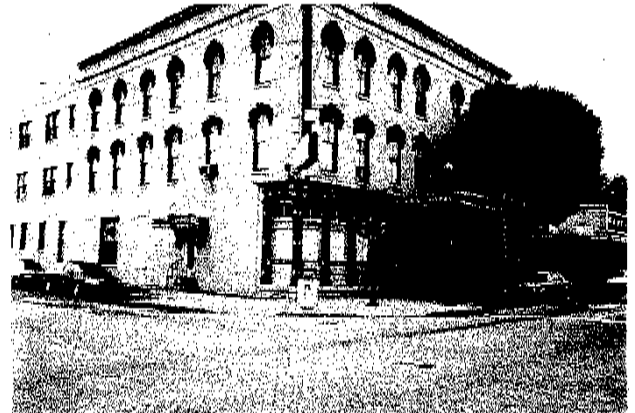


5. Downtown Elements

5.1 Land Use and Zoning

Existing land use for downtown New Albany is primarily government, commercial (retail and service), multi-family residential (primarily Riverview Towers), and light industrial (Figure 5-1).

The future land use plan of the adopted Comprehensive Plan⁹ encourages residential in the district, more specifically on the second and third stories of retail and office buildings. This component of the comprehensive plan would support redevelopment efforts. A predominant feature in downtown and a resource to be capitalized on in the Development Plan is New Albany's stock of older (many historic) buildings.



The New Albany Inn has the potential to attract a major downtown development project.

The majority of downtown is zoned for general business (C-2) with scattered multi-family residential (R-4). Most of the land along the Ohio River is zoned light industrial (I-1a) and heavy industrial (I-2). This is supported by the location of the railroad line, which

follows the northwestern bank of the river and separates the downtown area from the Ohio River. The result is a warehouse district on the riverfront that provides no access to the waterfront and occupies valuable real estate, which could otherwise be used as a catalyst for developing downtown. Typically waterfront property can be maximized with revenue producing uses that add to the character of the neighborhood such as residential and general business. General business can include retail, restaurant and office—any use that encourages pedestrian activity and consumption. As part of the implementation of plan elements, changes to the Zoning Code may be warranted to encourage plan recommendations.

The downtown historic district contains a significant number of multi-story buildings typical of older cities. In essence, downtown New Albany is a classic traditional downtown with many elements championed by the neo-traditional planning¹⁰ movement. This asset can be capitalized on to attract new business and residents. The most obvious opportunity is for mixed-use development which uses retail and office on the first floor to facilitate pedestrian activity and residential or office on the higher floors. The residential component provides the population to support new commercial endeavors and commercial activities.

⁹City of New Albany and Unincorporated Two-Mile Fringe Area Comprehensive Plan, Year 2020, prepared by HNTB, 1999.

¹⁰The neo-traditional planning movement encourages creating compact communities that offer opportunities to live, work, and recreate in a mixed-use environment; encourage a mix of auto and non-auto transportation; and design features such as having buildings located up to the sidewalk without setbacks, parking in the rear of buildings, two-way streets, and other initiatives.

5.4 Parks

There are no parks or public gathering spaces in downtown New Albany except for the Jaycees Riverfront Park along the Ohio River which is separated from downtown by the river levee.

Parks and public open space are a critical component of downtown development as they provide beauty and gathering spaces for inhabitants. They provide incentives for residents and businesses to locate downtown and serve as an amenity. Older, traditional towns were often oriented around a town green. As a port town, New Albany was oriented around the Ohio River.



Use of riverfront park areas today is very light compared with use of riverfront areas in Clark County and Louisville. Part of the reason for this is that New Albany is located below the Falls of the Ohio requiring a large barrier (i.e., the levee) to deal with flooding.

Opportunities for small pocket parks, plazas (public gathering spaces), or art parks should be considered in downtown. Pocket parks are small neighborhood parks that can be either passive or active. They usually serve a smaller population especially when distributed consistently among several neighborhoods. Art parks are places where public use is displayed in a park-like setting. These smaller parks are often difficult to maintain and usually require some assistance from the neighborhood associations using the parks.

5.5 Transportation

5.5.1 Street Network

The local street system in downtown is based on a grid with Spring Street moving the most traffic (Figure 5-3). Alleys are functional and frequently used for access to the rear of businesses and for utility and service activity. Several of these streets are designed as one-way pairs to move traffic. The pavement on downtown's streets is generally in good condition. The streets have wide rights-of-way making concepts such as boulevards and wider sidewalks future possibilities.

The downtown street network has several one-way pairs that have been designed to move traffic at a faster rate. While the current system is good at moving people through downtown, it discourages people from using the downtown and is counterproductive to redevelopment initiatives. This network of one-way pairs encourages mobility and discourages access creating a road network that functions

5.2 Housing

There are two senior housing developments downtown (River View Tower and the Robert E. Lee Retirement Home), but very sporadic residential uses in the rest of downtown with the exception of East Fifth Street and Main Street east of Third Street. As indicated in Chapter 2, about 800 people live downtown. Immediately adjacent to downtown there are four residential areas that are important to downtown business. These are the West End Neighborhood, S. Ellen Jones Neighborhood, the Lillian Emery Neighborhood, and the Mansion Row Historic District.

In many communities (including Louisville) involved in developing downtowns, creating residential housing is considered a key element because it will draw people to downtown who will in turn support other businesses.

