



*Decatur  
County*

**COMPREHENSIVE PLAN  
AUGUST, 2007**



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**RESOLUTION No. 2007-12**

**A RESOLUTION OF THE BOARD OF COMMISSIONERS OF DECATUR COUNTY,  
INDIANA ACCEPTING AND APPROVING THE DECATUR COUNTY  
COMPREHENSIVE PLAN**

**WHEREAS**, pursuant to Indiana Code 36-7-4-501 and 509 the Decatur County Area Plan Commission is authorized to prepare and the Decatur County Commissioners are authorized to adopt a comprehensive plan; and

**WHEREAS**, the comprehensive plan steering committee held a public meeting on the comprehensive plan on May 17, 2007; and,

**WHEREAS**, the Decatur County Area Plan Commission held a public hearing in accordance with IC 36-7-4-507 on August 1, 2007; and,

**WHEREAS**, the Decatur County Area Plan Commission recommended approval of the comprehensive plan on August 1, 2007 in accordance with IC 36-7-4-508 and has certified that recommendation to the County Commissioners; and

**WHEREAS**, the comprehensive plan reflects the long-range goals of Decatur County for the future development of the community, the land use of the community, and the development of public ways, places, lands, structures, and utilities; more specifically including industrial development to leverage the investment of Honda Manufacturing of Indiana, developing an agricultural business park to provide for development and expansion of agricultural and related businesses, and maintain and enhance the unique character of Decatur County.

Now, therefore, be it resolved that the Decatur County Commissioners do as follows:

**SECTION 1.** The Decatur County Commissioners hereby adopt the Decatur County Comprehensive Plan, pursuant to IC 36-7-4-509. A copy of the Decatur County Comprehensive Plan is on file in the Plan Commission Office and the Office of the County Recorder at the Decatur County Courthouse.

**SECTION 2.** The Commissioners recognize that from time to time amendments may be necessary to this comprehensive plan to reflect changes in the land use and planning needs of the community. These amendments may be initiated by the Area Plan Commission as provided for in the 500 series of IC 36-7-4.

**SECTION 3.** That the final document is hereby approved, contingent upon comments and changes noted by Commissioner comments.

**SECTION 4.** This resolution shall take effect upon passage by a majority of the members of the Board of County Commissioners and publication as required by law.

Adopted this 4<sup>th</sup> day of September, 2007  
Board of Commissioners.

Decatur County, Indiana.

Charles L. Buell

John H. Richards

Sharon Bransy

YES

NO

<input checked="" type="checkbox"/>	/	_____
<input checked="" type="checkbox"/>	/	_____
<input checked="" type="checkbox"/>	/	_____

Resolution Enactment

As Auditor of Decatur County and Clerk of Board of Commissions Decatur County, I certify that above is true and accurate Ordinance of Decatur County as represented above.

Certified this 4<sup>th</sup> day of September, 2007.

Bridgett Weber  
Bridgett Weber  
Auditor, Decatur County, Indiana

## Preface

### Forward

Change is a reality in our communities. It may occur slowly over time, or faster than we seemingly can adjust to it. We can choose to react to change or to anticipate and direct the changes that occur. When communities engage in a comprehensive planning process they are both responding to changes that have happened or are happening, and planning for changes that will likely occur in the future.

Decatur County has recently experienced the beginning of a significant change in the community with the announcement that Honda Manufacturing of Indiana will be building a major manufacturing operation just outside of the City of Greensburg. The new plant will bring jobs to the county and could bring more manufacturing, distribution, retail, and office development to the area in addition to residential growth.

This plan accounts for the changes that are occurring in the county while planning for the changes that will occur in the community over the next twenty years.

Indiana statutes establish the minimum requirements for a comprehensive plan. As stated in IC 36-7-4-502, a comprehensive plan must contain at least:

1. A statement of objectives for the future development of the jurisdiction;
2. A statement of policy for the land use development of the jurisdiction;
3. A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

This comprehensive plan addresses these elements in Part II: Policy Plan through the land use plan, transportation plan, sub-area plans, and issue-specific plans. Each of these chapters includes policy statements in the form of goals and objectives.

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## Framework

The framework of this comprehensive plan is formed around four key questions that the plan both asks and attempts to answer. These questions are:

- Where are we now?
- Where are we going?
- Where do we want to go?
- How do we get there?

The question of “Where are we now?” is addressed in Part I: Context which includes the history and setting of the county, local dynamics, a demographic and economic profile, physical analysis, and key issues. The responses to this question are descriptive and based on published data and observed characteristics.

“Where are we going?” is the question we must answer to determine the current path we are taking. This path is the likely outcome for the future of the community if no changes are made to current policy or programming. The size of the future population, the amount of new development that will be required to serve that population, and the location of new development based on current trends are some indicators that determine the response to this question.

We ask, “Where do we want to go?” to identify the desired community characteristics for the future. Responses to this question are a result of input from the public, the plan’s steering committee, focus groups, and key stakeholders. The response takes the form of land use scenarios, a vision statement, goals, objectives, and planning principles which verbally and graphically depict the desired future for Decatur County.

Finally, responses to “How do we get there?” provide the county with tools to implement the comprehensive plan and shape the community in a way that is consistent with the desired vision of the future. They include action steps, timeframes, potential funding sources, responsible parties, and other details that will assist the community achieve its vision.

## How to use this Document

Part I: Context – Describes the existing conditions of the community, both in terms of demographic and economic analysis and through observation and input from key stakeholders. This part answers the questions “where are we now?” and “Where are we going?”

Part II: Policy Plan – Establishes the vision for the community (Chapter 3), and lays out goals for land use (Chapter 4), transportation (Chapter 5), and public facilities (Chapter 6). It also considers sub-areas such as the I-74/US 421 interchange (Chapter 7), and specific issues such as an agricultural business park (Chapter 8). Part II poses and answers the question, “Where do we want to go?”

Part III: Implementation – Provides a blueprint for implementing the plan including action steps, suggested revisions to ordinances, new and modified programs, potential funding sources, etc. This part answers the question, “How do we get there?”

Part IV: Context Report – Summarizes the public participation responses that were received from the public, key person interviews, focus group meetings, and the steering committee throughout the planning process.

## Definitions

There are some key terms that are used in the document that are important to understand in order to effectively use the document.

**Action plans:** Specific steps to be taken to implement objectives and goals if the vision is to be achieved.

**Goal:** A broad statement that supports the vision while adding a specific area of focus. Goals are lofty, but attainable within the planning horizon.

**Key person/Stakeholder:** An individual who is in some way responsible for implementing the plan or has a vested interest in the outcome of the plan, whose input should be considered early in the planning process.

**Objective:** A statement that adds a level of specificity to the goal, without identifying the individual actions that must be taken for implementation. Objectives are generally measurable so that the community can monitor implementation progress.

**Planning Horizon:** The period of time considered by the plan; a comprehensive plan generally considers a twenty-year period. Review is recommended every five years or as conditions change.

**Policy:** A definite course or method of action to guide present and future decisions. Policies may be legislative or administrative in nature.

**Steering Committee:** The group of people, assigned by the Plan Commission, to represent the community and guide the comprehensive planning process. The Steering Committee members serve as a liaison between the community and the consultant during the planning process.

**Vision:** A broad statement describing the desired future of the city, as shared by members of the community.

## Acknowledgements

### *Decatur County Commissioners*

Charles Buell  
Jerome Buening  
John Richards

### *Decatur County Plan Commission*

Albert Armand  
Bill Dieckmann  
Ken Dornich  
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## Chapter 1

### Context



***“The Decatur County courthouse tower tree has long been the best known feature of Greensburg”***

### History

Decatur County was one of four counties carved from the southern part of Delaware County in 1822. The county was named for Commodore Stephen Decatur of the US Navy. With the establishment of the county, Governor Jennings appointed four county commissioners.

The site for the county seat of Decatur County was chosen in June 1822 and named Greensburg in honor of the Pennsylvania hometown of the wife of the city founder, Thomas Hendricks.

A county jail was the first government structure built in the community in 1823 on the southeast corner of the courtyard.

The oldest part of the current courthouse structure was first constructed in 1874. The courthouse was renovated and expanded in the late 1990s, and completed in 1997.

The Decatur County courthouse tower tree has long been the best known feature of Greensburg. In the early 1870s the tower tree began as a small sprig growing from the northwest corner of the courthouse roof. The sprig grew into several trees. In 1888 some of the shrubs were removed. The remaining tree grew to approximately 15 feet before it died. It remains at the Decatur County Historical Society. Another tree made an appearance at the southeast corner of the courthouse tower during that time. The tower tree has become famous and the symbol of Greensburg and Decatur County.

State Road 3 was built in 1937. This highway connects Greensburg with Muncie and Ft. Wayne to the north and to the southern Indiana communities near Louisville, Kentucky.

In the late 1950s, Delta Faucet became one of the largest industrial employers in Decatur County. Other industrial employers that followed Delta included Gulf Oil, Crown Zellerbach which is currently Printpack, Bohn Aluminum, and BCA American Lifts. In the early 1980s, an industrial park on the city’s eastside was developed including Gecom, Valeo, STI, and Mi-Tech Steel. Bohn Aluminum became known as ABS (Advance Bearing Systems) and BCA – Federal Mogul has since closed its Greensburg facility. Greensburg and Decatur County also have numerous tool and dye businesses.

Interstate 74 was completed through Decatur County in 1964. The interstate became the primary means of transportation between Indianapolis and Cincinnati and points beyond. During the early 1900s, the Interurban

operated by the Indianapolis and Cincinnati Traction Company provided passenger rail service between Indianapolis and Cincinnati. The trains were replaced with busses in 1932. A connecting bus service existed between Greensburg and Cincinnati, and a through route between Indianapolis and Cincinnati evolved. Bus service continued into the 1980s.

## **Local Dynamics**

Decatur County is divided into 9 Civil Townships as follows: Adams, Clay, Clinton, Fugit, Jackson, Marion, Salt Creek, Sand Creek and Washington. Incorporated communities in the county include Greensburg, Millhouses, Newpoint, St. Paul, and Westport. The Town of Milford was dissolved in 2007 due to insufficient revenue needed to meet the town's financial obligations.

In June 2006, Honda of North America announced that Greensburg and Decatur County would be the location for the company's new plant, a \$500 million investment that is projected to create 2,000 jobs. The company is locating the plant along I-74, just outside the northwest side of the city of Greensburg.

As a part of Governor Mitch Daniels' Major Moves initiative, I-74 through Decatur County will experience major preservation projects. These two projects will affect I-74 from Newpoint to Penntown and from the Shelby County line to SR 3. Other major transportation improvement projects from INDOT include:

- Reconstruction of US421/Old 421
- Reconstruction of the I-74/US 421 interchange
- Realignment of CR 300N
- Reconstruction and extension of CR 250W
- New construction of an overpass road

Railroads have historically been important to the Decatur County economy and will continue to be important as Honda begins operations. One of the challenges associated with the railroads is the number of at-grade crossings. These crossings can create access problems for emergency equipment when trains block intersections. The crossings can pose a threat to public safety and create traffic congestion when there is train activity during peak traffic times.

## Chapter 2

### Physical Data

*“The population of Decatur County is projected to grow steadily”*

#### Introduction

The physical data and public input form the basis for decision-making in the comprehensive planning process. This information attempts to answer the questions “Where are we now?” and to a limited extent, “Where are we going?”

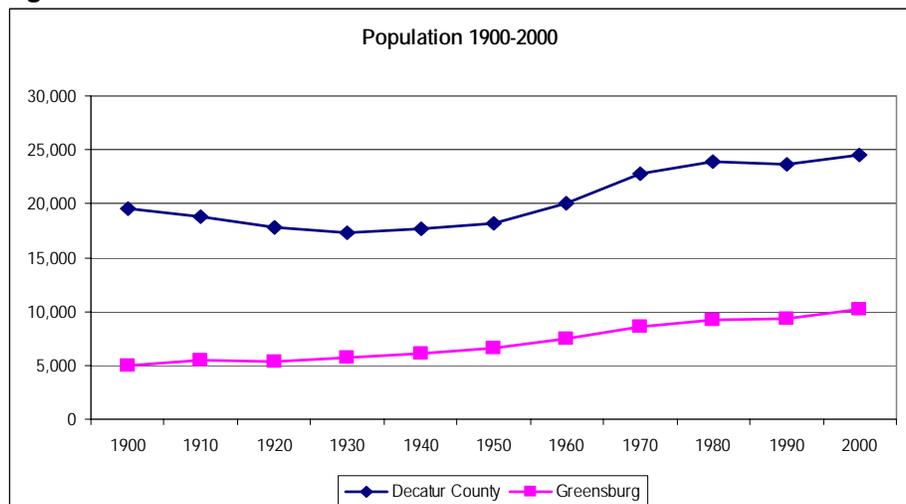
The primary source of the data in this chapter is the 2000 US Census of Population and Housing. Whenever more current estimates are available, updated data from the US Census Bureau and the Indiana Business Research Center are used. Economic data is that which is available from the US Census Bureau and other state and federal sources, compiled by the Indiana Business Research Center.

#### Growth Trends

The estimated population of Decatur County in 2005 was 25,185, approximately 2.5 percent higher than the 2000 Census count of 24,555. The county grew approximately four percent in the decade from 1990 to 2000. During the 1990s, the county’s population growth was slower than the state’s, but local population growth has kept pace with the state since 2000.

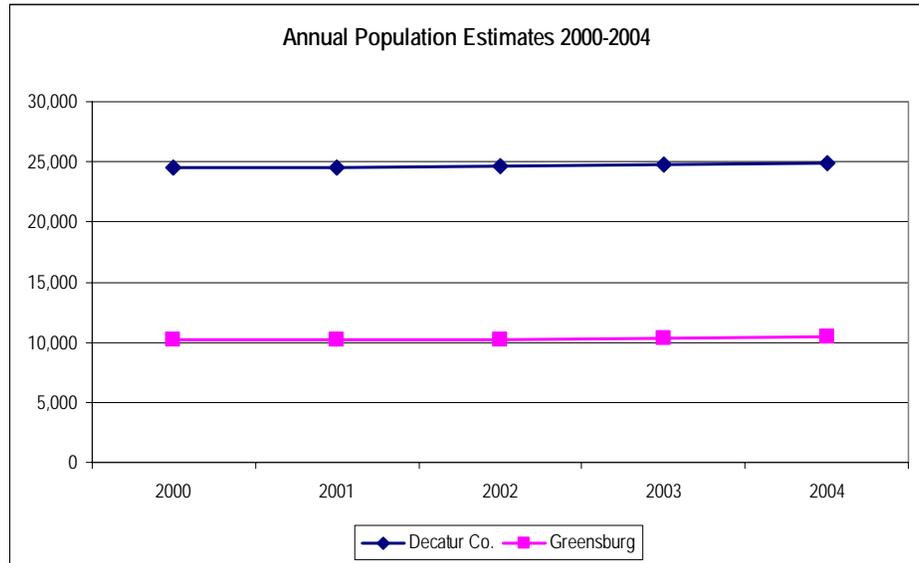
Significant population growth in Decatur County began in the post-war era, increasing from 17,700 in 1940 to more than 25,000 today.

**Figure 2.1 - Decennial Census 1900-2000**



Source: Indiana Business Research Center

**Figure 2.2 - Annual Population Estimates 2000-2005**



Source: *Indiana Business Research Center*

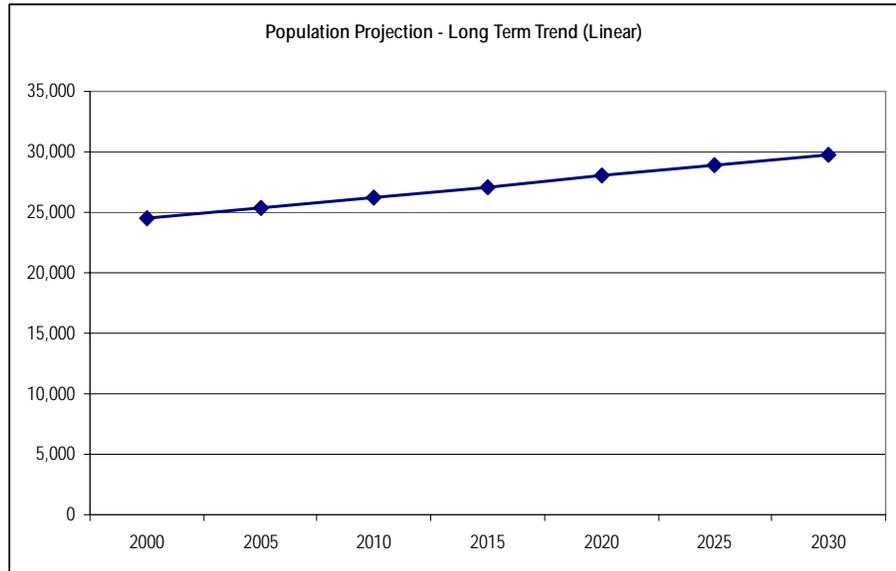
The population of Decatur County is projected to grow steadily. The Indiana Business Research Center projections using the Census Bureau methodology show a 2030 population for the county of 26,860. These estimates have historically been quite conservative for most communities across Indiana.

A more aggressive estimate projects the 2030 population at 29,700. Even these projections are likely conservative in light of the announcement that Honda will be building a new manufacturing facility that will employ more than 2,000 people by 2010.

One possible indicator of what the future may hold for Decatur County is the experience of Gibson County, where the population increased four percent between 1996 when the Toyota plant opened and the 2000 Census. This followed several years of population stagnation and decline before the plant came online. However, Gibson County has the external influence of Evansville to draw away population that may otherwise live in the county. Decatur County does not face such a challenge in realizing a larger share of the population growth that is possible from the plant location.

Based on the impact growth rate of Scott County, Kentucky after the location of a Toyota plant near the community of Georgetown, population projections were made for Decatur County using the county's base growth rate and the impact rate from Scott County. These projections have the Decatur County population reaching 51,646 by 2030.

**Figure 2.3 - Population Projection – Long-Term Trend**



Source: HNTB

## Population Characteristics

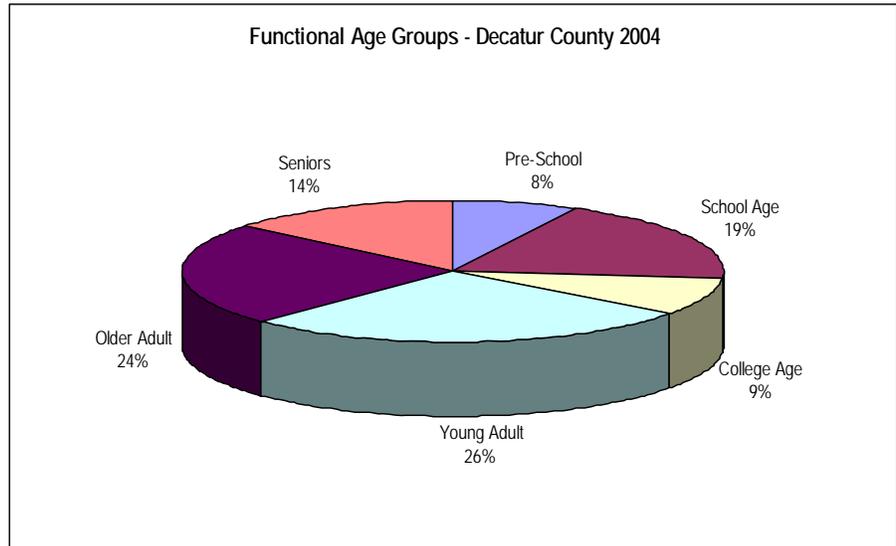
Key population characteristics include:

- **An older population** that could signal the need for different housing types, such as townhouses, condominiums, and active elderly communities.
- **Asians are the only significant minority** in Decatur County to date and their population may increase. More diverse dining, shopping, and educational opportunities may be needed to meet the needs of this population.
- **Less growth in the Hispanic population** has occurred in Decatur County than most Indiana counties. Over time, the Hispanic population is likely to grow, bringing needs for language skills training, and more diverse shopping and dining opportunities.
- **The education gap in Decatur County is increasing.** This can cause concern when the available workforce is low-skill, attracting primarily low-skill jobs, which in turn does not encourage people to seek a college education.

### *Population*

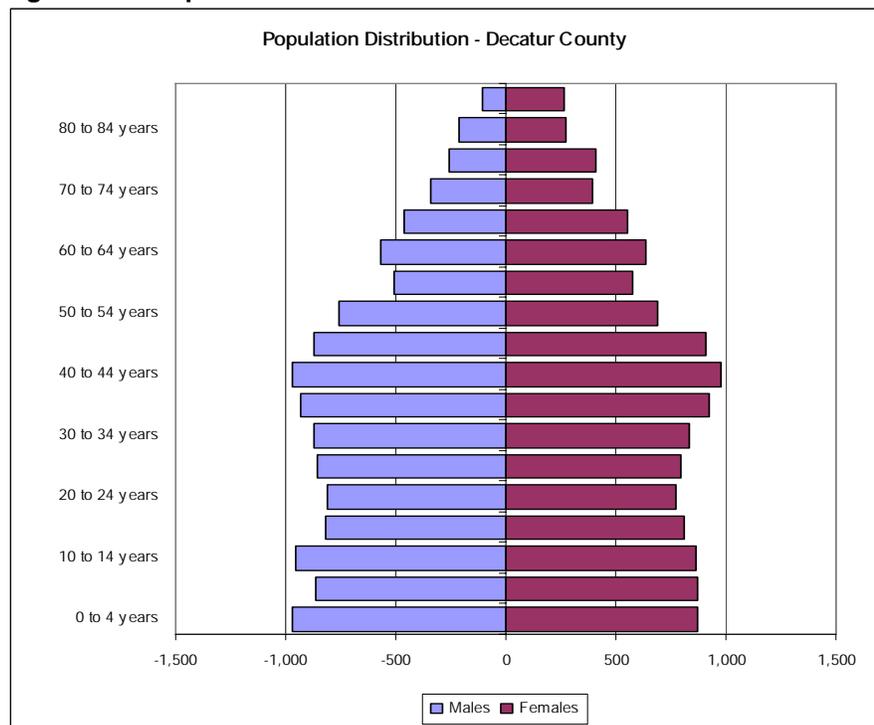
Approximately half of the Decatur County population is of working age (young adults and older adults). This is similar to the statewide average. The county's population over age 65 is higher than the statewide percentage. This could signal a need for new housing types that meet the needs of an older population, particularly as the Baby Boom generation ages.

