I. Introduction

A. History

White County is located in northwestern Indiana, about 30 miles north of Lafayette. Monticello, located at the intersection of US 24 and US 421 represents the county seat of White County. With the exception of Monticello, the majority of the county is rural and sparsely populated.

B. Methodology

The Comprehensive/Land Use Plan is actually two interrelated plans in one. The Comprehensive Plan is a document that analyzes the status of a county. Its objectives are relatively simple: to remember the past, assess the present, and project the future. Clearly, the first two objectives are fairly simple and straightforward. The latter is infinitely more difficult and complex.

By remembering the past, an understanding is gained of the forces which shaped the present. The demographics of the past, the characteristics of the population, the attributes of the labor force, and the mixture of job opportunities all combine to affect the type and pattern of development experienced by the county. Those forces, together with the physical aspects of the community, direct the configuration of infrastructure which has emerged to serve the region.

Analysis of the present status of the county is designed to identify strengths and weaknesses. For example, if the community has ample excess capacity at the sewage treatment plant, that can be considered a strength. It would allow for new industry to grow in the community with the ability to treat the increased sewage load. On the other hand, a labor force with below average educational attainment is a weakness. An adequate number of skilled employees may not exist to support a new business venture.

Consideration of the past and present allows trends to be identified. The trends can be projected to estimate the county's status in the future. A declining birth rate, coupled with low in-migration of new residents, will result in an older population in the future. The implications for the community are a reduced need for schools, and a demand for additional facilities designed to aid the elderly. These trends can illustrate the need for corrective actions if the projected state of the county is not what the community leaders consider to be in the best interests of the residents.

Therefore, a subsequent step in the process is to set goals and objectives. While this can be done by local officials, as representatives of the residents it is best to include the citizens directly in the process. That is the course of action selected by White County. By making the citizens part of the process, support for the final plan is started. The people can and should have input into goal-setting and the identification of the actions necessary to achieve those goals.

Once the goals are set, specific projects can be identified to achieve those goals. The projects need to be placed in a priority order. Funding sources for each project must be identified.

That is a general overview of the comprehensive portion of the Comprehensive/Land Use Plan. To summarize, the goal is to identify trends by analyzing past and present data relative to demographics, infrastructure, etc. Based on those trends, a projection of the future status of the county is derived. A combination of civic leaders and the

general public reviews the projections and establishes community goals. The goals help dictate the projects necessary to achieve them. The final result is a blueprint for future growth and development.

If the comprehensive plan is a blueprint for the type of county-wide development the community desires, the land use plan is designed to direct that progress in the most advantageous areas. Undirected growth can have detrimental affects on the county. It could require extension or enlargement of municipal services in areas that are not advantageous to other projects. Unless directed, growth could adversely affect property values by having mismatched land uses placed adjacent to each other.

The land use plan utilizes a methodology similar to that used in the comprehensive plan. Past and current land uses are reviewed. This provides an overall development trend and projects what future growth pressures are likely to be encountered. By utilizing the data generated by the comprehensive plan, in terms of infrastructure and new projects, the potential location for future growth can be identified.

Nothing in the Comprehensive/Land Use Plan dictates that growth occur in a specific manner. The comprehensive and land use plan can only suggest where growth is most likely to occur. By implementing the projects detailed in the Comprehensive Plan, municipal development will occur in a strategic pattern. The zoning ordinance then can be a tool to force growth into a particular pattern.

By zoning land to a particular classification, development restrictions and requirements are imposed. The Comprehensive/Land Use Plan provides the legal basis for the zoning ordinance. A zoning ordinance must have a rationale for classifying land. The Comprehensive/Land Use Plan provides that rationale. It shows how development patterns have emerged and what infrastructure exists and is planned to support future growth.

C. Elements of the Plan The key elements of this Comprehensive/Land Use plan are as follows:

I. Introduction A basic overview of the historical development of White County, Indiana. The introduction goes on to explain the rationale and methodology used in developing the Comprehensive/Land Use Plan.

II. Community Study Is an analysis of the current socioeconomic status of White County. Sub-chapters address:

A. Population
B. Housing
C. Infrastructure
D. Environment

III. Transportation Thoroughfare Plan Represents an analysis of the current transportation network in White County. The Thoroughfare Plan provides suggestions for improving the transportation system.

IV. Comprehensive Plan As previously stated, the Comprehensive Plan details the activities and projects necessary to foster future growth and development. The plan includes a goal-setting exercise which incorporates input from the citizens of White County, as well as the elected and appointed officials. Based on the goals, a list of development projects is derived and prioritized.

Included in the Comprehensive Plan is the strategy for implementation. The implementation strategy identifies the public and private groups as well as the financial resources necessary for effective implementation. Without implementation, the entire Comprehensive/Land Use Plan becomes a useless exercise.

Sub-chapters in the Comprehensive Plan section include:

A. Development Policies
B. Summary of Development Opportunities and Constraints
C. Project Identification and Prioritization
D. Strategy for Implementation
E. Resources for Implementation

V. Land Use Plan

The second segment of the Comprehensive/Land Use plan is the development of the Land Use Plan itself. It begins with an analysis of the current land uses and the pattern of development which has influenced those uses. The patterns are established by analyzing past land use maps with the current land uses.

Using the land use analysis as a guide, projections of future land use patterns are derived based on the anticipated changes in population, housing needs, employment characteristics, and infrastructure availability as defined in the Comprehensive Plan. The Land Use Plan defines where and what type of development should occur within White County.

White County is located in northwestern Indiana, 85 miles northwest of Indianapolis, 110 miles south of Chicago, 115 miles southwest of South Bend, and 32 miles north of Lafayette. The City of Monticello is the county seat of White County.

White County is governed by the Council form of government. The County has three County Commissioners and seven County Councilmen serving. The White County Area Plan Commission oversees growth and development within the county.

White County experiences the typical midwestern weather conditions - hot, humid summers and cold, snowy winters. The County's coldest month is January, with an average temperature of 20.1 degrees. The hottest summer month is July, with an average temperature of 72.9 degrees. White County receives an average of 35 inches of rain and 40 inches of snow fall annually.

A. Population Study

The first analysis in a Comprehensive\Land Use Plan is usually a study of the population characteristics. The analysis is more than simply reviewing the number of people in White County. The population study includes:

- **Population Statistics:** an evaluation of the number of people in White County. This includes the past and present population figures and a projection of future population levels. The population statistics presented also include a detailed study of the present and future age of the overall population.
- **Employment Characteristics:** a review of the changes which have occurred in the employment patterns of White County during the past 20 years. Significant shifts in the make-up of labor needs are noted in this section. After reviewing the past and present employment characteristics, attempts are made at forecasting the future employment situation in White County.
- **Income Elements:** an analysis of the income levels that define the financial elements of the socioeconomic nature of White County.
- **Projection of Future Socioeconomic Trends:** the individual data and trends developed in the previous sections is used to define a long-range view of the socioeconomic character of White County.

1. Population Statistics

The population statistics presented in the Comprehensive/Land Use Plan center on the number of people and their age distribution. Of all the data available from the U.S. Bureau of the Census, these are the most important in terms of long-range planning. Clearly, the number of people is going to affect the setting of goals and objectives. A rapidly growing population illustrates the need for additional roads, retail businesses and other support facilities. A rapidly declining population means the overall tax base will decline along with the demand for municipal facilities. Whenever possible, data from the 1990 Census was used.

White County experienced a slight decline in population between 1980 and 1990 dropping from 23,867 to 23,265. Table 1 provides actual and projected population figures covering the period of 1970 to 2010 for White County. The table provides both total figures for each year as well as a breakdown by age category.

The population level in White County reveals certain trends for the county. Figure 1 provides a graphical representation of White County's changing population. The decrease between 1980 and 1990 is due to two principle factors. First, the overall age of the county residents is increasing with fewer children being born as a result of the nationwide decrease in birth rates. Second, industrial employment opportunities, while increasing in White County, are somewhat limited due to relatively small industrial base. The lack of job opportunities causes younger people to seek employment elsewhere.

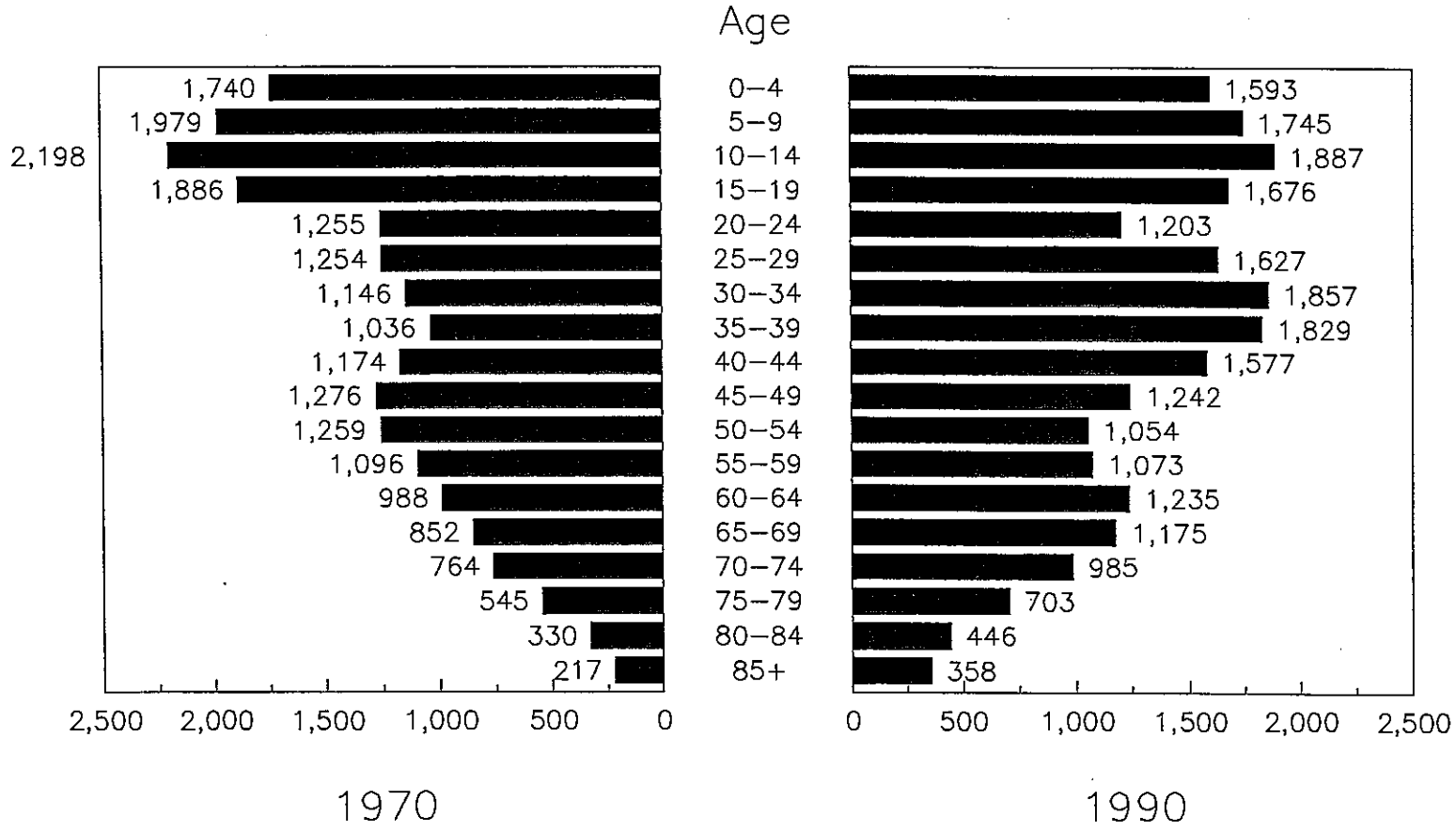
The decrease in population between 1980 and 1990 carries over into projections for future population levels in White County. By applying the cohort method of population projection, it was shown that White County should expect a continuing loss of population over the next twenty years. A large portion of this decline in population is attributable to a general aging of the population and a significant number of individuals moving to adjoining counties. However, this could change if White County is able to both attract new industry and provide adequate housing.

Table 1

Actual and Projected Population
1970-2010
White County, Indiana

Age Group	1970	1980	1990	1995	2000	2005	2010
00-04	1,740	1,915	1,593	1,548	1,463	1,210	952
05-09	1,979	1,850	1,745	1,632	1,603	1,320	1,043
10-14	2,198	1,966	1,887	1,734	1,571	1,593	1,441
15-19	1,886	1,990	1,676	1,803	1,581	1,494	1,452
20-24	1,255	1,836	1,203	1,308	1,155	1,274	963
25-29	1,254	1,877	1,627	1,053	1,370	1,014	1,292
30-34	1,146	1,693	1,857	1,630	1,217	1,375	1,169
35-39	1,036	1,344	1,829	1,829	1,577	1,197	1,328
40-44	1,174	1,188	1,577	1,763	1,730	1,529	1,133
45-49	1,276	980	1,242	1,511	1,699	1,665	1,463
50-54	1,259	1,284	1,054	1,158	1,406	1,595	1,542
55-59	1,096	1,376	1,073	1,112	1,360	1,489	1,861
60-64	988	1,309	1,235	1,039	1,015	1,317	1,352
65-69	852	973	1,175	1,121	915	922	1,158
70-74	764	916	985	997	938	773	767
75-79	545	685	703	809	858	767	661
80-84	330	264	358	457	476	568	458
85+	217	264	358	346	400	366	463
TOTAL POPULATION	**20,995**	**23,867**	**23,265**	**22,850**	**21,934**	**21,468**	**20,498**

Population Comparison
By Age Group
White County, Indiana



Source: U.S. Bureau of the Census

Figure 1

2. Employment Characteristics

Due to the small population, White County has a rather small labor pool with only 10,969 employed persons over the age of sixteen. However, it should be noted that this figure is 8.7% higher than the 1980 number even though the population decreased by 2.5% Of these, most are employed in either manufacturing of durable goods, retail trade, or in the service sector. If White County develops as a residential center, the number of people working in services and retail trade should continue growing. This along with moderate growth in light industry would boost White County economy.

