MOORESVILLE COMPREHENSIVE PLAN

August 2009

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Acknowledgements

Community ownership is a key to the success of any plan. For this reason, we wish to acknowledge the participation and hard work of Mooresville's citizens. Residents who consented to be interviewed and who took part in the visioning workshop, focus groups and public meetings all made valuable contributions.

Special thanks must be extended to the steering committee that guided the planning process:

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David Minardo, Retired Mooresville Police

John Earhart, Morgan County Economic Development Corporation Board Member

Kathleen Browne, Resident

Troy Bryant, Town Council

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INTRODUCTION

Purpose of the Plan

The Comprehensive Land Use Plan is Mooresville's guide to future growth. It answers fundamental questions such as: What do we want to change? What do we want to protect?

It also addresses another question that may arise during the process: Why does the town need this plan?

That question is best answered in reverse: What happens without it? Mooresville will still have people wanting to build homes, start businesses and carry on other land uses, but unguided growth threatens what residents say is Mooresville's greatest asset: small town charm.

Decisions made without reference to a plan are frequently reactionary, responding to problems or specific proposals. That type of ad hoc decision making can be particularly ineffective in a community such as Mooresville, which is in the top 25 of Indiana's fastest growing cities and towns. Under that kind of pressure, it is vital for decision makers to have a shared reference point, or at least a collective set of relevant facts.

Other potential benefits of planning include providing services more efficiently, directing development to areas with sufficient capacity to support it, making sure adjacent uses are compatible and protecting property values.

The document is an advisory tool for the Plan Commission, Town Council, staff and interested citizens when land use changes are proposed. These changes cover a wide range of topics such as new roads, subdivisions and commercial developments. The plan also covers environmental issues such as sustainability and smart growth.

But the comprehensive plan is not enforceable law. That more detailed level of guidance is reserved for ordinances adopted during the zoning and subdivision control process. In many cases, though, the comprehensive plan builds the foundation for regulation changes.

This document expresses general community aspirations, as interpreted through a nine-month process including steering committee meetings, interviews, visioning workshops, focus groups and public hearings.

The plan unfolded in stages, starting with development principles and moving through goals, strategies and ultimately an action plan. It is long-range in orientation – intended to reach out 10 to 15 years – but is

Downtown Mooresville

specific enough to guide the day-to-day activities of the town's elected and appointed officials.

There are several unique circumstances worth mentioning about the planning process. It was launched in the summer of 2008, during Morgan County's worst flooding in memory. The suffering and damage inflicted by that event colored the rest of the process. In the fall, the national housing crisis struck and Mooresville saw increased foreclosures on local homes. That event helped trigger a countrywide recession which did not spare the town.

Flooding in Morgan County

But there were uniquely positive points as well. The process began after a year's worth of county-wide public discussions on planning and economic development. Momentum from these discussions led three local governments – the Town of Mooresville, Morgan County and the City of Martinsville – to undertake one of their biggest joint planning projects – updating their comprehensive plans simultaneously.

A key product of this partnership is the State Road 37/144 Corridor Plan, in which representatives from across the county worked on tools to both capitalize on the proposed Interstate 69 expansion and mitigate its impacts on the environment and community infrastructure.

Community leaders are excited about the possibilities raised by working together. "If this spirit of teamwork flows into other projects and planning, it will be one of our most valuable assets," said Jamie Thompson, executive director of the Greater Martinsville Chamber of Commerce.

"If this spirit of teamwork flows into other projects and planning, it will be one of our most valuable assets."

- Jamie Thompson,
Greater Martinsville Chamber of Commerce

The Planning Process

In Indiana, comprehensive planning is permitted by the 500 Series of Title 36-7-4 of the Indiana Code. This law empowers cities, towns, and counties to adopt plans. Any plan adopted in Indiana must contain at least the following three elements:

- ⊃ A statement of objectives for the future development of the jurisdiction.

- ⊃ A statement of policy for the land use development of the jurisdiction.

- ⊃ A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

In addition, the law provides for a number of optional elements, including, but not limited to parks and recreation, flood control, transit and natural resource protection. While each planning process should be custom-designed to meet community needs, nearly all contain the same core elements as found in this plan:

- ⮑ Evaluate existing conditions, including strengths and weaknesses, community character, demographics, natural features, etc.

- ⮑ Establish goals and objectives for the future

- ⮑ Identify alternatives for meeting the goals and objectives

- ⮑ Select the most desirable alternative

- ⮑ Devise and adopt tools to implement the plan (zoning, subdivision control, capital improvement programming)

- ⮑ Evaluate the success of the plan

- ⮑ Revise the plan

These steps are part of a continuing process. Plans must be evaluated, changed and updated as the community changes. These changes can be gradual, as through demographic trends, technological change, or slow economic growth or decline. Sometimes change is more sudden, such as the location of a large new industry in a small community or the loss of a major employer.

Plans must be evaluated, changed and updated as the community changes.

Mooresville's planning process for this comprehensive plan included the following key elements:

Big Tent Event

This event was a kick-off for all Morgan County communities doing comprehensive plans. Steering committee members and key people were invited to hear about the comprehensive plan process and to identify things they would like to change and things they would like to preserve. It was held on June 26, 2008 at the Morgan County Fairgrounds.

Community Visioning Workshop

More than 40 residents gathered at the library to help set town priorities. The workshop was held on August 18, 2008.

Visioning Workshop

Key Stakeholder Focus Groups

Focus groups were held to gather input from school officials, public safety professionals, large employers and elected officials from across the county. This was completed on August 28, 2008.

Key Stakeholder Interviews

Representatives from utilities were interviewed as well as members of the consulting team working on the I-69 expansion for the Indiana Department of Transportation.

Steering Committee Meetings

The committee met five times to set priorities and discuss options. They also reviewed documents and held discussions via e-mail.

There were consistent themes throughout these meetings with the steering committee and general public, including:

Steering Committee Meeting

- ➲ Preserve small town character

- ➲ Control and manage future growth

- ➲ Target future growth through annexation and extension of utilities

- ➲ Expand the economy

- ➲ Make regular and controlled investments in public infrastructure – not just every few decades

- ➲ Maintain the high quality of life, including good schools, strong park and recreation opportunities and nice neighborhoods

A full report on all the information-gathering activities can be found in the appendix.

Why Comprehensive Plans Fail

Most plans aren't plans; they are just high-level ideas.

Many comprehensive plans can be found in pristine condition, untouched atop of filing cabinets everywhere. Although every unsuccessful plan fails under its own set of circumstances, there are some miseries common often enough to warrant further attention. The obstacles that get mentioned most when a community plan doesn't deliver include:

Lousy Communication

Some communities do little or nothing to distribute their plans, not even making them available on a public website. This means that citizens are not sufficiently informed about the process, do not participate in decisions or don't identify with the goals. Creators of the strategy have to get out enough information for people to understand what they're supposed to do. In a related failure, expectations about the plan are not shared openly or effectively.

To tackle this problem, a specific group – or better yet, specific person – must be assigned to spreading the word and generating momentum through an overall communication plan.

Who's in Charge?

When responsibility for decision making about capital improvements and provision of services is diffused among public agencies, private vendors and individual citizens, confusion is bound to follow. This diffusion makes accountability and coordination even more difficult. In short, who are we following?

Weak leadership brings improper resource allocation, poor follow-through and inefficient rewards and punishments. In this category, there is enough blame to go around: the problem doesn't just rest with the main person in charge, but includes the lack of ability or willingness from other people who are needed to step up. We are all called to lead from wherever we are, even if we're not at the top.

What's in it for Me?

Government is often focused on self-preservation while some businesses ignore public welfare to achieve their own ends.

Many planning initiatives fail because the people responsible for implementing them are not convinced of their value. More effort is needed to help people understand how getting behind the community's goals can support their personal goals. This solution leads back to communication and education.

No Money

There's rarely enough money to get everything done, and in tough times even the most worthy and desirable projects can get delayed. Neighborhoods lack needed amenities and economic development is inadequately organized and focused.

Like the poor, this problem will always be with us.   The first step – and one that must be revisited constantly – is setting priorities.

Lack of Capacity

This bedeviling circumstance is similar to lack of money, but it's wider ranging and warrants a longer look. Capacity refers to a community's resources to carry out a project, including:

- ➲ Technical (someone with expertise)
- ➲ Managerial (someone to oversee)
- ➲ Funding
- ➲ Political Will

The first two bulleted items could be covered by a staff member or a volunteer of heroic proportions. The third bullet might include tools such as Tax Increment Financing, Redevelopment Commissions and Brownfield Development. The fourth bullet is the most difficult to quantify but easy to spot.

Local resources should be considered before determining future planning.

Local resources should be considered before determining future planning. For example, a solution which requires an extensive amount of staff to administer would not be appropriate for a community with few or no planning staff.

The I-69 Community Planning Program, which funded this study, recommends that communities complete a checklist to gauge their current planning capacity. Planning capacity is determined by the highest level that has all or the most items checked in the table below. A preliminary checklist for Mooresville might look like the following table, with a designation of Level 3.

Planning Capacity Chart			
LEVEL 1	**LEVEL 2**	**LEVEL 3**	**LEVEL 4**
☐ We have thought about planning for our community but do not have a plan commission.	☑ We have a plan commission and a board of zoning appeals with rules of procedure.	☑ We have a plan commission and a board of zoning appeals that consistently follow rules of procedure.	☐ We have a plan commission and a board of zoning appeals that consistently follow rules of procedure and annual training.
☑ We do not have any planning staff.	☐ We have a building commissioner/ planner on staff.	☐ We have a professional full time planner.	☐ We have a professional full time staff of planners and other trained technical staff.
☐ We have no financial resources designated for planning projects.	☐ We rarely designate financial resources planning projects.	☑ We occasionally designate financial resources for community planning projects.	☐ We annually designate financial resources for community planning projects.
	☐ We have someone who focuses part of their time on economic development or redevelopment.	☑ We have a full-time staff member who is dedicated to economic development or redevelopment.	☑ We have a full-time staff member who is dedicated to economic development or redevelopment in addition to other trained technical economic development staff.
	☐ Our focus of planning is on plan review.	☑ Our focus is on some longer range planning and visioning.	☐ Our focus is on long range planning.
	☐ We have no or limited inspections.	☑ We have limited inspections and enforcement personnel.	☐ We have full range of inspections and full time enforcement personnel.
	☑ We have zoning and subdivision regulations.	☐ We regularly update our comprehensive plan and development codes.	☐ We have additional ordinances such as historic preservation, etc.
	☑ We have a comprehensive plan.	☐ We have additional ordinances such as architectural review, etc.	
	☑ We have a redevelopment commission.		

Once the community has determined its capacity level, it can better judge its ability to implement regulations, studies, etc. The I-69 Community Planning Program provides additional checklists where Mooresville can compare its capacity to carry out efforts in protecting natural resources, encouraging economic development, managing transportation and infrastructure impacts and directing development and growth.

Those tables can be found in the appendix. For example, town leaders could review the Protecting Natural Resources checklist (sampled below) to see what tools a Level 3 community is best suited for:

Example Planning Capacity Matrix Tools in gray boxes are **not** recommended for that level of planning capacity.

LEVEL 1	LEVEL 2	LEVEL 3	LEVEL 4
Increasing Fundamental Planning Capacity	Land Ownership and Conservation Easements	Land Ownership and Conservation Easements	Land Ownership and Conservation Easements
	Conservation Subdivision Ordinance	Conservation Subdivision Ordinance	Conservation Subdivision Ordinance
	Hillside / Steep Slope Protection	Hillside / Steep Slope Protection	Hillside / Steep Slope Protection
	Tree Protection Ordinance	Tree Protection Ordinance	Tree Protection Ordinance

If a tool is beyond a community's planning capacity, it can be acquired through external resources such as universities, regional planning organization, metropolitan planning organizations, other resource organizations and consultants.

Many communities that have a higher planning capacity use outsourced services to assist them in completing various projects. When capacity is acquired in this manner, a key consideration in the plan should be the long-term administrative requirements for successful implementation. Additionally, each community should analyze the different approaches to increasing local planning capacity. If external resources are used, a plan should be developed to gradually increase their own capacity in various ways, such as analyzing or expanding the structural capacity of the planning staff.

For this plan, special care was given in the Action Steps to matching goals with the tool needed to carry them out.

A User's Guide to the Comprehensive Plan

For the comprehensive plan to produce results, it must be linked in practical ways to the activities of the groups that influence growth in Mooresville. No one organization can implement the plan alone.

For those organizations to make the most of their work together in implementing the plan, it is useful to understand how all the parts came together.

Vision, Development Principles, Goals & Strategies

These are the core beliefs that form the plan. As shown in the diagram to the left, they move from the broadest to the most specific.

The sections were formed during the planning process and were gathered from the steering committee, focus groups, interviews and public meetings.

The wording used in the various components could be useful for plan commissioners and town council members when asked to explain their decisions. For example, after denying or re-directing proposed development, they could refer to one of the development principles, "Mooresville is under pressure from sprawl-like development moving south from Indianapolis. Without attention to detail and forward thinking, this growth – both residential and commercial - could overwhelm the community's small town character."

Topic Chapters

These refer to the chapters on housing, economic development, transportation, The SR 37/SR 144 Overlay Plan, utilities, community facilities and services and the environment.

Action Plan

Goals & Strategies

Development Policies

Vision Statement

Planning Process

These chapters are mostly self-contained examinations of specific issues. They'll include research, an assessment, an examination of major issues, goals and strategies and action steps. Besides making the reader well versed in the topic, they will outline years of projects for tackling problems.

Additional suggestions and guidance about land use decisions for most of these topics can be found in the Critical Sub Area Plans.

Critical Sub Area Plans

In the course of developing this Comprehensive Plan, the steering committee identified several key areas within the community for more detailed study. A closer examination was needed for these places in order to provide guidance that responds to their unique issues and challenges.

Each Critical Area section includes a description of the area and policies for future development.

The areas were selected based on the belief that major land use decisions will have to be made in them soon. In some cases they are ripe for development, but community leaders want to propose a new growth pattern. In other cases, public investment is needed in order to steer future uses.

Implementation Guide

Here are step-by-step plans for getting things done. The main table includes tasks and responsible parties. The tasks are divided into short-, medium- and long-term. There is also a grouping of types of tasks, such as new regulations or special studies.

Project Sheets

People who are intrigued by a topic or tool mentioned in the comprehensive plan can come here for background information.

For example, someone who just finished the section on housing may want to read up on Project Sheets in the appendix for ideas on Creating a Neighborhood Associations and Traditional Neighborhood Development. Projects Sheets are found in the appendix.

Tips for Plan Commissioners and Town Council Members

Admittedly, it's called a Comprehensive Plan and not a Too-Exciting-to-Put-Down Plan. Still, when properly applied, it can make the life of the decision-maker easier.

They can point out the research or maps while explaining how they reached their decision. They can also refer to the input of the dozens of local leaders and residents whose opinions helped shape the plan's goals.

They can also ask themselves how they make decisions without a plan. Certainly their long experience in Mooresville guides their judgment,

TRADITIONAL NEIGHBORHOOD DEVELOPMENT

Traditional Neighborhood Development (TND), loosely interchangeable with the term New Urbanism, combines certain common principles from a history of neighborhood development and uses these principles to direct development of new neighborhoods. These principles and their importance vary depending on the developer and location, but can be generally recognized by the terms listed below.

Walkability and Connectivity
A central idea for a TND is to have the majority of a resident's necessary amenities within a walkable distance from his/her residence and/or place of work. A part of this is a gridded road network with pedestrian friendly design elements-sidewalks, buildings next to the sidewalks, trees, on-street parking, lower vehicular speed limits, etc.

Mixed-Use and High Density
For a walkable and connected community, the zoning must allow for mixed-use development and encourage high density development.

Traditional Neighborhood Structure
The typical structure of a TND includes boundaries that are easy to define and a "center" that serves as a hub of activity. Usually development in and near the "center" is the highest density, decreasing as development moves towards the outer edge.

Housing Diversity
A range of housing styles and prices should be included in the neighborhood to diversify the offers to future residents.

Quality Architecture
An emphasis is placed on creating beauty in the architecture of the buildings and the craft of the infrastructure and elements surrounding them. This encourages pedestrian travel, and provides a greater sense of place and comfort.

Chicago, IL

Project Sheet Example

but a group of people making decisions based on their individual perceptions may not lead to a shared vision of the town's future.

The Comprehensive Plan provides a defensible, unified vision.

Tips for Developers

Developers across the country ask for "more predictability" from decision makers in order to maximize their investments. This plan spells out the community's preferred future; where it wants to extend infrastructure and where it wants housing, industrial and commercial development to go.

The plan also suggests future changes to the town's zoning code and subdivision regulations. Whether you agree or disagree, now is the time to weigh in.

Tips for Citizens

After finding your house on the future land use or critical sub area maps, the next step is to read up on community issues that interest you. Check on the future of housing or environmental protection.

Most importantly, check out the Implementation Plan for ways to get involved.

Changes to the Comprehensive Plan

The final word on the Mooresville Comprehensive Plan is that the landscape is always changing, and the plan should be modified to change along with it.

This may not mean a complete update, but every year or so the planning commission, town council and others should review the tenets of the plan and make note of future needs. It would be a poor use of the resources poured into creating this plan to let it slowly grow outdated, while the need for current planning does not.

Comprehensive Plans must be continually reviewed and updated to ensure that the plan reflects changing conditions.

2

Vision, Goals & Strategies

Vision Statement

The town's vision derives from its core values; respect for the past and present, compassion and support for people and families, pride of place and quality opportunities for working, living and community involvement.

The vision should be the driving force behind the community's comprehensive plan, a pragmatic but hopeful view of the desired future. In Mooresville, the Steering Committee decided to set the stage for the vision statement by including a quote that President Ronald Reagan said during his visit to the community in 1985.

Mooresville Residences

"One of the strength's of Mooresville is that people still believe in the work ethic here and they emphasize the importance of family."

- President Ronald Reagan

The Town of Mooresville will preserve its small town character by maintaining quality infrastructure and appearance of the town, with special focus on retaining quality schools, parks and quality of life. Future growth shall be thoughtfully managed and sensitively targeted to areas that have been identified and planned for such proposed uses.

Ronald Reagan Memorial

Development Principles

Development principles are intended to guide decisions makers as they interpret the comprehensive plan. They are overarching statements that can be applied to many different decisions. The Steering Committee created four principles to address their biggest concerns.

Community Image

Mooresville is under pressure from sprawl-like development moving south from Indianapolis. Without attention to detail and forward thinking, this growth – both residential and commercial - could overwhelm the community's small town character.

Downtown

Downtown is underutilized, but revitalization efforts could make it a vibrant, inviting destination for the region.

Quality of Life

Quality of life is a term used to describe the degree of well-being felt by an individual or group of people. This satisfaction (or dissatisfaction) with your cultural or intellectual conditions is often tied to amenities like good schools, an active arts community and friendly neighbors.

Quality of life amenities were identified by its citizens as Mooresville's prized asset. Its existing small town charm can be enhanced with such things as walking paths and greenspace.

Economic Competitiveness

Concerns about sprawl should not discourage the town from investing in its existing business park and other areas to promote quality growth.

Downtown Mooresville

Mooresville Industrial Park

Goals

Goals set the direction toward an ideal future. As general expressions of community values, decision makers can use them when weighing the heavy decisions that frequently accompany land use planning.

Goals are to be used in combination with other tools such as maps, research and recommendations. The following goals were selected by the Steering Committee after being filtered through public meetings, surveys, focus groups and hours of discussion. The committee picked four top priorities from among their 17 total goals.

Priority Goals

- ⮞ Support Mooresville's existing businesses and industries.

- ⮞ Explore options to reduce truck traffic on State Road 267 through downtown.

- Promote a high standard of community pride and small town charm.

- Ensure that Mooresville maintains an adequate utility infrastructure to serve its agricultural, residential, commercial and industrial users.

Downtown Planter

The following list includes the priority goals and the remaining goals with their complementary strategies. Strategies are the next step in the game plan for reaching the goals. They are followed by tools and action steps, which will be detailed by category later in this report.

Goal 1:

Support Mooresville's existing businesses and industries.

STRATEGIES :

- Ensure that the necessary infrastructure – including sewer and water, roads and high-speed data access – is in place to support local business retention and expansion.

- Work to improve deteriorated façades and other physical problems of existing businesses.

- Reinforce identity and image of business districts and industrial parks.

- Improve the competitiveness of the Flagstaff Business Park, downtown and other commercial areas.

- Continue support of the Morgan County Economic Development Corp. (MCEDC), and their county wide growth strategy.

Industrial Park

Goal 2:

Explore options to reduce truck traffic on State Road 267 through downtown.

Downtown Traffic

STRATEGIES

- ➲ Create an alternative truck route to eliminate most of the heavy traffic through downtown.

- ➲ Evaluate the Indianapolis MPO Regional Transportation Plan recommendations for town.

- ➲ Consider all land use impacts as a result of transportation decisions.

Goal 3:

Promote a high standard of community pride and small town charm.

Bed & Breakfast

STRATEGIES

- ➲ Retain Mooresville's identity as a small town by growing and expanding in a managed and orderly manner.

- ➲ Focus on downtown as "everyone's neighborhood."

- ➲ Increase and sustain pride in the community.

- ➲ Preserve and maintain existing older areas of town.

- ➲ Create a system of gateways at major entrances to Mooresville.

Goal 4:

Ensure that Mooresville maintains an adequate utility infrastructure to serve its agricultural, residential, commercial and industrial users.

STRATEGIES

- ⮂ Match the pace of development to the town's ability to provide adequate services.

- ⮂ Expand the wastewater treatment plant to facilitate future growth.

- ⮂ Extend utilities to areas where business and industrial uses should expand.

Wastewater Treatment Plant

Goal 5:

Make Mooresville attractive for new businesses and industries.

STRATEGIES

- ⮂ Promote business diversity including entrepreneurs, Mom and Pop stores, small businesses, medium firms and large industrial companies.

- ⮂ Designate growth areas for future business and industry with available infrastructure.

- ⮂ Pursue annexation in a manner that is consistent with proper development of infrastructure and public services.

Mooresville Industrial Park

Goal 6:

> **Maintain downtown as a regional destination, with opportunities for dining, shopping and recreation.**

STRATEGIES

- ➲ Work with the Mooresville Revitalization Group to acquire a Main Street program designation.

- ➲ Create and adopt a Downtown Plan.

- ➲ Consider allowing greater residential densities downtown and in bordering areas.

Downtown Storefront

Goal 7:

> **Ensure that new businesses and industries are compatible with surrounding areas.**

STRATEGIES

- ➲ Utilities should be extended to areas where business and industrial uses should expand.

- ➲ Large scale retail and business uses should be located where roads can support high volume traffic.

- ➲ Smaller retail businesses, where viable, should be located in the downtown area.

- ➲ Industrial uses should be located in areas with access to available infrastructure, rail or highway transportation appropriate for their high volume traffic.

Extending Utilities Example

Goal 8:

Provide a variety of quality housing choices for citizens of all ages and means.

STRATEGIES

➲ Encourage a variety of housing choice such as town homes, executive housing, and condominiums at various price levels in appropriate locations throughout Mooresville.

Townhome Example

Goal 9:

Promote strong and vibrant neighborhoods.

STRATEGIES

➲ Adopt minimum residential design standards to ensure quality housing stock.

➲ Provide development patterns that complement the existing neighborhoods such as sidewalk connections and routing traffic away from residential streets.

➲ Provide diligent code enforcement to preserve the existing housing stock in addition to providing a well maintained appearance.

➲ Protect historically significant structures and neighborhoods.

Mooresville Residences

Goal 10:

Encourage the availability of shopping, education and recreation near residential areas.

STRATEGIES

Sidewalks

➲ Promote integrated residential communities with multi-modal access to existing or new retail, recreation, and other community services.

➲ Allow mixed use, compact development in appropriate areas.

➲ Consider creating a connected system of sidewalks in all residential areas to improve walkability.

Goal 11:

Recognize and support pedestrian, bicycle and other alternative forms of transportation.

STRATEGIES

Complete Streets Example

➲ Create a Pedestrian and Bicycle Master Plan.

➲ Improve walkability by creating connected sidewalks in existing and future residential and business areas.

➲ Create a system of multi-use trails, connected to the existing recreational trails at Pioneer Park and the new Landersdale Trail.

➲ Explore the possibility of public transportation and mass transit to Indianapolis and other Morgan County locations.

➲ Incorporate pedestrian and bike paths in existing rights of way where adequate ROW widths allow and traffic safety needs are still met.

Goal 12:

Protect and preserve natural resources.

STRATEGIES

Pioneer Park

- Identify and map environmentally sensitive areas or valuable natural amenities that provide quality of life in Mooresville, and avoid extending development in those areas.

- Use subdivision controls to encourage cluster development and open space.

- Revise ordinances to encourage protection of natural resources such as a tree preservation ordinance or cluster / conservation subdivisions.

- Develop a Watershed Management Plan to address water quality and quantity within sensitive watersheds.

- Preserve natural vegetation to reduce stormwater runoff and protect natural habitats.

- Preserve and plan for future open space or natural areas.

Goal 13:

Enhance existing roads and improve current traffic flow.

STRATEGIES

SR 144 near Neitzel Rd.

- Construct all new roads to be of adequate width to accommodate all forms of transportation.

- Improve connectivity between the Town of Mooresville and State Road 37.

- Consider all land use impacts as a result of transportation decisions.

- Create beautification and wayfinding programs for main thoroughfares in Mooresville.

- Require access roads and control traffic signals along State Road 67 to facilitate traffic flow.

Goal 14:

Maintain high quality community facilities and the efficient delivery of services to residents.

Government Center

STRATEGIES

- ➲ Construct all new community facilities such as government buildings, schools and public institutions with quality materials to promote the high standard of community pride.

- ➲ Maintain and support the educational, institutional and other community resources that ensure the high quality of life in Mooresville.

- ➲ Encourage the connection of green spaces such as parks to neighborhoods, downtown and schools.

Goal 15:

Provide for future balanced growth in Mooresville.
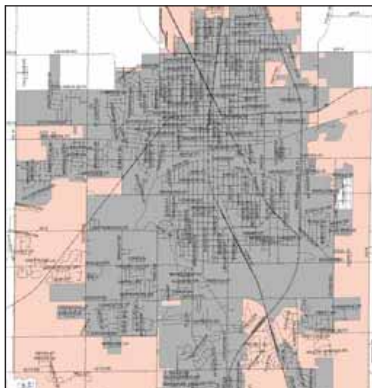
Kokomo Annexation Plan Map

STRATEGIES

- ➲ Develop an annexation plan for the expansion of Mooresville.

- ➲ Promote orderly development that is contiguous to developed areas and can be efficiently served by the extension of infrastructure and municipal services.

- ➲ Pursue and exhaust all possibilities for local infill development when dealing with new projects on raw, undeveloped land.

- ➲ Implement the Comprehensive Plan.

Goal 16:

Maintain working relationships with other governmental bodies, institutions and community organizations to meet the needs of the community.

STRATEGIES

Mooresville Fire Truck

- Encourage a county-wide approach to coordinated fire and emergency services and infrastructure expansion and improvements.

- Ensure properly funded (local, state and federal) emergency services.

- Assist in the creation of a Roundtables of Governments for all Morgan County entities.

- Adopt the SR 37/SR 144 Corridor Plan.

Goal 17:

Plan for the extension and impacts of Interstate 69.

STRATEGIES

Toll Road Interchange

- Adopt the SR 37/144 Corridor Plan.

- Plan for orderly and managed growth resulting from Interstate 69.

- Mitigate environmental issues created by Interstate 69.

- Anticipate public safety and transportation issues created by a limited access corridor.

- Coordinate planning efforts with the cities and towns in Morgan County.

A comprehensive plan that sits untouched atop a shelf somewhere can do more to hurt local efforts than having no plan at all. Like a perennially unfulfilled New Year's resolution, it sends the signal "we tried that and it didn't work."

The Steering Committee concentrated throughout the process on setting goals and objectives where some progress can be made. This is particularly true with the four priority goals, which mostly concern expanding the town's economy while protecting its charm.

It is the committee's hope that many of these tasks can be checked off as "done" when the comprehensive plan is next updated.

But the committee also realizes that Mooresville is a relatively small town with limited resources. For example, it does not have a planning staff that would ideally carry forth the goals of the plan. With those limitations in mind, this document also contains information meant to spur ideas and action in the future.

The appendix holds project sheets, which give background information on topics the committee thought could grow to become important. Topics include everything from sustainable development to how a town can convert into a city. These subjects will help set the pace for Mooresville's next set of goals and objectives.

3

Community Profile

Introduction

No town is adequately portrayed or explained simply by statistics on how many people it has or how educated they are. In that regard, a community profile is bound to be incomplete, and at best is a fleeting snapshot that's outdated as soon as the report is finished.

But it's also true that demographic information is one of the key ways a community is known outside its borders. The information is used – and often required – for federal programs, grant opportunities and national companies looking for new locations.

Fortunately for Mooresville, many of these demographic indicators are positive. For example, the town can show a boom in population growth, which is important because of what it reflects – a desirable place that attracts people for the amenities and opportunities to grow.

The following community profile touches briefly upon Mooresville's image, history and demographic composition.

History

1824-1850 Founding and Incorporation

Samuel Moore, a North Carolina Quaker, laid out the plans for Mooresville in 1824. He had purchased the land for $2 an acre the year prior. He called the area Mooresville, after his last name. Samuel chose the area that is now Mooresville because of its strategic location between the east and west forks of the White Lick Creek. He created sixteen lots in four five-acre blocks and would not allow a public sale of the land. Instead, he gave away the lots to citizens that he deemed desirable.

Asa Bales constructed the first cabin in Mooresville. Samuel Moore constructed a frame building on the northeast corner of the town public square, where he sold his merchandise. In 1826 the Alexander Worth & Company opened the second store and also built a mill. The first school society in Mooresville was organized in Samuel Moore's store in 1828.

Samuel Moore constructed a large grist mill early in the 1830's on White Lick Creek. Large quantities of flour, cornmeal, wheat and corn were shipped by boat from the mill down the creek to the White River and then on to southern towns. It is believed that the construction of this mill led to the rapid development of Mooresville.

Samuel Moore

By 1831 the population of Mooresville had grown to 200 residents. In March of 1831 the local citizens voted to incorporate the town, with a majority of twenty-four votes out of thirty-two. Five trustees were soon elected, including Samuel Moore and Asa Bales. An additional 140 lots were platted and offered for sale, with many buyers. Several years later the municipal government died out, but was again revived in 1838, and has been maintained to present day.

McCracken Hotel

1850-1900 Public Facilities and Community Development

Mooresville was home to one of the first high schools in Indiana. The Mooresville school system began with the Friends Academy, which was built in 1861. The Academy Building was a boarding school for high school students. Students didn't live at the school, but rented rooms from the area residents and lived as members of the community. The restored Newby Memorial Campus is now a part of the National Historic Register. Presently the Academy Building houses the offices of the Community Foundation of Morgan County and has a local museum. In 1872 the first bank, Savings Bank of Mooresville, was established.

Mooresville Culture

Mooresville is proud of its small town atmosphere, but also enjoys the benefits of being close to a major metropolitan city. The town is located ten miles southwest of Indianapolis and enjoys close proximity to Interstate 70 and the Indianapolis International Airport.

Mooresville has several valuable community assets to offer its residents and visitors alike. The educational offerings include one high school, one middle school, five elementary schools, an alternative school for high school students and a private K-8 school.

The Mooresville Public library was recently expanded and updated to a total of 24,500 square feet. The expanded and renovated library offers an 18-station computer lab and wireless access points, a 6-station mini-lab for instructional training, a separate Young Adult room, three individual study rooms, a Friends of the Library store, a community room, and a café.

Pioneer Park

The extensive park system consists of five parks all located within the town limits. The largest park, Pioneer Park, includes the Mooresville Family Aquatic Center, seven picnic shelters, playgrounds, six baseball diamonds, soccer fields, three horseshoe courts, two sand volleyball courts, and a paved walking/jogging trail around the majority of the park site.

Mooresville has numerous health care providers available for residents, the largest being St. Francis Hospital. St. Francis Hospital recently expanded from 258,000 to nearly 400,000 square feet. The facility will transition to a full-service hospital with the introduction of a new Emergency Department in fall of 2008.

The town also has over twenty churches in addition to various types of senior housing, with all levels of care to meet the needs of the local residents.

Mooresville has several festivals through the year including the Old Settlers parade and picnic and the Victorian Christmas Celebration held every December. The Victorian Christmas Celebration is organized by the Mooresville Revitalization Group, Inc. and funded by contributions of local businesses and supporters.

With its close proximity to Indianapolis, small town atmosphere and many community assets, it is no wonder that Mooresville is one of the

fastest growing towns in Indiana. As of July 2007, Mooresville ranked 24th in the list of growing cities in the state, with a 21.93 percent increase in population since 2000.

Mooresville adopted "Home of the State Flag" as its slogan in 1966, in honor of Paul Hadley, the Indiana state flag's designer. Mr. Hadley was a well-known watercolor artist and lived in Mooresville for many years. Other famous residents of Mooresville include John Dillinger, known for his bank robberies and escapes from the authorities, who spent his adolescence in Mooresville and Amos Rusie, also known as "The Hoosier Thunderbolt," baseball's hardest throwing pitcher in the 1890s.

Demographic Profile

Most of the demographic data available for Mooresville in June of 2008 is based on the U.S. Census data from 2000. The Census Bureau conducts their official population census of the United States every ten years, called the decennial census. The most recent survey was taken in April 2000.   While the Census Bureau conducts smaller scale surveys between decennial years, the Bureau does not analyze geographic areas with a population of 65,000 or less based on the July 1, 2006 Census Bureau population estimates.

According to the U.S. Census Bureau, data will be available for all areas of 20,000 or more in 2008. For small areas less than 20,000, it will take five years to accumulate a large enough sample to provide estimates with accuracy similar to the decennial census. Beginning in 2010, and every year thereafter, the nation will have a five-year period estimate available, a resource that shows change over time, even for neighborhoods and rural areas.

Where available, more recent data was used to compile the demographic profile of Mooresville.

