THE TOWN OF

COMPREHENSIVE PLAN

Adopted April 2024

PAGE INTENTIONALLY LEFT BLANK

PREPARED FOR:

PREPARED BY:

Luckett&Farley
Architecture | Engineering | Interior Design

The Wheatley Group
Economic Development Strategy Specialists

TABLE OF CONTENTS

ACKNOWLEDGMENTS

The importance of the Comprehensive Plan cannot be overemphasized. When the Town Council commenced this important task of developing a plan to address the future growth of Utica, it directed the Utica Advisory Planning Commission to select a group of citizens as a steering committee and prepare a plan to satisfy the foundational purposes of planning. Those purposes being the essential functions of government for the promotion of the public's health, convenience, safety, and welfare.

The Steering Committee would like to thank various stakeholders who had the important tasks of providing insight into the Town's existing conditions, helping guide the vision of this plan, and working closely with the Planning Team on planning solutions. We thank Jerry Acy, Zac Chittum, Willie Denney, and Kevin DuPont; David Evancyzk, Harold Hart, Joyce Lindauer, and James and Lacee Morgan; Ken Rowe, Greg Sekula, John Wadsworth, and Martha Whitsell for serving this purpose.

The Planning Team included local consultants at Luckett & Farley – Matt Gullo, Director of Landscape Architecture and Planning, and Curtis Petty, Tanner Prewitt, and Devon Santy – and the Wheatley Group – Nick Lawrence, President, and Jacob Arbital, Director of Planning and Development Services – who helped guide Utica's leaders and community members as they planned for the future of the town. These design, planning, and development services were crucial in preparing a well-planned and well-rounded document for the Town.

Having fulfilled the important task, the Steering Committee presents the Comprehensive Plan to the Planning Commission for recommendation to the Town Council. It was reviewed by a committee of members from the Advisory Steering Committee, the Planning Commission, and the Town Council on the evening of Monday, March 26, 2024, with a presentation by Luckett & Farley.

Respectfully,
Utica Advisory Planning Commission Steering Committee
Hank Dorman, Pat Glotzbach, Bob Hill, Steve Long, Ryan Rice, and Sharon Wilson

EXECUTIVE SUMMARY

The executive summary provides an overview of the Town of Utica Comprehensive Plan, which aims to guide the future development and growth of the Town. Utica, once a small river town surrounded by larger neighbors, has experienced rapid transformation into a suburban area within a large metropolitan region. Recognizing the need for intentional planning and infrastructure development, the Town Council has initiated the development of this comprehensive plan.

The Comprehensive Plan is built upon a foundation of public engagement and outreach and incorporates input from residents, business owners, experts, town leaders, and other stakeholders. Through these interactions, the community's concerns, aspirations, and priorities have been identified. The Plan seeks to strike a balance between retaining Utica's river town charm and providing its residents with the necessary amenities to function effectively as part of the broader metropolitan area. It addresses a wide range of areas, including land use planning, infrastructure and transportation networks, open space development, flood protection, and economic growth. By establishing a clear vision and setting goals and objectives, the Comprehensive Plan serves as a guide for the Town's future endeavors.

The Plan is divided into three parts. Part One (Chapters 1-2) focuses on the Town's vision, outlining the desired future of Utica. This vision considers the unique character of the Town and its historical significance, while embracing the opportunities presented by its evolution as a suburban area. Part 2 (Chapters 3-6) is dedicated to the Town's growth strategy. It outlines specific steps and actions to be taken to support and manage future growth effectively. This includes comprehensive land use planning to ensure appropriate zoning and development, expanding infrastructure and transportation networks to accommodate increased demand, developing open spaces to enhance the quality of life

for residents, implementing measures for flood protection, and strengthening economic forces to sustain continual growth. Part 3 (Chapters 7-8) places a strong emphasis on economic development and outlines specific action plans to bring the Town's vision and plans into reality. By adopting the Comprehensive Plan, both community members and Utica's governing bodies will have access to a valuable guide that will assist in fostering appropriate and sustainable growth for the benefit of all.

Chapter 1, Our Vision, details a series of meetings and methods for information gathering to develop an overall vision for the Town, as well as clearly defined goals and objectives to provide a basis of development for the Comprehensive Plan.

Chapter 2, About Our Town, analyzes various community features and metrics, such as geographic context, history, infrastructure, and demographics to identify opportunities and constraints for the Comprehensive Plan.

Chapter 3, Land Use Planning, is an exercise in defining appropriate land uses. These inform the development of concept plans for future land use patterns that best benefit the community. It also begins to detail overlay districts where Utica can focus economic investment and develop resources.

Chapter 4, Transportation and Mobility, evaluates existing and proposed road classifications to create recommendations for connectivity and strategic additions to mobility networks for both pedestrian and vehicular traffic.

Chapter 5, Open Space and Flood Prevention Planning, examines Utica's natural features and proneness to flood risk, to better identify opportunities for flood prevention and redevelopment of existing, flood-prone zones.

Chapter 6, Infrastructure and Community Services, identifies existing critical stormwater, sanitation, and utility infrastructure which currently serve the community and seeks to inform needed expansion of this existing network.

Chapter 7, Economic Development, prepares the Town for improvements by identifying four support areas wherein growth and redevelopment can occur.

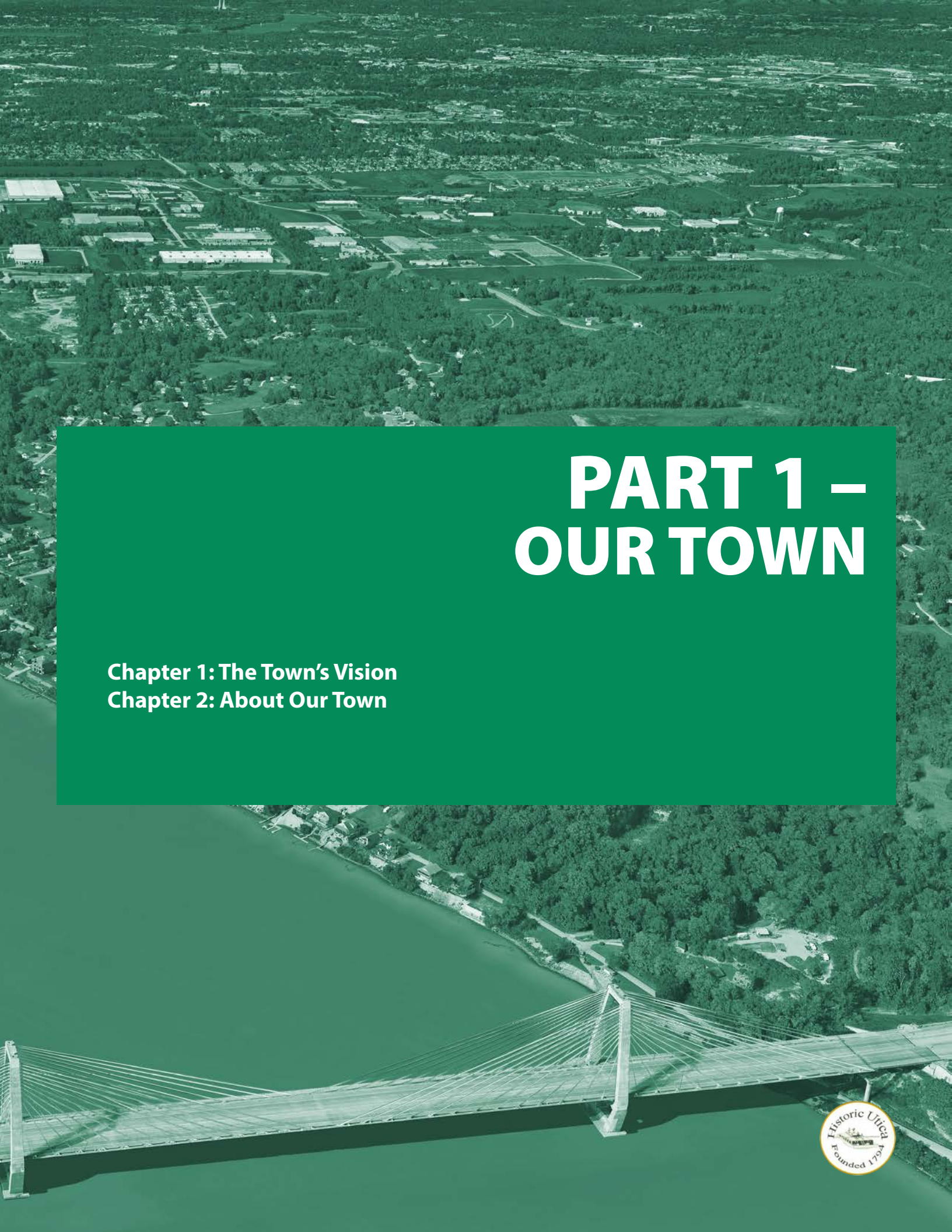
Chapter 8, Action Plans and Implementation, provides the Town and its leaders with specific planning strategies based on the goals and objectives of the Comprehensive Plan. These action plans are meant to be completed over the course of several years, with suggested priorities and resources provided based on the Steering Committee's feedback.

By implementing the Comprehensive Plan, the Town of Utica will be well-positioned to navigate the opportunities and challenges associated with its evolving status as a suburban area within a larger metropolitan region. This planning document will aid local leaders and citizens in promoting public health, safety, morals, convenience, order, and the general welfare of residents of Utica. The Plan provides a solid foundation for future decision-making and ensures that growth and development align with the Town's overall vision and the needs of its residents.

PAGE INTENTIONALLY LEFT BLANK

Luckett & Farley
Architecture | Engineering | Interior Design

The Wheatley Group
Economic Development Strategy Specialists



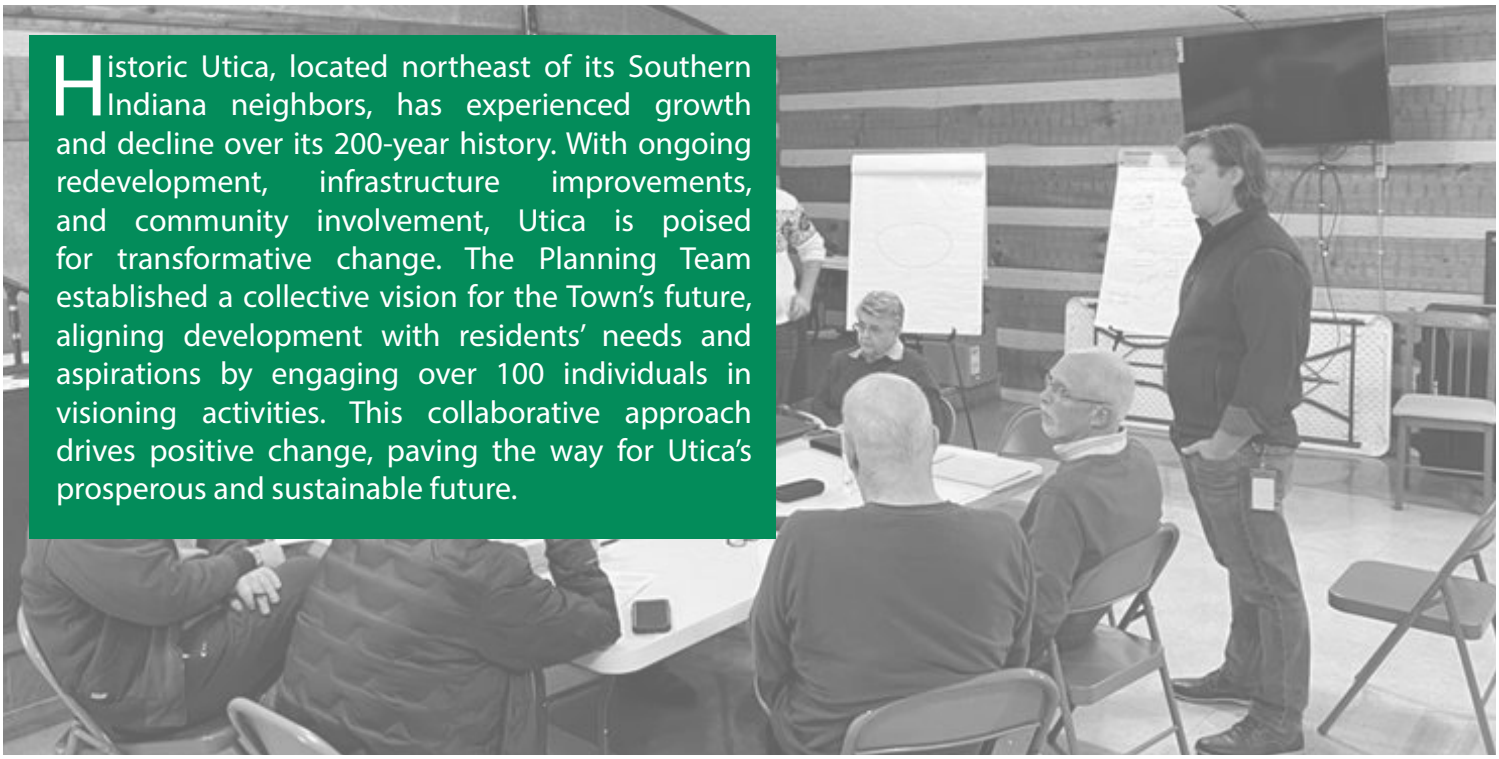
PART 1 – OUR TOWN

Chapter 1: The Town's Vision
Chapter 2: About Our Town

PAGE INTENTIONALLY LEFT BLANK

PART 1 – OUR TOWN

CHAPTER 1: THE TOWN'S VISION



Historic Utica, located northeast of its Southern Indiana neighbors, has experienced growth and decline over its 200-year history. With ongoing redevelopment, infrastructure improvements, and community involvement, Utica is poised for transformative change. The Planning Team established a collective vision for the Town's future, aligning development with residents' needs and aspirations by engaging over 100 individuals in visioning activities. This collaborative approach drives positive change, paving the way for Utica's prosperous and sustainable future.

Pictured: The Planning Team meeting with individuals from the Steering Committee and key stakeholders in the Town during visioning activities.

WHAT IS A COMPREHENSIVE PLAN?

The Comprehensive Plan serves as a manifestation of Utica's values and community spirit, capturing the input gathered from the Steering Committee, key stakeholders, residents, and partners. As a foundational document, it charts the course for the Town's growth and development, ensuring alignment with the shared vision of the community. By encompassing all aspects of land use and future systems and services, the Plan effectively manages projected population and employment growth through goals, policies, and implementation measures that uphold the community's vision.

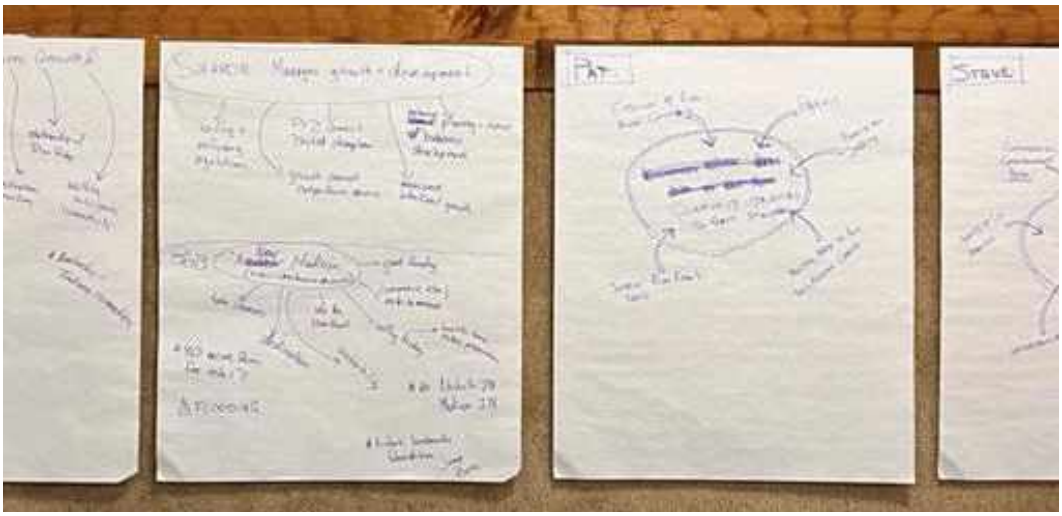
Utica's leaders will utilize this document to coordinate public investments and guide the development of new infrastructure, housing, transportation, and other community needs. Furthermore, the Comprehensive Plan provides a framework that informs the creation of critical planning documents, facilitating the growth and development of Historic Utica. It goes beyond mere goals and objectives, encompassing research, analyses, and area-specific plans and systems that inform discussions and decisions pertaining to the Town.

The components of the Comprehensive Plan collectively enable Utica to plan for both immediate and long-term growth while preserving its distinctive river town atmosphere. Additionally, the Plan establishes procedures for various land use decisions, such as public notice, public hearings, and land development coding. The Town's boards and other decision-making bodies will assess such decisions against the goals and objectives outlined in the Comprehensive Plan, ensuring the best outcomes for the town. Furthermore, it provides guidance for economic potential, land use planning, and public services, influencing various aspects of local operations.

Overall, the Plan serves as a comprehensive and strategic guide, empowering Utica to navigate its growth and development while honoring the community's values and aspirations.

THE VISIONING PROCESS

Proactive and effective public involvement is a cornerstone of planning practice, and focused public engagement is critical for successful land use and transportation planning. The Planning Team worked closely with a steering committee composed of Town leaders and officials to establish an early vision for the Comprehensive Plan. This committee then selected stakeholders with a vested interest in the Town's development and local leaders who could speak for other populations. Collectively, this visionary body helped create the groundwork for the Comprehensive Plan and set the Planning Team in a direction forward. Four meetings were conducted as part of the visioning process for the Plan. The content of these meetings can be found in Appendix 1.



STEERING COMMITTEE MEETING #1 –

The Planning Team met with the Steering Committee in February for visioning activities and goal setting. The meeting ended with a rough draft of the Plan's vision statement and goals with objectives.

STAKEHOLDER MEETING #1 –

The Planning Team met with the Town's stakeholders, selected by the Steering Committee, later in February for land use planning exercises and visioning activities. This meeting informed the Planning Team about key areas of development and big ideas residents have for the Town. The Team left with several presentation boards full of data collected from stakeholders.

ONLINE PUBLIC SURVEY –

The online survey created by the Planning Team was distributed to residents in March, primarily to local HOAs in Quarry Bluff, Ridges of Old Salem, and Manors of Old Salem, as well as on the Town's website and Planning Commission's website. Ninety-five respondents answered questions to help the Planning Team set a vision for the Comprehensive Plan. The first four questions established the demographics of respondents. The survey data showed that most respondents were over the age of thirty, were newer residents to Utica, worked in the region though not necessarily in Utica, and would be considered upper middle class based on occupation and associated income. Simply, most respondents were an older, wealthier demographic.

The remaining questions helped identify priorities for the Planning Team with regards to land use planning, infrastructure, and the Town's vision. Forty percent of respondents believed that Utica's location and history were its strongest assets, while a quarter of respondents felt that Utica's lack of adequate infrastructure posed a challenge to growth. This revealed that over half of respondents rated Utica's quality of life (population size and diversity, amenities,

What Do You Feel Is Utica's Strongest Asset?

#1 40% LOCATION + HISTORY

#2 30% SMALL TOWN FEELING

17% NATURAL BEAUTY + ENVIRONMENT
10% ECONOMIC POTENTIAL
3% STRONG SENSE OF COMMUNITY

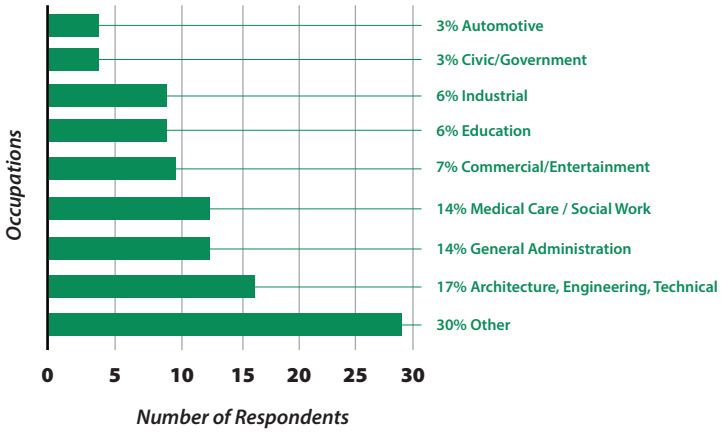
What Do You Feel Is Utica's Greatest Challenge?

#1 25% LACK OF ADEQUATE INFRASTRUCTURE

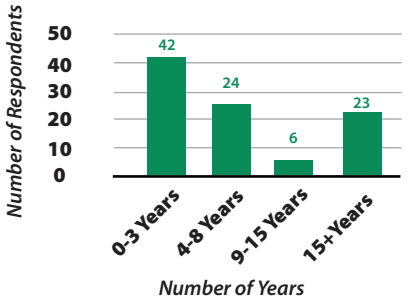
#2 22% LACK OF RECREATION, PARK SPACE, ETC.

18% LACK OF GOVERNMENT
17% LACK OF COMMERCIAL ENTERPRISES
18% OTHER
(LACK OF COMMUNITY DIVERSITY, ADAPTABILITY, AND/OR RESPONSIBILITY. TOO MUCH CRIME/CORRUPTION. TOO MUCH GROWTH AND DEVELOPMENT. LACKS ALL OF THE ABOVE.)

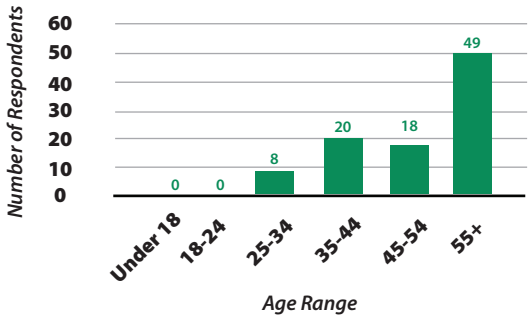
What Is Your Occupation?



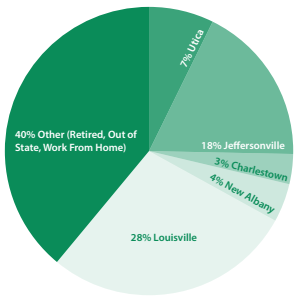
How Long Have You Been A Resident Of Utica?



How Old Are You?

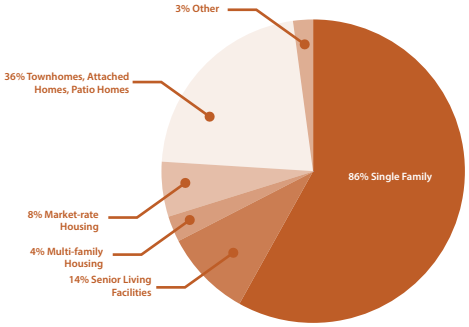


Where Do You Work?



25% OF RESPONDENTS WORKED IN UTICA OR JEFFERSONVILLE.

What Type of Residential Housing Types Are Most Needed In Utica?



Which Of The Following Factors Do You Feel Is Most Important To Maintaining Utica's Quality Of Life?

- 14% STRONG SCHOOL SYSTEM
- 20% ECONOMIC GROWTH
- 4% DIVERSE HOUSING STOCK
- **#1** 23% PUBLIC SERVICES + INFRASTRUCTURE
- 21% RECREATION, PARK SPACES, CONNECTIVITY
- 13% ENTERTAINMENT + COMMERCIAL SPACES
- 5% OTHER RESPONSES, LIKE SAFETY AND SECURITY

What Do You Feel Should Be Utica's Highest Priority Over The Next 10-20 Years?

- **#1** Policies to strengthen existing businesses and future economic growth.
- **#2** Providing sustainable infrastructure improvements.
- **#3** Preserving Utica's history and small town charm.
- **#4** Flood protection against the Ohio River.
- **#5** Promoting development of recreational facilities and activities.

30% RESPONDED THAT ADDITIONAL POLICE AND FIRE SUPPORT IS MOST NEEDED TO BE IMPLEMENTED OR IMPROVED FOR UTICA.

57% RESPONDED THEY IMAGINE UTICA AS AN HISTORIC RIVER TOWN WITH A QUAINT DOWNTOWN IN THE NEXT 10-15 YEARS.

54% RATED UTICA'S QUALITY OF LIFE AS AVERAGE.

If You Could Choose One "Big Picture Idea" To Improve Utica, What Would It Be?

"We would love to see additional growth through restaurants, coffee shops, etc. It would be amazing to expand this small community feeling and have more places to eat, drink, and play close to home!" - Anonymous Resident (35-44 Age Group)

"The town I see would be one open to all people, with a qualnt downtown environment. I see it as a hub for progressive and realistic education. It needs better infrastructure to accommodate a thriving, younger population." - Anonymous Resident (55+ Age Group)

open space, housing types, etc.) as average. Most respondents thought that public services and infrastructure and parks and recreation were the most important to maintaining the quality of life, if not improving it. In fact, when respondents were asked what they felt should be Utica's highest priority for the future, the top response was for policies to strengthen existing businesses and future economic growth. Residents want to invest in and support their community, but there's limited existing opportunities for such activism. They also expressed a desire for additional police and fire support, especially as the Town starts to grow. Respondents did not see Utica as a booming river city like Jeffersonville, but rather as an historic river town with a quaint downtown. There was some interesting data gleaned from this survey, namely that residents see a lack of diversity, adaptability, and responsibility in their community. They notice crime, conflicting political agendas, and gaps in the Town. To promote more diversity and

support all socioeconomic backgrounds, diverse housing types are necessary. Yet 86-percent of respondents wanted more single-family housing for Utica. This asks the question of how Utica can maintain its river town identity while also being accessible to a variety of people? Respondents seem interested in strengthening Utica's community, but that growth seems focused on certain areas. The Planning Team took individual "big picture idea" responses and filtered them into buzzwords. Most respondents identified community, shopping and dining, government, and revitalization as the prerogatives of the Town. To grow these amenities and attract businesses to Utica, a diversified population, distinct identity, and zoning policies must start to develop.

STEERING COMMITTEE MEETING #2 –

The Planning Team met with the committee once more in April to present conclusions from the online survey and data collected from stakeholders. These conclusions led to a final vision statement with goals and objectives, which the Steering Committee approved.

Pictured: The Planning Team discussing land use planning opportunities with stakeholders in the Town.

COMPREHENSIVE PLAN VISION STATEMENT

"Historic Utica seeks to preserve and enhance its Ohio River town atmosphere by developing a plan that will promote a family-friendly community and provide opportunities for sustainable funding through catalytic projects to sustain the Town's growth and prosperity."

GOAL #1. Enhance community identity.

Objective 1a. Adopt a Comprehensive Plan that preserves and improves the general identity and needs of the Town.

Objective 1b. Identify areas of government that need to be created or improved.

Objective 1c. Create a reliable land use map that can provide proper direction for development of residential and commercial zones, recreational space, and town center.

Objective 1d. Update the land development code to enforce the ideals of the Comprehensive Plan.

Objective 1e. Celebrate the Town's history with preservation efforts to commemorate historic sites and events which add to the character of the region.

GOAL #2. Create opportunities for economic development.

Objective 2a. Build a cache of tools, resources, and targeted projects that prime areas of the Town for redevelopment.

Objective 2b. Synergize with River Ridge to further grow the Town and support new business and jobs for the commerce park.

Objective 2c. Create attractive master plans, RFPs, and other documents to provide vision and direction for new development in the Town.

GOAL #3. Establish recreational facilities and open spaces.

Objective 3a. Create and adopt a Parks and Recreation Master Plan to guide future development.

Objective 3b. Identify land in the town for placement of future facilities, trails, and specific recreation activities.

Objective 3c. Investigate opportunities for recreational space along the riverfront that will enhance commercial and entertainment potential.

GOAL #4. Improve and expand infrastructure.

Objective 4a. Categorize existing road networks to identify where enhancements need to be implemented and where access deficiencies exist.

Objective 4b. Establish an accessible pedestrian network to reduce reliance on vehicular transportation within the Town.

Objective 4c. Evaluate existing utility infrastructure and identify opportunities for expansion and improvements.

Objective 4d. Locate spaces and places where community facilities can be located, such as a new civic center, fire and police stations, and town maintenance facilities.

GOAL #5. Mitigate flood exposure.

Objective 5a. Find potential uses for FEMA lots and spaces that cannot be developed due to flood risk.

Objective 5b. Explore potential for removing parts of the Town from flood-prone areas along the river.

Objective 5c. Identify areas where flooding could happen naturally, as recreation spots or ecological zones for conservation.

PAGE INTENTIONALLY LEFT BLANK

PART 1 – OUR TOWN

CHAPTER 2: ABOUT OUR TOWN

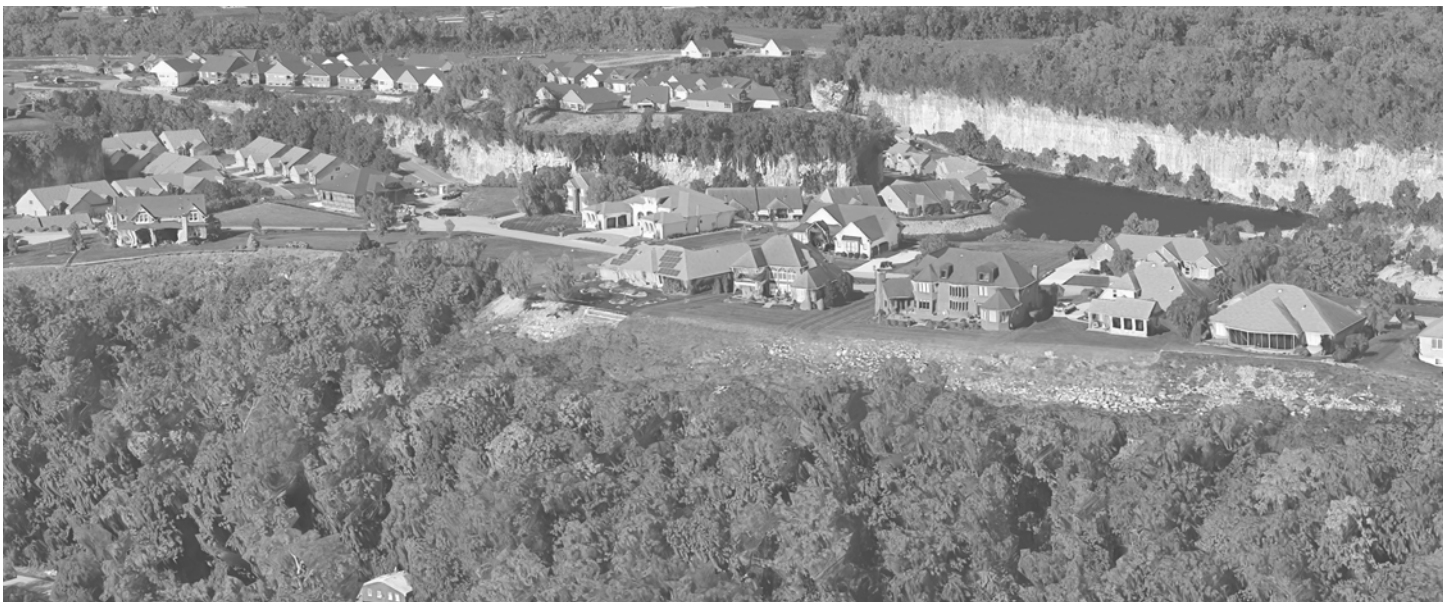
INTRODUCTION

Historic Utica, located upriver of Jeffersonville, Indiana, is a small town with a population of just over 1,000 residents nestled in its valley. Despite its size, Utica plays a vital role in the region's development due to its proximity to the Louisville Metro Area and inclusion in Greater Clark County. With an area of only three-square miles, future development in Utica must be intentional and in harmony with the Town's character.

Map #1 provides an overview of the Town's zoning, key facilities, and important roadways, highlighting the existing infrastructure. Residents in Utica are committed to making the Town a desirable destination in the region. Many people are attracted to Utica because of its small town charm combined with its proximity to metropolitan areas. The extension of the Lewis and Clark Bridge and I-265 has brought increased traffic and connectivity to Louisville's East End, further enhancing Utica's appeal.

Preserving Utica's historic charm is crucial in promoting a family-friendly community and creating opportunities for development. The Town's continuous enhancement ensures that residents have a place to live, work, and enjoy recreational activities. The community, businesses, and local leaders share a deep sense of pride in maintaining Utica's historic identity while also prioritizing community, livability, development, and industry. Exciting developments are underway in Utica, reflecting a positive trajectory for the Town.

This chapter of the Comprehensive Plan delves into Utica's history, laying the foundation for planning efforts and highlighting the Town's significant impact on the region. Additionally, comprehensive demographic analyses have been conducted, comparing Utica to neighboring municipalities and identifying potential growth trends. This chapter also examines existing conditions related to infrastructure and flooding, providing valuable insights to guide future improvements in the Town. Through careful planning and consideration of Utica's history, demographics, and existing conditions, the Comprehensive Plan sets a clear path forward for the Town's continued progress and development.



TOWN OF UTICA COMPREHENSIVE PLAN

MAP #1 – EXISTING ZONING MAP

UTICA IN THE 19TH CENTURY –

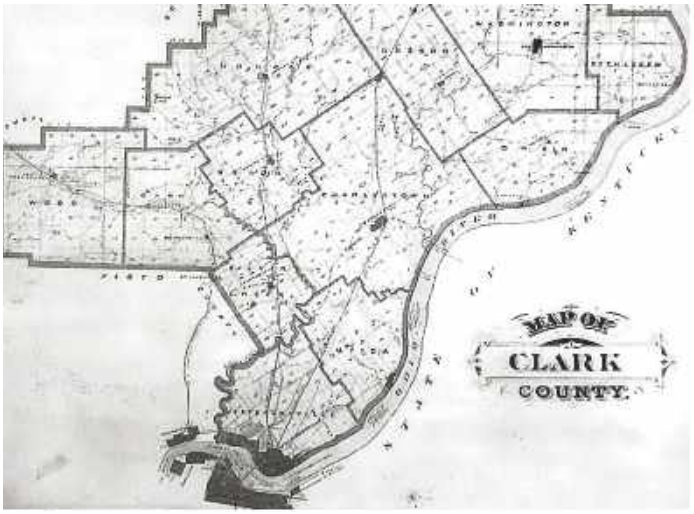
The first people to settle in the Town of Utica were James Noble Wood's family. They arrived in 1794 from South Carolina, and Wood established a ferry business to portage people across the Ohio River. Other families soon arrived, including that of Judge John Miller who named the town after his hometown in Utica, New York. He too operated a ferry business on the river.

The Town was formally organized on August 9, 1816. The original survey called for 220 square lots, measuring 100-feet on each side. Wood, Miller, and Dr. Samuel Blight commissioned builders to erect 100 log houses on family-owned land. A year after the Town's formation, the houses were completely occupied. Notable residents include William Morrison Jillett, William Thornton, William Martin, the painter William Brendle, the carpenter Samuel McClintick, and Reverend Gulich. The town's founders, conscious of flooding, forbade construction between Front Street and the river's low tide unless deemed profitable for the town.

Copy of the original plan of Utica and additions. Courtesy of the Clark County Recorder's Office.

Utica Township was formed from parcels in Charlestown and Jeffersonville Townships. It was formally organized on November 7, 1831, and named after the Town of Utica, which had been established fifteen years before the township. Settlement occurred shortly after the first ferries began operating across the river, as early as 1794. These settlements were often controlled by pioneer clans, and Utica Township fell under the command of the Bottorff family in 1815. Their kin extended through Watson and Prather, unincorporated communities in the township named after prominent pioneer families, but it remained strongest in Utica.

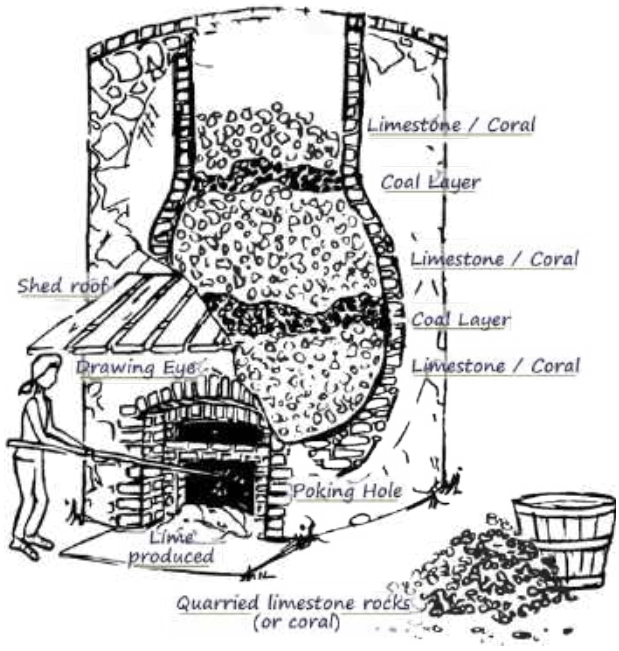
The Town of Utica started to grow during the 19th century. In 1833, *The State Gazetteer* noted Utica was a pleasant post-village in Clark County, situated on the river eight miles south of Charlestown, with nearly 200 inhabitants, three stores, and a variety of industries. Public facilities like the local cemetery (est. 1816), schoolhouse (est. 1819), and Methodist church (est. 1826) helped put the town on the map.



Map of Clark County in 1876. Courtesy of Roger W. Fisher.

Fraternal organizations, like the Free Masons, organized lodges in the area in 1866. These places remained a major outlet for middle- and working-class men, providing insurance and burial benefits, as well as brotherhood and business contracts. The Great Awakening's national movement struck Utica

Utica Schoolhouse, c. 1875. Courtesy of This Old Map.



Lime is often used to condition farm fields to lower the acidity of soils and is a key additive in cement, mortar, plaster, whitewash, and other building materials. It was used in the production of dyes, rubber, medicine, explosives, petroleum, glass, ceramics, insecticides, and pottery. To extract lime, limestone and dolomite were quarried from bluffs in Southern Indiana and placed in kilns to be burned at high temperatures to create a fine powder.

There were five major lime mills in Utica in the 1840s under E.J. Higrat, Alen Sumers, James Morrow, Napoleon Wood, and Robinson & Pang. Their total export value was around $7 million dollars today adjusted for inflation. Wood improved kiln operations with architectural modifications. Prussian-born businessman H. C. Emerke operated another large kiln, and by 1857, he and Mechac James were making regular shipments to Louisville. Their operations extended to Pittsburgh, Cincinnati, Memphis, and New Orleans. Annually, the Utica kilns exported 19,000 barrels of lime by 1850.

In the late 19th century, Portland cement became the material of choice for construction, and lime burning was no longer profitable. In 1868, Moses H. Tyler organized the Utica Lime Company and built a mill capable of producing 100 barrels daily. His operation did well but was purchased by Louisville Cement Company and magnate J.B. Speed in 1870. Production at Utica's kilns ceased in the 1920s as Speed relocated his business to Crawford County, Indiana.

A BRIEF HISTORY OF LIME BURNING IN UTICA

at this time too, and several Methodist churches were established in the 1830s. And schools were established too, as many Hoosiers at this time firmly believed in the moral and intellectual value of education. One was built on Bottorff land in the 1820s and another was built by E.B. Burtt a decade later. By 1875, Utica had over 1,000 residents.

Benjamin Swartz's family were some of the earliest settlers in Utica, building this Italianate house in 1800. The helped found a Methodist church in town.

Utica's proximity to Jeffersonville benefited the town too. Jeffersonville's steamboat industry and Utica's lime burning made Clark County one of Indiana's major industrial centers in the mid-19th century. As the only other settlement between Jeffersonville and Charlestown, Utica became a stopping point for travelers, merchants, and farmers. And like much of the state, agriculture was another economic staple in the community. Until the Panic of 1873 triggered by the drop in railroad construction, which depressed prices but inflated production costs. Many farmers and local clans, like the Bottorffs, had to resort to sharecropping to stay afloat.

UTICA IN THE 20TH CENTURY –

Another flood in January 1937 devastated the town, submerging 95-percent of the land area in Jeffersonville, Clarksville, Claysburg, and Utica, leaving almost 12,000 residents without homes. The sustained losses totaled $10.3 million, or nearly $18 million today when adjusted for inflation.

Foreign immigration affected Northern and Central Indiana more than Southern Indiana, due to industrial centers like Chicago, Detroit, and Indianapolis. Urban growth in Southern Indiana resulted from strong birthrates and rural flight. Eight townships in Clark

WPA workers clear debris from Maple Street in Jeffersonville after the 1937 flood. Courtesy of the Jeffersonville Township Public Library.

County lost population by 1900, including Utica. Many small towns in Southern Indiana were perceived as sleepy, shabby places with little economic purpose. Twentieth century Hoosiers thought the Ohio River Valley was "economically backwards" with their reliance on river transit; railroads defined industry now. This mindset, coupled with white supremacists' attitudes toward Black residents, stagnated continuous growth in many Southern Indiana towns not connected to railroads in the area.

This perception is juxtaposed against the agricultural boom seen across Southern Indiana in the early 20th century. Urban demand for products grew, and dairy farming especially elevated some Clark County farms, like the Kiger farm in Utica. This boom could not prevent rural flight though, as changing demographics and workforces led to rural youth leaving family farms for higher education and other opportunities. Family farms became fodder for developers who turned lots into subdivisions.

The infamous Witches' Castle, or Mistletoe Falls, is shrouded in legend, from being the chapel of a foreign prince to a meeting house for witches.

Unfortunately, the rapid growth of Louisville, Kentucky caused more people to leave Southern Indiana. Utica's growth slowed and eventually stopped the town from reaching its full potential of becoming a major river city like Jeffersonville or New Albany. Not until the early 21st century did Utica see growth as new subdivisions were platted across the town. Steeplechase at the intersection of New Chapel Road and Utica-Sellersburg Road was established in 1983, and Fox Hollow followed in 1984. After the recession, Ole Stoner Estates was platted in 1994, with Brookhollow and Stoneybrook in 2000. By 2005, Georgia Crossing, Creekstone Ridge, Raintree Ridge, Windy Pines, and Crystal Springs had all been established as subdivisions in the town. Others followed these communities too, though most took to higher elevations after a flood in March 1997.

Today, Utica is linked to major city centers like Jeffersonville and Louisville via Interstate 265 and the new Lewis and Clark Bridge. As these municipalities continue to grow, Utica is poised to be the next population center in the area. With a rich history grounded in the origins of Clark County and with strong industrial ties to Louisville, Utica is ready to be a charming river town on the banks of the Ohio.

The Lewis and Clark Bridge connected I-265 through Southern Indiana to the East End of Louisville, placing Utica along a major transit corridor.

IMPORTANT DATES –

1794
James Noble Wood settles his family in Utica from South Carolina.

1816
Town of Utica is organized.

1826
Lime burning begins in Utica at Samuel Starkweather's kiln.

1831
Utica Township is organized.

1832
A flood decimates many Ohio River towns, including Utica.

1870
Moses H. Tyler sells Utica Lime Company to J.B. Speed's Louisville Cement Company.

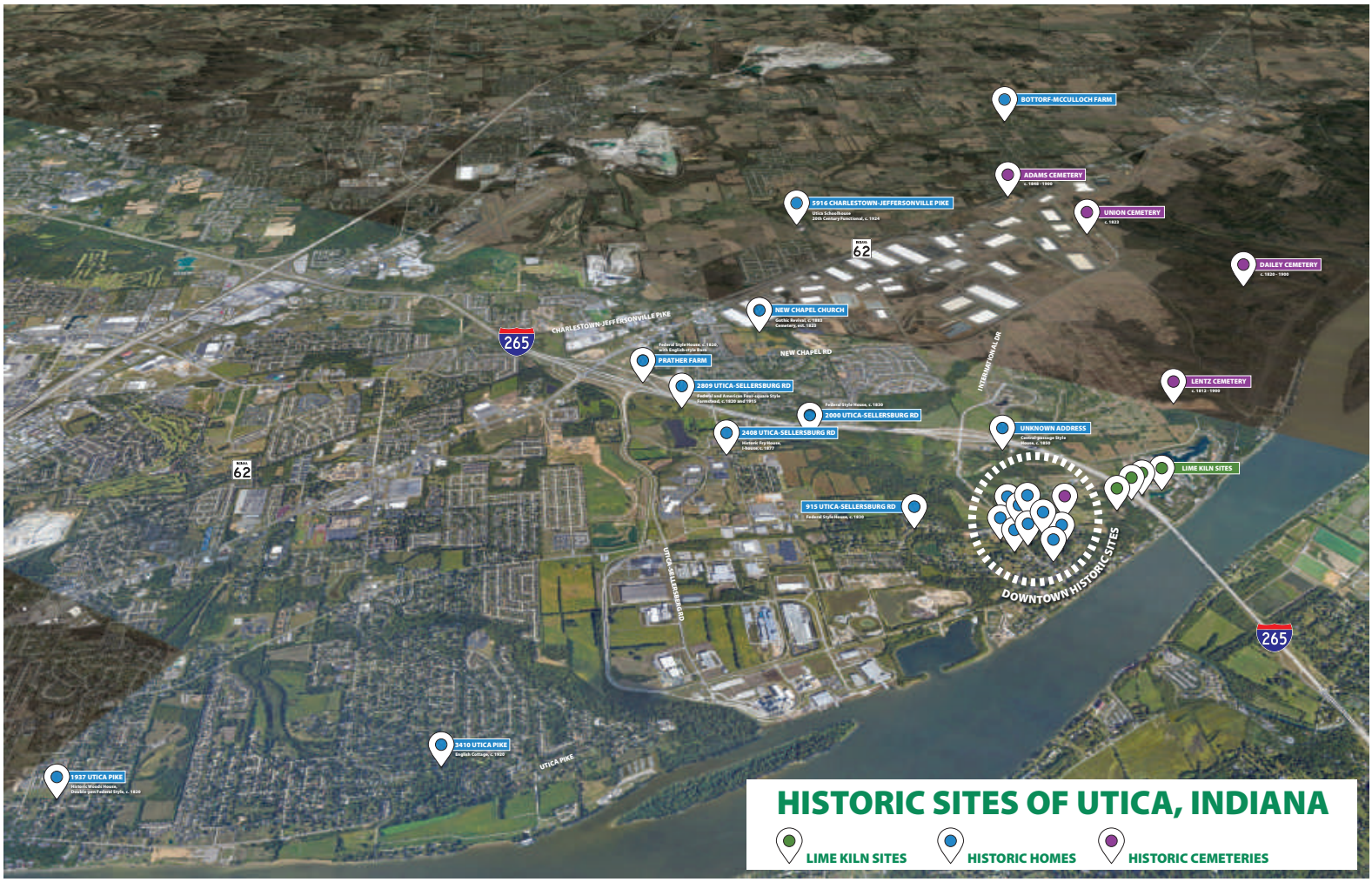
1937
A flood decimates Jeffersonville, Clarksville, Claysburg, and Utica.

1968
Utica Township joins Jeffersonville in forming the South Clark County Community School Corporation.

1997
A flood in March damages several structures in Utica.

2016
Lewis and Clark Bridge is opened, connecting 265 in Indiana with Louisville's East End.

The Planning Team would like to acknowledge the Southern Regional Office of Indiana Landmark, a nonprofit organization who help people save and revitalize historic places in Indiana, for providing extensive documentation on Utica's history. A map of historic sites across the Town of Utica and the township can be found on the next page of the Comprehensive Plan.


BOTTORF-MCCULLOCH FARM
ADAMS CEMETERY
c. 1840 - 1900
5916 CHARLESTOWN-JEFFERSONVILLE PIKE
Utica Schoolhouse
20th Century Functional, c. 1924
UNION CEMETERY
c. 1822
DAILEY CEMETERY
c. 1820 - 1900
NEW CHAPEL CHURCH
Gothic Revival, c. 1882
Cemetery, est. 1822
CHARLESTOWN-JEFFERSONVILLE PIKE
265
NEW CHAPEL RD
PRATHER FARM
Federal Style House, c. 1820,
with English-style Bank
Barn, c. 1850
2809 UTICA-SELLERSBURG RD
Federal and American Four-square Style
Farmstead, c. 1820 and 1915
INTERSECTION ALIGN
LENTZ CEMETERY
c. 1812 - 1900
2000 UTICA-SELLERSBURG RD
Federal Style House, c. 1830
2408 UTICA-SELLERSBURG RD
Historic Pre-House,
c. house, c. 1877
UNKNOWN ADDRESS
Central passage Style
House, c. 1850
62
LIME KILN SITES
915 UTICA-SELLERSBURG RD
Federal Style House, c. 1920
UTICA-SELLERSBURG RD
DOWNTOWN HISTORIC SITES
265
3410 UTICA PIKE
English Cottage, c. 1840
UTICA PIKE
1937 UTICA PIKE
Victoria Woods House,
Double-pen Federal Style, c. 1820
HISTORIC SITES OF UTICA, INDIANA
LIME KILN SITES
HISTORIC HOMES
HISTORIC CEMETERIES


HILLCREST/UTICA CEMETERY
est. 1823
606 OLD SALEM RD
Farmstead, c. 1851
OLD SALEM RD
609 OLD SALEM RD
Historic Central House, c. 1840
301 OLD SALEM RD
1st District School
Colonial Revival and 20th Century
Functional Style, c.1950
106 N 6TH ST
Utica Methodist Episcopal
Church (c. 1846)
408 MULBERRY ST
Federal Style House, c. 1
409 MULBERRY ST
Federal Style House, c. 1820
306 MULBERRY ST
Federal Style House, c. 18
309 MULBERRY ST
Federal Style House, c. 1816
109 MULBERRY ST
Federal Style House, c. 1830
509 LOCUST ST
Federal Style House, c. 1820
115 S 4TH ST
William Arbuckle House
Federal Style, c. 1824
203 S 4TH ST
Central passage House, c.1820
604 ASH ST
Central passage House, c. 1840
N 4TH ST
108 LOCUST ST
Federal Style House, c. 1820
206 S 2ND ST
UTICA-SELLERSBURG RD
UTICA CHURCH OF CHRIST
Gothic Revival, c. 1877
DOWNTOWN HISTORIC SITES OF UTICA, INDIANA
HISTORIC HOMES
HISTORIC CEMETERIES

DEMOGRAPHICS ANALYSIS

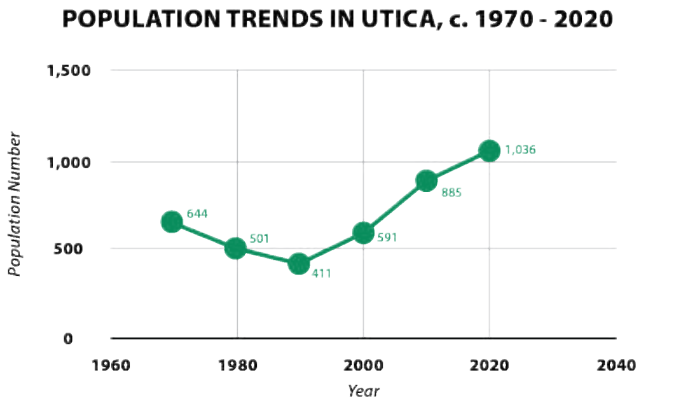
While the Comprehensive Plan concerns itself with Utica's growth and development, it is still important to acknowledge its context in Southern Indiana and as part of the Greater Louisville Metro area. Utica's surrounding municipalities can be grouped into two classes based on size. The first class are the major river cities of New Albany, Jeffersonville, and Clarksville as part of the Greater Louisville Metro area based on size, population, and resources. Of those three, New Albany and Clarksville have limited sprawl, locked in place by both the river to the south and major Interstate thoroughfares to the north. The second class of municipalities include Sellersburg and Charlestown, two cities that have been established longer than the river cities but lack the economic proximity to Louisville. These second-class municipalities will face similar growth to Utica over the next twenty years.

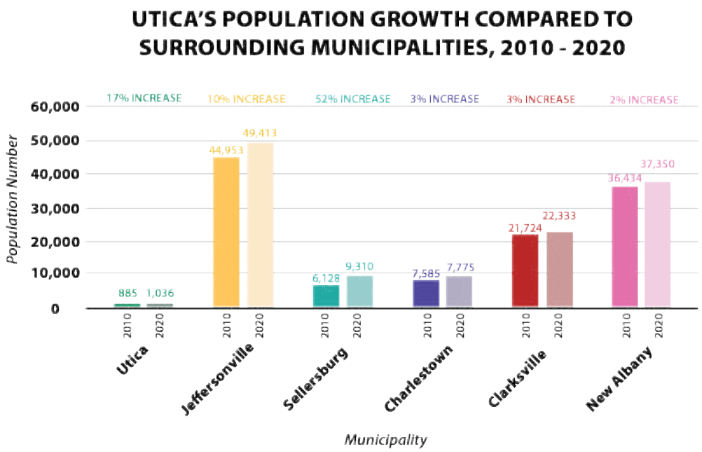
Note: Demographic, housing, and economic data was acquired from the 2020 U.S. Census Bureau and its associated American Community Survey (ACS).

POPULATION –

Utica has seen steady growth since the 1990s. With a 17-percent population increase since 2010, Utica will continue to grow at a steady rate over the next ten years. Better infrastructure, more access to resources, and business growth in the Town have contributed to this boom. Of the five surrounding municipalities, only Jeffersonville – Utica's immediate neighbor – and Sellersburg saw significant population growth since 2010. Jeffersonville has the most room to grow of the river cities, but Clarksville and New Albany have turned their development inward with infill and adaptive reuse. Their adjacent cities – Sellersburg, Greenville, Georgetown, and Floyd's Knobs – are seeing greater population booms. For example, Greenville saw a 153-percent population increase over the last ten years. Cities like Sellersburg and Charlestown have been longer established too, and Charlestown's slow growth can be attributed to its rural location. While Utica's population statistics might be smaller than the other five municipalities, its new connection to Louisville and relationship with Jeffersonville has it primed for a population explosion. These municipalities are also growing more diverse compared to ten years ago. Other racial and ethnic communities are adding to the rich identity present along the Ohio River. Table 2.1 highlights population growth and racial identity in Utica and surrounding municipalities.

Most residents in these areas are in their late thirties to early forties; they are established professionals with young families and a desire to do better for themselves. This scenario explains the population balance between men and women in these areas. It also explains why almost 80-percent of education enrollment in Utica is in Grades 1 through 12, too. **Young families are moving to Utica who want to build a newer house, acquire more land, and avoid living in an urban setting while still being able to access it.** Utica can safely assume too that nearly 10.5-percent of its population will be disabled on average; this should factor into accessible design and opportunities for all abilities. These figures can be seen in Table 2.2.





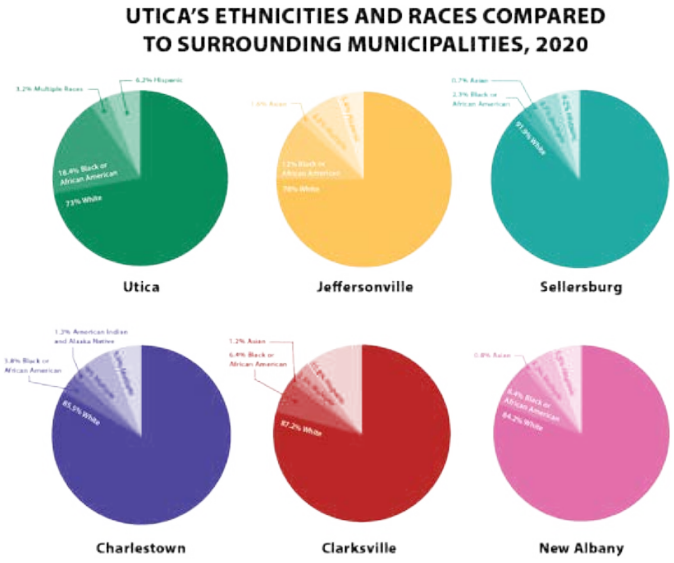
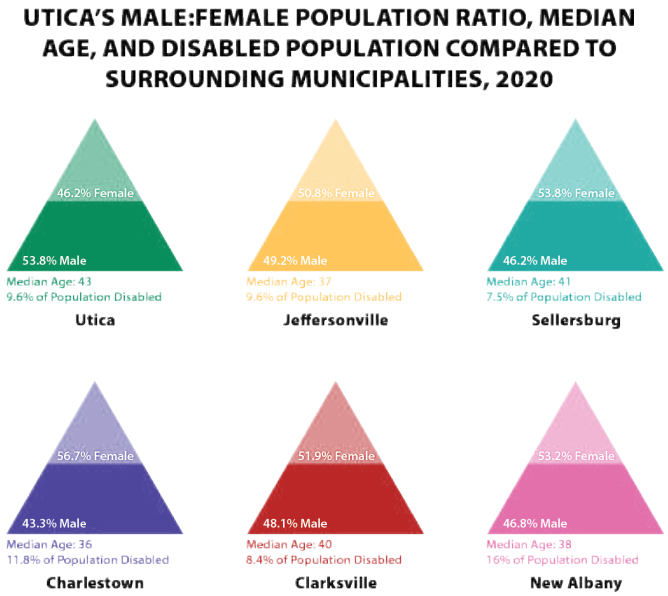


TABLE 2.1 – POPULATION STATISTICS FOR UTICA, IN

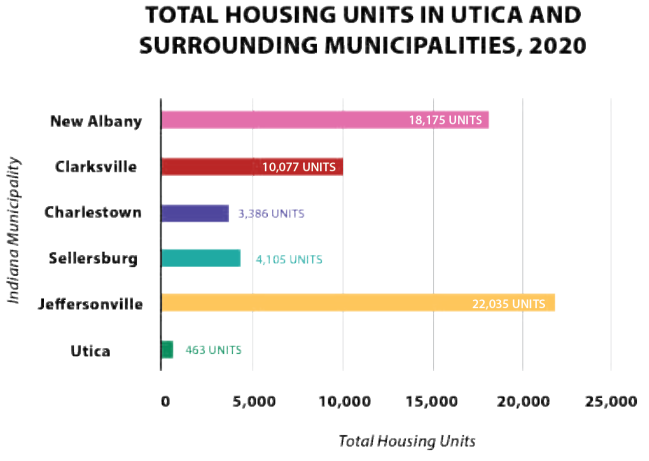
HOUSING –

Currently, Utica has a smaller housing unit total than the surrounding municipalities. But compared to ten years ago, the other areas are plateauing. Again, more redevelopment is occurring in New Albany and Clarksville as older blocks are filled with multi-family housing or mixed-use typologies. In places like Charlestown or Sellersburg, there is some mild housing growth as new subdivisions crop up. Older demographics leaving urban areas for a more rural lifestyle explain this tip on the scales. The exception, again, is Jeffersonville which continues to grow at a rate comparable to Louisville.

Two charts in Table 2.2 relate to additional housing statistics in these municipalities. Of the three river cities, Jeffersonville boasts a healthy mix of housing types and the highest rent and home values in the area. New Albany has better multi-family housing but is balanced by average home values and rent pricing. Clarksville's lower income levels in its population contribute to a mix of manufactured homes, multi-family housing, and average rent and home values. The ratio between owners and renters in these two cities is the most balanced too. Jeffersonville, Sellersburg, and Charlestown all have the land available to grow. In fact, Sellersburg and Charlestown have higher home values due to their rural geography and the greater proportion of single-family housing compared to other types. I**t is clear Utica needs an assortment of housing typologies to meet a growing population with different interests.** A greater proportion of its housing types are single-family, new construction.



UTICA'S MALE:FEMALE POPULATION RATIO, MEDIAN AGE, AND DISABLED POPULATION COMPARED TO SURROUNDING MUNICIPALITIES, 2020



TOTAL HOUSING UNITS IN UTICA AND SURROUNDING MUNICIPALITIES, 2020

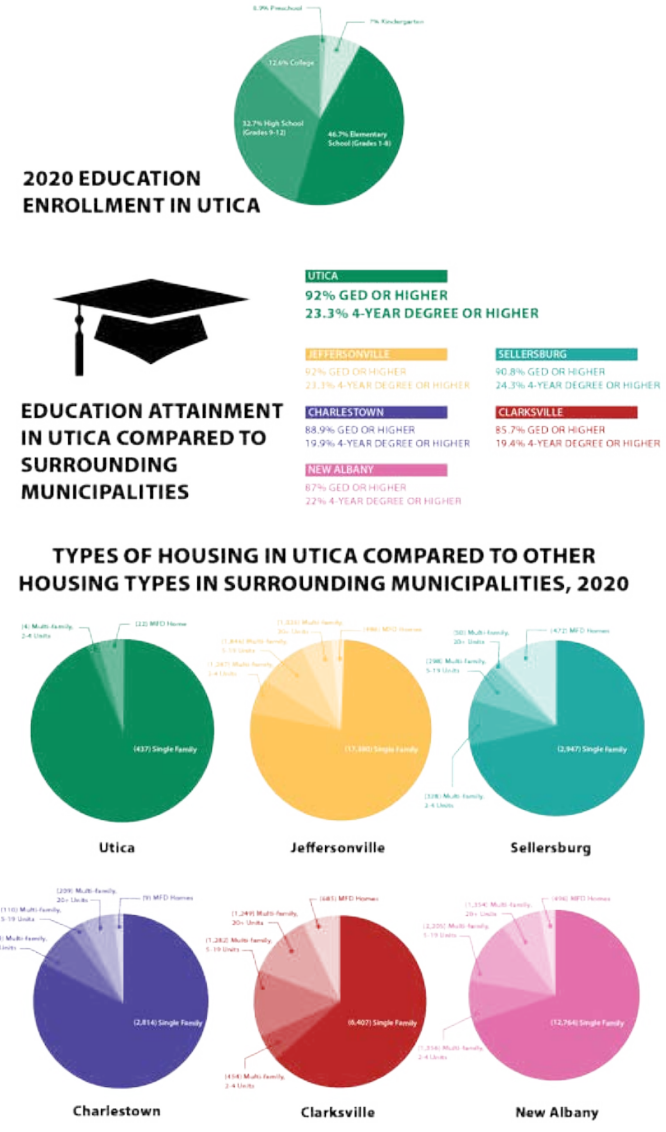


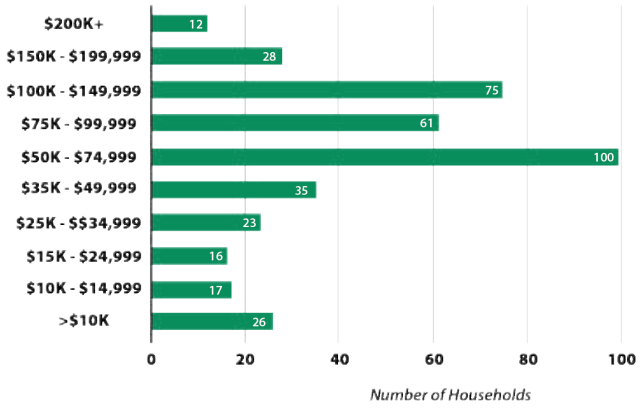
TABLE 2.2 – POPULATION AND HOUSING STATISTICS FOR UTICA, IN

ECONOMICS –

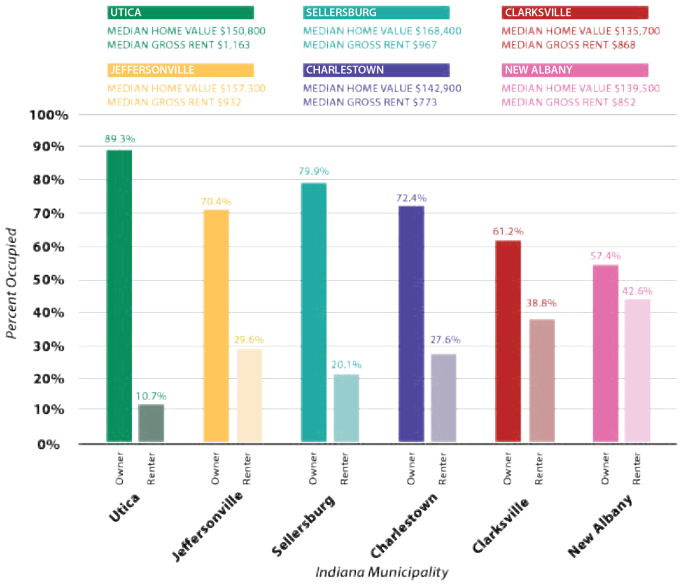
As the previous sections established, Utica is seeing an increase in young families living in single-family homes. These are middle class families too, with the majority earning between $50,000 and $100,000 annually in income. However, these income ranges will start to vary as the Town grows, and people in lower tax brackets will start to search for more affordable multi-family housing. Already, median income and labor earnings in Utica are comparable to surrounding municipalities. **While it might have the highest median household income, this further shows that middle class families with mobility to travel to-and-from work are flocking to Utica.** Eighty-five percent of Utica's population commute to work too. The top occupational fields in the Town are production, transportation, and trucking – a heavily industrial sector. But as more office-type and professional jobs fill in Utica's economy, which are the more populous fields in surrounding municipalities, the needs for greater infrastructure and resources will grow.

Of course, not all families in Utica have these affluent means. For its population, Utica has a significant sample of families that are impoverished, especially when compared to a large population center like Jeffersonville and a small population center like Sellersburg. These numbers corelate with unemployment data taken from the census. Resources and diverse opportunities must be made available to this portion of the population to balance income disparities in a growing community. More of these economic statistics can be found in Table 2.3.

HOUSEHOLD INCOME RANGES IN UTICA, 2020



OWNER-OCCUPIED VS RENTER-OCCUPIED HOUSING AND MEDIAN VALUES BY MUNICIPALITY, 2020



TOP OCCUPTATIONAL FIELDS EMPLOYEED IN UTICA, 2020

#1 30% PRODUCTION, TRANSPORTATION, TRUCKING

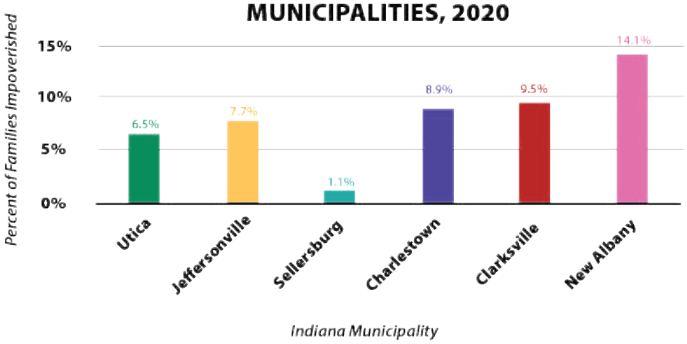
#2 26% MANAGEMENT, BUSINESS, SCIENCES, ARTS

26% SALES AND OFFICE

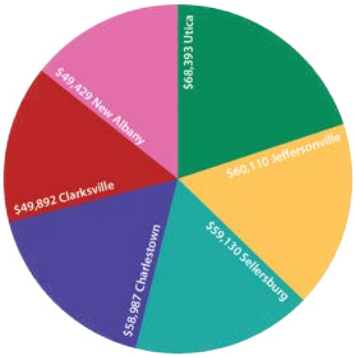
#3 9% SERVICE INDUSTRY

#4 8% NATURAL RESOURCES, CONSTRUCTION

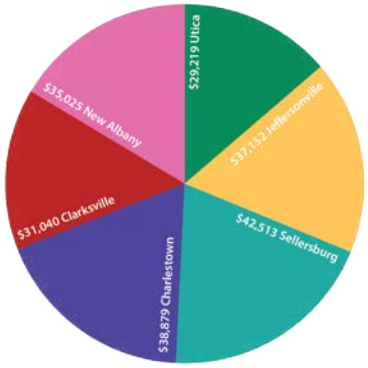
IMPOVERISHED FAMILIES IN UTICA COMPARED TO OTHER MUNICIPALITIES, 2020



MEDIAN HOUSEHOLD INCOME BY MUNICIPALITY, 2020



MEDIAN LABOR EARNINGS BY MUNICIPALITY, 2020



UNEMPLOYMENT RATE IN UTICA AND SURROUNDING MUNICIPALITIES, 2020

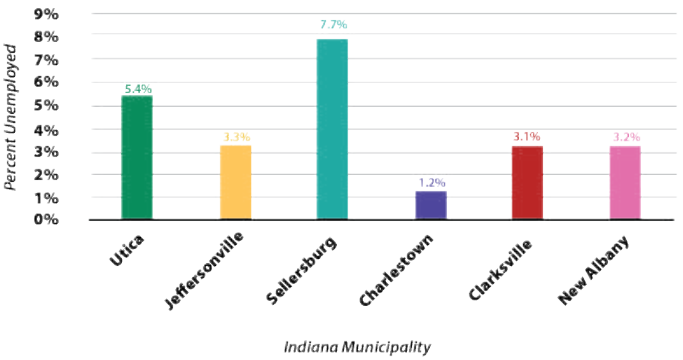
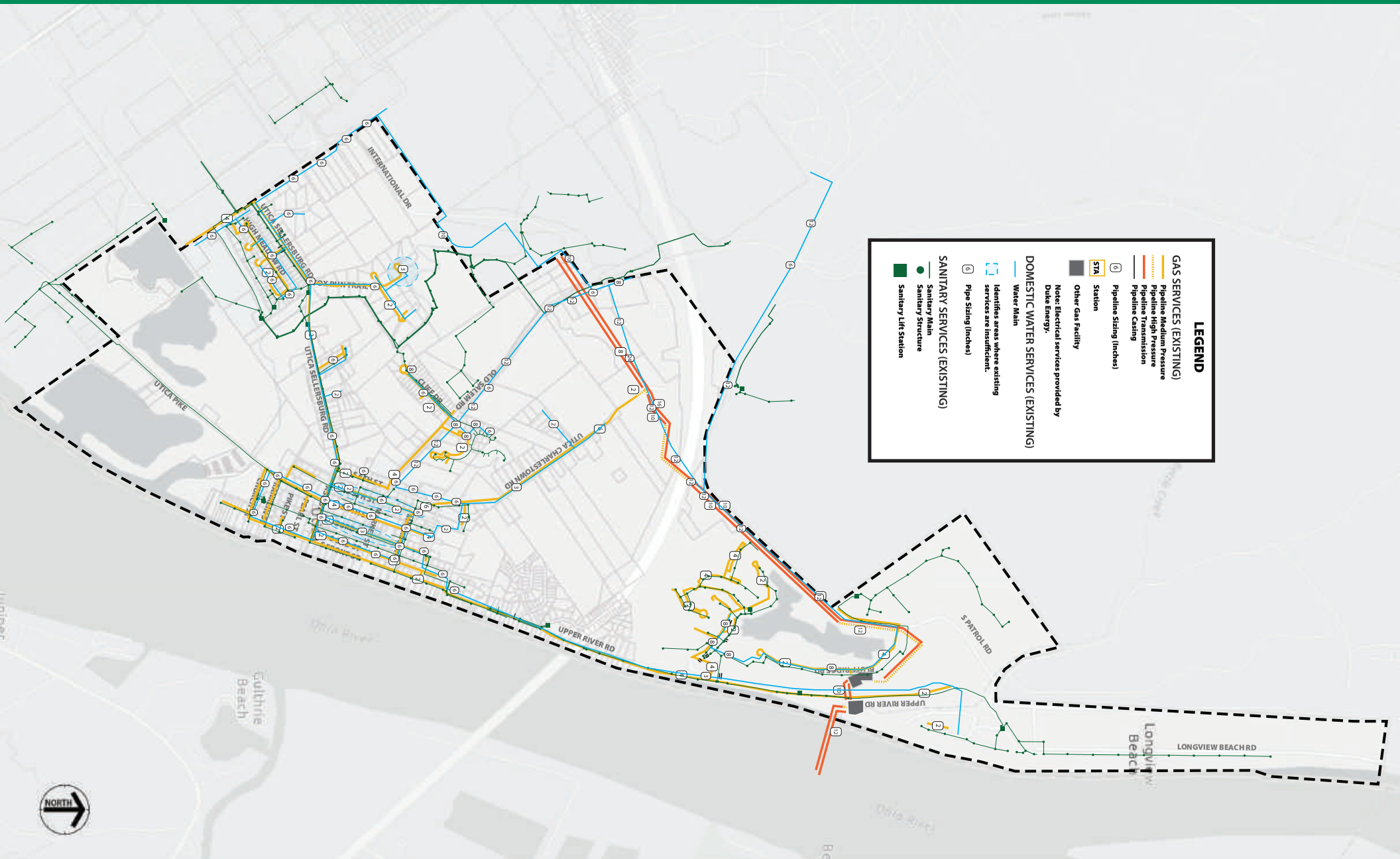


TABLE 2.3 – ECONOMIC STATISTICS FOR UTICA, IN

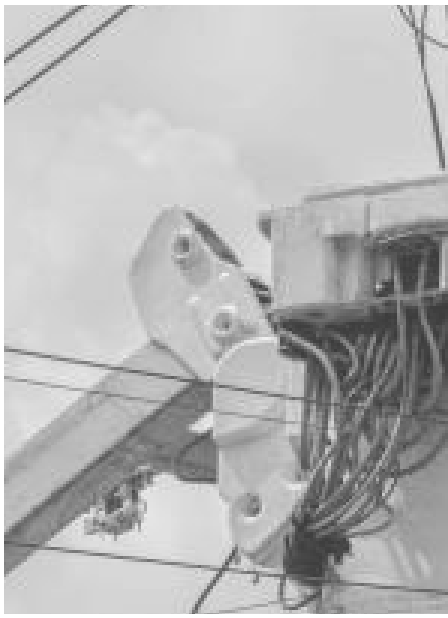
TOWN OF UTICA COMPREHENSIVE PLAN

MAP #2 – EXISTING INFRASTRUCTURE



EXISTING CONDITIONS

For the Town to accommodate its projected population increase and diverse demographics, appropriate infrastructure must be available or planned for future developments. Additionally, with the Town's proximity to the river at low elevations, flood risk must be taken into consideration. Map #2 identifies all existing utility infrastructure in Utica. The utility network is threaded through various subdivisions and neighborhoods in town. Pipe networks, lift stations, and other structures can be found along major roads, with larger pipes along Old Salem Road, Utica-Charlestown Road, and 4th Street. Many of the residential neighborhoods in Utica have lines branching off those larger networks. However, there are large areas of town which lack infrastructure or appropriate infrastructure for the development occurring on the property. The map clearly shows those holes, primarily off International Drive, off Utica Pike, in and around Utica-Charlestown Road, north of Utica-Sellersburg Road, and moving northwest on Upper River Road to Longview Beach.



For successful development in Utica, proper infrastructure needs to be available for property owners and developers. Chapter 6 will go into further detail about insufficient areas, how to overcome obstacles when expanding utility networks, and individual maps for utility services. Additionally, it provides more information on the Town's stormwater management systems and watersheds in Utica.

FLOOD RISK ANALYSIS –

Historically, Utica has always been at risk of flooding due to its proximity to the Ohio River and lack of flood wall or levee protection like other municipalities on the river. Map #3, which details flood event thresholds in Utica, highlights a purple line, which represents a Special Flood Hazard Area (SFHA) subject to one-percent annual chance flooding, or a 100-year flood. This is a baseline for how other flood events impact this 0.67 square-mile area. This area happens to cover land southeast of 6th Street, Lentzier Creek's shed, the quarry along Utica Pike, and the marina – a chunk of land ready for development.

Using NOAA and other aquatic databases, the Planning Team developed the chart in Table 2.4. It tracks the highest recorded monthly Ohio River pool elevations from 2014 to 2022. This data was collected downriver from Utica, at the Louisville Water Tower, but is still related to elevations at the Town. Normal pool elevation is 12-feet, or the 420-contour elevation. This is the normal elevation of the river at Utica.

There are also several stages shown in the figures related to flood events.

- **Action Stage Flooding** occurs when the pool elevation reaches 21-feet in height. This stage requires immediate action to prepare for significant flooding in an area. Flood events in Utica frequently meet this threshold, especially in late winter or early spring when snowmelt and rain events either locally or upriver fill the watershed.

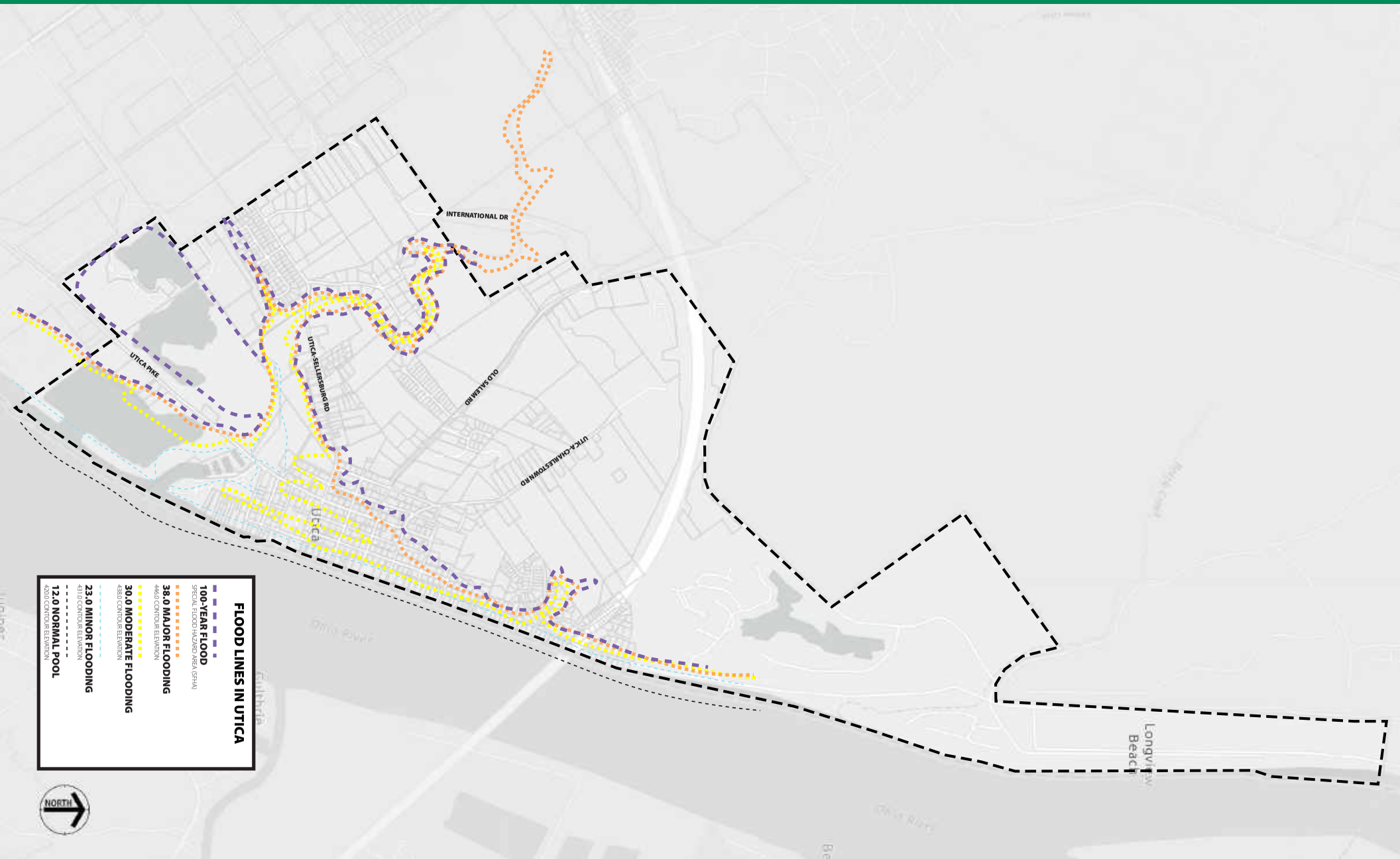
- **Minor Flooding** occurs when the pool elevation reaches 23-feet in height. This stage has minimal to no property damage associated with it. Typically, a flood advisory is issued but conditions are not threatening. These are 5-10-year flood events. According to Table 2.4, minor flooding has occurred in six of the eight years shown, two of those years exceeding other flood stages. On Map #3, minor flooding is impacted in areas encompassed by the dashed blue line.

- **Moderate Flooding** occurs when the pool elevation reaches 30-feet in height. This stage requires evacuation of individuals in impacted areas, experiences property and infrastructure damage, and has a flood warning issued. These are 15-40-year flood events. Utica experienced this type of flooding in 2015, 2018, 2019, and 2021 between February and April of those years. On Map #3, moderate flooding is impacted in areas encompassed by the dashed yellow line.

- **Major Flooding** occurs when the pool elevation reaches 38-feet in height. This stage sees severe damage to property and infrastructure, is life-threatening, and likely requires State or Federal assistance. These are 50-100-year flood events. Utica came close to this stage in 2018, with a recorded elevation of 36.47-feet in February. Otherwise, over the last eight years, Utica rarely experienced this type of severe flooding. On Map #3, major flooding is impacted in areas encompassed by the dashed orange line.

TOWN OF UTICA COMPREHENSIVE PLAN

MAP #3 – FLOOD RISK MAP



Historically, only three floods have ever exceeded the major flooding threshold: a recorded 52-foot pool elevation in 1937, a recorded 42-foot pool elevation in 1945, and a recorded 41-foot pool elevation in 1884. Most flood events occur in late winter and early spring, as stated, with some pop-up events due to severe weather in the summer or snowfalls in early winter. However, five of the eight recorded years experienced normal pool elevations five months out of the year. One of the goals of the Comprehensive Plan is to mitigate flood exposure. **What Table 2.4 concludes is that flood protection could diminish minor flooding events in the town, allowing for more secure and low-risk development against the river.** But if this type of protection cannot be implemented in the near future, any development north of 6th Street will fall outside of the often-crossed minor flooding threshold. Ecological efforts, either by land conservation or designed landscapes, can also control flooding in certain locations, to remove risk from development in the Town.

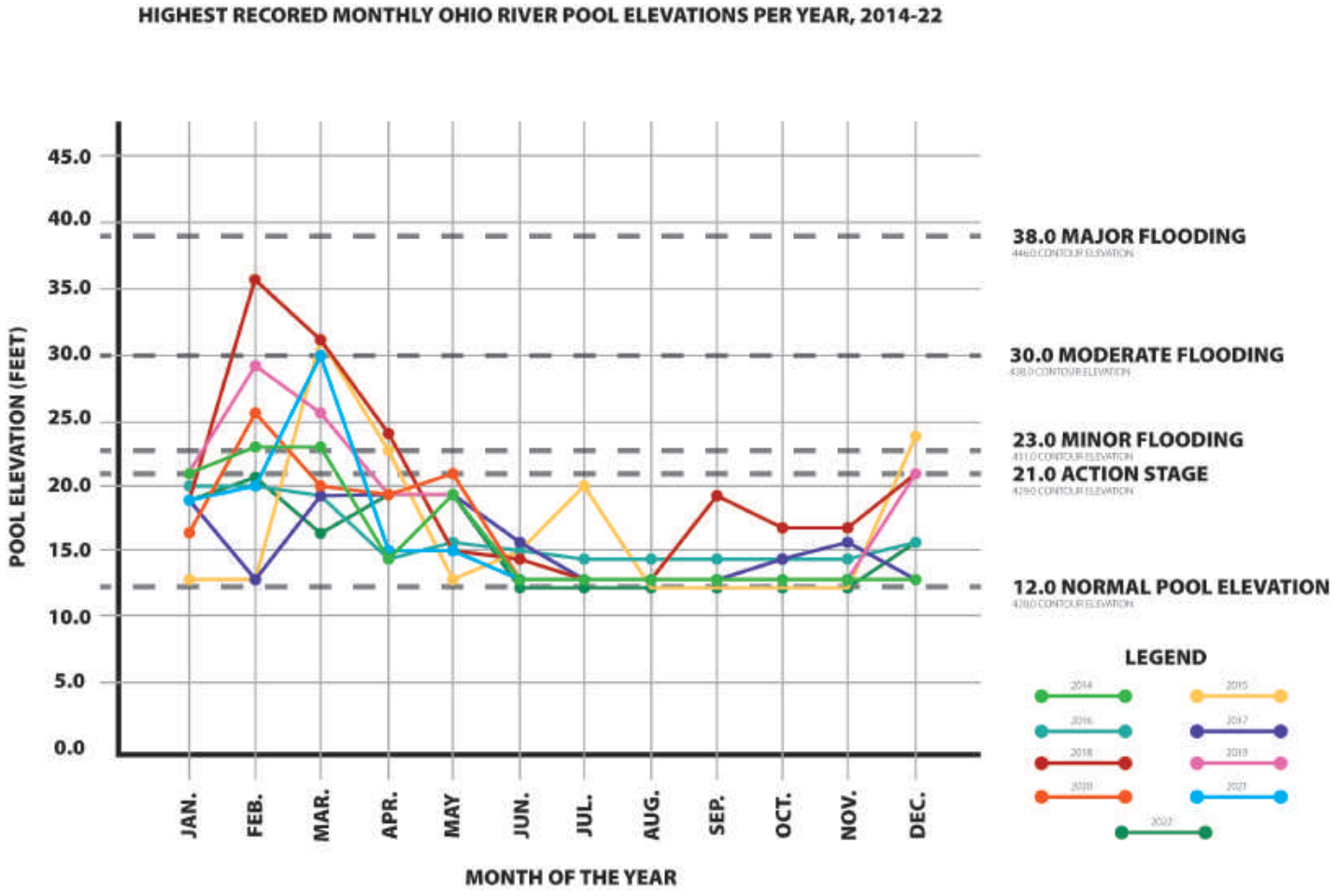


TABLE 2.4 – FLOOD TRENDS IN UTICA, IN FROM 2014 - 2022

PAGE INTENTIONALLY LEFT BLANK

Luckett & Farley
Architecture | Engineering | Interior Design

The Wheatley Group
Economic Development Strategy Specialists

PART 2 – OUR GROWTH STRATEGY

Chapter 3: Land Use Planning
Chapter 4: Transportation and Mobility
Chapter 5: Open Space and Flood Mitigation Planning
Chapter 6: Infrastructure and Community Services

PAGE INTENTIONALLY LEFT BLANK

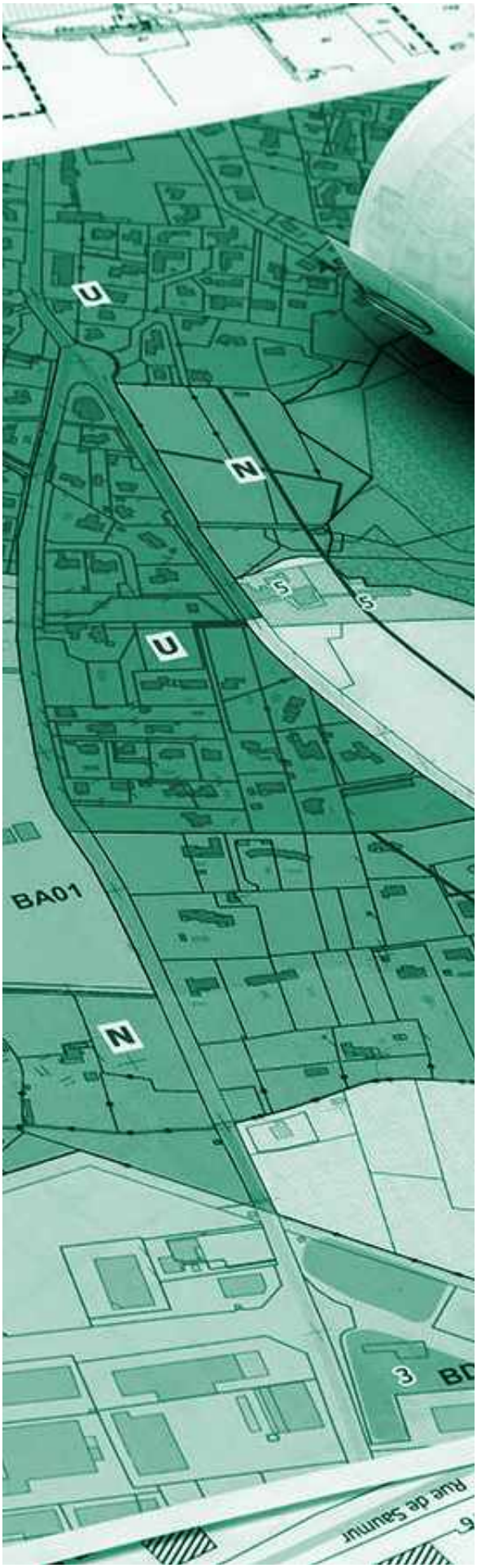
PART 2 – OUR GROWTH STRATEGY

CHAPTER 3: LAND USE PLANNING

The Land Use Plan is the foundation on which all other development infills Historic Utica. It embraces a vision for the community, outlines areas of growth, and identifies the intent and direction of future development. The Land Use Plan provides guidance to community decision-makers when discussing potential zoning changes, variances, subdivisions, amendments, or other decisions which might come before the Plan Commission, Board of Zoning Appeals, or Town Council. These agencies will evaluate a proposal's compliance with the Land Use Plan to determine whether a property is ready for development.

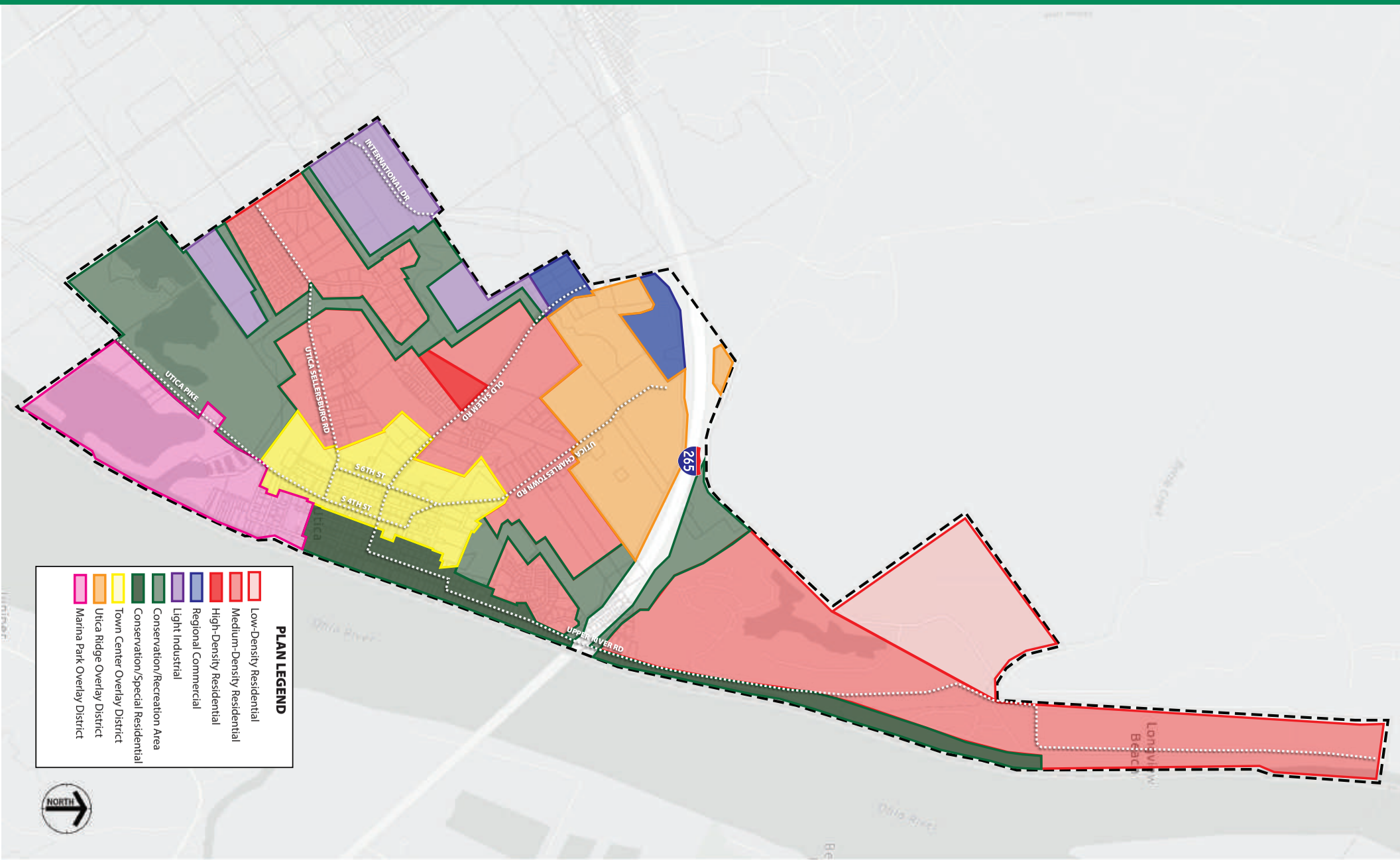
WHAT IS LAND USE PLANNING?

