Members

Rep. Sean Eberhart, Chairperson
Rep. Michael Karickhoff
Rep. David Cheatham
Rep. Kreg Battles
Sen. Ryan Mishler
Sen. Dennis Kruse
Sen. Lindel Hume
Sen. Richard Young

NATURAL RESOURCES STUDY COMMITTEE

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Authority: IC 2-5-5-1

MEETING MINUTES[1]

Meeting Date:	**October 27, 2011**
Meeting Time:	**10:00 A.M.**
Meeting Place:	**The Inn at Ft. Harrison State Park, Roosevelt Room, 5830 N. Post Road**
Meeting City:	**Lawrence, Indiana**
Meeting Number:	**2**

Members Present: **Rep. Sean Eberhart, Chairperson; Rep. Michael Karickhoff; Sen. Ryan Mishler; Sen. Dennis Kruse; Sen. Richard Young.**

Members Absent: **Rep. Kreg Battles; Rep. David Cheatham; Sen. Lindel Hume.**

Rep. Eberhart (Chair) called the meeting of the Natural Resources Study Committee (Committee) to order at 10:10 a.m. After introductions by the members and staff of the Committee, the Chair called upon James Glass to present the final report of the Indiana Courthouse Preservation Advisory Commission.

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[1] These minutes, exhibits, and other materials referenced in the minutes can be viewed electronically at http://www.in.gov/legislative Hard copies can be obtained in the Legislative Information Center in Room 230 of the State House in Indianapolis, Indiana. Requests for hard copies may be mailed to the Legislative Information Center, Legislative Services Agency, West Washington Street, Indianapolis, IN 46204-2789. A fee of $0.15 per page and mailing costs will be charged for hard copies.

Indiana Courthouse Preservation

James Glass, Director, Division of Historic Preservation and Archaeology, Department of Natural Resources (DNR)

Mr. Glass distributed a copy of the final report of the Indiana Courthouse Preservation Advisory Commission (Commission). (Exhibit #1) County courthouses are a great example of period architecture. County courthouses provide a source of pride and identity for the community. Businesses are more likely to locate and invest in rehabilitation of buildings that surround historic court houses. After a presentation showing the architectural features of Indiana's county courthouses, Mr Glass reviewed the following issues that had been assigned to the Commission:

- Make an assessment concerning the importance of preserving historic courthouses to the history and identity of county seats and counties.
- Make an assessment of the importance of preserving historic courthouses to the economic revitalization of county seats and counties.
- Study the condition of historic courthouses.
- Investigate the need for rehabilitation, restoration, and maintenance of historic courthouses.
- Study the needs of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses.
- Provide county officials with information concerning funding sources for courthouse preservation projects.

Various officials were provided with a survey to identify the needs at each county courthouse. Some of the needs identified included adequate funding, problems associated with deferred maintenance, and the need for additional space.

One of the first issues that the Commission faced was fire damage to the Jefferson County Courthouse. The Commission was able to act as a resource to assist with the needed repairs. The Commission has identified both public and private sources that can assist with funding for the rehabilitation and restoration of county courthouses.

Marsh Davis, President, Indiana Landmarks

Mr. Davis stated that he has served as a member of the Commission. Indiana's 92 counties were organized from 1790 through 1860. The counties built their courthouses beginning in 1844 (Rising Sun) through 1937 (Shelby County). There are still 83 of the original historic county courthouses left in the state. The courthouses reflect a wide variety of architectural styles. Individuals from Indiana Landmarks visited each historic courthouse to assess the level of care and maintenance for each county courthouse. In the Commission's report 14 recommendations were made, including the following;

- The Indiana General Assembly should recognize historic courthouses as key elements of Indiana's identity and of the identities of the counties in which courthouses are located through a resolution designating Indiana's historic courthouses as official symbols of Indiana identity and heritage.
- The General Assembly should consider commissioning a traveling exhibit that tells the story of Indiana's courthouses and their importance to their counties and to the State as a whole.
- The Indiana Division of Tourism should consider acknowledging and promoting

the obvious, natural attraction of historic courthouses and their squares for tourists and other visitors through a statewide tourism campaign.
- The General Assembly should define the rehabilitation, restoration, and maintenance of historic county courthouses as economic development projects, allowing counties to use revenues from the County Economic Development Income Tax (CEDIT) and County Adjusted Gross Income Tax (CAGIT) for such projects.

Hon. J. Steven Cox, Judge, Franklin County Circuit Court

Judge Cox was a member of the Commission. He related his experiences working as a judge in a historic courthouse. The Franklin County Courthouse had undergone rehabilitation in the 1970's, but unfortunately the project was poorly done. During a subsequent rehabilitation project Franklin County had requested to use riverboat money to help with the project, The request was rejected three times. There was disagreement over the issue of whether rehabilitating the courthouse was considered an economic development project. Studies show that courthouses have a similar effect on a community that an anchor store does at a shopping mall. The money was finally approved. Judge Cox supported the recommendations in the report that would allow grant and loan programs for rehabilitation, restoration, and maintenance of historic courthouses.

Kevin Woodward, County Commissioner, Wells County

Mr. Woodward indicated that he served as a member of the Commission. County commissioners want to preserve their courthouses. However, it costs money to rehabilitate a courthouse correctly. Wells County was able to secure CEDIT money for their courthouse renovation eight years ago. He would like the law clarified so it is clear that CEDIT and CAGIT money can be used for these projects. Preventive maintenance saves money rehabilitating courthouses in the long run.

In response to a Committee question, Mr. Woodward stated that information provided by the Commission saved Wells County money on their courthouse repairs and renovation.

Wabash River Preservation/Two-stage Ditches

Lynn Dennis, Director of Government Relations, Indiana Chapter of The Nature Conservancy

Ms. Dennis explained that The Nature Conservancy (TNC) has been developing a plan to preserve the Wabash River and introduced Matt Williams and Sarah Roley, who would be making presentations to the Committee.

Matt Williams, Regional Director, Indiana Chapter of The Nature Conservancy

Mr. Williams described the mission and history of TNC. Over 80,000 acres have been protected by TNC in Indiana. The state is divided into several eco-regions. The Central Tillplain Eco-region covers over 30 million acres and covers parts of Indiana, Ohio, Michigan, and Illinois. Mr. Williams made a PowerPoint presentation to the Committee on the Central Tillplain Eco-region (Exhibit # 2) TNC studies the diversity of terrestrial and aquatic species in the eco-region. The Wabash River drains two-thirds of the water in the state. The Wabash river contains a high diversity of species but it also contains many

threatened species. Threats to the species in the river include invasive species, loss of riparian areas, and chemicals. The greatest problem comes from sedimentation, especially from agricultural ditches. TNC looked for a solution that would be beneficial to all the parties involved. The solution has been a newly designed two-stage ditch. (Exhibit #3) The new ditch reduces sediment flow to the waterways. The new ditch costs more to build but has a much lower maintenance cost. Clean-outs are needed every 30-50 years compared to the 5-7 years required for the current ditch design. TNC has 25 demonstration sites in the state to show county surveyors the advantages of the new design. TNC has other ongoing projects to improve the Wabash River watershed.

Sarah Roley, Ph.D. Candidate, University of Notre Dame

Ms. Roley presented research that has been done at the University of Notre Dame on the two-stage ditch and its influence on nitrogen removal, sediment transport, and habitat. (Exhibit #4) Ms. Roley's comments included the following information:

- Plants help remove nitrogen from the water. Two-stage ditches remove three times the amount of nitrogen that is removed in a traditional ditch. As the two-stage ditches age they remove even more nitrogen.
- Two-stage ditches allow particles to settle out onto floodplains, limiting turbidity and sediment export.
- Sediment can suffocate mussels and fish eggs. Fish generally do not do well in silty streams. Since the two-stage ditch helps remove fine sediments, the habitats have improved.

In response to questions by the Committee, Mr. Williams and Ms. Roley provided the following information:

- Two-stage ditches also help remove phosphorus from run-off water.
- Two-stage ditches cost about $10 per foot to construct. Traditional ditches cost about $1.50 per foot. In addition to the benefits presented, two-stage ditches have a longer life and lower maintenance costs.
- Two-stage ditches are about three times as wide as a traditional ditch, but provide additional water run-off capacity and may reduce the need for filter strips.

Bicycle Trails and Routes

Steve Morris, Director, Outdoor Recreation, DNR

Mr. Morris distributed copies of "Hoosiers on the Move: The Indiana State Trails, Greenways & Bikeways Plan" which was prepared in 2006 (Exhibit #5) and the July 2011 Progress Report (Exhibit #6). A major goal of the plan is to have a trail either within 15 minutes or 7.5 miles of every resident of the state. As of July 2011, about 96.5% of Indiana residents are within 7.5 miles of a trail. Another goal has been to inter-connect the trails. About 30% of the trails have been inter-connected. A combination of private and governmental funds have been used to create trails throughout the state. Most of the money has come from the federal government.

Eric Powell, Public Policy Analyst, Indiana Rail Road Company

Mr. Powell stated that in 2006 the Indiana Rail Road Company purchased 92 miles of track

lines from the Canadian Pacific Railroad. This track ran from the towns of Terre Haute through Crane to Bedford. After consolidation of existing rail lines it was determined that 21 miles of the railroad line could be abandoned. Some of the land is owned by the Indiana Rail Road Company, but other land is owned through easements held by adjoining land owners. Once their company starts to pull the tracks there is a limited time to convert the land to trails before the land reverts to the easement owners. The Indiana Rail Road Company identified a trail operator to convert the rail line into a trail but the trail operator has had difficulty securing insurance. The Indiana Rail Road Company would like Indiana to adopt a law similar to Wisconsin's law that gives the state right of first refusal to acquire rail right of way. This law makes it easier for the state to take control of abandoned rail lines until an operator can be found.

Nursery System

John Seifert, Director, Division of Forestry, DNR

Mr. Seifert stated that during the turn of the century loss of forest cover led to serious soil erosion, siltation of streams and lakes, and a shortage of timber. In 1901, the first state legislation was enacted to create the Clark Forest Reservation to address these problems. By 1903, steps were being taken to establish the first state nursery at Clark. The mission of the two state nurseries is to grow and distribute to Indiana landowners high quality native plant materials for conservation planting. Conservation planting includes plantings for timber, wildlife, windbreaks, soil and water protection, mine reclamation, carbon sequestering, and education. Mr. Seifert distributed information concerning the distribution and revenues from the two state nurseries.(Exhibit #7) Most of the trees that are sold are 1-2 year old seedlings. Indiana operates one of the best public nurseries in the nation. The nursery sales are priced to recover the cost of production. Customer surveys show that the residents believe the state nurseries are doing a good job. A law passed in 2007 (IC 14-23-1-2) restricted out-of-state sales of nursery stock. This restriction has cost the state nurseries about $100,000 per year.

John Hensler, Owner, Hensler Nursery, Starke County

Mr. Hensler stated that private nurseries have faced hard times since the economic downturn in 2000. His business has suffered a 50% decline. He quoted discussions that had taken place at a Committee meeting in 2010 concerning potential restrictions on sales by the state nurseries. He stated that the discussion missed the point, DNR has fulfilled its mission to reforest the state. The state nurseries should be closed.

Mark O'Brien, Nursery Director, Cardno JFNew Nursery, St. Joseph County

Mr. O'Brien stated that the DNR nursery produces a great product, but questioned the need of a government business, that is subsidized, to produce seedlings that can be produced by private businesses. He would like to see the state nurseries shut down.

Committee Recommendations

After discussion by Committee members, the Committee adopted the following recommendation by a vote of 5-0:

> That the General Assembly should define the rehabilitation, restoration, and maintenance of historic county courthouses as economic development projects, allowing counties to use revenues from various funding streams (e.g. the County Economic Development Income Tax and County Adjusted Gross Income Tax) for such projects.

The Committee adopted the Final Report, with additions to reflect today's meeting, by a vote of 5-0.

The Chair adjourned the meeting at 12:25 p.m.

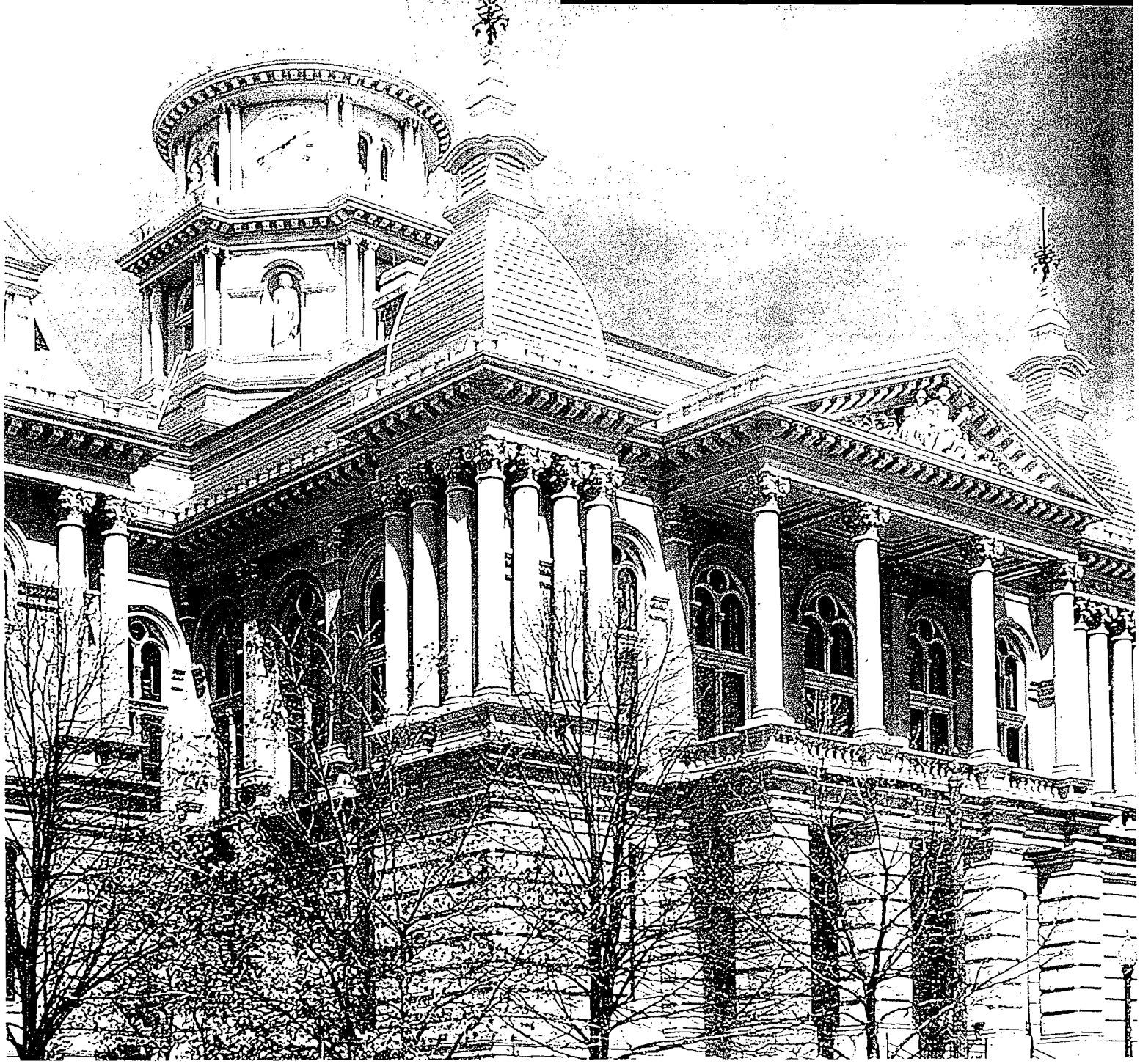
NRSC Exhibit # 1
Oct. 27, 2011

INDIANA COURTHOUSE PRESERVATION ADVISORY COMMISSION

Indiana's Historic Courthouses

RE-INVESTING IN COMMUNITY TREASURES

AUGUST 2011



INDIANA COURTHOUSE PRESERVATION ADVISORY COMMISSION

Indiana's Historic Courthouses

RE-INVESTING IN COMMUNITY TREASURES

A REPORT TO THE INDIANA GENERAL ASSEMBLY

AUGUST 2011

RATIO ARCHITECTS, INC., REPORT CONSULTANT

Members

COURTHOUSE PRESERVATION ADVISORY COMMISSION

Chief Justice Randall T. Shepard, Indiana Supreme Court, Chairperson

Julie Berry, President, Jefferson County Board of Commissioners,
Representative of Indiana Association of County Commissioners

Kathy Beumer, Member, Randolph County Board of Commissioners,
County Commissioner Member

Brad C. Bumgardner, Executive Director, Parke County Community Foundation,
Representative of Local Community Foundation

Judge J. Steven Cox, Franklin County Circuit Court, County Judge Member

Marsh Davis, President, Indiana Landmarks

James A. Glass, Director, Division of Historic Preservation
and Archaeology, Indiana Department of Natural Resources

Diana Hawes, Bloomington, Architectural Historian Member

Fritz Herget, President, Arsee Engineers, Professional Engineer Member

Ron Ross, Vice President, Martin-Riley Architects and Engineers, Licensed Architect Member

David Terrell, Executive Director, Indiana Office of Community and Rural Affairs

Kevin Woodward, President, Wells County Board of Commissioners,
Representative, Association of Indiana Counties Commission

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Diana Hawes, Chair
Julie Berry, Kathy Beumer, Brad Bumgardner, Judge Steven Cox, James Glass, Wayne Goodman, and David Terrell

Technical Assistance Committee
Fritz Herget, Chair
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INDIANA LANDMARKS

Acknowledgments

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Support has also been received and is gratefully acknowledged from the following other foundations and donors:
Patrick Berry, the Blue River Foundation, the Community Foundation of Boone County, the Community Foundation of Jackson County, the Community Foundation of Randolph County, the Community Foundation of Switzerland County, the Franklin County Community Foundation, the Henry County Foundation, Heritage Fund – the Community Foundation of Bartholomew County, Legacy Foundation, Inc. of Northwest Indiana, the Parke County Community Foundation, the Ripley County Community Foundation, the Scott County Foundation, the Wayne County Foundation, the Wabash Valley Community Foundation, the Washington County Foundation, the Wells County Foundation, and the Western Indiana Community Foundation.

In addition, this project has been funded in part by a grant from the U.S. Department of the Interior, National Park Service Historic Preservation Fund, administered by the Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior or the Department of Natural Resources.

This program received federal financial assistance for the identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, the U.S. Department of the Interior prohibits discrimination on the basis of race, color, national origin, disability, or age in its federally assisted programs. If you believe that you have been discriminated against in any program, activity, or facility as described above, or if you desire further information, please write to: Director, Office of Equal Opportunity, National Park Service, 1849 C Street, N.W., Washington, D.C. 20240.

Finally, the Commission is grateful to Indiana Landmarks for financial support to produce this report.

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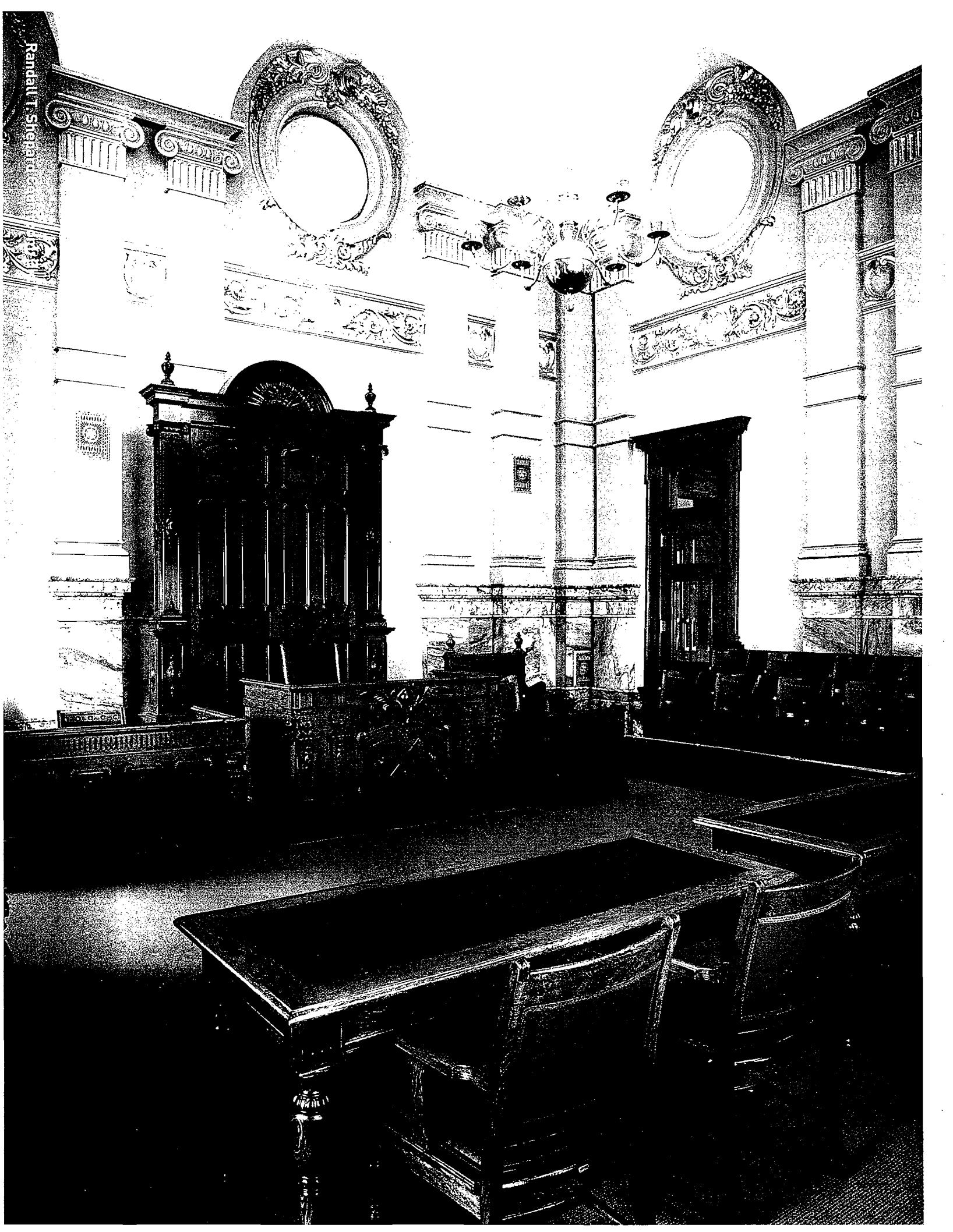


Randall T. Shepard

Foreword
The Courthouse as a Centerpiece

Even amidst the hectic pace of change we experience in the twenty-first century, there stands a place that serves as the reliable centerpiece of community life – the county courthouse.

The courthouse and its surroundings represent "the place where we live," and the monumental architecture featured in Indiana's historic courthouses reflects the aspirations of our ancestors and our own hope for the future. So it has been since the nineteenth century, when county seats featured three substantial structures. The churches reflected the faith which had brought pioneers across the mountains to new homes. The grain elevators demonstrated the push toward agricultural and commercial prosperity. The courthouses declared our collective commitment to the cause of justice and to effective civil administration.

Even as activities like retailing and manufacturing have gravitated toward the edge of town in most places, the substantial investment in the center of cities, in the courthouses and their surrounds, remain the focal point of law, administration, and civic discourse.

Notwithstanding their continued importance to our daily lives, finding the money, the expertise, and the will to maintain our state's historic courthouses has been a growing challenge. Hoping to find new ways of doing that, the Indiana General Assembly created the Courthouse Preservation Advisory Commission, with the charge of assessing the state of county courthouses and identifying strategies to improve our stewardship and use of them. It called to service on the Commission representatives of county and state government and the courts, and of the non-profit world, as well as experts in architecture and history and historic preservation.

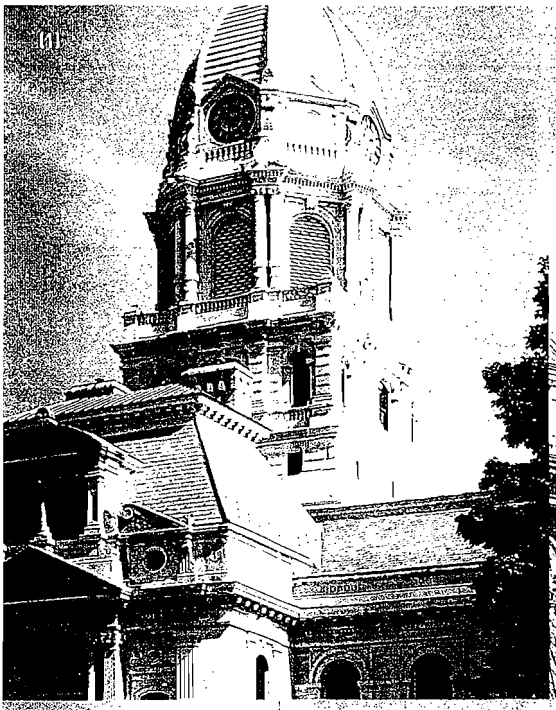
This report reflects our examination of the state of courthouses, based largely on evaluations from county officers, and our evaluation of approaches that might protect and refresh these special buildings for effective use in the generations ahead. Unsurprisingly, the state of maintenance ranges along a continuum from thoughtfully well-kept to neglected nearly to the point of demolition by neglect. The number of immediate crises may be small, but the long-term picture is not what it needs to be.

Aside from the continuing issue of finance, we conclude that Indiana's counties confront a special problem in procuring the right professional expertise when the moment for repair or rehabilitation is at hand. Put more bluntly, it is all too easy to spend money on renovations that actually make the courthouse less secure and useful. Both state government and the private sector need to do more to help county officials sort out the best approaches. Courthouse preservation is a matter of expertise and civic will and respect for the high ideals of our forebears.

These beautiful structures reflect our better selves, and they should be saved, renewed, and honored. We hope this report will serve as a roadmap for all who are committed to the preservation and effective use of these great treasures of Indiana life.

For the Commission,

Randall T. Shepard, Chair
Chief Justice of Indiana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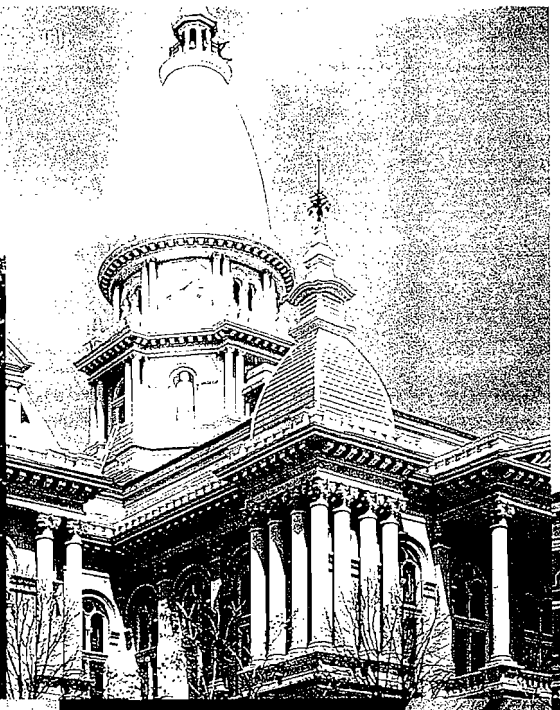
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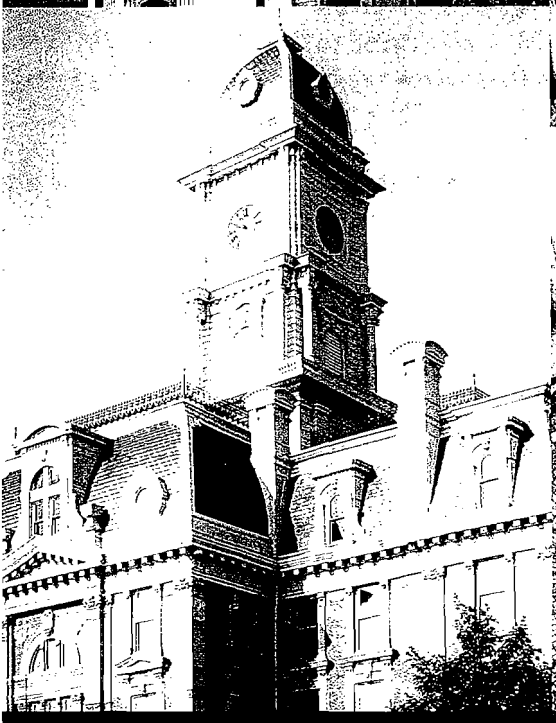

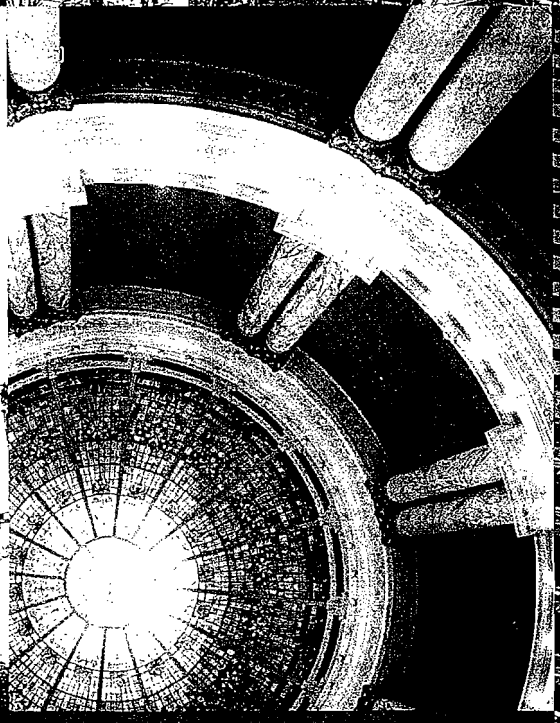

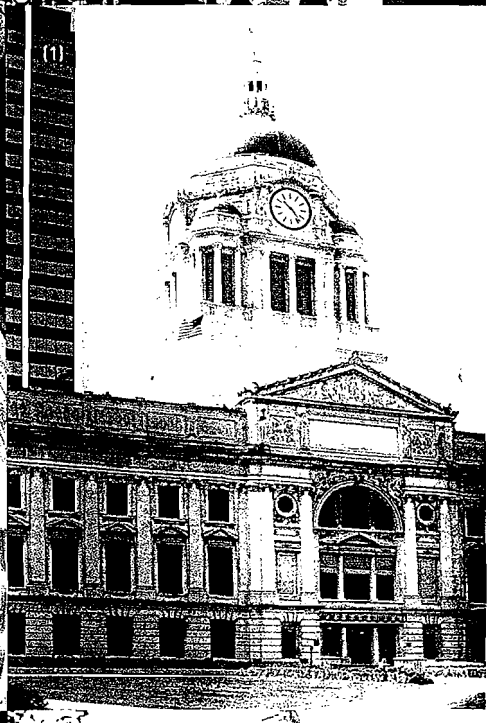
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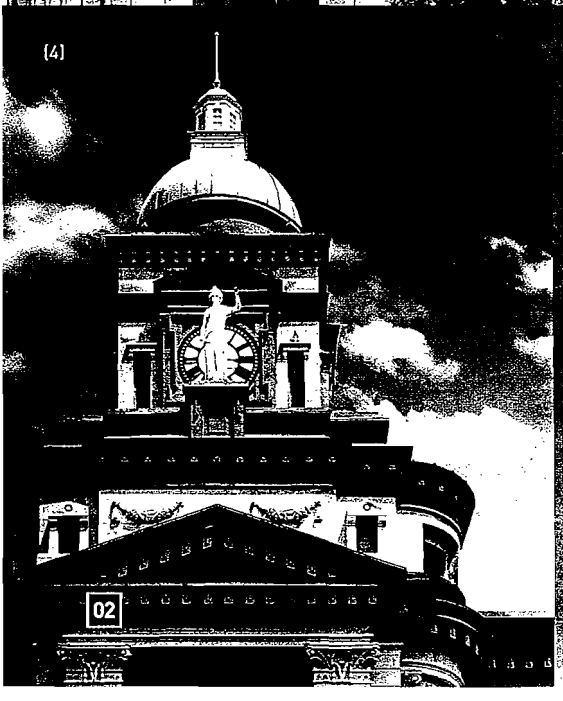
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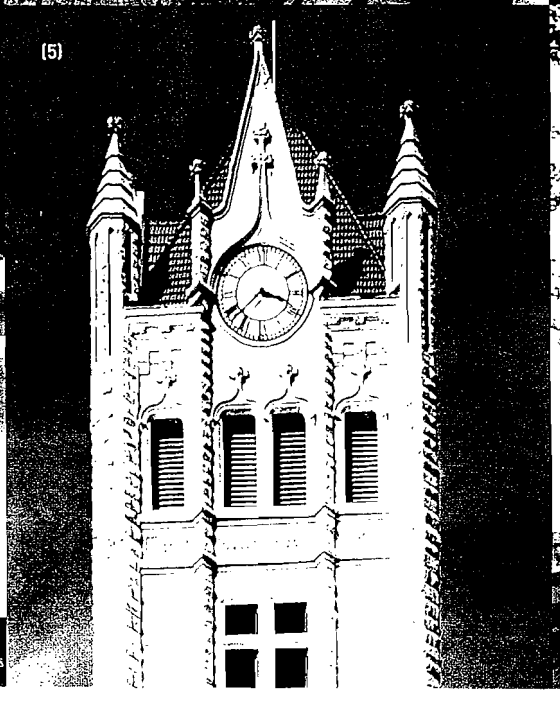
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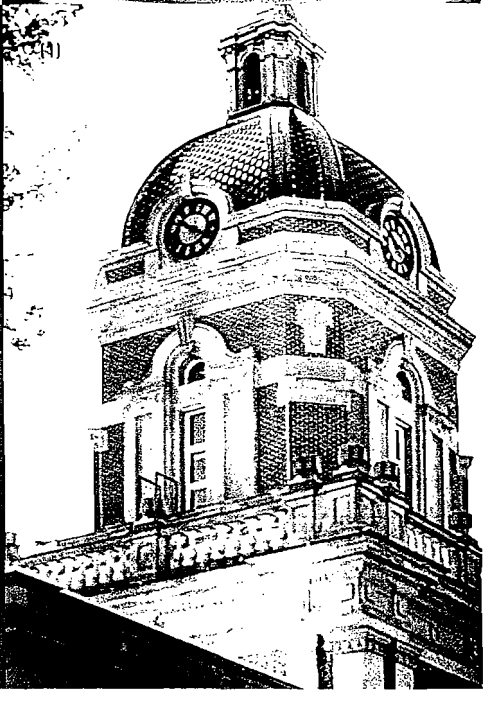
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Executive Summary

In 2008, the Indiana General Assembly adopted Public Law 85-2008, creating the Courthouse Preservation Advisory Commission. The Commission was charged over its four-year life with providing information, advice, and recommendations to county officials on the rehabilitation and preservation of the State's 83 historic courthouses in county use and with making a report to the General Assembly in 2011 with findings and recommendations on the following topics:

1. **Make an assessment concerning the importance of preserving historic courthouses to the history and identity of county seats and counties.**
2. **Make an assessment of the importance of preserving historic courthouses to the economic revitalization of county seats and counties.**
3. **Study the condition of historic courthouses.**
4. **Investigate the need for rehabilitation, restoration, and maintenance of historic courthouses.**
5. **Study the needs of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses.**
6. **Provide county officials with information concerning funding sources for courthouse preservation projects.**

The Commission has found in its two years of gathering information and communicating with county officials that historic courthouses are widely seen as important community landmarks and symbols of county history and identity. Through its surveys, the Commission was struck by the rich variety of architectural and artistic expression that each historic courthouse provides its community. The Commission has also found that courthouses hold and attract jobs and help stimulate economic investment in the downtowns of county seat communities. The Commission learned that overall most historic courthouses are structurally sound, but many face the need for significant investment by their counties. Although some counties have engaged in studies to establish priorities for rehabilitation and restoration before undertaking renovation projects, many lack information on how to go about planning and carrying out appropriate maintenance, rehabilitation, restoration, and preservation measures for their courthouses.

The Commission distributed surveys about the condition, special features, and needs for rehabilitation to county commissioners, county building superintendents, and county judges. In addition, the staff of Indiana Landmarks made site visits to 80 of the historic courthouses and completed survey forms on historic features and conditions of each building. Based on the results of the four surveys, the Commission has concluded that the historic courthouses of the State contribute significantly to the identity of county seat communities and have the potential to enhance economic revitalization efforts in those cities and towns. The Commission also found that although some counties have been able to maintain and rehabilitate their historic courthouses following high standards of preservation, many face the consequences of years of deferred maintenance and limited funding. Based on its findings, the Commission would offer the following recommendations to the General Assembly on the following pages.

Based on its findings, the Commission would offer the following recommendations to the General Assembly

- The Indiana General Assembly should recognize historic courthouses as key elements of Indiana's identity and of the identities of the counties in which courthouses are located through a resolution designating Indiana's historic courthouses as official symbols of Indiana identity and heritage.

- The General Assembly should consider commissioning a traveling exhibit that tells the story of Indiana's courthouses and their importance to their counties and to the State as a whole.

- The Indiana Division of Tourism should consider acknowledging and promoting the obvious, natural attraction of historic courthouses and their squares for tourists and other visitors through a statewide tourism campaign.

- The Indiana Economic Development Corporation and the Indiana Office of Community and Rural Affairs should consider using courthouse squares as part of the branding and marketing campaigns that they develop to lure businesses and manufacturers to rural Indiana.

- The General Assembly should establish a matching grant program to assist counties in paying for the cost of professional feasibility studies, historic structure reports, or preservation plans for the rehabilitation, restoration, and maintenance of historic courthouses.

- The General Assembly should define the rehabilitation, restoration, and maintenance of historic county courthouses as economic development projects, allowing counties to use revenues from the County Economic Development Income Tax (CEDIT) and County Adjusted Gross Income Tax (CAGIT) for such projects.

- The General Assembly should establish a low interest loan program under which counties may borrow up to 60 percent of the cost of projects involving the rehabilitation, restoration, and maintenance of historic county courthouses and repay the loans using revenues received from their CEDIT or CAGIT assessments.

- The Indiana Department of Natural Resources' Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners, and the Indiana Judicial Conference should sponsor seminars for county officials on making decisions about the rehabilitation, restoration, and maintenance of historic courthouses, providing additions or annexes, and caring for historic landscape design and objects on courthouse grounds.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should continue to provide a program of technical assistance to county officials upon request regarding sources of deterioration in courthouses and appropriate responses.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners and the Indiana Judicial Conference, should sponsor workshops for county officials on how counties have successfully financed rehabilitation of historic courthouses.

- In cooperation with Indiana Landmarks, AIA Indiana, the Indiana Chapter of the American Society of Civil Engineers, the Indiana Chapter of the American Society of Landscape Architects, and the Indiana Chapter of the American Society of Interior Designers, the Division of Historic Preservation and Archaeology should offer continuing education courses or seminars for design professionals on the rehabilitation and restoration of historic structures, designing additions, and maintaining and rehabilitating landscape features and historic objects on courthouse grounds.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should consider preparing a manual on the maintenance, rehabilitation, and restoration of historic courthouses.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners and the Indiana Judicial Conference, should maintain a listing of current funding sources that counties may use for courthouse preservation projects.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should continue and add to the website established by the Courthouse Preservation Advisory Commission (http://www.in.gov/dnr/historic), providing information for county officials and the public on historic courthouses and their maintenance and rehabilitation and economic development strategies involving courthouse squares.

The Bartholomew County Courthouse (4)

Introduction

Indiana's historic county courthouses are symbols of community prosperity, as strategic economic development investments, and a legacy for future generations.

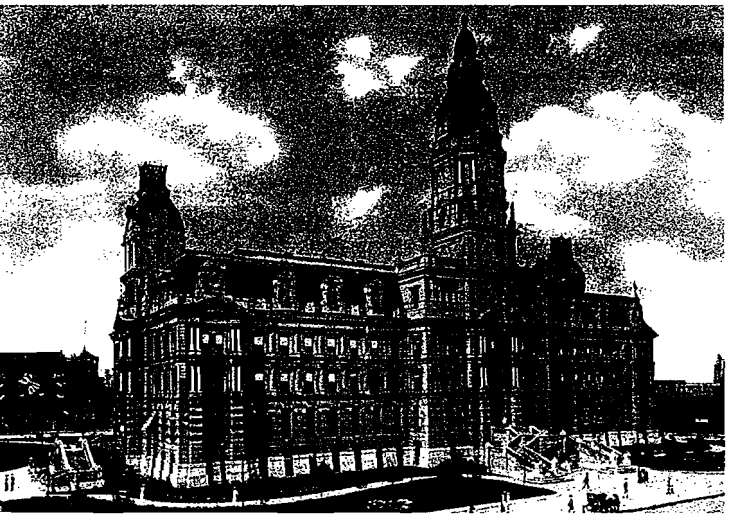
Indiana's historic county courthouses form one of the State's most distinctive and varied architectural legacies. They were built by Hoosier citizens and leaders to express their patriotism, optimism, civic pride, and confidence in the American justice system. County residents also saw them as symbols of community prosperity, strategic economic development investments, and a legacy for future generations. Courthouses embody the dreams, values, craftsmanship and hard work of generations of Hoosiers. Over time, they have become an essential part of the identity of both the counties in which they are located and of the State as a whole.

As of 2011, 83 historic county courthouses remained in county government use in Indiana. [1] Almost all remain the single most recognizable building in their respective counties. Some have been well maintained and carefully restored; others are in need of repair. All continue to serve the citizens of their respective counties, remaining active centers of local government and justice.

Courthouses were built in each of Indiana's 92 counties between 1816 and 1860. Many of the early courthouses were replaced after the Civil War by larger and more elaborate buildings as their counties enjoyed increased prosperity, needed more space, and desired a governmental building that symbolized the importance of the administration of justice and the civic pride that citizens felt in each county. In the years following the Second World War, many courthouses became neglected. Some were judged to be out-of-date and not adequate for current needs. Monumental buildings of stone or brick masonry, often with elaborate decorative details, seemed old-fashioned and out-of-step with the Modern architecture favored for public buildings in the postwar period. Between 1957 and 1979, eight nineteenth century courthouses were demolished and replaced with new buildings. As citizens across the state re-discovered the special qualities of their pre-1940 courthouses in the

1 For the purpose of this study, "historic" is used to refer to a building, structure, feature, or landscape design that is eligible for, or listed in, the National Register of Historic Places and the Indiana Register of Historic Sites and Structures. All pre-1960 courthouses currently in use are listed in the National and State Registers or are considered eligible. In this report, "historic courthouses" refers to the pre-1960 buildings still in county use.

MADISON (4)



MARION (4)

The Madison (demolished 1972) and Marion (demolished 1962) County Courthouses were among Indiana's eight historic county courthouses demolished between 1957 and 1979.

1970s and 1980s, many county governments made new investments in their buildings. In turn, rehabilitation of several historic courthouses during the 1980s and 1990s sparked reinvestment in many downtowns, creating jobs and stimulating the local and regional economies.

Despite the trend toward acceptance and appreciation of historic courthouses, in 2005 the Randolph County Courthouse at Winchester was faced with demolition.

The impending threat to the Randolph County Courthouse generated renewed interest across the state in the importance of preserving the State's historic courthouses.

Historic Landmarks Foundation of Indiana, now Indiana Landmarks, created a Courthouse Task Force to draw public attention to the value of historic courthouses. Composed of elected officials, preservationists, community leaders and architects, the task force investigated protective legislative action and encouraged county commissioners to embrace preservation and restoration of these landmarks.[2] The task force developed educational materials, provided guidance to local elected officials and lobbied for the creation of a state Courthouse Preservation Advisory Commission.

On April 24, 2008, Governor Mitch Daniels signed Senate Bill 176, creating the Courthouse Preservation Advisory Commission. The Commission was created to advise county officials and the Indiana General Assembly on the preservation of Indiana's historic county courthouses. The Commission formed technical assistance and education-communication committees in 2009, and over the next two years the Technical Assistance Committee provided advice to county officials with questions about emergencies or challenges faced in their courthouses. The Education-Communication Committee spoke about the value of historic courthouses and the assistance available from the Commission at meetings of county commissioners, county judges, and community foundations and created a website with helpful information for counties. In 2010 the Commission conducted the State's first comprehensive surveys of the condition, need for rehabilitation, and historic features of county courthouses in Indiana, in preparation for writing this report to the Indiana General Assembly.

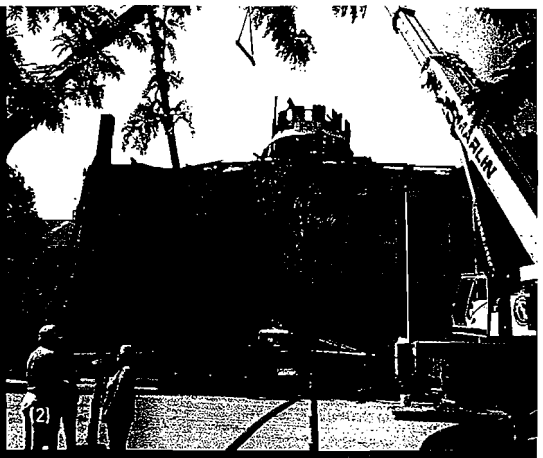
The surveys for county commissioners, building maintenance superintendents, and county judges were developed by both the Technical Assistance and Education-Communication Committees of the commission in cooperation with the staff of the Indiana Division of Historic Preservation and Archaeology. The

2 Tina Connor, with Colleen Steffen, "Courthouse task force focuses on iconic landmarks," *Indiana Preservationist*, November 2006, 8.

"The Jefferson County Commissioners were unaware of the State Courthouse Preservation Advisory Commission at the time of the fire. We became familiar with them very quickly as they mobilized a team to help us make critical decisions in saving and restoring our building"

The Jefferson County Courthouse

The Jefferson County Courthouse at Madison was severely damaged by a fire in May 2009. The building, built during 1854-1855, had been restored after a fire in 1859. The 2009 fire broke out near the end of renovation work preceding the City of Madison's bicentennial celebration. This fire destroyed the building's roof and its iconic gold-domed cupola. The roof collapsed into the third-floor courtrooms and all parts of the building suffered water damage. County officials immediately announced their intent to restore the courthouse to its pre-fire condition. An $8 million restoration was completed in August 2011. This included reconstruction of the roof and cupola, restoration of the building's remaining historic wood windows, and a complete interior rehabilitation. The interior rehabilitation gave the county an opportunity to undo 1960s-era alterations to the building's interior. Long-hidden plaster moldings damaged by the fire and water were restored by a master craftsman. The restored Jefferson County Courthouse remains the centerpiece of Madison's historic downtown and will serve the citizens of Jefferson County for decades to come. Jefferson County Commissioner Julie Berry notes: "The Jefferson County Commissioners were unaware of the State Courthouse Preservation Advisory Commission at the time of the fire. We became familiar with them very quickly as they mobilized a team to help us make critical decisions in saving and restoring our building. Our community places a great value on historic preservation. Our Courthouse is the most important building in town. Thankfully we were well-insured and able to save our Courthouse for future generations."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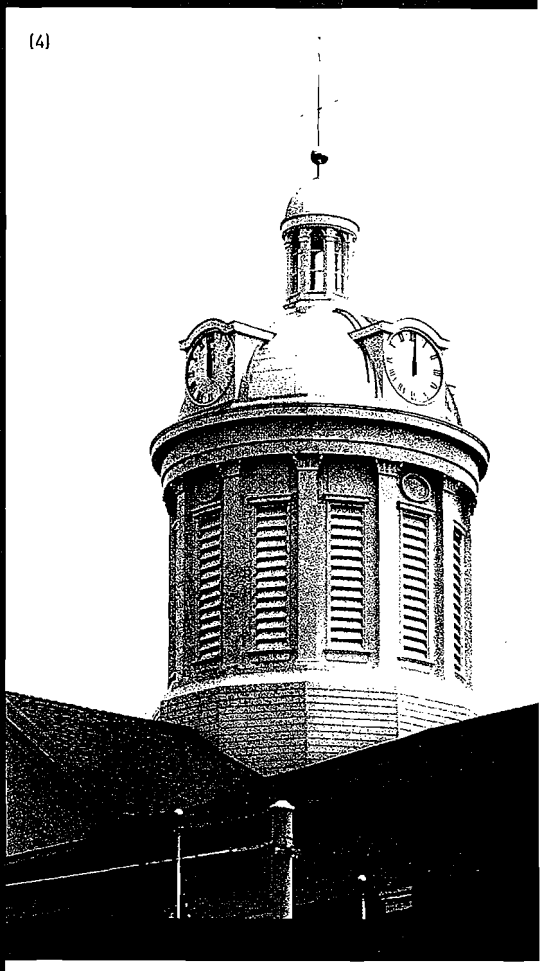
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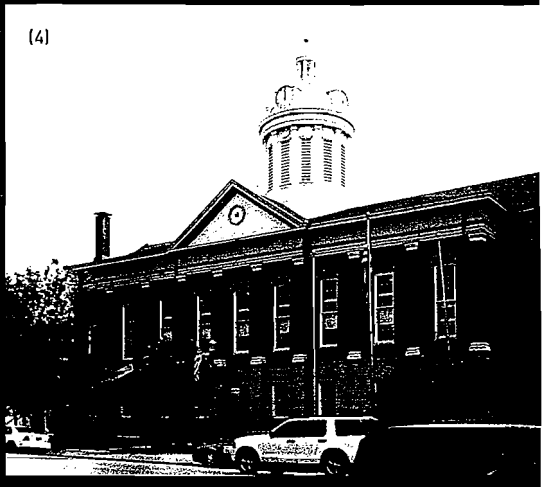
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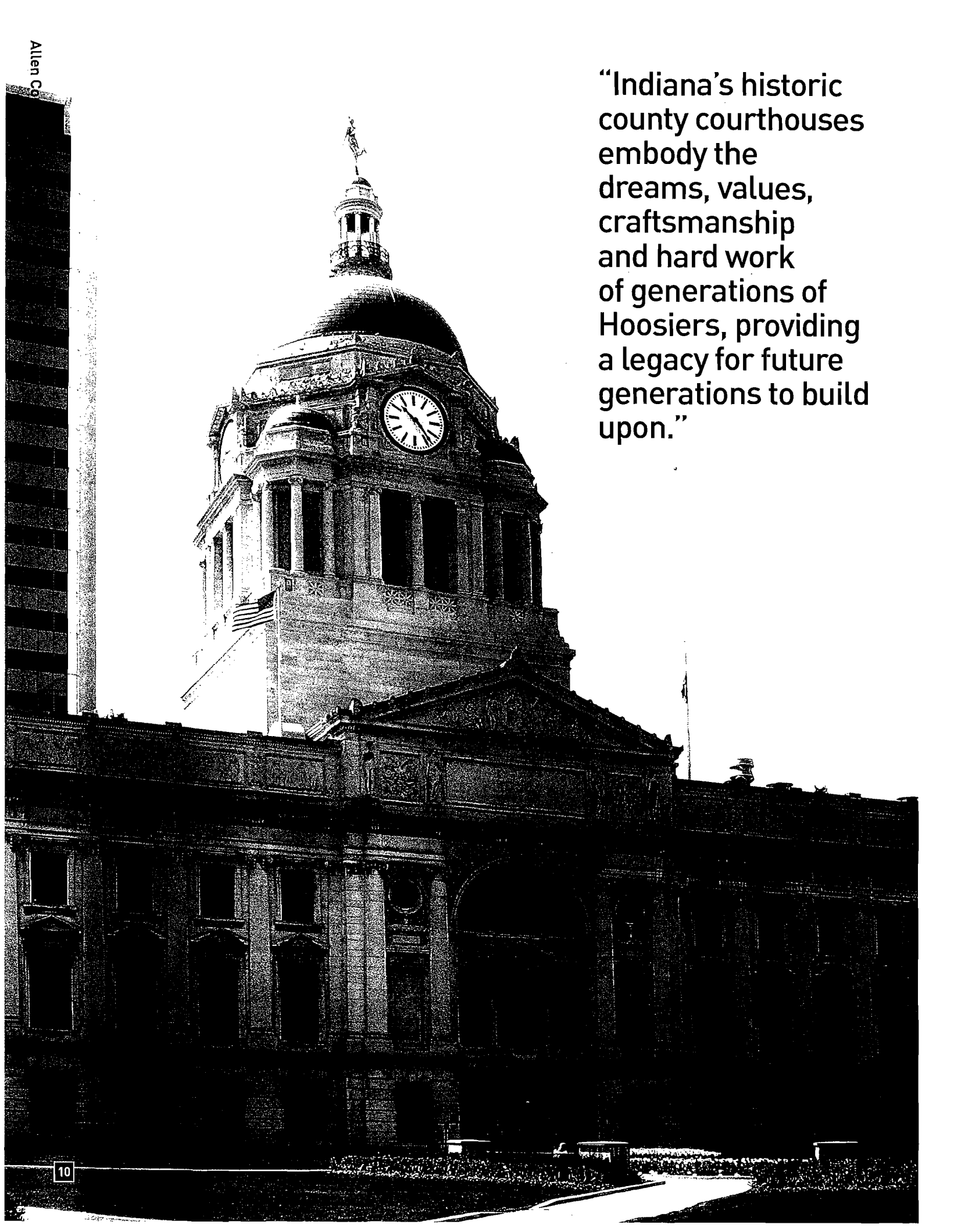


"Indiana's historic county courthouses embody the dreams, values, craftsmanship and hard work of generations of Hoosiers, providing a legacy for future generations to build upon."

Allen Co

goal of these surveys was to seek information on the courthouses and the needs for the future from those most knowledgeable about them: the officials charged with their care, the judges who occupy the buildings, and those who make decisions about their future. At the same time, Indiana Landmarks prepared a survey form for use by its regional staff in assessing the historic features of the courthouses. Some questions in the four surveys overlapped in subject, providing the Commission with different perspectives from county commissioners, building superintendents, county judges, and regional preservation staff members of Indiana Landmarks. The survey responses helped give the Commission a much clearer understanding of the current features, condition, and needs of each structure.

The surveys were sent out to county officials in the late spring of 2010, and final responses were received by March 1, 2011. The field survey visits by Indiana Landmarks were conducted in May and June 2010. Survey results were tabulated and developed into a database for the Commission as a donated service by Arsee Engineers, Inc. In 2010, the Commission hired RATIO Architects, Inc., to analyze the survey data and prepare a report addressing each of the six mandates in the Commission's statute.

This report, advising the General Assembly of the value and condition of the state's historic courthouses and the needs for long-term stewardship addresses six charges set for the Commission by its statute:

1. **Make an assessment concerning the importance of preserving historic courthouses to the history and identity of county seats and counties.**
2. **Make an assessment of the importance of preserving historic courthouses to the economic revitalization of county seats and counties.**
3. **Study the condition of historic courthouses.**
4. **Investigate the need for rehabilitation, restoration, and maintenance of historic courthouses.**
5. **Study the needs of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses.**
6. **Provide county officials with information concerning funding sources for courthouse preservation projects.**

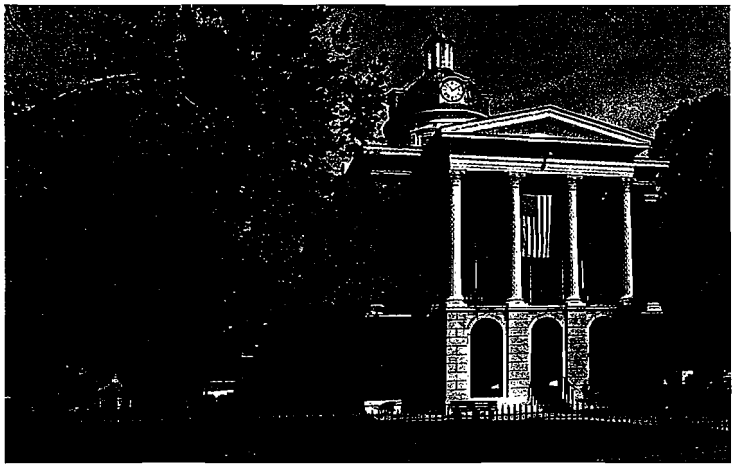
RANDOLPH [2]

RANDOLPH [2]

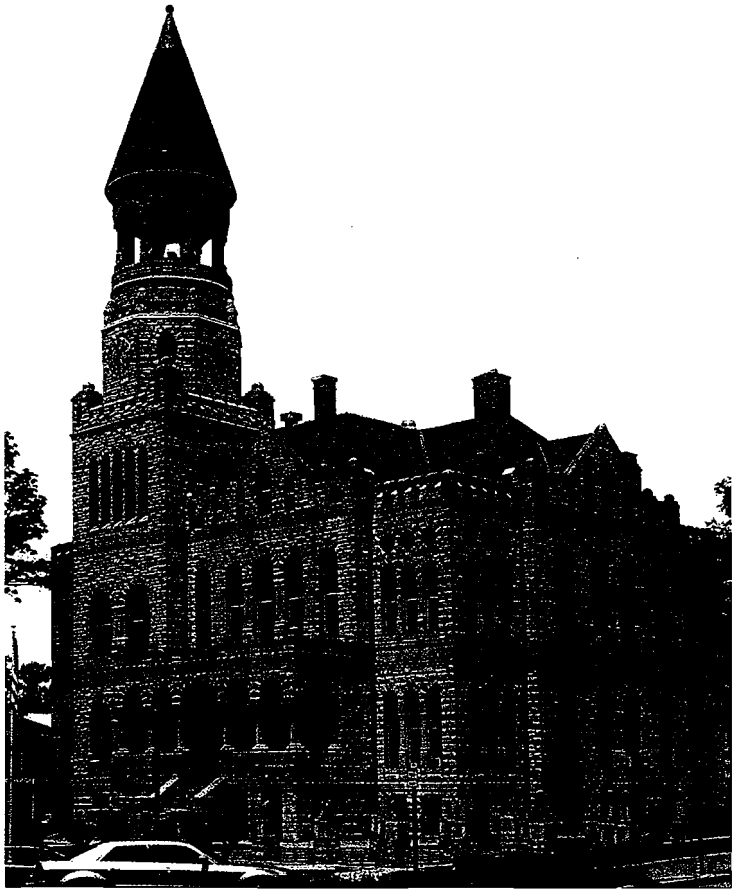
Threatened with demolition in 2005, the Randolph County Courthouse, focal point of downtown Winchester, generated renewed interest in the importance of preserving Indiana's historic county courthouses. Widespread local and statewide support for preserving the building led to its rehabilitation in 2011.

METHODOLOGY

The data on the State's courthouses used in this report came from the four surveys conducted by the Commission. The first survey was sent to all 92 boards of county commissioners in the state and asked overall questions about the condition of each courthouse, challenges and needs faced, and funding available. Responses were received from 49 boards of commissioners. The second survey, directed to the courthouse or building maintenance superintendent for each county, asked technical questions about the construction, mechanical, electrical, and plumbing systems, building safety systems, availability of planning documents, site conditions, etc. Forty-nine surveys were also received from building superintendents. The third survey was sent to all the county judges in the state and asked questions about historic features, courtroom



SWITZERLAND [1]



WASHINGTON [1]

condition and needs, and overall courthouse needs and issues. Surveys were received from 130 judges representing all 92 counties. The fourth survey was conducted by the professional staff members in Indiana Landmarks' nine regional and field offices around the state and provided information on the historic features of the exterior and interior of all historic courthouses and overall assessments of condition. Landmarks staff visited 80 historic courthouses still in county use.[3] The survey forms used in the four surveys are provided in Appendix E.

Some questions in the surveys completed by county commissioners and by county judges were subjective in nature, such as those regarding the importance of a courthouse's historic features. Others, especially those completed by the building superintendents or maintenance staff, requested objective data, such as the date of the last roof replacement or the most recent rehabilitation of mechanical and electrical systems. When analyzed and brought together, the survey data provided one of the first comprehensive indications of the condition and need for rehabilitation, restoration, preservation, and maintenance of Indiana's historic county courthouses.

As with any survey, there are limitations to the data. Complete survey data was not available from every county, but the 60 percent response rate from county commissioners and building superintendents far exceeded the response rate for most surveys and provided substantial information.[4]

Through this report, the Courthouse Preservation Advisory Commission offers the General Assembly with the following information: (1) a briefing on the importance of historic courthouses to the identity and economic revitalization of county seat communities, (2) data and findings about the current condition, need for rehabilitation, restoration, and maintenance of historic courthouses in the State, and need of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses, and (3) recommendations for assisting counties to continue their stewardship of Indiana's historic courthouses.

The information in the report is presented in six sections corresponding to the topics set forth by the Commission's statute. The first two sections—the importance of preserving historic courthouses to history and identity of county seats and counties and to the economic revitalization of county seats and

3 Indiana Landmarks staff visited all historic county courthouses in county seats. They did not visit the historic branch courthouses in Gary [Lake County] and in Michigan City [La Porte County].

4 The counties from which survey responses were received from boards of county commissioners and building superintendents were distributed across the state, with somewhat higher concentrations of surveys from the northeast, southeast, and southwest regions. Percentages reported from each survey represent the percentage of respondents from that particular survey question. Figures and percentages were rounded up in instances of 0.50 or higher and down in instances of 0.49 or lower.

counties—are based on research conducted by the report's consultant. Data concerning the condition of historic courthouses and on the need for rehabilitation, restoration, and maintenance of historic courthouses is derived from the four surveys conducted by the Commission. Information regarding the needs of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses is based on the responses received from county commissioners, county building superintendents, and county judges through the Commission's surveys. Finally, information on funding sources for courthouse preservation projects was provided through research by the consultant. The Commission provided the findings and recommendations for the report.

Through its surveys, the Commission was struck by the rich variety of architectural and artistic expression that each historic courthouse provides its community.

The Commission has found in its two years of gathering information and communicating with county officials that historic courthouses are widely seen as important community landmarks and symbols of county history and identity. Through its surveys, the Commission was struck by the rich variety of architectural and artistic expression that each historic courthouse provides its community. The Commission has also found that courthouses hold and attract jobs and help stimulate economic investment in the downtowns of county seats. The Commission learned that overall most historic courthouses are structurally sound, but many face the need for significant investment by their counties due to deferred maintenance. Although some counties have engaged in studies to establish priorities for rehabilitation and restoration before undertaking renovation projects, many lack information on how to go about planning and carrying out appropriate maintenance, rehabilitation, restoration, and preservation measures for their courthouses.

In its recommendations, the Commission seeks to provide the General Assembly with proposals that could assist counties in exercising stewardship for their historic courthouses that can extend the useful lives of these buildings long into the future. Some recommendations are aimed at continuing educational efforts begun by the Commission to offer authoritative information and advice on the maintenance, rehabilitation, and restoration of courthouses. Others are aimed at providing county officials with more options for planning appropriate maintenance and rehabilitation measures for their historic courthouses and funding such measures.

TIPTON [1]

FOUNTAIN [1]

The Elkhart County Courthouse (1).

The Importance of Preserving Historic Courthouses to the History and Identity of County Seats and Counties

Indiana still has one of the finest assemblages of nineteenth-century courthouses in the Midwest, and they vividly express a variety of architectural concepts.

BACKGROUND AND SETTING

Indiana's 92 counties were organized between 1790 and 1860, the first being created within the Northwest Territory and Indiana Territory prior to the admission of Indiana as the nineteenth state in 1816.[5] Although the location of county governments occasionally changed in the nineteenth century, all county seats but one have remained in the same city or town since 1896.[6] Most of Indiana's county seats are located near the geographic center of their respective counties, except for those located along major rivers.[7]

This report addresses primarily the 83 buildings designed originally as courthouses that are still in county use.[8] Additional historic courthouses survive but are no longer in county government use, several having passed to other owners. The oldest courthouse currently in government use is that of Ohio County in Rising Sun, built in 1844. The most recent historic courthouses covered in this report are the Fountain, Howard and Shelby County Courthouses, all built between 1936 and 1937.[9] Courthouses completed after 1960 are not covered by this study.[10]

CONSTRUCTION OF THE COUNTY COURTHOUSE

Indiana counties had a variety of options for funding courthouse construction in the nineteenth century. Some counties sold bonds while others levied special property taxes or used accumulated tax surpluses. According to Indiana courthouse author John Dilts, state law "allowed commissioners to appropriate any funds in the county treasury,

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5 David R. Hermansen, "Indiana Courthouses of the Nineteenth and Early Twentieth Century," (Unpublished manuscript, Ball State University, 1985) 1.

6 Jon Dilts, *The Magnificent 92: Indiana Courthouses* (Bloomington, Indiana: Rose Bud Press, 1991) 6. The seat of Perry County moved from Cannelton to Tell City in 1994.

7 Hermansen (1985) 1.

8 Of Indiana's 92 counties, 79 have at least one historic courthouse still in county use. Some counties retain several buildings designed as courthouses, some continuing in county use and some not. Dearborn, Harrison, Lake, LaPorte, Perry, St. Joseph and Wayne Counties each retain two or more historic buildings designed as courthouses, but no longer used by their counties. Lake and LaPorte Counties both have historic branch courthouses outside the county seat, the former at Gary and the latter at Michigan City. Courthouse buildings no longer owned by the county remain in the former county seats of Dearborn and Wayne Counties. The former Vanderburgh County Courthouse in Evansville is not included in the count of 81 historic courthouses in county use; it is not currently occupied by its county, although there are currently proposals for use of some space within it for county functions. Harrison County retains the 1814-16 Harrison County Courthouse/First Indiana State House, now a museum property. St. Joseph County retains two historic courthouses that are still in use by the county. The oldest surviving courthouse structure in the state appears to be the 1811 Wayne County Courthouse, a log building disassembled and rebuilt several times, most recently at Centerville. The 1814-16 Harrison County Courthouse/First Indiana State House appears to be the oldest county courthouse in Indiana still on its original site.

9 No courthouses were built during the 1940s and only one was built during the 1950s. The Crawford County Courthouse at English (1957, Lester W. Routt & Associates) was abandoned in 2004 and is not included in this report.

10 The City-County Building at New Albany in Floyd County (1959-61, Walker, Applegate, Oakes & Ritz) and the City-County Building at Indianapolis in Marion County (1960-62, Allied Architects & Engineers) were both designed during the late-1950s and have both reached the 50 year mark for consideration as historic buildings. Both are notable Modern buildings within their respective local contexts and are associated with postwar trends in the design of municipal buildings. The City-County Building at Indianapolis also retains a significant and substantially unaltered Modern plaza dating from 1962.

to borrow up to one percent of all appraised real and personal property without an election and to levy and collect whatever taxes were necessary to build a courthouse whenever the commissioners thought such a building was necessary." [11]

In a study of American county courthouses, historian Paul K. Goeldner observed: "Because Indiana law encouraged generous expenditures for courthouse construction, many Indiana courthouses exhibit remarkable grandeur." [12] These buildings have been fittingly termed "palaces of justice."

COURTHOUSES AS WORKS OF ARCHITECTURE

Indiana's historic courthouses were built over a span of nearly 100 years, reflecting a wide variety of architectural styles. The earliest courthouses followed the influences of the Federal and Greek Revival styles. A few Gothic Revival courthouses were built in the mid-nineteenth century but none survive today. The majority of Indiana's courthouses built during the last half of the nineteenth century reflect the stylistic freedom and eclectic tastes of that period. Elements from various styles were combined in creative and distinctive ways. Several courthouses reflect the Italianate style popular from about 1850 to 1890, and some display elements of Renaissance and Baroque design. Between the 1860s and 1880s many counties favored the French Second Empire style, featuring tall mansard roofs and dormer windows. The Romanesque Revival style, with rock-faced stone masonry and round arches, was popular for courthouses in the late 1880s and into the 1890s. Neo-Classical designs inspired by ancient Greek and Roman architecture dominated the early twentieth century. During the 1920s and 1930s, some courthouses were designed in the Art Deco and Art Moderne styles, showing a shift from traditional historical sources for design. The period of approximately 1870-1900 saw the construction of the state's largest and grandest courthouses, although architecturally significant examples are found both before and after this period. Indiana courthouse expert David R. Hermansen noted in 1968 that:

"Indiana still has one of the finest assemblages of nineteenth-century courthouses in the Midwest, and they vividly express a variety of architectural concepts. They express the architectural skills and aspirations of America in the nineteenth century... They are tangible and can continue to afford us a rich architectural stimulus and experience for many decades."[13]

THE IMPORTANCE OF THE COURTHOUSE

Historic courthouses in Indiana are, with few exceptions, the most significant and recognizable landmarks in their county seats and their counties as a whole. They exhibit a substantial investment, skilled craftsmanship, and high artistic quality. These buildings are physical embodiments the patriotism and optimism of local citizens, reflecting confidence in a more prosperous and satisfying future. Courthouses are also places associated with deeply personal memories. In his 1992 study of Indiana courthouses, John Dilts notes that these landmarks tell "the story of Hoosier places where marriages and births and wars and deaths and home-made entertainment are all linked to the courthouse square." [14] Economist Donovan D. Rypkema observes that we value these historic buildings because "in a very tangible way they help us understand who we are." [15]

These buildings are physical embodiments of the patriotism and optimism of local citizens, reflecting confidence in a more prosperous and satisfying future.

11 Dilts 98.

12 Paul K. Goeldner, "Temples of Justice: Nineteenth Century Courthouses in the Midwest and Texas" [Ph.D. diss., Columbia University, 1970] 259.

13 David R. Hermansen, *Indiana County Courthouses of the Nineteenth Century* [Muncie: Ball State University, 1968] 25.

14 Dilts 7.

15 Donovan D. Rypkema, *The Economics of Historic Preservation: A Community Leader's Guide* [Washington, D.C.: National Trust for Historic Preservation: 1994] 3.

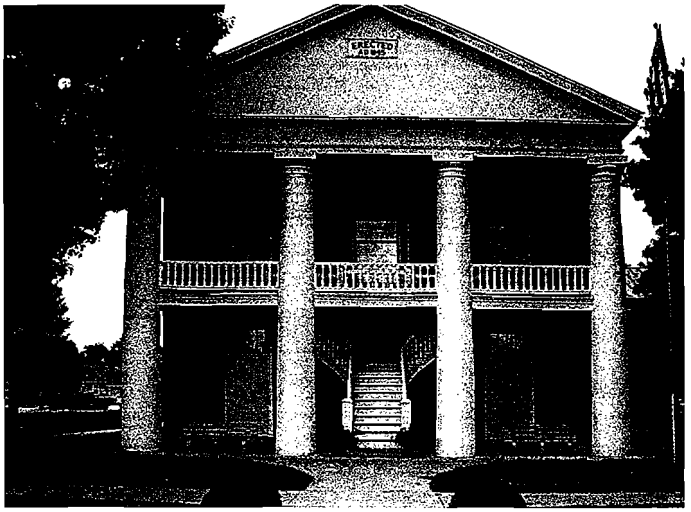
County residents appreciate the architectural grandeur and inspiring artistic qualities of their courthouses when they visit them or pass by during everyday errands. Residents of both the county seat and the county at large gain an increased sense of civic pride when they enter these buildings.[16] The courthouses are a place where residents of all walks of life and backgrounds come together.

During the nineteenth and early twentieth centuries, construction of courthouses served as a form of economic development for Indiana counties. John Dilts observes that "prominent buildings advertised the success of a community and attracted new businesses to the local economy," and counties "seemed to compete with one another for splendor and expense."[17] The monumental size of most courthouses, careful proportions of their details, fine decorative features, and lavish use of costly building materials conveyed that the citizens of each county aspired to the best. The courthouses also expressed the patriotism and desire for architectural grandeur of their counties. Murals, sculptures, paintings, and stained glass communicated the ideals of the American system of self-government and justice and often depicted scenes in American, state, and local history. Writing in the early-1970s, Indiana preservationist Robert C. Braun reminded Hoosiers:

"It was the working men of your community – the laborers, the farmers, the early guild union craftsmen – that made your present monumental courthouse a legacy available for future generations. They built your courthouse well, using their muscle and talents so that you and your children would always have a visual reminder of your great past."[18]

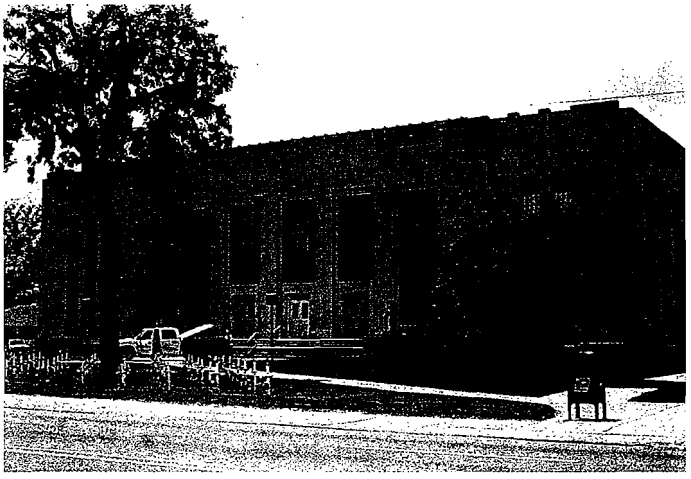
THE COURTHOUSE SQUARE

Nearly all of Indiana's courthouses stand in the public square of the county seat, forming an identifiable center of the downtown and of the county as a whole. Of the state's 92 courthouses, 82 are located in the public square. Courthouses in squares are found most frequently in the Midwest states of Indiana, Illinois, Iowa, and Missouri, as well as in the Southern states of Kentucky, Tennessee, Georgia and Texas.



OHIO [1]

The Ohio County Courthouse (1844) is the oldest historic courthouse still in use in Indiana.



SHELBY [1]

The Shelby County Courthouse (1936-37) is among the most recent of the historic courthouses covered in this study.

The courthouse square often serves as the most prestigious public space in the county seat community, where festivals and important public events are held. It is also a place where the people of the county have constructed monuments and memorials to veterans and other honored individuals who have special meaning to everyone in the county. As the center of the community, the courthouse square attracted the leading retail stores and professional services businesses, such as attorneys and title companies. The retailers benefited from the square's central location, while the attorneys and title companies found it convenient to be near the courthouse itself.[19]

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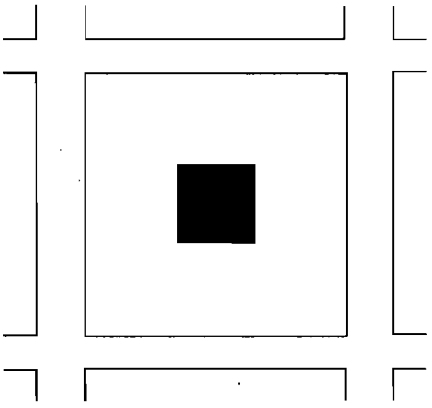
16 Price 142.

17 Dilts 6, 5.

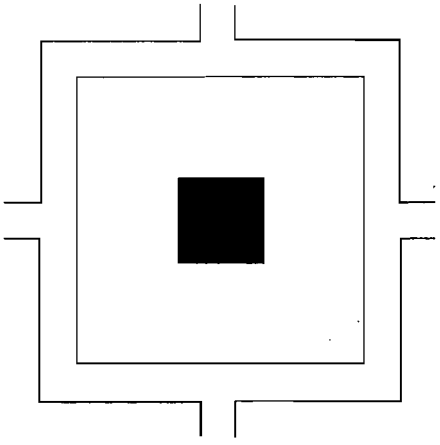
18 "Preservationists Lose Courthouse Battle: Madison County Demolishes Bunting's Work," *Historic Landmarks News*, Vol. III, No. 1 (1972) 2.

19 Edward T. Price, "The Central Courthouse Square in the American County Seat" (1968), reprinted in Dell Upton and John Michael Vlach, ed., *Common Places: Readings in American Vernacular Architecture* (Athens, Georgia: University of Georgia Press, 1986) 125.

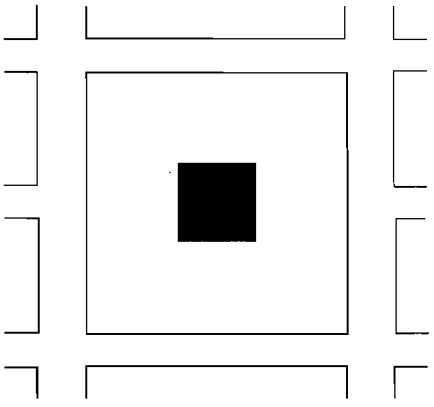
20 See also Edward T. Price, "The Central Courthouse Square in the American County Seat" (1968), reprinted in Dell Upton and John Michael Vlach, ed., *Common Places: Readings in American Vernacular Architecture* (Athens, Georgia: University of Georgia Press, 1986) 131-136.



Shelbyville Square



Lancaster Square



Harrisonburg Square

Indiana's courthouse squares reflect three typical public square plans: Shelbyville, Lancaster and Harrisonburg.

There are three typical public square plans in Indiana.[20] The most common is the block or Shelbyville Square (named for Shelbyville, Tennessee), where the square is typical block selected for use from a gridiron, or checkerboard city plan. Seventy-seven of Indiana's counties feature a Shelbyville Square, and 76 of the Shelbyville Squares contain the courthouse.[21] Less common is the Philadelphia or Lancaster Square, where streets intersect at the middle of each side of the courthouse square.[22] Squares of this type are found in five Indiana counties. Three of these squares contain the courthouse while two do not.[23] The Harrisonburg Square, a combination of the first two forms, is found in three Indiana counties.[24] Six Indiana county seats have no courthouse square, with the courthouses sited on a quarter block located at a major intersection.[25]

LESSONS FROM OTHER STATES

A look at several other states underscores the growing importance of historic courthouses in other areas of the country. A study of Ohio's county courthouses reports that they "are an essential part of [Ohio's] landscape and history."[26] A study from Texas highlights the importance of historic courthouses to the state's identity, noting that "among the most significant and historic structures in Texas are the state's county courthouses."[27] The report concludes that "their preservation and restoration is one of the great civic responsibilities of our time."[28] A study of historic local government properties in Wisconsin notes: "Much of Wisconsin's legacy is revealed in the publically owned, historic buildings located in the heart of the towns and villages across the state."[29]

GROWING APPRECIATION FOR INDIANA COURTHOUSES

Appreciation for the significance of Indiana's county courthouses, as demonstrated by the nomination of courthouses to the National Register of Historic Places, has grown rapidly since the 1960s.

In 1970 the Old Vanderburgh County Courthouse and the Second St. Joseph County Courthouse became the first Indiana courthouses to be listed in the National Register of Historic Places. These two listings marked the beginning of a steady flow of applications for listing. By 1980, twenty-six of Indiana's historic courthouses had

21 Hermansen (1985), Figure 7.

22 Dubois, Orange, Shelby, Steuben, and Washington Counties feature Philadelphia or Lancaster plan squares; Hermansen (1985), Figure 8.

23 The three courthouses located in Philadelphia or Lancaster plan squares are found in the contiguous southern counties of Washington, Orange, and Dubois. The successive plat dates of the respective county seats of Salem (1814), Paoli (1816), and Jasper (1829) suggest that the form was introduced at Salem and moved westward. The two Philadelphia squares not containing courthouses are those in Shelby and Steuben Counties.

24 Johnson, Lake, and Vanderburgh Counties feature Harrisonburg squares; Hermansen (1985), Figure 9.

25 Martin, Montgomery, Ohio, Perry, Warren, and Wells Counties have no square; Hermansen (1985), Figure 10.

26 Susan W. Thrane, *County Courthouses of Ohio* (Bloomington, Indiana: Indiana University Press, 2000) 10.

27 Michael Andrews, *Historic Texas Courthouses* (Albany, Texas: Bright Sky Press, 2006) 20.

28 Andrews 23.

29 Mathis and Van Erem 41.

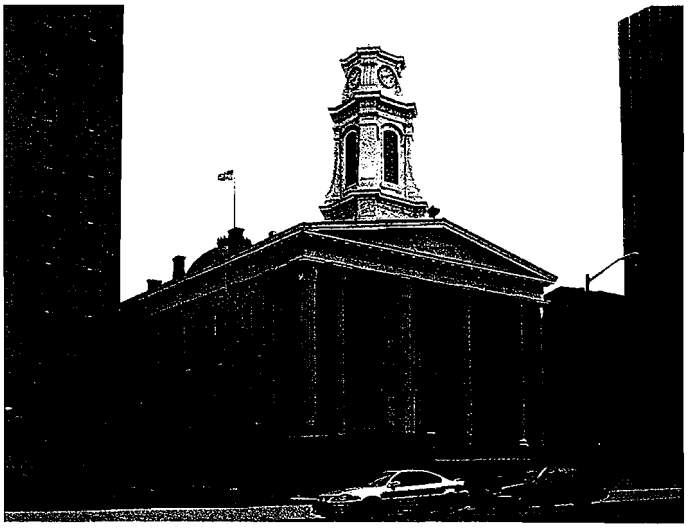
30 Hermansen (1985) 1; Todd Zeiger, "Excuses, Excuses: Century-Old Demolition Debate Continues," *Indiana Preservationist*, January-February 1994, 13.

been listed in the National Register of Historic Places, and by 1994 that number had risen to fifty.[30] As of 2011, 80 of the 83 historic courthouses still in county use have been listed in the National Register, with nominations for two more underway.

As time passes, the county seats that retain their historic courthouses keep positive elements of identity, pride, and attractiveness for investment, while those without such structures do not.

THE EFFECT OF DEMOLITION ON COMMUNITY IDENTITY

Fortunately, people in counties across the State seem inclined currently to retain their historic courthouses. However, since the topic of razing or abandoning a courthouse still comes up occasionally, it seems appropriate to consider the effect demolition can have on community identity. Destruction of a historic courthouse can leave a physical void: the loss of the primary visual landmark of the county, the centerpiece of the downtown. It can also leave a void in the identity of the county and county seat: the loss of a primary symbol of local history and culture, a monumental work of architecture, a unifying symbol. Future generations lose access to a collective heritage, irreplaceable works of art, courtrooms and other spaces with important memories for the community, a tangible connection with past generations. The sense of place contributed by a historic courthouse to a downtown business district is removed by a demolition and can have far-reaching impacts on the local economy (see Section 2). As time passes, the county seats that retain their historic courthouses keep positive elements of identity, pride, and attractiveness for investment, while those without such structures do not.



ST. JOSEPH [1]

VANNDERBURGH [2]

In 1970, the Second St. Joseph County Courthouse (1853-55 / Top) and the Old Vanderburgh County Courthouse (1887-90 / Above) became the first Indiana county courthouses to be listed in the National Register of Historic Places.

Special Features

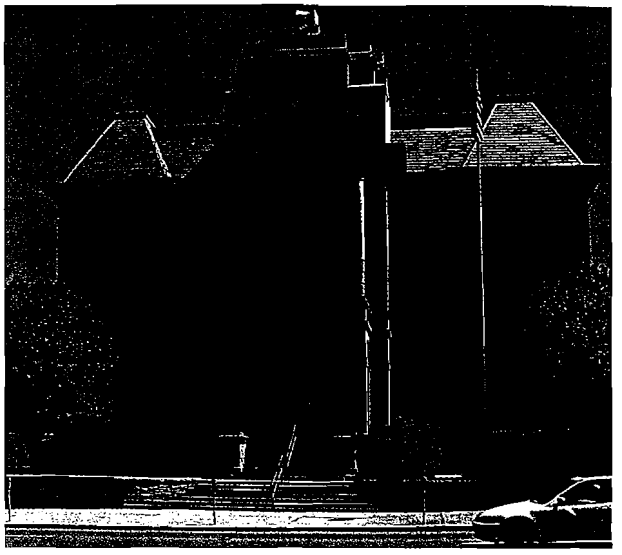
EXTERIOR FEATURES

Indiana's historic courthouses were designed to last for generations. Their masonry exteriors were constructed of durable materials that have lasted in some buildings for thousands of years in many parts of the world. The facades of many courthouses feature Indiana limestone from Lawrence or Monroe Counties while others feature brick made from local clay. Local and regional stone cutters, masons, and bricklayers utilized expertise and high standards that ensured a high quality product.

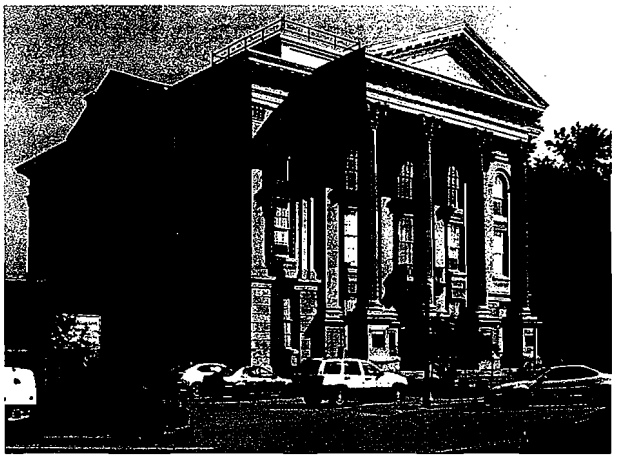
The entrances to courthouses often are given a grand, monumental treatment that calls attention to them and makes access easy to find. Of the 49 county building superintendents responding to the Commission's survey, 14 percent indicated that their historic courthouses have a portico or other major columned feature sheltering or standing above at least one entrance to the building.

Most historic courthouses in Indiana were designed to dominate the skyline of their community: 88 percent of the building superintendents responding stated that their courthouses feature a tower, cupola, belfry, dome, ornamental iron cresting, or a combination of these elements. These distinctive features frequently became symbols of the courthouse and the whole city or town, partially because they could be seen from a distance. Twentieth century remodelings removed mansard roofs, towers, or both from at least six (7 percent) of the State's historic courthouses. In some cases the lost features were taken down because it was assumed that rehabilitation of deteriorated details would be expensive and unjustifiable. In others, assumptions of structural weaknesses were made that were not always confirmed by professional analysis. Such removals can decrease the visual prominence of courthouses and detract from the sense of place found in the courthouse square. In some counties, movements have been made to replace the missing features, and the courthouses have resumed their monumental appearance.

The facades of historic courthouses frequently contain statues and statuary groups containing allegorical figures from Classical mythology representing American ideals. These works, often carved from Indiana limestone, are impressive figures that add to the majesty of the courthouse appearance. Many facades also contain decorative carvings or bas relief sculptures, ornamental surrounds for entrances and windows, and projecting decorative cornices, all of which add to the visual interest of the buildings.



MONTGOMERY (4)

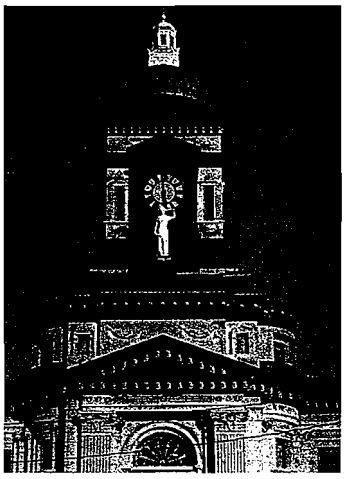


DEARBORN (1)

GRANT (1)

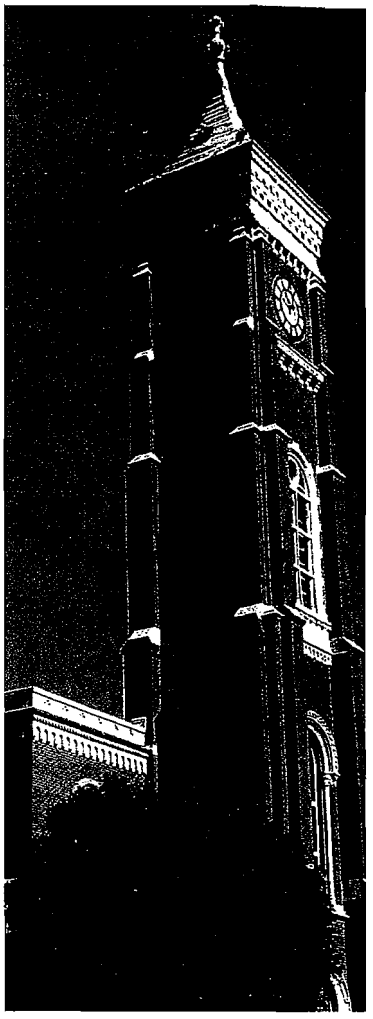
The Montgomery, Dearborn and Grant County Courthouses have covered porticos at their entrances.

Towers of the Clinton, Henry, Decatur (with the famous tree) County Courthouses; cupolas of the (1855) St. Joseph and Steuben County Courthouses. Indiana's historic county courthouses contribute to the distinctive skyline of each county seat.

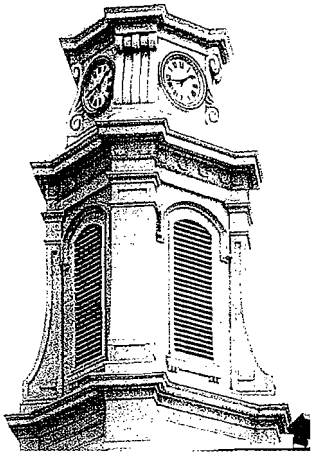


CLINTON (4)

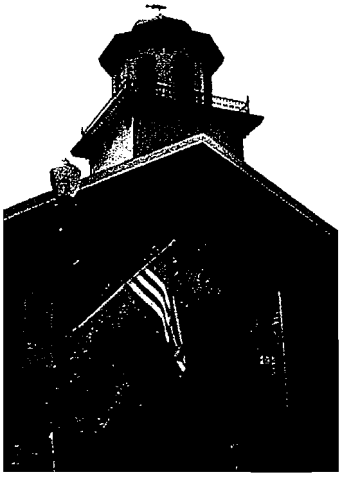
HENRY (1)



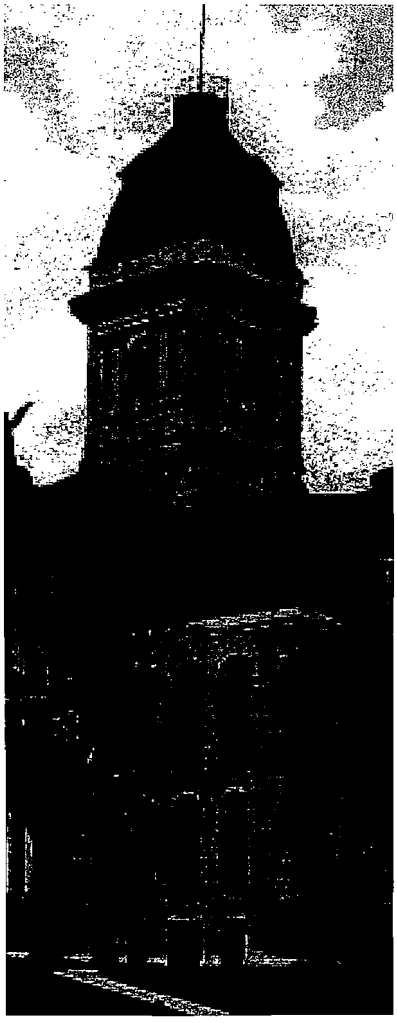
DECATUR (1)



ST. JOSEPH (1)



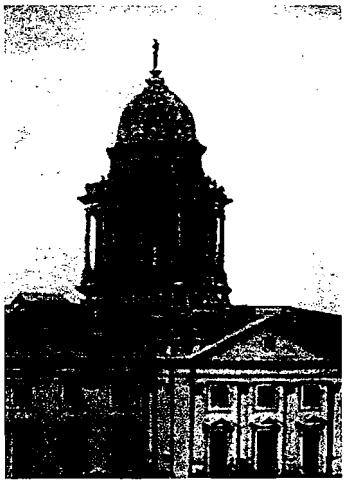
STEUBEN (1)



PORTER (6)

BENTON (6)

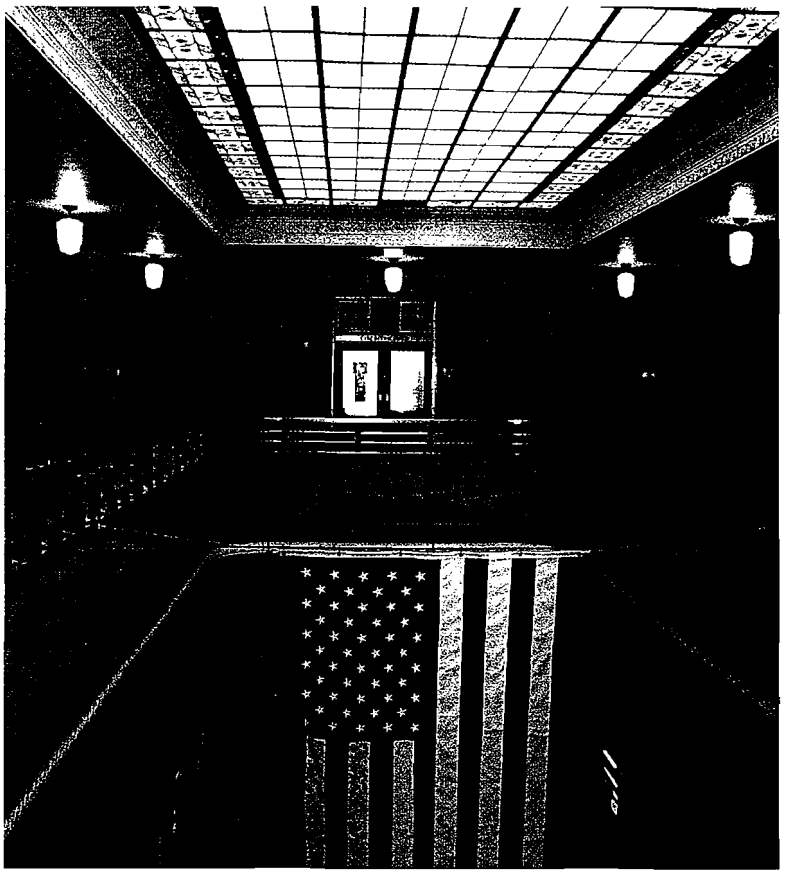
MONTGOMERY (4)



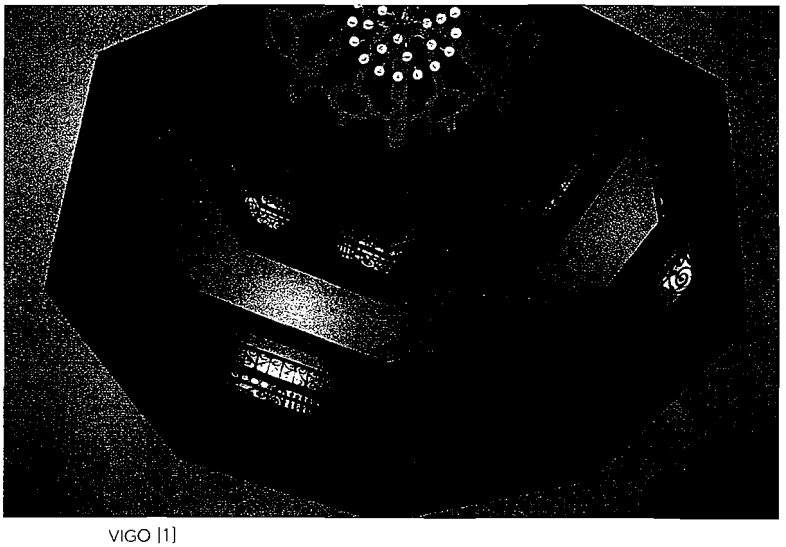
GRANT (6)

RANDOLPH (6)

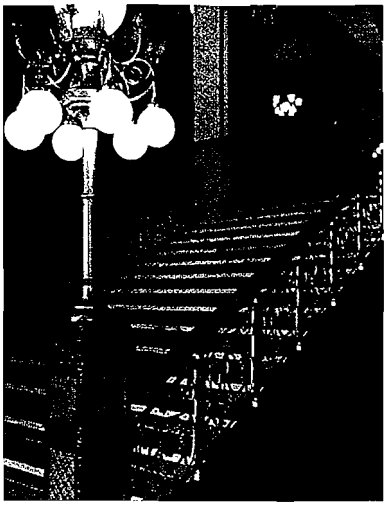
The towers of the Porter, Benton, Montgomery, Grant, and Randolph County Courthouses were removed during the twentieth century. In some counties, there have been movements to replace these lost features to restore the visual prominence of the courthouse.



HOWARD [1]

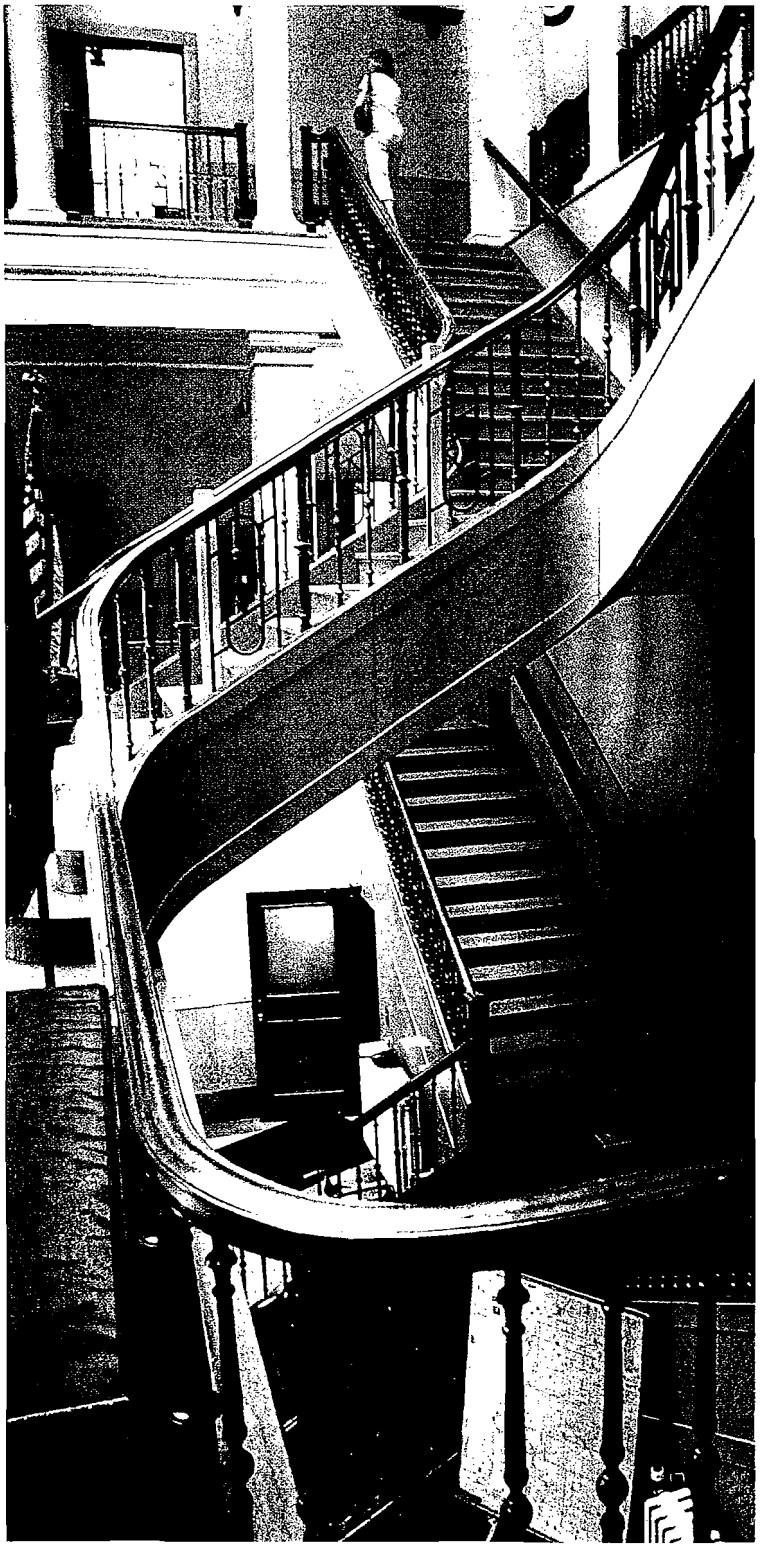


VIGO [1]



RUSH [1]

JAY [1]



DAVIESS [1]

ABOVE: The rotunda of the Vigo County Courthouse and the atrium of the Howard County Courthouse both serve as grand central public spaces.

RIGHT: The monumental staircases of the Rush, Jay, and Daviess County Courthouses.

INTERIOR SPACES

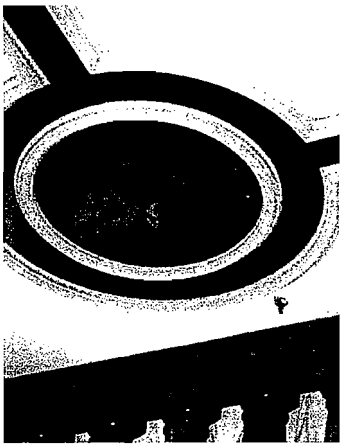
Many courthouses feature grand interior spaces adorned with fine decorative elements and materials. These impressive rotundas, atriums, corridors, and stairwells also contain significant artworks (see below). The reports from the 49 building superintendents show that 42 percent of their courthouses feature a multi-story rotunda or atrium space, while 72 percent have monumental staircases.

ARTISTIC FEATURES

Indiana's historic county courthouses contain an extensive collection of public art. These artistic features include decorative painting, murals, and stenciling; tile and mosaics; ornamental plasterwork, woodwork and carving; etched, leaded, beveled, stained and art glass; and exterior and interior statuary and sculpture. In many cases, these works of art were created by Indiana artists and often feature allegorical or historical scenes relating the history of a particular county and of the state in general. When considered as a whole, this collection is extensive and provides a rare cultural asset for local citizens and for Hoosiers at large.

DECORATIVE PAINTING, MURALS, AND STENCILING

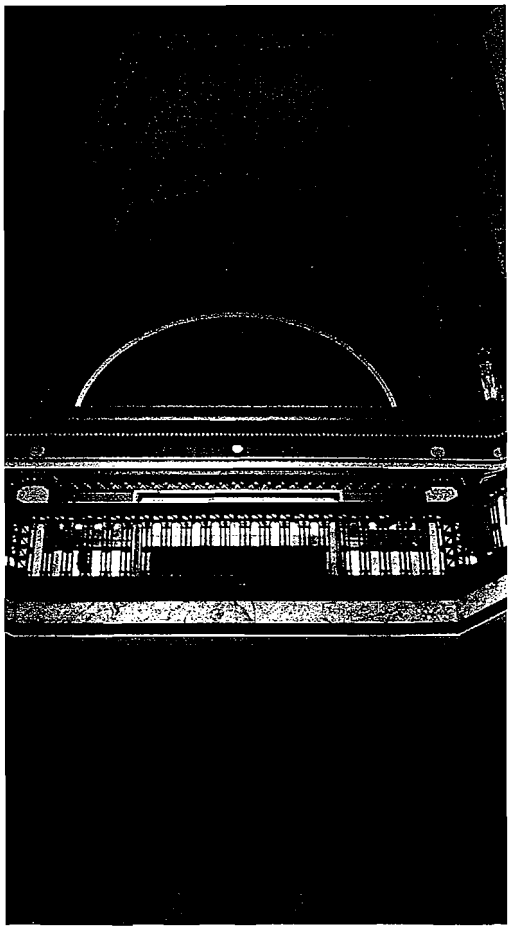
Thirty-six percent of the courthouses included in the building superintendents' survey contain visible decorative or faux painting (including graining and marbleized finishes), murals, or stenciling. These works appear on plaster, canvas, or other material. In several cases these works were hidden under layers of paint, behind partitions, or above suspended ceilings, only to be rediscovered during later rehabilitation projects. It is likely that a large number of courthouses contain decorative or faux painting, murals, or stenciling that is not currently visible.



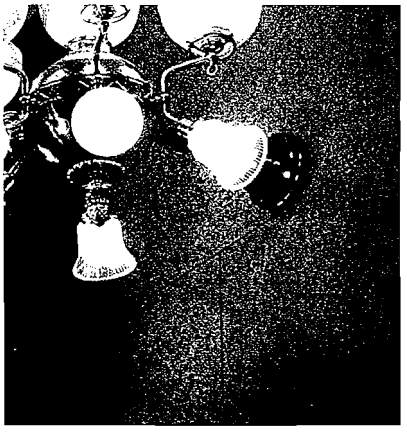
MARSHALL [1]

DEKALB [1]

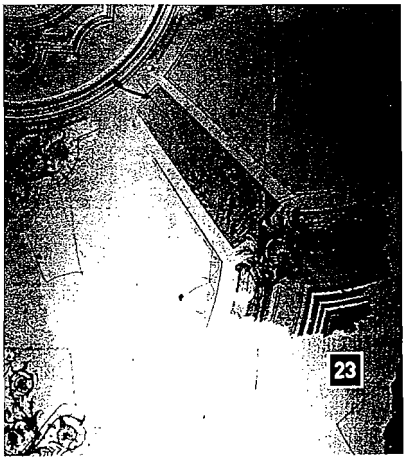
FOUNTAIN [1]



JAY [1]



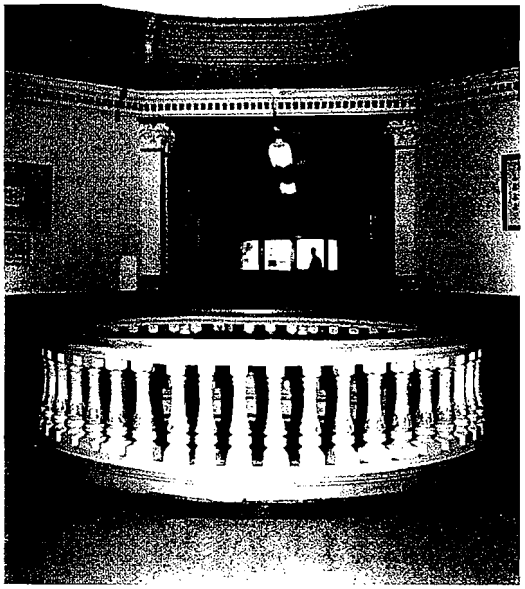
TIPPECANOE [4]



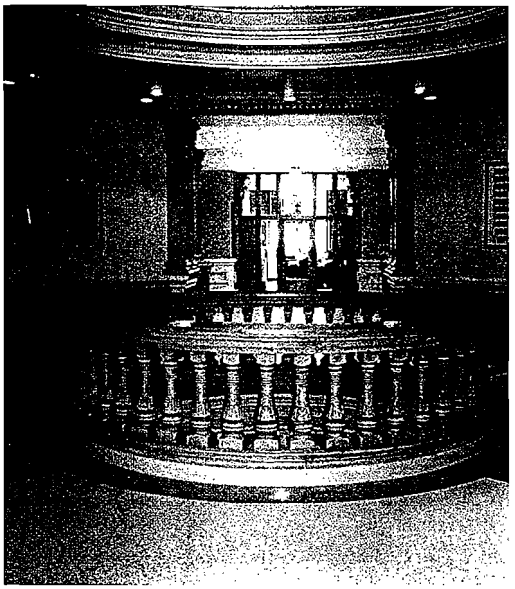
FAYETTE [4]

TOP: Murals in the Marshall, DeKalb and Fountain County Courthouses represent a range of periods and artistic styles.

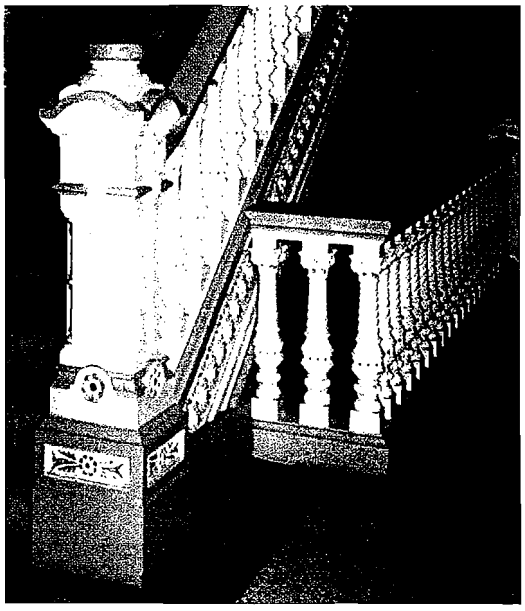
RIGHT: The rotunda of the Jay County Courthouse features extensive decorative painting. The original faux stone painted finishes of the Tippecanoe County Courthouse's corridors were recreated during the building's restoration. Rehabilitation of the Fayette County Courthouse uncovered decorative painting on the courtroom ceiling.



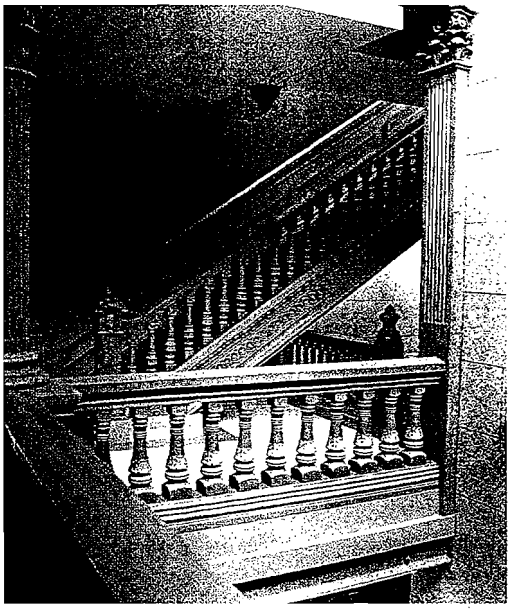
TIPPECANOE / BEFORE (4)



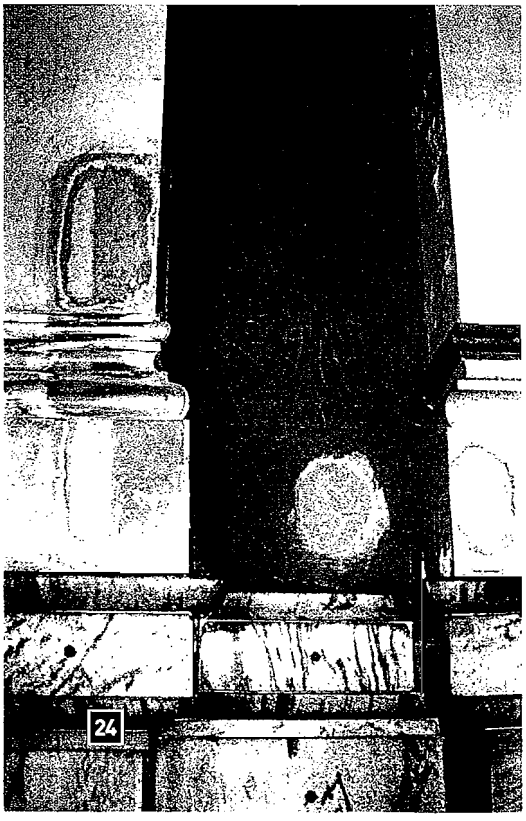
TIPPECANOE / AFTER (1)



TIPPECANOE / BEFORE (4)



TIPPECANOE / AFTER (4)



VANDERBURGH (2)

VANDERBURGH (2)

VANDERBURGH (2)

HISTORIC PAINT COLORS

In addition to uncovering decorative painting, stenciling, and murals, rehabilitation and restoration projects often reveal long forgotten color schemes. Where there is now a single subdued paint color, once there may been multi-colored hues, chosen to highlight decorative details. A space that today appears dim and gloomy may have once been painted in light colors. Paint analysis and research can determine the original color scheme of a space and can guide choices during a restoration or rehabilitation project.

TOP: The original 1885 paint colors of the Tippecanoe County Courthouse had been hidden from view for decades prior to the building's restoration.

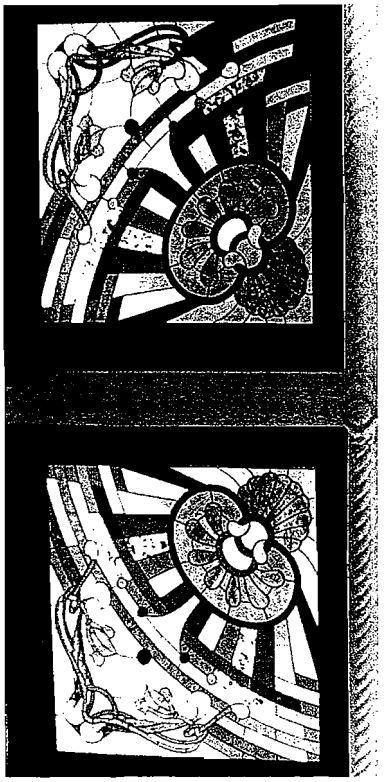
BOTTOM: Prior to restoration, the Superior Court of the Old Vanderburgh County Courthouse gave little indication of its historic grandeur. Paint analysis uncovered the room's historic color scheme.

ART GLASS

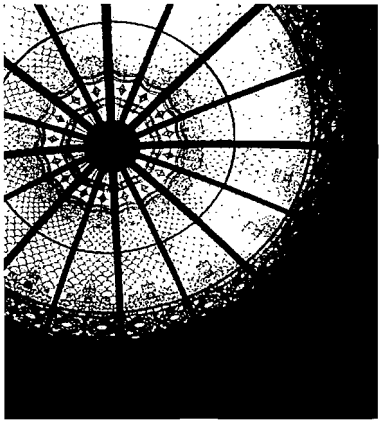
Courthouses built between roughly 1870 and 1940 often were adorned with art glass domes, skylights, windows and glass doors. The term art glass includes stained, painted, etched, leaded, and beveled glass. The 49 building superintendents responding to their survey reported art glass features in 24 percent of their courthouses. In addition, etched, leaded and beveled glass elements are found in several buildings. At least two courthouses feature sections of translucent glass flooring. It is possible that additional art glass elements exist in courthouses that are not currently visible.

LIGHT FIXTURES

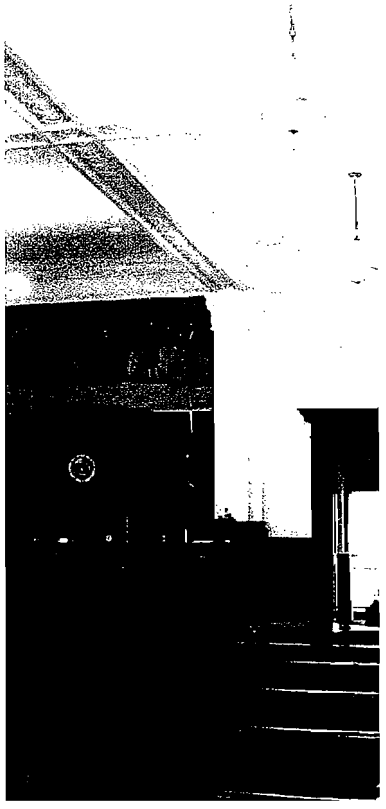
Historic light fixtures or accurate reproductions are often artworks in their own right and help to define the character of the space. These may be major features of an interior room or space, such as chandeliers, sconces, or fixtures atop a stairway newel post. In some cases, historic fixtures were removed and replaced with linear fluorescent lighting. In these cases, the original fixtures may have been placed in storage and forgotten. Restoring historic fixtures in storage can return elegance to the interior at a cost often comparable to replacing with new fixtures. Historic fixtures can usually be supplemented by discreet new fixtures when higher light levels are required.



DUBOIS [1]



CARROLL [1]



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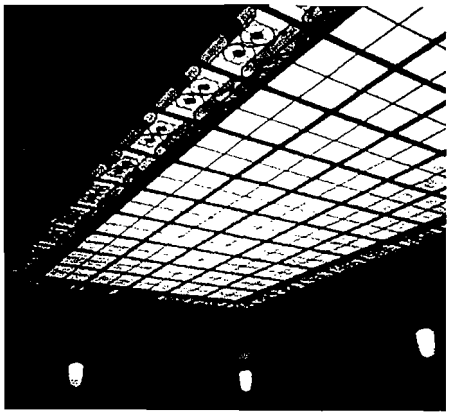
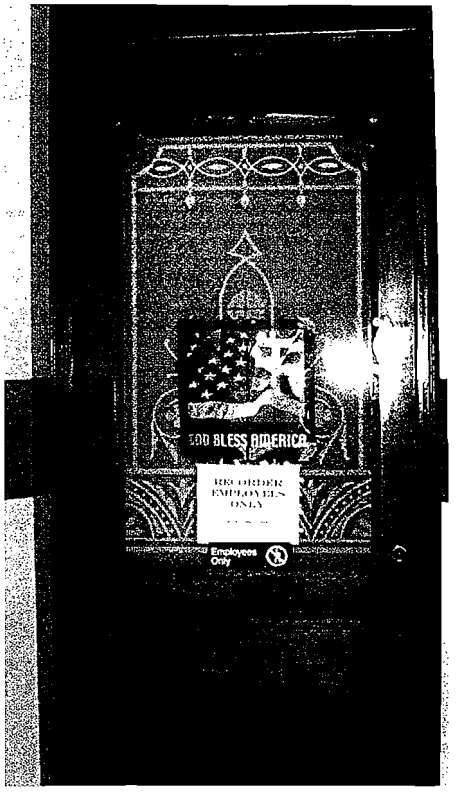
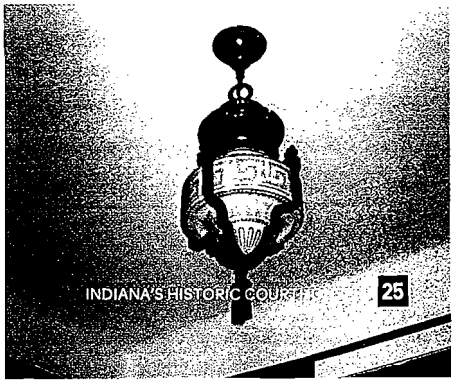


HOWARD [1]



KOSCIUSKO [1]

TIPPECANOE [4]

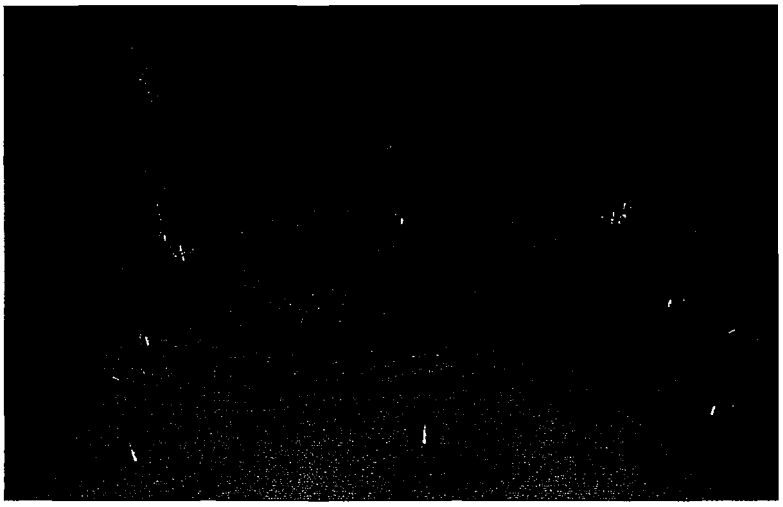


HARRISON [1]

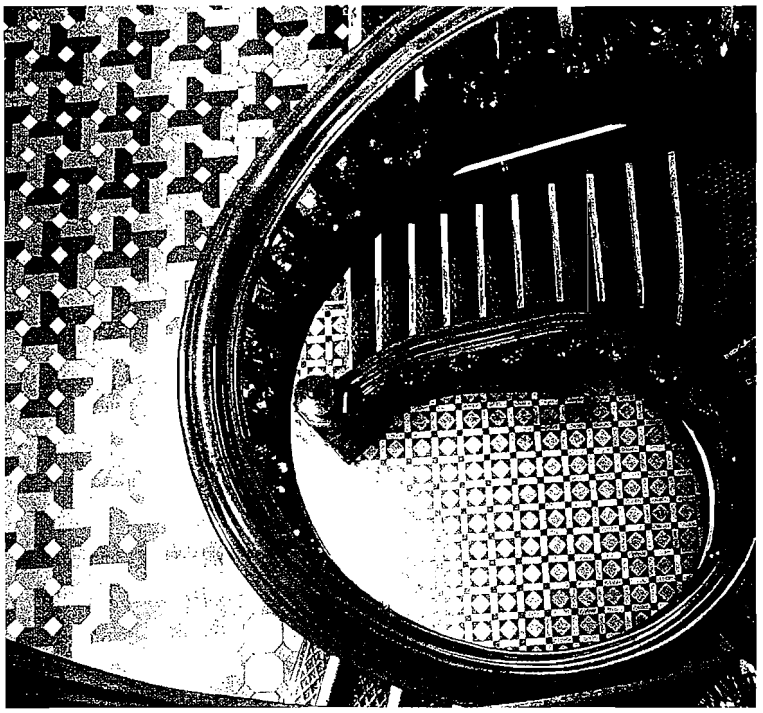
TOP: Art glass in the Dubois, Carroll, and Howard County Courthouses. Etched glass in the Kosciusko County Courthouse.

BOTTOM: Historic and reproduction light fixtures in the Knox, Tippecanoe, and Harrison County Courthouses. The photo at center shows the addition of discreet recessed downlights in the ceiling to supplement the historic light fixture.