Population

Mooresville, Indiana is located just south of Indianapolis in Morgan County. The town's population increased steadily until it spiked between 1990 and 2000. The chart below illustrates population estimates made by the Indiana Business Research Center (IBRC). In 2007 the town's total population reached 11,516 people. Out of Indiana's 600 cities, Mooresville ranked 79th in population in 2000. That figure is up twenty-one places from 1990, when the county ranked 100th. Recent population estimates suggest that the town's overall growth continues. Between 1990 and 2007, the town's population increased an impressive 108 percent. The town's rapid population growth easily surpasses the county's, which increased 25 percent during that same time period.

Mooresville also ranks 24th in the state's fastest growing cities report as of July 2007.

Figure 2. **Mooresville Population Estimate***

Year	Population
2000	9,505
2001	9,937
2002	10,415
2003	10,750
2004	10,902
2005	11,095
2006	11,347
2007	11,516
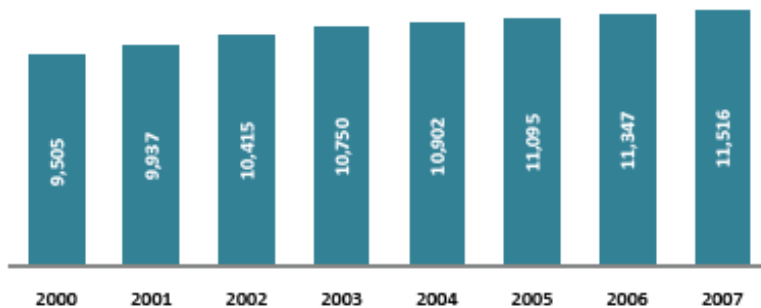
* Estimates for July 1
Source: STATS Indiana

Age

In 2000, the town had a higher percent of adults between the ages of 25 to 44 than the state. This suggests that Mooresville has a higher percent of young and working adults than the state. In addition, the town had lower percentages of adults 45 and older than the state. The data point to a generally young population in the town.

Percent Age Distribution 2000

	Under 5	5 to 9	10 to 14	15 to 19	20 to 24	25 to 34	35 to 44	45 to 54	55 to 59	60 to 64	65 to 74	75 to 84	85+
Indiana	7.0%	7.3%	7.3%	7.5%	7.0%	13.7%	15.8%	13.4%	4.8%	3.9%	6.5%	4.4%	1.5%
Mooresville	9.0%	7.7%	7.4%	7.0%	5.9%	15.9%	16.8%	11.6%	4.2%	3.4%	6.1%	3.5%	1.3%

Source: STATS Indiana
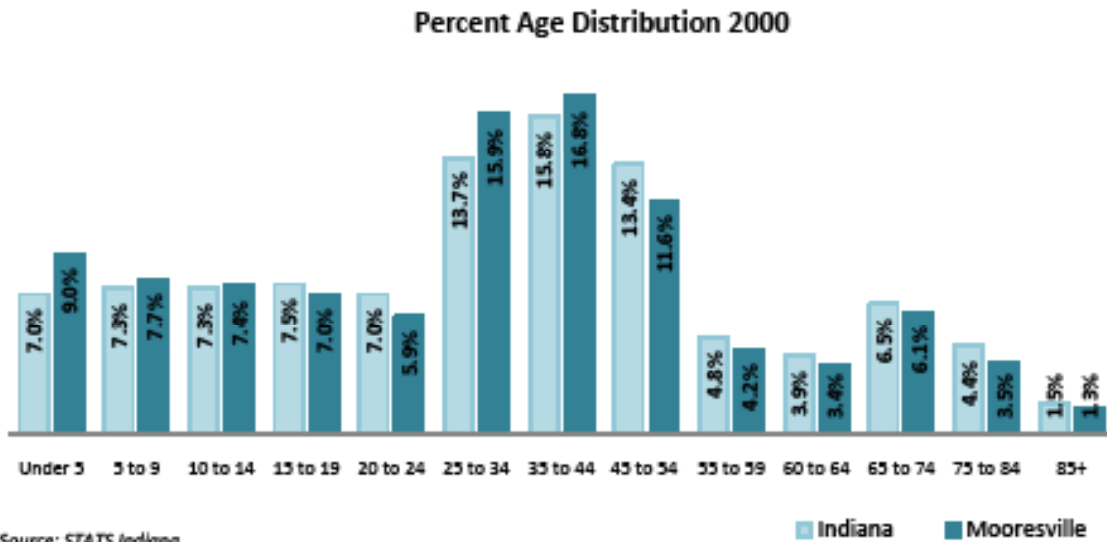
Median age projections – which are not available for cities and towns – indicate that Morgan County's population is aging at a faster rate than the rest of the state. In 2005, the county's median age was 1.4 years older than Indiana's, but it is projected to be 3.4 years older than the state's by 2040.

Median Age Projections 2005-2040

	2005	2010	2015	2020	2025	2030	2035	2040
Morgan County	37.3	38.8	39.9	41.0	41.9	42.3	42.7	43.2
Indiana	35.9	36.4	37.0	37.7	38.4	38.9	39.5	39.8

Source: STATS Indiana
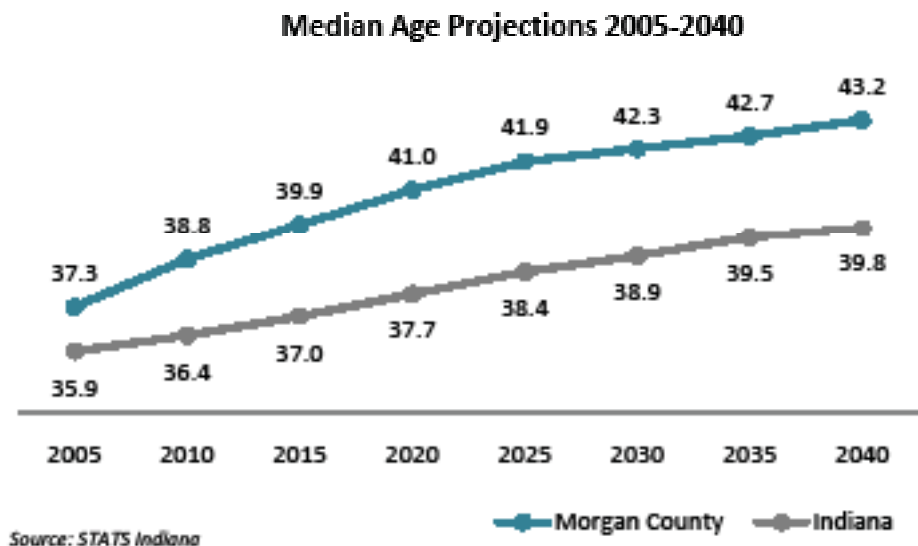
Educational Attainment

Educational attainment levels of adults 25 years and older – especially in terms of those with bachelor's degrees – have increased in Mooresville. Between 1990 and 2000, the percent of adults with high school diplomas improved by 10.6 points and the percent of adults with bachelor's degrees increased by 8.4 points.

Educational Attainment 1990-2000

Source: STATS Indiana

Mooresville   Indiana
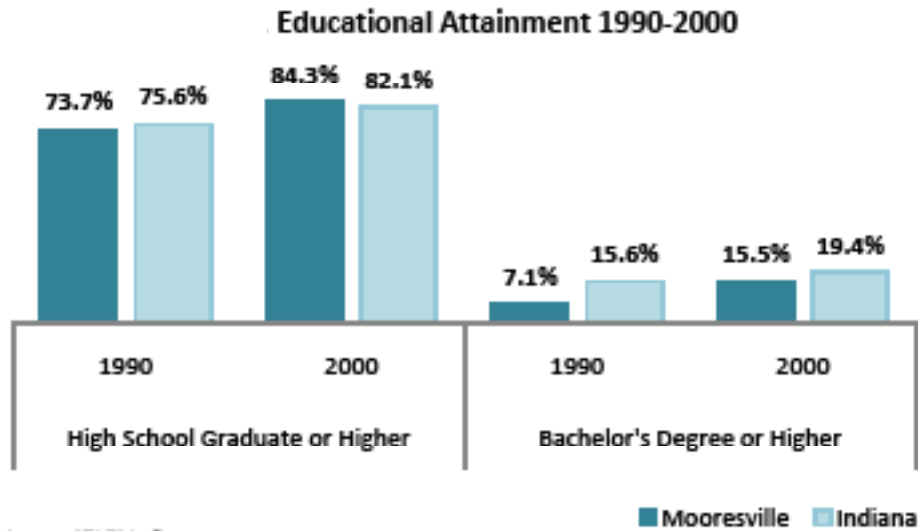
In 2000, Mooresville ranked 170th and 141th (out of 600 cities) in the state in terms of adults with high school degrees or higher and bachelor's degrees or higher respectively.

Percent Graduates Pursuing College 2006-07
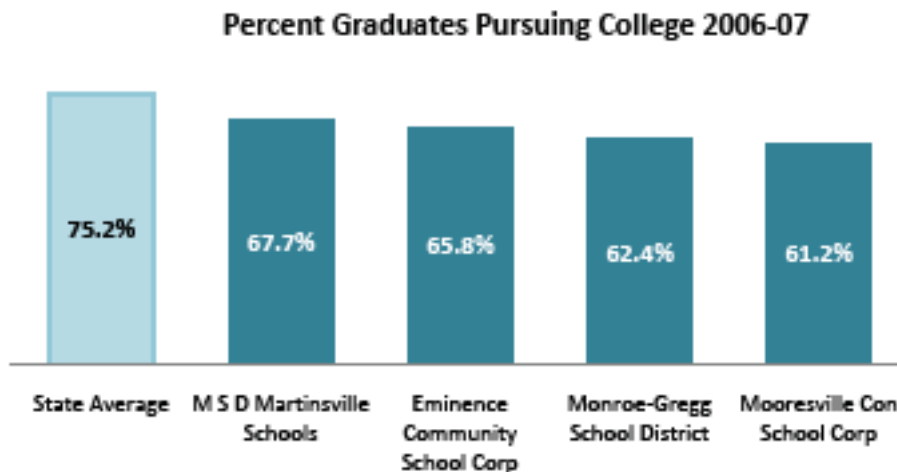
Source: Indiana Department of Education

Poverty

The poverty rate is a statistic that tracks the percentage of individuals who are below the poverty threshold. Poverty thresholds are the dollar amounts used to determine poverty status, and vary according to the size and age of family members. The same thresholds are used throughout the United States and do not vary geographically. Mooresville's poverty rate was well below the state's in both 1990 and 2000.

Poverty Rate 1990-2000

	1990	2000
Mooresville	6.5	4.3
Indiana	10.7	9.5

Source: STATS Indiana

■ Mooresville ■ Indiana
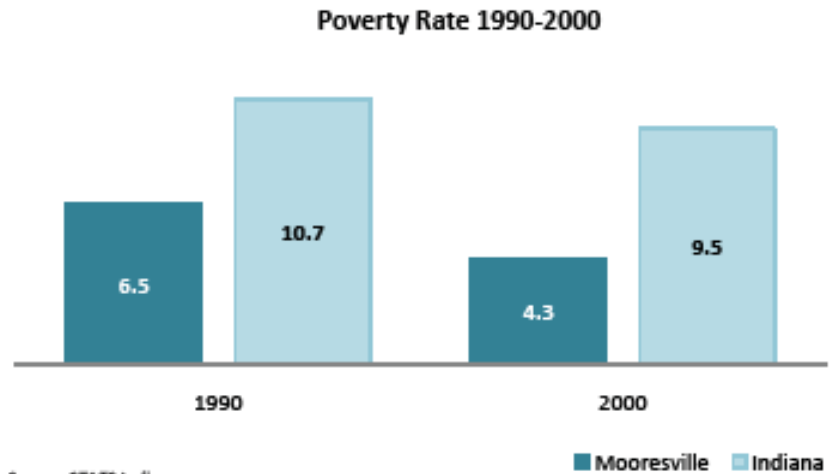
The percent of free lunches served is another indicator of economic distress. All four public school corporations in Morgan County have lower percentages of free lunches served in school, and the Mooresville Consolidated School Corporation has the second lowest percent of free lunches in the county – with 19.3%.

Percent Free Lunches 2007-08 School Year

Indiana*	M S D Martinsville Schools	Eminence Community School Corp	Mooresville Con School Corp	Monroe-Gregg School District
31.0%	27.3%	22.1%	19.3%	17.7%

Source: Indiana Department of Education

* Public Schools Only
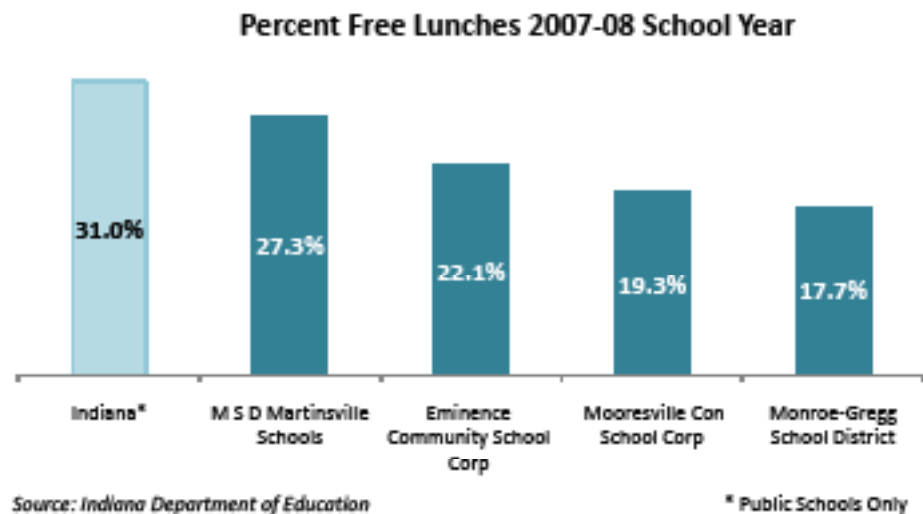
Income

Income is generally the aggregate of wages and salaries, net farm and non-farm self-employment income, interest, dividends, net rental and royalty income, Social Security and railroad retirement income, other retirement and disability income, public assistance income, unemployment compensation, Veterans Administration payments, alimony and child support, military family allotments, net winnings from gambling, and other periodic income. The median divides the income distribution into two equal parts, one having incomes above the median and the other having incomes below the median. For households and families, the median income is based on the distribution of the total number of units, including those with no income.

Median Household Income 1989 and 1999*

$36,632 $37,375 $47,292 $41,567

1989 (adj.)*   1999

* 1989 median is adjusted to 1999 dollars.
Source: STATS Indiana

■ Mooresville   ☐ Indiana
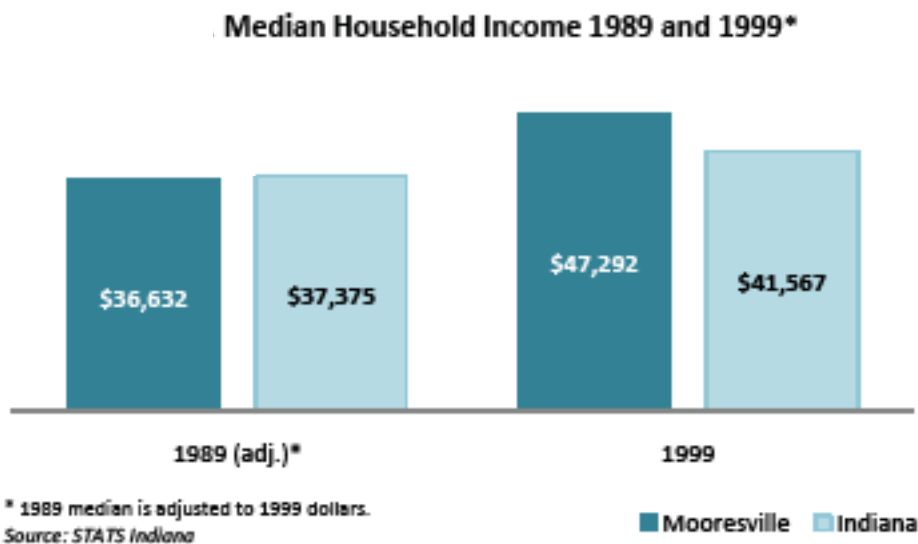
Mooresville's median household income level surpassed the state average in 1999. The town's median income grew 29.1 percent while Indiana's only increased 11.2 percent. This indicates that Mooresville is outpacing the state in terms of wealth creation. In 1989, the town ranked 171st in the state in terms of median household income, and the ranking increased in 1999 to 100th (out of 600 cities). Per capita income for Mooresville in 2000 was $21,504.

Employment

Mooresville's largest industries were manufacturing and educational, health and social services. While consistent with state trends, the town had greater employment relative to Indiana in growing industries such as construction and transportation, warehousing, and utilities. Mooresville also had a slightly higher percent of employment in finance, insurance, and real estate than Indiana. The town's proximity to Indianapolis is a clear benefit to the local economy; twelve of Morgan County's fifteen major employers are located in Mooresville.

Mooresville Major Employers		
Company	**Industry**	**Employees**
Mooresville Cons. School Corp.	Education	519
Nice-Pack Products, Inc.	Wet Wipes Manufacturing	350
TOA (USA), LLC.	Auto, Suspension & Body Parts	325
St. Francis Mooresville Hospital	Medial & Surgical Hospitals	309
General Shale Brick	Concrete Block & Brick Manufacturing	100
Jack Elrod Company	Stadium Seating & Racing Wall Mfg.	95
Town of Mooresville	Government	71
Thiesing Veneer Co., Inc.	Manufactured Hardwood Veneers	68
LinEl Signature	Custom Skylight Manufacturing	65
PacMoore Process Technologies	Food Powder Packaging & Process	65
Prodigy Group	Industry Machinery Manufacturing	55
Citizens Bank	Commercial Banking	55
Overton & Sons Tool & Die Co.	Aluminum Sheet, Plate & Foil Mfg.	55
Sani-Serv	Food Service Equipment	50
Source: Indy Partnership Employer Database		

More recent industry data is available at the county level from the U.S. Bureau of Economic Analysis. This data suggests that manufacturing remains a dominant industry in the county and the state. Figure 13 shows the percent distribution of employment and average earnings for Morgan County and Indiana. In 2006, other private and retail trade comprised the two largest industries in Morgan County; manufacturing had slipped to third. Average earnings in Morgan County are well below those in the state as a whole.

Wholesale trade and manufacturing had the highest average earnings per job in the county. When compared with the state's industry distribution, the county has a notably higher construction sector.

Mooresville Industries				
Industry	**Pct. Dist. in Morgan Cty**	**Pct. Dist. in Indiana**	**Average Earnings per Job (Morgan Cty)**	**Average Earnings per Job (Indiana)**
Accommodation, Food Serv.	8.4%	6.7%	$14,243	$14,938
Arts, Ent., Recreation	1.2%	1.9%	$9,844	$24,750
Construction	10.9%	6.2%	$32,844	$42,493
Health Care, Social Serv.	7.8%	9.8%	$36,036	$42,635
Information	0.9%	1.3%	$34,150	$49,701
Manufacturing	11.3%	15.5%	$53,839	$69,725
Professional, Tech. Serv.	NA*	4.2%	NA*	$50,420
Retail Trade	13.8%	11.2%	$22,546	$23,149
Trans., Warehousing	1.5%	4.0%	$19,834	$43,559
Wholesale Trade	1.9%	3.6%	$54,091	$58,764
Other Private (not above)	21.1%**	22.0%	$24,349**	$31,730
Government	15.0%	11.8%	$42,291	$47,477
*Data not available due to BEA non-disclosure requirements.				
** These totals do not include county data that are not available due to BEA non-disclosure requirements.				
Source: STATS Indiana; U.S. Bureau of Economic Analysis				

Commuting

Morgan County is a net exporter of workers. In 2006, 32.9% (15,086 workers) of the county's resident labor force commuted to work in nearby Marion County. The resident labor force refers to workers who live in Morgan County and work.

Figure 14. Commuting Trends

20,314 20,837 20,756 20,571 20,536 20,479 20,656

2,872 3,123 3,261 3,275 3,473 3,478 3,604

2000 2001 2002 2003 2004 2005 2006

■ # of persons who live in Morgan County but work outside the county
□ # of persons who live in another county (or state) but work in Morgan County
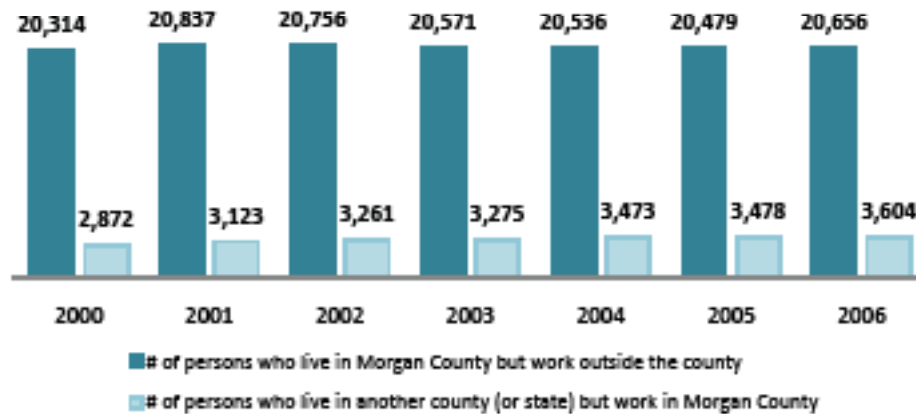
Source: STATS Indiana; Indiana Department of Revenue

Morgan County commuting trends remain relatively stable. The number of workers who commute out of Morgan County to work has only increased 1.7 percent between 2000 and 2006. In contrast, the number of workers who commute into Morgan County has increased 25.5 percent from 2000 to 2006.

Housing

According to the 2000 Census, Mooresville had 3,688 total housing units –a 66.1 percent increase in units from 1990. In contrast, the state only had an increase of 12.7 percent and the county a 26.4 percent in total housing units between 1990 and 2000.

95.9 percent of Mooresville's total housing units were occupied in 2000. 70.8 percent of the occupied housing was owner occupied and 29.2 percent was renter occupied. The percent of vacant housing units declined from 5.1 percent in 1990 to 4.1 percent in 2000, and Mooresville had lower percentages of vacant housing than the state in both years. A majority of the town's vacant units are renter occupied.

Mooresville's median home values dramatically increased between 1990 and 2000. The town's median home values were slightly lower than the state's in 1990 but jumped nearly $20,000 higher than Indiana's in 2000. The town's ranking in the state in terms of median home values rose from 120th in 1990 to 70th in 2000.

Building permits are another indicator of growth in communities. As Figure 13 shows, Martinsville has slowed overall in issuing building permits. Monrovia, Mooresville, and unincorporated areas far outpaced Martinsville in issuing building permits over the last five years. However, the county as a whole has experienced a decline in building permits issued.

Morgan County Building Permits					
Place	2003	2004	2005	2006	2007
Martinsville	51	29	29	26	13
Monrovia	19	9	10	83	71
Mooresville	90	75	74	70	35
Morgantown	4	3	1	1	2
Paragon*	0	0	0	0	0
Unincorporated	187	200	169	103	39
Total Permits	351	316	283	283	160
Source: Builders Association of Greater Indianapolis					

4

HOUSING

Residential Land Use

This section of the Comprehensive Plan documents the present need for housing, assesses the condition of the local housing stock and develops policies to address the demand for a range of housing options.

Inventory and Assessment – Single Family

Single family housing is typically the biggest land use in a municipality, and this holds true in Mooresville. The Community Profile section of this report contains most of the detailed data, but a few trends are worth reviewing:

- The number of housing units in Mooresville increased 66 percent from 1990 to 2000. In contrast, units in the county increased by only 26 percent during that same period.

- Mooresville's median home values increased dramatically. The town's ranking in the state in terms of median home values rose from 120th in 1990 to 70th in 2000.

- Between 1990 and 2007, the town's population increased an impressive 108 percent.

- Mooresville ranked 24th in the state's fastest growing cities in July 2007.

Mooresville Residences

However, there are indicators that the rate of housing growth has started to slow. For example, the number of building permits issued for Mooresville decreased from 90 in 2003 to 35 in 2007.

To get a better idea of the current market, a snapshot was taken to determine the number, price and location of homes for sale in the fall of 2008. Figures were provided by the Metropolitan Indianapolis Board of Realtors' Multiple Listing Service. Nearly all listings are single-family homes, with some multi-family units. A few were classified as townhouse or condo.

Price Range & Number of For Sale by Community, Fall 2008							
Municipality	< $100k	$100 - $200k	$200k - $300k	$300 - $500k	$500k - $1m	> $1m	All Housing
Martinsville	70	109	56	24	13	2	274
Mooresville	29	82	78	28	3	1	221
Camby	21	117	7	1	0	0	146
Monrovia	6	14	6	4	1	0	31
Morgantown	6	9	6	4	2	1	28
Paragon	4	11	3	0	0	0	18
Brooklyn	3	1	0	0	0	0	4
Eminence	0	1	0	0	0	0	1
Morgan Co.	139	344	156	61	19	4	723

Real estate listings do not exactly correspond with political boundaries – for example, homes listed as being in Martinsville may be outside the city limits – so comparisons between communities will not be exact.

Mooresville Home for Sale

Real estate agents report that Mooresville's housing stock has a competitive advantage over other county areas and it is often requested by clients. The town has several attractive and well maintained neighborhoods, and the idea of working in bustling downtown Indianapolis while coming home to a leafy street in Mooresville is apparently compelling for many people.

Neighborhoods offer a diverse mix of housing opportunites to meet the needs of home buyers. For example, there is a range of home prices in Roberson Woods and Roberson Village, and older neighborhoods along Church Street and Morningstar Drive. Carlisle subdivision and other areas offer a choice of smaller homes.

Inventory and Assessment – Apartments & Rentals

According to the 2000 Census, about 20 percent of Morgan County's total housing units were renter occupied. The Census also reported that a majority of the county's vacant units are rental units. The market snapshot taken in the fall of 2008 also looked at the number, price and location of places for rent.

Market Rate Rental Units							
Location	**Complex**	**Efficiency**	**1BR Price**	**2BR Price**	**3BR price**	**Vacancy Rate**	**Total Units**
Mooresville	Towne View		$525	$585	$680		
Martinsville	Country View		$515 - $565	$615 - $665	$680 - $730		
Martinsville	Artesian Court*			$550		3	43
About 15% (6-7 apartments) under Section 8							

Section 8 / Rural Development Rental Units							
Location	**Complex**	**Efficiency**	**1BR Price**	**2BR Price**	**3BR price**	**Vacancy Rate**	**Total Units**
Martinsville	Heather Heights		$317			7	100
Martinsville	Morgan House	$459	$570	$658		6	111
Mooresville	Spring Hill					3	190

The steering committee said during the planning process that they are leery of allowing too many multi-unit rental properties to be built, but that some upper-end models are needed to attract young professionals who work in Indianapolis.

Mooresville Apartments

Major Housing Issues

The steering committee looked at many housing questions in various levels of detail. The solutions they devised are outlined in the strategies and action steps. Here is a summary of their thoughts on key issues.

The National Credit Crisis

As this comprehensive plan was being assembled, the national housing crisis swept through Indiana and into Mooresville. A company called Realty Trac reported home foreclosures are at the highest level since the Great Depression and that Indiana is 10th among all states in foreclosures filed per household.

Realty Trac reported nearly 53,000 new foreclosures have been filed so far in 2008 in the state, a number expected to continue to increase.

The graph below shows new local foreclosures filed in October 2008.
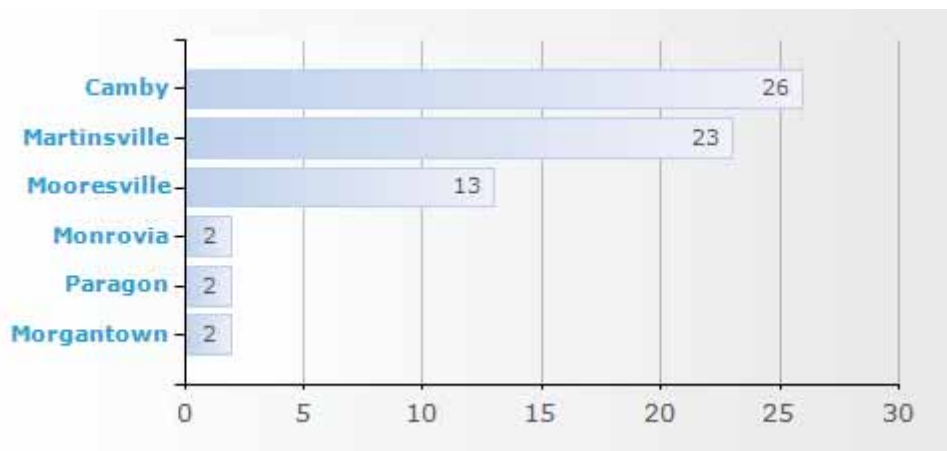
Mooresville is caught in a nationwide crisis and, unfortunately, there are few things local government can do in the short-term. However, this should not keep town leaders from planning for the future. New construction is only one way for a community to increase its housing stock, and annexation can also add to the mix. At a minimum, the town may want to address to the maintenance of foreclosed properties.

Housing Alternatives

There is a strong consumer preference for detached single family housing in Mooresville. About 71 percent of the occupied housing was owner occupied and 29 percent was renter occupied, according to the last Census. Also, the percent of vacant housing units declined

from 5 percent in 1990 to 4 percent in 2000, and Mooresville had lower percentages of vacant housing than the state in both years.

Steering committee members were frank in their admission of not wanting to permit too many lower-income, multi-unit residential developments. Such units are frequently not well maintained and contribute to traffic congestion and other problems, they said.

However, they acknowledged that limited rental opportunities don't leave room for one type of resident they are trying to attract: young professionals who work in Indianapolis. These people seek out "hip" apartments. They also believe the town would be attractive to young families who want to live in a small town but have ready access to a metropolitan area. These families might also want to start in a rental unit.

Also, when single family units are the dominant housing form, there are few options for town residents who want to – or must - live in higher density units.

Additionally, single family home development in suburban locations instills dependency on cars, which adds costs to both the families and the town which maintains the roads, etc.

Finally, the preference for single-family homes also ignores a national shift in demographics. As the county's population ages, different housing types are becoming increasingly popular with the baby boom generation. Downsizing from a single family home to a patio home, townhouse, condominium, or apartment offers a different lifestyle. Residents who can't find those options locally will move elsewhere.

Offering a broader range of housing alternatives can remedy these issues, but the steering committee admits that now – with record foreclosures and decreasing home sales – there is little the town can do to initiate action. However, these considerations should be factored into the next upswing of the housing market.

Heartland Crossing Site Plan

Regional Housing

The greatest influence on Mooresville's housing market is beyond the control of community leaders. That influence, of course, is the sprawl moving south from Indianapolis. Mixed use developments such as Heartland Crossing not only move "Big City" type traffic and other problems closer to Mooresville, it also siphons off some of the town's economic vitality by offering so many restaurants, shops, pubs, etc.

While there is not a lot Mooresville can do steer this growth, it does offer the opportunity for the town to show off its own assets of small town charm. This competitive advantage was behind the steering committee's goals of protecting and enhancing neighborhoods.

Neighborhood Building

As mentioned, Mooresville has a competitive advantage over many other Morgan County neighborhoods in its stock of desirable homes. This asset needs to be protected, and this protection should involve town government.

For example, there are few neighborhood associations, although these groups offer an excellent communication link to let town officials know about trends and problems. During this plan there were complaints that public investment in new subdivisions come at the expense of the "old town" neighborhoods. Lurching sidewalks and crumbling curbs can be a harbinger of neighborhood decline but – on the positive side – repairing those problems can trigger market interest.

Looking to future neighborhoods, subdivision ordinance standards can use sidewalks, green space and other tools to create a sense of community. In fact, many members of the public requested that more effort be put into sidewalks, trails and greenspace as a way of showcasing Mooresville's small town charm.

Action Steps for Residential Land Uses

The steering committee reviewed research and input from surveys, focus groups and public meetings to set goals for residential land use. These are followed by strategies, which are steps toward achieving the

goals. The strategies are matched with action steps for getting them accomplished.

GOAL: Provide a variety of quality housing choices for citizens of all ages and means.	
STRATEGY	**ACTION STEPS**
Encourage a variety of housing choices such as townhomes, executive housing, and condominiums at various price levels in appropriate locations throughout Mooresville.	Amend Zoning Ordinance to allow for more diverse housing stock in specified areas.
	Amend Zoning Ordinance to recognize Single-Family attached developments, such as townhomes.
	Adopt minimum residential design standards that will ensure quality housing stock.

GOAL: Promote strong and vibrant neighborhoods.	
STRATEGY	**ACTION STEPS**
Adopt minimum residential design standards to ensure quality housing stock.	Amend Zoning Ordinance and Subdivision Code
Encourage the stabilization of existing neighborhoods with reinvestment and redevelopment, where appropriate.	Implement town-sponsored Small Neighborhood Enhancement Grants (<$1,000) for cleanups, etc.
	Create Neighborhood Enhancement Award
	Assist in creation of Neighborhood Associations
Provide development patterns that complement the existing neighborhoods such as sidewalk connections and routing traffic away from residential streets.	Amend Subdivision Code
	Review Thoroughfare Plan for ways to rote traffic from residential streets
Provide diligent code enforcement to preserve the existing housing stock in addition to providing a well maintained appearance.	Maintain town staffing levels to have code enforcement
	Consider switching to a ticketing system to make enforcement process more effective
Protect historically significant structures and neighborhoods.	Create Overlay Zone for old town area
	Launch Historic Preservation Programs

GOAL: Encourage the availability of shopping, education and recreation near residential areas.	
STRATEGY	**ACTION STEPS**
Promote integrated residential communities with multi-modal access to existing or new retail, recreation, and other community services.	Review & maintain Thoroughfare Plan
	Create Parks Plan
	Create Greenways Plan
	Amend Subdivision Code to require connectivity to town amenity systems such as sidewalks, trails, etc.
	Amend zoning ordinance to require bicycle parking for commercial and institutional land uses
Allow mixed use, compact development in appropriate areas.	Amend Zoning Ordinance
Consider creating a connected system of sidewalks in all residential areas to improve walkability.	Amend Subdivision Code

What to Do Next

- ➲ Review Critical Sub Area Plans for Downtown

- ➲ Review Project Sheets in the appendix for ideas on:

  - • Bicycle & Pedestrian Plans

  - • Conservation Subdivisions

  - • Creating a Neighborhood Associations

  - • Green Cities

  - • Traditional Neighborhood Development

- ➲ Consult the Implementation Plan

5

Economic Development

Introduction

The definition of "economic development" is evolving to keep pace with the global economy. In the past, economic development professionals spent most their time preparing sites for new factories and marketing the advantages of their community's workforce.

