CITY OF NEW ALBANY AND UNINCORPORATED TWO-MILE FRINGE AREA COMPREHENSIVE PLAN YEAR 2020

Submitted by

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CHAPTER 1
INTRODUCTION

1.1 WHAT IS THE COMPREHENSIVE PLAN?

According to the American Heritage Dictionary[1], the word "plan" has several different complementary meanings, including the following:

1. A scheme, program, or method worked out beforehand for the accomplishment of an objective;
2. A proposed course of action; and
3. A systematic arrangement of important parts.

Planning at the local government level incorporates all of these definitions. Communities prepare comprehensive plans in order to guide decision-making, investments, and commitments, so that a desired quality of life may be reached at some point in the future. These planning decisions center on identifying solutions to current problems and creating new opportunities to meet anticipated future needs. The process of comprehensive planning, therefore, offers the opportunity to discuss, direct, manage, and manifest change.

Comprehensive Plans usually have these characteristics[2]:

- *They have a long-range view.* The term "long-range" in this instance refers to a twenty- to thirty-year time period.
- *They are general in nature.* By being general, the Plan provides guidance for future land use development, yet also retains a degree of flexibility in the event that local or regional developments are different than what was anticipated.
- *They are comprehensive.* Land use development affects, and is affected by, a wide variety of forces and interests. Not incorporating these forces and interests into the development of the plan may result in the Plan incorrectly anticipating future outcomes, and/or its inability to affect those outcomes.
- *They are officially adopted by the local legislative body.* As such, the Comprehensive Plan is an official policy statement, outlining the municipality's intentions with regard to future land use development.
- *They are not regulatory documents.* They do not enforce development location or standards in and of themselves. They do provide a policy guide for developing tools that do regulate development (i.e., zoning ordinance, subdivision ordinance, etc.).

This document contains the Update for the City of New Albany's Comprehensive Plan. It is called an "Update" because the City initially developed a Comprehensive Plan in the 1950's, and has regularly updated the Plan in response to changing local and regional conditions.

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[1] 1992: Microsoft Bookshelf Edition.
[2] After Anderson (1995:1-3).

The Comprehensive Plan is the policy document for the physical, social, and economic growth and redevelopment of the planning jurisdiction. As such, the Plan influences policy decisions in a broad variety of areas, including, but not limited to, the following: land use, transportation, infrastructure and utilities, drainage, environmental conservation, urban reinvestment, economic development, recreation, and housing.

The Update is timely, as the Plan was last updated in 1982, and generally comprehensive plans are updated every 10 to 15 years. Also, New Albany is at a critical turning point in its growth and development. The urban core is densely developed while outlying portions of the Unincorporated Two-Mile Fringe Area, which is under the planning and zoning jurisdiction of the City, are currently being developed. Growth pressures are mounting in the Fringe Area, to which the City may provide and maintain public services and public infrastructure. New residential development in the Two-Mile Fringe has been single-family in character, thereby aggravating inner-city problems by encouraging the flight of middle- to upper-income households out of the City. Annexation into contiguous areas and the expansion of the Two-Mile Fringe Area may be necessary in order to properly and equitably provide these services.

The Planning Area also faces diverse environmental issues. Areas of extreme environmental sensitivity are present, including flood plain areas, areas of steep slope, and wetlands identified in the Department of the Interior's National Wetlands Inventory. Also, the planning jurisdiction is located within an air pollution control non-attainment area.

With regards to the implementation of the Update, many different units of local government shall be involved. As provided by State law, the New Albany City Plan Commission and city planning staff shall use the comprehensive plan in the review of zoning petitions and development requests. The New Albany Common Council, acting upon recommendations of the Plan Commission, shall also use the guidelines and standards contained in the Update. The New Albany Redevelopment Commission shall utilize the Comprehensive Plan in formulating strategic issues and activities for inner-city revitalization. The Board of Public Works and Safety oversees the City's capital facilities and public services. Not-for-profit organizations, such as the downtown organization Develop New Albany, Inc., may be called upon to be partners for implementing portions of the plan. The planning jurisdiction also includes many private utilities, whose capital investment decisions will be critical to the implementation of the Plan.

1.2 PROCESS FOR UPDATING THE COMPREHENSIVE PLAN.

The last broad Update of the Comprehensive Plan took place in 1982, with updates to portions of the Plan taking place periodically on an as-needed basis. Typically, comprehensive plans are generally updated every ten to fifteen years, and by 1997, such an update was overdue.

In the Spring of 1997, on behalf of the City Plan Commission, the New Albany Redevelopment Commission issued a Request for Proposals for preparing the Comprehensive Plan Update.

After the receipt and review of proposals, and after interviewing several candidates, HNTB Corporation was selected by the Commission for assisting in the development of the Plan.

The process for developing the Plan is reflected in the organization of this document. Two citizens meetings were held in October of 1997, and meetings with several stakeholder groups ensued; the results of these meetings are listed below. Local and regional demographic and economic changes were investigated, and the City's land use was researched. The results of this inquiry formed a critique of the City's policy plan. Following this critique, several alternates for desired future land use were generated and presented to the Plan Commission. The Commission selected two alternates for further development and analysis. Following this analysis, the Commission selected a final Land Use Plan.

1.3 PARTICIPATION IN THE DEVELOPMENT OF THE PLAN.

The Update is not based upon the work of one individual or entity. Instead, many different persons and organizations collaborated in the development of the Plan. The City Plan Commission, the Common Council, and other agencies and units of local government provided important input into the issues facing the community. Citizen comments provided an important grass-roots perspective on the perceptions and desires of the community.

1.3.1 Citizen meetings. Two citizen input meetings took place, on October 1 and 2, 1997. The first meeting was held in the cafeteria of New Albany High School, while the second meeting took place at the Administrative Offices of the New Albany-Floyd County Consolidated School Corporation, located at 3813 Grantline Road.

Citizens generally noted several positive features of the community that they wished to preserve, including the following items:

- Historic buildings;
- Small town atmosphere;
- The Ohio River;
- The Downtown area;
- Existing organizations, including churches and not-for-profits; and
- Affordable housing.

Generally, the citizens had several concerns that they felt might pose a threat to the community's quality-of-life:

- The ongoing issues with sanitary sewers, including the issues of inflow and infiltration, and the lawsuit against the City by the U.S. Environmental Protection Agency;
- Poor drainage and flooding;
- Worsening air quality;
- The physical division of the City by the CSX Railroad; and

- Citizen apathy.

Items that the citizens wished to see more of included the following items:

- Housing for seniors;
- Sidewalks;
- Redeveloped neighborhoods;
- More small businesses, particularly in the Downtown, including mixed residences/businesses; and
- More riverfront development.

1.3.2 Focus group meetings. Several stakeholder groups were interviewed in order to determine the issues being faced by the Comprehensive Plan Update. The groups that were interviewed included the New Albany Common Council, a concerned citizens group, several neighborhood group representatives, City Department heads and officials, several not-for-profit organizations and service clubs, representatives from the development community, representatives from other local governments in the region, and business and industrial development representatives. Although the comments varied, there were several items of consensus, including the following (limited here to comments not mentioned by citizens, above):

- The City is in a state of fiscal stress. The property tax levy cap enacted in the early 1970's caught the City at a point of low revenue generation, and the 5% annual increase in the levy allowed under State law has been insufficient to cover the rising costs of public services and the provision of services to new areas. In addition, the relatively high percentage of tax revenue going to support police and fire protection services was cited as an issue.
- Environmental constraints, including areas of steep slope to the west and north and bodies of water to the south and east, limit City growth.
- Municipalities in the region are in severe competition with one another for population and tax base.
- The new Caesar's *Glory of Rome* riverboat casino, located just across the Harrison County line along S.R. 111, was cited as both an opportunity for the City (in terms of jobs, exposure, and corollary commercial development) and a threat (in terms of increased traffic).
- The City is a desirable place to live, owing to its retaining a small-town atmosphere while having ready access to the advantages of a large metropolitan area. The area should concentrate on retaining its high quality of life.
- New Albany has an economic development mission that transcends its municipal boundaries. The City contains most of Floyd County's industrial and commercial development, and therefore is important as an employment base and source of property tax revenue. The Southern Indiana region also looks to New Albany as a major employment center.

1.3.3 Joint City Plan Commission/City Council Meetings. These meetings were held to consider the different land use alternatives that were developed during the planning process. A series of schematic alternatives was presented at the initial meeting, from which two alternatives were selected for further development and analysis. The two alternatives selected consisted of an economic development scenario that maximized industrial and commercial employment opportunities and redevelopment potential, and a residential development scenario that focused on new residential growth. The characteristics of these two detailed alternatives are discussed in Appendix A. From the two alternatives, the City Plan Commission and the City Council chose the economic development alternative as the basis for the final land use plan.

1.4 FORMAT OF THE UPDATE.

This Update utilizes the input received and data analysis to define issues that the Plan needs to address. In the next chapter, existing demographic, economic, and land use trends are described and analyzed. Using these analyses, future land use trends will be projected, so that the land use portion of the Plan will reserve sufficient land to accommodate expected growth, as well as identify market opportunities around which redevelopment activities may be centered. The Land Use Plan will then be discussed, along with some of the impacts upon City services and facilities. Transportation improvements required to implement the Plan will then be discussed, as will impacts upon parks and recreational facilities. The final chapter discusses actions that should be taken to implement the Plan.

CHAPTER 2
BACKGROUND

2.1 GENERAL CONTEXT.

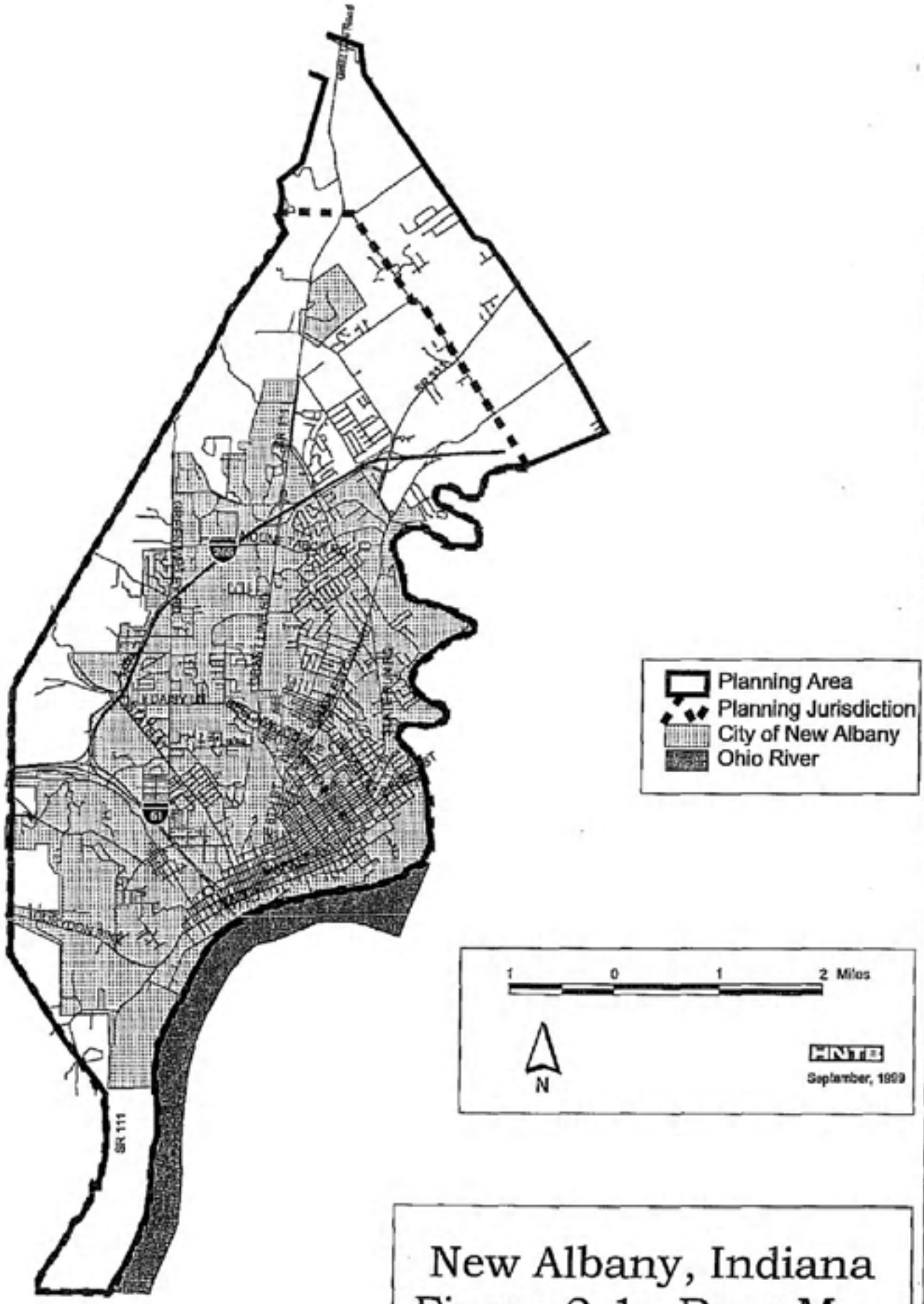
2.1.1 Region. New Albany is located in the Louisville KY-IN Metropolitan Statistical Area, a region of approximately one million people. Map 2-1 shows the location of the current City limits, as well as the location of the current planning fringe area, while Map 2-2 shows the location of New Albany within the metropolitan region. With a 1990 Census population of 36,322, the City is the second-largest municipality in the metropolitan area after the City of Louisville. New Albany is located in Floyd County, the third most populous county in the region, and has 56% of the County's 64,404 population (1990 Census).

There are several terms that will be used in the discussion of land use and the Update. The term "City" refers to the incorporated area of the City of New Albany. The expansion of the City's boundaries (i.e., the incorporation of new areas into the City) takes place through the annexation process. The term "fringe area" refers to the areas outside of the City over which the City exercises planning and zoning authority, and generally extends out to Chapel Lane. The State of Indiana allows the City, as an advisory plan commission, to exercise such authority in areas into which the City is logically expected to grow, up to two miles from the City's corporate limits. The City and the fringe area together constitute the planning jurisdiction of the City. However, the planning jurisdiction may expand due to annexations by the City; thus, the planning area considered extends up to County Line Road.

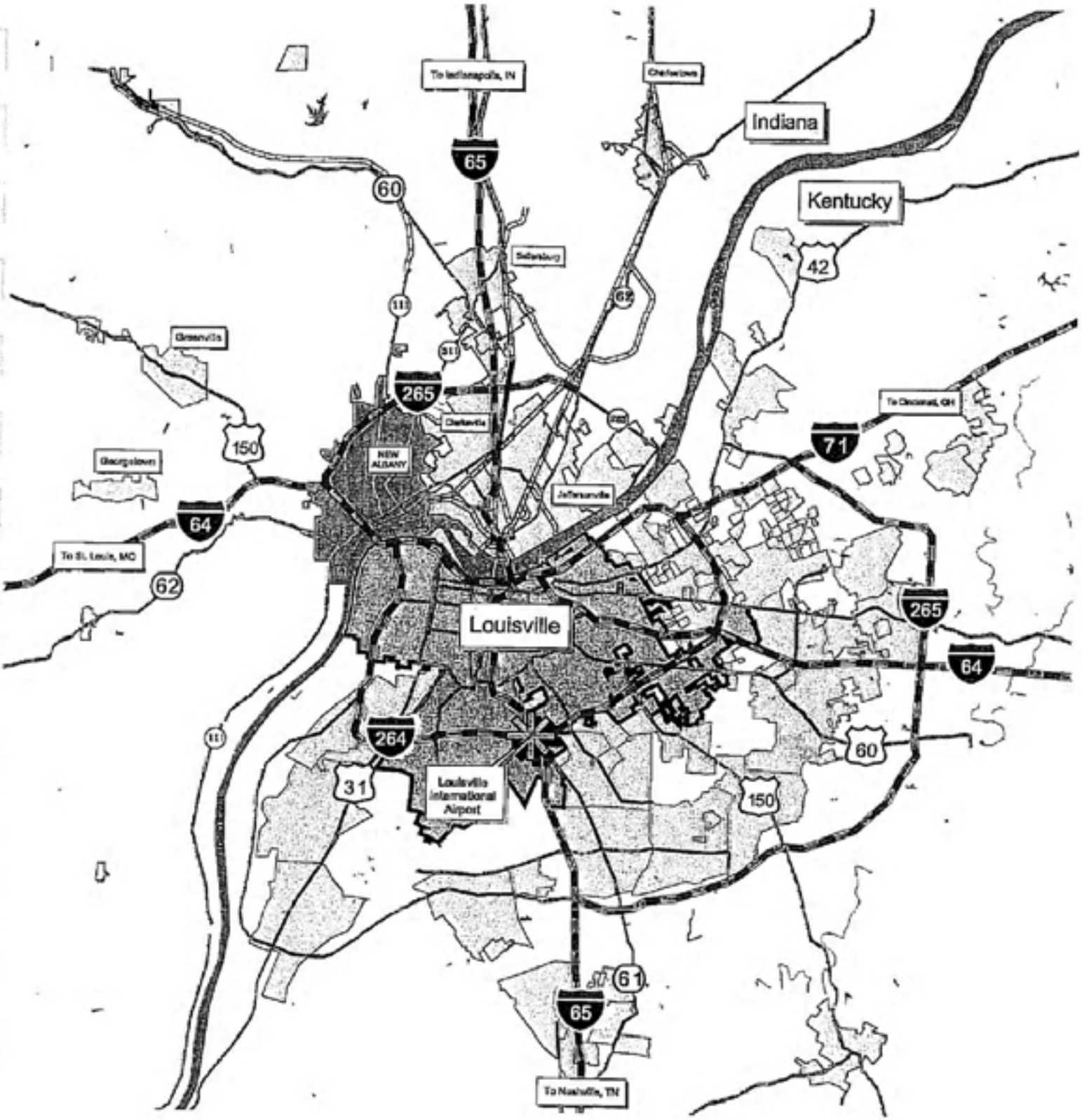
2.1.2 Environmental Issues. The City is located along the Ohio River, and hence contains a large amount of floodplain. The City's Stormwater Master Plan has noted that drainage problems are evident in many areas within the City. To the west of the City is a series of steep ridges, locally referred to as the "Knobs". It is unusual for a municipality to have both steep slope and floodplain as chief topological attributes. Taken together, these environmental constraints constitute about 20% of the City's land area (most of which is floodplain), and about 21% of the Planning Area land area. Map 2-2 shows where these areas are located.

After the Great Ohio River Flood of 1937, the U.S. Army Corps of Engineers built a flood levee and wall along the Ohio River that extends from about West Tenth Street to Silver Creek in the east.

The metropolitan region is classified by the U.S. Environmental Protection Agency as an air quality non-attainment area for particulates and volatile organic compounds (VOCs).



