



*Middlebury*

INDIANA

COMPREHENSIVE STRATEGIC PLAN

JANUARY  
2011

KINZELMAN KLINE GOSSMAN  
LSL PLANNING INC.  
FRONT STREET ANALYTICS  
RQAW



## Acknowledgements

### Middlebury Comprehensive Strategic Plan Steering Committee

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Dan Frederick:	Town Council Member; Town Park Commissioner; Owner of Crystal Valley Furniture
John McKee:	Member, Middlebury Chamber of Commerce Economic Development/Legislative Committee; Member on the Middlebury Redevelopment Commission; President of the Middlebury Park and Recreation Board
Lance Miller:	Member on the Middlebury Chamber of Commerce Economic Development / Legislative Committee; Das Essenhaus Executive
Mark Salee:	Town Manager
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Sam Pohl:	Director, Middlebury Chamber of Commerce
Wilbur Bontrager:	Member on the Middlebury Chamber of Commerce Economic Development/Legislative Committee; Chairman/CEO of Jayco

**Special thanks to all citizens, area property owners and business owners, who have provided their thoughts and time during the planning process.**

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COMPREHENSIVE STRATEGIC PLAN

# MARKET UNDERSTANDING



## Introduction

### Understanding

The process of comprehensive strategic planning allows the residents, business owners and public officials to challenge themselves through self-examination and to craft a preferred mode of operation for revitalization through suggested physical, organizational and socio-economic changes. The purpose of this strategic planning initiative for Middlebury, Indiana is to create broad policies with implementation strategies to invigorate the greater community while guiding future select land use and development initiatives.

The multi-disciplinary planning, market analysis and design firm, Kinzelman Kline Gossman (KKG) was contracted by the Town of Middlebury in April 2009 to prepare the Comprehensive Strategic Plan.

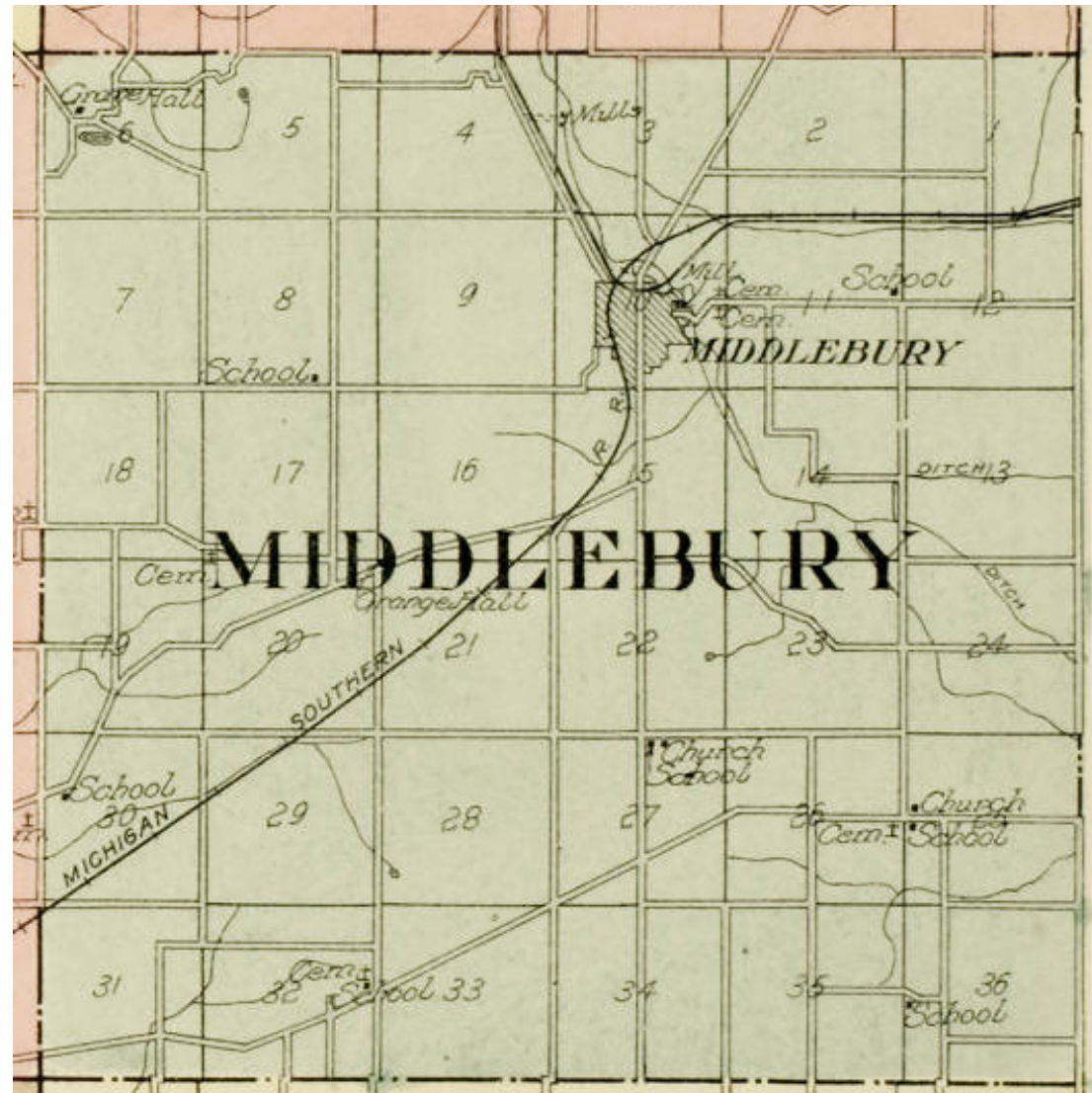
Members of the consulting team and their area of expertise and responsibility includes:

**Kinzelman Kline Gossman** | Lead Master Planning, Land Use and Urban Design, Market Analysis, Development Strategies, Neighborhood Cultural & Historic Resource Analysis, Stakeholder Consensus Building, Visioning, Placemaking, Sustainability, Tourism, Parks and Public Spaces and Recommendations

**LSL Planning** | Regulatory Review and Recommendations, Visioning, Land Use Planning

**Front Street Analytics (FSA)** | Market and Demographic Analysis, Market Sustainability, Economic Analysis, Development Feasibility

**RQAW** | Transportation Analysis, Infrastructure Analysis, Parking Analysis, Relevant Recommendations



Middlebury, Indiana in 1915.  
Source: Indiana Historical Society, indianahistory.org

### Planning Process

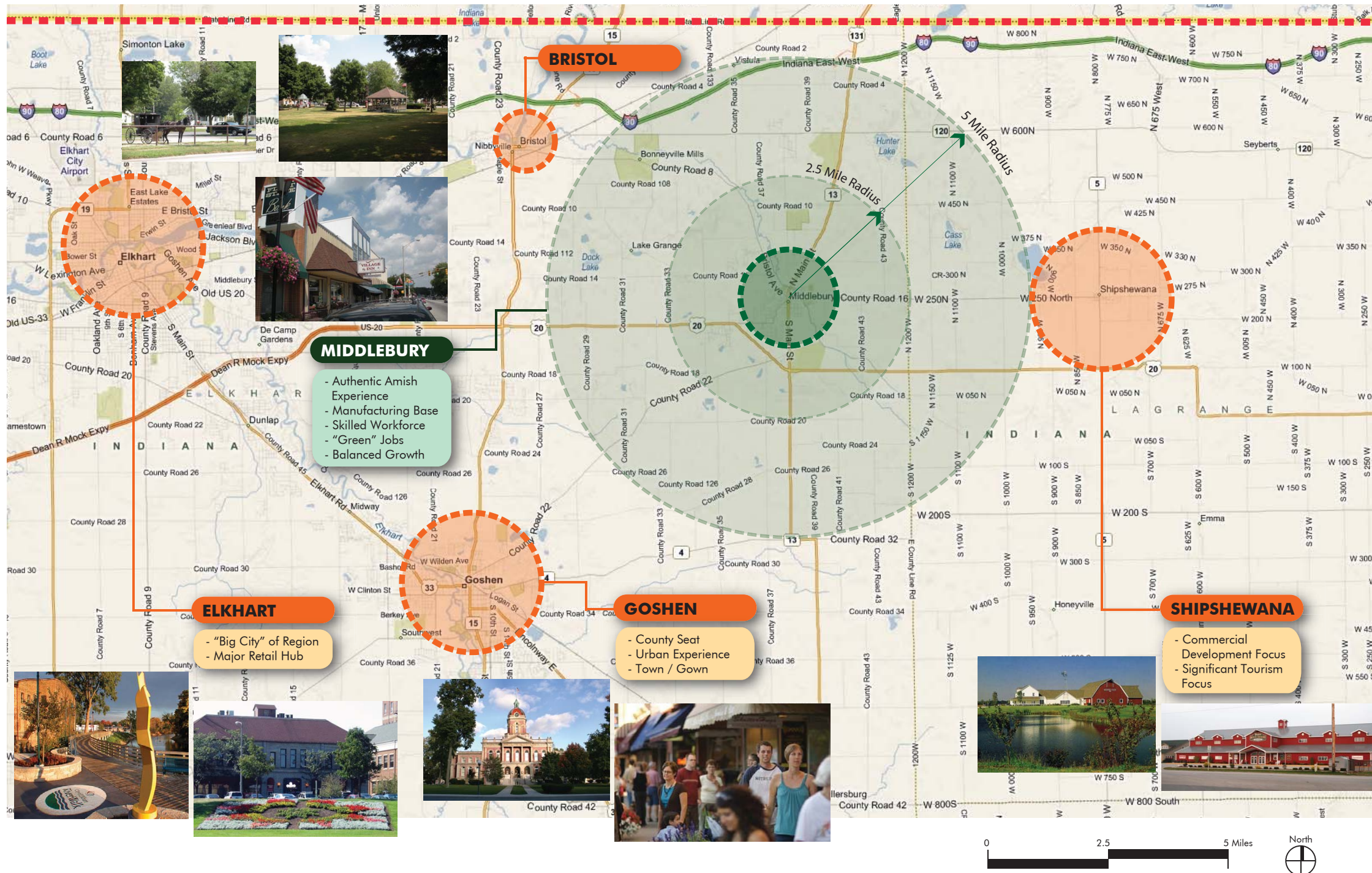


### Brief History of Middlebury

As a brief historical introduction to Middlebury, the first settlers came from Vermont in 1832 because of the picturesque hills that were reminiscent of the northeastern United States. The first Amish settlers soon followed from Ohio in 1841. The Town was incorporated in 1887. The Town continued to grow in population and in size with the addition of a Town Hall, Opera House, sewer system, schools and Town officials. For more historical information on Middlebury please refer to [www.middleburyin.org](http://www.middleburyin.org) or [www.mchm.org](http://www.mchm.org).

Today, the Town's economy is based on manufacturing, farming and tourism. The Amish culture and "in-demand" products lure tens of thousands of visitors to the region annually. The population has tripled since the turn of the century with around 3,000 residents today.

Please refer to the Appendix of this Plan for additional historical maps and exhibits.



### Location and Area Context

The Town of Middlebury is located in northern Indiana in Elkhart County. It is about 2 hours east of Chicago and 2-1/2 hours north of Indianapolis. Middlebury is one of several communities which make up the Northern Indiana Amish country. This two-county region of northern Indiana is home to one of the nation's largest Amish communities - more than 20,000 Amish live in Elkhart and LaGrange counties, the third largest Amish-settled area in North America. Neighboring towns such as Goshen, Shipshewana, Nappanee, Bristol and Elkhart all provide unique offerings and showcases the Amish heritage and culture.

Middlebury's location provides a unique development opportunity with its manufacturing base, availability of skilled labor force and tourism as it relates to the experience of the authentic Amish heritage and culture. The "Area Context" illustration exhibits the adjacent communities and their over-arching strengths and assets. While Middlebury fits well in this marketplace it has the potential to emerge as the town/community that is not only known for the enhanced quality of life as also the one that provides balanced growth and economic development (attract industries, promote "green" technology, tourism, etc.). It will also help the surrounding communities that can leverage from its strengths thus attributing to the regional growth.

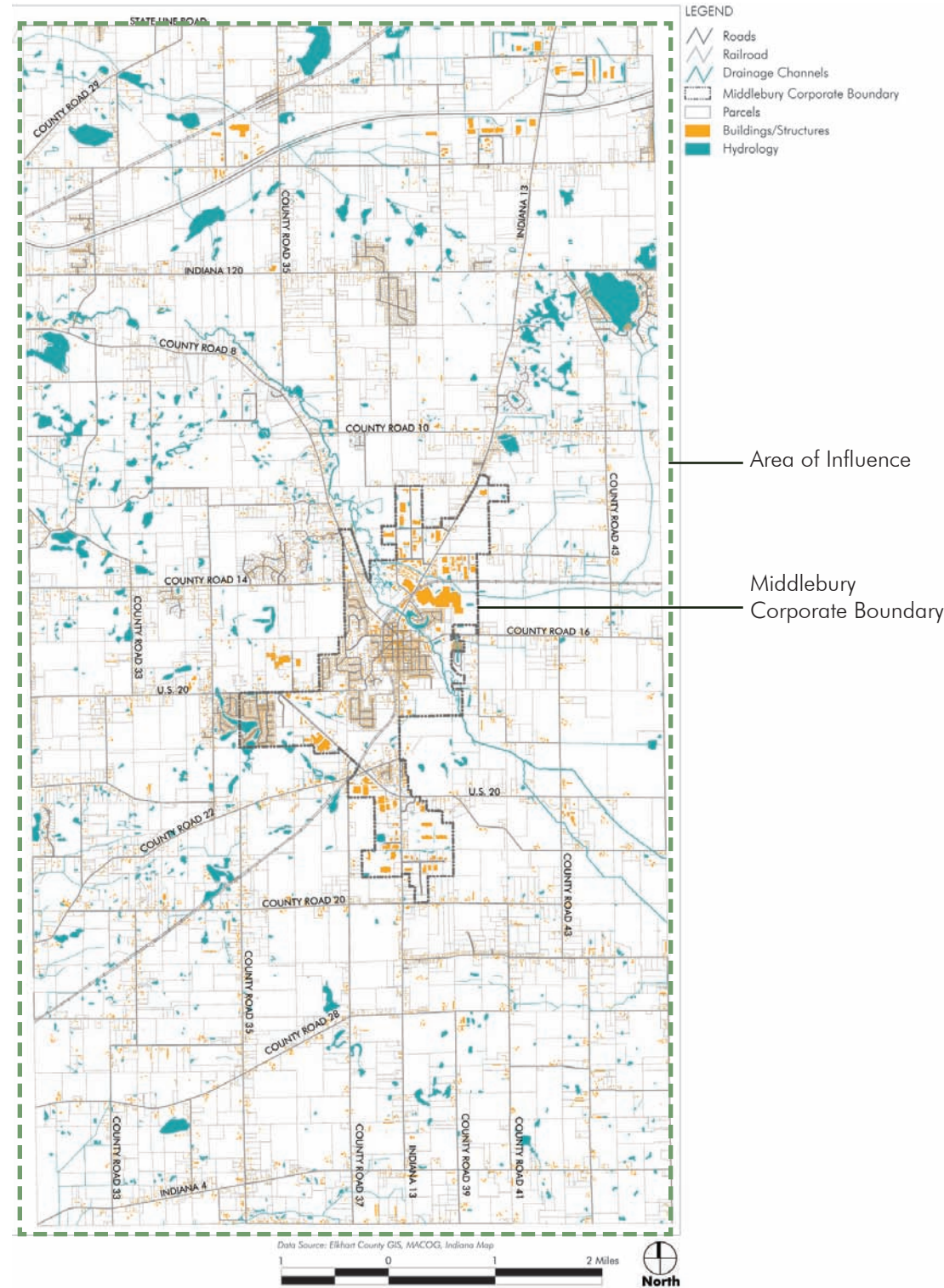
Area Context Map

## Area of Influence

Boundaries:

- North: Indiana-Michigan State line
- South: State Road 4
- East: Elkhart County Line
- West: County Road 31

## Area of Influence Map (shows corporate limits, parcels, roads and hydrology)

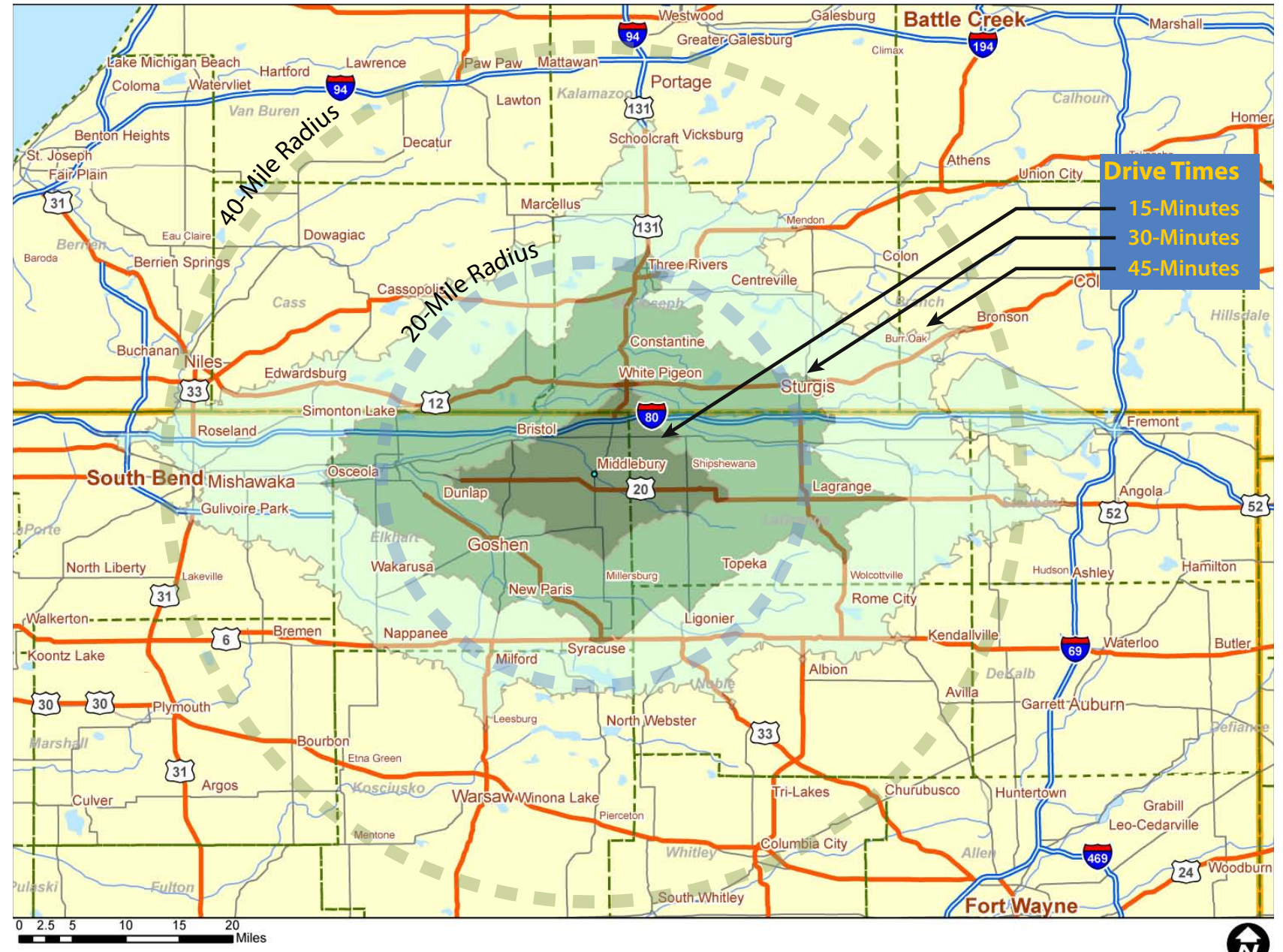


## Aerial View of Middlebury





# Market Analysis



Middlebury's regional context and drive-time radii

## Population and Household Growth

Population household counts in Middlebury and in the State of Indiana are increasing. Current year estimates place the population of Middlebury at 3,323 persons in 1,241 households. The area around Middlebury, including Elkhart County is also increasing in population.

Population and Household Growth (Estimates based on Census 2000)										
	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
2000 Total Population	2,956	6,224	19,137	210,474	545,658	289,714	995,986	182,791	6,080,485	281,421,906
2009 Total Population	3,323	7,301	22,640	230,651	575,006	315,221	1,043,233	202,609	6,461,343	309,731,508
2014 Total Population	3,524	7,771	24,375	240,405	588,150	326,879	1,061,844	212,319	6,646,788	324,062,684
2009 - 2014 Annual Rate	1.18%	1.26%	1.49%	0.83%	0.45%	0.73%	0.35%	0.94%	0.57%	0.91%
2000 Households	1,068	1,977	5,904	75,486	201,641	104,077	371,248	66,154	2,336,306	105,480,101
2009 Households	1,241	2,357	7,100	83,353	214,464	114,310	394,604	73,827	2,522,193	116,523,156
2014 Households	1,320	2,514	7,666	86,933	219,755	118,682	403,095	77,394	2,607,210	122,109,448
2009 - 2014 Annual Rate	<b>1.24%</b>	1.30%	1.55%	0.84%	0.49%	0.75%	0.43%	0.95%	0.67%	0.94%
2009 Average Family Size	3.11	3.49	3.55	3.25	3.17	3.22	3.11	3.22	3.05	3.15

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

## Households by Type

Middlebury, like most communities, is a mixture of households with various composition - families, singles, children and seniors. About three-fourths of the households are 'families' - almost half of these have children. Just under one-quarter of the households have people over the age of 65.

Households by Type (Estimates based on Census 2000)										
	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Total	1,068	1,977	5,904	75,486	201,641	104,077	371,248	66,154	2,336,306	105,480,101
Family Households	<b>77%</b>	83%	84%	72%	69%	73%	71%	72%	69%	68%
Married-couple Family	66%	74%	75%	57%	54%	58%	56%	57%	54%	52%
With Related Children	35%	42%	42%	28%	26%	28%	26%	28%	25%	25%
Other Family (No Spouse)	11%	9%	10%	15%	16%	15%	15%	15%	15%	16%
With Related Children	8%	6%	7%	11%	11%	11%	10%	11%	10%	11%
Nonfamily Households	23%	17%	16%	28%	31%	27%	30%	28%	31%	32%
Householder Living Alone	20%	14%	13%	23%	25%	22%	24%	23%	26%	26%
Householder Not Living Alone	3%	3%	3%	5%	6%	5%	5%	5%	6%	6%
Households with Related Children	<b>43%</b>	48%	48%	39%	37%	39%	37%	39%	35%	36%
Households with Persons 65+	<b>22%</b>	19%	17%	21%	23%	21%	23%	21%	23%	23%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

## Household Income by Range

Middlebury has a higher mean household income compared to Elkhart County and the State of Indiana. Income growth for Middlebury is not strong. While it is expected to increase and will remain high, it will not exceed the rate for Indiana and Elkhart County over the next five years.

Median Household Income - 2008 Estimates										
	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Household Income Base	1,243	2,357	7,100	83,353	214,464	114,310	394,604	73,827	2,522,143	116,522,011
Median Household Income										
2000 Census	\$54,227	\$53,285	\$52,589	\$43,724	\$42,021	\$43,566	\$42,735	\$44,526	\$41,671	\$42,164
2008 Estimate	\$63,320	\$62,417	\$62,298	\$54,533	\$53,605	\$53,938	\$53,521	\$55,809	\$54,105	\$54,719
Growth 2000-2008	<b>17%</b>	17%	18%	25%	28%	24%	25%	25%	30%	30%
2013 Projection	\$64,071	\$63,355	\$62,965	\$56,907	\$55,824	\$56,031	\$55,275	\$58,778	\$56,493	\$56,938
Growth 2008-2013	<b>1%</b>	2%	1%	4%	4%	4%	3%	5%	4%	4%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.



## Educational Attainment

Compared to the State of Indiana, Middlebury is slightly below the State averages for educational attainment.

Educational Attainment - 2008 Estimates										
	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Total	2,118	4,352	13,462	144,967	364,717	199,603	675,063	128,516	4,223,879	203,796,862
Less than 9th Grade	11%	17%	17%	9%	7%	9%	6%	8%	5%	7%
9th - 12th Grade, No Diploma	10%	12%	13%	14%	12%	13%	11%	14%	11%	10%
High School Graduate	35%	32%	32%	37%	35%	38%	37%	38%	37%	30%
Some College, No Degree	22%	19%	18%	19%	19%	19%	20%	19%	19%	20%
Associate Degree	4%	4%	6%	5%	6%	6%	7%	5%	7%	7%
Bachelor's Degree	12%	10%	9%	11%	13%	10%	12%	11%	14%	17%
Graduate/Professional Degree	7%	5%	5%	6%	8%	6%	8%	6%	8%	10%
High School or Less	56%	62%	62%	60%	54%	60%	53%	59%	53%	46%
More than High School	44%	38%	38%	40%	46%	40%	47%	41%	48%	54%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

## Vehicles

Being a rural area, it is no surprise that Middlebury residents have at least one car. Almost half of the residents have two cars which is slightly more than the rest of the County and Indiana.

Number of Vehicles per Household - 2000 Census										
	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
None	5%	15%	16%	10%	9%	9%	7%	8%	7%	10%
1	24%	17%	16%	31%	33%	30%	32%	32%	32%	34%
2	49%	43%	42%	41%	40%	41%	41%	42%	40%	38%
3	16%	18%	17%	14%	14%	14%	14%	14%	14%	13%
4	6%	5%	6%	4%	4%	4%	4%	4%	4%	3%
5+	0%	2%	3%	2%	2%	2%	2%	1%	2%	1%
Average Number of Vehicles Available	1.9	1.9	1.9	1.8	1.8	1.8	1.8	1.8	1.8	1.7

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

## Employment

The manufacturing and services industry hold the most jobs in both Middlebury and the rest of Elkhart County.

Employment by Industry - 2008 Estimates										
	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Total	1,602	3,314	9,999	99,451	251,075	135,766	459,156	87,930	2,928,951	136,602,392
Agriculture/Mining	2%	4%	3%	1%	1%	2%	2%	1%	1%	2%
Construction	5%	6%	6%	5%	5%	5%	5%	5%	6%	7%
Manufacturing	32%	32%	34%	33%	24%	33%	24%	33%	16%	10%
Wholesale Trade	3%	3%	3%	3%	4%	3%	3%	3%	3%	3%
Retail Trade	10%	11%	10%	10%	11%	10%	11%	10%	11%	11%
Transportation/Utilities	3%	3%	4%	4%	4%	4%	4%	4%	6%	5%
Information	1%	1%	1%	1%	2%	1%	2%	1%	2%	2%
Finance/Insurance/Real Estate	6%	6%	6%	4%	4%	4%	5%	4%	6%	7%
Services	36%	34%	32%	36%	43%	36%	41%	37%	45%	47%
Public Administration	3%	2%	2%	2%	3%	2%	3%	2%	4%	5%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

## Race and Ethnicity

Middlebury, including the surrounding areas, is less racially diverse than the entire population of Indiana. Ninety-seven percent of the population in Middlebury is classified racially as 'white' along with Elkhart County which is at eighty-three percent.

Race and Ethnicity - 2008 Estimates										
	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Total	3,323	7,301	22,640	230,651	575,006	315,221	1,043,233	202,609	6,461,343	309,731,508
White Alone	97%	97%	97%	84%	82%	86%	86%	83%	86%	72%
Black Alone	0%	0%	0%	5%	8%	5%	6%	6%	9%	13%
American Indian Alone	0%	0%	0%	0%	0%	0%	0%	0%	0%	1%
Asian or Pacific Islander Alone	1%	1%	1%	1%	2%	1%	2%	1%	2%	5%
Some Other Race Alone	0%	1%	1%	7%	5%	7%	4%	8%	2%	7%
Two or More Races	1%	1%	1%	2%	2%	2%	2%	2%	1%	3%
Hispanic Origin	1%	1%	2%	12%	9%	11%	7%	13%	5%	16%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

### Census Housing Statistics

Middlebury has a lower incidence for rental housing relative to Elkhart County and the State of Indiana. The average home value for Middlebury is \$143,846 and is expected to grow at a moderate rate of 30% through 2013 - this projected to be slightly higher than the County and the State of Indiana. The housing stock is older while most residents moved into their current house in the 1990s.

Total number of households can vary across census categories due to fielding methods and response rates.

#### U.S. Census Housing Statistics (Estimates based on Census 2000)

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
<b>2008 Housing Units</b>	1,307	2,484	7,629	90,907	238,117	127,524	447,788	79,840	2,825,741	131,278,867
Owner Occupied Housing Units	<b>71%</b>	78%	80%	66%	66%	67%	66%	67%	64%	59%
Renter Occupied Housing Units	24%	17%	13%	25%	25%	23%	22%	26%	26%	30%
Vacant Housing Units	5%	5%	7%	8%	10%	10%	12%	8%	11%	11%
<b>Median Home Value</b>										
2000	\$114,480	\$133,721	\$134,824	\$95,264	\$90,515	\$94,752	\$92,319	\$95,648	\$92,544	\$111,833
2009	<b>\$143,846</b>	\$156,025	\$156,406	\$114,180	\$106,926	\$113,724	\$109,137	\$114,105	\$108,938	\$162,279
2014	\$148,415	\$160,902	\$160,852	\$121,253	\$113,575	\$120,650	\$114,646	\$120,831	\$114,930	\$185,242
<b>Growth 2000-2013</b>	<b>30%</b>	20%	19%	27%	25%	27%	24%	26%	24%	66%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

#### U.S. Census Housing Statistics - 2000 Census

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
<b>Occupied Housing Units by Value</b>										
Total	808	1,628	5,108	54,815	147,232	77,715	279,423	47,792	1,669,083	69,816,513
< \$50,000	7%	4%	7%	14%	15%	14%	15%	13%	16%	15%
\$50,000 - \$99,999	27%	21%	23%	41%	43%	42%	42%	41%	41%	30%
\$100,000 - \$149,999	46%	37%	30%	26%	24%	26%	24%	27%	24%	22%
\$150,000 - \$199,999	14%	21%	22%	11%	10%	10%	10%	10%	10%	13%
\$200,000 - \$299,999	2%	11%	12%	6%	6%	6%	7%	6%	6%	11%
\$300,000 - \$499,999	2%	4%	5%	2%	2%	2%	2%	2%	2%	6%
\$500,000 - \$999,999	1%	1%	2%	1%	1%	1%	1%	1%	1%	2%
\$1,000,000+	0%	0%	1%	0%	0%	0%	0%	0%	0%	1%
Average Home Value	<b>\$130,210</b>	\$156,251	\$157,974	\$114,839	\$110,554	\$115,202	\$113,327	\$114,890	\$113,258	\$151,910
<b>Rent Rates</b>										
Median Rent	\$458	\$444	\$444	\$453	\$450	\$443	\$435	\$465	\$432	\$519
Average Rent	\$447	\$432	\$433	\$451	\$453	\$438	\$436	\$462	\$443	\$565

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

#### U.S. Census Housing Statistics - Structure Age - 2000 Census

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
<b>Total</b>	1,106	2,031	6,255	80,314	217,068	113,272	409,658	69,791	2,532,319	115,904,641
1999 to March 2000	2%	3%	3%	3%	2%	2%	2%	3%	3%	2%
1995 to 1998	<b>13%</b>	12%	14%	9%	7%	9%	8%	9%	8%	7%
1990 to 1994	<b>16%</b>	14%	12%	8%	7%	8%	7%	8%	7%	7%
1980 to 1989	15%	15%	17%	13%	11%	13%	12%	13%	11%	16%
1970 to 1979	18%	18%	19%	17%	16%	17%	16%	17%	16%	19%
1969 or Earlier	35%	37%	35%	50%	57%	52%	55%	51%	55%	49%
Median Year Structure Built	1978	1977	1978	1970	1964	1969	1966	1970	1966	1971

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

#### U.S. Census Housing Statistics - Year Moved In (Estimates based on Census 2000)

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
<b>Total</b>	1,071	1,980	5,911	75,465	201,641	104,064	371,214	66,154	2,336,306	105,480,101
Moved in 1999 to March 2000	<b>22%</b>	17%	14%	20%	19%	19%	18%	20%	20%	20%
Moved in 1995 to 1998	<b>35%</b>	32%	31%	29%	28%	28%	28%	28%	28%	29%
Moved in 1990 to 1994	22%	22%	20%	17%	17%	17%	17%	17%	16%	16%
Moved in 1980 to 1989	10%	15%	18%	16%	16%	16%	16%	15%	15%	16%
Moved in 1970 to 1979	5%	8%	11%	9%	10%	10%	11%	9%	10%	10%
Moved in 1969 or Earlier	6%	6%	6%	9%	11%	10%	11%	9%	11%	10%
Median Year Householder Moved In	1996	1995	1994	1995	1994	1994	1994	1995	1994	1995

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.