**Figure 2.4 - Functional Age Groups**



Source: Indiana Business Research Center

**Figure 2.5 - Population Distribution**



Source: Indiana Business Research Center and HNTB

### Race

The county is predominately Caucasian, but there is an Asian population of over 300 in the county. Nearly all of the Asians in Decatur County live in the City of Greensburg. There is likely to be an increase in the Asian population

as Honda builds in the community. However, Gibson County did not experience a significant increase in their Asian population following the location of Toyota in the community.

The Decatur County Hispanic population increased 43 percent from 1990 to 2000. This increase ranked 79<sup>th</sup> out of Indiana's 92 counties. Over time, Decatur County may experience an increase in Hispanic population similar to the statewide trend.

### *Educational Attainment*

High school diploma attainment and attainment of a college degree is generally lower in the county than the state average. While educational attainment has risen since 1990, the county's educational attainment has not kept pace with improvements in other counties, resulting in the county's declining ranking.

According to the 2000 Census, fewer than 10 percent of Decatur County adults had completed a Bachelor's degree or higher, except in the City of Greensburg, where 12 percent had completed a college degree.

## **Housing**

Key housing characteristics include:

- **Older housing** is attractive from one market perspective for its architecture and character, but may present challenges like outdated utilities, leaking roofs, and lack of energy efficiency. The older housing stock may require programs to encourage maintenance, restoration, and repair.
- **Lower median home values** indicate more affordable housing, but age and quality can also contribute to lower home values.
- Home values also relate to income. Incomes are lower in Decatur County than statewide, so it is logical that housing (the major contributor to cost of living) is also less expensive.
- While a **high level of homeownership** generally indicates a more stable population, recent low-cost mortgages have contributed to Indiana leading the nation in foreclosures.
- The spikes in building permits occurred in times when multi-family housing was needed to accommodate families downsizing after a plant closure and layoffs.
- **Average household size continues to decline**, causing a need for more housing units than was traditionally anticipated.

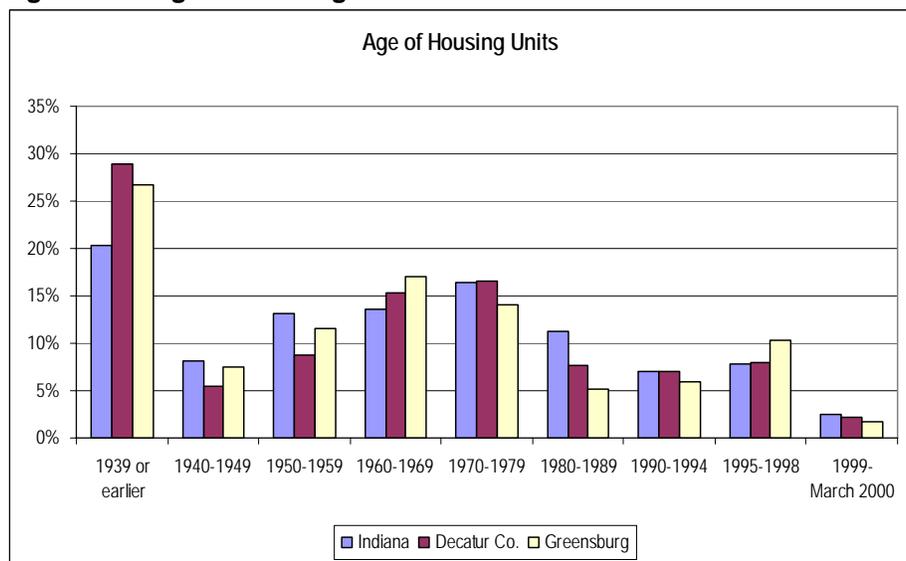
### *Housing Units and Housing Age*

The 2000 Census, indicated nearly 10,000 housing units in Decatur County. In 2004, the Census estimated more than 10,500 homes in Decatur County, an increase of 5.6 percent.

***“More than one-quarter of the homes in Decatur County were built before 1940”***

More than one-quarter of the homes in Decatur County were built before 1940. Approximately 30 percent were built during the 1960s and 1970s. Decatur County is behind the statewide average for replacing older housing. Generally housing needs to be renovated or replaced after a 30 year period. Forty-five percent of the housing statewide was built between 1970 and 2000, but only 41 percent of Decatur County housing units were built during this time. This could indicate maintenance concerns for older homes where renovations have not taken place.

**Figure 2.6 - Age of Housing Units**

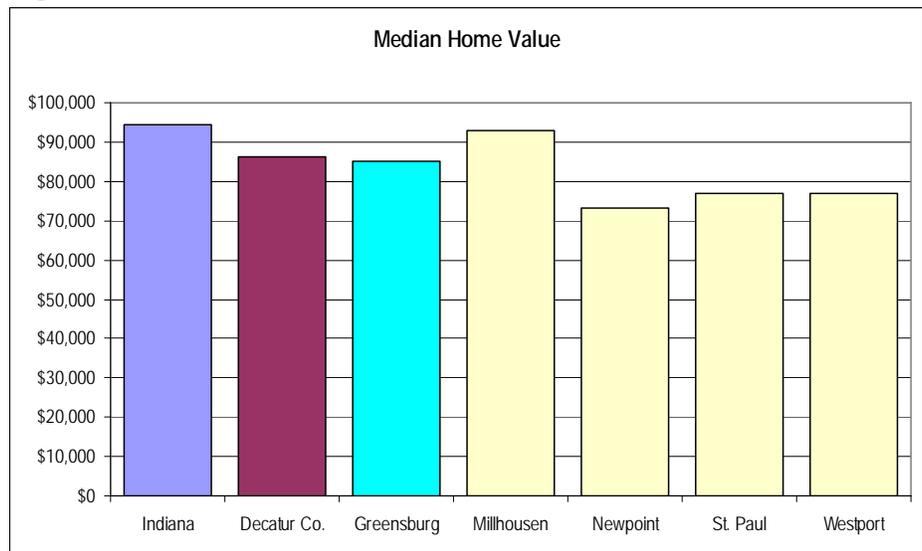


Source: *Indiana Business Research Center*

### *Housing Value*

The median home value in Decatur County was \$86,400 in 2000, compared to \$94,300 statewide. The highest median home value in the county was in Millhousen.

**Figure 2.7 - Median Home Value**



Source: Indiana Business Research Center

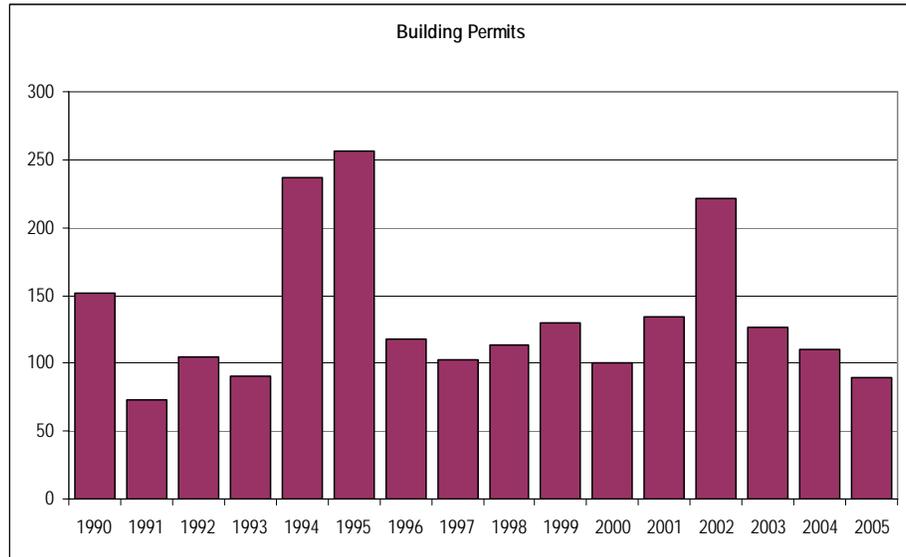
### *Housing Tenure*

Home ownership is stronger in Decatur County than the state average. An ownership rate of 73 percent of homes in the county is two percent higher than the 71 percent statewide average. Indiana is a strong home-ownership state nationally. Greensburg had the highest percentage of rental units in the county, 35 percent, compared to 27 percent in Decatur County and 29 percent statewide. This indicates that Decatur County has a variety of housing opportunities, including homeownership opportunities and rental opportunities. It also demonstrates that housing in the unincorporated areas is more likely to be single-family homes intended to be owner-occupied.

### *Building Permits*

A typical year in Decatur County averages about 100 new home building permits. During the mid-1990s and in 2002, Decatur County had significantly more building activity than usual. In 2002, a number of apartments were constructed, which pushed the number of building permits above 200. Between 2000 and 2004 growth in building permits has exceeded population growth. Development that occurs at a rate higher than the rate of population growth is one indicator of sprawl. This phenomenon is occurring statewide.

**Figure 2.8 - Building Permits**



Source: Indiana Business Research Center

***“Manufacturing is the main driver of the county economy accounting for one-third of jobs”***

## Employment and Income

Key employment and income characteristics include:

- **Honda will likely increase the local share of manufacturing employment.** Further lack of diversity in the local employment mix could cause severe local economic hardships in the event of layoffs or plant closures in the manufacturing sector.
- Manufacturing, the sector with the highest employment, also has the highest income of employment sectors locally.
- **Income in Decatur County is lower than the state,** which has low incomes compared to the national average. This means Decatur County residents have more limited purchasing power than others in the state or country.
- **Lower income levels tend to depress investment** in housing, education, and higher level goods and services.
- The health of the retail sector is largely tied to income generated in other sectors; Decatur County is heavily dependent on manufacturing as a source of that income.
- **Decatur County is a regional employment center.** This creates the opportunity to encourage workers to move to Decatur County to reduce commute times and fuel costs.
- Commuting patterns have transportation impacts on I-74, US 421, SR 3, and SR 46.

### *Employment by Industry*

Decatur County has a more traditional employment mix than the state. A traditional employment mix is heavily driven by manufacturing, followed by retail and services. Manufacturing is the main driver of the county economy, accounting for one-third of jobs.

In the next few years manufacturing employment will likely increase due to the announcement that Honda will locate a manufacturing facility in the county. This is an asset for the Decatur County economy because manufacturing wages are generally higher than wages in many other sectors.

Manufacturing employment can, however, be subject to decline related to dips in the national economy. Manufacturing employment is highly subject to plant closures and layoffs that rarely occur on a large scale in other sectors. A store closure in the retail sector will generally have a smaller and less sudden impact on the local economy than a manufacturing plant closure that leaves several hundred or even thousands of people out of work.

The second largest employment sector in Decatur County is government and government enterprises. This sector includes federal, state, county, and municipal employees as well as school corporation and library employees.

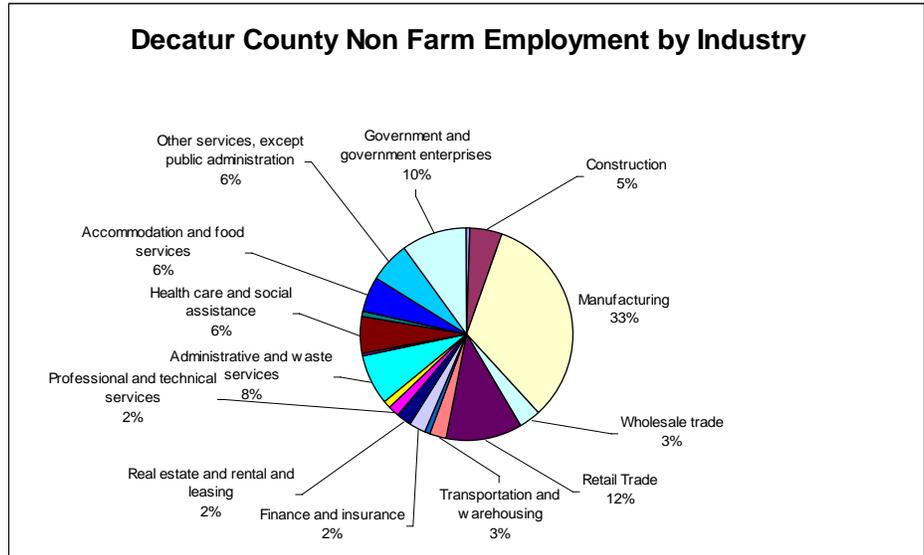
The third largest employment sector is retail trade, accounting for 12 percent of employment in the county. Manufacturing, government, and retail are the basic economic drivers in Decatur County.

The Decatur County economy is less diverse than the economy of the state as a whole. Economic diversity is generally considered to be a benefit to a community because it can mitigate the impacts of job losses should they occur. For instance, when the automotive manufacturing sector experiences layoffs it also has impacts on automotive suppliers that are in the local economy. If the local economy is heavily dependent on automotive sector employment, a larger part of the economy is impacted than if the economy is balanced with professional, technical, and service jobs. Statewide, only 16 percent of employment is in manufacturing and 12 percent of employment is in the government sector and the retail trade sector. Ten percent of employment statewide is in health care and social assistance.

### *Earnings by Industry*

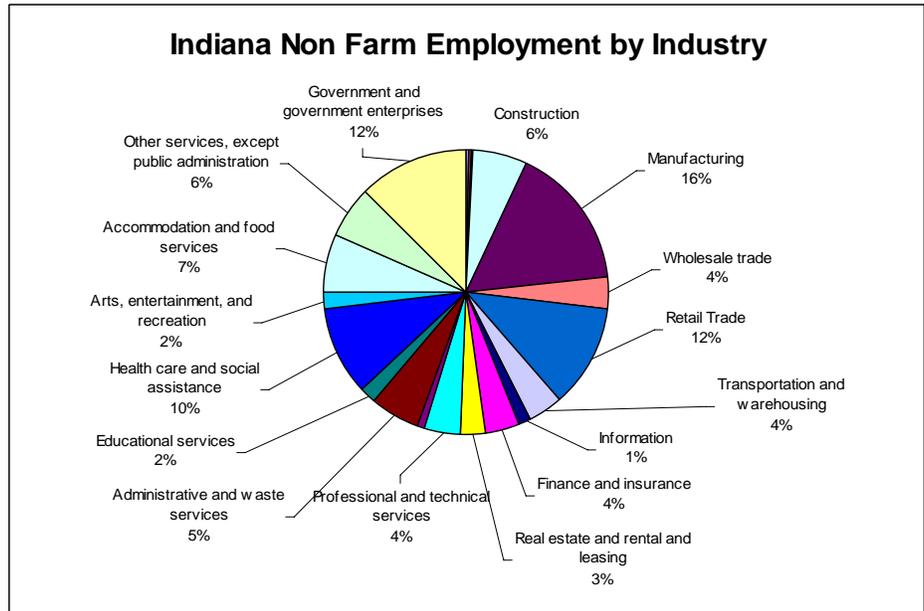
Half of the earnings from employment in the county were from the manufacturing sector. Another 12 percent were from the government sector. Other sectors in the local economy contributed less than five percent each to earnings.

**Figure 2.9 - Decatur County Employment by Industry**



Source: Indiana Business Research Center

**Figure 2.10 - Indiana Employment by Industry**

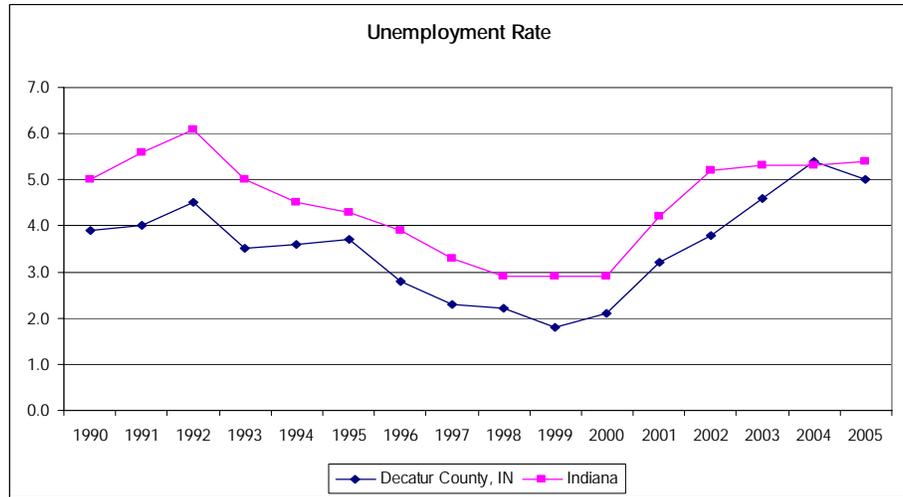


Source: Indiana Business Research Center

### Unemployment

Unemployment in Decatur County has generally followed the statewide trend over the past 20 years, but at a lower rate than the statewide average. From 2002 through 2004, unemployment in Decatur County continued to rise, while it leveled off statewide. In 2005, the annual average unemployment rate for the county was five percent, but remained below the statewide average of 5.4 percent.

**Figure 2.11 - Unemployment Rates**

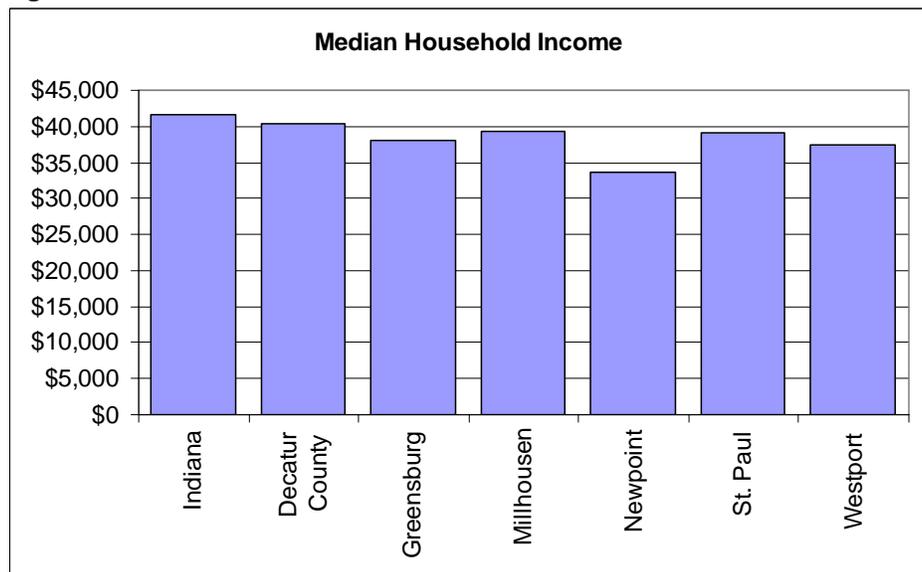


Source: Indiana Business Research Center

### Income

The median household income in Decatur County in 1999 (2000 Census) was three percent lower than the statewide average. The county median household income was \$40,401. Median incomes within the county were highest in Millhousen and St. Paul.

**Figure 2.12 - Median Household Income**

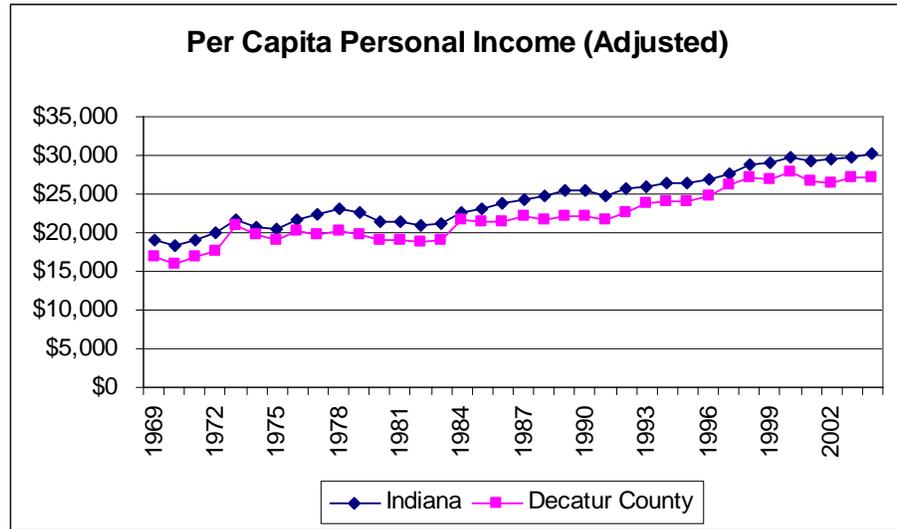


Source: Indiana Business Research Center

Per capita personal income is another measure of wealth in the community. It is a measure of income based on the number of people (including children

and retired people), rather than households. The per capita personal income in the county was \$27,194 in 2004, or 90 percent of the statewide average. The per capita personal income increased over the past 30 years, but remained relatively constant compared to the statewide average.

**Figure 2.13 - Per Capita Personal Income**



Source: Indiana Business Research Center

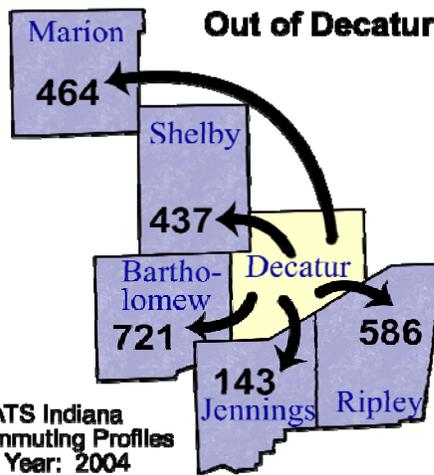
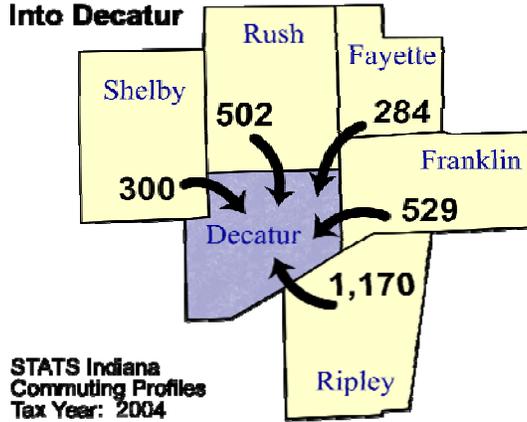
### Commuting

Commuting patterns are another component of employment and income in Decatur County. The patterns are taken from Indiana income tax returns and demonstrate where people work relative to where they live.