New Albany, Indiana
Figure 2-1: Base Map



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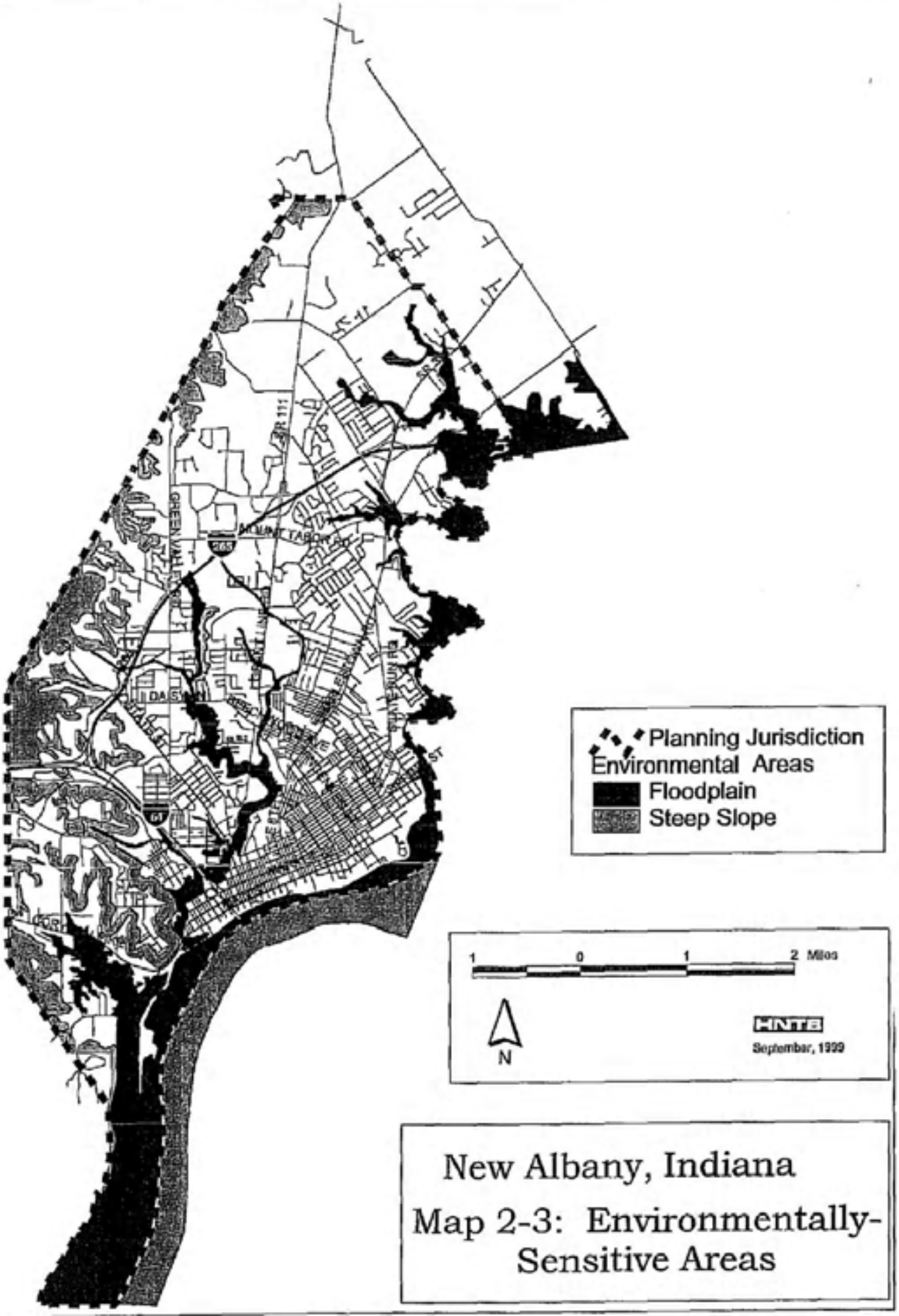
New Albany, Indiana
Map 2-2: Regional Context



New Albany, Indiana

Map 2-3: Environmentally-Sensitive Areas

The City, particularly the inner city, contains a large number of older industrial sites, or brownfields, where real or perceived environmental problems are an obstacle to redevelopment.

The City has been implementing a multi-year sanitary sewer upgrade program intended to correct years of neglect and lack of maintenance. Major elements of the upgrade program have been completed; currently, work is underway on upgrading the collection system.

Numerous riparian wetlands exist in scattered locations within the Planning Area. Water quality problems are evident in some areas, with creeks being polluted from sources beyond the City.

2.1.3 Transportation. The City is well-served by Interstate Highways. I-64 takes travelers across the Ohio River to I-264 in the West End of Louisville, and heads to Downtown Louisville and interchanges with I-65 and I-71. I-265 begins at I-64 in the northwest portion of the City, and then traverses east to I-65; S.R. 265 then continues onward to Jeffersonville. A multi-year I-65 reconstruction project is underway in Southern Indiana from Jeffersonville to Sellersburg, with additional lanes, upgraded interchanges, and transportation demand management systems being implemented. A bridge connecting S.R. 265 to I-264 in Louisville's east end is currently planned, as is a new bridge connecting Southern Indiana to Downtown Louisville, near the existing I-65 John F. Kennedy bridge. The K&I rail bridge, which connects New Albany to Louisville's west end and which formerly carried simultaneous vehicular traffic, is currently the subject of discussion for reopening to motorized vehicles. The planned Ohio River Greenway will provide a vehicular and alternative transportation link between the municipalities of New Albany, Clarksville, and Jeffersonville. Chapter 6 describes the thoroughfare system in more detail.

Several rail lines traverse the City, including a CSX rail line which crosses the Ohio River and enters the City at Vincennes Street, travels up E. 15th Street, and heads north to the industrial parks and beyond. This line has become extremely active since the floods of 1994. Traffic interruptions are numerous and unpredictable, and affect all east-west vehicular movements in the inner city, including Main, Market, Spring, and Elm Streets. Other arterial streets outside of the inner city are also affected, including Beechwood Avenue, McDonald Lane, and Grantline Road. Another rail line, the Norfolk Southern, travels east-west along the flood levee. This line presents similar problems to the CSX, disrupting traffic within the City for periods of time.

The airport serving the metropolitan area is Louisville International Airport, which handles both commercial and cargo traffic and is a hub for UPS (currently undergoing expansion).

2.1.4 Government. New Albany is a Class II City under Indiana State Law, meaning, among other things, that it has a Mayor-Council form of government. The City is located within Floyd County, which also contains the incorporated Towns of Georgetown and

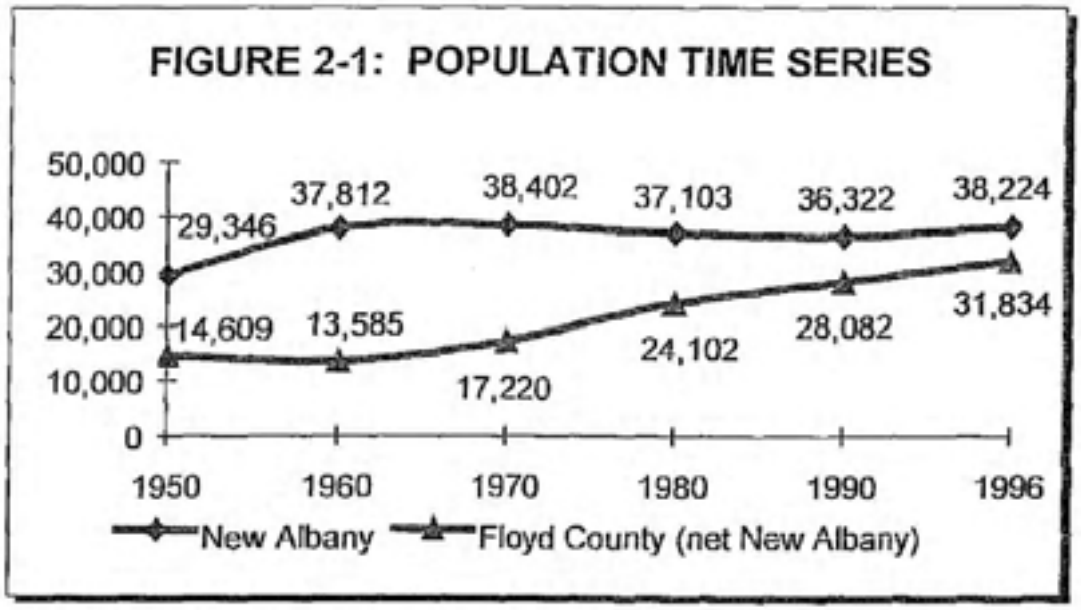
Greenville. The City is the largest municipality in the County, and serves as the County seat.

Public education has been consolidated across the County into a single school corporation, the New Albany-Floyd County Consolidated School Corporation.

Planning functions in the County are separated into the City of New Albany Plan Commission, an advisory plan commission that has jurisdiction over the City and a two-mile fringe; the Georgetown Advisory Plan Commission; and the Floyd County Plan Commission, which administers planning and zoning services for Greenville and the remaining unincorporated areas.

2.2 CURRENT DEMOGRAPHIC AND ECONOMIC STATISTICS.

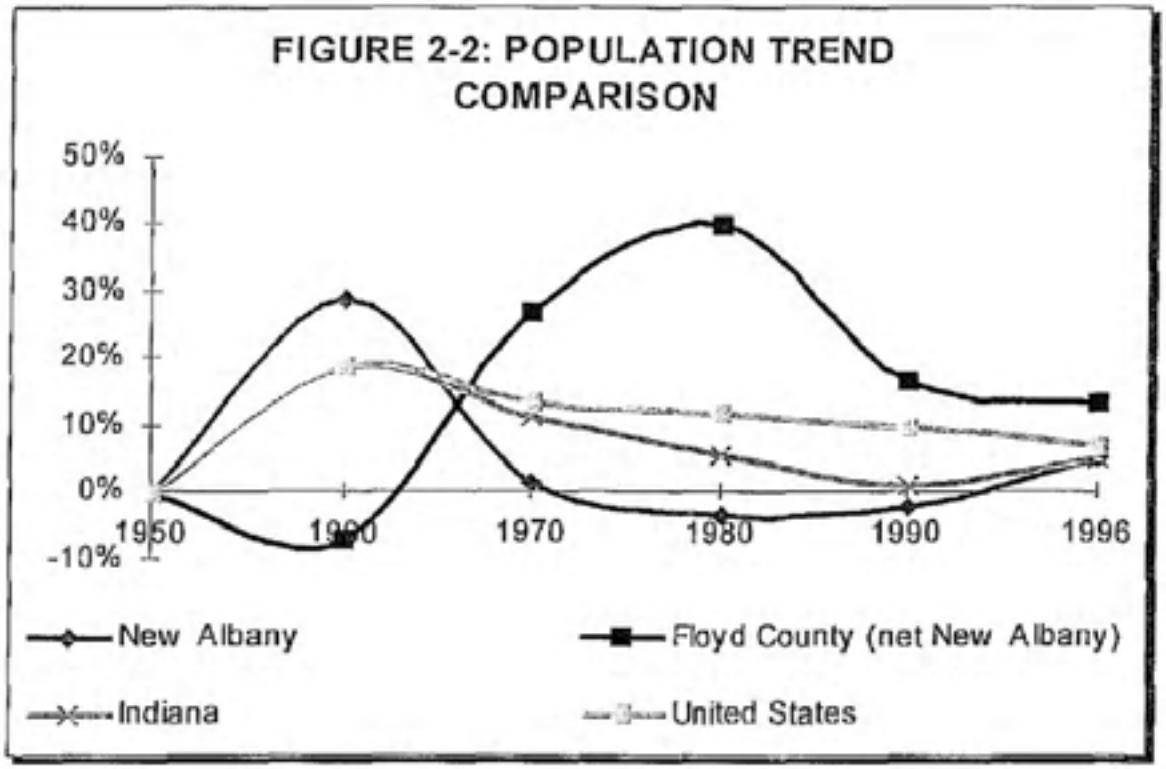
2.2.1 Population. The following chart shows the changes in the population of New Albany since 1950, and compares those changes to the remainder of Floyd County (i.e., the portion of the County outside of the City):



The top line shows that the population of the City has remained relatively steady over time, with a peak in 1970 followed by a slight decline through 1990. Since the most recent population estimate (1996) places the City population at 38,224, which is nearly equivalent with the 1970 peak, and since population growth was projected throughout the metropolitan area for the 1990's (to be discussed in more detail later), the City is probably at the highest population level in its 180-plus-year history. However, the chart also makes apparent the trend for population growth in areas outside of the City limits. Within the near future, it is probable that the extra-urban County population will exceed the City's population.

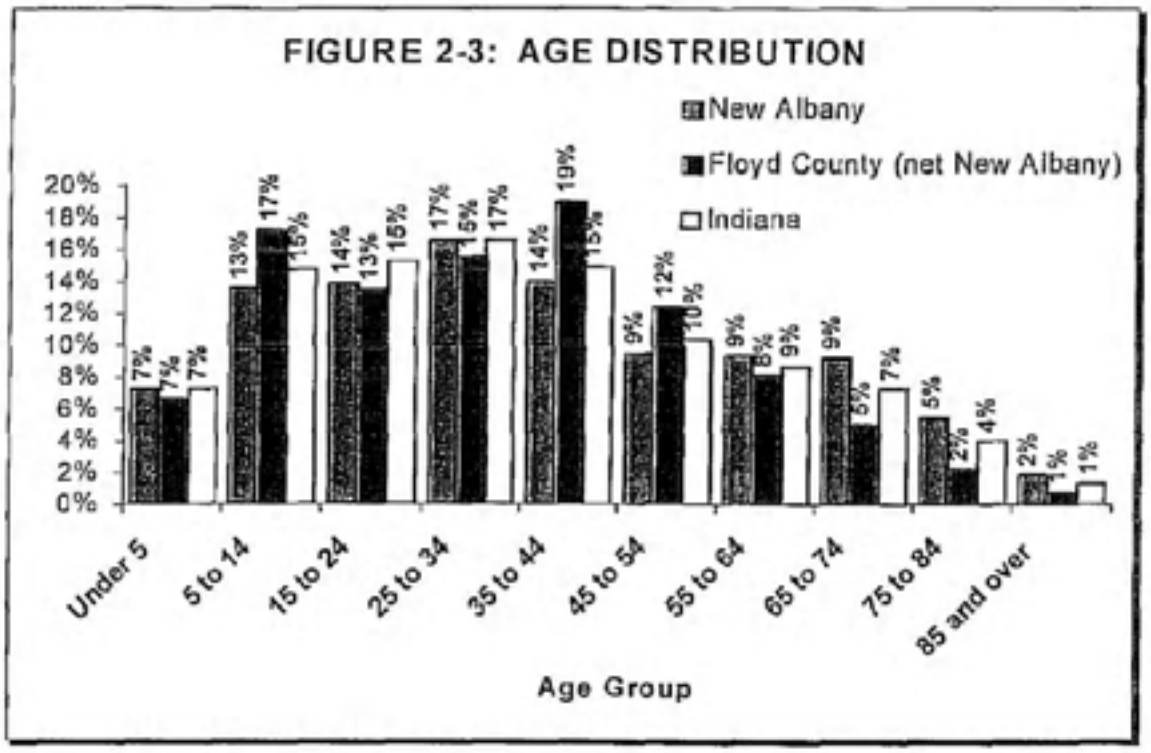
Comparable historical data for the planning area are not readily available. The 1990 estimate of the Planning area population is 43,633 persons, and the 1995 estimate was approximately 46,750 persons, depending upon the methodology used (see Chapter 4: Projections and Future Requirements for a more in-depth discussion of this topic).

The next chart compares population growth rates for the City and the extra-urban areas of the County to the State and to the United States as a whole:



According to this chart, New Albany mirrored State and national growth rates from 1950 to 1960, but its period of population decline from 1960 to 1990 diverged from these averages. It is noteworthy that few residential annexations took place during that time period. Also, many urban areas nationwide underwent population decline during this same time period; the population growth depicted in the State and the United States may be attributed to the rise of suburban areas, such as Floyd County. Indeed, we can see that Floyd County's growth rates, particularly during the period of 1970 to 1990, were high relative to the State and national averages.

The next chart compares the City's age distribution to that of the County (excluding New Albany) and the State[1]:

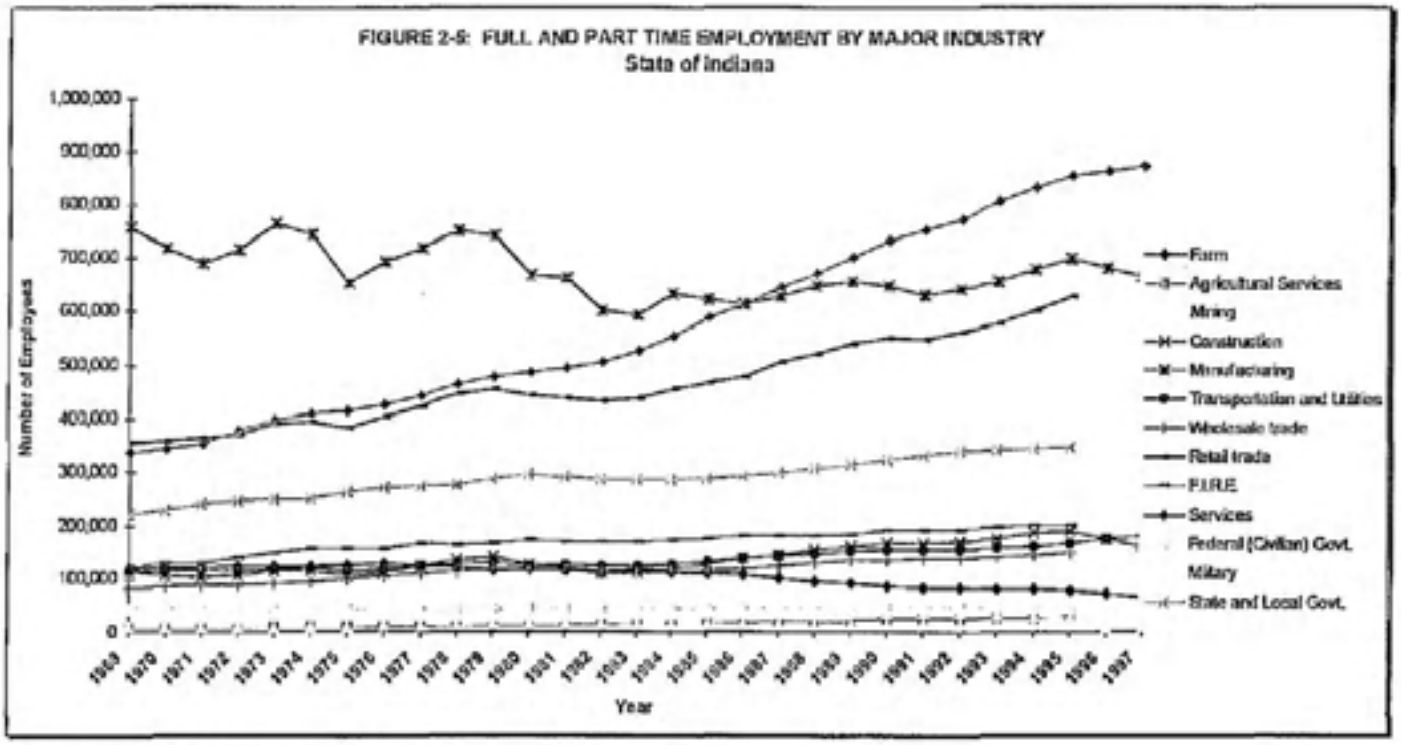


New Albany has a lower concentration of people in their peak earning years (35 to 55 years of age) relative to the County, as well as lower proportion of children between the ages of 5 to 14. The City also has a higher concentration of persons over the age of 65 relative to the County.

The City's population distribution does not markedly differ from that of the State of Indiana, although the City does have a slightly higher proportion of elderly persons. The extra-urban County has a very different population distribution than that of the State, with a heavy emphasis on young families, as noted above.

[1] These figures are given in percentages, rather than whole numbers. It must therefore be remembered, particularly when comparing the City with the rest of the County, that the City may have a higher population than the County in a particular age group but a lower percentage relative to total. For example, New Albany has about 4,900 persons in the 5-14 age category, as compared to the rest of the County's approximately 4,800 persons; however, because New Albany has a larger total population than the rest of the County, these 4,900 persons represent 13% of the total population, as compared to the rest of the County's 17% of total population in that age group.

2.2.2 Employment. Historical employment data are generally not available by major employment sector for the City of New Albany. However, as it is generally accepted that New Albany dominates Floyd County employment, a discussion of the trends in County employment should be satisfactory for the purposes of the Comprehensive Plan. The following two charts track the changes in employment for the County and, for comparison purposes, the State:



Source: U.S. Department of Commerce, Bureau of the Census.

We can see that changes in New Albany employment closely mirror those of the State. Of particular interest is the rise in services employment, which for both the State and the County became dominant during the mid-1980's. However, manufacturing employment has maintained a stronger relative position in the County than in the State. Manufacturing employment in the County, which has been increasing over time, is nearly equal to services employment; Statewide manufacturing employment, on the other hand, has been relatively stable, and by most recent count is about 75% of services employment. New Albany therefore seems to be a relatively competitive location for manufacturing businesses.