Much like other regions across the country, White County has experienced significant growth in the service sector of its economy. Figure 2 provides a breakdown of employment for White County between 1970 and 1990. Two areas that stand apart are Services and the Manufacture of Durable Goods. In 1970, Manufacturing of Durable Goods represented 38.4% of the jobs in White County. This figure dropped to 26% in 1980 and ultimately to 21.9% in 1990. On the other hand, Services steadily grew from 17.5% in 1970, to 19.6% in 1980, and by 1990 had become the dominant source of employment in White County with 26.6% of all jobs. It should be noted that Manufacturing remains a key element of the White County economy and should not be ignored. It is in the best interest of White County to continue its efforts to attract new manufacturing companies. Industry and manufacturing provide a wide array of jobs for the area while increasing tax revenue for the county.

3. Income Elements

White County faces a slightly lower standard of living. The most recent census showed the median household income in White County to be $26,610. This falls slightly below the state level of $28,797.

Figure 3 compares Household Income between White County and the State of Indiana. White County's income distribution is weighted to the lower end of the spectrum. 35% of households earn less than $20,000 while only 15.1% earn more than $50,000 annually.

4. Socioeconomic Projections

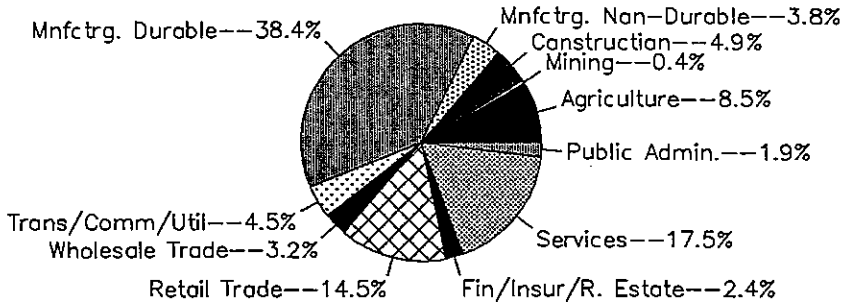
The overall goal of the Comprehensive/Land Use Plan is to set community objectives. Clearly, one overriding objective will be to raise the rate at which the wealth index increases, thereby increasing personal and community prosperity. Implementation of the plans contained in this document will greatly affect the long-term socioeconomic health of White County.

In order to affect the future socioeconomic status of White County, two key factors must be addressed. First is the type of local economy that will exist in the future. Secondly, the performance of White County depends on the educational levels of its residents. A shift from manufacturing to service sector jobs appears to be driven by national external forces that are beyond the control of local governments. Certainly, every effort can and should be made to attract new manufacturing jobs, as well as service sector jobs, to White County. However, future manufacturing plants will have a greater reliance upon automation than in the past.

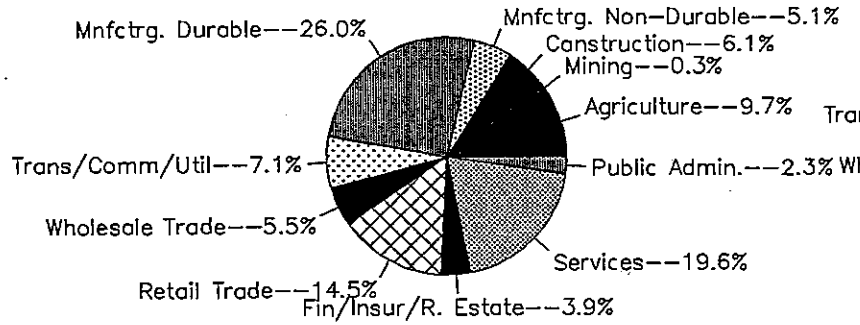
Therefore, in addition to attracting a wide variety of industries to the county, the community must be able to offer the skilled employees necessary in today's job market. Educational attainment of the population will be crucial to success. Census data reveals the following information for persons 25 years and older in White County.

Less than 9th Grade	1,041
9th to 12th Grade, no diploma	2,342

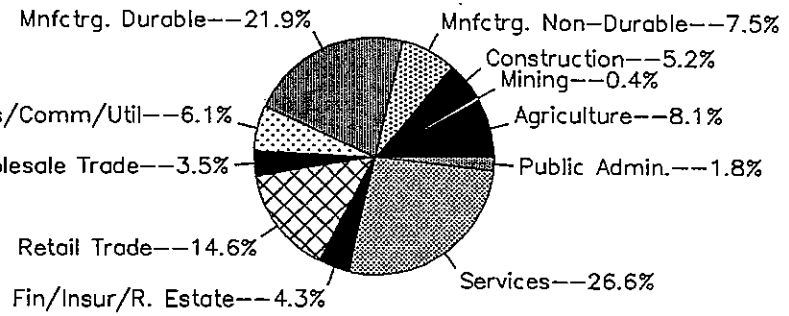
Employment Comparison
By Year and Occupation
White County, Indiana



1970



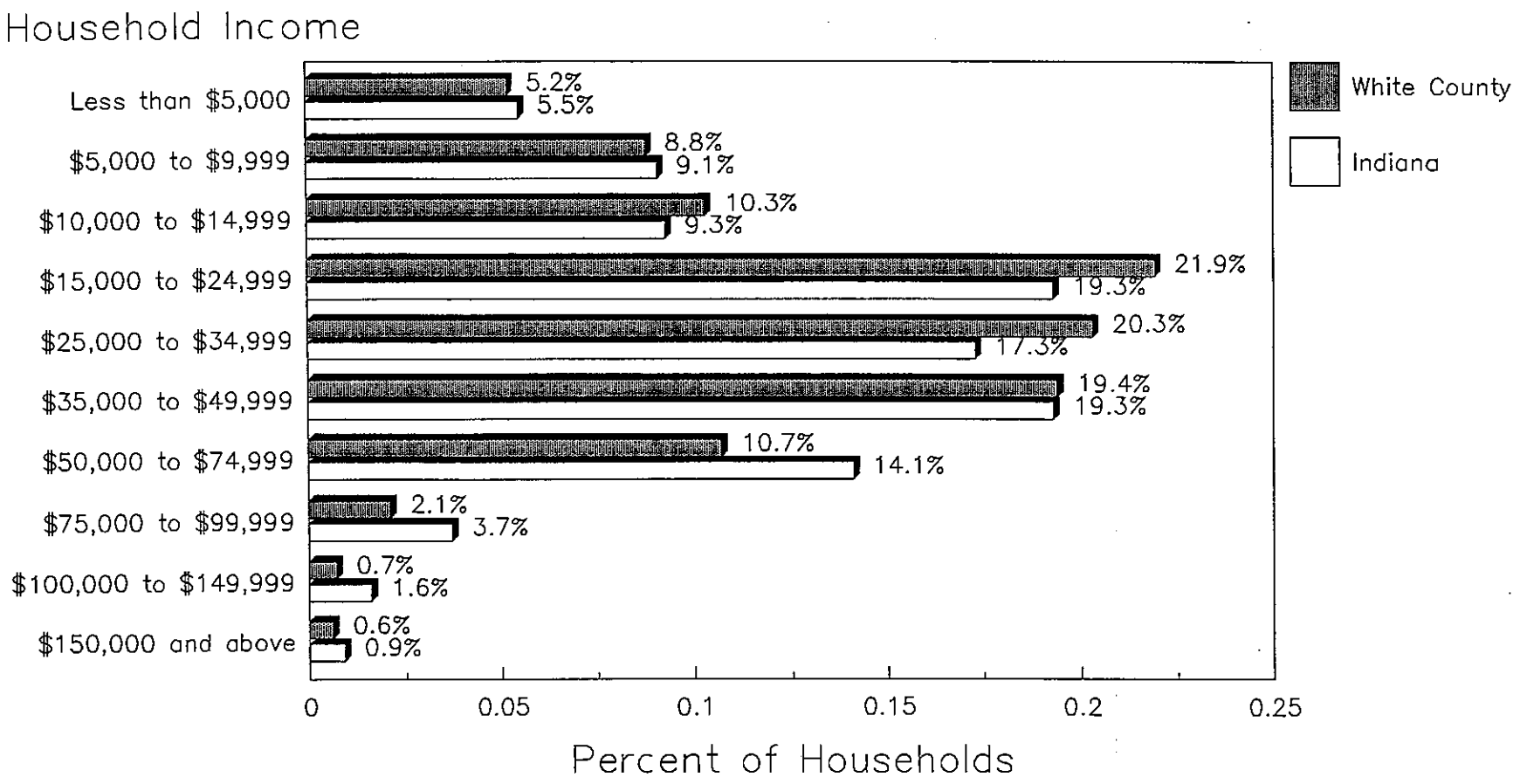
1980



1990

Figure 2

Household Income Comparison
White County vs. Indiana
By Percentage of Total Households



White County Median: $26,610
Indiana Median: $28,797
Source: U.S. Bureau of the Census

Figure 3

High School graduate (includes equivalency)	7,301
Some College, no degree	2,072
Associate degree	894
Bachelor's degree	852
Graduate or professional degree	790

B. Housing Analysis

The provision of decent, safe and sanitary housing in a suitable living environment for all income groups has long been a goal of the Federal and State Government, as well as local communities. Ensuring an adequate supply of decent housing requires the application of a variety of public and private resources. The housing study is designed to identify current and future housing needs. Adequate housing for lower income households is frequently limited to federally assisted housing in the larger urban areas.

1. Housing Profile

White County's current housing profile is based on an analysis of existing data compiled from the 1980 and 1990 Census of Housing. White County's housing in 1990 has the following characteristics:

1. Lower housing costs than the State of Indiana.
2. Low percentages of rental units.
3. Median monthly costs with mortgage:
4. Median mortgage payment lower than the state.
5. Median rent is lower than Indiana.
6. 10.0% of households built before 1939.
7. 52.2% of households built since 1970.
8. 66.5% rely on wells for their water.
9. 81.9% have septic tanks or sump pumps.

Those housing unit characteristics which are significant to the adequacy of housing for low and moderate income households are as follows:

1. 0.4 percent lack some or all plumbing facilities.
2. 0.6% lack complete kitchen facilities.
3. Medium vacancy, 94.3% of homes are occupied.
4. 5.7% lack telephones.

3. Projected Housing Needs

The number of year-round housing units needed to house the expected future population of White County is based on a projection of the population, family size, and vacancy. Data used in this projection was obtained from historical population data and 1990 Census figures.

Population: The population projections used are those described previously. This is only a projection of past trends. General economic and demographic characteristics, as well as individual public and private investment decisions, will in fact determine the future growth of the County. Thus, these projections should be reviewed periodically to determine need for adjustments in the projections and the plan.

Households: 1990 Census figures indicate the population per household has declined from 2.40 to 2.29 during the past ten years. In 1990, the overall vacancy rate was 2.6 percent among owner occupied homes and 10.3 percent among rental units. These rates among units actually available is somewhat higher compared to statewide vacancy rates of 1.5 percent for owner units and 8.3 percent for rental units.

In addition to meeting the housing needs of a population which is exhibiting fewer members per household, housing will need to be built to replace units which are lost. Losses include conversion of homes to non-residential use, destruction by fire or demolition related to advanced deterioration.

4. Assisted Housing Needs

The Department of Housing and Urban Development defines a low and moderate income household as one earning less than 80 percent of the median income for the area. In order to determine the number of households represented by "80 percent of the median", one must know the distribution of households by income level. According to 1990 Census data, 38 percent of White County residents lived in households with incomes of less than $20,000 per year (80% of the median household income is $21,288). This is significantly higher than the state-wide figure of 10.7 percent.

Consequently, efforts are necessary to insure affordable housing in White County. Since data regarding distribution of households is available only state-wide and for major metropolitan areas, the state-wide distributions of households by income were used as an approximation of distributions in White County. Approximately 31 percent of households (based on state-wide averages) have incomes below 60 percent of median income. Thus, on the average, 31 percent of new households will need some assistance to obtain decent housing at reasonable cost in relation to total income.

Of course, this analysis is based on averages. Factors such as household size and composition, unusual expenses, assets and others will affect a household's housing needs and proportion of income which can be spent on housing. Applying the 31 percent factor to the projected household growth indicates a need for approximately 2,750 new assisted units. In addition to the need for assistance for new households, a number of existing households live in units which need to be rehabilitated or replaced. Many of these households cannot afford the cost of rehabilitation (including increases in rents).