<b>Retail Supply and Demand Analysis</b>				
<b>Middlebury, IN</b>				
	<b>15- Minute Drive</b>		<b>30-Minute Drive</b>	
	<b>Supply</b>	<b>Demand</b>	<b>Supply</b>	<b>Demand</b>
Automobile Dealers	\$4,316,314	\$35,973,460	\$217,308,384	\$374,891,963
Other Motor Vehicle Dealers	\$14,377,853	\$3,390,188	<b>\$440,772,364</b>	\$33,862,895
Auto Parts, Accessories, and Tire Stores	\$2,301,884	\$2,932,143	\$52,722,048	\$30,175,121
Furniture Stores	<b>\$987,203</b>	<b>\$4,162,828</b>	\$13,380,587	\$41,627,552
Home Furnishings Stores	\$1,184,281	\$1,466,957	\$16,767,063	\$14,776,899
Electronics & Appliance Stores	<b>\$117,561</b>	<b>\$3,955,771</b>	\$23,897,969	\$41,590,496
Building Material and Supplies Dealers	<b>\$11,159,122</b>	\$6,622,189	\$90,167,126	\$65,593,759
Lawn and Garden Equipment and Supplies Stores	\$278,485	\$726,884	\$8,504,485	\$7,575,496
Grocery Stores	\$6,695,699	\$13,353,327	\$117,623,821	\$147,153,127
Specialty Food Stores	\$383,185	\$909,440	\$7,463,662	\$9,988,010
Beer, Wine, and Liquor Stores	\$577,067	\$1,843,309	\$7,012,837	\$18,959,978
Health & Personal Care Stores	<b>\$1,041,555</b>	<b>\$6,431,639</b>	\$52,567,507	\$66,747,525
Gasoline Stations	\$7,695,815	\$29,064,904	\$185,419,362	\$307,294,566
Clothing Stores	<b>\$62,251</b>	<b>\$3,039,261</b>	\$11,310,576	\$32,269,414
Shoe Stores	\$0	\$581,989	\$1,458,109	\$5,939,563
Jewelry, Luggage, and Leather Goods Stores	\$0	\$1,003,915	\$7,226,830	\$9,825,258
Sporting Goods/Hobby/Musical Instrument Stores	<b>\$129,111</b>	<b>\$943,634</b>	\$8,758,822	\$9,892,426
Book, Periodical, and Music Stores	<b>\$169,800</b>	<b>\$852,029</b>	\$3,315,726	\$9,030,424
General Merchandise Stores	<b>\$1,833,913</b>	<b>\$45,575,028</b>	\$230,592,216	\$474,715,433
Department Stores Excluding Leased Depts.	<b>\$185,105</b>	<b>\$20,131,486</b>	\$112,334,148	\$206,685,809
Other General Merchandise Stores	<b>\$1,648,808</b>	<b>\$25,443,542</b>	\$118,258,068	\$268,029,624
Florists	\$112,552	\$1,004,455	\$2,838,567	\$9,136,582
Office Supplies, Stationery, and Gift Stores	<b>\$12,008,324</b>	\$1,528,198	\$18,719,762	\$15,289,988
Used Merchandise Stores	<b>\$25,998</b>	<b>\$261,291</b>	\$1,824,845	\$2,607,213
Other Miscellaneous Store Retailers	\$5,919,438	\$2,238,749	<b>\$49,775,825</b>	\$26,398,872
Full-Service Restaurants	\$6,249,012	\$11,607,776	\$141,449,103	\$121,062,069
Limited-Service Eating Places	\$8,755,942	\$14,591,263	\$155,078,781	\$151,342,973
Special Food Services	\$3,943,847	\$1,972,340	\$22,521,228	\$20,910,210
Drinking Places - Alcoholic Beverages	\$0	\$902,726	\$9,123,839	\$10,177,603

Source: InfoUSA, ESRI, Survey of Consumer Spending, FSA.

Key

- Over Supply - Supply significantly exceeds demand
- Equilibrium - Demand and supply relatively equal
- Under Supply - Demand significantly greater than supply
- \$x - Significant supply

Methodology: Supply (retail sales) estimates reported as consumer sales by establishments based on InfoUSA business data for retail NAICS (North American Industry Classification System) categories. Sales to businesses are excluded. Demand (retail potential) estimates based on US Census Survey of Consumer Spending for current dollars spent by consumers at retail establishments.

Note: The "Drinking Places" information is categorized under 7224 of NAICS code. Absence of any supply within 15-minutes is due to the fact that this category signifies only "bars" with liquor licenses while restaurants serving alcohol is captured within one of the two categories between "Full-Service Restaurants" and "Limited Service Eating Places".

## Retail Supply and Demand Analysis

Understanding the opportunity for retail in Middlebury begins with an assessment of local and regional competitive pressures. Where residents shop is based on a variety of factors - convenience, price, quality and shopping environment.

Retail located downtown must survive on its own unique merits within a wider competitive environment by providing neighborhood based services and development of a niche market to compete with larger retail destinations in the Shippshewana, Goshen and Elkhart areas.

Analyzing the behaviors of consumers relative to demands for goods and services against the backdrop of providers yields a picture of the opportunities for potential expansion. Some of these opportunities might be appropriate for Downtown location - Restaurants, Appliances and Specialty Food Stores.

### How to Use this Data?

Retail supply and demand is a directional quantitative analysis measuring consumer demand against the profile of retail business (based on the NAICS classification from InfoUSA). This data is helpful in confirming perceived shortcomings in the retail environment.

Unmet demand should be further analyzed for concept appropriateness in an urban environment. For instance, some types of retail demand are typically addressed by retailing concepts that generally locate in larger footprints, malls or automobile oriented corridors.

The (above) analysis should be analyzed against retail concepts appropriate for downtown urban infill that could address unmet needs identified in the supply and demand assessment.

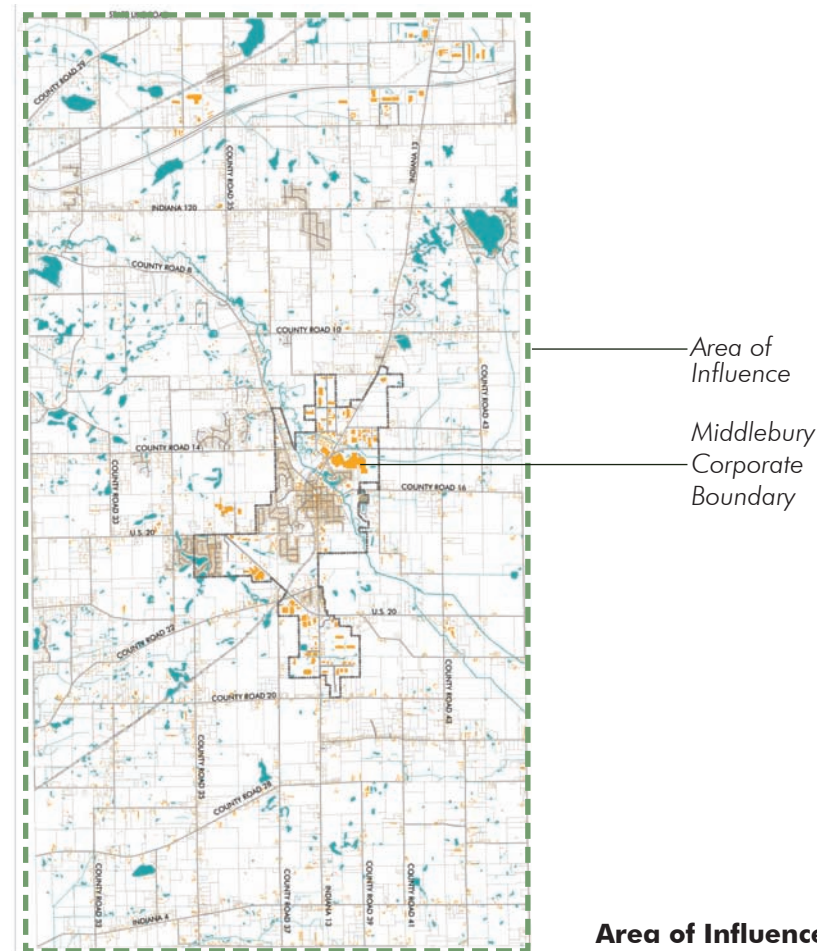
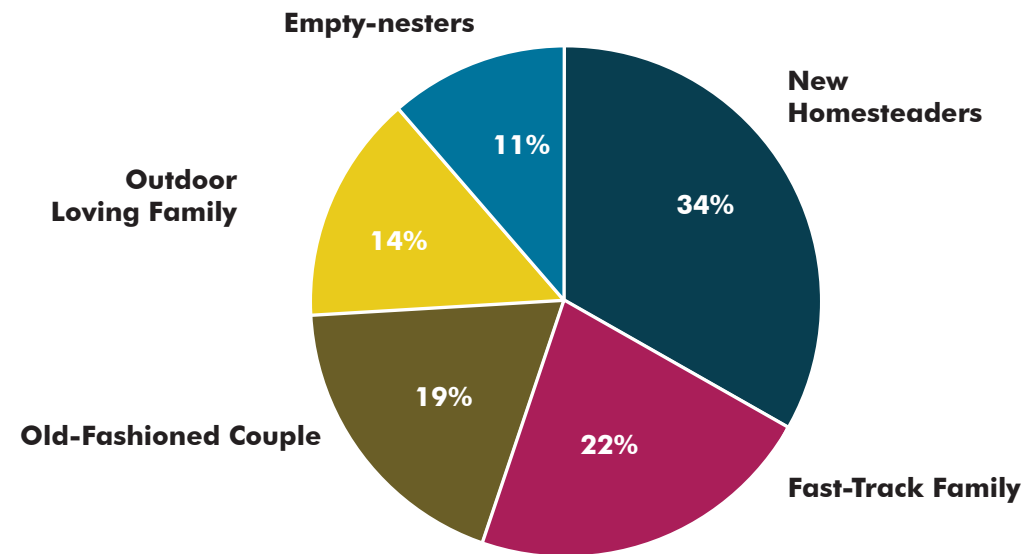
## Community Segmentation (Area of Influence)

To understand the relationship between human behaviors and the neighborhood structure, the Community Tapestry Segmentation system as developed by Environmental Systems Research Institute (ESRI) was utilized. The community tapestry has been developed by analyzing and sorting more than 60 attributes including income, employment, home value, housing type, education, household composition, age, and other key determinants of consumer behavior of each U.S. neighborhood. Data sources include Census, ESRI proprietary demographic updates, the InfoBase-X™ consumer database from Acxiom Corporation, and other sources to capture the U.S. marketplace. Based on the data, the ESRI Community Tapestry system identifies over 200,000 U.S. neighborhoods (census block groups) by one of 65 unique residential segments.

Consumer segmentation is utilized for the following aspects:

- + Explain neighborhood variation
- + Describe resident lifestyles
- + Analyze population diversity
- + Pinpoint marketing opportunity

The first 5 categories were selected for further analysis of market understanding and strategic policy recommendations. The segments are described with demographic tenets, general lifestyle behaviors and purchase preferences at the top of each column while a character statement is made for each segment to give a better understanding towards the bottom of each column.



### New Homesteaders

- + Young, upper-middle-class families.
- + Escape suburban sprawl finding refuge in small rustic towns.
- + Decent-paying jobs in blue-collar industries.
- + Child-centered lifestyles.
- + Driveways are filled with campers and powerboats.
- + Family rooms with PlayStations and Game Boys.
- + Median Income \$57,918 - Upper-Mid.

### Fast-Track Family

- + Upscale incomes, numerous children, married and spacious homes.
- + Have the disposable income and educated sensibility to want the best for their children.
- + Buy the latest technology with impunity: new computers, DVD players, home theater systems, and video games.
- + Take advantage of their rustic locales by camping, boating, and fishing.
- + Median Household Income \$77,377 - Upscale.

### Old-Fashioned Couple

- + Old-fashioned way of life.
- + Like to fish and hunt during the day, and stay home and watch TV at night.
- + Lucrative blue-collar jobs and moderately priced housing.
- + Use their discretionary cash to purchase boats, campers, motorcycles, and pickup trucks.
- + Median Household Income \$55,103 - Upper-Mid.

### Outdoor Loving Family

- + Younger rural families who have turned high school educations and blue-collar jobs into busy, upper-middle-class lifestyles.
- + Enjoy baseball, basketball, and volleyball, as well as fishing, hunting, and horseback riding.
- + To entertain their sprawling families, they buy virtually every piece of sporting equipment on the market.
- + Median Household Income: \$57,029 Income: Upper-Mid.

### Empty-nesters

- + Small-town couples nearing retirement are beginning to enjoy their first empty-nest years.
- + Upper-middle-class Americans pursue a kind of granola-and-grits lifestyle.
- + Love magazines with titles ranging from Country Living, Country Home, Gourmet and Forbes.
- + Big travelers, especially in recreational vehicles and campers.
- + Median Household Income: \$56,632 - Upper-Mid.





COMPREHENSIVE STRATEGIC PLAN

# GUIDING STRATEGIES



## Guiding Strategies

This Comprehensive Strategic Plan has been formulated to provide broad-based policies to regulate growth, enhance the quality of life and promote economic development within and surrounding the Town of Middlebury. As the Town of Middlebury along with its public and private partners/organizations come together to champion the Comprehensive Strategic Plan effort, implementation strategies and funding incentives will be formulated to bring community-wide leadership to oversee the plan implementation. This can be accomplished by developing a collaborative approach, public-private partnerships, exploring and qualifying for federal, state and local funding opportunities and establishing a phased plan of implementation.

Based on the market research, existing conditions analysis and findings during the stakeholder and steering committee involvement, a strategy has been put forth in this plan to capitalize on Middlebury's quality of life, cultural and tourism related assets. This strategy will illuminate the Town's unique character and form the environment for enhanced opportunities for the tourism related consumers; utilization of the skilled workforce; adaptive re-use of existing industrial sites; development of "green" manufacturing jobs; retail and restaurants to flourish. This can have a positive impact on economic development for Middlebury in several ways:

- **Regional Connection**
- **Quality of Life Enhancements**
- **Preservation and Enhancement of Town-Style Character**
- **Utilization of Skilled Labor Force**
- **Manufacturing Job Creation**
- **Stronger Population Base**
- **Business Retention and Recruitment**
- **Agricultural/Farmland Preservation**
- **Tourism / Culture Destination Visitation**



## Statement of Objectives: Indiana Statute 36-7-4

The following Statement of Objectives and Policies provide a vision for the future of the Town of Middlebury and also suffice the needs as per Indiana Statute for Comprehensive Planning.

### Statement of Objective for Future Development of Jurisdiction

- Utilize existing assets and strengths within the community – land, natural resources, skilled labor force, authentic Amish experience
- Provide opportunities for a wide range of demographics and different age groups
- Eliminate regulatory barriers that impede affordable housing
- Promote collaborative citizen participation in decision making process
- Promote regional cooperation for balanced growth and optimum utilization and equitable distribution of existing resources
- Collaborate among local and regional entities for evaluating fiscal impact of any improvements
- Retain existing stable businesses and promote the recruitment of new businesses that not only provides for the Town residents but also preserves the character of the Town.
- Industrial development is encouraged in the existing vacant industrial sites and by employing the local skilled labor force and infrastructure utilities. Promote “green” technology sector job growth that will help create a diverse manufacturing base.
- Encourage job training, seminars and educational forums that will foster the development of the workforce
- Promote Middlebury in the regional market place

### Statement of Policy for Land Use Development of Jurisdiction

- Manage sprawl and promote balanced growth that enhances the quality of life
- Preserve environmentally sensitive areas and farmland
- Support infill development
- Maximize infrastructure investment
- Continue the town-style character
- Approach development with a “smart growth” philosophy
- Provide adequate land for parks and recreation

### Statement of Policy for Development of Public Ways, Public Places, Public Lands, Public Structures, and Public Utilities

- Middlebury and the surrounding study area is well served by an extensive transportation system. Future growth in public ways and access should focus on the preservation of the town-style environment by providing improved pavements, better traffic flow by alleviating congestion, the installation of buggy lanes and improved sidewalks.
- Maximize the utilization of publicly owned lands and structures for community gatherings, festivals and other events. These events are encouraged and should be coordinated through promotion and efficient management. Easy accessibility to parks, greenways and blueways locally and regionally should be the goal for recreational opportunities and enhancement of the quality of life.
- Promote policies that support alternative modes of transportation specifically pedestrian and bike friendliness.
- Future growth in the Middlebury study area will be reviewed and approved utilizing public utility policies focused on maximizing the existing infrastructure, providing the best service to customers and implementing sustainable and “green” infrastructure improvement all in the best interest of the Town.

## Design Standard Elements

### INTENT

The following pages delineate the Design Standard Elements based on the Statement of Objectives. The Design Standard Elements help to communicate the vision and objectives for overall growth of the Town. The following are the intent for the design standards:

- Increases the Town’s awareness and appreciation of design considerations
- The purpose is to coordinate the overall development vision towards effective implementation
- These will help to communicate the growth patterns and assist in consistency of development both by the public and private sector
- Gives property and business owners, public and private officials and design professionals a clear understanding of Town’s expectations for planning and design
- Preserves quality of life

The Design Standard Elements are subdivided in the following categories:



#### Context and Character

- Town-Style
- Nodes, Edges and Landmarks
- Walkability
- LEED Standards



#### Public Realm

- Street Connectivity and Grids
- Road Diet/Reconfiguration
- Sidewalk Accessibility
- Identity, Signage and Wayfinding
- Lane Dedication
- Interconnected Parks/Trail Systems
- Parks within Walkable Distance
- On-Street Parking in Urban Core



#### Site Design

- Density
- Mix of Land Use specifically in Nodal Areas
- Low Impact Development
- Optimal Setbacks
- Appropriate Buffer/Screening
- Minimal Site Disturbance
- Minimize Curb-Cuts
- Minimize Irrigation
- Native Landscape



#### Sustainable Site Elements

- Water Quality Enhancement Features
- Tree Planting
- Permeable/Porous Paving
- Edible Plants



#### Buildings/Built Form

- Character
- Housing Mix
- Life Cycle Housing
- Universal Design
- Infill Buildings
- Reflective Roof
- Roof Gardens
- Access to Natural Light
- Adaptive Reuse
- Orientation, Height, Massing



#### Parking

- On-Street Parking
- Behind Buildings in Urban Core Areas
- Shared Parking
- Parking Access and Screening



#### Infrastructure and Alternative Energy Generation

- Capacity and Credits
- Renewable Energy Generation



#### Land Management

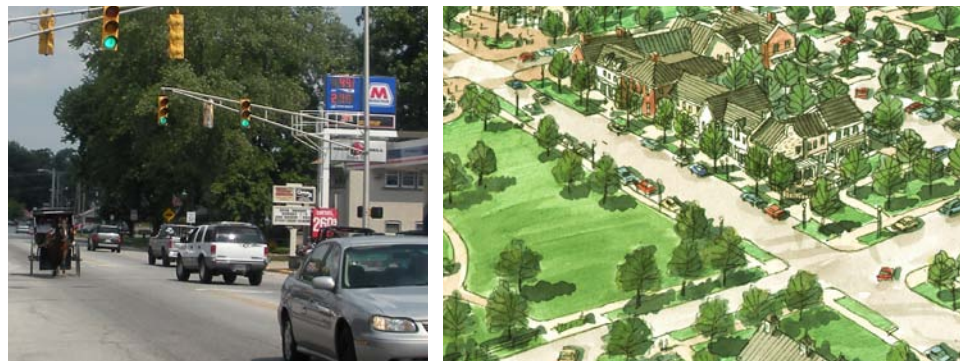



- Density Transfer
- Land Banking and Conservation Land Trusts
- Clustered Housing and Conservation Design
- Greenway and Blueway Buffer



## Design Standard Elements

CONTEXT AND CHARACTER					
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE		RESPONSIBILITY	IMPLEMENTATION
<p><b>Town-Style</b></p>	<ul style="list-style-type: none"> <li>+ Complementary to existing character</li> <li>+ Creation of places for public use, social interaction</li> <li>+ Context sensitive architectural style with low to midrise builtform</li> <li>+ Pedestrian friendly public realm with ample provision for cultural interaction and connectivity</li> <li>+ Clean and maintained look to enhance the home town feel</li> </ul>			Town Council, Town Departments, Residents and Business Owners	Implementation of Design Standard Elements and recommendations laid out by this Plan, Regulatory Controls and Enforcement by Town Government, Civic Sense and Pride
<p><b>Nodes, Edges and Landmarks</b></p> <p>Defining the physical framework of the Town with activity zones, visual cues and definite edge of growth and activity. Follows traditional neighborhood development patterns</p>	<ul style="list-style-type: none"> <li>+ Landmarks help in visual integrity of a place and assists in social gathering and point of reference in defining a community</li> <li>+ Specific nodes of activity and development centers in a community help in creating a “welcoming” environment and encourages public interaction and commerce. Nodes are connected through multimodal transportation and efficient linkage</li> <li>+ Discernible edges help to accurately gauge the limit of development</li> </ul>			Town, Development Interest	<p>Future land use map, Adoption of design guidelines, Regulatory controls with Elkhart County, Community input process</p> <p>State and local grants/Town general funds to develop guidelines</p>
<p><b>Walkability</b></p> <p>According to industry standards and best practice examples, most people will walk an approximate distance of 1/4 mile (1,320 Feet) that acts as a threshold between walkability and utilizing other forms of transportation</p>	<ul style="list-style-type: none"> <li>+ Nodal developments with the 1/4 mile radius encourages pedestrian activity</li> <li>+ Manages sprawl</li> <li>+ Provides amenities within walking distance</li> <li>+ Overlapped walkable radii areas mean connections of activity centers approximately 1/2 mile apart thus improving connections within the community</li> <li>+ Provision of street activity and zero lot lines, specifically in nodal activity areas helps to stimulate the walkable environment</li> <li>+ Reduces Vehicle Miles Traveled and carbon footprint</li> </ul>			Town, MACOG, INDOT, Development Interest	<p>Connectivity Map, Sidewalk Maintenance and Extension, Trail Connection (Parks and Recreation Master Plan), Design Guidelines Development</p> <p>Town General Funds, TIF, CDBG Funds, Potential SAFETEA-LU and other Transportation Enhancement Grants</p>
<p><b>LEED Standards</b></p> <p>Nationally accepted benchmark for the design, construction, and operation of high performance sites &amp; buildings</p>	<ul style="list-style-type: none"> <li>+ Encourages optimal use of natural or existing features in architectural and site design such that a site’s and building’s energy use is reduced and the natural environment is thereby enhanced</li> <li>+ Promote higher density infill development where the infrastructure capacity exists</li> <li>+ Promotes walking and biking</li> <li>+ Enhances water quality, protects vegetation and habitat</li> </ul>			Town Council and Staff, Development Interests	<p>Encourage new developments and redevelopments to follow LEED standards, Potentially codify new sustainable standards</p> <p>Developer’s equity, Sustainable planning, design funding, Construction tax credits</p>

## Design Standard Elements

PUBLIC REALM				
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<p><b>Street Connectivity and Grids</b></p> <p>Easier/faster connections between destinations; creation of places; streets for everyone</p>	<ul style="list-style-type: none"> <li>+ Enhanced connections mean shorter travel time, optimal infrastructure layout costs and emergency response time shortening</li> <li>+ Elimination of cul-de-sac, t-joints and other means of dead end streets helps in enhanced connectivity and ease of use</li> <li>+ Enhances multi-modal transportation including, walking, biking, buggy, automobile etc.</li> <li>+ Road diet and slower “design speeds” help in promoting walkable environment to accommodate the needs of all ages</li> </ul>		<p>INDOT/MACOG in conjunction with Town Manager</p>	<p>Follow local transportation studies and comprehensive strategic plan for areas of connectivity, Potential traffic studies by INDOT/MACOG</p> <p>Transportation Enhancement Grants, INDOT and other State Funding</p>
<p><b>Road Diet/ Reconfiguration</b></p> <p>Technique where the width of roads are reconfigured/ minimized for transportation efficiency</p>	<ul style="list-style-type: none"> <li>+ Road diet options and 2-way conversions need to be explored within Middlebury’s Town Center</li> <li>+ Potential conversion of Bristol Avenue between Brown and Main Street into pedestrian connections will assist in better street network and enhance the walkability functions within the Town Center</li> <li>+ Road diet will also augment safety standards as it provides optimum number of travel lanes and reduced speed along busy urban core/nodes for access to destinations</li> </ul>		<p>Town Manager, INDOT, MACOG</p>	<p>Study by INDOT/MACOG to explore possibilities, discuss with Town Council and include new projects into Capital Improvement Plan (CIP)</p>
<p><b>Sidewalk Accessibility</b></p>	<ul style="list-style-type: none"> <li>+ Accessibility to and from residential areas to places of business, retail, food, commerce and industry is achieved through continuous sidewalk connectivity</li> <li>+ Walking, running, jogging are essential means of getting to destinations through sidewalks</li> <li>+ Helps people with impairments to access destinations; ADA requires installation of curb ramps on sidewalks at street intersections for better accessibility</li> <li>+ Maintain sidewalks for enhanced connectivity</li> <li>+ Reduces Vehicle Miles Traveled and carbon footprint</li> </ul>		<p>INDOT, MACOG, Town Manager, Engineer/ Safety Services</p>	<p>Future land use map and development connections to provide map for sidewalk connections</p> <p>State and local grants, Town general funds</p>
<p><b>Identity, Signage and Wayfinding</b></p>	<ul style="list-style-type: none"> <li>+ Create an unified theme for the Town with signage and wayfinding elements</li> <li>+ Helps residents, visitors, property and business owners efficiently utilize the public amenities</li> <li>+ Gateway signs, directional signs and business signs will help to create a sense of place along with public realm improvements</li> </ul>		<p>Town</p>	<p>Design Guidelines, Environmental Graphics Consultant, Phased Implementation</p> <p>OCRA Grants</p>



## Design Standard Elements

PUBLIC REALM				
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<b>Lane Dedication</b>	<ul style="list-style-type: none"> <li>+ Based on street typology and character, lane dedications enhances the optimal use of the roadway</li> <li>+ Lanes can be dedicated for on-street parking, bicycles, buggies, and automobiles</li> <li>+ Opportunities should be explored to introduce lane dedications, specifically within downtown and urban core areas to alleviate traffic congestion; diverting traffic to use alternate routes in high traffic zones will help in easier and smoother access</li> </ul>		Town in conjunction with INDOT and MACOG	<p>Traffic Study</p> <p>Roadway/Transportation Enhancement Funds</p>
<b>Interconnected Parks/ Trail System</b>	<ul style="list-style-type: none"> <li>+ Helps in alternate connectivity through walking, biking</li> <li>+ Encourages active and passive recreation opportunities</li> <li>+ Connections should be between different scale of parks and open spaces (urban pocket parks, local parks to regional and state parks)</li> <li>+ The Pumpkinvine Trail along with other local trails provide such connectivity; opportunities should be explored for additional connections</li> <li>+ Planning and implementation of the connections to help preservation of natural resources as well as enjoyment of natural areas through recreational activities</li> </ul>		Town Parks and Recreation Department	<p>Parks and Recreation Master Plan, collaborate with Comprehensive Strategic Plan, Continue to Implement Pumpkinvine Trail project, Educational Outreach within community, marketing and promotions</p> <p>Department of Natural Resources grants, local, state and other funding initiatives, fundraising initiatives</p>
<b>Parks within Walkable Distance</b>	<ul style="list-style-type: none"> <li>+ Open space, parks and other areas for active and passive recreation areas located within 1/2 mile of each other helps in walkability to these areas (considering 1/4 mile walking radii)</li> <li>+ Reduces the use of automobile and encourages walking and biking</li> <li>+ Reduces Vehicle Miles Traveled and carbon footprint</li> </ul>		Town Parks and Recreation Department	<p>Parks and Recreation Master Plan, collaborate with Comprehensive Strategic Plan, Educational Outreach</p> <p>Department of Natural Resources grants, local, state and other funding initiatives, fundraising initiatives</p>
<b>On-Street Parking in Urban Core</b>	<ul style="list-style-type: none"> <li>+ Helps in easier access; quick in and outs to places of business, shopping</li> <li>+ Incentives for businesses within urban core with limited short term "teaser" parking along main streets</li> <li>+ Helps in reduction of speed/traffic calming through nodes and denser urban core</li> <li>+ Enforcement of short term parking helps in optimum utilization</li> </ul>		Town Officials, INDOT/ MACOG	<p>Comprehensive Strategic Plan Recommendations, Design Guidelines, Traffic Study</p> <p>Roadway/Transportation Enhancement Funds, State funding (OCRA Planning and Construction Grants)</p>

## Design Standard Elements

SITE DESIGN				
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<p><b>Density</b></p> <p>Includes natural areas, size of lots/parcels, proximity of dwelling structures, horizontal and vertical stacking of uses</p>	<ul style="list-style-type: none"> <li>+ Development density should be context sensitive to the existing urban framework to preserve the town character</li> <li>+ Preserve natural resource areas on the edges while increasing density within urban cores, downtowns and nodal areas</li> <li>+ Appropriate density helps in enhancing the quality of place, improving social, environmental and economic benefits as well as energy preservation</li> </ul>		Development Interest, Town Council, Town Manager, County	Design Guidelines, incentive based approach, regulatory controls, TDR/PDR techniques, land stewardship for agricultural and rural farmlands
<p><b>Mix of Land Use specifically in Nodal Areas</b></p>	<ul style="list-style-type: none"> <li>+ Reduction of automobile trips and congestion as uses are within the walkable radius</li> <li>+ Provides vibrancy of a place as operational hours and number of users vary in a 24-hour span</li> <li>+ Provides flexible land use options to characterize a place that provides resources for all classes of people</li> <li>+ Eliminates segregation of different tiers of housing and promotes social interaction</li> </ul>		Development Interest, Town, County	<p>Nodal Areas Development Plan, Design Guidelines, Regulatory Controls incentivizing mixed use land use pattern, density transfers, marketing and outreach of niche strategies</p> <p>Public-private partnerships, LLC</p>
<p><b>Low Impact Development</b></p> <p>Site design technique that enhances water quality through better stormwater management practices</p>	<ul style="list-style-type: none"> <li>+ It is achieved through better site design, minimal site disturbance, conservation design practices and installing "green" infrastructure (bio-retention, pervious pavement, green roofs, rain barrels etc.)</li> <li>+ Helps in protection of native landscape, habitat, water quality and quantity (less flooding), reduction of impervious surfaces, replenishment of groundwater</li> <li>+ Relative cost savings than traditional systems (detention/retention basin)</li> </ul>		Development Interest, Town, County	Regulatory Controls, land stewardship, education and outreach
<p><b>Optimal Setbacks</b></p>	<ul style="list-style-type: none"> <li>+ Maintenance of building lines and established setbacks will help proper integration of built form into existing character</li> <li>+ Create building line that helps to reinforce the connection with building and public realm</li> <li>+ Provision of altering setbacks in different zones (rural, semi-rural, transitional, urban in decreasing order of setbacks) helps to define the character of open space to denser urban form</li> </ul>		Town, County	Regulatory Controls, Design Guidelines



