



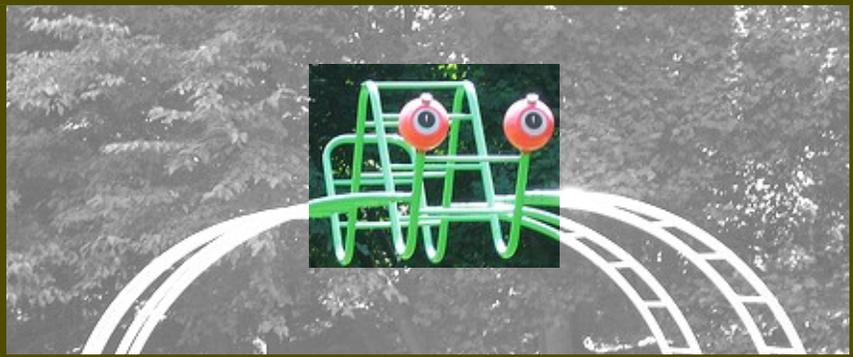
January 2010



# COMPREHENSIVE PLAN



Est. 1822  
MARTINSVILLE  
Indiana



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*Strategic Development Group*

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# 1 • INTRODUCTION

## Purpose of the Plan

The Comprehensive Land Use Plan is Martinsville's guide to the future. 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 city need this plan?

That question is best answered in reverse: What happens without the plan? Martinsville will still have people wanting to build homes, start businesses and carry on other land uses, but unguided growth threatens what residents say are Martinsville's greatest assets: rural character and small city charm.

Decisions made without reference to a plan are frequently reactionary, responding only to specific problems or proposals. But a long-term view is needed in order to keep the city from growing simply *by accident*. It is vital for decision makers to have a shared reference point, or at least a collective set of relevant facts.

*Decisions made without reference to a plan are frequently reactionary, responding only to specific problems or proposals.*

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 Mayor, Board of Public Works, Plan Commission, City 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 the final word in land uses. 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 implementation plan. It is long-range in orientation – intended to reach out 15 to 20 years – but is specific enough to guide the day-to-day activities of the city's elected and appointed officials.

There are unique circumstances worth mentioning about the planning process. In the summer of 2008, Martinsville saw some of its worst flooding in memory. Homes, public infrastructure and businesses (in fact entire shopping centers) were all damaged or destroyed by the flooding.

The city will spend more than \$1.6 million on repairing water mains, sanitary sewers and other systems. Another fortune was spent in the private sector on remediating the damage. The aftermath of the flooding will shadow land use decisions in Martinsville for many years to come.

Also during the study period was the onset of the national housing crisis. Martinsville saw increased foreclosures on area homes. That crisis helped trigger a countrywide recession which has not spared the city.

But there were uniquely positive points as well. The comprehensive plan 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 City of Martinsville, the Town of Mooresville and Morgan County – to undertake one of their biggest joint planning projects – updating their comprehensive plans simultaneously.

The three communities also formed a partnership for the SR 37/SR 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 more. “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.

### 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 towns, cities 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, etc.)
- ◆ 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 community changes can be gradual, such as 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.

## Using the Comprehensive Plan

For the comprehensive plan to produce results, it must be readable, understandable, simple, practical, authentic and able to be implemented. We believe this plan meets all of those criteria. The following paragraphs will assist in understanding how to use the plan.

### Topic Chapters

Topic chapters include: economic development, housing, environment and natural resources, utilities, transportation and critical sub areas.

The chapters are mostly self-contained examinations of specific issues. They include research, major issues, strategies and recommendations. Besides making the reader well versed in the topic, they outline years of projects for tackling problems.

### 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 check the section on Project Sheets in the Appendix for ideas on Creating a Neighborhood Associations and Traditional Neighborhood Development.

### Tips for Plan Commissioners and City Officials

When properly applied, a Comprehensive Plan can make the life of the decision-maker easier. Community leaders can point out the research or maps while explaining how they reached their decision. They can refer to the input of the 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 Martinsville guides their

judgment, but a group of people making decisions based on their *individual perceptions* may not lead to a shared vision of the city'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.

The plan also suggests future changes to the city'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 map, the next step is to read up on community issues that interest you. For example, check on the future of housing or environmental protection.

### Changes to the Comprehensive Plan

The final word on the Martinsville Comprehensive Plan is that circumstances change, 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, city council and others should review the tenets of the plan and make note of possible future changes. 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.



## **2 • EXECUTIVE SUMMARY**

## Introduction

From the comments made by residents during public meetings, surveys and interviews there appears to be consensus that things should be better than they are in Martinsville.

The city has charm and a beautiful, rural setting, but over time there has been deterioration with local housing, neighborhoods, infrastructure and downtown. "I'm concerned about our future," one person said at a public meeting.

Local leaders were concerned, too, but rather than sinking into hopelessness they responded with the most ambitious planning efforts in the city's recent history. In 2008 they launched revitalization efforts for three key areas:

- ◆ The economy. The result was the City of Martinsville Economic Development Plan.
- ◆ Downtown. The result was the city's designation as a Main Street Community.
- ◆ Future growth. The result is this comprehensive land use plan.

From the beginning the Steering Committee which created this Comprehensive Plan wanted to avoid the fate of the previous plan, which sat virtually unused for the past 15 years.

They did it by focusing on a strategy that can realistically begin to change directions for the city by incrementally restoring its neighborhoods, downtown and sense of identity. This section summarizes the goals and strategies for the future and how the Steering Committee arrived at them.

The extension of I-69 through Martinsville has been controversial, in part because an interstate with limited interchanges and overpasses will sever many existing road connections in key parts of the city.

This document was carefully created with the goal of guiding the Indiana Department of Transportation toward providing the necessary linkages to offset Martinsville being divided by the interstate.

In a related matter, many residents said that the growth and change a new interstate provides should not distract city leaders from revitalizing Martinsville's existing core.

This includes investments in neighborhoods, downtown and existing industrial areas.

Everyone in the community has a role in the efforts. For example, sidewalk maintenance and construction along with curbing in an older neighborhood can signal the community's intent to restore the image of that area.

Cities have found that if they reinvest in their traditional neighborhoods first, they reduce the cost of infrastructure and services, spur private reinvestment in the neighborhoods, reduce crime and ultimately increase the tax base in a sustainable manner.

## How was the Comprehensive Plan Created?

Research for the plan began in June 2008 and the first draft was completed in February 2009. Highlights of the process include:

### Big Tent Event

This meeting was a kick-off for the comprehensive plan, and included steering committee members and other community leaders. The group focused on identifying things they would like to change and things they'd like to preserve. It was held on June 26, 2008 at the Morgan County Fairgrounds.



Big Tent

### Community Visioning Workshop

An audience of about 15 residents gathered to review research and help set city priorities. It was held August 18, 2008 at the Morgan County Administration Building.

### Key Stakeholder Surveys

Surveys were distributed at public workshops and Steering Committee meetings. A summary can be found in the Appendix.

### Key Stakeholder Interviews

Representatives from large employers, school corporations and utilities were interviewed as well as other infrastructure experts.

### Steering Committee Meetings

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

### What are the Key Findings from the Research?

Highlights from the topic chapters of the report include:

### Economic Development

- ☑ A long, slow decline across key economic indicators has left the city with many challenges.
- ☑ Within the past year community leaders have started to tackle these challenges. Their efforts are now in the implementation phase and include an economic development strategy, a downtown committee and this comprehensive plan.

### Housing

- ☑ Martinsville has an unusually high number of rental properties and the general perception is that many of these units are in poor condition.
- ☑ The ongoing, national recession combined with the condition of existing housing units probably means a long-term strategy is required. This strategy should include improving the condition of affordable housing units through incentives and enforcement, and increasing the number of upper-level homes.

### Transportation

- ☑ Interstate 69 is being planned, but is likely 10, 20 or more years away from impacting Martinsville. The SR 37/144 Corridor Plan has been developed to guide decisions for what is best for the community today – as well as in the future when Interstate 69 reaches Martinsville.
- ☑ Plans are underway to replace the existing SR 39 with a new “bypass” west of Martinsville. This plan offers recommendations on land use and traffic patterns along the route.

- ☑ Downtown Martinsville lacks a clear front door/gateway into the community. This plan includes recommendations for developing Ohio Street as one gateway into the community and a direct link to the historic downtown.

### **Environmental Assessment**

- ☑ Flooding has had a devastating effect on Martinsville. This plan recommends protecting floodplains from development to preserve these areas and mitigate the impact of flooding on the community.
- ☑ Development needs to protect existing open space, forests, habitat, slopes and other unique features. This plan encourages the use of conservation subdivisions as a tool to protect these features while still allowing development to continue.

### **Utilities**

- ☑ Recent improvements to the city’s water and sanitary sewer systems have modernized large portions of this infrastructure. Nonetheless, continued investment will be necessary to upgrade aging portions of these systems.
- ☑ Areas of the city are still served by failing septic tanks. A program to serve these areas with sanitary sewers is needed.

### **Demographic Profile**

- ☑ Recent population estimates suggest that the city’s overall growth has stalled. Between 1990 and 2007, the city’s population increased a mere 0.3%.
- ☑ Martinsville’s median household income levels are lower than Indiana’s. In fact, the city’s median income grew only 1.5% while the state’s increased 11.2%. This indicates

that the city’s wealth creation is not keeping pace with the state.

### **What Development Policies does the Plan Include?**

Development policies, along with the goals and strategies, are the foundation of the Comprehensive Plan.

Development policies are intended to guide decisions makers as they interpret the comprehensive plan. They are more specific than goals, but not as detailed as strategies.

In other words, they are overarching statements that can be applied to many different decisions and shed light on how the steering committee arrived at its goals.

The goals and strategies start applying the development policies to real world actions. All this activity culminates in the Implementation Plan, which can be found at the end of the report. The Development Policies created during this process are:

#### **Community Image**

Martinsville needs to update its image to focus on its friendly, small town virtues while promoting itself through a “Rediscover Martinsville” campaign. Beautifying the town is a priority.

*Beautifying the town is a priority.*

#### **Infrastructure and Public Investment**

Roads, sidewalks and stormwater runoff systems are in need of immediate repair and their condition is impeding the city’s growth.



## **Downtown**

Downtown could be a larger driver of the city's economy but a lack of gateways and shopping choices is resulting in lost opportunities.

## **Economic Development**

New manufacturing sites and other economic development tools are needed to make Martinsville more competitive for growth.

## **Housing**

The city needs a broader range of housing that includes more single family and upper-level homes. Code enforcement is needed to protect core neighborhoods.

## **Plans for Interstate 69**

The City of Martinsville's involvement in the I-69 Community Planning Program does not mean that the city endorses construction of the interstate as it is proposed. City officials believe the design will have adverse effects on the community. However, community leaders have a duty to prepare for the proposed interstate's impacts on people, property, the environment and wildlife.

## **What Goals and Strategies Will Address the Key Issues?**

The Steering Committee began by reviewing the 1994 Comprehensive Plan and then updated those results to create 10 goals and their accompanying strategies.

### **Goal 1**

**Make downtown the centerpiece of Martinsville's revitalization efforts.**

#### **Strategies**

- ◆ Create a Downtown Revitalization Plan.
- ◆ Create a gateway to downtown from SR 37.

### **Goal 2**

**Control and improve the quality of growth through annexation and by having developers raise the aesthetic qualities of their local projects.**

#### **Strategies**

- ◆ Create an Annexation Plan.
- ◆ Create landscaping requirements for new construction.
- ◆ Implement basic design guidelines for new construction.

### **Goal 3**

**Encourage commercial and industrial development within designated areas.**

#### **Strategies**

- ◆ Fully develop the eastside greenfield site, as identified in the East Business Park CSA and Martinsville Economic Development Plan.
- ◆ Direct new commercial nodes south of the city, such as Liberty Church Road.
- ◆ Maintain and consult a Capital Improvement Plan.

- ◆ Establish a redevelopment commission in a partnership among the Greater Martinsville Chamber of Commerce, the MCEDC, and the City of Martinsville.
- ◆ 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.
- ◆ Extend utilities to areas where business and industrial uses should expand.
- ◆ Continue support of the Morgan County Economic Development Corp. (MCEDC), and their countywide growth strategy.

**Goal 4**  
**Restore the deteriorating core of existing housing while providing a full range of housing options, including upper-income homes.**

#### Strategies

- ◆ Explore options for neighborhood revitalization projects, such as the recent, U.S. Department of Housing and Urban Development funded Neighborhood Stabilization Program grants.
- ◆ Amend the zoning ordinance and subdivision ordinance to include street connectivity.
- ◆ Employ basic design standards to improve the appearance of new residential development.
- ◆ Develop a marketing program for residential developers.
- ◆ Working with incorporated communities, conduct a Housing Needs Assessment to determine gaps in Morgan County’s housing stock.

- ◆ Promote a cost share program for sidewalk installation where the property owner pays for materials and the city provides labor.
- ◆ Create and publicize a five-year maintenance and construction plans for sidewalks.
- ◆ Enforce codes on sidewalk construction and maintenance.

#### Goal 5

**Create more recreational opportunities to enhance the local quality of life.**

#### Strategies

- ◆ Provide an interconnected network of bicycle and pedestrian facilities.
- ◆ Encourage privately provided parks and recreation areas.
- ◆ Pursue creation of an “Indian Creek Greenway” along the route of the proposed SR 39 bypass. This trail could eventually connect to the county’s proposed White River Greenway.
- ◆ Explore the creation of a multi-use recreational area on the east side of the city to support existing populations.

### Goal 6

**Maintain existing thoroughfares while promoting alternative forms of transportation such as bike lanes, carpooling, express buses and the Interurban.**

#### Strategies

- ◆ Incorporate pedestrian and bike paths in existing rights of way where adequate ROW widths allow and traffic safety needs are still met.
- ◆ Improve walkability by creating connected sidewalks in existing and future residential and business areas.
- ◆ Create a Pedestrian and Bicycle Master Plan.
- ◆ Explore the possibility of public transportation and mass transit to Indianapolis and to other Morgan County locations.

### Goal 7

**Protect wetlands, woodlands, floodplains, drainage ways, wildlife habitats, steep slopes, and other similar environmentally significant areas.**

#### Strategies

- ◆ Use subdivision controls to encourage cluster development and open space.
- ◆ Preserve natural vegetation to reduce stormwater runoff and protect natural habitats.
- ◆ Preserve and plan for future open space or natural areas.

### Goal 8

**Ensure the city becomes more sustainable by meeting the needs of its residents while protecting environmental resources for future generations.**

#### Strategies

- ◆ Integrate environmental concerns into decision making at all levels.
- ◆ Encourage the use of green building materials and techniques in new construction.
- ◆ Explore the recommendations of the National League of City's green initiatives.

### Goal 9

**Plan for the extension and impacts of Interstate 69.**

#### Strategies

- ◆ Adopt the SR 37/144 Corridor Plan.
- ◆ Ensure diverse, sustainable economic development along Interstate 69.
- ◆ Plan for orderly and managed growth along 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.

## Goal 10

### Improve intergovernmental cooperation throughout the County.

#### Strategies

- ◆ 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.

#### What Happens Next?

Implementation is the most important factor in ensuring the success of a Comprehensive Plan. The final chapter of this report includes a detailed implementation guide.

After implementation, periodic review is needed to keep the goals of the plan alive. Every year or so the Planning Commission, City Council and other leaders should review the tenets of the plan and make note of possible future changes.



### 3 • LAND USE

## Highlights

- ☑ **Geographic and manmade restrictions to expansion of city limits underscore the importance of careful planning for future growth.**
- ☑ **While a complete overhaul is not needed, some revisions and additions to existing zoning and subdivision regulations will be needed to meet the goals of the Comprehensive Plan.**

## Land Use Trends

Despite being a small city in a rural county, Martinsville does not have a wide open frontier in which to grow. Geographic and manmade barriers hinder Martinsville’s options for planned growth.

To the south is the Morgan/Monroe State Forest. To the north land begins to get steep with hills and ridges. On the east side, SR 37 acts as a barrier to unified development and in the two-mile fringe, and even inside city boundaries, flood plains pose a challenge.

Decisions by local leaders have made an impact on land use as well. Many people said during this study that the city has a long history of “allowing almost anything” and of lax code enforcement.

These conditions underscore the importance of a closer look at planning for a well-structured future. Even though the city’s overall population rate has stalled, growth is still probable over time and through annexation. And looking ahead, other spikes in population and development activity are possible as planning for the extension of I-69 along Martinsville’s borders draws closer to reality.

During the planning process, the Steering Committee stated a clear preference for addressing the issues listed above with incremental – but forward moving – steps. This section outlines a model for Martinsville’s future growth.

## Development Principles

Development principles are intended to guide decisions makers as they interpret the comprehensive plan. They are more specific than goals, but not as detailed as strategies.

In other words, they are overarching statements that can be applied to many different decisions and shed light on how the steering committee arrived at its goals. The Development Policies created during this process are:

### Community Image

Martinsville needs to update its image to focus on its friendly, small town virtues while promoting itself through a “Rediscover Martinsville” campaign. Beautifying the town is a priority.

### Infrastructure and Public Investment

Roads, sidewalks and stormwater runoff systems are in need of immediate repair and their condition is impeding the city’s growth.

### Downtown

Downtown could be a larger driver of the city’s economy but a lack of gateways and shopping choices is resulting in lost opportunities.

### Economic Development

New manufacturing sites and other economic development tools are needed to make Martinsville more competitive for growth.

## Housing

The city needs a broader range of housing that includes more single family and upper-level homes. Code enforcement is needed to protect core neighborhoods.

## Plans for Interstate 69

The City of Martinsville’s involvement in the I-69 Community Planning Program does not mean that the city endorses construction of the interstate as it is proposed. City officials believe the design will have adverse effects on the community. However, community leaders have a duty to prepare for the proposed interstate’s impacts on people, property, the environment and wildlife.

## Goals and Strategies

The Steering Committee reviewed and revised the goals of the 1994 Comprehensive Plan.

For reasons mentioned at the start of this section, the limited amount of land suitable for growth within the city’s jurisdictional control should be reserved mostly for residential, commercial and industrial growth, the Steering Committee said. The group recognizes, however, the importance of Morgan County’s rural heritage and supports the county’s efforts to preserve prime farm land where other types of uses would be impractical or undesirable.

Martinsville’s land use plan was designed to be reviewed in conjunction with another plan created during the same time and by some of the same people. This planning effort, which included representatives from Martinsville, Mooresville and the county, resulted in The SR 37/SR144 Corridor Plan. The Corridor Plan suggests way to ensure that the community gets the best and highest use from SR 37, whether it is upgraded to an interstate or not. The Implementation Plan and Critical Sub Areas of that plan will have an impact on Martinsville.

For the city’s Comprehensive Plan, the Steering Committee created its own set of goals and strategies for land use. They are:

### Goal

**Control and improve the quality of growth through annexation and by having developers raise the aesthetic qualities of their local projects.**

### Strategies

- ◆ Create an Annexation Plan.
- ◆ Create landscaping requirements for new construction.
- ◆ Implement basic design guidelines for new construction.

### Goal

**Encourage commercial and industrial development within designated areas.**

### Strategies

- ◆ Fully develop the eastside greenfield site, as identified in the East Business Park CSA and Martinsville Economic Development Plan.
- ◆ Direct new commercial nodes south of the city, such as Liberty Church Road.
- ◆ Maintain and consult a Capital Improvement Plan.
- ◆ Establish a redevelopment commission in a partnership among the Greater Martinsville Chamber of Commerce, the MCEDC, and the City of Martinsville.
- ◆ 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.

- ◆ Extend utilities to areas where business and industrial uses should expand.
- ◆ Continue support of the Morgan County Economic Development Corp. (MCEDC), and their countywide growth strategy.

#### Goal

**Protect wetlands, woodlands, floodplains, drainage ways, wildlife habitats, steep slopes, and other similar environmentally significant areas.**

#### Strategies

- ◆ Use subdivision controls to encourage cluster development and open space.
- ◆ Preserve natural vegetation to reduce stormwater runoff and protect natural habitats.
- ◆ Preserve and plan for future open space or natural areas.

#### Goal

**Plan for the extension and impacts of Interstate 69.**

#### Strategies

- ◆ Adopt the SR 37/144 Corridor Plan.
- ◆ Ensure diverse, sustainable economic development along Interstate 69.
- ◆ Plan for orderly and managed growth along 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 other communities in Morgan County.

## Development of the Future Land Use Plan

Morgan County communities undertook to develop a coordinated future land use plan to accommodate future housing and business growth, while also best addressing the community's environmental protection goals. The process used to develop the future land use map is described as follows:

- ◆ **Step 1** – Review Existing Land Use Map: Previous work completed by Morgan County had developed existing land use maps for the county. That work was reviewed under this plan, but not duplicated.
- ◆ **Step 2** - Agricultural Zones Identified: One of the county's highest goals was agricultural preservation, so land use planning started with identification of prime agricultural areas. Mapping was prepared to identify soil conditions throughout the county, and areas with the best soil conditions were identified. In addition, mapping of the percentage of land cultivated for farming was also prepared. The combination of these two resources was reviewed by county officials, and prime agricultural areas were identified on maps. The future land use map identifies these areas as "Agricultural-Preferred" land use. Copies of the soils and percent cultivation maps were not included in the adopted comprehensive plan, but are included here for reference.
- ◆ **Step 3** - Steep Slopes/Forest Areas Identified: A significant portion of the county's topography can be characterized as having steep slopes. Most of these steep slopes are also forested areas. While there are state forests in the southern and west-central portion of the county, a majority of the forested/steep slope areas are under private ownership. Steep slope and forested areas are also interspersed with level agricultural lands suitable for

cultivation. Upon review, it was decided that these lands should all receive an “Agricultural – General” land use recommendation. This allows agricultural and limited residential uses, but discourages large scale development. Recommendations on appropriate protections are presented in the environmental section of the plan.

- ◆ **Step 4 - Karst Areas Identified:** There is one area with karst topography in the west central portion of the county. It was decided that the underlying agricultural land use recommendations would remain for this area, but that the future land use plan would be amended to identify this as a Karst Protection Zone. Recommendations on appropriate karst protections are presented in the environmental section of the plan.
- ◆ **Step 5 - Floodplains Identified:** 500 year floodplains were identified on future land use maps, and all floodplain areas were identified as either agricultural, open space or park use.
- ◆ **Step 6 - SR 37/I-69 Corridor Land Use Determinations:** The next priority in the effort was to determine future land use along the SR 37 (future I-69) corridor. This began with establishing recommendations for the location of interchanges along the corridor. Then, recommended land uses at each interchange were developed, taking into consideration agricultural uses, forests and steep slopes. Land use recommendations for the corridor are included on the future land use map, and in the SR 37/144 Corridor Plan.
- ◆ **Step 7 - Residential Zoning:** The final step in the preparation of the future land use map was the determination of residential districts. It was determined that residential areas are preferred in areas not impeded by environmental limitations, and in areas not

suited for economic development purposes along major highways. This resulted in recommendation that rural residential districts be located on the east side of the community near the SR 37 corridors as outlined on the future land use map.

- ◆ **Step 8 – Land Use Planning in Cities and Towns:** Detailed land use planning in the fringe districts of Mooresville and Martinsville were completed as outlined in those plans. Areas with floodplains, steep slopes and forests were reviewed following the same process as used for the county

### Future Land Use Map

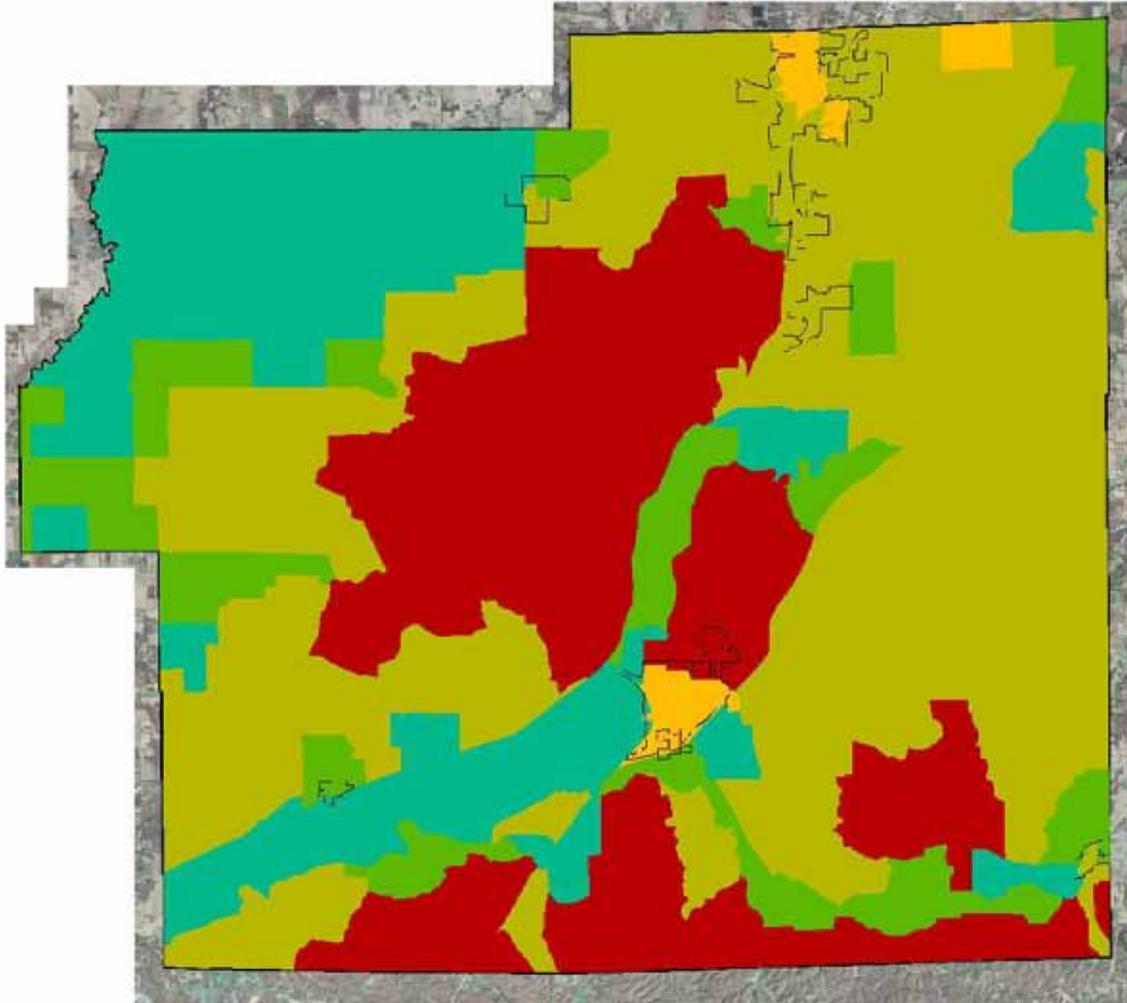
Future land use maps draw a lot of attention in a comprehensive plan. They’re eye-opening because they illustrate – via a map of the city – where community leaders think homes, businesses, manufacturing plants and other uses should go in the future.

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.

A comprehensive plan is not the same as a zoning map. Zoning maps, and their accompanying regulations, are enforceable. They specify where



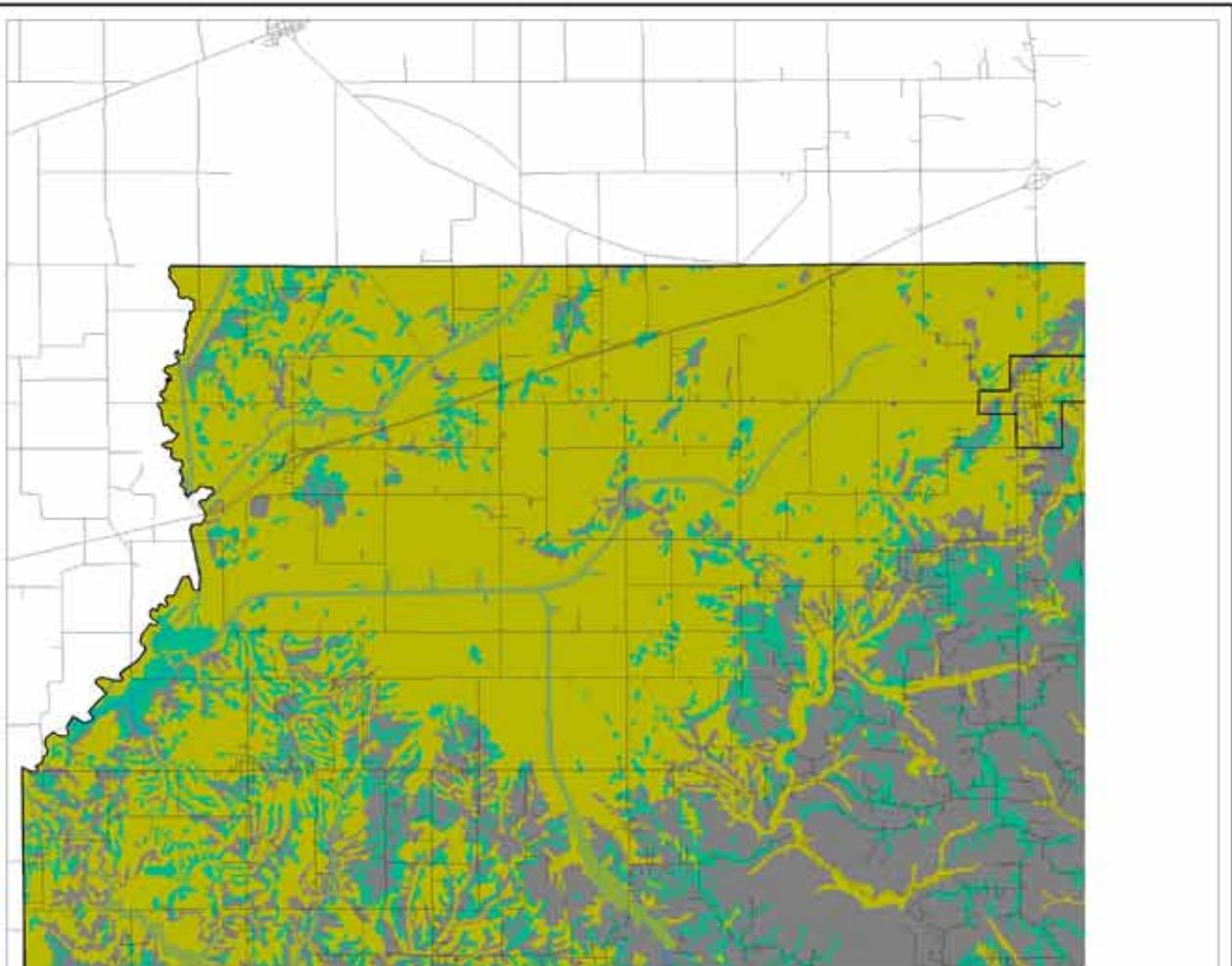
**LEGEND**  
Percent Agricultural Cultivation

	< 15%
	15% - 50%
	51% - 75%
	> 75%
	Urban (100 homes/sqmi)

## Agricultural Intensity Map

Morgan County Comprehensive Plan  
October 9, 2008





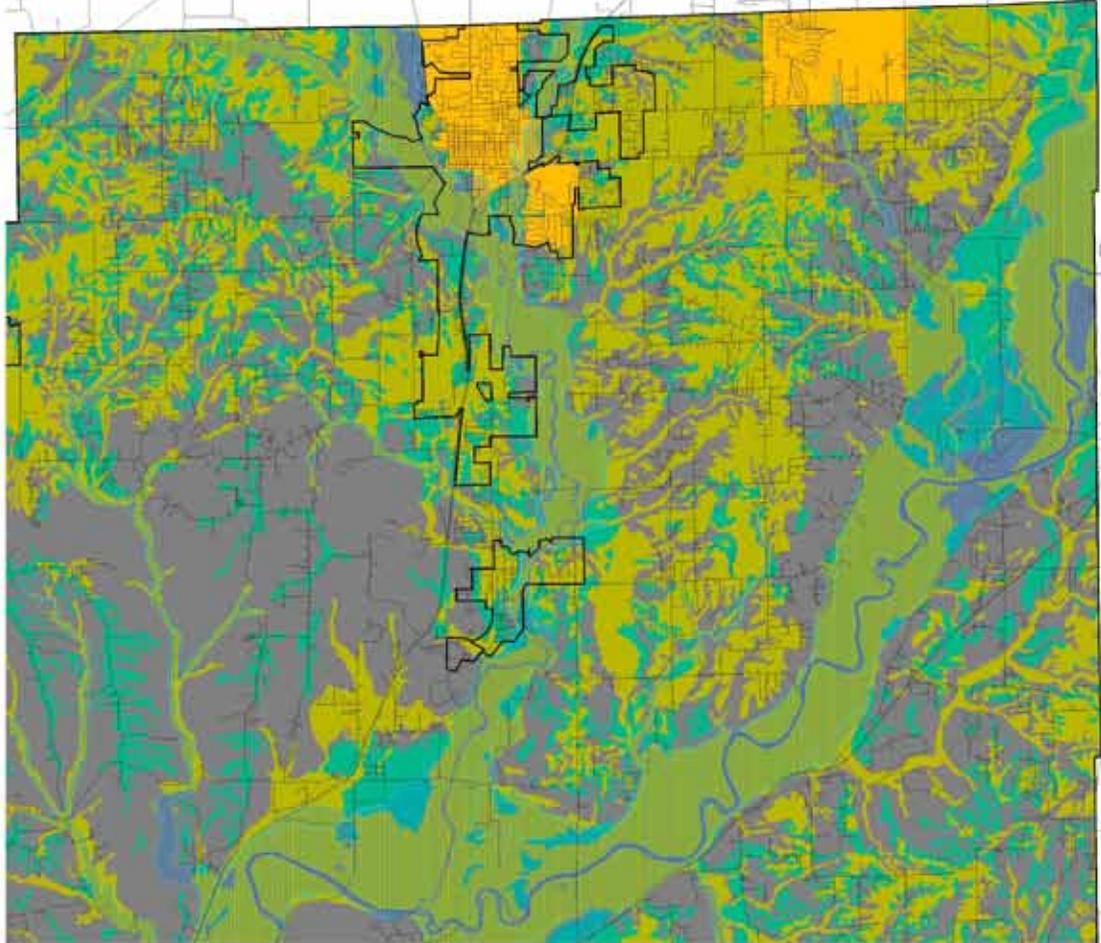
**LEGEND**

	Prime Farmland
	Conditional Prime Farmland
	Not Prime Farmland
	Urban Areas (100 homes/sq mi)
	Floodplain Areas



**Suitability of Soils for Agriculture  
Northwest Quadrant**  
Morgan County Comprehensive Plan  
November 13, 2008





**LEGEND**

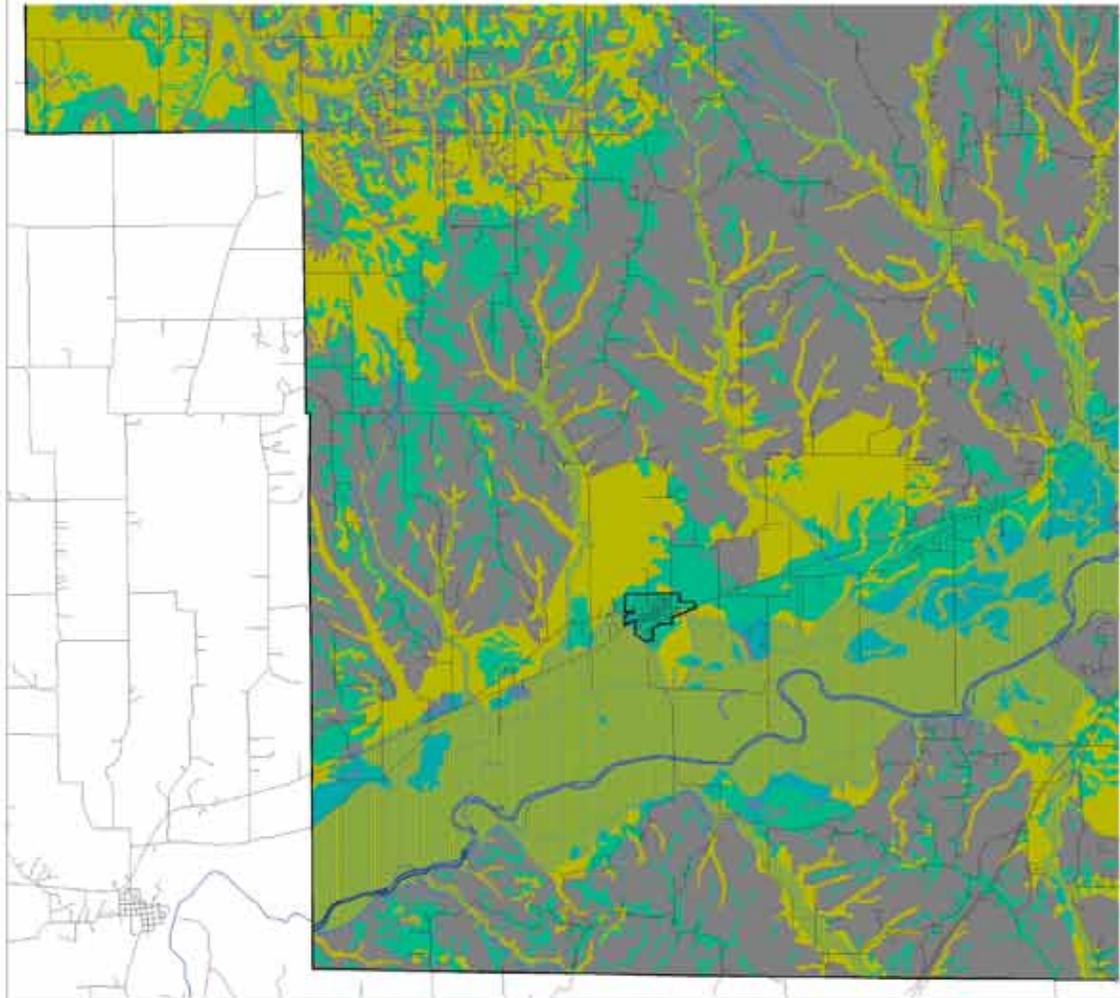
	Prime Farmland
	Conditional Prime Farmland
	Not Prime Farmland
	Urban Areas (100 homes/sq.mi)
	Floodplain Areas