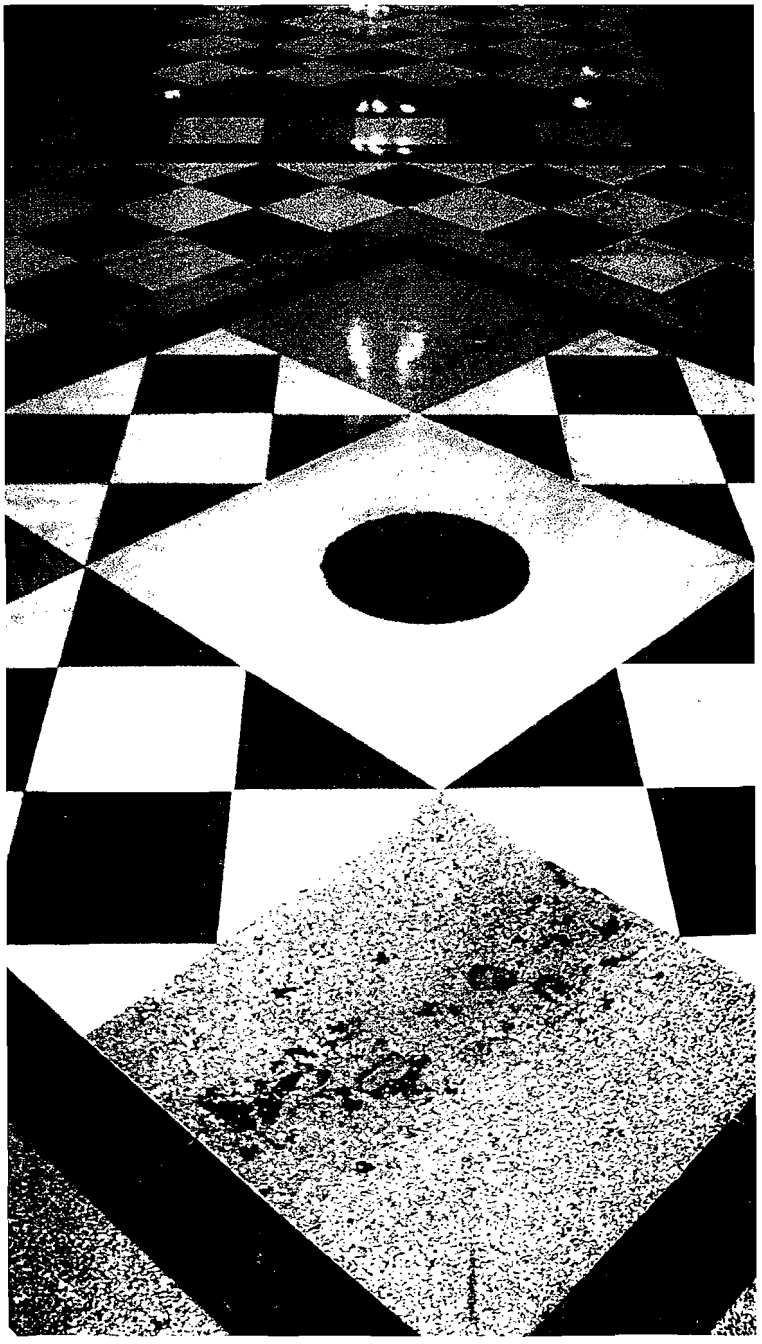
CARROLL [1]



HUNTINGTON [1]



CLINTON [4]



MONTGOMERY [1]

ABOVE: The rotundas of the Carroll and Huntington County Courthouses feature elaborate tile mosaics.

RIGHT: The Clinton County Courthouse has encaustic tile floors in a variety of patterns and colors on each floor. The Montgomery County Courthouse features patterned marble tile floors.

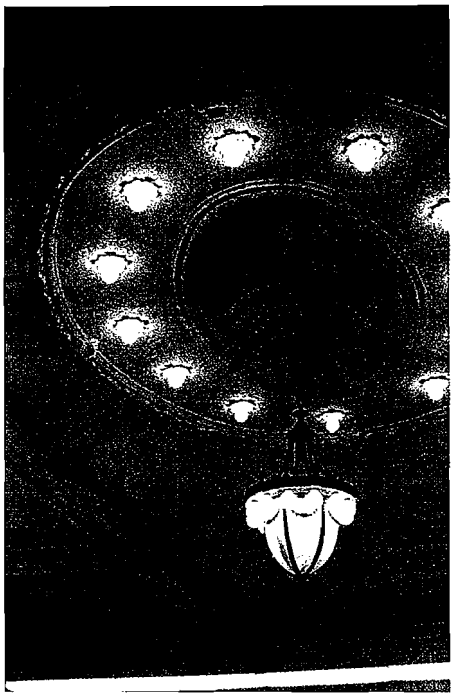
FLOORING AND MOSAICS

Courthouses often feature patterned marble or encaustic tile floors, tile mosaics, or terrazzo flooring. Indiana Landmarks staff reported that 29 percent of the historic courthouses had marble tile flooring, 20 percent had tile flooring (including 4 percent with encaustic tile), 14 percent had terrazzo flooring, and five percent had mosaic tile flooring. These materials were used because of their beauty, artistic character, durability, and fire resistance. In some buildings these flooring materials have been concealed by carpet, vinyl composition tile (VCT) or other materials.

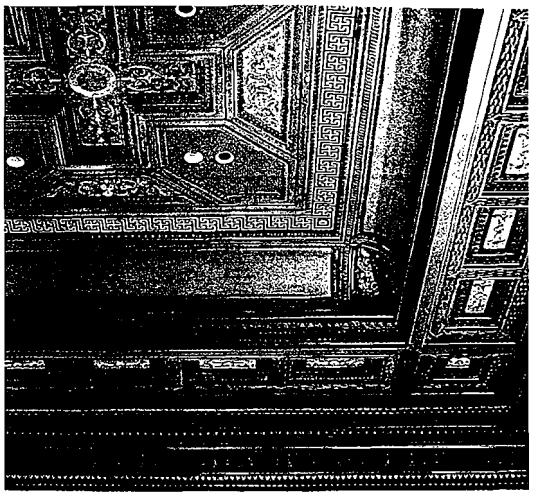
ORNAMENTAL PLASTER, WOODWORK, AND METALWORK

Plaster ornamentation, carved woodwork, and decorative metal features are all found in most historic courthouses. Plaster formed into decorative patterns on the ceilings and cornices of public spaces are major artistic features in many buildings. Other courthouses include ceilings made of pressed metal and with ornamental details. Several courthouses contain wainscoting of polished hardwoods along corridors, stairways and in courtrooms. Hardwood is also employed for stair balustrades and newel posts in many buildings. Late nineteenth century courthouses often contain cast-iron staircases.

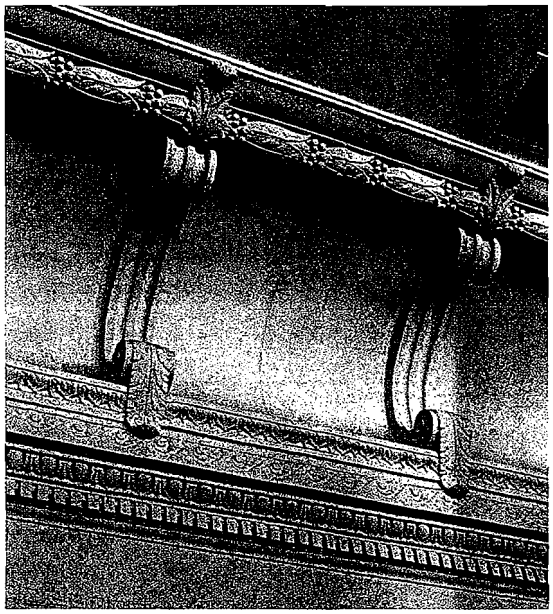
In some courthouses, elaborate plaster or metal ceilings are concealed by suspended ceilings and may have been hidden from view for decades. Woodwork may have been covered, painted, or placed in storage and forgotten. Uncovering and restoring these hidden features can dramatically change the appearance of the courthouse and its spaces, enhancing the experience of visiting and using the building and increasing public appreciation for the building.



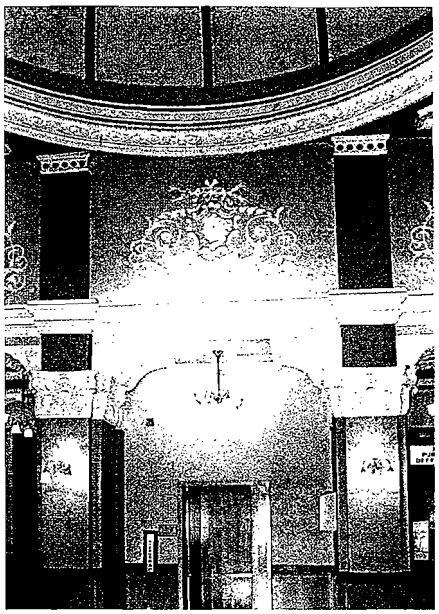
SULLIVAN [1]



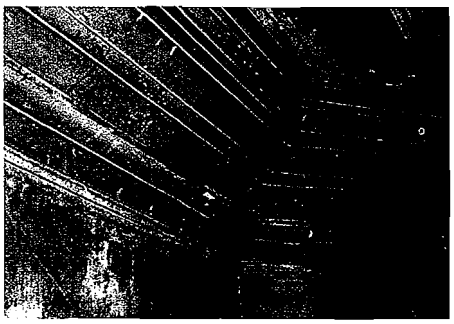
ST. JOSEPH [1]



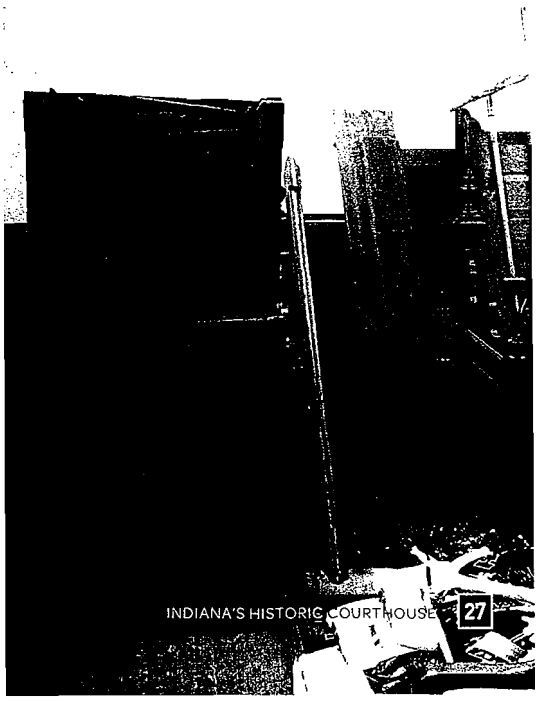
VERMILLION [1]



RUSH [1]



MONTGOMERY [1]

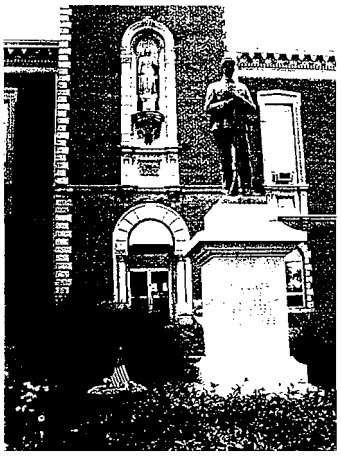


VANDERBURGH [2]

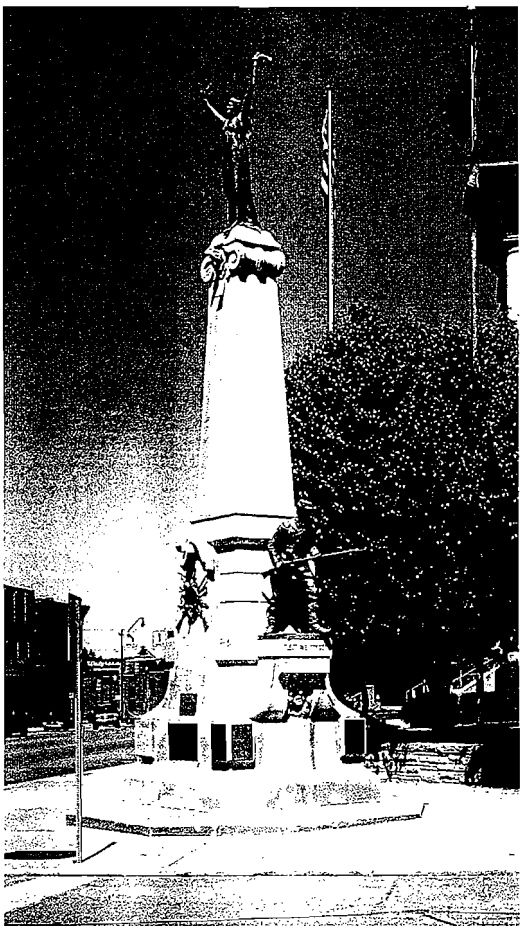
TOP: Ornamental plasterwork ornaments the ceilings of courtrooms in the Sullivan and 1897 St. Joseph County Courthouses.

CENTER: Decorative plasterwork in the Vermillion and Rush County Courthouses.

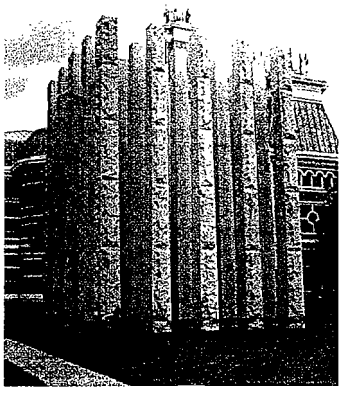
ABOVE & RIGHT: Many historic courthouses retain significant features and artworks that remain hidden above suspended ceilings or behind partitions or paneling. Woodwork, light fixtures, and other components removed during past alterations may be found in storage.



HENRY (2)



MONTGOMERY (4)



BARTHOLOMEW (4)

HENRY (1)

KNOX (1)

MONROE (1)

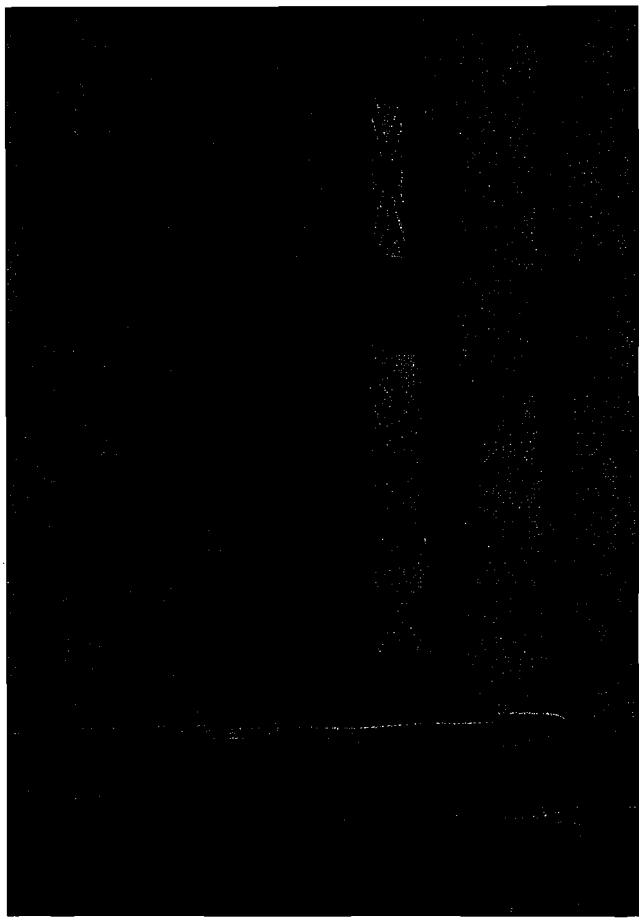
SITE

Most historic courthouses stand in a rectangular property that also contains other historic features. The lawn and walks may have been designed or laid out before 1960 and thus contribute to the sense of history on the square. The courthouse property also often serves as a county's primary memorial and commemorative space. Since the Civil War, monuments and memorials to the veterans of the county and other objects of historical or cultural importance have been placed on the lawns of courthouses. Frequently there are memorials commemorating the sacrifice of veterans during the Mexican-American War, the Civil War, the Spanish-American War, World War I, World War II, the Korean War, the Vietnam War, Desert Storm, the War in Iraq, and other conflicts. Some courthouse squares contain statues of notable local citizens who have played roles in the history of the county, the state, or the nation. According to the surveys returned by building superintendents, significant monuments and statuary are present on the grounds of 76 percent of the historic courthouses reporting.

Thirty-eight percent of the surveys completed by county building superintendents reported special landscape features on the courthouse grounds, including ornamental fences, fountains, paved plazas, and decorative plantings. Twenty-four percent of counties reported other historic buildings located either on the square proper or on an adjacent site, including former or current county jails or former county jails with attached sheriff's residences. In 18 percent of the surveys, non-historic buildings were reported on the square or a contiguous site. The lawn or landscape design, if historic, may include mature trees, ornamental plantings or flower beds, fountains, or historic light fixtures.

TOP: Historic veterans' memorials on the courthouse squares in Henry and Montgomery Counties. A contemporary veterans' memorial on the courthosue square in Bartholomew County.

LEFT: Allegorical statuary and decorative sculpture adorn the exteriors of the Knox, Henry, and Monroe County Courthouses.



SHELBY (1)

PARKE (4)

Special landscape features on courthouse grounds, may include ornamental fences, fountains, historic light fixtures, paved plazas, mature trees, and decorative plantings.

FINDINGS BY THE COMMISSION

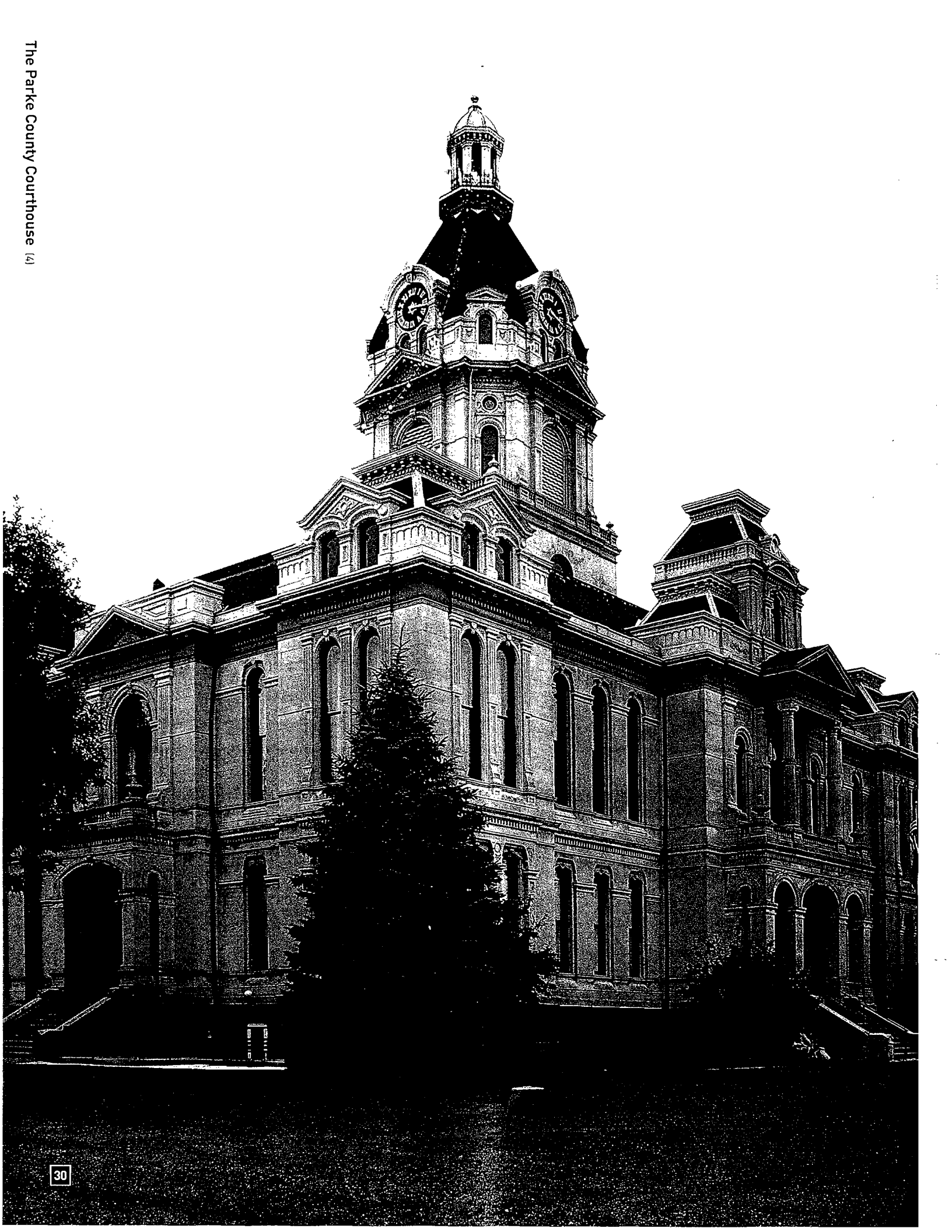
The Importance of Preserving Historic Courthouses to the History and Identity of County Seats and Counties

1. Historic courthouses are typically the most important element of physical identity for Indiana's county seat communities.

2. Historic courthouses provide a visual and psychological focus to courthouse squares, which in most county seats are the symbolic and economic centers of the community.

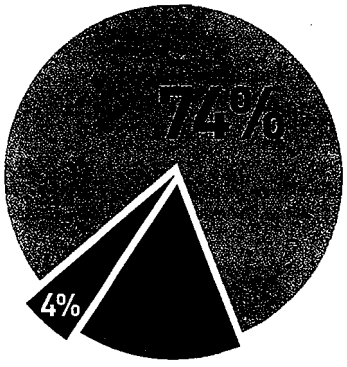
3. Indiana's historic courthouses are the most monumental and elaborate works of architecture in most counties and across the State—they help define Indiana's identity as well as that of their host communities.

4. Historic courthouses and the grounds around them house some of the State's finest displays of public art and decorative and ornamental design. These collections of paintings, murals, sculptures, monuments and memorials, and decorative reflection to county residents and of considerable interest to visitors.



The Parke County Courthouse (4)

The Importance of Preserving Historic Courthouses to the Economic Revitalization of County Seats and Counties



On a scale of one to five (with one being central and five having no connection), 74 percent of the courthouses covered in the County Commissioner survey were ranked in the range of one to two for connection to the county seat's commercial district. Fourteen percent were ranked in the range of three to four, and only four percent were ranked as having no connection with the county seat's commercial district.

In the past, Indiana's county leaders, like those in other states, recognized the importance of their courthouses to the local economy and to future economic development. They invested in stylish courthouses as symbols of pride and justice, but also saw them as demonstrations of prosperity for would-be investors. The costly materials, ornate embellishments, and imposing designs expressed confidence in the future.[31] Today, there is a growing awareness that courthouses still can play important roles in attracting economic investment in the downtowns of county seat communities.

LOCATION

The central location of historic courthouses provides the most convenient location for access by all of the users of county offices. In larger Indiana county seat cities, downtown locations are near bus lines and nearly all courthouse squares are located on major highways, allowing citizens to find and reach county offices easily. In smaller county seats, some residents can walk to the courthouse. With the growth of regional trails, bicyclists can travel conveniently to many courthouse squares. Citizens visiting county offices often also patronize downtown businesses. There are also close relationships between professional service providers, such as attorneys and title companies, and the county offices. If county functions are moved to locations outside of the downtown, travel time can be increased for some residents. Such moves may make accessing the courthouse less convenient for pedestrians, public transportation users, or cyclists. Re-location may also pull away from the courthouse square the professional services businesses that rely on proximity to the courthouse for their own convenience and that of their customers.

Retaining county functions in historic courthouses situated amid the established downtown commercial district ensures that a core group of businesses will remain in the downtown area. A recent study of local government buildings in Wisconsin concluded, "These community landmarks

31 Kelsey and Dyal, xvi.

serve as anchors to historic downtowns, providing jobs and services that many other businesses rely on for survival."[32] The continued use of historic county courthouses can encourage private development of properties on the courthouse square and adjacent streets. More investment downtown can help maintain a density of business traffic that boosts the local economy.[33]

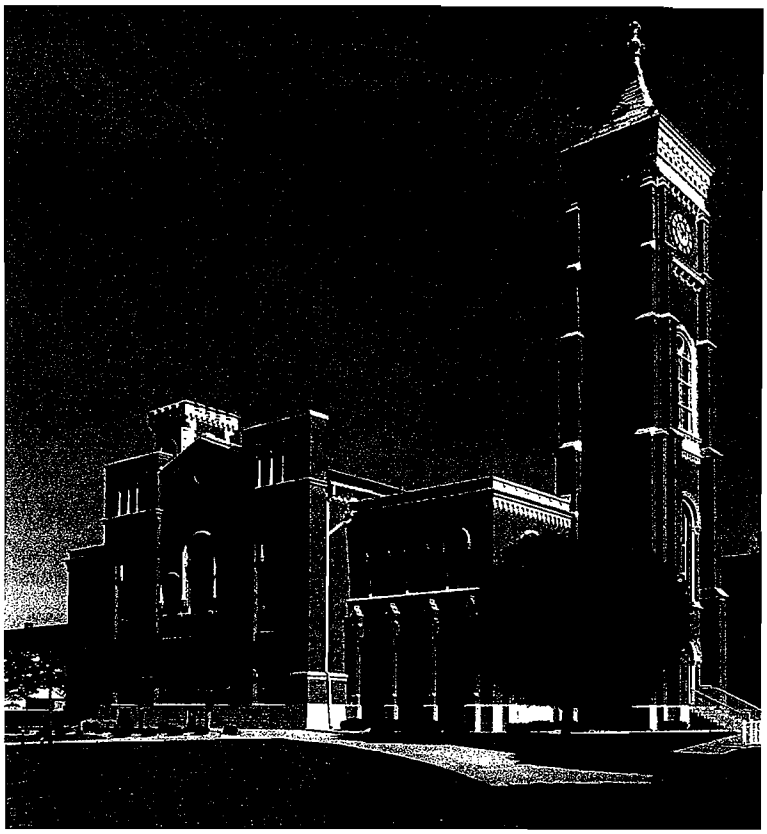
SENSE OF PLACE

Indiana courthouses and their courthouse squares also serve as critical landmarks in providing a sense of place and orientation within county seat. The courthouse often serves as the primary visual indicator for visitors or new residents of the location of the downtown business district. The sense of place imparted by a historic courthouse can have far-reaching impacts on civic pride, community identity, and the local economy. On a scale of 1-5 (with 1 being central and 5 having no connection), 74 percent of the courthouses covered in the survey of county commissioners were ranked in the range of 1-2 for connection to the county seat's commercial district. Fourteen percent were ranked in the range of 3-4, and only 4% were ranked as having no connection with the county seat's commercial district.[34]

A 2010 report on the preservation of historic municipal buildings in Wisconsin notes:

Individually and collectively, our municipal buildings create a marketable sense of place... A community's identity is critical in a competitive development market. Preservation, particularly of municipal buildings, can help create a sense of place that makes a community stand out. Many communities have used their unique identity to forge a strong brand image that generates heritage tourism, attracts visitors, and helps fuel their economy.[35]

The same observations could be made about Indiana's historic courthouses, which more than historic city halls or other municipal structures, project a strong sense of identity for their communities.



DECATUR [1]

Historic courthouses project a strong sense of identity for their communities. The Decatur County Courthouse is known for the tree that has grown from its tower since 1870.

FRANKLIN [7]

County Courthouses may also attract investors to rehabilitate buildings on or near the courthouse square due to the marketability of buildings near a place with a sense of history and character.

32 Mathis and Van Erem, 41.

33 Mathis and Van Erem, 4.

34 There appeared to be several cases where the 1-5 scale was misinterpreted by survey respondents who regarded 5 as central and 1 as having no connection. These instances were corrected where possible. 6% of respondents did not answer this question..

35 Mathis and Van Erem, 6.

These buildings act as anchors for businesses that are tied to county services or customers who use the courthouse. They may also attract investors to rehabilitate buildings on or near the courthouse square due to the marketability of buildings near a place with a sense of history and character. As an example, former California resident Monna Goforth in 2003 and 2006 purchased and rehabilitated two historic buildings near the Randolph County Courthouse Square because she was impressed with the sense of place provided by the courthouse and its square and with the affordability of buildings in Winchester. In Rising Sun, harp makers William and Pamela Rees decided they could cut their operating costs and work on a Main Street with a small town atmosphere by relocating their harp business, Rees Harps Inc., near both the historic courthouse and a historic church building with a spire similar to the towers on many courthouses.

What draws investors, businesses, and new residents to historic commercial buildings near a courthouse and to homes in downtown neighborhoods is the uniqueness of civic buildings, public squares, street patterns, building styles, and mix of people that are found in that particular county seat community. Economist Donovan Rypkema observes that while another city or town that is competing for new businesses may duplicate a county seat's offerings with respect to water lines, industrial parks, tax rates, or permitting processes, no one else can duplicate the uniqueness of its historic buildings, downtown district, or neighborhoods.[36]

The Advisory Council on Historic Preservation has identified a number of community benefits from historic preservation projects, including new businesses formed; private investment stimulated; tourism stimulated; increased property values; enhanced quality of life, sense of neighborhood, and community pride; new jobs created; increased property and sales taxes; and pockets of deterioration and poverty diluted.

ECONOMIC DEVELOPMENT

The Wisconsin report on the preservation of historic municipal buildings examined numerous case-studies and found a strong correlation between investment in these buildings and local economic development. A strategic investment in a prominent local government structure attracts the attention of private investors and begins momentum toward the revitalization of nearby depressed downtowns and neighborhoods. The Wisconsin study reported that when compared to new construction, "older and historic buildings, once renovated, tend to enjoy longer life spans and hold their value longer, thereby generating more leverage that stabilizes and enhances property values."[37]

The preservation and appropriate maintenance of a major historic landmark like a county courthouse can also have a significant impact on the value of nearby private property.

After the restoration of the Tippecanoe County (Indiana) Courthouse was completed in 1992, County Commissioner Nola Gentry observed: "All three of the commissioners are proud of the restoration, as are our constituents... Our courthouse is the crown jewel of Tippecanoe County."[38] Gentry continued: "I've had fiscally conservative constituents approach me and say it's about time we spent our money on something worthwhile... It was well worth the money. Our public investment in the courthouse has been an economic boom for downtown, and we've even seen other buildings restored as a result."[39] The restoration of the Tippecanoe County Courthouse served as a catalyst for reinvestment in downtown Lafayette, leading to the rehabilitation of countless historic buildings over the following decade, drawing new residents and businesses to the downtown.

36 Rypkema 24.

37 Mathis and Van Erem, 3-4.

38 Mark Dollase, "Courthouse Updates Require Ingenuity," Indiana Preservationist, January-February 1994, 10.

39 Dollase, 11.

The preservation and appropriate maintenance of a major historic landmark like a county courthouse can also have a significant impact on the value of nearby private property. In contrast, the demolition or abandonment of a historic courthouse would eliminate major economic development opportunities for both the county and the county seat community.

The Wisconsin study concluded that rehabilitation of historic local government structures creates a "win-win situation for the entire community." Rehabilitation and adaptation for new county uses creates jobs, retains more money in the community, increases the property tax base, avoids the need at outlying locations for new infrastructure to accompany new county buildings, attracts tourists with outside spending, and helps make the historic core of the community viable long term.[40] Reuse of these buildings utilizes existing urban infrastructure, avoiding the costs associated with development on previously undeveloped land. This approach also helps preserve property values in the center of the community, providing a stable base for funding public services.

NEW CONSTRUCTION VERSUS REHABILITATION COSTS

New construction is often said to be less expensive than rehabilitating an existing building for a comparable use. The perceived cost savings of new construction may be substantially lessened by the shorter life expectancy of many new buildings. Most buildings constructed today are anticipated to be useable for approximately 30-40 years, giving a smaller return on investment than the average rehabilitated building.[41] When compared to new construction, older buildings, after rehabilitation, tend to last longer and hold their value longer. Sustained value of the county courthouse can in turn help stabilize and increase property values in the downtown district around it.[42]

REHABILITATION AND OPERATING COSTS

Case studies over the past 40 years have shown that many historic buildings can be rehabilitated economically while retaining their historic character. A study prepared by the U.S. Department of Defense, owner of a large number of buildings of various types and ages, found that negative effects associated with its historic buildings were generally "the result of poor planning, rather than a condition caused by the resource itself."[43] There is also sometimes a misconception that historic buildings are more expensive to operate than new buildings. However, a study of historic federal buildings found that "the overall operating costs per rentable square foot for historic buildings were 10 percent less than for non historic buildings. Cleaning costs were 9 percent less, maintenance costs were 10 percent less, and utility costs were 27 percent less."[44]

REHABILITATION COST AND JOB CREATION

Unlike most new construction projects, rehabilitation of historic buildings like courthouses requires skilled local labor. Economist Rypkema notes that "historic preservation is one of the highest job-generating economic development options available."[45] Rehabilitation projects can spend up to 70 percent of project costs on skilled labor, often hired locally, keeping this money within the community.[46] The 2010 report on the preservation of historic municipal buildings in Wisconsin notes:

Investment in preservation also creates more jobs than comparable expenditures in new construction. Because rehabilitation is more labor intensive and less material intensive, it tends to generate more jobs per million dollars expended. Those jobs will be skilled local construction trades. Studies show that rehabilitation involves purchases from local suppliers and retailers, keeping both labor and materials dollars circulating within the community. Demolition, on the other hand, has little economic advantage.[47]

Studies of the economic impact of historic preservation in other states have reached similar conclusions. For example, in New Jersey, $1 million spent rehabilitating non-residential buildings was found to generate 38.3 jobs in the national construction supply chain and 19.3 jobs in the state and local economies. In contrast, $1 million in new non-residential construction generated 36.1 jobs in the national economy and 16.7 jobs in the state and local economies.[48]

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40 Mathis and Van Erem, 6.

41 Federal Heritage Buildings Review Office Code of Practice, quoted in Rypkema 48.

42 Mathis and Van Erem, 3-4.

43 The Benefits of Cultural Resource Conservation, quoted in Rypkema 49.

44 "The Economics of Preserving Historic Federal Buildings," Forum News, quoted in Rypkema 50.

45 Rypkema 11. The study further notes: "In Michigan, $1 million in building rehabilitation creates 12 more jobs than does manufacturing $1 million worth of cars... In Oklahoma $1 million of rehabilitation creates 29 more jobs than pumping $1 million worth of oil... In South Dakota $1 million of rehabilitation creates 17 more jobs than growing $1 million worth of agricultural products," 11-12.

46 *The Economic Benefits of Historic Preservation in Colorado*, quoted in Rypkema 11.

47 Mathis and Van Erem, 4.

48 "Economic Impacts of Preservation in New Jersey and Texas," *Forum Journal*, quoted in Rypkema 12.

Economic Benefits of the Historic County Courthouse

The continued use of historic county courthouses can influence private development of surrounding properties and can encourage a density of users who are beneficial to the local economy.

Appendix B contains additional information on the economic impact of historic courthouse restoration and rehabilitation in Texas

The Advisory Council on Historic Preservation has identified a number of community benefits from historic preservation projects, including:

- **New businesses formed**
- **Private investment stimulated**
- **Tourism stimulated**
- **Increased property values**
- **Enhanced quality of life, sense of neighborhood, and community pride**
- **New Jobs Created**
- **Increased Property and Sales Taxes**
- **Pockets of Deterioration and Poverty Diluted***

A 2005 University of Wisconsin Extension Service study found that downtowns with county courthouses and government centers realize the following advantages over downtowns without these functions:

- **8.4 percent more business**
- **7.4 percent more retail businesses**
- **25 percent more professional, technical, and scientific businesses, including a greater number of law offices**
- **53 percent more traveler accommodations**

* Rypkema 13

ECONOMIC IMPACTS OF CONTINUED COURTHOUSE USE

In addition to the economic benefits that come from the preservation and rehabilitation of historic courthouses, the continued use of these structures has a marked impact on the economy of the county seat. A 2010 study of the Hendricks County Courthouse in Danville, prepared by the Center for Urban Policy and the Environment, Indiana University Public Policy Institute, examined the economic impact of a downtown courthouse on the local economy. The study found that the courthouse performs in a similar manner to an anchor store, "attracting individuals who might not otherwise visit downtown to shop, dine, and contribute to the downtown's vibrancy." The courthouse also contributes the spending of its employees to the downtown economy, estimated to be between $2,500 and $3,000 per year. [49]

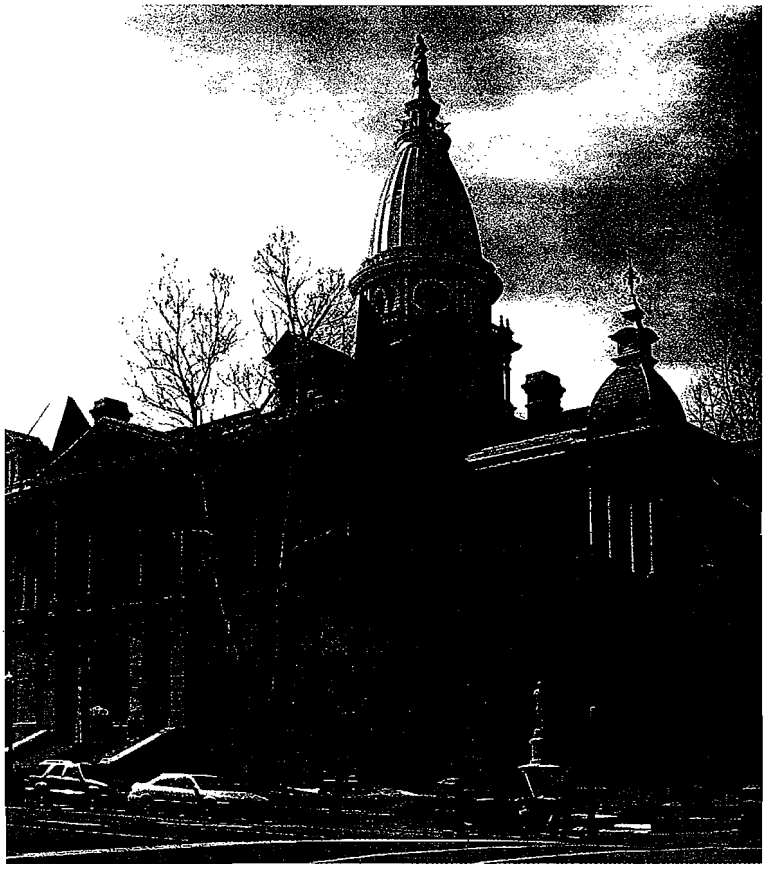
A 2005 University of Wisconsin Extension Service study found that downtowns with county courthouses and government centers realize the following advantages over downtowns without these functions: [50]

- 8.4 percent more business
- 7.4 percent more retail businesses
- 25.0 percent more professional, technical, and scientific businesses, including a greater number of law offices
- 53.0 percent more traveler accommodations

The 2010 Danville courthouse study also looked at the downside of a courthouse moving from the downtown and pulling with it professional services who rely on access to the courthouse for much of their income. The study concluded that there was a "non-quantifiable risk" involved to the local economy if such professional services relocated from the downtown. [51] A 2003 study done for Planning Commissioners Journal found that when a public facility migrated even a few blocks from downtown, local merchants reported a noticeable decline in their business. On the other hand, when government functions were moved to downtown, existing businesses seemed to experience an increase in their income and new businesses startups increased.[52]

HENDRICKS (1)

A 2010 study of the Hendricks County Courthouse in Danville, Indiana, prepared by the Center for Urban Policy and the Environment, Indiana University Public Policy Institute found that the courthouse performs in a similar manner to an anchor store, "attracting individuals who might not otherwise visit downtown to shop, dine, and contribute to the downtown's vibrancy."



TIPPECANOE (4)

The restoration of the Tippecanoe County Courthouse served as a catalyst for reinvestment in downtown Lafayette, leading to the rehabilitation of countless historic buildings over the following decade, drawing new residents and businesses to the downtown.

49 Philip Langdon, "Public Buildings Keep Town Centers Alive" in *Planning Commissioners Journal* 49 (2003) 2; Center for Urban Policy and the Environment, The Contributions of the Courthouse in Downtown Danville (Indianapolis: Center for Urban Policy and the Environment, 2010) 1..

50 Ryan Zigelbauer, Bill Ryan and Steve Grabow, *The Importance of Government Facilities in Downtowns: An Analysis of Business Establishments in Wisconsin's County Seats* (University of Wisconsin Extension, 2005) 12.

51 The Contributions of the Courthouse in Downtown Danville 1.

52 Phillip Langdon, "Public Buildings Keep Town Centers Alive" in Planning Commissioners Journal 49 (2003) 1-7, cited in *The Contributions of the Courthouse in Downtown Danville* 2.

A 2000 study of Snohomish County, Washington, found that "relocating county offices from downtown caused a direct loss of business to downtown shops and services." The authors also noted a loss of customers who came downtown to do business at the county offices. Of respondents to a counter survey, 79 percent indicated that they "always or occasionally combine trips to the county facilities with other business downtown." [53]

TEXAS AND THE ECONOMIC IMPACT OF REHABILITATING HISTORIC COURTHOUSES

One state has begun to capitalize on the economic development potential of statewide courthouse restoration and rehabilitation. In 1999, the State of Texas created the Texas Historic Courthouse Preservation Program (THCPP) within the Texas Historical Commission. Through this program, the State launched the largest preservation grant program ever initiated by a state government. As of 2009, the THCPP had allocated $207 million in partial matching grants to 68 counties for restoration of their historic courthouses. Analysis of this funding and the resulting projects determined that construction activity related to the THCPP had generated more than 7,750 jobs and nearly $17 million in local taxes within 10 years. [54]

Appendix A contains information on how nine Indiana counties have funded rehabilitations of their historic courthouses.

53 The Contributions of the Courthouse in Downtown Danville 2.

54 "Texas Historic Courthouse Preservation Program Sparks Downtown Revitalization," Forum News (July-August 2009) 3; Courthouse Cornerstones: An Update of the Texas Historic Courthouse Preservation Program (Austin: Texas Historical Commission, 2009) 12.

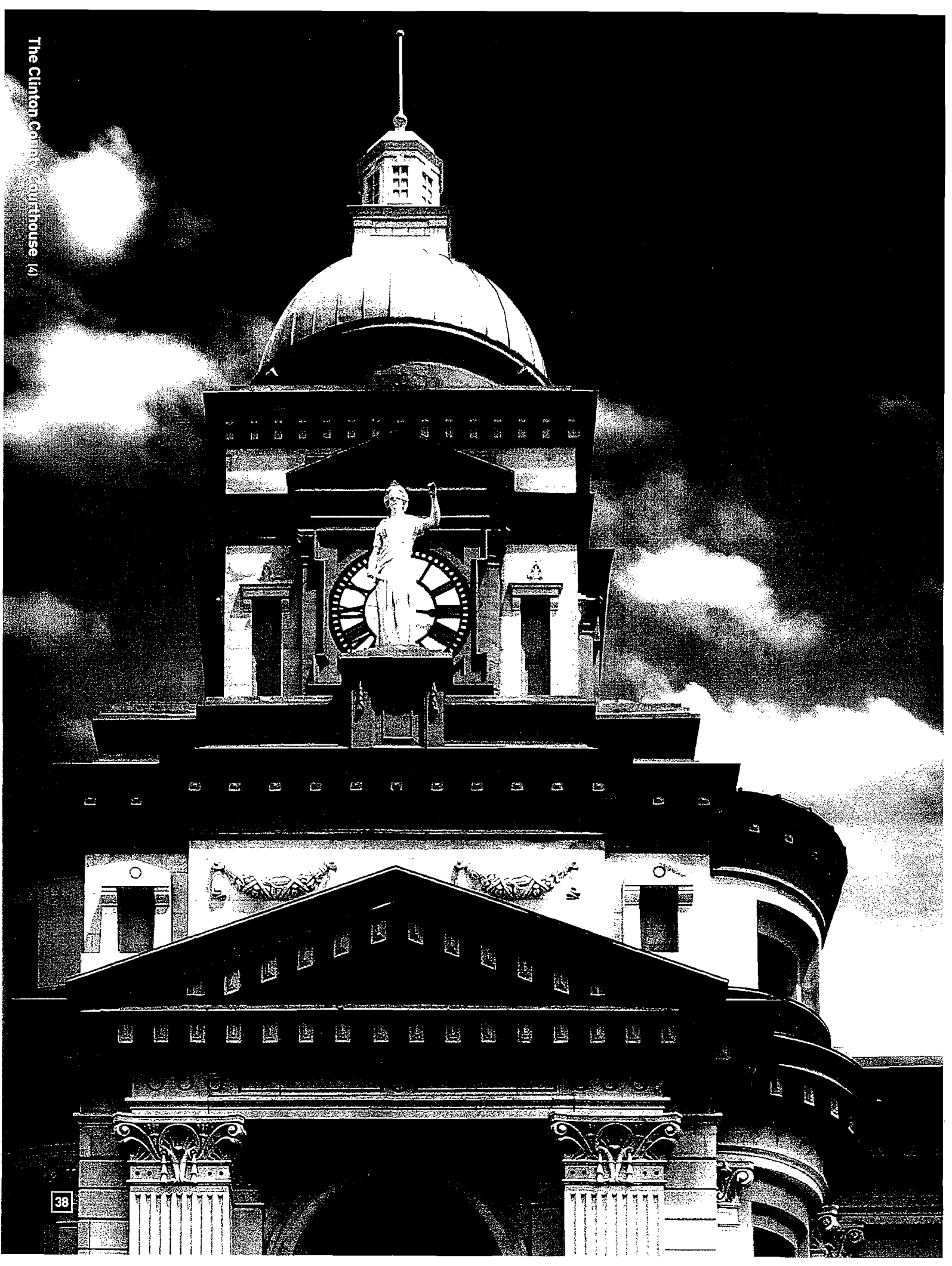
FINDINGS BY THE COMMISSION

The Importance of Preserving Historic Courthouses to the Economic Revitalization of County Seats and Counties

1. **As centers for providing county services, Indiana's historic courthouses help support a critical mass of commercial activity in county seat downtowns. This activity includes service businesses related to the functions of county offices and retail businesses that draw a range of customers to the downtown.**

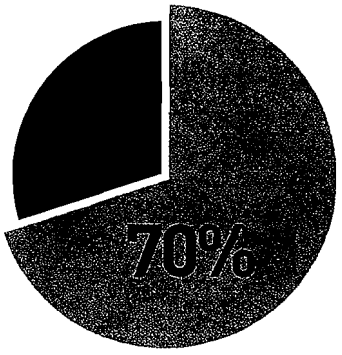
2. **Historic courthouses attract the attention and interest of visitors, together with the courthouse squares and downtowns surrounding them. The courthouses, courthouse squares and surrounding downtown areas are natural attractions for tourism and have the potential to bring significant economic impact for the county seats through increased tourism spending.**

3. **Growing numbers of investors and small business owners from outside the State are attracted to the small town feeling and architectural character of rural communities. Especially attractive are the county seats of Indiana, with their public squares composed of historic courthouse, surrounding grounds, and nineteenth and twentieth century architecture facing the streets bordering the squares. Such investors, small businesses, and their employees are looking or a sense of time and place in the communities where they work and live and are willing to invest in downtown buildings and residences.**

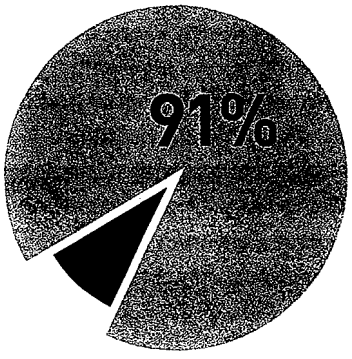


The Clinton County Courthouse (4)

The Condition of Indiana's Historic Courthouses



Eighty-two percent of counties responding reported that their courthouse retained 70 percent or greater of its historic integrity or character.



Ninty-one percent of counties reponding reported that the historic features of the courthouse were "important."

The present condition of Indiana's historic courthouses varies considerably. Some have received regular, appropriate maintenance and been rehabilitated according to historic preservation guidelines, remaining in excellent overall condition. Others have been remodeled in a piecemeal fashion, suffered from deferred or inappropriate maintenance, or have been altered in ways that are not sympathetic to the original designs. Some Indiana courthouses exhibit a combination of good and inappropriate practices. Overall, most of Indiana's historic courthouses remain in stable condition. However, many courthouses require repair of building features, updates of building systems, and other rehabilitation. Lack of regular maintenance, due to limited funding, leads to deterioration. Deferred or improper maintenance remain the greatest challenges for historic courthouses in the years to come.

Proper, regular maintenance can significantly reduce the need for restoration or rehabilitation by preventing damage and addressing problems before they spread or worsen. In the Commission's survey of county judges, 47 percent reported that their courthouse has some sort of annual program of preventative maintenance, while 38 percent said that their building did not have a regular maintenance program in place. [55]

INTEGRITY/CHARACTER

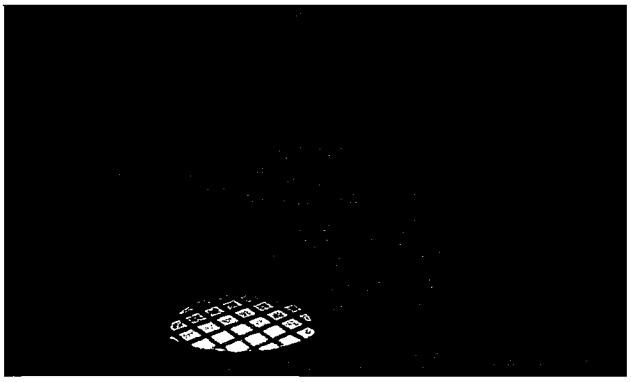
Of the county commissioners responding to the Commission's survey, 82 percent reported that the courthouse retained 70 percent or greater of its historic integrity or character. Less than 1 percent reported a courthouse with less than 50 percent of its historic integrity. On a scale of 1-10 (with 1 being original and 10 being extensively altered), 74 percent were ranked as retaining the historic character of their original finishes in the range of 1-3, 22 percent were ranked in the range of 4-5, and only 4 percent were ranked in the range of 6-10. [56] Ninety-one percent of the 49 boards of county commissioners responding reported that the historic features of their courthouses were "important."

55 15 percent of respondents were uncertain or did not answer this question.

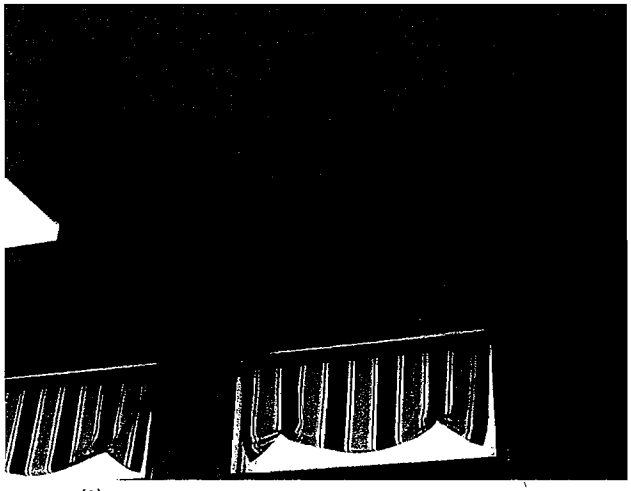
56 There appeared to be several cases where the 1-10 scale was misinterpreted by survey respondents who regarded 10 as original and 1 as extensively altered. These instances were corrected where possible.

NOBLE (1)

Commissioners responding reported persistent exterior problems, including masonry issues



VANDERBURGH (2)



WARREN (1)

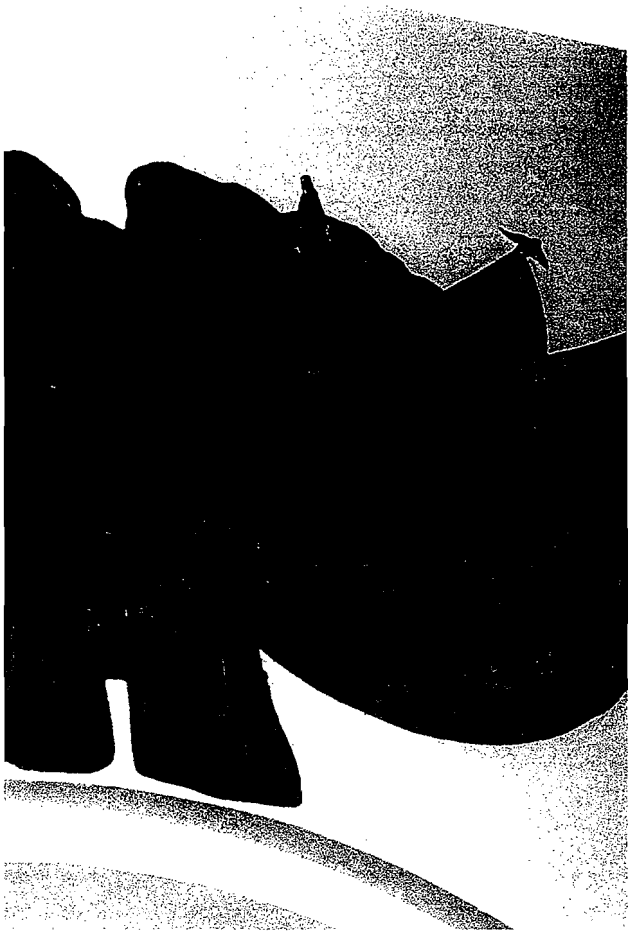
Most interior issues appeared to be related to moisture problems caused by deferred or improper maintenance of the building exterior.

MAJOR SOURCES OF DETERIORATION: EXTERIOR

Surveys completed by the county commissioners and building maintenance staff indicate that water intrusion due to deferred maintenance and improper maintenance appears to be the most frequent source of exterior deterioration in Indiana's historic courthouses. These factors contribute to the deterioration of masonry and other exterior building materials: 34 percent of commissioners responding reported persistent exterior problems, including masonry issues (6 percent). When left untreated or when improperly repaired, water infiltration can damage both the interior and exterior of the building. Proper maintenance and prompt attention to exterior problems can significantly reduce the damage and the subsequent costs of repairs. Repairs must be made in an appropriate manner to ensure long-lasting and effective resolution. Improper repairs can lead to additional damage and increased cost for future repairs.

MAJOR SOURCES OF DETERIORATION: INTERIOR

The building superintendents' survey found that 30 percent of the historic courthouses reporting had persistent problems with deterioration of interior finishing materials—walls, floors, ceilings, etc. Most issues appeared to be related to moisture problems caused by deferred or improper maintenance of the building exterior. These moisture-related problems included damage from roof and external wall leaks, typically leading to plaster deterioration and peeling paint. Deferred maintenance and improper maintenance procedures have contributed to the moisture issues in many cases. The Indiana Landmarks surveys observed plaster damage in the public areas of four courthouses. In one courthouse structural issues were believed to have caused damage to decorative plaster details and murals.



PARKE [4]

Water or moisture penetration from the courthouse exterior can cause damage to the plaster beneath the decorative treatments and then to the treatments themselves.

SECONDARY CONDITION ISSUES

Indiana's historic courthouses contain large numbers of artworks and decorative features that require careful and appropriate stewardship. The Indiana Landmarks surveys found that 36 percent of historic courthouses contain decorative or faux painting (including graining and marbleized finishes) on interior walls or ceilings, murals painted or mounted on walls in corridors, stairwells, or courtrooms, or stenciling on walls or ceilings. Water or moisture penetration from the exterior can cause damage to the plaster beneath the decorative treatments and then to the treatments themselves. The decorative plaster ornamentation on ceilings and walls is susceptible to damage from water penetration and improper repair procedures. Art glass windows and skylights require proper maintenance and repair procedures to prevent damage or deterioration. Marble, mosaic and encaustic tile floors all can suffer from the effects of water, but also require regular maintenance to address the effects of regular use.

FINDINGS BY THE COMMISSION

The Condition of Indiana's Historic Courthouses

1. **Overall, most of Indiana's historic courthouses are in stable condition.**

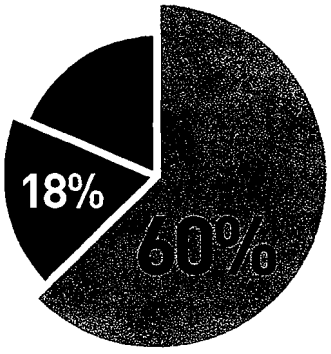
2. **Many historic courthouses suffer in both their exteriors and interiors from water and moisture infiltration, usually due to deferred maintenance or improper maintenance and repair techniques and unanticipated effects of changes in building operating systems.**

3. **The large numbers of artworks and decorative features in historic courthouses require careful stewardship and appropriate conservation techniques. Water and moisture penetration from the exterior can damage or destroy the artistic heritage of the courthouses and stopping such penetration and securing the interior from moisture should be a top priority for rehabilitation efforts in every courthouse.**

The Monroe County Courthouse (1)

The Need for Rehabilitation, Restoration, and Maintenance of Historic Courthouses

All buildings require periodic rehabilitation to remain in service for an extended period of time. Indiana's historic courthouses have served their respective counties for many decades and require periodic maintenance and upgrades to extend their useful lives into the future. Studies show that older and historic buildings that have been rehabilitated tend to enjoy longer life spans compared with new construction, providing the greatest long-term return on investment.[57] Spending funds on appropriate, regular maintenance activities, periodic rehabilitation of deteriorated features and adaptation of obsolete spaces or features for new uses is a strategic investment in the long-term future of historic courthouses.



Sixty percent of 50 courthouses reporting have been renovated 1 to 3 times, while a reported 18 percent have been renovated 4 or more times. Sixteen percent of courthouses were reported to have never undergone a major renovation.

Past Remodelings or Rehabilitations

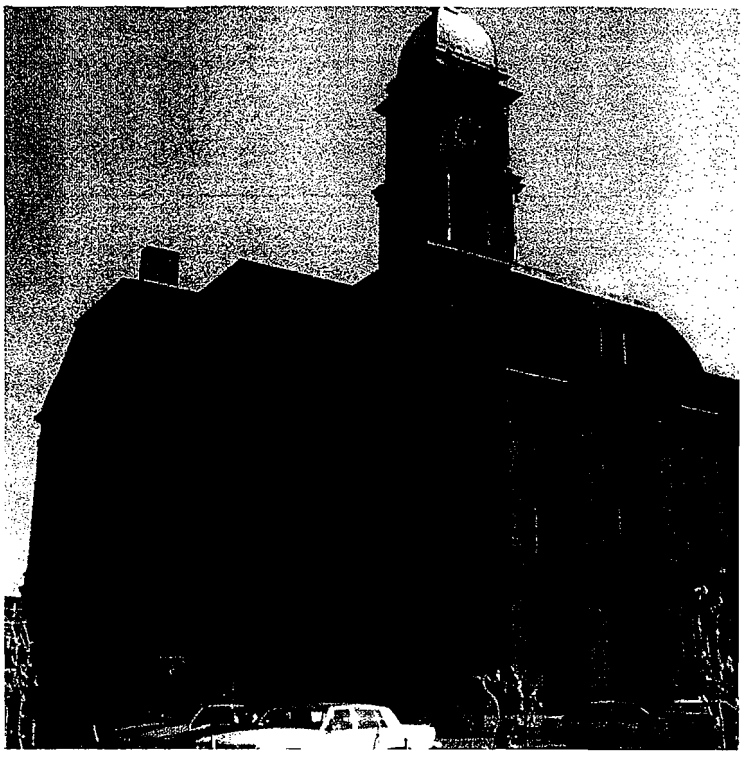
Forty-four of the 49 survey questionnaires returned by county building superintendents provided the year in which the last remodeling or rehabilitation was carried out at the courthouse. Of those, 17 indicated that their courthouse had been remodeled or rehabilitated within the last 10 years (since 2001). Of the remaining 26 responses, four stated that their courthouse had last been remodeled or rehabilitated prior to 1967, four indicated that their building had been given such treatment between 1980 and 1989, and nine that their courthouse had been remodeled or rehabilitated between 1990 and 1999. The average year of renovation for the historic courthouses reporting was 1995. The scope of the remodelings or rehabilitations varied widely; some involved comprehensive systems updates and exterior or interior rehabilitation, while others were limited to one part or feature of the courthouse. According to the building superintendents' survey, 60 percent of the courthouses reporting have been renovated one to three times, while 18 percent have been renovated four or more times. Sixteen percent of the historic courthouses covered by the superintendents' responses have never undergone a major renovation.

57 Federal Heritage Buildings Review Office Code of Practice, quoted in Rypkema 48; Mathis and Van Erem, 3-4.

58 Some courthouses have more than one material used in their floor and ceiling assemblies.

Need for Structural Rehabilitation

The 49 surveys returned by county building superintendents indicated that 75 percent of all interior walls for the reporting courthouses were of masonry load-bearing construction, 24.5 percent were of frame construction, and 10 percent of reinforced concrete construction or other materials. Some buildings have multiple wall types. Fifty-seven percent of floor and ceiling assemblies were reported to be of reinforced concrete construction, 29 percent of masonry vault construction, and 18 percent of frame construction.[58] Sixty percent of the reporting courthouses have extensive built-in light construction (suspended ceilings, frame partitions, etc.). Fifteen percent of courthouses were indicated as requiring structural repairs of some nature. Whenever a change in use occurs, the floor structure should be evaluated to verify its loading capacity. This is particularly important where high-density filing cabinets and other large weights introduce heavily concentrated loads.



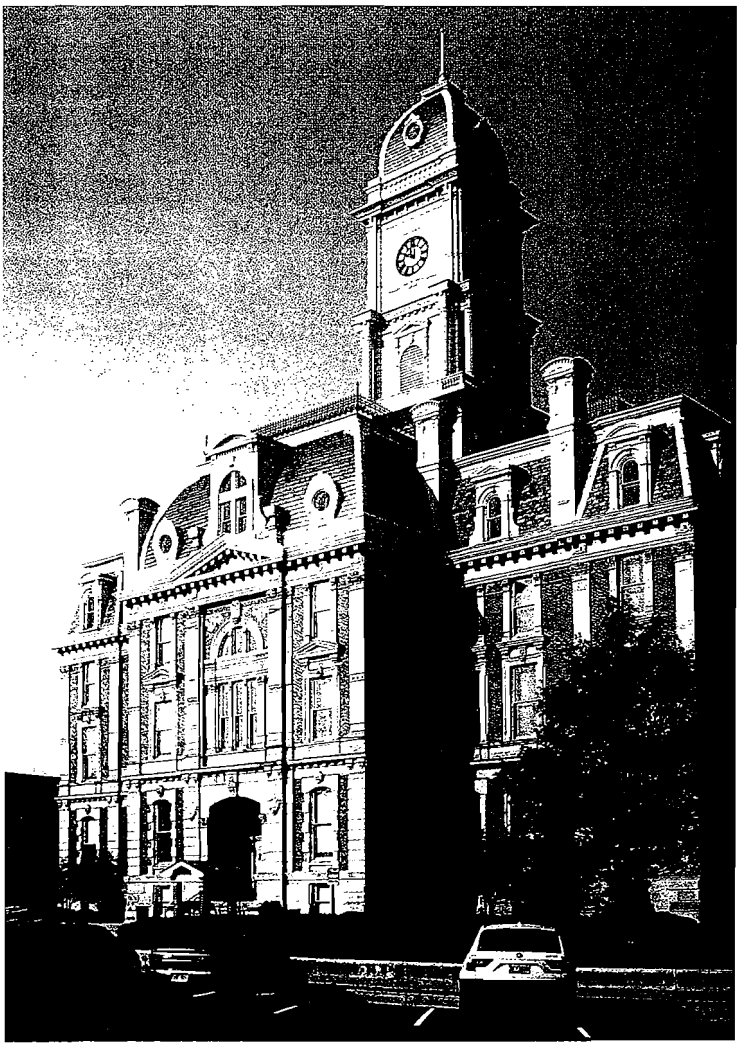
HAMILTON / BEFORE (1)

Need for Exterior Rehabilitation

The exterior envelope of any building is its first line of defense against the effects of weather: rain, snow, ice, and wind. Exterior damage to the building envelope can result from deferred maintenance and improper maintenance methods. Water penetrating through damaged exterior features is responsible in turn for much of the interior deterioration found in Indiana's historic courthouses. A regular inspection and maintenance schedule using appropriate methods can prevent the penetration of moisture, and prompt attention can prevent small leaks from causing larger, more expensive issues.

ROOFS

Maintaining a watertight roof is the most fundamental step in preventing the water and moisture penetration that causes most deterioration and maintenance problems. Eighteen courthouses of those reporting from the building superintendent surveys have seen roof replacements during the past 10 years, while 12 of the 49 courthouses reporting had roof replacements in the 1990s, and five had replacements in the 1980s. The average date of the last roof replacement for Indiana courthouses is 1998. Roofing materials may include the original materials, such as slate, metal, or tile, or modern materials, such as rubber, asphalt, or other materials. Often, original and modern materials are used in combination. Inspection, maintenance, and repair or replacement of roof materials, roof drains, downspouts, and gutters are critical measures that every county should undertake regularly. Deferral or neglect of these duties can lead to extensive and costly maintenance or rehabilitation issues.



HAMILTON / AFTER (4)

The dormers and chimneys of the Hamilton County Courthouse had been removed during a 1937 remodeling. They were recreated during the building's exterior restoration in 1993.

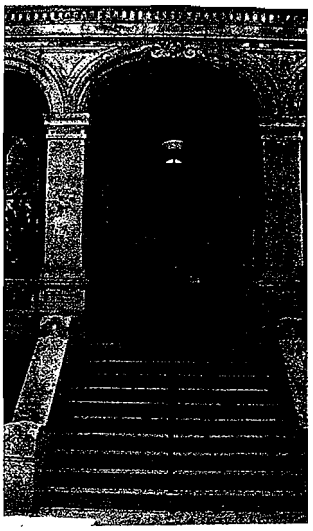
MASONRY

In the courthouses on which building superintendents reported, the superintendents identified 34 percent as having persistent exterior problems, including 6 percent having issues involving the exterior masonry. Masonry issues should be addressed through appropriate maintenance measures, such as tuck-pointing with compatible mortars. Appropriate, gentle cleaning methods should be used to remove soiling while avoiding damage to the masonry. Some methods often attempted can cause permanent damage to the building, such as the use of incompatible mortar to tuck-point a wall constructed with soft lime putty mortar, the application of some surface sealants, and the sandblasting of brick or stone. Such methods often accelerate deterioration of existing materials, compounding and increasing problems rather than solving them.

WINDOWS AND DOORS

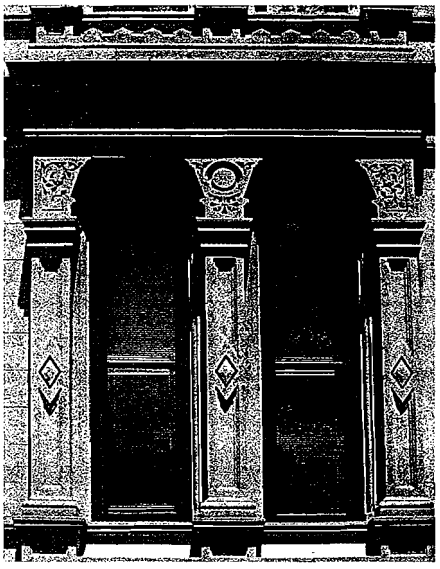
According to the responses received from county building superintendents, 32 percent of the 49 courthouses reporting retain their historic windows, and 44 percent retain their historic entrance doors. The remaining 68 percent of the courthouses reporting had replacement windows of wood (24 percent), metal, (65 percent), vinyl (9 percent), or other materials. Some of the 49 courthouses have insulated glass windows (64 percent), others have single-glazed windows with storm windows (14 percent), and some have single-pane glazing (18 percent). Of those courthouses with insulated glass in their windows, at least some appear to have retained their historic wood or metal sashes, with the glass installed in the sashes. Nine building superintendents

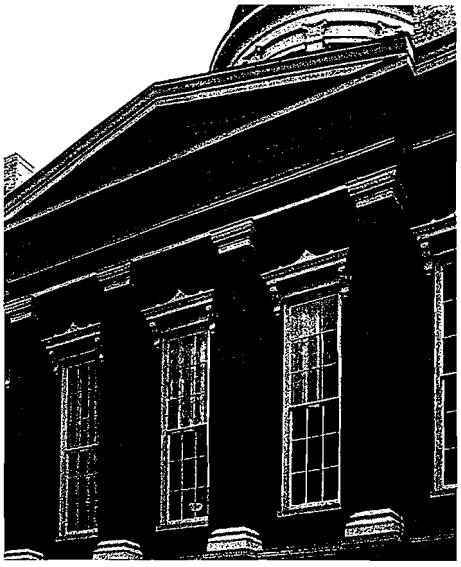
UNION [1]

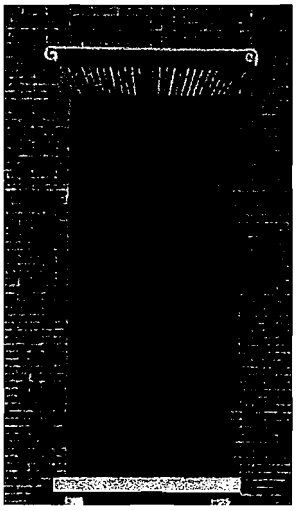


PARKE [1]

The Union and Parke County Courthouses retain their historic entry doors.







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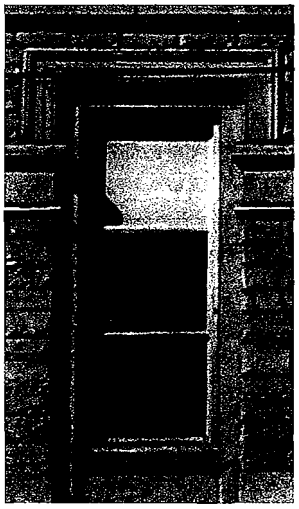

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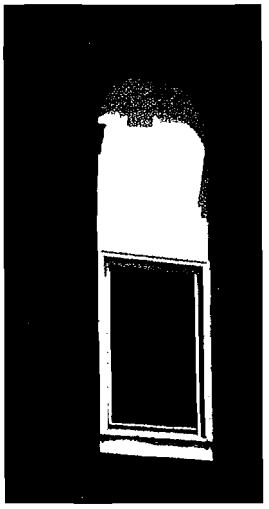


[2]

TOP: Appropriate replacement windows at the Parke and Switzerland County Courthouses fill the entire opening and match the appearance of the historic windows. ABOVE: Inappropriate replacement windows downsize the opening or include infill panels.

reported that their exterior windows were drafty or loose, two reported rotted windows, and two reported at least some windows were inoperable.

Periodic maintenance of the historic windows and doors, including refinishing or repainting with appropriate materials and methods, can extend the useful life of these building components far into the future. Drafty or loose windows can be caulked and weather-stripped. Inoperable windows can be made operable. Historic wood and metal windows can outlast new replacement windows, if properly maintained. Wherever possible, historic windows should be retained and restored. [59]

Retaining and rehabilitating historic windows not only preserves the overall design and character of the each courthouse, but is usually a more cost effective approach long term. Most current replacement windows, made of vinyl or other common replacement materials, have life spans of between 15 and 45 years and will need to be replaced at the end of their expected lives. [60] Without proper maintenance, such replacement windows may require replacement even before the end of their projected life spans, while properly maintained old-growth wood window sashes may survive hundreds of years. [61]

Need for Interior Rehabilitation

According to the county commissioners completing survey forms on 49 courthouses, the chief needs for rehabilitation of historic courthouse interiors involved interior leaks and plumbing failures, plaster deterioration, condition of interior ceilings or walls, and condition of flooring materials. Also cited were deteriorated murals, light fixtures, door hardware, and wiring. Of the building superintendents submitting surveys, 30 percent reported that they face persistent problems with interior materials covering the walls, ceilings, and floors in their courthouses. Of the issues mentioned in the surveys, most appear to be related to moisture problems caused by deferred or improper maintenance of the building exterior. These moisture-related problems included damage from roof leaks, typically leading to plaster deterioration, peeling paint, cracks in mosaic floors, and separation of canvas murals from their substrate. Plumbing failures can cause immediate water damage to interior materials and finishes.

From site visits by Courthouse Preservation Advisory Commission members, it appears that many historic courthouses over the past 60-70 years have been updated or remodeled in a piecemeal fashion, often without adequate consideration of the long-term impact of the changes on the building, its users, and its operating costs. Short term "fixes" can contribute to long-term problems and significantly larger repair costs in the future. In addition, many long-term rehabilitation expenses can be avoided by a regular program of maintenance measures following historic preservation guidelines.

Need for Space

The surveys returned by the building superintendents indicated that 44 percent of the 49 courthouses reporting housed 70 percent or more of the county's services, 20 percent housed 50 percent to 70 percent of services, and 32 percent housed less than 50 percent of services.[62] Of the 49 boards of county commissioners responding, 71 percent reported that their courthouse required additional space:

- Records storage (26 percent)
- Office space (24 percent)
- Additional courtrooms (21 percent)
- Conference or meeting rooms (9 percent. County judges responding to the Commission's survey identified the following needs for space in their courthouses:
- Conference rooms or additional conference room space (46 percent)
- Larger courtrooms (42 percent)
- More space for law libraries (41 percent)
- Additional space for support staff (37 percent)
- Additional jury rooms or space for juries (28 percent)
- Additional judge's chambers or space (12 percent).

59 See Preservation Brief 9: *The Repair of Historic Wooden Windows, and Preservation Brief 13: The Repair and Thermal Upgrading of Historic Steel Windows* (National Park Service, U.S. Department of the Interior) for more details: http://www.nps.gov/hps/tps/briefs/presbhom.htm

60 M. Asif, A. Davidson, and T. Muneer, *Life Cycle of Window Materials–A Comparative Assessment* (Edinburgh, Scotland: Napier University School of Engineering, n.d.), 10.

61 Craig Sims and Andrew Powter, "Repair or Replace Windows in Historic Buildings: Arriving at a Sustainable Solution," *Heritage Canada* (Summer 2006, Vol. IX, No. 3).

62 Four percent of respondents did not answer this question.

SPACE:

44%

of courthouses were identified as housing 70 percent or more of the county's services. 20 percent housed 50 percent to 70 percent of services, and 32 percent housed less than 50 percent of services.

71%

of courthouses were identified by commissioners as facilities requiring additional space. These needs ranged from records storage (26 percent) to office space (24 percent) to additional courtrooms (21 percent) to conference or meeting rooms (9 percent).

46%

of Judges identified a need for additional conference space in the courthouse, followed by the need for courtrooms (42 percent), law library space (41 percent), support spaces (37 percent), jury space (28 percent), and judge's chambers (12 percent).

Courthouse basements were reported to be used as archival storage (50 percent), mechanical space (36 percent), or occupied space (30 percent). Ten percent of courthouses reporting have a basement that is not currently utilized. Courthouse attics were reported to be used as mechanical space (52 percent), archival storage (22 percent), or occupied space (6 percent). Twenty-eight percent of courthouses were reported as having attic space that is not currently utilized.

In many cases, additional needs for space can be met by adapting the basements or attics of courthouses for new uses. Of the county commissioners responding, 50 percent reported that their courthouse basements were used for storing archival records, 36 percent stated that their basements were being used to provide space for mechanical systems, and 30 percent reported that their basements were being occupied for offices or work areas. Ten percent indicated that their courthouse basements were not being currently used. Fifty-two percent of the commissioners reported that their courthouse attics were used as mechanical space, 22 percent stated that their attics were used for archival storage, and 6 percent indicated use for offices or work areas. Twenty-eight percent of the commissioners reported that their courthouses had attic space that is not currently used.

COURTHOUSE ANNEXES

Many counties have accommodated the need for more space by relocating some services to an annex. Ninety-four percent of county commissioners responding reported some services located in one or more annexes. Of 49 boards of commissioners reporting, 31 indicated that their county is currently using a nearby building as an annex. Only three indicated that they were not using a nearby annex. Asked if there was a nearby building that could be used as an annex, 12 reported that there was such a building close to the courthouse. Six reported that nearby additional space was limited, and 10 indicated that there were no such buildings with space available.

As documented through the surveys, many Indiana county seats contain large existing commercial buildings facing the courthouse square or located less than two blocks from the courthouse. These existing buildings can often be renovated at a lower cost than new construction and offer the potential to house county services within a single, centralized area of the community. As indicated in Section 2, using existing, nearby buildings, which are often historic structures, also benefits the county seat economically by helping to stimulate additional private investment in the center of town. In addition, many of these downtown buildings were built for fraternal lodge organizations and contain large meeting halls in the second or third floors that could be adapted for use as courtrooms. Six of the county commissioners responding stated that their county needed one or more additional courtrooms. Of the 130 county judges responding to the judges' survey, representing all 92 counties, 55 believed that there is a current need to expand their court system.

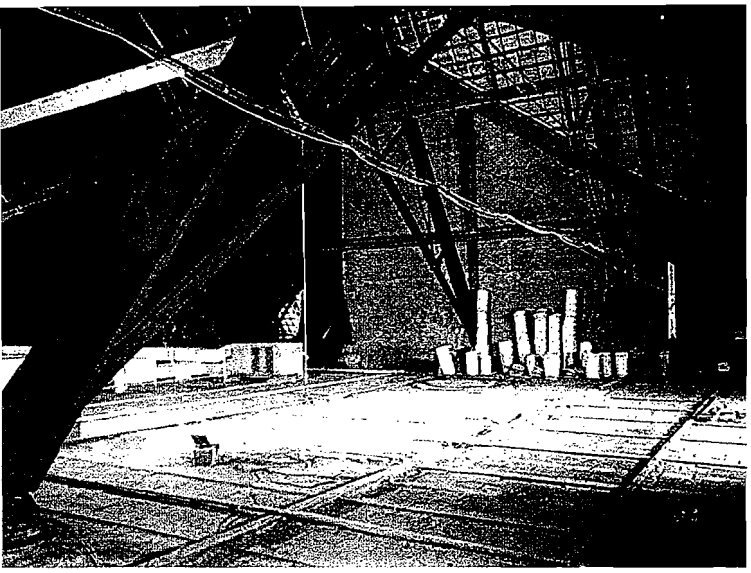
Other buildings close to the courthouse square contain one or more floors of office space. Almost all of the pre-World War II downtown buildings in county seats were designed to provide retail space on the first floor. Leasing this first floor space to retailers or other commercial tenants as can provide a source of income to help offset some of the maintenance and costs of the building while also attracting more people to the courthouse square and increasing business activity.

Several examples of Indiana counties who have renovated existing buildings near the courthouse for additional space illustrate the benefits of such an approach. In the 1990s, Howard County purchased and rehabilitated two historic commercial buildings located one block from the county courthouse in downtown Kokomo to provide additional office space. [63] In 1997, Tippecanoe County renovated a vacant department store building on the courthouse square in Lafayette to create additional office space. In 2001 Henry County rehabilitated the historic Masonic Hall building on the courthouse square in New Castle as the Henry County Office Building. In 2006, Franklin County rehabilitated the historic Brookville High School, then abandoned, to serve as an annex for most non-judicial county offices. [64]

Relocating county services to newer areas outside downtown may appear to provide cost savings over expanding downtown and rehabilitating a nearby

63 Saving Indiana's County Courthouses (Indianapolis: Historic Landmarks Foundation of Indiana, 2007) n.p.

64 Saving Indiana's County Courthouses n.p.

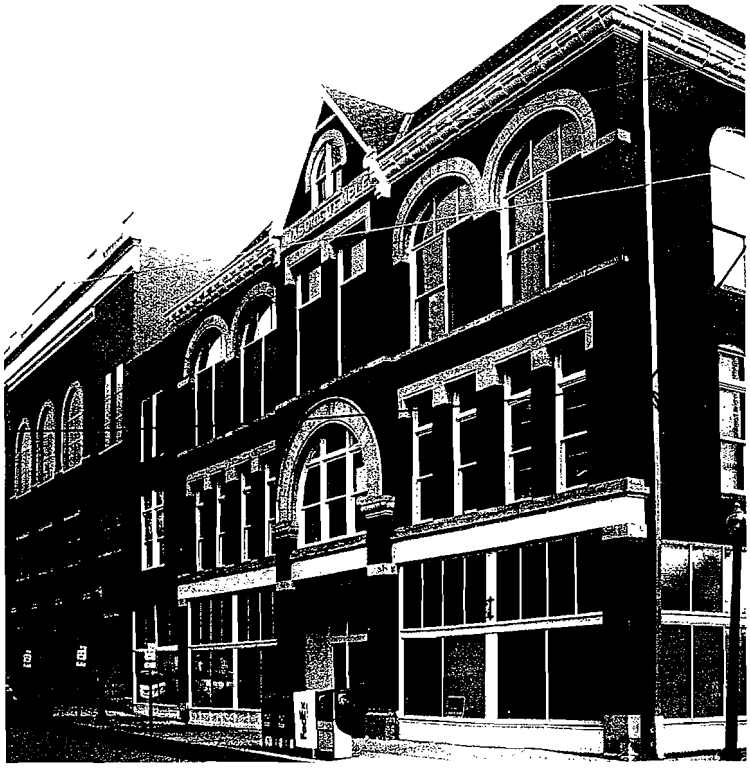


Many historic courthouses have large attics that could provide additional office, storage or mechanical space within the building. (HABS)

WAYNE (3)

A 1989-92 rehabilitation of the Tippecanoe County Courthouse provided an additional floor of office space by renovating the attic level that had previously been used for storage. A former department store building on the courthouse square was renovated as an annex in 1997, providing additional office space adjacent to the courthouse.

TIPPECANOE (4)



HENRY (2)

The historic Masonic Hall building (1892) on the courthouse square in New Castle was rehabilitated as the Henry County Office Building. This project reused a large historic building and maintained county services in a central location.

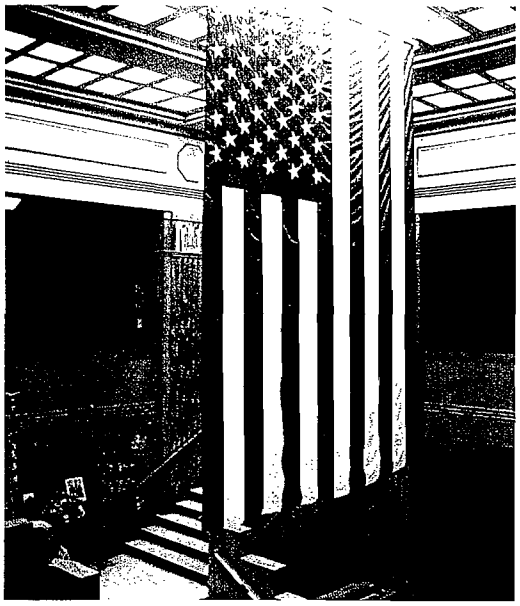
building, but having county offices at two locations separated by more than a few blocks can create confusion for citizens in knowing where to go for specific services. Such division will also cost the county in added travel time and expense for county employees who need to be present at more than one location. Moving workers to annexes sizeable distances from the courthouse also reduces the daytime population of the central business district of the county seat and may decrease patronage at downtown businesses, reducing economic activity downtown. Keeping county offices close to the courthouse helps to reinforce the economic benefits for the county of having all of its operations in a single location and for citizens of having "one-stop shopping" for county services. Providing a critical mass of employees and citizens visiting the square daily provides increased economic activity in the downtown.

Need for Rehabilitation of Building Systems

MECHANICAL, ELECTRICAL AND PLUMBING SYSTEMS

Mechanical, electrical and plumbing (MEP) systems for any building must be periodically updated or adapted to current needs. According to the surveys returned by county commissioners, 9 percent of the 49 courthouses reporting require replacement or adaptation of their MEP systems. Historic county courthouses can be provided with contemporary MEP systems without compromising the historic character of the building. However, careful planning is required to determine the most efficient and appropriate approach to take for MEP upgrades. Inadequate planning for alterations to accommodate MEP changes can damage historic features of a courthouse and lead later to additional expenditures to restore such damage.

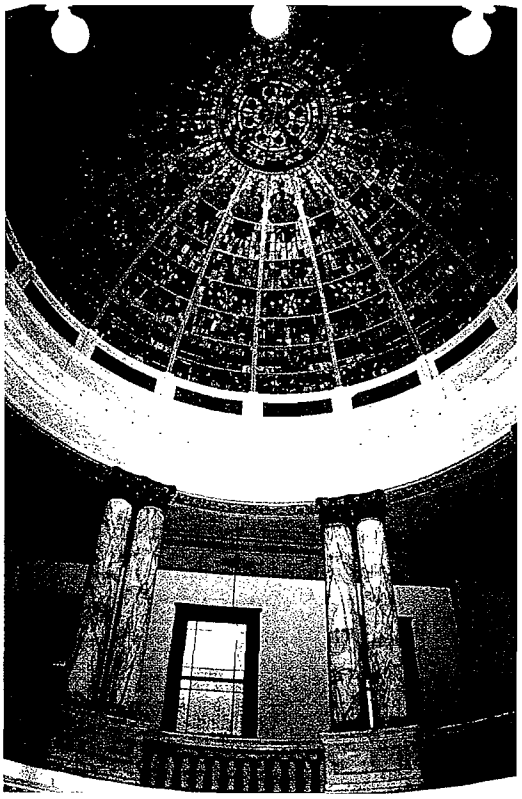
Thirty-eight percent of the 49 boards of commissioners responding identified the need for upgrades to the heating, ventilation, and air conditioning (HVAC) and weatherization of their courthouses. Of the 130 judges



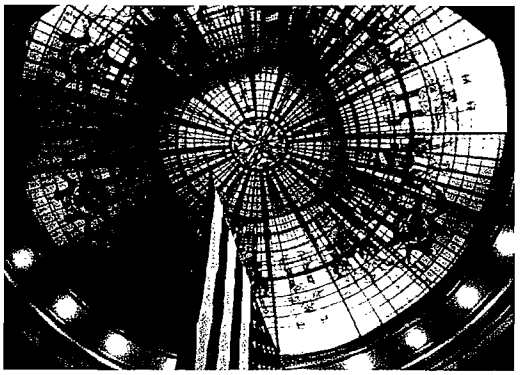
FOUNTAIN [4]

PUTNAM [1]

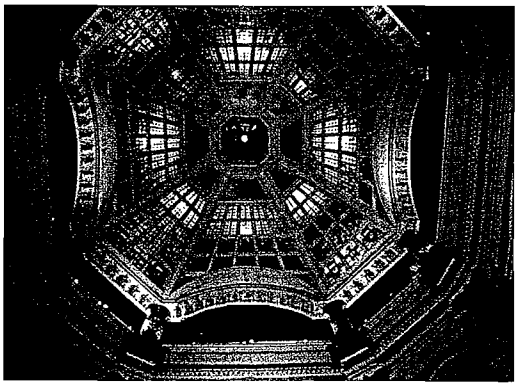
Skylights in the Fountain and Putnam County Courthouses bring daylight deep into the buildings' interiors and reduce the demand for electric lighting during normal operating hours.



HUNTINGTON [1]

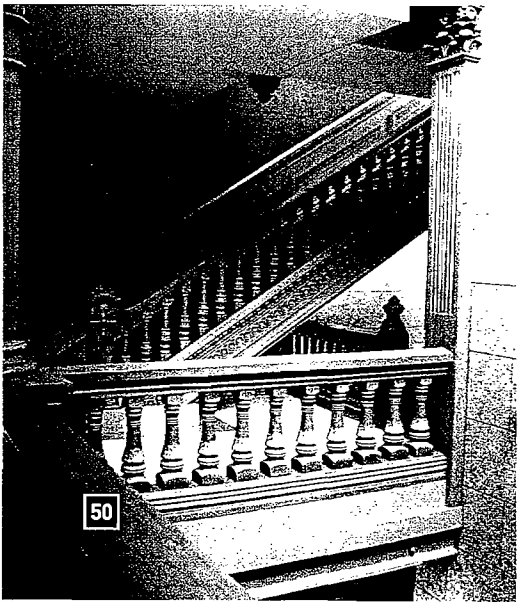


HENDRICKS [1]

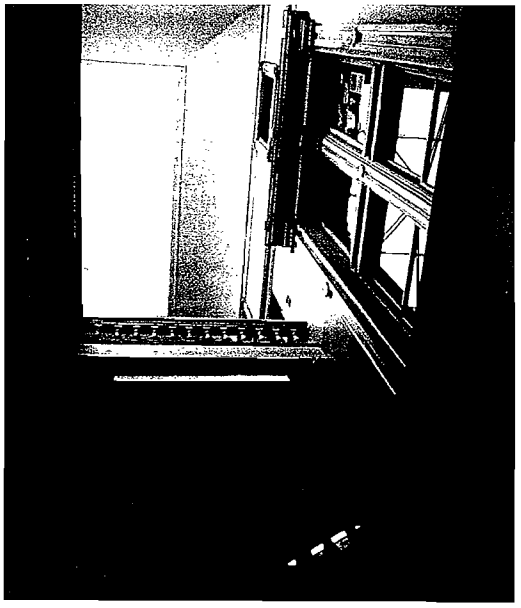


MONROE [1]

Art glass skylights in the Huntington, Hendricks, and Monroe County Courthouses have been roofed over and are currently lit by electric light during daylight hours.



TIPPECANOE [4]



TIPPECANOE [4]

The skylights of the Tippecanoe County Courthouse had been covered over during World War II and several of the light wells had been floored over, darkening the interior of the building. During the 1989-92 restoration, the skylights and light wells were reopened, bringing ample daylight into the building's interior and reducing the need for electric light during operating hours.

replying to the county judge survey, 28 percent reported problems with heating and cooling in their facilities. Some courthouses have received comprehensive MEP upgrades within the last 20 years, often as part of a larger renovation project. The average year in which the HVAC systems in the courthouses reporting were renovated was 1997. The superintendents' surveys indicated that 16 percent of the courthouses involved rely on mechanical systems of unknown date, while 8 percent of these courthouses are reportedly still using their original heating system. Seven percent of courthouses rely on mechanical systems installed prior to 1990. Mechanical equipment more than 20 years old is frequently approaching the end of its functional life and may require replacement in the near future. Some older systems can be upgraded with new controls to improve their efficiency and operation.

HVAC systems used in the 49 courthouses on which the building superintendents reported include radiant (32 percent), split-tube (10 percent), forced-air (42 percent), and 4-pipe hydronic systems (two percent). Eighty-six percent of these systems have zoned controls or multiple systems. Eight percent of the courthouse MEP systems are reported to co-generate electricity or otherwise integrate energy systems.

Plumbing is another key part of each courthouse's systems and must be upgraded periodically. The superintendents' surveys indicated that 64 percent of the reporting courthouses have received a comprehensive plumbing update. Of the dates provided for plumbing updates, the average year was 1991. Seventy percent of the 38 courthouses reporting have undergone a comprehensive electrical update. Of the dates provided for electrical updates, the average year was 1989.

FIRE PROTECTION

The building superintendents responding reported that 38 percent of their courthouses have enclosed fire egress paths, and 40 percent have sprinklers or other fire suppression systems. Experience with rehabilitation of courthouses and many other public and commercial historic buildings over the past 40 years has shown that code-compliant fire egress paths and fire suppression systems can be installed in such structures without compromising the historic integrity and character of the building. Careful planning and evaluation are necessary in order to decide on the most appropriate and effective means of fire protection for a historic courthouse. In many cases, it may be possible to bring a building up to contemporary codes without needing to make significant alterations. A proper assessment of what current building codes require can avoid constructing intrusive partitions and separations not required by code and thereby preserve more of the historic character of the interior spaces of the courthouse.

Need for Rehabilitation to Enhance Energy Performance

Historic courthouses and other major public buildings constructed before World War II contain huge amounts of embodied energy. This is the amount of energy that was required to construct the building, fabricate all of its components and materials, transport them to the site, and put them all together. This immense investment is lost forever if a building is demolished.[65] Rehabilitation and continued use of a historic courthouse prevents the waste of this embodied energy and significantly reduces the expenditure of new energy in construction.[66] It is therefore often the most "green" solution in an environmental sense when a county is considering how to meet its building needs for the future.

Historic courthouses can be updated to meet current energy standards, performing as well as new buildings. These improvements can be made without detracting from the historic character of the buildings and be designed to be efficient and unobtrusive. The rehabilitation of historic county courthouses to increase their energy performance can also have a significant positive impact on operating costs for the county.

Pre-World War II historic courthouses were designed to utilize daylight for interior lighting and thermal mass to moderate temperature swings. Operable windows and vertical chases provided passive ventilation, by which fresh air and heated air were circulated. These

65 Insured values of historic courthouses do not typically reflect the vast investment manifested as embodied energy.

66 Mathis and Van Erem, 4.

features make historic courthouses more adaptable to contemporary energy-efficient systems and practices than many buildings built within the last 60 years.[67] Many historic courthouses include skylights over rotundas, atriums, or light wells to bring daylight deep into the interior of the building. In many cases skylights have been covered over as part of remodeling, but can be reopened. Restoring the daylight and passive ventilation features in many courthouses can reduce operating costs and provide better interior light, views of previously lost historic features, and cleaner air.

ENERGY EFFICIENCY IN WINDOWS

Adding storm windows to historic windows can provide as much energy efficiency as most replacement windows. Storm windows can insulate window openings and can be nearly invisible when sized and installed correctly. Insulated glass panes with various tints or coatings can be installed in the sashes of the original windows to improve energy efficiency.[68]

Sometimes, historic windows have deteriorated too much to be repaired economically and replacement windows are needed. If replacement windows are installed, they should always fill the entire opening and should match the style and appearance of the historic windows. Downsizing windows—installing a smaller window and filling in part of the opening around it—can dramatically decrease the energy efficiency of the window opening by providing more opportunities for air infiltration. This treatment also mars the exterior appearance of the building. Historic courthouses were designed to utilize daylight, and the size of window openings is critical to maximizing usable daylight within the building interior. Retaining the original size of windows can reduce the energy load for electric lighting during daylight hours and promote increased productivity of employees and improved health for all building users.[69]

The building superintendents' survey indicated some courthouses have had tests made of thermal efficiency or measures taken to improve it. Six percent reported that their courthouse had undergone a thermal performance analysis through a blower door test, and 8 percent that their building had been analyzed through infrared thermography. From the building superintendents' survey responses, in 26 percent of the 49 courthouses reporting an interior thermal envelope has been effectively isolated from exterior spaces or unconditioned spaces. Ten percent of the superintendents reported that their counties have participated in the National Association of Counties' (NACo) Green Government Initiative (GGI) or other program for evaluating the resource performance of the courthouse.

LEED CERTIFICATION FOR REHABILITATED COURTHOUSES

Many government construction projects are now pursuing certification under the Leadership in Energy and Environmental Design (LEED®) Green Building Rating System of the U.S. Green Building Council. The U.S. General Services Administration, which operates most of the buildings owned by the federal government, utilizes LEED® as a baseline of design for all federal construction projects. A 2010 policy statement notes: "GSA is committed to incorporating principles of sustainable design and energy efficiency into all of its building projects. The result is an optimal balance of cost, environmental, societal and human benefits while meeting the mission and function of the intended facility."[70]

The LEED Reference Guide for Green Building Design and Construction notes that building reuse "is a very effective strategy for reducing the overall environmental impact of construction." Reuse of existing buildings reduces significantly the energy loss resulting from demolition, as well as producing less construction waste. Reuse also reduces environmental impacts from extracting new building materials, manufacturing new building components, and transporting construction materials to a new building site."[71] Reuse also reduces emissions from demolition and construction and preserves open space.[72]

Other energy analysis, life-cycle cost/assessment and life-cycle management/maintenance systems are available, including the Department of Energy's Energy Star® program for buildings and the Green Globes rating system. Additional tools including

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67 Mathis and Van Erem, 5.

68 Walter Sedovic and Jill H. Gotthelf, "What Replacement Windows Can't Replace," *APT Bulletin* (Vol. 36, No. 4, 2005), p. 28.

69 Heschong Mahone Group, *Daylighting in Schools. An Investigation into the Relationship Between Daylight and Human Performance* (Fair Oaks, CA, 1999); Heschong Mahone Group Re-Analysis Report, *Daylighting in Schools, for the California Energy Commission* (New Buildings Institute, 2001).

70 "GSA Sustainable Design Program," last modified November 18, 2010, http://www.gsa.gov/portal/content/104462

71 *LEED Reference Guide for Green Building Design and Construction* (Washington, D.C.: U.S. Green Building Council, 2009) 348.

72 *LEED Reference Guide for Green Building Design and Construction*, 352.

Building for Environmental and Economic Sustainability (BEES)® can provide opportunities for evaluation and assessment.

Refer to Appendix C for examples of LEED certified rehabilitations of historic federal, state and county government buildings.

Need for Rehabilitation to Address Security, Technology and Accessibility

SECURITY

Security measures are important to provide a safe environment for the administration of justice and county business. Of the 49 county commissioners responding, 44 percent indicated that their courthouses required upgrades of their building security systems. Fifty-two percent of the 130 judges returning surveys reported that their current facilities have inadequate security. [73] Many Indiana counties restrict courthouse access to one or two secure entrances where metal detectors and other security devices are provided to monitor incoming persons. This equipment is necessary to prevent the introduction of weapons, bombs, incendiary devices, or other illegal items into the building. Some security concerns may be addressed by transient or mobile technology, such as metal detectors and other equipment that will likely be replaced at regular intervals. Provision for adequate security staffing may be needed to address security concerns in any building, regardless of the building's specific security technologies or design features. Some judges noted that security technology was sufficient, but adequate security staffing was needed.

It is important that the secure entrance be accessible and located in a position conducive to efficient circulation within the building. Wherever possible, these entrances should be located in close proximity to the building's visible historic entrance, clearly visible from the street, to avoid confusion of building users. Many courthouses have secure entrances in obscure or concealed locations, creating confusion and potentially unsafe conditions.

Exterior security measures may be necessary at key locations, including building entrances. The addition of security bollards, planters, or other barriers may be required at grade-level entrances. These features have been added to many Indiana courthouses as a result of an attempted bombing of the Tippecanoe County Courthouse in 1998. [74] Adequate exterior lighting and surveillance can deter undesirable activities on courthouse grounds. Many historic courthouses are illuminated by streetlights or accent lighting. Plantings around the courthouse should be maintained to prevent large, concealed areas along the building exterior or near entrances.

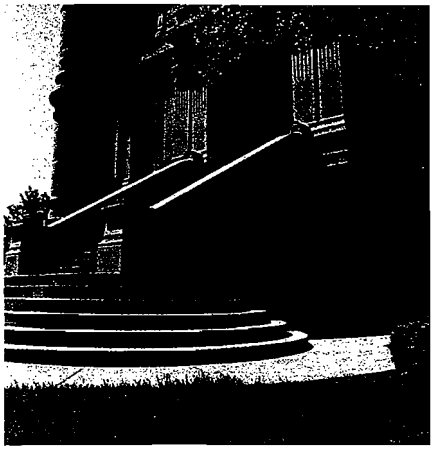
TECHNOLOGY

County courts and county offices have varying information technology (IT) and audio-visual (AV) needs. Twenty-two percent of judges responding reported that their current facilities lack adequate technology. Contemporary courtrooms typically require some sort of public address (PA) system, along with capacity for projection or video display. PA systems can be integrated into the floor, walls, and furniture of a courtroom, minimizing their visual impact while maintaining the historic character of the space. Projection and video display needs can usually be accommodated by a retractable projection screen and a portable or ceiling-mounted projector.

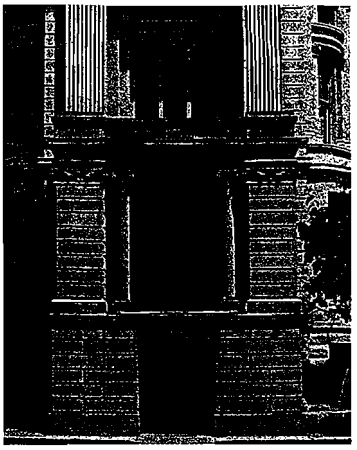
Specific areas within a courthouse can have different IT and AV needs. Offices typically require high-speed internet connections, either via a hard-wired system or through a reliable wireless network. In public areas, wireless networks may also be desirable for the convenience of building users. Wireless routers and other such devices should be located so that signals can be received and transmitted. In most courthouses, large solid masses of masonry may block wireless signals. Telephone lines and other cable services can often be placed in existing building chases, providing easy access with minimal visual impact. If existing chases are not available, it may be possible to insert new chases in strategic locations to provide optimum service with a minimum of alterations and expenditure. Surveying the needs of all of the building users and considering

73 Some respondents noted that insufficient security staffing was a problem.

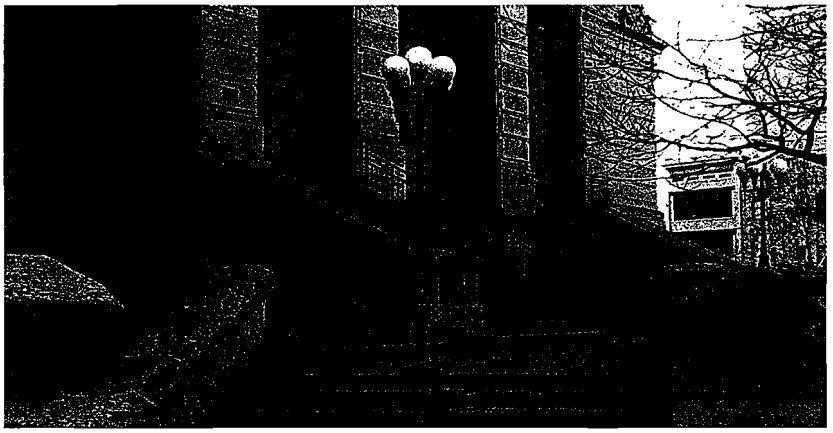
74 On August 2, 1998, a burning pickup truck loaded with explosives was driven through the east grade-level entrance of the Tippecanoe County Courthouse. Firefighters were able to extinguish the truck fire before the flammable materials and explosives ignited. The grade-level entrance was cut through the courthouse steps during a 1960s remodeling, providing a clear path for a vehicle from the street into the building. Security barriers were added to the entrance following the attack.



WHITLEY [1]



CLINTON [1]

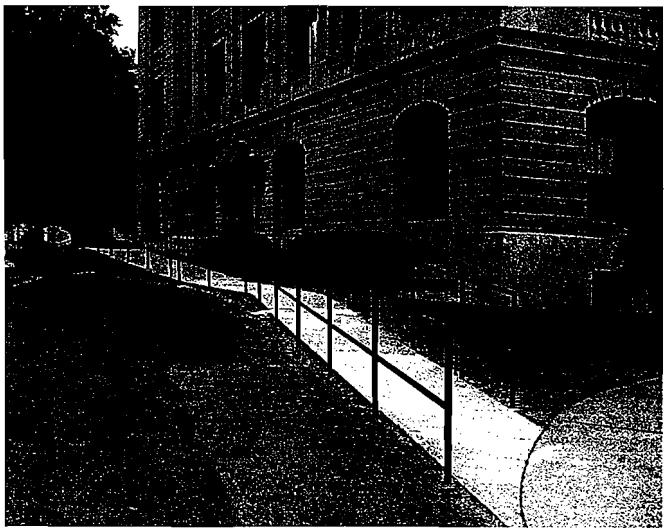


TIPPECANOE [4]

TOP LEFT: Monumental steps to the first floor of the Whitley County Courthouse with basement entrance below.

TOP RIGHT: The monumental entrance steps of the Clinton County Courthouse were entirely removed in a past remodeling, with new basement entrances provided in their location.

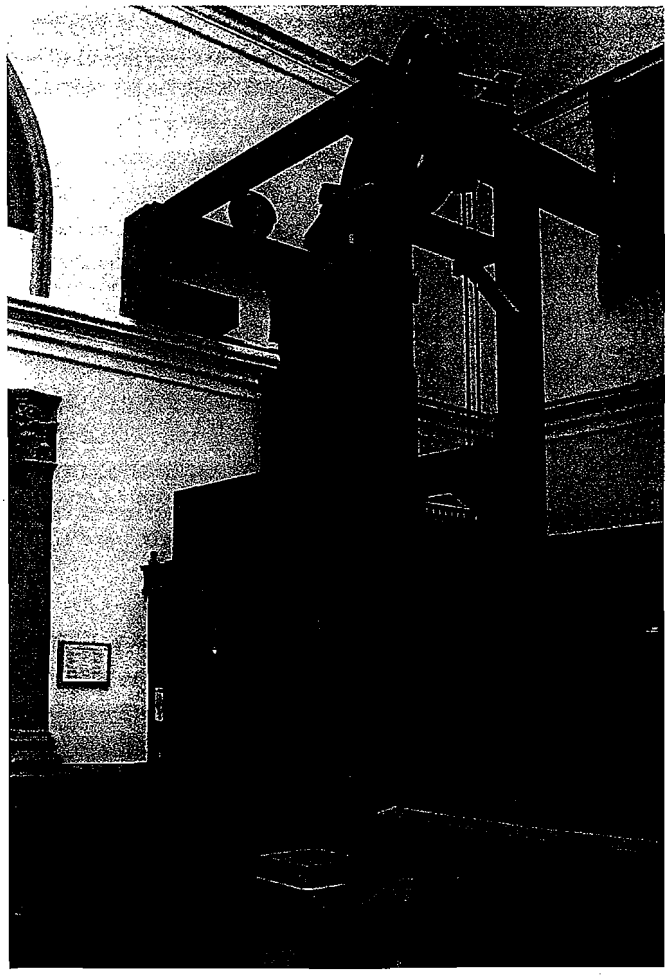
ABOVE: Basement entrances were cut out of the center of the monumental steps of the Tippecanoe County Courthouse during a 1960s renovation.



CARROLL [1]

Exterior ramp at the Carroll County Courthouses.

Historic elevators such as this one at the Tippecanoe County Courthouse have been restored and continue to provide service to building users.



TIPPECANOE [1]

how to accommodate those needs while maintaining the historic character of the courthouse can result in a satisfactory solution for all concerned.

ACCESSIBILITY

Of the 49 courthouses with reports from county commissioners, 44 percent require upgrades to provide access for users with disabilities. Twenty-two percent of the judges responding reported that their current facilities have inadequate access for users with disabilities. While this may seem like a daunting challenge, historic courthouses can provide access for users with disabilities in a cost effective manner and without compromising the historic integrity of the building.[75] However, inserting an accessible entrance into a historic courthouse requires careful planning and design to

75 Mathis and Van Erem, 41.

achieve a sympathetic, appropriate, and cost-effective solution.

Several of Indiana's historic courthouses have a main floor at or near grade, requiring only slight re-grading of sidewalks to provide an accessible entrance. Many historic courthouses have a full-height basement or ground floor at grade level with the first floor a full story above grade. It is often possible to insert an accessible entrance into these grade-level basements without significant alteration to the building. In other historic courthouses, the first floor is located above a raised basement, with neither the first floor nor the basement level at grade. These buildings present the most challenge in providing an accessible entrance.

At least 30 of Indiana's 83 historic courthouses now in county use have an exterior entrance ramp, with 14 of those leading to the first floor level, and 16 leading to the basement level.

At least 30 of Indiana's 83 historic courthouses now in county use have an exterior entrance ramp, with 14 of those leading to the first floor level, and 16 leading to the basement level. These installations have produced varied results. Some are designed to minimize visual changes in the courthouse's character and provide suitable entrances for all users. Other approaches may appear awkward, unwelcoming, or confusing to building users, or inharmonious with the building's design. Unwelcoming or confusing accessible entrances may also be safety concerns, providing limited visibility or confined paths of travel.

Historic courthouses often contain three or more floor levels, requiring an elevator to provide access to all floors. Most nineteenth and early twentieth century courthouses were built without elevators. During the twentieth century, elevators were added to many historic courthouses. Some early twentieth century elevators have become historic features in their own right and are worthy of preservation. When one or more new elevators are needed for additional access in a historic courthouse, finding a location that is both convenient and unobtrusive is important. A careful study of the building is helpful in achieving a desirable result.

Need for Rehabilitation of Special Architectural, Artistic or Ornamental Features

The priceless public art and distinctive architectural features contained within Indiana's historic courthouses require proper maintenance and repair to prevent damage or deterioration. Proper conservation, repair, and restoration of decorative or faux painting (including graining and marbleized finishes), murals, or stenciling will ensure that these artworks remain in good condition for future generations. Likewise, art glass, marble, bronze, mosaic and encaustic tile flooring, decorative plasterwork, and woodwork require appropriate maintenance, repair, and restoration to maintain the building's artistic, cultural, and historic integrity. Expert professionals and craftspeople familiar with these items and experienced in their maintenance and restoration should be retained. Work conducted by persons unfamiliar with the proper restoration techniques for the type of historic features involved can cause significant damage to the artistic heritage of a courthouse, incurring additional costs to repair damaged or altered features or risking the permanent loss of some features.

Need for Site Rehabilitation

Many historic courthouses are surrounded by other historic features on their respective sites. The grounds surrounding the courthouse often serve as the primary memorial and commemorative space in the county. War memorials, monuments to honor veterans, trees and ornamental plantings, fountains and paved seating areas, ornamental light poles, and decorative fences are found on the lawns of many courthouses. Some of these features were added in a single project, following a landscape design. Others were created gradually, as people in the county proposed specific features and raised funds to install them. Over time, many of these additions to the courthouse property can become culturally and historically important to county residents.

The surveys returned by the county building superintendents indicated that at 12 of the 49 courthouses reporting, there are other historic buildings beside the courthouse on the courthouse property. Among these additional buildings are former sheriff's residences and jails. Thirty-eight of the 49 courthouse properties were reported to have significant monuments or statuary. Fourteen have special landscape features or challenges. At nine properties, the superintendents reported at least one non-historic building on the grounds.

Topping and other inappropriate forms of trimming can damage or compromise a tree, leading to unsightly and potentially unsafe conditions.

An inventory of important landscape elements, memorials, and other significant features on the grounds should be compiled before any comprehensive rehabilitation of the site around a courthouse is attempted. Often a list of important site features is found in the application to the National Register of Historic Places for the courthouse property. [76] If there is a master plan for the courthouse grounds or a historic landscape design plan, such plans should be consulted as guides for the rehabilitation of existing features or for siting new elements. [77] Rehabilitation of statuary and memorials should follow the National Park Service's *Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.*

Current site landscape features should be maintained in a manner consistent with the overall planting design for the courthouse property. For example, shrubs should not be trimmed down to individual shapes if they were intended to grow together. Care should be taken to avoid plantings that may lead to maintenance problems, such as ivy on the courthouse walls or plants with roots that may grow into foundation walls or buckle walks on the grounds. Mature trees are often an integral part of the historic character of the courthouse grounds. Such trees should be appropriately maintained and trimmed, avoiding topping or other measures that can damage or kill a tree or give it an unattractive appearance. A professional arborist should be consulted with questions about how to prune a tree or treat it if it appears diseased. The use of invasive or noxious plants, such as Bush Honeysuckle and Purple Loosestrife, should be avoided. If such plants are present, they should be removed. Native plants or non-invasive plants adapted to Indiana's climate should be used wherever possible to reduce maintenance costs and need for irrigation.

WILDLIFE ON THE GROUNDS

Thirty-four percent of the building superintendents responding reported facing issues with wildlife in or around the courthouse, including birds, bats, and moles. Birds, particularly pigeons and starlings, have been a long-term problem for public buildings in Indiana. Some communities have taken measures to discourage these birds from roosting in and around public buildings, including noise deterrents, visual deterrents (predator decoys), and the use of natural predators such as falcons.

Need for Maintenance Programs

Lack of maintenance, deferred maintenance, and improper maintenance methods have caused problems for many Indiana courthouses over the past 175 years. Proper, regular maintenance measures can significantly reduce the need for restoration or rehabilitation by preventing damage and addressing problems before they spread or worsen. In all cases, repairs should be made with consideration of their long-term durability. A good way to ensure that maintenance occurs regularly is for a maintenance plan or schedule to be drawn up and followed by the county. Such schedules list all of the measures needed and note the dates on which each needs to occur. Of the 130 county judges responding to the judges' survey, 47 percent reported that their courthouse has some sort of annual program of preventative maintenance, while 38 percent did not have a regular maintenance program in place. [78]

EXTERIOR MAINTENANCE

Regular exterior maintenance should include inspection of roofing, gutters, downspouts or roof drains, masonry, wooden features, metal features, windows, doors, exterior steps and ramps, and light fixtures. Particular

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76 Copies of National Register applications can be obtained from the Indiana Division of Historic Preservation and Archaeology, dhpa@dnr.in.gov.

77 See Preservation Brief # 36, "Protecting Cultural Landscapes" National Park Service Technical Preservation Services, www.cr.nps.gov/hps/briefs/presbham.html

78 Fifteen percent of respondents were uncertain or did not answer this question.

attention should be paid to detecting and stopping water infiltration. Items exhibiting signs of problems or deterioration should be repaired using appropriate materials and methods. Repairs should be made in an appropriate manner to ensure long-lasting and effective results. As already noted, the use of inappropriate materials or repair methods can worsen existing issues or create new problems.

INTERIOR MAINTENANCE

Regular interior maintenance measures should include inspection of wall, floor and ceiling surfaces; windows and doors; staircases; elevators; light fixtures; and mechanical, electrical, and plumbing (MEP) systems. Particular attention should be paid to any moisture-related issues. All such problems should be thoroughly investigated to determine the source of moisture and the deterioration. Historic features that show signs of failure or deterioration should be repaired using appropriate materials and methods. Repairs should be made in an appropriate manner to ensure long-lasting and effective results. As with the exterior, the use of inappropriate materials or repair methods can worsen existing issues or create new problems.

GROUNDS MAINTENANCE

A regular grounds maintenance program should include inspection of existing curbs, retaining walls, plantings, monuments, memorials, fountains, sidewalks, ramps, steps, railings, light fixtures, and other features. Damaged or deteriorated items should be repaired using appropriate materials and methods. Repairs should be made in an appropriate manner to ensure long-lasting and effective results. As with repairs to the exterior and interior of the courthouse, the use of inappropriate materials or repair methods in grounds maintenance can worsen existing issues or create new problems. Trees should be appropriately maintained and trimmed, avoiding topping or other measures that damage or compromise the tree, leading to unsafe and unsightly conditions. Site plantings should be maintained in a manner consistent with the planting design.

FINDINGS BY THE COMMISSION

The Need for Rehabilitation, Restoration, and Maintenance

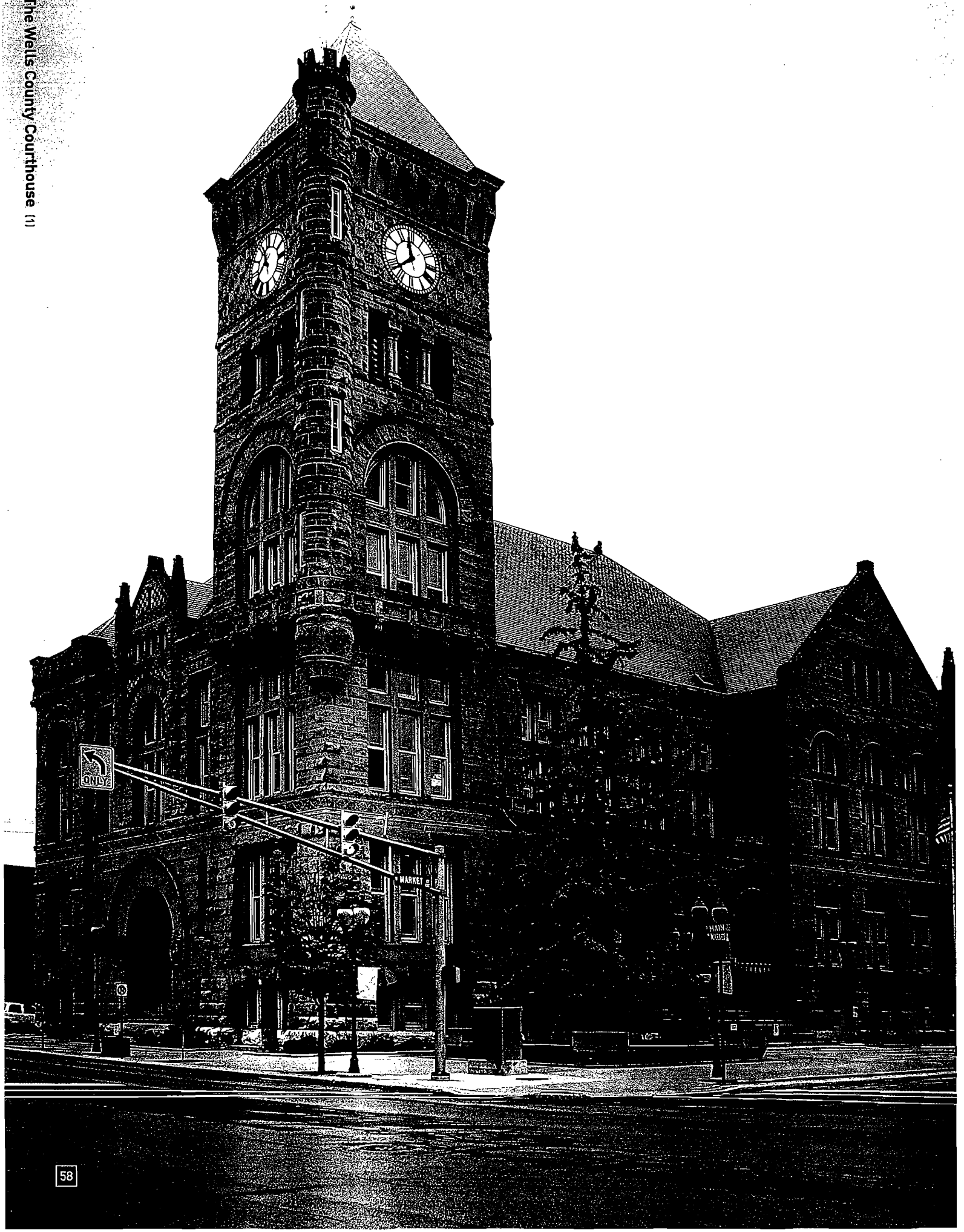
1. **There is a need for reliable, factual information easily available to county officials on how to make comparisons between the economics of rehabilitation vs. the economics of new construction, to facilitate decisions on the continued use of courthouses and other county-owned historic buildings.**

2. **County officials would benefit from guidance on how to assess the need for rehabilitation of a historic courthouse, choose appropriate options, and hire qualified design professionals and contractors to carry out a rehabilitation project.**

3. **There is a need for reliable information on the options available to county officials in rehabilitating each aspect of a historic courthouse, including masonry repair, roof replacement, window treatments, disability access, mechanical, electrical, and plumbing system, artistic/decorative features. Information is especially needed on how to address moisture penetration.**

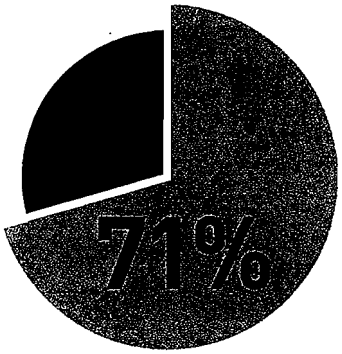
4. **There is a need for reliable information for county officials on options available in most communities for providing additional space through additions to courthouses or annexes.**

5. **Guidance for county officials would also be helpful on best practices for the regular maintenance of historic courthouses and their site.**



The Wells County Courthouse (1)

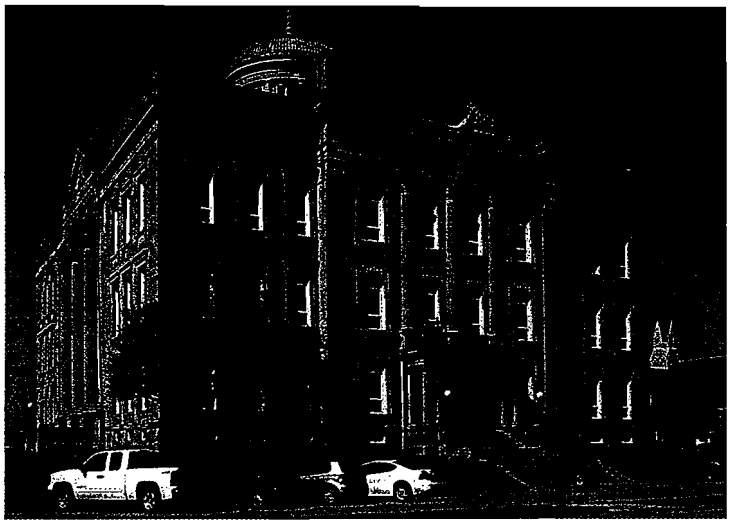
Needs Identified by County Commissioners and Judges



Seventy-one percent of county commissioners noted the need for additional space within their courthouse facilities

County commissioners and judges responding to the Courthouse Commission's surveys identified a range of existing problems and current needs for their facilities. These can be divided into the following categories: general maintenance, building systems (mechanical, electrical and plumbing), building safety systems (fire protection and security), building envelope issues (roofs, masonry, windows, doors), interior finish issues (plaster, painting, decorative features, artworks), technology (information technology, audio-visual equipment, communications systems), security (security technology, security staffing), accessibility, space needs, and funding for maintenance and repairs. Almost all of the issues identified by commissioners and judges are related to deferred maintenance, often attributed in the survey responses to a lack of funding for maintenance and rehabilitation work. These needs are not unique to historic buildings and are typical of any building that has received insufficient maintenance or piecemeal repairs over time.