## Design Standard Elements

SITE DESIGN				
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<p><b>Appropriate Buffer/ Screening</b></p> <p>Between different land uses, sites, building and public realm</p>	<ul style="list-style-type: none"> <li>+ Enhances the visual integrity and appearance</li> <li>+ Protects and increases property values through preservation of existing vegetation, implementation of new landscaping and architectural screens</li> <li>+ Helps to minimize noise, dust, glare and enhances water quality by the use of natural buffers</li> <li>+ In more urban areas, landscaped and architectural screens in the form of trees, shrubs, low-height walls and/ or fences minimizes the harshness of asphalt surface parking lots or create a visually pleasing environment between buildings and roads</li> </ul>		Town, Development Interests, County	Comprehensive Strategic Plan, Design Guidelines, Regulatory Modifications, Enforcement
<p><b>Minimal Site Disturbance</b></p>	<ul style="list-style-type: none"> <li>+ Preserves natural areas and habitat</li> <li>+ Lower irrigation costs</li> <li>+ Enhancement of water quality and reduction in site runoff</li> </ul>		Town, Development Interests, County	Comprehensive Strategic Plan, Design Guidelines, Regulatory Modifications
<p><b>Minimize Curb-Cuts</b></p>	<ul style="list-style-type: none"> <li>+ Consolidating curb-cuts along roadways helps to provide uninterrupted travel</li> <li>+ Enhances sidewalk connectivity</li> <li>+ Optimizes the space within sidewalks and pedestrian walk zones to provide landscaping and other streetscape enhancement related kit of parts</li> </ul>		Town, Development Interests, County	Comprehensive Strategic Plan, Design Guidelines, Regulatory Modifications
<p><b>Minimize Irrigation</b></p> <p>Within urban areas</p>	<ul style="list-style-type: none"> <li>+ Helps to reduce excessive water usage for urban green spaces</li> <li>+ Preserves water table</li> </ul>		Town, Development Interests, County	Comprehensive Strategic Plan, Design Guidelines, Regulatory Modifications
<p><b>Native Landscape</b></p>	<ul style="list-style-type: none"> <li>+ Adaptive and native plant materials appropriate for the Elkhart County and NE Indiana region, reduces the need for maintenance</li> <li>+ Helps in minimizing irrigation compared to non-native species</li> <li>+ Preserved native landscaping and new adaptive plants helps to reduce heat island effect and energy usage</li> <li>+ Community gardening initiatives should include native plant/food varieties</li> </ul>		Town, Development Interests, Property Owners	Comprehensive Strategic Plan, Design Guidelines

## Design Standard Elements

SUSTAINABLE SITE ELEMENTS				
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<p><b>Water Quality Enhancement Features</b></p> <p>Rain gardens, Bioswales, Flow Thru' Planters etc.</p>	<ul style="list-style-type: none"> <li>+ Enhances water quality as pollutants are filtered by vegetation/plants</li> <li>+ Helps in water quantity standards as they reduce flow of water and flooding</li> <li>+ Recharges groundwater and helps in habitat protection</li> <li>+ Minimizes the cost of stormwater piping</li> <li>+ Bioswales can be integrated into a large scale site development or even along the major roads for water quality and quantity standards; rain gardens, flow thru' planters are more suited for urban locations (downtown, commercial areas near the intersection of US 20 and SR 13 etc.) that also helps in enhancing the visual quality</li> </ul>	 	Town, Development Interests, Property Owners	<p>Comprehensive Strategic Plan, Design Guidelines, Regulatory Modifications, Educational Outreach</p> <p>Nature Grants</p>
<p><b>Tree Planting</b></p>	<ul style="list-style-type: none"> <li>+ Tree planting should be encouraged to enhance visual quality of place</li> <li>+ Incorporation of street trees in urban core area along sidewalks will help to provide shade as well as reduce heat island effect</li> <li>+ Native tree plantings are encouraged</li> </ul>	 	Town, Development Interests, Property Owners	<p>Comprehensive Strategic Plan, Coordination with Parks and Recreation Master Plan, Design Guidelines, Regulatory Modifications, Educational Outreach</p> <p>Nature Grants, Fund raising</p>
<p><b>Permeable/Porous Paving</b></p>	<ul style="list-style-type: none"> <li>+ Allows water/stormwater to gradually infiltrate into ground</li> <li>+ Reduces urban heat island effect and stormwater runoff</li> <li>+ Recharges groundwater and enhances water quality by filtering sediments</li> </ul>	 	Town, Development Interests, Property Owners	<p>Comprehensive Strategic Plan, Design Guidelines, Regulatory Modifications</p> <p>Nature Grants</p>
<p><b>Edible Plants</b></p>	<ul style="list-style-type: none"> <li>+ Edible plants and gardening should be encouraged in residential communities as well as commercial areas (within green spaces away from main activity areas) that will help in basic food production and optimum use of arable land, mainly through community gardening</li> <li>+ This will help with local food production in the already established agricultural community of Middlebury</li> </ul>	 	Town, Development Interests, Property Owners	<p>Comprehensive Strategic Plan, Design Guidelines, Regulatory Modifications, Educational Outreach</p> <p>Nature Grants</p>



## Design Standard Elements

BUILDINGS				
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<p><b>Character</b></p>	<ul style="list-style-type: none"> <li>+ New construction/remodeling should have a balance between town-style architecture and contemporary design that is context-sensitive to scale, massing, colors, facade treatments and proportion</li> <li>+ In commercial areas, pedestrian-scale features should be incorporated on the first floor of buildings and at entrances to help relate buildings to the streetscape</li> </ul>		Town	Comprehensive Strategic Plan, Design Guidelines
<p><b>Housing Mix</b></p>	<ul style="list-style-type: none"> <li>+ Opportunities for different income ranges and different market niches</li> <li>+ Higher density (multi-family, attractive rental) near urban core for proximity to neighborhood shops and services; transition to lower density (single family to estate residential) outside of the core</li> <li>+ Helps to create a vibrant community with presence of people from all ages</li> </ul>		Town, Prospective Developers and Investors	Create regulatory mechanisms and provide bonuses to incentivize mix; Identify areas in the land use plan of different densities of development; Streamline review and development approval procedures
<p><b>Life Cycle Housing</b></p> <p>Life Cycle Housing refers to a range of housing options that meets people’s needs at all stages of life</p>	<ul style="list-style-type: none"> <li>+ Helps to sustain existing and future preferences of housing needs</li> <li>+ Preservation of community fabric</li> </ul>		Town, Development Interest, Property Owners	Comprehensive Strategic Plan(Land Use),
<p><b>Universal Design</b></p> <p>Advocates the design of housing and building to accommodate all people, regardless of age or ability</p>	<ul style="list-style-type: none"> <li>+ Universal design is applied to housing to provide accessibility options such as direct access to first floor without stairs, wider interior doorways and hallways, door levers in lieu of handles, bright and appropriate lighting</li> </ul>		Development Interest	Design Guidelines
<p><b>Infill Buildings</b></p>	<ul style="list-style-type: none"> <li>+ Utilizes existing, underutilized and available lands for development within urban core; adaptive reuse of buildings</li> <li>+ Helps to utilize existing infrastructure, Town services and capacity rather than extension of new services outside of core</li> </ul>		Town	Community Consensus; Create and adopt guidelines; identify infill sites and apply regulatory mechanisms; marketing and PR, Provide incentives; Explore financing

## Design Standard Elements



BUILDINGS				
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<p><b>Reflective Roof</b></p>	<ul style="list-style-type: none"> <li>+ Energy star related reflective roofing elements by lowering heat transference from exterior to interior of buildings</li> <li>+ Helps to minimize solar heating due to higher albedo during summer months</li> <li>+ Reduction in greenhouse gas emissions and energy use for cooling, improves air quality</li> <li>+ Life expectancy of roofing materials are increased</li> </ul>		<p>Designer, Developer, Town</p>	<p>Design Guidelines, Educational Outreach</p>
<p><b>Roof Gardens</b></p> <p>Green roof covered partially or completely with plants and landscaped materials</p>	<ul style="list-style-type: none"> <li>+ Helps in energy efficiency by absorbing solar heating</li> <li>+ Adds to aesthetic quality of place</li> <li>+ Reduces stormwater runoff and helps in water quality</li> <li>+ Provides for accessible roof garden</li> <li>+ Provides habitat for birds and other wildlife</li> </ul>		<p>Designer, Developer, Town</p>	<p>Design Guidelines, Educational Outreach</p> <p>Incentives/Bonus</p>
<p><b>Access to Natural Light</b></p>	<ul style="list-style-type: none"> <li>+ Helps in universal design</li> <li>+ Provides human comfort and increases productivity</li> <li>+ Reduces the need for artificial lighting thereby reducing energy usage and costs</li> <li>+ Creates a more comfortable human environment</li> </ul>		<p>Designer, Developer, Town</p>	<p>Design Guidelines, Educational Outreach</p> <p>Incentives/Bonus</p>
<p><b>Adaptive Reuse</b></p>	<ul style="list-style-type: none"> <li>+ New uses in underutilized or vacant buildings in lieu of newer structures helps to reduce infrastructure capacity demands</li> <li>+ Conversion of vacant commercial and industrial buildings to mixed use will create vibrant places</li> <li>+ Protects cultural resources</li> </ul>		<p>Town, Developer, Property Owner</p>	<p>Design Guidelines, Research of Existing Buildings and creation of inventory, Proactive Marketing, Regulatory Mechanisms</p> <p>Incentives/Bonus</p>
<p><b>Orientation, Height, Massing</b></p>	<ul style="list-style-type: none"> <li>+ Orientation along the long solar axis of east-west helps in passive solar heating and cooling, maximize daylight</li> <li>+ Context sensitive height and massing should respect pedestrian scale on lower floors; massing eliminates monotony of plane surfaces and should be congruent with adjacent buildings</li> </ul>		<p>Town, Development Interest</p>	<p>Design Guidelines</p>



## Design Standard Elements

PARKING				
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<b>On-Street Parking</b>	<ul style="list-style-type: none"> <li>+ Option of limited number of on-street parking, specifically in downtown areas, will help commercial and retail destinations</li> <li>+ Enforcement of time limits will help customers and store owners with higher turnarounds</li> <li>+ Should be identified with the comprehensive signage and wayfinding system</li> <li>+ Appropriate techniques of parking fee payment to be installed that adds to the character of core areas (individual parking meter, consolidated and electronic systems, etc.)</li> </ul>		Town, INDOT/MACOG	<p>Design Guidelines, Regulatory Modifications, Enforcement</p> <p>Transportation Enhancement Funds through Surface Transportation Program (STP), General Funds</p>
<b>Behind Buildings in Urban Core Areas</b>	<ul style="list-style-type: none"> <li>+ Majority of off-street parking spaces should be located behind the buildings along Main Street; this helps to provide prime land along Main Street to be utilized for higher and better use</li> <li>+ Appropriate signage and directions should be incorporated to help guide traffic</li> <li>+ Parking lots should be nicely landscaped with green parking aisles with opportunities for stormwater management</li> </ul>		Town, Property Owners	<p>Collaboration between property owners, Guidelines, Regulatory Modifications</p> <p>Public-Private Partnership(???)</p>
<b>Shared Parking</b>	<ul style="list-style-type: none"> <li>+ Reduces the demand for land utilized for parking specific to individual use</li> <li>+ Reduces cost of developing and maintenance of off-street parking areas as costs are shared by owners</li> <li>+ Reduction in parking counts through shared parking reduces impervious surfaces thereby improving water quality</li> </ul>		Town, Property Owners	<p>Collaboration between property owners, Guidelines, Regulatory Modifications</p> <p>Public-Private Partnership(???)</p>
<b>Parking Access and Screening</b>	<ul style="list-style-type: none"> <li>+ Minimize and consolidate curb-cuts into off-street parking areas; appropriate signage should guide traffic into parking areas</li> <li>+ Surface parking areas in commercial zones should be appropriately buffered./screened from public realm areas and adjacent properties, specifically residential areas</li> <li>+ "Green" parking areas with landscaped island and aisles with integration of sustainable stormwater systems are encouraged</li> </ul>		Town, Property Owners	<p>Town, Public Realm Improvements, Collaboration between property owners, Guidelines, Regulatory Modifications</p> <p>Public-Private Partnership(???)</p>

## Design Standard Elements

INFRASTRUCTURE AND ALTERNATIVE ENERGY GENERATION				
DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<p><b>Capacity and Credits</b></p>	<ul style="list-style-type: none"> <li>+ Utility infrastructure capacity should be optimized for efficient usage; existing capacity in areas served by utility infrastructure should be utilized in lieu of extension of services in rural/agricultural areas</li> <li>+ Sewer and storm water credit systems helps to provide such utility infrastructure services to places with existing services</li> <li>+ Helps to enhance water quality and reduces quantity</li> <li>+ Incentivizes for better and low impact site design practices</li> <li>+ Reduces cost for development by limiting the size of piping and other infrastructure elements</li> <li>+ Causes lesser impact in outlying areas and protects habitat</li> </ul>		Town	Comprehensive Strategic Plan, Land Use Plan, Identification of areas for utility credits
<p><b>Renewable Energy Generation</b></p> <p>Wind Geothermal Solar Biomass Biofuel Others</p>	<ul style="list-style-type: none"> <li>+ Exploration of renewable energy generation should be performed that will substantially reduce the need for fossil fuel generated energy thus reducing carbon footprint</li> <li>+ Although some systems are not suitable for the Town and the Area of Influence but supporting industries should be encouraged for economic growth</li> <li>+ Reduces pollution</li> <li>+ Can be utilized without the concern of depletion</li> <li>+ Cost savings in the applications and maintenance in the long run</li> <li>+ As more applications are generated, initial costs will also be reduced</li> </ul>		Town, County	<p>Exploration of renewable energy generation systems, Implementation Plan</p> <p>Federal and State Grants</p>



## Design Standard Elements

### LAND MANAGEMENT

DESIGN STANDARD ELEMENTS	CHARACTER ELEMENTS & ADVANTAGES	BEST PRACTICE	RESPONSIBILITY	IMPLEMENTATION
<p><b>Density Transfer</b></p> <p>Transfer of Development Rights (TDR)/ Purchase of Development Rights (PDR): Methods to transfer allowable number of dwelling units or commercial uses from one area to another in TDR system; for PDR development rights are purchased outright by payment of the difference of fair market value and conserved value</p>	<ul style="list-style-type: none"> <li>+ Helps to preserve environmentally sensitive lands and other areas prioritized for conservation, thereby limiting outward growth and encouraging infill development</li> <li>+ Reduces the need for extension of services and helps in optimal use of existing services</li> <li>+ Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR) are tools to achieve the density transfer options</li> <li>+ Protects groundwater, habitat and agricultural lands; preserves rural character and scenic beauty outside of urban core areas</li> </ul>		<p>County, Town, Property Owners of “sending” and “receiving” areas for density transfer</p>	<p>County Guidelines, Educational Outreach, Consensus Building of Community, Land Use Plan, Regulatory Controls, Conservation Easement Purchase</p>
<p><b>Land Banking and Conservation Land Trusts</b></p>	<ul style="list-style-type: none"> <li>+ Aids in acquisition of land and conservation easements to preserve agricultural lands, stream buffers and rural areas</li> <li>+ Land banking within urban core helps to hold land, specifically by Town, to help in appropriate development based on the vision of adopted plans</li> </ul>		<p>Town, Conservation Land Trusts, County</p>	<p>County Guidelines, Educational Outreach, Consensus Building of Community, Land Use Plan, Regulatory Controls</p>
<p><b>Clustered Housing and Conservation Design</b></p> <p>Technique allowing flexible regulatory tools to group residences together allowing for more open space preservation than conventional subdivisions</p>	<ul style="list-style-type: none"> <li>+ Helps in preservation of open space and integration of community green areas</li> <li>+ Enhances the aesthetic quality of place</li> <li>+ Lowers development costs as utilities and services are restricted to the clustered home sites</li> <li>+ Reduces the adverse effects of developing in watersheds and helps in stormwater quality</li> </ul>		<p>Town, Development Interests</p>	<p>Design Guidelines, Educational Outreach</p>
<p><b>Greenway and Blueway Buffer</b></p>	<ul style="list-style-type: none"> <li>+ Helps in preservation of environmentally sensitive areas around natural features</li> <li>+ Enhances the stormwater quality and reduces quantity through natural detention</li> <li>+ Helps in habitat protection</li> </ul>		<p>Town</p>	<p>Parks and Recreation Master Plan in conjunction with Comprehensive Strategic Plan, Regulatory Controls</p>

## Strategic Precedents - Similar Communities

The following strategic precedent examples have been included to reflect the overarching philosophy that other places, programs and people have adopted for their particular communities. The images are provided to suggest specific cues for strategic planning and design for Middlebury.



Angola, IN

Angola is a beautiful small community situated in the northeast corner of Indiana. The City is known for their 101 lakes, Pokagon State Park, Trine University, a nationally recognized K-12 school system and a quaint downtown. The natural terrain hosts thriving wooded areas and rolling hills promoting year-round recreational activities.

### Lessons Learned

- Implementation of community revitalization initiatives through unified development ordinance.
- Preservation initiatives.



Goshen, IN

Goshen is located in northern Indiana in Elkhart County. The city is known for manufacturing recreational vehicles and accessories, the home of Goshen College, a nationally recognized liberal arts college, and home to the Elkhart County 4-H Fair, the second largest county fair in the United States. The city boasts many offerings for everyone including seniors and families. Goshen has a few different greenways and trails winding through the city, including 17 city parks offering various recreational opportunities. Additionally the Pumpkinvine nature trail will eventually connect the entire region. Since 2007, First Fridays happen each month with stores open until 9, music and other entertainment, and other events occurring within Goshen's historic downtown district.



### Lessons Learned

- Comprehensive plan adoption and implementation initiatives
- Creation of place initiatives with focus on County Seat and Goshen College





### Northampton County, VA

This county is referenced here as a model of small-town character and sustainable development. It offers the perfect blend of historic towns and villages, forms, miles of quiet beaches, marinas to antique shops, restaurants and leisure pursuits. During the early 90s, preservation and revitalization of the County began with assistance and grants by several state and federal agencies. A community task force created a sustainable development action strategy which targeted key industry areas for sustainable development. This included heritage tourism, marine industries, agriculture, arts and crafts, research and educational facilities. As a part of the implementation efforts, the Port of Cape Charles eco-industrial project was created through a partnership of Federal, State, County, local and private investments to attract businesses which relate to the goals of the sustainable initiative.



#### Lessons Learned

- Public-private partnership between Federal, State, County, local and private interests and investments.
- Implementation based on sustainable development action strategy developed by a community task force.
- Initial success leverages further growth and development.
- Eco-industrial park development through public/private partnership and following sustainable principles.

## Strategic Precedents - Similar Communities

### Ligonier, IN

A community with fewer than 5,000 residents, Ligonier is a unique place located in northern Indiana that offers a solid industrial base providing a number of jobs to the local economy. The downtown supplies a diverse range of products and services for the residents and visitors. The city has a visitor's center housed in a 1920s filling station which should be visitor's first stop, adding to the historical ambiance of downtown. A new mural program, which changed drab, ordinary walls in the city to colorful works of art, was started in 2007 and continues to grow. Ligonier has many parks, including 40-acre Kenney Park with a sports and recreation center as well as a public meeting room with kitchen facilities and the Jennie Thompson Garden.



#### Lessons Learned

- Diversity of uses within urban core
- Renewed efforts to revitalize downtown for community redevelopment



## Cape Charles, VA

The Town of Cape Charles is located in Northampton County on Virginia's Eastern Shore. The Town is situated on a small peninsula, with a land area of under 3,000 acres and a population of approximately 1,000 residents. While significant new development has occurred in recent years, Cape Charles also has one of the best collections of historic buildings of any community on the Eastern Shore. An architectural survey was performed that identified historic properties which lead to the Town adopting a Historic Preservation Plan as well as Historic District Guidelines. Most commercial land uses are concentrated in the historic downtown area along four blocks. Significant wildlife habitats, such as wetlands and natural areas, are present within the Town's boundaries and nearby.



### Lessons Learned

- Establishment of sustainable technology park by leveraging public grant funding
- Adaptive reuse of existing buildings by future tenants of the technology park
- Investment into the Tech Park resulting in community redevelopment with more jobs and additional opportunities

## Dresden, OH

Dresden is a village in Muskingum County, Ohio, along the Muskingum River at the mouth of Wakatomika Creek. In the 19th century Dresden was an important trading town on the Ohio and Erie Canal. Dresden is the birthplace of the Longaberger Company, famous for handmade maple splint baskets. Started in 1919 by the J.W. Longaberger family, the company today employs nearly 70,000 people as the largest manufacturer of handmade baskets in the United States.



### Lessons Learned

- Implementation initiatives based on bold community visioning.
- Preservation of community character and quality of life.
- Building trust with investment community for development initiatives.
- Private investment leveraging community revitalization.
- Identifying champions for revitalization.





## Strategic Precedents - Similar Communities

### Oxford, OH

The City of Oxford encompasses 6.3 square miles in the northwestern corner of Butler County in southeastern Ohio and is home to approximately 22,000. Over 44% of the population is between the age of 20 and 24 due to the strong influence of Miami University. Oxford boasts a wide variety of restaurants, businesses, nightlife, sporting events and cultural resources. Residents of Oxford take pride in their great schools, city parks, and strong community spirit.



### Lessons Learned

- Garnering community development by taking advantage of strong economic sector - the University and its resources
- Strong town center development around town-green and mixed use infill.
- Connections to regional trails
- Investment towards sustainable development



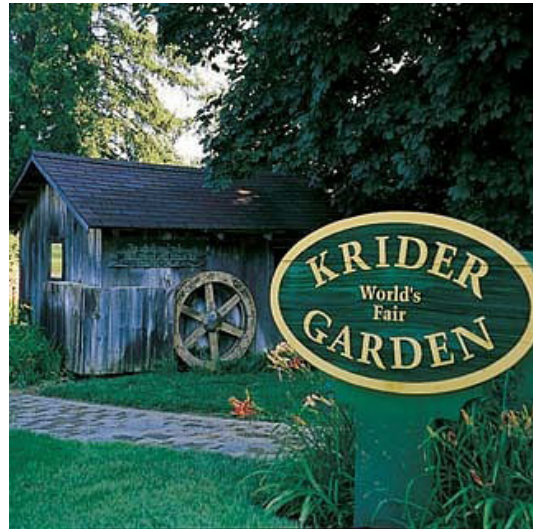


COMPREHENSIVE STRATEGIC PLAN

# ECONOMIC DEVELOPMENT



## Economic Development Strategy



The culture and economy are major attractions drawing in new residents and visitors.

The following preliminary economic development strategy provides a framework of understanding of economic issues and opportunities and offers a guide towards effective implementation. The volatile economic conditions at the time of this initiative warrants focusing on the strengths and assets of the community that will be leveraged for balanced growth (economic, social and environmental) through efficient land use, housing, transportation and infrastructure strategies. These will result in economic development and job creation, business retention and recruitment, appropriate incentive packages and public-private partnerships.

Economic development experts and economists alike agree with the premise that economic growth and competitive advantage occurs at the regional level, rather than at the state or local levels. Area and regional networking, partnering and bridging the geographic & political boundaries will lead to regional economic development success.

Certainly Middlebury has a strong history as a manufacturing economic success. However the recent recession has forced community leaders to explore ways to “mine” economic development opportunities more aggressively and become proactive rather than reactive in business recruitment and retention activities.

Instead of viewing Middlebury and the surrounding communities as a single source economic “engine” it is imperative that leadership begin looking at an expanded geographic area as a collection of regional economies, with differing assets and strengths as well as challenges necessary to overcome for regional economic development success.. Now more than ever, the successful implementation of economic growth initiatives will require the support of regional networks composed of civic, business, investor, academic, entrepreneurial and philanthropic partners.

In the words of the Indiana Economic Development Corporation (IEDC):

*“The evidence is clear. Regions that collaborate on economic development initiatives and sell their competitive advantages to the world will be more competitive, identify opportunities more quickly, and align resources more efficiently. In turn, their regional economies will grow faster.”*

In order to spur further regional economic development initiatives, the Indiana Economic Development Corporation has created the Regional Economic Development Partnership Program (REDPP) to encourage communities to think, plan and act regionally, and to provide additional resource support for regional initiatives. The objective is to build on the work already done to define regional economies, develop regional growth strategies, accelerate effective regional economic development planning and implementation, and encourage the further development of regional leadership networks. The important role of regional networks and collaboration is featured prominently in the State’s economic development plan, Accelerating Growth ([www.in.gov/iedc/pdfs/Strategic\\_Plan.pdf](http://www.in.gov/iedc/pdfs/Strategic_Plan.pdf)). Becoming more familiar with this program and the benefits of developing an expanded regional economic development through the Elkhart County Economic Development Corporation is recommended.

The purpose of the Regional Economic Development Partnership Program is to increase regional competitiveness in the following areas:

- Expanding job creation opportunities
- Workforce development / Human capital development and retention
- Entrepreneurship / Improving access to capital
- Targeting and development of industry clusters

Collectively, progress in the areas outlined above will support the broader objective of enhancing regional competitiveness and empowering regional leaders to face the challenges and opportunities of economic growth.

Additional regional partnership opportunities are discussed within the Comprehensive Economic Development Strategy [CEDS] 2006-2010, prepared by the Michiana Area Council of Governments (MACOG) and the Strategic Destination Plan for 2009-2011 created by Northern Indiana Tourism Development Commission (NITDC).

The CEDS was prepared to serve as a reference guide to the region in times of economic downturn and expansion. Major themes, listed below, derived from focus group discussions are featured throughout the document and provide insight into potential opportunities to enhance and strengthen the attractiveness of the region from an economic development perspective.

- Economic Development
- Education
- Environment
- Financial Resources
- Human Services
- Infrastructure
- Quality of Life
- Safety and Security

The NITDC’s Strategic Destination Plan contains the findings of a SWOT analysis and highlights the issues and opportunities within the broader Indiana marketplace. It also showcases a recommended collaborative approach between the northern Indiana communities.



Jefferson Elementary and Northridge Academy are just a few of the many highly accredited schools in Middlebury that draw families to the area.

The following sections address the individual initiatives that are recommended for the economic development of the Town of Middlebury:

### Employment

- The region has always been known for its manufacturing base. There used to be a sticker that was put on products manufactured in Elkhart County that said "Made in Elkhart, You Can Make it Here Too". Continue to leverage this theme and transfer this reputation to new technologies and emerging industries.
- Encourage existing business owners to spread the word about the strong labor force and quality of life.
- High unemployment, as has been experienced by the region during the volatile economic market, can be a curse and a blessing - much attention and focus has been placed on the region. The area is known for its skilled and unskilled workforce. Because of the high unemployment rate, the State and the Federal government have put emphasis on attracting businesses and creating jobs in the region. Middlebury should leverage these opportunities for future business growth.

### Green Initiatives

- There are stimulus dollars for solar and wind industries. Target transferable labor skills for these new technologies and sectors such as electric cars and electric buses, battery technology, military components (AM General plant). Advanced manufacturing automation and future vehicle manufacturing could be viable targets. Food and perishable products (bakeries) may be another targeted industry.
- Targeting green/organic agriculture and livestock production appears to be a logical direction for the Middlebury region.

With the knowledge base and skilled labor force of the farming communities, and given the significant shift in America's desire to move away from processed foods and toward organic food consumption, the region is positioned well to rise as a national leader in sustainable agriculture and food production.

- Alternative sources of energy generation should be further explored that might include wind, solar, geothermal, biofuels etc. As for example, biofuels can be used for energy production by utilizing manure produced from livestock in the area within comprehensive energy production facility.
- Work with the Amish Community to market the "quality" aspect of the Amish craftsman. Advocate to position the Amish community for the future by becoming part of the manufacturing workforce or by marketing their crafts for sale.
- Provide training/support for these new sectors. Target long term "sustainable" businesses versus those looking to take advantage of inexpensive buildings and cheap labor in the short term.

### Sustainability

- Work with local and regional colleges/universities (Goshen College, Ivy Tech Community College, Ball State University, Notre Dame, Indiana University and Purdue University) to transfer new technologies/advancements at the university level into manufacturing and distribution opportunities within the area. Consider partnering with one of these universities to create a regional "Center for Sustainability" where economic, environmental and social sustainability concepts and principles can be tested. Local example is the recent initiative by Ball State University students for the community of Nappanee, IN (refer [www.agreenennappanee.org](http://www.agreenennappanee.org)).

### Infrastructure

- Many of the existing industrial/manufacturing building stock are inexpensive and may not necessarily be well suited to support "lean" or advanced manufacturing processes. Encourage existing business owners to invest in upgrades and aesthetics of their buildings/facilities, or develop new buildings to support this. The need for high speed connectivity (internet data transfer) to support advanced types of businesses may be required.
- The I-80/I-90 turnpike is a major east-west transportation corridor. The region should capitalize on this connection as this is an important distribution route.
- Leverage the Pumpkinvine Trail as a recreational attraction – abandoned rail corridor in process of being converted to bike trail - and its connectivity to Shippshewana, Middlebury, Goshen, Elkhart. Provide connectivity to other nodes in Middlebury.

### Marketing/Business Recruitment

- Middlebury School System is one of the best in the area. Capitalize on this for recruiting new residents to the area. Provide connectivity to the school campus.
- Create regional collaborations to market the entire region. Brand Middlebury as an "authentic" small town community. The manufacturing businesses bring in business people (new faces) to the area. Encourage these visitors to stay or come back by offering different options that relates with tourism destination.
- Play up the cultural aspects of the region – musical, performing arts, cultural attractions. This will help attract new residents to the area.
- Continue to work with local chamber and downtown groups to encourage people to locate here and become part of the community. Work with local brokerage community to keep people here.

**Tourism**

- Follow the recommendations of the NITDC report for strategic destination marketing
- Collaborate with NITDC and Elkhart County Convention and Visitor’s Bureau for database and staffing help
- Update the database of area attractions and tourism related offerings and create a destination marketing strategy

**Additional Economic Development Recommendations**

**Angel Funding**

A phenomenon gaining momentum in venture capital financing circles is called Angel Funding. The term “angel” originally comes from its founder William Wetzel in 1978 when he was a professor at the University of New Hampshire and founder of its Center for Venture Research. The term refers to how entrepreneurs could raise seed capital through investors that supported their idea; hence the term “Angel” was adopted.