**“Decatur County is a net importer of workers”**

Decatur County is a net importer of workers. This means that more people who live outside Decatur County come into the county to work than those who live in the county and work in another county. This position is likely to be reinforced by the jobs created at the new Honda plant, as workers for the plant will likely commute from a number of surrounding counties. Being a net importer of jobs defines the county as a regional employment center. Attracting workers who currently commute to the county to live in the county can have significant benefits for the county, including additional tax revenues.

Figure 2.14 - Commuting Patterns  
Into Decatur

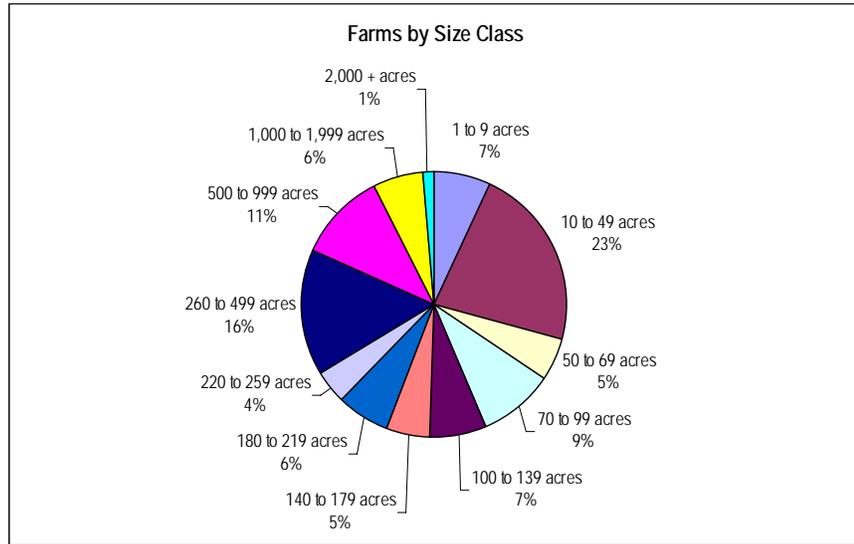


Source: Indiana Business Research Center

### Agriculture

Agriculture isn't formally a part of the economic statistics, but has historically been an important component of the local economy and continues to have significant value related to community character and quality of life. According to the 2002 US Census of Agriculture, there are 676 farms in Decatur County. 206,700 acres are in farms in Decatur County according to the 2002 US Census of Agriculture. This acreage accounts for nearly 87 percent of the land in the county. The average farm size was 250 acres, but there was a wide variety of farm sizes. The largest percentage of farms was small farms between 10 and 50 acres.

**Figure 2.15 - Farms by Size Class**



Source: Census of Agriculture

Some farms have a number of different types of farm activities, so the total of this chart is more than the total number of farms, but the chart provides a snapshot from the 2002 US Census of Agriculture about what type of farming is occurring in the county:

**Figure 2.16: Number of Farms by Type**

Number of farms by type of farm	Decatur County
Livestock - cattle	277
Livestock - hogs/pigs	100
Livestock - sheep/lambs	31
Livestock - layers	13
Livestock - broilers	2
Corn	358
Corn for silage	49
Wheat	136
Oats	5
Barley	4
Soybeans	402
Vegetables	13
Orchards	6

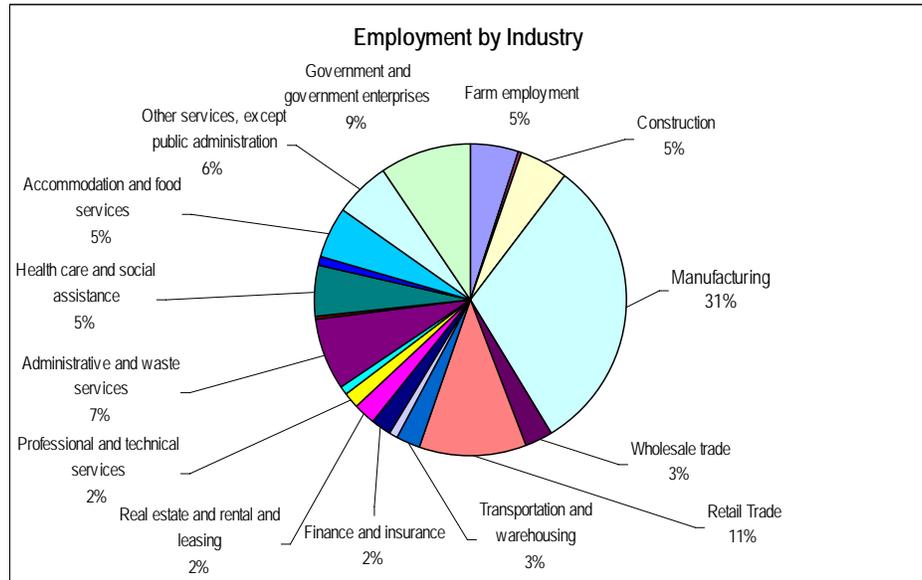
Source: Census of Agriculture

The farming employment statistics vary depending on which government agency is providing the data, what year the data was collected, and how agriculture and employment are defined.

- According to the 2000 US Census of Population and Housing, there were 428 people employed in agriculture. Information on industry in Census population data relates to the kind of business conducted by a person's employing organization. For those who worked at two or more jobs, the data refer to the job at which the person worked the greatest number of hours.
- According to the Bureau of Economic Analysis Annual Employment Statistics for 2004, there were 800 people employed in farming and that number has been declining since 2000, when agricultural employment was 883. Farm employment is defined as the number of workers engaged in the direct production of agricultural commodities, either livestock or crops; whether as a sole proprietor, partner, or hired laborer.
- According to the 2002 US Census of Agriculture there were 439 principal operators whose primary occupation was farming and 746 hired farm laborers.

As far as the share of employment in the county that is in farming, regardless of the data source, it remains relatively stable at about 5 percent of employment in the county. The 2000 Census of Population and Housing provides employment estimates for places as well as counties. This allows us to subtract the influence of Greensburg on employment in the county. Even with this adjustment, manufacturing is the largest employment sector in the county with more than one-third of the employment in the manufacturing sector. The Bureau of Economic Analysis 2004 employment chart, including agriculture, demonstrates this characteristic.

**Figure 2.17: Employment by Industry**



Source: Census of Agriculture

## Comparisons

Several communities were chosen as comparison communities for Decatur County to provide perspective. Decatur County is a part of Region 10, which includes Bartholomew, Brown, Greene, Jackson, Jennings, Lawrence, Monroe, and Owen counties. Other comparison communities include Grayson County (KY) which has a similar population to Decatur County, Union County (OH) which has a similar percentage of their employment in manufacturing, Gibson County (IN) which recently became home to a Toyota manufacturing facility, and Tippecanoe County (IN) which has been home to the Subaru-Isuzu manufacturing facility for a number of years.

Key characteristics of Decatur County relative to the region and comparison communities include:

- Decatur County has the third smallest population of the nine counties in the region, but has experienced the second highest annual average growth rate for the past five years.
- Decatur County experienced the second smallest growth in Hispanic population from 1990 to 2000, but the other counties in the region experienced significant growth in this population.
- Decatur County generally has the oldest housing stock in the region. Surrounding counties may be more attractive places to live because they have newer housing.
- Lower home values may attract people to live in Decatur County, especially if they work in the county and gas prices continue to rise.

- Decatur County is still home to relatively large families and households, but the average size declined more from 1990 to 2000 than in other places. There may be more demand for housing to serve the same number of people in coming years.

## Region 10

### Population

The population of Decatur County accounted for six percent of the regional population in 2000 and 2005. The county is keeping pace with regional growth, but not leading the growth. The largest county in the region is Monroe County, with Bloomington as the county seat and Indiana University as a major driver in the county.

**Figure 2.18 - Population Estimates – Region 10**

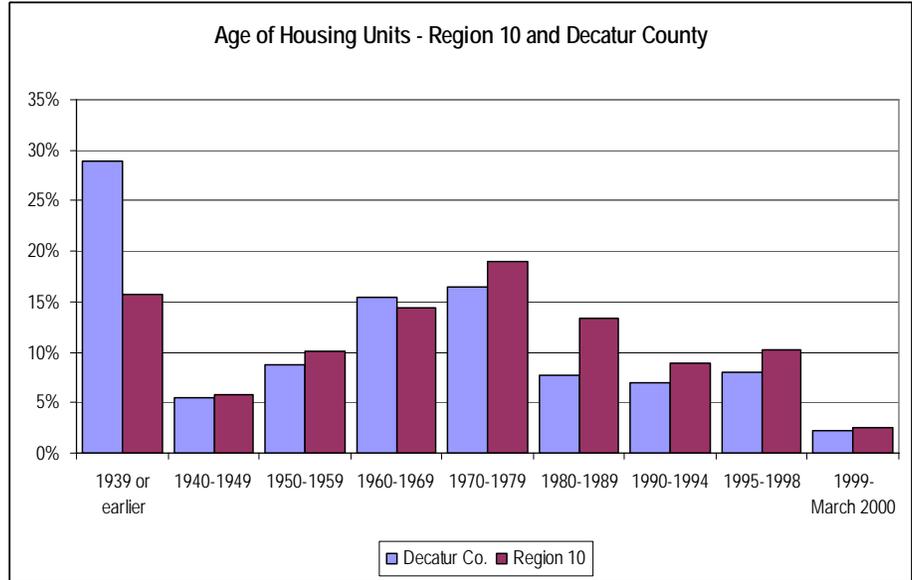
	2000	2001	2002	2003	2004	2005
Indiana	6,091,955	6,125,677	6,154,739	6,196,269	6,226,537	6,271,973
Decatur Co.	24,572	24,503	24,646	24,740	24,944	25,184
Bartholomew County	71,709	72,016	71,840	72,334	72,853	73,540
Brown County	15,001	15,138	15,257	15,287	15,214	15,154
Greene County	33,221	33,209	33,133	33,345	33,465	33,479
Jackson County	41,413	41,474	41,530	41,673	41,848	42,237
Jennings County	27,697	28,004	28,207	28,120	28,310	28,427
Lawrence County	45,949	46,071	46,103	46,320	46,233	46,403
Monroe County	120621	120108	119899	120480	120910	121407
Owen County	21901	22114	22478	22901	22922	22823
Region 10	402,084	402,637	403,093	405,200	406,699	408,654

Source: US Census and Indiana Business Research Center

### Housing

The housing stock in Decatur County is generally older than in other counties in the region. The median year built for housing in the county was 1964 according to the 2000 Census. The median year built for other counties in the region ranged from 1968 to 1975. Regionally, 54 percent of the housing units were built between 1970 and 2000, compared with 41 percent countywide. Decatur County is not replacing housing units on a comparable level with the region, making housing choices more desirable in other parts of the region.

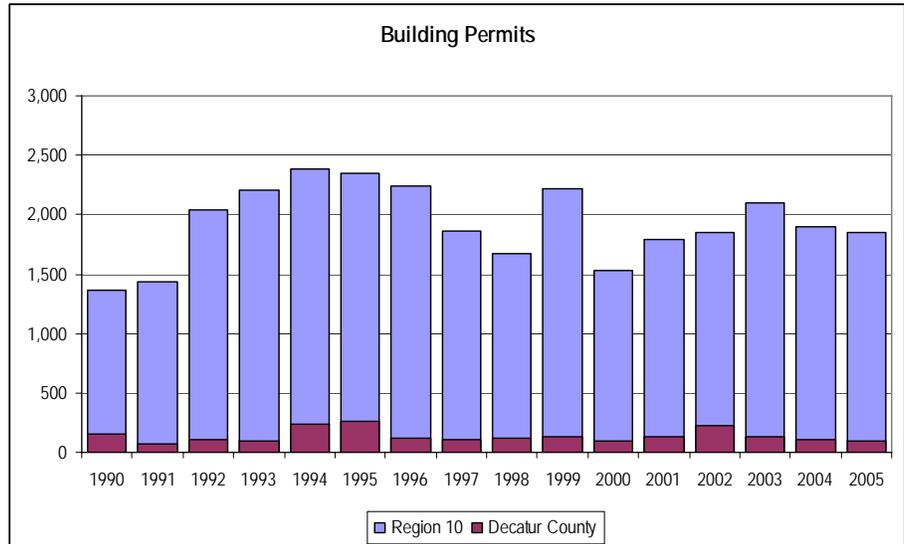
**Figure 2.19 - Age of Housing Stock – Region 10**



Source: Indiana Business Research Center

Growth in the region has fueled building permits. The highest number of building permits that were issued in the region was between 1992 and 1996, in 1999, and in 2003. Most of the homes in the region were built during the 1970s and 1990s. Brown, Jennings, and Monroe Counties have seen the largest increase in housing units from 2001 to 2004.

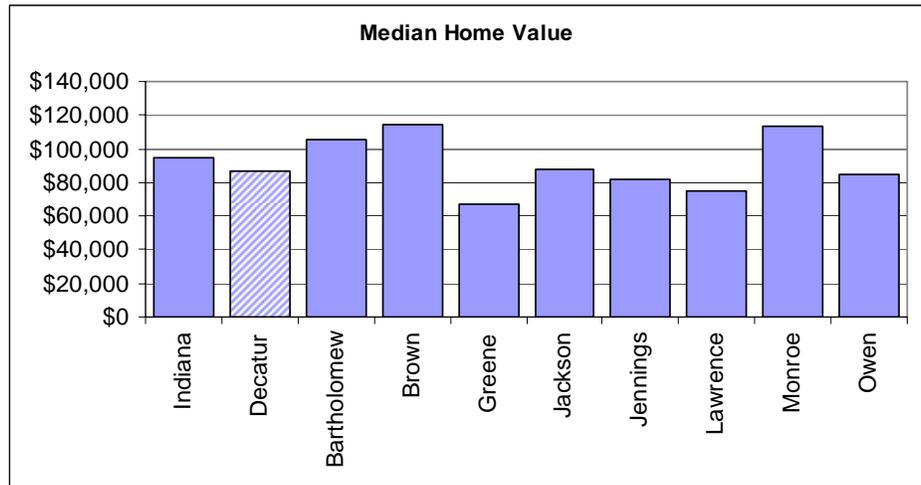
**Figure 2.20 - Building Permits – Region 10**



Source: US Census and Indiana Business Research Center

The highest median home values in the region are in Brown and Monroe Counties, according to the 2000 Census of Population and Housing.

**Figure 2.21 - Median Home Value – Region 10**

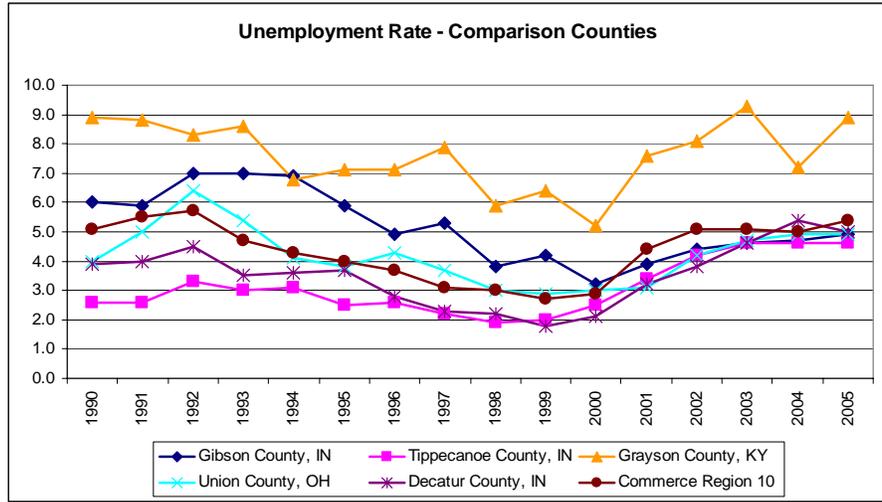


Source: US Census and Indiana Business Research Center

### *Unemployment*

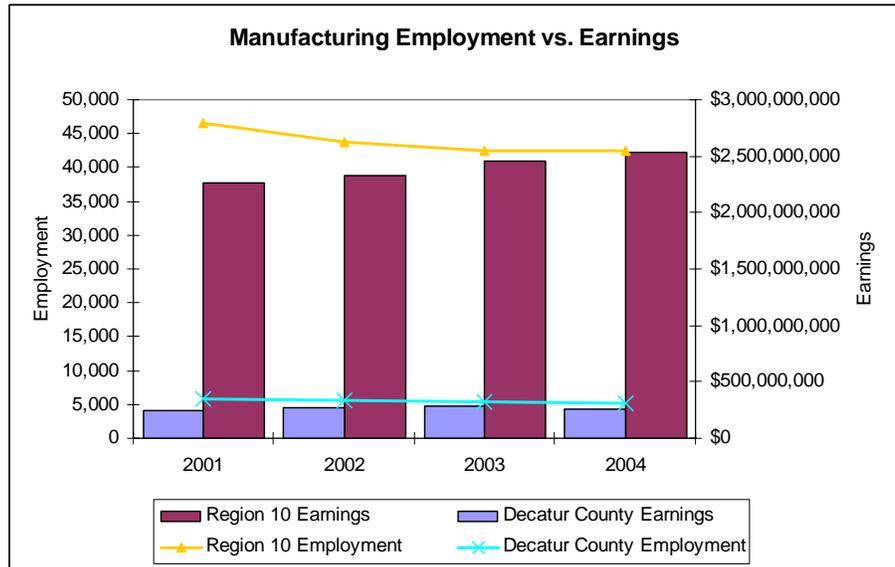
In terms of the regional economy, unemployment in 2005 was the highest it has been since 1992. The unemployment rate increased significantly between 2000 and 2002, as a part of the national recession. Manufacturing employment in the region has been declining since 2001 and total employment in the region has remained fairly constant, growing approximately 5,000 jobs between 2001 and 2004. Manufacturing earnings grew 12 percent from 2001 to 2004, the same time that manufacturing employment was declining. Advanced manufacturing is still a major force in the region.

**Figure 2.22 - Unemployment – Comparison Counties**



Source: Indiana Business Research Center

**Figure 2.23 - Manufacturing Employment and Earnings – Region 10**



Source: Indiana Business Research Center

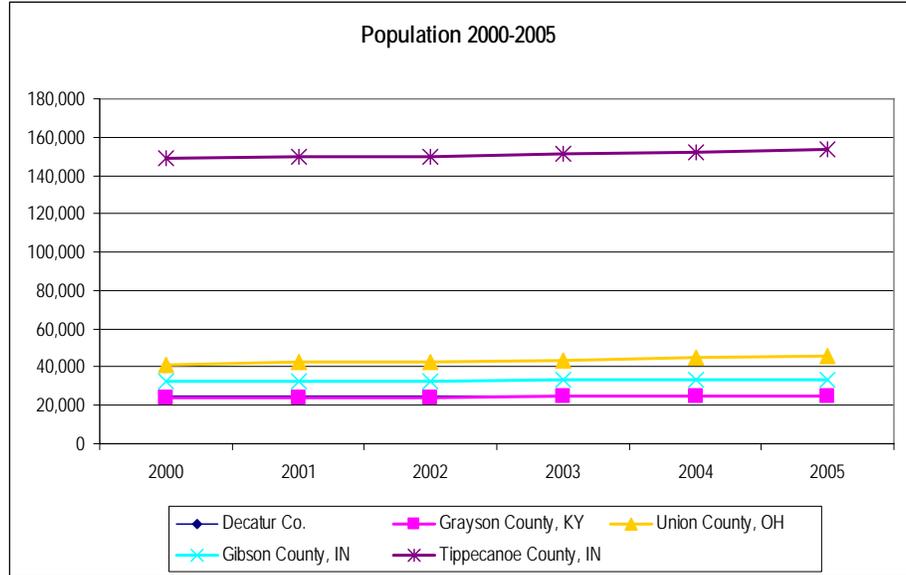
## Comparison Counties

### Population

In terms of the comparison counties that are not in the same region as Decatur County, Union County (OH) grew the most, more than 20 percent from 1990 to 2000. Union County continued to grow the most between 2000 and 2005, increasing the population 11 percent over the 2000 Census.

Decatur County had the least population growth of the comparison counties between 2000 and 2005.

**Figure 2.24 - Comparison County Population**



Source: Indiana Business Research Center

### Race

Decatur County's Asian population is larger than that of any comparison county except Tippecanoe County, which has a large Japanese auto company and many graduate and undergraduate students at Purdue University.

**Figure 2.25 - Comparison County Race**

	White	Black	American Indian	Asian	Native Hawaiian	Some Other Race	Two or More Races
<b>Indiana</b>	5,317,334	504,449	17,168	57,193	1,762	98,092	84,487
<b>Decatur Co.</b>	24,003	17	10	314	0	40	171
<b>Grayson County, KY</b>	23,688	207	15	9	0	37	97
<b>Union County, OH</b>	39065	973	79	198	0	112	482
<b>Gibson County, IN</b>	31396	674	31	125	19	99	156
<b>Tippecanoe County, IN</b>	132349	3362	637	6760	58	3437	2352

Source: Indiana Business Research Center

### Housing

The housing stock in Decatur County is older than that in the comparison counties except Gibson County (IN), where the Toyota plant is located near Princeton. Similarly, Decatur County's median home value is lower than the comparison counties, except Gibson County.

**Figure 2.26 - Comparison County Age of Housing Stock**

	Median Year Built
Indiana	1966
Decatur Co.	1964
Grayson County, KY	1976
Union County, OH	1973
Gibson County, IN	1963
Tippecanoe County, IN	1971

*Source: Indiana Business Research Center*

Decatur County has more rental housing units than any comparison county except Tippecanoe County, which is home to Purdue University.