5. Summary of Housing Problems/Opportunities

Most of White County's housing problems relate to the lack adequate housing for people working in the county. Currently, individuals are faced with living in temporary accommodations or commuting from neighboring communities such as Lafayette. This presents White County with an opportunity and need for residential growth. A separate study on the feasibility of residential growth in White County would be useful in determining the demands of the population and constraints of the county. Growth should occur in an organized fashion to protect against over-development.

C. Infrastructure Study

1. Electricity

Electric power for White County is supplied by a variety of companies. NIPSCO provides service to Monticello, Reynolds, and Wolcott. The towns of Brookston and Chalmers provide their own electricity while the White County Rural Electric Membership Cooperation serves the remaining rural areas.

2. Gas

Gas is provided in the area by the Northern Indiana Public Service Company. Gas is available for a variety of uses, including industrial and space heating. Inquiry revealed no apparent limitations in the distribution system. Company officials had indicated their ability to expand the capacity of the distribution system as needed. Hence it is reasonable to anticipate that the Company will continue to provide services as needed.

3. Telephone

Telephone service is offered through three separate companies in White County. United Telecommunications, Inc., Alltel Indiana Inc., Monon Telephone and the Pulaski-White Rural Telephone Cooperative provide service throughout the county.

4. Sewage Treatment

Within the City of Monticello, the Monticello Water Works provides sewer treatment. Rural residents of White County utilize, almost without exception, on-site septic tank and well systems. More complete sewage treatment is strongly recommended to enhance the growth potential of White County.

5. Water Department

Individual communities within White County provide water service for their residents. Additional individuals not serviced by water companies rely on private wells.

6. White County County Police Department

Law enforcement is provided through a network of agencies within White County. The Monticello Police Department, with 19 employees, serves and protects the citizens of Monticello. The 13 employees of the White County Sheriff Department offer similar service county-wide. In addition, each town employs a town marshal. Continuous training is viewed as instrumental in providing White County residents with the best emergency/law enforcement service possible. Citizens are encouraged to contact their law enforcement agency with problems and concerns.

7. White County Fire Department

The Monticello Fire Department employs 12 full-time firefighters in addition to 20 state-qualified volunteers. The Department is equipped with three pumpers, one heavy-duty rescue truck, one tanker, one brush truck, and an inflatable rescue boat. Nine other communities provide volunteer fire departments for their residents' safety.

8. Parks and Recreation

The Tippecanoe River, with Lake Shafer and Lake Freeman, affords White County with a myriad of outdoor recreation. White County is a haven for vacationers who enjoy swimming, fishing, boating, and water skiing. White County remains lively in the winter with ice fishing, cross-country skiing, and snowmobile trails. Sports enthusiasts can enjoy area golf courses, tennis, and basketball courts. Indiana Beach, the state's largest privately-owned amusement park-resort, offers plenty of family fun in the sun.

9. Transit

White County has great possibilities for moving people and goods to and from the County. I-65 lies about 20 miles west of Monticello providing linkage with Indianapolis and Chicago. US 24 and US 421 intersect in Monticello providing excellent regional transportation.

Burlington Northern provides seven daily freight trains within easy access of White County. For air travel, Indianapolis International provides full cargo and passenger services, while Purdue Airport and the White County Airport provide regional and recreational access.

10. School Facilities

Four school corporations serve White County: Frontier School Corporation with one Middle-Elementary School and a High School; North White School Corporation with one Junior-Senior High School and three Elementary Schools; Tri-County School Corporation with one Junior-Senior High School and two Elementary Schools; and Twin Lakes School Corporation with one High School, one Middle School, and four Elementary Schools.

White County is fortunate to have several institutions of higher learning within an easy commuting distance. Purdue University, Valparaiso University, IVY Tech and St. Joseph College offer a variety of undergraduate and graduate degrees.

11. Ambulance Service

When an individual becomes ill or is injured, his recovery is often determined by the speed and efficiency with which he is transported from the scene of his predicament to medical attention. In recent years, intensive urbanization and a mounting toll on the nation's highway has raised the question whether communities are providing or can continue to provide adequate ambulance services to victims of sudden illness or accident. Concern over this problem is nation-wide and White County shares in it. Seven of Monticello's firefighters are certified paramedics and four are advanced EMT's. In addition, five firefighters are certified SCUBA divers which is extremely important in White County. The ambulance service employs two part-time paramedics and has three ambulances fully equipped for advanced life support at its service.

D. Environmental Study

The final community study conducted as part of this planning process is an assessment of the environmental situation within White County. Clearly, given the increased awareness of our environment, the physical environmental limitations to development will become increasingly important during the coming years. The following map summarizes the areas of environmental concern in White County. It should be noted that this map is a visual illustration of the environmental limitations in White County, the location for soil and floodplain limitations are not to scale. If there is a specific concern within an area outlined on the map, further field research should be conducted at that point to determine the exact location of the limitations.

III. Transportation/Thoroughfare Plan

The Transportation/Thoroughfare Plan is designed to support the continuing development which is anticipated in White County area during the next several years. This will place increasing demands upon the community's transportation system. The thoroughfare plan proposes an interrelated system of highways, roads, and streets serving the area which will meet the increased transportation demands within the County.

It is the intent of this study to define the best possible vehicular circulation system for present and long-range needs of the County. Thus, the initial concern is the development of a plan which achieves the following general goals:

- Easy and direct access to the major traffic generators within and adjacent to White County planning area.
- Efficient through movements within the county.
- Protection of the existing and potential residential areas by discouraging through traffic movements within residential areas.

The streets which comprise this network are classified according to the functions they are to perform within the overall system. They are arranged so as to move vehicular traffic smoothly and efficiently in, out, and through the area, and from point to point within the area.

A. Existing Thoroughfare System

In White County, as in most established communities, the street system is one of its most permanent features. Once the street system has become well established, especially within developed communities, it is difficult and costly to make major alterations in the pattern. Consequently, this thoroughfare plan relies heavily on the existing street system. Various state and federal highways which enter the county perform the arterial functions of moving people and goods from one urban center to another. Many of the local streets, because of location, alignment, and surface condition, are used by local residents as collector routes. These roads gather traffic from residential areas and local streets and carry the traffic to nearby urban centers. The remainder of the streets within the county perform local access functions. They carry traffic through and between residential neighborhoods, and from residential neighborhoods to collector streets or roads.

B. Thoroughfare Concepts

The following discussion briefly outlines the planning framework about which the Thoroughfare Plan is developed.

A circulation system must be designed to accommodate two basic types of traffic flow - local and through. Due to the variations in existing and anticipated vehicular movements within the confines of these types, roadways of several degrees of efficiency become necessary. These may be categorized as follows:

Local Access Streets are the residential streets, the industrial service drives, and the like that serve a particular type of local traffic. Generally, local access streets are low speed, narrow, and are not used for through circulation. Destinations are located on local streets.

Through Streets are wider and are intended to handle higher traffic demands. In an urban area, it is necessary that these interconnect with each other to allow movement in all directions, either internally or into and out of the area. Through streets take the following forms:

Collector Streets - These are the least important through streets which collect vehicles from local streets and distribute them to either local destinations or to higher type arteries.

Arterials - These streets are the principal traffic carriers in the street network. They connect points of major traffic generations, and should be wide enough to handle the particular traffic load they are called to carry. Because of the longer trips involved with major thoroughfares, they should be designed to handle higher speed traffic, have fewer curb cuts, and generally be of a higher design standard (gradients, curves, etc.).

Regional Arterials - Regional arterials or freeways are designed for through traffic between urbanized places and, depending on size, for inter-urban circulation. They are constructed to the highest design standards, have separated lanes and profiles, controlled access, and permit high speed and efficient long-range circulation.

C. Land Use Relationship

In addition to outlining the types of thoroughfares which, together, constitute a circulation system, there are also definite planning principles involved in terms of road locations with reference to various land uses. Both the functional and land use relationships are shown schematically on the following page and briefly described below:

- Only local streets should be within residential neighborhoods, with through streets forming the boundaries. Street layouts should serve to discourage through movements with both origin and destination outside of the residential neighborhood unit. Single-family development within the neighborhood, however, can be located adjacent to through streets with such provisions as "backlotting" or "sidelotting" of frontage roads. Also, in some cases, single-family can front on a through street where the thoroughfare is so developed that the fast moving lanes are not directly adjacent to the curb. Multiple residential uses may be located adjacent to major thoroughfares, providing curb cuts are controlled and/or service roads are provided.

- Neighborhood recreation facilities, such as elementary school sites, should be near the center of the neighborhood and thus, not on through streets. Large community or area-wide recreational facilities, however, should be adjacent to, or have access to, one or more through streets.

- Shopping centers should be located on, but not bisected by, through streets. Commercial frontage generates a large number of turning and parking movements which, if left uncontrolled, can cripple the efficiency of a through route. To prevent this condition from occurring, ingress and egress points for commercial properties should be at specific locations so that the location of turning movements may be reduced. On-street parking in commercial areas is another

major cause of congestion and hazardous conditions. The removal of on-street parking in such an area will not only increase the degree of safety afforded, but increase the capacity of through movement.

- Through streets can be within an industrial area, or in some cases, might be better located as a buffer between residences and industry. Special consideration should be given to the design of local streets which are intended to serve industrial uses in order to avoid conflict between large trucks and sudden peak-hour traffic loads.

One important step in the Thoroughfare Planning Process is a classification of the existing street and highway system according to a set of functional criteria. For this report, White County's street and highway system was classified based on the National Highway Functional Classification and Needs Study - Manual B, which establishes a hierarchy for the classification of functional road systems.

D. Federal Classification System

Since, on a national scale, streets and highways display a wide variety of functional characteristics, the Federal study generally defines three types of systems - those for rural areas, for small urban areas, and, the one that relates to White County, urbanized areas.

Four functional subsystems are identified under the Urbanized Areas System: Urban Principal Arterials, Urban Minor Arterial Streets, Urban Collector Streets,. and Urban Local Streets. These subsystems are defined as follows:

Urban Principal Arterials include the urban portion of the Interstate System, other freeways and expressways, and other principal arterials without access control. These routes should serve the projected major centers of activity in a metropolitan area and should carry a high proportion of the total projected urban area travel on a minimum of mileage. The concept of service to abutting land should be subordinate to the provision of travel service between trip interchanges. Only facilities within the unlimited access subsystem should provide direct access to adjacent land,

Urban Minor Arterial Streets should interconnect with and augment the Urban Principal Arterial Subsystem, and provide service at a somewhat lower level of travel mobility than major arterials. This subsystem also distributes travel to geographic areas smaller than those identified with the higher subsystem.

The Urban Minor Arterial Street Subsystem includes all arterials not classified as principal. This subsystem provides greater access to land than the principal subsystem and offers a lower level of traffic mobility.

Urban Collector Streets may penetrate neighborhoods, distributing trips from the arterials through the area to their ultimate destination, which may be on a local or collector street. Conversely, this subsystem can also be expected to collect traffic from local streets, and channel it into the arterial system. Furthermore, this subsystem should provide for both land access service and local traffic movements within residential, commercial, and industrial areas.

Urban Local Streets comprise all streets not included in the higher subsystems. They serve primarily to provide direct access to abutting land and access to the other street subsystems. It offers the lowest level of mobility, and should provide for residential traffic only. Through traffic movements should be specifically discouraged.

The following map represents the classification of roads and streets in White County. Each route is classified according to the preceding standards.

E. Design Standards for Future Thoroughfares

As previously discussed, the thoroughfare plan classifies all existing and proposed highways, roads, and streets in White County as either regional, arterial, local arterial, local collector, or local access thoroughfares. To properly perform their intended functions, these traffic arteries should meet certain design standards governing such factors as alignments, intersection intervals, site distances, gradients, surface types, right-of-way widths, pavement widths, and traffic controls. The Subdivision Control Ordinance of White County contains detailed specifications for all new or improved thoroughfares in the community. In addition, the Indiana Department of Transportation maintains extensive standards for the construction of regional, arterial, and local arterial roads.

F. Capacity Standards

The traffic capacity of a street is the number of vehicles that can pass a given point in a given period of time without causing undue backup at traffic lights or congestion due to frequency of turning movements, truck traffic, etc.

Since a number of factors cause variations in traffic capacities, the use of a general rule may be hazardous. Such factors would include the extent of curb parking permitted, whether the street is one-way or two-way, the amount of green signal time, the width of the moving lanes, the amount of bus and truck traffic, and the frequency of turning movements. In order to obtain a typical capacity figure for design purposes, the following constant assumptions for peak hour capacities will be assumed:

- No curb parking
- 20 percent turns
- 10 percent commercial traffic
- Fixed time signal
- Intermediate area (between downtown and suburbs)
- No undue backup at signals (9 times out of 10, vehicles accumulating at a red signal would clear the intersection during the green interval)

Based on these conditions, studies show that design capacities would range as follows:

- Freeways - 1,700 vehicles per twelve foot lane per hour (100 percent green time)
- Divided Multi-Lane Roadway - 1,040 vehicles per ten feet of pavement width per hour of green time
- Undivided Multi-Lane Roadway - 840 vehicles per ten feet of pavement width per hour of green time

Thus, a 20 foot pavement width has a design hour two-way capacity at 50 percent green time of 840 vehicles.