5.3 Historic Resources

Unlike other cities of similar size and age, New Albany's Central Business District retains a notable collection of historic buildings. Federal-style homes and commercial buildings dating from New Albany's earliest history can be found along East Main Street. A Greek Revival bank and a landmark church, both of which are considered outstanding regional examples of that style, can be found in the CBD. Along Pearl Street are Italianate commercial buildings little altered since their original construction; on East Spring Street are a formidable commercial/office building and a former Free Public Library of highly skilled Neo-Classical Revival design. Interspersed among these structures are contributing buildings in the Renaissance Revival, Queen Anne, American Foursquare, Chicago Style, Art Deco, and the ubiquitous Vernacular styles, as well as other prevalent styles.

The variety of architectural styles and sheer numbers in this collection of historic buildings is unique to New Albany. Madison, Indiana, while smaller than New Albany, is generally recognized as the historic showplace along the Ohio River. Madison's collection of Federal and Greek Revival style structures is in a superior state of restoration to that of New Albany, but New Albany has a superior collection of Federal and Greek Revival buildings awaiting discovery. The City also has an outstanding collection of High Victorian-era structures, turn-of-the-century architectural styles, Revival styles, and pre-war modern styles.

Figure 5-2 presents the boundary of the local historic districts. These buildings and districts will be key elements of specific projects involved with redeveloping downtown.

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more like an arterial than a local road. A two-way street system increases access, acts as a traffic calming tool, and is complimentary to pedestrian activity. However, it also reduces capacity so any potential change must be carefully examined.

The two streets in the downtown core that could be candidates for two-way traffic are Pearl and Market. Both are large enough to accommodate travel lanes and parking, and neither are critical to the movement of traffic to the downtown access/egress points. On the other hand, they are at the heart of the downtown's retail core and a two-way orientation could have potential to increase pedestrian friendliness and encourage economic activity.

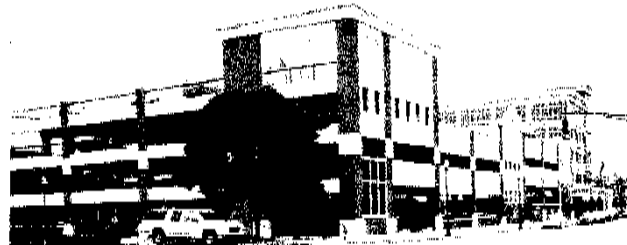
The Transit Authority of River City (TARC) provides public transit to New Albany.

There are no bicycle paths in the City, though the Comprehensive Plan recommends they be incorporated into the City's transportation system.

The sidewalk system in downtown offers good opportunities for pedestrian traffic. Almost all streets downtown have sidewalks (in varying states of repair). There are no designated walking trails in downtown.

5.5.2 Parking

Parking in downtown is generally adequate although there are perceptions that there is a parking shortage. A 1997 study prepared by the New Albany Redevelopment Commission indicated that on-street parking exceeded the need for parking by retired customers but was often used by employees. The report did identify a deficiency of long-term parking, which has been addressed by the construction of the new State Street parking garage. That structure has a capacity of 260 cars and about 180 park there on a typical weekday (not all at the same time). In light of the information



The State Street parking structure provides a parking and a stable visual presence in downtown.

and conclusions of the 1997 report and the addition of the State Street parking garage, policy issues may be the best way to address any perceived parking problem in downtown.

It is important to stress that a "perceived" parking problem (i.e., there is no place to park in front of a specific destination), can be a major deterrent to business success. Addressing parking policy and enforcing existing regulations is crucial to business success in downtown.

An immediate problem/issue is the Pearl Street Parking Deck. The deck, parts of which are crumbling, has been deteriorating for years and is partially closed. The structure accommodates about 140 cars and is well utilized, particularly for people going to the South Side Inn Cafeteria. Any recommendations for removal would have to include a plan to accommodate this parking.

5.6 Aesthetics

Downtown New Albany has a typical urban fabric characteristic of older cities. Buildings are densely located along the edge of the right-of-way in an older tradition of downtowns. It is both pedestrian-friendly and automobile-friendly, but over the years, the fabric has deteriorated. This is most apparent on the urban fringe where vacancies are high, but it permeates all of downtown to some extent.

There are several sources of visual deterioration downtown. The more obvious source is the poorly maintained building facades, which detract from the aesthetics of downtown. Building facades refer to the exterior elevation of a particular building including building material, paint, windows, architectural detail, and signage.

Landscaping is not coordinated or consistent for both buildings and sidewalks. A consistent and coordinated landscape treatment can create a better character that attracts people. Landscaping on public property and in front of stores and residences is relatively inexpensive and produces positive results relatively quickly. Tree heights should, however, be regulated to prevent interference with storefront visibility. The species of trees that are planted should also be considered.

Utility poles in some areas are unsightly and detract from the overall character of the downtown. Burying the utilities may not be feasible, however the Plan should explore the reasonableness and need for this.

Trash receptacles and other street furniture are sparse and uncoordinated. Because street furniture can serve to unify particular areas and create a sense of place, it is a useful tool in urban redevelopment efforts.

There is little directional signage downtown. A coordinated signage program leading from the inner streets and the major gateways would enhance the visitor-friendliness of downtown as well as downtown's image.



While parking is considered a problem in downtown, studies indicate the parking supply is adequate.



There are a number of examples of redevelopment buildings in downtown.

