



# OLD JEFFERSONVILLE

HISTORIC  
PRESERVATION  
PLAN

Approved September 28, 2009 | Updated September 5, 2012



# OLD JEFFERSONVILLE





# THE OLD JEFFERSONVILLE HISTORIC PRESERVATION PLAN

# Acknowledgments

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The Old Jeffersonville Historic Preservation Plan is the result of efforts by numerous individuals, citizen organizations, government agencies, and consultants. A plan that does not involve those it hopes to serve can not fully realize its potential or vision. For this reason, those with a vested interest in the final outcome of the Ohio River Bridges Project, and specifically the new I-65 bridge and ramp system, and its impact on the Old Jeffersonville Historic District, put forth their time, effort, and ideas in the creation of this Preservation Plan. It is appropriate to recognize and thank those who were an integral part of this important process.

Special thanks to the residents of Jeffersonville, Clark County, and the numerous government officials and private organizations who provided valuable information and insight into this planning process. The members of the various advisory boards also deserve special recognition for their commitment and involvement in a process benefiting Jeffersonville, the southern Indiana region, and northern Kentucky.

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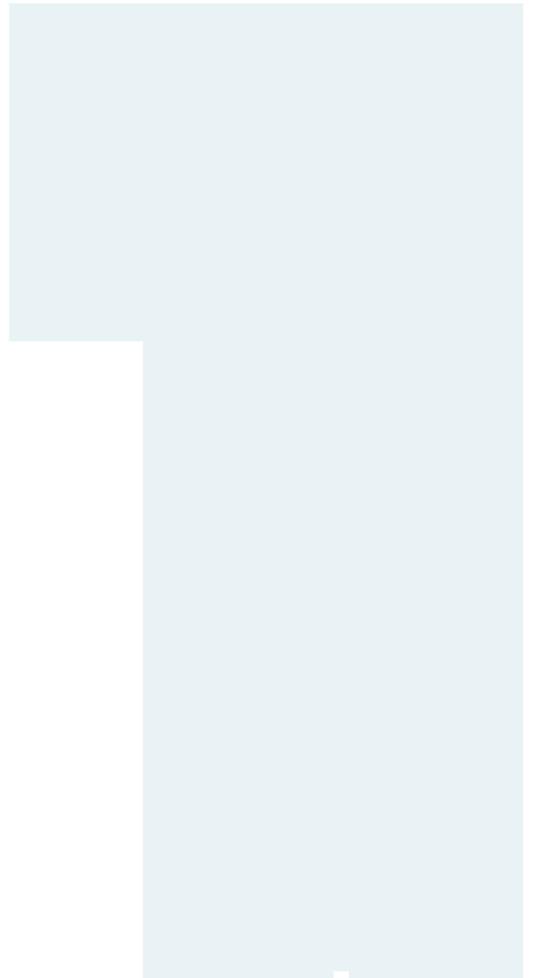
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PART ONE - INTRODUCTION





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**C H A P T E R      O N E**  
**The Ohio River Bridges Project**

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## 1.1 THE OHIO RIVER BRIDGES PROJECT PROCESS

Regional, cross-river mobility issues have been a point of discussion in the Louisville-Southern Indiana region as far back as the 1960's. At that time, a study was commissioned to evaluate the need for an "east end" bridge connecting southern Indiana and northern Jefferson County, Kentucky. In the early 1990's, continuing discussion over increased traffic congestion in the Louisville Metropolitan area, and specifically around "Spaghetti Junction," culminated in the development of the Ohio River Major Investment Study (ORMIS). This initial feasibility study explored a broad range of regional issues and alternatives related to transportation benefits and potential economic impacts relating to additional, cross-river linkages. The preliminary results of the ORMIS, based on a limited number of factors, revealed the potential benefits of increased cross-river mobility between the two states outweighed potential negative impacts.

To build on the results of the ORMIS, an Environmental Impact Statement (EIS) was initiated in 1998. As part of this process, an Alternatives Evaluation Report was generated that screened a series of transportation alternatives based on similar characteristics, public input, and impacts to environmental resources, into a smaller number of broader corridor alternatives. For example, sixteen options for an east end bridge alternative were consolidated into six alternatives for the purposes of the EIS. The EIS took a more in-depth look at these alternatives by evaluating numerous factors including social, environmental, and cultural impacts on the region. Approximately 20% of the preliminary engineering for the various alternatives chosen to be carried forward was completed during the EIS phase in order to get a relatively accurate, "real world" comparison of the impacts of each transportation corridor option. This study, along with previous studies, also explored the viability of "non-motorized" or alternative transportation options to alleviate existing vehicular traffic congestion. Following the completion of the FEIS in April 2003 and extensive public outreach and involvement, the Federal Highway Administration (FHWA) authorized the Ohio River Bridges Project in September 2003 by way of its Record of Decision (ROD).

The ROD identified the Two Bridges/Highway Alternative as the Selected Alternative. The FHWA, Indiana Department of Transportation (INDOT) and Kentucky Transportation Cabinet (KYTC) agreed that two new bridges and the reconstruction of the Kennedy Interchange in Louisville was the most feasible, long-term solution to meet cross-river mobility needs in the region. Following an inventory of existing conditions and analyses of several alternatives, it was determined the alignments selected (illustrated below) met the stated transportation needs with the least amount of impact to environmental resources and local communities.

The Selected Alternative included two new bridges over the Ohio River. The new I-65 bridge linked Downtown Louisville and Jeffersonville, Indiana. The second (I-265) was located in the East End area approximately six miles upstream from the downtown bridge. It connected northeastern Jefferson County, Kentucky and Clark County, Indiana. Since approval of the ROD, the FHWA, INDOT and KYTC advanced the design of the Project and sought



Ohio River Bridges Project Sections

to satisfy various stipulations of the Memorandum of Agreement (MOA).

In early 2011, the Project's lead agencies (FHWA, KYTC, and INDOT) initiated the preparation of a Supplemental Environmental Impact Statement (SEIS) for the Project due to the passage of time of the original FEIS/ROD, the present need for tolling revenues to assist in funding the project as determined through the Metropolitan Transportation Planning process, and the need to evaluate cost-saving measures in the Selected Alternative's design. A Notice of Intent (NOI) to prepare the SEIS was published on February 15, 2011 in the Federal Register. The NOI included a project description, a discussion of the proposed action, an expected project schedule, and contact information. The Final SEIS was approved by the FHWA on April 20, 2012.

As part of the ROD, the First Amended Memorandum of Agreement (First Amended MOA) was developed based on the original MOA. Updates contained within the First Amended MOA reflect new/revised stipulations based on changes made to the Project, as well as stipulations completed as part of the original MOA. The approval of the ROD, including the First Amended MOA, is currently pending.

## 1.2 BRIDGES PROJECT SECTIONS

The Ohio River Bridges Project (Project) is comprised of two primary components, the East End Crossing, administered by INDOT, and the Downtown Crossing, administered by KYTC. The Downtown Crossing will have the greatest impact on the Old Jeffersonville historic district and consists of: 1) a new downtown bridge just east of the existing Kennedy Bridge; 2) a new Indiana approach to the (new) bridge and ramp systems in Jeffersonville.

### 1.2a New I-65 Bridge and Approach Effects

The aerial map on the following page illustrates where the new I-65 bridge, associated interstate approach, and ramp systems serving downtown

Jeffersonville will affect Jeffersonville's urban fabric. The Bridges Project will consist, in part, of a new six-lane bridge adjacent to the existing Kennedy Bridge to carry northbound traffic across the river. Traffic patterns on the existing Kennedy Bridge will be reconfigured to accommodate all southbound traffic. In addition to the new approach to the I-65 bridge(s), I-65 interchanges and connections between the Clark Memorial Bridge (U.S. 31), the interstate, and the local street network will be reconfigured.

Obviously, the Bridges Project will have both direct and indirect impacts on the urban fabric of Jeffersonville. In addition to the reconfiguration of the Court Avenue and Tenth Street interchanges, the new approach will also allow Sixth Street to extend under the interstate and connect to Missouri Avenue. These changes will alter circulation patterns on the local network of streets which may generate new opportunities to redevelop and strengthen Old Jeffersonville and the greater downtown. Additional components or mitigation measures as part of the Bridges Project are listed below.

- Streetscape improvements within the historic district between Spring Street and the Project
- Pedestrian amenities along Riverside Drive and Market Street under the new and existing I-65 bridges
- Noise and vibration mitigation measures to minimize or avoid negative affects on historic resources
- Interstate lighting and signage that minimizes impacts on the historic district viewshed
- The displacement of five homes
- Revised approach to the Clark Memorial Bridge (U.S. 31) may require the relocation of historic Art Deco pylons
- Mitigation measures including streetscaping and rehabilitation efforts for the Train Depot at Tenth and Spring Streets

This list outlines only a few of the numerous issues affecting the Old Jeffersonville historic district. These, along with numerous other issues are discussed in detail throughout this historic preservation plan.

## 1.3 PUBLIC PARTICIPATION PROCESS

Whenever the effects of proposed changes, or development in general, could impact a community or communities, those potentially affected should always have an opportunity to provide input in the decision-making process. Public involvement is essential in designing new bridges and roads that realize the numerous benefits and needs of the communities, while minimizing the impacts. Through public meetings, newsletters and the Project's web site, the Project team provided information to the public and offered those affected a chance to comment on key design issues. Beginning in 1998 with the EIS phase of the Ohio River Bridges Project, the Project team has maintained open lines of communication with the public throughout the process utilizing several methods and tools. That effort will continue throughout the design phase of the Project, allowing people to provide feedback on issues such as the bridge type selection process, aesthetic design guidelines or issues, and impacts to nearby neighborhoods. The following is a brief description of the efforts undertaken and stakeholders involved in this public participation process.

**Bi-State Management Team**

The Bi-State Management Team (BSMT) consists of representatives from the following government agencies.

- Federal Highway Administration
- Indiana Department of Transportation
- Kentucky Transportation Cabinet

The Bi-State Management Team represents the final authority for approving implementation measures that avoid and/or mitigate the Project’s effect on historic properties. This decision-making body takes into consideration recommendations provided by the Bi-State Historic Consultation Team.

**Bi-State Historic Consultation Team**

The Bi-State Historic Consultation Team (BSHCT) consists of representatives from the following organizations.

- Federal Highway Administration
- Indiana Department of Transportation
- Kentucky Transportation Cabinet
- Indiana State Historic Preservation Office
- Kentucky State Historic Preservation Office

This consultation team provides guidance to the Bi-State Management Team as to design and construction approaches that comply with the terms of the historic preservation commitments in the First Amended MOA. Such recommendations, are derived from the guidance of the Historic Preservation Advisory Team(s) described below.

**Historic Preservation Advisory Team**

The Historic Preservation Advisory Teams (HPAT) are organized to ensure the Project is designed in a manner that respects the historic qualities, landscapes, buildings and features within the affected area(s) as defined by the First Amended MOA. The Indiana Historic Preservation Advisory Team (IHPAT) and Kentucky Historic Preservation Advisory Team (KHPAT) are responsible for reviewing and commenting on Project work in Indiana and Kentucky respectively. The role of the HPAT is to review and comment on Project design details, thereby assisting the Bi-State Historic Consultation Team and the Bi-State Management Team in implementing the stipulations of the Project’s First Amended MOA. Members of the Indiana Historic Preservation Advisory Team involved in the Project include:

- Indiana Department of Transportation (co-chair)
- Indiana State Historic Preservation Office (co-chair)

- City of Jeffersonville Historic Preservation Commission
- Clark County
- City of Jeffersonville
- Town of Utica
- Jeffersonville Main Street Incorporated
- Clarksville Historical Society
- Town of Clarksville
- Clark County Historian
- Rose Hill Neighborhood Association
- Indiana Landmarks
- Jeff-Clark Preservation Inc.
- National Trust for Historic Preservation

**Area Advisory Teams**

There are four Area Advisory Teams (AAT) representing each of the four areas where a bridge approach will be built. They meet with the Project’s design teams and provide feedback on design and aesthetic considerations with the specific needs of their respective communities in mind. The diverse organizations comprising these teams include environmental organizations, government agencies, neighborhood associations and preservation groups.

**Regional Advisory Committee**

This committee consists of nearly fifty organizations from Indiana and Kentucky representing a wide range of interests. Members include key city and county government agencies, civic and community groups, trade associations, and environmental groups. The role of this committee is to review Project work and ensure regional issues are being addressed throughout the design and construction of the Ohio River Bridges Project.

**Stakeholder Kick-off Meetings**

Throughout the Project design process, the Project team presented information to the public about design concepts, bridge types and aesthetics which offered affected communities and individuals the opportunity to provide feedback. This process began with a kick-off meeting in March 2006 that included a presentation to stakeholders affected by the Project. Notification of stakeholder meetings was posted on the Project’s website ([www.kyinbridges.com](http://www.kyinbridges.com)), emailed to citizens and organizations registered on the Project’s database and distributed to homeowners and businesses within the district.

During the development of this Historic Preservation Plan, meetings were held with the Indiana Historic Preservation Advisory Team (IHPAT) to foster an ongoing dialog and consider feedback from team members on the plan’s content and process. A public presentation was conducted in August 2006 to present Draft “A” of the Old Jeffersonville Historic Preservation Plan to the general public and gather comments. In addition, work sessions were held with the IHPAT team in August and December of 2006 to discuss recommendations and incorporate relevant comments provided by team



Proposed Bridge Approach in Jeffersonville

--- Existing National Register Historic District Boundary

members into subsequent drafts. Based on such input, Draft “B” of the HPP was presented and discussed in February of 2007. Following additional stakeholder feedback and subsequent revisions, the final draft of the Old Jeffersonville HPP was presented to the IHPAT in August 2007. After some delay, the HPP was updated in June 2009 to reflect changes that occurred throughout downtown Jeffersonville during that time period. Following these updates and IHPAT review in August 2009, the Old Jeffersonville HPP was forwarded to the BSHCT for review, and recommended to the Bi-State Management Team. Final approval of the Old Jeffersonville Historic Preservation Plan was granted on September 28, 2009 by the Bi-State Management Team. Per **Stipulation II.F.2** of the First Amended MOA, plans completed prior to January 1, 2012 will be revised as appropriate to reflect Project design changes.

## 1.4 INTENT OF THE PRESERVATION PLAN

The intent of this historic preservation plan is to provide a context to inform and guide the implementation of specific mitigation measures for Old Jeffersonville as a result of the Bridges Project. The Project’s First Amended MOA stipulates the Old Jeffersonville HPP address several pertinent issues or objectives. Each goal or objective either (1) focuses on a specific situation, area, or property; or (2) applies to the study area as a whole. Specific items addressed in this HPP include:

- Establishment of the necessary background information, analysis, goals, objectives, and policies to ensure the long-term vitality of downtown land uses, circulation issues, urban design features, and infrastructure.
- Mitigation of the impacts of the Project on the Old Jeffersonville historic district.
- Retention and preservation of historic and architectural resources within the district and surrounding context.
- Coordination of plan recommendations with Jeffersonville’s Comprehensive Plan update.

The integrity of a historic district is irreparably compromised once the resources that comprise it are altered or destroyed. Preservation planning provides for the conservative use of these properties by preserving them in place, and avoiding harm when possible. The National Park Service has adopted the *Secretary of the Interior’s Standards for Preservation Planning* to guide historic preservation planning efforts. These principles apply to the study and development of historic preservation plans (HPP’s) in order to establish the value of historic resources, goals for preserving them, and a process that can be integrated into a broader planning process.

To make responsible decisions about historic resources, existing information must be used to the maximum extent possible and new information must be acquired to supplement this existing knowledge. This should include public participation as part of the planning process to provide a forum for the open discussion of preservation issues. This planning process utilized

public involvement to assist in defining values of specific properties and preservation issues, rather than limiting public participation to review decisions already made. Early and continuous public participation was essential for the broad acceptance of this HPP and recommendations within.

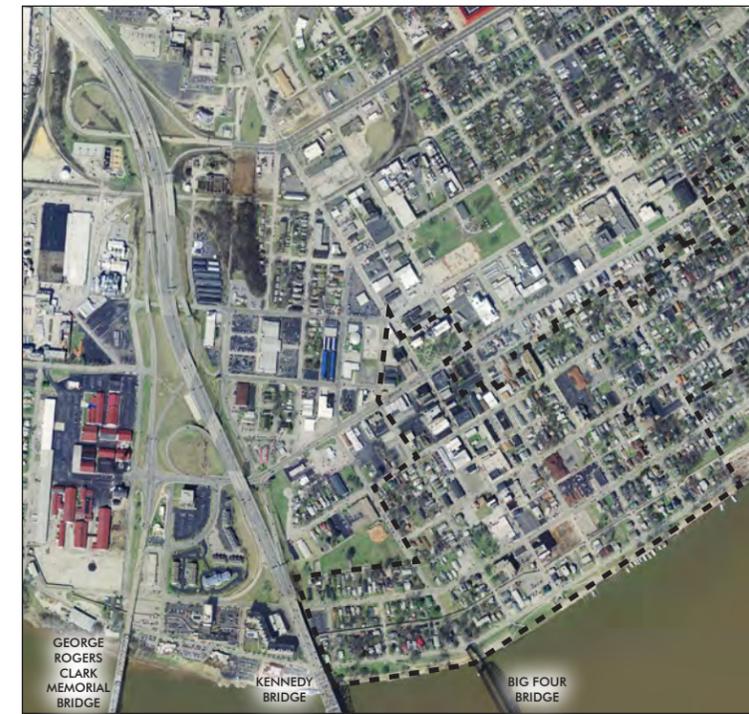
The Old Jeffersonville HPP was developed in consultation with property owners, Jeffersonville Main Street Inc., Historic Landmarks Foundation of Indiana, the general public, pertinent Jeffersonville municipal agencies, as well as local, regional and state government planning interests. The HPP will be reviewed and approved by the Indiana State Historic Preservation Office. This document refers to, and builds upon, existing studies and plans such as the Ohio River Corridor Master Plan, 2002 Downtown Action Agenda, and other documents addressing downtown that have been adopted and/or referenced by the City of Jeffersonville. As noted in the Bridges Project’s First Amended MOA, **Stipulation III.E.2** further states

“The HPP was presented to the City of Jeffersonville for potential use as a component of the City’s Comprehensive Plan and to inform the community and local government of additional historic preservation threats and opportunities.”

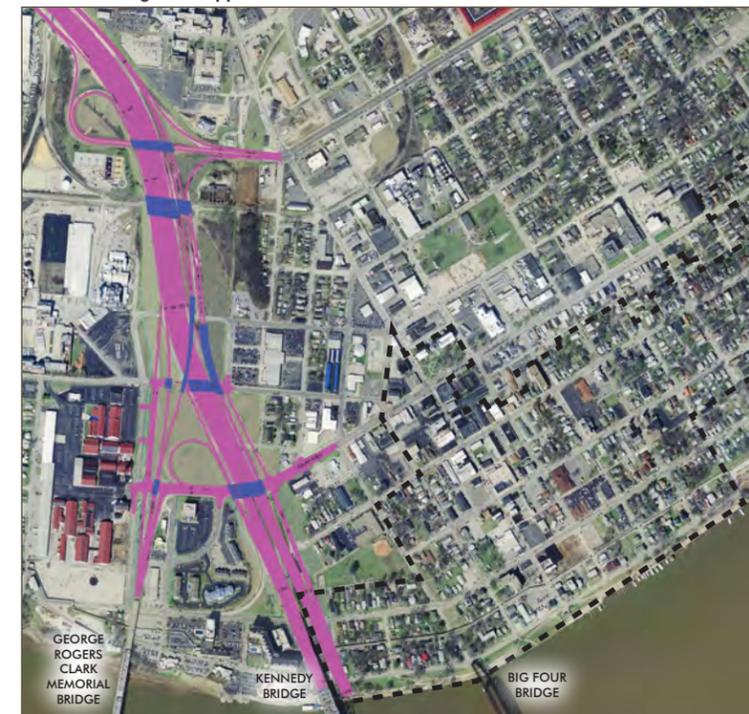
The Project’s Record of Decision (ROD) and First Amended MOA stipulate the HPP focus on issues within the Old Jeffersonville National Historic District boundary. The goals of the HPP include (1) identifying the unique characteristics, context, and historic significance of the Old Jeffersonville National Register Historic District and (2) recommending ways to protect and enhance these features. Particular emphasis is placed on the avoidance, minimization and mitigation of adverse Project effects. The inventory and analyses section of this preservation plan includes an inventory of land uses, circulation patterns, infrastructure components, and other relevant topics integral to the long-term function and viability of Old Jeffersonville, individual properties, and the surrounding context.

Although the analyses and recommendations center on issues within the national boundary, additional factors outside this area can influence the character and fabric of Old Jeffersonville. Sections of **Chapter 3** address some of these “external” issues that can or will affect the integrity of Old Jeffersonville as a whole, as well as certain historic resources within it. Similarly, proposed recommendations not only encompass those stipulated (and funded) in the Project’s First Amended MOA (**Chapters 5 and 6**), but additional opportunities to strengthen the historic district that go beyond the Project’s scope (**Chapter 7**). Although it is understood the BSMT, the decision-making body of the Project, may decide not to adopt/approve such items, these proposed recommendations represent an integral part of the long term viability and historic integrity of the district. **Chapter 8** summarizes the recommendations outlined in the previous chapters and lists the various First Amended MOA stipulations affecting the corridor and historic district. Implementation measures outlined in **Chapter 9** explore alternative avenues for funding such projects outside the scope of the Bridges Project.

Existing Downtown Jeffersonville



New I-65 Bridge and Approach



National Register Historic District Boundary - - -



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C H A P T E R      T W O  
Old Jeffersonville Historic Context

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### Purpose of the Historic Context

The development of a historic context is the foundation for decisions about the identification, evaluation, and treatment of historic properties. The information developed in this historic context serves as a framework for analyzing individual properties or groups of related properties to determine which associations or physical features make them historically significant (Renaud 2000). According to the Project's First Amended MOA, **Stipulation II.F.1.f** states the HPP will:

"...recognize the unique character, context, and historic significance of each resource/area and will identify ways to protect and enhance the historic qualities found there, particularly those related to avoidance, minimization, and mitigation of adverse Project effects."

This exercise is also part of the ongoing research conducted as part of the Bridges Project, and provides Project designers with an important overview of the historic features of Old Jeffersonville. Understanding the historic context of Old Jeffersonville will inform designers when developing *Context Sensitive Design* solutions for the interstate corridor, as well as other mitigation measures within the Old Jeffersonville Historic District.

This chapter provides a discussion of Old Jeffersonville's history, development, and character-defining features within the context of development patterns in greater Jeffersonville. Although much of the following research of Old Jeffersonville's history is similar to that developed for the historic context component of a National Register nomination, it has been reorganized slightly in order to be more relevant within the scope of this HPP. This information, along with the previous Project research pertinent to the EIS and Section 106 review, can collectively serve as a catalyst for future research relevant to Old Jeffersonville's history.

A list of references used for this context, and throughout the HPP, can be found on pages 92-3 within the Appendix.



John Gwathmey's 1802 Plat of Jeffersonville (Redrawn c.1909)

### 2.1 SETTLEMENT OF JEFFERSONVILLE

The City of Jeffersonville played an integral role in the settlement, military, and transportation history of Indiana (Old Jeffersonville Historic District 1984, 8.1). Downtown Jeffersonville retains a strong link to its history through remaining historic structures reflecting many of these areas of significance. The city began as a military outpost and grew into a flourishing transportation hub, uniting regional river, rail, and road traffic. In the process, Jeffersonville became the nation's leading center of steamboat manufacturing and a key support base for the Union Army's western theater during the Civil War (Kleber 2000, 443). During the last half of the nineteenth century an expanded industrial base helped to form the greater part of the Old Jeffersonville Historic District.

Settlement in Jeffersonville began about 1786 and was focused around Fort Finney, a post-Revolutionary military post located along the banks of the Ohio River. In 1787 Fort Finney was renamed Fort Steuben (Old Jeffersonville Historic District 1984, 8.1). Clark County was organized in 1801 and named for George Rogers Clark (*Indiana Gazetteer* 1849, 190). The town of Jeffersonville was organized in 1802 when Lt. Isaac Bowman



Historic 1876 Map Showing Ferry Crossing

obtained the land as his share of General George Rogers Clark's military grant. Known as tract No.1 of Clark's grant, Isaac Bowman solicited Marston Green Clark, William Goodwin, Richard Pile, Davis Floyd and Samuel Gwathmey as trustees to lay out a town and sell lots within this 150 acre site. John Gwathmey, a Louisville attorney and cousin of George Rogers Clark, laid out the town with an individualistic reinterpretation of then-president Thomas Jefferson's concept for a city with every other block left as an open public square, creating a checkerboard of greenspace within the town plat. Instead of utilizing a regular grid as Jefferson intended, Gwathmey laid out diagonal streets that bisected each public square in the form of an "X", creating four triangular open spaces within each square. This layout was not implemented and the area north of Market Street was re-platted in 1817, eliminating the public squares and replacing the diagonal streets with a regular street grid (*Indiana Gazetteer* 1849, 274; Baird 1909, 48-50).

Jeffersonville served as the county seat until 1812, when the county seat was moved to Charlestown. Jeffersonville was incorporated as a city in 1839 and, after a long and difficult political battle, became the county seat once again in 1878 (Baird 1909, 65, 123). The city saw continued growth in the early twentieth century with several annexations: Port Fulton in 1925, Ingramville in 1944 and Claysburg in 1948. Jeffersonville's proximity to Louisville and the Ohio River played a large part in its settlement and growth. In 1803 Marston G. Clark established the first licensed ferry in Jeffersonville. The first steam ferry began operations in 1831 between Jeffersonville and Louisville and was operated by Wathan and Gilmore (Baird 1909, 89).

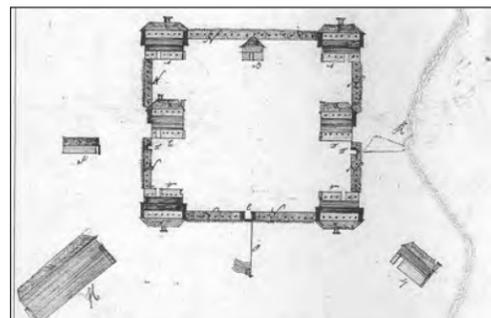
Although it never seriously rivaled Louisville, Jeffersonville quickly developed a strong and diverse economy based largely on the demand of river commerce (*Clark County Interim Report* 1988, 89). In 1805 and again in 1818, concerted efforts were undertaken to build a canal around the northern end of the Falls of the Ohio, but both attempts failed. However, Jeffersonville quickly became a major shipbuilding center because of its excellent harbor (*Indiana Gazetteer* 1849, 274). Numerous flatboats and keelboats were built in Jeffersonville before several investors financed construction of the *United States* (1819), a 700-ton steamboat that could carry 3,000 bales of cotton. Jeffersonville's position as one of the nation's leading shipbuilding centers was secured in 1849 when James Howard opened the Howard Shipyards. For more than a century, the Howard Yards, forerunner of the present Jeffboat, Inc., turned out some of the finest craft on American waters, including such vessels as the *Robert E. Lee II*, the *Glendy Burke*, and the *Mark Twain* (Old Jeffersonville Historic District 1984, 8.1). The boat yards, located one block east of the district, have employed thousands people in the area throughout Jeffersonville's history ("Jeffboat" 1962; Kleber 2000, 443).

While shipbuilding remains a major industry in Jeffersonville, the local economy has diversified greatly over the last century and now includes a variety of products and services such as kitchen cabinet manufacturing, statistical processing, trucking and distribution, steel fabrication, electronic components, and a host of other enterprises. As the city evolved over the years, it has maintained a strong appreciation for its historic roots. The

downtown commercial and riverfront residential areas comprise the locally-designated Old Jeffersonville Historic District, which, along with an extensive adjoining residential neighborhood, was listed in the National Register of Historic Places in 1987. A strong Main Street program is helping breathe new life into the central business district. Additionally, the city is engaged in a long-term riverfront development program designed to capitalize on the historic commercial architecture and its proximity to the Ohio River's scenic beauty and recreational opportunities.

**Military History**

Fort Finney/Fort Steuben was a military outpost from 1786-1791. The fort was originally named for Major Walter Finney who selected the site of the original outpost and was its first commander (1786-1787). Fort



Indiana Historical Society

Finney was renamed Fort Steuben when the original Fort Steuben, located at what is now Steubenville, Ohio, was abandoned in June 1787. A village grew up around the fort that became the town of Jeffersonville in 1802. (Baird 1909, 137-140)

Fort Finney / Steuben

Jeffersonville's location proved advantageous during the Civil War as the city served as a key support base for the Union Army's western theater. It was during this time that the Jefferson General Hospital was established. Operating from February 1864 to December 1866, the hospital was located in the region formerly known as Port Fulton, the land having been seized by the government from former U.S. Senator and Confederate sympathizer Jesse D. Bright. The land had access to the Ohio River, which provided easy transport of the wounded. With twenty-four wards radiating from a central hub, the hospital could accommodate sixty patients in each ward. It was the third largest hospital in the country and a showpiece for the Union army. A shirt factory was established in one of the buildings of the Jefferson General Hospital and shirts and trousers made for Army use. At this time, garments were cut out by hand, issued in bundles of four or eight to the widows, mothers and sisters of Union soldiers and made up in their homes, being returned in a few days to the hospital for inspection. This was the beginning of the Jeffersonville Quartermaster Depot. (Clark County Interim Report 1988, 81)

Jeffersonville was also used as a depot for military supplies due to its location and facilities for transportation. The city was one of the principal gateways to the South during the Civil War. It was served by three railroads from the north and enjoyed good water access via the Ohio River. Naturally, this influenced its selection as one of the principal bases for supplies and troops for the Union Army operating in the South, with the Louisville and Nashville (L & N) Railroad furnishing the connecting link between Louisville

and points south. In addition to supplying clothing, harnesses, saddlery and hardware, a hard tack bakery for the Union Army operated in the old Market Square in the block north of Court Avenue between Spring Street and Wall Street in what is now Warder Park. In 1864, \$150,000 was appropriated by Congress to establish a U.S. Quartermaster Depot, also known as the Western Arsenal of the Quartermaster Department. The City of Jeffersonville and the Indiana State Legislature donated four acres of land for the site. Work did not begin for the permanent facility until 1871 and construction was completed in 1874. The facility was used to manufacture clothing, store ammunition, and as a commissary. The grounds within the Depot were designed by renowned landscape architect Frederick Law Olmsted. The complex covered seventeen acres with expansions during the Spanish-American War, the First and Second World Wars, and the Korean Conflict. The depot continued in operation until it was deactivated in 1958 and the buildings were subsequently sold in 1960. (Summary of Facts Concerning the U.S. Quartermaster's Depot 1916; Clark County Interim Report 1988, 81-82)

**Transportation**

The Ohio River provided one of the main means of transportation and economic development in Jeffersonville's early history. With limited land routes available, the river provided an easier, safer and less expensive way to move goods and people over long distances. In 1802, Jefferson County, Kentucky granted Colonel Frederick Geiger a license to operate a public ferry from his landing based in Louisville. The Geiger family operated the



Univ. of Louisville Photographic Archives

Ferry docked along Jeffersonville shore near Spring

operation in Clark County. An 1868 map indicates two ferries in operation from the Louisville shore to Jeffersonville landing at the foot of Spring Street. Prior to the Civil War, there were no bridges over the Ohio River between Kentucky and Indiana.

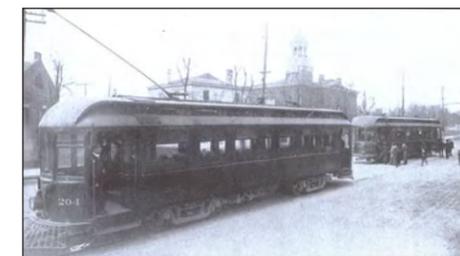
The development of the steamboat industry spurred the growth of the city, and boat-building remains one of the major active industries in Jeffersonville today. The first steamboat built in Jeffersonville was the *United States* in 1819. In 1831, the first steam ferry to run a regular route between Jeffersonville and Louisville was begun by Wathan and Gilmore. Although there were a number of shipyards in operation in Jeffersonville, the most famous was the Howard Shipyards started by James Howard and his brother Daniel. Howard began with a rented riverfront lot at the foot of Mechanic Street and his first commission was the *Hyperion* for Captain Leonard in 1834. Operations were moved several times including locations in Madison and Louisville. In 1849 the shipyard relocated to Jeffersonville

between Graham and Division Streets. By 1850, competition was intense in the shipyard business with approximately fifty yards located up and down the Ohio River vying for business. During this time, the Howard Shipyards produced about 10 percent of all hulls built in the west. Jeffersonville had the advantage of its location above the Falls of the Ohio, the depth of the channel along the riverfront, and access to raw materials (Baird 1909, 89; Fishbaugh 1967; Old Jeffersonville Historic District 1984, 8.1).

The U.S. Navy bought the Howard Yard in 1942 and transferred it to a subsidiary of the American Barge Line Company. This group purchased the yards from the U.S. Navy in 1947 and Jeffersonville Boat & Machine Company was renamed Jeffboat, Inc., in 1964 (Clark County Interim Report 1988, 61).

The explosive expansion of railroads in the 1850s and 1860s began to take business from the boat trade. Initially the railroads complemented river and canal transport by moving goods and people to the interior, but the railroads soon overtook much of the regular transportation services. Three railroad lines converged, in Jeffersonville: the Ohio and Indiana Railroad Company, the Jeffersonville, Madison and Indianapolis Railroad Company (merged and renamed in 1866, originally known as the Jeffersonville Railroad) and the Cleveland, Cincinnati, Chicago and St. Louis Railroad (Big Four). The Jeffersonville Railroad line was established in 1849 and completed the first line from the town by 1851. In 1866, the railroad yards ran north from New Market Street to Eighth, extending east of Wall street to Walnut Street. By 1900, the railroad yards dominated an area from Court Avenue north to Ninth Street, between Wall and Walnut (Old Jeffersonville Historic District 1984, 8.8; Spring Street Freight House 2006, 8.3).

Commuter rail service was established in Jeffersonville with a steam railway line (1867-1921) operating between Louisville, Jeffersonville, Clarksville, and New Albany. The line was nicknamed "the Dinky" because of its short trains. It made nineteen daily round trips at hourly intervals between Jeffersonville, Clarksville, and New Albany. The Daisy Line commuter train between Louisville and the Falls Cities began operation via the Kentucky & Indiana Terminal Bridge at New Albany in 1886. In 1893 the Daisy Line became the first steam (heavy) rail line in the U.S. to be converted to electric



Souvenir, Jeffersonville, IN

Interurban Light-Rail Car

The Louisville & Southern Indiana Traction Company (L&SIT) was established in 1903 and operated an interurban light rail system that connected Jeffersonville, Port Fulton, Charlestown, and New Albany, with rolling stock manufactured by the American Car Works in Clarksville. Interurban

service between Jeffersonville and Louisville via the Big Four Bridge began in 1905, providing residents of the Falls Cities with an alternative to heavy (steam) rail or ferry crossings to Louisville. The L&SIT bought out the Daisy Line in 1905. Interurban service between Indianapolis and Louisville via Jeffersonville began in 1907 (Hilton and Due 1964, 279-80).

The connection of river and rail transportation stimulated growth for both Louisville and Jeffersonville. Attempts were made to build bridges across the Ohio River between Louisville and the Falls Cities as early as 1836, but those projects were abandoned due to funding issues. The Fourteenth Street Bridge was built during 1867-1870 to connect the L&N with the Jeffersonville & Indianapolis Railroad at Clarksville. The Kentucky & Indiana Terminal Bridge connecting Louisville and New Albany was completed in 1886 with two outboard lanes for vehicular travel flanking the central rail line. The bridge provided the first alternative to ferry crossing for vehicular traffic. It was rebuilt during 1910-1912 to increase capacity for rail and vehicular traffic. The Big Four Bridge connecting Louisville and Jeffersonville opened in 1895 and was rebuilt in 1929. The American Bridge Company of Pittsburgh built the George Rogers Clark Memorial Bridge, originally known as Municipal Bridge, in 1929. The bridge was designed by the engineering firm of Modjeski and Masters with architectural details by the noted Philadelphia architect Paul Philippe Cret. It was the first bridge for automobile traffic from Jeffersonville to Louisville. Until then, automobiles had to rely on the ferry to cross the river. The bridge, with approaches articulated with lighted Art Deco pylons, was listed in the National Register of Historic Places in 1984. In 1963, the six-lane Kennedy Bridge was built next to the George Rogers Clark Memorial Bridge as part of the new I-65 corridor (Kleber 2000, 122-24, 280).

### Business

Jeffersonville's strategic location along the Ohio River provided easy access to river transportation, facilitating the growth of business and industry and creating a strong economic climate in the city. Although the boat-building industry was always an important part of the Jeffersonville economy, other river and transportation-related businesses were able to thrive as well. As the city grew, manufacturing industries prospered. Early businesses included Jeffersonville Springs (Chalybeate Springs) established in 1819. It became the social center of the summer season drawing people from across the region and the country. The thirteen-acre summer health and pleasure resort had a hotel and freestanding cottages, "puzzle garden" (maze), bowling alley, bathhouses, gambling facilities, and healthful mineral springs. John Fischli, a Swiss immigrant who owned the land, built the resort north of Spring Street beyond Eleventh Street. Spring Street was named for the Jeffersonville Springs.



Coal Harbor Near Spring Street

Charles Lepp

The resort operated the Jeffersonville House hotel on Commercial Square at the foot of Broadway from 1838 until 1857, when the building was destroyed by fire. The Jeffersonville Springs was purchased by the Methodist Church in 1852 and all gambling was suspended. The Big Four Railroad purchased the property in 1890, extending a new rail line through the site. The Big Four initially planned to reopen the springs but later abandoned this plan. The springs and any remaining buildings were destroyed in 1907 (Baird 1909, 75, 110; Spring Street Freight House 2006, 8.5-7). The c. 1925 Spring Street Freight House sits on part of this property.

Moving coal by barge from mines in Pennsylvania, West Virginia and Kentucky to towns along the Ohio River was the cheapest delivery method, thus giving rise to the Jeffersonville coal harbor. Several companies developed to serve this business niche including the Jacobs Coal Company, O'Neil and Rose Coal Company, and Jeffersonville Coal and Elevator Company. Jeffersonville's coal harbor was located near the foot of Spring Street where the cargo was transported by wagon to the various coal yards throughout the city. Jeffersonville's coal harbor also served as a distribution point for coal to southern points along the Mississippi River such as St. Louis and New Orleans. This industry remained viable until the mid-twentieth century.

The Ford Plate Glass Company opened in 1877 on the Jeffersonville riverfront and was one of the first facilities of its kind in the country. In 1880, the company later changed its name to Jeffersonville Plate Glass Company (Whitten 2005, 2).



American Car and Foundry operations

Illustrated Souvenir (1906)

In nearby Clarksville, the Ohio Falls Car & Locomotive Company began operation in 1864 and employed between 1,500 and 2,300 men. Its facilities covered sixty-three acres. The combined effects of a fire in 1872 and the financial panic of 1873 devastated the company. However, the company reorganized and rebuilt with fireproof construction and spaced the buildings farther apart to prevent future losses. The Ohio Falls Car & Locomotive Company produced railroad cars and operated a foundry. In 1899, the company merged with several other companies to form the American Car & Foundry Company, and continued operations until its closure in 1932. During World War I the company contributed to the war effort by manufacturing escort wagons, artillery shells, and military shirts (*The American Car and Foundry Co. in Khaki* 1919). The Great Depression of the 1930s caused a significant decline in the railroad industry resulting in reduced sales. This decline in business seriously affected the company forcing it to cease operations (Ohio Falls Car and Locomotive Company Historic District, 2007, 8.17-24).

In 1921 the Colgate Palmolive Company purchased the former Indiana



Colgate Palmolive Plant

Reformatory South, in Clarksville, to expand its facilities and house its soap factory. The company continued to add to the grounds including several buildings during the 1940s and 1950s. The Art Moderne office building was constructed around 1940. Other changes included the addition of the Octagon Soap logo to the chimney-stack on the main prison building. In addition, the 1906 clock from the company's Jersey City, New Jersey, plant was moved to the Clarksville facility in 1924 and has been a landmark ever since (Karnoutsos n.d.). The Neoclassical Colgate School, designed by architect O. W. Holmes, was built in 1925 at the southwest corner of State and Montgomery Streets in Clarksville.

### Cultural and Social Institutions

A number of social and cultural institutions were established in Jeffersonville between its founding in 1802 and the commencement of the First World War. The appearance of these institutions signaled the city's growth and development. Jeffersonville was one of the prominent centers of commerce in Clark County and many of the initial institutional developments were located here. These included the establishment of the first bank in the county by Beach & Bigelow in 1817, the formation of the first newspaper by George Smith and Nathaniel Bolton in 1820, the first jail in 1802, and the first state prison in 1821. Jeffersonville's first two public schools opened in 1852 as a result of the requirements for the State of Indiana to fund public education under the Indiana State Constitution of 1851. A \$16,000 grant from Andrew Carnegie funded the construction of Jeffersonville's Carnegie Library during 1903-1904. The building, located in Warder Park, was designed by prominent Louisville architect Arthur Loomis, a native of Jeffersonville. Loomis designed several other architecturally-significant buildings in Jeffersonville including the 1927 Masonic Temple and the 1908 Citizens Bank and Trust Building (Clark County Interim Report 1988, 65-5, 67; Nokes 2002, 21, 54).