An undivided highway with 44 feet of pavement, without on-street parking, would yield a design hour capacity of 1,848 vehicles (44' pavement width/10' pavement width x 840 vehicles x 50 percent green time.)

Expanding on the above information, by assuming that peak-hour traffic volumes approximate design-hour capacities and also constitute 10 percent of total 24 hour volumes, it is possible to project theoretical capacities for major thoroughfares and collector streets.

As the formulas imply, capacities can be increased by expanding the width of permanent lanes (11' to 12' is desirable for through lanes of major thoroughfares), or by increasing the green time allowance on the more heavily traveled routes. As was noted before, the provision of a median strip increases carrying capacity by up to 25 percent.

It should be remembered that the above criteria is based on the premise that on-street parking is not allowed. According to data obtained from the Indiana Department of Transportation, the removal of on-street parking in a downtown area can increase capacities by 73 percent to 84 percent, depending on the street widths (the narrower the pavement, the more dramatic the capacity increases). In intermediate areas, increases in average hourly capacities through the removal of parking may range from 17 percent to 64 percent.

G. Existing Thoroughfare Patterns

A major step in determining thoroughfare proposals is the analysis of the existing circulation system. This involves a careful study of the relationships of thoroughfares to each other, to the neighborhood units, to the travel desires of existing and future populations, and to the problems which exist today.

The thoroughfare system presently serving White County is very much affected by the existence of Interstate 65, US 24, and US 421. Additionally, State Route 39 runs north-south through White County. With the existence of I-65, the federal and state highways cater more to regional and local traffic while the interstate carries travelers between Chicago and Indianapolis. White County lies in an advantageous location for travel as most points are serviceable by interstate highways. As mentioned, I-65 links Chicago and Indianapolis with connecting service to interstates 70, 80, and 90. US 24 and US 421 offer access to other communities in the immediate regions such as Lafayette and Logansport. Both routes, along with SR 39 serve short distance traffic movement within White County. With these numerous travel options, the focus for White County becomes maintenance and upkeep rather than expansion and construction.

It should be noted that the emphasis of this report is on those streets and thoroughfares which are directly related to the existing and proposed land uses within White County and the traffic volumes and patterns of movement that they generate. Hence, analysis of the limited access freeways will be restricted to the physical impact of volumes and patterns of movement as mentioned above. As regional and interstate facilities, an analysis of the character or volume of this traffic is beyond the scope of this study.

On the *Functional Road and Street Classification Map*, the regional arterials and the local arterials are both delineated. In addition, major local connector streets are also highlighted. These are roads that carry traffic essentially within White County and feed into the local arterials or regional arterials.

I. Future Thoroughfare Proposals

The main traffic complication facing White County is the influx of tourist traffic in the summer. However, it does not appear so great a problem that major changes are necessary. Regular inspection and maintenance of county bridges should remain a high priority. Steady upkeep and maintenance of roads and bridges will enhance visitor's perception of White County. It is recommended that a Transportation Improvement Plan be developed as Federal Funding requires an area plan.

IV.Comprehensive Plan

The Comprehensive Plan section of this document is a key element in determining the land uses that will be analyzed and proposed in the following chapter. It also sets an overall goal for the community and establishes a policy for future development.

The Comprehensive Plan is arranged in several sections to address the developmental policies and goals of the County over the planning period. The first section is the establishment of overall goals for the County of White County. Section B outlines the selected objectives for meeting these goals. Section C outlines the projects listed in Section B by the importance or priority the projects will have with regard to one another. Section D discusses the strategy for implementing these projects in order to achieve the overall goal set out in Section B.

A. General Goals and Guidelines

1. *Development Policies* In the following section, statements of policy are presented relative to the following areas of growth and development:

- General Development
- Residential Development
- Commercial Development
- Industrial Development
- Park and Open Space Development
- Institutional Development
- Transportation and Public Way Development
- Community Appearance

General Development

A. Encourage the retention of the individuality and identity of each residential neighborhood in the community.

B. Promote the use of the Planned Unit Development approach to residential, industrial and commercial developments.

C. Encourage the protection of sensitive areas and protection of natural resources.

D. Discourage development in areas where residents are likely to be adversely affected by incompatible uses such as heavy industry, truck traffic, and pollution sources.

E. Encourage all types of development to be planned and constructed in a manner which reflects sensitivity to the sites and surrounding properties.

F. Insure that regulations which will increase development costs are necessary and related to protecting public health, safety, and general welfare.

G. Encourage strict adherence to building and fire safety codes.

H. Promote accessibility and opportunity for all White County citizens.

I. Insure access for all White County citizens to new development and redevelopment.

Residential Development

A. Promote the reservation of sufficient land to accommodate the expected population of the planning area.

B. Accommodate the housing requirements of populations with special needs and all income levels.

C. Consider the housing preferences of the community's population in terms of density, location, environment, and housing type.

D. Encourage the preservation and revitalization of basically sound existing residential neighborhoods.

E. Encourage in-fill development on vacant parcels in residential neighborhoods with housing that is compatible.

F. Improve living conditions in all residential neighborhoods through strict adherence to and enforcement of the zoning ordinance, subdivision regulations, and housing design standards.

G. Encourage the utilization of Planned Unit Development techniques for new and redeveloped residential areas in order to conserve land, enhance the environment and lower development costs.

Commercial Development

A. Encourage the clustering of commercial activities.

B. Promote the redevelopment of a strong central commercial core.

C. Encourage compatibility of commercial uses with neighboring uses by appropriately controlling the intensity of use through the use of effective buffering.

D. Provide for commercial centers oriented to the needs of residential neighborhoods of approximately one mile radius and designed to serve both pedestrian and vehicular traffic.

E. Encourage development of commercial centers which make efficient use of land and points of access, as opposed to strip development.

Industrial Development

A. Encourage location of industrial uses in areas where safe and convenient traffic access can be provided.

B. Require industries which release noise, dust, or other objectionable effects into the environment to locate in areas which are properly removed and buffered from incompatible uses.

C. Encourage the reservation of large tracts of land which are suitable for industrial development for major industrial parks.

D. Encourage development of compact industrial areas, as opposed to scattered development of isolated industries, particularly for smaller industries.

E. Encourage site planning which is compatible with adjacent land uses. The plan shall provide for green space and buffer strips between industrial areas and adjacent residential areas.

Park and Open Space Development

A. Encourage all parks facilities, and especially those which provide field and play areas for children to be located conveniently to residential areas, where safe pedestrian and bicycle access can be provided.

B. Encourage the development of recreational corridors along rivers and abandoned railroad rights of way.

C. Encourage the preservation and/or restoration of areas of special natural features such as lakefronts, beaches, wetlands, lakes, rivers, nature preserves, and/or natural drainage areas.

D. Encourage developers of residential, commercial or industrial, developments, through the use of the site plan review process, to provide adequate landscaped green space and/or open space for use by owners, tenants, or patrons.

E. Encourage environmentally sensitive lands to be used as open space or passive recreational areas.

Institutional Development

A. Encourage related commercial uses and support services to be located near a hospital, as long as the commercial development is planned, and not done on an incremental basis.

B. Encourage, where possible, the clustering of institutional uses, so that they become the center of a neighborhood.

C. Encourage the location of nursing homes and senior citizens housing on the edges of residential areas, in recognition of their basic functions as places of residence.

D. Discourage the placement of institutional uses in areas where there are inadequate streets and sidewalks to support them.

Transportation & Public Way Development

A. Encourage the development of a convenient county-wide transportation network.

B. Use public transportation improvements as inducements to shape growth in accordance with adopted plans.

C. Coordinate capital expenditures for transportation improvements with the adopted plans, and establish short and long range priorities for construction, maintenance, and improvement of public ways.

D. Eliminate unnecessary public ways, whenever possible, and return these properties to the tax rolls.

E. Encourage coordination and continuity of thoroughfares with neighboring cities, towns, counties, and states.

F. Develop a thoroughfare system based upon accepted principles of functional classification and design.

G. Encourage the safe and efficient flow of traffic throughout the county.

H. Encourage separation of different types of traffic, *i.e. separate vehicular and pedestrian traffic, separate industrial traffic from residential traffic.*

Community Appearance

A. Promote a positive community image through the use of appropriate marketing techniques including the creation of a county public relation coordinator.

B. Discourage the proliferation of signs.

C. Foster civic pride in White County as a dynamic and vital community which has respect for its past.

D. Retain and protect significant historic properties where socially, economically, and physically possible.

E. Promote and coordinate community clean up, refurbishing and restoration projects.

F. Promote and coordinate community sponsored arts and crafts festivals, concert series, and other cultural events within the community.

B. Development Policies

Goals and Objectives

In producing the Comprehensive/Land Use Plan, a key element is the identification of community goals and objectives. Solicitation of public input is vital to the overall success of the Comprehensive/Land Use Plan. Public input helps validate the goals and objectives of the plan. It also enables citizens to participate directly in the planning process. Not only does this validate the conclusions of the plan, but it also encourages active public participation and support for the plan. It is difficult for the community as a whole to object to and/or fail to support the Comprehensive/Land Use Plan when they have themselves had a direct involvement in its development. Area Plan Commission members are encouraged to solicit the comments and concerns of White County residents.

It is the objective of White County Area Plan Commission that the following goals and objectives set the future development policy for White County. These goals and objectives will determine the extent and location of development within White County.

White County, much like any other county, faces a variety of opportunities and constraints to its development. These factors often dictate the type and extent of development projects conducive to White County. Each project should conform to the specific needs of White County, thereby avoiding the problems brought on by implementing a development plan simply because it worked in another community.

Transportation Improvements

The transportation improvement goal can generally be summarized in two ways. One portion of the goal deals with traffic movement in and through the county. The second portion is somewhat less site specific, relating to the actual structural and physical condition of the road and alley surfaces. Clearly, the citizens of White County are, and continue to be, concerned about having good roads, streets, and al-

leys throughout the County. Since that concern is not site specific, it is sufficient to say that the overall goal would be to maintain and upgrade the quality of roads, streets, and alleys in White County.

Economic Development

In order to improve the overall quality of life in White County, it is necessary that the County continue to grow and develop. In order to achieve that goal, new business must be attracted to the community. In addition, other objectives must also be met which improve the overall economic environment within the community. Therefore, the following objectives have been suggested by the residents and officials of the County as necessary to improve the overall economic condition.

- **Establish TIF Districts:** A Tax Increment Finance (TIF) District allows communities and counties to use additional tax dollars to pay for improvements that would promote the district. The way it works is that a TIF District is designated by ordinance. Whatever tax dollars are generated by the district at the time the district is formed continue to flow into the general fund. A plan for developing the district, adopted when the district is formed, defines what improvements are needed. For example, it may be determined that new roads and a sewer and water line are needed to serve an industrial park which has been designated as a TIF District. The county or municipality makes the improvements which attracts new industry. The ***additional*** tax dollars generated by the new industry are used to pay for the improvements. Once the improvements are paid for all of the taxes generated by the district flow into the general fund. The establishment of TIF Districts allows tax dollars to be *"earmarked"* for improvements specifically within the tax district. This would prove especially beneficial to the downtown and industrial districts of White County. These tax dollars could be put towards a revitalization of the downtown areas or the creation or expansion of the industrial parks.

- **Downtown Development:** Any community generates its main identity from its central area. As a whole, White County would benefit from the upkeep and development of its individual communities. With a large number of tourists visiting White County, there is great opportunity in developing the county's downtown areas. Granted, these towns, with the exception of Monticello are rather small and large development is unrealistic, but it should remain an objective to maintain these small communities.

- **Strategic Industrial Development Plan:** White County currently enjoys a solid industrial base with real potential for expansion. This expansion should occur in a planned, logical manner. If possible, industries which feed off one another should be encouraged. Studies should be conducted that determine the combination of industries the draws from the most diversified labor pool, thereby providing jobs for the greatest number of people possible. The Industrial Development Plan should also address the amount of services created by new industry.

Environmental Protection

Another sub-goal which must be achieved in order to meet the overall goal of improving the quality of life, is protecting the County's environment. During the past several years, environmental awareness has increased at the national, state, and local levels. People are concerned about recycling, lack of landfill space, toxic waste disposal, and hydrocarbon emissions which are detrimental to the ozone layer. While the County by itself cannot address large scale environmental problems which are of national or

global concern, it can, and should, address those concerns which are local in nature. In order to achieve the goal of protecting the local environment, several objectives must be met. These include the following:

- **Storm Water Drainage:** One objective is to improve and control storm water drainage, while not contributing to the environmental degradation of the lakes or an unnatural change in their levels. Therefore, the objective in the environmental protection area would be to require developers to better manage the urban run-off from new development, as well as controlling run-off from existing development throughout the County.

- **Upgrade Sewer and Water Lines Throughout the County:** Full water and sewer service is crucial to the growth of any community. Providing water to the entire community decreases the risk of contaminants infiltrating the drinking water. Full sewer service further protects the environment from harmful toxins. Full water and sewer service will assist in attracting future developers as many would be discouraged by the problems created by a lack of full water and sewer service.