6. Coordination With Other Projects

This section details recent projects being considered in downtown New Albany.

6.1 Greenway

The greenway master plan for the Ohio River¹¹ encompasses three municipalities: Clarksville, Jeffersonville, and New Albany, Indiana. The plan recommends both recreational and commercial uses with an emphasis on riverfront access. To achieve the access from downtown, the plan recommends that State Street be extended through the downtown levee to the river, forming a western gateway to the greenway. Several alternatives have been explored because of an existing railroad track. Floodgates and a pedestrian walkway would be installed at the opening of the levee.

The plan's fiscal recommendation is a continuous road or parkway along the river ensuring that existing roads are realigned to connect along the greenway. Additionally, the plan recommends a multi-use bicycle path and a separate pedestrian path with river access via ramp, for handicap accessibility. The roadway, multi-use path, and pedestrian trail will all use trail nodes at various intersections to provide rest areas that are interpretive and have orientation signs.

6.2 Urban Enterprise Zone

The Enterprise Zone established for downtown New Albany matches businesses and industry with the low-income population. This includes employment opportunities as well as goods and services targeted for the low-income community. New Albany's Enterprise Zone was established in 2000.



The Grand Theater is targeted for a major redevelopment project.

The Enterprise Zone target area is larger than the downtown study area, but includes most of downtown (Figure 6-1). Through the Enterprise Zone concept, economic incentives will be available to businesses to create employment opportunities for local residents. The Enterprise Zone has been approved by City Council and the Department of Commerce.

¹¹ Report on the Ohio River Greenway Corridor, U.S. Army Corps of Engineers, January 2000.

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6.3 Grand Theater

The Grand Theater was New Albany's original downtown movie theater. The Grand closed as a movie theater more than a decade ago and since has been used as a Convention Center, nightclub, and wrestling forum. The building has been vacant for several years and is a significant vacancy in the urban core. Develop New Albany is currently leading an effort to redevelop the Grand Theater. The theater is currently in private ownership.

7. Vision, Goals and Objectives

7.1 Vision Statement

During development of the Downtown Plan, a Downtown Development Plan Advisory Committee was formed through a recruitment effort that included coordination with the City, Develop New Albany, the Housing Authority, the Tribune, and the consultant team. The committee met four times throughout the project, providing input and comments.

The top five priorities the group identified for the plan are:

1. Entertainment, restaurants, and pubs;
2. A safe and clean environment;
3. A variety of residential opportunities;
4. Recognizing the historic character of downtown and capitalizing on the resource; and,
5. Establishing and maintaining locally-based and owned stores in a viable retail mix.

Many comments and ideas surfaced during the meeting. However, while recognizing the challenges downtown faces, there was optimism that there are viable opportunities for development and enhancement.

From the input of the meeting, the following vision statement was drafted to guide the plan.

- *The New Downtown New Albany will be a place people recognize as a focus of important community activities and as a destination for business, dining, shopping, and recreation. Its buildings will be attractive and clean with emphasis on the historic resources of downtown. The downtown will have a strong residential component. People will be able to move easily by motorized and non-motorized means through the area. Downtown will be a gathering place for many purposes and it will be recognized regionally as a vital element in the Louisville metropolitan area.*

The following goals and objectives have been formulated to achieve the vision of the downtown plan as defined by the Downtown Development Plan Advisory Committee. The next chapter presents a "project bank" that has been developed to respond to these goals and objectives. The project bank identifies responsible agencies and costs and funding sources for specific initiatives. The goals that have been developed for the plan respond to the five basic priorities identified by the Advisory Committee.

7.2 Goals and Objectives

The Downtown Development Plan will be submitted to the New Albany Common Council for adoption of the plan as an official component of the Comprehensive Plan. The plan will be used by the

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Council and the Plan Commission as appropriate to make decisions regarding development proposals in downtown. It will also be used to support grant applications by the City as well as public and non-profit agencies and organizations. The plan will also be used as a marketing tool to attract the types of businesses to the downtown that are envisioned in the plan.

The following goals and objectives were developed from information generated during the meetings of the Advisory Group. Through the visioning process, participants expressed their opinions regarding the current condition of downtown, and their visions for the future. This information has evolved into a set of Goals and Objectives contained within this chapter.

Goal 1 - Develop and maintain a vital, safe, clean, vibrant downtown which includes residents, businesses, and cultural institutions.

Objectives:

- a. Encourage restaurants, entertainment, and pubs to locate downtown.
- b. Encourage the reuse of vacant buildings and industrial sites downtown, including brownfields.
- c. Promote downtown New Albany as an office center to attract private sector jobs, including e-commerce.
- d. Promote downtown's historic, cultural, and recreational resources as a tourist destination.
- e. Encourage a compatible mix of residential and commercial uses.
- f. Promote the residential use of the upper floors of downtown buildings.
- g. Promote a variety of housing options within the downtown for different incomes and age groups.
- h. Promote traffic flow patterns and provide alternative transportation options which best contribute to the vitality of the downtown.
- i. Develop comprehensive gateway and signage program to improve the attractiveness and "visitor friendly" character of downtown.
- j. Provide convenient and customer-friendly parking within the downtown.
- k. Encourage renovation and new development that respects the established historic character of the downtown and the Main Street corridor.
- l. Establish pedestrian-friendly amenities.
- m. Provide incentives for new businesses to move into downtown.
- n. Promote projects to increase the safety, cleanliness, and aesthetic attractiveness of downtown.
- o. Provide community gathering places and park environments.