## Suitability of Soils for Agriculture Northeast Quadrant

Morgan County Comprehensive Plan  
November 13, 2008





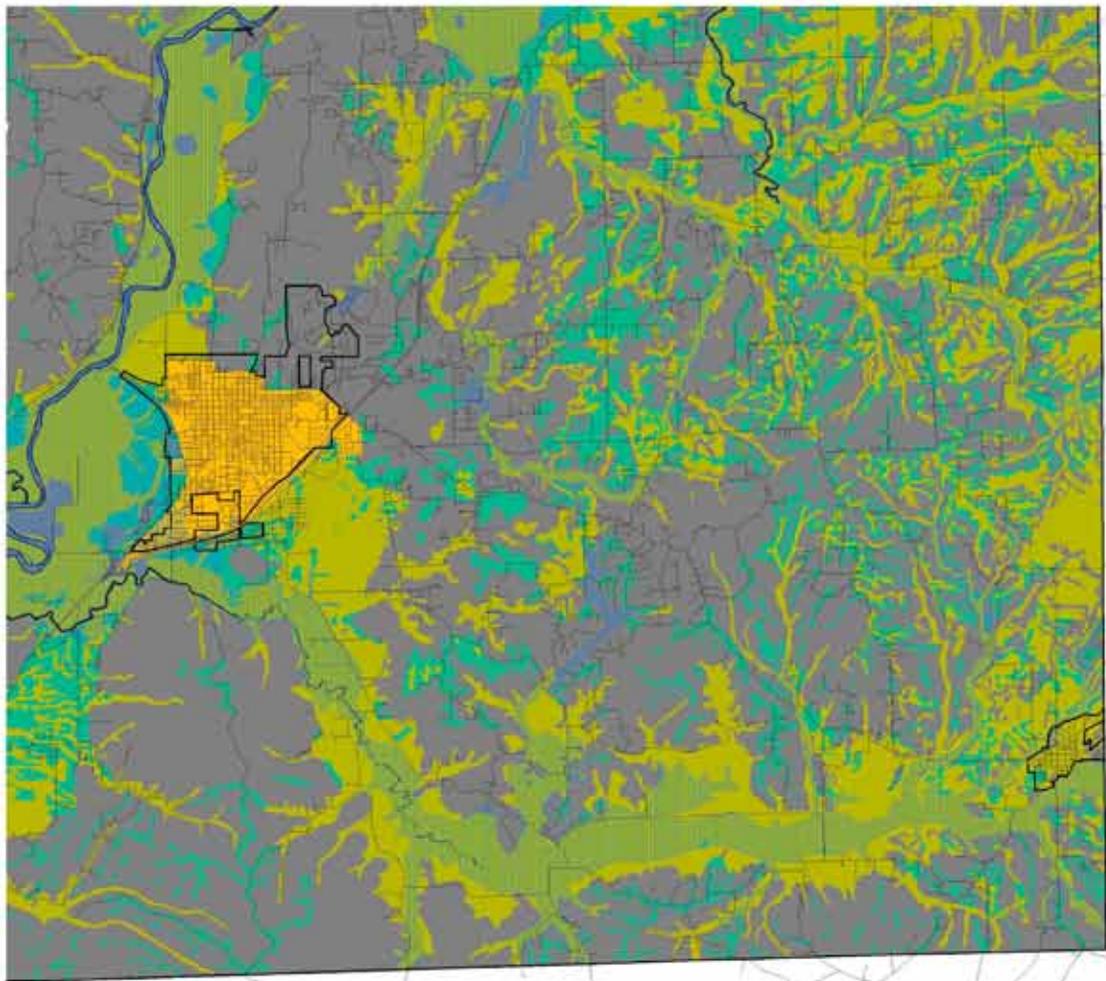
**LEGEND**

	Prime Farmland
	Conditional Prime Farmland
	Not Prime Farmland
	Urban Areas (100 homes/sq mi)
	Floodplain Areas



**Suitability of Soils for Agriculture  
Southwest Quadrant**  
Morgan County Comprehensive Plan  
November 13, 2008





**LEGEND**

	Prime Farmland
	Conditional Prime Farmland
	Not Prime Farmland
	Urban Areas (100 homes/sq mi)
	Floodplain Areas



**Suitability of Soils for Agriculture  
Southeast Quadrant**  
Morgan County Comprehensive Plan  
November 13, 2008



potential uses, such as residential, commercial, light industry, heavy industry, open space or transportation infrastructure can be located.

The future land use map can lay the groundwork for changes to the zoning map and regulations.

This update of the Martinsville Comprehensive Land Use Plan is a natural extension of the city's plan, but does contain one notable policy change. The previous plan, completed in 1994, had as a key principle the preservation of agricultural land in the two-mile fringe of the city. This fringe consists of the land that the city can legally annex.

The agriculture preservation goal was eliminated by the Steering Committee during this update because there is little agricultural land left in the two-mile fringe that has not been identified for future development, such as the two new business parks. In other words, most of the land that is flat, out of the floodplain and is ready for utilities has been targeted for economic development.

Additionally, Morgan County has identified the prime agricultural land that it would like to protect from development and none of that land is in Martinsville's two-mile fringe.

### **How to Use the Future Land Use Map**

The mayor, city council members, plan commission members, developers and others can use the future land use map to see the community's expectations of what Martinsville will look like in the future.

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, SR 37/SR 144 Corridor Plan and the goals and strategies to fully understand the

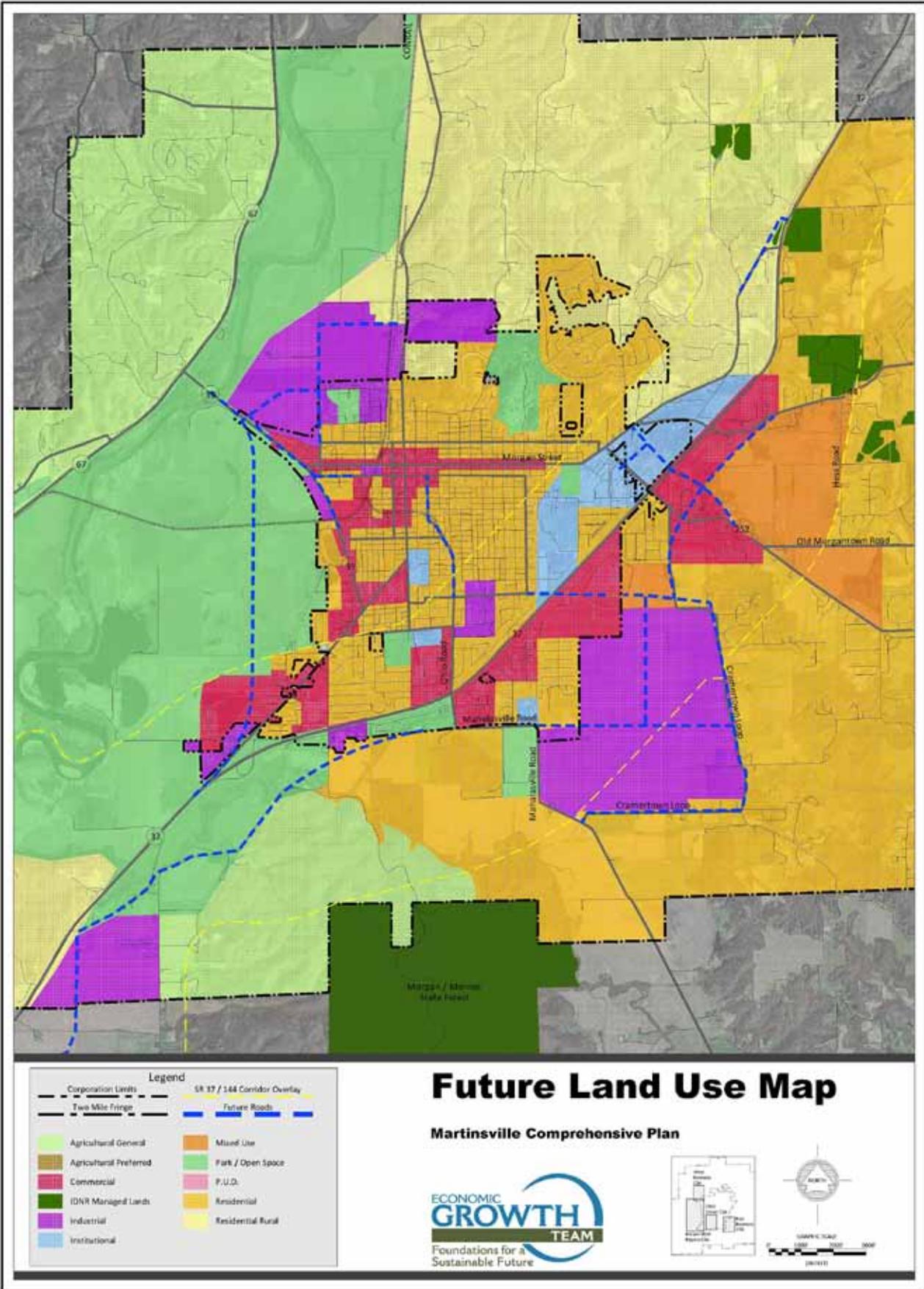
steps that Martinsville will take to manage change in the next 20 years or more.

### **Definitions of Future Land Use Map Categories**

The following definitions match the categories given in the legend of the land use map. For areas outside the city's current boundaries but within its planning jurisdiction, the land use categories reflect uses created by Morgan County decision makers during the update of their Comprehensive Plan.

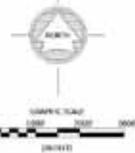
Future Land Use Categories	<b>AG Agriculture General</b>	<p>This district is intended for rural areas where, due to topography, crop production is mixed with estate residences, rural home sites, stables, etc. Emphasis is still on agriculture, but with smaller lot sizes allowed. Residential subdivisions are discouraged. (Generally applies to central and southern portions of the county.)</p> <p>The requirements are the same as those for AP, except the density is 1 lot for every 5 acres. The minimum lot size is 1 acre. The maximum lot size is 3 acres.</p>
	<b>AP Agriculture Preferred</b>	<p>This district is intended for the most rural, most agricultural portions of the county where farming is the dominant land use and infrastructure is limited. Preserves highest quality farmland. Subdivision of land is discouraged. (Generally applies to the northwest corner of the county.)</p> <p>Development of individual properties in existence at the effective date of the ordinance is allowed at a density of 1 lot for every 10 acres. This does not require a 10-acre lot; it just sets a cap on the number of new lots that would be allowed.</p> <p>The minimum lot size is 1 acre. The maximum lot size is 3 acres.</p> <p>This is similar to existing codes, except with the addition of a maximum lot size. This designation would be by-right, so someone who followed it would not have to do a subdivision.</p>
	<b>Commercial</b>	<p>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.</p> <p>This applies to commercial activities with direct contact with customers ranging from neighborhood convenience stores to regionally oriented specialty stores.</p> <p>These areas are intended to accommodate both wholesale and retail sales and construction has coordinated design for: 1) shared parking areas, and 2) shared points of access to a roadway.</p>

Future Land Use Categories (continued)	<b>IDNR Managed Lands</b>	These state-owned lands are controlled by the Indiana Department of Natural Resources.
	<b>Industrial</b>	<p>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.</p> <p>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.</p>
	<b>Institutional</b>	The purpose of this category is to provide land for buildings for government or private institutional use such as schools, church, hospitals and museums.
	<b>Mixed Use</b>	This designation is applied to land that has a combination of commercial and residential uses.
	<b>Park / Open Space</b>	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 qualities. It may also be used on private lands to maintain natural features within clustered development.
	<b>P.U.D.</b>	<p>A planned unit development (PUD) is a type of residential, commercial, or industrial land development that provides more planning flexibility than traditional zoning and lot layout.</p> <p>Buildings are often clustered on smaller lots, permitting the preservation of natural features or open park-like areas.</p>
	<b>RR Residential Rural</b>	<p>These are areas that are not well suited for agriculture and do have reasonable access to higher functioning roads, utilities, etc. This district is a way to absorb demand for rural housing on properties that would not overly disrupt agricultural operations.</p> <p>Conservation subdivisions required for residential development. Higher density housing is allowed where water and sewer utilities are provided. Lower density is required otherwise.</p>
	<b>R Residential</b>	This district is intended for single family residential housing where traditional, higher density subdivisions are allowed. (Generally applies to areas within corporate limits or fringe areas of towns). Developments must be connected to water and sewer utilities.



# Future Land Use Map

Martinsville Comprehensive Plan



### Redevelopment of Existing Land Uses

It is a key tenet of this plan that future growth should be self-sustaining and orderly. That is, water, sewer and other infrastructure should be expanded so that it can pay for itself. But along with investing in expanding its geographic boundaries, a city must also continue to apply resources to its existing core.

Throughout the planning process, residents said more work needs to be done in “fixing up” Martinsville’s streets, neighborhoods and downtown. Effort should be directed toward code enforcement, sidewalk and curb maintenance and several other areas.

Revitalizing historic neighborhoods and downtown is not about nostalgia. Preservation-based community development not only protects a community’s heritage, it is a viable alternative to sprawl that creates affordable housing, generates jobs, supports independent businesses, increases civic participation, and bolsters a community’s sense of place.

In keeping with the goal of restoring Martinsville’s core, this plan has identified both neighborhood and business areas that would benefit from revitalization efforts.

### Neighborhood Revitalization

There are many important benefits of reinvestment in the core neighborhoods and business areas. Without attractive areas within the core of the city, people often will chose to live in newer developments in the fringe area.

Development around the perimeter of the city requires extension of new infrastructure that the city is ultimately responsible for upgrading and maintaining. Even more, local services such as fire and police must serve a greater area – meaning higher costs for those services.

As the city is burdened to maintain newer areas – they often find there is not sufficient funding to reinvest in existing areas of the community.

In contrast, cities have found that if they reinvest in their traditional neighborhoods first, they will reduce the cost of infrastructure and services, spur private reinvestment in the neighborhoods, reduce crime and ultimately increase the tax base in a sustainable manner.

Steps that can be taken to reinvest in traditional neighborhoods and business districts include:

- ◆ City sponsored “clean up days” help to reduce the trash and debris in neighborhoods.
- ◆ City subsidized grant and loan programs for home repairs/remodeling help spur private reinvestment.
- ◆ Street and/or sidewalk reconstruction projects in deteriorated areas have been shown to drive community pride and reinvestment.
- ◆ Establishment of neighborhood groups to help coordinate small scale, block-by-block clean up campaigns.

While this plan does not make recommendations of specific neighborhoods where revitalization is needed, it does recommend that the city complete an evaluation of their core neighborhoods and establish reinvestment priorities.

### Commercial/Industrial Redevelopment Areas

Several commercial/industrial redevelopment areas were identified through the course of the plan. The issue prompting redevelopment varies considerably in these areas. Some redevelopment is needed because of age of the area, some because of future changes in the city’s roadways. In each case, a more detailed strategy will be needed than can be provided

in this plan. Therefore, the intention of this plan is to identify the future redevelopment areas, the primary issues observed, and the need for redevelopment.

**Burton Lane:** Current plans for I-69 call for Burton Lane to have an overpass/underpass, meaning it will not have direct access to the interstate. The area impacted includes the Burton Lane/SR 37 intersection, and the commercial areas on Burton Lane north of SR 37 and west of Burton Lane. While it is anticipated to be able to continue in its current use for many years to come, it is recognized that ultimately the use of this area may need to transition to retail and businesses that do not require immediate visibility and access off of I-69. Additional recommendations for this area are found in the Morgan County SR 37/144 Corridor Plan.

**Current SR 39/Morton Street:** Plans to construct a new SR 39 bypass will result in reduced traffic on this route. This will impact not only existing SR 39, but could also impact the shopping center on Morton Street. It is anticipated that the new bypass will have few intersections and likely no driveways allowed, meaning that it can be developed in a manner that does not attract roadside commercial business away from SR 39. Nonetheless, careful consideration needs to be given to new plans for the SR 39 bypass so that there is adequate connectivity between current SR 39 and the new SR 39 bypass so that businesses can continue to thrive. Additional recommendations for this area are found in the SR 39 Bypass Critical Sub Area Plan.

**Harman Becker Site:** The site of the former Harman Becker manufacturing facility near South and Ohio streets presents an opportunity for re-use of an existing building within the community. It is desired that the building be reused for a manufacturing facility or other large employer. The city will need to evaluate what improvements are warranted to South Street, Ohio Street and other area infrastructure in order to make this a viable, competitive employment center in the future.

## Future Growth

### Business/Industrial

An examination of the map shows plans for industrial growth. The City of Martinsville Economic Development Plan suggests two sites were selected as most appropriate for commercial/industrial development.

The East Business Park is located generally east of State Road 37 and west of Cramertown Loop Road. The site recommended in the Martinsville Economic Development Plan consists of five tracts, with a total estimated area of 195.17 acres. The site is located just outside the Martinsville corporation limits; however, the corporation limits are coincident with the west boundary of the site. The committee also desired to see additional land in this area reserved for future needs. To accommodate this, additional lands south of the site are also identified as future business park sites on the Future Land Use Map. Refer to the East Business Park CSA for additional information.

The West Business Park is located generally north of State Road 39 and east of the White River, and west of Blue Bluff Road. The site consists of 10 tracts, with a total estimated area of 271.39 acres. The site is located just outside the Martinsville corporation limits; however, the corporation limits are coincident with the east and south boundaries of the site. Refer to the West Business Park CSA for additional information on this site.

The Liberty Church Road area has also been identified as a future development area. While the area has seen some residential development, the long term preference is as a business park since it is a relatively large, flat area outside the floodplain. This plan encourages the site to remain agricultural in the near future, and that if the land use should ever change that the area be reserved for business expansion.

## Commercial

Short term commercial growth is expected to continue in the Grand Valley Boulevard area. Longer term commercial growth is to be directed to the north boundaries of the city, east of the SR 37/252/144 intersections. The Steering Committee wants to be careful to balance this commercial growth against ongoing efforts to revitalize downtown.

Additional land could soon open for development around the new SR 39 bypass. However, the recommendation of this plan is for this land to remain largely undeveloped – except for possible use as public space (such as parks and recreation). Refer to the SR 39 Bypass CSA for additional information.

One of the larger land challenges facing the community is the lack of future development space for the Morgan County Hospital. The hospital is currently located near the intersection of SR 252 and SR 37. The site is land locked, with future development limited by roadways and existing development. Hospital officials have told the committee that the hospital will need to expand to meet the future healthcare needs of the community.

This plan establishes that the first priority for land use on the west side of SR 252 and SR 37 is for the expansion of hospital related services. This includes the physical hospital, as well as associated medical office development.

One option that has been discussed to gain additional land for hospital related development is to relocate the County Fairgrounds. While the idea has been somewhat controversial, it could benefit both parties. For the hospital, the option provides the space they need for the future. For the fairgrounds, the approach could result in new facilities, larger areas and much needed parking. Nonetheless, there are disadvantages to this option including that a location outside Martinsville would be less convenient to residents. This plan recommends that the option

be considered – but also compared against the cost/benefit of relocation of the hospital. Options for a new site on SR 252 have been suggested for either option.

If the fairgrounds property ever changes use, the preferred new use would be for institutional zoning, related to hospital use.

Another key commercial land use decision that is coming up for the city is the Burton Lane area. None of the plans for the development of I-69 include an interchange at this location due to interchange spacing standards. While this is not likely to occur for 10, 20 or more years – it does pose a challenging land use issue for the community and difficult questions about what should be done about the businesses in the corridor.

In the long term, it is envisioned that the area will be developed as a mixed use commercial corridor. New retail, roadside commercial, restaurant and related businesses requiring direct highway access and visibility should be discouraged at this location. Appropriate infill development of this site is expected to include a mix of uses including neighborhood related commercial, residential, professional offices and religious institutions.

Reconstruction of the SR 39 interchange to accommodate I-69 may be included in the upcoming SR 39 bypass project. The configuration of that interchange impacts how Burton Lane will access Morton Avenue and I-69 frontage roads in the future. It is recommended that concurrent with preliminary planning for the SR 39 bypass, that a detailed redevelopment plan be developed for Burton Lane. That plan should consider infill options, adaptive re-use possibilities and redevelopment scenarios. In addition, a transition plan should be developed for relocating retail businesses that would be impacted by I-69 in the future.

For the foreseeable future, existing retail/commercial businesses are encouraged to remain in this area. New developments that do not require immediate highway access/visibility are encouraged, and it is recommended that new retail developments requiring highway access/visibility be located elsewhere.

The following sections give further details on how to achieve Martinsville's land use goals.

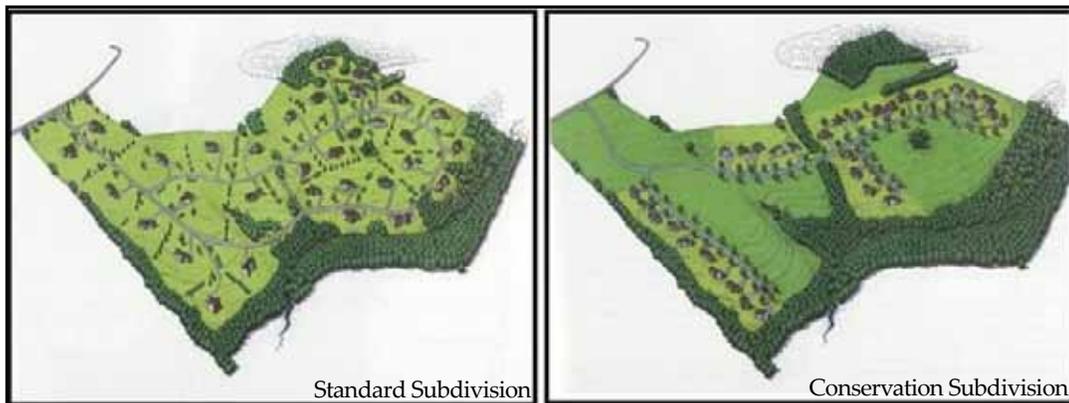
### Zoning & Subdivision Control

Implementing this Comprehensive Plan would not require overhauling existing zoning and subdivision regulations. However, there are areas where additions or revisions are needed to meet the plan's goals.

the City's image. These methods include the fundamentals of good urban planning such as right-of-ways, sidewalks, connectivity to other roads and many other issues.

In keeping with its goal of preserving Martinsville's small city character, the Steering Committee advocates the adoption of rules for conservation subdivisions.

A conservation 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.



While those changes will require a separate planning process, some of the topics raised by the Steering Committee and public include: too many classifications for single-family dwellings; removal of industrial classifications from wellhead protection areas; the lack of landscaping requirements; and the importance of in-fill, which promotes construction in areas where services and facilities are already provided instead of on undeveloped land.

The Steering Committee also discussed ways that subdivision control ordinances could enhance

The illustration above is from The Conservation Fund's Resourceful Communities Program web site ([www.resourcefulcommunities.org/CBAH](http://www.resourcefulcommunities.org/CBAH)). The drawing on the left is a traditional subdivision while the one on the right is a conservation design.

Advocates list the following advantages of conservation subdivisions:

- ◆ Saves money: Preserves land at no cost to your community.

- ◆ Reduces demand for public land acquisition.
- ◆ Preserves 50% to 70% or more of the buildable land (in addition to unbuildable wetlands, steep slopes and floodplains).
- ◆ Is fair to developers and landowners:
  - Same number of home sites as conventional subdivision development.
  - Proven more profitable, faster selling and less costly.
- ◆ Protects water quality. Reduces storm water run-off and treatment costs. Preserves groundwater.
- ◆ Reduces NIMBY (Not in my backyard!) complaints from current residents.
- ◆ Reduces costs: Municipal service costs are cheaper when homes are not widely scattered.
- ◆ Preserves your local tourism and agricultural economies.

During Steering Committee discussions on conservation subdivisions, there was debate on the need for green space versus the need for developable property. Developable property is at a premium, and the City should not arbitrarily allocate that space as open space, some Steering Committee members said.

In a related discussion, there were concerns about the maintenance of green space, as well as the costs of keeping up parks, trails and connectivity between facilities.

Final decisions on these topics will be made by the mayor, plan commission and city council, but this plan aims to move the community toward an open and frank discussion of these thorny issues.

As a first step, the Appendix of this report contains project sheets which give background information on Conservation Subdivisions, Impact Fees, Sustainability, Traditional Neighborhood Development and Overlay Zones. The Implementation Plan also has suggestions for future action.

### **Design Standards**

The Steering Committee expressed interest in regulations that would require new development to enhance the community’s visual appeal.

These requirements would take the form of design standards and include both commercial and residential developments. Current ordinances focus mainly on infrastructure issues and not building design, etc.

Enhancing the community’s visual appeal is accomplished through the adoption of development standards for new construction. 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 most communities have in establishing each these tools in their zoning and subdivision regulations.

The following matrix is for commercial buildings.

<b>Design Standards Matrix for New Commercial Construction</b>			
	<b>Tools that Require Little Political Will &amp; Resources</b>	<b>Tools that Require More Political Will &amp; Resources</b>	<b>Tools that Require Considerable Political Will &amp; Resources</b>
<b>Building Orientation</b>	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 main thoroughfare.	Amend the zoning ordinance to require development plan approval by the plan commission for all commercial buildings.
<b>Parking Location</b>	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.
<b>Exterior Building Materials</b>	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.

Design Standards Matrix for New Commercial Construction (continued)			
	Tools that Require Little Political Will & Resources	Tools that Require More Political Will & Resources	Tools that Require Considerable Political Will & Resources
<b>Signs</b>	Follow existing zoning ordinance commercial sign regulations.	Amend the zoning ordinance to include unique sign regulations for main thoroughfare.	Amend the zoning ordinance to create a sign review committee to approve each commercial sign plan and design.
<b>Landscaping</b>	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 on the main thoroughfare, resulting in a uniform look.
<b>Building Design</b>	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.

**Design Standards Matrix for New Commercial Construction (continued)**

	Tools that Require Little Political Will & Resources	Tools that Require More Political Will & Resources	Tools that Require Considerable Political Will & Resources
<b>Trash &amp; Recycling</b>	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 main thoroughfare.

The following matrix is for residential buildings.

<b>Design Standards Matrix for New Residential Construction</b>			
	<b>Tools that Require Little Political Will &amp; Resources</b>	<b>Tools that Require More Political Will &amp; Resources</b>	<b>Tools that Require Considerable Will &amp; Resources</b>
<b>Exterior Building Materials</b>	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).
<b>Landscaping</b>	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.
<b>Architectural Design</b>	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.).

Design Standards Matrix for New Residential Construction (continued)			
	Tools that Require Little Political Will & Resources	Tools that Require More Political Will & Resources	Tools that Require Considerable Will & Resources
<b>Garage Placement</b>	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.
<b>Accessory Buildings</b>	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).

## Annexation

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

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 city benefits the city, residents and property owners. Property owners and residents gain access to services provided by Martinsville, such as enhanced police protection and building and land use controls.

For the city, 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 city utilities but is not on its tax roles. A city also benefits from annexing adjacent land, because those landowners that have been using city services for free (e.g., driving on the city's streets and using municipal parks) will now pay for those services through taxes they pay to the city.

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 Martinsville.
- ◆ Financial and technical ability of the city 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.

After examination of adjacent unincorporated land, it is apparent that Martinsville could readily pursue annexation of surrounding lands. The basis and priority of lands to be annexed should be:

1. places where the city already provides infrastructure; then,
2. places where the city is planning to extend infrastructure – or reasonably could extend infrastructure in the short term.

Any extension of utilities and services within the annexation area should be planned to follow the comprehensive plan goals.

The amount of land that the City could readily annex based on these criteria is large; however, with proper planning and documentation, the process can be a positive experience.

## 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 city 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.”

A detailed Annexation Plan with specific boundaries is beyond the scope of this document. However, the Steering Committee believes such a plan is vital in the near future. Some guidelines for creating the Annexation Plan include:

Make freely available to people within the city’s potential annexation areas information related to Martinsville’s taxes or services, with each annexation process emphasizing public information and clear communication among the city community, city 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 Martinsville’s adopted Comprehensive Plan and other land use requirements.
- ◆ 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**

This section provides an overview, or Big Picture, of how Martinsville can assess its future using the principles of smart growth. This 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; local and state government entities. Their website at [www.smartgrowth.org](http://www.smartgrowth.org):

“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.

*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 Martinsville representatives to join the government-sponsored Smart Growth Next. Joining is free.

Go to [www.icma.org/sgn/join.cfm](http://www.icma.org/sgn/join.cfm) to sign up. Network members will:

- ◆ Be part of a diverse network of private sector, public sector, and nonprofit partners seeking to encourage better development decisions.
- ◆ Gain information to help advance smart growth in your own community.
- ◆ Have access to the SGN Information Hotline, a service for members that allows you to request research assistance and expert advice on a broad array of smart growth topics.
- ◆ Get information about the annual New Partners for Smart Growth conference, and notice of other conferences and workshops on smart growth topics.

A local resource is the U.S. Green Building Council - Indiana Chapter, which sponsors the Indiana Building Green Symposium every year. Find more information at [www.bsu.edu/capic/buildinggreen](http://www.bsu.edu/capic/buildinggreen).

### **What to Do Next**

- Review Critical Sub Area Plans for the city
- Review Project Sheets in the appendix for ideas on:
  - Conservation Subdivisions
  - Creating a Neighborhood Associations
  - Green Cities
  - Traditional Neighborhood Development
- Consult the Implementation Plan to begin discussions on revisions to the zoning and subdivision ordinances.



## 4 • ECONOMIC DEVELOPMENT

## Highlights

- ☑ **A long, slow decline across key economic indicators has left The City with many challenges.**
- ☑ **Within the past year community leaders have started to tackle these challenges. Their efforts are now in the implementation phase and include an economic development strategy, a downtown committee and this comprehensive plan.**

In early 2008 the City of Martinsville undertook an economic development strategy with the goal of planning for long-term community growth.

The Economic Growth Team, consisting of Strategic Development Group, Inc. (SDG) and Hannum, Wagle and Cline Engineering (HWC), assisted the city and its partners in creating the strategy.

The complete report can be found with the Greater Martinsville Chamber of Commerce. This section of the Comprehensive Plan summarizes the economic development strategy. The project was comprised of five phases:

1. Project Startup
2. Research on the Economy and Site Availability
3. Research through Public Input
4. Goals, Objectives, and Action Plans
5. Final Report

The final report included these sections:

- ◆ **Economic Profile** contains three reports: Peer Comparison, Demographic Analysis, and Regional Business Cluster Analysis.
- ◆ **Site Assessment** consists of a narrative of the site assessment process, estimated costs for infrastructure extensions to the two selected sites, and detailed maps of the sites.
- ◆ **Public Input** includes summaries of the economic summit, focus groups, key informant interviews, the public questionnaire, and public meetings.
- ◆ **Visioning** contains an overall SWOT analysis (strengths, weaknesses, threats, and opportunities) of the community based on the primary and secondary research activities. This section also includes goals, objectives, and the vision statement.
- ◆ **Action Plan** details the timelines, suggested sources of funding where appropriate, and the primary agencies responsible for implementing the five priority objective steps to completion.

## Research on the Economy and Site Availability

Based on the analysis of the changes in population, wealth, employment sectors, and educational attainment, Martinsville's trends in these four areas indicate a community under economic distress.

After a significant surge in population in the seventies, Martinsville has gone through an extended period of virtually no growth. In addition, poverty rates have been higher and median household income lower than its peer communities and the state. With unemployment rates running about the same as its peers and the state, it may be safe to assume that many of Martinsville's impoverished households are among the "working poor."

Moreover, Martinsville is experiencing the same employment changes as many other communities in Indiana where the manufacturing base is shrinking and service jobs increasing as a percentage of total jobs. It is clear that the existing or new service sector jobs, however, are in lower wage areas and not in higher-paying knowledge-based sectors such as advanced business services.

On the positive side, Martinsville is part of a multi-county region. The community occupies an important location roughly halfway between Indianapolis and Bloomington. These latter communities have two of the fastest-growing economies in the state of Indiana. For a Martinsville economic development strategy, it was valuable to understand the basic economic make up of these two economic powerhouses.

The economy of the greater Indianapolis area has seen significant changes in recent years. Manufacturing employment has declined. In 2003 the manufacturing sector employed approximately 12 percent of the workforce; in 2005 that percentage had fallen to 9.6 percent. On the other hand, the sectors of logistics, professional & technical services, and biomedical/biotechnology continue to grow.

*This region retains strong positions in what the Indiana Economic Development Corporation views as future cornerstones of the state economy: advanced manufacturing, biotechnology, advanced logistics, and information technology.*

This region retains strong positions in what the Indiana Economic Development Corporation views as future cornerstones of the state economy: advanced manufacturing, biotechnology, advanced logistics, and information technology. With the presence of a growing Indiana University - Purdue University Indianapolis along with other higher

educational institutions such as Butler University, greater Indianapolis is well-positioned to thrive in an economic era in which the highest value will be placed upon the knowledge and imagination of the workforce.

In recent years Monroe County's economy has seen a major shift: a move away from manufacturing and a significant rise in professional & technical services. The presence of Indiana University-Bloomington (IU-B) has enabled the county to develop a high concentration of knowledge-based workers, attracted at least in part by a quality of life that is dependent upon IU-B. Cook and Baxter, along with newer firms such as BioConvergence, are part of a strong biomedical/biotechnical cluster in the private sector. With the recent growth of Ivy Tech-Bloomington, the county is well-positioned for an economy that depends upon advanced manufacturing as well as knowledge-based workers in higher paying, service-based businesses.

Martinsville should be positioning itself not simply to house commuters driving to Bloomington and Indianapolis but to create job opportunities right in the community. A lack of readily usable and adaptable space under roof and a lack of shovel-ready greenfield sites will make this effort very difficult. The Site Assessment section of the report provides detailed evaluations of two sites selected by the site assessment subcommittee among nine suggested locations.

These sites were evaluated based on the Indiana's shovel-ready certification program. The report also contains preliminary cost estimates of the improvements in infrastructure necessary to bring the sites up to a shovel-ready status. Details of the site evaluation can be found below.

### **Public Input Research**

Public input was sought through a variety of methods. The project team conducted three focus groups, 30

key informant interviews, two public meetings, and an economic summit. A public questionnaire was also available for members of the Martinsville community to comment on Martinsville's business climate.

Based on the public input research, key leaders across the community in business and government are aware of the strategic importance of Martinsville's location on SR 37 between the Indianapolis and Bloomington economies and of the eventual build-out of I-69. They are equally aware of the fact that there is a critical lack of existing usable space for new businesses and greenfield sites which make exploiting that opportunity very difficult. Other major areas of concern in regard to weaknesses or threats include educational attainment levels, community attitudes toward change and education, the perception of Martinsville outside of the city, the condition of the downtown, and lack of planning.

In addition to Martinsville's location on SR37 and the build-out of I-69, a number of other strengths and opportunities were broadly recognized. There is a perception that new leadership in the city and Chamber of Commerce is pro-growth and willing to collaborate with other agencies like county government and the Morgan County Economic Development Corporation. Although dropout rates are high and the number of students matriculating is low, the schools K through 12 are also very favorably viewed.

Leveraging these strengths and opportunities and addressing the threats and weaknesses will certainly require both long and short-term planning and a genuine collaboration among partners and agencies. In order to market the community successfully to new employers or to create an environment conducive to entrepreneurship, usable space and sites must be developed, the level of education in the workforce must be raised, and the perception of the community both within and outside of Martinsville must improve.

As the community creates usable space, a focus on the downtown would have broad support. This might include beautifying and redeveloping the core downtown area as well as the gateways into the city. Some of the vacant buildings in the downtown could be redeveloped as space for cottage industries or micro-employers. The Critical Sub Areas section of the Comprehensive Plan details the gateway projects.

The steering committee identified priority, medium- and long-term objectives based on the secondary research and community input. The objectives address most of the key issues and are intended to be a starting point. The community will not have the human or financial resources to pursue all of the objectives it may view as consequential.