There is still plenty of marketing (and some site preparation), but today's professional takes a much larger view. They recognize that even a site location in a nearby community can bring benefits to their town.

Closer to home, they also realize that their communities have more to offer then simply workers. In fact, with so much fierce competition for new locations (and cities offering land and even buildings as enticements), companies can afford to take a longer look at other assets. These include not only good schools, but also quality of life indicators such as parks, trails and even restaurants and coffee bars.

Although this section sticks to the more traditional topics of commercial and industrial development, it is vital that these sectors be integrated into the community's quality of life initiatives.

Commercial Land Use

This section of the Comprehensive Plan assesses the condition of commercial land uses and develops strategies to grow this sector of the town's economic engine.

This section of the plan centers on the commercial strips along Indiana Street and High Street and the downtown. In fact, no discussion about Mooresville's assets goes on for long without mention of downtown's potential. The Steering Committee made it one of their development principles: "Downtown is underutilized, but revitalization efforts could make it a vibrant, inviting destination for the region."

This plan suggests expanding the town's existing commercial footprint but doing so in a way that enhances existing commercial locations. Details of these suggestions can be found in the Critical Sub Areas Plan.

Inventory and Assessment

Primary uses within the downtown include local government offices, professional services and some shopping and dining opportunities. Residents said they desire a greater variety of commercial and entertainment venues, as well as a general sprucing up of the area.

Downtown Mooresville

Because Mooresville is not the county seat, downtown is relatively small and has no centerpiece such as a courthouse. However, it is at the intersection of two busy streets (some would say too busy) - Indiana and Main streets. This nexus draws cars, but it is also heavily used by trucks. Rerouting trucks is explored in the Critical Sub Areas Plan.

Among downtown's assets is its stock of buildings, many of which are in good shape. In some places the original architecture has been smothered by remodeling but other structures have been nicely restored.

The town also has regional draws such as Zydeco's Cajun restaurant and events such as The Mooresville Victorian Christmas. Although there has not been agreement about it, there may be some potential in promoting Mooresville's most infamous son, John Dillinger. This subject will undoubtedly come up again with the upcoming release of the movie *Public Enemies*, starring box office star Johnny Depp.

Downtown's greatest asset, however, is its dedicated advocates which include the Greater Mooresville Chamber of Commerce. They are already at work on one of the key suggestions of this plan, making downtown a Main Street organization and moving toward a detailed downtown revitalization plan.

Most of Mooresville's other commercial activity is centered along SR 67 and two roads that it feeds, Indiana and High streets.

Gray Brothers Cafeteria

The kingpin of these areas, and perhaps the town's biggest regional draw, is Gray Brothers Cafeteria. Most of the other businesses serve the local population and are indistinguishable from retail strip areas that branch out from downtown Indianapolis.

Major Commercial Issues

Downtown Revitalization

The biggest commercial issue is downtown, and the first priorities are to stabilize and then enhance the area.

But downtown Mooresville (like most old city centers) faces an uphill

battle against current shopping patterns. The average consumer will cheerfully drive across political boundaries in search of good deals, with little loyalty to local shop owners.

Recommendations in this report rely on using the gateway concept, a combination of signs, landscaping and other eye-catching elements to draw drivers off SR 67 and into downtown. But this lure will only work if there's something for them to do once they get there. It is vital that the land use actions move in lock-step with the downtown revitalization plans.

Because of the national consumer trends mentioned earlier, Mooresville cannot leave it to market forces to "fix" downtown. Considerable investment and political will is needed. The four-step plan includes:

1. Invest in downtown infrastructure

2. Reroute truck traffic past downtown

3. Make it easier to find downtown

4. Move more people downtown by encouraging dense housing around downtown periphery

Parking Lot at Indiana & Main

For step 1, the proposed Downtown Revitalization Plan should look at in-fill, including bold ideas. For example, one-quarter of the key intersection - Indiana and Main streets – is a parking lot. Other communities have tackled similar, underutilized areas with public-private partnerships that build or restore structures which are then marketed to desired uses.

When a downtown is struggling, some new ingredient has to be added to reverse the decline, and the most potent ingredient is money. And although it may seem like bitter medicine for elected leaders in a cash-strapped environment, *public investment must come before private investment.* Typically, this public investment is seen in infrastructure improvements such as replacing crumbling sidewalks and installing street trees.

*Public investment must come **before** private investment.*

Step 2, involving rerouting truck traffic, would be a challenge solved by careful planning and coordination with other entities such as the state. Details are laid out in the Critical Sub Area Plan.

Columbus Gateway Overpass

Step 3 would be the gateways, which are detailed in the Critical Sub Areas. The goal is to take areas that already get a lot of traffic, such as the Gray Brothers Cafeteria intersection off SR 67, and use landscaping, signs and other structures to "announce" downtown. An extreme example of a gateway would be the new bridge at Highway 46 and SR 11, east of I-65, leading to downtown Columbus.

Step 4 is a long-term goal designed to create a larger set of "built-in" customers for downtown by increasing residential density. This is a controversial idea because downtown now moves very quickly from urban to single-family homes. However, as shown in the Critical Sub Area Plan, there are areas just outside downtown with the potential for encouraging a greater density of residential units. Another way to add downtown residents is to encourage the unused and underused upper floors of commercial buildings to be converted into apartments.

Commercial Nodes

There are other commercial spots, such as Indiana Street and along SR 67, that are already well established. Smaller, locally-serving commercial centers might be considered in other areas when and if they develop. For example, if new tenants fill in the business park, there might be capacity for a small commercial node with services such as fast food restaurants.

Strategies & Action Steps for Commercial Land Uses

The steering committee reviewed research and input from surveys, focus groups and public meetings to set goals for commercial land use. These are followed by strategies for achieving the goals. The strategies are matched with action steps for getting them accomplished.

GOAL: Explore the options to reduce truck traffic on state road 267 through downtown Mooresville.	
STRATEGY	**ACTION STEPS**
Create an alternative truck route to eliminate most of the heavy truck traffic through the downtown area.	Refer to Critical Sub Area Plan for direction
	Identify truck route on Thoroughfare Plan
	Fund needed segments through the Capital Improvement Plan
Consider all land use impacts as a result of transportation decisions.	Reference Comprehensive Plan when making land use decisions
	Require traffic impact analyses for rezoning requests
Evaluate the Indianapolis MPO regional transportation plan recommendations for mooresville.	Compare the MPO's priorities with Mooresville's Thoroughfare Plan and identify conflicts
	Lobby MPO for appropriate changes

GOAL: Promote a high standard of community pride and small town charm.	
STRATEGY	ACTION STEPS
Retain Mooresville's identity as a small town by growing and expanding in a managed and orderly manner.	Reference Future Land Use Map
	Create Annexation Plan
Focus on downtown as "everyone's neighborhood."	Create Downtown Plan
Increase and sustain pride in the community.	Create local government awards program (best renovation, landscaping, holiday decorations, etc.)
Create a system of gateways at major entrances to Mooresville.	Create town wide gateway and signage plan
	Install extensive landscaping and consistent signage at gateways
Preserve and maintain existing older areas of town.	Create Overlay Zone for old town area
	Create Historic Preservation Commission

GOAL: Maintain downtown as a destination, with opportunities for dining, shopping and recreation.	
STRATEGY	ACTION STEPS
Acquire a Main Street program designation	Work with the Mooresville Revitalization Group and the local Chamber of Commerce
Create and adopt a Downtown Plan.	Apply for a state Community Focus Fund grant
	Form a steering committee for the plan and hire a consultant to complete
Maintain the older and historic buildings in downtown Mooresville.	Create Overlay Zone for old town area
	Launch Downtown Façade Loan or Grant Program

What to Do Next

⮑ Review Critical Sub Area Plans for:

- Downtown

- North Gateway

- South Gateway

⮑ Review Project Sheets in the appendix for ideas on:

- Capital Improvement Plans

- Compact Urban Form

- Corridor Plan

- Downtown Plans

- Green Cities

- Overlay Zones

- Sustainability

⮑ Consult the Implementation Plan

Industrial Land Use

This section of the Comprehensive Plan assesses the condition of industrial land uses and develops strategies to grow this sector of the town's economic engine. Mooresville's economic development efforts, including the business park and the incentives created to attract companies, are envied by other Morgan County communities.

But considering the national recession and stark economic forecasts, this plan focuses on the fundamentals: retention and expansion of existing businesses while building capacity for future growth.

Although the Steering Committee emphasized preserving Mooresville's positive small town characteristics, they also underscored the importance of growth. As stated in one of their four development principles: Concerns about sprawl should not discourage the town from investing in its existing business park and other areas to promote quality growth.

Inventory and Assessment

The Community Profile section of this report contains most of the detailed data, but a few highlights are worth reviewing:

Mooresville Industrial Park

- ➲ Mooresville's median household income surpassed the state average in 1999. The town's median income grew 29 percent while Indiana's only increased 11 percent.

- ➲ Twelve of the county's fifteen major employers are located in Mooresville.

- ➲ Wholesale trade and manufacturing had the highest average earnings per job in Morgan County.

The number of workers who commute out of Morgan County to work has only increased 2 percent between 2000 and 2006. In contrast, the number of workers who commute into Morgan County has increased 26 percent from 2000 to 2006.

Most of the county's biggest employers are in Mooresville, including Nice-Pak Products with 350 workers, General Shale Brick with 100, PacMoore Process Technologies with 65 and Overton & Sons Tool & Die with 55.

Mooresville's manufacturing growth efforts are channeled through the Morgan County Economic Development Corp. (MCEDC). This corporation, explains their mission on their website www.morgancoed.com:

"Morgan County's future is in the capable hands of public and private sector leaders who support business growth, expansion and retention. Low taxes, utility rates and economic incentives programs are positive factors considered to be part of the county's ability to attract business. Morgan County has embraced its commitment to encourage business by eliminating the business inventory tax.

The Morgan County Economic Development Corporation is focused on economic growth while maintaining the livability of Morgan County. The county is the choice of residence for more than 67,000 people who have selected Morgan County for its safe environment, access to recreational sites, educational opportunities and proximity to Indianapolis."

MCEDC represents the county as well as Mooresville, Martinsville and Monrovia. It is Mooresville that has the most economic development infrastructure in place. The corporation markets available manufacturing space in the town, which in late 2008 included:

- Elrod Building at 1400 Hancel Parkway. Building Size: 148,280 sq. ft.

- Flagstaff Business Park at SR 67 and Hancel Parkway. Total Acreage: Lots from 1 to 30 acres.

- Fields Site at SR 67 and Old State Road 67. Total Acreage: 42.

- Haught Site at Bethel Road. Total Acreage: 85.

- Merriman Site at SR 67 and Merriman Road. Total Acreage: 100+/-.

- Duke Site at SR 67. Total Acreage: 49.

- Ferguson Site at Country Club Road and Wetzel Lane. Total Acreage: 440.

Another asset is the community's workforce. Because statistics are not as regularly updated for towns as they are for counties, current, specific data isn't available for Mooresville. However it is generally recognized that one reason why the town is more "vibrant" than other areas of the county is its workers, many of whom have good-paying jobs in Indianapolis.

But it is impossible to isolate Mooresville's economic destiny from that of the Greater Indianapolis Metropolitan Area. Morgan County and Mooresville, along with more than 1.7 million people, are in the state-designated Economic Growth Region (EGR) 5. The nine-county region includes Boone, Hamilton, Hancock, Hendricks, Johnson, Madison, Marion, Morgan and Shelby counties.

While manufacturing employs the highest percentage of people both in Region 5 and the state, only 12 percent of all regional jobs are in the manufacturing industry. The remainder of Indiana has 23 percent of all jobs in manufacturing.

Major Industrial Issues

Regional Manufacturing Trends

According to the Indiana Business Research Center (IBRC), if current trends continue, the health care and social services industry could easily surpass the number of jobs held in the manufacturing industry.

In Region 5 from 2001 to 2005, manufacturing saw a decrease of more than 11,000 jobs while health care and social services added over 9,700 jobs. The likelihood that these numbers will keep growing in opposite directions seems fairly certain, at least in the short-term, according to the IBRC.

It is not easy to read about the loss of 11,000 regional manufacturing jobs and be confident that the past emphasis on traditional industrial recruiting will bear the same fruit.

Regional Competition

Changes in the national (and worldwide economy) have not kept communities from investing in the industrial sector. The City of Martinsville just completed an Economic Development Plan that called for two new manufacturing sites. County leaders are planning on new developments along SR 37.

But even stronger competition is coming from sites in Hendricks, Marion and the other Indianapolis "doughnut" counties, all of which are investing in the infrastructure needed for new industrial growth. Many of these communities are better positioned with features desired by manufacturers, such as immediate access to an interstate.

However, economic development professionals across the region recognize that times have changed and adjusted their strategies and expectations. For example, "industrial parks" have been replaced by a "business park" or "business campus," which connotes a more diversified use.

These same professionals are tailoring their recruitment efforts to seek out employers in fields like bio-med and knowledge-based businesses.

Strategies and Action Steps for Industrial Land Uses

The steering committee reviewed research and input from surveys, focus groups and public meetings to set goals for industrial land use. These are followed by strategies for achieving the goals. The strategies are matched with action steps for getting them accomplished.

It is worth noting that two of the Steering Committee's top four goals are industrial/business based.

GOAL: Support Mooresville's existing businesses and industries.	
STRATEGIES	**ACTION STEPS**
Continue support of the Morgan County Economic Development Corp. (MCEDC) and their countywide growth strategy.	Support budget
	Follow goals and progress
Ensure that the necessary infrastructure – including sewer and water, roads and high-speed data access – is in place to support local business retention and expansion.	Use Capital Improvement Plan to fund improvements
	Work with utilities and the MPO to coordinate their efforts
Reinforce identity and image of business districts and industrial parks.	Create a Town Signage Plan
	Create a Gateway Plan
Improve the competitiveness of the Flagstaff Business Park, downtown and other commercial areas.	Promote buying and usage of local products and services
	Support MCEDC

GOAL: Ensure that Mooresville maintains an adequate utility infrastructure to serve its agricultural, residential, commercial and industrial users.	
STRATEGIES	ACTION STEPS
Match the pace of development to the town's ability to provide adequate services.	Follow Capital Improvement Plan
	Follow Future Land Use Map
	Create Annexation Plan
Expand the wastewater treatment plant to facilitate future growth.	Follow Capital Improvements Plan
Extend utilities to areas where business and industrial uses should expand.	Follow Capital Improvement Plan
	Follow Future Land Use Map

GOAL: Make Mooresville attractive for new businesses and industries.	
STRATEGIES	ACTION STEPS
Promote business diversity including entrepreneurs, Mom and Pop stores, small businesses, medium firms and large industrial companies.	Create targeted incentive programs
	Create Downtown Revitalization Plan.
Designate growth areas for future business and industry with available infrastructure.	Consult Future Land Use Map
	Initiate rezoning of land to commercial and industrial
Pursue annexation in a manner that is consistent with proper development of infrastructure and public services.	Create Annexation Plan
	Consult Future Land Use Map
Continue to preserve and improve Mooresville's quality of life	Invest in parks system
	Include schools in development review process
	Support the arts financially and in-kind
	Follow the housing recommendation

What to Do Next

⮕ Review Critical Sub Area Plans for:

- Industrial Park

⮕ Review Project Sheets in the appendix for ideas on:

- Capital Improvement Plans

- Compact Urban Form

- Corridor Plan

- Design Guidelines

- Overlay Zones

- Sustainability

⮕ Consult the Implementation Plan

6

LAND USE

Introduction

Future land use maps draw most of the attention in a comprehensive plan. They're eye-opening because they illustrate – via a map of the town – where community leaders think homes, businesses, manufacturing plants and other uses should go in the future.

By extension, they also specify where they shouldn't go.

The future land use map has this core concept: Communities engage in planning to ensure the needs of the whole community are considered, not just benefits to individuals.

Community planning is based upon the idea of the public interest. Some flexibility in the use of individual land is given up in exchange for creating a community in which the interests of all are considered. When communities plan, they establish and implement public policy for decisions on development and redevelopment. Plans help a community achieve a character that residents of the community recognize and support.

Because a comprehensive plan is meant to be a general decision-making guideline, the future land use map is not the same as a zoning map, which is a visually based local ordinance. Zoning maps, and their accompanying regulations, are detailed to the parcel level and are enforceable as local law. They specify where potential uses, such as residential, commercial, light industry, heavy industry, open space or transportation infrastructure can be located.

While the future land use map does not have the power of law, it lays the groundwork for changes to the zoning map and regulations. This section includes a review of the land uses as well as the guiding principles behind how community leaders think the town should develop. It also includes assessments, strategies and action steps for housing, commercial and manufacturing land uses.

A future land use map is a visual guide for future planning. It is a reflection of what and how the community wants to develop.

The future land use map is not a zoning map, yet it does assist decision makers in rezoning request decisions.

Development Principles

Development principles are intended to guide decisions makers as they interpret the comprehensive plan. They are overarching statements that can be applied to many different decisions and shed light on how the goals and objectives were created. Three of the four development principles created during this planning process apply to the Land Use chapter. They are:

Community Image

Mooresville is under pressure from sprawl-like development moving south from Indianapolis. Without attention to detail and forward thinking, this growth – both residential and commercial - could overwhelm the community's small town character.

Quality of Life

Quality of life is a term used to describe the degree of well-being felt by an individual or group of people. This satisfaction (or dissatisfaction) with your cultural or intellectual conditions is often tied to amenities like good schools, an active arts community, friendly neighbors, etc. Quality of life amenities were identified by its citizens as Mooresville's prized asset. Its existing small town charm can be enhanced with such things and walking paths and greenspace.

Downtown

Downtown is underutilized, but revitalization efforts could make it a vibrant, inviting destination for the region.

Economic Competitiveness

Concerns about sprawl should not discourage the town from investing in its existing business park and other areas to promote quality growth.

Mooresville Residence

Future Land Use Map

The future land use map is the community's visual guide to future planning; it is a map of what the community wants to happen over the next 15 or so years; not what it thinks will happen.

Managing growth means directing the location, type, quantity and quality of development. Land uses are generally expressed in broad categories such as residential or commercial. The quantity of development considers how much growth is appropriate for the community.

As described in The I-69 Planning Toolbox, a future land use map is essential to the smart growth and sustainability of a community. For example, traditionally land uses were separated from each other, protecting residential from other types of land uses.

Today, land use planning attempts to address the negative development patterns, including sprawl, which have arisen over the past 50 years.

Modern planning looks back to previous, more compact land use characteristics from the early 20th century, like traditional neighborhood development with grid streets and the corner store, or creates new innovative approaches, like truly mixed use development.

How to Use the Future Land Use Map

Plan commissioners, town council members, developers, residents and others can use the future land use map to see the community's expectations on what the town will look like in the future.

For example, a developer wishing to build a new housing subdivision south of downtown off SR 67 may find that much of the area has been designated for industrial uses.   The land use map is general in nature, and the categories are broadly defined. The steering committee which created this plan wanted to keep the uses flexible in order to adapt to changing conditions.

This map is meant to be used in combination with the Critical Sub Area Plans and the goals and strategies to fully understand the steps that Mooresville will take to manage change in the next 15 years or more.

Definitions of Land Use Categories

The following definitions match the categories given in the legend of the land use map.

Commercial	The purpose of this land use category is to provide a full range of commercial retail, office, and service uses for residents, businesses, and visitors. This applies to commercial activities with direct contact with customers ranging from neighborhood convenience stores to regionally oriented specialty stores. These areas are intended to accommodate both wholesale and retail sales and are characterized by: 1) shared parking areas, and 2) shared points of access to a roadway.
IDNR Managed Lands	These state-owned lands are controlled by the Indiana Department of Natural Resources.
Industrial	The purpose of this category is to provide for a full range of light and heavy industrial uses. Types of uses that would be permitted include manufacturing, processing, distribution and storage. The designation will accommodate a variety of industrial establishments which: 1) employ high environmental quality standards; 2) may function as an integral part of an overall development area; 3) require large tracts of land because of their nature and function; and, 4) have minimal impacts on adjacent uses.
Institutional	The purpose of this category is to provide land for buildings for government or private institutional use such as schools, church, hospitals and museums.
Park/Open Space	The purpose of this category is to provide public or private land reserved for passive or active recreational activities or permanent preservation of natural open space. It may also be used on private lands to designate natural features within clustered development.
Residential	The purpose of this category is to provide land suitable for housing. Zoning maps usually divide into sub-categories based on dwelling unit density and expressed as the number of dwellings permitted on each acre.

Future Land Use Map

Mooresville Comprehensive Plan

Legend

Corporation Limits
Two Mile Fringe
SR 37 / 144 Corridor Overlay
Future Roads

Agricultural General
Commercial
IDNR Managed Lands
Industrial
Institutional
Park / Open Space
Residential

ECONOMIC
GROWTH
TEAM
Foundations for a
Sustainable Future
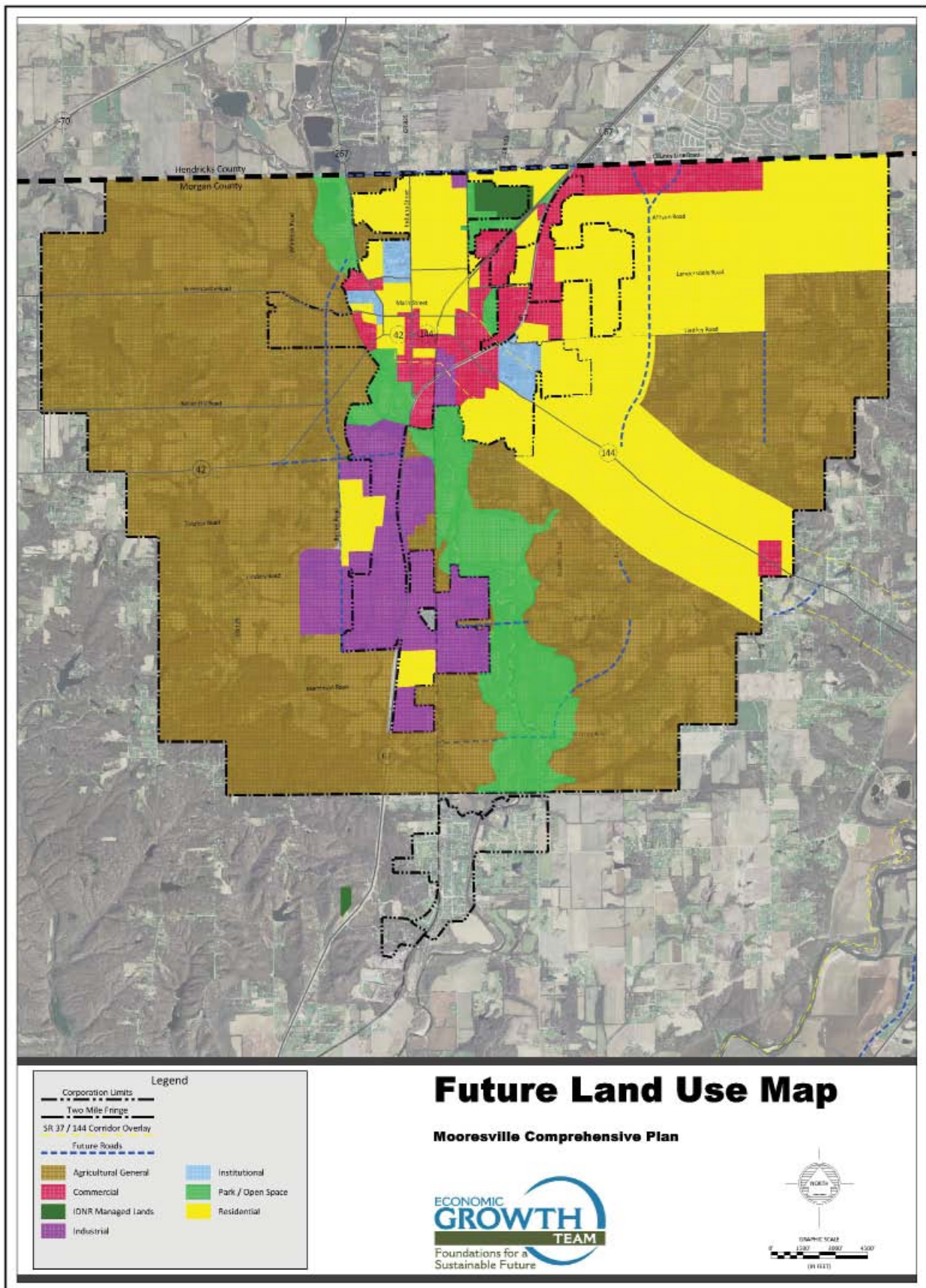
Residential

Areas around Mooresville have seen significant residential growth in recent years, but the housing crisis that began in late 2008 has resulted in a large number of foreclosed and unoccupied homes in the area. The Heartland Crossing development just north of Mooresville in Marion County was especially hit hard by this crisis.

While it is anticipated that residential development will pick up again in upcoming years, the rate of growth is not expected to reach what was seen prior to 2008. Nonetheless, it will likely not be long before development pressures begin to be seen throughout Mooresville's fringe areas.

To develop a future land use plan to accommodate this foreseen development, the steering committee reviewed the various ideas that had been brought forward for future growth areas. Some options were to the east of Mooresville near other development. Another option was development to the southeast near Brooklyn - and other ideas were to expand the town to further west along SR 42. As the committee reviewed these ideas, they recognized that it would be cost prohibitive to extend quality streets, utilities, fire protection and law enforcement to all areas of the fringe that could be developed. As a result, they worked to develop a strategy to direct growth to logical, specified areas that could be best served by infrastructure and utilities.

As the strategy was developed, the committee reviewed historical data relating to the number of houses built in recent years and used those to forecast the acreage needed for future housing. Given the expected decline in new housing in the future, the figures are expected to reflect more area for housing than actually will be required.

Next, the committee reviewed existing land use and utility patterns to determine where future housing is most easily added. It was observed that there are hundreds of acres of undeveloped land near Hadley Road that are currently served by existing sanitary sewers. In comparing the acreage of this available land back to future projections, it was determined that this area conservatively could accommodate the growth projected for the next 5-10 years or more. As a result, the committee designated this area as the preferred location for future residential growth.

In addition to the sites near Hadley Road, additional properties adjacent to the existing corporate limits and along SR 144 currently are served by

sanitary sewers and road infrastructure. These sites were also identified on the map as being preferred for short term residential expansion.

In a desire to protect agricultural uses in the fringe area and to prevent short term sprawl, the balance of areas in the fringe were then designated as Agricultural. This designation allows a limited number of single family residences to be added, but discourages subdivision style residential development.

Nonetheless, it is expected that Mooresville's fringe area will see increasing pressure to be developed in upcoming years after areas with existing infrastructure are fully developed. When this occurs, the committee set the following priorities for future residential growth:

⮕ **Phase 1**

Long Term Residential Growth Area: This area is bounded by SR 67, the Marion/Morgan County Line, the east fringe limits, and Dayhuff Road. This area is the next expected growth area based on its proximity to SR 67, SR 144 and existing infrastructure. The Town should consider extension of infrastructure into this area only after other areas identified in this plan have been fully developed.

⮕ **Phase 2**

Long Term Residential Growth Area: This area is bounded by SR 67, Dayhuff Road, and the east/south fringe limits. It is further away from existing infrastructure and will take considerable effort to extend utilities and services into the area. It should be developed only after all Phase 1 areas are fully developed. It is not anticipated that this area will be developed during the life of this plan.

⮕ **Phase 3**

Long Term Residential Growth Area: This area generally lies west of the existing corporate limits of the town and extends to the west fringe limits. While the area is partially served with water service, it is not provided with sanitary sewer service. White Lick Creek currently is a barrier to providing sanitary sewers to this area. Consequently it is recommended that utilities not be extended and that this area not be developed in the near term. This area should only be considered for development after

Annexation yields benefits that include the ability to control new development, thereby ensuring ease of future maintenance; control of impacts at their source and the ability to extend town boundaries in a logical, service-oriented manner.

Phase 1 and 2 Long Term Residential Growth Areas are fully developed. It is not anticipated that this area will be developed during the life of this plan.

Industrial

Marked in purple on the Future Land Use Map, the future industrial area adjoins the existing industrial developments on the south side off Mooresville along SR 67. Development opportunities exist on both sides of SR 67 near the existing Flagstaff Business Park. Areas to the east are along a rail corridor. To the west just off SR 67, significant acreage exists along Bethel Road. Just to the north of this area, industrial sites are available in the area of Pleiades Drive. More details on future Industrial uses are outlined in the Industrial CSA.

Commercial

A strategy of directing growth to defined areas has been adopted.

Several existing commercial corridors exist in the community. Most existing commercial is located in or around SR 67, and most new commercial is planned for this area. Future land use maps indicate available lands along northern portions of SR 67 for commercial development.

The plan also includes a commercial area on the northern edge of the fringe area, east of SR 67, near the Heartland Crossing Development. This area is envisioned as an employment center for commercial and business uses such as offices. Retail uses are not intended in this location. Manufacturing uses that should be directed away from this site to an Industrial land use area.

Outside of the SR 67 corridor, the community does have existing commercial development along the SR 144 corridor within the corporate limits of the town, within the downtown business district, and along SR 267/South Indiana Street. These areas generally have older commercial development. A discussion of the Downtown area is included in the Downtown CSA section. Information relating to the SR 144 and SR 267/South Indiana Street Redevelopment Corridors follows. Maps of the location of these corridors are located in Section 11.

SR 144 Redevelopment Corridor:

This corridor extends along both sides of SR 144 from SR 67 to downtown

Mooresville. The corridor includes a mix of residential and commercial uses. Housing along the route is mostly older, and varies in quality. Commercial businesses along the corridor are also varied and include a mix of newer stand alone businesses and some limited strip commercial development.

The vision for this area is as local commercial corridor. At the same time, the goal is to dress up the corridor so that it better serves as a gateway into Mooresville for residents and guests alike. Businesses along the route should be limited in type and scale so as to serve the area residents (in contrast to SR 67 businesses which are oriented to serve a larger regional area). Residential uses along the route encouraged to remain and be redeveloped. As businesses are developed, it should be done in a manner to respect the multi-use nature of the corridor.

The community should consider developing standards for this corridor to create uniformity and to better accommodate the mixed uses. These standards could apply to building placement, setbacks, landscaping, signage and other features.

SR 267/South Indiana Street Redevelopment Corridor:

This corridor extends along both sides of South Indiana Street (SR 267) from Downtown south to SR 267. The corridor includes a mix of small scale businesses, housing, highway oriented retail, commercial big box retailers – as well as regional attractions such as Gray's Cafeteria. Businesses along the route exhibit differing degrees of success. Most businesses appear to be thriving in their locations – whereas the strip center north of Kroger is mostly vacant and is in an obvious state of decline. As more development is added to SR 67 north of this area, there is concern this area will become less attractive – and that businesses will move to the new developments leaving this area to deteriorate.

The community's goal is to protect this area as an important local/regional commercial corridor. The key to this effort will be redeveloping the large empty retail spaces along the corridor. All options should be considered from finding new tenants to complete redevelopment of the site. Since this has been in a state of decline for many years, the community will likely need to take an active role in this redevelopment effort for it to be successful.

Another aspect of this corridor is establishing this South Indiana Street as another gateway into Mooresville. Section 11 of this plan includes

plans to enhance the floodplain area west of Gray's Cafeteria as part of a community gateway initiative. Plans for wayfinding and directional signage area also included as part of the recommended effort. The Town could consider providing these improvements and possibly other streetscape enhancements along South Indiana Street as part of a package to recruit a developer for the properties along this route.

Annexation Planning

The purpose of annexation planning is to ensure a smooth transition from county to town jurisdiction when and if unincorporated land is annexed to the town.

The goal and policies in this section establish a framework for addressing public services, infrastructure, utility extension and inter-jurisdictional issues.

Annexation of unincorporated land adjacent to the town benefits the town, residents and property owners. Property owners and residents gain access to services provided by Mooresville, such as enhanced police and fire protection and building and land use controls.

Ensure annexations do not detract from adopted level of service standards.

For the town, annexation yields benefits that include the ability to control new development, thereby ensuring ease of future maintenance; control of impacts at their source and the ability to extend its boundaries in a logical, service-oriented manner. It is particularly desirable when an area receives town utilities but is not on its tax roles. A town also benefits from annexing adjacent land, because those landowners that have been using town services for free (e.g., driving on the town's streets and using municipal parks) will now pay for those services through taxes they pay to the town.

The following criteria were applied in an examination of adjacent unincorporated land to identify potential annexation areas:

- ➲ Logical and historical community identification and affiliation with Mooresville.

- ➲ Financial and technical ability of the town to provide municipal services.

- ➲ Logical service areas through vehicular accessibility, public safety response and utility construction.

- ➲ Physical boundaries such as waterways, topography,

watersheds and freeways.

➲ Protection of critical and resource areas significant to a particular jurisdiction.

Next Steps to Annexation

Care must be taken with annexation, which is a formal, legal process. Voluntary annexation, where the neighborhood or area agrees to become incorporated, can be a relatively smooth process. With involuntary annexation, the residents may fight in the courts, media and at town hall.

One traditional objection from residents – they don't want to pay additional taxes even if it means getting additional services – may be weakened, according to an argument used in the City of Kokomo's annexation plan. It states, "Under Indiana's new "circuit breaker," taxes on all residential properties will be capped at 1 percent. With the rapid growth in costs such as health care and gasoline, it is safe to say that within a few years, all taxing districts will be operating at their cap. This means your taxes will potentially remain the same, regardless of whether you are city resident."

While a detailed Annexation Plan with specific boundaries is beyond the scope of this document, the Steering Committee has suggestions for moving forward.

➲ Freely make available to persons and areas within the town's potential annexation areas information related to Mooresville's taxes or services, with each annexation process emphasizing public information and clear communication among the town community, town government and the area under consideration.

➲ Work with Morgan County and other local jurisdictions to coordinate services to identified areas.

➲ Ensure annexations do not detract from adopted level of service standards.

➲ Ensure that zoning proposed for an annexation area is consistent with Mooresville's adopted Comprehensive Plan and other land use requirements.

➲ Establish mutually agreed upon development standards

Sprawl Example

with Morgan County for proposed development within potential annexation areas.

- ⮊ Establish appropriate interlocal agreements that provide solutions to regional concerns, including but not limited to water, wastewater, storm and surface water drainage, transportation, parks and open space, development review and public safety.