  In addition, those municipalities within the County which have sewer service should separate storm and sewer water wherever possible. The use of combined sanitary and storm sewers has several negative aspects. First, after rainfall events or snowfall melting, the run-off mixes with the sanitary sewage from residents and businesses. For the most part, this run-off is clean water which mingles with the dirty sewage water and is transported via the sewer lines to the wastewater treatment plant. This increases the load on the treatment plants, and necessitates the treatment of water which otherwise could have been disposed of naturally into the lakes and streams of the area whenever the run-off was not contaminated with other pollutants. Second, in many cases during heavy rainfall, the capacity of the sewer to handle both the rainfall run-off and the sewage, is exceeded. This causes an overflow to occur which results in the release of both rainwater and raw sewage into the environment. Therefore, from both an environmental and economic standpoint, the use of combined sanitary and storm sewers is no longer warranted, and should be avoided whenever possible.

  Finally, studies should be conducted to evaluate the potential of providing sewer and water service into unserved areas. An alternative, particularly in the lake areas, would be to require "septic system subdivisions" where a parcel of land, within a subdivision, is set aside for a combined tile field. The tile field should be located in an area where the leachate does not adversely impact the ecology of the adjacent lake. This may prove, in most instances, to be an economically advantageous solution to providing full sewer and water service in rural areas.

Community Growth

In order to improve the quality of life, White County can and must grow. Lack of high-paying, skilled, technical jobs is one reason why students, upon completion of high school and college, fail to remain within the county. However, as the industrial and economic climate of White County continues to change, there will be renewed pressure for growth and development as job opportunities open up. In addition to growth from within as a result of the new job opportunities, there are also external pressures occurring which will result in renewed Community growth. White County represents a smaller community with growth potential and convenient access to larger cities such as Chicago. The combination of industrial potential with a small town atmosphere makes White County attractive to families and those interested in lower costs of living. Therefore, in order to prepare for and foster County growth, several objectives must be met, including:

- **Open Space Development:** Within its limits, White County should capitalize on existing open lands for development. In doing this, the County should also acknowledge the value of open areas between contrasting land uses. These lands may be used for wetlands preservation, or to provide buffers between land uses which may not necessarily be totally compatible. An objective, therefore, is to utilize open lands both for developmental purposes and as buffer zones.

- **Development of a Utility Corridor/Trail System:** White County, like many communities throughout the nation, could potentially acquire abandoned railroad rights-of-way in the future for many uses within the County. In some communities, rights-of-way have been acquired for the purpose of installing additional utility lines to service a broader base of the community. As an ancillary use or means of landscaping these new utility easements, pedestrian walkways or trails have also been incorporated into the corridor project. In countless communities, this is being done as a unifying method to tie sections of the community together, and to provide for additional recreational opportunities through the development of linear corridor parks. An objective of the community should be to acquire railroad rights-of-way or other areas for use as utility corridors, and landscape the corridor as a pedestrian trail system.

- **Neighborhood Development:** Within its communities and residential developments, the White County Area Plan Commission should encourage neighborhood development and definition. By fostering neighborhood pride, the maintenance of communities becomes an easier task. Individual residents take it upon themselves to maintain the appearance of their neighborhoods decreasing the need for major, costly revitalization projects in the future.

Community Beautification

The final sub-goal to achieving the overall goal of an improved quality of life is community beautification. In order to preserve and promote the most positive aspects of the County, several objectives should be met, including the following:

- **Eliminate Spot Zoning:** Spot zoning, or rezoning one parcel of land to a different land use inconsistent with surrounding land uses, has long been a problem for most municipal governments. Therefore, a key goal would be to eliminate spot zoning throughout the county and in the municipalities in particular. This can only be accomplished by strict adherence to the Comprehensive/Land Use Plan and the Zoning Ordinance. Significant deviations from either document will weaken the integrity of the overall plan.

- **Community Entrance Improvements:** A first impression is often a lasting impression. Nothing sets the tone and character of a community more than the impression of its entrances. Visitors to a city or town who arrive seeing nothing but flashing neon signs have a definite impression created by that view. White County should encourage the maintenance and upkeep of major entrance points to both the county and its individual communities.

- **Greenspace Provision:** Greenspace should be incorporated around industrial areas as a natural buffer between industrial areas and adjacent land uses. This makes sense from both a planning and an aesthetic standpoint.

B. Prioritization

The proposed projects necessary to achieve the desired development goals necessary for White County have been divided into several categories, which are as follows:

1. **Class A (White County Only)** - The first classification of projects, Class A, are those projects which can be undertaken relatively easily using White County's own resources. They can be implemented fairly quickly as shown on the timeline in the following section.

2. **Class B (Joint White County/State Cooperation)** - Class B projects are generally categorized as those projects requiring greater resources than White County alone can muster. These are more complex projects and will require joint local/county/state cooperation. In addition, Class B projects represent strategies for which there may be grants or other financial assistance commonly provided, such as financial assistance for recreation projects.

3. **Class C (Joint White County/Private Developer Cooperation)** - Class C projects vary in complexity, but, due to their nature, require both public and private cooperation. These are projects in which a private developer should usually be involved with the County in order to ensure success.

4. **Class D (Regional Cooperation)** - These are highly complex projects requiring the cooperation of an entire region involving local, state, and federal efforts.

Accordingly, the projects listed in the previous section have been classified relative to the type of project they represent. Table 2 provides a breakdown of those project classifications. Following the project breakdown is a figure which illustrates the projected time of implementation over the next five-year period, Figure 6. It is fully recognized that not all of these projects can be accomplished within that time period, nor will they be started exactly when suggested. The purpose of the timeline is to provide a general framework from which to operate.

C. Strategy for Implementation

The strategy for implementation has been developed concurrent with the project classification scheme. It should be noted, however, that in order for this plan to succeed, a high level of cooperation needs to exist between the Administration, County Council, Area Plan Commission, Zoning Board and the general public. At the time this plan is being developed, that cooperation exists.

As previously mentioned, this plan can only succeed with close adherence. Significant deviations will weaken the overall intent of the plan. No plan is carved in stone, and circumstances will arise which require some deviations. That is why a Comprehensive/Land Use Plan should be viewed as dynamic and be periodically updated to re-prioritize goals and re-establish projects to meet those goals.

Overall the strategy for implementation changes from looking within the existing county agencies (Class A) to needing a great deal of outside involvement (Class D). Class B and C projects need varying amounts of additional involvement, primarily through task forces which would be established to address each particular project.

Class A Projects

The bulk of the Class A projects can be achieved through adoption and adherence to the Comprehensive/Land Use Plan, Zoning Ordinance, and Subdivision Control Ordinance. Those documents address the following projects:

- **Local Transportation Improvements:** Cooperation between County Officials and Residents, in accordance with ordinances and regulations should assist in the completion of road improvements in and around White County. County Meetings are suggested to clarify the benefits and effects of each proposal.

- **TIF District:** This should be used as funding mechanism for improvements in an industrial or downtown area. It is suggested that a development agency be created to direct the establishment of a TIF district and the activities which occur therein.

- **Institute storm water drainage regulations:** a special section on storm water management should be prepared and included as part of the Zoning Ordinance.

- **Eliminate Spot Zoning and Maintain Historic Preservation:** These can only be achieved, as previously stated, through adherence to this plan and related documents.

- **Greenspace Provisions:** Are incorporated in the zoning ordinance and if enforced, will provide adequate buffering between adjacent land uses.

- **Development of a Utility Corridor and Entranceway Improvements:** It is imperative that close cooperation exist between the utilities, the Park Board, Plan Commission, and Zoning Board to ensure that land uses which support the corridor or enhance the entranceway improvements are encouraged.

Class B Projects

It is suggested that all Class B transportation related projects, as well as the Class A local traffic improvements, be addressed by White County County Commissioners as the lead group. For the more complex projects the County should consider setting up a special task force to address those projects individually. There is a tremendous talent pool within the local community and county government upon which to draw in order to develop a specific plan of action for all of the transportation related projects.

It is further suggested that the Area Plan Commission be involved in any plans to upgrade sewer and water service. Currently, adequate service exists, virtually around the perimeter of the County to provide sewer and water service to any developing area. The extension of sewer and water into previously unserved areas will greatly drive future growth and development.

Class C Projects

A separate task force should be established for each Class C project, again drawing upon existing community talent to foster the public/private cooperation necessary to make these projects succeed. Each task force should establish goals, identify projects, and oversee implementation. Each task force will have to work with the TIF Board, the administration, and individual county departments to develop specific plans.

The process is identical to that used to develop a Comprehensive/Land Use Plan. However, rather than addressing the County as a whole, the efforts and plans of the task force would be directed at developing and implementing a positive plan of action.

The Land Use Plan is designed to identify what types of future land uses will be in demand within White County. In addition to identifying the types, the Land Use Plan seeks to identify locations where these land uses should be promoted in order to maximize the beneficial impact upon the existing community.

The main objective of the Land Use Plan is to help create and maintain a functional and well balanced community development environment which will result in an improved community life for the present and future citizens of White County. The comprehensive planning program and specifically the Land Use Plan, is designed to provide a general guideline to be used in making decisions about the physical development of the community. Therefore, the Land Use Plan should provide the official statement of White County Area Plan which reflects the major policies of the community concerning future physical development.

Before identifying where these uses are to go, it is important to understand how to use the Land Use Plan itself. Therefore, *Section A* of the Land Use Plan is a guide to implementation. It provides Tables of potential land uses and the corresponding guidelines which should be considered by both the developers and the County before permission is granted for the establishment of a particular project.

Section B of the Land Use Plan, is a study of existing land uses and the changes which have occurred since the Land Use Plan was prepared. This analysis is designed to provide insight into where land uses changes have occurred and what type of changes were represented. This is critical to identifying the location and type of future land use changes.

Finally, *Section C* draws on the goals and objectives, as well as opportunities and constraints, identified in the Comprehensive Plan. It combines those factors with the changes which have occurred in land uses as identified in the preceding Section, to develop a projection of what White County will look like during the coming years. It identifies where a particular emphasis should be placed in order to attract and promote specific types of land use development.

A. Land Use Plan Guidelines

Prior to certain government approvals for changes in land use, it must be found that the proposed changes are in agreement with the *Comprehensive/Land Use Plan*.

Agreement with the Plan is of critical importance in:

- the preparation of proposals for land use changes regardless of who is preparing the proposal - a land owner, an attorney, an engineer, a county, etc.;
- the evaluation of proposals regardless of who is doing the evaluation - the people proposing the change in land use, the Planning Commission, the Commission staff, the Board of Zoning Appeals, a legislative body, the public, etc.;
- the revision of proposals to bring them into agreement with the Plan; and,
- government decisions on the proposal regardless of the government body involved - Planning Commission, Board of Zoning Appeals or the County Council.

To determine whether a proposal land use change is in agreement with the Plan, specific guidelines in the Plan must be reviewed. Not all guidelines apply in each case.

Charts are provided on the following pages that identify which guidelines are to be reviewed for various types of land uses and circumstances. The first chart lists guidelines to be reviewed for all types of land uses. The second chart lists guidelines to be reviewed for all land uses given special circumstances. The third chart lists guidelines to be reviewed for specific land uses: residential, industrial, commercial, office space, transportation, utilities and community facilities. The third chart contains sub-categories for specific circumstances or specific land uses.

To use the Plan, appropriate land uses and circumstances must be found on the charts. Guidelines to be reviewed are listed after each land use and circumstance. Only those guidelines listed in the "guidelines to be reviewed" column will be used in the evaluation of land use change proposals. The letter preceding each guideline identifies the topic area - in the Guidelines Section - that contains the guideline. For example, R-5 is guideline number 5 in the Residential topic area. The following codes are used:

E = Environment
U = Utilities
T = Transportation
R = Residential
I = Industrial
C = Commercial
O = Office Space
F = Community Facilities
G = Government

Once applicable guidelines have been identified, it is necessary to determine whether the land use proposal is in agreement with each applicable guideline. The nature of these determinations will vary depending on the guideline under consideration and the circumstances related to the proposal. For example, if a guideline states that high density residential development is appropriate only on or near an arterial (major) road and if the proposal for high density residential development is on an arterial road, a finding of agreement with the guideline is clear. If a guideline states that practical and feasible measures must be taken to prevent soil erosion during construction, it is necessary for the people proposing the land use change to describe what measures will be taken so that a finding of agreement (or non-agreement) with the applicable guideline can be made.

If a proposal does not agree with an applicable guideline, the people making the proposal should take appropriate corrective actions. A few examples of corrective actions include: reducing the proposed density, changing the proposed land uses, better defining certain aspects of the proposal such as drainage or traffic plans or delaying the proposal until circumstances are more appropriate and conducive for the land use change.

After a land use change proposal has been reviewed against each applicable guideline, and the people making the proposal have taken actions to conform to the guidelines in question, a finding of agreement or non-agreement with the Plan can be made. For a proposal to be in agreement with the Plan, it should normally be in agreement with all applicable guidelines. Violation of any applicable guideline will typically constitute sufficient reason to find the proposed land use change not in agreement with the Plan.

There may be exceptions to this rule. A proposal may be in violation of a guideline but still in agreement with the Plan. This will occur only when:

1. all feasible and practical methods have been exhausted for bringing the proposal into agreement with the applicable guidelines;

2. the overall intent of the Plan is still followed; and,

3. the proposal does not substantially violate the applicable guideline or the negative impact of the proposal on the community is minimal or non-existent.