Therefore, a set of priority objectives were identified. Each priority objective includes an action plan consisting of the steps to completion, a timeline, the responsible agency for the implementation of each step, and suggested sources of funding where appropriate. The Greater Martinsville Chamber of Commerce assumes the responsibility as the coordinator of the plan, monitoring progress and convening partners to discuss issues or to change directions.

### Site Assessment

The goals of the Site Assessment component of the Martinsville Economic

Development Plan are:

1. to identify potential sites within a 2-mile radius of the Martinsville corporation limits that are suitable for commercial/industrial development projects;
2. to evaluate the advantages and disadvantages of the sites with regard to a variety of technical and non-technical assessment criteria;

3. to select one or two preferred sites that have the greatest potential for commercial/industrial development;
4. to describe in detail the assets and challenges associated with the selected sites; and
5. to develop cost estimates of subsequent field investigations and infrastructure capital investments that would be required to prepare a “Shovel-Ready Sites” application to the Indiana Economic Development Corporation (IEDC) for each of the preferred sites.

Ten sites were initially identified by the sub-committee for further evaluation. **Exhibit 1** indicates the location of the 10 sites within the Martinsville area that were considered. After careful review of available information and in-depth discussions by the sub-committee, two preferred sites were selected as most appropriate for commercial/industrial development. The selected sites are indicated in **Exhibit 2**.

#### **General Conditions - East Site**

The East Site is located generally east of State Road 37 and west of Cramertown Loop Road. The site consists of five tracts, with a total estimated area of 195.17 acres. The site is located just outside the Martinsville corporation limits; however, the corporation limits are coincident with the west boundary of the site. The site is currently zoned AG – Agriculture, while the Master Plan recommended zoning is R1 – Residential.

Existing utility infrastructure will need to be installed to serve the subject site.

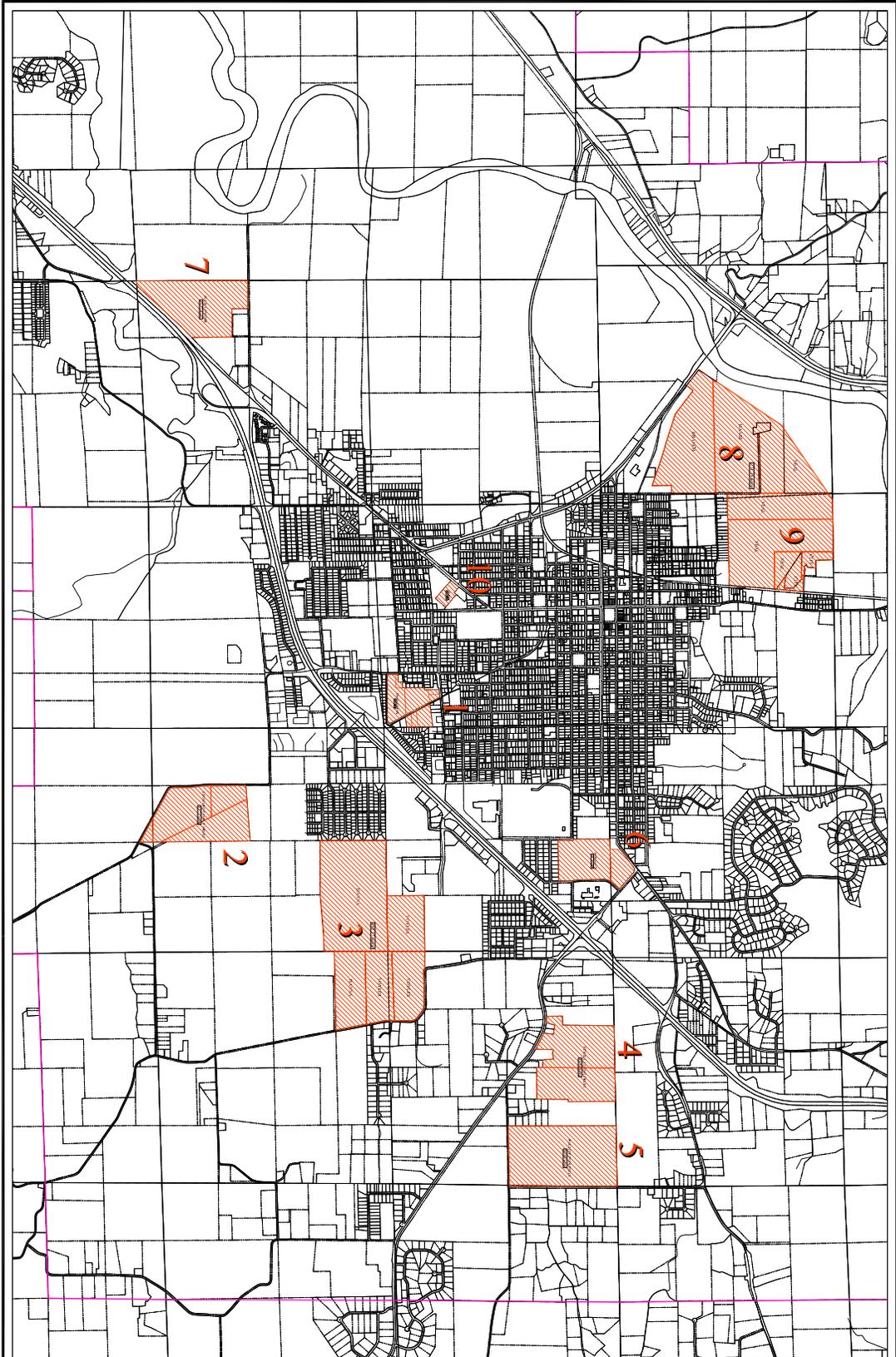
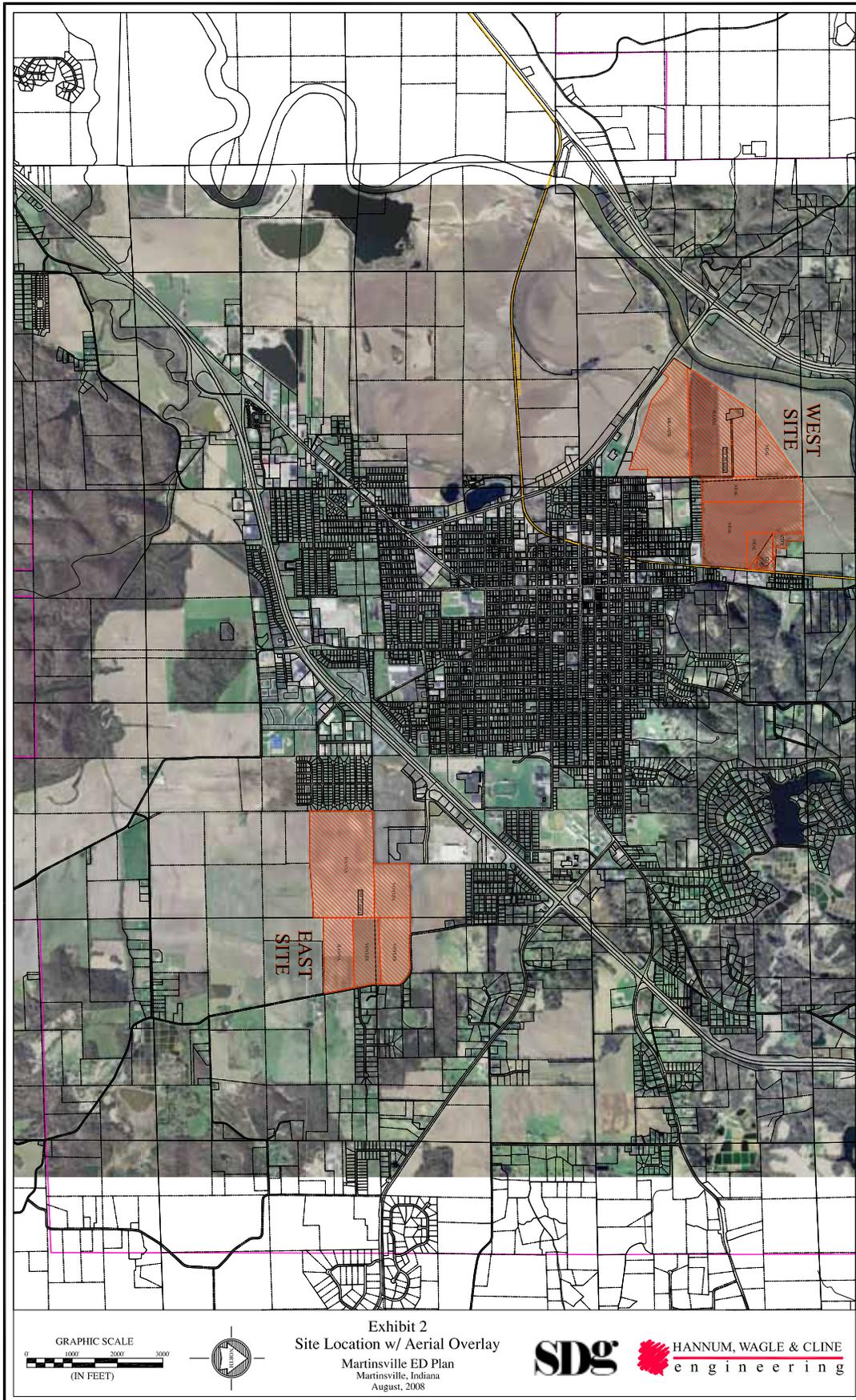


Exhibit 0  
Location Keymap of Sites Considered  
Martinsville ED Plan  
Martinsville, Indiana  
August, 2008



HANNUM, WAGLE & CLINE  
engineering





## General Conditions - West Site

The West Site is located generally north of State Road 39 and east of the White River, and west of Blue Bluff Road. The site consists of 10 tracts, with a total estimated area of 271.39 acres. The site is located just outside the Martinsville corporation limits; however, the corporation limits are coincident with the east and south boundaries of the site. The site is currently zoned I2 – General Industrial and I3 – High Industrial.

Existing utility infrastructure will need to be installed to serve the subject site.

Complete details of the sites, and the other topics mentioned in this section, can be found in The City of Martinsville Economic Development Plan 2008.

## Redevelopment of Existing Industrial Sites

During the planning process some residents questioned why the city wants to invest in two new business parks when it has existing sites. Currently the Martinsville Business Park has limited room for expansion, as it is close to residential development. The Harman/Becker Automotive Systems property and the Twigg Corp. facility are industrial sites, but do not have the room to become business parks.

These three properties cannot accommodate all of Martinsville's needs. To be viable, a community needs diverse sites for economic development. For example, a new plant might require more space than what is available in the existing sites, or may want to build a new facility to its own specifications. Martinsville needs all the new, clean industries it can attract, and additional sites will help with its marketing efforts.

However, the city should continue to invest in the existing sites and work to market them.

## Downtown

Opening up new opportunities for economic development is vital for the community's future, but it is not the only area for investment. Revitalizing Martinsville's existing core should also be a priority.

This includes not only neighborhoods, but downtown as well. One of the Steering Committee's development principles stated: "Downtown could be a larger driver of the city's economy but a lack of gateways and shopping choices is resulting in lost opportunities."

At the same time that work was underway for this comprehensive plan, a local group was forming a Main Street organization for downtown revitalization. Support for their projects can be found in the Implementation Plan.

## Action Plan

The tables below represent the action steps for each objective. Each action step indicates a lead agency and a proposed completion month in relation to the implementation of the plan. Many of the following steps to completion fall within the missions of the agencies with primary implementation responsibilities. For objectives requiring additional funding, potential sources have been noted.

The primary partners with action responsibilities include the City of Martinsville, the Greater Martinsville Chamber of Commerce, the MCEDC, and the Main Street organization.

The Chamber will provide coordination for the implementation of the plan. Its responsibility will be to convene all the partners on a regular basis to review the progress on the achievement of each objective and to lead discussions on plan revision and changes in responsibilities where appropriate.

1. Fully develop the eastside greenfield site and successfully recruit one small to mid-size employer.		
Action Step	Month Completed	Lead Agency
1. Working with the Chamber, pursue a CFF implementation grant for infrastructure extensions.	Month 1	City
2. Review use restriction options to preserve the development of the property for basic employment and implement selected options.	---	MCEDC
+ Create business and industrial overlay through zoning ordinance.	Month 3	City
+ Develop and implement an annexation plan for this property.	Month 6	City
+ Investigate purchasing the property or securing an option to purchase the property that preserves the site for business uses.	Month 6	MCEDC
+ Create a public-private partnership with a quality developer.	Month 12	MCEDC
+ Create a contractual agreement with the owners to limit uses and costs of land and to establish covenants in exchange for public extensions of infrastructure, road improvements, and future public finance options such as Tax Increment Finance and tax abatement.	Month 12	MCEDC
3. Create a Tax Increment Finance District through the redevelopment commission if constituted.	Month 8	City
4. With the land owners' approval, develop and implement a marketing plan.	---	MCEDC
+ Identify appropriate businesses regionally and nationally and contact through telephone, email, and direct mail.	Month 3	MCEDC
+ Create webpage dedicated to marketing the site – include potential incentives and information on regional workforce and regional education and training opportunities.	Month 3	MCEDC
<b>Benchmark: create a minimum of 75 jobs from one or more new employers within 2 years.</b>		

<b>2. Implement a business retention and expansion strategy for Martinsville in a partnership among the Greater Martinsville Chamber of Commerce, the MCEDC, and the City of Martinsville.</b>		
<b>Action Step</b>	<b>Month Completed</b>	<b>Lead Agency</b>
1. Continue roundtables with business and life sciences.	Ongoing	MCEDC
2. Gather information on community business needs, address appropriate policy issues at the city level, and advocate at the state level.	Month 1	Chamber
3. Initiate annual survey or site visits with major employers.	Month 3	MCEDC
4. Elected officials begin attending quarterly roundtables for business and life sciences.	Month 3	City
5. Arrange and implement meetings between elected officials and company decision-makers within the community or outside the community for branch facilities.	Month 6	MCEDC
<i><b>Benchmark: create 25 new jobs with existing employers within 2 years.</b></i>		

3. Create a downtown revitalization plan.		
Action Step	Month Completed	Lead Agency
1. Establish a Main Street organization which partners with the Greater Martinsville Chamber of Commerce, the MCEDC, Morgan County government, the Morgan County Historic Preservation Society and the City of Martinsville.	Month 1	Chamber
2. Pursue a CFF planning grant to fund a downtown revitalization plan and study.	Month 1	Main Street
3. Secure professional facilitation if possible.	Month 2	Main Street
4. Create a redevelopment strategy for vacant and dilapidated buildings in the downtown in cooperation with Main Street and the redevelopment commission if constituted.	Month 8	City
5. Develop a theme to guide both redevelopment and marketing to promote tourism.	Month 10	Main Street
6. Pursue a CFF implementation grant to achieve a revitalization objective.	Month 12	City
<i>Benchmark: The downtown area is defined and substantial improvement activities have begun within 2 years.</i>		

4. Establish a redevelopment commission in a partnership among the Greater Martinsville Chamber of Commerce, the MCEDC, and the City of Martinsville.		
Action Step	Month Completed	Lead Agency
1. Secure presentations from legal and financial firms.	Month 3	Chamber
<i>Benchmark: a working relationship has been established among the partners and contacts have been made with the appropriate presenters within 3 months.</i>		
<i>Benchmark: a redevelopment commission has been established within 6 months.</i>		

5. Convene a 37 Corridor Summit which would include key stakeholders from cities, towns, LEDOs, and chambers in Johnson, Lawrence, Marion, Monroe, and Morgan Counties.		
Action Step	Month Completed	Lead Agency
1. Assemble steering committee for convening the summit.	Month 1	Chamber
2. Develop agenda.	Month 1	Steering Committee
3. Pursue funding from OCRA and research other funding opportunities.	Month 2	Steering Committee
4. Secure professional facilitation if possible.	Month 3	Steering Committee
5. Identify appropriate location and potential dates.	Month 4	Steering Committee
6. Gather list of stakeholders and make contacts.	Month 6	Steering Committee
<i>Benchmark: the summit has been convened within 1 year.</i>		

### Development Principles

New manufacturing sites and other economic development tools are needed to make Martinsville more competitive for growth.

- ◆ Create a gateway to downtown from SR 37.
- ◆ Assist with efforts to acquire a Main Street program designation.

### Additional Goals

The Comprehensive Plan Steering Committee, during its research, created a set of goals to complement the Economic Development Strategy. They are:

**Goal:**

**Make downtown the centerpiece of Martinsville's revitalization efforts.**

**Goal:**  
**Encourage commercial and industrial development within designated areas.**

**Strategies**

- ◆ Fully develop the east side greenfield site.
- ◆ Direct new commercial nodes south of the city, such as Liberty Church Road.
- ◆ Maintain and consult a Capital Improvement Plan.

**Strategies**

- ◆ Create a Downtown Revitalization Plan.



- ◆ Establish a redevelopment commission in a partnership among the Greater Martinsville Chamber of Commerce, the MCEDC, and the City of Martinsville.
- ◆ 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.
- ◆ Extend utilities to areas where business and industrial uses should expand.
- ◆ Continue support of the Morgan County Economic Development Corp. (MCEDC), and their countywide growth strategy.

**Goal:**

**Plan for the extension and impacts of Interstate 69.**

**Strategies**

- ◆ Adopt the SR 37/144 Corridor Plan.
- ◆ Ensure diverse, sustainable economic development along Interstate 69.
- ◆ Plan for orderly and managed growth along 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.

**What to Do Next**

- ☑ Review the complete City of Martinsville Economic Development Plan
- ☑ Review Critical Sub Areas in this Comprehensive Plan for:
  - West Business Park CSA
  - East Business Park CSA
  - Martinsville Gateway CSA 1
  - Martinsville Gateway CSA 2
- ☑ Review Project Sheets in the appendix for ideas on:
  - Downtown Plans
  - Capital Improvement Plans
  - Compact Urban Form
  - Design Guidelines
  - Overlay Zones
  - Sustainability
- ☑ Consult the Implementation Plan



**5 • HOUSING**

**Highlights**

- ☑ **Martinsville has an unusually high number of rental properties and the general perception is that many of these units are in poor condition.**
- ☑ **The ongoing, national recession combined with the condition of existing housing units probably means a long-term strategy is required. This strategy should include improving the condition of affordable housing units through incentives and enforcement, and increasing the number of upper-level homes.**

Housing is an important part of Martinsville’s land use and economy. The type, location, availability, affordability, and quality of housing will determine what kinds of neighborhoods the City has.

Dilapidated and deteriorated housing can depress entire neighborhoods. On the other hand, attractive, well-designed neighborhoods can foster strong communities and are an asset to the City.

During the planning process many residents emphasized the importance of “cleaning up” neighborhoods in the city. Everyone in the community should have a role in the efforts. Local government can do their part by promoting neighborhood revitalization as a priority.

For example, sidewalk maintenance and construction along with curbing in an older neighborhood can signal the city’s intent to restore the image of a housing area. A five-year plan could be created to prioritize projects neighborhood by neighborhood.

Housing can also impact economic development. Commercial development generally follows rooftops, and major employers are concerned about having an available workforce, reasonably close to the job site. Construction of new housing, as well as improvement of existing units, create jobs and foster spending for construction materials and home furnishings.

While the housing industry creates positive economic activity, those housing rooftops also represent new demands for government services. New residential development can exacerbate existing traffic, pollution, and water usage problems and creates additional costs to the local government for streets, sewer lines, schools and other infrastructure.

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**



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

- ◆ According to the 2000 Census, Martinsville had 4,880 total housing units – only a 6% increase in units from 1990. In contrast, the state had an increase of 12.7% and Morgan County a 26.4% in total housing units between 1990 and 2000.
- ◆ 94.7% of Martinsville’s total housing units were occupied in 2000. 59.9% of the occupied housing was owner occupied and 40.1% was renter occupied.
- ◆ Martinsville had lower median home values in 1990 and 2000 than the state. The gap closed in 2000 – the median in the city was only \$4,200 less than in Indiana.
- ◆ 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.

Most of the citywide data is from the 2000 Census and will not be updated until 2010. In order 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 listing are single-family homes, with some multi-family units. A few were classified as townhouse or condo.

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. The table below shows, not surprisingly, that most of the activity is in Mooresville and Martinsville. Martinsville had the most homes for sale of any Morgan County community during the research period.

Price Range & Number of Homes Listed for Sale by Community							
MUNICIPALITY	< \$100K	\$100-\$200K	\$200K-\$300K	\$300-\$500K	\$500K-\$1M	> \$1M	All Housing
<b>Martinsville</b>	<b>70</b>	<b>109</b>	<b>56</b>	<b>24</b>	<b>13</b>	<b>2</b>	<b>274</b>
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

Source: Metropolitan Indianapolis Board of REALTORS® ([www.mibor.com](http://www.mibor.com)); Fall 2008

## Inventory and Assessment – Apartments & Rentals

According to the 2000 Census, about 40% of Martinsville’s total housing units were renter occupied. That is almost twice the state average. The Census also reported that a majority of the city’s vacant units are renter occupied.

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
Mooreville	City View		\$525	\$585	\$680		
<b>Martinsville</b>	<b>Country View</b>		<b>\$515- \$565</b>	<b>\$615- \$665</b>	<b>\$680- \$730</b>		
<b>Martinsville</b>	<b>Artesian Court*</b>			<b>\$550</b>		<b>3</b>	<b>43</b>

\*About 15% (6-7 apartments) under Section 8

Source: Metropolitan Indianapolis Board of REALTORS® ([www.mibor.com](http://www.mibor.com)); Fall 2008

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

Source: Metropolitan Indianapolis Board of REALTORS® ([www.mibor.com](http://www.mibor.com)); Fall 2008

## Major Housing Issues

The Steering Committee looked at housing questions in various levels of detail. The solutions they devised are outlined in the strategies and action steps. Here is a summary of key issues.

### The National Credit Crisis

As this comprehensive plan was being assembled, the national housing crisis swept through Indiana and Martinsville. 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. In January 2009 the state had 4,556 foreclosed properties.

In February 2009 Realty Trac listed 35 properties under Sheriff Sale and 13 bank-owned properties listed for sale in the city.

Martinsville 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 city leaders for planning for the future.

### Housing Alternatives

Steering committee members were frank in their admission that the city has its share of lower-income rental units. Such units are frequently not well maintained and contribute to traffic congestion and other problems, they said. They preferred more single family developments.

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. Also, when single family units are the dominant housing form, there are few options for city 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 city who must maintain the roads network.

Finally, the preference for single-family homes also ignores a national shift in demographics. As the city'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.

### Perception Issues

The research phase of this planning process included interviews with a broad range of people who agreed on this general principle: Martinsville does not have a good mix of homes.

For example, about 85% of the people surveyed said the quality of housing in Martinsville was only "fair." For contrast, the same survey question was asked of Mooresville residents during the same time period and 71% said the quality of their housing was "good."

A real estate agent said she rarely takes new clients to homes for sale in Martinsville because she believes buyers won't be interested. Instead, they tour places in Mooresville and sometimes even Bloomington and Greater Indianapolis.

A human resources director for a local manufacturer said the same thing: she doesn't direct new employees to look at homes within the City.

A part of this problem is tied to perception. Within city limits and certainly within the two-mile fringe, there are both beautiful single-homes and upper-income subdivisions. Also, the problem may be larger than just the availability of nice homes. As detailed elsewhere in this report, downtown Martinsville currently lacks some of the amenities that upper-income residents seek. Fortunately, work is already underway on downtown revitalization, which could help spur growth in housing.

This is obviously an issue that needs to be tackled head on. Two long-term remedies were repeatedly suggested during the planning process. One was offering a broader range of housing alternatives. The second was using code enforcement and incentives to upgrade the look of many existing homes.

Unfortunately, with record foreclosures and decreasing home sales, the Steering Committee recognizes there is little the city can do now to initiate action. However, these considerations should be factored into the next upswing of the housing market.

### **Development Policy**

The city needs a broader range of housing that includes more single family and upper-level homes. Code enforcement is needed to protect core neighborhoods.

## **Goals & Strategies**

### **Goal:**

**Control and improve the quality of growth through annexation and by having developers raise the aesthetic qualities of their local projects.**

### **Strategies**

- ◆ Create an Annexation Plan.
- ◆ Create landscaping requirements for new construction.
- ◆ Implement basic design guidelines for new construction.

### **Goal:**

**Restore the deteriorating core of existing housing while providing a full range of housing options, including upper-income homes.**

### **Strategies**

- ◆ Explore options for neighborhood revitalization projects, such as the recent, U.S. Department of Housing and Urban Development funded Neighborhood Stabilization Program grants.
- ◆ Amend the zoning ordinance and subdivision ordinance to include street connectivity.
- ◆ Employ basic design standards to improve the appearance of new residential development.
- ◆ Develop a marketing program for residential developers.
- ◆ Working with incorporated communities, conduct a Housing Needs Assessment to determine gaps in Morgan County's housing

stock.

- ◆ Promote a cost share program for sidewalk installation where the property owner pays for materials and the city provides labor.
- ◆ Create and publicize a five-year maintenance and construction plan for sidewalks.
- ◆ Enforce codes on sidewalk construction and maintenance.

**Goal:**

**Protect wetlands, woodlands, floodplains, drainage ways, wildlife habitats, steep slopes, and other similar environmentally significant areas.**

**Strategies:**

- ◆ Use subdivision controls to encourage cluster development and open space.
- ◆ Preserve natural vegetation to reduce stormwater runoff and protect natural habitats.
- ◆ Preserve and plan for future open space or natural areas.

**Goal:**

**Ensure the county becomes more sustainable by meeting the needs of its residents while protecting environmental resources for future generations.**

**Strategies**

- ◆ Integrate environmental concerns into decision making at all levels.
- ◆ Encourage the use of green building materials and techniques in new construction.

- ◆ Explore the recommendations of the National League of City’s green initiatives.

**What to Do Next**

- Review Critical Sub Area Plans for the city
- 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



**6 • ENVIRONMENT**

## Highlights

- ☑ **Flooding has had a devastating effect on Martinsville. This plan recommends protecting floodplains from development to preserve these areas and mitigate the impact of flooding on the community.**
- ☑ **Development needs to protect existing open space, forests, habitat, slopes and other unique features. This plan encourages the use of conservation subdivisions as a tool to protect these features while still allowing development to continue.**

## Introduction

Throughout the nation and across the globe, issues of sustainability, liveability, 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 Martinsville's

natural resources. It begins with an inventory of the existing resources available in the City. 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.

## Development Principles

Since development in general is one the largest threats to Martinsville'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.

### **Natural Resources Map**

A summary of existing cultural and environmental resources is provided on the next page.

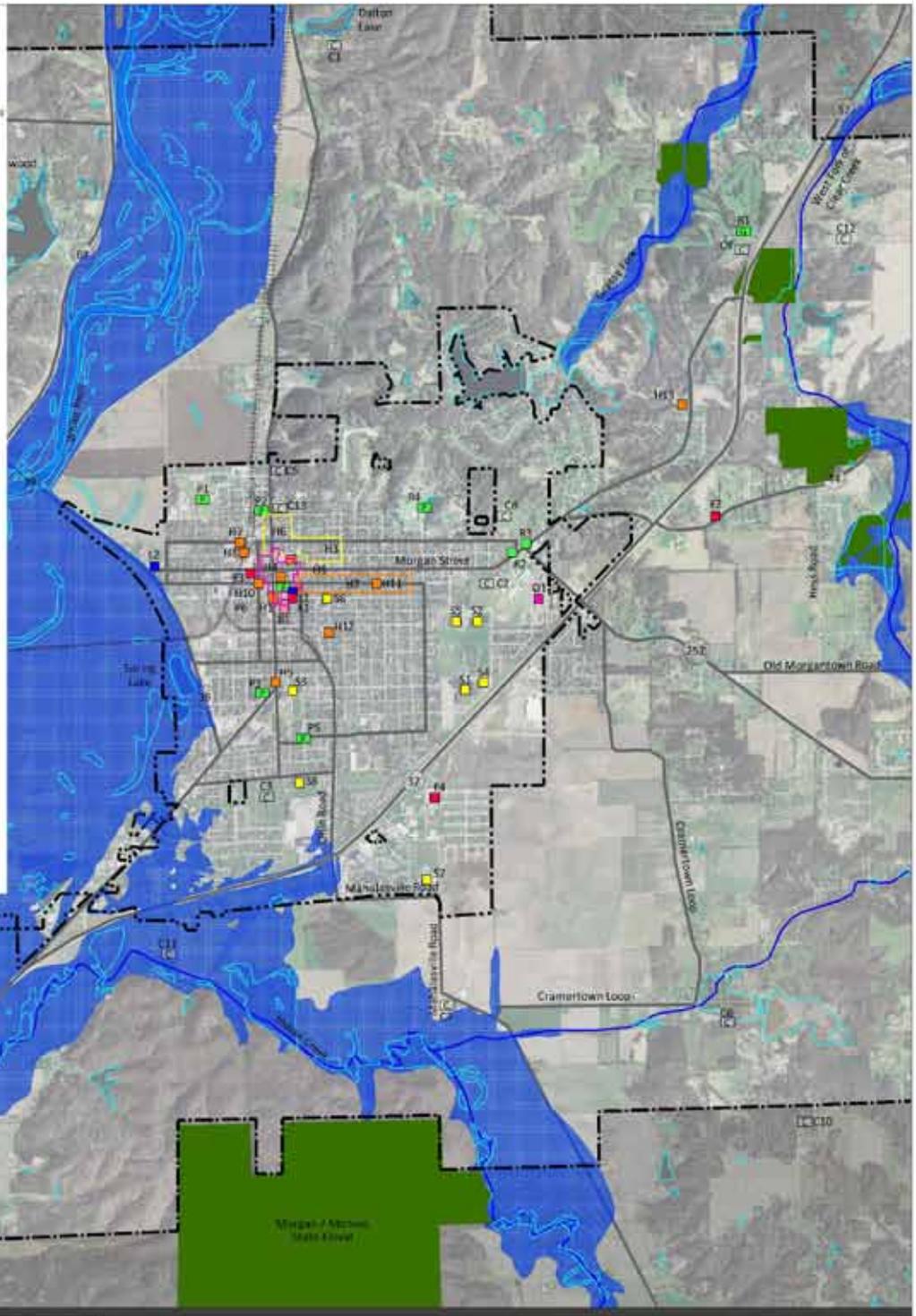
*The LEED (Leadership in Energy & Environmental Design) Green Building Rating System is a voluntary, consensus-based standard to support and certify successful green building design, construction and operations. LEED was developed by the U.S. Green Building Council.*

### **Priority Issues**

Of the issues reviewed in the following pages, the following priorities have been established. Details relating to each issue are provided in this section.

- ◆ Protect floodplains from development to preserve these areas and mitigate the impact of flooding on the community.
- ◆ Encourage cluster development to allow development to occur in fringe areas in a responsible manner that preserves existing topography, habitat and/or unique features.

- Fire Department**
- F1 Martinsville Fire Department
  - F2 Hopewell Township Fire Department (State #1)
  - F3 New Fire Station
  - F4 Public Upgrade Fire Department Station (Proposed Site)
- Historical Sites**
- H1 Historic House and Millworks Complex on Cemetery Building
  - H2 East Hopewell Street Historic District
  - H3 New Ferry House
  - H4 Martinsville Commercial Historic District
  - H5 Martinsville High School Complex
  - H6 Martinsville Book Store Historic District
  - H7 Martinsville Barber
  - H8 Martinsville Veterans Center
  - H9 Stinger County Courthouse
  - H10 Stinger County Sheriff's House and Jail
  - H11 Sleep House
  - H12 Station Stop House
  - H13 Swanton Plankton Factory #1
- Hospital**
- H1 Stinger Hospital & Medical Center
- Law Enforcement**
- L1 Martinsville Police Department
  - L2 Stinger County Jail & Sheriff's Office
- Library**
- R1 Stinger County Public Library
- Recreation**
- R2 Martinsville County Club
  - R3 Stinger County Fairgrounds
  - R4 Swanton & Lenoir HCCs
- Schools**
- S1 Martinsville High School
  - S2 Martinsville East Middle School
  - S3 Martinsville Westside Middle School
  - S4 Hopewell Elementary School
  - S5 Oak Elementary School
  - S6 Central Elementary School
  - S7 South Elementary School
  - S8 Public Road Elementary
- Cemetery**
- C1 Miller Cemetery
  - C2 Mt. Zion Cemetery
  - C3 Green Lawn & South Park Cemeteries
  - C4 Mt. Zion Cemetery
  - C5 Commonwealth - Old River Cemetery
  - C6 Oak Hill Cemetery
  - C7 Mount Cemetery
  - C8 St. Martin's Catholic Cemetery
  - C9 St. Michael's Episcopal Cemetery
  - C10 Tusculum Cemetery
  - C11 Swan Family Cemetery
- Parks**
- P1 Wood Park
  - P2 New Hope Park
  - P3 Oak Dale Park
  - P4 Spring Hill Park / Martinsville Dog Park
  - P5 Valley Park
  - P6 Weaver's Park

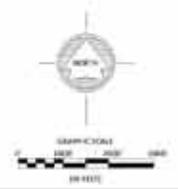


**Legend**

Corporation Limits	Cemetery
Two Mile Fringe	Golf Course
SR 97 / 144 Boundary	Parks
Fire Department	Historic District
Historical Site	Managed Lands
Hospital	Floodplain
Law Enforcement	Lakes
Library	Streams
Recreation	Wetlands
Schools (Public)	White River

# Cultural and Environmental Map

Martinsville Comprehensive Plan



### Rivers, Lakes and Streams

The White River lies west of Martinsville along SR 67. 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 River

There also several other lakes and smaller streams throughout Martinsville’s fringe area. One of them, Indian Creek, runs south of Martinsville and discharges into the White River at the southwestern area of Martinsville’s fringe.

Rivers, Lakes and Streams		
Threats	Threat Summary	Action Steps (Best Practices):
<b>Non-point source pollution</b> (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 limits on impervious surfaces allowed on newly developed lots. (EPA National Management Measures to Control Nonpoint Pollution from Urban Areas)
		Revise stormwater ordinances to encourage structural Best Management Practice (BMP) devices to reduce pollutants from being discharged off-site.

Rivers, Lakes and Streams (continued)		
Threats	Threat Summary	Action Steps (Best Practices):
<b>Agricultural Runoff</b> (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)
<b>Impervious Surfaces</b> (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.
		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.
		Re-evaluate parking requirements set forth by the zoning ordinance
<b>Soil Erosion and Sedimentation</b>	Sediment is the greatest pollutant by volume affecting streams and lakes.	Promote open space development or clustering as an alternative to traditional development.
		Require the use of water body setbacks for all development near lakes and streams.

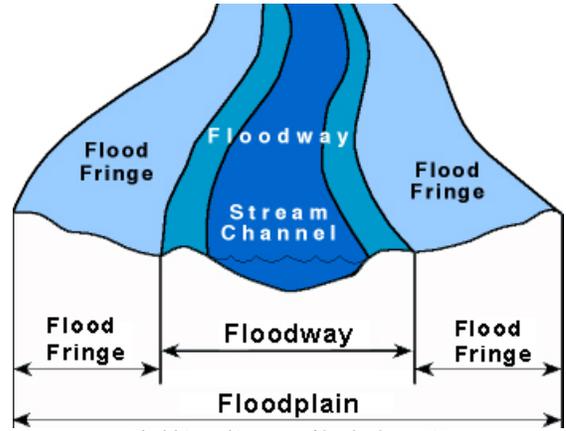
Rivers, Lakes and Streams (continued)		
Threats	Threat Summary	Action Steps (Best Practices):
<b>Gravel Pit and Quarry Runoff</b>	Several gravel pits and quarries are located along the White River in Martinsville and the surrounding areas. Gravel pits and their operations can be significant contributors to nonpoint source pollution from stormwater runoff, from erosion and sedimentation to leaking equipment.	Utilize erosion control practices at the site. Minimize disturbances to natural vegetation whenever possible to prevent erosion. Replace vegetation in areas with bare soil.
		Treat stormwater runoff that has not been diverted by using oil/water separators, constructed wetlands, or other water treatment options.
		Require wheel washing and street sweeping at the gravel pit in order to minimize the amount of material being tracked offsite.
		Maintain buffer zones around the boundaries of gravel pits, especially those that are located near environmentally sensitive areas.
		Store equipment, fuel, and waste disposal away from the perimeter of the gravel pit, especially if mining below the water table.
		Cover and protect stockpiles from weather events such as wind and rain.

## Floodplains

The largest floodplain throughout Martinsville is the White River floodplain. Smaller floodplains surround the many streams that are also located throughout the area, including the Indian Creek floodplain south of the City.

Flooding in Martinsville in June of 2008 provides evidence of the need to protect and manage floodplains more effectively. In that period, flooding extended well beyond the 100 year floodplains, and impacted areas even outside the 500 year floodplain. A committee has been formed to guide long term recovery plans and to make recommendations on future policies relating to drainage and floodplain issues. Consequently, detailed recommendations on policies are not included in this comprehensive plan – other to limit development in the floodplain and to work to implement the recommendations made by the committee.