**Figure 2.27 - Comparison County Housing Tenure**

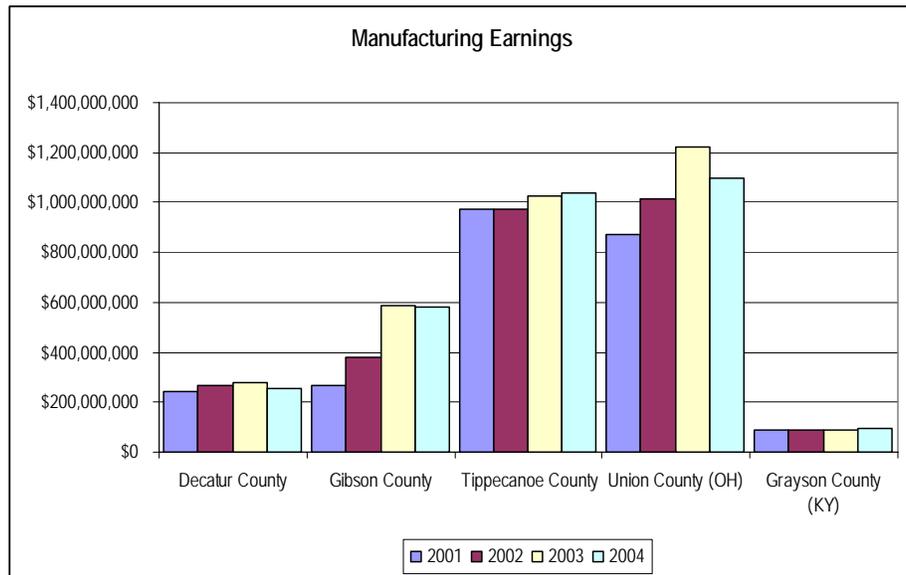
	Total	Owner	Renter	Owner	Renter
Indiana	2,336,306	1,669,083	667,223	71%	29%
Decatur Co.	9,389	6,871	2,518	73%	27%
Grayson County, KY	9,596	7,418	2,178	77%	23%
Union County, OH	14346	11118	3228	77%	23%
Gibson County, IN	12847	10010	2837	78%	22%
Tippecanoe County, IN	55226	30882	24344	56%	44%

*Source: Indiana Business Research Center*

### *Earnings*

Manufacturing earnings in Gibson County grew 117 percent between 2001 and 2004, while overall earnings grew 69 percent. In Tippecanoe County, manufacturing earnings grew only 7 percent, compared to overall earnings growth of 12 percent. This was during a period of declining manufacturing employment and stable overall employment.

**Figure 2.28 - Comparison County Manufacturing Earnings**



Source: Indiana Business Research Center

### Unemployment

The unemployment rate in Decatur County was generally lower than all comparison counties, except Tippecanoe County for the past 15 years. Generally, the comparison counties experienced declining manufacturing employment between 2001 and 2004, with the exception of Gibson County. Gibson County enjoyed 50 percent growth in manufacturing employment, compared to an 18 percent increase in overall employment. Gibson County experienced continued growth of the Toyota manufacturing facility during that time. See Figure 2.22.

### Adjustments for Greensburg

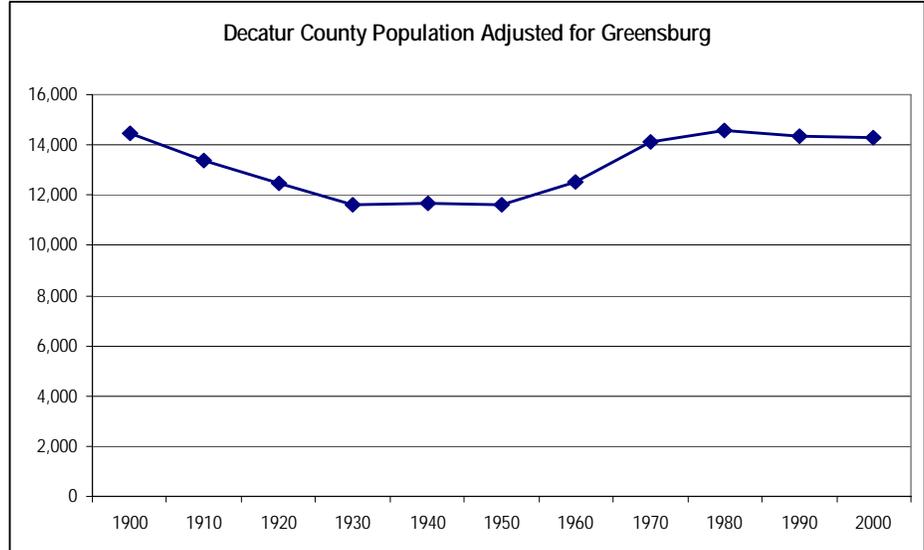
#### Population

In terms of population and housing, Greensburg has a significant effect on the Decatur County statistics. To focus on only the areas outside of Greensburg, the city data has been removed from the following numbers.

Decatur County outside Greensburg had lost population during the 1980s and 1990s, likely due to annexation of population into the city. The 2000 population for the portion of Decatur County outside Greensburg was 14,295. In 2005, it grew to 14,482. This recouped at least the population that the area lost between 1990 and 2000, but the area outside of Greensburg has not reached its 1980 population. The trend of the area outside Greensburg gaining population in the past five years could indicate

a need for Greensburg to consider annexations if the growth has been adjacent to the city boundary.

**Figure 2.29 - Decatur County Population**

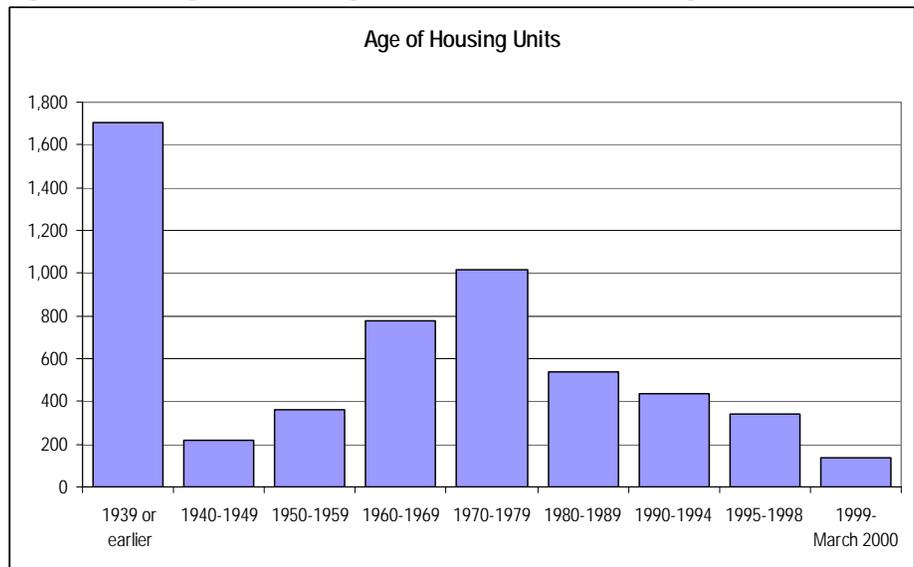


Source: Indiana Business Research Center

### Housing

There were 5,535 housing units in Decatur County outside of Greensburg in 2000. More than 30 percent of the housing units were built before 1940.

**Figure 2.30 - Age of Housing Units Outside Greensburg**



Source: Indiana Business Research Center

Most of the county's seasonal housing is outside of Greensburg.

More than 80 percent of the homes outside of Greensburg are owner-occupied. When other incorporated communities are also excluded, nearly 85 percent of homes in unincorporated Decatur County are owner-occupied.

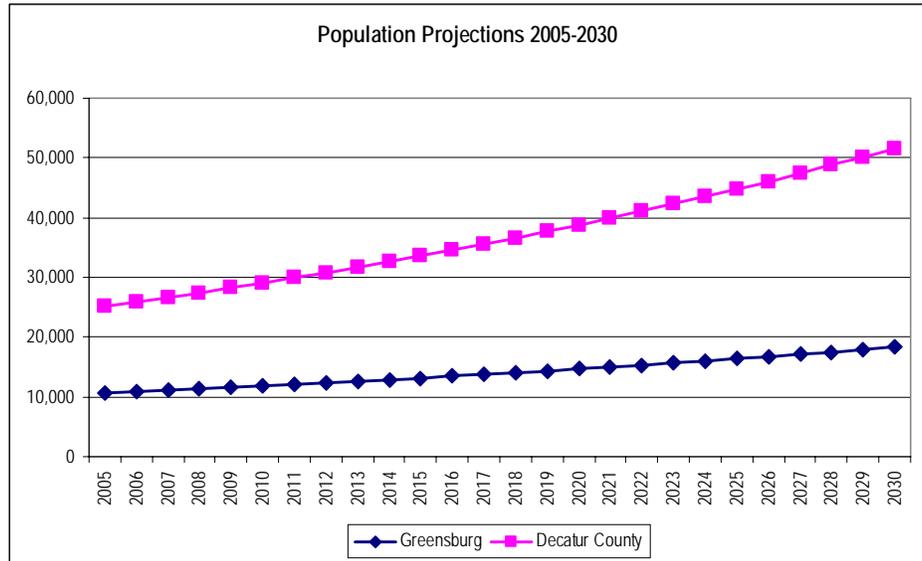
### **Projections**

Population projections are a means of determining the approximate size of the population in a community at some future date. The official population projections are provided by the Census Bureau and State Data Centers using a methodology that considers births, deaths, and an estimate of migration into and out of the community. This method is unable to capture the population impacts of a major industry location, such as the opening of Honda's new North American plant in Decatur County in the coming years.

In order to provide a better projection of the size of Decatur County in the future, we considered the population impacts of the location of Honda and Toyota plants in other communities. After analyzing the data, three conclusions were made. First, there was not enough annual data available to be able to appropriately identify which part of Maryville, Ohio's growth was due to Honda. Second, the Toyota plant in Princeton, Indiana would not be a good model for Decatur County because of the significant differences in their location characteristics. Third, the best approximation that can be made is to consider the impacts that Toyota had on Scott County (Georgetown), Kentucky. However, the Georgetown Toyota plant has generated significant amounts of growth in that community and the projections may prove more aggressive than what ultimately occurs in Decatur County.

In order to determine the impact of Toyota on Scott County, population data was collected for the county from before and after the opening of the Toyota plant. The growth rate without Toyota was calculated, as was the growth rate after Toyota. The difference between these rates was considered the "impact rate." The "impact rate" was then added to the base growth rate for Decatur County and the resulting rate was used to project population in the county through 2025. The resulting population projection for Decatur County was 44,735 in the year 2025, or 77 percent growth over the 2005 population. The Decatur County projected population without Greensburg included is 28,352.

**Figure 2.31: Population Projections**



Source: HNTB

## Physical Analysis

Another tool used in developing a comprehensive plan is consideration of the physical conditions on the ground in addition to the demographic and economic data. This analysis is presented as maps which illustrate the existing land use patterns, the transportation systems, and the natural and environmental features.

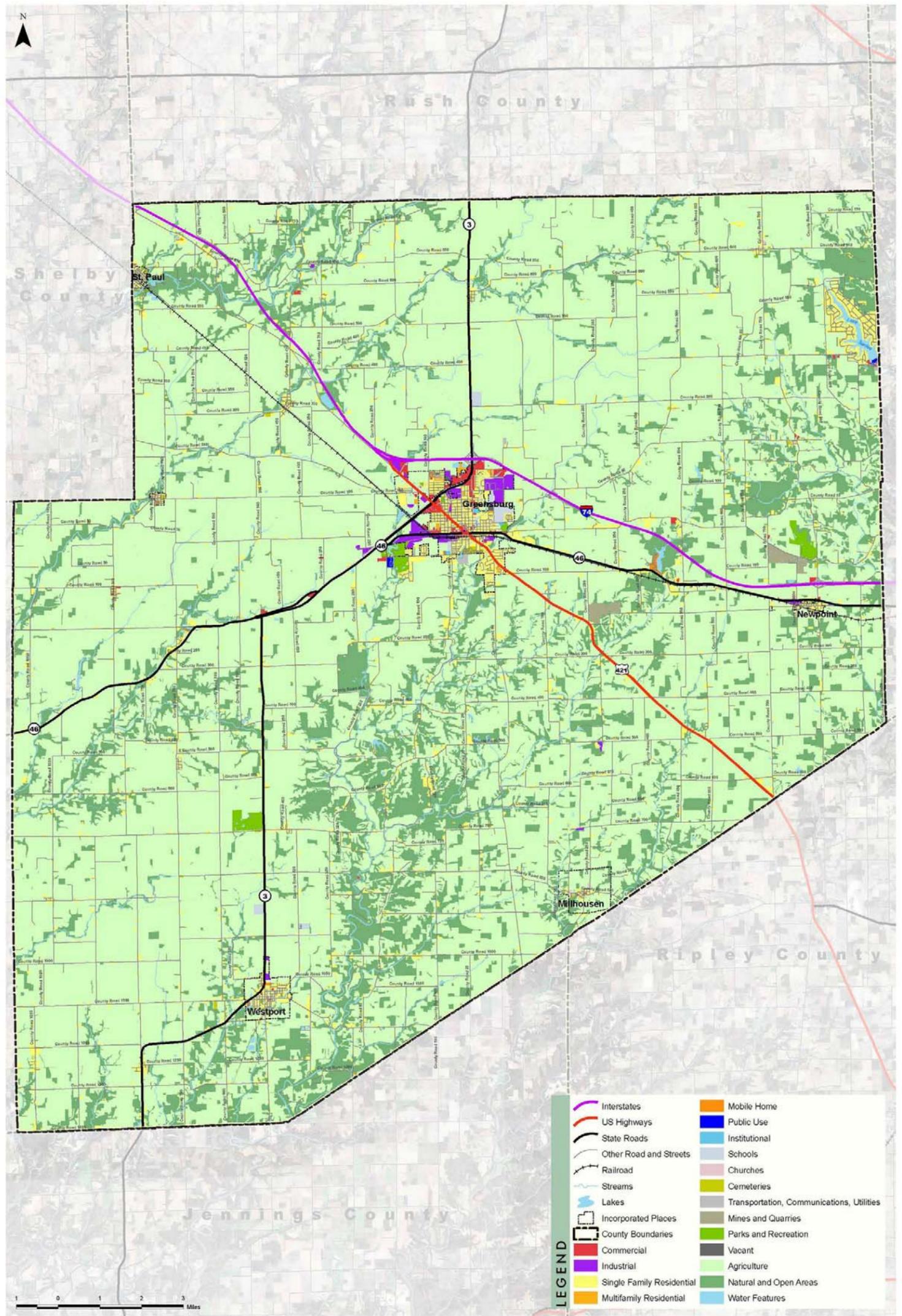
These maps are included in this chapter as Figures 2.32 through 2.34.

## Key Issues

As results of the research and analysis and the public input (summarized in Chapter 10), the following key issues have emerged:

1. Farmland preservation
2. Agricultural business
3. Transportation improvements
4. Development at the I-74/US 421 interchange

Figure 2.32: Existing Land Use



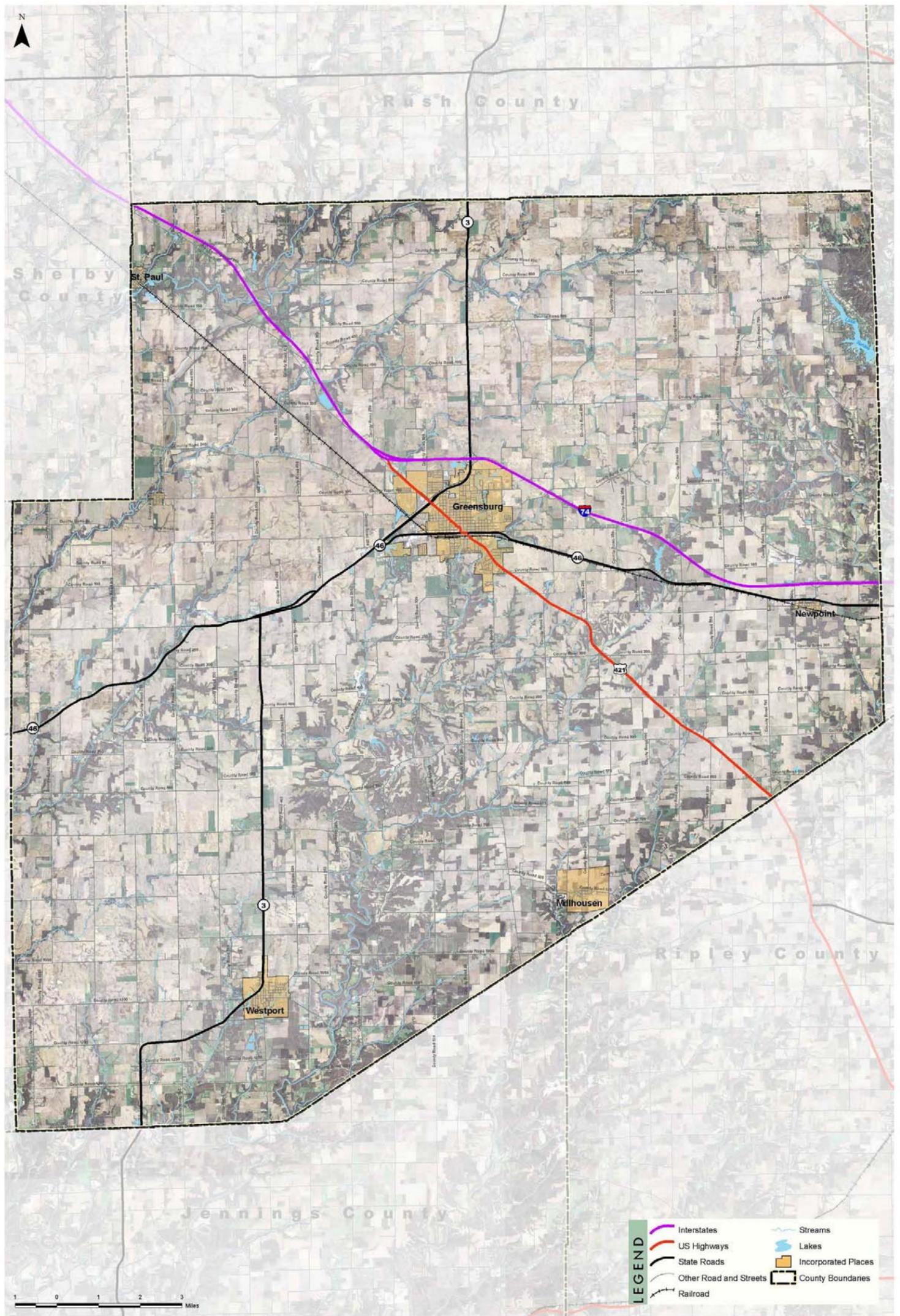
Decatur County

**EXISTING LAND USE**



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Figure 2.33: Existing Transportation System



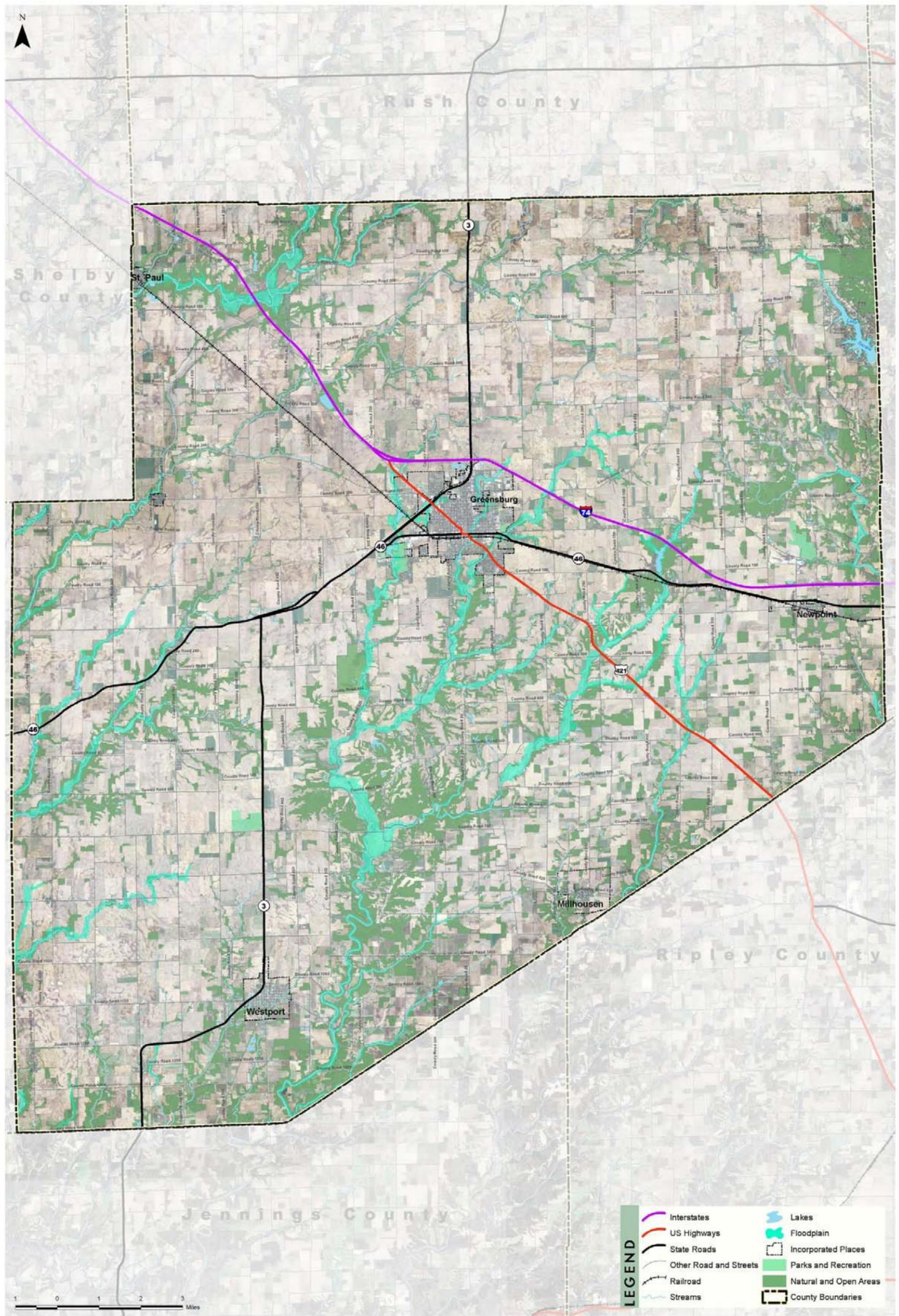
Decatur County

**EXISTING TRANSPORTATION**



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Figure 2.34: Natural and Environmental Features



Decatur County

EXISTING NATURAL / PARKS & RECREATION



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## Chapter 3

# Vision, Goals, and Planning Principles

### Introduction

The Decatur County Comprehensive Plan is intended as a working community document. A combination of long and short-term goals, this document is intended to serve as a guide for future development decisions so that the county may realize its vision for the future. The following goals and planning principles are deliberately broad in nature and relate to a vision that answers the question, “Where do we want to go?” The objectives and action steps provided in Chapter 9, are intended to guide the day-to-day decision-making concerning more specific actions. These short-term action steps say, “given our long-term goals and changing community conditions, these are the projects and programs that we want to complete in the short-term, and this is how we plan to accomplish them.”