Breaking out New Albany employment in these sectors from the County-wide employment for 1995 yields the following results:

Table 2-1: Estimates of New Albany Employment (by place of employment)

Employment Sector	1995
Farm	0
Agricultural Services	303
Mining	0
Construction	2,068
Manufacturing	5,973
Transportation and Utilities	543
Wholesale Trade	1,092
Retail Trade	4,517
F.I.R.E.	1,671
Services	6,411
Federal, Civilian Govt.	127
Military	228
State and Local Govt.	3,808
TOTAL:	26,740

(Estimates were derived by comparing 1990 City employment to County employment as per Census of Population and Housing, and applying that ratio across all employment sectors; "Farm" and "Mining" employment assumed to be zero, due to the customary lack of these operations in urban environments).

The *Outlook '99* edition of *Indiana Business Review* (December, 1998) noted several items about the regional employment outlook that are of interest here. These items are listed as follows:

- Southern Indiana accounts for more than one out of seven metropolitan area jobs, and nearly one out of four manufacturing jobs. Most net job growth in the region is occurring in the non-manufacturing sectors; as discussed above, however, manufacturing is still the dominant income source.
- Building permits are being issued at near-record levels in the metropolitan area, and Southern Indiana residential sales in 1998 was expected to surpass the record-setting pace of 1997. Most of new residential construction is single-family in nature, but multi-family permits are

also on the upswing. This construction is expected to further spur economic activity in the region. Much of the building activity and housing sales reflect interest in developing the rural portions of the metropolitan area, however.

- Consumer spending, as measured by new car and truck sales, has been declining. This trend runs counter to national trends and local history.

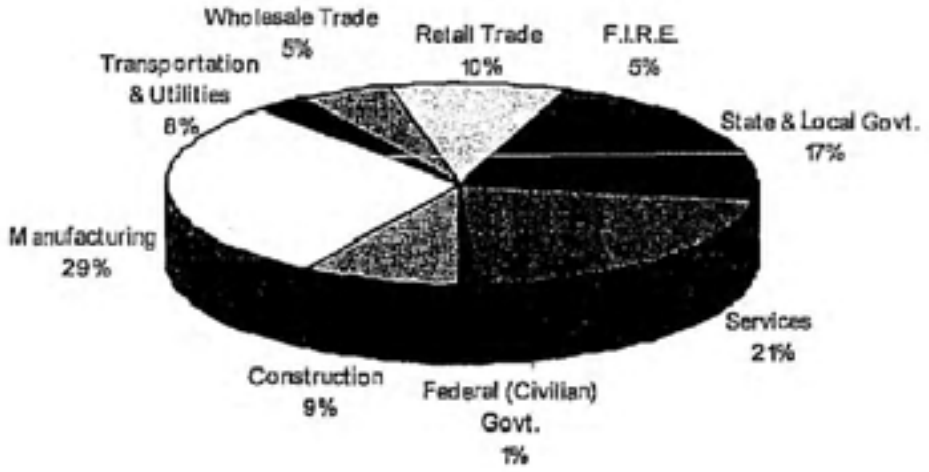
The study concludes that the regional economy is sound, and that the region should fare better than both the national and state averages in the foreseeable future. A tight labor market exists, which may result in less job growth than has been seen recently, but a positive net gain in employment is still expected. Many commercial and industrial projects are underway or are recently completed, including several new tenants at the Clark Maritime Center, Caesar's *Glory of Rome* Riverboat Casino, and other new developments.

Long-term prospects for regional employment are bolstered by the proposed redevelopment of the Indiana Army Ammunition Plant. A reuse plan for the Plant is currently being devised, and the Plant should emerge as a long-term employment generator.

To summarize, New Albany is in a high-growth area relative to the rest of the metropolitan region, with an excellent outlook for future industrial, office, and residential development.

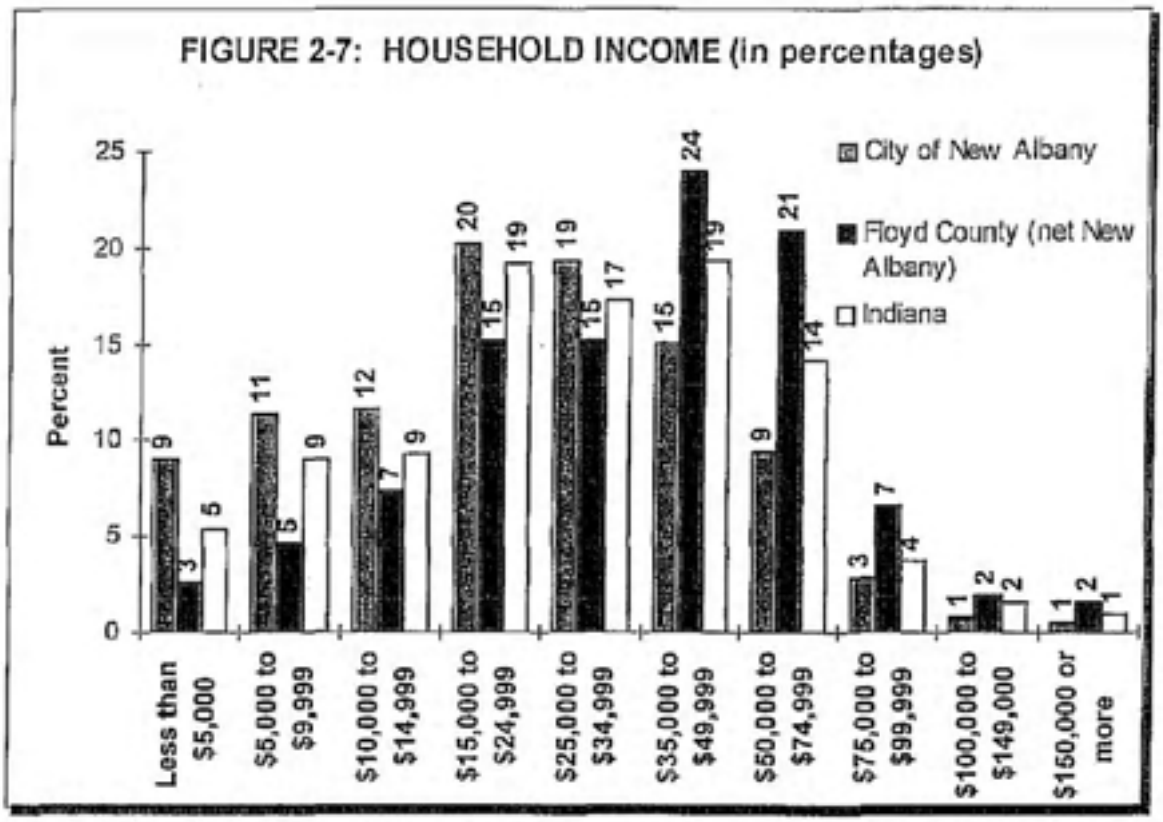
The next chart shows personal earnings in New Albany and Floyd County resulting from major employment sectors in 1996 (by place of employment):

FIGURE 2-6: PERSONAL EARNINGS (1996)



The chart highlights the importance of manufacturing in the local economy. Even though services has the highest number of employees, the dominant employment sector pertaining to personal income is clearly manufacturing. It should be noted that New Albany and Floyd County have a higher proportion of employment in the industrial sector than the rest of the State.

The following chart compares household income in New Albany to Floyd County (minus the City) and the State of Indiana:



Source: 1990 Census of Population and Housing.

By this analysis, New Albany is a moderate-income community. Only 29% of its households earn above $35,000 per year, as compared to 40% for the State 56% for the extra-urban County. About 32% of the City's households earn less than $15,000 per year, compared to 23% for the State and 15% for the extra-urban County. The City's median income in 1990 was $23,933, as compared to $28,460 for the County (including New Albany) and $28,797 for the State.

The next table shows poverty rates in 1990 for the City, the County (including New Albany), and the State:

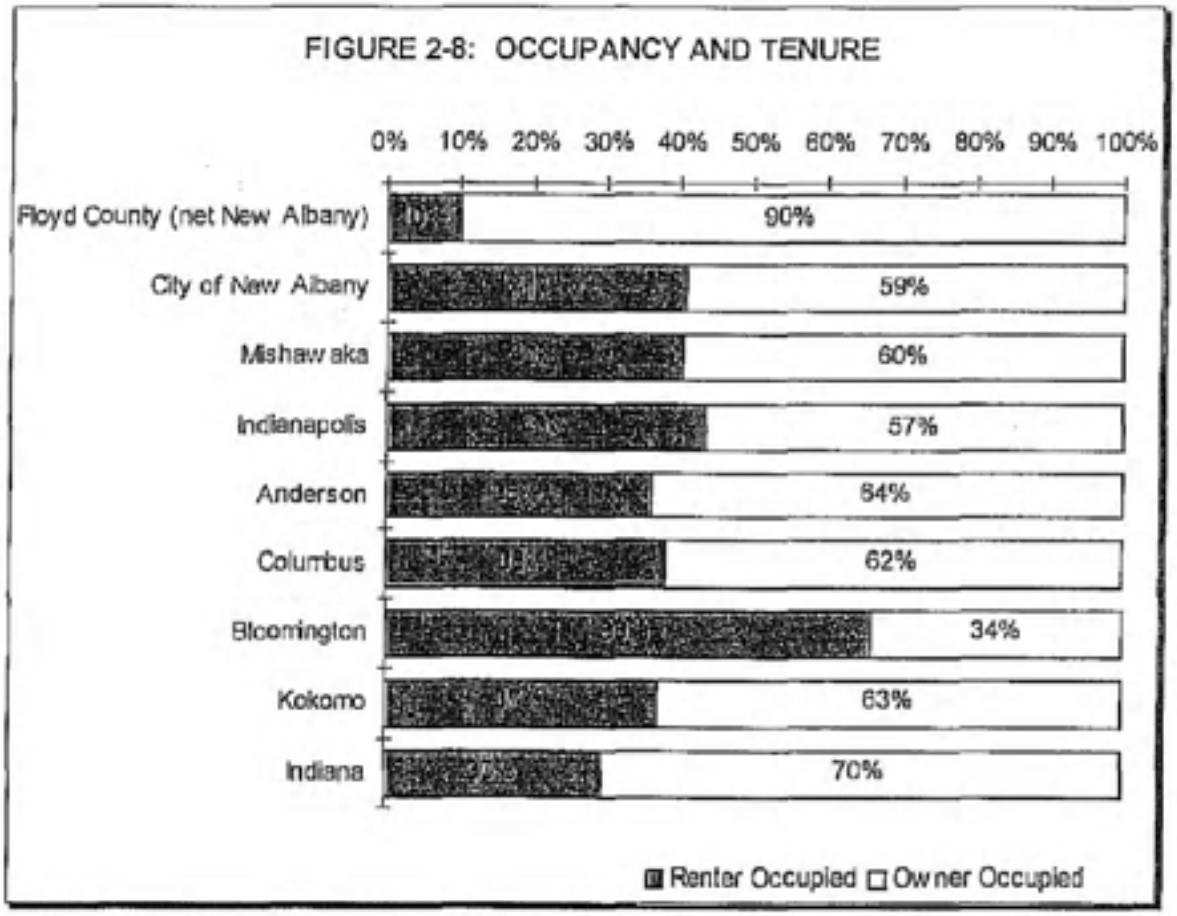
Table 2-2: Percent Below Poverty Level by Specified Group

	City of New Albany	Floyd County	Indiana
ALL PERSONS	15.5%	11.0%	10.7%
Persons 65 years and over	14.5%	13.0%	10.8%
Related children under 5 years	29.4%	19.9%	16.8%
Related children 5 to 17 years	22.4%	14.5%	12.8%

Source: 1990 Census of Population and Housing

This table further supports the case that New Albany is a moderate-income community relative to the rest of Floyd County and the State of Indiana.

2.2.3 Housing. According to the 1990 Census, there were 14,691 housing units in the City. Of these units, 8,714 were owner-occupied, and 5,977 were renter-occupied. This owner/rental split compares to Floyd County and other Indiana municipalities in the following manner:



Source: 1990 Census of Population and Housing

The City has a homeownership rate that is lower than that of the State and substantially lower than that of the extra-urban County. Among other cities listed in the figure, only Indianapolis (a

large first-class city) and Bloomington (a second-class city with a high student population) have lower homeownership rates; most of the other comparison communities, however, have homeownership rates that are only moderately higher than that of the City.

Owner-occupied units within the City differ in value from those of Floyd County and the State. The following table compares the percentage of units within particular ranges of value between these three areas:

Table 2-3: Percentage of Owner-Occupied Housing Units by Price Category

	Less than $50,000	$50,000 to $99,999	$100,000 to $149,999	$150,000 to $199,999	$200,000 to $299,999	$300,000 or more	Total Units
Floyd County (net New Albany)	22.3%	57.8%	15.6%	2.8%	1.2%	0.4%	6,644
City of New Albany	53.6%	41.4%	3.8%	0.6%	0.4%	0.2%	7,934
Indiana	45.2%	42.5%	8.2%	2.4%	1.2%	0.5%	1,137,766

Source: 1990 Census of Population and Housing

Based on this analysis, New Albany's owner-occupied housing stock is more affordable than the County's and the State as a whole.

Rents between New Albany and Floyd County (including the City) in 1990 were nearly identical ($348 and $349 per unit, respectively). However, the City of New Albany contains 90% of the County's renter-occupied housing stock.

Vacancy rates vary in different areas of the City[2], as follows:

Table 2-4: Vacancy Rates

Census Tract	1980 Total Units	1980 Vacancy Rate (%)	1990 Total Units	1990 Vacancy Rate (%)
702*	937	10.8	954	8.5
703.01	1,143	1.8	1,335	4.8
703.02	1,626	4.5	1,637	4.6
704*	1,733	7.6	1,595	11.5
705*	1,699	8.2	1,401	9.7
706**	857	7.0	1,013	2.4
707*	1,222	5.4	1,165	6.1
708.01**	1,317	3.5	1,487	3.2
708.02	1,323	1.0	1,578	3.2
709***	2,440	3.8	3,051	4.0
710.01	534	8.4	1,122	4.3
712	0	0	0	0
TOTAL:	14,824	5.3	16,338	5.5

*denotes Census Tracts which together comprise the inner city.
** portions of these Census Tracts are included in the inner city.
*** Tract 709 was split during the 1990 census; it is treated as a single tract here.
Some census tracts go outside of the municipal boundaries.
Source: 1980 and 1990 Census of Population and Housing.

[2] The City Plan Commission challenged the 1990 vacancy rates upon their issuance by the Census Bureau. From locally available data, it does not appear that the vacancy rates of inner-city census tracts declined from 1980 to 1990. Our discussion here therefore avoids making direct comparisons between 1980 and 1990 vacancy rates.

The table shows that vacancy rates within New Albany's inner city are higher than those in the rest of the City. It should be noted that the vacancy rates for Tracts 704 and 705 were challenged by the City as being overestimated.

The City's *FY1995-1999 Consolidated Community Development Plan* made the following determinations of the City's housing stock:

- There is much evidence of disinvestment and substandard housing in the inner city. Of renter-occupied housing 14.5% is substandard, and 12.6% of the City's owner-occupied housing stock is substandard. Approximately 9,000 housing units are estimated to be at-risk of containing lead-based paint.
- There seems to be a shortage of smaller units in the City, contrary to HUD's finding that there is a shortage of larger units nationwide.
- Low-income renters and owners experience a high cost burden of housing.
- Low-income housing is generally found in the inner city. However, the City's largest employment centers, particularly the industrial parks, are located outside of the inner city. A jobs-housing imbalance is thus evident on a local scale.

Chapman & Bell, a real estate market analysis firm, recently made a report on housing market conditions in the metropolitan area. The report made the following determinations:

- The Louisville metropolitan area requires 11.19 jobs to create a single multifamily permit, based upon historical data from 1989 to 1998. This statistic is somewhat less than the 13.69 job-MF permit ratio of Lexington, but more than the comparable cities of Indianapolis (9.78), Nashville (8.16), and Cincinnati (5.76).
- Multi-family rents, particularly on the luxury end, are escalating, generally at a rate that exceeds inflation, based upon historical data from 1996 to 1998.
- Single-family building permits were up 15% from 1997. As noted above in the economic analysis, new construction of single-family dwellings is approaching record levels, although the majority of this construction is aimed at "rural" areas. Approximately 2.2 new jobs were required to create demand for a new single-family building permit, based upon historical data from 1990 to 1998. This is comparable to the average of 2.1 jobs per SF permit for comparable cities (Cincinnati, Lexington, Indianapolis, and Nashville).

2.2.4 Summary. The picture painted by these statistics is one of an older, moderate-income community . Comparisons to the County reveal that a dichotomy has emerged, with a moderate-income City and a rapidly growing, upper-income suburban County. There are positive signs for the City, however. A two-decade-old trend of population loss has reversed itself, and the City is a highly competitive location for industry, with an expanding manufacturing base.

2.3. CURRENT LAND USE TRENDS.

2.3.1 Existing Land Use. Map 2-4 shows the existing land uses for the City and the planning area. Details regarding existing land use in the City and the fringe are listed in the following table (New Albany corporate limits as of December 31, 1997):

Table 2-5: Existing Land Use

City of New Albany			Planning area*		
Land Use	Acreage	% Total	Land Use	Acreage	% Total
Residential**	4,385	47%	Residential	6,618	37%
Commercial	418	4%	Commercial	426	2%
Industrial	792	8%	Industrial	875	5%
Institutional	453	5%	Institutional	547	3%
Recreational	297	3%	Recreational	297	2%
Cemetery	130	1%	Cemetery	148	1%
Environmental	1,891	20%	Environmental	3,745	21%
Undeveloped***	1,047	11%	Undeveloped	5,383	30%
Total:	9,413		Total:	18,039	

* For the purpose of these analyses, the boundary of the Planning area extends north to County Line Road. The current Two-mile Fringe Area for which the City has planning responsibility does not currently reach this far, but is expected to be extended to this line before 2020.

**These acreage listings do not differentiate between single-family and multi-family development.

***Note that some undeveloped acreage is not suitable for development, e.g., road and interstate right-of-ways.

According to this table, the land use category that dominates in both the City and the Planning area is Residential. Roughly 34% of all residential acreage within the Planning area is found outside of the City. A large portion of the Planning area (30%) is undeveloped, excluding designated environmentally-sensitive areas (21%); most of this acreage is outside of the City, and some of this acreage is unsuitable for development. Commercial and industrial development together occupy a relatively small portion of the Planning area (7% combined); most of this development is within the City.

2.3.2 Comparison land usage. The proportion of land allocated to particular uses within the City and the Planning area is compared to the national average and several Indiana municipalities:

Table 2-6: Comparison Land Usage

Land Use	New Albany	Planning Area	National Average	Muncie	Greenfield	Westfield
Residential	47%	37%	52%	54%	56%	55%
Commercial	4%	2%	10%	10%	5%	7%
Industrial	8%	5%	7%	17%	1%	2%
Total Other[3]	41%	56%	31%	19%	38%	36%
(Other: Institutional)	(5%)	(3%)	-	(10%)	-	-
(Other: Recreational)	(3%)	(2%)	-	(3%)	-	-
(Other: Cemetery)	(1%)	(1%)	-	-	-	-
(Other: Environmental)	(20%)	(21%)	-	-	-	-
(Other: Undeveloped)	(11%)	(30%)	-	(6%)	-	-

Source: The source for the national averages is the publication *Bringing Land Use Ratios Into the '90's*, August 1992, PAS Memo, American Planning Association. Other municipalities listed here are from HNTB's experience; Muncie is a Class II city losing jobs and population, and Greenfield and Westfield are incorporated towns within the Indianapolis metropolitan area that are experiencing considerable residential growth pressures.

The City is comparable to the national averages and to other Indiana municipalities listed here, although commercial development is somewhat underrepresented. With regard to commercial development, it should be noted that the planning area is a portion of the urbanized region of Southern Indiana. Most of the regional-market commercial development in Southern Indiana can be found in nearby Clarksville, which explains why the planning area is underrepresented in this category. The planning area also has less residential development than the average city. Industrial development is comparable to the national average. "Other" land uses, particularly environmentally sensitive areas and undeveloped areas, are dominant within the planning area, perhaps explaining why the "Other" category is so much higher than the national average.