It is noted that maps provided in these documents represent the 500 year floodplain boundaries.



Floodplains		
Threats	Threat Summary	Action Steps (Best Practices):
<b>Development within the floodplain</b>	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 will limit damages and danger to human lives.
		Support and implement recommendations from the Drainage Task Force/Long Term Recovery Committee.

### Wetlands

According to the National Wetland Inventory, a number of wetland areas are located throughout Martinsville, many near streams and lakes. The National Wetland Inventory is a guide that shows where wetlands may occur. 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.

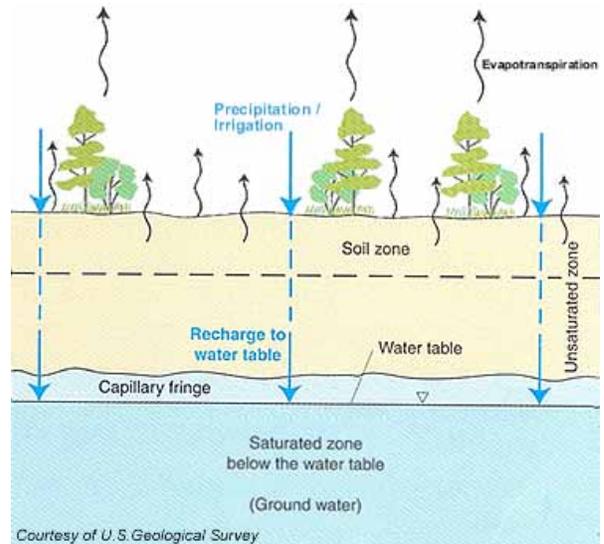


Natural wetlands provide a variety of useful functions for the environment. In addition to providing recreational opportunities to people, wetlands also provide essential habitats to many threatened and endangered species. Wetland plants filter pollutants out of the water that flows through them. As 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.

Wetlands		
Threats	Threat Summary	Action Steps (Best Practices):
<b>Development of wetland areas</b>	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.
		Designate wetlands to be preserved on the zoning map.
<b>Non-point source pollution</b>	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 Martinsville 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.



Martinsville currently maintains a policy that forbids uses within the wellhead protection area that could result in contamination of the water supply. This policy should be continued into the future.

Groundwater		
Threats	Threat Summary	Action Steps (Best Practices):
<b>Contamination of Public Water Supply</b>	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.	Continue policy to forbid uses within the wellhead protection area that could result in contamination of the water supply

Groundwater (continued)		
Threats	Threat Summary	Action Steps (Best Practices):
<b>Non-point source pollution</b>	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

The area surrounding Martinsville has many areas with steep, forested slopes. In particular, fringe areas outside of the floodplains generally have these features.

These steep, forested slopes are not only an environmental resource, but the hillsides also provide for scenic views that are a key part of the character of the community.



Steep Slopes		
Threats	Threat Summary	Action Steps (Best Practices):
<b>Erosion</b>	Stable slopes help to reduce erosion. When development begins to occur in areas with steep terrain, 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.	Enact an ordinance restricting development on terrain determined to be steep.
		Create design standards for developers and property owners to address acceptable land uses for areas with steep slopes.
		Include requirements for preserving existing vegetative cover within steep slopes. The vegetation helps to slow stormwater runoff, minimizing erosion.
<b>Elimination of Scenic Viewsheds</b>	Development on steep slopes threatens to degrade the number and quality of scenic views throughout the county.	Prepare a prioritized inventory of viewsheds within the fringe and the hillsides that are included in each.
		Prepare development standards for priority viewsheds. Development standards should guide and limit development in priority areas. Standards should include development on slopes (regardless of the pitch), development on ridgetops and associated areas that comprise scenic views.

### Wildlife Habitat

Wildlife exists everywhere. Woodlands, caves, agricultural lands, wetlands, lakes and streams are all homes for many different species of animals and plants. 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.



Great Egret

Wildlife Habitat		
Threats	Threat Summary	Action Steps (Best Practices):
<b>Habitat Destruction</b>	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.
		Identify environmentally sensitive areas that provide habitat for endangered and threatened species, and avoid extending development in those areas.
<b>Habitat Fragmentation</b>	When development is not continuous, habitats are fragmented, resulting in the relocation or destruction of species	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
		Utilize cluster development to help keep open space and wooded areas connected to prevent habitat fragmentation.

# Endangered Species

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11/22/2005

## Indiana County Endangered, Threatened and Rare Species List

County: Morgan

Species Name	Common Name	FED	STATE	GRANK	SRANK
<b>Mollusk: Bivalvia (Mussels)</b>					
Cyprogenia stegaria	Eastern Fanshell Pearlymussel	LE	SE	G1	S1
Epioblasma torulosa rangiana	Northern Riffleshell	LE	SE	G2T2	S1
Lampsilis ovata	Pocketbook			G5	S2
Ligumia recta	Black Sandshell			G5	S2
Obovaria subrotunda	Round Hickorynut		SSC	G4	S2
Pleurobema clava	Clubshell	LE	SE	G2	S1
Pleurobema pyramidatum	Pyramid Pigtoe		SE	G2	S1
Ptychobranchus fasciolaris	Kidneyshell		SSC	G4G5	S2
Quadrula cylindrica cylindrica	Rabbitsfoot		SE	G3T3	S1
Villosa lienosa	Little Spectaclecase		SSC	G5	S2
<b>Insect: Odonata (Dragonflies &amp; Damselflies)</b>					
Aeshna mutata	Spatterdock Darner		ST	G4	S1S2
<b>Fish</b>					
Percina evides	Gilt Darter		SE	G4	S1
<b>Amphibian</b>					
Hemidactylium scutatum	Four-toed Salamander		SE	G5	S2
Rana areolata circulosa	Northern Crawfish Frog		SE	G4T4	S2
<b>Reptile</b>					
Clonophis kirtlandii	Kirtland's Snake		SE	G2	S2
Crotalus horridus	Timber Rattlesnake		SE	G4	S2
Macrochelys temminckii	Alligator Snapping Turtle		SE	G3G4	S1
Ophedrys aestivus	Rough Green Snake		SSC	G5	S3
<b>Bird</b>					
Accipiter striatus	Sharp-shinned Hawk	No Status	SSC	G5	S2B
Aimophila aestivalis	Bachman's Sparrow			G3	SXB
Ammodramus henslowii	Henslow's Sparrow		SE	G4	S3B
Bartramia longicauda	Upland Sandpiper		SE	G5	S3B
Buteo lineatus	Red-shouldered Hawk		SSC	G5	S3
Buteo platypterus	Broad-winged Hawk	No Status	SSC	G5	S3B
Dendroica cerulea	Cerulean Warbler		SSC	G4	S3B
Haliaeetus leucocephalus	Bald Eagle	LT,PDL	SE	G5	S2
Helmitheros vermivorus	Worm-eating Warbler		SSC	G5	S3B
Lanius ludovicianus	Loggerhead Shrike	No Status	SE	G4	S3B
Mniotilta varia	Black-and-white Warbler		SSC	G5	S1S2B
Pandion haliaetus	Osprey		SE	G5	S1B
Thryomanes bewickii	Bewick's Wren		G5	G5	S1B
Tyto alba	Barn Owl		SE	G5	S2
Wilsonia citrina	Hooded Warbler		SSC	G5	S3B
<b>Mammal</b>					
Lutra canadensis	Northern River Otter			G5	S2
Lynx rufus	Bobcat	No Status		G5	S1
Taxidea taxus	American Badger			G5	S2
<b>Vascular Plant</b>					
Epigaea repens	Trailing Arbutus		WL	G5	S3
Eupatorium incarnatum	Pink Thoroughwort		ST	G5	S2
Pinus strobus	Eastern White Pine		SR	G5	S2
Rubus centralis	Illinois Blackberry		SE	G2?Q	S1
Rubus odoratus	Purple Flowering Raspberry		ST	G5	S2
<b>High Quality Natural Community</b>					
Forest - upland dry-mesic	Dry-mesic Upland Forest		SG	G4	S4
Forest - upland mesic	Mesic Upland Forest		SG	G3?	S3
Primary - cliff eroding	Eroding Cliff		SG	G4	S1
Wetland - seep circumneutral	Circumneutral Seep		SG	GU	S1

Indiana Natural Heritage Data Center  
Division of Nature Preserves  
Indiana Department of Natural Resources  
This data is not the result of comprehensive county surveys.

Fed: LE = Endangered; LT = Threatened; C = candidate; PDL = proposed for delisting  
State: SE = state endangered; ST = state threatened; SR = state rare; SSC = state species of special concern; SX = state extirpated; SG = state significant; WL = watch list  
GRANK: Global Heritage Rank: G1 = critically imperiled globally; G2 = imperiled globally; G3 = rare or uncommon globally; G4 = widespread and abundant globally but with long term concerns; G5 = widespread and abundant globally; G? = unranked; GX = extinct; Q = uncertain rank; T = taxonomic subunit rank  
SRANK: State Heritage Rank: S1 = critically imperiled in state; S2 = imperiled in state; S3 = rare or uncommon in state; G4 = widespread and abundant in state but with long term concern; SG = state significant; SH = historical in state; SX = state extirpated; B = breeding status; S? = unranked; SNR = unranked; SNA = nonbreeding status unranked



**7 • UTILITIES**

## Highlights

- ☑ **Recent improvements to the City’s water and sanitary sewer systems have modernized large portions of this infrastructure. Nonetheless, continued investment will be necessary to upgrade aging portions of these systems.**
- ☑ **Areas of the City are still served by failing septic tanks. A program to serve these areas with sanitary sewers is needed.**

## Introduction

The utilities in the Martinsville area 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 a specific width of right-of-way, or provide dedicated easement space, that allows for future infrastructure and/or utilities. The right-of-way/easement width will depend on the type of road that is being built, but it should factor in enough room for the road, sidewalk or bicycle facilities, standard utilities, and newer technologies such as fiber optic cable.

## Utility Funding

Funding for public utility improvements typically comes from two different sources, user rates or economic development funds. The rehabilitation of existing utilities is normally completed with revenue received from user rates. An example is the recent improvements to the Martinsville wastewater treatment plant, which were financed by sanitary sewer rates. On the other hand, the extension of utilities is often completed with economic development funds.

A common source of economic development funding for municipalities is Tax Increment Financing (TIF) districts. A municipality can designate redevelopment areas as TIF districts, which allows future gains in tax revenue to be used towards payment of the improvements that allowed the gains. An example is if Martinsville established a new industrial park and made it a TIF district. The City could extend utilities to serve the industrial park, and pay for that extension over time with money earned from increased tax revenue on the property.

## Infrastructure Master Plan

Throughout the country, most municipalities have aging infrastructure that is in need of attention. Martinsville is no exception to this, and flooding during the summer of 2008 exposed the magnitude of these infrastructure concerns. While significant investment has been made related to the community’s water supply and wastewater treatment capacity, significant additional infrastructure work is needed on the community’s sanitary sewer collection system, streets, sidewalks and related utilities. In order to prioritize the needs and begin to complete improvements in a systematic fashion, it is recommended that the City prepare an Infrastructure Master Plan. The master plan should include an inventory of existing infrastructure, plans for repair/replacement of existing infrastructure, and a plan for the future extension of utilities.

### **Annexation Plan**

North and south of the Martinsville corporate limits, the City has extended water and sanitary sewers to serve new growth. These areas have not been annexed, and as time goes by it will become more difficult to obtain voluntary annexations of the properties. In the future, it is recommended that the City annex areas at the same time they extend utilities. The City plans to complete an Annexation Plan in 2009 which will establish policies for future annexation.

### **Water Supply and Treatment**

#### **Inventory and Assessment**

Water service is provided in Martinsville by the Martinsville Water department. In the outer boundaries of the City's two mile fringe, water service is also provided by Painted Hills Utility Company to the east, Mapletown Utilities to the north, and Morgan County Rural Water to the northwest. Between these four entities, water is served in all areas of the corporate limits and most outlying areas. It appears one area in particular is underserved within the two mile fringe, which is west of the City, between SR-39 and SR-67.

#### **Martinsville Water**

Martinsville has a water department that serves approximately 4,500 water customers. These customers are mostly within the city, though water mains do extend considerably north and south of the corporate limits. The city's water comes from three wells that are located to the northwest, near the intersection of Cunningham Street and Elliott Street. The wells are designated as Well #3, Well #4, and Well #5. The pumping capacities of the wells are 1200 gallons per minute (GPM), 759 GPM, and 1391 GPM, respectively. Each pump operates at 80 psi of head.

Storage in the water system is currently 1,375,000 gallons, and is currently being expanded. The storage is provided by two structures, a one million gallon elevated tank off Sycamore Street, and a 375,000 gallon standpipe off Lincoln Hill Road. The City has received complaints about water pressure in the southern end of their system. To address the problem, the City built a 1.5 million gallon ground storage tank off Burton Lane. The tank will be in service by the spring of 2009. Once completed, the total storage in the system will be 2.9 million gallons, with the system pressure expected to be 60 psi.

The city's water treatment plant was constructed in 2006. Prior to this time, the water was treated at the well site using chlorine and fluoride. The current treatment plant includes chlorine, fluoride, phosphate, and granular activated charcoal. The plant's capacity is 2 million gallons of water per day, though typical usage is 1.5 million gallons of water per day. The daily usage is 75% of the plant's treatment capacity.

#### **Outer Fringe Water Providers**

##### *East: Painted Hills Utility Company*

Painted Hills Utility Company is a water service provider located east of Martinsville. The utility has approximately 600 customers and an annual average demand of 150,000 gallons of water per day. The utility's water comes from two wells off of Cramertown Loop Road, and they have a production capacity of approximately 1 million gallons of water per day. Storage in the system is 170,000 gallons, from three ground storage tanks.

##### *North: Mapletown Utilities*

Mapletown Utilities is a non-profit company that provides both water and wastewater services to an area north of Martinsville, between SR-37 and Blue Bluff Road. The water system consists of two wells that have a total production capacity of 432,000 gallons of water per day. The storage in the system

is provided by a 180,000 gallon ground storage tank. The utility has approximately 580 water customers, who use an annual average of 150,000 gallons of water per day.

*West: Morgan County Rural Water*

Morgan County Rural Water is a non-profit cooperative that has a service area of approximately 148 square miles in western Morgan County. The utility serves west of SR-67, and so a portion of the service area is within the two-mile fringe of Martinsville. The system was originally built for rural residential customers, so many of the mains are small diameter and cannot provide fire flow. In other areas of the system, especially to the north near I-70, there are large diameter mains and an interconnect with Indianapolis Water.

### Action Steps

- Upgrade small diameter mains in fringe areas as needed to provide fire protection to areas with higher development densities.
- Meet on an annual basis with surrounding water utilities to coordinate service to fringe areas.

## Stormwater

### Inventory and Assessment

Martinsville collects and conveys stormwater through a collection system that ultimately discharges to local rivers and streams. In recent years, the Environmental Protection Agency (EPA) has worked to improve the quality of stormwater discharged by municipalities by designating and regulating municipal separate storm sewer systems (MS4s). Martinsville is designated as an MS4 entity.

As an MS4 entity, municipalities must establish a program that establishes best management practices (BMPs) and measurable goals to meet six “minimum

control measures.” The minimum control measures are: Public Education and Outreach, Public Participation/Involvement, Illicit Discharge Detection and Elimination, Construction Site Runoff Control, Post-Construction Runoff Control, and Pollution Prevention/Good Housekeeping. In order to meet the requirements of the MS4 program, several communities have established stormwater utilities. These utilities typically have rates for the use of the stormwater system, providing revenue to help fund improvements to stormwater systems and for management of the MS4 program.

Martinsville has been permitted under the MS4 program, and therefore has already established its program to meet the minimum control measures. As capital improvements are planned to the stormwater system, consideration should be given to establishing a stormwater utility to fund needed stormwater improvements.

### Action Steps

- Evaluate advantages and disadvantages of establishing a stormwater utility.

## Wastewater

### Inventory and Assessment

The majority of the properties in the Martinsville corporate limits are served through the City’s sanitary sewer system. Sanitary sewers also extend slightly north and south of the corporate limits. Further north of the City, but south of the White River, the non-profit utility Mapletown Utilities provides sanitary sewer service. The remaining areas outside of the corporate limits are served through individual septic systems.

## Martinsville Wastewater

### *Sanitary Collection System*

The sanitary sewer system consists of both gravity sewers and force mains. There are two main lift stations which pump those flows to the plant. The first lift station, Centerfield, collects sewage from the south, east and northeast portions of the City with the main interceptor running along SR-37. The size of this interceptor gets as large as 30-inches. Located on the west part of the City just off SR-39, the second lift station, Mitchell, has two interceptors of 14 and 18-inches in size and that collects from the center portions of downtown and also extends to the west and north. There is a third and much smaller lift station which pumps flow to the plant from a subdivision south of the City, Legendary Hills. In all the City has 14 lift stations in order to serve areas that cannot be served by gravity sewers.

Over the last several years, the sanitary sewer system has had problems of inflow and infiltration (I/I) into the collection system. This results in large flows going to the treatment plant during substantial rain events and events where there are sewer backups because the lift stations cannot keep up with the incoming flows. In order to reduce I/I, the City has performed a Sanitary Sewer Evaluation Study (SSES) to identify the potential areas of concern.

### *Wastewater Treatment Plant*

The City's wastewater treatment plant (WWTP) was first built on the present site in the late 1950's and has seen two significant upgrades. Most recently, the WWTP was upgraded in early 2007. The project was initiated to meet new ammonia requirements and increase the peak flow capabilities of the plant. The improvements place the WWTP in a good position to serve future development in the City.

The WWTF is rated for an average daily flow design of 2.2 MGD and a peak treatment capacity of 6.25 MGD. A new pre-treatment facility was made part

of the plant during the expansion that removes trash, sand, gravel and other grit materials prior to biological treatment. The biological process includes an extended aeration activated sludge process with circular clarifiers. The final effluent is treated with UV disinfection. Solids that are removed by clarification are processed with aerobic digesters and then sent to a belt press for further dewatering.



After the improvements project the average daily flow was measured at 1.4 MGD for 2007. For the year the plant operated at a 64% capacity. The high rainfall in 2008 has taken some of the capacity at the treatment plant because the collection system receives a high amount of I/I. The influent flows from January thru July averaged 1.89 MGD; operating at 86% capacity. The peak flow sent to and handled at the plant during that time was 4.97 MGD.

## Mapleturn Utilities

Mapleturn Utilities is a non-profit company that provides water and wastewater services to an area north of Martinsville. In terms of wastewater services, the utility has approximately 580 customers, with a daily production of approximately 140,000 gallons per day. The wastewater treatment plant is contact stabilization and has a design flow of 225,000 gallons per day.

## Septic Systems

Most 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 Edgewood, northwest of Martinsville on the west side of SR-67. This area has had septic system problems in recent years, and could benefit from sanitary sewer service.

### Action Steps

- ☑ Use the Sanitary Sewer Evaluation Study to determine I/I sources that are the highest priority. These priority areas should be rehabilitated.
- ☑ Regularly review options for extending sanitary sewers to areas with failing septic systems within the fringe.

## Electric, Natural Gas, and Telecommunications

### Inventory and Assessment

#### Electricity

Electric service in Martinsville is provided by Duke Energy. The area outside Martinsville is served by South Central Indiana REMC.

#### Natural Gas

Vectren Gas Company serves Martinsville and the outlying areas.

#### Telecommunications

High-speed fiber optic lines are known to run through Martinsville. The lines also pass through Morgantown to the west and Bloomington to the south. The lines are part of a large network,

connecting several cities throughout the midwest and east coast.

The availability of high-speed telecommunications is an advantage to Martinsville, placing the City in a good position for future development. High-tech businesses require good telecommunications. It is recommended that the City market this asset to new businesses considering locating in Martinsville.

### Action Steps

- ☑ Encourage the extension and upgrade of electric, natural gas and telecommunications infrastructure.



**8 • TRANSPORTATION**

## Highlights

- ☑ **Interstate 69 is being planned, but is likely 10, 20 or more years away from impacting Martinsville. The SR 37/144 Corridor Plan has been developed to guide decisions for what is best for the community today – as well as in the future when Interstate 69 reaches Martinsville.**
- ☑ **Plans are underway to replace the existing SR 39 with a new “bypass” west of Martinsville. This plan offers recommendations on land use and traffic patterns along the route.**
- ☑ **Martinsville lacks a clear front door/gateway into the community. This plan includes recommendations for developing Ohio Street as a gateway into the community and a direct link to the historic downtown.**

## Introduction

The Transportation Plan describes Martinsville’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 City 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:

- ◆ 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 Corridor Plan (2008 Draft)

## Contributing Factors

In order to conduct a proper transportation assessment for the Martinsville 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 Morgan County has previously been assessed in the Morgan County Transportation Plan. This document was written in 2007 and was funded 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.

A recommended transportation plan was given in the MPO Plan, based on the anticipated transportation needs for the next 20 years. Since

the recommendations were developed in 2007, the information is recent and helped guide this Plan. However, this Plan separates itself from the MPO Plan by placing a greater emphasis on priorities more specific to the county, and on impacts related to I-69. It also includes more up-to-date public input and coordinates with city and 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.

Two of the I-69 planning sections take place in Morgan County. The north section, Section 6, follows SR 37 from the northern end of the County to the southern end of Martinsville. The next section, Section 5, continues south on SR 37 from Martinsville to Monroe County. The EISs for both sections are still in the draft phase. Although the studies for both sections are not finalized, there are alternatives which have been presented to the public. These alternatives do not vary in alignment, but they do propose different interchange locations. The alignment in both sections follows the existing route of SR-37.

Interstate 69 related impacts and issues are reviewed in detail in the SR 37/144 Corridor Plan section of this document.



**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 SR-37, SR-39, and Morgan Street.

**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-67, SR-252, and Main Street.

**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 Harrison Street, Mulberry Street, and East Washington Street.

Functional Classifications of Major Roads in Martinsville	
Functional Classification	Road / Street
Principal Arterial	SR-37
	SR-39
	Morgan Street
	Hospital Drive
Minor Arterial	SR-67
	SR-252
	Rueben Drive
	Main Street
	Morton Avenue
	S. Ohio Street
	W. Washington Street
	Mahalasville Road
	Poston Road
Urban Collector	Cramertown Loop
	Harrison Street
	Park Avenue
	Mulberry Street
	E. Washington Street
	Columbus Street
	Garfield Avenue
	Home Avenue
	Gray Street
	South 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. Examples include SR-44 and Blue Bluff 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. An example is Old Morgantown Road.

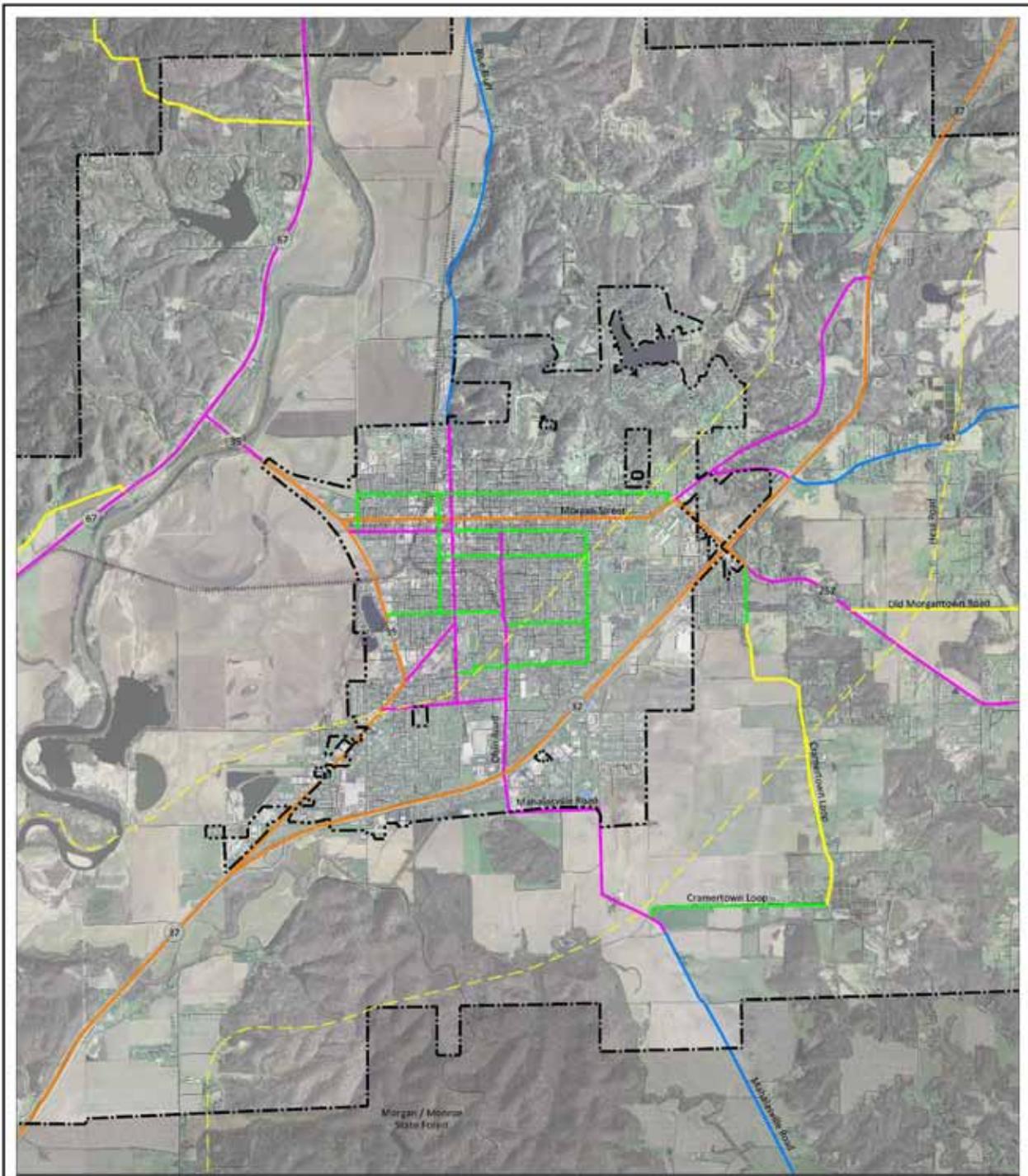
**Local Street**

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 Transportation map on the next page provides an exhibit of the existing road network within the corporate limits of Martinsville. The various arterial and collector streets have been designated using color coding.

The Future Transportation Map, also on the following pages, illustrates the existing road network for the 2-mile fringe area around Martinsville.

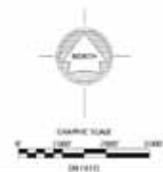


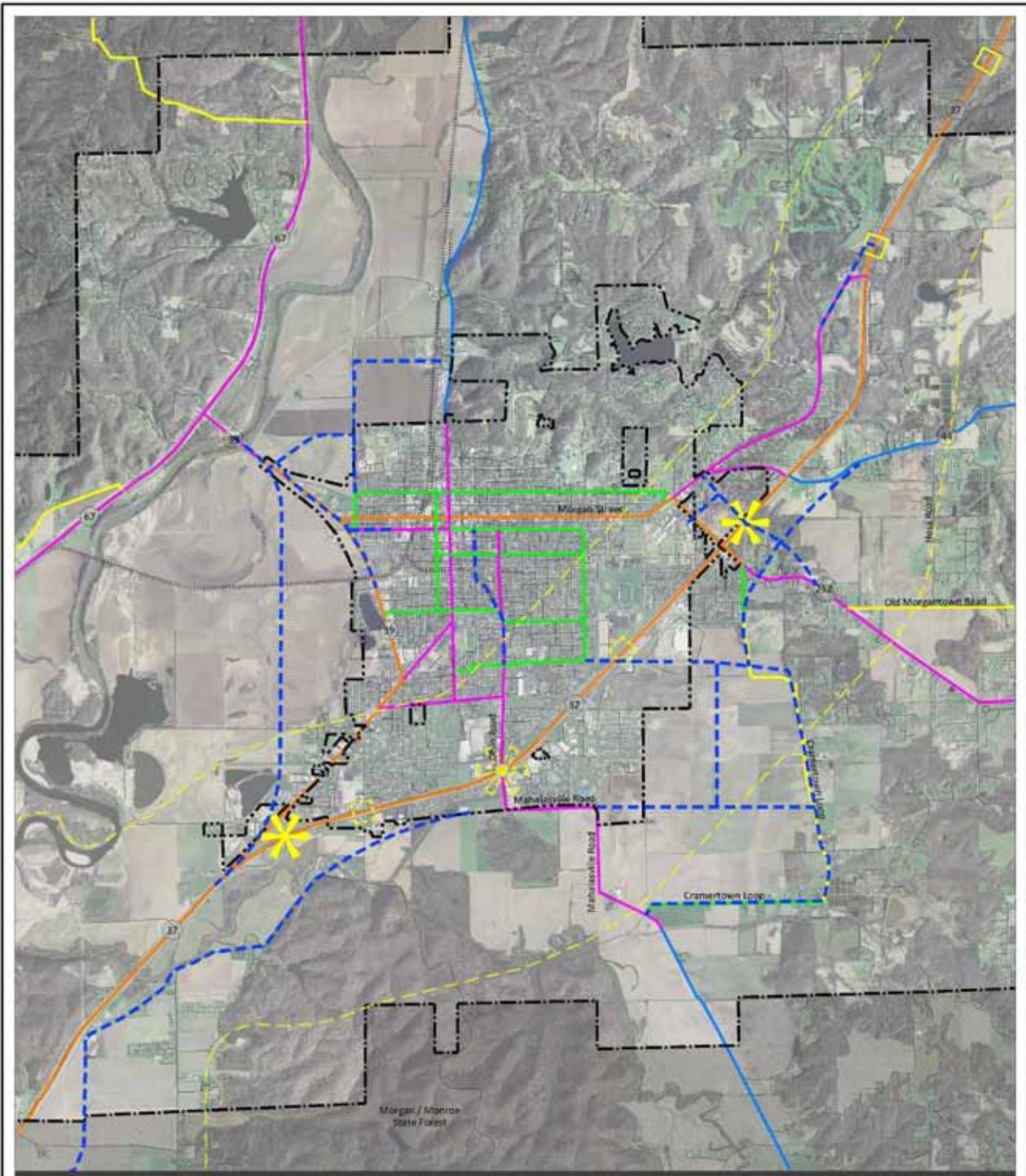


Legend	
	Corporation Limits
	Two Mile Fringe
	SR 37 / 144 Corridor Overlay
Railroad	
	Interstate
	Major Arterial
	Minor Arterial
	Urban Collector
	Major Collector
	Minor Collector

# Transportation Map

Martinsville Comprehensive Plan

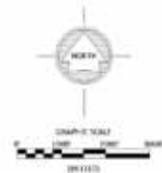




Legend	
--- Corporation Limits	★ Proposed I-69 Interchange (All Alternatives)
--- Two Mile Fringe	★ Proposed I-69 Interchange (Some Alternatives)
--- SR 37 / 144 Corridor Overlay	--- Proposed I-69 Grade Separation (All Alternatives)
--- Railroad	--- Proposed I-69 Grade Separation (Some Alternatives)
--- Interstate	○ Gateway
--- Major Arterial	--- Proposed Route in Thoroughfare Plan
--- Minor Arterial	
--- Urban Collector	
--- Major Collector	
--- Minor Collector	

# Future Transportation Map

Martinsville Comprehensive Plan



## Assessment

### Major Issues from Public Input

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

- ◆ Proposed I-69
- ◆ Ohio Street as a gateway to downtown
- ◆ SR-39
  - White River Bridge
  - Realignment
- ◆ South Street extension to Grand Valley Boulevard
- ◆ Transportation improvements for business parks
  - East business park
  - West business park

and grade separations for I-69 in Martinsville. Please see the Corridor Plan for more detailed information regarding the I-69 interchanges and grade separations near the City.

### Analysis of Priority Issues

#### Interstate 69

The impacts of I-69 on Martinsville are analyzed in the Morgan County SR-37 / SR-144 Corridor Plan. The Corridor Plan was written concurrently with this Plan and is included in Section X. The Corridor 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.

The table on the following page is an example of the type of information included in the Corridor Plan. The table describes the recommended land use and key issues at the proposed interchanges

<b>I-69 Corridor Development Summary - Martinsville (Excerpt from Morgan County SR 37/144 Corridor Plan)</b>			
<b>Location</b>	<b>Interchange / Grade Separation Recommendation</b>	<b>Predominant Land Use Recommendation</b>	<b>Notes and Issues</b>
<b>Liberty Church Road</b>	Interchange	Business Park	Largest area in Martinsville currently provided with utilities and located out of the floodplain
			Provides access to State Forest via old SR 37 and new frontage roads
<b>SR 39 (Morton Avenue)</b>	Interchange	Commercial (Retail)/ Industrial	Connect to future SR 39 bypass
<b>Burton Lane</b>	Grade Separation	Commercial	Grade separation may not be required if frontage roads adequately tie in the area to SR 39 and Ohio Street
<b>Ohio Street (Mahalassville Road)</b>	Interchange	Commercial/Retail	Envisioned as the preferred gateway to Martinsville
			Provides connection to SR 37/I-69 from Mahalassville Road for county residents south of Martinsville
			Connection to Harman Becker site on Ohio Street is important to community redevelopment effort
<b>Grand Valley Boulevard (South Street)</b>	Grade Separation	Commercial (Retail)/ Business Park	Consider options for full grade separation or grade separated pedestrian crossing this location to improve walkability of community and encourage connection to local street grid

I-69 Corridor Development Summary - Martinsville (continued) (Excerpt from Morgan County SR 37/144 Corridor Plan)			
Location	Interchange / Grade Separation Recommendation	Predominant Land Use Recommendation	Notes and Issues
SR 252/SR 44	Interchange	Commercial (Retail/mixed use)	Recommend connecting SR 252 and SR 44 at one interchange
			Fire Station on SR 44 needs connected to I-69
			Tie in access road to new industrial development south of interchange

**Ohio Street Corridor**

Stakeholders and the public have expressed that Martinsville needs clearly defined gateways to the City. The gateways would have signage, landscaping and urban design features to inform travelers they are entering Martinsville. As a solution to this, the City has proposed improvements to Ohio Street, between SR-37 and downtown, making a corridor that is a main gateway to downtown.

The proposed Ohio Street gateway would start at the intersection of SR-37 and Ohio Street. Moving north, the gateway would jog northwest onto Circle Street, then head north on Sycamore Street, ending downtown at Washington Street. A possible alternative is for Jefferson Street or Main Street to be used as the final section, in lieu of Sycamore Street. The use of Jefferson Street or Main Street would route incoming travelers to directly to the courthouse square and the downtown business district.

A gateway along Ohio Street would also provide an opportunity to incorporate a multi-use trail. Parallel to Circle Street, there is an abandoned railroad that continues northwest. The abandoned railroad could be converted to a multi-use trail, improving multi-modal transportation in the City.

The City has already acquired funding to reconstruct the segment of Ohio Street near SR-37. However, the length that is being funded could be impacted by I-69 interchange at Ohio Street. The location and scope of this first segment of the Ohio Street Corridor should be carefully designed to set a standard for a gateway into the city, but should also be planned such that the investment is not torn up when I-69 is ultimately constructed.

**State Road 39**

SR-39 runs along the western edge of Martinsville corporate limits, providing access to both SR-37 and SR-67. In recent years, SR-39 has seen increased traffic. Furthermore, the White River bridge has deteriorated. In order to address these issues, INDOT is currently planning to build a new White River bridge and establish a new realignment of SR-39, which will effectively result in a western Martinsville bypass.

Construction of a new White River Bridge is scheduled to begin as early as 2010. This project provides another opportunity to establish a gateway into Martinsville. Enhancements to the bridge deck and railing design should be considered, possibly

incorporating similar railing details that are found on the current budget. Other enhancements should be made as well. Pedestrian accommodations should also be made to the bridge in keeping with long term goals of providing a greenway along the river.

A new alignment is also being considered for SR 39. This would route SR 39 west of the City, effectively providing a new bypass around Martinsville. Through the design phases of the bypass, INDOT will work with City officials to establish a couple access points to the City. This alignment and potential issues related to access points and land use along the route are considered in the SR 39 Bypass Critical Sub Area Plan.

### **South Street**

The construction of I-69 is not expected to include an interchange at Grand Valley Boulevard. As a result, access to commercial development and the business park being planned in the area would have to be served by lengthy frontage roads not convenient to residents.

To encourage the long term vitality of the commercial corridor, it has been proposed that Grand Valley Boulevard be connected to South Street. South Street is an east west corridor that begins at Main Street but ends before SR 37. Grand Valley aligns with South Street, allowing the two streets to be interconnected with an overpass/underpass.

The result would be a convenient east-west corridor that would connect neighborhoods to this commercial district and future business park.

Upgrades to south Street will need to be considered to support this route and should be completed prior to the construction of I-69. Pedestrian accommodations at the overpass/underpass should also be made to support the large number of people who walk in this community.

Further details on this concept are included in the SR 37/144 Corridor Plan.