The first state prison, Indiana Reformatory South, was established in 1821 and housed inmates until 1923. The prison was first located at the northeast corner of Market Street and Ohio Avenue (now Southern Indiana Avenue) in Jeffersonville, in a log structure with fifteen cells. This was later replaced by more permanent structures. In 1847 the prison relocated a few blocks northwest to a site in Clarksville. A Romanesque Revival prison building was constructed in the 1890s on the north side of W. Sixth Street west of Missouri Avenue. The complex was expanded around the turn of the century to include a hospital, foundry, trade school, laundry, and bathhouse. The trade school for inmates was established as part of rehabilitation efforts and produced goods for sale to the public. Trades taught and practiced at the prison included foundry work, shoe making, tinsmithing, masonry,

carpentry, tailoring, and printing (Baird 1909, 375-82; Peyton 1910).

Jeffersonville experienced a large influx of German and Irish immigrants during the mid-nineteenth century. Similar patterns of immigration were evident in the Louisville neighborhoods of Butchertown and Phoenix Hill, just across the river. The influence of German immigrants, who accounted for 17 percent of Jeffersonville's population by 1870, can be seen in the community's commercial, religious and residential architecture. Many of these immigrants achieved commercial success in Jeffersonville and built or influenced the construction of many buildings, including the now-demolished Stauss Hotel (1867) at the northeast corner of Spring Street and Riverside Drive, St. Luke's Evangelical and Reformed Church at 329 E. Maple Street, the Alfred Pfau House at 416 W. Riverside Drive; and the Voight House at 304 W. Riverside Drive.

**Warder Park**

Warder Park was named after Luther F. Warder, who served as mayor of Jeffersonville from 1875 to 1883 and 1887 to 1891. Warder was influential in securing the move of the county seat from Charlestown to Jeffersonville in 1878. He also facilitated financial assistance to the Ohio Falls Car Works and the Jeffersonville Plate Glass Company in an effort to locate these businesses in Jeffersonville. Under Warder's tenure a new city hall was built on Market Street between Spring and Pearl Streets, where Preservation Park and Station are now located. Warder Park, Jeffersonville's primary public space, was created in 1881. The Jeffersonville Carnegie Library (1903-1904) and Post Office (1912) were both built in the park during the early twentieth century.



Carnegie Library in Warder Park

Both structures have been rehabilitated for new uses.

**Early African-American Settlement in Clark County**

The period of significance for the Jeffersonville Historic District extends into the 1930s. By that time most of the original neighborhoods as perceived by their inhabitants had grown well beyond the boundaries of the Historic District. For example, the old downtown commercial neighborhood had extended north to the railroad depot, which lies outside the Historic District boundaries. The historically African-American neighborhood of Claysburg was located outside of the old downtown but has grown south and now extends into the downtown area.

In the aftermath of the Civil War, over four million formerly enslaved people became homeless, jobless refugees. In 1957, Professor Emma Lou Thornbrough conducted a statistical analysis of Black settlement in Indiana based on census data. She noted that despite the racial tensions, the African-American population in Clark County rose precipitously after the War, from 520 in 1860 to 1,970 in 1870. Starting in 1850 the Population Schedule

of the Federal Census included the names, ages and places of birth of all the members of the household. Initially only the occupations of males over the age of fifteen were recorded; by 1870 the occupations of all household members are listed. In 1850, Jeffersonville appeared to have a relatively small number of scattered African-American households, made up mostly of small families. The exception was a group of seventeen blacks and mulattos, all under the age of thirty-eight, and all born in South Carolina in a single house. It is quite likely that this "household" represented a group of recently freed slaves, perhaps as stipulated in someone's will. There were very few black people listed as servants in larger white households.

The 1860 census provides the same information as 1850, with the addition of "value of personal estate." Within Jeffersonville, there was a dramatic change from the previous census in the location of black/mulatto households. They were no longer listed randomly as isolated households within the census tract, but now began to appear in clusters of two or three households. A few individual African-Americans were listed as servants in white households. Occupations listed included washerman, boatman, white-washer, barber, miller, and day laborer (Thornbrough 1957).

Finally in 1880, the census included period street addresses and street names. In that year African-American households were located away from the river, clustered along the axis of Ninth Street on Watt, Walnut and Wall Streets. Occupations included one physician and one railroad engineer. These entries suggested a slow rise of a professional class in Jeffersonville. In 1900, African-American families seem to be living on Watt, Walnut and Locust Streets at the north end of the Historic District and to the north outside of the project area. By 1910 the total number of African-Americans within the Historic District was rapidly declining. In 1920 there were very few African-American households in the project area. Several were listed as servants in white households, while a few families were living along Market Street. The 1930 census showed the African-American population of Jeffersonville continuing to dwindle (Miller 2006, 11-12).

At the county level, it is easier to track the African-American population. The 1810 census records indicate that 630 blacks were residents of Indiana; 237 of whom were listed as slaves, 393 as free (indentured); with most living near Vincennes. In that same year, Clark County was home to 81 slaves and 40 free blacks. The African-American population of Clark County was the second largest in the state by 1820 and it continued to grow until the 1850s. As of the 1850 census there were 135 free black residents of Jeffersonville, comprising 6.4 percent of the city's population and 23 percent of all African-American residents of Clark County. The 1860 census shows 209 black and mulatto residents of Jeffersonville, comprising 5.2 percent of the city's population and 40.2 percent of all African-American residents of Clark County. The overall African-American population of Clark County declined from 582 to 520 during the 1850s, reflecting a decline from 3.7 percent to 2.5 percent of the county population. The passage of the Fugitive Slave Act of 1850 increased the frequency of kidnappings of free African-Americans in border states like Indiana and may have contributed to this decline. By 1900, African-Americans constituted 10 percent of

Clark County's total population. The state's African-American population remained clustered primarily in cities along the Ohio River. At the time of the 1900 Census, the African-American population of Jeffersonville had risen to 16 percent of the city's total (U.S. Census, 1810-1900).

Claysburg began as an early nineteenth century enclave of free black residents on the north side of Jeffersonville. Claysburg, platted by Dr. Nathaniel Field, was named after abolitionist Cassius Clay and was also known as "Sassygamus" (*History of the Ohio Falls Cities* 1882, 436). Dr. Field owned eight acres of land in the area, Col. William Riddle owned 2 1/2 acres, and Edmund Schun owned seven acres. Dr. Nathaniel Field, an abolitionist, also served as president of the Board of Trustees that acted to incorporate the City of Jeffersonville in 1839. Originally a scattering of farms, then a subdivision, Claysburg eventually became the shorthand name for a larger, predominantly African-American neighborhood to the northwest of downtown Jeffersonville, and remains so in common parlance today. On the 1868 German & Bro. Map, Claysburg is indicated as a scattered settlement on the east side of Spring Street, to the north of Fifteenth Street, just east of a "Y" intersection, which is today the intersection of Eastern Boulevard and Spring Street/Hamburg Pike.

An 1876 map clearly indicates Claysburg as a truncated square to the west of the Jeffersonville, Madison & Indianapolis Railroad tracks, lying north of the convergence of Spring and Missouri Streets. Several streets in Claysburg are labeled, including "Riddla" (Riddle) Street along the south axis, Peacely Street to the north, and West Street to the east. The neighborhood is subdivided north-south by Green Street, and east-west by Jefferson Street. In the 1875 *Davis Map*, Claysburg is clearly indicated as within the "Kirby Subdivision" in Township 8; the nearest neighbors are listed as W. Mabury, J. Burke, Reicher, J. Frank, C.P. Ferguson, and H. Long. Claysburg was annexed into Jeffersonville in 1948 and the perceived boundaries of the neighborhood expanded south and east during the following decades. A 1996 newspaper article indicates that the modern boundaries of Claysburg are roughly Tenth Street to the south, Eastern Boulevard and Peacely Street to the north, the Pennsylvania Railroad tracks to the west and Dutch Lane to the east. Claysburg represented the single largest enclave of African-American residents near downtown Jeffersonville.

**Slavery and the Underground Railroad**

Although theoretically made illegal by the Northwest Ordinance, the use of slave labor was common in Indiana throughout the territorial period. Slaveholders argued that Article IV of the Ordinance forbade the importation of slaves, however it implied the allowance of the continued use of an existing slave population (Philbrick 1931, 42-3, 136-139). While these laws were finally stricken from the books upon Indiana's statehood in 1816, the 1820 census still enumerated African-Americans as slaves (U.S. Census 1820; Hudson 2002, 23). It is possible many of the "slaves" so enumerated were actually indentured servants by legal status, if not in their living conditions.

Although Indiana state law prohibited slavery after 1816, the practice appears to have been prevalent. Kentucky was a slave state and the close

proximity of the City of Louisville to New Albany and Jeffersonville provided an opportune location for the operations of the Underground Railroad. Although the Emancipation Proclamation of 1863 outlawed slavery, it applied only to those states that had revolted against the Union. Kentucky was a Union state and therefore lawfully continued slave ownership until the 13th Amendment to the Constitution, which abolished slavery throughout the country, was passed on December 18, 1865.

In the nineteenth century, Louisville was the only major city on the southern side of the north-south border between Baltimore and St. Louis. By 1820, Jeffersonville was already one of the largest towns in Indiana, making it a logical and popular destination for freedom seekers. Jeffersonville was the starting point for one of three routes from southern Indiana leading north and more specifically to the town of Newport (now Fountain City), where noted Underground Railroad conductor Levi Coffin's residence was located ("Underground Railroad Routes in Indiana" n.d.). Reportedly, the first line established in Indiana was in Jeffersonville in the 1830s ("The Underground Railroad in Indiana, Clark County, Indiana 1830" n.d.).

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Early escape attempts probably received no organized assistance, and if aided, the assistance came from free African-American settlements. Prior to the 1830s, the few white conductors would have worked with local free black settlements. According to the book *Fugitive Slaves and the Underground Railroad in the Kentucky Borderland* by J. Blaine Hudson, "this was essentially a 'passive network' through which assistance was rendered, if sought. Most fugitives, until they reached the borderland, were largely on their own and devised and executed their escape strategies accordingly" (Hudson 2002, 70). Hudson asserts that a "textbook" Underground Railroad composed of pre-existing stations run by liberal religious white men did indeed operate in the Kentucky/Indiana borderlands, particularly by the 1850s. Jonathan Jennings and Dr. Nathaniel Field were two prominent anti-slavery leaders in Clark County with Jennings actively working between 1810-30 and Field between 1830-60.

Hudson suggests several preconditions governing the development of a premeditated and actively engaged Underground Railroad, including 1) the physical geography making escape possible, such as a border to a free state, 2) the human geography of free black settlements along that border, and sympathetic whites capable of funneling traffic north, 3) the political, social, or cultural circumstances making such a formal organization necessary, and 4) the presence of unusual individuals willing and able to assume leadership responsibilities while breaking federal law. Hudson sees these preconditions coming together in the Ohio River valley of the 1850s, in the context of a deepening sectional conflict embodied by the Fugitive Slave Act of 1850 (Hudson 2002, 94).

Indiana's Clark County would have attracted fugitives due to the multiple ferry landings, an active, free African-American community, railroad connections to points north (after 1851), and at least two overland Underground Railroad routes out. New Albany, as a sister port and satellite of Louisville, also developed significant Underground Railroad activity, apparently in frequent

cooperation with the Jeffersonville conductors via Clarksville.

An early, pre-1830s route was documented by Prof. Wilbur Siebert as running from Jeffersonville to Paris via Vernon, and continuing to the Quaker settlements at Newport (Fountain City), Indiana. From Jeffersonville, the route ran twenty-three miles northwest, to near Salem, in Washington County (Miller 2006; Peters 2001). Siebert characterizes it as a "regular rest and supply station". According to Diane Perrine Coon, Rev. Alexander White, Dr. T. N. Field, J.C. Lambert, and Capt. David M. Dryden were active along that route, although this assertion has not been independently verified (Coon 2001, 290).

In a previous study, Orloff Miller established during the late antebellum period, Jeffersonville formed the Ohio River anchor for two major trunk lines of the Underground Railroad. One of these routes funneled northeast through the Hanover/Madison area (and points north), and one headed northwest toward Bloomington and Indianapolis (Miller 2005, 32). In all of the cases described above, the Jeffersonville end of the lines were organized and maintained by free African-Americans. The location of Claysburg would have been ideal for this type of activity, as it was a direct route down Spring Street to the ferry landing and its situation was convenient to the overland routes from Jeffersonville northward.

### African-American Leaders and Institutions

After 1831, all African-Americans migrating into Indiana were required to register with county authorities and post a bond for their good behavior. By the 1850s, white resentment of the free African-American population was running high; in the 1851 Indiana Constitution, free African-Americans were prohibited outright from settling in the state. Blacks tended to settle in the southeastern counties of Indiana, particularly in Floyd, Clark, Jefferson, Rush, Wayne, and Randolph counties. Free black communities often clustered on the outskirts of larger towns and villages, where they served as safe harbor for fugitives, and where freedom seekers could blend in with the larger population. This refugee existence might extend for days, months, or even years at a time (Hudson 2002, 24, 78).

Many of these settlements died out after the 1850 Fugitive Slave Act made kidnapping too easy. The resulting exodus of African-Americans from southeastern Indiana came at the same historical moment when the flow of Underground Railroad fugitives was heaviest.

In an April 1896 letter from Isaac P. Cox of Elizabethtown, Indiana, he notes that in Jeffersonville the "colored people" served as station masters and conductors, escorting fugitives north to James L. Thompson's station, located 3.5 miles northeast of Salem in Washington County. This is the western route out of New Albany, and demonstrates the back and forth, east-west flow of fugitives between those two cities (Cox 1896). After 1850, the free black settlement at Watson, a railroad town on the Baltimore & Ohio line between Charlestown and Jeffersonville, may have also served as a station (Coon 2001, 290-91).

Claysburg was the largest enclave of African-American residents in Jeffersonville and was home to three African-American churches. African-American communities along the Ohio River were of great importance to the Underground Railroad system as they assisted in the river crossing and communicated with other stations while providing the fugitives shelter, food and clothing (Rimsa 1998). An African Methodist Episcopal (AME) church was organized in Claysburg around 1842, after several years of preaching in private homes (*History of the Ohio Falls Cities* 1882, 444). The First Colored Baptist Church was organized about 1861 by Philip Simcoe, who became its pastor (*History of the Ohio Falls Cities* 1882, 446). A church building was erected on Illinois Avenue, between Seventh and Eighth Streets soon after its organization. This parish was referred to as the Illinois Avenue Baptist Church. The location as described now lies either under or immediately beside I-65, northwest of the Bridges Project area. A third parish is referred to in a local newspaper account as the "Gibsonville M. E. Church," without providing a location ("Colored Churches" 1879, 2). The minister, Rev. D. Heston, lived on Round Street near Spring Street.

The first public school building in Jeffersonville was erected in 1852 at the corner of Maple and Watt Streets. By 1882, the building was occupied as



City School / Taylor High School

an African-American school. In 1866, the city built the New Market School building on Court Avenue, and in 1867, when separate schools were established, this building was designated for African-American students (*History of the Ohio Falls Cities* 1882, 443).

Several early African-American leaders were involved in education. Robert Frank Taylor was one of the first of three African-American students to graduate from high school in Jeffersonville. He was appointed a teacher in the "Colored Department" after graduation in 1882 and then principal of the new Wall Street School in 1891, a post he held until 1926. Wall Street School, operating during segregation, was renamed Taylor High School in 1924 for its long-time principal. Corden Porter was the principal from 1939 to 1952. The high school closed in 1952 as a result of desegregation legislation passed by the Indiana legislature in 1949. It is important to note that Taylor High School also served as the African-American elementary with two grades per classroom and had no indoor plumbing until the 1940s (Moss 2006).

### Gambling and Marriage Parlors 1930s and 1940s

During the 1930s and 1940s Jeffersonville was a hotbed of illicit activity. Five casinos were located in a single block of West Court Avenue: Antz Café, 119 Club, 121 Club, 125 Club and the Court Café. Gaming and betting took place for racing as well as roulette and craps. Local and state authorities were able to shut down the gaming halls by 1948. Jeffersonville was also infamous for its "marriage parlors". Magistrate Oscar L. Hay was



Antz Cafe along Court Avenue

The Courier - Journal

known as the “Marrying Squire” and operated along Court Avenue during the time when local law required no waiting period. The parlors serviced mainly out-of-state couples with pick-up available at the ferryboats, trains

and trolley cars. In addition, county clerks worked from 6 PM to 6 AM to process late licenses (Nokes 2002, 22-3).

### Notable Dignitary Visits

Jeffersonville was a popular stop for political campaigns and candidates during the nineteenth century indicating its strategic and political importance at the time. Some of the historical political figures who visited Jeffersonville include:

- Aaron Burr (Vice-President under Thomas Jefferson), 1806
- President James Monroe, 1819
- Marquis de Lafayette, 1825
- Gen. William Henry Harrison, 1840 (governor of Indiana territory 1800-1812, US president 1841)
- President James K. Polk, 1844
- President elect Zachary Taylor, 1849
- President Millard Fillmore, 1850
- Horace Greeley, Democratic and Liberal Republican nominee for the Presidency, 1872

It is interesting to note that Aaron Burr was arrested in 1807 for conspiracy to commit treason. Leading a group of conspirators Burr was attempting to create an independent nation comprised of several southern and western states and territories. He was in Jeffersonville to order ships and secretly recruit volunteers for a military expedition down the Mississippi River. While in Jeffersonville, he lodged with Davis Floyd who was also arrested in association with the scheme. Burr was also a backer of the Indiana Canal Company in 1805 that attempted to dig a canal around the Falls of the Ohio at Jeffersonville and Clarksville; this attempt failed due to lack of funds (Baird 1909, 57-8).

### Natural Disasters



Flood of 1937 - Spring Street

Jeffersonville Township Public Library

Jeffersonville has seen the effects of many natural disasters including floods, fires and tornadoes. Floods were recorded in: 1832, 1847, 1883, 1884, 1907, 1913 and 1937. The flood of 1883 caused much damage

to Jeffersonville. However, it was the quick succession of another flood in 1884 that truly devastated the community. Of Jeffersonville’s 214 existing blocks, ninety-three were totally submerged and forty-three partially submerged. The combined floods of 1883 and 1884 destroyed many business and homes that required several years to rebuild (Barid 1909, 124-5). The Federal government built a levee after the 1884 flood in an effort to provide protection from future disasters. However, the flood of 1937 again devastated Jeffersonville. The Great Flood of January 1937 surpassed all floods during the previous 175 years in the lower Ohio Valley. Exceeding the floods of 1883 and 1884, geological evidence suggests that the lower Ohio Valley flood of 1937 out matched any previous flood. Much of the excessive rains across the lower Ohio Valley came in an eleven-day period in January. Over sixteen inches of rain fell along the Ohio River from Cairo, Illinois to Louisville. Ninety percent of the homes in Jeffersonville were flooded. Seventy percent of Louisville was submerged, forcing 175,000 residents to flee. Approximately 1,000 WPA workers were rushed to flood-stricken Jeffersonville. In response to the massive damage, estimated at \$250 million in 1937 dollars, the present floodwall was built by 1945 (1937: *Mud, Sweat and Tears* 1985; Nokes 2002, 8).

Fires have been a factor in (re)shaping downtown Jeffersonville. Two recent examples in 1995 and 2004, destroyed important historic sections of the historic district. Portions of Spring Street, including seven historic buildings, were damaged or destroyed in the January 2004 fire. The buildings were demolished and new infill buildings constructed in their place.

Several tornadoes have caused major damage in Jeffersonville. A category F2 tornado in March 1890 caused approximately \$500,000 damage to the city (Baird 1909, 127; Nokes 2002, 11). In April of 1974 an F5 / F4 tornado came within 6.7 miles of the city’s center, killing three people and injuring 225. In May 2004 an F1 tornado passed through Jeffersonville removing roofs and uprooting trees throughout the city.

### Existing Historic Districts

The City of Jeffersonville has both nationally- and locally-designated historic districts. The Old Jeffersonville Historic District was listed in the National Register of Historic Places in 1987. As the accompanying map illustrates, the district is bounded by the Ohio River along its southern edge, I-65 to the west, Maple Street and Court Avenue as its northern edges, and Graham Street along the eastern edge. This area encompasses a large portion of downtown Jeffersonville, including commercial and residential sections of the city. The

district includes several distinct areas such as:

- Spring Street - the original commercial center and town plat
- Riverside Drive - a residential area along the riverfront, and
- Eastside historic - an area containing a range of residential architecture and impressive collection of religious architecture.

As noted in other sections of this HPP, the Bridges Projects will impact several homes along the western edge of both the national and local historic districts. The new I-65 bridge and approach will necessitate the relocation of five homes currently located along Riverside Drive as well as Fort and Market Streets.

The locally-designated historic district includes the Downtown Commercial, and Riverside Drive Historic Districts. As the map illustrates, this local district is comprised of commercial uses along Spring Street, and primarily residential structures fronting Riverside Drive. Only those structures on the river-side of the floodwall are in the Riverside Drive Historic District. The Jeffersonville Bungalow Historic District, identified in the Clark County Interim Report, was no longer found to have sufficient concentration of resources in the 2010 Clark County Survey Update.



Local and National Register Historic District Boundaries

## 2.2 PROMINENT ARCHITECTURAL FEATURES

Jeffersonville's historic residential and commercial architecture is comprised of buildings built between the mid-nineteenth century and the early-twentieth century. The majority of buildings that survive today were built after the Civil War. A few high-style buildings survive but most reflect vernacular adaptations of popular styles at a variety of scales, embodying the broad cross section of Jeffersonville's population.

Important commercial styles found in Jeffersonville include Italianate, Neoclassical, and Queen Anne. Outstanding residential styles found in the city include Federal, Italianate, Second Empire, Queen Anne, American Foursquare, and Craftsman Bungalow. The Italianate style was very popular for commercial buildings in Indiana from the 1850s to the 1890s and many examples are found along Spring Street. These buildings feature details such as bracketed cornices and window hoods, often made of cast iron or pressed sheet metal. Commercial examples of the Queen Anne style are less common in Jeffersonville than residential examples. These buildings often feature projecting turrets or oriel windows at the upper floors. Jeffersonville contains many public and commercial buildings reflecting the Neoclassical style spawned by the World's Columbian Exposition of 1893 in Chicago. The style, utilizing a range of Classical architectural elements and conventional forms, was particularly popular for public and institutional buildings, as well as commercial structures, especially banks. Many commercial buildings blend elements from several different styles or reflect a simpler, more vernacular interpretation of a particular style.



Federal Style House at 339-341 Pearl Street

The earliest remaining residential buildings reflect the Federal style. This style, popular from the 1810s to the 1830s, is known for simple proportions, limited decoration concentrated on the entrances, windows and cornice, and a rectangular form. The Italianate is one of the most common styles found in Indiana and was popular from the 1850s to the 1890s. The Italianate style was a modern reinterpretation of Italian Renaissance architecture, utilizing elements including tall, hooded windows (often arched), prominent scroll brackets, wide eaves and decorative wide entablatures.

The Second Empire style, popular in the 1860s and 1870s, featured the same elements as the Italianate but added the characteristic mansard roof, derived from French influences. The Queen Anne was the dominant style of domestic building from



Houses Along Court Avenue

the late 1880s until approximately 1910 in Indiana. It is characterized by expressive massing including bay windows, turrets, and oriels, porches featuring fretwork, and complex rooflines. American Four Squares and Craftsman Bungalows were a product of the early twentieth century. These simple and functional houses are typically rectangular in plan and tend to favor emphasis on the horizontal rather than the vertical. Large overhanging eaves with knee braces and large porches with heavy brick piers or tapered wood posts are common features.



Commercial Buildings Along Spring Street

The downtown commercial historic district includes much of the original town plat. The main artery of the commercial district is Spring Street, a typical nineteenth century commercial corridor with two and three-story buildings built up to the sidewalk line. The extant commercial buildings, mainly of brick construction, are primarily of Italianate, Queen Anne and vernacular design, with the Italianate being most common. These buildings often feature cast iron and pressed sheet metal cornices, window hoods and columns. Prominent Louisville architect Arthur Loomis designed three outstanding Neoclassical buildings in the district: the Jeffersonville Carnegie Library (1903-1904), the Citizens Bank and Trust Building (c.1908), and the Masonic Temple (1926) (Clark County Interim Report 1988, 65-5, 67; Nokes 2002, 21, 54).



Grisamore House

A few examples of residential architecture remain in the heart of the commercial district. The most prominent of these structures is the Grisamore House, a Federal/Greek Revival style double house built in 1837 by brothers Wilson and David Grisamore. Many of the existing residential buildings in the historic district were built for middle and working class citizens. Industrial growth and post-flood reconstruction during the last half of the nineteenth century produced a large number of Italianate buildings. The district contains many shotgun cottages as well as houses reflecting the Queen Anne, American Foursquare, and Craftsman Bungalow styles. Many German immigrants achieved success in business and built high-style residences along the Jeffersonville riverfront. The residential area along the riverfront contains a wide variety of architectural styles from early nineteenth century Federal style dwellings to more elaborate twentieth century revival styles. Several outstanding residential examples include the Second Empire style George H. Voight

House (c.1880), the Italianate style George Voight House (1871), and the Queen Anne style Lindley House (c.1900).



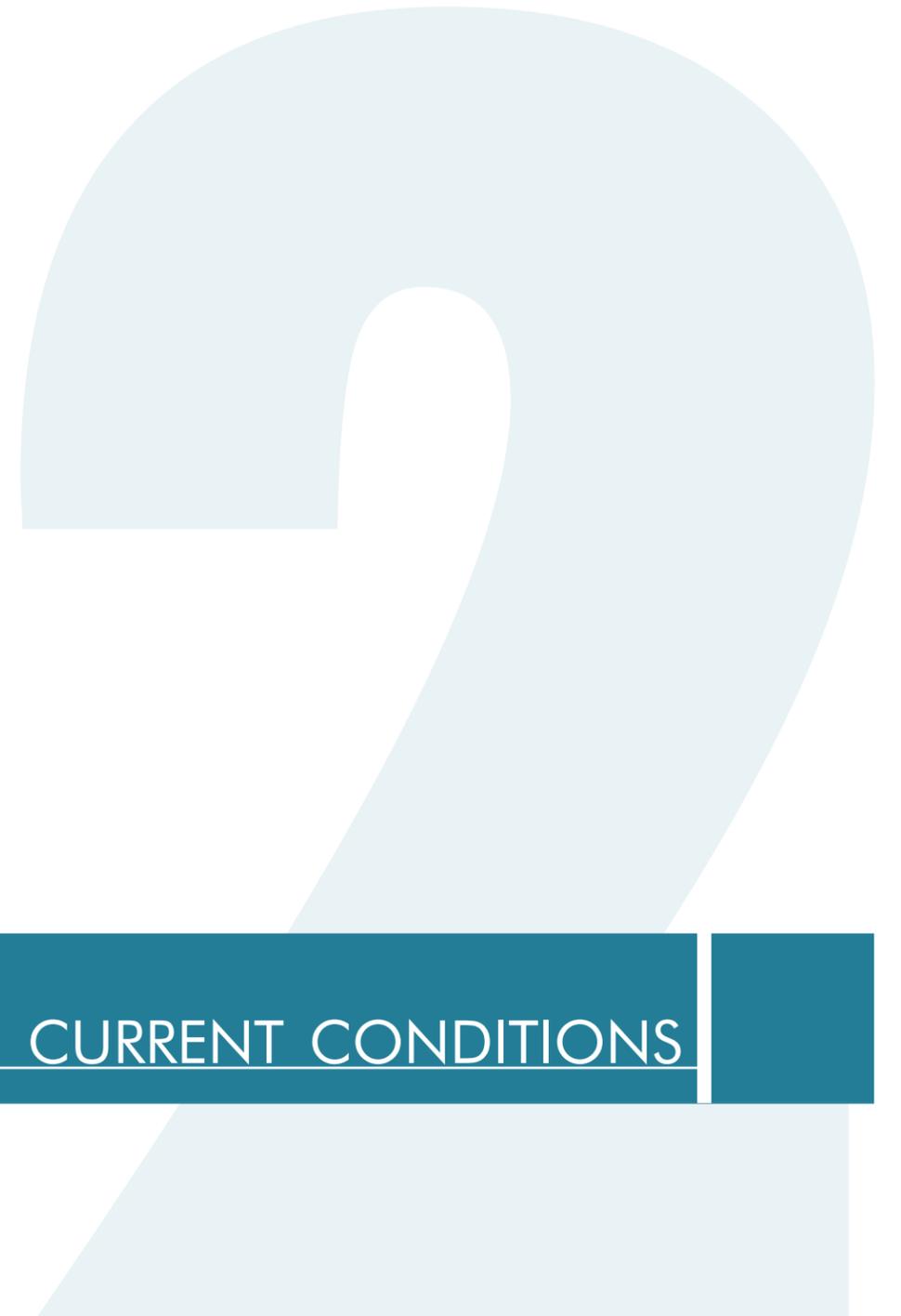
St. Augustine Catholic Church

The arrival of Irish and German immigrants during the two decades preceding the Civil War impacted the commercial, residential and religious architectural development in Jeffersonville. The immigrant influence is most evident in church buildings. Several churches were built for this population such as St. Luke's Church on East Maple Street, which was established by twenty-five German families in 1860. Religious architecture has a stately presence in the district with several churches created in the Gothic Revival style including the First Presbyterian Church on Chestnut Street and St. Paul's Episcopal on Market, designed by Arthur Loomis. St. Augustine Catholic Church (1905) was designed by prominent Louisville architect D. X. Murphy and is a rare example of the early twentieth century Mission style.

Once a bustling river and rail transportation center, Jeffersonville's influence has declined in importance since the early twentieth century. Despite unsympathetic development and demolition over the last several decades, Jeffersonville remains an important example of the development of an early Midwestern river town with one of the finest residential riverfronts on this section of the Ohio River.



Aerial View of Riverside Drive



PART TWO - CURRENT CONDITIONS



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**CHAPTER THREE**  
**Overview of Conditions**

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### Introduction

As the previous chapter detailed, Jeffersonville has a diverse and rich history. The series of aerials on the following page illustrate how Jeffersonville's urban fabric has evolved over the last sixty years. Historic aerials from the years 1940, 1955 and 1960, obtained from the Collections Department of the Indiana State Archives, were used to evaluate downtown development patterns. The purpose of this section is to simply provide an overview of some of the major changes and influences that have shaped downtown Jeffersonville.

Common features throughout each of the images include the Big Four (c.1895) and Clark Memorial (c.1929) Bridges, as well as Colston Park adjacent to the Big Four railroad. The primary force behind Jeffersonville's evolution has been the various modes of transportation linking Jeffersonville to Louisville and the Ohio River valley. The axis created by Spring Street and Court Avenue is also a prominent feature in each of the photos. Also visible in each of the images is the Jeffboat operations along the river.

### Downtown Development Patterns - 1940 - 1955

During this period, much of downtown Jeffersonville was residential in character east of the Clark Memorial Bridge/U.S. 31 and primarily industrial west of the bridge. Of note is the Big Four elevated railroad extending from the Ohio River and into the downtown area that is clearly visible in the 1940 image. The large rail yard along Court Avenue just east of Warbler Park illustrates the important role the rail transportation industry has had in the development of Jeffersonville. In general, the compact collection of traditional city blocks comprised primarily of single-family homes provides a sense of order to the area; both east and west of the Big Four Bridge and rail line. The 1955 aerial shows initial (right-of-way) construction underway of the U.S. 31 corridor north of the Clark Memorial Bridge.

### Downtown Development Patterns - 1960 - 1968

The aerial photos from 1960, 1968 and 2005 clearly show the impacts of highway expansions during this period and the resulting evolution of downtown Jeffersonville's urban fabric. The expansion of U.S. 31 is clearly visible in the 1960 photo, as well as the initial construction of the I-65 corridor/interchange at 10th Street. The 1960 photo also illustrates the slow decline of rail service in Jeffersonville as symbolized with the railyard along Court Avenue in the early stages of redevelopment.

The detail photo from 1968 illustrates the impact of the new Kennedy Bridge and I-65 on downtown Jeffersonville. The new interstate displaced a large contingent of residences, and interrupted or destroyed the traditional street grid between I-65 and the Clark Memorial Bridge. However, much of the eastern (residential) section of the downtown remained relatively unchanged through 1968. For the most part, much of the building stock along Spring Street remained intact during this period as well.

### Downtown Development Patterns - 2005 - Present

The 2005 photo shows the results of how the western edge of downtown Jeffersonville evolved from a residential area, as shown in the 1968 aerial, into a commercial/retail activity center serving Jeffersonville, Clarksville, and the region. Whereas residences lined the riverfront east of I-65 (Rose Hill neighborhood), the riverfront west of I-65 was transformed into a commercial area comprised of hotels and restaurants. The 2005 aerial also illustrates how much of the historic, urban fabric just east of Spring Street deteriorated over the last thirty years. Numerous residences and other buildings were demolished to make way for parking lots and some new development. A comparison of the 1960 and 2005 photos also indicates how redevelopment along Court Avenue replaced the large rail yard/industrial site. Several municipal or similar public buildings were built as infill along these blocks. This comparison also shows the introduction of commercial development east of the I-65 corridor between Court Avenue and 10th Street.

In addition to these changes, Louisville's Waterfront Park will connect to Old Jeffersonville's waterfront enhancements, including the Overlook and Terrace Lawn, via the Ohio River Greenway utilizing the Big Four Bridge as a pedestrian and bikeway connector. The Big Four Bridge rehabilitation and the approaches on the Indiana side are under construction by the City of Jeffersonville and projected for completion in 2013.

The remainder of this chapter examines some of the primary influences affecting the Old Jeffersonville Historic District and pertinent areas adjacent to the district. Similar to the previous *Historic Context* section, this information is intended to provide a context for Project designers and how their decisions may affect the historic district. According to the Project's First Amended MOA, **Stipulation II.F.1.g** states the HPP will:

"...consider land use, transportation patterns, and other urban/suburban related planning issues, as appropriate."

The following information addresses "Areas of Influence" surrounding the Old Jeffersonville Historic District and a brief overview of preliminary archeological investigations within Colston Park. Within the historic district, an overview of assets and liabilities is undertaken, as well as an inventory of typical land use and circulation conditions.



Indiana State Archives - Indiana Commission on Public Records

Downtown Jeffersonville - 1940

----- Existing National Register Historic District Boundary



Indiana State Archives - Indiana Commission on Public Records

Downtown Jeffersonville - 1960

----- Existing National Register Historic District Boundary

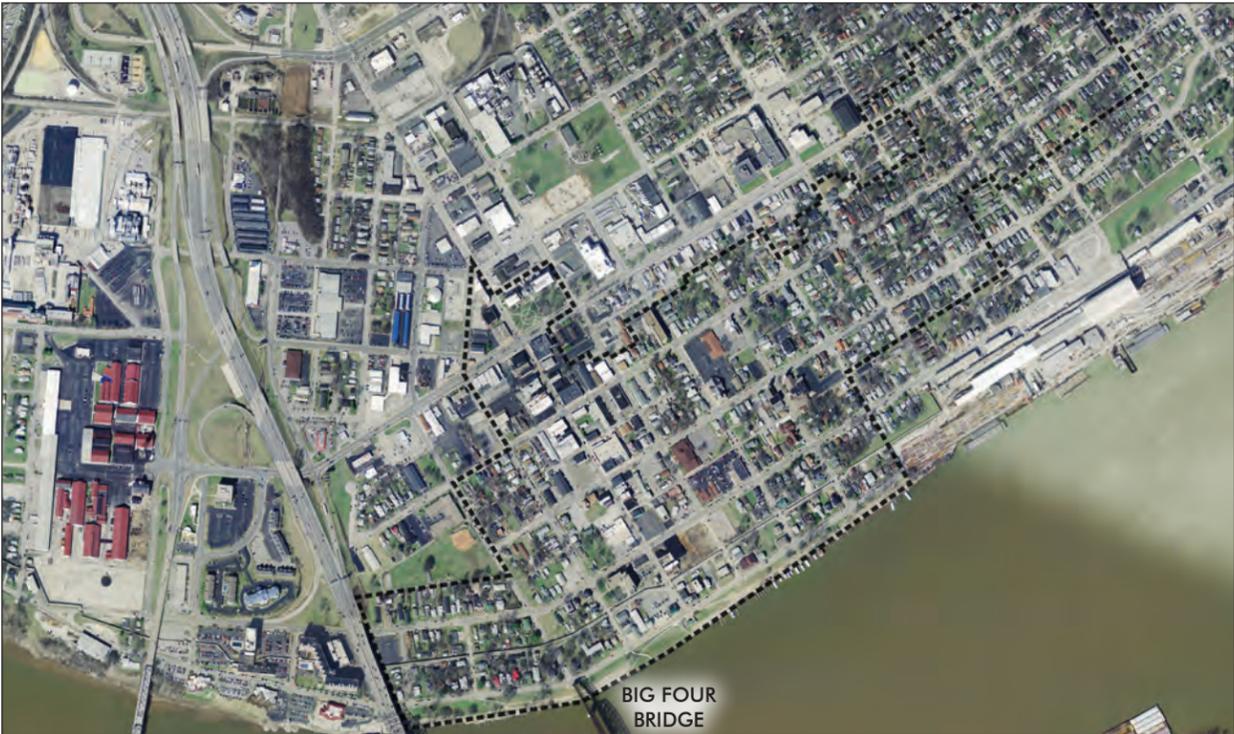
Downtown Detail at New I-65 - 1968



Indiana State Archives - Indiana Commission on Public Records

Downtown Jeffersonville - 1955

----- Existing National Register Historic District Boundary



Indiana Department of Transportation

Downtown Jeffersonville - 2005

----- Existing National Register Historic District Boundary

### Introduction

In addition to an inventory and analysis of conditions within the historic district, there must be an acknowledgement of factors outside the Old Jeffersonville Historic District influencing and shaping its urban fabric. Because this document's scope focuses on elements within the historic district, only a brief review of these surrounding contexts and their influence on Old Jeffersonville are addressed here. The "Areas of Influence" adjacent to the Old Jeffersonville Historic District are described below and are supplemented by the aerial map on the adjacent page.

### (A) INTERSTATE EDGE

This area encompasses a variety of land uses bordering I-65 from the Clark County Hospital along the north, to Colston Park along the southern edge. The area contains a wide range of land uses including residences, a car dealership, fast food establishments, and storage units to name just a few. Although located outside the National Register historic district, this area is, and will continue to be, a key component of downtown Jeffersonville's long-term vitality. Several prominent entries into Jeffersonville traverse the area and the new I-65 approach could serve as a catalyst for redevelopment and circulation improvements that strengthen the entire downtown area.

The northern edge of the **Interstate Edge** area also contains the historic train depot at 10th and Spring Streets. This early twentieth century passenger depot was constructed around 1925 with Craftsman detailing. The depot is significant for its association with transportation themes in Clark County and Jeffersonville, as well as for its architecture. In 2011, the depot was restored and the surrounding improved to include visitor parking. Its location near the existing and proposed I-65 interchange could be incorporated as part of a future local gateway into the community.

The original Big Four Railroad structure extended from the Ohio River, continued overhead along Mulberry Street, and extended northwest. Remnants of the elevated railroad structure's foundations and embankment between Indiana and Broadway Streets north of 7th Street were removed. The vegetation that formerly occupied the embankment, and the embankment itself, served as a visual and noise buffer for nearby residents from the interstate.



Views Before and After the Removal of the Big Four Embankment at Indiana and 7th Streets

### (B) COURT AVENUE GOVERNMENT ENTITIES

Numerous government offices are located along this section of Court Avenue. The Clark County Public Library, Post Office, County Courthouse and offices are located along the north side of Court Avenue between Wall Street and Meigs Avenue. Historically, the city's fourth high school was located near the intersection of Meigs and Court Avenues. This building was constructed between 1910-11 to replace the smaller high school that was located at Pearl and Chestnut Streets. The structure served as the Jeffersonville's high school until 1971, and was subsequently demolished in 1976. The only remaining building associated with the former high school is the historic Nachand Fieldhouse at the corner of Court and Mechanic Streets. The fieldhouse is still used today as a gymnasium and community center.

### (C) RIVERFRONT INDUSTRIAL AREA

This area is comprised of the Jeffboat Inc. operations, a major industrial employer for Jeffersonville and Southern Indiana. It also represents the largest inland shipbuilder operating in the United States today. This area also contains the original location of the Sweeney brothers boat-building operations. In addition to building ship hulls, the plant also produced structural and decorative iron and copper. The facility was operated by the Sweeney family between 1881 and 1938, at which time it was purchased by the Inland Water Company.

Originally known as the Howard Ship Yards, the US Navy purchased the facility, along with several adjoining properties, thus creating the Jeffersonville Boat & Machine Company ("Jeffboat") in 1942. The company produced landing craft and other warships to support the war effort during World War II. Following the war and to this day, Jeffboat has focused on building barges and towboats as well as custom-built luxury vessels. Such a heavy industrial use adjacent to a residential area can generate compatibility issues that need to be addressed as operations continue to expand.

### (D) THE "BIG FOUR" BRIDGE



Big Four Bridge Completed in 1895

The abandoned Big Four Bridge represents another important period in the historical development of Jeffersonville and Louisville. Although the Phoenix Bridge Company began construction of the bridge in 1888, construction was taken over by The Cleveland, Cincinnati, Chicago and St. Louis Railway (hence the name "Big Four" Bridge), and the project was ultimately completed in 1895. The structure supported a single-line track as well as a pedestrian walkway on either side, and the bridge/rail line was converted to accommodate interurban service.



Big Four Bridge Today

The planned restoration of the Big Four Bridge into a pedestrian and bikeway corridor linking Jeffersonville to Louisville will create additional opportunities to reinvigorate downtown Jeffersonville and the Old Jeffersonville historic district. Louisville's Waterfront Park will connect to Old Jeffersonville's waterfront enhancements, including the Overlook and Terrace Lawn, via the Ohio River Greenway utilizing the Big Four Bridge as a pedestrian and bikeway connector. The Big Four Bridge rehabilitation and the approaches on the Indiana side are under construction by the City of Jeffersonville and projected for completion in 2013.