- ⮊ Initiate discussions and negotiations with adjacent and regional jurisdictions to establish mechanisms and procedures to resolve inter-jurisdictional concerns.

Growth Management

Growth management does not stop growth; rather it is intended to control the quantity, quality, location and type of development. Many growth management tools are discussed throughout the content of this comprehensive plan and summarized here:

- ⮊ **Creating a Comprehensive Plan** – Mooresville has taken an important step in creating a growth management strategy by updating its comprehensive plan. The town has decided its collective vision, goals and strategies for future development within their jurisdiction.

- ⮊ **Zoning** – Zoning is one of the main tools used for managing growth. The zoning ordinance defines districts which regulate land uses, density, and the layout (setbacks) of development. To be most effective, the zoning ordinance should be updated to reflect the comprehensive plan. The implementation section of this plan suggests zoning and subdivision code updates.

- ⮊ **Quality of Development** – Design standards are routinely used to define the character or image of development that is desired in a community. Examples include parking areas with focus on the side or rear of lots, architectural materials and styles or landscaping requirements such as preservation of existing trees or installation of native plants.

The implementation section of this plan suggests some design standards requiring various levels of political will and resources.

- **Location of Growth** – The future land use map displays the community's preferred locations for growth and development. It is intended that future development be accommodated on existing infill sites where available, before new greenfield development takes place.

- **Timing of Development** –The pace of development in Mooresville shall be identical with the town's ability to provide adequate services, such as availability of streets, utilities and police and fire protection. For new large scale developments, Mooresville should require an impact analysis be prepared by or paid for by the project developer or applicant. An objective impact analysis would allow Mooresville to understand the true impact of growth from a financial, socio-economical, environmental and traffic standpoint.

   Growth often occurs in areas that either have existing utilities or can be served easily through the extension of utilities, particularly sanitary sewers. Implementing a capital improvements program to plan for the funding of infrastructure improvements is another step that Mooresville can implement to effectively manage future growth.

- **Performance Indicators** - In the near future, Mooresville should determine performance indicators to assist in tracking the success of their growth management. These indicators could include an annual review of this comprehensive plan to see what has been implemented or what conditions have changed; tracking the ratio of land consumption to population growth; or tracking percentage of open space on an annual basis. Regardless of the type of indicators established, it is very important that Mooresville track the success of their growth management strategies.

Smart Growth

The term "smart growth" has some instant attraction, particularly when considering the alternative. But for some it takes effort to ignore the trendiness of the term and the occasional "greener than thou" advocate.

But those who explore the concepts deeper are likely to find many common sense and even traditional ways of looking at land use planning.

In 1996, the U.S. Environmental Protection Agency joined with several non-profit and government organizations to form the Smart Growth Network (SGN). The network's partners include environmental groups, historic preservation organizations, professional organizations, developers, real estate interests and local and state government entities. Their website at www.smartgrowth.com states:

> *"In communities across the nation, there is a growing concern that current development patterns -- dominated by what some call "sprawl" -- are no longer in the long-term interest of our cities, existing suburbs, small towns, rural communities, or wilderness areas. Though supportive of growth, communities are questioning the economic costs of abandoning infrastructure in the city, only to rebuild it further out.*
>
> *Spurring the smart growth movement are demographic shifts, a strong environmental ethic, increased fiscal concerns, and more nuanced views of growth. The result is both a new demand and a new opportunity for smart growth.*
>
> *The features that distinguish smart growth in a community vary from place to place. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. New smart growth is more town-centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial and retail uses. It also preserves open space and many other environmental amenities."*

The Smart Growth Principles below describe in greater details the various aspects of planning and development that make up smart growth. Although the Steering Committee did not banter about the term "smart growth" during their discussions, many of their goals and strategies are linked to the smart growth principles:

➲ Mix land uses

➲ Take advantage of compact building design

➲ Create a range of housing opportunities and choices

- Create walkable neighborhoods

- Foster distinctive, attractive communities with a strong sense of place

- Preserve open space, farmland, natural beauty and critical environmental areas

- Strengthen and direct development towards existing communities

- Provide a variety of transportation choices

- Make development decisions predictable, fair and cost effective.

- Encourage community and stakeholder collaboration in development

Next Steps Toward Smart Growth

The first step is assigning one or more Mooresville representatives to become more informed about smart growth. The American Planning Association offers extensive information on smart growth, including publications and conference sessions. Their web site is www.planning. org.

Another option is to join the free government-sponsored Smart Growth Next. Go to www.icma.org/sgn/join.cfm to sign up.

7

Transportation Network

Introduction

The Transportation Plan describes Mooresville's existing transportation system and provides an assessment of key issues. The key issues were determined through public input, discussion with stakeholders, and consideration of future land use. The purpose of the Plan is to provide a direction for future planning, guiding the Town towards achieving their long-term goals and objectives.

Supporting Documents

Several supporting documents were reviewed in the process of creating this Plan. The documents are listed below:

- Mooresville Transportation Plan (2007)
- Morgan County Transportation Plan (2007)
- INDOT Long Range Transportation Plan (2006)
- Indianapolis Regional Pedestrian Plan (2006)
- Indianapolis Regional Transportation Plan (2005)
- Comprehensive Operational Analysis of IndyGo (2005)
- Central Indiana Regional Mass Transit Service Plan (2000)
- Morgan County Comprehensive Plan (2008 Draft)
- Morgan County SR-37 / SR-144 Overlay Plan (2008 Draft)

Contributing Factors

In order to conduct a proper transportation assessment for the Mooresville area, several factors must be considered. These include previous transportation reports, concurrent reports, public input, and consideration of future INDOT projects. These factors are explained in greater detail below.

Indianapolis Metropolitan Planning Organization (MPO)

Transportation in the Mooresville area has previously been assessed in the Mooresville Transportation Plan and Morgan County Transportation Plan. Both of these documents were written concurrently in 2007 with funding by the Indianapolis MPO. The MPO is responsible for transportation

planning in a region called the Indianapolis Metropolitan Planning Area (MPA). The MPA encompasses all of Marion County and parts of the surrounding counties of Boone, Hamilton, Hancock, Hendricks, Shelby, Morgan, and Johnson. In Morgan County, the MPA includes Mooresville and extends up to two miles from the corporate limits of the Town.

A recommended transportation plan was given in each of the MPO Plans, based on the anticipated transportation needs for the next 20 years. Since these recommendations were developed in 2007, the information is recent and helped guide this Plan. However, this Plan separates itself from the MPO Plans by placing a greater emphasis on I-69. It also includes more up-to-date public input and coordinates with county goals.

Indiana Department of Transportation (INDOT)

INDOT plans the future investment strategy into the state highway system by means of a report called the Long Range Transportation Plan (LRP). This document was most recently updated in 2006 and plans ahead to 2030. Several projects in Morgan County are outlined in the LRP. These important projects are explained in greater detail in this Plan.

Interstate 69

The construction of I-69 through Morgan County will affect future traffic flow and land use. The planning of I-69 was implemented by splitting the corridor into six sections and conducting Tier 2 Environmental Impact Statements (EIS) for each section. The Tier 2 EISs determine the alignment of the roadway, as well as the location of interchanges.

The EIS for the section of the corridor nearest to Mooresville is still in the draft phase. Although the study for the section is not finalized, there are three alternatives that have been presented to the public. A fourth alternative will be presented to the public in the future. These four alternatives do not vary much around Mooresville. In all four alternatives, the alignment follows SR-37 and there is a proposed interchange at SR-144.

INDOT I-69 Corridor Section Map

Existing Road and Street System

Inventory

The Federal Highway Administration has established a functional classification system to group roads based on their intended use. The categories of the classification system include the following: principal arterials, minor arterials, urban collectors, major collectors, minor collectors, and local streets. Each category was created based on how the road addresses both the flow of traffic and access to land.

Principal Arterial

Principal arterial streets are intended for high traffic with minimal access to land. These types of roads are meant for long trips and high travel speeds. Examples include I-70, SR-67 through Mooresville, and SR-144.

Minor Arterial

Minor arterial streets connect with principal arterial streets, allowing a lower level of traffic mobility but more access to land. These types of roads are meant for moderate trips. They provide intra-community connectivity in urban areas and inter-regional connectivity in rural areas. Examples include SR-42, Hadley Road, and Greencastle Road.

Urban Collector

Urban collectors both circulate traffic and provide land access in residential, commercial and industrial areas. Unlike arterial streets, urban collectors can enter residential neighborhoods to link travelers with their destination area. Examples include Keller Hill Road and Carlisle Street.

Major Collector

Major collectors are rural roads that serve large towns not served by higher classified roads, and other important intracounty generators of traffic such as consolidated schools, county parks, and agricultural areas. An example is E. Hendricks County Road, west of Indiana Street.

Functional Classifications of Major Roads in Mooresville	
Functional Classification	**Road / Street**
Principal Arterial	SR-67
	SR-267
	SR-144
Minor Arterial	Indiana Street
	SR-42
	Greencastle Road
	Main Street
	Indianapolis Road
	Old State Road 67
	Hadley Road
Urban Collector	Carlisle Street
	St. Clair Street
	Bridge Street
	Monroe Street
	Franklin Street
	Keller Hill Road

Minor Collector

Minor collectors are rural roads, spaced at intervals, that guarantee all smaller developed areas are a short distance from a collector road. Examples include Kitchen Road and Bunker Hill Road.

Local Street

Local streets offer the lowest level of movement and provide direct access to abutting land. They include roads or streets that are not higher classified as arterials or collectors.

The Mooresville Transportation Map, shown on the next page, displays the existing road network within the corporate limits of Mooresville. The various arterial and collector streets have been designated using color coding. The Mooresville Future Transportation Map on page 102 illustrates the existing road network for the 2-mile fringe area around Mooresville.

Transportation Map

Mooresville Comprehensive Plan
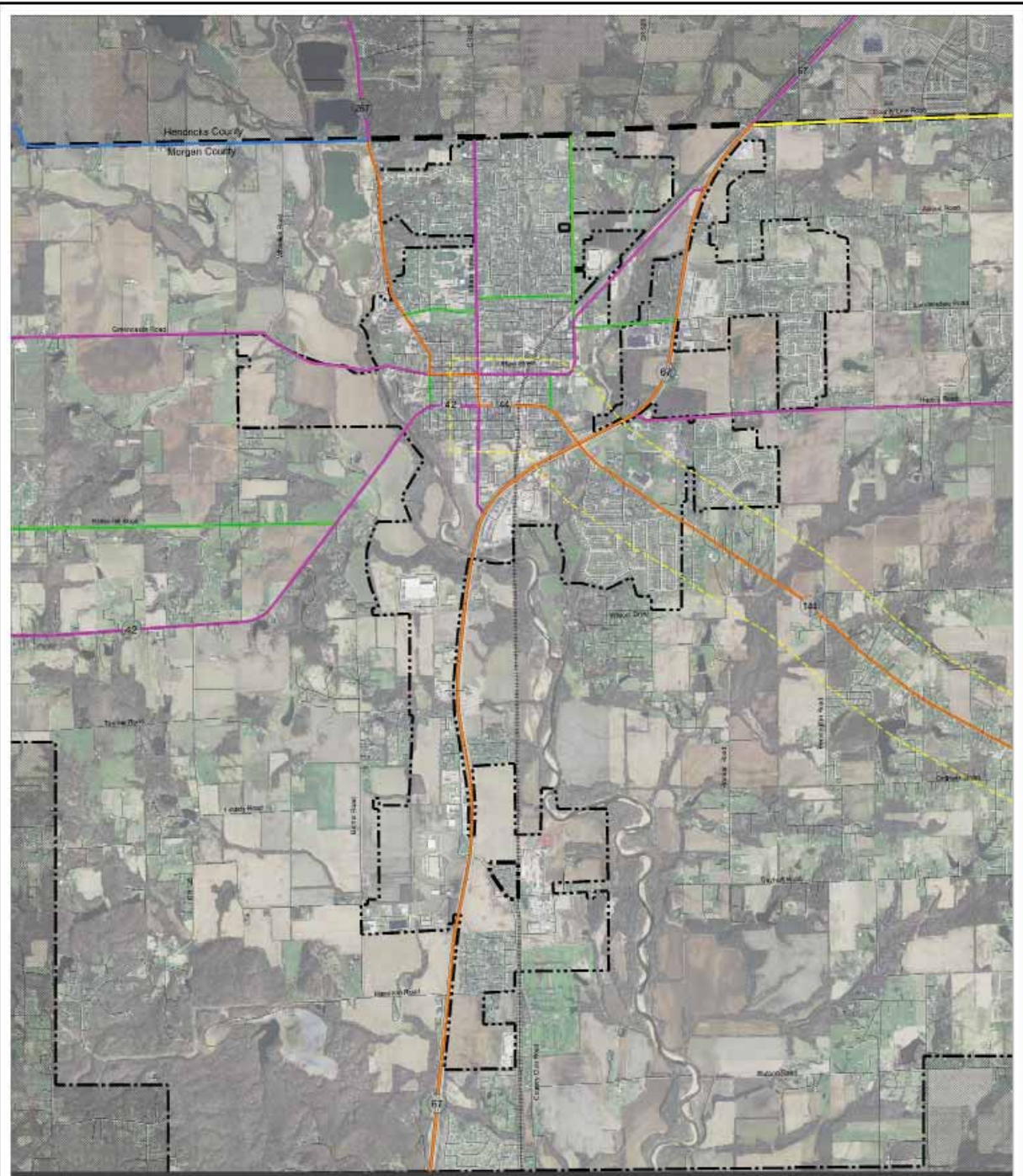
Legend
- Corporation Limits
- Two Mile Fringe
- SR 37 / 144 Corridor Overlay
- Railroad
- Major Arterial
- Minor Arterial
- Urban Collector
- Major Collector
- Minor Collector

ECONOMIC
GROWTH TEAM
Foundations for a
Sustainable Future
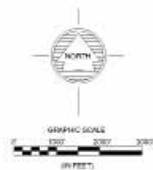
Assessment

Through the Steering Committee meetings conducted in both Mooresville and Morgan County, the following transportation issues were designated as priorities.

- ⮑ SR-267

- ⮑ Downtown has heavy truck traffic from SR-267.

- ⮑ Consider widening SR-267 to the north.

- ⮑ East-west connection to SR-37 needs to be improved through improvements to SR-144 or another east-west road.

- ⮑ Traffic congestion at intersection of SR-67 and Old SR-67

Analysis of Priority Issues

State Road 267 Truck Traffic

SR-267 currently runs through downtown, along Monroe Street, Main Street, and Indiana Street, before leading into SR-144 at High Street. A bypass or realignment has been proposed on SR-267 to reduce truck traffic downtown.

Option 1: Downtown Bypass:

The Indianapolis MPO Regional Transportation Plan recommends a bypass of SR-267, north of County Line Road, that connects with SR-67. The bypass would completely relocate SR-267 away from the downtown area. This project has been listed in the INDOT LRP as an unfunded proposed project that would tentatively take place between 2026 and 2030.

The MPO has indicated in the Mooresville Transportation Plan that the bypass is not feasible north of County Line Road due to environmental constraints. As an alternative, the Plan recommends either: (1) a northern bypass along County Line Road, with a new segment of County Line Road being built from Hendricks County Road 925 East to SR-67; or (2) a bypass west of town, from Sherwood Drive to SR-42 at Bethel Road.

Option 2: Route Modification:

Rather than create an entire new bypass road for SR-267, the designation of SR-267 could be transferred from Main Street and Indiana Street to neighboring streets. Both Main Street and Indiana Street are core downtown streets in Mooresville. These two streets, with Main Street in particular, could be used as more pedestrian friendly areas that promote mixed use development and public interaction. The neighboring streets that could be reassigned the SR-267 designation are Monroe Street and High Street (SR-42). This realignment may require improvements to the Monroe Street and High Street intersection.

The future transportation map, shown on the next page, depicts this possible realignment of SR-267. By implementing the route modification, the number of truck turns on SR-267 would actually be reduced by two. In addition, streetscape enhancements could be implemented on Main Street to better link the downtown area.

East-West Connectivity

SR-144 links Mooresville to SR-37 and the eastern part of Morgan County. As a principal arterial street, the road receives heavy traffic, which has increased over the past few years. In order to improve the east-west connectivity between Mooresville and SR-37, the widening of SR-144 has been proposed. Improvements to other east-west roads, such as Hadley Road, have been discussed as an alternative.

The need for better east-west connectivity has been reemphasized during the summer of 2008. During this time, severe flooding took place in the county that damaged SR-144. The road had to be closed for several weeks for rehabilitation, providing added traffic to alternate streets.

Option 1:

State Road 144 Widening: Since SR-144 is already the major source of east-west connectivity from Mooresville to SR-37, the priority should be to invest in improvements to SR-144 rather than alternate east-west roads. In addition, the proposed route for I-69 is along SR-37 with an interchange proposed at SR-144. The I-69 interchange could further increase traffic on SR-144, and promote future development in the area.

The widening of SR-144 is already under construction between SR-67 and Johnson Road. When completed, this 0.8-mile section will be three lanes, and transition back to two lanes east of Johnson Road. The widening of SR-144 east of Johnson Road to SR-37 has been listed as a

Future Transportation Map

Mooresville Comprehensive Plan

Legend
Corporation Limits
Two Mile Fringe
SR 37 / 144 Corridor Overlay
Future Roads
Railroad
Major Arterial
Minor Arterial
Urban Collector
Major Collector
Minor Collector

ECONOMIC
GROWTH
TEAM
Foundations for a
Sustainable Future
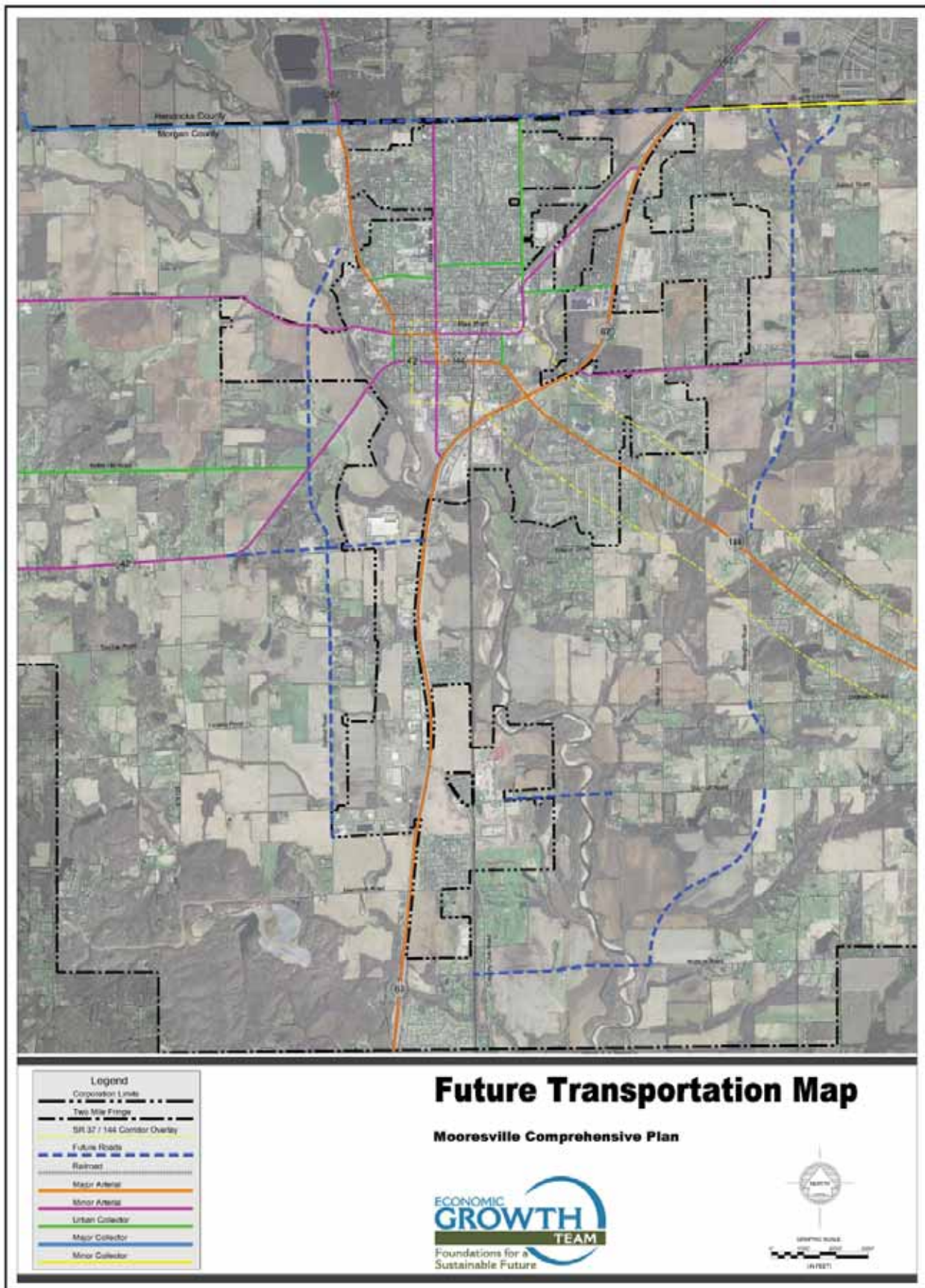
proposed future project in the INDOT LRP. The widening of this section is tentatively planned to take place between 2026 and 2030, with the road going from two lanes to four lanes. INDOT also anticipates changing the designation of Johnson County Road 144 to SR-144, which would fill the space in SR-144 between SR-37 and SR-135. INDOT shows the widening of this section of roadway in the LRP between 2026 and 2030.

Option 2: Improvements to Alternate East-West Roads:

There are alternative east-west roads, such as Hadley Road and Landersdale Road, which could be improved to provide alternate access to SR-37. However, both of these roads end at Mann Road, so extending one of them to SR-37 would require a road extension with a bridge over White River. In the case of Hadley Road, the extension over White River could tie into Smith Valley Road in Johnson County for a highly effective route.

Extending either Hadley Road or Landersdale Road would be costly and therefore should be considered a long-term goal in case traffic significantly increases. The Town could start planning for the project by encouraging the County to preserve a future corridor for either road extension. The preservation of a corridor could include limiting development and obtaining right-of-way.

SR 144

State Road 67 / Old State Road 67

Public input has revealed some concerns about traffic congestion at the intersection of SR-67 and Old SR-67 and County Line Road. There is a signal at the intersection, which controls three-way traffic. It is recommended that the Town work with INDOT to study the intersection to see whether improvements can be made to reduce congestion.

Interstate 69

The impacts of I-69 on Mooresville are analyzed in the Morgan County SR-37 / SR-144 Overlay Plan, which was written concurrently with this Plan. The Overlay Plan provides specific recommendations at a smaller scale level. Recommendations are given for several issues, including land use, access management, infrastructure and utilities, the environment, and aesthetics.

Action Steps

- ➲ Apply for a change in the designation of SR-267 in down town Mooresville.

➲ Encourage INDOT to accelerate the scheduled widening of SR-144 between Johnson Road and SR-37.

➲ Request that INDOT study the intersection of SR-67 and Old SR-67 to see if improvements can be made to relieve congestion.
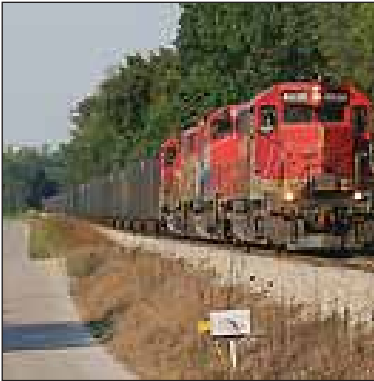
Railroads

Inventory

Indiana Southern Railroad has a rail line that travels through Mooresville, connecting Indianapolis with southwestern Indiana.

Assessment

It is recommended that the Town maintain the Indiana Southern Railroad line and/or corridor for rail use today or commuter rail service in the future.

Action Steps

➲ Preserve the Indiana Southern Railroad line.

Indiana Southern Railroad

Multi-Modal System

Inventory

The existing streets near downtown Mooresville have sidewalks for pedestrian use. In additional to this area, there are also sidewalks or bike paths within recent residential developments. Recreational trails for pedestrian or bike uses are available at Pioneer Park, which is on the northeast end of town.

Landersdale Trail is a 6-mile long bicycle and pedestrian trail that is currently under construction east of Mooresville. The trail will travel along Mann Road and Landersdale Road, linking Mooresville to both Madison Township in Morgan County and Decatur Township in Marion County. Funding for the project was through a grant with the Indiana Department of Transportation (INDOT). The project will connect to the existing Indy Parks Bike Route in Indianapolis.

Assessment

It is recommended that the Town both conserve and extend its bicycle

and pedestrian facilities, in order to provide opportunities for multi-modal transportation. As guidance to this, the Indianapolis MPO published a Regional Pedestrian Plan in November of 2006, which included an analysis and recommendations for the Mooresville area. The MPO Plan recommended the historic downtown area as a pedestrian district, with local sidewalks that connect to external pedestrian systems.

In terms of multi-modal transportation, the Town's first priority should be to improve sidewalks within the corporate limits to connect neighborhoods, parks, downtown, businesses, etc. A secondary focus should be to establish external pedestrian systems such as multi-use paths (i.e. for both pedestrians and bicyclists), located within the road right-of-way or in separate right-of-way. Multi-use paths within the road right-of-way are recommended for major roads, such as SR-67, Hadley Road, and Indiana Street. Multi-use paths in separate right-of-ways could be used in non-vehicular areas, such as White Lick Creek.

Multi Modal Paths

A multi-use path along White Lick Creek would provide a pedestrian and bicycle link to Brooklyn, and could extend even further south to the White River. Concurrent to this Plan, the Morgan County Comprehensive Plan includes a White River Greenway component, which proposes a trail along the White River throughout all of Morgan County. In consideration of this possible link, the Town may want to reserve right-of-way along White Lick Creek, with the goal of constructing a future trail.

Action Steps

- Improve sidewalk connectivity, with links to external pedestrian systems.

- Incorporate multi-use paths along major roads or in separate right-of-way.

- Reserve right-of-way along White Lick Creek, with the goal of constructing a trail that links to the White River Greenway.

Public Transportation

Inventory

There are currently no public transportation services in Mooresville.

Assessment

The Comprehensive Operational Analysis of the IndyGo Transit System

was a planning document created for the Indianapolis MPO. The Plan was completed in June of 2005 and it recommended improvements to serve future public transportation demand. One of the proposed improvements was an express/local route from Plainfield and Mooresville to the Indianapolis International Airport and downtown Indianapolis. The route was part of IndyGo's short range service plan, which plans ahead for a time period of four to nine years.

Action Steps

Schedule a public meeting with IndyGo to confirm interest in public transportation. If public interest is shown, then work with IndyGo to incorporate the express/local route that is recommended in the Comprehensive Operational Analysis Plan.

8

UTILITIES

Introduction

The utilities in Mooresville are provided by a mix of public, private, and member-owned entities. In order to focus on the utilities that have the greatest impact on land use, this Utility Plan has chosen to address the areas of water, wastewater, electricity, natural gas, and telecommunications. The purpose of the Plan is to provide guidance on the expansion of infrastructure to better serve the community's goals and objectives.

Development Principles for Utilities

Plan for Future Utility Space in New Major Corridors

Major corridors should require enough right-of-way width to accommodate utilities or provide dedicated easement space, which allows for future utilities. The right-of-way/easement width needed will depend on the type of road that is being built, but in addition to the actual road, there should be enough room for sidewalk or multi-use trails, standard utilities, and newer technologies such as fiber optic cable.

Sanitary Sewers as a Growth Management Tool

Growth often occurs in areas that either have existing utilities or can be served easily through the extension of utilities, particularly sanitary sewers. With this in mind, Mooresville should focus growth on areas that have a high availability of utilities. Alternatively, if the municipality does not want growth in an area, they can indirectly control growth by not extending their sanitary sewers into the location. This principle could be applied by not extending sewers to the southern and western fringe areas around Mooresville, because it is preferred for infill development to occur first within the corporate limits.

Extension of Utilities

Annexation as Utilities are Extended

East of the Mooresville corporate limits, the Town has extended sanitary sewers along Landersdale Road to serve new growth. These sewered areas have not been annexed yet, and as time goes by it will become more difficult to obtain voluntary annexations of the properties.   It is recommended that the Town annex areas before or in conjunction with extending sanitary sewers. An alternative would be to charge a higher sewer rate to property owners outside the corporate limits.

Water Supply and Treatment

Inventory and Assessment

Water service is provided in the Mooresville region by three non-municipal providers, Indiana American Water, Hill Water Corporation, and Indianapolis Water Morgan (IW Morgan). Since the Town of Mooresville is not providing water service to its residents, it does not control where that service will be extended. It appears one area in particular is underserved outside of the corporate limits, which is northwest of the Town, between I-70 and Greencastle Road.

Indiana American Water

Indiana American Water supplies water primarily in the old town limits of Mooresville. The system serves approximately 3,700 customers, has a production capacity of approximately 2,800,000 gallons of water per day, a storage capacity of 750,000 gallons, and on average currently uses 1,100,000 gallons per day. The distribution system consists of roughly 53 miles of mains and 400 fire hydrants. The average system pressure is approximately 60 psi.

Indiana American has two interconnections with a neighboring water provider, Hill Water Corporation. These interconnections are for emergency purposes, such as adding pressure for fire protection. One of the interconnections is located near the intersection of SR-42 and Bethel Road. The other interconnection is along SR-144, between 400 East and Pennington Road.

Representatives from Indiana American Water said the utility operates below their production capacity. The utility expressed available capacity to serve future developments.

Hill Water Corporation

Hill Water Corporation is a cooperative utility that started in 1971 as an extension of Indiana American Water. The utility serves approximately 2,620 customers in the areas southeast and southwest of Mooresville, and continues south to Brooklyn. Hill Water's production capacity is approximately 1,440,000 gallons of water per day. The system has a storage capacity of 1,440,000 gallons from the following sources: 2-500,000 gallon elevated storage tanks, 1-50,000 gallon elevated storage tank, and 1-390,000 gallon standpipe. The distribution system has nearly 87 miles of mains.

Hill Water expanded significantly in the mid to late 1990s, adding excess capacity which has not fully been utilized. For example, in 2007 the average daily water production was 628,000 gallons, which is only 44% of the plant's capacity. Representatives from Hill Water said this excess capacity could be used to serve future development in and around Mooresville.

Indianapolis Water Morgan

Indianapolis Water Morgan (IW Morgan) is owned by the City of Indianapolis, which contracts with Veolia Water for operation, one of the world's largest contract water and sewer utility operators. IW Morgan serves approximately 1,600 customers in the eastern end of Morgan County. The service area includes Heartland Crossing, which is northeast of the Mooresville corporate limits. Most of the distribution system consists of small mains that serve domestic customers. However, there are large mains along Paddock Road, Mann Road, and I-70 that could potentially serve future development. The small mains minimize the amount of fire protection in several rural areas, which could dictate the density of future development.

Action Steps

 ➲ Meet on a semi-annual basis with each water utility to keep them updated on the Town's goals and to inquire into their goals.

 ➲ Upgrade small diameter mains so they can provide fire protection in higher development densities.

Wastewater

Inventory and Assessment

The majority of the properties in the Mooresville corporate limits are served through the Town's sanitary sewer system. Sanitary sewers also extend east of the corporate limits along Landersdale Road, serving parts of Heartland Crossing. The remaining areas outside of the corporate limits are served through individual septic systems.

Sanitary Collection System

The sanitary sewer system consists of both gravity sewers and force mains, which transport sewage to the Town's wastewater treatment plant. The gravity sewers include two interceptor sewers. One of the interceptors, called the west side interceptor, collects flow from the west side of downtown and the industrial region along southern SR-67. This interceptor gets as large as 15-inches. The other interceptor, called the east side interceptor, is 18-inches in size and collects flow for the development east of the downtown area. The Town has multiple lift stations throughout the area in order to serve areas that cannot be served by gravity sewers.

In the past few years, the sanitary sewer system has had problems with stormwater infiltration and inflow (I/I). This results in large flows going to the treatment plant during substantial rain events. In order to reduce I/I, the Town invested in sewer replacement and/or rehabilitation projects. As a result of these projects, the system currently has most I/I issues resolved.

Wastewater Treatment Facility

The Town's wastewater treatment plant was first built on the present site in 1959 and has been upgraded over time. Currently, the treatment plant has a design flow of 1.5 million gallons per day (MGD) with a peak of 2.5 MGD. The plant consists of an activated sludge system with anaerobic sludge digestion and chlorination of final effluent. If not for a flood control levee, the plant would set in the floodplain of the East Fork of White Lick Creek. Because of the levee, the area available for future expansion inside the levee is limited.

The treatment plant has recently been operating at full capacity, averaging flows over the design of 1.5 MGD. In order to address this, the Town has planned four phases of improvements to the plant. The first two phases of improvements have already been completed. Phase I addressed the sludge handling facilities. Phase II improved the headworks of the plant, which is where flow is initially brought into the plant and screened before further processing. The third phase of improvements has been designed by an engineering firm and is expected to be built in 2009. This phase mainly includes changing the disinfection of the final effluent from chlorination to ultraviolet (UV). The fourth and final phase of improvements is still in the planning process. It will address the capacity of the plant and look to expand the plant by at least 1.0 MGD. According to the Town, the plant may expand to a design flow of 2.5 MGD without altering the existing levee around the

plant. But if the levee were adjusted, the Town could have enough space to expand the plant even further, to an estimated 3.2 MGD.

The treatment plant appears to be a significant obstacle in promoting future economic development in the Town. Until the treatment plant expansion takes place, the Town does not have the capacity to add large new businesses or housing development.

Septic Systems

As mentioned above, sanitary sewers extend east of the corporate limits along Landersdale Road to serve parts of Heartland Crossing. All other areas outside the corporate limits are served by individual septic systems. The permitting of new septic systems and investigation of septic system failure is the responsibility of the Morgan County Health Department.

Properties along lakes or ponds can be difficult to provide safe septic service. One example of this is at Lake Hart, between Mooresville and Monrovia. According to the Health Department, this area has shown an interest in sanitary sewer service.

Action Steps

- ⟳ Continue improvement projects which reduce I/I in the sanitary sewer collection system.

- ⟳ Proceed with the Phase III and Phase IV improvements to the wastewater treatment plant to increase available capacity.