The Comprehensive Plan provides a list of land use classifications that the Town believes will account for most, if not all, anticipated growth and development in the future. Specifically, these classifications will provide a general direction for property owners, developers, and residents on the class of uses that may be developed on their respective properties. The Land Use Plan is not a current zoning map and does not in itself change the zoning of any parcel. However, it should be referenced as the guiding document when considering land use changes or other development proposals. The plan also leaves flexibility intended to respond to unforeseen future needs as development occurs. This place-based approach promotes the full potential of undeveloped parcels; development is incumbent on specific design, function, and access to infrastructure. Finally, creating these land uses may involve the maintenance or improvement of existing places and the development of entirely new places. The following plan and classifications are created to strengthen community involvement, neighborhood planning, land use regulation, public investment, and public-private partnerships. A significant portion of investment into the community will come from property owners, investors, and businesses seeking to stimulate real estate market forces.



TOWN OF UTICA COMPREHENSIVE PLAN

MAP #4 – LAND USE PLAN



LAND USE CLASSIFICATIONS –

Land use classifications have specific requirements for residential, commercial, industrial, recreational, and mixed-use development. There are specific classifications in the Land Use Plan which include risk assessment for flooding in the Town. The following classifications are related to the Land Use Plan and should be referenced for future land use decisions.

Residential Land Uses

As stated in the demographics analysis of the Town, Utica needs a variety of housing typologies to support a growing population. This does not necessarily mean that all residential development should be single-family homes, nor should it be high-density multifamily apartments. Instead, a healthy variety and balance of typologies should house Utica's residents, including urban infill housing – a growing trend in America to combat aggressive housing trends in the nation. Infill trends provide more dwelling units in a neighborhood while integrating seamlessly with single-family housing at a denser scale and similar architectural style. Types of infill include accessory dwelling units, duplexes, triplexes, fourplexes, courtyard housing, walking courts or cottage courts, townhouses, multiplexes, and even live-work developments. Urban infill housing is most successful if located in walkable neighborhoods or dense, urban areas and when it is designed to complement and add character to a residential community. This is explained in more detail in the Land Use Design Guidelines.

Low-Density Residential

This residential class is characterized by large-lot, single-family detached residences. This class allows for a density of no more than one unit per acre. This type of residential class is generally located outside the transitions between land uses of greater intensity.

Medium-Density Residential

This residential class is characterized by smaller lot configurations that allow either single-family detached housing or urban infill housing. This class allows for a density of one-to-four units per acre. This land use serves as a transition between Low-Density Residential and all land uses of greater intensity.

High-Density Residential

This residential class accommodates multi-family housing, including apartments, townhomes, and condominiums. Its density is more than four units per acre, and this use should be primarily located adjacent to higher intensity uses. It provides transition to lower intensity uses, but it should also have recreational acres nearby.

Commercial Land Uses

Utica does not have the land area available for sprawling commercial development seen in Clarksville and Jeffersonville. The Land Use Plan has primed areas near the Old Salem Road exchange and the Utica Pike gateway for commercial development to support regional attractions and downtown amenities.

Regional Commercial

This commercial use allows for larger scale commercial development geared toward serving a larger portion of the community. Uses include the same types of services as allowed in neighborhood commercial but are more accessible to major thoroughfares and generate a higher volume of traffic. This category also includes Gateway Developments and Planned-Unit Developments. Urban infill housing could also be permitted as a conditional use in this area if developers include infrastructure upgrades to support the increase in density to the area.

Industrial Land Use

Due to Utica's size, industrial uses should largely be limited in the Town and relegated to existing corridors with industrial uses. Properties on the southwest side of town could feature light industrial land use.

Light Industrial

This land use accommodates general industrial uses, such as storage, processing, manufacturing, distribution, and office parks, that have access to appropriate infrastructure and produce little to no adverse impacts (noise, traffic, dust, odors, etc.) to the surrounding community.

Conservation Land Uses

Because of Utica's flood risk and to preserve its natural beauty and riverine ecology, several conversation land uses have been identified along key corridors in the town. Conservation and recreation spaces create natural buffer between land uses, promote the public's health, and protect against flooding.

Conservation/Recreation Area

Areas designated for no further development to preserve the natural beauty of the town or for development into active and passive recreational spaces, such as parks and athletic facilities. These areas can also be utilized to preserve natural vegetation that provides a buffer between incompatible land use areas and provide natural spaces for flood mitigation. FEMA lots are included in this category.

Conservation/Special Residential

Areas with potential risk for flooding in the 20—25-year range. These areas can also be utilized to preserve natural features and accommodate for flood mitigation. However, these areas can also be used for high flood risk residential lots.

Overlay Districts

Overlay districts are frequently used in zoning and land use planning to protect sensitive environmental features, preserve historic buildings, inhibit development on unstable land, or promote specific types of development. They often fill a gap where traditional zoning codes cannot address specific or complicated developments. The Comprehensive Plan creates three unique overlay districts in Utica with the express intent of cultivating certain types of development in particular areas.

Town Center Overlay District

Historic Utica has the potential to become a thriving, vibrant, and engaging destination in Southern Indiana. With careful development, Utica's Town Center can attract visitors and residents alike with its small town charm, businesses, and entertainment opportunities. Town Center Civic, Town Center Mixed Use, and Town Center Entertainment land uses allow for different activities and development types. Design guidelines, which can be referred to further in this chapter, will help establish a revitalized Town Center with a cohesive, neighborhood feeling, embrace the natural beauty of the Town's location, and will maintain a character that residents enjoy.

Utica Ridge Overlay District

The 2020 Utica Ridge Master Plan envisioned a 130-acre site near the intersection of Old Salem Road and I-265. Prior to this planning effort, zoning in the project area was scattered and arguably incompatible. The Master Planning Team assessed existing planning information, analyzed demographic, economic, and topographic data, studied similar projects, and incorporated community feedback and stakeholder guidance to create a bustling mixed-use district. The plan included commercial, retail, and residential spaces, catering to new residents and regional visitors. Refer to the appendix of the Comprehensive Plan to reference the full master plan.

Marina Park Overlay District

This riverine area can become a commercial and mixed-use destination for marina/river-related activities as well as entertainment, like historic ferry rides. Urban infill housing could also be permitted as a conditional use in this area if developers include infrastructure upgrades to support the increase in density to the area. Its short-term development should prioritize parks and recreation space along the river and flood risk mitigation strategies to create suitable land for a future built environment. An environmental impact study will need to be conducted in this region to understand brownfield remediation.

As established in the Land Use Plan and classifications explanations, specific design guidelines have been prepared for Utica's land uses. These guidelines are incumbent upon aesthetic choices and design decisions which continue to maintain the historic character of the Town. The physical environment directly impacts the way citizens live, work, and play in their community. Land use and transportation planning (explored in the next chapter) determine daily activities like commutes, recreation, and shopping. Developers, property owners, and decision-makers should rely on these guidelines to ensure Utica retains its small town charm. Please note too that a housing study should be conducted by the Town to further residential design guidelines.

LAND USE DESIGN GUIDELINES

Low-Density Residential Guidelines

Large lot, single-family homes largely characterize Utica today. This type of development will quickly consume Utica's limited land area, so this land use has been relegated to the northwest. Existing homes and structures should be preserved as best as practical to maintain the existing character of the community. Homes and accessory dwelling units or structures should be placed on the property in a manner that minimizes the impact on existing sightlines and natural features. Existing topography should be untouched, limiting earthwork and excavation as much as practical. Additionally, existing vegetation and tree canopies should be preserved to maintain buffering between properties, reduce heat island effects, and maintain the existing character of the subdivision.

Design Guidelines

1. Front yard setbacks should make greater separation from the right-of-way. Side yard and rear yard setbacks should support preservation of open space.
2. Homes and accessory structures may be constructed of prefabricated materials, but these must be in a style that requires a permanent foundation.
3. Homes should be designed and made of materials that complement existing architecture and the natural environment.
4. Foundation plantings should be planted to complement the existing character of the community and to ground new homes and accessory structures.
5. Exterior lighting should be limited and directed in such a way to minimize impacts to adjacent properties as well as to preserve visibility of the night sky.

LAND USE DESIGN GUIDELINES

Medum-Density Residential Guidelines

Medum-sized residential lots are a better use of Utica's land development and promotes more housing typologies than traditional, single-family homes. With a permitted density between one-to-four units per acre, medium-density housing typologies will create a unique identity in Utica rarely seen in Southern Indiana towns. Existing homes and structures should be preserved as best as practical to maintain the existing character of the community. Homes and accessory dwelling units or structures should be placed on the property in a manner that minimizes the impact on existing sightlines and natural features. Existing topography should be untouched, limiting earthwork and excavation as much as practical. Additionally, existing vegetation and tree canopies should be preserved to maintain buffering between properties, reduce heat island effects, and maintain the existing character of the subdivision.

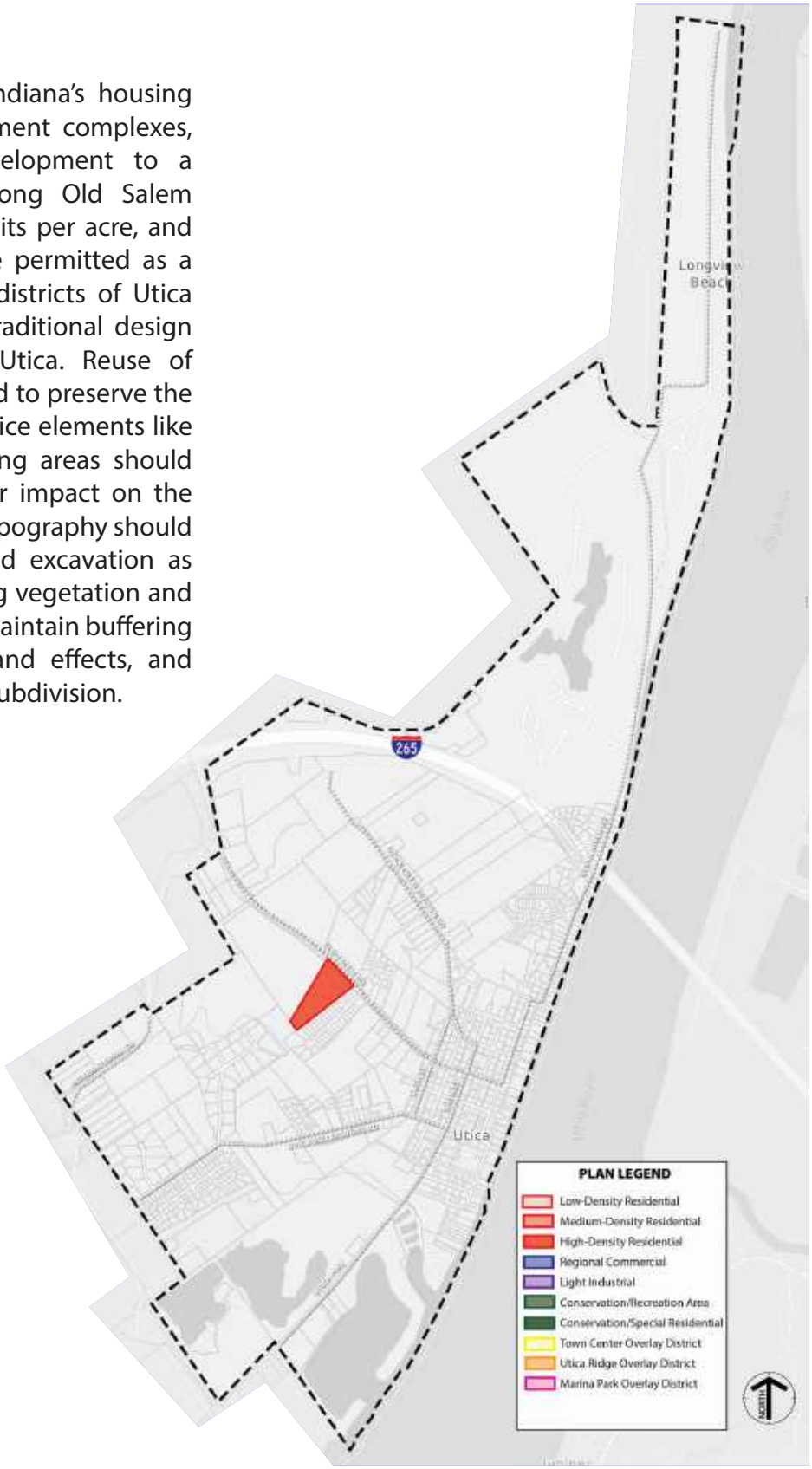
Design Guidelines

1. Front yard setbacks should maintain consistency between homes, to provide a pattern to the neighborhood and interaction with the right-of-way.
2. Medium-density homes should be oriented to face the street. Front porches should be designed to promote neighborly interaction and connectivity with sidewalks.
3. Homes must be permanent in nature and made of high-quality materials to foster longevity and aesthetic value.
4. Urban infill housing should maintain the same design standards and materiality as more traditional-style homes.
5. Homes should be designed and made of materials that complement existing architecture and the natural environment.
6. Foundation plantings should be planted to complement the existing character of the community and to ground new homes and accessory structures.
7. Exterior lighting should be limited and directed in such a way to minimize impacts to adjacent properties as well as to preserve visibility of the night sky.

LAND USE DESIGN GUIDELINES

High-Density Residential Guidelines

Due to the saturation of Southern Indiana's housing market with multifamily rental apartment complexes, Utica has limited high-density development to a single piece of developing land along Old Salem Road. Its density is more than four units per acre, and while multifamily apartments may be permitted as a conditional use in the three overlay districts of Utica so long as they maintain the same traditional design styles of other residential uses in Utica. Reuse of existing structures should be prioritized to preserve the character of Utica. In all instances, service elements like recycling, waste collection, and loading areas should be screened on site to minimize their impact on the surrounding neighborhood. Existing topography should be untouched, limiting earthwork and excavation as much as practical. Additionally, existing vegetation and tree canopies should be preserved to maintain buffering between properties, reduce heat island effects, and maintain the existing character of the subdivision.



Design Guidelines

1. Front yard setbacks should be flexible to provide the best orientation of multiple complexes. Side yard and rear yard setbacks should be set in such a way to allow for buffering between dissimilar uses.
2. Buildings should be oriented toward streets and open spaces and should make use of design features, like balconies or patios, for residential amenities.
3. All vehicular parking should be oriented to the rear of primary structures to limit visual impacts on the public realm.
4. New construction should be built with high-quality design materials and methods to facilitate a pleasing, aesthetic environment.
5. Landscape buffering should be utilized when lower-intensity uses abut or are adjacent to one another. They should also soften streetscapes and make a more aesthetically-pleasing environment for pedestrians.
6. Foundation plantings should be planted to complement the existing character of the community and to ground new structures and accessory structures.
7. Bioremediation systems should be implemented to reduce flood risk and provide sedimentation control.
8. Exterior lighting should be limited and directed in such a way to minimize impacts to adjacent properties as well as to preserve visibility of the night sky.

LAND USE DESIGN GUIDELINES

Urban Infill Housing Typologies – A Brief Explanation

Urban infill housing is already successful locally. The Highlands in Louisville blends single-family housing with small, multi-family units that have a cohesive architectural character. This is also a dense, walkable, trendy neighborhood with a variety of socioeconomic backgrounds living together. In Indianapolis, several historic neighborhoods have used this type of housing as residential infill projects. Fletcher Place feels like a small town with various types of housing and small businesses lining its streets. Broad Ripple, famous for its collegiate scene, is seeded with small, middle-density homes which have been converted into duplexes or triplexes. Additionally, swaths of empty property in the Near Eastside have been filled with new construction cottages which smaller, three-person families are buying instead of large-lot homes in Fishers or Zionsville. And regionally, Nashville, Tennessee's 12th Avenue South neighborhood features upscale bars, restaurants, and diverse housing types to meet a variety of needs.

As the Town Center Overlay District and other residential developments grow, ensuring that people of various socioeconomic means can live and work in a happy community like Utica is crucial. While the examples listed here are neighborhoods of major metropolitan areas, their size and density are comparable to Utica's. They each have a unique identity that Utica can be inspired by. The land development code should be amended to encourage housing density with architectural design standards to match the context, scale, and character of the Town. The land development code should also allow alternate strategies for increasing density in existing structures, like a conversion of an existing single-family home into a multi-unit building or allowing for the additions of accessory dwelling units. High-density, urban infill creates community while also discouraging unsightly multi-family development. Including this in Utica will make it standout from other municipalities in the region.

LAND USE DESIGN GUIDELINES


THE HIGHLANDS, LOUISVILLE


FLETCHER PLACE, INDIANAPOLIS


BROAD RIPPLE, INDIANAPOLIS

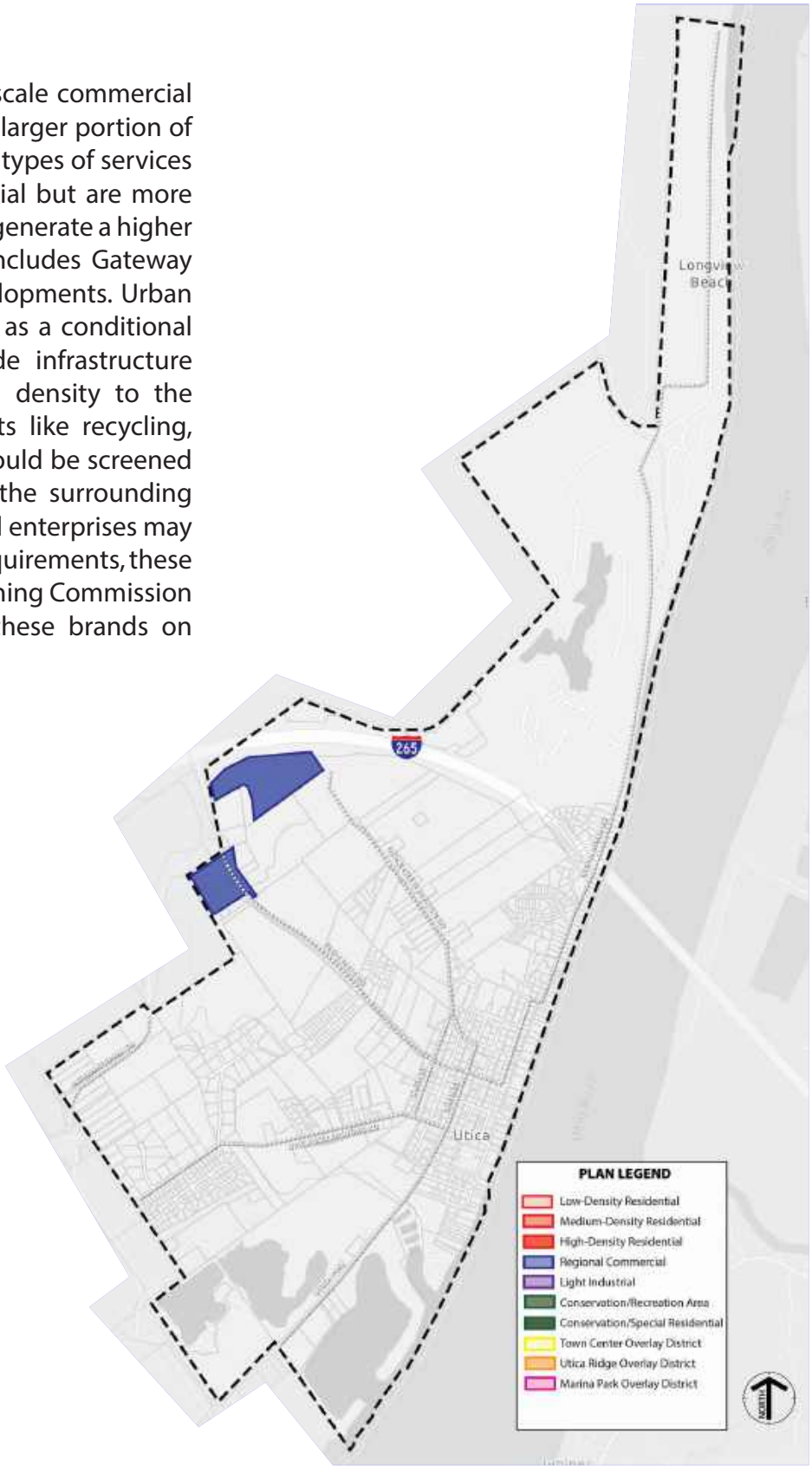

NEAR EASTSIDE, INDIANAPOLIS


12TH AVENUE SOUTH, NASHVILLE

LAND USE DESIGN GUIDELINES

Regional Commercial Guidelines

This commercial use allows for larger scale commercial development geared toward serving a larger portion of the community. Uses include the same types of services as allowed in neighborhood commercial but are more accessible to major thoroughfares and generate a higher volume of traffic. This category also includes Gateway Developments and Planned-Unit Developments. Urban infill housing could also be permitted as a conditional use in this area if developers include infrastructure upgrades to support the increase in density to the area. In all instances, service elements like recycling, waste collection, and loading areas should be screened on site to minimize their impact on the surrounding neighborhood. While many commercial enterprises may have specific branding and materials requirements, these entities should negotiate with the Planning Commission to determine the overall impact of these brands on Utica's vernacular.



4


2

4


6

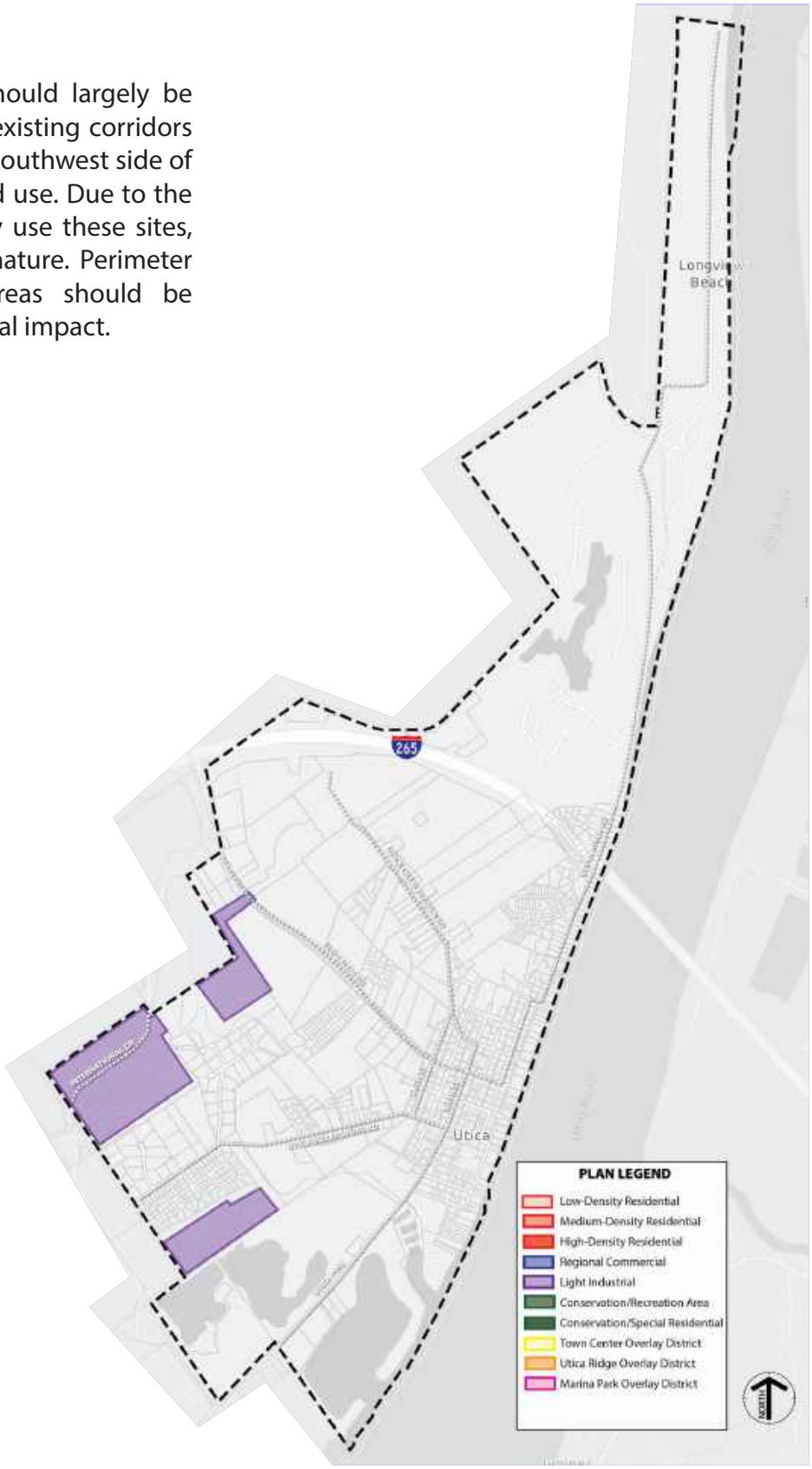
Design Guidelines

1. Setbacks and build-to lines should be set to maintain a closer orientation of buildings with the street to establish a pleasing streetscape and prioritize pedestrian access.
2. Apart from street parking, on-site parking lots should be provided but oriented to the side or rear of primary structures to limit their visual impact to the aesthetics of the streetscape. In keeping with a feeling of "small business" enterprises, parking minimums should be fair but limit sprawl.
3. Pedestrian infrastructure should be well delineated to provide safe passage to building entrances and parking areas.
4. New construction should be made with high-quality building materials and methods to facilitate a pleasing aesthetic environment. Any architectural elements, like storefront windows, awnings, and signage, should be implemented to enhance the pedestrian experience.
5. Existing vegetation should be preserved as much as possible to help preserve the Town's character.
6. Landscape buffering should be utilized when lower-intensity uses abut or are adjacent to one another. They should also soften streetscapes and make a more aesthetically-pleasing environment for pedestrians.
7. Parking areas should be screened with vegetation. Native and low-maintenance vegetation should be used to help ensure the survival of the materials and the overall visual appeal of the property.
8. Exterior lighting should be limited and directed in such a way to minimize impacts to adjacent properties as well as to preserve visibility of the night sky. Timed and/or motion-activated lighting should be considered on the sides and rears of buildings to minimize light pollution.

LAND USE DESIGN GUIDELINES

Light Industrial Guidelines

Due to Utica's size, industrial uses should largely be limited in the Town and relegated to existing corridors with industrial uses. Properties on the southwest side of town could feature light industrial land use. Due to the potentially-large workforce which may use these sites, on-site parking lots will be larger in nature. Perimeter buffering and interior landscape areas should be required to soften the parking lot's visual impact.



Design Guidelines

1. Due to the various scales and circulation needs of light industrial development, setbacks and build-to lines should be set to allow for greater flexibility in the placement of buildings and driveways. This should not have an adverse effect on neighboring properties.
2. Vehicular access and interior circulation should be designed in such a way that large shipment vehicles can easily navigate a site and account for large trip generation.
3. Pedestrian infrastructure should be well delineated to provide safe passage to building entrances and parking areas.
4. Structures should be built with distinctive features that provide a clear visual direction for customers, employees, and deliveries.
5. Landscape buffering should be utilized when lower-intensity uses abut or are adjacent to one another. They should also soften streetscapes and make a more aesthetically-pleasing environment for pedestrians.
6. Parking areas should be screened with vegetation. Native and low-maintenance vegetation should be used to help ensure the survival of the materials and the overall visual appeal of the property.
7. Bioremediation systems should be implemented to reduce flood risk and provide sedimentation control.
8. Exterior lighting should be limited and directed in such a way to minimize impacts to adjacent properties as well as to preserve visibility of the night sky. Timed and/or motion-activated lighting should be considered on the sides and rears of buildings to minimize light pollution.

Conservation and Recreation Guidelines

Areas designated for no further development to preserve the natural beauty of the town or for development into active and passive recreational spaces, such as parks and athletic facilities. These areas can also be utilized to preserve natural vegetation that provides a buffer between incompatible land use areas and provide natural spaces for flood mitigation. Evacuated and FEMA-purchased properties should be used for flood mitigation and conservation zones. Natural prairie or wetland-type landscapes should be planted to allow floodwater to inundate and recede naturally. In all instances, existing vegetation and topography should be preserved at all costs to promote the preservation of regional character and aesthetics. Scenic vistas should be preserved and include seating to enhance the users' experience of the natural landscape.

Design Guidelines

1. Recreation facilities and structures should be designed to complement the surrounding natural environment while not overpowering and dominating the community.
2. Well-designed and planned circulation paths should be considered for users of all physical abilities.
3. Parking should be minimized as much as possible and screened to maintain the natural beauty of the environment.
4. Pedestrian infrastructure should be well delineated to provide safe passage to building entrances and parking areas.
5. Bioremediation systems should be implemented to reduce flood risk and provide sedimentation control.
6. Exterior lighting should be limited and directed in such a way to minimize impacts to adjacent properties as well as to preserve visibility of the night sky.
7. Native vegetation and low-maintenance plantings should be used to ensure the survival of plant material and overall visual appeal of the space.

LAND USE DESIGN GUIDELINES

Conservation and Special Residential Guidelines

Most of Utica's riverfront has been classified as a special area for conservation and residential development. These areas are at risk of flooding over the next twenty years. Many properties in this land use should have no buildings or structures constructed without proper investigation. Rudimentary structures, like public restrooms, could be constructed on-site. All existing vegetation and topography should be preserved. Minimal to no lighting should be incorporated unless necessary for public safety.

Design Guidelines

1. Recreation facilities and structures should be designed to complement the surrounding natural environment while not overpowering and dominating the community.
2. Well-designed and planned circulation paths should be considered for users of all physical abilities.
3. Parking should be minimized as much as possible and screened to maintain the natural beauty of the environment. Construction materials should be non-rigid and non-invasive.
4. Pedestrian infrastructure should be well delineated to provide safe passage to building entrances and parking areas.
5. Bioremediation systems should be implemented to reduce flood risk and provide sedimentation control.
6. Native vegetation and low-maintenance plantings should be used to ensure the survival of plant material and overall visual appeal of the space.
7. Evacuated and FEMA-purchased properties should be used for flood mitigation and conservation zones. Natural prairie or wetland-type landscapes should be planted to allow floodwater to inundate and recede naturally.
8. Special residential permits should abide by the design guidelines for Medium-Density Residential Land Use with additional requirements to provide flood risk mitigation.

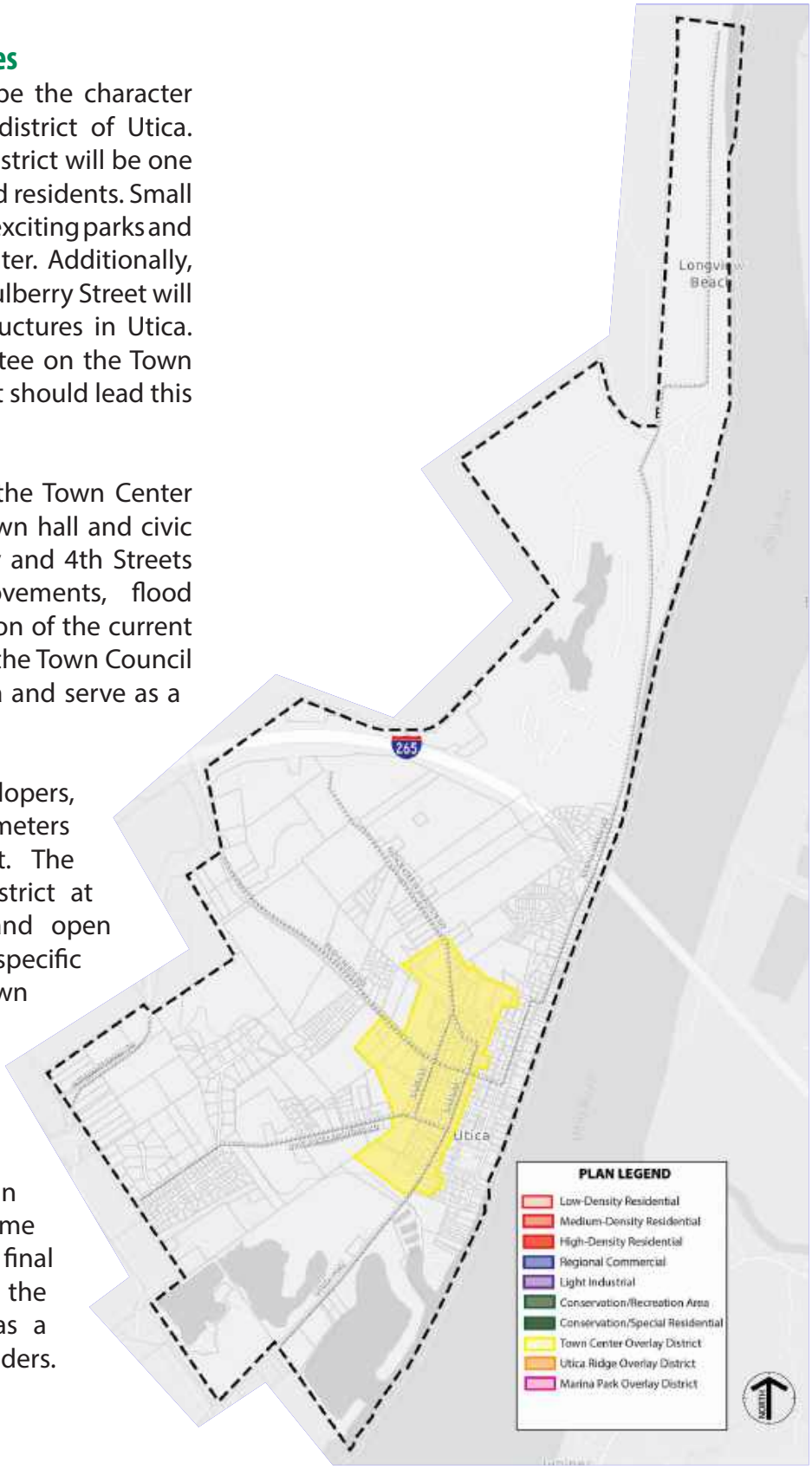
LAND USE DESIGN GUIDELINES

Town Center Overlay District Guidelines

This overlay district will begin to shape the character and look-and-feel of the downtown district of Utica. Formally called the Town Center, this district will be one of the biggest attractions for visitors and residents. Small businesses, unique entertainment, and exciting parks and open spaces will define the Town Center. Additionally, designating a historic corridor along Mulberry Street will help preserve and protect historic structures in Utica. A future Historic Preservation Committee on the Town Council and a beautification movement should lead this effort.

One of the first catalytic projects for the Town Center must be the construction of a new town hall and civic park. The municipal block of Mulberry and 4th Streets should undergo streetscape improvements, flood mitigation measures, and the demolition of the current town hall for a new facility. From here, the Town Council can manage the development of Utica and serve as a community gathering place.

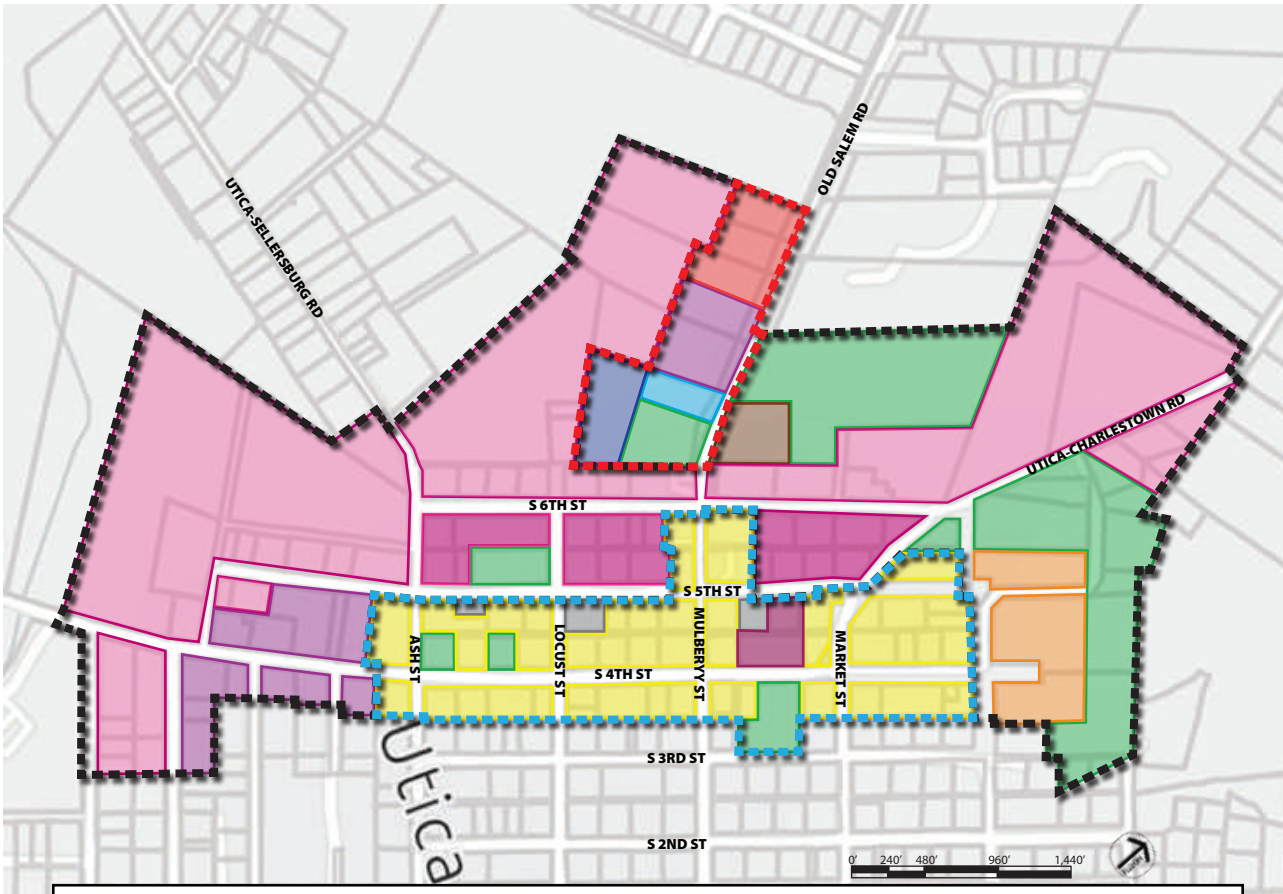
The following guidelines will help developers, property owners, and leaders set parameters for different types of development. The first four guidelines apply to the district at large: streetscapes, parking, parks and open spaces, and the FEMA lots. Thereafter, specific guidelines for land use classes in the Town Center will shape infill development purposefully, fitting into the overall guidelines. In addition, Map #4A identifies the three land use classes downtown, as well as development opportunities, which can be seen in an illustrative rendering on the same page. While these are in no way final determinations for land development, the Planning Team has included these as a visionary tool for Town planners and leaders.



TOWN OF UTICA COMPREHENSIVE PLAN
MAP #4A – TOWN CENTER OVERLAY DISTRICT

TOWN CENTER ENTERTAINMENT INFILL OPPORTUNITY

- Existing Residential Buildings
- Existing Civic Buildings



TOWN CENTER OVERLAY DISTRICT LAND USES AND DEVELOPMENT OPPORTUNITIES

TOWN CENTER CIVIC

- Support Centers
- Community Center
- Park, Public Plaza, Open Space
- Police Station
- Office Space + Shopping

TOWN CENTER MIXED-USE

- Medium-Density and Urban Infill Housing / Mixed-use
- High-Density and Urban Infill Housing / Mixed-use
- Park, Public Plaza, Open Space
- Existing Cemetery
- Library
- Office Space + Shopping

TOWN CENTER ENTERTAINMENT

- Commercial + Dining
- Park, Public Plaza, Open Space
- Town Hall
- Parking Lot

See rendering above for conceptual visualzation of infill opportunities in the town center

Town Center Streetscapes

Streetscapes play a pivotal role in the success of a downtown. The Town Center will likely be a focal point for locally-owned small businesses, so it will be critical for businesses to garner the attention of motorists and pedestrians alike to give them the best chance at long term success. Priority should be given to 4th Street.

1. Rights-of-way should accommodate drive lanes shared with bicyclists, parallel on-street parking, a planted verge or amenity zone against sidewalks, and pedestrian infrastructure.
2. Streets should have a hierarchy, with the main business corridors being 4th Street and Mulberry Street. If necessary, use a property dedication program to gather the necessary rights-of-way to accommodate various streetscape elements.
3. Materiality should complement the Town's historic character in the overlay district. Additionally, pedestrian amenities like benches, wayfinding signage, parking meters, and lighting should not impede pedestrian movement and be fitting with the overlay district's character.
4. Pole-mounted lighting should be used to illuminate vehicular corridors, and pedestrian-scale lighting should be used immediately to structures.
5. Intersections should have unimpeded sightlines, lower driving speeds, and clearly identifiable pedestrian crossings. Stop signs, as opposed to signaled intersections, should serve as the primary means of traffic control.
6. Plantings should maintain clear views through their growth for pedestrian safety and business recognition. Shrubs should be low-growing and trees should have tall trunks and high canopy lines.

Town Center Parking

Southern Indiana is still a car-dependent area, but Utica could minimize car use. Regardless, parking facilities will be necessary as Utica grows. Several strategies can contribute to well-planned parking. On-site parking should be located at the side or rear of primary structures to reduce their visual impact. Minimizing parking requirements for downtown businesses promotes walkability and maximizes land development potential. The FEMA lots could be repurposed as public parking, though pavement should be limited and permeable to promote sustainable practices.

Town Center Parks and Open Spaces

Parks of any size are an asset to any town or city. In a downtown environment even the smallest of pocket parks can enhance the pedestrian experience by providing a comfortable space for respite during one's exploration of the business-oriented streetscape.

1. Prioritize renovation of Carol Thierman Community Park to enhance the network of parks and open spaces in the Town Center. Redevelopment of the current civic center on site should be next.
2. Identify appropriate FEMA lots to be repurposed as public parks and open spaces. Those lots nearest to Carol Thierman Community Park should be prioritized. These lots should minimize pavement area and maximize stormwater capture.
3. Create a series of greenways from Utica-Sellersburg Road to Utica-Charlestown Road through blocks between 4th Street and 5th Street. Pedestrians, bicycles, and other personal transportation should be permitted; vehicles should be prohibited.

Town Center FEMA Lots

A collection of properties throughout the downtown are owned by the Town as the result of a transfer of ownership following successful FEMA buy-back programs after flooding events. These lots are currently undeveloped and should remain open in perpetuity; no structures or significant impermeable features should be allowed on these properties. These lots can help reduce the impact of storms and flooding events by maintaining permeable ground conditions which allow storm water and flood waters to soak into the ground. As stated in the parking and parks and open spaces guidelines, these are the only uses that should be allowed on these FEMA lots. Maintaining these lots as generally open spaces will help to provide a diverse array of experiences available to anyone visiting the Town Center and will help to prevent the downtown from becoming unnecessarily dense with buildings and new development.

These four overall guidelines for the Town Center will inform development which occurs in the following land use classifications. Again, refer to Map #4A for land development opportunities and Chapter 4 Complete Streets Guide for additional development information.

LAND USE DESIGN GUIDELINES

Town Center Civic Land Use

Properties along Old Salem Road and just north of 6th Street have been classified as Town Center Civic Land Use. The development opportunities map indicates that this area could host support centers, a community center in the old Utica Elementary School, public spaces, a police station, and office space and shopping. This region is a welcoming gateway into a revitalized downtown where other civic uses may develop in or be relocated around this hub. The buildings and organizations that occupy this part of town are generally oriented toward serving the public, and the area in general should include plenty of open space for public use and benefit.

Design Guidelines

1. Setbacks and build-to lines should be set so that most of the frontage lot lines are landscape buffer areas to present an attractive and welcoming appearance for pedestrians.
2. Existing structures should be preserved or renovated for civic uses to maintain the existing character and historical significance of certain corridors, like Mulberry Street.
3. Building floor area ratio limitations should be established to permit adequate space for civic buildings without losing the small town character of the downtown.
4. New construction should be made with high-quality building materials and methods to facilitate a pleasing aesthetic environment. Any architectural elements, like storefront windows, awnings, and signage, should be implemented to enhance the pedestrian experience.
5. Signage should clearly identify civic buildings. Wayfinding signage, like monument signs or gateways, should be permitted.
6. Open spaces should be incorporated within structured groups to provide space for public gatherings, historic education, and beautification of the area.
7. Landscape buffering should be utilized when lower-intensity uses abut or are adjacent to one another. They should also soften streetscapes and make a more aesthetically-pleasing environment for pedestrians.
8. Parking areas should be screened with vegetation. Native and low-maintenance vegetation should be used to help ensure the survival of the materials and the overall visual appeal of the property.

9. Exterior lighting should be limited and directed in such a way to minimize impacts to adjacent properties as well as to preserve visibility of the night sky. Timed and/or motion-activated lighting should be considered on the sides and rears of buildings to minimize light pollution.

Town Center Mixed-use Land Use

Most of Utica's downtown falls into this land use. It serves as a buffer against the central businesses of the Town Center from residential land uses beyond. This land use ultimately serves as a transition between a commerce-centered core and a mixture of housing typologies. Open spaces and recreational uses are permitted in the mixed-use area to help enrich the area for homes and businesses. Medium-density and urban infill housing are permitted in this land use too, creating a more vibrant and diverse downtown area.

Design Guidelines

1. Setbacks and build-to lines should be set so that most of the frontage lot lines are landscape buffer areas to present an attractive and welcoming appearance for pedestrians. These should also promote a dense built environment with pedestrian infrastructure, planted verges, and special architectural features for interest.
2. Existing structures should be preserved or renovated for various uses to maintain the existing character and historical significance of certain corridors, like Mulberry Street. Those buildings with historic character should be preserved and landmarked by a committee to enrich the Town Center.
3. Buildings two-to-three stories in height are permitted and should be used as transitions between different uses.
4. Buildings are permitted to accommodate multiple uses if their organization is residential above ground-floor commercial or retail space. Special considerations should be taken to ensure the uses are compatible.
5. New construction should be made with high-quality building materials and methods to facilitate a pleasing aesthetic environment. Any architectural elements, like storefront windows, awnings, and signage, should be implemented to enhance the pedestrian experience.

6. Signage should clearly identify civic buildings. Wayfinding signage, like monument signs or gateways, should be permitted.
7. Open spaces should be incorporated within structured groups to provide space for public gatherings, historic education, and beautification of the area.
8. Landscape buffering should be utilized when lower-intensity uses abut or are adjacent to one another. They should also soften streetscapes and make a more aesthetically-pleasing environment for pedestrians.
9. Parking areas should be screened with vegetation. Native and low-maintenance vegetation should be used to help ensure the survival of the materials and the overall visual appeal of the property.
10. Exterior lighting should be limited and directed in such a way to minimize impacts to adjacent properties as well as to preserve visibility of the night sky. Timed and/or motion-activated lighting should be considered on the sides and rears of buildings to minimize light pollution.

Town Center Entertainment Land Use

This active and bustling business hub and service district aims to attract residents and visitors alike. This land use class encompasses areas from 4th Street between Utica-Sellersburg Road and Chestnut Street, and Mulberry Street from 6th Street to 4th Street. This area can become a premier attraction for the Town of Utica. Other river towns in the region have vibrant downtown districts to turn to for inspiration. Pedestrian-scale, historic buildings, and a diverse palette of small businesses offering a range of retail and entertainment experiences make these towns successful. The following guidelines will assist in fulfilling that vision for Utica. Development should draw people to the area and provide flexibility to support multiple activities. FEMA lots should be prioritized for redevelopment as parks and green spaces.

Design Guidelines

1. Setbacks and build-to lines should be set so that most of the frontage lot lines are landscape buffer areas to present an attractive and welcoming appearance for pedestrians. These should also promote a dense built environment

with pedestrian infrastructure, planted verges, and special architectural features for interest.

2. Existing structures should be preserved or renovated for various uses to maintain the existing character and historical significance of certain corridors, like Mulberry Street. Those buildings with historic character should be preserved and landmarked by a committee to enrich the Town Center.
3. Buildings two-to-three stories in height are permitted and should be used as transitions between different uses.
4. Buildings are permitted to accommodate multiple uses if their organization is residential above ground-floor commercial or retail space. Special considerations should be taken to ensure the uses are compatible.
5. New construction should be made with high-quality building materials and methods to facilitate a pleasing aesthetic environment. Any architectural elements, like storefront windows, awnings, and signage, should be implemented to enhance the pedestrian experience.
6. Signage should clearly identify civic buildings. Wayfinding signage, like monument signs or gateways, should be permitted.
7. Open spaces should be incorporated within structured groups to provide space for public gatherings, historic education, and beautification of the area.
8. Landscape buffering should be utilized when lower-intensity uses abut or are adjacent to one another. They should also soften streetscapes and make a more aesthetically-pleasing environment for pedestrians.
9. Parking areas should be screened with vegetation. Native and low-maintenance vegetation should be used to help ensure the survival of the materials and the overall visual appeal of the property.
10. Exterior lighting should be limited and directed in such a way to minimize impacts to adjacent properties as well as to preserve visibility of the night sky. Timed and/or motion-activated lighting should be considered on the sides and rears of buildings to minimize light pollution.

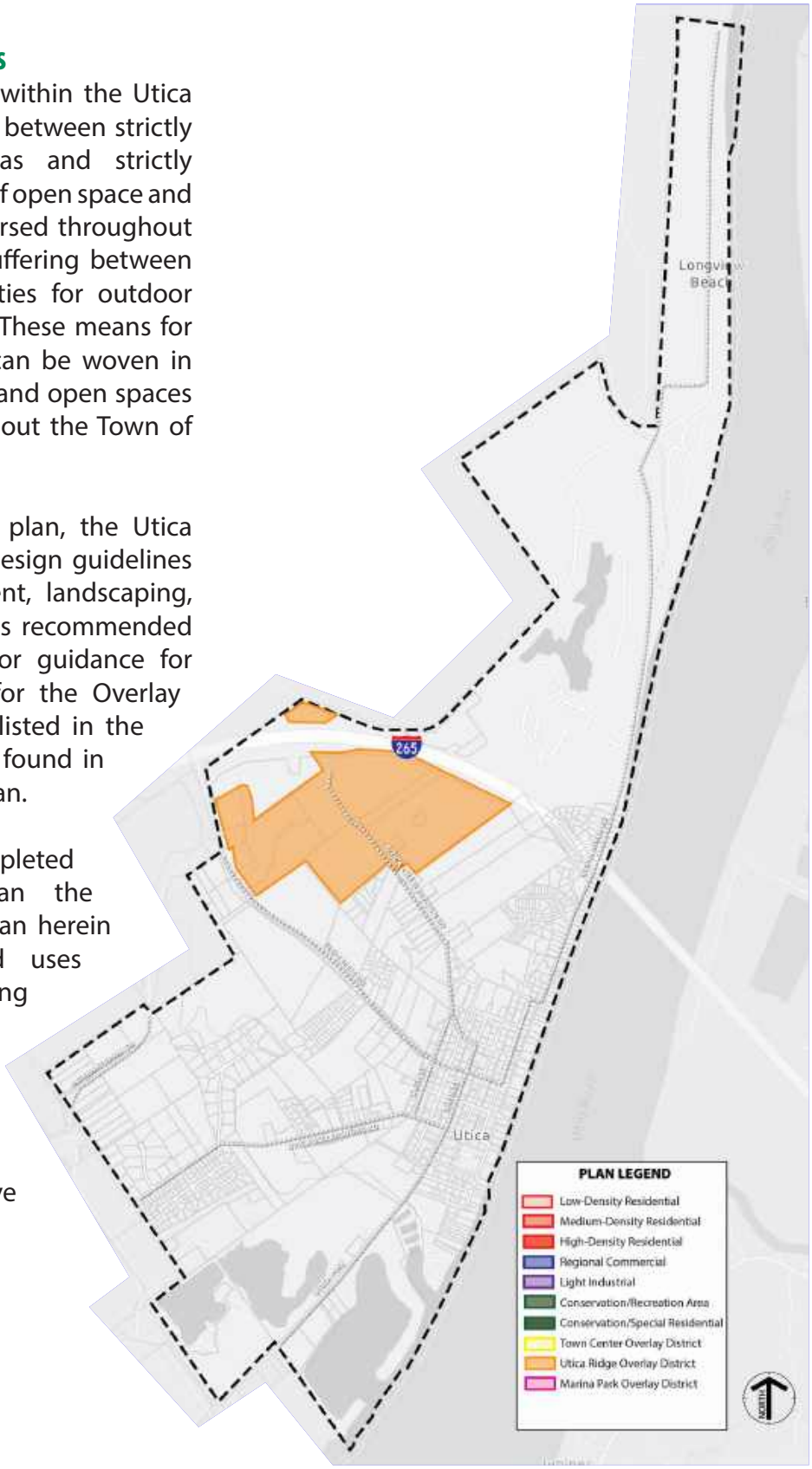
LAND USE DESIGN GUIDELINES

Utica Ridge Overlay District Guidelines

Mixed use developments are located within the Utica Ridge planning area to help transition between strictly commercial and retail-oriented areas and strictly residential areas. Over thirty-five acres of open space and a series of multi-use trails are interspersed throughout the project area to provide further buffering between land uses and to provide opportunities for outdoor activity as a benefit to new residents. These means for maintaining connection with nature can be woven in with the broader system of recreation and open spaces and multi-use trails proposed throughout the Town of Utica in this Comprehensive Plan.

In addition to providing a land use plan, the Utica Ridge Master Plan provides detailed design guidelines for roadways, sustainable development, landscaping, parking, signage, and architecture. It is recommended that the Master Plan be reviewed for guidance for any further policy or development for the Overlay District, in lieu of specific guidelines listed in the Comprehensive Plan. Excerpts can be found in the Appendix of the Comprehensive Plan.

The Utica Ridge Master Plan was completed before the Town of Utica began the Comprehensive Plan. The Land Use Plan herein suggests an arrangement of land uses significantly different from the existing land use and zoning considered when crafting the Utica Ridge Master Plan. For this reason, it is advisable that the Master Plan be updated to ensure its compatibility with surrounding land uses as designated in the Comprehensive Plan.

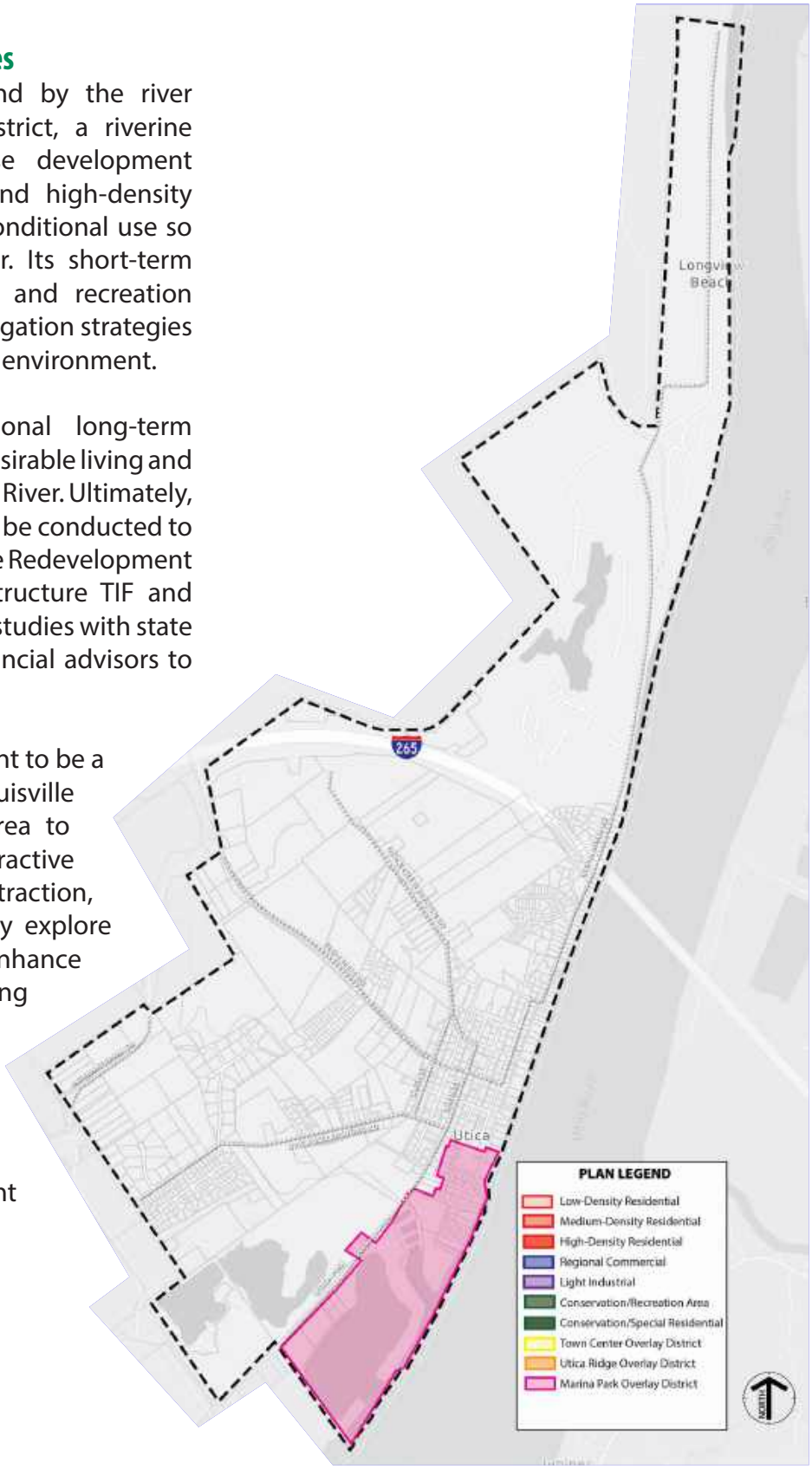


Marina Park Overlay District Guidelines

Land south of Utica Pike and bound by the river is now the Marina Park Overlay District, a riverine area for commercial and mixed-use development and aquatic activities. Urban infill and high-density housing can be permitted here as a conditional use so long as infrastructure upgrades occur. Its short-term development should prioritize parks and recreation space along the river and flood risk mitigation strategies to create suitable land for a future built environment.

With careful planning and intentional long-term development, Marina Park could be a desirable living and recreation area on the banks of the Ohio River. Ultimately, a master planning study would need to be conducted to fully realize the potential of this area. The Redevelopment Commission would also need to restructure TIF and allocation areas, secure environmental studies with state and federal agencies, and procure financial advisors to help catalyze this project.

The Marina Park Overlay District is meant to be a small town, "eat-ertainment" district. Louisville and Jeffersonville have more land area to develop impressive, regionally-attractive riverfront districts. It will be a local attraction, one that visitors may discover as they explore Utica and all it has to offer. It is meant to enhance the riverfront and still provide for boating and river uses without negatively impacting existing or future development. Permitted uses might include galleries, farmers' markets, bakeries, drug stores, businesses, retail shops, emergency services, overnight lodging, and public spaces.



Design Guidelines

1. Building placement should be responsive to the Ohio River. Development character, especially in the marina, should be flexible for pedestrian, boat, and vehicular circulation. However, these developments should not impede vistas of the river and its shoreline.
2. Buildings are permitted to accommodate multiple uses if their organization is residential above ground-floor commercial or retail space. Special considerations should be taken to ensure the uses are compatible.
3. Signage should clearly identify buildings. Wayfinding signage, like monument signs or gateways, should be permitted.
4. New construction should be made with high-quality building materials and methods to facilitate a pleasing aesthetic environment. Any architectural elements, like storefront windows, awnings, and signage, should be implemented to enhance the pedestrian and river experience.
5. Existing structures should be preserved and repurposed for commercial uses to help maintain the existing vernacular of the riverfront.
6. Parking should be minimized as much as possible and screened to maintain the natural beauty of the environment. Construction materials should be non-rigid and non-invasive.
7. Existing vegetation should be preserved as much as possible to help preserve the Town's character and river's ecology. Preservation efforts and remediation cleanups should be prioritized with any new development.
8. Landscape buffering should be utilized when lower-intensity uses abut or are adjacent to one another. They should also soften streetscapes and make a more aesthetically-pleasing environment for pedestrians.
9. Pedestrian access to the riverfront is important, and clear wayfinding signage and delineated paths should connect this infrastructure to other town networks.
10. Any service activities should be limited to minor repair, servicing, and routine maintenance of watercraft; industrial repairs such as construction or rebuilding of watercraft, engine overhaul, installation of new bottoms or substantial structural additions or alterations are prohibited. Launching ramps, boat storage, docks, and small hoists are permitted with special considerations made as to their appearance in the district. Marinas should be limited by the number of boat docks.

LAND USE DESIGN GUIDELINES

PAGE INTENTIONALLY LEFT BLANK

PART 2 – OUR GROWTH STRATEGY

CHAPTER 4: TRANSPORTATION AND MOBILITY

INTRODUCTION

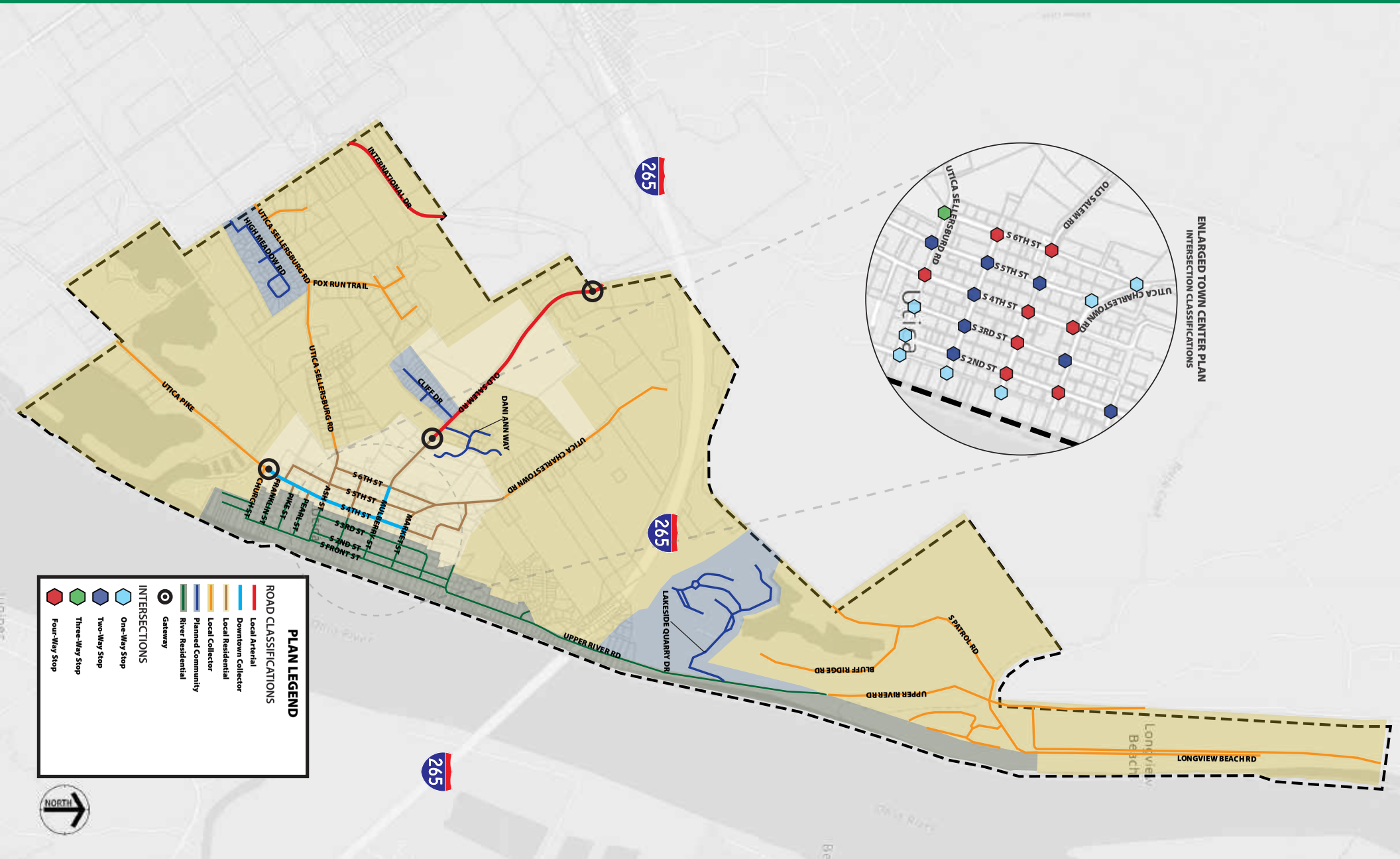
This chapter provides a framework for public officials, developers, engineers, planners, residents, and other parties involved in developing long-term land use and transportation strategies for the Town. These strategies might include reserving right-of-way for future road projects, designating pavement widths, and making decisions about public or private funding. This chapter is not a traffic study nor an elaborate and meticulous analysis of transportation issues. Rather, it is a broad guide to manage long-term growth and land development. The Town's transportation network is largely incomplete, and as it grows, existing networks will be unable to manage the increased traffic volume. Targeted initiatives to create complete streets have been included in the Comprehensive Plan. Utica is unique in that only one state road runs through its boundary – Interstate 265. The remainder of its roads could be considered "local," although Old Salem Road, Utica-Sellersburg Road, and Utica Pike are vital thoroughfares that provide connections to the Interstate and Jeffersonville's transportation network.

While largely vehicle-oriented, this chapter also includes plans for bicycle and pedestrian connectivity through the Town. Utica, when compared to its regional neighbors, lacks the extensive bicycle and pedestrian networks that they provide. New Albany, Clarksville, and Jeffersonville are all linked through their connections to the Ohio River Greenway, and this could be expanded to Utica via Utica Pike. Additionally, like Jeffersonville, Utica enjoys its own connection to the Louisville Loop. Developing an in-town bicycle and pedestrian infrastructure would allow Utica to cultivate these connection opportunities to its neighbors, elevate the overall pedestrian experience, and reduce car dependency in the process.

The Thoroughfare Plan examines the existing road network in Utica, reclassifies roads according to the Comprehensive Plan and complete streets guidelines within, and then highlights where this network should expand. In conjunction with the Land Use Plan, residential-type and collector-type roads dominate the anticipated growth of the Town's transportation network, providing connection between residential land uses. Gateways have also been identified where Old Salem Road and Utica Pike connect downtown in the north and west respectively. Those transition points indicate a clear change in use, function, and road classification in the Town, making them ideal locations for a formal entry into the new downtown. Additionally, specific intersections in the matrix of roads from South 4th Street to the river have been identified. Traditional two-way and four-way stops help control traffic in this area, but as the Town grows, signaled intersections might be necessary to better control the influx of traffic.

TOWN OF UTICA COMPREHENSIVE PLAN

MAP #5 – THOROUGHFARE PLAN



More and more cities are reshaping their roadways as complete streets utilizing flexible design criteria that allow streets to adapt to their environments. Design manuals prepared by leading designers and engineers emphasize this point while also adhering to safety and standards for today's auto-centric society. Streets must accommodate safe travel for everyone, and too often, streets are difficult to interact with or do not provide adequate infrastructure for people with disabilities. An incomplete street might be unpaved, disconnected from the larger network, or may impede mobility. And when a street is incomplete, it lacks adequate accommodation for all users. Accessibility is not only a matter of good design, but it is required by law that all new and reconstruction projects be accessible to all users.

WHAT ARE COMPLETE STREETS?

Planners, engineers, designers, and policymakers are recognizing the importance of complete streets. As defined by the National Complete Streets Coalition, "Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists, and transit riders of all ages and abilities must be able to safely move along and across a complete street."

Complete streets design elements emphasize safety, mobility, and accessibility for all modes and users. To achieve these elements, several municipalities have approached transportation planning with the following CHASE principles: Connected, Healthy, Authentic, Sustainable, and Equitable. Knowing that the Town will grow and redevelop from its current state, the Comprehensive Plan encourages the implementation of complete street typologies where possible. Improving access for users can benefit local businesses and property values too. For example, in Indianapolis, property values within one block of the eight-mile-long Cultural Trail increased nearly 150% between 2008 and 2015, which is roughly an increase of $1 billion in assessed property value. By this metric, the economic and wellness benefits of complete streets cannot be understated.

This guideline will hit on several components of complete streets. Valuable pieces of infrastructure are tied to these typologies, including roadways, multimodal travel, wayfinding systems, intersections, and corridors.

Complete streets complete a municipality's identity and ensure safety and security in transit environments for pedestrians and motorists alike.

ROADWAYS | MULTIMODAL | WAYFINDING | INTERSECTIONS | CORRIDORS

COMPLETE STREETS DESIGN GUIDELINES

ROADWAYS

Road design is governed by detailed and comprehensive guides and standards at various levels of government. Many of these agencies agree that planning and engineering strategies can and should enhance multimodal safety and mobility. Complete streets seek to achieve that enhancement.

Speed is a critical factor in the occurrence of crashes and the severity of their outcomes. Street planning in the late 20th century was grounded in highway design principles that were car-centric and focused on travel efficiency, which ultimately resulted in wider travel lanes that allowed for higher travel speeds. It became commonplace for vehicle travel lanes to be as wide as thirteen feet, which emboldens drivers to travel even faster than the posted speed limit. More recent design principles have been developed in which less emphasis is placed on speed and drive lane widths, and more emphasis on pedestrian safety. Research has shown that narrower drive lanes inherently cause drivers to travel slower, and the extra space made available for pedestrian zones creates a more comfortable experience for pedestrians and cyclists. These "road diets" also utilize design mechanisms such as speed tables, medians, and on-street parking to further enhance the pedestrian experiences and safety while encouraging better driver awareness. Parallel parking, the more traditional on-street parking arrangement, and head-out angled parking are popular design elements for downtown and suburban settings as a means of slowing traffic. Due to Utica's demographics and infrastructure needs, it should strongly consider utilizing road diet design principles for future planning of its road network.


S 4th St, Utica, IN


Old Salem Road, Utica, IN


Utica Pike, Utica, IN


Utica-Sellersburg Road, Utica, IN

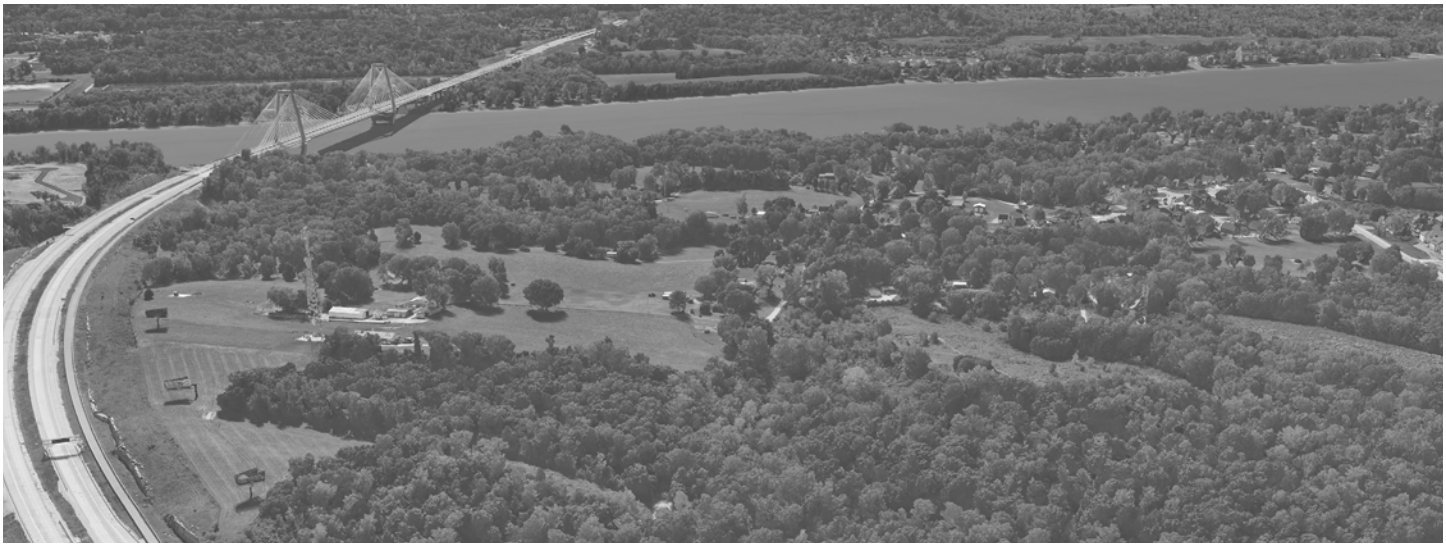
Roads are a vital piece of infrastructure in municipalities, but their priority often outweighs the priority of residents and walkability in their own communities.

Roadway Classifications in Utica:

Six roadway classifications are provided with this Comprehensive Plan. Each classification is meant as a guideline for future roadway improvement projects and construction of new roads associated with future development that follows the land use guidelines provided in this Comprehensive Plan. All the road classifications have distinct features, as described on the following pages, that will be compatible with the different land uses in which they are identified. The Thoroughfare Plan at the beginning of this chapter classifies existing roads and uses colored zones to identify classifications for future roads that may be built in those areas.

These classifications and their recommended features provide idealized guidelines. As future improvement projects and new roads are constructed, the design of these roads will need to conform to specific conditions such as the available right-of-way. Designers are encouraged to maintain as many of the recommended features of each roadway classification and should prioritize continuity of features such as separated sidewalks or shared use pathways where applicable.

ROADWAY CLASSIFICATIONS

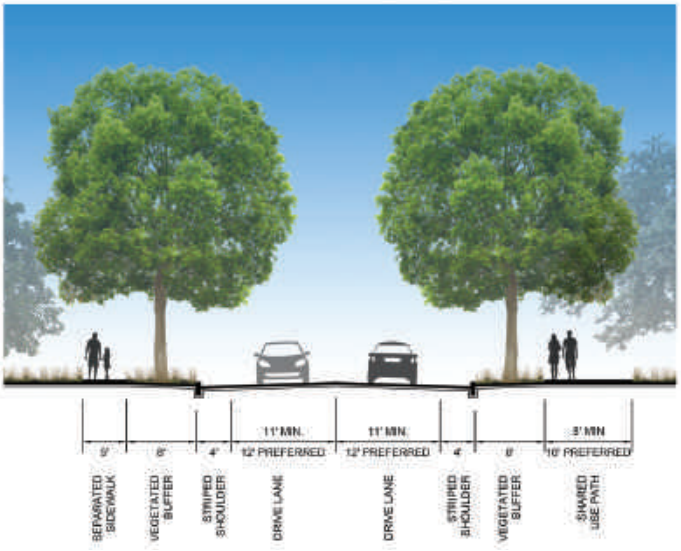


COMPLETE STREETS DESIGN GUIDELINES

Local Arterial

Roadways that primarily serve to bring residents and visitors into or through the Town are Local Arterial streets. This classification applies to Old Salem Road and International Drive. The roads also accommodate larger-sized vehicles, like semi-trucks, and must be wider as a result.

Existing Conditions: Wide rights-of-way and higher speed limits characterize the existing roadways identified on the Thoroughfare Plan. These conditions allow the future accommodation of recommended features.



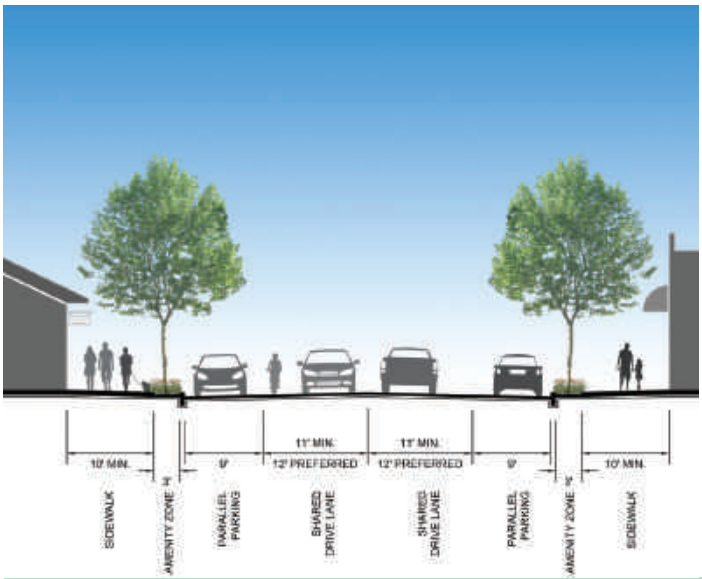
Recommendations:

1. Accommodate these roads' primary function by maintaining the two-lane condition with wider drive lanes appropriate for the existing 40 mph speed limit.
2. Multi-modal transportation can be accommodated with the introduction of a continuous separated sidewalk and shared use pathway. These features will improve the multi-modal transit network in Utica while reducing conflicts with automobiles traveling at higher speeds. Cycling should only be allowed on shared use pathways. Pavement marking on shared use pathways can indicate two directions of travel.
3. Create a welcoming and engaging roadway environment with landscaped verge zones separating the roadway from the sidewalks and share use pathways. Landscaping is highlighted by street trees spaced at 30-40-FT. Street trees should have mature canopy heights allowing no less than 20-FT. vertical clearance above the roadway.
4. Maintain a striped paved shoulder at least 4-FT wide with a continuous curb and gutter.

Downtown Collector

As the Town continues to develop, the opportunity exists to provide an active streetscape encouraging residents and visitors to engage in the public environment. Existing and future businesses can be better served by providing features that encourage pedestrians to engage and linger.

Existing Conditions: Existing businesses and institutions are located along 4th Street and Mulberry Street. These street segments establish a "downtown" area in Utica, however the pedestrian infrastructure is incomplete and could be expanded to promote engagement with existing and future businesses. Along 4th Street the vehicular environment spills out from the drive lane into broad paved areas in front of existing businesses, creating potential conflict with pedestrians.



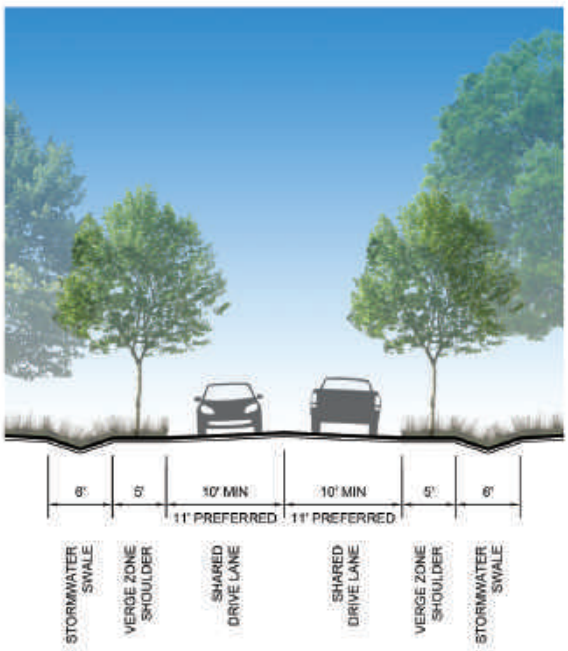
Recommendations

1. Provide wide sidewalks to allow pedestrians to engage with local business store fronts.
2. Separate the sidewalks from the vehicular environment with an amenity zone that can accommodate street trees and pedestrian amenities such as street furniture, wayfinding signage, bicycle racks, etc. Street trees should be provided at a maximum spacing of 30-FT and mature canopies should be no lower than 12-FT. above the roadway to maintain a visual connection with local businesses.
3. Introduce parallel parking space to allow visitors and residents the chance to pullover where their interest strikes them.
4. Maintain a wide drive lane to accommodate shared use with vehicles and cyclists. Pavement markings should be included to indicate the accommodation of cyclists. Vehicular speeds should be reduced to 25 mph to improve cyclist comfort and safe visual engagement of motorists with local businesses.

Local Collector

Where motorists and cyclists move through lower density land uses, this classification accommodates that multi-modal network while maintaining the small town character of Utica.

Existing Conditions: Many roadways through existing residential areas in Utica help establish the small town character. This character includes an informal tree canopy and narrow roadways; it should be maintained and encouraged with future road improvement projects.



Recommendations

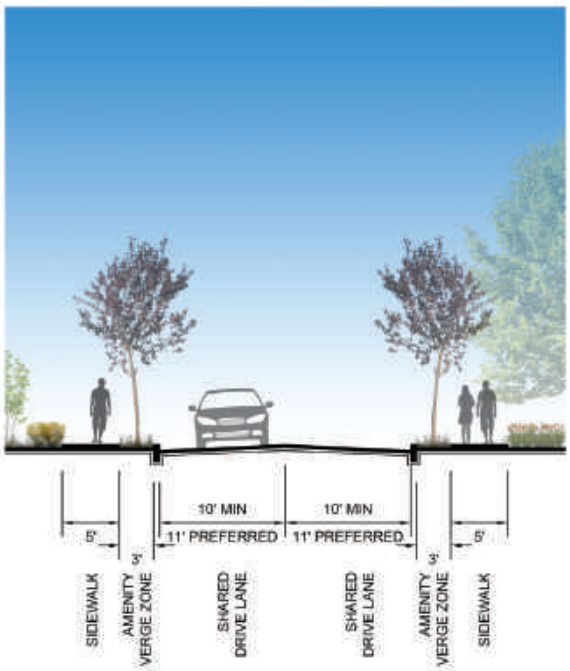
1. Expand the canopy coverage where appropriate by introducing a verge zone shoulder including street trees with a mature canopy height no less than 15-FT above the roadway. Trees should be spaced no less than 30-FT apart.
2. Expand on the stormwater infrastructure of vegetated swales that exist elsewhere throughout the town.
3. Accommodate cyclists with pavement marking and signage indicating the drive lanes as shared use. Vehicular speed limit should be 25 mph maximum.

COMPLETE STREETS DESIGN GUIDELINES

Local Residential

Higher density residential areas can accommodate a more dynamic neighborhood environment by including a designated pedestrian zone separated from the vehicular environment. Accommodating an ease of movement among neighbors can help to build a sense of community that should be encouraged in these areas.

Existing Conditions: The core area of Utica near the 4th Street corridor has the potential to become a dynamic and vibrant neighborhood but lacks pedestrian infrastructure. The relatively narrow rights-of-way help to maintain a denser residential neighborhood and provides an opportunity to include neighborhood-building features as the town continues to develop.



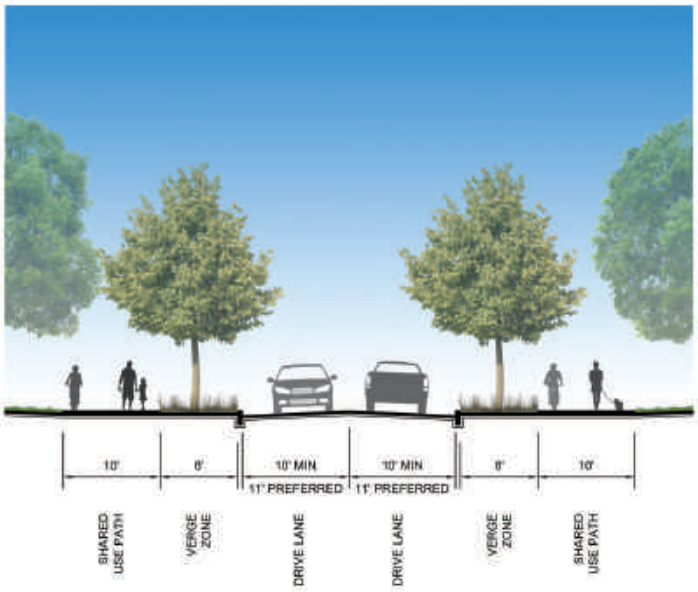
Recommendations

1. Roadways can be improved to encourage multimodal use by providing narrow drive lanes marked to indicate shared use with cyclists. Speed limits should be set at 20 mph to maximize compatibility of cyclists and automobiles.
2. Sidewalks provide pedestrian connectivity among neighbors to foster a strong sense of community.
3. A narrow verge zone including street trees separates pedestrians from automobiles and accommodates vegetation that can help define neighborhood character. Street trees should have mature canopies no less than 10-FT above the roadway and should be spaced between 20-FT minimum and 30-FT maximum on center.
4. On-street parking in residential areas should be limited or prohibited to maintain clear lines of vision and character of the development.

Planned Community

Suburban style, low density, large lot planned communities have found their way into the Town of Utica and may continue to be developed in the future. These types of neighborhoods deserve a roadway environment that accommodates all types of transportation in a manner compatible with the scale of these developments.

Existing Conditions: The neighborhood along Bluff Ridge Road and the Quarry Bluff community east of Interstate 265 are the best examples of these suburban style planned communities. However, these communities do not have continuous pedestrian environments separated from the vehicular environment, which their rights-of-way have the space to accommodate.



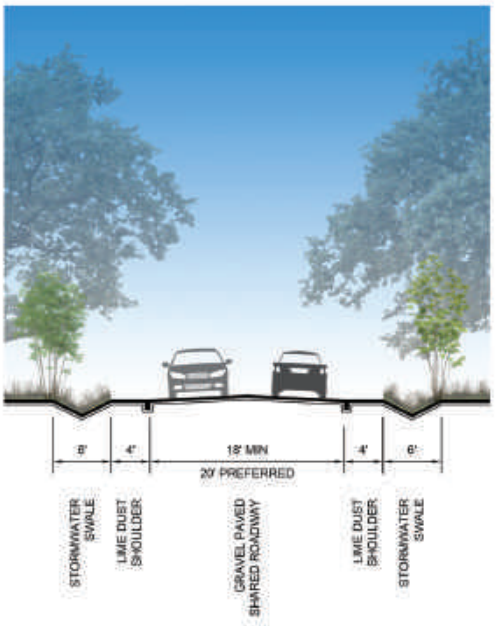
Recommendations

1. Create continuous networks of shared use pathways separated completely from the vehicular roadway to accommodate both pedestrians and cyclists. Shared use paths should be wide enough to allow cyclists to pass pedestrians without conflict. Pavement marking on shared use pathways can indicate two directions of travel.
2. Provide a wide landscaped verge zone to help provide neighborhood character and a sense of continuity with the character in other residential areas in the Town of Utica. Street trees are most important to establish that unity with the rest of town. Trees should have mature canopies no higher than 15-FT above the roadway and should be spaced no further than 30-FT apart.
3. Narrow drive lanes help to maintain the small-town character of Utica and help accommodate the separated shared use pathways within the rights-of-way. Speed limits should be set at a maximum of 25 mph.

River Residential

Utica is a town characterized in large part by its proximity to the Ohio River. While the river is a desirable natural resource, it also presents a hazard in Utica as no flood protection infrastructure exists along the banks of the river within the town. The areas closest to the river present an opportunity to enhance the "river town" character while maintaining a level of resilience against the threat of periodic flooding.

Existing Conditions: Many homes in the lower elevation areas adjacent to the river have been retrofitted to be more resilient against flooding hazard. The roadways in these areas are all constructed with impermeable pavement. Increasing the number of permeable surfaces in these areas can help to reduce the threat and affect that flooding may impact private property.



Recommendations

1. Remove impermeable pavement and replace with unstriped gravel paved roadways to increase the amount of permeable surface in flood prone areas. Gravel pavement can enhance the small, river town character in these neighborhoods aided by maintaining a narrow vehicular environment of 20-FT maximum.
2. A lime dust shoulder adjacent to the roadway will provide a visual indicator of the limits of the vehicular environment and provide a space for pedestrians and cyclists to safely move through the neighborhood.
3. Vegetated stormwater swales enhance the permeability of the ground surface and increase the capacity for transmission of flood water to flow through neighborhoods.

COMPLETE STREETS DESIGN GUIDELINES

MULTIMODAL TRAVEL

Sidewalks are the primary conduit for pedestrian travel and essential for facilitating residential, commercial, and social activity throughout the Town, but multimodal travel is crucial for the success of complete streets. Sidewalks provide access between buildings and outdoor spaces, allowing for dynamic street life, particularly in downtown areas. They should be part of a continuous network and connected with crosswalks at roadway intersections. All sidewalk infrastructure should accommodate people of various ages and abilities and must feel safe and comfortable for all users. ADA standards specify a minimum 5-foot clear path width to accommodate two wheelchairs passing each other. This dimension also provides a more comfortable environment for pedestrians to walk side-by-side and pass each other.

Minimum sidewalk width for ADA is 5-FT. (2020 Louisville CSDG)

Pedestrian Zones:

Sidewalks are just one piece of infrastructure in pedestrian zones, which can be described as a subset of a complete street system. **Pedestrian zones** should include at least a **frontage zone** (minimum 2-FT) as a buffer against buildings or parking lots. This zone should feature landscaping or other visual barriers not tall enough for a person to hide behind. An example of a frontage zone might be a grassy strip wherein a mailbox sits. The **sidewalk** (minimum 8-FT) must accommodate pedestrians and bicyclists alike, and it should be made of a quality material surface. Provided there is sufficient, a **planted buffer or furnishing zone** (minimum 2.5-FT) located against the street enhances protection of pedestrians from roadway hazards.