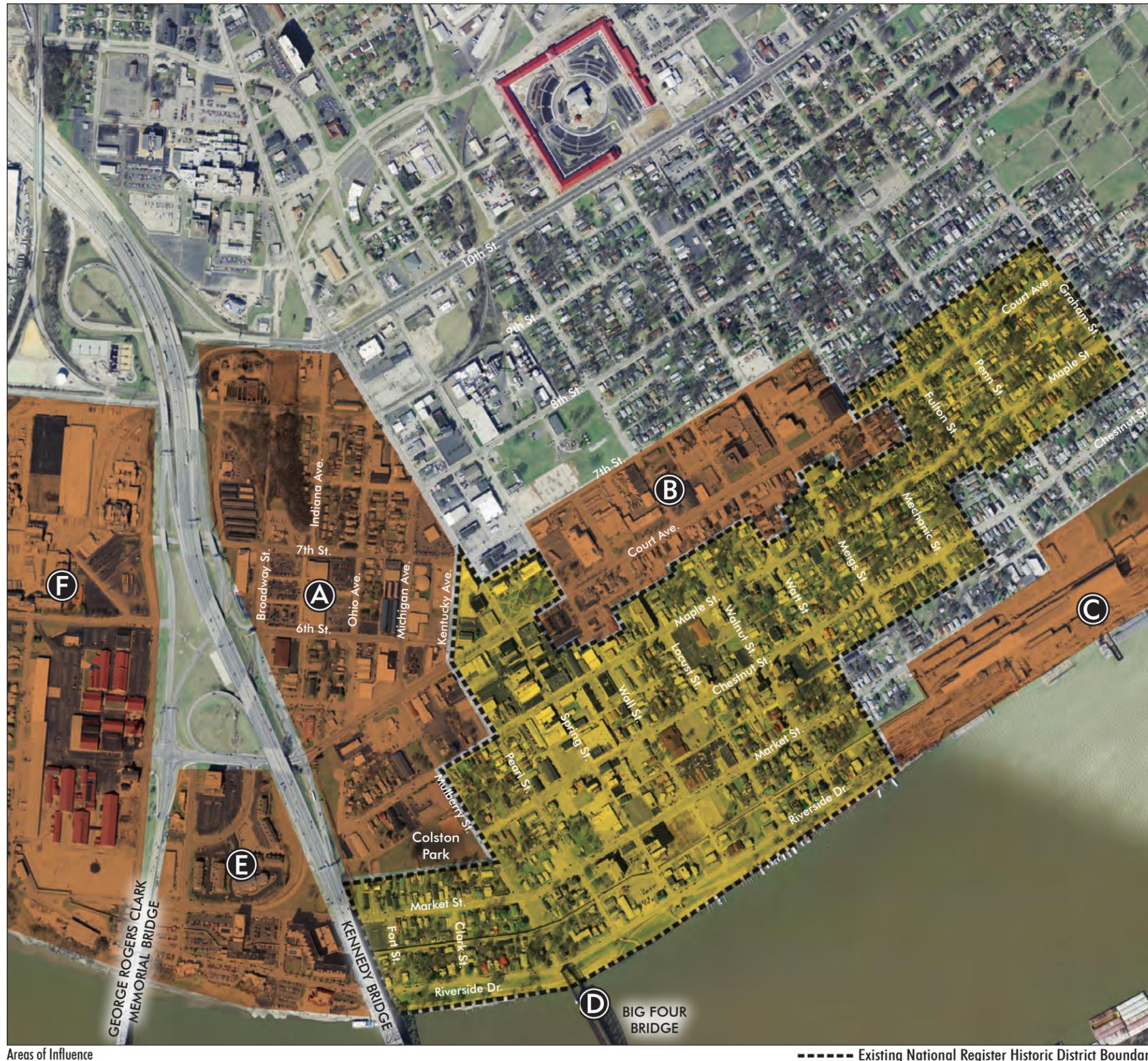
### (E) RIVERFRONT COMMERCIAL "WEDGE"



Commercial Development Between the Two Bridges

This area includes development between I-65 and U.S. 31, as well as the George Rogers Clark Memorial Bridge that crosses into Louisville. Contained within the area are several restaurants overlooking the river, the Southern Indiana Visitors Center, and two multi-story buildings among other uses. Along with the Kennedy Bridge, the George Rogers Clark Memorial Bridge serves as a gateway to Jeffersonville and Southern Indiana. Originally called the Municipal Bridge, the bridge opened on November 1, 1929 to accommodate increased cross-river traffic between the two states. This structure, along with the associated Art Deco pylons and County Administration Building, were listed in the National Register of Historic Places in 1984. The pylons at the base of the bridge are significant features of the bridge and will be impacted by the reconfiguration plans for the I-65 approach. General recommendations for the treatment of the pylons are outlined in **Chapter 5 - Section 5.3** pertaining to interstate corridor stipulations.

Although the current Colgate Palmolive facility was a former state reformatory, the first state prison was located at the original intersection of Market Street and Ohio Avenue - what is now Southern Indiana Avenue just west of I-65. Built in 1821, the log structure was comprised of fifteen cells, and was eventually replaced by a brick structure at the same location. As noted in the following section, this structure was replaced in 1847 by the Indiana State Reformatory which relocated to Clarksville.



Areas of Influence

----- Existing National Register Historic District Boundary



Art Deco Pylons and Administration Building

**(F) COLGATE PALMOLIVE / OHIO FALLS AND LOCOMOTIVE Co.**

Colgate Palmolive opened its southern Indiana plant in 1921 at the site of the former Indiana State Reformatory South at South Clark Boulevard and Woerner Avenue in Clarksville. The former Romanesque Revival prison was constructed in 1847 and was comprised of three buildings. The prison buildings were incorporated as part of the new manufacturing facility. As the Colgate Palmolive Company expanded, it added buildings to its campus including a 1940s Art Moderne office building. The famous clock, which sits atop the 1890 reformatory, the oldest extant structure in the complex, has become a regional landmark.



Colgate Palmolive Plant

The closing of the Colgate Palmolive plant in 2007 represents a tremendous redevelopment opportunity for Clarksville, the City of Jeffersonville, and the larger region. The Clarksville Redevelopment Commission is currently working with consultants to redevelop the 60-acre site into a bustling mixed-use complex. Redevelopment of the site potentially into condominiums, a hotel, retail shops, parks or similar amenities could spur growth in Clarksville's South End and possibly western Jeffersonville.

As noted in **Stipulation III.B** of the Project's First Amended MOA:  
 "Given that the property has changed ownership since the preparation of the documentation report, the BSMT will develop documentation and seek NRHP nomination as set forth in Stipulation II.I. If the property owner does not consent to NRHP listing, no further action is required..."

Located adjacent to the Louisville Municipal Bridge, the Ohio Falls Car and Locomotive Company manufactured railroad cars beginning in 1864 and continued through World War I. It is significant for its contribution to the economic growth of the area and its association with transportation themes. Brick Italianate industrial buildings can be found throughout the complex. Today the complex is adaptively reused for various types of commercial enterprises. As part of the Bridges Project's First Amended MOA, the collection of Ohio Falls Car and Locomotive Company buildings have been documented and a nomination was prepared in 2007 for listing in the National Register of Historic Places (NRHP). However, due to previous owner objection the Ohio Falls property has not yet been officially listed.

As noted in **Stipulation III.B** of the Project's First Amended MOA:  
 "In consultation with the IHPAT and the INSHPO, the BSMT shall develop and place interpretative signage as set forth in Stipulation II.K near the facility, to explain the historical importance of the site, its evolution, and its importance to the economic growth of the region."

### Introduction

This section of **Chapter 3** introduces the physical characteristics and provides an overview of the opportunities and constraints in downtown Jeffersonville. The latter part of this chapter provides a more detailed analysis of the issues revealed within this section. Some of the initial findings addressed here include:

- General themes or common features
- Physical and visual gateways
- Circulation patterns (pedestrian and vehicular)
- Linkages to surrounding areas
- Unique features or neighborhood anchors
- Open / green space
- “Gaps” in the urban fabric

In an effort to better understand the dynamics of the Old Jeffersonville Historic District, the District has been broken down into various parts to more efficiently study its components. Each of these areas are unified by a common feature, whether that is a prominent street, collection of similar land uses, or other unifying urban feature within a designated area. Upon initial investigation, the District has been divided into the following five “character areas”:

- 1) Spring Street Corridor
- 2) Riverside Edge
- 3) Transitional Area
- 4) Western Residential Area
- 5) Eastern Residential Area

### 1) Spring Street Corridor

The Spring Street corridor represents the typical historic commercial center of Jeffersonville. With a few exceptions, the collection of original buildings lining the street has remained relatively intact. Several buildings on the east side of Spring Street (between Chestnut and Maple) destroyed by fire in early 2004, have been replaced by two relatively contextual buildings.

#### ASSETS:

- Numerous buildings have retained their historic integrity
- Collection of buildings lining Spring Street contain a variety of active commercial and retail activities
- Good collection of streetscape elements provides a pedestrian-friendly urban setting
- Court and Spring Street intersection represents a high visibility gateway into Jeffersonville and the Old Jeffersonville historic district
- Landscaped median along portion of Court Avenue
- Warder Park at Spring and Court intersection
- Limited number of vacant storefronts along Spring Street
- Surface parking lots facing Spring St. represent potential infill development opportunities
- Municipal parking lots provide free parking
- Floodwall protects most of district/neighborhood
- Signs of investment in the form of new infill development

#### LIABILITIES:

- Several parking lots without landscaping/screening facing Spring Street
- Lack of gateway feature highlighting the local historic district at Court and Spring Streets
- No visual connection to the Ohio River
- Lack of strong connection/features along Spring Street on either side of Court Avenue
- Vacant/underutilized floor space above storefronts along Spring Street
- Floodwall running between Market and Riverside diminishes the physical and visual continuity of the Spring Street corridor
- Lack of defined edge or sense of entry along Spring Street north of Court Avenue
- Proliferation of surface parking lots diminishes the integrity of the commercial corridor

### 2) Riverside Edge

This area serves as Jeffersonville’s “front door” to the Ohio River. In addition to several elegant homes facing the river, there is also a mix of land uses centered around Spring Street. Another amenity along this edge is the waterfront park which serves as a venue for public gatherings and events. Similar to the **Western Residential Area**, this area will be significantly affected by the new I-65 bridge and approach. There are four residences along Fort and Market Streets, and Riverside Drive that could potentially be relocated as part of the Bridges Project.

#### ASSETS:

- Majority of homes have retained their historical integrity
- Signs of investment in the form of new infill development at Spring Street and Riverside Drive
- Serves as the “front door” to the river and views of the Louisville skyline
- Direct access to the Big Four Bridge / Ohio River Greenway pedestrian and bikeway connecting to Louisville
- Recreational/park activities along the river including Ohio River Greenway
- Access to the Riverstage/Jeffersonville Overlook entertainment venue
- Municipal parking under I-65 (adjacent to district) provides free public parking

#### LIABILITIES:

- Proposed I-65 bridge and approach will necessitate the relocation and/or demolition of several homes along the western edge
- Area exposed to potential flooding
- Traffic noise associated with I-65 and Kennedy Bridge
- Several vacant or underutilized parcels/buildings along Riverside
- Infill development not in keeping with the character or scale of the neighborhood

- Flood wall serves as a barrier to a complete street grid at several locations
- Lack of defined entry to Old Jeffersonville along Riverside Drive

### 3) Transitional Area

This area represents a transition from the primarily commercial corridor of Spring Street, to the residential character area east of Walnut Street. One of the primary features within this area is the large amount of parking scattered throughout. A majority of this parking is utilized by the numerous churches in the area.

#### ASSETS:

- Numerous examples of religious buildings anchoring prominent intersections
- Several vacant properties provide opportunities for infill development
- Good variety of land uses supporting neighborhood needs
- Municipal parking lot along Chestnut Street between Spring and Wall Streets provides free public parking
- Numerous parking lots provide opportunities for infill development
- Variety of land uses

#### LIABILITIES:

- Loss of urban fabric integrity creates a disconnect from the historic Spring Street commercial corridor
- Proliferation of surface parking lots diminishes the integrity of the neighborhood fabric
- Examples of inappropriate alterations to historic buildings
- Majority of parking lots with minimal screening or landscaping

### 4) Western Residential Area

The Old Jeffersonville Historic District is comprised of two primarily residential areas located along the western and eastern sides of Spring Street. The **Western Residential Area** is the smaller of the two, and contains a greater variety of land uses than the **Eastern Residential Area**. Similar to the **Riverside Edge** character area, this area will be significantly impacted by the new I-65 bridge and approach. The residence at 502 West Market Street could potentially be relocated as part of the Bridges Project.

#### ASSETS:

- Good mix of residential types
- The Market Street corridor serves as a gateway to the downtown area from the west
- Municipal parking lot along Chestnut Street between Spring and Wall Streets provides free public parking
- Proximity of Colston Park adjacent to the district
- Vacant or underutilized buildings/parcels provide opportunities for infill development
- Prominent view(s) of Big Four Bridge, in particular the viewshed along Mulberry Street

- Municipal parking lot at Market and Fort Streets provides free public parking

**LIABILITIES:**

- Proposed I-65 bridge and approach will necessitate the relocation and/or demolition of several homes along the western edge
- Several vacant or underutilized buildings/parcels
- Lack of defined edge along Mulberry Street
- Examples of inappropriate alterations to historic buildings
- Municipal parking lot at Market and Fort Streets relatively isolated from the neighborhood and Downtown
- Traffic noise associated with I-65 and Kennedy Bridge
- Flood wall serves as a barrier to a complete street grid at several locations and limits visual or physical connections to the riverfront
- Several examples of inappropriate infill housing and commercial buildings
- Lack of defined entry to Old Jeffersonville along Market Street
- Minimal streetscaping (with the exception of improvements to Market Street) not conducive to a pedestrian-friendly, (“walkable”) neighborhood setting

**5) Eastern Residential Area**

With the exception of a handful of businesses and apartments, this area is comprised of single-family homes. Scattered within this area is residential infill development. The fabric of this **Eastern Residential Area** has remained relatively intact, and the character of the streets/public realm has been retained over the years.

**ASSETS:**

- Good mix of residential types within the area and building stock is in relatively good shape
- Collection of streetscape elements provides the foundation for a pedestrian-friendly neighborhood setting
- The Court Avenue and Maple Street corridors provide good access to Downtown
- The Jeffboat operations represent an important economic component for Jeffersonville
- Mature (street) trees found in abundance throughout the area
- Vacant parcels scattered throughout the area provide opportunities for infill development

**LIABILITIES:**

- Several vacant parcels scattered throughout the area
- The Jeffboat facility limits visual and/or physical connections to the riverfront
- The Jeffboat facility presents nuisance issues for nearby residents (paint overspray on homes and vehicles)
- Several examples of inappropriate infill housing
- Lack of defined entry to Old Jeffersonville along Court Avenue
- Examples of insensitive/inappropriate alterations



Old Jeffersonville Character Areas



1 Historic commercial buildings along Spring Street



2 Residences along Riverside facing the Ohio River



3 Mix of land uses at Chestnut and Wall Streets



4 Mix of residences along north side of Market Street



5 Mix of residences along north side of Maple Street

**Introduction**

A zoning ordinance is the “legal teeth” established to help implement the land use goals within a Comprehensive Plan. It is also a legal tool used to protect the health, safety, welfare, and property values as a whole within a community. The regulations within a zoning ordinance help guide the quality and character of future growth and development in accordance with the Comprehensive Plan.

In summary, the reasons to prepare a zoning ordinance include, to separate incompatible land uses, to balance land uses such that the community develops in a fiscally responsible manner and enhances quality of life, to protect property values as a whole, and to protect the health, safety and welfare of the community.

The zoning districts in Jeffersonville were created to exist apart from each other in a non-hierarchical system. This means each district has its own designation of permitted, non-permitted, and special exception uses. The following district summaries relate to those zoning districts currently within the National Register Historic District boundary, and larger downtown Jeffersonville area.

**R3: Old City Residential**

This district was created for the existing older neighborhoods of Jeffersonville. It provides a land use category for small lots and small-sized single family detached homes. The intention of this district is to maintain and promote the “old city residential character” of Jeffersonville.

Jeffersonville’s Plan Commission and Board of Zoning Appeals should strive to protect this district from business encroachment, conflicting land uses, and non-family oriented businesses.

The Plan Commission and Board of Zoning Appeals should strive to promote an average net density of 7 to 8 dwelling units per acre community-wide in the “R3” district.

Some of the permitted land uses for this district include single-family dwellings, child care homes, and home occupations.

**M1: Low Density Multi Family Residential**

This district was created for small-scale multi-family developments. It is intended to protect, promote, and maintain areas in Jeffersonville for existing and future multi-family housing growth.

Some of the permitted land uses for this district include multi-family dwellings of four units or less, and child care homes.

**M2: Medium Density Multi Family Residential**

This district was created for medium to large sized multi-family developments. These districts can also serve as buffers between residential and commercial zoning districts.

Some of the permitted land uses for this district include multi-family dwellings of four units or more, child care homes, nursing homes, and retirement communities.

**IS: Institutional Uses**

This district was created for institutional and municipal owned lands including state, county, and city facilities, as well as social service oriented uses and nonprofit quasi-public institutions where the lands are used for public purposes. The public use of these lands is anticipated to be permanent.

Some of the permitted land uses for this district include community centers, churches, government facilities, schools, cultural facilities (e.g. museums, libraries, etc.), and funeral homes.

**PR: Parks and Recreation**

This district was created for parks, open space, playgrounds, and recreational areas both public and private. This district can also be used as a buffer between adjacent residential and commercial or industrial uses.

Some of the permitted land uses for this district include public parks, ball fields, golf courses, nature preserves, and public docks.

**NC: Neighborhood Commercial**

This district was created for small-scale businesses that provide products and services to local neighborhoods. These businesses are generally family-oriented, and do not conflict with residential uses.

Some of the permitted land uses for this district include dwellings on upper stories of commercial buildings, and businesses including bakeries, coffee shops, grocery stores, medical clinics, professional offices, barber shops, day cares, boutiques, and music stores.

**DC: Downtown Commercial**

This district was created for normal commercial uses in historic downtown areas. This district is intended to identify special issues and land use goals for these commercial downtown areas.

Some of the permitted land uses for this district include dwellings on upper stories of commercial buildings, and businesses including bakeries, restaurants, laundromats, professional offices, apparel shops, department stores, and hardware stores.

**OC: Office Commercial**

This district was created for low impact office commercial uses, intended to be compatible with residential districts and used as a buffer against high impact or conflicting land uses.

Some of the permitted land uses for this district include bank/credit unions, barber/beauty shops, medical/dental clinics, professional offices, and employment services.

**HC: Highway Commercial**

This district was created for commercial activity that locates around Interstate 65 (I-65) and Interstate 265 (I-265) interchange areas. The regulations of this district are intended to minimize lighting, large parking lots facing major roadways, hazardous traffic patterns, traffic conflicts, and excessive use of signs.

Some of the permitted land uses for this district include filling/gas stations, retail bakeries, drive-thru or other restaurants, hotels, drug stores, and variety stores.

**C1: Small to Medium Scale General Commercial**

This district was created for small-scale general business uses including a wide variety of retail, commercial, service, entertainment, and eating establishments.

Some of the permitted land uses for this district include auto sales and service, bakeries, grocery stores, restaurants, bowling alleys, theaters, professional offices, laundromats, day care, drug stores, hardware stores, office supplies, and sporting good stores.

**C2: Medium to Large Scale General Commercial**

This district was created for most large scale general business uses including a wide variety of retail, commercial, service, entertainment, and eating establishments.

Some of the permitted land uses for this district include hospitals, grocery stores, restaurants, hotels, medical clinics, barber shops, tanning salons, bowling alleys, theaters, department stores, enclosed shopping malls, liquor sales, and sporting good stores.

**NI: Neighborhood Industrial**

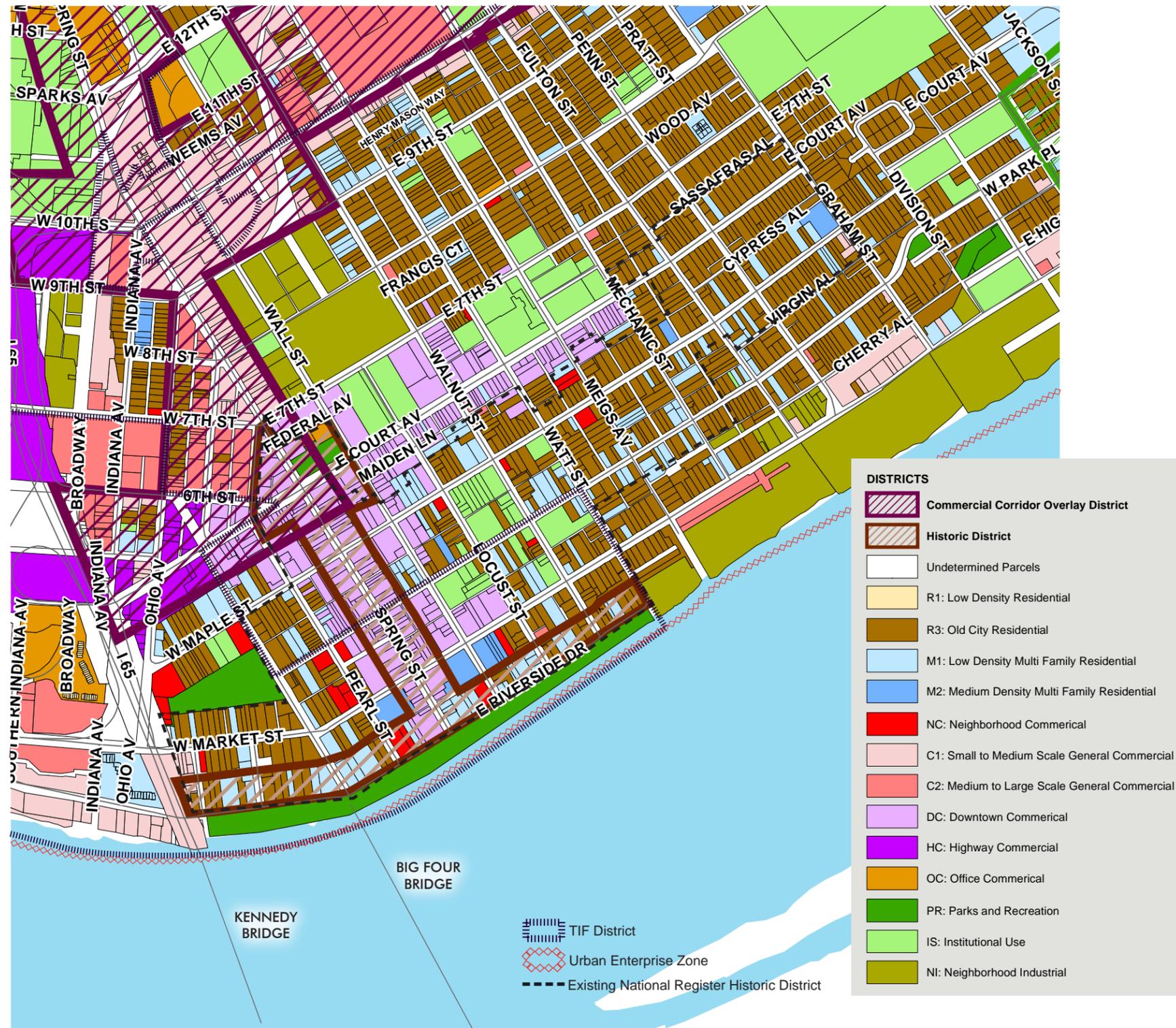
This district was created for existing industrial uses in older areas of Jeffersonville. This district is intended to mitigate the industrial impacts on surrounding neighborhoods and environment, as well as to provide the potential for growth of these industries.

Some of the permitted land uses for this district include public parks, warehouses, welding, distribution centers, heavy and light manufacturing (indoor), research centers, and radio or TV stations.

**CC-OL: Commercial Corridor Overlay**

This overlay district was created to promote community character and aesthetics goals and objectives along key commercial corridors. In addition, it is intended to include development that is compatible with its surrounding areas, as well as to strengthen the quality of life through design in these areas.

Permitted land uses for this district include the land uses permitted within the underlying zoning districts, but is required to undergo additional design review.



Existing Zoning Districts

**Jeffersonville’s Comprehensive Plan**

As noted earlier in **Chapter 1**, the City of Jeffersonville updated and adopted a new comprehensive plan in November 2007. The primary reasons to prepare and adopt the comprehensive plan was to create a community vision, as well as identify goals, objectives and policies that will guide future decision making by community leaders. The plan also provides a legal foundation for zoning and subdivision control ordinances, and is required in order to meet the legal obligations for community planning required by Indiana State statute and case law.

The comprehensive plan documents Jeffersonville’s goals and objectives as they relate to land use and growth in the community. It also serves as a statement of policy which can then be referenced by city planning officials when reviewing development plans, making budgets or determining project priorities. Because of its emphasis on public participation it can give local leaders a significant understanding of what the community wants, needs and desires.

In addition to the zoning classifications on the accompanying map, it also illustrates a couple of economic development tools the City of Jeffersonville can utilize. Both the Urban Enterprise Zone (UEZ) and Tax Increment Financing (TIF) District serve as incentives to spur economic development and other investment in the downtown. A number of neighborhood and other non-profit organizations have taken advantage of the UEZ to acquire “seed money” for a variety of projects including streetscape enhancements to the creation of the Black Chamber of Commerce. The TIF District is focused along the I-65 corridor on the western edge of downtown.

### Introduction

The purpose of this section is to simply provide an overview of some of the potential archeological issues relevant to the Project, and within the scope of this historic preservation plan. At its core, archeology is the study of past people. Archeology utilizes the cast-off, lost, and sometimes intentionally buried materials left in the ground to reconstruct the past. Building foundations, buried cobblestone streets, and trash pits full of broken ceramics and animal bone, though very different from one another, all constitute valuable archeological resources. Each one can reveal much about the individuals who created and used them and can even, in some ways, reflect the structure of the society in which they lived.

Archeological sites can be found side-by-side or even superimposed on one another. Examples of site types include residential house sites, industrial sites, transportation-related sites such as roadways and railroads, military sites, early rural farmsteads, and Native American sites. Archeological resources are often fragile and always non-renewable. The condition of the existing urban fabric can reveal “clues” concerning the probability of finding underground deposits. In general, the less disturbance within a given urban area, the greater the likelihood of finding intact archeological deposits. Once disturbed, archeological resources cannot be replaced. Based on previous work in Colston Park, it is reasonable to expect additional excavation in downtown Jeffersonville could reveal intact archeological deposits from a variety of site types. Any kind of disturbance or construction has the potential to erase these deposits and remove any opportunity for their study.

Although the impact of the new I-65 bridge, approach, and ramp system will affect several residences within the Old Jeffersonville historic district, what is not known are potential impacts on possible unknown, underground artifacts, or “deposits,” during the construction process. Some preliminary investigation has already taken place in Colston Memorial Park. As noted in **Stipulation IV.B.2** of the Project’s First Amended MOA, the:

“Federal Highway Administration shall examine all locations where ground-disturbing activities are proposed or where they may occur within temporary easements and permanent right-of-way. These locations may include, but are not limited to, roadway cuts and fills, bridge foundations, tunnel shafts, drainage excavations, waste areas, borrow sites, dredge disposal sites, construction staging areas, storage areas, and wetland and other mitigation sites.”

Colston Memorial Park in downtown Jeffersonville was previously the city cemetery until 1862 when it was discontinued. It was subsequently used as a burial site for soldiers from the Civil War. With the actual boundaries of the cemetery undetermined, two objectives of the investigation were developed relevant to the Bridges Project. First, the limits of the cemetery needed to be delineated. Secondly, the existence of burials within the project right-of-way, or within a 100-foot buffer zone, needed to be determined. Historical research conducted in an effort to identify the precise location of the cemetery did not reveal definitive answers.

As a result, a preliminary field investigation utilizing remote sensing



Army Encampment



Trenching Investigation in 2005



Colston Park

was approved in 2004 in an attempt to delineate the boundary. With the amount of metal debris found near the surface of the park, it was determined after consultation with several professional archeological research firms that remote sensing would not be reliable without confirming

the findings with “ground-truthing”. This investigation process involves the mechanical stripping of the upper layers of earth to document the form

of the disturbance found through remote sensing. In 2005 a magnetic survey and electrical resistivity survey were conducted. Based on the discovery of magnetic anomalies during this testing, three trenches were excavated to determine the existence of graves. Trenching up to twelve feet in depth failed to

detect any graves. As a result of this physical investigation, it was determined the historic cemetery boundary did not extend as far west as the Project area, or within the 100-foot buffer zone of the interstate corridor. Only a historic fill with bottles and other artifacts, dating between 1890-1920

were discovered and documented. The bottle dump was possibly a trash disposal site for nearby houses, or possibly a World War I Indiana National Guard camp that was also located in Colston Park.

The potential exists for additional archeological discoveries during Bridges-related construction activities within or near the Old Jeffersonville historic district. The location of Fort Finney/Fort Steuben has never been positively identified. Some have speculated it was located at the terminus of Fort Street along Riverside Drive just east of I-65. This may have implications when the new bridge and approach footings are placed. There may also be archeological discoveries associated with the removal/relocation of five homes within the Rose Hill neighborhood (along Riverside Drive, Market Street and Fort Street).

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CHAPTER FOUR  
Inventory and Analyses

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# 4 Existing Land Uses

PART TWO - CURRENT CONDITIONS

## Introduction

A critical part of any historic preservation or neighborhood plan is an inventory and analysis of existing land uses and the condition of the buildings that comprise it. This section focuses on the trends and functionality of the diverse, mixed-use urban fabric of the Old Jeffersonville Historic District. Such an analysis provides the foundation for anticipating the impact of land use changes on historic resources and the overall character of the neighborhood due to the new I-65 bridge and approach. The following section summarizes the historic context and inventories current land uses for each of the five “character areas” described earlier. They include:

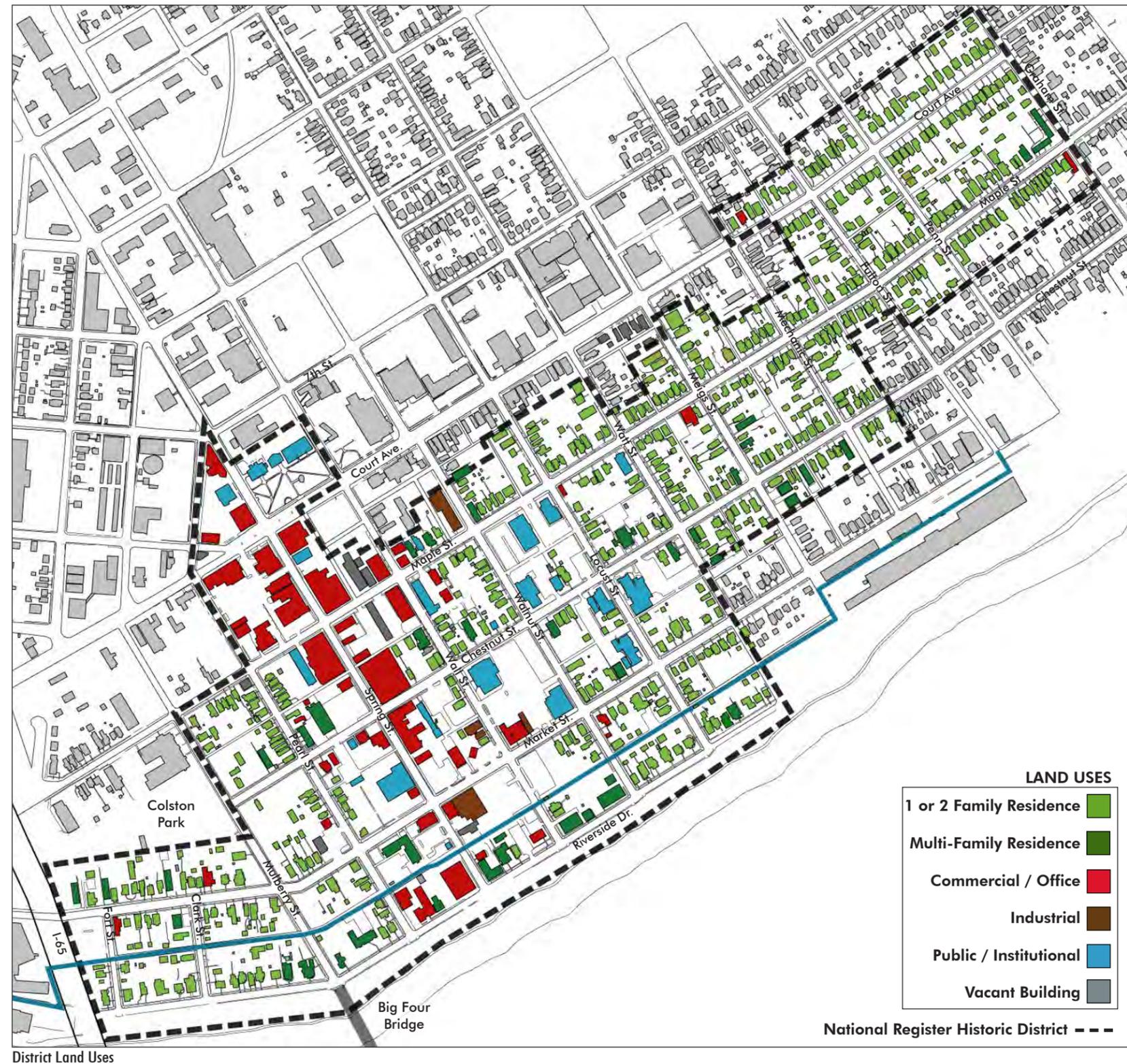
- Spring Street Corridor
- Riverside Edge
- Transitional Area
- Western Residential Area
- Eastern Residential Area

## 4.1 HISTORIC CONTEXT AND CURRENT LAND USES

The adjacent map illustrates the variety of land uses found throughout the historic district. This overview of existing land uses, including residences, businesses, parks, as well as vacant buildings, does not necessarily equate to an area’s zoning classification. These findings are based on recent photographs of buildings in the district, observation, and “windshield” (visual) surveys detailing existing land uses. There are five general categories that delineate land uses in the district including:

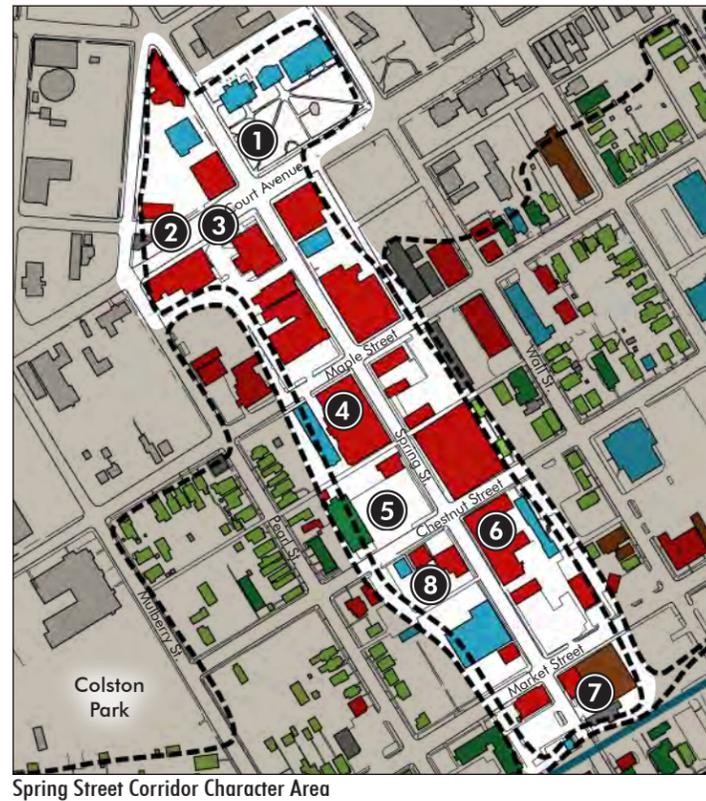
- One and Two Family Residences
- Multi-Family Residences
- Commercial or Office
- Industrial
- Public / Institutional / Religious

In order to provide a historical perspective, each of the “character area” sections also contains a summary highlighting some of the historic activities or buildings found in each area. This **Historic Context** includes land uses or buildings that may or may not still exist. The intent in doing so is to show how the district, and the distinct areas that comprise it, have evolved over the years.



**LAND USES**

- 1 or 2 Family Residence
- Multi-Family Residence
- Commercial / Office
- Industrial
- Public / Institutional
- Vacant Building



1 Warder Park at Court Avenue and Spring Street



2 Flat Iron building at Court, Pearl and Kentucky



7 Infill at Spring and Market not original to district



5 Renovation of former hotel fronting Spring Street into condos



3 Series of local businesses between Spring and Pearl Streets



8 HLF offices in the renovated Willey-Allhands House



6 Mix of building types



4 Typical commercial building with street-level retail

**Historic Context:**

The boundaries for this area basically follow those of the Jeffersonville Downtown Commercial Historic District. The Spring Street corridor represents the original commercial district for downtown and greater Jeffersonville and is comprised primarily of Italianate-style buildings built in the early 1900s. Listed below are events or land uses that have shaped the historic character of Spring Street.

- Union Army operated a hard tack bakery in the old Market Square north of Court Avenue, in what is now Warder Park, during the Civil War
- Area between Spring and Pearl Streets, north of Market, formerly known as Court Square
- Northeast corner of Court Avenue and Wall Streets formerly known as Market Square
- Warder Park established in 1881
- Original Carnegie Library fronting Warder Park built in 1903
- Major fire at Chestnut and Spring Streets in 2004
- Numerous gambling halls along Court Avenue
- First National Bank of Jeffersonville, formerly located on the NW corner of Spring and Market Streets, demolished in 1968
- Original City Hall built in 1881, located on Market Street just west of Spring, demolished in the 1950s during urban renewal

**Current Land Uses:**

Although this area has evolved over the years, it still represents the heart of downtown Jeffersonville. Currently, there is a good variety of land uses providing an active street setting. Notable land uses or buildings include:

- Warder Park at Court Avenue and Spring Street
- Former LeRose Theater, built in 1920, closed in 1964 and currently used as office space
- Historic Landmarks Foundation of Indiana Regional office located in the historic Willey-Allhands House along Chestnut Street
- Historic Citizens Trust Company building at the (SE) corner of Spring and Court
- Glossbrenner Garden at the (SW) corner of Spring and Chestnut
- Historic Grisamore House along Chestnut Street listed on the National Register of Historic Places in 1983
- Several parking lots of various sizes fronting Spring Street
- Masonic Temple along Spring Street between Court Avenue and 7th Street
- Historic Schimpff's Confectionery and Museum along Spring Street in operation since 1891
- New infill development at the (NE) corner of Spring and Chestnut Streets that replaced buildings destroyed by fire
- New infill commercial building at the (SE) corner of Spring and Maple Streets
- Newspaper facility along Spring between Market and Chestnut
- Several restaurants along Spring Street
- Former hotel along Chestnut Street currently being renovated
- Numerous examples of residential/office space located above storefronts in the 200-400 block of Spring Street
- Flat Iron building at the intersection of Court, Pearl and Kentucky Streets

# 4 Land Use Conditions - Riverside Edge

## PART TWO - CURRENT CONDITIONS

### Historic Context:

Riverside Drive was formerly known as Front Street. As noted in the Historic Context, this area evolved from a business/industrial area to contain some of the finest residences found in Jeffersonville as the city developed. The area is defined by the floodwall to the north, the river to the south and I-65 and Wall Street on the east and west. Listed below are events and or land uses that have contributed to the historic character of the **Riverside Edge**.