The following Vision, Goals, and Planning Principles were developed through a series of key stakeholder interviews and public workshops, and steering committee meetings. This Chapter serves as Decatur County’s foundation as it strives to meet the needs and capitalize on opportunities relating to growth management, transportation and public facilities.

### Decatur County Vision Statement

*Decatur County, home of the Tower Tree, will maintain our small town charm and rural character. While we embrace our new status as a regional employment center, we recognize the importance of promoting growth, managing change, and capitalizing on the advances agriculture can yield. Our strong identity as a farming community is reflected in our commitment to be good stewards of the land in order to protect and enhance the quality of life for all our residents and future generations.*

### Growth Management Goals

Create a range of housing choices in appropriate areas

Encourage the development of quality neighborhoods

Protect the county’s agricultural resources and promote the expansion of the local agricultural economy

Encourage commercial and industrial development in appropriate areas that supports continued growth in the community

## **Transportation Goals**

Create a range of quality transportation opportunities throughout the community

Encourage roadway improvements that appropriately accommodate the movement of farm equipment

Foster roadway design that supports a variety of users

## **Public Facilities Goal**

Maximize infrastructure investment through promotion of compact development served by adequate public facilities

## **Planning Principles**

The planning principles are sound principles of community planning and development selected from a variety of sources. The principles were presented to the steering committee along with the supplementary supporting points. The planning principles were translated into the goals for the plan.

### *Traditional Communities*

Create a range of housing choices and opportunities in locations where the infrastructure is adequate

- An aging baby-boom population will create demand for low-maintenance, single story homes
- Young professionals and empty nesters are drawn to creative or unique spaces, such as condos or apartments above downtown businesses in the small towns
- Executive housing helps keep the local management and professionals involved in the local community
- Families tend to prefer well-designed, affordable homes (generally single-family) in neighborhoods with sidewalks, parks, and access to schools and neighborhood retail
- Advances in technology and telecommuting have increased the demand for live-over-work housing units with office or retail on the first floor and residential space above
- Through proper planning, communities are able to provide for attractive, well-designed, well-constructed affordable housing

Create Walkable Neighborhoods with a discernable center that is within a 15 minute walk from all dwellings and connections to other neighborhoods and key places in the County

- Neighborhoods with safe pedestrian connections provide children and others that are less-mobile with the opportunity for greater independence, reducing the community's dependency on the automobile
- Neighborhoods with safe pedestrian networks provide opportunities for exercise and increase physical fitness and overall health
- Well defined neighborhood centers, such as parks, provide opportunities for people to gather and children to play
- Strategically located neighborhood centers reduce the community's dependence on the automobile
- Neighborhoods with sidewalks and well defined, strategically located neighborhood centers are often catalysts for the development of tightly knit social groups

Foster distinctive, attractive communities with a strong sense of place (design aesthetics, restrictive covenants and discourage mobile homes outside mobile home parks)

- Public spaces that are well defined and strategically distributed contribute to the community's overall quality of life
- Civic buildings that are prominent, attractive, and functional promote community pride and foster identity based on place
- Distinctive communities have a discernable identity and attract investment
- Architectural design and site layout are two of the most common ways to foster a unique sense of place and add to the value of real estate

Encourage a mix of complimentary land uses while avoiding known nuisances

- Mixed uses can reduce both the number of vehicle trips and the length of the trips taken
- Permitting appropriate residential uses in what would otherwise be a commercial area can increase the viability of the area and its businesses by creating additional demand for goods and services after hours
- Complimentary uses located in the same district, for example residential uses and downtown commercial uses, adds to the vitality of the district
- A well planned community will typically avoid conflicts between incompatible uses (such as residential uses and stock yards) without hindering the development of either in the future
- Neighborhood commercial and retail establishments which cater to residents' day-to-day needs eliminate unnecessary vehicle trips to the regional commercial centers of the community

## Encourage small playgrounds that are accessible to homes

- Children can play and socialize at neighborhood parks
- There is no need to drive to a playground if parks are readily accessible; reducing the community's dependency on the automobile and increasing the opportunities for those who are less mobile

## Promote natural resources, green spaces, and recreational resources

- Preserving and protecting open space enhances the community's overall quality of life
- Protecting critical environmental areas such as riparian corridors and flood plains adds to the community's natural environment, while protecting the environment and preventing loss of personal property and life during natural disasters
- Enhancing natural beauty by balancing the hardscape (e.g. parking lots, larger buildings) of the built environment through the incorporation of softscape elements, or landscaping, can improve the aesthetic quality of new development
- Providing for and protecting the habitats of plants and animals demonstrates environmental responsibility for future generations
- Use of high impact, low-maintenance, non-invasive native planting materials contributes to the sustainability, authenticity and natural beauty of the community

## Preserve and enhance open space, farmland, natural beauty, viewsheds, and critical environmental areas

- Unlike conventional subdivision development and the stripping out of county roads, conservation subdivision development provides for the subdivision of land without compromising the scenic qualities, the character, or the ecological benefits of the rural countryside while protecting farmland and access
- In areas where conservation subdivision development is not feasible or desired, the technique of clustering subdivisions can be employed to maximize the efficiency of infrastructure installation and maintenance while preserving the rural setting
- A "right-to-farm" statement which is signed by anyone purchasing and/or developing land which has recently been subdivided and is adjacent to farming operations recognizes the importance of agriculture of the community while accommodating the development of land

Promote agriculture, protect farmland, and protect the rural economy

- Promoting farming as a credible business enterprise can serve to elevate the profession locally and encourage future generations to continue farming
- Agri-businesses benefit a community by expanding the economic impact of farming vertically and creating jobs in the community
- Limiting rural development in areas with tillable land and directing such development toward rural areas with topography less desirable for farming can promote both farming and rural living
- By planning for and guiding both the quantity and location of growth, a community can effectively protect its farmland without hindering growth and progress

Encourage development patterns that build on existing infrastructure and population centers (infill development), including remediation and redevelopment of Brownfields; existing and future

- Infill and Brownfield redevelopment capitalize on the presence of existing infrastructure, such as water, sewer, and roads
- The redevelopment of vacant, abandoned or underutilized properties supports surrounding property values
- Placing active uses on vacant, abandoned, or underutilized sites returns them to the tax rolls or to service for the public good

Minimize the spread of low density, non-contiguous development by encouraging new development to be of an appropriate intensity and to be served by adequate public facilities

- Low-density, non-contiguous, poorly connected development is expensive to serve with respect to both capital and non-capital services, including but not limited to: water, sewer, fire, police and emergency services
- The costs to expand services, utilities and infrastructure is often heavily subsidized by existing residents in developed areas of the community in the form of higher utility rates and taxes
- Compact development placed on a grid street pattern, or altered grid pattern, minimizes the number of vehicle trips and length of trips
- Future development can be directed to the most desirable areas with enough foresight with respect to public investments in infrastructure
- Directing growth to areas that are already served by adequate public facilities reduces the cost of providing services to what are otherwise remote, or isolated locations

New investment along highway corridors should complement investment in existing community business centers

- The developments and uses along a community's highway corridors (e.g. US 421, SR 46, SR 3 and I-74) are the first impression visitors have of the community.
- Leapfrog development that skips over opportunities for infill development harms the community by leaving empty spaces perpetuating blight and creating eyesores
- Public investment in highway corridor improvements often spurs private investment in the form of business development between a community's primary gateways

Provide a variety of transportation choices

- On-call, or demand responsive, public transportation systems provide mobility opportunities for the less mobile: specifically, the elderly and disabled
- Opportunities for non-motorized transportation can be incorporated into new road corridors and retrofitted into existing corridors
- Integrating opportunities for bicycle transportation with bicycle parking at stores, restaurants, and public buildings encourages use of bicycles. Bicycle tag programs increase the safety of parking bikes in public
- Transportation systems should be designed and operated in a way that is safe and provides access and ease of movement for every County resident
- Accommodations for movement of farm equipment, where applicable, is vital for the safety of motorists and farmers and the vitality of the County's agricultural sector
- Incorporating the use of traffic calming devices including, but not necessarily limited to: changes in pavement materials; and the use of medians and roundabouts, improves the safety and thus the quality of life experienced by County residents

Streets form a connected network

- Vehicle miles traveled can be reduced because there are numerous direct routes to any given destination
- Residents and businesses throughout the County are able to realize a decrease in insurance costs as a result of improved response times by emergency personnel, specifically fire personnel and equipment, due to increased access
- Residents, and perhaps more importantly children, can walk between neighborhoods without encountering vehicular traffic
- Make neighborhoods safer places to live and play and reduce traffic traveling in front of homes by employing the use of the traditional

street grid or orthogonal street patterns and discouraging the use of isolated cul-de-sacs

- Linking amenities such as parks, trail heads, town plazas, and educational institutions can create a viable pedestrian and bicycle network

The number and frequency of automobile access driveways along road corridors should be minimized

- Access management improves traffic flow by minimizing the number of places where traffic slows for turning movements
- Shared parking, shared driveways and inter-connected parcels minimize unnecessary burdens placed on the larger transportation network as traffic moves between businesses

Accommodations for the movement of farm equipment where appropriate

- Farmers traversing county roads can be made safer by posting signs indicating that slow-moving farm equipment is present and reducing the posted speed limit
- Farmers should have relatively frequent and safe access across major highways
- The ingress and egress drives of farms should be adequately marked and identified; much like a hidden drive or church or cemetery entrance/exit
- Passing blisters should be installed and maintained in areas where motorists are unable to lawfully pass for long distances

Site Layout and Aesthetics

- Buildings, be they residential, commercial or industrial, should be required to address the street (not turn their back on the street and its pedestrian environment), through their orientation and façade treatments.

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## Chapter 4

### Land Use

#### Introduction

Planning for the future land use patterns of the community is one of the primary objectives of a comprehensive planning process. This includes developing a future land use map in addition to the goals, objectives, and policies that will help the Plan Commission, Board of Zoning Appeals, and County Commissioners make land use decisions that help the community achieve its vision. The land use goals and objectives for Decatur County are presented in this chapter.

#### Goals and Objectives

##### *Goal*

Create a range of housing choices in appropriate areas

##### *Objectives*

- Encourage cluster development as a means of providing for appropriate rural housing
- Eliminate barriers to upper floor residential and live over work spaces in town centers, while addressing parking
- Encourage housing development where residents can age in place
- Minimize land use conflicts between intensive agricultural uses and residential uses through appropriate site location and design

##### *Goal*

Encourage the development of quality neighborhoods

##### *Objectives*

- Promote neighborhood design that encourages walkability through provision of pedestrian amenities and destinations
- Promote connectivity between neighborhoods and with public spaces such as parks and schools where the density of the development warrants pedestrian connections
- Support integration of parks, open spaces, and natural areas in new subdivisions (contiguity with other subdivisions, existing or future)
- Support the inclusion of appropriate neighborhood commercial uses in areas where neighborhood commercial centers can serve the day-to-day needs of neighborhood residents

##### *Goal*

Protect the county's agricultural resources and promote the expansion of the local agricultural economy

## *Objectives*

- Reduce potential land use conflicts by minimizing the type and quantity of non-agricultural uses in agricultural areas
- Establish a premiere location in the county for the continuation and expansion of agricultural businesses in the form of an agricultural business park
- Establish criteria to define prime farmland and utilize tools to maintain prime farmland in agricultural use
- Promote infill development as a means of limiting residential, commercial, and industrial encroachment into prime agricultural areas

## *Goal*

Encourage commercial and industrial development in appropriate areas that supports continued growth in the community

## *Objectives*

- Protect existing investment in the community by ensuring that new development supports or complements existing development
- Encourage new commercial and industrial development to occur in designated growth areas

## **Scenarios**

Scenarios present extreme development alternatives in order to encourage discussion among stakeholders and determine priorities of the community. The direction provided by the discussion of the scenarios forms the basis of the Future Land Use map for the community.

### **#1 – Aggressive Growth**

- Industrial growth occurs north and west of Honda
- Regional commercial growth is focused around the interchanges, north and south of I-74
- Residential growth occurs near Lake Santee and on the southeast side of Greensburg

The first scenario focuses on commercial and industrial development (See Figure 4.1). In this scenario, industrial growth occurs north and west of the Honda site, on both sides of I-74. The industrial area becomes a significant western gateway for the community and the quality of that development needs to be considered very carefully as it will form the first impression of the community for visitors, investors, and residents approaching from Indianapolis. An agricultural business park is proposed in the west central part of the county.

Regional commercial growth is also very important in this scenario and is focused around the Interstate interchanges, on both the north and south sides of I-74. Again, the development will become one of the gateways to the community, which means that quality of the development will be of the utmost importance.

In this scenario, the residential growth occurs to the southeast of Greensburg and in the Lake Santee area. The development in the Lake Santee area would likely be custom-built executive housing. Development to the southeast of Greensburg would provide for a range of housing opportunities, primarily single family homes. Parks and open space would be incorporated into residential areas.

Implications of this scenario are:

- Need to expand water and sewer westward and north of I-74 to serve new commercial and industrial development
- Need to expand water and sewer to the southeast to accommodate new residential development
- Transportation connectors may be needed to move traffic from the residential areas to employment centers and major transportation arteries
- Industrial development forms the western “gateway” to Greensburg and needs to be managed to present a positive image
- Commercial development forms the northern “gateway” to Greensburg and needs to be managed
- Development in the Lake Santee area needs to be served by water and sewer to protect the lake

## **#2 – Limited Growth**

- New development does not occur north of I-74 during the planning period
- Industrial development occurs around Honda, but remains focused south of the plant
- New regional commercial development occurs along the interstate frontage, south of I-74
- Residential development occurs southwest of the existing boundaries of the City of Greensburg
- Some additional residential growth near Millhousen
- Growth is served by public water and sewer utilities

The second scenario places the growth emphasis south of I-74 and acknowledges I-74 as the traditional northern boundary for urban land uses (See Figure 4.2). Industrial development along the south side of I-74 is a major gateway for the community and needs to be carefully managed. The

same is true for commercial development focused around the I-74/SR 3 interchange.

In this scenario all of the growth is focused around the City of Greensburg. The commercial and industrial growth occurs on the northern side of the community and the residential growth occurs to the southeast and southwest of the current Greensburg city limits.

Implications of this scenario include:

- Need to expand water and sewer westward to serve new industrial development
- Need to expand water and sewer to the southeast to accommodate new residential development
- Water and sewer do not need to cross the interstate
- A southern transportation connector may be needed to move traffic from the residential areas to employment centers and major transportation arteries
- Industrial development forms the western “gateway” to Greensburg and needs to be managed to present a positive image
- Commercial development forms the northern “gateway” to Greensburg and needs to be managed
- No planned growth for smaller incorporated towns
- 

### **#3 – *Balanced Growth***

- Growth occurs adjacent to existing urbanized areas, including small towns
- Commercial growth occurs as regional commercial on the north side of Greensburg and neighborhood commercial to serve clusters of residential development
- Industrial development concentrated around Honda
- Growth is served by public water and sewer utilities

The third scenario balances growth by considering growth in several Decatur County communities, but focuses most of the growth near Greensburg, which is better equipped to provide urban services (See Figure 4.3).

The commercial and industrial growth is primarily focused on Greensburg as the county and regional employment center. This regional scale commercial development is concentrated near the I-74/SR 3 interchange, both north and south of I-74. Smaller scale commercial development can expand the ability of people living in the towns to meet their daily needs without significant drives. Industrial development in this scenario is focused around the Honda site and north of I-74 between US 421 and the commercial node at the I-74/SR 3 interchange.

In this scenario the residential development is primarily concentrated to the south of Greensburg, but there is planned residential development in Westport, Millhousen, and Newpoint as well.

Implications of this scenario are:

- Need to expand water and sewer westward and north across I-74 to serve new industrial development
- Need to expand water and sewer to the southeast to accommodate new residential development
- Water and sewer need to be able to serve new residential and commercial development in the towns
- A southern transportation connector may be needed to move traffic from the residential areas to employment centers and major transportation arteries
- Road improvements to Lake Santee would be necessary
- Industrial development forms the western “gateway” to Greensburg and needs to be managed to present a positive image
- Commercial development forms the northern “gateway” to Greensburg and needs to be managed

### **Future Land Use Plan**

The Steering Committee considered the proposed growth scenarios and refined them into a single preferred scenario, which is the future land use plan for Decatur County (See Figure 4.4).

The future land use plan includes significant industrial growth at the Honda site and surrounding areas along US 421, SR 3, and I-74. Commercial uses are shown at the I-74/SR 3 interchange, extending primarily westward, and in several of the existing communities. The commercial and industrial growth does extend north of I-74. Residential development is planned for the south and east of Greensburg, north and south of Lake Santee, and as extensions of the existing communities.

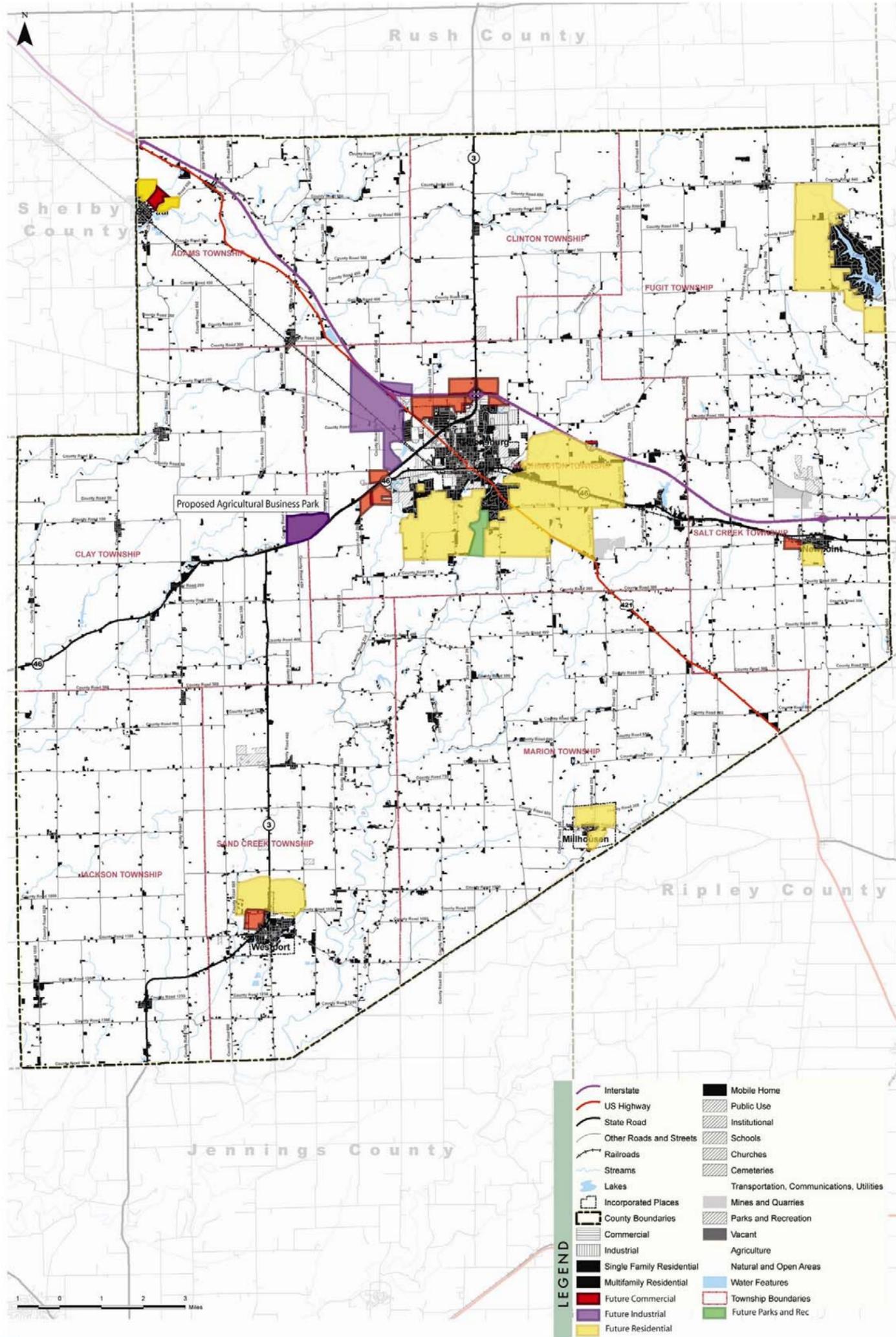
A new park and/or open recreation area is planned for the south side of Greensburg.