Environmental Topics

E-1 Locate development, whenever possible, in areas that do not have severe environmental limitations.

E-2 Restrict development in the floodway of the 100-year floodplain by:

a) prohibiting the location or expansion of structures and storage areas in the floodway, except for rare instances when it is conclusively demonstrated that no increase in floodwater elevation and velocity will result and that no public hazards will be created; and,

b) allowing the modification or restoration of existing structures located in the floodway only if the structural alterations do not increase the level or velocity of the 100-year flood and if floodproofing measures are taken.

E-3 Restrict development in the floodway fringe of the 100-year floodplain by:

a) prohibiting the location or expansion of development which would create a significant increase in floodwater elevations;

b) elevating new or substantially improved residential structures above the 100-year flood level; and,

c) providing adequate flood protection, through elevation or flood proofing for new and substantially improved non-residential structures.

E-4 Provide, where possible, an access route above the 100-year flood elevation for development located in or near flood-prone areas.

E-5 Avoid changes to natural stream channels unless it is conclusively demonstrated that:

a) flooding is significantly reduced; and,

b) any increase in erosion or flood velocity will not adversely affect other areas.

E-6 Provide adequate drainage control measures for new development to ensure that:

a) no significant increase in flooding or erosion occurs as a result of the new development;

b) peak storm-water run-off rates after development of the site do not exceed peak rates prior to development; and,

c) storm-water run-off is not a significant source of water pollution.

E-7 Minimize, to the extent possible, grading, cutting and filling.

E-8 Utilize best management practices for erosion and sedimentation control during and after site preparation and construction activities.

E-9 Buffer lakes and streams from the water pollution effects of site preparation, construction activities, on-lot sewage disposal and urban storm-water run-off.

E-10 Develop on unstable or wet soils only if adequate measures will be taken to prevent subsidence or slippage of soils or structures.

E-11 Locate landfills, industrial materials storage areas and industrial waste disposal facilities so as to minimize hazards to groundwater.

E-12 Take all reasonable actions to ensure that new development is not an indirect source of air pollution that will cause significant air quality degradation, such actions including one or more of the following:

a) dispersion of automobile-generated traffic through increased access points and staggering of work hours;

b) improvements in traffic flow on and off-site through intersection improvements and street widening;

c) incentives for the use of higher occupancy vehicles through employer-sponsored van and car pool programs, preferential parking for high-occupancy vehicles and special access treatment for buses;

d) walkways, bikeways and accommodation of public transit service for new development;

e) alteration of land uses to reduce total traffic generation or disperse it;

f) reduction of development density or intensity; or,

g) other actions to reduce adverse air quality impacts.

E-13 Ensure, to the extent possible, that air pollution resulting from construction and demolition activities will be reduced.

E-14 Take all reasonable actions to reduce air pollution from stationary sources.

E-15 Locate landfills for disposal of solid waste in areas which:

a) are above the elevation of the 100-year flood;

b) have suitable underlying soils and geology to prevent pollution of groundwater and surface streams;

c) are a sufficient distance above aquifers and the seasonal high water table;

d) have soils in sufficient quantity to cover the refuse;

e) are at least 500 feet from any water producing wells;

f) can be screened from public view;

g) can be buffered from adjacent land uses to prevent such nuisances and hazards as methane gas migration problems;

h) are a safe distance from aircraft runway approaches if the landfill will create air navigation problems; and,

i) have adequate access which would not route trucks through existing residential neighborhoods.

E-16 Prohibit noise-sensitive land uses in areas where accepted noise standards are violated, unless adequate abatement measures are provided.

E-17 Preserve buildings, sites and districts that are recognized as having historic or architectural value.

E-18 Protect, to the extent possible, wildlife sanctuaries, wetlands, major forested areas, nature preserves, publicly owned parks, unique natural areas and other areas with significant landscape features.

E-19 Develop a county-wide flood control and drainage plan to coordinate the construction and maintenance of all flood control and drainage facilities.

E-20 Develop a county-wide plan for disposal of solid waste.

E-21 Develop and enforce measures and criteria regulating the production, transport, storage and disposal of hazardous wastes.

E-22 Assist the preservation of historic districts and sites by:

a) acquiring, when feasible, buildings and sites or easements for public use;

b) utilizing government funds for historic preservation to leverage other funding sources; and,

c) providing technical advise to the private sector on seeking funding sources, determining appropriate re-uses, formulating rehabilitation strategies and disseminating information regarding federal tax incentives.

E-23 Place emphasis on transportation control measures and pollution controls on the motor vehicle to reduce air pollution from indirect sources.

E-24 Revise building codes, zoning and subdivision regulations to incorporate energy conservation techniques taking into consideration other major community objectives.

E-25 Develop a county-wide open-space plan including the identification of critical areas for preservation.

Utilities Topics

U-1 Locate development, whenever possible, in areas fully served by existing utilities rather than in areas requiring utility extensions.

U-2 Provide that all development has an adequate supply of potable water and water for fire-fighting purposes.

U-3 Provide that all development has adequate means of sewage treatment and disposal to protect public health and protect water quality in lakes and streams.

U-4 Locate only very low intensity land uses on sites which depend solely on on-lot sewage disposal systems or on a private supply of potable water.

U-5 Take all feasible measures to prevent utility installations from creating nuisances to the surrounding area. Locate large utility installations with access to a major arterial road.

U-6 Design and locate utility easements to:

a) provide access for maintenance and repair;

b) place, to the extent possible, utility lines in common easements; and,

c) minimize negative visual impacts.

U-7 Analyze means for improving existing sewage treatment systems and for utilizing alternative and innovative wastewater treatment processes, treatment methods which require less energy and alternative methods of sludge disposal.

Transportation Topics

T-1 Provide that all development and land use changes have adequate street facilities to handle anticipated traffic.

T-2 Provide for the movement of pedestrians through the construction of:

a) walkways from residential areas to recreation areas, schools and shopping facilities in the neighborhood;

b) walkways for access to transit stops;

c) walkways where heavy pedestrian movements may be anticipated between land uses;

d) pedestrian overpasses/underpasses when street closings are impractical and vehicular and pedestrian volumes warrant such separation; and,

e) walkways through expressway interchange areas where appropriate.

T-3 Provide for the movement of bicycles from residential areas to neighborhood recreation areas, schools, shopping facilities and major employment centers.

T-4 Locate high intensity land uses along arterial streets that have or are scheduled to have public transit service.

T-5 Provide adequate rights-of-way to accommodate required and anticipated roadway, walkway and bikeway improvements through dedication.

T-6 Avoid, when locating transportation rights-of-way, the creation of parcels of land that are too small for any practical use or can not be developed in a manner consistent with the development of surrounding land uses.

T-7 Provide adequate access to, from and through all development for the proper functioning of the streets, walkways, bikeways and transit systems and for emergency vehicles by linking the interior roadway, walkway, bikeway and transit systems with systems already built or planned in the surrounding area.

T-8 Design the internal circulation of all development for safe and efficient travel movement by all types of transportation.

T-9 Avoid street access to development through areas of significantly lower intensity or density development if such access would create significant nuisances.

T-10 Preserve the through traffic capacity of the expressway and arterial street systems by:

a) prohibiting property access a sufficient distance from expressway interchange ramps;

b) placing the first four-way intersection a sufficient distance from interchange ramps;

c) spacing intersections along a major arterial for efficient traffic signal operation; and,

d) using, to the extent possible, local streets or frontage roads for direct access to property along arterials.

T-11 Provide off-street parking and loading of sufficient quantity and adequate design for the type and intensity of development, for the mode of access to the development and for its users.

T-12 Locate major parking structures serving the Central Business District:

a) on or very near streets leading to an expressway interchange with facility entrances and exits, if possible, on the lower volume streets;

b) on the perimeter of the CBD to serve CBD employees with adequate public transit and pedestrian access to employment centers; and,

c) at dispersed locations throughout the CBD to serve shoppers and other users of CBD services.

T-13 Expand existing airport facilities or locate and design new airport facilities:

a) to minimize the acquisition of structures;

b) to minimize potential noise problems for residential areas;

c) to ensure access to the arterial street system for all types of airports; and,

d) to ensure direct access to the expressway system and public transit accommodations for scheduled air carrier airports.

T-14 Locate public passenger terminals with adequate access to other types of transportation, especially public transit.

T-15 Ensure that transportation facilities are compatible with surrounding land uses.

T-16 Evaluate proposed transportation improvements for the minimization of capital, user and community - including economic, social and environmental - costs, and evaluate proposed transportation improvement programs for the maximization of benefits.

T-17 Improve the public transit system to:

a) maintain or increase public transit's proportion of all trips; and,

b) serve the elderly, handicapped and people dependent on public transit.

T-18 Locate, to the extent possible, railroad access to industrial development through industrial areas.

T-19 Locate expressways to:

a) serve major concentrations of urban activity while minimizing the relocation of residents and businesses;

b) minimize the disruption of the existing circulation system; and,

c) encourage orderly community development.

T-20 Locate, space and design expressway interchanges:

a) at crossings of major and minor arterials;

b) only at major arterials serving inter-county traffic in underdeveloped areas that are not anticipated to develop in the near future;

c) far enough apart to discourage short trips on the expressway and to allow adequate distance for proper signing and expressway operation;

d) close enough to prevent excessive demand at individual interchanges; and,

e) so as to avoid the use of clover-leaf type interchanges with tight loops on the same side of the road unless collector-distributor roads are added or the interchange is stretched out.

Residential Topics

R-1 Protect residential neighborhoods from adverse impacts of proposed development and land use changes.

R-2 Create housing redevelopment, rehabilitation and reinvestment opportunities in older and declining neighborhoods.

R-3 Provide adequate buffering, screening or other techniques that mitigate nuisances when a residential development will be next to a land use that produces nuisances.

R-4 Avoid residential development that has a significantly different size, height, mass or scale from adjacent development.

R-5 Develop residential densities that are compatible with adjacent residential areas and other adjacent land uses.

R-6 Evaluate residential development on the basis of the following net density categories:

extremely low	one dwelling unit or less/five acres
very low	greater than one dwelling unit/five acres and up to one dwelling unit/acre
low	greater than one and up to five dwelling units/acre
medium	greater than five and up to twelve dwelling units/acre
high	greater than twelve and up to thirty-five dwelling units/acre
very high	greater than thirty-five dwelling units/acre

R-7 Restrict residential density to the extremely low category when:

a) the development will depend solely on septic tanks or other on-lot sewage disposal systems *(except when otherwise allowed by local health standards)*;

b) only a private supply of potable water will be available to the development;

c) the development will be on unstable soils, very severely eroded soils or soils with very severe erosion potential;

d) adequate fire protection cannot be provided for higher density proposal; or,

e) the development will be outside the area designated for centralized sewer expansion by the year 2000.

R-8 Restrict residential density to the very low category or the lower category when:

a) the development will be in the floodway fringe of the 100-year floodplain;

b) the development will be on soils characterized as wet soils;

c) the development will be on unstable soils, very severely eroded soils or soils with very severe erosion potential so long as appropriate and possibly more extensive measures will be taken to mitigate environmental problems; or,

d) adequate fire protection cannot be provided for a higher density proposal.

R-9 Restrict residential density to the low category or lower category when:

a) the development is in the floodway fringe of the 100-year floodplain so long as extensive measures will be taken to mitigate environmental problems;

b) the development will be on soils characterized as wet soils so long as appropriate and possibly more extensive measures will be taken to mitigate environmental problems;

c) the development does not have a collector or higher street type for major access; or,

d) adequate fire protection cannot be provided for a higher density proposal.

R-10 Restrict residential density to the medium category or lower categories when:

a) a collector street is the highest available major access point for the development; or,

b) adequate fire protection cannot be provided for a higher density proposal.

R-11 Locate residential developments of the high density category only where:

a) there is a major access point on or very near an arterial street;

b) there is adequate water pressure and quantity for domestic use and internal fire protection systems;

c) there is adequate fire protection service available;

d) the development will not cause a significant over-crowding schools in the area; and,

e) the development is now or is scheduled to be served by public transit.

R-12 Locate residential density of the very high category in or very near White County Central Business District.

R-13 Prohibit residential development in:

a) the 40 NEF (Noise Exposure Forecast) zone of any airport; and,

b) the floodway of the 100-year floodplain.

R-14 Design residential development to:

a) provide adequate lot sizes and shapes to accommodate houses;

b) provide planned, usable open spaces of adequate size to serve the needs of residents and assurances that such open spaces, if commonly owned, will be properly maintained;

c) use, where possible, the natural drainage patterns;

d) save, to the extent possible, the natural vegetation;

e) create, to the extent possible, street patterns that discourage speeding and through-traffic;

f) provide, where appropriate, trees, landscaping, benches, bus stops and other site amenities;

g) allow for buffering and screening to provide privacy for residents; and,

h) prevent signs from being a visual nuisance or a safety hazard to vehicular traffic.