Angel investors are often retired entrepreneurs or executives, who may be interested in angel investing for reasons that go beyond pure monetary return. These include wanting to keep abreast of current developments in a particular business arena, mentoring another generation of entrepreneurs, and making use of their experience and networks on a less-than-full-time basis. They might also see a need to build a stronger local economy and elect to invest into other locally owned businesses. In addition to funds, angel investors can often provide valuable management advice and important contacts for start-up or young companies.

Communities experiencing corporate migration and job loss to more fertile markets or regions that provide tax incentives and other support mechanisms to companies trying to compete are exploring various ways to retain these companies. Building a stronger local economy will provide jobs and spawn other companies to support the major employers of the region. One of the more creative tools being used is the Angel Venture Capital Fund. This approach brings local investors together to provide capital to local companies in an effort to retain them in the region and to become their investment partners. Unlike typical venture capitalists, who manage the pooled money of others in a professionally-managed fund, these investors are locally based and are committed to finding ways to enhance the local economy

in addition to receiving a return on their investment.

Middlebury and its regional partnering communities should explore the creation of an Angel Fund to provide much needed start-up capital and expansion capital to area companies. This partnership approach to financing will build loyalty within the region and strengthen the notion that “we are all in this together.” Local business and investors helping local businesses to succeed would speak volumes to those outside of the region considering locating their operation in the Middlebury area.

The 2010 Annual Report from the Elkhart County Economic Development Corporation presented a concern regarding “Second Stage” Elkhart County companies that are facing growth stunting issues making them ripe for acquisitions and mergers with national companies. Often times when this occurs, founding principals and management personnel are retained by the acquiring company and relocated out of the area. Undercapitalization is often times the reason that the acquisition option appears to be attractive. Hence, what might be good for the company can be devastating to the local economy.

**Middlebury Economic Development Ambassador Program**

In an effort to assist the Elkhart County Economic Development Corporation (EDC) in recruitment of new and emerging businesses to the area, Middlebury should explore the creation of an economic development ambassador program.

The program seems to be a logical outgrowth of the Middlebury Chamber of Commerce and would help sell the region to those companies considering Middlebury as a home for their operations. Who better to convey the values and unique qualities of the area from a business perspective than those already



engaged in the “businessing” of Middlebury. An Ambassador Committee could work closely with the Elkhart County to prepare for presentations to prospects and to become a “touch stone” resource for EDC to refer prospective companies. A similar program exists in Goshen and should be monitored to learn from their efforts to date.

#### **Local Economic Development Promotion Through Education Workshops**

Taking the Ambassador program idea one step further, the Chamber of Commerce could also partner with area companies and education resources to promote the area through educational events, regional / state seminars, workshops and job fairs.

Hosting regional economic development symposiums such as Build a Better Northwest Indiana Regional would build strong ties to regional partners. Taking advantage of the outstanding conferencing facilities at Das Dutchman Essenhaus to attract economic development organizations to the area would elevate Middlebury’s role in the promotion of regional economic development.

#### **Town Center “Core” Enhancement**

It has been demonstrated and documented by the National Trust for Historic Preservation’s Main Street Program that historic preservation and a revitalized town center is a major contributor to the local economy and economic development efforts.

Although Middlebury does not have the physical mass of a larger community’s downtown, the Town Center of Middlebury represents an authentic experience to the local resident as well as the tourist and traveler.

Local resident’s needs for goods and services are not being met at a local level. Residents are forced to travel great distances to find products and services because the Middlebury market

does not provide for those needs.

Shipshewana is considered by many to be the ultimate in tourism focused retailing and hospitality. The Amish Country of Northern Indiana is considered to be one of the most successful tourism economies in the Midwest. The dollars coming into the area represents significant revenue to those engaged in the tourism business.

Although it has been made clear throughout the planning process in Middlebury that it is not a goal of the community to become a primarily tourism focused economy, it is recommended to plan and develop an enhanced Town Center core for Middlebury, which will create stronger opportunities for existing and prospective merchants and service providers to be successful.

This renewed interest in the Town Center area will also create a commitment to the Middlebury “brand identity” as it relates to the quality of life components of economic development.



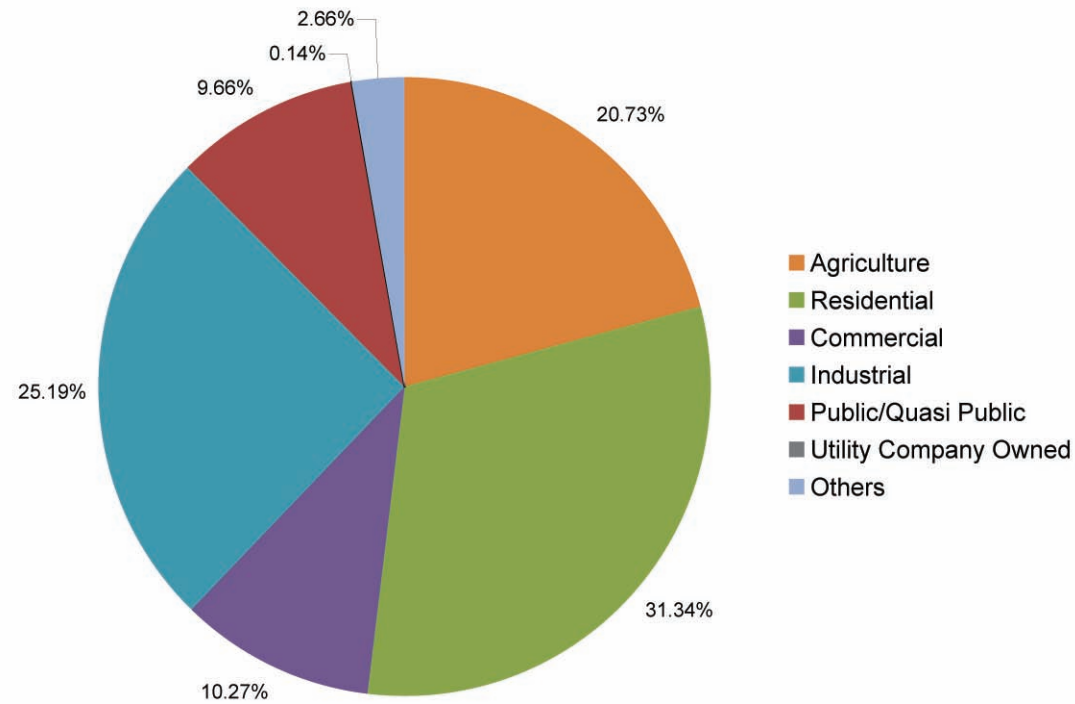
COMPREHENSIVE STRATEGIC PLAN

LAND USE



**Existing Land Use - Area of Influence**

Source: Elkhart County



**Land Use**

**Existing Conditions**

**Agriculture**

Based on analysis of existing land use plan, more than 20 percent of the land inside Middlebury’s corporate boundary is in agricultural use. This generally means that the community has room to grow within its corporate boundary. Some of this land may not be developable, however, due to the presence of natural features and environmentally sensitive areas. Outside the corporate boundary, much of the land in the Area of Influence is also in agricultural use. Preservation of farmland has been an important goal of Elkhart County. Middlebury does not exercise an extra-territorial jurisdiction and does not have planning control.

**Residential**

Nearly one-third of the land inside the corporate boundary is in residential use. Residential uses (single-family and multi-family) within the corporate limits are primarily located in the community’s traditional core, off of Wayne Street and Bristol Avenue. Some residential development has occurred south of US 20 on the west side off of Spring Valley Drive. Within the Area of Influence, residential development has occurred in a variety of locations along county roads. This pattern of development fragments agricultural land and is difficult to serve with public utilities like water and sewer.

**Commercial**

Within the Middlebury corporate limits, much of the commercial development is concentrated in the downtown and along US 20 west of downtown. Scattered commercial development exists within largely industrial areas north and south of the downtown core. Approximately 10 percent of the land in Middlebury is in commercial use. Other significant commercial development within the Area of Influence is primarily located along State Road 120. Commercial development includes retail uses (like restaurants, grocery stores, and specialty stores), medical and dental offices, and professional offices.

**Industrial**

Middlebury has two significant industrial centers, one north of the community (partially incorporated) and one south of the community (also partially incorporated). The Middlebury Commerce Center is located north of the town on 19 acres. The center is under development and is currently only 10 percent occupied. The KLT Industrial Park is located south of the community. It is 27 acres and is 20 percent occupied. A third industrial area lies at the intersection of County Road 14 and County Road 35 - current use is a gravel pit. Approximately one-quarter of the land in Middlebury is in industrial use, and nearly one-third of that area is vacant. Other industrial uses are centered along the interstate area in the northern portion of the Area of Influence. Industrial uses include manufacturing, assembly, warehousing, trucking, and similar uses.

**Public/Quasi-Public**

Public and quasi-public uses include government buildings, parks, wildlife preserves, schools, churches, and utility land. Approximately 10 percent of land in and around the community is exempt from property taxation and another three percent is in utility uses. Many of these uses are in the Area of Influence, outside of the corporate limits of Middlebury. There are four elementary schools, one intermediate school, one middle school, and one high school in the Middlebury Community Schools. The district covers the town and the Area of Influence. There are also eleven Amish parochial schools with Middlebury addresses.



## Issues

- **Zoning**  
The Town of Middlebury administers zoning. The Elkhart County is currently in the process of rewriting the zoning ordinance, completion expected in 2011.
- **Mixed Use**  
The R4C district allows for residential with professional offices, but no retail uses. The setbacks seem to favor horizontal mixed use, rather than vertical mixed use in one building since the setbacks don't seem to provide for that possibility. Mixed use districts and standards should be considered in the new ordinance.
- **Planned Unit Development (PUD)**  
The ordinance has a rather open PUD district that allows for mixed use development. The district provides options for general and detailed approval that seem to allow flexibility in the process.
- **Corridors**  
The existing ordinances include setback distances and sign setbacks that are different than the general setbacks for corridors described as "major streets." There is also a Planned Development Corridor District that functions as a floating overlay district. It is not clear where this overlay district should be applied, where it would be required, making it difficult to use and interpret. The new ordinance should consider fixed corridor overlay districts (perhaps one for each road type or road character) that regulate setbacks, signs (more than just setbacks), landscaping, parking and loading, architectural features, lighting, and access management.

## Opportunities

- The Elkhart County Comprehensive Plan and the Horizon Project states goals and objectives that provide opportunities for Middlebury and the region.
  - The County Comprehensive Plan states the following regarding land use:
 

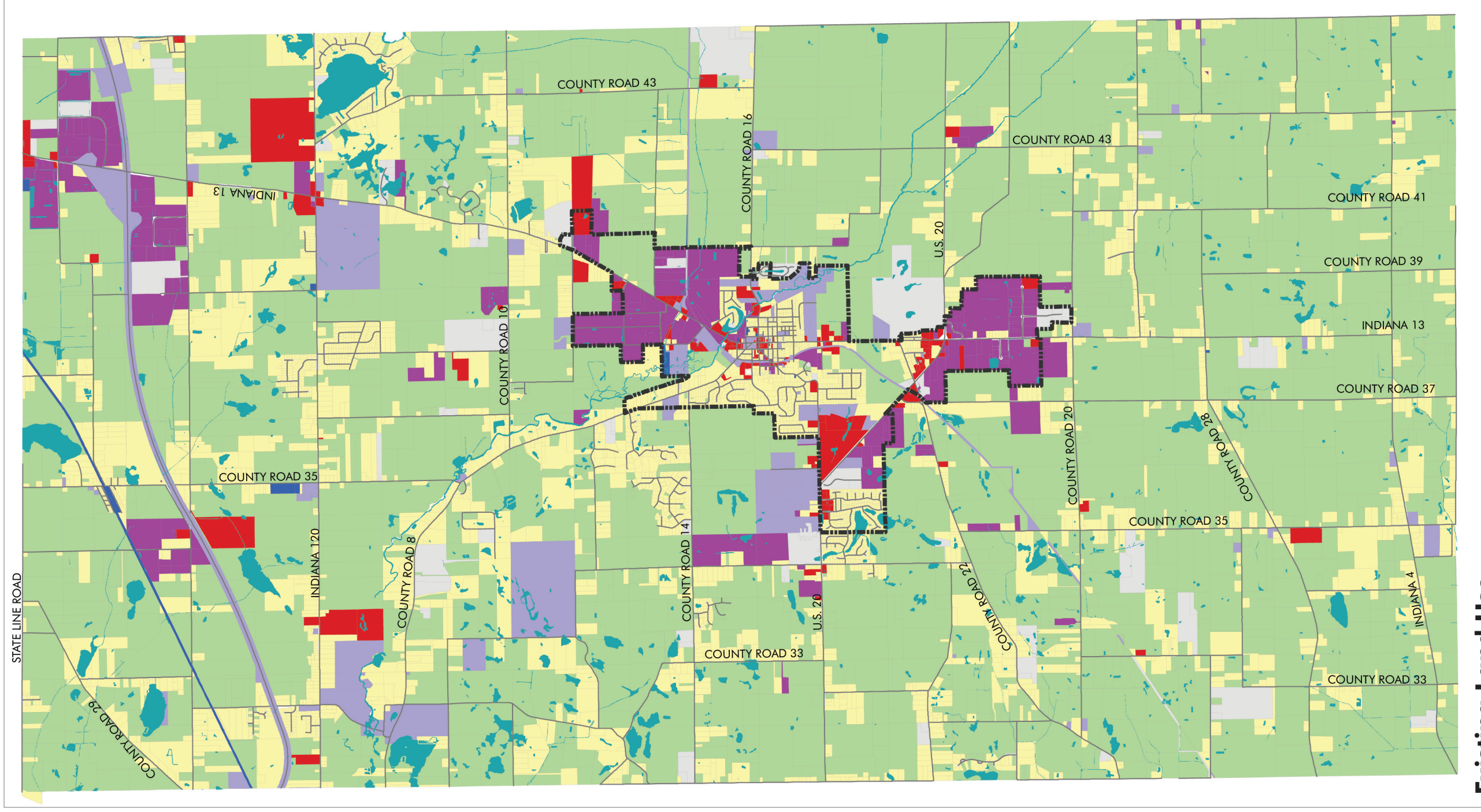
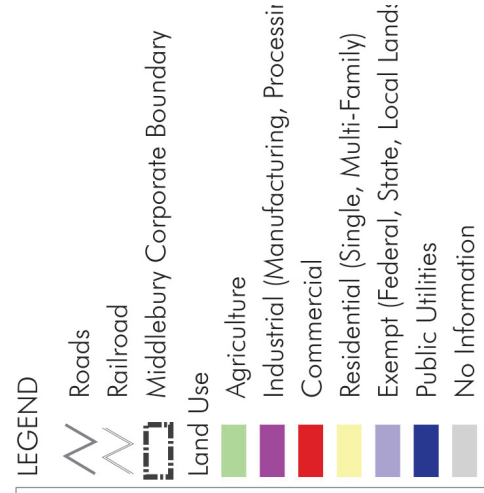
"Residential development is a desirable feature of a well-planned, economically diverse, and livable community. In the county, demand for housing should be met in Urban Growth Areas, and by cities and towns incorporating existing neighborhoods along with, and in proportion to, other land use sectors."

"Commercial development in the county should be directed to Urban Growth Areas, where retail is needed, and in designated transportation corridors, to take advantage of their proximity to municipal infrastructure."

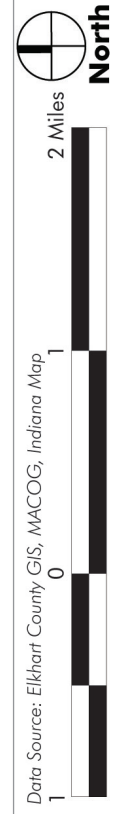
"Industrial development should be encouraged in cities and towns, and within Urban Growth Areas."
  - The Horizon Project has a land use goal of "create a well-planned community that enables compatible development in industrial, commercial, residential, and agricultural sectors while maintaining visual appeal, preserving green space, and protecting the natural environment."

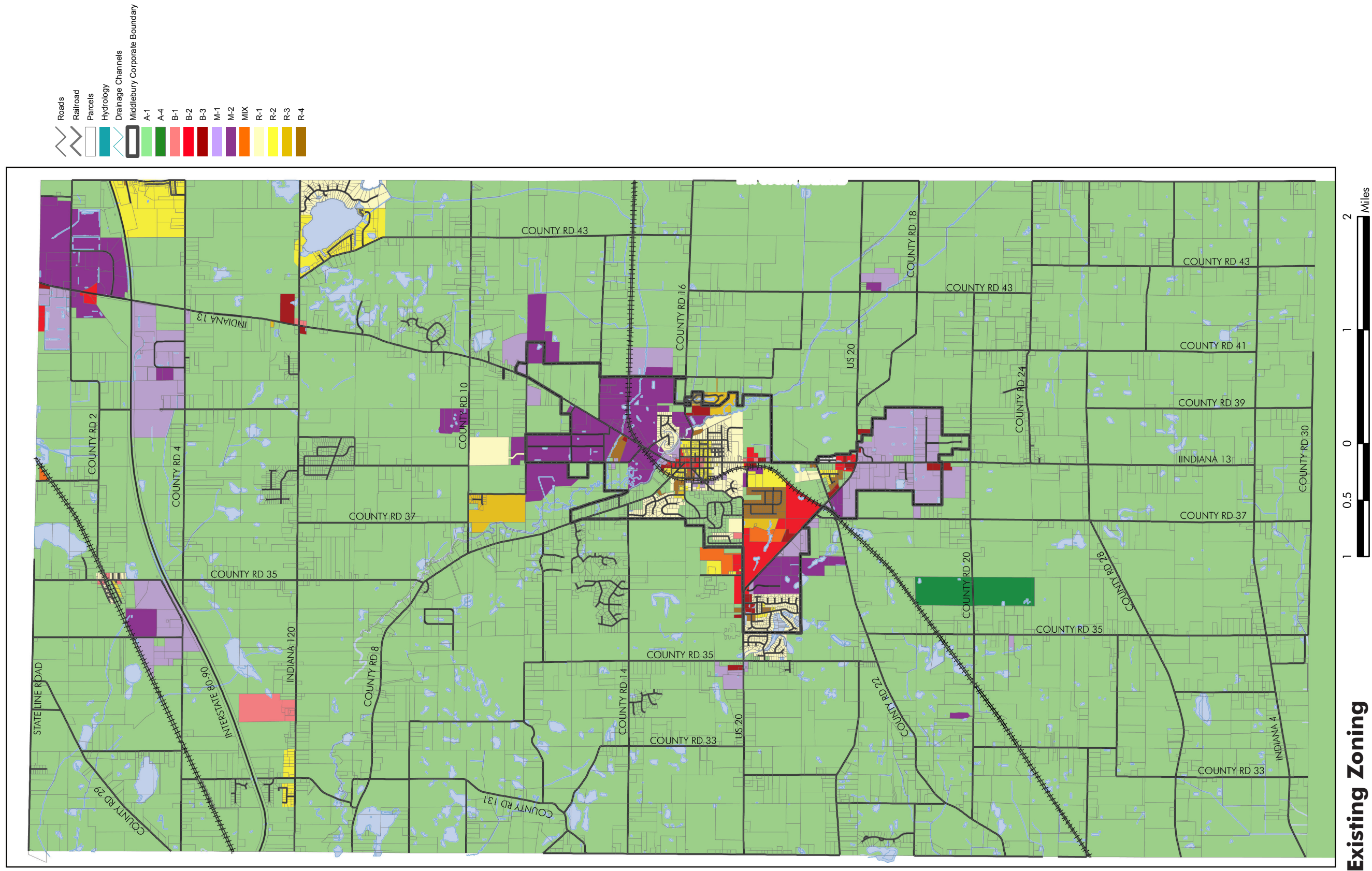
- The new County Zoning Ordinance should consider standards for the following:
  - Landscaping
  - Open space
  - Lighting
  - Parking lot landscaping
  - Shared parking, reduced parking
  - Access management

These standards ideally would be specific to Middlebury and not generic to the whole county. This can be done within the framework of a county-wide ordinance. Also, graphics should be incorporated to illustrate concepts like parking standards, building envelopes, and other concepts that can best be communicated in graphic format.

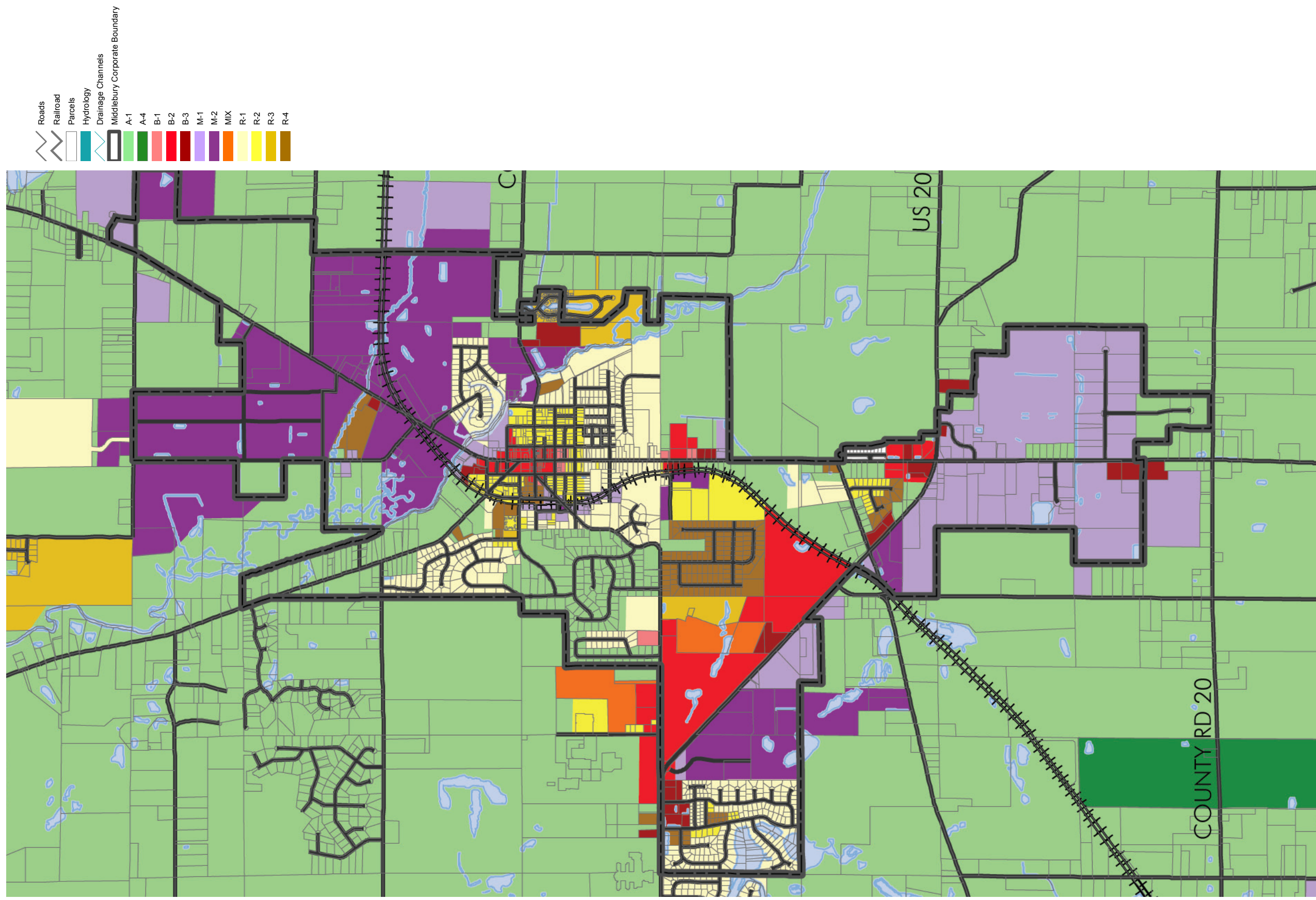


**Existing Land Use**  
Area of Influence





**Existing Zoning  
Area of Influence**



**Existing Zoning  
Middlebury**



Preserve the “Village” character of Middlebury paying special attention to the existing character

## Recommendations

### Preliminary recommendations include:

- Work with Elkhart County on the revised zoning ordinance to ensure the needs of Middlebury are met, including residential districts, corridor overlay districts, PUD, mixed use development, open space and landscaping requirements, and parking.
- Support infill development as a way of managing sprawl and maximizing infrastructure investment.
- Develop higher standards for development, particularly in key gateway and corridor locations.
- Annex areas intended for commercial, industrial, and higher density/intensity residential uses.
- Adopt a “smart growth” approach to development that includes provision for utilities.
- Define agricultural land within the municipal boundaries differently than agricultural land intended for preservation/production in the zoning ordinance and through policy.
- Identify environmentally sensitive areas and areas for future park land based on community recreation needs.
- Identify future needs for schools and other government functions related to projected population and future land use.

### Strategy 1: Preserve the “town” character of Middlebury

- Encourage commercial development that supports, rather than competes with, the downtown.
- Zone areas for “town” density infill, redevelopment, and neighborhood extensions.
- Adopt development standards for infill development and redevelopment to support the existing character and eliminate barriers to infill and redevelopment.

- Zone areas at the outer edge of the community for suburban and rural residential densities.
- Support walkability and connectivity within the incorporated areas of the town.

### Strategy 2: Preserve and protect gateway areas and corridors

- Develop subarea plans for community gateways.
- Develop corridor plans for key corridors and adjacent land uses.
- Adopt a theme or design vocabulary for the community or for specific gateway areas and/or corridors.

### Strategy 3: Annex growth areas

- Adopt utility policies that support annexation for utility extension.
- Plan to annex developing areas and areas needed for future development.

### Strategy 4: Adopt zoning for Middlebury

- Define agricultural districts for supporting agricultural production and land intended for future development differently.
- Consider cluster subdivisions and access management for rural residential areas.
- Ensure districts are compatible with the existing and preferred residential densities for various districts.
- Use overlay districts to protect character of corridors, downtown, and gateway areas
- Use site plan review (development plan review) as a local zoning tool.

### Strategy 5: Develop needs assessments for parks, environmentally sensitive areas, and public lands and structures

- Inventory and assess park and recreation inventory and needs.
- Plan for protection of natural resources and environmentally sensitive areas.

- Work with the schools to identify short and long term capital needs.
- Identify needs for additional public lands and structures.

### Tasks:

- Adopt a zoning ordinance for Middlebury, or include needed districts and standards specific to Middlebury in the Elkhart County zoning ordinance. Include a site plan review process.
- Revise subdivision control ordinances to support cluster development and limit driveway cuts on county roads. Require sidewalks in subdivisions with a density of one unit per acre or higher.
- Fill in gaps in the sidewalk network to support connectivity.
- Develop an annexation strategy.
- Maintain a five-year parks and recreation plan.
- Develop a natural resource preservation plan.
- Implement a GIS system for analysis, potentially using the Land Evaluation and Site Assessment (LESA) system.
- Develop a school capital improvement plan.
- Conduct a needs assessment for public lands and structures.



Conservation subdivisions and neo-traditional development can minimize the impact on the environment for rural areas that surround Middlebury

### Additional Information:

#### Cluster subdivisions

Cluster subdivisions are used in the rural fringe of a community to minimize the amount of infrastructure that must be developed and maintained to support a small number of homes. They tend to have smaller lots than would otherwise be allowed in the rural areas and do not have individual home access to the county road system. In some cases alternative systems for wastewater management are used to avoid use of septic systems.

#### GIS

Elkhart County currently operates a Geographic Information System (GIS), including a public web browser, that has layers for roads, railroads, parcels, bodies of water, soil topologies, subdivisions, political boundaries, conservancy districts, tax increment finance districts, and aerial photography. This system can be used to evaluate the appropriateness of an area for development.

The Land Evaluation and Site Assessment (LESA) system was developed by the Natural Resource Conservation Service (NRCS) and can be used to evaluate land for agricultural use (beyond soil classification) and perform site assessments for development. For more information, visit <http://www.nrcs.usda.gov/programs/lesa/>.

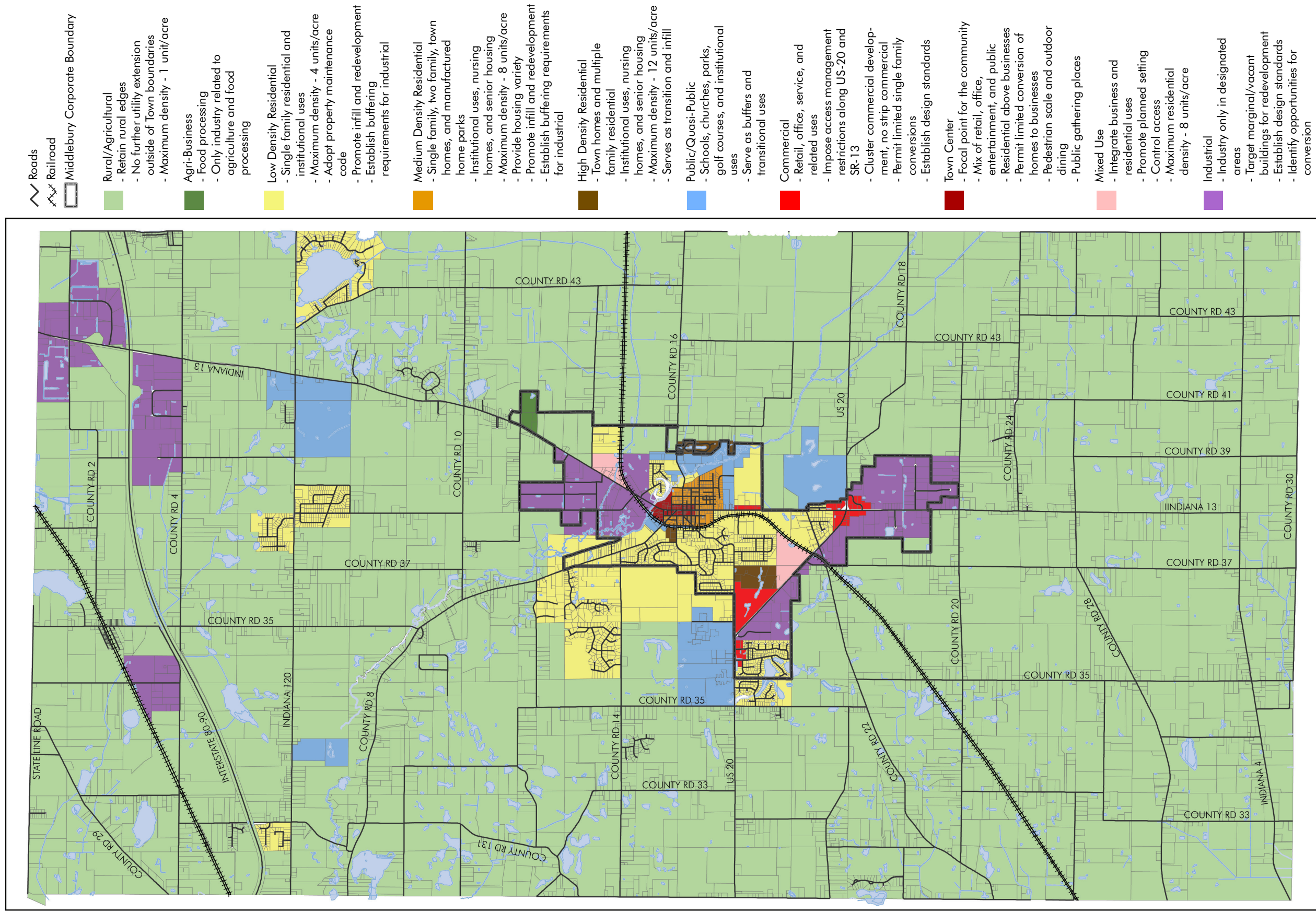
#### Connectivity

Connectivity addresses how various developments are connected to one another and to the overall community for vehicles, pedestrians, and bicyclists. Connected communities promote walking and biking, which contribute to a healthier community and fewer vehicle miles traveled. Methods of promoting connectivity include requiring sidewalks on both sides of the street when residential density exceeds one unit per acre, requiring multi-use paths on collectors and arterials, providing bike lanes on collectors and arterials, and providing direct access for pedestrians and bikers to destinations. It

also includes developing street networks with redundancy and that limit unnecessary vehicle trips on arterial roads.