### **Business Parks**

Martinsville has two business parks, one on the east end of the City and the other on the west end. Both business parks were analyzed in the Martinsville Economic Development Plan, written in 2008. For future development to occur in both parks, the following transportation improvements are recommended.

#### *East Business Park*

The east business park is located southeast of Grand Valley Boulevard. As development starts in the park, roads will need to be extended through the park itself. The recommended road extensions are shown in the East Industrial Critical Sub Area, included in Section 9.

While access to this park will initially be from SR 37 via Grand Valley Boulevard, I-69 is expected to cut that access off. Roadway improvements will need to be made to allow access from I-69 to the north via proposed SR252/SR44 interchange and to the south from the Ohio Street/Mahalasville Road interchange. Access to the area for residents should be made via the South Street/Grand Valley Boulevard overpass/underpass described previously.

Details regarding the development of internal roads at this park are included in the Martinsville Economic Development Plan.

#### *West Business Park*

The west business park is located west of Park Avenue and east of the White River. The development of this area will also require road extensions through the business park. Since a new SR-39 alignment (see Section X) is proposed in this area, any road improvements at the park will need to be coordinated with the SR-39 project.

**Action Steps**

- ☑ Prepare a corridor plan for the Ohio Street corridor. Review alignment options. Evaluate currently funded Ohio Street project in light of corridor plan recommendations. Study multi-use trail routing options.
- ☑ Coordinate with INDOT to refine plans for the SR 39 bypass project. Work with INDOT to include gateway elements in the new SR-39 bridge project. Coordinate SR 39 alignment and access points with INDOT.
- ☑ When an I-69 schedule is set for this area, finalize plans for the upgrade and extension of South Street.
- ☑ When an I-69 schedule is set for this area, finalize plans to extend frontage roads to serve the East Business Park from adjacent interchanges.

**Railroads**

**Inventory**

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



**Assessment**

It is recommended that the City 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 and/or corridor.

**Multi-Modal System**

**Inventory**

The existing streets in downtown Martinsville have sidewalks for pedestrian use. Several of these sidewalks are deteriorating due to age, with some dating back to the Work Projects Administration (WPA) of the late 1930s and early 1940s. In addition to the downtown area, there are also sidewalks within recent residential developments. Recreational trails for pedestrian or bicycle uses are not known to exist.

**Assessment**

It is recommended that the City conserve, upgrade and extend its pedestrian facilities, while also starting to establish multi-use (i.e. for both pedestrians and bicyclists) trails. The City’s first priority should be to improve sidewalks within the corporate limits to connect neighborhoods, parks, downtown, businesses, etc. This includes replacing deteriorated sidewalks and incorporating new sidewalks. A secondary focus should be to establish external pedestrian systems such as multi-use trails located within the road right-of-way or in separate right-of-way.

Concurrent to this Plan, Morgan County completed a plan for the development of the White River Whetzel Trace Greenway. The vision behind the greenway is to create a multi-use corridor that will parallel the White River, providing a unique

recreational facility. The planning has focused on the initial segment, which is over 12 miles long. The segment begins at the Morgan-Johnson County line near Waverly and ends at Henderson Ford Road. Long term extensions of the greenway could extend north towards Mooresville along White Lick Creek and south along the White River or Blue Bluff Road towards Martinsville.

### **Action Steps**

- Develop prioritized plan and supporting policies for repairing, replacing and installing new sidewalks throughout the community.
  
- Develop multi-use trail plan for community.

## **Public Transportation**

### **Inventory**

There are currently no public transportation services in Martinsville.

### **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. The Plan did not include any other proposed routes in Morgan County.

Martinsville should determine whether there is public interest in public transportation. If there is public support, especially for commuter service to Indianapolis, the City should work with

IndyGo to be included in future route planning. In the Comprehensive Operational Analysis Plan completed in 2005, IndyGo included a long-range plan of adding service to Shelbyville. Shelbyville is similar to Martinsville in its distance from Indianapolis. This shows IndyGo's interest in extending service, even to communities that are greater than 15 miles from Indianapolis.

### **Action Steps**

- Investigate interest in public commuter transportation. If public interest is shown, then work with IndyGo to evaluate a future commuter route in Martinsville.



**9• HISTORY & COMMUNITY ASSETS**

## Introduction

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

Martinsville community amenities are shown on the Cultural and Environmental Map on the next page. The remaining text in this section documents the history, community facilities and services in available in Martinsville, providing a one stop resource for residents and local officials.

## Goals & Strategies

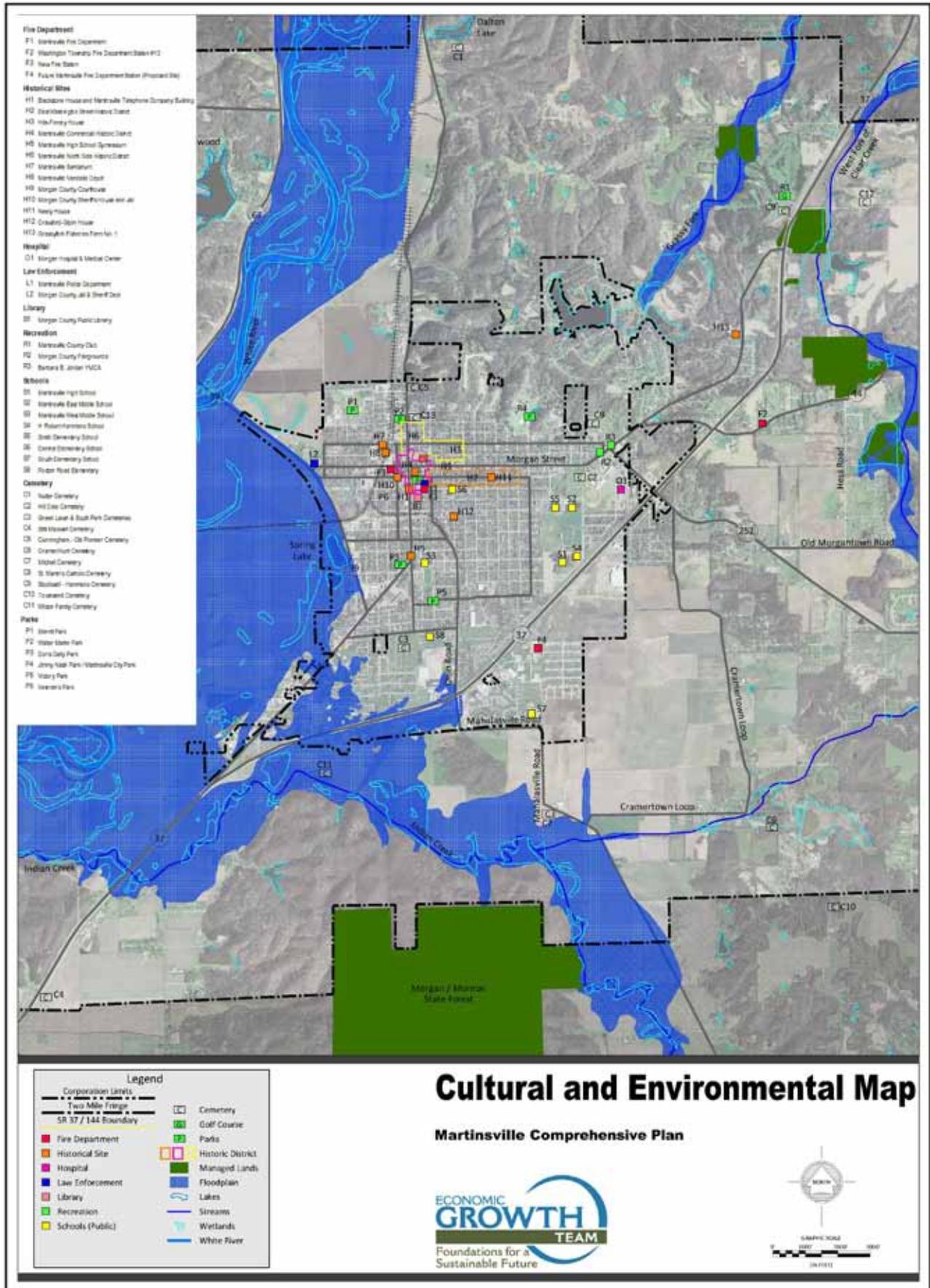
The only goal related to community facilities and services is for parks and recreation. The goal and associated strategies are noted below:

### Goal

**Create more recreational opportunities to enhance the local quality of life**

### Strategies

- ◆ Provide an interconnected network of bicycle and pedestrian facilities.
- ◆ Encourage privately provided parks and recreation areas.
- ◆ Pursue creation of an “Indian Creek Greenway” along the route of the proposed SR 39 bypass. This trail could eventually connect to the county’s proposed White River Greenway.
- ◆ Explore the creation of a multi-use recreational area on the east side of the city to support existing populations



- Fire Department**
- F1 Martinsville Fire Department
  - F2 Washington Township Fire Department Station #102
  - F3 New Fire Station
  - F4 Public Martinsville Fire Department Station (Proposed Site)
- Historical Sites**
- H1 Exchange House and Martinsville Telephone Company Building
  - H2 Exchange House (Greenwood Station)
  - H3 Hill Family House
  - H4 Martinsville Commercial Historic District
  - H5 Martinsville High School Gymnasium
  - H6 Martinsville North Side Historic District
  - H7 Martinsville Sanatorium
  - H8 Martinsville Venetian Club
  - H9 Morgan County Courthouse
  - H10 Morgan County Sheriff's House and Jail
  - H11 Pease House
  - H12 Crockett-Allen House
  - H13 Crockett-Allen Farm No. 1
- Hospital**
- O1 Morgan Hospital & Medical Center
- Law Enforcement**
- L1 Martinsville Police Department
  - L2 Morgan County Jail & Sheriff's Dept.
- Library**
- LI Morgan County Public Library
- Recreation**
- R1 Martinsville County Club
  - R2 Morgan County Fairgrounds
  - R3 Barbara B. Jordan YMCA
- Schools**
- S1 Martinsville High School
  - S2 Martinsville East Middle School
  - S3 Martinsville West Middle School
  - S4 H. Robert Harrison School
  - S5 Jack Cemetery School
  - S6 Carver Cemetery School
  - S7 South Cemetery School
  - S8 Ridge Road Cemetery
- Cemetery**
- C1 Jack Cemetery
  - C2 Hill Cemetery
  - C3 Green Lane & South Park Cemeteries
  - C4 Old Walnut Cemetery
  - C5 Cunningham - Old Power Cemetery
  - C6 Greenhill Cemetery
  - C7 Mitchell Cemetery
  - C8 St. Martin's Catholic Cemetery
  - C9 Woodland - Episcopal Cemetery
  - C10 Toward Cemetery
  - C11 White Family Cemetery
- Parks**
- P1 Wood Park
  - P2 Water Lawn Park
  - P3 Sunnyside Park
  - P4 Jimmy Todd Park / Martinsville City Park
  - P5 Victory Park
  - P6 Veterans Park

Legend	
Corporation Limits	□ Cemetery
Two Mile Fringe	□ Golf Course
SR 37 / 144 Boundary	□ Parks
■ Fire Department	□ Historic District
■ Historical Site	■ Managed Lands
■ Hospital	■ Floodplain
■ Law Enforcement	■ Lakes
■ Library	■ Streams
■ Recreation	■ Wetlands
■ Schools (Public)	■ White River

# Cultural and Environmental Map

Martinsville Comprehensive Plan



## Martinsville History

The character of present day Martinsville rests on the traditions of the past. For the most part, early settlers derive from the country's Upland South region. They traveled north over the Appalachians and across the Ohio River, then through southern Indiana to the area that would become Morgan County. Their cultural heritage is still deeply imprinted in the community. It is seen in everything from the plan of the courthouse square, with streets intersecting at right angles at each of the four corners, to early architecture, speech patterns, and strong ties to agriculture, family, faith, and church.

Martinsville is the largest city in Morgan County in addition to being the county seat. State Road 37 passes through the east side of Martinsville providing a direct link to Indianapolis and Bloomington. Other key connectors are State Road 67 and State Road 39.

In 1822, Martinsville was platted on the east bank of the White River. The town is thought to have been named in honor of John Martin of Washington County, Indiana, who served as one of the first Morgan County Commissioners. Martinsville was incorporated in 1863, after a couple of failed attempts to do so. A board of five trustees, a marshal/treasurer and a clerk/assessor were elected to serve.

The city is laid out in an orthogonal grid centered on the courthouse square. Streets are oriented north and south and east and west. In the older parts of the city, blocks are divided into quarters by alleys, with two lots per quarter block. In the downtown commercial district, buildings are set on the sidewalk; there is no setback. In the residential areas, setbacks are relatively shallow, with grass plots found between the public streets and sidewalks. In later developed residential areas, sidewalks and street curbs are often nonexistent, and houses are set back farther from the public thoroughfare.



Morgan County Courthouse

There have been three county courthouses on the public square in Martinsville. The first courthouse built of logs was constructed in 1823 and was located on the southwest corner of the square. In 1833-34, it was replaced by a two-story courthouse made of brick. The third and existing courthouse was put out for bid in 1857 and completed in 1859 for a total cost of \$32,000. The east addition was completed in 1976.



CCC & St. Louis Railroad Depot (1881)

Source: [http://scican3.scican.net/designing\\_place/Martinsville\\_History](http://scican3.scican.net/designing_place/Martinsville_History)

## Transportation

The first railroad reached Martinsville in the 1850s. By the end of the nineteenth century, there were two rail lines through the city. The north-south Indianapolis and Vincennes line crossed through the west end of town; it later became the Vandalia line of the Pennsylvania Railroad. The east-west CCC & St. Louis line, also known as the Big Four, passed through a few blocks south of the courthouse

square. The train depots for both lines still exist today. Between 1902 and 1930, the electric railway, or interurban, was a popular choice for travel between Martinsville and Indianapolis. The interurban depot still stands on the west side of North Main Street.

With the advent of the automobile during the early-twentieth century came improvements in the road system. Roads went from narrow dirt paths to gravel and macadam on more heavily-traveled routes, and river crossings went from private ferry operations to publicly funded wood, iron, and concrete bridges. By the 1930s, local roads had been taken into the state highway system, including State Road 37, State Road 39, and State Road 67. Within a few years, a new bridge will be constructed over White River, a new Bypass built, and the current Bypass will become a local road. Planning is now underway to convert State Road 37 into I-69.

**Industry**

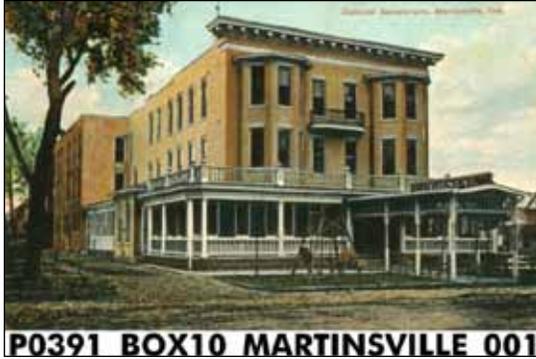
During the 1800s, Martinsville shipped a large volume of pork and grain south to New Orleans and other ports via the White River. It is believed that the pork trade was the primary reason for the growth of the town. During this growth period the town grew significantly and included mills, barrel makers, tanneries and distilleries. In its development and commercial enterprises, Martinsville was not unlike other towns of its size.

Martinsville’s industrial boom spanned the period 1890-1940 and is distinguished by several nationally significant natural resources-based industries. The Old Hickory company, probably the city’s largest single employer during this period, produced rustic hickory furniture in such demand that an entire statewide industry developed. Grassyfork Fisheries, established on swampy farmland northeast of the city, grew into the world’s largest goldfish hatchery by World War II. In 1970, it was sold to Missouri-based Ozark Fisheries, which continues in operation today. Adams Brick Company and Martinsville Brick Company were established just north of downtown. They utilized the area’s abundant clay and shale deposits to produce bricks of many types. The latter company in particular had a great impact on Martinsville. Its Poston Knobstone blocks were used to pave the streets and state highways, and its multi-colored, wire-cut brick were used in the construction of many of the city’s most significant private houses, civic buildings, and commercial and industrial buildings.

It was the discovery of mineral water and the development of associated sanitariums that best defines the industrial history of Martinsville. Mineral water was discovered in 1887 while investors were drilling for natural gas. Captain Sylvanus Barnard built the first sanitarium near this well to take advantage of the medicinal qualities associated with the mineral water.



Old Hickory Furniture Factory  
 Source: [http://scican3.scican.net/designing\\_place/Martinsville\\_History](http://scican3.scican.net/designing_place/Martinsville_History)



Colonial Sanitarium  
Source: <http://images.indianahistory.org>

Several more sanitariums were soon built and a booming industry was born. At one time, Martinsville boasted 12 different sanitariums. Homelawn, the finest of them all, was the last to close in 1968. The City of Martinsville gained two nicknames, the Artesian City and the City of Mineral Water, from the sanitarium industry.



Highland Sanitarium  
Source: <http://images.indianahistory.org>

By the 1950s, the sanitarium industry had all but come to an end. Not since then has there been a single industry with such impact on the local economy. New industries were technology-based. Twigg Industries, a manufacturer of components for the aerospace industry, located in Martinsville in 1957. Harman-Motive, later Harman-Becker, a manufacturer of automotive speakers, came to Martinsville in 1981. Martinsville's largest industry for many years, it closed its local plant in 2009. Today's important manufacturers include Twigg and Form-Tec Plastic. Development of new industrial sites and redevelopment of the Harman-

Becker plant are considered essential to attracting new industry to Martinsville.

## Martinsville Community Facilities and Services

### Schools

The Metropolitan School District of Martinsville (MSD) has eight elementary schools (six of which are located in Martinsville); two middle schools, one high school, and one alternative high school. Martinsville also has one faith-based school serving pre-kindergarten through high school students. Early education offerings include Head Start, Footsteps and Little Indian Creek Montessori schools, and Prince of Peace Lutheran School (pre-school through kindergarten) and several private preschools. The community also has a strong home-school interest.

Many post-secondary educational institutions are located within 40 miles of Martinsville. In Bloomington are Indiana University and Ivy Tech Community College. In Indianapolis are the University of Indianapolis, Ivy Tech State College and Indiana University – Purdue University, and a number of business schools and private colleges and universities.

### Healthcare

Martinsville has several health care providers, the largest being Morgan Hospital and Medical Center. The hospital is licensed for 106 beds and is a public, non-profit hospital and medical center. In 2007, Morgan Hospital's Regional Cancer Center received the Commission on Cancer (CoC) Outstanding Achievement Award (OAA) for excellence in providing quality care to cancer patients. Other large medical facilities within 20 miles of Martinsville are St. Francis Hospital and Health Center in Mooresville and Bloomington Hospital and Healthcare System in Bloomington.

### **Police & Fire Departments**

As of October 2008, the Martinsville Police department had 21 full time police officers and 10 reserve officers. The police department operates out of historic City Hall.

As of October 2008, the Martinsville Fire Department had 15 full time firefighters with 12 volunteer firefighters. The fire department is currently operating out of its station attached to City Hall but will move to its newly constructed fire station on West Morgan Street in the fall of 2009.

### **Transportation Alternatives**

The main form of transportation in Martinsville is by passenger vehicles. According to city data.com, 77 percent of Martinsville residents drove alone to work, while 16 percent carpooled. This data is comparable to the 2000 Census information for the same categories.

Currently, there are no public transit systems available in Morgan County. According to an August 2008 survey compiled by Strategic Marketing & Research, Inc., the Greater Indianapolis Chamber of Commerce and Metropolitan Indianapolis Board of Realtors, 83.1 percent of county residents agree that there is a need for mass transit. From the same study, 74.2 percent agree that they would likely use mass transit if it was made available.

The Central Indiana Regional Transportation Authority (CIRTA) is trying to bring some form of mass transit to the nine-county area around Indianapolis, which includes Morgan County. According to an article in *Network Indiana*, CIRTA Executive Director Ehren Bingaman notes that doesn't necessarily mean buses and trains to Morgan County. He says the goal is to make the entire region part of a mass-transit network; in some areas, that could mean expanding Indy's Central Indiana Commuter Services carpool-matching program, or reserving some lanes on busy roads for buses and

carpool vehicles. Meetings regarding mass transit in Morgan County were conducted in Mooresville and Martinsville in May of 2008.

Greyhound bus service and Amtrak trains are available for Martinsville residents out of Indianapolis. Martinsville is home to the private Milhon Aiport, while the nearest commercial airport to Martinsville is the Indianapolis International Airport.

### **Churches**

Martinsville has dozens of churches within the city limits. Many religious denominations are locally represented, such as Apostolic, Catholic, Church of Latter Day Saints, Episcopal, Nazarene, Presbyterian and Seventh Day Adventist, to name just a few. There are many independent and non-denominational churches as well. Several within the city or just outside its limits have large, new facilities with worship space, fellowship hall, classrooms, and indoor and outdoor recreational facilities.

### **Library**

Martinsville is fortunate to have the main branch of the Morgan County Public Library located within its limits. The library was founded in 1906, when Andrew Carnegie donated \$12,500 for construction of a building, which still is occupied today. The building has undergone substantial renovations in the past seventeen years, resulting in a beautiful civic institution that is a cornerstone of the community.

As of 2007, the library had an operating income of \$976,287 with 133,130 books; 5,254 audio materials; 4,695 video materials and 225 serial subscriptions. Five branch libraries are located throughout the county.

### **Rediscover Historic Martinsville**

Rediscover Historic Martinsville, Martinsville's Main Street program, was chartered in 2008. In

2009, monthly downtown events designed to restore a sense of community in the City's historic core have included an Easter Brunch with the Bunny, June Summerfest and Fourth of July on the Square. Rediscover Historic Martinsville is currently partnering with the City of Martinsville in pursuing a Disaster Recovery 2 grant from the Indiana Office of Community and Rural Affairs to prepare a downtown revitalization plan.

### **Cultural Arts**

The cultural arts are represented by several not-for-profit organizations. The Martinsville Arts Council promotes, develops, and encourages activities that are concerned with furthering all aspects of the arts. It owns the historic Vandalia Depot, home to the Merry Mac Players, a community theater group. The Morgan County Art Guild is an informal group of professional and amateur artists that sponsors an annual art show associated with the Fall Foliage Festival. Premier Performances of Morgan County, formerly the Morgan County Community Concert Association, is a non-profit membership organization committed to bringing artists and South Central Indiana area audiences together in a high quality, affordable concert series. Located in the former Methodist Church in downtown Martinsville, Art Sanctuary is a new artists' facility with studio and exhibit space. Eventually, it will be a 501(c)-3 organization run by a fulltime director and advised by a board of directors. Several commercial galleries also offer art lessons. Art Sanctuary held The Artesian, a juried art show anticipated to be an annual event, in May 2009.

### **Cultural Events**

Special community festival-type events held in Martinsville include the Morgan County Fair, where offerings include several days of activities for all ages. Horse shows, 4-H events, talent shows, music concerts and various contests are just a few of the highlights. The Fall Foliage Festival has been

held annually in Martinsville for 50 years. The idea originated with J. William Alexander, who proposed the idea of a fall festival to the Martinsville Chamber of Commerce in 1960. The Fall Foliage Festival celebrates the beautiful fall season in the area with a large Sunday parade, craft market, 5K run/ walk and many contests. Other events include those sponsored by Rediscover Historic Martinsville.

### **Parks & Recreation**

The Martinsville Parks Board oversees four parks: the Doris Daily Park, Victory Park, Walter Martin Park and Jimmy Nash City Park. Occupying a hilly, wooded 40-acre site, Jimmy Nash City Park features the public pool and a popular winter sliding hill and is the site of the City's Fourth of July fireworks show and a large Christmas lights display. All of the parks contain some combination of shelters and grills, playgrounds for children, and landscaping and benches.

Located on a downtown corner, Veteran's Memorial Park is a joint effort of the City of Martinsville and the local veterans' organization. The park replaces a building destroyed by fire.

Several laser-etched black granite monuments commemorate Morgan County veterans of all major wars. The memorial is said to be among the finest to be found among cities the size of Martinsville.

While the Morgan – Monroe State Forest, on the south side of Martinsville, has opportunities for trail hiking, the City does not have a trail or greenway network to date. However, Martinsville has the potential to be a major destination for hikers. The Morgan County Parks Plan proposes a trailhead on Burton Lane north of SR 37 that would allow access to the planned 140-mile Knobstone Trail that extends from Morgan – Monroe State Forest to the Hoosier National Forest. Approximately two-thirds of the Knobstone Trail has already been constructed.

Though currently without a parks master plan, the City is contemplating creating one to formalize the parks board’s immediate needs and goals. Development of a park and recreation master plan is important not only as a plan for future parks, but it also makes the City eligible for various grant programs available through the Indiana Department of Natural Resources.

During the planning process, citizens repeatedly requested more public investment in existing and new parks. Some of the priorities that were discussed for future parks included:

- ◆ A riverfront park at SR 39 near the new White River Bridge to be constructed in 2012.
- ◆ A greenways system for the community, possibly tied to the county’s proposed White River Greenway
- ◆ Bike lanes on city streets and in the two-mile fringe area.
- ◆ Development of a park or greenway along Indian Creek on the south side of Martinsville.

In terms of local recreational offerings, Martinsville has the Morgan County Fair, city pool, Barbara B. Jordan YMCA, and many youth sports leagues, including baseball, basketball, soccer, and football. The Martinsville Golf Club offers a beautiful 18-hole course, with men’s and women’s leagues available in addition to golf lessons from a course pro. The White River provides canoeing and fishing opportunities, with public access at nearby Henderson Ford and an informal access below the White River Bridge. The wooded, rolling rural roads surrounding the City are very popular with area bicyclists and motorcyclists.

**Historic Resources**

Administered by the National Parks Service, the National Register of Historic Places is the official list of the nation’s historic places considered worthy

of preservation. There are several criteria that can qualify a resource for inclusion in the register. For example, a resource could be associated with the lives of historically significant people or embody a distinctive type, period or method of construction.



Vandalia Depot (1911)

Source: [http://scican3.scican.net/designing\\_place/Martinsville\\_History](http://scican3.scican.net/designing_place/Martinsville_History)

Martinsville’s registered resources are part of its cultural assets that help define its character and appearance. The successful preservation of these resources is a critical economic development tool, can rally community pride, and generate tourism.

Martinsville has 15 structures on the National Register of Historic Places. The total number is subject to change, as Grassyfork Fisheries Farm No. 1 will be added in 2010, while several other resources that have been lost are expected to be removed from the list.



Martinsville High School Gymnasium

Source: Gsanvin

Martinsville Structures on the National Register of Historic Places (2008)			
Resource	Date	Location	National Register Designation
Blackstone House and Martinsville Telephone Company (Cure & Hensley Funeral Home)	c.1860, 1927	127 S. Main Street	1997
Burton Lane Bridge <sup>1</sup>	1872	Burton Lane over Indian Cr., .3 mi. S of SR 37	1997
Crawford-Gilpin House	1862	339 S. Ohio St.	2008
East Washington Street Historic District	1869-c.1940	Roughly, E. Washington St. from Sycamore to Crawford Sts.	1997
Grassyfork Fisheries Farm No. 1	c.1899, 1936	2902 E. Morgan Street	NR nomination in progress. Will be listed in 2010.
Hastings Schoolhouse <sup>2</sup>	1870	1/5 mi. S. of jct. Hacker Creek Rd. and Liberty Church Rd.	1999
Hite-Finney House <sup>3</sup>	c.1855	183 N. Jefferson St.	1996
Martinsville Downtown Commercial Historic District	c.1847-1947	Roughly bounded by Pike, Mulberry, Jackson, and Sycamore Sts.	1998
Martinsville High School Gymnasium	1924	759 S. Main St.	1981
Martinsville Northside Historic District	c.1850-c.1935	Roughly bounded by Cunningham, Mulberry, Pike, and Graham Sts.	1997
Martinsville Sanitarium	1925	239 W. Harrison St.	2005
Martinsville Vandalia Depot	1911	210 N. Marion St.	1991
Morgan County Courthouse	1859	Courthouse Square	1996
Morgan County Sheriff's House and Jail	1890	110 W. Washington St.	1996
Neely House <sup>4</sup>	1895	739 W. Washington St.	2000

<sup>1</sup> Collapsed two weeks after it was listed. Remains are privately owned and in storage in Greene County.

<sup>2</sup> Destroyed by the 2002 tornado. Delisting from the National Register will be pursued.

<sup>3</sup> Expected to be demolished soon.

<sup>4</sup> Also listed as part of the East Washington Street Historic District.

Source: National Register of Historic Places (<http://nrhp.focus.nps.gov>); 2008

### Further Reading

“Designing Place: Architecture as Community Art in Martinsville, Indiana.” [http://scican3.scican.net/designing\\_place/](http://scican3.scican.net/designing_place/)

Joanne Raetz Stuttgen. *Martinsville: A Pictorial History*. St. Louis: G. Bradley Publishing, Inc., 1995.

---- and Curtis Tomak. *Martinsville*. Charleston, SC: Arcadia Publishing, Inc., 2008.

---- . *Morgan County*. Charleston, SC: Arcadia Publishing, Inc., 2007.

Martinsville Economic Development Plan. Prepared by Strategic Development Group, Inc., and Hannum, Wagle & Cline Engineering, 2009.

*Morgan County Interim Report: Indiana Historic Sites and Structures Inventory*. Historic Landmarks Foundation of Indiana, 1993.



**10 • 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:

- ◆ Future State Road 39 Bypass
- ◆ Ohio Street
- ◆ West Business Park
- ◆ East Business Park
- ◆ Liberty Church Road
- ◆ State Road 39
- ◆ Burton Lane
- ◆ Grand Valley Boulevard (South Street)
- ◆ State Road 252/State Road 44
- ◆ Teeters Road
- ◆ Myra Lane

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

## Future SR 39 Bypass

### Vision

The vision for this area is to promote the movement of traffic between SR 37 and SR 67. Along the route of the new highway, it is recommended that the area remain predominantly agricultural in nature to the west, with parks, open space and similar public uses to the east side of the highway. Development of the area for commercial and residential should be discouraged, and industrial development should only be considered after full development of other available business park sites.

### Transportation

The Indiana Department of Transportation (INDOT) has included a SR 39 bypass in their short range transportation project plans. While the plans are still conceptual in nature, it is intended that the existing highway be replaced from the SR 67 south to SR 37 through the construction of a new terrain roadway west of Martinsville. The project will include replacing the bridge over the White River as well as improvements to the SR 37 interchange. Under this plan, maintenance of the current SR 39 roadway would be taken over by the City.

The alignment for the highway has not yet been determined. A location up to ½ mile west of the existing SR 39 would be advantageous to the Community and could provide additional land for park/open space on the west side of the community (see Land Use Summary).

It is recommended that only one intersection be constructed along the route. This intersection will be needed to connect the new SR 39 to existing Martinsville roadways. It is recommended that this intersection be constructed at the proposed West Business Park. That intersection should connect to Morgan Street, current SR 39 and the new Business Park.

No other curb cuts, driveways or other intersections are recommended off the new SR 39. Access to properties between the current and new SR 39 roadways would be via current SR 39.

To the south, the new SR 39 project will likely include upgrades at the SR 37 interchange. This interchange should interconnect SR 37 and new SR 39 – and should allow travelers to access frontage roads along SR 37 as well as the current SR 37. The interchange will need to be developed to interstate standards to accommodate the planned I-69 project. The configuration of area frontage roads for the future I-69 project will need to be thoroughly considered in the planning of this SR 37/SR 39 interchange. This is important because it is expected that nearby Burton Lane will not have an I-69 interchange – meaning primary access to Burton Lane in the long term will be via the SR 39 interchange and adjoining frontage roads. The City will need to work with INDOT to more accurately plan frontage road configurations to reduce impacts to the Burton Lane area.

### Land Use

Existing land along the route is located in the White River floodplain, and therefore the primary use is for agriculture and open space. It is recommended that this continue to be the primary land use west of new SR 39.

East of SR 39, agricultural/open space uses are encouraged to remain. In addition, the spaces might be appropriate for various public uses – such as parks and recreation. Expanded park lands within walking distance from most City residents would be a great asset to the community as a whole.

It is anticipated that the new highway would need to be raised to be above the floodplain. Should that occur, it might effectively create a levee that would protect the land east of new SR 39 from flooding. That would allow structures to be built in these areas to further enhance the space. Consideration

should be given to using soil materials from this area to construct the roadway embankment. The excavation could be turned into a public lake and serve as a central feature in this park/open space area. In any case, it is recommended that the uses be low intensity public uses – and not commercial, residential or business developments.

There was discussion by the Steering Committee that if a considerable amount of usable land is created between the City and the new SR 39 bypass, then it might be appropriate for the land north of the railroad along current SR 39 to be an industrial use. The site is located near the planned West Business Park. The consensus was that park/public space was preferred, but industrial uses should not be entirely ruled out.

#### ***Residential Land Uses***

Residential land uses are not recommended along this route.

#### ***Commercial Land Uses***

One of the key factors in choosing this location for the bypass is its impact on commercial businesses. Prior to this route being proposed, the Indiana Department of Transportation and the City worked cooperatively in the development of plans to upgrade and widen the existing SR 39. However, it was found that upgrading the existing roadway required acquiring significant property from businesses around the route, and would have taken away the parking they needed to be viable. Business owners worked with the City and INDOT to develop this alternate plan for a new bypass that allowed them to remain viable. Consequently, one of the key goals of the SR 39 project is to develop it in a manner that does not allow new roadside commercial to be developed along the new bypass that would attract business away from existing SR 39 businesses. Limiting curb cuts, driveways and intersections along the route are important for achieving this goal. In addition,

it is recommended that no commercial land uses be considered along the route.

#### ***Industrial Land Uses***

In their 2008 Economic Development Plan, the City spent considerable effort evaluating business park sites for the community. This resulted in the identification of two key sites for business park development on the east and west sides of the City, as described in the Economic Development section of this plan. Additional long term economic development opportunity also exists south of the City in the vicinity of Liberty Church Road as is described in the Morgan County SR 37/144 Corridor Plan.

While not recommended by this plan, industrial land use along the new SR 39 route should not completely be ruled out. However, development of the other sites that have been planned is a much higher priority, and those sites should be fully developed prior to consideration of this site for industrial land uses. Furthermore, development of these sites for an industrial use is a lower priority than the other land uses (parks/open space/public use) suggested in earlier paragraphs.

#### **Impact on Downtown**

During the planning process, citizens asked what impact the new bypass will have on Martinsville's downtown. During evaluation of the question, it was noted that none of the main highways in the area currently route through the downtown area. Therefore, it was concluded that there will be little direct impact on the downtown as a result of plans for a new SR 39 bypass.

Nonetheless, because the location of downtown is not always evident to a visitor, it is important not to make it any more difficult to find downtown. One issue that was discussed related to this issue was how Morgan Street should tie to the SR 39 bypass.

Two options were considered:

One option was that new SR 39 should intersect with existing SR 39 at the far north side of the community just south of the White River Bridge. This option emphasizes the existing SR 39 route and cleanly connects back to existing businesses in keeping with related goals. However, the route makes finding downtown more difficult for someone not familiar with Martinsville since you have to make two turns to be directed toward downtown (one turn onto current SR 39 and another onto Morgan Street.) This is the option illustrated on the Critical Sub Area Map.