- Jeffersonville and Indianapolis Railroad constructed a line that ran along Wall Street. Original depot was located at the northeast corner of Riverside and Wall Streets
- Two ferries operated from the foot of Spring Street c. 1868
- Coal harbor was located near the foot of Spring Street where cargo was transported by wagon to coal yards throughout the city
- The earliest residences on the riverfront were built on the east end between 1817 and 1840 in the federal style
- Stauss Hotel built in 1867, formerly located at 100 Spring Street, demolished in the last 20 years
- Location of the former Fort Finney/Fort Steuben spurred the initial development of the village that became Jeffersonville
- Big Four Bridge crossing on axis with Mulberry Street
- Residences of note include: Pfau House 416 Riverside, Colonial Revival; Voigt House 304 Riverside, Second Empire; Lindley House 319 East Riverside, Queen Anne

### Current Land Uses:

This residential area is comprised of new and historic structures extending from Fort Street to just east of Walnut Street. There is a variety of residential architectural styles ranging from Federal to Arts and Craft examples. Many of the original structures were built in the late nineteenth century, but were damaged or destroyed as a result of the 1937 flood. With the exception of some of the multi-family infill housing, much of this corridor's original urban fabric has remained relatively intact since that time. Notable land uses in the area include:

- Most of the historic homes remain single-family residences
- Infill multi-family housing between Wall and Locust Streets not reflective of the historic character of the corridor
- The Riverstage/Jeffersonville Overlook entertainment venue at the terminus of Spring Street along the Ohio River
- Infill commercial development at the (NW) corner of Spring and Riverside
- Surface parking lot between Spring and Pearl Streets
- Gregory House built in 1842
- Several residences along Riverside Avenue and Fort Street scheduled for relocation or demolition to accommodate the new I-65 Project
- Jeffboat Inc. operations just east of Walnut Street outside the Historic District
- Ohio River Greenway connecting Jeffersonville to nearby communities
- Municipal parking lot immediately west of the district fronting Riverside Drive under I-65



1 Variety of single- and multi-family residences and building types



2 Non-contributing infill multi-family residences



3 Example of infill commercial development



4 Local Design Studio at Pearl Street



Riverside Edge Character Area



5 Original single-family converted to multiple (rental) units

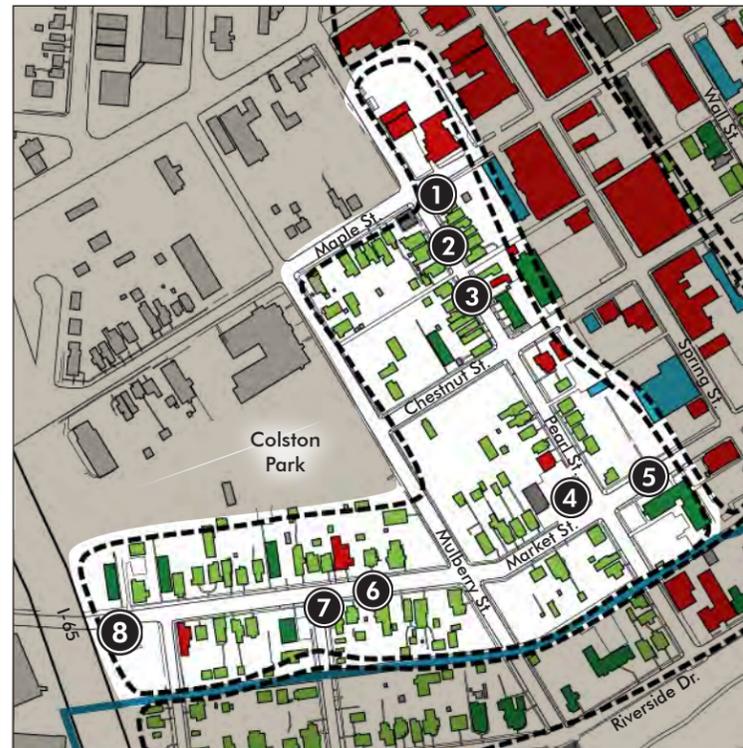
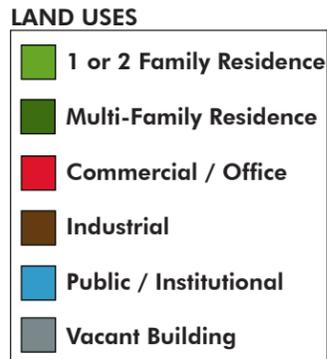


6 Typical single-family residences along Riverside



7 1 of 5 residences scheduled for possible relocation

LAND USES	
1 or 2 Family Residence	Light Green
Multi-Family Residence	Dark Green
Commercial / Office	Red
Industrial	Brown
Public / Institutional	Blue
Vacant Building	Grey



Western Residential Character Area



1 Renovated residence at Maple and Pearl Streets



2 Single-family residences along Pearl Street



7 Multi-Unit Residential at Market and Clark Streets



5 High density, multi-family residence



3 Infill housing along Pearl Street



8 Residences to be impacted by proposed bridge approach



6 Bed and breakfast and variety of single-family residences



4 Non-contributing commercial development

**Historic Context:**

The **Western Residential Area** is located adjacent to the Spring Street Corridor and is defined by I-65 to the west, Maple Street to the north and the flood wall to the south. A small finger extends north between Pearl and Spring Streets. Listed below are events and or land uses that have contributed to the historic character of the **Western Residential Area**.

- Portions of Colston Park formerly used as a Civil War encampment and city cemetery now serves as a city park
- Concrete foundations for the Big Four Bridge can still be found along the Mulberry Street corridor
- "Preservation Station" built in 1929 was formerly a depot for the Pennsylvania Railroad
- One of two original schools built in 1852 along Mulberry Street in what is present-day Colston Park

**Current Land Uses:**

The Pearl and Market Street corridors serve as the two organizing corridors for this area. Both corridors are lined by residential units of various styles and in various states of condition. Although the western edge of this area retains a distinct residential character, the eastern edge contains a greater variety of land uses which reflects the influence of the adjacent Spring Street commercial corridor. Colston Park is located behind the row of homes fronting Market Street west of Mulberry Street. Other land uses features within this area of the District include:

- Commercial uses scattered throughout the area
- Several non-contributing infill rental units scattered throughout area
- Several vacant parcels along Mulberry and Market Streets
- Examples of appropriate single-family infill housing units located along Market Street (west of Mulberry)
- Multi-story residential building on the south side of Market just east of Spring Street
- Market Street Inn Bed and Breakfast (built in 1881) located on the north side of Market Street just east of Clark Street
- Community center/soup kitchen at the (SW) corner of Pearl and Chestnut Streets
- Old Bridge Inn Bed and Breakfast (built in 1836) listed on the National Register located at the (SE) corner of Pearl and Chestnut Streets
- Infill housing along Pearl Street
- "Preservation Station" located along alley - former 1929 Penn Station - now functions as a meeting facility
- Recent rehabilitation of the residence at the (SW) corner of Pearl and Maple Streets
- Municipal parking lot fronting Market Street under I-65 and fronting "Preservation Station" along Chestnut Street

# 4 Land Use Conditions - Transitional Area

PART TWO - CURRENT CONDITIONS

36

## Historic Context:

This area located just east of the Spring Street Corridor contains a wide range of architectural styles and an impressive collection of religious architecture. Some of the earliest residences (1820-1840) date from the development of Jeffersonville as a river town. A portion of this area was actually a separate town known as Port Fulton, which was annexed by Jeffersonville in 1925. The collection of religious architecture reflects the influence of the various ethnic groups that shaped the early settlement of Jeffersonville. Listed below are events and or land uses that have shaped the historic character of the **Transitional Area**.

- Jefferson General Hospital, operated during the Civil War (1864-1866), was the third largest hospital in the country at that time
- Important religious architecture includes: St. Lucas German Evangelical Church, Gothic Revival; St. Augustine Catholic Church, Spanish Mission; First Presbyterian church, Gothic Revival; Deutsche Bischoflich Methodist Kirche, Gothic Revival
- Former school (Tudor Revival c.1920) at 229 Walnut Street has been adapted to apartments
- Residences of note include: 323 E. Chestnut, Monroe Frank House, Colonial Revival 1902; George Frank House, Free classic 1882

## Current Land Uses:

This character area represents the greatest mix of land uses found within the Historic District. In addition to an impressive collection of churches, the area also contains a mix of residential types and commercial activities. Residences within the area represent new and historic structures that take on a variety of styles and densities. Many of the buildings in this area were constructed in the mid- to late-nineteenth century. Notable land uses in the area include:

- Five churches within a two-block area along Walnut Street
- Several business along Market Street
- Former school building along Chestnut between Locust and Watt rehabilitated into apartment units
- Local grocery store at the (SW) corner of Wall and Maple Streets
- Boat and car repair shops at the (NW) corner of Wall and Market Streets
- Vacant properties on either side of Wall Street along south side of Market Street represent prime redevelopment opportunities
- Professional office building at (NE) corner of Market and Wall Streets
- Numerous (large) surface parking lots throughout the area primarily serving church congregations
- Commercial building at the (NW) corner of Maple and Locust Streets
- Community center at the (NW) corner of Market and Locust Streets
- Recent demolition of homes along Chestnut between Spring and Wall Streets to be used as a municipal parking lot
- Community / social service center at the (SE) corner of Wall and Maple Streets



1 Prominent religious architecture throughout area



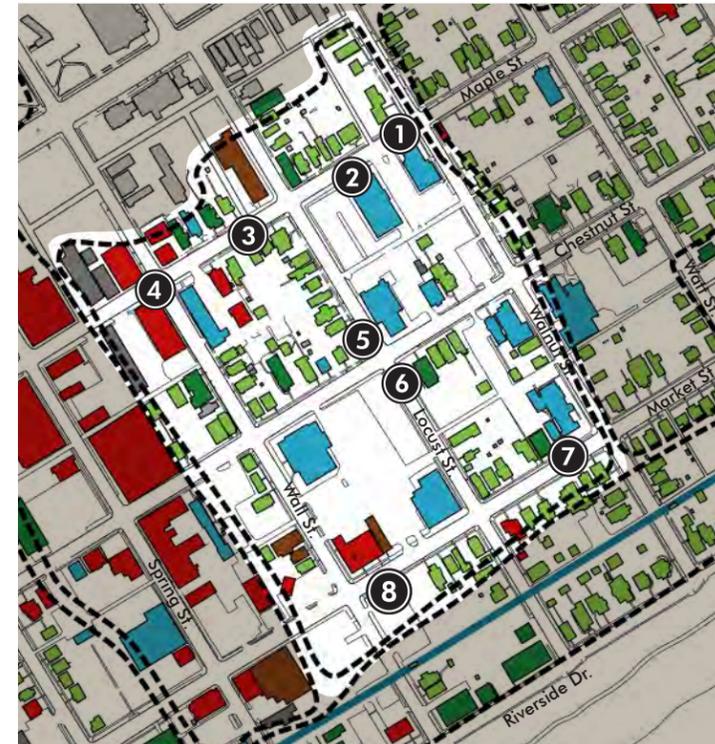
2 Variety of land uses and building types



3 Single-family residences along south side of Maple Street



4 Grocery store at Maple and Wall Streets



Transitional Core Character Area

LAND USES	
1 or 2 Family Residence	Light Green
Multi-Family Residence	Dark Green
Commercial / Office	Red
Industrial	Brown
Public / Institutional	Blue
Vacant Building	Grey



5 Religious architecture throughout area - St. Augustine Church



7 Residences along south side of Market Street



6 Variety of single- and multi-family residences and building types



8 Variety of land uses along north side of Market Street



Eastern Residential Character Area

**LAND USES**

- 1 or 2 Family Residence
- Multi-Family Residence
- Commercial / Office
- Industrial
- Public / Institutional
- Vacant Building



1 Variety of single-family residences along Court Avenue



2 Variety of single-family residences along Court Avenue



3 Multi-family apartments at Maple and Graham Streets



5 Greater variety of land uses along western edge of area



4 Variety of residences along north side of Chestnut Street

**Historic Context:**

This section of Jeffersonville is almost entirely residential. Although a majority of the residences were built in the early twentieth century, there are a few remaining examples from the nineteenth, including Federal, Italianate and Free Classic examples. Some of the earlier residences were built by local merchants who owned stores along the **Spring Street Corridor**. The eastern-most portion of this area was included within the Jeffersonville city limits by 1848. However, due to the distance from downtown, the neighborhood was not significantly developed until the early twentieth century. Listed below are events and or land uses that have contributed to the historic character of the **Eastern Residential Area**.

- One of two original public school buildings in Jeffersonville built in 1852 at the corner of Maple and Watt and later designated as an African-American school during segregation
- Early twentieth century development with a high concentration of Four Squares and Bungalows
- Some notable early-twentieth century examples include: 911 E. 7th Street, Shotgun c.1870; 921 East 7th Street, bungalow 1920; 927 East Court Avenue, American Four Square c.1920; and 967-957 East Maple Street, Art Deco apartment building c.1946.
- Nineteenth-century residences of note include: 420 East Maple Street, Federal c.1820; 622 E. Maple, Andrew J. Howard House, Italianate c.1860; 312 East Market Street
- Second fire station in Jeffersonville was located along Chestnut Street between Watt and Meigs

**Current Land Uses:**

Residences lining this section of Court Avenue are bungalow and four-square style single-family homes. Maple Street contains a mix of architectural styles including bungalows, American Four-square, and shotgun-style homes. Although nearly all of the area is residential, there are some neighborhood businesses scattered throughout the area. Notable land uses in the area include:

- Seventh Day Adventist Church at the (SW) corner of Maple and Watt Streets
- Several surface parking lots west of Watt Street
- Apartment building at the (NW) corner of Maple and Graham Streets
- Several examples of inappropriate infill (multi-family) housing scattered throughout the area
- Temple of Christ Church at the (SE) corner of Chestnut and Walnut Streets
- Numerous examples of historic resources (homes) compromised due to historically inappropriate renovations or alterations

## 4.2 BUILDING CONDITIONS

The map on the following page illustrates the general condition of structures making up the Old Jeffersonville Historic District. This survey of building conditions is based on a general block-by-block observation of structures rather than an evaluation of each individual parcel or building. A unique building or feature that sets itself apart from the surrounding area due to its excellent condition or architectural features is highlighted to ensure it is given proper consideration as part of this HPP. It is important to note the following descriptions of building conditions are based on only a general visual survey of existing conditions. Although many, but not all, of the buildings noted in the following character areas may be historically significant, the historic integrity or significance of a building was not part of this building condition assessment. **Chapter 6 Section 6.2b** provides an illustration identifying contributing and non-contributing structures.

These photos are used for illustration of criteria of building condition and may not represent the specific building's current appearance. Conditions are comprised of the following three categories:

### GOOD:

The occupied building is in generally good shape, *appears* to be structurally sound, and has retained its original character. Windows are intact, typical maintenance and upkeep has been maintained, and the property in general presents an attractive appearance from the street.



Building Examples in GOOD Condition

### FAIR:

The building is in generally good shape and may or may not have retained its original character. Although the building may need some typical maintenance and upkeep (i.e. painting), it is structurally sound. The property in general needs some attention and/or has been modified in such a way that detracts from its original character.



Building Examples in FAIR Condition

### POOR:

The building has fallen into disrepair and/or has been modified to the point where most of its original features have been removed, covered, or otherwise compromised. There may also be structural issues that make the building unsound.



Building Examples in POOR Condition

The information gathered from this section, along with the previous Land Use inventory, could be used to help guide or determine appropriate locations to possibly relocate the designated homes as part of the Project's First Amended MOA **Stipulation III.E.7**. If it is determined one or more of the residences could be relocated, one strategy is to move them to an area of the district where the existing buildings are in **Fair** or **Poor** condition. The rehabilitation of the relocated home(s) could serve as a catalyst for additional improvements in the area as part of public/private redevelopment efforts.

Based on a "windshield survey" of the Old Jeffersonville Historic District, a majority of the structures are in **Good to Fair** condition. Whereas building within the western edge of the district range in condition from **Fair to Poor**, the eastern, primarily residential, area is in **Good to Fair** condition. As the accompanying map illustrates, there are only pockets of buildings in **Poor** condition scattered throughout the neighborhood. It is also worth noting that the buildings comprising the local historic district (along Spring and Riverside) are, in general, in **Good** condition.



General Building Conditions

# 4 Circulation and Infrastructure Conditions

PART TWO - CURRENT CONDITIONS

## Introduction

This final section of the Historic Preservation Plan analysis investigates the condition of the public realm or streetscape. This includes not only circulation issues, but the condition of neighborhood streets, sidewalks, and similar components that combine to create the streetscape experience. In addition to these items, historical background regarding infrastructure conditions are also addressed relevant to specific areas. Similar to the Land Use and Building Conditions analyses, the framework for reviewing these circulation and infrastructure issues follows the format based on the five “character areas” comprising the Old Jeffersonville Historic District.

## 4.3 CIRCULATION PATTERNS

This analysis takes into account vehicular as well as pedestrian activity, and how public transportation influences the neighborhood. Traffic patterns are analyzed for compatibility with available infrastructure, current and desired land use patterns, and the overall goal of maintaining the viability of downtown land uses. As the accompanying map illustrates, this section also provides an overview of parking within the district. For a more detailed discussion of current parking conditions and future parking strategies or needs, refer to the Old City Parking Study completed for the City of Jeffersonville’s Department of Planning and Zoning.

Current plans are also underway to develop a 14-mile multi-use trail in and around Jeffersonville entitled the *Wheels and Heels Trail*. Although still in the planning stages, the preliminary route developed in late-2008 would be completed in a 5-phase process. Phase 1 of the trail would begin at the Big Four Bridge Landing Trailhead / Ohio River Greenway and extend along Riverside Drive and Market Street, eastward along Utica Pike, traverse the northeastern area(s) of Jeffersonville including the Vissing Park area (Phases 2 and 3). The proposed route for Phase 4 would utilize the abandoned CSX rail corridor that parallels State Road 62, and would link Jeffersonville High School and the Quartermaster Court. The multi-use trail would continue into the downtown and connect to the Clark County Courthouse and continue along Court Avenue and terminate at the Big Four Bridge Landing Trailhead via Mulberry Street. The creation of the *Wheels and Heels Trail* system would not only serve as a transportation alternative linking downtown Jeffersonville to the surrounding community, but also increase the quality of life for the residents of Jeffersonville.

Routes for the public bus system, Transit Authority of River City (TARC), are indicated on the maps. Routes and stops are regularly re-evaluated for system efficiency. These routes reflect conditions as of May 2012.



District Streetscape and Infrastructure

#### 4.4 INFRASTRUCTURE CONDITIONS

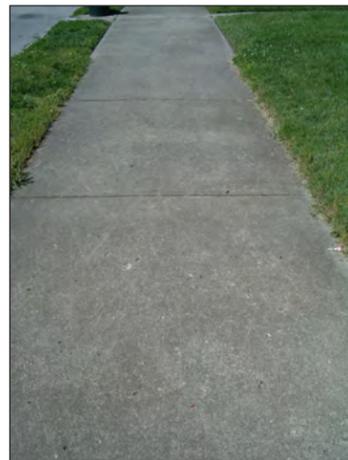
In addition to the study of vehicular and pedestrian movement along Old Jeffersonville’s corridors, this section also inventories the elements that comprise these corridors. This section describes, identifies, and analyzes the neighborhood’s infrastructure and its relationship to the District’s historic resources. Functional, aesthetic, and other pertinent design characteristics are a part of this analysis. Infrastructure examples examined include:

- floodwall
- retaining walls
- brick or stone alleys
- landscaping
- tree canopy
- above-ground utilities
- signage

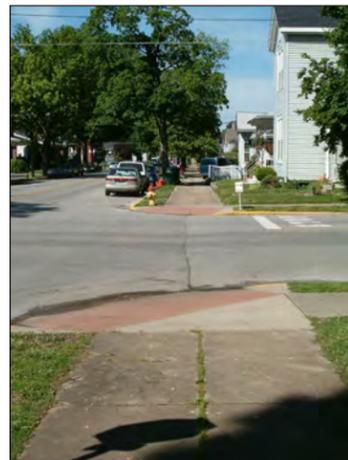
Street and sidewalk conditions are based on a block-by-block survey of each character area. When appropriate, special features or elements that set themselves apart from the surrounding area are highlighted to ensure they are given proper consideration not only within the context of this preservation plan, but as part of the Bridges Project as well. Criteria for determining the conditions of streetscape elements is based on the three categories described below.

##### Good:

The sidewalk and curb are in generally good condition, are of the proper scale and character of the surrounding context, and clearly delineate between the street and private realm. In addition, the landscaped areas and/or walls or fencing are well maintained and provide an attractive appearance from the street. In general, the sidewalk and landscaping have been properly maintained and repaired over the years.

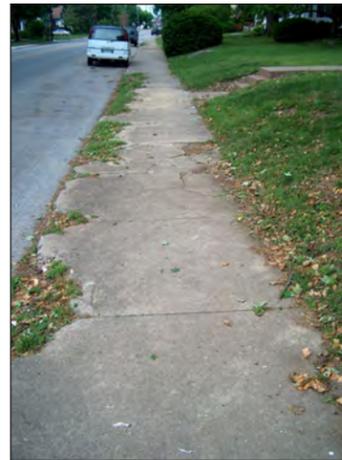


Sidewalk Examples in GOOD Condition



##### FAIR:

Small sections of the sidewalk, curb, or other component are in need of repair to some degree, or have some type of obstruction that may create minor safety concerns. Landscaped areas may be in need of plantings or other general upkeep/pruning. The streetscape components, in general, need some minor repairs and/or have been modified in such a way that detract from their original character.



Sidewalk Examples in FAIR Condition



##### POOR:

Large sections of the sidewalk, curb, or other component are in need of replacement due to deterioration. Sidewalks classified as **POOR** generally indicate sections that are broken or uneven resulting in a tripping hazard. This classification may also indicate where sections of sidewalk or landscaping are missing, or are a scale or character not in keeping with the surrounding context.



Sidewalk Examples in POOR Condition



#### 4.4a Streetscape Components

This last section summarizes some of the design elements that comprise the public realm. Although the Old Jeffersonville district contains few brick sidewalks and alleys, or limestone curbs, there remain unique features scattered throughout the neighborhood. The purpose of this section is to note features that may serve as precedents or examples for proposed design recommendations regarding future streetscape improvements by the city. This collection of existing materials and/or streetscape conditions can also serve as a point of reference for Project designers when developing *Context Sensitive Design* features along the interstate corridor.



Spring and Market Streets Streetscape Components



Streetscape and Landscape Conditions



Stone Retaining Walls and Fencing Examples



# 4 Circulation and Infrastructure Conditions - Spring Street Corridor

## PART TWO - CURRENT CONDITIONS

### Circulation Issues:

The commercial corridor of Spring Street serves as the most identifiable feature anchoring downtown Jeffersonville. Furthermore, Court Avenue serves as a gateway into the community and downtown from the I-65 interchange to the west. Additional circulation and parking issues within this area include:

- Spring Street comprised of two traffic lanes with limited 2-hour, on-street parking
- TARC bus routes along Court Avenue and Spring Street
- TARC bus stops at Warder Park (with shelter) and just west of Spring Street on Court (no shelter)
- Municipal (free) parking lot at the (NE) corner of Spring and Market Streets
- Municipal (free) parking lot fronting "Preservation Station" along Chestnut Street
- Court Avenue comprised of two traffic lanes with limited 2-hour, on-street parking
- Historically, the Louisville and Southern Indiana Traction Company operated a trolley service along Spring Street, Court Avenue and Chestnut Street, connecting the former Port Fulton

### Infrastructure Conditions:

Other than a limited number of sections of sidewalk that intersect Spring Street, the sidewalks throughout the corridor are in good condition. Due to recent streetscape enhancements, Spring Street and associated street furniture are in good condition as well. The following list expands on other streetscape conditions.

- Landscaped median along Court Avenue between Pearl and Walnut Streets
- "Cobra head" street lights along Court Avenue not in keeping with the historic character of Spring Street
- Good example of pedestrian-scale lighting along Spring Street
- Streetscape enhancements along Spring Street comprised of street trees, street signs, and a brick band along the sidewalk adjacent to the curb
- Streetscape enhancements along Spring extend from Riverside Drive to 7th Street
- Lack of design continuity of street furniture along Court Avenue, and along Spring Street between Court and 7th
- Wide sidewalks along Court Avenue
- No overhead utilities along Spring Street corridor south of Court Avenue
- Lack of perimeter landscape screening at parking lots along Spring at the intersections of Chestnut and Market Streets
- Lack of perimeter landscape screening at municipal parking lot fronting "Preservation Station"
- Several private parking lots for Spring Street businesses/customers



1 Minimal streetscaping along Court Avenue



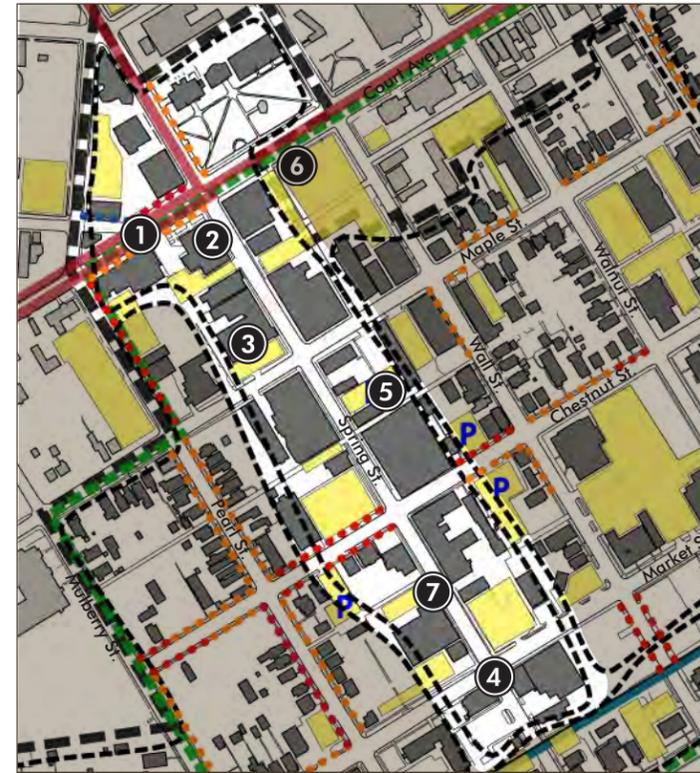
2 View of crosswalk looking north along Spring Street



3 Un-screened parking lot fronting Spring Street



4 Un-screened parking lot fronting Spring Street



Spring Street Corridor

### LEGEND

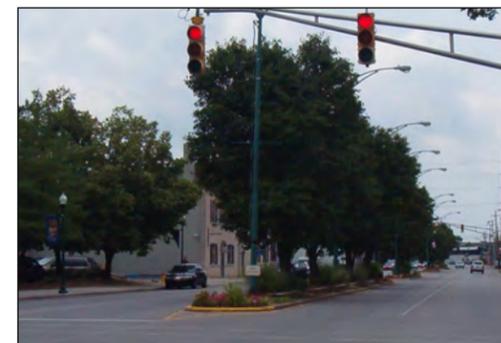
Flood Wall	—
TARC Bus Route	—
Proposed Multi-Use Trail	—
Parking Lots	■
Public Parking Lots	P
Sidewalk Conditions	
Fair	● ● ●
Poor	● ● ●



5 Parking lot with good landscape screening



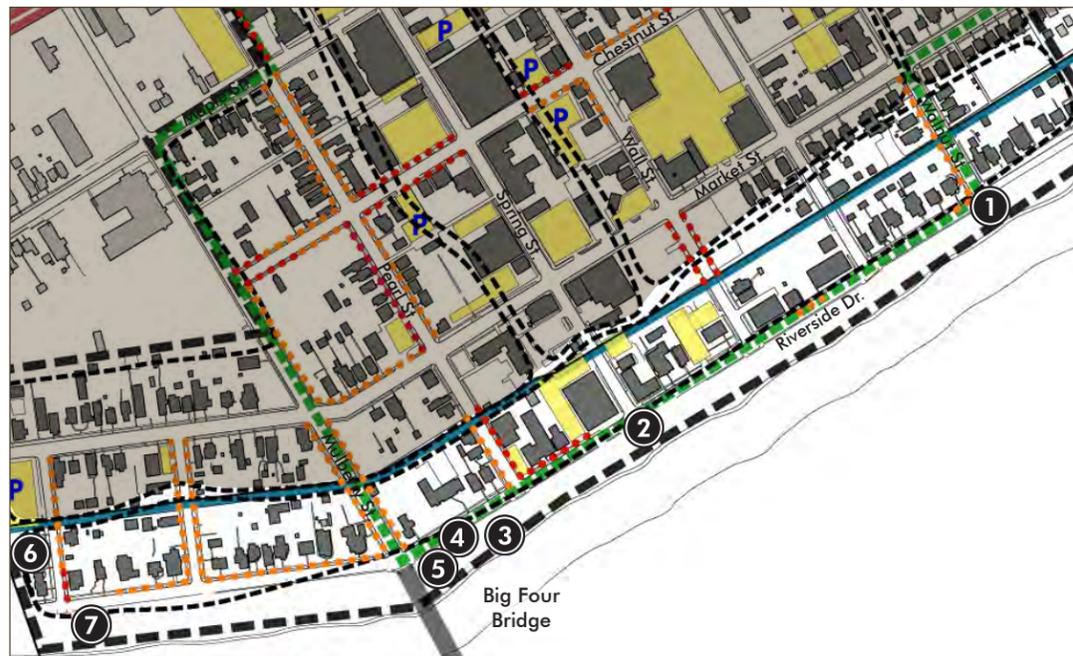
Appropriate signage and awning examples



6 Landscaped median along Court Avenue



7 Typical streetscaping with on-street parking along Spring Street



Riverside Edge

**LEGEND**

- Flood Wall
- TARC Bus Route
- Proposed Multi-Use Trail
- Parking Lots
- Public Parking Lots
- Sidewalk Conditions**
- Fair
- Poor



1 Floodwall and streetscape condition at Walnut and Riverside



2 Intersection and floodwall condition at Spring and Riverside



5 Sidewalk and greenway corridor along river



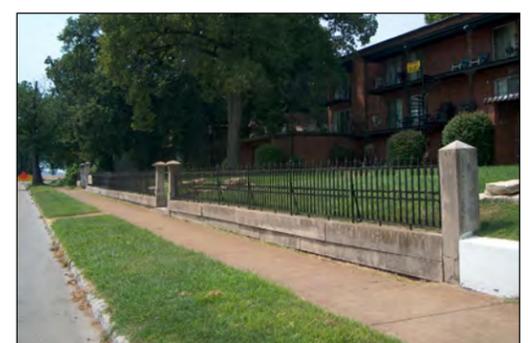
3 View of Big Four (future) pedestrian and bikeway bridge at Riverside



7 Kennedy Bridge structure spanning Riverside Drive



6 Floodwall running mid-block and separating residential areas



4 Limestone and wrought iron fence along Riverside

**Circulation Issues:**

The Riverside Drive corridor has historically anchored or connected downtown Jeffersonville to the Ohio River and serves as a local entry from the west. In fact, Riverside Drive was originally named Water Street. Currently, construction is underway for the Ohio River Greenway that will link Jeffersonville to Clarksville and New Albany. As noted below, the reuse of the Big Four Bridge will ultimately serve as a pedestrian and bikeway connection between these Southern Indiana communities with Louisville. Additional circulation, parking, and infrastructure issues within this area are listed below.

- Riverside Drive comprised of two lanes of traffic with no on-street parking
- Alleys running parallel to the floodwall along both sides
- Original rail line of the Big Four Bridge, built between 1885-1895, extended above Mulberry Street
- Future Big Four Bridge will provide alternative transportation options for pedestrians and bicycles connecting Jeffersonville to Louisville
- Mulberry and Fort Streets are truncated by the floodwall cutting off vehicular traffic between Market and Riverside
- Clark Street passes through the floodwall connecting to Riverside
- Municipal parking lot just west of the district fronting Riverside Drive under I-65
- Ohio River Greenway currently under construction as a multi-use recreational trail
- Future multi-use trail could potentially traverse this area of the district along Market Street
- Public access to the Ohio River and boat docks via boat ramp located at the end of Wall Street
- Historically, original ferry landing at the foot of Spring Street provided service between Jeffersonville and Louisville

**Infrastructure Conditions:**

As the photos indicate, this area is dominated by the floodwall which runs parallel to Riverside Drive. The wall creates a visual, and in some instances, a physical barrier separating the riverfront from the rest of the downtown area. A majority of the sidewalks within this area are in **Good** or **Fair** condition. Below are additional infrastructure issues for this area of the district.

- Views of the three existing bridges spanning the Ohio River represent three distinct transportation periods and types of construction
- Spring Street streetscape improvements extend to Riverside
- Good canopy of mature trees along corridor
- Structural piers for Kennedy Bridge immediately adjacent to the sidewalk running along the south side of Riverside
- Interpretive signage and maps along Riverside detailing the history of Jeffersonville and its relationship to the Ohio River
- Overhead utilities along several side streets that intersect Riverside
- Floodwall completed by 1945 in response to the massive 1937 flood
- "Cobra head" street lights along Riverside east of Spring Street not in character with the pedestrian/residential scale of corridor
- Small sections of curb along Riverside Drive are stone, but have become less visible due to repaving/maintenance over the years

# 4 Circulation and Infrastructure Conditions - Western Residential Area

## PART TWO - CURRENT CONDITIONS

### Circulation Issues:

The street network and traffic patterns within this area of the historic district are local in nature, with more of a pedestrian or residential scale. All are comprised of two traffic lanes with on-street parking for residents. Historically, the original Big Four railroad and trolley from Louisville ran overhead along the Mulberry Street corridor. Additional circulation and parking issues within this area include:

- Floodwall runs mid-block between Riverside Drive and Market Street
- Floodwall truncates Fort and Mulberry Streets restricting vehicular traffic between Riverside Drive and Market Street
- Market Street serves as a local entry from the west
- Alleys running parallel to the floodwall along both sides
- Municipal (free) parking lot fronting "Preservation Station" along Chestnut Street
- Underutilized municipal parking lot at Market and Fort Streets
- Alley from Mulberry Street provides access to residences and businesses fronting Market Street and Colston Park immediately to the north
- Original rail line of the Big Four Bridge, built between 1885-1895, extended above Mulberry Street

### Infrastructure Conditions:

As noted above, the floodwall is a major feature in this area of the neighborhood. It is not only a physical barrier in some instances, but also a visual one as well to the riverfront. Although a majority of the streets and sidewalks are in **Good** or **Fair** condition, the proliferation of overhead utilities detract from the streetscape experience along many corridors. The following list expands on additional streetscape conditions.

- Good canopy of mature trees throughout the area
- Recent streetscape improvements on Market Street include pedestrian lights, rain gardens, and new sidewalks
- Structural piers for Kennedy Bridge immediately adjacent to the sidewalk running along the south side of Riverside
- Overhead utilities run along nearly all the streets within this area of the historic district
- Lack of perimeter landscape screening at municipal parking lot fronting "Preservation Station"
- Lack of street trees along Mulberry Street
- Large billboard along interstate corridor just north of Market
- Municipal parking lot at Market and Fort Streets good example of perimeter landscape screening
- Remnants of the old foundations to the railroad structure still visible/present along Mulberry Street
- Lack of perimeter landscape screening of retail parking lot at the (NW) corner of Market and Pearl Streets



1 Typical streetscape conditions along Pearl Street



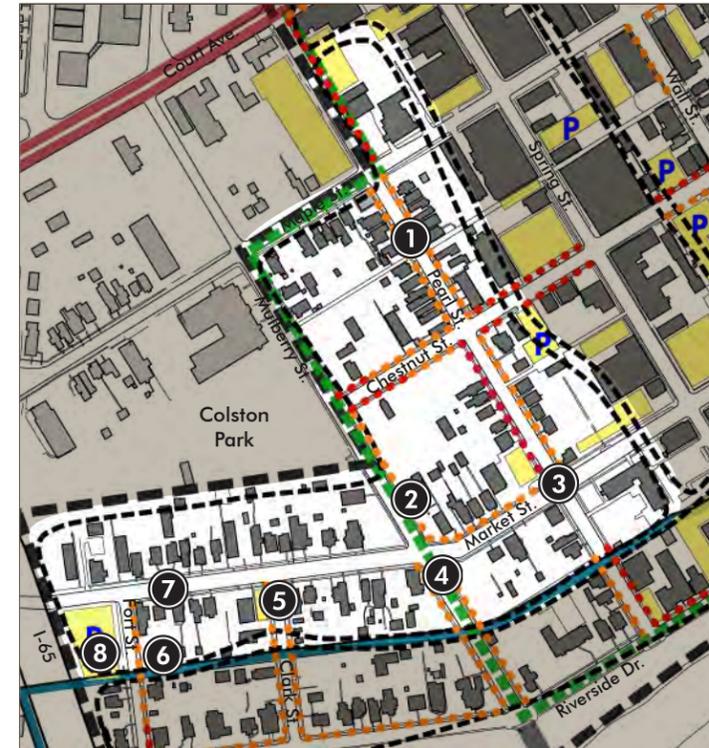
2 Typical streetscape conditions along Mulberry Street



3 Market at Pearl Street looking east



4 Viewshed of Big Four Bridge at Mulberry Street



Western Residential Area

### LEGEND

Flood Wall	—
TARC Bus Route	—
Proposed Multi-Use Trail	—
Parking Lots	■
Public Parking Lots	P
Sidewalk Conditions	
Fair	●●●
Poor	●●●



5 Viewshed of Kennedy Bridge at Clark Street



7 View of I-65 looking west along Market Street



6 Floodwall running mid-block and separating residential areas



8 Example of landscape treatment along municipal parking lot

LEGEND

-  Flood Wall
-  TARC Bus Route
-  Proposed Multi-Use Trail
-  Parking Lots
-  Public Parking Lots
- Sidewalk Conditions**
-  Fair
-  Poor



Transitional Core



1 Good landscaping perimeter/edge along parking area



2 Large, unshaded parking areas



7 Streetscape conditions along residential area of Market Street



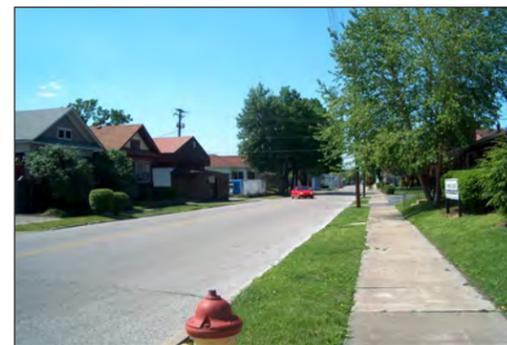
5 Municipal parking lot Chestnut and Wall Street



3 Lack of streetscaping at Maple and Wall Street intersection



8 Unshaded parking lot / overhead utilities along Market Street



6 Typical streetscape within residential areas



4 Lack of adequate screening of parking lot

Circulation Issues:

The street network and traffic patterns within this area of the historic district are local in nature, with a pedestrian or residential scale. All are comprised of two traffic lanes with on-street parking for residents. Market Street represents one of the primary routes through the district and continues east out of town. As noted earlier in the Land Use analysis, this **Transitional Area** is dominated by surface parking throughout the area. Additional circulation and parking issues of note within this area include:

- Existing municipal (free) parking lot between Wall and Spring Streets along Chestnut Street and a future lot across the street
- Nearly all the city blocks contain mid-block alleys to access residences and religious parking lots
- Much of the on-street parking is designated for resident parking only
- Historically, the Louisville and Southern Indiana Traction Company operated a trolley service along Spring Street, Court Avenue and Chestnut Street, connecting the former Port Fulton

Infrastructure Conditions:

Similar to the **Western** and **Eastern Residential Cores**, the streets and sidewalks throughout this area are in **Good to Fair** condition. However, the proliferation of overhead utilities detract from the streetscape experience along many corridors. The list below outlines additional infrastructure conditions in this **Transitional Area**.

- Several examples of stone retaining walls and iron fencing throughout the area
- Numerous parking lots throughout the area contain varying levels of perimeter landscaping/screening
- Overhead utilities run along many of the streets within this area of the district
- Good canopy of mature trees throughout the area although most not within the public realm (street trees)
- Lack of perimeter landscape screening at municipal parking lot along Chestnut Street
- "Cobra head" street lights scattered through the area not in character with the pedestrian/residential scale of district
- In general, most streetscapes in residential areas contain a grass strip between sidewalk and curb/street whereas in more commercial areas (near Spring Street) the sidewalk is adjacent to the curb

# 4 Circulation and Infrastructure Conditions - Eastern Residential Area

## PART TWO - CURRENT CONDITIONS

### Circulation Issues:

Court Avenue and Maple Street represent the primary circulation routes within this street network. The traditional grid layout of city blocks also creates a walkable and pedestrian-friendly public setting. All streets are comprised of two traffic lanes with on-street parking for residents. Market Street represents one of the primary routes through the district and continues east out of town. Additional circulation or parking issues of note within this area include:

- TARC route runs along Court Avenue and Penn Street
- Nearly all the city blocks contain mid-block alleys to access residences
- Much of the on-street parking is designated for resident parking only
- Future multi-use trail could potentially traverse this area of the district along Market Street
- Court Avenue and Market Street serve as local entries, or gateways, from eastern parts of Jeffersonville
- Historically, the Louisville and Southern Indiana Traction Company operated a trolley service along Spring Street, Court Avenue and Chestnut Street, connecting the former Port Fulton

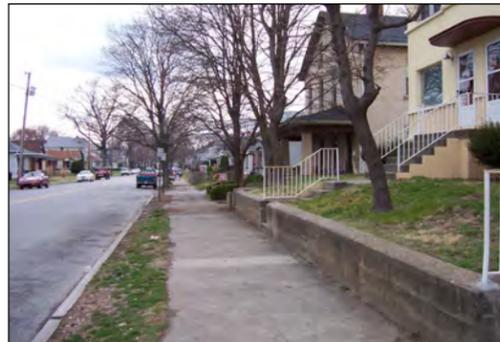
### Infrastructure Conditions:

Unlike the **Western Residential Core** and adjacent **Transitional Area**, many sections of sidewalk throughout this area are generally in **Fair** to **Poor** condition. For example, sidewalks along Chestnut and Maple Streets are somewhat deteriorated due to tree roots and deterioration over time. The list below outlines additional infrastructure conditions in this **Eastern Residential Core**.