#### Site plan review

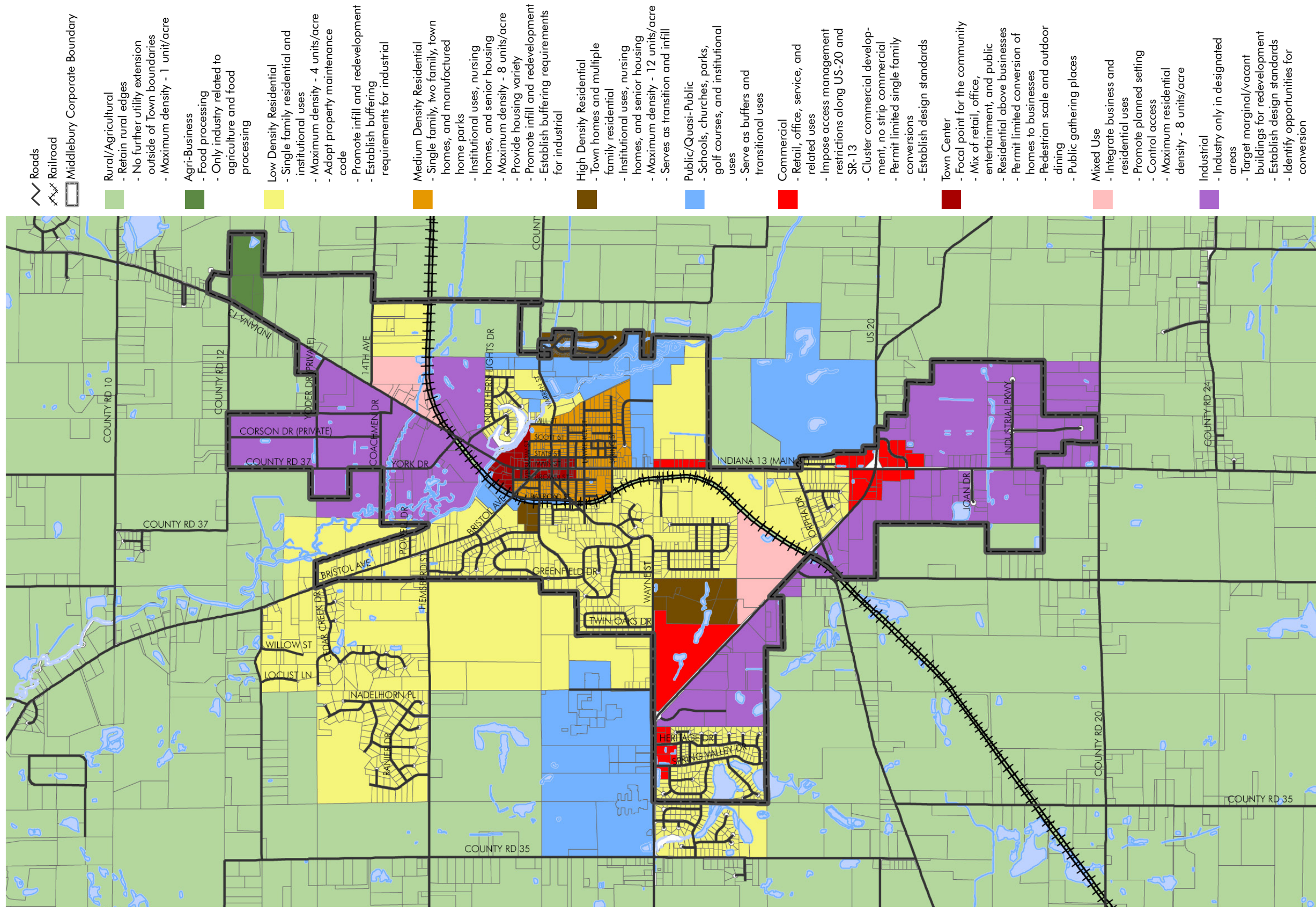
The 1400 series of IC 36-7-4 allows for communities to use a development (site) plan review process in reviewing proposed development. In order to use development/site plan review, the community must specify in the zoning ordinance the development requirements, the required plan documentation and supporting information, the development requirements that may be waived, procedures for the development plan review, and who will be making the decision to approve a development plan (planning commission, hearing examiner, or staff). Such requirements in zoning, subdivision or relevant documents must be coordinated with existing development standards to be consistent in approach.



Data Source: Elkhart County GIS, MACOG, Indiana Map

# Future Land Use Area of Influence





 Roads  
 Railroad  
 Middlebury Corporate Boundary

**Rural/Agricultural**  
 - Retain rural edges  
 - No further utility extension outside of Town boundaries  
 - Maximum density - 1 unit/acre

**Agri-Business**  
 - Food processing  
 - Only industry related to agriculture and food processing

**Low Density Residential**  
 - Single family residential and institutional uses  
 - Maximum density - 4 units/acre  
 - Adopt property maintenance code  
 - Promote infill and redevelopment  
 - Establish buffering requirements for industrial

**Medium Density Residential**  
 - Single family, two family, town homes, and manufactured home parks  
 - Institutional uses, nursing homes, and senior housing  
 - Maximum density - 8 units/acre  
 - Provide housing variety  
 - Promote infill and redevelopment  
 - Establish buffering requirements for industrial

**High Density Residential**  
 - Town homes and multiple family residential  
 - Institutional uses, nursing homes, and senior housing  
 - Maximum density - 12 units/acre  
 - Serves as transition and infill

**Public/Quasi-Public**  
 - Schools, churches, parks, golf courses, and institutional uses  
 - Serve as buffers and transitional uses

**Commercial**  
 - Retail, office, service, and related uses  
 - Impose access management restrictions along US-20 and SR-13  
 - Cluster commercial development, no strip commercial  
 - Permit limited single family conversions  
 - Establish design standards

**Town Center**  
 - Focal point for the community  
 - Mix of retail, office, entertainment, and public  
 - Residential above businesses  
 - Permit limited conversion of homes to businesses  
 - Pedestrian scale and outdoor dining  
 - Public gathering places

**Mixed Use**  
 - Integrate business and residential uses  
 - Promote planned setting  
 - Control access  
 - Maximum residential density - 8 units/acre

**Industrial**  
 - Industry only in designated areas  
 - Target marginal/vacant buildings for redevelopment  
 - Establish design standards  
 - Identify opportunities for conversion

Data Source: Elkhart County GIS, MACOG, Indiana Map



**Future Land Use**  
 Corporate Boundary

October 6, 2010



## Future Land Use Plan

This plan is a policy document, intended to provide guidance to County and Town officials, developers, and residents regarding the desired direction for the community's future growth and development. It is a long-range vision of a desired end result. In some cases, the recommendations for the future do not match the existing conditions. This is deliberate with the goal that, over time, redevelopment can occur in select locations or other transformations will result in a land use pattern and quality of development that more closely coincide with the long-range vision and adopted goals of this plan.

The comprehensive plan, however, is not the zoning ordinance. While the plan is an important tool and should serve as a foundation for zoning decisions, it does not, by itself, modify existing zoning. In some cases, it is recommended that the existing zoning of certain properties be changed to support the plan. Specific recommendations related to changes in zoning and the zoning ordinance (under the jurisdiction of Elkhart County) are provided elsewhere in this document.

### General Recommendations and Guiding Principles

The following recommendations are based on the current conditions in and around the town, input received from the general public during the course of the planning process, and the goals established by the planning committee.

- Those properties adjacent to the Town's corporate boundary that are developed or zoned for business, industry or more dense residential development than rural should be annexed.
- As a policy, the Town should not extend infrastructure or offer other municipal services beyond its boundaries without annexation.
- Existing infrastructure (roads, parks, utilities) should be maintained and

improved to ensure a high quality of service and an image consistent with the goals of this plan.

- Limit additional industrial and commercial rezoning within the Town and surrounding area of influence. Existing vacant or underutilized commercial and industrial areas should be downzoned for residential or mixed use development.
- Discourage expansion of isolated business and industrial areas scattered across the "area of influence." Future rezoning of property for intensive business or residential use outside the Town boundaries should not be permitted.
- Adaptive reuse and redevelopment of existing sites should be promoted whenever possible, in lieu of new development. In particular, where residential abuts commercial or industry, mixed use infill or redevelopment should be used to provide an appropriate buffer or transition.
- Recognize the different types of development in various commercial nodes in the community and encourage the right commercial uses in the right location (highway-oriented uses at US 20/SR 13, niche retail and dining in town center, tourism-oriented development near Essenhaus). Distinct zoning districts should be applied to each of these locations.
- Commercial development should be concentrated at specific nodes, rather than linear strips.
- Development quality should be emphasized for all new projects and redevelopment. Building materials, site layout, landscaping, signage and lighting should all be considered.
- Major gateways into the Town should be protected and enhanced. Land uses, screening, signs and landscaping should be carefully controlled to create the desired local identity and positive first impression.
- Protection of natural resources should be a prime consideration in all developments (developing around tree stands, requiring tree preservation, incorporating wetlands and streams as site features, etc.)

- New residential development should be required to have internal and external connectivity and be compatible in density and character with adjacent development. Sidewalks and pathways should be required. Gated developments and cul-de-sac streets should be avoided.
- The Town should adopt a property maintenance code to ensure that homes and property are properly maintained, property values are protected and neighborhoods remain stable.
- A formal agreement and procedure should be put in place with the county to give the Town Council final approval (or veto authority) of adoption of zoning text changes, adoption of plans, and PUDs affecting property within the Town boundaries.
- Establish a local Board of Zoning Appeals so there is a local due process mechanism for zoning decisions within the Town. This could be a division of the county BZA.

### Future Land Use Map

The future land use map is an integral component of this plan. It is a graphic illustration of the physical development pattern that is consistent with the adopted vision and goals. Because of the diversity of the Town and its surrounding area of influence, there are several land use categories depicted on the map. Each has a distinct purpose and should be supported by similar zoning districts within the county zoning ordinance.

- Rural/Agricultural: This designation is intended to retain the rural character of land surrounding the Town and avoid intense development that might eventually require the premature and expensive extension of infrastructure. Appropriate uses are agriculture and very low density single family residential. A maximum density of one unit per acre (preferably much less dense) is recommended. By restricting the density of development and prohibiting the extension of utilities into

these areas, the rural edges around the Town will be preserved and development will be concentrated within the Town. While a few small areas within the Town are shown as Rural/Agricultural, most of this land use is proposed for the surrounding area of influence.

- **Agri-Business:** More closely aligned with Rural/Agricultural than Industrial, this land use category is limited to those businesses and industries specifically related to agriculture and the processing of agricultural products. Large scale food processing facilities should be located here, in the midst of the area’s abundant agricultural lands. One area is designated for such activity in the extreme northeast corner of the Town.
- **Low Density Residential:** Much of the land within Middlebury is already occupied by low density residential development. These are generally neighborhoods whose predominant use is single family homes complemented by parks, schools and churches. It is this neighborhood character that contributes much to the character and charm of the Town. The Low Density designation is intended to retain that character. Densities up to four units per acre are appropriate and would be consistent with much of the established development pattern.
- **Medium Density Residential:** This designation recognizes the traditional development pattern of some of the earliest established neighborhoods in the Town by providing for higher density development and a broader range of potential uses. The largest area of Medium Density Residential is found surrounding the town center where existing homes occupy very small lots within a traditional grid street pattern. Some homes in this area have also been converted to two or more unit rental properties. Other MDR locations are identified where medium

densities already exist and/or where such development could serve as a transition use from business or industry to lower density residential. Appropriate uses in the MDR areas would include single family homes, two-family dwellings, townhomes, manufactured home parks, senior housing and assisted living facilities, and related institutional uses. Densities of up to eight units per acre are recommended.

- **High Density Residential:** Providing for fairly dense townhome and multiple family development is the main function of this category. Other uses such as institutional, senior housing and assisted living would also be appropriate in these areas. The HDR designation is intended to provide for varying lifestyles within the community and serve as a suitable buffer, transition or infill use in select locations. Maximum recommended density is up to 12 units per acre.
- **Mixed Use:** This designation recognizes that some redevelopment areas or fairly large parcels may lend themselves to a combination of uses in a planned setting. For example, commercial uses may be integrated with residential in the same building or on the same property. Or live/work units may be created, combining main floor retail or office with upper story apartments. Residential densities should not exceed eight units per acre. This designation is not meant to be a “catch all” and should be limited in its application. Two areas, a vacant industrial site on the north side of town and a large undeveloped tract in the south, have been designated as Mixed Use. Vehicular access to these areas should be controlled.
- **Town Center:** The Town Center is intended to be the focal point of the community, an activity center that integrates retail, restaurants, offices, entertainment and public spaces within a concentrated hub. Residences surround the Town Center and

dwellings may also be incorporated above main floor businesses. This area is largely developed and, while some infill may be possible, new opportunities may come in the form of redevelopment. Limited conversion of existing single family homes to offices or shops may be permitted, but should be carefully controlled to protect adjacent neighborhoods. The pedestrian scale of the Town Center should be preserved and enhanced. Amenities such as outdoor dining should be encouraged. Auto oriented uses (gas stations, drive-in restaurants, big box stores, etc.) should not be permitted in the future.

- **Commercial:** Outside of the Town Center, other specific locations are designated for Commercial. These areas may contain a variety of retail, office, service and related uses, depending on the location. For example, the Commercial area at Wayne Street and US 20 should be oriented, as it is now, toward visitors. Lodging, restaurants, gift shops and similar uses are appropriate here. On the other hand, large retailers, drive-in restaurant, gas stations and other highway oriented establishments should be confined to the node at US 20 and SR 13. Development should be clustered at defined nodes and should not be permitted to extend in linear patterns along arterial roadways. Access management restrictions should be imposed, especially along US 20 and SR 13. Design standards for landscaping, signs, lighting and building materials should be adopted to support the desired image of the community and protect the major gateways.
- **Industrial:** Middlebury and the surrounding area of influence contain a substantial quantity of industrial land and buildings. Some of this land and even some large facilities are vacant. The plan recommends a consolidation of industrial development to more supportable levels. Many of the current industrial lands on the



north, south and west ends of Middlebury continue to be designated for Industrial, along with locations in the northern part of the area of influence along I-80/90. Others are proposed for alternate uses. Additional industrial zoning beyond these designated areas should not be permitted. Opportunities for conversion of marginal industrial to other uses should be sought, as well. Design standards should be established for all future and expanded industrial development.

- **Public/Quasi-Public:** This designation is applied to significant public, institutional and recreational uses including schools, churches, parks, golf courses and similar uses. In many cases, these uses contribute to the fabric of neighborhoods and to the community-at-large. They may also serve as buffers or transitional uses between residential and non-residential development.

### Zoning Recommendations

Full implementation of the Middlebury Plan will require the support of zoning regulations tailored to specific conditions within the Town. Currently, Middlebury is under the zoning jurisdiction of Elkhart County which is in the process of updating its ordinance. While the proposed regulations are a substantial improvement over those currently in force, they do not fully address some important conditions and needs within the Town of Middlebury.

These items are discussed, as follows:

#### Organization & Procedures

- **Authority**  
Middlebury currently does not have any local authority to regulate land use and development within the community. This authority has been delegated through an

agreement with Elkhart County dating to the 1980s to the county staff, plan commission, board of zoning appeals and county commission. However, the county has chosen not to organize as an "area plan commission" which, under Indiana Code, provides for municipalities to assign zoning authority to a county and be represented on the plan commission. Instead, the current structure is an "advisory plan commission" where the authority and procedures for assuming responsibility over municipal zoning are far less defined. It is recommended that one of the following actions be taken: a) the county reorganize its plan commission as an "area plan commission" and follow the prescribed procedures, or b) the Town of Middlebury create its own advisory plan commission and BZA, but continue to utilize county staff for administration and enforcement of a locally adopted ordinance.

- **Representation**

Under the "area" planning law, Middlebury would be entitled to representation on the county plan commission. No such representation is required under the "advisory" law. It is recommended that Middlebury seek representation on the plan commission and BZA (or have a Middlebury division of the BZA formed per Indiana code).

- **Administrative Procedures**

No formal process appears to be in place for reviewing and deciding upon zoning or subdivision requests. The current process, according to Town officials, relies on an informal arrangement whereby requests for rezoning, special exceptions and variances are submitted to Elkhart County which, then, notifies the Town of such request and affords local officials an opportunity to review and comment on the request. Within Middlebury,

there is no formal procedure in place for circulating and reviewing such requests or providing an "official" comment. In any case, the opportunity for local review appears to be essentially a courtesy and the county is not bound by any agreement to act in accordance with the desires or recommendations of the Town. A more formal procedure is recommended to ensure that Middlebury not only has a voice, but authority over what occurs within its boundaries relative to land use regulations and the comprehensive plan.

- **Development Plan Review**

This is an essential tool in any zoning ordinance for controlling the quality of development. It provides an opportunity to examine proposed building layout and site design and work with developers to achieve a result that not only conforms to the minimum ordinance requirements but the overall vision of the community. Details such as landscaping, driveway placement, sign location, pathways, drainage features, sight lines and relationships to adjoining uses/buildings are all appropriate considerations in the plan review process that go beyond conformance with setbacks and other minimum requirements. The development plan review process proposed in the county ordinance only applies to a limited number of districts and would not give Middlebury the needed review opportunity over proposed projects in the community. Development plan review should be extended to apply to all non-residential development and all major subdivisions. Architectural review, especially in the town center, could also be conducted for consistency with the comprehensive plan.

#### Zoning Districts

- **Zoning Map**

A zoning map has not yet been developed

to show how the districts in the proposed zoning ordinance would be applied in Middlebury or how they relate to the future land use categories in the comprehensive plan. Application of the districts in the community could affect the practicality of some of the regulations for existing businesses and infill development; but until the map is developed a parcel by parcel assessment is not possible. It is recommended that the Town officials work closely with the county in drawing those boundaries to ensure the zoning map supports the comprehensive plan.

■ Highway Overlay District

The comprehensive plan advocates control over the use, appearance and access for properties along Middlebury’s major arterial corridors, US 20 and SR 13 in particular. Regulations pertaining to landscaping, signs, lighting and access management are critical to protecting the character and image of the community along these highly visible corridors. Such protections are commonly achieved through a corridor overlay district. However, the proposed ordinance does not include a corridor overlay district and relies on more general requirements common to all areas of the county. It is recommended that a corridor overlay district be included within the new ordinance.

■ Village Commercial District

The proposed Village Commercial District distinguishes between the town center area and other commercial districts in terms of lot size, setback, permitted uses and other characteristics. However, the district is too generic in relation to supporting Middlebury’s town center planning objectives:

- Certain personal service uses (dry cleaners, print services, nail salon, etc.), entertainment venues (theaters

or museums) or even some public uses (town hall/administrative offices or library) are not specifically provided for in this district, though town centers are desirable locations for these uses. Limited residential (above street-level shops) should also be permitted.

- It is unclear whether outdoor/patio dining is permitted in the village commercial (or any other commercial) district. Providing outdoor seating in connection with a restaurant, coffee shop, bakery or similar use is essential to creating a vibrant atmosphere in the town center.

- Some uses that are permitted in the Village Commercial district are contrary to the recommendations of this comprehensive plan (gas stations, vehicle repair, auto-oriented businesses and drive-in restaurants). Even though these uses require special exception approval, their inclusion in the district is inappropriate and makes it difficult to deny such a use, if requested, or to facilitate the removal of such a use that may already exist.

- Parking requirements in the ordinance do not make allowance (reduced parking requirements, shared parking, off-site parking, etc.) for downtown or town center conditions. Village commercial uses, therefore, will be required to comply with the same parking standards as commercial uses in other areas, which may preclude infill and redevelopment or, at best, necessitate frequent variances. Special accommodations should be provided for parking in the Village Commercial District.

■ R-2 (Two Family) and R-3 (Multiple Family) Districts

The minimum and maximum requirements specified in these two districts appear to be inconsistent with existing conditions in Middlebury and may preclude desirable

development at appropriate densities consistent with the town character. For example:

- The proposed R-2 District permits two-family (duplex) dwellings but requires a minimum lot size of 29,000 square feet (over half an acre) and a 75 foot front yard setback which is likely to make all existing duplexes within the town nonconforming. In an urbanized setting, such a large lot size (yielding only three units per acre) and deep setback is unwarranted and undesirable. A density of four to six units per acre is much more appropriate.

- Likewise, the R-3 District permits multiple family dwellings but only at a very low density (six units per acre). In addition, while townhomes may be intended as multiple family dwellings, they are more commonly considered “attached single family” which are not listed as a permitted use but are defined in the ordinance. However, the definition limits them to no more than three units per building. Both the density limitation and restriction on townhome units are inappropriate. Higher density is often needed to allow flexibility in arrangement of buildings, to provide for resident amenities and to support development costs. A range of eight to twelve units per acre would be compatible with the character of Middlebury.

■ MU (Mixed Use) District

This district, which could be very appropriate for redeveloping many of the town’s vacant or underutilized industrial areas, permits a wide array of business uses, but only allows residential in the upper floors of structures with businesses on the main level. In other words, freestanding single family, two family, or multiple family dwellings are not permitted. This is a significant limitation



that could preclude desirable mixed use development within the community. Much more flexibility is needed in relation to the allowed mix of uses and the arrangement of those uses within a site. However, big box and similar large scale commercial would not be appropriate. Residential densities of eight units per acre would be reasonable.

■ **AB (Agricultural Business) District**

This district would be well suited to accommodate the Meijer facility on the northern edge of the Town. To ensure that the existing and planned facilities on this site can be accommodated, it is recommended that the permitted use section include “processing, preparation, production, packaging and distribution of food products.”

■ **Other Provisions**

**Churches** – The proposed ordinance does not permit churches (place of worship) in any residential district. They are permitted in the Institutional (IS) District and in various commercial districts. In order to prevent large-scale nonconformities throughout Middlebury, this will require that the property occupied by most churches (in residential neighborhoods) be rezoned to IS, creating tiny pockets of IS zoning throughout the community. Once done, this would also open the possibility for any use permitted in the IS District to be located on such property if the church ceased operation. Churches in Middlebury are an integral part of the community fabric and are generally found in the midst of residential areas. It is recommended, therefore, that churches be included as a permitted or special exception use in all residential districts rather than the IS District.

**Parking** – In addition to the prior concern noted about the ordinance’s lack of

accommodation for parking in the Village Commercial District (town center), another parking-related item should be considered as it relates specifically to Middlebury. It is recommended that some provision be made in the parking requirements for horses and carriages in light of the substantial population that relies on this mode of transportation.

**Subdivision Control Ordinance**

**Section 2.05 (A)(4)**

This section discourages grid street patterns which may inhibit extending the traditional development pattern of the Town, and generally discourages walkability and connectivity

**Section 2.21 Sidewalks, Pathways and Pedestrian Ways**

This section requires an easement for sidewalks, but the ordinance does not require the construction of sidewalks. This makes it very difficult and highly unlikely that such pedestrian accommodations will ever be installed, unless done at public expense at a later time. The time to require sidewalks and pathways is at the time a project is constructed and the developer provides them. This should be required.

**Section 3.05 Technical Review Process**

There is no reference in the subdivision control ordinance to using the Middlebury design standards for projects in Middlebury. Town officials are not afforded formal representation to review technical standards to ensure that facilities which the Town will maintain are constructed to local standards. This should be changed, similar to the recommendations relative to the zoning process, to give the Town Council or other local entity review authority over subdivisions.



COMPREHENSIVE STRATEGIC PLAN

# DOWNTOWN/TOWN CENTER



## Downtown

### Existing Conditions

Downtown Middlebury has a combination of culture, retail, services, institutions and housing. The historic building stock, consisting of turn of the century structures, enhances the feel of downtown. Although several buildings have undergone rehabilitation, the lack of building maintenance, merchandising and absence of improved public amenities distracts from the potential of downtown. The retail area in downtown is anchored by the Library, Historical Museum, First State Bank, Varns and Hoover Hardware & Old Hoosier Meats & Cheese.

In addition to the retail shops, restaurants and service providers located in downtown, several public facilities are located within the town center that serve as cultural destinations for visitors and residents of Middlebury. Retailers and restaurateurs benefit from the visitor traffic generated by these facilities and it is important to recognize the value these facilities bring to the "Town Center" experience.

The Fire Station / EMS facility is located on Main Street and provides fire protection and emergency medical services throughout the town and surrounding area. While not a facility that generates visitor traffic into the town center, the Fire Station / EMS facility is a prominent structure and serves as an architectural gateway into the town center when traveling from the north.

Downtown is connected to the surrounding neighborhoods through great walkable streets. Approach to Downtown from the south side consists of tired housing and the presence of a CVS, McDonalds and Self Storage at the intersection of Main Street and US 20, which provides an image of suburban character that does not match up to Middlebury's quaint and small-town feel. Main Street acts as the main thoroughfare and provides entrance into Downtown. Wayne Street serves as a secondary entrance to Downtown and is also used as primary access by the town residents. Lack of appropriate signage and wayfinding is one of the major issues within Downtown.



Typical retail choices along Main Street (SR 13).

The Middlebury Community Historical Museum is an important community facility as well. Located along Bristol Avenue, the museum provides visitors with a glimpse into the Middlebury area's history. The museum features historic information for the Townships of Jefferson, Middlebury & York. The current focus of the museum appears to be on the historic evolution of the community while offering exhibit space for permanent collections as well as flex space to accommodate traveling exhibits from other museums. The museum serves the education community as well as providing researcher's access to historical information and genealogical data.

The Library is located in a picturesque setting along Main Street on Winslow Street. The library serves Middlebury as a community educational center offering unique programs such as film festivals, children's programs, computer classes and community forums. Meeting rooms are available to community interest groups to reserve, which brings a variety of Middlebury area residents into the facility. The Library's location is important as a "Town Center" component. Green space flanks the building to the south and provides a central town gathering place for residents. The park space reaches across Main Street to the west creating a significant visual break to the character of Main Street and provides the beginnings of a "Town Green."

### Issues

- Absence of a sense of place/identity.
- Gas/service stations on the two prime corners in downtown creates a huge problem for developing a true town center experience.
- Absence of appropriate signage and wayfinding for parking and other destinations.
- Large number of trucks run through Downtown adding to the traffic and circulation problems.
- Poor conditions of housing and conversion to rental units.

### Opportunities

- Enhancement of identity of Downtown.
- Redesign the greenspace on both sides of Main Street to serve as a true town center. Encourage infill development on edges of greenspace.
- Linkage to facilities such as the Middlebury Community Historical Museum can broaden the territory of downtown allowing the Town Center to serve as an economic development engine. It reinforces the importance of downtown and could become a catalyst for additional development in and around the Town Center.
- The visitor traffic generated by the Library is significant and should be recognized as such. The Library location in the downtown promotes the importance of the "Town Center" through social and economic sustainability. Under the right circumstances, mixed use infill development could be built on the edges of the park space and help frame the park as a true "Town Center". This would build more density into the Town Center and begin to promote more pedestrian traffic in an east/west fashion and encouraging more retail/restaurants to be developed.
- Wayfinding signage and enhanced public realm space would provide major lift to the aesthetics and help to recruit retailers.
- There is an opportunity to capture a large amount of traffic that runs through Downtown.
- Additional retail, restaurants and Bed & Breakfasts would strengthen downtown.
- Enhancement of the connectivity to the adjacent areas and neighborhoods along with improved connections to trails and bikeways.



Example of a Facade Enhancement Program at work in Harrisonburg, Virginia. Façade enhancement programs can substantially improve the appearance of Downtown buildings and helps to enhance overall environment.



Example of a streetscape in Grand Rapids, Michigan. Development of inviting streetscape features provides improved identity and increases pedestrian activity.

## Recommendations

### Strategy 1: Fix the “simple” things

To provide a welcoming appearance to visitors, shoppers, residents, it is important that downtown areas are well maintained with regular clean-up. Before embarking on the implementation of more complex and time consuming strategies, which are often times impeded by political and financial constraints, it is recommended to concentrate on the “simple” initiatives. This might include regular maintenance and upkeep, aesthetic treatment, sidewalk repair, provision of easier public amenities, customer service, etc. These would instill confidence within the residents and start to create a “sense of place”.

### Strategy 2: Preservation of historic and cultural resources

It is of prime importance to preserve Middlebury’s historic resources including buildings, structures, sites, heritage areas, archeological sites and related cultural identities. Lack of appropriate local and/or regional preservation policies often result in decay of the existing built form that is worth restoring and preserving. The following policies will help to preserve and enhance the “sense of place” for the community.

- It is recommended for the Town to work in collaboration with stakeholders, private sector, independent organizations and citizens to promote awareness regarding preservation and its benefits.
- Appropriate preservation policies should be developed in cooperation with state and regional initiatives. The policies should be related to overall growth management strategies of compact communities, neighborhood conservation and cohesion and economic development.
- The Division of Historic Preservation and Archeology within the State of Indiana Department of Natural Resources provides guidelines for preservation and policy implementation. The Town and related historic preservation entities should discuss

adoption of such policies with the State and regional departments for appropriate implementation.

- In the interim, all potential development should be reviewed in the light of historic and cultural preservation. Adopt a policy to temporarily delay the alteration and/or demolition of cultural resources.
- Establish a Historic Easement Program for Downtown Middlebury to protect its historically and architecturally significant buildings, settings and scenic and natural resources and enable historic property owners to obtain a substantial tax deduction on their easement contribution within Downtown.
- Research and secure funding for historic preservation initiatives. Apply different preservation tools/techniques that broaden the scope from individual buildings through façade enhancement and tax incentives to conservation design and land banking to preserve farmland.
- Alternative building codes should be followed for adaptive reuse within existing structures.
- Implement a “Facade Enhancement Program” sponsored by the Chamber of Commerce. This would be an excellent way to achieve dramatic improvements in the downtown’s appearance at relatively low cost. In some communities, grants are made available to a select number of properties and these grants will cover fifty percent of the cost of the enhancement up to a fixed dollar amount of a few thousand dollars per facade. It is a way to address such situations as covered over or painted facades and windows, holes from old signs, unattractive signage, etc.

### Strategy 3: Promote participation within the Indiana Main Street (IMS) program

Indiana Main Street (IMS) was established to provide economic revitalization and professional assistance to participating communities. For additional information refer to <http://www.in.gov/ocra/2364.htm>.

### Strategy 4: Enhance the downtown areas to reflect a true “Town Center” environment

Inviting public open spaces within the built form provides the relief within the urban framework. Presence of public amenities, appropriate lighting, other streetscape elements, improved storefronts, proper signage and wayfinding elements will help to instill an environment of safety and will generate confidence within shoppers and visitors to frequent downtown. Physical linkages such as streetscape, trails, bikeways and greenspace promote alternative transportation to connect Downtown and the residential neighborhoods and also with the surrounding communities.