The needs expressed in the commissioners' and judges' surveys were not quantified or prioritized, but data provided in other parts of those surveys and in the building superintendents' surveys provide some indication of the extent of need and which needs require immediate attention. According to the responses received from the superintendents, the average year of the last substantial courthouse rehabilitation was 1995, indicating that many courthouses are overdue for rehabilitation or will require work in the near future. Of the 49 courthouses covered by the responses from county commissioners, 15 percent were identified as requiring structural repairs. The commissioners' survey did not ask for details on structural issues, so clarification would be needed to determine whether these problems are structural or surface conditions that may appear to be structural. Of the courthouses covered in the superintendents' surveys, 34 percent had persistent exterior problems, including masonry issues (6 percent). Thirty percent were reported to have persistent problems with interior materials. In the surveys returned by commissioners, 71 percent noted the need for additional space in their facilities, while 46 percent of the judges responding indicated such a need. According to the commissioners' surveys, 94 percent of the 49 counties responding currently house some services in one or more annexes.



CLAY [1]

CLAY [1]

A 1997 preservation plan for the Clay County Courthouse identified and prioritized several phases of renovation work. This allowed the county to address immediate needs while preparing for future phases.

Nine percent of the commissioners reporting noted challenges in their courthouses with mechanical, electrical and plumbing systems, while 28 percent of the judges reported problems with heating and cooling. According to the superintendents' surveys, 36 percent of the courthouses reporting have not had a comprehensive update of their plumbing systems, while 26 percent have not been given a comprehensive electrical update. The superintendents responding indicated that 47 percent of their courthouses do not have sprinklers or other fire suppression systems. Forty-four percent of commissioners and 52 percent of judges indicated that their current facilities require security upgrades. Forty-four percent of courthouses were reported to be in need of upgrades to provide access for users with disabilities.

Lack of funding for adequate maintenance and rehabilitation appears to have contributed to most, if not all, of the problems identified in the survey responses from county officials. Of the 49 boards of county commissioners responding, 47 percent (23) identified lack of funding as a challenge faced in adapting the courthouse to current needs, while 37 percent (16) reported having funding to address anticipated needs.

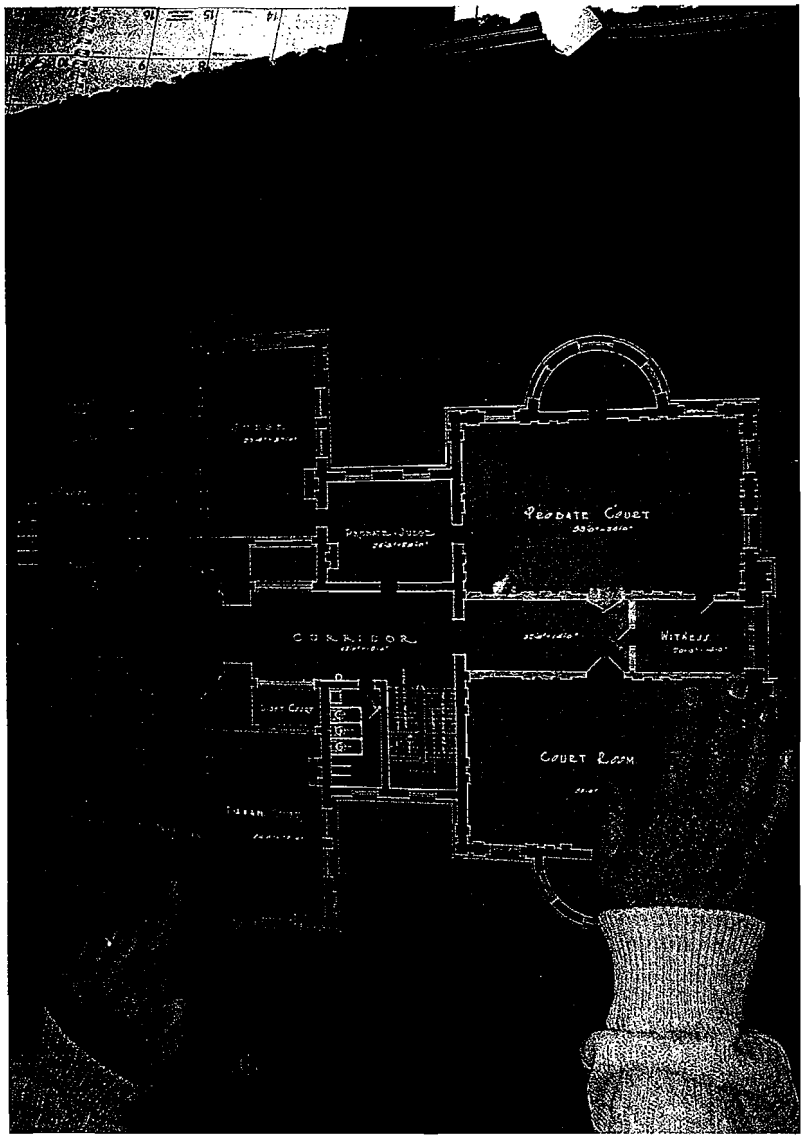
Planning by County Officials to Respond to Needs

The successful restoration, rehabilitation, and maintenance of historic county courthouses requires careful planning in order for counties to exercise the most effective stewardship of the buildings themselves and of the public funds used for their upkeep. Work undertaken without a view of larger long-term requirements for rehabilitation, restoration, and maintenance will be piecemeal at best. Fragmentary projects can lead to unnecessary duplication of work and may create problems that will interfere with future projects and needs. A comprehensive plan based on a thorough investigation of existing conditions can address needs both in the short term and long term and help break down large projects into more manageable, prioritized phases. Qualified design professionals can help develop effective maintenance plans, budgets and schedules.

> **Design professionals familiar with the designs, materials, and construction methods of historic buildings can provide guidance and recommendations suited to the needs of historic courthouses.**

DOCUMENTS AND PROFESSIONAL SERVICES

According to the building superintendents' surveys, 76 percent of counties have some form of architectural or engineering plans related to the original construction of the courthouse or to subsequent alterations and additions. Twenty-eight percent have other planning documents available to guide current and future work, such as a historic structure report, preservation plan,



VANDERBURGH [2]

Existing and historic construction documents are useful in planning for restoration, rehabilitation and maintenance projects.

or feasibility study. Of the county commissioners reporting, 38 percent indicated that they were aware of funding sources for feasibility studies or other planning documents, while 62 percent were not aware of potential funding sources. More detail on potential funding sources can be found in Section 6.

Twenty-four percent of the building superintendents responding reported that they have an architect or engineer on staff or retainer for regular consultation about facility management. Design professionals who are familiar with the designs, materials, and construction methods of historic buildings can provide helpful guidance and recommendations suited to the needs of historic courthouses. The training and experience of architects and engineers who specialize in historic preservation projects helps to provide clients with results that are efficient and cost effective. Such professionals can provide assistance in preparing realistic and accurate planning documents, often by examining several different options. Likewise, counties can obtain more cost effective results by employing contractors who are experienced in the rehabilitation of historic buildings. A guide published by the National Trust for Historic Preservation on the rehabilitation of historic local government buildings in Wisconsin recommends use of "architects and contractors who understand historic buildings to help prevent inflated project cost estimates and cost overruns due to inaccurate assumptions." [79] Design professionals who lack experience with historic buildings may be less familiar with the needs, materials, methods, and options available when working with these buildings. Contractors who are not familiar with historic materials and construction methods can inadvertently damage existing materials or complicate existing problems by using incompatible methods or materials.

CONSIDERING OPTIONS

When approaching restoration or rehabilitation projects, it is important to evaluate all options. County officials should be prepared to question statements about rehabilitation approaches and costs that are not supported by hard data. Reviewing case studies of rehabilitation projects involving other Indiana courthouses, available through the Courthouse Preservation Advisory Commission or Indiana Landmarks, can be helpful in establishing the most cost effective options and those that best preserve the historic character of a courthouse.

In debates over the best approach to take in rehabilitation of a public building, the statement is sometimes made that it is cheaper to replace the building or historic features on such a structure with a new building or modern component. In such cases, it is wise to investigate the rehabilitation option and obtain cost estimates through design professionals experienced with rehabilitation of

79 Mathis and Van Erem, 29.

historic structures, in order to allow for a balanced comparison between the costs of rehabilitation and new construction or replacement.

Case studies involving both historic courthouses and other public buildings in Indiana have demonstrated that, in many instances, rehabilitation of a historic building can be equal in cost or less expensive than a comparable new construction or replacement option. A 1989 renovation and expansion of the Ohio County Courthouse, Indiana's oldest courthouse still in use, was undertaken because the county found rehabilitation to offer a significant cost savings over the construction of an entirely new building.[80] Faced with the need for more space in 2002, the county again found that an addition was more cost effective than demolition and new construction.[81] Scott County reached a similar conclusion in 1997, determining that it was more cost effective to renovate and expand its historic courthouse, keeping all county offices under one roof.[82]

INSURED VALUE VERSUS COST OF FULL REPLACEMENT

Of the county commissioners responding to the commissioner survey, 82 percent provided an approximate insured or appraised value for the courthouse building in today's dollars. The average value of the courthouses reporting was $21,862,200. In almost all cases, the insured value would be insufficient to fund a full in-kind replacement for the historic courthouse. Current insured values in the counties reporting might be sufficient to fund construction of a new judicial building equivalent in square footage to the existing courthouse, but would be unlikely to cover the quality of construction materials, the quality of finishing materials in the interior, artistic elements, or fixtures found in the current, historic courthouse. Some commissioners noted that their historic courthouse is a priceless resource and that a specific monetary value could not be assigned to it.

PRIORITIZING REHABILITATION / RESTORATION NEEDS

A team of design professionals familiar with historic buildings, materials, and construction methods can help to prioritize the rehabilitation and restoration needs of a historic courthouse building. Such an analysis is usually provided through a **maintenance and preservation plan, historic structure report, feasibility study, or a set of construction documents.** Through an analysis of existing conditions, current needs, available funding, and other factors, the rehabilitation team can develop prioritized phases of work to ensure that all improvements move the project toward its long-term goals in an efficient manner. This type of planning helps to avoid the duplication and inefficiency of fragmented repair and upgrade projects. Prioritizing phases of work also helps to ensure that critical repairs and upgrades are made when required to prevent damage from deferred maintenance.

PREPARING A COURTHOUSE MAINTENANCE AND PRESERVATION PLAN

A planning document that outlines routine maintenance procedures can serve as a valuable guide to facilities management staff and local officials. A document of this type provides guidance to county commissioners and facilities managers in preventing, identifying, and resolving maintenance issues before they become larger and more expensive problems. The documents can also outline prioritized phases of work that allow for gradual, coordinated upgrades as funding becomes available. A document of this type can also be useful for building support for appropriating county funds and for seeking outside grant funds, providing a roadmap toward larger project goals by outlining tangible phases of work to be done.

OBTAINING COMMUNITY INPUT

In planning a successful courthouse rehabilitation project, it is important to determine public opinion about proposed restoration or rehabilitation projects. Vocal opponents or supporters of a project may represent only a small minority despite being more visible than a silent majority.[83]

Increasing public awareness of the needs, issues, and potential benefits of a restoration or rehabilitation project can help build community support. Public meetings, open houses, newspaper articles, e-newsletters, and other forms of communication

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80 Dollase 10-11.

81 *Saving Indiana's County Courthouses* n.p.

82 *Saving Indiana's County Courthouses* n.p.

83 Mathis and Van Erem, 9.

help to keep the public informed and involved. Working with the local media to keep the project in the public eye can help raise awareness and support. The residents of the county will be more likely to support a project if they understand the project's benefits. Keeping the public up to date on the progress of a project is essential, even if the project is moving slowly.[84] Public support is crucial both for using county funds and in seeking outside grants. Increasing community awareness and appreciation for a historic courthouse at the time of a rehabilitation project can help reinforce the need to maintain the building in the future.[85]

Restoration or rehabilitation of a historic public building like a county courthouse can create a sense of community pride and accomplishment. These projects can also generate positive publicity for the county and the county seat community through media coverage.[86] The rehabilitation of courthouses in Jefferson, Jennings, and Tippecanoe Counties, among others, have resulted in favorable publicity for the community. These projects have not only increased public appreciation locally of the historic courthouses, but added greater awareness of potential visitors to the county of the courthouses and surrounding downtown areas as visitation points.

84 Mathis and Van Erem, 15, 21.
85 Mathis and Van Erem, 15.
86 Mathis and Van Erem, 15.

FINDINGS BY THE COMMISSION

Needs Identified by County Commissioners and Judges

1. **The county commissioners and county judges responding to the Courthouse Commission's surveys saw funding as the top challenge they face in planning for the long-term use of their historic courthouses.**

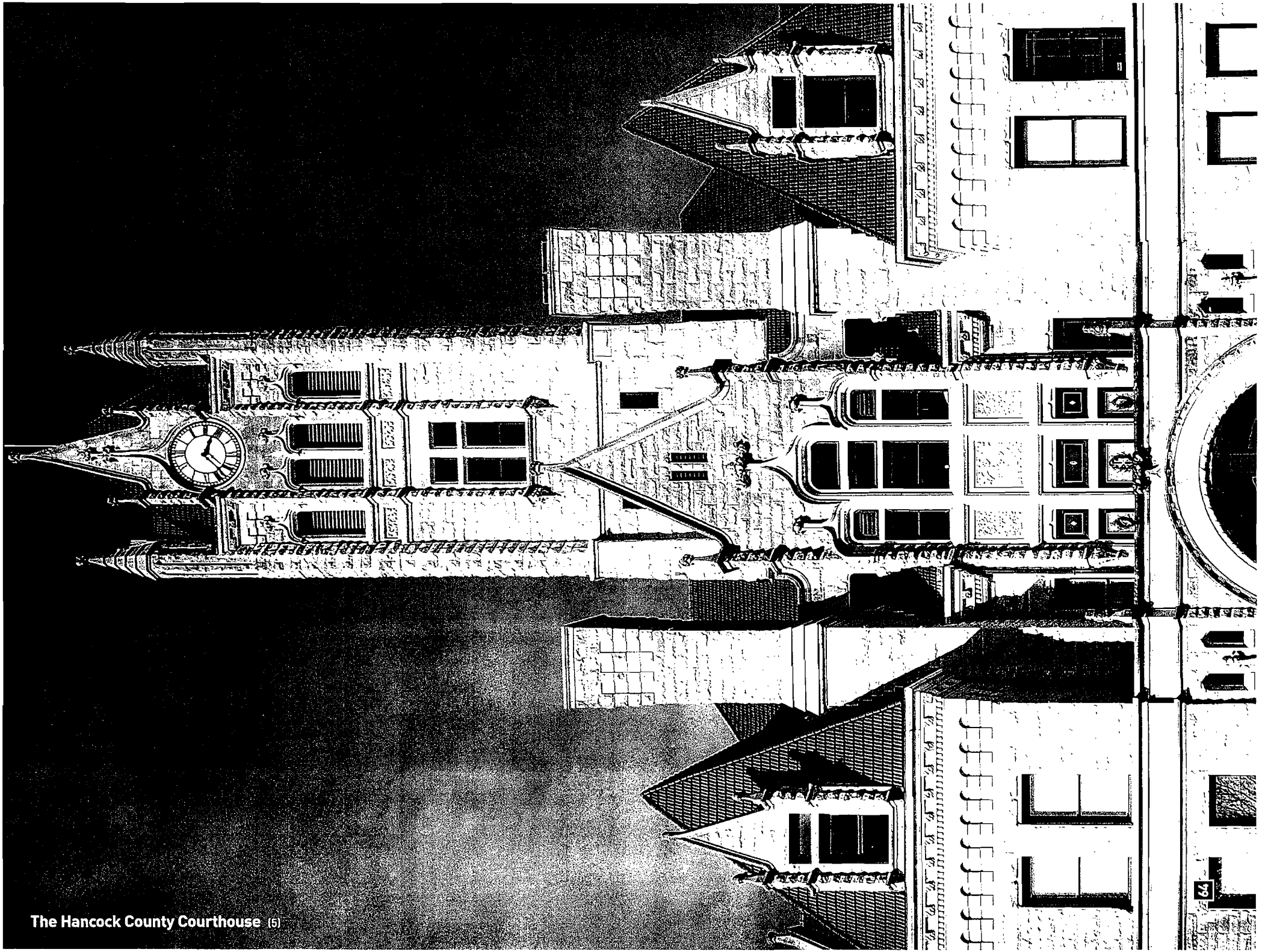
2. **County funds in many counties are not sufficient to pay for a full rehabilitation of a courthouse and its site and for construction of an addition or rehabilitation of a nearby annex for county offices or judicial center.**

3. **Deferred maintenance or previous projects involving improper maintenance techniques are at the heart of many of the needs for rehabilitation cited by commissioners and judges.**

4. **The greatest facilities need indicated by the commissioners responding to the surveys was for additional space.**

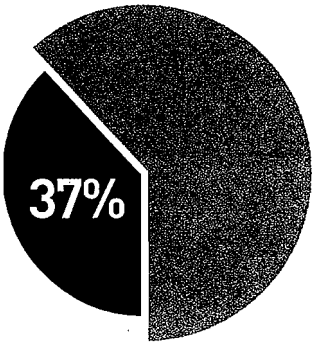
5. **Other issues of importance cited by commissioners include problems with exterior or interior building materials; mechanical, electrical, and plumbing systems; roofs; windows; doors; interior plaster, painting, decorative features, and art works; technology; security; and accessibility.**

6. **Planning carefully a long-term program of rehabilitation is the most economical approach for counties to follow in renovating their historic courthouses.**



The Hancock County Courthouse (5)

Funding Sources for Courthouse Preservation Projects



Only 37 percent of county commissioners reported having enough funding available to address anticipated needs.

IDENTIFYING SOURCES OF FUNDING

The survey responses from county commissioners highlighted the critical need for outside funding sources to supplement county funds. Forty-seven percent of the boards of county commissioners responding to the Commission's survey identified lack of funding as a challenge faced in adapting the courthouse to current needs. Only 37 percent reported having enough funding available to address anticipated needs. Thirty-one percent of commissioners responding reported having limited or very limited funding, and 14 percent reported no funding for anticipated needs. Thirty-one percent of commissioners reported that they were aware of funding sources for feasibility studies or other planning documents, while 51 percent were not aware of potential funding sources.

There are many sources of potential funding that can help supplement local funds available for courthouse rehabilitation and restoration projects. The following section summarizes potential funding sources that could be utilized for historic courthouse preservation projects. Schedules and general requirements for acquiring the funds should be confirmed with the funding agency as these items tend to change from year to year. This is a basic overview; the process of obtaining loans and grants can be complicated and space does not permit a detailed description of each opportunity. Appendix A provides nine examples of funding sources and amounts received in Indiana historic courthouse rehabilitation projects undertaken since 1990.

National Park Service (NPS)

SAVE AMERICA'S TREASURES

The Federal Save America's Treasures program is one of the largest and most successful grant programs for the protection of our nation's endangered and irreplaceable cultural heritage. Grants are available for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and historic structures and sites. Intellectual and cultural artifacts include artifacts, collections, documents, sculpture, and works of art. Historic structures and sites include historic districts, sites, buildings, structures, and objects.

Grants are awarded to Federal, state, local, and tribal government entities, and non-profit organizations through a competitive matching-grant program, administered by the National Park Service in partnership with the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Services and the President's Committee on the Arts and the Humanities.

For additional information, visit the program website at www.saveamericastreasures.org.

PRESERVE AMERICA

Preserve America grants support planning, development, and implementation of innovative activities and programs in heritage tourism such as surveying and documenting historic resources, interpreting historic sites, planning, marketing, and training. Successful applicants will emphasize creative projects that promote and preserve the community's cultural resources. Successful projects will involve public-private partnerships and serve as models to communities nationwide for heritage tourism, education, and economic development.

For additional information, visit the program website at www.preserveamerica.gov. [87]

U.S. Department of Agriculture – Rural Development (USDA)

COMMUNITY FACILITIES LOANS AND GRANTS PROGRAMS

Public facilities, such as city halls, courthouses, community centers, libraries, and museums are essential to the quality of life in any rural community. Through its Community Facilities Loans and Grants Programs, USDA Rural Development is striving to ensure that such facilities are readily available to all rural Americans. The commitment of USDA to this effort is at the core of its mission and its promise to help build stronger, more vibrant rural communities across the nation. Rural Development can make and guarantee loans and grants to develop essential community facilities in rural areas and towns of up to 20,000 in population. Funds may be used to construct, enlarge, or improve community facilities for health care, public safety, and public services. This can include costs to acquire land needed for a facility, pay necessary professional fees, and purchase equipment required for its operation.

For additional information, visit the program website at www.rurdev.usda.gov .

U.S. Department of Energy (DOE)

ENERGY EFFICIENCY AND RENEWABLE ENERGY GRANTS

The Office of Energy Efficiency and Renewable Energy's (EERE's) primary funding vehicle for businesses, industries, universities and others is a grant. Most Energy Efficiency and Renewable Energy Grants are awarded on a competitive basis. As such, EERE solicits applications in specific EERE program areas and selects from the submissions based on merit. EERE financial assistance opportunities are listed in the financial opportunities database and on Grants.gov, the government's Web site of all federal grant opportunities. In certain cases, financial assistance may be awarded through other processes. To learn more, see the noncompetitive grants and unsolicited proposals sections.

For additional information, visit the program website at www.eere.energy.gov .

National Trust for Historic Preservation (NTHP)

NATIONAL TRUST PRESERVATION FUND

The National Trust Preservation Fund includes funds that provide two types of assistance to nonprofit organizations and public agencies: 1) matching grants from $500 to $5,000 for preservation planning and educational efforts, and 2) intervention funds for preservation emergencies. Matching grant funds may be used to obtain professional expertise in areas such as architecture, archeology, engineering, preservation planning, land-use planning, fund raising, organizational development and law as well as to provide preservation education activities to educate the public.

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87 At the time the report was prepared, future funding for both Save America's Treasures and Preserve America grants was in doubt.

For additional information, visit the program website at www.preservationnation.org.

HART FAMILY FUND FOR SMALL TOWNS

The Hart Family Fund for Small Towns assists small town preservation and revitalization initiatives around the country, with a focus on towns with populations of 5,000 or less. Provides non-profit organizations and public agencies matching grants from $5,000 – $10,000 for preservation planning and education efforts. Funds may be used to obtain professional expertise in areas such as architecture, archeology, engineering, preservation planning, land-use planning, fund raising, organizational development and law as well as education activities.

For additional information, visit the program website at www.preservationnation.org.

JEFFRIS HEARTLAND FUND

The Jeffris Heartland Fund was established by the Jeffris Family Foundation to support the development of important historic preservation projects in the states of Iowa, Illinois, Indiana, Michigan, Minnesota, Missouri, and Ohio. The fund makes grants in the range of $5,000 to $50,000 for Historic Structure Reports and other advanced planning studies. Funds must be matched dollar-for-dollar with cash from sources unrelated to the National Trust and the Jeffris Family Foundation. Established 501(c)(3) non-profit organizations or government agencies in partnership with a 501(c)(3) organization are eligible to apply. Applicants must be able to demonstrate the viability of their project through the submittal of planning studies, and must be ready for the preparation of a Historic Structure Report, or other planning studies, leading toward a capital fund drive.

For additional information, visit the program website at www.preservationnation.org.

JOHANNA FAVROT FUND FOR HISTORIC PRESERVATION

The Johanna Favrot Fund for Historic Preservation provides nonprofit organizations and public agencies grants ranging from $2,500 to $10,000 for projects that contribute to the preservation or the recapture of an authentic sense of place. Individuals and for-profit businesses may apply only if the project for which funding is requested involves a National Historic Landmark. Funds may be used for professional advice, conferences, workshops and education programs.

For additional information, visit the program website at www.preservationnation.org.

CYNTHIA WOODS MITCHELL FUND FOR HISTORIC INTERIORS

The Cynthia Woods Mitchell Fund for Historic Interiors provides nonprofit organizations and public agencies grants ranging from $2,500 to $10,000 to assist in the preservation, restoration, and interpretation of historic interiors. Individuals and for-profit businesses may apply only if the project for which funding is requested involves a National Historic Landmark. Funds may be used for professional expertise, print and video communications materials, and education programs.

For additional information, visit the program website at www.preservationnation.org.

NATIONAL TRUST LOAN FUND

This program provides below-market rate loans of up to $150,000 to non-profit organizations and public agencies to help preserve properties listed in or eligible for the National Register of Historic Places. Funds may be used to create or expand local and statewide preservation revolving funds, for site acquisition, or rehabilitation work. This year priority will be given to projects that (1) increase the capacity of state and local preservation organizations, (2) assist properties damaged in natural disasters and (3) are included in the National Trusts' list of 11 Most Endangered Historic Places.

For additional information, visit the program website at www.preservationnation.org.

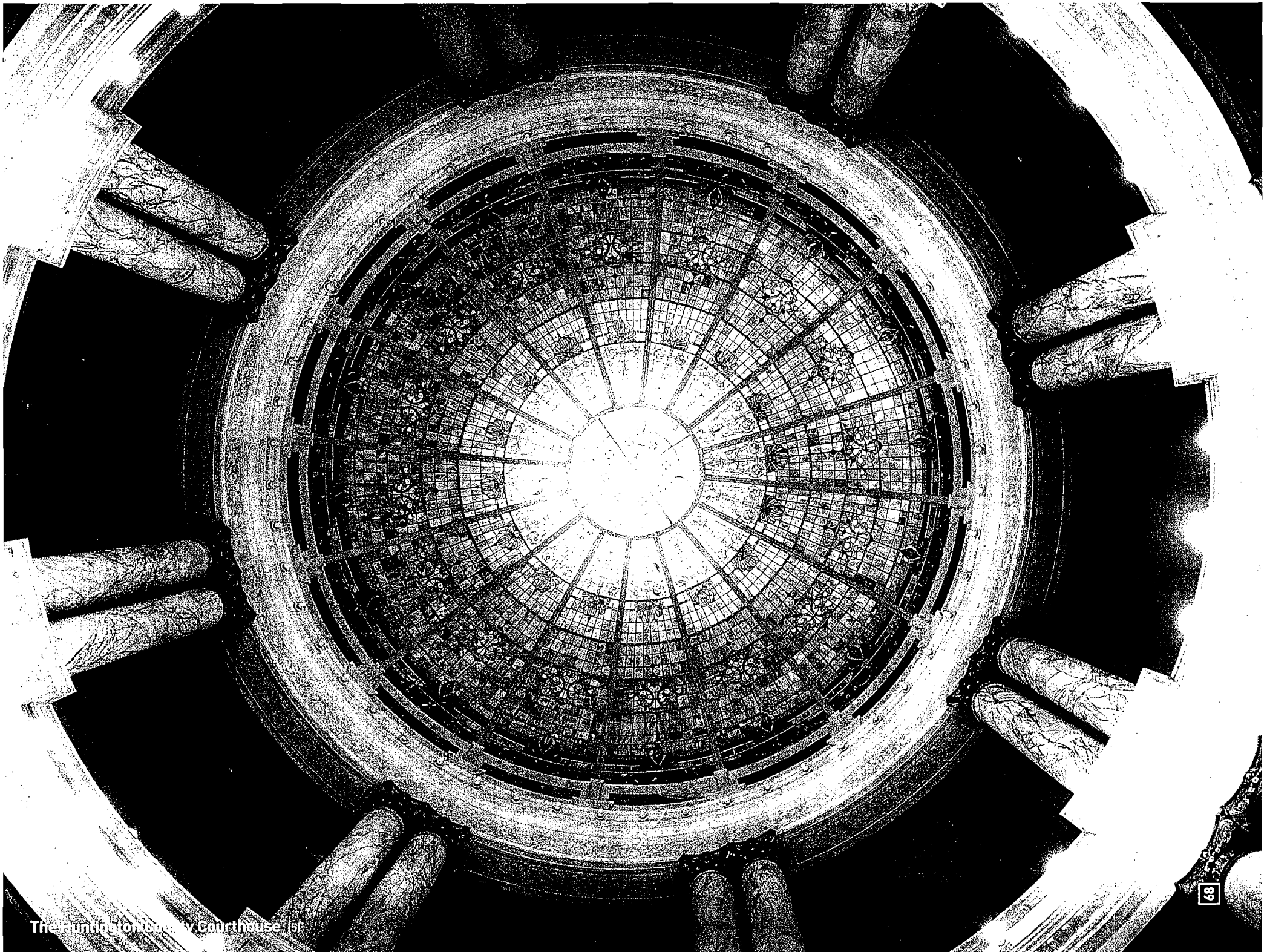
PRESERVATION SERVICES FUND

This program provides matching grants ranging from $500 to $5,000 to non-profit organizations, universities and public agencies to initiate preservation projects. Funds may be used to support consultants with professional expertise in areas such as architecture, law, planning, economics, and graphic design; conferences that address subjects of architectural importance to historic preservation; and curriculum development in preservation directed toward select audiences.

For additional information, visit the program website at www.preservationnation.org.

Indiana Bond Bank

General Obligation Bonds - The Indiana Bond Bank was created by the General Assembly in 1984 and is a self-supporting quasi-governmental entity. A seven member board of directors governs the Bond Bank. The Bond Bank operates as a financing conduit by purchasing



The Huntington County Courthouse 61

bonds and notes from communities. The Bond Bank pools these issues together and in turn, then issues its own obligations to the open market. The pooling process allows communities to realize savings that are achieved through the sharing of fixed costs and economies of scale. Communities may also benefit from certain bonds supported by the "moral obligation" of the state.

For additional information, visit the program website at www.in.gov/tos/bond .

Indiana Department of Transportation (INDOT)

TRANSPORTATION ENHANCEMENT (TE) PROGRAM

INDOT's Transportation Enhancement (TE) program is a federal program designed to fund alternative types of transportation projects, broadening the focus on transportation from highway construction to funding aimed at community and quality of life enhancement by addressing open space, traffic congestion and air quality concerns. The program requires creativity and innovation in planning, design and partnership development. Congress created this program in the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA), and then provided an additional $3.8 billion for program for the years 1998 through 2003. For Indiana, that translates into approximately $16.2 million per year. As of the end of FY01, Indiana had approximately $108 million worth of enhancement projects programmed and under various stages of development.

For additional information, visit the program website at www.in.gov/indot ..

Indiana Finance Authority (IFA)

INDIANA BROWNFIELDS PROGRAM

An environmental program of the Indiana Finance Authority (IFA), the Indiana Brownfields Program offers educational, financial, legal, and technical assistance and works in partnership with the U.S. Environmental Protection Agency (U.S. EPA) and other Indiana agencies to assist communities in making productive use of their brownfield properties. The program works with public and private sector stakeholders through a variety of financial incentives.

The program can assist with funding Phase I/II environmental site assessments, asbestos-containing material and lead-based paint surveys, remediation work plan development, limited demolition, and controlling access/site security activities.

For additional information, visit the program website at www.in.gov/ifa/brownfields .

Indiana Office of Community and Rural Affairs (OCRA)

The Community Development Division receives both federal and state funds and distributes these funds to municipalities, and in some cases non-profit organizations. While the acquisition, construction or rehabilitation of buildings for the general conduct of government, i.e. a county courthouse, is a non-eligible activity, CFF grants can be utilized for the installation of elevators and other disabilities improvements.

COMMUNITY FOCUS FUND PLANNING GRANT (CFFPG)

The federally funded planning grants assist municipalities to prepare for proceeding with a Community Focus Fund project. Eligible projects include: economic development plans, downtown revitalization plans, historic preservation plans and individual project plans or feasibility studies. Maximum amount granted per application is $50,000. A match of 10 percent is required by the recipient.
For additional information, visit the program website at www.in.gov/ocra .

COMMUNITY FOCUS FUND (CFF)

The purpose of this federally funded grant is to provide financial assistance to complete projects which improve the quality of life and increase the local economic capacity of Indiana communities. A match of 10 percent is required by the recipient with a maximum limit of $50,000. In-kind donations for 50 percent of the match, or $25,000 worth of donations and/or services, whichever is less, may be used. No other federal funding may be used for the match. Maximum amount granted per application is $500,000.

For additional information, visit the program website at www.in.gov/ocra.

COMMUNITY ECONOMIC DEVELOPMENT FUND (CEDF)

CEDF Grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). Most economic development activities are undertaken

for the purpose of job creation or retention. Most job creation or retention activities are classified as eligible under one of several economic development-oriented eligibility categories.

For additional information, visit the program website at www.IN.gov/ocra .

DOWNTOWN ENHANCEMENT GRANT

This grant supports and promotes community-based planning, marketing, and restoration efforts in Indiana Main Street communities. Projects that may qualify for funding include promotional campaigns, program branding, façade renovations or rehabilitations, and other initiatives related to Indiana Main Street communities' downtowns.

For additional information, visit the program website at www.IN.gov/ocra .

Indiana Division of Historic Preservation & Archaeology (DHPA)

HISTORIC PRESERVATION FUND (HPF)

Local governments and non-profit organizations can apply to the Division for financial assistance for planning, documentation and material rehabilitation of historic properties. The Division, through the State Historic Preservation Review Board, awards matching grants of federal funding each January. Amounts available for feasibility studies, repairs and other projects vary. Typically, the DHPA can match 50-50 with projects costing from $4,000 to $100,000. The Division makes grant applications available in July-August and complete applications are due in October. The Indiana Historic Preservation Review Board makes the final award of grant funds based on staff recommendations at their January meeting annually.

For additional information, visit the program website at www.IN.gov/dnr/historic .

CERTIFIED LOCAL GOVERNMENT GRANT PROGRAM (CLG)

This program is available only to the local governments designated by the DHPA as having certified local preservation planning programs. A CLG is a city or town that has decided to have an intensive local preservation program that enacts a special historic preservation ordinance, enforces that ordinance through a local preservation commission and meets minimum standards for CLG's as determined by the DHPA.

A financial benefit of becoming a CLG is a special pool of competitive grant funds from federal allocations to the DHPA. At least 10 percent of the federal allocation goes to the CLG program every year. The CLG grants are awarded for survey work, planning and for education.

For additional information, visit the program website at www.IN.gov/dnr/historic .

Indiana Landmarks (formerly Historic Landmarks Foundation of Indiana)

INDIANA PRESERVATION GRANTS FUND

Community preservation groups and nonprofit organizations can apply to Indiana Landmarks for matching grants to fund professional architectural and engineering feasibility studies and other preservation consulting services, as well as organizational development and fundraising projects. The money from this fund may not be used to fund actual construction. Indiana Landmarks makes Indiana Preservation Grants on a four-to-one matching basis, with four dollars from us matching each local cash dollar. They will fund 80 percent of the total project cost up to $2,500.

For additional information, visit the program website at www.HistoricLandmarks.org .

Indiana Community Foundations

Community Foundations are nonprofit, tax-exempt, publicly-supported grantmaking organizations. These foundations are public charities, since they develop broad support from many unrelated donors with a wide range of charitable interests in a specific community. A community foundation has an independent board that is broadly representative of the public interest and it maintains a diverse grants program that is not limited in scope. Their competitive grants enable not-for-profit organizations and governmental agencies to provide effective programs, complete projects and respond to the needs of people in the neighborhoods and communities throughout Indiana. In addition to making grants, these foundations often play a leadership role in their communities, serve as a resource for grant information and broker training and technical assistance for local nonprofits.

For additional information, visit the program website at www.InCommunityFoundations.org.

Guaranteed Energy Savings Contracts

A guaranteed energy savings contract is an agreement between a qualified provider and a building owner to reduce the energy and operating costs of a building, or a group of buildings, by a specified amount. The main advantage of these agreements is that the building owner can participate in the project without a large upfront investment of capital. The energy cost savings are used to pay for the investment. If the guaranteed savings are not achieved, the provider must reimburse the building owner for the difference between the guaranteed and cost savings.

Providers generally offer packaged services which include an energy audit, improvements in operation and maintenance procedures, capital modifications, design and engineering work, installation, monitoring and reporting of savings, maintenance, and training. The provider may also arrange the financing needed for the project. Many providers will assist in securing financing from the facility's choice of financial institutions.

For additional information, visit the program website at www.IN.gov/oed .

FINDINGS BY THE COMMISSION

Funding Sources for Courthouse Preservation Projects

1. **There are a range of grant programs available to assist counties in the planning and rehabilitation of historic courthouses from federal, State, and non-profit sources.**

2. **More funding options are needed to meet the total need for addressing deferred maintenance backlogs and rehabilitation requirements for historic courthouses.**

1. The Importance of Preserving Historic Courthouses to the History and Identity of County Seats and Counties

1. Historic courthouses are typically the most important element of physical identity for Indiana's county seat communities.

2. Historic courthouses provide a visual and psychological focus to courthouse squares, which in most county seats are the symbolic and economic centers of the community.

3. Indiana's historic courthouses are the most monumental and elaborate works of architecture in most counties and across the State—they help define Indiana's identity as well as that of their host communities.

4. Historic courthouses and the grounds around them house some of the State's finest displays of public art and decorative and ornamental design. These collections of paintings, murals, sculptures, monuments and memorials, and decorative reflection to county residents and of considerable interest to visitors.

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2. The Importance of Preserving Historic Courthouses to the Economic Revitalization of County Seats and Counties

1. As centers for providing county services, Indiana's historic courthouses help support a critical mass of commercial activity in county seat downtowns. This activity includes service businesses related to the functions of county offices and retail businesses that draw a range of customers to the downtown.

2. Historic courthouses attract the attention and interest of visitors, together with the courthouse squares and downtowns surrounding them. The courthouses, courthouse squares and surroundingdowntown areas are natural attractions for tourism and have the potential to bring significant economic impact for the county seats through increased tourism spending.

3. Growing numbers of investors and small business owners from outside the State are attracted to the small town feeling and architectural character of rural communities. Especially attractive are the county seats of Indiana, with their public squares composed of historic courthouse, surrounding grounds, and nineteenth and twentieth century architecture facing the streets bordering the squares. Such investors, small businesses, and their employees are looking or a sense of time and place in the communities where they work and live and are willing to invest in downtown buildings and residences.

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3. The Condition of Indiana's Historic Courthouses

1. Overall, most of Indiana's historic courthouses are in stable condition.

2. Many historic courthouses suffer in both their exteriors and interiors from water and moisture infiltration, usually due to deferred maintenance or improper maintenance and repair techniques and unanticipated effects of changes in building operating systems.

3. The large numbers of artworks and decorative features in historic courthouses require careful

stewardship and appropriate conservation techniques. Water and moisture penetration from the exterior can damage or destroy the artistic heritage of the courthouses and stopping such penetration and securing the interior from moisture should be a top priority for rehabilitation efforts in every courthouse.

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4. The Need for Rehabilitation, Restoration, and Maintenance

1. There is a need for reliable, factual information easily available to county officials on how to make comparisons between the economics of rehabilitation vs. the economics of new construction, to facilitate decisions on the continued use of courthouses and other county-owned historic buildings.

2. County officials would benefit from guidance on how to assess the need for rehabilitation of a historic courthouse, choose appropriate options, and hire qualified design professionals and contractors to carry out a rehabilitation project.

3. There is a need for reliable information on the options available to county officials in rehabilitating each aspect of a historic courthouse, including masonry repair, roof replacement, window treatments, disability access, mechanical, electrical, and plumbing system, artistic/decorative features. Information is especially needed on how to address moisture penetration.

4. There is a need for reliable information for county officials on options available in most communities for providing additional space through additions to courthouses or annexes.

5. Guidance for county officials would also be helpful on best practices for the regular maintenance of historic courthouses and their site.

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5. Needs Identified by County Commissioners and Judges

1. The county commissioners and county judges responding to the Courthouse Commission's surveys saw funding as the top challenge they face in planning for the long-term use of their historic courthouses.

2. County funds in many counties are not sufficient to pay for a full rehabilitation of a courthouse and its site and for construction of an addition or rehabilitation of a nearby annex for county offices or judicial center.

3. Deferred maintenance or previous projects involving improper maintenance techniques are at the heart of many of the needs for rehabilitation cited by commissioners and judges.

4. The greatest facilities need indicated by the commissioners responding to the surveys was for additional space.

5. Other issues of importance cited by commissioners include problems with exterior or interior building materials; mechanical, electrical, and plumbing systems; roofs; windows; doors; interior plaster, painting, decorative features, and art works; technology; security; and accessibility.

6. Planning carefully a long-term program of rehabilitation is the most economical approach for counties to follow in renovating their historic courthouses.

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6. Funding Sources for Courthouse Preservation Projects

1. There are a range of grant programs available to assist counties in the planning and rehabilitation of historic courthouses from federal, State, and non-profit sources.

2. More funding options are needed to meet the total need for addressing deferred maintenance backlogs and rehabilitation requirements for historic courthouses.

1. Make an assessment concerning the importance of preserving historic courthouses to the history and identity of county seats and counties.

- The Indiana General Assembly should recognize historic courthouses as key elements of Indiana's identity and of the identities of the counties in which courthouses are located. One way to provide recognition and promote public appreciation for the courthouses would be for the Assembly to adopt a resolution designating Indiana's historic courthouses as official symbols of Indiana identity and heritage.

- The General Assembly could commission a traveling exhibit that tells the story of the importance of Indiana's courthouses to their counties and to the State as a whole.

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2. Make an assessment of the importance of preserving historic courthouses to the economic revitalization of county seats and counties.

- The Indiana Division of Tourism should consider acknowledging and promoting the obvious, natural attraction of historic courthouses and their squares for tourists and other visitors. One way to do this would be through a statewide tourism campaign on the magic of Indiana's courthouse squares, using restored courthouses, squares with special businesses and restaurants, community festivals centered on squares, nearby museums, beds and breakfasts, visual and performing arts events, walking tours of community history and architecture, and trails that connect the rural countryside to county seats.

- The State should consider promoting the economic development potential of historic courthouses and their squares. For example, the Indiana Economic Development Corporation and the Indiana Office of Community and Rural Affairs could use courthouse squares as part of the branding and marketing campaigns that they develop to lure businesses and manufacturers to rural Indiana.

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3. Study the condition of historic courthouses.

- Counties should undertake feasibility studies, preservation plans, historic structure reports, or other architectural and engineering studies by qualified professionals to identify the sources of all deterioration noted in their courthouses.

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4. Investigate the need for rehabilitation, restoration, and maintenance of Indiana's historic county courthouses.

- The Indiana Department of Natural Resources' Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners, and the Indiana Judicial Conference should sponsor regular seminars for county officials on making decisions about the rehabilitation, restoration, and maintenance of historic courthouses, providing for additional space through additions or annexes, and the stewardship of landscape design and historic objects on courthouse grounds.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should continue to provide a program of technical assistance to county officials upon request regarding sources of deterioration in courthouses and appropriate responses.

- In cooperation with Indiana Landmarks, AIA Indiana, the Indiana Chapter of the American Society of Civil Engineers, the Indiana Chapter of the American Society of Landscape Architects, and the Indiana Chapter of the American Society of Interior Designers, the Division of Historic Preservation and Archaeology should offer continuing education courses or seminars for design professionals on the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings and the National Park Service's Preservation Briefs series of guides on specific issues in the rehabilitation and restoration of historic structures, designing additions, and maintaining and rehabilitating landscape features and historic objects on courthouse grounds.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should consider preparing a manual on the maintenance, rehabilitation, and restoration of historic courthouses.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, should continue and add to the website established by the Courthouse Preservation Advisory Commission (http://www.in.gov/dnr/historic), providing information on the history, architecture, art, and landscape features of Indiana's historic courthouses, information for county officials on original plans and specifications for such courthouses, information on funding options, guidelines for rehabilitation, restoration, and maintenance of historic courthouses, and economic development strategies involving courthouse squares.

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5. Study the needs of county officials in planning for the successful restoration, rehabilitation, and maintenance of historic courthouses.

- The Indiana General Assembly should establish a matching grant program to assist counties in paying for the cost of professional feasibility studies, historic structure reports, or preservation plans for the rehabilitation of historic courthouses.

- The General Assembly should define the rehabilitation, restoration, and maintenance of historic county courthouses as economic development projects, allowing Counties to use revenues from the County Economic Development Income Tax (CEDIT) and County Adjusted Gross Income Tax (CAGIT) for such projects.

- The General Assembly should establish a low interest loan program under which Counties may borrow up to 60 percent of the cost of projects involving the rehabilitation, restoration, and maintenance of historic county courthouses and repay the loans using revenues received from their CEDIT or CAGIT assessments.

- The Division of Historic Preservation and Archaeology, in cooperation with Indiana Landmarks, the Indiana Association of County Commissioners and the Indiana Judicial Conference, should sponsor workshops for county officials on how counties have successfully financed rehabilitation of historic courthouses.

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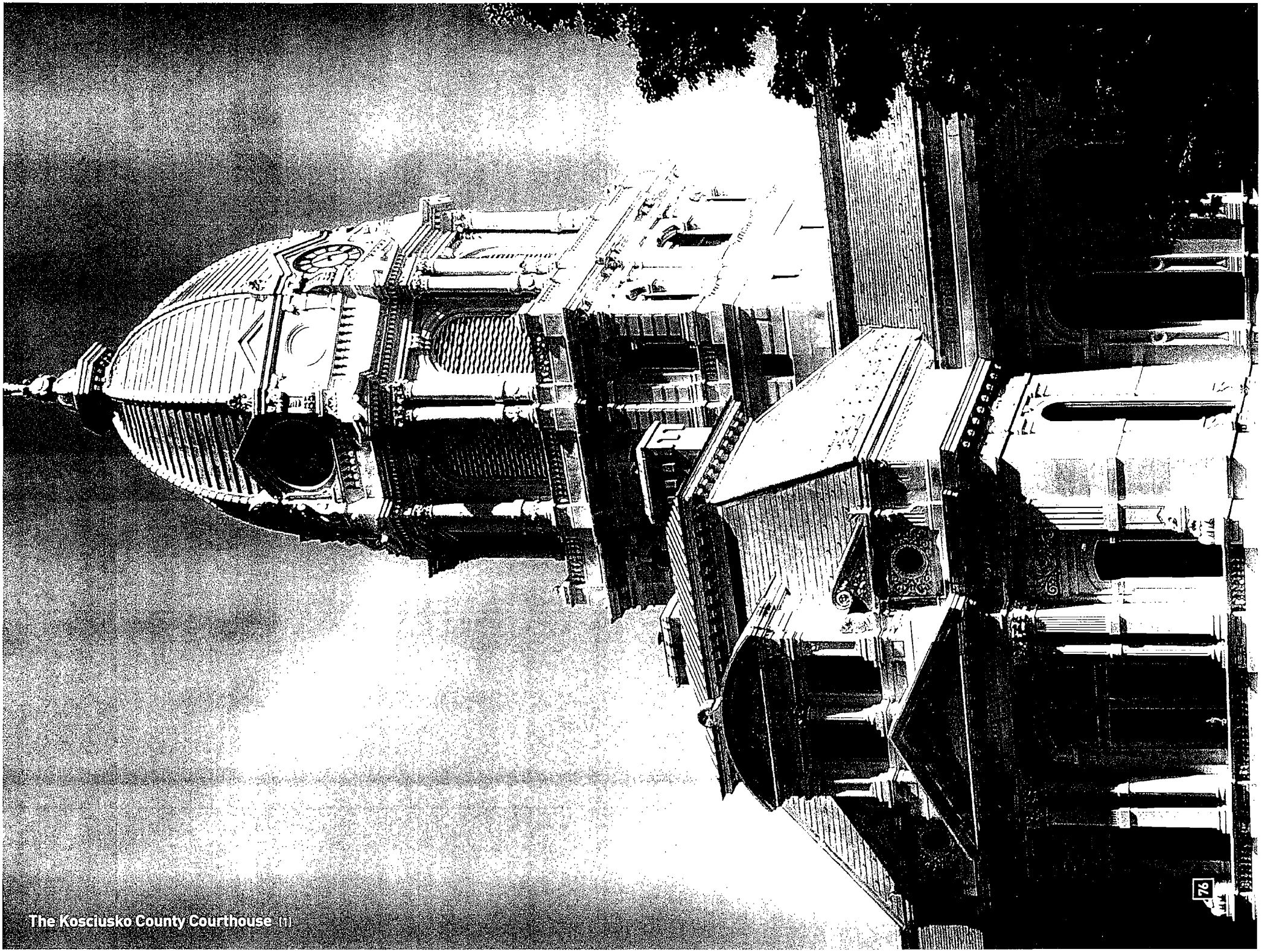
6. Provide County Officials with Information Concerning Funding Sources for Courthouse Preservation Projects.

- Counties should undertake feasibility studies, preservation plans, historic structure reports, or other architectural and engineering studies by qualified professionals to identify the sources of all deterioration noted in their courthouses.



The Kosciusko County Courthouse [1]

Appendices

APPENDIX A:

Funding Precedents

Courthouse restoration and rehabilitation projects in Indiana have been funded in a variety of ways. It is important to pursue a variety of funding sources and to engage in strategic fundraising practices when approaching a project of this type. The following list identifies project cost and funding for several restoration and rehabilitation projects completed since 1990, illustrating some funding sources and combinations that have been successful:

- **ALLEN COUNTY COURTHOUSE**
  (interior restoration and site improvements)
  Completed: 2002
  Cost: $8.6 million
  Funding: Build Indiana Fund grants, donations from individuals, corporations and foundations
- **TIPPECANOE COUNTY COURTHOUSE**
  (exterior and interior restoration)
  Completed: 1992
  Cost: $8 million
  Funding: Local bond issue and county's cumulative capital fund
- **DECATUR COUNTY COURTHOUSE**
  (restoration and addition)
  Completed: 1994
  Cost: $7 million
  Funding: County's building fund
- **HANCOCK COUNTY COURTHOUSE**
  (interior restoration and construction of an annex)
  Completed: 2006
  Cost: $6 million
  Funding: Bond issue
- **VIGO COUNTY COURTHOUSE**
  (interior restoration)
  Completed: 2007
  Cost: $5.5 million
  Funding: Mortgage bond issue
- **VIGO COUNTY COURTHOUSE**
  (exterior restoration)
  Completed: 1994
  Cost: $1.5 million
- **HOWARD COUNTY COURTHOUSE**
  (rehabilitation)
  Completed: 2002
  Cost: $4 million
  Funding: County's cumulative capital fund
- **SWITZERLAND COUNTY COURTHOUSE**
  (restoration and addition)
  Completed: 2005
  Funding: County's building fund and revenue from riverboat casino
- **UNION COUNTY COURTHOUSE**
  (interior restoration and mechanical system update)
  Completed: 2006
  Cost: $4 million
  Funding: Community Focus Fund (CFF) grant, grant from the Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology (DNR-DHPA), lease-purchase bonds
- **POSEY COUNTY COURTHOUSE**
  (rehabilitation)
  Completed: 2006
  Cost: $1.4 million
  Funding: 20-year public bond issue

APPENDIX B:

The Impact of Preserving Historic Courthouses in Texas

More than 200 of Texas' 254 counties retain their historic county courthouses.[88] Inadequate maintenance, inappropriate alterations, and weather-related damage led to the listing of Texas's county courthouses in the National Trust for Historic Preservation's list of 11 Most Endangered Places in 1998.[89] The State of Texas responded in 1999 by creating the Texas Historic Courthouse Preservation Program (THCPP) within the Texas Historical Commission. This comprises the largest preservation grant program ever initiated by a state government. As of 2009, the State of Texas had allocated $207 million in partial matching grants to 68 counties for restoration of their historic courthouses.[90]

A 2009 report on the preservation of historic county courthouses in Texas, prepared by the Texas Historical Commission, highlights the benefits from courthouse restoration and rehabilitation realized by counties and communities throughout the state. During the preparation of the report, the commission contacted representatives from counties that had undertaken courthouse preservation projects: "The overwhelming consensus was their courthouse restorations played a crucial role in the resurrection of their downtowns and often acted as the primary impetus for economic renewal of the business districts adjacent to the historic courthouse square."[91]

A representative from Bee County, Texas (population 32,000), reported that the county's courthouse restoration project, completed in 2006, had far-reaching effects: "It was a catalyst that really helped redevelop downtown... The courthouse restoration was the basis of a long-range plan for the revitalization of the downtown area and resulted in a reinvestment of $9 million in a two-year period."[92] Marshall, Texas, the seat of Harrison County (population 62,000), suffered from downtown vacancy and a deteriorating courthouse in the 1980s. "[T]he courthouse restoration instilled confidence in developers, who invested in downtown properties after construction began... Since then, Marshall has become one of the state's most vibrant historic downtowns and continues to support new restaurants, shops and loft apartments on and around the courthouse square." A city official noted that the courthouse restoration was integral to the success of the downtown: "Instead of a deteriorating building contributing to blight, the Harrison County Courthouse is once again a beautiful centerpiece for our downtown area."[93]

Wharton County, Texas (population 41,000) considered plans to demolish its historic courthouse and relocate county offices outside of downtown. A report prepared for the county's Economic Development Council advised the city to make the most of its existing resources, particularly its neglected 1889 courthouse and courthouse square. The county undertook an extensive restoration of the building, completed in 2007. The chair of the Wharton County Courthouse Committee reported: "the courthouse restoration brought a lot of new businesses to the town center. [It] literally brought the town back from the dead."[94]

"As downtown centerpieces... historic county courthouses have enormous potential to promote prosperity within a community... restoration of these magnificent historic structures... has sparked a revitalization of historic downtowns across the state..." The report also notes that "a restored and well-maintained historic county courthouse serves as the anchor of a vibrant town center."[95]

APPENDIX C:

LEED Certification of Historic Government Buildings

HOWARD M. METZENBAUM U.S. COURTHOUSE, CLEVELAND, OHIO

The Howard M. Metzenbaum U.S. Courthouse in Cleveland, Ohio, built 1903-10, achieved LEED certification following a 2005 renovation. The federal courthouse, listed in the National Register of Historic Places in 1974, contains statuary, murals, original light fixtures, marble, and other historic features. A renovation during 2002-05 included restoration of the public spaces and upgrades to the existing mechanical systems. Reuse of the historic building contributed to

88 Andrews 22.

89 "Texas Historic Courthouse Preservation Program Sparks Downtown Revitalization," 3.

90 "Texas Historic Courthouse Preservation Program Sparks Downtown Revitalization," 3.

91 "Courthouse Cornerstones: An Update of the Texas Historic Courthouse Preservation Program" [Austin: Texas Historical Commission, 2009] 2.

92 "Courthouse Cornerstones" 2.

93 "Courthouse Cornerstones" 2.

94 "Courthouse Cornerstones" 3.

95 "Courthouse Cornerstones" 2.

several of the criteria for LEED certification:

- The existing urban site's high development density
- Access to bus lines within ¼ mile of the building
- Reuse of more than 95 percent of the existing building shell
- Reuse of more than 58 percent of the building's interior elements and finishes
- Retention of existing mature trees eliminated the need for irrigation

Upgrades to outdated building systems realized additional benefits:

- Water consumption reduced by more than 32 percent
- Energy use was reduced by 15 percent
- 24 percent of new materials were sourced from local and regional manufacturers
- Use of low-VOC (volatile organic compound) adhesives, sealants, and carpets to reduce indoor air contamination
- Green cleaning program: Harsh chemicals have been eliminated from cleaning procedures, improving indoor air quality and occupant health and comfort [96]

COLORADO STATE CAPITOL, DENVER, COLORADO

The Colorado State Capitol, completed in 1894, became the first LEED certified state capitol building in the United States following a 2008 renovation. The building achieved LEED certification under the Existing Building: Operations & Maintenance (LEED EB O&M) rating system. Utilizing the LEED guidelines, the project team identified a number of steps to achieve the certification:

- Green cleaning program: Harsh chemicals have been eliminated from cleaning procedures, improving indoor air quality and occupant health and comfort
- On-site recycling program
- Plumbing fixture upgrades: low-flow toilets, urinals, and faucets were installed, reducing water consumption
- Lighting retrofit: compact fluorescent (CFL) bulbs replaced existing incandescent and halogen bulbs, resulting in significant and immediate energy savings
- Landscape and grounds maintenance: the use of native and regionally adapted plants helped to reduce irrigation needs, corn-based snowmelt was used to reduce or avoid the harm to vegetation and groundwater caused by salt use.
- Updated purchasing policy: the Colorado State Capitol Complex adopted policy to source products that are manufactured, packaged, and transported with consideration of environmental impact. This policy encourages the use of products with recycled content and the use of low-VOC paints, carpets, and other products to reduce indoor air contamination. [97]

The project has yielded immediate benefits, including:

- A projected $1 million annual reduction in energy costs for the State Capitol Complex
- Annual energy savings from the lighting retrofit equal to the power used by 32 homes and reduction in CO2 equal to removing 68 cars from the road
- Green cleaning and sustainable purchasing programs utilizing non-toxic products and low-VOC materials improve occupant health and comfort.

Colorado Governor Bill Ritter, Jr., notes:

> **"Even with historic structures as old as our Capitol, we have become a leader in energy reduction and energy efficiency. Not only does this benefit the environment, but we will save taxpayers $1 million a year on reduced and avoided energy costs."** [98]

BOULDER COUNTY COURTHOUSE ANNEX, BOULDER, COLORADO

The Boulder County Courthouse Annex, built in 1904, achieved LEED Gold certification, the second-highest possible level of certification under the Existing Buildings: Operations & Maintenance system. Upgrades and repairs to mechanical systems, changes to purchasing practices, and waste diversion and recycling programs implemented during 2007-08 contributed to the certification. These measures also allowed the Boulder County Courthouse Annex to meet the requirements of the U.S. Department of Energy's Energy Star® rating for

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96 "Howard M. Metzenbaum U.S. Courthouse," last modified October 28, 2010 http://www.gsa.gov/portal/content/102314

97 Governor's Energy Office, State of Colorado, "Leading By Example: Colorado State Capitol LEED® Certification Case Study," accessed April 8, 2011, http://rechargecolorado.com/images/uploads/pdfs/2682058344211489 7ee3bd565fb4b82d.pdf

98 Governor's Energy Office, State of Colorado, "Leading By Example: Colorado State Capitol LEED® Certification Case Study," accessed April 8, 2011,

electrical and gas use. The energy savings realized in the project are estimated to exceed $7,000 annually.[99]

APPENDIX D:

Additional References

SECRETARY OF THE INTERIOR'S STANDARDS FOR THE TREATMENT OF HISTORIC PROPERTIES

This document provides the basic outline of responsible historic preservation practices of the preservation, rehabilitation, restoration, and reconstruction of historic properties. The guidelines provide a framework for making decisions within a preservation project and serve as the national standards for historic preservation projects.

http://www.cr.nps.gov/hps/tps/standguide/

NATIONAL PARK SERVICE PRESERVATION BRIEFS

The National Park Service Preservation Briefs provide guidance on detailed aspects of preserving, rehabilitating and restoring historic buildings. These documents provide technical information on best practices for dealing with particular building components, materials and procedures.

http://www.nps.gov/hps/tps/briefs/presbhom.htm

99 "Boulder County Building Earns Rare Energy/Environmental Design Certification," press release, June 18, 2008, http://listserv.co.boulder.co.us/scripts/wa.exe?A3=ind0806&L=BCPRESSRELEASE&E=quoted-printable&P=1678814&B=------_%3D_NextPart_001_01C8D15C.100C08D2&T=text%2Fplain;%20charset=us-ascii

APPENDIX E:
Survey Forms

Indiana
CPAC - Courthouse Preservation Advisory Commission
County Courthouse Questionnaire, part-1

The following questions are to be answered by one or more County Commissioner:

1. Are there historic features of your Courthouse that need repair/restoration?

2. What approximate percentage of historic integrity/character does the courthouse retain?

   - How important are the historic features of your courthouse?

3. What issues does the Courthouse have with overall maintenance?

4. What challenges do the commissioners face in adapting the courthouse to current needs?

5. What needs for additional space does the courthouse **NOT** meet?

6. Do you currently utilize a nearby building as an annex? If not, is there a nearby building that could be used as an annex?

7. Is there funding for anticipated needs?

8. Are you aware of funding sources for feasibility studies or actual construction costs for the Courthouse?

9. In today's dollars, what do you think your courthouse is worth? (insured value/appraisal)

10. What other needs, in your opinion, does your courthouse currently have?
    _____ Structural
    _____ Security
    _____ Space
    _____ Disability Access
    _____ HVAC/Weatherization
    _____ Other (briefly explain/list below)

_____ _____
Signature Date

Please return completed forms to: CPAC, C/O DNR-DHPA, 402 West Washington ST., RM # W274, Indianapolis, IN 46204

Indiana
CPAC - Courthouse Preservation Advisory Commission
County Courthouse Questionnaire, part-2

The following questions are to be answered by the person most directly in charge of building operations.
Please circle pertinent responses and/or fill in blanks.
If specific dates are not available, estimates are acceptable:

General Facility Management

Is there an engineer or architect on staff or retainer for regular consultation about facility management?
Yes No

Are there historical plans of the original building and/or subsequent alterations and additions available to aid future planning?
Yes No

Are planning documents such as Historic Structure Report, Preservation Plan, or Feasibility Study already available for the building?
Yes No

On a scale of 1-10, how would you rate the historical character of the building (with 1 being original and 10 being extensively altered by remodeling)?
1 – 2- 3 – 4 – 5 - 6 – 7 – 8 – 9 – 10

How many times has the original building been significantly altered by remodeling or addition?
#_____

When was the last major remodeling?
Year _____

Approximately what percent of county services continue to be administered at the courthouse building?
_____%

How many County annex offices are presently operated at other locations?
#_____

What standards or guidelines are regularly employed in maintenance and operating decisions?
Whole Building Design Guide
Sect. of the Interiors Standards for Historic Bldgs
Other _____

Building Construction

What is the building type of the Courthouses?
Frame – Masonry Bearing Wall
Reinforced Concrete – Other_____

Has the building demonstrated significant differential settling?
Yes No

Does the Courthouse have a Portico or other major covered outdoor space?
Yes No

Does the Courthouse have a multi-story Rotunda or atrium space?
Yes No

Does the Courthouse have monumental stairway(s)?
Yes No

Does the Courthouse have enclosed fire egress paths?
Yes No

Does the Courthouse have sprinklers or other fire suppression systems?
Yes (type: _____) No

Roofing and Roof Structure(s)

What roofing profiles are present?
(All that apply)
Flat – Gabled – Hip – Dome – Dormer
Other _____

What roofing Materials are present?
(All that apply)
Metal – Slate – Tile – Rubber – Asphalt
Other _____

When was the last major roofing rehabilitation?
Year _____

Does the Courthouse have significant ornamental roofing features such as:
Belfry - Cupola - Flag-pole – Clock – Cresting
Other _____

Facades and Shell Structures

What are the principal exterior cladding materials?
Stone – Brick – Glazed Terra-Cotta – Metal
Wood - Other _____

What are the principal materials in exterior finish details?
Wood –Metal – Other_____

Are there persistent problems with the exterior material?
Yes (describe: _____) No

Are the principal exterior doors original or historical?
Yes No

Are the windows original or historical?
Yes No

If windows have been replaced, when?
Year _____

What is the material or type of the present windows?
Wood – Metal – Vinyl – Other _____

1

Are the current windows thermally optimized by:
Insulated Glass – Storm Windows - Coatings
Single Pane (not optimized)
Do the current windows have evident performance issues?
Loose – Rot/Deterioration
Drafty – Frost - Inoperable

Interior Structure(s)
What are the principal interior walls constructed of?
Frame – Masonry Bearing Wall
Reinforced Concrete - Other
What are the principal interior floor/ceiling assemblies constructed of?
Frame - Masonry Vault - Reinforced Concrete
Other _____
On a scale of 1-10 how would you rate the historical character of the interior finishes (with 1 being original and 10 being extensively altered by remodeling)?
1 – 2- 3 – 4 – 5 - 6 – 7 – 8 – 9 – 10
Is there extensive built-in light construction (i.e. suspended ceilings, frame partitions, etc.)
Yes No
Does the building have isolated special needs spaces such as computer-server rooms?
Yes No
Are there persistent problems with the interior material?
Yes (describe: _____) No
Does the Building have special artistic features such as:
Murals – Art-Glass - Sculpture(s)
Other _____

Ancillary Spaces
How is the basement or cellar utilized?
None - Occupied – Archival storage
Mechanical only
How is the attic utilized?
None - Occupied – Archival storage
Mechanical only

Climate control and Other Systems
Has the thermal performance of the Courthouse been analyzed by:
Blower door test – Infra-red thermography
Other _____

Has the interior thermal envelope of the tempered space been effectively isolated from untempered ancillary spaces?
Yes No
Does the Courthouse still utilize its historical heating system?
Yes No
When was the last major HVAC system change?
Year _____
What is the type of the current heating system?
Radiant – Split-tube – Forced-air
Other _____
Does the HVAC system have zoned controls or multiple systems?
Yes No
Do Courthouse systems co-generate electricity or otherwise integrate energy systems?
Yes No
Has the County participated in the NACO Green Government Initiative or other program for evaluating resource performance of the Courthouse?
Yes No
Has the plumbing system been comprehensively updated?
Yes (when_____) No
Has the electrical system been comprehensively updated?
Yes (when_____) No

Site
On a scale of 1-5 how closely connected is the Courthouse to the County seat's commercial district (with 1 being central and 5 having no connection)?
1 – 2- 3 – 4 – 5
Are there other historical buildings on the same contiguous site?
Yes (describe: _____) No
Are there non-historical buildings on the contiguous site?
Yes (describe: _____) No
Are there significant monuments or statuary on the site?
Yes No
Does the site have other special landscape features or challenges?
Yes (describe: _____) No
Does the building or site have wildlife issues (e.g. birds)?
Yes (describe: _____) No

_____ _____
Signature Date

Please return completed forms to: CPAC, C/O DNR-DHPA, 402 West Washington ST., RM # W274, Indianapolis, IN 46204

COURTHOUSE PRESERVATION ADVISORY COMMISSION SURVEY

FOR JUDGES

I.

The Indiana Legislature created the Courthouse Preservation Advisory Commission to study the current status of historic courthouses in Indiana with the thought that a better understanding of these structures and their condition needs would better enable communities across Indiana to preserve these important structures. The Commission is instructed to develop strategies to offer technical assistance to counties who request such assistance on current projects, as well as develop a report to the Legislature by 2011 regarding the preservation needs of these structures. The information requested below is vital to the Commission so that its dual purposes of providing technical assistance to counties and developing a report to the Legislature can be achieved. Please take the next few minutes and complete the following survey.

II.

County Name:_____
Court: _____

In what year was your current courthouse constructed? _____

In what year was your Court created? _____

Are your Court facilities a. original to the courthouse
or
b. constructed at a later date

Has your courthouse been renovated in any significant way since its original construction? Yes No

If renovated, when was the last renovation? _____

Have any prominent architectural features been lost or significantly altered by renovation? Yes No

Of what material is your roof system constructed? _____

When was the roof system last updated? _____

Are your current court facilities adequate to meet current caseload concerns including,

Security	Yes	No
Disability access	Yes	No
Public Seating	Yes	No
Acoustics	Yes	No
Visibility	Yes	No
Technology	Yes	No
Jury space	Yes	No
Judge's chambers	Yes	No
Support staff space	Yes	No
Conference space	Yes	No
Law Library	Yes	No
Heating	Yes	No
Cooling	Yes	No
Parking	Yes	No

Is there a current need to expand your court system? Yes No

If expanded, could your current courthouse handle the expansion without the need for major renovation? Yes No

Are there any aspects of your courthouse which might present a hazard to the general public? Yes No

Are there current discussions regarding renovation or replacement of your courthouse? Yes No

Does your county have an annual program of preventative maintenance for your courthouse? Yes No

Please describe any other concerns you would like to raise to the Commission regarding any aspect of you historic courthouse. (Please use attachments if needed)

_____

_____

_____

_____

_____

_____

J. Steven Cox, Member

J. Steven Cox is a resident of Brookville, Indiana and was first elected Judge of the 37th Judicial Circuit of Indiana in 1994. He is a 1987 graduate of Indiana University where he majored in Forensic Science with areas in Political Science, Psychology, Sociology, and Religion. He received his Juris Doctor Degree from Valparaiso University School of Law in 1990. He became a graduate of the Indiana Judicial College in 1995. He is currently a member of the American Judges Association, American Judicature Society, Association of Trial Lawyers of America, Indiana Judges Association, Indiana State Bar Association, Indiana Council of Juvenile and Family Court Judges, Franklin County Citizens for Historic Preservation, Franklin County Historical Society, and Board of Directors, Richmond Art Museum.

Indiana Courthouse Preservation Advisory Commission
Field Report / Basic Condition Assessment

County: _____

Date of Assessment: _____

Name of Field Assesssor: _____

Architectural Style: _____

Date of Construction: _____

EXTERIOR

Number of stories _____

Materials of the following:	Status	Notes
1. Roof:	Historic? Yes No	_____
2. Walls	Historic? Yes No	_____
3. Windows	Historic? Yes No	_____
4. Foundation	Historic? Yes No	_____
5. Additions (if applicable)	Historic? Yes No	_____

On a scale of 1-10 **with 10 being best,** rate the overall condition of the following elements:

1. Roof _____
2. Walls _____
3. Windows _____
4. Entrances _____
5. Foundation _____
6. Additions _____
7. Architectural features (columns, cornices, window hoods, cresting, chimneys, etc.) List and rate condition:

   Feature #1_____ _____

   Feature #2_____ _____

   Feature #3_____ _____

   Feature #4_____ _____

Using your best approximation, what percentage of the courthouse is historic including any additions _____%

INTERIOR

1. Briefly describe the plan of the main floor (Greek Cross around a rotunda, double loaded corridor, etc.).

2. Briefly describe the materials, features, condition of the main floor public spaces.

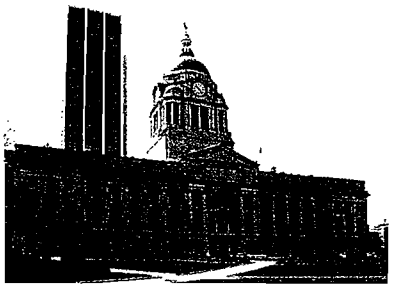
3. If you can gain access to or look into the courtroom(s), has the space been altered (dropped ceilings, paneling, re-arrangement of the judge's bench, witness stand, jury box? Describe.

4. List and describe any obvious condition issues in the public areas (water damage, obvious structural failures, need for repair) ?

(attach several photographs demonstrating the overall condition of the courthouse)

APPENDIX F: INDIANA'S HISTORIC COUNTY COURTHOUSES

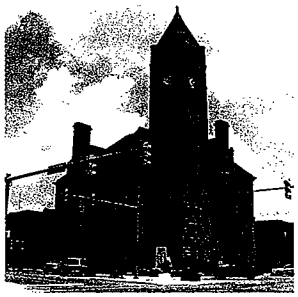
Adams County Courthouse (1)
Decatur, IN



Allen County Courthouse (1)
Fort Wayne, IN

Bartholomew County Courthouse (4)
Columbus, IN

Benton County Courthouse (1)
Fowler, IN



Blackford County Courthouse (1)
Hartford City, IN

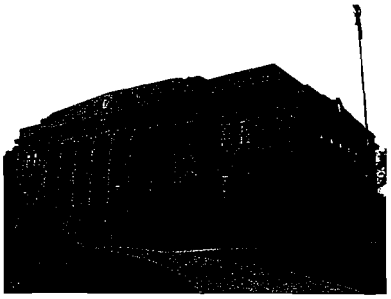
Boone County Courthouse (1)
Lebanon, IN

Brown County Courthouse (7)
Nashville, IN

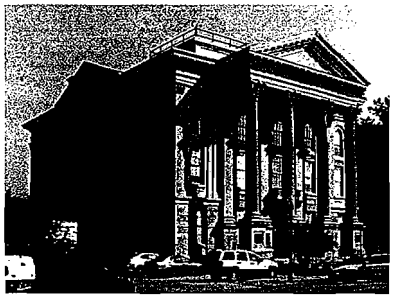
Carroll County Courthouse (1)
Delphi, IN

Clay County Courthouse (1)
Brazil, IN

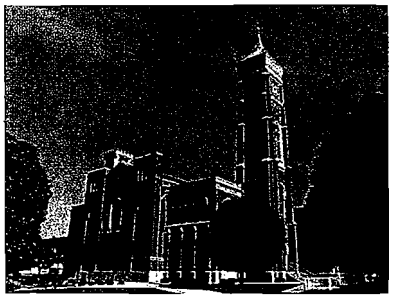
Clinton County Courthouse (4)
Frankfort, IN



Daviess County Courthouse (1)
Washington, IN

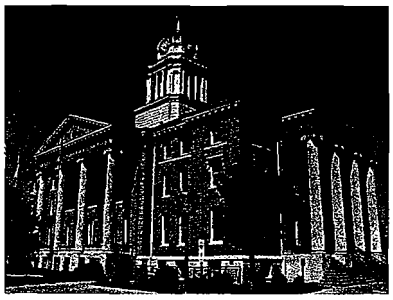


Dearborn County Courthouse (1)
Lawrenceburg, IN

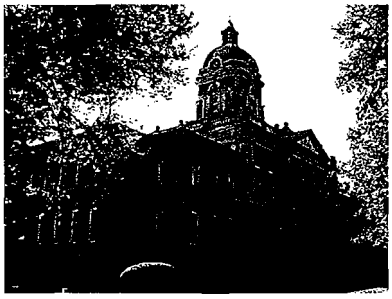


Decatur County Courthouse (1)
Greensburg, IN

DeKalb County Courthouse (1)
Auburn, IN



Dubois County Courthouse (1)
Jasper, IN

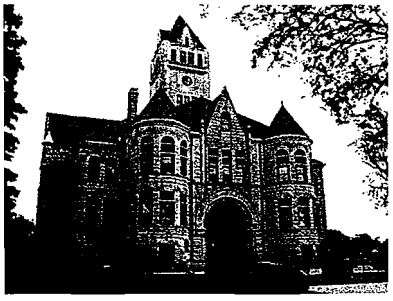


Elkhart County Courthouse (1)
Goshen, IN

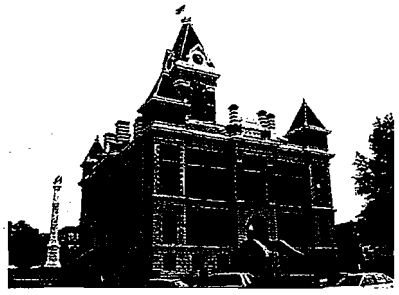
Fayette County Courthouse (1)
Connersville, IN

Fountain County Courthouse (4)
Covington, IN

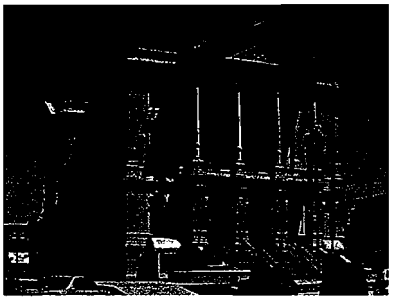
Franklin County Courthouse (7)
Brookville, IN



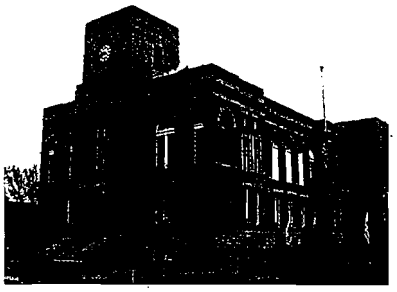
Fulton County Courthouse (1)
Rochester, IN



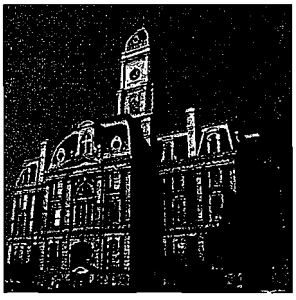
Gibson County Courthouse (1)
Princeton, IN



Grant County Courthouse (1)
Marion, IN

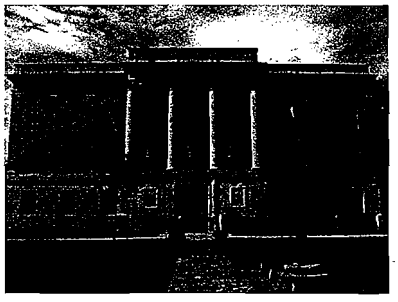


Greene County Courthouse (4)
Bloomfield, IN



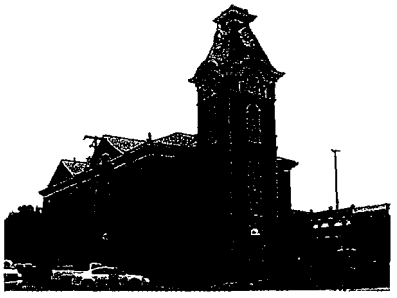
Hamilton County Courthouse (4)
Noblesville, IN

Hancock County Courthouse (4)
Greenfield, IN



Harrison County Courthouse (1)
Corydon, IN

Hendricks County Courthouse (1)
Danville, IN



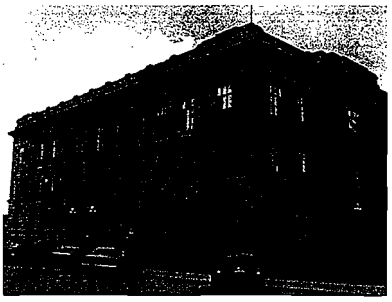
Henry County Courthouse (2)
New Castle, IN

Howard County Courthouse (1)
Kokomo, IN

Huntington County Courthouse (1)
Huntington, IN

Jackson County Courthouse (1)
Brownstown, IN

Jasper County Courthouse (7)
Rensselaer, IN

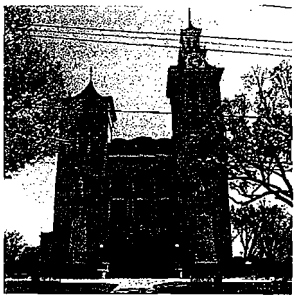


Jay County Courthouse [1]
Portland, IN

Jefferson County Courthouse [4]
Madison, IN

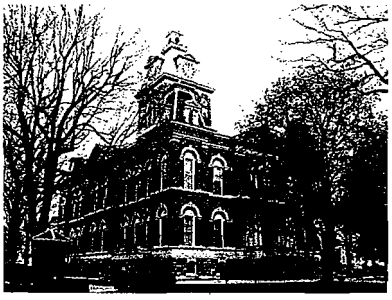
Jennings County Courthouse [2]
Vernon, IN

Johnson County Courthouse [1]
Franklin, IN

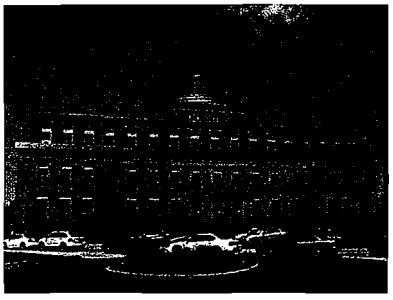


Knox County Courthouse [4]
Vincennes, IN

Kosciusko County Courthouse [1]
Warsaw, IN

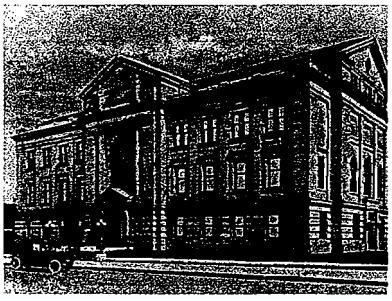


LaGrange County Courthouse [1]
LaGrange, IN

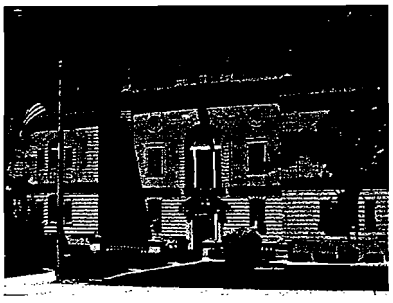


Lake County Superior Courthouse [1]
Gary, IN

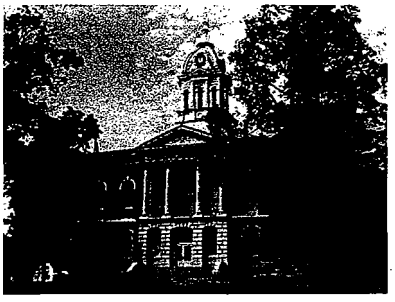
LaPorte County Courthouse [7]
LaPorte, IN



LaPorte Co. Superior Courthouse [4]
Michigan City, IN

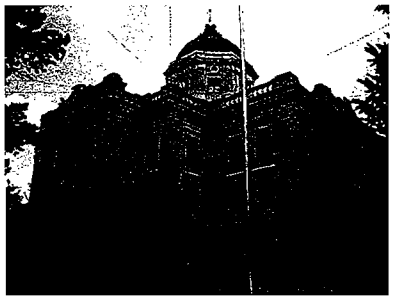


Lawrence County Courthouse [7]
Bedford, IN

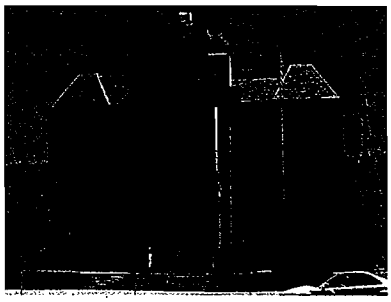


Marshall County Courthouse [1]
Plymouth, IN

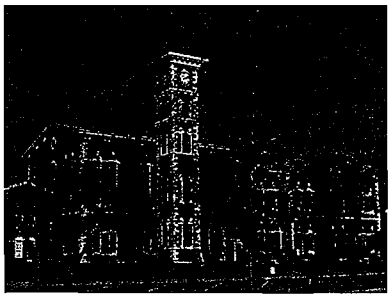
Miami County Courthouse [1]
Peru, IN



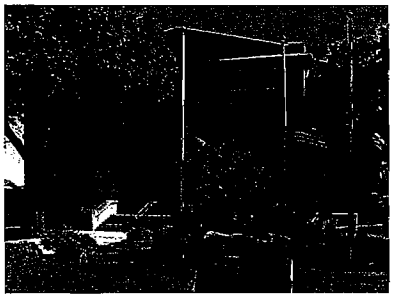
Monroe County Courthouse [1]
Bloomington, IN



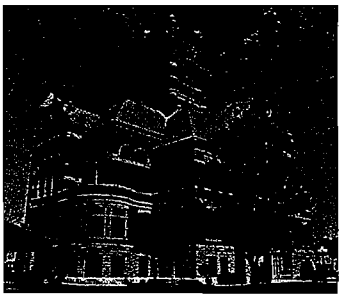
Montgomery County Courthouse [4]
Crawfordsville, IN



Morgan County Courthouse [1]
Martinsville, IN



Newton County Courthouse [7]
Kentland, IN



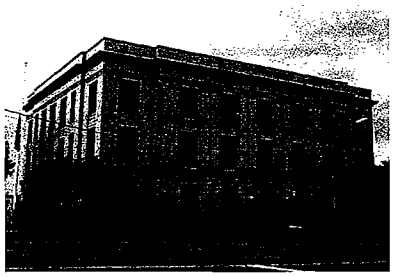
Noble County Courthouse [1]
Albion, IN

Ohio County Courthouse [1]
Rising Sun, IN

Orange County Courthouse [7]
Paoli, IN

Owen County Courthouse [1]
Spencer, IN

Parke County Courthouse [4]
Rockville, IN

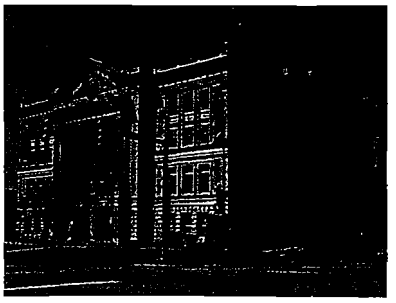


Pike County Courthouse [1]
Petersburg, IN

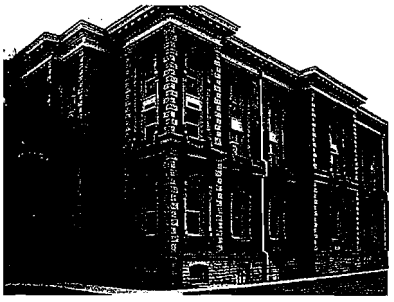
Porter County Courthouse [4]
Valparasio, IN

Posey County Courthouse (4)
Mount Vernon, IN

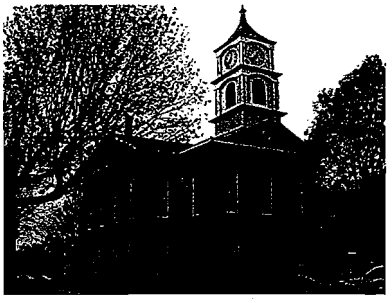
Pulaski County Courthouse (1)
Winamac, IN



Putnam County Courthouse (1)
Greencastle, IN

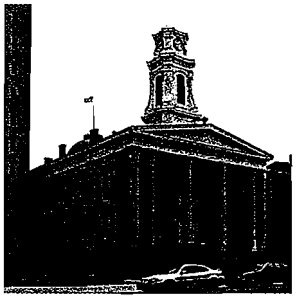


Randolph County Courthouse (2)
Winchester, IN

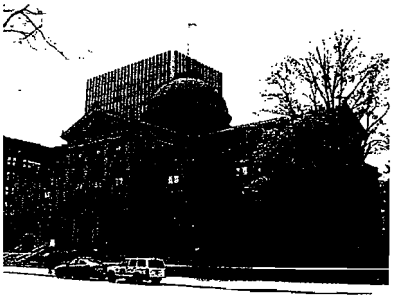


Ripley County Courthouse (1)
Versailles, IN

Rush County Courthouse (2)
Rushville, IN

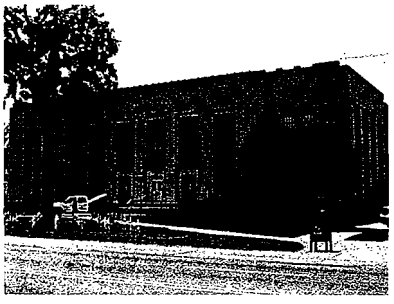


St. Joseph County Courthouse (1)
South Bend, IN



St. Joseph County Courthouse (1)
South Bend, IN

Scott County Courthouse (7)
Scottsburg, IN



Shelby County Courthouse (1)
Shelbyville, IN

Spencer County Courthouse (1)
Rockport, IN

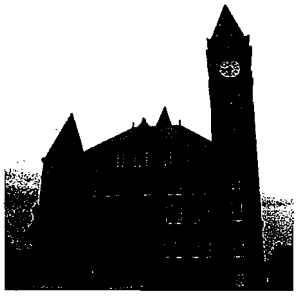
Starke County Courthouse (1)
Knox, IN

Stuben County Courthouse [1]
Angola, IN

Sullivan County Courthouse [1]
Sullivan, IN

Switzerland County Courthouse [7]
Vevay, IN

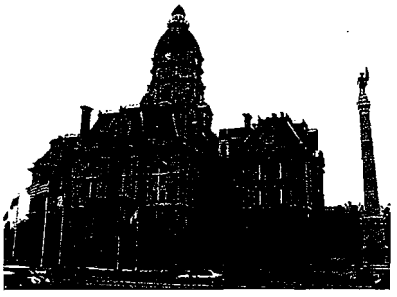
Tippecanoe County Courthouse [1]
Lafayette, IN



Tipton County Courthouse [4]
Tipton, IN

Union County Courthouse [1]
Liberty, IN

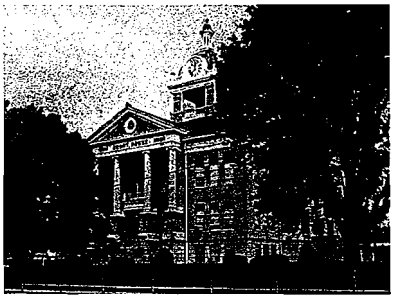
Vermillion County Courthouse [1]
Newport, IN



Vigo County Courthouse [1]
Terre Haute, IN

Wabash County Courthouse [1]
Wabash, IN

Warren County Courthouse [1]
Williamsport, IN



Warrick County Courthouse [1]
Boonville, IN

Washington County Courthouse [1]
Salem, IN

Wayne County Courthouse (4)
Richmond, IN

Wells County Courthouse (1)
Bluffton, IN

Whitley County Courthouse (1)
Columbia City, IN

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(7) Lee Lewellen

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c/o Division of Historic Preservation & Archaeology
Indiana Department of Natural Resources
402 W. Washington St, Rm 274
Indianapolis, IN 46204

(317) 232-1646

dhpa@dnr.in.gov
www.IN.gov/dnr/historic

NRSC Exhibit # 2
Oct. 27, 2011

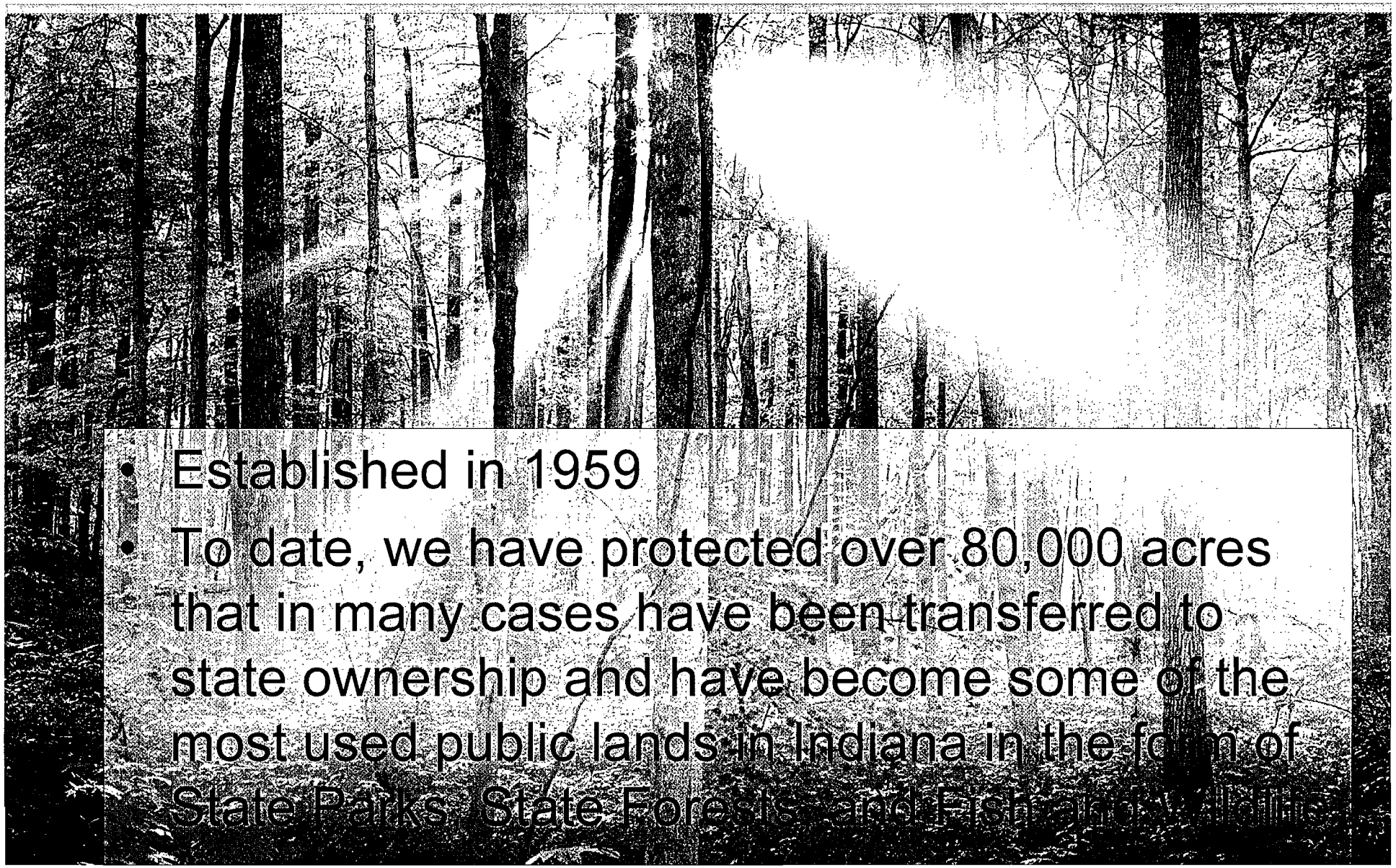
What is The Nature Conservancy?

The mission of The Nature Conservancy is **to preserve** the plants, animals and natural communities that represent the **diversity of life on earth** by protecting the lands and waters they need to survive.

What is The Nature Conservancy?

- TNC was founded in 1951
- We are the leading conservation organization in the world.
- We have protected more than 119 million acres across 30 countries, and we work in all 50 states.
- We are science based, and we work to achieve practical, sustainable solutions.

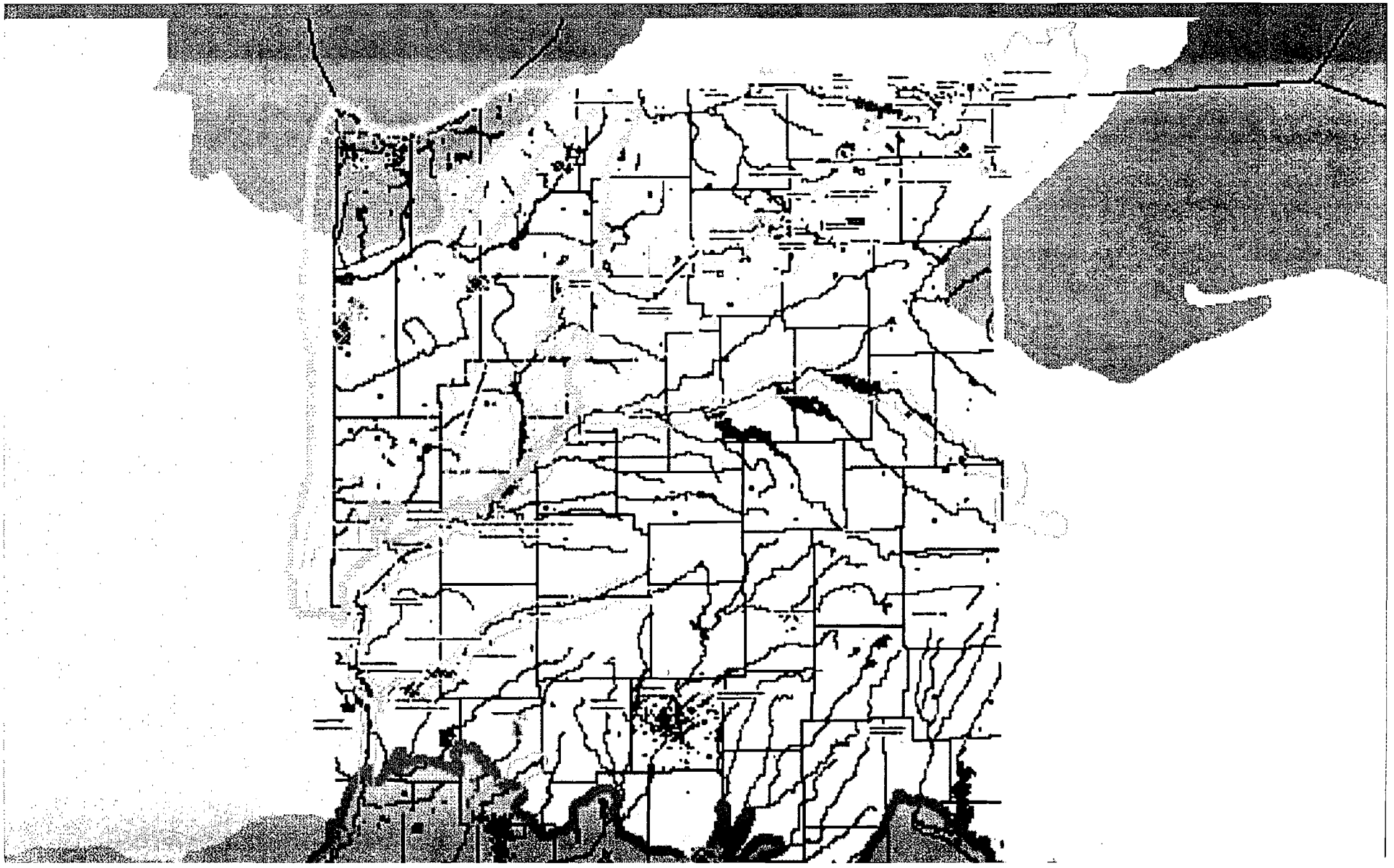
The Nature Conservancy– Indiana Chapter



- Established in 1959
- To date, we have protected over 80,000 acres that in many cases have been transferred to state ownership and have become some of the most used public lands in Indiana in the form of State Parks, State Forests and Fish and Wildlife

The Nature Conservancy
Protecting nature. Preserving life.

The Indiana Portfolio



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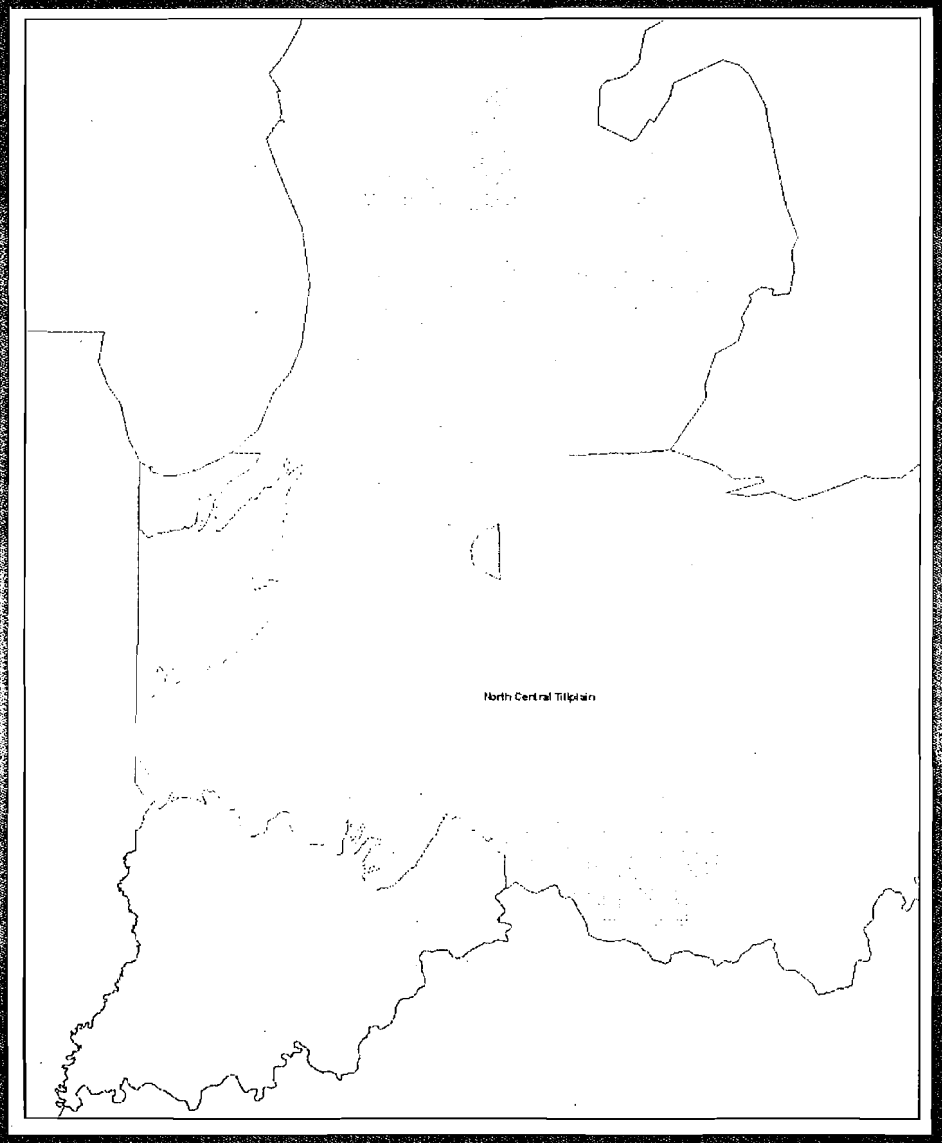
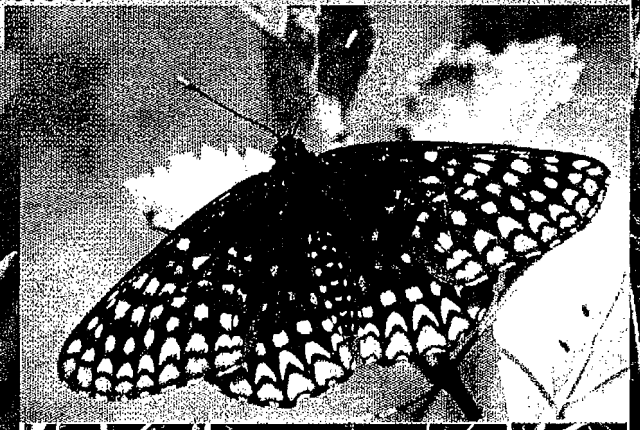
The Central Tillplain Ecoregion- Overview

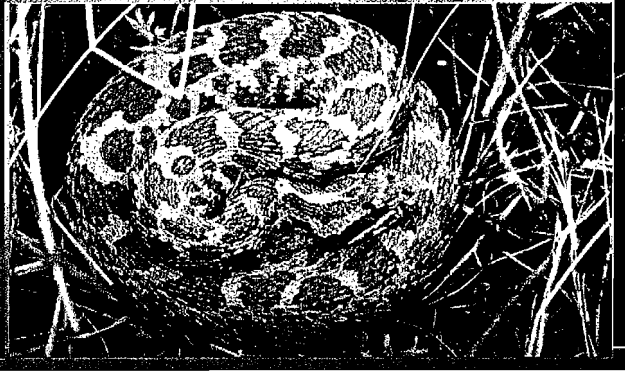


The Central Tillplain Ecoregion covers more than 30 million acres across Michigan, Ohio, Indiana, and a small portion of Illinois. Originally a mostly forested ecoregion with pockets of prairie and savanna, it is now primarily an agricultural region, with less than eight percent of its area in some sort of natural land cover.

The Central Tillplain Ecoregion- Targets

Terrestrial Targets in the Tillplain include a variety of wetland types such as fens, and bogs that support a number of unique species.



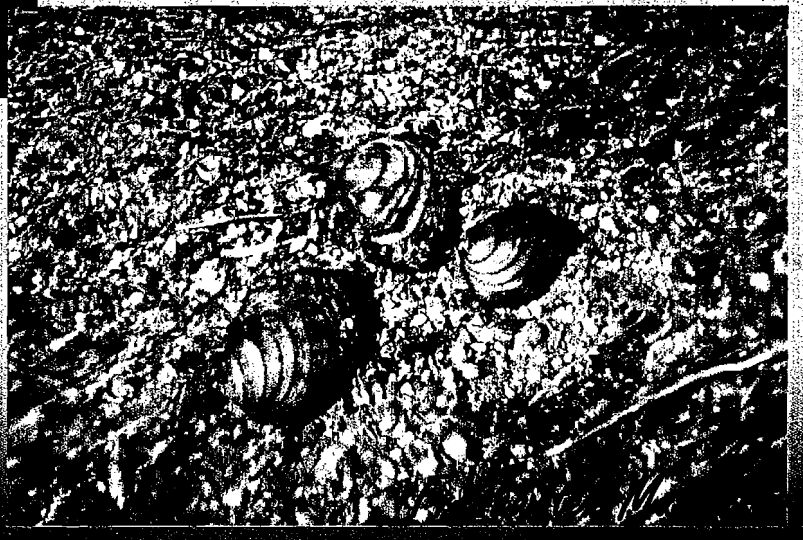


The Central Tillplain Ecoregion- Targets

Other terrestrial targets within the Tillplain include a number of forest types.

The Central Tillplain Ecoregion- Targets

Freshwater Targets



There are also a number of 'embedded' freshwater targets within these aquatic systems. These include a number of rare fish species, as well as some of the best examples of freshwater mussel populations left in the country.

The Central Tillplain Ecoregion- Targets

Aquatic System Targets

The Tillplain ecoregional plan identifies Headwater Rivers and Large Rivers as targets. Examples of these targets in the Indiana portion of the Tillplain include the Tippecanoe River, Upper Saint Joseph River, portions of the Wabash River, the Pigeon River, Sugar Creek, and Deer Creek

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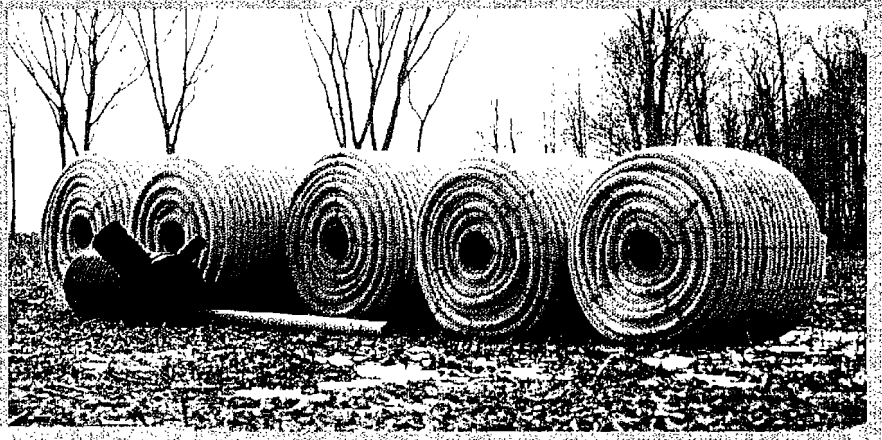
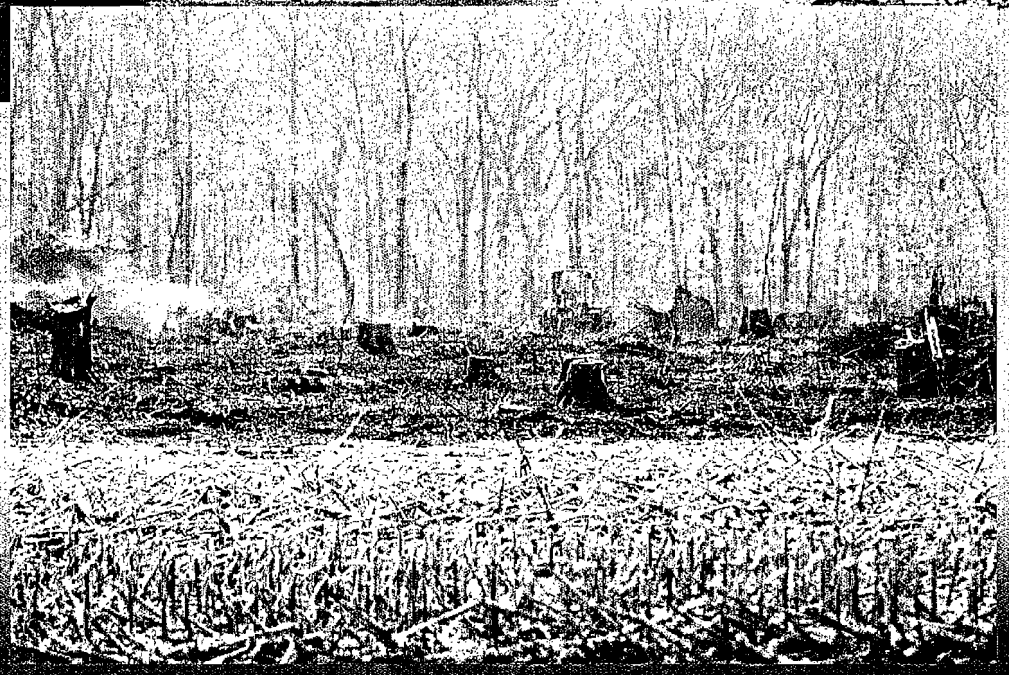
Diversity in the Wabash River

5 of the richest 40 river segments in the United States are associated with the Wabash

Small Watershed Area (subbasin, or USGS Hydrologic Cataloging Unit)	States	Number of Fish and Mussel Species at Risk	Number of Fish and Mussel Species with U.S. Endangered Species Act Status
Upper Clinch	VA,TN	48	21
Upper Duck	TN	33	6
Powell	VA,TN	30	13
Upper Green	KY	29	7
Upper Elk	TN	27	9
South Fork Cumberland	TN,KY	22	7
Wheeler Lake	AL,TN	22	9
Conasauga	GA,TN	21	10
Tippecanoe	IN	21	6
Upper Ouachita	AR	20	3
Holston	TN	20	12
Spring [Upper White basin]	AR,MO	20	1
Lower Wabash	IN,IL	20	8
Nolichucky	TN,NC	19	6
South Fork Holston	VA,TN	19	4
Lower Little Tennessee	TN,NC	19	7
Watts Bar Lake	TN	19	8
Upper Cumberland-Lake Cumberland	KY,TN	18	5
North Fork Holston	VA,TN	18	4
Lower Little	AR,OK	17	3
Middle Wabash-Deer	IN	17	7
Lower Tennessee-Beech	TN,MS	16	8
Little Missouri	AR	16	1
Lower East Fork White	IN	16	5
Pickwick Lake	AL,TN	15	4
Lower Duck	TN	15	6
Lower Cumberland-Old Hickory Lake	TN	15	10
Strawberry	AR	15	0
Buttahatchee	AL,MS	15	6
Barren	KY,TN	15	3
Hiwassee	TN,NC,GA	15	2
Upper Tombigbee	MS,AL	14	7
Ouachita Headwaters	AR	14	1
Buffalo	TN	14	4
Upper Little	OK	14	2
Lower Clinch	TN	14	11
Middle Tennessee-Chickamauga	TN,GA	14	6
Current	MO,AR	14	1
Middle Wabash-Little Vermilion	IN,IL	14	6

The Wabash River- Threats





Streamside development, added drainage, and the conversion of natural lands to agriculture are all continuing threats. These activities result in added sediment loads in our waters, altered hydrology, and lost or fragmented habitat.

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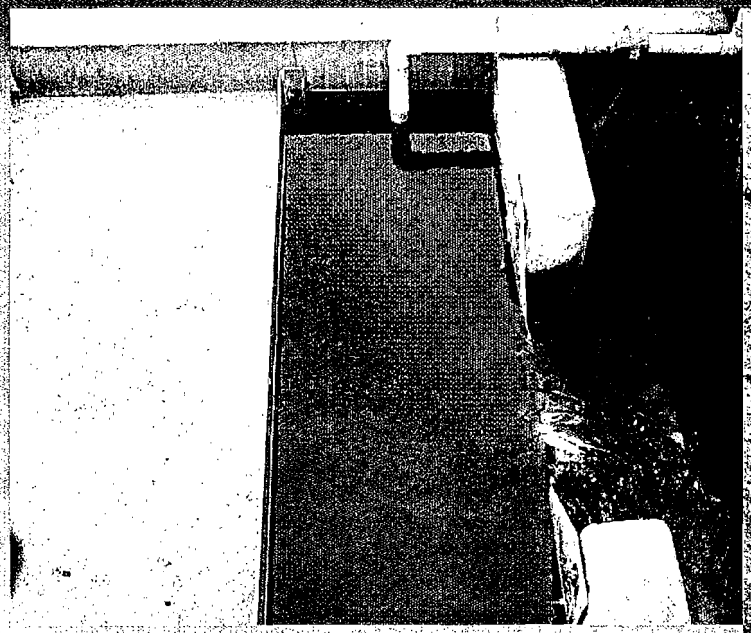
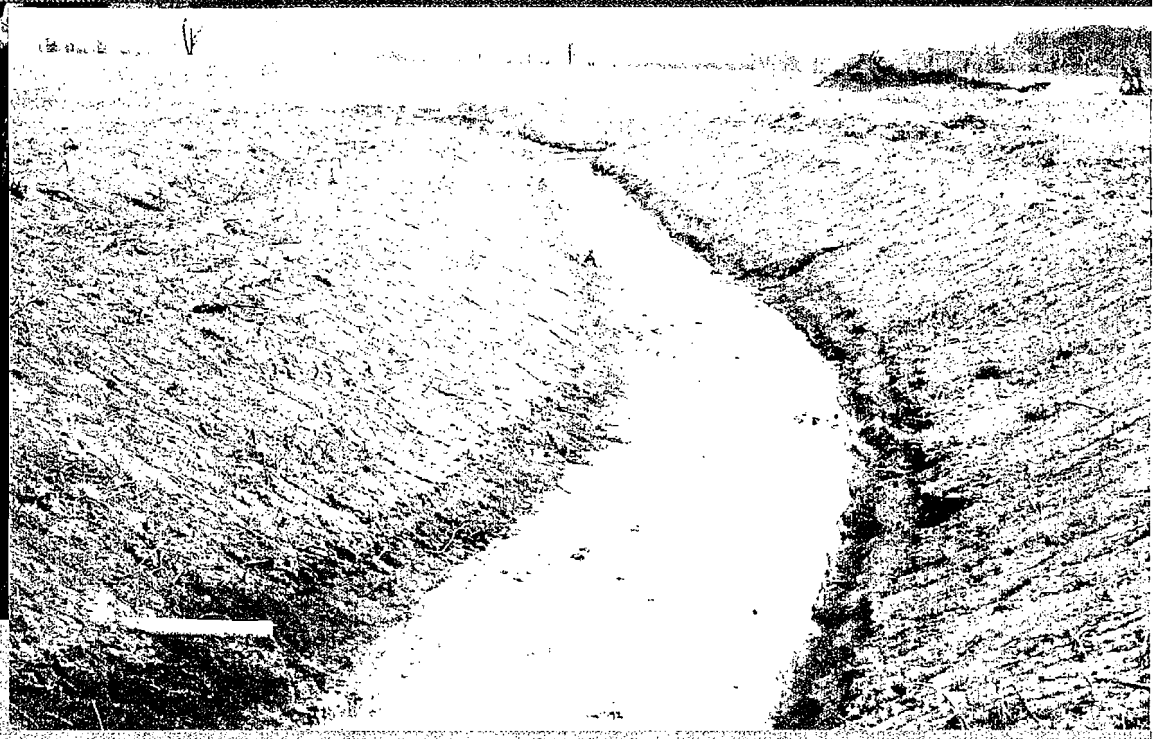
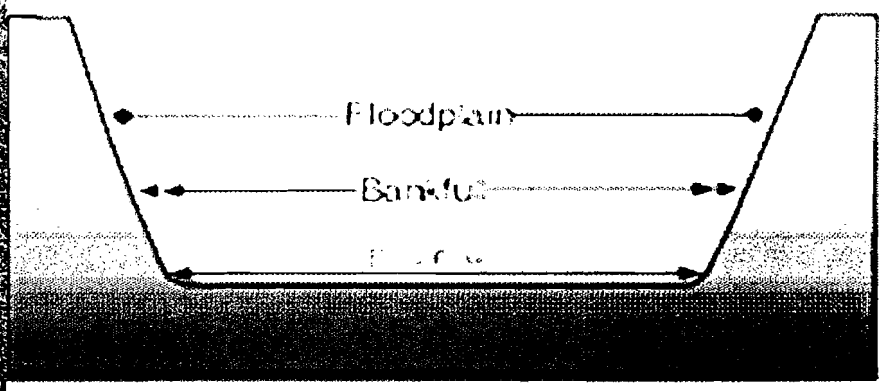
The Wabash River- Threats



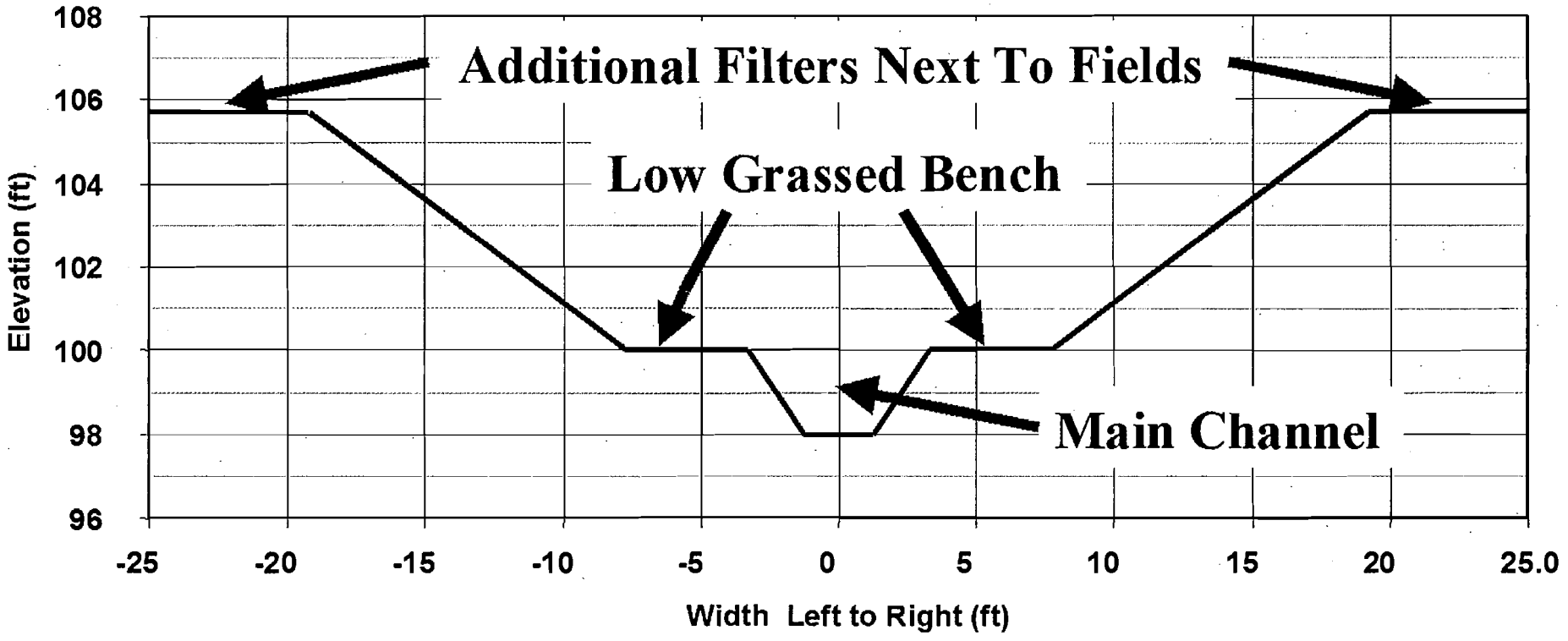


Chemicals and toxins, sedimentation, and invasive species are also threats that we have identified.

Unstable Ditch Design



Two-Stage Ditch Design



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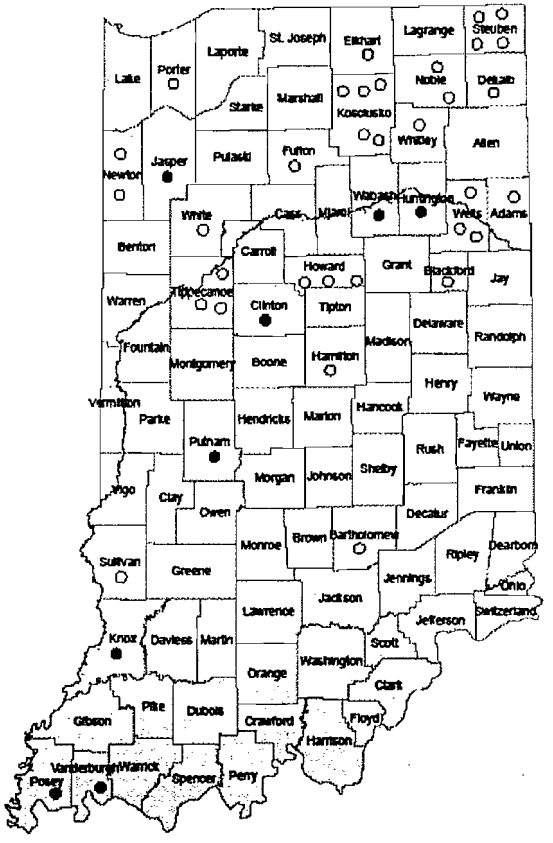
Two-stage Ditch Implementation Sites

2 Stage Ditch - Indiana



Red Dots - interested in finding sites
Green Dots - implemented projects
White Dots - potential projects in planning

Technology Transfer

Specific Goals for the WRI

- Reforesting 20,000 acres in the Wabash River floodplain by 2016, working principally with partner organizations.
- Working with local land trusts to acquire and restore floodplain lands.
- By 2012, identifying the 20 worst tributary watersheds in the basin in terms of overall water quality and habitat for fish, mussels, and other aquatic animals.
- By 2015, establishing ten new projects focused on improving water quality in ten of the worst watersheds.
- Participating in the Wabash River Consortium being spearheaded by Purdue University.
- Helping collect and analyze new data on the Wabash River to measure the effectiveness over time of our conservation actions and those of our partners.
- Coordinating with universities and agencies to initiate and facilitate a research agenda on non-traditional threats affecting plants and animals along the Wabash.
- By 2014, working with partners to demonstrate the effectiveness of at least 50 drainage projects to reduce pollutants that threaten fish and mussels.