Implications of the future land use plan are:

- Need to expand water and sewer westward and north from Greensburg across I-74 to serve new commercial and industrial development
- Need to expand water and sewer to the southeast of Greensburg to accommodate new residential development
- Water and sewer need to be able to serve new residential and commercial development in the towns

- A southern transportation connector may be needed to move traffic from the residential areas to employment centers and major transportation arteries
- Industrial development forms the western “gateway” to Greensburg and needs to be managed to present a positive image
- Commercial development forms the northern “gateway” to Greensburg and needs to be managed
- Development in the Lake Santee area needs to be served by water and sewer to protect the lake
- Road improvements to Lake Santee would be necessary

Figure 4.1: Aggressive Growth Scenario



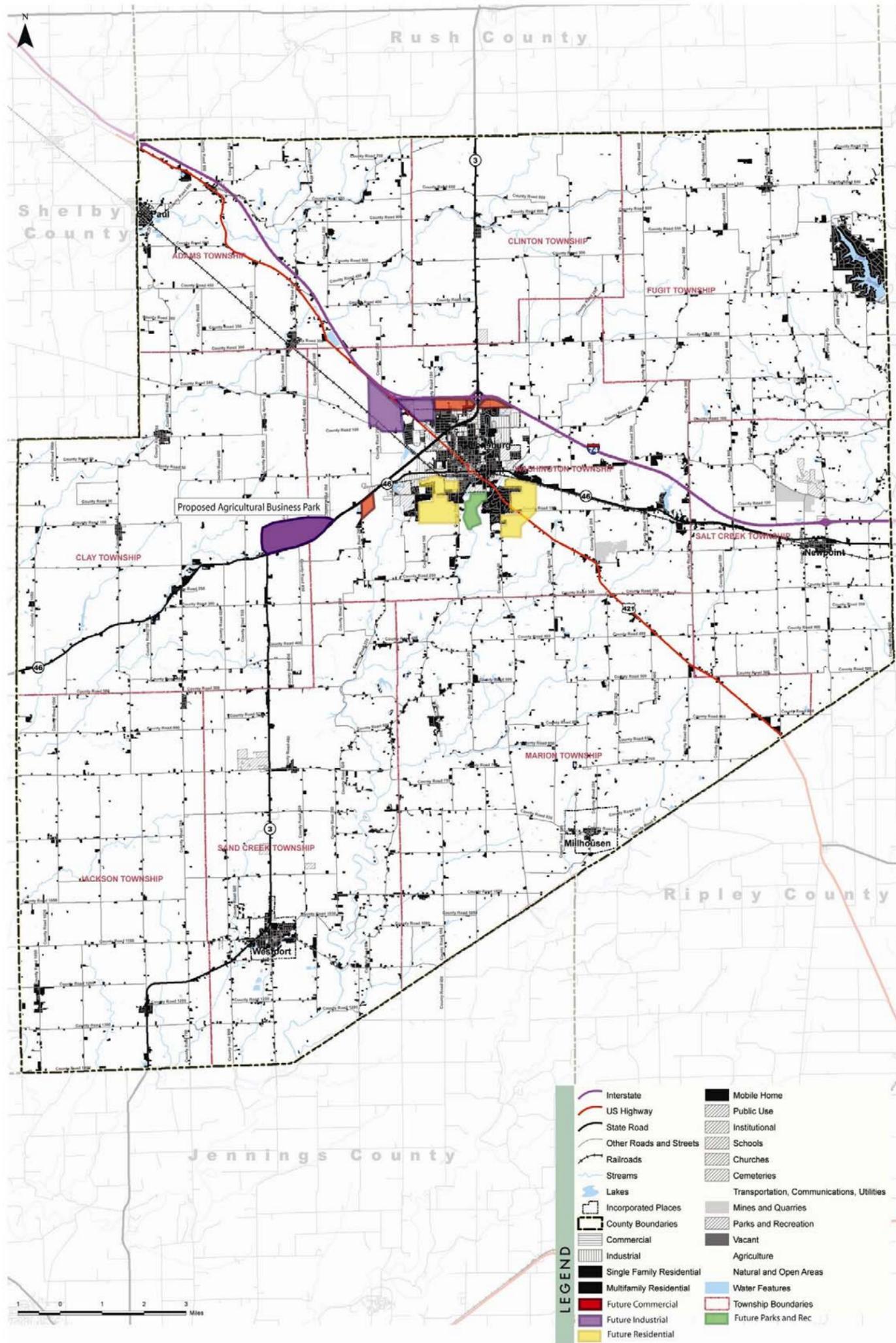
Decatur County

**AGGRESSIVE GROWTH**



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Figure 4.2: Limited Growth Scenario



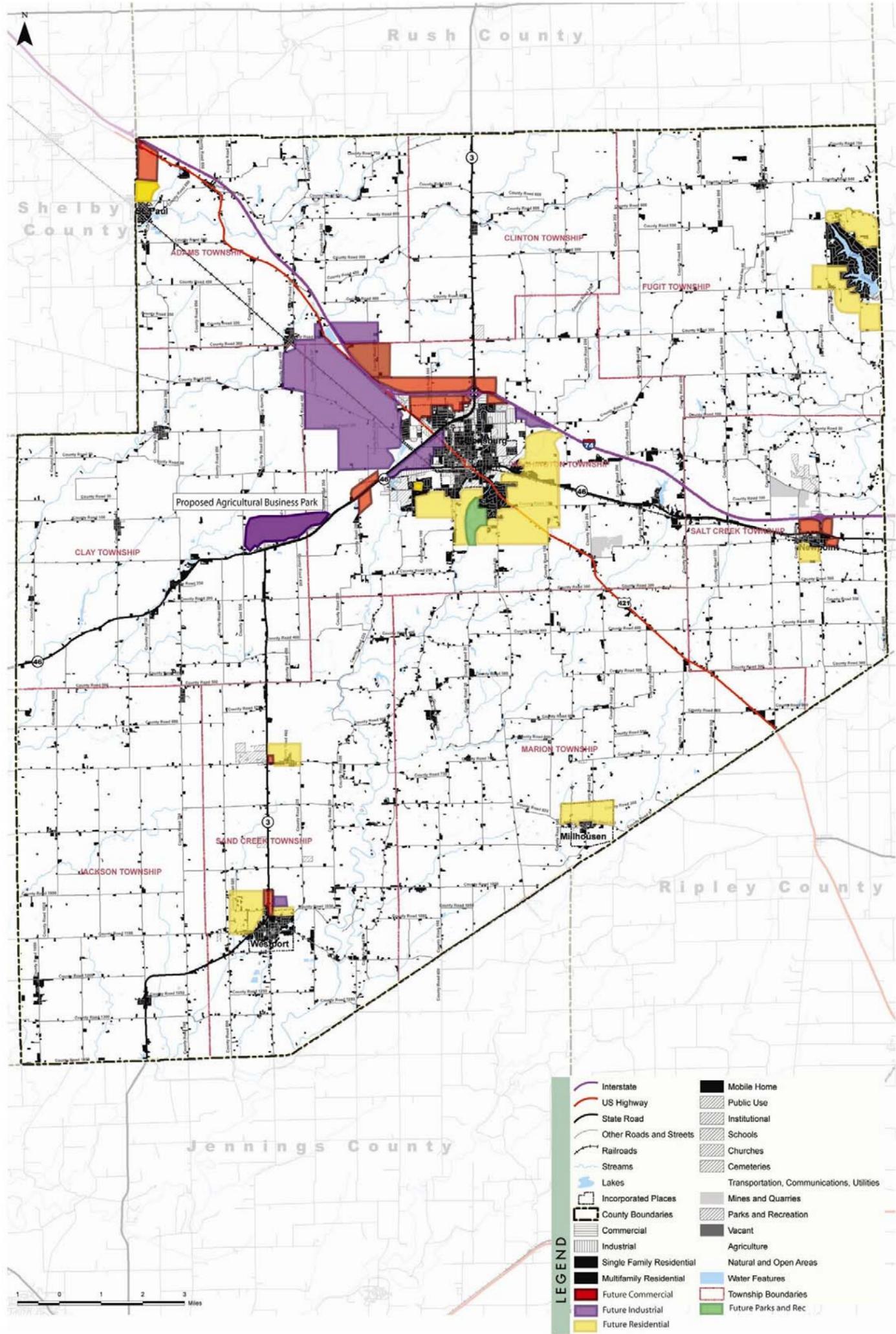
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LIMITED GROWTH



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Figure 4.3: Balanced Growth Scenario



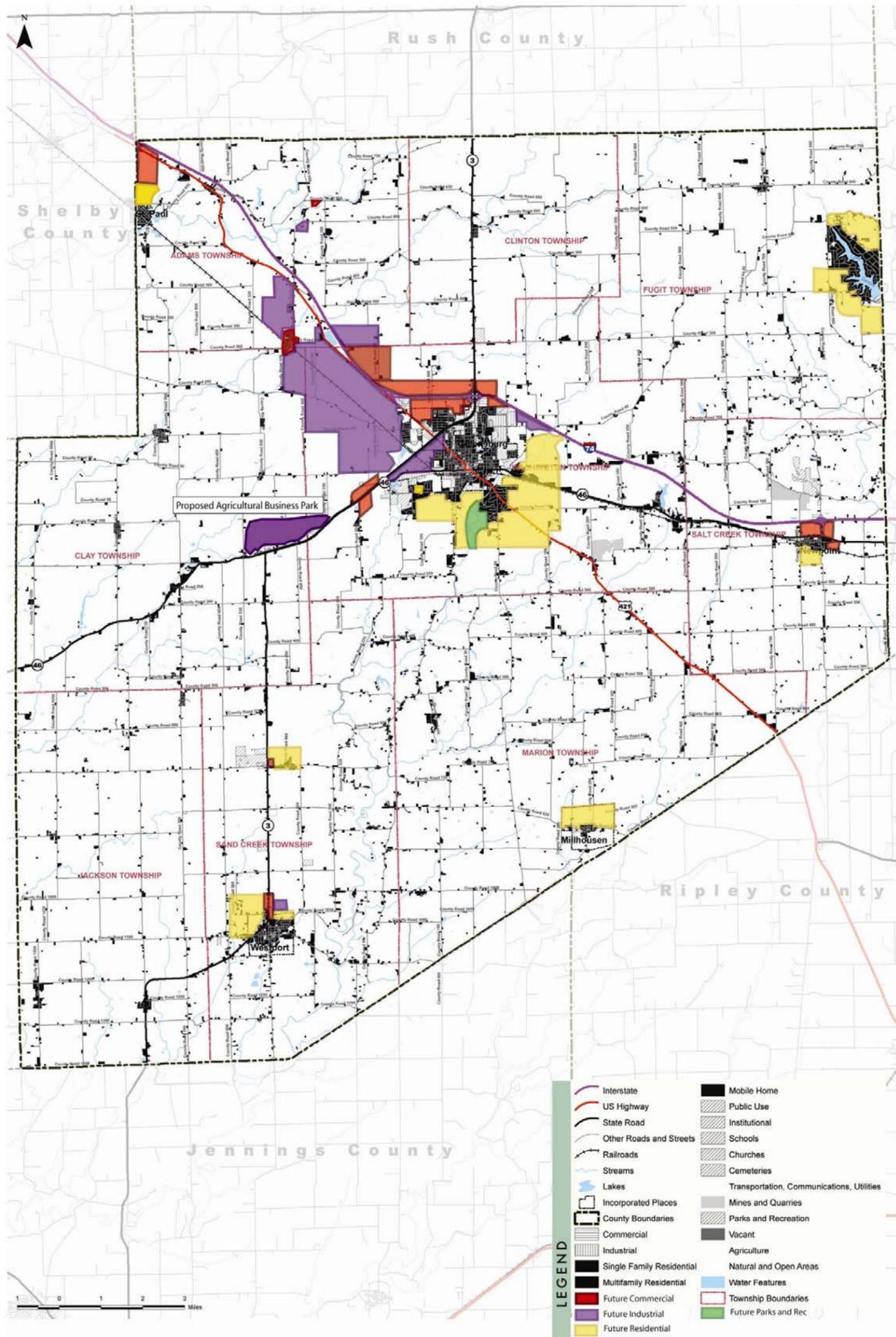
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**BALANCED GROWTH**



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Figure 4.4: Future Land Use Map



Decatur County

**FUTURE LAND USE MAP**



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## **Type, Quantity, and Quality of Development**

### *Type of Growth*

The current land use pattern in Decatur County has most of the county in agricultural uses and the urbanized land uses predominately within the corporate limits of Greensburg or one of the towns in the county.

Agricultural uses are expected to continue as the dominant land use in the county. Farming will continue to be an important part of the local economy and may expand as agri-business and value added agriculture become a focus of the community.

Growth from the location of Honda will eventually drive the need for additional residential growth in the community. The growth may not happen in the short term as initial employees may commute from the surrounding region. Over time these employees will likely relocate to Decatur County, driving the need for housing. Most of this housing will be single-family detached units. Additional executive housing may be needed as the management at the plant increases and additional businesses develop in the area.

Greensburg currently serves as a regional commercial center and that role is anticipated to increase over time. Regional commercial uses are larger in scale and serve multiple communities. Decatur County will also need additional neighborhood commercial uses to serve the additional residential growth. These uses serve the daily needs of the residential communities adjacent to them.

The Honda plant is not the only industrial growth planned for the Decatur County community. Warehousing and distribution centers are likely to develop in the areas near the Honda plant. While most suppliers will develop 30 to 60 miles from the plant, there will be some operations that choose to locate closer. This industrial development should occur in the vicinity of I-74 and US 421.

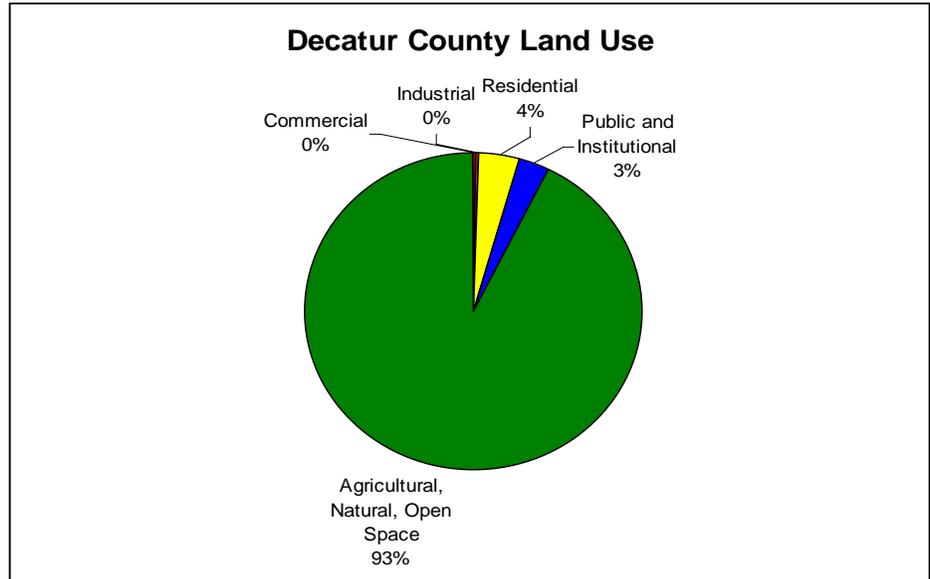
In order to maintain the current quality of life in the community and be attractive to newcomers, investments will need to be made in public and institutional uses such as schools, parks, and churches.

### *Quantity of Growth*

Agricultural uses and natural areas account for 93 percent of the 373 square miles in the county. Residential uses occupy approximately four percent of the land. The third largest land use in the county is public and institutional uses. Currently there are nearly nine acres of agricultural land, one-third of

an acre of residential land, more than one-quarter of an acre of public uses per person in Decatur County. There are also 0.2 acres each of commercial and industrial uses per person in the county.

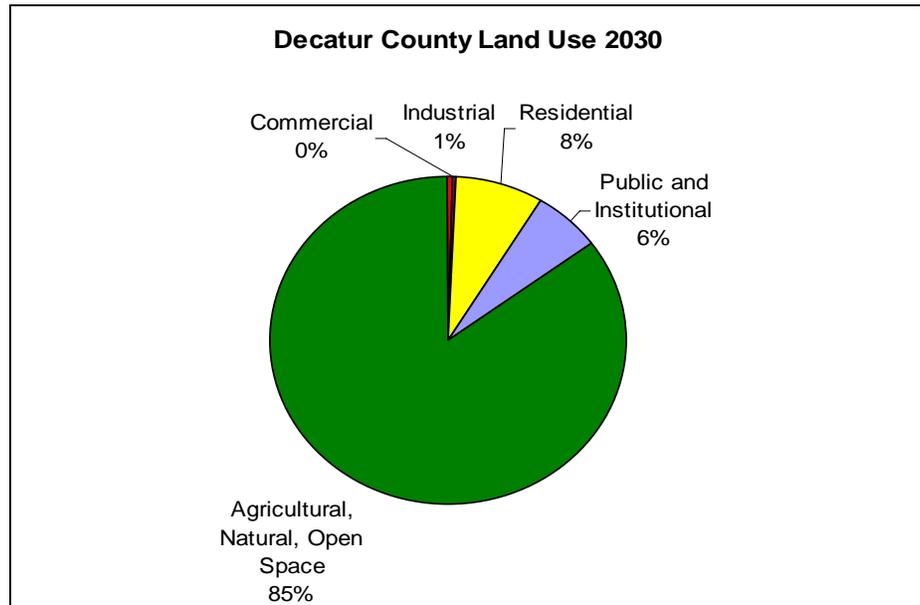
**Figure 4.5: Existing Land Use in Decatur County**



Source: HNTB

If the current land use per person were to apply in 2030, Decatur County would need an additional 9,652 acres of land for housing; 7,631 acres of public land; 642 acres of industrial uses; and 543 acres of commercial uses. This would result in a reduction of agricultural land of 18,467 acres. In 2030, the land use mix would be as shown in Figure 4.5.

**Figure 4.6: Future Land Use in Decatur County**



Source: HNTB

### Quality

One perspective regarding the quality of development in a community is that it is self-regulating and that the quality will be as high as the market in a particular community demands. This is true in communities that have established a certain character through public investments or have some historical or economic factors driving the quality of development.

In many communities, the land use regulations (primarily zoning) need to push the quality of development that occurs by requiring a certain level of standards that must be implemented in order to develop there. This is especially true in communities that have experienced slow growth, but face circumstances that will accelerate the rate of growth in the community. Some of these communities choose to regulate quality to ensure that the character of the community is not lost in the face of rapid development, to ensure that new development will become an attractive component of the community for years to come, and to improve aesthetics in the community.

Standards to ensure quality may take several forms, including landscape and buffering requirements, connectivity and walkability, and architectural design. These standards can be very specific about the type and quantity of materials that are required, or may establish more general requirements as to what is acceptable.

Since Decatur County is in the position of experiencing accelerated growth over the planning period, some level of regulation of the quality of growth

would be prudent. The following recommendations provide direction for those quality standards:

- Instituting or enhancing landscape requirements for commercial and industrial development
- Requiring sidewalks in commercial areas and industrial areas if appropriate
- Requiring open space in residential subdivisions with a density greater than 2.5 units per acre
- Requiring sidewalks in residential subdivisions
- Establishing basic commercial and industrial architectural standards (such as the location of loading areas relative to the public street) along key corridors
- Requiring residential subdivisions to use frontage roads and not have the backs of houses facing public streets
- Requiring housing units to have at least two openings (doors or windows) per side (could be done through covenants)

## **Location Criteria**

### *General*

- New development should be located where it can be served by water and sewer utilities
- New development should avoid areas of prime farmland
- New development should be located adjacent to existing urbanized land uses

### *Residential Development*

- Individual homes should not derive their access from a collector or arterial; frontage roads and subdivisions are encouraged
- Residential subdivisions should be served by public water and sewer utilities
- Residential subdivisions should be developed in a manner that would allow for their expansion as the community grows
- Residential subdivisions should provide appropriate access for emergency vehicles
- Residential development should be buffered from adjacent conflicting land uses

### *Commercial Development*

- Commercial development should derive its access from a collector or arterial
- Shared driveways are encouraged to minimize curb cuts and maintain transportation efficiency
- Commercial development should be served by public water and sewer utilities

- Neighborhood commercial uses should be located to provide daily needs for residential areas
- Regional commercial development should be served by arterials and have good access to state routes and the Interstate

### *Industrial Development*

- Industrial development should derive its access from arterials
- Industrial development should be served by public water and sewer utilities
- Industrial development should be sited and designed as to provide an appropriate “front door” to the community

### *Agriculture*

- Prime farmland should be protected from unmanaged growth
- Educational information about the right to farm should be provided to petitioners for development in the county
- Agricultural businesses should be located in an agricultural industrial park
- Improvements to transportation systems in the county should include providing for appropriate farm vehicle circulation

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## Chapter 5

### Transportation

#### Introduction

The transportation system forms the backbone of a community. I-74 connects Decatur County with the large metropolitan areas of Cincinnati and Indianapolis. US Highway 421 provides intrastate connections between communities, and is complemented by State Road 3 (north-south connection) and State Road 46 (east-west connection). The local roads and streets serving the county connect with these major routes and form an effective regional transportation system.

In the rural areas of Decatur County, roadways provide the main transportation artery for both long-distance and local travel. An adequate system of roads to connect farms with markets is vital to this area. As growth continues to occur in the community, it is becoming increasingly necessary to design roadways that not only serve typical drivers, but also bicycles, pedestrians, farm equipment, and other modes of travel. Railroads have also been important historically for the movement of goods in the community, and this is likely to continue in the future, as Honda uses the railroad to transport materials and finished products.

#### Goals and Objectives

##### *Goal*

Create a range of quality transportation opportunities throughout the community.

##### *Objectives*

- Plan and develop a local trail system for alternative transportation and recreational purposes
- Support the continued development of a demand-responsive transportation system such as the “catch a ride” program
- Support safe and efficient roadways through corridor planning and access management

##### *Goal*

Encourage roadway improvements that appropriately accommodate the movement of farm equipment.

##### *Objectives*

- Provide adequate north-south and east-west access for farm equipment

- Encourage design of new arterial roadways and redesign of existing arterials to safely accommodate farm equipment and reduce conflicts with other vehicles

### *Goal*

Foster roadway design that supports a variety of users.

### *Objectives*

- Encourage use of traffic calming devices in residential areas to promote safe neighborhood streets
- Provide for connectivity between neighborhoods and between neighborhoods and key community destinations to manage traffic on collector and arterial roadways
- Ensure adequate access for emergency vehicles to new development by requiring multiple points of ingress/egress where feasible
- Encourage design of new arterial roadways and redesign of existing arterials to safely accommodate farm equipment and reduce conflicts with other vehicles
- Improve and correct past transportation design problems as the opportunity arises

## **Functional Classification**

Functional Classification refers to the grouping of roadways into systems, or classes, reflecting their role within a larger network of roadways. The process of defining functional classification requires an understanding of the primary purpose served by roadways with respect to mobility (through travel, long-distance travel) and access (service to properties, driveways, parking lots). Following are definitions of functional classifications that are typically used in rural settings:

### *Principal (or Major) Arterial*

Roadways in this category are those that serve long-distance and/or interstate trips, connect urban areas with populations of at least 50,000, and provide an integrated nationwide highway network.