- ⟳ Do not encourage sanitary sewer extensions to the south and west outside corporate limts until available infill development is completed in the corporate limits.

- ⟳ Work with the Morgan County Health Department to stay current with areas subject to widespread septic failure.

Electric, Natural Gas, and Telecommunications

Inventory and Assessment

Electricity

Electric service in Mooresville is primarily provided by Indianapolis Power and Light Company. The exception to this includes areas to the south and east, which are served by South Central Indiana REMC.

Natural Gas

Vectren Gas Company serves a portion of Mooresville and the outlying areas.

Telecommunications

There may be private phone companies that have fiber optic cable in parts of Mooresville, but it is not part of a large high-speed network. A high-speed fiber optic network runs through Martinsville to the south and along US 40 to the north.

Action Steps

- ➲ Encourage the extension of fiber optic /broadband.

- ➲ Plan for future utilities in the right-of-way of major corridors.

9

COMMUNITY FACILITIES & SERVICES

Cultural and Environmental Map

Mooresville Comprehensive Plan
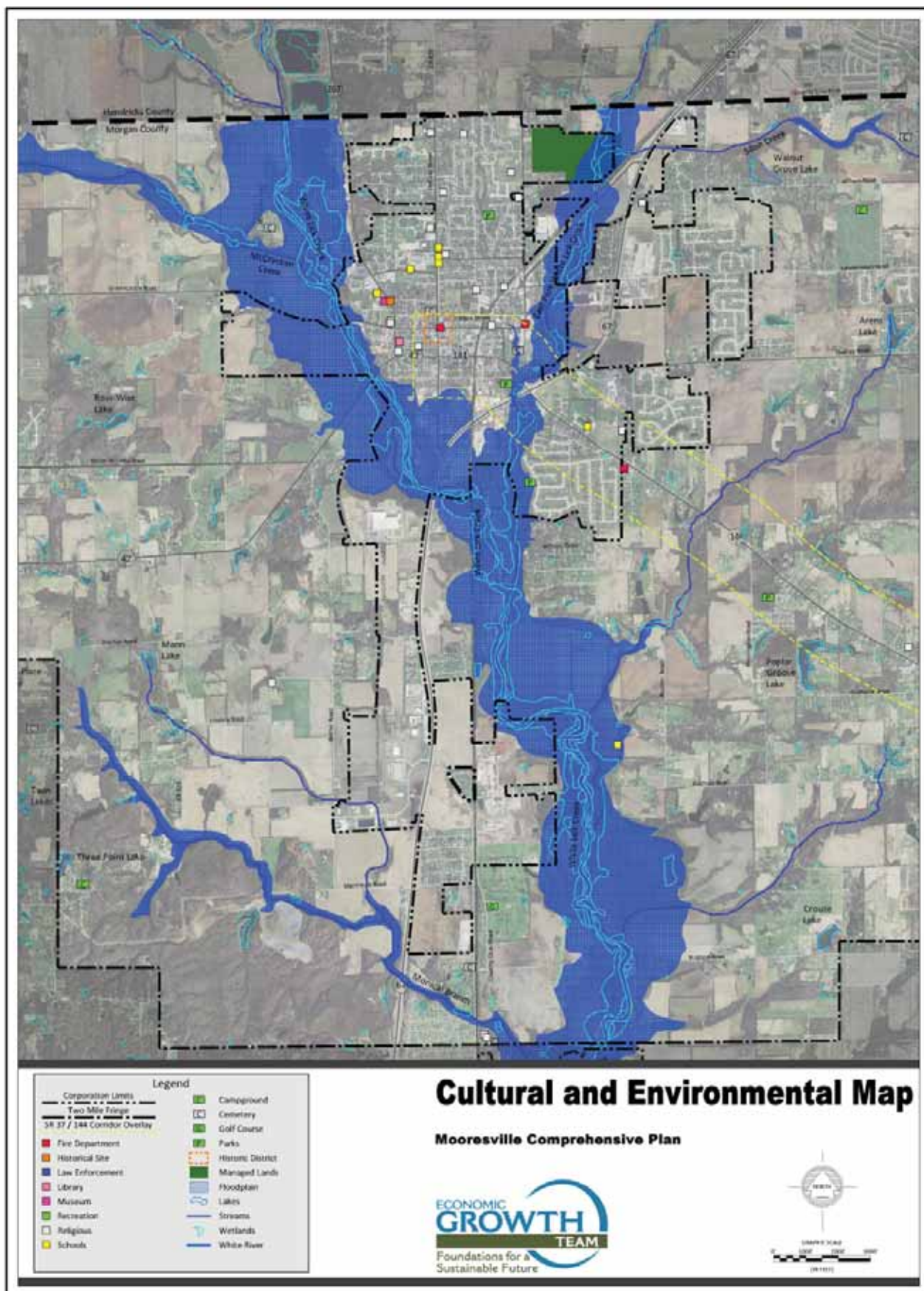
Introduction

Mooresville is blessed to have many quality community amenities, such as their local library branch and Pioneer Park. These types of amenities are a very important to the quality of life in a community. Amenities such as quality schools, multi use trails and recreational opportunities also key factors in capturing new businesses and industry.

Residents who participated in the planning process spoke highly of the available services in n Mooresville; as such, there is not need of significant improvement in any one area. However, Mooresville needs to maintain the high level of service provided in addition to maintaining quality facilities, such as the Mooresville Government Center. This dedication to maintain the high quality of life residents have come to expect requires time and investment, from many representatives in the community.

All of the Mooresville community amenities are shown on the Cultural and Environmental Map on the next page. The remaining text in this chapter documents all of the community facilities and services in Mooresville, providing a one stop resource for residents and local officials.

Schools

The Mooresville Consolidated School System has one high school, one middle school and five elementary schools. There is also a private school called Mooresville Christian Academy which serves prekindergarten through eighth grade students.

School District	School Name	Grades Served	# of Students (2007-08))	Location
MCSC	Mooresville High Sch	09-12	1393	Mooresville, IN
MCSC	Paul Hadley Middle Sch	07-08	703	Mooresville, IN
MCSC	Neil Armstrong Elem Sch	KG-06	598	Mooresville, IN
MCSC	Newby Memorial Elem Sch	PK-06	328	Mooresville, IN
MCSC	North Madison Elem Sch	PK-06	549	Camby, IN
MCSC	Northwood Elementary Sch	KG-06	484	Mooresville, IN
MCSC	Waverly Elementary Sch	KG-06	356	Martinsville, IN
Non-Public	Children's Park Chld Care Ctr	PK-KG	71	Mooresville, IN
Non-Public	Mooresville Christian Academy	PK-08	253	Mooresville, IN
MCSC = Mooresville Consolidated Schools Corporation				

Table title: **Mooresville Schools**

The closest post secondary education options for Mooresville residents are in Indianapolis, where the University of Indianapolis, Ivy Tech State College and Indiana University – Purdue University Indianapolis have campuses.

Child Care Facilities

Child care facilities for Morgan County are displayed in the chart below:

Childcare Options in Morgan County	
Child Care Type	**Total Number**
Ministries	6
Licensed Childcare Centers	6
Childcare Center Capacity	404
Licensed Home Daycares	18
Home Daycare Capacity	20
Head Start Enrollment	135 *
First Step Enrollment	191 **
*Head Start Data is from 2003	
**First Step Enrollment is from 2004	
Source: Indiana Family and Social Services Administration 2008	

Mooresville Library

Libraries

Mooresville has one of two libraries in Morgan County. As of 2007, the library district border followed the Brown Township corporate limits. The Mooresville Public Library has 56,283 books, 1,763 audio materials; 1,605 video materials and 142 serial subscriptions.

Morgan Co Library Districts

No Library Contract
Library District
Library District Border
Township Border
Metropolitan Area

Mooresville Public Library

Mooresville

Monrovia

Brooklyn
Bethany

**Morgan County
Public Library**

Paragon

Martinsville

Morgantown
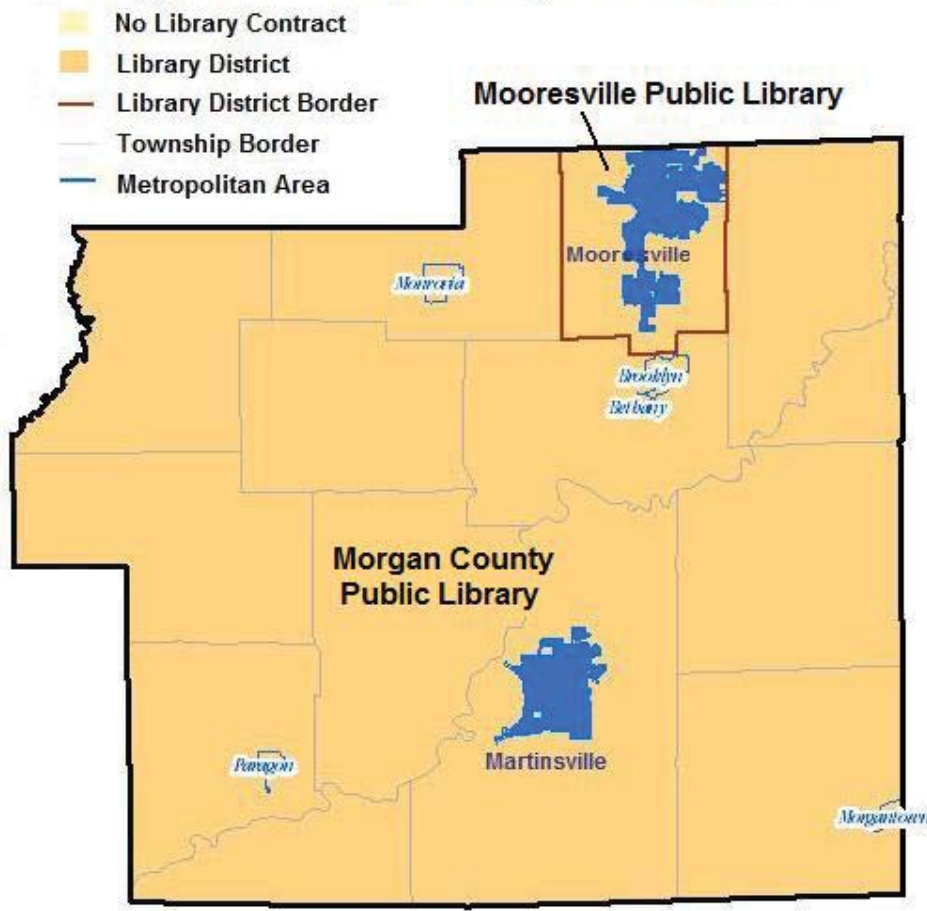
Museums

Mooresville has one museum, the Academy of Hoosier Heritage at 250 N. Monroe Street. The museum is dedicated to Indiana History. According to the museum's website at www.academymuseum.org, the Academy of Hoosier Heritage is "a museum with permanent and temporary educational exhibits and a one-room school room."   They also "display artifacts primarily from the 1800's; depict Mooresville and area history which includes Morgan County and Indiana items & information; and covers other items and time periods in special temporary exhibits."

Historic Structures and Sites

Mooresville is fortunate enough to have three locations on the National Register of Historic Places, including the center of downtown Mooresville.

Mooresville Historic Sites			
Name / Alternate Name	**Location**	**Period of Significance**	**Type**
Mooresville Commercial Historic District	roughly, one blk N,S, E and W of the corner of Main and Indiana	1850-1875	Architecture / Engineering
Mooresville Friends Academy Building / Quaker Academy	244 N. Monroe St.	1850-1875	Architecture / Engineering
Mooresville Gymnasium / Newby Gymnasium	244 N. Monroe St.	1900-1925	Event

Transportation Alternatives

The main form of transportation in Mooresville is by passenger vehicles. According to the 2000 Census, 87.6 percent of Mooresville residents drove along to work, while 7.3 percent carpooled to work.

Bus service such as Greyhound and Amtrak trains are available for Mooresville residents out of nearby Indianapolis. The nearest airport to Mooresville is the Indianapolis International, located approximately 10 miles northwest of town.

IndyGo, the Indianapolis Public Transportation Corporation, provides commuting services to the region. IndyGo's Comprehensive Operational Analysis Plan of 2005 recommends an express/local route from Plainfield and Mooresville to the Indianapolis International Airport and downtown Indianapolis.

Parks

According to Mooresville's website at www.mooresville.org, the Mooresville Park & Recreation District park system consists of five parks within the Town of Mooresville. Each park has it's own unique qualities as described below.

Hadley Memorial

Hadley Memorial Park is classified as a block park. It is a 1,200 square foot section of land located in the downtown business district at the corner of Main and Indiana Streets. The memorial commemorates Paul Hadley, the designer of the Indiana State Flag. The site contains a small memorial and park bench.

North Park

Located in the Highland Meadows subdivision, this neighborhood park contains five acres and is divided by Goose Creek and bordered by residence on Greenwood Drive and Parkway Drive. Activities located in this park site include picnicking, one picnic shelter, playground, one basketball court and volleyball courts. This park is passive in its character serving a local neighborhood.

Pioneer Park

Old Town Park

Located at South and Park Streets, this neighborhood park is the oldest park in Mooresville dating back to 1877. Old Town Park contains approximately seven acres and is bounded by East South Street, Park Drive, State Road 67 and High Street, with East Fork White Lick Creek running through the property. Activities found in this park include a shelter, playground, a log cabin for Boy Scouts usage, rest rooms and water fountains.

Pioneer Park

Located at 1101 North Indianapolis Road this community park site serves as the main park in the Mooresville system. The 130 acre site is located on Indianapolis Road and Old State Road 67 and also has East Fork White Lick Creek running through it. The Park District's office and maintenance center is located in this park site. Activities located in Pioneer Park include the Mooresville Family Aquatic Center, seven picnic shelters, playgrounds, six baseball diamonds, soccer fields, three horseshoe courts, two sand volleyball courts, and a paved walking/jogging trail around the majority of the park site. This park is the site for many seasonal activities and festivals.

Rooker Run Park

The land for Rooker Run Park was donated to the park district by the developer in 1995. It consists of 18 acres. It is a low-laying open area on the East Fork White Lick Creek with a raised area at the entrance of the park. A playground was added to Rooker Run Park in 2006.

Fire Protection

According the town's website, the Mooresville Fire Department provides Fire, Rescue, Hazardous Materials, and Emergency Medical Services to the incorporated Town of Mooresville. They also provide mutual aid to several surrounding departments. We respond to over 1000 responses per year with 65-70% being Emergency Medical Related.

The fire department currently has a total of 32 personnel that includes 12 full time and 20 part time/reserve personnel. All personnel are Indiana State Certified Firefighters and are certified by the Indiana E.M.S. Commission as Emergency Medical Technicians or Medical 1st Responders. All 1st Responders and E.M.T's. are trained in the use of Semi-automatic Defibrilators for use on heart attack victims. All personnel are trained to respond to hazardous materials incidents and vehicle rescue. Many personnel are trained in other technical fire and rescue operations. We also have personnel who are qualified as Fire Investigators, Fire Instructors, CPR Instructors and Public Education Instructors.

The Mooresville Fire Department currently maintains 4-5 personnel on duty 24 hours a day. Full time shift personnel work 24 hours on duty followed by 48 hours off. Each full time shift consist of a Captain, Lieutenant, and a Firefighter. Part time personnel work 12 or 24 hours shifts on an as scheduled basis. All part time personnel serve as firefighters and there is 1 part time Lieutenant. Administrative personnel consists of the Fire chief, Assistant Fire Chief, and a Division Chief. These personnel work Monday thru Friday, 8 hours a day.

Police Protection

The Mooresville Police Department currently has twenty-one (21) full-time officers, four (4) reserve officers, four (4) full-time communications officers and nine (9) part-time communications officers.

The Mooresville Police Department is currently located on the northwest corner of West Main Street and Jefferson Street.

Hospitals

Mooresville has one hospital in town offering full service care, including an emergency room as of August 2008. Other hospitals in close proximity to Mooresville are as follows:

Mooresville Regional Hospitals
ST FRANCIS HOSPITAL AND HEALTH CENTERS (1201 HADLEY ROAD)
MORGAN HOSPITAL AND MEDICAL CENTER (about 12 miles; MARTINSVILLE, IN)
HENDRICKS COMMUNITY HOSPITAL (about 16 miles; DANVILLE, IN)
KINDRED HOSPITAL INDIANAPOLIS (about 17 miles; INDIANAPOLIS, IN)

Churches

Mooresville Churches
Bethel Friends Meeting, 460 Bethel Church Road
Brooklyn Church of God Church, 2036 Country Club Road
Christian Church, 970 West Union Road
Church In Mission, 27 South Indiana Street
Church Of Christ of Mooresville, 720 Indianapolis Road
Crossroads Apostolic Church, 210 Wheeler Avenue
Eternal Life Baptist Church, 8554 Hendricks County Road
Fellowship Baptist Church, 1421 State Road 144,
First Baptist Church, 680 North Indiana Street
First Christian Church (Disciples Of Christ), 525 N. Indiana Street
First United Methodist Church, 900 N. Indianapolis Road
Five Points Baptist Church, State Road 144
Full Gospel Assembly Of God Church, 12150 North Rooker Road
Gasburg Baptist Church, 900 Gasburg Road
Good Shepherd Baptist Church, 1150 State Road 144
Grace Missionary Church, State Road 67
Harvest Lutheran Church, 450 Saint Clair Street
Heritage Christian Church, 61 West Harrison Street
Jordan Apostolic Church, 9 Church Street
Monrovia Christian Church, 710 Gordon Road
Mooresville Church of God, 218 East Main Street
Mooresville Church of The Nazarene, 825 North Indiana Street
Mooresville Free Methodist Church, 20 Star Lane
Mooresville Friends Church, 50 North Monroe Street
New Life Baptist Church, 2150 South Old State
New Life Community Wesleyan Church, 4356 East 144
New Life In Christ Church, 40 East Washington Street
North Madison Southern Baptist Church, 1900 Landersdale Road
Saint Thomas More Church, 1200 North Indiana Street
Separate Baptists In Christ, 9731 North Kitchen Road
Souls Harbor Outreach Center, 450 Saint Clair Street
The Church At Mount Gilead, 6019 East State Road 144
Victory Baptist Church, State Road 67
Waverly United Methodist Church, 8525 Main Street
West Union Friends Meeting, 11488 Northwest Union Church Road
Source: www.churchangel.com

10

Environment & Natural Resources

Introduction

Throughout the nation and across the globe, issues of sustainability, livability, walkability, context sensitive design, smart growth and quality of life pervade our conversations about our communities. These terms have become an integral part of our discussion not because it is a trend, rather, because these issues are valid and important to the way each of us lives, works and plays.

Whatever your perspective on how we are affecting changes in our environment and global climate, there is a need and a growing interest in planning, designing and building our communities with a more thoughtful, careful and sustainable approach. This is much more than a design industry led initiative, this is being driven by public demand on a global scale. The need to re-examine how we approach design and development in our communities is because the impact of sprawl and disposable development is significant.

This section of this plan addresses the environmental aspects of sustainability as it relates to Mooresville's natural resources. It begins with an inventory of the existing resources available in the Town and its fringe area. That is followed by a summary of threats to those resources as a direct result of development. Finally, the section includes recommended action steps (best practices) for mitigating impacts of those threats.

Urban Sprawl

Development Principles

Since development in general is one the largest threats to Mooresville's natural resources, the community needs to make every effort to direct development in a manner that preserves and enhances those resources. In past years, a goal of "do no harm" has been a guiding principle relating to environmental concerns. Today's sustainability movement has established that communities need to go further to repair past damages - and work to help re-build and enhance the natural environment. As a result, development standards are being redefined in communities throughout Indiana and the nation to not just protect what exists – but to go a step further and improve the conditions by restoring habitat, reducing volumes of runoff, controlling non-point source pollution on-site and related measures.

Action steps/best practices listed in this section of the plan begin to outline some of the basic steps that communities can take to address these issues. They form the basis for future development ordinances to implement these measures.

Implementing sustainable practices does not necessarily rely on writing new ordinances. One of the most basic steps a community can take is to be more thorough in development plan reviews. The simple step of reviewing plans before they are built is a first step in identifying potential environmental impacts so that efforts can be made with the developer to update plans to meet those requirements. Another way to implement these goals is to encourage sustainable development by offering reduced permitting fees, faster review times or related incentives for projects that meet a recognized environmental development standard such as LEED. The community can also demonstrate leadership by following sustainability practices on municipal projects such as streets, utility projects and government buildings.

While the community plans to make progress toward several different environmental goals, two priorities have risen to the top in this process.

First, the community has made a renewed commitment toward protecting their floodplains from development. The June 2008 floods reinforced to the community the need to protect their floodplains and limit development in them accordingly.

This plan reflects this priority by designating undeveloped floodplains only for uses such as parks, open space and agriculture. It also goes further than most plans by not showing future development anywhere in a 500 year floodplain (not just the 100 year). The Cultural & Environmetal map on the next page reflects the floodplain footprint.

Second, this plan directs future development to where there is already sufficient water/wastewater infrastructure in place. The land use plan encourages short term residential development to occur directly adjacent to the town in areas where utilities already exist to support development. It further directs development away from the south and west sides of the town, where there currently are no sanitary sewers. This approach will help reduce urban sprawl, will minimize problems historically associated with failing on-site septic systems in the area, and will help keep the city from overextending infrastructure.

Morgan County Flooding

Legend

- Corporation Limits
- Two Mile Fringe
- SR 32 / 144 Corridor Overlay
- Fire Department
- Historical Site
- Law Enforcement
- Library
- Museum
- Recreation
- Religious
- Schools
- Campground
- Cemetery
- Golf Course
- Parks
- Historic Districts
- Managed Lands
- Floodplain
- Lakes
- Streams
- Wetlands
- White River

Cultural and Environmental Map

Mooresville Comprehensive Plan

ECONOMIC
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Sustainable Future

NORTH

GRAPHIC SCALE

Rivers, Lakes and Streams

The White River runs from the northeast corner of Morgan County to the southwest corner. It is located approximately five miles to the east of Mooresville. It is listed as an outstanding river by the Indiana Department of Natural Resources Division of Outdoor Recreation and the Natural Resources Commission. An outstanding river is a body of water that has particular environmental or aesthetic interest. White Lick Creek is the most notable stream that runs through town. The East Fork of White Lick Creek splits off just south of the corporate limits and flows through the east side of town.

THREATS	THREAT SUMMARY	ACTION STEPS (BEST PRACTICES)
Non-point source pollution (pollution from stormwater runoff)	Non-point source pollution results from stormwater runoff moving over the ground. As this runoff moves along the ground, it collects various pollutants – chemicals, animal waste, trash, sediment – and deposits them into bodies of water.	Preserve natural vegetation to reduce stormwater runoff and protect natural habitats. (IDEM Indiana Stormwater Quality Manual)
		Develop ordinances or regulations that require nonpoint source pollution treatment, such as water quality swales, sedimentation basins, and vegetated filter strips. (EPA National Management Measures to Control Nonpoint Pollution from Urban Areas)
		Establish maximum limits on the area of impervious surfaces allowed on newly developed lots. (EPA National Management Measures to Control Nonpoint Pollution from Urban Areas)
		Promote urban forestry.
		Revise stormwater ordinances to encourage structural Best Management Practice (BMP) devices to reduce pollutants from being discharged off-site.

Agricultural Runoff (pesticides, herbicides, and sediment from agriculture)	This is non-point source pollution as the direct result of runoff from agricultural lands.	Encourage integrated pest management strategies that require the use of appropriate amounts and types of pesticides at times when runoff will be minimal to reduce the amounts of toxic pesticides that get into streams and lakes. (EPA National Management Measures to Control Nonpoint Pollution from Agriculture)
Impervious Surfaces (increased runoff from surfaces that do not absorb water)	The construction of impervious surfaces is affecting more land, transforming natural greenspace into hard landscapes of buildings, parking facilities and road surfaces.	Construct on-site storm systems to utilize the infiltration capabilities of soils.
		Substitute pervious surfaces whenever possible (i.e., pervious pavers for overflow parking).
		Encourage the use of green roofs as a way to minimize runoff and store excess stormwater.
		Create a stormwater utility to generate revenue to address community stormwater runoff from increased impervious surfaces. These utilities assesses fees based on percent impervious area of each lot.
		Reduce minimum parking requirements set forth by the zoning ordinance and set maximum parking ratios.
		Promote open space development or clustering, which results in shorter streets, as an alternative to traditional development.
Soil Erosion and Sedimentation	Sediment is the greatest pollutant by volume affecting streams and lakes.	Require the use of water body setbacks for all development near lakes and streams.

Floodplains

The White Lick Creek floodplain follows White Lick Creek through Mooresville. In some locations, the floodway for White Lick Creek spreads a considerable distance from the creek itself. This occurs mostly around the main branch of the creek on the west side of town. The floodway fringe extends even further beyond the floodway. The serious damage caused by flooding in Morgan County in June of 2008 provides evidence of the need to protect and manage floodplains more effectively.

THREATS	THREAT SUMMARY	ACTION STEPS (BEST PRACTICES)
Development within the floodplain	Development within the floodplain results in more areas being susceptible to flooding, and flooding is increased downstream because there is less floodplain area for stormwater storage.	Limit development in floodplains to uses devoted to green space preservation and uses that limit damages and danger to human lives. Structures within the floodplain area should be prohibited or severely limited.

Wetlands

According to the National Wetland Inventory, a number of wetland areas are located throughout Morgan County, many near streams and lakes. Most wetlands lie outside the corporate limits of Mooresville, with the exception of wetland areas along White Lick Creek. The National Wetland Inventory is a guide that shows where wetlands may occur, but it is by no means complete. If wetlands are suspected in an area to be developed, a wetland delineation must be performed by a wetland consultant to determine the presence of wetlands on the specific site.

Natural wetlands provide a variety of useful functions for the environment. In addition to providing recreational opportunities to people, wetlands also provide essential habitats to many threatened and endangered species. Wetland plants filter pollutants out of the water that flows through them. As a result, our surface and drinking waters are cleaner and safer. Wetlands also protect surrounding areas from floodwaters because they absorb and slowly release the water, prevent erosion of streambanks, and recharge aquifers that provide many peoples' drinking water.

THREATS	THREAT SUMMARY	ACTION STEPS (BEST PRACTICES)
Development of wetland areas	Development pressures for housing, industrial and commercial growth are eliminating wetland areas at an alarming rate.	Encourage preservation and reconstruction of wetlands along riparian corridors and lakes.
		Require in the zoning and subdivision ordinances that wetlands to be preserved as permanent open space.
Non-point source pollution	While wetlands can naturally filter pollutants to a degree, the volume of pollutants impacting wetlands must be managed	See action steps under Rivers, Lakes and Streams.

Groundwater

Groundwater is an important source of domestic drinking water in the area. Several public water systems service the Mooresville area, and each has prepared a wellhead protection plan to identify potential contamination sources for the drinking water (groundwater) and to develop a contingency plan if contamination should occur. Each wellhead protection plan designates a Wellhead Protection Area, which is an area surrounding the water system's source wells where certain activities are restricted in order to protect the water supply. Wellhead Protection Areas for smaller water supplies are typically a fixed radius surrounding the source wells. For larger water supplies, the Wellhead Protection Areas are non-uniform shapes that are determined by the groundwater flow in the area.

THREATS	THREAT SUMMARY	ACTION STEPS (BEST PRACTICES):
Contamination of Public Water Supply	There are many potential sources of groundwater contamination. These can be point sources like industrial discharge, or nonpoint sources like pesticides from agricultural runoff. There are many methods for protecting groundwater, including structural BMP's, regulatory practices, and public education and outreach.	Develop a land use plan that restricts potential point sources of pollution in areas sensitive to groundwater contamination
		Purchase land or develop conservation easements in Wellhead Protection Areas.
		Require secondary containment for hazardous substances and chemicals, like grease and oil traps.
		Require as a part of the site plan review process that monitoring wells be installed at sites identified as being vulnerable to groundwater contamination.
Non-point source pollution	Non-point source pollution impacts areas sensitive to groundwater contamination, including karst areas, and areas with highly permeable soils.	See action steps under Rivers, Lakes and Streams.

Steep Slopes

Mooresville's fringe area includes steep, forested slopes. Along with the riparian corridors and agricultural areas, these topographic areas help the areas surrounding Mooresville maintain their rural character.

THREATS	THREAT SUMMARY	ACTION STEPS (BEST PRACTICES):
Erosion	Stable slopes help to reduce erosion. When development begins to occur in areas with steep terrain (generally defined as having slopes between 10% and 25%), clearing of vegetation from the slopes can cause extreme erosion to occur. This degrades water quality in surrounding water bodies and further damages surrounding areas.	Amend the zoning and subdivision ordinances to restrict development on terrain determined to be steep.
		Create design standards for developers and property owners to apply to acceptable land uses for areas with steep slopes.
		Include requirements for preserving existing vegetative cover within steep slopes. In areas where there is minimal existing vegetative cover, reestablish plants. The vegetation helps to slow stormwater runoff, minimizing erosion.

Wildlife Habitat

Wildlife exists everywhere. Woodlands, caves, agricultural lands, wetlands, lakes and streams are all homes for many different species of animals. When these areas are disturbed by development or other human activities, the animal and plant populations that live there can suffer.

The Indiana Department of Natural Resources Division of Nature Preserves publishes a list of threatened and rare species by county in Indiana. The list for Morgan County includes many mollusk and bird species, as well as some fish, amphibians, reptiles, insects, mammals, and plants. Specific locations of endangered species are kept confidential for the purposes of protecting those species.

THREATS	THREAT SUMMARY	ACTION STEPS (BEST PRACTICES):
Habitat Destruction	As previously undeveloped lands begin to be built up, the natural land cover is cleared, and many wildlife species are displaced.	Utilize cluster development to help keep open space and wooded areas connected to prevent habitat fragmentation (see cluser development project shset in appendix for more information)
		Identify environmentally sensitive areas that provide habitat for endangered and threatened species, and avoid extending development in those areas.
		Encourage development on infill areas and redevelopment to prevent the destruction of habitats on undeveloped land.
		Preserve natural vegetation whenever possible to prevent habitat destruction. Replace native vegetation if preservation is not feasible.
Habitat Fragmentation	When development is not continuous, habitats are fragmented, resulting in the relocation or destruction of species.	Utilize cluster development to help keep open space and wooded areas connected to prevent habitat fragmentation.

11

CRITICAL SUB AREAS

Introduction

In the course of developing this Comprehensive Plan, the Steering Committee identified several key areas within the community for more detailed study. A closer examination was needed for these places in order to provide guidance that responds to their unique issues and challenges. Each Critical Area section includes a description of the area and policies for future development.

The areas were selected based on the belief that major land use decisions will have to be made in them soon. In some cases they are ripe for development, but community leaders want to propose a new growth pattern. In other cases, public investment is needed in order to steer future uses.

Plan commissioners and town council members can use the plans while making land use decisions, while members of the public can see the community's desired future.

A map of the critical sub areas, redevelopment corridors and gateways is displayed on the following page.

Redevelopment Corridors and Gateways Map

Mooresville Comprehensive Plan
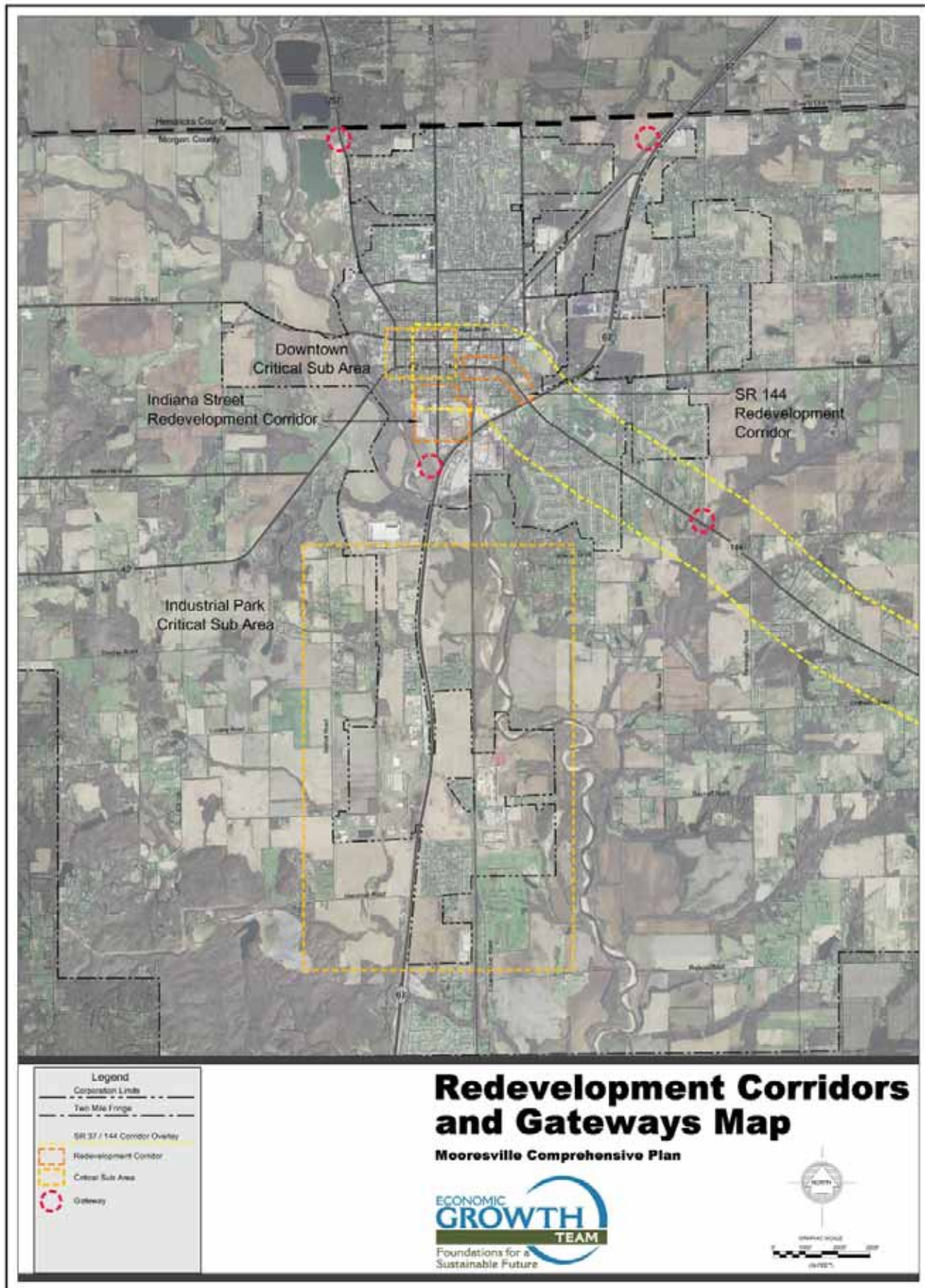
Industrial Park

Intent

Improve the existing infrastructure of the industrial park while creating feasible connections to I-70 and, ultimately, I-69.