R-15 Provide, to the extent possible, mixtures of housing types and land uses within planned developments to:

a) utilize cost-efficient site layout and design techniques; and,

R-16 Expand opportunities for people to live in sound, affordable housing in locations of their choice by:

a) providing for lower-cost housing in dispersed locations throughout the community, including identification of suitable sites for lower-cost housing and necessary actions to assure construction;

b) using incentives to encourage a mixture of housing types and costs for new housing;

c) upgrading existing housing; and,

d) keeping overall housing costs as low as possible without sacrificing basic health, safety and welfare objectives.

R-17 Ensure that new land uses are compatible in terms of height, bulk, scale, architecture and placement on the lot if they are to be located in or next to residential areas of recognized historic or architectural significance.

R-18 Provide for mobile homes in groupings which ensure that unique locational, compatibility and safety requirements are recognized.

R-19 Provide housing for the elderly and handicapped close to shopping and transit routes and, when possible, medical facilities. Identify suitable sites and take necessary actions to ensure construction of housing for the elderly and handicapped.

R-20 Provide, to the extent possible, for residential development in White County Central Business District, including the identification of suitable sites and necessary actions to ensure construction.

Industrial Topics

I-1 Locate, to the extent possible, industries in industrial subdivisions; otherwise locate industries adjacent to an existing industry to form industrial cluster. The following industries may locate away from industrial subdivisions and industrial areas, provided that they do not cause safety risks or nuisances to surrounding land uses:

a) extractive industries;

b) industries locating in areas of highly mixed land uses;

c) industries locating in existing structures and adapting them for productive re-use;

d) small-scale industries which are compatible with adjacent residential and other land uses; or,

e) very large industries that are comparable to industrial subdivisions.

I-2 Locate new industrial subdivision to form a generally dispersed pattern of clusters of industrial development throughout the county.

I-3 Limit non-industrial land uses in an industrial subdivision only to those land uses necessary to meet the needs of the subdivision's industries and their employees.

I-4 Design all industrial development to:

a) be compatible with adjacent development in terms of size, height, mass and scale;

b) provide, where appropriate, adequate lot sizes for buffering and screening adjacent development;

c) provide sufficient space for on-site parking and service areas;

d) use, where possible, the natural drainage patterns;

e) save, to the extent possible, the natural vegetation;

f) provide, where appropriate, trees, landscaping, benches, bus stops, bicycle storage facilities and other site amenities; and,

g) prevent signs from being a visual nuisance or a safety hazard to vehicular traffic.

I-5 Relate industrial development to the capacity of transportation facilities by:

a) locating industrial uses with more than one hundred (100) employees on or very near an arterial street in close proximity to an expressway interchange; and,

b) locating industrial uses with less than one hundred (100) employees on or near an arterial street.

I-6 Take all measures necessary to prevent industrial uses from causing nuisances to surrounding developments.

I-7 Locate industries which handle hazardous or flammable materials or are potentially offensive such as junkyards, landfills and quarries away from residential areas and population concentrations.

I-8 Prohibit industrial development within residential areas. Locate industries adjacent to residential areas or in mixed land use areas only if the industries can be made compatible with surrounding development. Expand existing industries which are adjacent to non-industrial development in a manner that meets the needs of the industry and protects surrounding development from nuisances.

I-9 Utilize industrial sites near airports or rivers for only those industries whose transportation and production needs require such a location or for those industries which support airport-oriented or river-oriented industries.

I-10 Provide assurances that air emissions and the disposal of industrial wastewater and solid wastes will meed environmental standards and that the storage, handling and disposal of hazardous materials will be done in a safe and environmentally sound manner.

I-11 Take appropriate action to reserve land that would be most suitable for industrial subdivision.

I-12 Provide incentives to expand industrial employment, giving special attention to industries which demonstrate that employment opportunities would be provided for unemployed, under-employed or lower-income people.

Commercial Topics

C-1 Locate all commercial development:

a) centrally in the intended service area;

b) where it can be demonstrated that a sufficient support population exists; and,

c) where possible, on existing or scheduled future public transit routes.

C-2 Design all commercial development:

a) to include, where appropriate, circulation patterns for pedestrians, bicycles and handicapped people;

b) to provide, where appropriate, trees, landscaping, benches, bus stops and other site amenities;

c) to promote a good transition between adjacent buildings and land uses in terms of size, height and materials; and,

d) to prevent signs from being a visual nuisance or a safety hazard to vehicular traffic.

C-3 Provide buffering, screening, separation or other techniques to mitigate nuisances when a commercial land use will produce or is associated with such nuisances as:

a) automobile lights, outdoor lighting or illuminated signs;

b) loud noise;

c) odors, smoke, automobile exhaust or other noxious smells;

d) dust and dirt;

e) litter, junk or outdoor storage; or,

f) visual nuisances.

C-4 Allow the development of individual commercial uses on separate lots - strip commercial - only when:

a) excessive curb cuts will not create traffic problems or congestion;

b) a proposed development will not adversely affect the capacity of a street;

c) locating in a planned commercial center is not feasible; or,

d) a proposed use will not extend the linear development or commercial uses to the extent that such a pattern creates substantial nuisances, hazards or disruption to the area.

C-5 Develop commercial uses in existing or proposed planned commercial centers except:

a) where a conversion from an existing non-commercial building to a commercial use is compatible with adjacent buildings and uses;

b) when an existing commercial use proposes to expand and the expansion is compatible to adjacent uses;

c) when a proposed use is of an intensity and size to be comparable to a planned commercial center;

d) when a proposed use requires a unique or special location in or near a specific land use or activity center; or,

e) when land ownership patterns, existing land use conditions or other circumstances make single-lot commercial development the only possibility.

C-6 Allow commercial uses in:

a) new residential development where the commercial use mainly serves residents of the development and is similar in character and intensity to the residences;

b) older or redeveloping residential areas where the commercial use does not create nuisances and is compatible with the surroundings;

c) planned industrial subdivision where the commercial use mainly serves people working in the industries; or,

d) recreational and public areas where the commercial use is an ancillary use such as a concession business.

C-7 Develop commercial uses serving small areas or neighborhoods or providing convenience goods:

a) preferably adjacent or near existing convenience shopping facilities;

b) with safe pedestrian access;

c) with an intensity and size that would not adversely affect existing residential areas or businesses; and,

d) with a good transition between adjacent uses that reflects existing architectural and residential character.

C-8 Develop commercial uses attracting large numbers of people or generating large volumes of traffic:

a) only on a major arterial street or at the intersection of two minor arterials;

b) only in non-residential areas; and,

c) only at locations where nuisances and unique characteristics of the proposed use will not adversely affect adjacent areas.

C-9 Encourage commercial uses in the Monticello Central Business Districts that support downtown redevelopment.

C-10 Develop highway-service land uses:

a) only on arterial streets preferable near an expressway interchange;

b) near or adjacent to existing commercial uses, where possible; and,

c) only in non-residential areas.

C-11 Provide incentives and assistance to retain, expand or locate new commercial facilities in older areas which have exhibited a need that has been neglected for many years.

Office Space

O-1 Locate, where possible, office development in planned commercial or office center except:

a) where a conversion from an existing non-office building to an office use is compatible with adjacent uses;

b) when an existing office use proposes to expand and the expansion is compatible with nearby uses;

c) when a proposed use is of an intensity and size to be comparable to an planned center;

d) when a proposed use requires a unique or special location in or near a specific land use or activity center; or,

e) where land ownership patterns, existing land use conditions or other circumstances make office development appropriate outside planned centers.

O-2 Allow the development of individual office uses on separate lots when:

a) excessive curb cuts will not create traffic problems or congestion;

b) a proposed development will not adversely affect the traffic-carrying capacity of a street; or,

c) a proposed use will not extend linear development to the extent that such a pattern creates substantial nuisances, hazards or disruptions to the area.

O-3 Allow office development in mixed land use areas and within residential areas if:

a) traffic problems and congestion are not created that adversely affect adjacent or surrounding areas;

b) the size, intensity and character of the proposed use is compatible with adjacent areas; and,

c) nuisances are not created that adversely affect adjacent areas.

O-4 Provide incentives for major office uses in White County's Central Business Districts especially in the City of Monticello.

O-5 Design office development:

a) to provide buffering, screening, separation or other techniques that mitigate nuisances when the development produces or is associated with nuisances or visually unpleasant characteristics;

b) to include, where appropriate, circulation patterns for pedestrians, bicycles and handicapped people;

c) to provide, where appropriate, trees, landscaping, benches, bus stops, bicycle storage facilities and other site amenities;

d) to promote a good transition between adjacent buildings and land uses in terms of building size, height, scale and materials; and,

e) to prevent signs from being a visual nuisance or a safety hazard to vehicular traffic.

O-6 Locate, when possible, major medical offices near existing or proposed hospitals or major medical facilities.

O-7 Develop office uses attracting large numbers of people or generating large volumes of traffic:

a) only on arterial streets;

b) close to an expressway interchange, where possible; and,

c) so that nuisances and unique characteristics of the proposed use do not adversely affect adjacent areas.

Community Facilities

F-1 Locate or expand community facilities:

a) in areas with a demonstrated need for the facility;

b) to avoid duplication of services;

c) with conventional access to the area that the facility is intended to serve; and,

d) where access into and within the facility is provided for elderly and handicapped persons, when appropriate.

F-2 Locate and design community facilities so that potential adverse impacts on surrounding land uses can be mitigated and the facility can be buffered from any adverse impacts of surrounding land uses.

F-3 Locate, where possible, community facilities on a shared site with other compatible facilities.

F-4 Locate community facilities that have a large daily or periodic attendance of users:

a) on or very near an arterial roadway; and,

b) with conventional access to public transit service.

F-5 Design, to the extent possible, community facilities that will be located within residential areas so that the exterior of the structure will not detract from the residential character of the immediate neighborhood.

F-6 Retain sound community facilities that can continue to serve their intended functions.

F-7 Locate, when possible, community facilities within existing buildings that are capable of being converted for a facility use.

F-8 Provide that all developments have adequate fire protection.

F-9 Locate and design fire stations:

a) on or very near arterial roadways;

b) on two-way streets with equipment entrances regulated by traffic control signals;

c) away from barriers that might delay direct engine access to the service area, such as at-grade railroad tracks and flood prone areas;

d) with the greatest concentration of stations near areas of intense development, such as the Central Business District, commercial and industrial developments and large, high density residential areas;

e) to buffer the site, particularly equipment entrances, so as to mitigate noise and other nuisances that could disturb surrounding land uses; and,

f) with sufficient area on-site for equipment maneuvering and storage.

F-10 Locate and design major urban parks:

a) to utilize, when possible, steep slopes or the 100-year floodplain for passive recreation;

b) to allow substantial acreage to remain in a natural state;

c) to include, when appropriate, sport fields and courts for active recreation; and,

d) to provide, when possible, access to bikeways, walkways and open-space links.

F-11 Locate and design recreation parks:

a) on relatively flat land for sport field and court development;

b) when possible, in conjunction with passive recreation areas;

c) when possible, in conjunction with schools; and,

d) when possible, with access to bikeways and walkways.

F-12 Design schools:

a) with safe access for pedestrians, bicyclists, motorists and their passengers;

b) with adequate buffering from nuisances detrimental to its operation; and,

c) to the extent possible, with active and passive recreational areas.

F-13 Locate and design hospitals:

a) on sites dispersed throughout the county, unless the services provided are complementary to or supportive of other hospital services; and,

b) with emergency entrances, if needed, that are safe and separate from other vehicular and pedestrian entrances and on-site circulation routes.

F-14 Locate health care facilities and clinics within or near office buildings, shopping centers and commercial districts or at other highly accessible locations, and in relation to the areas they are intended to service.

F-15 Locate government offices that administer county-wide services or require extensive inter-agency communication in the Monticello Central Business District. Locate administrative offices that directly serve the public in convenient locations throughout the county.

F-16 Locate and design police stations:

a) on or very near arterial roadways;

b) so as to mitigate noise and other nuisances that could disturb surrounding land uses; and,

c) with sufficient area on-site for equipment maneuvering and storage.

F-17 Locate government garage and storage facilities in areas suitable for warehousing and industry.

F-18 Locate branch libraries within or near public buildings, shopping centers, commercial districts or other highly accessible locations.

F-19 Locate human service facilities in highly accessible locations such as public housing, other institutional buildings, shopping centers or commercial districts.

F-20 Locate, whenever possible, cultural and entertainment facilities of a regional nature, such as museums and civic centers, in the vicinity of the Monticello Central Business District.

<u>Government Topics</u>

G-1 Ensure that those who propose new developments bear or reasonable share in the costs of the public facilities and services made necessary by development. When existing essential services are inadequate and public funds are not available to rectify the situation, the developer may be asked to make improvements to eliminate present inadequacies if such improvements would be in the only means by which the development would be considered appropriate at the proposed location.

G-2 Develop comprehensive capital improvement programs that:

a) are based on recognized community needs and objectives;

b) make effective use of existing facilities or are low-cost capital improvements that result in significant service improvements;

c) support revitalization efforts in older areas of the community;

d) ensure essential services are available to an area within the same general time frame; and,

e) provide service to land skipped over by urbanization - land contiguous to already developed areas.

G-3 Improve the efficiency and effectiveness of the development review, approval and permitting process.

G-4 Ensure equal opportunities and access to housing, employment and education regardless of age, sex, race, color, creed, national origin, income, religion, handicap or political affiliation.