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Goal 2 - Provide a sustainable mechanism to ensure implementation of the Downtown Plan.**Objectives:**

- a. Establish interlocal agreement among principal agencies and organizations to ensure support of the plan.
- b. Provide mechanisms that encourage collaborative decision-making among City, non-profit, and private partners on projects that impact the downtown.
- c. Promote the sharing of the costs of development projects so that no single agency or organization is disproportionately burdened.
- d. Encourage private, regional, state, and federal financial support for the development of plan projects.

Goal 3 - Provide opportunities and encourage stakeholders to become actively involved in downtown planning and decision-making process.**Objectives:**

- a. Continue the Advisory Group established during the downtown plan project with similar responsibilities and participation.
- b. Strengthen cooperation among City governments, downtown groups, and residents.
- c. Encourage neighborhood groups, other community organizations and residents in New Albany and Floyd County to become involved in downtown development efforts.
- d. Continue open forums in the planning and decision-making process for all projects to ensure informed, effective, and efficient citizen involvement.

Goal 4 - Promote a sustainable, growing economy that offers a diverse supply of employment opportunities for all skill levels.**Objectives:**

- a. Encourage partnerships between public and non-profit institutions to promote economic activities.
- b. Develop strategies to build on the area's economic strengths by encouraging allied and complementary businesses to locate in the downtown.
- c. Encourage the productive use of abandoned parcels by the reclamation of brownfields and by promoting reinvestment into existing business areas.
- d. Encourage the bundling of vacant and underutilized parcels to provide acreage for future development needs.
- e. Retain existing jobs and create additional employment opportunities by encouraging new businesses to move into the City.

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Goal 5 - Encourage and promote reinvestment and economic development through historic preservation.

Objectives:

- a. Designate downtown as a local Historic District.
- b. Promote and encourage reuse and adaptive reuse of historic structures.
- c. Promote economic incentives designed to encourage preservation of historic resources and mechanisms to assist in rehabilitation of these resources.
- d. Promote heritage awareness and tourism through walking and driving tours and other publications.
- e. Build, strengthen and maintain preservation partnerships with the city, state, federal government, as well as public and private nonprofits and citizens groups.
- f. Emphasize historic preservation in city planning efforts.
- g. Promote funding for historic preservation activities.
- h. Promote cooperation among the City, county, adjacent cities, businesses, and other interested organizations.
- i. Establish a regional land use plan to ensure coordination among surrounding communities.

Goal 6 - Plan for a sustainable, traditional neighborhood-oriented area in downtown by building on existing mixed-use development patterns, including residential, commercial, institutional, and industrial development along with appropriate community gathering and open space.

Objectives:

- a. Promote reuse of existing building stock for 2nd/3rd floor residential units, artisan/loft developments, and professionally managed apartment communities.
- b. Promote new townhouse/single-family dwellings in appropriate locations.
- c. Encourage development and redevelopment of commercial and service uses in downtown to meet the needs of residents and businesses.
- d. Encourage "walkable" connection to neighborhood type businesses, day care, schools, and services where appropriate.
- e. Direct new multiple-family development to locations where such uses will be compatible with established land uses and capacity of streets and infrastructure.
- f. Encourage pedestrian-oriented activity by creating connections to areas throughout downtown and the river.

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- g. Improve neighborhood cohesiveness by facilitating information sharing and involving neighborhood groups, property owners, and others.
- h. Protect downtown historic structures and integrate new development and reuse with respect for existing character.
- i. Encourage new development or renovation of housing within the downtown for various income levels and age groups and persons with disabilities.
- j. Encourage service and commercial uses to support a downtown living environment.
- k. Provide accessible parking options for downtown residents.
- l. Direct high-density residential uses to the downtown, as the first choice.

Goal 7 - Develop an identity for the downtown that creates a distinct sense of place through the enhancement of the physical environment.

Objectives:

- a. Replace deteriorated sidewalks, curb and gutter, with appropriate new materials.
- b. Maintain streets and alleys to provide suitable access.
- c. Create and maintain an urban landscape in accordance with accepted urban forestry standards.
- d. Encourage the installation of appropriate street furniture such as benches, trash barrels, tree grates, etc.
- e. Provide appropriate and attractive street lighting in the downtown.
- f. Coordinate public signage in the downtown to build on the sense of place and provide a standard way-finding system in the downtown.
- g. Minimize visual clutter in signage, street furniture, as well as private use of the public rights-of-way.
- h. Develop a standard to permit private signage in the public right-of-way that is in conformance with the sense of place in downtown.

8. Development Strategies

The Downtown Development Plan provides a physical plan and recommendations for future development. These recommendations include small and large projects, policy initiatives, a responsible entity, and an implementation schedule.

8.1 Conceptual Land Use Plan

Figure 8-1 presents the conceptual land use plan prepared for downtown. The land use plan identifies and builds upon clusters of uses within the study area which have the potential of organizing into distinct districts. The district approach can also divide the study area into manageable parts and enable public/private partnerships to target specific investments that can leverage additional investments. Districts also lend themselves to way-finding systems and strategies. The following discussion addresses each district.