Street Amenities:

Trees, shrubs, and other landscape plantings have an important role in completing a street. Tree canopies can help make a street comfortable and sustainable, define the character of the street, buffer against traffic, reduce heat island effects, and absorb stormwater. Utica, in particular, has a need for street

Suggested dimensions for pedestrian zones. (2020 Louisville CSDG)

trees to help enhance its river town charm and aesthetic. Additionally, furnishings like benches and other seating options can facilitate gathering, rest, or character when well-designed and intentionally placed. Note though that permanently installed seating should not interfere with building entrances, loading zones, access to fire hydrants, or other conflicts. Furthermore, ADA standards regarding furnishings include:

- 3-FT minimum on each side of a bench
- 5-FT minimum from fire hydrants
- 1-FT minimum from any other amenity, utility, or fixture
- 5-FT minimum clear path in front of a bench located at the back of a sidewalk, facing the curb
- 5-FT minimum clear path behind a bench when located at the front of the sidewalk, facing the curb

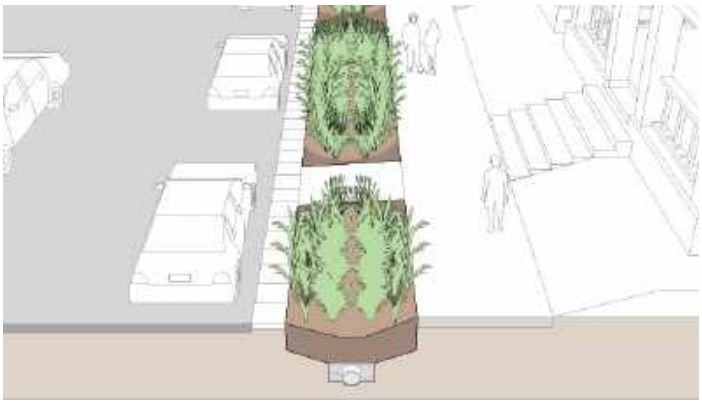
Lighting is also an important amenity to consider where night-time pedestrian activity is likely to occur. Through their type, scale, and design, lighting elements can greatly affect the aesthetic quality and character of an area. And depending on the type of pedestrian zone being considered, the type of lighting should correlate. Pedestrian-scale lighting, such as footpath lighting or lighted bollards, should be provided near transit stops, crossings, commercial areas, or other similar locations. Street lighting, such as acorn-style lamp posts, can be utilized when a pedestrian zone is larger in scale and in need of more light to improve safety and security.

Street-side amenities like furniture, street trees, and lighting help enhance pedestrian zones and prioritize pedestrians over motorists.

Stormwater Management:

A variety of sustainable stormwater management techniques help to collect, treat, and slow runoff from impervious surfaces. Purposefully designed stormwater systems can help reduce the impact of development by managing runoff at the source and mimicking natural or pre-development conditions. This is especially crucial in the Town of Utica, where flooding could hinder development in certain areas of the town. Types of stormwater management techniques include:

- *Biofiltration Swales.* These are shallow landscape conveyance systems designed to capture and treat stormwater runoff as it is discharged to a downstream storm system. These are usually installed in medians, cul-de-sacs, bulb outlets, or other non-pedestrian spaces. These must be designed to infiltrate six inches per hour.
- *Flow-through Planters.* These are smaller bioretention facilities which allow runoff to soak through its soil and filter into an underdrain system. They must be designed to drain within twenty-four hours.
- *Pervious Strips.* Long, linear landscaped areas of permeable pavement or gravel that can capture and slow runoff. These offer less filtration than bioretention and require more maintenance, but they are inexpensive solutions that drain quickly. Pervious strips should be placed strategically on streets to maximize their potential.
- *Permeable Pavement.* These materials allow stormwater runoff to infiltrate to the ground instead of being diverted as runoff into storm drains. Asphalt, concrete, and interlocking pavers all have permeable options. However, these materials must be inspected, replaced, and even vacuumed to ensure their function.



Street-side stormwater management practices, like the filtration zones shown, reduce the impact of development with sustainable practices. (NATCO)

Bicycle Lanes:

Bicycle lanes provide an exclusive space for cyclists by using pavement markings and signage. Bike lanes are intended for one-way travel and are usually located on both sides of a two-way street. Or, on one side of a one-way street, typically on the left side because of how frequently drivers make right turns. These lanes allow cyclists to travel at their preferred speed free from motorists and facilitate predictable movements between both transit users.

- 5-FT minimum width adjacent to a curb with no on-street parking. 4-FT with no curb.
- 5-7-FT desirable width for a lane adjacent to on-street parking. The desirable reach from the curb face to the edge of the bike lane is 14.5-FT.
- Bike lanes are recommended on streets with a posted speed limit of 25-35 mph.

Where additional space is available, consider providing a buffered bicycle lane. Buffered bicycle lanes are usually paired with a marked space to horizontally separate the bike lane from the adjacent motor vehicle travel lane. The preferred horizontal separation width is 3-FT. Separated bike lanes require more on-street infrastructure such as vertical separations, like planters or bollards. The preferred bike lane width is 6-FT. The preferred width between any vertical buffer and the face of curb is 7-FT. Bicycle lanes on roads where separate lanes are not feasible or inappropriate, shared-lane markings ("sharrows") can be used to indicate a shared environment for bicycles and automobiles. Shared-use paths are bikeways which are distinctly separate from roadways. These are often called "trails" because of additional pedestrian recreation which might occur on them.

There are various ways bicycle lanes can be implemented depending on the context and conditions in which they'll be placed, and in their use. Buffered lanes (1), separated lanes (2), "sharrows" (3), and shared-use paths (4) all meet different requirements for users.

Walkability, Connectivity, and Land Use:

Incompatible land use patterns require investments in transportation to access those uses. Car-centric transportation systems demand more roadways, parking availability, and sprawl, which further separates land uses. The example below is characteristic of land development patterns across the country and nearby in Jeffersonville. Retail is located on a major thoroughfare and separate from residential areas. Subdivisions have winding street patterns which discourage through traffic. Trips to retail establishments for residents become longer than their physical distance, congesting roadways as multiple subdivisions funnel onto one transit system.

However, downtown Jeffersonville serves as a great example of a more traditional street gride pattern. It has mixed uses, with residential, commercial, retail, entertainment, and open space blended together. The distances between uses are shorter than the first example, decreasing travel times for motorists and pedestrians alike. Small-lot single family homes and multi-family developments can be accommodated in this typology, but larger-lot single family homes prove more difficult. Understanding land uses and where residents are likely to congregate better inform transit networks.

Suburban sprawl in Jeffersonville winds residential areas outside of major thoroughfares, where commercial spaces are swallowed up in parking lots and large intersections. (Google Earth)

Downtown Jeffersonville has a grid pattern than lends itself well to diverse mobility, including walkabilty, driving, cycling, and potential transit systems as the city continues to grow. (Google Earth)

WAYFINDING SYSTEMS

Pedestrian and bicycle wayfinding systems provide navigational aids that help users orient themselves with their surroundings and determine their preferred route. Wayfinding has an additional benefit in that it creates a sense of place within a community or designated corridor. Signage is utilized to help clearly identify the locations of key destinations and connections to nearby areas of interest and should be flexible to fit in with the context of its surroundings. Typical signage examples include sidewalk signs with area map; decision point signs at intersections showing distances to destinations and directions; and bicycle route signs used to orient cyclists to their surroundings and destinations.

Wayfinding systems should be implemented in a deliberate manner to achieve maximum usefulness. The following demonstrates design guidelines that can be used when developing a wayfinding system:

- Signage should maintain a clear, visible, and consistent design.
- Signs should be posted on both sides of the street or trail along major walking or bicycling routes.
- Maps should be oriented so that the direction the user is facing is at the top, the phrase "You Are Here" is clearly legible, and an upward arrow sits under it.
- Distances should be defined by the time needed to reach them (e.g., "It's a 15-minute walk away" or circles encompassing destinations within walking zones).
- A standard prioritization system should be used on maps to limit the number of landmarks identified.
- The exterior of important building landmarks could be illustrated to help orient pedestrians.
- Indexes of major landmarks should be included.
- Smartphone applications (apps) could be developed to better appeal to a broader user group.


(1)

(2)

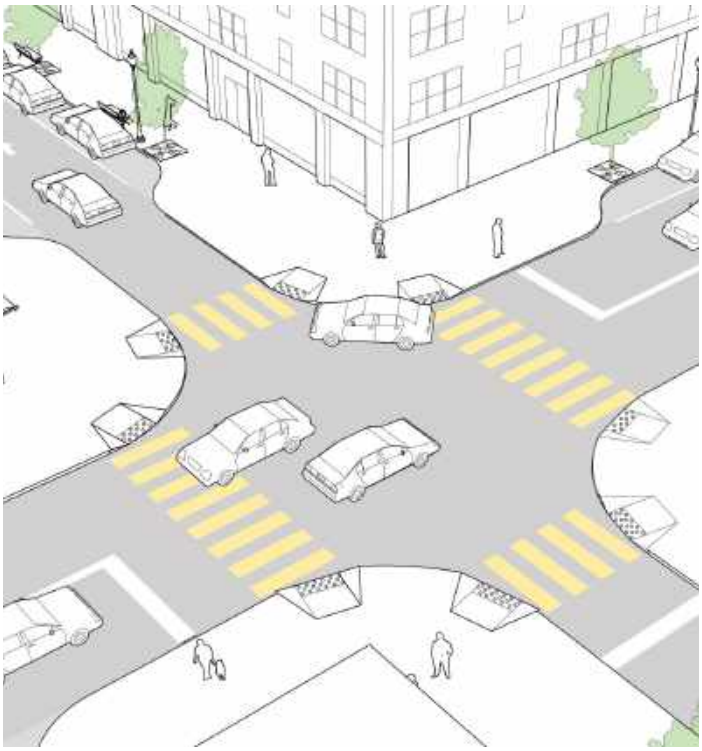
(3)

(4)

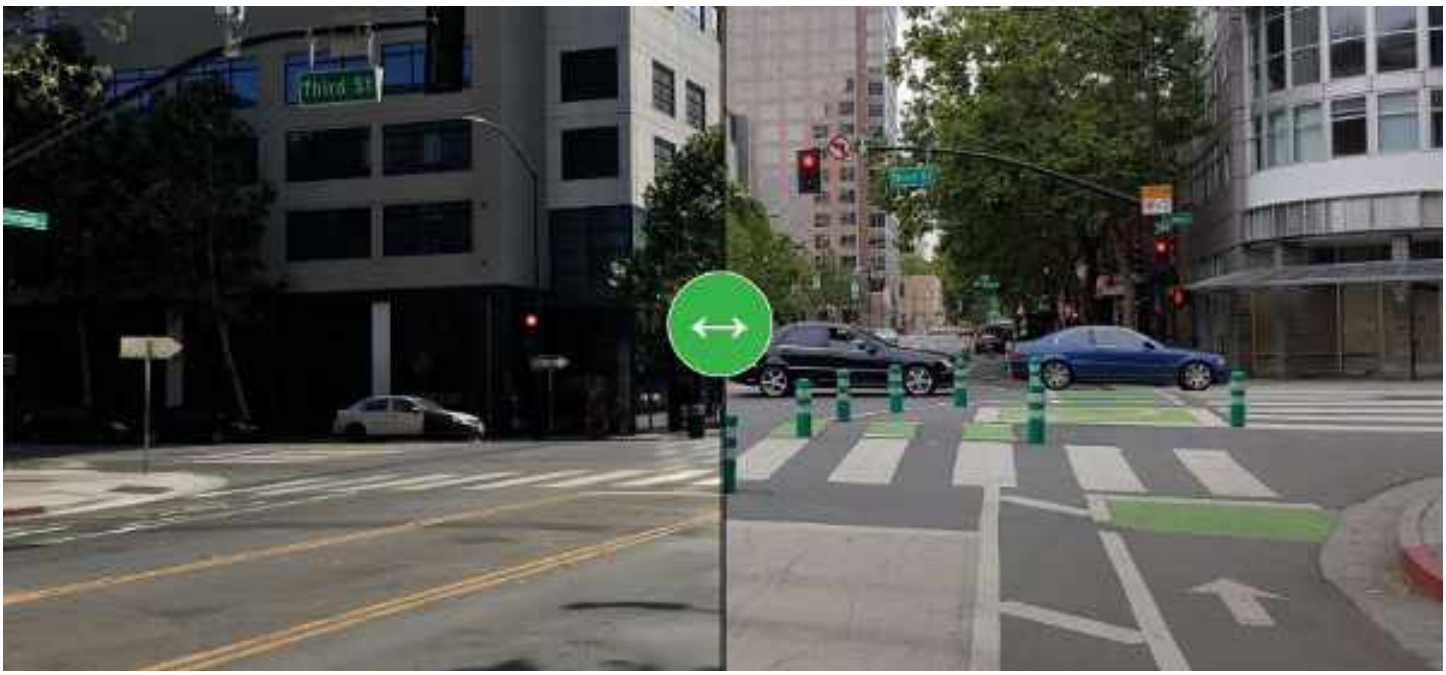
Wayfinding signage packages should be legible for all viewers and adhere to a specific design aesthetic for a municipality. Examples include more modern signs in Portland, OR (1), or more traditional signage like those in Jeffersonville (2), New Albany (3), and South Bend (4).

INTERSECTIONS

Intersections are critical elements within transportation networks and streetscapes. They converge all types of users to a location, becoming key activity nodes, while also being one of the more dangerous places to be for pedestrians, motorists, and cyclists alike. Poorly designed intersections can dramatically reduce mobility and safety for all these modes. But well-designed intersections can tap into civic and economic potential, facilitate visibility and predictability, and promote eye contact between users. It is important to design intersections that at least meet the minimum standards for accessibility, but it is preferred to design intersections to maximize the safety of all users. ADA guidelines require appropriately designed sidewalks and curb ramps at all pedestrian crossings with the ramps having a maximum slope of 8.3% and the sidewalk cross slope being no more than 2%. Curb ramps must be outfitted with detectable warning surfaces, like truncated domes, for the visually impaired.



Intersections with even simple crosswalk patterns create a safer, more complete street system for pedestrians and motorists to navigate. (NATCO)



This before and after image of a street intersection in San José, CA shows how simple treatments in pedestrian spaces go a long way in changing safety and security at intersections. (NATCO)

Additionally, how intersections are shaped plays a key role in maneuverability, safety, and operation. Selecting an appropriate curb radius for the context and needs of the intersection should be based on design speed and vehicle maneuvering needs. A larger curb radius allows vehicles to make turns quickly and make intersections wider. Small curb radii shorten pedestrian crossings, slows vehicular traffic, but impedes larger vehicles. If certain intersections need to accommodate larger vehicles, they should be designed for this; otherwise, smaller radii are more effective in creating a complete street.

Gateway signage, much like wayfinding signage, can vary between contemporary designs or more traditional designs, like this gateway in Carmel, IN.

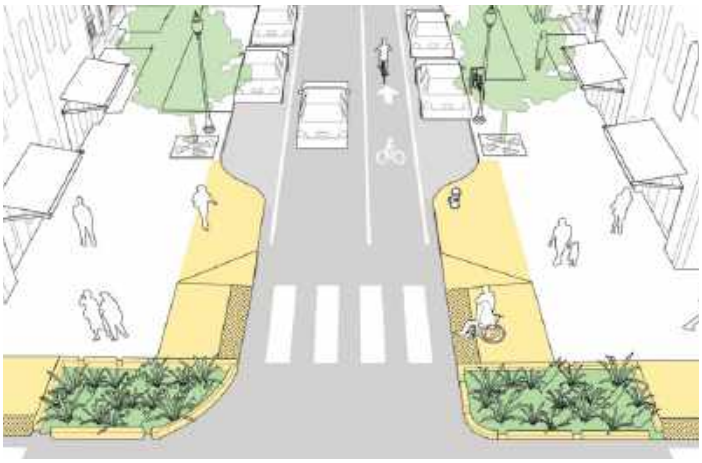
Different Types of Intersections:

Placemaking at intersections plays an important role in community identity, social activity, and public space. Particularly in downtowns and along main streets, roadside amenities like benches, landmarks, public buildings, or public art help with wayfinding and create a more pedestrian-friendly environment. Major intersections often serve as gateways into a community and can delineate a change in street typology, local districting, or public use. Vertical elements like thematic gateways serve as visual cues to motorists and pedestrians about an up-coming intersection.

The following are other ways of modifying intersections to elevate pedestrian safety and trigger driver awareness.

Curb Extensions

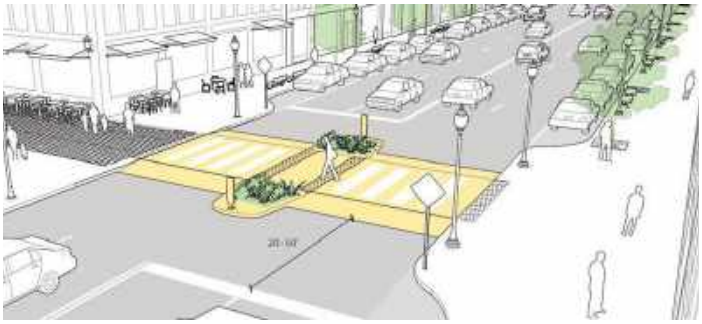
Also called bulb-outs or bump-outs, these extensions can improve the safety of the pedestrian environment by extending the curb line and sidewalk into the roadway. They help calm traffic and can also provide spaces for traffic infrastructure like signal lights or signage. These are typically used at mid-block locations with on-street parking or areas with heavy pedestrian traffic.



(NATCO)

Crossing Islands

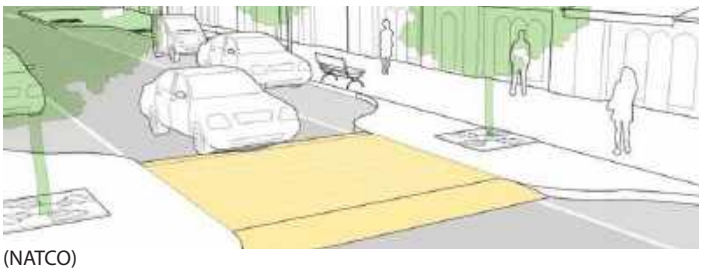
These mid-street places of refuge calm traffic and improve pedestrian safety. They enable pedestrians to cross one direction of vehicular travel lanes, pause at the island, then complete the crossing. These islands often occur on multi-lane roadways or on roadways with higher speeds.



(NATCO)

Raised Crossings

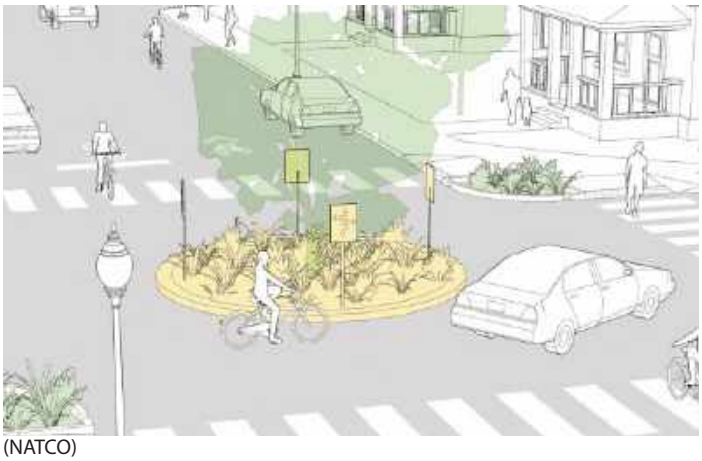
These mid-block crossings prioritize pedestrian movement. Speed tables for vehicles to slow down and stop for pedestrians. To be accessible, the top of the crossing must be flush with the sidewalk.



(NATCO)

Roundabouts

Roundabouts offer an alternative to a traditional signal- or stop-controlled intersection. The modern roundabout differs significantly from traffic circles. Designed with a smaller diameter and yield control on all entries, roundabouts reduce vehicular speeds and operational movements. The diameter chosen for the roundabout must balance safety with capacity. Maximum entry speeds should range from 15-30 MPH depending on the diameter.



(NATCO)

CORRIDORS

The following corridor typologies represent a cross section of typical road types across the US. They reflect not only the transportation needs of the street, so often captured in traditional classification hierarchies, but also the community context and sense of place. Generating these typologies helps apply best practices in complete street design. The needs of any particular street may change depending on use, density, and other contextual factors. For example, a main street corridor would work well in Utica's Town Center and Utica Ridge. The commercial strip would best be applied in Utica Ridge or other commercial areas. The low density highways would work well on Old Salem Road and any future access points into and out of the Town, and suburban/ rural residential corridors would work best in future neighborhood developments.

Corridor #1 – Main Street:

Main streets are the center of neighborhood life, with high volumes of pedestrian traffic, bicyclists, and motorists vying for limited space. While the needs and challenges of main streets differ based on context, most main streets need to balance the needs of local and through traffic while also maximizing livability and economic abilities. Many main streets are located on roadways that provide regional connectivity, though this creates challenges for balancing local community needs with regional transportation connections. Main street designs should limit traffic speeds, prioritize safe pedestrian activity, encourage commerce, and support public spaces.

Many Hoosier towns and cities have formed non-profit Main Street Organizations to revitalize their downtowns. Jeffersonville (1) and Madison (2) both have historic main street corridors that serve as their downtown, but Carmel (3) has a modern, mixed-use, main street typology which better serves its demographics.

Corridor #2 – Commercial Strip:

Commercial strip corridors are typical of development patterns after the 1950s. These corridors are often along arterial roadways in suburban or exurban locations and almost exclusively prioritize automobile use. Pedestrian and cyclist mobility is restricted by disperse development patterns, high traffic speeds, and lack of accommodations. Design solutions for commercial corridors should focus less on street features and more on improving access. Multi-use paths should be installed with wide roadside planted areas to accommodate pedestrians and cyclists. If insufficient space exists, continuous sidewalk strips can dramatically improve access. Narrowing travel lanes to reduce travel speeds and defining turn lanes, as opposed to bi-directional turn lanes, help control high-speed traffic. Curbed and planted medians also serve as visual markers of a change in space. Clear ingress and egress from storefronts and parking lots help reduce traffic congestion as well.

Strip malls and sprawl are tired commercial practices. "Flip the strip" movements are turning commercial corridors into destinations. A shopping mall in Woburn, MA has become a "commercial village" (1) with retail and multi-family living. The Bottleworks District near Massachusetts Ave (2) in Indianapolis has blended historic architecture with complete street practices in a massive retail, hospitality, and dining district.

(1)

(2)


(1)


(2)

Corridor #3 – Low Density State/County Highway:

Many historic highways and byways provided connections between communities well before the automobile. These roads still play a critical role in the region's transportation system by connecting municipalities, job centers, and residential developments. Land uses along these roadways are often disparate while the roadways themselves usually have higher travel speeds. These roadways need to balance high volumes of regional traffic with the needs of residents. A multi-use path could be installed with a wide roadside buffer to accommodate pedestrians and cyclists. Any intersections should be well-marked, since these will often be larger to accommodate shipping vehicles. Bicycle lanes should be labeled as such and maintained for ease of use. Narrower travel lanes are always encouraged too, as well as sidewalk infrastructure. But wayfinding signage or gateway features on local highways help create a sense of place and make these spaces more navigable for visitors. Officially designated scenic byways, like the Ohio River Scenic Byway, often feature specific signage and historical markers which elevate these corridors.

Low density state highways can be outfitted with road improvements to control traffic volume and create a sense of place. Carmel, IN does an excellent job of installing roundabouts and other treatments (1) where state highways or roads intersect local streets. For more historic character or as stipulated by Federal grants, some highways become scenic byways (2), like roads in New Albany, IN.


(1)


(2)

Corridor #4 – Suburban/Rural Residential:

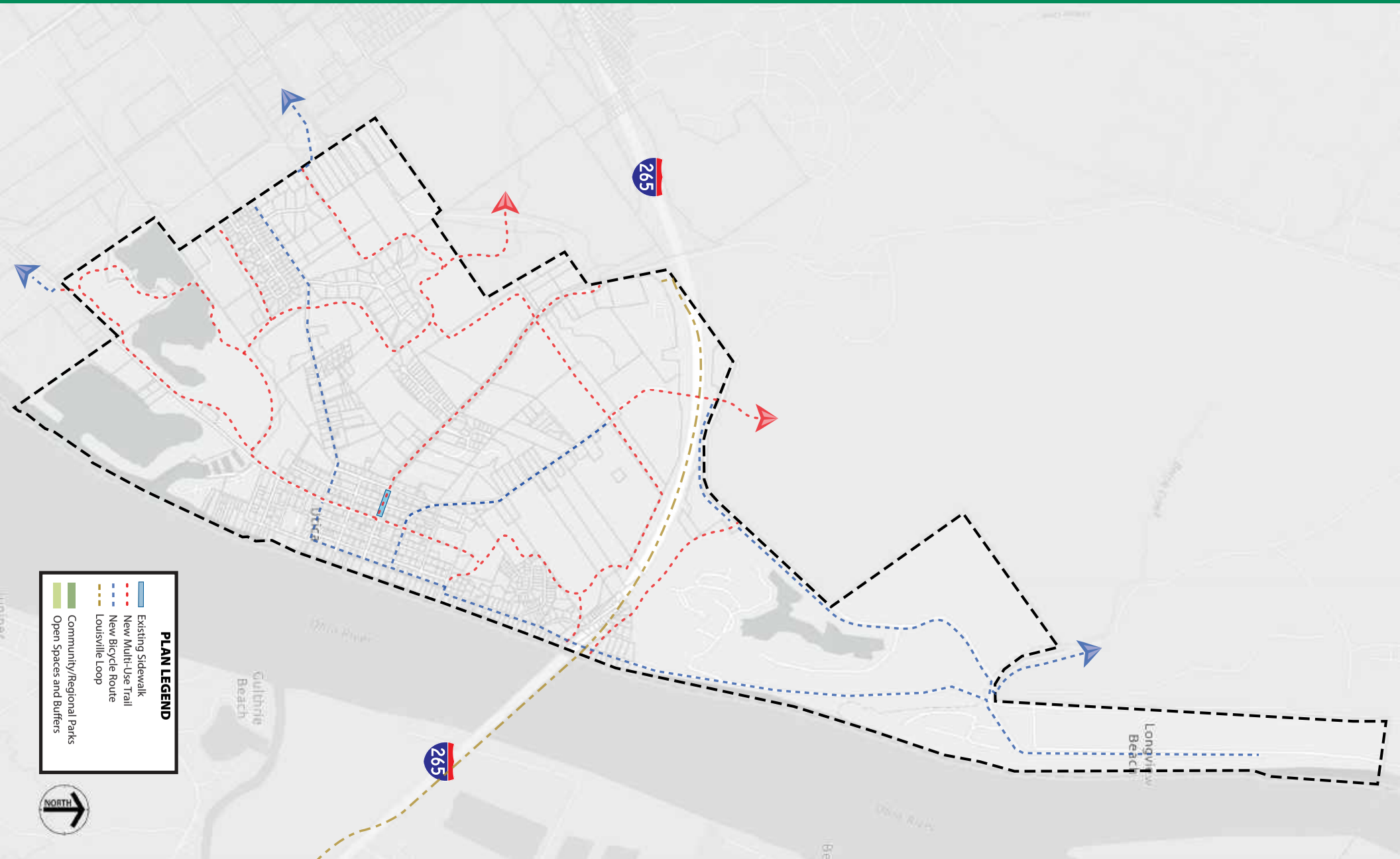
Many low-volume residential streets feature constrained travel lanes which cannot accommodate dedicated space for all modes of transportation. Instead, street designs should focus on creating safe and comfortable spaces. Slower design speeds, on-street parking, and dedicated bike lanes discourage through-traffic and high speeds. These corridors are often called "yield streets," where narrow travel lanes and majority on-street parking force drivers in opposite directions to yield and pass one another. Also, wider sidewalks but narrow planting zones prioritize pedestrian movement and walkability in these corridors. Various intersection treatments, like curb extensions or raised crossings, increase visibility between pedestrians and motorists.

Most residential streets in suburbs or rural areas are two-lanes wide, with a simple sidewalk, and little-to-no other amenities. They limit the ability for different modes of transportation, walkability, and visibility between pedestrians and motorists. The corridor is dominated by homes, driveways, and yards which have been cut off from the street with fences. (NATCO)

Transforming suburban corridors with simple on-street treatments can make these spaces safer and easier to navigate. Planted verges (1) create places for stormwater infiltration. Sharrows (2) in these corridors help make these spaces for everyone, and curb modifications (3) help slow vehicular traffic. On-street parking (4) forces drivers to yield to one another in narrow conditions. (NATCO)

TOWN OF UTICA COMPREHENSIVE PLAN

MAP #6 – BIKE AND PEDESTRIAN CONNECTIVITY PLAN



BIKE AND PEDESTRIAN CONNECTIVITY

As stated in the introduction to this chapter, in-town bicycle and pedestrian connectivity would reduce car dependency and elevate pedestrian experiences in Utica. Several of the road classifications included in the Complete Streets Design Guidelines feature pedestrian and bike lane infrastructure. Utica also has a branch of the Louisville Loop snaking into the town, which offers several opportunities for additional connections. The Bike and Pedestrian Connectivity Plan highlights opportunities for pedestrian-oriented development and pedestrian-friendly transportation in the Town. All existing roadways have been highlighted according to their classifications, denoted by the pedestrian and bike lane infrastructure they support. For example, Local Arterial Streets have shared use paths and sidewalks as part of its classification requirements. This has been highlighted on the plan. Realistically, as these roads start to branch into new developments, the bike and pedestrian infrastructure associated with them will increase connectivity across town. Today, only three blocks of downtown Utica along Old Salem Road have sidewalks constructed. This severe deficiency in serving pedestrians in the Town must be rectified as the Town grows. Connecting Old Salem Road trails with the Louisville Loop and larger networks, like those at Chapel Lake Park, will create a vital pedestrian corridor into the Town Center and create recreation for the neighborhoods along Old Salem Road.

This plan also includes ideation for multi-use trail networks throughout the Town. These trails connect the Town Center Overlay District with several neighborhoods and residential developments, recreation spaces identified in the Land Use Plan, and future expansion beyond Utica. Naturally, as additional development infills the Town, bike lanes and pedestrian networks will connect with these multi-use trails. But each network has its own aesthetic and feeling. Pedestrian infrastructure is more traditional, with built materials and reliance on the built environment to make it inviting to users. Bike lanes, according to the guidelines set forth in this chapter, are shared with motorists or on shared paths with pedestrians. These are modal corridors, designed to get cyclists from destination to destination, but connecting to trailheads or points of interest to enhance user experiences. And multi-use paths are more rugged, designed for physical activity and natural scenery rather than a built environment. These networks will connect to the existing extension of the Louisville Loop along the Interstate and possibly to the Ohio River Greenway, which already connects three of the Southern Indiana river cities. These networks are as important as vehicular transportation in Utica, but pedestrian-centric infrastructure focuses more on residents' experiences in Utica as opposed to the more transient nature of vehicular mobility.


(1)


(2)


(3)

Bike and pedestrian infrastructure differs between materials, use, and feeling. Pedestrian sidewalks (1) often rely on the built environment to create a sense of place, while bike lanes (2) are more modal in that they take cyclists from destination to destination. Multi-use trails (3) blend the two together, providing a shared space for cyclists and pedestrians in a more natural environment.

PAGE INTENTIONALLY LEFT BLANK

PART 2 – OUR GROWTH STRATEGY

CHAPTER 5: OPEN SPACE AND FLOOD MITIGATION PLANNING

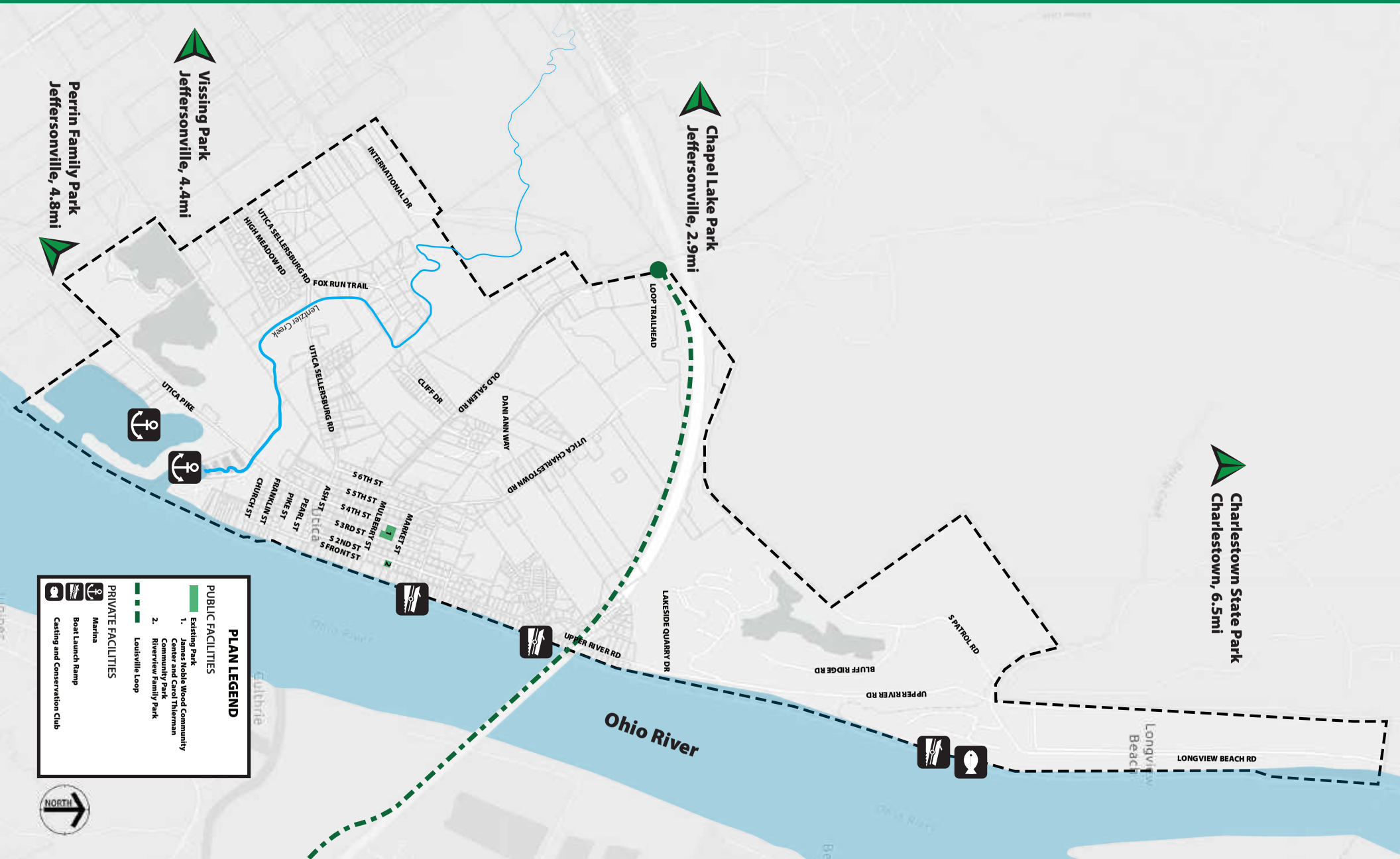
INTRODUCTION

The Ohio River has molded the terrain and ecology of Utica, influenced the forestry that lines the hills and valleys, and provided essential natural resources that spurred settlement and development along its banks. The river also adds a scenic aspect to the Town, priming it for riverfront development, parks and recreation, and because of the riverine terrain, extensive trails and greenways. Residents responded in the public survey that the Town's strongest asset was in its small town feeling and natural beauty and environment. Investing in parks and recreation and planning for amenities which residents can freely use will further strengthen Utica's development. This chapter will examine existing parks and trails in Utica and identify areas for further expansion and growth. The Town's undeveloped open space poses several opportunities for parks systems which could connect to regional systems in Southern Indiana, like the Ohio River Greenway.

Flooding is perhaps the most significant and constant threat to the Town. In the absence of any protective infrastructure like levees or flood walls, the low-lying areas of town along the northern bank of the Ohio River are exposed to flooding and have experienced repeated instances of damaging inundation. Some residences along the river have been rebuilt or refurbished with flood-proofing strategies which elevate parts of the home out of the flood path. The Steering Committee was disinterested in a large, obstructive flood wall through the town. This chapter will also provide various strategies for flood mitigation, protection, and considerations for how best to work with the river's natural flood patterns to reduce the need for built infrastructure.

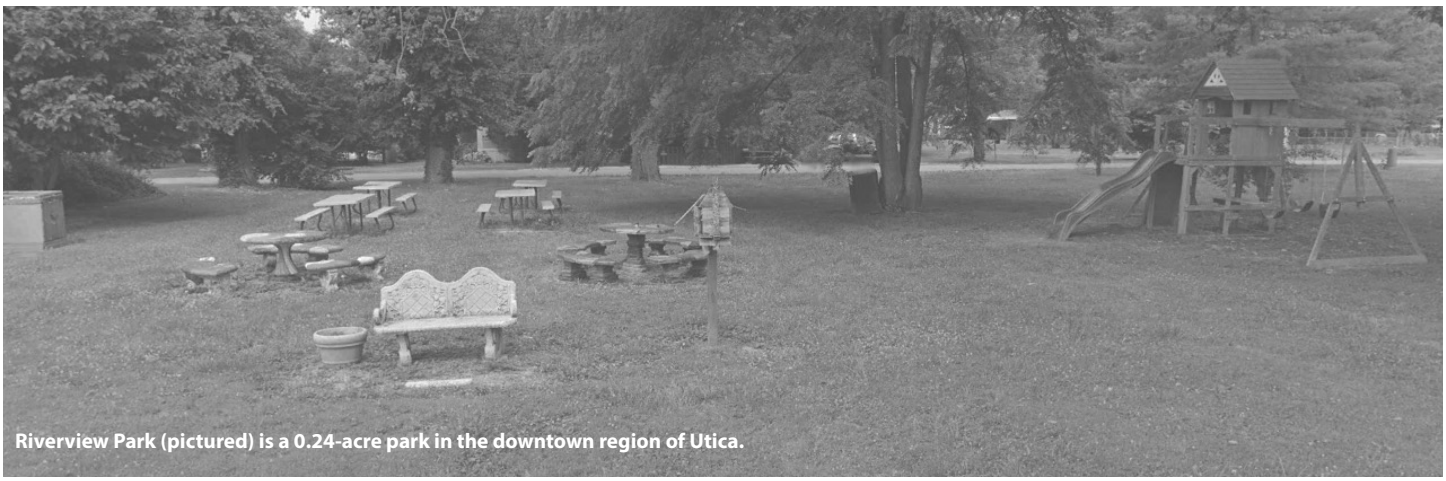
TOWN OF UTICA COMPREHENSIVE PLAN

MAP #7.1 – EXISTING PARKS AND RECREATION MAP



OPEN SPACE PLANNING

The Town has several parcels of undeveloped open space which create opportunities not only for residential or commercial development, but conservation of land and parks space. Some of these locations include the riverfront; the riparian habitat of Lentzier Creek, bluffs along the Ohio River, the marina and harbor, historic limestone quarries and kilns, the sand and gravel quarry along Utica Pike, and property owned by the Clark County Casting Club north of town. However, many of these undeveloped parcels are privately owned, impeding the Town's ability to catalyze parks projects quickly. The Town owns several historic properties in its current downtown because of buyback programs with FEMA. None of these properties have been improved or redeveloped since purchase. Map #7.1 details existing parks and recreation areas in the Town. There are only two named parks in Utica: Carol Thierman Community Park with the James Noble Wood Community Center and Riverview Family Park. Several private facilities, like the marina and casting club and multiple launch ramps are nestled along the riverfront. Because of their private ownership, they are less accessible to residents and visitors than public facilities. The Town is close to several regional parks, including community parks like Vissing Park and Chapel Lake Park in Jeffersonville, and Charlestown State Park further north.



Riverview Park (pictured) is a 0.24-acre park in the downtown region of Utica.

The Carol Thierman Park is part of the James Noble Wood Community Center downtown.

Parks and Recreation Master Plan:

As the Town continues to grow, open space preservation and parks and recreation planning will play a critical role in providing a high quality of life for residents and maintaining the Town's small town character. Current standards for park spaces have been an area of debate over the last several years. Because of different socio-economic neighborhoods, population increases, city boundary growth, and an increase in exurbs and suburbs, the amount of open space and need for amenities vary to accommodate the general population. Previously, the national metric of one acre of park space per 100 people was the leading rule of thumb. This metric, however, is limited and does not consider other important factors, like the square mileage of a city or density of its population. Newer methods now consider other important factors, such as the size of the community's population; the number of residents per park; the operating costs of the parks; the various park types within the parks system; and the number of government employees. To provide an updated review of Utica's parks system against state agencies, the Comprehensive Plan will use the updated Indiana State Comprehensive Outdoor Recreation Plan (2021 - 2025).

The State of Indiana recently provided an update to the State Comprehensive Plan as it relates to parks and recreation spaces. This plan provides data and guidelines for general statewide existing conditions of parks spaces, survey data, acreage and spatial requirements, wetland preservation, accessibility, and outdoor trail guidelines. Guidelines listed for local areas (owned by a county, township, city, or town) recommend that there be twenty (20) acres per 1,000 people, or 0.02 acres per person. Utica currently has a population of nearly 1,000 according to recent census data. **By this metric, Utica needs twenty acres of park space to meet State standards; currently, Utica has one-acre of parkland.** A parks and recreation master plan would complement the Comprehensive Plan and ensure proper planning, acquisition, and development of open space in the Town. A plan would improve funding opportunities, guide sensible development, facilitate community input, ensure the public's desire for parks, and give clear direction for growth.

The State's Department of Natural Resources (IDNR) provides guidelines for five-year master plans to municipalities who wish to be eligible for grant programs, like the Land and Water Conservation Fund, administered by the Division of State Parks, Community Grants and Trails. The Town's Parks and Recreation Board should work with design firms and planners to develop this master plan. A document prepared by the IDNR further details the contents of the five-year master plan, but the contents have been summarized as follows:

- Introduction to stakeholders, parks board members, consultants, and summarization of the plan.
- Goals and objectives to guide the plan.
- Scoping of the entire community, including analysis of natural and landscape features; man-made, historic, and cultural resources; and demographics.
- Full inventory of existing facilities.
- Accessibility analysis to determine compliance.
- Public participation and outreach to ensure the community's input is heard.
- Needs analysis to set a direction for the next five years.
- Mapping of current and proposed facilities.
- Priorities and strategic plans for projects, budgets, and funding.

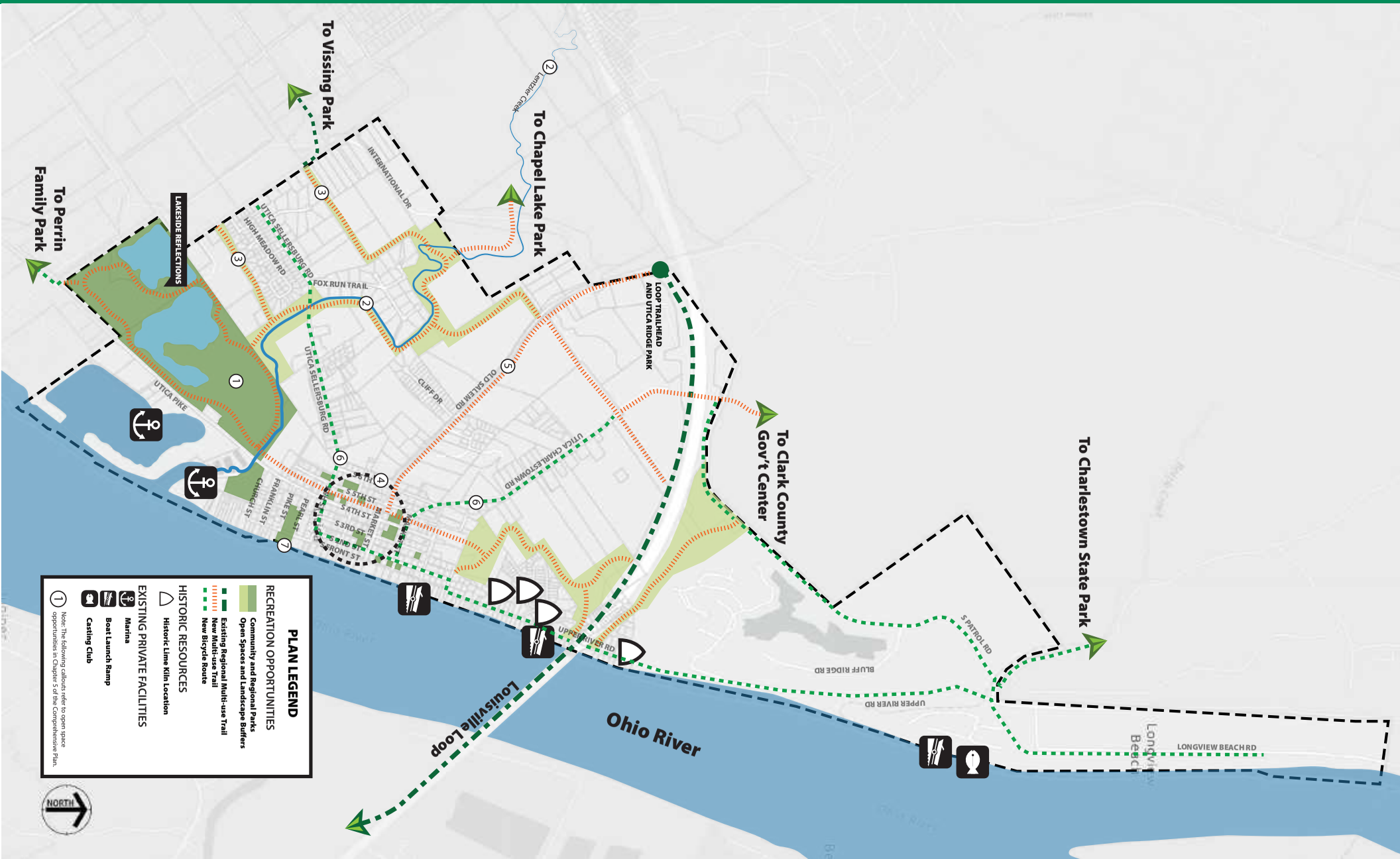
Important objectives for this plan must include:

- Officially protecting desirable land from development, preserving it for its natural value, recreation potential, or as land use buffers.
- Creating a community park to serve residents and attract regional visitors.
- Design and/or improving smaller, neighborhood parks to integrate green space into residential community and to enhance the Town Center.
- Establishing a multimodal trail system, as first mentioned in Chapter 4, to create a network within the Town that connects regional trail systems and open spaces.

State grants and funding opportunities will enable the Town to purchase private land or developed land gifts for parks and recreation. Many of these financial opportunities come with their own stipulations and rules to remain eligible for continued funding. It is imperative that the Parks Board or Town Council be diligent in the development of Utica's open spaces and adopt a five-year parks and recreation master plan.

TOWN OF UTICA COMPREHENSIVE PLAN

MAP #7.2 – OPEN SPACE OPPORTUNITIES MAP



Open Spaces Opportunities:

As the Town develops, it will be important to ensure easy access to publicly-provided and maintained green spaces to serve its residents. In conjunction with the Land Use Plan, Map #7.2 identifies opportunities for parks and recreation spaces in Utica, though these are dependent on public acquisition of private land or protected easements for public access. This plan looks at a higher level of parks planning, specifically on community or regional parks and buffering. There also opportunity areas identified on the plan which correspond with parks projects that would benefit the Town and land use areas.

1. Community Park:

Acquiring privately-owned land by the sand and limestone quarry along Utica Pike could allow for the Town to plan and develop a new community park. Situated along a road that connects to Jeffersonville and further north into Charlestown State Park, this eighty-acre site would have to undergo extensive remediation and conservation efforts. However, its proximity to a major roadway and local amenities makes it the ideal spot for a recreation and nature park outside of the minor flood zone.

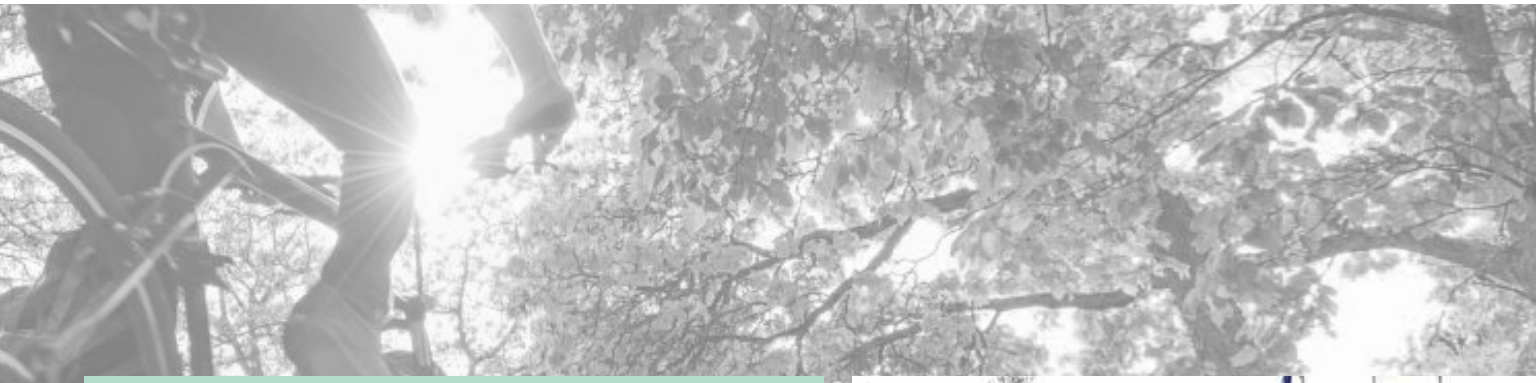
Pictured: The City of Winston-Salem, NC remediated and redeveloped a 228-acre quarry into Quarry Park, an incredible community park in the county.

2. Riparian Corridor:

Preserving Lentzier Creek's riparian habitat is crucial not only for conserving local ecology and allowing for natural flood patterns but also for creating trails which could link to additional systems throughout the Town. In the land use plan, a conservation green belt runs along the creek, from industrial areas in the northwest downhill through residential areas and finally into the marina. Preserving this space and linking it to other amenities using a trail system will make the riparian corridor a vital network for the Town.

3. Buffer Zones:

The land use plan also shows buffer zones between residential and industrial uses on the southwest side of Town. These are meant to conceal obstructive views between uses, mitigate environmental impacts, and connect neighborhoods. These could also include trail networks that allow residents in the nearby neighborhoods to access the Lentzier Creek corridor or provide further recreational opportunities.



4. Town Center Parks:

The Town Center Overlay District has several FEMA lots scattered through the vicinity, which create opportunities for smaller parks for passive and active recreation or leisure. These spaces will enliven the downtown environment, beautify the area, aid in stormwater management by becoming natural flood mitigation zones, and support local businesses.

Pictured: Allison Brook Park in Jeffersonville was an abandoned lot transformed into a town center park for open space and community events.

5. Neighborhood Park:

A new, neighborhood park along Old Salem Road would greatly serve the community as well. Already near several residential developments and along a gateway corridor into town, this neighborhood park would have amenities appropriate for nearby users and connections into the greater trail system.

Pictured: Tyler Park in Louisville's Highlands neighborhood is an excellent example of a neighborhood park that serves a diverse area.

6. Trail System:

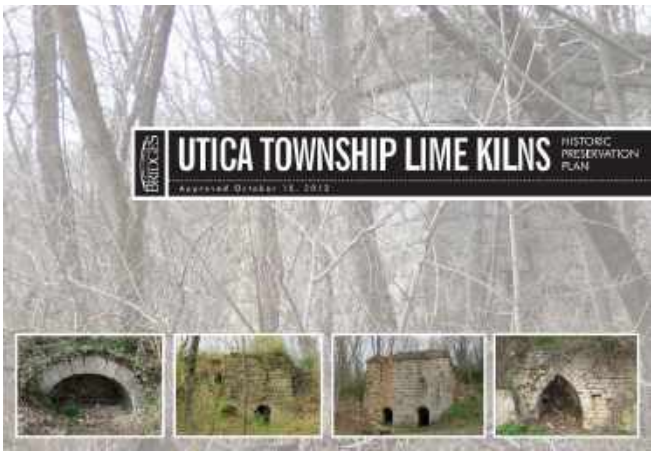
A multimodal transit network provides recreation opportunities to enhance the quality of life and serves as an alternative means for residents and visitors to navigate the town. A bike and pedestrian connectivity plan in Chapter 4 corresponds with the trails identified on Map #7.2 which would reduce car dependency and connect to regional trail networks like the Ohio River Greenway and Louisville Loop.

7. The Riverfront:

As stated, the marina, launch ramps, and conservation clubs are already situated along the riverfront. By further connecting to the river, making the marina accessible to the public, providing riverfront recreation and entertainment, and attracting regional communities, Utica's riverfront can become a dynamic addition to the vibrant waterfronts of its neighboring municipalities.

Pictured: New Albany's riverfront and amphitheater provides entertainment for residents, scenic views, and immediate connections to the Greenway.

As explained in the Town's history in Part One, Utica's natural resources allowed it to be one of the largest suppliers of lime in the region. The lime kilns are no longer in use, but their historic remains rest along Upper River Road on the bluffs of the river. A subdivision has been platted for this area but remains undeveloped; it is identified as a residential land use in the Land Use Plan. A 2012 master plan completed by Ratio Architects in Indianapolis and historic preservationists at Gray & Pape, Inc. suggested preserving those parcels platted for homes in the subdivision as historic sites. There were several concepts suggested for this site. One concept provided public access points to preserved sites, easements, and buffers with signage in the subdivision indicating the kilns' locations. Other concepts consolidated lots with "cluster zoning" and platted a conservation subdivision with an historic farmstead constructed on site. Development of this residential subdivision should preserve the lime kiln sites while working with designers on how to enhance the historical essence of these features.

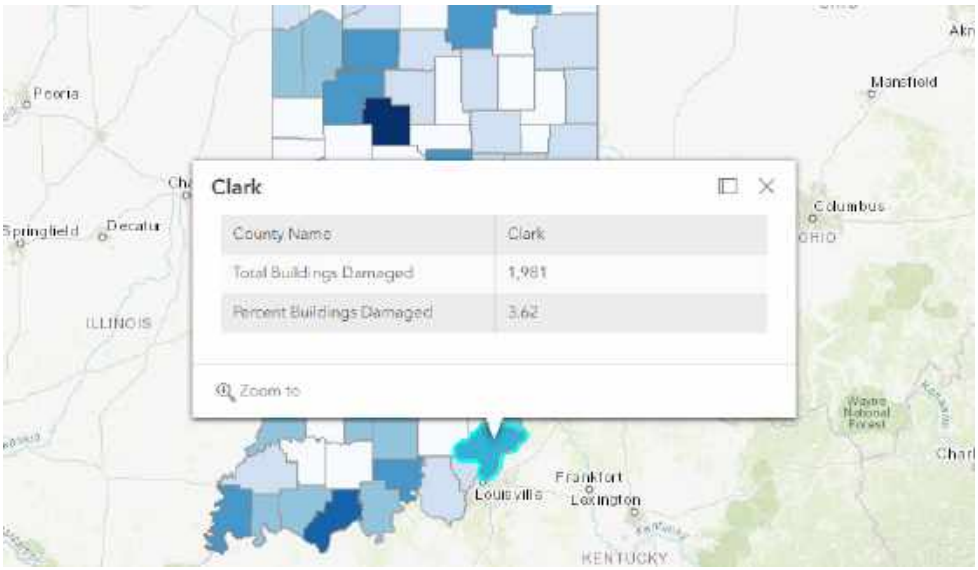


Note: The asterisks on the plat below indicate locations of lime kilns identified by the 2012 Planning Team. The master plan was completed ahead of the construction of the Lewis and Clark Bridge and I-265 expansion. Indiana Landmarks supplied Luckett & Farley with the above information and master plan from their archives.

FLOOD MITIGATION PLANNING

A flood risk analysis was conducted as part of Chapter 2 of the Comprehensive Plan. A Special Flood Hazard Area, subject to one-percent annual chance of flooding (a 100-year flood), impacts a 0.67-square-mile area in Utica, primarily from 6th St, up Lentzier Creek, along Utica Pike, and the environs around the marina. Most flood events occur in late winter and early spring, as stated, with some pop-up events due to severe weather in the summer or snowfalls in early winter. Any development north of 6th Street will fall outside of the often-crossed minor flooding threshold, which is when the normal pool elevation of twelve-feet reaches twenty-one-feet in height.

In 2019, the Indiana Department of Homeland Security and the Polis Center developed a Multi-Hazard Mitigation Plan to expand flood mitigation and resiliency in the state. It recognized that climate change is aggravating precipitation, especially storm events, throughout the state. In fact, Southern Indiana has had its annual average precipitation rate increase by nearly seven inches in the last two hundred years. Climate scientists believe that this rate will increase by eight-percent in the next fifty years. Without a flood wall, Utica will continue to be at risk of flooding, but naturalized mitigation techniques centered around stormwater management and open space design can prohibit increased damage. The Mitigation Plan goes on to identify how IDHS works with FEMA to acquire flood-damaged properties and increase natural flood storage areas, resources Utica could utilize. The Town already has several FEMA lots, and this land could be turned into community green spaces, one of the best cases of land management identified in the Mitigation Plan.

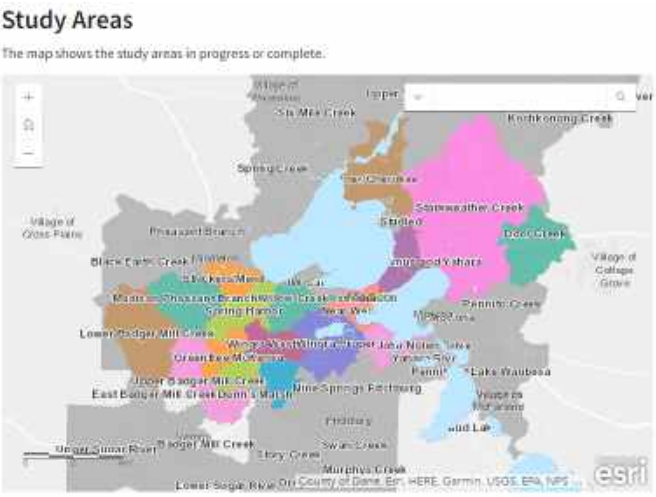


Madison is a bustling, lakeside metropolis aggravated by winter weather and precipitation events. The City partnered with engineering consultants in 2020 to provide flood prevention strategies based on watershed studies conducted in 2018-19. The three-phase study collected stormwater data; constructed computer models for precipitation events, flood risk, and stormwater infrastructure; and provided solutions for watershed sectors of the city. These reports were published on the City's website. Each includes an overview of the project, public input, results, and maps identifying open

spaces, stormwater infrastructure, and upgrades necessary to combat flooding. Additionally, the City has flood mitigation projects concentrated on preventative cleaning to keep infrastructure clear. These include stormwater basin cleanings, restoration projects, storm sewer enlargements, and detention/retention areas coordinated by City Engineering.

City Planning also adopted new development requirements for stormwater management. In terms of water quantity control, all new developments are required to match the peak stormwater runoff rate leaving the site to peak redevelopment runoff for varying-sized storm events. In terms of water quality, the City has several solutions. Developers must ensure that eighty-percent of sediment leaves a developed site and doesn't infiltrate into waterways. If a site has a drive-thru, over forty parking spaces, or contributes to heat island effects, oil and grease controls must be implemented. Newly developed sites must infiltrate ninety-percent of the water that infiltrated pre-construction. Interestingly, all stormwater runoff which flows into the Sugar River watershed must be thermally controlled to reduce discharge temperatures. For re-developed sites, additional stipulations are made for peak flow and volume requirements and reducing total suspended solids in runoff.

Civic efforts like watershed studies and development standards directly combat flood risk in flood prone areas. Madison, Wisconsin is quite larger than Utica; it has the necessary resources, capital, and staff capable of completing these efforts. Metropolitan-sized projects can be scaled down, relatively, for small towns too, especially when one considers the differences in land area. Conducting watershed studies in Utica would take fewer resources but yield similar results. The City of Madison has watershed stewardship programs too, which work to educate the public on how they can contribute to flood prevention. Guides on how to install a rain garden, modifying leaf management, and learning about "ripple effects" have led to neighborhoods developing their own standards for mitigation which complement the City's efforts.



CASE STUDY: CITY OF MADISON, WISCONSIN

Mitigation Strategies for Utica

The Comprehensive Plan's Steering Committee indicated a desire to invest in less intrusive mitigation methods than a flood wall. The Planning Team and Steering Committee have identified the following mitigation strategies for how best to reduce flood risk in Utica and implement best practices for the Town.

Mitigation Strategy #1:
Enlist the services of qualified, professional consultants to provide a tiered set of strategies to implement infrastructure that controls and contains flood water and stormwater runoff.

The Comprehensive Plan does not provide the necessary efforts needed to identify these controls. The Planning Team suggests conducting a flood protection study with qualified, professional consultants to implement better mitigation controls that best fit the Town. This way, the Town can evaluate options and select those that balance financial and logistical constraints with achievable, maximum protection. There are three primary factors consultants should consider as they begin the study. First, most riverfront property is privately owned and currently zoned for single-family residences, making it difficult for a public entity to acquire privately-owned land. Locating additional land, besides the FEMA lots, is crucial for proper mitigation though, so consultants and the Town must be diligent in this matter. Second, land use planning and zoning must be used to delineate a boundary between protected and unprotected areas within the Town. For example, in Louisville, some areas along the river have been developed even on the exposed side of flood protection systems. Careful consideration must be taken when determining the location for such infrastructure. Third, access to the river plays an important role in the identity and economic vitality of the Town, so flood protection should not deter use or recreation.

Mitigation Strategy #2:
Formulate development standards for stormwater reduction based on types of development and record these as an update to the existing ordinances.

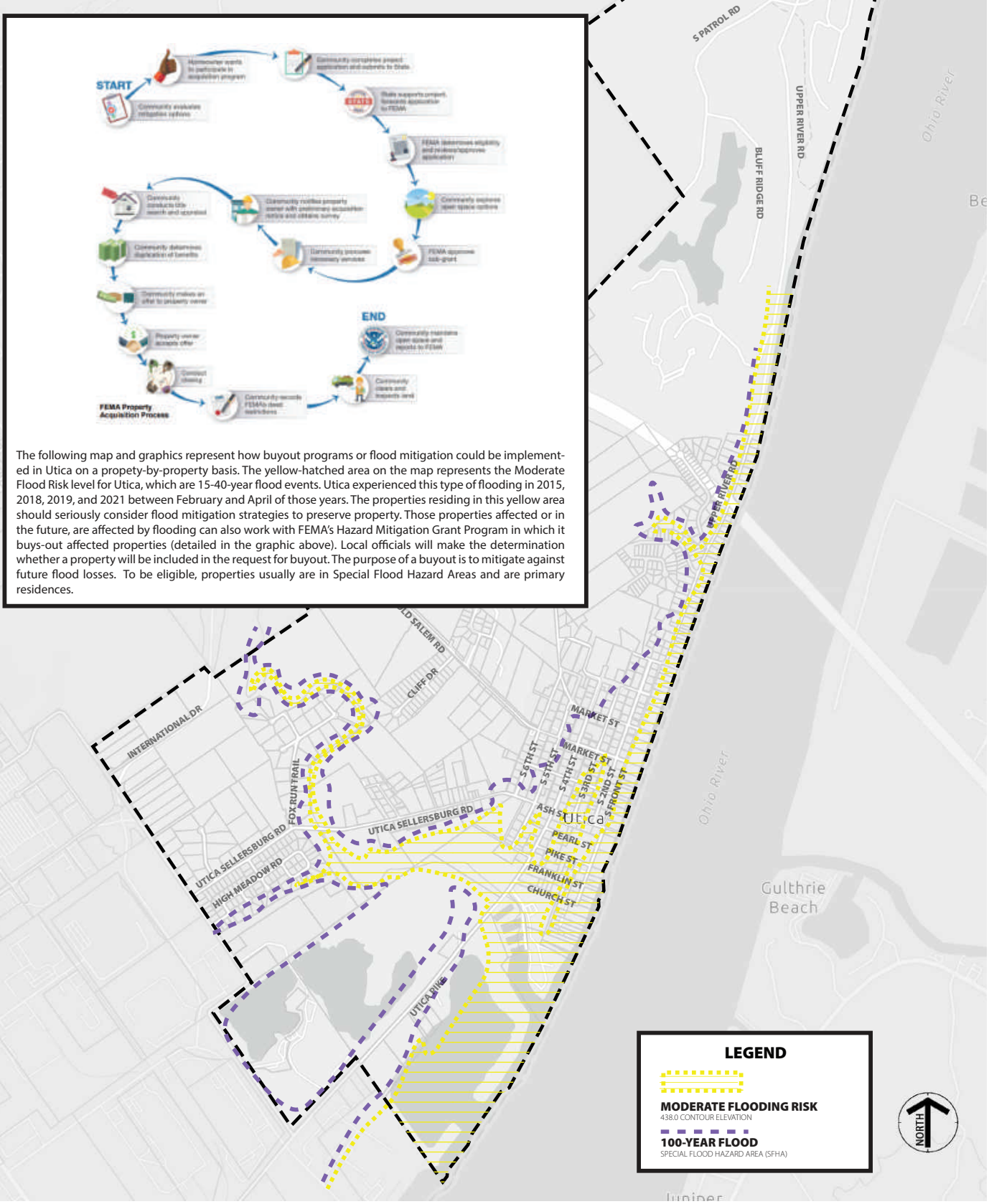
Currently, ordinances concerning flooding (2014-02) and drainage (2018) have been adopted to help guide decision making in the Town. These ordinances should be updated to match suggestions made in the Comprehensive Plan, if not also combined into a single stormwater and flooding ordinance, to account for land use planning and other strategies in the Plan. It is important that the flooding and stormwater management strategies required and regulated by the Town do not conflict with new patterns and trends of development expected when the Comprehensive

Plan is adopted. The Town should consult with the Army Corps of Engineers to capitalize on opportunities for proper stormwater management techniques for mitigation. Stormwater reduction strategies should relate to zoning codes as well. Such codes should require stormwater reduction or retention through a set of optional strategies. These might include limitations on impermeable surface area on developable lots or setting stormwater detention minimum requirements as a function of runoff expected from specifically-intense storms.

Mitigation Strategy #3:
Implement a property buyout program to reduce the number of developed properties within the Special Flood Hazard Area, or 100-year flood zone.

Many residents already live in flood prone areas along the river. However, it is unsustainable for the long-term development of Utica to rebuild infrastructure after every flood event. Eliminating flood risk is impossible as some infrastructure is still necessary in flood prone areas. Entire sections of the Town cannot be abandoned. But risks can be minimized if less development or more intentional development occurs in the Town. To control these efforts, the Town should consider establishing a buy-back program to acquire property damaged or impacted by future floods and relocate displaced residents. These properties could be decommissioned and redeveloped as open space with natural, stormwater management designed on site. The program could establish a public account specifically for property buy-outs in flood prone areas funded by tax dollars (i.e., property or sales tax, special taxing, etc.). It should also provide resources for property owners which identify grant programs or other sources of funding for buy-out of their impacted property. These resources can be part of a committee, staffed position, or consultant group, but it should be of direct benefit to property owners. Table 5.1 at the end of this chapter highlights specific areas the Town or consultants should target for these strategies and buyout programs.

IDHS has other programs which offer grant funding to communities and organizations looking to bolster their mitigation programs. Building Resilient Infrastructure and Communities (BRIC) is a federal grant program offered by FEMA to help communities undertake mitigation projects, like property acquisition and demolition. FEMA offers its own Flood Mitigation Assistance Grant Program to help remediate properties too. Flood mitigation is important for the Town's viability and growth and the resources provided in this chapter will help council members and leaders execute the best path forward.



The following map and graphics represent how buyout programs or flood mitigation could be implemented in Utica on a propety-by-property basis. The yellow-hatched area on the map represents the Moderate Flood Risk level for Utica, which are 15-40-year flood events. Utica experienced this type of flooding in 2015, 2018, 2019, and 2021 between February and April of those years. The properties residing in this yellow area should seriously consider flood mitigation strategies to preserve property. Those properties affected or in the future, are affected by flooding can also work with FEMA's Hazard Mitigation Grant Program in which it buys-out affected properties (detailed in the graphic above). Local officials will make the determination whether a property will be included in the request for buyout. The purpose of a buyout is to mitigate against future flood losses. To be eligible, properties usually are in Special Flood Hazard Areas and are primary residences.

TABLE 5.1 – FLOOD MITIGATION STRATEGIES INFOGRAPHIC

PAGE INTENTIONALLY LEFT BLANK

PART 2 – OUR GROWTH STRATEGY

CHAPTER 6: INFRASTRUCTURE AND COMMUNITY SERVICES

INTRODUCTION

Chapter 2 had a brief section about existing infrastructure in Utica. Map #2 identified utility networks that traced major and ancillary roadways to serve residents and property owners. However, there were deficiencies noted in the Town. This chapter will suggest next steps on how to resolve these deficiencies so that local leaders can coordinate the construction and provision of services with proposed development. Utility services, law enforcement, fire protection, and emergency services all have basic site requirements. Police and fire departments require buildings and service vehicles. Community centers require staff and funding. Utility services not only need the infrastructure within the public rights-of-way, but also facilities or access to facilities to purify water, treat sewage, and generate power. Managing those resources and services requires strategic planning between service providers, local officials, and customers.

Community services enhance the quality of life for a community. Public safety, education, healthcare, and support services for those who struggle to meet their basic needs are essential for maintaining a healthy community. While the Town may not be directly responsible for providing these services, it is important that these organizations and agencies are available to residents and accessible to all. As Utica's population grows, the public safety services like fire protection, law enforcement, and EMS will increase. Additionally, demographics data informed the Comprehensive Plan that a large population of families with school-aged children are present in Utica. Ensuring that these children have access to proper education will be important. Finally, governing a growing population will require Utica's Town Council to grow and expand to meet the demands of the community.

The following pages will identify infrastructure and community services needs based on existing conditions, projected growth, and best practices for a growing town.

INFRASTRUCTURE NEEDS

The Town of Utica provides domestic water, wastewater, and stormwater utilities to all residents. Energy, telecommunications, and Internet services are available through private providers. The following maps identify existing infrastructure in town as well as areas where infrastructure is lacking. Note that these insufficient areas may have some infrastructure present but would require significant growth for proposed developments.

Domestic Water and Sanitary Services

Water Corporation for domestic water. Map #8.1 separates these services from the overall map featured in Chapter 2. Several areas in Utica lack the necessary infrastructure for growth and development, especially when viewed alongside the Land Use Plan, which are discussed in the Needs Assessment in this chapter. Additionally, the City of Jeffersonville has construction standards for wastewater management, which advises flow capacities to developers for sanitary services. Domestic water needs will be sized according to the required use proposed by development.

Electric and Natural Gas Services

CenterPoint Energy provides natural gas services to Utica, and Duke Energy provides electrical service to most of Southern Indiana. Some property owners might opt for a membership with Clark County REMC, which provides rural electric services to Clark, Floyd, Jefferson, Scott, and Washington Counties. Map #8.2 separates these services from the overall map featured in Chapter 2 and identifies only natural gas services. The Planning Team was unable to find much information about electric services in Utica, other than the location of a major transmission west of Utica, outside of the town boundary. In addition, several high-speed Internet providers like AT&T and Spectrum service the Town. There are several areas in Utica which lack the necessary infrastructure for growth and development, especially when viewed

alongside the Land Use Plan, which are discussed in the Needs Assessment in this chapter.

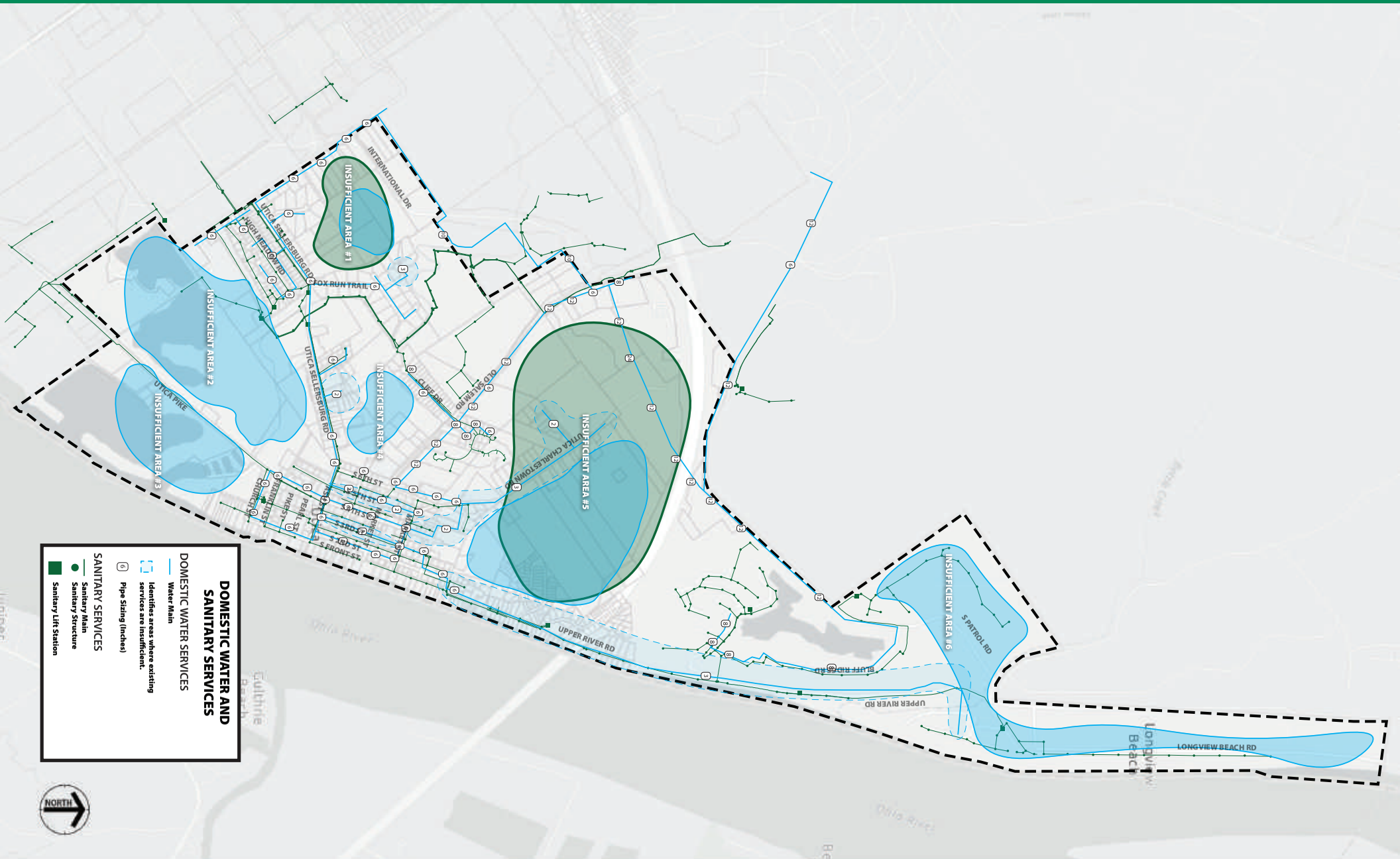
Stormwater Services

Stormwater management infrastructure is generally incomplete in Utica. While the Planning Team was not able to access any comprehensive maps of stormwater management infrastructure for the Town, some information has been collected for specific areas in town through research and in-person observations. For example, in some recently constructed residential developments, new underground stormwater systems have been installed. But throughout most of

the Town, drainage swales and other surface-based strategies are the only means of infrastructure in place to move stormwater away from built structures toward local creeks and natural drainage areas. However, existing infrastructure does not allow for adequate flood mitigation, which would require underground storage, bioretention systems, or regional detention areas. Map #8.3 demonstrates the existing stormwater infrastructure in Utica and identifies the few areas known at this time with an underground stormwater system. It shows six primary watersheds that collect surface stormwater into streams before outflowing into the Ohio River. Specific notes on stormwater management within each of those watersheds can be found on the map.

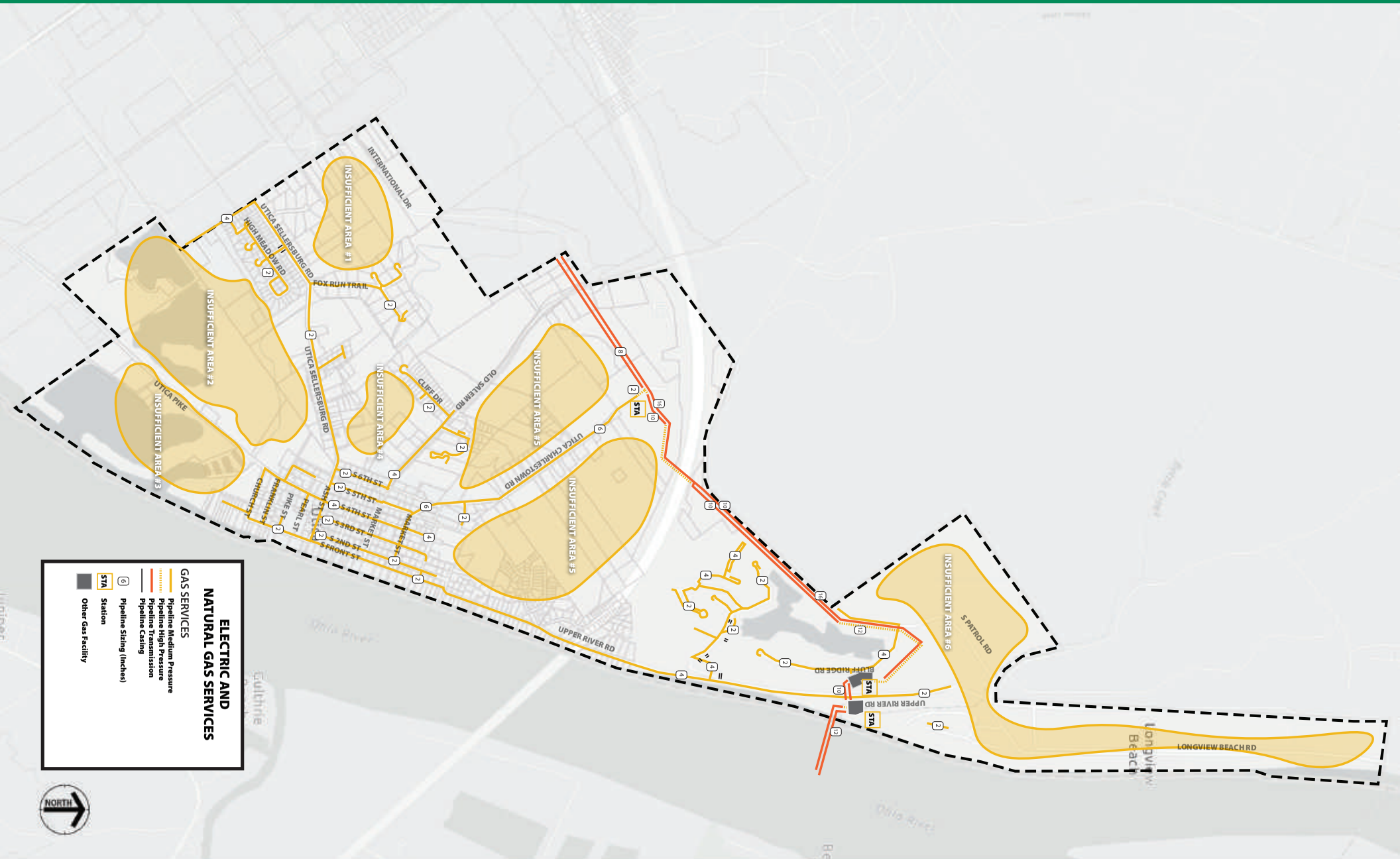
TOWN OF UTICA COMPREHENSIVE PLAN

MAP #8.1 - DOMESTIC WATER AND SANITARY SERVICES



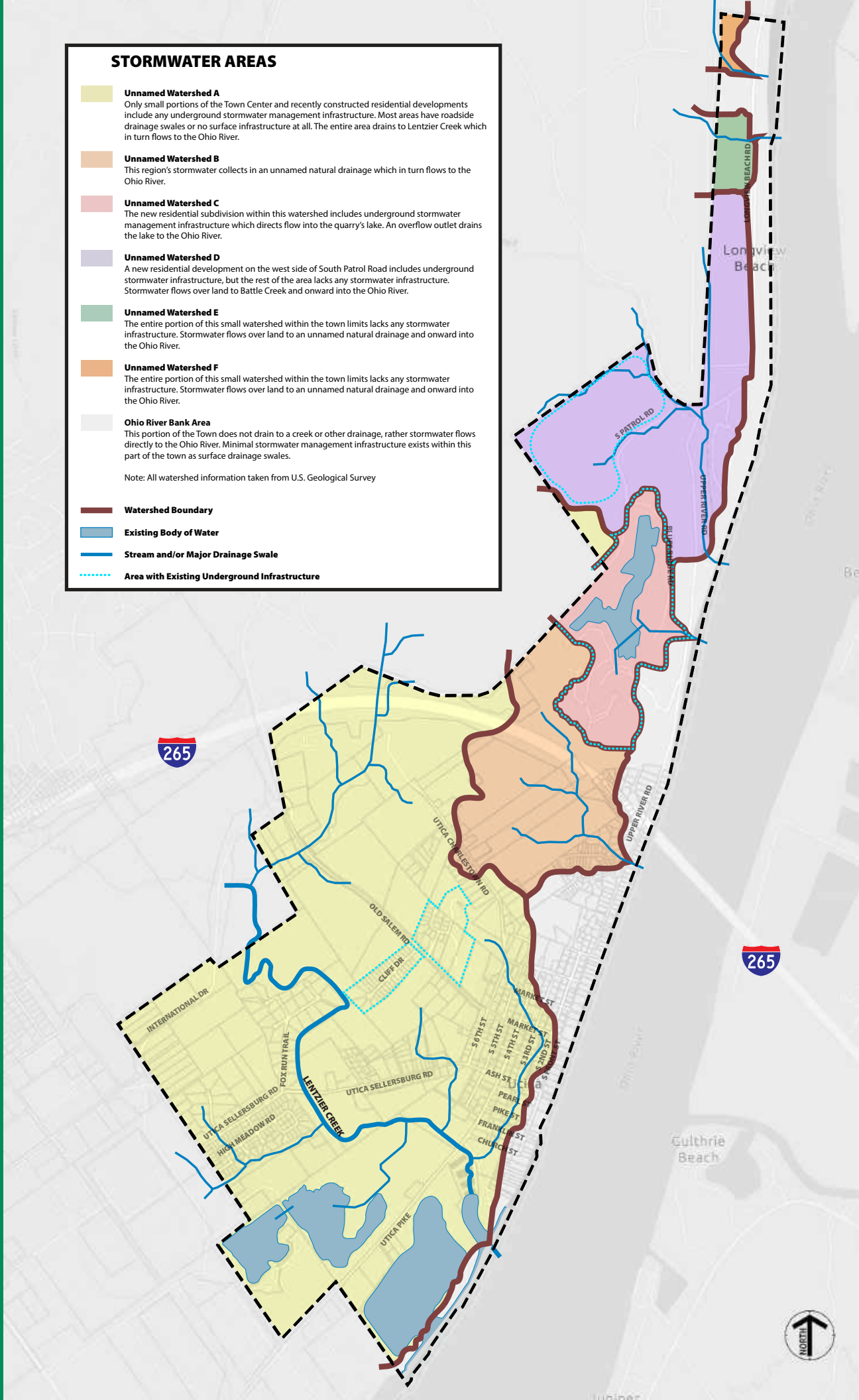
TOWN OF UTICA COMPREHENSIVE PLAN

MAP #8.2 – NATURAL GAS SERVICES



TOWN OF UTICA COMPREHENSIVE PLAN

MAP #8.2 – STORMWATER SYSTEMS AND WATERSHEDS



Infrastructure Needs Assessment

The following needs assessment is meant to be a high-level assessment of utilities in Utica. Property owners, developers, and local officials will be responsible for further investigation into available resources and managing growth and funding for infrastructure projects.

Insufficient Area #1

Properties identified as light industrial land use along International Drive lack sufficient sanitary and domestic water services for heavy development. Any new developments should plan for appropriate pipe sizing, and the Town should work with developers to enlarge existing infrastructure to accommodate increased flow. As for electric and natural gas services, there are medium pressure lines nearby which property owners could tie into, but in many instances, energy services are usually at a property owner's preference.

Insufficient Area #2

One of the design opportunities for the limestone quarry along Utica Pike is for a community park. Appropriate infrastructure for parks facilities would need to be installed on site to properly serve park users. Nearby light industrial development would have similar needs to developments along International Drive.

Insufficient Area #3

Commercial development at the marina and along Utica Pike could tie into nearby systems, though it is important to note that this region is one of the first to flood during any storm event. If heavy commercial industry would fill this space, existing utilities would have to be upsized and secured against flooding.

Insufficient Area #4

Residential developments around Utica-Sellersburg Road can tie into existing services along public rights-of-way. However, there are some areas along this corridor which need upgrades to increase flow and to accommodate any new residential developments on adjacent properties. Additionally, many domestic water lines in the Town Center Overlay District will need to be upsized for greater use as the downtown develops. As for electric and natural gas services, there are medium pressure lines nearby which property owners could tie into, but in many instances, energy services are usually at a property owner's preference.

Insufficient Area #5

Several square miles of land in-and-around Old Salem Road and Utica-Charlestown Road lack the necessary infrastructure for major residential developments and Utica Ridge Overlay District. A large domestic water line and a major natural gas pipeline run through the Overlay District, which developers could tie into as the area grows. But existing lines along Utica-Charlestown Road and east are insufficient, and some properties lack infrastructure at all. Sanitary service is nonexistent in this area too. As this area begins to boom with development, the Town will need to work with developers and property owners on major infrastructure improvements. As for electric and natural gas services, there are medium pressure lines nearby which property owners could tie into, but in many instances, energy services are usually at a property owner's preference.

Insufficient Area #6

The Noble Woods neighborhood and properties in Longview Beach have sanitary service but especially lack domestic water services. While this area might be slower to develop than southwest Utica, the Town will still need to work with residential property owners on providing appropriate resources if it wishes to attract homeowners. As for electric and natural gas services, there are medium pressure lines nearby which property owners could tie into, but in many instances, energy services are usually at a property owner's preference.

Needs Assessment Summary

The Land Use Plan and this chapter offer a high-level approach to infrastructure needs and developable areas in the Town of Utica. Some insufficient areas may not be fully developable due to several existing conditions or constraints. Utica has a clear understanding of its capacity, what types of growth are sustainable, where growth is possible, and when partnerships are required to provide adequate services.

Town of Utica MS4

Currently, the Town plans to implement a Municipal Separate Storm Sewer System (MS4). An MS4 is a cohesive network of above and below-ground stormwater conveyance strategies that is completely separate from domestic wastewater sewers, does not treat stormwater before discharge to a water body, and is owned or operated by a municipality or other authority having jurisdiction. A single system may have numerous distinct discharge points into water bodies. An officially recognized MS4 requires an MS4 permit, which is issued by the state under processes required by the federal Clean Water Act and the Environmental Protection Agency (EPA). MS4 permits are only issued for systems with discharges directly to EPA-recognized water bodies. As the Ohio River is one such body, the Town will need a permit for an officially recognized MS4.

Community Crossings Program

Upgrading the Town's stormwater management infrastructure will require investment. Programs like the Community Crossings Matching Grant can help catalyze projects that will improve infrastructure. The Indiana Department of Transportation (INDOT) sponsors this matching grant program for state municipalities to provide financial assistance for road improvement projects. Those road improvement projects can and often do include stormwater management infrastructure improvements. To be eligible for the matching funding, a municipality must apply to the program via the semi-annual application cycle and the proposed project must meet some basic criteria. Furthermore, a project must be included in the municipality's Asset Management Plan. Utica may look to this program to complete necessary road improvement projects and dovetail stormwater improvements in the process.

COMMUNITY SERVICES NEEDS

Public services will help Utica maintain the health, safety, and welfare of its community. Many of these services are provided by the City of Jeffersonville or another semi-public entity in Utica and funded with taxes or fees from residents. Others are provided by private companies or nonprofit organizations. Transparent decision-making, frequent communication, and streamlining processes are common topics that are revealed in nearly every planning process. The services below are necessary to support a growing community like Utica. This plan offers a comprehensive look at services in Utica and how they can best serve the community. With more growth and development, a more detailed and strategic plan of service will be necessary to support and maintain the quality of life in Utica. Public safety, access to education, and good government are the cornerstones of any good town.

Fire Protection

Currently the Utica Township Volunteer Fire Department on Utica Pike is the only source of fire protection in town. Jeffersonville Fire Department Station 5 and Utica Township Fire Department Station 2 are the next closest stations four miles from the current Town Hall. Currently, there are thirty-two volunteer fire fighters in Utica Township. As Utica's infrastructure grows, better and more readily-available fire protection will be essential for public safety. Increasing the number of volunteers and continuing to engage with resources in Jeffersonville will help in this regard.

Law Enforcement

Utica Police Department is in the current Town Hall on 4th Street. As the Town grows and acquires a variety of businesses, industries, residents, and amenities, properly staffing the police department will be critical to ensure public safety. Additionally, law enforcement should play an active role in fostering community and supporting residents. In an age of increased civil violence, law enforcement should work with residents to create a safer Utica and break down barriers and misconceptions.

Emergency Services and Healthcare

Utica has no urgent care facilities, hospitals, or EMS. Residents will more than likely continue to use Jeffersonville's healthcare system. Clark Memorial Health, ten miles from Utica, is part of the Norton Healthcare network and is a comprehensive medical center. Baptist Health and Norton have opened ER and urgent care centers five miles from town, located on 10th Street in Jeffersonville. Clark County 911 Center and the Clark County Health Department serve the entire county. As Utica grows, an EMS station in town might be an opportunity to better serve a larger community.

Government

Utica's Town Council at present has five members.The Parks Board, Planning and Zoning Commission, and Zoning Appeals Board are all staffed by volunteers. The existing boards are understaffed. Additionally, these boards need dedicated officials who have minimal conflicts of interest between boards they might serve. Recruiting and retaining employees will aide in keeping track of expenses and revenue, entering and keeping relationships, maintaining public property, providing community programs, and ensuring the law is upheld. These employees should cover all demographics, and experienced staff should mentor new staff to foster a productive environment that can properly lead the Town.

A community survey conducted by the Planning Team revealed that many members of the community felt that a more comprehensive Town Council would be better equipped to manage Utica's growth and govern its residents. Charlestown, for example, has an advisory plan commission, board of public works, sanitary sewer board, redevelopment commission, board of zoning appeals, and disability advisory committee. It also has several departments covering media and communications, parks and recreation, sanitation, wastewater, and building commissions. As Utica grows, it is crucial that the Town Council establish additional boards to manage a myriad of business and government in town. The current Town Hall will eventually be insufficient to meet these demands. A space planning assessment should be made of Utica Elementary on Old Salem Road to convert it into a new town hall and community center. Good government makes a good town.

Education

As Utica grows, more families will find their home in the historic town. Providing a safe, family-friendly, and active environment for kids to supplement their learning will be crucial. Early childhood development centers, education facilities, and daycares will be essential in providing young families with childcare resources. Additionally, young professionals with undergraduate or graduate degrees and technically-trained individuals will start to call Utica home. Access to education is important. While Utica is too small to have its own school system, it has access to elementary, middle, and high schools in the Greater Clark County School Corporation. Some students might enroll in private schools in Clarksville or Jeffersonville as well. Post-secondary opportunities exist too. Ivy Tech Community College in Sellersburg offers various degree programs in twenty different industries. Regionally, University of Louisville, Indiana University Southeast, and Purdue Polytechnic University offer adults other options for continuing their education.