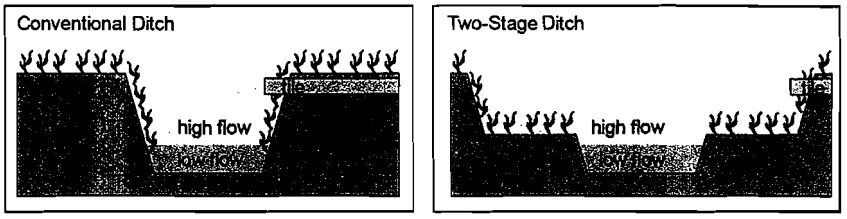
The Two-Stage Ditch and Water Quality

Water Quality and Row Crop Agriculture

- Channelized ditches export excess nitrogen and sediments to rivers and lakes
- Nitrogen (N) can fuel algal blooms, contaminate drinking water, and reduce biodiversity
- Excess sediments can impair fish spawning and suffocate mussels

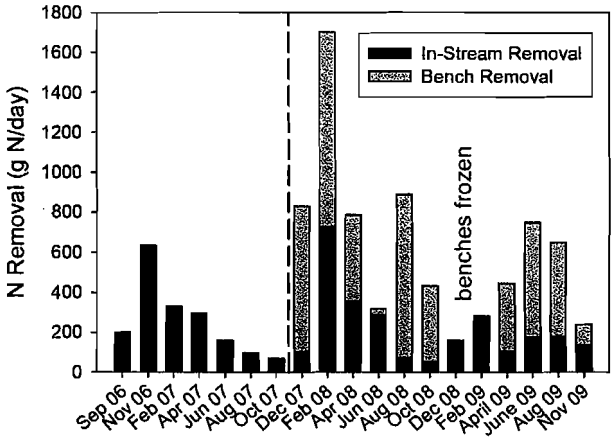
The Two-Stage Ditch

- During rain events, water flows onto benches and slows down
- Sediments settle onto the benches, instead of going downstream
- It increases the time and space for biological removal of N



A conventional, channelized ditch (left) and a two-stage ditch (right).

The two-stage ditch decreases nitrogen and sediment pollution



Nitrogen removal in stream sediments and the additional removal achieved with the two-stage ditch.

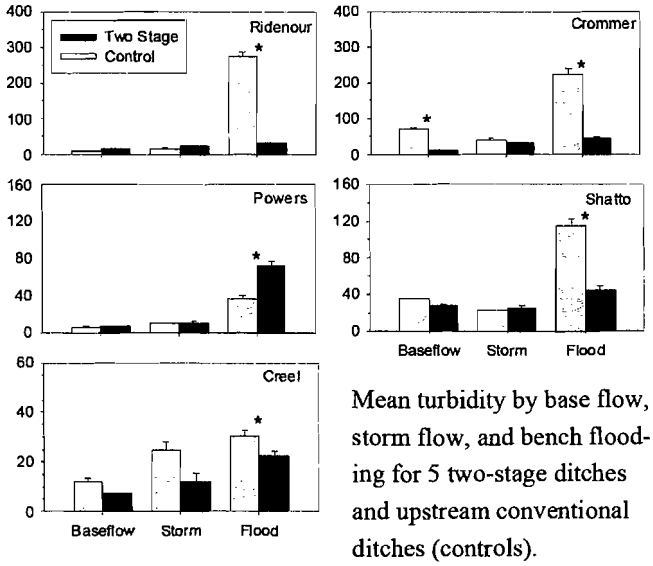
N Removal

- Denitrification converts dissolved NO_3^- to gaseous N, a permanent removal
- On average, a two-stage ditch removes 3 times as much N as a conventional ditch
- Plant and algal growth is twice as high in a two-stage ditch, further increasing N removal
- Result: less N pollution in downstream rivers and lakes

Denitrification data can be found in: Roley, S.S., J.L. Tank, M.L. Stephen, L.T. Johnson, J.J. Beaulieu, J.D. Witter. Floodplain restoration enhances denitrification and reach-scale nitrogen removal in an agricultural stream. *In press at Ecological Applications.*

Turbidity and Sediment Reduction

- Turbidity was lower in 4 of 5 two-stage ditches, relative to conventional ditches
- Powers Ditch: lack of turbidity reduction a result of improper construction
- Turbidity reduction improved through time
- Sediment export decreased by 20%

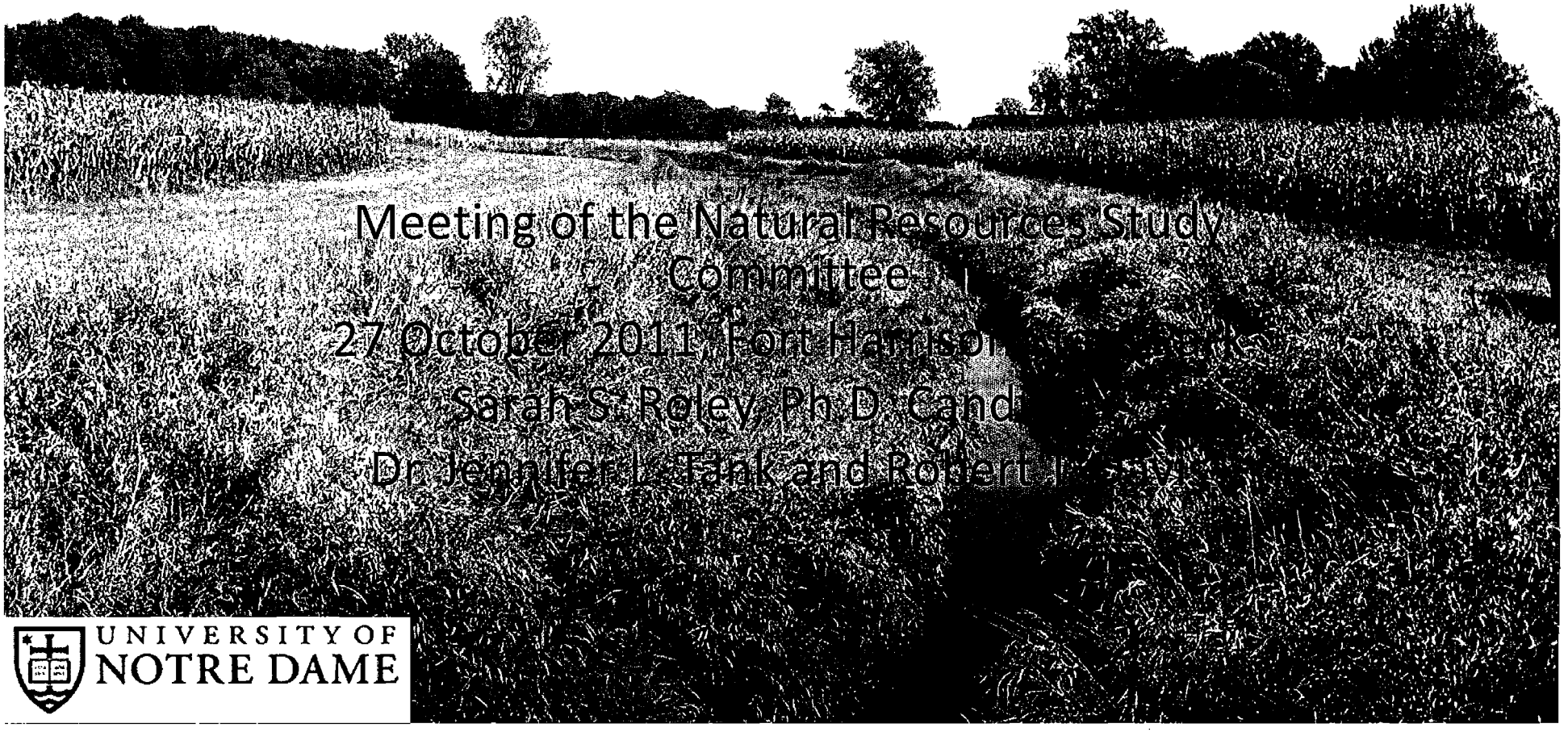


Mean turbidity by base flow, storm flow, and bench flooding for 5 two-stage ditches and upstream conventional ditches (controls).

Laboratory of Dr. Jennifer L. Tank
Department of Biological Sciences
University of Notre Dame
Contact: Sarah S. Roley, sroley@nd.edu

NRSC Exhibit # 4
Oct. 27, 2011

The two-stage ditch and its influence on N removal, sediment transport, and habitat



Meeting of the Natural Resources Study Committee

27 October 2011, Fort Harrison

Sarah S. Roley, Ph.D. Candidate

Dr. Jennifer L. Tank and Robert L. Hall

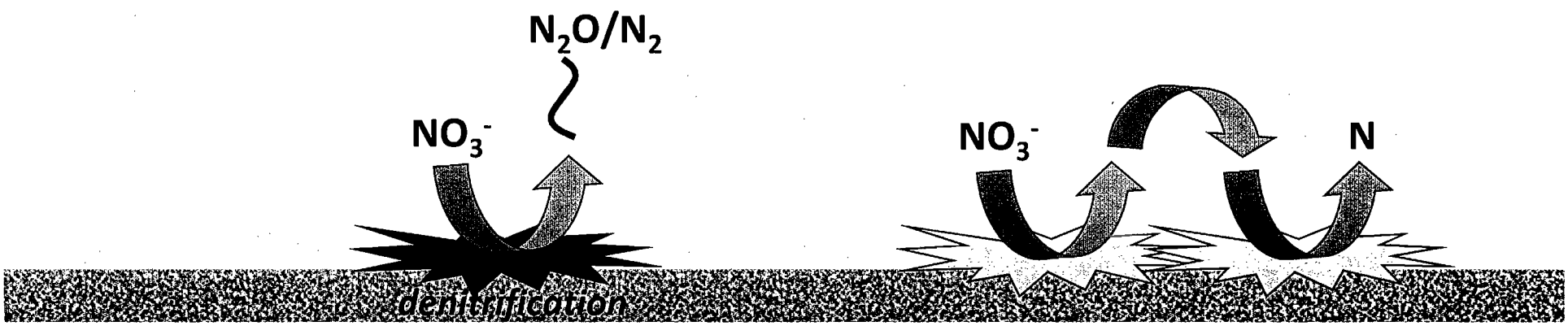
UNIVERSITY OF NOTRE DAME

Two-Stage Ditch Research Questions

1. Does the two-stage ditch reduce N export?
2. Does the two-stage ditch reduce water turbidity ("cloudiness")?
3. Does the two-stage ditch decrease sediment export?
4. Does the two-stage ditch improve stream-bottom habitat?

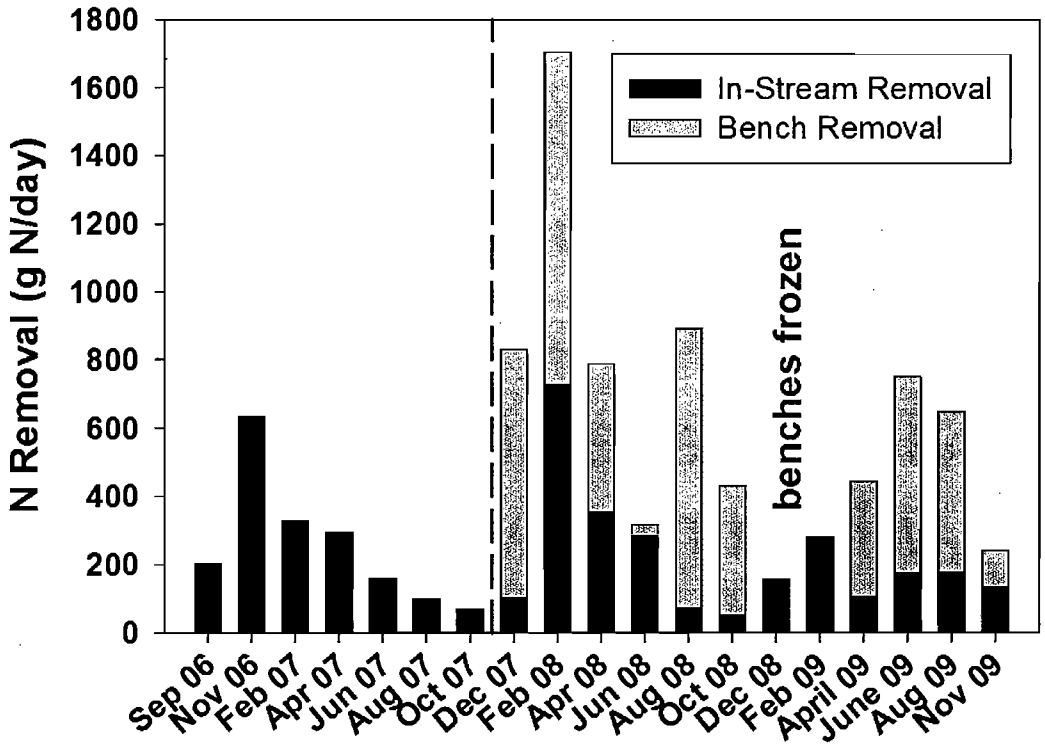
Background: Nitrogen

- Problem: drinking water contamination, fuels algal blooms, toxic to fish and mussels
- Removal
  - Permanent removal: microbes convert dissolved N to gaseous N
  - Plant uptake: buffers N export
- Two-stage ditch increases time and space over which removal can occur



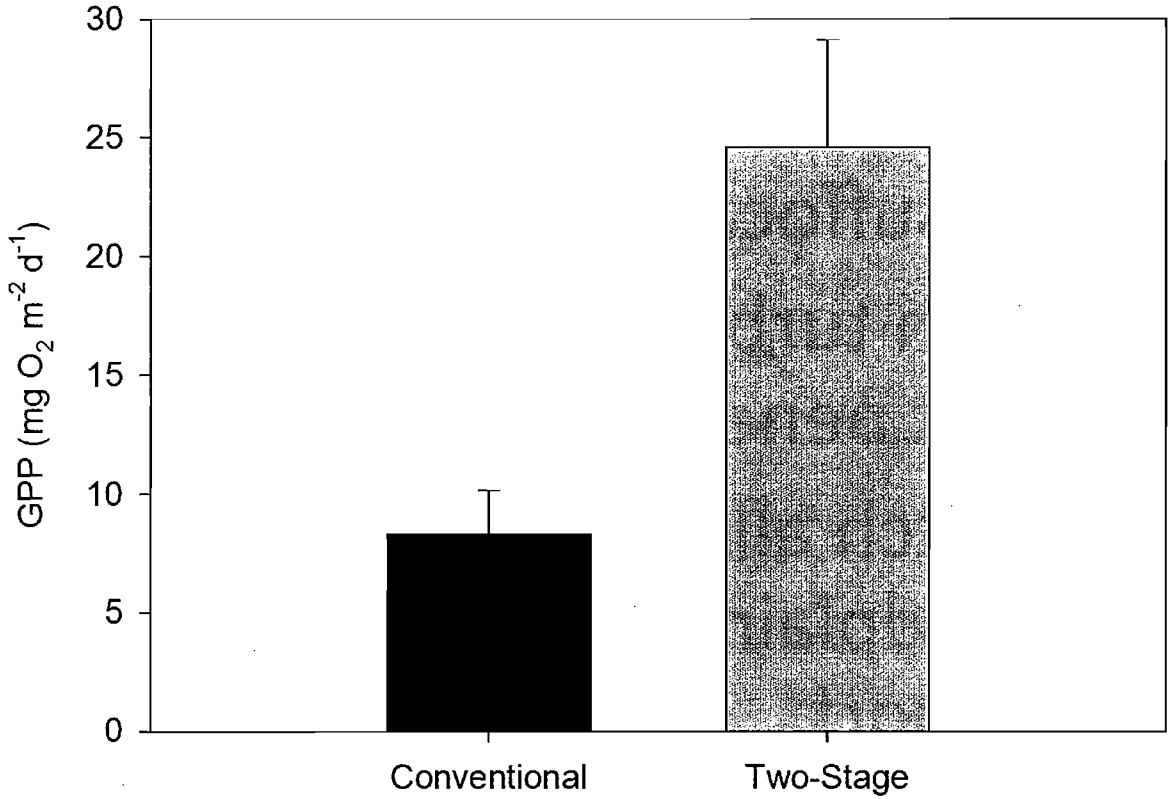
Permanent N Removal

- Some N removal occurs naturally in stream sediments
- Two-stage ditch removed ***3 times as much N per day*** as in-stream sediments (range 0-12)
- "Older" floodplains: removal rate higher



Roley et al., in press

Plant and Algal Growth

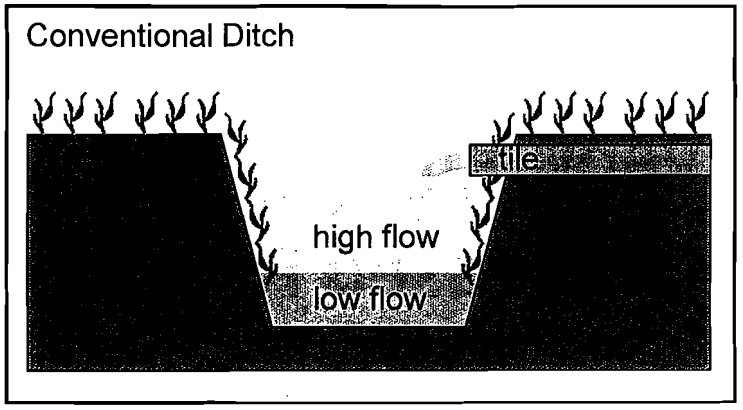


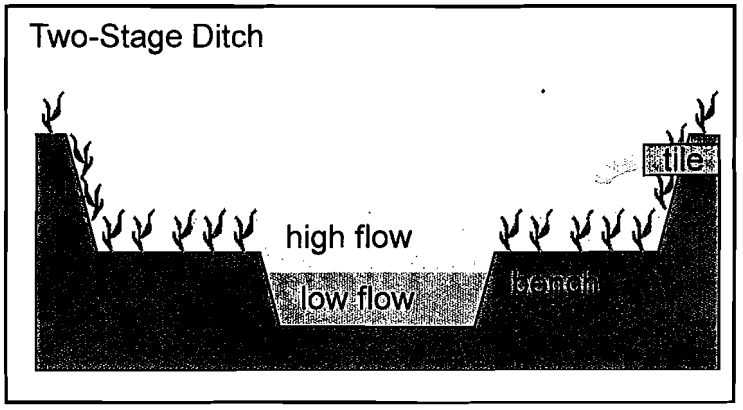
- Plant and algal growth is higher in the two-stage ditch than in a conventional ditch
- Increased plant growth = **increased N removal**

Roley et al., in prep

Background: Turbidity and Sediment

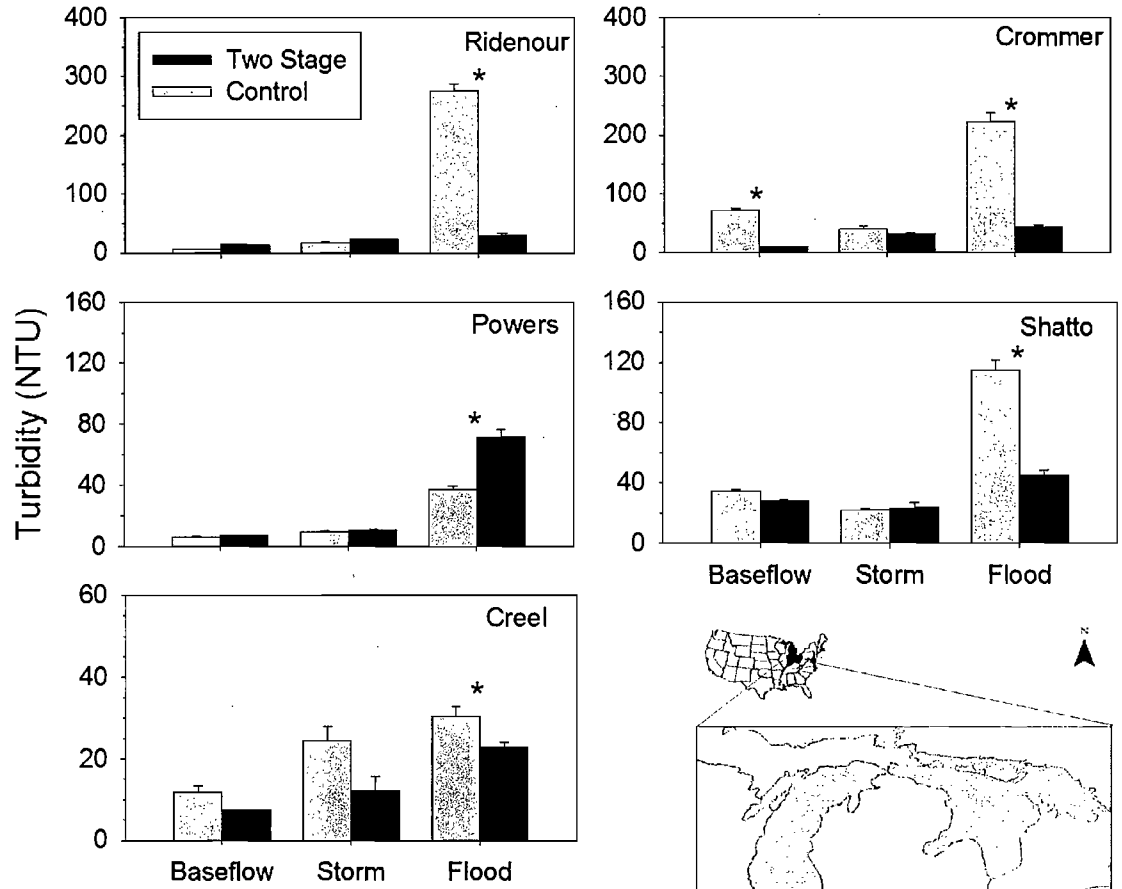
- Problem: excess sediment results in poor habitat, can suffocate fish eggs and mussels
- Problem: high turbidity (water "cloudiness") can limit light penetration
- Two-stage ditch allows particles to settle out onto the floodplains, limiting turbidity and sediment export

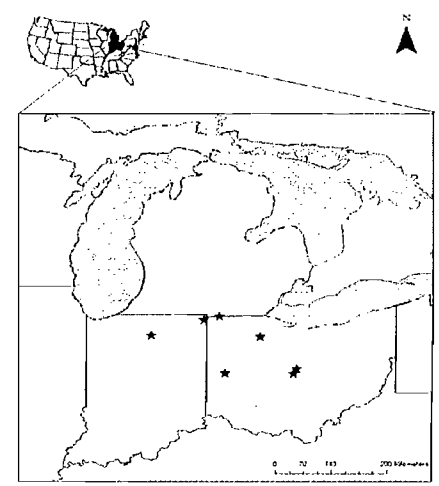




Turbidity reduced in 4 of 5 two-stage ditches

- Turbidity higher in upstream, conventional ditch than in two-stage
- Powers Ditch: turbidity increased when benches were not constructed properly and slumped into the stream
- Decreased turbidity correlated with increased plant growth

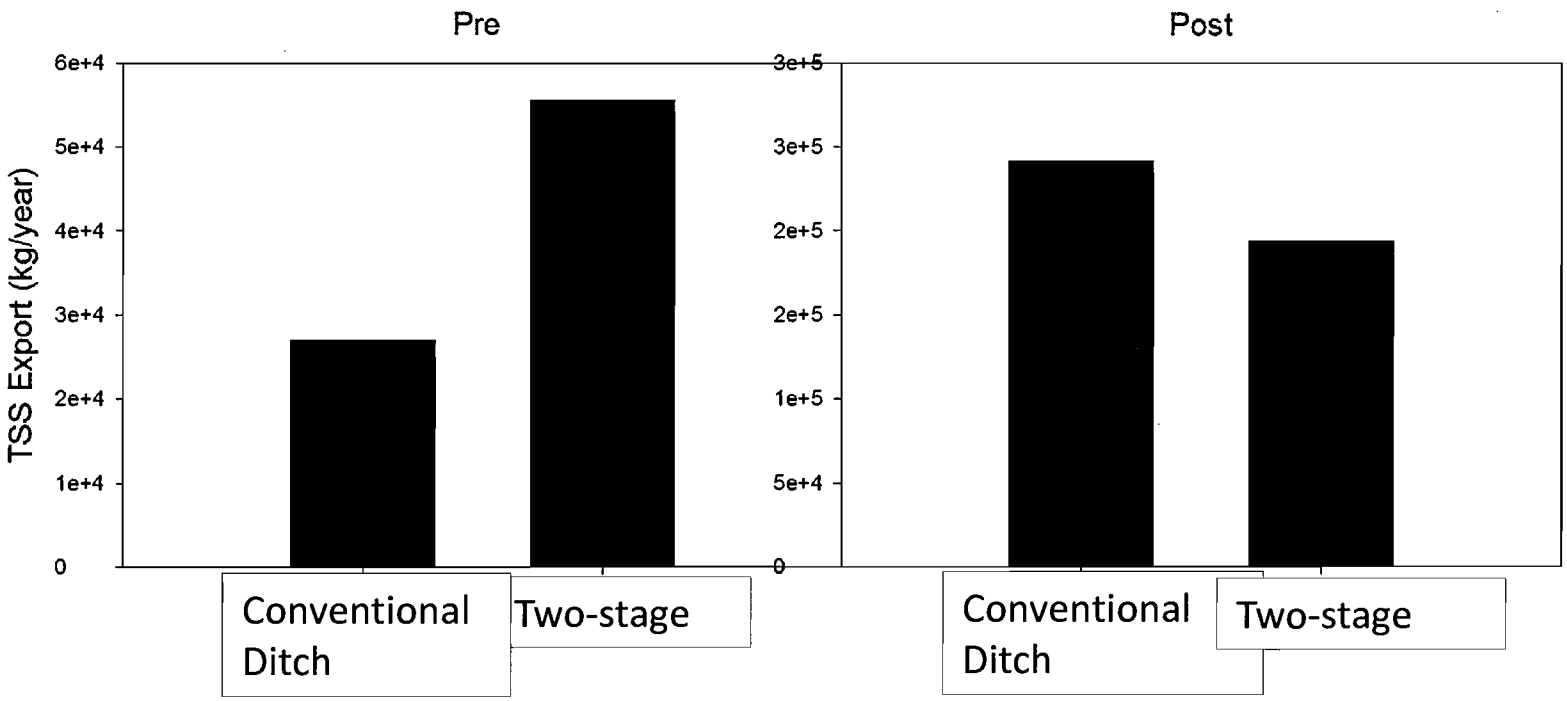




Davis et al. in prep (not for distribution)

Two-stage ditch reduced sediment export

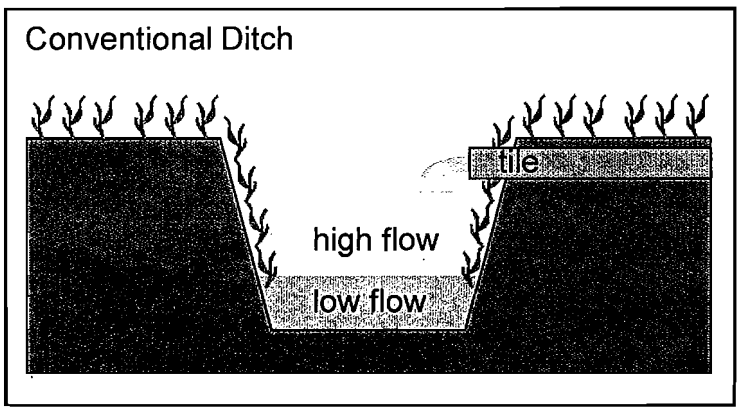
- ***20% decrease*** in TSS export
- Implications for P export via sorption to fine particles (research in progress)

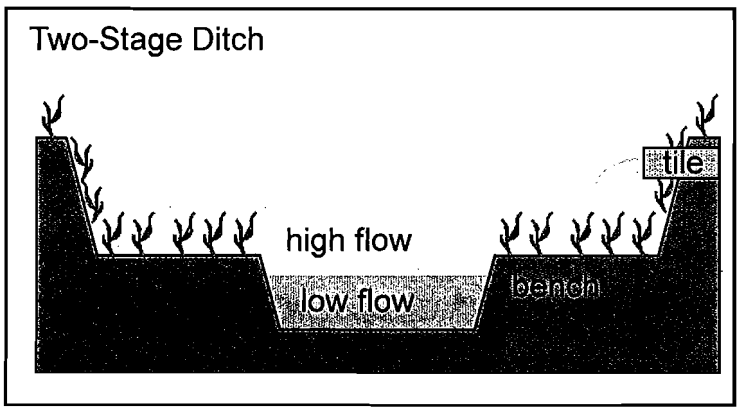


J. Tank, unpublished data (not for distribution)

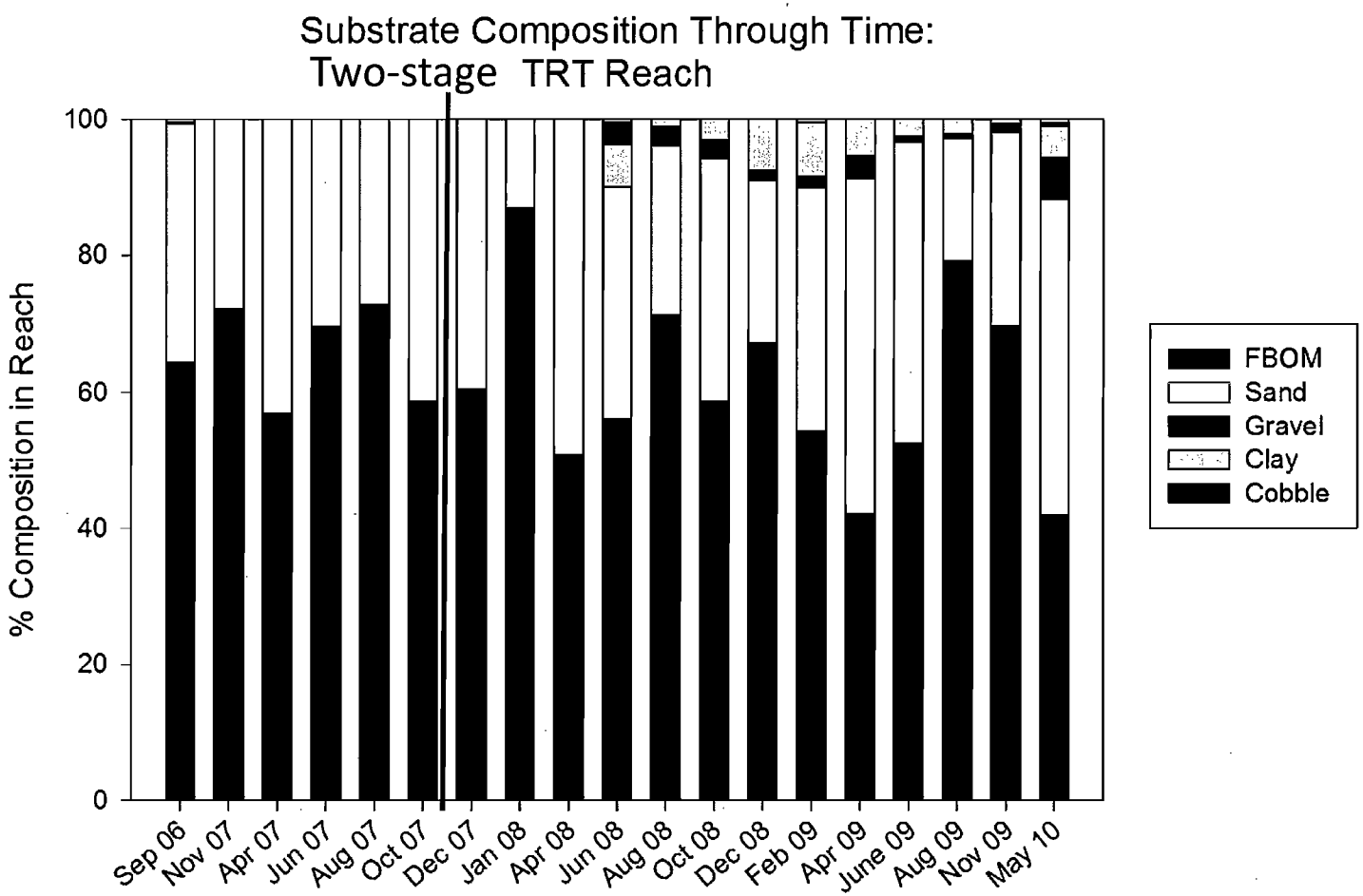
Background: Habitat

- Fish and bugs generally don't do well in silty streams
- Two-stage ditch: concentrates flow in the main channel – fine sediments are removed and deposited on the floodplains





Stream bottom habitat



- Pre-construction: muck and sand were the only substrates present
- Gravel, cobble, and clay exposed after ~ 7 months
- Potential new habitats for fish and bugs (monitoring efforts ongoing)

S. Roley and J. Tank, unpublished data (not for distribution)

Conclusions so far…

- Two-stage increases nitrogen removal
  - Tripled permanent N removal via denitrification
  - Doubled N removal via plant uptake
- Two-stage reduces turbidity and sediment export
- Two stage improves benthic habitat
- Overall result: two-stage ditch decreases nitrogen and sediment export

Acknowledgements

- **Field and Lab Assistance**: Mia Stephen, Chad Watts, Kent Wamsley, Chad Watts, Jake Beaulieu, Laura Taylor Johnson, Caroline Turner, Ursula Mahl
- **Funding**: The Nature Conservancy (TNC), Indiana Department of Environmental Management (IDEM), USDA
- **Site Access**: Creighton Brothers Farms LLC, Michael Long, Scott and Sally Kauffman, Edward Antonides

Roley, S.S., J.L. Tank, M.L. Stephen, L.T. Johnson, J.J. Beaulieu, J.D. Witter. Floodplain restoration enhances denitrification and reach-scale nitrogen removal in an agricultural stream. *In press at Ecological Applications.* Preprint available at: *http://www.esajournals.org/toc/ecap/0/0*

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HOOSIERS

ON THE MOVE

THE INDIANA STATE TRAILS · GREENWAYS & BIKEWAYS PLAN

NRSC Exhibit # 5
Oct. 27, 2011

STATE OF INDIANA
OFFICE OF THE GOVERNOR
State House, Second Floor
Indianapolis, Indiana 46204

Mitchell E. Daniels, Jr.
Governor

Dear Trail Enthusiasts:

With great excitement, I welcome you to travel the path down our state's latest comprehensive trails plan. Not since our state park system was created has the state undertaken an outdoor initiative of this potential scope.

This initiative will soon begin uniting our state's disconnected routes and place every Hoosier within 15 minutes of a trail. The whole will be much greater than the sum of its parts and will benefit Hoosiers from all walks of life. We doubled state funding from $10 million to $20 million annually to take advantage of this unique network of opportunities, and at first glance this is a recreation initiative, but we intend it to be much more. Our trails plan will encourage healthy habits in Hoosiers, boost tourism and enhance Indiana's ability to attract new investment and jobs.

Our trail investments can deliver. As Hoosiers enjoy our new trails, they will be hiking, walking, and riding over miles of new high-speed telecommunications and utility conduits. Access to outdoor recreation also ranks among the features potential companies seek for their employees when locating a business.

Real success will require the help of local communities, businesses, and private philanthropies. Let's join together as we create something that will be the envy of the nation!

Sincerely,

Mitch Daniels

Mitchell E. Daniels, Jr.

HOOSIERS ON THE MOVE

THE INDIANA STATE TRAILS, GREENWAYS AND BIKEWAYS PLAN

Prepared by

Indiana Department of Natural Resources
Division of Outdoor Recreation
402 West Washington Street, Room 271
Indianapolis, Indiana 46204-2785

In partnership with

Indiana Department of Transportation
100 North Senate Avenue
IGCN, Room N700
Indianapolis, Indiana 46204

and

The Trails Plan Steering Committee

July 2006

Honorable Mitch Daniels	Governor
Kyle Hupfer	Director, Indiana Department of Natural Resources
Thomas Sharp	Commissioner, Indiana Department of Transportation
John Davis	Deputy Director, Bureau of Managed Lands
Emily Kress	Director, IDNR, Division of Outdoor Recreation
Ray R. Irvin	INDOT Director of Greenways and Bikeways

Trails Plan Steering Committee

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Phil Anderson	Indiana Rural Development Council/Office of Rural Affairs
Susanna Arvin	Indiana Department of Natural Resources
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Karen Bohn	Indiana Trails Advisory Board - trail support groups
Valla Ann Bolovschak	Ohio River Greenway Commission
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Dax Denton	Association of Indiana Counties
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Vince Griffin	Indiana Chamber of Commerce
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Jamie Palmer	IU SPEA/Indiana Planning Association
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Megan Tretter	Governor's Office
Diana Virgil	B&O Trail Association
Richard Vonnegut	Hoosier Rails to Trails Council
Mick Wilz	Whitewater Canal Trail

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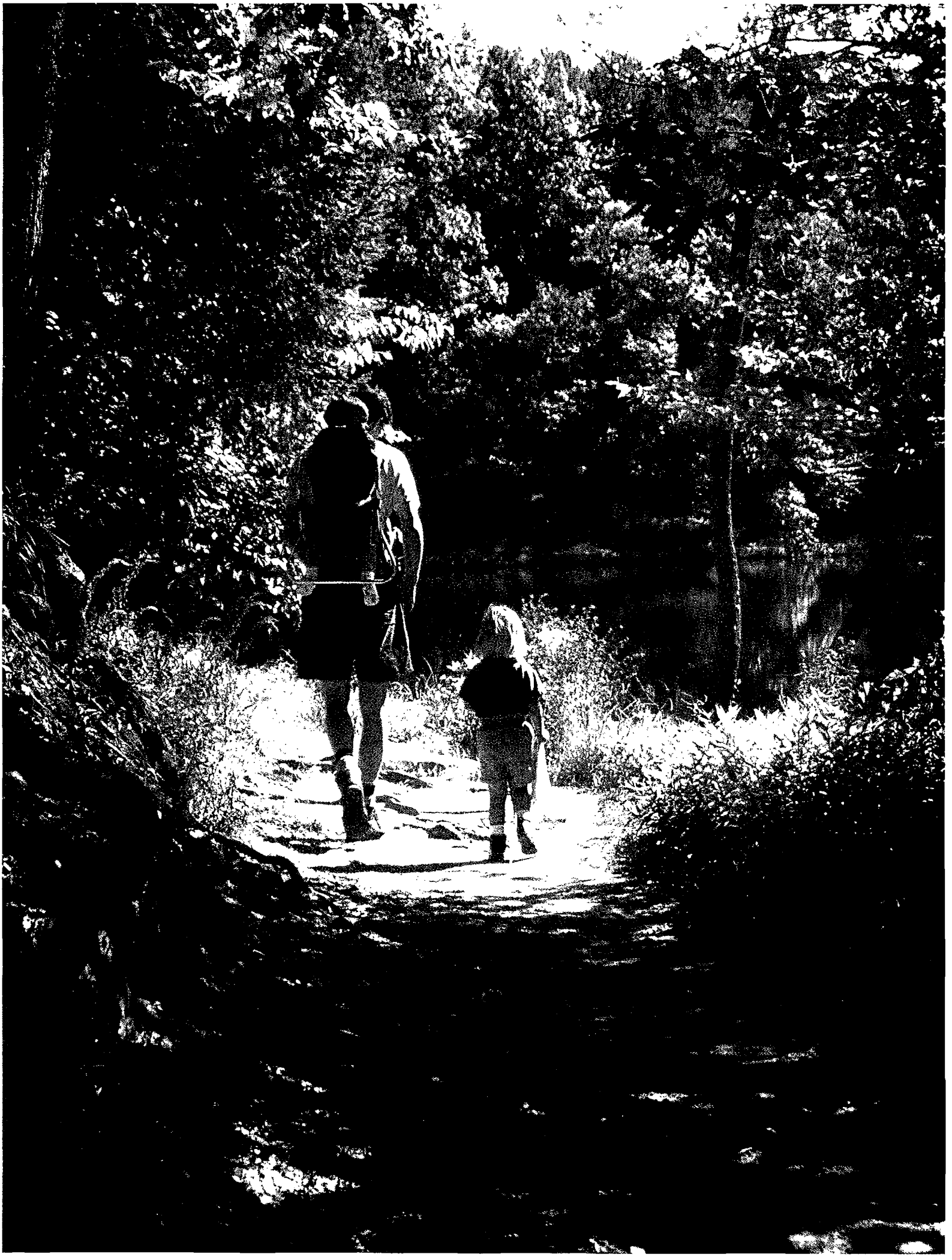
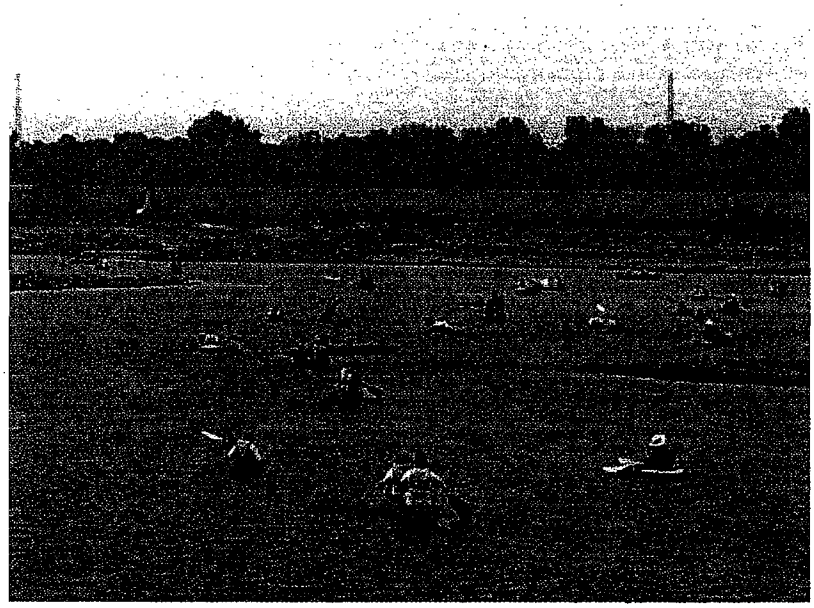


THE INDIANA TRAILS, GREENWAYS AND BIKEWAYS PLAN

INDIANA TRAILS, GREENWAYS AND BIKEWAYS PLAN

The Indiana Department of Natural Resources in cooperation with the Indiana Department of Transportation, the Governor's Council for Physical Fitness & Sports, The Indiana Department of Tourism and the Indiana Economic Development Corporation is producing this trails plan to guide the development and expansion of a statewide system of trails to be used for recreation and transportation throughout Indiana. This plan takes into consideration all types of trail-related activities gaining popularity for their mental, physical and spiritual health benefits. It also takes into consideration that people value trails for a variety of reasons. To accommodate diverse and increasing demand, Indiana has set forth a goal of providing an easily accessible trail opportunity within 15 minutes or 7.5 miles of all Indiana residents.



The plan's coordinated and strategic approach for creating a system of trails in Indiana is intended to motivate all levels of government, private trail groups and other vital organizations into action. We envision linking public lands, natural and scenic areas, tourist destinations and communities with a multi-modal trail system. The plan emphasizes major statewide and regional trails and works to incorporate local linkages into the statewide network.

All trails that are planned and developed in Indiana are considered to be part of the statewide trail vision. These include projects local governments and private trails groups and organizations are undertaking to develop local trail systems to provide "close to home" recreation and alternative transportation opportunities. To that end, this plan will serve as a guide for allocating resources from such programs as the Federal Recreational Trails Program (RTP), the Transportation Enhancement (TE) Fund and other financial assistance programs that can be used for trail acquisition and development.

PURPOSE

Indiana's trails and greenways plan is a tool for improving existing trails and developing future trails through sound planning and design. This plan identifies issues impacting trails on a statewide scale and recommends strategies for addressing these issues. It also serves as a comprehensive source of information on recreational trail participation in Indiana. An evolving inventory of major statewide, regional and community trail system resources is included to form the basis for an interconnected statewide network of trails. This plan is intent on stimulating and supporting coordinated approaches to creating and enhancing this network. It will serve as a resource for trail planners, builders, managers and advocates.

Public participation was critical in developing the Indiana Trails Plan. Public comment was solicited through surveys and meetings with the general public and trails interest groups. Development of the document was guided by a steering committee made up of federal, state and local officials, members of trails groups, private trail funding entities and the general public. It is intended to be a dynamic document, changing over time as new trails are developed and additional opportunities become available.

TRAILS IN HOOSIER SOCIETY

What is a trail? The American Heritage Dictionary broadly defines a trail as anything from an ancient footpath to a shipping route. This definition includes, but is not limited to, bikeways, rail routes and motor roads. Consequently, the meaning of the word "trail" is and

INTRODUCTION

always has been passionately debated. Every group of users has its own vision of what a trail should be, as well as whom it should cater to and provide for. A final definition of "trail" may never be agreed upon, but two things are certain: trails have a storied history and are inherently dependent on those who use them. For this purpose, a trail shall be a corridor on land or through water that provides recreational, aesthetic, alternate transportation or educational opportunities to both motorized and non-motorized users of all ages and abilities.

In a subsistence economy, trails were primarily used for hunting or gathering food. As technology changed lifestyles, people began using and creating trails for a variety of other uses. Many trails evolved from utilitarian to leisure. Today, trails provide recreation, education, interaction with the environment, community improvement, social networking opportunities, economic development, physical and mental health benefits, and much more. All of these uses bring value and benefits to individuals and society as a whole.

Hoosier history is replete with trails from our earliest natives to current users. Whether by the French, English or others, trails were used for exploration, economics, military control and conquest. They played a major role in colonization and politics. For example, the native Sauk trail, which connected the area south of Chicago to Detroit, was for economic exchange. Trails linking one mounds village to another, Evansville to Anderson for example, were for commerce. Recreational trail use was restricted to village areas.

Long-distance water routes such as the Ouabache (Wabash) River and Ohio River were used for both economic and cultural exchange. Routes such as that of the Lewis and Clark Expedition, the trails of the Underground Railroad and the Trail of Tears still exist today as historical reminders and cultural resources.

Indiana's trails also moved people, created communities and transported food. One valuable federal route, still in use, is called the National Road, another is the Michigan Road. Numerous connections used stage coaches and other secondary routes. Many of these trails are lost to the past, such as the Wetzel Trace. Critical to the State's development, the trace was the first to bring early settlers into the Indiana wilderness.

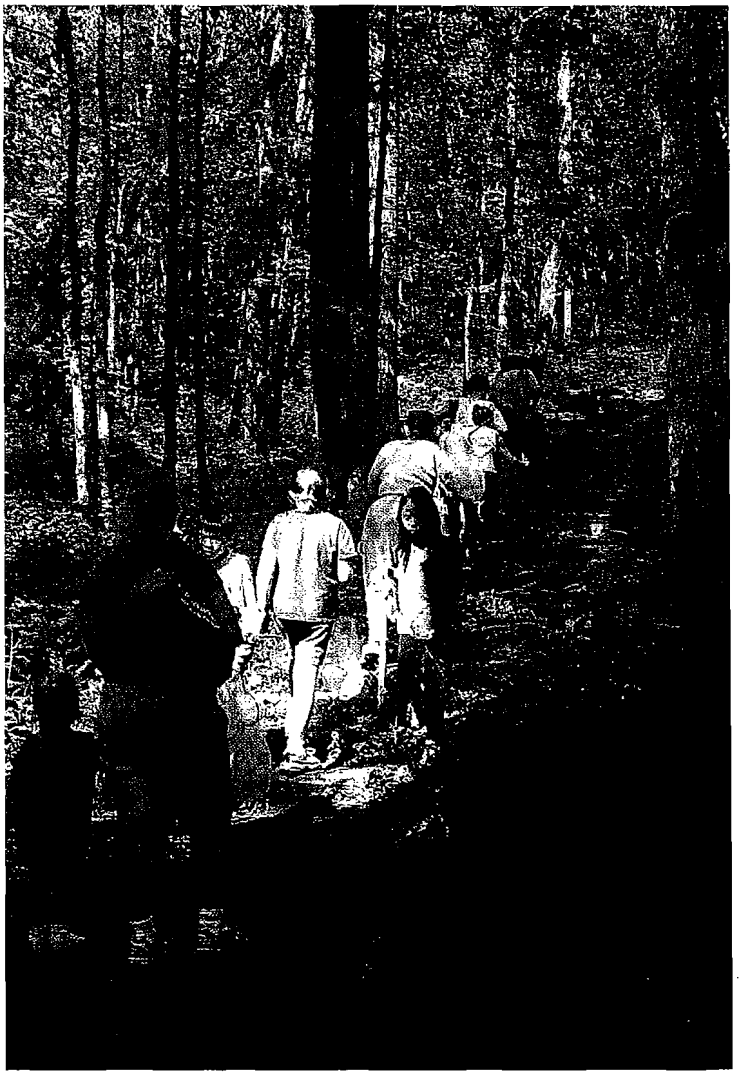
Later came packet boats on canals throughout much of Indiana. The creation and collapse of canals as a money-making venture had a profound effect on Indiana state government. Even today, hints of public skepticism about state spending and government debt can be traced to the failure of the canal system.

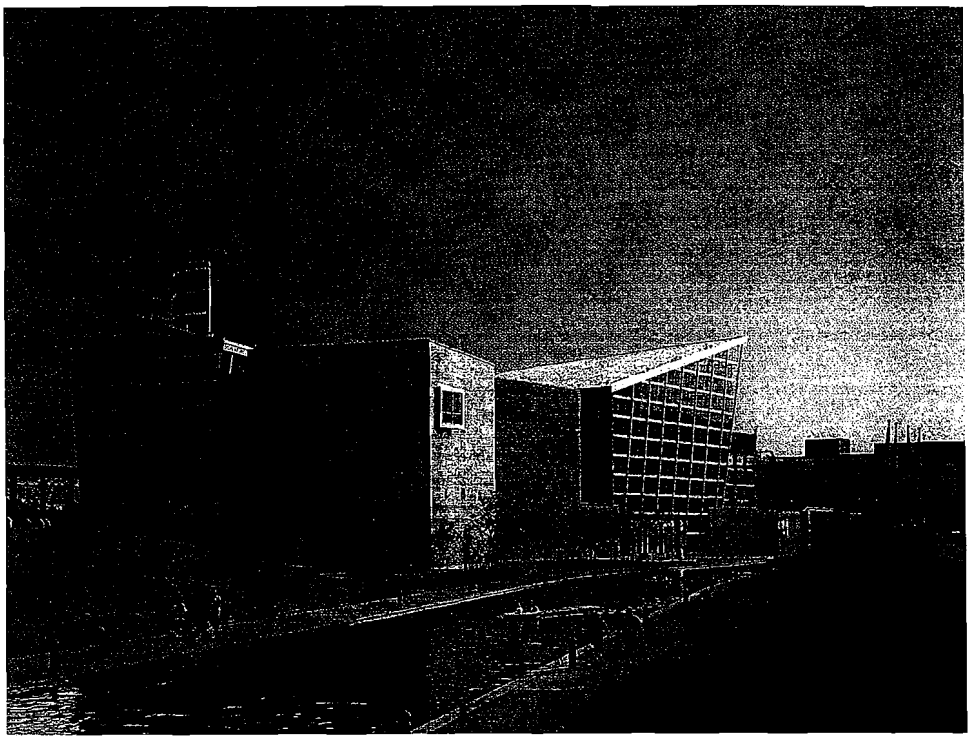
Many of these land and water routes were the foundation for steam railroads, electric railroads and macadam roadways during the mid-1800s through the mid-1900s. The corridors of electric interurban railroads and paved roads enabled families and individuals to commute or send farm products longer distances in a shorter time. This allowed regional trade networks to develop. In addition to product-based businesses, tourism evolved from these trails. People could now travel to big cities for weekend sightseeing, shopping and relaxing. Indeed, trails technology allowed people to experience life beyond subsistence, hence the beginnings of recreation. For example, around 1880, adults and families bicycled the Central Canal towpath from downtown Indianapolis to Riverside to rent rowboats.

One marketing value derived from the number of rail lines passing through Indianapolis, and thus Indiana, is the moniker "Crossroads of America," although now that image is perceived mainly with respect to highways.

Slowly, roads and automobiles replaced railroads. The new sensibility was "What's good for the car is good for the country." Unused rail lines were removed and eventually converted, in many cases, to greenways, trails and bikeways. An increase in walking and biking also spurred development of designated lanes on streets and lanes located away from immediate motor surfaces.

Vacant corridors have latent value for communities as utility rights-of-way and as potential trails. Indeed, where pipes and cables are buried or wires strung overhead, the service road serves two purposes. In Indianapolis, for example, before the Monon Trail was paved from Broad





Ripple to Fall Creek, a forced-main sewer was laid that saved the city tens of thousands of dollars in street repaving costs. The Calumet Greenway, a major link of trails around Lake Michigan, is another example of a dual use corridor, which includes the service road for overhead power lines, active rail corridors and utility resources.

Trails, particularly when planned with community development in mind, bring economic value to an area. Generally, economic improvement results from a combination of four factors: 1) Trails create a new clientele for area businesses. Upon the opening of the Monon Trail in Broad Ripple, an adjacent restaurant, Plump's Last Shot, saw a very large and unexpected increase in day and summer evening dining business. 2) Trails can be responsible for business relocation. The new owners of Valley Bikes moved the store from Crawfordsville to Carmel to be on the Monon Trail, resulting in strong success. 3) Trails provide new employment opportunities, whether short weekend work or full-time jobs. More retail stores mean more opportunities for employment. 4) Trails allow for investment in real estate. This might involve reclamation and repair of an unused structure (the rehab of the Wysor Depot in Muncie as the headquarters of the Cardinal Greenway) or reopening a long-vacant building for a retail shop (the Revard Brothers opening a third Bike Line store in a vacant building along the Monon Trail).

On a large scale, real estate development might include construction of condos, houses and/or strip malls adjoining a trail. Better yet, new towns can be created with multiple housing units, shops and community areas built around sidewalks, trails and trail amenities with consideration given to the culture of non-motor transport and recreation. Any of these economic scenarios may occur in any proportion at any time. The more scenarios, however, the more economic value to a community.

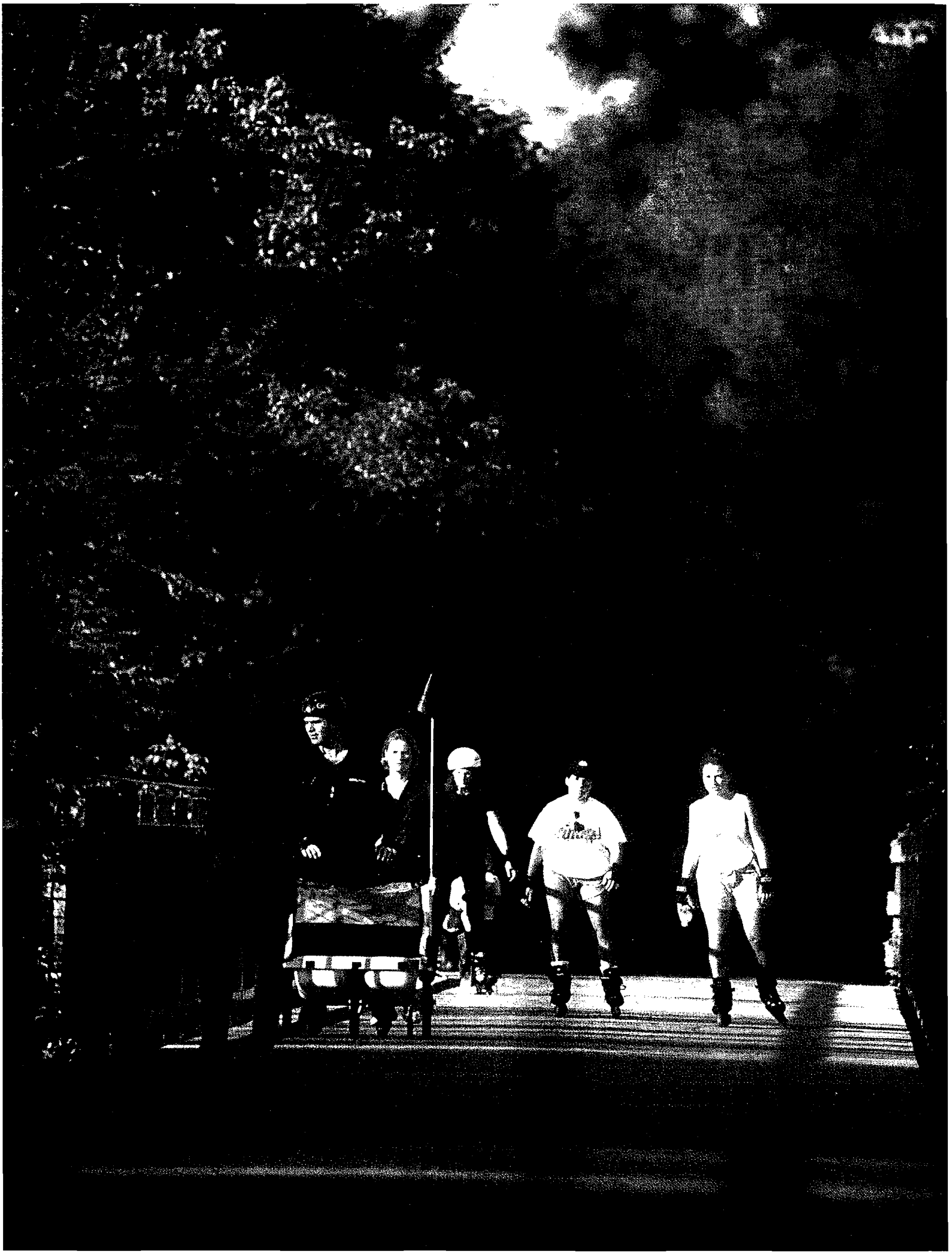
Trails also add historical value. Participation and learning can come through reading tableaux of local history. One of the best national examples of incorporating history into a trail is the Oil Creek Trail in Pennsylvania. It boasts 10 miles of interpretive drawings and text tableaux depicting the history of oil development from the waning days of whale oil to the recent decades of petroleum as fuel.

The Prairie Duneland Trail at Portage has several interpretive tableaux referencing history, plants, animals, etc. related to that trail. Franklin County's Whitewater Trail offers hand maps and a large display board with descriptions of points of history. The People's Pathway in Greencastle offers a gazebo with a map of the proposed trails system. Soon to have a packet boat, the historic Delphi canal offers a community trail and map system complete with an interpretive center.

In addition to education, trails have the potential for positive social impact, encouraging informal social walks and gatherings among friends. Notably, these social walkers and other users often create neighborhood "crime watch" security. Trails also help create a comprehensive sense of community as shown by Memorial Hospital in Logansport where local health businesses can pay to build a trail, thus channeling costs away from park budgets. Greenways also improve the community's natural environment by encouraging habitat for wildlife and native plants as well as the growth of trees, nature's best air cleaners.

Trails may originate from many former uses, be they rail trails, river levee systems, canal towpaths, old roads, treaty lines, scenic highways, farm perimeters/field edges or cross country routes. Trails may be finished with concrete, asphalt, a boardwalk, a new, hard (epoxy type) surface or a softer crushed limestone. Trails may offer a rustic surface of dirt, grass, railroad ballast, wood mulch or other material. And though their surfaces may differ, trails have one important thing in common: they are good for their users, their communities and the vast array of environments they cross.

As you read the Indiana State Trails Plan, be mindful of the history, the importance to Indiana, the value, and the meaning of trails to countless Hoosiers. They are your trails. Welcome and enjoy.



CHAPTER 1

THE INDIANA TRAILS VISION

To build a statewide trail, greenway and bikeway system that provides access to a trail opportunity within 15 minutes of all Indiana citizens.

THE INDIANA STATE TRAILS PLAN GOAL AND OBJECTIVES

The Indiana State Trails Plan's goal and objectives propose to fulfill Indiana's trails vision through:

- Partnering federal, state and local governments with trail use groups and organizations, businesses, private funding entities, community groups and citizens to connect communities through a statewide multi-model network of greenways and trail system.
- Encouraging public and private sectors to develop combined trail and infrastructure opportunities that will support the development of Indiana communities with utility and recreational needs for the 21st century.
- Educating the public and private sectors about the benefits a statewide greenways and bikeways system will bring their communities in terms of health, fitness, tourism, infrastructure and economic advantages.
- Highlighting links to neighboring state, local and regional trails systems and places of interest.
- Endorsing the use of greenways and bikeways as an economic growth asset to the state of Indiana, its communities and its citizens.
- Creating a healthier and more livable state for the benefit of all citizens.

INDIANA TRAILS GOAL, OBJECTIVES, STRATEGIES AND ACTIONS

Based on the information presented in the remainder of this document, the following goal, objectives and actions have been set for providing trails in Indiana. It is important to note that this plan provides opportunities at the federal government, state government, local government and the grass roots level to participate in reaching the goal. Providing for the need of trails users in Indiana will require partnerships and teamwork among all four levels. The goal is ambitious. By working together, it can be accomplished.

INDIANA TRAILS GOAL:

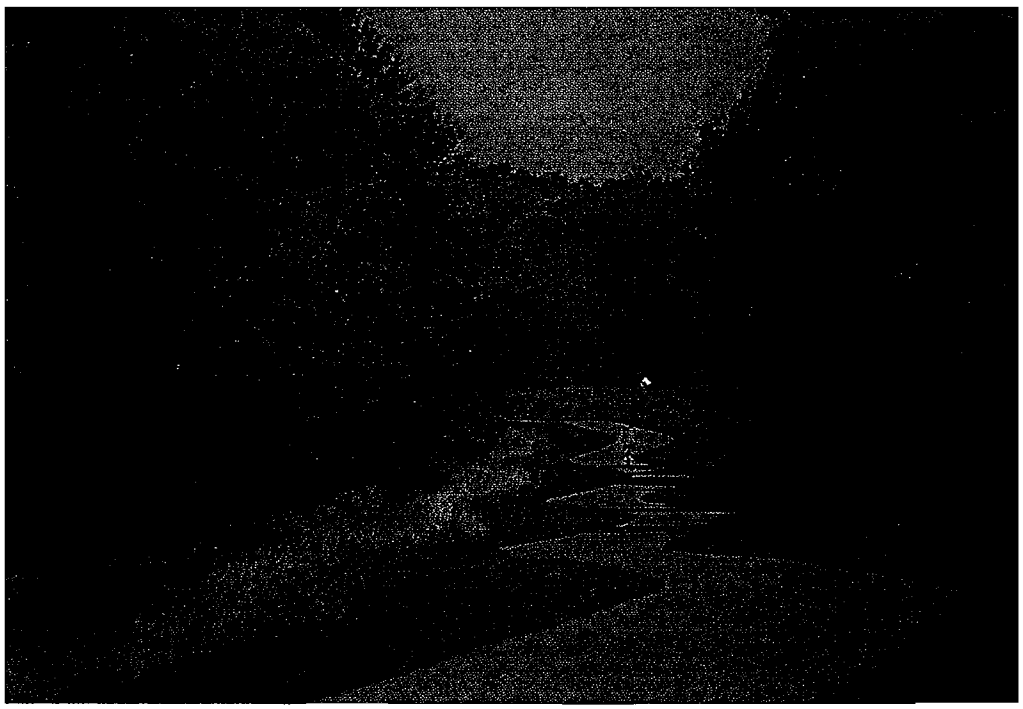
A trail within 15 minutes of every Hoosier by 2016. The Indiana trails goal will be measured in terms of having a trail within 7.5 miles of every Hoosier.

Objective 1: Partner Federal, State, Local, Not-for-profit and private resources to build a statewide network of trails

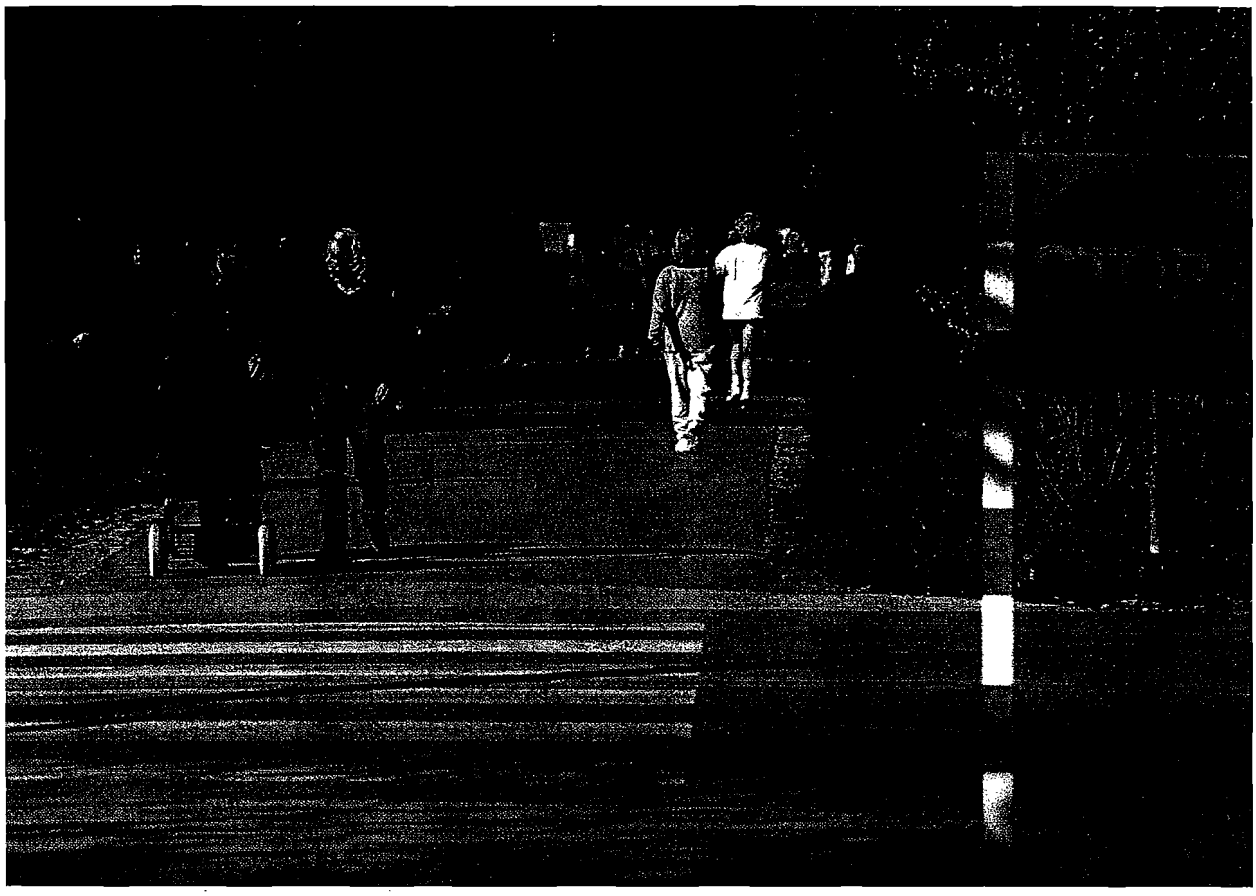
Objective 2: Support non-state entities that acquire, develop and manage trails

These objectives can be met through implementing the following strategies. Federal, state, local and non-governmental agencies working together can utilize these strategies to address trails related issues pertinent to their situation. Taking coordinated action at multiple levels will create a statewide environment where the statewide trails network can grow and become an integral part of the lives of Indiana's citizens and will reflect directly on the state's economy as a whole.

STRATEGY 1: IMPROVE COORDINATION OF TRAIL DEVELOPMENT, PLANNING AND DESIGN AT LOCAL, STATE AND FEDERAL LEVELS



THE INDIANA TRAILS VISION



Action 1: Encourage interested and affected representatives including urban and rural landowners, not-for-profits, the agriculture community, businesses, public transit and governmental entities to get involved in all phases of developing new trails

Action 2: Secure the participation of representatives in the health and wellness profession and related businesses, such as insurance and pharmaceutical industries

Action 3: Ensure that trails are included in road right-of-ways, road abandonment and bridge development and expansion projects

Action 4: Include engineers, architects and planners during all phases of trail development to ensure natural resource preservation and ADA compliance

Action 5: Foster a working statewide support network composed of agencies, legislators, planners/designers, organizations, managers and citizens interested in trail development

STRATEGY 2: INCREASE TRAIL FUNDING TO PROVIDE TRAILS TO MEET PRESENT AND FUTURE DEMAND

Action 1: Initiate and increase state funding mechanisms to augment annual operating budgets and capital expenditures for acquiring and developing trails

Action 2: Encourage local initiatives for trail funding

Action 3: Encourage and provide incentives for private funding for trails from such entities as foundations and corporations

Action 4: Include funding for long-term trail maintenance in operational budgets

Action 5: Encourage and support not-for-profits to acquire and develop trails

Action 6: Encourage and support public and private partnerships that acquire and develop sustainable trails and bikeways

STRATEGY 3: ACQUIRE MORE LAND FOR TRAILS

Action 1: Identify and extend opportunities for intra- and inter-state trail connections

Action 2: Improve the acquisition process of former railroad corridors for trail development

Action 3: Advocate that trails be included in land-use planning, including re-negotiation of road right-of-ways and bridge developments

Action 4: Advocate that developers be required to set aside land for trails

Action 5: Expand the number of areas available for the legal use of ATVs, motorcycles, off-road bicycles and off-highway vehicles

STRATEGY 4: PROVIDE INCREASED EDUCATION ABOUT TRAILS AND TRAIL BENEFITS

Action 1: Encourage and support research on Indiana trails and related issues

Action 2: Inform the public about the health, economic and social benefits of trail use

Action 3: Develop and distribute educational materials about trail use and environmental ethics/etiquette

Action 4: Distribute information on trails via the Internet and other media

Action 5: Install signs that interpret natural, historical and cultural features of trails

Action 6: Install multilingual signs where appropriate

Action 7: Encourage the development of design guidelines that use standardized signs and symbols to designate trail activities and facilitate trail navigation statewide

Action 8: Include health education information on trail maps and guides

A STATE VISIONARY TRAILS NETWORK

A statewide trails vision map was created based on extensive inventory, analysis, coordination with local governments and regional planning entities, and public input. This map's purpose is to highlight corridors of national, state or regional importance that connect communities to each other and to natural and cultural resources, to serve as a statewide trails backbone network that can connect to concurrent and future trails-planning efforts. The map delineates corridors. The actual placement of trails within these corridors and the inclusion of other corridors in the statewide trails system will be determined as specific trails projects are proposed and completed based on more detailed planning efforts.

CRITERIA USED TO ESTABLISH PROPOSED VISIONARY TRAILS SYSTEM

The following criteria were used to identify trails included on the list of trails of statewide significance—those trails that offer the highest potential to accommodate multiple connections to destinations and communities. Not all trails in Indiana were considered. Loop trails or those located solely on a single property such as state parks or forests were not considered. The designated use of a trail was not a consideration.

In order to be placed on the list a trail must have satisfied both of the following criteria:

1. Proposed trail corridor crosses two or more counties
2. Proposed corridor contains trail segments completed, under development or formally planned

The following lists of trails describe how each trail included in the list of statewide significant trails was clas-

sified in terms of each individual trail's planning and/or development stages.

Formally designated or being developed as trail corridor

- American Discovery Trail
- Monon Trail in Marion and Hamilton Counties
- Cardinal Greenway from Richmond to Marion
- Knobstone Trail in Clark, Scott and Washington Counties

Focus of study or plan for trail corridor

- National Road Heritage Trail from Terre Haute to Richmond
- Marquette Greenway in northern Lake, Porter and LaPorte Counties
- I-69 corridor from Indianapolis to Evansville

Formal organization devoted to development of trail corridor

- B&O Trail in Marion, Hendricks, Putnam and Parke Counties
- Knobstone Trail extension to Morgan County
- Panhandle Pathway from Winamac to Logansport
- Wilbur Wright Trail connecting New Castle with the Cardinal Greenway

Considerable level of discussion as proposed trail corridor

- Farm Heritage Trail in Boone and Tippecanoe Counties
- Old Interurban Trail from Ft. Harrison to Anderson
- Whitewater Canal Trail in Fayette and Franklin counties
- SR46 Trail in Bartholomew and Brown counties
- Wabash Heritage Trail from Lafayette to Logansport
- Pumpkinvine/St. Joseph River corridor in St. Joseph, Elkhart and LaGrange counties
- Upstate Indiana Trail in Wells, Allen, DeKalb and Steuben counties

As a result of public participation and public comment received during development of the state trails plan, other potential visionary trails were identified

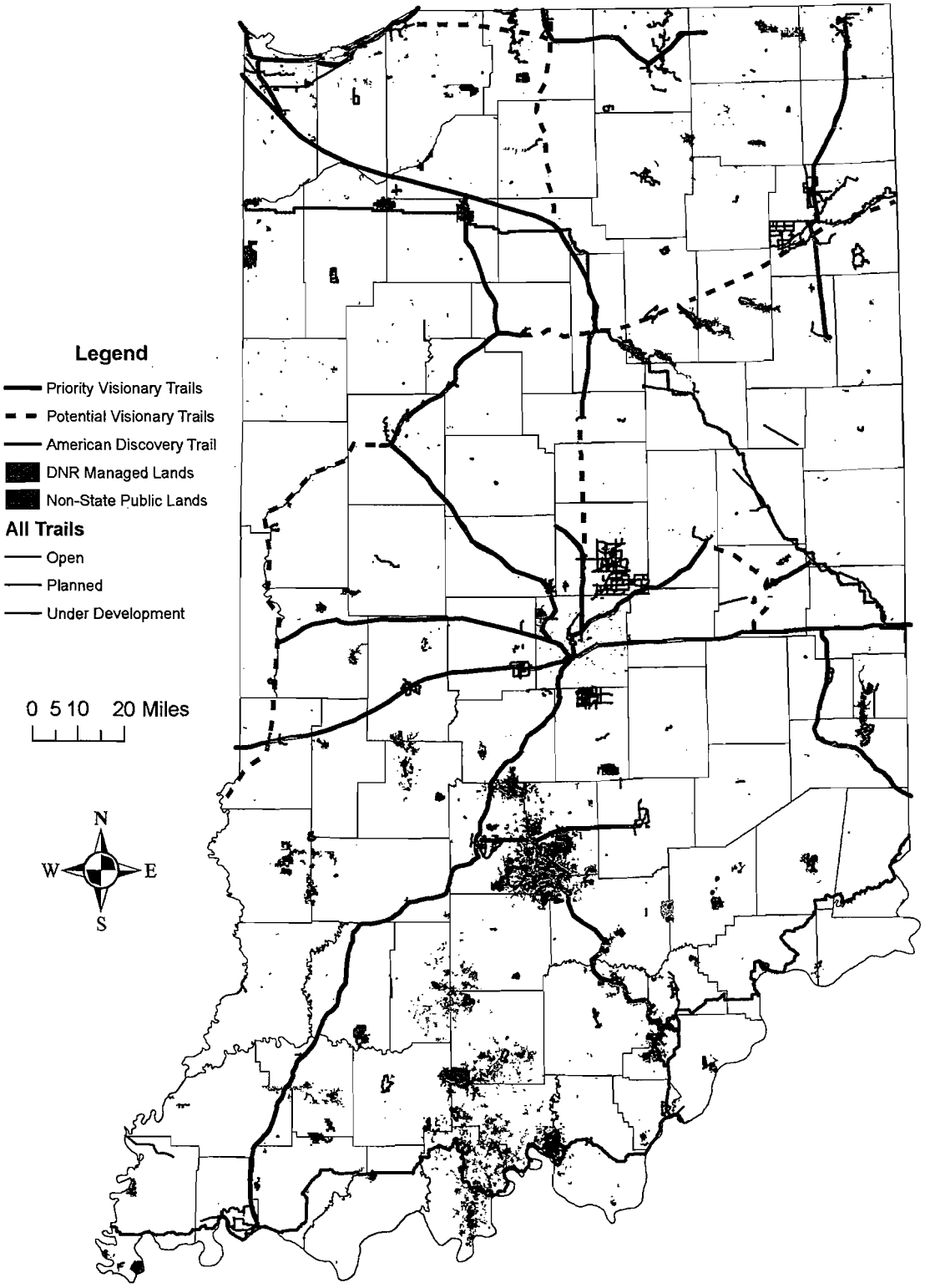
- South Shore/NIPSCO corridor from Michigan City to South Bend
- U.S. Route 31 corridor from South Bend to Rochester
- U.S. Route 35 corridor from Winamac to Bass Lake
- Wabash River/U.S. 24/Maumee River corridor from Logansport to Ohio state line
- U.S. Route 31/S.R. 19 corridor from Kokomo to Westfield/Noblesville
- Wabash River/West Central Indiana corridor connector from Vigo County to Tippecanoe County
- State Road 1 corridor from the National Road Heritage Trail to Connersville
- S.R. 46 corridor from Bloomington to Nashville
- Honey Creek corridor between Anderson and New Castle
- State Road 3 corridor between New Castle and the National Road Heritage Trail

DEVELOPING THE PLAN

The Indiana Trails Plan was developed by the Indiana Department of Natural Resources, Division of Outdoor Recreation and the Indiana Department of Transportation. A Trails Plan steering committee was convened to provide input and guidance as the plan was developed. The steering committee consisted of DNR Staff and members of various agencies and associations involved in trails and trail related issues throughout Indiana. The committee met periodically to review the document, maps and issues, and to plan for involving the public in the process. The following groups were represented on the steering committee:

- Governor's Office
- Indiana Department of Natural Resources
- Indiana Department of Transportation
- Indiana Economic Development Corporation
- Governor's Council for Physical Fitness & Sports
- Indiana Office of Tourism
- The Federal Highway Administration
- National Park Service-Rivers Trails and Conservation Assistance Program
- Indiana Park & Recreation Association
- Bloomington Area Transportation System
- Indiana Trails Advisory Board
- Hoosier Rails to Trails Council
- Indiana Greenways Foundation
- Rails-to-Trails Conservancy
- Indianapolis Metropolitan Planning Organization
- Northwest Indiana Regional Plan Commission
- Delaware-Muncie Metropolitan Plan Commission
- Indiana Bicycle Coalition
- IU School of Public Environmental Affairs/Indiana Planning Association
- Indiana Association of Cities & Towns
- Association of Indiana Counties
- Indiana Farm Bureau
- Pigeon Creek Greenways Passage
- Ohio River Greenway Commission
- National Road Heritage Trail
- Cardinal Greenways
- Whitewater Canal Trail
- B&O Trail Association
- City of Ft. Wayne
- Indiana Chamber of Commerce
- Indiana Trail Riders Association/Indiana Horse Council
- The Nature Conservancy-Indiana Chapter
- Indiana Chapter-International Right of Way Association
- Indiana Rural Development Council/Office of Rural Affairs

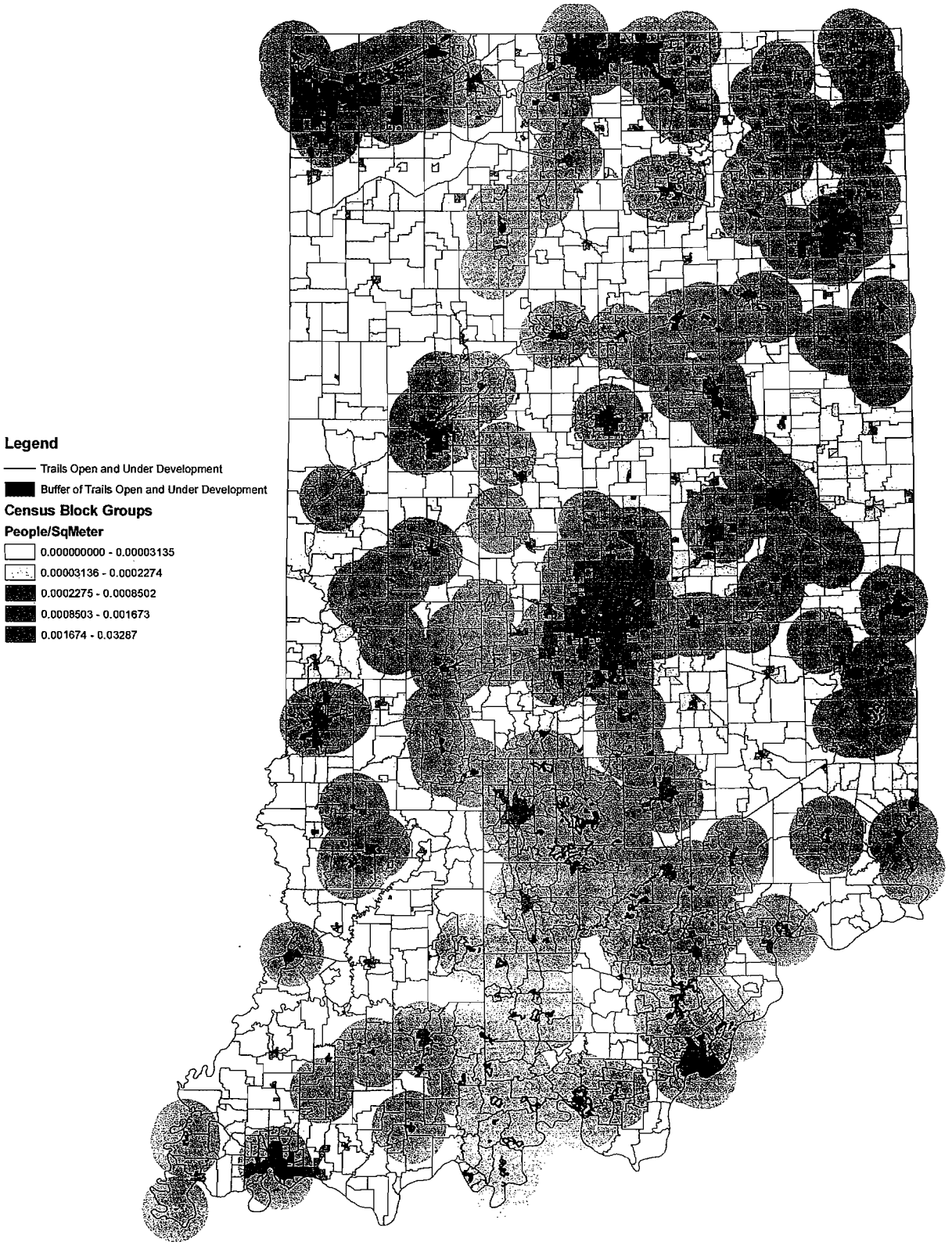
Making the Connections
Indiana's Trail System



A vision of the Indiana State Trails System (July, 2006)

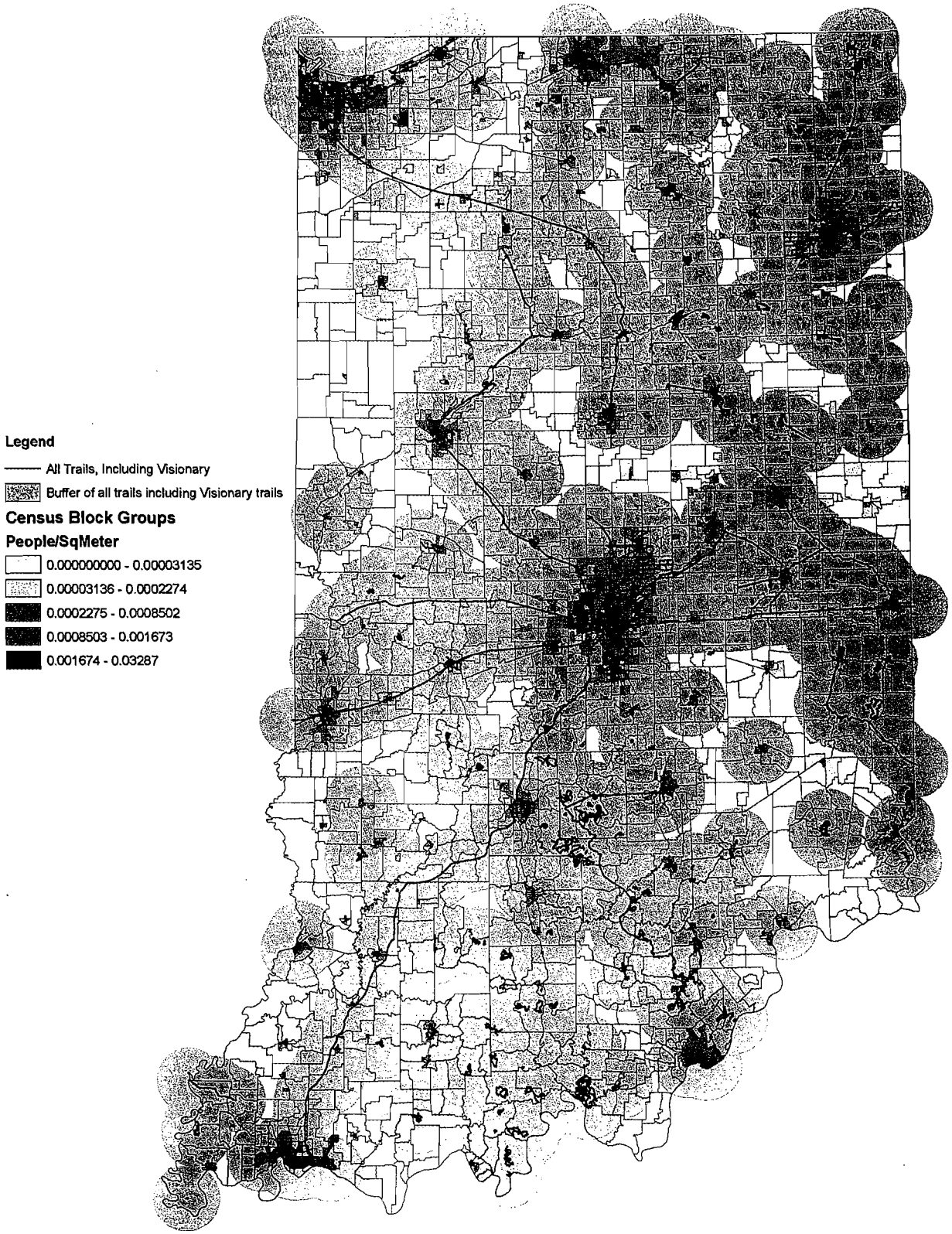
THE INDIANA TRAILS VISION

Measuring progress on Indiana's trail system
Current Status



Population within 7.5 miles of a currently developed trail

Measuring progress on Indiana's trail system
Visionary Status



Population within 7.5 miles of a trail developed, planned and visionary

THOMPSON'S

CHAPTER 2

WHAT IS A TRAIL?

Trails and greenways continue to grow in popularity and acceptance. More and more communities are developing trails because of the unique opportunities and benefits they provide. As health care costs and gas prices increase Hoosiers are looking to trails to provide benefits for the mind, body and wallet. Trails help build strong communities by providing opportunities for recreation and improving health through exercise. They provide outlets for alternative transportation, protect natural resources and stimulate economic development by attracting visitors and providing a higher quality of life.

Trail, path, track, route, trek, all are words that refer to a trail, but what exactly is a 'trail'? When someone says the word trail, there are almost as many different pictures brought to mind as there are people in Indiana. This section of Indiana's trails plan discusses different types of trails. For the reader it is an attempt to standardize the various terms and meanings for trail related jargon so those interested in developing Indiana's statewide trails system are on the same page.

The single common denominator of a trail is that it is a linear corridor on land or in water, with access for recreation, fitness or transportation. Beyond this basic premise the image may vary from a narrow path through a forest to a paved track connecting a school to a housing development, to a groomed path in the snow. Trails can be found on a single property or connect several properties together. Even rivers and streams serve as trails for watercraft. They can be privately or publicly owned. In early Indiana, trails served as major highways and trade routes that connected nomadic groups with each other and the resources they needed to survive.

Trails can be designed to accommodate a variety of uses from pedestrian to motorized. They are made of many materials and can have soft or hard surfaces. The trail surface often dictates the trail use, but not always. Good design, proper construction and maintenance play a big part in the success of a particular trail or system. Soft surfaces include soil, wood chips or water, while hard surface trails are built using gravel, stone, asphalt or concrete.

Since there are so many reasons to use trails, corridors can be designed and managed for a single use or multiple uses. Commonly, trails are used by pedestrians including walkers, hikers, backpackers, joggers and runners. Others are used by equestrians or folks on motorized vehicles. Multiple-use trails can accommodate more than one use. For example walkers and in-line skaters share the trail with bicyclists; hikers and mountain bikers can use the same corridor. Properly designed and managed trails can even accommodate different types of motorized off-road vehicles, all-terrain vehicles and motorcycles

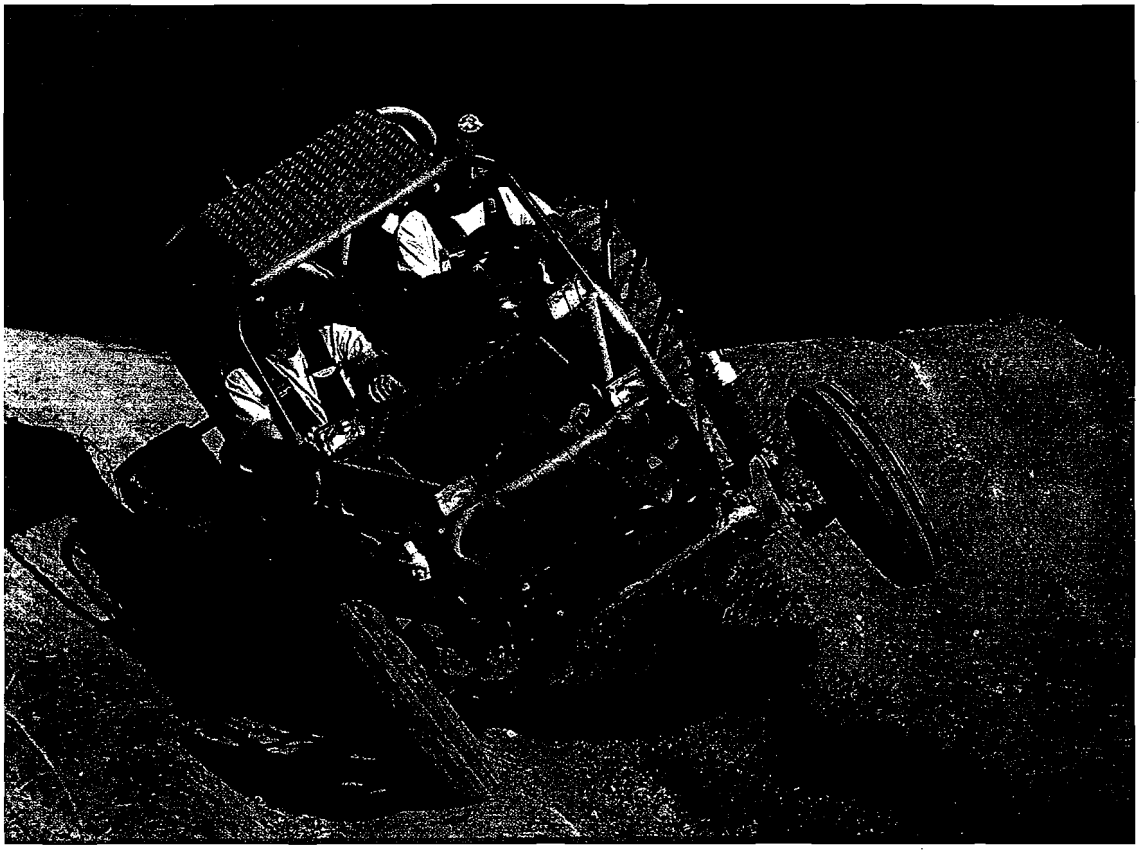
MULTIPLE-USE TRAILS

Multi-use trails are designed to accommodate more than one type of use, such as hiking and biking or walking and horseback riding. These trails have had special attention paid to their design and can withstand different uses without requiring heavy maintenance. Multi-use trails tend to be wider than single use trails so that they may accommodate more users. They may have lanes to pass when going different directions. Sometimes, if the trail is very narrow, travel is restricted in one direction on one day and the opposite direction the next day. This helps keep different users from interfering with each other as they travel along the trail.

The surfaces of multi-use trails vary widely. Many trails have a hard surface such as concrete or asphalt. Hard surface trails best support walking, jogging, in-line skating and bicycling. Many of Indiana's urban, and

TRAIL-USER ETHICS

- Respect the rights of all trail users to enjoy the beauty of the outdoors.
- Respect public and private property.
- Park your vehicle considerately, taking no more space than needed, without blocking other vehicles and without impeding access to trails.
- Keep to the right when meeting another trail user. Yield the right-of-way to traffic moving uphill.
- Slow down and use caution when approaching or overtaking another trail user.
- Respect designated areas, trail-use signs and established trails.
- When stopping do not block the trail.
- Do not disturb wildlife. Avoid areas posted for the protection of wildlife.
- Pack out everything you pack in, and do not litter.
- Travel speed should be determined by equipment, ability, terrain, weather, user density and the traffic on the trail.
- In case of an emergency, volunteer assistance.
- Do not interfere with or harass others. Recognize that people judge all trail users by your actions.
- Motorized users should pull off the trail and stop their engines when encountering horseback riders. It is also a good idea to take off your helmet and greet the riders.



some rural multi-use trails, are hard surface trails. Gravel and limestone screenings are another popular surface for multi-use trails. These surfaces in Indiana utilize local materials. In many cases screenings are less expensive to install than pavement.

Proper trail etiquette is very important on multi-use trails so every user can have a safe and enjoyable experience. In Indiana, the Cardinal Greenway, the Monon Trail and the Pumpkinvine Trail are examples of multi-use trails. Currently, no Indiana trails support both motorized and non-motorized use at the same time, but there are trails in several state forests and state recreation areas and many local sites that support both mountain biking and foot traffic.

TRAILS THAT COMPLY WITH THE AMERICANS WITH DISABILITIES ACT (ADA)

There are often misunderstandings about what is meant when we talk about Americans with Disabilities Act (ADA) compliance and trails. One of the most common is that accessible trails have to be paved or concrete and all level surfaces. The fact is that people with mobility limitations want a trail experience as natural as possible. Neither the Department of Natural Resources nor people with disabilities want to compromise the natural environment. Therefore, this plan does not call for every trail to be made completely "wheelchair accessible". Some trails cannot be made accessible, but many can and should be.

WHAT DOES IT MEAN TO BE ACCESSIBLE?

The most common standards for accessibility, the Uniform Federal Accessibility Standards (UFAS) and Americans with Disabilities Act Accessibility Guidelines (ADAAG) address the built environment – bricks and mortar. These documents provide guidance on how wide a door opening must be or how high a mirror is to be located from the floor, but sometimes guidelines don't transfer smoothly to the natural environment. Although not enforceable standards yet, the best guidance for accessible trails comes from Accessibility Guidelines: Outdoor Developed Areas presented to the U.S. Architectural and Transportation Barriers Compliance Board by the Regulatory Negotiation Committee on Accessibility Guidelines in September 1999. Taking into consideration the preservation of the environment, the nature of the outdoor experience and access, the committee explored many approaches and compromised to reach agreement on minimum accessibility guidelines for outdoor developed areas.

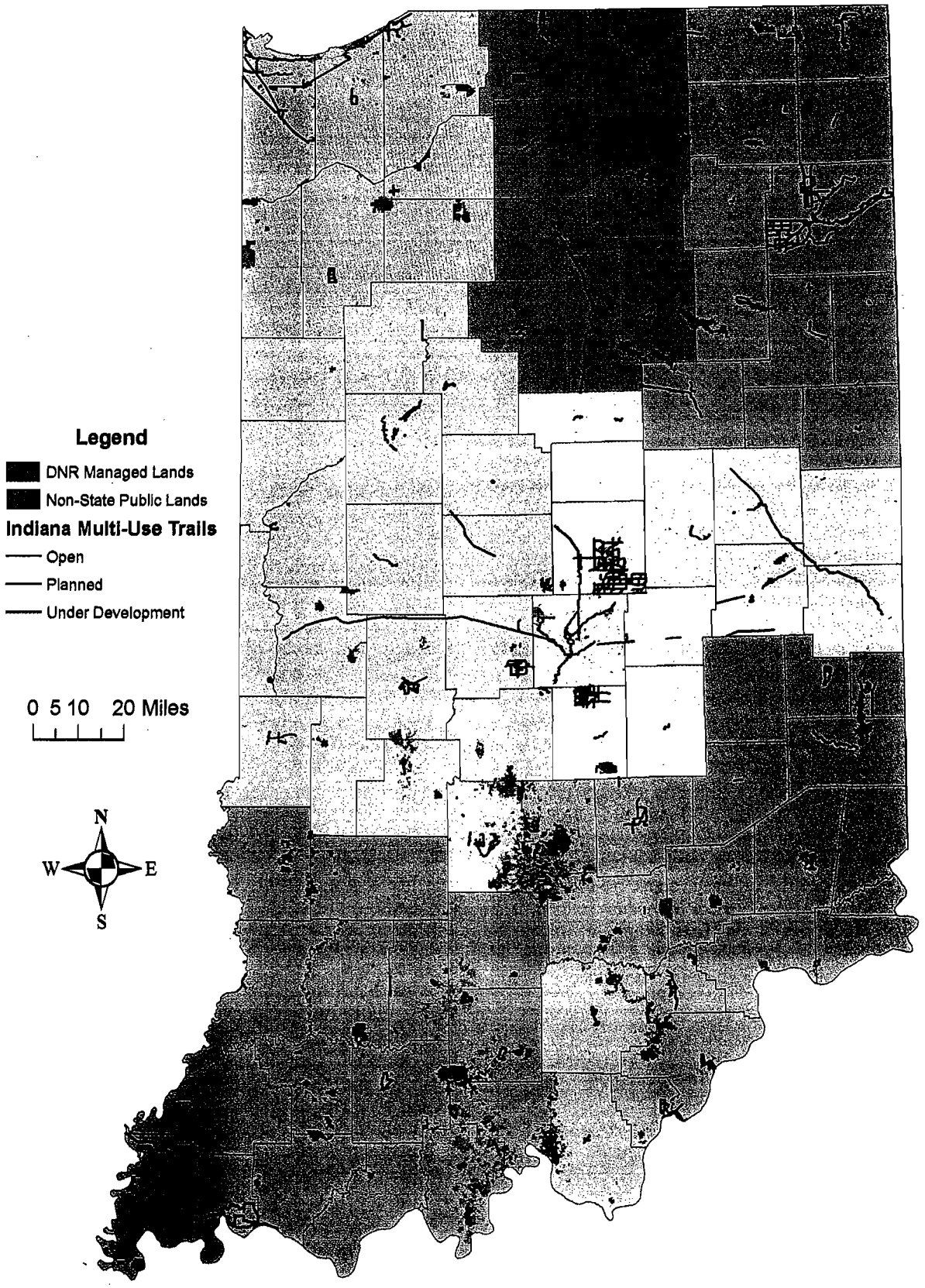
BASIC ACCESSIBILITY

There are "conditions for departure" in the guidelines that allow for deviations from accessibility standards, but to be considered an accessible trail, four basic components must be present:

Surface – The surface must be firm and stable. Firmness means the surface "does not give way significantly under foot." Stability means the surfaces "do not shift from side-to-side or when turning (as in a wheelchair)". A rotational penetrometer is the best way to measure this, but the presence of footprints or wheel tracks is a good indicator that the surface is neither firm nor stable.

Width – The clear tread width of the trail is the width of the usable trail tread measured perpendic-

Multiple use trail opportunities in Indiana (May, 2006)



WHAT IS A TRAIL?

ular to the direction of travel and on or parallel to the surface of the usable trail tread. The minimum width for a specified length of a trail to be considered accessible is 36 inches.

Protruding Objects – Nothing shall protrude into the vertical clearance of an accessible trail which encompasses an area 80 inches in height and 36 inches wide.

Slopes – The running slope is the grade of the surface measured in the dominant direction of travel. Preferably this grade should be no more than 1:20 (5%), but no more than 30% of a total trail length shall exceed 1 inch up for 12 inches in length (8.33%). The cross slope is the grade of the surface measured from side to side and shall not exceed 1 inch up for every 20 inches in length (5%).

A number of other features must be examined to determine compliance with accessibility requirements – openings in the surface, tread obstacles, passing spaces, edge protection, resting intervals, signs, pit toilets, etc. – but should be evaluated by an individual trained to assess these requirements. We have simply attempted here to provide some basic thoughts about accessibility. Please do not consider this a guide to compliance.

Resources:

National Center on Accessibility,
U.S. Architectural and Transportation
Barriers Compliance Board
ADA and IT Technical Assistance Centers
www.adata.org, (800) 949-4232

BIKEWAYS

All communities and counties are encouraged to develop a bike route system that supports community connectivity, interfaces with other transportation resources and connects to the developing trails system. Bicycling continues to be a popular recreation activity in Indiana. In 2003 approximately 43% of the respondents indicated they bicycle recreationally. Increasingly, people are riding bikes in Indiana as a reliable and economical mode of transportation. In the 1990 and 2000 censuses, the percentage of the population who used bicycles for transportation was at about 2%. As gas prices continue to rise, the level of bicycle use for transportation, in addition to recreation, is expected to continue to increase.

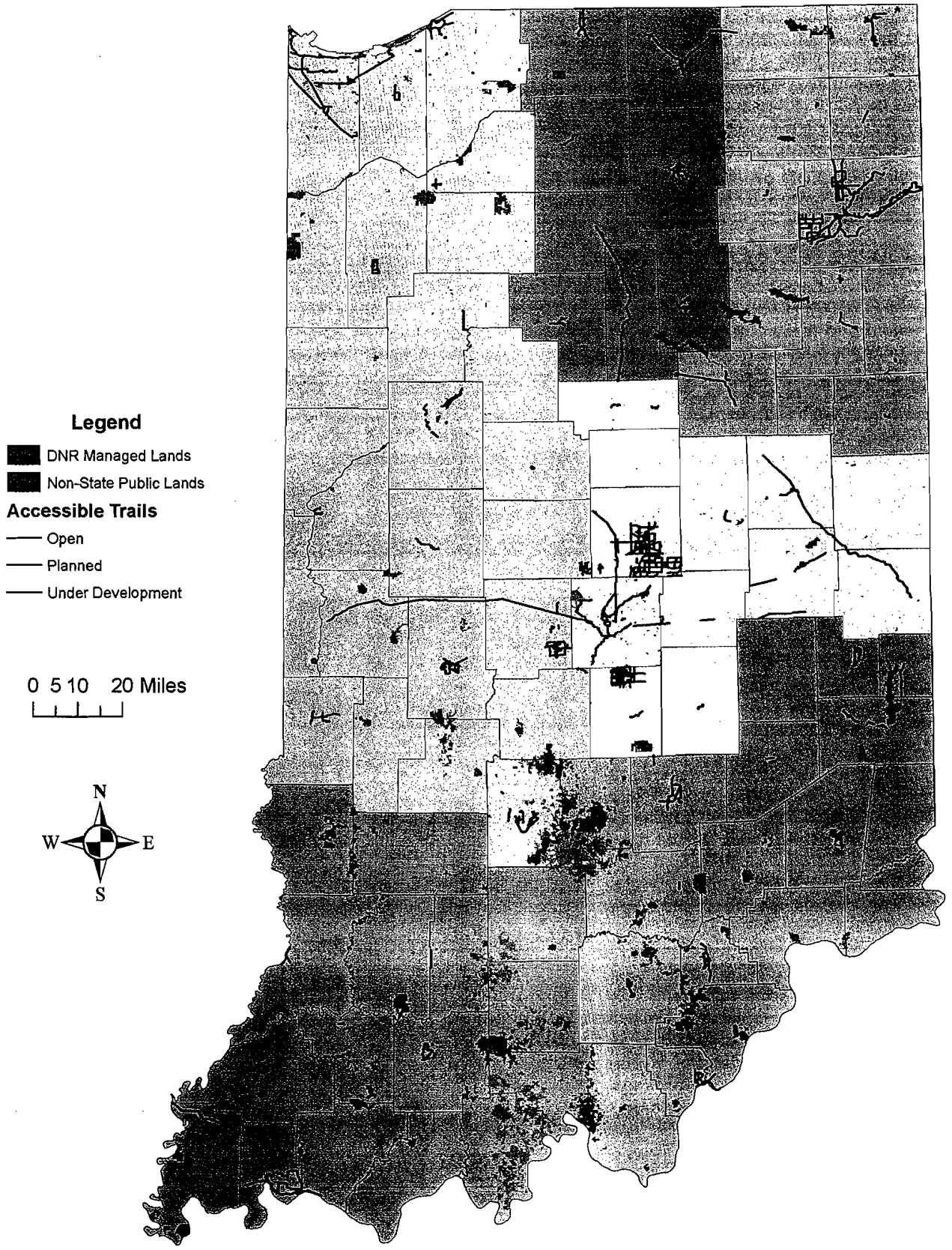
Currently, local bike clubs followed by metropolitan planning organizations are taking the lead in developing bike routes in various Indiana counties. Some regions have formalized routes published through local tourist and economic development entities. Many local clubs maintain excellent Web sites that assist the user in choosing routes. In some areas of Indiana there is a coordinated approach to the development of on-road and off-road bicycle routes, but this is by no means the norm. A statewide effort would significantly impact the availability of bicycle opportunities.

Bicycle facility planning in Indiana is in its infancy and consequently still evolving. The Indiana Department of Transportation has indicated that the development of an Indiana Bikeway Plan is necessary. This plan should provide planners and managers with a solid framework for meeting a wide variety of bicycling needs. Since bikeways encompass both on-road and off-road routes, a comprehensive study of existing on-road routes is necessary. The current trails inventory only covers bike routes incorporated as off-road trails. On-road routes are generally not included because of staff time involved in tracking them.

As with any trail planning, the most important aspect of bicycle planning involves obtaining input from the bicycling public. Many areas in Indiana have organized bicycling clubs that help gather and provide information. However, not all community bicycling needs are represented by clubs. Therefore, governmental agencies and the public should be involved throughout the process.

Bicycle plans should be compatible with 1) local comprehensive plans; 2) transportation plans developed at the local, regional (Metropolitan Planning Organization - MPO), or state levels; 3) transit plans; and 4) parks and recreation plans. Where appropriate, plans should follow American Association of State Highway and Transportation Officials (AASHTO) design guidelines.

Accessible trail opportunities in Indiana (May, 2006)



WHAT IS A TRAIL?

Following the planning, design criteria should be established, then performance criteria established, possibly including: accessibility, directness, continuity, route attractiveness, low conflict, cost, ease of implementation and multi-modal coordination. An analysis should be made by compiling an inventory of significant origins and destinations, projected and current bicycle use, existing bicycle facilities, planned highway improvements, and local comprehensive plans. Next, desired routes should be developed and evaluated and types of facilities designated followed by bicycle education, safety, law enforcement and encouragement programs. After development and adoption, the final step is implementation.

MOUNTAIN BIKE TRAILS

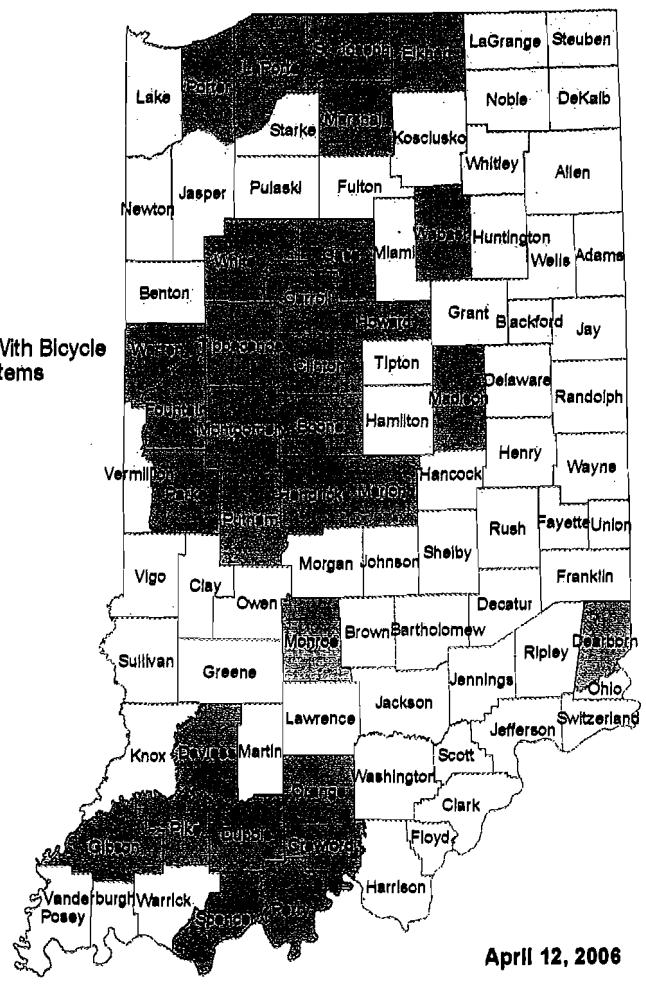
Mountain biking has grown from an obscure sport created in the late 1970s in the western United States, to one of the largest and fastest growing outdoor sports in the world. It is enjoyed by people of all ages, nationalities and income levels. Because of the varied nature of the sport and the disciplines it includes, mountain biking can be done anywhere from a backyard to a gravel road. However, the majority of mountain bikers prefer to ride trails they call singletrack. These are narrow trails through forests or fields.

Considering nearly 40% of adults in the U.S. report they ride bicycles, mountain biking is a sport enjoyed by millions of Americans. Mountain biking is also a sport that can be enjoyed throughout a person's lifetime. Mountain bikes help fuel the bicycle industry in the U.S., a $5.5 billion industry that employs close to 100,000 people. The inherent comfort and flexibility of the modern mountain bike has led to an estimated 80% market share of bicycle sales in countries like the United States, United Kingdom, Canada, Australia and New Zealand. In Indiana, mountain bikes can be ridden year-round with proper equipment and clothing.

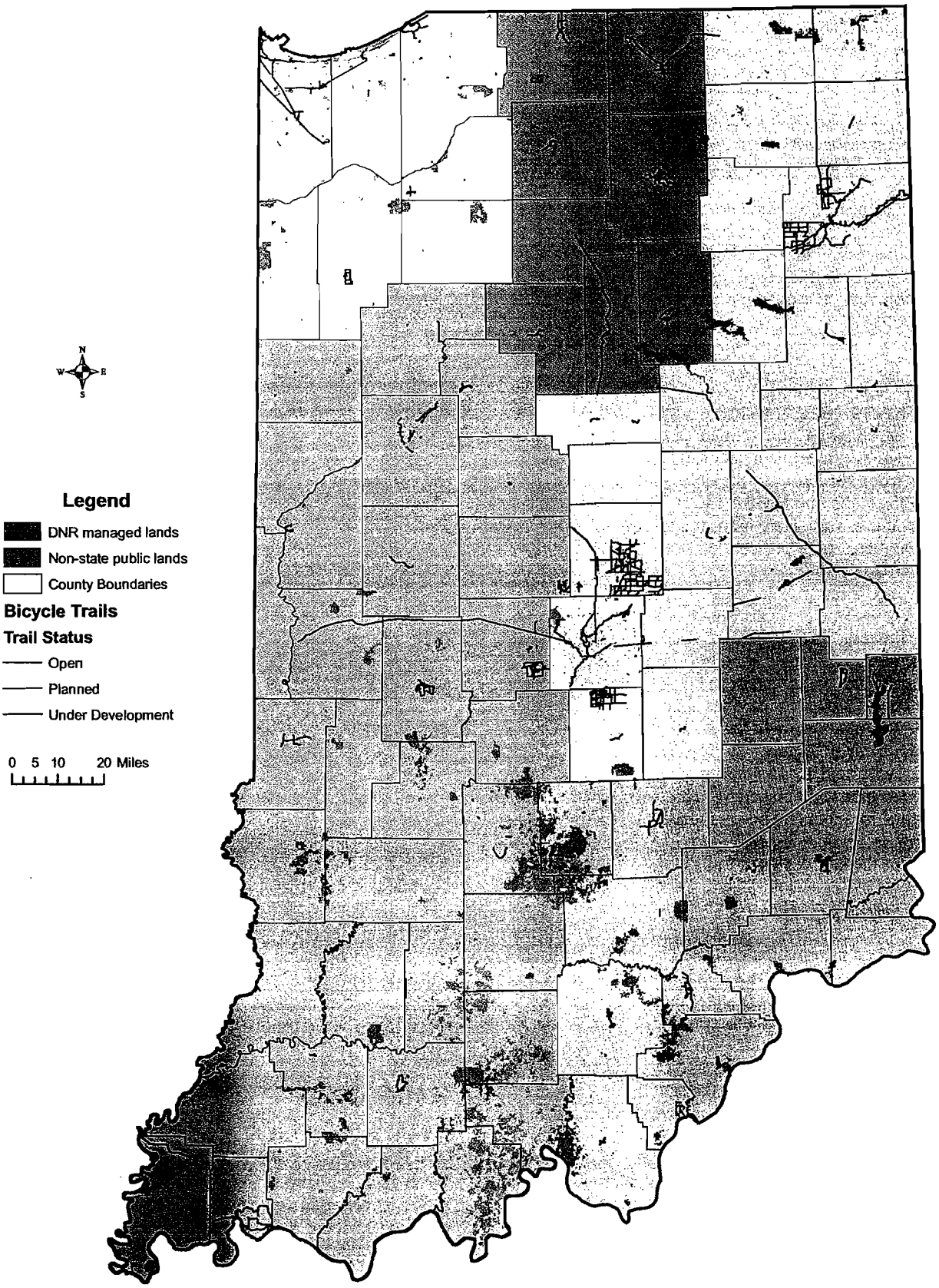
Advocacy organizations employ a variety of means including education, trail work days and trail patrols. Examples of trail work days can include flagging, removing downed trees after a storm, cutting and/or signing a new trail. They also provide programs to educate local bicycle riders, property managers and other user groups on the proper development of trails. The International Mountain Bicycling Association (IMBA) rules of the Trail is an example. In Indiana, the statewide organization that represents mountain bikers is the Hoosier Mountain Bike Association (HMBA). The HMBA is an affiliate club of the IMBA. The HMBA works with smaller local and regional clubs in Indiana to further the cause for mountain bikers. The Indiana Bicycle Coalition also represents mountain bikers and has done substantial work to further the cause of mountain biking in Indiana.

Dozens of miles of multi-use trails have been built in Indiana, using IMBA's well-respected and widely used Trail Solutions manual to build sustainable trails. By default, every mile of trail HMBA builds in Indiana is multi-use. In addition to being used by mountain bikers, all are open to walkers, hikers, backpackers and trail runners. Properly designed trails are appropriate and enjoyable for many types of users to enjoy. This makes them a useful and attractive outdoor amenity. Properly built mountain bike trails have little environmental impact. Studies reported in the IMBA Trail Solutions manual show that mountain biking's impact is comparable to or even less than other forms of trail use. In contrast to

Counties with bicycle routes



Bicycle trail opportunities in Indiana (May, 2006)



WHAT IS A TRAIL?

other types of trails, mountain bike trails can be built quickly, making more trails available to Indiana's citizens. For example, the federal RTP program has funded 100 miles of trail projects in Indiana since 1995. While most funded projects create just a few miles of trails, the Brown County RTP project will create almost 15 miles of new trails including amenities.

Connectivity of trail amenities leads to increased use and tourism. For example, at Rangeline Nature Preserve in Anderson the new mountain bike trails connect to downtown via a path along the river. The new trail system being built at Brown County State Park will ultimately connect to the Salt Creek Trail running from Nashville to the state park entrance. When building trails, the HMBA tries to link cultural and historic sites as well. Here is an example of one of the larger and higher-profile projects that the HMBA is currently participating in.

Brown County is Indiana's largest state park and is quickly becoming a prime mountain biking destination in the Midwest. The HMBA has been hard at work building some of the best single track trails around. With two fully completed loops, as well as an out and back trail to Hesitation Point, Brown County has approximately 12 miles of trail, with much more to come. 2006 holds a lot of promise for Brown County. A Recreational Trails Program Grant will fund 10-15 additional miles to be professionally designed and finished by volunteers. This is an exciting time for mountain bikers in Indiana, as Brown County is sure to become a well known bicycle destination,with some of the best designed trails in the Midwest.

INDIANA RAIL-TRAILS

Based on information collected by the Rails-To-Trails Conservancy, there were 12,585 miles of rail-trails in the U.S. in 2004. As of July 2004 there were 146 miles of rail-trail open in Indiana, according to the Hoosier Rails to Trails Council. (Their Web site, http://www.indiana-trails.org/, provides a current and comprehensive look at rail-to-trail projects all over the state.)

Several rail-trails are under development around Indiana. The Cardinal Greenway, part of the 6,000-mile American Discovery Trail, will extend about 75 miles and connect Richmond, Muncie and Marion. The first 10-mile segment opened in Muncie in 1998. By 2002 over 30 miles of the Cardinal were open for use in Marion, Grant County, Delaware County, Muncie and Richmond. The B&O Trail, another rail-trail of statewide importance, will be 63 miles long and permit non-motorized travel from Speedway in Marion County, through Hendricks and Putnam Counties, to the Wabash River in Parke County.

Travel the 11.5-mile Erie Lackawana Trail in Lake County to the 7.5-mile Oak Savannah Trail. Then take the 10.2-mile Prairie Duneland Trail and bridge the gap to the reopened Calumet Trail in Porter County. Through these few miles of trails, one feels the commitment to trails that exists in northwest Indiana, which leads the state in rail-to-trail projects. Additional links under development along abandoned railways and utility rights-of-way in Porter and Lake counties are creating a regional trail network. Supplementing various multi-use paths in LaPorte and Porter counties, a network of designated bike routes creates an even more comprehensive system for bicycle travel.

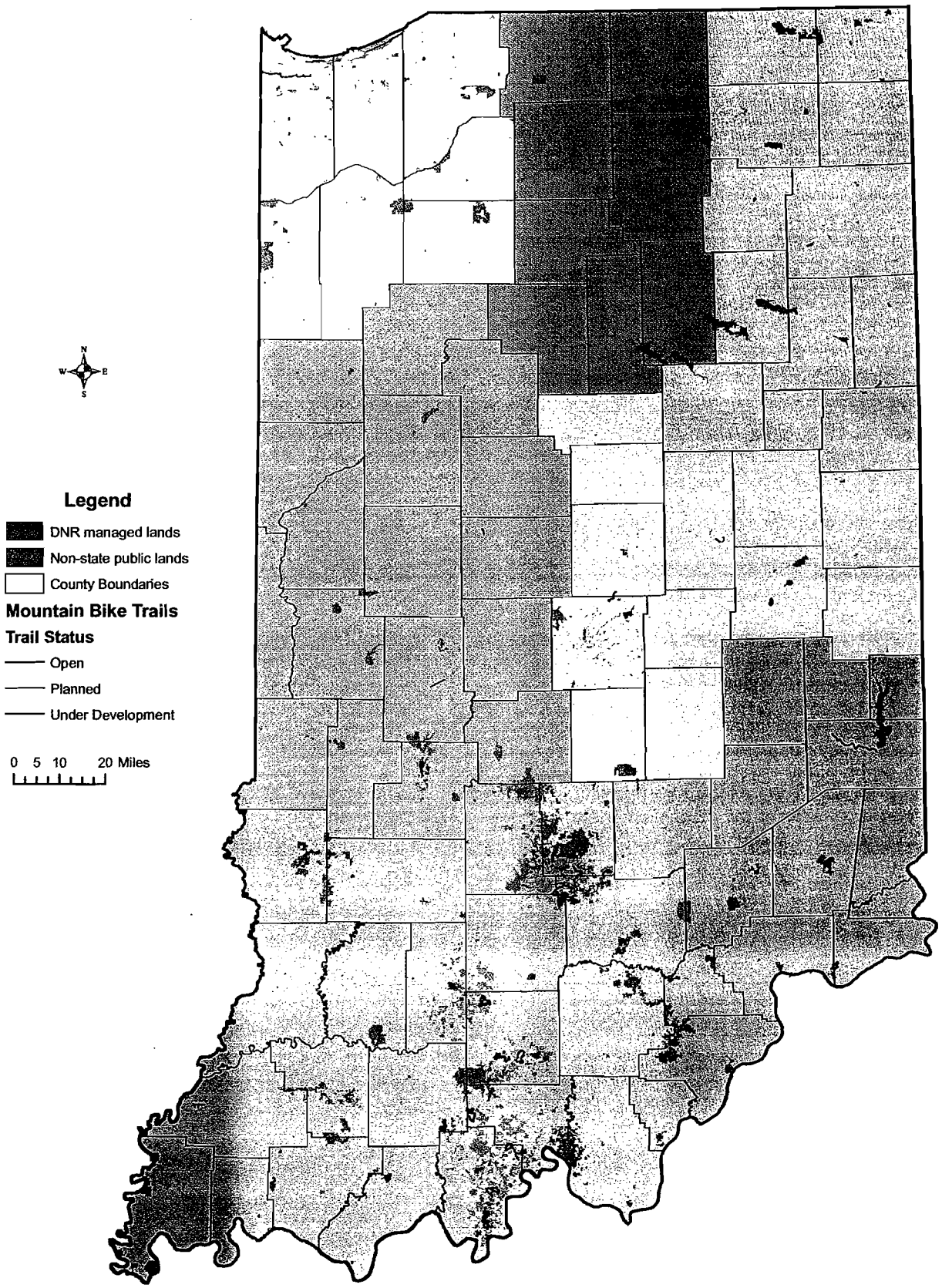
In 1996, the first phase of the Monon Trail opened in Indianapolis with reports of very heavy use. In 2004, the last phase of the Monon was completed. In 2001, the City of Carmel completed a five-mile extension of the Monon. With 16.5 miles open for use, this immensely popular trail will now be extended into Westfield and beyond. About half the funds awarded through the Federal Transportation Enhancement Program administered by the Indiana Department of Transportation support rail-trail and other bicycle and pedestrian projects in Indiana.

WATER TRAILS

Trails are often thought of as land based features, however rivers, streams and lakes offer another type of trail. Water trails are sometimes referred to as blueways. The simplest water trail consists of a place to launch a vessel, a place to take it out and water as a path connecting the two.

Water trails played an important part in American history. Rivers, canals and lakes have been used for trans-

Trails offering mountain bike opportunities in Indiana (May, 2006)



WHAT IS A TRAIL?