Other items of interest are listed as follows:

- As previously mentioned, New Albany and its planning area are unusual in the combination of steep slope and floodplain. Environmental properties therefore impose large constraints on development.

- Current residential densities in the City and the remainder of the planning area differ from one another. The current residential density in the City is approximately 9 persons per acre (gross), while the residential density of the developed areas within the planning area is approximately 3.6 persons per acre (gross). This contrasts masks some differences in residential densities within the City itself; residential densities within the inner-city core are relatively high, while densities in City areas outside of the inner-city are comparable to those of the fringe area developments.

- The *New Albany Economic Development Policy Analysis* (1992) of the New Albany Redevelopment Commission and City Plan Commission forecasted that at then-current rates

[3] "Other" land uses are not necessarily classified in the same manner as the New Albany classifications. Agricultural uses are excluded from this analysis.

of industrial absorption, build-out of existing industrial areas would take place around 2010[4]. However, anecdotal evidence suggests that consumption rates have risen since the time of the *Analysis*, and build-out may occur within the next several years. Employment/acre densities, based upon the estimates of New Albany employment, appear to be as follows:

Manufacturing, Transportation, and Wholesale (Warehousing) activities are concentrated in industrial areas, and yield a density of approximately 8.7 employees per acre. This ratio may slightly underestimate employment density, since existing industrial areas are not yet completely built out. If we assume, as per the *Economic Development Policy Analysis*, that 14 acres of industrial ground is being developed every year, then the current developed acreage is approximately 624 acres, which yields a built-out employment density of about 10 employees per acre. According to the *Trip Generation Manual* of the Institute of Traffic Engineers (1987), the national average manufacturing employment density is approximately 14 employees per acre.

Retail, F.I.R.E., and Services activities are concentrated in commercial areas, and yield an employment density of approximately 30 employees per acre.

Government employment, which is concentrated in institutional areas, yields an employment density of approximately 8 persons per acre.

- The New Albany Housing Authority is a significant landowner within the City, being the owner and operator of about 17% of the total rental housing stock, or about 7% of the City's total housing stock (both owner- and renter-occupied)[5]. The Housing Authority's complexes are located within inner-city areas, several of which have densities of low-income persons that are equal to or greater than any housing authority in Indiana. The Housing Authority is about to begin a five-year strategic planning process and wishes to coordinate its activities with those contained within this Comprehensive Plan Update.

2.3.3 Summary. The story that emerges from these analyses is a familiar one, with a contrast between an older inner city with good and uniformly dense urban form and a lower-density periphery and fringe area. Many neighborhoods within the inner city are stable, and can serve as a base for revitalization and redevelopment.

2.4 FISCAL SITUATION.

Fiscal issues impact upon the Update in two ways. First, the redevelopment of inner-city areas can have a positive impact upon property tax revenue, by taking unutilized or underutilized properties and making them economically viable, with higher assessed values. Urban services are generally already provided to these areas, negating any public service burden imposed by such redevelopment; however, capital costs may have to be expended in order to redevelop these

[4] *New Albany Economic Development Policy Analysis*, New Albany Redevelopment Commission (1992). Table 3 (page 10) estimates the amount of land available in the industrial parks, and projects then-current consumption rates to arrive at this conclusion.

[5] Figures from the New Albany Housing Authority.

properties, including such items as land acquisition and assembly, building rehabilitation, site cleanup, and infrastructure revitalization. The second way the Update must consider fiscal issues is in accommodating public operational services, such as police and fire protection, to new development.

2.4.1 Revenue generation.

2.4.1.1 Property tax revenue. New Albany is in a difficult position with revenue generation relative to other cities, as demonstrated in the following comparison to Indiana cities of comparable size and other Southern Indiana municipalities:

Table 2-7: 1996 Property Tax Levy per capita

Municipality	1996 $
New Albany	$ 246.29
Elkhart	$ 460.01
Marion	$ 309.34
Mishawaka	$ 307.27
Richmond	$ 255.81
Clarksville	$ 364.37
Jeffersonville	$ 299.13

Source: Center for Urban Policy and the Environment, Indiana State Board of Tax Commissioners

The average (mean) of these municipalities is about $320.32 per capita (the median is about $308). New Albany's tax levy per capita is 23% less than the average. Some of the comparisons, particularly those to the Southern Indiana municipalities of Clarksville and Jeffersonville, require additional consideration, since Clarksville has large assessed values resulting from region-serving commercial development. Still, New Albany is at an extreme disadvantage in property tax revenue generation. The reason for this disadvantage stems from the property tax levy freeze implemented by the State in the early 1970's, which limited the growth of the property tax levy to only 5% per year. Those communities that were in a disadvantageous revenue position at the time the freeze was implemented were stuck with little revenue-generation potential.

Complicating the picture further is that City property owners pay County property taxes, but County property owners (outside of New Albany) do not pay New Albany property taxes. In effect, the City property owners subsidize the provision of services (e.g., county police protection) to the County. This property tax structure is shared with all municipalities and counties in the State of Indiana.

2.4.1.2. Economic Development Income Tax (EDIT). State law allows for the imposition of several county-wide income taxes. One of these, the County Economic Development Income Tax (EDIT), is intended for activities that further the economic well-being of the community. Currently, the EDIT is levied at a rate of .3% against all taxable income within the County; New Albany receives a share of EDIT based upon

relative population. Currently, New Albany receives approximately 56% of EDIT, about half of which is dedicated to financing for the County to retire County Jail bonds, and the other half of which are dedicated to other municipal commitments, including infrastructure and equipment. If the City's population increases or decreases relative to the County's, then its share of EDIT will go up or down accordingly.

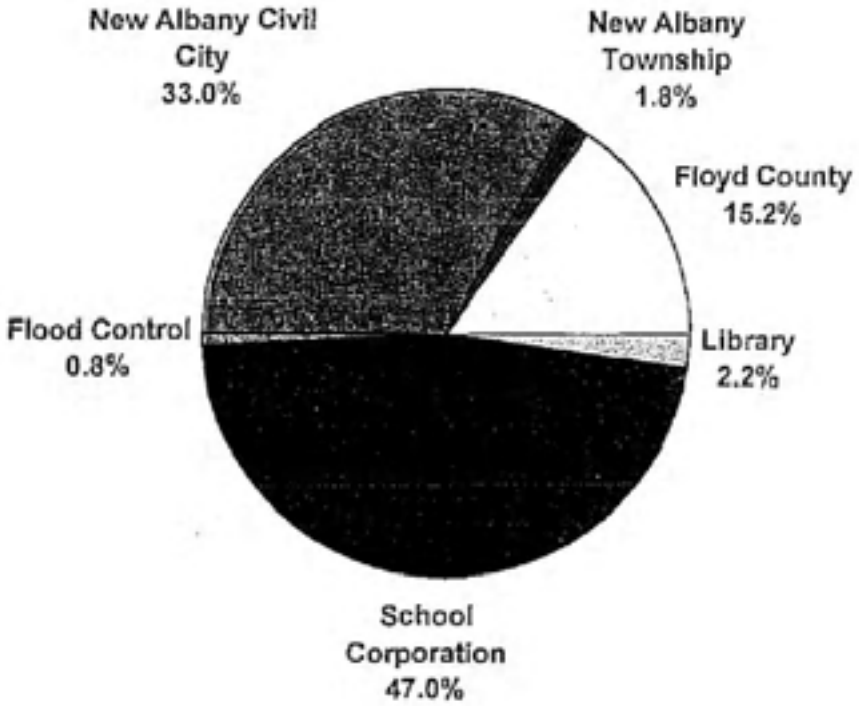
2.4.1.3 Special-Purpose Funding Sources. The City has received funding from numerous other sources, some of them regular, some intermittent. Federal sources of funds include the following: Federal Highway Administration funding, which is administered by the Indiana Department of Transportation, has been used for several roadway projects. The City has entitlement status under the Community Development Block Grant (CDBG) Program from the U.S. Department of Housing and Urban Development (HUD), and accordingly receives funding for community development activities on an annual basis. The City has also utilized HOME funds from HUD (administered by the Indiana Housing Finance Authority) for low-income housing rehabilitation.

State sources of funding include the Local Roads and Streets (LRS) Program for general maintenance of streets, which is financed through highway user taxes. Other State programs may help fund infrastructure for economic development, outdoor recreation, and planning activities.

2.4.2 Costs of public services. This section deals with operational costs of public services, particularly those that are population-dependent or space-driven, i.e., the higher the population or area, the higher the cost of providing services. Administrative services, the need for which generally do not increase with population or area, are not addressed. It should be noted that the cost of providing police and fire service consumes about 80% of the City's annual budget. In comparison Indiana municipalities, these services consume approximately 65-70% of the municipal budget (Source: Center for Urban Policy and the Environment).

New Albany citizens pay property taxes to more than one property tax district. Property taxes that are collected by the City of New Albany on average represent about one-third of the total average property tax burden. The following chart shows the different taxing districts and the degree to which they contribute to property tax burden:

FIGURE 2-9: NEW ALBANY TAXING DISTRICT COMPARISON

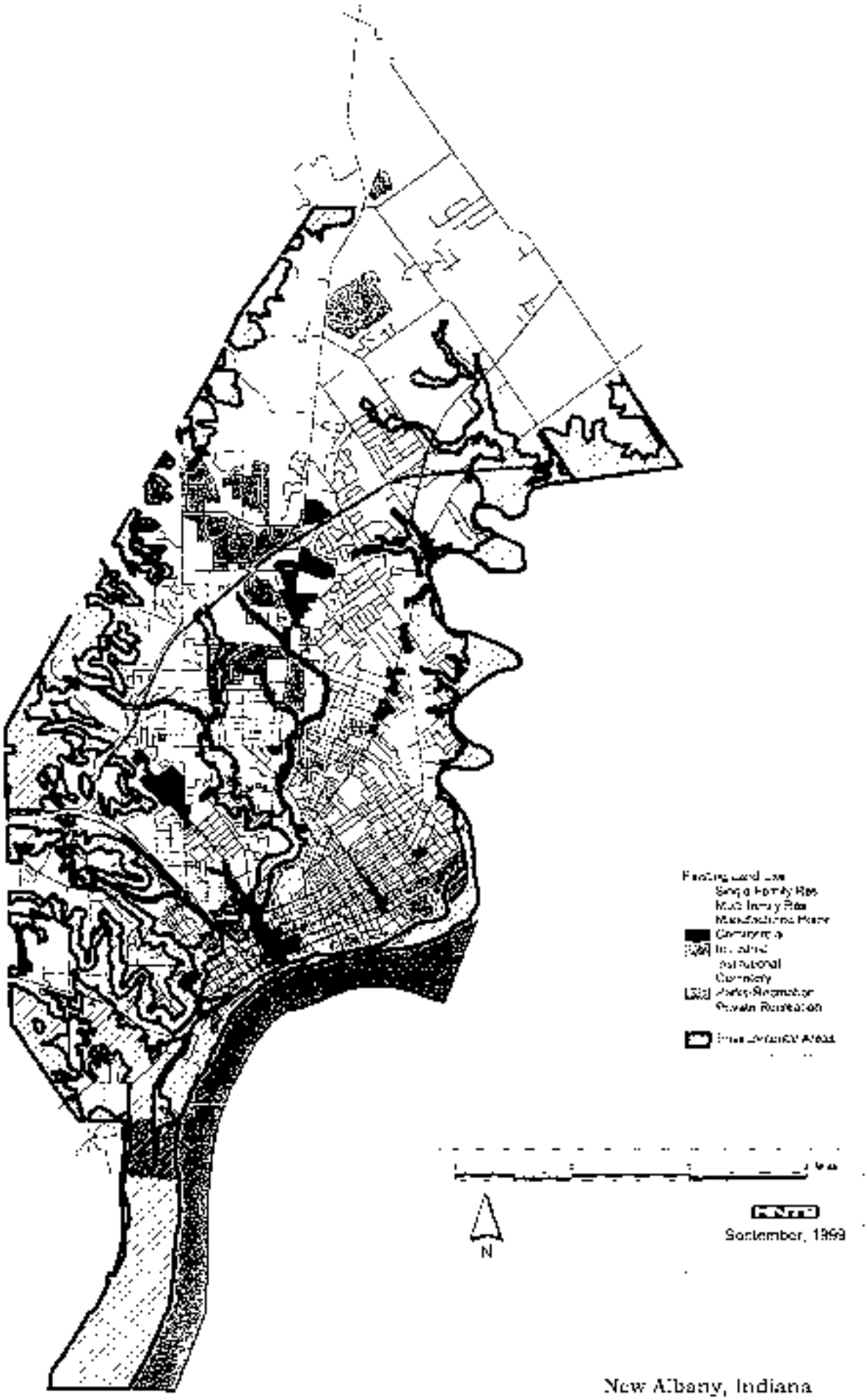


Public education is not provided by the City itself, but by the New Albany-Floyd County Consolidated School Corporation. However, since the municipal property tax rate has a large school component, statistics regarding the costs of public education should be noted. A state-issued school transportation standard[6] is $460 per pupil per year. State-issued capital expenditures standards[7] are 150 square feet per pupil times $100 per square foot. Currently, the New Albany-Floyd County Consolidated School Corporation has a ratio of 16.16 students per teacher and an average salary of $40,814 (New Albany-Floyd County Consolidated School Corporation, 1997-1998).

2.4.3 Summary. New Albany is a moderate-income community that is in a difficult position with regards to locally-based revenue generation. This lack of revenue may hinder the implementation of projects or services that are necessary for achieving the goals and objectives of the Comprehensive Plan. As such, alternate sources of revenue will need to be identified and utilized if the Plan is to be implemented to its fullest. These sources may range from new or additional sources of state and federal funding to new locally-based revenue sources, such as locally-based income taxes or user fees.

[6] DeBoer, Larry and Lei Zhou (1997). *The Fiscal Impact of Residential Development in Unincorporated Wabash Township.*

[7] *Ibid*, p. 17. This analysis assumes that existing capacity cannot accommodate any of these new students, an assumption that may not be valid.



New Albany, Indiana
Map 2-4: Existing Land Use

CHAPTER 3
PROJECTIONS AND FUTURE REQUIREMENTS

3.1 INTRODUCTION.

Proper planning for future land uses depends upon estimates of future conditions. For example, planning for future industrial land use depends upon knowing how much land will be required by existing and future manufacturing firms. This chapter describes what those future conditions are expected to be through the projecting of population and employment.

There are two items to remember when viewing the demographic and economic projections that follow. The first is that projections, to a great extent, extrapolate upon historic growth in population and employment, utilizing the rates of growth that are evident in historic data; future changes in the *rate* of growth are difficult to incorporate into the projections. Second, the community's growth policy has an impact upon the projections. For example, a community that designates in its Comprehensive Plan (and implementation tools, such as a zoning ordinance) adopts a low-density residential development policy (or even a no-growth policy) can expect to have a lower future population than if it had allowed for medium- or high-density residential development.

3.2. DEMOGRAPHIC AND ECONOMIC PROJECTIONS.

Population and employment projections were derived from the University of Louisville's Cornerstone 2020 projections, developed in 1994 for the entire Louisville KY-IN metropolitan region (of which New Albany is a part). While these projections do not specifically list cities, they do list counties, and the Floyd County projections can be utilized to estimate New Albany's future population and employment.

Two separate sets of New Albany population and employment projections were generated from the Cornerstone 2020 data. The first set assumed that future population (or employment) would have the same concentration as it did in 1990 (for population) or employment (for 1995). The second set assumed that future population (or employment) would decline relative to the County, at a relative loss of 4% per year (based upon historical performance for population). Since the projections are based upon extrapolations of City population to County population, any policy trends affecting the City/County population-employment ratio, particularly annexation, are similarly extrapolated. In other words, annexation is assumed here.

The following tables outline the population projections:

Table 3-1: Population Projections

Population	1990	1995 *	2000 (proj)	2010 (proj)	2020 (proj)
Floyd County	64,404	70,058	72,651	82,673	92,785
Planning area (1)	43,633	47,464	49,220	56,010	62,861
Planning area (2)	43,633	46,062	46,314	49,396	51,727
New Albany (1)	36,322	39,511	40,973	46,625	52,328
New Albany (2)	36,322	38,110	38,067	40,011	41,194

1990 population figures for Floyd County and New Albany from U.S. Dept. of Commerce, Bureau of the Census.
1995 population figures for Floyd County from U.S. Dept. of Commerce, Bureau of the Census.
Projections for 2000, 2010, and 2020 for Floyd County courtesy of Cornerstone 2020, University of Louisville.
All other fields calculated on percentage basis, as follows:

Scenario (1) = constant share of County population
Scenario (2) = declining share of County population (decline of 4%/10 years)

* Cornerstone 2020 population projections were developed in 1994. The 1995 Census Bureau estimate for Floyd County(listed here) exceeded the 1995 Cornerstone 2020 projection for 1995 by 546 persons, or .79%.

Table 3-2: Employment Projections (By Place of Work)

Employment	1990	1995 **	2000 (proj)	2010 (proj)	2020 (proj)
Floyd County*	27,378	33,419	33,028	36,967	39,014
Floyd County (adj.)*	27,378	33,419	36,413	40,756	43,013
New Albany (1)	N/A	26,740	29,136	32,611	34,417
New Albany (2)	N/A	26,740	28,408	30,166	30,116

1990 and 1995 employment figures for Floyd County from U.S. Dept. of Commerce, Bureau of Economic Analysis.
Projections for 2000, 2010, and 2020 for Floyd County courtesy of Cornerstone 2020, University of Louisville
All other fields calculated on percentage basis, as follows:

New Albany (1) = constant share of "Floyd County (adj.)" employment
New Albany (2) = declining share of "Floyd County (adj.)" employment (decline of 4%/10 years)

* Cornerstone 2020 projections were developed in 1994. The 1995 Bureau of Economic Analysis (BEA) estimate for Floyd County (listed here) exceed the Cornerstone 2020 projection for 1995 by 3,107 employees, or 10.25%. The "Floyd County" row shows the unadjusted Cornerstone 2020 projections; the "Floyd County (adj.)" row applies the growth rates of the Cornerstone 2020 projections to the BEA figure.

** New Albany proportions of Floyd County employment are taken by comparing New Albany manufacturing/wholesale/transportation employment (found in 1995 Industrial Directory, by the New Albany Economic Development Commission) to Floyd County manufacturing/wholesale/transportation employment, and applying the resulting ratio to total employment.

Under these projections, New Albany and its planning area are expected to continue to grow in population and employment. Population in the City is expected to range from about 41,000 to 52,000 in the Year 2020 (depending upon the projection methodology used), while population in the planning area may range from about 52,000 to 63,000.

Employment in the City (by place of work) will also continued to increase from its current level of 26,700, and is expected to range from about 30,000 to 34,000 employees in the Year 2020. Given the employment trends described in Section 2.2, above, it is expected that most of this employment will be in the Services and Manufacturing sectors, with growth also taking place in Retail.

The following table breaks out employment projections by major employment sector:

Table 3-3: New Albany Employment Projections by Major Sector

Employment Sector	2020: NA(1)*	2020: NA(2)*
Farm	0	0
Agricultural Services	121	131
Mining	0	0
Construction	2,792	3,191
Manufacturing	6,996	7,997
Transportation and Utilities	270	308
Wholesale Trade	1,596	1,824
Retail Trade	4,491	5,133
F.I.R.E.	1,416	1,618
Services	7,957	9,095
Federal, Civilian Govt.	102	116
Military	162	186
State and Local Govt.	4,215	4,818
TOTAL	30,116	34,417

*= "NA(1)" and "NA(2)" apply to the different employment methodologies utilized in Table 4. Projections were arrived utilizing Ordinary Least Squares for each sector from 1985 to 1995; "Farm" and "Mining" are assumed to be 0 (owing to the customary lack of these occupations in urban areas).

In summary, New Albany is expected to continue its trend of moderate population and employment growth throughout the planning period. Population growth will average about 0.6% to 1.5% per year, while employment growth will average about 0.6% to 1.4% per year. This moderate growth represents a positive change from the previous period of population loss. Population growth is generally seen as desirable, both as a barometer of a municipality's success and as a source of tax revenue.

3.3 FUTURE LAND USE REQUIREMENTS.

This section examines some of the space requirements resulting from the projections derived above.