PAGE INTENTIONALLY LEFT BLANK

Luckett & Farley
Architecture | Engineering | Interior Design

The Wheatley Group
Economic Development Strategy Specialists

PART 3 – OUR PLAN

Chapter 7: Economic Development
Chapter 8: Actions Plans and Implementation

PAGE INTENTIONALLY LEFT BLANK

PART 3 – OUR PLAN

CHAPTER 7: ECONOMIC DEVELOPMENT

INTRODUCTION

Economic development has twofold objectives: to make a community more attractive to developers and to build wealth within a community. Viable economic development strategies are ones that embrace growth and capital investment with respect to the identified land use, as well as the fit and impact on the community. Utica's rich river history, its proximity to major population centers, and small town charm can be capitalized on to make it a vital part of the Southern Indiana river cities with a distinct identity. Being located within the Greater Louisville Metropolitan Area provides opportunities to attract and retain businesses and economic partners.

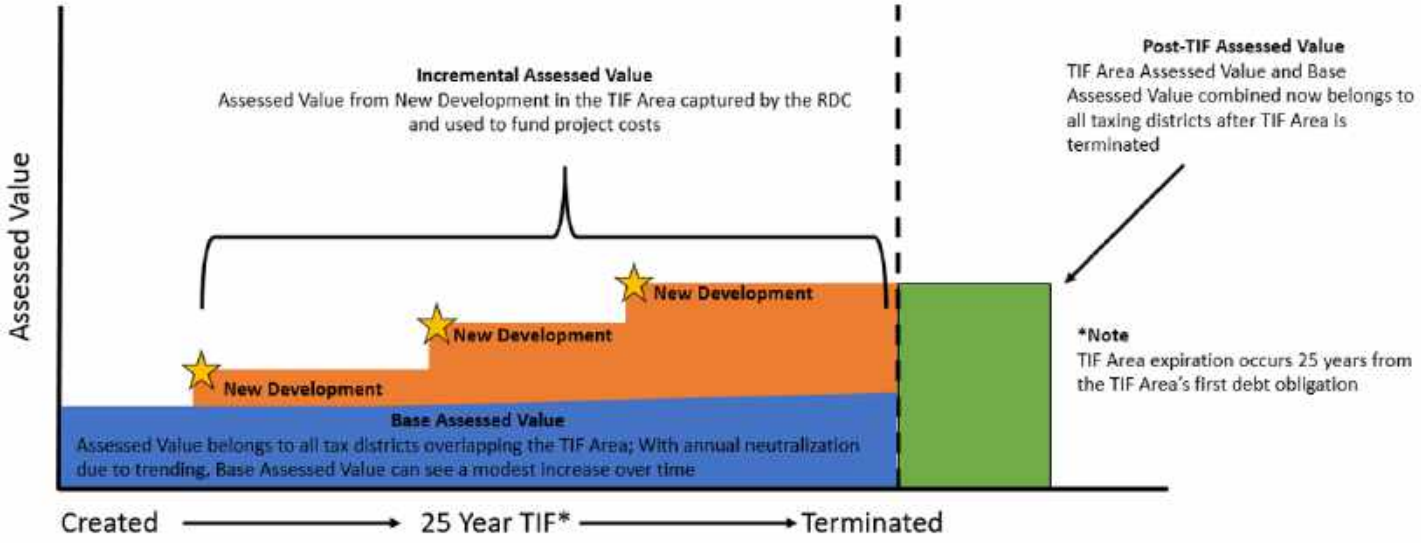
Economic growth and stability are reliant on the Town identifying strengths and challenges while also measuring its development goals. Integrating these initiatives with land use and resource planning will help meet the needs of future growth and development. An emphasis should be placed on placemaking, where the Town strengthens its zoning and development standards to improve the quality of construction and reinvestment. This should include proactively working with and developing relationships with developers who will provide innovative, urban infill strategies in key locations across town. The Town should identify targeted industries, partners like One Southern Indiana and River Ridge, and destination-type businesses like dining and shopping to incentivize other development opportunities within the town. Utica must balance building upon its small town charm and community pride with opportunities for new commercial and residential growth. Economic development includes more than tools and incentives too. It should focus on public relations, promoting local businesses, celebrating new business ventures, and community engagement.

The following chapter will explore four support areas geared toward growth and development in the Town. The first focuses on supporting redevelopment and empowering the redevelopment commission for action. It will summarize existing TIF (tax increment financing) districts in the Town, explain how TIF works, provide a dialogue on existing and future revenue growth, and recommend strategies for redevelopment activity. The second support area turns its attention to supporting and building Uitca's character as an historic river town. This includes investigating concepts related to redeveloping or repositioning existing community assets and exploring programmatic elements necessary to enhance historic commercial growth in the Town Center Overlay District. The third support area explores the value of housing unit growth and considers specific approaches to address and respond to diverse housing alternatives. The final support area provides an in-depth look at redevelopment strategies related to the Town's primary gateways: the Utica Ridge Overlay District to the northeast and a potential mixed-use marina district on land assigned as an overlay district to the southwest.

SUPPORTING REDEVELOPMENT

Generally, a community's redevelopment commission is tasked with investigating, surveying, and studying areas that need redevelopment; studying and combating the factors causing an area to need redevelopment; and selecting and acquiring areas needing redevelopment. These actions are guided by an economic development plan that accompanies the establishment of each TIF District. The economic development plan describes the goals, initiatives, and projects within the TIF District. The economic development plan is regularly revisited and amended as activities become more specific in pursuit of redevelopment and specific project goals.

WHAT IS TAX INCREMENT FINANCING?



TIF revenue is generated by the increase in assessed value within an identified allocation area. When a TIF District is established, it is identified and approved by the redevelopment commission, planning commission, and town council. A public hearing is required during the process as well as a series of notifications to the overlapping taxing units. Upon its creation, the TIF District has an established "Base Assessed Value" equal to the assessed value of the parcels within the district, effective January 1st of the establishment year. As annual assessments occur, new incremental assessed value (beyond the Based Assessed Value) is captured on parcels within the district, multiplied by the tax rate, and delivered to the redevelopment commission as revenue twice a year, typically in June and December. A TIF District has a twenty-five-year lifespan from the date of its first obligation.

Utilizing TIF revenue as its primary fund, an activated and engaged redevelopment commission can further a variety of community and economic development projects. Common redevelopment activities include:

- Rehabilitation, improvement, and extension of utilities.
- Constructing public improvements, including parks, parking facilities, roadways, sidewalks, and trails.
- Acquisition and disposition of property (including land and buildings) needed for redevelopment or economic development purposes.
- Constructing public facilities including police stations, fire stations, and other municipal buildings.
- With certain limitations, provide development incentives to support private capital investment.
- With certain limitations, partnering with local school corporations on eligible projects, programs, and expenses.
- Paying other expenses (like professional services) incurred by the redevelopment commission for local public improvements that are within, or serve, the allocation area.
- Reimbursing the "unit" for expenditures made by it for local public improvements.

The funding mechanisms utilized for these activities often include cash-on-hand from TIF revenue, issuing bonds, or using other available funds and reimbursing with future TIF revenue.

Summary of Utica's TIF Districts

The Town of Utica has established a redevelopment commission which oversees economic development and redevelopment activities within two separate Economic Development Areas, or TIF Districts. These districts are commonly known as Utica Economic Development Area #1 (EDA #1 in blue), which is generally comprised of parcels in and around South 4th Street and Utica Pike along the southwestern gateway adjacent to the Port of Indiana, and Utica Economic Development Area #2 (EDA #2 in green), which is generally comprised of parcels along Utica's western boundary and adjacent to Old Salem Road.

While the Economic Development Areas have generated limited revenue to-date, the Town has taken a proactive step by establishing these areas, signifying the community's capacity to use the tools needed to support and engage in future development as dictated by external markets. These areas have been in place since 2016, and since that time, some organic development has occurred in the Town due to the completion of the I-265 extension to the Lewis

Utica's Economic Development Areas, identified in the graphic below, are classified as EDA #1 (blue) and EDA #2 (green). These two separate allocation areas are guided by their respective economic development plans and influenced by the redevelopment and growth potential of the parcels that comprise them.

and Clark Bridge and the continued success of River Ridge Commerce Center as a premier regional employment center. In preparation for new increment in the coming years, it would be appropriate for the Town to revisit the TIF Districts and economic development priorities within the respective economic development plans to ensure they align with proposed development patterns and land use. Additionally, it will be of the utmost importance to make sure the Town's leaders and appointed commission members understand how to use the tools in a manner where development goals will align with available resources. By doing so, Utica will be in a proactive position to address current needs as well as new opportunities as they arise.

Economic Development Areas Parcel Assessed Values (Pay Year 2021)

- Negative Contribution
- No Contribution
- Positive Contribution

Utica's redevelopment commission is in a unique position to evaluate next steps for growth and development, as its future annual revenue growth is projected to eclipse all TIF revenue received to date. Property Tax Pay Years 2020 and 2021 resulted in $0 in annual revenue generated. Most of the parcels within EDA #1 provided either no contribution or a negative contribution to annual incremental assessed value. The non-contributing parcels eroded any increase in assessed value on the contributing parcels, thus revenue was reduced to $0 for those years. EDA #1 is primarily made up of owner-occupied, single-family residential land use and significantly impacted by floodplain and floodway conditions limiting net new growth and revenue potential within the district. Most of the organic revenue created within this district will be limited to appreciation of property that is currently held for commercial purposes, or direct reinvestment in the other properties within the district currently used for commercial purposes. New development within EDA #1 will need to be developed in a manner to combat existing obstacles attributed to floodplains and floodways. Redevelopment of scale will likely require some form of local support or incentive. Notably, significant redevelopment opportunity exists in revitalizing the southwest gateway in EDA #1, which could include a mixed-use marina property or riverfront residential. Long term, the redevelopment commission could play a vital role in public

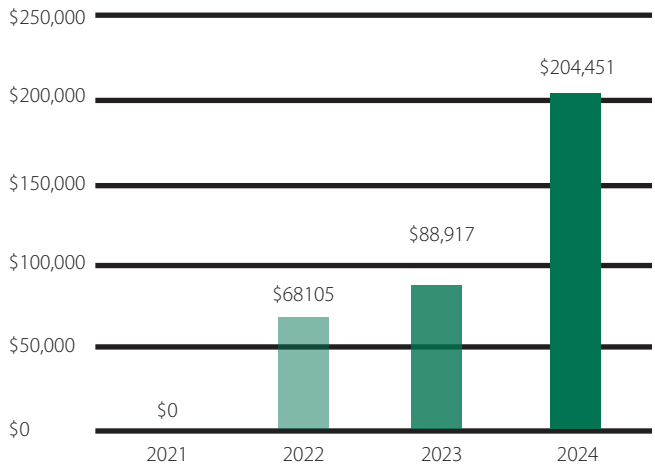
improvement of these historically flood-prone areas as development will require additional capital sources that include public partnership.

EDA #2 did not realize any revenue in Pay Year 2020 or Pay Year 2021. Primary contributors to EDA #2 were limited to those adjacent to Old Salem Road. In these tax pay years, there was not enough positive assessed value to overcome the non-contributing and negative parcels. Like EDA #1, EDA #2 did not realize any revenue in Pay Year 2020 or Pay Year 2021. Within EDA #2, primary contributors were limited to those parcels immediately adjacent to Old Salem Road. In these tax pay years not enough positive assessed value was available to overcome the non-contributing and negative parcels. That said, EDA #2 does include large tracts of land capable of accommodating denser commercial and residential development patterns. Proximity to I-265 and the regional employment centers makes it a primary target for commercial and residential redevelopment activity, private capital investment, and significant growth in assessed value. To achieve this level of growth, partnerships between developers, property owners, and the redevelopment commission are typically required. An opportunity exists for Utica's redevelopment commission to play a leadership role that drives pre-development activities that will begin to generate interest and attract private capital investment.

Revenue Projections

While historic revenue generation has been marginal to date, beginning in Pay Year 2022 certain new developments within the TIF districts have reached a point in their life cycle where the improvements have been assessed and revenue has been collected by the redevelopment commission. Utica's redevelopment fund received nearly $70,000 in revenue for Pay Year 2022 between its two TIF districts. Revenues are estimated to be more than $80,000 for Pay Year 2023.

Revenue project based on the county auditor's office have been graphed below and show a significant increase in TIF revenue by 2024, primarily from the current multi-family residential development on Old Salem Road.



Based on data provided by the Clark County Auditor's office, projected revenue for Pay Year 2024 is estimated to be in excess of $200,000 (subject to any adjustments related to annual property tax rates or notable appeals impacting assessed value within the EDAs). This increase in revenue will give Utica's redevelopment commission a new capital fund to begin advancing economic development and redevelopment initiatives, as well as creating capacity to investigate and develop projects and priorities further. Of note, the estimated Pay Year 2024 revenues reflect only a partial assessment of the current multi-family development occurring on Old Salem Road. At full assessment this single development has the potential to generate over $250,000 in annual revenue. As EDA #2's incremental value grows, the projected revenue generated could support project bond proceeds in excess of $2 million, subject to standard coverage requirements and interest rates.

RECOMMENDATIONS

To support the redevelopment commission in furthering its mission, the following recommendations are encouraged:

Monitor TIF Revenue

- Maintain regular communication with the Clark County Auditor's office to review certified assessed values every third quarter of the year for the following pay year.
- Review revenue versus expected revenue during the pay year; contact the Clark County Auditor to discuss differences, identify late payers and missed payments.
- Consider changes, amendments, or combinations of the TIF Districts; consider removing negative or "zero" parcels from the allocation area(s).
- Carefully monitor assessed value attributable to single family residential within existing TIF Districts. Incremental revenue is typically not received from single family residential development. Furthermore, homeowner's deductions can impact the overall value of the parcel and negatively impact the TIF. Consider removal as parcels begin to negatively impact revenues.
- Monitor parcel sales and splits to ensure revenue is not lost when a parcel number is changed.
- Keep careful records of TIF establishment and amendment dates, bond obligations, etc.
- Consider trimming or expanding existing TIF Districts to align with the land use patterns identified in the Comprehensive Plan.

Establish Operating and Capital Funds

- Direct TIF revenue toward project implementation, project development, and professional services. An annual budget is required by state statute, and a more detailed internal budget and cash flow monitoring system is recommended.
- An operating fund should be established to cover board administrative expenses (stipends, bonds, office equipment, memberships, postage, and notices).
- Within the operating fund, consider capitalizing a modest property improvement program budget utilizing discretionary funds.

Develop Priority Projects

- Review the economic development plans for the respective allocation areas for specific work items.
- Begin planning, evaluating, studying, or designing capital improvements to support community development.
- Consider implementing a public improvement pilot project, like sidewalks, signage, landscaping, etc.

Monitor Acquisition Targets

- Evaluate targeted properties for appraisal, option, and eventually develop RFPs.

Developing a Civic Center

The formerly active Utica Elementary School is a very significant landmark located in the Town Center Overlay District, and represents a significant redevelopment opportunity for the Town. The former school is a historical and cultural asset for Utica, and priority should be placed on adaptive reuse of the building, placing the three-acre site back into service to the benefit of long-term community vitality.

Based on the detailed property assessment performed by Luckett & Farley in 2023, the building appears to be in acceptable condition for reuse as opposed to demolition. Future owners and tenants should note the facility will require upgrades or replacements to parking areas, roofing systems and ceiling areas, flooring and MEPs, and various other interior improvements beyond standard tenant finishes. Noting the prominence of this site, these improvements should not be a deterrent to bringing the facility in line with building code requirements for its final use, which is to be expected for a building of this age. With a priority placed on salvaging and reusing the property, and in support of the spirit of the Town Center Overlay District, the former school site aligns with civic and public uses.

Notably, the site would be an ideal target for a new municipal government administrative center, with additional square footage and physical assets within the facility capable of hosting a community center or other types of civic programming. The property could be converted into a hub of civic business - hosting the Utica administrative offices, various municipal departments, and providing adequate public meeting spaces. Depending on space requirements, portions of the facility could be made available for supplemental income via community event rentals, gatherings, or a programmed activity schedule. Relocating government functions to this location would also free the existing Town Hall for future programming and rental opportunities. Both sites could be made available for staging or relief in the event of a major flood, adding to the Town's capacity for response.

It should be acknowledged that prior to converting the former school to a municipal use a more in-depth architectural and engineering analysis would be required to ensure viability and financial feasibility of the project. With limited local funds to tackle a project of this magnitude, other funding mechanisms should be considered to fully leverage local dollars. These include TIF, USDA's Community Facilities Direct Loan Program, and READI funds available through the Our Southern Indiana RDA.

The old Utica Elementary School building off Old Salem Road has the opportunity to be redeveloped and renovated as a commmunity and civic center for the Town.

Placemaking Investments and Conservation

Adding public realm enhancements will only further support the Town Center Overlay District redevelopment strategy and build upon Utica's character. These improvements provide assurance to potential commercial retailers and investors that Utica is committed to creating a unique sense of place. Investing in public spaces and connectivity within a mixed-use Town Center signals an inviting environment where residents, visitors, and commerce all interact harmoniously. A consistent improvement strategy has the potential to add energy and vibrancy to the overlay district, while also encouraging current landowners to maintain and improve their own properties in concert. Other benchmark communities that have leaned heavily into this type of downtown redevelopment strategy include the Town of Corydon, the City of Lawrenceburg, and the City of Madison.

Pictured: Corydon's downtown capitlaizes on its history as the former state capital and has several shops and restaurants lining its main streets.

Pictured: Lawrenceburg engages with its community with a large entertainment venue, providing a space for people to gather and socialize.

Pictured: Downtown Madison has direct connections to the Ohio River and its historic main street is filled with shops, restaurants, and historical societies.

As part of an overall public reinvestment strategy, Utica should prioritize constructing more extensive sidewalk networks, gateway and wayfinding signage, and streetscape improvements. Each of these components can be capitalized annually with available discretionary funds or TIF.

As Utica continues to embrace its heritage and history as a historic river town, there is a general acknowledgement of the impacts of flooding from that very source. Through ongoing land conservation efforts, Utica can build upon this river town character while working to mitigate the impacts of flooding on private property. By continuing the conservation efforts that started with the existing FEMA lots, through strategic acquisitions of private undevelopable land within the identified conservation area Utica can invite even more visitors and residents closer to the river while

increasing programmable space that works with the water rather than against it. These lots make ideal locations for natural landscaped lawns and prairies, open-sided structures that support congregation and commerce, public restroom facilities, and open lots for food trucks, markets, and yard sales. A priority should be placed on the creation of active, yet low-maintenance, recreation space. It should be noted construction of structures within the floodway may require review and approvals from FEMA and/or the US Army Corps.

Town Center Overlay District Programs

Utica can take proactive steps toward setting conditions that spur private commercial activity. This includes establishing a mix of programmatic elements and incentives that help to reduce barriers and risk that often act as deterrents to economic development. A summary of these programs has been assembled in the following pages.

Economic Development Target Area (EDTA): The economic development target area is a geographic area established by Utica's Town Council that allows tax abatement to be granted to qualifying retail and commercial entities that are otherwise ineligible under traditional tax abatement code. While the use of this tool may be limited as its effectiveness tends to have more impact on larger scale investments, this incentive can offset operational costs related to increases in assessed value that result from building improvements and equipment purchases. Retrofitting existing structures in the overlay district for commercial activity will come with a cost. Coupled with Utica's already competitive property tax rate, the EDTA tax abatement would provide a term-limited operational cushion to overcome the market risk that is inherent with investing in a new venture or trade area.

Façade Improvement Program: Utica's Town Center revitalization can often be supported through existing property owners making improvements to their exteriors. This investment provides a more welcoming experience for potential customers, visitors, and prospective investors. It also helps sustain higher property values when the existing housing and facility stock undergoes continual improvement. An additional byproduct is the pride in the community which it instills.

Municipal façade improvement programs can be established that support both residential and commercial applicants and can leverage other public realm projects to amplify the collective investments. Often these programs establish a reimbursement partnership on a larger scale improvement. Eligible elements typically include exterior-only improvements like parking areas, landscape areas, exterior painting, signage, and roof improvements.

Utica is encouraged to develop a façade improvement program, capitalizing the program with discretionary funds available on a first-come, first-served basis. To varying degrees, most incorporated cities and towns in Clark County have implemented façade and property improvement programs with success. To generate continued interest in the program, each participant should be acknowledged, and the improvements highlighted with before and after imagery on the Town's social media platforms.

Residential to Commercial Conversion: To maintain the character of Utica's Town Center with its walkable smaller lots, and with the acknowledged impacts of constructing new development near a flood prone area, opportunities may arise to cluster commercial development in existing structures that were once primarily residential. While this will require case-by-case consideration and an adherence to the local zoning ordinance, as well as additional considerations granted to public parking areas within the Town Center, it does fall within the desired land uses for the proposed overlay. Through residential to commercial conversion, the existing buildings can be salvaged and returned to life in the form of small, independent shops and other retail and commercial uses. As commercial structures, these properties begin to generate more tax revenue for the community, provide unique spaces to support local entrepreneurs, attract patron foot traffic, and activate the overlay district as a "main street" style trade area.

Riverfront Redevelopment Project Area: The creation of a Riverfront Redevelopment Project Area can be established as an amendment to the current EDA #1 TIF District. This project seeks to support new concentrated "eater-tainment" development in communities located near applicable bodies of water. The primary development incentive is the issuance of non-transferable one-, two-, or three-way liquor licenses outside the quota system. There are geographic limitations to this, and the issuance of the licenses are subject to Town Council discretion and subsequent permitting by the Indiana Alcohol and Tobacco Commission (ATC). Many riverfront downtowns in southern Indiana have established these districts with great success – including New Albany, Jeffersonville, and Corydon.

Designated Outdoor Refreshment Area (DORA): During the 2023 legislative session the Indiana General Assembly passed SEA 20, which provides authority to a municipality, defined as a city or town, to enact an ordinance creating a DORA. Building upon the creation of a vibrant, bustling, and walkable commercial district within the Town Center Overlay District, a DORA would allow (within a defined geographic area and within defined dates and times) persons twenty-one and over to leave the premises of approved permittees with open containers of alcohol up to a certain threshold, which the person may consume anywhere in the DORA. Not only does this encourage new activity and foot traffic among patrons, but the DORA can also tie into public community events, street festivals, concerts, and more. The City of Lawrenceburg, along the Ohio River in southeast Indiana, is among the first communities in Indiana to proceed with the establishment of a DORA. Town leaders should carefully evaluate implementation and impact of the program on the overlay district prior to proceeding with adoption though.

SUPPORTING HOUSING GROWTH

Utica has experienced recent success in residential growth attracting the development of new medium-density, single-family housing units and balancing that with careful and responsible multi-family housing adjacent to Old Salem Road. These developments are a byproduct of regional employment growth and private capital investment, as well as a nod to the improved access to employment opportunities in Greater Louisville. With limited room to grow, Utica will need to continue to find balance among its residents, the Town's ability to serve them efficiently with local services, and to attract and deliver the quality of life and place amenities – and access to the commercial shopping and dining - that have become a requirement in today's modern community.

From a development perspective – whether its buildout of residential or attracting commercial enterprise to the community - density is still the name of the game. To maintain the character of the community while meeting the diverse housing needs and choices sought by the regional market, Utica will be challenged with adhering to harmonious development patterns that still meet market demands, but also provide appropriate transition areas amongst the various existing housing typologies and income levels. Several housing typologies are identified and explored in the various land uses and overlay districts within this

The example at left is the current housing trend in Utica, where large, single-family homes dominate lots. Approaching housing with more diversity in mind, like the images at right, will help better position Utica to meet and respond to market needs.

Comprehensive Plan. The Town will need to ensure strategies and tools are aligned with resources to either aid the development, or generate new local property tax revenue, should these developments occur in the appropriate areas. These housing typologies include elements of traditional single-family, the maintenance of urban infill housing stock, and multi-family. These housing typologies are specifically identified within the land use areas, and development patterns should be consistent with the Comprehensive Plan.

To better position Utica to meet and respond to market needs, it is recommended the Town undertakes an in-depth housing study that can better define existing typologies and stock, accurate pricing comparisons, market gaps, and absorption capacity for the community. This study will better inform Utica of its market potential, how it can better serve River Ridge and other regional employers, and how it can approach future real estate development partners.

Utilizing Tools to Support Housing – Residential TIF Example

Utica has experienced consistent, market-driven, single-family, owner-occupied subdivision growth for the past ten years. These homes have been luxury in price point, size, and finish, often built on greater than a quarter acre with more than 2,000 square feet of finished space. The buildout of these subdivisions has allowed Utica to experience manageable and consistent growth adjacent to previously developed backbone utility and roadway infrastructure. As such, while many housing units have been added and recent population growth is beyond the historic norm, the burden on Utica's services has been limited. A continuation of this type of development pattern is recommended.

In support of this recommendation, Utica may consider utilizing new tools to continue the" expansion of single-family housing. The establishment of a Residential TIF district is worth evaluation to support local capital projects, connectivity projects, assist in the responsible development of premium land, or address site development challenges. Often, single-family, owner-occupied housing units are ineligible for TIF capture, unless they are placed within a specific Residential TIF. The exhibit at right highlights the potential for tax increment generation given the standard assessed value and moderate density of existing subdivision developments. With assessed values of approximately $500,000 per home, a fifty-two-unit single-family subdivision has the potential to generate $260,000 in annual revenue for capital projects at full buildout. Alternatively, if developed without TIF, this type of subdivision would still be a manageable growth opportunity that attracts new disposable incomes to Utica and new assessed value to keep the local property tax rates low.

The example below indicates the revenue benefits of a Residential TIF District. It highlights the potential for increment generation given the standard assessed value and moderate density of existing subdivision developments.

	Taxes Year Payable				
	Year 1	Year 2	Year 3	Year 4	Year 5
Estimated Gross Assessed Value (AV) Per Home	$ 500,000.00	$ 500,000.00	$ 500,000.00	$ 500,000.00	$ 500,000.00
Total Homes	10	20	30	40	52
Total Estimated Gross AV	$ 5,000,000.00	$ 10,000,000.00	$ 15,000,000.00	$ 20,000,000.00	$ 26,000,000.00
1% of Gross AV	$ 50,000.00	$ 100,000.00	$ 150,000.00	$ 200,000.00	$ 260,000.00
Less: Estimated Total Homestead Deductions					
Standard Deduction	$ (450,000.00)	$ (900,000.00)	$ (1,350,000.00)	$ (1,800,000.00)	$ (2,340,000.00)
Supplemental Deduction	$ (1,592,500.00)	$ (3,185,000.00)	$ (4,777,500.00)	$ (6,370,000.00)	$ (8,281,000.00)
Mortgage Deduction	$ (30,000.00)	$ (60,000.00)	$ (90,000.00)	$ (120,000.00)	$ (156,000.00)
Estimated Net AV	$ 2,927,500.00	$ 5,855,000.00	$ 8,782,500.00	$ 11,710,000.00	$ 15,223,000.00
Less: Base AV	$ -	$ -	$ -	$ -	$ -
Times: Tax Rate	1.8476%	1.8476%	1.8476%	1.8476%	1.8476%
Estimated Gross Tax Liability	$ 54,088.49	$ 108,176.98	$ 162,265.47	$ 216,353.96	$ 281,260.15
Circuit Breaker Kick-in Check	Circuit	Circuit	Circuit	Circuit	Circuit
Estimated Circuit Breaker Tax Credit	$ (4,088.49)	$ (8,176.98)	$ (12,265.47)	$ (16,353.96)	$ (21,260.15)
Total Estimated Net Tax Liability	$ 50,000.00	$ 100,000.00	$ 150,000.00	$ 200,000.00	$ 260,000.00

Utica Ridge Overlay District

The Town of Utica embarked on a detailed and intensive master planning study for approximately 132 acres of land bound by Old Salem Road on the west and the I-265 extension to the Lewis & Clark (East End) Bridge, identified as Utica Ridge. Completed in 2020, the master plan proposal calls for ninety-three developable acres and thirty-nine acres of green space. Utica Ridge is comprised of commercial development along Old Salem Road, which is connected to a second, more dense development area adjacent to I-265 via a primary internal roadway and other public pathways. This area is a particular target for redevelopment activity. Primarily vacant ground today, the site's proximity to I-265 places it within a corridor that boasts average daily traffic counts of more than 26,000 and a population of 460,000 people within a ten-mile radius. Nearby employment centers boast an employed labor force of 35,000 within a five-mile radius, with nearly one-third (and growing) of the labor located at nearby River Ridge Commerce Center. Utica Ridge requires the coordination of a handful of common property owners, adding up to an attractive redevelopment opportunity that should continue to be a priority for Utica.

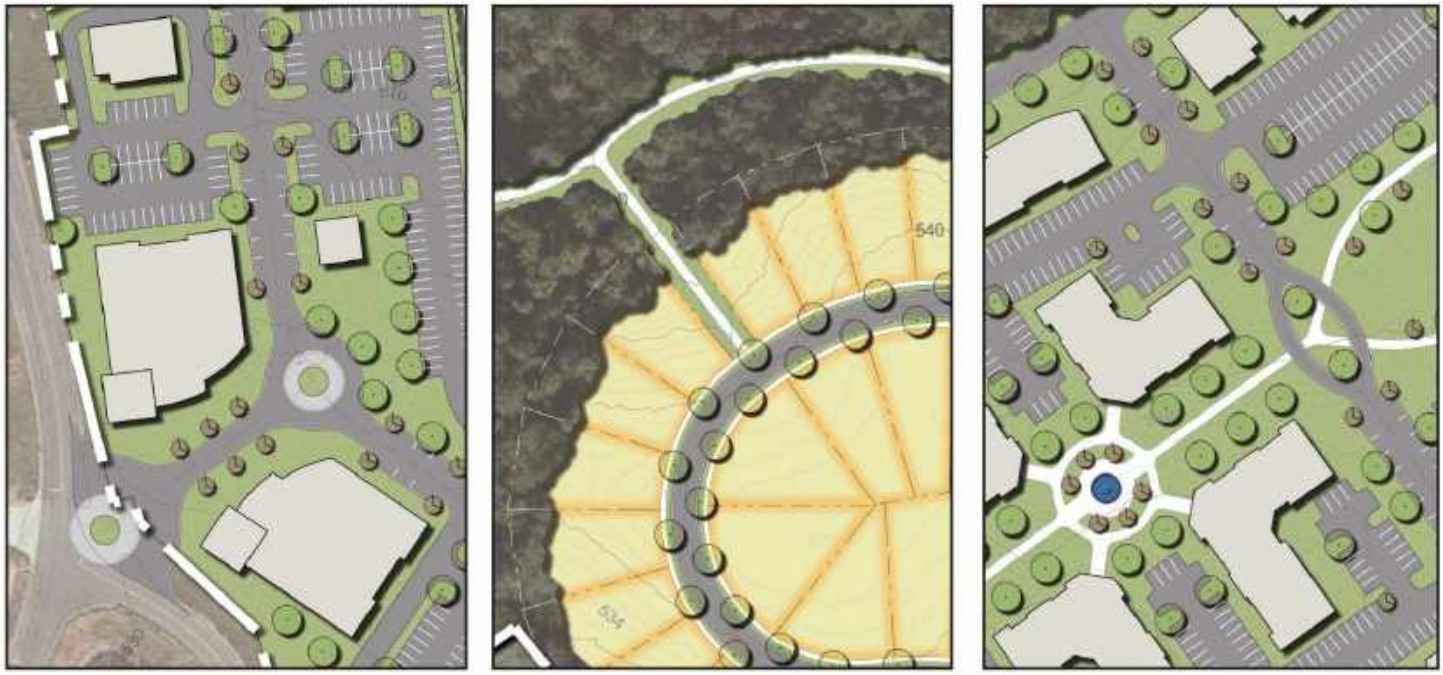
The Utica Ridge Master Plan calls for a truly mixed-use development with elements of retail, commercial, multifamily, townhomes, and single family residential, with ample greenspace throughout. Utica Ridge is defined by its two primary development areas. The first area is immediately accessible

1. Fast Casual Restaurant
2. General Retail Store
3. Coffee Shop / Boutique Retail Store
4. Mixed-Use (Residential & Retail)
5. Casual-dining Restaurant
6. Hotel
7. Office/Retail Outlet/ Grocery/Institutional
8. Town Homes/Condo/Apartments
9. Single Family Residential Lots

Site Data

Overall Site Area	5,768,775 SF, or 132+/- Acres
Developed Area	4,051,100 SF, or 93+/- Acres
• Commercial Gateway	63,000 SF to 314,200 SF
• Community Business	100,000 SF to 340,800 SF
• High Density Mixed-Use	139,500 SF to 279,000 SF
• Community Mixed-Use	54,800 SF to 109,600 SF
• Single-Family Residential	(76) 1/4+/- Ac. Lots
• High-Density Residential	70 to 140 Units
Remaining Open Space	1,716,100 SF, or 39+/- Acres
• Dedicated Multi-use Path	Approx. 1 mile
• Overall Loop (w/ expressway path)	Approx. 2 miles

via Old Salem Road from I-265. It is highlighted by mixed-use structures, interstate retailers like fast-casual dining and coffee shops, general retail, and a small box anchor. In total, with its relatively modest density the proposed development pattern is projected to generate approximately $11 million in new incremental assessed value at full buildout and resulting in approximately $4.7 million in TIF revenue over a twenty-five-year phased buildout period. At full buildout bonding capacity would be approximately in excess of $1 million for this development element.



The second area is more densely populated from a building square footage perspective, but still includes significant green space. This area is marked by a variety of residential unit types (multi-family, townhome, and single-family), as well as a much denser commercial pattern that includes small boutique retailers, restaurants, a small to mid-box store, and hospitality. Collectively, at full buildout this represents $73 million in new assessed value. An estimated $28 million is capturable by a traditional commercial TIF district. The remainder would require a residential TIF district for revenue capture. At full buildout, bonding capacity would be approximately $7 million for the proposed commercial area.

There are clear positive development implications for Utica Ridge based on the proposed development pattern and square footages, estimated assessed values, and current tax rate. The proposed development elements influence Utica's ability to bond to support the development, as well as the incremental revenue available for other offsite capital projects. With limited assessed value within the TIF district, the development of Utica Ridge's first parcels is likely market-driven rather than incentive driven. While Utica could partner with developers on the construction

and installation of infrastructure, the likelihood of Utica being in a strong enough cash position from the net present value of development proceeds to fully fund these improvements is unlikely without the commitment of building out the fully master-planned area. This outcome is possible under a master developer scenario.

Alternatively, the Town could consider project reinvestment from developer-purchased TIF bond offerings. For a sophisticated master development partner, this redevelopment incentive could further reduce operational costs as an alternative to the traditional public investment in infrastructure. The developer-purchased TIF bond functions similarly to a long-term tax abatement. While it's unclear at this time what level of public participation would be required, Utica should be prepared for requests to participate in a development of Utica Ridge's scale. Additionally, to jump-start Utica Ridge, the Town could entertain other traditional redevelopment strategies. These include "pay as you go" strategies and other project development focused alternatives briefly explored below:

- Assemble transferable land options on the acreage and seek a master developer via RFP.
- Begin design, cost, and phasing analysis of infrastructure using cash on hand and available bonding capacity; obtain right of way and easements.
- Support the preliminary phases of development through alternative non-cash incentives, where applicable, like tax abatement.
- Develop infrastructure standards. As Utica Ridge develops, Utica should anticipate accepting certain public realm improvements installed by the developer.
- Consider single site development deals requiring de-TIF/re-TIF of certain project parcels.
- Market the Old Salem Road opportunity area first, focusing on the opportunity and the available tools, to external stakeholders.
- Focus on trip generators as end users and begin to consider denser development patterns that align with land use to maximize revenue potential.
- Ensure the zoning ordinance is in alignment with the Utica Ridge plan, including the establishment of a corridor zone to accommodate the mix of land uses.

Marina Park Overlay District Development

The overlay district marks an exciting mixed-use opportunity for Utica. The proximity to water, the ability to host pleasure boats, and common land ownership make this an intriguing development prospect that could shape Utica's southwestern gateway for internal and external stakeholders alike. It is imperative Utica aligns with an experienced marina development partner to bring this redevelopment project to fruition. Primarily focusing on the site of a former riverfront manufacturing facility, the property still includes a 26,000 square foot industrial warehouse building that could either be repurposed or demolished, as well as seventy-three boat slips. Previous development proposals for the property have included waterfront multifamily and a twenty-eight-lot luxury townhome proposal. The property is largely located within the Ohio River floodway, which will have significant implications to the ultimate development pathway.

As a longer-term redevelopment play, this former industrial site should be a target for a unique entertainment area not yet represented in the region. A carefully crafted redevelopment plan could include a variety of "live work play" elements across the twenty-acre site. The site could integrate a mixture of living units (townhomes, condos, and multi-family) to support commercial activity. With floodplain implications, the development activity would likely need to contemplate podium-style construction with ground level parking beneath the commercial and living areas to accommodate potential flooding. The capital-intensive nature of this type of development will likely require creative partnership and support from Utica (TIF) and other state development tools to overcome the site development challenges. In the interim, it would be recommended Utica consider the following to prepare for the opportunity:

- In-depth master planning exercise that considers massing, land uses, zoning, and development standards.
- Engineering analysis of the floodplain, dredging, fill areas, and buildable areas.
- Design recommendations and cost implications.
- Zoning considerations. At present the site is zoned Industrial. Depending on the mix of uses, development of this site may require a specific zoning district or PUD.
- Depending on the ultimate development pattern different TIF strategies would need explored, including de-TIF/re-TIF and Residential TIF.

PAGE INTENTIONALLY LEFT BLANK

PART 3 – OUR PLAN

CHAPTER 8: ACTION PLANS & IMPLEMENTATION

HOW TO USE THE ACTION PLANS

The Town's vision was developed through ideas and issues generated during visioning sessions and the planning process. While the Comprehensive Plan covers an extensive list of topics, it merely serves as a guiding document. The final chapter includes actions plans that help community leaders identify partners, resources, and tools they will need to implement these strategies.

The Comprehensive Plan should be reviewed every five years to update completed action plans, evaluate current trends, and hold leadership accountable. The Town Council should hold quarterly review meetings to review progress, identify obstacles preventing an action plan's completion, and assign responsibility for upcoming projects. An annual progress report is also recommended to review progress and inform community members what plans have been completed. Finally, the Planning Team recommends updating the Comprehensive Plan every five-to-ten years initially, especially as the Town grows, and then every fifteen years as progress becomes more comfortable.

The multiple action plans listed in the Comprehensive Plan are not intended to be accomplished alone. Partnering with local programs, entities, and agencies strengthens public and private relationships to help ensure completion. While Utica's council, staff, and Planning Commission may be responsible for tracking progress, success means leveraging local organizations and institutions to fully realize the vision.

The remainder of this chapter includes additional details for all the action plans. As priorities shift, leadership changes, or development occurs, these plans can be reevaluated to ensure they align with the Town's vision. The tables are meant to be flexible and allow for revisions as necessary.

THE FORMULA FOR ACTIONS PLANS

The formula for the action plans is simple.

Planning Goal: One of the five goals listed in Chapter 1 of the Comprehensive Plan. These are high-level goals which broadly reach across the different chapters and subjects covered in the Plan.

Objective: Each planning goal has a series of objectives, which target specific initiatives the Town should accomplish over the next fifteen years.

Planning Strategies: Each chapter has a series of steps related to its subject matter (i.e., Adopting a five-year parks and recreation master plan as outlined in Chapter 5 of the Comprehensive Plan). These are informed by the goals and objectives and will help the Town achieve their goals.

The action plans also feature partners, organizations, tools, and resources the Town should utilize to fulfill these plans. A list of these references can be found at the end of this introduction. Additionally, each action plan has a time duration component assigned to it:

- High Priority, or those planning strategies identified to start one-to-three years after the Plan's adoption. These include issues or ideas that have been identified as top challenges to create significant positive impact for growth or could be completed with limited resources.
- Moderate Priority, or those planning strategies identified to start four-to-ten years after the Plan's adoption.
- Low Priority, or those planning strategies identified to start sometime after the Plan's adoption. They typically reflect strategies that cannot be completed until other planning strategies are met or larger funding is available.
- One-going Priority, or those planning strategies that are reoccurring, like those required by state law or regular town operations.

All actions will have barriers to their implementation, such as finding funding or available resources, and the priorities should be used to determine how limited resources will be used. This prioritization was based on factors like the ability to complete a plan quickly, the immediate impact on Utica, funding availability, and required sequencing if others action steps are involved. Priorities have been assigned to each planning step, breaking convention with other comprehensive planning processes, but due to Utica's burgeoning nature as a community and the broad scope of the goals and objectives, individual prioritizing was appropriate.

PLANNING GOAL

OBJECTIVE

PLANNING STRATEGIES

- HIGH PRIORITY
- MODERATE PRIORITY
- LOW PRIORITY
- ON-GOING PRIORITY

ACTION PLAN TEMPLATE FOR REFERENCE

PARTNERS & ORGANIZATIONS

TOOLS & RESOURCES

REFERENCES

Accelerate Indiana Municipalities (AIM)

AIM is the official voice of municipal government in Indiana, with a purpose to foster, promote and advocate for the success of Hoosier municipalities as laboratories of innovation, hubs of talent and the engines driving the state's economy.

Building and Development Association of Southern Indiana (BDASI)

BDASI is committed to promoting the region's new-home construction; educating members and consumers on the industry's standards, practices, and happening; and providing networking opportunities to encourage member business opportunities and success.

Building Resilient Infrastructure and Communities (BRIC)

BRIC supports states, local communities, tribes, and territories as they undertake mitigation projects, reducing the risks they face from disasters and natural hazards. It supports communities through capability- and capacity-building; encouraging and enabling innovation; promoting partnerships; enabling large projects; maintaining flexibility; and providing consistency.

Community Crossings Matching Grant

The grant program provides funding to cities, towns, and counties across the state to make improvements to local roads and bridges. It is a partnership between INDOT and Hoosier communities to invest in infrastructure projects that catalyze economic development, create jobs, and strengthen local transportation networks.

Community Facilities Direct Loan Program:

This program provides affordable funding to develop essential community facilities in rural areas. An essential community facility is defined as a facility that provides an essential service to the local community for the orderly development of the community in a primarily rural area, and does not include private, commercial or business undertakings.

A rural area is defined as cities, villages, townships, and towns including Federally Recognized Tribal Lands with no more than 20,000 residents. Funds can be used to purchase, construct, and/or improve essential community facilities, purchase equipment, and pay related project expenses.

Examples of essential community facilities include:

- Health care facilities such as hospitals, medical clinics, dental clinics, nursing homes or assisted living facilities
- Public facilities such as town halls, courthouses, airport hangars or street improvements
- Community support services such as childcare centers, community centers, fairgrounds or transitional housing
- Public safety services such as fire departments, police stations, prisons, police vehicles, fire trucks, public works vehicles or equipment
- Educational services such as museums, libraries, or private schools
- Utility services such as telemedicine or distance learning equipment
- Local food systems such as community gardens, food pantries, community kitchens, food banks, food hubs or greenhouses

The direct loan program offers loan repayment terms up to a maximum of 40 years.

Community Foundation of Southern Indiana

The Community Foundation of Southern Indiana offers a range of charitable funds, allowing individuals, families, businesses, and not-for-profits to choose the best vehicle(s) to help accomplish their philanthropic goals. Since 1991, the Community Foundation has continued to grow – today administering over $134 million assets, annually granting more than $6 million to causes that impact our community, and stewarding nearly 300 individual funds, and providing leadership on important community issues.

EDTA Tax Abatement

An economic development target area (EDTA) is a specific geographic territory that has become undesirable or impossible for normal development and occupancy because of a lack of development, cessation of growth, deterioration of improvements or character of occupancy, age, obsolescence, substandard buildings, or other factors that have impaired values or prevent a normal development of property or use of property.

This abatement is done in conjunction with the establishment of an Economic Revitalization Area (ERA), which is the traditional designation required to grant a standard tax abatement. The EDTA requires approval by the Economic Development Commission and must be approved via ordinance. Designated EDTA's may not exceed more than 15% of the total geographic area of a municipality. When introduced for targeted areas, abatement eligibility is opened up to include retail establishments, restaurants, and residential facilities.

Federal Emergency Management Agency (FEMA)

Federal agency dedicated to coordinating the response to a disaster that has occurred in the United States and that overwhelms the resources of local and state authorities. It provides state and local governments with experts in specialized fields, funding for rebuilding efforts, and relief funds for infrastructure development.

Flood Mitigation Assistance Grant Program

The Flood Mitigation Assistance grant program is a competitive program that provides funding to states, local communities, federally recognized tribes, and territories. Funds can be used for projects that reduce or eliminate the risk of repetitive flood damage to buildings.

HOME Investments Partnership Program (HOME)

The purpose of the HOME program is to provide subsidies in the form of grants and loans to selected developer applicants for the acquisition, rehabilitation and/or new construction of rental housing for low and moderate-income tenants. Administered by IHCDA, the HOME program seeks to improve the quality of affordable housing stock in Indiana. In exchange for receiving a grant or loan from the HOME program, the developer agrees to keep the housing income restricted and rent restricted, while delivering a safe and clean property for residents.

Impact Fees

An impact fee is a charge on new development to pay for the cost of infrastructure and associated services that are necessitated by and benefit new development. The fee is based on the type of development assessed for the increased burden on infrastructure and public services.

Indiana Arts Commission (IAC)

IAC works to improve inclusion, diversity, equity, and access with work that embraces community engagement to deepen the role, relevancy, and value of arts and creativity in communities. The funding process for IAC grant programs begins with the development of guidelines. IAC staff and Commissioners shape the guidelines based upon IAC priorities and the agency's strategic plan. They work with stakeholders and program focus groups for public input to update and revise guidelines.

The Arts Alliance of Southern Indiana is a more localized program. The alliance promotes art and culture in Clark, Floyd, and Harrison Counties through partnerships with individuals, groups, and businesses. They leverage their events, programming, and space as platforms for community arts and culture engagement.

Indiana Association for Floodplain and Stormwater Management (INAFSM)

INAFSM was founded in 1996 by professionals interested in and responsible for floodplain and stormwater management in the state. It serves professionals by providing educational opportunities and advocating for responsible floodplain and stormwater management.

Indiana Chapter of the American Planning Association (IN-APA)

APA exists to elevate and unite a diverse planning profession as it helps communities, their leaders and

residents anticipate and meet the needs of a changing world. APA Indiana strives to be the authority on innovative planning that rises to today's challenges and meets emerging needs.

Indiana Department of Environmental Management (IDEM)

IDEM's mission is to implement federal and state regulations to protect human health and the environment while allowing the environmentally sound operations of industrial, agricultural, commercial, and governmental activities vital to a prosperous economy. IDEM issues air, water, and solid and hazardous waste permits that restrict discharges to environmentally safe levels.

Indiana Department of Homeland Security (IDHS)

IDHS leads Indiana's emergency planning and operations, first responder training and fire and building safety. IDHS serves as a federal facilitator for funding to support emergency management and grant funding to protect from risks; however, the agency functions separately from the U.S. Department of Homeland Security.

Indiana Department of Natural Resources (IDNR)

IDNR seeks to protect, enhance, preserve, and wisely use natural, cultural, and recreational resources for the benefit of Indiana's citizens through professional leadership, management, and education. They oversee Land and Water Conservation grants, which can be used to protect important natural areas, acquire land for outdoor recreation and develop or renovate public outdoor recreation facilities such as campgrounds, picnic areas, sports/playfields, swimming facilities, boating facilities, fishing facilities, trails, natural areas, and passive parks. It provides grants for 50% of the cost of acquisition and/or development. To be eligible, the group must be a legally established park board and have a current 5-year park and recreation master plan on file in the Division of Outdoor Recreation. The minimum grant request is $50,000 and the maximum request is $250,000 with a local match requirement.

Indiana Department of Transportation (INDOT)

INDOT's mission is to plan, build, maintain, and operate a transportation system that encourages safety, mobility, and economic growth, they aid smaller communities through Local Public Agency (LPA) Programs, Community Crossings grants for paving projects, and Transportation Alternative funding for roadway, sidewalk, trail, and streetscape projects.

Indiana Economic Development Corporation (IEDC)

The IEDC is charged with growing the state economy, driving economic development, helping businesses launch, grow, and locate in the state. The IEDC is organized as a public private partnership and manages many initiatives, including performance-based tax credits, workforce training grants, innovation and entrepreneurship resources, public infrastructure assistance, and talent attraction and retention efforts.

Indiana Housing and Community Development Authority (IHCDA)

IHCDA's work is done in partnership with developers, lenders, investors, and nonprofit organizations that use their financing to serve low- and moderate-income Hoosiers. They leverage public and private funds to invest in financially sound, well-designed projects that will benefit communities for many years to come. Qualifications for each of IHCDA's homebuyer programs are determined by a combination of income, credit score and debt-to-income ratio. These vary by county. The sales price of the home must be under the federal acquisition limit for your area and, in most areas of the state, interested parties must be a first-time homebuyer unless purchasing in a targeted area, or they are a Qualified Veteran. IHCDA does have programs that do not require interested parties to be a first-time homebuyer. For a complete list of programs and qualification guidelines, please visit: https://www.in.gov/ihcda/homebuyers/programs/

Indiana Landmark

Indiana Landmarks is a 501(c)(3) nonprofit organization, supported by members and led by a volunteer board, with a main office in Indianapolis and nine regional offices, staffed by professionals, who help people save and revitalize historic places. Indiana Landmarks revitalizes communities, strengthens connections to our diverse heritage, and saves meaningful places.

Indiana Multi-hazard Flood Mitigation Plan

The State Multi-Hazard Mitigation Plan lays the foundation to building resiliency in Indiana by identifying the state's greatest risks for disasters and creating strategies to mitigate these risks. This plan is required to be updated every five years by the Federal Emergency Management Agency (FEMA). The plan makes Indiana eligible to apply for, and receive, FEMA Hazard Mitigation Assistance funding.

An interactive story map by the Polis Center at IUPUI showcases the highlights of the plan with graphics, maps, animations and more. It can be found on IDHS's website.

Indiana Office of Communityand Rural Affairs (OCRA)

The Indiana Office of Community and Rural Affairs works with local, state, and national partners to provide resources and technical assistance to aid communities in shaping and achieving their vision for community and economic development. They offer several programs to aid rural communities, like the Indiana Connectivity Program to expand broadband internet access, Community Development Block Grants for small town renewal, Recovery Housing Programs for at-risk Hoosiers, and Indiana Main Streets funding for downtown revitalization.

Indiana Destination Development Corporation (IDDC)

The Indiana Destination Development Corporation (IDDC) was formed by the Indiana Legislature in 2019 to promote Indiana as a great place for living, visiting, learning, and earning. The IDDC became incorporated on July 1st, 2020. The Indiana Office of Tourism Development (IOTD) evolved into the new organization, creating a seamless experience for our tourism and talent attraction partners. Increasing the knowledge that builds pride in Indiana will help our state fill open jobs, grow talent, and elevate views of our distinctive sense of place.

Indiana Small Business Development Center (Indiana SBDC)

The Indiana Small Business Development Center (Indiana SBDC), which is housed within the Indiana Economic Development Corporation, helps small businesses start, grow, finance, innovate, and transition through no-cost, confidential business advising and training. The Indiana SBDC was established in 1985 with funding support from the U.S. Small Business Administration and State of Indiana and has worked with over 50,000 entrepreneurs and small businesses. With a network of 10 regional offices throughout the state, the Indiana SBDC helps Hoosier entrepreneurs and small businesses start stronger, grow faster, and work smarter. The Southeast Regional Office is located in Downtown New Albany.

Infrastructure Revolving Loan Fund

The State Revolving Fund (SRF) Loan Programs provide low-interest loans to Indiana communities for projects that improve wastewater and drinking water infrastructure. The Program's mission is to provide eligible entities with the lowest interest rates possible on the financing of such projects while protecting public health and the environment. SRF also funds non-point source projects that are tied to a wastewater loan.

Kentuckiana Regional Planning and Development Agency (KIPDA)

KIPDA provides regional planning, review, and technical services in the areas of public administration, social services, and transportation as well as community ridesharing programs. KIPDA also coordinates services for persons 60 years of age and over. KIPDA is designated by the Kentucky State Clearinghouse as the regional review agency for virtually all applications for federal and/or state funds made by organizations or governments within Kentucky.

Low Income Housing Tax Credit (LIHTC)

The LIHTC program is administered by the IHCDA. The program is federally funded, and it is the primary tax credit incentive for developers considering investment in affordable housing. Two different credit levels exist for LIHTC: 4% credits and 9% credits. Applications for LIHTCs are very competitive, but the program incentives can be significant for both the developer and the investor purchasing the credits. The developer can sell the credits and greatly reduce the financial burden that accompanies traditional

market rate developments and accommodate for the submarket rents. Income thresholds for LIHTC housing generally require an average of 60% AMI, and housing developments can be age-restricted. A thoughtful approach to quality affordable housing opportunities is advised, and it can help address the housing burden that accompanies certain income levels.

Municipal Riverfront Development Project Area

A Municipal Redevelopment Project Area is a geographic area designated for redevelopment or economic development that is often the target for growth in destination entertainment and restaurants. The project area often accompanies the establishment of a TIF district via IC 36-7-14. The Municipal Riverfront Development Project Area is allowed under IC 7.1-3-20-16.1, and grants the community the authority to support the application for additional one, two and three-way alcoholic beverage permits beyond the quota system.

The local unit of government determines the total number of permits allowed and oversees the application for permits locally, which are ultimately issued by the Indiana Alcohol and Tobacco Commission. The permits are non-transferable and subject to annual renewal fees. The Municipal Riverfront Development Project Area is established via ordinance, and the project area must border a river as part of the project boundaries. Once established, the proposed permit premises must be located no more than 1,500 feet or three city blocks from the developable area not impacted by floodplain. In some instances, the eligible area may extend up to 3,000 feet or six city blocks.

National Endowment of the Arts

The National Endowment for the Arts is an independent federal agency that funds, promotes, and strengthens the creative capacity of our communities by providing all Americans with diverse opportunities for arts participation. The Endowment awards grants to nonprofit organizations, creative writers and translators, state arts agencies, and regional arts organizations in support of arts projects across the country.

One Southern Indiana (1SI)

One Southern Indiana works with both large and small businesses. They offer services such as new business attraction, retention and expansion of existing business, networking opportunities, workshops and educational programs and events geared for the business professional. 1SI is an advocate for the local business community. Through engagement at all levels of government, 1SI is building a reputation as the primary advocacy resource for members, for the region and for key decision makers. They support public policy that facilitates high wage/high skill job creation, entrepreneurship, capital investment and existing business retention and expansion. They also support actions that contributes to a strong quality of life that attracts and retains jobs and investment.

Our Southern Indiana Regional Development Authority (SoIN RDA)

The RDA Board of Directors consists of 5 members appointed by Boards of Commissioners of five founding members, Clark, Floyd, Jefferson, Scott, and Washington counties. Board members serve a 4-year term and may be appointed to subsequent terms. They work with communities on READI grants, or Regional Economic Acceleration and Development Initiative (READI) 2.0. The second round of $500 million was a direct response to the significant demand for quality of place investments from communities across the state.

Prosperity Indiana

The Indiana Association for Community Economic Development d/b/a Prosperity Indiana is a statewide membership organization for individuals and organizations strengthening Hoosier communities. Since its founding in 1986, Prosperity Indiana has grown to approximately 200 members, currently representing 900 community economic development practitioners from public, private, and nonprofit sectors.

Redevelopment Tax Credit (RTC) Support

The RTC program offered by the IEDC provides an incentive to developers for investments in the redevelopment of vacant land and buildings, as well as brownfields. Established by IC 6-3.1-34, the incentive comes in the form of an assignable income tax credit to encourage companies and developers to invest in

projects that redevelop communities, improve quality of place, and build physical assets and capacity at the local level. The credit value is derived from qualified investments in the redevelopment of a qualified site or building that meets size and scale requirements. The IEDC requires application by the developer, and evidence of local support, as it evaluates the project based on its potential impact on the local community and positive return on investment for Indiana. The RTC is enhanced for projects included in an RDA plan, within a New Markets Tax Credit (NMTC) tract, or a designated Opportunity Zone.

The RTC program is a competitive, application-based program with an annual funding cap of approximately $50 million. A development's eligible RTC award may be no more than 30% of eligible costs, based on a variety of qualifying factors reviewed by the IEDC. Traditionally, an RTC request is bound by the value of the "local match" incentive. Most eligible projects qualify for a request of 15% of eligible costs, not to exceed the local match committed. RTCs can be monetized into project equity and are being sold for as high as $0.90 in recent transactions.

The RTC program is a competitive, application-based program with an annual funding cap of approximately $50 million. A development's eligible RTC award may be no more than 30% of eligible costs, based on a variety of qualifying factors reviewed by the IEDC. Traditionally, an RTC request is bound by the value of the "local match" incentive. Most eligible projects qualify for a request of 15% of eligible costs, not to exceed the local match committed. RTCs can be monetized into project equity and are being sold for as high as $0.90 in recent transactions.

Regional Economic Acceleration and Development Initiative (READI)

In 2021, the IEDC announced the Regional Economic Acceleration and Development Initiative, or READI, a competitive community development grant opportunity between self-selected regions throughout Indiana to create a regional vision and project plan that would improve the state's ability to attract, develop and retain talent. Regions were to create actionable and sustainable development plans that outline strategies focused on improving the quality of place, quality of life and quality of opportunity within their communities. To assist in the implementation of these plans, the IEDC would award each region up to $50 million.

Following the success of this program, and with all READI funds to be committed within regions by June 30, 2023, the Indiana legislature approved READI 2.0 beginning in the new fiscal year starting July 1, 2023. Approved as part of the Indiana biennial budget, $500 million has been committed to the second iteration of the READI program, with $250 million allocated to FY 23-24 and $250 million allocated to FY 24-25.

Clark County is part of the five-county Our Southern Indiana Regional Development Authority (RDA) region, along with Floyd, Jefferson, Scott, and Washington Counties. This region received $50 million toward the implementation of its regional development plan in 2021. While the initial round of READI was capitalized by federal ARPA funds that restricted use, READI 2.0 appears to be less-restrictive as the funding is from state discretionary dollars. Focus areas of READI 2.0 are influenced by population growth and talent attraction, innovation and entrepreneurship, quality of place and quality of life. The Our Southern Indiana RDA, in coordination with the IEDC, will direct application and uses of the READI 2.0 funds.

River Ridge Commerce Center

River Ridge Commerce Center is a world-class business and manufacturing park with over 6,000 prime acres of land under development along the Ohio River in southern Indiana. River Ridge features three unique locations for new development – an industrial park, an office and research campus, and a 1,400-acre megasite. In the Midwest's top-ranked business environment, each infrastructural element within River Ridge is designed to be multi-functional and sustainable.

SoIN Tourism

"SoIN" is the term used to define Clark and Floyd Counties in southern Indiana. These counties are just across the river from Louisville, Kentucky in Indiana. They're in the sweet spot – a place with easy access to our big city neighbor and just a few miles from rolling hill farmlands. Experience the craft culture, outdoor experiences, and history of Southern Indiana.

The office's headquarters is in Jeffersonville. They assist with paid advertising on social media, email newsletters, and more.

Southern Indiana Stormwater Advisory Committee

The primary mission of the SWAC has been to protect and improve water quality in southern Indiana. It is a regional partnership whose core function is to guide stormwater quality programs in a cost-effective, consistent, and efficient manner; striving through collaborative efforts to educate all constituents, encourage involvement, and implement new planning approaches to improve the quality of life for the region, and thus society now and into the future.

Tax Abatement / TIF

Abatement is a taxation strategy usually used by various governments to encourage specific activities, such as private capital investments in new real estate or improvements to existing buildings. In Indiana, abatement often comes in the form of a property tax deduction incentive.

Abatements are often utilized in real estate but are also applicable to certain types of personal property (equipment). Some cities have property tax abatement programs that eliminate or significantly reduce the increase in property tax payments resulting from capital improvements – often for a period of up to 10 years. The purpose of these programs is to attract investors, developers, and businesses to consider areas that can have a lower market demand to expedite local revitalization efforts.

Tax Increment Financing (TIF) is a local redevelopment tool that capture revenue from increases in taxable assessed value from real estate (property taxes) within a specified geographic area (TIF district) to fund infrastructure improvements and encourage further redevelopment. The TIF district revenues provide funding for public or private projects by borrowing against the future increase in these property-tax revenues. The intent is for the improvement to enhance the value of existing properties and encourage new development in the district.

Public Infrastructure TIF Bond:

Development projects may require the extension, improvement, or installation of public infrastructure to accommodate growth and capital investment. A redevelopment commission may choose to provide funding for these public realm improvements to support the project. Typically, a portion of property tax revenue captured within the TIF district is pledged toward debt obligations to satisfy these infrastructure improvements.

Often the redevelopment commission and the developer will work together to determine an equitable split of the revenue to satisfy necessary infrastructure improvements and development incentive.

Traditional TIF Bond:

A developer may request public financial support to assist with a private development project. Under certain conditions, municipal redevelopment commissions can directly invest TIF funds into developments, injecting present value property tax proceeds as equity into the developer's capital stack to offset costs and risk associated with the proposed project. This is typically done through a TIF bond supported by the project's estimated assessed value. Additional security can be provided through the negotiated terms within a formal development agreement between the parties involved, as well as a minimum taxpayer agreement.

Several factors impact bond proceeds and bond marketability – including, but not limited to – projected assessed value, property tax rates, interest rates, other tax deductions, and the inclusion of other municipally-backed revenue streams.

Developer Purchased TIF Bond:

An alternative to the previous scenario, the developer-purchased TIF bond is another property tax-based incentive that can be issued by the municipality to encourage capital investment in a project. In this scenario, the developer "buys" the bonds issued by the redevelopment commission. Rather than a cash commitment injected into the capital stack of the project, this strategy offers the developer a long-term "tax abatement" for the length of the obligation, as the property taxes paid by the developer are recouped as the municipality pays the developer annually as the owner of the obligation.

Often developers agree to a percentage split of annual project revenues with the redevelopment commission so the revenues can be dedicated to other offsite improvements that positively impact future development. The developer purchased TIF bond can result in significant operational savings for the bondholder that can increase the overall profitability of the development.

Single Family Residential TIF:
Authorized under IC 36-7-14 and adopted in 2019, a municipal redevelopment commission can establish a residential housing program to support and encourage the development of single-family residential housing. The housing TIF program allows for the capture of increased assessed value resulting from development of new owner-occupied housing units within the allocation area. Traditionally the 1% rate capped owner-occupied housing was ineligible for capture within a TIF district. Like a traditional TIF district, the single-family residential TIF creates a revenue stream from development that can be deployed for infrastructure improvements (utilities, sidewalks, roadways), or to provide other development incentives.

When originally established, the residential housing program TIFs required additional scrutiny and approvals by the Department of Local Government Finance (DLGF) and the affected school board. Amendments to this program were adopted during the 2023 legislative session removing the approval of affected school corporations and DLGF certification. Additional legislative changes reduced the life of the residential TIF from 25 years to 20 years from the date of the first obligation. On July 1, 2027, the residential TIF changes will resolve and the previously adopted guidelines from 2019 are set to return.

US Army Corps of Engineers (USACE)

The U.S. Army Corps of Engineers has approximately 37,000 dedicated Civilians and Soldiers delivering engineering services to customers in more than 130 countries worldwide. With environmental sustainability as a guiding principle, USACE's disciplined team is working diligently to strengthen our Nation's security by building and maintaining America's infrastructure and providing military facilities where our servicemembers train, work and live. They are also researching and developing technology for the nation's war fighters while protecting America's interests abroad by using their engineering expertise to promote stability and improve quality of life. USACE is energizing the economy by dredging America's waterways to support the movement of critical commodities and providing recreation opportunities at our campgrounds, lakes, and marinas.

US Economic Development Administration (EDA)

EDA's investment policy is designed to establish a foundation for sustainable job growth and the building of durable regional economies throughout the US. This foundation builds upon two key economic drivers - innovation and regional collaboration. Innovation is key to global competitiveness, new and better jobs, a resilient economy, and the attainment of national economic goals. Regional collaboration is essential for economic recovery because regions are the centers of competition in the new global economy and those that work together to leverage resources and use their strengths to overcome weaknesses will fare better than those that do not. EDA encourages its partners around the country to develop initiatives that advance new ideas and creative approaches to address rapidly evolving economic conditions.

PLANNING GOAL

Enhance Community Identity

OBJECTIVE

Adopt a Comprehensive Plan that preserves and improves the general identity and needs of the Town.

PLANNING STRATEGIES

●●● **HIGH PRIORITY**

1. According to 2022 IC 36-7-4-507, the Planning Commission must give notice and hold (1) or more public hearing on the plan. This schedule must be published for public notice, stating the time and place of each hearing. The Comprehensive Plan must be published ten (10) days before the public hearing in an accessible location; the public must then be given notice of this location.

2. After the public hearing, the Planning Commission approves the plan and forwards it to the legislative body for adoption by resolution.

3. The legislative body may either:
   a. Adopt the Comprehensive Plan as recommended and approved;
   b. Adopt the Comprehensive Plan with amendments; or
   c. Reject the plan. It must then be returned to the Planning Commission with written reasons for rejection or amendment. The Commission has sixty (60) days to consider the resolution.

PARTNERS & ORGANIZATIONS

- Consultants specialized in Comprehensive Planning adoption, whether this be planners, neighboring municipal agents, or legal representatives.

TOOLS & RESOURCES

- 2022 Indiana Code (https://law.justia.com/codes/indiana/2022/)
- Chapter 7: Comprehensive Plans from the 2017 Citizen Planners Guide, prepared by Ratio Architects (https://www.indianaplanning.org/wp-content/uploads/2012/12/FINAL-CitizenPlannersGuide-3.20.17-Ch.7-ComprehensivePlans.pdf)

PLANNING GOAL

Enhance Community Identity

OBJECTIVE

Identify areas of government that need to be created or improved.

PLANNING STRATEGIES

HIGH PRIORITY

1. Increase staff members or consultants on the current Parks Board, Planning and Zoning Commission, and Zoning Appeals Board to ensure quick and easy governance and approvals.

ON-GOING PRIORITY

2. Reduce conflicts of interest within the government body by recruiting more volunteers from the Town as it grows. These volunteers/ employees should cover all demographics.

3. Establish or re-establish additional boards within the Town of Utica to manage a myriad of businesses and governmental functions. These could include a redevelopment commission, historic preservation committee, a sanitation department, or media and communications cabinet.

4. Train and support board members in their respective roles as well as the tools and resources available to them. Boards should be granted access to appropriate professional service providers and consultants in the accomplishment of their goals, with staffing to come later.

5. Establish regular public business meeting schedules and adhere to annual reporting guidance as required by state statute and IN Department of Local Government Finance.

PARTNERS & ORGANIZATIONS

- Town of Utica
- Homeowners Associations
- Consultants
- Municipal financial advisors

TOOLS & RESOURCES

- Volunteers
- Current Staff
- Neighboring municipalities which may be able to offer guidance

PLANNING GOAL

Enhance Community Identity

OBJECTIVE

Create a reliable land use map that can provide proper direction for development of residential and commercial zones, recreational space, and town center.

PLANNING STRATEGIES

HIGH PRIORITY

1. Adopt the Town of Utica Comprehensive Plan, which contains a Land Use Plan in Chapter 3.

2. Publish the Land Use Plan digitally with GIS and with physical copies located at the civic center.

PARTNERS & ORGANIZATIONS

- Town of Utica
- GIS experts or urban planners who can assist in creating a digitally interactive Land Use Plan.
- Consultants

TOOLS & RESOURCES

- The Town of Utica Comprehensive Plan
- Online resources, like ArcGIS or Elevate Clark County
- Neighboring municipalities which may be able to offer guidance

PLANNING GOAL

Enhance Community Identity

OBJECTIVE

Update the land development code to enforce the ideals of the Comprehensive Plan.

PLANNING STRATEGIES

HIGH PRIORITY

1. Revise the land development code to align with the new Comprehensive Plan and comply with current state statutes.

2. Address current development needs, either through rezoning efforts or establishing design standards in the land development code to ensure high-quality development. Facilitate future economic development and redevelopment objectives identified within the Plan. Aligning these goals will be attractive to developers wishing to invest capital in the community, while reducing conflict points with regulations that would otherwise impede growth goals.

3. Create a housing master plan for the Town of Utica to differentiate between ideal housing typologies to be built in the Town, as identified in the Land Use Plan, and standards for design. These should be defined within the land development code.

4. Evaluate the need to hire a full-time Director of Planning and Zoning and accompanying staff.

MODERATE PRIORITY

5. Update standards for signage and lighting as identified in Chapter 4's Complete Streets Design Guidelines and require sidewalks for access.

PARTNERS & ORGANIZATIONS

- Planning Commission
- Town Council
- Property owners and developers
- Consultants
- Additional departments as added by the Town

TOOLS & RESOURCES

- Indiana Chapter of the American Planning Association
- Indiana Department of Transportation
- Building and Development Association of Southern Indiana
- Planning consultants and partners

PLANNING GOAL

Enhance Community Identity

OBJECTIVE

Celebrate the Town's history with preservation efforts to commemorate historic sites and events which add to the character of the region.

PLANNING STRATEGIES

●● MODERATE PRIORITY

1. Use historic maps in Chapter 2 of the Comprehensive Plan and local nonprofits to identify historic locations in town or in the region with historical significance. Assess structural integrity, architectural features, and investment opportunities in preserving these sites or structures.

● LOW PRIORITY

2. Create code enforcement documentation, either in the land development code or as a separate document, for material selection and aesthetics related to the historic character of the Town.

3. Create unique signage and wayfinding for these historic sites.

4. Work with tourism partners and other regional entities to expand tourism and showcase Utica's river town charm and history. Promote festivals and celebrations centered on Utica's history.

○○○ ON-GOING PRIORITY

5. Begin flood mitigation efforts to reduce the negative impact of flooding on preservation or development efforts.

6. Actively enforce the land development code on existing and developing properties.

PARTNERS & ORGANIZATIONS

- Town Council
- Planning Commission
- Clark County Government
- Property Owners and Developers
- One Southern Indiana
- Our Southern Indiana RDA
- Indiana Landmark

TOOLS & RESOURCES

- Accelerate Indiana Municipalities
- Economic Development Administration
- Indiana Arts Commission
- Indiana Destination Development Corporation
- National Endowment of the Arts
- Private donations

PLANNING GOAL

Create Opportunities for Economic Development

OBJECTIVE

Build a cache of tools, resources, and targeted projects that prime areas of the Town for redevelopment.

PLANNING STRATEGIES

HIGH PRIORITY

1. Review economic development plans for TIF districts to ensure plan activities align with the Comprehensive Plan. Evaluate plan activities for project prioritization and potential amendment.
    a. Review TIF districts and parcels to ensure alignment with the Land Use Plan and proposed growth areas.
    b. Review and monitor existing TIF district parcels for performance. Consider amendment to remove under-performing and/or nonperforming parcels.
    c. Evaluate the addition of new parcels that are targeted for growth and investment.

2. Build relationships with professional services to provide ongoing technical expertise and support in pursuit of development goals.

MODERATE PRIORITY

3. Create a development toolkit on the Town's website that includes programs and tools to encourage and support developer investment. These should specifically target the Town Center Overlay District, with a variety of placemaking investments, commercial-specific property tax relief programs, and façade and property improvement programs.

4. Target Utica's western gateway for additional master planning and development evaluation, in particular, properties located in the Marina Park Overlay District.

5. Formulate residential housing programs (Residential TIF) that align with the Land Use Plan and development goals along Old Salem Road and within the Utica Ridge Overlay District.

LOW PRIORITY

6. Form focus groups to understand how to attract and retain specific workforces as well as businesses that promote tourism, expand entertainment and dining services, or provide retail options.

7. Engage with property owners within identified development areas. Identify fair market property valuations and consider land option strategies where resources and opportunities align.

8. Evaluate properties and public spaces in the Town Center Overlay District for entertainment blocks that encourage private investment in restaurants and "eater"-tainment options.

PARTNERS & ORGANIZATIONS

- Town Council
- Planning Commission and Redevelopment Commission
- Board of Zoning Appeals
- Developers and local businesses
- One Southern Indiana
- Our Southern Indiana RDA
- SoIN Tourism

TOOLS & RESOURCES

- Public Relations
- The Comprehensive Plan
- City of Jeffersonville
- 2020 Utica Ridge Master Plan
- Façade and property improvement programs
- TIF
- Accelerate Indiana Municipalities
- Economic Development Administration
- Impact Fees
- Indiana Economic Development Corporation
- Indiana Small Business Development Center
- Prosperity Indiana

PLANNING GOAL

Create Opportunities for Economic Development

OBJECTIVE

Synergize with River Ridge to further grow the Town and support new business and jobs for the commerce park.

PLANNING STRATEGIES

●●● **HIGH PRIORITY**

1. Build a development toolkit that includes programs and tools to encourage and support developer investment. These should specifically target the Town Center Overlay District, with a variety of placemaking investments, commercial-specific property tax relief programs, and façade and property improvement programs.

2. Create a housing master plan for the Town of Utica to differentiate between ideal housing typologies to be built in the Town, as identified in the Land Use Plan, that support mixed income levels for River Ridge employees.

3. Identify developers to create various housing typologies that support River Ridge and fit within the design standards the Town desires.

4. Build infrastructure and land development opportunities that support the Utica Ridge Master Plan and align with River Ridge's development. Engage with professional service providers to evaluate existing infrastructure capacity and expansion needs and identify costs to support land development goals. Evaluate sources, uses, and funding strategies to building development-critical infrastructure.

●●○ **MODERATE PRIORITY**

5. Provide land development opportunities for new projects that support River Ridge and its employees. This includes supporting a variety of housing density typologies to meet the mix of workforce incomes, as well as attracting commercial and retail services to support workforce and residents alike.

○○○ **ON-GOING PRIORITY**

6. Create an advisory board that meets regularly with River Ridge to identify growth opportunities between the Town and the commerce center.

7. Build relationships with professional services to provide ongoing technical expertise and support in pursuit of development goals.

PARTNERS & ORGANIZATIONS

- Town Council
- Planning Commission
- Clark County Government
- River Ridge Commerce Center

TOOLS & RESOURCES

- Public Relations
- The Comprehensive Plan
- City of Jeffersonville
- 2020 Utica Ridge Master Plan

PLANNING GOAL

Create Opportunities for Economic Development

OBJECTIVE

Create attractive master plans, RFPs, and other documents that align with the land development code to provide vision and direction for new development in the Town.

PLANNING STRATEGIES

●●● HIGH PRIORITY

1. Incorporate the need for park and open space in any future master plans, RFPs, etc.

2. Provide RFPs on existing Town-owned property for redevelopment opportunities. Prepare real estate for RFP disposition, including performing any necessary due diligence and valuation in accordance with state statute.

●●○ MODERATE PRIORITY

3. Utilize redevelopment tools and resources, notably TIF, to acquire control (via option or purchase agreement) of real estate for disposition for private development opportunities.

4. Complete a master plan for properties within the Marina Park Overlay District to assess and position the property to attract commercial and residential development per the Comprehensive Plan.

●○○ LOW PRIORITY

5. Create master plans for housing typologies, streetscapes, and future infrastructure needs.

PARTNERS & ORGANIZATIONS

- Town Council
- Board of Zoning Appeals
- Planning Commission
- Redevelopment Commission
- Developers and local businesses
- One Southern Indiana
- Our Southern Indiana RDA
- SoIN Tourism

TOOLS & RESOURCES

- Accelerate Indiana Municipalities
- Economic Development Administration
- Impact Fees
- Indiana Economic Development Corporation
- Indiana Small Business Development Center
- Prosperity Indiana
- Tax Abatement
- TIF

PLANNING GOAL

Establish Recreational Facilities and Open Spaces

OBJECTIVE

Create and adopt a Parks and Recreation Master Plan to guide future development.

PLANNING STRATEGIES

●●○ **MODERATE PRIORITY**

1. Hire a landscape architecture and/or planning consultant to complete the master plan. Refer to Chapter 5 of the Comprehensive Plan which includes an abbreviated section on how to complete a parks master plan.

●○○ **LOW PRIORITY**

2. Plan to add twenty (20) acres of parkland to the Town, to meet state standards on parks and open space.

○○○ **ON-GOING PRIORITY**

3. Update the plan every five (5) years to remain eligible for state and federal funding with the DNR.

PARTNERS & ORGANIZATIONS

- Town Council
- Parks Board
- Clark County Government
- Local businesses
- Planning Commission

TOOLS & RESOURCES

- Indiana Department of Natural Resources
- Indiana Office of Community and Rural Affairs

PLANNING GOAL

Establish Recreational Facilities and Open Spaces

OBJECTIVE

Identify land in the town for placement of future facilities, trails, and specific recreation activities.

PLANNING STRATEGIES

●●● **HIGH PRIORITY**

1. Create landscape buffer zones between conflicting land uses, like residential and light industrial land uses. Update land development codes to specify requirements for plantings, offsets, and density.

●●○ **MODERATE PRIORITY**

2. Hire landscape architects to create designs for current FEMA lots to provide additional open space and flood mitigation zones. Work with FEMA to purchase additional affected lots in the flood zone as they become available.

3. Identify and preserve land in the Town Center Overlay District for parks projects.

●○○ **LOW PRIORITY**

4. Hire a landscape architecture and/or planning consultant to complete a Bicycle and Pedestrian Master Plan, which would seek to improve connectivity throughout Utica. Reference high-level mapping in Chapters 4 and 5 of the Comprehensive Plan to identify potential routes or growth areas for recreation.

5. Acquire the sand and limestone quarry on Utica Pike for development of a new community park.

6. Preserve Lentzier Creek's riparian corridor to create greenways and pedestrian pathways. This should be completed through land purchases and acquisitions.

7. Identify land for a new neighborhood park along Old Salem Road to serve residents and the community. Create a funding mechanism for this development.

8. Revisit the 2012 master plan which focused on the historic limestone kilns in the bluffs of Utica. Based on potential findings, develop code enforcement for preserving these sites and turning these into local attractions.

○○○ **ON-GOING PRIORITY**

9. Identify and incorporate potential opportunities/needs for public space, trails, and facilities for and within future RFPs and master plans.

PARTNERS & ORGANIZATIONS

- Town Council
- Parks Board
- Clark County Government
- Local businesses
- Planning Commission

TOOLS & RESOURCES

- Indiana Department of Natural Resources
- Indiana Office of Community and Rural Affairs

PLANNING GOAL

Establish Recreational Facilities and Open Spaces

OBJECTIVE

Investigate opportunities for recreational space along the riverfront that will enhance commercial and entertainment potential.

PLANNING STRATEGIES

●●● **HIGH PRIORITY**

1. Update the land development code to coordinate with the Marina Commercial Land Use Design Guidelines in Chapter 3 for design principles in certain regions of the riverfront to begin creating a unique identity for this area.

●●○ **MODERATE PRIORITY**

2. In conjunction with flood mitigation efforts, identify viable land for immediate riverfront development and begin planning for mitigation measures for at-risk land parcels. For example, the former barge company site at the marina should be studied further for redevelopment opportunities. Seek out potential developers with an interest in developing Utica's riverfront or who have experience in riverfront entertainment and dining.

3. Hire landscape architects and civil engineers to provide designs for flood mitigation within the Marina Commercial Land Use and Conservation/ Special Residential Land Use.

PARTNERS & ORGANIZATIONS

- Town Council
- Parks Board
- Clark County Government
- Local businesses
- Planning Commission

TOOLS & RESOURCES

- Indiana Department of Natural Resources
- Indiana Office of Community and Rural Affairs
- TIF

PLANNING GOAL
Mitigate Flood Exposure

OBJECTIVE

Find potential uses for FEMA lots and spaces that cannot be developed due to flood risk.

PLANNING STRATEGIES

MODERATE PRIORITY

1. Hire landscape architects, civil engineers, and environmental engineers to create designs for current FEMA lots to provide additional open space and flood mitigation zones. Work with FEMA to purchase additional affected lots in the flood zone as they become available. Surface parking should only be considered on an as-needed basis.

LOW PRIORITY

2. Using flood analysis data and risk assessments from FEMA, identify flood-prone lots within the Town and work with property owners for acquisition and relocation of residents within the Town.

3. Evaluate the role the Town's Redevelopment Commission could play in funding capital expenses, professional services, acquisition, and mitigation costs.

PARTNERS & ORGANIZATIONS

- Town Council
- Parks Board
- Clark County Government
- Local businesses
- Planning Commission
- US Army Corps of Engineers
- FEMA
- Southern Indiana SWAC
- IDEM
- IDHS

TOOLS & RESOURCES

- Indiana Multi-hazard Mitigation Plan
- Indiana Association for Floodplain and Stormwater Management
- TIF

PLANNING GOAL
Mitigate Flood Exposure

OBJECTIVE

Explore potential for removing parts of the Town from flood-prone areas along the river.

PLANNING STRATEGIES

●●● **HIGH PRIORITY**

1. Formulate development standards for stormwater reduction based on types of development and update existing stormwater ordinances.

2. Find grant funding sources to aid the Town in mitigation efforts.

●○○ **LOW PRIORITY**

3. Enlist the services of qualified, professional consultants to provide a tiered set of strategies to implement infrastructure that controls and contains flood water and stormwater runoff.

4. Implement a property buyout program to reduce the number of developed properties within the Special Flood Hazard Area, or 100-year flood zone.

○○○ **ON-GOING PRIORITY**

5. Maintain compliance with the US Army Corps of Engineers and Indiana Department of Environmental Management on mitigation efforts.

PARTNERS & ORGANIZATIONS

- Town Council
- Parks Board
- Clark County Government
- Local businesses
- Planning Commission
- US Army Corps of Engineers
- FEMA
- Southern Indiana SWAC
- IDEM
- IDHS

TOOLS & RESOURCES

- Indiana Multi-hazard Mitigation Plan
- Building Resilient Infrastructure and Communities
- Flood Mitigation Assistance Grant Program
- Indiana Association for Floodplain and Stormwater Management

PLANNING GOAL
Mitigate Flood Exposure

OBJECTIVE

Identify areas where flooding could happen naturally, as recreation spots or ecological zones for conservation.

PLANNING STRATEGIES

●○○ **LOW PRIORITY**

1. Hire landscape architects, civil engineers, and environmental engineers to properly design and develop mitigation areas to ensure their success.

2. Preserve and restore Lentzier Creek's riparian habitat for conservation of local ecology and for natural flood patterns to remain.

3. Develop the FEMA lots in the Town Center Overlay District with adequate stormwater management systems, either man-made or natural, to become flood mitigation zones within the Overlay District.

PARTNERS & ORGANIZATIONS

- Town Council
- Clark County Government
- Local businesses
- Planning Commission
- Parks Board
- IDNR
- IDHS
- Southern Indiana SWAC
- IDEM

TOOLS & RESOURCES

- Indiana Multi-hazard Mitigation Plan
- Parks and Recreation Master Plan
- Indiana Association for Floodplain and Stormwater Management

PLANNING GOAL

Improve and Expand Infrastructure

OBJECTIVE

Categorize existing road networks to identify where enhancements need to be implemented and where access deficiencies exist.

PLANNING STRATEGIES

●●● **HIGH PRIORITY**

1. Update the land development code to reflect the Complete Streets Design Guidelines and Utica's road classifications for all future developments.

●○○ **LOW PRIORITY**

2. Identify high-impact road improvement projects to promote new development in the Town. Create funding mechanisms to support and construct these projects.

3. Require in the land development code that prior to preliminary plat or plan submission, individuals must contact the Planning Commission to determine if a traffic assessment or impact study is required. If required, a traffic assessment or impact study must include:
    a. A review of traffic counts made by INDOT or local jurisdiction.
    b. Based on the proposed development information, the submitting individual or an engineering consultant will estimate the peak hour traffic generated by the project.
    c. The submitting individual or an engineering consultant will analyze the current street system to determine impacts.
    d. These findings will be summarized in a report to be delivered to the Planning Commission.

○○○ **ON-GOING PRIORITY**

4. Upgrade and maintain existing road networks according to the six (6) roadway classifications outlined in Chapter 5's Complete Streets Design Guidelines.

5. Use Chapter 5's Complete Streets Design Guidelines for road modifications, expansions, or new infrastructure to create better pedestrian and vehicular connectivity throughout the Town.
    a. Identify and fund enhanced pedestrian connectivity projects in and around the Town Center Overlay District that correspond with Chapter 5's Complete Streets Design Guidelines.

6. Require large new developments to identify transportation impacts and compliance with road improvements according to Chapter 5's Complete Streets Design Guidelines and Utica's road classifications.

PARTNERS & ORGANIZATIONS

- Town Council
- Redevelopment Commission
- Clark County Government
- INDOT
- Parks Board
- Planning Commission

TOOLS & RESOURCES

- Developer Funded Infrastructure
- INDOT
- Infrastructure Revolving Loan Fund
- KIPDA
- OCRA
- TIF

PLANNING GOAL

Improve and Expand Infrastructure

OBJECTIVE

Establish an accessible pedestrian network to reduce reliance on vehicular transportation within the Town.

PLANNING STRATEGIES

●●● **HIGH PRIORITY**

1. Update the land development code to reflect the Complete Streets Design Guidelines and all multimodal infrastructure projects.

2. Update all existing pedestrian networks to comply with local and federal accessibility requirements.

●●○ **MODERATE PRIORITY**

3. Implement proper lighting for increased safety and visibility.

●○○ **LOW PRIORITY**

4. Create a signage and wayfinding master plan for the Town to promote walkability and that speak to the aesthetic character of Utica. Create funding mechanism for the implementation of the master plan.

5. Identify and connect pedestrian networks in town to existing regional networks, like the Louisville Loop or the Ohio River Greenway, and to trail systems within the Town, like along Lentzier Creek.

PARTNERS & ORGANIZATIONS

- Town Council
- Redevelopment Commission
- Clark County Government
- Local businesses
- Property owners
- INDOT
- Parks Board
- Planning Commission

TOOLS & RESOURCES

- APA – Plan4Health
- INDOT
- TIF

PLANNING GOAL

Improve and Expand Infrastructure

OBJECTIVE

Evaluate existing utility infrastructure and identify opportunities for expansion and improvements.

PLANNING STRATEGIES

HIGH PRIORITY

1. Create code enforcement requirements for developers to provide infrastructure connections to privately-developed properties.

2. Require in the land development code that impact fees be reviewed and updated and/or new fees added at least every five years. Impact fees should be segregated from the general fund and used for updating community facilities and services.

ON-GOING PRIORITY

3. Expand capacity and replace aging or inadequately-sized infrastructure for domestic water and sewer facilities as identified in Chapter 6's needs assessment.

4. Coordinate with private utility providers (i.e., Internet, natural gas, electric, etc.) to expand service areas as development occurs.

5. Continue development of Utica's MS4 and educate residents and maintain permit requirements.

PARTNERS & ORGANIZATIONS

- Town Council
- Clark County REMC
- Planning Commission
- Utility Providers

TOOLS & RESOURCES

- Infrastructure Revolving Loan Fund
- OCRA
- Utility Fees
- Community Crossings Matching Grant
- Impact fees

PLANNING GOAL

Improve and Expand Infrastructure

OBJECTIVE

Locate spaces and places where community facilities can be located, such as a new civic center, fire and police stations, and town maintenance facilities.

PLANNING STRATEGIES

●●○ **MODERATE PRIORITY**

1. Locate new community services in appropriate areas for civic development according to the Land Use Plan.

○○○ **ON-GOING PRIORITY**

2. Provide annual reviews of the Town's community services to identify equipment, facilities, and resources needed by different entities to continue to serve Utica. Generate public participation in these reviews to consider public perception.

3. Grow existing services like fire protection and law enforcement to continue to protect a growing community.

4. Require that all master plans and RFPs for town projects include goals, objectives, or strategies for community spaces and facilities.