The first priority is filling vacant buildings on site followed by in-fill of available land. Next would be expansion, first west on adjoining land and then east, on the other side of SR 67.
Improving the flow of trucks within the site would improve marketability. This could include work on widening turning radii, driveway widths and streets. Improved signage for the site could become part of the town's proposed wayfinding plan.

If the opportunity arises to develop the unfinished ground to the east first, decision makers should take into account the long-term viability of the proposed new use before extending infrastructure. Ideally, the exiting residential development in the eastern expansion portion would be relocated to make room for industrial growth.

Land Use

Land uses should be coordinated with the existing Planned Unit Development guidelines. Ideal uses would be light manufacturing and knowledge-based businesses. As the park fills and expands, some site-serving retail might be considered. The proposed expansion areas to the east are already properly zoned as heavy industrial.

Infrastructure

The highest infrastructure priority is expanding the existing wastewater treatment plant capacity. Without an expansion of the plant, future expansion of the industrial park will be limited by available plant capacity. Otherwise, utilities should continue to be extended to development sites in the area as needed.

Access to the industrial sites should be focused at existing roads on SR 67 at Pleiades Drive and Linel Drive. Bethel Road lies to the west of many of the sites, and should be upgraded to accommodate truck traffic after development sites east of Bethel Road are infilled. Additional street infrastructure may need to be extended through the area as needed to serve individual sites as well.

The Town is also interested in the long term extension of Bethel Road to the north to provide an alternate truck route to SR 267 and ultimately I-70. While the improvement of this route is likely not cost effective in the near term, the corridor should still be preserved for the future needs of the community.

Industrial Park CSA

Mooresville Comprehensive Plan

Legend
Corporation Limits
Future Roads

- Agricultural General
- Industrial
- Industrial - Proposed (Large Lots)
- Industrial - Proposed (Small Lots)
- Residential
- Residential Rural

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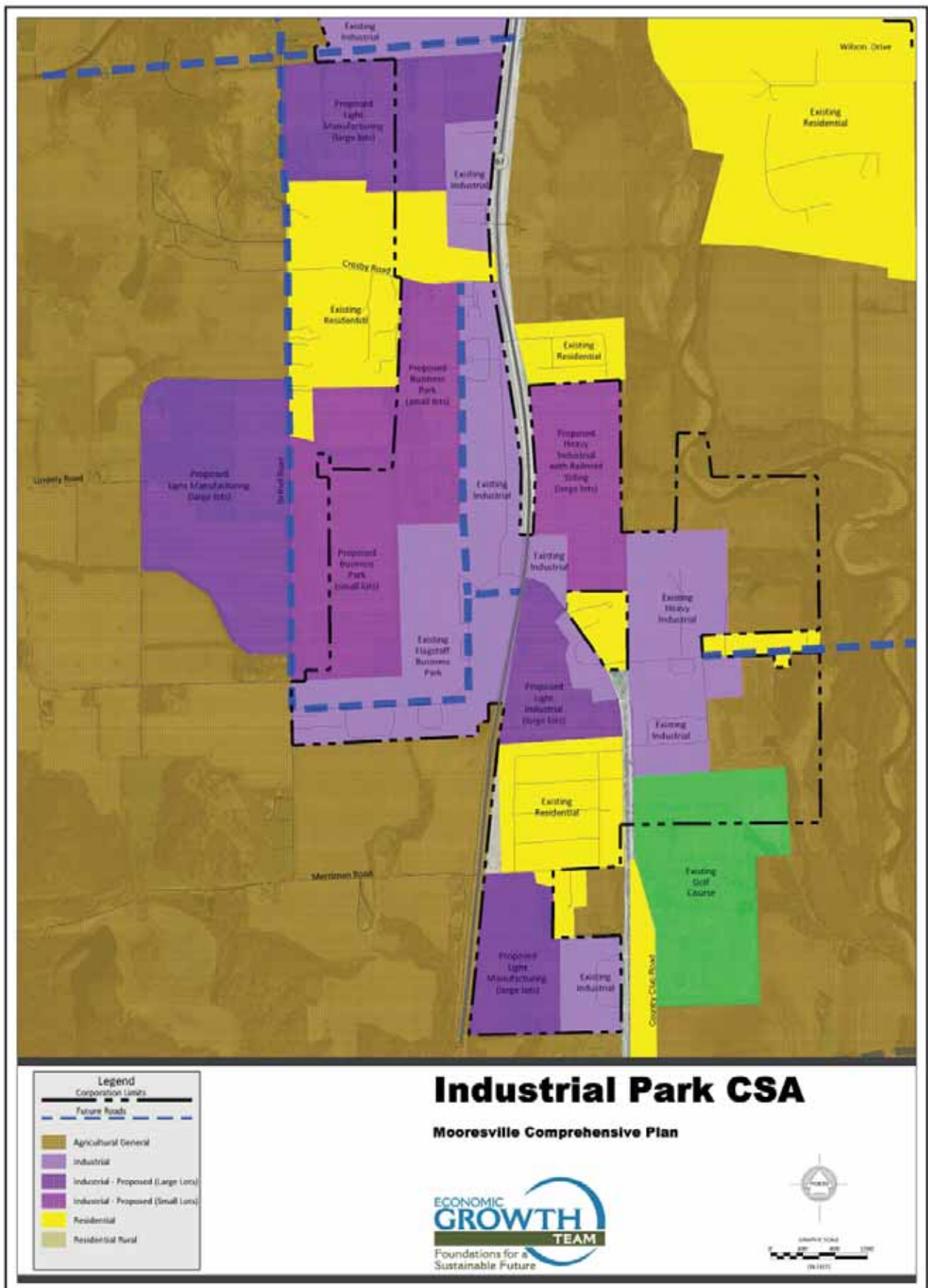
Downtown

Intent

Create a more viable downtown by building up residential densities, promoting mixed-use development, redeveloping under-utilized parcels and establishing a truck by-pass.

Because of the national consumer trends outlined in the Economic Development chapter, there is no quick route to downtown's revitalization, nor can they leave it to market forces. Considerable investment and political will is needed.

There are two main objectives in the revitalization plan: The first is to stabilize, protect and then enhance the existing downtown and its businesses. The second is to gradually expand downtown's boundaries in order to make it more vital. This expansion includes encouraging denser residential development on the edges of the current downtown.

Building up mixed-use densities with an emphasis on residential to the south will get more people on the streets downtown. Signage and landscaping should be used to make clear the expansion of downtown's boundaries.

Detailed plans for the revitalization can be found in the Economic Development chapter, where four main steps are recommended:

1. Make public investments in downtown.

2. Reroute truck traffic past downtown

3. Use signage to make it easier to find downtown

4. Encourage residential and mixed-use growth in and around downtown

Land Use

Alter zoning code to promote mixed-use and residential uses at urban densities. Identify opportunities for existing lots to be revitalized to a higher use, such as the parking lot on the northeast corner of Indiana and Main streets. The physical footprint of downtown should be expanded using urban design standards such as zero lot lines, increased heights and building-forward construction (no parking lots in front).

The periphery of the proposed downtown boundaries should be redeveloped at higher residential densities as a transition between downtown uses and existing single-family homes.

Downtown CSA

Mooresville Comprehensive Plan
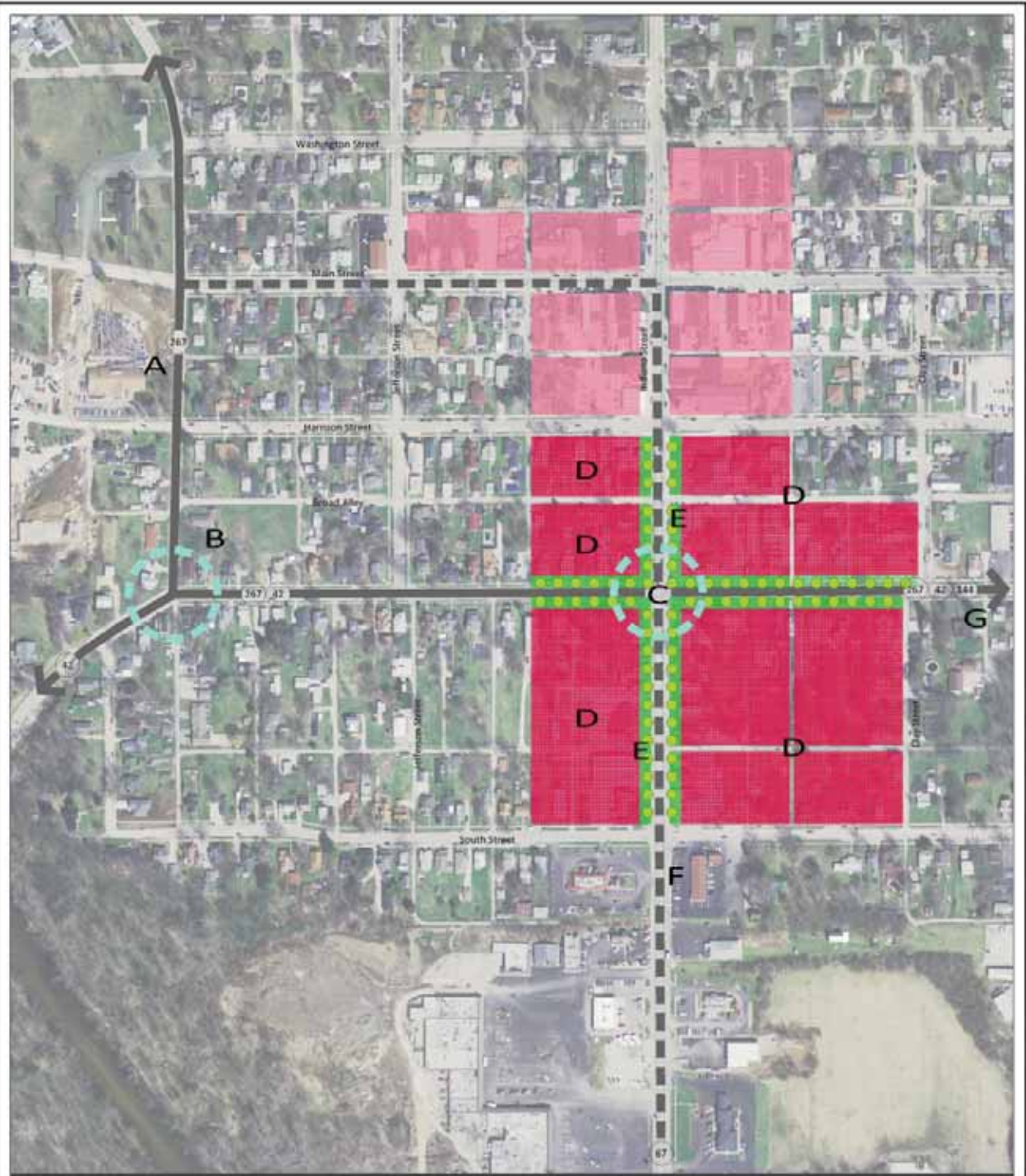
Legend

Existing Traffic Route
Proposed Traffic Route

Existing Downtown
Extended Downtown
Gateway

A. Re-route 267 traffic out of Downtown by extension of SR 267 to SR 42.
B. New SR 42 / 67 Gateway.
C. SR 267 / 42 /144 intersection.
D. Downtown redevelopment.
E. Extended Downtown streetscape.
F. Eliminate truck traffic on SR 267 south.
G. Direct all through traffic east.

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Gateways

Both steering committee members and the public expressed the need to have readily identifiable gateways to welcome residents and visitors into the community. Beyond serving as a welcome sign, gateways are envisioned as a way to present a unified town by defining "boundaries" that include both older and newer portions of Mooresville. A gateway is expected to be a developed entrance into town that identifies the town, and provides a sense of the community. They generally will include a gateway sign plus supporting architectural and landscape elements.

Gateway Sign Example

Gateway opportunities exist in several areas throughout Mooresville

⮑ SR 67 north of Mooresville near the old SR 67 stoplight (North Gateway)

⮑ SR 67 south of Mooresville near Gray's Cafeteria (South Gateway)

⮑ SR 144 coming from SR 37/future I-69

⮑ SR 267 north of Mooresville coming from I-70

North Gateway Map

Specifics for the North and South Gateway are provided on the next two pages.

In each case, the community will need to first obtain land rights to improve the area, then design the gateway features and associated landscape enhancements. Consideration should also be made to local businesses who might be interested in sponsoring the gateways.

North Gateway

Intent

Create a northern gateway into downtown Mooresville by introducing landscaping and improved signage. Property for this gateway north of Old SR 67 and SR 67 may need to be annexed and acquired.

Land Use

Most of this area is floodplain however there is some higher ground with room for signage and a gateway. Do not build in the rest of the floodplain.

It is envisioned that additional trees and landscaping be installed in front of the existing tree row along the railroad. Overhead utilities should be buried, and advertising signage be eliminated from the area. The modest existing sign should be replaced with an improved sign. When possible, landscaping should similarly be provided on both sides of the street.

Gateway on SR 67, before & after

South Gateway

Intent

Create a southern gateway into downtown Mooresville by introducing landscaping and improved signage. Property for this gateway would be west of the Indiana Street and SR 67 intersection, and is mostly in a floodplain. This location will take advantage of the popularity of Gray Brothers Cafeteria across the street. It could also include a natural amenity such as a flower field or other eye-catching landscaping.

Land Use

Most of this area is floodplain, and it is advisable;le to not build in the rest of the floodplain. The town may have to acquire at least enough property to create the gateway.

The floodplain area could be further landscaped to enhance the area. A combination of native grasses and wildflower plantings would bring significant color to the area, while not requiring significant maintenance on the part of the Town.

Action Steps

- ➲ Secure funding/sponsors and land rights for gateways, then construct.

South Gateway Map

Wayfinding

In addition to gateway signage, the community has also shown interest in a wayfinding signage system. This system is envisioned to not only aid in navigating within Mooresville, but also in finding the Town from SR 67, SR 267, I-70 or SR 37/I-69. Elements of a good wayfinding system can include:

Highway Signs

Highway signs help people navigate to the community. Such signs would be appropriate on:

➲ SR 144 near SR 37/I-69,

➲ on SR 267 near I-70, and

➲ on SR 67 near I-465.

Highway Signs

They can either be integrated into highway signage such as the photograph in this section, or could be standard wayfinding signs indented for viewing from a motorized vehicle. Ideally, these signs follow the appearance of other wayfinding systems, and begin to identify major attractions in the community.

Basic Wayfinding Signs

Basic wayfinding signs are intended to be viewed from within a motor vehicle. They are located on major roadways throughout the town and should be at a size that allows them to be read in a moving vehicle.

Basic Wayfinding Signage

Pedestrian Scale Wayfinding Signs

Pedestrian scale wayfinding signs are provided in downtown areas, along greenway systems and in other pedestrian districts. They should direct people to attractions within or near to those districts.

Action Steps

➲ Secure funding for wayfinding system and then design and construct.

Pedestrian Signage

12

IMPLEMENTATION PLAN

Making the Plan Happen

After a comprehensive plan is completed and adopted, there is still one more important step to finish in the planning process.

Adoption

The comprehensive plan is not official until it is adopted. Under Indiana law, the following steps apply to the adoption of an entire plan or a plan element (i.e., transportation and parks)

- ⮑ Plan Commission holds a public hearing

- ⮑ Plan Commission recommends adoption of the plan to the town council.

- ⮑ Town Council adopts the plan by resolution

Starting the Discussion about a Town Manager

Who is going to do all this work?

That question was raised many times during construction of the Comprehensive Plan. The town has a small staff that isn't set up to undertake the many tasks outlined in the plan. Almost all of the town council and plan commission members have "day jobs" and other responsibilities that would make implementing the plan difficult.

One possibility raised by the Steering Committee was changing the status of the town to a city, which could result in a mayor and supporting staff. A description of that process is included in the Appendix under Project Sheets.

But there was also talk about an intermediate step: hiring a town manager. Considering the local effort and money that went into formation of this report, Steering Committee members asked town leaders to examine the pros and cons of hiring a town manger to implement this plan and lead other local efforts.

Following is some information to begin the discussion.

How the Town Manager Position Works in Indiana

In accordance with Indiana law, a town manager is hired by and under the direction of the town legislative body, and is responsible for the administrative duties of the legislative body.

According to Title 36, Article 5, Chapter 5 of the Indiana Code, a town manager:

- ➲ Attends all town council meetings and recommends actions to the council

- ➲ Hires employees according to fixed standards and salary schedules

- ➲ Manages employees as necessary for the welfare of the town

- ➲ Delegates powers to employees responsible to him

- ➲ Administers all ordinances, orders, and resolutions adopted by the town council

- ➲ Ensures that all statutes required to be administered by the town council or other town officials are faithfully administered

- ➲ Provides budget estimates

- ➲ Executes contracts on behalf of the town after completing any steps required by statute

For a full legal description of the Town manager description, visit Title 36, Article 5, Chapter 5 of the Indiana Code at http://www.in.gov/legislative/ic.

Indiana Towns Currently Utilizing a Town Manager

There are currently several dozen towns in Indiana which utilize the town manager, many of which have similar population and location specifications to Mooresville. The table on the next page compares the populations of four such towns to that of Mooresville.

Population Comparison of Towns with Town Managers to Mooresville	
Avon	11,421
Brownsburg	19,468
Danville	8,025
Mooresville	11,516
Speedway	12,562

While the specific responsibilities of town manager vary by town, all town managers must fulfill the duties described by state law.

In Brownsburg, for example, the town manager has supervisory control over all town personnel, with the exception of elected officials, policemen, and firemen. Additionally, he administers and enforces all legislation, deals with all complaints, assembles available facts and statistics to aid the town council in dealing with major complaints and problems, and advises the town council of all events, proposals or inquiries that may have an impact on the community.

In McCordsville (population: 1,296), the town manager is the first line of contact between developers and the town on residential, commercial and industrial developments. In addition, the town manager serves as the staff to boards and commissions. Also, the town manager responds to citizen requests for services and information, acts as a liaison with other federal, state and local governmental agencies, and serves as the spokesperson for the town.

As with other Indiana towns, the manager of St. John (a town which, like Mooresville, is located near a major city and has a population approximately 12,000) provides the staff of the town and residents of the community, with a decision-making and informational source.

St. John's website states, "The position of the town manager is quickly becoming the most effective form of local government administration in the State of Indiana."

Pros

There are many pros associated with adding a town manager, including increased efficiency, accountability, and professionalism. The following is a list of benefits compiled from the websites of towns currently utilizing a town manager:

1. Accountability: Point of access and accountability to citizen requests for services and information.

2. Advisement: Can advise the town council of all events, proposals or inquiries that may have an impact on the community.

3. Communication: Liaison to other federal, state and local governmental agencies, as well as serving as the spokesperson for the town.

4. Efficiency: Assembles available facts and statistics to aid the town council in aiding with the correction of major complaints and problems.

5. Professionalism: Provides the staff of the town, as well as the residents of the community, with a professional decision-making and informational source.

6. Vision: Can concentrate on fulfilling the vision of the town council through its role in carrying out the budget and overseeing community projects.

Cons

The main drawback of the town manager is the monetary cost associated with implementing the position. A competent manager will command a competitive salary (for example, the manager of Chesterton is paid $68,000 annually). Additional costs would include any extra staff allocated to the manager and any travel costs and building or supply allocations made as a result of implementing the new position.

The position would also create an additional responsibility for the town council, which would be in charge of overseeing the position.

Implementation

Once a plan is adopted, the process still isn't over. It takes political will, resources and accountability to implement a comprehensive plan.

Without an implementation strategy, all the efforts so far in the planning process are essentially wasted! Part of plan implementation is a regular review of the plan to determine if any amendments are needed.

The Zoning and Subdivision Control Ordinances are the two biggest implementation tools for a comprehensive plan, so they should be updated immediately to match the plan. Administration and decision making for planning matters is also very important.

Rezoning of Land to Match Comprehensive Plan

After a comprehensive plan is adopted, local governments may choose to initiate rezoning of property in the community, which can be very controversial, so that it will match the desired future land use reflected in the plan. Without this action, change of zoning and closer adherence to the comprehensive plan is done on a voluntary basis, and may happen very slowly, if at all. The town council and the plan commission need to decide whether to initiate a rezoning on any land within Mooresville. One possible strategy would be to rezone land slated for future commercial or industrial use, which might help promote development.

The Zoning and Subdivision Control Ordinances are the two biggest implementation tools for a comprehensive plan.

Rezoning Policy

One of the greatest influences a comprehensive plan has is in directing decision-makers in the rezoning of land. When considering a rezoning, IC 36-7-4-603 says the plan commission and the legislative body shall pay reasonable regard to:

- ⮞ the comprehensive plan;

- ⮞ current conditions and the character of current structures and uses in each district;

- ⮞ the most desirable use for which the land in each district is adapted;

- ⮞ the conservation of property values throughout the jurisdiction; and

- ⮞ responsible development and growth.

When considering the comprehensive plan, the entire document should be reviewed for direction. The future land use map will serve as a general guide for determining if the proposed zoning is compatible. In addition,

the goals and objectives may contribute recommendations, as may other chapters in the plan.

Note that while Indiana law does not say that all five of the above rezoning criteria should be met before granting a zoning change, it does say you must "pay reasonable regard to" them. In other words, the town should have a very good reason if they disregard the comprehensive plan recommendation during a rezoning process, particularly when the plan is relatively new or has been reviewed and updated regularly.

Occasionally a desirable project may be proposed that does not meet the recommendations of the comprehensive plan. In that case, the Town should reexamine the plan to determine if conditions have changed and if they have, the plan should be amended to allow that development. An amendment to the comprehensive plan requires the same procedures as its initial adoption.

Zoning Ordinance

Since the Zoning Ordinance is one of the biggest implementation tools for a comprehensive plan, it should be updated to match the plan as soon as possible. The following items should be included in the zoning ordinance rewrite:

Adopt Architectural Standards for Residential

Mooresville should adopt architectural standards for residential zoning districts that include provisions to prevent "cookie cutter" development of identical or nearly identical homes. Architectural standards can be as restrictive or as flexible as the community wishes, but should also include roof and foundation standards, in order to ensure that manufactured homes fit into stick-built neighborhoods.

The following table on the next page lists different components of residential design standards and their typical implementation tools, indicating the difficulty in establishing each of the tools in most communities.

Residential Design Standards			
	Tools that Require Little Political Will & Resources	**Tools that Require More Political Will & Resources**	**Tools that Require Considerable Political Will & Resources**
Exterior Building Materials	Amend the zoning ordinance to require that exterior building materials meet quality standards (i.e., vinyl siding minimum width and installation standards).	Prohibit the use of certain exterior building materials (i.e., vinyl siding).	Amend the zoning ordinance to include a section on exterior building materials that lists required materials (i.e., each wall must be 80% masonry).
Landscaping	Rely on existing zoning ordinance landscape standards as only guide.	Amend the subdivision ordinance to require that at least one street tree be planted on each residential lot.	Amend the subdivision ordinance to require the developer to get a landscape plan for the entire subdivision approved by the plan commission and post a financial guarantee to ensure that the landscaping is installed.
Architectural Design	Continue to rely on existing zoning ordinance developmental standards (i.e., maximum height) as only guide.	Amend the zoning ordinance to include Anti-Monotony Provisions (i.e., limit the number of times the same house design may be used within the subdivision).	Amend the zoning ordinance to include a full set of architectural design standards (i.e., allowable window and roof styles, etc.).
Garage Placement	Continue to allow attached and detached garages to be placed in any location on the site, as long as no other provisions of the zoning ordinance are violated (i.e., setbacks).	Amend the zoning ordinance to allow attached front loading garages only if the impact is minimized by acceptable choice (i.e., garage has a greater front setback than the front elevation of the home).	Amend the zoning ordinance to prohibit front-loading garages.

Residential Design Standards			
	Tools that Require Little Political Will & Resources	**Tools that Require More Political Will & Resources**	**Tools that Require Considerable Political Will & Resources**
Accessory Buildings	Rely on existing zoning ordinance developmental standards as only guide.	Amend the zoning ordinance to limit the size and placement of accessory buildings, in order to minimize their visual impact.	Require that accessory buildings be architecturally compatible with the house (i.e., use same building materials and style).

Adopt Architectural Standards for Commercial

Mooresville should adopt architectural standards for commercial zoning districts that set minimum quality standards. As with residential, commercial architectural standards can be as restrictive or as flexible as the community wishes. Mooresville's standards for commercial uses should require buildings to present an attractive image to the community . These standards also can be used to help establish a uniform look that could help further a sense of identity (e.g., common streetscape elements, building materials, etc.).

To accelerate the process of selecting exact requirements for the new ordinance, the following table lists different components of commercial design standards and their typical implementation tools, indicating the difficulty in establishing each of the tools in most communities. The following matrix is for commercial buildings.

Commercial Design Standards			
	Tools that Require Little Political Will & Resources	**Tools that Require More Political Will & Resources**	**Tools that Require Considerable Political Will & Resources**
Building Orientation	Continue to allow building to be placed and oriented in any location on the site, as long as no other provisions of the zoning ordinance are violated (i.e., setbacks).	Amend the zoning ordinance to prohibit a commercial building from "turning its back" to the highway corridor.	Amend the zoning ordinance to require development plan approval by the plan commission for all commercial buildings in the highway corridor.
Parking Location	Continue to allow parking to be placed in any location on the site, as long as no other provisions of the zoning ordinance are violated (i.e., sight distance).	Amend the zoning ordinance to limit the amount of parking that can be placed in front of the commercial building, in effect pulling the building closer to the road.	Amend the zoning ordinance to prohibit parking in front of a commercial building, so that resulting parking is on side and rear, opening up the commercial building to the road.
Exterior Building Materials	Amend the zoning ordinance to prohibit certain exterior building materials (i.e., concrete block and prefabricated steel panels)	Amend the zoning ordinance to include a section on exterior building materials that lists acceptable materials and gives the developer guidelines for using them (i.e., each wall must have at least 2 different materials, or 80% of the front elevation must be masonry).	Amend the zoning ordinance to create an architectural review committee to approve exterior building material selection for each commercial building elevation.
Signs	Follow existing zoning ordinance commercial sign regulations.	Amend the zoning ordinance to include unique sign regulations for the corridor.	Amend the zoning ordinance to create a sign review committee to approve each commercial sign plan and design.

Commercial Design Standards		
	Tools that Require Little Political Will & Resources	**Tools that Require More Political Will & Resources**	**Tools that Require Considerable Political Will & Resources**
Landscaping	Rely on existing zoning ordinance landscape standards as only guide.	Amend the zoning ordinance to include a section on landscape standards for the corridor that sets minimum standards for things like buffers and lists multiple options for the developer of each site to choose from.	Amend the zoning ordinance to require the same landscaping for every commercial site within the highway corridor, resulting in a uniform look.
Building Design	Rely on existing zoning ordinance developmental standards (i.e., maximum height) as only guide.	Amend the zoning ordinance to include a section on architectural standards that sets minimum standards and lists multiple options for the developer to choose from.	Amend the zoning ordinance to create an architectural review committee to approve each commercial building design.
Trash & Recycling	Rely on existing zoning ordinance developmental standards as only guide.	Amend the zoning ordinance to prohibit this where visible from the road, in addition to requiring screening.	Amend the zoning ordinance to require this be considered as part of development plan approval by the plan commission for all commercial buildings in the highway corridor.

Create Overlay Zone for Old Town / Downtown Area

One of the best tools to use to preserve and maintain the existing Old Town/Downtown Area would be to adopt a special Overlay Zoning District for the area that recognizes the unique characteristics of the historic, downtown area. An overlay-zoning district does not change the underlying zoning district, but is a way to unify and customize the differing standards of those underlying districts to better suit the area. For example, important components of the overlay zoning district would be design standards for new construction that would require it to be close in appearance to what is already existing (i.e., in scale, style, building materials, etc.). It is also important to regulate changes to existing historic buildings, such as limiting changes to exterior building materials, in order to preserve the existing character.

Overlay zones build on the underlying zoning, by establishing additional or stricter standards and criteria; the standards of the overlay zone apply in addition to those of the underlying zoning district.

The Economic Development chapter of this report details a four-step plan for downtown which includes:

1. Invest in downtown

2. Reroute truck traffic past downtown (also see Critical Sub Area Plans)

3. Make it easier to find downtown (also see Critical Sub Area Plans)

4. Move more people downtown

Amend Residential Zoning Districts

The zoning ordinance needs to be amended to offer a wider variety of housing choices, permitted by right in the appropriate zoning district, including townhouses, assisted living facilities, higher density residential, etc.

Revise Parking Standards

Review parking ratios and reduce them where possible. And amend the ordinance to set maximum parking ratios. Allow overflow-parking areas with pervious pavers. Require that business and institutional uses provide bicycle-parking areas, as a way to support alternative transportation choices.

Allow Mixed Use Development

The zoning ordinance should allow mixed-use development, including vertical mixed use (e.g., residential on upper floors, retail on first floor).

This can be done either by creating one or more new standard or overlay zoning districts or by allowing mixed uses in select existing districts.

Preserve Open Space

Amend the ordinance to require a minimum percentage of open space for new development, including residential and non-residential uses. In addition to setting the minimum area, the open space requirements should also assign maintenance responsibility and set minimum standards for what qualifies as open space (i.e., no detention ponds, minimum size, etc.). All wetland areas should be preserved as permanent open space with easements. A Project Sheet in the appendix addresses this subject.

Pervious Paver Parking Lot

Set Maximum Impervious Surface Standards

Establish maximum limits for impervious surface area on institutional, commercial and industrial lots. Limiting impervious surface area will help reduce non-point source pollution from stormwater runoff and will also contribute to the green appearance of the community.

Encourage Tree Preservation

Amend the landscape standards in the zoning ordinance to give bonus credit for preserving mature shade trees on site.

Strengthen the Floodplain Ordinance

Make the town's floodplain ordinance stronger by prohibiting building in the floodway fringe. This will help maintain floodplain area for floodwater storage, decreasing the areas that are susceptible to flooding.

Steep Slopes

In areas where there is not sufficient vegetative cover to preserve on steep slopes, require that vegetative cover be established, in order to prevent erosion and slow stormwater runoff.

Groundwater Monitoring

During site plan review, add requirement that monitoring wells be installed at sites at risk for groundwater contamination. Require easements for areas to be protected in wellhead protection areas.

Subdivision Ordinance

Since the Subdivision Control Ordinance is the other biggest implementation tool for a comprehensive plan (in addition to the zoning ordinance), it is important to update it to match the comprehensive plan. The following items should be included in the subdivision ordinance rewrite:

Promote Connectivity

Limit the use of cul-de-sacs and single entrances in new residential subdivisions. Connect and continue streets into adjacent developments.

Promote Traffic Calming

Since traffic calming becomes more essential when neighborhoods are connected, it should also be addressed in the ordinance update. Slowing vehicular traffic will help reduce neighborhood concerns about connectivity.

Review Right-of-Way Standards

Review minimum right-of-way widths to ensure that there is adequate room for utilities and sidewalks.

Encourage Cluster Subdivisions

Amend the ordinance to allow cluster or conservation subdivisions, which result in shorter streets and more open space. A Project Sheet in the Appendix addresses this subject.

Set Water Body Setbacks

Show water body setbacks on subdivision plats. Requiring setbacks from water bodies will help reduce sedimentation.

Preserve Existing Conditions

During the platting process a sheet with existing conditions should be submitted, including wetland areas, floodplains, vegetative cover on steep slopes and areas with existing mature trees. The subdivision ordinance should require that these areas be protected from development through the use of easements.

> *Cluster Subdivision:*
> *A subdivision that sites single family homes on smaller parcels of land, while the additional land that would have been allocated to individual lots is converted to common open space for the subdivision residents.*

Review Steep Slope Standards

Review the town's current maximum slope standards for development, including for driveways and building pads.

Annexation

Develop Annexation Plan

Mooresville needs to develop an Annexation Plan, which should focus on annexing undeveloped land within the town's extraterritorial jurisdiction. Possible areas of future annexation are shown on the future land use map. The land use chapter of the comprehensive plan includes a section on phased growth, which outlines four possible phases for future growth. Once a plan is developed, the Town Council should conduct an annual review of the annexation plan and prioritize their annexation goals

Administration

Inter-local Agreement

The town needs to develop an inter-local agreement with Morgan County to review and process development requests for a property once an annexation application has been filed. There should also be another inter-local agreement with the County that allows the Town to review all subdivision and rezoning applications in unincorporated areas adjacent to their current boundaries. These inter-local agreements would give the town an excellent opportunity to review development that will impact them.

Roundtable of Governments

Establish a bi-annual meeting with Morgan County, Bethany, Brooklyn, Martinsville, Monrovia, Mooresville, Morgantown and Paragon and any other incorporated town or city in the county. Topics for discussion can include future land use planning, utility expansions, emergency management and economic development. It is intended that the Roundtable of Governments identify common goals, provide a baseline for communication among all governments in Morgan County and provide a forum for discussing and solving mutual problems.

Capital Improvement Plan

The Town needs to develop a capital improvement program to plan the funding for infrastructure improvements, including sewer and water, roads and high-speed data access, in addition to other capital investments like fire stations and parkland. The capital improvement plan should directly reflect the priorities of this comprehensive plan. The Appendix has a Project Sheet concerning Capital Improvement Plans.

Route Modification of SR 267

Rather than create an entire new bypass road for SR-267 as proposed by the MPO, the designation of SR-267 could be transferred from Main Street and Indiana Street to neighboring streets, thereby alleviating truck traffic through the downtown.

Initiate Commercial and Industrial Rezoning

Mooresville needs to identify growth areas for business and follow through by initiating rezoning of the land to the appropriate commercial or industrial zoning district, so that the land is ready for development.

Development Review Process

The school corporation should be included in the Town's development review process.

Neighborhood Enhancement

Strong neighborhoods benefit the town. Offer administrative support to neighborhoods for the creation of neighborhood associations. Develop an awards program for neighborhoods. Create and administer a grant program for neighborhoods that offers small monetary grants (<$1,000) for clean-ups, etc.