- Several examples of stone retaining walls and iron fencing throughout the area
- Numerous parking lots throughout the area contain varying levels of perimeter landscaping/screening
- Proliferation of overhead utilities detract from the streetscape experience along many corridors
- Minimal street lighting along residential streets presents safety issues/concerns for pedestrians and motorists
- Good canopy of mature trees throughout the area although most not within the public realm (street trees)
- In general, most streetscapes in residential areas contain a grass strip between sidewalk and curb/street whereas in more commercial areas (near Spring Street) the sidewalk is adjacent to the curb
- "Cobra head" street lights at many intersections not in keeping with the historic character/pedestrian scale of neighborhood



1 Typical streetscape along Court Avenue



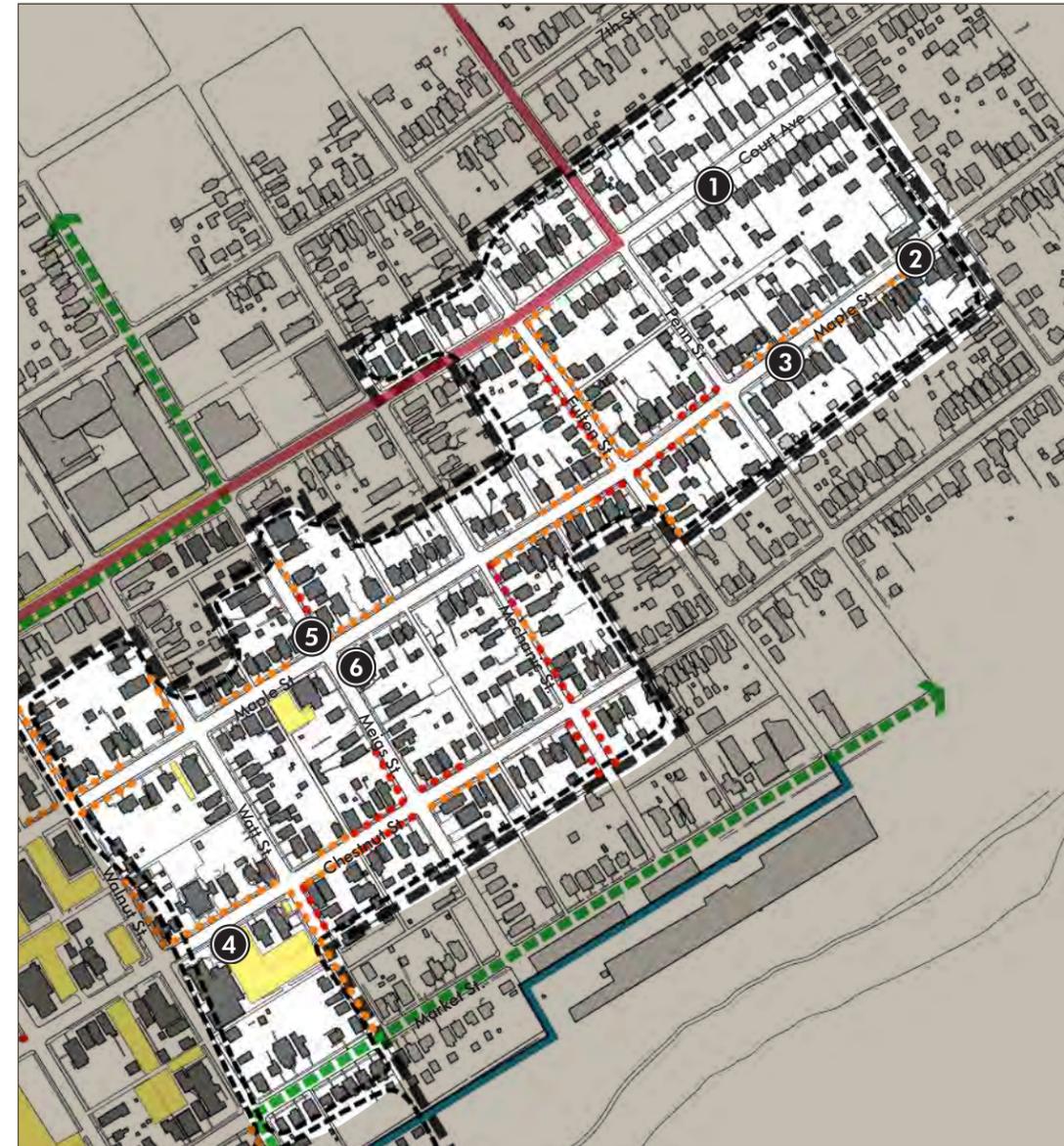
2 Streetscape and retaining wall at Maple and Graham Streets



3 Typical (minimal) streetscape along Maple Street



4 Unscreened parking lot condition



Eastern Residential Area



6 Minimal landscaping along Maple Street



5 Street intersection with ADA ramps

### LEGEND

Flood Wall	
TARC Bus Route	
Proposed Multi-Use Trail	
Parking Lots	
Public Parking Lots	
Sidewalk Conditions	
Fair	
Poor	

## 4.5 SUMMARY OF FINDINGS

Based on initial findings, there are a number of components within Old Jeffersonville that are not only worthy of protection, but could also serve as design precedents for elements of the interstate. Although the downtown and historic district have evolved over the years, the area has retained a significant portion of its historic integrity. Throughout downtown Jeffersonville's development, the Spring Street commercial corridor and riverfront have served as the foundations for the city's success and identity. Additional issues revealed during the inventory and analyses process include:

- balanced mix of land uses throughout the downtown
- solid collection of (intact) historic resources and structures
- relatively mature tree canopy found along Riverside Drive and the eastern (residential) section of the historic district
- eastern section of Old Jeffersonville has retained a strong residential character
- typical commercial development west of Spring Street along Court Avenue and 6th Street not in keeping with the historic character of the downtown
- historic integrity of several blocks between Spring and Watt Streets has been diminished due to demolition for surface parking
- somewhat of a disconnect between the eastern residential area and the commercial area anchored by Spring Street
- well-maintained street/sidewalk network from a circulation and streetscape standpoint
- good collection of streetscape components such as brick paving, decorative streetlights, limestone retaining walls, and wrought iron throughout Old Jeffersonville
- lack of defined gateways into the historic district
- good access to the Ohio River via local streets and riverwalk
- historic integrity along Riverside Drive remains relatively intact but somewhat threatened due to vacant parcels/buildings and recent development not in character with the district
- tangible public and private (re)investment in the downtown
- need for streetscape improvements (sidewalks, street lights, landscaping, etc...) in areas outside the Spring and Market Street corridors

These findings illustrate the strengths of the historic district, establish a "language" of materials to incorporate *Context Sensitive Design* features into the new I-65 approach, and opportunities to enhance the integrity of the historic fabric. They can also serve as the basis for goals and objectives relevant to the Bridges Project. The key is to utilize the unique features found throughout Old Jeffersonville as a way to design interstate corridor components that are integrated into the historic fabric of downtown.

**Part 3** of this Historic Preservation Plan looks to the future of downtown Jeffersonville and how to integrate the Ohio River Bridges Project into the historic context of the Old Jeffersonville National Historic District. Such an exploration is based on the previous analyses, professional "best practice"

planning principles, and the needs of the community. The ultimate goal underlying all of the following recommendations centers on assimilating the interstate corridor into the surrounding context, while simultaneously preserving and strengthening the historic character of the Old Jeffersonville National Historic District. The key is to balance the primary and secondary impacts of the interstate corridor's "footprint" on the urban fabric of downtown Jeffersonville, and specifically the historic district. Collectively, the following chapters reveal a vision for the Old Jeffersonville National Historic District that takes into account a number of issues beyond just the I-65 corridor. In several instances, these recommendations directly respond to the Project's First Amended MOA stipulations or mitigation measures along the interstate corridor, while others address the larger urban fabric of downtown Jeffersonville.

**Chapter 5** explores design opportunities and *Context Sensitive Design* solutions along the realigned approach to the new I-65 bridge spanning the Ohio River. Although many of these elements are confined to the interstate's right-of-way, their design can influence and complement streetscape improvements in the historic district and the greater downtown area as well. **Chapter 6** offers recommendations that address specific stipulations outlined in the First Amended MOA relative to historic resources and streetscape enhancements in the Old Jeffersonville National Historic District. Both of these chapters present both precedent images and renderings to graphically illustrate a number of *Context Sensitive Design* concepts. Primary and Local Gateway recommendations are also explored that are intended to strengthen the historic district by focusing on how motorists and pedestrians experience, or travel through, Jeffersonville.

Finally, **Chapter 7** provides additional recommendations intended to strengthen the historic district by focusing on opportunities within, and adjacent to the Old Jeffersonville National Register Historic District. Although the Bridges Project is not bound by these recommendations, the purpose of these strategies is to strengthen the integrity and viability of Old Jeffersonville and greater downtown Jeffersonville. **Chapter 8** summarizes the recommendations addressing the First Amended MOA stipulations relative to the interstate corridor and the Old Jeffersonville Historic District detailed in **Chapters 5** and **6** respectively. The sum total of these recommendations is to improve both functional and aesthetic aspects within the downtown that will inherently strengthen the historic district. The final chapter, **Chapter 9**, explores some of the numerous funding sources available and relevant private organizations, public entities, and other relevant stakeholders with similar interests in preserving and enhancing the unique character of Old Jeffersonville.





PART THREE - RECOMMENDATIONS





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**C H A P T E R      F I V E**  
**First Amended MOA, 2012**

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# 5 First Amended MOA, 2012

RECOMMENDATIONS

## Introduction

The original MOA for the project was approved in 2003. In 2010, a determination was made that a Supplemental Environmental Impact Statement (EIS) would be required. In conjunction with the development of the Supplemental Final EIS (SFEIS), an amendment to the original MOA was also required. On April 4, 2012, the First Amended MOA was approved.

An overriding goal of the Bridges Project is to assimilate the interstate corridor into the locale to the greatest and most feasible extent possible. This chapter explores opportunities to design the various components of the interstate based on historic features within the Old Jeffersonville Historic District. This concept, referred to as *Context Sensitive Design*, strives to integrate the interstate system into Jeffersonville's existing urban fabric. **Stipulation II.C** of the First Amended MOA is intended to ensure that:

"...roadways, bridges, and other Project elements [are] designed and constructed with sensitivity to aesthetic values, historic cultural landscapes, and the historic context [of an area]... Design shall include aesthetic treatments to surfaces, structures, portals, appurtenances, and land contours and landscaping that complement the historical contexts of historic properties."

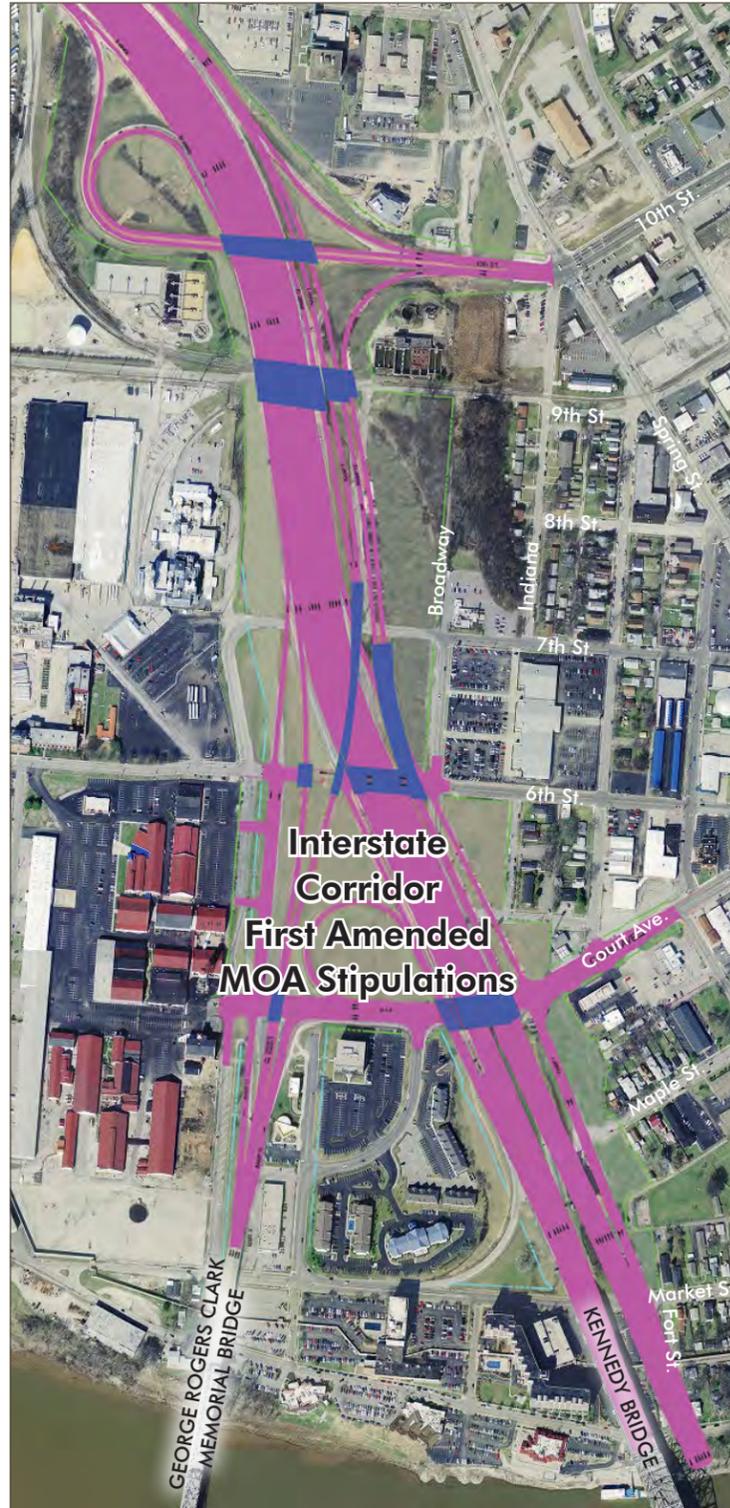
52

Interstate components such as bridges, lighting, and landscaping represent opportunities to incorporate *Context Sensitive Design* solutions along the interstate while also maintaining and enhancing the historic integrity of Old Jeffersonville. Although many of the following design considerations in **Section 5.1** are based on the general principles of **Stipulation II.C**, other *Context Sensitive Design* solutions are based on specific First Amended MOA stipulations and are noted as such.

As noted in **Chapter 1**, the scope of the Old Jeffersonville HPP pertains to the new bridge structure spanning the Ohio River to a point immediately north of Market Street (similar to the existing Kennedy Bridge structure) as well as the remaining I-65 approach (from Market Street north to approximately Clark Memorial Hospital) and associated ramp interchanges connecting to



Conceptual Computer Rendering of New Bridge and Indiana Approach



Integration and coordination of interstate components, and streetscape features between the I-65 bridges and reconfigured approach.

Jeffersonville's streets. Part of the new roadway deck will be supported by structural columns, and part (other than the overpasses) will be supported by traditional fill material. Because both sections traverse the Old Jeffersonville Historic District, it is important the HPP address mitigation measures or scenarios at both conditions. While transitioning from the structural system supporting the bridge(s) across both Riverside Drive and Market Street, to the fill material and associated retaining walls supporting the I-65 approach, every effort should be made to minimize locating interstate structures within the public realm or viewshed along Riverside Drive and Market Street.

The remainder of this chapter regarding *Context Sensitive Design* components explores general items pertaining to **Stipulation II.C** described previously, to more specific issues outlined in the Project's First Amended MOA. Because there are numerous design opportunities along the corridor, **Section 5.1** is divided into subsections that focus on specific design features to be considered. Although these components are explored separately in the HPP, the design of the interstate should be viewed as a series of inter-related parts.

**5.1 CONTEXT SENSITIVE DESIGN CONSIDERATIONS**

As illustrated on the adjacent graphic, the new downtown bridge will carry six lanes of northbound traffic and will be located directly adjacent to the existing John F. Kennedy Bridge. The existing Kennedy Bridge will carry only southbound traffic. This new interstate bridge and approach will traverse the western edge of the Old Jeffersonville Historic District. Minimizing the impacts of the (wider) I-65 overpasses spanning Riverside Avenue and Market Street is an important design issue requiring a coordinated effort between the I-65 corridor’s design as well as the design of streetscape elements below. One method to mitigate the interstate’s impact on the historic district is outlined in **Stipulation III.E.5** which states:

“The BSMT shall minimize spacing between the proposed new downtown bridge...and the existing John F. Kennedy (I-65) Bridge consistent with prudent engineering principles.”

The intent of this stipulation is to minimize to the greatest extent possible the “footprint” of the interstate, and ensure the spaces created below the interstate (overpasses) don’t detract from the local streetscape setting. This effort is also intended to minimize the impact on Jeffersonville’s existing (historic) urban fabric, and avoid the relocation or demolition of additional structures other than those noted in **Stipulation III.E.7** of the First Amended MOA (refer to **Chapter 6 - Section 6.2**).



Contextual materials within the Old Jeffersonville Historic District

**5.1a Color and Materials**

A review of existing architectural and landscape design features within the Old Jeffersonville Historic District, provides a wide range of colors and materials that should be incorporated into *Context Sensitive Design* solutions along the interstate. This HPP recommends the design of interstate structures that are contemporary but interpretive of prominent, historic features within Old Jeffersonville. To that end, new materials and colors along the interstate corridor should reference those commonly found throughout the district and detailed previously in **Section 4.4** and in the photos below. Brick, limestone, and/or wrought iron should be used at prominent locations, or high-visibility areas, to reference their prominent role in downtown Jeffersonville’s streetscape. For example, retaining walls along the interstate and under overpasses should contain some architecturally-refined features found within the historic district, and/or be reflective of natural materials commonly found along the Ohio River.

As the illustration on the previous page also shows, preliminary right-of-way plans indicate the potential for utilizing portions of the land as a buffer between I-65 and the downtown area, and provides landscaping and drainage design opportunities along the corridor as well. This right-of-way area may also allow for the incorporation of terraced (landscaped) retaining walls, rather than a single (tall) concrete wall with little or no visual relief. When space and engineering considerations allow for it, this HPP recommends that a series of terraced retaining walls are used whenever feasible. Although a portion of these areas will contain spill slopes and other interstate components, the opportunity exists to use the remaining areas to integrate the interstate into the local fabric.



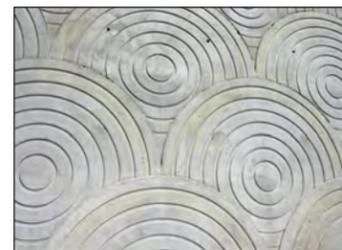
Colored / Textured Concrete Example



Landscaping and Retaining Wall



Formwork Used to Create Pattern Repetition in Retaining Wall



**5.1b Bridge Overpasses**



Market Street at I-65 - consideration for design and safety features for pedestrians and motorists passing through/under the interstate corridor.

Bridge overpasses are an important and prevalent part of the Bridges Project’s design. Such structures must balance the monumental scale of the interstate with the pedestrian scale where interstate components integrate with local streets. This is particularly important where the realigned I-65 corridor’s overpasses engage Riverside Avenue and Market Street along the western edge of the Old

Jeffersonville Historic District. These features, large and small, are place markers for motorists and pedestrians alike and represent notable transitions into or out of Old Jeffersonville.

Design elements should utilize contemporary materials that are interpretive of the native materials within the Ohio River corridor. The use of heavily rusticated stone or concrete that reflects the texture of the Big Four Bridge’s foundation could be one method to achieving this. Materials and colors could also reference those found throughout downtown Jeffersonville such as the limestone and wrought iron examples illustrated in **Section 4.4**. Ideally, interstate railings should be open in form to allow motorists views of the historic district below. The role of these structures as *Local Gateways* into the Old Jeffersonville Historic District is detailed further in **Section 6.4**.

The incorporation of *Context Sensitive Design* elements at the Market Street and Riverside Drive underpass areas touches on both interstate components as well as (local) streetscape components. These elements should reflect the historic character of the Old Jeffersonville Historic District and designed as *Local Gateway* elements or features. The use of rusticated stone textures



Examples of overpass design elements



should be utilized adjacent to pedestrian areas similar to the stone piers supporting the Big Four Bridge. **Stipulation III.E.4** addresses streetscape issues along Market and Riverside specifically. It states:

“The BSMT shall design and construct pedestrian-friendly facilities within Indiana right-of-way under the new bridge and existing John F. Kennedy Bridge. These facilities shall include amenities such as public art, lighting, and other treatments as set forth in **Stipulation II.J** and will be in keeping with the context identified in the HPP for the Old Jeffersonville Historic District.”

As noted in **Stipulation II.J**, this could include

“...landscaping, tree plantings, ornamental street lighting, fencing, curbing, pavements, sidewalks, traffic calming, or other similar work.”

It is important these design issues are effectively coordinated to ensure impacts to the historic district are minimized. Additional streetscape enhancements within this, and other areas, are discussed further in the following chapter in **Section 6.3**.

To promote the feeling of safety and security, it is important the Riverside Avenue and Market Street corridors under the interstate accommodate pedestrian and bicycle traffic, in addition to vehicular traffic. Such multi-functional streets increase the possibility that many people will be providing “eyes on the street” at any given time, which in turn increase safety. Accommodations along Riverside Drive should also include enhancements



Existing Conditions at Riverside Drive

or linkages to the new Ohio River Greenway on the south side of the roadway. Additionally, to provide for optimal visibility and safety, both local corridors should allow ample amounts of daylight.



Example of proposed design for overpass structure along the Kennedy Interchange in Louisville.

Due to the expansive interstate structure over the existing municipal parking lot at Fort and Market Streets, it is important this public space is given special consideration. Columns supporting the interstate above should be kept to a minimum to reduce their visual impact on the streetscape along Fort and Market Streets, as well as Riverside Drive. An exposed structural (steel) system similar to the existing system should be avoided. Maintaining clean lines, such as the interstate structure proposed for the Kennedy Interchange in Louisville, can minimize maintenance issues,

reduce the negative effects of roosting birds, and possibly reduce interstate traffic noise. The height of the existing bridge deck spanning the local streets may allow for treatments or applications on the underside of the structure designed to reduce the effects of noise and roosting birds, while simultaneously improving the aesthetics of the interstate bridge.

How the structure engages the fill material north of Market Street is also a design and/or safety issue as well. The retaining walls and/or fill material should not create space(s) that allow for criminal activity or the homeless to take up residence under the interstate. The new interstate bridge and approach could serve as an opportunity to mitigate this issue under the existing concrete embankment at Market Street.

It is important at these locations where the interstate structure engages the local street network that a coordinated (design) effort creates an attractive public realm for Jeffersonville. Such an effort should include pedestrian and bicycle accommodations under the interstate corridor at both Market Street and Riverside Drive. Accommodations at Riverside Drive should include sidewalks on the north side of the roadway and any enhancements or linkages necessary to the Ohio River Greenway path on the south side of the roadway. Enhanced nighttime lighting and efforts to maximize daylight penetration in the area should be provided. These elements should reflect the historic character of the adjacent neighborhood and designed as local gateway elements or features. The use of rusticated stone textures should be utilized adjacent to pedestrian areas similar to the foundation elements for the Big Four Bridge. As such, this issue is discussed further in **Section 7.1** regarding (local) streetscape enhancements.



Wall and Sidewalk Treatment Examples



Overpass Lighting Treatment Example

Sheila Mann, Artist

## 5.1c Landscape Features



Example of a variety of plantings along interstate provides a natural screen and creates visual interest for pedestrians/motorists along local streets.

Natural treatments provide the functional benefits of shade, screening, and buffering, along with the aesthetic benefits of texture and seasonal color in the urban setting. Landscape treatments should be integral components of any interstate corridor improvements. The intent is to integrate landscaping along the interstate system’s right-of-way.

Stated simply, it is important to not only make the I-65 approach visible in the landscape, but also ensure the landscape is visible from the interstate system. Landscape enhancements along the edge of the interstate corridor serve as a buffer, and can begin to integrate this landscaping with adjacent Colston Park. Critical to this goal is to address and accommodate the cultural and spatial needs of plants in the early design phases of the new I-65 corridor’s design. Spatial needs include sufficient room for the plantings to mature and minimal conflicts with overhead and underground utilities.

In addition to general landscaping along the corridor as an aesthetic element, landscaping can also serve a functional part of the corridor. As mentioned previously, a combination of structural barriers and appropriate landscaping can mitigate the effects of traffic noise along the interstate. Naturally screened areas are intended to completely block views and may include a combination of plantings and architectural features that block undesirable views both **to** the interstate corridor and **from** the interstate corridor to downtown Jeffersonville.

Minimum planting zone width for vegetative screening should be 25’ wide and a maximum slope of 3:1. Screening should be a mixed planting as much as possible with both deciduous and evergreen plantings. A monoculture planting should be discouraged. Buffer areas are intended to permit filtered views and typically contain a mix of trees and shrubs, including both evergreen and deciduous shrubs. Planting zones for buffer areas should be a minimum of 15’ wide.



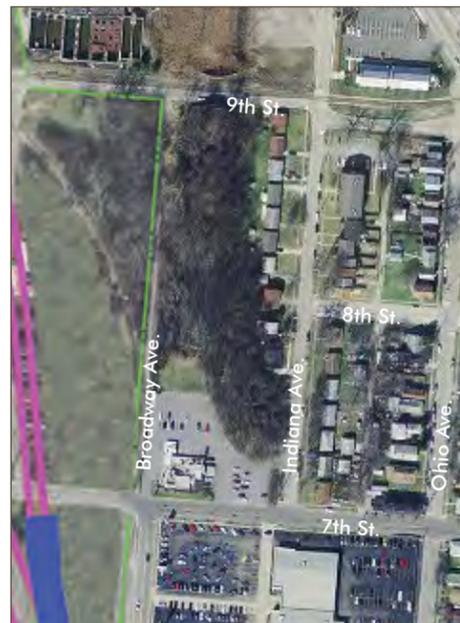
Examples of landscaping used as a screen for an adjacent ramp (right photo), and incorporated as a design feature into the retaining wall in an effort to “soften” the wall’s appearance.

The Ohio River Greenway and Colston Park represent the largest or most significant open/green space adjacent to or within the new I-65 right-of-way approach. The collection of residences between Seventh and Ninth Streets west of Ohio Avenue may also necessitate additional buffering measures for this small neighborhood. As noted previously, the original Big Four Railroad structure extended from the Ohio River, and continued north(east) through Jeffersonville. Remnants of the elevated railroad structure's foundations and embankment between Indiana and Broadway Streets north of 7th Street were removed, including the trees and other vegetation.

The Louisville Waterfront Park, now complete on the Kentucky side of the river, will connect to Old Jeffersonville's waterfront enhancements, including the Overlook and Terrace Lawn, via the Ohio River Greenway utilizing the Big Four Bridge as a pedestrian and bikeway connector. The Big Four Bridge rehabilitation and the approaches on the Indiana side are under construction by the City of Jeffersonville and projected for completion in 2013. The sloped pathway connecting to the Big Four Bridge will change the viewshed for the area, and as part of the project some landscaping improvements, not determined at this time, will be provided. The pathway alignment appears on **page 72**.



View west at 8th Street and Ohio Avenue



Explore opportunities to screen the interstate and ramp systems from the residential area along the former elevated railroad embankment.

Additional recommendations for this area are explored in **Chapter 7-Section 7.1a**.

**5.1d Public Art**

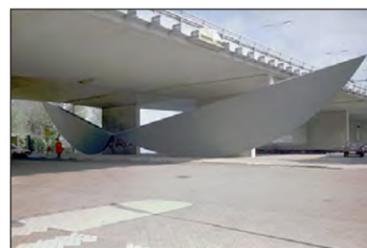


Artwork Incorporated Into Wall

The I-65 corridor's expansive right-of-way provides ample opportunity to incorporate public art along its edges and spaces at interchanges. Although not all areas along the corridor are physically accessible, the right-of-way provides numerous opportunities for motorists to visually access design elements in the landscape. Public artwork can energize the somewhat sterile interstate corridor, and should reflect Jeffersonville's cultural and architectural history. These features should be an integral part of the new I-65 corridor and ramp system's design such as a niche in a retaining wall, detail in a guardrail or part of the interstate's lighting system. Highlighting elements of the infrastructure, landscaping, or stormwater systems as expressive public art, rather than purely engineered solutions hidden from public view provides one more opportunity to showcase the unique features found in Jeffersonville.



Wall Reveal for Artwork or Displays



Lucien den Arend, Artist



Sheila Klein, Artist

Examples of various forms of art installations at underpasses that enhance the local street settings.

**5.1e Stormwater**

The treatment of water run-off from the interstate bridges and related approaches is an important engineering and environmental issue that must be given proper consideration. Water run-off from the interstate and other impervious surfaces carry a number of pollutants that can reduce the quality of nearby surface and ground water supplies. This issue is of particular importance due to the interstate's location within Ohio River watershed. This section provides ideas or recommendations that go beyond simply making the necessary accommodations for drainage and make the cleaning and conveyance of water an integral and expressive part of the I-65 corridor.

The proper design of drainage ways and selection of appropriate plant material can treat water run-off before it infiltrates ground water supplies, or reaches open (natural) waterways. The natural systems of plants and soil mediums provide sustainable solutions that improve the quality of surface runoff from paved surfaces. Bioswales create a "working landscape" that not only conveys water but cleans it, thus creating a landscape that is not only functional, but visually appealing as well. Generally, higher maintenance lawn covered medians along the I-65 corridor should be avoided.

Ideally, the removal of water from the interstate roadway should not only be an engineering effort, but an artistic expression as well. Mitigating drainage and water quality issues are opportunities to create integral elements of public art and often create beautiful landscapes. Constructed wetlands and similar vegetative systems are preferred methods of achieving this water quality. Responding to drainage issues in both an engineering and artistic manner not only improves the motorist's experience along the interstate, but also serves as a catalyst for further artistic expression along the adjacent downtown area.



Examples of the natural treatment of stormwater runoff utilizing appropriate plant material and drainage patterns.

**5.1f Signage (Stipulation III.E.6)**



Effective interstate signage is an essential tool for motorists to navigate through urban areas such as Jeffersonville.

Directional signage along the interstate, especially along within urban areas such as Jeffersonville and Louisville, is a critical component of a safe and efficient highway system. In addition to the paramount issue of motorist safety along the roadway, the placement of signs along the I-65 corridor should also take into consideration the views of motorists and pedestrians into

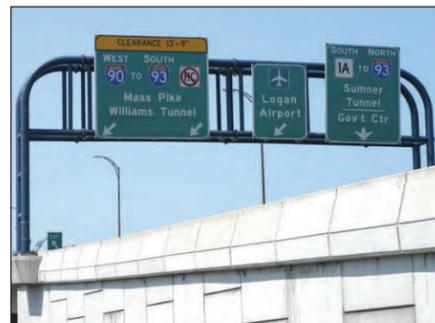
or from the Old Jeffersonville Historic District. As such, **Stipulation III.E.6** of the Project requires:

“The BSMT will develop and implement a highway signage plan that minimizes the number of overhead directional signs on the approach spans to the bridge, while preserving and improving highway safety.”

The purpose of this effort seeks to minimize the visual impacts of overhead signs on views from, or into the historic district. Although this stipulation addresses the approaches to the bridges, it is also to consider the impacts of overhead signage at the three local interchanges serving the downtown. Every effort should be made to place these signs in the least obtrusive manner possible. The design of the sign structure, including its shape, material and color should reflect or respond to important features within the Old Jeffersonville Historic District.



Proper consideration should be given to interstate signage and the potential effects on views from within the historic district.



Interstate Signage and Structure Examples

**5.1g Lighting (Stipulation III.E.10)**



Effective interstate signage is an essential tool for motorists to navigate through urban areas such as Jeffersonville.

The intent of this section is to explore recommendations for environmental and aesthetic factors related directly to the lighting of the I-65 corridor. Similar to the signage issues described previously, it is important to consider how interstate lighting may affect the Old Jeffersonville Historic District. Every effort should be made, once safety factors are satisfied, to eliminate lighting glare and spillover into the historic district adjacent to I-65. According to

**Stipulation III.E.10:**

“The BSMT shall design and construct roadway lighting in the viewshed of the historic district as set forth in **Stipulation II.D.**”

As such, **Stipulation II.D** provides additional guidance that states:

“Project roadway lighting within the viewshed of historic properties ... shall be designed and constructed to minimize the dispersion of light beyond the highway right-of-way and include state-of-the-art techniques and systems, such as Full Cutoff Optics (FCO’s) or other similar systems to the extent that are required to ensure safe roadway lighting designs...”

In general, as little light as possible should be used to meet technical and safety requirements. Shades, deflectors, or other means should be used to direct light onto the roadway, and incorporated into the design of the fixture to minimize light “spill-over” into the historic district. Reducing lighting glare is particularly important because the western edge of the Old Jeffersonville Historic District is residential in nature. Lighting design standards should adhere to accepted “dark sky practices.”



Interstate Lighting Example



An example of possible lighting and signage alternative for the Kennedy Interchange of the Bridges Project in Louisville. It is important to coordinate the design of lighting and signage features to create a unified “language” along the interstate.

As the previous examples illustrate, light poles along the I-65 corridor should be contemporary in design, but reference the historic features of downtown Jeffersonville. Materials should have a feeling of permanence and relate to common materials found throughout Old Jeffersonville. Such fixtures could be incorporated as part of other **Primary Gateway** features at the Court Avenue, 6th Street, and 10th Street interchanges accessing downtown Jeffersonville.

In areas where lighting glare and spillover are not a concern, light could be incorporated as a design feature highlighting gateway bridges and/or similar design elements along the corridor’s landscape. Such an artistic expression would contribute to the night-time experience as motorists travel along the reconstructed I-65 corridor, and reflect the unique character and identity of Old Jeffersonville. Such lighting design features could also be incorporated into a **Primary Gateway** experience described in **Section 5.2**, or take the form of a linear series of events that serve as a “prelude” to a gateway experience. The use of light as a safety and design element at pedestrian and cyclist passages through and underneath the interstate is also an important design consideration that is addressed in other Project stipulations.



Paul Tzanetopoulos, Artist

Example illustrating how the illuminated pylons can create a sense of identity and serve collectively as a unique gateway feature. The use of color adds to the visual appeal of the experience and allows the art installation to be easily transformed to reflect seasonal changes, holidays, or community events.

**5.1h Noise Mitigation (Stipulation III.E.11)**

In addition to reducing the visual impact of this new section of I-65 and associated ramp system on the urban fabric, mitigating traffic noise is of primary concern for both project designers and residents of downtown Jeffersonville. Similar to the importance of minimizing lighting glare or "spill-over", reducing traffic noise is also important because of the number of residences on the western edge of the Old Jeffersonville Historic District. It is important that this HPP address the potential design implications if future conditions warrant the incorporation of noise mitigation measures along the interstate corridor. As noted in First Amended MOA **Stipulation III.E.11**:

"The BSMT shall implement noise abatement measures where the Project noise is expected to affect the historic district as set forth in **Stipulation II.E.**"

According to **Stipulation II.E**:

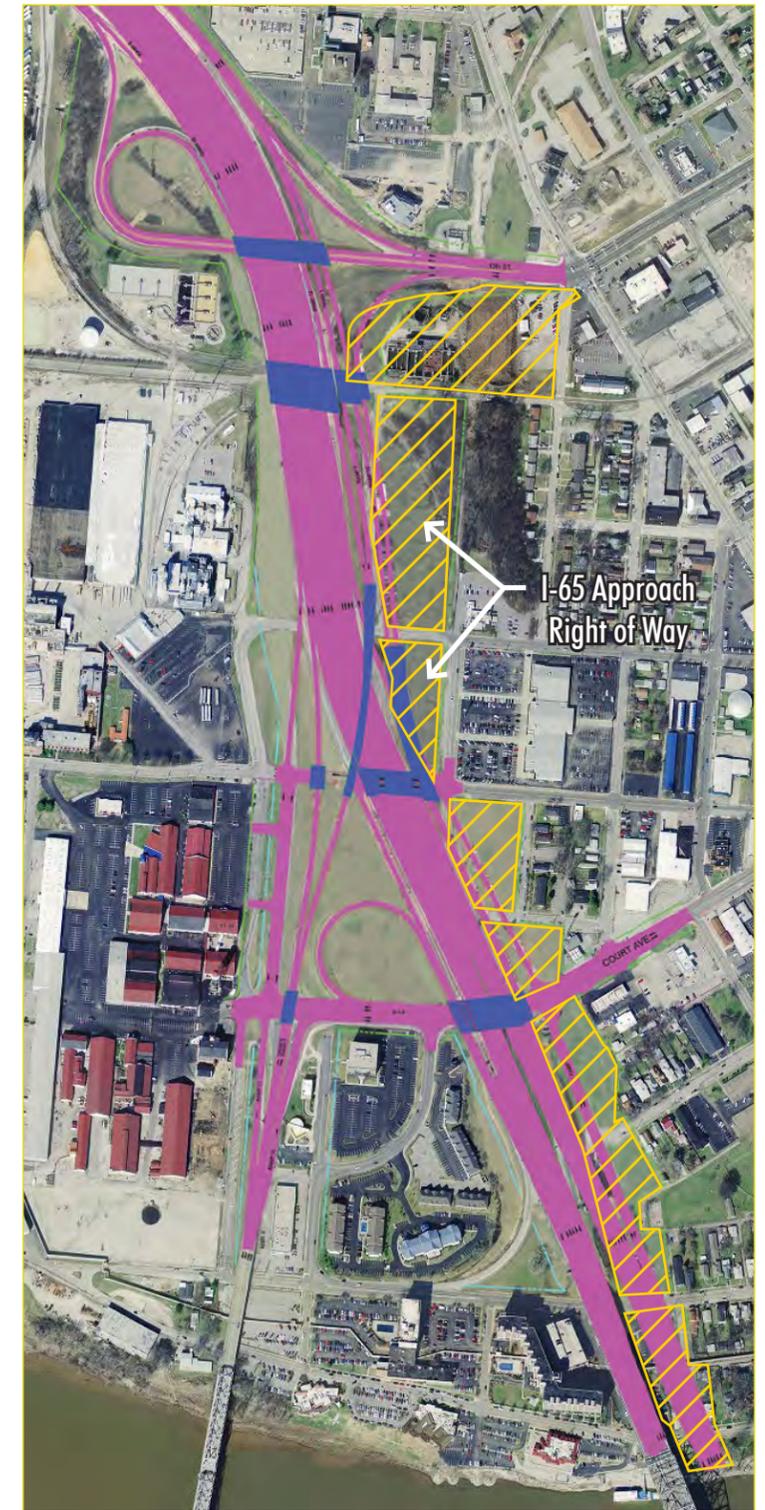
"The Project shall be designed to minimize adverse noise effects on historic properties in accordance with state and federal noise regulations, policies, and guidance, including special consideration of enhanced noise abatement measures for historic properties. Noise abatement measures shall be designed and implemented utilizing state-of-the-art methods and systems to minimize adverse noise effects on historic properties, such as innovative pavement designs, bridge decks and joints, berms, noise barriers, and landscaping."

Noise levels were measured within the HPP study area and results can be found in Chapter 5, page 5-150 of the Supplemental Final Environmental Impact Statement (SFEIS). Page 5-153 of the SFEIS states that Area 1 (which includes the western edge of the National Register Historic District) does not meet financial feasibility requirements for noise walls. Other noise mitigation measures may be applied in the future.

The potential treatment of the underside of the existing I-65 bridge deck should be given proper consideration in addition to the new bridge approach. As described previously in **Section 5.1b**, the exposed structural steel system presents a number of issues that could be addressed as part of the new (adjacent) bridge approach. Proper applications to the underside of the existing deck could reduce interstate traffic noise, minimize maintenance issues, and eliminate the negative effects of roosting birds. **Stipulation II.E** also notes the use of innovative pavement techniques for the new approach to reduce traffic noise that could also be applied to the existing approach to the Kennedy Bridge.

Numerous engineering, urban design, and historic context issues must be factored into the location and design of any noise mitigation measures. Natural berms and vegetation could be used to reduce the affects of traffic noise in or near the historic district.

As the adjacent illustration indicates, there may be adequate right-of-way along the eastern edge of the I-65 approach to incorporate noise mitigation measures that can result in a more pedestrian-scaled environment and fit within the context of the downtown urban fabric.



## Introduction

Gateway features can delineate and announce one's arrival into a city, neighborhood, unique public place, or even individual building or site. In this situation, the City of Jeffersonville represents a "gateway community" to the State of Indiana for those traveling I-65 across the Ohio River from Kentucky. As such, the three interchanges, or entries, to the city should reflect and continue the dramatic experience of motorists crossing the new bridge. Entrances into the downtown present opportunities to create unique gateways that reflect the character of the Old Jeffersonville neighborhood.

The following discussion provides design criteria for the three **Primary Gateways** at Court Avenue, 6th Street, and 10th Street that should be considered for common **Primary Gateway** features appropriate to the scale of the interstate, yet reflective of the interchange's immediate context, and the larger context of the Old Jeffersonville Historic District. According to the **Jeffersonville Downtown Action Agenda 2002**, 10th Street and Court Avenue are designated as prominent gateways into the downtown. With the reconfiguration of the Clark Memorial Bridge approach, the 6th Street corridor will also become an important downtown gateway. **Section 5.2** explores how these features could influence the design of the interstate overpasses at these locations. These **Primary Gateways** can also serve as potential opportunities to link the I-65 corridor with the existing urban fabric.

## 5.2 PRIMARY GATEWAYS

Gateways should be a memorable experience for motorists traveling along the interstate system in Jeffersonville. These gateway features not only shape a visitor's first impression of the city, but can also reflect the unique features and character of Jeffersonville. Primary gateways are defined as those features within or along the interstate corridor that "announce" one's arrival to Old Jeffersonville and the greater Jeffersonville community. Although the scale of these gateways relate to the scale and speed of traffic along the interstate, their design elements should also reflect the (smaller) scale and character where the structure engages the neighborhood fabric below.

The design of the I-65 interchanges should take into account gateway features that may require additional right-of-way. Such elements could include unique structural elements, landscape plantings or special (accent) lighting. Enhanced lighting or unique material color and textures could be incorporated at overpass locations to inform motorists traveling along I-65 that they are



Denton Corker Marshall Associates



Denton Corker Marshall Associates

Examples of Monumental Gateways



Examples of Monumental Gateways

Design elements at this interchange should be contemporary in nature to reflect current development trends in this part of downtown. However, any gateway feature(s) between I-65 and Spring Street should also include, or make reference to, the historic Train Depot at 10th and Spring Streets. One of the requirements in **Stipulation III.A** of the First Amended MOA calls for streetscape enhancements along the section of Spring Street in front of the Train Depot. Such improvements could be part of, or an extension of, gateway features at the interchange. This stipulation also calls for a preservation easement be placed on the Train Depot to ensure its historic integrity in perpetuity. As is discussed in **Section 7.1a of Chapter 7**, future infill development adjacent to the 10th and Spring intersection should be of a quality and standard that reflects the important role these corridors play in shaping one's experience of downtown Jeffersonville.