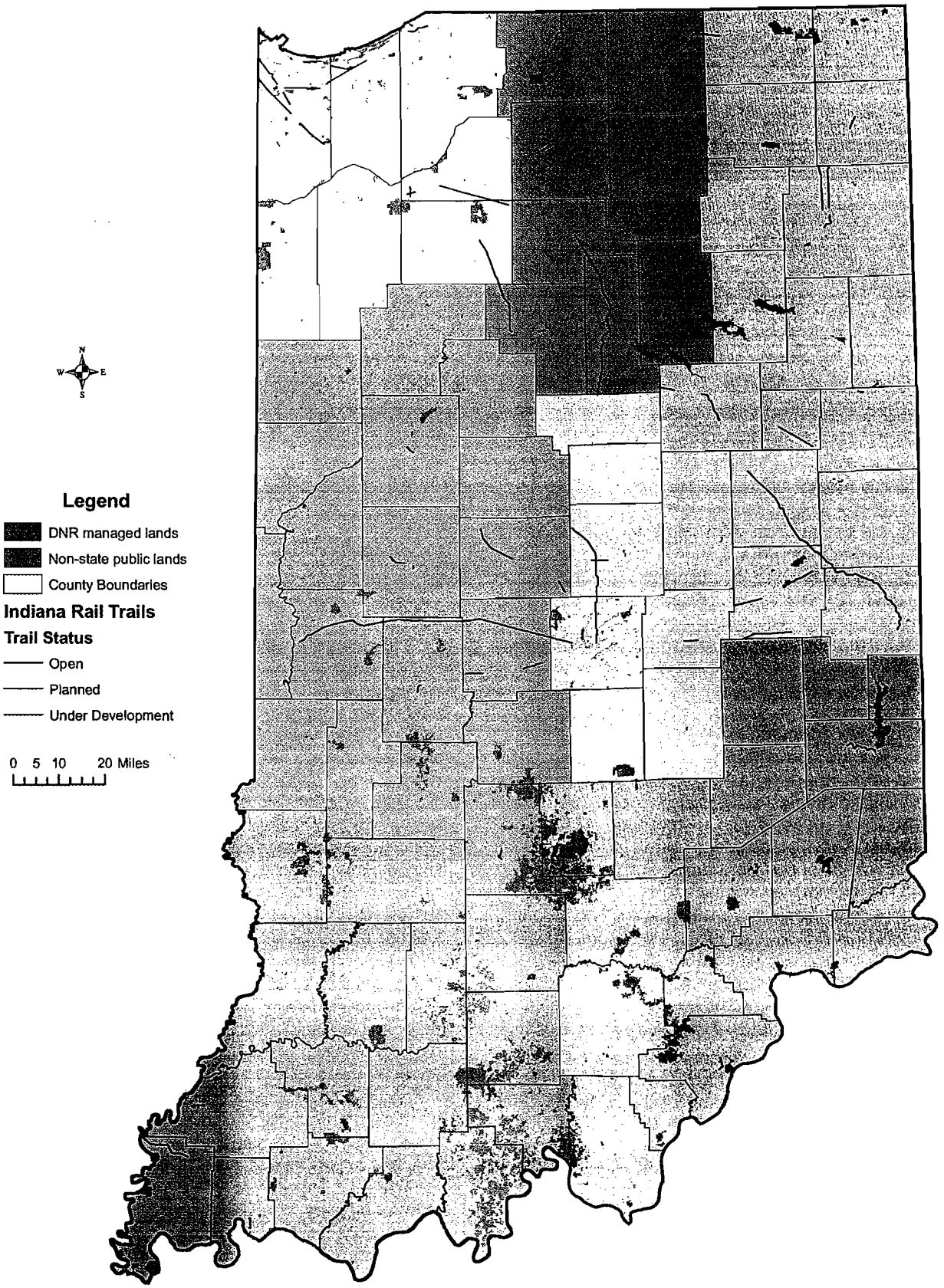
portation and trade for centuries. Before roads, there were waterways. Waterways were such an important part of commerce that many of Indiana's cities and towns began and grew on ports or along rivers. Although the Ohio River and the Great Lakes continue to serve as major commercial routes, the main purpose for travel on Indiana waterways has shifted from transporting goods to recreational use including boating and fishing.

Recreational boating, including canoeing and kayaking, is helping to create a new kind of commerce on Indiana waterways. More than 35 Indiana businesses and public facilities rent kayaks or canoes. Many provide a shuttle service taking paddlers and gear to a launch site, provide pick-up at the destination and transportation back to parking and personal vehicles. Web sites and travel literature are good sources for information about canoeing and kayaking opportunities and liveries that offer services.

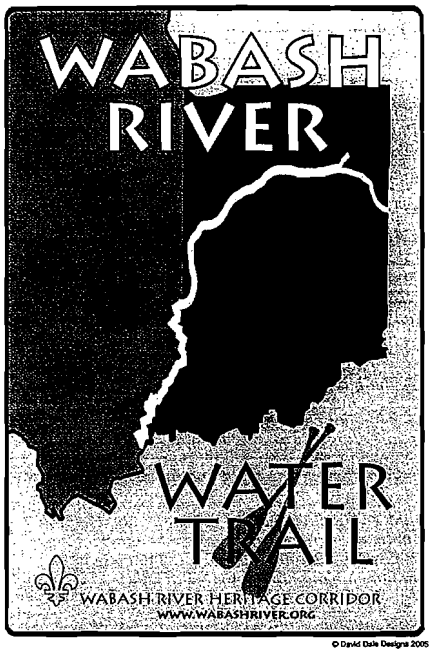
The Indiana Department of Natural Resources specifically defines a water trail as having two designated public access sites within reasonable distance (about 15 miles or less). Use of public access sites assures safe access to the water and formal parking facilities. While it may be legal to launch a boat using public right-of-way at a bridge crossing, these locations are not recommended for the general public. A number of private sector sources continue to identify bridge crossing rights-of-way for access, but DNR is moving toward recommending official public access sites only.

Comprehensive modern water trails have official public access sites, but also include maps, signage, camping/lodging, restrooms and convenient places to secure necessary supplies. The Wabash River Heritage Corridor Commission (WRHCC) is working to map the entire Wabash River in Indiana as a comprehensive modern water trail. The Wabash River is a navigable stream for 441 miles, almost the entire length through Indiana. It is the longest stretch of un-dammed wild river east of the Mississippi in the United States. New maps will make the public aware of significant sites on this cross-state water trail that links not only the northeast portion of the state to the southwest, but also links travelers to Hoosier heritage along this historic river corridor. From a boat, the river will be a living, moving museum

Rail trail opportunities in Indiana (May, 2006)



WHAT IS A TRAIL?



of Indiana history and natural heritage.

Ownership disputes sometimes occur over stream banks and stream beds. Most land along rivers in Indiana is privately owned and should not be used without permission. This is why having a public access site is so important. If a river has been determined navigable, then the water and riverbed are held in public trust by the state and the water and riverbed are usable by the public for recreation. According to the Indiana Natural Resources Commission (NRC), Navigable waters are those that were "susceptible" to boating "according to the general rules of river transportation at the time Indiana was admitted to the Union [1816]."

The NRC reviewed historical documents and established a list of Indiana's navigable streams. Just because a waterway is not listed does not mean it is not navigable. It just means no historical information has been presented that would support declaring it navigable. Disputes involving the Indiana navigable waterways listing would involve a court decision or a ruling by the NRC. A list of navigable rivers is available from the Natural Resources Commission and can be seen on the Web, along with more information, at http://www.in.gov/nrc/policy/navigati.html.

With thousands of miles of river and hundreds of lakes, Indiana is a great state for boating including paddling a canoe or a kayak. Wherever they are on the water, all watercraft users must have a wearable personal floatation device (PFD), even on a lazy Indiana river. Indiana does not require registration on watercraft without a motor. Indiana rivers and streams are not listed above Class II, meaning rapids and whitewater are not typical along streams except in the event of high water after rain events. Indiana waterways and water trails provide an opportunity to enjoy Hoosier outdoors at its best, whether through vigorous exercise or a leisurely float. Boaters can fish and watch wildlife as they float along, participate in stream cleanup activities or just enjoy the scenery.

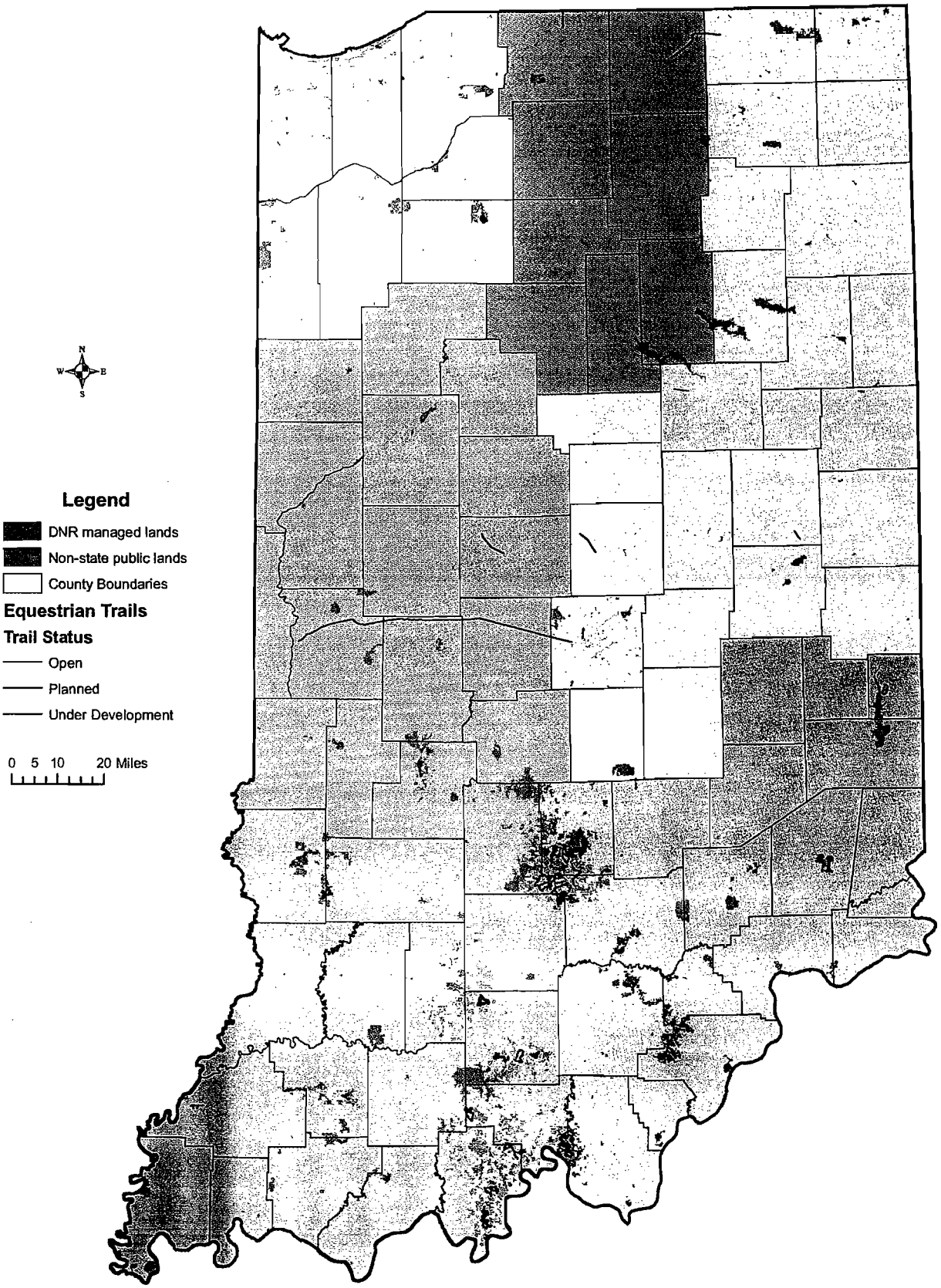
EQUESTRIAN TRAILS

Horses have a special place in the history and culture of the United States and Indiana in particular. Even today, throughout Indiana, horses are also used as the primary form of transportation by the Amish and an alternative for those who prefer carriages to riding horseback. Equestrians are credited with developing many of the nation's earliest trails and they continue their trailblazing legacy. Many Hoosiers ride their horse for sheer joy of the activity. Some support their family working for one of the growing numbers of equine businesses. Still, others are breeders and competitors at the highest levels. Together they all contribute to the economic health of Indiana through their shared passion for horses.

Interest in recreational equestrian use in Indiana has grown in the past ten years despite a steady decrease in available opportunities due to increases in urban sprawl and designated trail systems. The average age of riders has also risen with many retirees taking up the activity to gain access to the great outdoors. Recreational trail riding in Indiana takes place daily and year round. A comprehensive research document compiled by the American horse industry titled "The Economic Impact of the Horse Industry in the United States", conducted by Deloitte Consulting, LLC, states that 105,700 horses are used in Indiana for recreational horseback riding with an economic impact valued at $1.3 billion total. This study highlights the importance of the recreational sector of the horse industry.

Indiana has many untapped resources available to accommodate recreational riding. Northern Indiana has a particular lack of riding opportunities from undesig-

Public equestrian trail opportunities in Indiana (May, 2006)

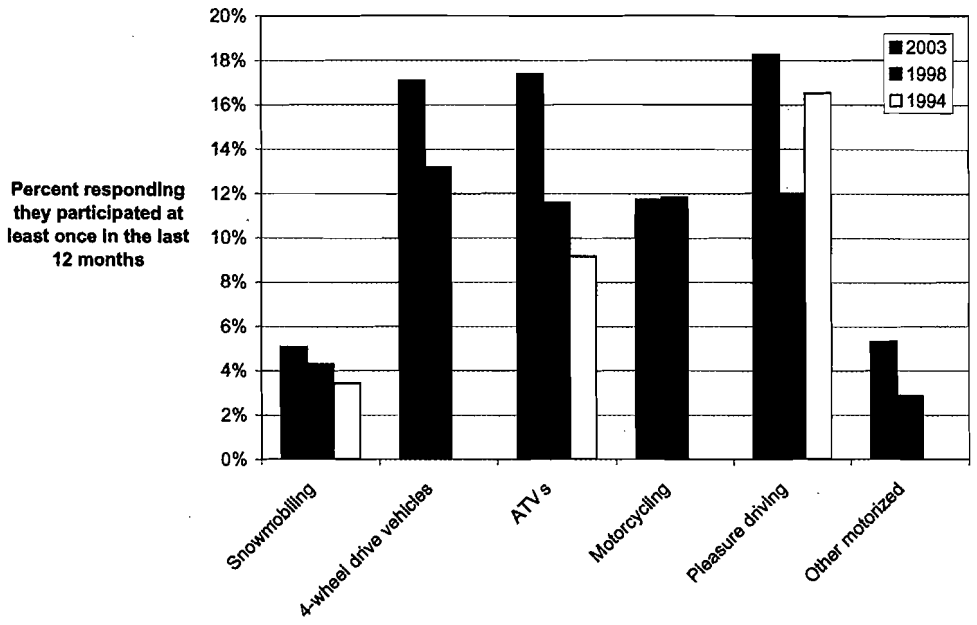


nated trail systems available. Equestrians' love of the backcountry and their need for open land in suburban areas make rail-trails a perfect match for equestrian use. Horseback riders like rail-trails because they provide separated paths from motorized vehicles, which is a much safer environment for both horse and rider. Where equestrian use is high, some trails even have separated bridal paths for a more enjoyable riding experience. The key is a good working relationship with local planners, government officials and other trail user groups. Willingness to participate in the process of acquiring the rights-of-way, building the trail and maintaining and policing the trail after completion will do much to meet current and future demands.

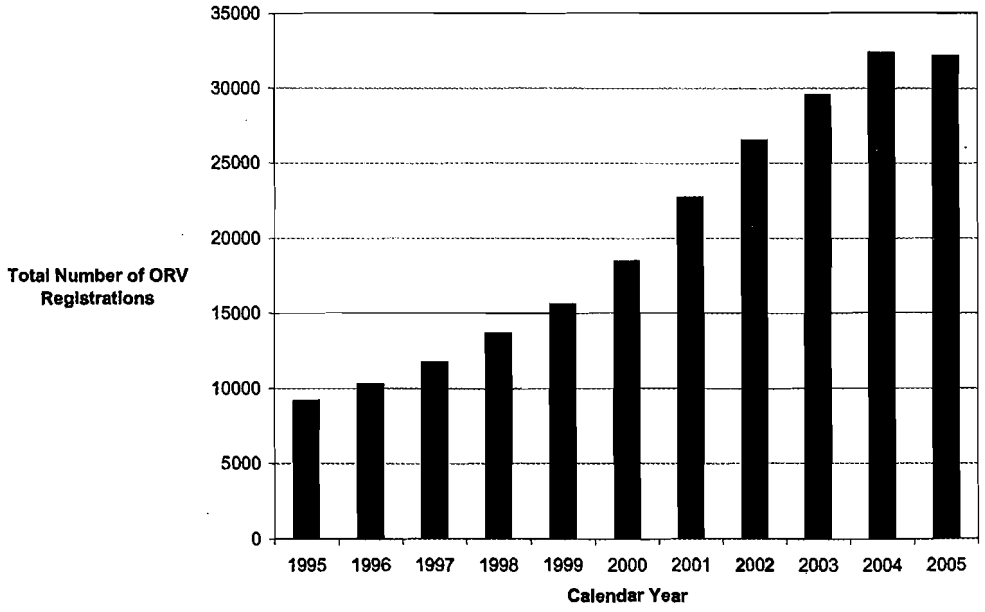
Because there are many types of trail rides, a variety of options should be made available. The basic and most important requirement is for trail facilities to be close to where horses are stabled. Trails should be from two to twenty-five miles in length, which is fairly easy to meet in the more rural parts of the state, but becomes increasingly difficult as the more urban areas are approached. Urban sprawl has replaced farmland and open space with housing and commercial areas, thereby forcing the equestrian ever farther from the city center. Developing greenways, such as stream valley corridors, abandoned roads and railroads, utility corridors, etc., for public use will have to become standard procedure if future trail needs of equestrians and other trail users are to be met.

Managing horse trails and facilities on public lands can create challenges for land managers. Differences of opinions can arise between user groups. Careful planning and design goes a long way in overcoming these challenges. Parallel trails are often practical in a wider corridor and should be considered. In the past, off-road vehicles (ORVs) and horses were not considered compatible. Reducing ORV noise levels, proper trail planning and good trail etiquette can mitigate the vast majority of these past concerns. Using ORVs to support organized horse events has proven mutually beneficial, allowing both user groups to learn more about dual use possibilities.

Annual off road vehicle registration



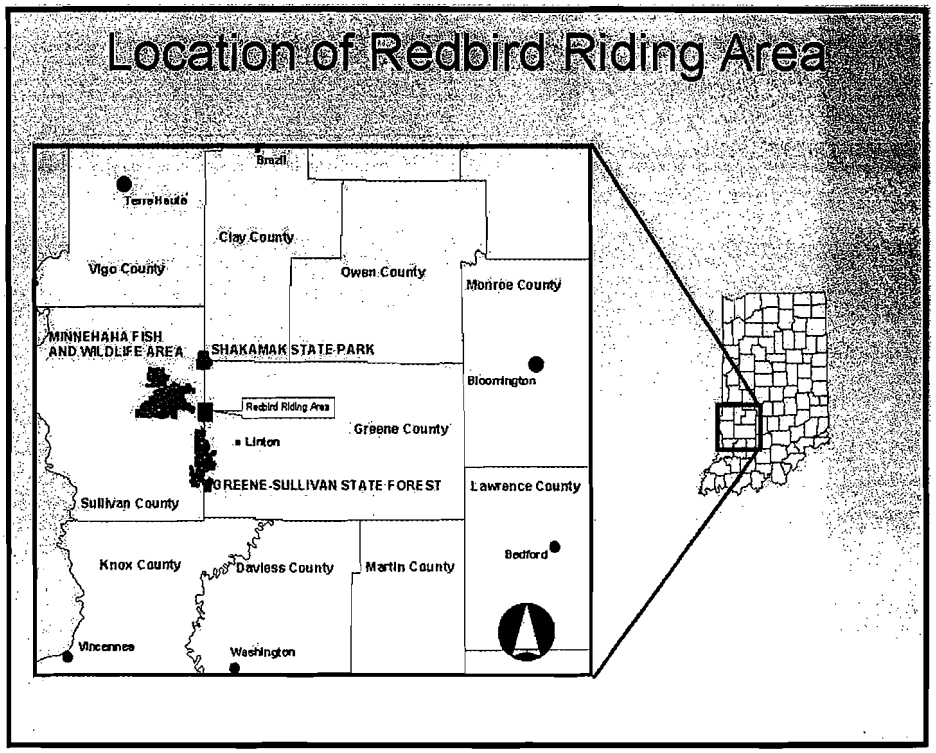
Motorized use participation through time in Indiana



MOTORIZED TRAIL USE

Motorized off-road vehicle use in Indiana has seen a significant increase over the past ten years. All terrain vehicle (ATV) riding increased from 5.6% of the population to 8.3%. Four wheeled drive off-road use increased from 8.8% to 11.4%. Off-road motorcycle riding remained steady at between 5% and 6% of the population. The increase in motorized vehicle recreation is reflected in the number of Indiana registered off-road vehicles. Between 1995 and 2005, the number of registered off-road vehicles increased from 9,175 to 32,176.

With the increased use of off-road vehicles (ORVs), alternately known as off-highway vehicles (OHVs), has come increased demand for places to ride. In response Indiana DNR in cooperation with Indiana off-road vehicle clubs opened the Redbird State Riding Area in 2003. Redbird SRA is located on former coal mine land in Greene and Sullivan counties near Dugger. Although Redbird is open for riding, it is still under development. Redbird Riding Area is expected to provide approximately 70 miles of off-road vehicle trails on over 1,000 acres of land when fully developed.



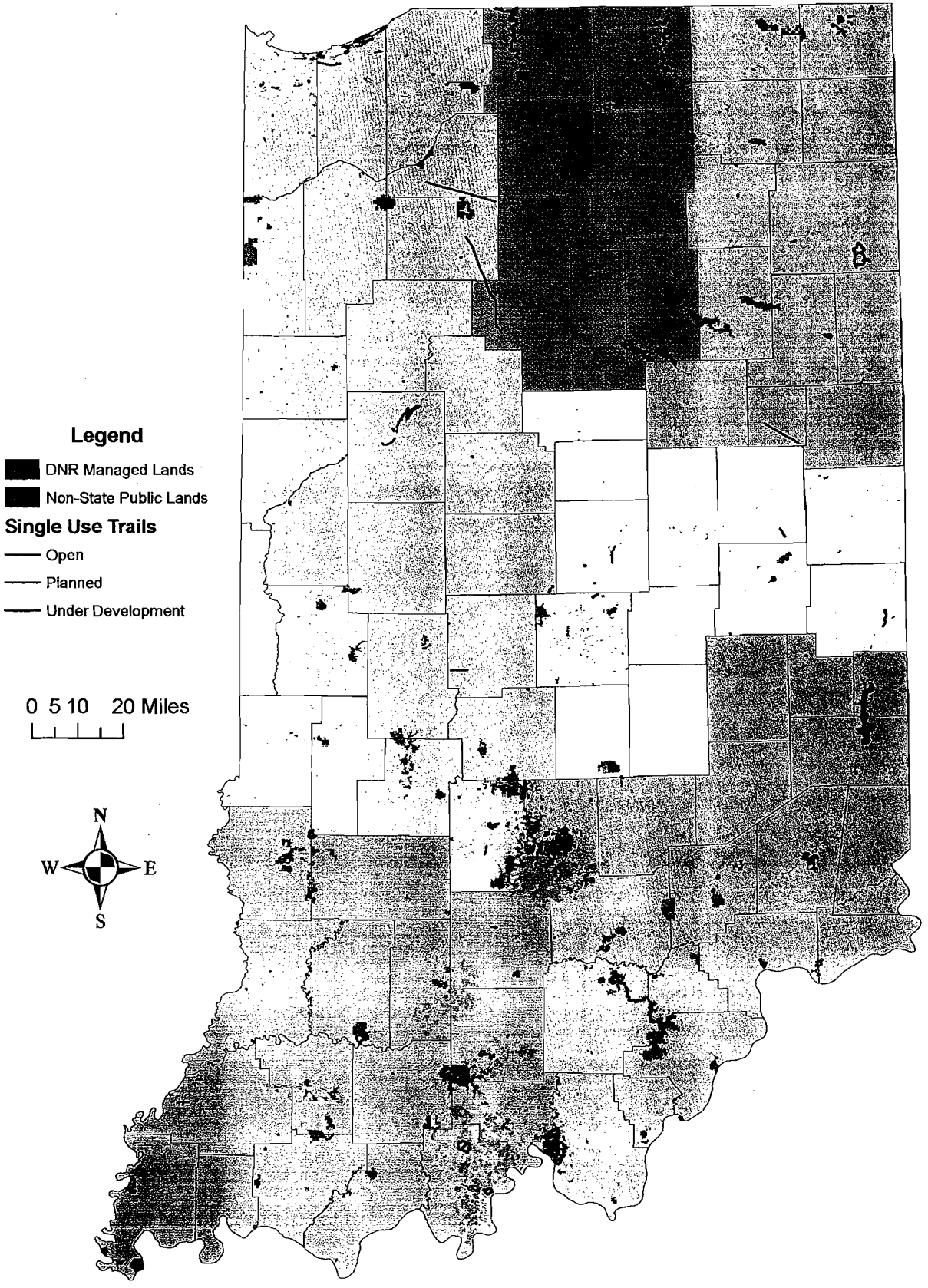
Indiana DNR is also planning to provide off-road vehicle riding at a property known as Interlake in Pike and Warrick counties near Lynnville. Interlake, like Redbird, is situated on former coal mining land. At over 3,000 acres, Interlake is expected to provide trail opportunities for several user groups including off-road vehicle users, equestrians and mountain bikers, plus non-trails groups such as hunters, anglers and birdwatchers. Upon completion of a property survey at Interlake, a master plan will be completed to guide property development and management.

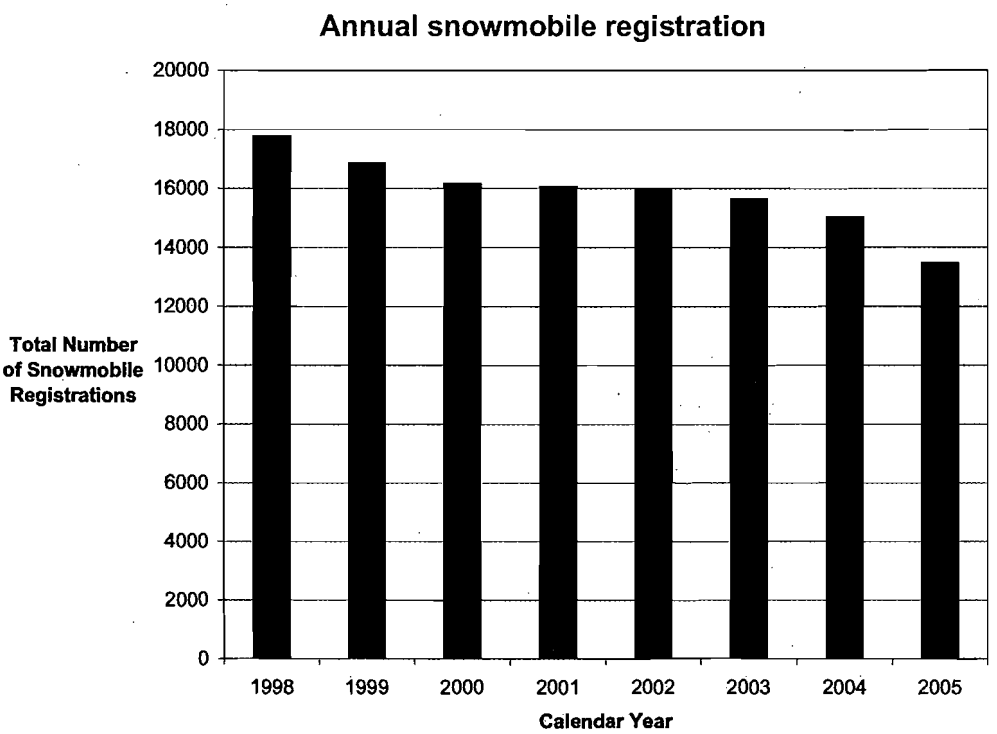
Other Indiana off-road vehicle riding facilities are helping to meet the demand for this type of recreation. Private, for profit facilities include Badlands near Attica, Guion Hill ATV Park near Rockville and Haspin Acres near Laurel. American Bikers Aimed Toward Education (ABATE) of Indiana recently opened the Lawrence County Recreation Park near Springville. Also, Prairie Creek Reservoir and Park near Muncie has an off-road vehicle riding area. All of the existing and planned off-road vehicle riding facilities open to the public are located in the southern two-thirds of Indiana.

As with other types of recreation, off-road vehicle riding can be a social activity shared by family and friends. There are 27 known off-road vehicle clubs in Indiana. Besides social activities, clubs serve as a way for individuals to gain knowledge about and expertise with the sport of off-roading, including educating members about trail stewardship and trail sharing ethics programs such as Tread Lightly. Indiana off-road vehicle clubs also provide opportunities for members to get involved with volunteer trail maintenance events.

WHAT IS A TRAIL?

Single use trail opportunities in Indiana (May, 2006)





SNOWMOBILE TRAILS

When the leaves fall off the trees, hiking boots go back in closet, the boats are put into storage and most bikes have been tucked away, another activity is just getting started. Thousands of people go snowmobiling in the United States every year. Covering more ground in a day than one could in a week on foot with a group of friends is what keeps people excited. The snowmobile's motor and rear track pushes travelers along with surprising ease on the slick and powdery surface. Snowmobiles will cruise slowly through trees allowing riders to soak up the white wonderland and maybe even catch a glimpse of deer foraging.

Like other recreational activities, snowmobiling is enjoyed as a social sport. There are at least 13 snowmobile clubs in the northern half of Indiana. Friends and family travel in groups and spend as much time enjoying each others' company as they do sledding. By definition this has to be a social sport. Similar to other motor sports one of the main rules of the Safe Riders! program is to never sled alone. Safety courses are put on by local law enforcement and the Indiana Snowmobiling Association to help new riders learn what it takes to ride and be safe.

Snowmobiling is not an inexpensive sport; it is one of the most expensive forms of trail recreation. The snowmobile is not the only cost. Riders need proper clothing, a trailer, a truck to pull it all with and gas money. Nationwide, snowmobiling is a big business for both manufacturing and tourism. According to recent economic impact studies performed by Iowa State University, Plymouth State University in New Hampshire and the University of Minnesota, snowmobiling generates slightly over $27 billion worth of economic activity in the United States and Canada and is directly responsible for at least 85,000 full-time jobs. Snowmobilers love their winter sport and the average person spends approximately $2500.00 per year on snowmobile related activities which include food, lodging and travel. Even Indiana benefits from snowmobile tourism. When a good snow falls, residents of Michigan, Ohio and Illinois travel to Indiana snowmobile trails.

Indiana has five snowmobile trails located in the northern section of the state. These winter use trails are like no others in the state; they exist for only a few months a year. Agricultural and forested property is leased from December through March when farmers and landowners are not using it for crops. This presents a great opportunity for snowmobilers to access otherwise idle land. Once snow melts in the spring, trail markers and signs are removed and fields become productive farmground again.

The Department of Natural Resources cooperates with the Indiana Snowmobile Association, local clubs and landowners to provide this motorized winter recreation. The land is privately owned and leased by local snowmobile trail clubs. Volunteers from those clubs provide all the labor needed to keep the trails operational. This includes meeting with landowners to secure leases, building the trail, maintaining trail building equipment and grooming the trail when needed. Without this volunteer workforce, the program could not financially support itself. DNR employees handle most of the paperwork and behind the scenes work to keep trails open.

The money needed to pay landowners for the use of their land and to cover the clubs' cost of maintaining trails comes entirely from snowmobile registrations. Over 12,000 snowmobiles are registered in Indiana at any given time. Registration costs $30 for 3 years and 100% of that money goes into the program that gives Hoosiers a legal place to ride and enjoy the outdoors when the thermometer drops below freezing. The number of registered snowmobiles has decreased in recent years, possibly due to a decrease in snowfall over the same period, which has contributed to a dwindling balance in the snowmobile program account.

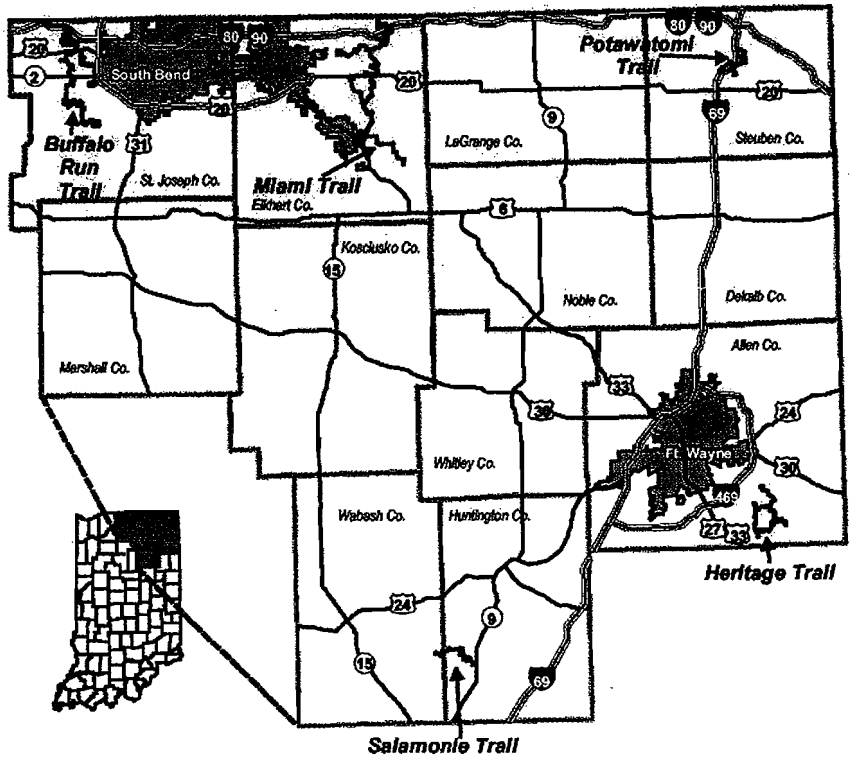
Over 200 miles are available to the hearty souls who love a white landscape.

• The Miami Trail is 62 miles of trail maintained by the

WHAT IS A TRAIL?

Elkhart County Snowmobile Club around Goshen, Bristol, and Middlebury in northeastern Elkhart County.

- The Potawatomi Trail is 14 miles of trail maintained by the Potawatomi Snowmobile Club north of Angola in Steuben County.
- The Heritage Trail is 34 miles of trail maintained by the Hoagland Blizzard Blazers Snowmobile Club around Hoagland and Maples in southeastern Allen County.
- The Buffalo Run Trail is 73 miles of trail maintained by the South Bend Snowmobile Club west of South Bend in St. Joseph County.
- The Salamonie Trail is maintained by the Salamonie Trailmasters Snowmobile Club and consists of about 40 miles of trail on public land along the south side of Salamonie Reservoir in Wabash and Huntington counties. This trail differs from the other trails because it is entirely on state owned property.



SINGLE USE TRAILS

Single use trails are designed or designated for a single purpose. While the thought is unconventional, roads in Indiana can be described as single use trails because they are specifically designed for motorized vehicular traffic. On a more practical level, the single use trails that most often come to mind are those found in Indiana's state parks. Hiking trails are generally single use trails because of their isolation, deference to the natural environment and because the surface is soil or forest litter. Bicycling, horseback riding, mountain biking, snowmobiling, off-road vehicle riding, canoeing and hiking are all examples of trail activities that could require a trail to be designated single use.

Trails are often designated as single use for the sake of safety. Motorized recreation trails are single use because of the size, weight and speed of the vehicles. While motorized trails may be suited for other uses, they are not always safe for other trails users. Speed is also a factor in determining how many uses a trail will support. Certain bicycle and running trails may be designated as single use. The level of expertise required to negotiate the trail requires higher speeds than the casual user would reach. Conversely, restricting speed on a trail may have the unintended consequence of limiting its use to a single trail activity.

The number of users a trail supports is also a factor in determining how many types of trail uses will be allowed. If a trail is used heavily for a particular activity it may be safer to designate the trail solely for that purpose.

Accidents are more likely to happen in overcrowded situations. The overall user experience may benefit from a single use too. A congested trail can degrade the user's experience if relaxation and nature watching is the goal. Separate trails may also relieve crowding and conflict at trailheads where people access the trails.

Indiana's Longest Footpath

Southern Indiana contains Indiana's premier hiking trail, the Knobstone. The Knobstone Trail (KT) is Indiana's longest footpath–a 58-mile backcountry-hiking trail passing through Clark State Forest, Elk Creek Public Fishing Area and Jackson-Washington State Forest. The first sections of the Knobstone were opened to the public in 1980.

Within the Indiana Department of Natural Resources, the Divisions of Fish and Wildlife, Forestry and Outdoor Recreation developed the Knobstone Trail. The Division of Outdoor Recreation's Streams and Trails Section coordinates development and maintenance of the trail, while Forestry is the owner of most of the land. The Nature Conservancy helped acquire land necessary to complete the trail corridor. Indiana Heritage Trust Funds and federal Land and Water Conservation Fund (LWCF) monies were used as well. Much of the initial trail construction was accomplished through the Young Adult Conservation Corps program. To keep the trail free of fallen trees and in good shape, primary construction and maintenance of the trail is done by DNR employees. Many hours of volunteer work are donated by various hiking clubs and other groups such as the Hoosier Hikers Council to fix erosion problems and help with trail work.

The Knobstone Trail is developed and managed for foot traffic only. Hikers will find themselves on a trail that traverses land with extreme topography distinguished by narrow, relatively flat-topped ridges. These are typical of the Knobstone Escarpment–a knobby slope between the Norman Upland and Scottsburg Lowland, two of southern Indiana's natural land regions. The Knobstone Escarpment is one of Indiana's most scenic areas, rising more than 300 feet above low-lying farmland in some areas as it snakes northward from near the Ohio River to just south of Martinsville.

All-season trail use is allowed, but spring and fall are the most popular times to enjoy the unique features of the trail which is often compared to the Appalachian Trail. Hikers find that the KT is rugged and challenging. It is managed and maintained at backcountry standards, and structures are limited to primitive steps. Because of the backcountry designation, primitive backpack camping is allowed along the trail only on public lands at least one mile away from all roads and trailheads, out of sight from the trail and lakes. This isolated atmosphere is what attracts people to the Knobstone Trail. By carrying out everything brought in, conscientious hikers allow the trail to retain its sense of being "away from it all."

The trail is off limits to horses, motorized vehicles, mountain bikes or any wheeled vehicle. However, this doesn't mean the area is not used by others. Much of the KT is located on state forest land that allows hunting and timber management. Hikers should be very aware during hunting season. Orange vests are recommended. Timber harvests may reroute trails since forest management is the primary use of the land. Hikers are guided by 4-foot brown posts with the letters "KT" in yellow near the top and by 3-inch by 6-inch white paint blazes, located near eye level on trees to the right of the trail.

People of all ages and skill levels will find something to love about the Knobstone Trail. From a short walk in from a trailhead to a multiple-day back-country camping getaway, the KT is sure to reward everyone with an outdoor experience they will not forget. With 58 miles of winding trail, it takes many visits to see it all.

NATIONAL TRAILS

The American Discovery Trail (ADT) is the nation's first coast-to-coast, non-motorized trail. It is a new breed of national trail encompassing 6,800 miles of adventure, discovery and fun. It stretches from Delaware to California reaching across the United States, linking community to community. It provides the opportunity for the most adventurous to travel across the country, truly discovering the heart of America. More importantly, it provides millions access to a trail system that improves quality of life and protects our natural resources. The ADT connects five national scenic, 10 national historic, and 23 national recreational trails; passes through urban centers like Cincinnati and San Francisco; leads to 14 national parks and 16 national forests; and visits 10,000 sites of historic, cultural, and natural significance. It is truly the backbone of the national trails system.

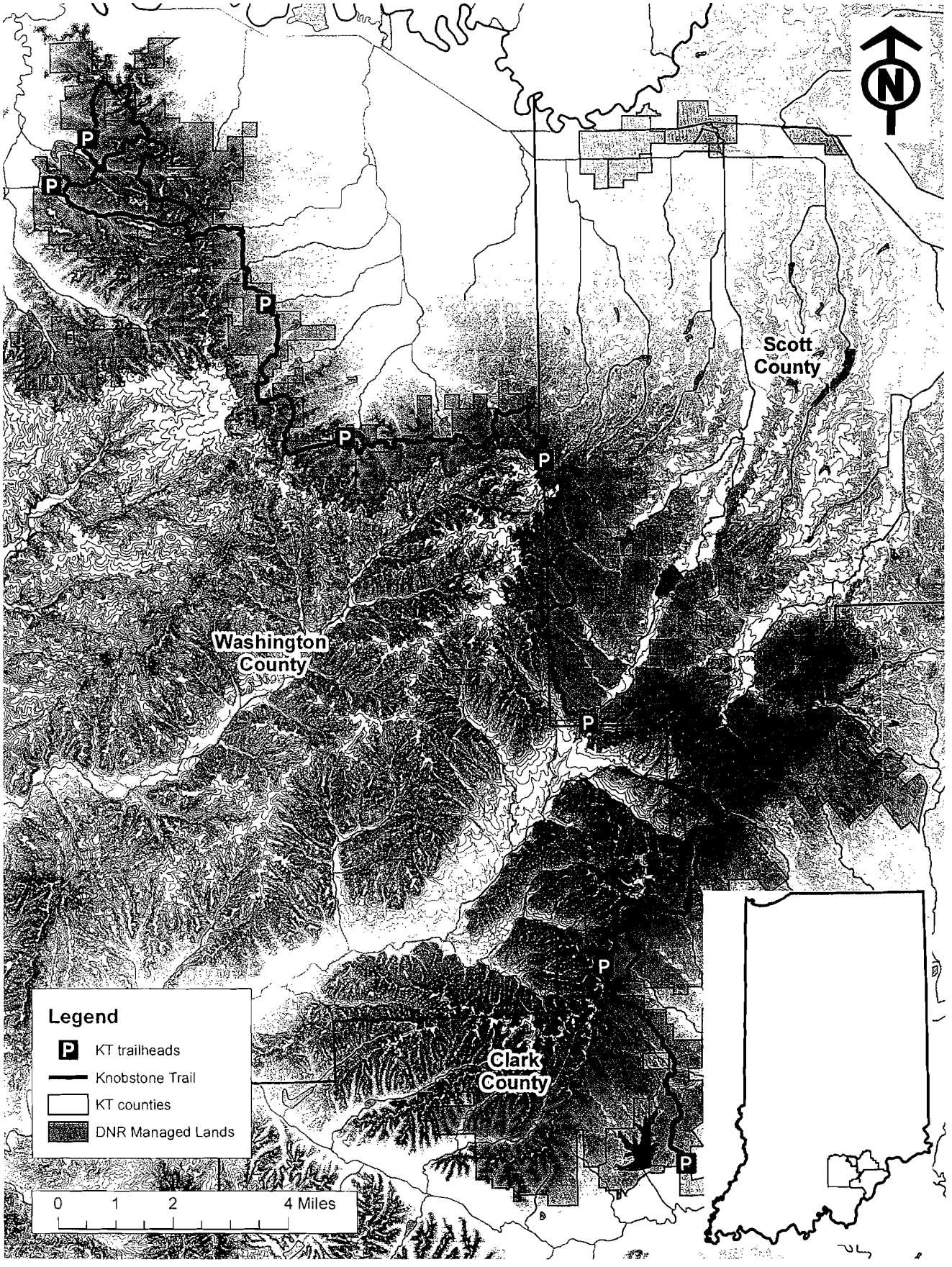
In Indiana, the American Discovery Trail offers a diverse, interesting, and challenging route for hikers, bikers, and other trail users as they cross Indiana on either the northern or the southern route of the ADT. The Northern Midwest Route of the ADT goes northwest from Richmond across the great Midwestern Corn Belt to the more industrialized region south of Gary. The Southern Midwest Route of the ADT follows the Ohio River through the Southern Hills region, the only part of Indiana that the glaciers did not reach.

The American Discovery Trail connects to the following Indiana trails and destinations:

TRAILS

- Whitewater Valley Gorge National Recreation Trail
- Cardinal Greenway
- Pigeon Creek Greenway
- Morgan Ridge E/W Trail

The Knobstone Trail



- Knobstone Trail
- Two Lakes Trail
- Adventure Trail

Forests

- Clark State Forest
- Harrison-Crawford State Forest
- Hoosier National Forest

Parks

- Clifty Falls State Park
- Lincoln State Park
- Tippecanoe River State Park
- Falls of the Ohio State Park
- Burdette Park
- Prairie Creek Park/Reservoir
- Scales Lake County Park

Points of Interest

- Holiday World Amusement Park
- Angel Mounds State Historic Site
- Memorial Parkway
- Frances Slocum State Recreation Area
- Lake Manitou
- Jasper-Pulaski State Fish and Wildlife Area
- LaSalle State Fish and Wildlife Area
- Col. Williams Jones State Historic Site
- Pigeon Roost State Historic Site
- Hill Forest State Historic Site
- Bass Lake State Beach
- Wyandotte Caves
- Hovey Lake State Fish and Wildlife Area

NATIONALLY DESIGNATED TRAILS

National Recreation Trail designation is an honor given to trails that have been nominated and meet the requirements for connecting people to local resources and improving quality of life. The national trail designation is part of a continuing campaign to promote community partnerships and to foster innovative ways to encourage physical fitness. The National Trails System Act of 1968 encourages the Secretary of the Interior to recognize existing community trails that qualify as additions to the National Trails System. The Act promotes enjoyment and appreciation of trails and greater public access.

Central Canal Towpath Trail - This 6.2-mile trail in Indianapolis follows a historic canal towpath dating back to 1836. It represents one of the few historic functioning canals and was designated as an American Water Landmark in 1971. In addition to its historical significance, the trail serves as a link to the Monon Rail-Trail and White River Trail and provides recreational opportunities including biking and cross-country skiing

The Monon Rail-Trail - This almost 10.5-mile rail-trail, one of the State's first rail-trails, connects the Indianapolis community by providing a link between area neighborhoods and popular downtown attractions including the Indianapolis Art Center and Indiana State Fairgrounds. The trail also provides recreation for people who enjoy such activities as inline skating and wildlife observation. In 2000, the trail was named one of the ten best examples of landscape architecture in Indiana by the American Society of Landscape Architects (ASLA).

The Monon Greenway - A 6-mile rail-trail and greenway that links Carmel's suburban neighborhoods with area businesses, the civic square and a planned Central Park. The greenway is a key part of a regional trail system and connects with the Monon Rail-Trail (an NRT) in Indianapolis. The trail has brought with it a sense of community and provides a peaceful setting in which residents can explore their surroundings while enjoying a walk or bike ride (designated 2003).

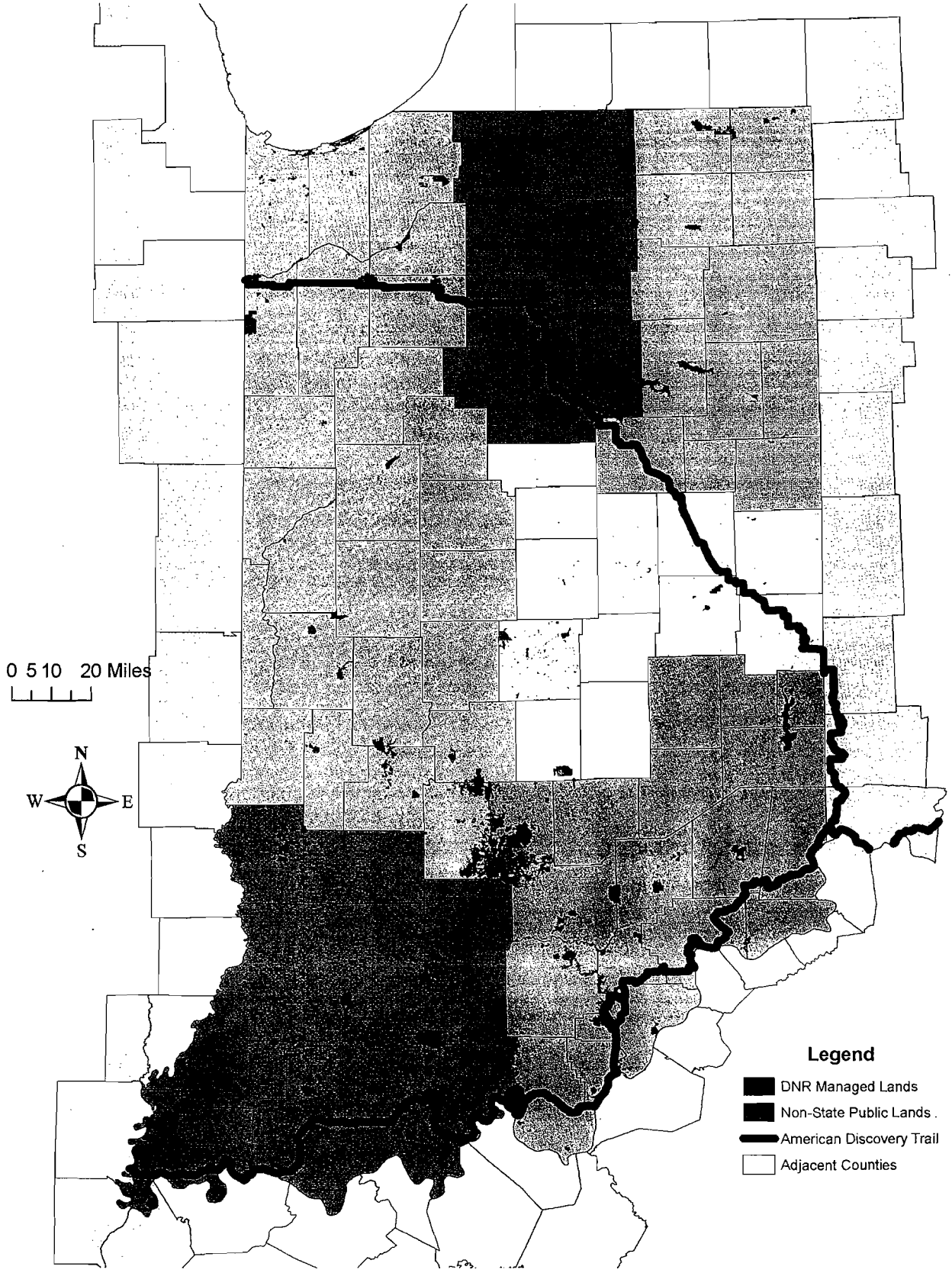
Pleasant Run Trail - This almost 10-mile trail connects southeast Indianapolis neighborhoods to a variety of parks and recreational facilities. The trail runs along a creek and is a significant part of the Indianapolis greenways system. In addition to its natural resources, the trail also provides recreation for people who enjoy such activities as fishing and biking.

White River "Wapahani" Trail - Just under 5 miles, this trail is part of a 20-mile greenway that will stretch throughout the entire Indianapolis metropolitan area. It plays a vital role in connecting area neighborhoods with colleges, regional parks, and downtown locations. In addition to its connectivity, the trail also provides scenic views and recreation for people who enjoy activities like canoeing and rollerblading.

Beyer Farm Trail - This trail promotes the educational, recreational, and health benefits of trails. It begins at the Kosciusko County Hospital's campus and runs to Pike Lake Park, taking visitors along a boardwalk through a 60-acre urban wetland. This wetland supports a variety of flora and fauna, and the interpretive trail signs help trail users understand the significance of the habitat during their walk or bike ride. As part of the larger Lake City Greenway project, the trail will serve as a key community connector to the City of Warsaw and the Town of Winona Lake.

Cardinal Greenway - A 30-mile rail-trail that spans 5 counties and 3 major cities. It is the state's longest linear park and serves all of east-central Indiana. The multi-use greenway is part of a 60-mile project that provides a key community connection

The American Discovery Trail through Indiana



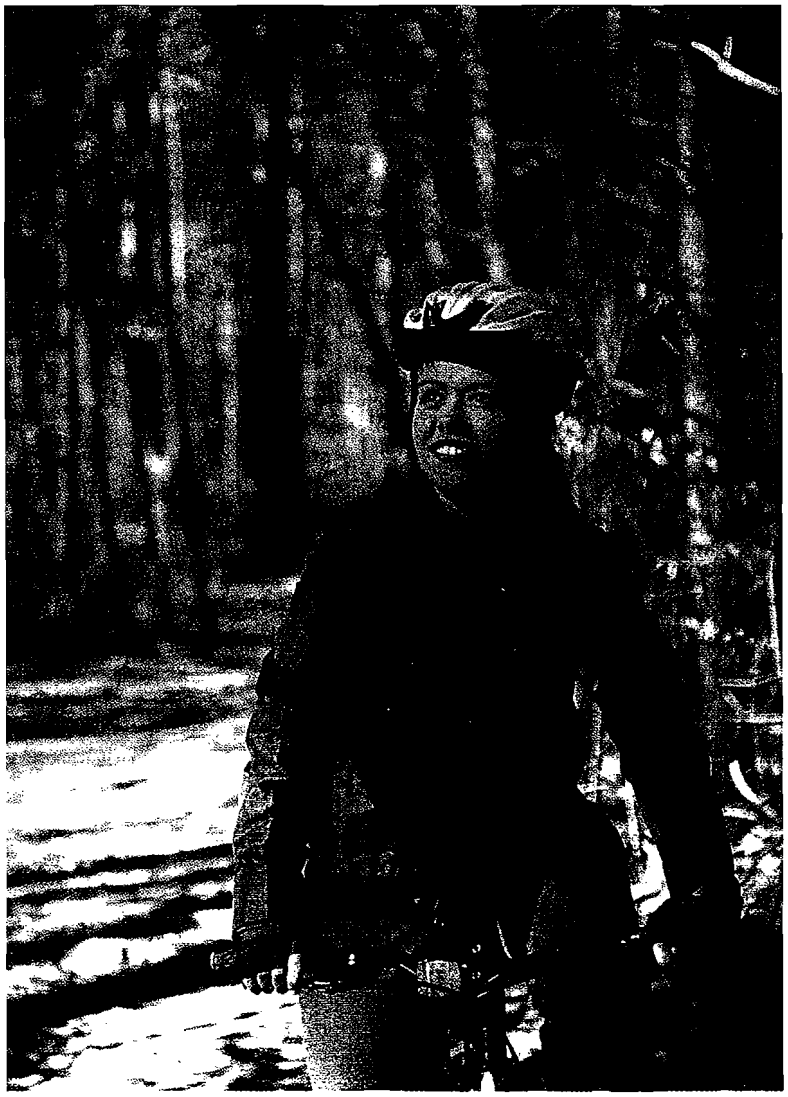
to area schools, parks, and local cultural and historic resources. Trail users enjoy a number of activities including jogging, biking and wildlife viewing. This greenway is a fine example of what is possible through volunteers and successful partnerships.

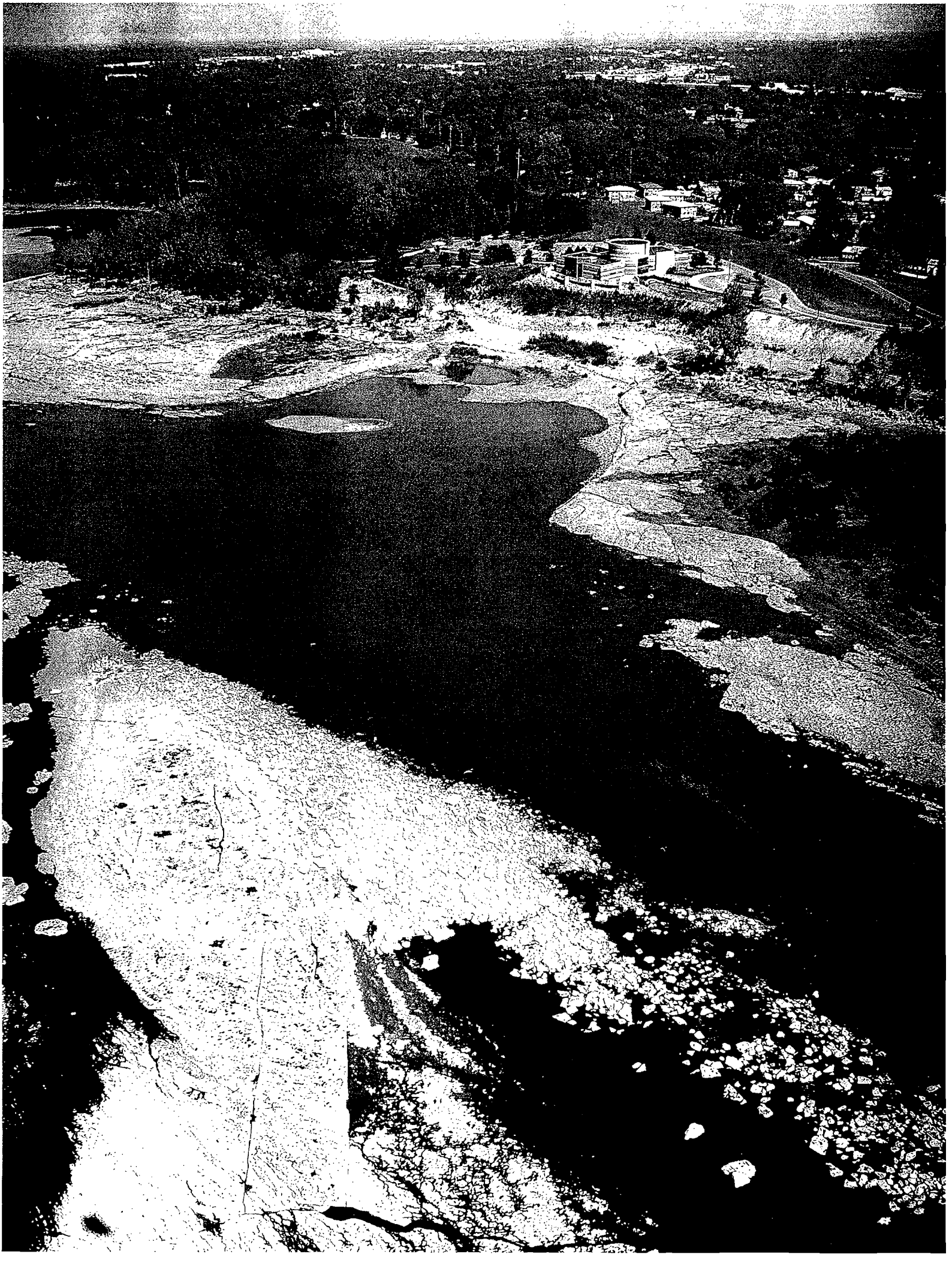
The Cattail Trail - This four-mile urban trail and greenway (currently under construction) provides West Lafayette residents with a connection to the Northwest Greenway Trail, Celery Bog Nature Area, and Purdue University's Pickett Park. In addition to its natural features, the trail allows for recreational opportunities including biking, skiing and skateboarding.

Delphi Historic Trails - Running more than 7 miles throughout the city, this multi-use trail system provides a unique setting for hiking, biking, and canoeing. Trails have been integrated into this historic community using canal towpaths, stream corridors, and abandoned railroads. The trails also include a section of the Wabash Heritage Trail, which is envisioned to follow along the Wabash River and span 19 counties. This trail system is a fine example of what is possible through volunteers and a diverse partnership.

Pigeon Creek Greenway Passage - Located in Vanderburgh County, this 3-mile trail and greenway is part of a planned 42-mile system that will encircle the county and serve the entire city of Evansville. Bicyclists, hikers, and kayakers are just some of the groups who enjoy what this trail has to offer in an urban setting. The project has inspired thoughts of a multi-county regional trail plan in the future.

The Northwest Greenway - Features a 5 mile trail (currently under construction) that connects with a local trail system and on-road bicycle lanes, providing West Lafayette residents with a variety of recreational opportunities as well as a means of alternative transportation to locations throughout the city, including Purdue University. In addition to its natural features, the trail provides recreational opportunities including biking, skiing, and wildlife observation.





CHAPTER 3

VALUE ADDED FEATURES OF TRAILS

In the late 1980s the value of trails in the United States was beginning to be recognized on a national level. As early as 1985, President Ronald Reagan appointed a bipartisan commission to look ahead for a generation and determine how to meet the nation's needs for outdoor activities. That commission's report, Americans and the Outdoors (President's Commission on Americans Outdoors, 1987), recognized the increased problems and pressures on the outdoors. As a solution, the commission offered the following recommendation.

"Our communities can create a network of greenways across the USA... We can tie this country together with threads of green that everywhere grant us access to the natural world. Rivers and streams are the most obvious corridors, offering trails on the shores and boating at mid-channel. They could link open areas already existing as national and state parks, grasslands, forests, lakes, and reservoirs, the entire network winding through both rural and urban populations. Thousands of miles of abandoned rail lines should become hiking, biking and bridle paths. Utility rights-of-way could share their open space not only with hikers and cyclists but also with wildlife. Citizens and landowners, both individual and corporate, can look for opportunities to establish and maintain volunteer labor. Imagine every person in the US being within easy walking distance of a greenway that could lead around the entire nation. It can be done if we act soon."

Fewer things in the 21st century development industry make better sense than combining community infrastructure with quality of life amenities, especially those that accommodate pedestrian and bikeway needs of citizens demanding better health and fitness opportunities in their communities. Entrepreneurs and housing developments located along a network of linear green space corridors invite, entertain and engage citizens in an atmosphere that establishes a quality of life that will make Indiana a leader on the American landscape.

"Green Infrastructure" was coined to describe our nation's natural life support system - an interconnected network of protected land and water that supports native species, maintains natural ecological processes, sustains air and water resources and contributes to the health and quality of life for America's communities and people. Trails are a perfect example of green infrastructure that adds both quantifiable and non-quantifiable value to a community. Combining green infrastructure with built infrastructure under and over the ground creates a corridor system that provides countless benefits for those who live close to a trail, those who travel to use and enjoy trails and those who derive an economic benefit from a trail.

On the surface these corridors serve as greenway or bikeway trails emphasizing the human component tied directly to the health of local populations. Functionally, these corridors can also serve as emergency utility access roads. Utilizing existing, though no longer used, corridors can re-create opportunities for energy, information and opportunity to travel and flow to every town and city along these corridors. Consequently, valuable transit and utility corridors are not lost. They just evolve into a trail system that could have, just a few feet below the user's feet, an infrastructure of pipes and cables that will accommodate the flow of resources, such as wastewater and fresh water, and commerce.

This statewide trails planning effort should address

VALUE ADDED FEATURES OF TRAILS

the needs and create a venue for citizens to become more active. As people grow more accustomed to having access to a developed trail network they will continue to recognize the value that such systems add locally and throughout Indiana.

TRAILS AND ECONOMIC DEVELOPMENT

Trails and greenways provide multiple benefits. Their primary value, of course, is the enjoyment they bring to people who use them. But they have many other advantages.

Because trails may attract people to rural or remote parts of the state, they have significant potential to serve as engines of economic development. Even new trails in an already developed area may heighten economic activity in the vicinity of the trail.

Here are some of the ways in which trails may spur economic development:

- They may increase property values near the trails.
- They may lead to greater tourism along the routes people take to get to the trails or in the region where the trails are.
- They may lead to new restaurants, grocery stores, bike shops, motels, camping areas, and suppliers/renters/repairers of recreation equipment, or they may increase the traffic these businesses get.

Trails almost always have a positive economic influence. In 1992, the National Park Service studied three multi-purpose trails in California, Florida, and Iowa. The annual combined economic impact of these three trails was found to be $1.5 million.

Others have gauged the economic effects of trails and have come up with dramatic results.

- In early 1996, the Company of Pilgrims surveyed 6,000 households represented at the Indianapolis Home Show. One question, directed to those considering buying or building a house in the near future, asked people about recreation. The results: 55% wanted nearby playgrounds, 73% wanted nearby basketball or tennis courts, and 83% wanted nearby hiking or biking trails.
- In 2001, PriceWaterhouseCoopers determined that a 201-mile section of a proposed trans-Canada trail system would create 170 jobs and increase the income in that province permanently by $7 million U.S.
- The Little Miami Scenic Trail in Ohio has 150,000 trail users each year who spend an average of about $15 per visit on food, beverages, and transportation to the trail.
- New trails have led to the economic revitalization of communities as diverse as Leadville, Colorado; Rockmart, Georgia; and Milford, Delaware.
- In 2002, the National Association of Realtors and the National Association of Home Buyers conducted a joint survey. In a list of eighteen community amenities, trails were chosen as the second most important.
- Home lots next to trails sell faster and at a 9 percent premium than homes farther away.

Increasingly, communities are realizing the economic aspects of quality-of-life issues. The ability of residents and visitors alike to "escape" to a trail for hiking, biking, jogging, etc. is no longer seen as a luxury but as a vital component of what makes a particular location attractive and livable.

Trails are rarely created to increase a region's economic vitality. But they almost always have that result.

- In 2004, the Indiana Chamber of Commerce named Muncie Indiana Community of the Year because of the city's development around its downtown – including $12 million (mostly in federal dollars) devoted to hiking and biking trails accessible near the downtown.
- A 2001 study of the Rivergreenway Trail in Fort Wayne revealed that the average user of that trail spent $1,350 a year in connection with using that trail. The same study showed that half of those who used the trail fell into two categories: industry/tech-

nology/trades and business/clerical/management.

- Bloomington, Indiana recently acquired a rail line that the city will convert into a paved urban trail in order to revitalize the arts district and, with it, create a more vibrant downtown.
- In February 2006, a software manufacturer from Muncie announced that it was moving its operations to Yorktown. Even before the move, the company had drawn up plans to provide scenic amenities that it knew would be of value to its employees: a park and a walking trail.
- The Monon Greenways Trail that stretches sixteen miles from Indianapolis to Carmel is a model combination of the rails-to-trails concept with economic development. Bike shops and cafes line parts of the trail. The trail goes through the artsy community of Broad Ripple through open country into the sophisticated environs of Carmel with easy access to parks, a shopping center, and a farmers market. As a local television station reported, "There was a time that the trail met with some resistance from people who lived nearby. They thought it would lower their property value. Now a lot of them are using it as an attribute in their real estate listings."

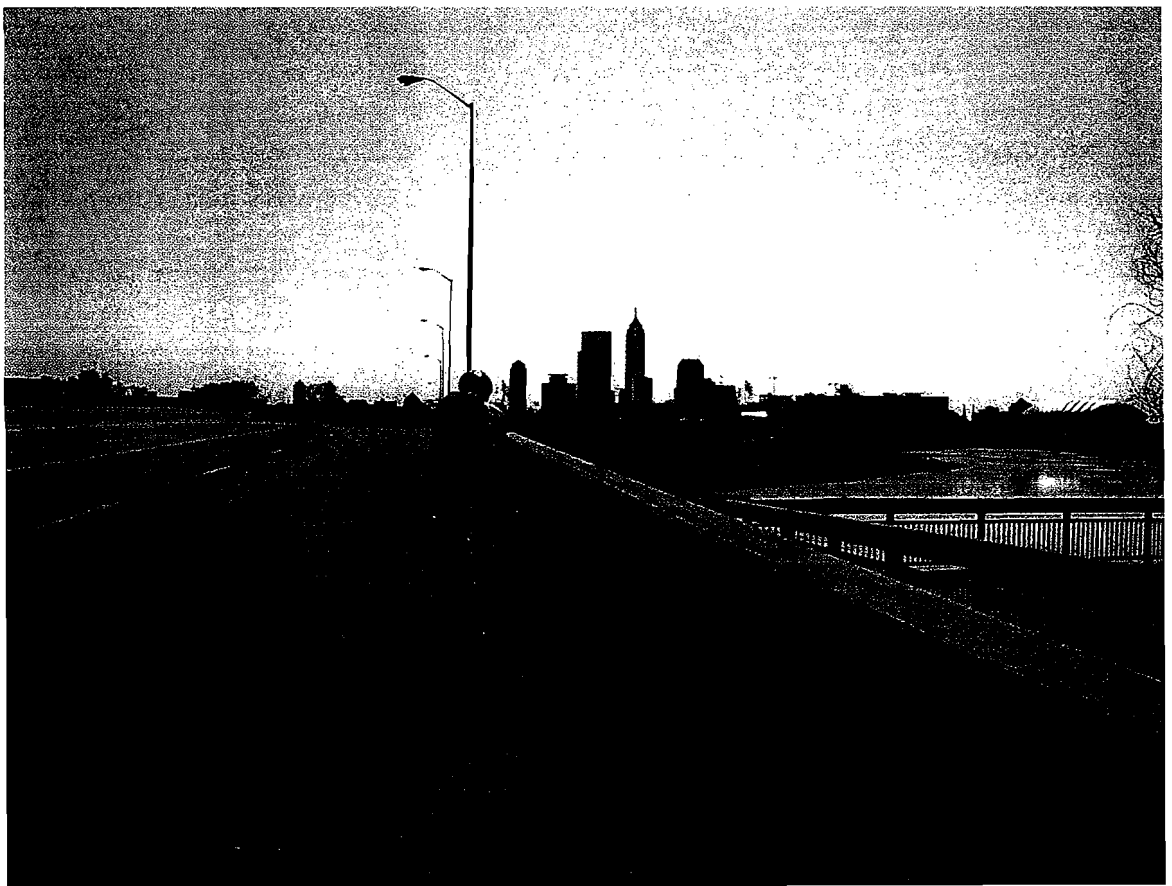
In June 2006, the Monon Trail celebrated its 10th anniversary. The trail, with 1.2 million visits a year, is so popular that developers are building thousands of high-end condominiums and townhouses along or near the trail. Above the northernmost point of the trail, two housing subdivisions totaling 1,000 homes are planning to make the trail part of their developments. Town planner Kevin Buchheit explained, "Everyone wants to be on the Monon."

Two shopkeepers near a new Indianapolis trail summed it up. Over 4,000 people now use this trail every day, and at peak hours more than 700 walk on one three-mile stretch. A deli owner near the trail observed, "A lot of people are coming in here that have never been here before." The owner of a local store likewise commented, "The trail has helped to put our name at the front of people's minds."

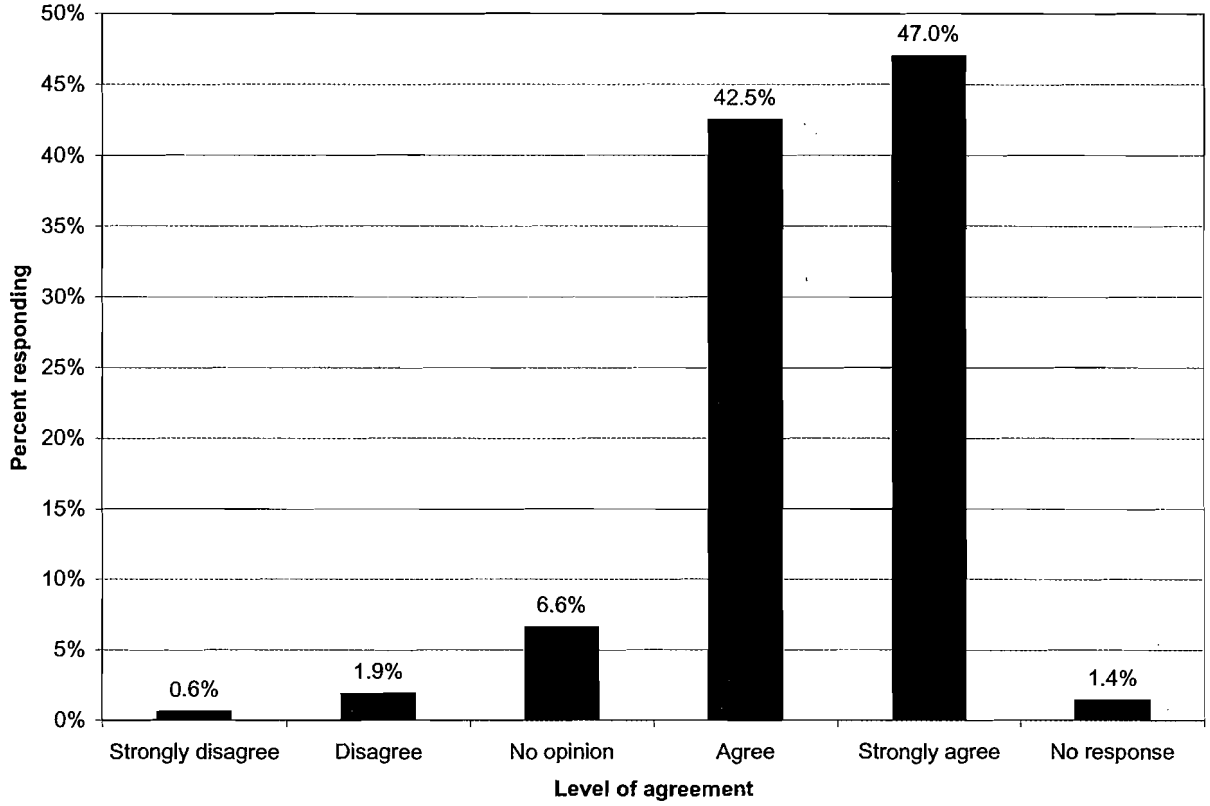
TRAILS AS ALTERNATIVE TRANSPORTATION

Providing alternative transportation is often touted as one of many trail benefits. Before looking at the role trails can play in providing alternative transportation, it may be helpful to note how bicycle and pedestrian commuting has typically been measured in the past. Commuting is often mistakenly thought of as simply the journey to work. The latest Journey to Work Survey by the U.S. Census Bureau in 2000 found 3.3% of workers rode bicycles or walked to work. However, the National Household Travel Survey in 2001 reported that journey to work trips only comprise 15% of all trips. In other words, 85% of all travel is trips other than to and from work. Accordingly, it makes sense to consider all types of trips when assessing the level of commuting done via trail.

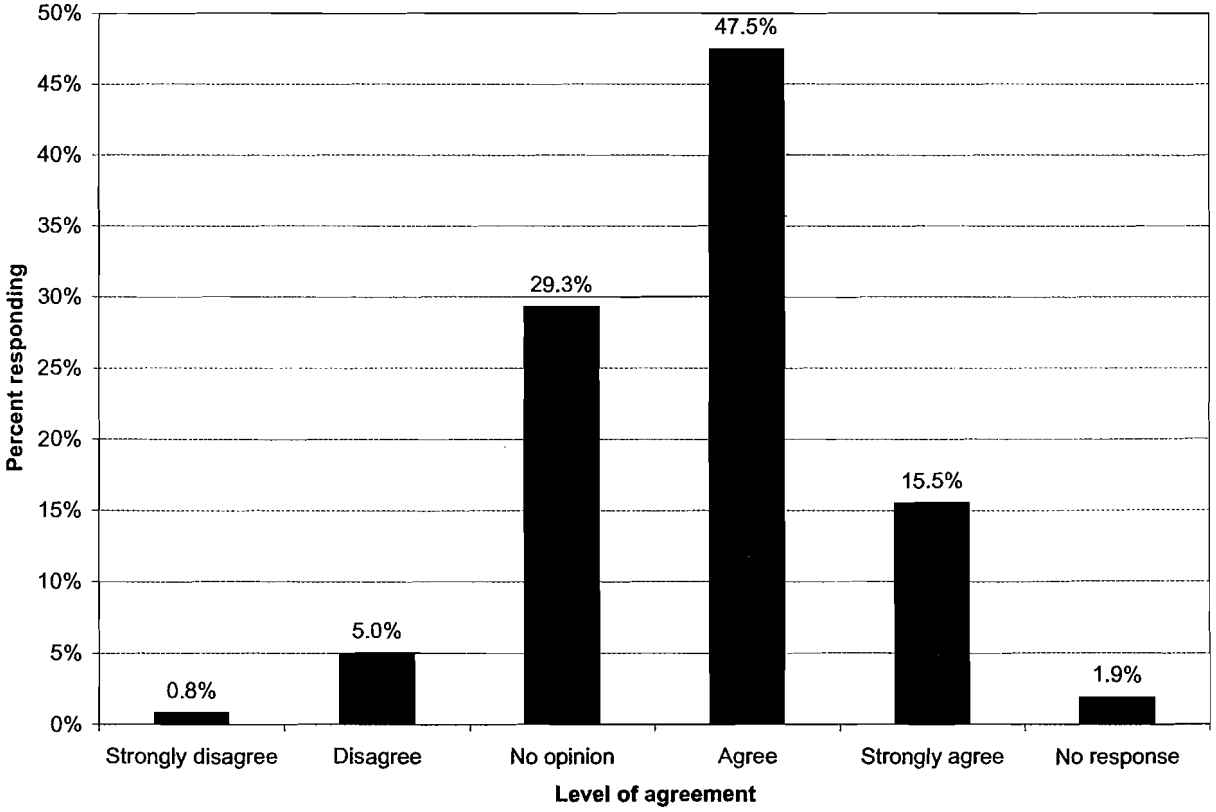
Although further research is necessary, initial studies show significant use of Indiana trails for alternative transportation. In January 2002, The Indiana Department of Transportation (INDOT) released the Indiana Trails Study, the most comprehensive evaluation of trails in the state to date. A summary of the study is available on INDOT's Web site at http://www.state.in.us/dot/projects/trails/index.html. This study of six Indiana trails found that 5% of visits to the Monon Trail in Indianapolis were for the main purpose of commuting. Another 15% of visits were for a secondary purpose of commuting or running errands. In other words, approximately 20% of trips resulted in some type of commuting. With a monthly visit count of 25,000 on the Monon Trail in Indianapolis, this would translate to 5000 commuting trips per month. Since 2002, the Monon Trail has been extended five miles to the north through Carmel and 3



Roadway improvements that incorporate bicycle/pedestrian facilities are important for trail expansion and providing modes of alternative transportation.



There needs to be a coordinated effort between trail development and public transit services to provide viable transportation alternatives.



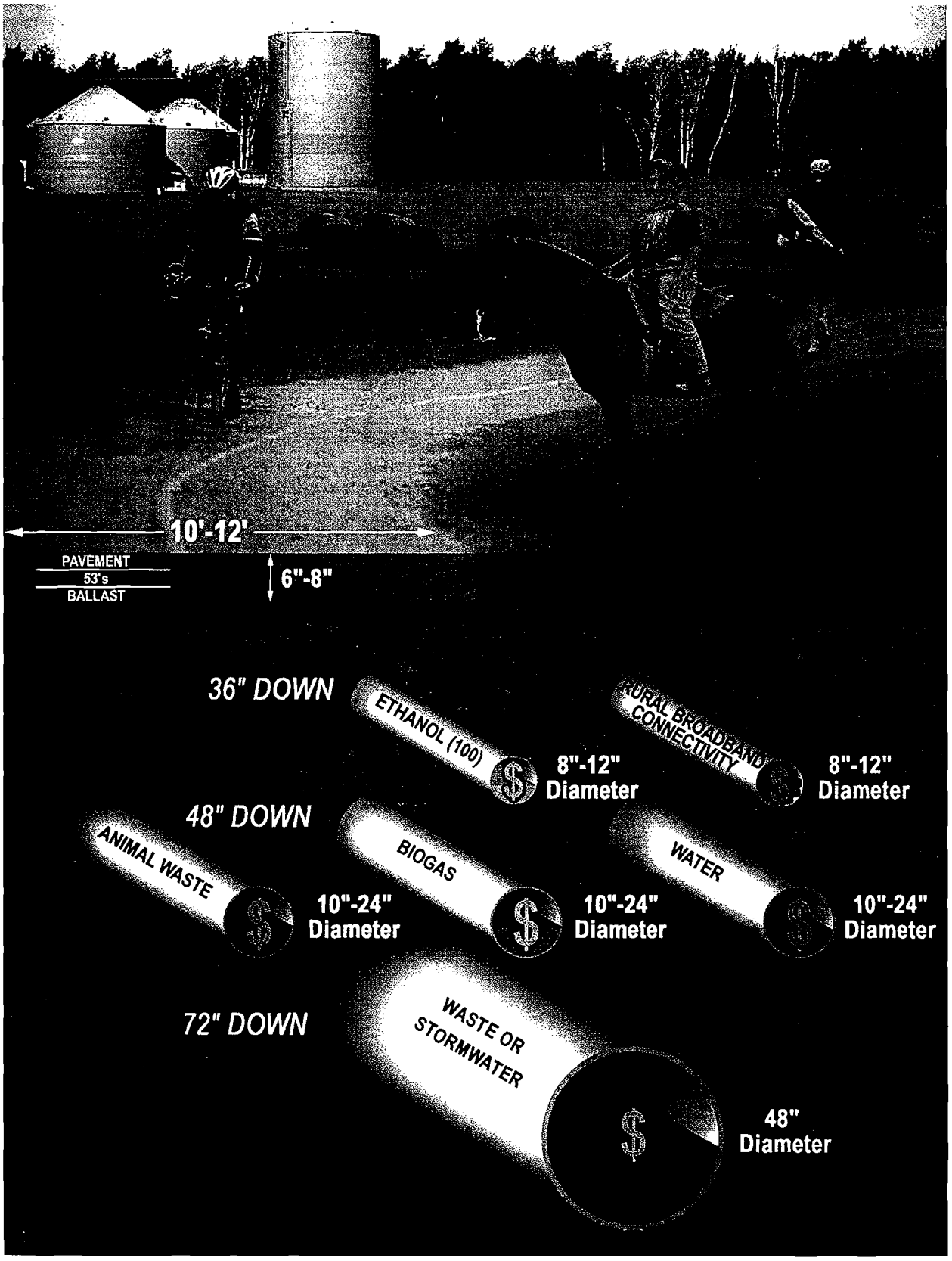
miles to the south near downtown Indianapolis. Also, the Fall Creek Trail has since been connected. These extensions and connections have greatly increased the potential for commuting on the Monon Trail.

There are several factors that could influence the level of commuting done via trails. Provision of sidewalks, bike lanes and other street related amenities is important for bicyclists and pedestrians who are trying to safely access a trail. Trail connections to transit and bike racks on buses and trains could encourage use of trails to access the transit stop or station. Destination amenities such as "bikeports", bicycle parking and shower/locker facilities also make it easier to choose bicycling and walking to work. In addition, incentives for alternative transportation commuters and disincentives for auto commuters could encourage more commuters to hit the trail. Conversely, limiting speed or allowing only daylight use on trails could reduce the level of trail commuting.

INDOT became increasingly attuned to the needs of cyclists and pedestrians in the mid-1990s, adding the Indiana Bicycle and Pedestrian Facility Planning and Development Plan to the statewide multimodal transportation plan. Now more and more INDOT projects feature improvements unheard of ten years ago. INDOT incorporates sidewalks, separated multi-use paths, concrete pedestrian underpasses and widened shoulders in many of its projects to accommodate pedestrians and bicyclists. Secure and convenient bicycle parking allows employees and visitors to state offices to exercise travel options. In 2003 INDOT and the Department of Administration purchased and installed bicycle parking racks at the Indiana Government Center.

Nationwide, initiatives supporting sustainable development, smart growth and livable communities are fueling interest in bicycle and pedestrian travel. A renewed emphasis on walking and the need for physical activity makes sidewalks mandatory in many new residential developments. More bridges in urban areas are designed with walkways to facilitate pedestrians. Cantilevered walkways can be added when bridges are reconstructed. Curb ramps in cities and small towns improve access for people with disabilities and the elderly, wheelchairs and baby strollers. Pedestrian overpasses will soon permit safer crossing of major roads in communities like Bloomington, Fort Wayne and Evansville. With the growth in bicycling, the need for bike racks on buses has also grown. Hammond, Fort Wayne, Lafayette, Bloomington, Columbus, Evansville, Muncie, Indianapolis and

Trails supporting the Indiana strategic initiative in biofuel and agriculture



66 ft. Standard Railroad Right of Way

the Louisville area transit systems mount bike racks on their buses. Tunnels provide grade-separated access for pedestrian and bicycle use in Columbus, Schererville, Merrillville, Carmel, Delphi, Portage and Indianapolis. When new highway bridges were built across the Wabash River in Lafayette and the White River in Indianapolis, the old bridges were converted to accommodate pedestrians.

Improvements that encourage bicycle and pedestrian commuting are supported by the 2003 Surface Transportation Policy Project. The Project makes note of a finding by the National Household Travel Survey in 2001 that 61% of trips under a half mile distance are made in a vehicle. On the other hand, the Surface Transportation Policy Project reports that a national poll in 2003 found 66% of Americans chose public transportation and walkable communities, rather than new roads, as the best long term solution to traffic congestion. The Project also found that 74% of Americans want their children to be able to walk to school safely. So, from an alternative transportation perspective, it appears there is strong public support to continue to invest in trails and related facilities.

TRAILS AND TOURISM

Tourism in Indiana is big business. Annually, the tourism industry brings in approximately $8.9 billion in spending from 59 million leisure visitors—people who travel at least 50 miles to reach one of Indiana's many destinations (this figure does not include the hundreds of thousands of people who travel as part of conventions or on business). Tourism contributes to a diversified economic base, and visitor spending creates nearly 200,000 tourism-related jobs each year. The effects of visitor spending within local economies reach not only traditional tourism entities, but other businesses including gas stations, restaurants and grocery stores. Over the past several years, Indiana's leisure market has grown at a rate higher than the national average.

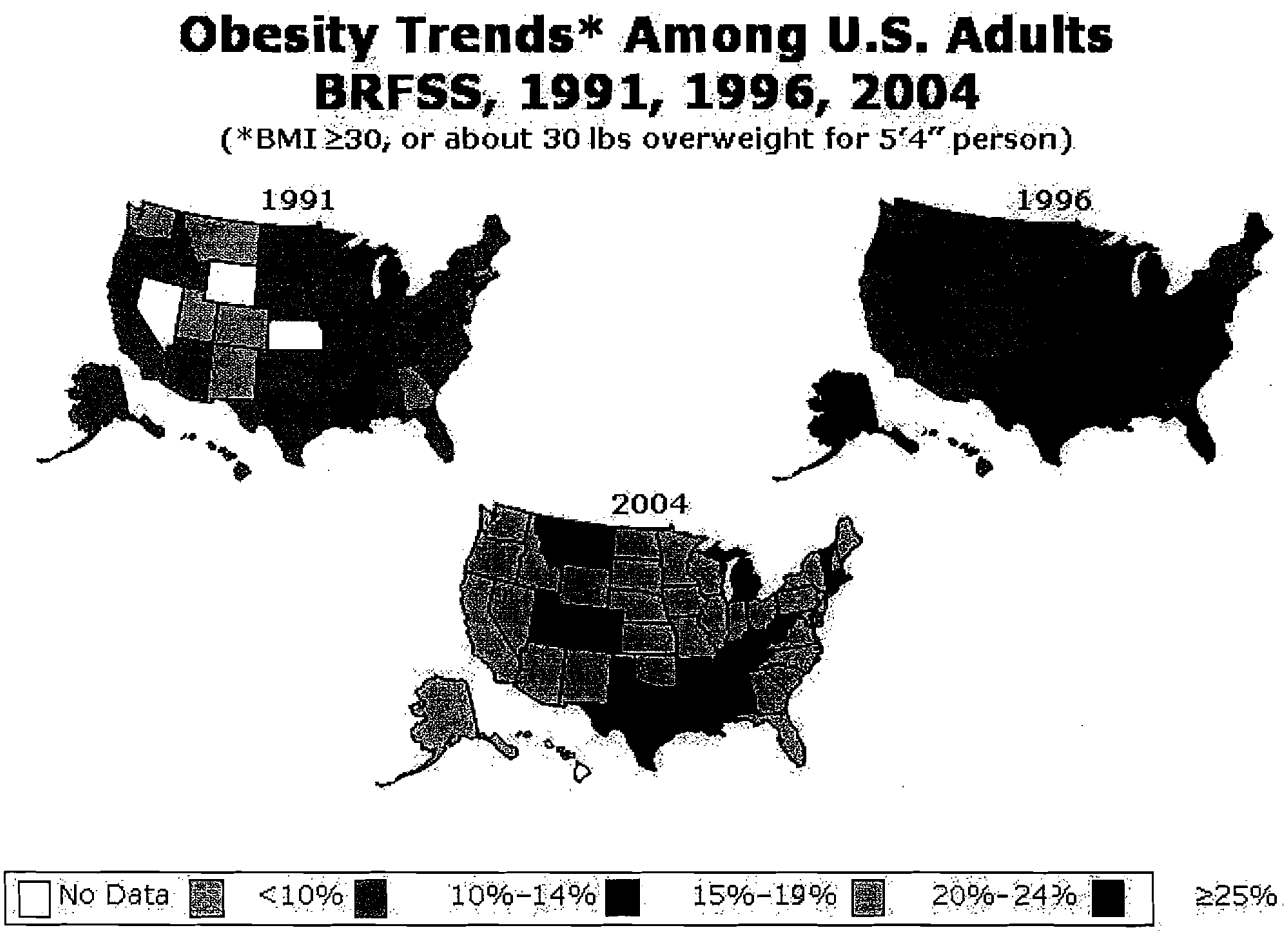
Outdoor recreation is one of Indiana's major forms of tourist attraction. Brown County State Park is the nation's most visited state park. Sites like the Indiana Dunes National Lakeshore are well known tourist attractions. According to Strategic Marketing & Research, 54.9 percent of leisure travelers to the state enjoy scenic beauty while visiting. Tourists visit lakes, rivers and other natural features 40.7 percent of the time. Nationally, top leisure activities include outdoor walking at 12 percent (3rd highest), rural sightseeing at 11 percent (4th highest) and visiting a national/state park at 8 percent.

Trails are an increasingly important aspect of the outdoor recreation industry. In 2004, the Office of Tourism awarded $75,000 to the National Road Heritage Trail (NRHT), Inc. and Indiana Trails Fund to help create a trail development guide. The resulting 9-volume NRHT Development Guide is an important resource for the state, 8 counties, 30 communities and countless citizens' groups along the proposed route of the 150-mile National Road Heritage Trail. The guide provides background information and context with which to launch or modify greenways development plans in order to create a continuous, interconnected network of bicycle and pedestrian facilities across the width of the state, including equestrian facilities for much of the route. Other examples of the evolving connection between tourism and trails include recent winter hikes in Brown County State Park organized and promoted by the local Convention and Visitors Bureau and the feature article on the American Discovery Trail in the 2006 Indiana Travel Guide.

The value of tourism goes beyond jobs it creates and dollars visitors spend staying in Indiana hotels, dining in restaurants and visiting attractions. Tourism has a direct impact on the quality of life for Hoosiers by creating stronger communities and offering unique experiences. The driving motivators influencing visitor travel are often the same factors considered by Indiana residents and potential residents when choosing where to live.

TRAILS AS CO-LOCATED INFRASTRUCTURE

Another opportunity exists which future trail developers could utilize to implement trail networks on a statewide level. Co-locating trails and infrastructure in the same corridor could serve a dual purpose. Combining utility corridors with trails. This concept could be expanded to connect towns throughout rural Indiana for sharing services such as waste water treatment. A facility located in one community could serve several other cities and towns in the region by developing a collector



system of infrastructures under old rail beds and road right-of-ways.

Many towns were founded originally along rail lines that could be used to revitalize smaller communities throughout Indiana. Waste water facilities in one community and fresh water facilities in another could support an entire region at a fraction of the cost communities now spend developing and maintaining their own facilities.

Reducing inefficiencies associated with communities duplicating services could be a significant cost-saving measure at the local level. Reconnecting municipal infrastructures through a corridor along old rail or other utility corridors could set the tone for Indiana communities to attract new business developments. Easy access to fresh water supply, sanitary disposal, fuel, high speed data connections and other resources would be augmented by a higher quality of life for prospective employees.

For example, in 1989, a lift station on the north side of Marion County failed, dumping millions of gallons of raw sewage into Williams Creek and the White River resulting in a massive fish kill. That incident prompted the Environmental Protection Agency to require a new interceptor sewer system be built to serve the entire north & central regions of Marion County. This needed project had been postponed for years but there were no funds to build it.

Concurrently, the Indianapolis Department of Metropolitan Development was negotiating for 10.5 miles of the old Monon rail corridor that ran through the north central center of Marion County. Within days of the corridor being secured by the city, a quick engineering study was completed. A 48-inch sewer main was co-located under the old Monon rail bed in record time and for a fraction of the cost of locating it under high traffic streets. The list of other co-located utilities along old rail corridors and greenways has grown throughout Indiana and includes fiber optic cable, cable TV, sewer lines, water, gas lines, high speed Internet, power lines and live steam from the solid waste recycling burn facility.

As manufacturing alternative fuels expands in Indiana, there are growing opportunities to utilize this network of facilities to further develop trails. Trail systems could be built over and alongside an infrastructure of pipes and cables that accommodate the flow of resources and commerce. Pumping corn slurry from grain elevators and Indiana farms to ethanol refineries and on to waiting markets will require expanding the network of existing utility corridors beyond those currently available. Additional above and below ground space for trails and infrastructure could be created based on the model of the railroads 150 years ago that launched Indiana and the

United States into world leadership as it towered over the 20th century.

With all of these utility corridor opportunities availing themselves to the development of trails, careful planning is necessary to make sure the trails developed will serve their respective populations effectively. Building trails for the sake of trails is ideal. However in these days of reduced government spending and concern for government waste, building trails near populations that will utilize the networks to their fullest extent will provide the biggest return for trail dollars spent.

INDIANA HEALTH BY THE NUMBERS

In recent decades the Centers for Disease Control and Prevention (CDC) have reported dramatic increases in the number of Americans who are overweight or obese. Both adults and children across the country and in the State of Indiana have recorded drastic negative changes in health indicators that contribute to a host of preventable chronic illnesses. Those illnesses have a profound effect on quality and length of life and cost individuals, businesses, and the state billions of dollars each year in health care expenditures. Those often preventable conditions, positively impacted by physical activity are:

- Hypertension
- Dyslipidemia (for example, high total cholesterol or high levels of triglycerides)
- Type 2 diabetes
- Coronary heart disease
- Stroke
- Gallbladder disease
- Osteoarthritis
- Sleep apnea and respiratory problems
- Some cancers (endometrial, breast and colon)

According to the U.S. Department of Health and Human Services report Physical Activity Fundamental to Preventing Disease,

"Encouraging more activity can be as simple as establishing walking programs at schools, work sites and in the community. Some communities have an existing infrastructure that supports physical activity, such as sidewalks and bicycle trails, and worksites, schools, and shopping areas in close proximity to residential areas. In many other areas, such community amenities need to be developed to foster walking, cycling, and other types of exercise as a regular part of daily activity."

U.S. Department of Health and Human Services. Physical activity fundamental to preventing disease 2002 June 20. Available from URL: http://aspe.hhs.gov/health/reports/physicalactivity/

The Role of Recreation and Trails in Maintaining a Healthy Lifestyle

Adapted from an essay contributed by: Helen Steussy, M.D. Chairman, Healthy Communities of Henry County, swww.hchcin.org.

OVERWEIGHT & OBESITY TRENDS

The incidences of people being overweight and obese has drastically increased both in the United States and in Indiana. Using Body Mass Index (or BMI, a number based solely on a formula using height and weight), the prevalence of people overweight (those with a BMI of 25.0-29.9) or obese (those with a BMI over 30), has grown significantly.

In 2002, 37.0 percent of Americans and 37.2 percent of Hoosiers were considered overweight while 22.1 percent of Americans and 24.1 percent of Hoosiers were considered obese. Over 60 percent of Hoosiers are considered overweight or obese, a significant increase from 46 percent in 1990. For children, between 2003 and 2005 the percentage of overweight students in Indiana rose from 11.5 percent to 15.0 percent.

PHYSICAL ACTIVITY

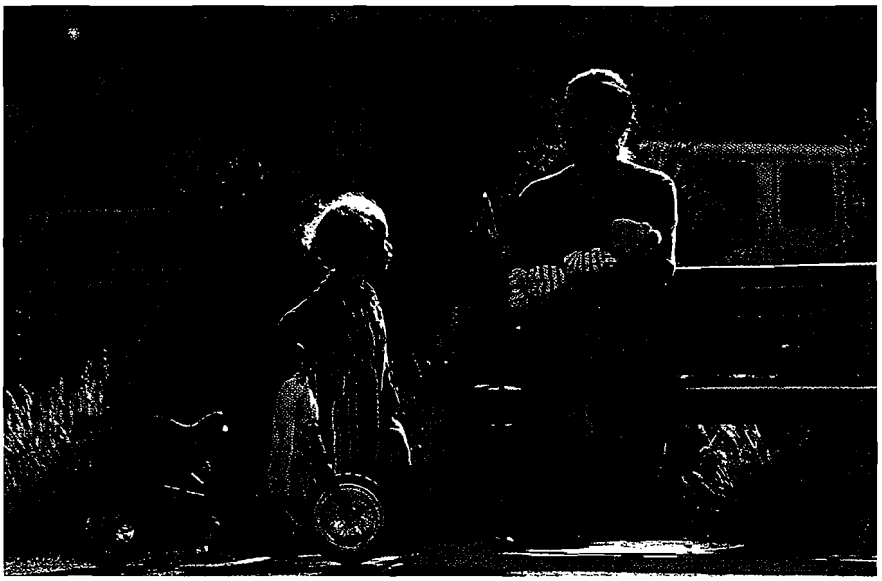
Physical activity directly impacts the incidence of obesity and related conditions that affect health and quality of life. Simply engaging in 30 minutes of moderate physical activity at least five days each week is sufficient to result in health benefits. Moderate physical activity includes walking, hiking and other activities easily accessible in park and recreation areas statewide.

In 2004, 22.8 percent of Americans and 25.3 percent of Hoosiers reported no physical activity in the past month. Only 46 percent of Hoosiers engage in a sufficient amount of physical activity. The statistics for children are also alarming. In addition to startling overweight numbers, only 28.2 percent of ninth graders in Indiana take part in daily physical education instruction, which affects lifelong health habits.

The CDC's Guide to Community Preventive Services recommends creating or improving access to trails and other venues as a way to address this problem. These assets, combined with effective community educational outreach efforts inspire increasing physical activity in the population. CDC studies have shown that this strategy can increase the number of individuals who engage in the recommended amount of physical activity by 25 percent.

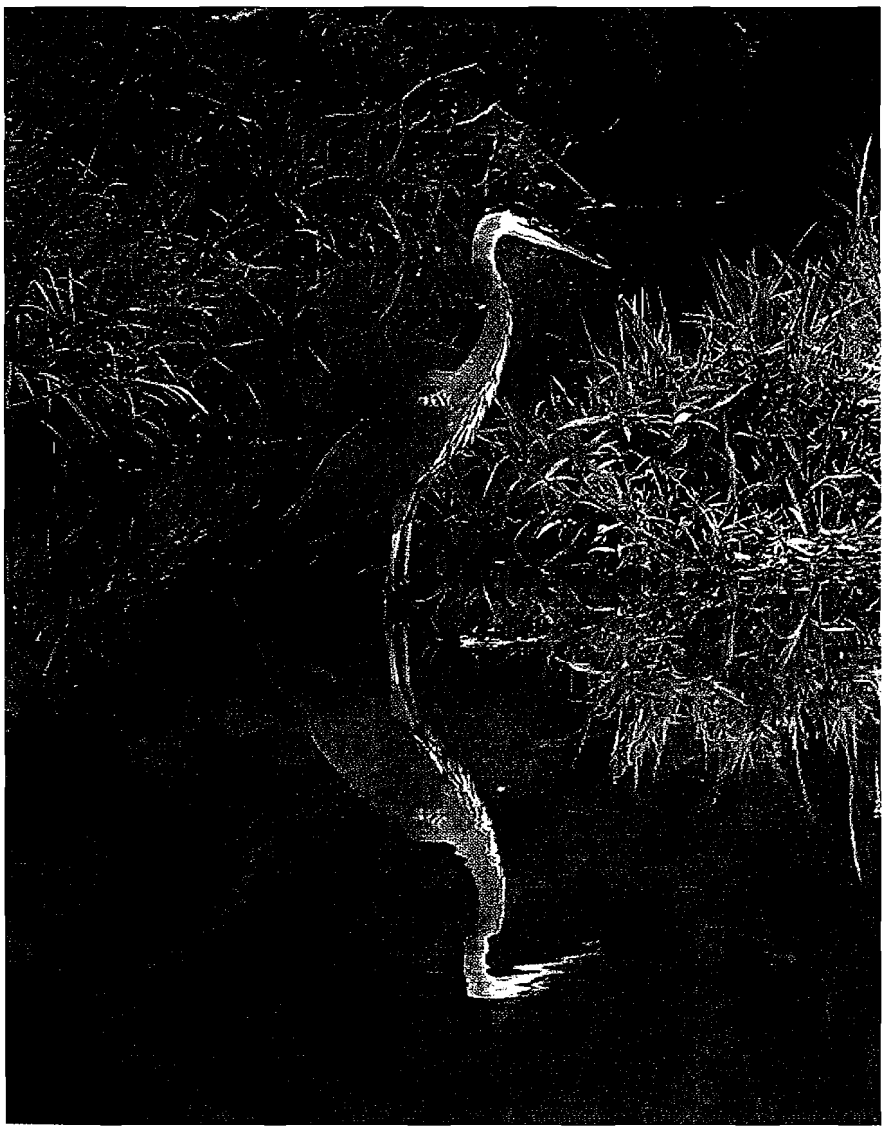
FINANCIAL IMPACT OF HEALTH

The financial impact of physical inactivity is staggering. Recent data from Active Living Leadership, at San Diego State University, estimates the total cost of physical inactivity in the State of Indiana to be almost $7 billion annually, with most of this burden coming in the form of lost productivity. It is also estimated that if five percent of the Indiana population became physically ac-



tive, the cost of this burden would be reduced by over $300 million each year. If Indiana improves access to trails for its citizens, Hoosiers could save hundreds of millions of dollars annually. Additionally, trails are great places for daily contact with other people. This enhances the mental health of the population, further boosting the health related bottom line.

The below essay was adapted from as essay contributed by Helen Steussy, M.D. Chairman, Healthy Communities of Henry County, www.hchcin.org.



WE NEED TO RE-CREATE INDIANA WITH RECREATION

Over the years, Indiana's population has become more sedentary. Food portions have become supersized and we have seen the health of Indiana citizens plummet. Indiana is one of the top states for obesity and related diseases which include diabetes, heart disease, stroke, cancer and arthritis. What can we do about it? Recreate! Where can we recreate? Trails!

Public health physicians have noted it is easier to motivate people to exercise than get them to stop smoking or change eating habits. Wagging fingers and "don't eat this" or "don't smoke" gives a grim image. But when promoting walking, running, hiking, biking and more, it's easy to extol the joy of a healthy lifestyle.

SO HOW DO WE ENCOURAGE INDIANA CITIZENS TO GET INSHAPE?

One factor is infrastructure. One of the best exercises, especially for a previously sedentary person is simple walking. Studies have shown that when persuading people to walk there are three requirements–they need a place that is safe, convenient and attractive. Such are our state parks, state and local lands and public trails.

Walking on a broken sidewalk past parking lots and traffic does not encourage citizens to get out and exercise. But when spring peeks around the window, migrating birds start to sing and ephemeral wildflowers color the ground, people want an opportunity to visit the natural lands of Indiana and celebrate the cycle of the seasons. They want an opportunity to get outside.

Too many children are more familiar with the World Wide Web but have not experienced the sparkle of a spider's web covered with dew on a summer morning. How can we expect the next generation to protect the land or even care about Indiana if all they know is the inside of a fast food restaurant and the entertainment on a screen? Children need to know the natural environment of the Hoosier state so they will choose to live here and care for the land of Indiana.

The benefits from exercise on our public lands goes beyond physical health. Nature has a calming effect on many symptoms of an increasingly crowded world. Neighborhoods with trees have less vandalism and graffiti. Surgical patients who look out on trees and nature heal faster. Long distance athletes get renewal by running through woodlands where the oxygen concentration is higher.

Trails also promote economic health. In today's information economy everything is connected. People and businesses can locate wherever they choose. And the draw to entrepreneurs who drive the economy is the quality of life in a state and town. When studies are done to determine the most livable towns of America they always look at much the same things: clean air, clean water, good parks and good schools, Indiana state parks, from the sands of the Indiana Dunes to the waters of Clifty Falls, are a major selling point for bringing people to Indiana. Thriving state and local park systems can attract entrepreneurs, retirees and families looking for a place to live and raise kids. All these people may appreciate the sound of a thrush in the woodlands or the sight of a Monarch butterfly hovering over a field of wildflowers. Trails can be the thread that ties it all together.

Trails also create opportunities for public art on places such as on the back side of warehouse buildings. Murals depicting local cultural and historic events add educational benefit. Including venues for local artists, youth groups and schools allows them to communicate ideas of nature and community.

Trails and greenways protect our environmental health. Clean air and water are essential to a healthy life. Forests and grasslands help clean the rainfall and return it to the underlying aquifers and streams. Greenery produces photosynthesis that clears the air of toxins and produces fresh, clean oxygen.

And don't forget social health. In today's fast paced society we need time and a place for social interactions. There is a need for third spaces in our world - places that are not work and not home where people can gather away from the noise and frantic pace of the city. When we in New Castle built a community playground, partly as an effort to battle childhood obesity, our goal was not for children to go to their own backyards and swing alone. We envisioned a place where children of all ages and backgrounds could gather and enjoy the thrill of active play in a vibrant setting.

The Indiana trail network can be an integral part of improving the health of Hoosiers from physical to mental, economic, environmental and social health. If we want to get InShape Indiana, our trail networks and parks are essential to the process. Our activities can recreate Indiana and lead the way to a healthy, dynamic place for Hoosiers to live and cherish.

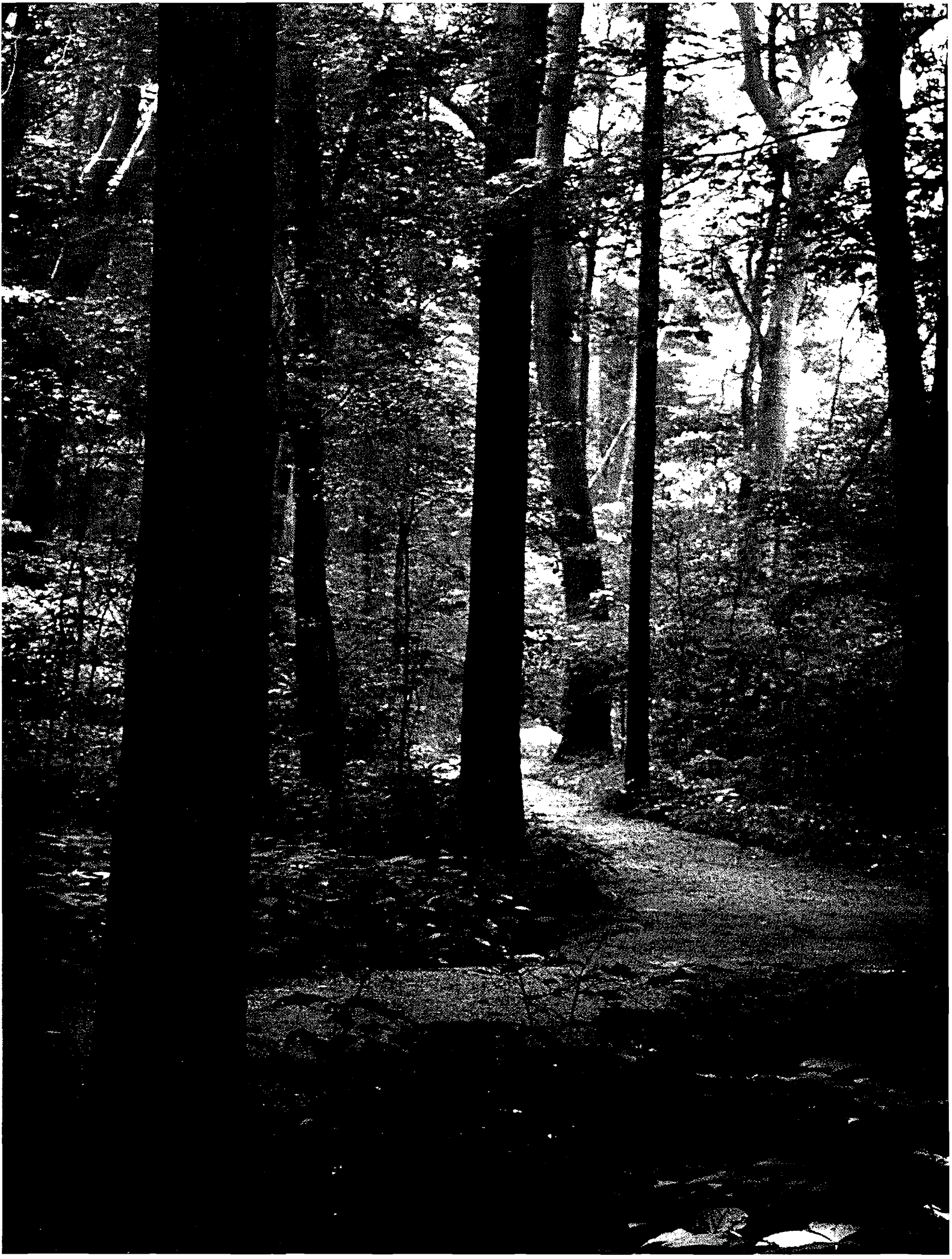
IN SHAPE INDIANA
Governor Mitch Daniels

In 2005 Gov. Mitch Daniels launched the IN-Shape Indiana initiative in response to growing health concerns related to the lifestyles of Hoosiers. Physical inactivity, poor nutrition and tobacco use are the three primary factors leading to a host of chronic diseases that affect the health, quality of life and financial stability of individuals, organizations and the State of Indiana.

The INShape Indiana initiative aims to encourage all Hoosiers to move more, eat better and give up smoking. The spirit of INShape Indiana is being implemented across each agency of state government and is joined in partnership by organizations, facilities and events with similar goals statewide.

Indiana ranks at or near the bottom in every negative health indicator, including physical inactivity. An effective trails system is vital to Gov. Daniels' vision for a healthier Indiana. Regular physical activity comes naturally while using a trail for walking or bicycling. Ease of access to recreational infrastructure such as parks and trail systems in the State of Indiana is a large component to the activity level of citizens.

A plan for the statewide development of trails helps to improve access to trails across the state by encouraging connections across varied communities. Americans who live or work near well developed trails systems tend to be healthier and lead a higher quality of life. Therefore, expanding and connecting existing trails will serve to increase opportunities to become more active, thereby improving health and quality of life in Indiana.



CHAPTER 4

INDIANA TRAIL PROVIDERS

LEAD AGENCIES AND ORGANIZATIONS

In Indiana, trails are an important component of the overall outdoor recreation system. Many agencies work together to manage and develop trails. The trails are of various lengths, run through different environments and accommodate a multitude of outdoor activities from hiking and biking to snowmobiling and horseback riding. Trails are found in all types of parks. More recently, trails are being planned and developed to link community resources and other places of interest. In many cases, the trail itself is being created and marketed as a destination. As stated earlier, this plan intends to help coordinate varied entities and develop a statewide trail network that capitalizes on opportunities for public and private partnerships.

Trail use in Indiana is growing. The most popular outdoor recreation is walking, followed closely by biking. Other popular activities conducive to using trails include hiking, jogging, photography and bird watching. As technology advances, activities like mountain biking, in-line skating, and ATV riding are increasing in popularity, placing greater demands on trail providers to increase opportunities and reduce conflicts between trail users. The following sections describe the various entities' roles in creating and maintaining trails for Indiana's citizens.

State Trail Providers

INDIANA DEPARTMENT OF NATURAL RESOURCES

Supply and demand of trails continues to be a controversial topic across the country, and Indiana is a reflection of this. The Indiana Department of Natural Resources' Division of Outdoor Recreation provides trails on the ground as well as technical and financial support through grants.

Many of Indiana's nature preserves and all of Indiana's state parks, recreation areas and forests contain hiking trails and walking paths. Several properties provide horseback, touring bike and mountain bike trails. Joint ventures with the Indiana Mountain Bike Association are producing even more mountain bike opportunities in Indiana's state parks. Indiana's longest hiking trail, the 58 mile Knobstone Trail, is managed by the Division of Outdoor Recreation.

In 2003, Indiana opened the first state-owned off-highway vehicle park. Redbird State Riding Area is a 1,000-acre property on formerly mined land that provides over 30 miles of trail for 4-wheel drive vehicles, motor bikes, ATV's and other off-highway vehicles. This property is jointly managed by a non-profit corporation and the Division of Outdoor Recreation.

In northern Indiana, five snowmobile trails are maintained through cooperative agreements with local snowmobile clubs. The local clubs map out and maintain the trails while DNR provides technical assistance. The snowmobile program and trails are self-supporting with funds via snowmobile registration fees.

THE TRAILS ADVISORY BOARD

The acceptance of trails as an integral part of a community's infrastructure has significantly improved in recent years, but in some areas trail development continues to be a controversial issue. Federal, state, and local government agencies and private organizations across the state seek to improve public trail supply to meet the demand. At the state level, DNR's Division of Outdoor Recreation works with Indiana's Trails Advisory Board and other organizations to accomplish that goal.

Established in 1994, the Trails Advisory Board consists of 14 citizen volunteers that represent a variety of trail interests:

- all-terrain vehicle users
- pedestrians
- bicyclists

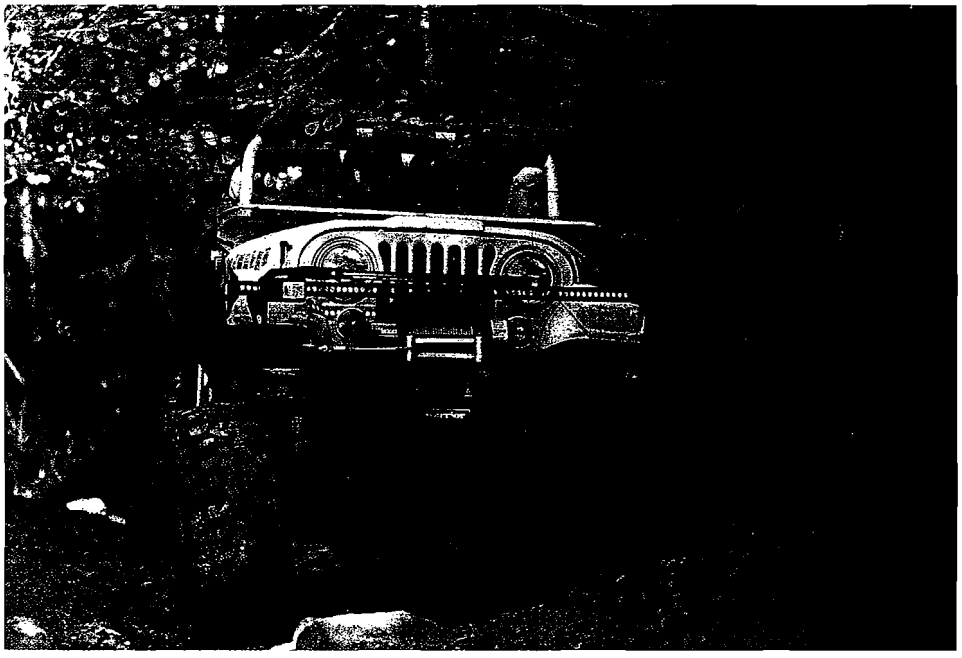
- snowmobilers
- environmental groups
- soil and water conservation districts
- equestrians
- sportswomen and sportsmen
- four-wheel drive vehicle users
- trail support groups
- local park and recreation agencies
- users with disabilities
- off-road motorcyclists
- water trail users
- mountain bikers
- hikers

The Trails Advisory Board serves as the Department of Natural Resources' advisor on trail related issues and was responsible for developing Indiana Trails 2000, a state trails plan completed in 1996 that was developed by trail users for trail providers. Indiana Trails 2000 aimed to provide direction for trail development at the local, regional and state levels.

INDIANA DEPARTMENT OF TRANSPORTATION

The Indiana Department of Transportation (INDOT) in recent years has taken a much more active stance in developing trails. Previously, its main focus was on roads. Recently, INDOT has created the position of Greenways Coordinator and is working to develop a budget that will put trail miles on the ground. INDOT has also pledged to offer technical assistance to outside entities developing trails and to be a resource for agencies incorporating trails in their roadway designs.

In 2000, INDOT funded one of the first studies to examine and compare trails in Indiana. The Indiana Trails Study provided a reconnaissance study of use levels, user characteristics, management practices, economic factors and impacts to adjacent properties for selected trails in Indiana. Trails in Portage, Indianapolis, Goshen, Ft. Wayne, Muncie and Greenfield were examined. This study was immensely popular as it was the first of its kind in Indiana. Efforts are currently underway to repeat this study and expand it to cover more trails.



Federal Trail Providers

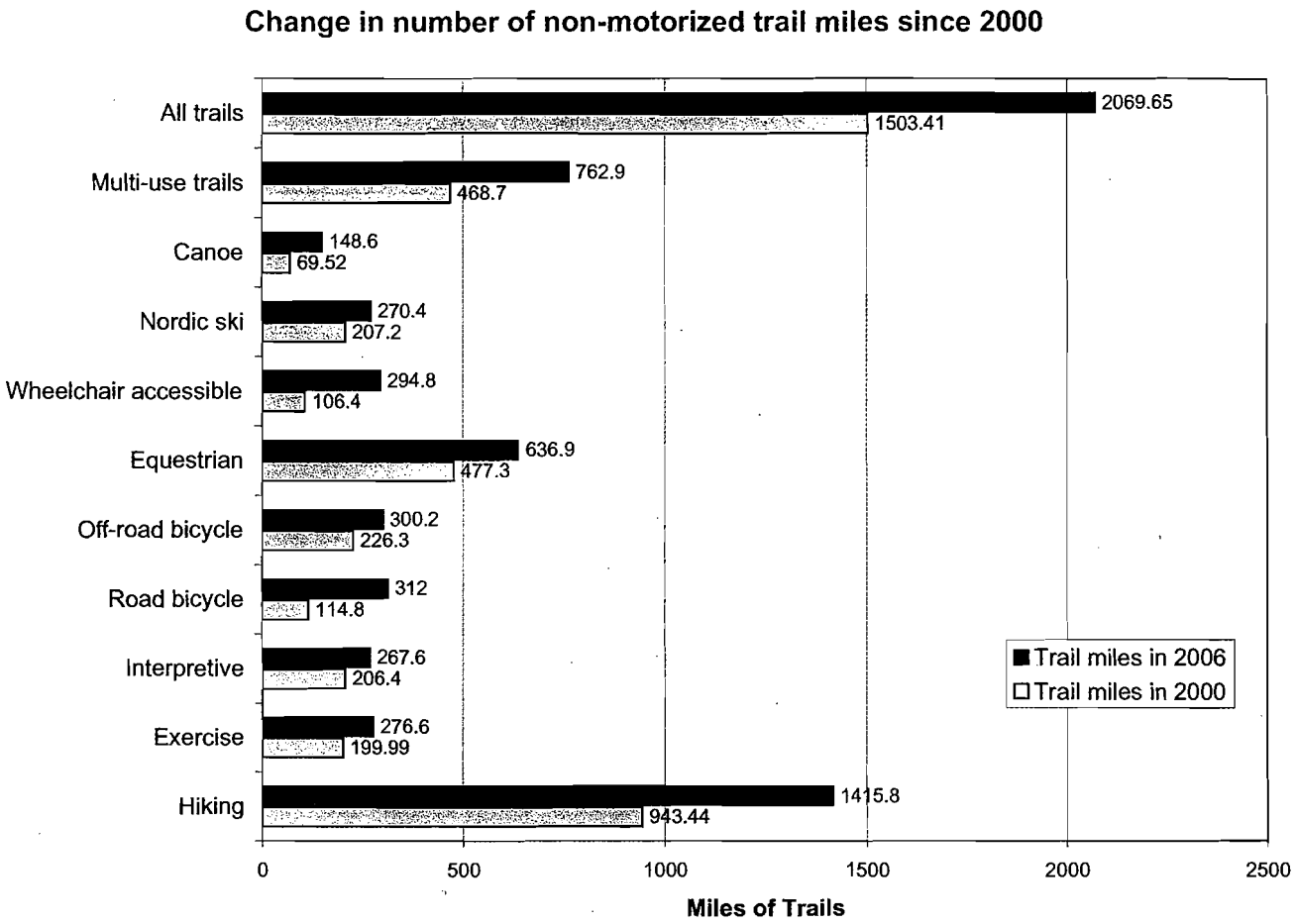
NATIONAL PARK SERVICE

Rivers, Trails and Conservation Assistance (RTCA) implements the natural resource conservation and outdoor recreation mission of the National Park Service in communities across the United States by helping to create local, regional and state networks of parks, rivers, trails, greenways and open space in collaboration with community partners. In Indiana, RTCA has been actively engaged with state agencies, local governments, organizations and citizens since 1992 on a variety of projects. For more information on this program log onto www.nps.gov/rtca or to request assistance for your community/project, contact:

Rory Robinson, IN Projects Manager
NPS Rivers, Trails and Conservation Assistance
2179 Everett Road, Peninsula, OH 44264
(330) 657-2951, 2955-FAX
rory_robinson@nps.gov

The Indiana Dunes National Lakeshore provides hiking and walking opportunities. The park maintains over 45 miles of trails for visitor use. They are designed for specific and multiple purposes including hiking, cross-country skiing, bicycling, and horseback riding. There are no off-trail activities allowed on the National Lakeshore.