PARTNERS & ORGANIZATIONS

- Town Council
- Utica Township Volunteer Fire Dpt.
- Utica Police Department
- Clark Memorial Health
- Norton Healthcare
- Baptist Health Network
- Clark County 911 Center
- Clark County Health Department

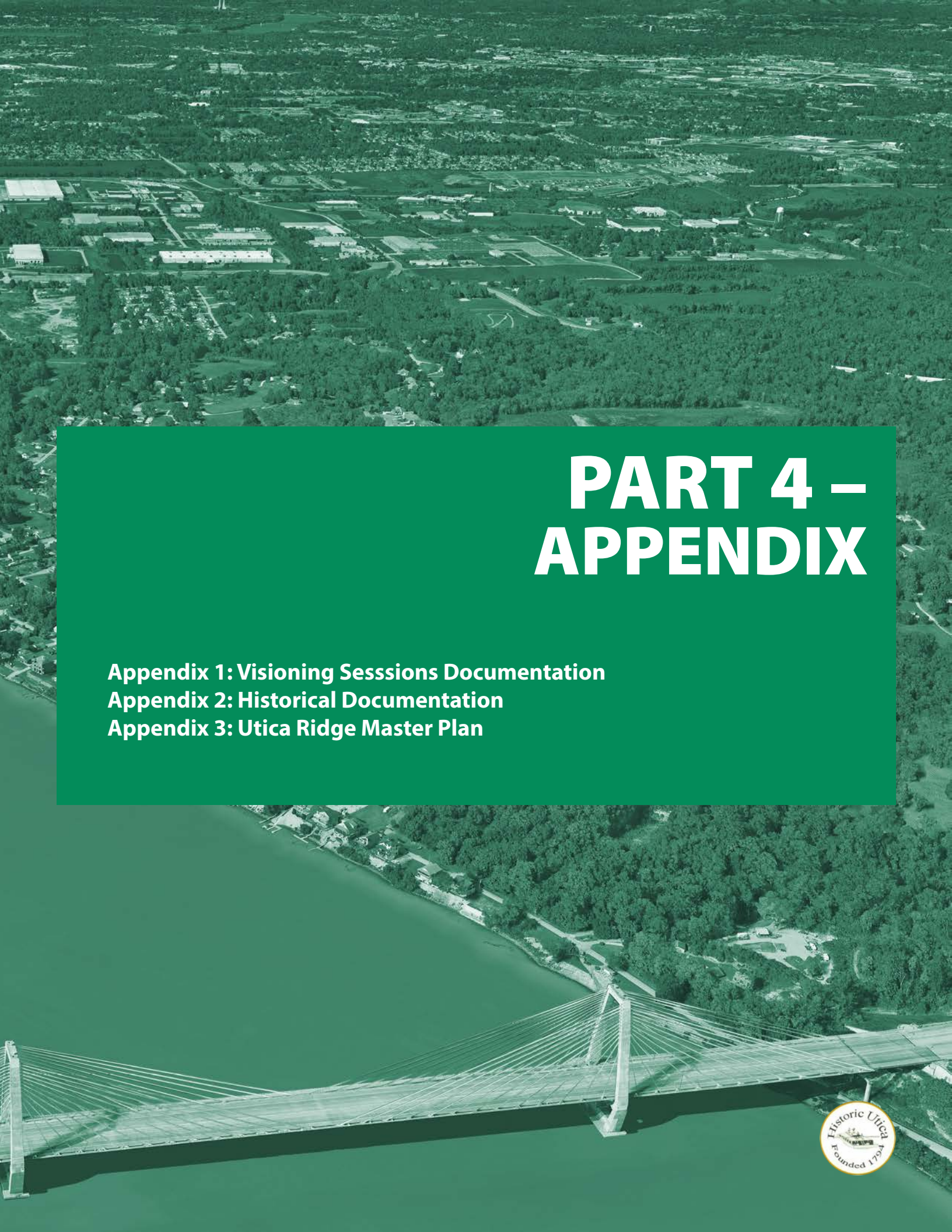
TOOLS & RESOURCES

- NA

PAGE INTENTIONALLY LEFT BLANK

Luckett & Farley
Architecture | Engineering | Interior Design

The Wheatley Group
Economic Development Strategy Specialists



PART 4 – APPENDIX

Appendix 1: Visioning Sesssions Documentation
Appendix 2: Historical Documentation
Appendix 3: Utica Ridge Master Plan

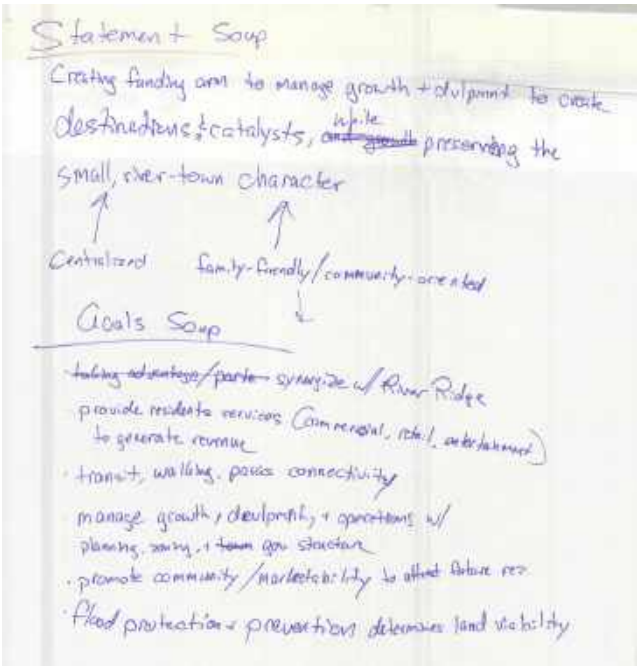
PAGE INTENTIONALLY LEFT BLANK

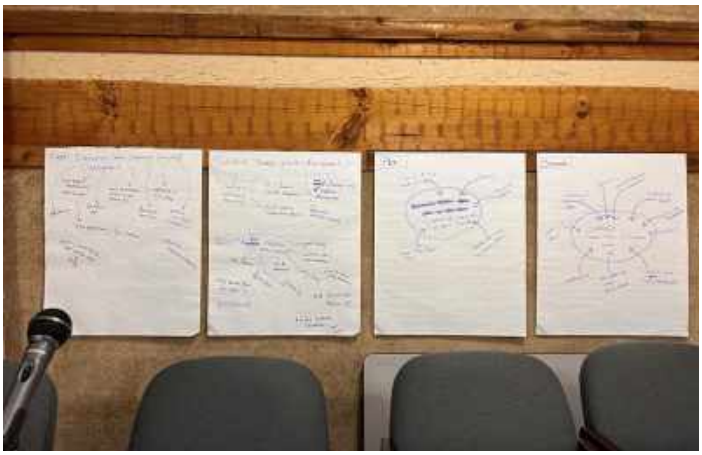
PART 4 – APPENDIX

APPENDIX 1: VISIONING SESSIONS DOCUMENTATION

STEERING COMMITTEE MEETING #1 – FEBRUARY 6, 2023

The initial meeting with Town leaders and officials helped the Planning Team draft a vision statement and preliminary goals for the Comprehensive Plan. The committee was asked to pretend that the year was 2038, and Utica was a feature segment on Wave 3, a local news station. The visioning activity prompted committee members to think about Utica's future, the accomplishments they wanted to achieve, and how they might be achieved.





Pictured: The Planning Team meeting with the Steering Committee to complete visioning activities and brainstorm possibilities.

Sharon

Visioning Session Exercise One

Pretend it is year 2038 (15 years ahead)

- Wave 3 does a special news report stating the success of Utica over the last 15 years.
- This is a huge success story for the community because what has been accomplished.
- Imagine all activities have been built and/or accomplished.

Think about the success story:

- What was the big success story that you personally would consider a big accomplishment for the Town as a whole (not individual accomplishments)?

The town commenced planning and managing growth & development

How was this accomplished:

- What would you consider key points or accomplishments that were needed to make the success story happen? (add as many individual tasks that you think are necessary)

Writing and enforcing regulations ~~and~~ that support the comp plan.

- dedicated members of Council Heber P+Z
- planning for revenue & linking it with growth to be able to afford public services both capital and non capital

Visioning Session One

TOWN OF UTICA, IN COMPREHENSIVE PLAN

Luckett & Farley

Hank

Visioning Session Exercise One

Pretend it is year 2038 (15 years ahead)

- Wave 3 does a special news report stating the success of Utica over the last 15 years.
- This is a huge success story for the community because what has been accomplished.
- Imagine all activities have been built and/or accomplished.

Think about the success story:

- What was the big success story that you personally would consider a big accomplishment for the Town as a whole (not individual accomplishments)?

~~Establishing~~ Establishing - All Boards - BZA, Development - State gov / Nahl/County

Growth old Salem - Noble Woods subdivision / —

Street lights ~~[illegible]~~

opening of Grocery store

full time Police office (Reorganized)

How was this accomplished:

- What would you consider key points or accomplishments that were needed to make the success story happen? (add as many individual tasks that you think are necessary)

Working with I-DOT on old Salem Road

making utica accessable

~~[illegible]~~ Boards Working Together for betterment of Town

Success Story

Establishing - All boards

1. BZA
2. Redevelopment

Working with indot, County - on opening old Salem Rd

Growth Working with River Ridge on Transfer of 100 Acres for development (Noble Woods

Street Lights

opening of Grocery store

Hired - 1st full time police Marshal (Reorganized

Visioning Session One

TOWN OF UTICA, IN COMPREHENSIVE PLAN

Luckett & Farley

Pat Glotzbach

Visioning Session Exercise One

Pretend it is year 2038 (15 years ahead)

- Wave 3 does a special news report stating the success of Utica over the last 15 years.
- This is a huge success story for the community because what has been accomplished.
- Imagine all activities have been built and/or accomplished.

Think about the success story:

- What was the big success story that you personally would consider a big accomplishment for the Town as a whole (not individual accomplishments)?

Residential development has created a [illegible] income level for the Town [illegible] founded.

Utica has become the place to visit for food & Crafts — develop a [illegible] program — The town is divided in 3 Areas — [illegible] [illegible] Energy Ref

How was this accomplished:

- What would you consider key points or accomplishments that were needed to make the success story happen? (add as many individual tasks that you think are necessary)

To keep this [illegible] [illegible] we need to develop a [illegible] and plan During a Comp Plan — for [illegible] [illegible]

Visioning Session One

TOWN OF UTICA, IN COMPREHENSIVE PLAN

Luckett & Farley

Steve Lug

Visioning Session Exercise One

Pretend it is year 2038 (15 years ahead)

- Wave 3 does a special news report stating the success of Utica over the last 15 years.
- This is a huge success story for the community because what has been accomplished.
- Imagine all activities have been built and/or accomplished.

- Historic
- School

Think about the success story:

- What was the big success story that you personally would consider a big accomplishment for the Town as a whole (not individual accomplishments)?

How a Small town has Changed with All the New growth and New Stores & Made Only Small Rest to a Small Sleepy River Town

How was this accomplished:

- What would you consider key points or accomplishments that were needed to make the success story happen? (add as many individual tasks that you think are necessary)

① We made it possible for growth Thru Insight ② Good guidance and many people opinion. ③ It is not the Same Old River Town

④ Economic Stock - population growth from New people in our Area.

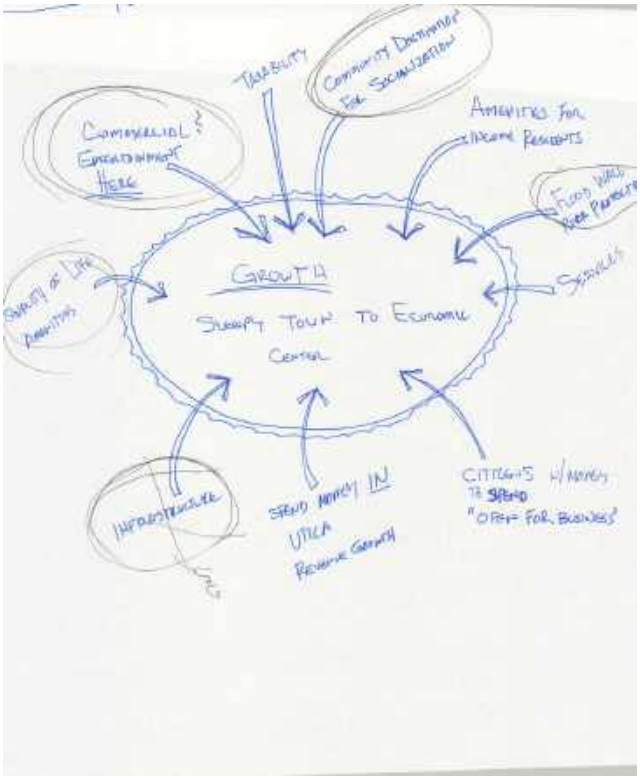
Visioning Session One

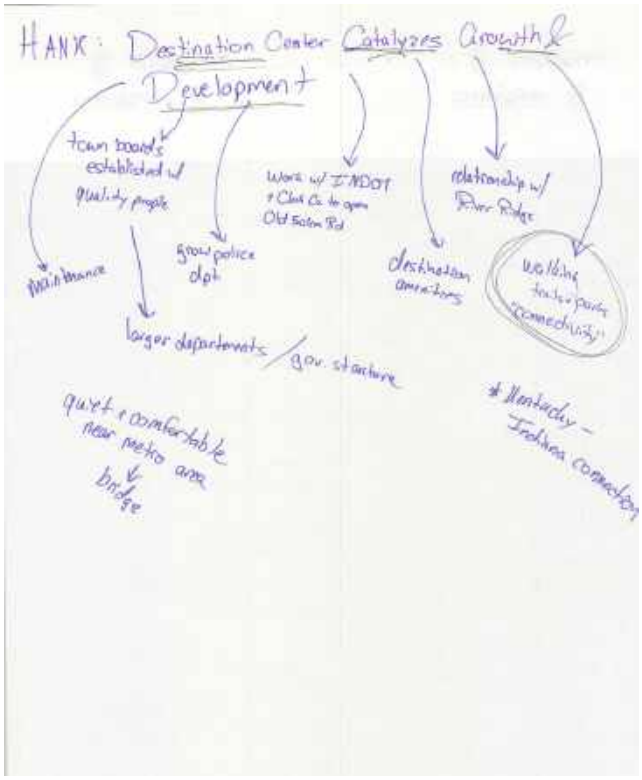
TOWN OF UTICA, IN COMPREHENSIVE PLAN

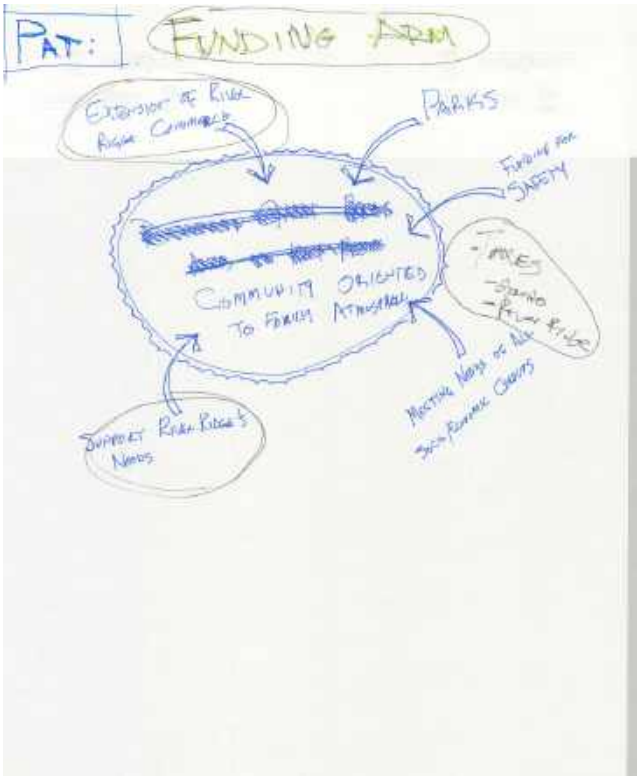
Luckett & Farley

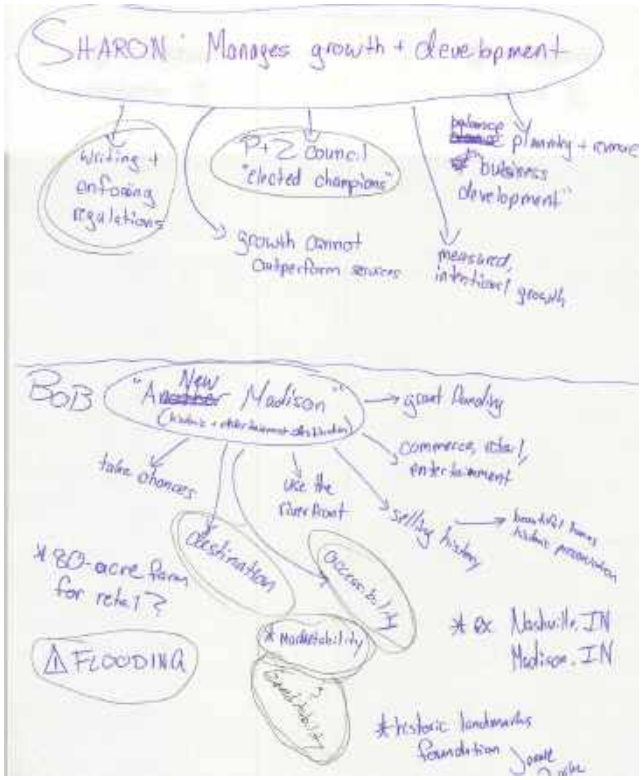
Pictured At Left: Steering Committee responses to the visioning activity, which asked members to speculate on the future of Utica in fifteen years.

Pictured Below: Steering Committee responses to the visioning activity were collected into main ideas and topics for a draft vision statement.









STAKEHOLDER MEETING #1 – FEBRUARY 28, 2023

The Steering Committee identified key stakeholders and people in town to join the Planning Team for a visioning session. The draft vision statement and goals were presented, and the team received feedback from stakeholders. A series of land use planning exercises were conducted as well. Stakeholders and the Planning Team discussed housing, workforce industries, connectivity, open space and recreation, and downtown redevelopment as part of this activity.

Pictured: The Planning Team meeting with stakeholders to discuss the vision statement, goals, objectives, and land use planning activities.

The Transitioning of Utica, Indiana

Transformation

The town of Utica is no longer just a Rivertown located on a dead-end road. Utica recognized the pending impact of accessibility to Highway 265 with its interchange with Old Salem Road and the Lewis and Clark Ohio River Bridge. This new accessibility and the willingness of quality residential developers to take a chance on Utica has created an opportunity to mindfully plan for the future of the community and its citizens. The attached demographic comparison and map illustrate the demographic and physical transformation of the town.

Accessibility

Because of its new accessibility, the town invested in planning a mixed-use development known as Utica Ridge Center. A master plan was created and adopted for the interchange and interstate visibility. The Utica Ridge Master Plan was drafted by Luckett Farley and is available at www.uticaindianaplanning.com.

Geographic Situation

The town is sandwiched between two successful economic engines, those being the River Ridge Commerce Center and the Clark Maritime Center. Not only is it fortunate to be located between these two economic engines, but the town is also situated on the Ohio River. The Ohio River has negatively impacted the town over the past decades but can be a blessing in the growth and thoughtful development of the town.

The Utica Ridge Master Plan illustrated to the town the importance of having a written plan to address and manage growth and development. The recognition has led the town to c commence the development of a Comprehensive Plan for the entire town. Luckett Farley is the lead consultant in this planning effort. The Wheatly Group will complete the economic development element of the Comprehensive Plan. The Town Planner is coordinating and manages the process for the town.

Comprehensive Plan

A steering committee was created by the town to guide the Comprehensive Planning process and has ideas to pursue with the Stakeholder Group, these include historic preservation, parks and recreation, and transportation, improving and connecting parks and open spaces have also been identified as critical to the future of the town. The Comprehensive Plan will help the town make responsible development decisions.

Stakeholders

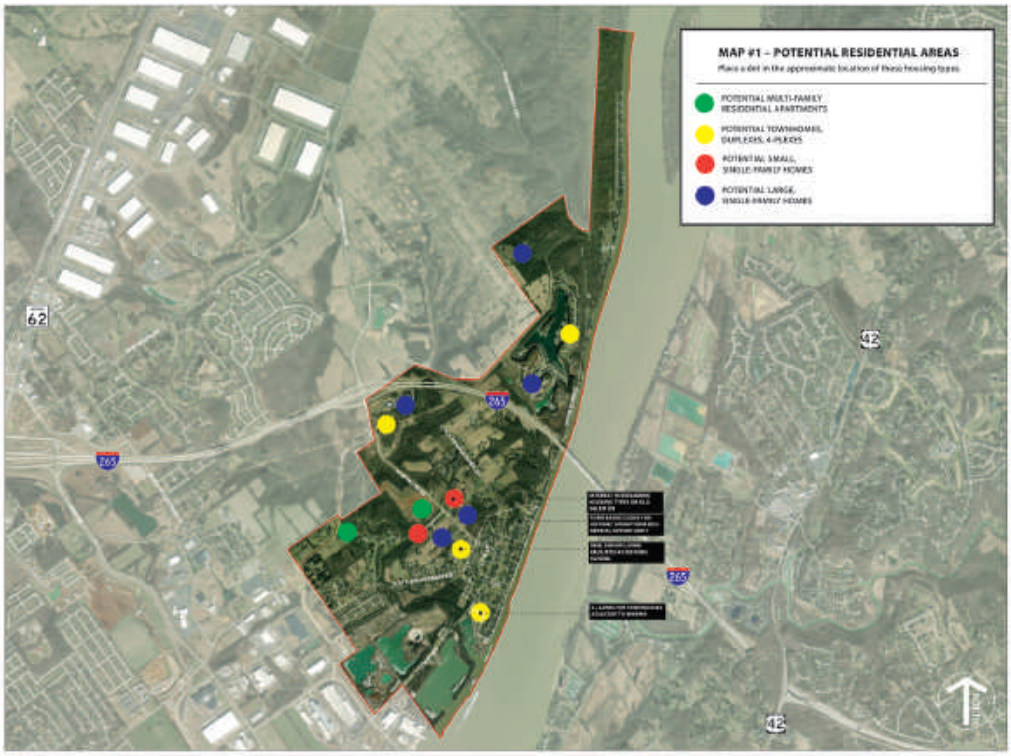
The planning process has commenced for the Comprehensive Plan and the town is forming a Stakeholder Group to participate in this important task. Because you or your organization is critical to the development and livability of the town and greater region it is important to hear from Stakeholders such as yourself planning for the future of Utica.

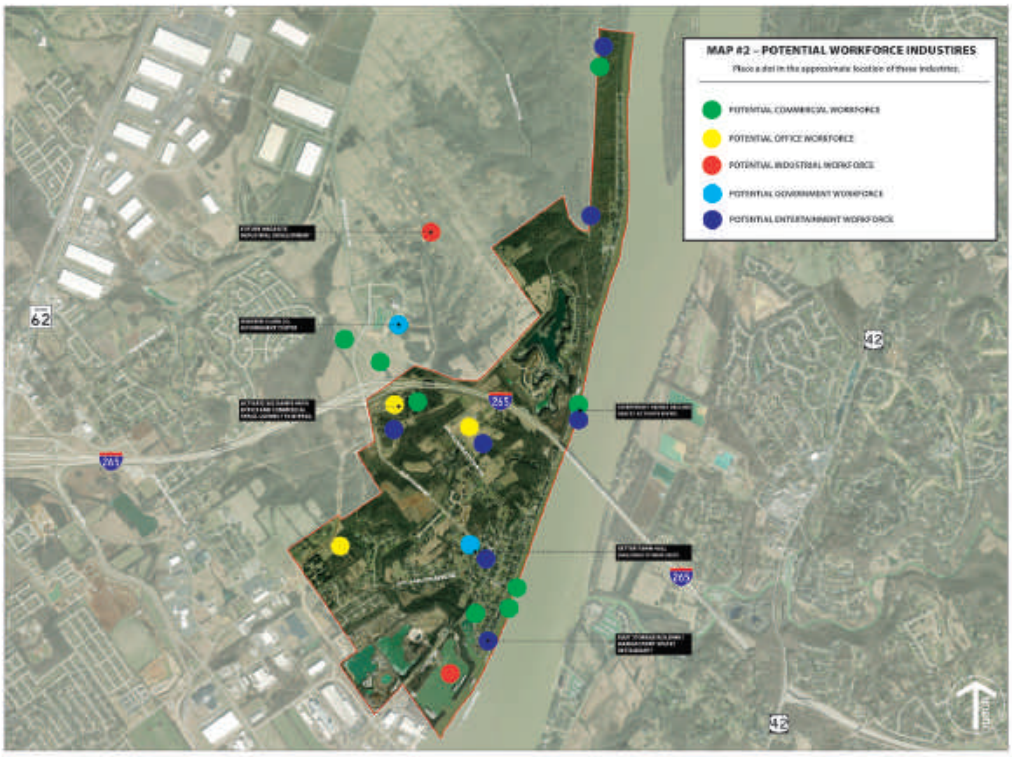
Meeting Day and Time

The first meeting of the Stakeholder group will be on February 28, 2023, and 2:00 PM in the Utica Town Hall, 107 N. 4th St., Utica. We would appreciate it if you could make space in your busy calendar to join us to talk about and discuss the future of Utica.

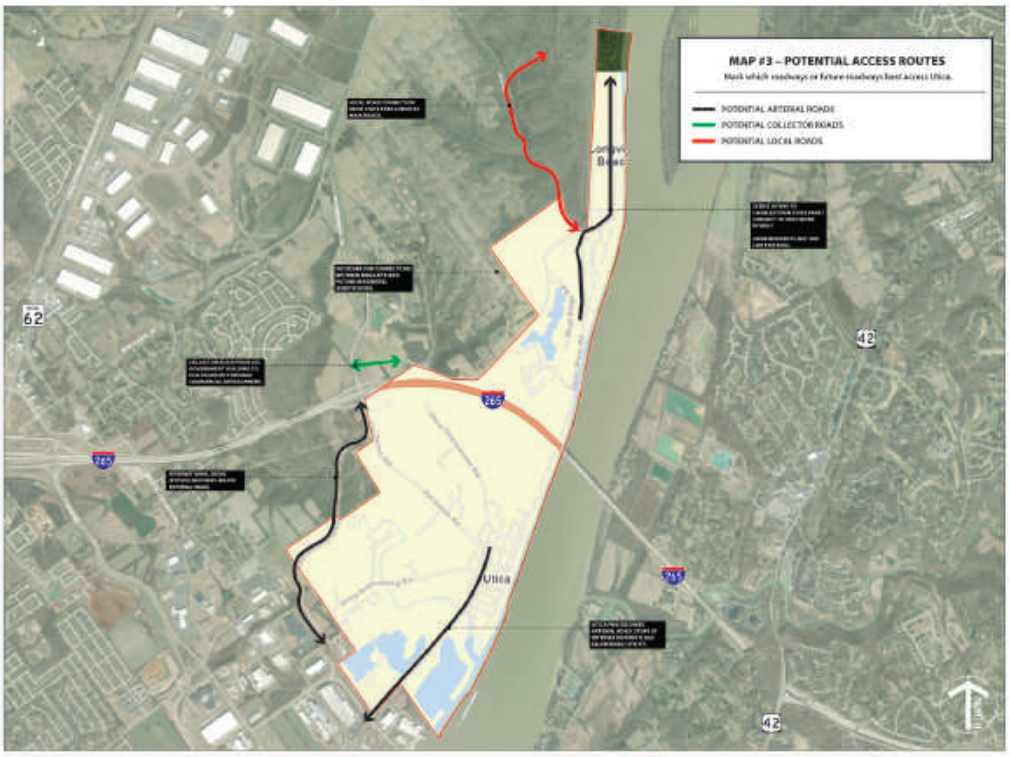
Come see the continuing transformation and lend your knowledge and experience to the transitioning process that will be guided by the Comprehensive Plan and make Utica more than a Rivertown on an interstate highway.

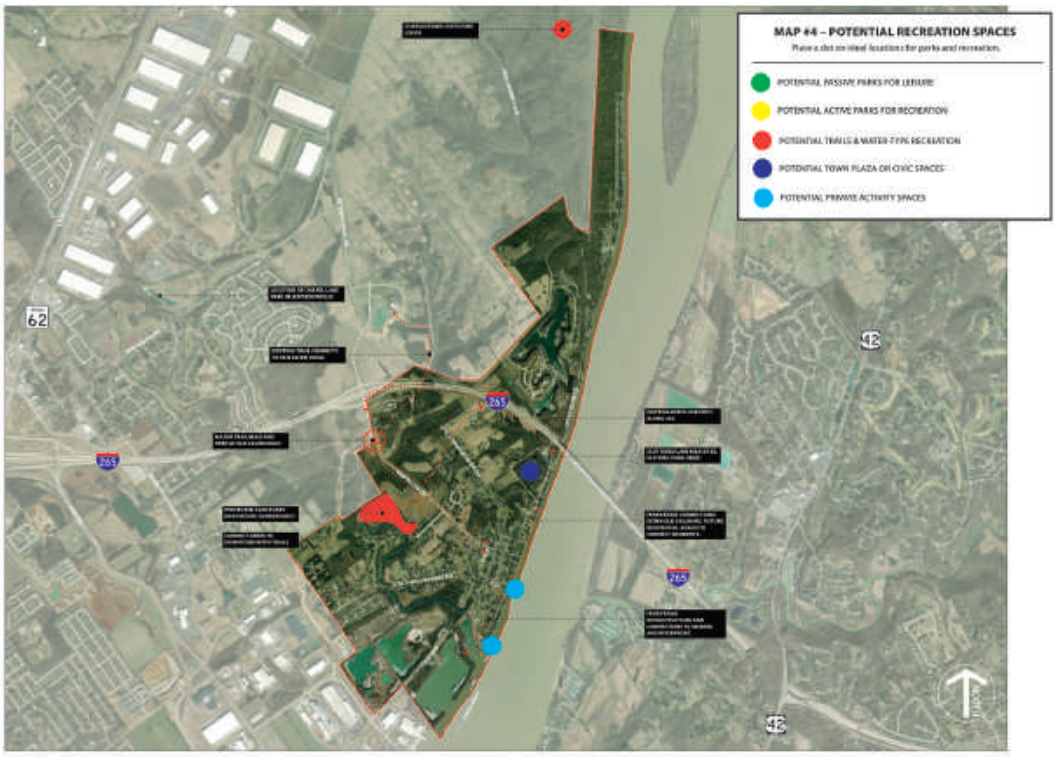
Pictured: Official notice released by the Town Council to all stakeholders and impacted persons to attend the meeting.





Pictured: Land use planning maps for an exercise with stakeholders. These final maps document what stakeholders were identifying during the meeting.





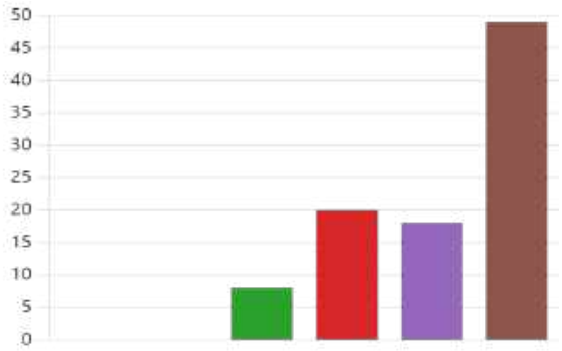
Pictured: Land use planning maps for an exercise with stakeholders. These final maps document what stakeholders were identifying during the meeting.

ONLINE PUBLIC SURVEY, MARCH 16 – APRIL 7, 2023

To receive more extensive feedback on information gathered during two previous visioning sessions, the Planning Team distributed an online survey to residents of the town. These questions focused on the vision statement's big ideas, topics around goals and objectives, and items related to land use, infrastructure, and redevelopment. Ninety-five responses were received from this online survey, a commendable number from a small town.

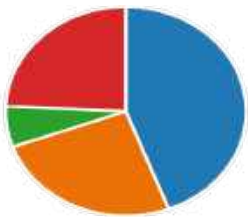
1. How old are you?

Under 18	0
18-24	0
25-34	8
35-44	20
45-54	18
55+	49



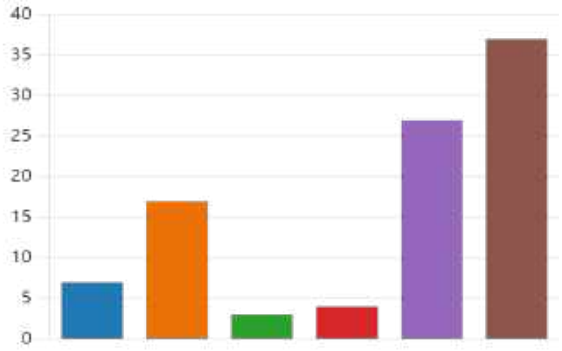
2. How long have you been a resident of Utica

0-3 years	42
4-8 years	24
9-15 years	6
15+ years	23



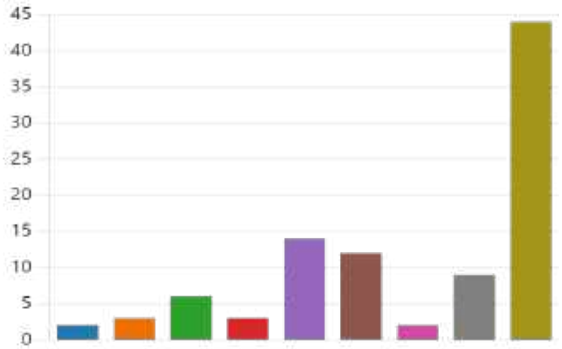
3. Where do you work?

Utica	7
Jeffersonville	17
Charlestown	3
New Albany	4
Louisville	27
Other	37



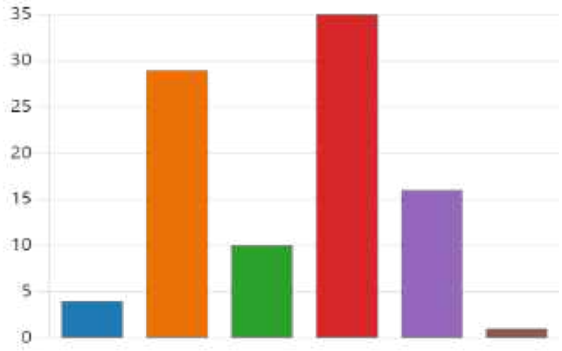
4. What is your occupation?

Commercial/Entertainment	2
Industrial	3
Educator	6
Civic/Government	3
Architecture, Engineering, Techn...	14
Medical Care / Social Work	12
Automotive	2
General Administrative	9
Other	44



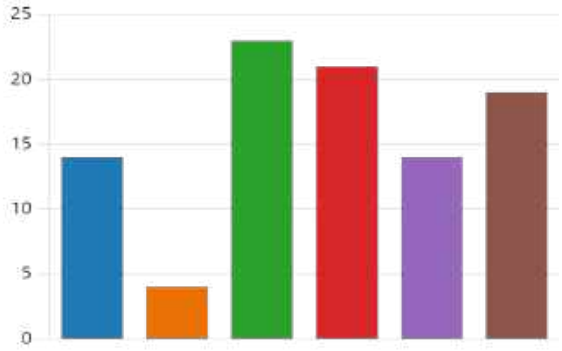
5. What do you feel is Utica's strongest asset?

Strong sense of community	4
Small town feeling	29
Economic potential	10
Location and history	35
Natural beauty and environment	16
Other	1



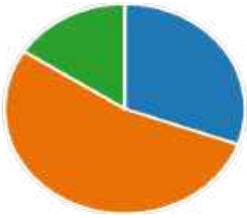
6. What do you feel is Utica's greatest challenge?

Lack of commercial enterprises	14
Lack of community diversity	4
Lack of adequate infrastructure	23
Lack of recreation, park space, a...	21
Lack of adequate government o...	14
Other	19



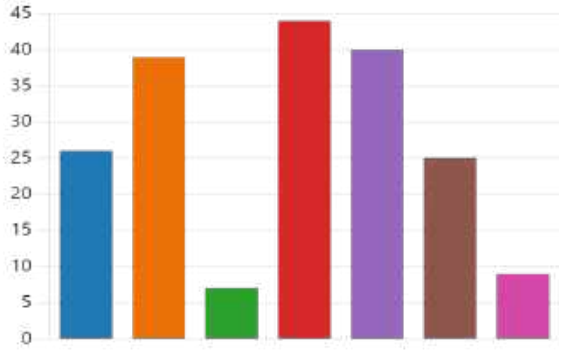
7. How would you rate the current quality of life in Utica, with regards to population size/diversity, amenities, open space, housing types, and experiences?

Below average	29
Average	51
Above average	15



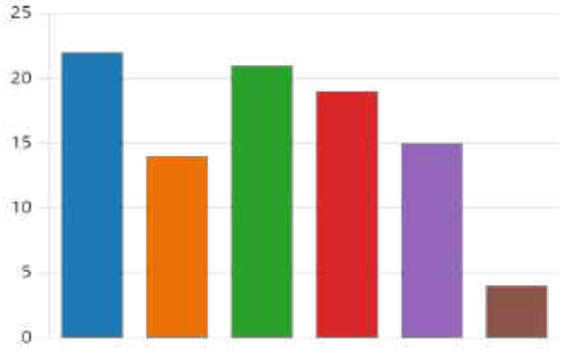
8. Which of the following factors do you feel is most important to maintaining Utica's quality of life?

Strong school system	26
Economic growth	39
Diverse housing stock	7
Public services and infrastructure	44
Recreation, park space, and/or p...	40
Entertainment and commercial s...	25
Other	9



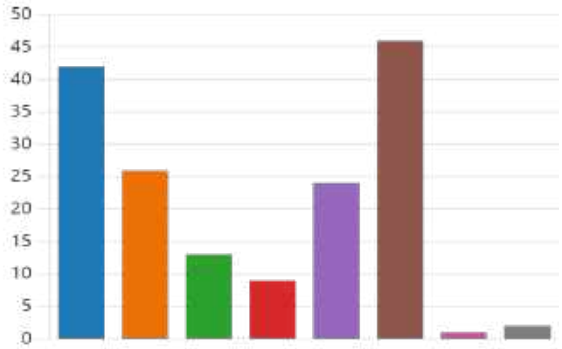
9. What do you feel should be Utica's highest priority over the next 10-to-20 years?

Policies to strengthen existing b...	22
Promoting development of recr...	14
Providing sustainable infrastruct...	21
Preserving Utica's history and s...	19
Flood protection against the Oh...	15
Other	4



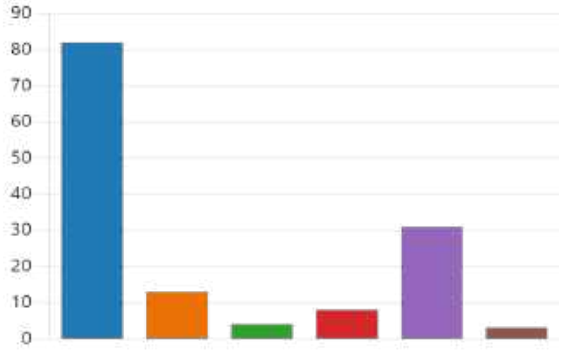
10. What community facilities most need to be implemented or improved for Utica?

Infrastructure	42
Flood protection and storm sew...	26
Pedestrian and vehicular connec...	13
Education	9
Parks and recreation	24
Additional police and fire support	46
Signage / Wayfinding	1
Other	2



11. What types of residential housing types are most needed in Utica?

Single-family housing	82
Senior living facilities	13
Multi-family housing, such as ap...	4
Market-rate housing	8
Townhomes, attached homes, p...	31
Other	3



12. How would you imagine Utica in the next 10-to-15 years?

13. If you could choose one "big picture idea" to improve Utica, what would it be?

94
Responses

Latest Responses

"*Na*"

"*Install a boat ramp. Stop with all the new housing, becoming too peoplely.* "

"*Transparency* "

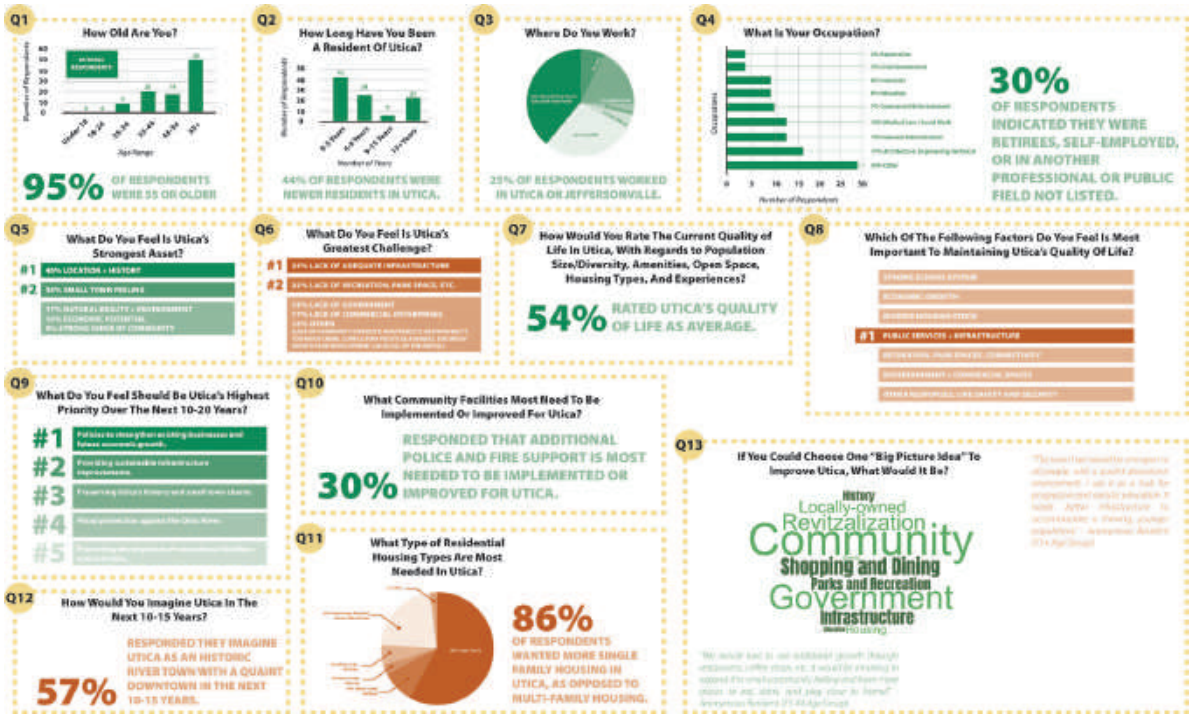
Update

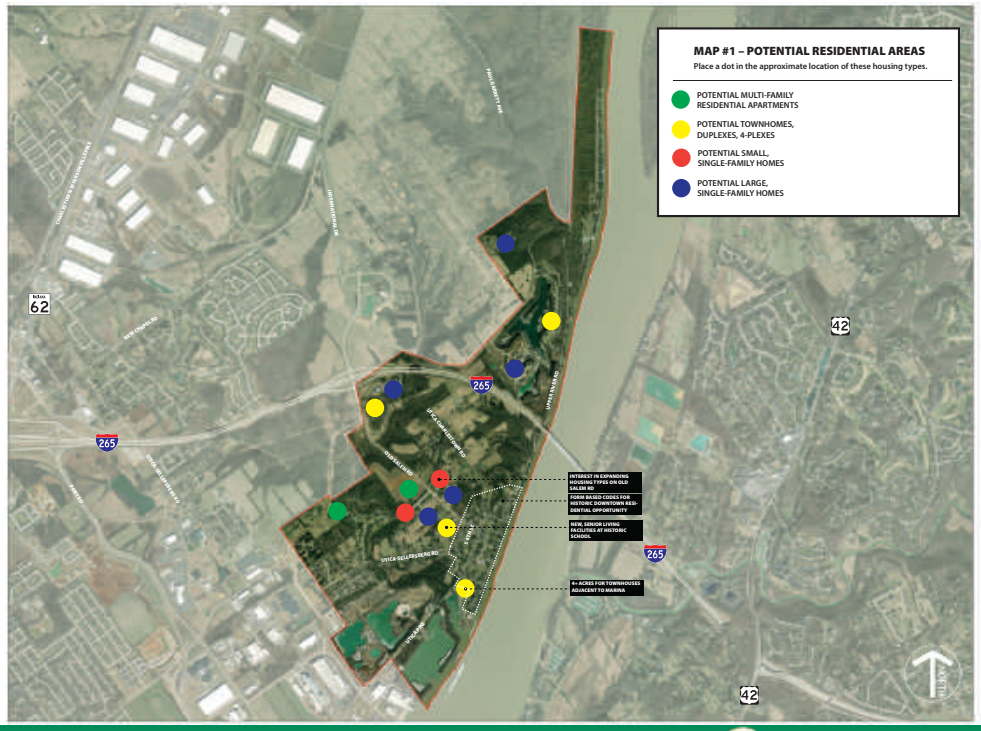
15 respondents (**16**%) answered **Utica** for this question.

STEERING COMMITTEE MEETING #2 – APRIL 11, 2023

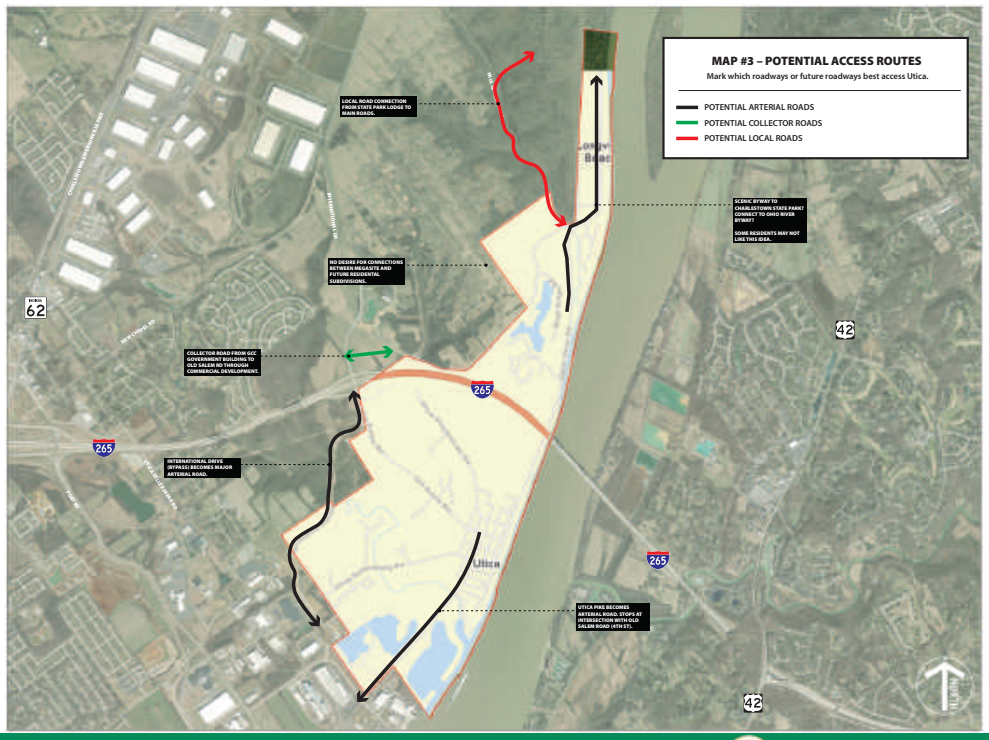
The final meeting with the Steering Committee presented a new vision statement, goals, and objectives revised from feedback in the online survey. It presented findings from the stakeholder meeting, as well as data from the online survey. Final adjustments were made to the vision statement, goals, and objectives as a result.

Pictured: Pages from the handout presented to the Steering Committee, highlighting conclusions from stakeholders, online survey, and team efforts.

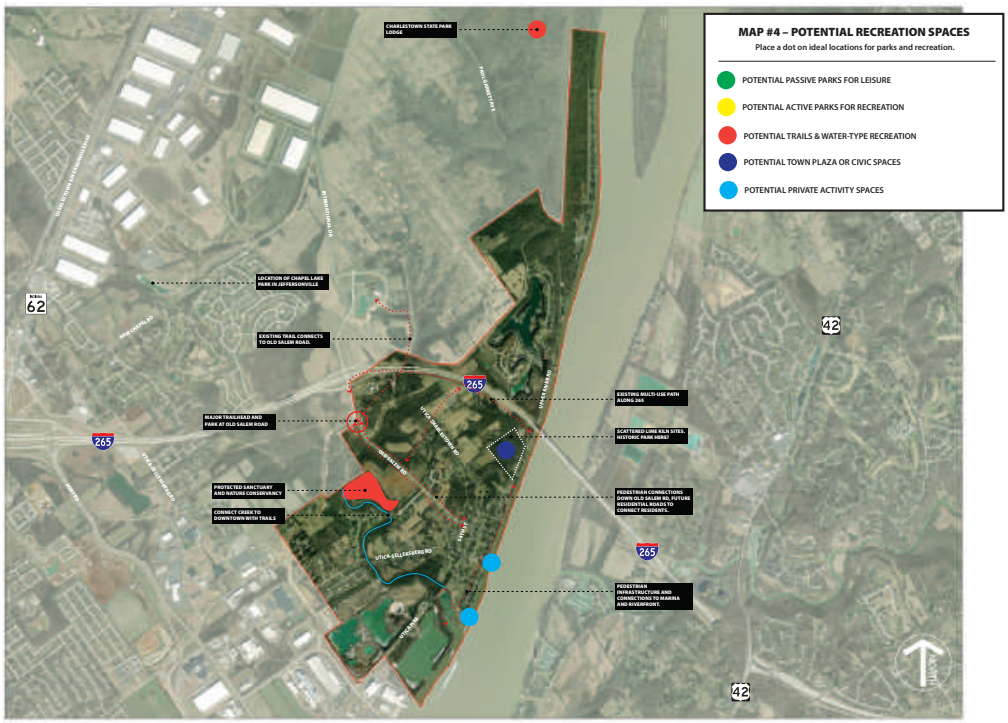




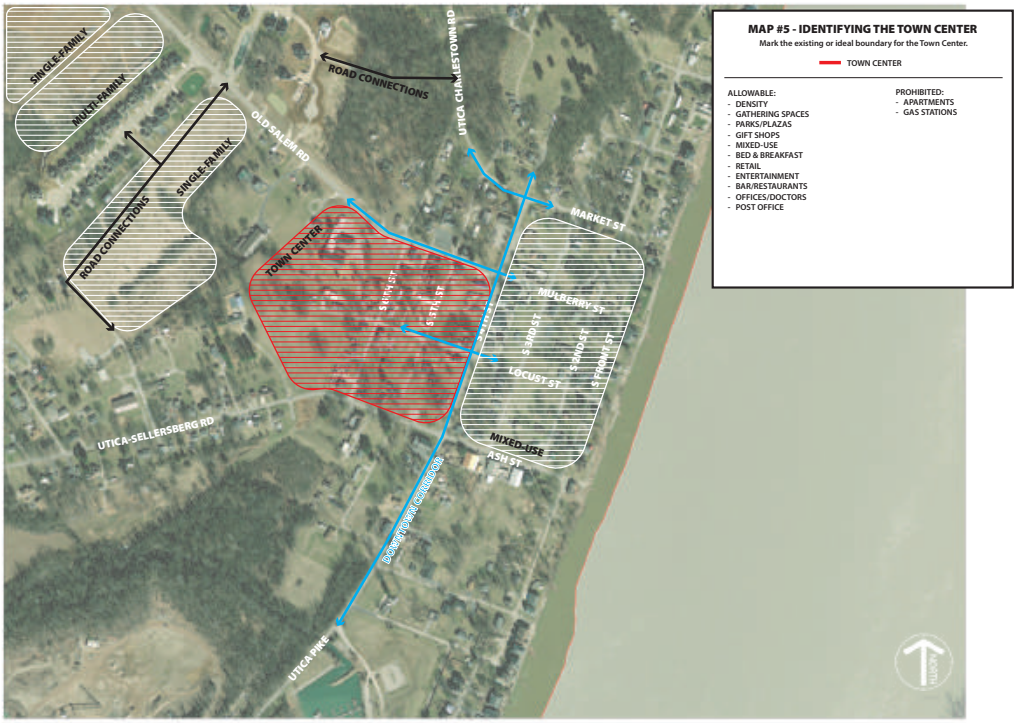
TOWN OF UTICA COMPREHENSIVE PLAN – STEERING COMMITTEE MEETING
APRIL 11, 2023
Luckett & Farley
The Wheatley Group



TOWN OF UTICA COMPREHENSIVE PLAN – STEERING COMMITTEE MEETING
APRIL 11, 2023



TOWN OF UTICA COMPREHENSIVE PLAN – STEERING COMMITTEE MEETING
APRIL 11, 2023



COMPREHENSIVE PLAN VISION STATEMENT

The Town of Utica seeks to preserve and enhance its historic, river town charm by developing a plan that will promote a family-friendly community and provide opportunities for sustainable funding through catalytic projects to sustain the Town's growth and prosperity.

TOWN OF UTICA COMPREHENSIVE PLAN – STEERING COMMITTEE MEETING
APRIL 11, 2023

GOAL - Enhance community identity.

1. Adopt a Comprehensive Plan that preserves and improves the general identity and needs of the Town.
2. Identify areas of government that need to be created or improved.
3. Update the land development code to enforce the ideals of the Comprehensive Plan.

GOAL - Create opportunities for economic development.

1. Synergize with River Ridge to further grow the Town and support new businesses and jobs for the commerce park.
2. Identify a variety of workforce opportunities (live-work, commercial, entertainment, industrial, etc.) to accommodate residents of varying demographics.
3. Create attractive master plans, RFPs, and other documents to provide vision and direction for new development in the Town.

GOAL - Establish recreational facilities and open spaces.

1. Create and adopt a Parks and Recreation Master Plan to guide future development.
2. Identify land in the town for placement of future facilities, trails, and specific recreation activities.
3. Investigate opportunities for recreational space along the riverfront that will enhance commercial and entertainment potential.

GOAL - Improve and expand infrastructure.

1. Categorize existing road networks to identify where enhancements need to be implemented and where access deficiencies exist.
2. Establish an accessible pedestrian network to reduce reliance on vehicular transportation within the Town.
3. Evaluate existing utility infrastructure and identify opportunities for expansion and improvements.

GOAL - Mitigate flood exposure.

1. Find potential uses for FEMA lots and spaces that cannot be developed due to flood risk.
2. Explore potential for removing parts of the Town from flood-prone areas along the river, like a flood wall.
3. Identify areas where flooding could happen naturally, as recreation spots or ecological zones for conservation.

TOWN OF UTICA COMPREHENSIVE PLAN – STEERING COMMITTEE MEETING
APRIL 11, 2023

PAGE INTENTIONALLY LEFT BLANK

PART 4 – APPENDIX

APPENDIX 2: HISTORICAL DOCUMENTATION

Utica Township (45001-035)

48

Utica Township was formed from sections of Charlestown and Jeffersonville Townships and is bordered by both of the townships as well as the Ohio River. Utica Township presently has three small communities, a section of a military reserve and large tracts of farmland.

Utica Township was formally organized on November 7, 1831. It was named for the town of Utica, which had been in existence for just over fifteen years preceding the township's formation. People began settling in Utica Township shortly after the first ferries began operation across the Ohio River. There was a ferry operating in the town of Utica as early as 1794. As a result, many of the early settlers of the township first passed through the town.

One of the early pioneer families that settled in Utica Township was the Bottorffs. The Bottorff family first came to Utica Township in 1815 and soon settled throughout Clark County. Today, the Bottorff family is still well represented in Utica Township. Three of the family's farms (45006, 45008, 45009) remain in the township.

Pioneer families like the Bottorffs depended on roads to travel throughout the township. The Jeffersonville-Charlestown Road was first laid out in 1810 and passed through Utica Township. Soon, other roads followed. With the construction of new roads, villages and towns began to develop including Utica, Watson and Prather. Utica is the largest town in Utica Township and was also the first one to be formed. Founded at the site of an eighteenth-century ferry, Utica was laid out in 1816 and named for an early settler's hometown of Utica, New York.

The next town to be established within the boundaries of Utica Township was Watson. Watson started out as a company town for workers employed by the Louisville Cement Company. In 1871, the company built a cement mill near the present town of Watson. Since transportation within the township was often difficult, it soon became apparent that the cement workers needed a place near the mill where they and their families could live. In response to this pressing need, the Louisville Cement Company provided the use of some of its land for the establishment of a town. The town, named Watson, was laid out by J.B. Speed in 1876.

By 1882, Watson had one drug store, three general stores, a blacksmith shop, two schools, and a church. When Watson was laid out, it was divided in half by the Baltimore and Ohio rail line. It was further divided by State Road 62, which runs parallel to the rail line. Today, Watson consists of a large cluster of houses and a few businesses lining several streets. It is second in size to Utica with a population of about 100 people.

The small village of Prather was developed at about the same time as Watson. Prather consists of only a few houses and two schools which line a single road. Neither of the school buildings is still being used. The Prather School (45012) was built about 1885 and is one of the few historic buildings remaining in Prather.

The township's early settlement is reflected in its large number of Federal style houses. The Lumen Farm (45004), a house (45010) on Salem Road and the Prather Farm (45029) are all outstanding examples of Federal elements applied to an I-house form. A local builder, Andrew Young, was responsible for the construction of three of the township's houses: the Charles Lewellyn House (45005), the Robert Hilton House (45018) and the John Hilton House (45020).

No.	Rtg.	Description
001	N	**House,** Stacy Road; Log-pen, c.1840; Exploration/Settlement, Vernacular/ Construction (106)
002	C	**Cemetery,** Stacy Road; c.1848-c.1900; Exploration/Settlement, Religion (106)
003	N	**House,** Stacy Road; Central-passage/ Greek Revival, c.1850; Architecture (106)
004	N	**Lumen Farm,** John Noble Road; House: I-house/Federal, c.1840, Barn: Midwest three-portal; Agriculture, Architecture (106)
005	N	**Charles Lewellyn Farm,** John Noble Road; House: Pyramidal-roof, 1897, Builder: Andrew Young, Barn: English; Agriculture, Architecture (106)
006	O	**Bottorff Farm,** John Noble Road; House: I-house/Federal, 1815, Barn: Midwest three-portal; Agriculture, Architecture (106)
007	N	**House,** John Noble Road; Double-pen, c.1816-1817; Architecture (106)
008	O	**Bottorff Farm,** Charlestown-Jeffersonville Pike; House: I-house/ Federal/Greek Revival, c.1830, Barn: Midwest three-portal; Agriculture, Architecture (106)

006

008

009	C	**Bottorff Farm,** King Road; House: American Four-Square, c.1910, Barn: Transverse-frame; Agriculture, Architecture (106)
010	N	**House,** John Noble Road; I-house/ Federal, c.1830; Architecture (106)
011	N	**Utica School,** Charlestown-Jeffersonville Pike; Twentieth Century Functional, 1924; Architecture, Education (106)
012	C	**Prather School,** Charlestown-Jeffersonville Pike, Prather; Nineteenth Century Functional/ Twentieth Century Functional, c.1885/1926; Architecture, Education (106)
013	C	**Gibson House,** State Road 62; I-house/Federal/Greek Revival, c.1830; Architecture (106)
014	C	**Adams-Burnett Cemetery,** Reservoir Road; c.1848-c.1900; Exploration/ Settlement, Religion (106)
015	C	**Union Cemetery,** Wateline Road; c.1823-present; Exploration/ Settlement, Religion (106)
016	C	**Daily Cemetery-Friends Cemetery,** River Ridge Road; c.1820-c.1900; Exploration/Settlement, Religion (106)
017	C	**Koonz Cemetery,** H Avenue; c.1822-c.1860; Exploration/Settlement, Religion (305)

49

New Chapel Church (45021) The congregation, which [illegible] was organized about [illegible]. In 1868 they built their first meetinghouse, a small log structure. The present church was built in 1883.

019 C **Robert Hilton Farm,** Charlestown-Jeffersonville Pike: House: American Four-Square, c.1924, Builder: Andrew Young; Barn: Transverse-frame; Agriculture, Architecture (305)

019 N **Ensley Hilton House,** King Road; Log-pen, 1825; Exploration/Settlement; Vernacular/Construction (305)

020 N **John Hilton House,** King Road; American Four-Square, c.1910; Builder: Andrew Young; Architecture (305)

021 O **New Chapel Church and Cemetery,** New Chapel Road; Gothic Revival; Church: 1883; Cemetery: c.1823-present; Architecture, Exploration/Settlement, Religion (305)

022 C **Lentz Cemetery,** South Boundary Patrol Road; c.1812-c.1900; Exploration/Settlement, Religion (305)

Swartz House (45026) The Swartz family came to Clark County from Pennsylvania and were some of the area's earliest settlers. They were among the original founders of New Chapel Methodist Church which was organized about 1800. The house was possibly built by Benjamin Swartz about 1850.

023 C **House,** Utica-Charlestown Road; Central-passage, c.1850; Architecture (305)

024 N **House,** Utica-Sellersburg Road; I-house/Federal, c.1830; Architecture (305)

025 C **House,** New Chapel Road, Watson; Bungalow, c.1920; Architecture (305)

026 O **Schwartz House,** Utica-Sellersburg Road; Italianate, c.1850; Architecture (305)

027 N **Farm,** Utica-Sellersburg Road; House: Federal/American Four-Square, c.1820/c.1915, Barn: Dairy; Agriculture, Architecture (305)

028 C **House,** State Road 62; Bungalow, c.1930; Architecture (305)

029 O **Prather Farm,** Herb Lewis Road; House: I-house/Federal, c.1820, Barn: English; Agriculture, Architecture (305)

030 N **Fry House,** Utica-Sellersburg Road; I-house, 1877; Architecture (305)

031 N **Farm,** Middle Road; House: Federal, c.1820, Barn; Dairy; Agriculture, Architecture (305)

Prather Farm (45029) This federal-style house was built about 1820 by the Prather family. The family came to Indiana from North Carolina. The house's original poplar woodwork still intact.

032 C **House,** Utica-Sellersburg Road; Central-passage/Federal, c.1830; Architecture (305)

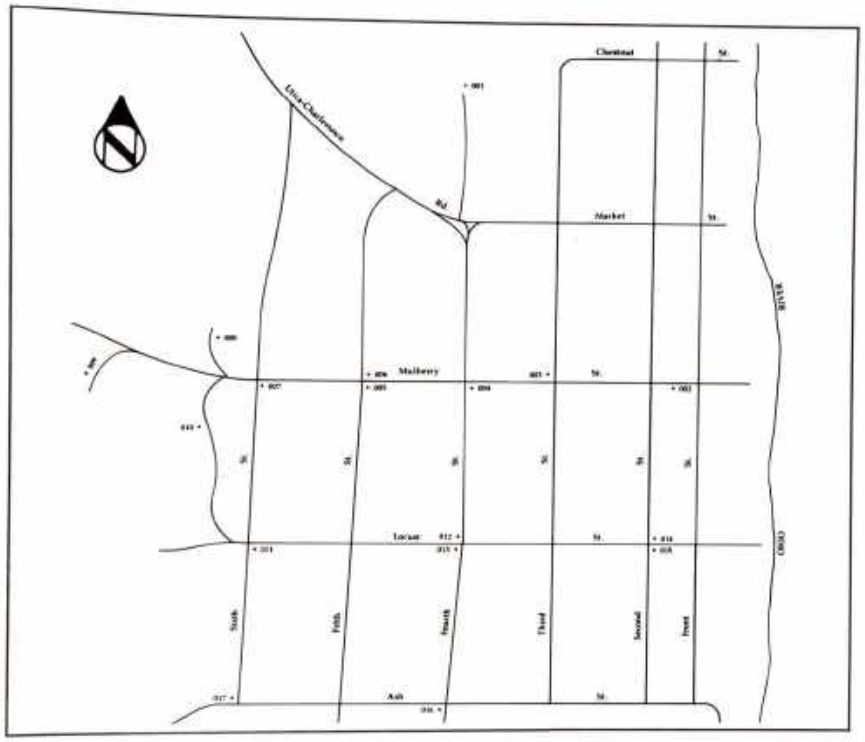
033 C **House,** Utica-Sellersburg Road; I-house/Federal, c.1830; Architecture (305)

034 C **House,** Utica Pike; English Cottage, c.1910; Architecture (305)

035 O **Woods House,** Utica Pike; Double-pen/Federal, 1820-1825; Architecture (305)

Woods House (45035) The house was built for a riverboat captain about 1820. During the Civil War the house was reportedly a stop on the Underground Railroad.

Utica Scattered Sites (46001-017)



James Noble Wood and his wife were among the first white people to settle in the town of Utica. When the newlyweds arrived in 1794, the town had yet to be established. That same year, Wood started a ferry business to carry people across the Ohio River. His first ferryboat was simply a pair of canoes that had been lashed together. From this humble beginning, James Noble Wood brought many people to the future town of Utica.

Judge John Miller also operated a ferry in Utica. Miller named the small Indiana settlement for his hometown of Utica, New York. The ferry business prospered at Utica, and the town soon became the place for people to pass through as they crossed the Ohio River from Kentucky and moved north into central Indiana.

Utica was formally organized on August 9, 1816. The town's founders included the two ferry operators, James Noble Wood and Judge John Miller, along with Dr. Samuel Bleight. Dr. Bleight commissioned a man from Louisville, James Ferguson, to build 100 speculative log houses. Mr. Ferguson began building the houses in 1816 for a fee of $25 each. By 1817, all of the houses were completed and fully occupied. A house (46015) on Second Street may be one of these early structures. Two years after the log houses were built, Utica's first brick house was built by Samuel McClintick.

The early years of Utica saw the establishment of several public facilities. One of the first was the Utica Cemetery (46003). It began in 1816 when James Noble Wood donated the land for the cemetery. The first schoolhouse was opened in 1819. This simple log school was replaced by a brick building in 1826. The brick building also served as a Methodist Episcopal church. Previous to the brick school/church, the Methodist congregation met at a shanty constructed from pieces of an old flatboat.

In addition to its ferry businesses, Utica was also known for its lime refineries. Lime burning was first introduced to Utica during the late 18th century, but it did not become profitable until about 1868. At this time, the Utica Lime Company built two lime-burning kilns, and in 1870 the Louisville Cement Company bought the lime factory of M.H. Tyler. Mr. Tyler was the first individual to produce large amounts of lime in Utica. By the time he was bought out by the Louisville Cement Company, he was producing 200 barrels of lime per day.

Today, the Louisville Cement Company is based in the town of Speed in Silver Creek Township. At present, there is still an active gravel pit and rock quarry just outside the Utica town limits. Also, there is a ship building company located just outside of Utica proper. The only business currently within the town limits is a small grocery store. The ship building company, Marine Builders, moved to Utica from Clarksville about 1982.

Except for these few businesses, little remains in Utica. During its early years, Utica had the potential of becoming a major river city. Unfortunately for Utica, the rapid growth of Louisville slowed and eventually stopped the town from reaching its full potential. As a result the village stopped growing and remained relatively dormant for years to come. For this reason, the appearance of Utica has changed very little. The town boasts many fine Federal houses including five houses (46002, 46003, 46004, 46005) on Mulberry Street and a house (46014) on Locust Street. Two non-residential buildings include the Utica Christian Chapel (46016) built in 1877 and the First District School (46010) on Old Salem Road.

No.	Rtg.	Descriptions
001	C	**Utica Cemetery,** Market Street; c.1826-present; Exploration/ Settlement, Religion (305)
002	N	**House,** Mulberry Street; I-house/ Federal, c.1830; Architecture (305)
003	C	**House,** Mulberry Street; Federal, 1803; Architecture (305)
004	N	**House,** Mulberry Street; I-house/ Federal, c.1816; Architecture (305)

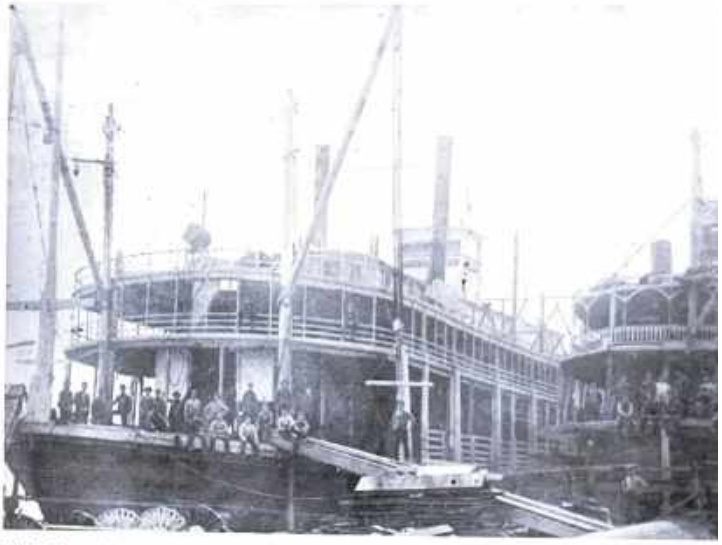
002

005	N	**House,** Mulberry Street; I-house/ Federal, c.1820; Architecture (305)
006	C	**House,** Mulberry Street; Federal, c.1810; Architecture (305)
007	N	**Utica Methodist Episcopal Church,** Mulberry Street; Greek Revival, 1847/1882/1956; Architecture, Religion (305)
008	N	**Farm,** Old Salem Road; House: Central-passage/Greek Revival, 1851, Barn: Transverse-frame; Agriculture, Architecture (305)
009	C	**Combs House,** Old Salem Road; I-house, c.1840's; 1870; Architecture (305)

014

010	C	**First District School, Utica Township,** Old Salem Road; Colonial Revival/ Twentieth Century Functional, 1936; Architecture, Education (305)
011	C	**House,** Locust Street; Federal, c.1820; Architecture (305)
012	C	**William Brindle House,** Fourth Street; I-house/Federal, c.1824; Architecture (305)
013	C	**House,** Fourth Street; Central-passage, c.1810; Architecture (305)
014	N	**House,** Locust Street; I-house/Federal, c.1820; Architecture (305)
015	N	**House,** Second Street; Log I-house, c.1815; Exploration/Settlement, Vernacular/Construction (305)
016	O	**Utica Christian Chapel,** Fourth Street; Gothic Revival, 1877; Architecture, Religion (305)
017	C	**House,** Utica-Sellersburg Road; Central-passage, c.1840; Architecture (305)

016



Clyde Howard.
Source: Howard Steamboat Museum, Jeffersonville.

CHAPTER VII.

THE FOURTH DECADE—1830-1840.

From the accounts of the various phases of life in Clark county during this decade, we learn that it was a period of prosperity. Townships and towns were laid out and the reports of travelers are bright with prophecies. In 1833 both Charlestown and Jeffersonville received favorable notices in the State Gazetteer, as follows:

"Charlestown, a post-town and seat of justice of Clark county, situated on a high table-land between the waters of Fourteen-mile creek and those of Silver creek, about two and a half miles from M'Donald's ferry, on the Ohio river, from which there is a direct road and well improved to the town, thirteen miles from the Falls of the Ohio and one hundred and six miles southeast of Indianapolis. It is surrounded by a body of excellent farming land, in a high state of cultivation. Charlestown contains about eight hundred inhabitants, seven mercantile stores, one tavern, six lawyers, four physicians, three preachers of the gospel, and craftsmen of almost all descriptions. The public buildings are a court-house, a jail, an office for the Clerk and Recorder, and a market-house, all of brick; in addition to which the Episcopal Methodists, the Reformed Methodists, the Baptists, and the Presbyterians have meeting-houses, all of brick, and an extensive brick building has lately been erected for the purpose of a county seminary. In the immediate vicinity of the town a flouring-mill and oil-mill have been recently erected, which are propelled by steam power. The situation is healthy, and supplied with several springs of excellent water. There are in Charlestown about sixty-five brick dwelling-houses, and about one hundred of wood. There are also carding-machines, propelled by horse or ox-power.

"Jeffersonville, a town on the Ohio river, in Clark county. It is a beautiful situation, on a high bank above the highest water-mark, and extends from the head of the Falls up the river, so as to include a deep eddy, where boats of the largest size can approach, at all stages of the water, within cable-length of the shore. From this town there is a delightful view of Louisville and of the landing at the mouth of Beargrass. It also affords the most advantageous landing for boats descending the river and intending to pass the Falls through the Indiana chute. It is laid out on a large and liberal plan, and must, from its local advantages, become a place of great commercial importance. The state prison is located at this place; and there are in its immediate

vicinity two steam mills, a ship-yard, an iron foundery; and in the town there are six mercantile stores, three taverns, and a steam grist and saw mill, and numerous mechanics of all trades. * * * Its present population amounts to six hundred or seven hundred inhabitants, three of whom are physicians."

The smaller towns of Bethlehem, New Washington and Utica were mentioned also and given favorable notices, as follows:

"Bethlehem, a pleasant village on the bank of the Ohio river, in the county of Clark, about fifteen miles northeast of Charlestown. It contains about three hundred inhabitants, amongst whom are mechanics of various kinds.

"Utica, a pleasant, thriving post-village in Clark county. It is situated on the bank of the Ohio river, about eight miles south of Charlestown. It contains about two hundred inhabitants, three mercantile stores, and a variety of mechanics.

"Washington is a post-town in Clark county, about twelve miles northeast from Charlestown. It has about one hundred and fifty inhabitants, two taverns, three mercantile stores, and several mechanics of various trades."

In 1831 the old hand ferry at Jeffersonville was discontinued and the first steam ferryboat began to run. This boat ran but a short while, its boiler exploding in 1832, killing seven men. The company soon replaced this boat by another and better one, and continued the business. Wathan and Gilmore, who were the proprietors of the ferry at this time, sold out to Shallcross, Strader & Thompson in 1838. The ferryboats at this time ran from the foot of Spring street directly across the river to a place called Keiger's landing, the island not having attained its present size, offering no obstacle.

The township of Utica was established November 7, 1831, the line adjoining Jeffersonville being as follows: "Commencing on the Ohio river on the line dividing Nos. 5 and 6; thence on a straight direction to the line of No. 13, at the corners of Nos. 22 and 23; thence on the line dividing said Nos. 22 and 23, and on the line between Nos. 35 and 36, 49 and 50, and 67 and 68 to Silver creek." etc.

The village of Hibernia sprang up in the early thirties, David Hostetler being one of the earliest settlers. The Charlestown and Bethlehem road crossed the Boyer's landing and Otisco road at the corner of his property. The northeast boundary of the grant passes through the village, and its principal street is on this line.

Hostetler came here in 1828 and bought land of Daniel Kester from tract number one hundred and five. Thomas Applegate and William Pangborn were neighbors. William Pangborn was from New Jersey and emigrated to Indiana after serving throughout the Revolutionary war. After a few years others gathered here, and hence the place naturally took the form of a village. Hostetler soon opened a store, and was the first to carry on this branch of industry in the village. He was also the first postmaster, as the mails

were carried to Bethlehem from Charlestown. His store was used many years as the voting-place for Owen township. John Roland, James Lee Strecker, and Isaac Crimm were storekeepers during the early experience of Hibernia.

Hamburg, the oldest village in Silver Creek township, is located on Grant No. 108. It was laid out in 1837 by Abram Littell and Thomas Cunningham, and had thirty-one lots of various sizes. The original plat resembles a triangle, and the ordinary size of the lots is sixty by one hundred and twenty feet. "Lot number three, on School street and in the forks of the same, is donated to the Christian congregation, or the Church of Jesus Christ, for a meeting-house, and for that use forever, never to be transferred. Lot number four is donated for school purposes, and for that use forever, the same given by Absalom Littell." The proprietors also donated land for a market-house—a good idea, but never realized; they also gave land for school purposes, "and for that use forever".

Mr. Littell, who was a Christian minister and who owned quite a large tract of land in this vicinity, a man of considerable foresight and remarkable energy, was the first to bring the idea of founding a town at this point to a successful termination. A combination of influences decided the matter. The old stage route between Jeffersonville and Salem, established as early as 1830, had for a stopping place John A. Smith's, two miles above the present site of Hamburg. This line made three trips each way every week. Four horses were used, and the business done was considerable.

These circumstances induced Mr. Littell to lay off the town. But previous to 1837 the post-office had been established, with William Wells as first postmaster. His office was in a little log house on "Jeff street," as it was generally called by the people. Sometime after he kept the office in a frame building on the southwest corner of the cross-roads. The year the town was laid out David Young served as postmaster. His place of doing business was in a small log house on Jeff street. William Thompson came next, keeping the office in Well's old place. Then came John W. Jenkins, in the same building. Reuben Hart followed Jenkins in a frame house on the northwest corner of the cross-roads.

Hamburg never attained much size or prominence, and its prospects to become metropolitan are remote.

In 1837 all that part of Grant No. 1 not being in Jeffersonville, and belonging to the Jeffersonville Association, was platted by a Mr. Barnum, of Cincinnati. The association rejected all of that part of his map north from Court avenue and east of Spring street, and employed Edmund F. Lee to replat it. It was replatted by Lee, lithographed by T. Campbell, of Louisville, and printed by C. R. Milne, of the same city, and erroneously called Milne's map. This plat consists of blocks, not lots, or squares numbered from one to

134, and also of Commercial Square at the south end of Broadway; of Central Park, lying on both sides of Broadway, between Indiana avenue and Illinois avenue, and bounded on the north and south by North and South Fourth streets. Rose Hill school occupied one part of Central Park, and Rader Park the other part. The Milne map also has Washington Square on each side of Broadway, between North and South Eighth streets, and from alley to alley; also Franklin Square, just above the Court House lot; also Jefferson Square, bounded on the north by Vernon (Sparks) avenue, on the east by Canal (Meigs) street, on the south by Eleventh street, and on the west by Watt street.

This public square is now the northwest quarter of the United States quarter-master depot. Milne's map also calls for Market Square, which is bounded by New Market (Court avenue) street, Wall street, and the alley east of Kentucky avenue. It includes Park street, and Park, and the triangle where the engine house and the police station are now located. That part of Market Square lying east of Spring street is now divided up into Park street, Warder Park, Flynn avenue, and the Plaza. No other city in the state has a "Plaza." Shallcross Block, or Shipyard Block, lying east of Meigs avenue, to a point sixty feet east of Mechanic street, and from the river to the alley north of Market street is also a separate unnumbered part on Milne's map. The fact that the land adjacent to Jeffersonville was platted, was no sign that there had been a great influx of settlers. In 1840 there were only five hundred voters in the city.

In 1839, Dr. Nathaniel Field, who then represented Clark county in the Legislature, introduced a resolution authorizing the incorporation of Jeffersonville as a city, and an act in conformity to this resolution was passed. In April of this year an election was held and Isaac Heskell was elected the first Mayor. The first Councilmen of the city were: First ward, L. B. Hall and James G. Read; Second ward, John D. Shryer and Samuel Merriweather; Third ward, A. Wathen and J. B. McHolland; Fourth ward, Nathaniel Field and James Slider; Fifth ward, Daniel Trotter and C. W. Magill. John Mitchell was the first Treasurer, and Thomas Wilson was the first Clerk. Jackson Hulse was the first Marshal. The population of the city at this time was five hundred and eighteen.

Two events in the year 1832 are worthy of note. The great flood came that year, the greatest ever known up to that time. Havoc was wrought along the river by the washing away of property. One account of the damage done to this locality as related by a Louisville historian, is as follows:

"In 1832 a new calamity came upon the city. This was an unparalleled flood in the Ohio. It commenced on the 10th of February and continued until the 21st of that month, having risen to the extraordinary height of fifty-one feet above low-water mark. The destruction of property by this flood was im-

Ray resigned his command in October 1862, and was succeeded by Keigwin. He held the position until December 1864, when he passed it to Colonel James Leeper of Charlestown, who led the regiment until it was mustered out on September 13, 1865. Despite having fought in several campaigns, the 49th lost only 238 members, about 18.8 percent of its original roster.[11]

Also organized in Jeffersonville was the Twelfth Battery of Indiana Light Artillery, known as Sterling's Battery because its chief organizer was blacksmith and city councilman George W. Sterling. Recruitment began in November 1861, and Sterling was commissioned the battery's captain. The unit left for Indianapolis on December 19 with six 20-pound brass cannon and supporting equipment and animals. The battery was mustered into federal service on January 25, 1862, and it experienced combat at Shiloh in early April. Sterling resigned after Shiloh, and James E. White became the captain. The unit spent the next three years in Tennessee, fighting at Murfreesboro and Chickamauga in 1863 and in the battles of Nashville, Lookout Mountain, and Missionary Ridge in 1864.[12]

Many Clark County men joined local companies assigned to regiments based in nearby counties. When the Fifty-third Indiana Infantry, commanded by future secretary of the treasury Walter Q. Gresham of Corydon, was mustered in at New Albany in February 1862, its Company D was composed mainly of men recruited from the Charlestown vicinity by Captain Seth Daily. The 66th Indiana, also formed in New Albany, had as its surgeons Dr. Nathaniel Field and Dr. James C. Simonton of Charlestown. Company D of the Fourth Indiana Cavalry, organized in Indianapolis, was recruited from the Charlestown area and commanded by Captain Warren Horr.

Jeffersonville bookseller W. W. Caldwell entered the war in July 1861 as captain of Company B of the Twenty-third Infantry, organized in New Albany by Colonel William L. Sanderson. But he resigned in March 1862 and returned to Jeffersonville. Five months later he was appointed adjutant of the new Eighty-first Infantry, then being organized in New Albany. When Caldwell arrived, the regiment had no commander. Eight days later he was promoted to colonel and placed in command. Two of his companies hailed from Clark County. Company B, from Jeffersonville, Utica, and Henryville, was commanded by Captain Andrew J. Howard, while Company I was recruited from the Charlestown area and led by Captain William D. Evan.[13]

A contentious issue early in the war involved the recruitment of African Americans. Many Northern whites considered the conflict a white man's war to preserve the Union. Moreover, Lincoln hesitated to recruit blacks for fear of alienating loyal border-state slaveholders. But as the war dragged on and pressure to allow blacks to fight for their own freedom grew, the government warmed to the idea. In August 1862 Secretary of War Edwin M. Stanton issued a limited order allowing generals to recruit black troops. The definitive reversal of policy came on January 1, 1863, when Lincoln issued the Emancipation Proclamation, making freedom a war aim. But as historian Dudley Cornish noted, the document was hardly a "sweeping invitation welcoming Negro Americans into full participation in the war."[14]

While most were recruited from the South, black volunteers came from throughout the nation. Their service conditions were difficult. Black units were commanded by white officers, many of whom were racist and incompetent. Salaries were lower than those for whites, prompting many blacks to reject their wages rather than accept unequal pay. Confederates refused to recognize blacks as soldiers and subjected them to especially brutal treatment, including execution, when they were captured.[15]

Indiana began raising black units in late 1863, when the War Department authorized Governor Morton to raise a regiment. By April 1864 six companies totaling 518 men had been organized for the 28th United States Colored Troops, based in Maryland. Among them were twenty-four privates from Clark County, primarily Jeffersonville. The unit left Indianapolis on April 24 and soon arrived outside Petersburg, Virginia, where it suffered heavy losses at the disastrous battle of the Crater. Other black men joined the Eighth and Thirteenth Regiments and the Fourteenth Rhode Island Heavy Artillery, United States Colored Troops. By the end of the war, at least fifty-eight black Clark Countians had answered the call to arms.[16]

JEFFERSONVILLE AS A MILITARY LOGISTICAL CENTER

While hundreds of Clark County men struggled on the battlefield, their families raised food to feed the troops, built steamboats to carry them to battle fronts, and performed myriad other tasks for the war effort. Because of its connections with the Mississippi and other western rivers, the Ohio became a primary supply channel for the western theater. Jeffersonville's position at the head of the falls and its proximity to Louisville, the northern terminus of the Louisville & Nashville Railroad, made it a nerve center for logistical operations at the southern end of the state. Within months after the war erupted, the city was dotted with shops, warehouses,

Given Tue Tavern, erected in 1812 at Harrison and Water streets in Charlestown, was the site of Jonathan Jennings's inauguration in 1816 as the first governor of the State of Indiana. Courtesy of the Charlestown-Clark County Public Library

Under Jennings's leadership, the convention drafted a highly democratic document that borrowed heavily from the Ohio and Kentucky constitutions. Women and blacks were denied the vote, but property qualifications for adult male suffrage were eliminated. Further slavery and involuntary servitude were prohibited, but a qualifying provision left the future of those under existing indentures in limbo. State senators and representatives were limited to terms of three years and one year, respectively. The governor was granted a three-year term but could serve no more than six years in any nine-year period. The document also provided for the direct election of county sheriffs, coroners, and justices of the peace, thus reducing the governor's capacity to build the kind of patronage-based system of government Harrison had envisioned.[10]

One of the constitution's most ambitious provisions required the General Assembly to establish "a general system of education, . . . from township schools to a state university, wherein tuition shall be gratis, and equally open to all." Recognizing that lack of money would make it difficult to achieve this goal quickly, the convention added a qualification that the legislature would act "as soon as circumstances will permit." As a result, little was accomplished in public education during the next three decades.[11] However, the completed document embodied a vision of government that was close to the people and accountable to them that remains a strong element of Clark County's political culture nearly two centuries later.

The delegates adopted the new constitution on June 29, 1816, and it became effective immediately, without ratification by the people. On August 5 the new state held its first election, in which Jonathan Jennings of Clark County soundly defeated Thomas Posey for governor. In December Congress adopted a resolution admitting Indiana to the Union. President Madison signed the resolution on December 11, opening a new chapter in the life of Clark County.[12]

Statehood and Incorporation

The years between the end of the War of 1812 and William Henry Harrison's election as president of the United States in 1840, which parallel the period between Indiana's admission to the Union and Jeffersonville's incorporation as a city, witnessed economic, social, and technological changes that profoundly shaped both the nation's and Clark County's development. The harnessing of steam and the emergence of the factory system ignited America's first industrial revolution. The steamboat, the canal, and the expansion of the interior road network touched off a transportation revolution that fostered an increasingly international market economy dominated by urban centers, commercial agriculture, and manufacturing. These forces, along with westward migration, heightened the political, social, and cultural differences between the Northeast, the South, and the West, even as the sections became more economically interdependent.[1]

Like the rest of Indiana, Clark County remained a bastion of agriculture. But its location gave Jeffersonville the opportunity to capitalize on growing commercial activity on the Ohio River, and between 1816 and 1820 it was locked in a fierce battle with Louisville for construction of a falls canal and economic supremacy in the region. Although Jeffersonville ultimately lost the competition, its emergence as a leader in steamboat construction and the development of Utica's lime-burning industry made Clark County one of Indiana's major industrial centers by 1840.

As local farmers placed more and more land into production, their demands for better transportation and improved access to markets and processing services spurred the expansion of the road network and the planting of new towns. Some villages proved ephemeral, and a few were no more than paper towns. But the survivors gradually were integrated into the larger urban network that connected Clark County farmers with the expanding market economy.[2]

Plat of the Jeffersonville Association's Addition to Jeffersonville, drawn in 1839 by C. H. Mims. Courtesy of the Clark County Recorder's Office.

ers, erected Federal and Greek Revival houses, some of which still stand. In February 1819 the county commissioners contracted with Daniel P. Faulkner to erect a log jail, barn, and other ancillary buildings. The jail's location is not recorded, but according to the *Indiana Gazetteer*, it had been replaced with a brick structure by 1835.[9]

Charlestown apparently grew at a healthy rate. Early subdivision plats were destroyed after being incorporated into an 1879 composite. But it is likely that one or more of the additions platted by Matthias Hester and D. Tilford, James Ross, James McCampbell, and John Naylor were laid out during this period. The *Indiana Gazetteer* identified a brick market house, seven mercantile stores, a tavern, and several animal-powered carding machines. Its estimate that Charlestown had about 800 inhabitants was probably too high, but it certainly reflected the writer's optimism about the town's situation and its future.[10]

Other pioneer towns experienced little or no new development. Bethlehem had a succession of storekeepers, such as W. G. and T. P. Plaskett, James Lemmon, and J. C. and S. I. Burns, who served farmers in the county's northeast corner. The *Gazetteer for 1833* counted about 300 inhabitants "amongst whom are mechanics of various kinds." In New Washington, Bala Johnson added nine lots in 1819, and Andrew Todd platted a small addition twenty years later. But the village functioned primarily as an agricultural trade center. Merchants Elijah Prewett, Esquire Bower, and Solomon Davis conducted thriving businesses, and several blacksmiths maintained a steady, though often short-lived, trade.[11]

The only riverfront settlement between Jeffersonville and Charlestown, Utica became a stopping point for travelers and a mercantile and mechanical center for farmers. Peter Mann's Black Horse Tavern, William Brindle's Traveler's Hotel, and Benjamin Taff's tavern at Ash and Second

streets provided travelers with accommodations and plied them with food and drink. Jonathan Clark and Jeremiah Keys were successful storekeepers. Abraham Ashton opened a blacksmith shop in 1816 and continued to his death in 1827, while Robert McGee's shop conducted an excellent business during the 1820s and 1830s. However, Utica's boundaries remained unchanged.[7]

The chief corridor for new town development was the Jeffersonville and Salem Road, which passed through Jeffersonville, Silver Creek, and Wood townships. The westernmost town was New Providence, founded in 1817 by brothers John, Stephen, and Henry Borden and named for the capital of Rhode Island, their home state. Located on the north side of Muddy Fork, the town consisted of six square blocks bounded by Water, Vine, West, and East streets. The village was bisected from east to west by Main Street, which was intersected by Market and Broad streets. The south half of the block bounded by Vine, Market, Main, and Broad streets served as the public square. Another influential pioneer was Henry Dow, who brought members of his large family from Connecticut. Joining them were the families of New Yorkers William Brannan, Charles Robertson, and Cyrus Bradford; Rhode Islander Banamed Shaw; Vermonter Micah Burns; and Thomas Bellows, who brought several settlers from Connecticut. Families from other states included those of John Giles, Frederick Gore, and Thomas and James McKinley, all of Kentucky, and Jesse and James Baker, of South Carolina.[8] However, that New Providence was founded mainly by easterners was a distinct departure from the settlement pattern for other Clark County communities, which were settled largely by Upland southerners.

New Providence quickly became the economic center of Wood Township. John Borden, a farmer and sheep raiser, established a blacksmith shop, dry goods store, tannery, and tavern adjacent to the family's large house. After his death, William Howard and Joseph Cook took over the blacksmith shop; Isaac Shaw operated the store; and James McKinley continued the tannery. Lydia Borden, the founder's widow, managed the tavern until her death in 1851. In 1826 Tilly H. Brown became the post-

Now a residence, the Black Horse Tavern still stands at the corner of Second and Locust streets in Utica. Courtesy of Jeanne Burke.

Clark County reflected this reality, the county also benefited from transportation connections, labor markets, sources of raw materials, and other factors of production it shared with Louisville.[1]

Manufacturing statistics for Clark County between 1840 and 1860 paint a mixed picture. Industrial employment dropped from 1,043 persons in 1840 to 335 in 1850 and remained stable at 327 in 1860. However, capital invested in manufacturing rose from $148,818 in 1840 to $198,125 in 1850, an increase of 31.1 percent, and then grew just 4.9 percent to $204,700 in 1860. The number of manufacturing firms is unavailable for 1840 and 1850, as is the value of product in 1840. However, the value of annual product rose 15.3 percent, from $566,208 in 1850 to $652,981 in 1860, when Clark County recorded forty-one industrial establishments.

At first these figures appear at odds, given the decline in manufacturing employment relative to increased investment and value of annual manufacturing product. But the implications become clearer when we consider the pronounced decline in home manufacturing, which had prevailed in rural areas. Once this factor is accounted for, the data reveal patterns of industrial development that are consistent with those in other western river towns and their relationships with their metropolitan centers. Simply put, the decline in home-based industry meant a few large industrial entities were producing larger quantities of goods.