- Apply historic preservation policies (discussed above) for adaptive reuse of existing downtown buildings.
- Promote public gathering opportunities within downtown.
- Enhance existing streetscape within downtown with the following measures:
  - Establish standards for amenities, furniture, building facade, signage, etc. through detailed design and implementation.
  - It is recommended to maintain the existing roadway widths within downtown and if necessary utilize road diet tools to minimize automobile traffic hindrances to the development of a village-style quaint, pedestrian oriented environment.
  - Sustainable streetscape elements should be explored (eg. rain gardens and rain water harvesting, optimum amount of trees and green spaces to reduce heat island, etc.)
  - Maintenance of the streetscape elements should be funded by the Town for the initial term until the responsibility is handed over to a Special Improvement District (refer to Downtown Strategy 6)
- A public art program should be instituted within the downtown area that showcases the heritage and culture of Middlebury including that of the Amish community.



Small scale mixed use/infill building in Grand Rapids, Michigan that keeps in the context of the neighborhood but also adding a modern touch.

**Town Center**  
 To create better sense of place the Downtown area is hereafter recommended to be called as "Town Center". Physical enhancement concepts of the Town Center area is included within the Master Plan section of this Plan.

- Create a strong sense of identification and entry into the Downtown of Middlebury. Clear and attractive signage should be installed in appropriate locations to direct visitors to destinations including buildings and public parking areas. A gateway image should be developed using a combination of signage, landscaping, and architectural elements. Signage should be designed as part of a recommended comprehensive streetscape master plan that will include directional/wayfinding program. The Town should work with an urban design consultant and environmental graphic designer in collaboration with relevant Elkhart County and State of Indiana departments.
- It is recommended to garner collaborative review process for any/all improvements between Town and the County officials and promote strict enforcement guidelines for compliance standards based on current regulations ranging from basic maintenance and upkeep to code violations.
- Develop design and development guidelines for redevelopment and new developments. The guidelines shall include principles for creation of built form along with public realm and also preservation of open space and environmentally sensitive areas.

**Strategy 5: Promote infrastructure improvements within downtown areas**

The goal for infrastructure improvements is to maintain the inventory listing of the utility infrastructure items, and develop and maintain an infrastructure and utility master plan. The strategies for inventory, upgrade and maintenance should be further discussed and detailed out by the Town Engineer in conjunction with the County Engineer and other responsible stakeholder organizations. The existing Standard Specification and Development Guideline should be followed for any and all improvements within downtown and Town limits. Refer to Infrastructure section for additional strategies.

**Strategy 6: Promote mixed use and infill development**

As Middlebury positions itself towards balanced growth (residential, commercial, industrial, recreational, etc.) it will attract additional population and visitors. Although it is recommended to preserve the village-style environment within the urban core, further density and capacity analysis should be performed that will help to evaluate the balance between preservation of character and sprawl. This will also help to maximize the utilization of existing infrastructure and utility resources. It is recommended to look inward within the urban core as a priority for future development. Possibilities of regional cooperation for exploration towards potential service and growth boundaries are encouraged.

- Encourage compact, pedestrian-oriented mixed use developments within the downtown urban core.
- Promote infill development and adaptive re-use opportunities within downtown that will help efficient utilization of land and utility resources.
- Provide mixed income and workforce housing opportunities within downtown that will help establish vibrancy within downtown areas.
- Commercial and retail/restaurant development should be appropriately located within a mixed-use environment and efforts should be made to restrict location of such uses outside of urban core. (Refer to Commercial, Retail and Industrial Development section for additional strategies)
- Promote context-sensitive mixed use development that respects the massing, proportion, and scale of existing built form.
- Establish a design review board that will evaluate infill and redevelopment initiatives in the light of design and development guidelines.
- Research and provide appropriate incentives to encourage infill and redevelopment.

**Strategy 7: Promote the creation of special downtown development tools**

*Special Improvement District (SID)*

SID is a quasi-public organization formed by property owners who have agreed to an assessment on their property in order to generate revenue for services and capital improvements provided within a defined district. Special Improvement Districts provide a long-term financial base for marketing, capital improvements and management programs. They prescribe the services and improvements to be delivered in a contract between the property owners and the organization charged with managing the Special Improvement District. This contractual arrangement increases accountability and keeps the focus of the organization on achieving the stated goals of property owners. The funds created by SID are generally utilized for downtown maintenance, upkeep, etc.

*Limited Liability Corporation (LLC)*

A downtown with so many critical properties and non-motivated owners, negligent in maintenance and upkeep of such properties, presents a challenge in the revitalization process. It is even more difficult for municipalities to find appropriate funding to take control of such real estate either to maintain or to redevelop and invigorate. As such, it is recommended that a for-profit LLC to be considered to have access to available funding to secure these parcels or to create borrowing power to acquire funds and/or place options on properties for future buying.

It is also recommended to initiate partnerships where public sector agencies join the private sector entities and enter into a business relationship to share risk and attain a commonly shared goal that also achieves the objective of individual partners. This will help in quicker delivery of projects, access to funds, cost savings and create new tax revenues.





COMPREHENSIVE STRATEGIC PLAN

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COMMERCIAL, INDUSTRIAL  
AND RETAIL DEVELOPMENT



## Commercial, Industrial and Retail Development



Typical commercial, retail and office in Town Center Middlebury.

### Existing Conditions

Middlebury has a well balanced collection of manufacturing, retail and commercial businesses. Industrial developments (mostly RV manufacturing plants) are located along SR 13. Approach to the town from south presents a suburban character with the presence of tired commercial/retail consisting of fast food centers, video and consumer related stores.

The following list shows the location of some significant commercial and industrial centers:

*Along and near SR 13 north of Town Center;*

Meijer Processing Plant and Bakery,  
Manufacturing Plants, Coachmen RV,  
Dairy Queen, Indiana Chair Frame Co.,  
Chevrolet Dealership.

*Along and near SR 13 south of Town Center;*

KLT Industrial Park, Jayco, Gas Station,  
McDonalds, Hardings Grocery Store, CVS  
Pharmacy

*Along and near US 20 west of town;*

Retail Strip Stores, Gas Station, Das  
Dutchman Essenhaus Complex

Middlebury is well-positioned in the regional marketplace with the availability of numerous manufacturing industries and their ancillary facilities. Presence of a skilled labor force is also a tremendous asset for the town. On the other hand current volatile economic times has affected many of the manufacturing units and increased unemployment. As the economy is turning back towards future gains, Middlebury is well equipped with its manufacturing base to attract commercial, industrial and retail development. Recently companies such as Jayco and Energy-Inc. are planning on either expanding their existing manufacturing units or will be setting up new establishments that will help the RV industry and creation of "green" energy products respectively.

### Issues

- Vacancies of industrial manufacturing plants
- US 20 gateway development (suburban character) is of concern for the image and long-term commerce of Middlebury
- Town center retail/restaurant development needs to provide a wider range of offerings and improved character
- Lack of initiatives for business retention and recruitment

### Opportunities

- Bridging the old town and newer developments to the west of town center
- Combine the established, low risk, successful business owners with the new entrepreneurs looking for startup assistance/capital - "incubator" concept
- Strategy for the less successful projects and underutilized real estate is imperative
- Incorporate the work ethic/craftsmanship of Amish community
- Leverage the potential of the skilled labor force and vacant manufacturing plants towards more progressive "green" jobs
- Utilize existing events and festivals to broaden participation that will help businesses with additional consumers



The addition of "Middlebury Appropriate" retail can fill in the voids that are needed while creating opportunities for new businesses from Middlebury residents.

## Recommendations

### Strategy 1: Promote commercial and retail development based on current and future demands

As Middlebury repositions itself to attract newer commercial, retail and industrial development, based on the policies indicated within this plan, appropriate density analysis should be performed. This will mean exploring the existing densities within the urban areas vis-a-vis the rural areas. Promotion of sustainable and context sensitive infill development should be encouraged over greenfield developments as the latter adds to the transportation, utilities and infrastructure extensions that adds to the capitalization costs to the community among other negative impacts. Balance of the town-style character with potential increased population should be taken into account (additional strategies will be provided within Phase 2 process). Current and future demand for commercial, retail and industrial uses is exhibited in the Market Analysis section of this plan.

- Town Center should be developed to encourage retention of existing businesses and promotion of commercial developments which can locate at existing buildings and utilize the existing infrastructure.
- Promote commercial and retail development within mixed use developments catering to neighborhood and regional demands.
- Commercial developments should balance the existing and potential demand and develop in a way that respects the character (built-form, social and environmental aspects) of the Town.
- Town Center commercial developments should encourage consolidation of curb-cuts, pedestrian friendly streetscape environment, off-street parking lots located behind the buildings and improved alley access.
- Provide opportunities for business incubators which will help in creation of a vibrant cultural destination.

### Strategy 2: Promote industrial developments within cluster of industrial/office park

- As new businesses relocate to Middlebury, priority should be given to employ from the existing set of skilled labor force.
- Promote "green" technology jobs and redevelopment/adaptive re-use of vacant industrial sites and buildings.
- Create cluster of industrial uses within an industrial park development with access to infrastructure, roads, transportation. Develop needed amenities for the labor force within the industrial parks.
- Appropriate training and educational seminars should be performed for the labor force-collaborating with educational institutions such as Indiana University, Purdue University, Ball State, Goshen College and Notre Dame. With its central location in the regional framework in NE Indiana communities, available land and workforce, Middlebury should act as the "gate-keeper" for promotion, recruitment and educational drives related to such technologically advanced industrial growth. Such initiatives should be championed by the potential "Main Street" organization (refer to Downtown/Town Center Strategy 3) and/or the Chamber of Commerce.
- Provide incentives from public entities to attract industries. Balance the incentive programs that leverage both industrial and commercial development.

### Strategy 3: Retain existing businesses and promote recruitment of additional commercial, retail and industrial uses

- The Chamber of Commerce should pro-actively work with the Elkhart County Economic Development Corporation to create a database of existing facilities so that they can be furnished to potential business/property owners.
- Create a comprehensive business retention program which will not only help to reposition existing and future businesses

but also provide critical tools to give existing businesses more confidence in making expansion decisions, providing extra profit margin, and creating a safety net for newly recruited business.

- Create a market positioning statement and market-driven strategies based on the quality of life of Middlebury.
  - Identify key businesses and create a list of targeted business developments based on needs for community growth within the regional marketplace.
  - Offer needed business assistance; determine what services individual businesses need and match them with the appropriate resources.
  - Promote businesses to targeted markets.
  - Help businesses identify and develop opportunities for growth and expansion. Some strategies include attracting more customers from the same market niche, building repeat customer base and motivating existing customers to spend more. Additional strategies include identification of new markets for current product lines, adding new product lines or services to capture a wider market range and repositioning the business by changing its image and product mix to capture new markets. Also help promote strategies for expanding existing commercial space or relocation within Middlebury, to create "companion" shops that support each other.
- Recognize early warning signs of business failure. Such signs may include low inventory, poor interior and exterior maintenance, negative attitude of business owners, slow payment and other banker's records, etc.
- Plan for business transition: Role in the business transition can vary according to situation, but could include serving as liaison between business owner and potential buyer/broker, identifying potential buyer, developing financial incentives for purchase, helping set-up



Promote existing industry including the valuable recreational vehicle industry such as the Coachmen facility located on North Main.

- employee buying program, providing information and resources to business owners, helping with marketing and working with media on advertising and public relations during the transition.
- Adjacent communities should be researched to explore prospective successful retailers who might be interested in and capable of opening additional locations, specifically in the context of Middlebury.
- Work with a commercial and industrial development broker individual/firm to negotiate the site control and subsequent recruitment initiatives.
- Create financial incentive package for retention and recruitment.
- Promote community involvement between residents' and businesses.
- Revise/modify existing regulatory framework that encourages mixed use development, context-sensitive built form, Town Center-wide retail developments on first floor, upper floor housing and/or professional office opportunities, appropriate signage, wayfinding and gateway improvements and industrial park developments. Every effort should be made to revise the ordinances that enhance the community image-design and develop guidelines for specific concentrated areas such as the Town Center and industrial parks, as mentioned within this plan.





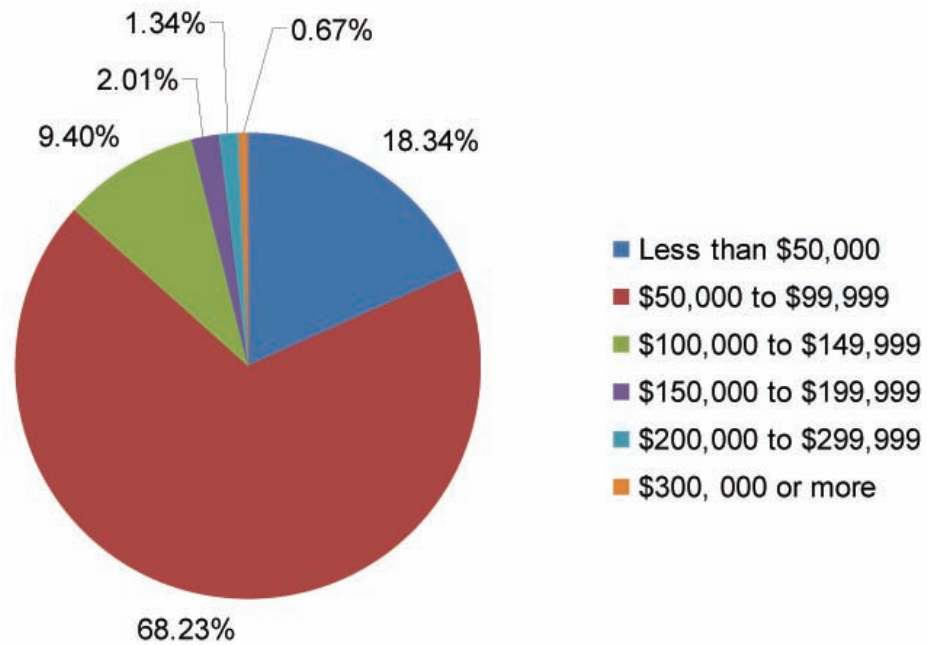
COMPREHENSIVE STRATEGIC PLAN

# RESIDENTIAL COMMUNITIES

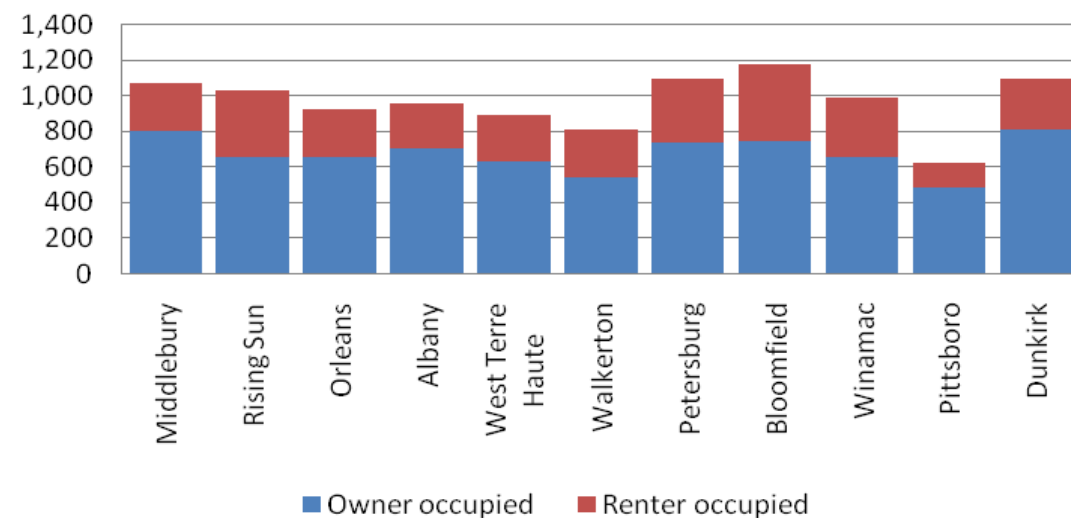


## Residential Communities

Middlebury Home Value (2000)



Middlebury Housing Units



### Existing Conditions

Housing data is available through the Census Bureau only in the decennial Census for communities with a population under 20,000, including Middlebury. The most current available official housing data, therefore, is from the 2000 Census of Population and Housing.

In 2000, there were nearly 1,100 housing units in the Town of Middlebury, more than 97 percent of which were occupied. This was a very low vacancy rate compared to similarly sized Indiana communities. As a “rule of thumb” communities should have approximately six percent of their housing stock vacant to accommodate normal changeover in the community and have housing stock for new residents. Three-quarters of housing units in the community were owner occupied. The owner occupancy rate is similar to or higher than similarly-sized Indiana communities.

More than 70 percent of the housing units were single-family detached homes. Duplexes were the second most prevalent housing type, comprising just under 10 percent of housing units. A variety of sizes of multi-family buildings existed in the community, totaling approximately 10 percent of the housing stock. Mobile homes accounted for just over five percent of the housing stock. The variety of housing types is wider in Middlebury than in other similarly sized Indiana communities.

Less than one-quarter of the housing in Middlebury was built prior to 1939. More than 25 percent was built in the 1990s, 18 percent was developed in the 1970s and 15 percent in the 1980s. This is significantly different than similarly sized Indiana communities, with Middlebury having newer housing.

Affordability is another key component of housing. Home values in 1999 were concentrated in the \$50,000 to \$99,999 range (68%) and the median home value in 1999 was high relative to similarly sized Indiana communities. However, most of

the cost of housing for homeowners with a mortgage is below 30% of household income, which is considered affordable.

The housing crisis of 2007 through 2009 has had an impact on Middlebury like most other communities. A July 16, 2009 RealtyTrac.com search shows 14 residential properties in the Sheriff’s sale process, 11 in pre-foreclosure, and 12 bank-owned properties. Properties in pre-foreclosure ranged from \$33,300 to \$269,669. Bank owned properties ranged from \$36,000 to \$161,963. Thirteen properties were listed as for sale by owner, ranging from \$155,000 to \$700,000. Six were listed on the MLS (multiple listing service), ranging from \$49,900 to \$294,900. These figures fluctuate as homes are sold or refinanced, but the snapshot in time provides some context for the housing situation.

Household size and the frequency with which people move from house to house are other factors in the housing market. In Middlebury, the average household/family sizes are a little large relative to similarly sized Indiana communities. The average household size in Middlebury was 2.76 in 2000 and had increased over 1990 by 0.07 percent, a bigger increase than most similarly sized communities other than Pittsboro and Walkerton. In 2000, only 45 percent of the population in Middlebury lived in the same house they had lived in five years before. More than a quarter of the population had lived somewhere other than Elkhart County in 1995 and another quarter had moved from somewhere else in Elkhart County (or to a different house in Middlebury). The percentage in the same house from 1995 to 2000 was a little lower than most similarly sized communities, except rapidly growing Pittsboro.

Nearly one-third of the land in the community is in residential uses. Of this, seventy-five percent is in single-family residential uses. Nearly twenty percent is vacant, awaiting development. Two-family units compose most of the multi-family housing in the community.

### Issues

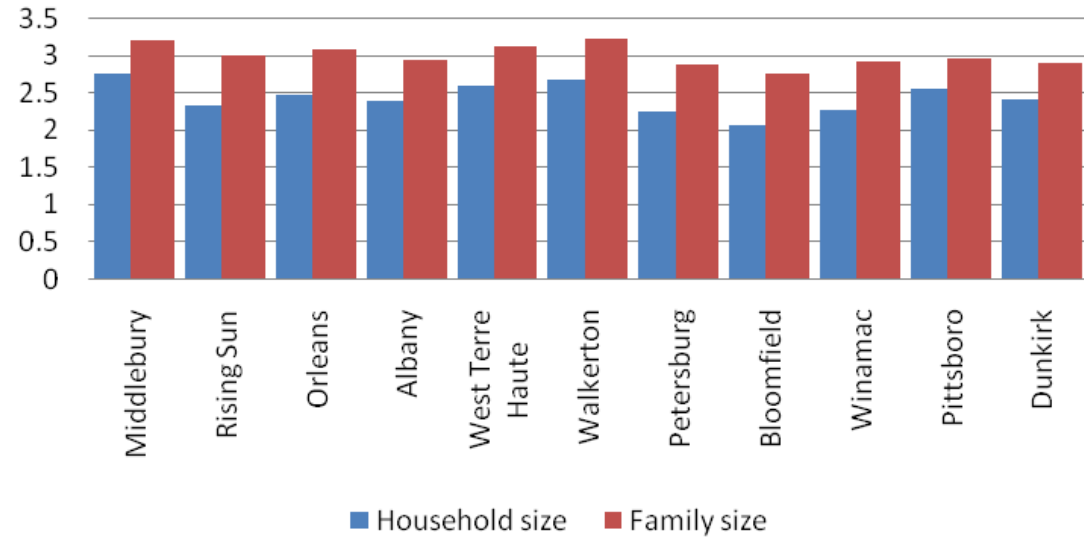
- **Property Maintenance**  
Residents of Middlebury have expressed concerns that some properties are not well maintained and could contribute to declining neighborhoods. This is a particular concern as there is high unemployment and higher than usual foreclosures in the county. Declining maintenance of property can have several causes including:
  - Lack of disposable income for maintenance and repair
  - Age and health of the homeowner
  - Time to maintain lacking due to working multiple jobs
  - Lack of skills to maintain home and yard
  - Lack of tools to maintain home and yard
  - Apathy of the homeowner
  - Absentee landlords

Identifying the cause of decline determines the type of intervention most likely to reduce or eliminate the problem. Tool exchanges, training workshops, and volunteer clean-up days can address some issues while others may need to be addressed through regulation and enforcement.

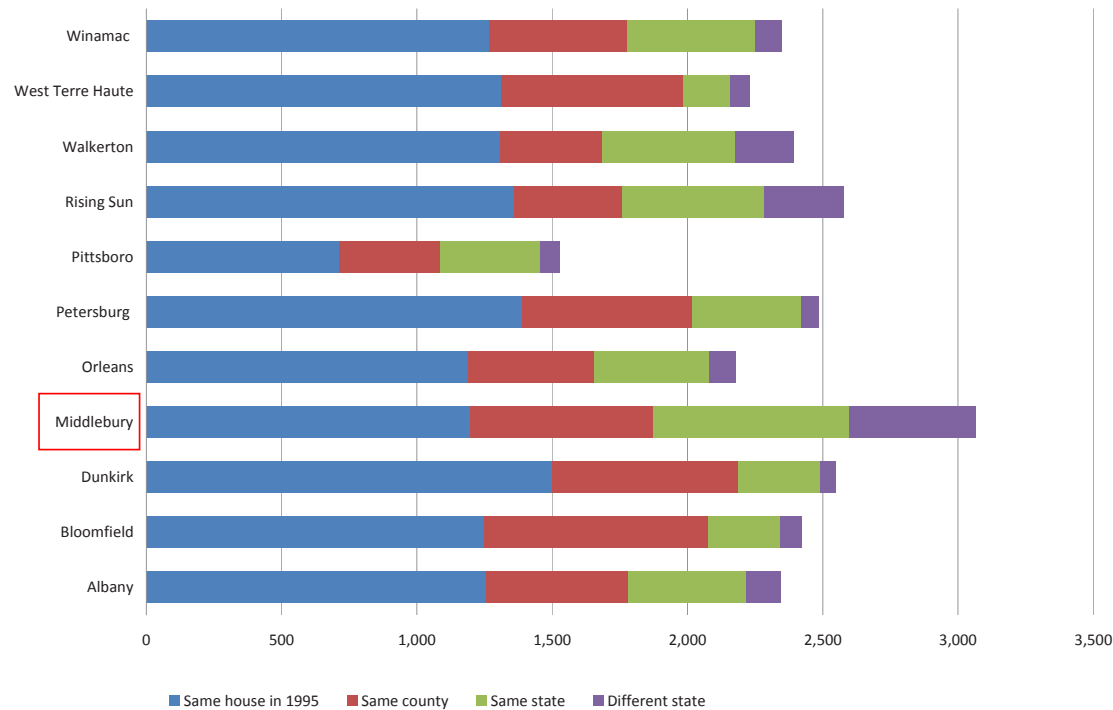
- **Residential Infill**  
The development standards for single-family residential may not permit infill development within the traditional neighborhoods in the community. The minimum lot width, lot size, setbacks, and lot coverage may make existing lots unbuildable. Banks have become increasingly anxious about lending for non-conforming lots and structures, so if the standards make infill impossible, there may need to be an additional district for traditional residential development in Middlebury.



**Households and Families (2000)**



**Residence in 1995 (Census 2000)**



**Housing for an Aging Population**

As the Baby Boom generation ages, discussions about housing options for that large population have been moving toward concepts of life-cycle housing, universal design, and continuum of care communities. "Contrary to popular belief, only a small minority move to warmer climates upon retirement. Fewer than 5 percent of the 65 and over population reside in nursing homes. Instead, most Americans choose to age in place, within the same communities where they have long lived" - according to Aging in Place Initiative. This has given rise to new concepts in housing for a maturing population:

1. Life-cycle housing entails a range of housing options that meet people's preferences and circumstances at all stages of life.
2. Universal design is a philosophy that advocates the design of communities, buildings, and housing so that all people, regardless of age or ability, can be accommodated. The principles of universal design, according to the Center for Universal Design, are:
  - Equitable use
  - Flexibility in use
  - Simple and intuitive
  - Perceptible information
  - Tolerance for error
  - Low physical effort
  - Size and space for approach and use

Examples of how universal design is applied to housing would include:








- Smooth ground surfaces of entrance ways, without stairs
- Wide interior doors and hallways
- Lever handles for doors instead of twisting knobs
- Bright and appropriate lighting, especially task lighting

3. Continuum of care housing is planned and operated to provide a range of accommodations and services for seniors as they progress through their post retirement life cycle – healthy independent living to partially assisted living to full nursing care. Independent living units may take many forms including large and small apartments, cottages, cluster homes, or single-family homes, all of which generally follow the principles of universal design. Assisted living facilities may be studio or one-bedroom apartments with small kitchens. These facilities also offer group dining and common areas for activities. Nursing facilities generally consist of one room units with an attached bathroom, food service, and medical facilities.

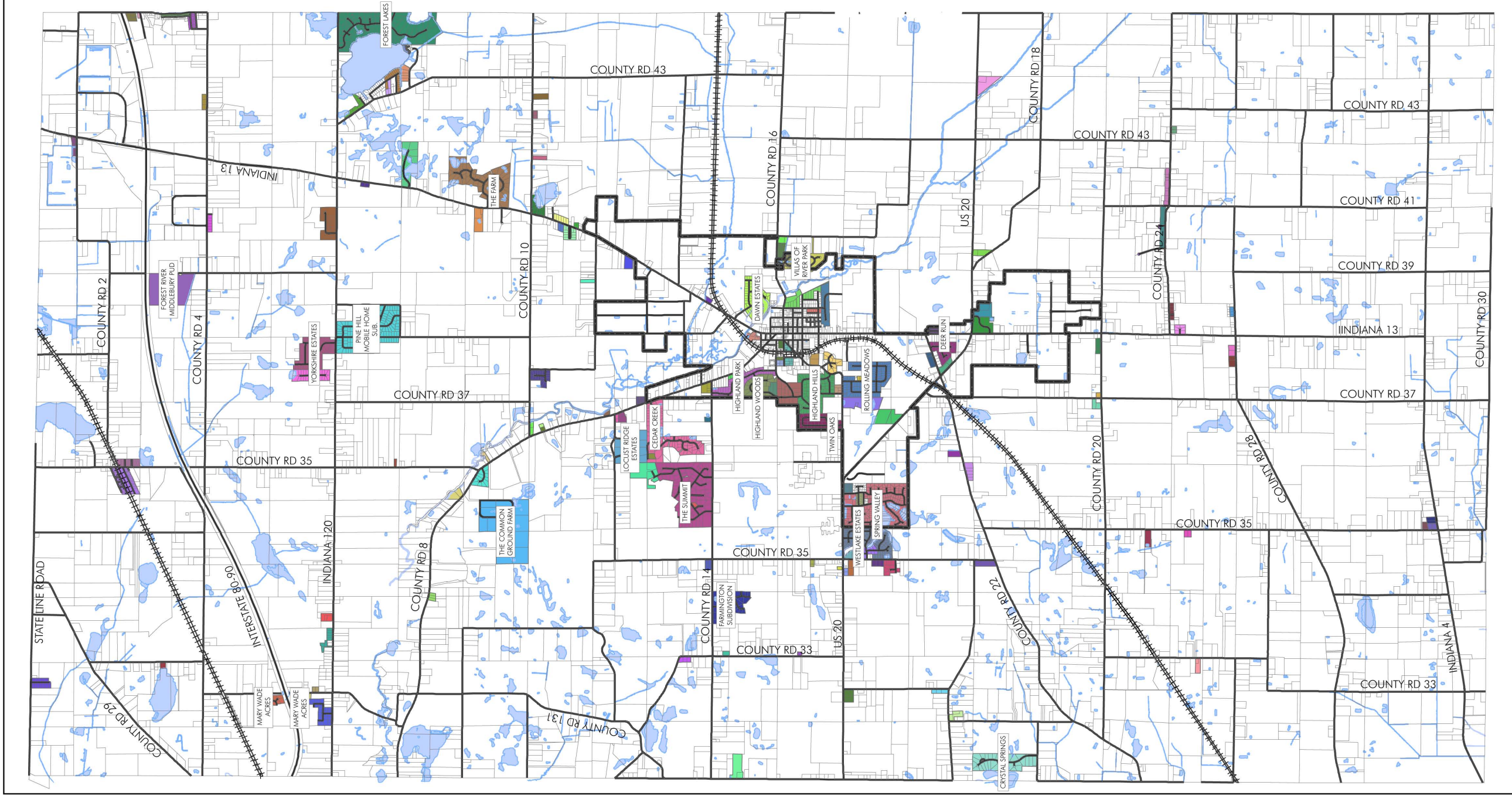
**Opportunities**

- **County Comprehensive Plan**  
The Elkhart County Comprehensive Plan states that "residential development is a desirable feature of a well-planned, economically diverse, and livable community. In the county, demand for housing should be met in Urban Growth Areas, and by cities and towns incorporating existing neighborhoods along with, and in proportion to, other land use sectors."
- **Horizon Project**  
The Horizon Project has a redevelopment goal of "support the redevelopment of downtowns and urban areas to manage sprawl, encourage smart growth, eliminate the appearance of blight, and attract and retain the knowledge and creative class worker needed for business retention and expansion in the 21st Century."

- **Character Areas**  
The original town area of Middlebury is characterized by residential lots that are relatively small and in a traditional grid block pattern. These homes are generally large relative to the lot size and are primarily two-story. Most are sided with wood, aluminum, or vinyl and the siding is typically white. Newer areas of Middlebury tend to have larger lots with curvilinear streets and culs-de-sac. They are a mixture of one and two story homes and tend to use more brick than in the original town area, though many homes are not entirely brick. The differences in lot size and housing type suggest that there could be different zoning districts that reinforce the character of each area through the applicable standards.
- The lifestyle needs and unique challenges of the aging population should be considered in local planning and zoning. Examples of important factors include:
  - Allowing mixed-use development with small scale neighborhood commercial and medical offices
  - Permitting smaller housing units
  - Designing walkable neighborhoods
  - Planning for active elderly communities
  - Requiring lower maintenance building materials
  - Permitting accessory dwelling units

-  Roads
-  Railroad
-  Drainage Channels
-  Middlebury Corporate Boundary
-  Parcels
-  Hydrology
-  Residential Areas

Note: The colors of the residential areas are shown to differentiate between each other



**Residential Areas**





Middlebury has a variety of residential offerings to appeal to all different types of buyers looking for newer subdivision housing to older Downtown/Town Center area housing.