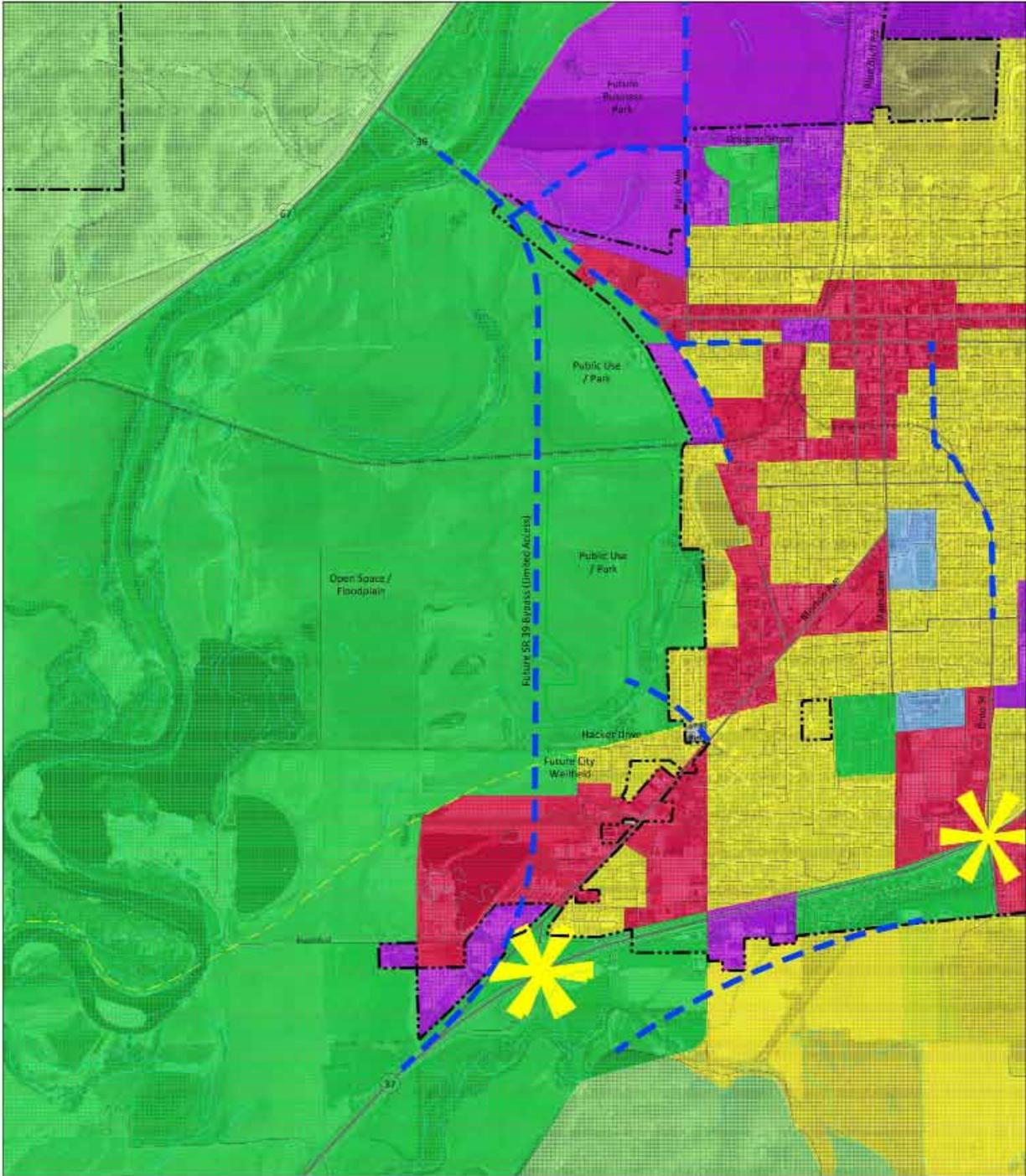
The other option noted would be to extend Morgan Street west and have it intersect with the new SR 39 bypass. There would still be intersections at current/new SR 39 and at current SR 39/Morgan Street, but it would add a new intersection at new SR 39/Morgan Street. The benefit to the downtown is that it only requires one turn to be directed into downtown. Simple signage can be added to make it easy for visitors traveling on SR 39 to find their way to downtown.

After discussion, the steering committee preferred the first option because it more directly tied new and old SR 39 together to the benefit of businesses on SR 39. Nonetheless, further consideration of this is warranted as plans for the SR 39 bypass proceed.

### **Utilities**

It is recommended that public utilities not be extended along the new SR 39 highway so as to discourage development. Should utilities be needed to serve areas east of new SR 39, it is recommended that such utilities be extended from current SR 39.

The Critical Sub Area map of the Future SR 39 Bypass is shown on the next page.



**Legend**

--- Corporation Limits	SR 37 / 144 Corridor Overlay
--- Two Mile Fringe	Future Roads
■ Agricultural General	■ Mixed Use
■ Agricultural Preferred	■ Park / Open Space
■ Commercial	■ P.U.D.
■ IDNR Managed Lands	■ Residential
■ Industrial	■ Residential Rural
■ Institutional	

# Future State Road 39 Bypass CSA

Martinsville Comprehensive Plan



## Ohio Street

### Vision

Ohio Street is envisioned to be developed as another primary gateway to Martinsville from SR 37 and the future I-69. It should be developed into a direct link to Martinsville's historic downtown, while continuing to provide access to surrounding commercial and industrial uses.

During the planning process, there was discussion of whether Ohio Street should become the primary gateway to Martinsville and the downtown, or one of several gateways to the community. The consensus was that development of Ohio Street as an easy and attractive route for people to visit downtown is important, but it should be completed in a manner that does not diminish the importance of the SR 252/Morgan Street and the SR 39/Morgan Street gateways. Instead, Ohio Street should be seen as a long term gateway opportunity and as one of the gateways to downtown – but not the primary one.

### Transportation

Ohio Street currently intersects with SR 37 and travels north-south along commercial and residential areas. As the roadway nears downtown, it curves to the west along an abandoned railroad and does not directly connect to the downtown. With these barriers, it cannot function as the desired direct link to downtown.

To overcome these barriers, the street needs widened and routed to connect to the downtown. In the City's current thoroughfare plan, it is suggested that Ohio Street be improved to Sycamore Street, and then Sycamore Street be improved as part of the corridor into downtown. The concern with this option is that it does not direct traffic onto the courthouse square. It is therefore recommended that the community explore the option of having Ohio Street connect with Main or Jefferson Street as part of the corridor into downtown. In any of these options, these

routes need carefully planned and clearly marked to make it easy for traffic to travel into and out of the downtown.

It is further recommended that Ohio Street be provided with an interchange when I-69 is constructed. Reference the SR 37/144 Corridor Plan for additional information on the impacts of the planned interstate.

In addition, a new multi-use path is recommended along the entire length of the Ohio Street corridor. This path could utilize the vacated railroad located along a portion of the route. Other streetscape enhancements should be considered as part of the improvement of the corridor in keeping with the vision for the roadway to be the main entrance into the City. These enhancements should include gateway features at the SR 37 intersection/future I-69 interchange.

Within the Ohio Street corridor is the former Harman Becker site. This industrial property has recently been vacated, and provides significant opportunity for industrial development for the community. Should Ohio Street not be provided with an interchange, it would practically prohibit another business from purchasing and investing in the property. This site also provides a direct connection to industrial areas east of the interchange as are included in the 2008 Martinsville Economic Development Plan and the 2009 Martinsville Comprehensive Plan update.

As part of the 2009 American Recovery and Reinvestment Act, the City has received funding to construct a segment of improvements to Ohio Street. This initial project will reconstruct and widen the street between SR 37 and Poston Road.

### Land Use

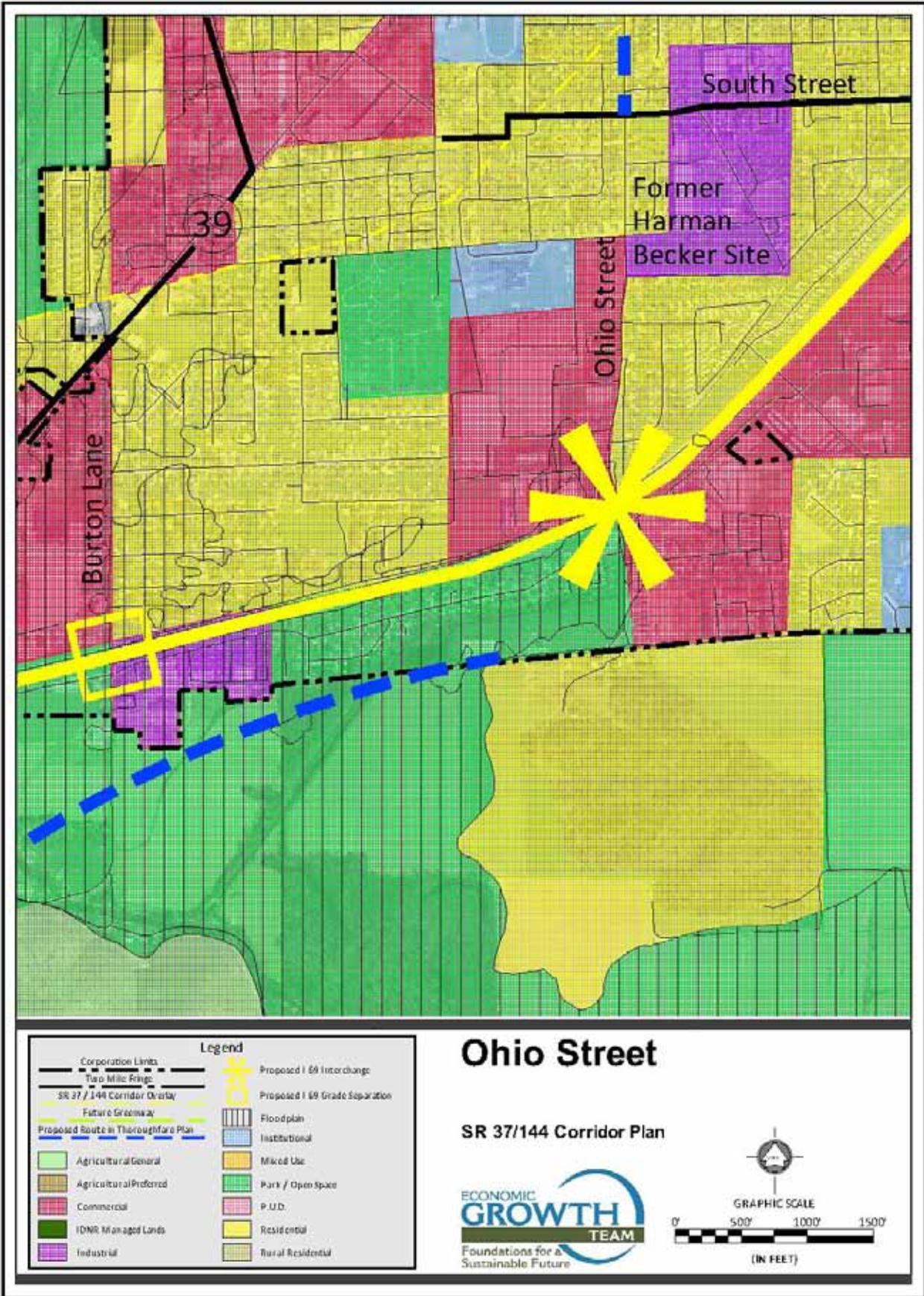
Near the Ohio Street/SR 37 intersection, it is envisioned that the area will continue to include commercial areas to the west and residential areas

to the east. Retail and roadside commercial services should be limited to what is necessary to directly support the intended development at this location. Highway/interstate related commercial and retail services (truck stops, large fuel stations) are not desired at this location.

Along this route, the Harman Becker site should continue as an industrial use. Near downtown, various business uses will continue to be appropriate as per existing land use plans. Between the interchange commercial developments and the downtown, it is recommended that the area remain residential.

### **Utilities**

The Ohio Street corridor is fully served by water and sanitary sewer service from the City of Martinsville. Existing utilities may need to be upgraded as Ohio Street is improved. Overhead utilities along the route should be buried.



## **West Business Park**

### **Vision**

It is envisioned that the area be developed as a business park following the recommendations of the 2008 Martinsville Economic Development Plan. The area is expected to contain a mix of business and light industrial uses.

### **Transportation**

Primary access to the business park would initially be via the current SR 39. SR 39 is expected to be re-routed to bypass Martinsville in the near future. Conceptual alignments for area roadways are indicated on the CSA maps.

### **Land Use**

A mix of business and light industrial uses would be appropriate in this location. Since portions of the site are located in the City's wellhead protection area, heavy industrial uses that use contaminants as part of their processes are generally not appropriate for this site. This is especially the case in the eastern portions of the park that are located within the City's wellhead protection areas.

To the east, the business park has the opportunity for a rail siding. This area should be reserved for heavier industrial operations that require rail. Limited accommodations for screened exterior storage may be appropriate in this area.

The western portions of the park are more suitable for business uses and light manufacturing that do not require exterior storage.

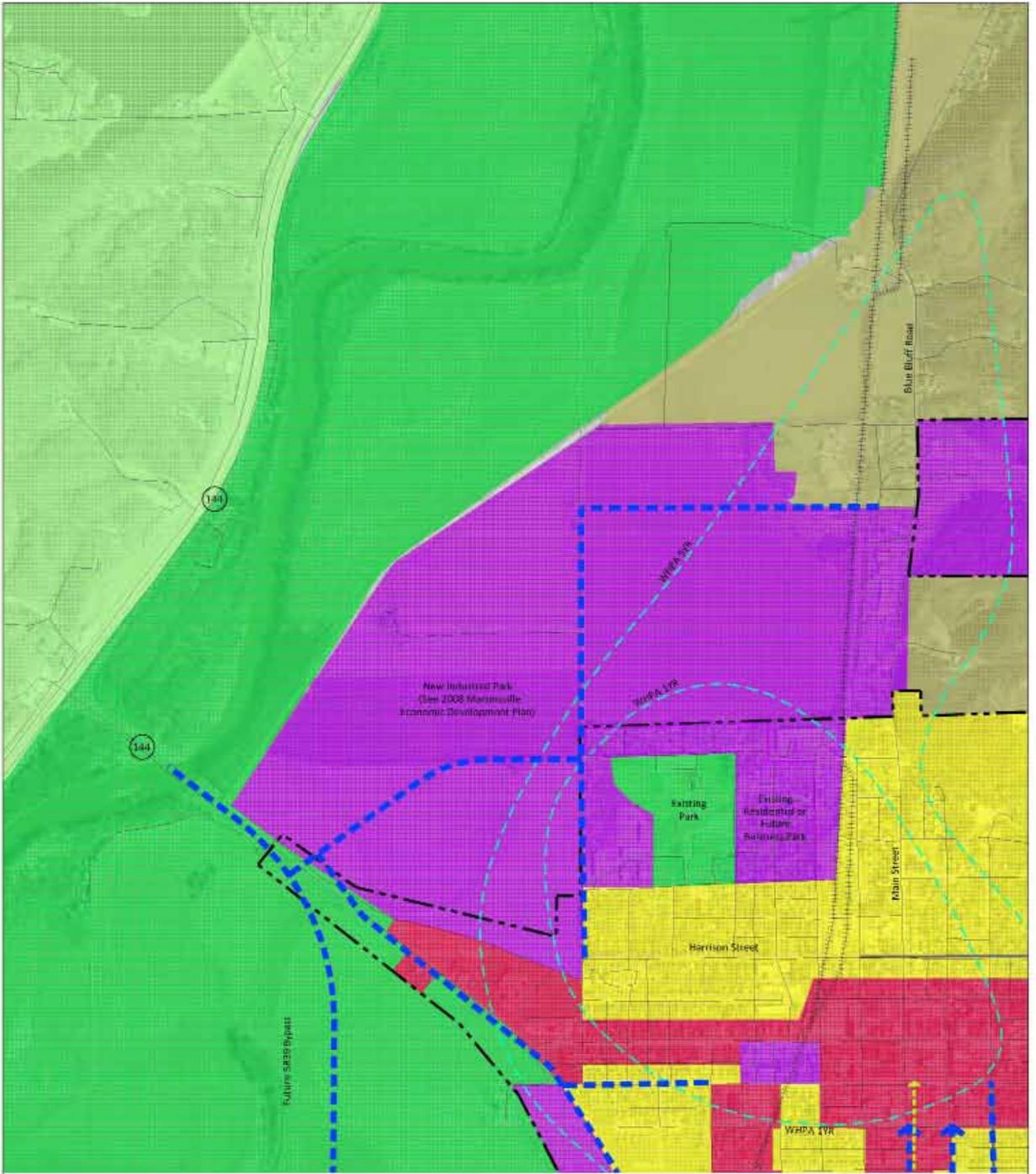
The site is adjacent to an existing city park and baseball fields. Some limited residential uses exist between the city park, railroad and the business park. Uses should be appropriately screened and buffered from the park and residential uses.

Due to the potential for a rail siding, the residential area west of the area may be appropriate as an industrial use in the long term. Nonetheless, such a change would require careful study and planning. Consequently, existing residential should be kept and protected until a plan is developed.

Commercial uses should be discouraged in the business park.

### **Utilities**

Utilities should be extended to and within the park in keeping with the 2008 Martinsville Economic Development Plan.



**Legend**

--- Corporation Limits	SR 37 / 144 Corridor Overlay
--- Two Mile Fringe	Future Roads
■ Agricultural General	Wellhead Time of Travel
■ Agricultural Preferred	■ Mixed Use
■ Commercial	■ Park / Open Space
■ (DNR) Managed Lands	■ P.U.D.
■ Industrial	■ Residential
■ Institutional	■ Residential Rural

# West Business Park CSA

Martinsville Comprehensive Plan



## **East Business Park**

### **Vision**

It is envisioned that the area be developed as a business park following the recommendations of the 2008 Martinsville Economic Development Plan. The area is expected to contain a mix of business and light industrial uses.

### **Transportation**

A variety of roads will provide access to the business park. Initially, Grand Valley Boulevard will provide the most direct access the park from SR 37. New roadways will need to be constructed within the park to provide this access.

When I-69 is constructed, Grand Valley Boulevard will not likely be provided with an interchange on I-69. At that time, the primary access to the site will be via the planned Ohio Street/Mahalasville Road interchange. Mahalasville Road would then route to the business park. Access to the north is also possible via the future interchange at SR 252/SR 44. Reference the SR 37/144 Corridor Plan for additional information on planned roadway access to this area.

Planned roadways within the park should follow the recommendations of the 2008 Martinsville Economic Development Plan.

### **Land Use**

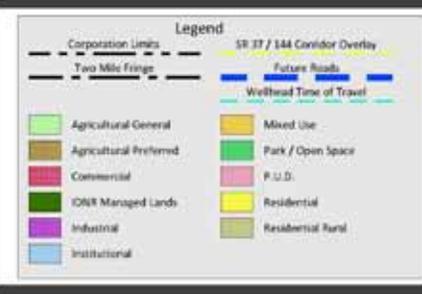
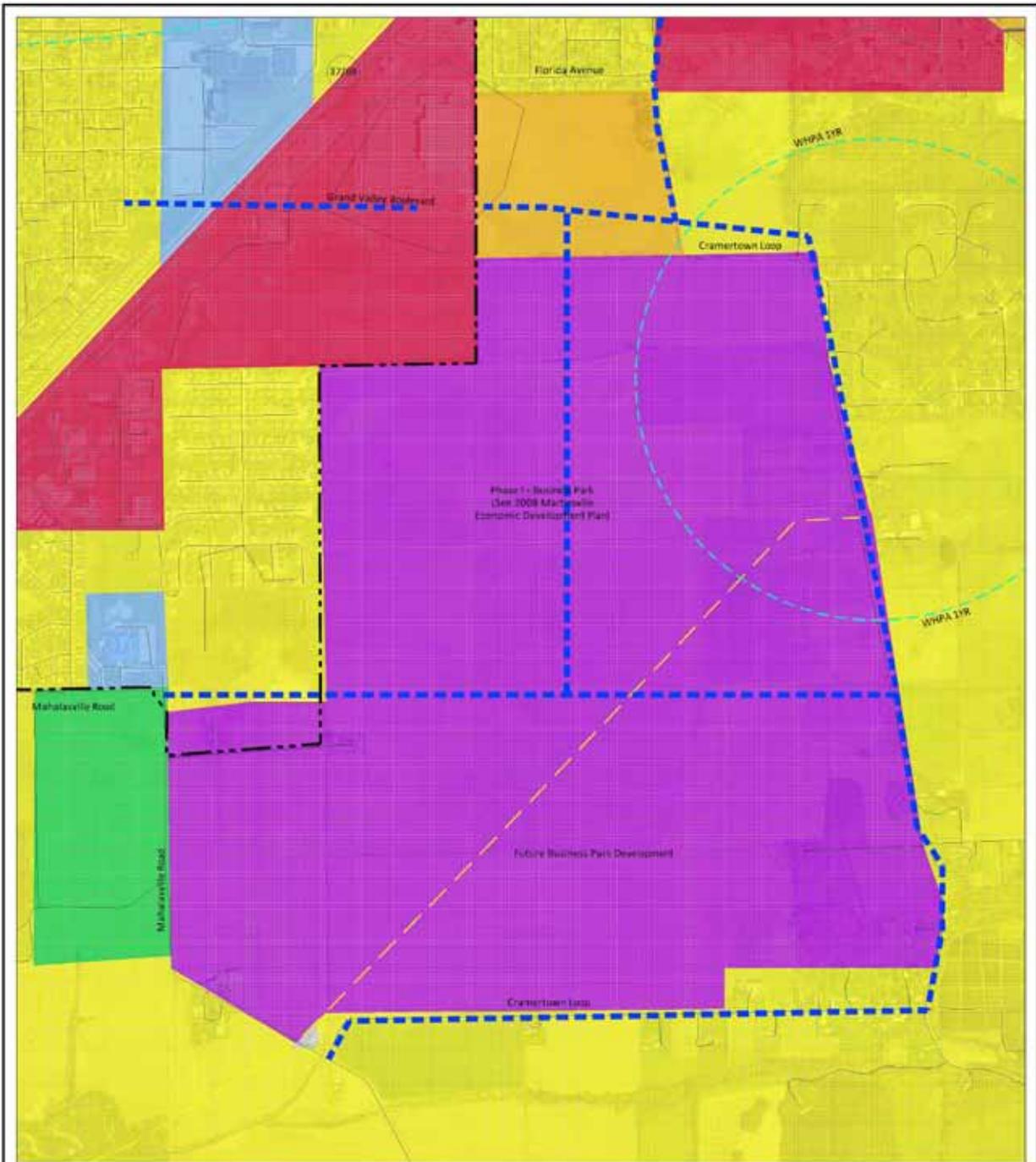
A mix of business and light industrial uses would be appropriate in this location. The first phase of development would be the northern half of the property as per the recommendations of the 2008 Martinsville Economic Development Plan. For long term development, areas south to Cramertown Loop should be reserved for future park expansion.

Commercial uses should be discouraged in the business park.

A portion of the park is located within a fixed radius 1 year wellhead protection area for an adjacent utility company. Consequently, heavy industrial uses that use contaminants as part of their processes are generally not appropriate for this site – especially within the wellhead protection area.

### **Utilities**

Utilities should be extended to and within the park in keeping with the 2008 Martinsville Economic Development Plan.



# East Business Park CSA

Martinsville Comprehensive Plan



## **Liberty Church Road**

### **Vision**

Liberty Church road is envisioned as an interchange to be developed as a business park.

### **Transportation**

It is recommended that an interchange be provided at Liberty Church Road to serve proposed business park uses at the interchange, residences in the area, as well as provide access to the Morgan Monroe State Forest. INDOT's current plans consider options for either an interchange or grade separation at this location. An interchange is preferred as it allows for the development of the largest area of land south of Martinsville that has relatively flat topography outside the floodplain.

To serve the Morgan Monroe State Forest when I-69 is constructed, it is recommended that a frontage road be extended between Liberty Church Road and Old SR 37 on the east side of I-69.

### **Land Use**

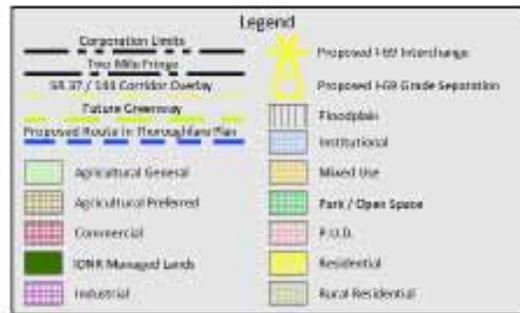
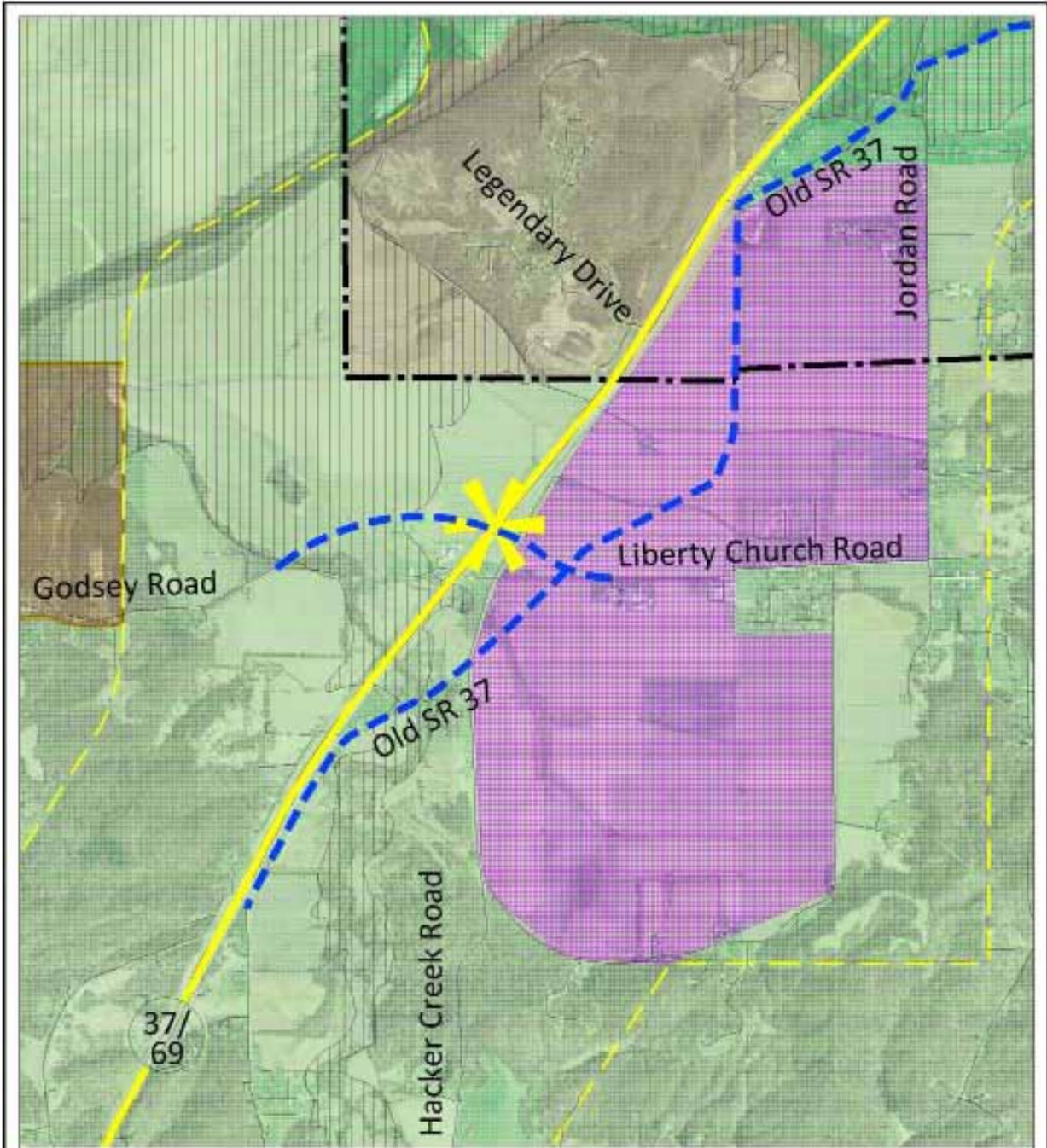
Land at this intersection is currently used for agricultural purposes, and no development proposals have been made. It is acceptable for this land to remain agricultural in use. Nonetheless, there is significant developable area at this intersection east of SR 37, both north and south of Liberty Church Road. Should the area be developed, it should be developed as a business park focused on high tech businesses, professional businesses, light manufacturing and other associated business uses. Residential uses at this intersection should not be encouraged because it has such a high value for business purposes.

Retail and roadside commercial services should be limited to what is necessary to directly support the intended development at this location. Interstate related commercial/retail services (truck stops, large fuel stations) are not desired at this location.

Development of the site is expected to initially be focused on the areas north of Liberty Church Road as that area is closest to available sanitary sewer. Future development can extend south of Liberty Church Road. Areas further east and south should remain residential in nature as a buffer between the businesses and the forested hillsides. The west side of SR 37 in this area is currently floodplain and is not recommended for development.

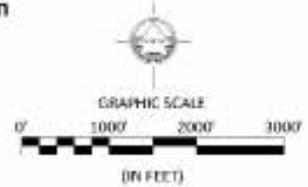
### **Utilities**

Water and sewer utilities are sufficient to allow the intended development of the site. Water service is provided to this intersection by the City of Martinsville. Sanitary sewer service is currently available near the north side of this property, and at residences west of SR 37 at Legendary Drive.



# Liberty Church Road

SR 37/144 Corridor Plan



## State Road 39

### Vision

The State Road 39 interchange is envisioned as a major interchange in support of the redevelopment of existing businesses and industry. Businesses will be commercial and industrial in nature.

### Transportation

The interchange at SR 39 is included on all current I-69 options as it provides for the connection of Morton Avenue (SR 39) and SR 37.

A final configuration of the interchange is not known as it will be impacted by plans to install a SR 39 bypass west of Martinsville. The southern leg of the proposed bypass is expected to connect at this interchange. The interchange configuration will need to tie into Morton Avenue (current SR 39).

Frontage roads should interconnect to businesses on Burton Lane via Morton Avenue or other routes.

### Land Use

Existing properties near the interchange are nearly fully developed. Developable area is significantly limited because of floodplains around the site. It is envisioned that the area will continue to include a mix of commercial, high density residential and industrial uses. Appropriate infill development should be encouraged on these sites.

Retail and roadside commercial services should be limited to what is necessary to directly support the intended development at this location. Interstate related commercial/retail services (truck stops, large fuel stations) are not desired at this location.

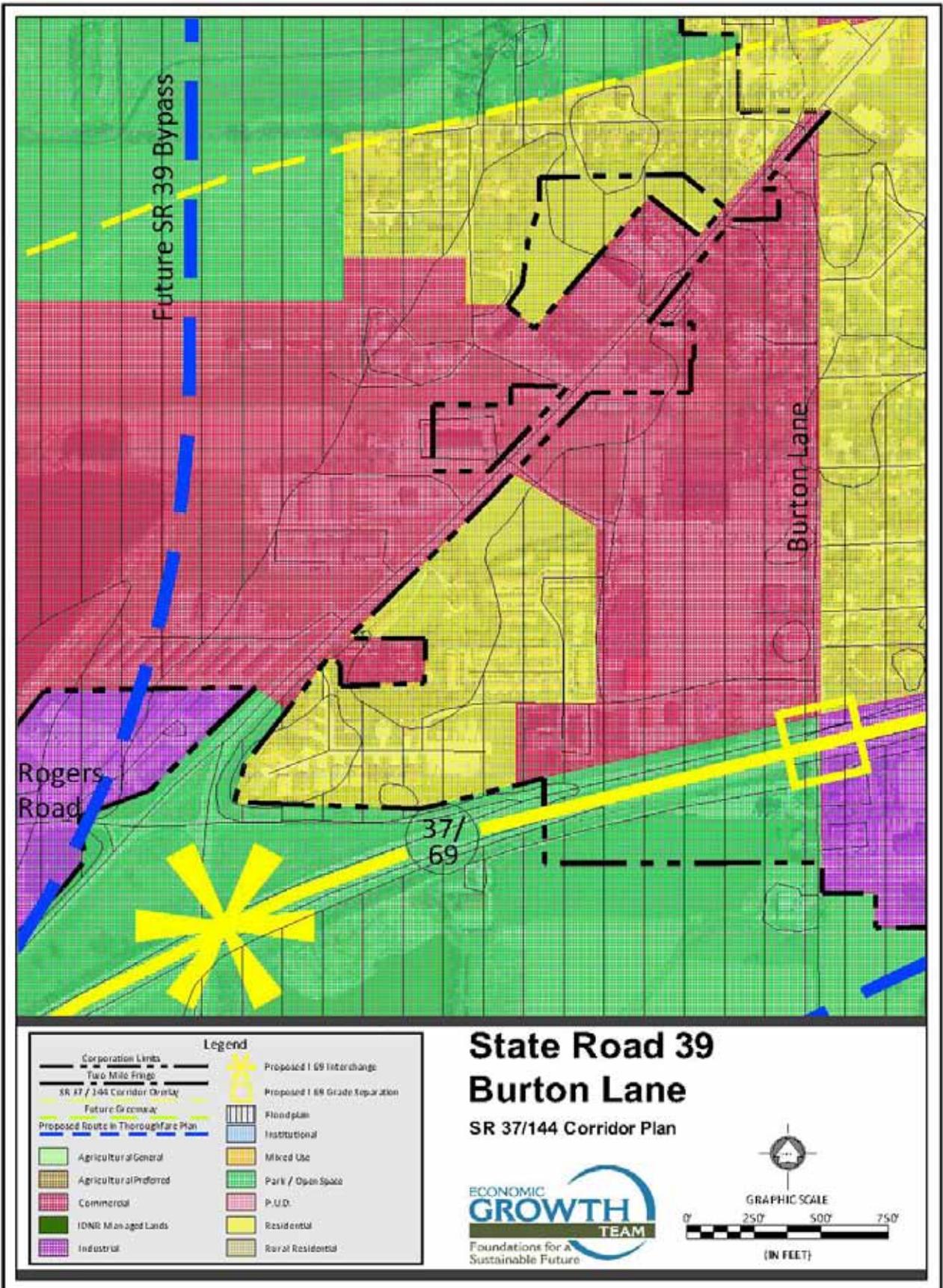
It is noted that reconstruction of the SR 39 interchange to accommodate I-69 may be included in the upcoming SR 39 bypass project. This work is scheduled for 2012. Careful coordination with

INDOT will be required to design the interchange to serve current needs, as well as needs after I-69 is developed.

More specific land uses along the SR 39 bypass should follow Martinsville's Comprehensive Plan.

### Utilities

The interchange is fully served by water and sanitary sewer service from the City of Martinsville.



## Burton Lane

### Vision

Development patterns are envisioned to change considerably in the future since the area is not considered for an interchange in any I-69 option developed to date.

It is still envisioned the area will continue as a mixed use commercial corridor. However, retail uses and businesses that require immediate visibility and access from SR 37/I-69 will not be appropriate at this location since it is not envisioned to have an interchange.

### Transportation

While an interchange would be beneficial at Burton Lane, the three highest priority interchanges in the Martinsville area are at SR 37, Ohio Street and SR 252/44. Burton Lane provides connection to many businesses and homes in the area, but is understood to be too close to the SR 39 and Ohio Street interchanges and therefore would conflict with applicable interstate development standards.

Instead, Burton Lane should be connected to both Morton Avenue and Ohio Street on both sides of SR 37 via frontage roads. Should the frontage roads tie in existing businesses sufficiently, a grade separation may not be necessary at this location.

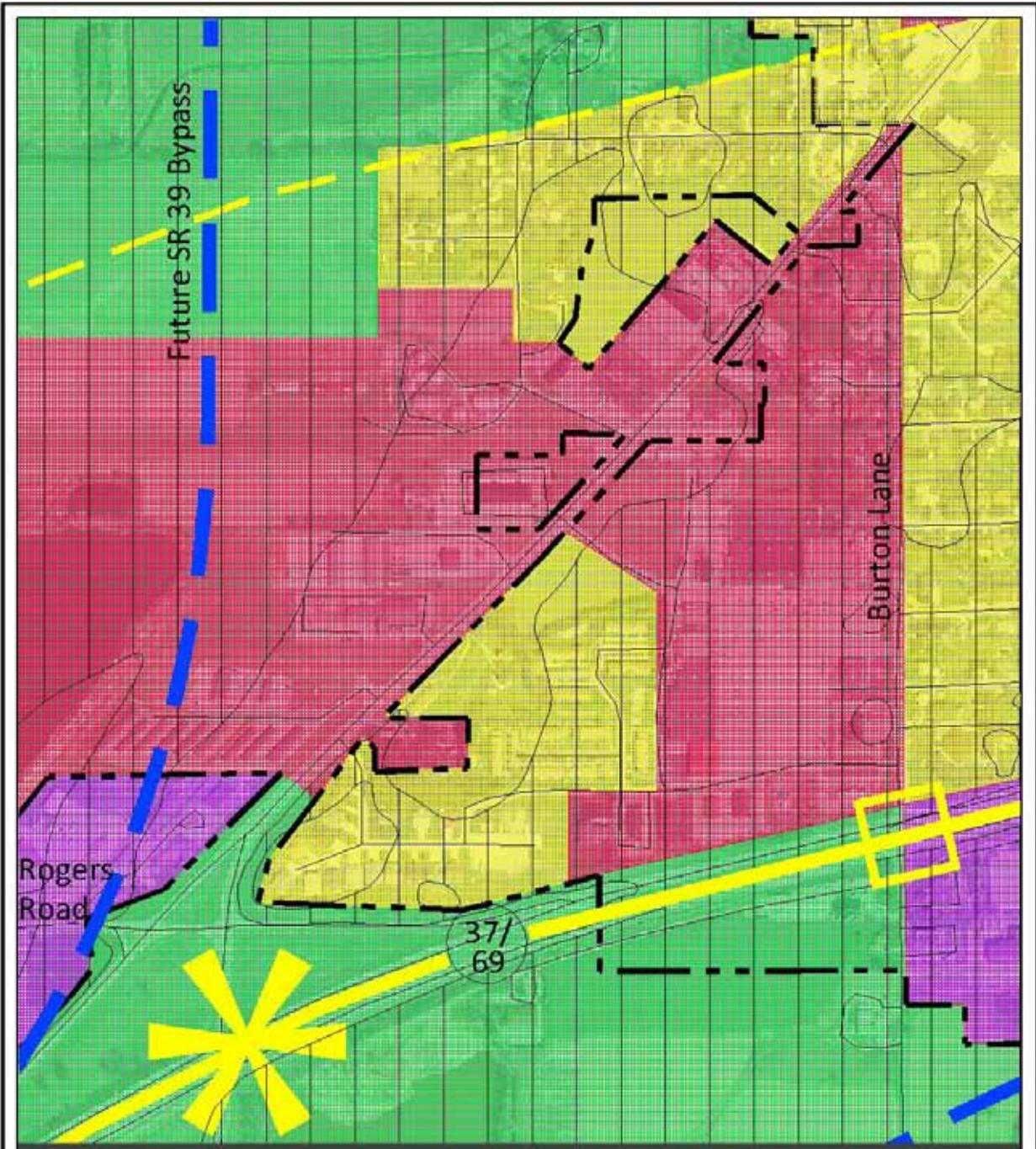
### Land Use

It is envisioned that the area will be developed as a mixed use commercial corridor. New retail, roadside commercial, restaurant and related businesses requiring direct highway access and visibility should be discouraged at this location. Appropriate infill development of this site is expected to include a mix of uses including neighborhood related commercial, residential, professional offices and religious institutions.