### *Minor Arterial*

Roadways in this category are those that link cities and large towns to provide an inter-county and interstate roadway network, and are spaced at intervals such that all areas of the state are within reasonable distance of an arterial highway. Minor arterials are intended to serve medium-to-long distance travel and usually have relatively high travel speeds.

## *Collector*

Roadways in this category serve primarily intra-county travel, and serve as a link between local roadways and arterials. Collectors are intended to connect towns and other important sites, such as schools, parks, shipping points, and important mining or agricultural areas. Collectors are generally spaced at intervals such that all developed areas have reasonable access to the system.

## *Local Road*

Roadways in this category have the primary purpose of providing access to adjacent development. Travel distances on these roads are generally short, and travel speeds are generally low. All roads that are not classified as collectors or arterials are classified as local roads.

The Federal Highway Administration provides a recommended method for classifying a proposed roadway network (FHWA Functional Classification Guidelines, 1989). The method involves a state-level identification of arterial facilities, followed by a local-level identification of collector and local facilities. Over time, as urban areas grow or as roadway improvements cause shifts in traffic patterns, the functional classification of roadways can change. The future transportation map presented in this plan takes this into account—several planned improvements in the Greensburg area have been incorporated into this map, and extended to logical termini based on expected development patterns. This is especially evident in the areas around the Honda facility northwest of Greensburg. Refer to the Greensburg Comprehensive Plan for a more detailed map of recommended transportation facilities in the urban area.

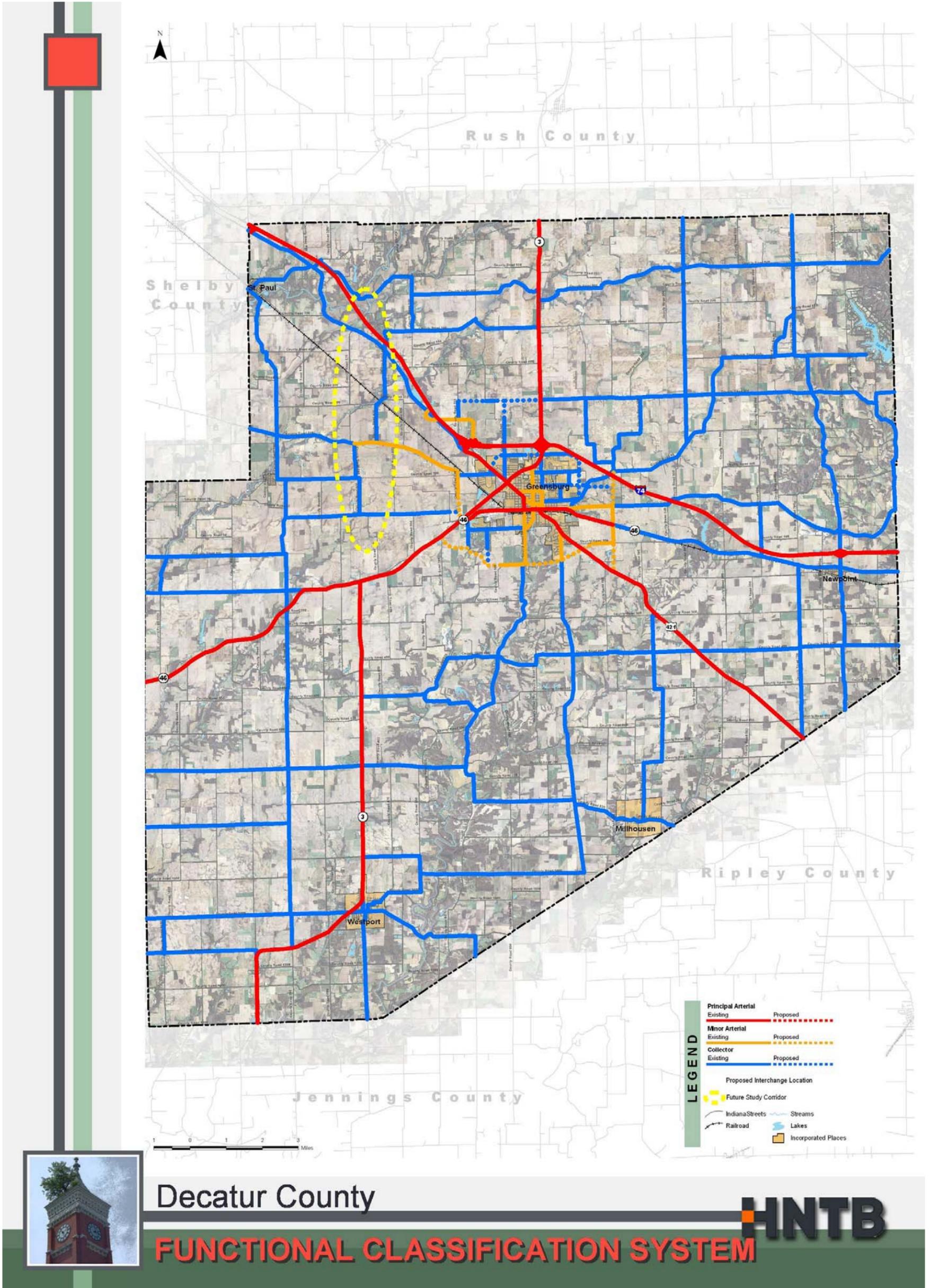
The Federal Highway Administration provides guidelines on the typical balance of mileage and travel volumes within each functional class, which are shown in Figure 5.1. A careful review of this table shows that the roadways with a higher functional classification carry greater volumes of traffic despite having less mileage. This highlights the importance of planning for adequate capacity on the arterial network. The functional classification map is shown in Figure 5.2.

**Figure 5.1: Recommended Balance of Roadway Network in Rural Areas**

System	% Vehicle Miles Traveled	% Roadway Mileage
Principal Arterial	30-55 %	2-4 %
Principal + Minor Arterial	45-75 %	6-12 %
Collector	20-35 %	20-25 %
Local Roads	5-20 %	65-75 %

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Figure 5.2: Thoroughfare Plan/Functional Classification Map



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## Chapter 6

### Public Facilities

#### Introduction

Public facilities, including emergency services, social services, water and wastewater treatment and distribution/collection, parks and recreation, and government owned properties such as the county courthouse, are components of the community that must be addressed in the comprehensive plan.

There is some overlap between the issues related to public facilities and the land use and transportation sections of the plan. For example, new development is generally encouraged to locate in areas that can be efficiently served by public utilities, while roads are a major part of the public infrastructure.

#### *Parks*

The Decatur County Department of Parks and Recreation manages the public park land in the county. Park areas in the county include:

- Decatur County Park (16 acres land, 10 acres water)
- Kohler Memorial Park (11 acres)
- Allen Memorial Swimming Pool (5 acres)
- North Park (5 acres)
- St. Paul Park (26 acres, 4 developed)
- Oddfellows Rebekah Park (15 acres)
- Decatur County Youth Sports Complex (21 acres)
- Shriver Field
- East Park
- Westport Kiwanis Park
- Decatur County Skate Park
- Newpoint / Salt Creek Township Park
- Adams Park
- Millhousen Park

#### *Decatur County Rural Water*

Rural Water was established in 1965 but was dormant until 1992 when the city reservoir was created. Rural Water purchases their water from the City of Greensburg, their contract maximum is currently 540,000 gallons per day. The Rural Water distribution area is primarily outside of the City of Greensburg.

In mid 2007, the Decatur County Commissioners passed a resolution committing Decatur County to the formation of a regional water district.

The Town of New Point receives their water from the Napoleon Water Company.

### *Greensburg Water*

As of August 2007 current water demand in Greensburg is 2.2 MGD (million gallons per day) on average with maximum demand of 2.7 MGD. The treatment plant is capable of treating up to 3.6 MGD of water. Future expansion is underway.

### *Other Water*

Westport Water  
St. Paul Water  
Lake Santee

### *Greensburg Sewer*

As of August 2007, the current average sewage flow at the Greensburg wastewater treatment plant is 4 MGD, with a maximum capacity of 7.5 MGD. Future expansion is underway.

### *Other Sewer Systems*

The communities of Westport and St. Paul are served by sewer systems. The New Point community is served by a sewer system that is connected to Batesville. The Lake Santee area has its own sewer system which has been recently upgraded.

### *Fire Stations*

There are nine fire departments in Decatur County. Greensburg has a combination salaried/volunteer fire department, while the other eight departments are volunteer. Greensburg currently has only one fire station, but is planning for a future station on the south side of the community. The existing fire stations in Decatur County are:

- Adams Township
- Clarksburg
- Burney-Clay
- Greensburg
- Letts
- Marion Township
- New Point
- Saint Paul
- Westport

## **Goal & Objectives**

### *Goal*

Maximize infrastructure investment through promotion of compact development served by adequate public facilities.

### *Objectives*

- Develop infrastructure expansion plans that facilitate growth in areas designated for development in the future land use plan
- Encourage infill development and redevelopment of sites that are currently served by urban infrastructure
- Support new development in locations that are served by adequate public facilities.

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## Chapter 7

### Special Study Area

#### Introduction

Special study areas are those geographic areas of the community that, due to a special status or nature, warrant additional focus and study.

One special study area emerged from the planning process: the I-74/US 421 interchange. The following sections will introduce this topic and discuss it in some level of detail.

#### I-74/US 421 Interchange

The I-74/US 421 interchange is a key gateway to the Greensburg community and the focus of new industrial development with the development of the Honda plant near the interchange.

At this time there is relatively little urban development north of I-74 due to constraints including the lack of adequate infrastructure in the area and private property owner decisions. The new development occurring south of the Interstate has led many in the community to believe it is necessary for the community to extend north of the interstate.

The land north of the interstate is in unincorporated Decatur County. As the land immediately south of the interstate is annexed into the City of Greensburg, contiguity will exist for the community to consider annexation north of the interstate.

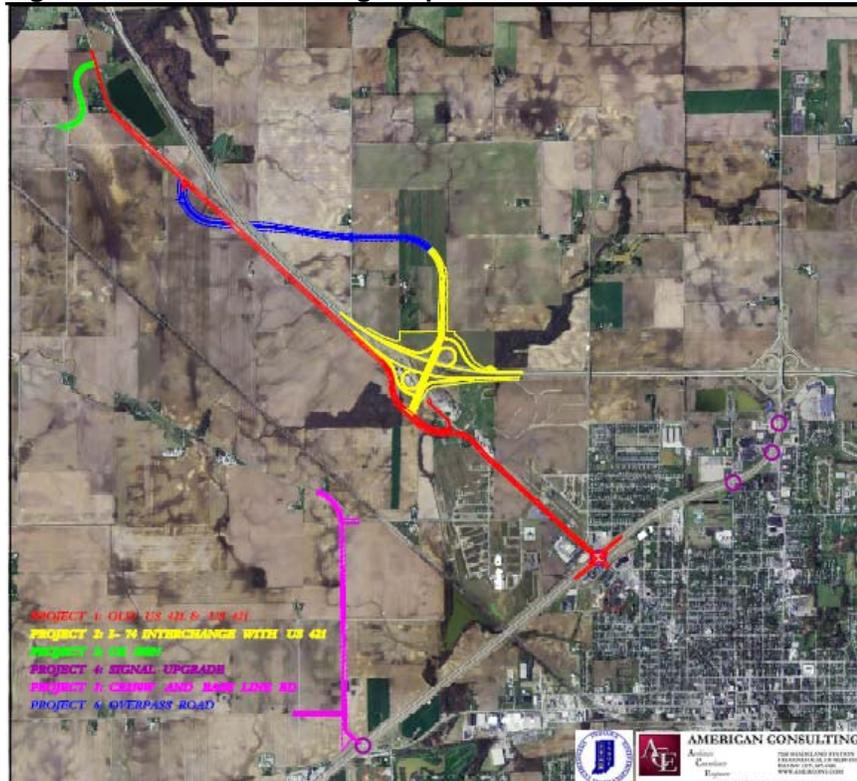
#### *Information*

##### Planned Transportation Improvements

- The Indiana Department of Transportation (INDOT) has a major project underway at this interchange. The major activities that are a part of this project are:
- Reconstruction of US421/Old 421
- Reconstruction of the I-74/US 421 interchange
- Realignment of CR 300N
- Reconstruction and extension of CR 250W
- New construction of an overpass road

Figure 7.1 shows the interchange improvements that are part of the project.

**Figure 7.1: INDOT Interchange Improvements**



*Recommended Development Pattern*

Development north of I-74 at the US 421 interchange should be of a highway/regional commercial or light industrial/distribution nature. Access to the roadways should be carefully managed to prevent traffic congestion problems that affect the key highways.

The Future Land Use map shows industrial development north of I-74, east of US 421 and south of I-74, west of US 421. Commercial development is shown south of I-74, east of US 421 and along the Interstate frontage.

Since the interchange area is a key gateway to the community, design considerations in the area are critically important. The area surrounding the interchange should be subject to an overlay district that creates site design, architecture, signage, and lighting standards more stringent than in other areas of the community.

## Chapter 8

### Special Topic

#### Introduction

Special topics are those issue areas that became important during the development of the plan and warrant additional information, but are not necessarily able to be described in geographic terms such as an interchange.

One special topic that emerged from the planning process was an agricultural business park. The following sections will introduce the topic and discuss it in some level of detail.

#### Agricultural Business Park

In recent years there has been an increased awareness by the general public that agriculture is a business, indeed an industry, and that parts of agricultural processing may not be particularly appropriate in rural areas due to infrastructure needs, but are not necessarily well-suited for standard industrial parks because of their agricultural product inputs and relationship with the land. This awareness has led to a variety of means of encouraging value-added agriculture and the processing of agricultural products. One of these models is the agricultural business park.

An agricultural business park uses the elements of a traditional business park that are successful, such as appropriate zoning, infrastructure, and land that is separated from or buffered from other uses, and combines them with the needs of agricultural products processors. These needs may be access to transportation systems, access to crops or research fields, or other needs specific to the type of agri-business.

#### *Agriculture as Industry*

Agricultural businesses include processors of grain for food, feed, or seed; ethanol or bio-diesel producers; slaughterhouses and animal rendering facilities; canneries; and other businesses that use agricultural products as inputs for production.

The rise in fuel prices in the past several years has accelerated the development of alternative fuel sources such as ethanol and bio-diesel. Many such processing facilities have been developed in the state of Indiana in the past year or two and more are slated for construction.

In some communities, including Greensburg, agricultural production facilities have developed over time in locations that are now creating urban land use conflicts. These uses include stockyards and grain elevators. These

uses are important to the agricultural industry, but like other industries, may have negative impacts on the surrounding areas.

*In addition, the development of urban areas around these facilities can constrain the growth and updating of these uses.*

### *Models of Agricultural Business Parks*

Muncie and Delaware County are one of the state's leaders in the development of zoning for agricultural businesses and creation of an agricultural business park. In 2005 the Delaware County Commission unanimously approved the creation of a new zoning district - the "Agricultural Bio-Enterprise Zone."

The "Agricultural Bio-Enterprise Zone" will give Muncie-Delaware County a unique product to market to agricultural businesses looking at the State of Indiana," said Terry Murphy, Vice President, Economic Development for the Vision 2006 Economic Development Program. "This zone classification and eventual Ag Park development seeks to improve the economic stability of area farmers and create new jobs and investment in the county," added Murphy. The purpose of the AB-EZ is to provide a business park-like environment that is supportive to industries that add value to agricultural products produced locally.

Rob Swain, economic development director for the state department of agriculture, said Delaware County is the first community in the state to adopt an ag-park ordinance.

Targeted businesses in the new zone area include existing technology providers of food, fiber, and energy for human, animal, and industrial applications as well as new applications from the rapidly developing areas being discovered through biotechnology.

The AB Agricultural Bio-Enterprise Zone was created to provide an area for exclusive location of those industries that use or produce renewable agricultural products or direct derivatives of renewable agricultural products as inputs for their manufacturing, processing, production, research, or refining operations. An AB Agricultural Bio-Enterprise Zone is intended to be occupied by multiple industries, including farming operations, so that the infrastructure, by-products, expertise and jointly developed knowledge and technologies to generate new value added agricultural products can be shared and/or reused by the occupying industries.

For an area to be classified as an AB Agricultural Bio-Enterprise Zone, the area must contain at least three hundred (300) acres comprised of contiguous or adjoining properties separated only by existing public roads, highways, or railroads. Any future additions to an existing AB Agricultural

Bio-Enterprise Zone shall be contiguous or adjoin in the same manner and add a minimum of twenty (20) acres that is in one tract of land.

The Delaware County Commissioners voted to rezone over 800 acres of land near the town of Shideler from "agricultural" zoning to the county's new "Agricultural Bio-Enterprise Zone". The zoning change sets the way for the area to be developed as an "Agricultural Industrial Park". It will be Delaware County's fourth industrial park.

The new Agricultural Park is located near State Road 3 and State Road 28 providing potential new businesses with excellent access to both Interstate 69 and Interstate 70. The new park could be a prime location for businesses in the (1) food processing, (2) Ethanol, (3) Biodiesel, and (4) pharmaceutical sectors.

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## Chapter 9

### Implementation

#### Introduction

Implementation is the process of achieving the goals set forth in the plan in order to reach the community's vision. Part of implementation is having an action plan that details steps that should be taken, who is responsible for implementation of an action, and the timeline for completing the action. Potential funding sources are also suggested as a part of the action plans.

The Programs and Tools section provides an overview of the funding programs and tools as well as other means of implementing the plan. Decatur County may already use some of these tools, but restating their uses and connecting them to the actions in the comprehensive plan is helpful to people who may not be familiar with all of the operations of the community.

#### Action Plans

Action plans detail how the goals and objectives will be implemented to achieve the vision for the community. They include the action steps, responsible parties, timelines, and potential funding sources.

The timelines recommended are general in nature. Short term actions should be completed by 2010, medium term between 2010 and 2015, and long term between 2015 and 2025.

The potential funding sources are further detailed in the Programs and Tools section.

<b>Goal:</b> <i>Create a range of housing choices in appropriate areas.</i>	
<b>Action Step:</b> Eliminate barriers to housing choice such as regulations and standards that limit infill development that render lots unbuildable.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	
<b>Action Step:</b> Revise the Planned Unit Development (PUD) process to encourage its use for projects that may not fit well within standard zoning districts, but support community objectives such as communities where people can age in place.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	
<b>Action Step:</b> Develop site location and design criteria to minimize conflicts between intensive agricultural uses and residential uses.	
<b>Responsible Party(ies):</b> Plan Commission Agricultural community County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	
<b>Action Step:</b> Revise the Subdivision Control ordinance to develop clear procedures for use of cluster subdivisions.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	

<b>Goal:</b> <i>Encourage the development of quality neighborhoods.</i>	
<b>Action Step:</b> Revise the Subdivision Control Ordinance to require sidewalks for residential areas and trails where appropriate.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	
<b>Action Step:</b> Revise the Subdivision Control Ordinance to require subdivisions with a density over 2.5 units per acre to include open space. Encourage open space to be located where it can be combined with other open spaces to form larger open areas.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	
<b>Action Step:</b> Revise the zoning ordinance to allow for neighborhood commercial uses while regulating the size and permitted commercial uses to such small scale uses as dry cleaning pick up/drop off, pharmacies, corner markets, video rentals, etc.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners Chamber of Commerce	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	
<b>Action Step:</b> Revise the zoning ordinance to allow for home-based businesses while protecting the surrounding neighborhood from nuisance.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	
<b>Action Step:</b> Develop and implement a review process in the Plan Commission office to ensure that building permits are issued only in accordance with the zoning and subdivision control ordinance.	
<b>Responsible Party(ies):</b> Plan Commission	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	

<p><b>Goal:</b>  <i>Protect the county's agricultural resources and promote the expansion of the local agricultural economy.</i></p>	
<p><b>Action Step:</b>                  Refine the agricultural zoning district(s) to minimize the development of residential uses in areas of prime farm land that are not associated with a farm operation.</p>	
<p><b>Responsible Party(ies):</b>                  Plan Commission                  County Commissioners</p>	<p><b>Timeline:</b>                  Short term</p>
<p><b>Potential Funding Sources:</b>                  General fund</p>	
<p><b>Action Step:</b>                  Establish clear guidelines for approving rezoning land from agricultural use to non-agricultural uses that protect prime soils and topography and minimize impediments to productive agricultural use.</p>	
<p><b>Responsible Party(ies):</b>                  Plan Commission                  County Commissioners</p>	<p><b>Timeline:</b>                  Short term</p>
<p><b>Potential Funding Sources:</b>                  General fund</p>	
<p><b>Action Step:</b>                  Encourage and support infill development and redevelopment in order to reduce the demand for conversion of agricultural land for industrial, commercial, and residential uses.</p>	
<p><b>Responsible Party(ies):</b>                  Economic Development Corporation                  Plan Commission                  County Commissioners</p>	<p><b>Timeline:</b>                  Short term</p>
<p><b>Potential Funding Sources:</b>                  Indiana Brownfields</p>	
<p><b>Action Step:</b>                  Develop an agricultural business park in cooperation with the City of Greensburg to provide an appropriate location for agricultural businesses (current and new).</p>	
<p><b>Responsible Party(ies):</b>                  EDC                  Chamber of Commerce                  City of Greensburg                  Decatur County                  Farm Bureau                  IDEM                  Area Plan Commission</p>	<p><b>Timeline:</b>                  Medium term</p>
<p><b>Potential Funding Sources:</b>                  Tax abatement                  Tax Increment Financing (TIF)                  Agricultural Enterprise Zone* (being considered by the Indiana General Assembly)</p>	

<b>Action Step:</b> Develop an agricultural museum within the agricultural business park.	
<b>Responsible Party(ies):</b> Historical Society Farm Bureau Chamber of Commerce	<b>Timeline:</b> Medium term
<b>Potential Funding Sources:</b> Private funds and grants	
<b>Action Step:</b> Market sites vacated by agriculture-based businesses as redevelopment sites to developers for specific projects	
<b>Responsible Party(ies):</b> EDC Chamber of Commerce	<b>Timeline:</b> Medium term
<b>Potential Funding Sources:</b> Tax abatement TIF	

<b>Goal:</b> <i>Encourage commercial and industrial development in appropriate areas that supports continued growth in the community.</i>	
<b>Action Step:</b> Review existing commercial and zoning regulations and the zoning map to ensure that commercial and industrial uses are appropriately regulated.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	
<b>Action Step:</b> Develop guidelines for use in approving rezoning applications to ensure that the rezoning will not be detrimental to the existing land uses in the community.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	