The small, farm-based industries that were commonplace early in the century typically involved a handful of employees, usually the owner, members of his family, and perhaps an extra hand. Together, such operations could employ hundreds of people. As mechanization spread, such activities declined dramatically. In Indiana the per capita value of home manufacturing dipped from $1.88 in 1840 to $1.65 in 1850 and then plummeted to $0.63 in 1860. While figures for 1840 are unavailable, the dollar value for home production in Clark County dropped from $14,713 in 1850 to $10,895 a decade later.[2]

The decline of distilling, for example, corresponded with the emergence of Louisville's Bourbon whiskey industry, which expanded the market for local corn. In the case of milling, John Work's Tunnel Mill and a few others remained in business, but most small operators gave way to large urban mills. In 1847 Jeffersonville entrepreneurs Samuel H. Patterson and James Callahan built a steam-powered flour mill on Spring Street. Two years later, Patterson bought out his partner. Soon thereafter, he sold the mill to Louisville merchant John F. Howard, who operated it with Dr. Warren Hunt for about two years. Business failed to meet expectations, and in the early 1850s they closed the mill, sold the machinery, and converted the structure to commercial uses.[3]

In 1850 J. L. Smith and Jacob Smyser established the New Lowell flour mill on the Ohio River just above the site of the Fourteenth Street railroad bridge in Clarksville. By the end of the decade it produced about 150 barrels of flour daily. Meanwhile, Patterson turned to textile milling in 1849, contracting with the State Penitentiary for space and the labor of twenty convicts to produce denim for the southern market. Much of the cloth was used to make clothing for slaves. Nine years later, Patterson built a brick woolen mill on the east side of Canal Street (Meigs Avenue) and hired J. W. L. Mattock, a former miller in Danville, Indiana, to manage it.[4]

Limeburning remained the county's primary extractive industry. In the 1840s Allen Somers and James Sweeney established mills at Utica. A few years later, Napoleon B. Wood improved kiln operations by building a temporary wall in front of the furnace, providing space to insert fuel over the top of the wall. Another large operator was H. C. Emerke, whose mill eventually produced about 120 barrels daily. In 1857 he and Meshac James began making regular shipments to Louisville. By the Civil War packet boats were carrying large quantities of Utica lime to Pittsburgh, Cincinnati, Memphis, and New Orleans. But because the industry was divided among several small producers, it remained only marginally profitable until about 1870, when an inexorable movement toward consolidation began.[5]

A greater threat to limeburning was the cement industry. Clark County's first cement mill probably was built by Lawson Very, who in 1850 bought the site of his Clarksville gristmill from John Hulme and Francis McHarry, who had acquired it through a series of transactions with the successors of William Clark's family. Hulme and McHarry operated a mill

Remains of a lime kiln located on Upper River Road north of Utica.

yards, several Jeffersonville residents moved into livestock processing. In the 1860s the firm of Anders & Matlock processed wool on Front Street between Canal and Mechanic. Rickets, Marten and Company operated a slaughterhouse near the corner of Market and Penn streets, and German immigrant John L. Rockstroh continued producing lard oil and candles at Fifth Street and Indiana Avenue. The slaughterhouse soon failed, probably because of competition from similar businesses in Louisville. Rockstroh was out of business by the 1870s, but another aspiring entrepreneur saw opportunity in the same business.[77]

In 1869 a German named George Pfau began processing animal oil at the northwest corner of Front and Spring streets and soon prospered in the manufacture of lard, tallow, neatsfoot, engine, and machinery oils. In 1888 he made his eldest son, George Jr., a partner, and the firm became known as George Pfau & Son. The following year a regional publication called Pfau "an example of what pluck and energy will accomplish. He began with a small capital and . . . and by industry and close application to business, . . . he has a large factory and [is] doing a large business, having an extensive trade all over the South."[78]

The lime and cement industry underwent a major transition during the late 1860s and 1870s as cement became the material of choice and the industry began a long period of expansion and consolidation. Despite its long presence in the Utica area, limeburning was not profitable until about 1868, when merchant Moses H. Tyler organized the Utica Lime Company and built a mill consisting of two kilns capable of producing 100 barrels daily. Within two years he made improvements that doubled its capacity. In 1870 the Louisville Cement Company bought Tyler's mill and that of H. C. Emerke, which produced about 120 barrels daily. Tyler was appointed superintendent, and under his direction the company increased the capacity of the two plants to about 520 barrels daily. By 1881 the plants regularly employed about thirty-five workers at wages of between $1.40 and $1.75 per day.[79]

The cement business gained momentum at the lime industry's expense, as local entrepreneurs began milling the huge limestone deposits near Silver Creek in Jeffersonville and Silver Creek townships. The first mill was the short-lived Sable and Gilmore Mill, located on the south bank of the creek near the JM&I tracks at Cementville. Although its construction date is unknown, it ceased operation in 1866. The same year, William D. Beach's Falls City Cement Company erected a mill on James Wells's farm about a half-mile south of Sellersburg. Later purchased by Dexter Belknap & Company, it remained a leading producer for over three decades. In 1868 W. S. Hohn & Company built a mill at Cementville,

on the south side of Silver Creek. Operated as the Silver Creek Cement Company, it soon had a capacity of 75,000 barrels annually. As other mills came into production, output nearly doubled, rising from 320,000 barrels in 1870 to 627,000 in 1880.[80]

The major force in the industry's expansion was the Louisville Cement Company. Its roots extended back to 1830, when the builders of the Louisville and Portland Canal discovered extensive deposits of natural cement stone in the bedrock on the Louisville side of the river. John Hulme and Francis McHarry began grinding cement at the old Tarascon gristmill at Shippingport and selling it to the canal company. They bought the mill in 1845 and started selling outside the Louisville market. In 1866 six Louisville businessmen bought the company and renamed it Louisville Cement & Waterpower Company. Three years later it became the Louisville Cement Company. Dr. William B. Caldwell, a Louisville physician, was elected president, and James Breckinridge Speed was appointed general manager. A member of one of Louisville's oldest families, Speed was elected president in 1892 and became one of Louisville's top industrialists.

Louisville Cement entered Clark County in 1869 when it bought the former Sable and Gilmore mill and a large tract on Muddy Fork at Petersburg from Lewis Bottorff. The following year the company demolished the Sable and Gilmore mill and rebuilt it as the Queen City Mill near the Ohio & Mississippi Railroad in Utica Township, where in 1876 it established the village of Watson. Meanwhile, in 1871 the firm built a plant at Petersburg capable of producing 100,000 barrels annually. It had eight kilns with a combined capacity of up to 1,000 barrels daily and employed about sixty workers. Because of its location on the JM&I, the mill grew quickly, and by 1880 the company dominated the Clark County market.[81]

The lime and cement industry was a vital part of a larger construction materials industry. Abundant timber stands in Clark and neighboring counties supplied raw materials for basket manufacturer William Wrighton, the Howard James & Company sawmill, G. W. Davis & Company's planing and sawmill, and W. H. Ingrigg's Maple Street Planing Mill and Box Factory, all in Jeffersonville. Out in the county, the Champion Mill in Otisco produced barrels for the Louisville Cement Company. Located on the JM&I near the vast forests of the Knobs, Henryville was ideally situated for Steinberg & Company's stave factory and Lewis H. Morgan's sawmill.[82]

Jeffersonville remained a brick-making center, though manufacturing was episodic during the immediate postwar years. Louisville native Charles Akers opened a brickyard in 1866, but he moved back home two years later for more training. He returned to Jeffersonville during the car

streets and Virginia and Winbourne avenues near the reformatory and the ACF plant. Lots in each tract were 40 feet or less in width, mirroring the neighborhood's working-class market.[67]

The expansion of Clarksville, Claysburg, and Port Fulton spurred Jeffersonville officials to thoughts of annexation. In 1909, when New Albany proposed to extend its boundaries eastward to Silver Creek, the *Evening News* urged the city to take similar action. Pointing out that the Clarksville area had some 2,500 residents and that the Commercial Club already had studied the feasibility of expansion, the paper asserted that it was "only a matter of time" until Jeffersonville "will eventually take in the territory lying on this side of Silver Creek." Exercising typical caution, the mayor and city council waited over nine years before acting. Once the decision came, the proposal was sweeping. In December 1918 the council moved to annex Port Fulton, Claysburg, Clarksville, and the unincorporated fringe bounded roughly by Nachand Lane on the east, Gravel Road on the north, and Silver Creek on the west. The council's initial caution proved prophetic. Opposition flared immediately, and the city was still fighting remonstrances in early 1920. The move ultimately failed, and years passed before the city absorbed Port Fulton and Claysburg.[68]

For the county's outlying towns and villages, the doldrums of the early twentieth century were developmental as well as demographic. In January 1903 the citizens of Borden voted by a slim margin to incorporate the town as New Providence. Ten months later, George and Sylvanus McKinley platted nineteen lots at Maple and Main streets on the town's western fringe. In 1906 the Charlestown Board of Trustees adopted a new map incorporating all development on the town's fringe since the Civil War. Bounded roughly by Water, Taff, High, and Monroe streets, the line of New Street and Charles Place to Market Street, and along Market back to Water Street, the map shows 432 building lots, but no subdivisions were recorded.[69]

In 1912 Sellersburg annexed Schellers Park, a large subdivision developed several years earlier by James C. Bright on a tract once owned by former county commissioner John Scheller. In 1917 Joseph J. Hawes, sparks from whose planing mill ignited the fire that nearly destroyed the town in 1901, platted a twenty-two-lot addition to Memphis. The lots were a significant expansion, but they hardly replaced the loss from the fire sixteen years earlier.[70]

Despite limited residential development, the outlying communities remained a vital part of the urban market network that served the county's farms and rural businesses. In 1910 Albert Diefenbach opened a hardware store in Sellersburg and for decades supplied farmers in the

central and northern townships with seed, seed, and implements. Thomas A. Pate, whose store on East Utica Street adjoined the Pennsylvania Railroad tracks, sold groceries and coal to residents of Silver Creek and Charlestown townships. Utica merchants Oscar and George B. Dix provisioned farmers in Watson and Prather. Matthew H. Danley's general store in Henryville supplied a large market in the county's northern reaches. Sargent W. Evans's store at Otisco served parts of Charlestown, Monroe, and Oregon townships. Stores operated by Charles B. Wiggam and Peter F. Shilling and Charles A. Nutting at New Washington conducted a brisk trade in dry goods, hardware, feed, seed, and livestock throughout Washington Township.[71]

Members of the Borden Volunteer Fire Department demonstrate their hose wagon about 1908. Courtesy of the Charlestown–Clark County Public Library.

THE ARCHITECTURE OF COMMUNITY LIFE

Perhaps the most remarkable paradox of early twentieth-century life in Clark County was the expansion of social and cultural institutions in the face of demographic stagnation and economic transition. Along with robust growth among existing religious, educational, and fraternal organizations—the traditional centers of community life—the period saw the emergence of new health and welfare institutions and numerous opportunities for recreation and entertainment. Some resulted in new buildings, several of which became architectural landmarks. Not all change was positive. A few institutions failed; many people favored entertainment that the community's social and moral arbiters considered unsavory; and Jeffersonville developed a reputation as a marriage mill that embarrassed many residents. Good or bad, however, the period saw the creation of structures and traditions that still define the county's self-image a century later.

For most citizens, regardless of theological persuasion, religion remained a fundamental molder of personal and community values. Thus churches took pains to ensure that their physical and organizational structures were appropriate to their missions. In December 1903 fire gutted St. Augustine Roman Catholic Church in Jeffersonville. The parish

from 13,177 in 1880 to 15,913 in 1900, and its proportion of the county's population increased from 46.1 to 50 percent. Jeffersonville was the major beneficiary of growth during the 1880s, as its population rose from 9,357 in 1880 to 10,666 in 1890. But it grew by barely 1 percent to 10,774 in 1900, and it dropped from tenth place among Indiana cities in 1880 to seventeenth in 1900. Meanwhile, Clarksville's population mushroomed after the town defeated the promoters of Ohio Falls, jumping from 1,037 in 1880 to 2,370 in 1900. In the process, Clarksville leaped ahead of Charlestown, as the latter's population fell from 1,103 in 1880 to 888 in the following decade. Charlestown recovered a bit during the 1890s, but it still had only 915 inhabitants in 1900. Also passing Charlestown was Port Fulton, whose population grew from 907 in 1880 to 1,104 in 1900. The town with the greatest growth, though it started with the smallest base, was Sellersburg, which soared from 169 inhabitants in 1880 to 761 in 1900.

In the absence of foreign immigration, most urban growth resulted from strong birthrates and in-migration from the countryside. Eight townships lost population between 1880 and 1900, with Bethlehem, Oregon, Owen, Union, and Utica showing losses in each census. Charlestown and Carr lost ground between 1880 and 1890 and then recouped part of the loss the following decade, but both began the new century with fewer residents than in 1880. Monroe grew between 1880 and 1890 and lost ground the following decade, but it ended the period with a small net gain. Because of development in New Providence, Wood was the only rural township other than Silver Creek to gain population over the two decades.[8]

Clark County's growth pattern was hardly unique for the Ohio Valley region. In 1894 historian Reuben Gold Thwaites traveled down the Ohio River to "gather local color" for a study on the river's importance in western development. His subsequent book depicted many small towns as sleepy, shabby places that served little apparent economic purpose and fostered the idea that the Ohio Valley had become an "economic backwater" as the railroad replaced the steamboat as the primary mode of transportation.[9]

Thwaites apparently did not visit Clark County, and since his descriptions varied from place to place, it would be imprudent to assume how he might have viewed individual communities. Given the demographic trends, one could argue that Bethlehem, Utica, Memphis, New Washington, and even Charlestown exhibited the negative conditions described by Thwaites. Bethlehem and Utica were no longer key ferry crossings; New Washington lacked rail connections; Memphis trailed Sellersburg and Henryville in rail commerce; Charlestown suffered severely after losing the county seat; and the declining growth rates for Jeffersonville and the county at large were symptomatic of economic change.

But to view the 1880s and 1890s simply as a period of stagnation is to miss the broader picture of Clark County's development and character. At a time when large cities were already struggling to build a sense of order and community in the wake of the dislocations caused by urbanization, industrialization, and immigration, the tendency of immigrants to avoid Clark County ushered in a period of demographic stability that enabled it to assimilate its existing foreign population and to define a place for its growing black population. The new generation of community leaders bore familiar names like Bottorff, Howard, Myers, Sparks, Poindexter, Lewman, Zulauf, Dean, and Borden, but it also included Pfau, Holzbog, Eberts, Rauschenberger, Voigt, and Burke. In addition to spearheading major public and private enterprises, these men and their associates created new cultural, recreational, and social organizations that enabled residents to broaden their interpersonal networks and promoted a sense of belonging to the larger community, even in the midst of religious and political differences, local rivalries, urban-rural divisions, ethnic and racial biases, and competing economic interests. By the beginning of the twentieth century, most Clark Countians were intertwined in a connectional culture that remains strong more than a century later.

As Clark Countians became increasingly interconnected, they also struggled to articulate a separate identity from Louisville, even as the two sides of the river became increasingly integrated economically and socially. During the late 1890s, newspapers in Charlestown and Jeffersonville unabashedly extolled their communities' small-town quality of life while touting the economic and transportation advantages of proximity to the Kentucky metropolis.[10]

Efforts by whites to define a place for African Americans were less benign than those involving European immigrants. At the end of the nineteenth century, only Jeffersonville, Utica, Charlestown, and Union townships had black residents, and numerous towns actively discouraged black settlement. Watson had a small black neighborhood, but Utica forbade blacks to stop. While they did not appear on the books, so-called "sundown laws," which allegedly prohibited blacks from being in town after sunset, were enforced extralegally by local officials, and many believed such laws actually existed. Vigilantism occasionally took more extreme forms, as in February 1883 when residents of Sellersburg lynched a black man for allegedly raping a white woman. Nevertheless, black Clark Countians continued to define their own sense of community by organizing

Mitchell P. Alpha. Courtesy of the Charlestown–Clark County Public Library.

it had a growing economic base that included nearly two dozen mercantile businesses, including six grocery stores. Mitchell P. Alpha's store also offered fruit, toys, and fancy goods; W. H. Long's doubled as a confectionery; and Philip Miller offered baked goods. M. B. Cefe, J. M. Long, W. H. Batts & Company, and W. B. Shelly dealt in dry goods, boots, and shoes. Druggists included W. F. and H. C. Ferguson, Garner & Buchanan, and W. H. Henderson and Company, while W. B. Woods sold patent medicines. J. W. Payne sold stoves and tinware; S. Griffith's Franklin Hotel catered to visitors; and Harvey Harris ran a livery stable.

As the seat of justice, Charlestown remained a magnet for professionals, especially attorneys and physicians. Among prominent lawyers were former lieutenant governor John H. Thompson, who in 1845 was elected Indiana secretary of state; Clark Circuit judge George Bicknell; prosecuting attorney Thomas M. Brown; county auditor Campbell Hay; Thomas W. Gibson, a West Pointer who served in the Mexican War; and trial lawyers Charles Dewey, Buchanan Jacobs, W. W. Gilliland, and B. F. Walter. Doctors included A. J. Hay, S. C. Taggart, Joseph Krepper, S. M. Work, and D. H. Combs.[11]

Bethlehem, New Washington, and New Providence continued to serve their traditional market functions but were either bypassed by new transportation lines or had enough lots to absorb new population and business activity. Other rural towns experienced modest growth. In 1850 proprietor Gabriel Phillipi added twenty-two lots to the east side of New Market. The largest town expansion, however, occurred in Utica, where Cincinnati resident James H. Oliver platted two additions. The first, laid out in September 1853, included a riverfront tract bounded by Ash, High, and Orchard streets. Eight months later, he subdivided a tract north of High Street between Gunter and Ash along Fifth and Butler streets.[12]

Railroads were the primary stimulus of town development, with new villages springing up along the Jeffersonville Railroad, the New Albany & Salem Railroad, and the Fort Wayne & Southern Railroad between Watson and North Vernon. Adjoining towns benefited from business generated by passenger and freight operations and the railroads' need for local goods and services. Where such services did not exist, they had to be created, and enterprising landowners responded. However, some of the towns bypassed by the tracks sank into oblivion.

The first town platted on the Jeffersonville Railroad line was Sellersburg in Silver Creek Township. It was laid out in 1846 by Moses W. Sellers and John Hill, owners of a large tract at the intersection of the Utica and Salem and the New Albany and Charlestown roads. When the railroad company decided to lay tracks adjacent to their land, Sellers and Hill platted an irregularly shaped village dubbed "Sellersburgh," in honor of the colonnade. Noting its unusual shape, one contemporary writer observed, "Sellersburg resembles a box twisted and squeezed together." Another described it as "an isosceles triangle pressed together from its base." None of the original lots had a right angle.

Copy of the original plat of Sellersburg, spelled here as "Sellersburgh." Courtesy of the Clark County Recorder's Office.

With completion of the railroad in 1852, Sellersburg developed a flourishing mercantile economy. Sellers was the first storekeeper. Located in a brick building at the southwest corner of Utica and New Albany streets, his store became the first post office, and he became the postmaster when the post office moved from Hamburg in 1852. Sellers drew competitors, including his son, A. J. Sellers, who opened a store across the street from his father's business. By mid-decade John Scheller operated a store on the northwest corner of New Albany and Utica streets, and Frederick Dodd conducted one on the south side of New Albany Street.[13]

Four years after the founding of Sellersburg, Colonel Henry Ferguson, a local farmer and agent for the Jeffersonville Railroad, platted Morristown near the junction of Wolf Creek and Miller's Fork of Silver Creek in Monroe Township. The plat consisted of seventeen lots laid out in a single block bounded by Ferguson, Front, Wall, and Main streets west of the railroad tracks. When a post office opened three years later, however, the name was changed to Henryville, in honor of Ferguson, because Indiana already had a Morristown. Primarily a railroad stop and rural trade center, Henryville grew slowly at first, and the only notable business was a store operated by Joseph Biggs in a frame house on the west side of the tracks.[14]

Meanwhile, in 1852, Blue Lick farmer Thompson McDonald Deitz, a grandson of Charlestown pioneer Peter McDonald, laid out Memphis where the railroad tracks crossed Blue Lick Road in Union Township. The initial plat was a simple grid, but an addition by J. F. Willey gave the town an irregular configuration. While little is known of the village's early his-

growth during the 1920s, small towns throughout the county witnessed new development. In 1922 John Francis platted West Lawn at the intersection of Nabb–New Washington Pike and Center Street in New Washington. Eight years later, Robert Brentlinger added Plain View at Old State Road and Nabb–New Washington Pike. Meanwhile, in 1923 Loren and William Waggoner's Valley View added twenty-nine lots along Main Street and the Monon Railroad tracks in Borden. Two years later, J. Mattin Stalker platted several lots on the south side of the tracks. In 1926 W. H. Holder laid out Longview Beach along the riverfront north of Utica. A year later Henry Dittmer platted Fairmond along Utica–Salem Road on the western edge of town. Small subdivisions were platted as well in Henryville, Marysville, Memphis, Otisco, and Underwood.[37]

As in Sellersburg, construction of Highway 31 aided development in Underwood, Henryville, and Memphis. The subdivisions preceded the highway, but its completion stimulated lot sales by improving accessibility to services and markets in larger towns. The highway also spurred the establishment of restaurants, service stations, auto parts stores, and other businesses that catered to travelers and local motorists. However, because Scottsburg was closer than Jeffersonville, Henryville and Underwood were increasingly drawn into the Scott County town's economic orbit, a relationship that remains powerful more than seven decades later.

Regardless of its scope and location, most development during the 1920s consisted of conventional subdivisions intended for the speculative sale of lots. A dramatic exception was the Louisville Cement Company's development of Speed as a planned company town based on the concept of welfare capitalism. Pioneered in the late nineteenth century by industrialists such as George Pullman, owner of the Pullman Palace Car Company in Chicago, welfare capitalism has been defined by historian Stuart Brandes as "any service provided for the comfort or improvement of employees which was neither a necessity of the industry nor required by law."[38]

Welfare capitalism at Speed was the brainchild of president William S. Speed, who had an ardent ally in plant superintendent Harry D. Baylor. Why Speed adopted the concept is unclear. However, it was probably an answer to the challenge of recruiting a labor force of sufficient size and skills to operate two adjoining mills. The town's housing consisted of a few frame dwellings along the Pennsylvania Railroad and Sellersburg–Memphis Road. Except for the company store and a small hotel, Speed had no other businesses and lacked churches, schools, recreational facilities, and other amenities. Many hourly workers lived on farms or in nearby Sellersburg, Hamburg, Bennettsville, and St. Joseph. But the firm also needed

managerial, professional, and technical personnel who would not have found the quality of life in Speed very attractive.

In any case, the company set out in early 1919 to build at least thirty new houses and to upgrade streets, install sanitary sewers, and erect a community building for recreational and social activities. The Speed Community House opened on December 31, 1919, and quickly became the center of community life. Under the direction of Ernest R. Gentry and Jesse G. Dorsey, who followed Gentry in 1925, the Community House hosted athletic events, a well-baby clinic, men's and women's clubs, a library, and many other activities. Because of postwar materials shortages, residential construction was slower than anticipated. But by late 1921 construction reached a dozen houses annually, and about 130 dwellings were completed by 1929. Representing a mixture of popular styles, most had one story with four or five rooms, a bathroom, several closets, and a back porch. All had concrete foundations and wood-frame walls finished with stucco. Houses were heated with coal stoves, but the company supplied electricity, water, and sanitary sewers. Executives lived among hourly workers, though in larger houses.[39]

Harry D. Baylor. Courtesy of the Charlestown–Clark County Public Library.

No town plan survives, but circumstantial evidence suggests that the design was guided by Olmstedian principles. In 1915 Speed had commissioned the Olmsted firm to design the grounds of his home in eastern Louisville, where the Olmstedian influence was strong. Speed may have instructed company engineers and surveyors to study the Olmsted firm's principles and to apply them to the town. Speed was laid out in two units, one on each side of the Pennsylvania tracks. Each featured wide, slightly curvilinear streets, concrete sidewalks, and lots with deep setbacks, wide side yards, and spacious backyards. Most lots had double garages that straddled the lot line and were served by alleys. Fluted concrete lamp-posts with white globes lined Highway 31, and the highway and railroad rights-of-way were landscaped with hedges.

Welfare capitalism extended beyond modern housing and the Community House. In 1920 the company and the Speed Women's Club initiated the Speed Community Fair. In 1921 the company built a baseball field and organized a team; in 1922 it entered the Falls Cities Baseball League and competed against teams from other Louisville-area firms. In 1923 William Speed and his firm contributed generously to construction of the Speed Memorial Church, which was dedicated in 1924. The following year, the company enhanced the Community House with the addition of a gymnasium and a park and helped the Speed Men's Club convert a spent quarry into a swimming pool. In 1926 a modern department store replaced the old company store, and a year later the company donated sev-

The 2003 map of Sellersburg highlights the town's growth along U.S. 31 and I-65 after World War II. Courtesy of the Town of Sellersburg.

Charlestown's development occurred mainly in the Green Valley, Charlestown Place, and Steepro Heights subdivisions on the city's northern edge. But a corridor along High Jackson, Bethany, Stacy, and Salem–Noble roads between State Roads 62 and 403 saw an eruption of development that began in the late 1980s and continued into the new century. Jimmy Guthrie Real Estate ignited the boom in 1987, platting Old Springville Estates on the site of the first county seat near Bethany and High Jackson roads. By 1995 Guthrie had added Stonegate, Stonebridge, and Farmington Station. Featuring large lots and gated entryways, Guthrie's projects quickly attracted buyers, prompting numerous farmers to cash in on rising land values. By 2005 hundreds of new lots had been platted in more than a half-dozen nearby subdivisions.[76]

As subdivisions multiplied, controversies erupted over Jeffersonville's extension of sewers into the corridor; residents opposed a high-density development concept they considered incompatible with their neighborhood, and Clark County challenged Charlestown's effort to control development within a two-mile radius of the city. The disputes prompted many residents to seek annexation by Charlestown, and in 2003 the city extended its boundary to Stacy Road and absorbed the Lakeview and Highview subdivisions and the Charlestown Industrial Park. But Robert Lynn, the affected developer, filed a lawsuit to reverse the annexation, and it ended in his favor in April 2005, forcing the city to relinquish the territory between State Roads 62 and 403, except for the industrial park, at the end of the year.[77]

A similar burst of development occurred along Coopers Lane in Jeffersonville Township and Utica–Sellersburg Road, Charlestown Pike, and

State Road 62 in Utica Township. James W. Applegate Jr. initiated Steeplechase at New Chapel Road and Utica–Sellersburg Road in 1983, and Lawrence R. Hazuga started nearby Fox Hollow the following year. After the recession, Thomas Gallagan platted Ole Stumer Estates in 1994, and Applegate initiated Brookhollow and Lynn platted Stonybrooke in 2000. Development accelerated over the next five years with the platting of Georgia Crossing on Coopers Lane; Cedarstone Ridge, Raintree Ridge, and Windy Pines along Charlestown Pike; and Crystal Springs on New Chapel Road.[78]

Nature reshaped development in the town of Utica, where federal flood plain insurance regulations required elevation of structures damaged by the flood of March 1997. Lacking the resources to rebuild at the flood protection elevation, some residents sold their riverfront homes to more affluent buyers and moved to High Meadow, a new subdivision on higher ground, developed in 1998 by High Meadow Development, a subsidiary of New Hope Services.[79] Meanwhile, those who bought riverfront lots built expensive, elevated townhouses to take advantage of the spectacular view of the river.

Map of the city of Charlestown as it appeared in the mid-1990s on the eve of its suburban explosion. Courtesy of the City of Charlestown.

Residential development and annexation between 1980 and 2005 significantly reshaped the county's municipal landscape. In 1980 only Jeffersonville and Clarksville shared a common boundary, and Silver Creek separated Clarksville and New Albany. But over the next two decades, New Albany's expansion northward along State Road 311, Clarksville's annexation into Silver Creek Township, and the division of INAAP between Jeffersonville and Charlestown created an urbanized swath that extended from Oak Park and Utica on the east to New Albany on the west and from the river north to Sellersburg, Speed,

pulled away early Monday morning, wrote Rhea McColl. "Ten minutes later would have meant complete disaster to everyone concerned with the evacuation."[58]

Meanwhile, Governor Clifford H. Townsend ordered the Indiana National Guard to assist local officials and the American Red Cross in maintaining order, rescuing the marooned, and caring for evacuees. Spearheading local relief efforts was Roy L. Goode, a young Colgate-Palmolive chemist who chaired the Clark County Red Cross disaster committee. Acting mayor Edwin M. Coots placed the Red Cross in charge of local operations. Goode recalled, and for a time its decisions had virtual force of law. Operating first from Rose Hill School and then from the Wall Street Methodist Church gymnasium, Goode often accompanied military personnel as they cruised the waters, rescued victims from their homes, and supplied them with food and fuel.[59]

While the flood's worst effects were confined to Jeffersonville, Clarksville, Claysburg, Utica, and other low-lying areas, its broader impact united people throughout the county in a sense of common predicament. Colgate-Palmolive, Geo. Plate's Sons, Jeffersonville Quartermaster Depot, American Car & Foundry, and Howard Ship Yard suffered serious damage, and the latter two never fully recovered. Hundreds temporarily lost their jobs, and every business in downtown Jeffersonville lost inventory and equipment and suffered some structural damage. The waters reached the top of the front door of the Jeffersonville Township Public Library and destroyed the entire collection. Schools closed for weeks, and many churches sustained severe damage. Outlying communities, which suffered less damage, served as evacuation centers, and residents throughout the county provided temporary refuge for friends and relatives. Hundreds of evacuees were housed in schools, churches, storerooms, and businesses in Charlestown. The Speed Community House served as an evacuation center for hospital patients. Bobby Zurschmiede was born in a delivery room set up in the library.[60]

By the time the flood crested on January 27, approximately 95 percent of the land area of Jeffersonville, Clarksville, Claysburg, and Utica lay submerged, and almost 12,000 residents had left their homes. As the waters receded, an eerie, almost gruesome scene emerged. "Crumbling buildings, upturned homes and tons of debris are mute evidence of what swirling river currents did to a thriving southern Indiana community," wrote reporter Fred Penn in the February 15 edition of the *New Albany Tribune*. Incongruity occasionally intruded into the grim scene: "Suspended in the upper branches of an elm tree . . . is a dead hog, lodged there by the water at its crest," Penn observed as he entered the city near the Colgate plant.

As the Ohio returned to its normal channel, the community began the daunting task of cleaning up the river's mess. Business owners began pumping water from basements and piling debris on the streets for later removal. The Red Cross cleaned schools in Spring Hill, Rose Hill, Port Fulton, and Ingramville to house returning refugees. Police and National Guardsmen patrolled the streets to prevent looting, and WPA workers scalled mud from the streets and cleared piles of debris. Dr. Samuel I. Adair, secretary of the Jeffersonville Board of Health, issued a comprehensive order regarding public food service and the cleaning of private homes. "All groceries, hotels, restaurants, meat markets, and other businesses supplying the public with edible commodities must pass the inspection of the board before permission to open will be granted," the order read. "Male adults alone will be allowed to clean out homes submerged in the water. Soap and water should be used for cleaning purposes, and debris must be removed."[61]

The tasks of mopping up and rehabilitation continued for months. But as spring approached and life resumed a semblance of its normal pace, a sense of hope pervaded the community. Businesses, schools, churches, and even gambling halls reopened, and the *Evening News*, which had closed on January 21, resumed publication February 21 with the optimistic observation that there is "every reason to believe that this community will prosper."

While essential to recovery, hope alone could not overcome the flood's profound economic, physical, and psychological effects on the entire community. Although no estimates are available for Clarksville and Utica, a damage assessment committee appointed by acting Mayor Coots reported losses valued at $10.3 million in Jeffersonville. Clark County sustained the heaviest damage to public property among the twelve affected southern Indiana counties. Damage to local farms was estimated at $141,000, and the American Red Cross expended nearly $1 million on rescue, relief, and rehabilitation activities in the county.[62]

Although most of the physical damage could be repaired, signs of the

WPA workers clear mud and debris from Maple Street after the 1937 flood. Courtesy of the Jeffersonville Township Public Library.

es in the county.[60]
could be repaired, signs of the

WPA workers clear mud and debris from Maple Street after the 1937 flood. Courtesy of the Jeffersonville Township Public Library.

from a Louisville street, he wrote, "Drinking and intoxication became the sole resource of this officer, and he carried this degrading passion to such an excess, that he was often found lying in a state of stupefied drunkenness in the streets."[50] In 1809 Clark suffered a stroke and fell into the fireplace of his cabin. The fall caused severe burns, and the resulting infection required amputation of his right leg. With nothing but whiskey to numb the pain, he reportedly requested a drummer and a fifer to play martial music to drown out his shouts of pain. Unable to care for himself any longer, he moved to Locust Grove, the home of his sister and brother-in-law, Lucy and William Croghan, in eastern Jefferson County, Kentucky. There he died on February 13, 1818.[51]

The upriver town of Utica dates to 1794, when South Carolinian James Noble Wood and his family occupied a log cabin on the river's edge. There he established a ferry that operated between the Indiana shore and Harrod's Creek in eastern Jefferson County. Wood developed a thriving business and even provided a hotel and stable for travelers. Important to the success of Wood's ferry was the fact that it bypassed both the dangerous falls and Louisville, which had a reputation as an unhealthy place because of malaria and other miasmatic diseases. Another early settler was Judge John Miller of Utica, New York, who built a two-story log house on a tract adjoining Wood's. By 1815, a later historian observed, the settlement seemed "destined at last to result in a village of no little consequence."[52]

In August 1816 Wood, Miller, and Dr. Samuel Bleight platted the town of Utica, named for Miller's hometown. The original survey created 220 square lots that measured 100 feet on each side. The plan consisted of a regular gridiron with six streets that parallel the river; they are crossed by five perpendicular streets. Front Street measured 70 feet in width; Walnut Street, 43 feet; Mercer and Warren streets, 30 feet; and the remainder, 60 feet. Except for Front Street, the streets that parallel the river were later renamed Second through Sixth, while the cross streets are, from south to north, Ash, Locust, Mulberry, Market, and Chestnut.[53]

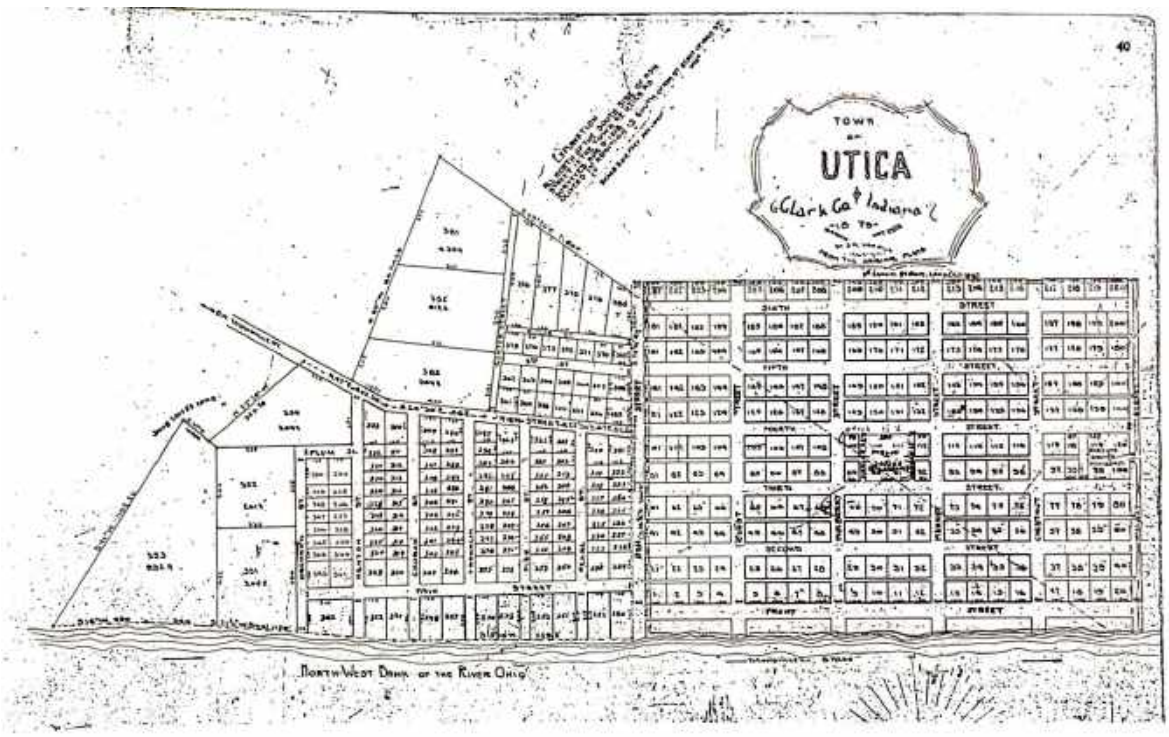
Utica's proprietors took pains to ensure orderly growth. Because of flooding problems, they forbade construction between Front Street and the river's low-water mark unless the town trustees saw reason to allow it. Proceeds from such construction were to be appropriated for the direct benefit of the town. The proprietors also designated five lots for public use. After Utica was platted, Bleight contracted with Louisvillian James Ferguson to erect 100 log cabins with clapboard roofs. Within a year, the cabins had been completed and many were occupied.[54]

Another riverfront settlement was Bethlehem, located in the northeast corner of the county about twenty-five miles upriver from Jefferson-

Copy of the original plan of Utica and additions. Courtesy of the Clark County Recorder's Office.

ville, opposite Westport in Oldham County, Kentucky. About 1805 settlers such as the Jacob Giltner, William Kelly, John Abbot, and Lucas and William Plaskett families began farming in the rich bottomlands along the river. Because steep terrain separated the flood plain from the interior, farmers depended on the river to ship their crops to market. Several ferries sprang up to help meet this need. A Mr. Sullivan opened a line to Westport in 1808. Another started in 1811 and operated for several years with mixed success. In 1812 Aaron Hoagland initiated a line that terminated about a mile below Bethlehem.[55] Bethlehem's location and ferries made it a convenient stopping point and, for its time, a natural town site. The town was laid out in 1812 by W. C. Greenup on land owned by Colonel John Armstrong and Jonathan Clark, among others. It probably was named for Bethlehem, Pennsylvania, the hometown of some early settlers. The village was platted in a rectangular gridiron with 124 lots. Front, Second, and Third streets paralleled the river and were intersected by Walnut, Main, and Bell streets. Near the center of town was a public square, bounded by Second, Third, Main, and Walnut streets.[56]

While most settlements were located along the Ohio River, many pi-



the 1840s and early 1850s private schools such as Stephens Seminary in Bethlehem, Zebulon B. Sturges's Charlestown Boys' School, the Rev. H. H. Cambern's Charlestown Female Seminary, the Clark County Seminary, Isaac McCoy's Jeffersonville Primary and Classical School, and the Jeffersonville Seminary probably offered the best education in Clark County, especially at the secondary level.[83]

Meanwhile, support mounted for a state system of free public education. Common school advocates, primarily middle class business and professional leaders, believed that moral training was at the heart of public education. As historian Scott Walter has noted, "In the eyes of these reformers, improving the morals of each child would prove a wise social investment. The common man trained in a common school, they argued, was a more productive citizen, both politically and economically." The campaign culminated with a provision in the Constitution of 1851 which provided for "a general and uniform system of common schools, wherein tuition shall be without charge, and equally open to all." The following year, the General Assembly enacted the Free School Law of 1852, which laid the foundations for free public education in Indiana.[84]

But public education developed more slowly than its advocates had hoped. Many Hoosiers, including residents of rural Clark County, opposed the law's property tax provision, and in 1854 the Indiana Supreme Court declared the provision unconstitutional. It was a different story in Jeffersonville, where in 1851 the city council laid the foundation for a public school system by authorizing construction of two school buildings, one at Maple and Watt streets in the east and the other in the west end of the city. In 1852 the council created the Jeffersonville Board of Education, and the first trustees—Jonas G. Howard, W. L. Meriwether, and Thomas E. Veatch—were elected in early 1853. In his annual message in May 1855, Mayor U. G. Damron echoed the sentiments of school reformers on the value of public education, noting, "Our City Schools . . . have perhaps been open longer than any other City Schools during their existence and the benefits derived are apparent to all lovers of this very important branch of education."[85]

The 1850s also witnessed the beginnings of public education in Sellersburg and Silver Creek Township. In 1857 township officials decided to build a school to supplement the one at Hamburg. Sellersburg residents coveted the school, but they were a minority of the population, and in April 1858 the township leased a site about a mile north of town. Undaunted, townspeople raised funds to build a school and employ a teacher. John G. Scheller donated a lot on New Albany Street upon which a two-room school was erected. But the private funding could not be sustained. As the

town grew, township officials recognized that the town needed a public school and assumed responsibility for its operation.[86]

Fraternal organizations became an increasingly important part of social and economic life for middle-class men, and they proliferated during the 1840s and 1850s, especially in Clark County's larger towns. By the 1850s fraternal organizations and other voluntary associations were becoming such an important part of Indiana's social fabric that the General Assembly passed legislation in 1852 allowing them to incorporate and establishing rules for financial management. Because of Freemasonry's prestige, Masonic lodges attracted the largest numbers of prominent men. The roster of Clark Lodge No. 40 in Jeffersonville included many of the city's leading merchants and politicians, including shipbuilder Henry French and merchants Levi Sparks, Burdette C. Pile, R. S. Heiskell, and James G. Caldwell. During the early 1840s, a lodge was organized in Owen Township at the mouth of Bull Creek. It met for several years in a local store, but the community was too small to sustain the lodge, and it eventually folded. Organizational efforts were more successful in other outlying communities, with lodges being formed in New Washington in 1855 and New Providence in 1859.[87]

The Independent Order of Odd Fellows (IOOF) formed several new lodges during this period. Excelsior Lodge No. 14 of Jeffersonville was chartered in 1848, and Tabor Lodge No. 92 followed in 1851. Charlestown Lodge No. 94 was established the same year, while Utica Lodge No. 112 was organized in 1852. The latter met in a former temperance hall, which the lodge eventually purchased.[88]

Both Charlestown and Jeffersonville maintained a lively journalistic life during the antebellum period. Charlestown was the county's main journalistic center during the 1840s. But as Jeffersonville eclipsed the county seat in population and economic prominence, it became a magnet for editors and printers, and by the late 1850s the city was the mercantile sector's primary center for news and information.

In 1840 Clark County's leading newspaper was the *Comet*, edited by Judge James Scott, a former Indiana Supreme Court justice. Nominally a Democrat, Scott supported William Henry Harrison for president of the United States and opposed Freemasonry. About 1847 Scott sold the paper to William S. Ferrier, a rising young journalist, who renamed it the *Western Farmer* and operated it as a Democratic journal. In 1850 he moved the *Western Farmer* to Jeffersonville and changed its name to the *Clark County Democrat*. Ferrier began cutting his journalistic teeth in 1842 when, as a seventeen-year-old typesetter, he revived the *Southern Indianian*, which had been edited between 1836 and 1841 by Thomas J. Henly and John C.

the 1840s and early 1850s private schools such as Stephens Seminary in Bethlehem, Zebulon B. Sturges's Charlestown Boys' School, the Rev. H. H. Cambern's Charlestown Female Seminary, the Clark County Seminary, Isaac McCoy's Jeffersonville Primary and Classical School, and the Jeffersonville Seminary probably offered the best education in Clark County, especially at the secondary level.[83]

Meanwhile, support mounted for a state system of free public education. Common school advocates, primarily middle-class business and professional leaders, believed that moral training was at the heart of public education. As historian Scott Walter has noted, "In the eyes of these reformers, improving the morals of each child would prove a wise social investment. The common man trained in a common school, they argued, was a more productive citizen, both politically and economically." The campaign culminated with a provision in the Constitution of 1851 which provided for "a general and uniform system of common schools, wherein tuition shall be without charge, and equally open to all." The following year, the General Assembly enacted the Free School Law of 1852, which laid the foundations for free public education in Indiana.[84]

But public education developed more slowly than its advocates had hoped. Many Hoosiers, including residents of rural Clark County, opposed the law's property tax provision, and in 1854 the Indiana Supreme Court declared the provision unconstitutional. It was a different story in Jeffersonville, where in 1851 the city council laid the foundation for a public school system by authorizing construction of two school buildings, one at Maple and Watt streets in the east and the other in the west end of the city. In 1852 the council created the Jeffersonville Board of Education, and the first trustees—Jonas G. Howard, W. L. Meriwether, and Thomas E. Veatch—were elected in early 1853. In his annual message in May 1855, Mayor U. G. Damron echoed the sentiments of school reformers on the value of public education, noting, "Our City Schools . . . have perhaps been open longer than any other City Schools during their existence and the benefits derived are apparent to all lovers of this very important branch of education."[85]

The 1850s also witnessed the beginnings of public education in Sellersburg and Silver Creek Township. In 1857 township officials decided to build a school to supplement the one at Hamburg. Sellersburg residents coveted the school, but they were a minority of the population, and in April 1858 the township leased a site about a mile north of town. Undaunted, townspeople raised funds to build a school and employ a teacher. John G. Scheller donated a lot on New Albany Street upon which a two-room school was erected. But the private funding could not be sustained. As the

154 This Place We Call Home

town grew, township officials recognized that the town needed a public school and assumed responsibility for its operation.[86]

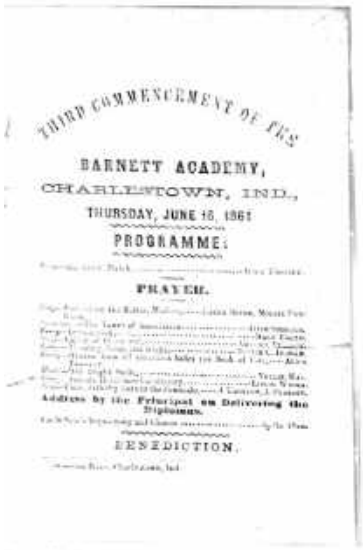
Fraternal organizations became an increasingly important part of social and economic life for middle-class men, and they proliferated during the 1840s and 1850s, especially in Clark County's larger towns. By the 1850s fraternal organizations and other voluntary associations were becoming such an important part of Indiana's social fabric that the General Assembly passed legislation in 1852 allowing them to incorporate and establishing rules for financial management. Because of Freemasonry's prestige, Masonic lodges attracted the largest numbers of prominent men. The roster of Clark Lodge No. 40 in Jeffersonville included many of the city's leading merchants and politicians, including shipbuilder Henry French and merchants Levi Sparks, Burdette C. Pile, R. S. Heiskell, and James G. Caldwell. During the early 1840s, a lodge was organized in Owen Township at the mouth of Bull Creek. It met for several years in a local store, but the community was too small to sustain the lodge, and it eventually folded. Organizational efforts were more successful in other outlying communities, with lodges being formed in New Washington in 1855 and New Providence in 1859.[87]

The Independent Order of Odd Fellows (IOOF) formed several new lodges during this period. Excelsior Lodge No. 14 of Jeffersonville was chartered in 1848, and Tabor Lodge No. 92 followed in 1851. Charlestown Lodge No. 94 was established the same year, while Utica Lodge No. 112 was organized in 1852. The latter met in a former temperance hall, which the lodge eventually purchased.[88]

Both Charlestown and Jeffersonville maintained a lively journalistic life during the antebellum period. Charlestown was the county's main journalistic center during the 1840s. But as Jeffersonville eclipsed the county seat in population and economic prominence, it became a magnet for editors and printers, and by the late 1850s the city was the mercantile sector's primary center for news and information.

In 1840 Clark County's leading newspaper was the *Comet*, edited by Judge James Scott, a former Indiana Supreme Court justice. Nominally a Democrat, Scott supported William Henry Harrison for president of the United States and opposed Freemasonry. About 1847 Scott sold the paper to William S. Ferrier, a rising young journalist, who renamed it the *Western Farmer* and operated it as a Democratic journal. In 1850 he moved the *Western Farmer* to Jeffersonville and changed its name to the *Clark County Democrat*. Ferrier began cutting his journalistic teeth in 1842 when, as a seventeen-year-old typesetter, he revived the *Southern Indianian*, which had been edited between 1836 and 1841 by Thomas J. Henly and John C.

Economic Dreams 155



THIRD COMMENCEMENT OF THE

BARNETT ACADEMY,

CHARLESTOWN, IND.,

THURSDAY, JUNE 16, 1861

PROGRAMME:

PRAYER.

Address by the Principal on Delivering the Diplomas.

BENEDICTION.

Program of the Third Commencement of the Barnett Academy in Charlestown, Clark County's leading private academy, in 1861. Courtesy of the Charlestown-Clark County Public Library.

met at first in private homes and then organized their own congregations. In 1861 a group led by the Rev. Philip Simcoe organized the First Colored Baptist Church. Soon the congregation erected a small church on Illinois Avenue between Seventh and Eighth streets. A split occurred about 1865, resulting in the formation of the Second Colored Baptist Church. The Reverend Simcoe joined the dissidents, who built a church at the corner of Indiana Avenue and Eighth Street. After the war, the Methodists organized Wesley Chapel Methodist Episcopal Church. They soon erected a small frame chapel where they worshiped until 1876, when they built a new church on Watt Street near Eleventh south of Claysburg.[79] These congregations became foundational institutions in the city's black community.

The Civil War severely disrupted public education, especially in Jeffersonville, where the army's need for buildings forced the suspension of classes. Thus private seminaries remained a force in education for some time. The most prominent was Barnett Academy in Charlestown. Founded in 1860 by Allen Barnett and other Presbyterian laymen, it resulted from a merger of the Charlestown Boys' School and the Charlestown Female Institute. The principal was Zebulon B. Stauges, former head of the boys' school. It met in the old Masonic hall, which had housed the girls' school. At its inception, the school had about 150 pupils and offered a classical curriculum that included Greek, Latin, natural philosophy, algebra, and geometry. But enrollment declined as public education gained momentum during the 1870s, and the academy closed in 1880.[80]

In most townships, public education took the form of one-room schoolhouses scattered across the countryside, under the direction of the township trustee. In communities with any African American population, schools were segregated. By 1880, for example, Charlestown Township had fourteen schools, including one in the former courthouse with four teachers and about 200 pupils, approximately one-fourth of whom were black.[81]

The greatest strides in public education occurred in Jeffersonville, where the school board created the county's first graded system and the first high school. After the schools reopened in 1866, the city built New Market School on Court Avenue. With the imposition of segregation the following year, the building became the black school and the forerunner of Taylor High School. In 1869–70 the trustees built the Chestnut Street School on the north side of Chestnut between Watt and Walnut. Rose Hill School, at the southwest corner of Fourth Street and Indiana Avenue, opened in 1874. Until then the schools were divided by gender, with two or more grades of boys and girls being grouped in separate rooms with two teachers each. The system proved impractical, and when Rose Hill opened, the trustees adopted a true graded system, which had proved popular in numerous other cities. Pupils were divided by age, regardless of sex, and one grade was assigned to a room, each with its own teacher. At first parents opposed the graded system, but they soon accepted its wisdom. To school officials it constituted a major advance, enabling them to hire relatively inexpensive female teachers and to develop a graduated curriculum that grew increasingly difficult as children advanced through the grades.[82]

Jeffersonville began experimenting with high school education in 1870, when it offered classes for teenage boys at Chestnut Street School. Separate classes were conducted for girls at another location. Combined enrollment was seventy-one. In 1874 the separate high schools were united under the leadership of E. S. Hopkins, the principal at Chestnut Street School. Both Latin and German were required, and Greek was an elective. Enrollment increased to eighty-two and remained at that level five years later.[83]

Fraternal organizations experienced explosive growth, attracting middle-class men to lodges throughout Clark County. The Masons reasserted a vigorous force, organizing lodges in Utica and Jeffersonville in 1866. The next year saw the advent of Capitular Masonry, with formation of Hurely Chapter, Royal Arch Masons, and of Cryptic Masonry, with organization of the Jeffersonville Council No. 31, Royal and Select Masters. The Jeffersonville Commandery No. 27 of Knights Templar received its

charter in 1876. Another important event occurred in 1878 when several of Jeffersonville's leading black men organized North Star Lodge No. 3 of Prince Hall Masons, the nation's oldest black social organization. Like the black churches founded during the same period, North Star Lodge became a central institution in the development of Jeffersonville's African American community.

Other fraternal groups were equally vigorous. The Independent Order of Odd Fellows formed Tell Lodge No. 272 in Jeffersonville in 1867. Three years later, it organized Rebekah Lodge No. 8, Daughters of Rebekah, for the wives and daughters of Odd Fellows. In 1875 several farmers in the Utica Township's Prather neighborhood formed Cement Lodge No. 494, named for one of the county's major businesses. The Knights of Pythias organized three lodges in Jeffersonville between 1871 and 1873 and added another in Utica in 1874. The Louisville-based Knights of Honor also made significant inroads, organizing chapters in Jeffersonville in 1873 and 1875 and following with lodges at Charlestown and Ohio Falls in 1876 and Sellersburg in 1878.[161]

As many historians have observed, churches, schools, and fraternal organizations provided a platform through which influential citizens enunciated and enforced a sense of moral discipline in their communities. A notable example was the temperance movement, which reemerged after the Civil War. Earlier crusades had not caught on in Clark County, mainly because of opposition from the large German and Irish populations. But in 1873, as saloons proliferated, women from Jeffersonville's Presbyterian, Methodist, and Baptist churches launched a campaign to end the liquor traffic. They would meet at a church for prayer and then march to a saloon and hold their meeting – much to the consternation of the proprietor and his customers. After numerous marches, the ladies organized a Women's Christian Temperance Union (WCTU) chapter, which campaigned to persuade druggists not to sell liquor except upon a doctor's prescription and urged physicians not to prescribe alcohol except in emergency cases. Those who refused to sign the pledge could expect opposition to renewal of their licenses.[162]

The WCTU spearheaded the local temperance movement until June 1877, when it was joined by the Clark Commandery of the United Order of the Golden Cross, a Tennessee-based fraternal organization dedicated to temperance. Its officers included physicians, ministers, businessmen, and WCTU leaders. Paralleling the Clark Commandery was the White-ribbon Temperance Club, a women's organization whose leadership overlapped with the WCTU. While they failed to achieve their objectives, the

WCTU and the Order of the Golden Cross carried the temperance banner in Clark County into the early twentieth century.[163]

A less controversial form of social improvement was the care of orphans. In the fall of 1876 Jeffersonville Masons distributed unspent proceeds from a large banquet for the support of widows and orphans. This inspired several of their wives, notably Mrs. Samuel H. Patterson, Mrs. David McClure, and Mrs. J. G. Caldwell, to organize the Jeffersonville Orphans Home. They rented a house on Front Street and opened with one foundling. Within weeks other children arrived, and when the lease expired in 1880, the place housed sixteen children. In need of more space, the directors set out to build a new facility. At that point, Wilhelmina Zulauf, widow of banker John Zulauf, donated three lots on Meigs Avenue between Chestnut and Maple for a new house and playground, which served the institution into the twentieth century.[164]

Newspapers played an increasingly important role in political, economic, and cultural life during the Civil War era. While still providing advertising outlets and market data for businesses and serving as organs for their respective political causes, the county's major papers devoted an increasing amount of space to news about local events and people. In the process, they fostered an incipient sense of community by providing common sources of information about issues that affected the daily lives and fortunes of citizens of the entire county.

At the beginning of the period, William S. Ferrier's *Clark County Democrat*, based in Charlestown, and T. J. and A. J. Howard's *National Democrat*, published in Jeffersonville, were the leading publications. Although both papers were Democratic organs, the publishers were fierce rivals and differed on numerous issues. But after the *Democrat* ceased publication in 1865, Ferrier changed his political allegiance and reemerged four years later with the *Clark County Record*, a Republican organ. He proved as feisty an advocate for his new party as for his old one, on one occasion getting into a fight with Luther F. Warder, Jeffersonville's Democratic mayor, after a disagreement over enforcement of an ordinance on public drunkenness.[165]

By the end of the war, the *National Democrat* had passed to veteran publisher Henry B. Woolls, who owned the paper until 1872, when he sold it to Reuben Dailey, a native of England whose family had come to the United States in 1848. After service in the Union army, Dailey became a reporter in Tennessee and then joined the Louisville *Courier-Journal* as its southern Indiana reporter. While still publishing the *Democrat*, Dailey initiated the *Evening News*, Clark County's first daily paper, on Novem-

The Borden Institute, established by William W. Borden, combined Greek Revival and French Second Empire architectural elements. Metropolitan Preservation Plan

of State colleges," the paper expressed hope "that this college . . . may do for the people of Southern Indiana what the politicians of the past have never done, give their children a good school close to home."[5]

Fraternal and benevolent societies remained a major outlet for middle- and working-class men, providing insurance and burial benefits as well as fellowship and business contacts. The Masons continued to attract influential men to lodges throughout the county. But other orders conducted intensive organizing efforts, and by the end of the century some men held membership in several lodges. Organizing was particularly vigorous during the 1880s. The IOOF appeared in Sellersburg in 1893 and in Henryville in 1895, and the Knights of Pythias chartered lodges in Charlestown and Sellersburg the same year. The Modern Woodmen of America had charters camps in Sellersburg, Jeffersonville, Henryville, Charlestown, Utica, and Borden by 1898. The Benevolent and Protective Order of Elks, one of the community's most enduring fraternal groups, chartered its Jeffersonville lodge in 1897 with attorney James W. Fortune as exalted ruler. The Improved Order of Red Men organized tribes in Jeffersonville in 1898 and Sellersburg in 1899.

Special interest organizations also provided opportunities for socializing and fellowship. During the 1880s Union Army veterans across the country joined the Grand Army of the Republic (GAR), which powerfully advanced their health needs and political goals. The Jeffersonville post received its charter in 1882, and by 1886 posts had appeared in Charlestown, Sellersburg, Bethlehem, Borden, Memphis, and Henryville. The labor movement made inroads during the early 1880s when conductors, brakemen, and yardmen in Jeffersonville organized a lodge of the Brotherhood of Railroad Trainmen. The Brotherhood of Locomotive Firemen and Enginemen formed a lodge in 1886. Both unions came together for insurance and mutual protection. The German Aid Society, organized in 1887 by several of Jeffersonville's German citizens, provided financial as-

sistance to members who experienced serious illness or death in their families.[6]

Fraternal and benevolent societies were not the only social outlets for middle-class men. The volatile political atmosphere gave rise to debating societies in places like Sellersburg. Watson, and Otisco. Jeffersonville boasted several athletic clubs and singing groups such as the Jeffersonville Choral Society and the Male Chorus. Baseball became the national pastime during the 1880s, and by 1892 teams from throughout the county were taking the field on Sunday afternoons during the summer to defend their town's honor.[7]

With exceptions such as unmarried teachers, Victorian sensibilities restricted middle-class women to the home, especially in small towns. Their main responsibilities were to run the home, rear children, and participate in church activities. Upper-middle-class women also joined literary clubs and devoted considerable energy to charitable causes. The women's club movement surfaced in Jeffersonville in 1884 when Mrs. Henry Peter formed the Beta Sigma History Club. Sometime later, Miss Hannah Zulauf formed the Young Ladies' Literary Club, and within a decade they had been joined by the Current Events Club, the Colette, the Women's Literary Club, the Fortnightly Club, the University Extension, and the Alternae Shakespeare Club. These groups usually met weekly or fortnightly and discussed literature, history, and current events.[8]

Women also organized two hospitals in Jeffersonville. In July 1892 fourteen women led a campaign to establish the Jeffersonville Infirmary, which was incorporated in December. The president was Mrs. David McCue, the wife of a prominent physician, and the other officers and directors were the wives or daughters of leading business and professional men. In August 1892 the group purchased the former Newton Myers home at 611 East Front Street and raised additional funds to renovate and equip it. Architect Arthur Loomis donated his services to design the improvements. Upon completing the renovation, the group engaged the deaconess of the Methodist Episcopal Church to manage the hospital.

The second initiative began in late 1897 when the Sisters of Mercy, a group of nuns based in Indianapolis, established Mercy Hospital in a cottage at 623 East Chestnut Street and launched a campaign to build a permanent facility at Twelfth Street and Missouri Avenue. It opened in 1898 with a capacity of twelve patients. While caring for medical and surgical patients in the new hospital, the sisters executed plans for a sanitarium to treat the mentally ill. Their efforts succeeded, and the building opened in September 1901 with a capacity of fifty patients.[9]

from 13,177 in 1880 to 15,913 in 1900, and its proportion of the county's population increased from 46.1 to 50 percent. Jeffersonville was the major beneficiary of growth during the 1880s, as its population rose from 9,357 in 1880 to 10,666 in 1890. But it grew by barely 1 percent to 10,774 in 1900, and it dropped from tenth place among Indiana cities in 1880 to seventeenth in 1900. Meanwhile, Clarksville's population mushroomed after the town defeated the promoters of Ohio Falls, jumping from 1,037 in 1880 to 2,370 in 1900. In the process, Clarksville leaped ahead of Charlestown, as the latter's population fell from 1,103 in 1880 to 888 in the following decade. Charlestown recovered a bit during the 1890s, but it still had only 915 inhabitants in 1900. Also passing Charlestown was Port Fulton, whose population grew from 907 in 1880 to 1,104 in 1900. The town with the greatest growth, though it started with the smallest base, was Sellersburg, which soared from 169 inhabitants in 1880 to 761 in 1900.

In the absence of foreign immigration, most urban growth resulted from strong birthrates and in-migration from the countryside. Eight townships lost population between 1880 and 1900, with Bethlehem, Oregon, Owen, Union, and Utica showing losses in each census. Charlestown and Carr lost ground between 1880 and 1890 and then recouped part of the loss the following decade, but both began the new century with fewer residents than in 1880. Monroe grew between 1880 and 1890 and lost ground the following decade, but it ended the period with a small net gain. Because of development in New Providence, Wood was the only rural township other than Silver Creek to gain population over the two decades.[4]

Clark County's growth pattern was hardly unique for the Ohio Valley region. In 1894 historian Reuben Gold Thwaites traveled down the Ohio River to "gather local color" for a study on the river's importance in western development. His subsequent book depicted many small towns as sleepy, shabby places that served little apparent economic purpose and fostered the idea that the Ohio Valley had become an "economic backwater" as the railroad replaced the steamboat as the primary mode of transportation.[5]

Thwaites apparently did not visit Clark County, and since his descriptions varied from place to place, it would be imprudent to assume how he might have viewed individual communities. Given the demographic trends, one could argue that Bethlehem, Utica, Memphis, New Washington, and even Charlestown exhibited the negative conditions described by Thwaites. Bethlehem and Utica were no longer key ferry crossings; New Washington lacked rail connections; Memphis trailed Sellersburg and Henryville in rail commerce; Charlestown suffered severely after losing the county seat; and the declining growth rates for Jeffersonville and the county at large were symptomatic of economic change.

But to view the 1880s and 1890s simply as a period of stagnation is to miss the broader picture of Clark County's development and character. At a time when large cities were already struggling to build a sense of order and community in the wake of the dislocations caused by urbanization, industrialization, and immigration, the tendency of immigrants to avoid Clark County ushered in a period of demographic stability that enabled it to assimilate its existing foreign population and to define a place for its growing black population. The new generation of community leaders bore familiar names like Bottorff, Howard, Myers, Sparks, Poindexter, Lewman, Zulauf, Dean, and Borden, but it also included Pfau, Holzbog, Eberts, Rauschenberger, Voigt, and Burke. In addition to spearheading major public and private enterprises, these men and their associates created new cultural, recreational, and social organizations that enabled residents to broaden their interpersonal networks and promoted a sense of belonging to the larger community, even in the midst of religious and political differences, local rivalries, urban-rural divisions, ethnic and racial biases, and competing economic interests. By the beginning of the twentieth century, most Clark Countians were intertwined in a connectional culture that remains strong more than a century later.

As Clark Countians became increasingly interconnected, they also struggled to articulate a separate identity from Louisville, even as the two sides of the river became increasingly integrated economically and socially. During the late 1890s, newspapers in Charlestown and Jeffersonville unabashedly extolled their communities' small-town quality of life while touting the economic and transportation advantages of proximity to the Kentucky metropolis.[6]

Efforts by whites to define a place for African Americans were less benign than those involving European immigrants. At the end of the nineteenth century, only Jeffersonville, Utica, Charlestown, and Union townships had black residents, and numerous towns actively discouraged black settlement. Watson had a small black neighborhood, but Utica forbade blacks to stop. While they did not appear on the books, so-called "sundown laws," which allegedly prohibited blacks from being in town after sunset, were enforced extralegally by local officials, and many believed such laws actually existed. Vigilantism occasionally took more extreme forms, as in February 1883 when residents of Sellersburg lynched a black man for allegedly raping a white woman. Nevertheless, black Clark Countians continued to define their own sense of community by organizing

Jeffersonville, and by 1840 the religious landscape of Clark County had changed substantially.

The strongest beneficiaries of the Awakening's revivalist fervor were the Methodists, whose discipline and circuit-riding ministry enabled them to plant several new congregations and enlarge existing ones. After years of missionary work, the Methodists established a small church in New Providence, probably in the middle or late 1820s. During the 1830s they formed congregations in Monroe Township, Utica, New Washington, and New Market. These groups usually met in the members' homes or in schoolhouses. In 1835 Wall Street Church in Jeffersonville erected a brick structure at the southeast corner of Wall and Chestnut streets. The following year the New Hope congregation near Bethlehem erected a permanent building.[97]

The Baptists also made significant advances. Thompson Littell formed a congregation at New Providence shortly after the town was founded. In 1820 adherents in New Washington erected a hewn-log church. Four years later, Silver Creek Baptist Church moved into a small building. In 1827 Baptists in the Bethlehem area built a log church known as Elizabeth Chapel. Despite its economic preeminence, Jeffersonville did not gain its first Baptist congregation until 1836. The forerunner of the First Baptist Church, it was organized by the Rev. William C. Buck, editor of the *Baptist Banner*, a Louisville paper, and had thirteen charter members. They immediately built a structure on Market Street between Wall and Elm (Locust) streets, where they remained until 1860, when the building burned.[98]

The Baptists were the denomination most seriously affected by the Restoration movement, which sought to unify the Christian church and return it to its New Testament roots. In the Ohio Valley, the movement was associated with Thomas and Alexander Campbell and Barton W. Stone, who condemned creeds and denominationalism and recognized the Bible, particularly the New Testament, as the sole source of authority in faith and doctrine. They espoused serving the Lord's Supper each Sunday and embraced immersion as the only form of baptism. Rivals for a time, the Campbells and Stone learned they had much in common, and by the early 1830s they had united their movements and called themselves Disciples of Christ, or simply "Christian."[99]

Alexander Campbell's journals, *Christian Baptist* and *The Millennial Harbinger*, were a powerful force in spreading the Christian message. The first Clark County church to feel its impact was Silver Creek Baptist Church. By April 1829 the Campbellite influence had become so strong that most of the congregation voted to remove references to the Baptist

"Articles of Faith" from the church's constitution. The minority left the Silver Creek Baptist Association and joined the Lost River Baptist Association. The two congregations met alternately at the brick meetinghouse until 1834, when the minority group, led by Moses W. Sellers and John McCoy, erected a new building on land owned by Sellers in the future town of Sellersburg.[100]

Under the leadership of brothers Absalom and John T. Littell, the majority group prospered, spreading Campbellite principles to their sister congregations and aiding in the creation of new ones. By the mid-1830s the movement had transformed Baptist churches in Bethlehem, Hibernia, New Providence, and Charlestown and spurred the formation of Camp Creek Christian Church in Hamburg. In 1837 the Silver Creek Baptist Association dissolved, and the congregations took the simple title "Christian."[101]

Another major result of the Christian movement was formation in 1830 of First Christian Church in Jeffersonville. Spearheading its organization was Dr. Nathaniel Field, a physician who had arrived from Louisville the previous fall. Imbued with Campbellite fervor, he made it an immediate goal to organize a Christian church in his new home. Assisted by an elder of Goose Creek Church in Jefferson County, Kentucky, Field and seven other charter members worshiped for the first time on March 4, 1830, at the old courthouse on Market Street. Ten years later, the congregation occupied a new edifice near the corner of Chestnut and Walnut streets.[102]

Meanwhile, the Presbyterians stepped up their missionary activities with mixed success. In 1816 James McGready organized Pisgah Presbyterian Church at New Washington. It was served by missionaries until August 1819, when the Rev. John M. Dickey became the pastor. About the same time, Dickey organized a congregation in New Providence. Unable to support a pastor, it quickly died. But he continued his labors, and in the 1830s he started Bethlehem Presbyterian Church. Meanwhile, the Charlestown church erected a building in 1827 and soon attracted many of the county seat's leading residents. Six years later, the Rev. Enoch Martin organized Mount Vernon Presbyterian Church at New Market.[103]

The Presbyterians also established a permanent presence in Jeffersonville. In May 1830 several residents who attended First Presbyterian Church in Louisville asked the presbytery to help them organize a congregation. The Louisville church accepted the challenge, and ten Jeffersonville members formed the nucleus of First Presbyterian Church of Jeffersonville. On May 23 they elected Dr. Samuel Merriwether as ruling elder. Nine days later they called the Rev. Michael Remley as their pastor, and in

Dr. Nathaniel Field. Ford and Ford, Ohio Falls Cities, vol. 2.

Dr. Samuel Merriwether. Courtesy of the First Presbyterian Church.

September they laid the cornerstone for a simple Gothic Revival house of worship on the south side of Market Street between Spring and Pearl.[104]

First Presbyterian's membership fluctuated upwardly over the next five years, and by 1837 it had thirty members. But that year the church was riven by the Old School–New School controversy, which divided the national church over issues of church government, doctrine, revivalism, and slavery, some of which grew out of the Second Great Awakening. The Old School adhered to orthodox Calvinist doctrine, opposed revivalism, and tolerated slavery, while the New School was less rigid on doctrine, sympathized with revivalism, and opposed slavery. In 1838 four synods that favored the New School were expelled from the General Assembly and organized their own body.[105]

The lines of division were less clear in Indiana, but the Old School finally prevailed, mainly because they were better strategists in ecclesiastical politics. Most members of First Presbyterian Church favored the New School, however, and in 1838 pastor P. S. Cleland led them into the New School assembly. The Old School loyalists organized a new congregation, which met in a school near the old courthouse. By mid-1839, however, the New School church had failed, and before the year ended the Old School parish reacquired the Market Street church.[106]

Despite their internal divisions, the evangelical denominations were well established in Clark County by 1840. Such was not the case with more liturgical groups. Roman Catholics had lived in the area since the earliest days of white settlement, but their numbers were too small to support a parish. Thus Catholics trusted their spiritual needs to visiting priests from Bardstown, Louisville, and Vincennes. During the late 1820s several Utica residents attempted unsuccessfully to establish a Lutheran parish, and in the mid-1830s Lutheran missionaries met intermittently with small groups of German Protestants, but their numbers were insufficient to support a church.[107]

The Protestant Episcopal Church was the only liturgical denomination to launch a permanent parish. After meeting for several years with visiting priests, thirteen Jeffersonville Anglicans organized St. Paul's Episcopal Church in August 1836. The Rev. Ashbel Steel, rector of St. Paul's Church in New Albany, served as the interim priest until January 1837, when he was succeeded by the Rev. Samuel R. Johnson. Later that year the parish built a small frame structure on Spring Street. It was consecrated in 1840, and by 1841 the parish had forty-one members.[108]

Churches were not the only institutions that attempted to order community moral and social life. Many community leaders believed schools served a similar purpose, uplifting the "moral and intellectual environment of the crude frontier community" by attracting respectable citizens eager to educate their children and enhance their own economic prospects. This view was embodied in the Northwest Ordinance, which proclaimed: "Religion, morality, and knowledge, being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." Reiterating that goal, the 1816 constitution stated: "It shall be the duty of the General Assembly, as soon as circumstances will permit, to provide by law for a general system of education, ascending in regular gradation from the township schools to a State University, wherein tuition shall be gratis, and equally open to all."[109]

The crucial phrase was "as soon as circumstances will permit." Neither the state nor any community had the means to provide a free education for every child at any level. On several occasions the General Assembly enacted legislation to advance public education, including an 1836 bill to promote the organization of schools in Clark's Grant. But these measures had marginal impact. For the most part, education in Clark County was provided at home or through a combination of Sunday schools, private academies, and a lone county seminary.[110]

Judge James Scott and the Rev. George Hester conducted a Sunday school for several years at the courthouse in Charlestown. In the early 1830s a Mr. Clayton established one at his home in Silver Creek Township. More common were schools operated by private individuals. In the early 1820s a Mr. Kinkaid taught in a house owned by Peter Henry Buttorff near Utica. The following decade, E. B. Burtt, also of Utica, built a school used for more than a decade by a succession of teachers. John Troutman taught at the Shiloh school in Owen Township in 1825–26; Samuel Cravens established a school in Bethlehem in 1826; and the Rev. Tilly Brown and others continued the educational work begun by Moses Wood in Wood Township in 1811.[111]

Jeffersonville offered few educational opportunities until after 1840. During the 1830s the trustees allowed individual teachers to conduct classes in a school near the old courthouse or in the latter facility itself, but they were short-lived. Attorney Jonas G. Howard recalled attending

Original First Presbyterian Church and manse, located on Market Street between Spring and Pearl in Jeffersonville. Courtesy of the First Presbyterian Church.

of River City (TARC) expressed interest in buying out Kelso's interests. But Jeffersonville mayor Richard L. Vissing and other local officials rejected the idea for fear of losing influence over the system. On June 1, 1976, Kelso announced the suspension of Home Transit service. Two days later, Vissing announced an agreement between the city and the Clark County Community Action Agency to serve the former Home Transit route between Jeffersonville and New Albany using agency vans. But patronage was weak. Later that month the Free Enterprise System, which operated bus service between Salem and New Albany, acquired Kelso's Home Transit and Daisy Line franchises and extended service to Jeffersonville and Louisville. Free Enterprise continued service until 1983, when financial stringencies made it necessary to suspend operations. To fill the gap, TARC opened express routes to Jeffersonville, Clarksville, Charlestown, and New Albany and an interior route between Jeffersonville and New Albany via Clarksville.[39]

The interstate highway system, along with innovations in air, highway trucking, pipeline, and barge transportation, also had a devastating impact on railroad service. The Louisville & Nashville, Chesapeake & Ohio, and Penn-Central conducted their last passenger runs in 1971, when their passenger operations were merged into the National Railroad Passenger Corporation (Amtrak). Amtrak's Chicago–Florida train served Louisville until 1979, but it did not stop in Jeffersonville. Declining freight traffic led in 1968 to the merger of the Pennsylvania and New York Central (NYC) railroads to create the Penn-Central. The consolidation made it possible to route all traffic across the Fourteenth Street Bridge, rendering the NYC's Big Four Bridge expendable. Its approaches, which had become an attractive nuisance and an obstacle to new development, were removed several years later and sold for scrap.[41]

The advent of suburban and rural water and sewerage treatment systems also helped alter the landscape. In 1960 the Indiana Gas & Water Company (which soon split into Indiana Gas Company and Indiana Cities Water Company) provided water to Jeffersonville and Clarksville, each of which had its own wastewater treatment system. Sellersburg and Charlestown operated municipal water and sewerage systems, and the Oak Park Conservancy District provided wastewater treatment for the subdivision. Many suburban and most rural dwellers relied on wells and septic systems for water and sewage disposal, and some country folk still relied on privies.

During the 1960s and 1970s, an array of federal and state environmental, public health, and rural development measures prompted improvements in the existing systems and resulted in the proliferation of rural

water companies. Some were consumer-owned and financed with loans from the federal Farmers Home Administration. Others were organized by developers to serve their suburban subdivisions. By 1969 seven new companies had been formed, including the Marysville-Otisco-Nabb Water Corporation, serving customers along State Road 3 north of Charlestown; Silver Creek Rural Water Corporation, supplying rural Clark and Floyd counties west of Sellersburg; Rural Membership Corporation of Clark County, distributing to customers along U.S. 31 between Speed and Henryville; Riverside Water Company, a private company serving Riverside subdivision and parts of Oak Park; Underwood Water Company, supplying Clark and Scott counties near Underwood; Washington Township Water Company, serving the New Washington vicinity; and Watson Rural Water Company, supplying Utica, Watson, and parts of Oak Park. By 1979 the Borden Tri-County Regional Water District, serving parts of Clark, Floyd, and Washington counties, had joined the fold.

The companies varied widely in their water sources, storage capacity, and distribution systems. Nevertheless, by providing safe, reliable water, they helped open a large expanse of territory to residential and economic development. One of their most important functions in this regard was to supply water for sewerage treatment systems. While septic systems remained the dominant form of rural wastewater treatment, the availability of water enabled Borden to establish a sewer department and Monroe Township residents to organize the Henryville Membership Sanitation Corporation.[42]

An outgrowth of the interstate highway program and the mushrooming of federal urban development programs was the emergence of a rudimentary regional planning process. By the mid-1960s, problems such as those encountered in linking the North-South Expressway with I-65 and the growing complexity of urban programs prompted the federal government to require the creation of regional councils of governments (COGs) to coordinate planning and implementation across jurisdictional lines. This mandate led in 1966 to establishment of the Falls of the Ohio Metropolitan Council of Governments (FOMCOG), which served until 1973 as the metropolitan planning organization (MPO) for the Louisville Standard Metropolitan Statistical Area (SMSA). Its voting membership was composed of the chief executives of the region's eight largest cities and towns, including Jeffersonville, Clarksville, and Charlestown, and the president of the Clark County Board of Commissioners.

FOMCOG got off to a rocky start with southern Indiana board members, who resented perceived efforts by Louisville officials to control federal funds on the north side of the river. By the early 1970s, however,

invested in new implements and equipment, whose value increased from $110,303 to $177,782.

These increases were accompanied by growth in the value of farm products. Livestock, for example, rose in value from $585,665 in 1860 to $804,575 in 1870. The value of market garden produce remained fairly stable, but the value of orchard produce more than doubled. The estimated value of all commodities produced in 1870 exceeded $1.1 million. The number of farms also grew, from 1,381 in 1860 to 1,526 in 1870, and small units remained the rule. However, the number of farms of less than 50 acres fell slightly, while the number with 50 to 499 acres jumped from 790 to 877, indicating that farms were growing in size.[40]

An important factor in the relative prosperity of local farmers was the adoption of new technology and the replacement of human muscle with horsepower. The *National Democrat* observed the transformation in a feature on life in Utica Township published August 15, 1872. Harkening back to 1825, the article noted, "The pioneer Swartz's, Prather's, and Lentz's used the old wood-mould board. . . . The reaping was then done with a sickle and the mowing with an indifferent scythe." Nearly a half-century later, however, "every farmer of note has a reaper, mower, or threshing machine, or some one of these, and the many modern instruments of agriculture which facilitates the production of all the necessities of life and cheapens them at the same time. What a wonderful adjunct these ingenious instruments are to the existence, progress, and rapid growth of our country!"

But the condition of agriculture changed dramatically as the nation entered a deflationary period triggered by a drop in railroad construction and the Panic of 1873, which depressed prices while acreage under cultivation and total production continued to rise. The average price of Indiana hogs declined from $7.91 per head in 1870 to $4.70 in 1880, and the price of cattle fell from $28.07 to $18.65 per head. Similarly, the total value of the corn crop dropped from $42.9 million for 113.1 million bushels in 1870 to $37.3 million for 138.5 millions bushels in 1880. Prices for wheat were no better.[40]

The situation of Clark County farmers mirrored that of others throughout the state. As prices declined, farmers put more land into production, hoping to offset low prices with high volume. Cultivated acreage soared between 1870 and 1880, but lower prices drove down values across the board. The cash value of farms dropped from $7 million to $5.2 million, the value of farm products fell from $1.1 million to $857,843, and the value of all livestock plummeted from $804,357 to $488,081 during the same period.

The depression forced many farmers from their land and others into tenantry or sharecropping. In Clark County, the number of farms continued to grow, reaching 1,858 in 1880. However, many credit-pinched smaller farmers sold out to their larger neighbors, accelerating the trend toward larger farms. The number of farms of less than 50 acres continued to decline between 1870 and 1880, while those in the range of 50 to 99 acres remained stable. But farms in the range of 100 to 499 acres jumped from 320 to 807, and those of 500 or more acres increased from 1 to 22, including 4 of more than 1,000 acres.[47]

The trend toward larger units was well under way by the mid-1870s, with most of the county's larger farms located in the northern, central, and eastern townships. In 1875 William Stricker owned the county's largest farm, with nearly 1,400 acres in Charlestown and Owen townships, and David W. Daily farmed 764 acres in Charlestown. Argus Dean worked 600 acres in Bethlehem Township; J. F. Willey and Cyrus Sanders cultivated at least 500 acres each in Monroe Township; and David Guernsey, William Beatty, and Henry Schafer owned farms of comparable size in Union, Owen, and Oregon townships, respectively. Many farmers also owned or rented land that was not contiguous with their residential farms, and clans such as the Bottorffs in Charlestown and Utica townships and the Bowers in Bethlehem and Owen townships operated multiple farms.[48]

Statistics for 1874 provide a useful profile of local agriculture during the postwar years. Underscoring the dominance of corn-hog farming, local farms raised 24,939 swine and 648,994 bushels of corn. Hog production exceeded the combined count of 11,947 sheep and 10,332 cattle, and corn production nearly doubled the total for wheat and oats at 107,079 and 243,845 bushels, respectively. Local farmers also owned 5,252 horses and 889 mules, suggesting that horsepower was replacing manpower in many aspects of cultivation.[49]

A dramatic change in the crop mix was Clark County's rapid expansion as a fruit-growing center. Local farmers had experimented with berries and other orchard crops since the early statehood years, but they remained a relatively small portion of the total output. As census figures for orchard crops in 1860 and 1870 attest, the situation changed dramatically. Wood Township became a leading fruit-growing center after Benjamin Hanka introduced strawberries to the Starlight area. Within a few years strawberry production had spread to St. Joseph. As the strawberry culture expanded, growers added raspberries, blackberries, and huckleberries. With stops at Bennettsville, Wilson, Carwood, and New Providence, the Monon Railroad provided access to major midwestern markets. Meanwhile, the Poindexter family began planting peach trees in northeastern

The CT&T's chief rival was the Home Telephone Company of Louisville. It bought the Sellersburg company in 1903 and expanded service to Charlestown, Underwood, Nabb, St. Joseph, and the Knobs region. Meanwhile, the New Albany exchange extended lines to Borden. In 1911 the Jeffersonville City Council awarded a franchise to the Jeffersonville Home Telephone Company and required it to service all parts of Clark County where it had exchanges. To attract customers, Home offered lower rates than the CT&T, but it provided little long-distance service, requiring many businesses to subscribe to both companies to reach all their customers. The Bell system bought the CT&T in 1912, but the duplication continued until 1925, when Bell absorbed Home. Despite the inconvenience, the telephone was vitally important in enabling businesses to communicate quickly with suppliers and customers and breaking down rural social isolation. Historian Lewis C. Baird was hardly exaggerating when he observed that farmers considered the telephone "second only in importance to the railroads."[31]

Water and sewerage improvements were limited mainly to Jeffersonville. In 1906 the Jeffersonville Water Supply Company (JWSC) sank wells on the east side of Fulton Street and the north side of Tenth Street to supply those growing areas of the city and built a new pumping station. By 1910, the company was pumping about 1.5 million gallons daily. Service expanded again in 1912 when the city authorized the Jeffersonville Water, Light and Power Company, successor to JWSC, to install at least twenty self-closing hydrants, which could be used without cost to residents and for which the city would pay a $600 gross annual rent.[32]

Jeffersonville had extended its sewerage system in a piecemeal fashion since the 1880s, when mains and pumps were installed to prevent storm water from overflowing the levee. A major expansion occurred in 1907 when the city spent $40,267 to build mains on Seventh, Maple, and Spring streets. A combined system that collected both storm and waste water, it was financed by the affected property owners and emptied directly into the Ohio River. But at the time it significantly enhanced the city's capacity to manage residential and industrial waste.[33]

FARMING AND FORESTRY IN AN INDUSTRIAL AGE

For most Clark County farmers, the early twentieth century was a prosperous time, marked by increasing farm size, improved productivity, rising property values, and heightened demand. Reflecting the trend toward consolidation, the number of farms declined from 2,667 in 1900 to 2,002 in 1920 while the average size increased from 104.8 to 106.1 acres. At the same time, farmers became increasingly attuned to the use of mechanized equipment, improved fertilizers, and new conservation techniques. Productivity improvements spurred a rise in values. The value of farm land doubled from $4.6 million to $9.2 million; the value of buildings climbed from $1.3 million to $2.7 million; the value of implements and machinery more than tripled, from $228,550 to $790,226; and the value of livestock soared from $703,329 to nearly $2 million.[34]

While these figures document the general state of agriculture, they obscure changes in the crop and livestock mix. The general farm with a corn-hog base remained the primary unit of production, as corn output fluctuated upward from 802,430 bushels in 1899 to 819,251 in 1919, and the swine herd grew from 12,865 to 23,087 head. More notable was the emergence of dairy farming. As urban demand for milk and dairy products grew, farmers like Theodore J. Kiger of Utica Township and John M. Hallett of Wood Township, who developed large herds of registered Jersey cattle, devoted a growing portion of their resources to dairying. The combined herd jumped from 10,181 head in 1910 to 14,609 in 1920, and production of hay and other forage crops soared from 17,372 tons to 57,168 tons. In contrast, sheep production rose slightly between 1900 and 1910, then plummeted, despite high demand for lambs at the Bourbon Stock Yard.[35]

A dramatic change in agriculture was the near demise of the orchard fruit industry. In 1900 Clark County boasted 258,087 peach trees and 119,079 apple trees along with smaller numbers of pear, plum, and cherry trees. But several severe winters killed thousands of trees, and by 1910 only 13,749 peach and 83,281 apple trees remained. Hit especially hard were the Dean and Stotsenberg orchards in Bethlehem and Owen townships. In 1915, in an effort to rejuvenate the industry, Hitz and Company of Indianapolis bought hundreds of acres in Owen Township and established the F. W. F. Orchard, the initials standing for Fruit with Flavor. It encompassed several varieties of peach, apple, plum, and nut trees and provided jobs for many local residents. The enterprise was successful for nearly three years. But its fortunes reversed when the winter of 1917–18 killed the nut trees. Another setback followed in 1918 when a labor shortage caused by World War I and a worldwide influenza pandemic made it nearly impossible to harvest a bumper crop. Unable to recoup its losses, the company closed the operation in 1920.[37]

The cold weather was not so cruel to the berry culture. Although spring freezes occasionally wiped out a crop, clans such as the Hubers,

The economy gained momentum during the late 1980s and early 1990s, and after a brief recession in 1992, the recovery became a boom. By 2000 productivity was rising steadily, employment had reached an all-time high, and many employers had trouble finding qualified workers. Accompanying the recovery were dramatic changes in the local economic structure. Thousands of new jobs appeared in all sectors, but the proportion in manufacturing declined by 4 percent between 1984 and 1999, while services, transportation, retail and wholesale trade, construction, agricultural services, and finance, insurance, and real estate scored large gains.[1]

Agriculture felt the pressure of suburban development, scientific and technological innovation, and changing demographic, production, and marketing patterns, which pushed up costs, encouraged many farmers to cash in on the value of their land, and altered the local livestock and crop mix. As costs increased and the economy created new career opportunities, rural youth began leaving the family farm. When their parents retired, they sold the land to developers who converted pastures, cornfields, and wood lots into subdivisions. This tendency was especially pronounced in Charlestown and Utica townships, where some of the county's most fertile soil is equally suited for development. In the process, farm acreage continued to decline, and the number of farms fell from 886 in 1978 to 638 in 2002. As more prosperous farmers bought out their neighbors, average farm size grew from 144 acres in 1978 to 158 acres in 2002.

Changes also occurred in the crop and livestock mix. As export markets expanded, many farmers increased corn and soybean production, especially after the Clark Maritime Centre opened. Corn output rose from about 2 million bushels in 1978 to nearly 2.8 million in 2001, and the soybean harvest grew from barely 500,000 bushels to 1.3 million during the same period. On the other hand, tobacco production slid from over 1 million pounds in 1996 to just 579,000 pounds in 2003, primarily because of health concerns and cuts in the federal quotas as cigarette companies increased tobacco imports and contracted with selected growers for domestic leaf. Similar changes occurred in the livestock business. During the 1980s hog farmers found themselves competing with industrial-scale producers in Missouri and North Carolina, and dairy and beef farmers faced similar competition from huge dairy and feed lot operators in the West. Compounding the problem was the decline of the central livestock market. As suburbanization made it inconvenient to haul small loads of livestock at the Bourbon Stock Yard, which closed in 1999, farmers began selling directly to packers and feed lot operators. Many beef cattle operators held their own, but dairy cattle and hog inventories plummeted as farmers redirected their resources to grain and soybeans.[2]

The proximity of bungalow subdivisions and the barn of an old farm on Bethany Road dramatizes the encroachment of suburban development into rural Clark County between 1980 and 2005.

Throughout the period, Starlight remained a center of innovation, as the Hubers, Stumlers, Koetters, and other families capitalized on the neighborhood's history of fruit, vegetable, and timber production to develop new niche markets. Having developed a successful U-pick operation during the 1970s, Joe and Bonnie Huber opened Joe Huber's Family Farm Restaurant in 1983 and expanded it into a popular dining and entertainment center. Gerald and Carl Huber expanded the Huber Orchard, Winery & Gift Shop into Indiana's largest estate-bottle winery, and Andrew and Marcella Stumler opened Stumler Restaurant & Orchard. In the mid-1990s Koetter Woodworking established the Forest Discovery Center, dedicated to the use and conservation of forest resources. By 2000 Starlight had become a major regional tourist attraction.[3]

Changes in Clark County's basic industries mirrored national trends. In an era of small business growth, Norman E. "Ned" Pfau Jr. significantly improved oil storage and warehousing capacity and expanded the corporate office at the Geo. Pfau's Sons Company in Jeffersonville. But it was a different story for the community's larger industrial firms. Colgate-Palmolive, in a corporate restructuring program, consolidated domestic toothpaste production at Jeffersonville and cut the local workforce from 1,000 in 1980 to about 470 in 2000.[4]

Jeffboat, Inc. experienced severe economic trials and two ownership changes. Output slid dramatically during the 1980s because of an industrywide barge surplus created by President Jimmy Carter's 1980 Russian grain embargo and overbuilding spurred by federal investment tax credits. The yard closed in 1986, idling 1,000 workers, and it remained

Wood Township, and John F. Willey and his son planted a large peach orchard in northwest Monroe Township. Within a few years both families were shipping large quantities of fruit from the JM&I station at Memphis.

Across the county in Bethlehem Township, Argus Dean planted 1,600 peach trees in 1857. Starting with thirty varieties, he carefully selected those that best served his purpose, and by the early 1860s he was shipping peaches to Cincinnati and all parts of Indiana. After the war, William S. Dean joined his father's operation, and they soon began growing apples as well as peaches. By 1880 the Deans tended 8,000 bearing peach trees, 5,000 young trees, and 2,000 apple trees.

PRODUCERS AND PRODUCTS

Although agriculture remained the foundation of Clark County's economy, its industrial base continued to grow during the postwar years. But several forces restrained its expansion relative to the burgeoning industrial communities of central and northern Indiana and the cities of the Northeast and Great Lakes states. Like other Ohio River communities with proximity to a metropolitan center, Clark County's industrial fortunes were shaped by its ties to Louisville. While the railroads connected Jeffersonville and other towns to the national market, they also cut into river traffic and allowed many goods to pass through the city without being handled locally. Local industry remained heavily oriented toward the processing of farm products and raw materials. Within these constraints, however, Clark County saw substantial expansion of existing industries and the development of new ones in agricultural processing, lime and cement, construction materials, transportation equipment, and military supplies.

On the eve of the Civil War, the nation was still recovering from the depression that followed the Panic of 1857, and the county's industrial indicators for 1860 were only slightly better than those for 1850. But the picture changed markedly as the number of industrial firms increased from 41 in 1860 to 151 in 1870. And despite the depression of the 1870s, the number rose to 187 in 1880. Likewise, industrial employment grew from just 327 in 1860 to 1,999 in 1870 and 2,624 in 1880. The depression's impact is more apparent in capital invested in manufacturing and wages. The former soared from just $204,700 in 1860 to $1.5 million in 1870 before plunging to $1.05 million in 1880. Wages paid increased slightly, from $815,619 in 1870 to $823,003 in 1880. But since they were spread among

some 600 additional workers, per capita pay fell by about 23 percent. Meanwhile, the value of all manufactures grew by 481.5 percent, from $625,981 in 1860 to $3.64 million in 1870. And even with the depression, the figure rose to $3.94 million in 1880, an increase of 8.3 percent.

The growing scale of Clark County industry is apparent in the various sectors of enterprise. Milling remained an important agricultural processing activity. When Smith and Smyser's flour mill burned in August 1870, it was replaced with a four-story brick structure erected by R. O. Gathright. Five years later, engineer Harry Williams joined three other local businessmen to build Champion Mill in Sellersburg. The stone structure began as a flour mill, but it was expanded several times, and by the early twentieth century it not only produced flour but sold feed, grain, fertilizer, coal, and agricultural tools.

As fruit cultivation expanded, growers required new ways to preserve their surplus for storage and shipment to market. Bethlehem grower Argus Dean addressed the problem by erecting a cannery in conjunction with his orchards. In addition to peaches, he processed apples into jellies, apple butter, marmalade, and vinegar. When growers needed containers for harvesting and shipping, New Providence sawmillers William McKinley and George Martin began producing berry cups and fruit crates. As John Gibson recalled, "The mills gave employment to many men, [while] the girls of the town folded and stitched the berry cups and the boys nailed together the berry crates and the peach and apple boxes. Wagons stacked high with these mill products delivered them to the fruit raisers scattered over the township."