Code Enforcement

Maintain staffing needed for diligent code enforcement, which will help preserve the town's existing housing stock. Explore switching to a ticketing system for more streamlined enforcement.

Public Transportation

IndyGo's Comprehensive Operational Analysis Plan recommends an express/local route from Plainfield and Mooresville to the Indianapolis International Airport and downtown Indianapolis. The town needs to schedule a public meeting with IndyGo to confirm local interest in that bus service.

Smart Growth

At least one local official needs to become educated and involved in the Smart Growth movement. This official would be responsible for sharing that knowledge with other officials, so that they can make better decisions.

Annual Comprehensive Plan Review

Begin an annual review of Mooresville's Comprehensive Plan, led by former comprehensive plan steering committee members acting as a special sub-committee of the plan commission. The review, which should include the Thoroughfare Plan, should include a review of any deviations from the plan and any need for amendments due to changing conditions, clarification, etc.

Utilities

Utility Extension Policy

The town should adopt a policy that they will not extend sanitary sewers to property that is outside of Mooresville's corporate limits. At the very least, higher rates should be charged to customers outside the town's boundaries. Specifically, the town should refrain from extending sanitary sewers to the southern and western fringe areas, so that infill development will occur within existing corporate limits.

Regular Communication with Water Utility Companies

It is important that the town meet semi-annually with each water utility to coordinate town and utility goals and growth plans.

Upgrade Water Mains

Water mains with small diameters must be upgraded before they can be used for fire protection. This is especially important in areas with higher development densities.

Continue Wastewater Improvement Projects

The town must continue the projects that will reduce stormwater infiltration and inflow in the sanitary sewer system.

Increase Wastewater Capacity

Mooresville needs to continue to increase its wastewater treatment plant's capacity by implementing the phase III and IV improvements.

Regular Communication with Morgan County Health Department

It is important that the town meet regularly with the health department to discuss areas with widespread septic failure.

Install High-Speed Fiber Optic Network

While there may be areas with fiber optic cable in the town, it is not part of a high-speed network. The town needs to be proactive with providers about seeking extension of fiber optic/broadband.

Create a Stormwater Utility

The town could create a stormwater utility to generate revenue, which is assessed based on percentage of impervious surface on a lot. Revenue can be used to address Mooresville's stormwater improvements.

Wastewater Treatment Plant

Special Studies

There are some geographic areas that require additional planning study, in more detail than what is covered in the comprehensive plan. An example of a special study would be the SR 37/144 Corridor Plan, which was completed concurrently with this comprehensive plan. There are other areas of Mooresville that still require further study and resulting plans. These include:

Downtown Plan

This plan needs to consider both physical and economic factors. Mooresville's downtown needs to be a focus for revitalization, and at the same time needs to ensure that the historic character is preserved and enhanced.

Gateway Plan

The town needs to develop detailed landscaping and signage plans for each identified gateway.

Greenways Plan

A greenways plan is often included as part of a park master plan, but may be completed separately. The greenways plan would focus on a

bicycle and pedestrian system within the Town, connecting community nodes like schools, retail and recreation with residential areas. As part of the greenways plan, it is crucial that the White Lick Creek corridor be preserved so that it can link to the White River Greenway.

Implementation Guide

An implementation guide is displayed on the following two pages. The guide lists responsible parties and general time lines to implement the comprehensive plan.

Mooresville Comprehensive Plan - Implementation Schedule

		Short Term (1-5 years)			Mid Range (6-12 years)			Long Range (13-20 years)			Ongoing
	Implementation Item	Plan Commission	Town Council	Other	Plan Commission	Town Council	Other	Plan Commission	Town Council	Other	
Zoning Ordinance Updates	Adopt residential architectural standards	X									
	Adopt commercial architectural standards	X									
	Create overlay zone for Old Town/Downtown Area	X									
	Amend residential zoning districts to offer a wider variety of housing choices	X									
	Revise parking standards	X									
	Allow mixed use development	X									
	Preserve open space	X									
	Set maximum impervious surface standards	X									
	Encourage tree preservation	X									
	Prohibit building in the floodway fringe	X									
	Require steep slope vegetation	X									
	Add groundwater monitoring requirements	X									
Subdivision Ordinance Updates	Promote connectivity	X									
	Promote traffic calming	X									
	Review right-of-way standards	X									
	Allow cluster or conservation subdivisions	X									
	Set water body setbacks	X									
	Preserve existing conditions or natural resources	X									
	Implement steep slope standards	X									

Mooresville Comprehensive Plan - Implementation Schedule

	Implementation Item	Short Term (1-5 years)			Mid Range (6-12 years)			Long Range (13-20 years)			Ongoing
		Plan Commission	Town Council	Other	Plan Commission	Town Council	Other	Plan Commission	Town Council	Other	
Annexation	Develop an Annexation Plan	X	X	X							
Administrative	Explore the Town Manager concept for Mooresville										
	Develop an inter-local agreement with Morgan County		X								
	Establish Roundtable of Governments		X								
	Develop a capital improvement program					X					
	Consider applying for change in designation of SR 267					X					
	Rezone land slated for future commercial or industrial use					X					
	Include the school corporation in development review process.		X								
	Initiate neighborhood enhancement funds					X					
	Maintain staffing needed for diligent code enforcement					X					
	Confirm interest in the IndyGo express/local bus route to Indianapolis		X								
	Designate Smart Growth advocate		X								
	Implement an annual comprehensive plan review		X								

Mooresville Comprehensive Plan - Implementation Schedule

	Implementation Item	Short Term (1-5 years)			Mid Range (6-12 years)			Long Range (13-20 years)			Ongoing
		Plan Commission	Town Council	Other	Plan Commission	Town Council	Other	Plan Commission	Town Council	Other	
Utilities	Adopt a Utility Extension Policy		X								
	Coordinate town and utility goals and growth plans with water utility		X								
	Upgrade water mains								X		
	Continue wastewater improvement projects		X								
	Increase wastewater capacity		X								
	Discuss areas of widespread septic failure with Morgan County Health Department		X								
	Install high-speed fiber optic network								X		
	Create a storm water utility					X					
Special Studies	Downtown Plan	X	X								
	Gateway Plan	X	X								
	Parks Plan	X	X								
	Greenways Plan	X	X								

APPENDIX

Survey Results
& Analysis

for

Town of Mooresville Comprehensive Plan

Thursday, March 12, 2009
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Executive Summary

This report contains a detailed statistical analysis of the results to the survey titled *Town of Mooresville Comprehensive Plan.* The results analysis includes answers from all respondents who took the survey in the 220 day period from Tuesday, July 29, 2008 to Thursday, March 05, 2009. 47 completed responses were received to the survey during this time.

Survey Results

Survey: Town of Mooresville Comprehensive Plan
Author: SDG
Responses Received: 47

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1) How satisfied are you with the quality of life in Mooresville?

Response	Count	Percent
Very Satisfied	5	10.6%
Satisfied	33	70.2%
Unsatisfied	7	14.9%
Very Unsatisfied	0	0.0%
Uncertain	2	4.3%

2) If you checked Unsatisfied or Very Unsatisfied in question #1, please explain why:

If you checked Unsatisfied or Very Unsatisfied in question #1, please explain why:
Quality of life here is wonderful. Location, location, location!
lack of activities for young people! schools are the most important.
The town only caters to certain groups of people
somewhat satisfied - great place, but plenty of room for improvement - Definitely need more green space, recreation, arts & culture & history focus
We must update our schools!
We have failed to guide the town in a direction of success, our school sys is struggling, housing & foreclosures are suffering, tax base from ED is not what we thought
No arts or not enough and I find myself leaving town to spend dollars to eat, go to the movies or for any entertainment.
not many community unifying elements. Child events are usually out of town! schools are disappointing.

Lacks of family entertainment...have to go to Indy for most cultural items.	
lack of family activities/recreation	

3) What are the main reasons that you live in Mooresville?

Response	Count	Percent
Born and raised here, decided to stay	18	38.3%
Close to work	18	38.3%
Community appearance	3	6.4%
Community atmosphere	27	57.4%
Cost of living	13	27.7%
Crime rate / safety	20	42.6%
Emergency services	4	8.5%
Employment opportunities	3	6.4%
Geographic location	14	29.8%
Near family and/or friends	29	61.7%
Parks / Recreation	7	14.9%
Property taxes	8	17.0%
Quiet	20	42.6%
Rural	12	25.5%
Schools	6	12.8%
Other (please specify)	3	6.4%

Other Responses:

Location, location, location!
born & raised here - too young; cost of living-parents
in between father-in-law (Martinsville) & mother-in-law (Brownsburg)
"small town" feel but near Indy, etc. values - family, community, faith
spouse born & raise here, good people here
wife's family farm
folks are unpretentious

4) How would you rate the quality of housing in Mooresville?

Response	Count	Percent
Excellent	3	6.4%
Good	33	70.2%
Fair	10	21.3%
Poor	1	2.1%

5) As Mooresville continues to grow, what types of housing would you like to see encouraged?

Response	Count	Percent
Affordable housing	9	19.1%
Apartments	7	14.9%
Assisted / senior living	8	17.0%
Condominiums	13	27.7%
Duplexes / two-family units	4	8.5%
Mixed use housing	3	6.4%
Mobile home parks	0	0.0%
Motel / hotel	7	14.9%
Single family homes	32	68.1%
Subdivisions	10	21.3%
Other (please specify)	9	19.1%

Other Responses:

step up houses from 2000-2500 sq. ft from $180,000 to $220,00
Higher end housing $500,000 and UP!! Housing that will pay taxes for the service they use.
Higher end single family housing
more top-of-line housing
no starter homes
need places for youth to move into/stay here or come back after college
$300K plus homes
higher end housing

subdivisions with alleys
Executive housing
mix of all above
300,000 class homes

6) Focusing on neighborhood preservation and development, which top two items should Mooresville concentrate on during the next five years?

Response	Count	Percent
Affordable housing	5	10.6%
Beautifying the area	27	57.4%
Expanding neighborhood shopping opportunities	14	29.8%
Recreation	11	23.4%
Preservation in core neighborhoods	27	57.4%
Other (please specify)	7	14.9%

Other Responses:

change traffic to encourage "downtown"
downtown!
recreation - especially for teens
Clean up traffic patterns
& recreation too!
rec connections so don't have to drive

also Preservation in core neighborhoods	
only checked one	
schools	
also Preservation in core neighborhoods	
Dining	
dining	
only checked one	
schools	

7) How would you rate the following transportation services for Mooresville residents?

	Excellent	Good	Average	Poor
Bicycle / pedestrian trails	2.2% (1)	13.3% (6)	51.1% (23)	33.3% (15)
County road conditions	0.0% (0)	19.6% (9)	65.2% (30)	15.2% (7)
Downtown parking availability	2.1% (1)	17.0% (8)	44.7% (21)	36.2% (17)
Local road conditions	0.0% (0)	57.4% (27)	40.4% (19)	2.1% (1)
Road maintenance	2.1% (1)	46.8% (22)	46.8% (22)	4.3% (2)
Snow plowing	13.0% (6)	69.6% (32)	15.2% (7)	2.2% (1)

8) Please rank the following issues for Mooresville.

	Serious Problem	Moderate Problem	Not a Problem	Uncertain
Agricultural land preservation	9.1% (4)	29.5% (13)	36.4% (16)	25.0% (11)
Ambulance service	22.2% (10)	28.9% (13)	37.8% (17)	11.1% (5)
Broadband / telecom availability	21.7% (10)	45.7% (21)	23.9% (11)	8.7% (4)
Drainage overflows during rains	30.4% (14)	45.7% (21)	19.6% (9)	4.3% (2)
Environmental protection	12.8% (6)	42.6% (20)	31.9% (15)	12.8% (6)
Garbage collection	2.1% (1)	10.6% (5)	76.6% (36)	10.6% (5)
Government planning for the future	14.9% (7)	55.3% (26)	14.9% (7)	14.9% (7)
Litter or garbage on local streets	0.0% (0)	23.4% (11)	74.5% (35)	2.1% (1)
Maintaining community atmosphere	0.0% (0)	50.0% (23)	45.7% (21)	4.3% (2)
Police / Fire protection	4.4% (2)	20.0% (9)	66.7% (30)	8.9% (4)
Recreational activities for all ages	23.4% (11)	36.2% (17)	38.3% (18)	2.1% (1)
School facilities and programs	19.1% (9)	38.3% (18)	34.0% (16)	8.5% (4)
Sewage service	12.8% (6)	17.0% (8)	48.9% (23)	21.3% (10)
Traffic congestion	19.1% (9)	57.4% (27)	21.3% (10)	2.1% (1)
Water service	6.4% (3)	12.8% (6)	70.2% (33)	10.6% (5)

9) What types of industries should Mooresville focus on retaining / securing?   Please check your top three choices.

Response	Count	Percent
Agriculture	9	19.1%
Arts and entertainment venues	16	34.0%
High tech industries	23	48.9%
Hotels, tourism	8	17.0%
Light industry / manufacturing	23	48.9%
Medical services	15	31.9%
Professional services (financial, etc)	8	17.0%
Recreational facilities	12	25.5%
Restaurants	5	10.6%
Retail / shopping	15	31.9%
Other (please specify)	7	14.9%

Other Responses:

historically we are blue & white collar - need to balance industries for both
this person only checked one :agriculture
& new/improved schools are necessary!
value-add light tech & ag businesses
only checked the above two
only checked above two
Life science
only checked above two

10) Which of the following do you believe are the most important economic development issues for Mooresville to focus on over the next several years?

	High Priority	Medium Priority	Low Priority
Capital investments	43.6% (17)	48.7% (19)	7.7% (3)
Creation of local jobs	69.0% (29)	21.4% (9)	9.5% (4)
Developing an industrial park	15.4% (6)	41.0% (16)	43.6% (17)
Promoting tourism	26.8% (11)	26.8% (11)	46.3% (19)
Recruiting new businesses	70.0% (28)	25.0% (10)	5.0% (2)
Retaining and expanding existing businesses	74.4% (32)	23.3% (10)	2.3% (1)
Revitalizing downtown Mooresville	53.5% (23)	39.5% (17)	7.0% (3)
Utilizing vacant facilities	53.7% (22)	31.7% (13)	14.6% (6)
Workforce training	30.8% (12)	51.3% (20)	17.9% (7)

11) There is concern that the small town character of Mooresville is threatened by growth. Do you share this same concern?

Response	Count	Percent
Agree	27	60.0%
Disagree	12	26.7%
Not sure	6	13.3%

12) If you agree with question number 11, do you agree that the zoning and subdivision ordinances should be used to manage and direct commercial or residential growth?

Response	Count	Percent
Agree	27	77.1%
Disagree	0	0.0%
Not sure	8	22.9%

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Building Local Planning Capacity

Along the I-69 corridor, the use and implementation of planning tools and techniques varies greatly among communities. While some communities have embraced many planning tools, others have not for various reasons. Accordingly, the capacities of the communities to manage and subsequently administer plans formulated in the I-69 Community Planning Program may vary as well.

For communities to choose the most appropriate tool(s), the community's planning resources and capacity should be analyzed. This discussion of local planning capacity focuses on the **technical, managerial, financial and political ability of a local government** to carry out a project or task. It is recognized that many other influences can impact or determine a community's planning capacity. All local influences and considerations should be analyzed before determining future planning endeavors.

The purpose of discussing planning capacity is to identify the conditions under which individual tools are ideally used. For example, a tool which requires an extensive amount of staff to administer would not be the most appropriate tool for a community with few or no planning staff to implement.

Throughout this toolbox, tools are listed by their recommended level of planning capacity. This is a suggestion when communities should utilize each tool. The intention of organizing tools by recommended level of planning capacity is not to limit or restrict any community from using or implementing a desired tool; rather, its purpose is to serve as a **guide** to help communities select the tool that will be most effective for the topic(s) they are trying to address. However, any community can use any tool described in this toolbox. A community may be able to implement a tool above their capacity if resources are dedicated to that particular tool or if the community uses a simplified version of the tool.

For example, after assessing a community's planning capacity, the local decision makers determine their community falls within the "level 2" planning capacity. The tool they choose from any of the categories should be within level 1 or level 2. Because local decision makers assessed the community's planning capacity as a level 2, it does not restrict or preclude them from implementing a level 3 or level 4 tool. A community can always choose to implement a tool beyond their self assessed capacity.

Example Planning Capacity Matrix   Tools in gray boxes are **not** recommended for that level of planning capacity.

LEVEL 1	LEVEL 2	LEVEL 3	LEVEL 4
Increasing Fundamental Planning Capacity	Land Ownership and Conservation Easements	Land Ownership and Conservation Easements	Land Ownership and Conservation Easements
	Conservation Subdivision Ordinance	Conservation Subdivision Ordinance	Conservation Subdivision Ordinance
	Hillside / Steep Slope Protection	Hillside / Steep Slope Protection	Hillside / Steep Slope Protection
	Tree Protection Ordinance	Tree Protection Ordinance	Tree Protection Ordinance

If a tool is beyond a community's planning capacity, capacity can be acquired through external resources, such as universities, regional planning organization, metropolitan planning organizations, other resource organizations and consultants. Many communities that have a higher planning capacity use outsourced services to assist them in completing various projects. When capacity is acquired in this manner, a key consideration in the plan should be the long-term administrative requirements for successful implementation. Additionally, each community should analyze the different approaches to increasing local planning capacity. If external resources are used, a plan should be developed to gradually increase their own capacity in various ways, such as analyzing or expanding the structural capacity of the planning staff.

In order to efficiently use the I-69 Community Planning Toolbox, a community should understand the level of their planning resources and capacity.

It is suggested that each community complete the following checklist to determine its current planning capacity.

Evaluate Your Local Planning Capacity

Planning capacity is determined by the highest level that has all or the most items checked.

LEVEL 1	LEVEL 2	LEVEL 3	LEVEL 4
☐ We have thought about planning for our community but do not have a plan commission.	☐ We have a plan commission and a board of zoning appeals with rules of procedure.	☐ We have a plan commission and a board of zoning appeals that consistently follow rules of procedure.	☐ We have a plan commission and a board of zoning appeals that consistently follow rules of procedure and annual training.
☐ We do not have any planning staff.	☐ We have a building commissioner/ planner on staff.	☐ We have a professional full time planner.	☐ We have a professional full time staff of planners and other trained technical staff.
☐ We have no financial resources designated for planning projects.	☐ We rarely designate financial resources planning projects.	☐ We occasionally designate financial resources for community planning projects.	☐ We annually designate financial resources for community planning projects.
	☐ We have someone who focuses part of their time on economic development or redevelopment.	☐ We have a full-time staff member who is dedicated to economic development or redevelopment.	☐ We have a full-time staff member who is dedicated to economic development or redevelopment in addition to other trained technical economic development staff.
	☐ Our focus of planning is on plan review.	☐ Our focus is on some longer range planning and visioning.	☐ Our focus is on long range planning.
	☐ We have no or limited inspections.	☐ We have limited inspections and enforcement personnel.	☐ We have full range of inspections and full time enforcement personnel.
	☐ We have zoning and subdivision regulations.	☐ We regularly update our comprehensive plan and development codes.	
	☐ We have a comprehensive plan.	☐ We have additional ordinances such as architectural review, etc.	☐ We have additional ordinances such as historic preservation, etc.
	☐ We have a redevelopment commission.		

Directing Development and Growth

This section of the toolbox presents methods and techniques to effectively direct the growth and development of each community. Generally, growth management covers numerous community development methods and strategies that tackle economic, social, environmental matters in a changing environment. Many of the tools are designed to prevent or limit the occurrence of negative development effects such as loss of open space, undesired mixture of land uses, uncontrolled growth, poor aesthetics, etc.

Select the tools below. Tools in gray boxes are **not** recommended for that level of planning capacity.

LEVEL 1:	LEVEL 2:	LEVEL 3:	LEVEL 4:
See Increasing Local Fundamental Planning Capacity	**Comprehensive Plan**	**Comprehensive Plan**	**Comprehensive Plan**
	Zoning Ordinance	**Zoning Ordinance**	**Zoning Ordinance**
	Land Use Plans	**Land Use Plans**	**Land Use Plans**
	Downtown Plan / Main Street Program	**Downtown Plan / Main Street Program**	**Downtown Plan / Main Street Program**
	Subdivision Regulations	**Subdivision Regulations**	**Subdivision Regulations**
	Signage & Billboards	**Signage & Billboards**	**Signage & Billboards**
	Overlay Zones	**Overlay Zones**	**Overlay Zones**
	Landscape Overlay	**Landscape Overlay**	**Landscape Overlay**
	Planned Unit Developments	**Planned Unit Developments**	**Planned Unit Developments**
	Neighborhood Planning / Sub Area Plan	**Neighborhood Planning / Sub Area Plan**	**Neighborhood Planning / Sub Area Plan**
	Annexation:	**Annexation:**	**Annexation:**
	• **Geist Annexation Fiscal Plan, Town of Fishers**	• **Geist Annexation Fiscal Plan, Town of Fishers**	• **Geist Annexation Fiscal Plan, Town of Fishers**
	• **Geist Annexation Ordinance, Town of Fishers**	• **Geist Annexation Ordinance, Town of Fishers**	• **Geist Annexation Ordinance, Town of Fishers**
	• **Riverbend Commons Ordinance, City of Muncie**	• **Riverbend Commons Ordinance, City of Muncie**	• **Riverbend Commons Ordinance, City of Muncie**
	• **Shirey Road Annexation Fiscal Plan, City of Muncie**	• **Shirey Road Annexation Fiscal Plan, City of Muncie**	• **Shirey Road Annexation Fiscal Plan, City of Muncie**
	Cluster Development	Cluster Development	**Cluster Development**
	Traditional Neighborhood Development	Traditional Neighborhood Development	**Traditional Neighborhood Development**

Traditional approaches to planning address growth issues by designating land uses through zoning regulations. The separation of conflicting uses (such as residential and industrial) helps to create a more comfortable and safe environment. While this tool is effective in many ways, it does not always address the issues of sprawl and uncontrolled growth. There are multiple ways to approach regulating development that address these issues such as prescribing the quantity and quality of growth in a community. By doing so, land uses and services can be mixed in a more unified way to create vibrant, healthy communities.

Growth management approaches must be developed to address specific local conditions. The tools included in this resource provide *guidelines* for how to manage growth, and are not intended to be a perfect fit or fix for each community. Instead, they must be tailored by the local planning leaders and community members to meet the needs and desires for that individual community.

Key principles are listed below to evaluate and apply in ways that best fit the vision and needs of each community. Evaluating these principles in addition to implementing selected tools described in this section will help guide the community's future growth.

The Key Principles include:

- **Housing for all incomes**

- **Provide walkable neighborhoods, includingdesirable places to live, work, learn,and play**

- **Establish community and stakeholder collaboration**

- **Create a vision and standards for development that reflect what the community wants**

- **Foster fair and cost effective development**

- **Promote mixed land uses**

- **Protect a community's critical and significant environmental areas by encouraging growth in areas with**
  existing development

- **Provide transportation choices**

- **Encourage growth in existing communities to preserve open space and natural resources on the urban fringe**

- **Encourage compact building design**

(Source: Smart Growth Network http://www.smartgrowth.org)

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Encouraging Economic Development

The nature of economic development practice has changed significantly over the last two decades to focus on competitively-advantaged industry clusters and the elements necessary to attract firms within those clusters. Maximizing the benefits of the new highway will require the utilization of these contemporary strategies tailored to local circumstances.

Select the tools below. Tools in gray boxes are **not** recommended for that level of planning capacity.

LEVEL 1:	LEVEL 2:	LEVEL 3:	LEVEL 4:
See Increasing Local Fundamental Planning Capacity	**Tax Abatement**	**Tax Abatement**	**Tax Abatement**
	Economic Development Strategic Plan	**Economic Development Strategic Plan**	**Economic Development Strategic Plan**
	Tax Increment Financing	**Tax Increment Financing**	**Tax Increment Financing**
	Special Improvements Districts	**Special Improvements Districts**	**Special Improvements Districts**
	Agricultural Development	**Agricultural Development**	**Agricultural Development**
	Agriculture and Nature Tourism	**Agriculture and Nature Tourism**	**Agriculture and Nature Tourism**
	State Economic Development Programs	**State Economic Development Programs**	**State Economic Development Programs**
	Competitive Industry / Targeted Industry Studies	Competitive Industry / Targeted Industry Studies	**Competitive Industry / Targeted Industry Studies**
	Brownfield / Infill Development	Brownfield / Infill Development	**Brownfield / Infill Development**

States and local units of government began to develop economic development programs in response to a series of economic downturns in the late 70s and early 80s. Initially economic development efforts consisted primarily of the offering of incentives to reduce costs and influence the location decisions of business. During this period, a city or region competed to offer the lowest public sector costs in hopes of capturing relocating businesses. Critics suggested that long-term competitive advantages of particular areas drove actual location decisions and that short-term tax breaks had little effect. They surmised that firms merely used these incentive negotiations to lower the cost of doing business in their preferred location.

The primary goals of current economic development are attracting private investment and creating jobs. Many economic development efforts also seek to create a positive fiscal impact (growing new tax revenues faster than increasing new service costs). Over time, economic development practice has expanded to include a focus on the following strategies:

- **Providing state and local incentives**

- **Identifying and capitalizing upon competitively advantaged industry clusters**

- **Developing programs to improve the quality of the local workforce**

- **Addressing quality of life or cultural and environmental assets to attract human capital.**

Focus on competitively advantaged industry clusters emerged to address concerns about use of incentive packages. Rather than "shooting at anything that flies," cities and states began to use knowledge of the local economy to fine tune and focus the use of incentive programs. The basic premise of the competitive advantage and industry cluster approach was that communities and regions provided some industry groups (clusters) with an economic environment that enables them to be more successful in that area than in other regions. As competitive advantage theory gained traction cities and states across the nation engaged in studies to identify their competitive industry clusters and adjusted economic development policies to focus on nurturing them.

One of the most important aspects of the competitive advantage approach was a focus on locally skilled and specialized workforce. Economic development efforts expanded to include programs directed to increasing the skills and productivity of the local workforce.

In response to the workforce focus that emerged from the competitive advantage approach and, in part, to Richard Florida's notion that creative and innovative people were the driving force behind new business start-ups and greater economic activity, recent economic development efforts have focused on developing and supporting a quality of life that makes a city/region attractive to creative human capital.

The discussion below provides some practical advice about adopting a successful, contemporary economic development approach on the local level.

As the notion of what constitutes economic development has expanded, so has the responsibility of the economic development practitioner. First, it has become essential that economic development practitioners build the partnerships required to address the community's quality of life and thus support economic growth. Economic development practitioners should consider a wide range of public, private, not-for-profit, and university-based partners. For example, in the new economy, supporting the arts, culture, and general quality of life (to make the region attractive) are as important as education and workforce development programs (to increase worker productivity), capitalizing on competitive industry clusters and research universities (to develop new, local industries), and the development of incentive packages (to attract major employers to the region). While the list of potential partners will vary by community, economic development practitioners should consider those described above and others that may be unique to their community and mission.

Secondly, while economic development programs are primarily directed towards attracting private investment and creating jobs, sound economic development practice must consider the impact on the local tax base (new costs attributable to the development compared to new tax revenues). An analysis of tax impacts should consider any property tax revenues generated by the new facility and any local income tax attributable to employment at the facility relative to the new public costs generated by the project and by any new employees who move to the community. If the project attracts a large number of new workers to the community it is particularly important to consider the impact on the local school district. Any study of tax impact on the school system should consider new property tax attributable to residential construction and the ability of the local school system to absorb new students prior to the need for new hires and new construction.

While economic development projects that have a continuing positive impact on the local tax base are desirable, it should be recognized that some projects may be slow in offsetting increased costs for governmental services with local tax revenue and still be beneficial to the community. For example, in a community that has been suffering from population loss and the attrition of local shopping, dining, and entertainment facilities, the attraction of 500 or more new workers may be thought of as an investment in the long-term quality of life in the community.

Finally, patience is an important attribute in any economic development strategy. Communities must believe in the integrity of their carefully considered economic strategies. The first opportunity may not always be the best opportunity. If the community's economic development strategy suggests that there are higher and better uses for a parcel of land than are offered by a particular opportunity, communities may consider passing on the current proposal while working to attract a more desirable project. In doing so, the community can ensure that land and resources required to develop the more desirable project will be available.

The economic development tools presented here are organized in three categories (basics, local incentives, and strategies). These tools provide practitioners with the capacity to develop programs and address issues related to incentives, competitive industries, and workforce development. Many of the tools provided in other sections of the tool kit provide practitioners with the capacity to address issues related to the quality of life in the local community.

The basics section includes the development of economic development plans and the state programs that support local economic development efforts. Tax abatement, tax increment financing, and special improvement districts are included in the local incentive section. The strategy section includes: agricultural development, agricultural tourism and tourism corridor planning, competitive industry/ targeted industry studies, and brownfield development programs.

Increasing Local Fundamental Planning Capacity

This section of the toolbox presents the most fundamental ways for communities to improve their local planning capabilities. These tools will help communities increase their technical, managerial, financial and political abilities within local government. Generally, these tools will be more helpful for communities with a capacity level of one or two to begin the planning process. For more information on assessing a community's local planning capacity, refer to the Building Local Planning Capacity discussion.

Many of the tools described in this toolbox require a certain level of planning capacity according to Indiana Code. For example, a plan commission and board of zoning appeals is required in order to implement planning techniques such as creating a comprehensive plan, zoning, etc.

As a community's planning capacity increases, they become more capable of tackling increasingly complex and involved planning issues as well as being able to better influence their future. Planning initiatives should come from leaders within the community; however, when additional guidance is needed, it may be obtained through external resources. As communities grow, the planning qualifications within community leadership should increase. Additional training and hiring of planning professionals eliminates the need to outsource simple yet important planning tasks. In addition, communities can gain many advantages from partnering with other local governments on providing certain services. For example, if a small town and rural county partner to provide planning services, they could benefit by hiring one planning director instead of duplicating this service in each government entity.

Developing a COMMUNITY VISION:	Establishing the ORGANIZATIONAL STRUCTURE:	Acquiring EXTERNAL RESOURCES:
Community Visioning and Strategic Planning	**Advisory / Area Plan Commission**	**Request for Proposal (RFP) Using Qualifications Based Selection (QBS)**
	Board of Zoning Appeals (BZA)	**Partnering**
	Common Rules of Procedure: • **Fulton County**	
	Redevelopment Commission	
	Creating an EDA or RDA	

* Tools Under Construction

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Managing Transportation and Infrastructure

This section of the toolbox presents methods and techniques to effectively direct and manage the development and improvement of transportation and infrastructure systems. Although I-69 will be the major transportation investment in each community, other systems will be influenced by its construction. Careful planning is essential to ensure that transportation and infrastructure systems are capable of handling the changes in local travel demand associated with I-69.

Select the tools below. Tools in gray boxes are **not** recommended for that level of planning capacity.

LEVEL 1:	LEVEL 2:	LEVEL 3:	LEVEL 4:
See Increasing Local Fundamental Planning Capacity	**Capital Improvement Plan:** • **City of Fort Wayne** • **City of Indianapolis** • **Town of Highland**	**Capital Improvement Plan:** • **City of Fort Wayne** • **City of Indianapolis** • **Town of Highland**	**Capital Improvement Plan:** • **City of Fort Wayne** • **City of Indianapolis** • **Town of Highland**
	Access Management Plan & Policies	**Access Management Plan & Policies**	**Access Management Plan & Policies**
	Areawide Thoroughfare Plan	**Areawide Thoroughfare Plan**	**Areawide Thoroughfare Plan**
	Comprehensive Corridor Plan	**Comprehensive Corridor Plan**	**Comprehensive Corridor Plan**
	Interchange Area Plan	**Interchange Area Plan**	**Interchange Area Plan**
	Areawide Bicycle and Pedestrian Plan	**Areawide Bicycle and Pedestrian Plan**	**Areawide Bicycle and Pedestrian Plan**
	Traffic Calming Plan & Policies: • **City of Indianapolis**	**Traffic Calming Plan & Policies:** • **City of Indianapolis**	**Traffic Calming Plan & Policies:** • **City of Indianapolis**
	Design and Construction Standards for Infrastructure	**Design and Construction Standards for Infrastructure**	**Design and Construction Standards for Infrastructure**
	Traffic Impact Study Guidelines	**Traffic Impact Study Guidelines**	**Traffic Impact Study Guidelines**
	Urban Growth Boundaries / Urban Service Area	**Urban Growth Boundaries / Urban Service Area**	**Urban Growth Boundaries / Urban Service Area**
	Traffic Control Device / Signal Warrant Studies	**Traffic Control Device / Signal Warrant Studies**	**Traffic Control Device / Signal Warrant Studies**
	Impact Fees	Impact Fees	**Impact Fees**

Transportation planners typically work with land use planners to predict future patterns of demand. In most cases, various alternatives are considered for meeting this demand, leading to the development of a transportation plan. The link to the land use plan is key to the development of an effective transportation plan. Good planning practice extends beyond the function of the system, however. It considers the broader effect of the transportation system on the community, addressing historic preservation, environmental protection, aesthetic appeal and other issues.

Proper working water, sewer, and other utilities are also vital to the smooth operations of a community. As growth occurs, existing system and facility conditions must be evaluated according to current and predicted use. The availability of infrastructure plays a key role in guiding the type and density of development into rural areas. Development should be encouraged only where existing and new infrastructure improvements can support it. In addition to identifying future functional needs in terms of system capacity, infrastructure planning must address alternative options for growth considering environmental protection, construction and operating costs, and development policies.

If addressed before development occurs, transportation and infrastructure improvements can influence development in a positive way. Transportation and infrastructure planning can strongly influence:

- **Where growth occurs**

- **What scale and type of growth occurs**

- **How much growth occurs**

Various tools are included in this resource to identify and address future infrastructure needs and to manage urban and rural growth. These tools relate specifically to transportation and infrastructure development, but to be most effective, they should be linked with other tools such as land use planning and overall community visioning. As with all planning resources, the tools should serve as a guide for communities wishing to manage their growth and development and should be shaped to fit each individual community's needs and desires.

Protecting Natural Resources

Natural resources in southwest Indiana are integral to the identity of the region and many individual communities within it. These important resources include but are not limited to: agricultural lands; forestlands, karst terrain; stream and the associated corridors and floodplains; wetlands; groundwater resources, including public and private drinking water; wildlife and wildlife habitat, including endangered, threatened, or rare species; and high quality natural communities.