Features include inter-dunal ponds, marshes, stands of northern white cedars, forested dunes, fore dunes, and open beach. Forested watershed, reclaimed farmland, excellent bird watching and spring wildflowers are profiled along the trails. The north side of the river is a bird sanctuary and entry is prohibited. Horseback riders will enjoy the Ly-Co-Ki-We and Horse Trail with its moder-



ate terrain and a series of loops, up to 6.4 miles. Horseback riding is permitted from March 16-December 14.

US FOREST SERVICE

The Hoosier National Forest provides trail opportunities year round to as many users as possible while protecting forest resources. Most trails are used by hikers, horse riders and mountain bikers. Their multiple use policy is based on the limited amount of land available for the development of new trails. The Hoosier National Forest provides 266 miles of trails of which 47 miles are single use (hiking) trails.

The Federal Recreation Enhancement Act has granted national forest the authority to charge a fee for trail use. Most of the funds collected are to be returned to the national forest for trail maintenance. Under this program, the high impact users, horse and bike riders, pay a $3 daily or $25 annual fee to ride trails. Users can purchase trail tags from local stores on a consignment basis.

LOCAL GOVERNMENTAL AGENCIES

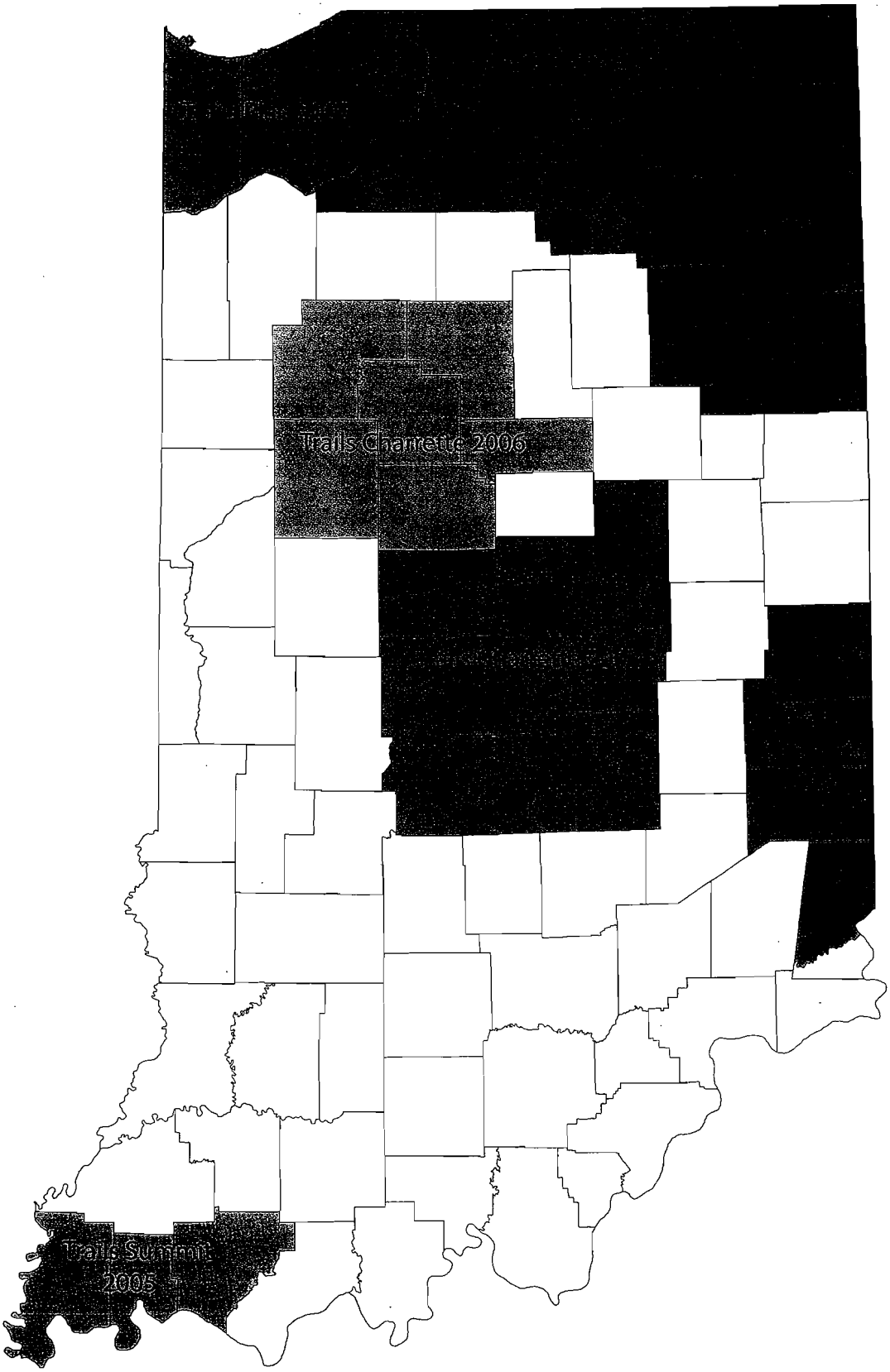
In Indiana, local governments are at the forefront of providing trails. While state and federal agencies provide trails associated with a large natural resource based property, local agencies are providing the trails used day to day by Hoosiers. Trails that connect communities, stimulate economic development and provide opportunities to highlight quality of life exist in many, but not all, of Indiana's cities and towns. Virtually all of these trails have been developed and maintained by Indiana's municipal governments. In many cases, grant funds have made these trails a reality.

Local agencies have also taken the lead in developing creative ways to pay for trails. Local communities have crafted public private partnerships to leverage grant funding. In many cases, these partnerships have put miles of trails on the ground without the benefit of grants. Many of Indiana's premier community trails have been developed through partnerships with health organizations, community foundations and local benefactors.

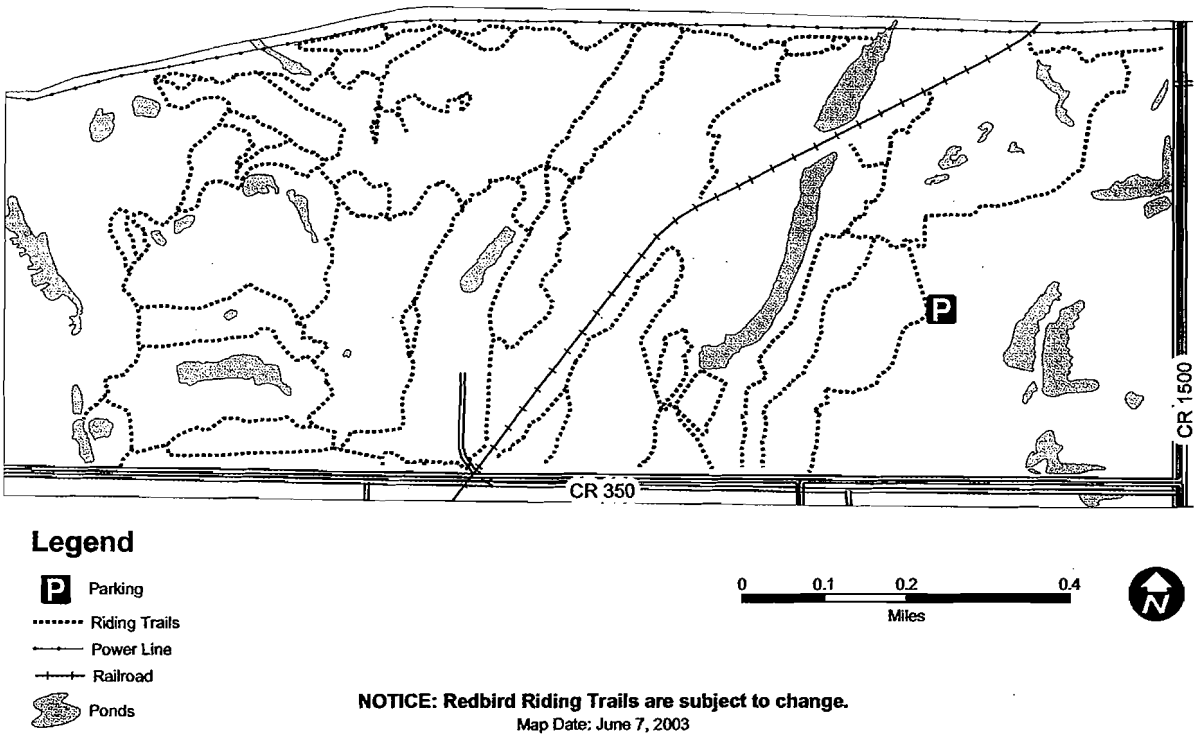
Local agencies continue to manage trails for the benefit of their constituents, but funding for operating and maintaining trails is a constant concern. They continually develop new and more efficient ways of maintaining trail surfaces. In some cases, local ordinances require that land be set aside for recreation and trails. More progressive communities are also including long term maintenance in these requirements.

INDIANA TRAIL PROVIDERS

Local regional planning efforts for trails



Redbird State Riding Area



NOT-FOR-PROFITS AND THE PRIVATE SECTOR

Not-for-profits and privately-owned corporate entities have been the main driving force behind funding the development of trails in Indiana. Examples of statewide organizations that have benefited trails include the Greenways Foundation and the Indiana Rails-to-Trails Conservancy. Countless other trails have been made possible through donated labor and materials garnered by grass roots organizations.

Many of Indiana's trails are maintained using both individual volunteers and groups dedicated to a particular trail. Taking care of trails offers individuals the opportunity to "give back" to the communities that have served them. People Pathways, the Friends of the Pumpkinvine and the Cardinal Greenway are all volunteer organizations that exist for the sole purpose of funding and maintaining a trail.

Many local businesses have developed trails through their properties to connect to existing trails and allow public access. Still more have located along trails as an added benefit. More businesses are realizing the value of trails for employees' physical and mental health. As a result, private and corporate trails are more numerous and need to be included in comprehensive trail plans. In addition, many developers realize that the incorporation of a trail system can help increase housing and office space values and/or increase sales.

PROGRESS TOWARD DEVELOPING TRAILS IN INDIANA

In going forward with a new plan for trails in Indiana, it should prove helpful to look back and assess progress under the previous plan. The trails plan within Indiana SCORP 2000-2004 outlined five primary goals and a list of objectives to reach each goal.

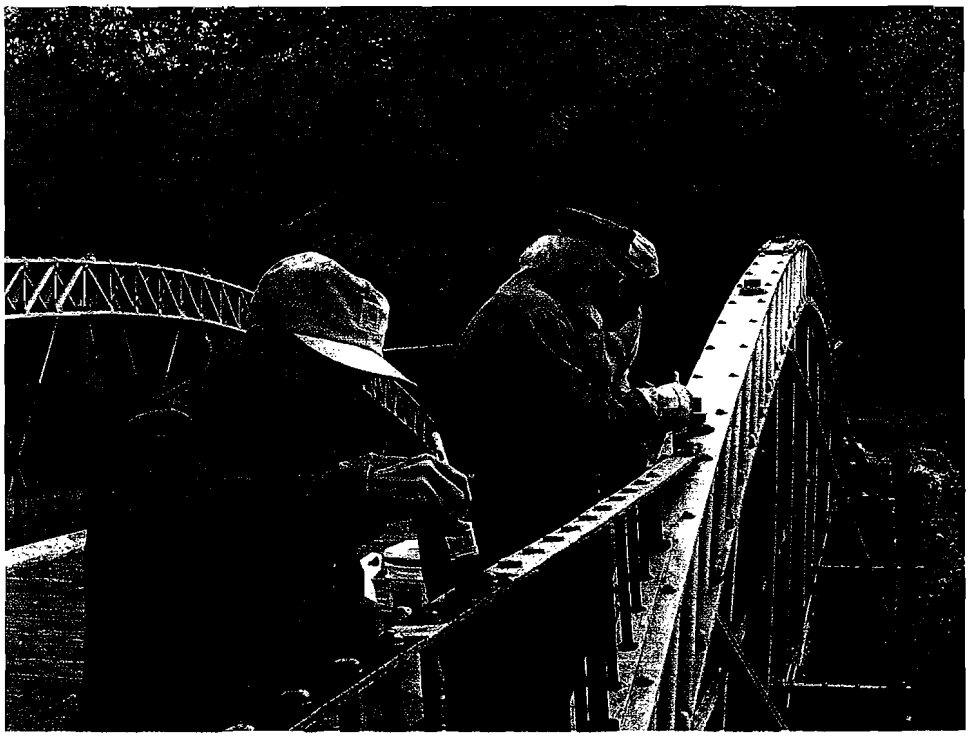
Goal #1 was, "Acquire more land and waterways for trail use," and the first three objectives were very similar, calling for identification of suitable locations for trail development and acquiring land as necessary. Since 2000, several multi-county regional trail planning initiatives and discussions have taken place or are in process. As a result of local cooperative efforts, these multi-county regions are beginning to identify the best opportunities for creating regional trail systems. Regional efforts include a ten county area of central Indiana, the three county area covered by the Northwest Indiana Regional Planning Commission, a ten county area of north central Indiana and southwest Michigan, a nine county area of northeast Indiana, a six county area of the Central Wabash River watershed, and a three county area in extreme southwest Indiana. Several long distance, corridor specific projects have also been proposed including the cross state National Road Heritage Trail from Terre Haute to Richmond and the Farm Heritage Trail from Indianapolis to Lafayette.

Objective 5 under Goal #1 was "Encourage legislation

supporting rail-trails." Use of former railroad corridors is often considered the ideal means to connect communities with trails. However, abandoned railroad corridors in Indiana have proven difficult to acquire for trail development. Court rulings have determined that railroads rarely had title ownership of land along the entire length of any of these corridors. According to Indiana law, land not owned in fee simple by the railroad reverts to original or adjacent landowners. Of special interest are three recent class action settlements involving former Penn Central, CSX, and Conrail railroad corridors. These settlements involved almost 2000 miles of former railroad corridor and resulted in only about 10% or 200 miles of corridor being favorable for acquisition from the railroad companies for trail development. Efforts to acquire land along these corridors have been met with limited success.

Railbanking, a means of preserving railroad corridors before they are abandoned, has been successfully used in recent years to acquire use of former railroad corridors for trail development. The Indiana Trails Fund has taken the lead in this effort by railbanking just over 100 miles of former railroad corridor. Local governments are also beginning to take interest in the pursuit of railbanking. Changes to Indiana Code 8-4.5 were proposed in the 2005 state legislative session that would have made it easier for the state to play a more proactive role in preserving railroad corridors that are proposed for abandonment. Some of the proposed changes passed, while others did not. A key proposal that did not pass was the right of first refusal by the state. One thing is clear, once abandoned, former railroad corridors diminish in opportunity for trail development. The railbanking process is discussed in detail later in this chapter.

Another objective under Goal #1 was "Provide public areas for the legal operation of ATVs, motorcycles, and off-highway vehicles." Redbird State Riding Area, the first state property open to off-road vehicle use, was opened in 2003 near the town of Dugger in Greene and Sullivan counties. Land acquisition and development continue at Redbird with a goal of reaching 1400 acres. Redbird Riding Area will eventually provide 70 miles of motorized off-road trails. Off-road vehicle riding is also being planned for the Interlake property near Lynnville in Warrick and Pike counties. The Interlake property consists of 3500 acres that will be developed and managed for multiple uses including hunting, fishing, horseback riding, mountain biking and off-road vehicle riding.



Providing public areas for the legal operation of off-road bicycles was another objective of Goal #1. In 2001, as a result of a mountain bike trail pilot project at Huntington Reservoir, the Natural Resources Commission approved of the regulated use of mountain bikes on Department of Natural Resource (DNR) properties. Shortly afterward, DNR Division of Forestry approved of the use of mountain bikes on five forestry properties. In 2005, mountain bike trail development was approved at Brown County State Park and Versailles State Park. The Hoosier National Forest expanded mountain bike opportunities by constructing a new 12.7 mile multi-use trail around Spring Valley Lake. Local public agencies, often with support from mountain bike organizations, have also added a number of mountain bike trails including state of the art trails recently completed at Westwood Park in Henry County. The International Mountain Bicycling Association has raised the grade of Indiana from a D- to a C+, stating that there is still a lack of close to home mountain bike riding opportunities near urban centers.

Goal #2 was "Develop trail networks that allow for multiple uses and promote alternative transportation." The first of five objectives was to support legislation furthering the development of multi-use trail networks. As previously mentioned, in 2005 changes were made to Indiana Code 8-4.5 that could make it less difficult for the state to participate in preserving rail corridors that are proposed for abandonment. However, the right of first refusal for the state was not adopted and IC 8-4.5 still contains a number of provisions that are considered obstacles to trail development.

The second objective under Goal #2 was to identify existing and potential trail connection opportunities.

One way this objective is being achieved is through the regional trail planning initiatives discussed under Goal #1. As existing and planned trails are identified, they are added to the Indiana trails inventory. The trails inventory serves to identify the framework for a statewide trail system and provides much of the basis for the maps presented in the remainder of this document. The inventory is also available on the Web.

Also under Goal #2 was an objective to develop a network of existing roads for recreational use and alternative transportation. This objective is being achieved in two ways. For off-road motorized vehicle use, DNR developed a Web site that identifies which counties allow registered off-road motorized vehicles on county roads. For bicyclists, DNR developed a Web site that identifies which counties are served by some type of established bicycle route system. The Indiana Department of Transportation is taking a lead role in promoting alternative transportation by currently working on a state bicycle plan that will cover bicycle routes throughout Indiana.

Goal #3 called for design, construction and maintenance standards. While there have been no statewide efforts to develop such standards, a good deal of work has occurred at the local and national level. In 2001, the U.S. Department of Transportation released a best practices design guide entitled Designing Sidewalks and Trails for Access that incorporates the latest in American Association of State Highway Transportation Officials (AASHTO) and ADA standards. In 2002, the National Recreation and Park Association published OHV Park Guidelines in association with the National Off-Highway Vehicle Conservation Council. In 2004, the International Mountain Bicycling Association published Trail Solutions, a guide to design and construction of mountain bike trails that can also be applied to other natural surface trails. In 2005, The Rails-to-Trails Conservancy developed a publication that details maintenance and operation of rail-trails based upon a survey of 100 rail-trails. An equestrian design guide is also being pursued through the Federal Highway Administration and should be ready for distribution in 2006. Instead of developing separate standards for Indiana, it makes more sense to publicize availability of these existing resources.

Goal #4 was concerned with providing information on trail systems. One objective under this goal called for the use of current technology to provide information about trails. The Indiana Trails Inventory developed by the Department of Natural Resources is taking advantage of the latest in Geographic Information Systems (GIS), Global Positioning Systems (GPS) and Web-based programs to make information readily available about all of the existing and planned trails across Indiana. The Hoosier Rails-to-Trails Council also does a very good job of providing Web-based information about Indiana trails. Internet trail information sites are becoming even more useful as links are provided to Web sites that are being developed by managing entities of local trails. As trail systems develop, managing entities also tend to create printed trail guides which address another objective of Goal #4.

Another objective of Goal #4 was to develop a trail rating system to inform users of trail difficulty. The Universal Trail Assessment Process (UTAP), developed by Beneficial Designs, has been available nationwide for almost a decade. UTAP is intended to standardize information about levels of difficulty and accessibility across all trails. The Indiana Department of Natural Resources took early steps toward implementing UTAP including purchase of necessary equipment and software and training of a handful of staff. However, UTAP was never fully implemented due to the excessive man hours needed for implementation and the perception that the benefits of UTAP did not warrant making implementation a priority.

Also under Goal #4 was the objective of promoting responsible trail use. There are two national organizations devoted to trail stewardship and responsible trail use, Leave No Trace and Tread Lightly!. National, state and local trail user group organizations all tend to adopt and promote these principles. The 2003 Mid America Trails and Greenways Conference in Indianapolis also featured an education session on trail stewardship. It would appear responsible trail use is being promoted to trail users involved with trail organizations. In order to reach all trail users, including those not formally involved with trail organization, responsible trail use is often promoted through signage on trails and information within brochures and Web sites.

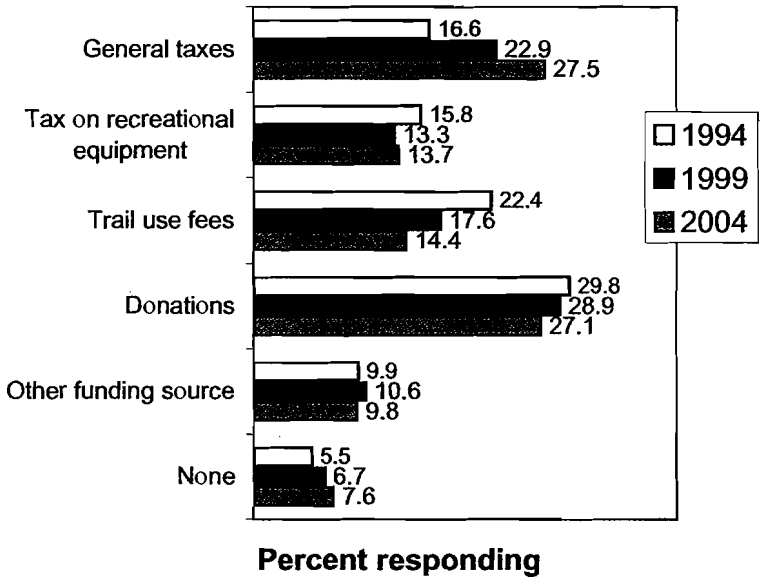
Ensuring long-term trail management planning was the focus of Goal #5. Objectives stressed the need for trail management funding and use of volunteers. Dedicated state funds from off-road vehicle and snowmobile vehicle registrations have made it possible to develop and maintain trails for motorized vehicle recreation. Other types of trail development rely predominantly upon federal funds through the U.S. Department of Transportation, but virtually no state or federal funding is available for local trail management and maintenance. A number of local trails have established "adopt-a-trail" programs including Cardinal Greenway and Indy Parks Greenways. Some trails, such as the Cardinal Greenway, depend almost exclusively upon volunteers for trail maintenance. Other trails, such as Delphi Historic Trails, utilize volunteers for both trail construction and maintenance. Management of the Redbird State Riding Area is accomplished through a contract with volunteers from off-road vehicle groups. State snowmobile trails rely heavily upon snowmobile club volunteers for trail construction and maintenance. Hikers, mountain bikers, and equestrians are also well known in Indiana for their organizations' involvement with trail maintenance and construction.

Using the 2000-2004 Indiana Trails Plan as a guide, significant accomplishments were achieved for Indiana trails. Pertinent goals and objectives from the previous trails plan that were not fully achieved are included in this new plan.

FUNDING FOR TRAILS

Funding for trail development and acquisition has been

Of the following, which do you feel should be the primary source of funding for the development of recreational trails?



Indiana Trail Users Survey, 1994, 1999, 2004

and will continue to be an issue. Prioritizing trail construction in federal, state and local agency budgets remains a challenge since trails are often rated nonessential. This is especially true when they compete with all other governmental spending. Creative funding for trail projects is essential. Knowing the options and combinations of funding opportunities assures that trail projects become a reality. This section will examine governmental grants and other funding options available for trail projects.

Not-for-profit organizations and private groups have always been at the forefront of developing trails and continue to be important funding sources. Local community clubs, associations and auxiliaries are actively trying to improve the quality of life in their respective communities. These groups view trails as one aspect of community enhancement. Some not-for-profits are established specifically for trail development in specific counties, communities or corridors such as the Cardinal Greenway, Inc.; Pumpkinvine Trail, Inc.; and the Rail Corridor Development, Inc. They may not provide financing directly but are set up to collect then distribute funds to build projects. Statewide not-for-profits like the Indiana Trails Fund and the Indiana Greenways Foundation can act as funding agents as well as land holding agents for trail projects needing an interim entity to pursue state or federal grants. The Trust for Public Land, a national not-for-profit for land preservation, acquires greenways.

Tapping into the private health community has a direct correlation to trails. Hospital foundations have sponsored trail projects in the state and potentially could play a much greater role in trail building. Health centers and some health insurance companies are looking at ways to lower health costs. The direct link of physical exercise/trail use and health is proven.

Some trail programs will match funds with volunteer labor, land or material donations. Carpenters, architects, engineers or planners willing to donate their services to a project can become a part of the funding source for matching monies with grants. Other donation opportunities exist through private businesses, sororities and fraternal organizations, neighborhood associations, individuals, bequests from estates, community service workers, retirees, school and church groups, local scouting organizations, university interns or prison work crews providing matching sources or the physical labor of just plain getting the trail on the ground.

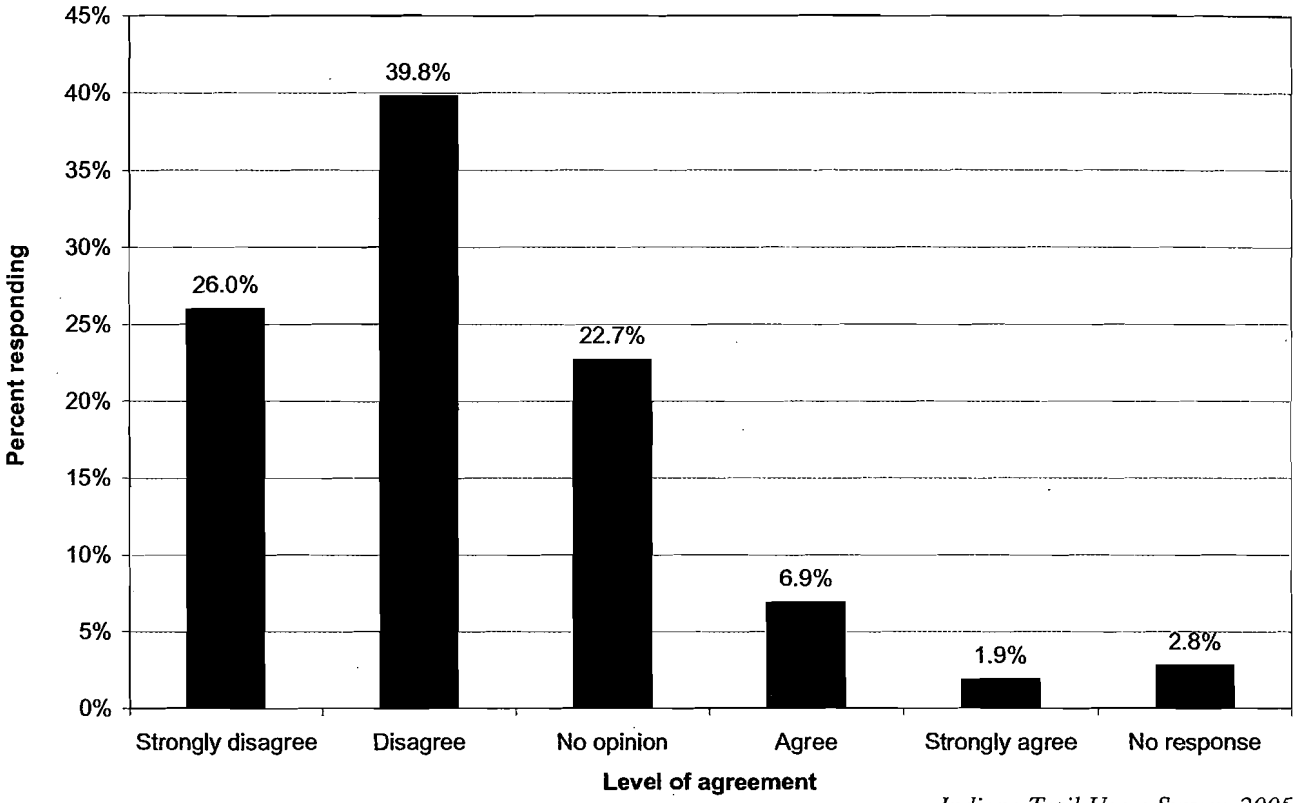
Community or county foundations fund a variety of projects which could and do include trails and greenways. They can also serve to foster public/private partnerships. Another possible partnership strategy is to create green infrastructure through utility companies that have an interest and are willing to accommodate a utility corridor being used for a trail or vice versa. More and more above ground electric utilities are becoming amenable to allowing trails in their corridors and are even willing to donate fiscally to the project. Underground utilities on corridors can help secure the property and fund above ground development with lease or easement payments for fiber optics, sewer, water, gas etc. These payments could be used for capitol improvements or maintenance on a trail project. In some cases allowing utilities under (and over) trail corridors could be an opportunity for the trail to be built at no expense to the trail provider. Combining green infrastructure (trails) with existing or planned infrastructure is a win /win opportunity.

Tax Increment Finance (TIF), Cumulative Capital Development (CCDF), County Optional Income Tax (COIT), County Economic Development Income Tax (CEDIT), Cumulative Capital Improvement Fund (CCIF), Motor Vehicle Highway Account (MVH), Local Road and Street Account (LR&S), Economic Development Income Tax (EDIT) and Non-Reverting Thoroughfare Development Fund (NRTDF) are financial avenues open to trail projects. Gaming Boat revenue could be employed for trails in eligible counties. Local entities can speak to their local elected officials on the possibility of using any of these funds for trail development and/or matching of grants available for that purpose. Trail impact fees are being established for trail development by communities around the state. These funds are being used directly to finance trails as well as incentives for developers to build trails when they are constructing their projects.

STATE AND FEDERAL FUNDING

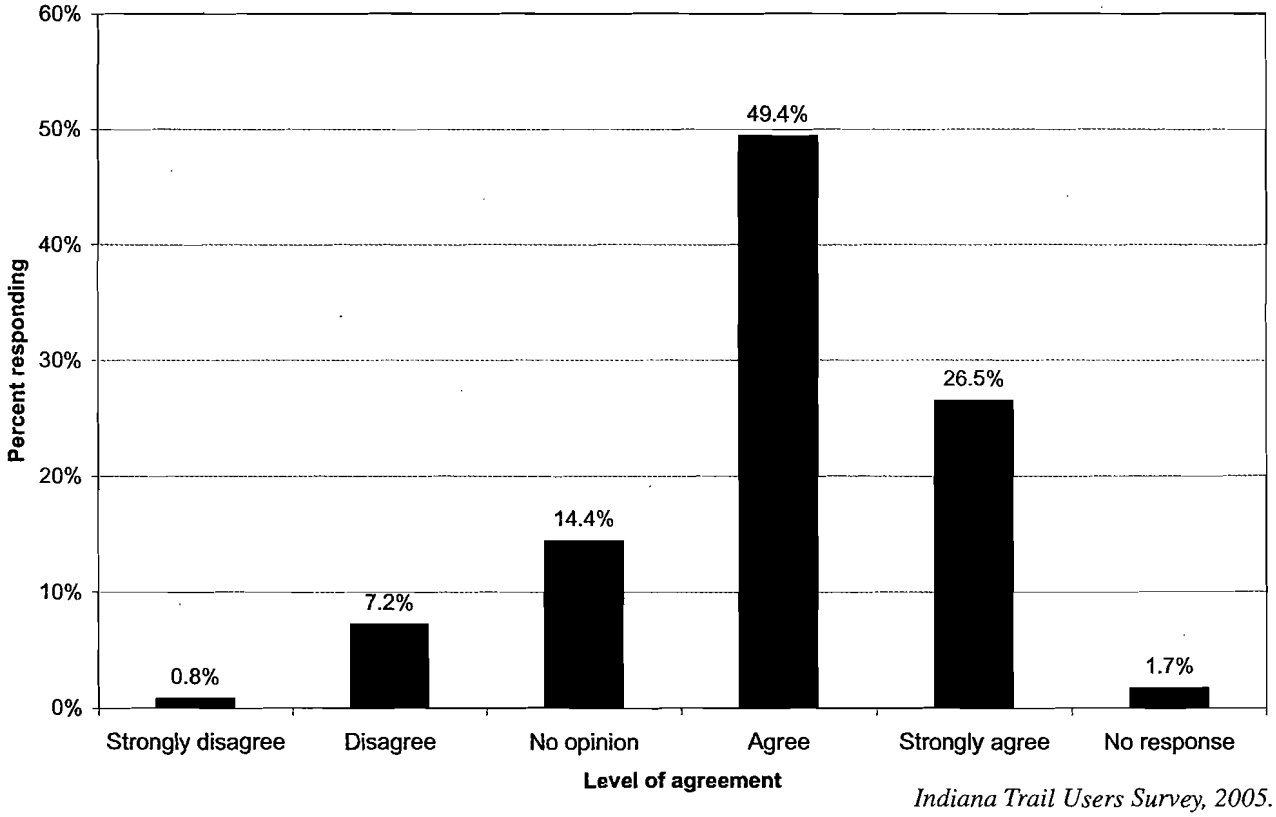
Indiana Department of Transportation (INDOT) ad-

Current funding for trail development in Indiana is adequate.



Indiana Trail Users Survey, 2005.

There should be state tax incentives to individual citizens and public utilities for their participation in land acquisition for trails.



Indiana Trail Users Survey, 2005.

INDIANA TRAIL PROVIDERS

ministers multiple programs on behalf of the Federal Highway Administration (FHWA) that relate directly to trail/greenway development. Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU) is the current highways bill in which these programs are funded. All projects funded through this federal money must be programmed in the State's Transportation Improvement Program (TIP) and those in urbanized areas must also be in their respective Metropolitan Planning Organizations (MPOs) TIP.

Transportation Enhancements (TE): Is a provision of the Inter-modal Surface Transportation Efficiency Act of 1991 (ISTEA) that requires states to set aside 10 percent of their share of Surface Transportation Program (STP) funds for projects that enhance the existing transportation system. States have the flexibility to design a program to best suit their needs within the limits of the law. This program was continued and somewhat expanded under, TEA-21 (Transportation Equity Act for the 21st Century) and under the current transportation bill. This program is an 80/20% matching fund. There are 12 eligible categories within TE that relate to surface transportation and 4 of those relate specifically to bicycle/pedestrian activities. Those categories are 1. Pedestrian and bicycle facilities, 2. Pedestrian and bicycle safety and education, 3. Preservation of abandoned railroad corridors, 4. Historic transportation building, structures, and facilities (places historic bridges on bike/ped systems).

Indiana's TE program funds transportation projects that expand beyond the traditional accommodations for cars, trucks, buses and transit. This fund is Indiana's largest funding source for trails/greenways projects. TE funding is a cost reimbursement program and not a grant. The sponsor must pay at least 20 percent of a project's cost to show commitment by the local group or community. Applicants may receive reimbursement for eligible costs as work is completed. TE strengthens the cultural, aesthetic, and environmental aspects of the nation's intermodal transportation system.

Congestion Mitigation & Air Quality (CMAQ), an 80/20 federal funding program is only available in urbanized areas (areas exceeding population of 50,000) designated by the US EPA as NOT meeting current air quality standards for various pollutants. Six areas in Indiana currently qualify. Key considerations for projects funded with this source are improving air quality and being able to document that positive impact. The MPOs evaluate all sorts of projects that help air quality. As a result transit projects, ride-sharing projects, certain signal upgrade projects, ozone alert projects, etc., provide competition for limited funds. Candidate projects are annually submitted to and evaluated by INDOT in a statewide application process.

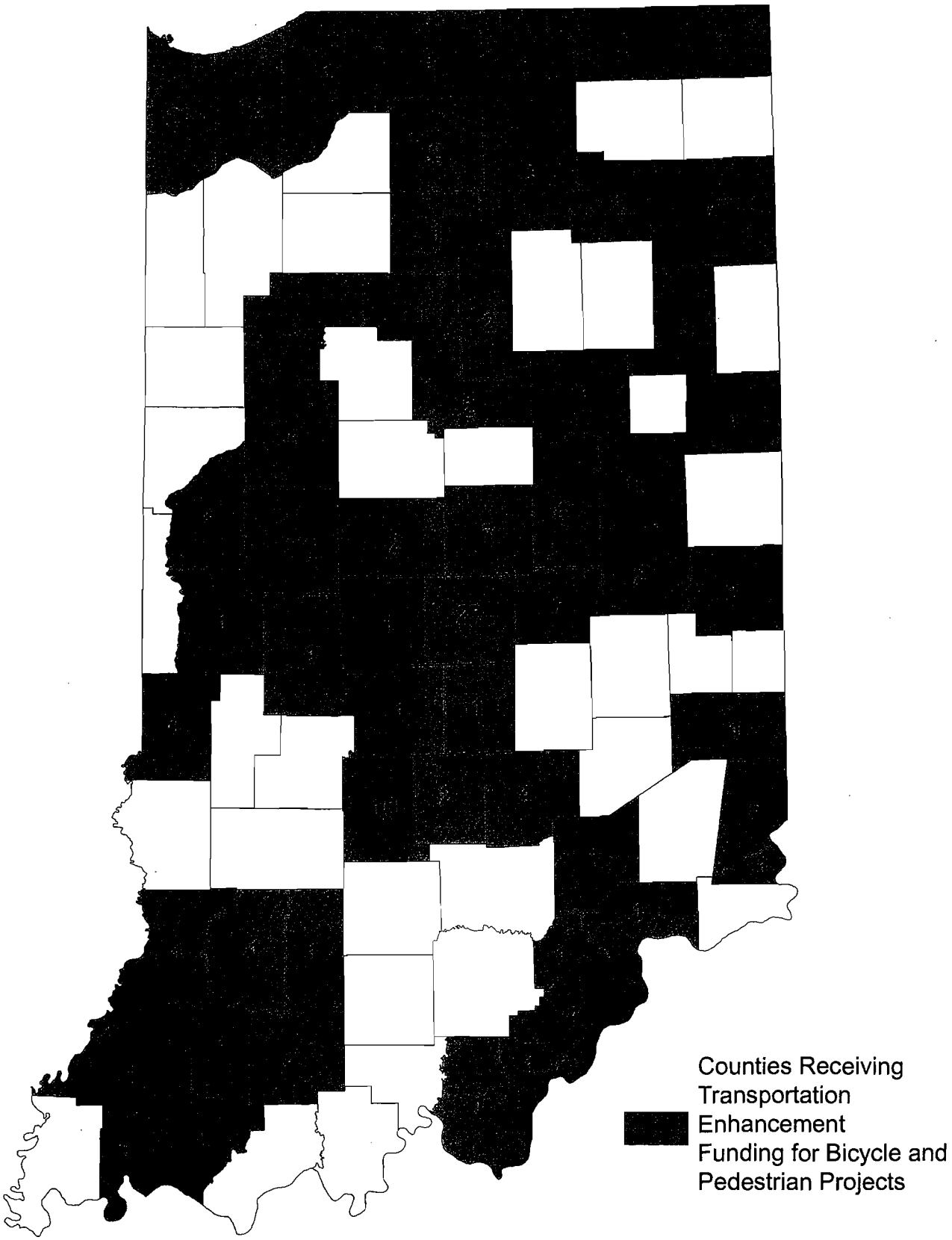
Safe Routes to School (SR2S): A new federal funding source that was created specifically to encourage and improve the safety of children walking and bicycling to and from school. There are limitations on the use of these funds. They target only elementary and middle schools (K-8), not high schools. Improvements need to be located within two miles of the intended schools. Schools can

Transportation Enhancements Funding for Bicycle and Pedestrian Projects by County as of 2006

Allen	$3,927,116	Lagrange	$1,000,000
Bartholomew	$2,687,569	Lake	$15,528,720
Boone	$845,000	LaPorte	$950,000
Brown	$1,272,000	Madison	$2,284,481
Cass	$960,000	Marion	$17,085,154
Clark	$5,417,000	Marshall	$1,000,001
Daviess	$545,000	Martin	$1,000,000
Dearborn	$2,476,197	Miami	$1,950,000
Delaware*	$13,519,592	Monroe	$8,082,610
Dubois	$1,347,597	Montgomery	$800,001
Elkhart	$3,904,146	Morgan	$1,000,000
Floyd	$340,000	Ohio	$561,690
Fountain	$2,045,885	Pike	$300,000
Franklin	$85,000	Porter	$7,083,001
Gibson	$16,000	Putnam	$1,375,327
Grant	$1,400,000	Scott	$1,000,000
Hamilton	$4,136,000	St. Joseph	$1,548,000
Hancock	$480,000	Steuben	$2,000,000
Harrison	$836,678	Tippecanoe	$2,328,790
Hendricks	$5,915,100	Vanderburgh	$6,310,915
Henry	$1,400,000	Various	$500,000
Howard	$765,912	Vigo	$2,664,771
Jay	$560,000	Warrick	$3,500,000
Jefferson	$1,000,000	Wayne	$2,654,545
Johnson	$1,000,000	Wells	$1,734,000
Knox	$1,000,000	White	$720,000
Kosciusko	$1,460,000	Whitley	$500,000
		Grand Total	**$144,803,798**

*includes multi-county funding

Transportation enhancements
Bicycle and pedestrian projects by county



INDIANA TRAIL PROVIDERS

Recreational Trails Funding by County by Year

County	Trail Miles	Grant Amount	Year
Adams	3.5	$150,000.00	2005
Allen	0.85	$150,000.00	2005
Boone	1	$62,800.00	1999
Brown	10	$150,000.00	2005
Cass	1.3	$150,000.00	2002
Clark	3.2	$44,000.00	1996
Dearborn	3	$65,870.00	1999
Delaware	3	$87,100.00	2000
Elkhart	0.92	$87,100.00	2000
Elkhart	0.66	$150,000.00	2002
Franklin	2.6	$150,000.00	2005
Grant	2	$150,000.00	2001
Grant	3	$150,000.00	2002
Grant	3	$113,470.00	1997
Greene		$174,200.00	2000
Greene		$300,000.00	2003
Greene		$280,836.00	2004
Greene	26	$255,103.00	2005
Greene		$99,530.00	1998
Hamilton	0.25	$14,436.00	1996
Hamilton	3	$100,000.00	1998
Hamilton	3	$100,000.00	1999
Hancock	2	$150,000.00	2005
Hendricks	1.8	$119,841.94	2003
Hendricks	1	$100,000.00	1996
Howard	1.5	$143,913.00	2004
Howard	1.7	$100,000.00	1999
Huntington	3	$67,682.00	1994
Jefferson	1	$88,000.00	1999
Knox	0.75	$38,486.00	1997
Kosciusko	1	$100,000.00	1999
Lake	0.6	$150,000.00	2001
Lake	0.53	$76,072.27	2002
Lake	0.3	$100,000.00	1998
LaPorte	1	$87,100.00	2000
LaPorte	2.6	$150,000.00	2004
LaPorte	1.5	$100,000.00	1998
Lawrence	10	$69,680.00	2000
Lawrence		$150,000.00	2001
Marion	0.75	$65,000.00	1998
Miami	2.6	$150,000.00	2004
Montgomery	3	$150,000.00	2003
Porter	0.8	$150,000.00	2004
Porter	0	$59,200.00	1996
Posey	1.5	$150,000.00	2003
Putnam	1.28	$144,188.00	2003
Scott	1.1	$71,096.25	2000
St. Joseph	0.5	$100,000.00	1999
Steuben	1.6	$113,470.00	1997
Sullivan		$78,018.38	2001
Sullivan		$225,459.55	2002
Tippecanoe	0.83	$87,100.00	2000
Vanderburgh	2	$148,470.00	2004
Wayne	3.4	$100,000.00	1996
Whitley	2.6	$82,042.89	2001
Administration costs	0	$20,000.00	2005
Administration costs	0	$7,993.00	1996
Grand Total		**$6,677,258.28**	

be public or private.

There is no match requirement for these funds. There should be a demonstrable positive effect on the numbers of children biking or walking to school. Most of the available funds (70%-90%) would be directed toward construction projects, while a smaller amount (10%-30%) is required to be directed toward education, encouragement and enforcement efforts (non-construction projects). These projects can have secondary beneficiaries, such as area residents, employees or adults walking and biking in the vicinity of the school, but the primary targets are schoolchildren. Secondary impacts on school children are insufficient to justify a project.

Transit Enhancement Funds: This is a general category of funds administered by the Federal Transit Administration; it is not a specific program. Transit funds in general improve or promote better access to public transportation (e.g., bus or rail). Near transit stops or along corridors used frequently by transit vehicles there may be opportunities to improve transit use that would, at the same time, make it easier or safer to walk or bike. For example, sidewalk improvements near transit stops will improve access for transit users but also enable people who are not catching the bus to walk more safely. Transit funds can be used to purchase bike racks for buses or to install bicycle racks and bike lockers at transit centers. The objective is to make it more convenient to use transit and that remains the primary purpose of transit funds. Pedestrians and bicyclists would be secondary beneficiaries.

National Scenic Byway (NBS): This discretionary grant program makes federal funding available for 8 project types that directly benefit designated byways. Among eligible uses are projects that improve bicycle and pedestrian safety and access along the byways and to important byway-related resources in the corridor. The 80-20 federal funds in this program are required to contribute directly to the byway and the experience of byway travelers and not simply in an incidental way. Indiana has two nationally designated byways and one state-designated byway. These funds are not available outside the byway corridors. Once a year NSB applications are submitted to the state DOT, thoroughly reviewed and forwarded to FHWA for consideration under a national merit-based program. Walkways, curb ramps, crosswalk treatments, bicycle racks, trail facilities and rest stops that are readily available and intended for byway travelers are examples of improvements benefiting cyclists and pedestrians.

Indiana Recreational Trails Program (RTP): This 80/20 matching program is intended to develop and maintain nonmotorized and motorized recreational trails. Originally called the National Recreation Trails Trust Fund Program, this money comes from federal motor fuel excise taxes paid by users of motorized off-highway vehicles. In Indiana, this fund is administered by the Indiana Department of Natural Resources. By legislation, at least thirty percent of the funds are to be used for non-motorized trails, and at least thirty percent of the funds are to be used for motorized trails. The remaining forty percent is discretionary for diversified trail uses and education.

To date, RTP has provided more that $4.9 million for trail projects including Indiana's first publicly owned motorized vehicle riding area, Redbird State Riding Area. Since its inception in 1995, RTP has put over 100 miles of trail on the ground, helping to create safer, more livable communities through the development of walking, hiking, equestrian, mountain bicycling, bicycling, off-road motorized, and water trails.

Land and Water Conservation Fund (LWCF): This is a 50/50 matching program administered by the IDNR through the National Park Service, Department of Interior. The program is for the acquisition and development of outdoor recreation areas. Trails are one priority of this program in Indiana.

Indiana Heritage Trust (IHT): This state land acquisition program was established to preserve land and among the priorities is greenways acquisition. Matching requirements vary with the program. Funds come from the sale of the environmental license plate and sometimes from legislative appropriations

PLANNING

Local trail planners should contact INDOT with trail projects that follow along, cross over or go under a road project to examine if the trail costs can be incorporated into the road project. One example would be a tunnel design that could include an existing or potential trail corridor to be installed with the road project. It is essential that trail plans exist and INDOT is contacted as early as possible when planning road projects so trails can be accommodated. To create a trails master plan dollars specifically targeted for planning are available from Federal Community Development Block Grant (CDBG) dollars through the Indiana Office of Community & Rural Affairs. Communities and counties must qualify under certain factors to be eligible for these monies.

Transportation and Community and System Preservation (TCSP): This discretionary funding source through FHWA is usually 100% monies requested through elected congressional officials. Trails are one eligible aspect of this program.

Planning for the long term life of a trail is also a key funding concern. Maintenance partnerships become increasingly important as a trail ages. Entities managing trails are establishing endowments addressing long term maintenance needs. Volunteer groups who construct trails may be used to maintain them. City/county agencies can investigate which agency is best suited to cost effectively maintain the trail. Proper plant species, low mow or no mow practices limit the amount of fossil fuels used. The possibility of utility corridors with a trail maintained by the utility is another option. With the limited amount of trail funding opportunities for development it is essential that alternative methods of managing trails be explored to the fullest extent. Creating sustainable trails should be incorporated into trail design and construction.

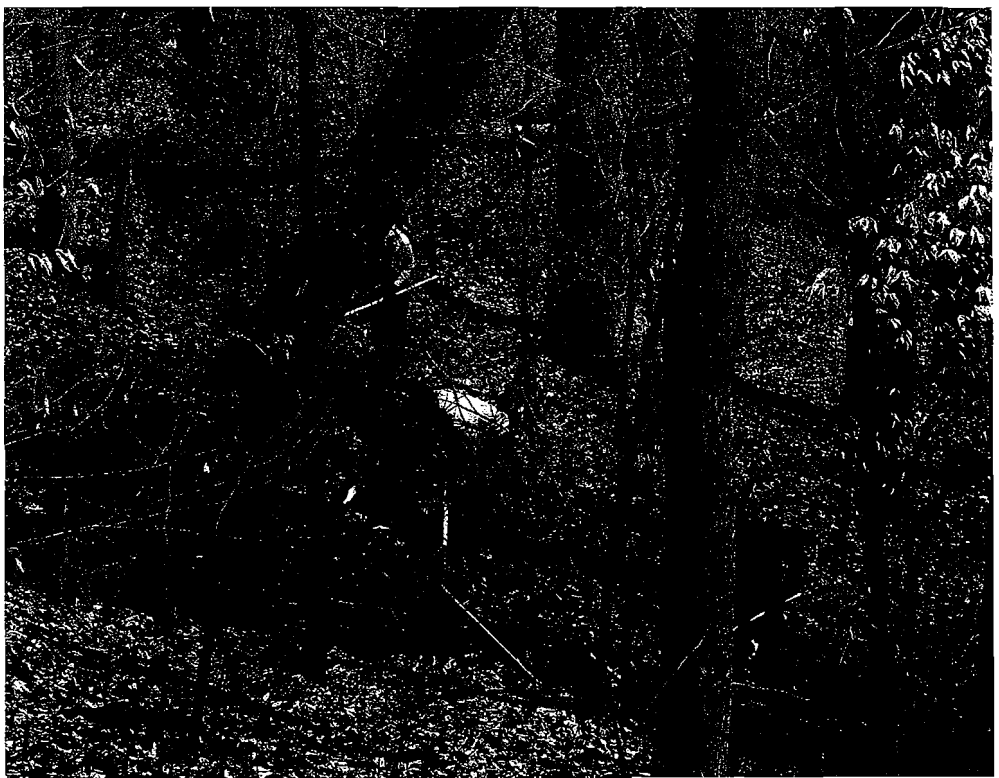
INDIANA TRANSPORTATION CORRIDOR PLANNING BOARD

This section is taken from the 2003 report of the Transportation Corridor Planning Board.

The Transportation Corridor Planning Board (TCPB) was established by Public Law 40-1995 that created Indiana Code 8-4.5.3. These statutes require the Indiana Department of Transportation (INDOT) and the Indiana Department of Natural Resources (IDNR) to annually submit the following to the TCPB:

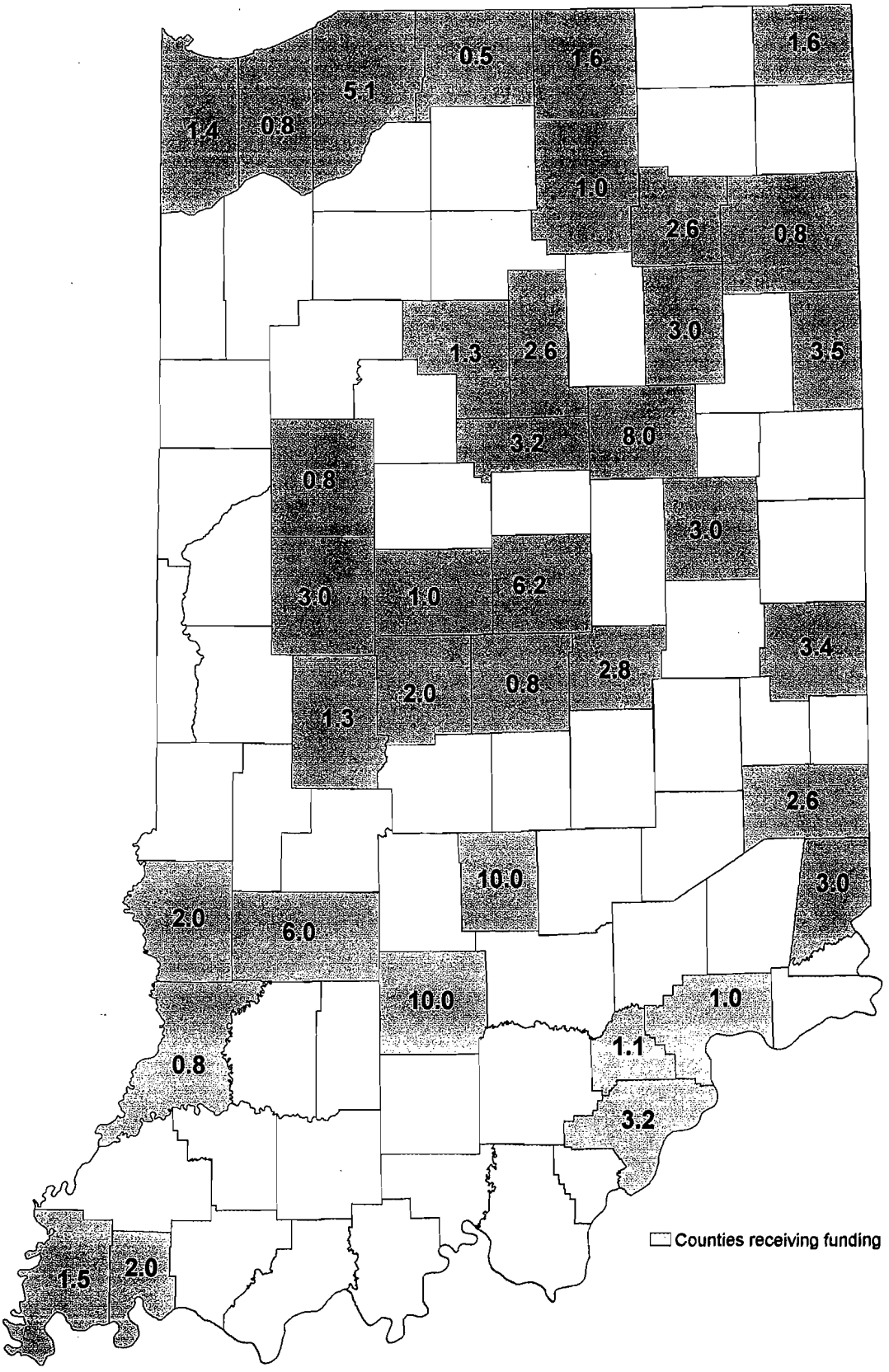
1. A list of existing rights-of-way that might be abandoned during the following year.
2. Priorities for potential future uses of rights-of-way consistent with INDOT's comprehensive transportation plan and IDNR's trail system plan.

Indiana Code also requires INDOT and IDNR to prepare an annual report that meets with the approval of the TCPB.

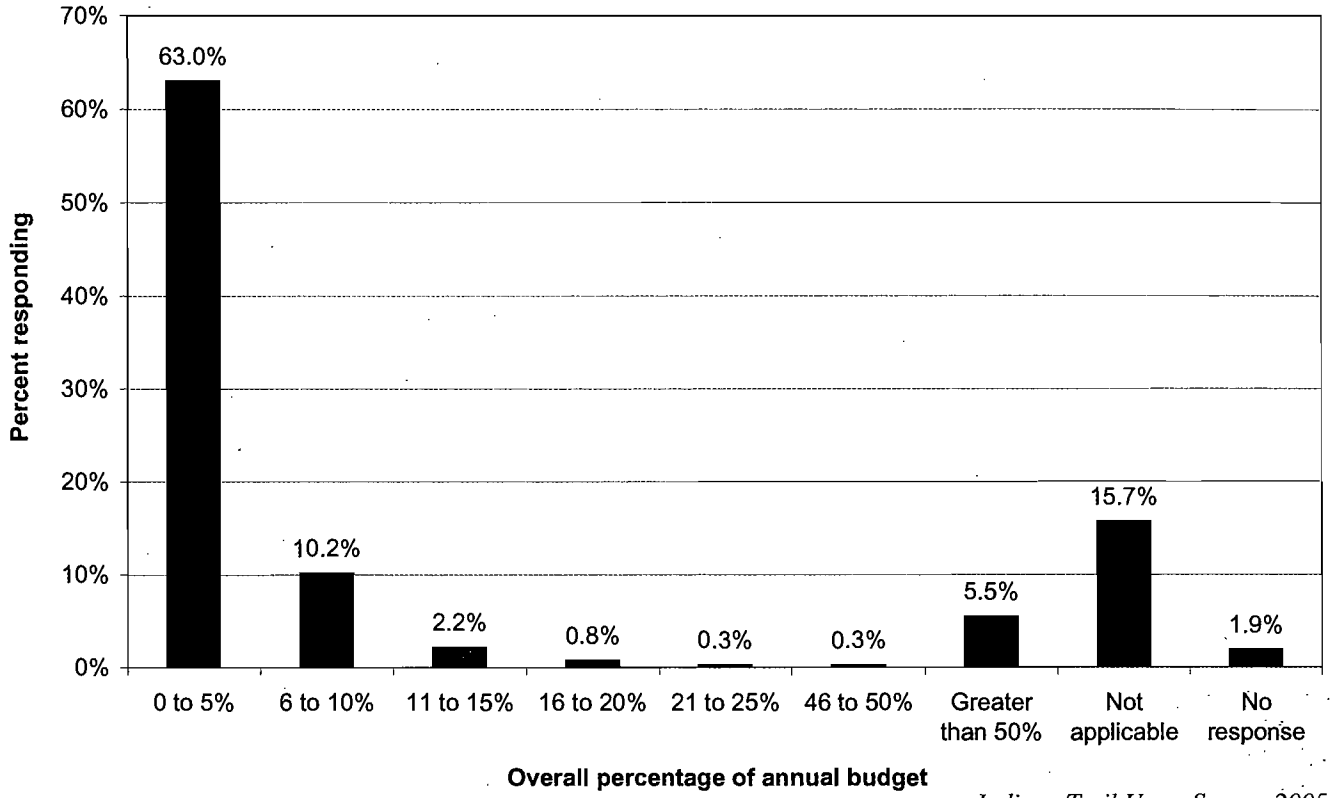


INDIANA TRAIL PROVIDERS

Miles of trail funded by the Recreational Trail Program by county

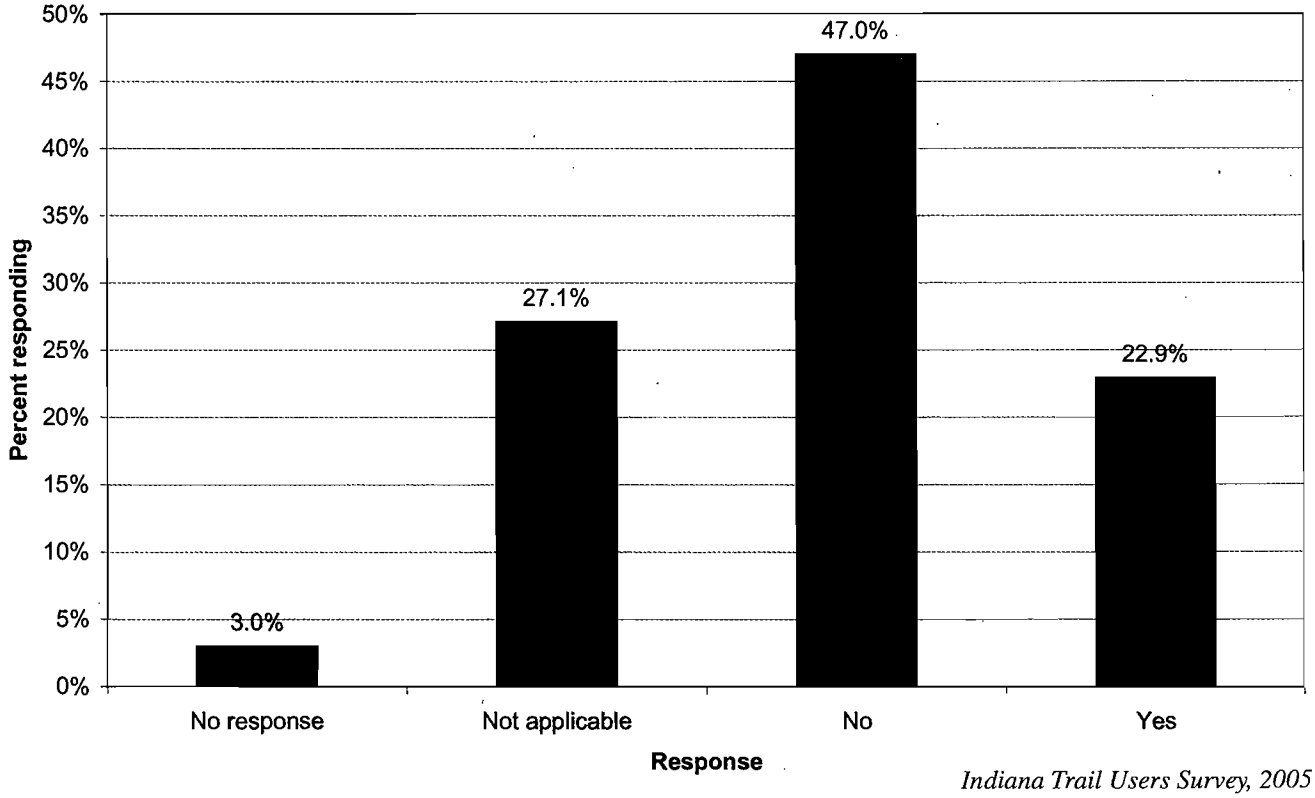


What approximate percentage of your total annual operating budget is used for trails?



Indiana Trail Users Survey, 2005

Does your organization have a long term plan for funding trail maintenance and management?



Indiana Trail Users Survey, 2005

The 2003 report included the following information:

1. A description of the rights-of-way abandoned during the previous year;
2. A TCPB approved version of the list of existing rights-of-way that might be abandoned during the following year;
3. A TCPB approved version of the prioritized list of potential future uses for the rights-of-way consistent with INDOT's comprehensive transportation plan and IDNR's trail system plan;
4. A list of any property purchased under the program outlined in IC 8-4.5;
5. Sources of funding for the program outlined in IC 8-4.5-3-7 otherwise known as the Transportation Corridor Fund; and
6. Other information that the TCPB considers relevant.

The 2003 report found that railroads seeking to abandon a line through the exemption process (fast track abandonment with little oversight from the Surface Transportation Board (STB)) are not required to file system diagram maps. Sixteen of Indiana's seventeen abandonments since 1995 were filed under the exemption process and never appeared on a system diagram map. System diagram maps are, therefore, poor indicators of future railroad line abandonment activity.

Under the exemption process, the first official indication of a railroad's plans to abandon a line comes in the form of a request for environmental and historical review. These requests are usually made only a month or two in advance of an official exemption notice. Once the exemption notice is filed, the line can be abandoned within 45 days. Relying only on the methods suggested by IC 8-4.5 to identify potential abandonment candidates could mean that the state would have as few as 75 days to react before a rail right-of-way is lost.

A better source of tracking the operating status of active lines is to look at the railroad's broader plans for rationalization of its system, rather than specific indications about particular lines. Rationalization activities encompass potential abandonments, but also include lines whose operational characteristics might change through a line sale, shortline spin-off, trackage rights assignment, or operating lease. Therefore, clues to rationalization are better indicators of which lines the state should watch for potential preservation activities.

In addition, the State of Indiana has a broader interest in corridor preservation than simply preserving right-of-way after lines have been abandoned. Preservation of active lines through shortline development or, in rare cases, contested abandonment applications, may be the best way to ensure that Indiana's long-term transportation interests are protected. It is, therefore, important that INDOT and the TCPB remain informed about railroad company rationalizations.

INDOT and IDNR reviewed and prioritized a list based on a process recommended by Parsons Brinkerhoff Quade & Douglas, Inc. as part of the Indiana Rail Corridor Preservation Study completed in Feb. 2003. The departments first evaluated the perceived level of threat to the line, the likelihood that the operating characteristics of a line would change. Relative threat level was gauged on factors such as traffic volumes, levels of service, a line's "fit" with the perceived long term system and the service goals of the owning railroad, freight customer contacts, conversations with the owning railroads, maintenance of the line, and monitoring industry publications and conferences. Once threat level was determined, INDOT and IDNR assigned a need level to each line in accordance with their long-range plans. The threat and need levels were then considered jointly by the Departments to develop a final ranking and proposed preservation use as required by IC 8-4.5-3.

To date, no property has been purchased by either INDOT or IDNR under the program outlined in IC 8-4.5. According to the report prepared by Parsons Brinkerhoff: "The Indiana process is cumbersome and inflexible. The time needed to complete the process takes longer than the current federal process of the Surface Transportation Board which oversees all the rail line acquisitions and abandonments. The current Indiana process (required by the statute) has thus precluded the State of Indiana from taking the necessary steps to acquire rail corridors due to the fact that the federal abandonment process is usually complete and corridor "lost" before the prescribed state process for corridor preservation can be completed."

The TCPB, INDOT and IDNR have recommended that new state legislation be considered to revise the acquisition process for rail corridors in a way that allows INDOT and IDNR to work within the federal abandonment deadlines. Such legislation should:

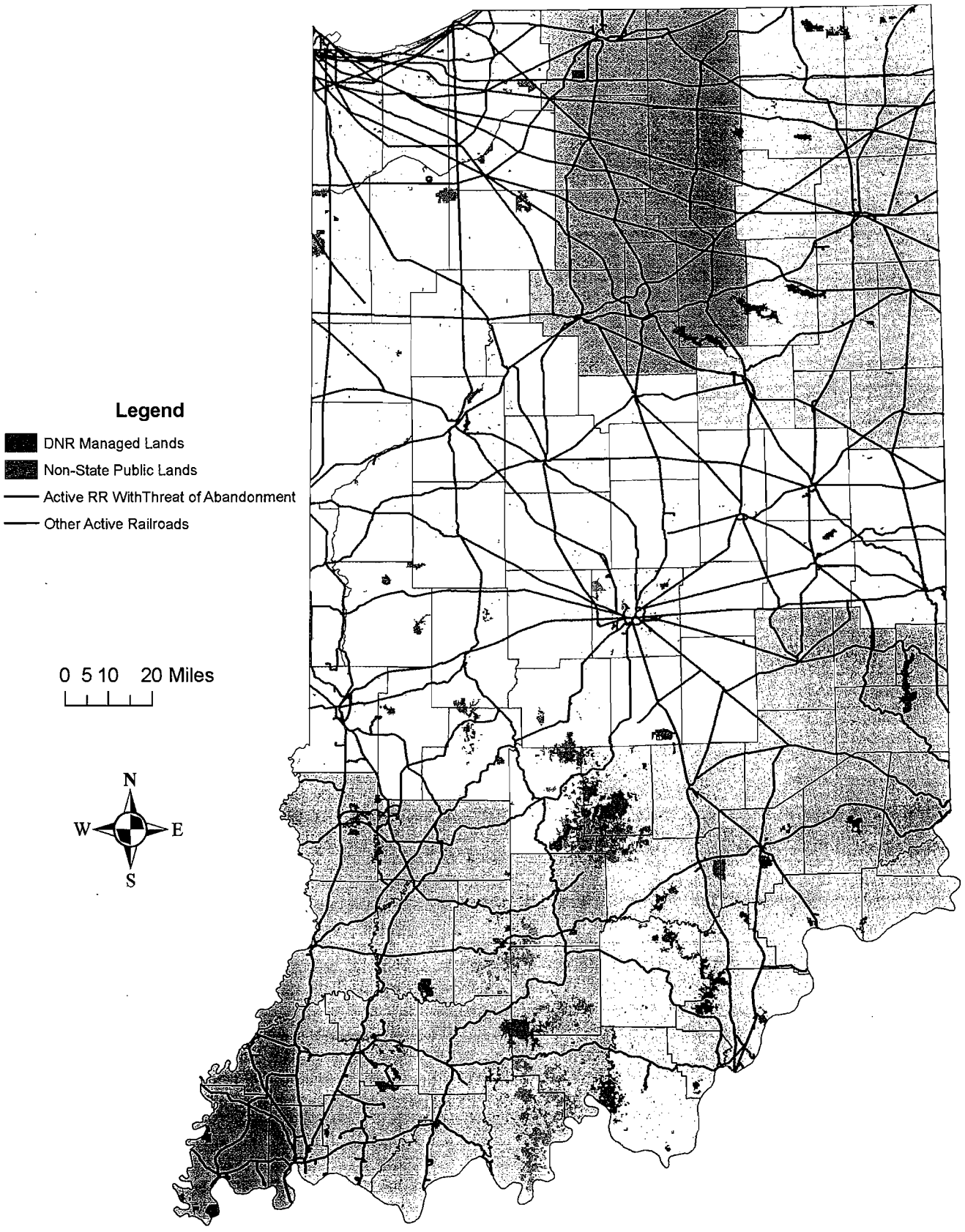
1. Grant INDOT first right of refusal on abandoned rail corridors.
2. Authorize INDOT and IDNR to engage in negotiations with railroads for the purchase of active and abandoned rail corridors.
3. Give INDOT and IDNR a means to acquire a fee simple interest in these corridors through expedited eminent domain if the purchase cannot be negotiated.
4. Require INDOT and IDNR to meet annually with the railroads serving the state to assess their status and discuss any issues that might need attention. This will allow staff to annually update

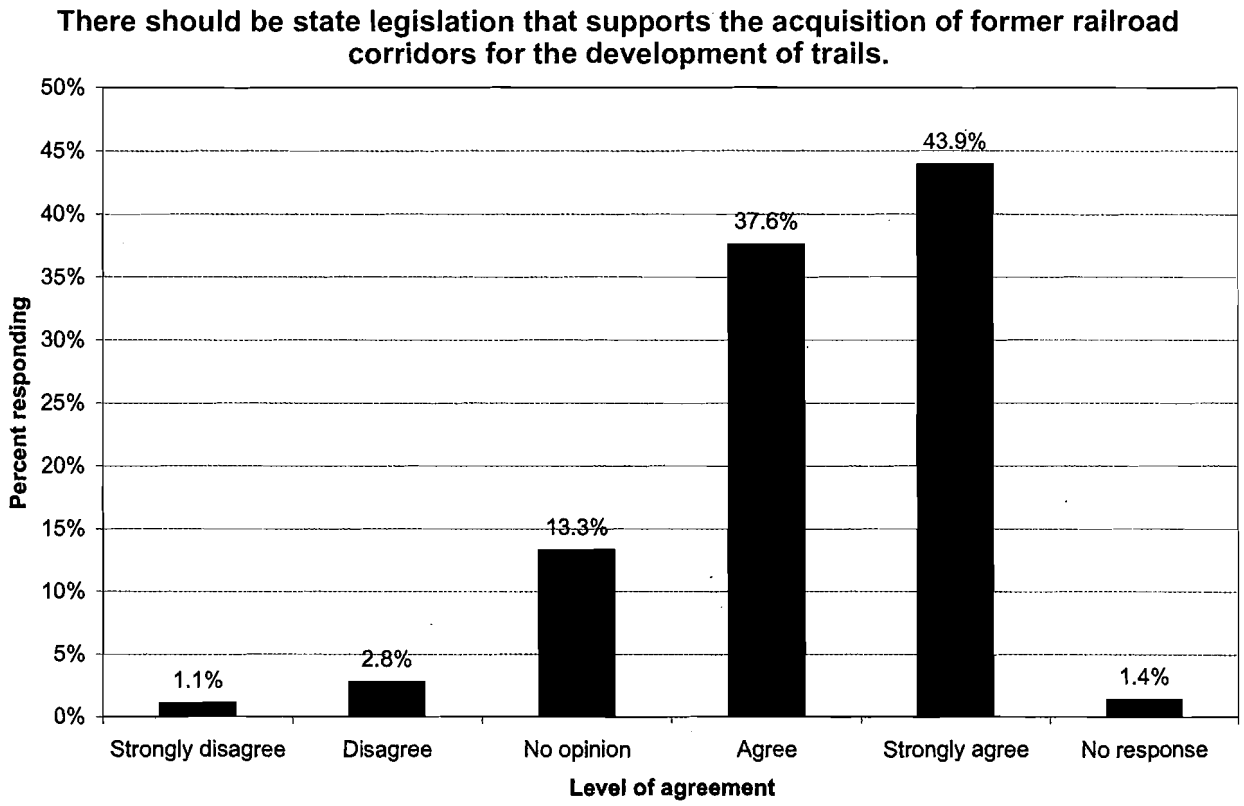
MATRIX CLASSIFICATION

RAIL CORRIDOR "NEED VS. THREAT" CRITERIA

		LOW	MEDUIM	HIGH
THREAT	LOW			
	MEDUIM			
	HIGH			

Active railroads in Indiana (INDOT, 2005)





the list of rail corridors that might be rationalized during the coming year.

5. Require that INDOT and IDNR, in consultation with affected state and local agencies, annually prepare a master list of rail corridors for preservation.
6. Modify the role of the TCPB to an advisory body, eliminating the requirement that the Board approve proposed corridor acquisitions.
7. Modify requirements for public input in the state process to align with the federal abandonment deadlines.

The Board's new advisory role would be facilitated if Board members were among those notified by INDOT when railroads file applications for abandonment. Currently, IC 8-3-1-21.1 requires INDOT to provide written notice of a railroad's intent to abandon a line to the County Commissioners, Mayor or Town Board, County Surveyor, Department of Commerce and Department of Natural Resources. The TCPB recommends that INDOT administratively add TCPB members and any affected Metropolitan Planning Organization (MPO) to the notification list. Such notice would increase communication and provide an additional outlet for public awareness and involvement in the STB abandonment process.

In addition to the difficulties outlined above, lack of adequate funding has been another significant obstacle to state corridor preservation. Costs to acquire rail lines typically range from $10,000 per mile at the lowest to $1 million per mile or more in urban areas. Without access to substantial funds, or the ability to borrow funds for later repayment, INDOT and IDNR are largely unable to railbank or otherwise purchase railroads threatened with abandonment.

Under current property rights laws and in light of recent court rulings, if corridors are not preserved during the initial abandonment process, they are lost through reversion. While the legislature could grant funds to INDOT for specific acquisitions, this would be difficult to accomplish in the short timeframes set by the STB due to the fact that abandonments are often approved in two months. The likelihood that a line could be abandoned between legislative sessions is high. Without a source of funds, Indiana would be unable to respond.

IC 8-4.5-3-7 contemplates the use of the Transportation Corridor Fund (TCF) to implement Indiana's corridor preservation program. However, the TCF has never received an appropriation or been tied to a dedicated funding source since it was created nearly eight years ago. The TCPB encourages INDOT and IDNR to develop a process that would permit either agency to acquire rail corridors as they become available and to seek appropriate funding to support that process.

The Board believes that rail corridor preservation, whether for continued freight service, intercity passenger service, local transit, bicycle or pedestrian transportation, recreational use, or utility corridors, is an important state function with policy implications that reach beyond local or regional impacts. In light of the obstacles to state corridor preservation efforts, a system of local preservation has evolved. Nevertheless, the TCPB wants to address obstacles to direct state involvements to define a statewide perspective on this issue.

RAILBANKING

Railbanking is a way for railroad lines proposed for abandonment to be preserved by converting them to trail use for the interim. The National Trails System Act was amended in 1983 by Congress to create the railbanking program through the Surface Transportation Board (STB). At the time there was great concern about the rapid loss of the United States rail network. Many railroads are not built on land actually owned by the railroad company, but that was acquired by an easement. The terms of the easement often require that the land continue to be used for transportation, or it will revert to the property owner. Railbanking may be a solution satisfying these conditions by keeping the corridor intact. If future conditions (e.g., depletion of oil reserves) require relaying rails and ties or if corridors are needed for utilities, they will still be available for use.

By filing both a railbanking and public use condition request to the STB, the corridor's integrity is preserved by using it as a multiple-use trail. This scenario arises if the title to a rail corridor soon to be abandoned is in question and there is interest in the corridor being used as a trail. Many railroad rights-of-way contain easements that will revert back to the adjacent landowner once the line is abandoned and the abandonment process is completed. The filed request will allow the STB to intervene by placing a restriction on the abandonment. The railroad company is prevented from selling or disposing of any such property or related structures as bridges or culverts for 180 days after the abandonment is authorized.

Public agencies and qualified private organizations can request railbanking. All requests must be made to Washington D.C. and the requesting agency must submit a "Statement of Willingness to Assume Financial Responsibility". The abandoning railroad company must agree to negotiate a railbanking agreement, and, therefore, must be served a copy of the request at the same time it is submitted to the STB. Once an agreement is approved, the trail manager has time to solicit support and funding to purchase the rail line. Railbanking does not guarantee a free trail since the railroads will generally want to be compensated. Likewise, the railroads are generally given the option to re-purchase the corridor if they wish to use the lines for rail traffic once again.

TRAILS MAINTENANCE AND MANAGEMENT

Maintenance becomes more and more of an issue as trails age. With the limited amount of monies to create trails, it is very important that trail owners have a grasp of the "who, what, when, where and how" of maintaining them. The following items should be considered when developing a trail maintenance program. Additional tasks not mentioned may also be specific to a particular trail.

- Upkeep of trail signs and pavement markings
- Trimming of vegetation to maintain adequate sight distance and clearance
- Patching and grading of trail surfaces
- Cleaning of drainage structures
- Cleaning and sweeping of trail
- Inspection of trail structures
- Maintenance of lighting fixtures
- Routine trail inspection
- Litter and trash pick-up
- Snow removal
- Mowing of trail shoulders
- Timely removal of graffiti
- Repair and replacement of damaged trail benches and amenities

Maintaining trails begins with thoughtful planning followed by careful construction. If a trail is not well thought out and properly constructed maintenance will be time consuming thus costly. Building a sustainable trail keeps maintenance to a minimum. Consider cross slope, running slope, surfacing and water crossings (including bridges) and construction materials being used, to name a few. Alignment of the trail, examining soil types and drainage patterns are extremely important when deciding where to build a trail and how to maintain it. Consider the maintenance challenges occurring when utilizing a railroad right-of-way compared to a river greenway. In a greenway the existing plants, underlying soils and drainage each pose trail design challenges. Additionally, flooding and aftermath cleanup need to be examined. Constructing on an abandoned railbed should offer an established sub-base and fewer grade and drainage issues. Trail surface material impacts trail maintenance; therefore, surfacing is a main consideration.

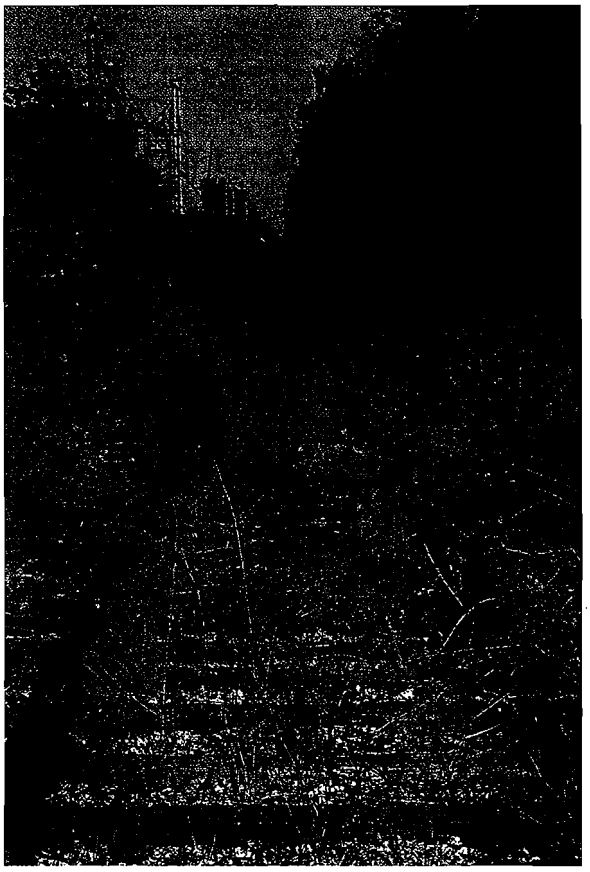
A universally accessible trail allows use by persons with physical limitations or strollers. Creating an accessible trail requires a firm and stable surface. Popular choices for an accessible surface are asphalt/concrete or crushed limestone. Indiana has easy access to crushed limestone (73s or dusty 11s) which can be maintained firm and stable. This material is a mixture of small angular pieces which, due to the various sizes, packs densely when compacted. Rain and pedestrian traffic help keep the limestone screenings trail firm and stable. Using limestone screenings requires more daily maintenance. The cross slope and running slopes must be kept to a minimum. Ideally limestone screenings work best on a flat trail (2% slopes). Erosion of the surface is likely if crushed limestone is used on greater slopes. Gullies form and can wash out if not maintained.

Even on flat surfaces the trail may produce small holes that will need to be filled and tamped or preferably roll compacted. Each surface choice has maintenance benefits and shortcomings. Asphalt or concrete trails are long-lasting and much more self-maintaining. However, the long-term maintenance can be costly as it ages and deteriorates. Filling cracks, sealing the surface and keeping vegetation back are important. At some point the trail will need to be replaced or resurfaced. So, having a long term funding source for trail maintenance is important. Trail design and

construction impact the service life of a trail.

Creating an adequate sub-base for the trail surface is critical. Such materials as geotextile fabric and vegetation barrier fabric used with soil have the ability to separate, filter, reinforce, protect and drain. These fabrics, used with proper stone size and depth, are essential when establishing a trail. The geotextile fabric can be particularly important in wetland or soft soil conditions. Recycled concrete is also an ideal sub-base material for a trail. The trail surface can be compared to a house in that a solid, substantial footer or foundation is the first part of a long lasting structure.

Beyond the edge of path surfaces are maintenance tasks, including litter pickup, graffiti removal, and caring for green space along the trail. When planning for trail maintenance, the edge has many aspects to consider that affect the physical effort and fiscal cost expended. Sustainability of the trail relates to those expenses. The amount of turf grass may be considered, or edge plantings can include less costly design solutions than turf grasses that require higher maintenance costs including mowing, fertilizing and irrigation. Less mowing and watering will cut fuel and maintenance costs. Planting prairie and native plants creates a mixed specie avenue for humans and wildlife. A variety of plant material attracts butterflies and birds enjoyed by trail users. In some places the edge may be restored to historical patterns of succession. To successfully integrate this method requires study and observation of the site. Trail users will need to accept this nontraditional look instead of a "mowed park".



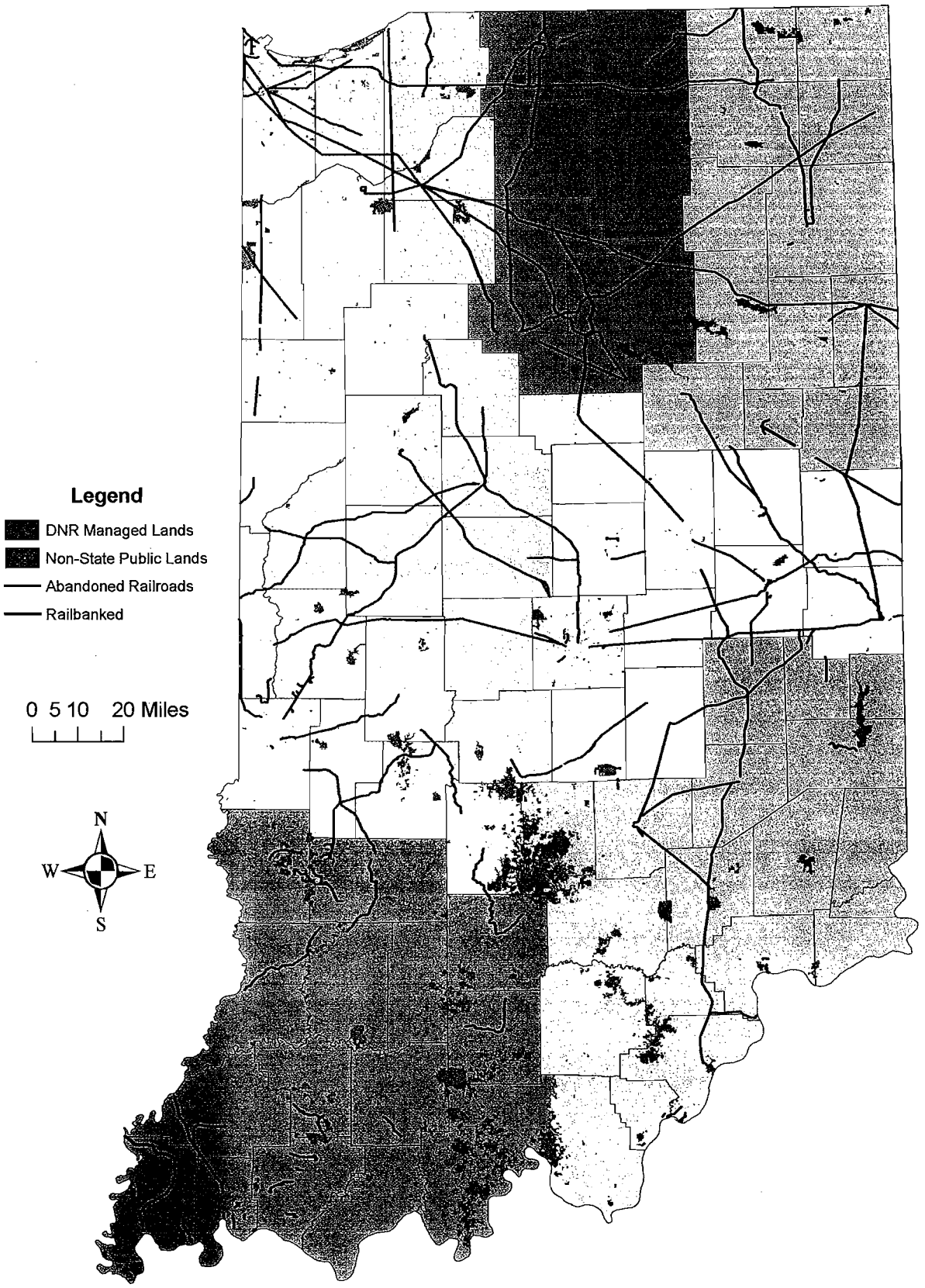
A restoration project requires knowledge of the historical disturbance regimes that occur in the local ecosystem. If appropriate, re-introduce some disturbances back into the ecosystem such as controlled burning or invasive species removal. It is important to understand the successional stages of the ecosystem being managed. Take advantage of any research conducted relating to historical site conditions, including soils, climate, vegetation and disturbance. Conduct a site analysis to help decide if long term maintenance should include disturbances and succession management. Remember that species composition, ecosystem structure and function are linked and change during succession.

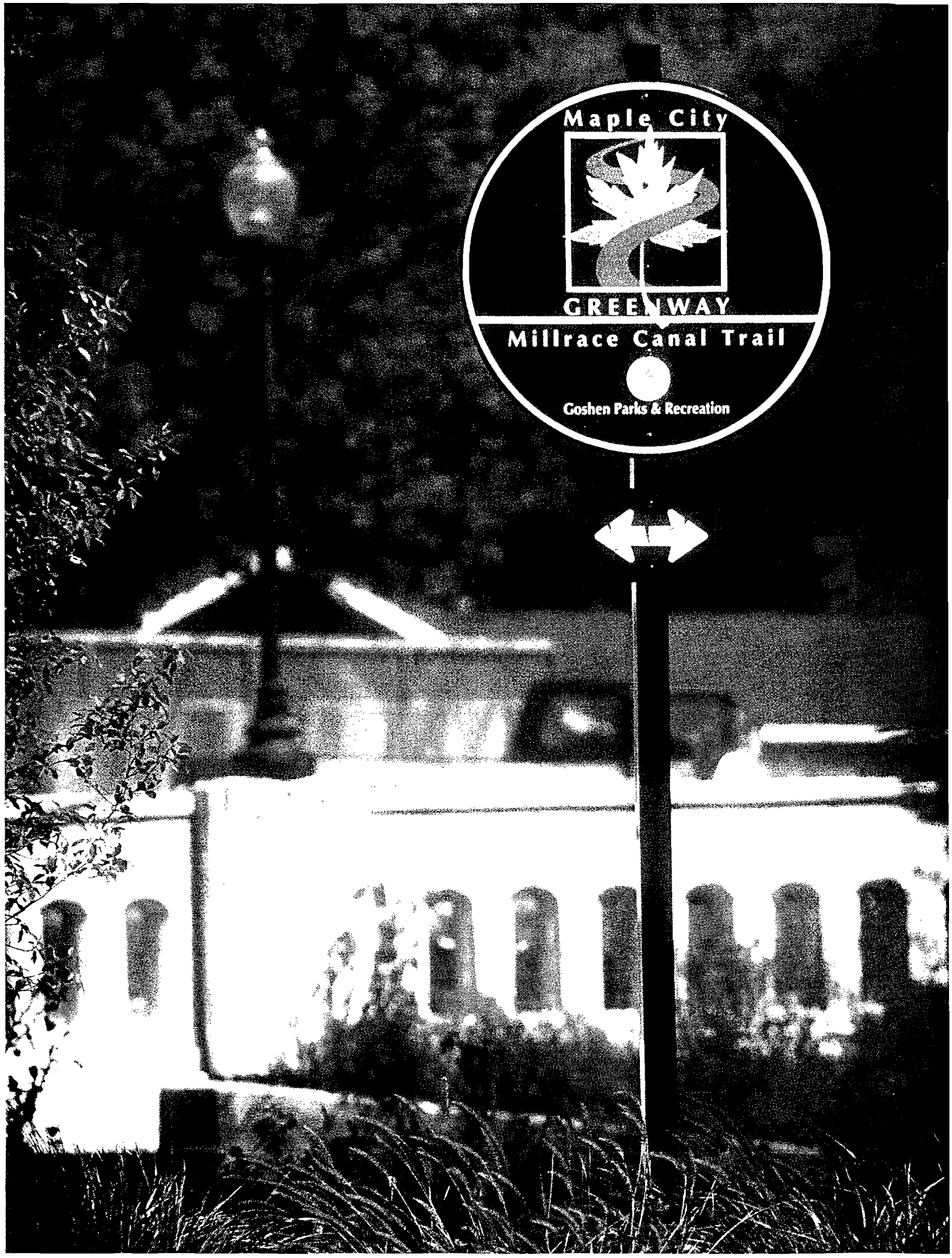
Another consideration is who will perform the required tasks. Some not-for–profit groups are maintaining their trails with volunteers. A few paid staff may coordinate activity but the majority of the work is accomplished by concerned citizens who take time out of their lives to maintain the trail. Taking active ownership of the trail is one reason Cardinal Greenway is well maintained. Some not-for-profits and public entities have created "Adopt a Trail/Greenway/Path" programs where citizens may care for a section of trail to be maintained by groups, schools, businesses or organizations, etc. Taking a page from local soil and water conservation districts, centrally located special use trail equipment in INDOT districts around the state could be loaned to qualified operators for maintenance support by volunteers and weekend maintenance events. Trail systems are maintained while costs are offset through equipment sharing.

In other instances Park and Recreation departments maintain the trail completely or use volunteers, work release programs, prison labor, or a combination of the above. Some Department of Public Works or Street Departments, depending on the trail location and jurisdiction control, will maintain trails. City or county highway and road departments have become more active in trail maintenance due to direct correlation between trails and transportation. As they maintain the road, why not care for the trail that runs along the road? Where trails are built on levees, some levee authorities maintain them. Trail edge and/or the trail surface may be maintained by utility companies where their services exist under or over a trail. Money from the lease or easement from such utilities could be used. Other entities managing trails establish maintenance endowments that ensure that both short term and long term maintenance needs are met.

Building trails for Indiana trail users and visitors adds a valuable outdoor recreation resource to our communities. However, sustainability and usefulness depends on trail stewardship. The commitment to long term maintenance is as important as the creation of the trail. Thoughtful planning, careful construction and lasting maintenance of trails will help ensure an enjoyable, healthy and pleasing resource for everyone.

Abandoned and railbanked railroad lines in Indiana (INDOT, 2005)




Maple City
GREENWAY
Millrace Canal Trail
Goshen Parks & Recreation

CHAPTER 5

SUPPLY AND DEMAND FOR TRAILS

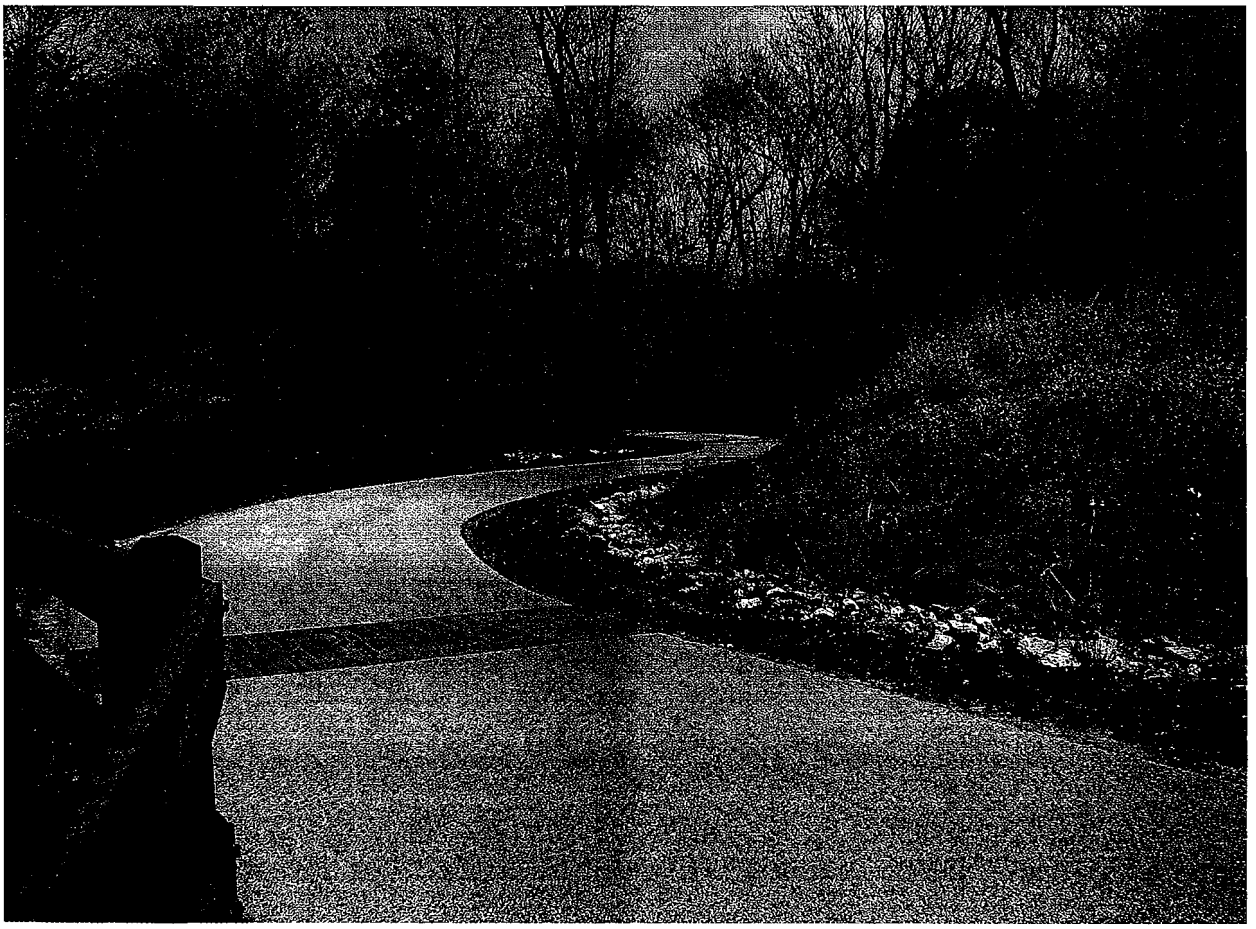
This chapter provides information describing the supply of trails available in Indiana. The demand for trails is also included in this section so the reader can assess for themselves the ability of the supply of trails in Indiana to meet the demand.

THE INDIANA TRAILS INVENTORY

Many entities at the federal, state and local level work to provide trails in Indiana. In 1993 the Department of Natural Resources conducted a survey of all local park and recreation, federal and DNR agencies to determine the supply of publicly owned and managed trails in Indiana. Since then, DNR has maintained the trails inventory through input from local providers and by mapping trails in house. The DNR Division of Outdoor Recreation, streams and trails section continues to survey trail managing entities and map all open and planned trails in Indiana. This data is maintained in a GIS system within the department. It is available to the public for viewing on the Web at http://igs.indiana.edu/arcims/statewide/index.html through the Indiana Geologic Survey.

This inventory has provided the data used to create the majority of the maps presented in this plan. This system is a work in progress. Since the number of trails in Indiana is growing and more and more people are getting involved in developing trails, individuals who maintain this system are having a hard time keeping up. Nonetheless, this inventory is a valuable tool for trail advocates and managers to use to create more trails, connect trails to destinations and plan for alternative transportation corridors. Trail managers can help keep this tool up to date by keeping the Division of Outdoor Recreation informed about their trails, both developed and planned.

This inventory includes trails that are currently open, under development and planned. Originally, trails included in this inventory were at least ½ mile in length. However as trail entities grow more sophisticated in the way they manage and map their trails, trails mapped by the local entities have been incorporated regardless of



Indiana Trails Inventory categorized by county and use

County Name	Hiking Trails	Equestrian Trails	Bicycle Trails	Mountain Bike Trails	Wheelchair Accessible Trails	Nordic Ski Trails	Water Trails	Snowmobile Trails	Total for all Trails in County
	# of Trails / # of Trail Miles								
Adams	4/2.7	0/0	0/0	1/1.1	3/1.6	0/0	0/0	0/0	4/2.7
Allen	12/38.17	0/0	12/38.17	0/0	12/38.17	2/12.2	0/0	1/25.7	13/65.57
Bartholomew	4/26.65	0/0	4/26.65	0/0	4/26.65	0/0	0/0	0/0	4/26.65
Benton	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0
Blackford	1/8.6	0/0	0/0	0/0	0/0	0/0	0/0	0/0	1/8.6
Boone	10/20.1	0/0	7/15.75	2/1.25	7/15.75	1/2.0	0/0	0/0	10/20.1
Brown	37/97.6	33/100.9	0/0	2/10.1	4/1.1	0/0	0/0	0/0	61/165.9
Carroll	12/11.6	0/0	11/10.9	1/0.7	0/0	12/11.6	1/25.8	0/0	13/37.4
Cass	3/17.5	0/0	3/7.5	0/0	3/7.5	1/1.3	0/0	0/0	3/18.8
Clark	25/56	3/65.4	8/20.4	5/7.9	8/18.75	0/0	1/4.0	0/0	30/125.9
Clay	3/2.25	0/0	0/0	0/0	0/0	0/0	0/0	0/0	3/2.25
Clinton	1/0.8	0/0	0/0	0/0	0/0	0/0	0/0	0/0	1/0.8
Crawford	6/24.5	3/33.8	2/2.4	2/19.6	2/2.4	1/1.8	0/0	0/0	7/38.7
Daviess	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0
Dearborn	2/2.0	0/0	2/2.0	0/0	2/2.0	0/0	0/0	0/0	2/2.0
Decatur	1/1.7	0/0	1/1.7	0/0	1/1.7	0/0	0/0	0/0	1/1.7
Dekalb	3/4.4	0/0	2/4.1	0/0	3/4.4	0/0	0/0	0/0	3/4.4
Delaware	6/28.95	1/10.3	6/28.95	0/0	6/28.95	2/22.7	0/0	0/0	7/39.25
Dubois	13/31.1	1/2.4	5/13.4	6/11.2	6/15.4	1/1.01	0/0	0/0	14/33.1
Elkhart	21/61.5	1/10.9	11/35.7	5/17.2	10/34.45	8/31.85	1/25.7	2/62.4	25/143.2
Fayette	3/12.3	0/0	1/11.0	0/0	1/11.0	0/0	0/0	0/0	3/12.3
Floyd	8/12.9	0/0	8/12.9	0/0	7/12.0	0/0	0/0	0/0	8/12.9
Fountain	7/7.3	0/0	3/5.2	0/0	4/5.7	0/0	0/0	0/0	7/7.3
Franklin	13/38.95	0/0	1/3.8	4/11.0	1/0.7	0/0	0/0	0/0	13/38.95
Fulton	1/5.3	0/0	1/5.3	0/0	1/5.3	0/0	0/0	0/0	1/5.3
Gibson	1/0.7	0/0	0/0	0/0	0/0	0/0	0/0	0/0	1/0.7
Grant	6/19.95	1/3.0	9/19.95	0/0	6/19.95	2/10.6	0/0	0/0	6/19.95
Greene	7/17.6	3/5.2	0/0	1/8.0	0/0	0/0	0/0	0/0	7/17.6
Hamilton	69/201.9	0/0	65/194	2/4.4	66/197.5	1/2.5	0/0	0/0	69/201.9
Hancock	2/6.92	0/0	2/6.92	0/0	2/6.92	1/3.0	0/0	0/0	2/6.92
Harrison	17/44.8	12/75.3	7/5.3	0/0	7/5.3	0/0	1/43.7	0/0	30/163.8
Hendricks	27/64.55	1/20.0	23/60.15	0/0	24/60.65	1/20.0	0/0	0/0	27/64.55
Henry	11/33.25	0/0	5/28.0	0/0	5/28.0	1/3.0	0/0	0/0	11/33.25
Howard	5/7.0	0/0	5/7.0	0/0	5/7.0	0/0	0/0	0/0	5/7.0
Huntington	19/68.8	3/1.3	0/0	2/22.5	0/0	6/11.55	0/0	4/27.5	20/69.3
Jackson	27/63.65	6/39.7	1/1.9	10/38.1	2/2.65	0/0	0/0	0/0	29/76.05
Jasper	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0
Jay	1/3.1	0/0	1/3.1	0/0	1/3.1	0/0	0/0	0/0	1/3.1
Jefferson	12/16.35	0/0	2/3.25	1/0.5	2/3.25	2/3.25	0/0	0/0	12/16.35
Jennings	9/16.8	0/0	0/0	0/0	0/0	0/0	0/0	0/0	9/16.8
Johnson	9/11.75	5/3.9	8/11.0	0/0	5/9.05	4/2.9	0/0	0/0	9/11.75
Knox	2/6.45	0/0	1/5.75	0/0	2/6.45	0/0	0/0	0/0	2/6.45
Kosciusko	5/22.8	0/0	5/22.8	0/0	5/22.8	0/0	0/0	0/0	5/22.8
LaGrange	4/5.7	1/3.3	1/3.3	0/0	1/3.3	1/3.3	0/0	0/0	4/5.7
Lake	36/107.85	0/0	29/88.95	4/16.0	29/95.55	8/29.7	0/0	0/0	36/107.85
LaPorte	14/16.9	1/3.8	7/9.9	2/4.7	8/10.1	6/7.3	0/0	0/0	14/16.9
Lawrence	8/29.4	1/19.1	0/0	1/19.1	0/0	0/0	0/0	0/0	8/29.4
Madison	5/9.3	0/0	4/8.0	1/1.3	4/8.0	0/0	0/0	0/0	5/9.3
Marion	29/109.73	2/5.1	26/105.3	2/9.3	26/105.3	9/46.83	1/10.32	0/0	129.05
Marshall	3/5.4	0/0	2/5.1	0/0	2/5.1	0/0	0/0	0/0	3/5.4
Martin	5/15.35	0/0	2/4.3	1/6.8	2/4.3	0/0	0/0	0/0	5/15.35
Miami	8/41.2	0/0	4/35.5	0/0	4/35.1	3/5.3	0/0	0/0	8/41.2
Monroe	23/88.64	2/30.6	7/8.39	2/4.6	5/6.49	0/0	0/0	0/0	23/88.64
Montgomery	17/17.4	0/0	6/7.2	0/0	6/7.2	2/3.0	1/2.3	0/0	18/19.7

County Name	Hiking Trails	Equestrian Trails	Bicycle Trails	Mountain Bike Trails	Wheelchair Accessible Trails	Nordic Ski Trails	Water Trails	Snowmobile Trails	Total for all Trails in County
	# of Trails / # of Trail Miles								
Morgan	1/2.5	0/0	0/0	0/0	0/0	0/0	0/0	0/0	1/2.5
Newton	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0
Noble	11/14.2	0/0	0/0	2/3.0	1/2.2	3/4.5	0/0	0/0	11/14.2
Ohio	1/0.8	0/0	1/0.8	0/0	1/0.8	0/0	0/0	0/0	1/0.8
Orange	10/57.1	4/44.95	1/8.1	4/44.95	1/8.1	1/8.1	1/9.0	0/0	11/66.1
Owen	14/29.3	3/10.2	0/0	1/7.0	1/0.6	2/2.0	0/0	0/0	15/31.3
Parke	18/43.1	1/20.2	1/20.2	0/0	1/20.2	1/20.2	2/10.4	0/0	20/53.5
Perry	9/77.8	3/4.8	0/0	4/50.7	0/0	0/0	0/0	0/0	10/79.0
Pike	4/9.2	3/7.7	1/1.5	0/0	1/1.5	0/0	0/0	0/0	4/9.2
Porter	27/71.2	1/6.4	4/14.7	2/9.6	4/14.7	10/31.0	0/0	0/0	27/71.2
Posey	8/20.8	1/1.5	2/15.8	0/0	1/12.3	0/0	0/0	0/0	10/25.8
Pulaski	14/37.9	6/14.5	0/0	0/0	0/0	4/8.3	0/0	0/0	14/37.9
Putnam	14/45.45	1/18.0	11/40.4	1/3.5	13/44.65	3/23.4	0/0	0/0	15/45.95
Randolph	2/4.0	0/0	2/4.0	0/0	2/4.0	2/4.0	0/0	0/0	2/4.0
Ripley	9/25.7	5/17.9	0/0	0/0	0/0	0/0	0/0	0/0	9/25.7
Rush	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0
St. Joseph	18/31.3	3/8.4	11/23.9	1/0.6	10/20.6	8/13.3	0/0	1/73.0	22/112.5
Scott	9/34.75	1/23.8	6/17.75	0/0	6/17.75	0/0	0/0	0/0	10/58.55
Shelby	3/2.4	0/0	3/2.4	0/0	3/2.4	0/0	0/0	0/0	3/2.4
Spencer	11/16.7	0/0	1/1.5	0/0	0/0	0/0	0/0	0/0	12/18.2
Starke	1/1.25	0/0	0/0	0/0	0/0	0/0	0/0	0/0	1/1.25
Steuben	17/29.25	0/0	5/15.7	1/2.1	5/15.7	9/12.9	0/0	1/23.0	18/52.25
Sullivan	7/18.4	5/14.9	0/0	0/0	0/0	0/0	0/0	0/0	7/18.4
Switzerland	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0
Tippecanoe	17/34.9	0/0	14/22.9	0/0	10/18.35	3/13.3	1/23.1	0/0	18/58.0
Tipton	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0
Union	9/21.25	1/9.0	1/0.0	0/0	1/0.0	0/0	0/0	0/0	9/21.25
Vanderburgh	9/38.9	0/0	9/38.9	0/0	9/38.9	0/0	0/0	0/0	9/38.9
Vermillion	2/3.2	0/0	2/3.2	0/0	2/3.2	0/0	0/0	0/0	2/3.2
Vigo	3/11.8	0/0	3/11.8	0/0	3/11.8	0/0	0/0	0/0	3/11.8
Wabash	11/41.8	4/39.4	5/9.75	0/0	6/10.5	2/3.7	0/0	2/14.6	12/53.6
Warren	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0	0/0
Warrick	2/5.25	0/0	2/5.25	0/0	2/5.25	0/0	0/0	0/0	2/5.25
Washington	5/69.8	1/12.7	2/17.2	0/0	2/17.2	0/0	1/3.3	0/0	7/85.8
Wayne	7/27.3	1/8.4	3/21.5	0/0	3/21.5	3.21.5	0/0	0/0	7/27.3
Wells	9/18.0	0/0	3/5.0	0/0	3/5.0	5/13.0	0/0	0/0	9/18.0
White	2/6.2	0/0	1/5.2	0/0	1/5.2	0/0	0/0	0/0	2/6.2
Whitley	2/3.0	0/0	1/2.0	0/0	1/2.0	1/2.0	0/0	0/0	2/3.0

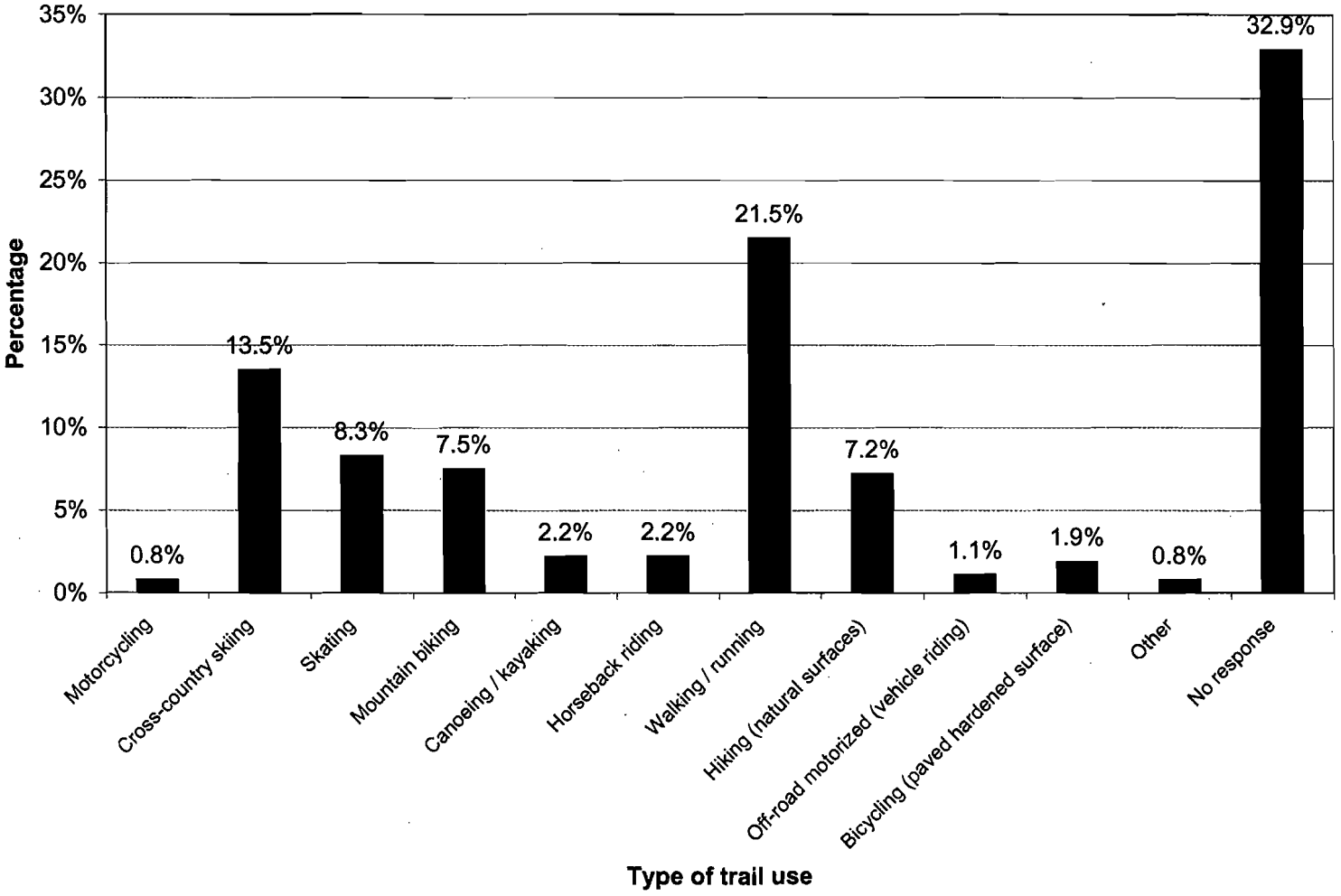
This inventory includes trails that are considered multi-use trails and inventoried as of January 2006. In addition to tracking mileage for individual trails, mileage is tracked for individual uses; therefore, the summed totals for the individual uses does not equal the total miles available for a given county.

SUPPLY AND DEMAND FOR TRAILS

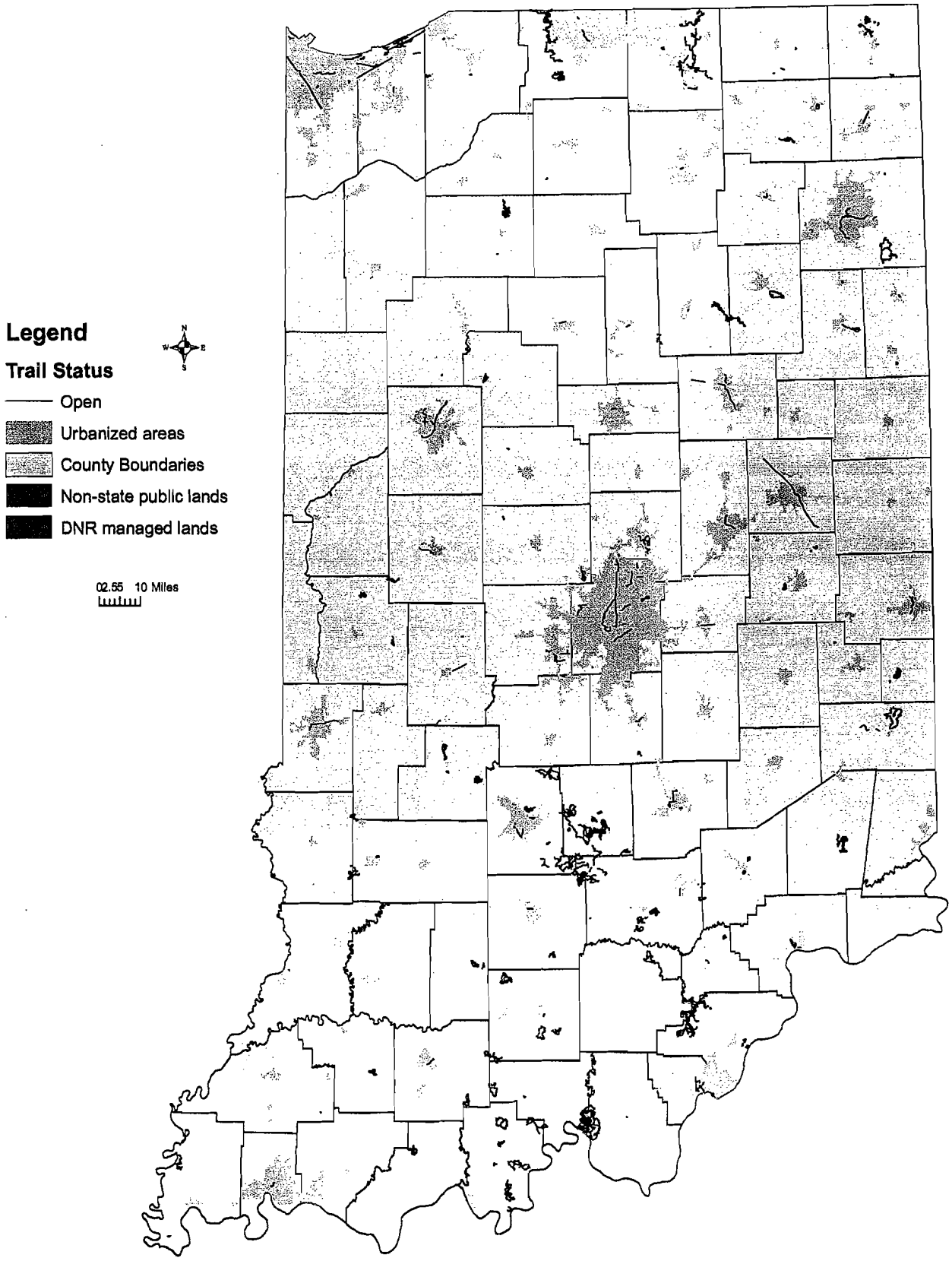
Total trail mileage in Indiana (built, proposed and visionary)

Trail miles open to the public	2074
Trail miles proposed to be built (other than visionary trails)	934
Trail miles currently being developed	136
Visionary trail miles (Does not include Wabash River or the Knobstone Trail)	1002
Total trail opportunity miles in Indiana	4146

What is the type of trail use your system provides?