Another adjunct to agricultural processing was the Eclipse Hominy Mill Company in Memphis. The firm was organized in the late 1860s by A. P. Jackson & Company in an old distillery owned by Jackson and William C. Coombs. Jackson died in an explosion in 1869 while displaying his wares in Indianapolis. But Coombs reorganized the firm, bringing in his son, Eden Coombs, and J. M. Gray, and by the early 1880s Coombs, Gray, and Coombs was building and shipping about twenty mills annually, mostly to western states.

Jeffersonville's large German population created a local market for a brewery, and during the mid-1860s Peter Bieson bottled ale, porter, and cider at a facility on Front Street between Spring and Pearl. His operation was short-lived, but the gap was filled when Henry Lang opened the City Brewery on Maple Street near the eastern edge of the city. By 1879 the city had at least twenty-one saloons, enough to keep Lang in business for several years.

Taking advantage of their proximity to Louisville's Bourbon Stock-

Floyd County. In 1820 Collings Township was renamed Monroe in honor of President James Monroe. About a decade later, a portion of northwestern Charlestown Township that straddles Bull Creek was reorganized as Owen Township, probably in honor of former county commissioner John Owens. In November 1831 a northern portion of Jeffersonville Township along the river became Utica Township, named for the town of Utica.

Reflecting the value settlers placed on popular government, townships became important units of government. While the board of county commissioners was the main governing body, the commissioners often executed their duties through the townships, appointing influential citizens as constables, road supervisors, overseers of the poor, tax assessors, and election inspectors.

THE TRANSPORTATION REVOLUTION

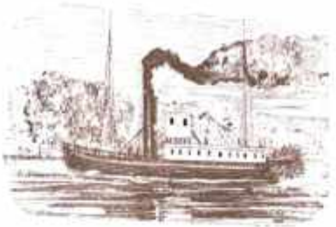
A major force in the growth of western communities was the transportation revolution, which increased the speed and reduced the cost of moving people and goods. This revolution involved not only technological innovations such as the steamboat and the canal, but the development of a road network that improved connections between river ports and interior market centers. For communities at the Falls of the Ohio, the river had long been the primary channel of commerce, and it remained so for several decades. But as new technologies were perfected, Louisville's geographic advantages and superior size contributed to its triumph in the competition for economic supremacy.

Flatboats and keelboats were the workhorses of river commerce. But a signal that times were changing came on October 28, 1811, when the steamboat *New Orleans*, owned by New Yorkers Robert Fulton and Robert Livingston, landed at Louisville on its maiden voyage to Natchez. Its novel appearance and terrible noise startled residents at first. But after realizing the vessel posed no serious threat, they treated Captain Nicholas Roosevelt, his wife, and the crew to a fine dinner. As it turned out, the falls were impassable, and the boat returned to Cincinnati, where it remained until the water had risen sufficiently to allow it to descend the rapids.

Perceptive Louisvillians quickly realized the steamboat's economic potential. As historian Ben Casseday recalled, they saw that the town's location at the "head of the ascending and the foot of the descending navigation [meant that] all of the wealth of the western country must pass through her hands." But to capitalize on the town's economic advantages, Louisvillians had to break a trade monopoly on the Ohio and Mississippi

rivers that had been granted to Fulton and Livingston by several states on the river system.

One who dared to contest the monopolists was Henry M. Shreve, who resided below the falls in Shippingport. A former Monongahela River keelboater, Shreve was an adept navigator and shrewd businessman. Seeing the steamboat's potential, he accepted Pittsburgh shipbuilder Daniel French's invitation to serve as captain of the *Enterprize*, which the latter had built to challenge the monopoly. The vessel left Pittsburgh on December 1, 1814, with ammunition for General Andrew Jackson, whose troops were defending New Orleans against an expected British invasion. Fulton and Livingston had the vessel seized and sued its owners for violating their exclusive trade rights. But Shreve secured its release and delivered the ammunition to Jackson for the battle of New Orleans in January.



Artist's rendering of Henry Shreve's the *Enterprize* during its 1815 trip to Louisville. James T. Lloyd, *Lloyd's Steamboat Directory and Disasters of the Western Waters*, 1856.

Shreve returned to Shippingport on May 31, making *Enterprize* the first steamboat to reach the Falls of the Ohio from New Orleans. Newspapers hailed his navigational skills and the "celerity and safety with which his boat ascends and descends . . . these mighty waters." Shreve appreciated the praise but was more interested in improving steamboat design. Realizing that Fulton's deep-draft vessels were vulnerable to sandbars and submerged trees, he conceived a boat with a shallow hull and two decks. The engines and cargo would be placed on the main deck, and the pilot house and passenger cabins would be located on the upper deck.

To test his concept, Shreve built the *Washington* at Wheeling in the fall of 1815. The following spring, he piloted it to New Orleans, where again he and his craft were seized. After paying his bail, Shreve piloted his ship back to Louisville. He repeated the voyage in 1817. But this time the agents of Fulton and Livingston, both now deceased, offered to make him a partner in exchange for a settlement in their favor. Shreve refused, and in 1824 the Supreme Court settled the issue, ruling in *Gibbons v. Ogden* that the monopoly violated the exclusive power of Congress to regulate interstate commerce.

Shreve continued to expand his influence in commerce on the Ohio, initiating weekly passenger and mail service between Louisville and New Orleans in 1818. Commerce grew rapidly over the next decade, and by the

died. Davis Floyd, William Clark, and Marston G. Clark moved on. The failure of the Indiana canal deprived Clarksville landowners of their economic motivation, and others like Samuel Gwathmey adjusted to the arrival of a new generation of ambitious politicians such as Jonathan Jennings. Those who assumed power in county and township government belonged to prosperous farm clans such as the Bottorffs in Charlestown and Utica townships, the Bowers in Washington Township, the Guernseys in Monroe Township, the Dows and McKinleys in Wood Township, and the Goodwins and Prathers in Utica Township. Leadership in the towns shifted to business and professional men such as brick maker James Keigwin, lumber dealer Peter Myers, and physicians Samuel Meriwether and Nathaniel Field in Jeffersonville and innkeepers Stephen Ranney and Evan Shelby, lawyer Charles Ferguson, and physician James Taggart in Charlestown.

As town life became more complex, Jeffersonville officials faced a host of challenges they were ill equipped to handle. A severe flood in 1832 inflicted heavy property damage on both sides of the river. In 1833 and 1835 numerous citizens died from outbreaks of Asiatic cholera, which began in India in 1826, followed trade routes to Europe, and ravaged England in 1831 before arriving in the United States in 1832. In late summer the epidemic reached Louisville, where at least 120 people died, but very few deaths occurred that year in Clark County. The Jeffersonville trustees responded to the 1833 outbreak by emulating Louisville officials, who had taken pains to clean up low-lying areas. In July the trustees instructed the town sergeant to inspect lots and yards for any condition or nuisance that might "endanger the health or comfort of the citizens" and to order the removal of such conditions immediately. Anyone failing to remove the nuisance within a day of receiving notice was subject to a five-dollar fine for each day it continued. But at a time when the germ theory of disease was unknown and the concept of contagion was scorned, many citizens no doubt assumed that victims had "predisposed" themselves to the illness through moral failings such as vice, drunkenness, or poverty.[13]

Most issues that faced the town board during the 1830s were less dramatic than cholera, but they reflected the central functions of local government in an aspiring urban community, matters such as levying and collecting taxes, assuring public safety, and maintaining public facilities. Each June the board appointed assessors to value property and collectors to collect taxes. In 1830 they created the position of town sergeant and annually appointed a prominent resident to the position and charged him to enforce town ordinances and maintain the public peace. In 1835 the board initiated a fire suppression program, acquiring ladders and fire hooks and

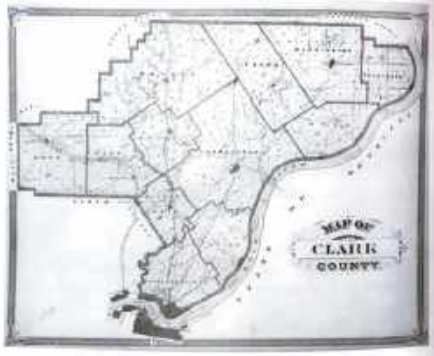
requiring property owners to maintain one or more good leather buckets. In 1837 the board formed a fire engine company and acquired a fire engine with a hand pump. During the second half of the decade the board built a new market house and initiated an extensive program to improve the wharf, riverfront, bridges, streets, and wells. The latter program culminated in 1839 with the town's first bond issue, which totaled $40,000, including $2,000 for the purchase of fire hoses and construction of an engine house.

As the challenges grew, it became increasingly apparent that the town board's powers were insufficient and that it was time to elevate Jeffersonville's municipal status. In 1839 Dr. Nathaniel Field, a member of both the town board and the general assembly, sponsored an act allowing the citizens of Jeffersonville to vote on whether to become a city and providing for the election of a mayor and ten city councilmen, two from each of five wards. Upon his return, the town board scheduled an election, and on March 30 the citizens approved the change. The trustees divided the area south of Ninth Street into wards and set the election of city officers for June 3. At that time, former town sergeant Isaac Heiskell was elected mayor, at an annual salary of fifty dollars. Elected to the council were Levi B. Hall and James G. Read, First Ward; John D. Shryer and Samuel Meriwether, Second Ward; Athanasius Wathen and J. B. McHolland, Third Ward; Field and James Slider, Fourth Ward; and Daniel Trotter and C. W. Magill, Fifth Ward. All were members of Jeffersonville's business and professional elite and experienced in town government. When they took office, Jeffersonville's population was 518. Over the next two decades the city would experience one of the most rapid growth periods in its history, and on the eve of the Civil War it would be Clark County's largest urban community.[13]

neither percentage increase equaled those for the state, the county's growth rate for each decade exceeded that for the southern tier, suggesting that it was still growing at a healthy pace.

While most of the population growth resulted from births among the native white population, both African Americans and foreign immigrants contributed substantially. As a result of the war and emancipation, the black population jumped from 520 in 1860 to 1,970 in 1870, an increase of 278.8 percent. Growth slowed during the next decade, reaching 2,536 in 1880, an increase of 28.7 percent. But Clark County ranked behind only Marion and Vanderburgh in the size of its black population in 1880. Blacks also increased significantly as a percentage of the county's total population, from 7.9 percent in 1870 to 8.9 percent in the following census.

Immigration to southern Indiana declined during the Civil War era, but immigrants remained a substantial part of Clark County's population. The foreign-born segment increased from 2,544 in 1860 to 2,695 in 1870, an increment of just 5.9 percent. Germans accounted for 46.8 percent of the newcomers, while the Irish constituted 32.3 percent. As immigration continued to decline, the number of foreign-born Clark Countians dropped by 8.2 percent to 2,465 in 1880. The number of Germans grew from 1,262 in 1870 to 1,312 in 1880, but the Irish-born population



Map of Clark County in 1876. Courtesy of Roger W. Baber.

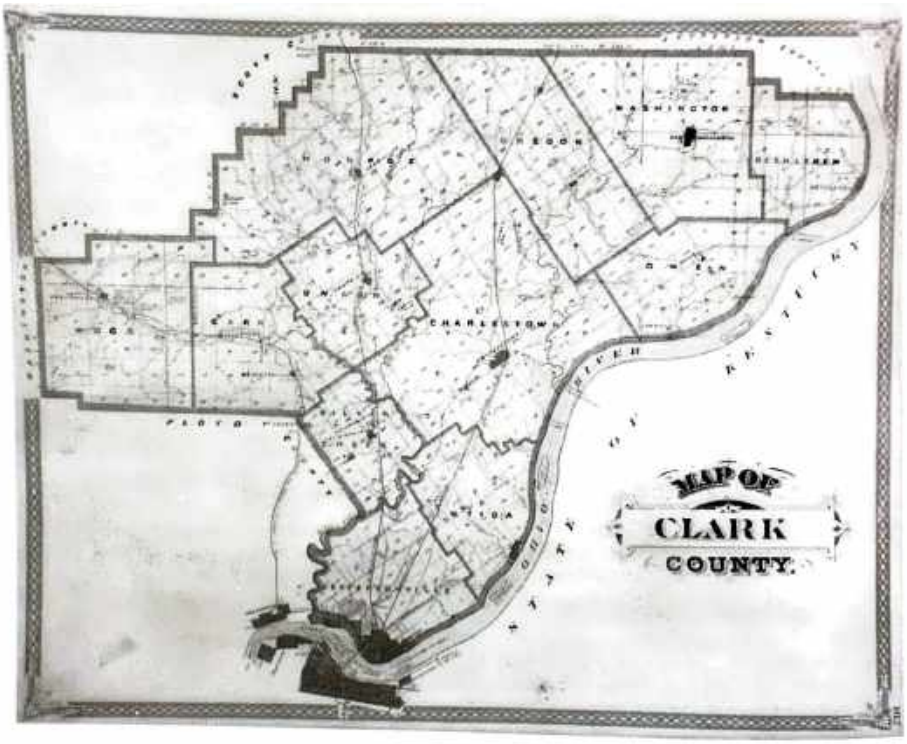
dropped from 873 to 664. Meanwhile, established immigrants were increasingly making their presence felt in the areas of politics, business, and religion.

Jeffersonville absorbed most of the county's growth during the Civil War era, as its population soared from 4,020 in 1860 to 7,254 in 1870, an increase of 80.4 percent. The rate of growth slowed to 29 percent the following decade, as the population rose to 9,357 in 1880. Fugitive slaves who arrived during the war accounted for a substantial part of the increment, but immigrants also had an impact. In 1870 Jeffersonville's population included 1,297 immigrants, 17.9 percent of the total, with Germans constituting the largest group. The city's growth further enhanced its position as the county's population center, and by 1880 it claimed 32.7 percent of the county's inhabitants. Charlestown held a firm grip on second place in the population standings, with about 1,200 residents in 1875, and the township boasted an additional 3,300. Other townships with more than 1,000 inhabitants included Utica, Washington, Monroe, Silver Creek, Oregon, and Union.[1]

Almost unnoticed amid the other events of the postwar period was the completion of Clark County's permanent boundaries, which encompass 369 square miles. In March 1873 the General Assembly adjusted the boundary between northwest Clark County and Washington County to coincide with section, town, and range lines. The main effect was to create a more orderly boundary and thus minimize jurisdictional disputes. Except for adjustments in the Wood and Monroe township lines, internal boundaries were unaffected.[1]

TRANSPORTATION FOR AN INDUSTRIAL AGE

While Jeffersonville's geographic position made it a strategic hub during the Civil War, the need for a pontoon bridge to move troops and equipment across the river highlighted the gaps in the local transportation system. A shortage of capital and the technical challenges involved in spanning the river's difficult channels made it unfeasible to address the matter until after the war. Meanwhile, public officials and economic leaders in Jeffersonville and Clark County took numerous measures to improve the existing system. When the war ended, they promoted a host of initiatives to connect the community with the increasingly integrated, multimodal network that served markets from coast to coast and border to border. In so doing, they paved the way for Jeffersonville's emergence as a leading midwestern producer of transportation equipment.



Map of Clark County in 1876. Courtesy of Roger W. Fisher.

from 13,177 in 1880 to 15,913 in 1900, and its proportion of the county's population increased from 46.1 to 50 percent. Jeffersonville was the major beneficiary of growth during the 1880s, as its population rose from 9,357 in 1880 to 10,666 in 1890. But it grew by barely 1 percent to 10,774 in 1900, and it dropped from tenth place among Indiana cities in 1880 to seventeenth in 1900. Meanwhile, Clarksville's population mushroomed after the town defeated the promoters of Ohio Falls, jumping from 1,037 in 1880 to 2,370 in 1900. In the process, Clarksville leaped ahead of Charlestown, as the latter's population fell from 1,103 in 1880 to 888 in the following decade. Charlestown recovered a bit during the 1890s, but it still had only 915 inhabitants in 1900. Also passing Charlestown was Port Fulton, whose population grew from 907 in 1880 to 1,104 in 1900. The town with the greatest growth, though it started with the smallest base, was Sellersburg, which soared from 169 inhabitants in 1880 to 761 in 1900.

In the absence of foreign immigration, most urban growth resulted from strong birthrates and in-migration from the countryside. Eight townships lost population between 1880 and 1900, with Bethlehem, Oregon, Owen, Union, and Utica showing losses in each census. Charlestown and Carr lost ground between 1880 and 1890 and then recouped part of the loss the following decade, but both began the new century with fewer residents than in 1880. Monroe grew between 1880 and 1890 and lost ground the following decade, but it ended the period with a small net gain. Because of development in New Providence, Wood was the only rural township other than Silver Creek to gain population over the two decades.[9]

Clark County's growth pattern was hardly unique for the Ohio Valley region. In 1894 historian Reuben Gold Thwaites traveled down the Ohio River to "gather local color" for a study on the river's importance in western development. His subsequent book depicted many small towns as sleepy, shabby places that served little apparent economic purpose and fostered the idea that the Ohio Valley had become an "economic backwater" as the railroad replaced the steamboat as the primary mode of transportation.[5]

Thwaites apparently did not visit Clark County, and since his descriptions varied from place to place, it would be imprudent to assume how he might have viewed individual communities. Given the demographic trends, one could argue that Bethlehem, Utica, Memphis, New Washington, and even Charlestown exhibited the negative conditions described by Thwaites. Bethlehem and Utica were no longer key ferry crossings; New Washington lacked rail connections; Memphis trailed Sellersburg and

Henryville in rail commerce; Charlestown suffered severely after losing the county seat; and the declining growth rates for Jeffersonville and the county at large were symptomatic of economic change.

But to view the 1880s and 1890s simply as a period of stagnation is to miss the broader picture of Clark County's development and character. At a time when large cities were already struggling to build a sense of order and community in the wake of the dislocations caused by urbanization, industrialization, and immigration, the tendency of immigrants to avoid Clark County ushered in a period of demographic stability that enabled it to assimilate its existing foreign population and to define a place for its growing black population. The new generation of community leaders bore familiar names like Bottorff, Howard, Myers, Sparks, Poindexter, Lewman, Zulauf, Dean, and Borden, but it also included Pfau, Holzbog, Eberts, Rauschenberger, Voigt, and Burke. In addition to spearheading major public and private enterprises, these men and their associates created new cultural, recreational, and social organizations that enabled residents to broaden their interpersonal networks and promoted a sense of belonging to the larger community, even in the midst of religious and political differences, local rivalries, urban-rural divisions, ethnic and racial biases, and competing economic interests. By the beginning of the twentieth century, most Clark Countians were intertwined in a connectional culture that remains strong more than a century later.

As Clark Countians became increasingly interconnected, they also struggled to articulate a separate identity from Louisville, even as the two sides of the river became increasingly integrated economically and socially. During the late 1890s, newspapers in Charlestown and Jeffersonville unabashedly extolled their communities' small-town quality of life while touting the economic and transportation advantages of proximity to the Kentucky metropolis.[10]

Efforts by whites to define a place for African Americans were less benign than those involving European immigrants. At the end of the nineteenth century, only Jeffersonville, Utica, Charlestown, and Union townships had black residents, and numerous towns actively discouraged black settlements. Watson had a small black neighborhood, but Utica forbade blacks to stop. While they did not appear on the books, so-called "sundown laws," which allegedly prohibited blacks from being in town after sunset, were enforced extralegally by local officials, and many believed such laws actually existed. Vigilantism occasionally took more extreme forms, as in February 1883 when residents of Sellersburg lynched a black man for allegedly raping a white woman. Nevertheless, black Clark Countians continued to define their own sense of community by organizing

Members of the Rotary Club of Jeffersonville during the early 1920s. From left to right are Charles Eaker, Walter Swartz, James Howard, J. N. Clere, Dr. David Cohen, Albert Keller, Charles T. Hertzsch, Dr. Allen Vaters, Chester Wilcoxson, and Harland Sanders.

vision. The club began organizing in October 1919 and had thirty members when it received its charter on January 1, 1920. Elected president was attorney Wilmer T. Fox. Other officers were industrial baker James Marra, vice president; credit officer Chester W. Wilcoxson, secretary; banker John D. Driscoll, treasurer; and physician Austin Fark, industrialist Charles T. Hertzsch, and dealer Don Walker, hardware merchant Frank Lindley, and lumber dealer Perrin Myers, directors.[9]

Although critics such as novelist Sinclair Lewis portrayed Rotarians as mindless boosters who engaged more in talk than in action, the reality was quite different.[10] As a nonpartisan service organization, Rotary provided a forum for discussing important public concerns and projects in an environment ostensibly free of partisan bias. The *Evening News* regularly covered the club's weekly meetings, keeping the public informed on important civic issues. Because it attracted ministers, educators, and others who might not join the business groups, the club imbued a wide range of opinion shapers with the ideology of the business-civic elite and garnered their support for improvements that enhanced the economic environment. Finally, the members' prominence validated almost any civic project that received the Rotary imprimatur and raised its chances for community acceptance.

The vision and leadership provided by the chamber, the YMBC, and the Rotary Club made them catalytic agents in the achievement of several community betterment initiatives between 1920 and the Great Depression. But some things did not change significantly, despite their best efforts. In 1920, when Jeffersonville's population stood at 10,098 and Clark County's at 29,381, the YBMC dreamed that the city would have 100,000 residents by 1930. It was an outlandish hope for a community whose population had been stagnant since 1900. The slide was reversed momentarily in the county's population rose to 30,764, and Jeffersonville's jumped to a new high of 11,946. But the numbers were hardly dramatic, particularly since most of Jeffersonville's growth resulted from the annexation of Port Fulton and Brighton Addition in 1926 and the Ingram and Read subdivisions in 1927. Meanwhile, Claysburg's population grew from 437 to 617 while Clarksville's fell from 2,322 to 2,243, mainly because of the closure of the Indiana Reformatory and the loss of its inmates. The county also became increasingly native born and white, as the number of immigrants declined to less than 1,000, and the African American population dipped below 2,000 for the first time since 1870.

Urbanization remained the dominant trend outside Jeffersonville Township, as most larger towns and villages showed some growth and heavily rural townships continued to lose residents. For the first time since 1900, Charlestown and Charlestown Township saw modest growth, with the town's population growing from 820 in 1920 to 850 in 1930 and the township's from 2,587 to 2,725. Sellersburg's population rose from 915 to 1,050, while Silver Creek Township's jumped from 2,137 to 2,395, largely because of rapid growth at the Louisville Cement Company. Borden's population rose from 333 to 358, and Wood Township's grew from 1,259 to 1,325. Union and Utica townships also scored slight gains, but Bethlehem, Carr, Monroe, Oregon, Owen, and Washington each lost residents.[11]

INFRASTRUCTURE FOR THE AUTOMOBILE AGE

By the end of World War I, automobiles and trucks had largely displaced horse-drawn vehicles as the primary forms of local personal and commercial transportation, and automobile ownership increased exponentially during the 1920s. Consequently, surface transportation improvements became a priority for Clark County's business and civic leadership. Particular attention was given to streets, roads, and bridges capable of carrying motorized vehicles. In 1920 Jeffersonville mayor Newton Myers launched a program to upgrade the city streets, and the city council approved several bond issues to finance it.[12]

A greater challenge was to improve a farm-to-market road network described by the *Evening News* as "execrable." Many rural dwellers opposed higher taxes for any purpose. A larger concern, shared by urbanites and country folk alike, was that their taxes might finance improvements to distant roads while those in their own vicinity continued to deteriorate. The YBMC advocated better roads but feared that some improvements might redirect trade from western Clark County to New Albany or from the northern part of the county to Madison. Under pressure from the Rotary Club, the Jeffersonville and Henryville Chambers of Commerce, and other organizations, the county commissioners developed a program to resurface county roads, beginning with heavily traveled arteries such as

The 1942 Clarksville boundary map shows the town's configuration shortly before its postwar explosion. Courtesy of the Clark County Recorder's Office.

eration of developers began laying out new subdivisions in early 1946. The development boom accelerated quickly and continued nearly unabated for the next thirty-five years.

While development was concentrated on the fringes of Jeffersonville, Clarksville, Charlestown, and Sellersburg, population growth was a county-wide phenomenon, as rural and urban families alike joined the baby boom, and farm owners deeded off parcels on which their adult children erected new homes. As the economy expanded and residential construction gained momentum, many middle- and working-class white Louisvillians relocated to southern Indiana in search of new homes at lower prices and to escape racially changing neighborhoods as blacks struggled to break down Louisville's rigid pattern of residential segregation.[17]

These trends are apparent in census data for the period from 1940 to 1960. Numbering 31,020 on the eve of the war, the county's population grew by 55.8 percent to 48,330 in 1950, the highest rate of any county in Indiana. A decade later the count reached 62,755. The greatest numeric growth for any town occurred in Jeffersonville, which grew from 11,483 in 1940 to 14,685 in 1950 and hit 19,522 in 1960. Clarksville experienced the highest growth rate for any municipality, as its population rose from 2,386 in 1940 to 5,905 in 1950 and then jumped to 8,088 in 1960, an increase of 239 percent in two decades. Charlestown's population grew from 3,167 in the 1941 special census to 4,785 in 1950, a jump of 51.1 percent in nine years. But growth tapered off during the 1950s, and by 1960 the population stood at 5,726, an increment of just 19.7 percent. Sellersburg grew strongly but steadily, its population rising from 1,121 in 1940 to 1,684 in 1950 and reaching 2,679 in 1960, a gain of 139 percent in twenty years. Only Borden, whose population fell from 426 in 1950 to 327 in 1960, lost residents during the postwar years.[18]

Population growth occurred throughout the county, as nine townships gained residents during both decades between 1940 and 1960. Although Jeffersonville, Charlestown, and Silver Creek townships scored the largest increases, adjacent Utica grew by 60.1 percent; Monroe grew by 37.6 percent, primarily from road frontage development around Henryville; and Carr enhanced its population by 47.6 percent. Washington and Oregon lost inhabitants between 1950 and 1960, but each had more residents in 1960 than in 1940, and only Bethlehem lost steadily, falling from 655 residents in 1940 to 463 in 1960.[19]

Immediately after the war, much residential construction occurred in pre-Depression subdivisions such as Blanchet Terrace in Jeffersonville and Greenacres in Clarksville. But as wartime economic controls were lifted, development resumed, and by 1960 local developers had platted no fewer than 118 subdivisions, nearly 100 in Jeffersonville Township alone. Development within present-day Jeffersonville occurred primarily in two parallel corridors. One lay between Utica Pike and Eighth Street (Middle Road) and extended from Port Fulton to Hopkins Lane. The other lay between Eighth Street and Tenth Street (State Road 62) and stretched from Main Street to about Woodland Court and Lilly Lane. Additional development occurred along Hamburg Pike and State Road 62 between Woodland Court and Allison Lane.

Regardless of location, development occurred in small sections, usually of fewer than fifty lots and rarely more than 100. It also followed the historic hopscotch pattern in which land was platted without regard for a master plan or the existing street grid. Developers built new streets between Utica Pike and Eighth Street, but Charlestown Avenue and Park Place, the main interior streets leading from the city, were allowed to terminate at Ewing Lane, and no other streets provided an unbroken connection between Ewing and Perrin lanes, a distance of nearly a half mile. This crazy quilt form is more pronounced in the Eighth Street–Tenth Street corridor, mainly because Tenth Street curves sharply to the northeast at Nachand Lane. Eighth and Tenth are a mile apart at the intersection of Tenth and Woodland, and only Sharon and Springdale drives connect them in the 1.25-mile stretch from Nachand to Woodland. As a result, circulation within and between the two corridors can be quite circuitous.

Development in the Eighth Street–Tenth Street corridor commenced in early 1946, when sand and gravel dealer Warland W. Ingram platted Cherry Hill on family land bounded by Ninth, Tenth, and Main streets

The North Star Lodge of Prince Hall Masons at 801 Spring Street in downtown Jeffersonville is still a major social institution in the African American community.

death knell for the one-room school. Though promoted by educators as a means to improve instruction and increase efficiency, consolidation occurred mainly within the townships and at the initiative of trustees. Timing varied, and some townships did not take action until after World War II. Nevertheless, a system that once had more than 100 schools declined to a relative handful by 1930. In Silver Creek Township, four schools were reduced to two, at Speed and Sellersburg. Utica Township's Prather and Watson schools combined at Prather; Oregon's six schools were merged at Marysville and New Market; and four schools in Jeffersonville Township merged into the new McCulloch School, erected at present day Triangle Drive and Lewis and Clark Parkway in 1925. Consolidation's effects extended beyond pedagogical advantages. Parent-Teacher Associations brought parents more fully into school life. Schools also became community activity centers, hosting church suppers, plays, and Farm Bureau, home demonstration, and 4-H club meetings.[34]

Another educational initiative came in April 1925 when Louisville Cement Company superintendent H. D. Baylor asked Community House director Jesse G. Dorsey about the possibility of establishing a high school in the Sellersburg-Speed area. Dorsey treated the query as an order, and in July a citizens committee met at the Community House to organize Silver Creek High School. The company offered the Community House as a temporary site, and trustee Thomas J. LaMaster accepted. Classes met at the facility until 1927, when a new building opened on Dreyer Hill between Sellersburg and Speed. The company bought the land, donated cement for construction, provided free utilities for twelve years, and built a sidewalk to connect Speed and Sellersburg, so students from both communities could walk safely to school.[35]

Spurred by advances in education, improvements in transportation, and the popularity of welfare capitalism, organized sports became a popular entertainment form and a focal point of community pride. The rivalry between Jeffersonville and New Albany high schools intensified in both football and basketball. But the smaller outlying schools favored basketball because it was relatively inexpensive. Formation of Silver Creek gave Clark County its sixth high school, and during the late 1920s rivalries developed between Charlestown and Silver Creek, Henryville and Borden, Silver Creek and Henryville, and Henryville and New Washington.[36]

The Bethlehem School was typical of the new consolidated schools that replaced many one-room schools in Clark County during the 1920s.

Baseball also grew in popularity, with all kinds of organizations fielding teams. Penney Field, located on a tract of Pennsylvania Railroad land bounded by Ninth, Tenth, Watt, and Locust streets in Jeffersonville, hosted Sunday afternoon games throughout the twenties. Industrial league games pitting teams sponsored by large companies were especially popular. Early in the decade, a few local teams played in the Falls Cities Baseball League, but many fans could not attend games in Louisville. That problem was resolved about 1925 when Interstate Public Service Company, Colgate & Company, Howard Ship Yard, Jeffersonville Quartermaster Depot, American Car & Foundry Company, and Louisville Cement Company formed the Hoosier Industrial League. Teams developed strong followings among employees, their families, and residents and became a focus of community as well as company loyalty.[37]

While team sports appealed to a broad segment of society, Clark County's white, middle-class elite, like their counterparts elsewhere, wanted a place where they could enjoy a round of golf and host special events with others of their status. Their desire was fulfilled in 1927, when Winn and Daisy Brown Lewman and their daughter Vere established the Jeffersonville Country Club on their Charlestown Pike farm at Prather. Their spacious home became the clubhouse, and the grounds were transformed into an eighteen-hole golf course. Although the golf course was open to anyone who paid the daily greens fee, the private Jeffersonville Country Club Association imposed membership fees that were high enough to exclude anyone who did not fit its membership profile.[38]

Robert Frank Taylor, principal of Taylor High School. Courtesy of Theodora Ellis

Technological innovations perfected during the twenties substantially enlarged cultural and entertainment choices. In 1920 theater mogul Michael Switow, owner of the Dream Theater and the Kentucky Theater in Louisville, opened the LaRose Theater at 335-339 Spring Street. Designed

Otis Bowen visited after the storm, citizens gave CCCAA special praise, and he intervened with OEO on its behalf. Before the month ended, Stephenson received OEO's blessing to put CCCAA's house back in order.

Stephenson infused CCCAA with new vision and vigor. Under his direction the agency expanded its services and extended its geographic reach. As fuel prices soared, it moved into energy conservation and home weatherization. In late 1974 it entered the employment and training field, obtaining a federal grant to administer Comprehensive Employment and Training Act programs in Clark, Floyd, Harrison, and Crawford counties. As its responsibilities grew, so did the budget, which increased from about $225,000 in 1974 to $4.2 million in 1980. By the time President Ronald Reagan took office in early 1981, CCCAA was moving aggressively to expand and integrate human services in Clark and surrounding counties.[33]

TESTING THE BONDS OF COMMUNITY

Residential and commercial decentralization, the maturation of the baby boom generation, and the social and economic changes reflected in the civil rights movement, urban renewal, and the War on Poverty placed new demands on established institutions and organizations, spawned the creation of new ones, and tested the kinship, religious, fraternal, and political ties that had defined Clark County's sense of community for generations. New organizations appeared and others fell by the wayside, but most adapted to the new environment and emerged even stronger than before. In the process, they helped mitigate the impact of change for the community at large. No aspect of community life changed more fundamentally than public education, as local officials struggled to restructure educational governance while building new schools and expanding existing ones to accommodate the baby boom generation. The General Assembly instigated the restructuring process when it passed the School Reorganization Act of 1959 to consolidate small township school systems and thereby increase the financial support of each pupil. The law mandated the appointment of a citizens' reorganization committee in each county to conduct the process and provided for a referendum for acceptance or rejection of a plan.[34]

Reorganization in Clark County began in 1960 when Judge James L. Botkoff appointed a nine-member reorganization committee chaired by E. Raymond Stonet, a respected Louisville Cement Company executive. Between May 1962 and November 1966, the committee offered four plans to voters. Three envisioned a countywide system, and a fourth called for three corporations, but all were defeated. The plans died for varying reasons. Clinging to the tradition of local autonomy, outlying residents feared that a county unit plan would allow Jeffersonville to control their schools. Many Clarksvillians feared that blacks from Jeffersonville might be transferred to their schools. Some in both towns objected that their resources would be shifted to poorer communities, while rural folk anticipated higher taxes. Others feared that future high school consolidation might end strong athletic rivalries, rural trustees opposed giving up power over schools, and some teachers objected to being responsible to elected school boards. Still others objected to the entire idea of reorganization.[35]

Reorganization finally occurred piecemeal, as legislative amendments allowed the committee to approve corporations if they met minimum standards set by the law. Thus the Clarksville Community School Corporation was created in 1968 with boundaries coterminous with the town's but unable to expand with them. Soon thereafter, the Jeffersonville, Jeffersonville Township, and Utica Township systems formed the South Clark County Community School Corporation. In May the voters in Silver Creek, Carr, Wood, Union, and Monroe townships approved creation of West Clark Community School Corporation. But those in Charlestown, Oregon, Bethlehem, Owen, and Washington townships rejected a similar plan. A few months later the township trustees and the Charlestown school board agreed to merge with South Clark, creating the Greater Clark Community School Corporation, which came into existence on January 1, 1969. Nearly ten years after it began, school reorganization in Clark County was complete.

Reorganization politics did not deter school officials from building new schools to serve growing enrollments. Silver Creek Senior High School opened in 1962, the old facility became Silver Creek Junior High School, and the Jeffersonville school board opened Parkview Junior High School and several new elementary schools. Construction of new facilities continued after reorganization. The Greater Clark Community School Corporation began construction of a new Jeffersonville High School near Allison Lane and Tenth Street in 1969, and it opened for classes in 1971. Expansion of Charlestown High School was completed in mid-1979, along with the new Charlestown Middle School and the River Valley Middle School in Jeffersonville, and expansion of Henryville High School commenced about the same time. These projects reflected both the maturation of the baby boom generation and the suburban trend, a reality dramatized by the relocation of Jeffersonville High School from the central city to

News and Tribune file

This file photo from 2017 shows a stone structure up the hill from the ruined foundation of the Witches' Castle.

News + Tribune 10/18/22

WITCHES' CASTLE FOR SALE

Asking price for historic Riverfront property is $285,000

BROOKE MCAFEE
BROOKE.MCAFEE@NEWSANDTRIBUNE.COM

UTICA — A Utica site known as the Witches' Castle has been the subject of countless legends and scary stories over the decades, and now, the property is for sale.

The wooded property at 9613 Upper River Road was listed for sale last week for $285,000. The 3.6-acre lot overlooks the Ohio River and backs up to the Quarry Bluff neighborhood.

The site, owned by Collin Properties, has been unused for many years. The ruins have long been an eerie place for teenagers and ghost hunters to explore, and a Google search reveals all sorts of questionable stories and myths about the so-called Witches' Castle.

Brooke McAfee | News and Tribune

The remains of a fireplace are covered in graffiti at the so-called Witches' Castle in Utica.

Realtor Mark Hack of Green-Tree Real Estate Services has his own memories associated with the property. When he was growing up, he often rode his bike to the ruins.

The site still has a "spooky feel," he said. However, he feels it is time for a new chapter for the property, and he envisions it being transformed into picturesque riverfront homes.

Hack said the development could take place out of the flood zone while maintaining the view of the river.

"It's a great piece of property and a great location, and I think it's just been overlooked due to the amount of work that it's going to take to get it where it needs to be," he said. "The right person, the right developer — if they can come in here and clear all this, they could build three or four home sites with beautiful river views."

STORIES BEHIND THE WITCHES' CASTLE

As you enter the woods of the riverfront property, you will come across the ruins of a house overtaken by vines. Little is left of the structure, but you can still walk through the foundation of the home and view the crumbling walls and fireplace, the stone

See CASTLE on A3

CONTACT INFORMATION

FORUM

DANA MILBANK

PHOTOGRAPHIC ODYSSEY

Utica resident sets out to preserve rural area before it disappears down six lanes of I-265

HOMELANDS EXHIBIT

THE LIME INDUSTRY OF CLARK COUNTY INDIANA

The lime kilns and quarries near this site are remnants of the lime industry of Clark County, active between 1818 and 1921. This industry utilized the limestone that underlies much of Indiana to produce lime, also known as quicklime.

Lime is a versatile material that was used to condition farm fields by lowering the pH of acidic soils and as a key ingredient in the production of natural cement, mortar, plaster, whitewash, and other building materials. Lime was also used in the production of dyes, rubber, medicine, explosives, petroleum, glass, abrasives and polishes, ceramics, bleaching powder, ammonia, insecticides, paper, paints, lubricants, candles, and many other products. Limestone or dolomite was quarried from the bluffs along the Ohio River and then placed in kilns and burned at high temperatures to produce lime powder. The resulting lime was shipped up and down the Ohio River by boat and was utilized in the growing cities of the Ohio Valley as well as in far-away ports like New Orleans, Louisiana.

Utica Township's Lime Industry

Clark County was home to Indiana's largest concentration of lime producers. Lime production, centered in Utica Township, served as a major employer in the area during the nineteenth century. Utica's location along the Ohio River provided excellent transportation options for shipping a heavy product over great distances.

Lime production began at Utica before 1826. Production increased rapidly during the middle of the nineteenth century, with 15,000 barrels of lime exported annually by 1850 and more than 100,000 exported annually by 1882. By 1881, one local producer employed about 25 workers and could produce 525 barrels of lime per day. Lime production at Utica declined in the 1880s, due, in part, to the community's lack of a railroad connection for shipping lime. While river-based transport had dominated early commerce in the Midwest, the rapid expansion of the railroads after 1850 led to a decline in river and canal travel and shipment. Large-scale commercial lime production continued intermittently during the 1890s and 1900s. Increasing use of Portland cement during the early twentieth century led to a sharp decrease in the demand for lime. The last lime kilns in Utica Township ceased production in the 1920s and the industry was gradually forgotten.

The surviving quarries and ruins of lime kilns in Utica Township reflect the importance of this industry in the community's development. These historic resources are significant reminders of Clark County's history and legacies of the hard work of past residents. The kilns and quarries provide a connection to the local industry that aided in the development of the central part of the United States during the nineteenth century. These lime kilns and associated quarries in the Utica area were listed in the National Register of Historic Places in 2013.

What were some of the uses of Clark County Lime?

CEMENT
MORTAR
PLASTER
SOIL ADDITIVE

DYES
RUBBER
MEDICINE
EXPLOSIVES

PETROLEUM
GLASS
ABRASIVES
POLISHES

CERAMICS
BLEACHING POWDER
AMMONIA
INSECTICIDES

PAPER
PAINTS
LUBRICANTS
CANDLES

STEEL PRODUCTION
SUGAR REFINING
ADHESIVES
WATER TREATMENT

PAGE INTENTIONALLY LEFT BLANK

PART 4 – APPENDIX

APPENDIX 3: UTICA RIDGE MASTER PLAN

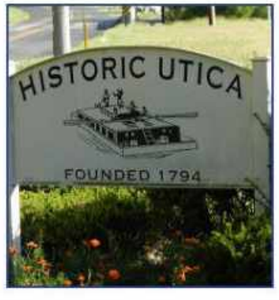
UTICA RIDGE MASTER PLAN

TOWN OF UTICA, INDIANA







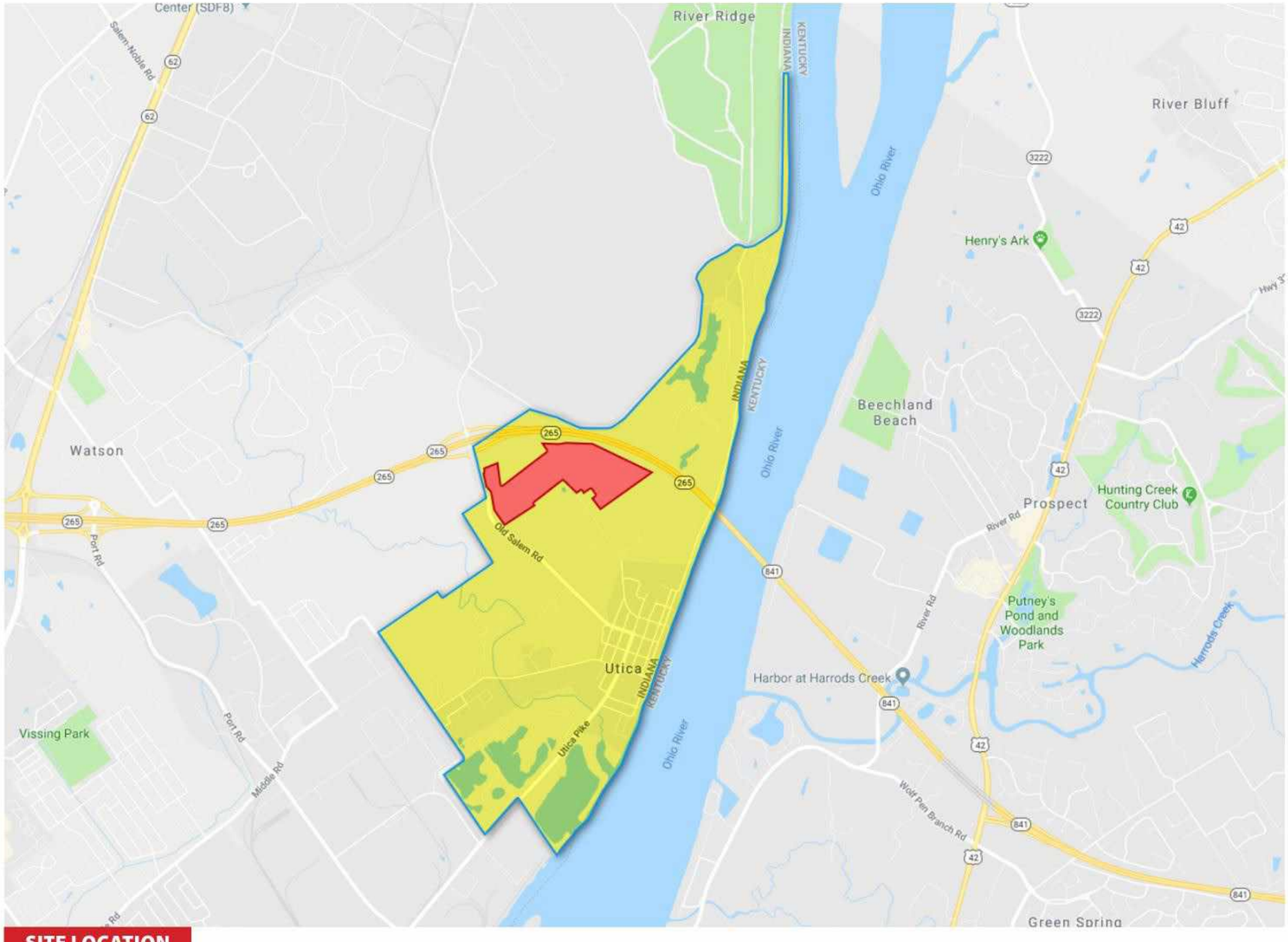

Luckett & Farley
Architecture | Engineering | Interior Design

Project 2019.144
TOWN OF UTICA, INDIANA

6.09.2020

Luckett-Farley.com

SITE ANALYSIS



LEGEND

- Town of Utica Boundary
- Site Location Boundary

SITE LOCATION

General Information

The subject site is currently bordered by R-1, R-2, UCRCZ, and OSRCZ zoning classifications. The R-1 zoning is designated for low-density single family residential development and condominiums. The R-2 zoning is also low-density in nature, but does accommodate an additional use of attached 2-unit development.

The UCRCZ (Utica Charlestown Road Corridor Zone) and OSRCZ (Old Salem Road Corridor Zone) represent areas with development standards specific to each zone that are intended to provide development flexibility. This flexibility promotes a mix of uses that can address the changing needs of the Town. Some uses that may be permitted are as follows:

- Grocery Stores
- Home Furnishing Stores
- Hardware Stores
- Department Stores
- Pharmacy/Drug Stores
- Healthcare Offices
- Restaurants
- General Offices

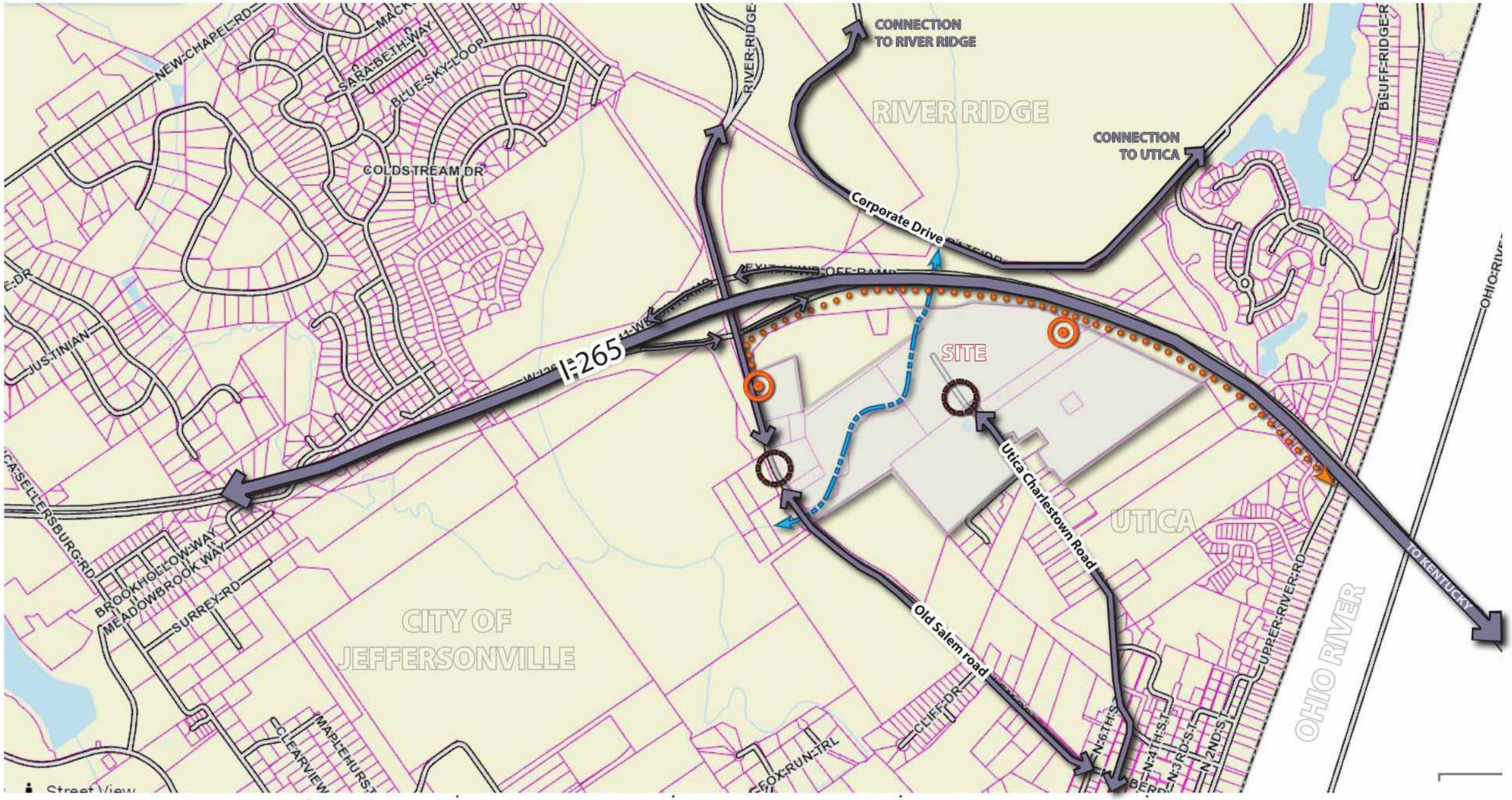
Additional uses can be found in Section 6 of the Utica Zoning Ordinance.

The subject site is also comprised of all the zoning districts previously mentioned. This mix of zoning would not be conducive to a unified development, so a specific Corridor Zone would likely need to be created to best serve the needs of any development on this site.

LEGEND

- R-1 Zoning
- R-2 Zoning
- UCRCZ Zoning
- OSRCZ Zoning
- Site Boundary
- Town Boundary

EXISTING ZONING



CIRCULATION ANALYSIS

Slope Analysis

The elevation on the site varies greatly depending on the location. Within the site there exists a large drainage way that gathers a large amount of storm water from the area. This drainage valley has a blue line steam at the lowest part, and rises up 20-30' in elevation before it reaches flatter grades.

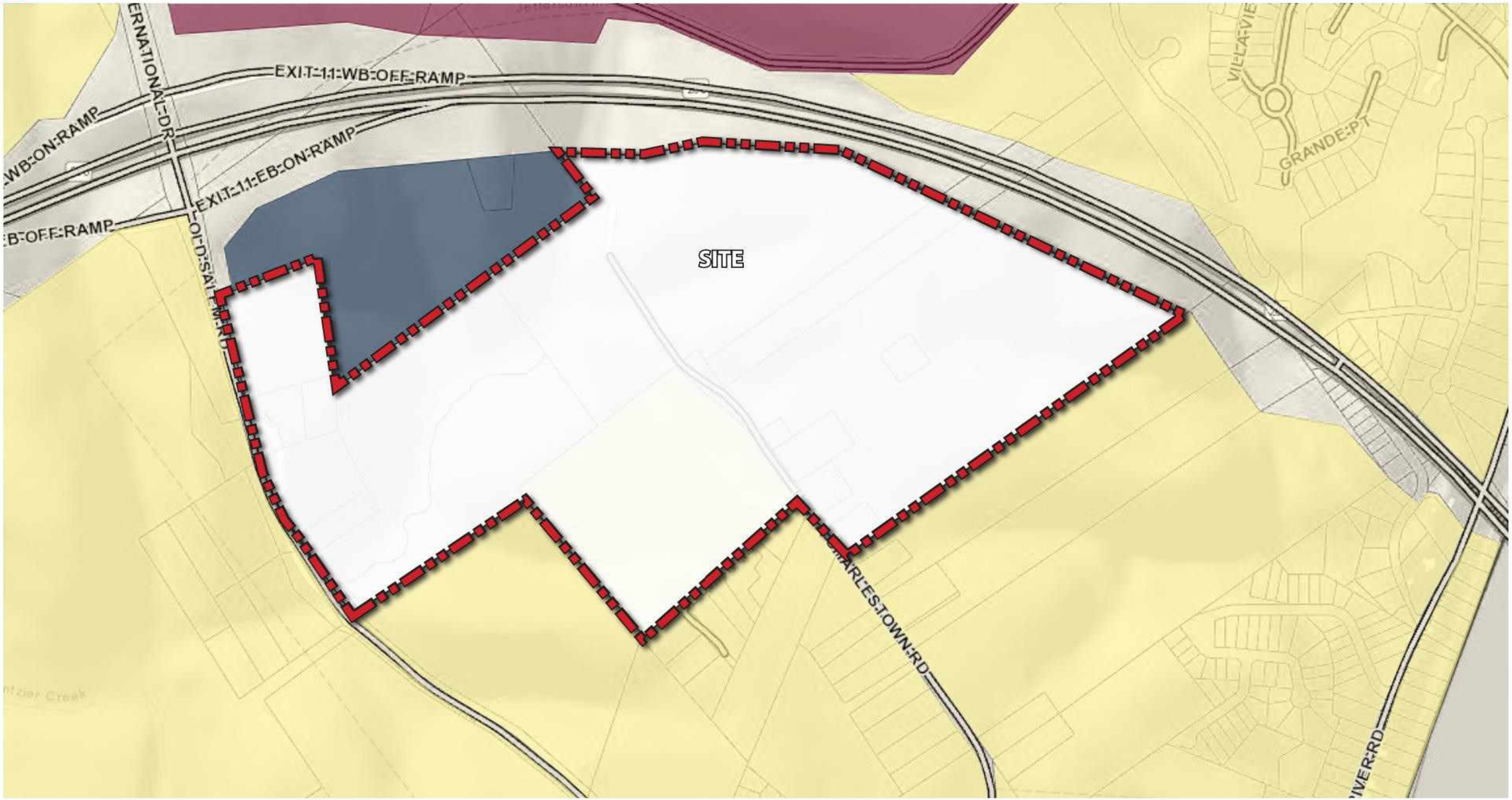
As part of the large valley that bisects the site, several smaller drainage ways with steeper slopes gather storm water and deliver it to the blue line stream.

These natural drainage systems create several steep slopes throughout the site. The varying slopes can create development challenges but also offer unique views and aesthetics to the site and developments. The steep slopes on site range from 10% to greater then 33%. Developers will need to take these area into consideration for cost of development and storm water management.

Areas highlighted in the plan on this sheet show land that is ideal for development because is has low slope. These area would be considered development ready, allowing a contractor to grade the space with little effort and the least amount of cost.

Other areas on the site can still be developed, but they have greater slope and may take more planning and effort to complete a project. To complete projects in these steeper graded areas may need to utilize retaining walls, mass earth moving, creative building design, etc.

TOPOGRAPHIC ANALYSIS



LAND USE ANALYSIS

Business Analysis Data

Type of Business	Number Business (5-mile Radius)
Industrial/Manufacturing	319
Retail	314
Finance/Real Estate	257
Service Industry	692
Government	37
Other	188
Total Businesses	1807

Synopsis - Business

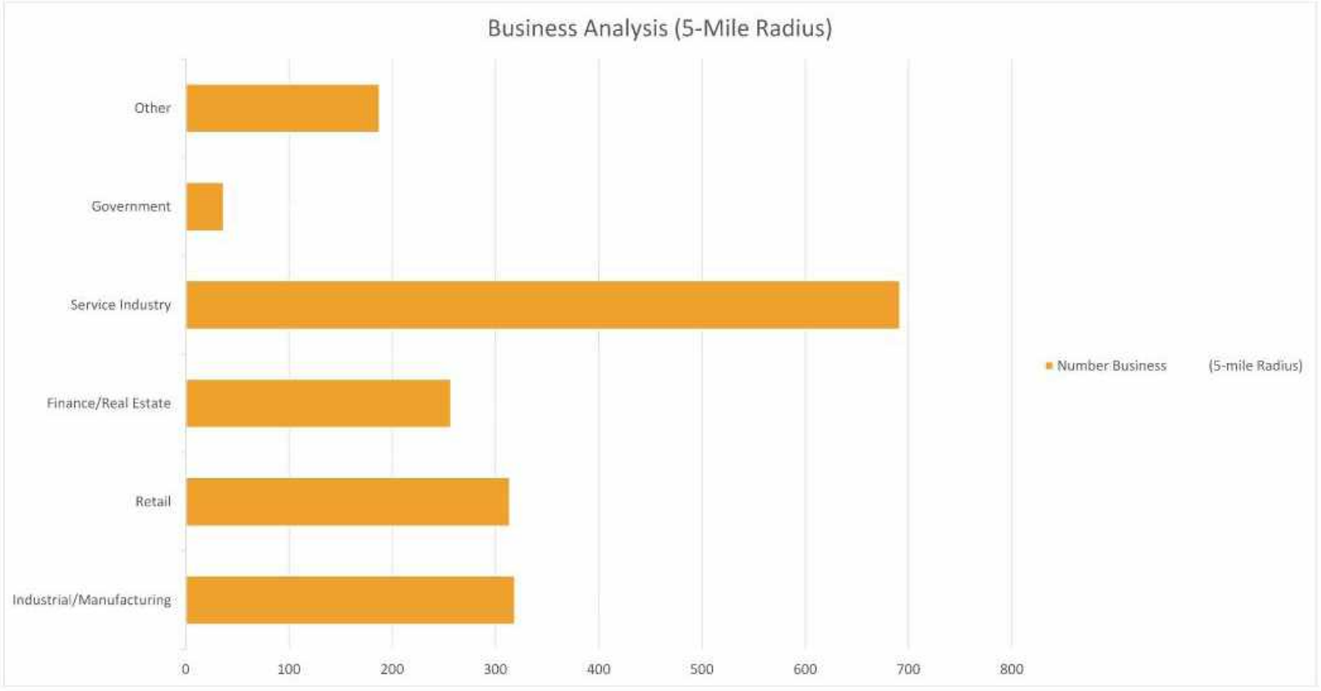
Their is a diverse distribution of business types within a 5 mile radius of the site. Of the 1,807 businesses reported, the most prevalent is the Service Industry at 38%, with the lowest reported business being Government at 2%. The remaining business types are fairly evenly distributed to round out the remaining 60% of businesses in the area.

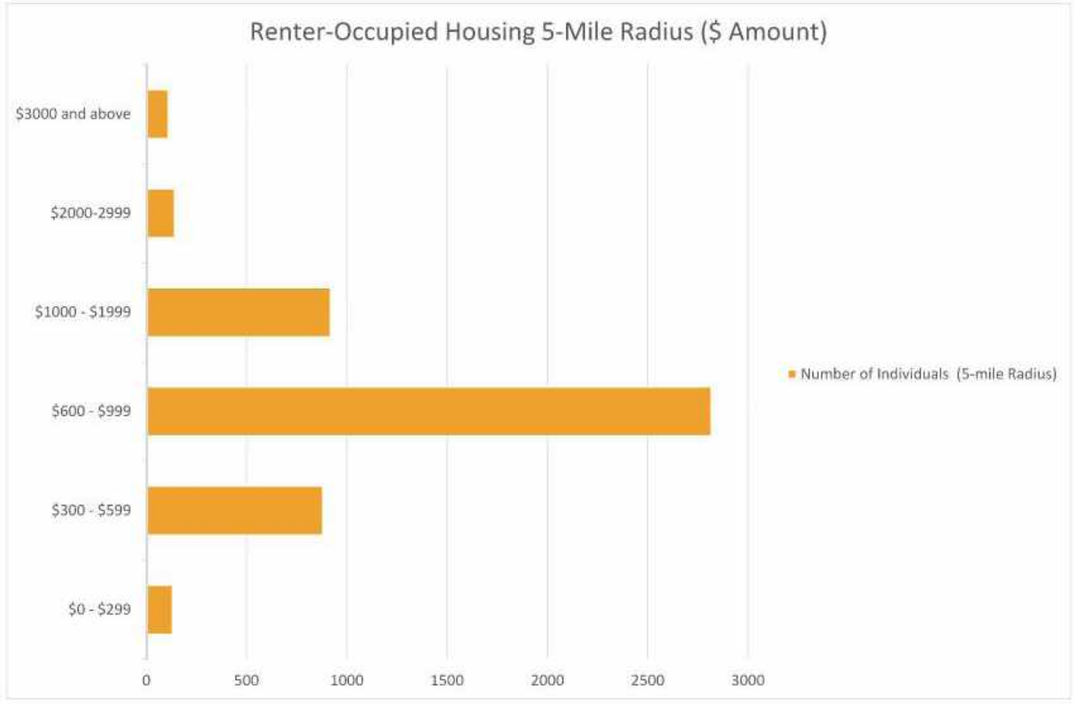
Home-Renter Data

Renter-Occupied Housing ($ Amount)	Number of Individuals (5-mile Radius)
$0 - $299	131
$300 - $599	881
$600 - $999	2818
$1000 - $1999	919
$2000-2999	142
$3000 and above	111
Total Renters	5002

Synopsis - Home Renter

Their is a wide dispersement of rental types within a 5 mile radius of the site, however, one particular demographic is substantially more common. Of the 5,002 rentals reported, 56% fall into the $600-$999 range. The least prevalent, $3,000 and above range, only makes up 2% of the total rentals reported. The other minimal demographic, $0-$299 range, almost reaches 3%.





Individual Income 2019

Income Level	Population Percent (5-mile Radius)
<$15,000	5.1%
$15,000-$24,999	6.9%
$25,000-$34,999	7.2%
$35,000-$49,999	12.9%
$50,000-$74,999	17.4%
$75,000-$99,999	14.1%
$100,000-$149,999	15.9%
$150,000-$199,999	6.8%
$200,000+	13.6%

Average Individual Income $114,515

Synopsis - Individual Income

Their is a diverse distribution of Individual Income types within a 5 mile radius of the site. The most prevalent is the middle income ranges ($35,000 - $149,999) at 61%. The Lower ($0 - $34,999) and Upper ($150,000 and above) income ranges are both equally represented at 19% and 20%, respectively.

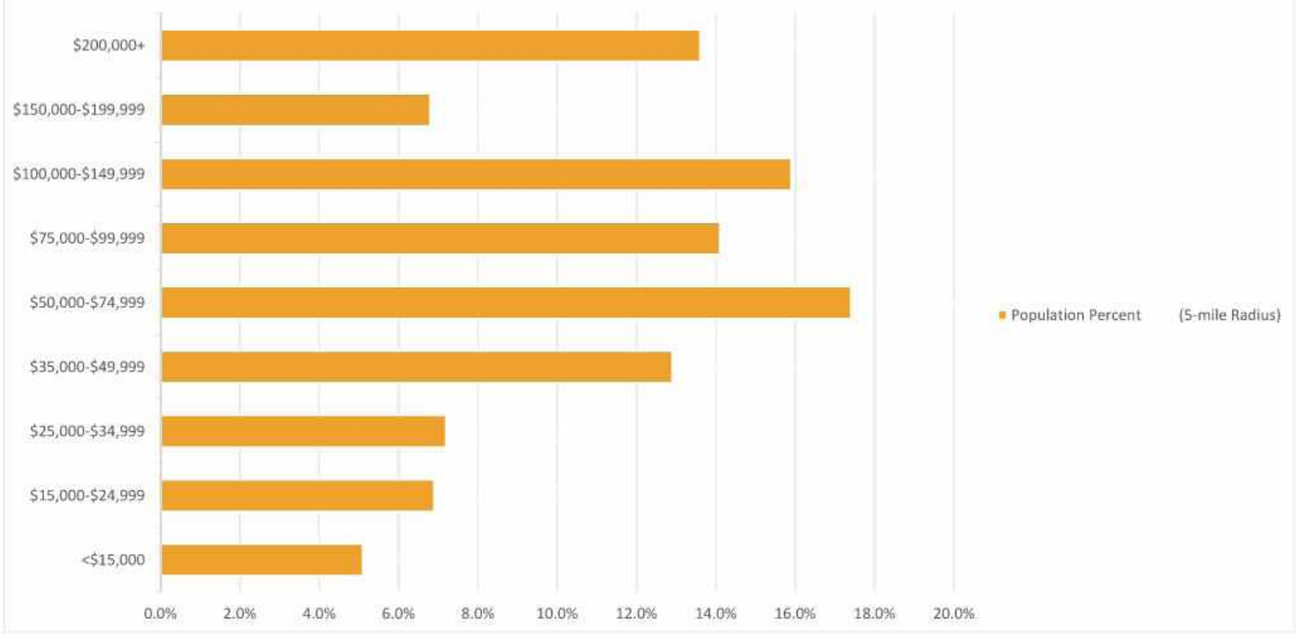
Population Summary

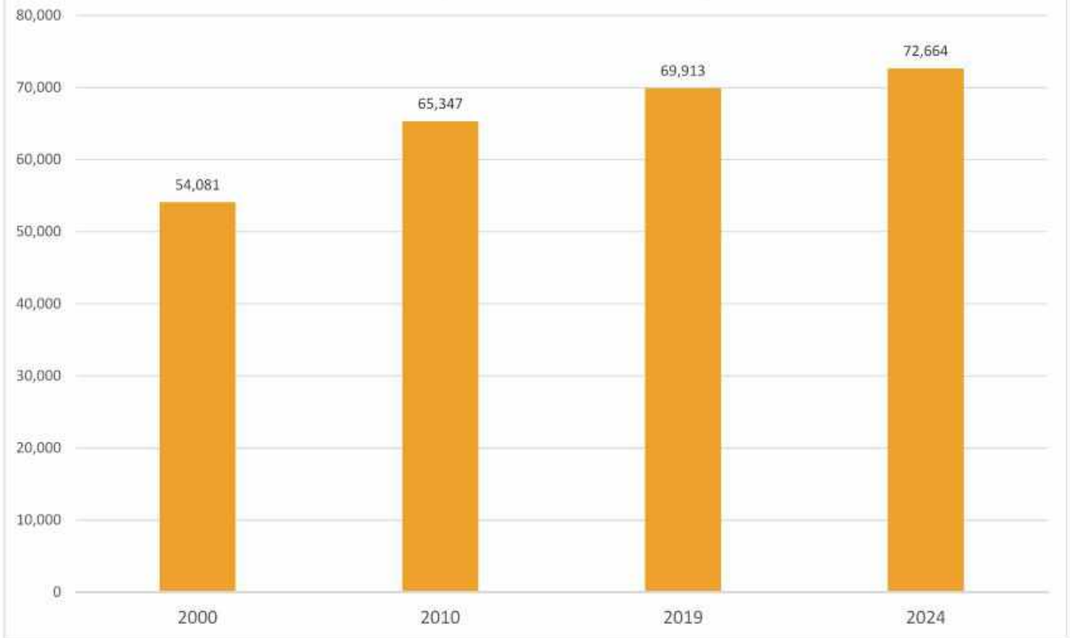
Year	Total Population (5-Mile Radius)
2000	54,081
2010	65,347
2019	69,913
2024	72,664

Percent Change 2000-2024 34%

Synopsis - Population

Based upon the population data within a 5 mile radius of the site, it appears that the population growth is on a decline. Between the years 2000-2010, growth was 21%. Then, from 2010-2019, growth was only 7%, and projected growth to 2024 is only 4%. However, due to the recent completion of I-265 and the Lewis and Clark bridge, this projection could be grossly underestimated.





MARKET ANALYSIS

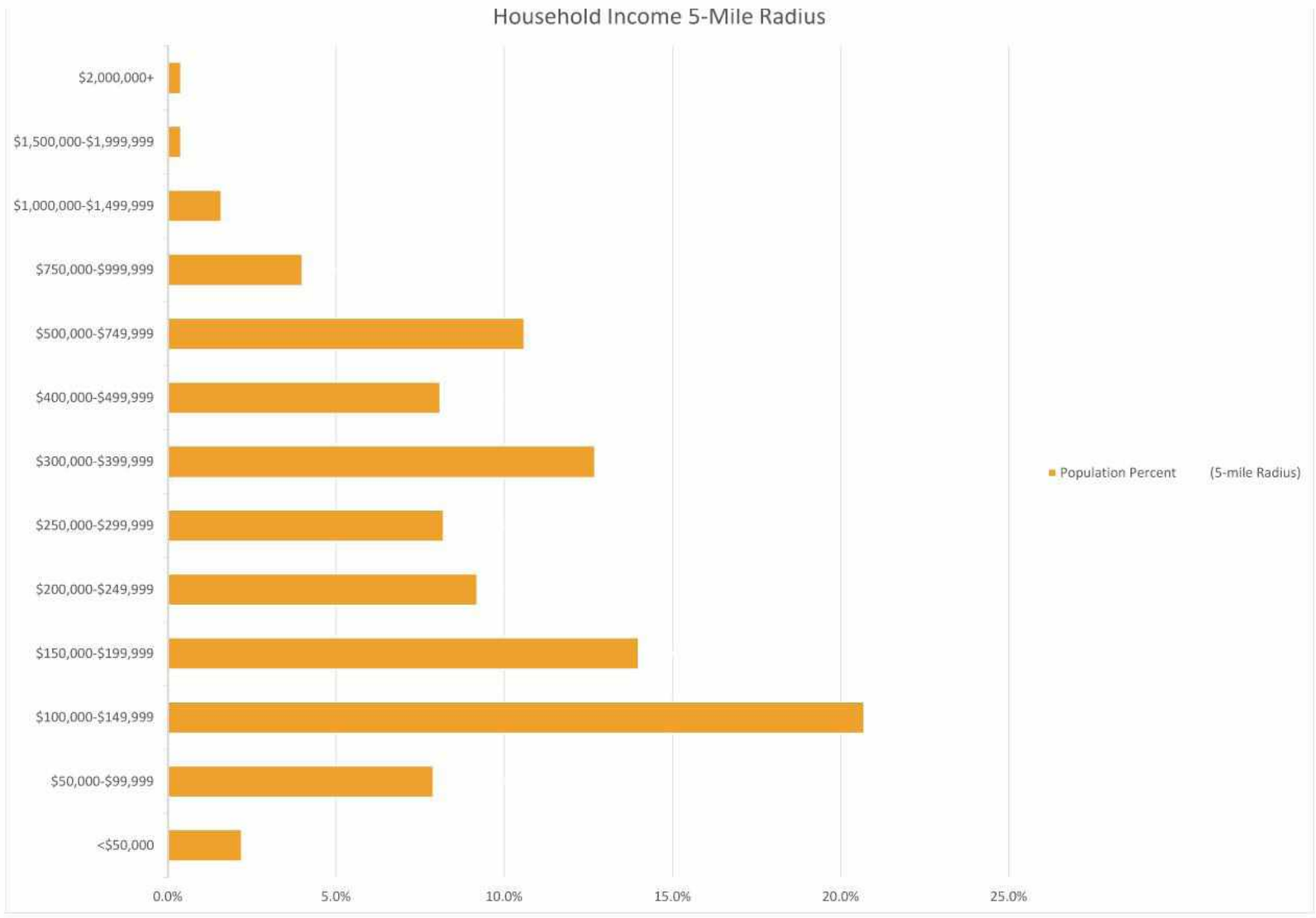
Household Income 2019

Income Level	Population Percent (5-mile Radius)
<$50,000	2.2%
$50,000-$99,999	7.9%
$100,000-$149,999	20.7%
$150,000-$199,999	14.0%
$200,000-$249,999	9.2%
$250,000-$299,999	8.2%
$300,000-$399,999	12.7%
$400,000-$499,999	8.1%
$500,000-$749,999	10.6%
$750,000-$999,999	4.0%
$1,000,000-$1,499,999	1.6%
$1,500,000-$1,999,999	0.4%
$2,000,000+	0.4%

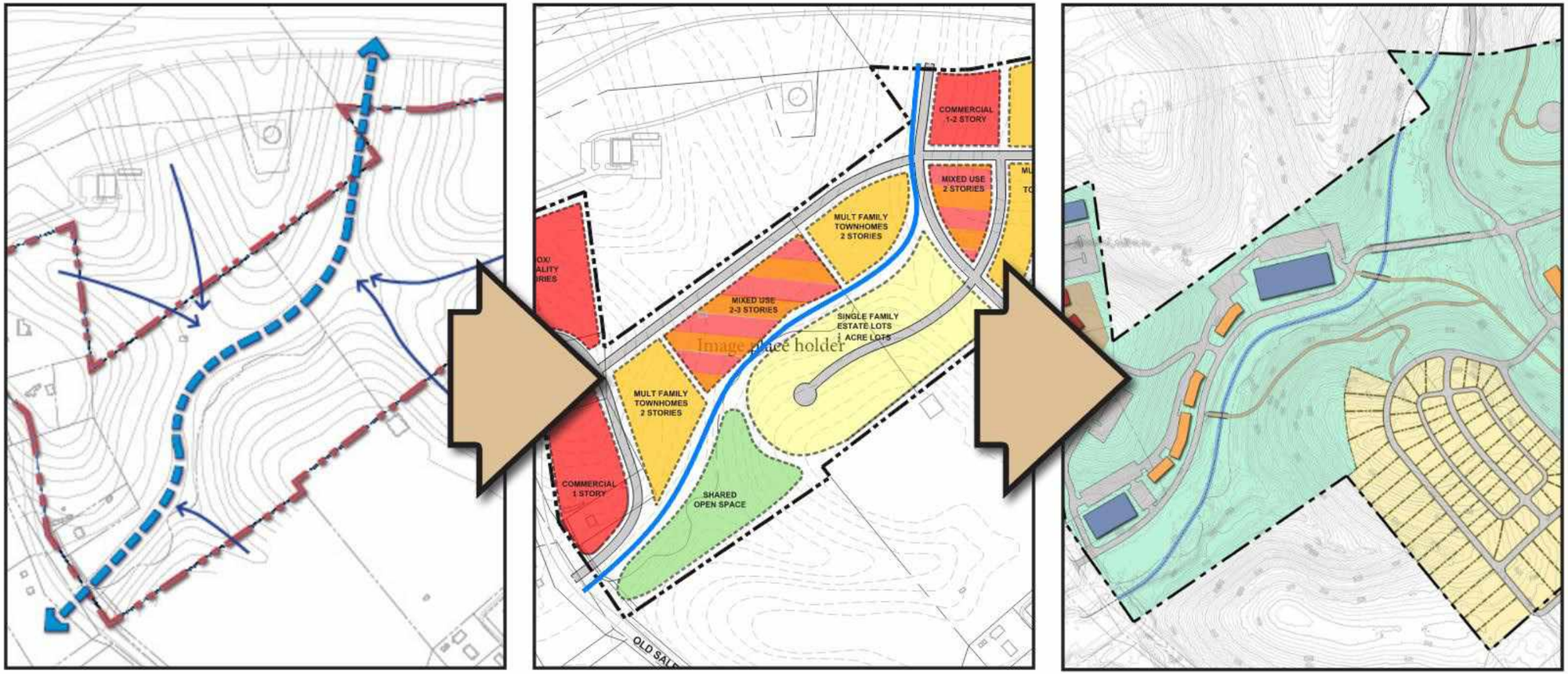
Average Household Income $318,401

Synopsis - Household Income

Their is a wide dispersement of Household Incomes within a 5 mile radius of the site. The most prevalent income ranges ($0 - $249,999) makes up 54% of the region around the site. The next highest income range ($250,000 - $499,999) makes up 29% of the demographic. Finally, the higher income ranges ($500,000 and above) round out the remaining 17%.



SCHEMATIC DESIGN CONCEPTS



High-Density Community

The Town of Utica sits in a very opportunistic position. Once a sleepy river-town, with little opportunity for growth, the town has been resurrected by a bridge and some meaningful infrastructure. Implementation of both the new Lewis and Clark Bridge (formerly known as the East End Bridge) and the new River Ridge/Utica I-265 off-ramp, can position Utica to be a new model community where everyone will want to live.

The River

Utica's proximity to the Ohio River creates an opportunity to utilize an amenity that can attract people from all over the region. The river is no longer just seen as a vessel for transportation, frequented by barges and ships, moving goods and commodities from one city to another. Rather, the river is now considered a source of recreation and pleasurable experiences, accommodating numerous activities such as boating, kayaking, fishing, birding, swimming and scenic view-seeking. The banks of the mighty river, once occupied by shipyards and industrial uses, are now being replaced by park spaces and highly-desired residential homes.

Utica has started to take advantage of this amenity with the influx of new homes located along the banks of the Ohio River. Future developments in the Town should take advantage of the easy access to the Ohio River by providing dense housing, affordable to a mix of income levels, that will attract many different individuals and families to the area.

Upper River Road, Utica, Indiana

Case Example - Prairie Crossing

The development of Prairie Crossing is located just outside of Chicago, Illinois, and is characterized as a dense layout of residential lots surrounded by preservation open space. These lots, which feature homes varying in style and pricing, all look upon open space and have direct access to ten miles of biking and walking trails. Additionally, All residential areas are located within walking distance to commuter lines, providing convenient access into downtown Chicago and Milwaukee. The development also provides space for retail and office uses, and the design project saved $1 million in infrastructure costs through environmentally sensitive design.

Originally, this development was slated to be a typical subdivision design defined with cookie-cutter homes, large lots, and vehicle oriented living conditions. However, Gaylord Donnelley and seven other neighboring families intervened, acquired the land, and developed what now is a new-aged conservationist community set under ten guiding principles:

1. Environmental protection and enhancement.
2. A healthy lifestyle.
3. A sense of place.
4. A sense of community.
5. Economic and racial diversity.
6. Convenient and efficient transportation.
7. Energy conservation.
8. Lifelong learning and education.
9. Aesthetic design and high-quality construction.
10. Economic viability.

Prairie Crossing, Graylakes, Illinois

Ohio River, Utica, Indiana

River Ridge

River Ridge is a 6,000 acre commerce park that provides jobs to a varied workforce with incomes ranging from standard hourly wages up to six-figure incomes. It will be important to create a mixed-income, mixed-use development within Utica to supply opportunities for a multitude of socio-economic groups to live.

The new I-265 expansion has increased access to a part of Southern Indiana which was once considered remote, and now connects the east end of Louisville with the Utica, Jeffersonville and the large commerce park of River Ridge. As a result, Utica will share a new exit off of the I-265 extension with River Ridge. This positions Utica as one of the closest cities/towns to one of the most progressive commerce parks in the country.

This proximity to River Ridge creates an amazing opportunity to provide live/work/play condition for the Town of Utica. Providing quick access to places of work is becoming the ideal living condition for today's modern family and newly emerging professionals. In addition, the cost for governments to continue to expand infrastructure for new suburban developments is no longer economically feasible. Therefore community planners, such as designers, developers and governments, must begin to address sustainable development costs. By locating places of work, commercial establishments, entertainment, and residential within close proximity to each other, there is less cost for governments to maintain general operations. Furthermore, providing a denser development saves cost of providing an abundance of new infrastructure, and helps sustain a balance between residential and commercial developments.

Rollins Square, Boston, MA

Case Example - Rollins Square

Rollins Square is a development located in Boston's South End is fashioned around a mixed-income community that provides housing for a wide variety of economic levels. This development is integrated into the existing neighborhood fabric without overwhelming the existing homes.

The development was founded on the premise of supplying a housing system of market-rate, moderately-priced, and low-income homes in a high-quality condominium complex. Of these homes, twenty percent are allocated for low-to-medium income levels, forty percent are for medium income levels, and the remaining forty percent are homes sold at market rate.

Rollin Square, Boston, MA

Multi-use Trail System

While the new I-265 interchange was being developed, the designers decided it was important to include a multi-use trail alongside the interstate. This trail, a 10-foot wide asphalt path, begins at the new Utica/River Ridge exit and continues across the Lewis and Clark Bridge into Louisville. This path is meant to connect to additional pathways on each side of the river, and is used by both pedestrians and bicyclists.

As with most developments in the current age, the vehicular connection into Utica is critical for the progression of the Town's ongoing development. However, Utica's hidden asset is the existing multi-use trail, which is an amenity that not many nearby cities have implemented. Today's modern family and younger generation are looking to forgo their vehicles and utilize other modes of transportation to get around. The lack of safe walking and biking paths make it difficult to develop well rounded communities without spending a lot of additional funds. Providing a development with pedestrian oriented systems that connect to the existing trail infrastructure will attract new residents, help jump start additional pedestrian infrastructure, and provide the progressive attitude that everyone is looking for today.

In addition to providing a connection into the Town of Utica, the multi-use path also helps promote the pedestrian connection to River Ridge from Utica. The ability to bike and walk to work from Utica will further entice new residence to move and live in the Town. Companies and families alike look for these amenities when relocating or settling in for the first time, therefore it is important to provide multi-modal transportation in any new development.

East End Path, Utica, Indiana

Southwest 91 Terrace, Haile Plantation, Gainesville, FL

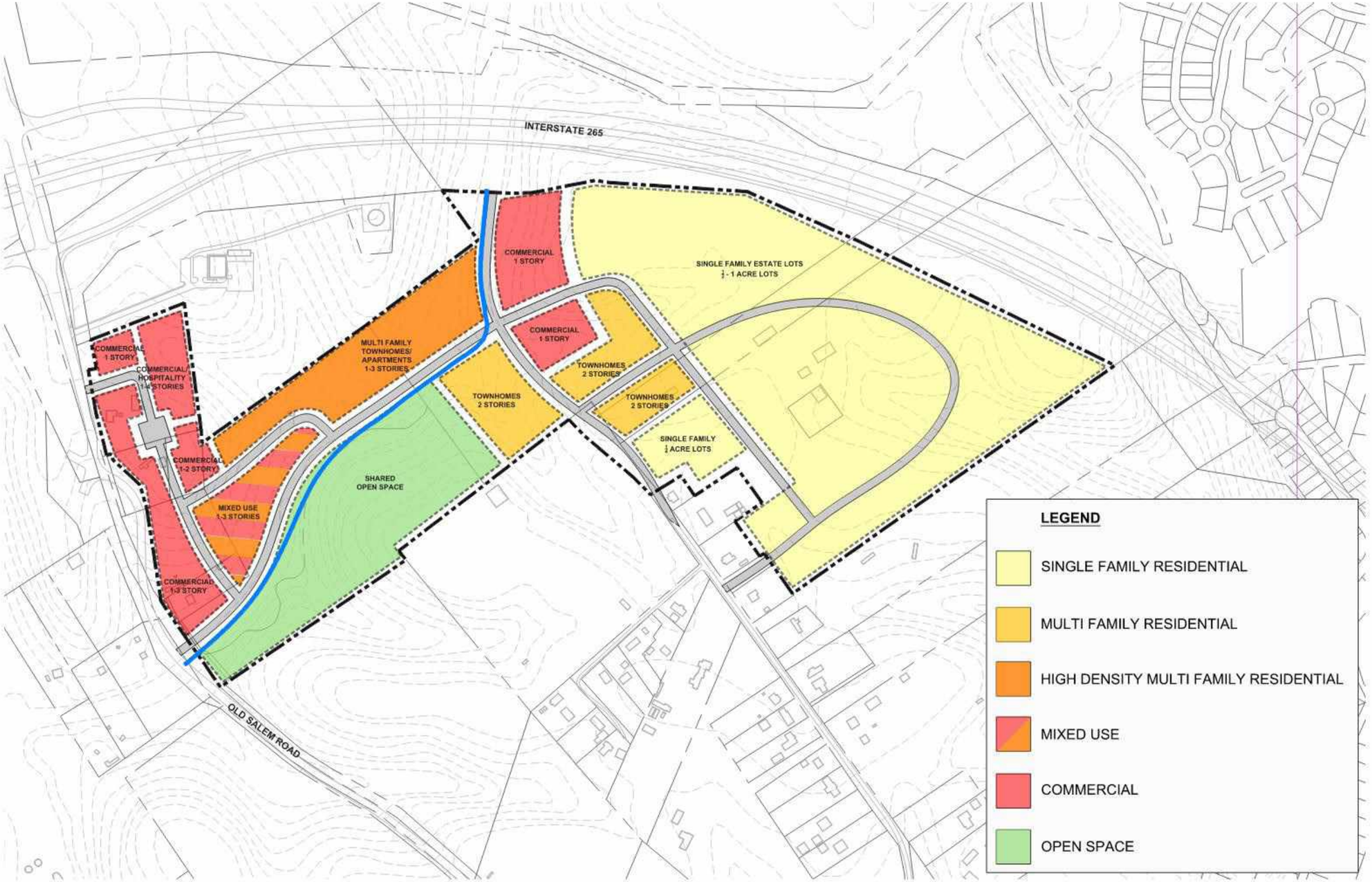
Case Example - Haile Plantation

Located among more traditional-styled neighborhood subdivisions, Haile Plantation sets itself apart by providing a mixture of architecturally diverse houses in a dense urban development. Housing varies in pricing and size, ranging from single-family homes to garden apartments. The community also includes a town center, trails, commercial businesses and office spaces.

Communities adjacent to Haile Plantation have garnered benefit from its development. Home values in these outlying neighborhoods increased because of their proximity to the amenities located at Haile Plantation. It is evident that t he density and values that are located inside this development have a clear positive impact on the entire community surrounding it.

Haile Village Centerv, Haile Plantation, Gainesville, FL

CASE STUDIES

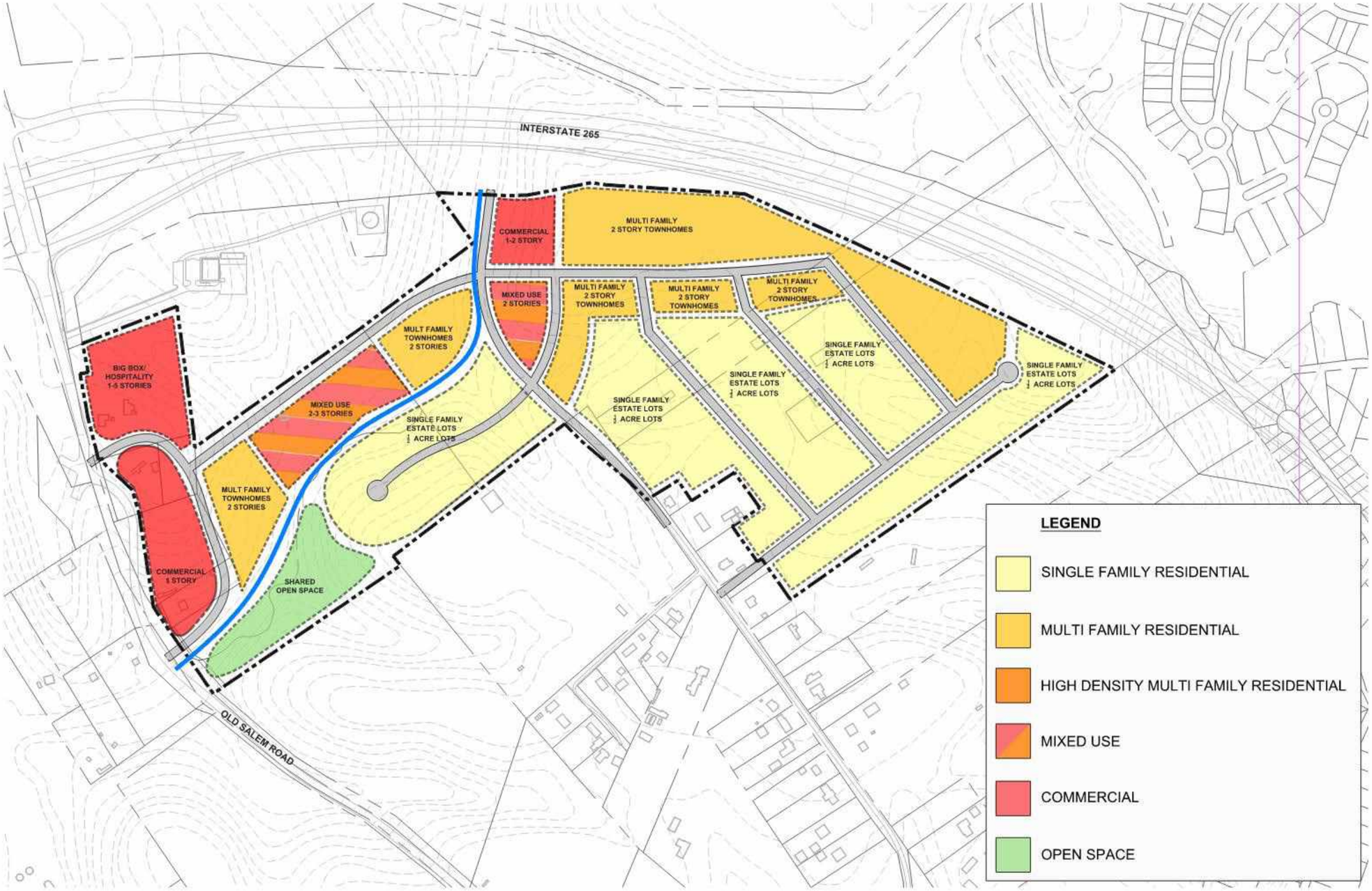


Mixed-Use Town Center

A land-use developed around providing a mixed-use center as a transition zone between a dense commercial district and a traditional neighborhood subdivision. As part of the transition, town-homes would be located adjacent to commercial and mixed-use developments to provide additional buffer between residential and commercial properties.

Within the mixed-use and town-home district of the property, a large open space would be preserved for passive recreation. The open space would be made available to all public and provide close amenity for many residence, necessary to support those living in the community and commercial users.

The commercial frontage along Old Salem Rd. should be made up of attractive buildings that support the neighboring residence as well as the River Ridge businesses. This commercial space could be used as a gateway into the Town, representing the quaint personality that is being developed in Utica.



Mixed-Income Community

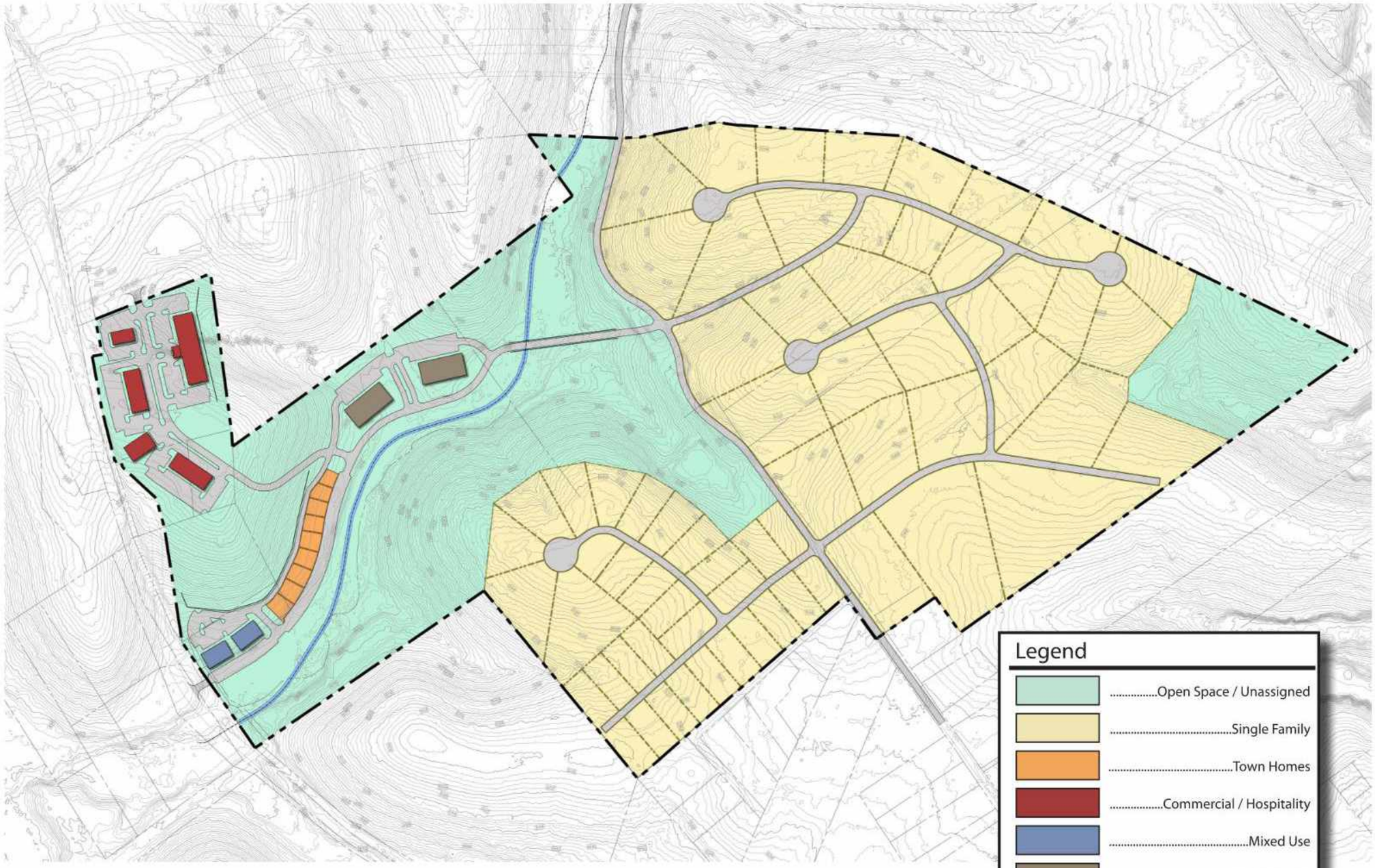
Providing a community with multiple income levels is the cornerstone of creating a vibrant attractive community. This is a wonderful opportunity to develop an new urbanism community that provides several levels of housing stock located adjacent to services, entertainment, offices, restaurants, and open space.