Residential Requirements. Future residential land use requirements differ according to the pattern of future population growth, which in turn depends upon local policy. Under a high-growth scenario, population in the planning area will increase by about 15,400 persons (32%) to the Year 2020, while population in the City will increase by about 12,817 persons (32%). This scenario will hence be called the "urban" scenario, as inner-city and fringe area growth keep pace with one another.

Under a low-growth scenario, population in the planning area will increase by about 5,665 persons (12%) to the Year 2020, while population in the City will increase by about 3,084 persons (8%). This scenario will be called the "suburban" scenario, with residential growth taking place in the fringe area.

Paralleling national trends, household size in the City has been decreasing in recent decades. Nationally, the decline in household size is projected to flatten out at about 2.5 persons per household; assuming that this trend is paralleled in New Albany and the planning area, then the following household projections may be concluded, given the population projections above:

Table 3-4: Household Projections

		Actual 1990	Projected 2020
Planning area (Urban Scen.)	Population	43,633	62,861
	Average HH Size*	2.55	2.5
	# of Households	17,111	25,144
Planning area (Suburban Scen.)	Population	43,633	51,727
	Average HH Size	2.55	2.5
	# of Households	17,111	20,691
New Albany (Urban Scen.)	Population	36,322	52,328
	Average HH Size	2.47	2.5
	# of Households	14,691	20,931
New Albany (Suburban Scen.)	Population	36,322	41,194
	Average HH Size	2.47	2.5
	# of Households	14,691	16,478

***= planning area household size is estimated**
(1) = fast-growth scenario
(2) = slow-growth scenario

In order to estimate absorption, the degree of owner-occupied housing must be determined. In 1990, for the City, the homeownership rate was 59%; this represents a decrease from the 1980 figure of 64.5%. While no figures are available for the planning area, the County's homeownership rate in 1990 was 72%, which represents a slight decline from the 1980 figure of 73.4% (U.S. Bureau of the Census)[1].

Assuming a future homeownership rate of 60%, that future owner-occupied housing will be single-family in character, and the household projections derived above, the land use absorption estimates for the City and the planning area are calculated in the following table (one-acre lot sizes are used for comparison purposes only; development will not take place at this density):

[1] These County homeownership rates include the City of New Albany; for a discussion of contrasts in homeownership rates between the City and the extra-urban County, see Chapter 2.

Table 3-5: Residential Land Use Projections

Planning area (including City): Urban Growth Scenario			
Assume: 8,000 new housing units from 1995 to 2020 with a mix of 60 percent single family units and 40 percent multi-family units.			
Single Family Land Requirement			
Total units: 4,800			
	5 units per acre	2 units per acre	1 unit per acre
Developed Land	960 acres	2,400 acres	4,800 acres
Transportation and Other: (1)	192	480	960
Total (2)	1,152	2,880	5,760
Multi-Family Land Requirement			
Total units: 3,200			
	14 units per acre	10 units per acre	8 units per acre
Developed Land	230	320	400
Transportation and Other: (1)	46	64	80
Total	276	384	480
Planning area (including City): Suburban Growth Scenario			
Assume: 3,600 new housing units from 1995 to 2020 with a mix of 60 percent single family units and 40 percent multi-family units.			
Single Family Land Requirement			
Total units: 2,160			
	5 units per acre	2 units per acre	1 unit per acre
Developed Land	432 acres	1,080 acres	2,160 acres
Transportation and Other: (1)	86	216	432
Total	518	1,296	2,592
Multi-Family Land Requirement			
Total units: 1,440			
	14 units per acre	10 units per acre	8 units per acre
Developed Land	103	144	180
Transportation and Other: (1)	21	29	36
Total	124	173	216

1 Assumes that Transportation and other improvements occupy 20 percent of land area.
2 Includes Transportation and other improvements.

City of New Albany: Urban Growth Scenario

Assume: 6,250 new housing units from 1995 to 2020 with a mix of 60 percent single family units and 40 percent multi-family units.

Single Family Land Requirement

Total units: 3,750

	5 units per acre	2 units per acre	1 unit per acre
Developed Land	750 acres	1,875 acres	3,750 acres
Transportation and Other: (1)	150	375	750
Total	900	2,250	4,500

Multi-Family Land Requirement

Total units: 2,500

	14 units per acre	10 units per acre	8 units per acre
Developed Land	179	250	313
Transportation and Other: (1)	36	50	65
Total	215	300	378

City of New Albany: Suburban Growth Scenario

Assume: 1,800 new housing units from 1995 to 2020 with a mix of 60 percent single family units and 40 percent multi-family units.

Single Family Land Requirement

Total units: 1,080

	5 units per acre	2 units per acre	1 unit per acre
Developed Land	216	540	1,080
Transportation and Other: (1)	43	108	216
Total	259	648	1,296

Multi-Family Land Requirement

Total units: 720

	14 units per acre	10 units per acre	8 units per acre
Developed Land	51	72	90
Transportation and Other: (1)	10	14	18
Total	61	86	108

1 Assumes that Transportation and other improvements occupy 20 percent of land area.
2 Includes Transportation and other improvements.

Industrial and Commercial Absorption. Given the employment projections above, and the density assumptions of existing commercial and industrial development, the following table contains the space requirements for future commercial and industrial development, by major (one-digit) employment sector:

Table 3-6: Future Employment Land Use Requirements

	Existing Emp.	Future Emp.*	Increase	Space Multiplier[2]	Additional space required
Manufacturing, Transportation-Utilities, Wholesale Trade	7,597	9,495	1,522	10 emp./acre	152 acres
Retail Trade, Finance-Insurance-Real Estate, Services	12,599	14,855	3,896	30 emp./acre	131 acres
Government	4,163	4,800	637	8 emp./acre	80 acres
				TOTAL:	363 acres

* Average of NA(1) and NA(2)
Source: Land Use Study (above), using 1995 employment.

Summary. Moderate growth in population and employment is expected throughout the planning periodresulting in moderate land use absorption. These levels of growth allow the City to more easily plan for and direct growth, and should thus be viewed by the City as a considerable asset. Given these expected levels of growth, the next step is to determine where this growth will occur. The Land Use Plan, discussed in Chapter 5, considers the best areas for this growth to take place.

[2] These multipliers were derived from the land use study (See Chapter 2).

CHAPTER 4
POLICY PLAN

The following Policy Plan is an updated version of the 1982 Comprehensive Plan Update (as amended through 1998). Based on community input and the analysis conducted for the current plan update, the Goals, Objectives, and Policies listed in the 1982 Update are still very relevant to the City of New Albany and its environs, leading to the retention of these items with refinements in the current Update.

The success of the 1982 Policy Plan figured heavily into its retention in this document. Each policy was reviewed to determine to what extent it implemented, and if a policy was not successful, an assessment was made as to why that was the case. Many external factors, such as economic changes and shifts in federal and state funding policies, can affect the degree of success of a Plan. There were also several significant impediments to implementation over the past fifteen plus years, including the lack of a City-wide capital budget, and the lack of staff for the Board of Public Works and Safety, including a full-time City Engineer. Despite those impediments, much of the 1982 Policy Plan was successfully implemented.

It should be noted that while this Plan is the product of the City Plan Commission, the Commission has limited implementation authority. Therefore, the Plan's implementation requires the cooperation and involvement of numerous other agencies and organizations. This Policy Plan expands upon the 1982 version by assigning the implementation of the policies to responsible parties, thereby clarifying the roles of various City departments and partnering organizations. Organizations that are listed in **bold** are the primary responsible parties.

The New Albany Common Council plays a key role in the implementation of the Plan, in several capacities. First, the Common Council is responsible for adopting the Comprehensive Plan as the official development and redevelopment policy of the City. Second, the City Council is responsible for the passage of ordinances and amendments thereto which implement development policy. Third, the implementation of capital projects requires the Council's approval. Fourth, several recommendations of the Plan pertain to the hiring of new staff, which falls within the Council's budgetary authority.

The key for regulatory agencies includes the following:

Regulatory agencies.

- IDEM = Indiana Department of Environmental Management
- IDNR = Indiana Department of Natural Resources
- INDOT = Indiana Department of Transportation
- COE = U.S. Army Corps of Engineers
- SHPO = Indiana State Historic Preservation Office
- USEPA = U.S. Environmental Protection Agency

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
A. PRESERVE AND PROTECT THE NATURAL ENVIRONMENT THROUGH ESTABLISHING A HARMONIOUS RELATIONSHIP BETWEEN MAN'S USE OF LAND AND THE NATURAL ENVIRONMENT.	A-1 Discourage intensive development in the steep slopes and flood plains of the planning area.	a. Keep or large lot size in steep slope and flood plains are developed for urban purposes	City Plan Commission, City Board of Zoning Appeals		
		b. When development occurs on steep slopes, require geotechnical studies to be completed and submitted	City Plan Commission Board of Zoning Appeals		
		c. Require construction in flood hazard areas to be effectively protected against inundation	Zoning Officer City Plan Commission	DPM DNR CGE	
		d. Require adequate access routes for development in flood prone areas	City Engineer City Plan Commission Board of Public Works and Safety		
		e. Reserve lands not suited to urban development as private open space	City Plan Commission Parks Board Board of Public Works and Safety		Yes

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT
		[illegible] the expansion of public facilities such as sanitary sewers into steep slopes and flood plains so as to minimize future development costs	Board of Public Works and Safety Sewer Board City Plan Commission		
	A-2 Reduce the negative impacts of development upon the water resources of the planning area	a. Implement the New Albany Stormwater Master Plan	Board of Public Works and Safety Drainage Advisory Committee Flood Control District City Plan Commission	IDEM USEPA	Yes
		b. Require new development to be served by the New Albany sanitary sewer system or an equivalent system	Common Council City Plan Commission Board of Public Works and Safety Sewer Board	IDEM USEPA	
		c. Require adequate preventive measures to minimize environmental degradation such as erosion related to construction.	City Plan Commission	IDEM	
		d. Preserve existing wetlands in the planning area	City Plan Commission Board of Zoning Appeals	COE	

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT
	A. Preserve land use plan and thoroughfare system which will reduce air pollution and minimize energy consumption.	a. Require existing and new developments to meet applicable federal and state pollution standards.	City Plan Commission Board of Public Works and Safety Board of Zoning Appeals		
		b. Organize land use in such a way to minimize vehicular travel through the reduction of the number of automobile trips, as well as reducing the average distance of each trip.	City Plan Commission Common Council		
		c. Support transportation improvement projects which improve traffic flow.	Board of Public Works and Safety	I-69/OT	Yes
		d. Expand public transit services in New Albany.	Transit Authority of Silver City Southern Indiana Transportation Advisory Group		
		e. Provide for non-motorized transportation in the planning area with the implementation of sidewalks and bicycle-pedestrian lanes.	Board of Public Works and Safety Redevelopment Commission		Yes

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		f. Connect new development to existing development	City Plan Commission City Engineer County Engineer		Yes
PLACE THE BALANCED URBAN GROWTH AND CONSERVATION WITHIN NEW ALBANY AND THE FRINGE AREA.	1-1. Provide adequate space to meet future land requirements	a. Develop a land use plan which supports the projected land use needs of the City of New Albany to the year 2020	City Plan Commission Common Council		
		b. Annex new territory into the City of New Albany when such annexation is necessary to provide space for city growth, where territory is a logical extension of the urban area or where the territory benefits from city services or facilities	Common Council		
		c. Indiscriminate annexation should be avoided, future annexation should not create municipal fiscal imbalance	Common Council		
		d. Provide space for city growth through the redevelopment of blighted areas	Redevelopment Commission City Plan Commission		Yes

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
	1.2 Foster the orderly expansion of future development, ensuring its integrity through supporting desired growth patterns.	a. Regulate the expansion and design of public utilities, such as water and sewer lines, in order to promote desired growth timing and minimize negative fiscal impacts.	Board of Public Works and Safety City Engineer Utility Companies	IDEM State Utility Regulatory Commission	
		b. Design a transportation network which supports desired growth patterns and intensities.	City Plan Commission		
		c. Prohibit scattered, sprawling development.	City Plan Commission Board of Zoning Appeals		
		d. Prohibit indiscriminate strip development along thoroughfares.	City Plan Commission Board of Zoning Appeals		
		e. Avoid creating too small parcels along major thoroughfare routes which promote excess curb cuts.	City Plan Commission Board of Zoning Appeals		
		f. Provide for safe, efficient internal movement within and between developments.	City Plan Commission		
		g. Require adequate off-street parking for all developments.	City Plan Commission Board of Zoning Appeals		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		f. Design and locate utility easements for convenient access, commonline, and minimal visual impact	City Plan Commission Board of Public Works and Safety City Engineer		
		i. Locate complimentary land uses together, buffer incompatible land uses from one another	City Plan Commission Board of Zoning Appeals		
		i. Prohibit the intrusion of incompatible land uses into established or planned land use areas.	City Plan Commission Board of Zoning Appeals		
	3-1: Develop and/or redevelop residential neighborhoods which provide quality of life environments for all residents	a. Pattern new residential development into identifiable neighborhood units	City Plan Commission		
		b. Renovate and/or conserve the established residential neighborhoods of New Albany	Redevelopment Commission City Plan Commission Board of Zoning Appeals Historic Preservation Commission		Yes

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
		e. Encourage a variety and mix of housing types and densities to provide choices for a [illegible]	City Plan Commission Redevelopment Commission Board of Zoning Appeals Housing Authority		
		f. Promote affordable housing throughout the Planning Area.	City Plan Commission Redevelopment Commission Board of Zoning Appeals Housing Authority Commission		
		g. Develop residential densities that are within acceptable tolerances of adjacent residential densities.	City Plan Commission Board of Zoning Appeals		
		f. Provide neighborhoods with adequate public facilities and services	Board of Public Works and Safety Redevelopment Commission City Plan Commission		Yes
		g. Provide adequate buffering, screening or other devices to protect residential development from the nuisance of adjacent land uses	City Plan Commission Board of Zoning Appeals		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		h. Encourage high density residential development within direct, convenient access of arterial streets. Provide lower density developments with indirect access to arterial streets by way of collector and local streets.	City Plan Commission Board of Zoning Appeals City Plan Commission Board of Zoning Appeals		
		j. Prohibit the indiscriminate placement of free standing manufactured homes. Locate manufactured homes in manufactured home parks	City Plan Commission Board of Zoning Appeals		
		k. Encourage the retention and rehabilitation of historic housing and neighborhoods	Historic Preservation Commission Redevelopment Commission City Plan Commission Board of Zoning Appeals		
		l. Ensure that residential properties are properly maintained	Building Commission		
		m. Develop and implement a systematic rental inspection program	Building Commission Redevelopment Commission		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
		f Assist prospective first-time homebuyers in the City through downpayment assistance, home inspection assistance, and other tools that may be available	Redevelopment Commission		
		o Assist the Floyd County Community Housing Development Organization in the development of affordable housing in the planning area	Redevelopment Commission City Plan Commission		Yes
		p Assist neighborhood organizations in developing and implementing neighborhood-based plans.	Redevelopment Commission City Plan Commission Board of Public Works and Safety Housing Authority		Yes
		q Provide for community-based policing in targeted inner-city neighborhoods	Police Department City Plan Commission Redevelopment Commission Housing Authority		
	B-4. Develop quality housing areas to meet the retail and service needs of the planning area	a Provide for functionally sized commercial sites at the regional, community, and neighborhood levels	City Plan Commission		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
		b. Ensure future commercial sites centrally within their service areas	City Plan Commission		
		c. Promote the relocation of all functional, existing commercial centers	City Plan Commission Economic Development Commission Redevelopment Commission		
		d. Develop commercial uses only in planned business centers except when conversion of an existing building is compatible with the adjacent development, or when an existing commercial use proposes expansion of an is compatible with adjacent development, or when a proposed use requires a unique or special location or where such use is ancillary	City Plan Commission Redevelopment Commission Board of Zoning Appeals		
		e. Design future commercial sites for convenient access and safety, minimize curb cuts and distracting signage, and encourage access between adjacent developments	City Plan Commission Board of Zoning Appeals City Engineer	ITDOT	

GOAL	OBJECTIVE		POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		f	Allow strip commercial development only when excessive curb cuts will not create or increase traffic problems and congestion	City Plan Commission Board of Zoning Appeals City Engineer	[illegible]	
		g	Require commercial developments to be served by the New Albany Sewer System.	City Plan Commission Board of Public Works and Safety Sewer Board Floyd County Health Dept	[illegible]	
		h	Provide buffering, screening, separation or other techniques to help minimize nuisances generated from commercial developments	City Plan Commission		
			Require the design of commercial facilities to be compatible with the existing urban form	City Plan Commission Board of Zoning Appeals		
	B-5. Improve the economic future of New Albany by developing and redeveloping suitable areas for future economic development	a	Provide enough industrial sites to accommodate a self-sufficient economic base	City Plan Commission Redevelopment Commission Board of Public Works and Safety Economic Development Commission		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
		b. Redo in brown field areas through assessment and mitigation	Redevelopment Commission City Plan Commission Common Council Board of Public Works and Safety	IDEM ONR USEPA	Yes
		c. Encourage new industries to locate in industrial park developments or in planned industrial areas	Economic Development Commission City Plan Commission		
		d. Promote the use of Downtown New Albany as a regional office/service employment center	Develop New Albany, Inc. Redevelopment Commission		
		e. Locate industrial land uses in areas which are accessible by arterial streets and which are supported by an adequate infrastructure.	City Plan Commission Board of Zoning Appeals		
		f. Require all industrial developments to be served by the New Albany sewer system	Board of Public Works and Safety City Plan Commission Board of Zoning Appeals Sewer Board	IDEM	
		g. Phase out all non-conforming uses from potential industrial areas	City Plan Commission Board of Zoning Appeals		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		5. Impose restrictions upon industries to prevent nuisances to nearby land uses	City Plan Commission Board of Zoning Appeals		
		6. Locate hazardous or offensive industry away from residential areas	City Plan Commission Board of Zoning Appeals		
		7. Ensure that industrial uses comply with applicable federal and state standards regarding air and water pollution and the handling of hazardous wastes.	City Plan Commission Sewer Board	IDEM, DNR, COE	
		8. Create and promote incentives necessary to facilitate the development of industrial areas	Economic Development Commission Fremont Council Redevelopment Commission		
		9. Develop downtown portions of the Ohio River riverfront controlled by Energy for industrial purposes.	Redevelopment Commission Fremont Development Commission City Plan Commission Board of Zoning Appeals	IDEM, DNR, COE	

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
	3.6 Conserve and/or protect historical sites and structures within the planning area	a Encourage the preservation of historic structures according to locally-developed preservation guidelines	Historic Preservation Commission City Plan Commission Board of Zoning Appeals		
		b Protect historic areas from the intrusion of incompatible land uses or negative impacts of development	City Plan Commission Historic Preservation Commission Board of Zoning Appeals		
		c Permit land uses in historic areas which promote the preservation of historic structures	City Plan Commission Historic Preservation Commission Board of Zoning Appeals		
		d The Building Commission will comply with the Historic Preservation Commission's review of demolition of historic structures	Historic Preservation Commission Building Commission Redevelopment Commission Board of Public Works and Safety		
		e Solicit new sites for inclusion in the National Register	Historic Preservation Commission		
		f Encourage the creation of historic districts	Historic Preservation Commission		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY GUIDES	CAPITAL PROJECT?
Goal C - ENSURE THAT ADEQUATE INFRASTRUCTURE, FACILITIES AND AMENITIES ACCOMPANY THE FUTURE GROWTH AND DEVELOPMENT OF NEW ALBANY	C-1 Alleviate the severe drainage problems of the planning area	a Require all new development to meet the Stormwater Master Plan	City Plan Commission Board of Public Works and Safety Drainage Advisory Committee		
		b Implement drainage projects in accordance with the Stormwater Master Plan	Board of Public Works and Safety Flood Control District Drainage Advisory Committee		Yes
		c Exclude subdivision filling of low areas and flood prone areas	City Plan Commission Board of Public Works and Safety Drainage Advisory Committee		
		d Minimize unnecessary tree clearing, grading, cutting and filling	City Plan Commission Board of Public Works and Safety Drainage Advisory Committee		
		e. Minimize changes to the natural stream channel	City Plan Commission Board of Public Works and Safety Drainage Advisory Committee	IDNR	