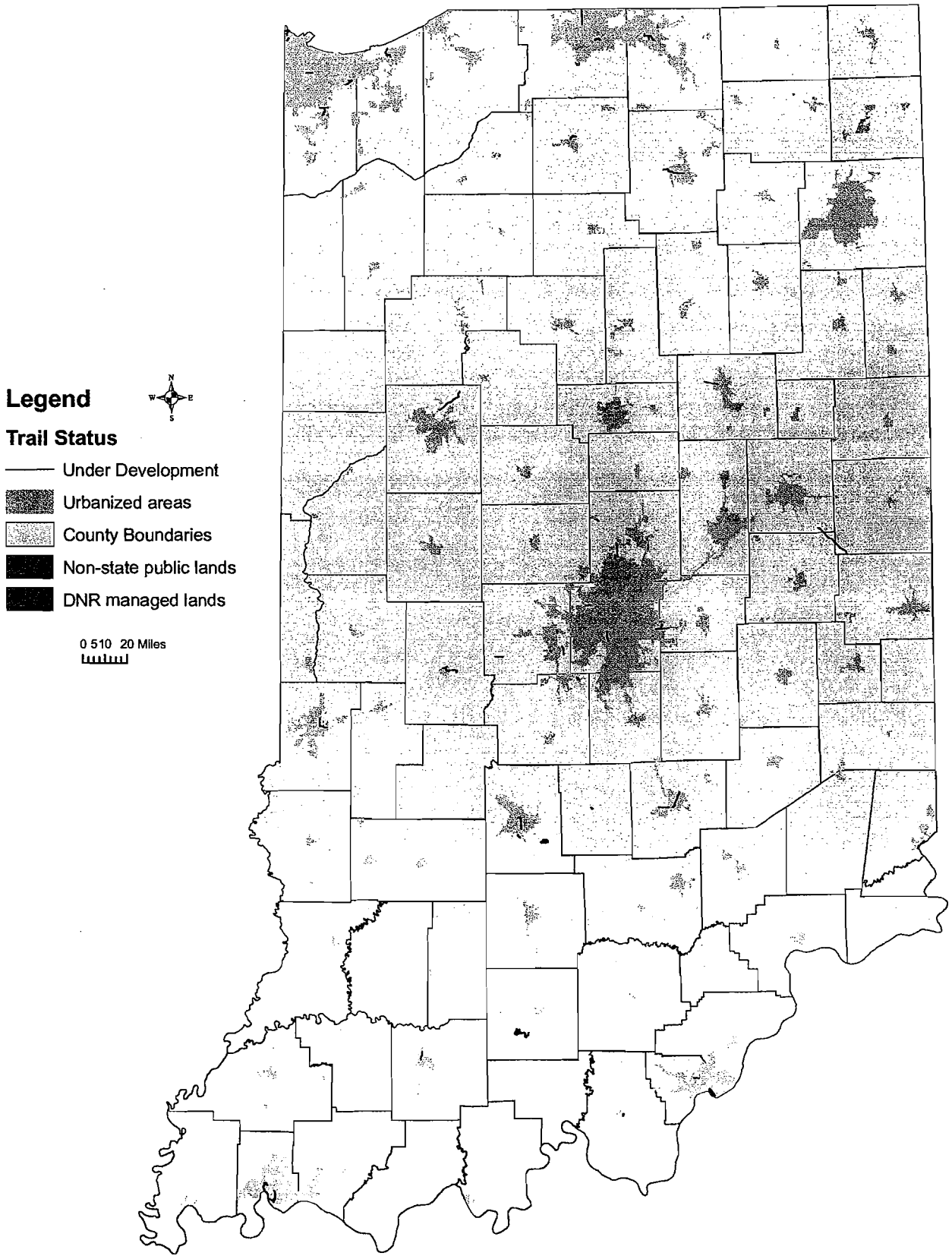


Indiana trails inventory
Trails open to the public (May, 2006)

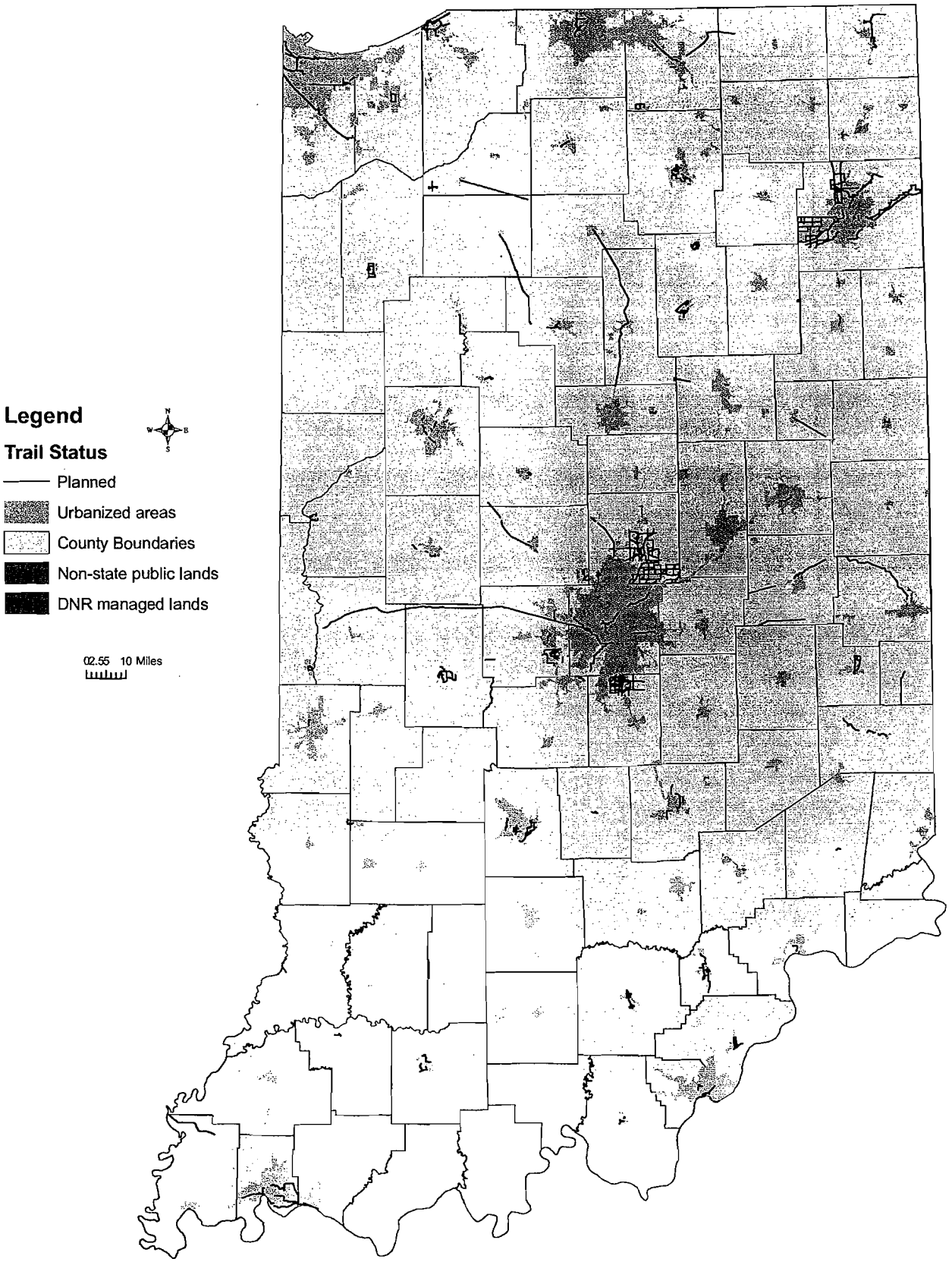


SUPPLY AND DEMAND FOR TRAILS

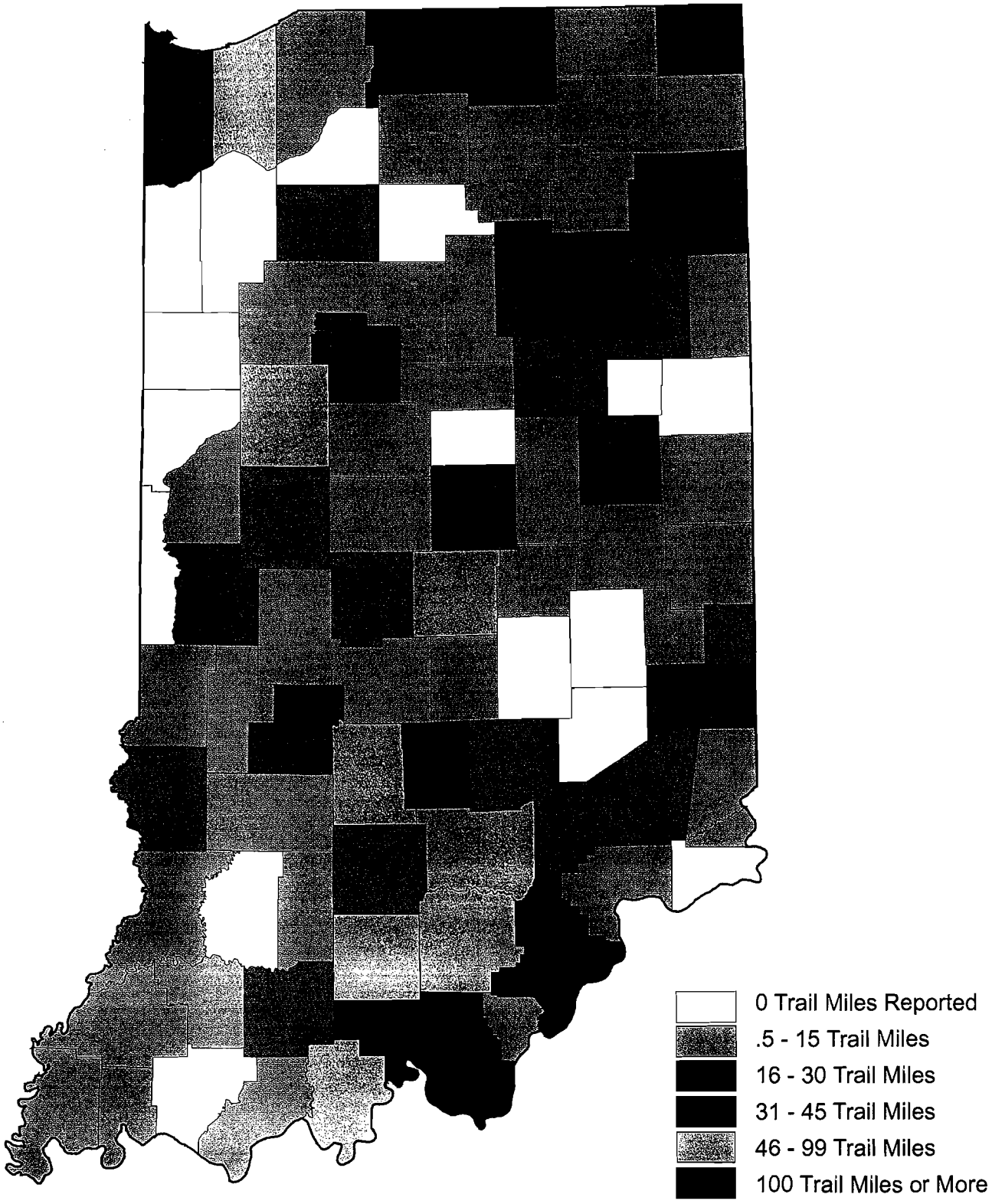
Indiana trails inventory
Trails under development (May, 2006)



Indiana trails inventory
Planned trails (May, 2006)

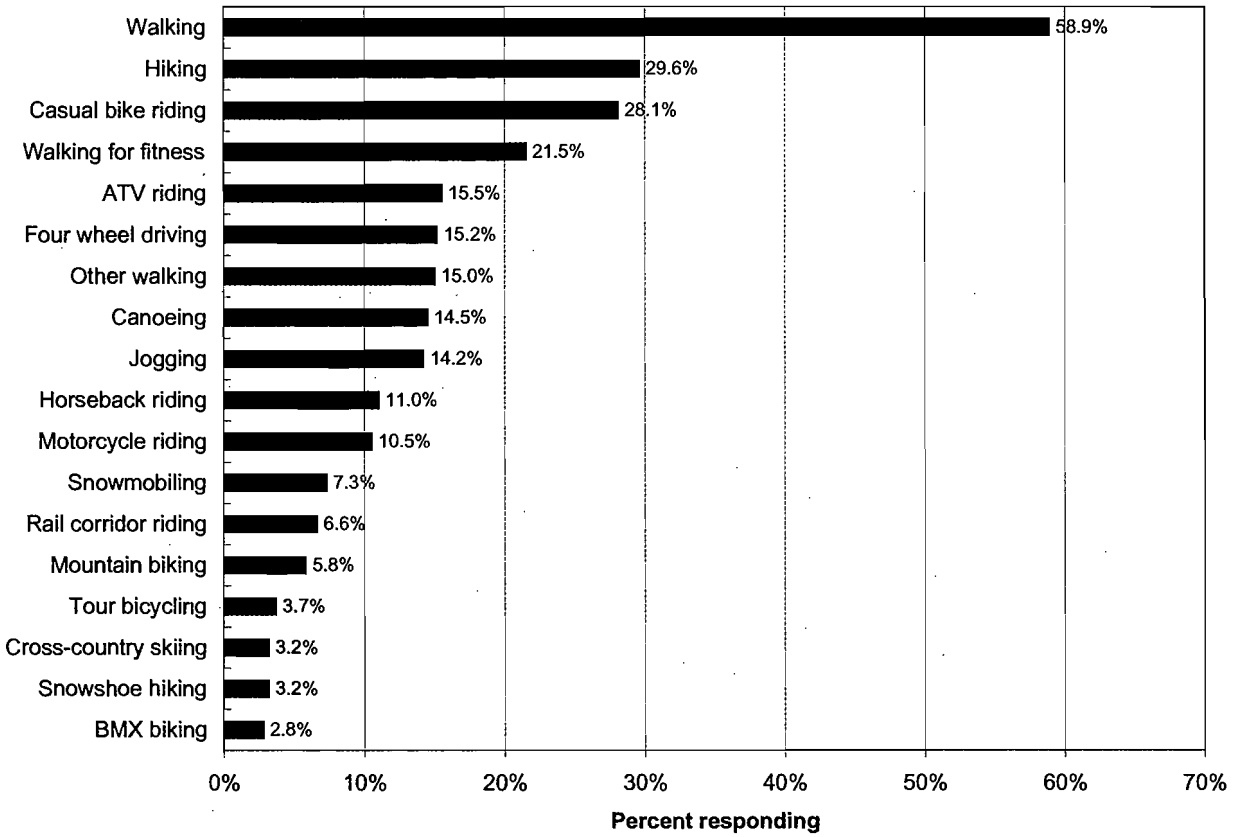


Total number of trail miles by county

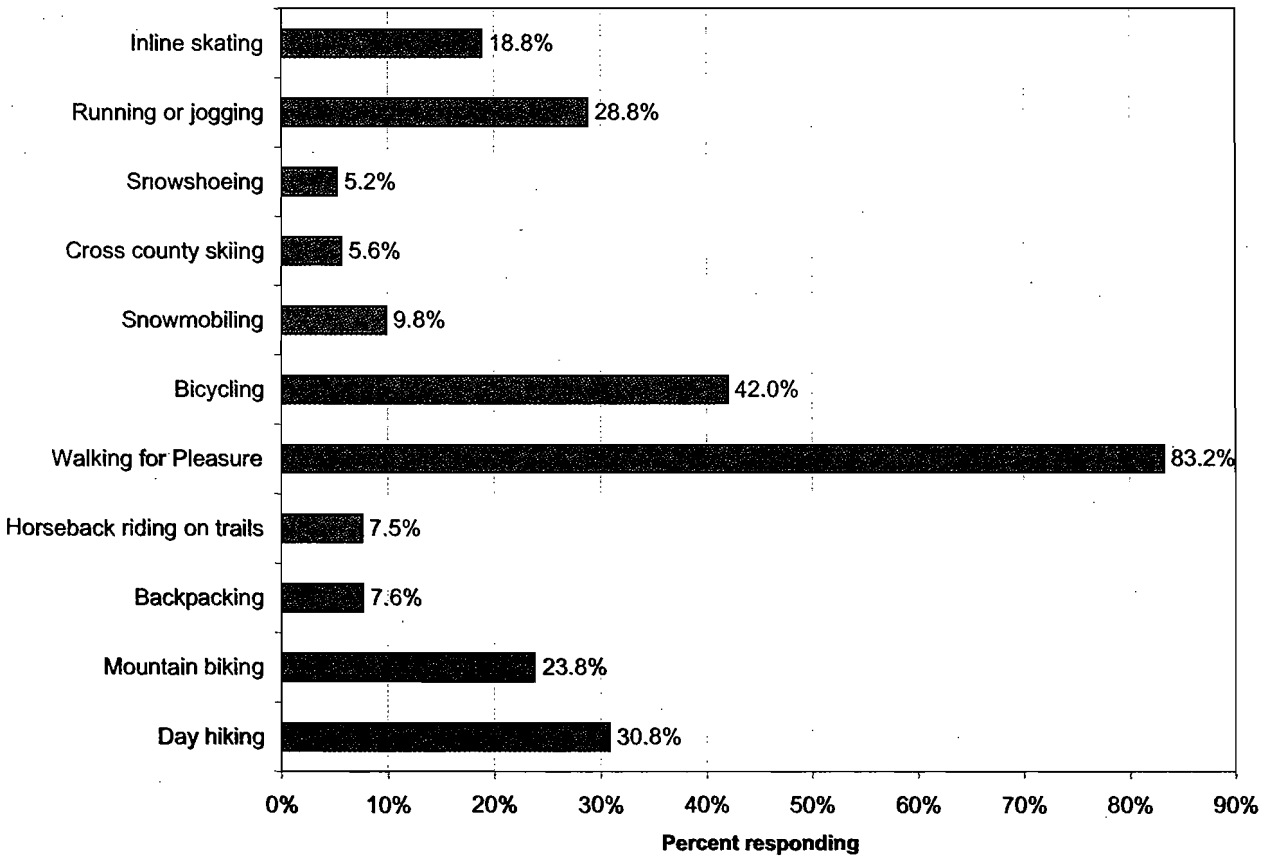


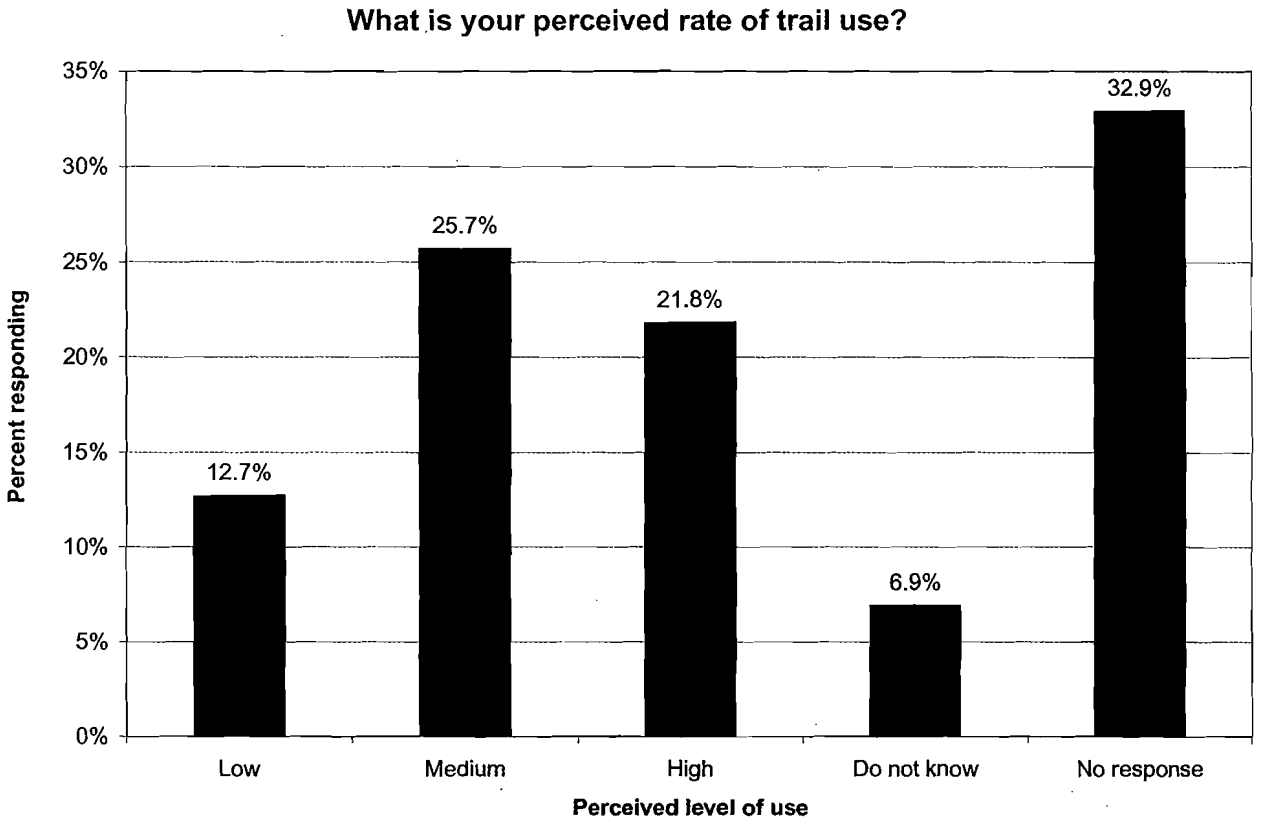
Inventory of trails in Indiana (as reported by responding agencies in December 2005).

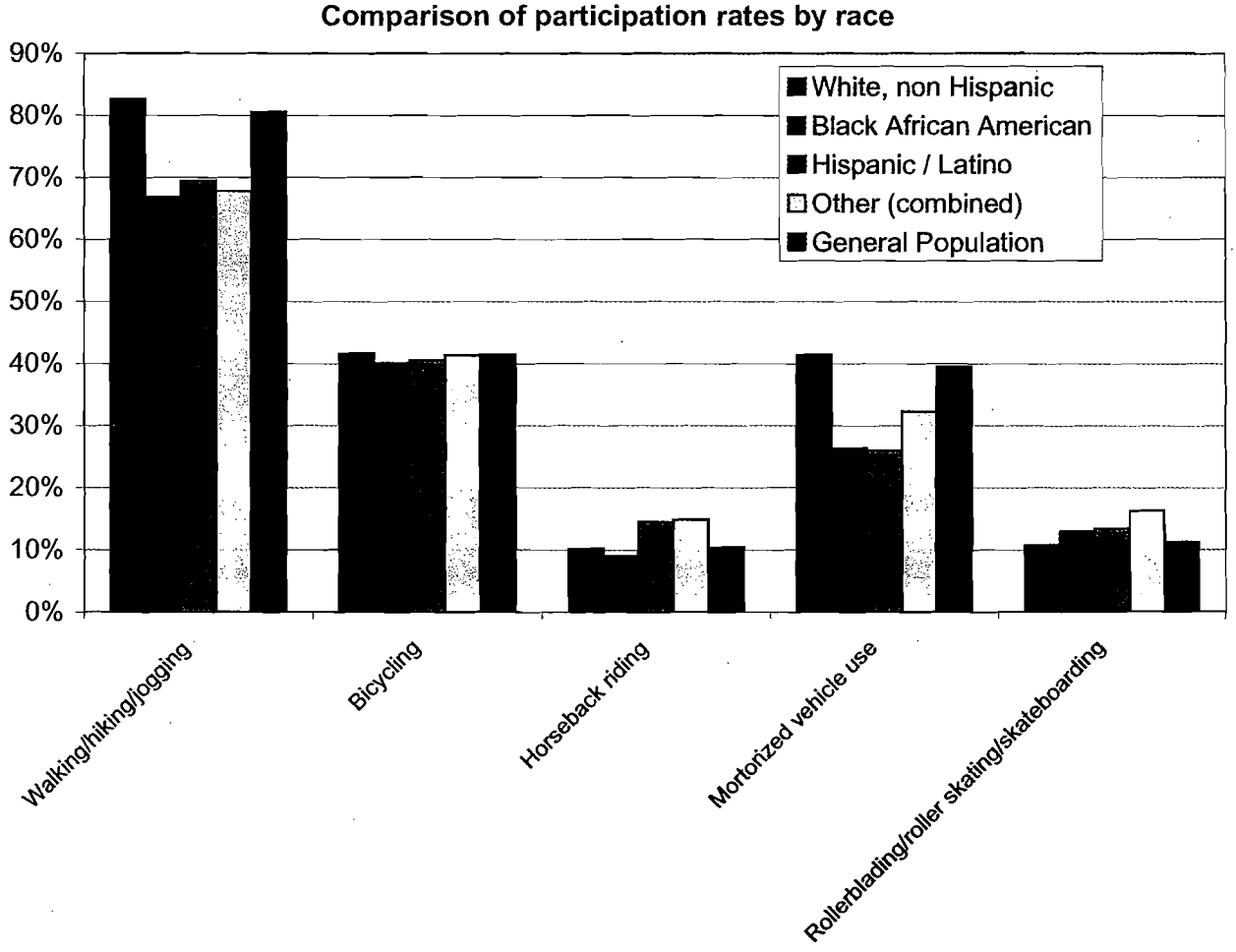
Regular participation in trail related activities as reported by Indiana residents in 2004



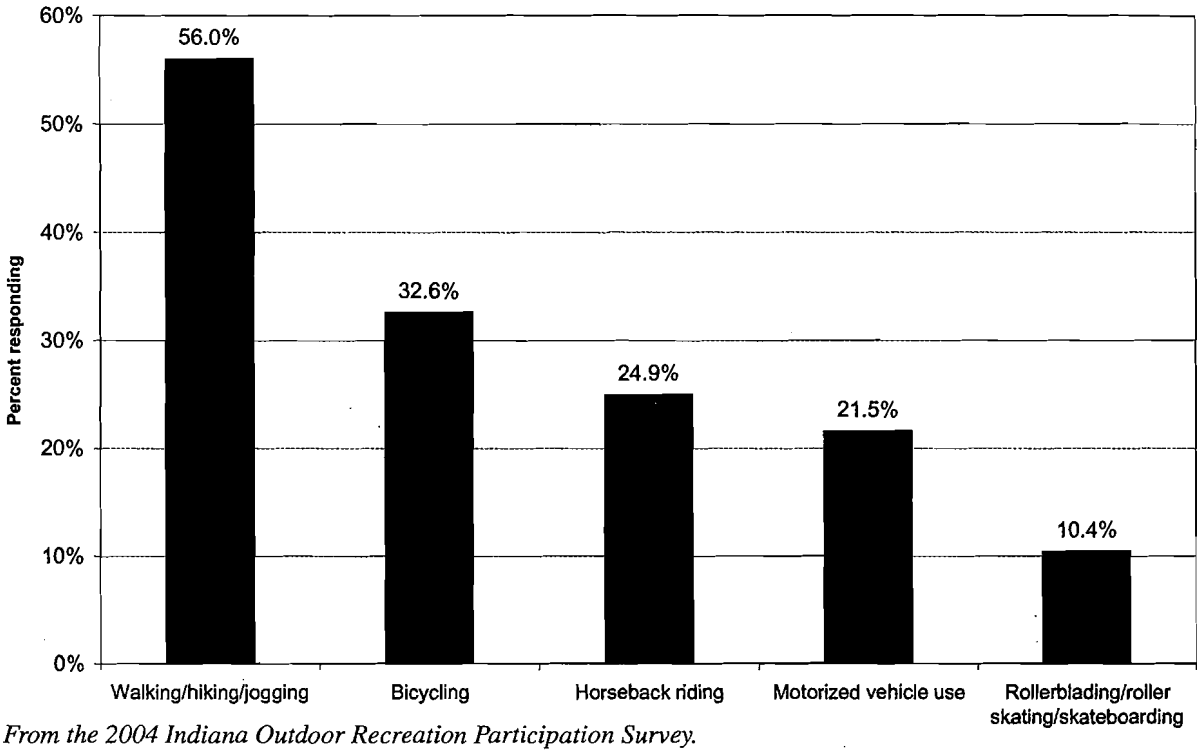
Midwest market trail related participation.
(Includes Indiana, Illinois, Kentucky, Michigan, Ohio and Wisconsin)




What is your perceived rate of trail use?
35%
30%
25%
20%
15%
10%
5%
0%
Percent responding
12.7%
25.7%
21.8%
6.9%
32.9%
Low
Medium
High
Do not know
No response
Perceived level of use

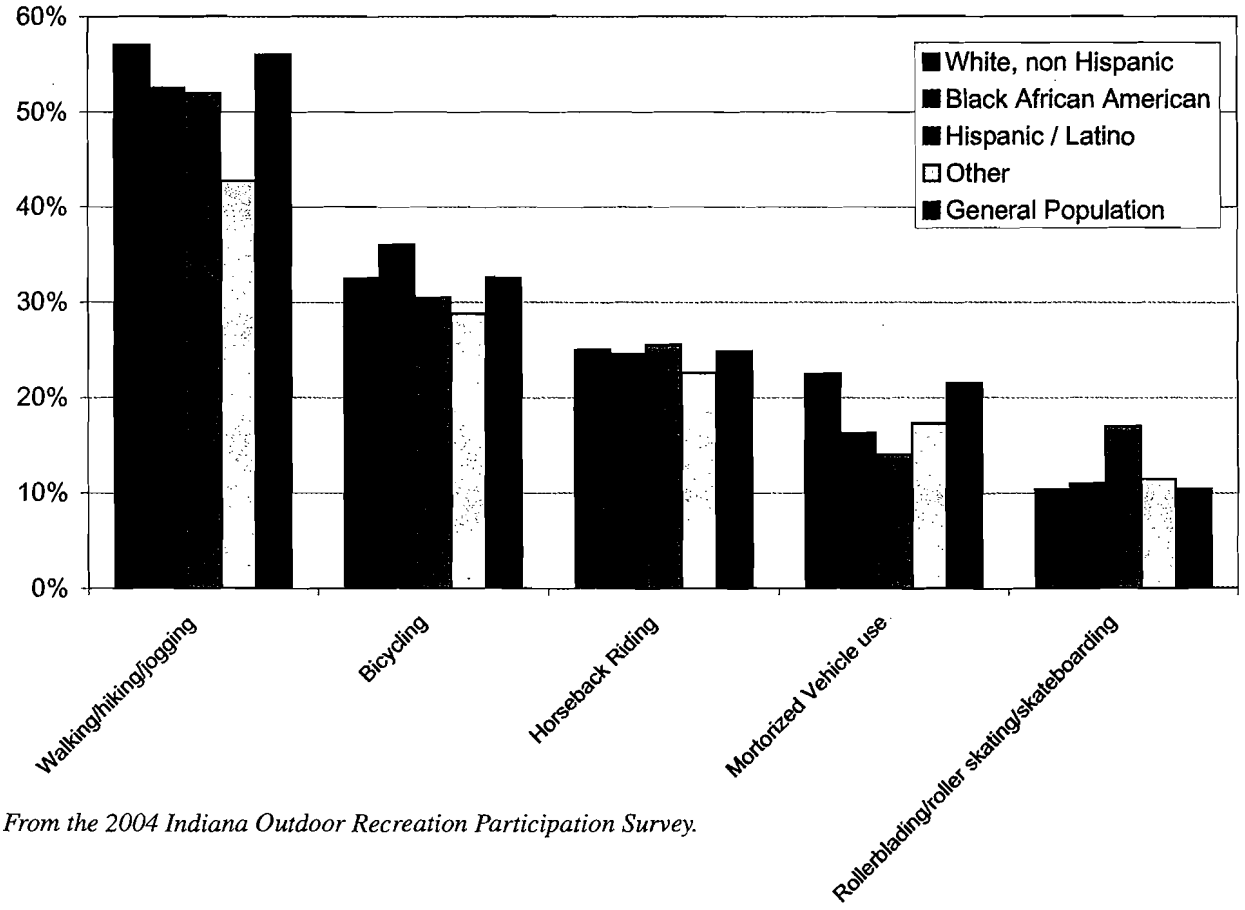

Comparison of participation rates by race
90%
80%
70%
60%
50%
40%
30%
20%
10%
0%
White, non Hispanic
Black African American
Hispanic / Latino
Other (combined)
General Population
Walking/hiking/jogging
Bicycling
Horseback riding
Mortorized vehicle use
Rollerblading/roller skating/skateboarding

Please pick which outdoor recreation activities you would be MOST likely to participate in if adequate facilities were available (multiple responses).



From the 2004 Indiana Outdoor Recreation Participation Survey.

Please pick which outdoor recreation activities you would be MOST likely to participate in if adequate facilities were available (multiple responses).



From the 2004 Indiana Outdoor Recreation Participation Survey.

length. This inventory also tracks the federal and state dollars that have funded individual segments of trails.

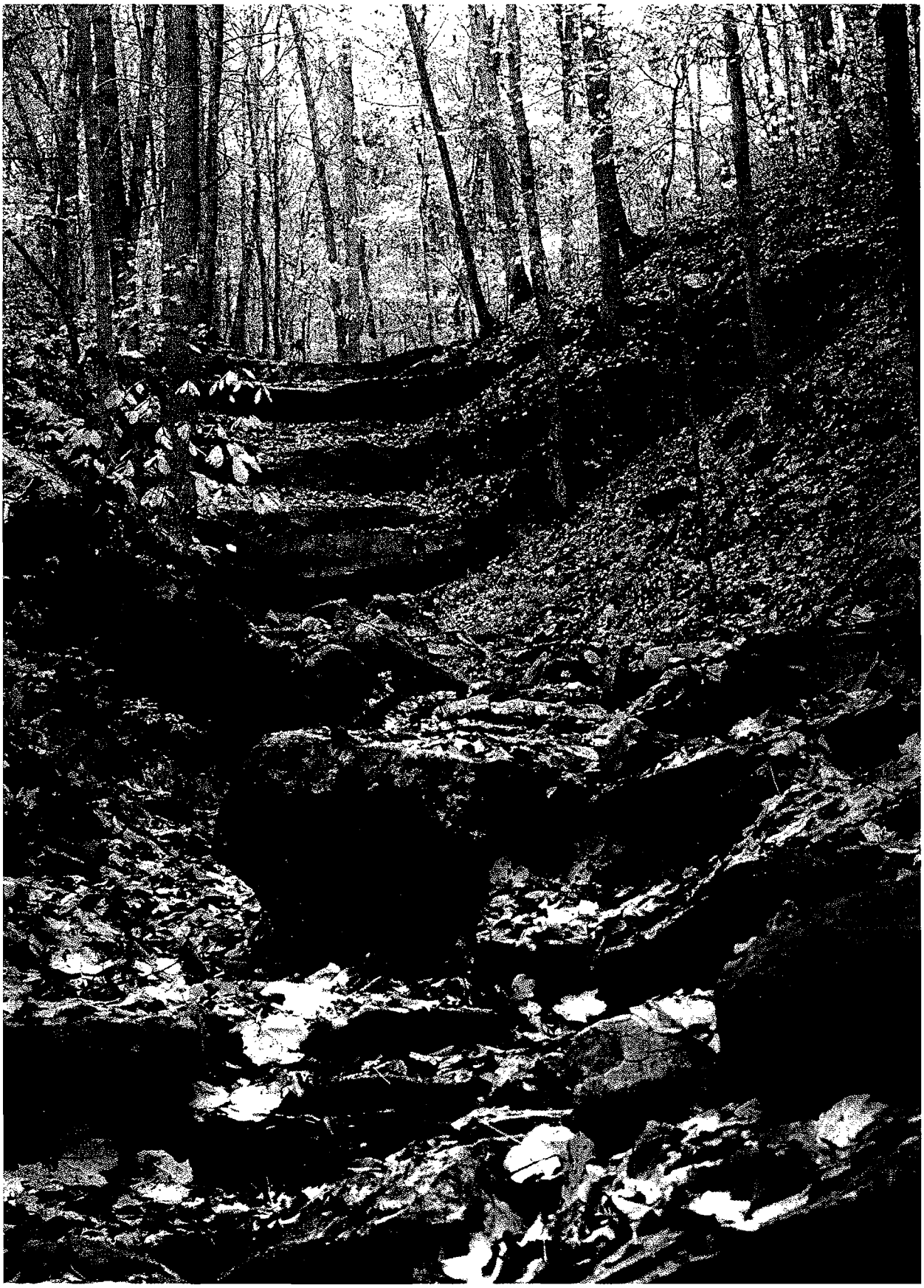
All trails inventoried have been identified through some type of local planning effort. These trails can be found in local plans or have been submitted as potential grant projects. Currently, trails identified through regional metropolitan planning charrettes and corridors that have not progressed beyond the broad concept stage are not included. There are plans to add additional categories in the inventory to include these trails.

INDIANA TRAILS USER STUDY

The Indiana Department of Natural Resources has conducted a trails user study every 5 years since 1993. This survey is conducted using touch screen technology and samples a cross section of Hoosiers throughout the state. This survey collects standard demographic information and asks residents about their use of trails and their attitudes regarding issues surrounding trail use in Indiana.

Some major findings include:

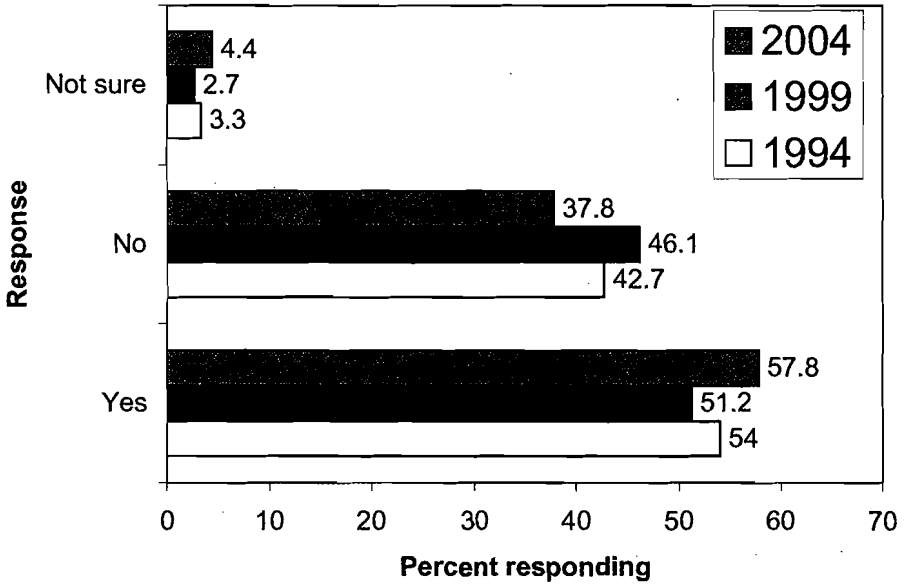
- The number of people who have used a designated trail has slightly increased through time.
- The use of trails for walking, running, hiking and bicycling is increasing while using trails for horseback riding and mountain biking is decreasing.
- The amount of money individuals spend annually on equipment for their chosen trail activity has remained fairly constant with the majority spending less than $300.00.
- 43% of those who used a designated trail spent more than $31.00 on their most recent day trip on a trail in 2004.
- The regular use of designated trails appears not to be pervasive yet with 62% reporting that they used a trail less than once a week and 25% reporting they have never used a designated trail.
- Pleasure and relaxation are still by far most often selected as the reasons for using a trail (82% in 2004) while using trails for health and fitness is increasing slightly (53% in 2004).
- The top three reasons stated for not using trails more often were lack of time, trails located too far away and lack of knowledge of where trails are located.
- 37% of the people polled indicated they would be willing to pay a fee to use designated trails if the money was spent on management and upkeep of trails in their local area.
- Of the issues presented, respondents placed the highest importance on developing trails close to home, publishing trail map guides, and linking together existing trails.
- Preference for using general taxes to support trails appears to have increased since 1993 while preference for using other sources of funding appears to be decreasing or unchanged.



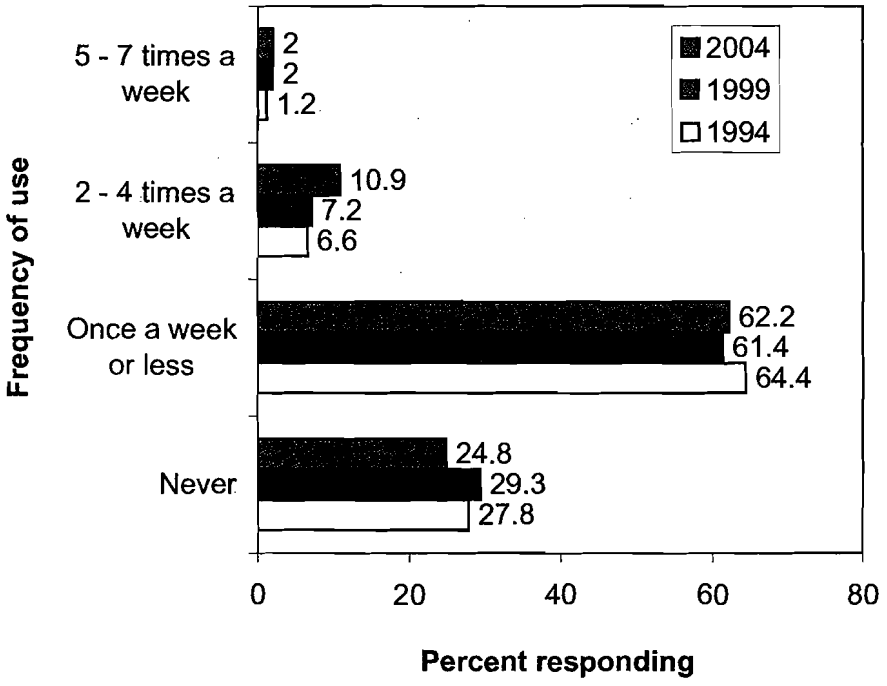
SUPPLY AND DEMAND FOR TRAILS

In the past twelve months have you used a designated recreational trail?

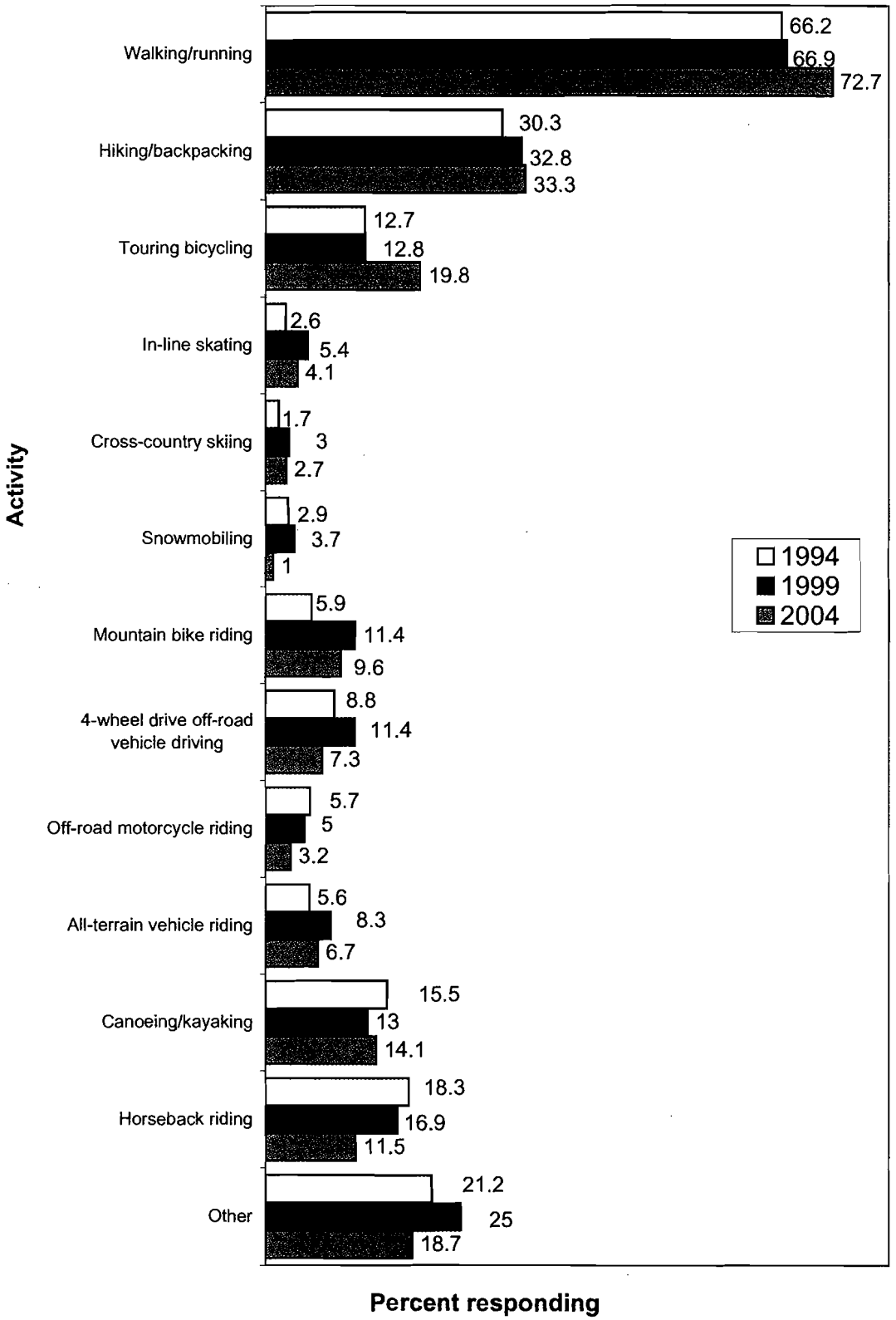
Response	%1994	%1999	%2004
Yes	54	51.2	57.8
No	42.7	46.1	37.8
Not sure	3.3	2.7	4.4



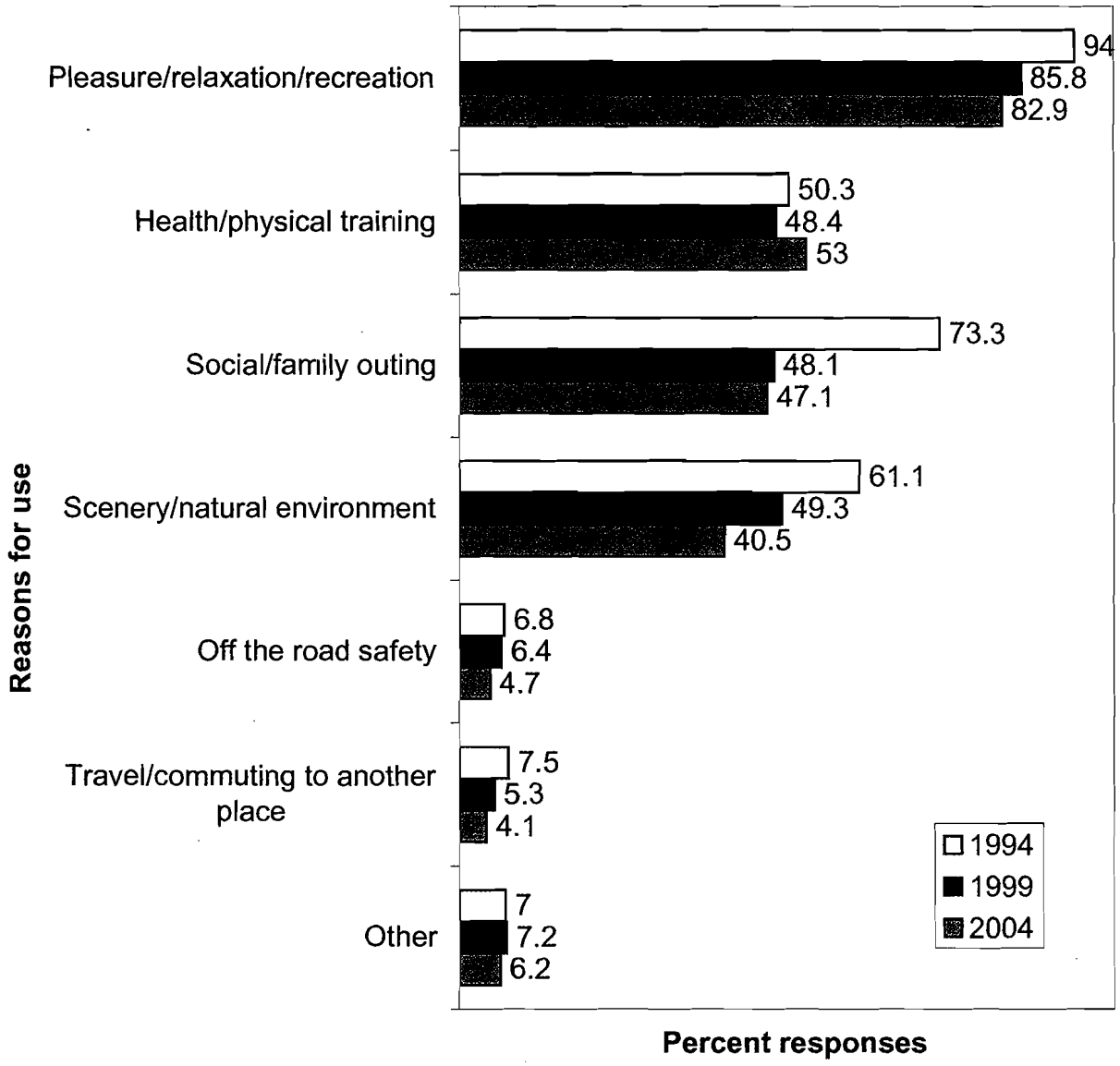
How often do you use designated recreational trails?



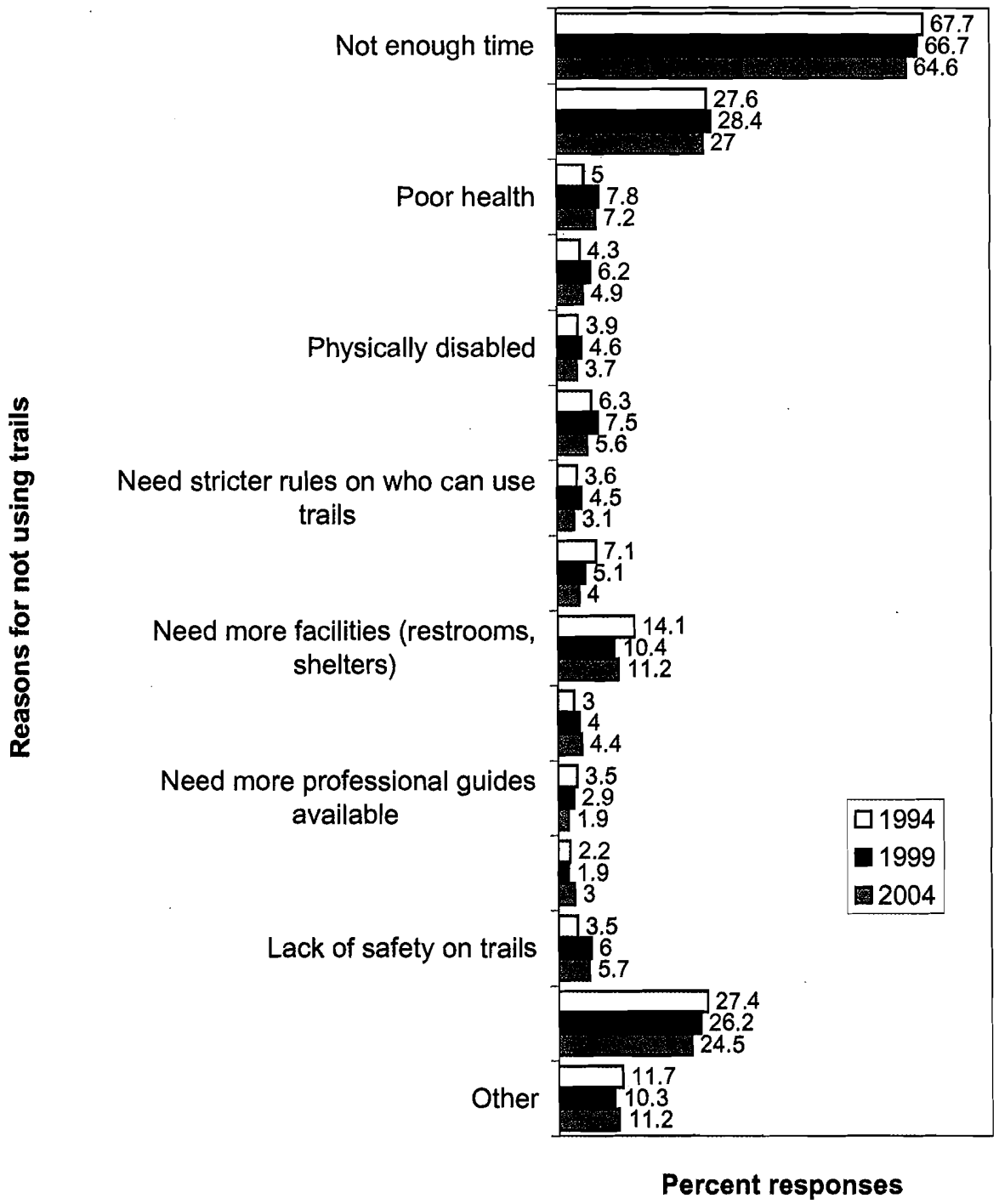
What trail activites do you participate in the majority of the time? (multiple responses allowed)



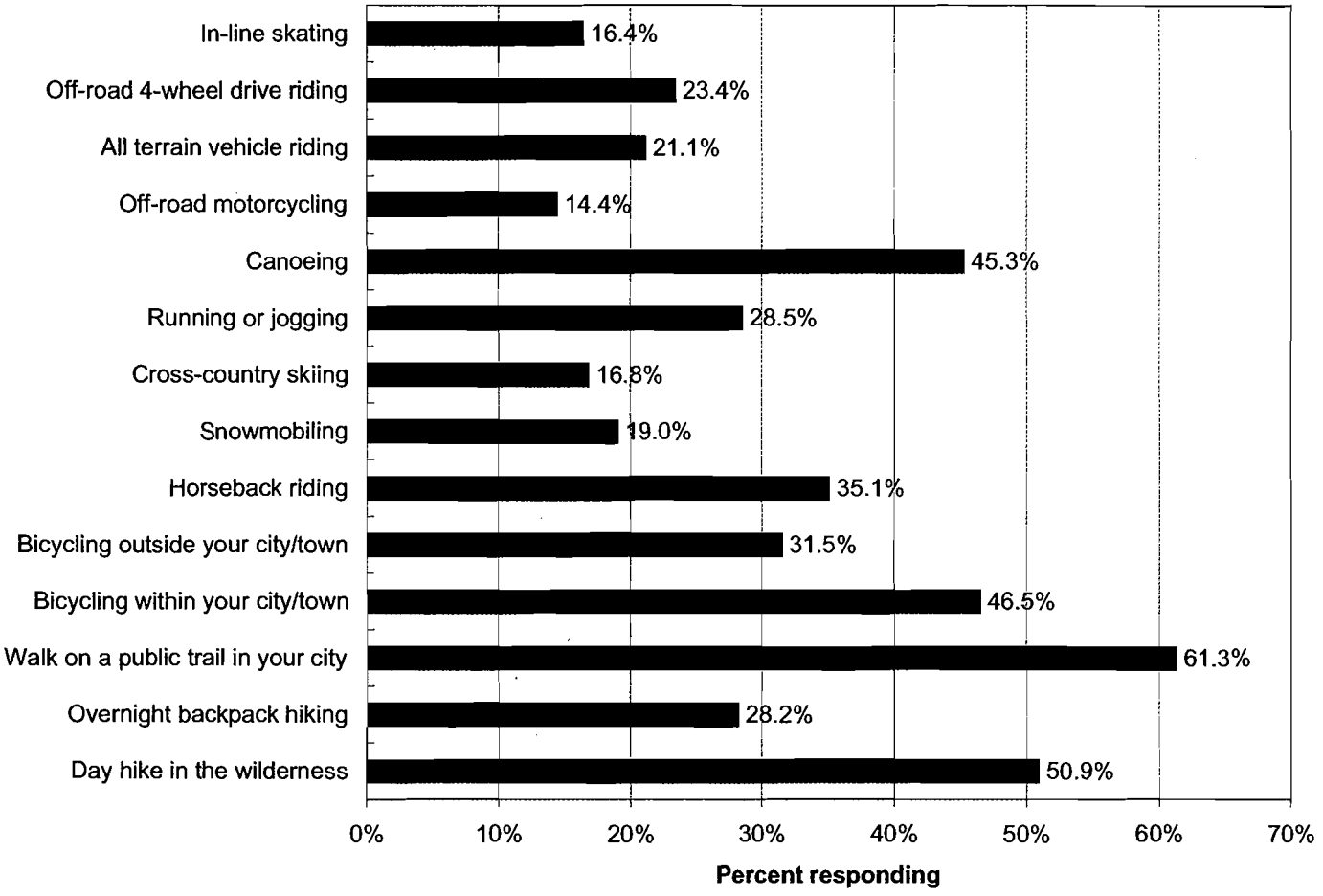
What are your reasons for using these trails?
(Not asked of those who never use trails; multiple responses allowed)



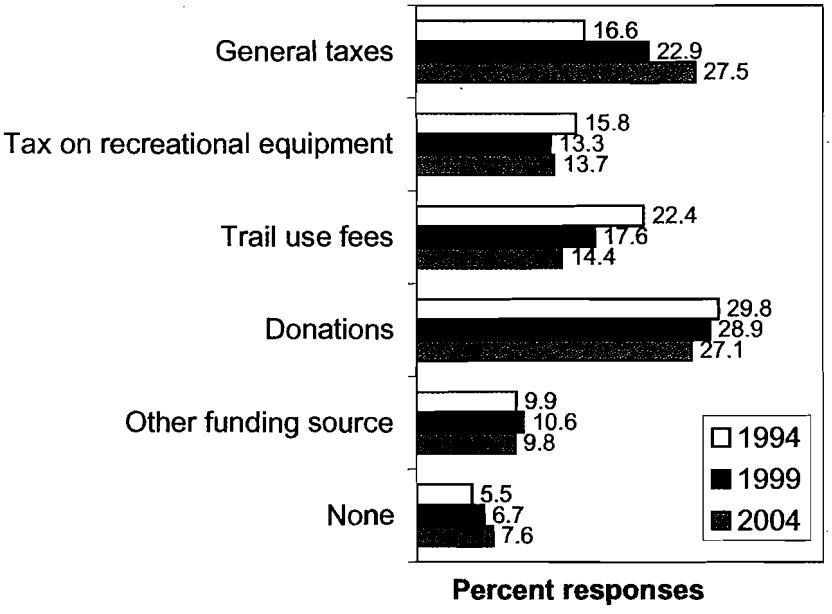
What are the primary reasons you don't use recreational trails more often?
(Only asked of those who use trails once a week or less; multiple responses allowed)



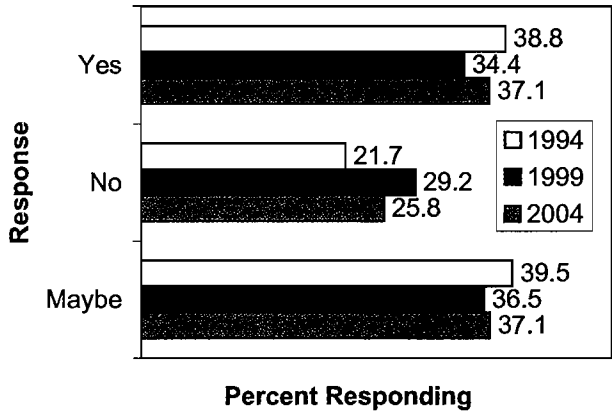
Please select your level of interest in participating in the following activities. Combined responses for "very interested" and "somewhat interested" in participating in the following activities (2004 responses only).



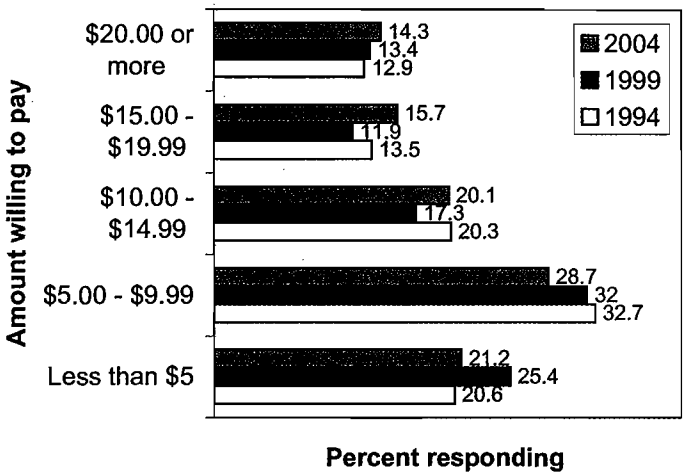
Of the following, which do you feel should be the primary source of funding for the development of recreational trails?



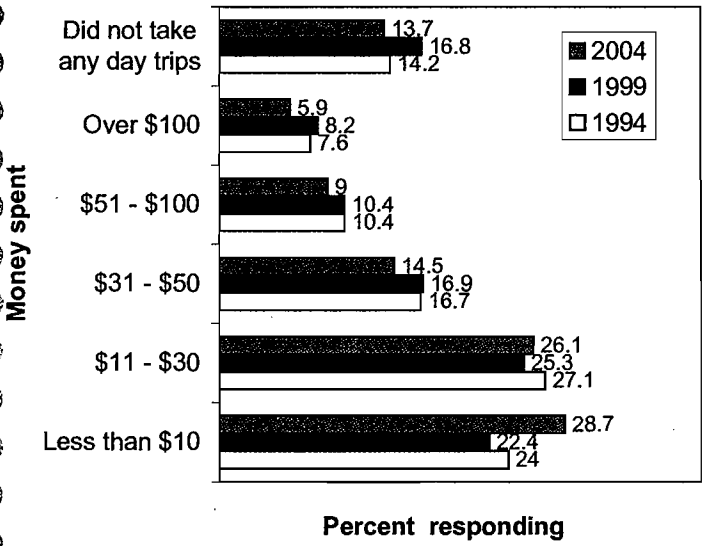
If the money was spent in your local area for trail upkeep and new trail development, would you be willing to pay an annual fee to use designated recreational trails?



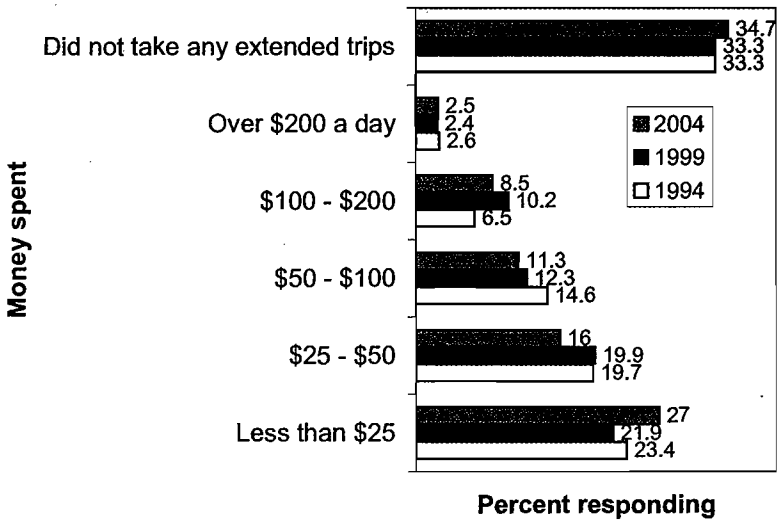
How much would you be willing to pay for this annual trail fee? (only asked those willing to pay an annual fee)



What is the best estimate of how much money you spent on your last ONE DAY recreational trip that involved the use of trails? (include transportation, meals, etc.)



On your last EXTENDED (two or more days) recreational trip that involved the use of trails, approximately how much money would you say you spent PER DAY?



KEEP
LEFT
RIGHT

CHAPTER 6

TRAIL RELATED ISSUES IN INDIANA

There are many issues surrounding trails that both users and managers must face when it comes to using, developing and maintaining trails in Indiana. Depending on the point of view, the issues fall into 5 general categories: economics, development, safety, management and liability.

Trail providers, trail neighbors and trail users all are stakeholders in the success or failure of any trail project. Some issues are dealt with on the trail. Other issues must be addressed through larger, broader based strategies implemented by trail managing entities and at various levels of government.

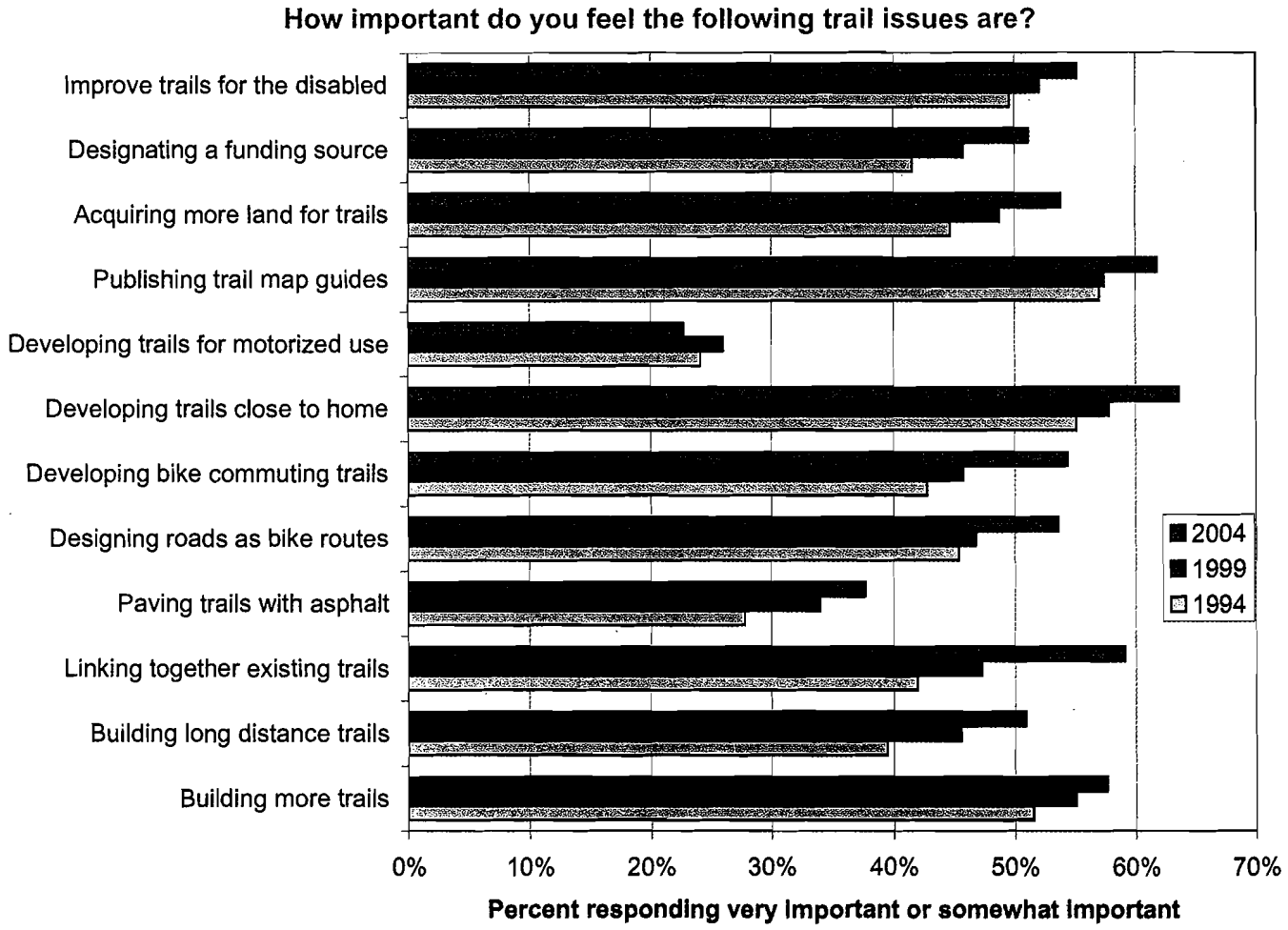
Trail providers are concerned about funding, developing and managing trails. Trail management entails resolving user conflicts, developing a maintenance plan and working with trail user groups to keep the trails in peak condition. Trail users are concerned with locating and accessing trails suitable to their chosen activity. Interactions with other trail users, trail conditions and appropriate trail amenities are more examples of issues that concern trail users.

Trail neighbors are often the most vocal in calling for their issues to be addressed. Impact on local communities and land values, safety and trail management often concern people who live next door to a trail. An open approach and careful attention to detail throughout a given trail project from start to finish will satisfy the concerns of those lucky few who have the opportunity to have a trail for a neighbor.

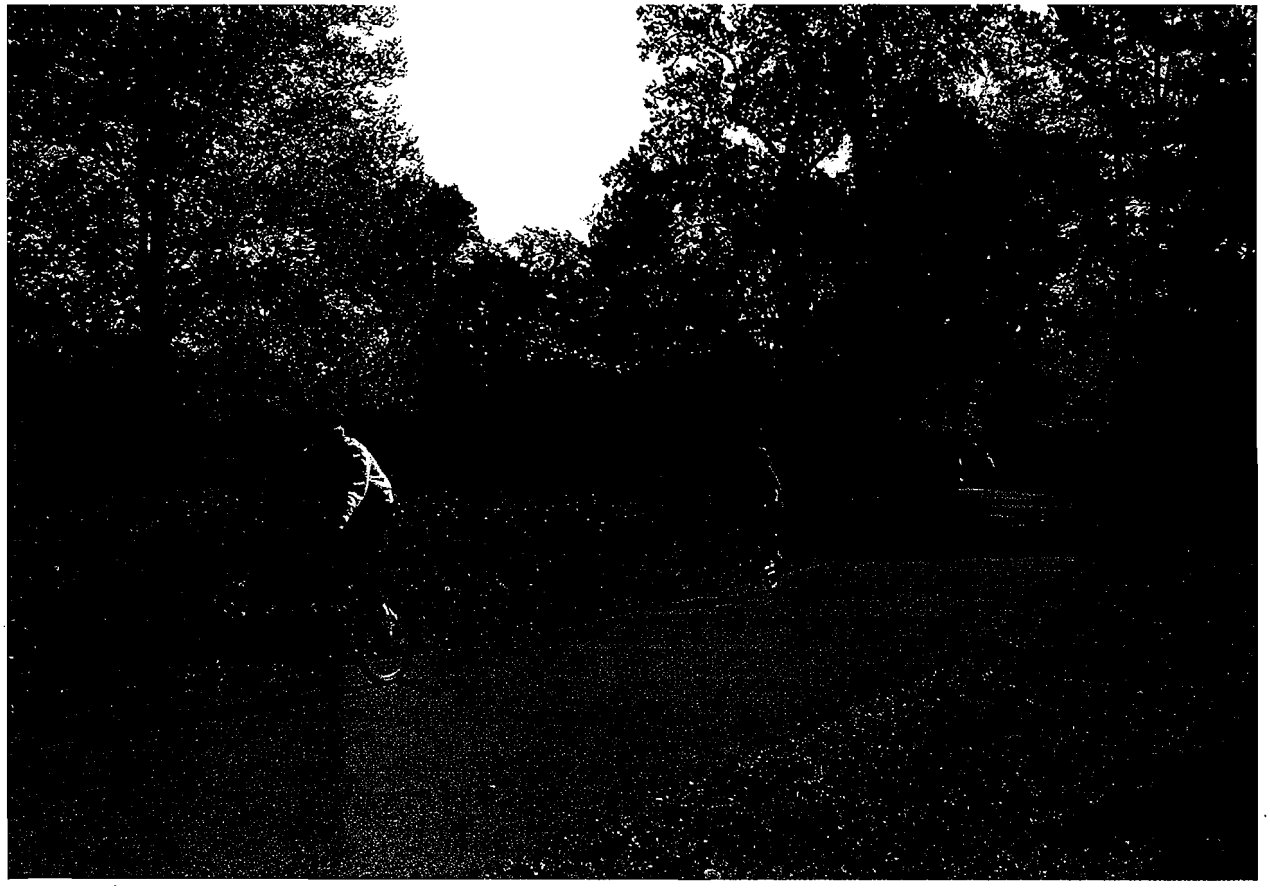
By working together, the combined forces of local, state and federal governments with private interest can provide solutions to the issues that affect trails in Indiana. This public-private partnership approach will ultimately provide a comprehensive trail network in Indiana.

TRAILS MANAGEMENT ISSUES SURVEY

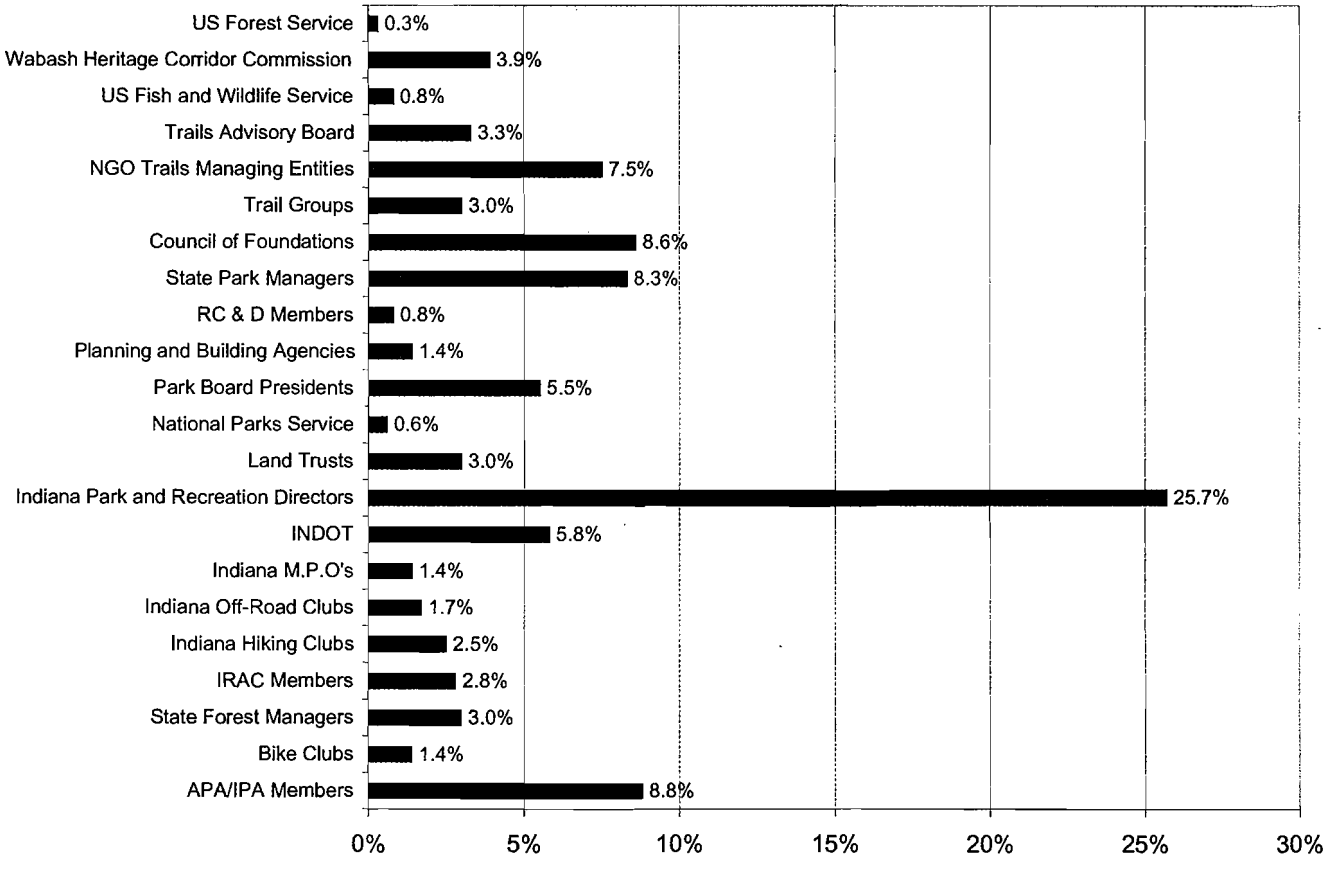
The purpose of the Trails Management Issues Study was to identify current trail management issues that relate to the availability and use of trails; the availability of trail information; the planning and development of trails; trail design; funding for trail maintenance and develop-



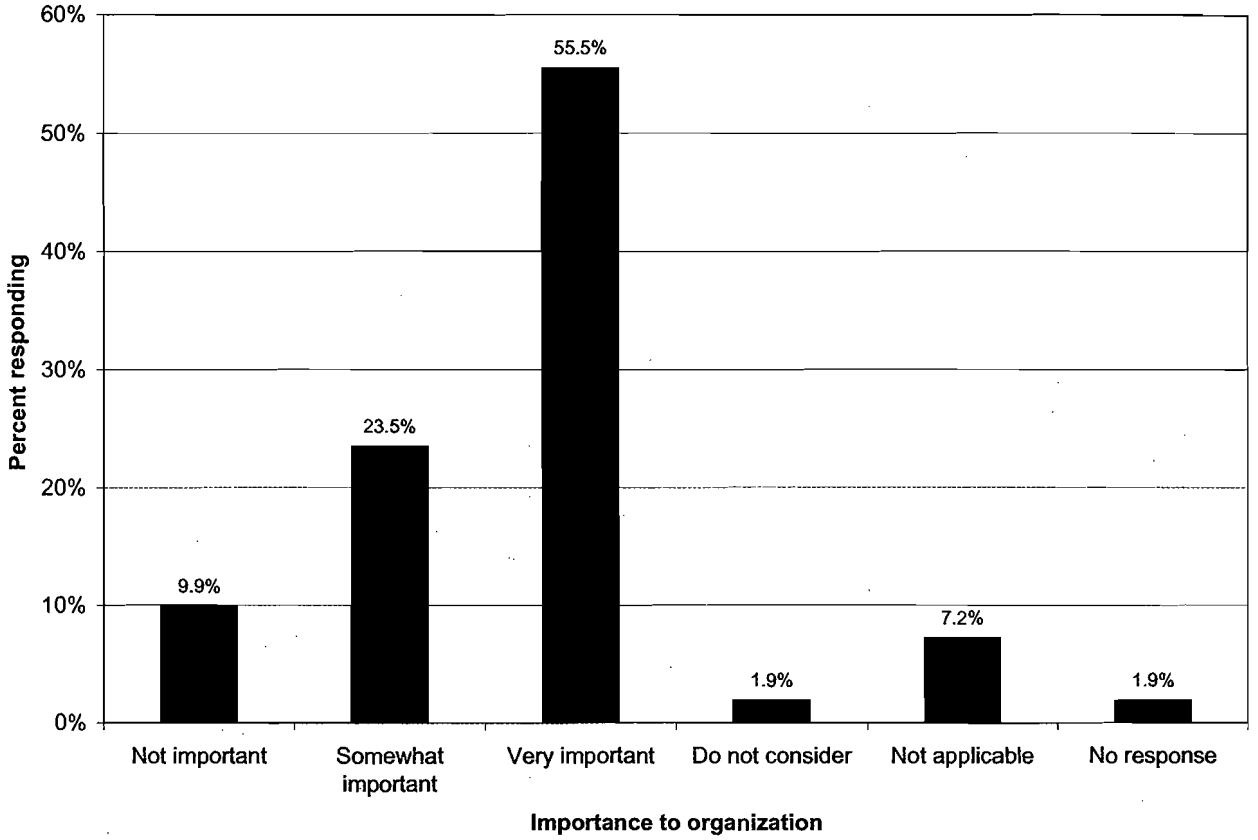
TRAIL RELATED ISSUES IN INDIANA



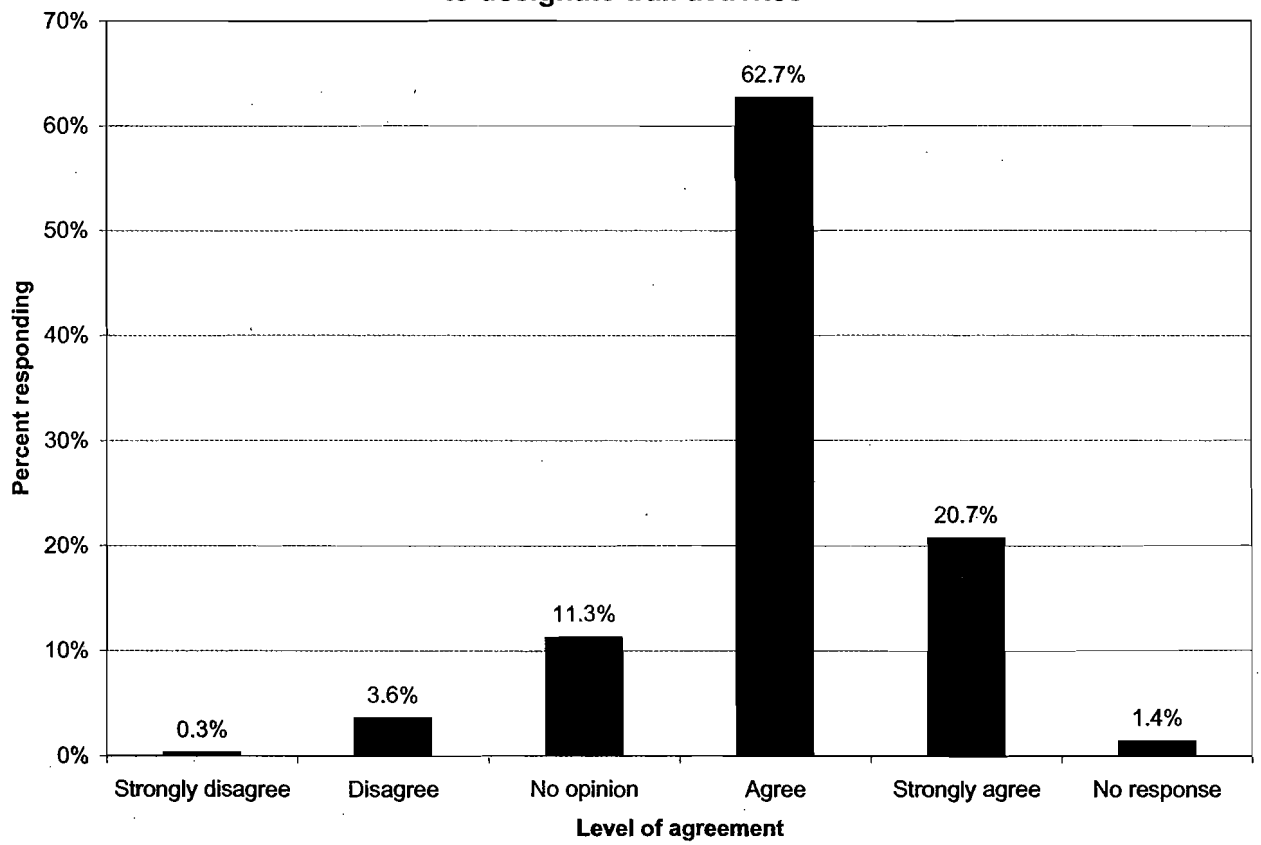
Entities responding to the Indiana Trails Management Issues survey



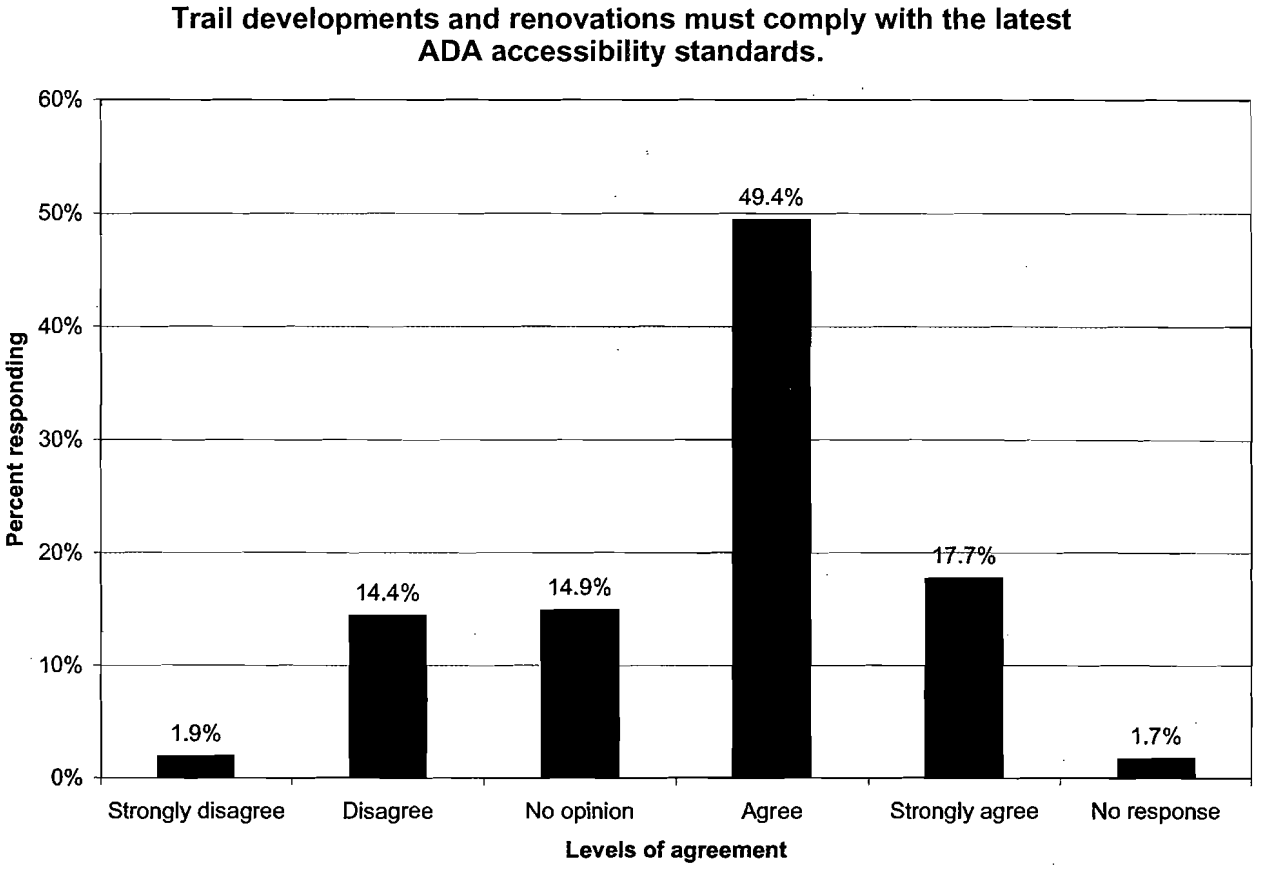
What is your organization's view toward land acquisition for trail development?

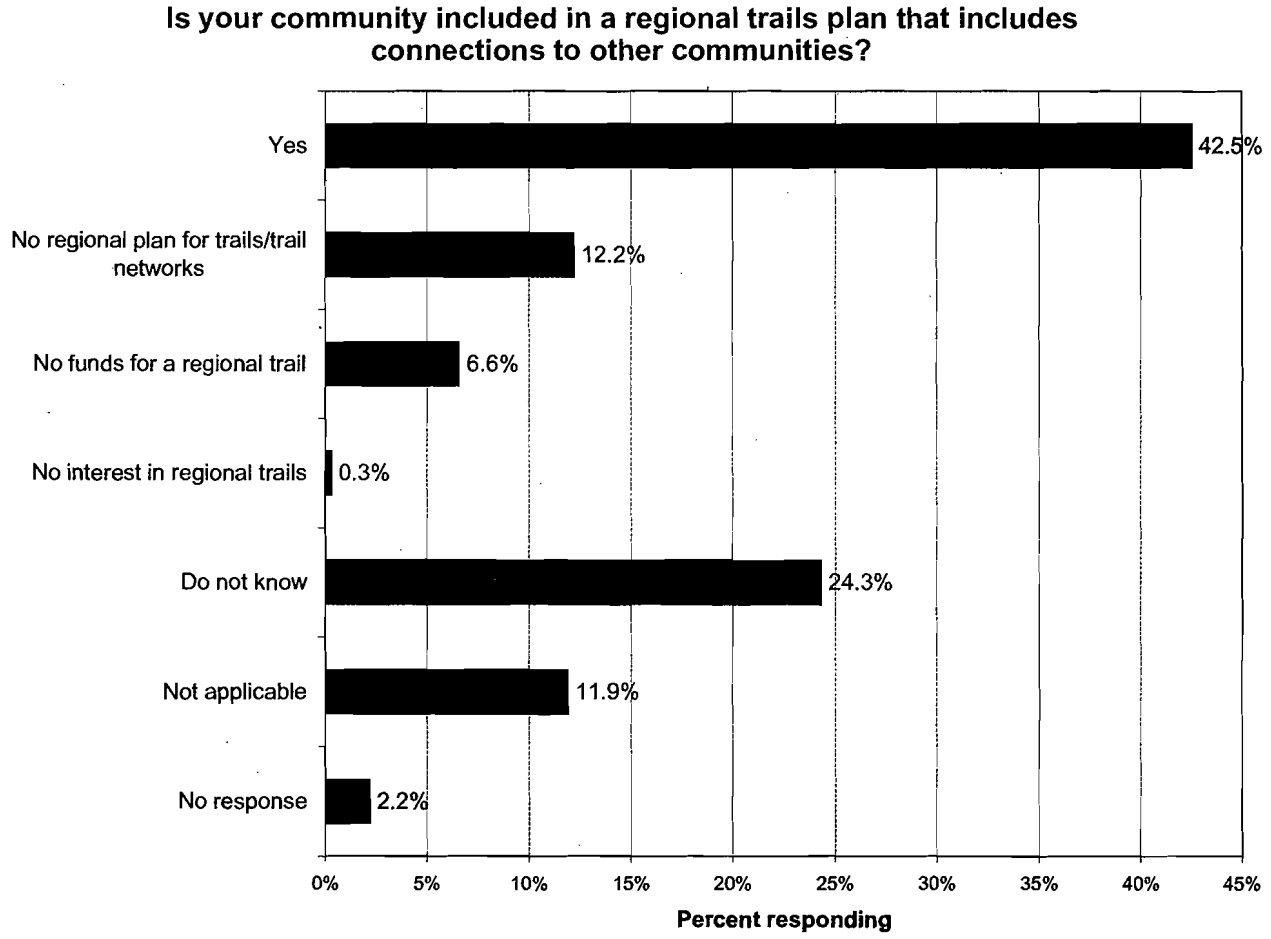


Standardized signs and symbols should be used throughout the state to designate trail activites

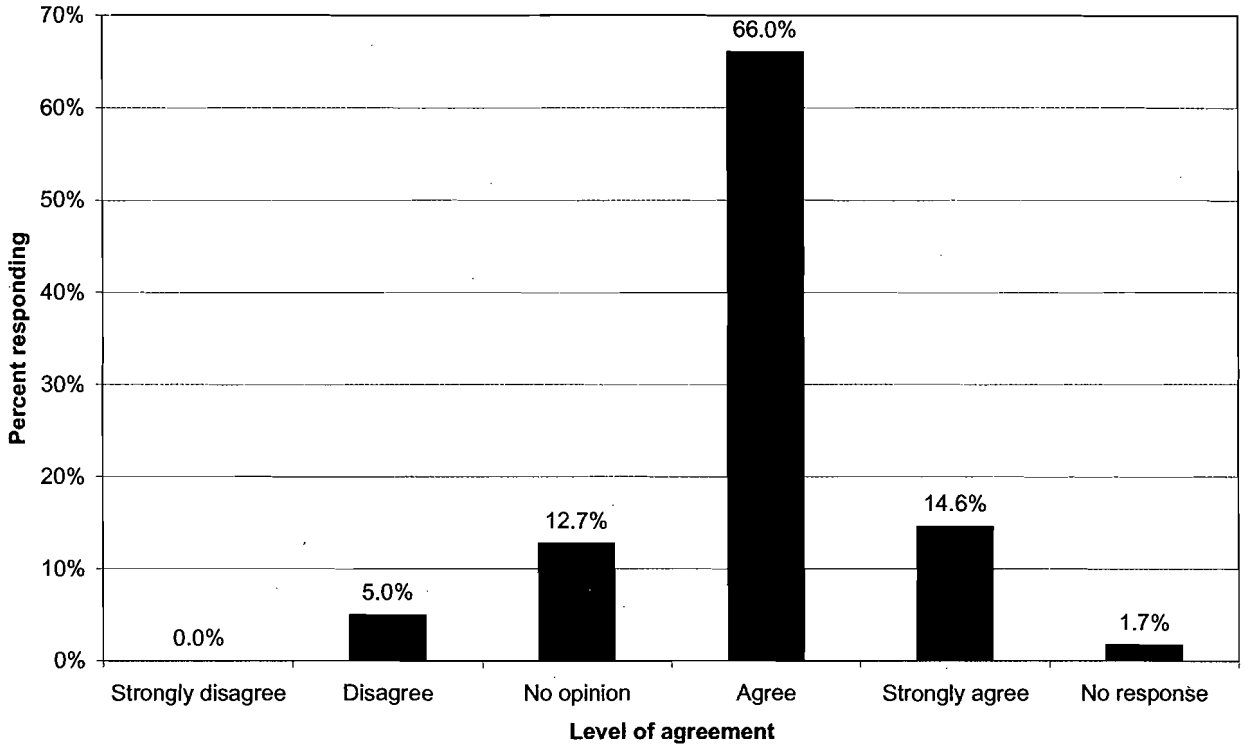


TRAIL RELATED ISSUES IN INDIANA

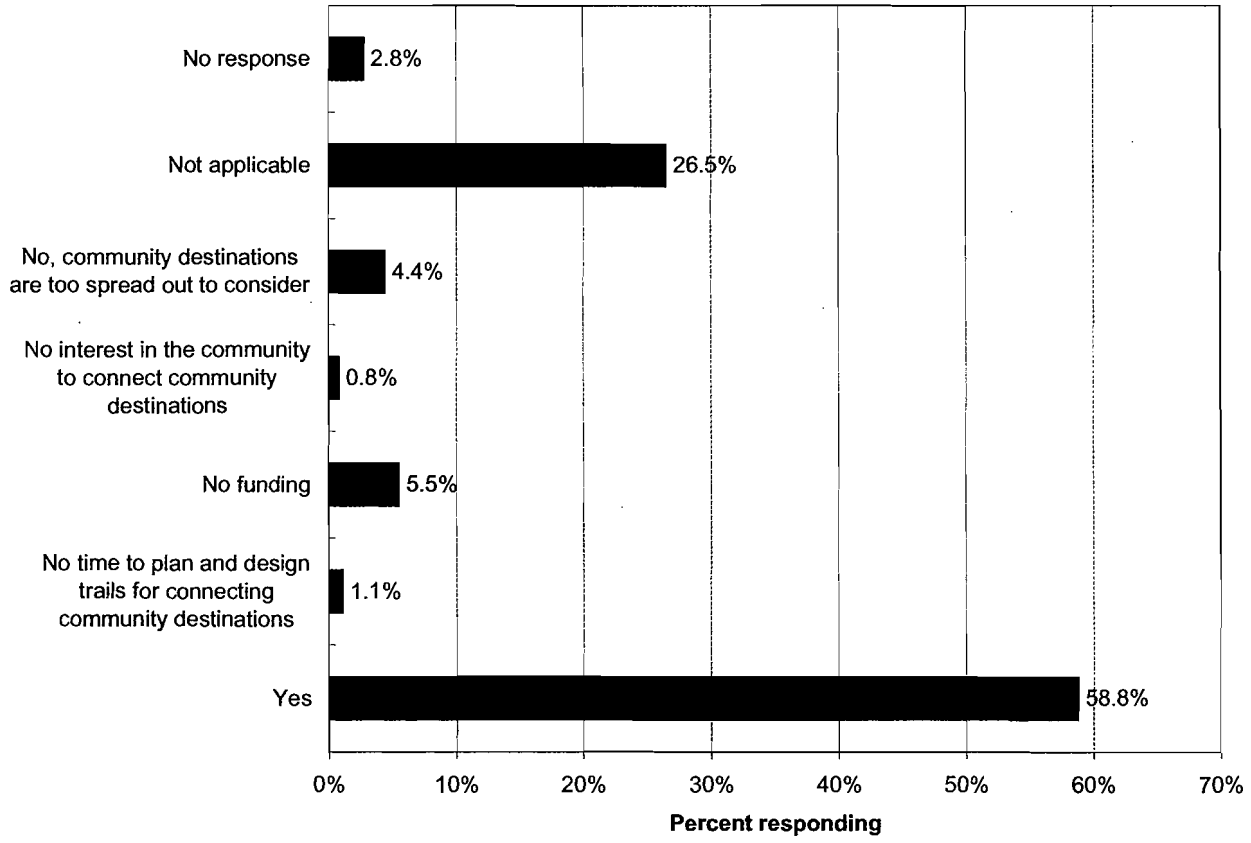




Interpretive signage along trails are important.

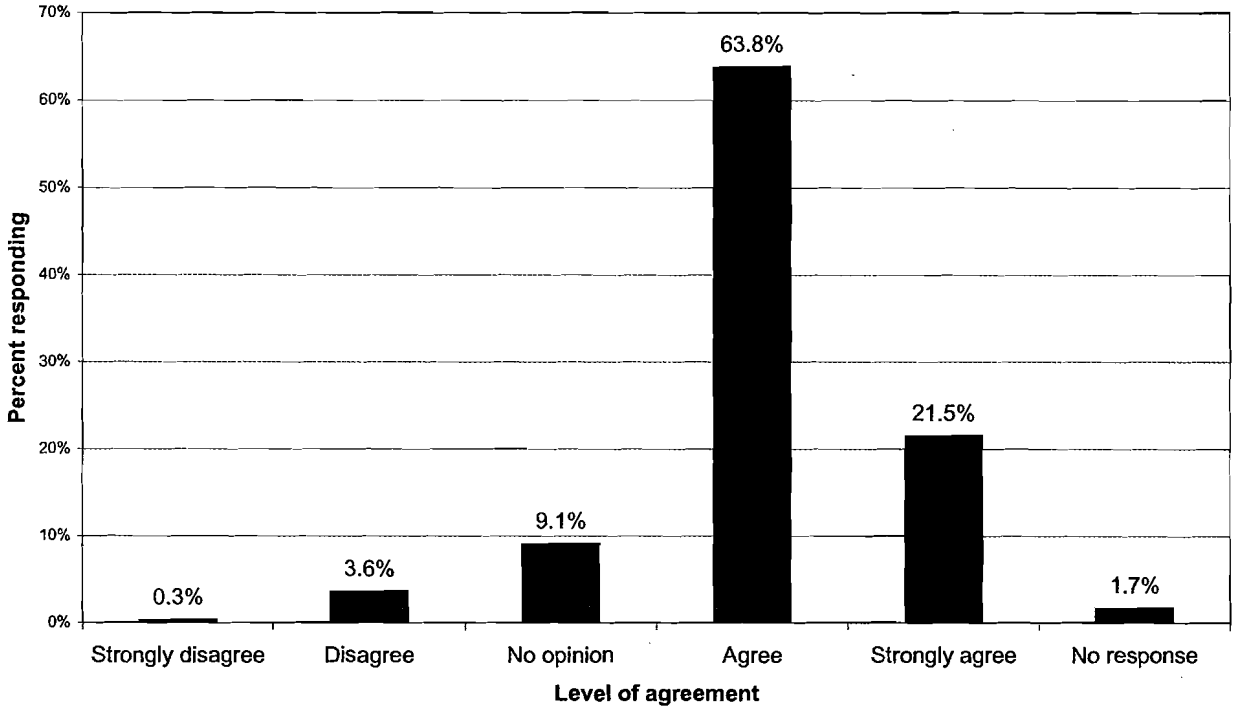


When planning and designing trails, do you try to connect community destinations such as schools, recreation facilities, commercial districts and cultural/historic sites?

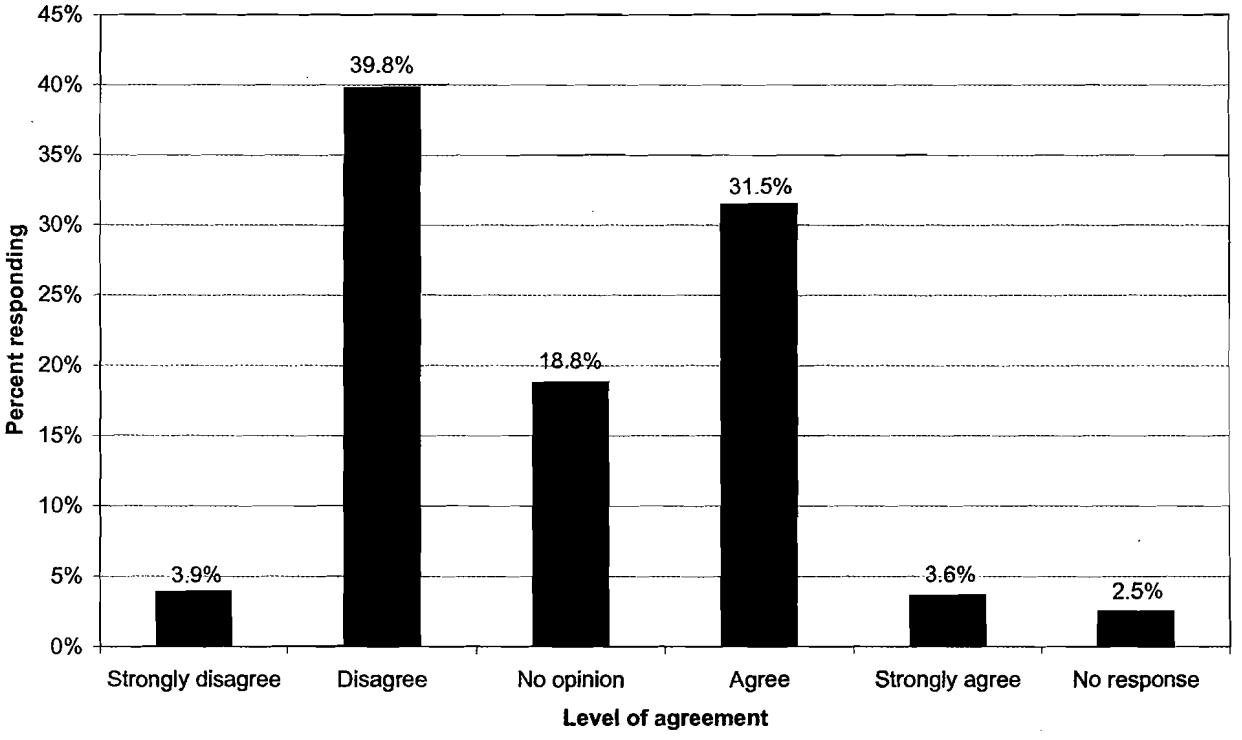


TRAIL RELATED ISSUES IN INDIANA

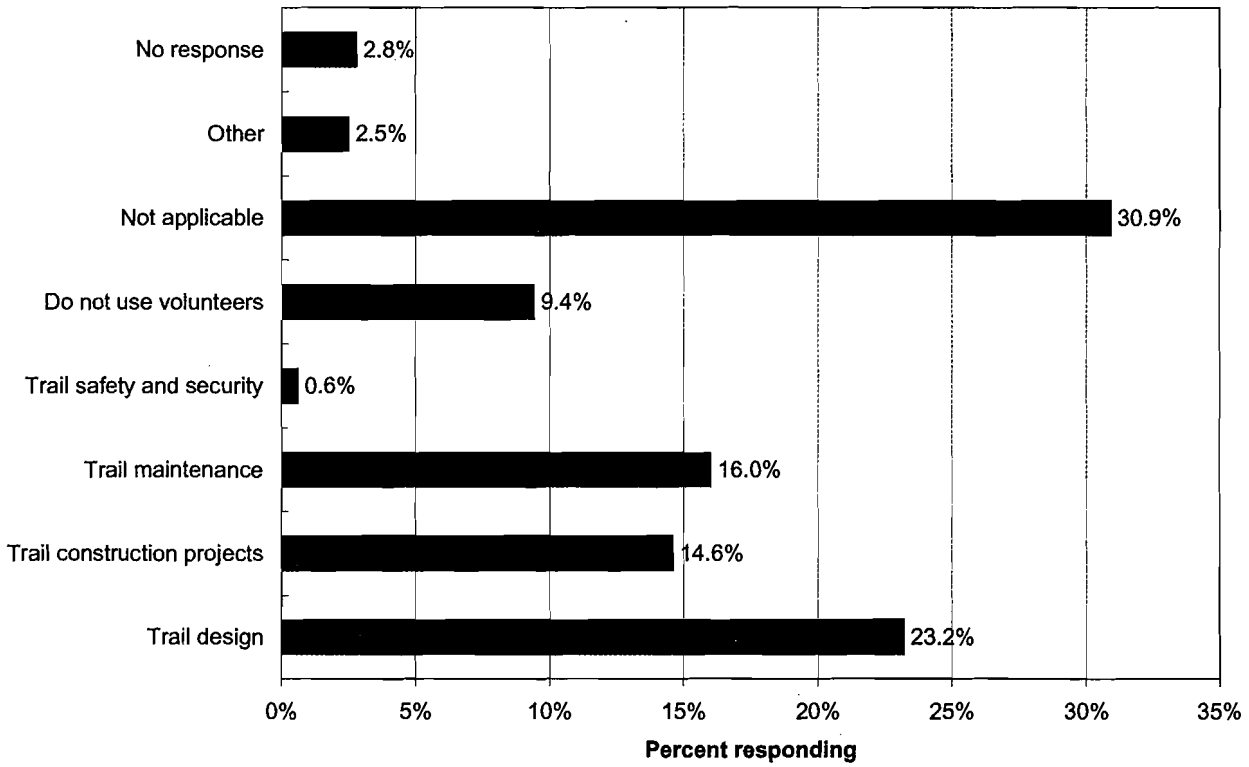
Adjoining landowners and businesses must be involved in planning for trail development.



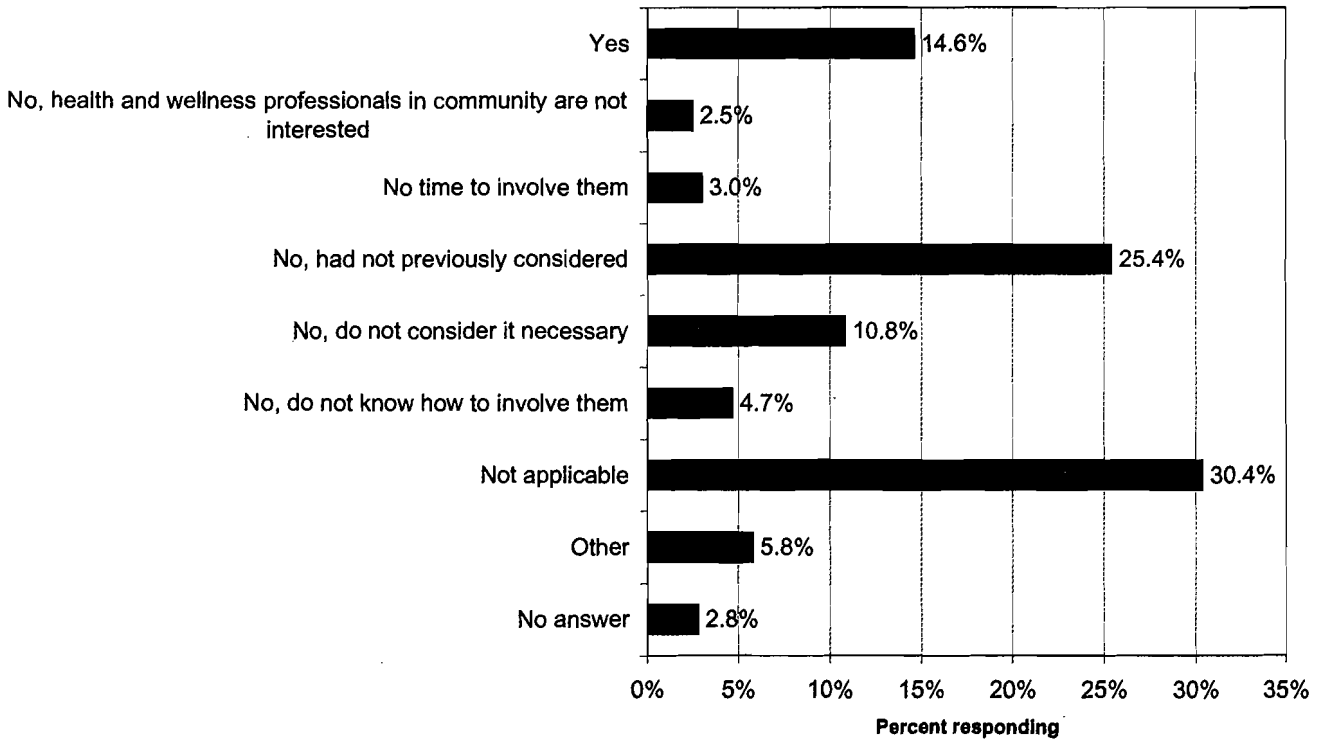
In terms of need for your service population, trail development is less important than other facility development.



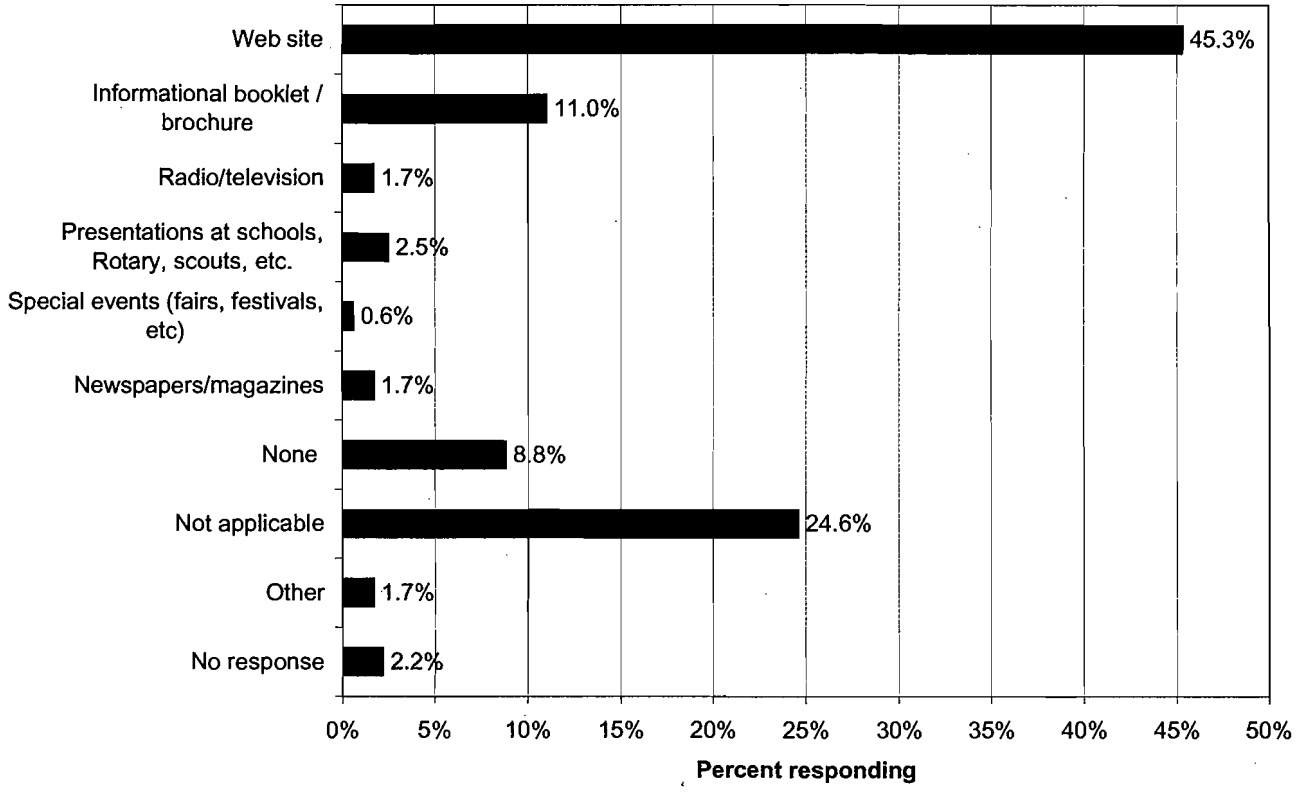
Do you use volunteers for any of the following activities?



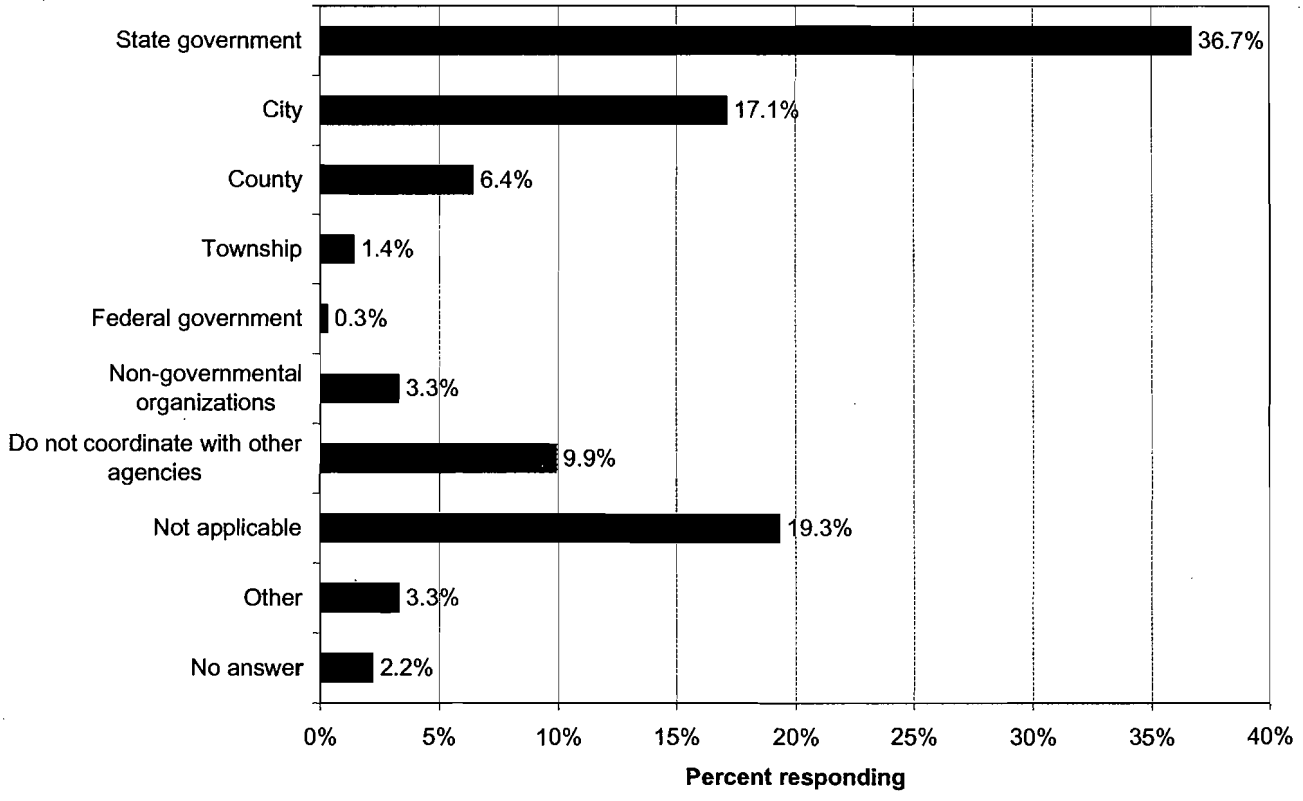
Are health and wellness professionals closely involved in the planning of your trails?



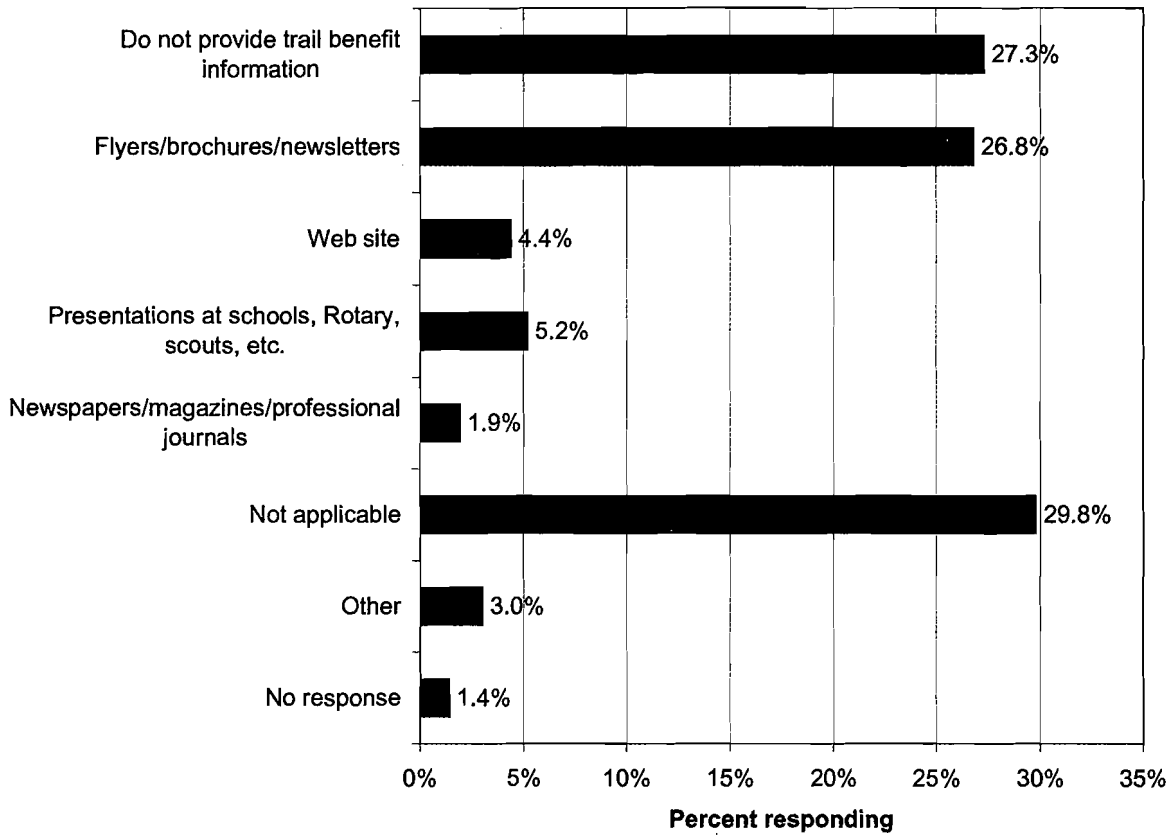
What media do you use to promote your trail system?



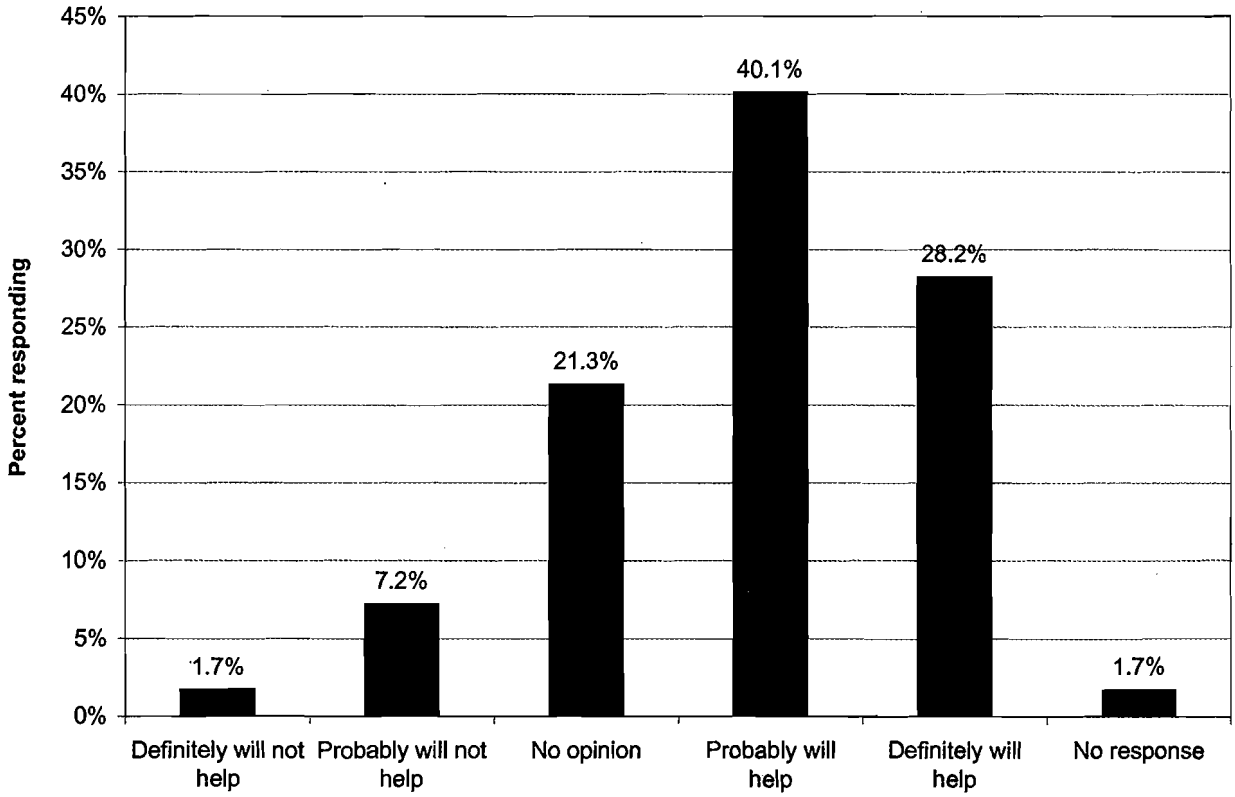
Does your organization coordinate with other agencies and organizations for trail system development and management?



Do you provide information on the benefits of trail use?

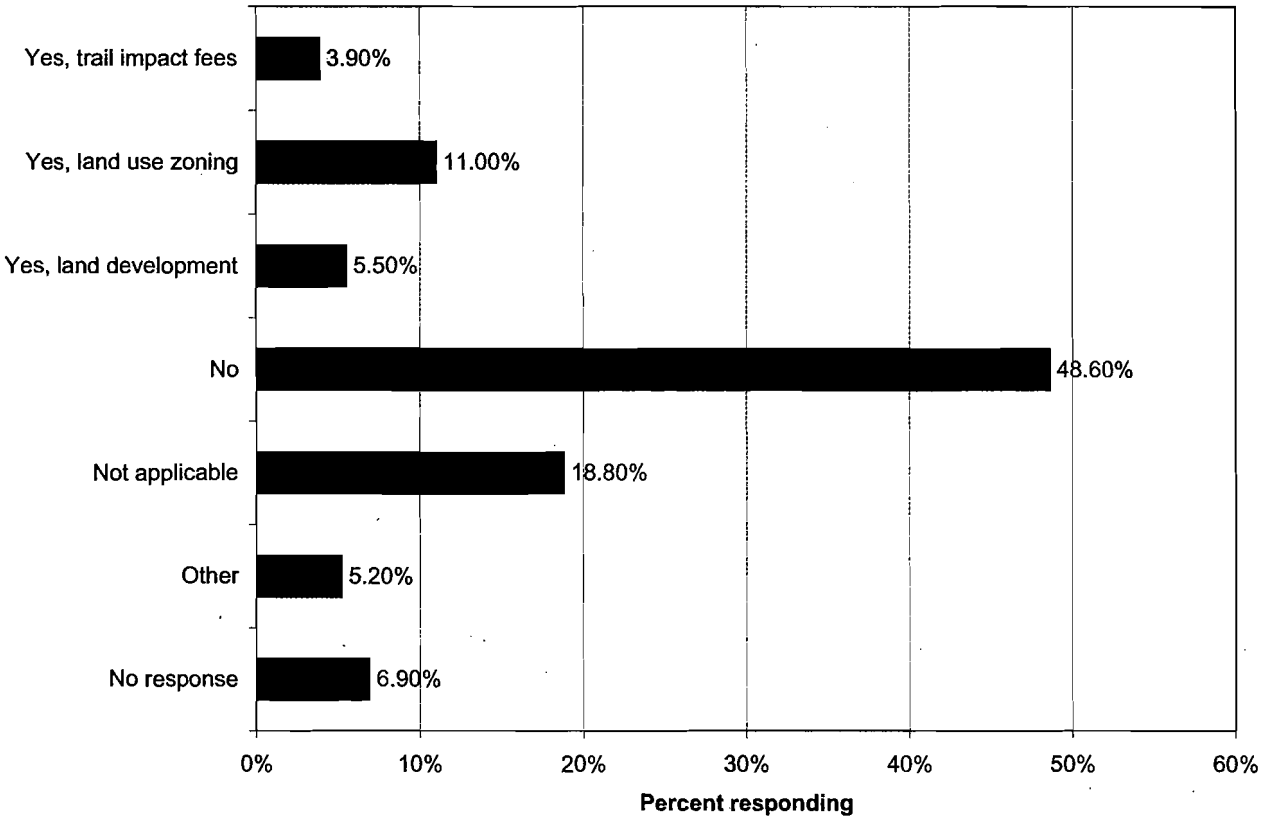


Do you feel legislative action will assist in the further development of multi-use trail networks?