The residential single-family lots should be smaller 1/4 - 1/2 acre parcels. The homes could have a range in value. Next to the single family should be a transition zone that consist of town-homes and smaller apartment complexes.

Within walking distance to all residential areas should be goods and service to support the local residence. A large anchor tenants could be located along Old Salem Rd. that would support the residence along with professionals in River Ridge.

Throughout the development would be a trail system, small-medium green spaces, sidewalks, and bikeways to connect residence to the other communities and business districts.

LAND-USE CONCEPT



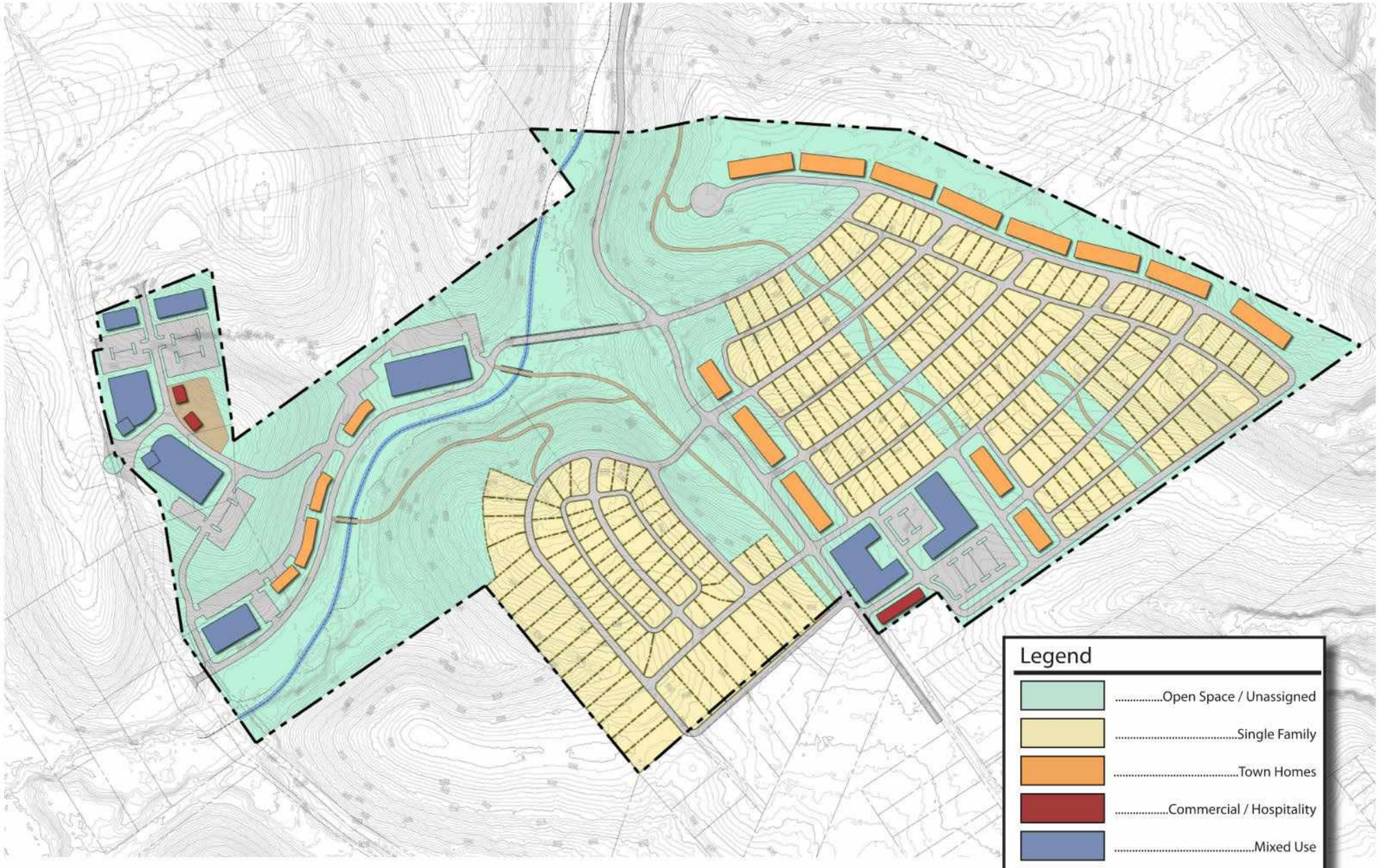
Common Suburban Layout

This concept attempts to capture the feel of a typical suburban layout. It is characterized with commercial and mixed uses remaining closer to arterial roadways, with higher intensity residential uses being utilized to buffer from less intense uses. The remaining majority of the site is made up of single family lots of varying sizes to appeal to families of different income bases.

Open spaces within this concept are limited to areas within the site that are undevelopable due to the steep terrain. The primary use of this space would be densely wooded areas with hiking trails.

While this concept layout demonstrates typical suburban design, it is important to clarify that this type of design, in which uses are separated, creates difficulty in promoting community diversity as well as an over-reliance on vehicular use to navigate the area.

CONCEPT LAYOUT 1



New Urbanist Mixed-income Layout

In contrast to the Common Suburban Layout, this layout focuses on principles typical of the New Urbanism movement. More specifically, this design is an attempt to promote a more compact, walkable, mixed-use community, integrating different uses to form a complete community feel.

While this layout still demonstrates some separation of uses due to existing topography, less focus is placed on specific commercial use, and instead utilizes more mixed-uses which are brought further to the interior of the site for better access and walkability. Additionally, higher density is achieved by limiting the size of residential lots and implementing a modified grid street pattern. In this layout, promotion of a mixed-income housing stock is suggested to appeal to a diverse socio-economic community.

Open spaces are better ingrained to this concept, as they are incorporated into the residential areas to create pedestrian connections away from the streets, thus making pedestrian mobility more desirable to vehicular travel.

One potential drawback to this design is the placement of the mixed-use and commercial uses immediately adjacent to the existing residential areas on Utica Charlestown Road. Such a harsh transition may prove to be too much for existing neighbor to tolerate.

CONCEPT LAYOUT 2

Heavy Commercial Layout

After reviewing the initial concept layouts with representatives for the Town of Utica, additional refined concepts were conceived incorporating suggestions about the design layout.

This concept places more emphasis on commercial / hospitality development **(1)**, with these spaces being placed at the main arterial corridor as well as along the property edge adjacent to the expressway. Moving inward to the interior of the site, uses start to transition to mixed-uses **(2)**, with single family residential **(3)** and multi-family town homes **(4)** being utilized to create a natural transition back to the low density residential to the south of the site.

A green space corridor **(5)** is employed through the central core of the development to provide a unifying element that promotes connectivity by non-vehicular means. This corridor ultimately connects to a multi-use trail system **(6)** that provides further connection to the single family residential areas and the commercial areas at the western portions of the site.

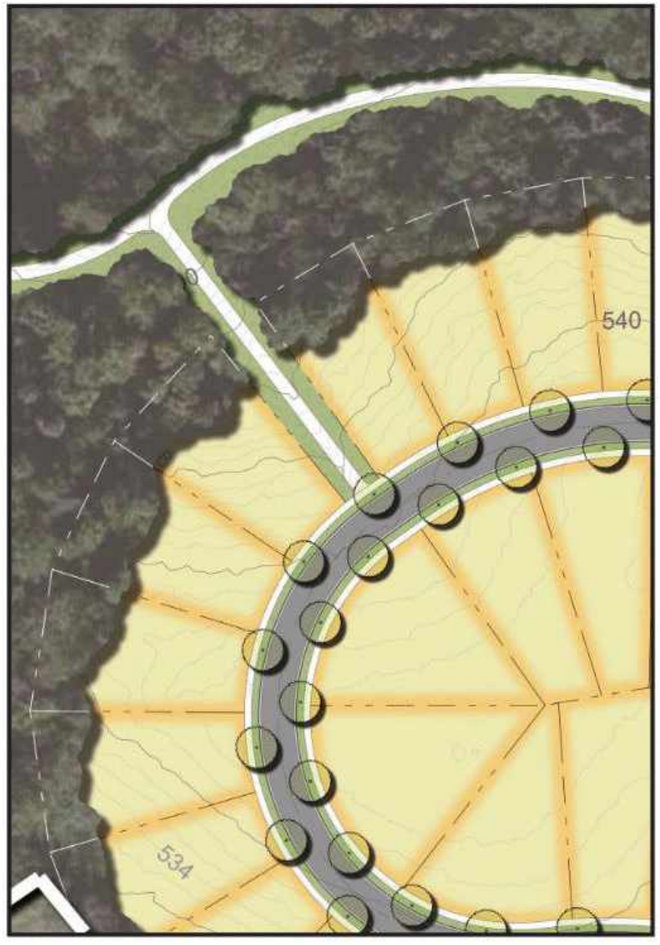
REFINED CONCEPT LAYOUT

Balanced Use Layout

The second refined concept maintains much of the look of the first concept, as the commercial areas, along with the single family residential area, remain largely the same. This layout varies in the fact that it has omitted a portion of the mixed-use areas. In their place, multi-family housing has been increased by expanding the number of town-homes as well as incorporating patio homes **(7)** to achieve a variety of home options and higher density.

REFINED CONCEPT LAYOUT

FINAL MASTER PLAN



1. Fast Casual Restaurant
2. General Retail Store
3. Coffee Shop / Boutique Retail Store
4. Mixed-Use (Residential & Retail)
5. Casual-dining Restaurant
6. Hotel
7. Office/Retail Outlet/ Grocery/Institutional
8. Town Homes/Condo/Apartments
9. Single Family Residential Lots

FINAL MASTER PLAN LAYOUT

Final Master Plan Layout

The refined concept layouts was presented to representatives for the Town of Utica, and their comments and input were utilized to further refine the design into a Final Master Plan Layout and Land Use Plan.

This plan still retains the basic layout of the prior concepts, with a couple minor changes. Buildings along the central green space corridor were reoriented to place the buildings on the green space, while moving the associated parking away, thus providing a more defined corridor that provides direct access to the local residents of the buildings. Additionally, more single family residential lots were incorporated along the southeastern property line to create a better transition from the development to the existing adjacent residential areas.

The plan also begins to explore potential uses for the different buildings, which is further explained below. Incorporating these potential uses helps to better characterize the potential this development can have to be a vibrant and diverse community.

Site Data

Overall Site Area ..... 5,768,775 SF, or 132+/- Acres

Developed Area ..... 4,051,100 SF, or 93+/- Acres
- Commercial Gateway ..... 63,000 SF to 314,200 SF
- Community Business ..... 100,000 SF to 340,800 SF
- High Density Mixed-Use ..... 139,500 SF to 279,000 SF
- Community Mixed-Use ..... 54,800 SF to 109,600 SF
- Single-Family Residential ..... (76) 1/4+/- Ac. Lots
- High-Density Residential ..... 70 to 140 Units

Remaining Open Space ..... 1,716,100 SF, or 39+/- Acres
- Dedicated Multi-use Path ..... Approx. 1 mile
- Overall Loop (w/ expressway path) ..... Approx. 2 miles

Legend

Commercial Gateway
353,286 SF
10% of total
1-6 Levels

Community Business
613,085 SF
6% of total
1-6 Levels

High Density Mixed-Use
928,783 SF
16% of total
1-2 Levels

Community Mixed-Use Center
552,809 SF
16% of total
1-2 Levels

Single-Family Residential
1,226,012 SF
21% of total
2.7 DU/Acre 1-2 Levels

High Density Residential
378,711 SF
6% of total
2.8 DU/Acre 2-3 Levels

Green Space
1,716,110 SF
24% of total
1 Level

LAND USE PLAN

Commercial Gateway

This area is dedicated to commercial/retail fronting Old Salem Rd. Commercial and retail can be multi-story, encouraging density and a multitude of services for local residence, employees of the area, and visitors. Design should rotate around creating a gateway into the Town of Utica by utilizing performance-based materials, formal landscapes, and trending design concepts. The following are typical uses that would be supported in this district:

- **General and professional office spaces**
- **Small medical office**
- **Food services and restaurants**
- **General retail services**
- **Entertainment venues**
- **Boutique hotels**

Community Business

Located along the I-265 corridor, this district would help support the community and provide a buffer between the expressway and community-oriented spaces. Because of the location against I-265, businesses will have a high visibility rate and may attract passer-byers. With these characteristics in mind, the commercial business should target out-of-towners, but still relate to the community with a hometown feel and quaintness. Design standards should be strictly adhered to in this area to make sure the area does not lose its small-town charm. The following are good uses supported in the district:

- **Larger hotels and boutique hotels**
- **Indoor recreational uses**
- **Food services and restaurants**
- **Larger supply stores and home improvement stores**
- **Schools and universities**
- **General retail stores**

Community Mixed-Use Center

This area should be treated as a transition space, shifting from a commercial corridor to single-family residential lots. The area should be highly designed, creating a pleasant feel for local residence and offering an abundance of green space to break up pavement and buildings. The idea of a live, work, play mentality should reverberate throughout this area, allowing people to have all amenities at their fingertips. The following are typical uses that would be supported in this district:

- **General retail stores**
- **Small food and restaurants stores**
- **Professional offices**
- **Medical offices**
- **Apartments (1-3 rooms) upper levels only – no apartment complexes.**
- **Small theaters**
- **Childcare/daycare and nursing homes**

High Density Mixed-Use

Adjacent to the gateway zone and located along Old Salem Road, this district should continue to have retail to support the community and employees of the area. In addition, to support the River Ridge Commerce Center, apartments and professional services should be placed on upper levels of multi-story buildings. The area should be well connected to surrounding residences by utilizing multi-use trails and pedestrian friendly roadway design. The following are typical uses that would be supported in this district:

- **Boutique and local flare restaurants**
- **Local merchant stores**
- **Professional and medical services**
- **Grocery stores**
- **Apartments (1-3 rooms) upper levels only – no apartment complexes.**
- **Childcare/daycare and nursing homes**

Single-family Residential

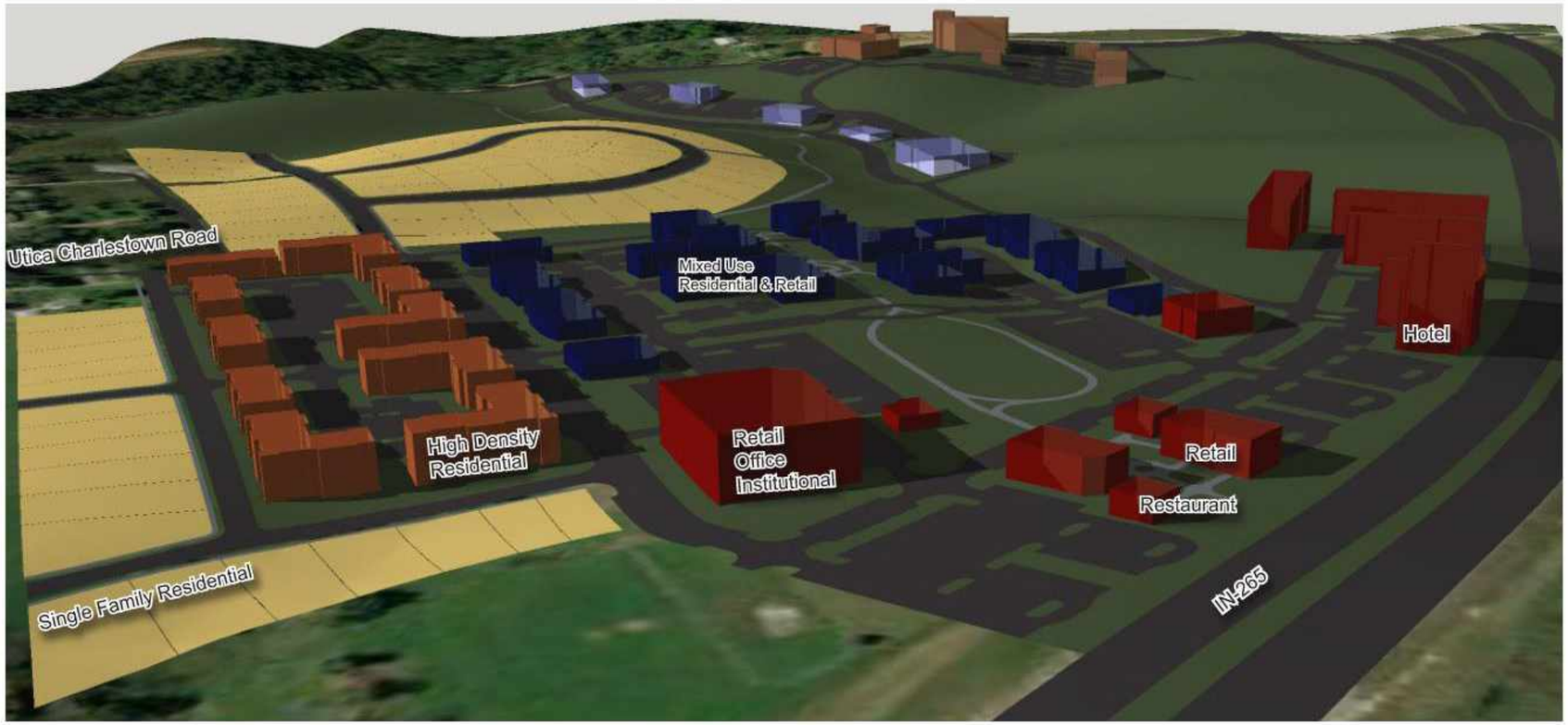
The single-family home district is geared to those who like smaller lot sizes within proximity to retail, services, and restaurants. This district should be well connected to the area utilizing multi-use trails and pedestrian friendly roadways. Because of the smaller lots, public green space should be incorporated in proximity to the homes. This district should be a mixed-income style of living, with a wide range of home prices to encourages a diversity in socioeconomic classes and a healthy community. Some good examples are:

- **Patio homes**
- **Bungalow/Cottages**
- **Urban Houses**

High Density Residential

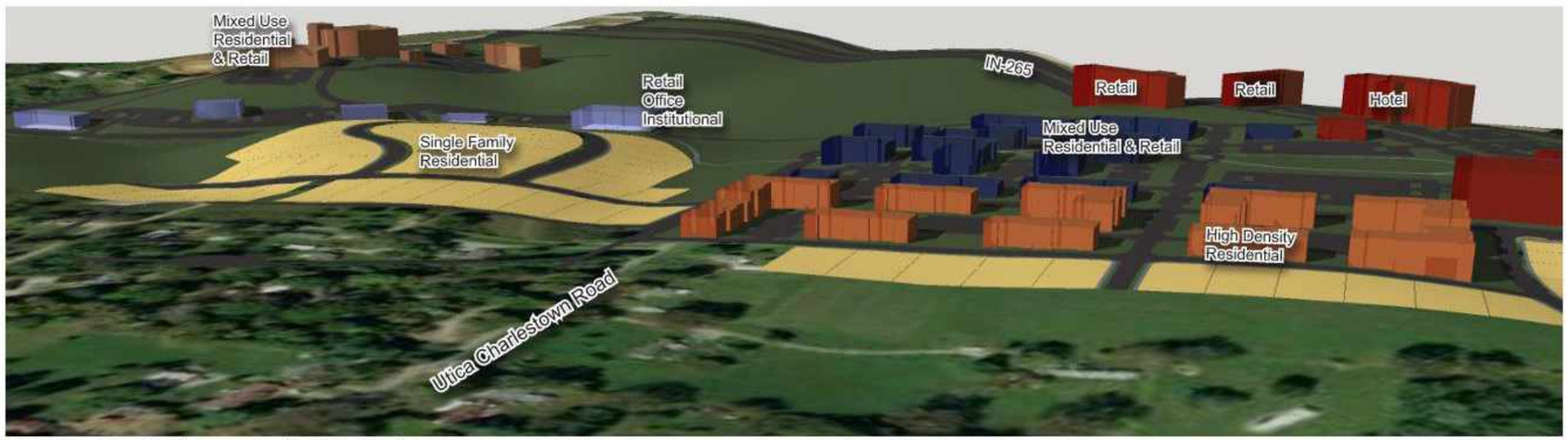
Transition further away from commercial spaces, this area should be used for high density residential homes. These homes would be geared toward empty-nesters, retirees, down-sizing families and singles. The homes should be designed with quality material and trending layouts. The following are typical uses that would be supported in this district:

- **Town-homes**
- **Duplexes**
- **Condominiums**
- **Co-op**



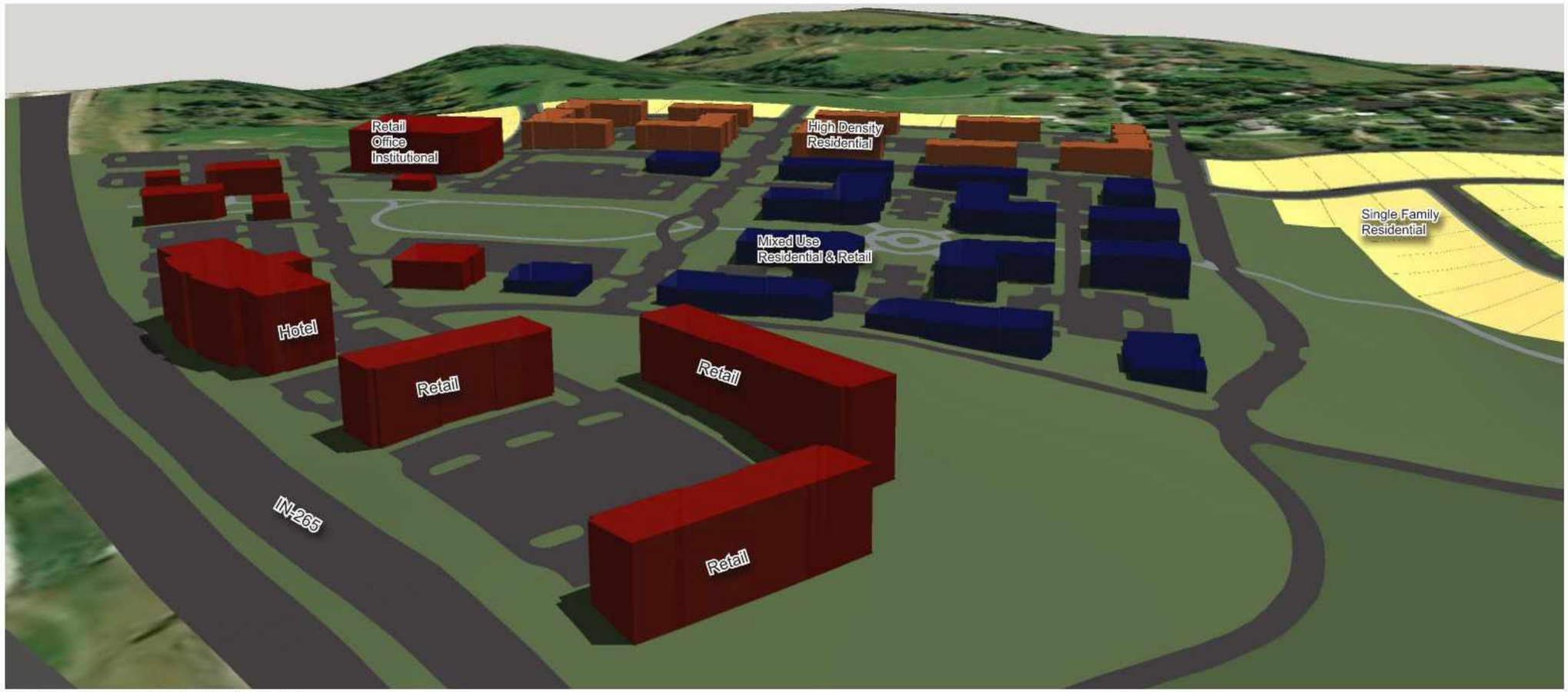
View from Interstate 265, looking West.

View from Old Salem Road, looking Northeast.

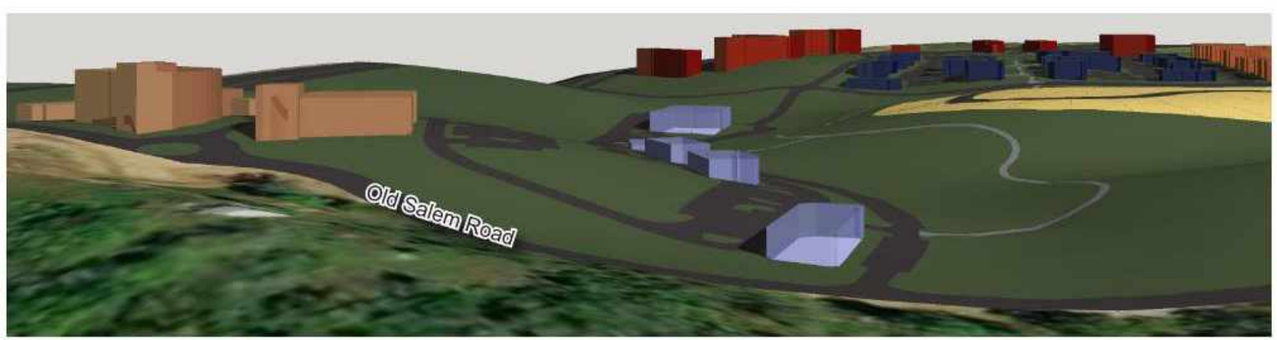


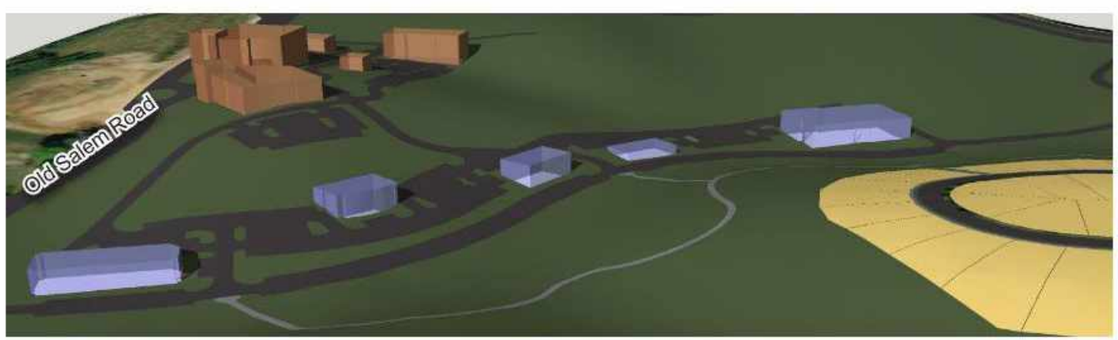
View from Utica Charlestown Road, looking North.

MASSING MODEL



View from Interstate 265, looking Southeast.



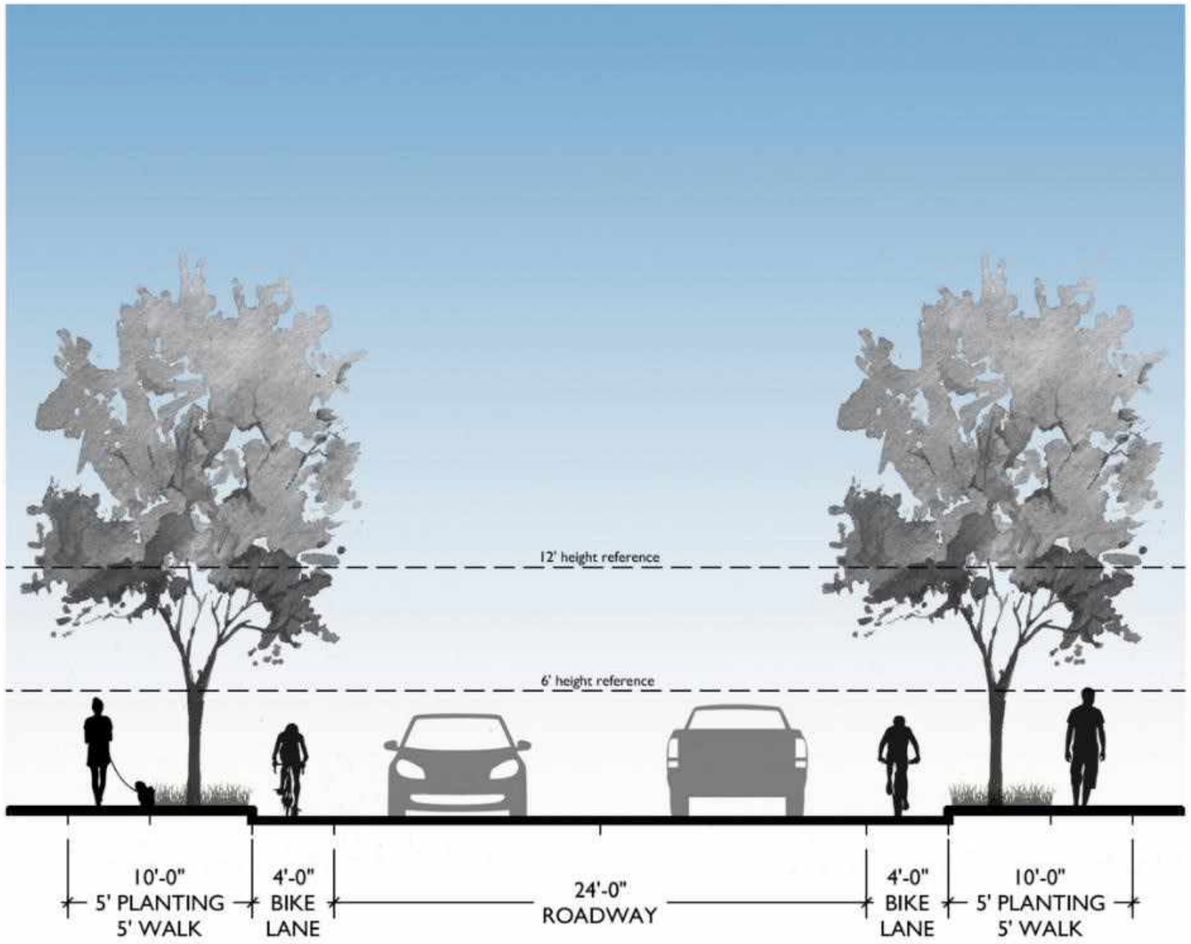


MASSING MODEL

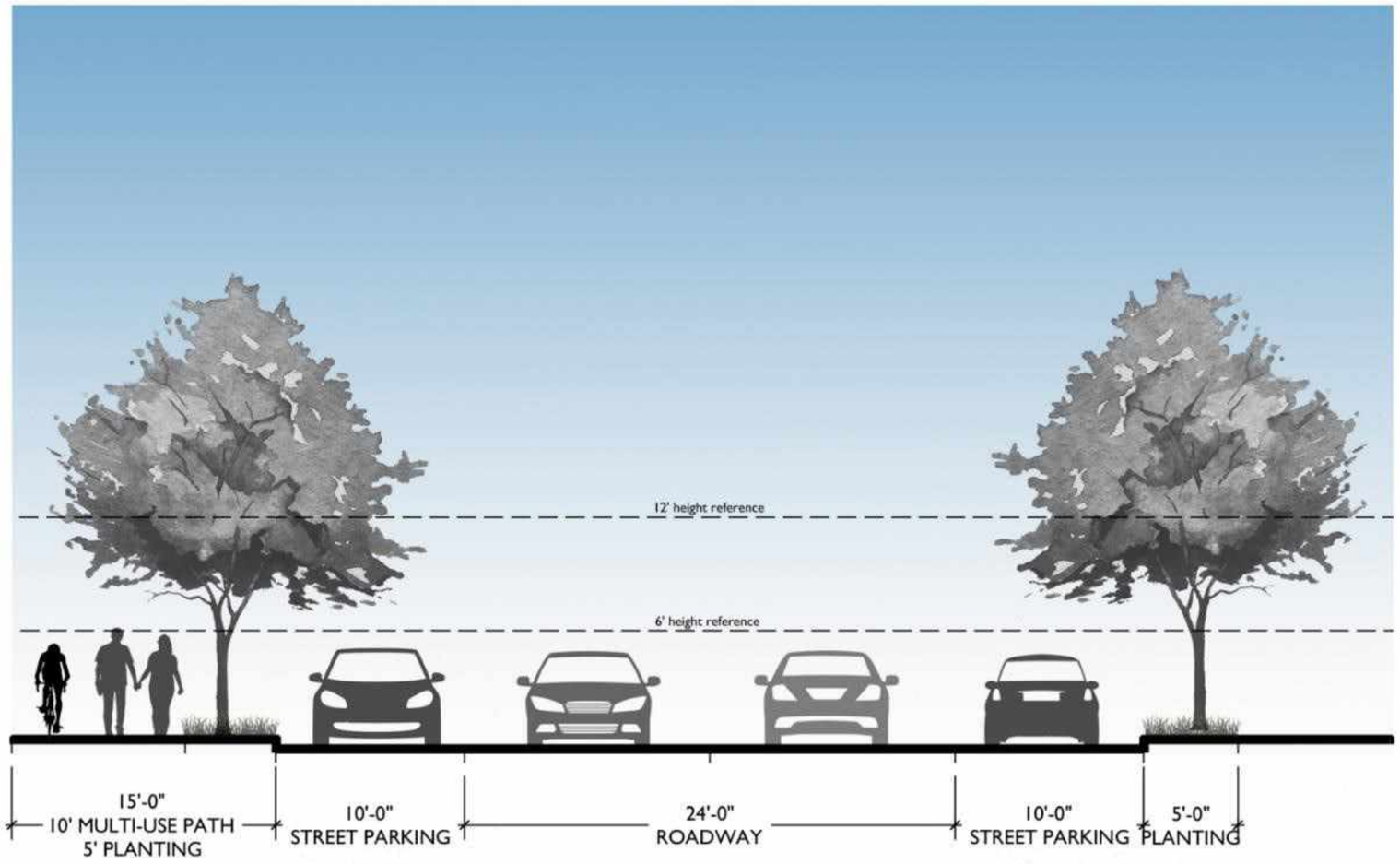
Street with Dedicated Bike Lanes

All streets within the development should observe a minimum pavement width of 24 feet to accommodate two-way drive aisles, as shown here. Some streets should be earmarked to provide an additional 8 feet to accommodate dedicated 4 foot bike lanes on either side of traffic. These dedicated lanes will be marked with appropriate pavement striping to clearly separate bike traffic from vehicular traffic, thus improving safety for the cyclists.

Pedestrian walkways will be offset from the roadway by a 5 foot planting area, which will accommodate a variety of trees, grass, and other plant material to increase the appeal of the streetscape.



TYPICAL STREET SECTIONS



Standard Street

All streets within the development should observe a minimum pavement width of 24 feet to accommodate two-way drive aisles, as shown here.

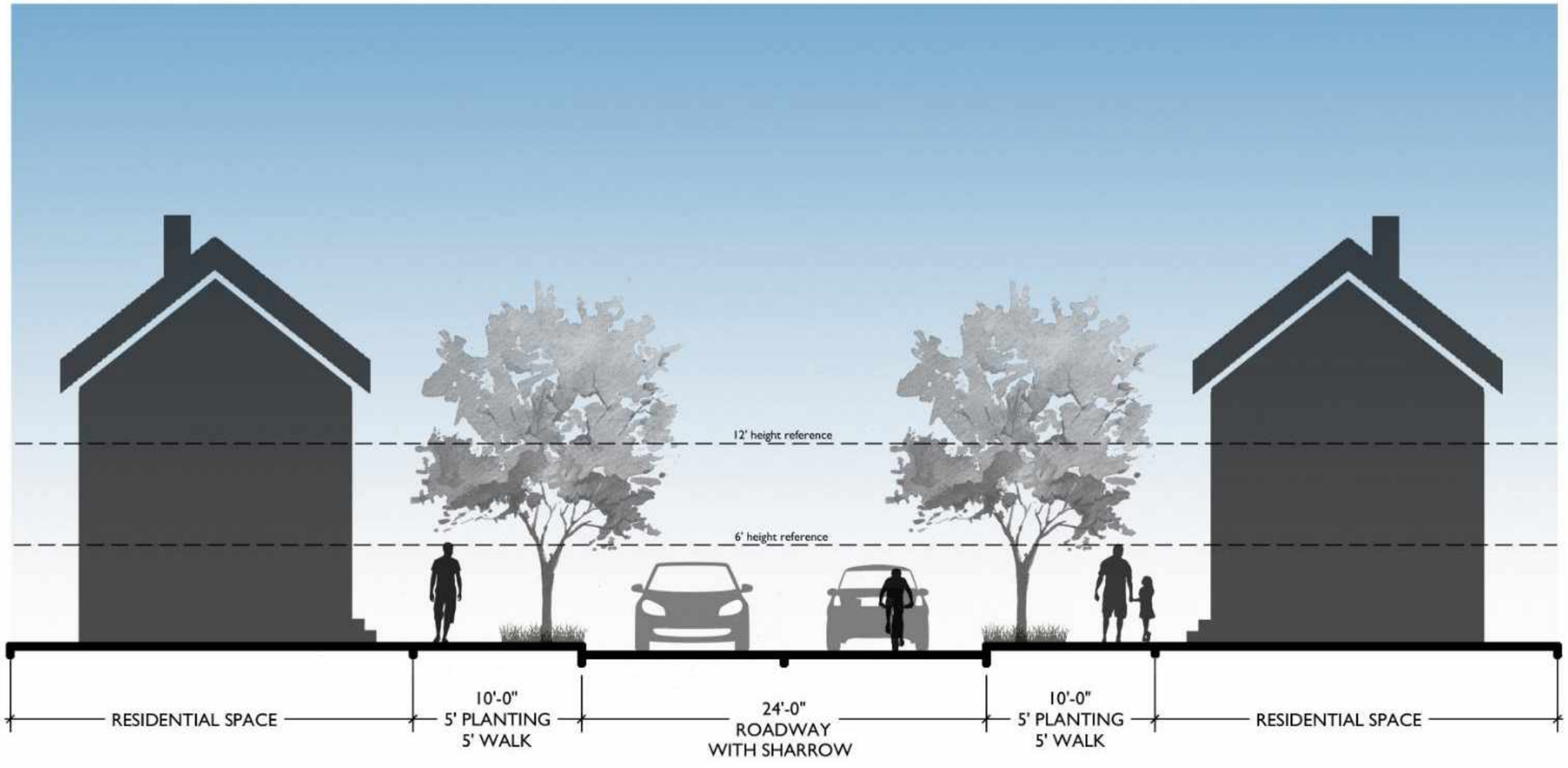
Standard Streets should also provide an extra 20 feet of pavement to accommodate parallel parking on both sides of the streets. The parallel parking stalls should be interrupted at regular intervals to accommodate additional planting spaces as well as pedestrian crossing opportunities, where appropriate.

Pedestrian walkways will be offset from the roadway by a 5 foot planting area, which will accommodate a variety of trees, grass, and other plant material to increase the appeal of the streetscape. At least one side of the street shall provide enough room to include a 10 foot multi-use path. This path will provide more room and safety to cyclists by removing them from vehicular interaction completely.

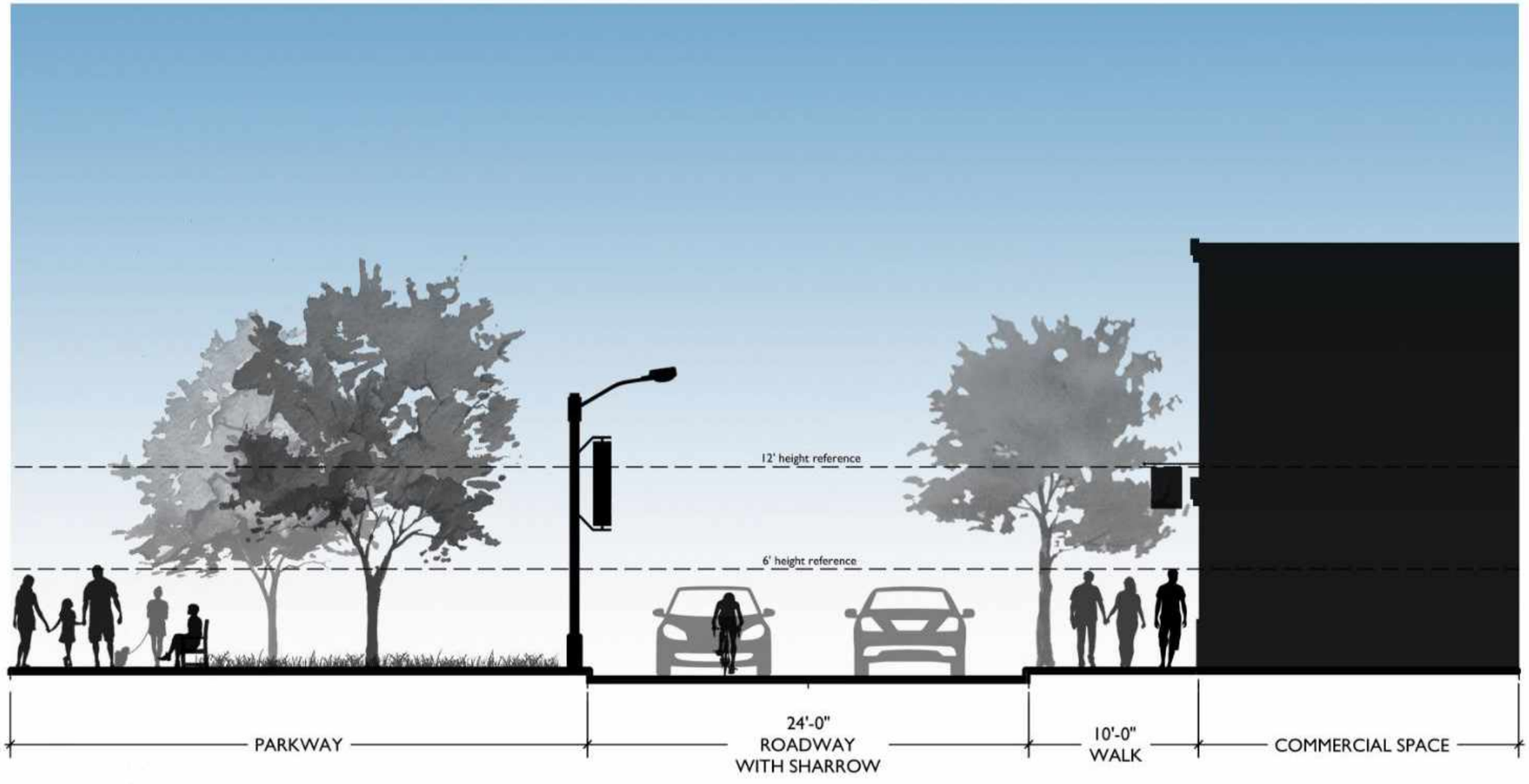
Residential Street

All streets within the development should observe a minimum pavement width of 24 feet to accommodate two-way drive aisles, as shown here. Streets in this scenario shall also be marked to denote that lanes will be shared with cyclists.

Pedestrian walkways will be offset from the roadway by a 5 foot planting area, which will accommodate a variety of trees, grass, and other plant material to increase the appeal of the streetscape.



TYPICAL STREET SECTIONS



Street Adjacent to Park Space

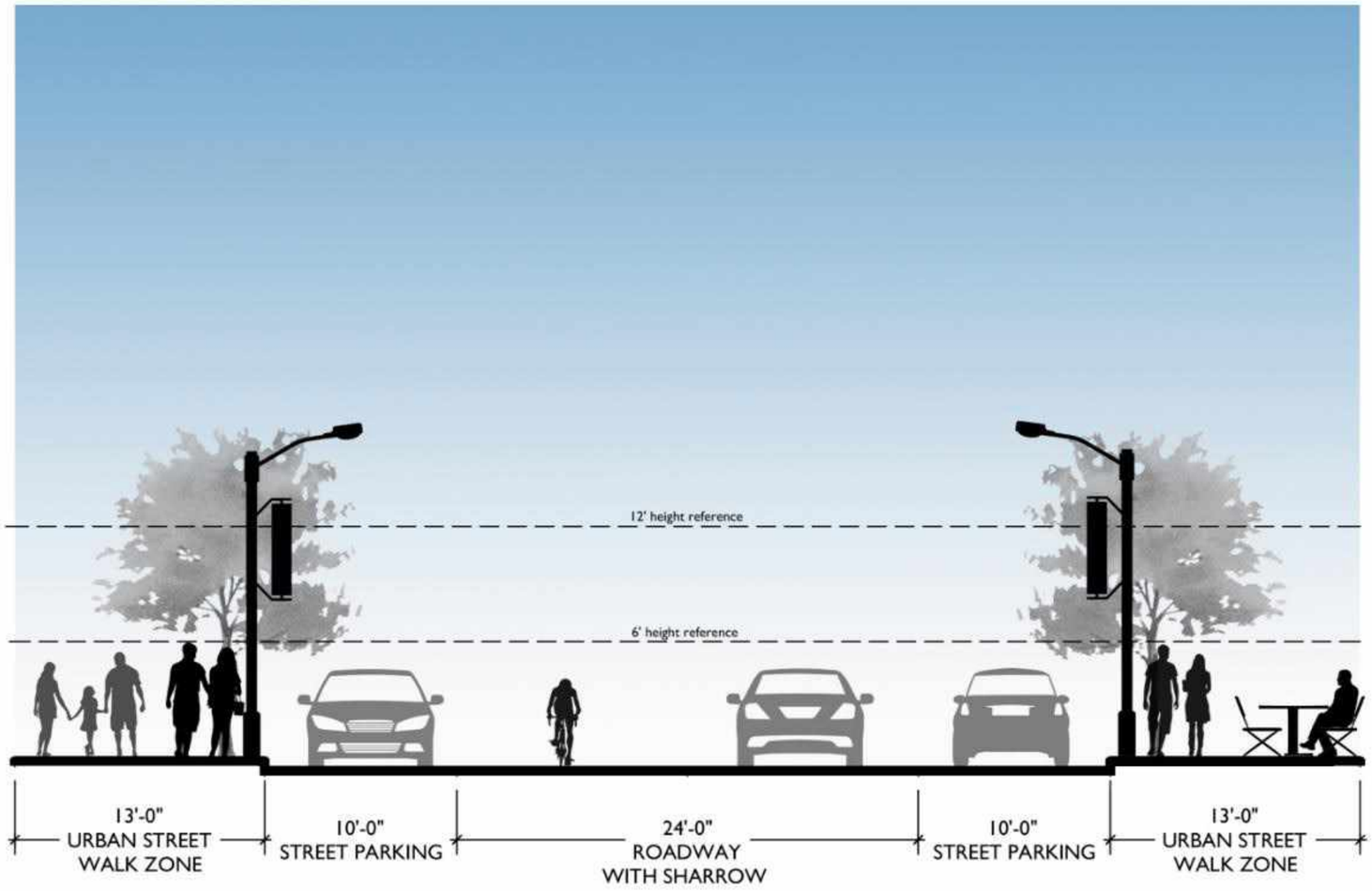
All streets within the development should observe a minimum pavement width of 24 feet to accommodate two-way drive aisles, as shown here. Streets in this scenario shall also be marked to denote that lanes will be shared with cyclists.

Streets adjacent to park space will likely have varying distances to pedestrian paths, as the paths will be meandering through natural spaces. Plant material should be provided to create an adequate buffer between these paths and the streets. This buffer will serve several functions:

- Provides scenic views for vehicular traffic
- Provides safety for pedestrians
- Provides viewsheds from the pathway to buildings and other designed areas of interest.

Additionally, lighting should be implemented to provide more character to the streetscape as well as improve visibility and safety for evening activities.

TYPICAL STREET SECTIONS



Urban Center Street

All streets within the development should observe a minimum pavement width of 24 feet to accommodate two-way drive aisles, as shown here. Streets in this scenario shall also be marked to denote that lanes will be shared with cyclists.

Urban Center streets should also provide an extra 20 feet of pavement to accommodate parallel parking on both sides of the streets. The parallel parking stalls should be interrupted at regular intervals to accommodate additional planting spaces as well as pedestrian crossing opportunities, where appropriate.

Lighting should be incorporated to provide more character to the streetscape as well improve visibility and safety for evening activities.

The Urban Street walk zones shall be wider than typical street pedestrian zones to be able to accommodate several activities and streetscape elements, such as:

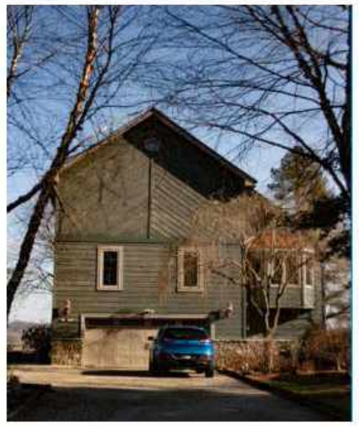
- Ample walking room
- Sitting opportunities for rest and dining opportunities
- Lighting
- Street trees
- Trash receptacles

Introduction

The site design guidelines will be a tool for developers to use to create a well balanced outdoor realm, which is the place where all pedestrian and vehicular activity interact. It will be important, while developing these spaces, to create a site which is user-friendly, safe, aesthetically pleasing, environmentally responsible, and have a variety of materials to encounter.

The site design guidelines is divided into five sections - Roadway Design, Sustainable Site Design, Landscape Design, Parking Design, and Signage Design, and Architectural Guidelines. These sections will discuss proper development of the site according to the vision of Utica Ridge.

Contents



Roadway Design Guidelines

Lighting

Appropriate lighting is a vital design feature that helps create character, ambiance, and vibrancy in a community. It allows people to take advantage of spaces at both day and night, and will play an important role to make the different spaces successful.

However, the first and most important role of lighting would be to facilitate safety. A well designed lighting plan will create a safe, accessible environment at night and allow people to enjoy what the space has to offer.

Addtiionally, lighting can help contribute to space diversity. A space can be used for one activity during the daytime and then help create a completely different situation at night.

Of course, the types of lighting utilized will vary, depending on the need they will serve. The site will require several types of lights and all be energy efficient for a more sustainable environment.

Types of Roadway Lighting

Lighting on roadways for Utica Ridge will be divided into three main categories, depending on the needs of the space/road: Vehicular-Oriented Illuminations, Pedestrian-Oriented Illuminations, and Accent Lighting.

The following columns demonstrate luminary examples which should be considered while developing the site. The governing authority will have final determination on what can be installed on-site.

Vehicular-Oriented Illuminations

The primary purpose of vehicular oriented lighting is to illuminate the roadway so vehicles and pedestrians can be aware of their surroundings. There are many designs which can all be used for the same purpose. The following are examples which should be considered to be implemented at Utica Ridge.

Lighting in residential areas may only need to be on one side of the roadway to help reduce light pollution around homes.

LED lights can be distracting to drivers if they are too intense, and lighting levels should be between 7-13 Lux on major roads to be considered safe.

Lights that are down lit and/or utilizing shields help to reduce glare and light pollution. These are preferred instead of typical acorn light fixtures.

Pedestrian-Oriented Illuminations

Pedestrian lighting on roadways can be the same as vehicular light poles, or they can be oriented closer to the ground in the form of a bollard. The design should focus on lighting the pathways which pedestrians travel along for safety and security. The following are examples of pedestrian lights to be considered for Utica Ridge.

Bollard Lighting should be implemented on pedestrian pathways to help illuminate pathway impediments as well as what is ahead.

String lighting can be implemented in spaces that are not only pedestrian pathways but also congregation points, such as plazas.

Utilizing string lights around buildings and plaza spaces both creates character as well as provides safety.

Accent Lighting

Accent lighting can illuminate signage, landscape, public art, or anything which needs special attention. These lighting features are considered additional costs, and do not need to be implemented into the design, but are encouraged, as they contribute to the success of spaces by creating a favorable ambiance at night.

Properly placed lighting can function as pedestrian lighting as well as accent lighting.

Accent lighting on landscape should be utilized to create emphasis on public spaces at night.

Accent lighting is encouraged on larger commercial buildings as well as unique buildings to make the space feel more lively at night.

Roadway Design Guidelines

Pedestrian Safety

In many cases, successful plublic spaces provide meaningful access for vehicular and pedestrian pedestrian traffic flow. And rightly so, pedestrian safety must be a focal feature in the design of every streetscape design. It will be necessary to incorporate specific, required elements into the design of the streetscapes to create safe pedestrian zones along the roadway. Elements, such as clear site lines for cars, good lighting for night time activity, and proper signage are proper guidelines to follow when designing the streets for pedestrian and vehicle cohabitation.

The following examples illustrate the means and methods for creating safe, pedestrian-oriented development through intentional design standards that are recognized in many urban developments today.

Scale

Road diets are a current trend in many cities and towns, and utilize minimal lane widths to help slow traffic and provide extra space for multi-use paths or bicycle lanes.

Sidewalk Design

Sidewalks should be created in a way that stimulates circulation in a development. Walkways should include amenities such as landscaping, seating, lighting, and protective barriers. Areas with slower traffic could consider utilizing bollards, instead of curbing, to help provide connectivity between the vehicular and pedestrian realms.

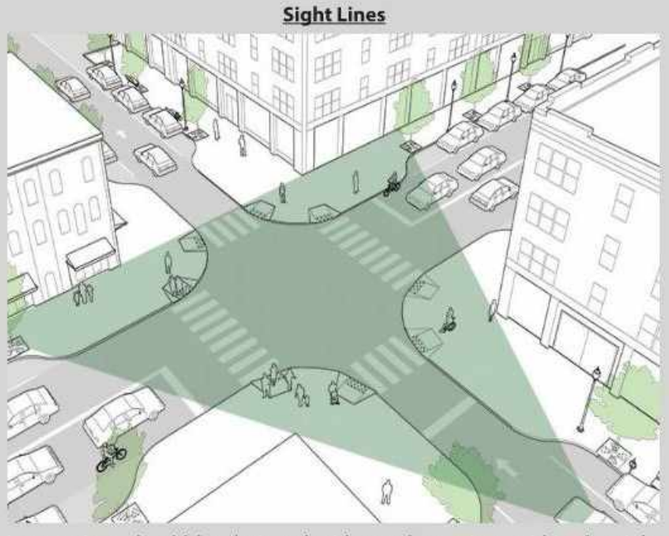
Security

Public spaces should be designed to include elements, such as pedestrian ways, pleasing landscapes, accessible open spaces, and mixed-use facilities, that facilitate a secure feeling for the user. The best way to maintain a secure feeling is to maintain high visibility within and between spaces and minimize isolated spaces where crime could occur. Additionally, multi-modal transportation access can contibute to the vitality of a space, thus improving the sense of security.

Street Crossings

Street crossings should be at least 8'-0" wide and clearly demarcated in order to allow for multiple people to cross at one time, from opposite directions. Further attention can be drawn to the crosswalk by implementing lighting and other signage elements, thus limiting vehicular interactions. Crosswalks should also incorporate digital walk signs to notify pedestrians of the correct time to cross, and may include sound systems to accommodate citizens with impaired vision.

Sight Lines



Intersections should be designed with no obstructions within the sight triangle to preserve sight lines of drivers as well as pedestrians. This allows for all users of the intersection to be watchful and see potential conflicts before they happen. Bump-outs can also be incorporated to create a more compact intersection, which widens sight lines and allows for much safer conditions.

Roadway Design Guidelines

Traffic Calming Measures

Within a development such as Utica Ridge, pedestrian interaction with vehicular traffic is inevitable. Therefore, pedestrian crossings will need to be strategically placed around Utica Ridge to limit these interactions and create areas of safety for individuals to cross the roadway without feeling threatened by oncoming traffic.

In order for these crossing to function successfully, traffic calming measure should be implemented to slow cars down and make the driver more alert when traveling down the road. There are several ways to incorporate this into a site, they are as follows:

Speed Bumps
These small bumps or humps are obstacles placed at predetermined intervals for vehicles to drive over and slow their speed. They are relatively inexpensive and can be very efficient for slowing travel speeds. However, they do cause a rough driving experience and are not as aesthetically pleasing as other traffic calming methods.

Raised Crosswalks
This method elevates pedestrians and makes them more visible to drivers. They can be inexpensive and, if designed properly, can offer a nice aesthetic to the site. A drawback to this method is that the raised surface may cause drainage issues and should be designed accordingly.

Textured Pavement
This device includes the use of stamped textures, bricks and cobble stones to be installed in the pavement, which creates a variable surface that provide a tactile (and sometimes audible) warning for drivers. While these materials provide visual emphasis at pedestrian crossings, they can also be costly and may be a tougher to traverse for wheelchairs.

Traffic Circles & Roundabouts
These devices provides an effective way to monitor and improve safety by having vehicles maneuver around raised, circular islands at intersections. They are useful in high traffic areas or in neighborhoods where traffic is not a major concern over pedestrian safety, and can be implemented with vegetation or focal elements, like art pieces, to create an interesting streetscape. The caveat is that roundabouts and traffic circles can make it difficult for large vehicles to maneuver and generally take up more room than a typical intersection.

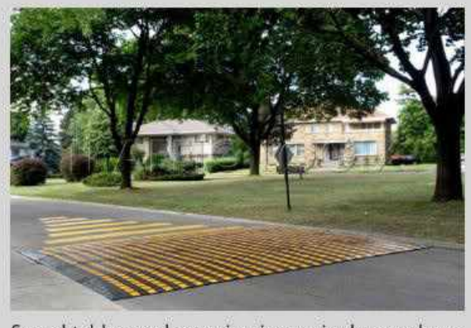
Bump-outs
This element involves extending curbs at intersections, or at mid block, to create more narrow streets, thus increasing a driver's view of pedestrians at crossings while also causing drivers to instinctively slow down due to the narrow space. Pedestrian circulation is also improved by narrowing the street crossing distance. Addtionally, bump-outs can still be maneuvered by larger vehicles. However, this element reduces on-street parking and require bicyclists to merge with vehicular traffic temporarily.

Fluctuating Road Alignment
This method can occur at an intersection or mid block, and involves the roadway transitioning from a straightaway to a curved section by re-aligning the curbing, thus creating slow-down points for vehicles. Ultimately this facilitates slower traffic, better driver awareness, and can be easily negotiated by larger vehicles. This system needs to be planned for proper drainage to avoid water pooling, and appropriate right-of-way and on-street parking needs should be taken into account.

Speed Bumps and Tables

Speed bumps are very affective at slowing traffic on roadways that have major issues with speed.

Speed bumps can be installed to pre-existing roadways.



Speed tables are becoming increasingly popular as methods of traffic calming in residential areas, as they are much larger and have a more intense slope, thus greatly reducing speeds.

Raised Crosswalks and Textured Pavement

Major intersections with crosswalks should be raised to help grab the attention of the driver and make crossing much safer.

Design techniques such as this can be implemented at crosswalks to make drivers look twice and force them to pay attention.

Textured, colorful pavement forces drivers to be more aware of their surroundings and creates a safer crosswalk.

Roundabouts and Curb Alignment

Roundabouts or traffic circles keeps the flow of traffic moving consistently while also adding visual interest. Sinage for these needs to be very clear.

Bump-outs extend the curb outward in order to narrow the street and make drivers pay more attention while also placing pedestrians more in their line of sight.

Traffic islands adjust the alignment of the curb forcing drivers to turn the car slightly and pay more attention. These should incorporate vegetation to add visual appeal.

Roadway Design Guidelines

Artistic Value and Pedestrian Spaces

The roadway's literal function is to transport people from one destination to another, and vehicles, bicyclists, and pedestrians travel along these pathways every hour of every day for work, leisure, and exercise. During the design process of the roadway, emphasis is focused on materials selection, lighting, safety, signage, and accommodations for the different modes of travel. These design considerations, compiled together, create a cohesive streetscape.

An additional function of the streetscape design is to create uniform, interesting spaces along the pathways of travel. By designing a compelling streetscape, people living in the area will be encouraged to get out and walk around to experience the space. This can be accomplished by the use of throughful landscape design; placement of seating areas, walls, art pieces, buildings, and signage; and use of interesting pavement patterns and surfaces. If done correctly, these streetscapes can all be wonderful additions to public spaces and can create a areas that not only encourage pedestrian traffic, but also pedestrian interaction as well. Utica Ridge should incorporate these design features into the site as a way to seamlessly interconnect existing pathways outside of the site to new ones created on-site.

The following pictures and descriptions demonstrate interesting design features found in roadway designs to create a cohesive streetscape, and should be considered for Utica Ridge.

Pavement

This streetscape uses concrete pavement with a decorative scoring pattern as well as brick pavers within the right-of-way to create a subtle, but affective, hierarchy between the street and pedestrian zone. Sidewalks are wide enough to incorporate street trees and low lying shrubs. Plant beds and granite curbs are additional details that help separate this streetscape from others, making it feel like a unique place.

Seating

Sidewalks in Utica Ridge's commercial and mixed-use areas should be wide enough to not only allow for pedestrians to move freely, but should also create space similar to what is illustrated above. Small, light furniture that can be moved easily is ideal for public seating in order to allow for groups of people to make a larger table, or allow a couple sit on their own without taking up a larger table, This will also facilitate pedestrian interaction and bring people together in a common space.

Landscaping

Landscaping on streets provides environmental benefits, shade for sitting, and a means to soften the surrounding hardscape. Landscaping can be used to separate the street from the sidewalk or in the middle of a roadway to create a boulevard, as seen above. Raising landscaping and planters to above ground level gives individuality to a streetscape as well as serving as a pedestrian safety measure and creating places to sit along the roadway.

Art

Creating a distinct sense of place within an area is essential to its success as a place. Through the use of parklet spaces, Utica Ridge can foster this sense of place and develop its own feeling of uniqueness. In the image above, designers created a sleek, modern, and interesting piece of furniture that allows for numerous seating options, whether as indiviuals or groups, all within a street parking space.

Sustainable Site Design Guidelines

Sustainable Site Design

Utica Ridge has the potential to become a new and innovative site experience, and will incorporate an old world feel with new contemporary materials and ideas. New buildings will use modern form and materials to distinguish themselves from the existing character, and will also be efficient to lessen energy demands. Streetscapes, parks, and plazas will be the heart of the site, creating a metropolis of people, places and events.

This site must develop around these ideals, and at the same time, look to the future. This will happen by incorporating sustainable site design standards into the new built environment. Site sustainability can be overlooked during the development, as buildings generally become the focal point for sustainability, and site design gets disregarded because of cost constraints or lack of knowledge. This section of the site design guidelines will breakdown site sustainability and how it may be incorporated into Utica Ridge.

Applications for Sustainable Site Design

There are several aspects of site design which can incorporate sustainable practices, such as planting trees to act as windbreaks for neighboring homes; utilizing bioretention zones to improve water quality of the underground aquifers; and managing stormwater to reduce/prevent flooding for neighboring towns and cities. Implementing some of these practices will allow the site to meet the needs of the present while protecting the environment for the future. Furthermore, these design principles will not only benefit this project area, but surrounding ecosystems as well.

The practice of site sustainability will be divided and discussed in the following sections:

- **Assessment and Planning**
- **Water Management**
- **Soil and Vegetation**
- **Material Selection**
- **Site Utilization and Application**
- **Construction Process**
- **Site Maintenance**

Planning and Assessment

In beginning a new project with regards to sustainable design, the site must be carefully analyzed to accurately portray opportunities for sustainable practice. And based on the initial site analysis, the designers may make informed decisions about site design, construction, operation, and maintenance. As shown below, the analysis process can be broken down into two sections for design preparation.

ASSESSMENT

The assessment of the site will be crucial to determine existing features which could threaten, or improve, the design. The following characteristics should be assessed on site for best use of the land:

- **Climate**: refers to site conditions which will affect building placement and landscape design, such as noise, wind direction, sun exposures, slope of the land, rainfall amount per year, temperature ranges throughout the year, and any other climate related issues which may affect the design of the site.
- **Hydrology:** refers to existing hydrologic features, located in and around the site, that may impact the site's build-out potential. These features, such as the natural floodplain; existing wetlands; soil porosity; existing streams and rivers; and existing stormwater drainage systems need to be considered during the design process and identified before design.
- **Soils:** refers to existing soil characteristics, such as quantity of organic matter; depth for types of soils; textures; densities; and infiltration rates. Determining existing soil characteristics will be important to determine how to design the site, such as proper building placement and stormwater control. Soils should be analyzed by a geotechnical engineer wo can help the designers understand types of soils found on site so critical design decisions can be made.
- **Vegetation**: refers to existing vegetation and vegetative potentials and constraints on site. he Existing vegetations can be analyzed to determine several factors, such as if certain trees/plants can be preserved, or if certain trees/plants are invasive species which could threaten the area. This would also be a time to determine types of plant species which can be introduced to the site for low maintenance as well as the ability to thrive.
- **Materials on Site**: refers to existing elements on-site, such as non-plant landscape materials, roads, structures, parking lots, pathways, city utilities, debris, and any other material that may be used or recycled in the design of the site.
- **Uses for the Site**: refers to determining the best uses for the site based on surrounding land uses and zoning. This requires an understanding of what amenities are located within the quarter and half mile walking routes from the site to best plan the design solution. Certain amenities, such as regionally-significant historic and/or landscape features , can be utilized to enhance interest by creating opportunistic views, experiences, and leisure areas in the site.

PLANNING

After assessment of the site, planning can now begin to find the highest and best use for the site. There are many factors during this process that are crucial to make sure the finished development is a success. Of note, the following should be considered during this process:

- **Find Local Experts:** Consult with local experts and community members to evaluate the data collected in the assessment tdetermine best use of the land. The local authorities will guide the design team to important features for design consideration.
- **Create a Design Team:** Assemble a multi-disciplinary team of professionals to help achieve the desired goals/design of the site. At a minimum, this team should be made up of the client/owner, design professionals, an experienced construction crew, and a maintenance crew. This team will use its experiance and resources implement a proper design to enhance the site as well as the surrounding area.
- **Define Goals and Objectives for a Sustainable Site Design:** Goals and objectives should be outlined by the design team. The final design of the site can be scrutinzied against these ideas to assure the desired end goals has been achieved. The goals and objectives can be both short and long term goals for creating a sustainable site.
- **Site Users:** Identify the stakeholders and potential users of the site to better determine its best use. During the design process, site users should be able to contribute to the initial design goals and principles for input on the final implemented features seen on-site.
- **Construction Oversight:** Allow the design professionals to be involved during the construction process to make sure the sustainable features have been installed correctly. The design professionals should review drawings and specifications which will be implemented on site, and attend progress meetings to convey the goals and objectives set forth in the design process.

Water Management

The site should be designed with sustainable water management practices in mind to reduce the amount of potable water used on landscaping; recharge underground aquifers; reduce the flow of surface water to streams and rivers; naturally treat stormwater runoff; recycle grey water; and prevent flooding through detention.

The following pictures and descriptions demonstrate examples that can be used for sustainable water management practice:

Bio-swales to filter water and recharge underground aquifers.

Permeable pavers reduces stormwater runoff rate and recharge aquifers.

Water cisterns capture rainwater to reuse on irrigation or as grey water.

Retention ponds will reduce the flow of stormwater and filter out pollutants.

Sustainable Site Design Guidelines

Soil and Vegetation

Requiring the site to maintain good soil and vegetative qualities will improve the balance between the built and natural environments. The built environment tends to add harsh chemicals and impenetrable surfaces to the site. However, by creating pockets of natural areas and/or preserving existing natural environments, the built environment can be softened and strike a balance. Additionally, incorporating native landscape species will help block winds, absorb chemicals in the air, and filter sediments from stormwater runoff.

The following are some principles to implement when developing the site in order to preserve the natural soils and vegetation:

Soil Preservation

- Set up soil disturbance boundaries for protecting landforms, rich soil deposits, and wetlands.
- Limit the disturbance of healthy soils to protect important properties such as structure, hydrology, and rich nutrients stored in the soil.
- Top soil found on-site should be stored during construction, and then used in planting zones to promote good growth.
- Brownfield sites should be treated for all harsh chemicals in the soil, and then monitored both during and after construction.
- Natural wetlands should be preserved, as they are cleansing and storage areas for stormwater runoff.

Vegetative Preservation and Implementation

- Reduce or eliminate the amount of invasive species on site, as they can damage and eliminate native species.
- Use plants appropriate for the site conditions, climate, and design. Use non-invasive species and plants which can grow in the local climate zone.
- Set up non-disturbance areas for mature vegetation that can be saved.
- Use native plant material on site to re-establish a healthy ecosystem.
- Place plant material at strategic locations around the site to reduce energy costs in buildings and the heat island effect.
- Chose plant material with low maintenance and irrigation needs.

Material Selection

It is important to receive and use materials from trusted sources and reduce the amount of waste on site. Designers and contractors should collaborate frequently to make sure the least amount of waste is produced when developing a site. Designers also need to be mindful of local growers and material suppliers in an effort to support local economy and reduce transportation. When designing a sustainable site, the team can follow some of these guidelines to make decisions so that materials used can support the environment:

- Use wood products that are from non-threatened species of trees.
- Re-use existing materials on site, such as road asphalt from existing roads, to avoid the filling of landfills and reduce the amount of waste and transportation.
- Use building materials and products with recycled content. Technology today allows for products to be produced that use recycled material with proven quality.
- Use regional materials to reduce the amount of transportation and promote regionalism.
- Purchase materials and products from suppliers that reduce waste and consumption of natural resources during their production process.

Site Utilization and Application

The site may introduce sustainable features, but only with human activity will it become a successful active environment. Designing spaces which promote human interaction and physical activity will create the link between natural environment and built environment. This connection promotes a healthy ecosystem which can self-sustain over time. To encourage this interaction the following can be implemented:

- Provide social benefits to local community within the site design.
- Promote knowledge of sustainable practice through on-site education features.
- Maintain cultural and historical aspects to both preserve a sense of place and preserve the past.
- Promote site safety and usability.
- Promote healthy physical activity on site through park spaces and trail systems.
- Provide connections to the outdoors and optimize site use.
- Provide outdoor gathering spaces to promote a sense of community.
- Reduce the amount of light pollution without compromising safety measures.

Construction Process

A well conducted construction process becomes key to the successful implementation of sustainable practice. Contractors should relay their installment procedures to design professionals and validate correct implementation on site. Contractors should also be aware of their site boundaries and equipment maneuvering to preserve the natural and built environment outside the construction site. Factors to consider, before and while the site is under construction, are as follows:

- Prevent and minimize the discharge of pollution during construction into receiving waters, storm sewer systems, the atmosphere, and outside the site boundary.
- Restore the site to similar topography before construction. Doing so will not disrupt the natural water sheds for the area.
- Restore soil function to a healthy level to promote a healthy plant life, ecosystem, and water infiltration.
- Promote recycling and re-use programs on site. Direct used materials and waste materials away from landfills.
- Promote a net-zero-waste site.
- Use updated construction equipment for the reduction of air pollutants into the atmosphere.

Site Maintenance

- Develop a plan that outlines objectives and responsibilities for on-site managers to follow.
- Provide areas for recycling of material to both reduce waste in landfills and promote re-use.
- When applicable, design compost areas to utilize for landscaping areas.
- Provide energy efficient lighting and equipment to reduce energy consumption.
- Use electricity from renewable sources, when available.
- Monitor and document sustainable design features on site to make sure they are operating properly and to improve their performance over time.

Landscape Design Guidelines

Landscape Design

Landscape at Utica Ridge will serve several functions. Foundation plantings around buildings will soften hard surfaces; trees will shade people and buildings, thus creating a cooler environment; and long roadways will become planted pathways to get individuals from one place to another, just to name a few.

Utica Ridge should be designed with flourishing trees and shrubs to contribute to the overall master plan and vision which Utica intends. This section will discuss how landscaping at Utica Ridge will be applied to the site design. The different types of landscapeareas that may be inclcuded into the site design are streetscape, foundationplantings for residential and commercial buildings, parks, and plazas. Once designed, an appropriate planting palette should be chosen to vegetate the grounds.

Streetscape Landscaping

Placement of vegetation on the roadway corridors should be well thought out and implemented, and user safety will be the leading design factor in creating a successful streetscape landscape plan. Trees should be trimmed to avoid interaction with overhead power lines, yet should also be limbed up to create clear views for pedestrians and vehicles. Shrubs and perennials can be used to bring a smaller scale along walkways, but shrubs should be low lying so they do not interfere with views or create hiding spots for criminals. Additionally, the placement of vegetation will be important to minimize interference with site triangles while still creating an aesthetically pleasing roadways. Finally vegetation should be placed to implement pockets of shade to reduce heat island effects.

Vegetation chosen for the streetscape should be durable, as well as long lasting, so they can survice harsh environments and reduce overall maintenance. A variety of plant material can be used to minimize impacts by plant disease in addition to creating visual interest.

The following pictures and descriptions demonstrate pleasing scenarios for landscape design along streetscapes.

Street Trees

Street trees should be placed on all roads in Utica Ridge to soften and balance the hardscapes of the commercial uses and higher-density residential areas. Street trees will also work as a way to provide shade, promote a sense of place, and contribute to better environmental sustainability of the area.

Smaller trees placed at even intervals along narrow streets should be limbed up or have upward growing branches.

Smaller Trees can also be placed in large planters to provide additional height and visual interest.

Large trees create a dynamic effect along prominent roadway by creating shade and acting as wind blocks. These trees should be used on wide streets where no power lines are present.

Shrub Planting Beds

Roadways should have a variety of planting material which includes both trees and shrubs. Most often , shrub plantings are placed in beds to help separate vehicular traffic from pedestrians. They are also used to create spaces along streetscapes, or in courtyards, to further delineate activity spaces from pedestrian traffic flow.

Low lying shrubs along streets creates visual interest. Shrub species should be hardy and native to help cope with the harsh environment.

Rain gardens or bio-swales along roadways creates an interesting visual effect and allows for reduced environmental impacts of water on-site.

Plants can be placed in medians or intersections, but must be low to the ground and not affect sight lines. Using native wild-flowers can bring interesting visual affects to the area and keep maintenance costs low.

Planters

It is beneficial to utilize planters to separate pedestrian traffic flow and in areas of heavy user congregation. They can be designed with many different material options to create a distinct look or feel along the roadway.

Simple planters that utilize modern materials are very effective at allowing for multiple places to sit while providing visual appeal.

Planters with a traditional design work well as buffers by separating uses, thus creating a sense of safety wile walking or congregating.

Mixing materials in this space gives a visual cue to the user, effectively showing where to sit and where to walk, thus stimulating circulation.

Landscape Design Guidelines

Residential and Commercial Foundation Plantings

Foundation planting are vital to soften the hard materials found in building design. Stone and metal can be offset with leafy textures and flowering trees and shrubs. Commercial buildings will typically have minimal landscaping due to their close proximity to the roadway in Utica Ridge. Small planting beds or planters can be used around doorways and between windows for visual interest. When additional frontage space is available, landscaping can be increased to include small trees and larger ornamental shrubs.

Foundation plantings for residential buildings found in Utica Ridge should include an array of plant material, ranging from large shade trees to small ornamental perennials. Additionally, spaces can be created to allow for small landscaping zones fronting residential buildings. Doing so will create privacy for the residents while also providing an interesting streetscape.

The following pictures and descriptions are some examples of commercial and residential foundation planting plans.

Commercial Foundation Plantings

Small areas along sidewalks can still be utilized for planting. The line of shrubs works to breaks up the hard lines of the building as well as helps to frame the entrance. Using a plethora of native plant material, flowers, trees, and shrubs adds an intriguing element to an otherwise bland building while also providing many environmental benefits.

Planters, as seen in the picture above, can be wonderful tools to help differentiate the foundation of a building from a large sidewalk. This creates a more intimate feel for patrons while also adding a dynamic visual improvement to the surrounding area by introducing leafy materials in an otherwise very harsh environment.

Residential Foundation Plantings

Ensuring there is space between the sidewalk and residential buildings can help to encourage the use of decorative plantings. Adding small trees, shrubs, and flowers can also help to reduce the scale of dense residential buildings, such as town-homes or apartment buildings, while also giving interesting views from the street.

Adding foundation plantings to areas between residential buildings creates dynamic public spaces for children to play, for people to walk their dogs, and for neighborhood gatherings. The example above shows a space between two apartment building that uses foundation plantings to create a dynamic community space, as opposed to the typical parking lot or through street.

Landscape Design Guidelines

Parks

Park spaces, when designed properly, create retreat areas from the hustle and bustle of city life. The goal of a park to is to seamlessly immerse the user into nature. City parks, whether large or small, can be places for individuals to take their children to run and play, to take a dog on a walk, to exercise, or to sit and people watch. Designing parks needs to be well thought out, and should include spaces such as open grassy areas, sitting spaces, sports recreation areas, shelters, and landscaping zones.

When designing for a new city park at Utica Ridge, consider factors such as who will be using the park, near by land uses, historical relevance, and safety. Additionally, aesthetic features to consider should be building materials, vegetation, height of buildings, sitting areas, pathway design, artistic forms, and color.

The following are examples and descriptions which can be incorporated into parks at Utica Ridge.

Pathways

Pathways should be non-linear, intersecting and intertwining with each-other to emulate a more natural free-form feel.

Pathways through harsh walking conditions and sensitive vegetations can be made as boardwalks, which are raised a elevated above the ground to protect the vegetation.

Pathways can be multi-functional and utilized for more than one activity. In this instance, the pathway incorporates a parklet that can be used as a rest stop, or activity zone, for those passing by.

Structures

Play structures should be designed for all children, use natural or recycled materials, and can include splash features to add a congregation point for the surrounding community.

Creating places for people to sit and rest is essential to park space. Swings can add an interesting dynamic to seating areas. Seating should be mainly around places of interested, but still spread throughout the park.

Parks should include large gathering points, such as this amphitheater, to allow for community driven events. This gives more people a reason to come to the park and experience their surroundings and special event.

Spaces

Parks should include formal activity space that can be used for unique gathering zones or places of play.

Parks should also incorporate passive open spaces that allow users to create their own program. These spaces should be characterized by large shade trees, open green and hardscape spaces.

Parks may also incorporate preservation spaces that allow for nature viewing, exploration, and sight seeing.

Landscape Design Guidelines

Plaza Spaces

Developing a plaza space for Utica Ridge will be completely different than park design. Plazas will still need to be safe but be more oriented toward human interaction. These spaces will be the conduit location for events, lunch time eating, people watching, festivals, art exhibits, and human interaction.

These spaces should be designed to catch peoples attention, draw them in, and create a stimulating space for an assortment of activities. The materials used in these spaces should be a mixture of hardscape and landscape in efforts to allow for spacial divide, congregation, stimulation, and rest. It is important to react appropriately to the surrounding buildings, landscape, and uses in the area when developing a plaza, as it must support local amenities and not be counter productive.

The following are examples and descriptions of plausible plaza features that could be implemented at Utica Ridge.

Materials

Plazas should incorporate decorative lighting, diverse pavement patterns, and stimulating landscape layouts. Using well designed seating arrangements allow for several activities, such as eating lunch or reading a book.

Utilizing space for public art is a way to help plazas become interactive, or spark conversion. Art pieces can be permanent or revolving in order for the space to become more dynamic.

Furnishings, such as benches, planters, trash recepticals, tables, and lighting, should be placed in these spaces to foster activity and ensure the area is safe, non-congestive, and congruent with other design elements.

Form

Plaza spaces can make use of natural topography to incorporate interesting spaces and forms. They can become sitting areas or playful land forms with which people interact.

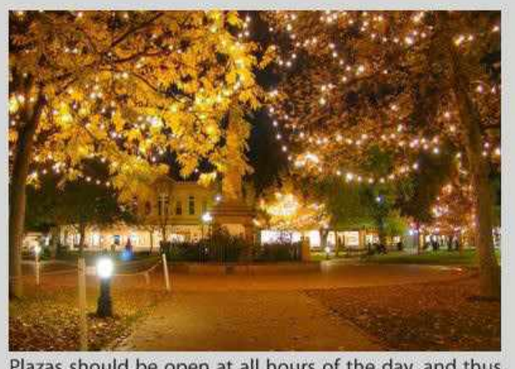
Spaces can be multi-functional; a parking lot during the day can become a farmers market on the weekend. Designers should look at making space that can be rearranged to allow for more than one use.

Plazas do not have to be huge in scale or have much programming. Small plaza's can still be just as impactful as large ones, maybe even more so, if the space is designed correctly.

Design

Consider using a water feature as a focal point to draw people into the space and create a sense of tranquility. Water features can be large or small depending on the space and impact the designer wants to create.

Consider how spaces will be used and located within the overall design of a plaza. The types of material, landscape, and site furnishings should all be placed purposefully to make sure the space is utilized successfully.



Plazas should be open at all hours of the day, and thus should be well lit, designed to avoid confrontations, seasonal, and durable. It is important that the space is accessible to people while having a lasting impact.

Landscape Design Guidelines

Plant Selection

The vegetation installed at Utica Ridge should be carefully selected by professionals. The vegetation will serve several functions, such as shading elements, wind barriers, air purifiers, water infiltration and filter zones, buffer zones, and to create a more natural environment within the site.

Some things to consider when choosing the vegetation which will grow on-site should be:

- **Seasonal Interest**
- **Color**
- **Evergreen or Deciduous Plants**
- **Size and Form and Texture**
- **Maintenance Needs**
- **Durability**
- **Flowering Capabilities**
- **Leaf Litter**
- **Animal Resistance**
- **Use of Native Species**

The following pictures can be use as inspiration when selecting vegetation for Utica Ridge.


Leaf Color / Seasonal Interest


Variety of Plants and Sizes


Evergreen Screen


Flowering Street Tree


Durable Parking Lot Trees


Seasonal Interest


Large Shade Trees


Texture and Sound


Color


Mix of Evergreen and Deciduous


Bark Texture and Form


Variety of Vegetation


Flowering Perennial Beds

Parking Design Guidelines

Off Street Surface Parking Lots

Utica Ridge will need to supply many parking spaces for the amount of visitors, residents, and laborers using the site. Off-street parking will need to be placed strategically on the site based on needs such as short visits and convenience as well as longer stays for customer and employee parking.

Surface parking lots that are designed for Utica Ridge should be created for function, but also be mindful of the character established on-site. They should include specific unifying elements to integrate into the surroundings such as sustainable design, vegetated islands and perimeter plantings, a variety of materials, and pleasant light fixtures. Additionally, they should be designed to create opportunities for multiple uses.

The design for a parking lot will need to be a safe and accessible. Those using the lot should not feel threatened; the design should implement proper lighting standard, dimensions, and routing technique. The following are some design standards to consider when developing the off-street parking lots at Utica Ridge.

- **Sustainability**
- **Safety**
- **Visibility**
- **Vegetative Screening**
- **Stamped Concrete or Pavers**
- **Landscape Islands**
- **Type of Vegetation**
- **Lighting**
- **Accessibility and Number of Accessible Spaces**
- **Storm Water Drainage**
- **Alternate Uses**
- **Traffic Routing and Dimensioning**
- **Linkages to Site Buildings and Amenities**
- **Angled or Perpendicular Spaces**
- **Curbing or No Curbing**
- **Use of Bollards**

The following design characteristics should be considered during the development of surface lots at Utica Ridge.

Artistic value; appropriate lighting; multitude of materials

Multi-use parking lot

Landscape buffer and appropriate planting design

Safe walking zone, appropriate lighting, material selection

Permeable pavers

Appropriate lighting for pedestrian and vehicle

Bio-swale landscape zone

Underground detention

Bio-filter and storage

Parking Design Guidelines

Commercial Parking Lots

Private commercial parking lots will be implemented to fulfill parking requirements. The placement and design of the parking lots needs to be considered during design development stages. To create an intensive pedestrian street frontage, parking lots should not be placed in front of new commercial, office, institutional, or residential buildings. Commercial parking lots should be placed behind buildings so street frontages can maintain focus on the building design and streetscape.

In placing the parking lots away from the roadway corridor, less emphasi is placed on vehicular use, and thus encourages pedestrian means of mobility. Additionally, Buildings and the streetscape will become the main feature along the corridor, rather than vehicular parking. This disruption between the roadway and parking lot will create pedestrian safe walkways and a street life with more vitality.

The design of the parking lots should be similar to all parking lots in Utica Ridge. They should incorporate safe walking routes, landscaping, sustainable features, proper lighting, correct dimensioning and a mix of materials. See the section on "Off Street Surface Parking Lot Design Standards" for more design information.

The following pictures and descriptions should be considered during design of a commercial parking lot.

Parking is well hidden behind a wall and vegetation, providing more visual interest to the space and building design.

A large amount of parking is shown with the building still in front of the lot with parking screened and located to the side.

Small parking lots should be placed along the side of the property with the building at the front of the lot, like shown above.

Spaces should be created to allow for patio dining next to restaurants, with parking to the side of the lot.

Small parking lots should be able to accommodate all sizes of vehicles and screen them effectively.

Parking can be screened with a combination of hardscape materials and plants.

Parking along alleyways or side-streets is ideal, when applicable.

Small back lots locatd off side-streets and alleyways can be implemented to hide parking.

Screening of parking lots should be implemented with appropriate vegetation that is suitable for the conditions of the site.

Signage Design Guidelines

Signage and Wayfinding

Signage at Utica Ridge will be an integral part to create consistency and identity to the site. Banners, pole signs, and wayfinding signs will all help create a sense of place and arrival to Utica Ridge.

Directional and wayfinding signs will be important to implement on site. These signs will provide safety to vehicles and pedestrians, while wayfinding signage will direct people to the different spaces around Utica Ridge.

The signage at Utica Ridge will need to be designed to incorporate proper language, Town symbols, and clarity for those visiting. The design needs to be attractive, as it will be a representation of the character of Utica Ridge.

Banner and Pole Signs

Banner and pole signs create consistency and character along a street corridor. They can be used to identify a district, or to celebrate special events within the community. Banners can also create an identity and give a sense of arrival to the area. The following are some examples of how banner and pole signs can be used within Utica Ridge.

Wayfinding Signs

Incorporating wayfinding signage will be vital to the success of Utica Ridge. There will be many shops, parks, parking areas, and events spaces implemented into the site. Creating clear wayfinding signage will need to be in place giving visitors directions and information to these spaces. The following wayfinding signage can be used within Utica Ridge

Street Directional Signs

Street signs will be used to direct vehicles and pedestrians through the site. Signage should be clear for pedestrians and vehicles and should not over populate the site. An overabundance of directional street signs can look messy and be confusing to visitors. Placement of all signage will need to be carefully thought out before implementation. The following are ways **NOT** to implement street directional signage.

Architectural Guidelines

General Building Design

Building design should be sympathetic to the existing surrounding architecture at Utica Ridge. Architectural features should not replicate existing forms or types, but utilize the Town's context to draw design elements and themes. New, respectful, contemporary design is welcome, taking in consideration of form, color, and materials. Utilizing a variety of building types is encouraged to promote diversity, but at the same time, building construction should be limited to high quality materials to maximize shelf life and quality design.

The Components of Architectural Design that will be discussed (but are not limited to) are: color, materials. sustainability, and style.

Color
The use of color is encouraged throughout the district to create an exciting and vibrant atmosphere. Earth tones from the brick and stone in their natural state should comprise the main body color. Building accents may be any color. The color palette selected should work well with the existing context and enhance the overall district.

Materials
The use of a variety of materials is encouraged for buildings in the district to enhance the experience. Brick and stone should comprise the main body material. Brick and stone portray a sense of permanence and timelessness. This is an important aspect that the district wants to depict. Other materials such as: metals, concrete block, glass, fabrics, stucco, etc. may be used as accent exterior materials. All materials used should be durable and of high quality.

Sustainability
Sustainable practices should be incorporated into any building design. Window placement is critical for daylighting and/or controlling solar heat gain. Sun shading devices will help reduce solar heat gain in the summer. Rain water harvesting practices could be used to reduce excess water use and storm water run-off. Solar panels may reduce electric consumption from the local utility. Energy Star or LEED design standards can help in determining which sustainable practices are appropriate to incorporate into the building design.

Color

The cool tones of the metal make up the body color of this building. Small amounts of bright color on a dark pallet work well to accent this building and draw attention to it.

All these buildings utilize brick and stone as the main material, but variation in color can provide a vibrant streetscape.

Multiple colors were utilized to provide interest while maintaining a cohesive whole.

Materials

A variety of materials may be used to provide detail while still maintaining a cohesive design.

Brick and stone are the preferred main body building material. Detailing and use of accent materials are encouraged.

A diverse palette of materials will make for a vibrant district. Material selection should be sensitive to the context.

Sustainability

Sun shading devices can be used to reduce solar heat gain and provide visual interest.

The inclusion of daylighting design may help to reduce energy consumption of electric lighting. Care should also be taken in how the windows will affect the facade.

Adding solar panels in the correct way to a building can become very effective at reducing environmental impact.

Architectural Guidelines

Residential Architectural Style

Residential architecture should pull from new trends, but also incorporate local materials and context. All new housing should be high quality design, ranging in price points and home sizes. This development should allow for a mixed-income community, promoting diversity and a healthy style of living.

Currently there is a wide range of housing stock in the Town of Utica. They range from small ranch-style homes to large neo-eclectic and minimal traditional style homes. There is not a large quantity of multi-family homes in the town; a few old town homes are located in the older part of town's center. Developers should pull from existing historic buildings and materials used throughout the town to develop newer homes and multi-family complexes.

Developers are encouraged to create architectural themes that can be repeated in areas of this development. Themes could range from style of architecture, building material, colors, landscaping, lot sizes, heights, etc. These type of themes could be used in both single-family and multi-family home types.

Examples of existing housing fabric along with examples of appropriate housing styles are shown on this sheet

Current Housing Stock




Appropriate Housing Examples

Larger Homes Styles



Smaller Homes Styles



Multi-Family Styles



PAGE INTENTIONALLY LEFT BLANK

PAGE INTENTIONALLY LEFT BLANK