- coordinate gateway features with planned streetscape improvements along Spring Street north of Court Avenue
- inclusion of raised or curbed medians at least 15' wide at the primary gateway should be encouraged for the placement of gateway elements
- gateway to be more contemporary in design in comparison to the Court Avenue gateway



crossing into the downtown area. Where appropriate, pedestrian and bicycle accommodations at each of the interchanges should be incorporated to promote circulation under or through the interstate corridor. The following subsections (**5.2a - 5.2c**) explore specific Primary Gateway opportunities at the 10th Street and Court Avenue interchanges that provide physical, visual and design linkages to Old Jeffersonville.

### 5.2a 10th Street Gateway

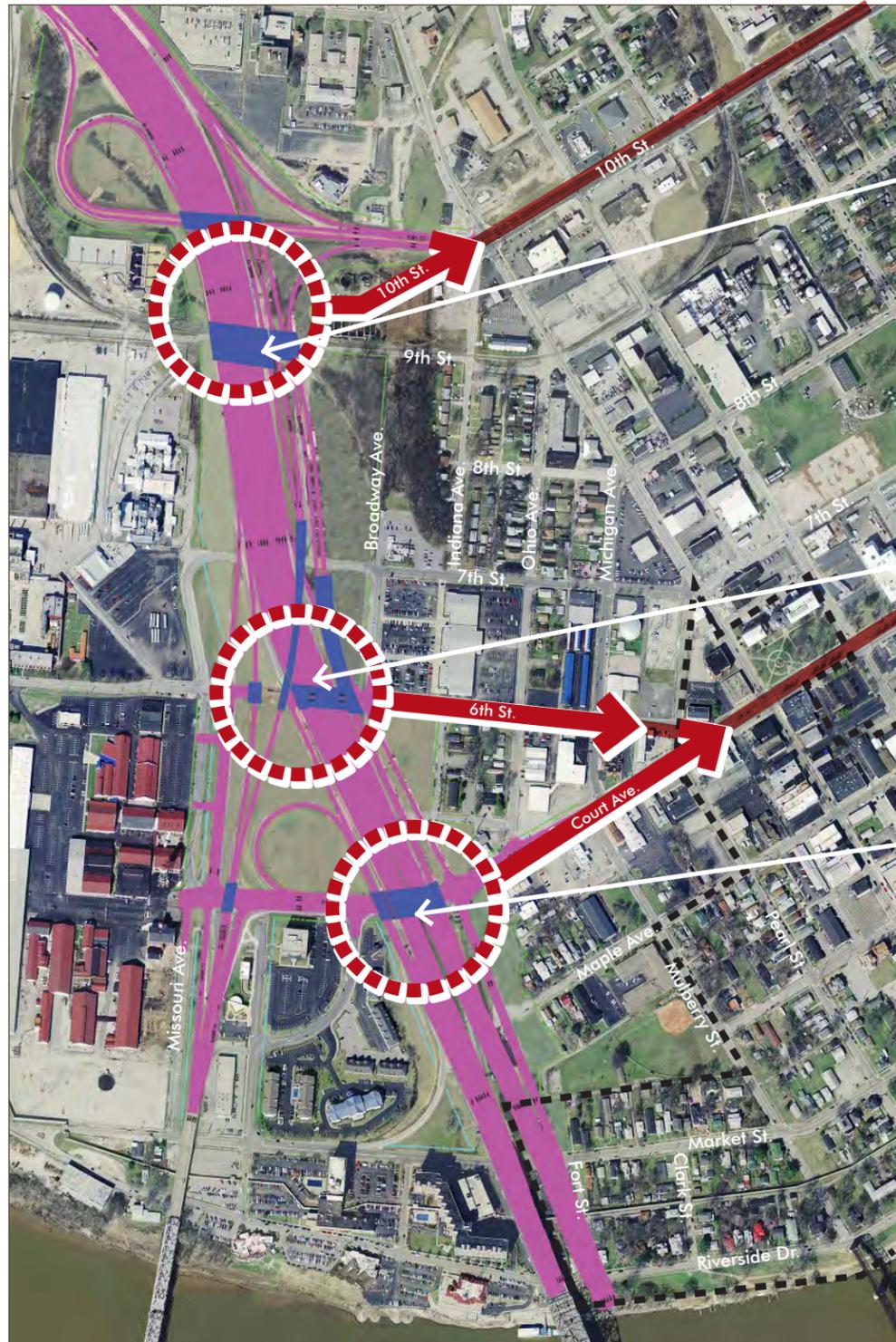
Streetscape and context sensitive design solutions along the I-65 corridor should also extend along the 10th Street ramp system as well.

### 5.2b Court Avenue Gateway

Similar to the 10th Street gateway, streetscape and context sensitive design solutions along the I-65 corridor should also extend along the ramp system to Court Avenue as well. Court Avenue represents an important corridor not only because it serves as a link between the interstate and Spring Street, but also because of the numerous government buildings lining its length east of Spring Street. Streetscape elements and redevelopment standards along its route should reflect such a high profile corridor.

- first entry point or experience of Jeffersonville when traveling from the south (Kentucky)
- gateway / streetscape experience between Spring Street and I-65 to draw motorists into the historic downtown area
- gateway to be more traditional in design to respond to the historic character of Old Jeffersonville
- Incorporate gateway enhancements to the either side of the bridge opening at the 10th Street underpass. These gateway enhancements should reflect the unique character of Jeffersonville with appropriate visual references.
- Include landscape enhancements along Court Avenue from US 31 east to the intersection with Spring Street. Landscape enhancements should include street trees; new decorate street lighting and possible median plantings. Median enhancements should include possible raised median planters with areas for annual plantings and other seasonal displays.
- Incorporate gateway enhancements to the either side of the bridge opening at the Court Avenue underpass. These gateway enhancements should reflect the unique historic character of Jeffersonville with appropriate visual references.
- Include context sensitive enhancements to the Court Avenue and underpasses and the associated columns, retaining walls and support structure reflecting the historic nature of the nearby historic district. These enhancements should reflect a pedestrian scale along the entire length of the underpass and the associated ramps.





Primary Corridors / Gateways Along the I-65 Corridor

**PRIMARY GATEWAYS**

**10th Street Gateway**

- Landscape enhancements along 10th Street from the interstate bridge to and including the Spring Street intersection. Landscape enhancements should include street trees, new decorative street lighting and possible median plantings.
- This gateway experience could encompass (re)development opportunities for the historic Train Depot as part of gateway enhancements at 10th and Spring Streets. Site renovation and streetscaping should reflect the historic context of the depot.

**6th Street Gateway**

- This represents a new gateway into the downtown and will carry a large amount of traffic along the reconfigured U.S. 31 / George Rogers Clark Memorial Bridge approach to and from Louisville.
- The scale and design of these features should reflect the scale of other interstate components, and the speed of traffic along I-65.

**Court Avenue Gateway**

- Provide streetscape improvements such as street trees, new decorative street lighting, sidewalks and curbs along Court Avenue as a continuance of the gateway experience from the interstate.

- Provide pedestrian and bicycle accommodations along the entire length of Court Avenue. Accommodations should include pedestrian activated signals and possible bike lanes or a shared wide outside lane for cyclists. Linkage to the bicycle pedestrian path adjacent to the new bridge should be provided.
- Provide wayfinding and gateway signage associated with the exit ramps at Court Avenue.

**5.2c 6th Street Gateway**

As opposed to the other two, this Primary Gateway represents a new entrance into the downtown from the west. 6th Street currently ends at I-65, but the realignment of the I-65 approach will include a new opening in which 6th Street will be extended under the interstate and intersect with Missouri Avenue. This reconfiguration will also allow traffic to enter or exit the George Rogers Clark Memorial Bridge, thus eliminating the current access point at Court Avenue. A large amount of traffic along this reconfigured George Rogers Clark Memorial Bridge approach to and from Louisville will also create a more direct connection to downtown Jeffersonville. Additional opportunities as a result of this change on Jeffersonville’s urban fabric are explored further in **Chapter 7**. The list below highlights some of the design features of this Primary Gateway at I-65.

- Seek a balance of design elements that reflect the monumental scale of the interstate corridor (and traffic along it), and the pedestrian scale of 6th Street passing under.
- Include context sensitive enhancements to the underpass including any associated columns, retaining walls and support structure reflecting the pedestrian scale along this local street
- Provide wayfinding and gateway signage at the George Rogers Clark Memorial Bridge access ramps to direct motorists to downtown Jeffersonville

**5.3 CLARK MEMORIAL BRIDGE APPROACH**

As the graphic below indicates, the realignment of U.S. 31 to the Clark Memorial Bridge is also a component of the Bridges Project. **Stipulation III.D.1** states the Project will make every effort to avoid impacts to the bridge, and ensure this realignment does not affect the historic integrity of the bridge, its Art Deco Pylons, and the adjacent Administration Building. Although not specifically a component of the Old Jeffersonville Historic Preservation Plan, the Clark Memorial Bridge is an important entry point to Clarksville, Jeffersonville and Southern Indiana, and every reasonable effort should be made to retain its historic and functional integrity. According to **Stipulation III.D.2**, if the bridge pylons or other elements of the Clark Memorial Bridge need to be modified in response to the realignment:

“...the BSMT, in consultation with FHWA and the HPATs, shall develop and implement a Treatment Plan which will include measures designed to minimize damage to the original contributing elements to the structure, including retaining

walls and Administration Building. The Treatment Plan shall include documentation on the original bridge pylons, retaining walls, and other features within the Project limits at a level to be agreed upon by the parties noted above, and shall include recommendations for historically appropriate lighting where it is necessary to replace the existing fixtures.”

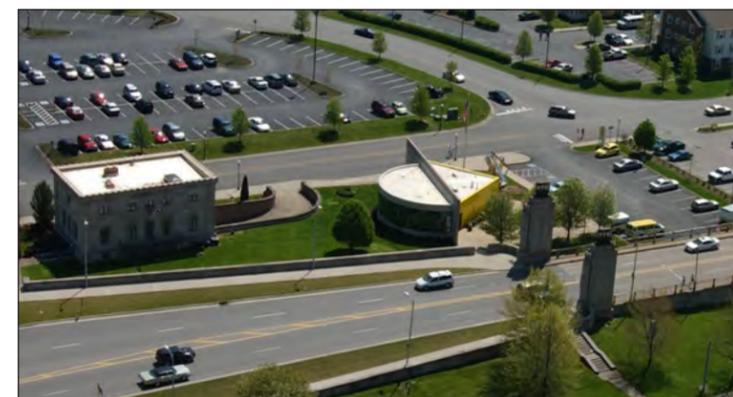
In the event the pylons are moved as a result of the Project, **Stipulation III.D.3** states:

“The BSMT shall make every reasonable effort to relocate the pylons in a way that will ensure protection of the National Register of Historic Places (NRHP) designation for the bridge.”

This realignment of the approach to the Clark Memorial Bridge will also affect existing circulation patterns on the local network of streets. The current intersection activities at Court Avenue and Missouri Avenue will remain. Subsequently, 6th Street which currently terminates on the eastern side of the I-65 right-of-way, will be extended under the realigned I-65 corridor to intersect with U.S. 31/Missouri Avenue. The direct and indirect impacts of this reconfiguration on the local network of streets is discussed further in **Chapter 7 - Section 7.1a**.



Clark Memorial Bridge and U.S. 31 Corridor



Clark Memorial Bridge Pylons and Administration Building

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C H A P T E R      S I X  
Old Jeffersonville First  
Amended MOA Stipulations

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**Introduction**

Whereas the previous chapter outlined recommendations relevant to design issues along the interstate corridor, this chapter explores Project stipulations within the Old Jeffersonville National Register Historic District. The following recommendations provide guidance regarding affected historic resources as well as streetscape enhancements within the area between Spring Street and the Bridges Project. This information is organized to address general, as well as specific First Amended MOA Stipulations that focus on maintaining the historic integrity of the Old Jeffersonville Historic District. The implementation of these recommendations will need to be evaluated as the design process moves forward for the Bridges Project to determine their feasibility and impacts. This decision-making process will include the collective input of IHPAT members to ensure historic and urban design considerations are taken into account.



Old Jeffersonville Historic District Stipulations

**6.1 HISTORIC DISTRICT CONSIDERATIONS**

**6.1a Timing of Construction Activities (Stipulation III.E.12)**

The Ohio River Bridges Project represents a large scale, multi-year construction project that will affect downtown Jeffersonville and Louisville. In recognition of this fact, the Project shall make every reasonable effort to minimize the effects of construction activities within Jeffersonville.

**Stipulation III.E.12** of the Project’s First Amended MOA states:

“Timing of construction activities shall be scheduled in accordance with **Stipulation II.M.**”

According to **Stipulation II.M:**

“Provisions shall be included in the Project contracts that limit construction activities and construction noise during specific periods of time such as holidays or special events. The contractor shall comply with all relevant local noise ordinances. Activities that create high levels of construction noise, such as pile driving and blasting, shall not be conducted between the hours of 6:00 a.m. and noon on Sundays without the prior approval of the BSMT. The BSMT shall develop these provisions, with input from the BSHCT and HPATs. If any modification to these provisions are made after the construction contract is awarded, the BSMT shall discuss the modifications with the BSHCT and the HPATs.”

**6.1b Blasting / Vibration Plan (Stipulation III.E.13)**

Just as general construction activities and noise may disrupt activities in the downtown, the Project’s construction can have physical impacts on buildings and structures adjacent to, or near the construction zone. Due to the scope, duration and type of construction to take place as part of the Bridges Project, it is important to protect historic resources during construction. **Stipulation III.E.13** states:

“Prior to construction activities, the BSMT shall ensure that construction contractors shall develop and implement blasting/vibration plans for properties abutting the Project to avoid damage to listed and eligible historic properties in accordance with **Stipulation II.L.**”

The BSMT is responsible for ensuring that blasting/vibration plans and bridge pier construction plans are “...developed by their contractor(s) prior to beginning any construction activities that would require blasting or result in vibration.” (**Stipulation II.L.1**) “These plans... shall include requirements for pre- and post-construction surveys conforming to industry standards, construction monitoring, and other measures to minimize harm to historic properties [within the Old Jeffersonville Historic District].” (**Stipulation II.L.2**)

If damage has occurred, the BSMT, or a designated representative, shall make the determination whether it is the result of Project activities. If so, the BSMT shall oversee and coordinate any necessary repairs by the contractor to historic properties resulting from blasting or vibration. Any repairs shall be coordinated in advance with the Indiana State Historic Preservation Office (INSHPO) to ensure they conform to the *Secretary of the Interior’s Standards.* (**Stipulation II.L.3 & 4**)

**6.1c Clark County Interim Report Update (Stipulation II.G.1)**

In order to mitigate the effects of the Bridges Project on historic resources within the Old Jeffersonville Historic District, one must understand and identify such resources. In an effort to maintain the accuracy of the historic resources in the county, the *Clark County Interim Report* was updated in 2010 per previous stipulations in accordance with the 2003 MOA for the project.

The purpose of updating the report is to reflect new information gathered as part of the Bridges Project, and specifically the Historic Preservation Plan process. The 2011 *Interim Report* brings to light any changes to the historic fabric as a result of the Bridges Project, as well as the results of demolition activity over the last twenty years. With regard to the status of contributing structures within Old Jeffersonville, the map on page 64 has been updated. The status of the five homes designated to be moved to make way for the new I-65 approach to the Ohio River bridges is unchanged and accurately depicted within this HPP.

**6.2 TREATMENT OF HISTORIC STRUCTURES**

**6.2a Treatment of Historic Train Depot (Stipulation III.A.2)**

Although not specifically a component of the Old Jeffersonville Historic Preservation Plan, the treatment of the historic Train Depot is part of overall mitigation efforts within the Bridges Project. In November 2005, INDOT purchased the depot as noted by **Stipulation III.A.2** which also contains additional stipulations including:

- use of the depot to house Project personnel during construction (**III.A.2a**),
- rehabilitation work that conformed to the Secretary of the Interior’s Guidelines (**III.A.2b**), and
- future placement of a preservation easement on the property and sale of the depot property to a preservation organization or other party acceptable to the BSHCT, or donated to a local government agency (**III.A.2c**).

At present, the Depot rehabilitation is complete, including sitework consisting of streetscape features and a parking lot to serve the facility.

**Stipulation III.A.1-5** addresses several mitigation measures for the structure as well as the immediate, surrounding streetscape. **Stipulation III.A.1** states that:

“The BSMT will include streetscape enhancements within the limits of the Project and through the Spring Street frontage of the Depot consistent with **Stipulation II.J**. These improvements may include curbing, ornamental street lighting and tree planting developed with input from the IHPAT and recommended for the Project by the Bi-State Historic Consultation Team (BSHCT).”



Historic Train Depot at 10th and Spring Streets

INDOT also developed documentation for and sought NRHP nomination for the Train Depot, called the Spring Street Freight House in the NRHP nomination, which was listed in the NRHP on March 7, 2007. (**Stipulation III.A.4**). In consultation with the IHPAT and the INSHPO, the BSMT will develop and place interpretative signage as set forth in **Stipulation II.K** explaining the historical significance of the Train Depot (**Stipulation III.A.5**).

The utilization of interpretive signage as a way of literally “telling the story” of the Train Depot can also be an integral component of any streetscaping strategy. Such signage could be used to explain the historical significance of an existing building or site, or a building no longer standing. The design, scale, and materials of such a sign should be appropriate to the scale and character of the corridor’s surrounding context.

Refer to **Chapter 7 - Section 7.1a** for additional information regarding redevelopment opportunities at this prominent intersection.



Utilize interpretive signage similar to that along the riverfront to illustrate/describe the historic relevance of the Train Depot



# 6 Old Jeffersonville First Amended MOA Stipulations - Historic Structures

RECOMMENDATIONS

## 6.2b Relocation of Specific Structures (Stipulations III.E.7 & 8)

The new I-65 bridge and approach will necessitate the demolition and/or relocation of several homes along the western edge of the national historic district. This section outlines some of the pertinent issues regarding five homes designated to be moved as part of mitigation efforts related to the Bridges Project. **Stipulation III.E.7** states:

“The BSMT, in consultation with the INSHPO and FHWA, will make a reasonable effort to relocate the five contributing structures that would otherwise be demolished by the Project... to available vacant lots within the historic district.”

“During the acquisition phase the BSMT, in consultation with the INSHPO, will make a reasonable effort to purchase vacant lots within the historic district from a willing seller at fair market value, then move and place the houses on new foundations in accordance with the approaches recommended in *Moving Historic Buildings* (John Obed Curtis, 1979, American Association for State and Local History), and by a professional who has the capability to move historic buildings properly.”

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It is important the context for such parcels is appropriate to the scale and style of each relocated residence, and the surrounding land uses are compatible to the residential use. Once the homes are moved, a preservation easement will be placed on the structures to ensure their historic integrity is maintained for as long as the buildings stand. As of May 2012, a “Historic Relocation - Strategic Plan” for the homes has been created. Further investigation to choose specific relocation sites is ongoing.

INDOT has also sought preliminary consultation with qualified building movers and historic preservation specialists to determine the feasibility of moving each of the homes, and potential routes to their new location. A critical component of determining such a route includes getting the structure(s) through or over the existing floodwall. Preliminary investigations indicate it could be physically possible to lift the homes over the floodwall. However, further detailed inspections of each of the homes are needed to determine if the structural integrity of the homes could withstand such a move. Other considerations for moving include:

- overhead utilities (clearances)
- street trees, street lights, or similar obstacles within the public right-of-way
- affordable sites on which to move the homes

There are several potential areas within the national historic district contextually-appropriate for these homes. These and additional areas for consideration are illustrated on the map on [Page 65](#).

The vacant corners at Market and Wall Streets could serve as an appropriate setting for the relocated homes. Detailed market or real estate research will be required to determine if contextually-appropriate sites are also economically viable options to move the homes.

### LEGEND

- National District
- Local District
- Non-contributing Structures
- Contributing Structures
- Structures to be Relocated



Contributing Historic Structures as noted by the 2011 Clark County Interim Report. These buildings represent significant architectural resources that can serve as appropriate, contextual settings for the designated homes scheduled for relocation.



1 Residence at 502 W. Market Street



2 Residence at 115 Fort Street



3 Residence at 116 Fort Street



4 Residence at 502 W. Riverside Drive



5 Residence at 432 W. Riverside Drive

Another relocation option is to utilize the vacant lot at the northwest corner of Pearl and Maple Streets (outside of National Register District). A benefit to this site is that it may be large enough to accommodate several homes within one location, thus potentially reducing some of the moving costs. Redevelopment of this site could also help spur additional development and strengthen the edge of the National Historic District boundary. However, one issue with this location is its location outside the National Historic District boundary. Every effort should be made to relocate the designated homes within the historic district. However, if this exploration fails to result in a feasible solution that complies with the First Amended MOA, the Project may exercise its option not to fund the relocation efforts. As such, the relocation of the homes may need to be coordinated and funded through private means.

In the event that the BSMT is unable to locate/obtain suitable parcels within the historic district for the relocation of any of the five affected structures, **Stipulation III.E.8** of the First Amended MOA states:

“...the BSMT, in consultation with the INSHPO shall prepare and implement a marketing plan to market the building(s) for relocation by others at a nominal fee.”  
 “The plan shall include information about the building(s), including photographs and information on the property’s significance, cost, and tax benefits of rehabilitation; [and] notification that the recipient will be required to rehabilitate the building(s) in accordance with Secretary of the Interior’s Standards...”

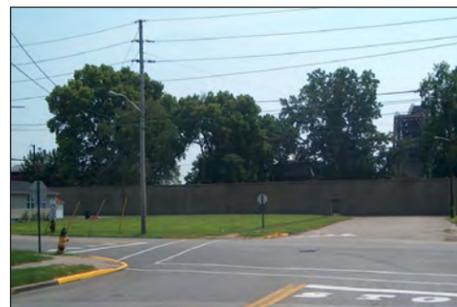
Should circumstances necessitate a marketing plan per the First Amended MOA, the Indiana State Historic Preservation Office shall work with the BSMT to develop and approve the marketing strategy, as well as review potential sale offers to ensure that the relocation and rehabilitation of the structure(s) is appropriate to the historic context of Old Jeffersonville. As a first step within that marketing plan, if suitable sites/cooperative property owners cannot be identified within the Old Jeffersonville neighborhood, temporary sites may be identified elsewhere in the community to store the structures until the marketing strategy can be fully implemented. If there are no suitable offers for one or more of the properties, the BSMT may donate it/them to a local government agency (**Stipulation III.E.9**).



Potential relocation of homes at Wall and Market Streets could strengthen the residential character of Market east of Spring Street



Although logistically more complicated and possibly more expensive, there are individual vacant lots scattered throughout the historic district that could accommodate the homes. Such infill would replace “missing teeth” along some residential streets.



Ideally, home sites should be located on the “land” or north side of the floodwall. Multiple, contiguous sites should be considered as they provide economies of scale and could potentially reduce moving costs. This particular location is also the site for the future Big Four Bridge pathway.



**LEGEND**

- National Register District
- Relocated Structures
- Potential Relocation Areas

## 6.3 STREETScape ENHANCEMENTS

The remainder of this section explores opportunities to enhance the local network of streets, sidewalks and other components that generally create a successful and safe public realm for motorists and pedestrians alike. Proposed recommendations identify key historic elements or themes, and make historically sensitive recommendations that inform, assist in design, and strengthen the context of the Old Jeffersonville Historic District and greater downtown area.

The City of Jeffersonville should continue to enhance the local network of streets through appropriate streetscaping and design elements that reflect all modes of transportation along local streets. This urban design concept, referred to as **Complete Streets**, centers on building local streets and urban settings for all users including pedestrians, bicyclists, and transit riders in addition to motorists. The intent of this section is to explore recommendations that encourage pedestrian, bicycle and transit users to travel safely throughout the historic district. The design of such multi-functional corridors strengthens and expands the traditional patterns of multi-modal transportation in Old Jeffersonville. The items listed below outline **Complete Streets** components relevant to the stipulations of the Project's First Amended MOA. **Stipulations II.J and III.E.3** of the Project's First Amended MOA call for the design and construction of streetscape improvements along the western portion of the historic district. According to **Stipulation III.E.3:**

- "The BSMT will design and construct streetscape improvements along city streets within the historic district between Spring Street and the Project, as set forth in **Stipulation II.J**, taking into consideration the type of improvements on Market Street and Spring Street by the City of Jeffersonville."

Some of the streetscape components referred to in **Stipulation II.J** include landscaping, tree plantings, ornamental street lighting, fencing, curbing, pavements, sidewalks, traffic calming, or other similar work. Such



Streetscape features along Spring and Market Streets. The use of brick accents along sidewalks and crosswalks, streetlights, trees, rain gardens, and other street furniture combine to create a unified look for these historic streets.

enhancements shall be done in consultation with the Indiana SHPO, and constructed within public rights-of-way unless otherwise provided for in the First Amended MOA or approved by the BSMT.

Although streetscape enhancements may occur throughout this western section of the historic district, it is important to determine if certain corridors are more prominent than others. Developing a hierarchy of streets within the historic district for enhancements can reveal to pedestrians and motorists the important role or symbolism certain corridors have in the historic development of downtown Jeffersonville. Riverside Drive, as well as Market and Mulberry Streets, represent the most prominent streets. Listed below are a variety of streetscape treatment opportunities within the public realm of these corridors in addition to other urban design issues for consideration.

- Provide linkages to the Ohio River Greenway path along Riverside Drive; especially opportunities to incorporate the proposed pedestrian and bicycle path across the Big Four Bridge.
- Enhance landscape treatments along the municipal parking lot edges fronting Market and Riverside (under existing and new bridges). In addition to typical landscape treatments, consider incorporating "hard edges" such as short, brick walls that screen vehicles from the view of pedestrians or motorists.
- Provide a gateway feature or pedestrian enhancements at the intersection of Pearl Street and Court Avenue, including new crosswalks, that defines the entry to the historic district.

- Provide streetscape improvements to Pearl Street including street trees, street lighting and new walks and curbs.
- Develop a strategy to bury utilities along prominent corridors.
- Consider design elements/features along the Mulberry Street corridor that reflect the historic, elevated railroad that once connected to the Big Four Bridge over the Ohio River.
- As the city moves ahead with creating a bike route through downtown, incorporate bike facilities along designated routes.
- Focus on the need for appropriate street lighting to improve pedestrian safety
- Develop a series of traffic calming measures to slow vehicular traffic and improve pedestrian safety.
- Incorporate appropriate streetscape strategies along Mulberry Street to strengthen the western edge of the Old Jeffersonville Historic District. Such efforts could also link the district to adjacent Colston Park

The illustration below encompasses many of the urban design elements regarding pedestrian amenities and safety improvements along a typical street corridor. Although this details potential conditions along Market Street (which, with the exception of the gateway feature, trail, and crosswalks have largely been constructed), many of these components are relevant to other streets throughout the historic district.

The remainder of this chapter details additional urban design components for consideration as part of streetscape improvements within the Old



Incorporate traffic-calming measures along Market Street to enhance the public streetscape and pedestrian safety. The motorists' western approach along both Market and Riverside should reveal one's entrance into the historic district upon passing under the I-65 overpasses.

Conceptual Plan of Proposed Market Street Streetscaping. Much has been constructed with the exception of the western gateway element, pedestrian pathway, and special crosswalk treatments.

Jeffersonville Historic District. The importance or appropriateness of each of these items may vary depending on existing conditions. The purpose in listing each of these is simply to raise the awareness of the latent opportunities that exist throughout the historic district. Also included are precedent images to illustrate some of these concepts and provide visual (“real world”) examples of how they are incorporated to create successful public places for motorists and pedestrians alike.

**6.3a Streets and Sidewalks**

Similar to the recommendations related to land use issues described earlier in this chapter, Project designers should seek the input and guidance of the IHPAT in determining the design, scope and feasibility of implementing the following streetscape recommendations. Although it is understood the BSMT, the decision-making body of the Project, may decide not to adopt/approve such items, these proposals represent an integral part of the long term viability and historic integrity of the Old Jeffersonville Historic District. Similar to this general streetscape stipulation, **Stipulation III.E.4** addresses streetscape issues along Market and Riverside Streets. It states:

“The BSMT shall design and construct pedestrian-friendly facilities within Indiana right-of-way under the new bridge and existing John F. Kennedy Bridge. These facilities shall include amenities such as public art, lighting, and other treatments as set forth in **Stipulation II.J** and will be in keeping with the context... for the Old Jeffersonville Historic District.”

Improvements to neighborhood streets should anticipate future demand for alternative transportation facilities and not preclude the provision of future



Traffic calming example at intersection



Changes in material to delineate edges or differentiate spaces



Landscaped median as gateway and traffic calming



Landscaped screening of parking areas



improvements such as:

- street crossings (including grade separations or changes in material)
- separated, shared-use paths (where appropriate)
- on-street bike lanes
- on-street parking
- accommodations for ADA accessibility at streets or sidewalks
- public transportation facilities/shelters

**6.3b Landscape Features**

Landscaping should be integral to any streetscape improvement project. This could include street trees, hedges to screen unwanted views, or planting beds. Such treatments can provide the functional benefits of shade, screening and buffering, along with the aesthetic benefits of texture and seasonal color in the urban setting. An additional intent is to utilize the natural systems of plants and soil mediums to provide sustainable solutions to increased water quality of surface runoff from paved surfaces. Additional items/issues for consideration include:

- policies to discourage monoculture planting
- buffer areas to allow filtered views - typically containing a mix of trees and shrubs, including both evergreen and deciduous shrubs
- street trees where ample room exists to place trees within a planting zone immediately behind the curb without conflicts with overhead lines
- utilization of plant species native to Indiana to the greatest extent possible to reduce long-term maintenance costs

**6.3c Public Art**

The most abundant public spaces within Jeffersonville are its street rights-of-way. The neighborhood should strive to incorporate art into everyday streetscape features to reflect the collective identity of Old Jeffersonville. Artwork unique to Old Jeffersonville can reveal to visitors and residents alike the historic, cultural and natural features of the community. Celebrate elements of the infrastructure, landscaping, and natural systems as expressive public art, rather than engineering solutions hidden from public view.

When done well, public art can energize an otherwise lifeless space. It is important to search out and recognize opportunities to transform “leftover” spaces scattered throughout Old Jeffersonville into positive, public gathering places. Such public spaces should incorporate a variety of features that appeal to the diverse population that makes up the downtown and the district. The local artistic community should be called upon to create elements that benefit and enliven the neighborhood as a whole.



Art incorporated into signage



Art incorporated into public facilities



Public art as a means to enliven common urban spaces or elements



# 6 Old Jeffersonville First Amended MOA Stipulations - Streetscape Enhancements

RECOMMENDATIONS

## 6.3d Stormwater

Similar to stormwater considerations for the interstate corridor, this section explores the use of “low impact development” strategies for the natural treatment of stormwater. The conveyance or removal of water from neighborhood streets should not only be an engineering effort, but an artistic expression as well, that reveals the hydrological cycle. In addition to these benefits, the natural treatment of runoff diverts stormwater from the existing (structural) system, thus lessening the demands on Jeffersonville’s combined sewer system.

Incorporate the treatment of stormwater runoff as part of streetscape enhancements. As the photo below indicates, the natural filtration of water runoff can be integrated into traffic calming measures, and add aesthetic and functional value to a multi-functional streetscape treatment. Other opportunities could include (curbless) medians, landscaped screening at parking edges, or landscape strips between the sidewalk and street.

A recently constructed example of this type of system can be seen within the streetscape improvements on Market Street between the Kennedy Bridge and Mulberry Street.



Bioswales and plantings to treat runoff



Artistic treatment of runoff

## 6.3e Additional Street Furniture

This final section explores additional streetscape components and provides an overview of the elements that can affect their success. The style and placement of street furnishings has a significant impact on the function and visual quality of a the public realm. Well-conceived arrangements of high quality furnishing throughout Old Jeffersonville can convey the fact that the city values public settings that reflect the historic nature of the area. The thoughtful consideration of the location and style of street furniture and other amenities that typically occur within sidewalk settings can be a significant factor in strengthening the historic character of Old Jeffersonville. Below is a listing of some of the amenities that can be incorporated to enhance the public setting between Spring Street and the Project. This section details additional street furniture that may be appropriate to the residential character of this area of Old Jeffersonville. Such items could include:

- benches, chairs, or other seating
- trash receptacles
- newspaper stands
- public artwork
- TARC transit stop accommodations appropriate in scale and material to historic resources in Old Jeffersonville
- bike racks or other facilities to secure bikes
- directional and interpretive signage



TARC transit shelter at Warder Park



Contemporary shelter example



Appropriate street furniture as opportunities to “linger”

Light poles should be contemporary in design but reference the unique features of Old Jeffersonville through material choice. Materials should have a feeling of permanence and have a relationship to materials found within downtown. Lighting should also be considered a design element itself, accenting overpasses or other architectural features or as an artistic expression highlighting the character and identity of a place within the neighborhood.

It is also important to consider the incorporation of directional signage as a design element and a safety issue for pedestrians. Such a way-finding system could borrow design elements from similar streetscape components that reference, or are appropriate to, the character of Old Jeffersonville.



Contextual Brick Wall at Spring Street



Conceptual Sketch of Parking Lot Screening



Water features as part of an active public place

**6.4 LOCAL GATEWAYS**

*Local Gateways* are an important part of the urban experience for both visitors and residents alike traveling in or through the Old Jeffersonville historic district. Local gateway features can be located within neighborhood street rights-of-way, incorporated as part of other streetscape elements, or possibly within the interstate right-of-way at key bridge overpasses. The purpose of these gateways is delineate or highlight one’s “arrival” to a historic district, or unique corridor that provides a sense of place within downtown Jeffersonville. The incorporation of public art into such features can reveal to visitors and residents alike the historical, cultural and natural features of the Jeffersonville community.

The following subsections (6.4a through 6.4d) explore *Local Gateway* opportunities within downtown Jeffersonville’s urban fabric. Unlike the *Primary Gateways* described in Section 5.2, some of these gateways are located outside the Old Jeffersonville Historic District, and possibly beyond the (funding) scope of the Bridges Project. However, it is important to consider these local features in some instances to ensure a coordinated design approach between the I-65 corridor components, and the local historic fabric and/or streetscape elements. For the gateway locations within the Project’s scope, they should be coordinated with related streetscape enhancements identified in Stipulation III.E.3. *Local Gateway* features can serve as design “anchors” or precedents for future streetscape improvements throughout the Old Jeffersonville Historic District. General guidelines for

this scale of gateway elements include:

- Features should be designed to be placed within existing rights-of-way when possible.
- Area(s) should be reserved for the placement of small identification signs, banners, and plantings.
- Where street widths and traffic patterns allow for it, incorporate raised landscaped medians, or planters with areas for annual plantings and other seasonal displays.
- Consider pedestrian and cyclist requirements or amenities
- Gateway materials could reflect, but not necessarily mimic, those commonly found throughout the historic district and specifically along Spring Street

The following section explores design recommendations at six locations in or near the downtown. Each of these areas presents unique design opportunities that respond the context and objectives specific to the local corridor. The six locations examined include:

- Market Street and Riverside Drive
- Court Avenue Corridor (at Pearl and Graham Streets)
- Big Four Bridge
- 10th and Spring Streets



Examples of Local Gateway features



A Local Gateway example adjacent to an interstate overpass. This intersection incorporates a number of streetscape features including landscaping, artwork by a local artist, and special paving treatments.

**6.4a 10th and Spring Street Gateway**

Spring Street represents the heart of Downtown Jeffersonville. Redevelopment and streetscape improvements between Court and Riverside Avenues over the years have resulted in a successful and vibrant downtown setting. However, Spring Street between Court Avenue and Tenth Street has not witnessed the same level of investment and success. Although not part of the Old Jeffersonville Historic District, it is important to note that streetscape improvements are planned along this section of Spring Street to link Court Avenue with Tenth Street, thus strengthening the greater downtown area. The City of Jeffersonville plans to incorporate streetscape improvements at this gateway that will reflect existing streetscaping along Spring Street south of Court Avenue.

Streetscape enhancements along Tenth Street should also be coordinated with enhancements to the historic Train Depot. As described previously in Section 6.2a, Stipulation III.A.1-5 addresses several mitigation measures for the structure as well as the immediate, surrounding streetscape.

Stipulation III.A.1 states that:

“The BSMT will include streetscape enhancements within the limits of the Project and through the Spring Street frontage of the Depot consistent with Stipulation II.J. These improvements may include curbing, ornamental street lighting and tree planting developed with input from the IHPAT and recommended for the Project by the Bi-State Historic Consultation Team (BSHCT).”



Streetscape enhancements at 10th and Spring Streets should integrate proposed improvements along Spring Street with Primary Gateway features at the I-65 interchange.



A Variety of Streetscape Treatments as Local Gateways

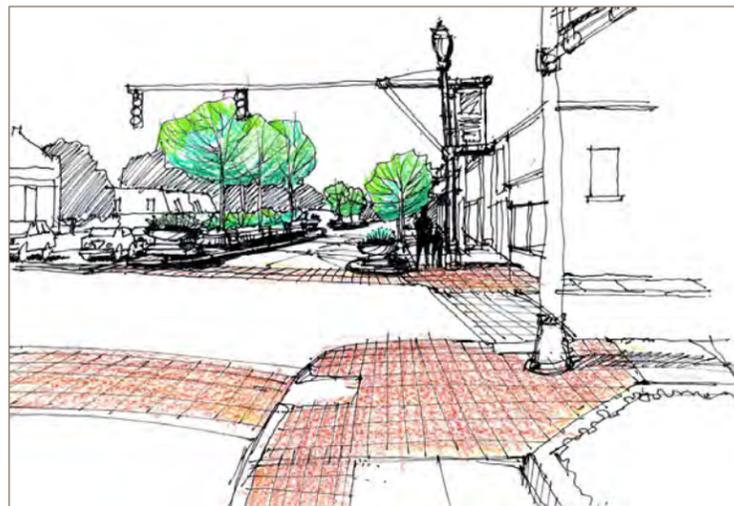
### 6.4b Court Avenue Gateways

Currently, the intersection at Court Avenue and Graham Street is a rather non-descript intersection on the far-eastern edge of the historic district. There is no streetscaping, signage, or similar types of urban design elements that reveal to motorists or pedestrians one's entrance into the Old Jeffersonville Historic District. Simple, pedestrian-scaled landscaped treatments at this intersection could address safety and aesthetic issues, as well as inform residents of the significance of the historic district. Landscape enhancements could include street trees, decorative street lighting similar to that along Spring Street, and possible median plantings.

Gateway elements at the intersection of Court Avenue and Spring Street should highlight the importance of the intersection of these two prominent streets in the downtown. Design elements for this area could include:

- design features traditional in design and materials that reflect the historic context of Spring Street and Warde Park
- a new TARC bus shelter at Warde Park designed to reflect the historic nature of the park
- extension of the landscaped median along Court Avenue
- public artwork that complements the series of sculptured bronze reliefs installed in Warde Park

Additional streetscaping along Court Avenue could build on the **Local Gateway** features at Court and Graham Streets to help unify the corridor and tie this residential area to the downtown. Pedestrian and bicycle accommodations along the entire length of Court Avenue could also be incorporated as unifying elements and traffic-calming measures. The relatively wide avenue could allow for parking "bump-outs" at intersections as well as planted medians similar to the existing medians along portions of Court Avenue near Spring Street. Such features can reduce the physical, as well as perceptual distance across traffic and parking lanes.



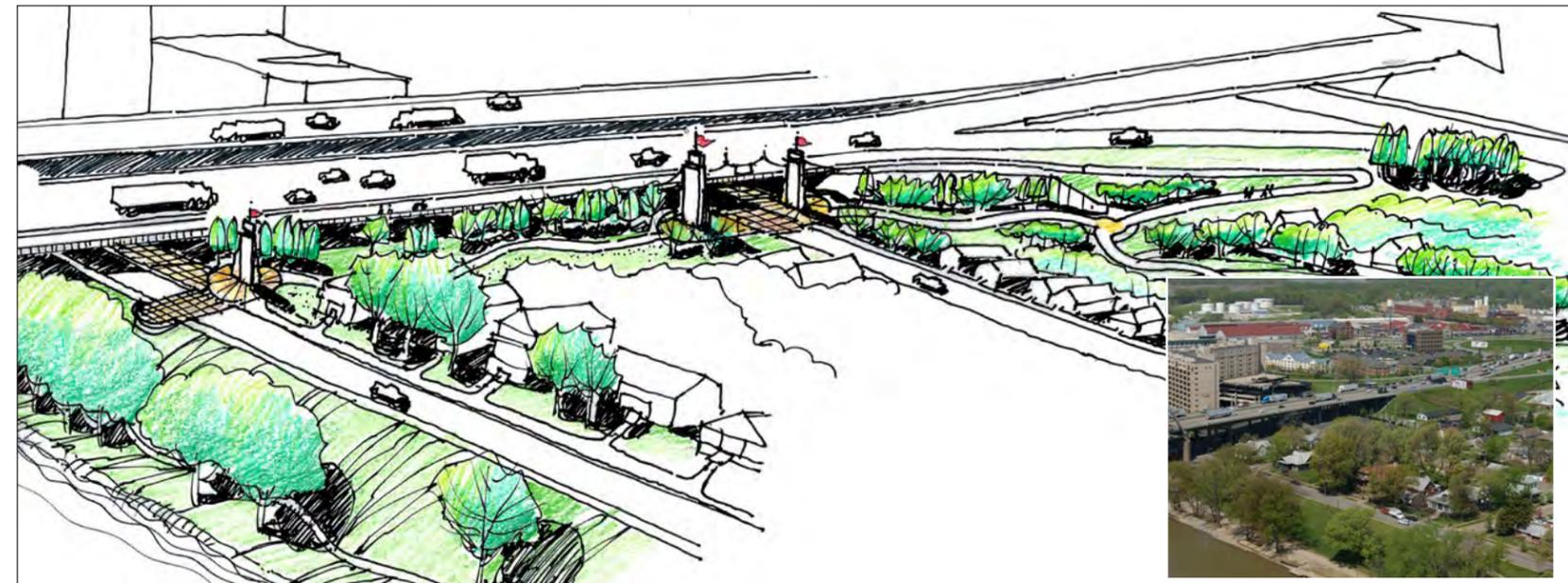
Conceptual gateway sketch at Court and Pearl Streets delineating the Old Jeffersonville Historic District boundary. The use of special paving materials at crosswalks, decorative street lights, or other similar streetscape elements highlight this important point along Court Avenue.