8.1.1 Destination (Retail, Service and Entertainment) District

This is the primary area of focus for the New Albany downtown. Currently it is at the geographical heart of the downtown and contains a number of destination uses, including furniture stores, antique shops, interior decorating studios, the Carnegie Center, a destination restaurant, and the farmers' market. Many of downtown's more than 200 businesses are located there. This is the area of the downtown that clearly has a regional market, extending beyond the limits of the city. This area also has the most redevelopment potential and includes structures such as the Grand Theater that are current eyesores with a major negative impact on downtown.

In spite of its current regional appeal, the area has little street life. There are few restaurants or coffee shops that serve the nearly 4,000 employees in the downtown, much less the visitors to the area. There are no outdoor, public gathering places like outdoor cafes, or downtown parks. Nevertheless, strategically placed businesses that encourage pedestrian traffic and add interest to the street can reinforce the strength of this area and stimulate redevelopment efforts in adjacent districts.

8.1.2 Civic and Financial District

This area is immediately west of the destination district. It contains the City Hall, the City jail, the New Albany library, the federal courthouse, and several main branch financial institutions. It is also the recipient of a recent infrastructure investment, i.e., the parking garage. While it lacks uses which serve the employees of the civic and financial institutions, it is a stable and largely visually appealing component of the downtown and represents a potential customer base for new retail, service, and entertainment businesses that may locate in other nearby districts.

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8.1.3 Gateway Districts

These are the main access points to the downtown from the east, north, and west. Currently the Spring Street area contains highway-oriented businesses, such as new car lots and showrooms. There is little to announce to the motorist that she or he is entering the New Albany downtown, and the core destination area of the downtown. The "announcement" could be by sign or by visual appearance or actual experience. For example, the western gateway does announce entry to the downtown by passing under the freeway overpass. While not an aesthetic experience, the passage does give the motorist a sense of entering a different space. However, there is little attention given to the pedestrian, as evidenced by the little customer traffic the downtown experiences from the patrons at the two hotels. Both the eastern and western gateways must recognize their potential as "calling cards" to the City's downtown area, particularly on the west when traffic is going to Caesar's passing through downtown. Recommendations in the gateway areas could include a variety of businesses that are more accessible by auto. Emphasis needs to be placed on cleaning up properties, landscaping, and aesthetics.

8.1.4 Artisan/Loft District

This district builds on the concept of first floor retail and upper-story residential. Having a district devoted to artisan crafts would not only attract customers that have similar reasons for patronizing the core retail area, but they could also serve as "feeders" to existing businesses. The fabric store could carry fabrics made by local weavers, for example. One key concept of this area is to have the artisans visible to the pedestrian, such as weavers or furniture makers in the windows of now vacant or marginally used buildings. Patrons from the South Side Cafe would then have a reason to walk on Main Street after dining.

Perhaps there is no residential market that is more in demand currently than loft or conversion apartments. The area located on the waterfront is a mix of residential, warehousing, and light industrial uses. What makes this area exciting for residential development is the potential for loft apartments and the view of the bridge. This more than makes up for the inability to see the river from grade level. The artisans that work in their shops on Main Street could very well be the occupants of the reconverted lofts.

8.1.5 Neighborhood District

This area is characterized by a variety of uses, including single-family residential, office, institutional, and heavy commercial. The current danger is that the non-residential uses will continue to destabilize the residential development. The area does not have convenience commercial uses that could serve residents, especially those immediately to the east. Nevertheless, looking for ways to increase the residential density in the area would increase the likelihood of neighborhood service establishments. The area is too complex to be thought of in terms of single use. Mixing compatible uses among a variety of residential densities could foster a neighborhood within the study area.

8.2 Project Bank

Table 8-1 presents a list of projects that have been developed to address the goals and objectives of the Downtown Development Plan. Figure 8-2 presents the physical development of the plan and its prime projects.

New Albany Downtown Development Plan

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Table 8-1
New Albany Downtown Plan
Project Bank

Project Number	G/O	Project Description	Status	Responsible Entity	Estimated Cost	Potential Funding Source ¹	Schedule (Start Year)
1	1A	Rewrite development codes consistent with the downtown plan.	Priority	Planning Commission/Staff	\$50,000 (One-Time)	CDBG/General Fund	1
2	3A	Encourage restaurants, bookstores, coffee shops and related activities in the downtown.	Priority	Develop New Albany	NA	NA	Ongoing
3	3I 4F	Work with building owners to improve second and third stories of commercial buildings in the downtown; minimally, this should consist of facade improvements. Ideally, it should result in development of second- and third-story offices and residences.	Priority	Redevelopment Commission	\$200,000 (Requires 50% cash match)	Economic Adjustment Program (through U.S. Department of Commerce) would be used to set up revolving loan fund Private Foundations (Historic Preservation) TIF/Enterprise Zone	Ongoing
4	3B 6E	Raze Pearl Street garage and replace with parking structure and multi-use retail/residential components. Potential pedestrian linkage to riverfront.	Priority	Redevelopment Commission	\$100,000 (Demolition) \$.14 - \$10 million development cost	Private Sector CDBG	2
5	1A	Initiate land banking program to take control of buildings that have a key visual and use impact to the downtown.	Priority	City, Develop New Albany, Housing Authority	Project Specific i.e., as become available, they would be purchased)	Foundations CDBG TIF/EZ Donation	2 and Ongoing
6	All	Initiate "This is Our Downtown" Campaign Fund.	Priority	Develop New Albany	\$50,000	Foundations	1
7	3A	Create a special incentive program to attract a major local or regional restaurant to downtown.	Priority	Develop New Albany	Project Specific	EZ (tax credits) Historic Landmarks Foundation Historic Tax Credits	1
8	3F 6A 6B	Add townhouse or rowhouse development as infill on the fringes of the study area to add a residential base in the downtown. The eastern portions of downtown identified as "mixed use, including residential" should be targeted for this initiative as well as the vacant property along North State.	Priority	CHDO/Housing Authority/Private Developer	Project Specific	Community-based Housing Programs Affordable Housing Programs Coordination with Land Bank to Provide Property to Private Developer	2
9	1A	Establish current database of quantity and quality of square footage of commercial and office space. In addition, establish an inventory of existing office space by class. Make this information available through a Web site to real estate brokers and developers.	Priority	Develop New Albany	\$3,000 (computer and software) for technical support and on item to maintain database	Foundations EZ/TIF District	1
10	6A	Encourage the development of a professionally managed apartment complex in downtown. <i>RE-ESTABLISH NEW ALBANY HOUSING AUTHORITY</i>	Priority	CHDO/Housing Authority/ Redevelopment Commission/ Private Developer	NA	NA	2