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
	C-2 Improve the effective capacity of the New Albany wastewater treatment plant and sewer system	a Prevent storm drainage connections to sanitary sewer lines	Board of Public Works and Safety Sewer Board		
		b Disconnect all existing storm drainage connections to sanitary sewer lines.	Board of Public Works and Safety Sewer Board		Yes
		c Repair and replace damaged portions of the existing sanitary sewer system.	Board of Public Works and Safety Sewer Board		Yes
		d Provide for additional wastewater collection and treatment capacity for the area west of I-265.	Board of Public Works and Safety Sewer Board City Plan Commission		Yes
	D-1 Improve the quantity and pressure of our public water supply throughout the planning area.	a Continue to upgrade water distribution systems in the older portions of New Albany	Indiana American Water Company City Plan Commission Board of Public Works and Safety		
		b Require sufficient water mains throughout the planning area to meet the need for fire protection	Indiana American Water Company Fire Prevention Bureau Board of Public Works and Safety		

GOAL	OBJECTIVE		POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT
		c	Encourage the Silver Creek Water Company to upgrade deficient elements of its water distribution system	**Silver Creek Water Company** Board of Public Works and Safety		
		d	Require major developments to install hydrants with adequate water flow and to provide fire adequate fire protection	**New Albany Fire Prevention Bureau** New Albany Fire Department		
	C-4: Develop a thoroughfare system which will provide safe, efficient and economical movement of people, goods and services throughout the planning area	a	Require all new developments to dedicate and/or improve adequate right-of-way for future streets	**City Plan Commission** Board of Public Works and Safety		
		b	Support thoroughfare improvements which enhance traffic flow	**Board of Public Works and Safety** City Plan Commission	InDOT	Yes
		c	Require neighborhood street design which promotes optimum access but discourages through traffic on streets other than collectors	**City Plan Commission** Board of Public Works and Safety		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
		e. Discourage excessive through traffic on residential streets	City Plan Commission Board of Public Works and Safety		
		e. Require all new developments to contain adequate provision for pedestrian travel	City Plan Commission Board of Public Works and Safety		
		f. Require pedestrian travel improvements in accordance with the City's Sidewalks Plan	City Plan Commission Board of Public Works and Safety Common Council		Yes
		g. Develop a bicycle and pedestrian system that allows for safe, continuous non-motorized travel through the City and planning area	City Plan Commission Board of Public Works and Safety City Engineer	IoDOT	Yes
		h. Ensure that transportation facilities are compatible with adjacent developments	Board of Public Works and Safety City Plan Commission		
		i. Develop a thoroughfare plan which identifies necessary thoroughfare improvements for the planning area	City Plan Commission		
		j. Promote thoroughfare projects which improve automobile safety at at grade railroad crossings	Board of Public Works and Safety City Plan Commission	IoDOT	

GOAL	OBJECTIVE		POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
	C-5 Expand the recreational system of the area.	a	Notify the local park boards of proposed large residential development	City Plan Commission Park Board		
		b	Promote the assembly of recreational sites in the older areas of New Albany	Parks Board Redevelopment Commission		Yes
		c	As feasible, locate passive recreational facilities in environmentally sensitive areas	Parks Board		Yes
		d	Implement the New Albany 1994 County Parks and Recreation Plan	Parks Board Redevelopment Commission		Yes
	C-6 Develop New Albany's Riverfront as a multi-faceted community recreational area	a	Discourage overfront development which would deter from or conflict with recreational land uses	City Plan Commission Parks Board Redevelopment Commission	IDNR, COE	
		b	Promote the removal of all dilapidated housing from the Ohio Riverfront	Building Commission Zoning Officer		
		c	Provide development incentives to prospective developers of riverfront property who develop their properties for recreation or related commercial oriented purposes	Redevelopment Commission Board of Public Works and Safety Park Board		Yes

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
		d. Provide increased and/or improved access to the riverfront area	Board of Public Works and Safety Redevelopment Commission Park Board Flood Control District		Yes
		e. Develop the New Albany portion of the Ohio River Greenway.	City Plan Commission Board of Public Works and Safety Redevelopment Commission Parks Board Flood Control District Ohio River Greenway Commission	IDEM, IDNR, CUE	Yes
	7-7. Promote the expansion and/or upgrading of other community facilities through this planning area	a. Encourage other public and quasi-public entities to develop and publish plans for their future long-term needs	City Plan Commission Common Council Redevelopment Commission Board of Public Works and Safety Housing Authority		
		b. Assist such entities as requested in accuring information and/or preparing studies relevant to their plans	City Plan Commission Redevelopment Commission Board of Public Works and Safety Housing Authority		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		c. Review such plans and adopt them as part of the Comprehensive Plan as necessary.	City Plan Commission		
		d. Notify appropriate entities, including the New Albany-Floyd County Consolidated School Corporation, the New Albany Fire Prevention Bureau, the New Albany-Floyd County Parks Board, the Ohio River Greenway Commission, etc. of any pending significant developments which may affect or conflict with their plans.	City Plan Commission		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
	G4 – Provide appropriate zoning and land use controls, a competitive economic environment for cellular telephone/personal communications services towers and facilities that does not unreasonably discriminate among providers of functionally equivalent services and shall not prohibit or have the effect of prohibiting the provision of cellular telephone/personal communication services towers and facilities	Continue to allow the establishment of cellular telephone/personal communication services towers and facilities sub. ject to the Special Exception process.	City Plan Commission Board of Zoning Appeals		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		b. Locate other personal communication services towers and facilities where such facilities pose the least intrusion into the existing built environment or existing topography	City Plan Commission Board of Zoning Appeals		
		c. Locate cellular telephone/personal communication services towers and facilities according to the following order of preference: 1. Co-location on existing buildings, towers, or other structures 2. On existing public, semi-public buildings or lands, towers or other structures such as water towers or utility poles/towers 3. On existing privately-owned buildings 4. New towers in industrial or commercial districts, not near residential areas. 5. New towers in commercial districts near residential areas	City Plan Commission Board of Zoning Appeals		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		b. New tower in residential area			
		d. Developers of cellular telephone/personal communication services towers and facilities in an area of a lesser-preferred location in accordance with the preference order listed above, shall demonstrate the unavailability of a preferred location(s) in accordance with the preference order listed above	City Plan Commission Board of Zoning Appeals		
		e. Cellular telephone/personal communication services towers and facilities shall comply with all contemporary standards and requirements of all federal, state and local government agencies	City Plan Commission Board of Zoning Appeals		
		f. Require buffering, landscaping, special design and/or other treatments necessary to mitigate any adverse effects from cellular telephone/personal communication services towers and facilities	City Plan Commission Board of Zoning Appeals		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
		g. The developer owner of any new tower shall permit co-location on that tower by other regular telephone/personal communication services facilities to the extent physically feasible	City Plan Commission Board of Zoning Appeals		
		h. Developer/owners of a tower shall cause the tower to be removed when use of the tower is vacated or when the design, construction, or operation no longer meet contemporary standards.	City Plan Commission Board of Zoning Appeals		
	C-9 Improve the condition of the public urban forest	a. Continue operation of the City's Urban Forestry Officer	Tree Board		
		b. Recognize the inherent value of the public urban forest as a component of the City's infrastructure	All		
		c. Recognize the resultant fiscal burden and liability risks associated with the neglect of the public urban forest.	All		

GOAL	OBJECTIVE		POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		d	Promote the planting of appropriate, desirable tree species on public rights-of-way and in City parks	Tree Board City Plan Commission Redevelopment Commission		
		e	Encourage the planting of appropriate, desirable tree species on private property whenever feasible where public rights-of-way is limited or not suitable for planting	Tree Board City Plan Commission Redevelopment Commission		
		f	Regulate the expansion, improvement, and maintenance of utilities and municipal infrastructure in a manner that preserves and protects the urban forest	City Plan Commission Board of Zoning Appeals		
		g	Create and promote incentives necessary to secure the cooperation of public and private entities	Tree Board City Plan Commission Redevelopment Commission		
	C-1C Preserve private urban forest resources	a, j	Require the preservation or enhancement of the natural forest cover in environmentally-sensitive areas, namely floodplains and steep slopes	City Plan Commission Board of Zoning Appeals		

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECT?
		b. Limit development in environmentally sensitive areas	City Plan Commission Board of Zoning Appeals		
	C-11. Reduce the negative impacts of development on the urban forest resource	a. Become tree preservation of existing trees, where feasible, in the development or redevelopment of an area	City Plan Commission Board of Zoning Appeals Redevelopment Commission		
		b. Require tree and landscape plantings in new developments	City Plan Commission Board of Zoning Appeals		
		c. Require mitigation of lost urban forest resources due to the development or redevelopment of an area	City Plan Commission Board of Zoning Appeals Redevelopment Commission		
		d. Protect urban forest resources on historical sites	Historic Preservation Commission City Plan Commission Board of Zoning Appeals		
	C-12. Provide accurate and timely information to the public	a. Implement a geographic information system.	Board of Public Works and Safety City Plan Commission		Yes
		b. Develop a City Homepage on the World Wide Web	Common Council		Yes

GOAL	OBJECTIVE	POLICY	RESPONSIBLE PARTY	REGULATORY BODIES	CAPITAL PROJECTS
		c. Post public information at City's neighborhood service centers	All		
		d. Cultivate the development of neighborhood organizations	City Plan Commission Redevelopment Commission		

CHAPTER 5
LAND USE PLAN

5.1 INTRODUCTION.

In the last chapter, a set of goals, objectives, and policies was outlined that charts a future direction for the City. Many of the items contained in the policy plan affect the use of land, either directly (e.g., expressly stating what types of development are desired) or indirectly (e.g., through the provision of infrastructure to certain areas). As such, it is useful to develop a Land Use Plan that incorporates all of the items in the policy plan to the greatest extent feasible. This Land Use Plan is an extremely important component of the Comprehensive Plan Update, in that it ensures that all of the pertinent decision-makers and organizations have a common and graphically-depicted vision of what their decisions are intended to achieve.

The process used to arrive at the Land Use Plan was described in Chapter 1. The end result of this process is shown in the attached Map 5-1, and conveys the desired development pattern of the City in the year 2020.

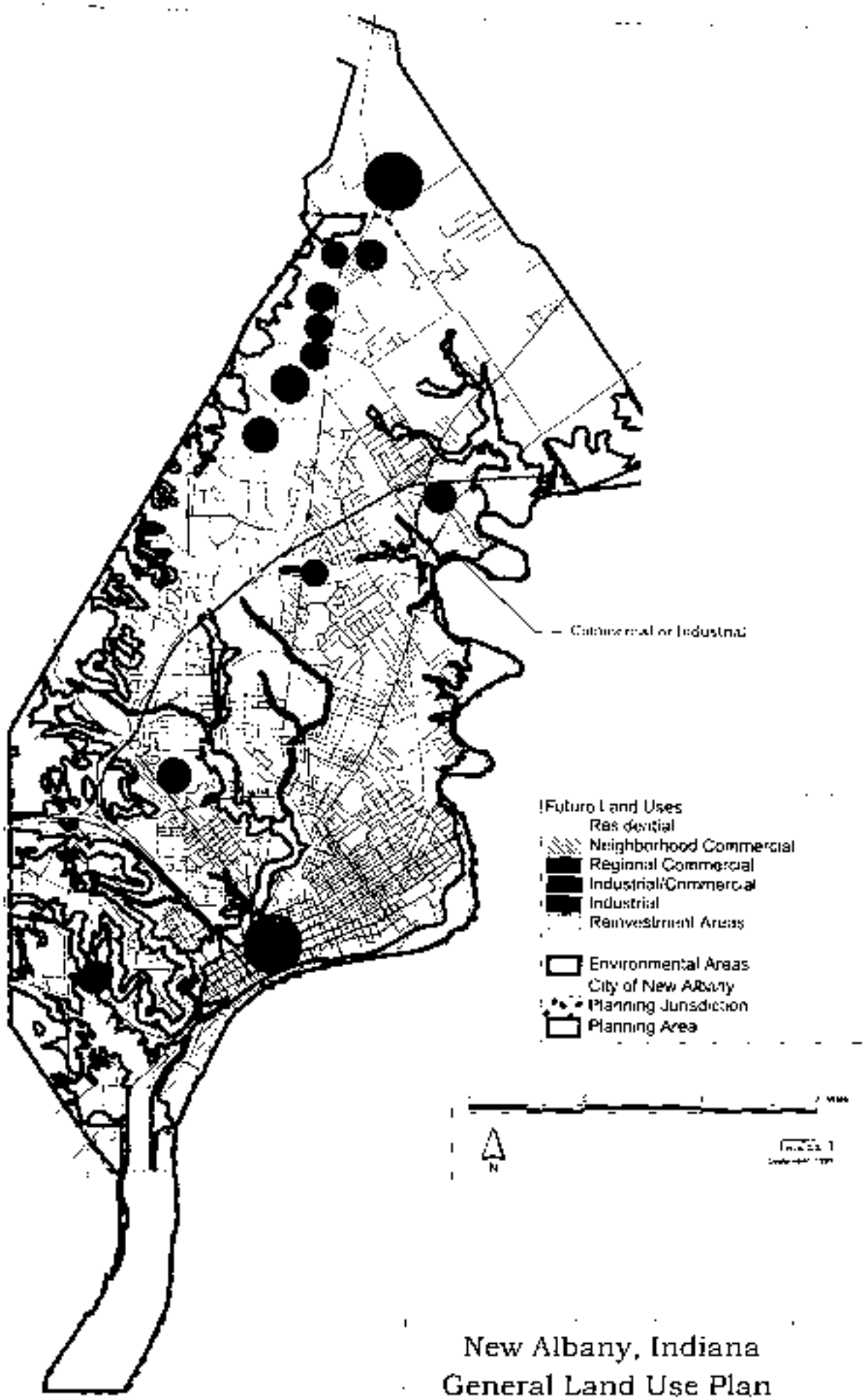
The Plan has as its focus economic development, which is achieved two ways:

- Vacant land for new industrial development is maximized. Most of this land is in the Grantline Road corridor, where the City's most recent efforts at industrial development have come to fruition in the Grantline Road Industrial Park. Where vacant land is not competitive for industrial growth, residential and limited commercial uses have been identified.

- The inner city is targeted for redevelopment and revitalization. Downtown New Albany's prominence as a regional commercial and employment center is cemented. Older industrial areas with perceived or actual environmental issues ("brownfields") are reclaimed. Neighborhoods and special study areas are targeted for small-area plans.

As presented here, the Land Use Plan represents a balance between two opposing but related forces: "greenfield" growth in currently vacant areas within the planning area, and reuse of older urbanized areas, including brownfield reclamation.

Portraying areas for new growth is relatively easy because land uses are shown on the map in a straightforward fashion; similarly, implementing those portions of the Plan are relatively basic, through infrastructure, land use regulations, and other means. By contrast, depicting redevelopment within the inner city is difficult, as a simple illustration of a proposed inner city land use is insufficient to convey the proactive measures that may be required to accomplish those components of the Plan.



New Albany, Indiana
General Land Use Plan

Due to its general nature, the Land Use Plan does not address all of the specific details that redevelopment and revitalization of the inner city will address. Such details are the hallmark of small-area planning. The City has an ongoing neighborhood planning program that focuses on improving the quality of life in inner-city neighborhoods, which should be continued. Small-area plans for each of the neighborhoods should be developed. In addition, older industrial areas in the inner city, particularly along the Ohio River, deserve special attention from small-area planning; these areas are identified in Map 5-1.

It is important to note that the land use plan is general in nature. The direct application of the land use plan to individual parcels and properties is inappropriate; the plan is not a zoning map.

5.2 DESCRIPTION AND ANALYSIS OF LAND USE PLAN.

5.2.1 Overview. The following tables summarize the Plan, as well as compare it to existing land use:

Table 5-1: Land Use Plan Acreages

City of New Albany	Existing	%	Plan	%
Residential	4,385	47%	4,219	45%
Commercial	418	4%	926	10%
Industrial	792	8%	1,334	14%
Institutional	453	5%	425	5%
Recreational	297	3%	284	3%
Cemetery	130	1%	128	1%
Environmental	1,891	20%	1,457	15%
Undeveloped	1,047	11%	640	7%
Total:	9,413		9,413	
Planning Area	Existing	%	Plan	%
Residential	6,618	37%	7,287	40%
Commercial	426	2%	934	5%
Industrial	875	5%	2,611	14%
Institutional	547	3%	346	2%
Recreational	297	2%	284	2%
Cemetery	148	1%	146	1%
Environmental	3,745	21%	3,276	18%
Undeveloped	5,383	30%	3,155	17%
Total:	18,039		18,039	

5.2.2 Description.

5.2.2.1 Residential. The Plan affects residential land use in the City and the Planning Area in different ways. Residential acreage within the City generally does not change. It should be noted that the uses specified in the Land Use Plan do not preclude residential

development from taking place in non-residential districts. For example, the potential for housing on the second- and third-stories of Downtown retail and office buildings is currently being explored.

Residential acreage within the Planning Area increases by about 670 acres under the Plan; environmentally sensitive areas are preserved. Several large areas on the north and northeast periphery are proposed to be maintained for residential development. The largest of these areas is bounded by County Line Road, Charlestown Road, existing residential development, and the Silver Creek floodplain.

Another residential area in the Plan is located on the west side of Charlestown Road, and is bounded by existing residential development on Chapel Lane and Kamer-Miller Road. This area is the site of a Planned Unit Development, including commercial and multi-family residential; surrounding properties are experiencing similar development pressures. The vicinity of Chapel Lane and County Line Road that is currently undeveloped is also slated for residential development.

The buildout of the planned and existing residential areas will accommodate the projected residential land absorption outlined in Chapter 3. It should be noted that in order to do so, the density of residential development will need to be around 3 units per acre, which is about twice the existing density. In order to accommodate this increase in density, single-family residential densities will need to be increased, and more multi-family development will need to be permitted. Since multi-family development can be controversial, it would be beneficial to refer to standards for the appropriate siting of multi-family. Commonly accepted standards for the siting of multi-family development include the following:

- Locate multi-family so there is direct access to major thoroughfares (collector or arterial streets).
- Transportation opportunities, such as bus routes and bicycle/pedestrian trails, should be easily accessible to multi-family development.
- Adequate community facilities and open space should be located within walking distance of a multi-family project.
- Retail and service uses, including such things as groceries, laundries and dry cleaners, should be easily accessible to the multi-family site.
- Locate multi-family developments in convenient proximity to major employment centers.
- Protect multi-family development from incompatible uses.
- Mixed density residential uses including both single-family and multi-family residential, should be encouraged to provide a wider range of choice.
- Realize that activity patterns and characteristics of various types of multi-family households (such as the elderly or young families) may require siting considerations such as proximity to a hospital or day care center.

5.2.2.2 Commercial. Under the Plan, commercial areas within the City will increase by more than 120%, although this may be mitigated somewhat by mixed-use development. The number of large sites for new commercial development is relatively limited; the I-265/Charlestown Road interchange stands out as an example of a potential area where big-box development can take place without the trouble of site assembly.

The Central Business District is the subject of commercial redevelopment in the land use plan. The CBD extends from West Fifth to East Fifth Streets, and from the flood levee to Culbertson Avenue. State Street from the Central Business District to West Street/Green Valley Road and the upper State Street area (to I-265) maintain their status as important community-serving commercial areas.

The area of West Main Street up to Highway 111 South and Corydon Pike will be redeveloped with community commercial enterprises. West Main Street is the entryway to the City of New Albany for visitors to the *Gory of Rome* Riverboat Casino. The character of the Highway 111 South area, with its environmental constraints, is not conducive to commercial development. Also, promoting commercial development along this corridor may dilute the commercial potential of the West Main Street corridor.

Vincennes Street and Uptown will continue to be an important neighborhood-serving commercial strip. The amount of existing commercial land is adequate to serve the area, and should be preserved, but not expanded. The Vincennes Street/Uptown area, given the physical conditions, commercial importance, and historical character of the area, is deserving of a Main Street-style program. The City has already begun infrastructure improvements with the installation of new sidewalks, curbs, and gutter along the length of Vincennes Street, and West Main Street from Vincennes Street to the CSX Railroad.