Example of neo-traditional housing development with pedestrian connection, green buffer, front-side porches and alley access for service and garages. This model of residential development is encouraged within higher demand areas and helps to preserve open space, agricultural lands and environmentally sensitive areas.

## Recommendations

While it is early in the planning process, preliminary recommendations for improving residential communities can be considered, though the specifics for implementation will need further input in later phases of the planning process.

### Preliminary recommendations include:

- Consider adopting a Neighborhood Preservation Ordinance that includes regulating junk vehicles, debris, home maintenance (paint, rot, rust, etc.), weeds, fences, and sidewalks.
- Require new subdivisions to incorporate a minimum of ten (10) percent open space, with six (6) percent of the open space for active recreation.
- Require new subdivisions to provide pedestrian/biking connections identified in the "Trails of Middlebury" plan as a part of their subdivision infrastructure.
- Encourage Elkhart County to develop residential zoning districts specific to Middlebury, including districts that permit the types of seasonal rental housing that supports tourism.
- Ensure that the housing types permitted in residential zoning districts applicable to Middlebury support starter homes and homes for empty nesters as a means of encouraging home ownership.

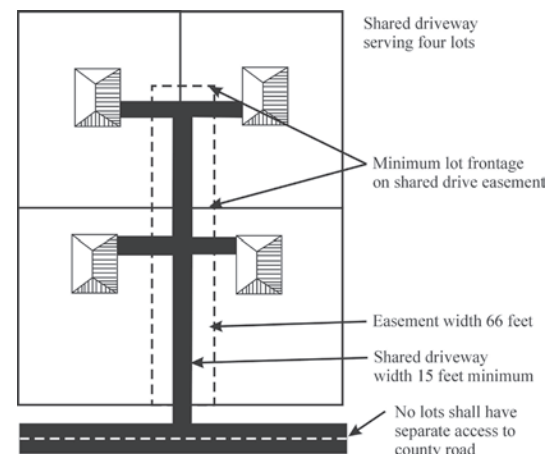


Exhibit showing shared residential driveway

### Strategy 1: Preserve the quality of life in existing neighborhoods

- Support property maintenance
- Ensure the ability for successful infill and redevelopment in older neighborhoods

### Strategy 2: Ensure quality development of new neighborhoods

- Require open space, including active open space, in new subdivisions
- Require connectivity for walking and biking consistent with the "Trails of Middlebury" plan
- Support a variety of housing types through the zoning ordinance

### Strategy 3: Secondary/vacation housing

- Identify appropriate locations for secondary/vacation housing including bed and breakfast locations
- Create zoning appropriate for this type of housing

### Preliminary Tasks:

- Adopt a Neighborhood Preservation Ordinance
- Revise zoning ordinance to support infill and redevelopment and seasonal housing
- Revise the subdivision control ordinance to require pedestrian connectivity (eg. sidewalks, trails etc.)
- Implement the "Trails of Middlebury" plan

### Additional Information:

*Weed regulation, neighborhood preservation*

Neighborhood preservation ordinances that include topics like junk vehicles and weed regulations are best adopted as stand-alone ordinances outside of the zoning ordinance so that they can be adopted, modified, and enforced the same as other local ordinances (outside zoning). Middlebury currently administers such preservation through the Obnoxious Materials and Weed Ordinance.

Weeds are regulated under IC 36-7-10.1 and weed ordinances must include a definition of weed, the height for violation, procedure for notice of violation, procedure for abatement if the owner does not comply, procedure for billing the owner when abatement is handled by the municipality or a contractor, and an appeals process.

One tool that could be employed for specific areas would be development of a Property Maintenance Area under IC 36-7-35. This tool is for blighted and distressed areas and a PMA cannot exceed five percent of the land area in the municipality.

*Design review (architecture, historic)*

Historic districts can be established under IC 36-7-11 to protect historic or architecturally worthy buildings, structures, sites, monuments, streetscapes, squares, and neighborhoods. The regulation of a historic district are in addition to those of the zoning ordinance. Historic preservation commissions grant certificates of appropriateness before any development activity is allowed to take place in the district.

The zoning ordinance may also include requirements to protect the historic and architectural heritage of the community and these may be enforced through the regular development process or through use of development plan review.



COMPREHENSIVE STRATEGIC PLAN

# TRANSPORTATION



## Transportation

### Existing Conditions

Middlebury and the surrounding study area is well served by an extensive transportation system providing access to Goshen, Elkhart, the State of Michigan, and LaGrange County. The roadway network descriptions with traffic counts are shown in the figures on the following pages. An evaluation of the roadway network found the roadways generally in good condition with the Town of Middlebury and Elkhart County providing excellent service in terms of roadway maintenance to its citizens. The Indiana Department of Transportation (INDOT) maintains all State and US Routes in the study area and has plans for a major upgrade on SR 13.

Middlebury and the surrounding area provide a unique traffic group; along with the usual cars, trucks and semis, there is a large amount of Amish buggy traffic, bicyclists, and trucks transporting RV's, a staple of industry in Middlebury.

### Issues

- The traffic signal located on Main Street (SR 13) and Warren Street causes backups to occur on Main Street that affect Bristol Avenue, the rural minor collector roadway t-intersecting Main Street one block to the north of the traffic light.
- Truck traffic on SR 13 through the Town Center area adds to traffic congestion, noise and pavement deterioration

### Opportunities

The following opportunities should be further explored based on INDOT and local research and recommendations.

- SR 13: INDOT Major Moves Project: Construction from US 20 to Michigan State Line. INDOT is currently reassessing the scope of work to include possible turn lanes on SR 13 at Warren Street in Middlebury. Possibility of adding a traffic signal at Pleasant Street. Possible right-out only or closure of Bristol Street at SR 13.
- Reduce congestion at Bristol Avenue and Main Street intersection.
- Increase safety of Amish community by installing buggy lanes along highly used routes.



State Route 13 driving into Middlebury, just north of Downtown/Town Center.



Typical semi-truck circulation through Downtown/Town Center at the intersection of Warren Street and Main Street (SR 13).



## Roadway Network

### Interstates

I-80/I-90 Indiana Toll Road, leased by the State of Indiana to Statewide Mobility Partners, a multinational joint venture, until 2056 is a Rural Interstate that runs east and west across the northern part of the study area. Exit 107 of the Indiana Toll Road provides access to the study area via SR 13 heading north toward Michigan and heading south toward Middlebury. The interchange is marked as providing access to Middlebury on advance signs. I-80/I-90 is on the National Highway System (NHS), a network of highways with high national importance to transportation, commerce and defense and the National Truck Network (NTN), a national network of highways that allow the passage of trucks of specific dimensions and weight.

### Principal Arterial Roadways

SR 13 is a Rural Other Principal Arterial providing access from the Indiana Toll Road north to Michigan via Exit 107. SR 13 is maintained by the Indiana Department of Transportation (INDOT) and is included in the NHS and the NTN.

### Minor Arterial Roadways

US 20 runs east/west through the middle of the study area and is maintained by INDOT. It is included in the NTN.

### Major Collector Streets

The study area is well served by the Rural Major Collector Streets which include:

1. SR 13 (Main St. in Middlebury), maintained by INDOT and included in the NTN.
2. SR 120, maintained by INDOT and included in the NTN.
3. SR 4; maintained by INDOT and included in the NTN.
4. CR 35 from CR 8 to the State Line, maintained by Elkhart County
5. CR 22 located in the southwest of the study area providing access to Goshen, and is maintained by Elkhart County
6. CR 8 (Bristol St in Middlebury), maintained by Elkhart County and the Town of Middlebury.

7. CR 16 (Warren St. in Middlebury), maintained by the Town of Middlebury and Elkhart County.
8. Wayne St in Middlebury, maintained by the Town of Middlebury.

### Minor Collector Streets

CR 4 from SR 13 to the LaGrange County Line is a Rural Minor Collector Street located in the northeast section of the study area. It is maintained by Elkhart County.

### Local Streets

All other roadways within the study area are maintained by Elkhart County except within the Town of Middlebury town limits where Middlebury maintains these roadways.

### Traffic Signals

Six traffic signals exist within the Middlebury town limits on roadways maintained by INDOT:

1. US 20 at CR 35, Wayne St., Orpha Dr., and SR 13
2. SR 13 at US 20 (listed above), Warren St., and York Drive

INDOT maintains all the traffic signals in the study area.

### Standards and

### Specifications

The Town of Middlebury has a Standard Specifications and Development Guide for streets, sidewalks, curb, sanitary sewer, water main and miscellaneous requirements which was adopted in 2008.

The Town works in conjunction with an engineering firm to determine roadway condition ratings and maintenance schedules. The rest of the study area is governed by standards and specifications set by Elkhart County and the State of Indiana.

### Planned Roadway and Trail Projects in the Study Area:

INDOT projects:

1. SR 13: INDOT Major Moves Project: Cost: \$33,689,727. Construction years: To be determined.

2. SR 13: INDOT Major Moves Project: Major Preservation from SR 4 to US 20. Cost: \$1,500,000. Construction year 2011.
3. SR 120 from 5.49 mile west of SR 15 to 0.10 mile west of SR 13. Cost: \$3,862,000. Construction year 2010. HMA Overlay, Functional.
4. SR 120 from SR 13 to SR 5 in LaGrange County. Cost: \$2,00,000. Construction year: 2011, HMA Overlay, Functional.

Elkhart County projects:

1. CR 16 from CR 43 to the east County Line: Elkhart County project: Add buggy lane. Construction year 2010.
2. Pumpkinvine Trail; Phase 3; from York Drive to LaGrange County Line: INDOT funded project. Cost: \$609,886. Construction year 2010.
3. Warren Street in Middlebury: Resurface from Main Street to Little Elkhart River, 2010.
4. Pumpkinvine Trail tunnel under US 20: ARRA (Stimulus). Construction year 2010.

Town of Middlebury resurface projects:

Resurface projects for 2010:

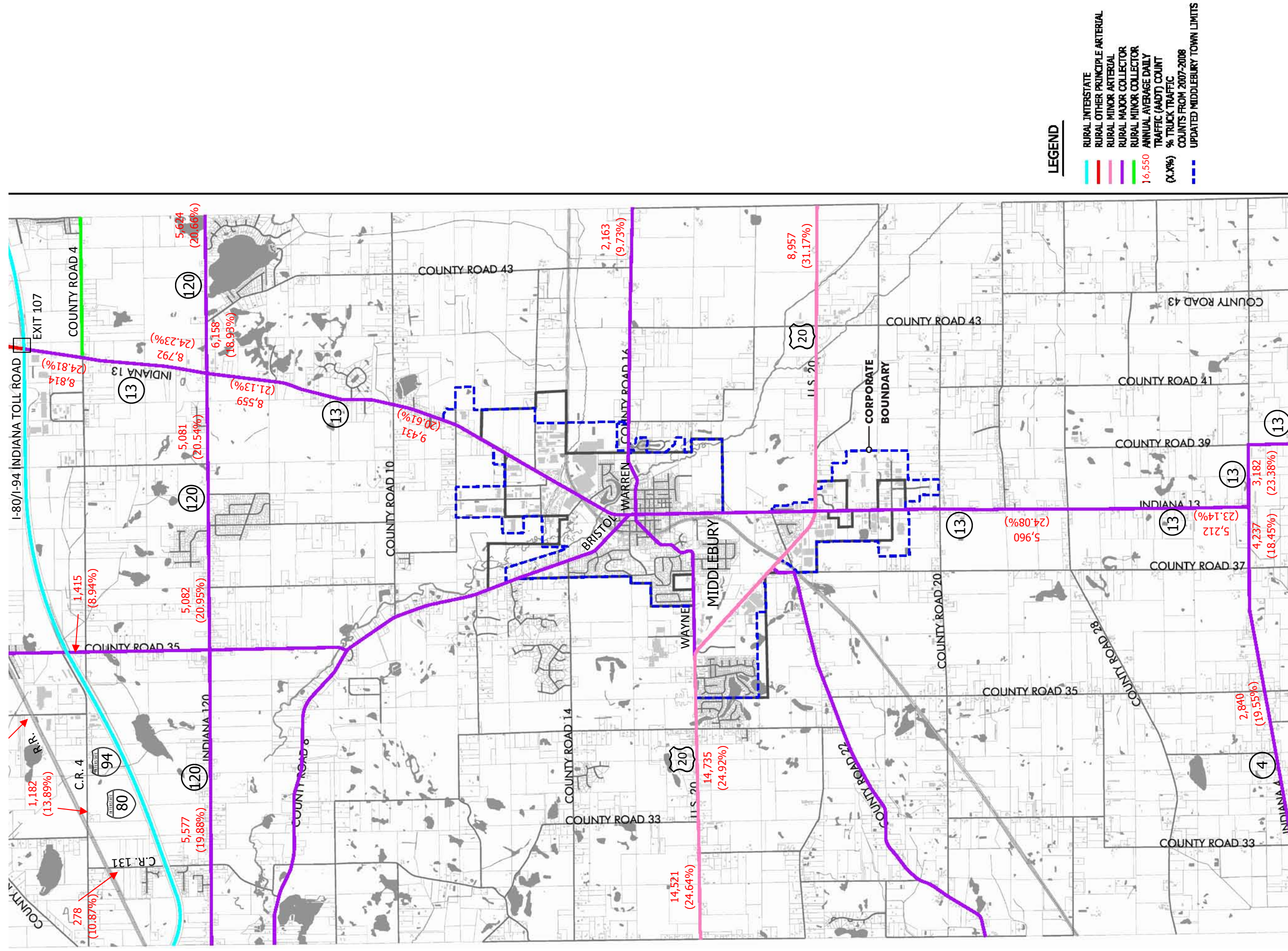
1. Bristol Avenue from Hemsberd St. to northern Town limits
2. Shoemaker Drive from Wayne Street to Highland Drive
3. Spring Valley Road from Spring Arbor Drive to Hidden Meadows Lane

Other Middlebury Projects:

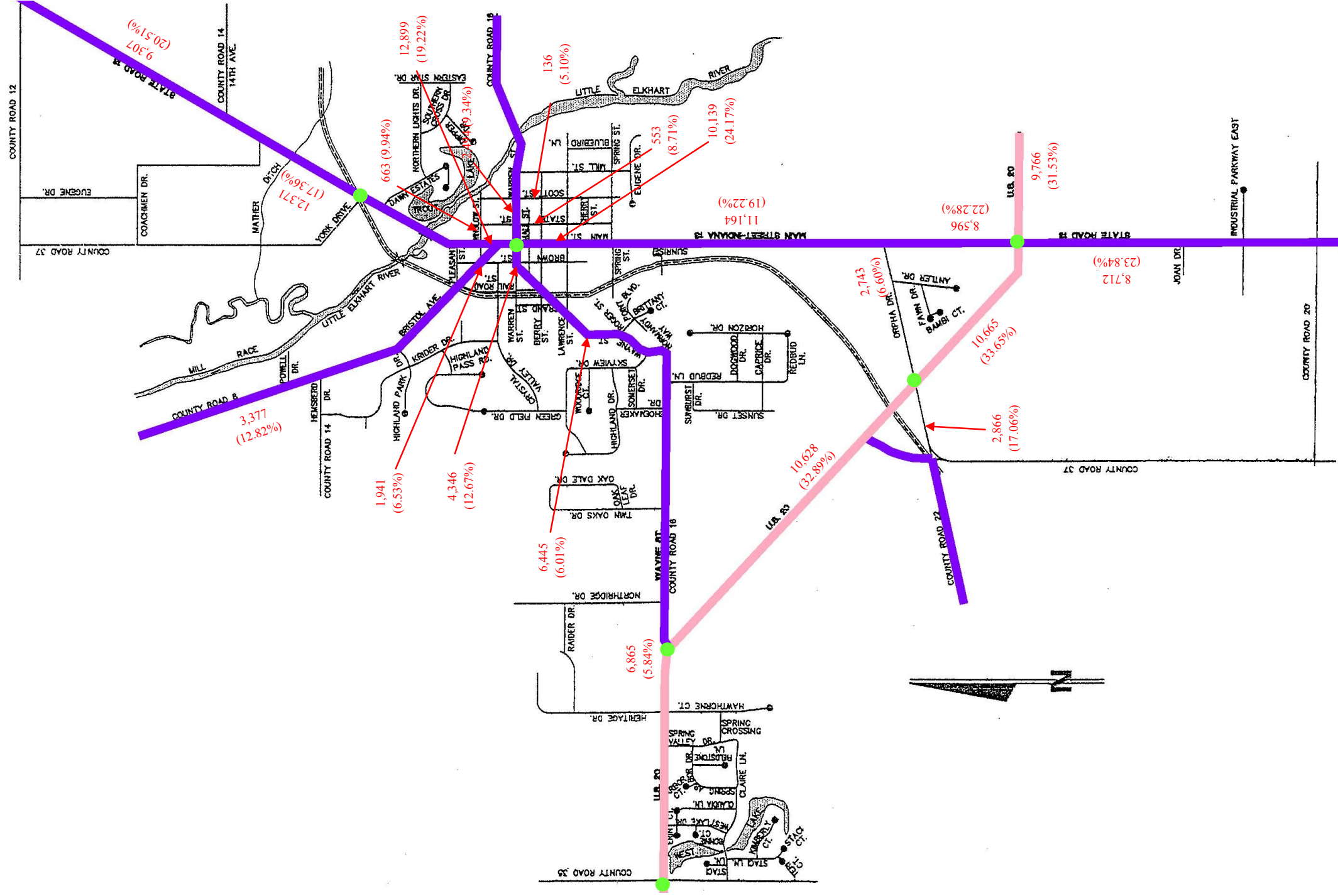
1. Pumpkinvine Trail, Phase 6 (Greenway Phase 2) from Wayne Street to US 20, Cost: \$1,117,787. Construction year 2011.

### Buggy Lanes

Due to the large Amish population within the study area, wider shoulders have been added to SR 13 and US 20 to provide safer routes for the buggy traffic. A buggy lane is being added to CR 16 between Middlebury and Shippshewana in 2010 due to the high levels of buggy traffic on this roadway. To further insure the safety of the buggy occupants, installation of more buggy lanes along highly used routes and more warning signs will be needed.



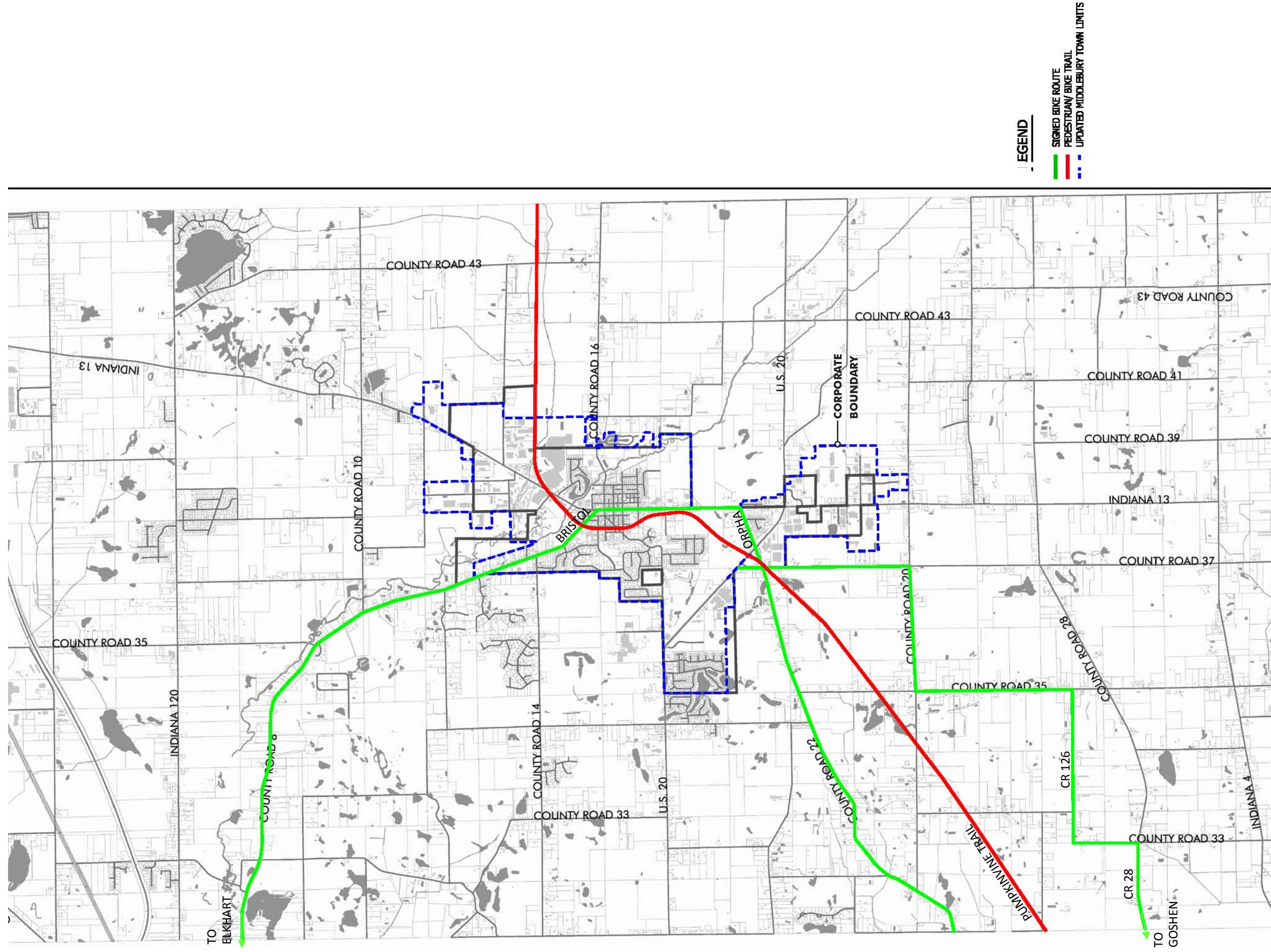
**Roadway Classifications and Traffic Counts**



**LEGEND**

- Rural Minor Arterial
- Rural Major Collector
- XXXX - Annual Average Daily Traffic (AADT) Count
- (X.X%) - % Truck Traffic
- Traffic Signal

## Roadway Classifications and Traffic Counts in Downtown/Town Center Middlebury



**Bicycle Routes and Pedestrian/Bicycle Trails**  
Source: MACOG



New and improved sidewalks and pathways can promote safe, alternative transportation such as walking or biking.



## Recommendations

### Strategy 1: Improve traffic flow through Town Center on SR 13

- New construction is planned from SR 4 to bridge over Mather Ditch. INDOT, with input from the Town of Middlebury, has reassessed the scope of work and has changed the proposed design from added travel lanes to only mill and resurface of the existing lanes with the possibility of left turn lanes at the signalized intersection with Warren Street in Middlebury.
- INDOT and the Town are also investigating options to improve traffic flow and reduce traffic accidents at the intersection of Main Street (SR 13) and Bristol Ave. Some options under consideration include changing the intersection to a right-in/right-out only intersection, changing Bristol Ave. to one-way from Brown Street to Main Street, or closing Bristol Ave. from Brown Street to Main Street (SR 13). Middlebury, in coordination with MACOG is investigating the possibility of adding a traffic signal at Pleasant Street and Main Street.
- The Town Center area would also benefit from improved noise and air quality.
- Investigation into a possible alternate route for SR 13 to remove truck traffic from the Town Center area revealed the following: If a truck route is signed utilizing existing roadways, the roadways and bridges must first be reconstructed to be able to support the truck weights and allow turning movements at intersections. Traffic signals and appropriate signage must be installed. The Town/County would need to provide funds along with the Federal Highway Administration (FHWA) in association with INDOT to fund the necessary upgrades. To pursue construction of a SR 13 bypass, extensive coordination with INDOT and FHWA will be required. Due to the positive changes in traffic congestion from SR 13 improvements, listed above, the possible alternate route for SR 13 was tabled.

### Strategy 2: Safe and accessible buggy and bicycle lanes for the Amish community

- The construction of buggy lanes should be considered along highly used buggy routes. Coordination with the Amish community regarding these locations is needed to continue an environment of respect between Middlebury and the Amish culture.
- Elkhart County "rule of thumb" design standard for buggy lanes is 9 feet wide with 5 inches asphalt thickness (1.5 inch surface on 3.5 inch base).

### Strategy 3: Optimal number and location of street trees

- Maintain street trees and promote new ones within the urban core that respects the visibility of Town Center retailers and overhead utility locations. Recommended location criteria for Town Center street trees are 40'-50' o.c. distance with medium height columnar to pyramidal shape. Periodic pruning and maintenance is recommended.
- Within locations where street trees will block views or there is a lack of space, installation of appropriate planters that will help to soften the streetscape character should be encouraged. Utilization of planters within curb extensions is recommended.
- Provide appropriate buffer between off-street parking lots and adjacent sidewalks. These buffers can be in the form of well-maintained hedges, shrubs or fences the character of which blends in with the context of the surroundings.
- Outside of the urban core, maintain the existing street trees and plant new wherever appropriate to maintain the character of town roadway.
- It is recommended to implement a landscape ordinance as a part of the zoning that not only provides guidelines

for street trees but also other landscape elements such as planters, hanging baskets, buffer zones, transitional elements (bollards, banners, etc.), streetscape furniture (chairs, trash cans, bike racks), parks, residential, commercial and industrial area landscaping treatments.

### Strategy 4: Pedestrian safety including new and improved sidewalks

- Incorporate the construction of 6 feet wide sidewalks along local streets to facilitate pedestrian safety.
- Widen sidewalk areas along storefronts within Town Center urban core to provide a café style setting and promote the town-style environment.
- Provide ADA sidewalk ramps as per INDOT/FHWA guidelines.
- Provide pavement markings for pedestrian crossings at street intersections.

### Strategy 5: Reducing traffic congestion and noise

- Reduction in the traffic congestion and noise in the Town Center area is addressed in Transportation Strategy 1.
- Other areas with traffic conditions such as congestion and noise can be addressed on an individual basis through coordination with the police and citizens living in the area.
- Explore opportunities with regional, State and Federal agencies to meet ambient air quality standards

### Strategy 6: Controlling speed in Town Center, school and residential areas

- Explore opportunities for road diet within Town Center urban core (examples of road diet can be added sidewalk width, curb extensions near intersections, lane width modifications, coordination of on-street parking and bike lanes through Town Center, pedestrian crosswalk enhancements)

- Posting more speed limit signs
- Having a police presence
- Conducting speed studies
- Installation of speed humps in residential neighborhoods

**Strategy 7: Improving access for delivery trucks to businesses**

- Improve turning radii at intersections to allow delivery truck access
- Direct delivery trucks to alleys
- Installation of a delivery truck parking only area on the street signed for certain times of the day.

**Strategy 8: Strategies for potential future growth**

- Preserve the existing roadways to maintain the town-style character.
- Utilize available transportation dollars to improve the pavement condition, rehabilitate bridges and correct sight distance obstructions rather than widening the roadway or adding curbs.
- Improve the Town Center public realm in terms of sidewalks, pocket parks or plazas for pedestrian friendliness.
- Promote public involvement to reflect a diversity of transportation concerns. Develop a collaborative transportation decision-making process focused on employing smart growth policies.
- Research for transportation dollars including but not limited to INDOT/Local Federal-Aid program funding through coordination with MACOG, Safe Routes to School, Community Block Grants and Federal Transportation Enhancement funding.





COMPREHENSIVE STRATEGIC PLAN

# INFRASTRUCTURE



## Infrastructure

### Existing Conditions

The following topics highlights the existing conditions that relate to infrastructure utilities.

#### Wastewater Treatment

The Town of Middlebury's wastewater treatment plant is a 10 year old Class II oxidation ditch, activated sludge plant and facility. The plant can support 702,000 gallons per day and is currently operating at around 500,000 gallons per day. Before the economic downturn, the plant was providing service at 600,000 and 650,000 gallons per day and was approaching the action limit of 90% capacity. The remaining study area wastewater treatment consists of septic systems.

#### Water

Middlebury has a new water filtration plant which came online September 9, 2008. The plant can support 3,456,000 gallons per day and the current daily use is averaging 800,000 gallons per day. The daily use before the economic downturn was near 1 million gallons per day. The Town also has a new well field and storage location near the filtration plant. There are 4 water towers within the Town. The Town reports the water plant and facilities are sufficient for current conditions and future growth. The study area outside of Middlebury acquires water from private wells.

#### Stormwater

Middlebury has a stormwater utility system that collects and deposits rainwater into ditches and streams via a separate system than the sanitary sewer (wastewater) lines. It provides adequate service to the Town. New development should provide their own stormwater collection and disposal systems.

#### Power

Northern Indiana Public Service Company (NIPSCO) provides electrical service to 457,000 customers in northern Indiana. NIPSCO representatives reported the company has sufficient electrical generating capacity to serve Middlebury's and the study area's

current needs. NIPSCO reported it can support additional residential, commercial and industrial use in Middlebury and the surrounding study area.

#### Natural Gas Utility

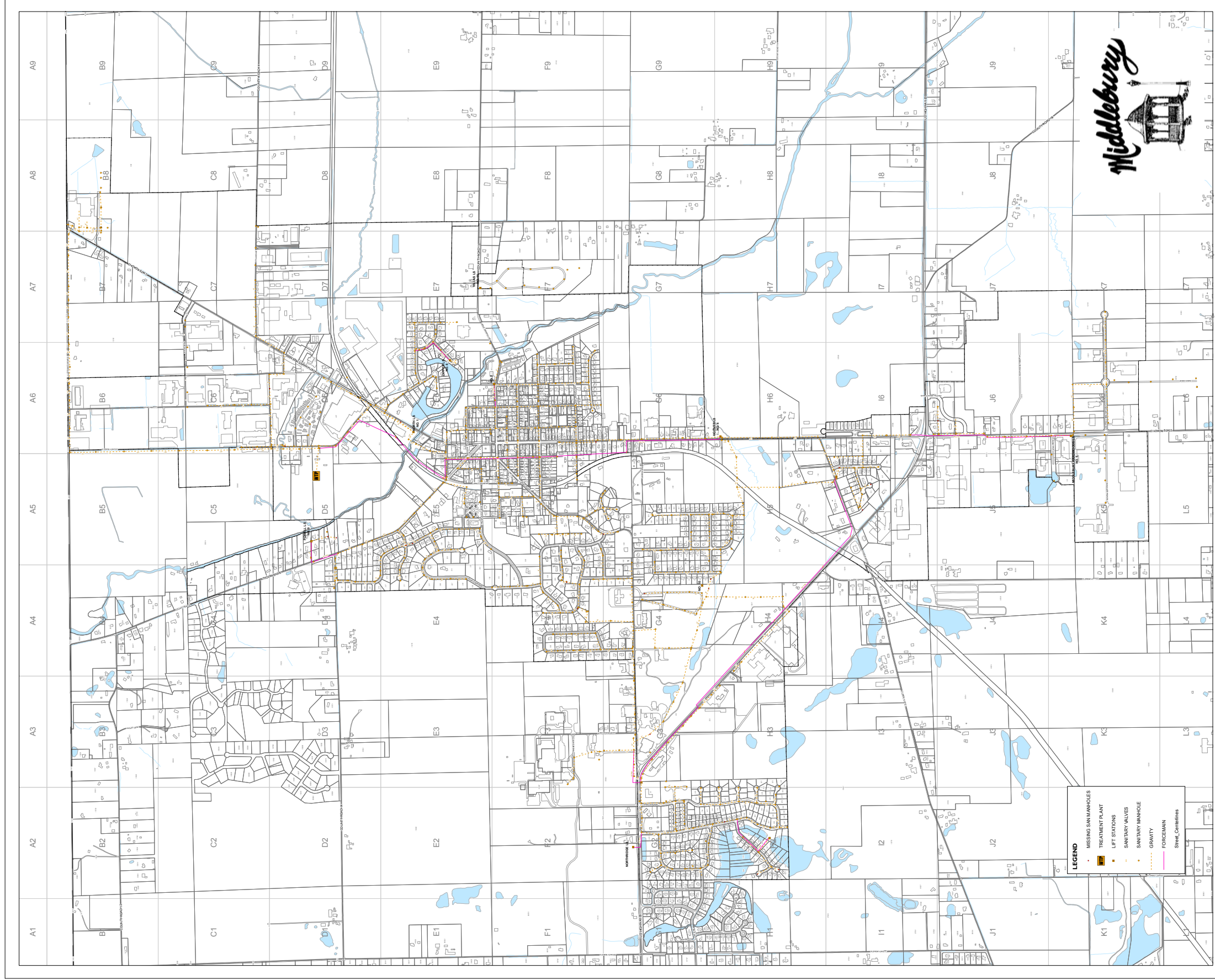
NIPSCO provides natural gas service to 712,000 customers in northern Indiana. NIPSCO representatives reported the company has sufficient natural gas generating capacity to serve Middlebury's and the study area's current needs. NIPSCO reported it can support additional residential, commercial and industrial use in Middlebury and the surrounding study area.