### 6.4c Market and Riverside Gateways

As the sketch below illustrates, the Market and Riverside corridors passing under the interstate provide excellent opportunities to establish local gateways into Old Jeffersonville. As noted previously, this section of the interstate bridge and deck will be placed on structure, which will reduce the "footprint" of the corridor, thus minimizing impacts on the historic fabric. It is also anticipated that a retaining wall/fill system will be incorporated to support the interstate just north of Market Street. From that point, the interstate is designed to be placed over fill/spill slopes as it transitions to associated ramps and extends north to the original I-65 alignment.

Design elements of these gateways could reference the Art Deco pylons standing at the base of the Clark Memorial Bridge. The incorporation of a decorative pedestrian crosswalk system and/or small public plazas, could also "announce" one's entrance into Jeffersonville's historic downtown. The extension of the multi-use path either as part of the interstate system, or incorporated into the Big Four Bridge, could serve as a buffer between the interstate corridor and the neighborhood. Such a trail system could also link with nearby Colston Park, integrating the park within the community and creating a more successful public space.

As noted previously, the Ohio River Greenway represents an important part of Jeffersonville's downtown, and linkage to surrounding communities. The design and location of bridge piers and other structural elements of the new I-65 bridge will have a significant impact on the Riverside Drive and Market Street corridors. If a pier is required along the greenway, it should be integrated into a comprehensive landscaping or streetscaping plan encompassing the greenspace between Riverside and the Ohio River.



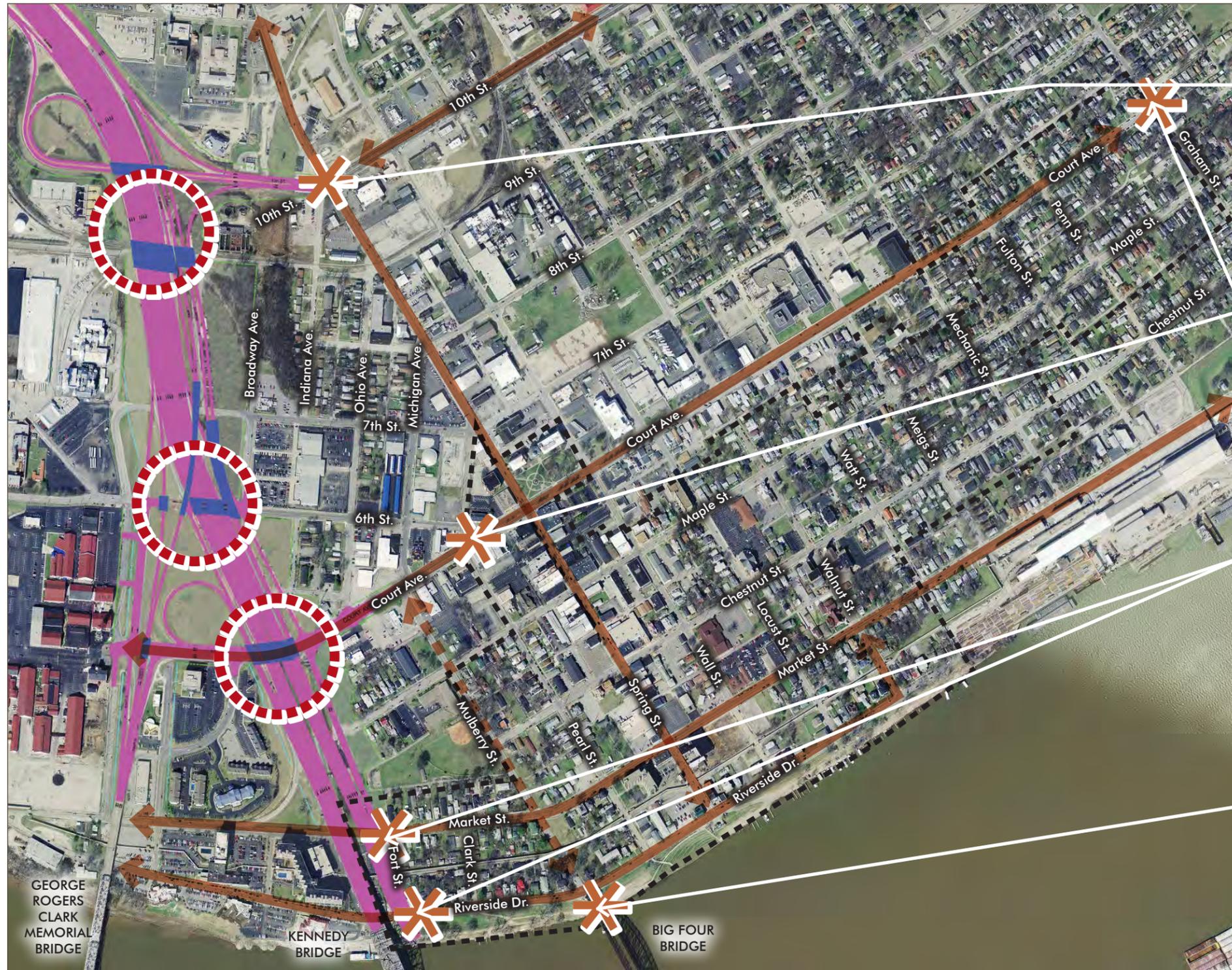
The interstate overpasses at Market Street and Riverside Drive provide an opportunity to integrate streetscape components and/or local gateway features with *Context Sensitive Design* elements along the I-65 approach.



Riverside Drive at the Kennedy Bridge



Computer Rendering of Proposed Bridge



Local Gateways and Identity Corridors

**LOCAL GATEWAYS**

**10th and Spring Street Gateway**

- This gateway should highlight or allude to the importance of Spring Street as the major commercial corridor in the downtown.
- Local Gateway elements should also be integrated with proposed Primary Gateway features at the I-65 interchange.
- Coordinate gateway and streetscape features within the public realm with potential redevelopment opportunities at 10th and Spring. Refer to Chapter 7-Section 7.1a regarding redevelopment scenarios for this prominent intersection.

**Court Avenue Gateway Corridor**

- Design elements along this prominent downtown street should build on and extend the existing streetscape features located between Pearl and Locust Streets.
- Local Gateway elements should also be integrated with proposed Primary Gateway features at the I-65 interchange.
- Unique design features at Graham and Pearl Streets should serve as “book-ends” delineating one’s arrival to the historic district.
- Provide wayfinding and interpretive signage to direct and inform residents and tourists alike.

**Market Street & Riverside Avenue Gateways**

- Provide pedestrian amenities such as lighting, landscaping, or similar design features within the interstate right-of-way and at the overpasses (per Stipulation III.E.4).
- Integrate Local Gateway elements with *Context Sensitive Design* features along the I-65 corridor.
- Link the Ohio River Greenway path along Riverside Drive and the pedestrian and bicycle path across the Big Four Bridge.
- Incorporate traffic-calming measures along Market Street to enhance pedestrian safety and encourage greater pedestrian activity

**Big Four Pedestrian and Bike Gateway**

- Redevelopment of this bridge as a alternative transportation corridor linking to Louisville will draw more people to the riverfront.
- Mulberry Street’s alignment with the bridge creates visual interest along the corridor and presents streetscape design opportunities that could reflect this important railway corridor.
- Trailhead/landing under consideration at the vacant parcel(s) at Mulberry and Market Streets.

### 6.4d Big Four Pedestrian and Bike Gateway

The planned restoration of the Big Four Bridge into a pedestrian and bikeway corridor will essentially create another local gateway to downtown and the Old Jeffersonville historic district. Currently, the preferred option is for the ramp to cross over the floodwall and land/terminate on the parcel(s) at Chestnut and Mulberry Streets. This trail landing could tie into the proposed Wheels and Heels Trail route. The City of Jeffersonville has developed a new walkway design and is currently constructing the walkway.

Louisville's Waterfront Park will connect to Old Jeffersonville's waterfront enhancements, including the Overlook and Terrace Lawn, via the Ohio River Greenway utilizing the Big Four Bridge as a connector. The Big Four Bridge rehabilitation and the approaches on the Indiana side are under construction by the City of Jeffersonville and projected for completion in 2013.

The Ohio River Greenway connects a seven-mile stretch of riverfront property connecting Jeffersonville, Clarksville, and New Albany. The Greenway is a \$41.7 million, multi-jurisdictional project made possible through the cooperation and dedication of all three riverfront communities. Commencing in Jeffersonville, the greenway includes both a walking and biking trail, and riverwalk pathway. It starts just downstream of JeffBoat, and continues along the riverbank south(west) past Spring Street, the Terrace Lawn, riverfront restaurants, and extends into Clarksville, past the Clark Homestead. From Clarksville the greenway continues into New Albany and, as currently planned, terminates at New Albany's existing river amphitheater.

Completed in 2001, the Terrace Lawn in Jeffersonville serves as an active recreational component for the Ohio River Greenway in Jeffersonville. Other components of the Greenway in Jeffersonville include improved boat dock areas, additional riverfront parking and the construction and renovation of the Big Four Bridge.



Recent completion of the Ohio River Greenway along the Jeffersonville riverfront.



Big Four Bridge as a pedestrian and bicycle gateway to Jeffersonville could transform the Mulberry Street viewshed into a prominent local corridor



Big Four Pedestrian and Bicycle Pathway - Planned Alignment



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C H A P T E R      S E V E N  
Downtown Recommendations

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## Introduction

Whereas **Chapters 5 and 6** provided recommendations for specific First Amended MOA stipulations that will be part of the overall Bridges Project, the recommendations in this chapter explore a variety of methods in which to strengthen the long term integrity and vitality of the Old Jeffersonville Historic District. This final chapter takes an expanded, yet strategic, look at opportunities within the historic district, and the larger urban fabric of downtown Jeffersonville. It is understood the BSMT, the decision-making body of the Project, is not required to implement any of the following recommendations and may decide not to adopt/approve such items. Furthermore, the approval of this HPP does not bind the BSMT or Project designers to the recommendations in this chapter. Because many of these opportunities go beyond the scope (and funding) of the Bridges Project, the City of Jeffersonville must partner with pertinent stakeholders in the downtown to pursue alternate funding sources in order to implement the following measures.

It is important to discuss some of the (indirect) influences outside the boundaries of the Old Jeffersonville Historic District since they may affect future traffic and/or redevelopment patterns within the historic district. Such a perspective explores long term opportunities regarding direct and indirect changes brought on by this section of the Bridges Project, and how Old Jeffersonville could be transformed and ultimately strengthened in response to these changes. The recommendations also relate to **Stipulation III.E.2** of the Project's First Amended MOA which addresses the HPP's potential role for:

"...potential use as a component of the City's Comprehensive Plan and to inform the community and local government of the additional historic preservation threats and opportunities."

## 7.1 DOWNTOWN OPPORTUNITIES

It is important that Jeffersonville's historic districts, and downtown in general, are able to evolve appropriately over time to remain relevant and viable parts of the larger community. In essence, new development should respond to the needs of today's economic conditions, while respecting the historic and cultural features of Jeffersonville's past. The two opportunities explored in this section include the "Interstate Edge Area" and the "Historic District Transitional Area". The two areas - one outside the historic district and the other inside - contain inherent potentials to promote and strengthen the Old Jeffersonville Historic District.

### 7.1a Interstate Edge Area

This area currently represents an important part of downtown Jeffersonville and will only be enhanced with the completion of the reconfigured I-65 approach. For the purposes of this discussion, this area extends between Tenth Street and immediately south of Colston Park east of the interstate corridor. As discussed previously in this HPP, the reconfiguration of the Clark Memorial Bridge approach will shift traffic patterns from Court Avenue, north to 6th Street. Such a change may result in unintended consequences on traffic



Project Stipulations and Downtown Opportunities

flow east of the interstate, and presents potential opportunities along the 6th Street corridor as well. The northern extent of the *Interstate Edge Area* centers on the *Primary Gateway* and other potential opportunities around the 10th and Spring Street intersection. Another important element includes the Spring Street corridor which represents the spine of the local historic district between Riverside Drive and Court Avenue, and extends north to 10th Street.



Like Court Avenue, 6th Street could also become a major entry point for motorists using the George Rogers Clark Memorial Bridge connecting Jeffersonville to downtown Louisville. As the graphic on this page illustrates, both corridors converge on the local and national historic districts. Future development along these high-profile streets should reflect their collective roles as "front doors" to Jeffersonville. Currently, development along these streets is more suburban in nature, and the motorists' view is dominated by surface parking. Listed below are urban design and streetscape opportunities within this section of the *Interstate Edge Area*.

Consider potential streetscape and redevelopment opportunities along Court Avenue (top photo) and 6th Street (lower photo) to reflect these corridors as "front doors" to downtown Jeffersonville and the historic districts.

- Incorporate appropriate gateway features on either side of the bridge openings at the 6th and 7th Street underpasses.
- Include pedestrian accommodations and lighting along 6th and 7th Streets under the interstate corridor
- Promote land use strategies and/or redevelopment guidelines along Court Avenue and 6th Street that encourage an urban fabric in keeping with the downtown character.
- Extend streetscape enhancements along Kentucky Avenue (between 6th and 7th Streets) to highlight or delineate the historic district boundaries.
- Encourage redevelopment along 7th Street that responds to the residential character of the area north of 7th Street.
- Investigate potential traffic conflicts at the convergence of Court and Kentucky Avenues, and 6th Street.
- Extend streetscaping along Spring Street north of 7th Street that responds to, but does not mimic, streetscape elements within the historic district.
- Extend the existing landscaped median along Court Avenue between Spring Street and the interchange at I-65.
- Consider gateway opportunities for the Flatiron Building at Kentucky Court Avenues.



Incorporate streetscape enhancements at Pearl Street and Court Avenue to delineate the national and local historic districts.



Consider extending a landscaped median west of Pearl Street utilizing features along the existing median along Court Avenue.



The reconfiguration of the 2nd Street / Clark Memorial Bridge approach will alter traffic patterns into and through the downtown. Increased traffic on 6th Street will change the character of the street and potentially generate redevelopment opportunities along this corridor and along Court Avenue.

# 7 Downtown Recommendations - Urban Design Issues

RECOMMENDATIONS

Although just as significant as the area around 6th Street and Court Avenue, the *Primary Gateway* at Spring and 10th Streets presents different opportunities to highlight this important intersection in downtown Jeffersonville. Materials should respect the historic context of Spring Street, yet reflect the contemporary nature of the area and the evolution of the urban fabric. The historic train depot should play a prominent role in any redevelopment efforts in this area. To the greatest extent possible, ensure the placement of new buildings/structures do not impede or limit views of the Train Depot. It is also important to buffer this area from the interstate. The list below, as well as the conceptual illustration, provide additional recommendations or design issues pertinent to the northern area of the *Interstate Edge Area*.

- Include *Context Sensitive Design* features. Such enhancements should transition from a vehicular scale at the 10th Street underpass to a pedestrian scale at the 10th and Spring Street intersection.
- Coordinate with the Project to incorporate an effective buffer or noise mitigation measures between Broadway and the interstate.
- Provide landscape enhancements along the edge of the interstate corridor as a visual buffer to the neighborhood.
- Explore all opportunities to re-establish the local street grid to encourage a pedestrian-friendly (safe) setting.
- Extend streetscaping along Spring Street north of 7th Street to 10th Street that responds to, but does not mimic, streetscape elements within the existing historic district.
- Appropriately reuse any land vacated as a result of the realignment of the I-65 interchanges.
- Utilize the historic Train Depot site in a manner that reflects the historic integrity of the structure.
- Design and implement streetscape improvements such as street trees, decorative street lighting, new sidewalks and curbs along Spring Street fronting the Train Depot as mandated in **Stipulation III.A.1** of the Project's First Amended MOA.
- Incorporate interpretive signage as mandated in **Stipulation III.A.5** that explains the historical significance of the Train Depot.
- Include landscape enhancements along 10th Street from the interstate bridge to the Spring Street intersection. Landscape enhancements should include street trees, new decorative street lighting and possible median plantings similar to those along Court Avenue.
- Refer to **Section 6.2** for *Primary Gateway* features at the I-65 and 10th Street interchange.
- Provide pedestrian and bicycle accommodations such as pedestrian activated signals, possible bike lanes or a shared wide outside lane at the intersection of 10th Street and Spring Street that continue south along Spring Street.



- ① Potential trail spur along portions of abandoned railroad as part of the city's larger trail network
- ② Site planning and public plaza to highlight historic Train Depot
- ③ Infill development opportunities and site planning to promote pedestrian activity
- ④ Intersection enhancements to create focal point at Spring and 10th Streets including signage directing motorists/pedestrians to the historic districts
- ⑤ Trail crossing overhead at I-65 ramp interchange including gateway feature
- ⑥ Terraced landscaping with a variety of plant materials
- ⑦ Retention of existing residences along Indiana



Coordinate with Project designers to buffer/screen the residential area from the reconfigured I-65 approach and ramp system.

Conceptual redevelopment scenario at the northern extent of the *Interstate Edge Redevelopment Area*.

**7.1b Historic District Transitional Area**

As noted in the analyses sections of **Chapter 4**, this area of the Old Jeffersonville Historic District has experienced the greatest transition over the years. With the exception of the numerous churches, this roughly six-block area has lost many historic resources due to redevelopment and the demand for surface parking lots. This section explores redevelopment (infill) opportunities between Wall and Watt Streets in an effort to strengthen the downtown and weave the historic district together. In addition to the vacant sites at Wall and Market Streets, there are also smaller lots scattered throughout this area of Old Jeffersonville that could be redeveloped.

In addition to weaving the historic district together by linking the eastern residential area to the commercial corridor of Spring Street, the purpose of focusing on this area is to strengthen the immediate context of the area for the potential relocation of the designated homes described earlier in **Section 6.2b**. This could be accomplished through a variety of strategies including infill development, the rehabilitation of existing buildings, and streetscape improvements that encourage pedestrian activity. It is important the character and integrity of the remaining collection of buildings is retained

rather than compromised as a result of new development. As outlined in the following section (**Section 7.2b**), an expansion of the Local Historic District to include this area would provide an added level of protection to the remaining historic structures within it. The combination of such efforts would ultimately enhance the quality of life for downtown residents, encourage private business development, and strengthen the overall historic fabric of the Old Jeffersonville Historic District and downtown in general.

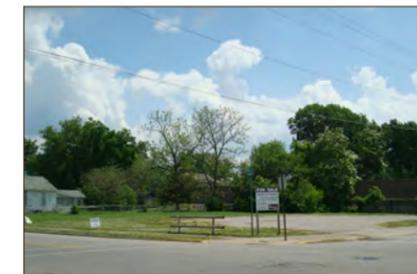
Many of the designated areas shown below mirror those potential home sites illustrated on the graphic on **Page 65**. The southeast corner of Wall and Market Streets could be an appropriate site for the Bungalow-style houses that are scheduled to be relocated as part of the Bridges Project. It is important single-family development occur on this vacant property in order to strengthen the residential character and scale along this southern edge of Market Street. The southwest corner of Wall and Market Streets could be redeveloped as more of a mixed-use character or scale to transition to the commercial character of Spring Street. There may be additional, contextually-appropriate sites for the homes scheduled to be moved within this *Historic District Transitional Area*, or other parts of the historic district.

Whatever future redevelopment scenario may occur among these vacant parcels, it is important the buildings are designed to reflect the context and scale of the surrounding neighborhood buildings.

The key to any redevelopment within this area is to devise a strategic plan to redevelop portions of some parking lots as new commercial or mixed-use without sacrificing parking requirements for surrounding land uses - primarily churches. Opportunities for shared, or centralized, parking could be explored to improve the efficiency of existing parking areas to serve more than one property or land use. Where parking is to remain, the city should work with property/business owners to incorporate landscaping to create more pedestrian-friendly edge treatments between the lots and city sidewalks. In partnership with the city, the use of landscape buffers, edge plantings, street lighting and other sidewalk improvements would result in a more attractive public realm and encourage more pedestrian activity. This, in turn, could link this area to the successful Spring Street corridor and serve as a bridge between the eastern residential area and Spring Street.



Redevelopment Opportunities within Transitional Area



Southeast corner at Wall and Market Streets could accommodate several relocated homes, or possibly new residential development reflecting the character and scale of this section of Market Street.



Southwest corner at Wall and Market Streets could accommodate several relocated homes, or possibly new mixed-use development to re-establish the street edge along this section of Market Street.

## 7.2 DISTRICT BOUNDARY CONSIDERATIONS

As noted in **Chapter 1**, downtown Jeffersonville has both national and local historic districts. While many remain, numerous other structures that comprise these districts have changed or been removed due to economic, demographic, and natural factors over time. As a result, historic district boundaries should be reviewed and modified as needed to ensure the districts' character and integrity remain intact. The construction of the Bridges Project, and creation of this Historic Preservation Plan serves as a logical venue, or opportunity in which to review these boundaries. The map on the following page indicates areas where additional study may be warranted regarding modifications to Jeffersonville's national and local historic district boundaries. Any further consideration relevant to changes to these boundaries are beyond the scope of this planning process. Additional, detailed studies would be required as part of the (re)nomination process regarding boundary alterations to the national and local historic districts.

### 7.2a National Register Historic District Considerations

The Old Jeffersonville Historic District was listed in the National Register of Historic Places in 1987. It contains a large portion of the downtown area including commercial and residential sections of the city. As the core of one of the earliest permanent settlements in Indiana, the Old Jeffersonville Historic District contains buildings that represent a variety of commercial and residential styles dating from the early nineteenth century to today.

The realignment of the I-65 corridor and ramp systems will have direct and indirect impacts on downtown Jeffersonville, and specifically, the western edge of the Old Jeffersonville National Historic District. This change, in addition to the evolution of the historic fabric over the years, and new information on potentially contributing structures may warrant revisions to the district boundary. The following discussion is intended to highlight potential areas in which to expand or reduce the Old Jeffersonville National Register Historic District. Any potential modifications to the national boundary would have no impact on Jeffersonville's existing, local historic district or associated guidelines currently in place.

The eastern boundary of the Old Jeffersonville Historic District includes a portion of the Bungalow Historic District identified in the **Clark County Interim Report**. This area was included within the Jeffersonville city limits by 1848, however much of the neighborhood was not developed until the early twentieth century. By including the entire identified Bungalow District within the national district, the integrity and architectural character of the neighborhood could be strengthened and create a more cohesive district.

This same criteria can be applied to the western edge of the national boundary where the new interstate bridge will be built and the five designated houses will be moved. These two occurrences will alter the context and character of this area along Riverside Drive and Market Street west of Clark Street. In assessing the integrity of this area, a determination of the remaining amount of original architectural fabric is crucial.

### 7.2b Local Historic District Considerations

Jeffersonville's Local Historic District was created in 1984 by the City Council in an effort to revitalize the downtown area. As part of this initiative, the **Jeffersonville Historic Preservation Commission** was formed to oversee, preserve and protect the city's historic resources by implementing, or applying, design guidelines relative to historic buildings. Any proposed changes to a historic structure, within the local district and visible from the public right-of-way, must be reviewed by the **Historic Preservation Commission** and approved via a *Certificate of Appropriateness*.

The local historic district is comprised of the **Downtown Commercial Historic District** and the **Riverside Drive Historic District (Rose Hill)**. This local district is comprised of commercial uses (and Warder Park) along Spring Street, and primarily residential structures fronting Riverside Drive. Only those structures on the river side of the floodwall are in the **Riverside Drive Historic District**. As illustrated on the map on **Page 77**, the district is also within the Old Jeffersonville (national) Historic District boundary.

The local district could be expanded to include a larger share of the residential area east of the existing local district (Spring Street). Development pressures along Market Street and the continued loss of historic resources between Spring and Watt Streets could warrant the expansion of the local district to provide some level of protection for the remaining buildings. The district could also be extended to capture the remaining residences and businesses along Market Street between Spring Street and the I-65 corridor. As noted previously, additional studies are critical to assess the architectural integrity of the remaining buildings in this area.

### 7.2c Neighborhood Conservation District Considerations

A Neighborhood Conservation District (NCD) is a preservation tool similar to a local historic district, and applied as an overlay to the regular (base) zoning ordinances. The purpose of a NCD is to preserve the unique features, or characteristics, of a neighborhood that contribute to the culture, history, and overall development of the larger community. Such a preservation tool can reduce conflicts and prevent blight as a result of incompatible or insensitive development. It also includes design standards for the placement and construction of new buildings, signage, or similar outdoor structures. However, regulations for a NCD are tailored to the needs of a particular area



The implementation of a *Neighborhood Conservation District* can limit the impacts of inappropriate, infill development.

or neighborhood, and are generally less strict than those for historic districts. The establishment of such a district recognizes the particular design and architectural qualities of a neighborhood, and encourages the protection and maintenance of such features for the benefit of the entire city. NCD's are often implemented

in response to neighborhood changes that undermine the community's character such as incompatible development, vacant lots, or commercial encroachment in residential areas. These neighborhoods generally do not merit historic district status, but do contain significant character that contributing to the larger community, and are worthy of preservation or protection. NCD's are used by neighborhoods that may not qualify for inclusion in the National Register of Historic Places, or are not ready for local historic designation.

For Jeffersonville, the creation of a **Neighborhood Conservation District** should be coordinated with the City of Jeffersonville's Department of Planning and Zoning, the **Jeffersonville Historic Preservation Commission**, and affected property owners. Property owners should have the opportunity to assist in developing the boundaries and subsequent guidelines for the conservation plan, and majority of owners must ultimately back such a measure as part of the approval process. A set of guidelines would need to be developed and a governing board established to approve new construction, demolition, and alterations visible from a public way. These guidelines would establish a benchmark to determine the acceptability of a property owner's proposed changes. The guidelines generally include penalties for violations and procedures for appeals and enforcement. Stipulations or guidelines for Jeffersonville's NCD could vary depending on the concerns of the residents and businesses in the affected areas. The goal is to protect the physical attributes of a neighborhood by addressing changes that could adversely affect its architectural character.

In the case of downtown Jeffersonville, the implementation of a NCD could be used as a way to "insulate" the historic integrity of the local historic district. A potential area where a NCD could be applied is west of Spring Street between Court Avenue and I-65. This effort would not only protect the remaining structures in the area, but could also serve as a proactive approach to guide new development as a result of the redesigned I-65 / Court Avenue interchange. These areas are under pressure from incompatible development, vacant lots, and commercial encroachment. A **Neighborhood Conservation District** would be an effective means to protect the character of these areas in order to maintain the integrity and viability of the local district and the Old Jeffersonville Historic District. Jeffersonville's planning and preservation officials would need to review and recommend such action.



National and Local District Boundary Considerations

7.3 BUILDING ALTERATION GUIDELINES

This section provides an overview of some of the various tools available for the treatment of existing historic structures in downtown Jeffersonville. The following guidelines summarize the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preservation, Rehabilitation, Restoration and Reconstruction (Secretary of the Interior's Standards)*, and should be referenced for additional information. Although not all of the following options may be appropriate or relevant to conditions in Jeffersonville, they are provided to illustrate the alternatives available to retain and protect existing structures within the designated local historic district.

One of the greatest threats to the historic integrity of original buildings within the existing or proposed local district is the inappropriate rehabilitation of existing structures. When viewed as isolated events, such changes don't appear to make a significant impact, but over time the collective effect of these renovation projects tends to dilute the integrity of the entire historic district. Historic preservation easements represent one method to maintain the historic integrity of a building. Acquisition of an easement, which precludes a property owner from making nonconforming alterations to the façade of the property, is a common and effective preservation tool. Easements have several important characteristics:

- They may be transferred from the original purchaser to another;
- They are binding on subsequent purchasers of the property;
- May be acquired through a gift or purchase; and
- The donation value of the conservation easement may qualify as a deduction for federal income tax purposes.

There are three general types of historic preservation easements: Open space or scenic, exterior or façade, and interior easements. An exterior, or façade, easement is the most applicable within the designated local historic district. This type of easement prevents demolition, neglect, and insensitive alterations to the exterior. Easements can be placed on properties that are certified historic structures or historically important land areas, which may be accessible to the public with the degree of access tailored according to the historic resource. A certified historic structure is a building or structure that is either individually listed in the National Register of Historic Places or deemed to be contributing to the historic significance of a National



The Indiana House at Pearl and Maple Streets represents the proper rehabilitation of a historic structure. The original window (openings) were retained, and an appropriate color scheme was chosen to highlight the simple architectural details and brighten this formerly run-down eyesore.



An example of a rehab project with inappropriate replacement windows. The expansion of the local historic district and subsequent rehabilitation guidelines would educate building owners on proper rehabilitation methods.

Register historic district. Generally, easements are acquired by preservation-oriented organizations that have the time and resources to carry out the responsibility. The accepting organization may request a contribution toward the costs of monitoring the easement in perpetuity. Each easement is unique and tailored to the particular property and owner's requirements.

### 7.3a Moving Guidelines

Historic buildings in the local historic district should not be moved to other locations. Moving a building eliminates a major source of its historic significance; namely its location and its association to other buildings in the district. The existing location and relationship of buildings is a part of the neighborhood's history and imparts information pertaining to culture, development patterns, and neighborhood character. The moving of a historic structure should only be considered as a last resort to save the building, or possibly considered when its move is necessary to accomplish development so critical to the neighborhood's revitalization that altering the historic context is justified. The following recommendations are provided to assist in determining the appropriateness of a potential move.

#### Recommended:

- The building to be moved is in danger of immediate demolition at its present location and/or would lose its significant context.
- If moved to a site within the historic district, assess the architectural compatibility of the relocated structure with the adjacent architecture relative to style, scale, materials, mass and proportion according to the guidelines for new construction.
- Ensure that the relocation will not damage existing historic buildings or the character of Jeffersonville's local historic district.
- The building should be sited in a similar fashion to its original location.
- Assess the structural condition of the building before moving it to minimize damage during the move.
- Before moving a historic structure, document its original setting and context. Use photographs, site plans, or other graphic or written statements to record the existing site conditions as well as the existing building.
- A plaque or marker should identify the building's date of move and its original location.

#### Not Recommended:

- Moving a building outside the historic district.

### 7.3b Demolition Guidelines

Just as important as the finest and most impressive buildings are the typical and background buildings whose demolition would create damaging gaps in downtown Jeffersonville's designated local historic district. Demolition includes razing, wrecking or removal by any means the exterior of a structure either partially or in its entirety. The fact that so many historic buildings in and around the local district have already been lost because of demolition and natural causes makes the remaining buildings all the more valuable. Demolition should not be permitted if the building is of historic or architectural significance or displays a quality of material and craftsmanship that does not exist in other structures in the area. Demolition should also not be permitted if the building contributes to the neighborhood and the street's overall appearance, and has an effect on nearby buildings.

Ideally, it is preferable to find feasible alternatives to the relocation or demolition of historic buildings through a designated process, or guidelines. In 2003 the City of Jeffersonville Common Council established a process for any demolition request within the National Register Historic District which also includes the local district. A thirty-day waiting period is required for any demolition request received by the city for a property with the national historic district or property individually listed on the Register. This ordinance also requires the Building Commissioner to notify the *Historic Preservation Commission* about the demolition request. Typically, one or more of the following criteria must be met for demolition approval within the local historic district.

- The structure poses an immediate and substantial threat to public safety.
- The historic or architectural significance of the structure is substantially deteriorated to the point it no longer contributes to the historic character or context of the local district.
- The structure cannot be put to any reasonable economically beneficial use based on an appraisal by a licensed and qualified real estate appraiser.
- The property owner has documented a good faith effort to sell the property at fair market value to a preservation-oriented agency or individual.

The *Jeffersonville Historic Preservation Commission* should determine the feasibility of preservation based on the physical condition of the structure. If preservation is found to be physically or economically infeasible, the demolition permit process could proceed with the issuance of a *Certificate of Appropriateness*. If preservation is found to be feasible, the *Historic Preservation Commission* should encourage whatever steps necessary to ensure the building's preservation on-site. If on-site preservation is not possible, relocation should be considered. If demolition is approved after the thirty-day period, the applicant should work with the *Preservation Commission* to identify salvageable materials and potential buyers or recipients of salvaged materials. The removal of all salvageable building materials before demolition is encouraged. In addition, the building(s) should be documented in its original setting and context. Use photographs, site plans, or other graphic or written statements to record existing site conditions as well as the existing building itself.

## 7.4 ZONING AND DESIGN GUIDELINES

New development or any alterations to the urban fabric of the Old Jeffersonville Historic District are generally addressed in one of two manners: preservation- or zoning-based regulations. Often these are used in conjunction to offer a complete solution for the neighborhood's specific needs. Demolition, new construction, and additions could be subject to review and approval similar to a historic district, however the standards are frequently less stringent with an emphasis on compatible development rather than specific features.

Although Riverside Drive is somewhat protected from inappropriate development because of its inclusion in the local historic district, other areas in the downtown are not. In particular, the residential character along the Market Street corridor is somewhat at risk to future development. Although a previous multi-story project at Market and Wall Streets did not come to fruition, there are numerous vacant sites where development could occur. The potential expansion of the local historic district would provide protection for existing buildings, and include some degree of design review to ensure new development is contextually-appropriate, and compatible with existing structures.

### 7.4a Zoning Considerations

Zoning provides the legal framework to the Comprehensive Plan and regulates the types of land uses throughout the city's jurisdiction. The existing Commercial Corridor Overlay District serves as an additional level of protection or review within certain downtown areas. As noted on the map on **Page 79**, the existing Commercial Corridor Overlay District is an appropriate regulatory tool for the downtown "gateway" corridors comprised of Court Avenue, 6th and 10th Streets. This designation recognizes these corridors as important gateways into downtown Jeffersonville. With the reconfiguration of traffic patterns to and from the Clark Memorial Bridge, 6th Street will take on added significance accessing downtown Jeffersonville. The increased traffic, along with potential redevelopment along this corridor, will enhance its visibility and future development should reflect this role.

### 7.4b Form District Considerations

Whereas standard zoning districts regulate land use and density, *Form Districts* can shape the physical "form" of development. Such a designation along targeted streets could create a hierarchy of corridors, particularly in the downtown, worthy of protection and enhancement. Development along Spring Street, between Court and 10th Street, as well as Court Avenue and 10th Street itself could also benefit from design guidelines. The purpose of these guidelines centers on creating infill development compatible in scale and character with the adjacent neighborhood. This could include building setbacks, height and materials, lot size and area dimensions, relationships of uses and buildings to each other, open space, land use buffering techniques, signage, and landscaping.

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CHAPTER EIGHT  
Summary of Recommendations

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### Introduction

As noted in **Chapter 1**, the primary purpose of the Bridges Project is to improve cross-river mobility in the Louisville-Southern Indiana region. This Historic Preservation Plan explored a number of recommendations to address the primary and secondary effects of the interstate corridor's "footprint" on the historic fabric of downtown Jeffersonville, and specifically the Old Jeffersonville Historic District. These recommendations were based on ongoing analyses, professional "best practice" planning principles, and the needs of the community. The ultimate goal underlying all of the recommendations in this HPP centered on assimilating the interstate corridor into the surrounding context, while simultaneously preserving and strengthening the historic character of the Old Jeffersonville National Historic District.

This chapter provides a summary of implementation measures for the new I-65 approach to the new and existing Ohio River bridges. Recommendations addressing the First Amended MOA stipulations relative to the interstate corridor and the Old Jeffersonville Historic District were divided into **Chapter 5** and **Chapter 6** respectively. It is intended that these recommendations would be primarily implemented as part of the Ohio River Bridges Project. As noted previously, **Chapters 5** and **6** outline recommendations that will be funded to the greatest extent possible as part of the Bridges Project. However, the recommendations in **Chapter 7** are beyond the scope and funding of the Bridges Project and rely heavily on state or local governments, public agencies, nonprofit organizations or other public- and private-sector entities for implementation. The intent of this summary is to provide a brief overview of specific HPP recommendations for the interstate corridor, the Old Jeffersonville Historic District, and general recommendations intended to strengthen the historic district and downtown Jeffersonville.

## 8.1 INTERSTATE CORRIDOR FIRST AMENDED MOA STIPULATIONS

**Chapter 5** explored opportunities to assimilate the various components of the interstate based on historic features within the Old Jeffersonville Historic District through *Context Sensitive Design* strategies. The illustration on **Page 82** represents how the new I-65 alignment relates to downtown Jeffersonville as it approaches the new Ohio River Bridge. The new downtown bridge carrying six lanes of northbound traffic will be located directly adjacent to the existing John F. Kennedy Bridge. The existing Kennedy Bridge will carry only southbound traffic. This HPP strongly encourages Project designers to incorporate the goal of **Stipulation II.C** of the First Amended MOA that centers on designing interstate components based on *Context Sensitive Design* concepts. As stated in the First Amended MOA, this design principle is intended to ensure:

"The roadways, bridges, and other Project elements where applicable shall be designed and constructed with sensitivity to aesthetic values, historic cultural landscapes, and the historic context, utilizing the services of professionals with experience in areas related to historic preservation. Design shall include aesthetic treatments to surfaces, structures, portals, appurtenances, and land contours and landscaping that complement the historical contexts of historic properties and in keeping with the HPPs for those areas."

The reconfigured I-65 approach to the new and existing Ohio River bridges will also result in interchange improvements that provide more convenient and direct access to the downtown area. Listed below are specific Project stipulations that advance the goal of integrating the interstate system into Old Jeffersonville's historic fabric.

#### Stipulation III.E.4

- Recommends the incorporation of **pedestrian-friendly amenities** such as public art, landscaping, lighting, and other design elements under the new I-65 bridge and the existing Kennedy Bridge at Market Street and Riverside Drive

#### Stipulation III.E.5

- Recommends **minimizing the spacing** between the new I-65 bridge and the existing John F. Kennedy Bridge to minimize the Project's "footprint" on the adjacent residential areas within the historic district

#### Stipulation III.E.6

- Implement a **highway signage plan** that minimizes the number of overhead directional signs along the bridge approaches.

#### Stipulation III.E.10

- The HPP strongly recommends the design and installation of **roadway lighting** within the viewshed of the historic district that minimizes light dispersion beyond the interstate right-of-way. This is a particularly important issue due to the number of residences along the western edge of the historic district.

#### Stipulation III.E.11

- Recommends implementing innovative **noise abatement measures** such as natural berms, noise barriers, and/or landscaping to minimize adverse noise effects on historic properties in Old Jeffersonville
- Recommends that if sound barriers are installed, design elements utilizing character-defining features of within the historic district are integrally incorporated. Such noise walls should be constructed with façade materials that simulate or are interpretive of local limestone veneer or brick.

In addition to addressing issues along the I-65 corridor, it is also important to address how access to the Clark Memorial Bridge/U.S. 31 will be altered as a part of the Bridges Project. The historic Art Deco pylons and Administration Building are important elements that must be treated in a historically-sensitive manner. Although not an integral component of this HPP, the reconfiguration of the Indiana approach to the bridges will impact the Clark Memorial Bridge. **Stipulation III.D.1-3** are summarized below to address mitigation measures relevant to the Clark Memorial Bridge.

- The HPP strongly recommends Project designers make every effort to avoid impacts to the bridge, and ensure the realignment does not affect the **historic integrity of the Clark Memorial Bridge**, its Art Deco Pylons, and the adjacent Administration Building.
- The realignment will also have significant impacts on **local traffic patterns** in downtown Jeffersonville. As such, it is important to consider the functional and aesthetic implications of this change on the Old Jeffersonville Historic District

The final component of **Chapter 5** explored opportunities to create authentic and memorable gateways for the interchanges at Court Avenue, 6th Street, and 10th Street. The City of Jeffersonville represents a "**gateway community**" to the State of Indiana for those traveling I-65 across the Ohio River from Kentucky, and these three entries to the city should reflect and continue the dramatic experience of motorists crossing the new bridge. Entrances into the downtown present opportunities to create unique gateways that reflect the character of the Old Jeffersonville neighborhood. The HPP recommends design criteria for the three **Primary Gateways** that reflects features appropriate to the scale of the interstate, yet reflective of the interchange's immediate context, and the larger context of the Old Jeffersonville Historic District.

## 8.2 OLD JEFFERSONVILLE FIRST AMENDED MOA STIPULATIONS

Whereas **Chapter 5** explored *Context Sensitive Design* strategies along the interstate corridor, **Chapter 6** detailed recommendations relevant to historic resources and streetscape enhancements within the Old Jeffersonville Historic District. Listed below are specific recommendations that support the goal of mitigating direct and indirect effects of the Bridges Project on the historic district. These stipulations pertain to both streetscape and specific historic resources between Spring Street and the realigned I-65 approach to the bridges. This chapter also explores opportunities for Local Gateways to delineate and celebrate the Old Jeffersonville National Historic District within the context of the local street system. For example, the use of pedestrian-scaled **Local Gateway** features at Riverside Drive and Market Street could be integrated into the design of the (new) I-65 overpasses spanning the streets. These recommendations, and the following stipulations are detailed further in **Chapter 6**.