Corydon Pike would have some limited commercial development; the presence of the Norfolk Southern rail line also introduces some industrial potential. However, the development potential of this corridor is limited by areas of floodplain and steep slope. Local retail or neighborhood services are infeasible because of the limited population and the availability of such services on West Main Street; however, this location would be good for commercial enterprises requiring open space for display (e.g., car or boat sales).

The Charlestown Road corridor from Vincennes Street to Slate Run Road will continue to develop. Beyond Blackiston Mill Road and in the vicinity of I-265, major commercial development may be expected.

Most of the planned commercial development in the Planning Area is found within the city limits. However, the Plan includes neighborhood commercial nodes on the northern periphery of the Planning Area. These nodes would be placed at the intersections of County Line Road with Payne-Koehler and Charlestown Roads, at Grantline Road near Chapel Lane, at Grantline Road near Kamer-Miller Road, and at Green Valley Road near Hausfeldt Lane. Neighborhood commercial nodes might include day care centers,

barbers, and "mom and pop" stores, and should be limited in size. While it is easier to locate this low intensity commercial into a new development, there may still be opportunities to add neighborhood commercial to existing residential areas through infill or redevelopment.

These commercial areas meet the projected absorption of retail and service industries described in Chapter 3 during the time period of the Plan Update.

5.2.2.3 Industrial. The Plan shows an increase in industrial areas within the Planning Area by nearly 200%. Of this new industrial acreage, about 540 acres or 31% is found within the City (City industrial acreage increases by 68%). In addition to the new areas, the redevelopment of industrial brownfields within the inner city also constitutes a major source of industrial ground. The redevelopment of these brownfields will require special transportation considerations, as the Norfolk Southern railroad frequently blocks off access to these areas, and truck traffic needs to be diverted away from residential streets.

The Plan includes several areas for future industrial use. The largest of these extends along the west side of Grantline Road, from the North/Park East Industrial Parks around Indiana University Southeast, up to an area known as Six-Mile Switch, where the CSX railroad crosses Grantline Road. The area is currently zoned for light industrial uses.

An area lies on the east side of Grantline Road, east of Six-Mile Switch between Bugaboo Lane and County Line Road. The area is largely undeveloped. Another area is adjacent to the southeast corner of the Charlestown Road/I-265 interchange. This area is currently undeveloped, and zoned for regional commercial uses.

The area southwest of the City along the Ohio River is currently the site of PSI's Gallagher Plant. This area is not the best location for new industrial development. Any proposed new development would need to meet standards for developing in a floodplain.

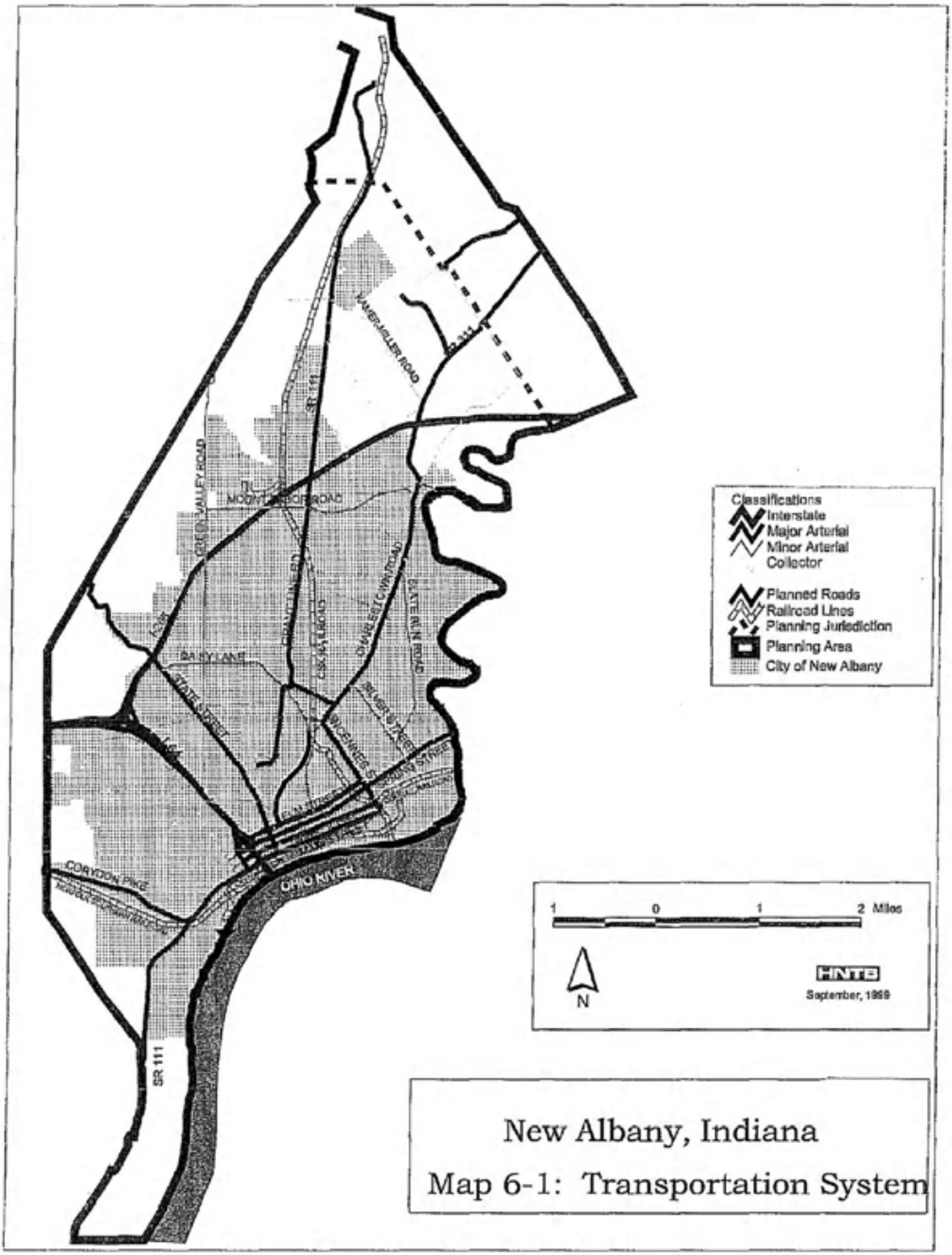
Small, light industrial uses may be appropriate at Bush Lane, a private road that has access to Corydon Pike via Eagle Lane. This area is largely undeveloped.

These planned industrial areas completely accommodate the anticipated absorption by projected industrial land uses.

5.2.2.4 Environmentally-Sensitive Areas. The Plan proposes a higher utilization of environmentally-sensitive areas for development. In this respect, it is noteworthy that the areas defined as steep slope or floodplain are currently being reconsidered, and may result in an expansion of designated environmentally-sensitive areas, with a concurrent increase in the utilization of areas so designated. The City's development codes, which in their current form generally restrict and/or prohibit development from environmentally-sensitive areas, will therefore need to be revised to allow development in such areas that is compatible with the applicable environmental features. For example, in the case of

areas of steep slope, geotechnical studies should be required of new development, so that development can be implemented without incurring unacceptable levels of erosion and/or runoff.

As discussed in the introductory section of this chapter, the proposed land use described above reflects the desire to maximize employment opportunities. Appendix B examines the impacts of implementing the plan.



New Albany, Indiana

Map 6-1: Transportation System

Traffic interruptions from street-rail conflicts are numerous and unpredictable, and affect all east-west vehicular movements in the inner city. Another rail line, the Norfolk Southern, travels east-west along the flood levee. This line presents similar problems to the CSX, disrupting traffic within the City for periods of time.

A transit agency, the Transit Authority of River City (TARC), provides public transportation service to Southern Indiana, including New Albany. However, the level of service is low, with few people using the service.

6.3 GENERAL PRINCIPLES AND DESIGN STANDARDS.

6.3.1 Adequacy of Purpose. All development should be located on a street or legally-created private way that provides sufficient vehicular access, including that of emergency and maintenance vehicles, and parking for the development it serves or is planned to serve.

6.3.2 Responsibility for Street Construction. Where new development creates a need for a new street or where the Thoroughfare Plan map identifies a new street within a new development, such new street or street segment should be provided by the developer. Where a major development occurs on an existing street, improvement of the street should be required of the developer where such is necessary to provide an adequate level of safety and service. Specific improvements should be based on design standards of this Plan and may include bu not be limited to the provisions of additional right-of-way, increased pavement width, turn lanes, acceleration and deceleration lanes, and sidewalks.

6.3.3 Right-of-Way and Pavement Design Widths. The Interstates 64 and 265 are the two interstate highways in the Planning Area, and no additional interstates are anticipated. Therefore, no right-of-way or pavement widths for interstates are set forth. The recommended right-of-way and pavement widths for all other classes of streets are as follows:

	Right-of-Way Widths		*Pavement Widths*	
Street Classification	*Residential*	*Non-Residential*	*Residential*	*Non-Residential*
Major Arterial	100'	100'	*	*
Minor Arterial	80'	80'	*	*
Collector	60'	60'	40'	*
Local Street	50'	60'	30'	*
Cul de Sac	50'	60'	30'	*

* = As per Municipal Engineer.

6.3.4 Future Access. New streets, including pavement, curbs, gutters, and sidewalks, shall be extended to property boundaries where streets are necessary for access to and/or the orderly development of adjacent properties.

6.3.5 Access Control. Access onto major arterials should be closely examined so as to avoid a proliferation of curb cuts that result in unsafe traffic conditions and which are major factors contributing to hindered traffic flow. As feasible, local streets and cul-de-sacs should not have direct access onto major arterials, but rather only with other local streets, collectors, and minor arterials.

6.3.6 Sight Distance at Intersections. Adequate sight distance should be available at all intersections. Signs that block or obscure sight distance or confuse motorists should be prohibited. Generally, intersections on curves should be avoided.

6.3.6 Spacing of Collectors and Minor Arterials. All points in the planning area should have easy, convenient access to collector and/or minor arterial streets. Unless topographic or other special physical conditions warrant otherwise, al locations should be within one-quarter mile of a collector or minor arterial street.

6.3.7 Setbacks from Streets. All structures should be set back from street rights-of-way at a distance that provides a sufficient safety buffer between streets and structures, and which ensures adequate site distance for ingress and egress. Deeper setbacks should be required of development located on streets of higher classification, where the number and speed of vehicles is typically greater. Yards created by setbacks requirements should be kept clear of structures and clutter, particularly signs and advertisements, which limit visibility and cause confusion to motorists.

6.3.8 Pedestrian Travel. Sidewalks are a vital part of the thoroughfare system of a city. Sidewalks are an essential component of the transportation system for both residential and higher-density commercial and industrial areas. Sidewalks should be developed in a network similar to streets, in order to provide access to multiple locations. Sidewalks should be required for all new streets developed in the planning area. They should also be included in any planned or required improvements to existing collector or arterial streets. These issues were addressed in more detail the 1991 Sidewalks Plan, which is incorporated into this Update by reference.

6.4 EFFECTS OF LAND USE PLAN.

6.4.1 Thoroughfares. Charlestown Road and Grantline Road will be heavily loaded with traffic generated from new residential and employment areas in the planning area. These roadways are already generally inadequate to serve existing traffic, and new development will exacerbate these problems. The Indiana Department of Transportation has projects planned to improve conditions along these corridors in the growth area, which should be supported by the City.

6.4.2 Other Transportation Modes. No light rail or commuter rail currently exists within the Planning Area or the Louisville metropolitan area. A Major Investment Study (MIS) for metropolitan light rail is currently underway; the initial alignment concepts considered by the MIS have not included the I-64 corridor into Indiana.

The inner city currently has sidewalks on most streets. Outside of the inner city, sidewalks may be found in some residential areas, but are not common; the City currently requires new subdivisions to install sidewalks. The City currently implements sidewalks projects, primarily consisting of sidewalk repair and replacement, utilizing Community Development Block Grant (CDBG) and InDOT monies. One exemplary project intends to connect Community Park to the inner city with sidewalks along Grantline Road. The City's Sidewalks Plan (1991) notes that in

1991, there were approximately $20 million in sidewalk deficiencies (including deteriorating sidewalks and non-existent sidewalks) present within the City.

The Ohio River Greenway Project, once complete, will include multi-use pathways. A pedestrian pathway along Grantline Road to Community Park can accommodate bicycles. These noteworthy projects aside, the City does not currently have a bicycle system. Bicycle use should be considered and encouraged within the planning area.

TARC operates bus service for the area. TARC is currently experimenting with bus service from the inner city to the existing industrial parks. Given the industrial development in the Grantline Road area envisioned under this alternate, bus service to these industrial areas will need to be continued and expanded. One possible option is to consolidate the public transportation options available to different populations – school children, elderly, and regular transit users – into a single system.

6.4.3 Summary. The land use plan will have the greatest effect on thoroughfares in the planning fringe, particularly Grantline Road, Charlestown Road, and pertinent secondary and collector streets. Some increase in bus service may be expected. New residential development will have sidewalks.

6.5 RECOMMENDATIONS.

6.5.1 Thoroughfare Improvements. All of the standards and principles outlined in Section 6.3, above, should continue to be the criteria for the evaluation of potential thoroughfare projects and the standards by which new projects are implemented. Some thoroughfare improvements for individual streets are suggested in the descriptions above. Other suggestions are as follows:

Charlestown Road from Vincennes to Twin Oaks needs to be upgraded; a third lane may be appropriate in some locations. The area of Charlestown Road in the vicinity of Colonial Manor has already been upgraded to three lanes. The Klerner Lane-Slate Run intersection at Charlestown Road was recently upgraded with new lanes and signalization. The State has designed a project for five lanes along Charlestown Road from Klerner Lane to I-265; this project includes some improvements along Blackiston Boulevard, and should relieve congestion at the Blackiston Mill intersection. The State has also programmed a project to upgrade Charlestown Road from I-265 to Sellersburg (5 lanes).

Grantline Road. The North Y intersection (Grantline Road, Charlestown Road, Vincennes Street) should be redesigned . A planned project for the portion of Grantline Road between Vincennes and Beechwood will install sidewalks. The State has programmed a project to design improvements to Grantline Road from Beechwood Avenue north through the planning area as needed; the portion of this project north of I-265 is essential to industrial growth, because of increased access to the Grantline Road Business and Industrial parks. It is noteworthy that the portion of Grantline Road from Mt. Tabor Road to Klerner Lane has previously been upgraded. Also, the first phase of a planned pedestrian pathway is to be installed this year, and runs on the west side of

Grantline Road from Beechwood north to Community Park, then through the park to Green Valley Road.

North-South Connections. As noted in the arterials descriptions above, one major deficiency in the existing transportation system is the lack of connections between the northern part of the City and inner city. Improvements to Grantline Road and Charlestown Road that are currently planned or underway will help to alleviate this problem, but are not in and of themselves sufficient. The Transportation Improvement Program (TIP) for the metropolitan area (developed by KIPDA in cooperation with local governments) states that engineering will begin next year on an extension of Grantline Road to East Fourth Street, which will considerably improve accessibility of the Downtown and the inner city.

Mt. Tabor Road. This roadway serves the South Industrial Park and the industrial uses along Bell Lane. This roadway is currently the target of a two-phase project from Green Valley Road to Grantline Road, and will include widening lanes; installing curbs, gutters, and sidewalks; and correcting a major grade problem near Grantline Road.

Hausfeldt Lane. This collector street provides access from the North, South, and Park East Industrial Parks to I-265 via Grantline Road, and to Green Valley Road. A Tax Increment Finance (TIF) district has been established for the purpose of widening this road, which is currently narrow, lacks sidewalks, and has radius problems near the Grantline Road intersection.

Charlestown Road and Grantline Road. As discussed above, these corridors are currently slated by InDOT for improvements, which should be supported by the City.

Kamer-Miller Road, Slate Run, Klerner Lane, St. Joseph Road, and Chapel Lane. These collector streets will serve an important purpose in the implementation of the plan, as they service most of the new residential areas. All of these roads are two-lane facilities, with many residences fronting on the roadways, and require widening and intersection improvements. The possibility of upgrading Kamer-Miller Road to minor arterial status, along with appropriate improvements, should be entertained. The intersection of Kamer-Miller and St. Joseph Road with Charlestown Road is confusing, and should be improved given the proximity of this intersection to I-265 and its subsequent importance.

McDonald Lane. A planned roadway improvements project has been programmed from Grantline Road to Charlestown Road, and will result in wider travel lanes, curbs and gutters, and sidewalks along this roadway.

Daisy Lane. Sidewalks, curbs and gutters, and wider travel lanes have been programmed for implementation on this roadway from State Street to Grantline Road.

Water Street. With the planned implementation of the Ohio River Greenway, this roadway will take on increased importance in providing access to recreational

opportunities along the river. Improvements to the roadway are already planned as part of the Greenway implementation, and should be supported.

Corydon Pike. This older highway provides access from West Main Street and the CBD to points west, and may need to be looked at for future improvements.

Grid system. Various alternatives for improving traffic flow within the inner city grid are under investigation. These alternatives include traffic calming techniques such as medians and landscaping, and redesignation of streets for two-way traffic flow.

SR 111. The *Glory of Rome* Riverboat Casino represents a major new traffic generator, the primary travel route to which traverses New Albany. The State may need to do more improvements along this route.

Other Streets. Several collector and minor arterial streets which are important to the developing portion of the Planning Area are in need of various types of improvements, including widening and some intersection work. Many of these improvements can be undertaken as development occurs.

Traffic signalization. Progression of traffic through key intersections is poor in some areas. The current system in the downtown is interconnected but some systems are no longer synchronized. An inspection and maintenance program for traffic signals should be implemented, and any deficient warning systems at rail crossings should be inspected and, where warranted, upgraded.

6.5.2 Public Transportation. An emphasis of this transportation element is the development of public modes of transportation. According to the U.S. Census (1990), about 56% of the households in the City have 0 or 1 vehicles, and hence are not able to fully take advantage of the City's thoroughfare system.

The Transit Authority of River City (TARC) provides bus service for the metropolitan region, including the City of New Albany. The City has historically supported public bus service to the City, and with the Southern Indiana Transportation Advisory Group (SITAG) has encouraged increased service, particularly to the inner city and to areas with high concentrations of disadvantaged populations. This support should continue.

The City should encourage social service agencies to coordinate their provision of transportation services. Consolidation of transportation services may be a feasible alternative to the current system. Transit is certainly needed, given the populations of elderly, poor and teens within the Planning Area.

Public transportation is also desirable from an overall traffic flow viewpoint, as higher use of transit equates into fewer cars on the roadway.

6.5.3 Non-motorized modes (walking and bicycling). The City should encourage the utilization of these alternate transportation modes. While the City has a sidewalks plan (1991) in

place, it does not engage in the ongoing identification and maintenance of problem sidewalks, nor is there a construction program for new sidewalks. Such an ongoing program should be instituted.

New Albany does not currently have a bicycle system. However, demand for such facilities is undoubtably evident, as these routes provide valuable linkages, as well as constitute recreational resources.

Based on this conclusion, the City Plan Commission should consider bicycle and pedestrian facilities in planning transportation projects.

6.5.4 Parking. Currently, the subdivision and zoning ordinances control the amount and type of parking required for new development. These controls have allowed for adequate parking provision, and they should continue to be implemented.

Downtown parking has been an issue for some time. Both long- and short-term public parking spaces are provided in the downtown. On-street parking, which constitutes the majority of short-term public parking spaces, are not metered, although time limits (which vary by location from ½ hour to 2 hours) are monitored. Public long-term parking is provided in two off-street parking structures (the State Street Parking Garage and the Main Street Parking Ramp), as well as in several surface lots.

The preponderance of short-term parking in the Downtown has resulted in an inefficient use of parking resources. A 1997 parking utilization study[1] concluded that short-term spaces are often occupied by long-term occupants, which leads to problems with actual short-term occupants finding short-term spaces. The study concluded that more long-term parking should be provided in the Downtown, and better enforcement measures adopted.