¹The "This is Our Downtown Campaign Fund" could support many of the projects.

Guide to Acronyms:

CDBG - Community Development Block Grant.

TIF - Tax Incremental Financial (District).

EZ - Enterprise Zone.

NA - Not applicable (for example, emphasis on this activity may be the result of a public function).
G/O - Goals and Objectives for the project.

TEA-21 - Transportation Equity Act of the 21st Century.
TARC - Transit Authority of River City.

New Albany Downtown Development Plan

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Table 8-1 (continued)
New Albany Downtown Plan
Project Bank

Project Number	G/O	Project Description	Status	Responsible Entity	Estimated Cost	Potential Funding Source ¹	Schedule (Start Year)
11	3A	Establish, develop and promote a high-technology business initiative downtown.	Priority	Redevelopment Commission, Develop New Albany	\$2 million	Foundations State Local	2
12	3H	Provide a way-finding (signage) system to direct pedestrians throughout the downtown area. The wayfinding system would be able to direct people to the river, city hall, Carnegie Center, library, farmer's market and other places of interest. It would also send a strong message to visitors that other places of interest exist.	Priority	Redevelopment Commission	\$30,000	TEA-21 Small Cities Development Program	2
13	3H	Provide landscaped entrances into the four gateways into the downtown.	Priority	Public Works	\$200,000	TEA-21 CDBG	2
14	3A 4B	Encourage outdoor cafe's in the Destination/Retail District to generate more presence and activity on the street.	Priority	City, Develop New Albany	NA	NA	2
15	3B 3C 5B 6C	Redevelop the Grand Theater and the New Albany Inn into a coordinated mixed-use development.	Priority	Redevelopment Commission, Develop New Albany, Private Sector	\$3,000,000 (\$300,000 acquisition; \$2.7 million renovation)	Indiana 21st Century Research and Technology Fund Historic Preservation Fund Acquisition and Development Grant Historic Landmark Foundation	1
16	3M	Improve public and private lighting to prevent the appearance of poor security.	Priority	Planning Commission Redevelopment Commission	\$10,000 (study)	IDOC Community Planning Fund	2
17	4E 5E	Develop new City Hall and Fire Station at the intersection of West 2nd and West Market with potential public gathering space.	Priority	City	\$5,000,000	Public/Private Partnership	2
18	3M	Add color coordinated street furniture, including trash receptacles, benches, and newspaper dispensers throughout the downtown area.	Preferred	Public Works	\$100,000	IDOC IDOT Community Planning Fund	3
19	All	Adopt image campaign using mass media as part of overall downtown development plan.	Preferred	Redevelopment Commission	\$25,000 (streets)	TEA-21	2
20	1A	Establish full-time business retention and recruitment function.	Preferred	City	\$50,000	City	2
21	1A	Conduct feasibility study for multi-use development between West Fourth Street and West Fifth Street.	Preferred	Public/Private	\$25,000	City	2
22	1B 6A	Target specific buildings in the Warehouse/Residential District which can accommodate artisan activities which front on the street. The intent is to create visual attractions for pedestrians as they see materials and products being made.	Preferred	City, Develop New Albany	NA	NA	2

¹The "TEA-21 Our Downtown Campaign Fund" could support many of the projects.

Guide to Acronyms:

- CDBG - Community Development Block Grant.
- TIF - Tax Incremental Financial (District).
- EZ - Enterprise Zone.

- NA - Not applicable (for example, emphasis on this activity may be the result of a public function).
- G/O - Goals and Objectives for the project.