Reconstruction of the SR 39 interchange to accommodate I-69 may be included in the upcoming SR 39 bypass project. The configuration of that interchange impacts how Burton Lane will access Morton Avenue and I-69 in the future. It is recommended that concurrent with preliminary planning for the SR 39 bypass, that a detailed redevelopment plan be developed for Burton Lane. That plan should consider infill options, adaptive re-use possibilities and redevelopment scenarios. In addition, a transition plan should be developed for relocating retail businesses that would be impacted by I-69 in the future.

### Utilities

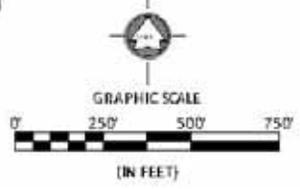
The corridor is fully served by water and sanitary sewer service from the City of Martinsville.



Legend	
Corporation Limits	Proposed I 69 Interchange
Two Mile Fringe	Proposed I 69 Grade Separation
SR 37 / 144 Corridor Overlay	Floodplain
Future Greenway	Institutional
Proposed Route in Thoroughfare Plan	Mixed Use
Agricultural General	Park / Open Space
Agricultural Preferred	P.U.D.
Commercial	Residential
IDNR Managed Lands	Rural Residential
Industrial	

# State Road 39 Burton Lane

SR 37/144 Corridor Plan



## **Grand Valley Boulevard (South Street)**

### **Vision**

It is envisioned that a grade separation be provided at this location to accommodate connection of Grand Valley Boulevard to South Street.

### **Transportation**

Development of commercial businesses along Grand Valley Boulevard has been an asset to the community. Without an interchange at this location, it is important that the area be connected to the balance of the community's street grid. It is recommended that a grade separation be provided at this location, and that Grand Valley Road be extended to interconnect with South Street. Since south Street ties into much of the existing street grid, including Ohio Street, it results in very positive and functional traffic flow.

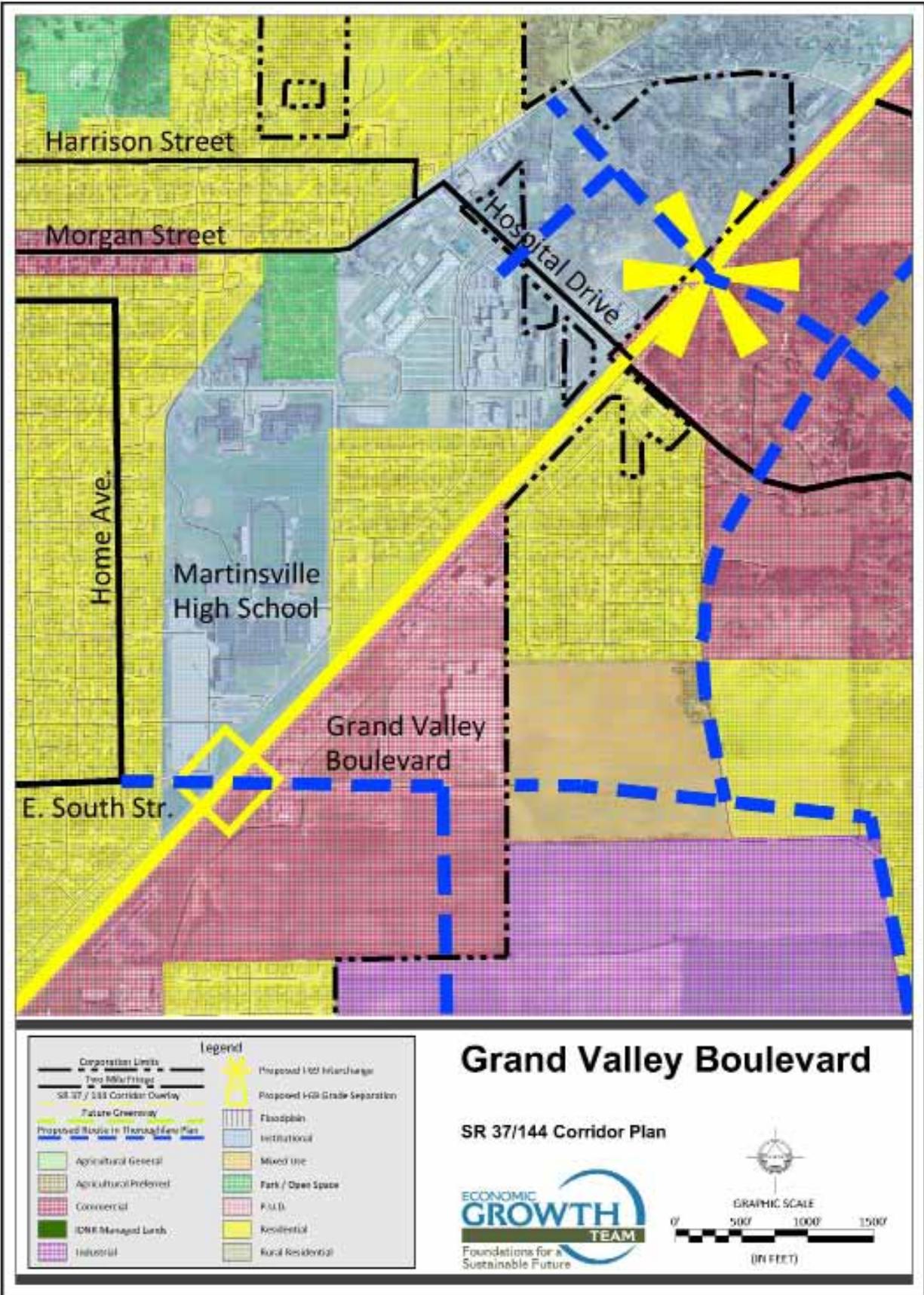
In addition to vehicular access to South Street, it is recommended that pedestrian accommodations be made at this grade separation.

### **Land Use**

Land use is not envisioned to change with this plan. Areas west will continue to include the high school and residential areas. To the east, existing commercial/retail uses will continue.

### **Utilities**

The Grand Valley Boulevard corridor is fully served by water and sanitary sewer service from the City of Martinsville.



## State Road 252/State Road 44

### Vision

It is envisioned that SR 252 and SR 44 be combined into one interchange on SR 37/I-69. The reconfiguration of the interchange will also facilitate the development of new mixed use business development to the east.

### Transportation

Various options for the configuration of the SR 252 and SR 44 interchanges have been presented by INDOT. Community input received during this plan clearly favored realignment of the two highways so they can connect to SR 37/I-69 at one new interchange. Multiple configurations of this interchange would be acceptable, provided they do not adversely disrupt the Hospital. As details of the street plans for this intersection are developed, it is important that the interchange provide direct access to the hospital. An interconnecting road may need extended to tie in the access road to the hospital's driveways.

West of the interchange, SR 252/SR 44 ties into Old SR 37. This then becomes Morgan Street and ultimately routes to downtown Martinsville. East of the interchange, development opportunities exist around a proposed junction between SR 252 and SR 44. At this location, it is recommended that a new street be extended south to connect into the Wal-Mart shopping area and the business park development proposed in the 2008 Martinsville Economic Development Plan. There is a fire station on SR 44 east of the interchange and an ambulance service at the west side of SR 44 that would both need to be considered in the final design of the highway alignments.

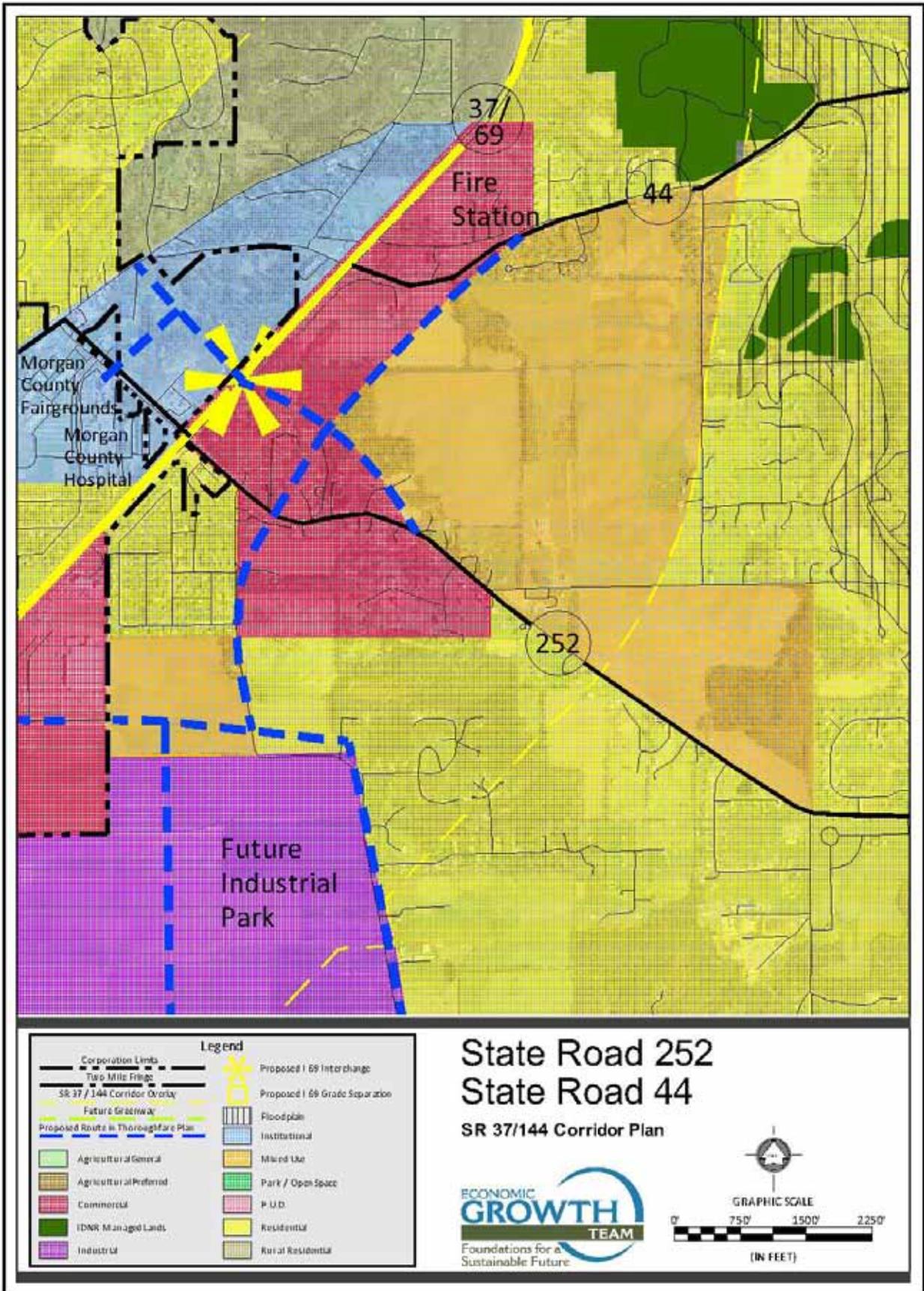
### Land Use

To the east, this plan envisions developing the SR 252/SR 44 intersection as a mixed use development

including an appropriate mix of commercial uses, professional businesses, retail and residential use. Any immediate development proposed should accommodate right of way for the future roadways. Development west of the site should be reserved for medical related development associated with the hospital. Furthermore, should the fairgrounds use be changed, that land should also be reserved for medical development associated with the hospital. However, until plans for an interchange at SR 252/SR 44 are established, areas around the proposed interchange should not be further developed to allow flexibility in choosing the most cost effective interchange alignment. Interstate related commercial/retail services (truck stops, large fuel stations) are not desired at this location.

### Utilities

Sanitary sewer and water service is provided near this future interchange area, but will need extended to serve the site. Utilities are provided by the City of Martinsville.



## **Teeters Road**

### **Vision**

A grade separation is recommended to encourage connectivity. Development of the area should be limited because it will not have direct access to SR 37/I-69.

### **Transportation**

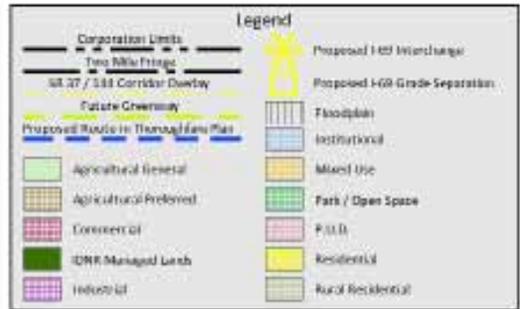
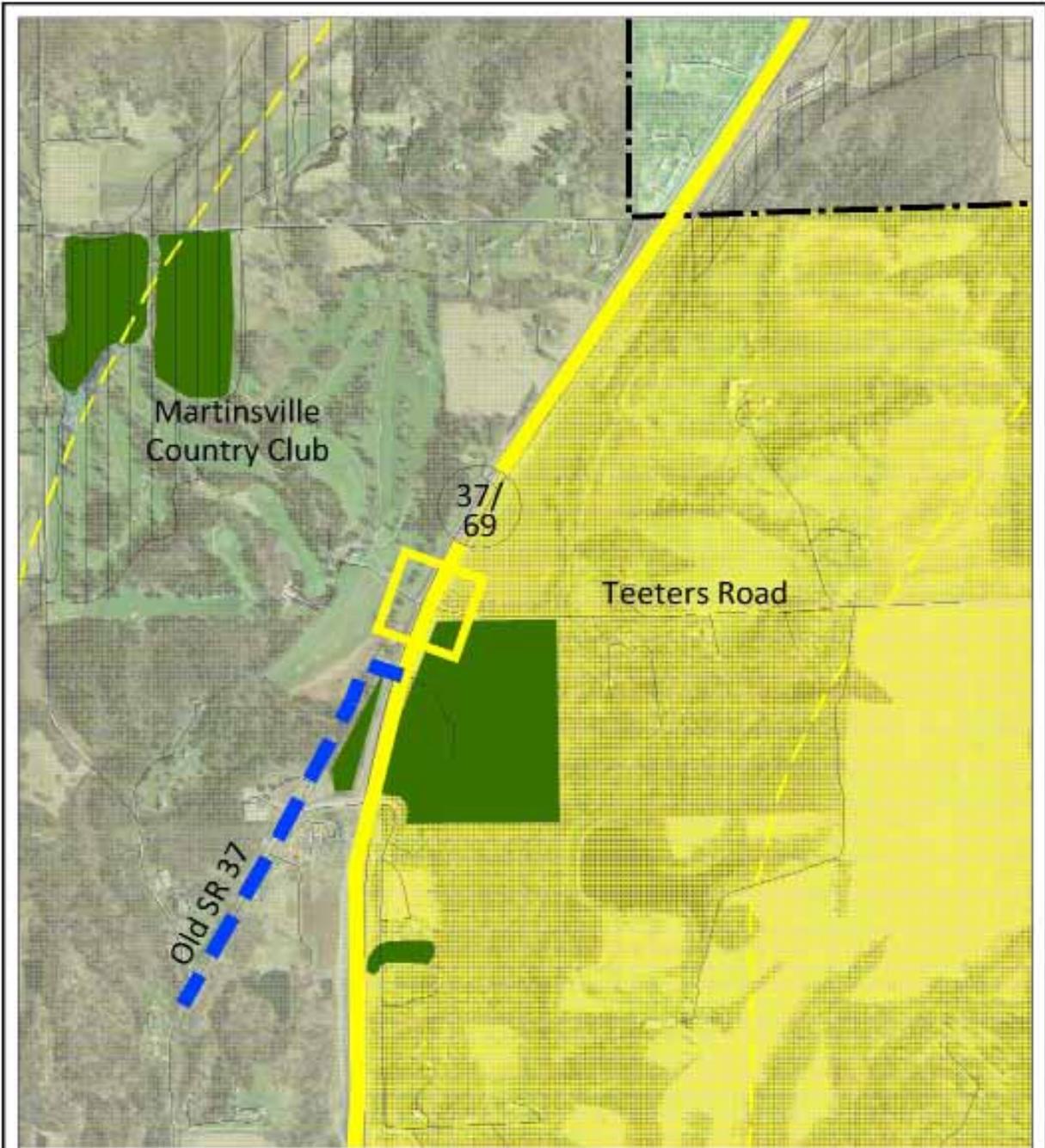
A grade separation would allow for connectivity to the Country Club, rural residences and local businesses. However, a grade separation may not be required if sufficient frontage roads can be constructed throughout the area.

### **Land Use**

Since this location is not envisioned to have access to SR 37/I-69 in the future and is a distance from other interchanges, development of this site should be limited. Existing businesses will be encouraged to remain, but development of new businesses or residential developments at this location will be discouraged.

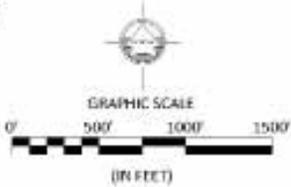
### **Utilities**

The Teeters Road area is not currently provided with municipal water and sanitary sewer utilities. Since the area will not have future access to SR 37/I-69, it is not recommended that additional utilities be extended to the area.



# Teeters Road

SR 37/144 Corridor Plan



## **Myra Lane**

### **Vision**

A grade separation is recommended to encourage connectivity. Development of the area should be limited because it will not have direct access to SR 37/I-69.

### **Transportation**

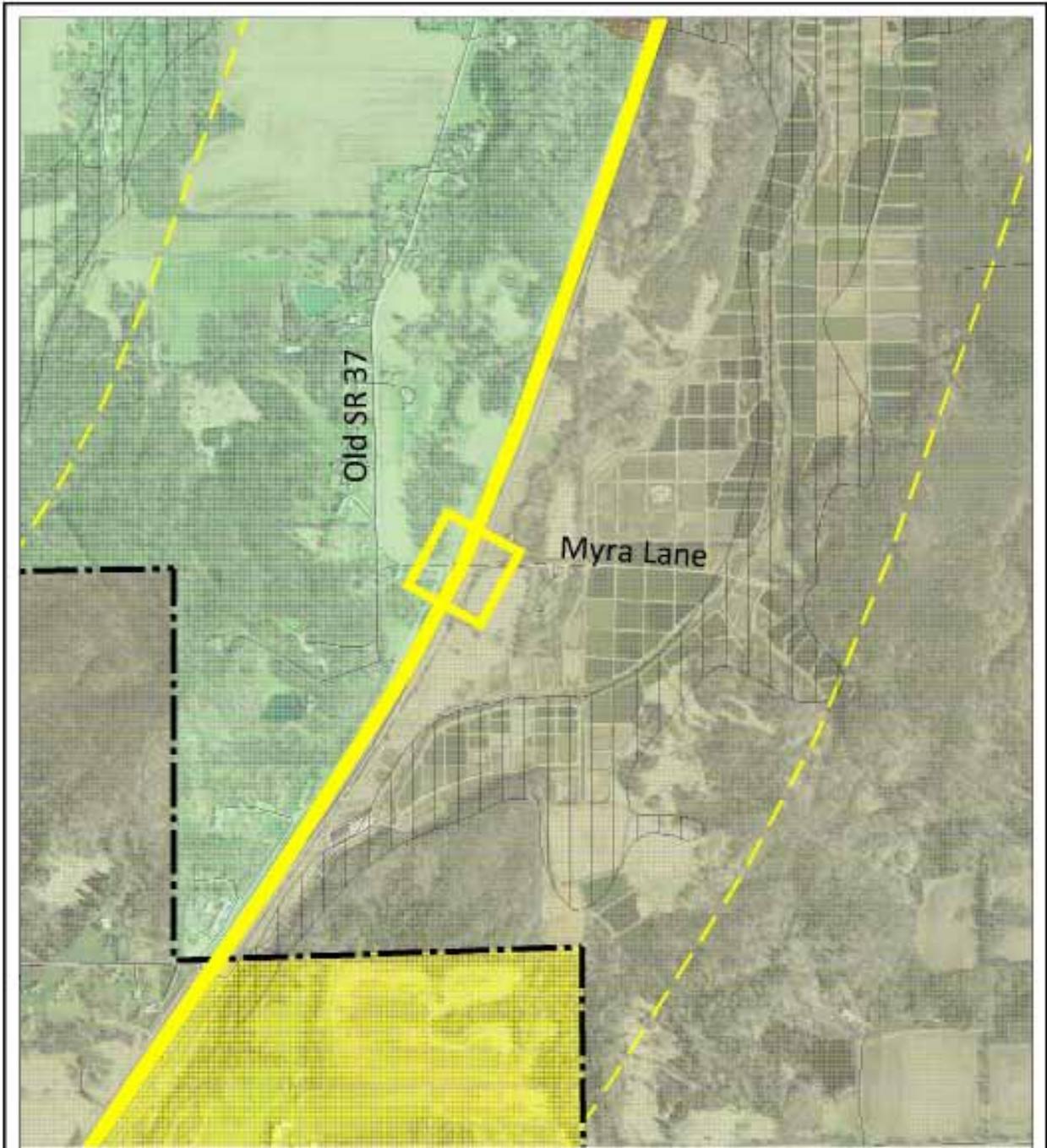
A grade separation would provide connectivity to existing businesses. However, a grade separation may not be required if sufficient frontage roads can be constructed throughout the area.

### **Land Use**

Since this location is not envisioned to have access to SR 37/I-69 in the future and is a distance from other interchanges, development of this site should be limited. Existing businesses will be encouraged to remain, but development of new businesses or residential developments at this location will be discouraged.

### **Utilities**

The Myra Lane area is not currently provided with municipal water and sanitary sewer utilities. Since the area will not have future access to SR 37/I-69, it is not recommended that additional utilities be extended to the area.

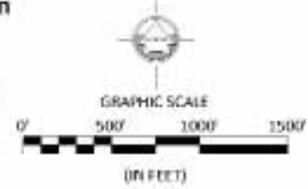


**Legend**

--- Corporation Limits	☀ Proposed I-69 Interchange
--- Two Mile Pricing	☀ Proposed I-69 Grade Separation
--- SR 37 / 144 Corridor Overlay	▨ Floodplain
--- Future Greenway	▨ Institutional
--- Proposed Route in Through Lane Plan	▨ Mixed Use
▨ Agricultural General	▨ Park / Open Space
▨ Agricultural Preferred	▨ P.O.D.
▨ Commercial	▨ Residential
▨ IDNR Managed Land	▨ Rural Residential
▨ Industrial	

# Myra Lane

## SR 37/144 Corridor Plan





**11 • IMPLEMENTATION PLAN**

## Introduction

A lot of community time and money went into the completion of this Comprehensive Plan and it will take even more resources for it to succeed. This section details the steps needed to implement the plan, but it starts with a discussion about what could go wrong.

Implementing the plan raises these questions for community leaders:

- ◆ Why do some Comprehensive Plans fail?
- ◆ What is our capacity to do this plan?
- ◆ What additional planning is needed?
- ◆ What is the Implementation Plan?
- ◆ Who is going to do it?

## 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. The fourth bullet is the most difficult to quantify but easy to spot.

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 Martinsville might look like the following table, with a designation between Level 2 and Level 3.

### I-69 Community Planning Program Capacity Chart

LEVEL 1	LEVEL 2	LEVEL 3	LEVEL 4
<input type="checkbox"/> We have thought about planning for our community but do not have a plan commission.	<input checked="" type="checkbox"/> We have a plan commission and a board of zoning appeals with rules of procedure.	<input type="checkbox"/> We have a plan commission and a board of zoning appeals that consistently follow rules of procedure.	<input type="checkbox"/> We have a plan commission and a board of zoning appeals that consistently follow rules of procedure and annual training.
<input type="checkbox"/> We do not have any planning staff.	<input type="checkbox"/> We have a building commissioner/ planner on staff.	<input type="checkbox"/> We have a professional full time planner.	<input type="checkbox"/> We have a professional full time staff of planners and other trained technical staff
<input type="checkbox"/> We have no financial resources designated for planning projects.	<input type="checkbox"/> We rarely designate financial resources for planning projects.	<input checked="" type="checkbox"/> We occasionally designate financial resources for community planning projects.	<input type="checkbox"/> We annually designate financial resources for community planning projects.
	<input type="checkbox"/> We have someone who focuses part of their time on economic development or redevelopment.	<input checked="" type="checkbox"/> We have a full-time staff member who is dedicated to economic development or redevelopment.	<input type="checkbox"/> We have a full-time staff member who is dedicated to economic development or redevelopment in addition to other trained technical economic development staff.
	<input type="checkbox"/> Our focus of planning is on plan review.	<input checked="" type="checkbox"/> Our focus is on some longer range planning and visioning.	<input type="checkbox"/> Our focus is on long range planning.
	<input type="checkbox"/> We have no or limited inspections.	<input checked="" type="checkbox"/> We have limited inspections and enforcement personnel.	<input type="checkbox"/> We have full range of inspections and full time enforcement personnel.
	<input checked="" type="checkbox"/> We have zoning and subdivision regulations.	<input type="checkbox"/> We regularly update our comprehensive plan and development codes.	<input type="checkbox"/> We have additional ordinances such as historic preservation, etc.
	<input checked="" type="checkbox"/> We have a comprehensive plan.	<input type="checkbox"/> We have additional ordinances such as architectural review, etc.	
	<input type="checkbox"/> 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 Martinsville can compare its capacity to carry out efforts in protecting natural resources, encouraging economic development, managing transportation and infrastructure impacts and directing development and

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

expanding the structural capacity of the planning staff.

Steering Committee members said many times during the planning process that one of the biggest resources that needed to be developed was the political will for decision makers to follow regulations. This includes everything from allowing development in inappropriate areas to code enforcement.

It is hoped that this plan provides the research, justifications and clarity of goals needed to make land use decisions easier for elected and appointed officials.

Example Planning Capacity Matrix			
Tools in gray boxes are <u>not</u> 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

**What Additional Planning is Needed?**

Comprehensive Plans include all of the major land use elements, but they do not take the place of technical studies for issues such as infrastructure and roads. To complete future planning for the city some additional research is needed. These studies are:

Infrastructure Master Plan: This report should plan for the extension and rehabilitation of water and sewer lines and other services. It needs to distinguish between rehabilitation of existing infrastructure (paid for by ratepayers) verses new infrastructure for economic development (paid by developers/economic development funds). It should also recommend future utility corridors.

**Annexation Plan:** Many undeveloped areas around Martinsville will develop in time, whether they are within City limits or not. The City should include these areas within the umbrella of its planning to achieve consistent and well ordered land use. This document would detail future annexation plans.

**Downtown Revitalization Plan:** This plan would lay the groundwork for the marketing, landscaping and promotional efforts needed to pump new life into downtown Martinsville.

### How is the Plan Adopted?

After a comprehensive plan is completed, there is still one more important step to finish in the planning process. 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 adopts the plan and recommends adoption to the City Council
- ◆ City Council adopts the plan by resolution

### Implementing the Plan

Once a plan is adopted, the process 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 City council and the plan commission need to decide whether to initiate a rezoning on any land within Martinsville. One possible strategy would be to rezone land slated for future commercial or industrial use, which might help promote development.

Occasionally a desirable project may be proposed that does not meet the recommendations of the Comprehensive Plan. In that case, the City 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
  - Martinsville 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.

- ☑ Adopt architectural standards for commercial -- Martinsville 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. Martinsville'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.).
- ☑ Provide for a broader range of housing alternatives, while limiting zoning districts where single family residential can occur
- ☑ Create landscaping requirements for new construction that preserves natural vegetation to reduce stormwater runoff and protect natural habitats.
- ☑ Remove industrial zoning classifications from 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 zoning ordinance rewrite:

- ◆ Require connectivity between subdivisions
  - Limit the use of cul-de-sacs and single entrances in new residential subdivisions. 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.
- ☑ Adopt of rules for conservation subdivisions

### **Annexation**

Martinsville needs to develop an Annexation Plan, which should primarily focus on annexing undeveloped land outside of the existing corporate limits. This will allow the City to direct the location of growth and acquire needed land for development. The City Council should conduct an annual review of the annexation plan and prioritize their annexation goals.

### **Explore Increasing Staff and Training**

In the current economy, it is hard to imagine small cities increasing their staff; many are struggling just to maintain the status quo. However, the City of Martinsville has committed itself to planning for the future, and this comprehensive plan looks out 20 years. Within that timeframe, the city might need additional capacity to handle projected growth and to carry out the goals it has set in this plan and its economic development strategy.

Filling a position such as planning director or redevelopment director would be a worthwhile future goal. In the meantime, Martinsville can build its capacity for projects by the continued training of elected and appointed officials. A budget that covers membership and conferences for organizations such as the Indiana Association of Cities and Towns is a good intermediate step toward additional staff.

### **Administration**

- ☑ Promote a cost share program for sidewalk installation where the property owner pays for materials and the city provides labor.
- ☑ Create and publicize a five-year maintenance and construction plan for sidewalks.
- ☑ Enforce codes on sidewalk construction and maintenance.

- ☑ Create, maintain and consult an Infrastructure Master Plan.
- ☑ Establish a redevelopment commission in a partnership with the Greater Martinsville Chamber of Commerce, the MCEDC, and the City of Martinsville.
- ☑ Adopt the SR 37/144 Corridor Plan.
- ☑ 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.
- ☑ Assign one or more Martinsville representatives to join the government-sponsored Smart Growth Next.
- ☑ Promote in-fill in all areas of the City, which promotes construction in areas where services and facilities are already provided instead of on undeveloped land.
- ☑ Increase local code enforcement to improve and maintain an orderly appearance in the City
- ☑ Create incentives to upgrade the appearance of many existing homes.
- ☑ Encourage sustainable building practices by offering reduced permitting fees, faster review times or related incentives for projects that meet a recognized environmental development standard such as LEED (Leadership in Energy & Environmental Design)
- ☑ Implement the action steps identified in the Environmental & Natural Resources section
- ☑ Work with the Greater Martinsville Chamber of Commerce, the MCEDC, and the Main Street organization to implement the actions steps identified in the Martinsville Economic Development Plan
- ☑ Develop a Parks Master Plan.
- ☑ Pursue creation of an “Indian Creek Greenway” along the route of the proposed SR 39 bypass. This trail could eventually connect to the county’s proposed White River Greenway
- ☑ Explore the creation of a multi-use recreational area on the east side of the city to support existing populations.

#### Utilities

- ☑ 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.
- ☑ Extend utilities to areas where business and industrial uses should expand.
- ☑ Upgrade small diameter mains in fringe areas as needed to provide fire protection to areas with higher development densities.
- ☑ Meet on an annual basis with surrounding water utilities to coordinate service to fringe areas.
- ☑ Use the Sanitary Sewer Evaluation Study to determine I/I sources that are the highest priority. These priority areas should be rehabilitated.
- ☑ Regularly review options for extending sanitary sewers to areas with failing septic

systems within the fringe.

- ☑ Encourage the extension and upgrade of electric, natural gas and telecommunications infrastructure.

**Transportation**

- ☑ Create a gateway to downtown from SR 37.
- ☑ Prepare a corridor plan for the Ohio Street corridor. Review alignment options and create a gateway to downtown from SR 37. Evaluate currently funded Ohio Street project in light of corridor plan recommendations. Study multi-use trail routing options.
- ☑ Coordinate with INDOT to refine plans for the SR 39 bypass project. Work with INDOT to include gateway elements in the new SR-39 bridge project. Coordinate SR 39 alignment and access points with INDOT.
- ☑ When an I-69 schedule is set for this area, finalize plans for the upgrade and extension of South Street.
- ☑ When an I-69 schedule is set for this area, finalize plans to extend frontage roads to serve the East Business Park from adjacent interchanges.
- ☑ Preserve the Indiana Southern Railroad line and/or corridor.
- ☑ Develop prioritized plan and supporting policies for repairing, replacing and installing new sidewalks throughout the community.
- ☑ Develop multi-use trail plan for community.
- ☑ Investigate interest in public commuter transportation. If public interest is shown, then work with IndyGo to evaluate a future commuter route in Martinsville.

**Annual Comprehensive Plan Review**

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

**Funding Sources**

A list of potential funding sources for the implementation items identified throughout this comprehensive plan are listed on the chart on the next page.

Funding Sources				
Funding Type	Financing	Administered by:	Who Qualifies	Funding to be used for
<b>State Revolving Loan Fund (SRF)</b>	low-interest (2.7-3.95%) loans, 20-year term Note: An additional .50% reduction may be permitted if a non-point-source project is financed along with a point source project.	Indiana Finance Authority SRF	Incorporated cities/towns, counties, sanitary/conservation or regional sewer/water districts Private & Not-for-profit facilities are eligible only for DWSRF loans	Planning/design/construction of treatment plant improvements; Water line extensions; Water storage facilities; Wetland protection and restoration; On-site sewage disposal; BMP for ag & stormwater; Riparian Buffers & Conservation; Wellhead Protection Planning/design/construction of Treatment plant improvements; Sewer line extensions to unsewered; Combined sewer overflow corrections
<b>Small Issue Loan Program</b>	low-interest; 10-year term up to \$150,000; reduced closing costs no cost SRF PER review	Indiana Finance Authority	SRF-eligible communities	Any project addressing existing pollution abatement: Wastewater, Drinking Water Non-point source

Funding Sources (continued)				
Funding Type	Financing	Administered by:	Who Qualifies	Funding to be used for
<b>Arsenic Remediation Grant Program</b>	Grant Program	Indiana Finance Authority	Municipalities, political subdivisions, privately owned Community Water Systems and non-profit Nontransient Noncommunity Water System Must serve less than 10,000 residents	Construction of Treatment Facilities (Precipitate Process, Adsorption Processes, Ion Exchange Processes, Membrane Filtration, Point of Use Devices) Planning & design Activities System Consolidation System Restructuring
<b>Rural Community Assistance Partnership Revolving Loan Fund</b>	short-term financing (\$100,000) for pre-development costs associated with proposed water & wastewater	Rural Community Assistance	Serve rural areas that aren't located within the boundaries of a municipality with a population of 10,000 or greater.	Existing water or wastewater systems and the short-term costs incurred for replacement equipment, small-scale extension of services, or other small capital projects that aren't part of O&M.

Funding Sources (continued)				
Funding Type	Financing	Administered by:	Who Qualifies	Funding to be used for
<b>Rural Development (RD)</b>	Grants up to 75% of project cost and loans 40 yr term; 4.25-4.5% interest	US Dept. of Agriculture	Rural areas/ towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Lower income areas qualify for more grant assistance.	Developing water and waste disposal systems in rural areas
<b>Rural Development Planning Grants</b>	Grants for up to 75% of cost of planning or up to \$15,000 25% match required	US Dept. of Agriculture	Rural areas/ towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Must be qualified for the "poverty" bracket - 80% of the statewide nonmetro MHI	Water and Wastewater Infrastructure Planning

Funding Sources (continued)				
Funding Type	Financing	Administered by:	Who Qualifies	Funding to be used for
<b>Rural Development Community Connect Grant Program</b>	Broadband Grants minimum \$50,000 (no max) matching funds required	US Dept. of Agriculture	Project must: (a) serve a rural area (b) serve one and only one community recognized in latest U.S. census; (c) Deploy Basic Broadband Transmission Service, free for 2 years to all Critical Community Facilities; (d) Offer Basic Broadband; (e) Provide a Community Center with at least 10 computer access points	Establish broadband access to rural communities which are unserved
<b>Community Focus Fund (CFF)</b>	Grants up to \$600,000, minimum 10% local match (\$350,000 for Fire Stations)	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low- to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Projects that contribute to long-term community planning and development Projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population Often requires income survey to determine low-income eligibility

Funding Sources (continued)				
Funding Type	Financing	Administered by:	Who Qualifies	Funding to be used for
<b>CFF Planning Grant</b>	Grants up to \$50,000, \$30,000 (for single utility), minimum 10% local match	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low- to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Planning activities for projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population. Planning activities must be completed w/in 12 mos. Often requires income survey to determine low-income eligibility
<b>Watershed Projects Grant (104(b)(3))</b>	Grants 5% local match	IN Dept. of Environmental Management		Projects that lead to the reduction and elimination of pollution, increase the effectiveness of the NPDES program
<b>Flood Control Revolving Fund: Rural Water Supply</b>	Loans up to \$150,000	IN Dept of Natural Resources	Cities, towns, conservancy districts, special assessment districts, with population under 1,250 who have been authorized to maintain/ operate the system; entity is unable to borrow funds elsewhere; cannot exceed 2% of assessed valuation	Projects that establish or modernize water supply systems

Funding Sources (continued)				
Funding Type	Financing	Administered by:	Who Qualifies	Funding to be used for
<b>Public Works &amp; Economic Adjustment Grants</b>	Grants for up to 50% of project costs, 80% if severely distressed; 20-50% match required	Economic Development Administration	Counties, cities, towns, sewer districts Sometimes townships and economic development corporations	Projects the will lead to job creation and retention in severely distressed communities including water and wastewater projects
<b>Industrial Development Grant Fund (IDGF)</b>	Grants (typically \$2,500 per job) Typically not exceed 50% of cost	Indiana Economic Development Corp.	City, Town, County, Special taxing district, economic development commission, nonprofit corporation established under IC 23-17, Regional water, sewage, or solid waste district, Conservancy district	Construction of airports, facilities, tourists attractions; sanitary sewer lines, storm sewers or drainage; water; roads; sidewalks; rail spurs and sidings; information and high tech. infrastructure; property; surveys
<b>Special Appropriations Projects (SAP)</b>	Grants average award \$2,000 to \$300,000 45% local match required	Congressional Appropriation	Incorporated cities/towns, counties, sanitary/conservation or sewer/water districts qualify for SAP, also known as the State and Trial Assistance Grants (STAG)	water, wastewater, non-point source and stormwater infrastructure SRF, CDBG, USDA, RD can be used as local match

Funding Sources (continued)				
Funding Type	Financing	Administered by:	Who qualifies	Funding to be used for
<b>Federal Transportation Aid to Local Communities</b>	Federal Aid Approx. \$30M available per year 80/20 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Roadway improvements
<b>Hazard Elimination and Safety (HES)</b>	Federal Aid Approx. \$6M available per year 90/10 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Safety improvements at Intersections, signage, pavement markings, signal modifications, lighting improvements

### **Implementation Plan Schedule**

A checklist of each of the comprehensive plan tasks is shown on the next page with categories for assigning responsibility and timelines for implementation. It is intended that the City can use this worksheet to implement the comprehensive plan over time as resources become available.