6.5.5 Summary. A variety of projects are proposed. Thoroughfare improvements in the planning fringe are recommended, as are improvements that connect the inner city to the new or developing areas. Maintenance should be a priority of the City, and dedicating funding sources and systematic planning and prioritization of projects (i.e., capital improvements programming) should ensue. Non-motorized transportation facilities should be implemented, particularly bicycle and pedestrian pathways, where feasible. The City should continue to encourage bus ridership.

[1] *Technical Memorandum: Parking Utilization Study* (1997). New Albany Redevelopment Commission

CHAPTER 7
IMPLEMENTING THE PLAN

7.1 INTRODUCTION.

To this point, the Comprehensive Plan Update has focused on "what" to do, "why" it needs to be done, and "who" will be doing it. While these items are certainly important, they are insufficient in and of themselves in laying out action items for organizations to follow. Preparing a Plan without addressing matters of implementation is an esoteric exercise at best. It the Plan is not implemented at all, then the efforts to develop the Plan are fruitless and wasted.

This chapter recommends strategies for implementation of the Plan. It should be noted that the observations and recommendations of this chapter may be supplanted by newer circumstances and conditions. For this reason, the periodic evaluation of the Plan is explicitly considered below.

7.2 REGULATORY ACTIVITIES.

The comprehensive plan is a statement of policy; however, it is not a regulatory document. The most common regulatory methods for implementing a comprehensive plan include local zoning and subdivision ordinances. By updating these ordinances and bringing them into conformity with the comprehensive plan, the City has two powerful tools for making its vision a reality.

A review of the zoning and subdivision ordinances relative to the policy plan was conducted as a part of the Comprehensive Plan Update. Overall, the review found that the requirements of the zoning and subdivision ordinances advanced the aims of the policy plan, and that the requirements were generally effective. However, the efficacy of particular zoning and subdivision requirements arose during the review, which are discussed below.

7.2.1 Zoning.

The current zoning ordinance was adopted in 1972. While periodic updates have made the ordinance responsive to land use and development issues that have arisen since its inception, these updates did not generally consider all aspects of the ordinance; therefore, the vernacular is outdated, and land use and development standards are disconnected. The adoption of this Plan Update absolutely outdates the ordinance; it is therefore recommended that the ordinance be overhauled. Several items have been identified to be included in such an edition:

- Require public facilities (e.g., water, sewer, road, drainage, etc.) as a prerequisite for development of any type.
- Encourage higher densities along arterial corridors (in order to encourage mass transit).

- Concentrate on buffering different land uses through design considerations, rather than through excessive setbacks.
- Provide more alternative housing formats as permitted uses, including elderly homes, assisted living facilities, and "Granny Flats".
- Establish commercial site lot size limitations (maximum lot size), so that the City can control the size of commercial sites at neighborhood or community levels.
- Clarify special exception language for commercial uses within residential zones.
- Reexamine the heavy industrial zoning district with respect to efficacy and the urbanized environment.
- New preliminary floodplain maps have been devised and received by the City. These maps are an important step in maintaining the City's eligibility for participation in the National Flood Insurance Program, and ultimately need to be adopted into the Zoning Code.
- The definition of "steep slope", and thereby the zoning classification that depends upon the definition, needs to be reevaluated. Currently, the local definition of steep slope is 18%, and has exhibited signs of weakness as some erosion and surface runoff is taking place in areas designated as steep slope using this definition, as well as movement of structures that imperils private investments. Conservation areas based on steep slopes should incorporate the findings of the geological survey completed by W.T. Straw.
- Many communities in Indiana are realizing the benefits provided by corridor-based *overlay zones* that consider design issues, such as landscaping, architectural style, lighting, signage, and other considerations. The City should explore the implementation of this concept along key travel corridors, including main entrance corridors into the City, as well as commercial corridors. Indiana communities using corridor-based overlay zones include Carmel, Greenwood and Zionsville

7.2.2 Subdivision Control.

The existing subdivision control ordinance was adopted in 1957, and has not greatly changed since then. Since subdivision control specifies a particular review process, subdivision control ordinances generally do not require revisiting at the same level of frequency as zoning ordinances. However, the existing subdivision control ordinance is showing signs of its age, and should be updated.

The subdivision control ordinance should continue to provide a mechanism for the appropriate extension of infrastructure for new development. The compatible retrofitting of infrastructure to infill developments should also be addressed in the update.

7.3 CAPITAL IMPROVEMENTS PROGRAMMING.

As the Transportation Plan attests, public expenditures are an important component in the implementation of comprehensive plans. Yet, allocating the funding required to implement public projects can be difficult given the number of competing uses for those monies. For example, investments into infrastructure maintenance are not currently taking place. In addition,

a number of public and semi-public entities have the authority and ability to construct public improvements, including, but not limited to, parks boards, street departments, school corporations, utilities, authorities, et al. A Capital Improvements Program (CIP) is a useful tool for coordinating and prioritizing infrastructure investments. A CIP consists of a multi-year funding/strategic plan, and an annual capital budget.

Some limited capital improvements programming has already taken place. The Sidewalks Plan and the Drainage Plan are examples of facilities-based CIPs that have not been implemented due to no funds being allocated to their implementation. The City's Consolidated Community Development Plan is a community development-based CIP that incorporates the expenditure of the City's annual allotment of federal Community Development Block Grant (CDBG) funds.

In order to implement the Plan, the City should undertake the evaluation of a capital improvements program. This CIP would minimally consist of two components: a five-year program and an annual capital budget. The City Plan Commission should be the lead entity in developing the CIP, and the City Board of Public Works and Safety (BOPWS) take charge in implementation. This configuration would require the BOPWS to make arrangements for staff, either through contract, arrangements with other City offices, or hiring full-time staff.

The implementation of CIP will require the regular, annual budgeting of funds for conducting capital improvements. Without monies for implementing projects, the development of the CIP is a useless exercise.

7.4 PARKS FACILITIES.

Public parks require special consideration, since the level of service of parks land partially depends upon the location of the parks and their proximity to the populations they serve. Parks policy therefore has a spatial component that is directly affected by land use. Parks planning is the responsibility of the Department of Parks and Recreation, a joint City-County agency. The Parks Department prepares a five-year Parks and Recreation Master Plan[1], which outlines policies and planned activities. The continued planning and programming efforts of the Parks Department should be encouraged and supported.

Currently, the five-year scope of the Parks and Recreation Master Plan extends to the Year 2002, and includes many maintenance and improvement items for existing parks and recreational facilities. The expansion of two regional recreational centers, the Sam Peden Community Park and the Griffin Street Recreational Center, are action items contained within the Plan. The continued implementation of the S. Ellen Jones and Fairmont School-Parks are also included in the Plan. Continued maintenance and installation of new facilities at existing parks are planned.

The City has been active for several years in the planning and development of the Falls of the Ohio River Greenway, a linear park that will extend along the Ohio River from New Albany to

[1] The Plan is a requirement for receiving recreational grant monies from the Indiana Department of Natural Resources (DNR).

Jeffersonville. Several pilot projects within the project area are underway, including a boat ramp in New Albany. The greenway will include trails for walking (and conceivably bicycling), focus areas (including an amphitheater in Jeffersonville), overlook points, and other facilities. The planned area of the Greenway is a linear corridor extending along the Ohio River; total area is expected to be about 8 acres.

The floodplain areas along Fall Run and Falling Run present opportunities for the implementation of linear parks. A 50-foot-wide greenway extending along the four miles from Fall Run from I-265 to the Ohio River Greenway would be approximately 25 acres of additional passive recreational space, and would provide a connection from the Ohio River Greenway to major portions of the inner city. In addition, public acquisition of the land would help protect the floodplain from encroachment by development. The off-street bicycle/pedestrian pathways described in Chapter 6 would be ideal for design of facilities in these areas.

Smaller parks often provide maintenance challenges for parks departments. Neighborhood associations may be able to fill the gap, where available. For the S. Ellen Jones and Fairmont School-Parks, as well as any other school-parks that are implemented, neighborhood associations should be contacted to help defray maintenance costs.

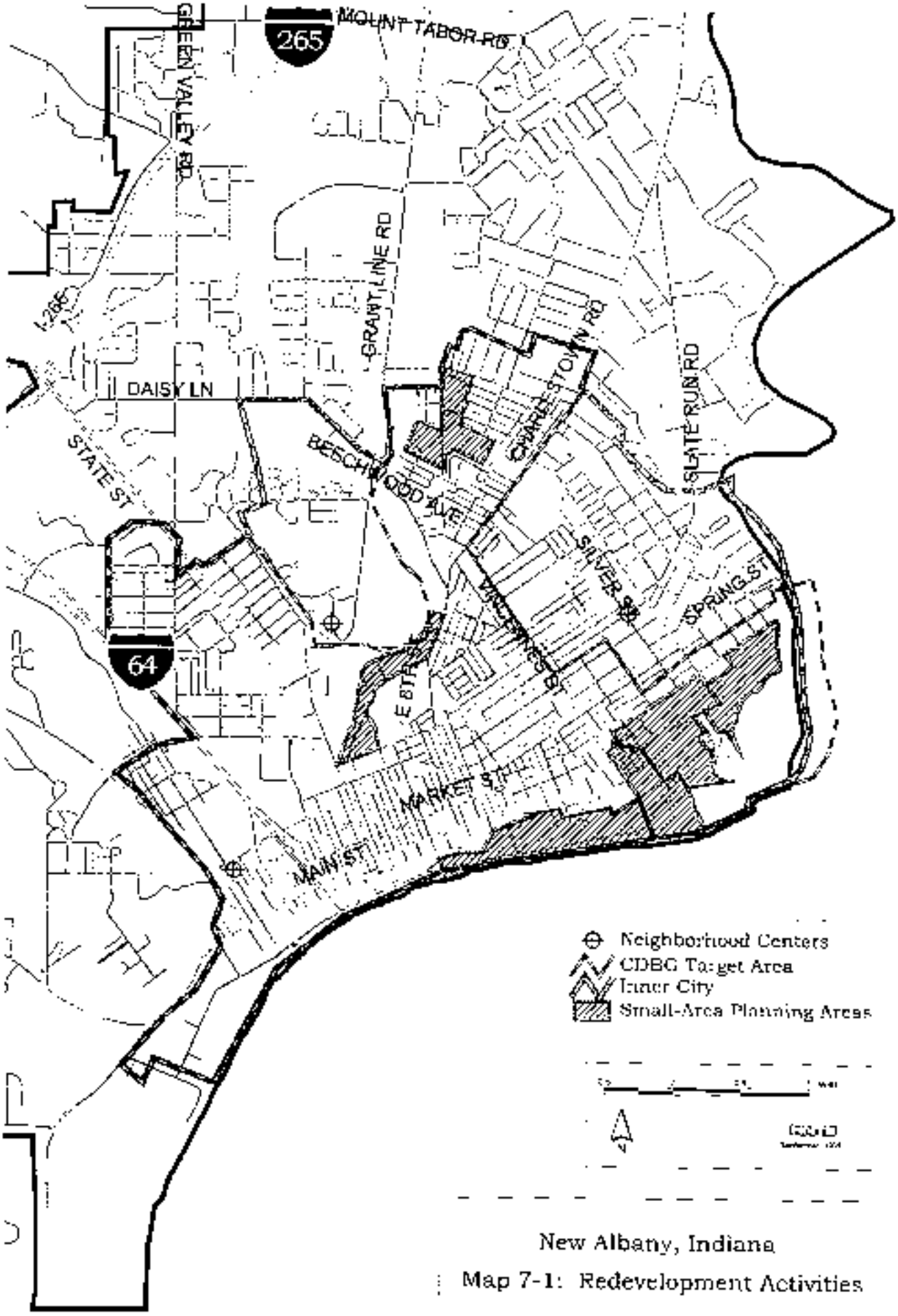
The provision of new parks facilities in response to new residential development represents a challenge to local parks administrators. One possibility is to have developers themselves shoulder the burden that their residential developments impose upon the park system. The imposition of user fees (discussed in 7.9, above) provides an opportunity to fund additional improvements.

7.5 REDEVELOPMENT AND REVITALIZATION ACTIVITIES.

Many items of plan implementation pertain to the inner city. While regulatory tools apply here, as they do with the rest of the City, more proactive measures will be required to address the forces of decay and destabilization that exist here. The focus for these activities is shown in the attached Map 7-1.

The City currently develops a Consolidated Plan that establishes inner-city affordable housing, economic development, and community development needs and priorities, and outlines how the City intends to utilize federal community development funds.

In the Land Use Plan (Chapter 5), the need for *small area planning* was discussed. These plans would assist in the revitalization and redevelopment of several key deteriorated areas, including the Galt Street neighborhood, the eastern Ohio Riverfront area, the Rear Market Street area, portions of East Main Street, the East Eighth Street area, and the Beechwood Avenue/Monon Railroad area. All of these areas exhibit industrial land uses; in addition, the Galt Street neighborhood is an area of friction between residential and industrial land uses. Environmental issues (characteristic of brownfields), public facilities deterioration, and private property decline are common threads in these areas.



New Albany, Indiana

Map 7-1: Redevelopment Activities

The State has the authority to designate enterprise zones that meet certain criteria, including public and private disinvestment and household distress. Business located in such zones are eligible for tax credits for investment and job creation. The City should develop an application to this program that incorporates these brownfields, as well as low-income areas within the inner city. The application for these zones has a strategic planning component.

Neighborhood Planning is an important ongoing activity within inner-city neighborhoods. These plans provide neighborhoods with guidance on conservation, revitalization, and redevelopment activities. In addition, neighborhood planning is known for leading to overall increased citizen involvement, leadership development, and neighborhood commitment[2]. The City should take the next step in its program, and develop neighborhood plans for targeted neighborhoods. Related to this concept, the City should encourage the development of new *neighborhood organizations*.

The continued implementation of the *Neighborhood Public Service Centers* is supported. One center, the Brown-Starks Neighborhood Center, has been completed and has started operations; two other centers proposed in the original Scoping Study, one in the west end and one in the Silver Street neighborhood, should continue to be implemented.

Inner-city revitalization programs should continue to be implemented, including, but not limited to, housing rehabilitation; sidewalk installation/renovation; and neighborhood parks projects. The process of developing the Consolidated Plan routinely addresses many of these issues. The City should also encourage the development of not-for-profit organizations in order to supplement these programs. For example, the City has participated in the development of a new Community Housing Development Organization (CHDO) that will implement affordable housing activities in New Albany and its environs.

Downtown New Albany should continue to be a focus of redevelopment and revitalization efforts. Develop New Albany, Inc., a not-for-profit corporation that partners with the City on Downtown issues, has effectively mobilized Downtown business owners, and, with the City's assistance, has established a track record in acquiring and rehabilitating Downtown properties. The construction of a parking garage played a role in the relocation of Community Bank to the corner of State and Spring Streets. A Downtown Plan currently exists, and should be periodically updated.

7.6 INFORMATION SYSTEMS.

In organizations of all sizes and types, the ability to effectively use information technology has become essential. The City has recognized this, and has made great strides in many of its program areas. For example, the sewer utility now utilizes computerized flow monitoring equipment. The planning and redevelopment staff utilizes geographic information systems for analytical and display purposes in many of its activities. The Office of the Township Assessor has computerized its tax card information. These innovations allow managers within these

[2] Jones, Bernie. *Neighborhood Planning: A Guide for Citizens and Planner* (1990), p. 7.

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7.8 DESIGNATION OF RESPONSIBLE PARTIES.

The policy plan in Chapter 4 is retained largely untouched from the 1982 Update of the Comprehensive Plan. The success of the policy plan was somewhat curtailed, because organizations and agencies with purview over implementation items were not aware of their role, responsibility, and/or abilities.

For this reason, among other changes, the policy plan has been revised to explicitly designate the parties who are responsible for implementing the plan.

7.9 ORGANIZATIONAL CHANGES.

Some of the recommendations of the plan will require changes in the existing organizational structure of the City of New Albany. These changes include:

Drainage Utility. Being located in the floodplain of the Ohio River Valley heightens the importance of coordinated stormwater planning and activities. While a formal utility has not been implemented, a Drainage Advisory Committee has been created by Mayoral Executive Order. The success of this committee should serve as a springboard for the creation of a drainage utility, which will have regulatory authority over drainage facilities.

Staff for Board of Public Works and Safety. This Board, which oversees all of the public works and many of the City's public services, currently does not have any staff assigned to it. Although public officials constitute members of the Board, and have access to their respective staffs, the lack of staff can handicap the Board in the implementation of its duties.

Information Systems Department. The benefits of implementing a management information system (MIS) are explored above, and are not worth reiterating here. However, the efforts (currently uncoordinated) of various departments to use computers for information storage provide an opportunity to establish an Information Systems Department, whose responsibility would be the development and maintenance of an information database.

Police and Fire Protection. Approximately 80% of the City's operating budget goes for police and fire protection, which is high relative to other second-class cities. The City should implement a management study to determine how police and fire services may be provided more cost-effectively.

7.10 REVENUE SOURCES.

Many of the implementation recommendations of the plan will require revenues. As discussed in Chapter 2, however, the City's revenue sources are quite limited. In order to increase the operating revenues available to the City, other revenue sources will need to be developed.

Several types of county income taxes may be imposed, as follows:

- *County Adjusted Gross Income Tax (CAGIT).* The first income tax allowed bya the State, CAGIT is primarily intended for property tax relief, and its imposition results in adjustments to the property tax levies of local taxing units. CAGIT therefore does not necessarily result in an increase in total locally-generated revenue. In 1997, there were 54 Indiana counties utilizing CAGIT. Floyd County does not currently impose CAGIT.

- *County Option Income Tax (COIT).* COIT is completely divorced from property tax calculations, so that the taxing units in County using COIT continue to impose property taxes at the same level as if there were no COIT. Monies are paid out to all taxing units except schools. In 1997, there were 25 Indiana counties utilizing COIT[4]. Floyd County does not currently impose COIT.

- *Economic Development Income Tax.* Intended for a variety of hard and soft economic development activities, EDIT, like COIT, is divorced from property tax calculations. In 1997, there were 53 Indiana counties utilizing EDIT[5]. Floyd County currently imposes EDIT at a rate of 0.3%, a portion of which is allocated to New Albany. The City has utilized this portion of revenues for economic development activities ranging from economic development staff to public facilities acquisition and construction. However, unless renewed, this very important revenue source will cease in the Year 2007.

COIT is a revenue source with good potential for revenue generation. The tax is imposed upon County residents at an initial rate of 0.2%; this rate can increase by 0.1% per year, to a maximum of 1.0%. Non-residents of the County are taxed at one-fourth of the resident tax rate. Utilizing certain assumptions, if Floyd County imposed COIT, the City's share (based on population) would amount to about $1.15 million per year.

One restriction exists in combined use of COIT and EDIT, namely, the combined rate of the two taxes cannot exceed 1.00%. The current EDIT rate of 0.3% and the initial allowable COIT rate of 0.2% result in a combined rate of 0.5%. Many other second-class cities in Indiana use COIT and/or EDIT, either alone or in combination. It should be noted that Floyd County is the only county in the State containing a first- or second-class city where EDIT is used without any another income tax. Similarly, the combined rate of CAGIT and EDIT may not exceed 1.25%.

The City should continue to implement tax increment finance (TIF) districts as appropriate to implement infrastructure improvements.

The City should look into using impact fees for new developments. Impact fees can be used for a variety of infrastructure projects, including parks improvements (for residential developments)

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[4] *ibid.*
[5] *ibid.*

as well as wastewater treatment improvements (for all developments). Indiana statute governs the implementation of impact fees, and contains considerable regulations.

7.11 PERIODIC EVALUATION.

As the City grows and changes, so too should the City's comprehensive plan. The City will review the plan regularly in order to determine whether or not its recommendations are still relevant. Changing conditions can have significant impacts on how effective the plan is. Periodic evaluation will be much easier if the management information system (MIS) discussed above is implemented. Such a system would enable City staff to quickly and accurately ascertain patterns of development, changes in population, and other new developments pertinent to the implementation of the plan.

The projections in this Update are intended to depict the City's composition and growth to the year 2020, but the Plan should not be expected to be valid for the next twenty years without further updates. A system for the annual review of the Plan should be put in place; in addition, another Update of the Comprehensive Plan should be implemented around the time of the next census (2010).

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