- TEA-21 - Transportation Equity Act of the 21st Century.
- TARC - Transit Authority of River City

New Albany Downtown Development Plan

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Table B-1 (continued)
New Albany Downtown Plan
Project Bank

Project Number	G/O	Project Description	Status	Responsible Entity	Estimated Cost	Potential Funding Source ¹	Schedule (Start Year)
23	1K	Encourage "big window" views for all businesses which have frontage on the street (banks and offices included) to promote more visibility inside the building.	Preferred	Redevelopment Commission, Develop New Albany	NA	NA	2
24	7E 3K	Add pedestrian scale lighting along Main Street and examine burying overhead wiring for aesthetic enhancement.	Preferred	Public Works	\$1,000,000+	CDBG TEA-21 (enhancement) TIF	5
25	1c 6 7D	Build outdoor gathering spaces at the southwest corner of Peard and Spring Streets. This space should have a water feature, benches, tables, and trash receptacles.	Preferred	Redevelopment Commission	\$250,000	EZ Foundations	3
26	1 7D	Link study area west of the freeway with the east side of the study area with streetscape and landscaping components, such as street trees, benches, trash receptacles, drinking fountains.	Preferred	Redevelopment Commission	\$200,000	EZ CDBG TEA-21 TIF	3
27	6D 6F	Develop a downtown walking/cycling shelter with a walking trail and connection to the greenway.	Preferred	Redevelopment Commission	\$50,000	TEA-21 Foundations	3
28	1J	Rewrite parking ordinance to allow for better enforcement of the two-hour parking standards in downtown.	Preferred	Public Works	NA	NA	1
29	1D	Encourage clustering of appropriate uses such as the relocation of the bridal shop and the music shop into the Destination/Retail section of the downtown.	Preferred	NA	NA	NA	1
30	1c 6	Create a linear park along West Main Street from I-64 to West Fifth Street.	Preferred	Develop New Albany, Redevelopment Commission, Parks Department	\$300,000	Hometown Indiana (Outdoor Recreation) Land and Water Conservation Fund TEA-21	5
31	1H	Develop downtown trolley to connect various generators and destination points in downtown.	Preferred	City, TARC	\$30,000 (Capital) \$380,000 (Annual Operations)	TEA-21 Public Transit Planning and Technical Studies Grant Public Mass Transportation Fund	2
32	1A	Allow sidewalk vendors to service lunch time crowd in the civic financial district. Consider clustering vendors into one area to create a critical mass.	Potential	Develop New Albany	NA	NA	1
32	1F 4A 6A	Partner with post-secondary educational institutions to provide residential, employment and shopping opportunities for students.	Potential	Redevelopment Commission, Housing Authority	NA	NA	1

¹The TIF is Our Downtown Campaign Fund could support many of the projects.

Guide to Acronyms:

- CDBG - Community Development Block Grant
- TIF - Tax Incremental Financial District
- EZ - Enterprise Zone

- NA - Not applicable (for example, emphasis on this activity may be the result of a public function).
- G/O - Goals and Objectives for the project.

- TEA-21 - Transportation Equity Act of the 21st Century
- TARC - Transit Authority of River City

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9. Implementation

9.1 Organization

Implementation of the Downtown New Albany Development Plan will require strong leadership from the City and active participation from other agencies and organizations (Figure 9-1). **Many plans are well written, have good local support, and are eventually perceived as not being successful.** The following actions are considered key to the success of the Downtown New Albany Development Plan and are recommended.

- The existing partnership of the New Albany Redevelopment Commission, Develop New Albany (DNA), New Albany Urban Enterprise Association, and the New Albany Housing Authority should be continued under the leadership of the City. An interlocal agreement among the ~~DNDP~~ three is recommended to assure commitment to the goals of the plan.
- The Downtown Development Plan Advisory Board should be continued. DNA would be the facilitator. It would meet regularly and have the following continuous agenda:
 - Issues of Concern
 - Review of Current Project
 - Identification of New Projects
 - Business Retention
 - Business Recruitment.

*FOLLOWS AFTER
3 MEETS - JUST DNA
PROJECT*
- An annual review and evaluation of the Downtown Plan should be conducted and facilitated by the Advisory Board. The annual review should be coordinated to be included in the work program of each agency.
- The Existing Business inventory, including square footage analysis, has been initiated by DNA and should be revised or expanded. This effort should build on the electronic data files created by DNA (based on a business survey conducted in 1999). *ONE CONCERN*
- A low-interest loan pool for business expansion, recruitment, and development should be created. This fund should be set up as a revolving loan fund and be complementary to the Enterprise Zone, a Tax Increment Financing district, and other funding sources. A stable private source of funds to support the loan fund along with grants of public funds should be developed. *NO LOCAL BANK INTEREST*

The immediate action projects identified in the plan should be initiated (Grand Theater, Main Street Parking Deck, 4th/5th Street Corridor).

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Figure 9-1
Key Downtown Plan Initiatives
How Do We Make It Happen

① → Interlocal Agreement Among Key Public and Private Agencies and Organizations to Implement the Plan

Done

② → Continue Downtown Plan Advisory Board

STOPPED NEEDING

③ → Establish Annual Project Bank Review and Update

④ → Initiate "This is Our Downtown Campaign Fund"

NOT DONE

⑤ → Initiate Immediate Action Projects (Grand Theater, Parking Deck, West 4th/5th Street Corridor)

Done

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Private Foundations

- Ford Foundation Asset Building and Community Development Grants
- CMF International Grants
- Ameritech Foundation Grants Programs
- Air Products Foundation Grants
- Caesar's Foundation
- Robert Lee Blaffer Trust
- Lilly Endowment, Inc.
- Cornelius and Anne Cock O'Brien Foundation, Inc.
- Paul Ogle Foundation, Inc.
- Mildred V. Horn Foundation
- Gannett Foundation

Local Government

- Community Development Block Grant Funds
- Enterprise Zone
- Tax Increment Financing District

■ Establishment of a Viable Strategy For Applying for Grants and Foundation Funding

As noted above, there are many funding sources that can potentially be used to finance projects identified for the Downtown Development Plan. However, the competition for these program or grant funds is often very intense. To develop a continuing funding base, DNA, the City/Redevelopment Commission, and the New Albany Housing Authority will need to develop a coordinated approach for applying for funding. The most logical way for this to occur is through identification of a project, research of appropriate funding mechanisms, and then application by the appropriate agency/organization. The reverse could also occur. Often, funding becomes available through a particular source or program. In that event, the project bank should be reviewed for an appropriate project.