Martinsville Comprehensive Plan - Implementation Schedule 2009

Implementation Item	Short Term (1-5 years)			Mid Range (6-12 years)			Long Range (13-20 years)			Ongoing
	Plan Comm	City Council	Other	Plan Comm	City Council	Other	Plan Comm	City Council	Other	
Zoning Ordinance Updates	X									
	X									
	X									
	X									
	X									
	X									
	X									
	X									
Subdivision Ordinance Updates	X									
	X									
Annexation										
		X								

Martinsville Comprehensive Plan - Implementation Schedule 2009 (continued)											
Implementation Item	Short Term (1-5 years)			Mid Range (6-12 years)			Long Range (13-20 years)			Ongoing	
	Plan Comm	City Council	Other	Plan Comm	City Council	Other	Plan Comm	City Council	Other		
<b>Staff</b>											
Explore Increasing Staff and Training											
Promote a cost share program for sidewalk installations		X									X
Create and publicize a five-year maintenance and construction plans for sidewalks		X									X
Enforce codes on sidewalk construction and maintenance		X									X
Develop a parks master plan.		X									
Pursue creation of an "Indian Creek Greenway" along the route of the proposed SR 39 bypass		X									X
Explore the creation of a multi-use recreational area on the east side of the city to support existing populations		X									X
Create, maintain and consult an Infrastructure Master Plan		X									
Establish a redevelopment commission		X									
Adopt the SR 37/144 Corridor Plan.		X									
Establish interlocal agreements		X									
Assign a representatives to join the government-sponsored Smart Growth Next.		X									

Administrative

Martinsville Comprehensive Plan - Implementation Schedule 2009 (continued)

Implementation Item	Short Term (1-5 years)			Mid Range (6-12 years)			Long Range (13-20 years)			Ongoing
	Plan Comm	City Council	Other	Plan Comm	City Council	Other	Plan Comm	City Council	Other	
Promote in-fill in all areas of the City										X
Increase local code enforcement										X
Create incentives to upgrade the appearance of many existing homes.										X
Encourage sustainable building practices										X
Implement the action steps identified in the Environmental & Natural Resources section										X
Implement the actions steps identified in the Martinsville Economic Development Plan		X				X				
Make comprehensive plan available on city website										
Ensure that the necessary infrastructure is in place to support local business retention and expansion.										X
Extend utilities to areas where business and industrial uses should expand.										X
Upgrade small diameter mains in fringe areas as needed										X

Administration (continued)

Utilities



Martinsville Comprehensive Plan - Implementation Schedule 2009 (continued)

Implementation Item	Short Term (1-5 years)			Mid Range (6-12 years)			Long Range (13-20 years)			Ongoing
	Plan Comm	City Council	Other	Plan Comm	City Council	Other	Plan Comm	City Council	Other	
Utilities (continued)	Coordinate annually with water utilities to coordinate service to fringe areas.									X
	Use the Sanitary Sewer Evaluation Study to determine I/I sources that are the highest priority		X							
	Regularly review options for extending sanitary sewers to areas with failing septic systems within the fringe.									X
	Encourage the extension and upgrade of electric, natural gas and telecommunications infrastructure.									X
Transportation	Prepare a corridor plan for the Ohio Street corridor		X							
	Coordinate with INDOT to refine plans for the SR 39 bypass project		X							
	Finalize plans for the upgrade and extension of South Street.		X							
	Finalize plans to extend frontage roads to serve the East Business Park from adjacent interchanges.		X							

Martinsville Comprehensive Plan - Implementation Schedule 2009 (continued)												
Implementation Item	Short Term (1-5 years)			Mid Range (6-12 years)			Long Range (13-20 years)			Ongoing		
	Plan Comm	City Council	Other	Plan Comm	City Council	Other	Plan Comm	City Council	Other			
Transportation (continued)	Preserve the Indiana Southern Railroad line and/or corridor.										X	
	Develop prioritized plan and supporting policies for repairing, replacing and installing new sidewalks throughout the community.										X	
	Develop multi-use trail plan for community.										X	
	Investigate interest in public commuter transportation										X	
Special Studies	Infrastructure Master Plan		X									
	Annexation Plan		X									
	Downtown Revitalization Plan		X									



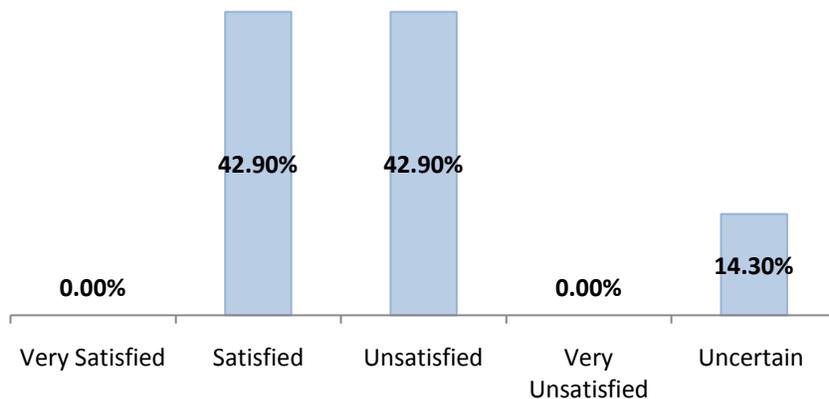
# Public Survey Results for Martinsville Comprehensive Plan

## Executive Summary

This report contains a detailed statistical analysis of the results to the survey titled *Martinsville Comprehensive Plan*. The results analysis includes answers from all respondents who took the survey in the 41 day period from Thursday, August 21, 2008 to Wednesday, October 01, 2008. Fourteen completed responses were received to the survey during this time. The survey was posted on the project website, completed by steering committee members and was part of an exercise during the first public meeting.

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

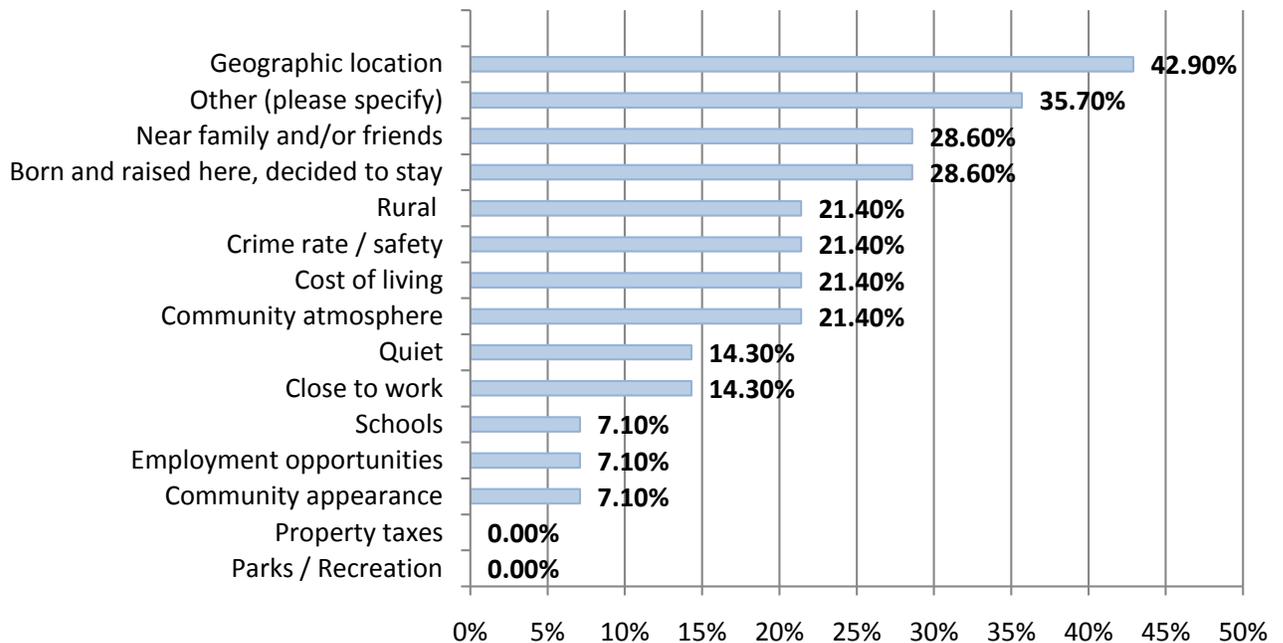


### 2) If you checked Unsatisfied or Very Unsatisfied in question #1, please explain why:

- a. There are NO high tech high paying jobs in this community causing residents to commute out of the city and county for work, the sewer systems on the south side of town around the areas of Mahallasville Road and Southview Drive are totally insufficient and partly responsible for the losses incurred by residents during the June 6th flood and have still not been corrected and most likely WILL NOT BE due to the I69 Project. There is nothing for the children to do in this community for entertainment and hasn't been since I was a kid back in the 1970's to name a few things that need to be addressed really badly to help this community to better itself!!!!

- b. No new jobs being created, in fact we are probably losing jobs. A lack of quality restaurants and shopping. Very little entertainment or recreational opportunities.
- c. Lack of recreation, enrichment education, dilapidated core, neighborhoods, roads & sidewalks. Weeds, poor entrances to City. Generally, discord between my personal, ideological communities
- d. poor infrastructure, sidewalks, sewers and water, rundown buildings
- e. I'm concerned about our future.
- f. There is a lack of activities between the ages of 15-19 as well as family activities on a daily basis.
- g. Lack of downtown shopping, movie theaters, bookstores, varied restaurants, higher education opportunities, live entertainment

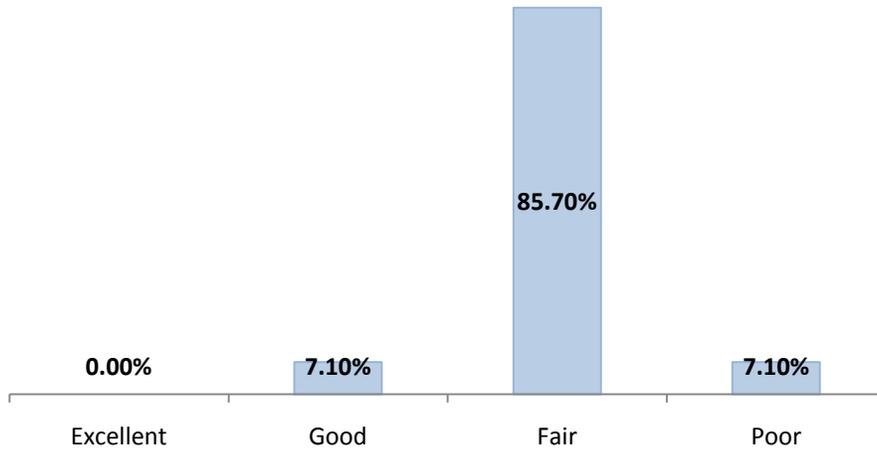
**3) What are the main reasons that you live in Martinsville?**



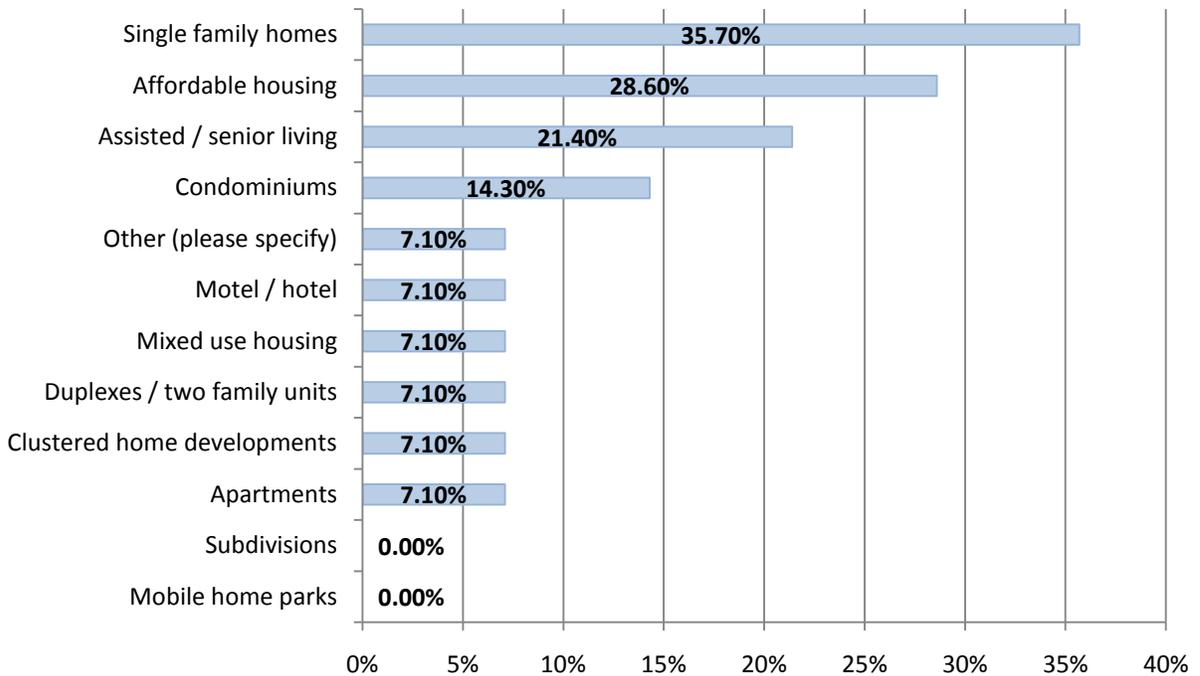
**Other Responses for #3:**

- a. Came for IU and life's course kept me here
- b. I moved here as a teen and loved it!
- c. Quirky
- d. Good people; I like the community spirit
- e. Our business was 3rd generation family business and I love small town Indiana

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



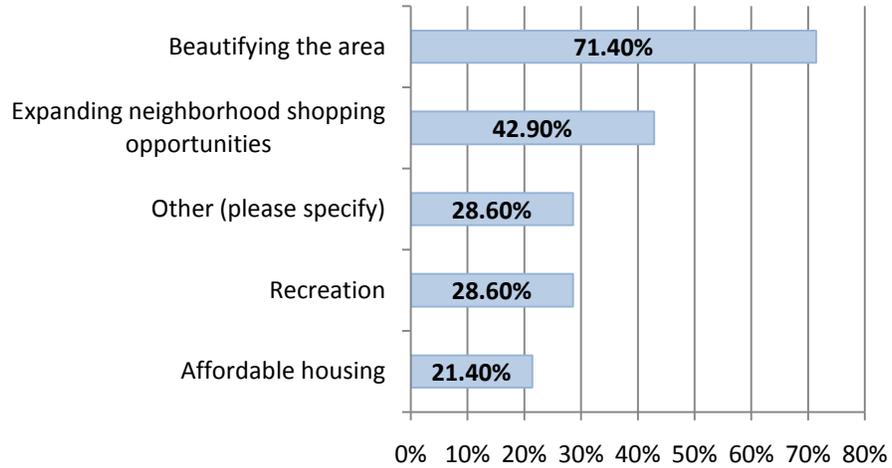
**5) As Martinsville grows, what types of housing would you like to see encouraged?**



**Other Responses for #5:**

- Higher end condos for more affluent retirees

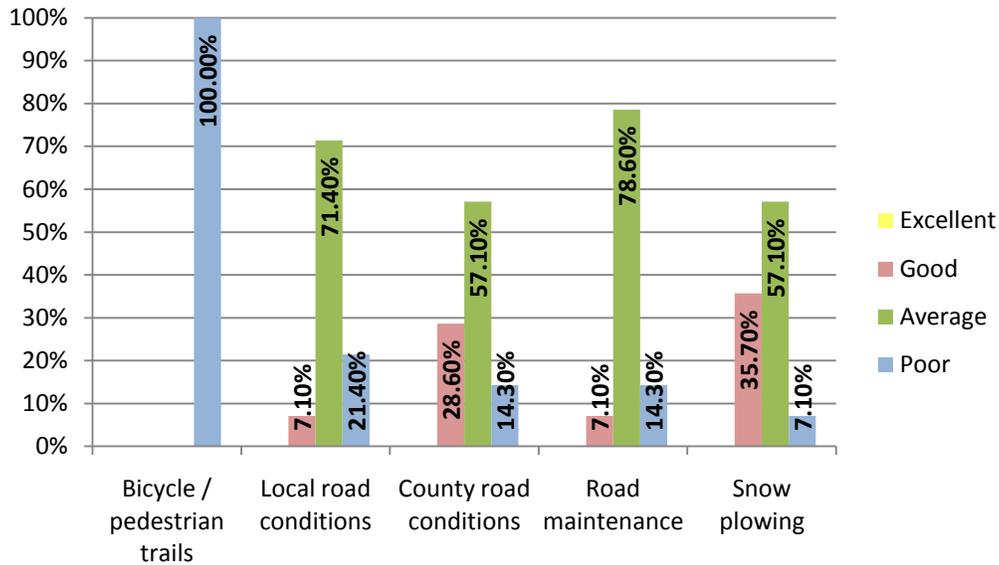
**6) Focusing on neighborhood preservation and development, which items should Martinsville concentrate on during the next five years?**



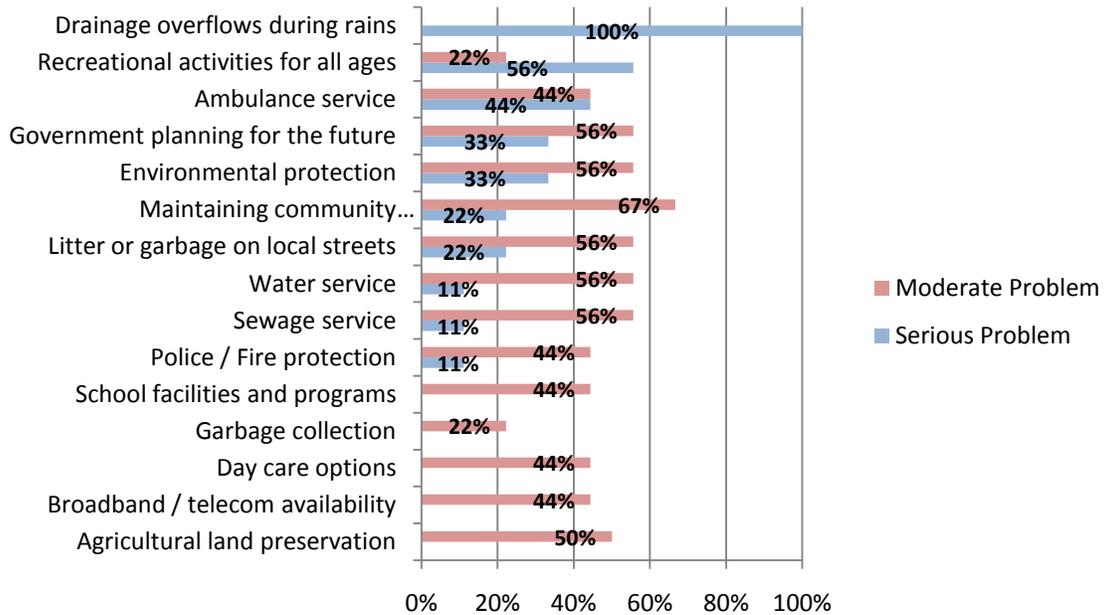
**Other Responses for #6:**

- a. Downtown revitalizations
- b. Infrastructure, sewer and water systems
- c. Job creation
- d. Historic preservation

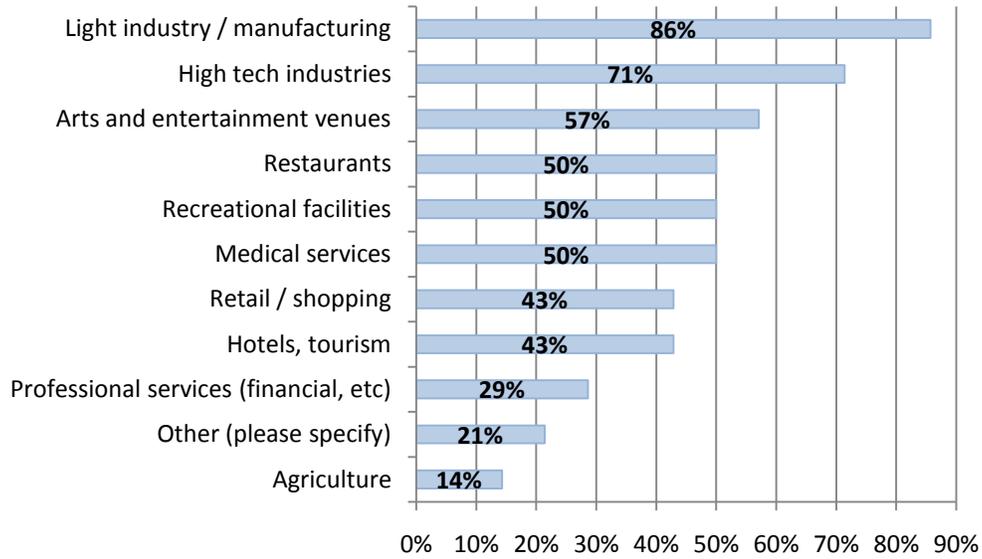
7) How would you rate the following transportation services for Martinsville residents?



8) Please rank the following issues for Martinsville (only serious and moderate problems displayed):



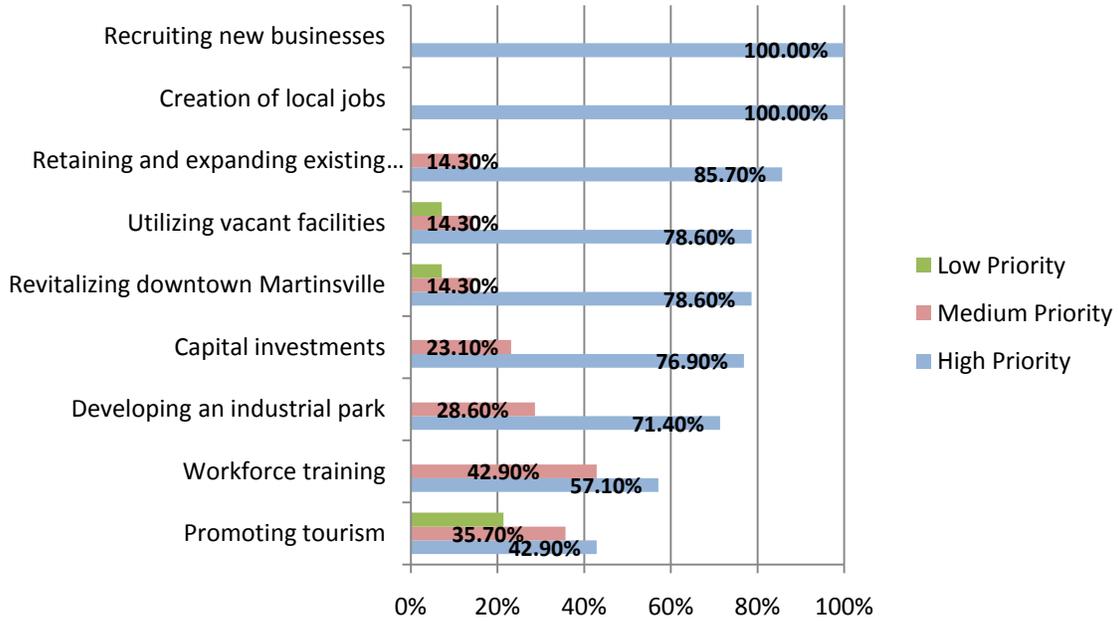
**9) What types of industries should Martinsville focus on retaining / securing?**



**Other Responses for #9:**

- a. Life sciences
- b. Lowes
- c. Education, Ivy Tech or branches of other colleges

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



## 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 <u>not</u> 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
<ul style="list-style-type: none"> <li><input type="checkbox"/> We have thought about planning for our community but do not have a plan commission.</li> <li><input type="checkbox"/> We do not have any planning staff.</li> <li><input type="checkbox"/> We have no financial resources designated for planning projects.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> We have a plan commission and a board of zoning appeals with rules of procedure.</li> <li><input type="checkbox"/> We have a building commissioner/ planner on staff.</li> <li><input type="checkbox"/> We rarely designate financial resources planning projects.</li> <li><input type="checkbox"/> We have someone who focuses part of their time on economic development or redevelopment.</li> <li><input type="checkbox"/> Our focus of planning is on plan review.</li> <li><input type="checkbox"/> We have no or limited inspections. We have zoning and subdivision regulations.</li> <li><input type="checkbox"/> We have a comprehensive plan. We have a redevelopment commission.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> We have a plan commission and a board of zoning appeals that consistently follow rules of procedure.</li> <li><input type="checkbox"/> We have a professional full time planner.</li> <li><input type="checkbox"/> We occasionally designate financial resources for community planning projects.</li> <li><input type="checkbox"/> We have a full-time staff member who is dedicated to economic development or redevelopment.</li> <li><input type="checkbox"/> Our focus is on some longer range planning and visioning.</li> <li><input type="checkbox"/> We have limited inspections and enforcement personnel.</li> <li><input type="checkbox"/> We regularly update our comprehensive plan and development codes.</li> <li><input type="checkbox"/> We have additional ordinances such as architectural review, etc.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> We have a plan commission and a board of zoning appeals that consistently follow rules of procedure and annual training.</li> <li><input type="checkbox"/> We have a professional full time staff of planners and other trained technical staff.</li> <li><input type="checkbox"/> We annually designate financial resources for community planning projects.</li> <li><input type="checkbox"/> We have a full-time staff member who is dedicated to economic development or redevelopment in addition to other trained technical economic development staff.</li> <li><input type="checkbox"/> Our focus is on long range planning.</li> <li><input type="checkbox"/> We have full range of inspections and full time enforcement personnel.</li> <li><input type="checkbox"/> We have additional ordinances such as historic preservation, etc.</li> </ul>

## 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:
<b>See Increasing Local Fundamental Planning Capacity</b>	<b>Land Ownership and Conservation Easements</b>	<b>Land Ownership and Conservation Easements</b>	<b>Land Ownership and Conservation Easements</b>
	Hillside / Steep Slope Protection	<b>Hillside / Steep Slope Protection</b>	<b>Hillside / Steep Slope Protection</b>
	Open Space Planning	<b>Open Space Planning</b>	<b>Open Space Planning</b>
	Scenic Viewshed Protection	<b>Scenic Viewshed Protection</b>	<b>Scenic Viewshed Protection</b>
	Tree Protection Ordinance	<b>Tree Protection Ordinance</b>	<b>Tree Protection Ordinance</b>
	Forest Protection	<b>Forest Protection</b>	<b>Forest Protection</b>
	Agricultural Land Preservation	<b>Agricultural Land Preservation</b>	<b>Agricultural Land Preservation</b>
	Stream Corridor Protection	<b>Stream Corridor Protection</b>	<b>Stream Corridor Protection</b>
	Wetland Protection	<b>Wetland Protection</b>	<b>Wetland Protection</b>
	Watershed Protection	<b>Watershed Protection</b>	<b>Watershed Protection</b>
	Groundwater / Wellhead Protection	<b>Groundwater / Wellhead Protection</b>	<b>Groundwater / Wellhead Protection</b>
	Karst Landscape Preservation	<b>Karst Landscape Preservation</b>	<b>Karst Landscape Preservation</b>
	Biodiversity / Habitat Protection	Biodiversity / Habitat Protection	<b>Biodiversity / Habitat Protection</b>

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.

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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:
<b>See Increasing Local Fundamental Planning Capacity</b>	<b>Tax Abatement</b>	<b>Tax Abatement</b>	<b>Tax Abatement</b>
	Economic Development Strategic Plan	<b>Economic Development Strategic Plan</b>	<b>Economic Development Strategic Plan</b>
	Tax Increment Financing	<b>Tax Increment Financing</b>	<b>Tax Increment Financing</b>
	Special Improvements Districts	<b>Special Improvements Districts</b>	<b>Special Improvements Districts</b>
	Agricultural Development	<b>Agricultural Development</b>	<b>Agricultural Development</b>
	Agriculture and Nature Tourism	<b>Agriculture and Nature Tourism</b>	<b>Agriculture and Nature Tourism</b>
	State Economic Development Programs	<b>State Economic Development Programs</b>	<b>State Economic Development Programs</b>
	Competitive Industry / Targeted Industry Studies	Competitive Industry / Targeted Industry Studies	<b>Competitive Industry / Targeted Industry Studies</b>
	Brownfield / Infill Development	Brownfield / Infill Development	<b>Brownfield / Infill Development</b>

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.

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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	<b>Capital Improvement Plan:</b> <ul style="list-style-type: none"> <li>• City of Fort Wayne</li> <li>• City of Indianapolis</li> <li>• Town of Highland</li> </ul>	<b>Capital Improvement Plan:</b> <ul style="list-style-type: none"> <li>• City of Fort Wayne</li> <li>• City of Indianapolis</li> <li>• Town of Highland</li> </ul>	<b>Capital Improvement Plan:</b> <ul style="list-style-type: none"> <li>• City of Fort Wayne</li> <li>• City of Indianapolis</li> <li>• Town of Highland</li> </ul>
	<b>Access Management Plan &amp; Policies</b> <b>Areawide Thoroughfare Plan</b> <b>Comprehensive Corridor Plan</b> <b>Interchange Area Plan</b> <b>Areawide Bicycle and Pedestrian Plan</b>	<b>Access Management Plan &amp; Policies</b> <b>Areawide Thoroughfare Plan</b> <b>Comprehensive Corridor Plan</b> <b>Interchange Area Plan</b> <b>Areawide Bicycle and Pedestrian Plan</b>	<b>Access Management Plan &amp; Policies</b> <b>Areawide Thoroughfare Plan</b> <b>Comprehensive Corridor Plan</b> <b>Interchange Area Plan</b> <b>Areawide Bicycle and Pedestrian Plan</b>
	Traffic Calming Plan & Policies: <ul style="list-style-type: none"> <li>• City of Indianapolis</li> </ul>	Traffic Calming Plan & Policies: <ul style="list-style-type: none"> <li>• City of Indianapolis</li> </ul>	Traffic Calming Plan & Policies: <ul style="list-style-type: none"> <li>• City of Indianapolis</li> </ul>
	Design and Construction Standards for Infrastructure Traffic Impact Study Guidelines Urban Growth Boundaries / Urban Service Area Traffic Control Device / Signal Warrant Studies Impact Fees	Design and Construction Standards for Infrastructure Traffic Impact Study Guidelines Urban Growth Boundaries / Urban Service Area Traffic Control Device / Signal Warrant Studies Impact Fees	Design and Construction Standards for Infrastructure Traffic Impact Study Guidelines Urban Growth Boundaries / Urban Service Area Traffic Control Device / Signal Warrant Studies 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.

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## 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:
	<ul style="list-style-type: none"> <li>• Geist Annexation Fiscal Plan, Town of Fishers</li> <li>• Geist Annexation Ordinance, Town of Fishers</li> <li>• Riverbend Commons Ordinance, City of Muncie</li> <li>• Shirey Road Annexation Fiscal Plan, City of Muncie</li> </ul>	<ul style="list-style-type: none"> <li>• Geist Annexation Fiscal Plan, Town of Fishers</li> <li>• Geist Annexation Ordinance, Town of Fishers</li> <li>• Riverbend Commons Ordinance, City of Muncie</li> <li>• Shirey Road Annexation Fiscal Plan, City of Muncie</li> </ul>	<ul style="list-style-type: none"> <li>• Geist Annexation Fiscal Plan, Town of Fishers</li> <li>• Geist Annexation Ordinance, Town of Fishers</li> <li>• Riverbend Commons Ordinance, City of Muncie</li> <li>• Shirey Road Annexation Fiscal Plan, City of Muncie</li> </ul>
	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, including desirable 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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## 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.

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

\* Tools Under Construction

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# BICYCLE & PEDESTRIAN PLANS

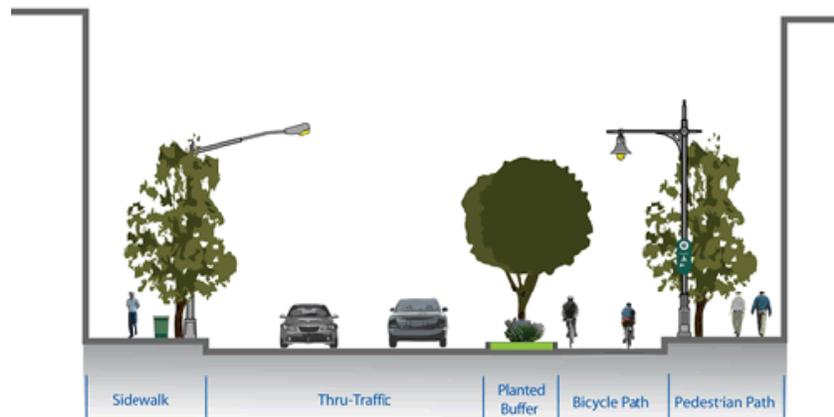


Bicycle and Pedestrian Plans recognize walking and biking as legitimate forms of transportation. Generally, Bicycle and Pedestrian Plans provide guidance for policy and project plans for creating or improving access and mobility for bicyclists and pedestrians. These plans can identify a network of bike 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 21<sup>st</sup> 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**

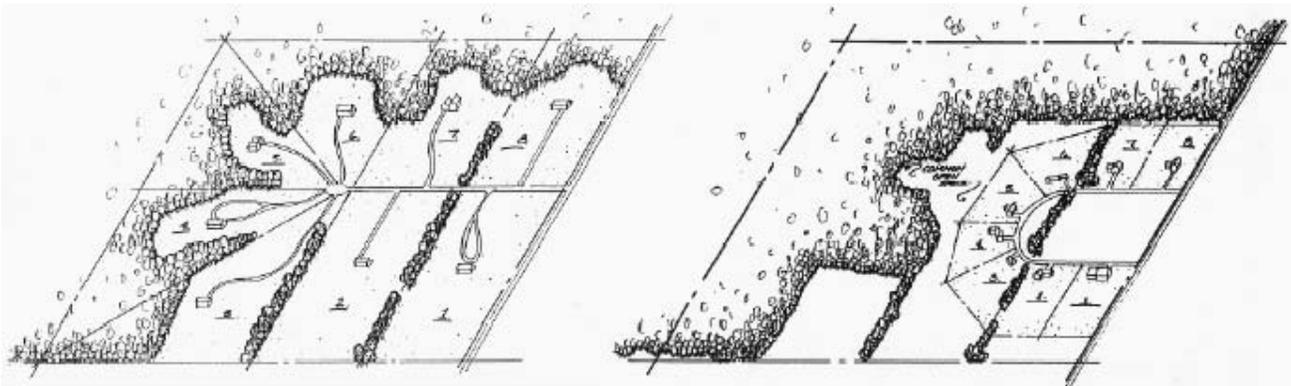
Consider the following distinction between a conventional subdivision and a conservation or cluster subdivision. With a conventional subdivision in mind, imagine a developer subdividing a 100-acre piece of land into 50 two-acre parcels, each with a single-family home. Under a conservation or cluster 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

# 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](http://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 of 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](http://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 inherent 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