#### Stipulation III.E.3

- The HPP provides appropriate recommendations for **streetscape enhancements** such as landscaping, street lights, fencing, traffic calming, etc., within the historic district between Spring Street and the Project that also reflect existing improvements along Spring Street.

#### Stipulation III.E.4

- Incorporate **pedestrian-friendly amenities** such as public art, lighting, etc., under the new I-65 bridge and the existing Kennedy Bridge

#### Stipulation III.E.7

- Undertake a reasonable effort to **relocate five contributing residences** along Fort, Riverside and Market Streets to available (appropriate) sites within the Old Jeffersonville Historic District.
- The HPP provides general guidelines to determine **appropriate contexts** for the homes' relocation, in addition to potential (vacant) sites within the historic district.

#### Stipulation III.E.12

- Develop a **schedule that minimizes construction activities** which may result in additional impacts on the historic district.



Project Stipulations and Downtown Opportunities

**Stipulation III.E.13**

- Develop **blasting and/or vibration plans** to avoid damage to listed and eligible historic properties adjacent to the Project.
- As noted in the First Amended MOA, it is important these plans include provisions for pre- and post-construction surveys, construction monitoring, and other measures to minimize harm to historic properties within the Old Jeffersonville Historic District.

**Stipulation III.A.1-5**

- Streetscape improvements such as street trees, period lighting and new sidewalks along Spring Street fronting the historic Train Depot.
- The HPP also encourages INDOT and the Project to install interpretive signage explaining the historical significance of the Train Depot.

Similar to the **Chapter 5**, this chapter graphically illustrates some of these ideas through precedent images. However, unlike **Chapter 5**, conceptual renderings are also incorporated to highlight the importance of certain areas or issues. A series of streetscaping and/or urban design concepts are explored to stress the importance of how this combined “kit of parts” collectively creates a successful public realm for Jeffersonville. The HPP recommends such streetscaping include traffic calming features (for pedestrian safety), street furniture, public art, and landscaping or creative stormwater management practices.

The streetscape recommendations in **Chapter 6** go one step further by exploring **Local Gateway** opportunities at six locations within downtown Jeffersonville’s urban fabric. Unlike the **Primary Gateways**, some of these proposed gateways are located outside the Old Jeffersonville Historic District, and possibly beyond the (funding) scope of the Bridges Project. However, it is important to consider these local features in some instances to ensure a coordinated design approach between the I-65 corridor components, and the local historic fabric and/or streetscape elements. Local gateway features should be located within neighborhood street rights-of-way, incorporated as part of other streetscape elements, or possibly within the interstate right-of-way at key bridge overpasses. **Local Gateway** features can serve as design “anchors” or precedents for future streetscape improvements throughout the Old Jeffersonville Historic District.

### 8.3 DOWNTOWN RECOMMENDATIONS

This final series of recommendations in **Chapter 7** explores land use, circulation, and streetscape enhancements beyond the scope of the Project's First Amended MOA stipulations for the Old Jeffersonville Historic Preservation Plan. The purpose of these recommendations is to strengthen or "insulate" the integrity of the Old Jeffersonville Historic District by addressing specific opportunities within the district, as well as reinforcing the urban fabric adjacent to the historic district. It is understood that the Bi-State Management Team, the decision-making body of the Project, may not adopt/approve these recommendations. However, the purpose of these redevelopment opportunities and historic preservation strategies is to strengthen the integrity and viability of Old Jeffersonville, and greater downtown Jeffersonville. The sum total of the following proposals improve both functional and aesthetic aspects within the downtown that will inherently strengthen the historic district. Based on **Stipulation III.E.2**, it is intended that some of these recommendations could be incorporated into the City of Jeffersonville's Comprehensive Plan to inform the community of historic preservation threats and opportunities. The areas described below are illustrated (in yellow) on the map on Page 83.

#### Interstate Edge Opportunities

Although this area is located outside the Old Jeffersonville historic district, the reconfiguration of the I-65 approach to the new and existing Ohio River bridges presents a number of opportunities within downtown Jeffersonville. The revised interstate "footprint" and associated interchanges will provide a unique opportunity to reshape the urban fabric between Spring Street and the interstate. For example, the extension of 6th Street under the interstate to Missouri Avenue will bring increased traffic along that corridor into Old Jeffersonville. Listed below are additional issues and strategies detailed in **Chapter 7**.

- Provide landscape enhancements along the edge of the interstate corridor as a visual buffer to the neighborhood.
- Incorporate gateway enhancements to the either side of the bridge opening at the 6th and 7th Street underpasses. Such gateway enhancements should reflect the unique character of Jeffersonville with appropriate visual references.
- Include pedestrian accommodations and lighting along 6th and 7th Streets under the interstate to areas west of the interstate corridor.
- Encourage redevelopment strategies and building design guidelines that reflect the important gateway experience at 10th and Spring Streets.

#### Historic District Transitional Area Opportunities

As noted earlier, recommendations in this chapter center on redevelopment and historic preservation strategies that go beyond the scope (and funding) of the Bridges Project. The purpose of this section is to outline key historic elements or themes in the designated area that inform, assist in design of infill development, and ultimately strengthen the context of the Old Jeffersonville historic district. Listed below is a brief overview for some of the historic preservation issues and redevelopment opportunities between Wall and Walnut Streets that could become a part of the land use or downtown redevelopment portion of the city's Comprehensive Plan.

- Redevelopment between Wall and Walnut Streets as a way to strengthen downtown and weave the neighborhood together
- Emphasize land uses and redevelopment opportunities
- Redevelop a portion of the existing parking lots as new commercial or mixed-use infill developments
- Incorporate parking lot landscape enhancements as part of new and existing parking lots, including landscape buffers, edge plantings and interior landscape requirements.
- Explore shared parking agreements with area churches and commercial uses to allow redevelopment of a portion of the existing parking lots.

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CHAPTER NINE  
Implementation Measures

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**Introduction**

Many of the procedures necessary to implement the Historic Preservation Plan's recommendations already exist. Implementation can only be successful with the involvement of private owners/investors, community organizations and local government. The development of this plan is a step toward enhancing preservation efforts. It must be recognized that the funding capabilities of the FHWA, INDOT, the City of Jeffersonville, or other agencies may not immediately support implementation of all strategies discussed in this plan. However, the purpose of the Old Jeffersonville Historic Preservation Plan is to delineate longterm goals and strategies that focus on maintaining and strengthening the historic integrity of the neighborhood.

**9.1 PROJECT PRIORITIZATION**

A strategic method is necessary to provide a planned approach in implementing recommendations of this plan. This chapter offers a listing of general tasks, possible funding sources, and suggestions for responsible entities to lead such efforts. These priorities should be based on public input and available funding as stipulated within the Project's First Amended MOA. One method to initiate or implement the recommendations set forth in this plan is to prioritize a list of "bricks and mortar" projects. Through such efforts, these tangible results could serve as catalysts for continued progress in Old Jeffersonville and the greater downtown area.

**9.2 ALTERNATIVE FUNDING OPPORTUNITIES**

This section provides a general overview of revenue sources presently available to the neighborhood and new ways to approach development. The Project's First Amended MOA contains specific stipulations that are funded as part of mitigation efforts relating to the Bridges Project. Below is an excerpt from First Amended MOA **Stipulation II.F** outlining a rationale for additional items/recommendations in the HPP that could be funded by the Project as the Bi-State Management Team deems appropriate.

"The HPP's will provide a context to inform the implementation of specific mitigation measures as set forth in **Stipulation III**. The HPP may include recommendations for additional measures that could be implemented and funded outside this First Amended MOA. Additional avoidance, minimization, or mitigation measures identified in the HPPs which may not have been specified in this First Amended MOA, but are found by the Historic Preservation Advisory Teams (HPATs) to be reasonable to incorporate into the Project will be considered by the Bi-State Historic Consultation Team (BSHCT) and may be submitted to the Bi-State Management Team (BSMT) for possible implementation as part of the Project."

**9.2a Fees and Exactions**

Fees and exactions are typically charged to a developer's project as part of the development process in order to cover their proportionate impact on various municipally-owned infrastructure such as curbs and streets, sidewalks, and sewer and water service. Another example of a non-fee exaction could be a pedestrian easement across a property or open space. Exactions on a fee basis collected by cities include fees for open space purchase, parks, recreation, fire stations, transportation, water rights, and storm sewer or flood control.

For all exactions and development fees, it is very important to provide information to the developer before the project commences so the financial feasibility of the development can be accurately assessed before a large-scale commitment of time and funds. Subsidization may be done when other public purposes are being met by the development; for example, the provision of affordable housing, and generally reflect the result of development negotiations.

**9.2b Public/ Private Partnerships**

Public/private partnerships combine the capabilities of the public sector with the advantages of the private sector. Jeffersonville typically can borrow money at a lower rate than is available in the normal marketplace because the income stream from municipal bonds are tax-free to the investor (lender). The city can aid a developer in other ways as well. Examples include waiving or reducing exactions and other development fees, extending water and sewer lines as appropriate, and reducing required on-site facilities such as parking.

Private developers have advantages as well. Often, private entities can build projects less expensively than public agencies. This is usually related to fewer requirements for the contractor of private projects and thereby lower general services-related activities, such as bonding costs.

Public/private partnerships can be used for parking structures, housing, retail development, or similar projects in the city's interest. There are many variations of public/private partnerships, but the common principle underlying any of them is that by working together, more can be accomplished than by working separately.

**9.2c Tax Credits**

Income tax credits are the principal governmental subsidy available for privately owned and funded historic preservation activities. Both the federal government and the state of Indiana offer a Rehabilitation Investment Tax Credit (RITC) equaling 20% of rehabilitation costs for qualified work at income-producing properties that are certified historic buildings. A net subsidy equaling 40% of qualified rehabilitation costs may be yielded by participation in both programs. Eligible properties include commercial buildings, factories, or even old houses but they must be income producing, such as rental properties. Owner-occupied private residences are eligible only for the Indiana Residential Historic Rehabilitation Credit (RHRC).

The Federal Historic Preservation Tax Incentives program encourages private sector investment in the rehabilitation and re-use of historic buildings. It creates jobs and is one of the nation's most successful and cost-effective community revitalization programs. It has leveraged over \$62 billion in private investment to preserve 38,000 historic properties since 1976. The National Park Service and the Internal Revenue Service administer the program in partnership with State's Division of Historic Preservation and Archaeology.

**Rehabilitation Investment Tax Credit (RITC) - 20% Federal Tax Credit**

A 20% income tax credit is available for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be "certified historic structures." The State's Division of Historic Preservation and Archaeology and the National Park Service review the rehabilitation work to ensure that it complies with the Secretary's Standards for Rehabilitation. The Internal Revenue Service defines qualified rehabilitation expenses on which the credit may be taken. Owner-occupied residential properties do not qualify for the federal rehabilitation tax credit.

**Rehabilitation Investment Tax Credit (RITC) - 10% Federal Tax Credit**

The 10% tax credit is available for the rehabilitation of non-historic buildings placed in service before 1936. The building must be rehabilitated for non-residential use. In order to qualify for the tax credit, the rehabilitation must meet three criteria: at least 50% of the existing external walls must remain in place as external walls, at least 75% of the existing external walls must remain in place as either external or internal walls, and at least 75% of the internal structural framework must remain in place. There is no formal review process for rehabilitations of non-historic buildings.

**Indiana Historic Rehabilitation Tax Credit (IHRTC) – 20% State Tax Credit**

A 20% state income tax credit is available for the rehabilitation of historic, income-producing buildings listed in the Indiana Register of Historic Sites and Structures. The State's Division of Historic Preservation and Archaeology reviews the rehabilitation work to ensure that it complies with the Secretary's Standards for Rehabilitation. The Indiana RITC is also limited to a maximum credit of \$100,000 per project.

**Indiana Residential Historic Rehabilitation Credit (RHRC) – 20% State Tax Credit**

The Residential Historic Rehabilitation Credit is available to Indiana State Income taxpayers who undertake certified rehabilitations of historic buildings that are principally used and occupied by a taxpayer as that taxpayer's residence. The State incentive allows a taxpayer to claim a State Income Tax credit for 20% of the total qualified rehabilitation or preservation cost of a project. The Division of Historic Preservation and Archaeology, Indiana Department of Natural Resources administers the program.

For more information: <http://www.in.gov/dnr/historic/3680.htm>

**9.2d Community Development Block Grants**

The mission of the Indiana Office of Community and Rural Affairs (OCRA) is to work with local, state, and national partners to provide resources and technical assistance to aid rural communities in shaping their visions for community economic development. OCRA has several potential funding sources for community revitalization efforts, resulting from federal allocation of Community Development Block Grant resources.

Community Focus Funds (CFF)

CFF Grants are funded with federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). The goal of the CFF program is to encourage communities with eligible populations to focus on long-term community development. Historic preservation is an eligible CFF project category.

Downtown Enhancement Grants

Downtown Enhancement Grants support and promote community-based planning, marketing, and restoration efforts in Indiana Main Street communities. These efforts improve the quality of life for residents and provide opportunities for increasing private investment and employment. Projects that may qualify for funding include promotional campaigns, program branding, façade renovations or rehabilitations, and other initiatives related to Indiana Main Street communities' downtowns.

Transportation Enhancement (TE)

Transportation Enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of the Nation's multi-modal transportation system. Historic preservation is an eligible activity under the TE Program.

**9.2e Revolving Loan Fund**

A local government may create a pool of funds for loans or grants for rehabilitation of historic resources. Tax-exempt bond financing has been used to provide grants or loans to nonprofit organizations to rehabilitate historic properties. Loans may be used for either residential or commercial properties, at low to no interest. Grants are typically used for exterior rehabilitation, preservation, and the restoration of historic properties which are publicly or privately owned.

Include capital appropriations in the annual local government budget for the preservation incentives or programs specified in the Preservation Plan, effectively ensuring that preservation projects become part of the long-term capital budget. Consider money is budgeted for public purchase of those historic resources that cannot be saved by private efforts alone.

Include maintenance appropriations in the annual local government budget for significant public and private historic resources, including such basic items as street paving in historic districts, to improve the general quality of life in historic districts and neighborhoods, again effectively ensuring that specific recommendations in the Preservation Plan will be implemented.

**9.2f Additional Funding Sources**

The following list includes federal, state, and local funding opportunities for preservation related projects.

**HOME Investment Partnership Program (HOME)**

[www.hud.gov/offices/cpd/affordablehousing/programs/home](http://www.hud.gov/offices/cpd/affordablehousing/programs/home)

HOME Investment Partnerships Program is funded by the Department of Housing and Urban Development in order to assist communities in the rehabilitation and creation of affordable housing for low-income people. HOME is funded by Title II of the Cranston-Gonzalez National Affordable Housing Act. The Indiana Housing Finance Authority (IHFA) administers the programs monies to a variety of different state programs.

**National Endowment for the Arts - Our Town Grant**

<http://www.nea.gov/grants/apply/OurTown/index.html>

The National Endowment for the Arts (NEA) offers grants to organizations in a variety of categories. Funding is awarded to organizations to educate, preserve, and enhance art and culturally-related programs within a community. Specifically, the Our Town grant encourages creative placemaking projects that contribute to the livability of communities and place the arts at their core.

**National Trust for Historic Preservation - Johanna Favrot Fund for Historic Preservation**

<http://www.preservationnation.org/resources/find-funding>

The National Trust for Historic Preservation is a privately funded non-profit organization that provides leadership, education and advocacy to save America's diverse historic places and revitalize our communities. They have funds related to historic homes, commercial buildings and nonprofit or government agencies.

**Indiana Economic Development Corporation**

<http://iedc.in.gov/>

The Indiana Economic Development Corporation is the state agency responsible for economic development, community development, tourism, among other things.

**Indiana Housing and Community Development Authority - Neighborhood Assistance Program**

<http://www.in.gov/ihcda/2526.htm>

The Neighborhood Assistance Program (NAP) offers \$2.5 million in tax credits annually for distribution by not-for-profit corporations. Organizations use NAP tax credits as an incentive to help them leverage more contributions from individuals and businesses for certain neighborhood-based programs and projects.

Eligible projects include affordable housing, counseling, child-care, educational assistance, emergency assistance, job training, medical care, recreational facilities, downtown rehabilitation, and neighborhood commercial revitalization. All projects must benefit economically disadvantaged areas and/or persons.

**USDA Rural Housing Service Housing Preservation Grants (HPG)**

[http://www.rurdev.usda.gov/rhs/common/non\\_profit\\_intro.htm](http://www.rurdev.usda.gov/rhs/common/non_profit_intro.htm)

To repair or rehabilitate individual housing, rental properties or co-ops owned and/or occupied by low and very low-income rural persons.

**Indiana Department Of Natural Resources – Division Of Historic Preservation And Archaeology**

[www.in.gov/dnr/historic](http://www.in.gov/dnr/historic)

Indiana Division of Historic Preservation and Archaeology promotes the conservation of Indiana's cultural resources through public education efforts, financial incentives including several grant and tax credit programs, and the administration of state and federally mandated legislation.

**Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology - Historic Preservation Fund**

<http://www.in.gov/dnr/historic/3671.htm>

Each year, the State of Indiana's Division of Historic Preservation and Archaeology receives funding under the Historic Preservation Fund (HPF) Program, which is administered by the U.S. Department of the Interior, National Park Service. The HPF Program helps to promote historic preservation and archaeology in Indiana by providing assistance to projects that will aid the State in meeting its goals for cultural resource management. Of Indiana's annual HPF allotment, about 85% is set aside to fund a matching grants program and cooperative agreements to foster important preservation and archaeology activities. This grant program grants awards in three categories: Architectural and Historical projects, Archaeological projects, and Acquisition and Development projects.

**Indiana Finance Authority (IFA) - Indiana Brownfields Program**

<http://www.in.gov/ifa/brownfields/index.htm>

The Indiana Finance Authority (IFA) is a governmental agency that administers loan and tax incentive programs throughout the state. These programs are targeted at helping Indiana businesses and communities grow.

The Indiana Brownfields Program offers financial assistance primarily to qualifying political subdivisions in Indiana to assess, demolish and remediate brownfield sites.

**Indiana Landmarks**

<http://www.indianalandmarks.org/resources/pages/grantsloans.aspx>

Indiana Landmarks is Indiana's private non-profit preservation organization. The organization has over 8,000 members and nine regional offices throughout the state. The organization provides a variety of grants and loans to groups throughout the state to promote preservation efforts.

**Endangered Places Program**

Makes money available to nonprofit organizations to rescue and restore jeopardized historic properties. Includes loans, grants, and funding for acquisition.

**African-American Heritage Grants**

Indiana Landmarks' African-American Landmarks Committee awards grants to assist organizations in the preservation and promotion of historic African-American properties and sites in Indiana. Grants will be made for organizational assistance, studies assisting in or leading to the preservation of a historic African-American place and programs promoting the preservation, interpretation and/or visitation of a historic African-American place.

**Historic Preservation Education Grant**

The Historic Preservation Education Grant program is co-sponsored by the Indiana Humanities Council. They make grants of up to \$2,000 for educational projects related to historic properties in Indiana, such as lectures, workshops, conferences, production of audiovisual materials, heritage and cultural tourism programs, and educational publications.

**9.3 MARKETING EFFORTS**

This section provides marketing strategies that can achieve economic vitality and diversity for the Old Jeffersonville area. Heritage tourism represents an increasingly successful approach to attracting visitors that involves interpreting a community's historical, cultural and architectural heritage. National surveys indicate that visiting historical sites and towns is the most popular activity for vacation travelers. Old Jeffersonville has the right mix of existing assets, including historic Spring Street and the Ohio River, that makes it an ideal candidate for heritage tourists. A community that has preserved its historic buildings and urban fabric can reveal compelling stories about its history and culture, and provide opportunities for "outsiders" to experience this uniqueness of place.

In addition to providing an authentic historic character, the Old Jeffersonville neighborhood must offer livability to its residents as well. A mix of visitor and resident-oriented businesses, and public gathering places can make the visitor feel part of the community. Quality of life issues, including employment opportunities, historic preservation, design, arts and culture, and recreation, should converge to create a better place to live and visit, and marketed as an economic development strategy.

Often, residents are not aware of the implications of owning property in a historic district. This may result in confusion about permitting procedures for work done on their property and lack of information about resources that may be available, including financial incentives and technical assistance. To alleviate this problem, the City of Jeffersonville, in partnership with local preservation organizations, could host a bi-annual historic district orientation program targeted to homeowners, builders and developers to share information about financial incentives, code requirements, review processes, and success stories. The city could also send an annual letter to inform/remind property owners about their inclusion in the historic preservation district, or overlay zone, and advise them of actions that may warrant review by the Commission.

The City of Jeffersonville should consider partnering with local preservation agencies to create a one-stop shop for visitor information. Such a place could simply serve as a clearinghouse for visitors to ask directions, learn about Jeffersonville's history, or pick up brochures related to historic sites or upcoming events. Visitors could also learn about local eating establishments and accommodations for extended stays in the community.

**9.4 IMPLEMENTATION PARTNERS****Introduction**

This chapter serves as a brief manual to assist businesses and individuals on methods and monetary resources for implementing the recommendations described in the HPP. Restoring historic resources not only improves the image and integrity of the area but can also increase income by allowing for increased property value, retail sales and tax incentives. To carry out specific preservation activities there is often a need for financial assistance. There are as many ways to raise money as there are projects; whether the project involves restoring a neighborhood, revitalizing a downtown area or preserving rural resources, public and or private funds can often be found. It must be recognized that the funding capabilities of the agencies involved in Ohio River Bridges Project may not support implementation of all strategies discussed in this Preservation Plan. However, the Preservation Plan does provide goals and strategies to pursue funding. Priorities will need to be made and budgets consulted.

Many of the procedures necessary to implement the recommendations of the HPP already exist. However, implementation can only be successful with the involvement of private owners/investors, community organizations and local government. The development of this plan is a step toward enhancing coordinated preservation efforts.

There are numerous questions to consider when deciding upon a specific rehabilitation project. Among other things, one must verify existing zoning requirements, acquire the necessary building permits, verify the building's structural integrity, and comply with all ADA code requirements for commercial structures. Often, the assistance of an architectural or engineering professional may be needed. Listed below are local

organizations, government agencies, private, and non-profit organizations, along with current contact information, who can assist in this process.

**City of Jeffersonville Historic Preservation Commission**

629 E. Maple Street  
Jeffersonville, IN 47130-3939  
(812) 284-4534

A portion of downtown Jeffersonville – including Spring Street south of Kentucky Street and Riverside Drive between JeffBoat and the Kennedy Bridge, as well as some surrounding areas – is designated as a local historic district. Within this historic district, any exterior alterations visible from the public right-of-way must be reviewed and approved in advance by the Historic Preservation Commission. The Commission is made up of seven volunteer members who are residents of the city and have an interest or expertise in preservation. Proposed work is evaluated based on its consistency with City of Jeffersonville ordinance 97-OR-20 and the design guidelines that have been adopted for the district. Regular meetings of the Preservation Commission are held on the second Monday of each month at 6:00pm in the Building Commissioner's Conference Room on the second floor and are open to the public.

**Clark County Planning, Zoning, & Building Commission**

501 East Court Avenue, Room 300  
Jeffersonville, IN 47130  
(812) 285-6287  
<http://www.co.clark.in.us/plancommission.html>

**City of Jeffersonville Planning and Zoning Department**

Jeffersonville City Hall, Suite 250  
500 Quartermaster Court  
Jeffersonville, IN, 47130  
(812) 285-6493  
<http://www.cityofjeff.net/zoning/zoningmain.htm>

The Jeffersonville Planning and Zoning Department enforces the city's Zoning Ordinance, Comprehensive Plan, Subdivision Control Ordinance and operates under Indiana Codes 36-7-4, 36-7-10 and 36-7-10.1. The online zoning map is for advisory purposes only. Planning and Zoning staff should always be consulted before initiating a project that may be affected by a specific zoning regulation.

The Jeffersonville Planning and Zoning Department provides staff support for the city's Plan Commission and Board of Zoning Appeals, serves as a resource to citizens and developers who need assistance with the city's development and zoning controls and provides code enforcement, to ensure that neighborhoods remain safe and to help protect against the loss of property values due to blight.

**City of Jeffersonville Building Commission**

Jeffersonville City Hall, Suite 200  
500 Quartermaster Court  
Jeffersonville, IN, 47130  
(812) 285-6415  
<http://www.cityofjeff.net/Building/BuildingMain.htm>

The Building Commissioner’s Office operates under the authority granted to cities to regulate public safety under Indiana Code 36-4-9. The Building Commissioner operates under the principles established by organizations such the International Code Council the National Fire Protection Association. The department inspects buildings for the purpose of enforcing state building regulations, including those found in IC 22-11, 22-12, 22-13, 22-14 and 22-15, and federal guidelines established by the United States Access Board.

**Jeffersonville Main Street, Inc.**

113 West Chestnut Street  
Jeffersonville, IN 47131  
(812) 283-0301  
<http://www.jeffmainstreet.org/index.html>

Jeffersonville Main Street Inc. (JMI) is a nonprofit organization working to continue the revitalization of the commercial and residential districts of downtown Jeffersonville, Indiana. We use a four-point approach that includes economic restructuring, design, promotion, and organization. JMI offers grants for exterior improvements to downtown storefronts and residences located within the Jeffersonville urban Enterprise Zone and the Old Jeffersonville Historic District.

**Jeff-Clark Preservation, Inc.**

P.O. Box 752  
Jeffersonville, IN 47131  
(812) 812/288-7246  
<http://jeffclarkpreservation.com/>

Jeff-Clark Preservation, Inc. is a non-profit organization incorporated in March 1982. The goals of the organization include preserving the buildings in Jeffersonville and Clark County and encouraging their adaptive reuse. “Preserving the Past for the Future” is the objective. Jeff-Clark is also dedicated to preserving the history and heritage associated with the community.

**Indiana Landmarks**

Southern Regional Office  
Willey-Allhands House  
Southern Regional Office  
115 West Chestnut Street  
Jeffersonville, IN 47130  
(812) 284-4534  
<http://www.indianalandmarks.org>

Indiana Landmarks is a nonprofit organization, fighting to defend architecturally unique, historically significant, and communally cherished properties. Indiana Landmarks revitalizes communities, reconnects us to our heritage, and saves meaningful places. Indiana Landmarks sponsors a number of networking and interest groups to tackle specific preservation issues and provide a forum for sharing information and expertise. Indiana Landmarks’ Southern Regional Office is located in the Willey-Allhands House.

**Indiana State Historic Preservation Office**

Department of Natural Resources  
Division of Historic Preservation and Archaeology  
402 W. Washington Street, W274  
Indianapolis, Indiana 46204-2739  
(317) 633-1646 Phone  
<http://www.ai.org/dnr/historic/index.htm>

The Indiana Division of Historic Preservation and Archaeology promotes the conservation of Indiana’s cultural resources through public education efforts, financial incentives including several grant and tax credit programs, and the administration of state and federally mandated legislation. The Division facilitates state and federal preservation programs and is the staff of the State Historic Preservation Officer.

**Indiana Department of Transportation**

Office of Environmental Services  
100 N. Senate Avenue, Room N642  
Indianapolis, IN 46204  
(317) 232-5468  
<http://www.in.gov/indot/>

**Indiana Historical Bureau**

<http://www.in.gov/history/markers.htm>

A goal of the program is to increase the diversity of marker topics so that persons reading Indiana State markers appreciate Indiana’s unique history. Markers should reflect the rich political, social, cultural, economic, intellectual, and scientific history of the state. In 1998 a searchable database containing all Indiana state historical markers was made available on the Historical Bureau web site. The regularly-updated database contains a marker’s county, title, text, credit line, and location and is searchable in all of those fields. Also available on the Historical Bureau site are examples of applications with copies of materials used to document the information in the text.

**One Southern Indiana (1SI)**

4100 Charlestown Road  
New Albany, IN 47150  
Phone: (812) 945-0266  
Fax: (812) 948-4664  
[www.1si.org](http://www.1si.org)

One Southern Indiana is the combined Economic Development Council and Chamber of Commerce for Clark and Floyd Counties on the Indiana side of the Louisville, Kentucky metropolitan area. One Southern Indiana proactively works to grow our regional economy through business attraction, retention and expansion; through encouraging and supporting entrepreneurs; and through providing government and workforce advocacy, business education, networking opportunities and other business services to our investors. Bringing over 50 projects to fruition since mid-2006, their work with businesses has resulted in measurable increases in individual market share, job creation, payroll dollars, new capital creation, and tax revenues.





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## Appendices

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White, Raymond E. *Voices from the Past: A Collection of References to the African American Community in the State of Indiana*. Muncie, Indiana: H. Goodall, 2001.

Whitten, David. "Louisville Glass Factories of the 19th Century-Part 1." *Bottles and Extras*, Spring 2005.

Listed below is a summary of the commitments made in the Ohio River Bridges Project First Amended MOA for the interstate roadways and The Old Jeffersonville Historic District.

### II.C - Context Sensitive Solutions

The roadways, bridges, and other Project elements where applicable shall be designed and constructed with sensitivity to aesthetic values, historic cultural landscapes, and the historic context, utilizing the services of professionals with experience in areas related to historic preservation. Design shall include aesthetic treatments to surfaces, structures, portals, appurtenances, and land contours and landscaping that complement the historical contexts of historic properties and in keeping with the HPPs for those areas. The Contractor shall also prepare an *Aesthetics and Enhancement Implementation Plan* that shall be reviewed in consultation with the BSHCT.

### II.D - Roadway Lighting

Project roadway lighting within the viewshed of historic properties and any navigational lighting required on structures included in the Project shall be designed and constructed to minimize the dispersion of light beyond the highway right of way and include state-of-the-art techniques and systems, such as Full Cutoff Optics (FCOs) or other similar systems, to the extents that are required to ensure safe roadway lighting designs, and navigation required by the U. S. Coast Guard and the Federal Aviation Administration.

### II.E - Noise Abatement

The Project shall be designed so as to minimize adverse noise effects on historic properties in accordance with state and federal noise regulations, policies, and guidance, including special consideration of enhanced noise abatement measures for historic properties. Noise abatement measures shall be designed and implemented utilizing state-of-the-art methods and systems to minimize adverse noise effects on historic properties, such as innovative pavement designs, bridge decks and joints, berms, noise barriers, and landscaping. Pavements shall be designed incorporating measures and materials that contribute to quieter pavements, such as those identified through the Purdue University Quiet Pavement Research or other innovative measures and technologies, while providing durability and safe driving conditions. The BSMT shall be responsible for coordinating the development of the noise abatement measures.

Final determinations regarding placement of noise abatement barriers will not be made without additional public involvement. Where there is support for incorporation of noise abatement measures into the Project by those who will benefit, the BSMT, in consultation with the BSHCT and HPATs, shall consider the effects on historic properties and, if applicable, incorporate measures to mitigate effects.

### II.F - Historic Preservation Plans (HPP's)

The BSMT, in consultation with the SHPOs and appropriate local governments, shall have HPPs prepared for historic properties and districts as set forth below and detailed in Stipulation III. The HPPs shall be prepared by a qualified consultant(s) specializing in preservation planning. The HPPs will provide a context to inform the implementation of specific mitigation measures as set forth in Stipulation III. The HPP may include recommendations for additional measures that could be implemented and funded by others outside this First Amended MOA. Additional avoidance, minimization, or mitigation measures identified in the HPPs which may not have been specified in this First Amended MOA, but are found by the HPATs to be reasonable to incorporate into the Project will be considered by the BSHCT and may be submitted to the BSMT for possible implementation as part of the Project. The HPP for a property or district shall be completed within three years of the execution of this First Amended MOA.

1. The HPPs and subsequent updates will meet the following provisions:
  - a. The scopes of work for the HPPs will be developed in consultation with the respective HPATs.
  - b. The HPPs will be developed in consultation with owners of the historic properties and/or related neighborhoods.
  - c. Where access to privately owned property is necessary for the preparation of an HPP, consent shall be obtained prior to entry.
  - d. The HPPs shall consider and build upon existing related studies and plans, such as the Ohio River Corridor Master Plan and Louisville's Downtown Development Plan.
  - e. The HPPs shall be developed in cooperation with the appropriate local government and approved by the respective SHPO.

- f. The HPPs will recognize the unique character, context, and historic significance of each resource/area and will identify ways to protect and enhance the historic qualities found there, particularly those related to avoidance, minimization, and mitigation of adverse Project effects.
  - g. The HPPs will consider land use, transportation patterns, and other urban/suburban related planning issues, as appropriate.
  - h. The HPP shall be presented to the relevant city/county governments and the Kentuckiana Regional Planning and Development Agency (KIPDA) for incorporation into local land use planning processes as appropriate.
2. HPPs reflecting the Modified Selected Alternative selected for Project implementation will be developed for the following historic properties:
    - a. Old Jeffersonville Historic District
    - b. Township of Utica Historic Lime Industry
    - c. Butchertown Historic District
    - d. Phoenix Hill Historic District
    - e. Country Estates of River Road/River Road Corridor
    - f. Ohio River Camps multiple property group. Plans completed prior to January 1, 2012 will be revised as appropriate to reflect Project design changes.

### II.G - Survey Updates

The historic preservation documents listed below have been updated by a qualified historic preservation consultant chosen by INDOT or KYTC, as appropriate, with the information developed for the Project and in conformance with GIS or other format specified by the respective survey sponsor and SHPO.

1. The Indiana Historic Sites and Structures Inventory of Clark County has been updated by the INSHPO and is available to the public through the INSHPO website.
2. The Jefferson County Inventory and Survey of Historic Sites in Kentucky has been updated in consultation with the KYSHPO and the Louisville/Jefferson County Metro Government Historic Preservation Office.

### II.H - Historic Preservation Easements

Preservation easements set forth in this First Amended MOA shall be placed on the historic properties identified in Stipulation III in perpetuity by INDOT or KYTC, as appropriate, and held by a local government, local or state preservation organization, or other entity as determined by the INDOT or KYTC in consultation with the respective SHPO. A one-time, lump sum monitoring fee determined through negotiation among INDOT or KYTC, the easement holder, and the respective SHPO will be paid by INDOT or KYTC to the easement holder to monitor and enforce the preservation restrictions. The BSHCT will coordinate as necessary with INDOT or KYTC land acquisition personnel for the acquisition of preservation easements.

### II.I - National Register Documentation and Nomination

(N/A)

### II.J - Streetscape Improvements

Streetscape improvements, such as landscaping, tree plantings, ornamental street lighting, fencing, curbing, pavements, sidewalks, traffic calming, or other similar work, when specified in Stipulation III, shall be designed in consultation with the respective SHPO and constructed within public rights of way unless otherwise provided for in this First Amended MOA or approved by the BSMT. Approval from the agency holding title to the right of way will be obtained prior to use, whenever required. Streetscape improvements shall be designed in conformance with recommendations of any HPP developed for the property in accordance with Stipulation III of this First Amended MOA. In the absence of an HPP, design of streetscape improvements shall be based on recommendations provided by the BSHCT with HPAT input.

### II.K - Interpretative Signage

Interpretative signage, when specified in Stipulation III, shall be placed within the right of way of public streets, or on easements, to explain the significance of the historic properties, their context, and their importance to the development

of the area. Approval from the agency holding title to the right of way will be obtained prior to use, whenever required. The BSMT shall coordinate the text and placement of the signs with the respective HPAT and may implement this provision through existing state historic marker programs where determined appropriate.

**II.L - Blasting and Vibration**

1. To avoid damage to historic properties, the BSMT shall ensure that construction blasting/vibration plans and bridge pier construction plans shall be developed by their contractor(s) prior to beginning any construction activities that would require blasting or result in vibration. These construction blasting/vibration plans shall be implemented during appropriate construction activities. Maximum threshold values for historic properties that the plan must meet are shown in Table 1 below. The values are presented in terms of peak particle velocity (PPV), the accepted method of evaluating the potential for damage. The vibration criteria shall apply for pile driving, vibratory compaction, and blasting activities.

Table 1 - PPV Thresholds	
Type of Structure	Ground-borne Vibration Impact Level (PPV)
Fragile	0.20 in/sec
Extremely Fragile Historic	0.12 in/sec

The BSMT shall discuss with the BSHCT the protective measures to be used by the Contractor to protect historic resources from vibration damage. The BSMT shall seek the recommendations of the BSHCT regarding any additional properties not identified by the Contractor that should be considered Extremely Fragile.

2. These plans shall be developed, as directed by the contract documents, for those properties specified in Stipulation III Site Specific Mitigation and Contract Provisions and shall include requirements for pre-and post-construction surveys conforming to industry standards, construction monitoring, and other measures to minimize harm to historic properties. The BSMT shall be responsible for overseeing the development of these plans, in consultation with the BSHCT, who will help identify appropriate structures to monitor.

3. The BSMT or its designee will make the determination whether damage has occurred to historic properties identified in the Section 106 process as a result of Project activities.

4. The BSMT shall be responsible for repair of any blast and vibration damage to historic properties. Any repairs shall be coordinated in advance with the respective SHPO to ensure they are carried out in accordance with the Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Secretary’s Standards).

5. Where access to privately owned property is necessary for monitoring or damage repair, consent shall be obtained prior to entry.

**II.M - Timing of Construction Activities**

Provisions shall be included in the Project contracts that limit construction activities and construction noise during specific periods of time such as holidays or special events. The contractor shall comply with all relevant local noise ordinances. Activities that create high levels of construction noise, such as pile driving and blasting, shall not be conducted between the hours of 6:00 a.m. and noon on Sundays without the prior approval of the BSMT. The BSMT shall develop these provisions, with input from the BSHCT and HPATs. If any modification to these provisions are made after the construction contract is awarded, the BSMT shall discuss the modifications with the BSHCT and the HPATs.

**II.N - No-Work Zones**

(N/A)

**II.O - Smart Growth Conference**

(N/A)

**II.P - Education and Interpretation**

(N/A)

**III.E - Old Jeffersonville Historic District**

1. INDOT developed an HPP for the property as set forth in Stipulation II.F. The HPP provides a context and other information for use in developing streetscape improvements, relocating contributing houses, and designing pedestrian friendly facilities under the bridges as outlined below. The HPP also includes guidelines and/or best practices for the selection and implementation of noise abatement measures in a manner so as not to compromise the historic integrity of the district. The HPP will be updated to reflect Project design modifications and changes to the historic district neighborhood.

2. The HPP was presented to the City of Jeffersonville for potential use as a component of the City’s Comprehensive Plan and to inform the community and local government of additional historic preservation threats and opportunities.

3. The BSMT will design and construct streetscape improvements along city streets within the historic district between Spring Street and the Project, as set forth in Stipulation II.J, taking into consideration the type of improvements on Market Street and Spring Street by the City of Jeffersonville.

4. The BSMT shall design and construct pedestrian friendly facilities within Indiana right of way under the new bridge and existing John F. Kennedy Bridge. These facilities shall include amenities such as opportunities for public art, lighting, and other treatments as set forth in Stipulation II.J and will be in keeping with the context identified in the HPP for the Old Jeffersonville Historic District.

5. The BSMT shall minimize spacing between the proposed new downtown bridge along the C-1 alignment and the existing John F. Kennedy (I-65) Bridge consistent with prudent engineering principles.

6. The BSMT will develop and implement a highway signage plan that minimizes the number of overhead directional signs on the approach spans to the bridge, while preserving and improving highway safety.

7. The BSMT, in consultation with INSHPO and FHWA, will make a reasonable effort to relocate the five contributing structures that would otherwise be demolished by the Project, including those located at 115 Fort Street, 116 Fort Street, 502 West Market Street, 432 West Riverside Drive, and 502 West Riverside Drive, to available vacant lots within the Historic District.

a. During the acquisition phase, the BSMT, in consultation with the INSHPO, will make a reasonable effort to purchase vacant lots within the historic district from a willing seller at fair market value, then move and place the houses on new foundations in accordance with the approaches recommended in Moving Historic Buildings (John Obed Curtis, 1979, American Association for State and Local History), and by a professional who has the capability to move historic buildings properly. The relocated buildings will be made available for sale at fair market value on the open market.

b. The BSMT shall place a preservation easement on these relocated historically significant houses as set forth in Stipulation II.H.

c. The BSMT shall stipulate through a covenant that the purchaser must occupy the house for 5 years and maintain the property in accordance with preservation standards acceptable to the INSHPO.

8. If the BSMT is unable to obtain suitable property within the historic district for the relocation of any of the structures referenced above, the BSMT, in consultation with the INSHPO, shall prepare and implement a marketing plan to market the building( s) for relocation by others at a nominal fee.

a. The plan shall include information about the building( s ), including photographs and information on the property’s significance, cost, and tax benefits of rehabilitation; notification that the recipient will be required to rehabilitate the building(s) in accordance with the Secretary’s Standards; a distribution list of potential purchasers or transferees; an advertising plan and schedule; and a schedule for receiving and reviewing offers.

b. Upon INSHPO’s agreement with the marketing plan, the BSMT shall implement the plan for a minimum of six months.

c. The BSMT shall review all offers in consultation with INSHPO prior to acceptance.

9. If there is no acceptable offer in accordance with Stipulations III.E.7-8 above that will conform to the requirements for rehabilitation and maintenance, the BSMT, with the approval of INSHPO, may donate the property to a local government.

10. The BSMT shall design and construct roadway lighting in the viewshed of the historic district as set forth in Stipulation II.D.

11. The BSMT shall implement noise abatement measures where Project noise is expected to affect the historic district as set forth in Stipulation II.E.

12. Timing of construction activities shall be scheduled in accordance with Stipulation II.M.

13. Prior to initiating construction activities, the BSMT shall ensure that construction contractors shall develop and implement blasting/vibration plans for properties abutting the Project to avoid damage to listed and eligible historic properties in accordance with Stipulation II.L.



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