■ Establishment of a "This is Our Downtown Campaign Fund"

A key to getting grants from foundations and government programs is having funds to match. In addition, DNA needs additional operating funds for capital and staff. It is recommended that a "This is Our Downtown Campaign Fund" be conducted. The Downtown Development Plan Advisory Board would lead the effort. A business plan for use of the funds would need to be prepared detailing their use, administration, and accounting. If funds can be identified, a professional fund raiser (person or firm) could be hired. A goal of \$2,000,000 should be established. The fund should target: major foundations; major employers; downtown businesses; and the general public.

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9.2 Schedule

Figure 8-1, which presented a project bank, identified approximate implementation years for different projects. The following timeline for implementation of the Downtown Plan is proposed.

- Year 1:
 - (1) ✓ Adoption of plan by appropriate city agencies, Develop New Albany, and the New Albany Housing Authority and modify local zoning to support the Downtown Development Plan.
 - (2) ✓ Initiate priority development project with the Grand Theater.
 - (3) ✓ Raze Pearl Street Garage and explore private participation in a multi-use project.
 - (4) Conduct feasibility study for West Gateway multi-use project.
 - (5) ✓ Work with police to implement downtown parking enforcement program.
 - (6) ✗ Initiate development of downtown signage system and logo/theme for downtown.
 - (7) Initiate appropriate priority projects from project bank, with emphasis on creating a low-interest loan fund to attract restaurants.

- Year 2:
 - (1) Evaluate plan progress.
 - (2) Continue administrative priority projects.
 - (3) Initiate residential projects.
 - (4) ✓ Initiate building facade improvement program.
 - (5) Initiate appropriate priority projects from project bank.

- Years 3-5:
 - (1) Evaluate plan progress annually.
 - (2) Add to "Project Bank".
 - (3) Continue implementation of projects.
 - (4) Initiate appropriate priority projects from project bank.

9.3 Funding

Millions of dollars will be required to implement capital projects associated with the downtown plan. Multiple funding sources, including private investment, must be leveraged to see results of the plan. Clearly, the City cannot "bankroll" the plan. However, it is recommended that the City work with DNA and the Housing Authority to create a low-interest fund that can be used to stimulate projects. State and federal as well as private foundation grant funds should also be explored.

■ List of Potential Funding Sources

A variety of funding sources exist that can be used for implementation of projects in the "Project Bank" established for the New Albany Downtown Development Program. The following represents many of these resources. For reference concerning details of many of these funds, information is available in the "Toolbox Guide to Development Funds," published by the Indiana Economic Development Academy with support from the Indiana Department of Commerce.

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Private Investment

- "This is Our Downtown" Campaign Fund
- Developers
- Entrepreneurs
- Real Estate
- Donations

Federal/State Government Programs

- Capital Access Program (Indiana Development Finance Authority)
- Guaranty Loan Program (7A) (U.S. Small Business Administration)
- Historic Preservation Fund Acquisition and Development Grant
- Indiana 21st Century Research and Technology Fund
- Low Doc Loan Program (U.S. Small Business Administration)
- Indiana 21st Century Research and Technology Fund
- Build Indiana Funds
- Community Investment Program
- Statewide Revolving Loan Fund (Historic Landmarks Foundation of Indiana)
- Tourism Information and Promotion Fund (Indiana Department of Environmental Management)
- Brownfields Cleanup Revolving Loan Fund
- Low-Income Housing Tax Credits (Indiana Housing Finance Authority)
- Transportation Equity Act of the 21st Century (TEA-21), including Congestion Mitigation Air Quality Improvement Grants and Transportation Enhancement Funds.
- United States Department of Commerce Economic Adjustment Program
- Historic Landmarks Foundation
- Historic Preservation Tax Credits
- Indiana Department of Commerce Community Planning Fund
- Hometown Indiana (Outdoor Recreation)
- Land and Water Conservation Fund (Department of Natural Resources, Division of Outdoor Recreation)
- Public Transit Planning and Technical Studies Grant (Indiana Department of Transportation)
- Public Mass Transit Fund (Indiana Department of Transportation)
- EPA Brownfields Cleanup Revolving Loan Funds Grant
- EPA Brownfields Assessment Pilot Grants
- Department of the Treasury Community Development Financial Institution Grants
- DHHS Urban and Rural Community and Economic Development Grants
- Department of Education Office of Vocational and Adult Education Communication Technology Center Project Grants
- United States Department of Commerce NTIA Technology Opportunities Program
- United States Department of Commerce National Technical Assistance: Training, Research, and Evaluation Grants
- United States Department of Commerce Economic Development Grants for Public Works and Economic Development

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- Mildred V. Horn Foundation
- Gannett Foundation

Local Government

- Community Development Block Grant Funds
- Enterprise Zone
- Tax Increment Financing District

- **Establishment of a Viable Strategy For Applying for Grants and Foundation Funding**

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