<b>Action Step:</b> Ensure that new commercial and industrial development is appropriately supported by infrastructure including water, sewer, and roads.	
<b>Responsible Party(ies):</b> Plan Commission Highway Department Utility providers County Commissioners Developers	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> Barrett law General fund TIF revenue	

<b>Goal:</b> <i>Create a variety of quality transportation opportunities throughout the community</i>	
<b>Action Step:</b> Develop a countywide recreational trail plan.	
<b>Responsible Party(ies):</b> Trail group Plan Commission Highway Department County Commissioners County Council	<b>Timeline:</b> Short to Medium term
<b>Potential Funding Sources:</b> Indiana Department of Natural Resources grants	
<b>Action Step:</b> Implement the trail master plan by developing the proposed trails.	
<b>Responsible Party(ies):</b> Plan Commission Highway Department Parks and Recreation County Commissioners County Council	<b>Timeline:</b> Medium term
<b>Potential Funding Sources:</b> Transportation Enhancement grants TIF revenue General fund	
<b>Action Step:</b> Continue support for the "Catch a Ride" program or another demand responsive transportation system.	
<b>Responsible Party(ies):</b> County Commissioners County Council	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b>	

General Fund
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<b>Action Step:</b> Develop access management standards as a part of the zoning and subdivision control ordinances.	
<b>Responsible Party(ies):</b> Plan Commission Highway Department County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	
<b>Action Step:</b> Work collaboratively with the City of Greensburg to extend the access management projects underway in the city into unincorporated areas as appropriate	
<b>Responsible Party(ies):</b> Plan Commission Highway Department County Commissioners County Council	<b>Timeline:</b> Short to Medium term
<b>Potential Funding Sources:</b> TIF revenue	

<b>Goal:</b> <i>Encourage roadway improvements that appropriately accommodate the movement of farm equipment.</i>	
<b>Action Step:</b> Improve key north-south and east-west agricultural routes to provide better access for farm vehicles.	
<b>Responsible Party(ies):</b> Highway Department County Commissioners County Council	<b>Timeline:</b> Medium term
<b>Potential Funding Sources:</b> General fund Local Road and Street fund Motor Vehicle Highway fund	
<b>Action Step:</b> Carefully review development proposals for their impact on traffic, including farm vehicle movement.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> NA	

<b>Goal:</b> <i>Foster roadway design that supports a variety of users.</i>	
<b>Action Step:</b> Revise the subdivision control ordinance to require multiple points of ingress/egress where feasible and include the emergency management services in the subdivision review process.	
<b>Responsible Party(ies):</b> Plan Commission Fire Departments Ambulance services County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	

<b>Goal:</b> <i>Maximize infrastructure investment through promotion of compact development served by adequate public facilities.</i>	
<b>Action Step:</b> Engage in a capital improvements planning process that considers water and sewer extensions in addition to roads and other public infrastructure, coordinating the expansion plans with the land use plan.	
<b>Responsible Party(ies):</b> County Commissioners County Departments County Council Utility Providers	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	

<b>Action Step:</b> Support development proposals for land already served by existing urban services.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> NA	

<b>Action Step:</b> Provide incentives, to the extent possible, for businesses that choose to locate where there are existing urban services.	
<b>Responsible Party(ies):</b> EDC County Commissioners County Council	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> TIF revenues Tax abatement	

<b>Action Step:</b> Revise the zoning and subdivision control ordinances to require new development be supported by adequate public facilities.	
<b>Responsible Party(ies):</b> Plan Commission County Commissioners	<b>Timeline:</b> Short term
<b>Potential Funding Sources:</b> General fund	

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## **Programs and Tools**

### *Trails*

Trails provide a transportation alternative as well as a recreational facility in many communities. Some trail systems are local to a specific community, while others contribute to a regional or national trail system. Many trails have been developed along abandoned rail corridors (rails-to-trails), but many local systems are being integrated into the design of new roadways and retrofitted into existing roadways to provide transportation alternatives. Two of the programs that can assist with the development of trail systems are the Recreational Trails Program from the Indiana Department of Natural Resources, Division of Outdoor Recreation and the Transportation Enhancements (TE) Program through the Indiana Department of Transportation, Division of Multi-Modal Transportation.

The Recreational Trails Program is matching assistance (20% match for communities) for the acquisition and development of trails. Other state and federal funds may be used for the match.

Indiana Department of Natural Resources, Division of Outdoor  
Recreation  
402 W Washington Street, Room W271  
Indianapolis, IN 46204  
317/232-4070

The Transportation Enhancements Program is a cost reimbursement grant program with a 20 percent local match requirement. A range of activities related to transportation are eligible for the program.

INDOT, Division of Multi-Modal Transportation  
100 N. Senate, Room 901  
Indianapolis, IN 46204  
317/232-5224

### *Transit*

The “catch a ride” system in Greensburg is an example of a demand-responsive transit system. These systems are critical to meet the transportation needs of the disabled and the elderly, who are primarily served by such services. Two of the grant programs that may be able to provide assistance to the “catch a ride” system are the Capital, Operating, and Intercity Bus Assistance for Small Urban and Rural Areas grants and the Public Mass Transportation Fund grant. Both grants are through the Indiana Department of Transportation.

Indiana Department of Transportation  
100 North Senate Ave., Room N901  
Indianapolis, IN 46204  
317/232-5533

## *Zoning*

Zoning is the primary implementation tool for the comprehensive plan. It is the means of legislatively determining the location, quality, and quantity of new development. The zoning ordinance is legally enforceable.

Decatur County's current zoning ordinance was adopted in April 2007. The ordinance established four residential districts, three commercial districts, two industrial districts, and two agricultural districts. The zoning map is an adopted part of the zoning ordinance.

The zoning ordinance should be updated following the adoption of the comprehensive plan to ensure contiguity between the two documents and encourage implementation of the comprehensive plan.

## *Subdivision Control*

Like zoning, the subdivision control ordinance is a legislatively adopted, enforceable means of implementing the comprehensive plan. The subdivision control ordinance establishes the circumstances under which the division of existing parcels may occur and establishes the process for creating new parcels.

The subdivision control ordinance should also be updated when the zoning ordinance is updated.

## *Conservation Subdivisions*

A conservation subdivision is a subdivision that includes common open space around clustered compact residential lots. The purpose of this type of subdivision is to preserve farmland or other natural resources while allowing developers to reach the full development potential of the land allowed under the zoning and subdivision control ordinances. Clustering the homes also reduces the amount of infrastructure, reducing costs to the developer, the future homeowners, and for the maintenance of the infrastructure.

With conservation subdivisions, developers are allowed to build homes on smaller lots if they leave a portion of the land in its natural state or in its existing state as agricultural land. For example, if the zoning ordinance allows for a minimum lot size of 10,000 square feet, a 50 acre parcel would yield 200 houses. If the zoning and subdivision control ordinances allowed

for conservation subdivisions, the developer would be permitted to build the same 200 houses on 5,000 square foot lots and leave 50 percent of the land in open space. The open space portion would typically be preserved by a conservation easement and managed by a homeowners association or land trust. The terms of the easement could allow for continuation of agricultural uses.

Conservation subdivisions are not only used to preserve farmland, but also to protect natural areas such as wetlands, tree stands, views, or historically important areas.

### *Capital Improvement Planning*

Capital Improvement Plans are a system of documenting the capital investments that a jurisdiction plans on making over the next five years. These plans identify projects, timelines, estimated costs, and funding sources and are linked to the budget process. They are a means of planning ahead for capital improvements and ensuring implementation of specific projects by connecting them more closely to the budget process.

### *Economic Development Income Tax (EDIT)*

The county economic development income tax (CEDIT or EDIT) is a form of income tax that may be imposed by counties at a rate of up to 0.5% of the gross income of county tax payers. Revenues are distributed to adopting counties and the municipalities in those counties and may be used as a source of funding for economic development projects. The definition of economic development projects is established in the statutes, but is rather broad. Decatur County currently collects the county economic development income tax.

### *Tax Abatement*

Tax abatement is a phase-in of property taxes that is designed to encourage development in areas that would not otherwise develop.

Tax abatement is one of the tools widely used by municipal governments to attract new businesses to the community, or to encourage investment in new equipment or facilities that will improve the company and the community's economy.

Communities may develop procedures for abatement application and policies on the amount and length of the abatement that will be approved and procedures to ensure compliance with the terms of the statement of benefits.

### *Tax Increment Finance (TIF)*

Tax increment finance is a tool for municipalities and counties to designate targeted areas for redevelopment or economic development through a local redevelopment commission. Those redevelopment or economic development areas can then be designated as allocation areas which trigger the TIF tool. When TIF is triggered, the property taxes generated from new construction in the area are set aside and reinvested in the area to promote development, rather than going to the normal taxing units (governments, schools, etc.). The taxing units do not lose revenue, they simply do not receive revenue from the additional assessed valuation that would not have occurred “but for” the reinvestment in the area through the TIF proceeds.

## Chapter 10

### Public Input



#### Introduction

The Decatur County comprehensive planning process has included a significant amount of public input and discussion to make the plan appropriate for the community and able to be implemented. The input has been in several forms, ranging from key person interviews to public workshops. Each of the input techniques used and a summary of the results are included in this chapter.

#### Key Stakeholder Interviews

Interviews were conducted with twelve individuals on August 22 and 23, 2006 at the Decatur County Courthouse. These interviews were fairly informal discussions between the person being interviewed and the interviewer. The purpose of the interviews was for the consulting team to gather information on the challenges and future of the Decatur County community from local people with specialized knowledge or interests. The highlights from these discussions are:

#### Zoning Issues

- Lots of speculation with Honda, how will it affect residential and industrial development?
- Challenges include: city planning, reparation of housing and industrial areas, designated areas for industrial, outdated comprehensive plan
- Separate uses
- Rural residential, considering ground
- Plan from 20 years ago wasn't followed, rural residential a problem, have no businesses there
- Right-of-Way encroachment
- Proper setbacks
- Hard not to grant exceptions (doing the right thing makes people upset)
- Concerns about rezones
- Balance between property rights and concern for negative impact
- Need design guidelines, especially with vacant buildings needing to be fixed up

#### Annexation

- Questions involving Honda and higher taxes
- Butting up against rural water, doesn't offer fire protection
- Money spent getting Honda
- Pulling more into the city may not necessarily be a benefit

- Annexing Honda fine, but not residential nearby

## Agriculture

- CAFOs – fair regulation on both sides, currently seems to be under control
- Question of livestock in city limits and absence of slaughterhouses
- Concerns with well water in area
- Biofuels – Rush county getting biofuel would be positive, raise crop prices
- Farm/agri-business
- Hobby farms – conflict
- Drainage
- Flood plain issues
- Farmground taxes increase
- Don't want rural losing out to industry
- Controversy over dairy being subsidized
- Technology important (GPS, etc)

## Social/Recreation

- United fund agencies, youth focused
- People coming back to community to give back
- Learning center, asset
- Philanthropic community
- County library, library not highly used in New Point
- Festivals (New Point)
- Need trails study
- High Speed internet throughout county would be great
- Need restaurants and quality retail
- YMCA good and handles a lot of needs

## Transportation

- Proposed roads
- Existing roads, congestion on north side, request for widening and synch signals
- Bypass – promoting industrial or commercial?
- Rail improvements? Prefer rail to trucks
- Issue with moving equipment around, causes back up on roads and truck traffic
- Count on 300N, SR3
- Fire, road width
- Bridges, too light/narrow
- SW60 is semi-route, need crossing at Ireland St.

## Housing and Neighborhoods

- Sidewalks and Playgrounds – new regulations
- Slow growing, considering impending Honda plant

- Designating growth areas
- Demand for moderately priced homes – high, affordable housing important
- Starter homes vs. upscale, what is/should be built
- Issues with narrow streets, not having sidewalks, and no open space
- Live/work downtown

## Economic Development

- Honda, raising average income, bringing in smaller business as well
- Farmers Market, good response, hard to start
- HOTT city
- Woodmiser saw mills

## Water and Wastewater

- Current limitation on water supply for when Honda opens up shop (they might need 2 MGD)
- Issues with providing fire protection with current water supply
- Broken water mains (421)
- Older infrastructure
- Reservoir – no recreation, liability
- Wells too close to agricultural land
- Putting a lot of housing on septic is not good. Need proper utilities
- Lake Santee positive work on sewer, revitalized
- Discourage sprawl by forcing developer to pay for water/sewer

## Schools

- Controversial, property taxes
- Possible vocational school (?)
- Consolidation (tax burden not equal)
- City and county can't agree on issue
- Community needs a school, without they disintegrate
- Technology bringing additional classes to students
- Should base schools on population in areas, not random boundary lines

## Future Growth

- Growth to the north along 35 and on 421 to Millhouses Rd.
- Farmers opposed to sales adjacent to 74 on N. side
- Adams twp proposed industrial development
- Growth from Honda bringing in about 300-400 home in SW
- More infrastructure needed, city limits may expand
- Layout for future land use, pay attention to land value
- Greensburg acquiring north of I-74
- Slow residential growth
- Expectations of some business growth, especially restaurant/hotel

- Rising Asian population, other immigrant populations, language barrier
- Don't want to be metro area, like distance to the city
- Managing growth
- There are no planned developments

### Concerns

- Honda's track record with diversification
- Prospect of Honda is overwhelming
- Post Honda, tier 1 and tier 2 companies not as community friendly

### **Focus Group Meetings**

Four focus groups were convened as a part of the Decatur County planning process. These focus groups were: I-74/US 421 Interchange, Transportation, Agriculture, and Small Towns.

The I-74/US 421 Interchange focus group met on September 19, 2006 at the Decatur County Courthouse. The focus group meeting was a discussion between members of the group, facilitated by a member of the consulting team. Highlights from that meeting were:

- Water and sewer need to be brought north of I-74
- Land uses need to be compatible with one another
- Growth needs to be controlled
- New development should be industrial uses with interstate-oriented commercial uses
- Highway commercial uses are fine
- An agriculture business park should be considered

The Transportation focus group met on September 27, 2006 at the Decatur County Courthouse. The discussion of the group was facilitated by members of the consulting team. The issues identified included:

- The right-of-way on county roads is too narrow
- New construction and road widening are needed
- Bridges need to be over-designed in order to meet INDOT standards for funding
- 95 miles of county roads are gravel
- New road construction need pedestrian connections (sidewalks and/or trails)
- Historic bridges become a problem for maintaining transportation efficiency

The Agriculture focus group met on September 20, 2006 at the Decatur County Courthouse. The focus group meeting discussion was facilitated by members of the consulting team. Highlighted issues were:

- Agriculture hasn't had a voice in the Honda discussions
- The public (city or county) shouldn't pay for right-of-way acquisition
- Subdivisions from a parent tract need to be better regulated
- Differentiated pricing for building permits should be done to encourage development in growth areas and discourage it in other areas
- Infrastructure has not grown to accommodate growth
- Reverse setbacks are needed to separate agricultural and non-agricultural uses
- A right-to-farm notice should be required for all development approvals outside of the limits of municipalities
- Development is putting a lot of pressure on farms
- A food and beverage tax should be used to pay for road clean-up
- 

The Small Town focus group met on October 17, 2006 at the Decatur County Courthouse. The focus group was facilitated by members of the consulting team. Highlights from the discussion include:

- Westport has water and sewer challenges
- Sewer is the biggest challenge to future growth in Westport
- Westport is a bedroom community for Columbus, Greensburg, and North Vernon
- New Point gets their water from the Napoleon Water Company
- New Point's sewage is pumped to Batesville
- Railroad crossings could become a problem in New Point
- New Point is working on a grant to build a new fire station

### **Steering Committee**

A Steering Committee of 14 members was appointed to be the liaison between the consulting team and the community. This committee met jointly with the City of Greensburg Comprehensive Plan Steering Committee early in the process to ensure compatibility between the two processes.

The first joint Steering Committee meeting was held on August 24, 2006 at the Decatur County Courthouse. The purpose of this meeting was to introduce the process to the committee, to share preliminary data findings, and to begin soliciting input from the committee. The exercise conducted asked the steering committee members to select ten words or phrases from the worksheet that they would like to see in Decatur County in the future and also to select five words or phrases that they would not like to see in the county. The results are below:

Top ten words or phrases respondents would like to see:

1. Increased home ownership
2. Tourist attractions
3. Walkable neighborhoods
4. Historic preservation
5. Neighborhood elementary schools
6. Family farms
7. Colleges/Universities
8. Downtown
9. Manufacturing
10. Farmers Market

Top four words or phrases respondents would not like to see:

1. Adult-oriented entertainment/business
2. Mobile home communities
3. Confined feeding operations
4. Energy plants

Other Steering Committee meetings were held on November 13, 2006 (with the City Steering Committee), January 18<sup>th</sup>, and April 26<sup>th</sup>. These meetings were to review the planning principles, vision, goals and objectives. At the April meeting the Steering Committee considered alternative land use scenarios and reviewed the proposed Transportation/Thoroughfare Plan.

### **Public Meetings**

Gathering input from the public early in the process is critical to the success of a comprehensive plan. For the Decatur County Comprehensive Plan, two of these early workshops were held to solicit input from the community and raise awareness of the planning process.

The first of these workshops was held on October 11, 2006 at the Westport Community Center, where 30 people attended the meeting. A second, identical, workshop was held on October 18, 2006 at the Greensburg Learning Center, where 52 people attended. The workshops consisted of a brief presentation by the consulting team about comprehensive planning and planning trends and a series of three exercises to solicit input about the county's future.

The first exercise was an Image Preference Survey where participants were shown 20 different images of community features and asked to rank them from -5 (strongly negative) to +5 (strongly positive). The images, their rating, and comments on the images follow:

Image Number	Average Rating	Comments	Image
1	2.61	<ul style="list-style-type: none"> <li>- Rustic Old Home, well-maintained</li> <li>- Looks like home</li> <li>- Comfortable good place to live</li> <li>- Looks hard to heat</li> </ul>	
2	0.45	<ul style="list-style-type: none"> <li>- Well laid out, similar facades</li> <li>- Variety of stores</li> <li>- Looks like Everywhere, USA</li> </ul>	
3	-0.35	<ul style="list-style-type: none"> <li>- Development adding to tax base</li> <li>- Haphazard</li> <li>- Not well laid out, not well used.</li> </ul>	
4	2.50	<ul style="list-style-type: none"> <li>- Rustic, older homes</li> <li>- Sidewalks</li> <li>- Inviting Community</li> <li>- Landscaping</li> <li>- Looks like hometown</li> </ul>	
5	-0.04	<ul style="list-style-type: none"> <li>- If not active farm, rolling ground good for taxes</li> <li>- meanders around</li> <li>- Could have been farmground.</li> </ul>	
6	3.98	<ul style="list-style-type: none"> <li>- Nice place for tourists, bring in tourist dollars.</li> <li>- Welcoming – trees and fences</li> <li>- Too narrow of road</li> <li>- Very rural and serene</li> </ul>	
7	0.68	<ul style="list-style-type: none"> <li>- Neat, well put together</li> <li>- Homes fit together well</li> <li>- Sidewalks</li> <li>- Homes too generic</li> <li>- No place to play except street</li> </ul>	
8	-0.96	<ul style="list-style-type: none"> <li>- Greenery around fast food.</li> <li>- Good for Indianapolis</li> <li>- More urban feel, not in strip at edge of town</li> <li>- Like low sign</li> </ul>	

9	-1.98	<ul style="list-style-type: none"> <li>- Closed factory or mall</li> <li>- Bare, nothing going on, just asphalt</li> <li>- Utilitarian, serves purpose</li> </ul>	
10	0.56	<ul style="list-style-type: none"> <li>- Industrial – good tax revenue</li> <li>- Not inviting – would not want to live next door to this.</li> </ul>	
11	3.13	<ul style="list-style-type: none"> <li>- Real inviting, like Main Street</li> <li>- Nice sidewalks, trees, well laid out</li> <li>- Very Homey, Mom and Pop stores</li> </ul>	
12	0.65	<ul style="list-style-type: none"> <li>- It's the community we live in, the way of life</li> <li>- Wide Road, paved shoulder</li> <li>- Lot of danger</li> </ul>	
13	-1.47	<ul style="list-style-type: none"> <li>- Just a mess, just see signs</li> <li>- Tax revenue, in right setting it's good.</li> <li>- Idea that there is some landscaping.</li> <li>- Access Management</li> </ul>	
14	2.18	<ul style="list-style-type: none"> <li>- Way it is now.</li> <li>- Don't like drives of state roads</li> <li>- Trees on either side</li> </ul>	
15	-0.29	<ul style="list-style-type: none"> <li>- Ponds and curved isolated roads go together</li> <li>- Agriculture and housing conflict</li> <li>- Big residential development brings noise</li> </ul>	
16	1.18	<ul style="list-style-type: none"> <li>- Excellent Architecture/design</li> <li>- Waste of public money</li> <li>- Safety, bridge is scary</li> </ul>	

17	-2.48	- Promoting alcohol on the road	
18	1.93	- Need bike/walking paths	
19	0.34	- Awesome homes, nice setting - Not usable farmland - Nice tax base - Too close for how big they are	
20	2.29	- Like the bridge - Wide enough to have sidewalk on bridge - Soil erosion	

A second exercise, the community identity exercise, asked participants to review ten images that could be used as identity pieces for the county and rank their top three. The results were as follows:

Top 3 Responses:



Tree City – Home of the Tower Tree (48)



Family-Friendly (39)



Farming Community (39)

## Remaining Responses:

Title	Number of Responses	Image
Community Festivals	25	
Future Home of Honda	23	
Historic Buildings and Structures	21	
Small Town Charm	15	
Hog Capital of Indiana	12	
Agricultural Tourism and Activities	7	
Regional Shopping Destination	5	

In the third exercise, participants were asked to consider the quantity and location of growth. Participants were asked to place dots representing residential, commercial, industrial, and other development on a map of the county and to use markers to indicate new roads, road widening, or other needed road improvements. The minimum amount of growth that they

were asked to place was based on the baseline population projections for the county for 2030. The maximum amount of growth was based on an aggressive projection of the 2030 population based on the impact of Honda's location in the county.

The maps that resulted from the exercise were used to build the development scenarios considered to form the future land use map.