Chart 1: All Land Uses

Land Use Category	Guidelines to Be Reviewed	
ALL LAND USES	E-1	Environmental Limitations
	E-5	Stream Channels
	E-6	Drainage Control
	E-7	Grading
	E-8	Erosion and Sedimentation
	E-9	Buffer Streams
	E-14	Indirect Air Pollution Source
	E-15	Dust Control
	E-20	Unique Natural Areas
	U-1	Existing Utilities
	U-2	Adequate Water Supply
	U-3	Adequate Sewage Treatment
	U-4	On-Lot Sewage Disposal
	T-1	Adequate Streets
	T-2	Adequate Pedestrian
	T-3	Adequate Bicycle Movement
	T-4	High/Intensity Transit
	T-5	Adequate Right-of-Way
	T-7	Adequate Access
	T-8	Internal Circulation
	T-9	Access Through Lower Intensity
	T-10	Traffic Capacity Preservation
	T-11	Off-street Parking/Loading
	R-1	Protect Neighborhoods
	I-11	Prime Industrial Sites
	F-8	Adequate Fire Protection
	G-1	Equitable Cost Sharing

Chart 2: Special Circumstances for All Land Uses

Special Circumstances	Guidelines to Be Reviewed[1]	
If in or near 100-year floodplain	E-2	Floodway
	E-3	Floodway Fringe
	E-4	Access in Floodway
If site has slopes over 12%	E-10	12% or greater slopes
	E-11	20% or greater slopes
If site has soil problems	E-12	Unstable or Wet Soils
If site has major noise problems	E-18	Noise-Sensitive Uses
If proposal will affect an historic place	E-19	Historic Preservation
	E-14	Historic Area Architecture
If proposal located in an industrial subdivision	I-3	Non-industrial Uses/Subdivision

1: In addition to those guidelines listed in Chart 1, the guidelines in Chart 2 are to be reviewed for the appropriate circumstances.

2: Core graphics should assist in the preliminary determination of whether this subject applies.

Chart 3: Specific Land Uses

Land Use Categories	Guidelines to Be Reviewed[1]	
ALL RESIDENTIAL	R-2	Housing Redevelopment
	R-3	Buffering
	R-4	Size, Scale
	R-5	Compatible Densities
	R-6	Density Categories
	R-7	Extremely Low Density
	R-8	Very Low Density
	R-9	Low Density
	R-10	Medium Density
	continued on next page	

1: In addition to those guidelines listed in Chart 1, the guidelines in Chart 3 are to be reviewed for the appropriate circumstances.

Chart 3: Specific Land Uses

Land Use Categories	Guidelines to Be Reviewed[1]	
ALL RESIDENTIAL	R-11	High Density
	R-12	Very High Density
	R-13	Noise and Floodway
	R-14	Design
	R-15	Mixture of Housing Types
	R-16	Housing Opportunities
	R-20	CBD Housing Incentives
If Mobile Homes	R-18	Mobile Homes
If Elderly or Handicapped Housing	R-19	Elderly/Handicapped Housing
ALL INDUSTRIAL	I-1	Industrial Subdivision
	I-2	Dispersed Pattern
	I-4	Design
	I-5	Transportation Access
	I-6	Nuisances
	I-7	Hazardous and Offensive Uses
	I-8	Next to Residential/Mixed Use Expansion
	I-10	Air Emissions, Wastewater and Solid Wastes
	I-12	Incentives to Low Income Employers
	E-13	Groundwater Protection
	E-16	Direct Air Pollution Source
If Landfill	E-17	Landfill Location Criteria
ALL COMMERCIAL	C-1	Location
	C-2	Design
	C-3	Buffering
	C-4	Individual Uses
	C-5	Commercial Centers
	C-6	Mixed Land Uses
	C-7	Neighborhood and Convenience Goods
	C-8	Large Volumes/People Traffic
	C-9	CBD Uses
	C-11	Commercial Incentives
If Highway Service	C-10	Highway Services

1: In addition to those guidelines listed in Charts 1&2, the guidelines in Chart 3 are to be reviewed for the appropriate circumstances.

Chart 3: Specific Land Uses

Land Use Categories	Guidelines to Be Reviewed[1]	
ALL OFFICE SPACE	O-1	Office Centers
	O-2	Individual Uses
	O-3	Mixed Land Uses
	O-4	Major Office Location
	O-5	Design
	O-7	Large Volumes People/Traffic
If Major Medical Office	O-6	Major Medical Office Location
ALL TRANSPORTATION FACILITIES/SERVICES	T-15	Transportation Facility Compatibility
	T-16	Project/Program Evaluation
If Parking Structure is in Central Business District	T-12	CBD Parking Structure Location
If Airport	T-13	Airport Location/Expansion
If Passenger Terminal	T-14	Passenger Terminal Location
If Public Transit	T-17	Public Transit Improvement
If Railroad	T-18	Railroad Location
If Expressway or Interchange	T-19	Expressway Location
ALL UTILITIES	U-5	Nuisance Mitigation/Large Facilities
If Major Utility Facility	E-16	Direct Air Pollution Source
ALL COMMUNITY FACILITIES	F-1	Location
	F-2	Mitigate Adverse Impacts
	F-3	Shared Sites
	F-4	Large Attendance
	F-5	Design in Residential Areas
	F-6	Retain Existing Facilities
	F-7	Conversion
If Fire Station	F-9	Fire Station Location
If Park	F-10	Major Urban Park Location
	F-11	Active Recreation Park Location
If School	F-12	School Design

1: In addition to those guidelines listed in Charts 1&2, the guidelines in Chart 3 are to be reviewed for the appropriate circumstances.

Chart 3: Specific Land Uses	
Land Use Categories	**Guidelines to Be Reviewed[1]**
If Hospital or Health	F-13 Hospital Location/Design F-14 Health Care Facility Location O-6 Major Medical Office Location
If Government Office	F-15 Government Office Location O-1 Office Centers O-2 Individual Uses O-3 Mixed Land Uses O-4 Major Office Location O-5 Design O-7 Large Volumes People/Traffic
If Police Station	F-16 Police Station Location
If Government Garage or Storage	F-17 Government Garage/Storage Location I-2 Dispersed Pattern I-4 Design I-5 Transportation Access I-6 Nuisances I-7 Hazardous and Offensive Uses I-8 Next to Residential/Mixed Use Expansion I-10 Air Emissions, Wastewater and Solid Wastes I-12 Incentives to Low Income Employers
If Library	F-18 Branch Library Location
If Human Service Facility	F-19 Human Service Facility Location
If Cultural or Entertainment Facility of a Regional Nature	F-20 Regional Cultural Entertainment Location
1: In addition to those guidelines listed in Charts 1&2, the guidelines in Chart 3 are to be reviewed for the appropriate circumstances.	

B. Land Use Analysis

The land use plan is a proposal for the future use of land within a jurisdiction. The plan usually includes a land use map which depicts proposed land uses at some future date, as well as documentation as to how the plan was developed.

"Land Use Element" is a term used by the Department of Housing and Urban Development to describe the typical land use plan as well as goals, objectives and policies which provide a framework for the plan; programs and measures designed to implement the plan; criteria by which implementation can be measured and means of coordination of plan implementation.

The land use plan or element is only one part of a comprehensive plan or comprehensive planning process. Other parts or elements of the comprehensive plan generally include detailed analysis of environmental resources, transportation, water systems, sewer systems, housing, public facilities, parks, schools and other special studies.

The process involved in the development of White County Land Use Element includes an inventory and analysis of existing uses; projection of future needs; analysis of constraints; goals, objectives and policies; the plan and implementation, coordination and evaluation methods.

1. Land Use Inventory

In November and December of 1993, existing uses of land in White County were inventoried. Field data was augmented with aerial photography. All uses were generalized to twelve broad classifications and transferred to the County Base Map. The twelve classifications are:

Single Family Residential	Streets and Highways
Multi-Family Residential	General Business
Central Business District	Lakes
Light Industrial	Open/Undeveloped
Manufacturing	Agricultural and Open
Parks and Recreation	Institutional

The Institutional classification includes schools, churches, cemeteries and public buildings.

C. Projected Land Use

Land use tends to increase in direct proportion to population. For example, a ten percent (10%) increase in population will tend to coincide with a ten percent (10%) increase in the need for homes, parks, stores and factories. Thus, projected population increases could be applied to existing land use to determine future land use needs.

For many types of land use, this method of estimating future needs works well. This process, however, is not adequate to project use demand where the character of development is changing. Examples of such uses in White County would include streets and alleys, railroads and residential uses.

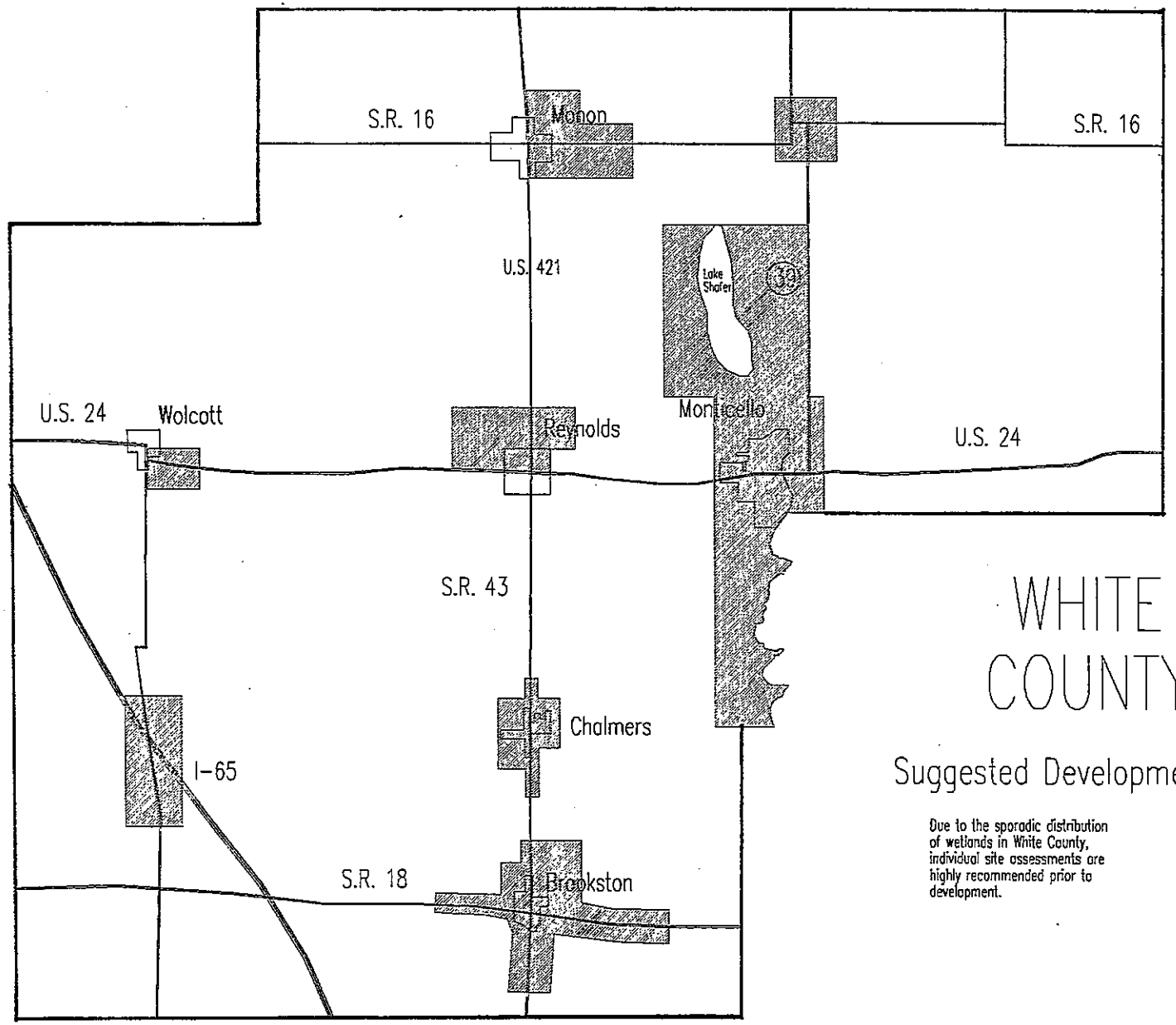
D. Land Use Plan

The following map represents the Land Use Plan for White County. The Land Use Plan is not a zoning plan and does not, by itself, establish any direct controls on or license for development. The plan should, however, serve as a guide for future zoning district changes, particularly with reservation of areas for long term needs, such as for industrial development. The Plan also serves to advise private developers as to the uses expected in each area over the long term.

1. Development Policies

In accordance with sound planning principals and the laws of the State of Indiana, it is necessary that the county state what its development policies. These guidelines are listed in detail in the Comprehensive Plan section of this document.

The general objective of this statement of community development policies is to improve the overall quality of life for the residents of White County. In order to achieve that overall goal and each of these supporting policies, the county should develop specific projects and incorporate them in the overall Comprehensive/Land Use Plan.



WHITE COUNTY

Suggested Development Areas

Due to the sporadic distribution of wetlands in White County, individual site assessments are highly recommended prior to development.