Select the tools below. Tools in gray boxes are **not** recommended for that level of planning capacity.

LEVEL 1:	LEVEL 2:	LEVEL 3:	LEVEL 4:
See Increasing Local Fundamental Planning Capacity	**Land Ownership and Conservation Easements**	**Land Ownership and Conservation Easements**	**Land Ownership and Conservation Easements**
	Hillside / Steep Slope Protection	**Hillside / Steep Slope Protection**	**Hillside / Steep Slope Protection**
	Open Space Planning	**Open Space Planning**	**Open Space Planning**
	Scenic Viewshed Protection	**Scenic Viewshed Protection**	**Scenic Viewshed Protection**
	Tree Protection Ordinance	**Tree Protection Ordinance**	**Tree Protection Ordinance**
	Forest Protection	**Forest Protection**	**Forest Protection**
	Agricultural Land Preservation	**Agricultural Land Preservation**	**Agricultural Land Preservation**
	Stream Corridor Protection	**Stream Corridor Protection**	**Stream Corridor Protection**
	Wetland Protection	**Wetland Protection**	**Wetland Protection**
	Watershed Protection	**Watershed Protection**	**Watershed Protection**
	Groundwater / Wellhead Protection	**Groundwater / Wellhead Protection**	**Groundwater / Wellhead Protection**
	Karst Landscape Preservation	**Karst Landscape Preservation**	**Karst Landscape Preservation**
	Biodiversity / Habitat Protection	Biodiversity / Habitat Protection	**Biodiversity / Habitat Protection**

The benefits provided by the region's set of natural resources are as varied as the resources themselves. Natural resources contribute directly to the local economies within the region through the production of agricultural and forest commodities and value-added products, as well as through the recreation and tourism industries. Less directly, natural resources provide quality of life and aesthetic benefits that retain current residents and attract new ones. Natural resources also provide many of the environmental services often associated with hard infrastructure at a much lower cost, such as storm water conveyance, wastewater treatment, and drinking water provision.

The construction of I-69 from Indianapolis to Evansville is likely to spur new development along the highway and place pressure on the region's resources. Sustainable development and decision making is particularly important to southwest Indiana communities as they seek to maximize the benefits derived from the new highway and manage the potential negative consequences. Sustainable development incorporates social, economic, and environmental considerations to ensure that future generations continue to have a rich quality of life. Contrary to popular belief, the protection of natural resources and building a healthy economy are not mutually exclusive.

The incorporation of natural resources into community planning efforts and public education will be particularly critical to sustainable development and decision making. Comprehensive planning throughout the state typically involves only cursory review of a limited number of resources, commonly including only steep slopes, floodplains, wetlands, and the soil conditions appropriate for the location of individual on-site wastewater treatment (septic) systems. Development regulations often deal with natural resources issues as an after-thought. More complete consideration and treatment is needed to manage and protect these important resources effectively.

Public education, while critical, is likely to be a challenge. Residents often take these important resources for granted and few understand the complexity of relationships between individual natural resources or between

natural resources and the built environment. Because natural resources are interconnected in complex ecosystems and sometimes hidden, development and land use actions can have significant consequences in near and seemingly distant locations. A lack of knowledge also can have significant consequences for land owners and communities when decisions are made independent of the realities of natural hazards such as stream or karst floodplains or the contamination of drinking water supplies.

To assist local communities in their efforts to incorporate natural resources into community planning, the tools presented in this section include resource data, public education resources, and a variety of regulatory and non-regulatory implementation options. Communities should consider their needs and local implementation capacity when selecting among potential tools and various treatments, from simple to complex, within those tools.

Bicycle & Pedestrian Plans

Bicycle and Pedestrian Plans recognize walking and biking as legitimate forms of transportation. Generally, Bicycle and Pedestrian Plans provide guidance for policy and project plans for creating or improving access and mobility for bicyclists and pedestrians. These plans can identify a network of bike and walking paths to connect community assets such as parks, schools, employment areas, retail areas and residential neighborhoods.

Federal legislation officially recognizes bicycling and walking as modes of transportation. According to the Federal Highway Administration, the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) increased federal spending on bicycle and pedestrian improvements from $4 million annually to an average of $160 million annually. The Transportation Equity Act for the 21st Century (TEA-21) continued the call for the mainstreaming of bicycle and pedestrian projects into the planning, design, and operation of the national transportation system.

Establishing a bicycle and pedestrian plan can have many goals. Ideally, the main goals of such a plan are to reduce the reliance on vehicles by reducing the amount of trips. Community quality of life can also be improved with a viable bicycle and pedestrian network, where residents can walk to accomplish their errands and safety is perceived.

A Bicycle and Pedestrian Plan can not only identify a network for travel, it can identify improvements that a community can undertake to make their transportation network more accessible and welcoming to bikers and pedestrians.
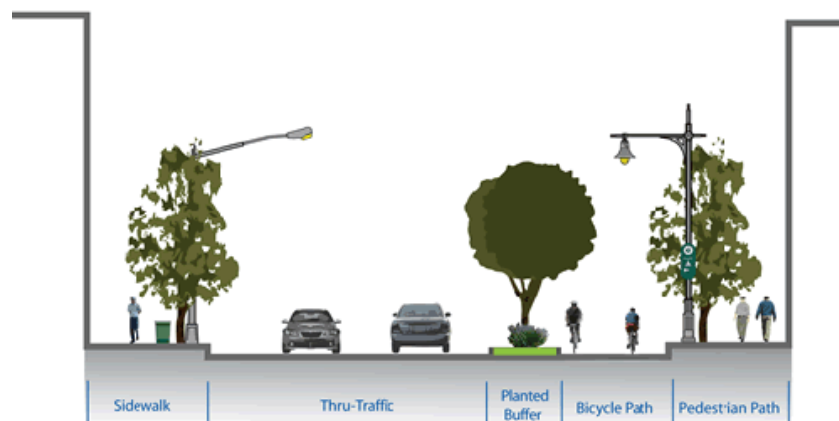
Source: Brooklyn Greenway

CAPITAL IMPROVEMENT PLAN

A Capital Improvements Plan (CIP) identifies capital projects (and some major equipment purchases) during a five year period, providing a planning schedule and identifying opportunities for financing the projects in the plan. Capital Improvements Plans coordinate community planning, financial capacity, and physical development.

A CIP typically includes:

- List of capital improvements (projects or major equipment) to be made
- Projects ranked by priority
- Project cost estimates
- Plan for financing the projects
- Schedule for construction or completion of the projects

There are a number of benefits that may be realized from the Capital Improvements Plan process including:

- Coordination between capital needs and operating budgets
- Enhancement of the community's credit rating, control of its tax rate, and stability in debt service obligations
- Identification of the most economical means of financing capital projects
- Coordination of public capital investments with other public and private development initiatives (Massachusetts Municipal Association, 1997)

The process for developing a Capital Improvements Plan varies by community but may include the following steps:

- Establish a capital planning committee (often the department heads or superintendents)
- Inventory existing assets
- Evaluate projects that have been previously approved, are incomplete, or have not been implemented
- Assess the community's financial capacity

- Identify new projects by soliciting and evaluating requests from staff

- Prioritize projects

- Develop a financing plan

- Adopt a Capital Improvements Plan

- Monitor and manage the projects included in the plan

- Update periodically (typically annually)

The inventory of assets should include all buildings and major equipment and, if possible, utilities, roads, and sewers. It should document the need for replacement, expansion, or repair of all physical assets in the community. This is facilitated by documenting the year the facility (or equipment) was purchased or acquired, the date(s) of improvement(s), the condition and extent of use of the facility or equipment, and any scheduled dates for reconstruction, expansion, or replacement (Massachusetts Municipal Association, 1997).

While some communities use specific "grading systems" for establishing the priority ranking of their projects, including cost-benefit analysis is not always necessary. Some priorities are difficult to establish using fixed systems and may not reflect the social or political realities of the community. Nonetheless, establishing a prioritization for projects is important for scheduling and budgeting purposes.

The financing plan should include not only the estimated initial cost of construction, but also estimates of the annual operating and maintenance costs. These represent long-term financial commitments and should be included in the long-term operating budget.

Source: I-69 Community Planning Program Toolbox

COMPACT URBAN FORM

The term "compact urban form" refers to the physical layout and design of a city. Compact urban form is about more than just higher densities and clear community edges. The city must also address land-use mix and distribution, transit availability, infrastructure phasing, and resource management. Advantages of compact urban form are listed below:

- Creates pedestrian oriented environment with mix of uses – reasons for residents to walk (services, jobs, recreation, open space)

- Reduces dependence of the automobile, encourages walking

- More efficient use of land resources (reducing sprawl)

- Increased diversity with range of housing and job opportunities

- More efficient infrastructure, reducing costs (initial, service, and maintenance)

According to several studies on greenhouse gas emissions, single-use, dispersed neighborhoods, located far from downtowns/urban cores, produce nearly 3 times more annual emissions per household than mixed-use, compact neighborhoods near the downtown/urban core. Developing more compact neighborhoods with mixed-use and pedestrian oriented designs can decrease greenhouse gas emissions by 24 to 50 percent.

Ensuring compact urban form requires that new development is contiguous to the existing urban areas and would add to the physical and perceptual compactness the existing urban form. Communities must also ensure that new development is at an intensity to ensure a long-term compact urban form.

Source: Chico, CA General Plan Update

CONSERVATION SUBDIVISION

A conservation or cluster subdivision generally sites single-family homes on smaller parcels of land, while the additional land that would have been allocated to individual lots is converted to common open space for the subdivision residents. Typically development standards, including road frontage, lot size, setbacks, etc. are changed to allow the developer to better preserve the desirable open space. Some definitions from Zoning Ordinances around the country are noted below:

- A subdivision in which the lot sizes are reduced below those normally required in the zoning district in which the development is located, in return for the provision of permanent open space. *(Muskegon, Mich.)*

- A residential use that divides land into not more than the number of lots permissible in a conventional subdivision of the same property in the same zone, but where the size of individual lots may be reduced in order to gain common open space. *(Deering, N.H.)*

- A form of development for single-family residential subdivisions that permits a reduction in lot area and bulk requirements, provided there is no increase in the number of lots permitted under a conventional subdivision and the resultant land area is devoted to open space. *(Bondurant, Iowa)*

- A clustered neighborhood design with gross density comparable to nearby rural/semirural subdivisions. *(Wayne, OH)*

Note: most communities have standards for what is and is not acceptable as common open space. Common open space should be land area that the community wants to preserve, such as historic sites, wetlands, floodplains, wooded areas, pasture or cropland, or even regular ground that stays undeveloped.

Differences between Conservation or Cluster Subdivisions and Regular Subdivisions

Consider the following distinction between a conventional subdivision and a conservation or cluster subdivision. With a conventional subdivision in mind, imagine a developer subdividing a 100-acre piece of land into 50 two-acre parcels, each with a single-family home. Under a conservation or cluster subdivision design, a developer would plan differently to get the 50 single-family homes, this time putting each on 0.5-acre parcels, "clustered" together in groups. This would only use 25 acres of land for residences and would

leave 75 acres of "open space." Typically, the open space areas are in the midst of the development and are designed around the natural or man-made features of the landscape. In our hypothetical 100-acre parcel, for example, we might have three separate areas of open space averaging 25 acres each. One might be centered around a section of woods, one around a pond or a creek, and one around a meadow.
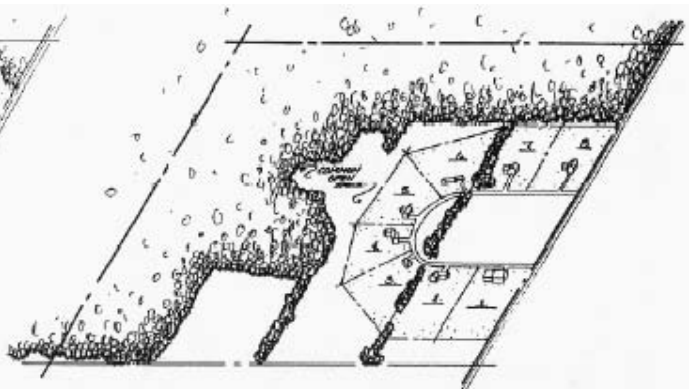
In a typical cluster subdivision, each homeowner has access to all of the open space areas, which may be permanently preserved by a conservation easement -- a restrictive covenant forbidding any type of development in perpetuity. To provide maximum protection for both the open space and the residents, the conservation easement should be assigned to at least two organizations, a homeowners' association, whose membership includes all the homeowners in the subdivision, and a local government agency or land trust. The conservation easement should specify the types of activity permitted on the open land, i.e., recreation, type of agriculture, woodland protection, or stream buffers. The easement should be placed on the property prior to the development of the conservation or cluster subdivision.

Cluster or conservation subdivisions have been very popular in rural areas in the eastern United States. Surveys show that residents generally rate them very highly as places to live, and they have maintained their property values. In Indiana, Michigan City's *Tryon Farm* is a well-known example that preserves 120 of the property's 170-acres.

The following illustrations are from the State of Wisconsin's Model Conservation Subdivision Ordinance
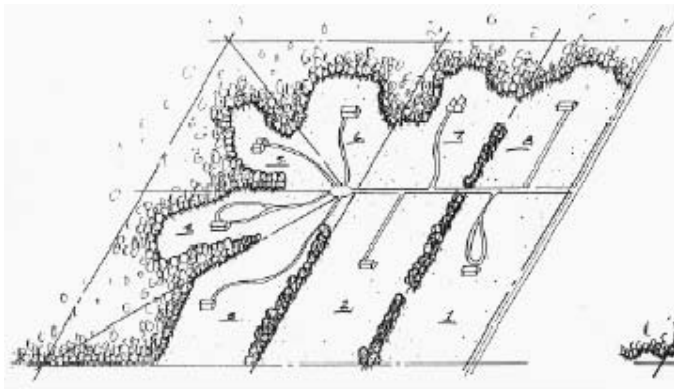
Standard Subdivision   **Conservation Subdivision**

Advantages of a Conservation or Cluster Subdivision

- Maintaining rural character of the area
- Open space for residents
- Preserving critical land
- Cheaper infrastructure costs, leaving developers more money for amenities
- Meeting a market need for low-maintenance housing
- Reducing the impacts of development on watersheds
- Can provide a buffer between residential lots and agricultural

Disadvantages of a Conservation or Cluster Subdivision

- Current zoning and subdivision regulations don't support this type of development
- Takes extra effort for developer if regulations aren't already in place (variances, etc.)
- Maintenance of common open space requires creation of homeowners' association
- Homeowners have extra cost for maintenance fees (taxes, insurance, and general upkeep) not typically incurred in a conventional subdivision
- Smaller-sized lots result in close proximity to neighbors' homes

Sewage disposal in a Conservation or Cluster Subdivision

In areas where public sewers are not available, advances in technology allow creation of small community systems where wastewater is transported and treated in a safe, economically feasible, and aesthetically pleasing manner.

Differences between Conservation or Cluster Subdivisions and Planned Unit Developments

Planned Unit Developments (PUDs) may include a mix of residential, commercial, industrial, or other uses, whereas the conservation or cluster subdivision normally only includes single family housing. Within the PUD, development standards need not be uniform with the community's zoning code. One major difference between PUDs and conservation or cluster development is the amount of open space. Where PUDs typically contain 20 percent open space or less, most conservation or cluster developments strive for 40 percent.

Source: Conservation or Cluster Subdivision Fact Sheet, by K.K. Gerhart-Fritz, AICP of the Planning Workshop

CORRIDOR PLAN

Corridor plans are tools that address both functional transportation needs as well as aesthetic and character desires within major development corridors. They can play an important in the transportation planning process and contribute to the orderly growth of urbanized areas. There are many types of corridor plans, focusing on automobiles, transit, bicycles, and pedestrians.

Historically, corridor plans may have been limited to the engineering feasibility of constructing or widening a roadway within transportation corridor. Today, more communities are cognizant of the broad impact transportation corridors can have on quality of life. They include land use planning, access management, and aesthetic appeal in the corridor enhancement plan process.

The planning process includes many diverse community members, such as citizens, governmental officials, community organizations and other stakeholders, who work together to develop a vision for the corridor. Stakeholders are important in shaping the goals, objectives, and strategies for the corridor. Public participation in this process, as with all planning processes, is very important to the success of the plan.

Even if there is a specific focus of the corridor plan (e.g. a commercial district corridor) the process should take into consideration other items such as traffic volumes and speed, intersection function, pedestrian access, user safety, access management, and the visual appeal of the corridor. Plans are most effective when they address and create a holistic vision rather than have a narrow focus on certain issues.

Below are key elements that are typically included in a successful comprehensive corridor plan.

Land Use

A comprehensive plan or land use plan provides a communitywide guide for land use development. At the corridor level, land use planning advances a step further by providing localized recommendations for individual parcels based on site-specific strengths and

weaknesses. The land use element will help determine the quality and quantity of development that should occur based on existing and future infrastructure capacities.

Access Management

Effective access management policies improve the function of the roadway, enhance safety for motorists and pedestrians, and establish an image of a consistent master planned corridor. They involve the physical components of the roadways such as median treatments, traffic signal spacing, auxiliary lanes, etc. As new access points are constructed along the roadway, it is important to ensure that they are designed using consistent and functional standards. The same is true for other functional roadway elements such as bike lanes, sidewalks, transit stops, and intersections.

Aesthetic Standards

Standards should be established for public infrastructure in the corridor, but the visual appeal of a roadway is not solely reliant upon what is constructed between the curbs or on the adjacent right of way. Many of the elements that enhance the character of a corridor are located within neighboring private property. These aesthetic components, such as landscape features, lighting, pedestrian amenities, topography, and signage, can be influenced through adopted corridor development standards in the community's zoning ordinance.
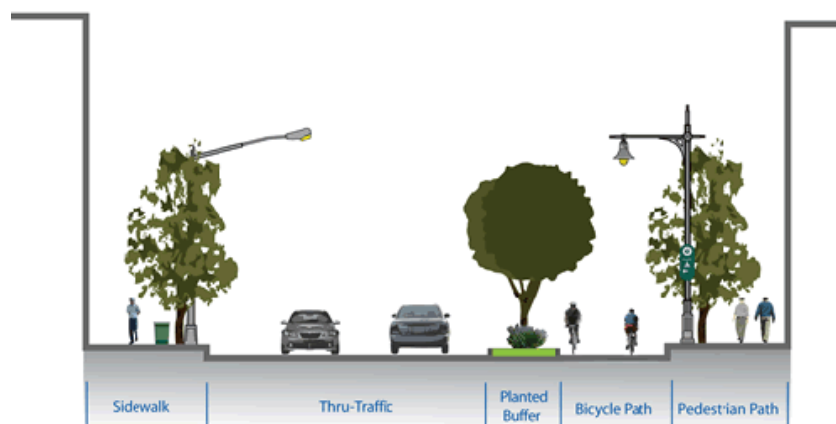
Source: Brooklyn Greenway Initiative

Source: I-69 Community Planning Program

CREATING A NEIGHBORHOOD ASSOCIATION

Neighborhood associations can be defined as a voluntary association of homeowners and businesses gathered together to protect their property values and to improve the neighborhood. A neighborhood association can build relationships among neighbors, create a unified voice in local government decision making and provide the basis for neighborhood improvement.

Neighborhood associations are different from homeowner associations, where developers create a set of covenants, conditions and restrictions for each lot in their subdivision in addition to common areas in the development. Homeowner associations are generally mandatory for property owners where they exist, and they can be recorded on individual property deeds.

Components of a successful neighborhood association include:

- **Defining Clear Goals & Objectives**
  Clearly defined goals promote communication and provide members with direction and a sense of accomplishment. Goals and objectives need to be realistic and attainable.

- **Written Operating Procedures**
  To ensure continuity from year to year, especially when officers and leaders change, your association needs to have written operating procedures and policies, such as a set of bylaws. The written procedures should address the purpose of the association, the boundaries it serves, titles and duties of your group's leadership, when and how leaders are selected, frequency of meetings, voting procedures, definition of membership, etc.

- **Democratic Process of Leadership/Officer Elections**
  Through the election of officers/leadership, members are able to participate in the development and direction of the association. Election of officers such as president, vice-president, secretary and treasurer, also helps to promote officer/leadership accountability to the members.

- **Solid Leadership**

  A neighborhood leader needs to have the vision and the ability to build consensus, to delegate duties and authority to others, to encourage neighbor involvement and maximize neighborhood talent.

- **Committees**

  Committees allow the neighborhood leadership to delegate issues (identify and research problems and solutions) and meet its goals by involving a number of members. Standing committees, which operate continually, could address key issues such as newsletter and communication, welcome, safety, social functions, etc.

- **Neighbor Input and Involvement**

  The key to a vital and active association is members - neighbors involved in their association. A neighborhood association serves as the foundation to bring neighbors together to address neighborhood issues, promote team building, and serve as a vehicle for neighbors to pool their resources and maintain the integrity of their neighborhood.

- **Funding**

  Neighborhood associations have expenses and should operate with a budget capable of supporting association goals. Membership dues are the main source of funding for neighborhood associations. The association leadership, specifically the treasurer, should provide a monthly report of the revenues, expenses and balance on hand.

The Hillsborough County Office of Neighborhood Relations in Florida suggests the following steps to determine if there is support for a neighborhood association in your area:

1. Inventory the neighborhood – get together with neighbors and friends and form a committee to identify housing, schools, businesses, recreation areas. Determine what can be improved.

2. Find a meeting place and select a meeting date convenient to most.

3. Create meeting announcement flyers and distribute as many places as you can think of.

4. Request articles in local papers announcing meeting.

5. Invite community leaders (both local and surrounding areas), heads of community organizations, House and Senate representatives, police and/or sheriff, city/county department heads, etc who can explain the benefits of an association in your neighborhood.

6. Night of meeting – have your committee set-up tables and chairs; set out refreshments; have greeters at the door with sign up sheets and "interest lists" – put out nametags.

7. Introduce your special guests and have them say a few motivating words.

8. Have audience members introduce themselves (name/occupation).

9. Discuss if there's a need for an association.

10. Invite questions, comments or concerns from the audience.

11. Invite attendees back to second meeting

12. Thank everyone for coming.

13. Have the committee assist with clean up.

Source: Organizing Neighborhood Associations, Hillsborough County, Florida Office of Neighborhood Relations, 2003 (full text available at www.hillsboroughcounty.org)

Downtown Plan / Main Street Program

Rensselaer, IN Downtown Plan

Downtown plans and "Main Street" programs are similar in that they are plans with specific goals for specialized areas. Downtown plans refer generally to a type of plan that can be prepared by the local planning authority or a consultant. Using a range or approaches, Main Street Programs are more structured and are accredited by a national entity that reserves the right to the name Main Street as a protected brand. Both serve the community for a common goal, and are able to complement each other in revitalizing the downtown area(s).

Problems evolving in many small community downtown's stem from a number of trends ranging from access and parking, changing roles of the downtown, and the phenomenon of big box retail offering more varieties of goods, to name a few. Historically, downtowns and main streets have been the vibrant centers of many communities. However, when chain stores and strip developments are located on the fringes of a community, these areas suffer. Fueled by the automobile and convenience of the one-stop-shop, many downtowns and main streets have become less competitive for business and a lively citizen presence.

There are many good examples of small Indiana communities such as Madison, Crawfordsville, and Newburg which have revitalized their downtowns through well conceived planning programs.

Downtown plans generally identify ways to revitalize downtowns that have suffered from population and commercial decline. They are meant to be a guide for the future. They promote smart use of existing land, identify area development needs, encourage pedestrian friendly streetscapes, analyze existing traffic and plan for future traffic, and identify methods and incentives to spur growth and revitalization.

General issue categories are usually condensed into unique goals with milestones—based on cost—to reach them (immediate, short-term, long-term). The ultimate goal of a downtown plan is to provide a lasting influence that revitalizes an area to where it becomes self-sustaining.

In addition to making recommendations for physical development, downtown plans may also include an economic analysis of the current conditions. From this they can include

suggestions on how to increase the economic vitality based on community needs or how to institute promotion and marketing programs for the downtown area.

Main Street Programs

Most Main Street programs exist as nonprofit, single-entity organizations, or as a sub-entity of organizations that already have a vested interest in the area in which the Main Street program is to be implemented.

Main Street programs seek to revitalize downtown areas that have lost pedestrian traffic and commercial activity into the sustainable areas they once were. This established process has been distilled into four points:

1. Organization

2. Promotion

3. Design

4. and Economic Restructuring

Mooresville, IN

These four points are further supported by eight principles that guide the implementation of a successful Main Street program. For more information on these principles, as well as the four points and the entire Main Street program visit http://mainstreet.org/.

The Main Street program is monitored by a national organization that oversees and accredits all Main Street programs. This allows for a strong network of cities with Main Street programs and provides credibility for the endeavor.

Source: I-69 Community Planning Program

IMPACT FEES

Impact fees are a one-time, monetary charge imposed on new development by a government unit to defray the capital costs of maintenance, construction or expansion of infrastructure needed to serve the new development such as roads, parks, and sewers. Impact fees are an alternate way of obtaining additional funds for capital improvements rather than through the use of traditional state and local taxes. This source of infrastructure funding is especially successful in moderate or rapidly growing communities. According to Indiana State Law (IC 36-7-4-1300 series), municipalities can enforce an impact fee on developers during the development approval process by adopting an Impact Fee Ordinance.

There are some requirements, however, that communities must meet before an impact fee ordinance is adopted and fees may be collected. The planning unit must have adopted a comprehensive plan for the entire jurisdiction that the impact fee ordinance will affect. An impact fee advisory committee must also be formed to guide the decisions of the adopting unit (this committee may be an already established committee such as the plan commission or other development related committee).

The first step in creating an impact fee ordinance is establishing an impact zone for each type of infrastructure that is included in the ordinance. This geographical zone must have some functional relationship to the infrastructure improvements that will be made with the collected fees. For example, fees collected for a new development on the west side of a municipality must be used for improvements and expansions within that same west side area.

In order for impact fee ordinances to be adopted, the planning unit must have also completed or updated infrastructure improvement plans for the areas that fall within the impact zone during the previous year. These improvement plans must include information and analysis of existing infrastructure, current levels of service, projected levels of service, capacity levels of service, estimated locations and costs of additional services as development occurs, and general projections of development within the zone for ten years.

An impact fee ordinance must include a schedule stipulating the amount of fees that may be imposed for each type of infrastructure and a formula stating how these fees are derived. The fee schedule and formula must provide a uniform standard for calculating the impact fees in order for payers to calculate the imposed fees on their development.

There are two ways of constructing formulas for the collection of development impact fees:

1. A flat fee is charged for connection to the provided service or amenity

2. A three-part tariff
    a. Costs of the facility to provide the service (construction of new facilities)
    b. Cost of the facility to deliver the service (based upon distance from facility)
    c. Actual usage amounts (larger developments vs. single family)

The latter method allows for officials to choose the locations of their new facilities and how to charge for their uses. The market then determines where and what types of efficient development would occur based upon the appropriate fee schedules. Impact fees may also be collected in different ways. Fee payers may choose to pay all costs up front when other permits and fees are received. However, there must also be the option for payers to follow an equal installment plan.

Impact fees can be somewhat controversial because although they do not alter the amount or quality of service, they do affect who may pay for them. Communities should make a decision as to who will be responsible for the additional costs of upgrades and additions. This is a touchy matter because existing residents can say no to raise the taxes needed for new facilities that will primarily be serving new residents. However, if the costs are placed on new development, current residents may reap the benefits from the construction and improvements of public facilities without having to pay for them at all.

Impact fees can sometimes also be contradictory to a communities overall vision or economic development. As impact fees are implemented where new development is projected, the new development could instead be constructed just outside the impact fee jurisdiction. This creates undeveloped gaps within communities that are not part of the overall vision and contribute to sprawl. Additionally, impact fees can deter new development entirely. Businesses may choose to locate in a community without impact fees, negatively effecting an area's economic development.

Source: I-69 Community Planning Program Toolbox

OVERLAY ZONES

An overlay district is a "transparent" zone that lies on top of the existing zoning. It is typically used to add additional design standards or restrictions beyond those required by the existing zoning. Unless specifically modified by the overlay district, development adheres to the base district (existing zoning).

Overlay Districts are used differently in different communities, but they generally are used to unify streetscape and architecture without monotony, control traffic problems and signage, and provide for open space and landscaping. Overlay Districts do not attract development, but they ensure that the development that occurs is higher quality.

An overlay district is usually used when there is a special public interest to be served that does not coincide with already mapped traditional zones. An overlay district may cover parts of several zones or only a portion of an underlying zone. Generally, the underlying zone determines the permitted land uses, while the overlay district restricts the design, requires additional setbacks, or sets into place any other restrictions that meet the district's purpose. In cases where there is a conflict between the requirements of the overlay district and the underlying zoning, the overlay restrictions apply (Zoning News, 1991).

Overlay districts are most common for:

- Downtown areas
- Historic areas
- Corridors
- Airport development
- Natural resource areas (rivers, shore lines, etc.)

Some of the other types of overlay districts are:

- Transit supportive (or oriented) development
- Infill
- Pedestrian walkability

In some cases the overlay district may reduce the requirements for setbacks, landscaping, or parking to preserve a specific character (such as in a downtown area). An overlay district in some instances will modify the permitted uses of the district in order to preserve or promote the character of the district.

The following can be regulated in an overlay district:

- Lot size
- Accessory buildings
- Building height and area
- Architectural design
- Landscaping
- Storage and loading areas
- Parking
- Lighting
- Signage
- Access points
- Development review procedure
- Land uses

Westbrook. ME Overlay Zone

A local government's authority to create an overlay district is implied in the delegation of the power to enact zoning restrictions and create zoning districts. One purpose of zoning is to ensure consideration for the character of areas and their suitability for conserving the value of buildings and encouraging the most appropriate use of the land (Pace, 2001). In Indiana the statutes say that "A geographic area may be subject to more than one (1) district," hence authorizing the use of overlay zones.

Overlay zones are adopted the same as any other zoning amendment. When the text amendment is made creating the regulations for the overlay zone, a map amendment should also be adopted to establish the boundaries for the overlay zone. When an applicant seeks to vary from the requirements of an overlay district, they must apply to the Board of Zoning Appeals for a variance just as they would if they were varying from the requirements of the base district.

Source: I-69 Community Planning Program Toolbox

SUSTAINABILITY

Sustainability is defined as "meeting the needs of the present without compromising the ability of future generations to meet their own needs." Sustainability can focus on the built environment, water systems, ecosystems, agriculture, energy creation and consumption, materials and toxics.

This concept of sustainability encompasses ideas, aspirations and values that continue to inspire public and private organizations to become better stewards of the environment and that promote positive economic growth and social objectives. The principles of sustainability can stimulate technological innovation, advance competitiveness, and improve our quality of life.

Local governments have the power to affect the main sources of pollution directly linked to climate change: energy use, transportation, and waste. Cities control the day to- day activities that determine the amount of energy used and waste generated by their community - from land use and zoning decisions to control over building codes and licenses, infrastructure investments, municipal service delivery and management of schools, parks and recreation areas.

Programs can be locally created and tailored to meet the current level of sustainability in a community. Program areas could include:

- Land Use Management
- Urban Forestry
- Transportation Planning Measures
- Using Green Power from Renewable Energy Sources
- Programs Aimed at Energy Efficiency
- Green Building
- Water and Wastewater Management
- Recycling and Waste Reduction
- Education and Outreach

Sources: US Environmental Protection Agency website @ www.epa.gov
            The Climate Action Handbook, ICLEI - Local Governments for Sustainability

TRADITIONAL NEIGHBORHOOD DEVELOPMENT

Traditional Neighborhood Development (TND), loosely interchangeable with the term New Urbanism, combines certain common principles from a history of neighborhood development and uses these principles to direct development of new neighborhoods. These principles and their importance vary depending on the developer and location, but can be generally recognized by the terms listed below.

Walkability and Connectivity

A central idea for a TND is to have the majority of a resident's necessary amenities within a walkable distance from his/her residence and/or place of work. A part of this is a gridded road network with pedestrian friendly design elements–sidewalks, buildings next to the sidewalks, trees, on-street parking, lower vehicular speed limits, etc.

Mixed-Use and High Density

For a walkable and connected community, the zoning must allow for mixed-use development and encourage high density development.

Traditional Neighborhood Structure

The typical structure of a TND includes boundaries that are easy to define and a "center" that serves as a hub of activity. Usually development in and near the "center" is the highest density, decreasing as development moves towards the outer edge.

Housing Diversity

A range of housing styles and prices should be included in the neighborhood to diversify the offers to future residents.

Quality Architecture

An emphasis is placed on creating beauty in the architecture of the buildings and the craft of the infrastructure and elements surrounding them. This encourages pedestrian travel, and provides a greater sense of place and comfort.

Chicago, IL

Sustainability

High-density development and an emphasis on walkability and connectivity usually produce a more sustainable environment. There is less pollution from driving and less strain on the infrastructure due to centralization. In general, with a focus on local consumption and recreation, less energy is used.

A TND can be developed by a private developer, much like a regular subdivision, or a municipal/developer partnership can be organized. Incentives such as tax increment financing (TIF) or other funding benefits for the private developer can be used to foster TND. However, many benefits of TND are being recognized by developers outside of municipality encouragement. These benefits include: Potential for greater income due to higher density development, quick approval for communities that have adopted TND principles, less impact on transportation and utility infrastructure, and faster sales due to interest in TND and more diverse offerings to consumers in the various residential and commercial ranges.

Dunn Street Development
Bloomington, IN

The benefits of TND for municipalities can be quantifiable as well: less strain on infrastructure, a steady tax base, less traffic due to the inherit walkability of the area, less crime because of more people in a smaller area, a greater sense of place and pride in the neighborhood and more. TND can be implemented on a small scale (single buildings, city blocks, etc.) or on a large scale (full neighborhoods, towns, etc.). The best way to encourage TND is to plan for it by integrating it into existing zoning and development codes.

Source: I-69 Community Planning Program Toolbox

This plan has been prepared by the Economic Growth Team (EGT), a partnership between Hannum, Wagle & Cline Engineering (HWC), Garmong Construction Services (CHG), and Strategic Development Group (SDG). The EGT was developed to function as a catalyst to drive from concept to completion, complex economic development, municipal infrastructure, and urban revitalization projects.