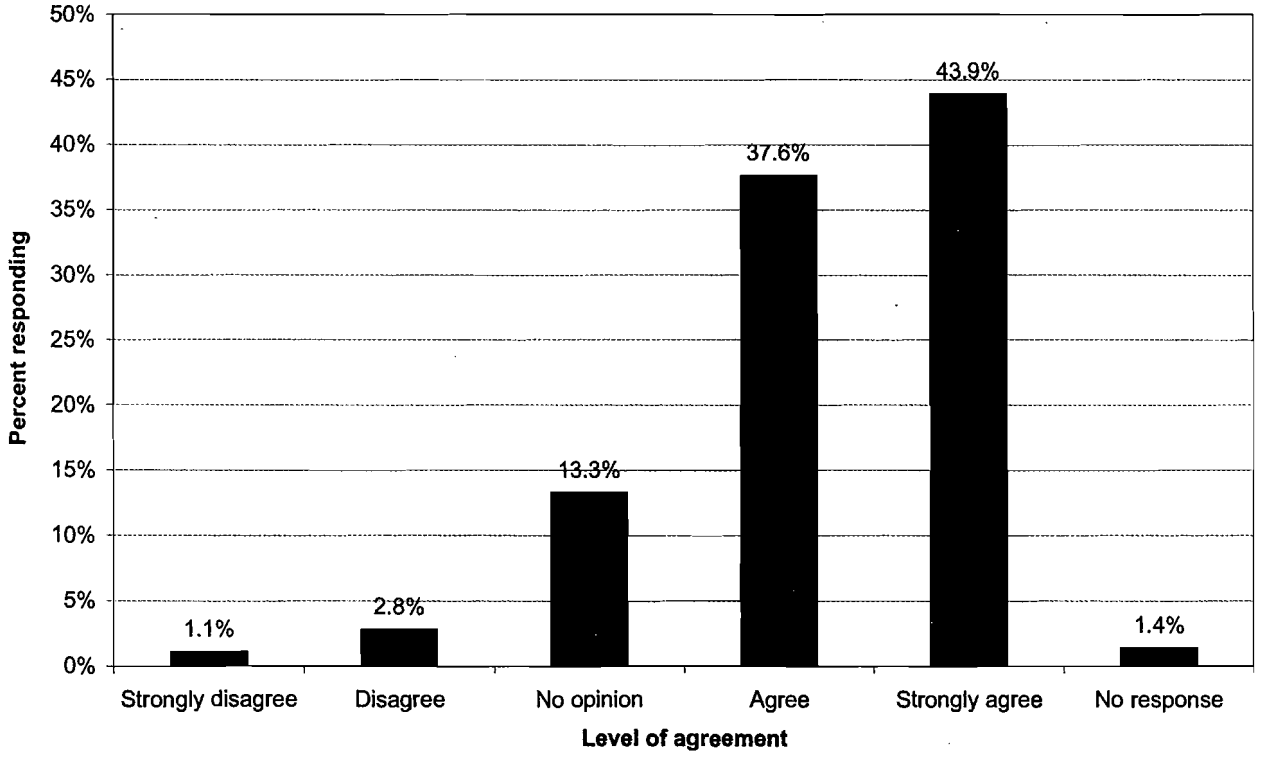


TRAIL RELATED ISSUES IN INDIANA

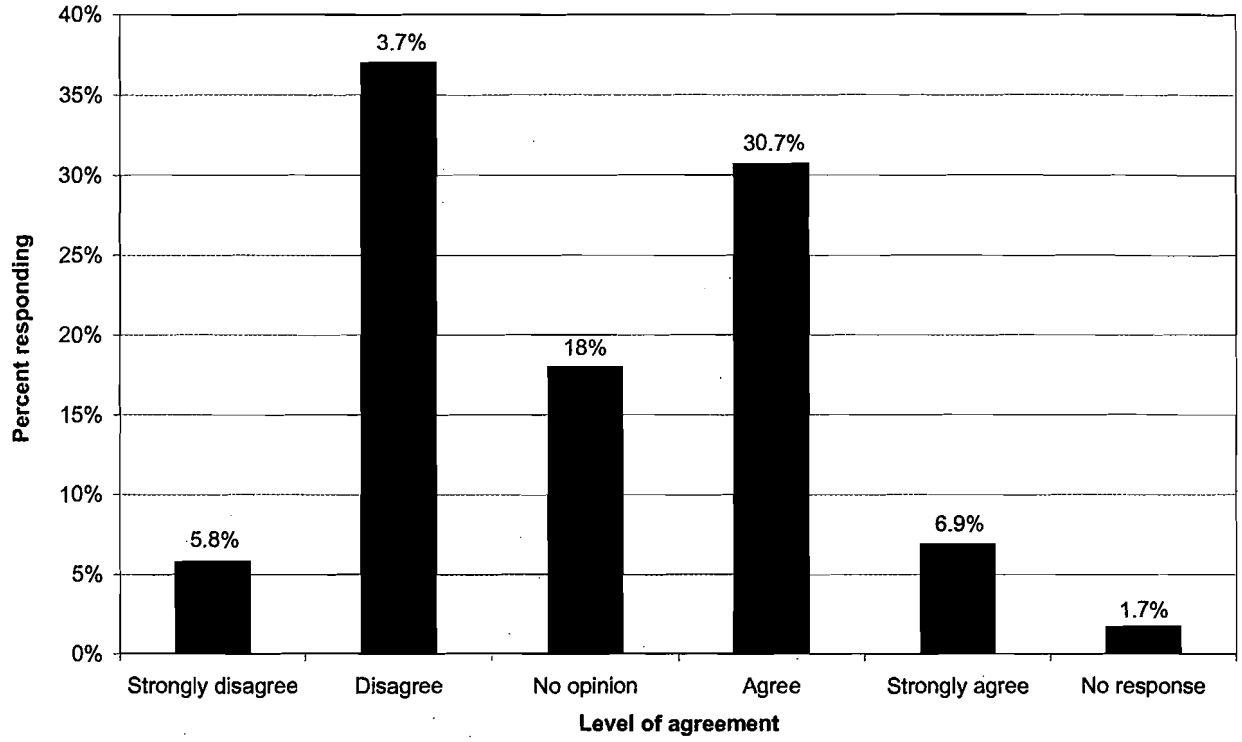
Does your community have ordinances and regulations that facilitate trail development?



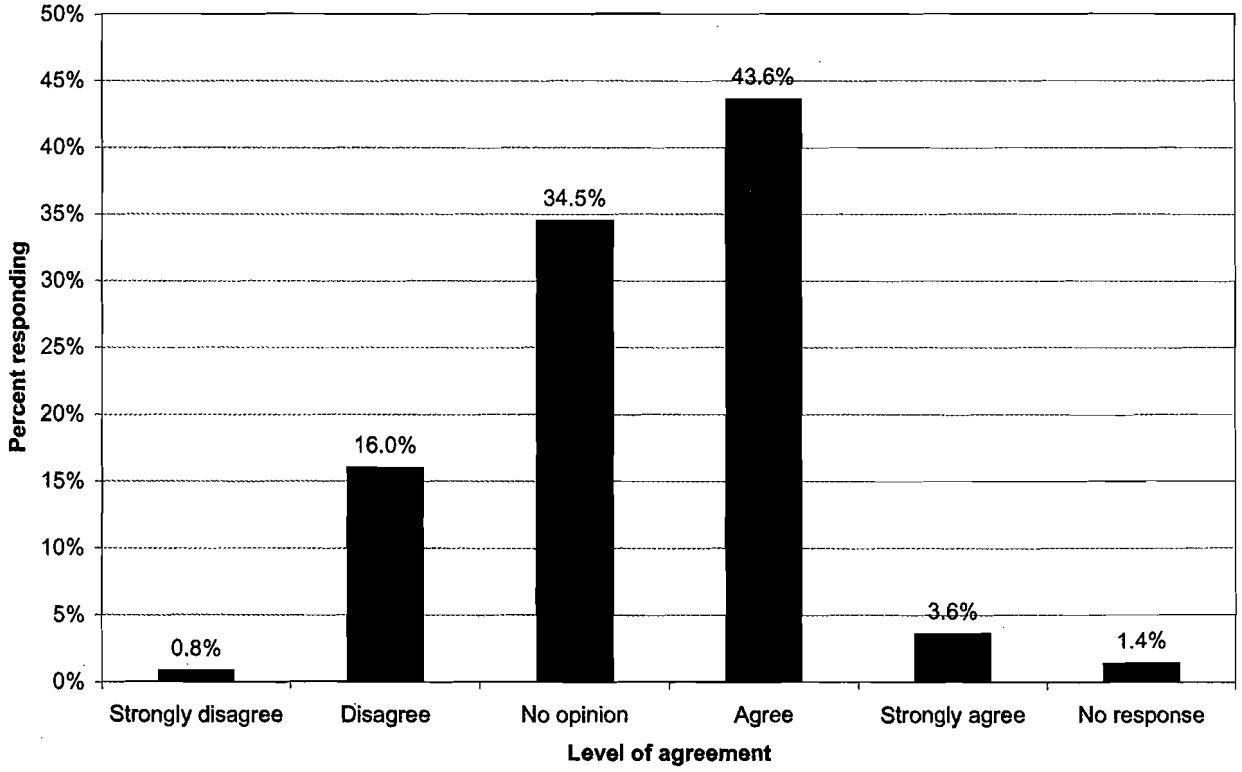
There should be state legislation that supports the acquisition of former railroad corridors for the development of trails.



Developing trails that serve high-density populations should be a higher priority than developing trails that serve less dense populations.

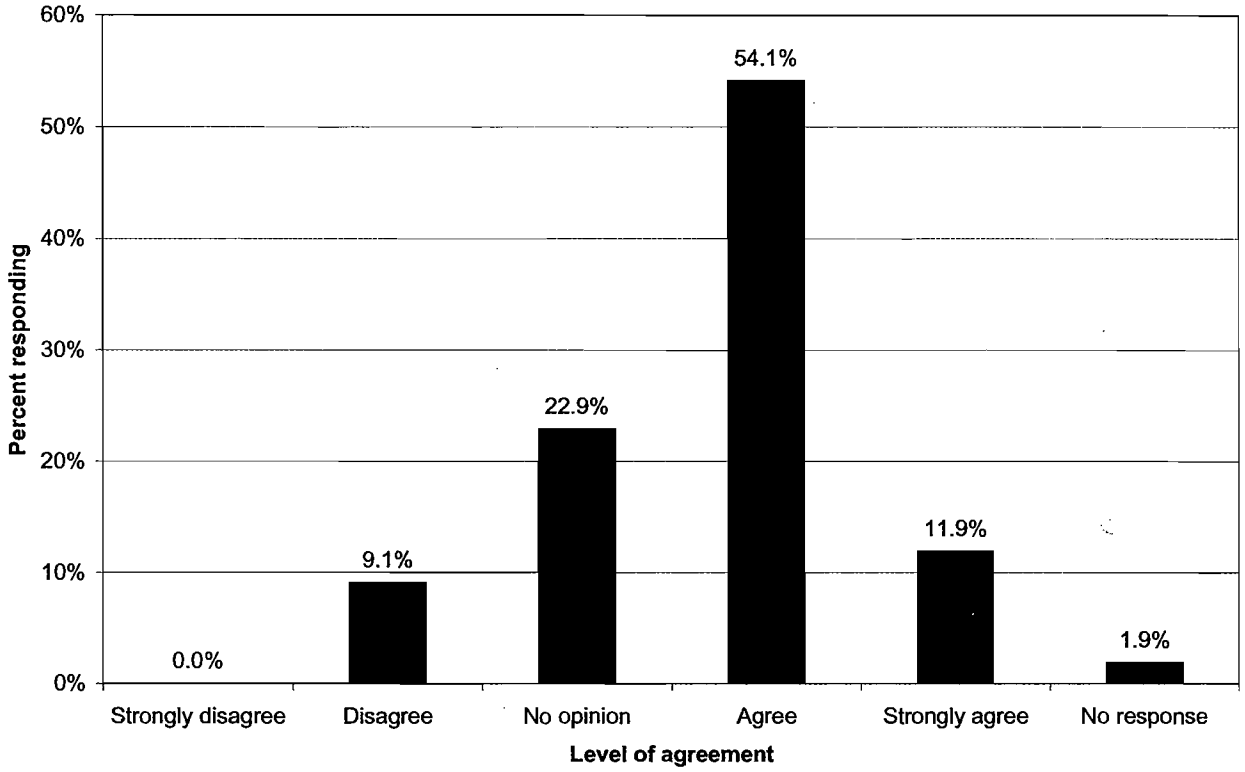


There is adequate information available describing how to determine optimal construction materials and essential trail features.

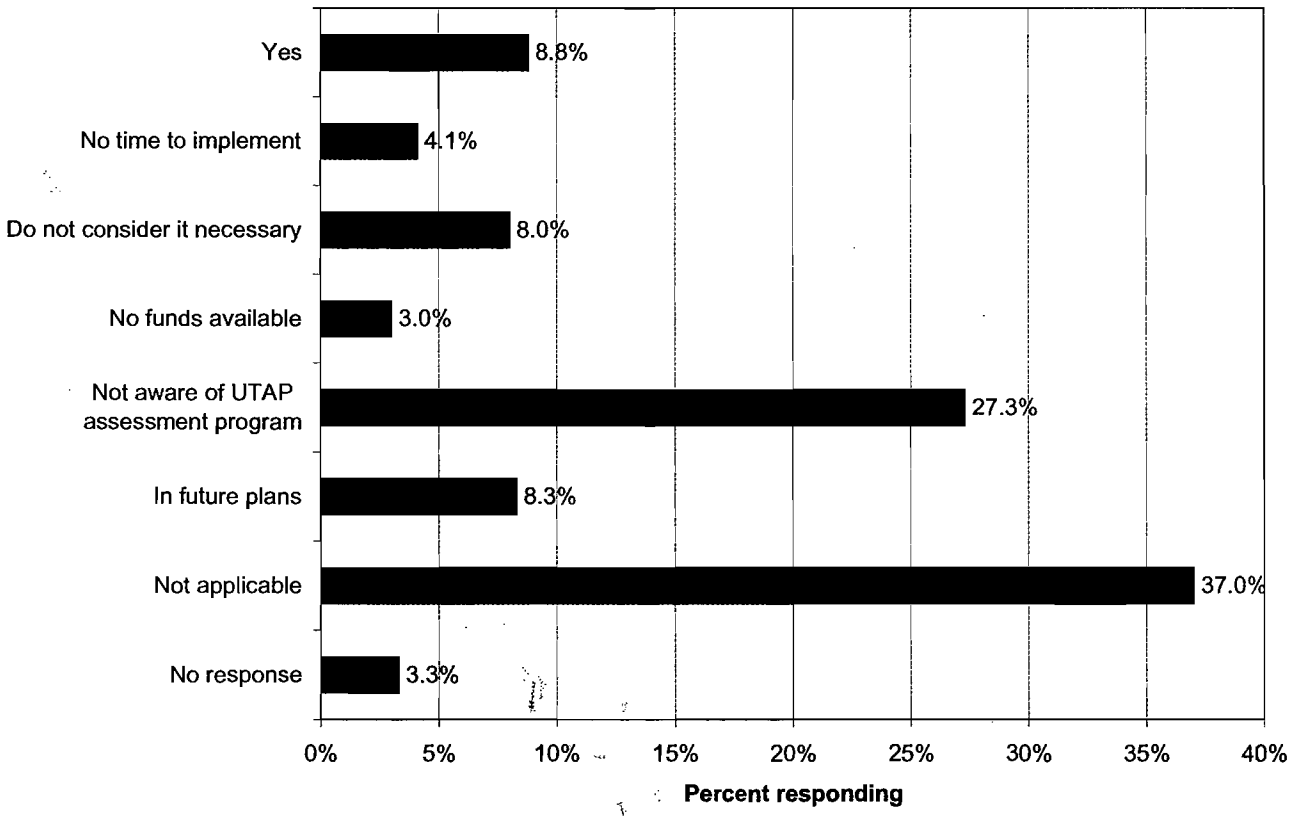


TRAIL RELATED ISSUES IN INDIANA

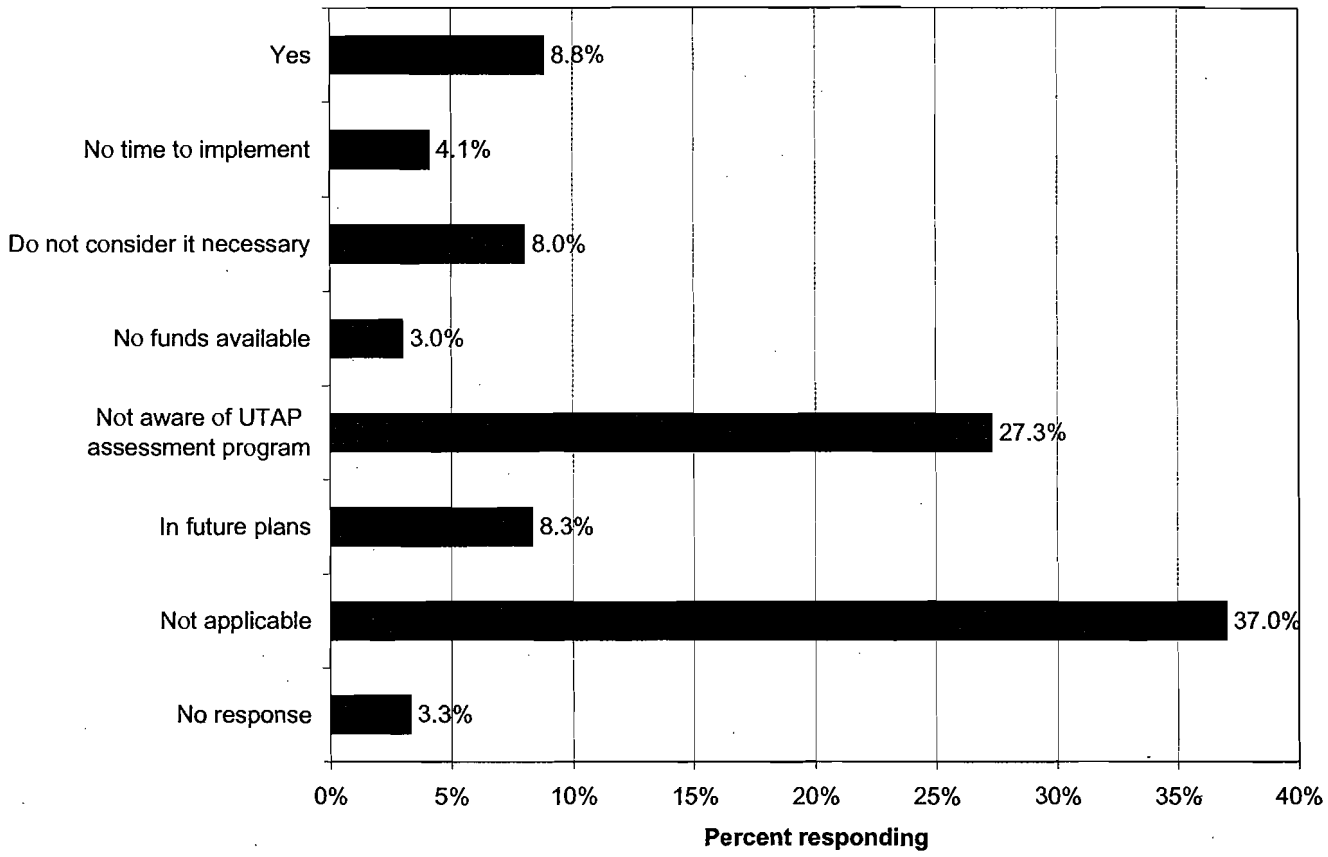
There is a need for research to identify common problems and possible solutions to trail development, planning and maintenance.



Does your organization use a specific set of guidelines for its day-to-day trail maintenance?



Are you using Universal Trail Assessment Program to evaluate trail difficulty and accessibility?



ment; the demographic description of trail use; and legislative concerns for trails throughout Indiana.

The survey instrument was the result of issues that emerged from the review of 150 randomly stratified current park and recreation master plans representing small, medium and large populations of cities, counties and townships. Survey instrument questions were developed following extensive study and analysis of these issues by the trails issue committee and staff of the Division of Outdoor Recreation, Streams and Trails Section.

The sample population (n=569) of the study was drawn from staff and management representing several agencies and organizations (e.g., state parks/reservoirs property managers, state forestry property managers, park and recreation superintendents/directors who are IPRA members, park board presidents, APA/IPA members, foundation councils, trail managing entities and commissions) that had trail development/management responsibilities. Each was sent a written survey instrument that was coded to track returned and unreturned instruments. Prior to distribution, the instrument was beta tested for question clarification and content at a Trails Advisory Board meeting during the summer of 2004. Following the beta testing edits, the instrument and a cover letter explaining the purpose of the study was direct mailed to the sample population by a private research company. Then after one week, a follow-up survey instrument was sent to those who had not returned the initial survey. At the end of the second week, another mailing was made to those who still had not returned their survey. Following the third week, a fourth and final survey instrument was mailed to all outstanding organizations that had not returned the survey.

Twenty-eight surveys were returned as undeliverable or not applicable, thus reducing the sample size to 541. Of the 541 survey instruments, 362 were returned (66.9%), analyzed and reported.

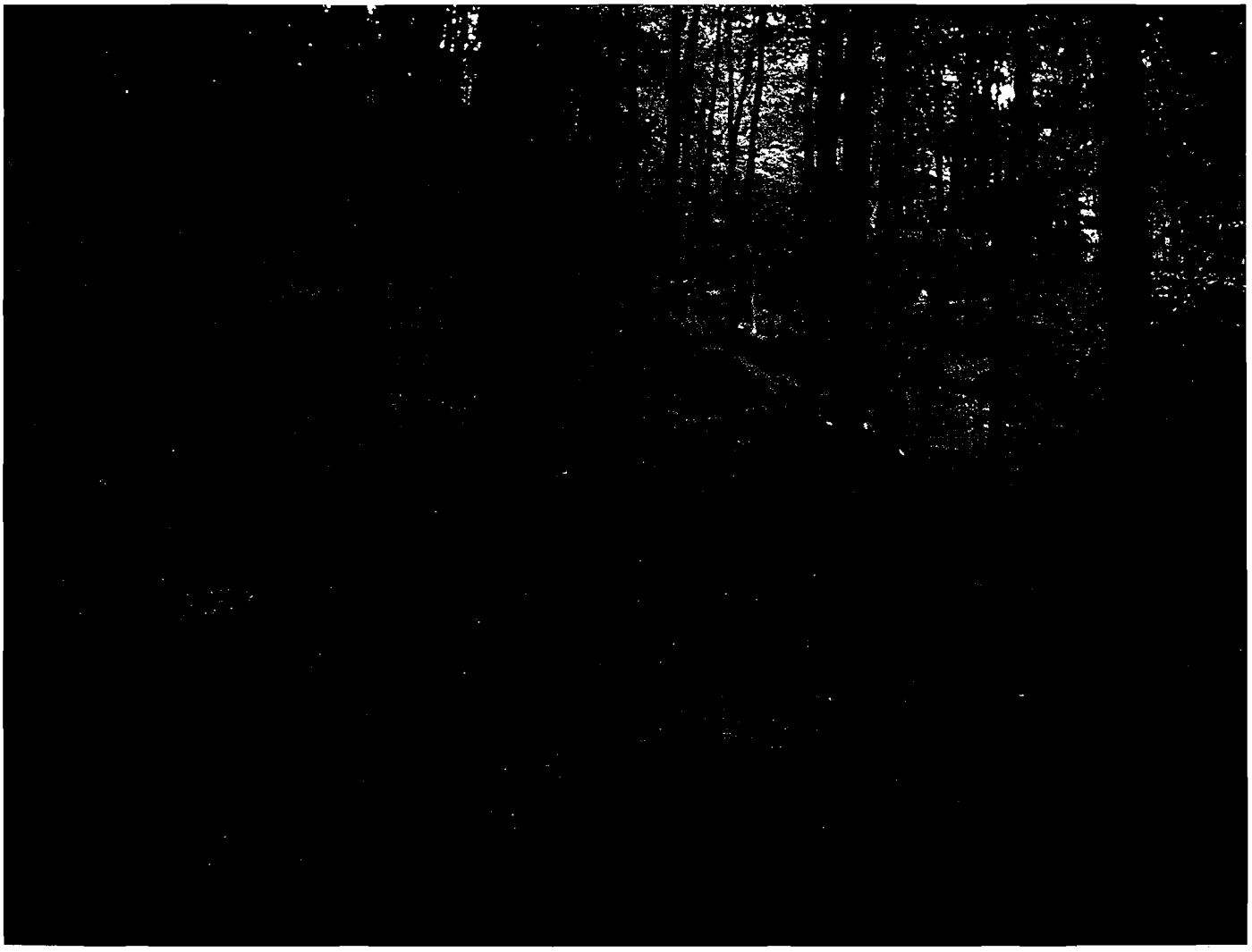
The study focused on some of the administrative/management concerns of trail planning, design and demographics (i.e., number of users, etc.), along with trail information, trail funding, trail legislation and trail multiple use.

TRAIL ISSUES IN INDIANA

Based on trail user and manager survey research, discussions with trail providers and input from trail users, the following trail issues need to be addressed in order to

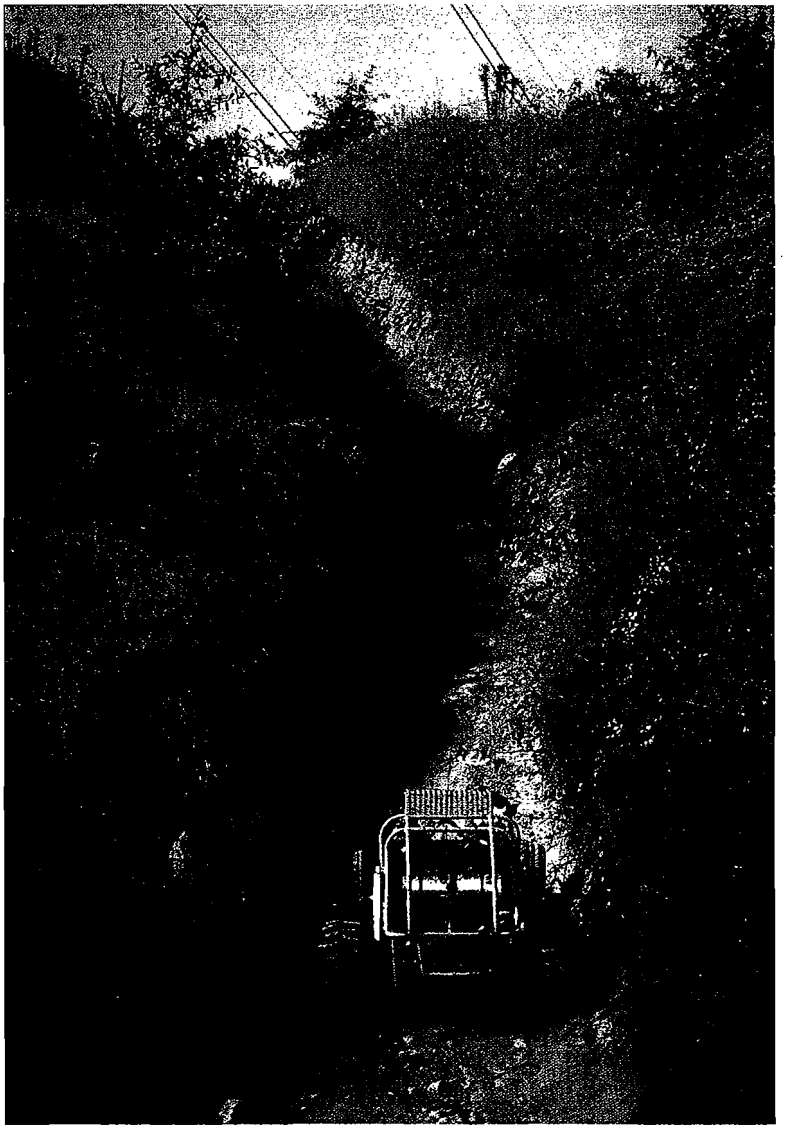
provide a comprehensive network of trails that are accessible and available for Hoosier residents.

- Efforts in trail development, planning and design need to be better coordinated at local, state and federal levels.
- Trail opportunities are not considered when making decisions regarding road right-of-way projects, bridge development and expansion projects, and road abandonment.
- Members of the healthcare community are not players in providing trails.
- Landowners, not-for-profits, and businesses are not encouraged to participate in all phases from initiation of the trail's concept to its final completion.
- Trails are not considered in the planning, development and design of public transit systems, nor are public transit systems considered when developing trails.
- Engineers, architects and planners are often not consulted in various phases of the trail development process to ensure natural resource preservation and ADA compliance.
- Trail funds to build and maintain trails do not adequately meet the demand for acquiring, developing and maintaining trails.
- There is a misconception that federal and local mechanisms only fund non-motorized trails in Indiana.
- There is no state funding mechanism to augment annual operating budgets and capital expenditure for acquiring and developing both motorized and non-motorized trails.
- Impact fees are not used consistently for trail funding.
- There are few incentives to use private sources of funding from entities such as foundations and corporations who have interests in trails and the health benefits derived from trail use.
- Current funding restrictions are prohibitive for not-for-profits to acquire and develop trails.
- Current funding mechanisms do not get trails (on the ground) built in a timely fashion.
- Land is becoming unavailable for trail use.
- State legislation does not support the acquisition of former railroad corridors for trail development in a



timely manner.

- Trails are not generally considered or included in land use planning.
- The size and number of areas for the legal operation of ATVs, motorcycles, off-road bicycles, equestrian use and off-highway vehicles is inadequate.
- Current state properties for the legal operation of ATVs, motorcycles, off-road bicycles and off-highway vehicles are understaffed.
- Information on the location and availability of trails is often difficult for the user to find and often does not provide information on trail conditions, level of difficulty or information regarding ADA accessibility.
- There is a distinct lack of research on trails and trail related issues in Indiana.
- Information on the benefits of trail use and the economic benefits of trails in Indiana is lacking and not available to the public.
- The use of educational materials about trail use and environmental ethics/etiquette needs to be developed and promoted.
- Interpretation of the natural, historical and cultural features of trails is not encouraged nor supported.
- Multilingual signage where appropriate to accommodate a more diverse citizenship is not provided.
- There is not general use of standardized signs and symbols to designate trail activities, explain trail conditions and facilitate trail navigation.
- There is no mechanism in place to manage trails on a regional basis.
- A clear picture of the role of the state in acquiring, developing and managing trails in Indiana is lacking.



APPENDIX

TRAILS SUMMIT RESULTS

Trails Plan Summit Results

The following section outlines the findings of the Indiana Trails Plan Summit held on May 31, 2006. In general, attendees were grouped based on their geographical location within the specified regions. Within each group, participants identified and prioritized potential trail destinations and broad corridors that have potential for the development of trails by local and private entities.

The visionary trails system map presented in Chapter 1 was re-generated based on the comments received at the summit and from comments received at the subsequent trails plan public meetings.

The maps and lists presented on subsequent pages represent the results from each individual mapping session. The formats vary slightly from session to session. These results are a speculative vision of potential trail corridors that could be developed through the efforts of multiple entities.

Schedule of events

9:00 **Welcome and Introduction** by Governor Mitch Daniels - Auditorium
Overview of the Trails Plan Summit by Kyle Hupfer, IDNR Director

9:30 **INDOT presentation** by Thomas Sharp, Commissioner, INDOT - Auditorium

9:45 **Regional breakout groups - mapping of potential trails and links**
The morning session is an opportunity for people from each of the regions to come together and identify potential corridors of statewide significance for future trails construction. Groups will work together to identify regional and statewide points of interest and draw broad corridors that will be important in creating interconnectivity in the region. At the end of the session the groups will work toward prioritizing these trail corridors for future construction.

Region	Room
North West	Conference Room A
North Central	Conference Room 22
North East	Conference Room 4/5
Central West	Auditorium
Central East	Conference Room C
South West	Conference Room 1/2
South East	Conference Room 20

12:15 **Boxed lunch** *(provided)*
Boxed lunches will be available in the Government Center Atrium following the morning GIS session. Vegetarian meals will be specifically marked if you asked for one on your RSVP. Feel free to eat in any of the rooms, except the auditorium.

1:15 **Concurrent issues session I** *(1:15 to 2:30)* **& II** *(2:45 to 4:00)*
These sessions are designed to be open discussions about various topics. Rooms will break into small groups for discussion and to complete a worksheet exercise. Small group discussions will be summarized for the group and recorded. The recorder in each room will organize the thoughts, strategies and achievements to share with the Governor and the Summit group at the end of the day. Please look at your name badge to identify your concurrent sessions.

Session Topic	Room
Challenges to Developing Trails	Conference Room A
Coordination	Conference Room 22
Trails and Roads	Conference Room 4/5
Funding	Conference Room C
Maintenance and Operations	Conference Room 1/2

4:15 **Debriefing of the day** with Governor Daniels - Auditorium

4:55 **Closing remarks** by Governor Daniels - Auditorium

Networking Room: Open All Day
Conference Room 18 is available to distribute and collect information from groups. Feel free to stop in throughout the day to discuss trail issues with other leaders from around the state and look through the literature that has been collected.

DNR
Indiana Department of Natural Resources

TRAIL SUMMIT RESULTS

NORTHWEST REGION

Top Ranked Corridors

Marquette Greenway
American Discovery Trail Alternate Route
SR 49
Cedar/Newton Corridor
South Shore Corridor
Panhandle Connection / SDT
SR 421
C & O Corridor
Water Corridors

Destinations / Points of Interest (Significance)

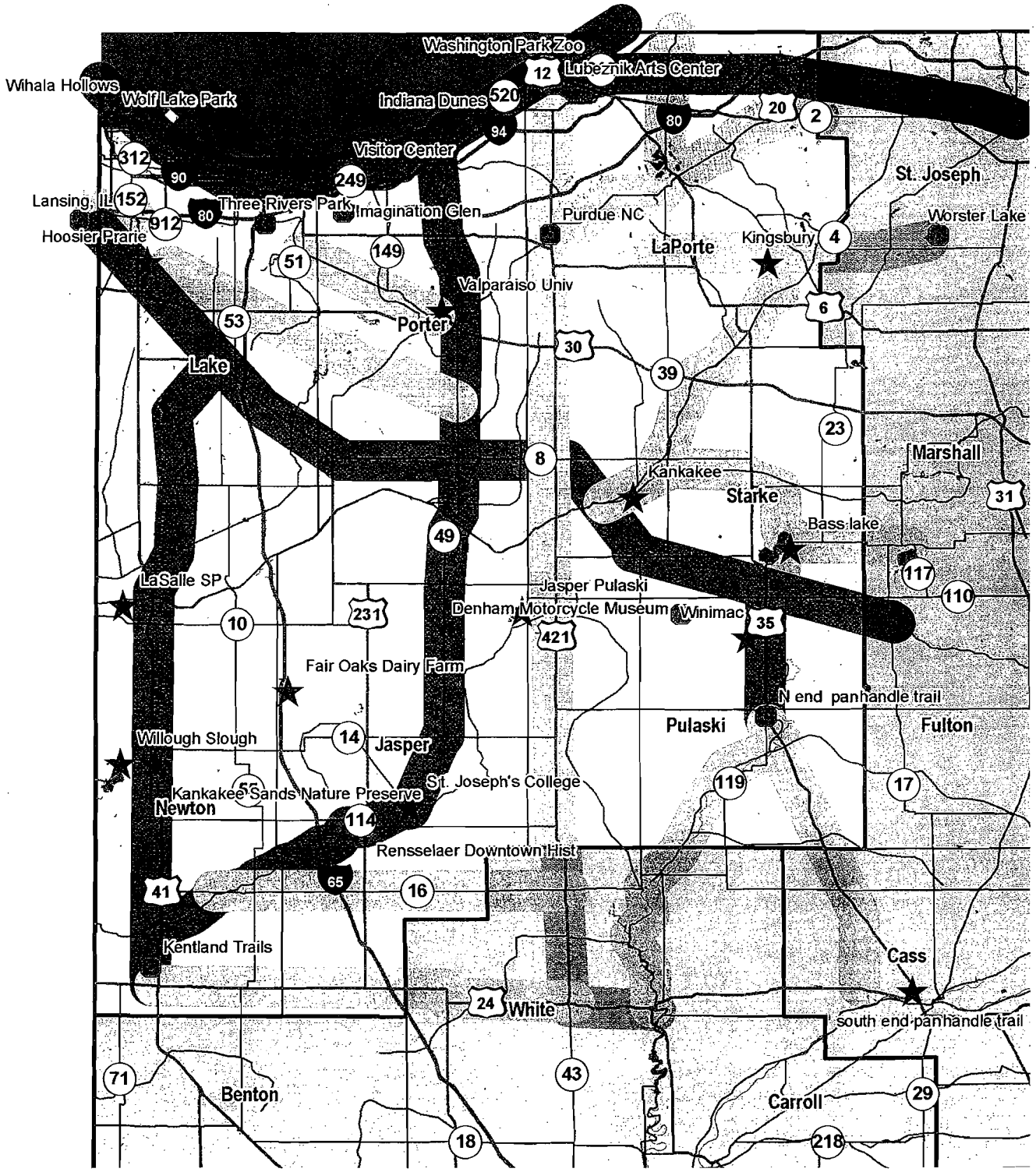
South Bend (State)
Casinos (Regional)
Hammond / Gary / Michigan City / Whiting
South Shore Rail (regional)
Boutiques / Specialty shops in downtowns of many communities
City of Chicago (State)
Lake County Visitors Center, Hammond (State)
Star Plaza, Merrillville (Regional)
Lake Michigan (State)
Westfield shopping town, Hobart (State)
Lighthouse Place outlet mall, Michigan City
Marinas
Exit 256 Outlet Antique Mall
Fishers Oak Savannah (State)
Holly Oak Savannah, Wilmington, Jasper Co. (State)
LaPorte city parks
Michigan city parks
Valparaiso city parks
Winamac town park, Swinging Bridge (Regional)
Tippecanoe River (Regional)
Monterey (Town of) center of a number of trails east of Bass Lake
Bruce Lake
Denham Motorcycle Museum
Crown Point Historic Courthouse
Lubeznik Art Center, Michigan City (Regional)
Washington Park Zoo, Michigan City (Regional)
Kankakee Sands Nature Preserve, Newton Co. (State)
Earl Park (yearly festival)
Benton County Trail using Railroad
Pan-handle Pathway (Pulaski, Cass Counties) (State)
Monon Railroad in Monon
County Courthouses
Renesslaer downtown, historical area, county seat, developing a trail head on river (Regional)
Fair Oaks, Dairy Farm (State)
St. Joe College in Renesslaer (State)
Imagination Glenn Park, bike trails, Portage (Regional)
Portage lakefront park (Regional)
Veterans Memorial - Munster (Regional)
Lansing, Illinois (State) state connection
Crown Point - Historic Courthouse (State)
Hoosier Valley Railroad Museum, North Judson (Regional)
Lomax Station, Lomax Starke Co. (Regional)
Lake Co. Fairgrounds (Regional)
Red Mill County Park, Otis, LaPorte County (Regional)
Bluhm County Park, Westville (Regional)
Creek Ridge County Park, Michigan City (Regional)
Luhr County Park, LaPorte (Regional)
Marquette Beach County Park, Gary (Regional)
Washington Park, Michigan City (Regional)
Crown Point, County seat (Regional)
Kentland County Seat (Regional)
Bass Lake, Starke County (Regional)
Rohrman Park, Schererville
Sherwood Park, Schererville
Reder Park, Schererville
Lemon Lake, Cedar Lake (Regional)
Cedar Lake at Cedar Lake (Regional)
Stoney Run Park, Winfield Township near Leroy (Regional)
Grand Kankakee Marsh Park, near Shelby (Regional)
Three Rivers Park, Gary (Regional)
Deep River Park, Hobart (Regional)
Buckley Homestead, Lowell (Regional)
Sunset Hill, Valparaiso (Regional)
Dunn's Bridge Park, Porter County (Regional)
Indiana Dunes State Park and National Lakeshore
Valparaiso University and County Seat
County parks
Town of Porter new Visitor's Center (State)
Purdue University, northwest (Regional)

NORTH CENTRAL REGION

Corridors (Priority)

US 31 / Nickel Plate
Winona
Cardinal Greenway
South Shore

Indiana Trails Summit Northwest Region Planning Session



POINTS OF INTEREST

- Statewide Significance
- Regional Significance
- Other

TRAIL OPPORTUNITIES

- State/Backbone
- Regional
- Other

N W E S

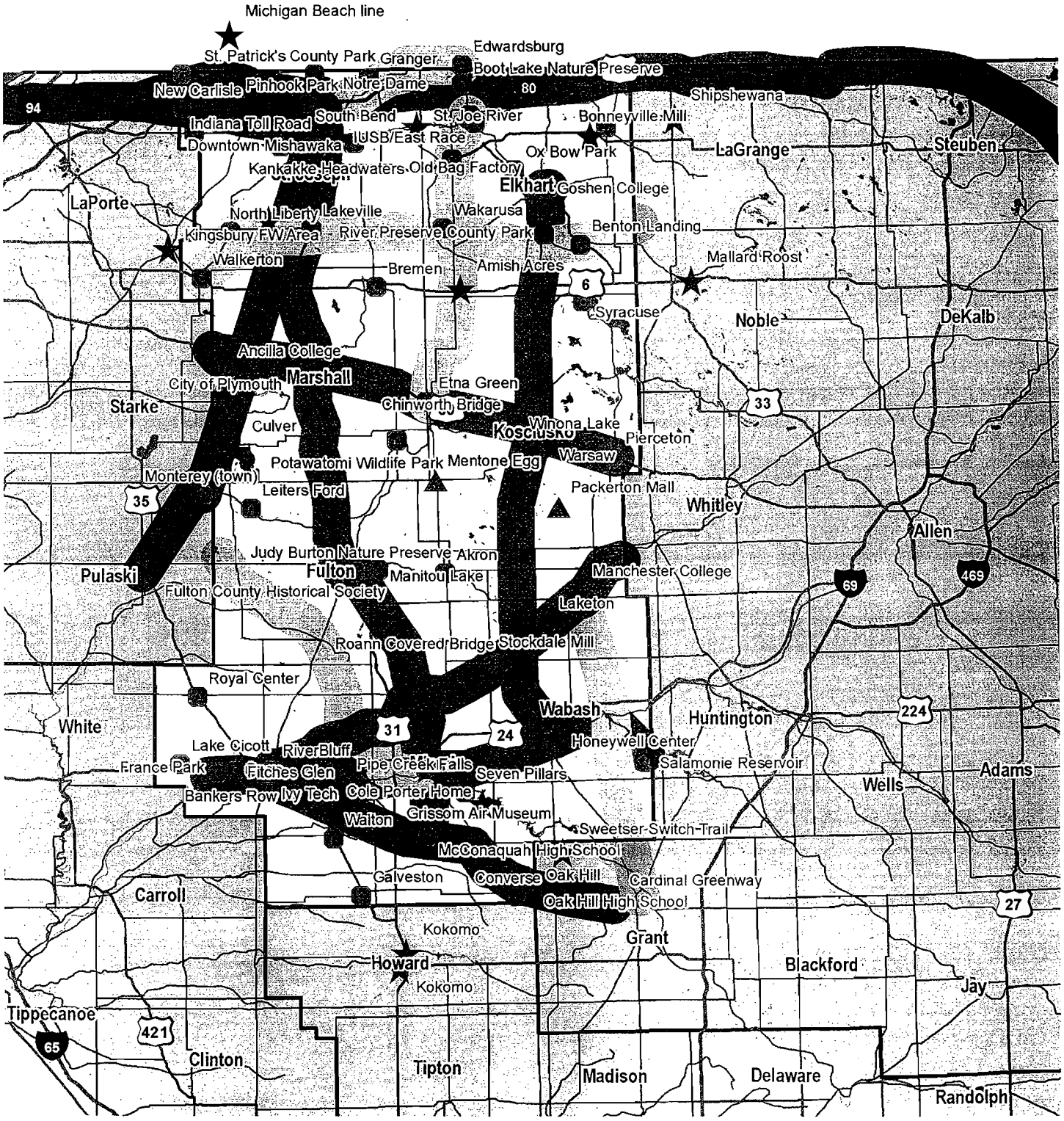
0 3 6 12 Miles

Wabash River
Pottawatomi Pathway
Old Lincoln Highway
Indiana Toll Road

POINTS OF INTEREST/DESTINATIONS (SIGNIFICANCE)

Pumpkinvine Nature Trail (Regional)
Goshen Park System (Regional)
Plymouth (city of) (Regional)
Elkhart County and St Joseph County along St. Joseph River (State)
Potato Creek State Park (State)
University of Notre Dame (State)
Bonneville Mille County Park (Regional)
Krider World's Fair Garden (Regional)
Granger and St. Patrick's County Park (Regional)
South Bend Regional Airport /Shoreline (State)
Michigan Beach Line (State)
Seven Pillars (Indiana trading post, limestone formations) (Regional)
Mississinewa Reservoir / Dam (State)
Sweetzer Switch Trail (State)
Cardinal Greenway (State)
Town of Converse (Regional)
Maconquah High School (Regional)
Grissom Air Museum (State)
Elkhart River Walk and Commons (Regional)
River Bluff Trail (Regional)
Little Turtle Waterway (Regional)
Town of Monterey (Regional)
Walkerton, North Liberty, Lakeville (Regional)
City of Rochester (Lake Manitou) (Regional)
City of Kokomo (State)
Winona Lake (Regional)
Mentone Egg (Regional)
Packerton Mall (Regional)
River Preserve County Park (Regional)
Town of Syracuse (Regional)
Nappanee - Amish Acres (Regional)
American Countryside (Regional)
Judy Burton Nature Preserve (Regional)
Fulton County Historical Society (Regional)
Pike Creek Falls (Regional)
Ivy Tech in Logansport (Regional)
France Park (Regional)
Riverside Park, Cass County Carrousel (Regional)
Patriot Park (Regional)
Cedar Island (Regional)
Culver - Culver Academy (State)
Peru - Circus Hall of Fame (State)
Manchester - Manchester College (State)
Salamonie Reservoir (State)
Oxbow Park (Regional)
Shipshewana - Amish Country (State)
Bendix Woods County Park (Regional)
Edwardsburgh (State)
Downtown South Bend (State)
Spicer Lake Nature Preserve (Regional)
Town of New Carlyle (Regional)
Town of Bristol (Regional)
Elkhart County Historical Museum (Regional)
Goshen College (Regional)
Old Bag Factory (Regional)
East Bank Trail (State)
Potawatomi Park/Zoo (State)
Rum Village Nature Preserve (Regional)
Cole Porter Home (State)
Oakhill Winery (Regional)
Elkhart Environmental Center (Regional)
Woodlawn Nature Center (Regional)
Cass County Historical Museum (Regional)
East Race Waterway (State)
Pinhook Park (Regional)
Headwaters of Kankakee River (Regional)
Tippecanoe Nature Preserve (Regional)
Ancila College (Regional)
Miami County Museum (Regional)
Circus City Festival (Regional)
Winona Mountain Bike Trail (State)
Chinworth Bridge (Regional)
Town of Laketon (Regional)
Roann Covered Bridge (Regional)
Stockdale Mill (Regional)
Mallard Roost Public Access Site (State)
Benton Landing (Regional)
Potawatomi Park (Regional)
Old Town Pump (Regional)
Bankers Row (Regional)
Canal Crossing (Regional)
Logansport Hospital (Regional)
Spencer Park (Regional)
Fitches Glen (Regional)
Lake Cicott (Regional)
Wabash Honeywell Center (State)
Town of Middlebury (Regional)
Town of Bremen (Regional)
Das Essenhaus Complex (State)

Indiana Trails Summit North Central Region Planning Session



POINTS OF INTEREST

- Statewide Significance
- Regional Significance
- Other

TRAIL OPPORTUNITIES

- State/Backbone
- Regional
- Other

N W E S

0 4 8 16 Miles

Leiters Ford (Regional)
Indiana Toll Road (State)
Wakarusa (Regional)
DT Akron (Regional)
Etna Green (Regional)
Royal Center (Regional)
Walton (Regional)
Galveston (Regional)
Town of Warsaw (State)
Pierceton (Regional)
Boot Lake Nature Preserve (Regional)
Kingsbury Fish and Wildlife Area (State)

NORTHEAST REGION

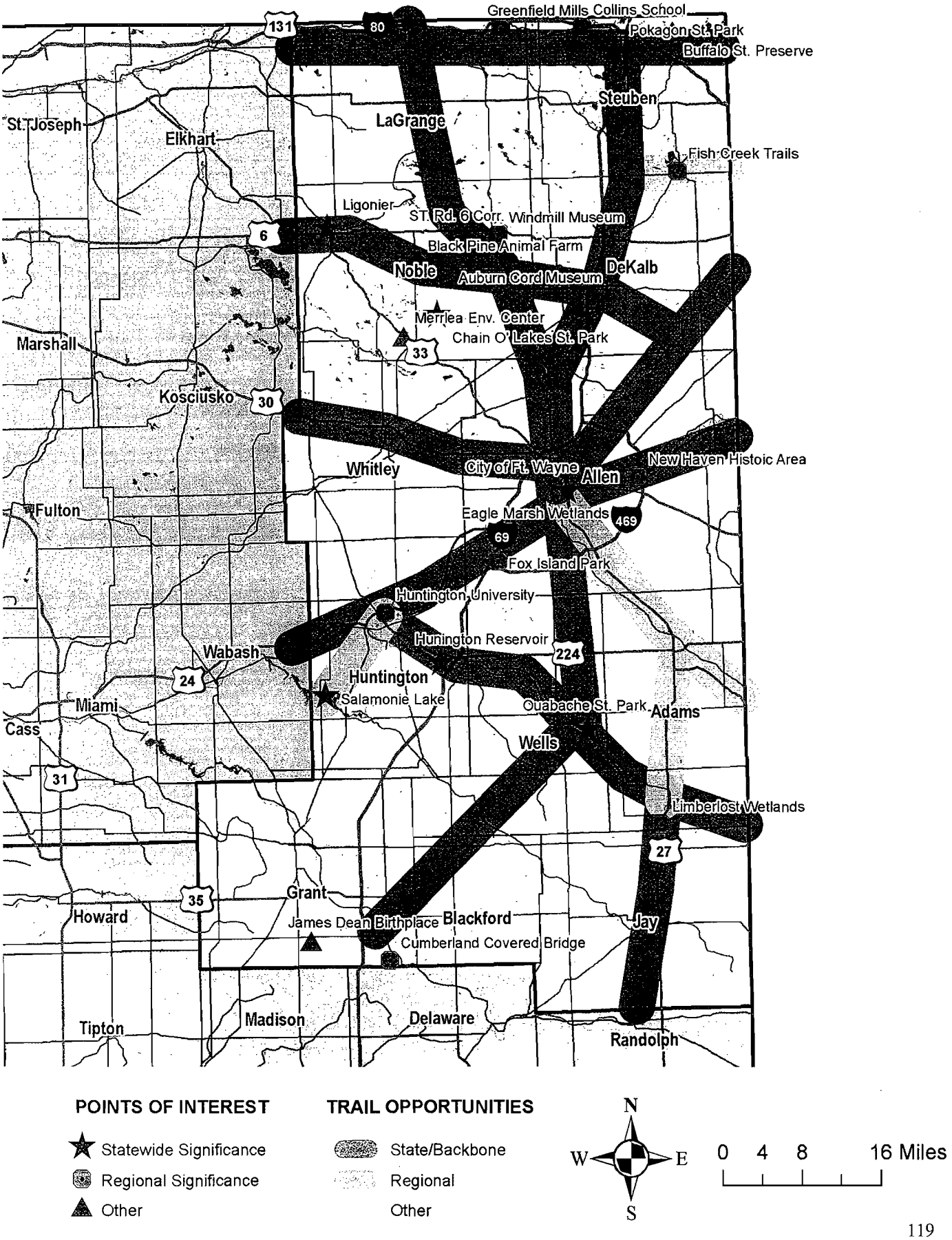
Identified Corridors (Significance)

Lincoln Highway Trail (State)
Cannonball Trail (Regional)
Huntington / Salamonie (Regional)
Extension of Upstate Trail (State)
St. Joe River Extension (State)
Wabash River Corridor (State)
St. Mary's River Corridor (Regional)
State Road 120 Indiana Trail (State)
Old Route 27
Wawasee Trail (Warsaw) (State)
Wabash River (Maumee River) from Wabash to Fort Wayne to Ohio (State)
Fort Wayne to Sturgis, Michigan (State)
Visionary Trail to Quabach (Upstate Indiana Trail) (State)
Fort Wayne to Indy (State)

Points of Interest (Significance)

Heritage Square Downtown, Fort Wayne (State)
Chief Richardsville House (State)
Cline Museum
Tri-State University (State)
Fish Creek Trails (Regional)
Wild Wind Buffalo Preserve
Limberlost State Historic Site (State)
Loblolly Wetland Preserve (Regional)
Eagle Marsh (Regional)
Crane Marsh
Windmill Museum (Regional)
Natural Lakes (State)
Noble Amish Country (State)
Cannonball Connector (Regional)
St. Mary's River Corridor (State)
St. Joseph River Greenway (State)
Spencerville Covered Bridge (Regional)
James Dan House, Gravesite and Museum (State)
Mississinewa Battlefield (Regional)
Lincoln Museum (State)
Pokagon State Park (State)
Fox Island (Regional)
New Haven - historic transportation related sites (Regional)
Allen Co. War Memorial Coliseum (Regional)
Wizards Stadium (Regional)
Huntington University (State)
U.S.6 Grand Army of the Republic
Monesser Trail Park (Regional)
Black Pine Animal Park (Regional)
Merrylea Environmental Center (Regional)
Greenfield Mills (Regional)
Collins School (Regional)
Underground Railroad houses (State)
Whipple truss bridge
IPFW/IVY Tech Center, Fort Wayne (State)
Johnny Appleseed Trail / Grave (State)
Cumberland Covered Bridge
Metea County Park (Regional)
Wabash Erie Canal (State)
Three Rivers (State)
Maumee River Valley Corridor (State)
St. Joseph River Corridor (State)
Historic Downtown Kendallville (Regional)
Little Wabash and Wabash River Corridors (State)
Huntington Lake (State)
Salamonie Lake (State)
Abandoned Erie Railroad (Regional)
Pigeon River State Wildlife Preserve (State)
Elkhart River (Regional)
City of Ligonier (Regional)
History City/Fort to Port (Interstate Connection) (State)
Sylvan Lake
Gene Stratton Porter (State)
Chain O'Lakes State Park (State)
Kruise Auto Park / War Museum (State)
Ouabache State Park (State)
Acres Preserve (Regional)
Cedar Creek Canyon Corridor (Regional)
Shipshewana (State)
White Pines Trail (State)
Additional Connector to Fort Wayne Children's Zoo-Franke Park (State)

Indiana Trails Summit Northeast Region Planning Session



Grabil - Amish Country (Regional)
St. Joseph (East of Corridor)
Fort Wayne portage points and entry to the Midwest (State)
Historical Old Fort (State)
Headwaters Park (State)
Grand Wayne Center Botanical Conservatory (State)

EAST CENTRAL REGION

Corridors

National Road/US 40
Cardinal Greenway/American Discovery Trail
Monon with extensions to Nickel Plate RR and B&O on Indy westside
Connector through Johnson and Shelby Counties through abandoned RR corridors or US 421 that link southern Indiana routes with central Indiana
White River
Wildcat (bisects Howard Co.)
Whitewater River through Richmond

Destinations

Morse Reservoir
Geist
Eagle Creek
Prairie Creek
Summit Lake
Restored Wetlands in Marion and Hancock Counties
Fall Creek
White River
Whitewater East Fork into Ohio (Riverside Trail)
Big Blue River
Wildcat Creek in Howard County
Thistlewaite Falls and Whitewater Gorge in Richmond
Falls along Fall Creek
Nature Preserves - Redtail Nature Preserve
Westwood Lake Park - Summit Lake
Earlham College in Richmond connects to National Trail and Gorge
IUPUI and Marian College - connects to White River and many recreation facilities in Indianapolis
Taylor University
Anderson University-near Mounds State Park and White River
Indiana Wesleyan
Ball State (use School of Architecture for help)
Franklin College and University of Indianapolis - potential connections to Attebury and southern trails.

Note: Several colleges and universities are near the Cardinal Greenway and can be used as feeder routes.

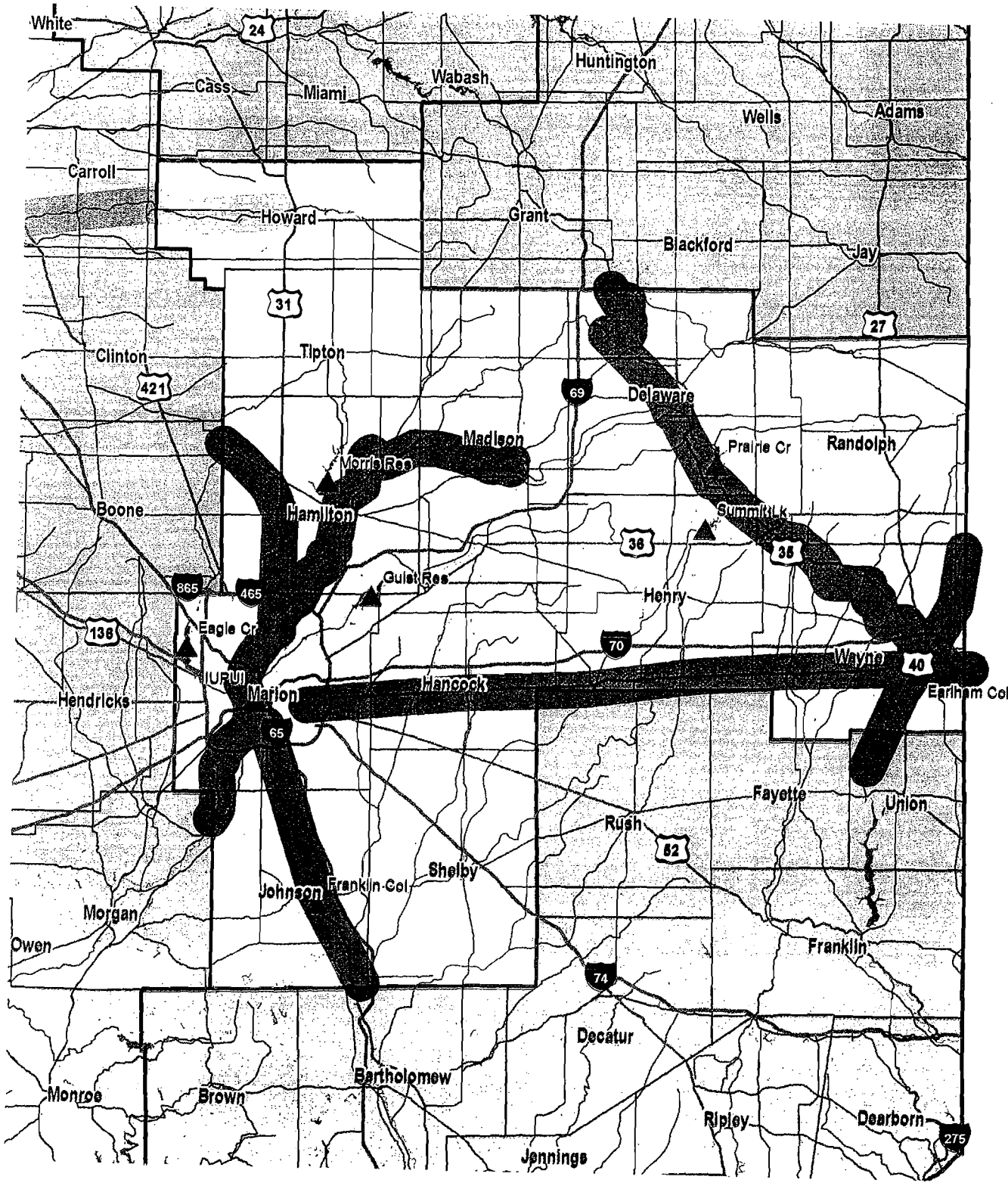
Districts in Marion, Hamilton, and Madison Counties
Minnetrista Center in Muncie
Historic Homes Tours
Lafayette Trace in Hamilton Co.
Historic Richmond
Connor Prairie links to White River
Underground railroad - link to DHPA African - American Heritage Plan
Both US 27 and US 31 have underground RR routes.
B&O Trail links Indianapolis Raceway Park in Clermont and the Indianapolis Speedway
Wilbur Wright F&W in Henry County potential connection to Cardinal Greenway
Many communities and counties in East Central have historic districts and National Register designated areas.

WEST CENTRAL REGION

Points of Interests

State Parks (protected natural areas)
Existing corridors /trails systems
Historic sites
Waterways
Universities
Courthouses
Rail corridors
Agriculture heritage
Wineries/breweries/chocolate factories
Connectivity
Wabash Erie Canals
North-South Corridor
(US 231 Corridors)
(Waterway features)
ISU / RH IU
Look for previous State Roads reverted to local use / control
Benton/White/Carroll County void
Link courthouses to courthouses as destinations
Covered bridges
Watch for environmental impacts at rivers next to railroads
Feasibility route
Fitness possibilities
Economic development
Quality of experience

Indiana Trails Summit East Central Region Planning Session



Trail connections

Farm Heritage Trail with Frankfort
Frankfort up to Delphi with Monon Corridor
Continue to Monon Line from Marion County to Frankfort and beyond Logansport -Monticello
Lebanon with Westfield along abandoned railroad corridor
Indiana Beach at Monticello
Warren Co. - Big Pine Creek
Owen-Putnam/Greene/Sullivan State Forest
Knobstone Trail to Martinsville
Big Walnut Creek
DePauw University
Connecting state parks
Bartholomew and Brown Counties to Bloomington
Wabash River
Crawfordsville west - abandoned Peoria - E.Ill. Line
Wabash Erie Canal
Courthouses
B&O with Raccoon, Shades, Turkey Run and Illinois
IU, ISU University Campuses
North Terre Haute Gateway Covered Bridge
North T.H. to Brazil, North to Clay County
Frankfort Roundhouse
Railroad round houses generally
Watch for opportunities (challenges) to connecting with I-69 corridor
Small town granaries
Agricultural history in general
Agricultural education

Rural historic districts

Delphi - Monon Highbridge Trail
Attica Wabash - Erie Canal with nature preserves / Pecan Basin
Land Trust holdings
People Pathways in Greencastle
Covered Bridge Festival routes in Parke County
Vigo (Terre Haute) System
Historical Cemeteries
Ernie Pyle State Historic Site
Putnam County Museum
Circle route around Indianapolis - use state roads (routes) already there
William Henry Harrison Trail
Ronald Reagan Parkway
White Lick Creek - Morgan Co. North through Hendricks County and on
Native Tall Grass Area
State forests to each other
State forest to major populations
Michigan Road Corridors (original)
Hoosier Heartland Highway
Water trails - Rock Creek, Deer Creek, and Wildcat Creek
Montgomery County Sugar Creek - Clinton County through Montgomery County to Shades and Turkey Run state parks
Museums (Crawfordsville)
Wabash College
Bloomington, Lake Monroe, Lake Lemon to Brown County
Tippecanoe State Park to Prophetstown State Park along Tippecanoe River

SOUTHWEST REGION

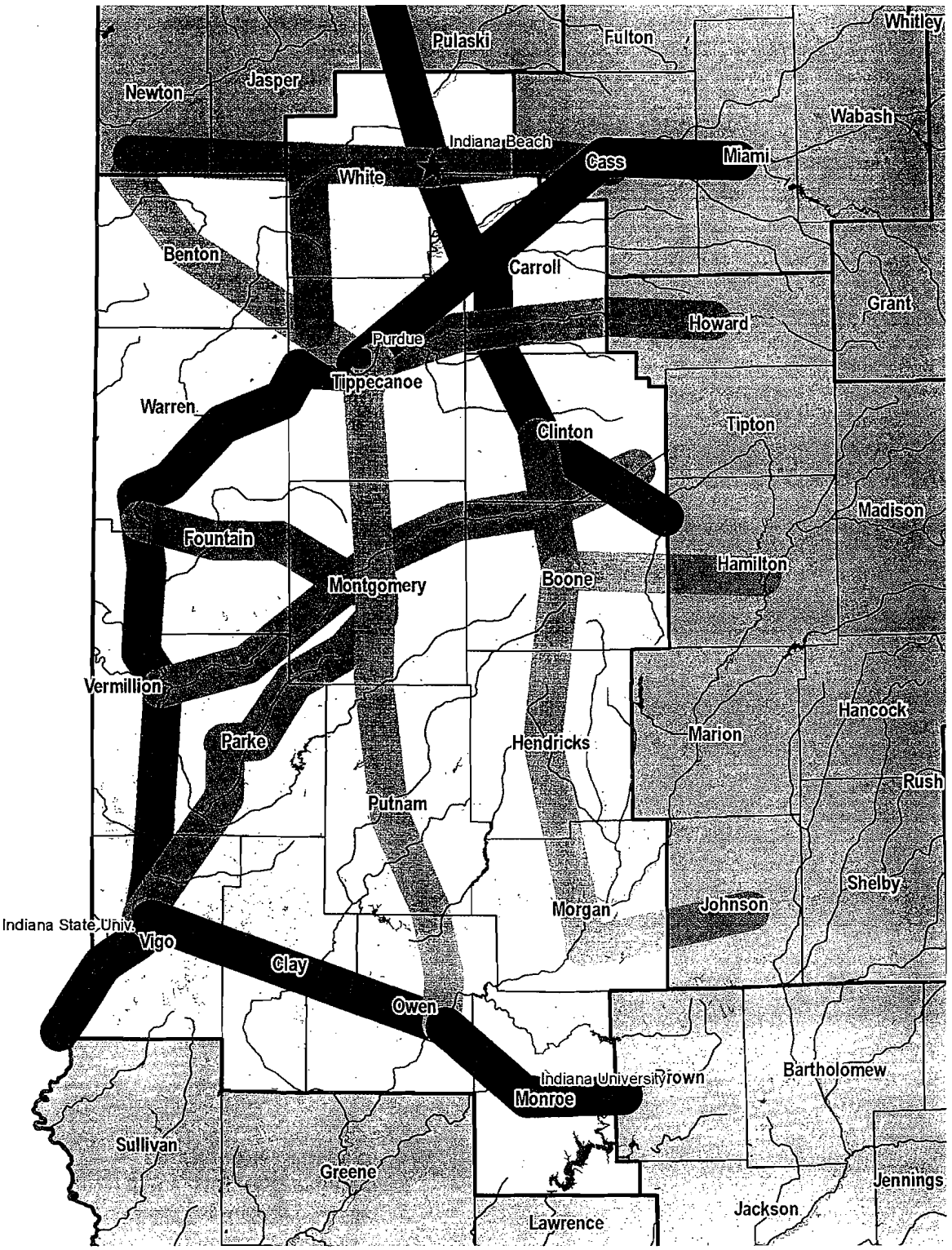
Corridors (In Ranked Order)

Wabash
I-69
Hoosier Forest
State Road 54
State Road 231
State Road 64
Ohio River
White River

Points of Interest

Milltown
Blue River
English, IN
Perry County
  Indian Lake, Buzzard Roost, Celina Lake, Hem lock Cliffs, Tipsaw Lake, Ohio River Marina, Deer Creek, Rock Point
Mt. Vernon
  Bristol Myers, G.E. Plant (new project)
Cawleyville
Kimmell Park (Vincennes)
Oubache
Bone Bank
Wineries and Vineyards - French Lick, Kaufman (Mt. Vernon), Windy Knoll, Winzerwald, Ireland, Oliver, Indiana Uplands, and Rogers & Clark
Henderson, KY
Martin Co. - Williams Dam, Spout Springs,
Lawrence Co. - Covered Bridge
Blues Springs
Fairbanks Land Use

Indiana Trails Summit West Central Region Planning Session



POINTS OF INTEREST

- ★ Statewide Significance
- ● Regional Significance
- ▲ Other

TRAIL OPPORTUNITIES

- State/Backbone
- Regional
- Other

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0 5 10 20 Miles

TRAIL SUMMIT RESULTS

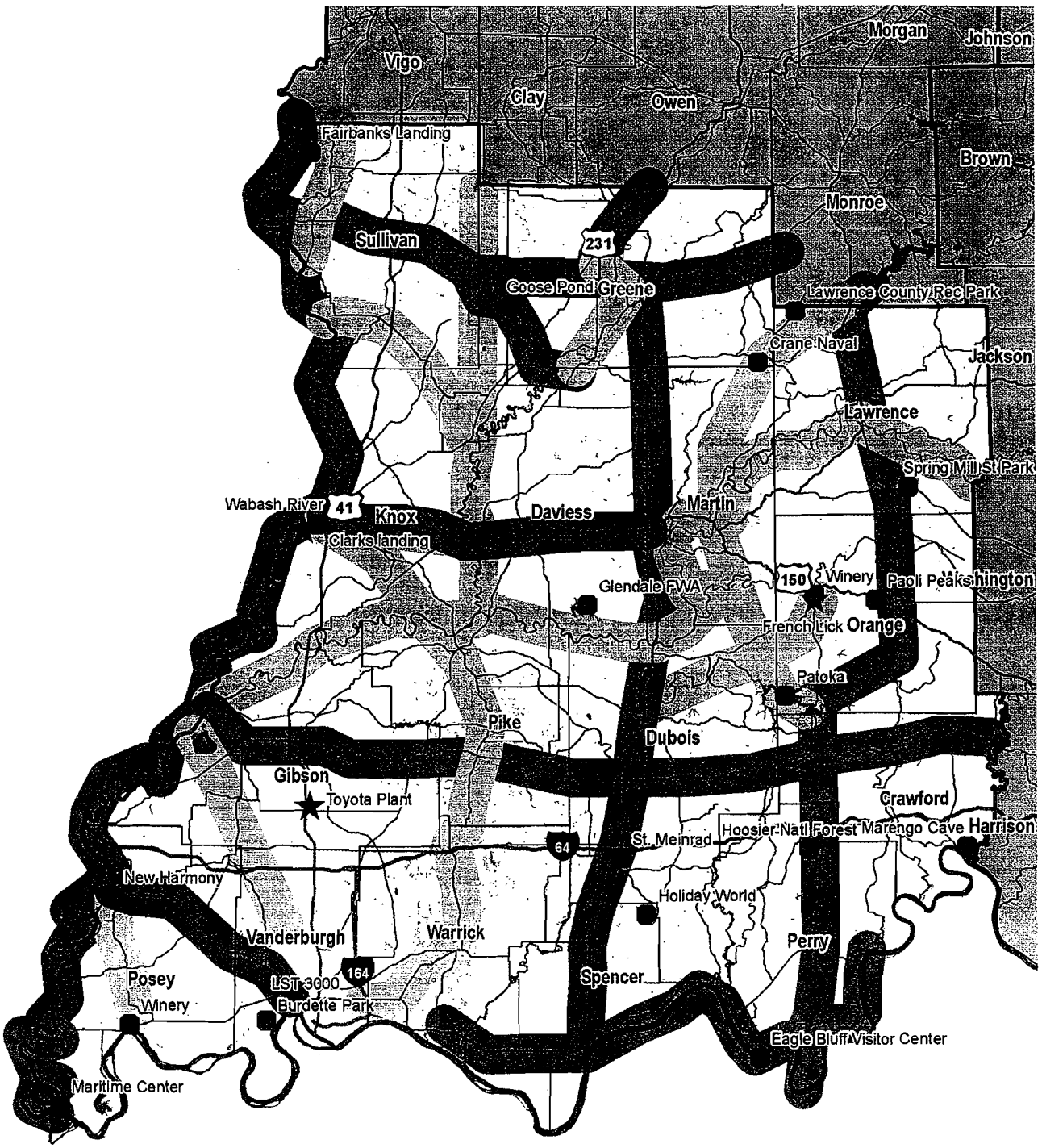
Merom Turtle Creek Reservoir
Sanborn and Elnora
Sullivan
St. Francisville Bridge
Hutsonville
Wabash River
Clarks
Levee System
Agricultural Center
White Oak
Indiana Territory
Red Skelton home
Cypress Pond
Mt. Carmel
Patoka Island
Merom Conference Center
Lawrence County Recreation Park
State Hospital (Evansville)
LST/ship
Pigeon Creek
Springs Valley Lake
Lost River
Westey Chapel
Pioneer
Paoli Peaks
State parks
Rivers
Hoosier National Forest
Patoka Reservoir
Goose Pond
Shakamak State Park
Greene Sullivan
Ohio Scenic Route
Eagle Bluff
Oakland City-lake
Winslow
Forrest Park
Princeton
Toyota
Lynnville
Merom Bluff
Shirley Creek
Wyandotte
Marengo Cave
Youngs Creek
New Harmony/Hwy 66
American Discovery Trail
Wasselman Woods
Mesker Zoo
Museums - Evansville
French Lick, West Baden springs
Ferdinand - St. Meinrad
Jasper
Holiday World
Lincoln State Park
Ohio River state byways
Mitchell
Spring Mill State Park
Bedford
West Boggs Park
Martin County State Forest
Hindostan Falls
Crane
Glendale Fish and Wildlife Area
Amish Country / Montgomery
Pike State Forest
Redbird State Riding Area
Interlake
Minnehaha Fish and Wildlife Area
Hillenbrand Fish and Wildlife Area
Dugger
Abandoned Mine Lands
Blue Grass Creek
Sugar Ridge Fish and Wildlife Area
Newburgh
Evansville
Angel Mounds
Mt. Vernon
Burdette Park
Hovey Lake
Twin Swamps
Maritime Center
USI
University of Evansville
Ivy Tech

SOUTHEAST REGION

Regional Trails

42-mile Tecumseh Trail, (Brown County, Yellowwood, Martinsville)
National Boy Scout Hiking Trail
24-Mile Brookville Reservoir Trail
Ohio River Greenway
90-mile trail, Louisville, Jeffersonville, etc. Scenic byway, S.R. 50, 56, 156, 62 (some trail, some highway)

Indiana Trails Summit Southwest Region Planning Session



POINTS OF INTEREST

- ★ Statewide Significance
- ● Regional Significance
- ▲ Other

TRAIL OPPORTUNITIES

- State/Backbone
- Regional
- Other

N
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0 5 10 20 Miles

TRAIL SUMMIT RESULTS

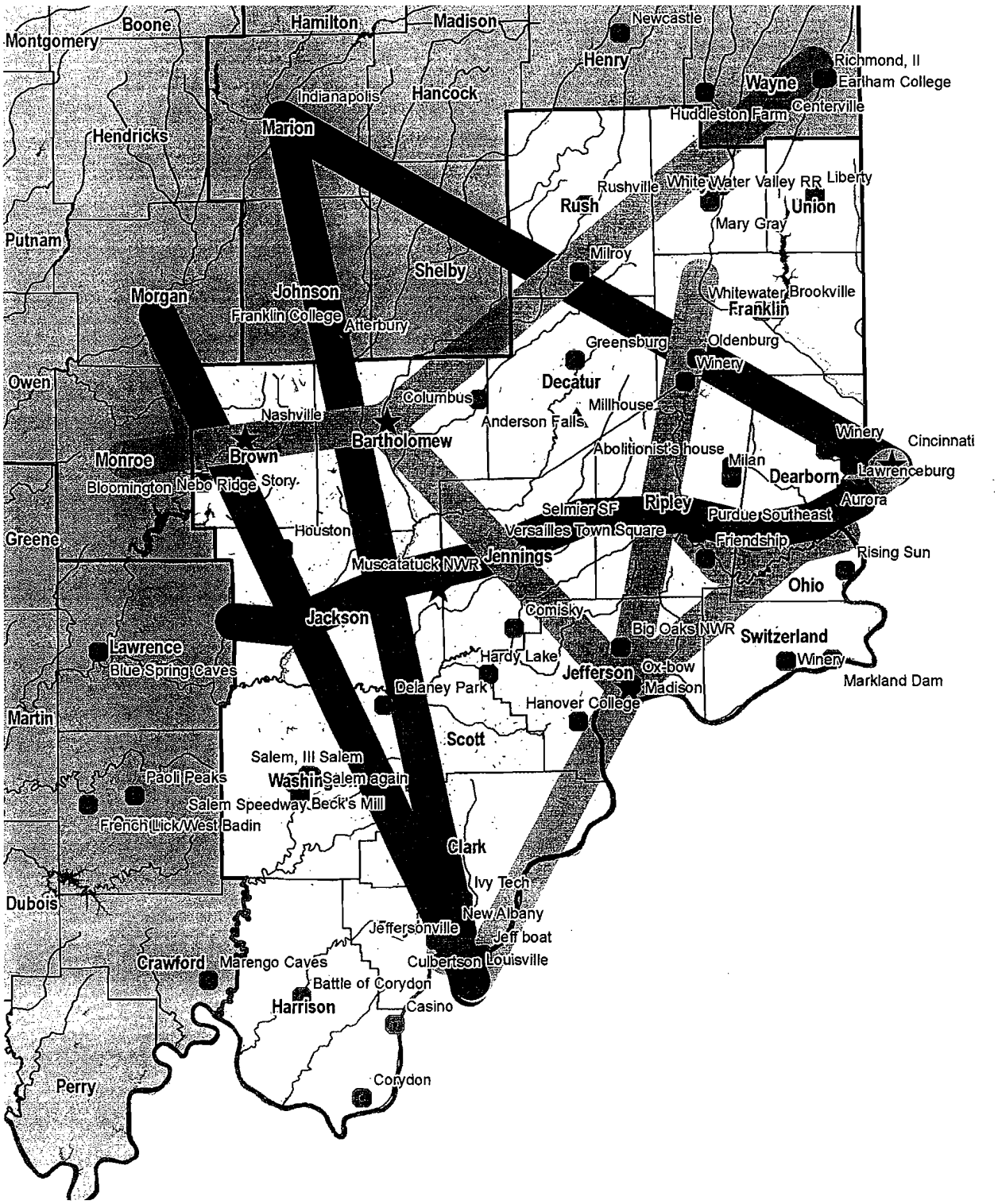
Corridors

Indianapolis - Louisville
Cincinnati to Indianapolis
Louisville to Cincinnati
Louisville to Bloomington, Nashville, Morgan County
Bloomington to Indianapolis
Nashville to Columbus to Richmond
Columbus to Greensburg, new road, big bike potential
Madison to Ripley County to Fort Wayne,
Follow 421 (Michigan Road)
Lawrenceburg to Vincennes along US 50
Columbus to Madison

Destinations

Brookville Reservoir
Versailles State Park
Brown County State Park
Yellowwood State Forest
Clifty Falls State Park
Falls of the Ohio State Park
HNF
Hickory Ridge Trail System
Delaney Park
Deam Wilderness
Sparksville County Park
Mary Gray Bird Sanctuary
Crosley Fish & Wildlife Area
Marlin Dam
Ohio River Oxbow – Dearborn County
Columbus (City) Arch
O'Bannon Woods State Park
Whitewater Canal (Metamora)
T.C. Steele Mansion & Historic Site
Lanier Mansion & Historic Site
Corydon Mansion & Historic Site
Whitewater State Park
Hillforest
Verasta
Historic Madison
Whitewater Mansion & Historic Site
Culbertson (New Albany) Mansion & Historic Site
Jeffersonville Historic District
Aurora (Dearborn County)
Friendship (Ripley County)
Underground RR Trail
Louisville to Indianapolis (points)
Tourism project in Bartholomew County
Anderson Falls (east of Columbus)
Oldenburg
Selmier State Forest
Nashville, IN
Salem - John Hay Museum
Squire Boone Caverns
Casinos - Dearborn, Harrison, Ohio, Switzerland counties
Wineries - Indiana Wine Trail (Dearborn, Switzerland, Jefferson Counties)
Hope
Nashville
Hubers Winery, Starlite
Stemler Orchard, Starlite
Town of Brookville
Koetter's Forest Discovery Center
Courthouses
Whitewater Valley RR
Whitewater SP
Storey (Brown)
Houston School
Greensburg Courthouse
Muscatatuck NWR
Hardy Lake SRA
Pigeon Roost
Nebo Ridge trailhead
Millhouse
Tecumseh trailhead
Commisky (Jennings) Streamcliff Farms
Mansion Road - New Albany
Covered Bridges - Rush County
Milroy Amish Community
Vevay
Perfect Slopes (Lawrenceburg)
Vernon
Louisville Attractions-Slugger, Frazier Arms, various others
Cincinnati Attractions
Becks Mill (Wash. Co.)
Spring Mill SP
French Lick/West Baden-casino
Paoli Peaks
Patoka Reservoir
Camp Atterbury
DNR & Military
Marengo Cave
Colleges - tri/out of region
(Hanover, Franklin IUS, Earlam, IU, IUPUI)

Indiana Trails Summit Southeast Region Planning Session



Blue Springs Caverns
Williams Dam
Lewis/Clark departure site
Monroe Reservoir
Loop Island Wetlands
Shipyards (Jeffersonville)
War Memorial – Salem Courthouse
Battle of Corydon Park (Civil War Site)
Monon Museum
Oldest industrial park (Connersville)
Salem Speedway
Versailles Town Square
Big Oaks NWR
Huddleston Farm House, Wayne County
Centerville

The following are reports from the five afternoon sessions. From the comments collected from participants, a brief synopsis was presented to the governor during the closing session.

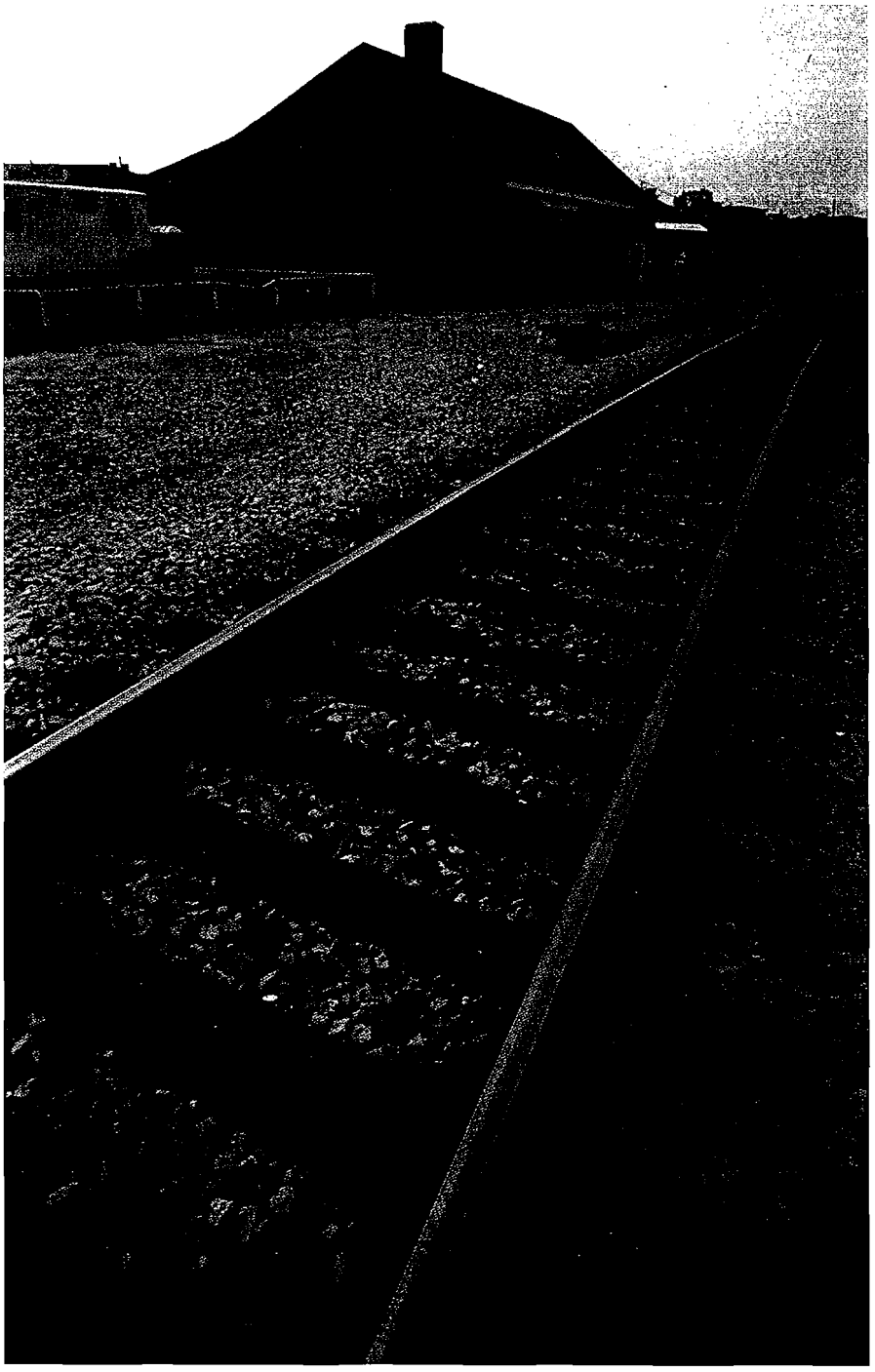
Trails Challenges and Solutions

LOCAL CHALLENGES

I. Funding
   A. Competition for federal dollars
   B. Lack of local match dollars
II. Land acquisition
   A. Cumbersome procedures and requirements
   B. Landowner concerns
      1. Property rights
      2. Trail neighbors
   C. Maintenance commitment (parks departments and not-for-profits are short on long-term funding)

LOCAL SOLUTIONS

I. Creative funding
   A. TIF districts
   B. User/impact fees
II. Public/private partnerships
   A. Developers
   B. Universities
   C. Corporate sponsors



D. Community foundations
E. Chambers of commerce

III. Land acquisition
A. Public relations campaign on economic benefits
1. Corridor owners
2. Neighbors
B. Use of existing corridors held by trail-friendly owners
C. Inclusion of trails plans in local comprehensive plans

IV. Maintenance
A. Funding from "creative funding" sources
B. Grass roots and civic organizations volunteer light maintenance

STATE CHALLENGES

I. Land acquisition
A. Legal framework that inhibited state corridor preservation
B. Coordination across multiple jurisdictions and local plans

II. Priorities for different geographic areas

STATE SOLUTIONS

I. Same as local solutions
II. Encourage additional state buy-in
III. Streamline processes to be consistent with scale of project
IV. Legislative updates
A. Enhancement of ability to preserve corridors
1. Abandoned railroads
2. Waterways
B. Clarification of safety, security, and liability standards
V. Appointment of state trails coordinators for different regions
VI. More state-sponsored opportunities for collaboration (e.g., State Trails Plan Summit)
VII. Public education
VIII. Coordination with neighboring states' greenways plans
IX. Reduce local match requirement to 10 percent
X. Allow more flexibility in types of credits for local match (e.g., sweat equity, previous work)
XI. State level support system to make available expertise in all areas of trail development to local and not-for-profit trails organizations

Coordination of Trails Effort

(Federal, State, Local and Private)

I. High Priority Solutions
A. Creation of central commission for trails
B. Legislative creation of trails conservancy districts
C. INDOT, subdistricts and MPOs with staff bicycle expertise
D. State designation of trail-recognition program with incentives and disincentives
E. Trails-mandated plan by legislation
F. Passage of legislation that mirrors Mississippi for trails conservancy districts
G. Endorsement of Indiana trails by governor
H. Legislative establishment of a statewide coordinator
I. Regional meeting to share information

II. Other Solutions
A. Effective public meeting at the local level
B. Improvement and enhancement of trails partnerships
C. Development of community support and statewide marketing
D. Establishment of formal relationship with foundations and development of other partnerships
E. Support for local groups
F. Statewide coordination of funding for projects/areas
G. Inclusion of all trail users
H. Flexibility for local conditions

Trails/Roads Relationship

PLANNING

I. Enrollment of Community Leaders
II. Education
A. State to local leaders
B. Local leaders to public
C. Local leaders to developers

PLANNING SOLUTIONS

I. State-urged community prioritization to create local greenways plans and passage of ordinances to ensure their implementation
II. Emulation of communities with demonstrated greenways success by those developing greenways
III. Publishing trails vision and benefits to community through communication and public outreach

TRAIL SUMMIT RESULTS

FUNDING / LAND ACQUISITION

I. Multi-owner issues
II. Right-of-way issues
III. Limited resources
IV. Unwilling sellers

FUNDING/LAND ACQUISITION SOLUTIONS

I. Simplification of INDOT acquisition requirements
II. Fees to developers
III. Cigarette tax
IV. Sales tax on vehicles getting less than 10 mpg or not ethanol-powered
V. Assistance to local communities' search for grant money and matching funds
VI. Improvement of regional organization
VII. City-mandated inclusion of right of ways through local ordinances
VIII. Better structure for acquisition by easements and condemnation

SAFETY

I. Design issues
II. Impact to adjacent properties
III. Traffic and crime

SAFETY SOLUTIONS

I. School-based education
II. Traffic-calming applications
III. Proper design and buffer applications
IV. Lighting
V. Law enforcement
VI. Fencing
VII. Demonstration of success
VIII. Establishment of statewide standards

Funding

RECOMMENDATIONS

I. State funding sources
   A. Dedicated fund for planning/design/construction and maintenance
   B. Revenue sources
      1. Specific user fees
      2. Recreation impact fees
      3. CPA determination of revenue source providing maximum "bang for buck"
   C. Tax credits and incentives to developers
   D. Increase priority for trails funding within current state budget
   E. Critical need for maintenance monies for cross-jurisdictional trails
II. Central state coordination for all trails information
   A. Ombudsman to work out conflicting issues between state agencies
   B. Funding-source coordination/information
   C. Development of trails standards
   D. Advocate for trails
   E. Centralized data collection, especially of economic benefits of trails
   F. Help with grants, grants writing
   G. Web site
      1. Trails design
      2. Examples of successful grants
      3. Funding applications
   H. Facilitation assistant to help locals work through trails issues in their boards and with constituents.
I. Help in cutting through red tape to finish a trail
III. Funding mechanisms
   A. Rejection of vast majority of grant requests
   B. Review of state agency priorities
      1. Projects that get funded but before local agency can start
      2. Locals ready to start but do not get funded
   C. Stringent federal trails standards
      1. Federal highway specs are too expensive
      2. Part of recommendation for state-funded trails system was to avoid federal standards
   D. Delegation of funding to regions where better decisions can be made on priorities
   E. Long grant rounds
   F. Lowering of match
   G. Exploration of problems with the upfront engineering and design costs that are paid by locals.

(Facilitator Note: Real confusion on this point. A representative from federal highways was in the room. She clarified that these fees could be rolled into the grant request and the local group reimbursed. Some of those present thought it was an ineligible cost. To keep the group moving, it was suggested they talk after the session, so we don't have all the details. Part of the problem could be how INDOT handles these engineering fees in its grant requirements.)

IV. Local Funding
   A. Create a model ordinance requiring developers to plan trails into their

developments.

B. Model standards that enable developers to construct trails. Highway standards scare off developers as too expensive.

V. Need for clear designation of who is in charge of public/ private partnerships

VI. Utilities

A. Better coordination when planning phase for major infrastructure changes

B. Increased awareness of utilities involved before starting construction

C. Trails construction interrupted for utility work

VII. Leveraging foundation funds, including getting influential people on local boards

(Facilitator's Note: One gentleman had a mathematical formula worked out on how to leverage monies to reduce local match.)

VIII. Networking

A. Within trails community

B. Civic groups

C. Local foundations

D. Developers

E. Educational institutions

F. Health providers (hospitals developing trails on their campuses)

G. Businesses and industries actively trying to reduce health insurance costs

H. Identification of sources for continuing trails maintenance monies

IX. Outreach

A. Governor/ Lt. governor promotion of trails throughout state

B. Learning to work with trails opponents

X. State development of high-profile linear parks

A. Leadership by example for locals

B. Showcasing of best practices

C. Connection of major thoroughfares

D. Demonstrate viability/importance of trails system

E. Collect valuable economic data on value of trails

POTENTIAL GAPS IN TRAILS PLAN

I. State's plan succeeds only if locals succeed. How can state fund other areas that affect trails?

A. Schools

B. Hospitals

C. Business

D. Industry

E. Airports

II. Legislation regarding public facility infrastructure coordination planning to force

local government entities to work together
A. Roads
B. Utilities
C. Recreation corridor plans

RAW DATA

I. Funding Challenges
A. Person to spearhead fundraising
B. State agency coordinator with land acquisition skills
C. Local matching funds
D. Selling investment ideas to local communities
E. Up-front planning money for engineering designs
F. Maintenance costs
G. Lack of grant-writing experience
H. Unavailability of local return-on-investment information
I. Viewing trails as economic development
J. Inconsistent prioritization of trails value
K. Lack of general public knowledge about trails
L. Delays in obtaining up-front money
M. Lack of economic vision
N. Lack of research on economic value
O. Allowing state bonding and local referendums
P. Limited local resources
Q. Need for multipurpose views to reduce competition with local users
R. Interagency coordination with funding
S. Front-end money for reimbursements

II. Funding Issues
A. Reduction or adjustment of match requirement
1. By demographics
2. By ability to pay
B. Allowing front-end engineering costs to be eligible for federal transportation grants
C. Clearinghouse to determine funding ground rules and deadlines
D. Useful bike lanes in road projects
E. New possibilities for revenue
1. Soda pop tax in North Carolina
2. TRIP District—economic districts
3. Sporting goods tax—Texas
F. Better state funding for planning costs (engineering, design fees)
G. Centralized state trails support for grant writing
1. List of grant writers
2. Clearinghouse for funds/fund information
3. Economic data
4. Standard trails design
H. Reassessment of funding priorities by INDOT so that projects that are ready to go take precedence over those that now score higher but may take years to be actionable
I. Reducing grant rounds and fund projects in phases
J. Identification of base users to gain local support
K. Showing results by adding a section every year to maintain momentum
L. State legislators' allowance of local use for some enabling legislation for taxes like TIF or credits for local developers to complete trails in their plans
M. Short-term necessity to keep public officials and locals informed
N. Long-term planning to get trails advocates into decision-making positions in government
O. Need for economic data
1. Support for value of trails
2. Tying of trails to employment
P. De-politicization of trails at state level
Q. INDOT maintenance of bridges used for trails

III. Local Issues
A. Need for centralized state agency
1. Grant writing
2. Training
B. Regional communication and networking
C. Portrayal of governor as credible local advocate to sell connection of economic, tourism value of trails
D. Identification of local personnel with status to create momentum
E. Develop a structured way to leverage other sources to minimize use of local funds

Maintenance and Operations

NO FUNDING FOR MAINTENANCE

I. Local Solutions
A. Increased public-private partnerships
B. Volunteerism with private partners

II. State solutions
A. Initiating of revenue enhancement
B. Revenue sharing based on trails mileage

IMPEDIMENTS NOT ADDRESSED BY STATE PLAN

I. Need of uniform maintenance standards for local jurisdictions. Standards vary widely with the training/knowledge base for smaller jurisdictions lagging well behind those of larger metropolitan areas of the state.

II. Need for mechanism for sharing "best practices" from local, state and national levels.
   A. Statewide Web site forum
   B. Periodic workshops
      1. Statewide
      2. Regional
   C. Best practices recognition program (similar to the National Scenic Byway program at Web site listed at bottom of page

III. Need local recognition that the trails system carries great importance for the state
   A. Economic development
   B. Corridor preservation
   C. Natural resource/environmental enhancement

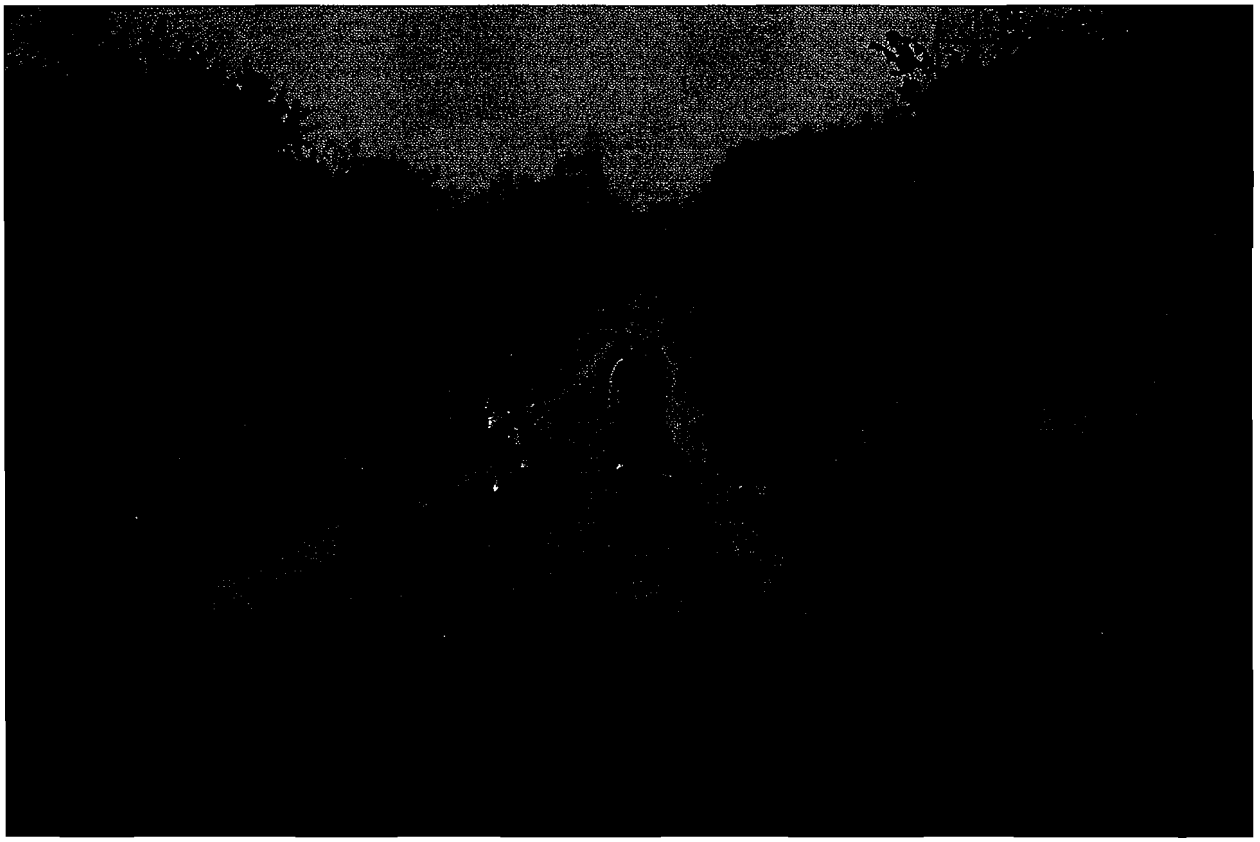
IV. Need IDNR/INDOT regional resource contacts
   A. Local trails development
   B. Construction
   C. Maintenance knowledge

POST-SUMMIT MAINTENANCE/OPERATIONS ACTIONS

I. Establishment of a working statewide support network
   A. Trails development
   B. Maintenance

II. Establishment of maintenance/operations goals for local/state agencies consistent with the long-term expansion goals of both entities

III. Pursuance of legislative initiatives through the Indiana General Assembly
   A. Reduction of liability exposure for volunteer organizations that operate and maintain trails
   B. Establishment of cooperative maintenance agreements between state/local agencies to reduce "red tape" for equipment sharing
   C. Establishment of tax incentives for trails endowments
      1. Construction
      2. Operations
      3. Maintenance



DNR

Indiana Department
of Natural Resources

INDIANA DEPARTMENT OF TRANSPORTATION

INDOT

GREEN MOVES

NRSC Exhibit # 6
Oct. 27, 2011

DNR
Indiana Department
of Natural Resources

Hoosiers on the Move, the Indiana State Trails, Greenways & Bikeways Plan –
Progress Report July 2011

Hoosiers on the Move, The Indiana State Trails, Greenways & Bikeways Plan was released in 2006. The plan set a goal of having a trail within 7.5 miles or 15 minutes of all Hoosier residents by 2016. The plan also established a visionary system of statewide interconnected trail arterials. In order to achieve the plan objectives, when the plan was released, Governor Daniels pledged doubling of funding directed toward trails from $10 million to $20 million annually. Following is a summary of the trails plan progress made over the past five years.

Ultimate Goal: A trail within 7.5 miles or 15 minutes of all Hoosiers

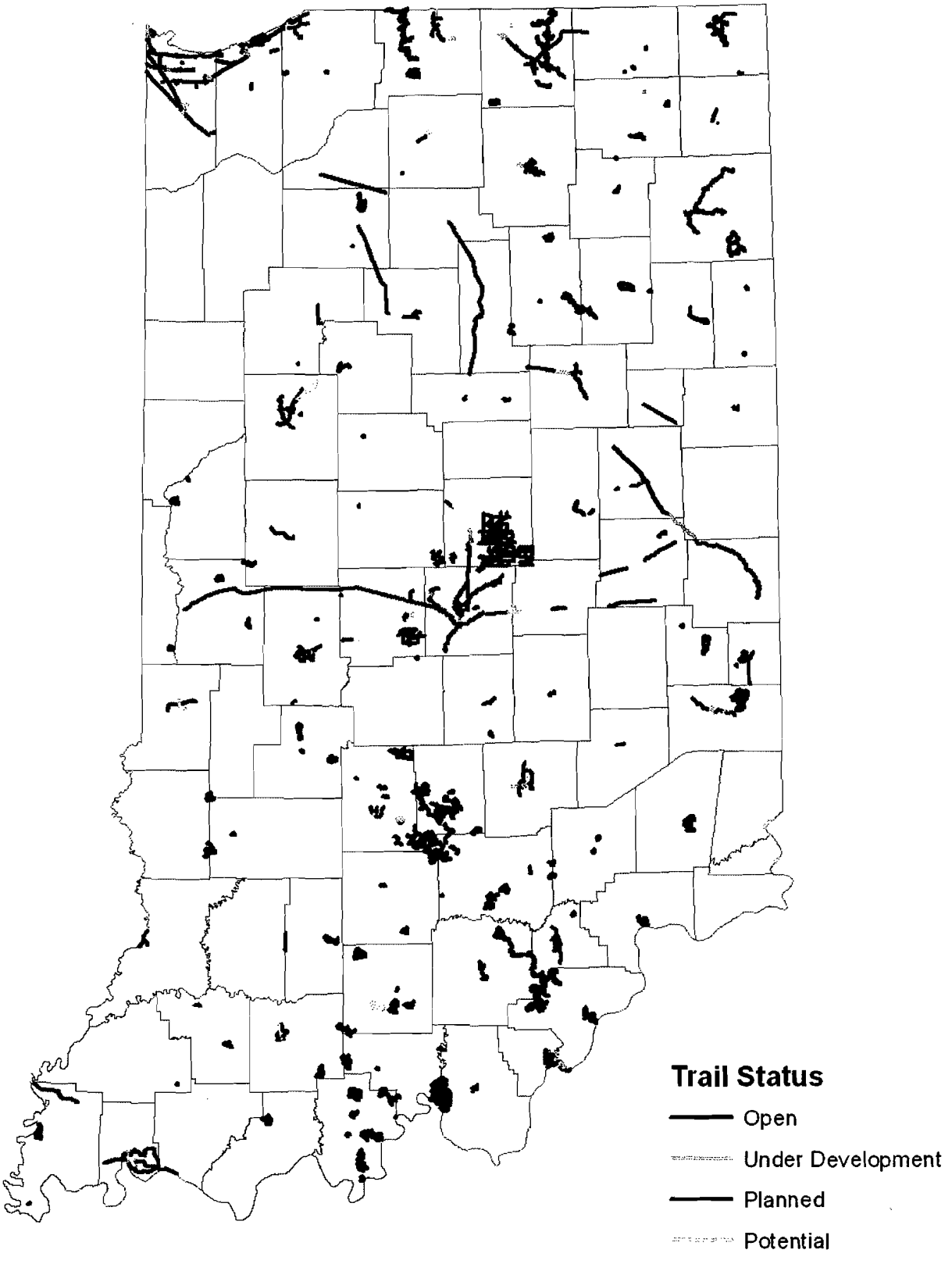
In 2006, when Hoosiers on the Move was released, 83% of Indiana residents had a hiking, biking, or equestrian trail available within 7.5 miles of their home. As of July 2011, Indiana now has a trail within 7.5 miles of 96.5% of all Hoosier residents. By 2012, we expect to surpass the 96.7% mark toward this goal. These results indicate a 13.8% increase over the 82.7% of residents being within 7.5 miles of a trail in 2006. This analysis excludes boating/water trails and trails open for use by motorized vehicles. See chart below and map on page 4.

HOOSIERS SERVED BY TRAILS

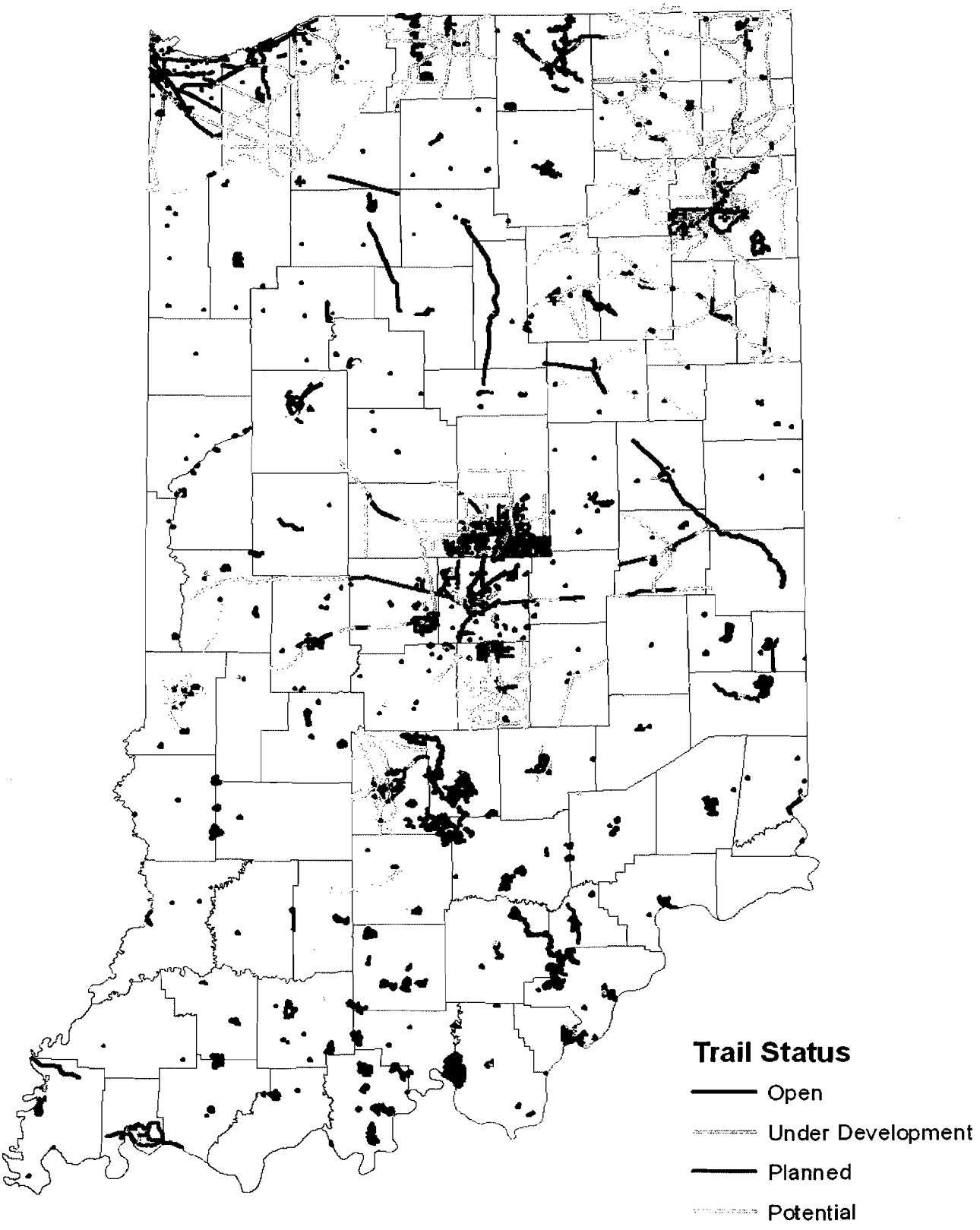
POPULATION 2000	6,080,485	SERVED
2006	5,027,169	82.7%
2011	5,864,661	96.5%
2012	5,882,181	96.7%

In 2006, Hoosiers on the Move reported 2074 miles of trail open to the public. Since 2006, it was deemed more accurate to use trail miles calculated from actual geography as opposed to reported/estimated trail mileage. Also, boating/water trails have since been removed from the trails inventory to make the inventory more amenable to analysis and reporting. Using the current reporting methods, trail miles open to public in 2006 would have been 1542 miles. As of July 2011, the Indiana Trails Inventory was showing 2746 miles of trail open to the public. This reflects an increase of 1204 miles of trail open to the public. However, more than half of the trails added to the trail inventory during the past five years were actually in existence before 2006, so it is estimated that approximately 500 miles of new trail have been added since 2006. An additional 126 miles of trail are in the process of acquisition and/or development. It should also be noted that a new category of trail, potential trails, is now being tracked within the trails inventory. See the trails inventory maps for 2006 and 2011.

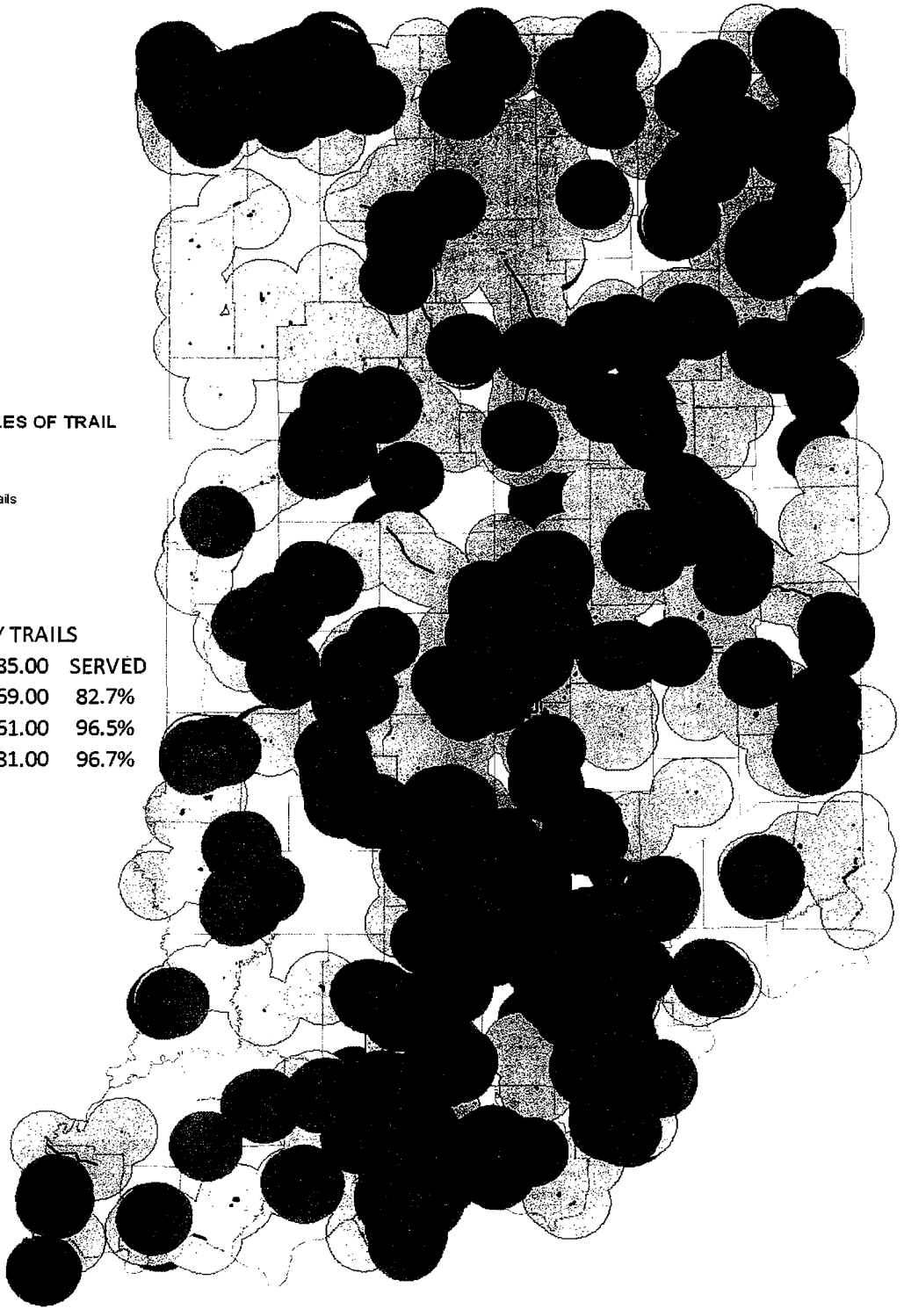
Indiana Trails 2006



Indiana Trails 2011



Indiana Trails 2006-2012



POPULATION WITHIN 7.5 MILES OF TRAIL

- 2006 Open Trails
- 2011 Open Trails
- 2012 Projected Trails

HOOSIERS SERVED BY TRAILS

POPULATION 2000	6,080,485.00	SERVED
2006	5,027,169.00	82.7%
2011	5,864,661.00	96.5%
2012	5,882,181.00	96.7%

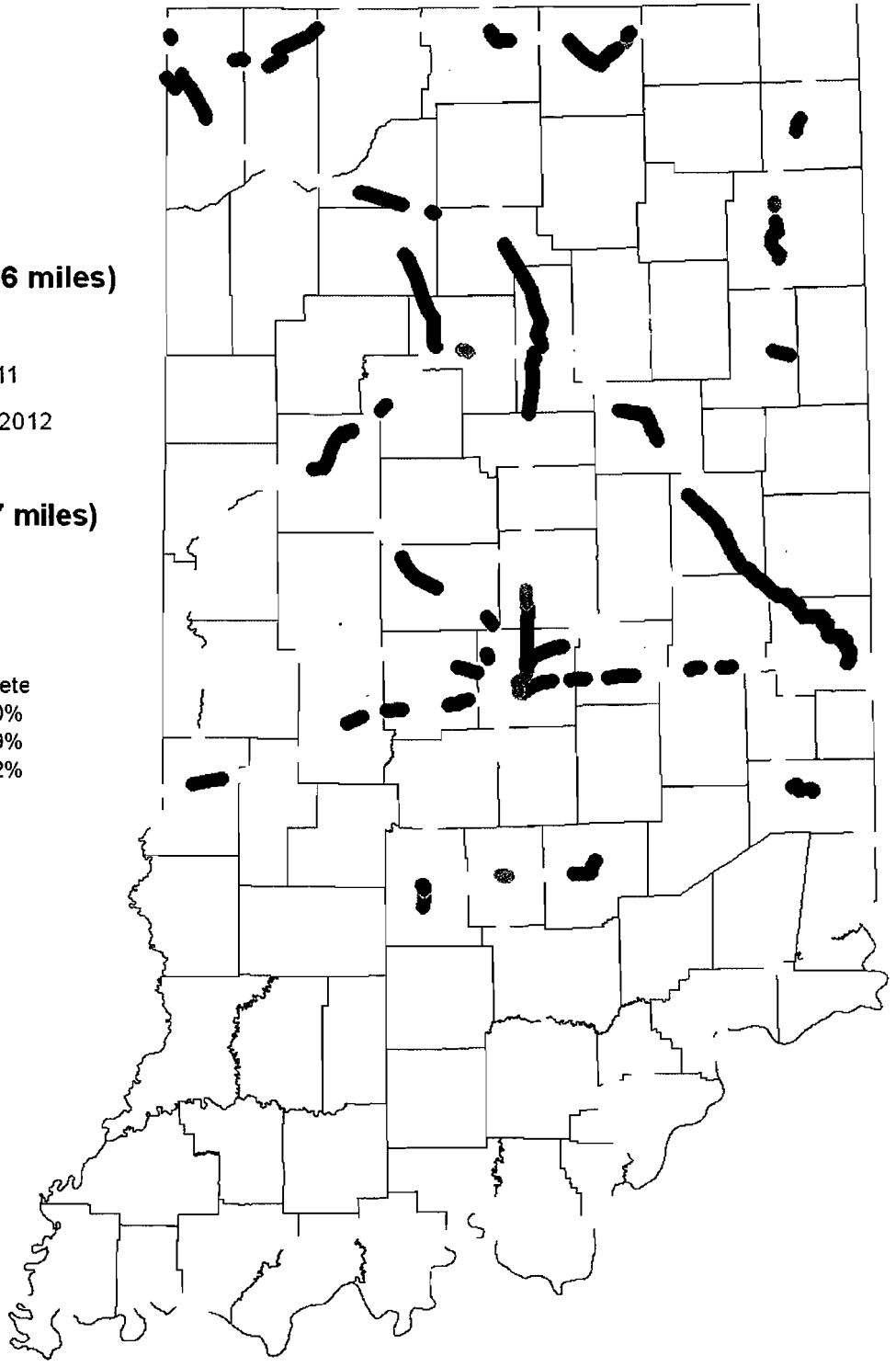
0 15 30 60 Miles

Visionary Trails Progress

Visionary Status (986 miles)

- completed by 2006
- completed 2006-2011
- to be completed by 2012
- Priority planned

Potential System (677 miles)



Visionary Status

Year	Trail Miles	% Complete
2006	132.11	13.40%
2011	164.55	30.09%
2012	12.17	31.32%
total	**308.83**	

0 15 30 60 Miles

State Visionary Trails

Hoosiers on the Move established a visionary statewide system of interconnected arterial trails. The priority visionary system of trail would be close to 1000 miles in distance when complete. In 2006, 132 miles of this visionary system were complete. As of July 2011, an additional 165 miles of this system has been completed, more than doubling the miles of completed visionary trails since 2006. At least another 12 miles is expected to be completed by the end of 2012. This would put the priority visionary trail system at 31% complete by the end of 2012. It should be noted that Hoosiers on the Move did not propose a timeline for completion of the state visionary trails. See map of visionary trails progress.

Noteworthy State Visionary Trail projects that have been completed in the past two years include:

- **Cardinal Greenway**: Addition of 20 miles of trail to the existing 30 miles of the section between Muncie and Richmond making this the longest contiguous rail-trail in the state.
- **Nickel Plate Trail**: Extended by 20 miles from Peru to Rochester
- **Panhandle Pathway**: 20 miles of trail built from near Logansport to Winamac
- **Farm Heritage Trail**: Acquired land for 15 miles of trail and built 10 miles of trail in Boone County.
- **Erie Trail:** 9 miles of trail built from North Judson to U.S. Hwy 35 in Starke County.

Trail Funding

When Hoosiers on the Move was released, Governor Daniels pledged to double funding of trails from $10 million to $20 million annually. The pledge to double funding for trails has been met or exceeded every year since 2006. The primary means of accomplishing this was directing a larger percentage of annual federal Transportation Enhancement funding toward bicycle/pedestrian projects. Another major source of trail funding has been the federal Recreational Trails Program. State funds and private funds for trails have also been secured and directed toward trails since 2006. Most recently, substantial amounts of American Recovery and Reinvestment Act (ARRA) special federal stimulus Transportation Enhancement funding has been made available for trails in Indiana. Below is a summary of several special funding initiatives.

- Acquisition of abandoned railroad land - $1.5 million state funds
- Lilly Endowment grants - $1.25 million private funds
- State Trail Grant Program - $19.3 million state funds
- ARRA Transportation Enhancement Funding - $34 million federal funds

Conclusions and Recommendations

The ultimate goal of Hoosiers on the Move, a trail within 7.5 miles of all Hoosiers, is on the verge of being realized. Now may be time to raise the bar and set a new goal of having a trail with 5 miles of all Hoosier residents. In addition, the build out of the nearly 1000 miles of the State Visionary Trails has progressed quickly by completing several extensive trail corridors that had already been acquired. Continued progress toward development of the State Visionary Trails will require a more strategic approach to fill in gaps and make connections between these trails. By completing several of the longest rail-trails in the state, Indiana can boast of having many more destination trails that will enhance tourism, promote healthy lifestyles, and help boost economic development along those corridors and in surrounding communities.

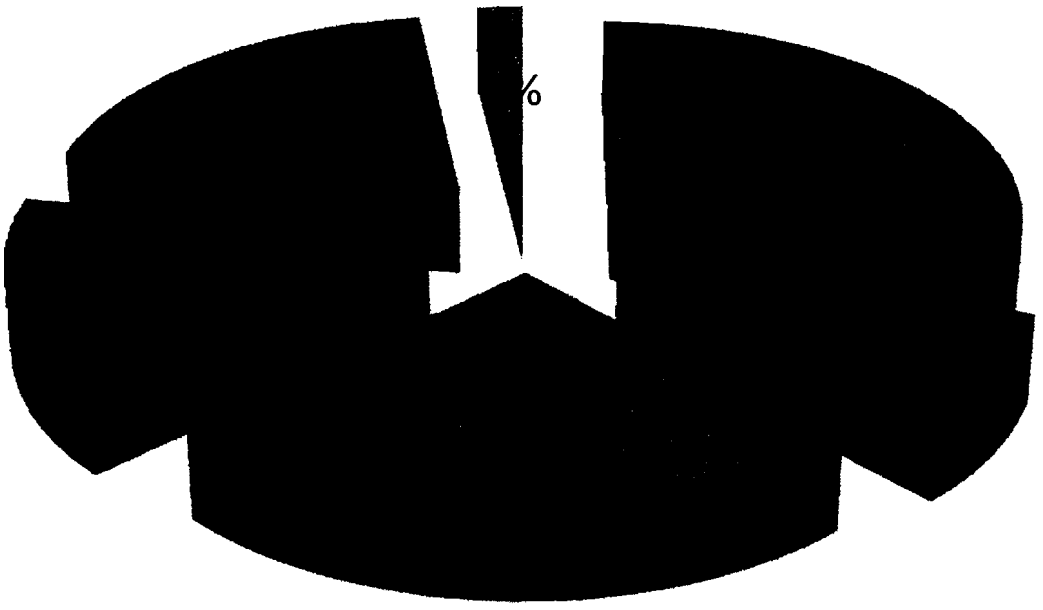
NRSC Exhibit # 7
Oct. 27, 2011

Our Mission

To grow and distribute to Indiana landowners, high quality native plant materials for conservation plantings. Conservation plantings include plantings for timber, wildlife, windbreaks,

soil and water protection, mine reclamation, carbon sequestering and education

Who We Serve



- Mineland Reclamation
- Environmental Programs
- Timber Production
- Wildlife Habitat
- Windbreak Establishment
- Arbor Day

FY	Conifers	Hardwoods	Total	Revenues
07-08	757,151	2,918,832	3,675,983	$1,265,610
08-09	700,000	2,832,005	3,532,005	$1,283,532
09-10	384,562	2,845,280	3,229,842	$1,166,013
10-11	395,162	2,786,678	3,181,840	$1,053,231
*11-12	400,000	2,800,000	3,200,000	$1,200,000