#### Telecommunications

- Middlebury has telephone service provided by Verizon.
- Cable service is provided by Comcast.
- Fiber optic cable exists along the median of the Indiana Toll Road through the northern portion of the study area.

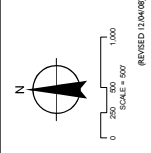
### Opportunities

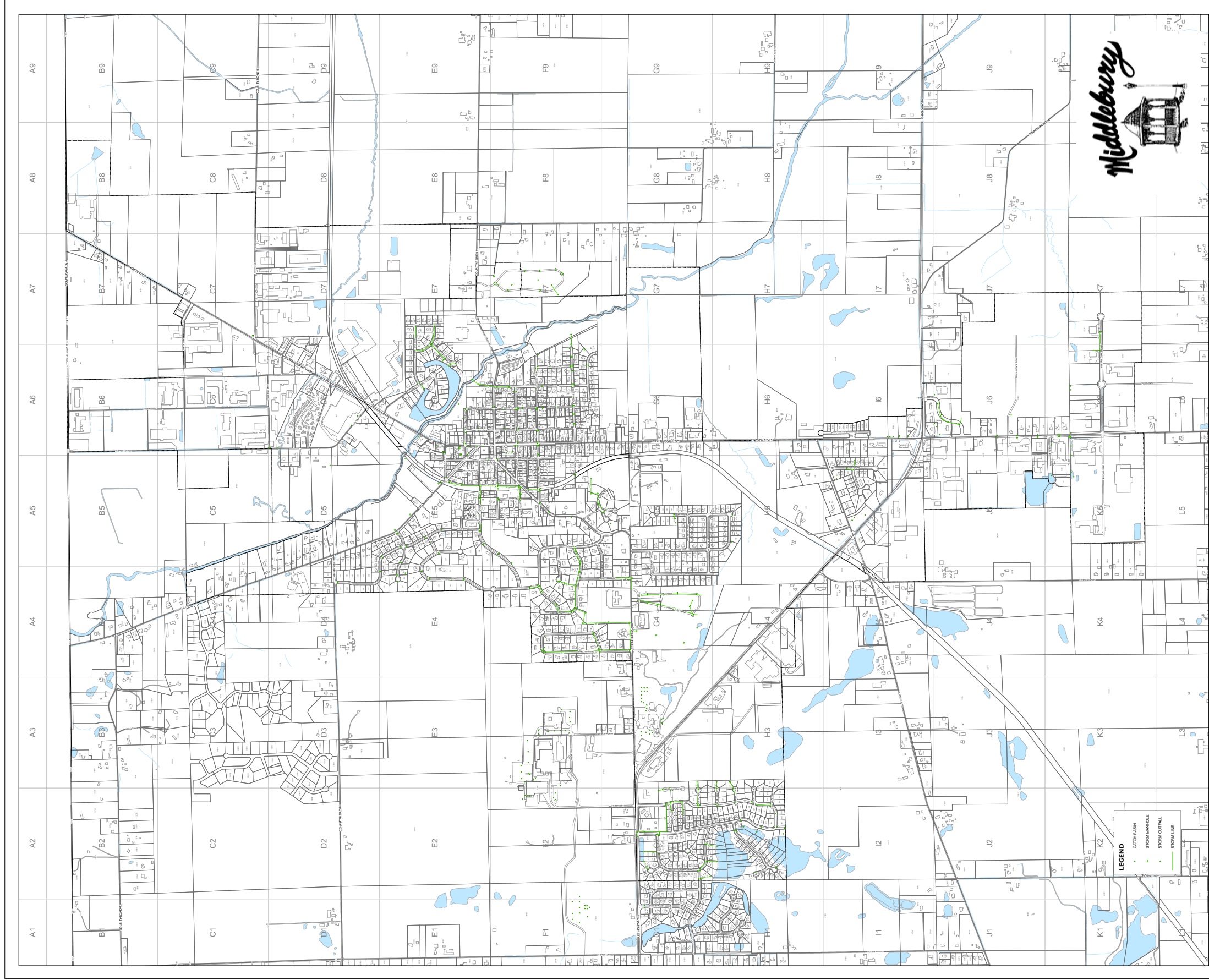
- **Wastewater Treatment Plant**  
The Town is currently evaluating the plant to determine what upgrades are needed to serve the current and future growth of Middlebury. Included in these evaluations is the possibility of expanding service to areas outside of Middlebury as White Pigeon, Michigan has been expanding wastewater treatment services south into Indiana in the northeast corner of the study area near Stone Lake. This service has primarily been made available to areas where septic systems have failed.
- **Water Filtration Plant**  
The Town is currently reviewing providing water to areas outside of the Middlebury town limits, specifically the northern part of the study area. This is a 1-year old plant with a capacity of 3.456 MGD and the current usage is 0.8 MGD.
- The bicycle/pedestrian trails through Middlebury offer a possible location for installation of fiber optics and other utilities.



  
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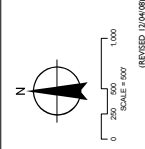
**TOWN OF MIDDLEBURY  
SANITARY UTILITIES**





  
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**TOWN OF MIDDLEBURY  
STORM UTILITIES**





## Recommendations

### Strategy 1: Establish a process to identify and prioritize future infrastructure improvements

- Set policies and guidelines for areas of new growth in cooperation with regional policies. Include roadways, storm sewers, water lines and other public amenities. This should be a part of the Town's comprehensive growth and investment strategy and tied to a development review process.
- Industrial pockets outside of the urban core currently have utility and infrastructure services. Any repositioning initiatives for those pockets will require a thorough check to assess any changes in needs.
- Maximize the use of existing infrastructure.
- Sustainable and "green" infrastructure improvements should be tied with the preservation of the town-style environment with its small and quaint urban core and existing agricultural/farmland protection.
- Alternative energy sources should respect the character of the town. Example: install solar panels on the back side of buildings and not visible from the roadways.

### Strategy 2: Priority and placement of current extensions needed

- The Town's wastewater treatment plant was operating near the 90% action limit, risking an "Early Warning Notice" being issued from the IDEM to the Town of Middlebury. The plant is first priority for infrastructure improvements.
- The Town's water filtration plant has available capacity and could provide revenue to the Town through extension into areas currently served only by private wells.

### Strategy 3: How to pay for extensions

Funding sources:

- Creating a Tax Increment Financing (TIF) district
- Grant from Office of Community and Rural Affairs (OCRA)
- Grant or loan from US Dept. of Agriculture Rural Development
- Low interest loan from State Revolving Fund (SRF)
- Supplemental Disaster Recovery Fund from both US Dept. of Housing & Urban Development (HUD) and OCRA; Elkhart County is an approved county for full public assistance and assistance to individuals and households in the 2008 Disaster Assistance
- Have developer pay for all extensions required for new development.

### Strategy 4: Strategize on a rule for requiring connection to Town utilities

- Future growth opportunities must be reviewed as they arise. Any utility extensions will need to be researched for positive impacts on the Town.
- Work collaboratively with Elkhart County officials and Elkhart County Sewer District on development of policy for requirement of connections to township lots.

### Strategy 5: Emergency services and new facilities needed for the growing population

- Coordinate with existing services to determine if current needs are met. Work with Elkhart County to determine policy for providing service to the expected growth.
- A policy should be set in place to look inward to the urban core as a first priority for development to reduce sprawl and to preserve identity of place. Such policies should be further explored with availability of existing infrastructure utilities.

### Strategy 6: Future communication needs such as fiber optics, WI FI access

- Communications have been utilizing fiber optics and WI FI access. To promote the Middlebury area as attractive to business, the installation of fiber optics and the availability of WI FI access is needed.

### Strategy 7: Options to use the existing trail system to locate the conduit for fiber optics and other infrastructure needs

- The existing and future trail system in the Middlebury study area provides a readily available location for the installation of fiber optics and other infrastructure needs.



COMPREHENSIVE STRATEGIC PLAN - PHASE 2

# PUBLIC PARKS, TRAILS AND COMMUNITY ENHANCEMENTS



## Public Parks, Trails and Community Enhancements



Memorial Park at Main Street (SR 13) and Warren Street

### Existing Conditions

The Middlebury Parks and Recreation Department oversees and maintains a municipal park system that includes developed and undeveloped land and a system of interconnected multi-use trails. The beauty and richness of these public spaces play a key role in a healthy lifestyle in Middlebury.

Middlebury has a broad range of established recreation programs and opportunities that are offered throughout the year promoting active living and public health. The promotion of non-motorized transportation is a priority to the Town to provide a safe and inexpensive exercise option while experiencing the Town of Middlebury at a slower pace.

Parks in Middlebury include:

- Krider World's Fair Garden
- East Park
- Memorial Park
- Troyer Park
- Riverbend Park
- Greenway Park

The parks department is developing a trail system that provides connectivity to key destinations and to the regional Pumpkinvine Trail. The Town also has a Town Hall, Library, Police Department, water treatment plant and wastewater treatment plant.

### Bicycle Trails

Elkhart County currently provides 100+ miles of trails for its citizens. Trails included in the Middlebury study area include:  
A signed bicycle route traveling through Middlebury connecting Goshen and Elkhart that follows CR 28 east to CR 33, north to CR 126, east to CR 35, north to CR 20, east to CR 37, north to CR 22 (Orpha Dr.), northeast to SR 13 (Main St.), and north to Bristol Avenue (CR 8).

A bicycle route traveling from Goshen to Middlebury along CR 22 ending at US 20 on the southwest side of Middlebury.



As a bike friendly community, Middlebury residents and visitors utilize the streets where trails are absent.

The Pumpkinvine Trail is a pedestrian/bicycle trail connecting Goshen to Middlebury. This trail exists along the abandoned Pumpkinvine railroad corridor. Within the Town of Middlebury, the pedestrian/bicycle trail along the Pumpkinvine Railroad corridor is called the Greenway Park. Currently, Phase I is in place from Wayne Street to York Drive. Phase II will extend along the rail corridor from Wayne Street south to the Town limits.

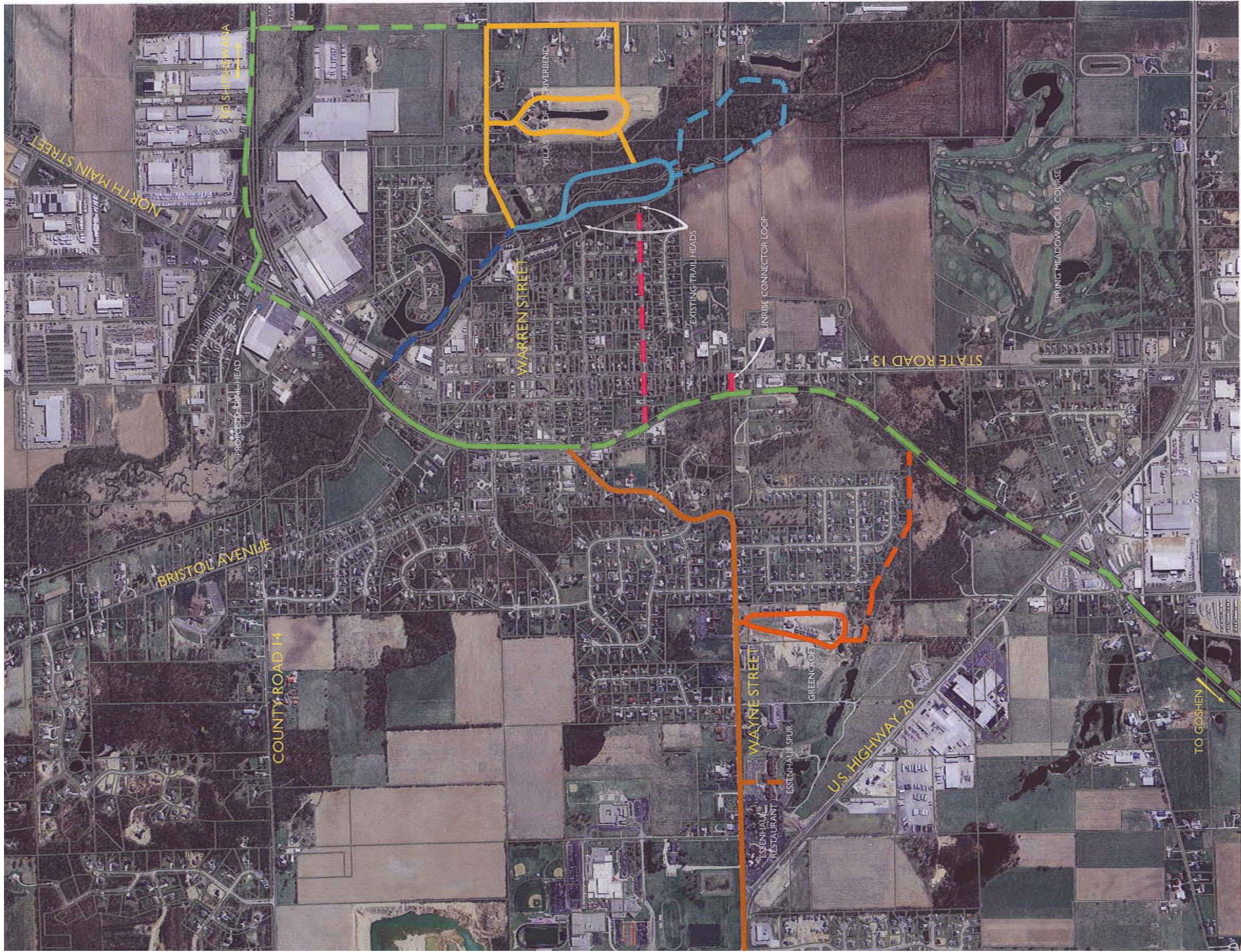
Another existing pedestrian/bicycle trail in Middlebury is the Wayne Street path existing from the Greenway Park at Berry Street on the Pumpkinvine rail corridor west to the Middlebury School campus.

Middlebury also has a series of walking trails in Riverbend Park through the woods and over the Little Elkhart River.

Refer to the exhibit on the next page for bicycle route and trail locations.

### Opportunities

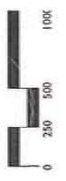
- Promoting the long term vision to connect Middlebury to neighboring towns through multi-use trails, the Greenway project will help establish that goal by utilizing an abandoned railroad bed. The abandoned Pumpkinvine Railroad corridor as a trail will connect to Shipshewana and Goshen in the future.
- Add sidewalk access from neighborhoods to trails.



Source: Wightman Petrie  
January 10, 2008

- EXISTING TRAIL LEGEND**
- PUMPKIN TRAIL
  - WAYNE STREET TRAIL
  - GREENCROFT
  - RIVERSIDE PARK TRAIL
  - VILLAGES OF RIVERBEND

- PROPOSED TRAIL LEGEND**
- PUMPKIN TRAIL (NORTH)
  - PUMPKIN TRAIL (SOUTH)
  - GREENCROFT TRAIL
  - DUNHAM RIVER TRAIL
  - SPRING STREET TRAIL
  - WELL HEAD TRAIL



**Trails of Middlebury**



Promote and enhance existing parks and greenways throughout the Town.

## Recommendations

### Strategy 1: Preserve and enhance the system of current parks

- Promote the preservation of the existing parks system with a goal of enhancing the environmental, ecological and recreational value of the Town.
- Open space preservation should be in concert with environmental protection through the identification of key environmentally sensitive sites.
- Upgrade and/or renovate existing parks and similar facilities based on priority (usage, funding, community needs)
- Sustainability practices are recommended to be implemented within parks and greenways/trails/pedestrian connections which can improve water quality and storm water management, preservation of water table and decrease in heat island effect within the urban core.
- Promote the preservation and enhancement of the current trail system according to the vision of the “Trails of Middlebury”. This should be incorporated within a parks master plan.
- As a preliminary step, parkland should be identified within a park and recreation plan and appropriate policies should be developed for preservation that will provide compliance guidelines based on the visions of future growth of the community. The Standard Specification and Development Guide for Middlebury or the subdivision controls ordinance is recommended to have the specifications for construction standards such as width, material, etc. for trails. The adopted policies should also address development of new parks, trails, bikeways, greenways and blueways.

### Strategy 2: Identification of spaces for new parks and green spaces

- Conduct a comprehensive survey specific to the parks and recreational needs of the community, and use the results of the survey to prioritize and plan for future offerings.
- This survey should be used to identify any major commitments facing the Town such as future land acquisition, additional facilities and other capital improvements, staffing levels, potential partnerships, programs, services, and other major decisions that may be necessary to accommodate the needs.
- Identify parks, open space and right-of-way areas to be allowed to return to a more natural state or converted into native prairie. Create natural buffers within park lands, open space and rights-of-way.
- Create a comprehensive park master plan that will account for the existing parks, green spaces, trails, greenways and blueways and provide guidelines and policies for future parklands. This will be cross-referenced with the capital improvement plans to leverage the needs, construction and availability of utilities.
- The Town officials should take leadership in the park planning and balancing neighborhood /resident desires with community needs.
- Promote riparian conservation, wetland preservation, habitat and farmland protection in concert with land use strategies.
- Existing greenways should be expanded based on the work underway on the Pumpkinvine railroad corridor and allocating future connections within the Town and regional networks.
- Park design must be reviewed with the long-term cost of maintenance. The financial commitments required for upkeep of public land mass should be proportional to the population mainly served.
- Expand and add programs and services to meet current and future community recreational needs.

- For the development of regional parks, develop formalized joint-use agreements between the Town and the relevant community/agencies regarding the rights and responsibilities of each party as they relate to use and maintenance of each property site. These Agreements should not only be a general understanding of shared resources, but should also be specific to the individual need for specific programs or activities.
- Continue to follow the Tree City USA program and corresponding designation.
- The Town should promote the diverse system of parks and trails with the Elkhart County Convention and Visitors Bureau.

### Strategy 3: Identification of the need for diverse recreational activities and connectivity

- Promote connection between an open-space network, neighborhoods, mixed use, office and commercial developments, business districts, parks, schools, historic sites and other neighborhoods.
- Promote the development of the park system to cater to the needs of neighborhood, local and regional uses.
- Provide appropriate and diverse amenities that respond to the scale of the usage of the park system. Amenities and utilities should include facilities for diverse demographics, age groups and differing needs.
- Attention should be given to enhance the parks and trails system that promotes pedestrian and bicycle friendly character.

### Strategy 4: The need for recreational activity centers

- Existing public utilities should be maximized for resident/community usage during meetings, public gatherings and community-wide festivities.
- Cultural initiatives to promote local and regional arts are encouraged to be showcased within the public meeting places.



- 
- The Town should promote the facilities for such events and functions along with Elkhart County Convention and Visitors Bureau that ties with tourism focused recommendations.
  - Promote the incorporation of public art within the fabric of Middlebury.
  - The Town should proactively work with public-private and non-profit agencies for the development and showcase of diverse cultural offerings.
-



COMPREHENSIVE STRATEGIC PLAN







Pumpkinvine Trail

## Tourism

### Existing Conditions

Middlebury's rich cultural heritage, town-style environment and plenty of recreational options offers wide-ranging opportunities for the residents and visitors alike. The town and its diverse offerings cater well to a wide group of demographics and age groups and have strong potential for expansion and further development while preserving the town-style character. Middlebury's tourism market boasts of various area attractions including the recreational trails and parks, specifically the Pumpkinvine Nature Trail and Krider Garden, unique and locally made food products, close-knit Downtown/Town Center commercial business owners offering quality merchandising, and, most importantly, the opportunity to experience the small town feel. Middlebury is also home to one of Indiana's largest family owned restaurants, the Das Dutchman Essenhaus. Being a center for local visitation, the Amish and the "English" come to the Town to perform business and trade. Together with the unique and diverse offerings, open space and park systems, and plenty of family-friendly gathering and picnicking opportunities, Middlebury creates a rich sense of place and destination.

### Issues

The Northern Indiana Tourism Development Commission (NITDC) created a "Strategic Destination Plan" for 2009 – 2011, which contains the findings of a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis and highlights the issues and opportunities within the broader northern Indiana marketplace. It also showcases the recommended collaborative approach between the northern Indiana communities. Some of the issues for Middlebury tourism are the following:

- Absence of branding and appropriate wayfinding elements at the gateways and state routes
- Lack of appropriate marketing and promotional campaign from Town's perspective that will highlight the niche marketing strategy with the local and regional marketplace.
- Although the Town website has some information regarding area attractions, it needs some strategic direction that ties the public gathering events, festivals and other events and attractions with a promotional campaign by the Elkhart County Convention and Visitor's Bureau and NITDC
- Lack of funding/financing

### Opportunities

- Follow the recommendations of the NITDC report for strategic destination marketing
- Collaborate with NITDC and Elkhart County Convention and Visitor's Bureau for database and staffing help
- Update the database of area attractions and tourism related offerings and create a destination marketing strategy



# AmishCountry

NORTHERN INDIANA



## Recommendations

### Strategy 1: Develop a plan to “market” Middlebury

- Promote the niche market of heritage tourism and recreational opportunities.
- Promote the creation of “green” technology oriented job growth and utilize this campaign to develop tourism opportunities centered around sustainable initiatives. Work with area universities/colleges and the EPA for creation of a technology innovation program/center. Existing brownfields/greyfields provide ample opportunities to develop the center within Middlebury.
- Additional “niche” programs should include arts and quality crafts and quilts, home-made quality food offerings, and Trails of Middlebury.
- Create branding plan that can be implemented within and outside of the Town limits that can direct visitor traffic and also create a sense of place.
- Encourage opportunities to develop a hospitality oriented message and offerings (improved lodgings, bed and breakfast, restaurants catering home-made food, etc.).

### Strategy 2: Work more closely with statewide and regional entities such as Elkhart County Convention and Visitors Bureau

- Develop a strategic marketing plan in collaboration with ECCVB and NITDC.
- Enhance and develop continued support in the community for ECCVB’s and NITDC’s tourism and marketing programs.
- Educate local leaders and businesses on ECCVB’s projects, plans and goals and ways to creatively craft and update the message based on the “niche” marketing plan. Develop a continuing education/meeting program for consensus support.

### Strategy 3: Opportunities to tap into existing options to increase tourism

- Create a joint effort of marketing plans currently underway between different businesses.
- Work with Chamber of Commerce to create a succinct message of the “niche” marketing strategy and create a unified vision.
- Continue to promote marketing materials.



COMPREHENSIVE STRATEGIC PLAN

# FINANCIAL STRUCTURING





## Financial Structuring

The following financing and funding mechanisms are available from the State, regional and local initiatives. Funding, grants and financing information has been gathered from various sources and such sources are referenced at the beginning of the programs.

It is the intent of this phase of the Comprehensive Strategic Plan to highlight the preliminary opportunities of funding and financing programs. The Phase II process will further explore the details of the programs and recommend possible alignments with implementation measures.

### Economic Development Corporation of Elkhart County

(Additional information regarding all of the programs can be found at <http://www.elkhartcountybiz.com/>)

### Tax Increment Financing (TIF)

The Indiana Tax Increment Financing (TIF) process is formally established in Indiana Code 8-1. TIF is a redevelopment tool used by towns/cities and development authorities to finance certain public redevelopment costs. It is an economic development tool to generate property tax revenues attributable to increases in assessed value.

The following are the current TIF districts within and adjacent to Middlebury. These were created by Elkhart County [those in the corporate limits of the town were created by the County Redevelopment Commission].

- Middlebury East: To provide for the upgrading and expansion of the municipal sewer treatment plant to accommodate wastewater processing to assist in serving the Middlebury East TIF District. Revenues were pledged to loan financing obtained for the project.
- Middlebury South Agricultural: A pilot project to determine the efficacy of using a TIF District to protect farmland and encourage agricultural development within the economic development area. Project

includes the acquisition of conservation easements or other agricultural development issues in the economic development area along with potentially improving the roads and drainage facilities serving the economic development area in order to foster, encourage, and maintain agricultural development and agricultural business within the economic development area.

- Middlebury Southeast: Created to extend sewer and water and other sanitary sewer line improvements to serve the TIF district. Revenues were pledged to loan financing obtained for the project.

### Recovery Zone Facility Bonds

- The American Recovery and Reinvestment Act of 2009 ("ARRA") authorized a new category of tax-exempt bonds called "Recovery Zone Facility Bonds."
- "Recovery zone property" is defined as any property to which §168 (relating to the accelerated cost recovery system) applies if: (a) such property was constructed, reconstructed, renovated, or acquired by purchase (as defined in §179(d)(2)) by the taxpayer after the date on which the designation of the recovery zone took effect; (b) the original use of which in the recovery zone commences with the taxpayer; and (c) substantially all of the use of which is in the recovery zone and is in the active conduct of a qualified business (as defined in §1400U-3(c)(2)) by the taxpayer in the recovery zone.
- "Recovery zones" are areas that have been particularly hard hit by job losses. More specifically, a "recovery zone" is defined as (a) any area designated by the issuer as having significant poverty, unemployment, rate of home foreclosures, or general distress; (b) any area designated by the issuer as economically distressed by reason of the closure or realignment of a military installation purchase to the Defense Base Closure and Realignment Act of 1990; and (c) any area for which a designation as an empowerment zone or renewal community

is in effect as of the effective date of ARRA, which effective date is Feb. 17, 2009.

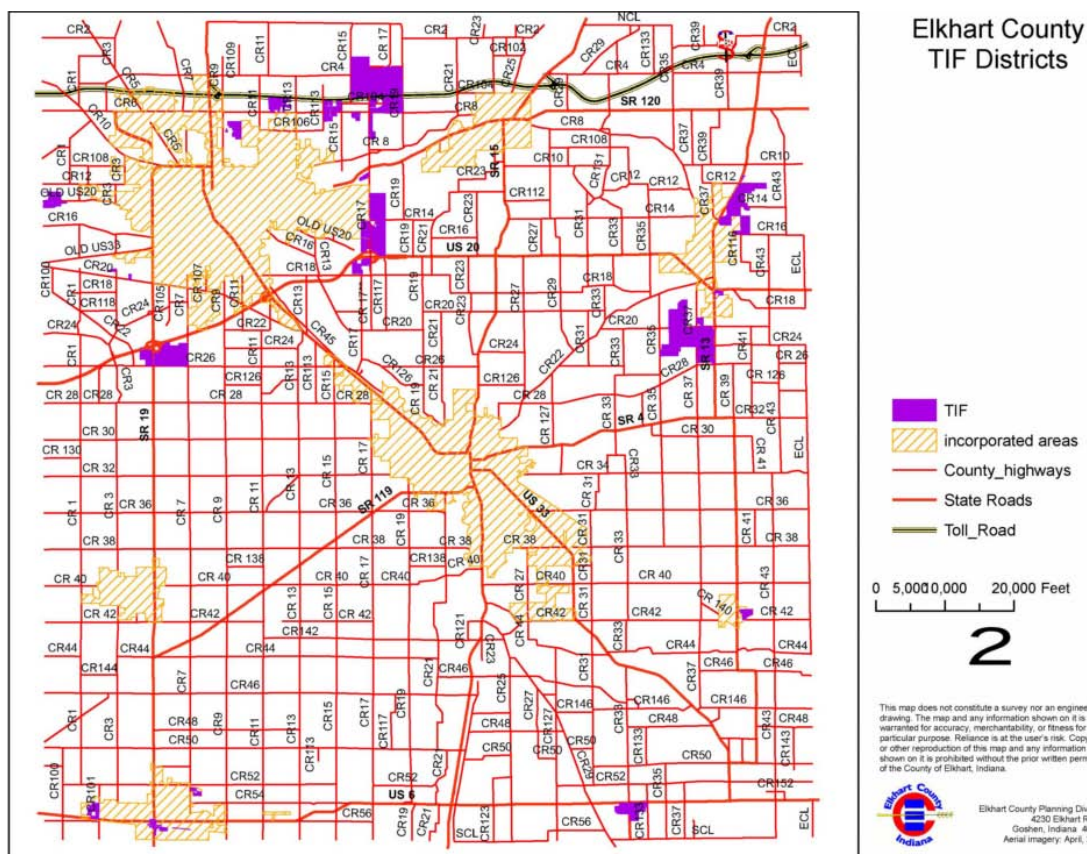
- The Bonds must be issued in either 2009 or 2010.
- Amount that can be issued in Indiana: \$469,621,000.

### Real Property Tax Phase-In

New buildings constructed are eligible for real property tax abatement. Substantial improvements to existing buildings may be eligible, but it is important to note that only the value of the improvement to the existing building qualifies. It is not permissible to abate property that is already being taxed in Indiana. Land does not qualify for phase-in.

Real property tax phase-in is a declining percentage of the increase in assessed value of the improvement based on a specific time period. For example, for a five-year phase-in, the tax payer pays no tax in year one, 20% of the total tax in year two, 30% of the total tax in year three, etc. The local governing body determines the time period for the phase-in.

The Town of Middlebury participates in the tax phase-in program. The rules and guidelines are mentioned in the website address provided above or can be provided by the Town Manager.





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State of Indiana

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the future with  
one easy step.**

learn more

## Indiana State Incentives

Source: <http://www.in.gov/iedc/>

### Grants

- **21st Century Research and Technology Fund**  
The Indiana 21st Century Research and Technology Fund was created to stimulate the process of diversifying the State's economy by developing and commercializing advanced technologies in Indiana. The Fund Board, representing most of the academic and commercial sectors of the State, approves awards.
- **Industrial Development Grant Fund (IDGF)**  
This grant provides money to local governments for off-site infrastructure projects associated with an expansion of an existing Indiana company or the location of a new facility in Indiana. State funding through the IDGF program must be matched by a combination of local government and company financial support.
- **Small Business Innovation Research Initiative (SBIR/STTR)**  
The Small Business Innovation Research program (SBIR) — along with its sister program, the Small Business Technology Transfer program (STTR) — are highly competitive and encourage small businesses to explore their technological potential. SBIR/STTR funding is available from 11 participating agencies throughout the United States and focuses on various technological areas.

### Loans

- **Tax-exempt Bonds**  
Private Activity Bonds are often called Industrial Revenue Bonds (IRBs) or Industrial Development Bonds (IDBs) and are issued by state or local governmental entities for the benefit of a private company, usually manufacturers. Interest on the bonds is generally exempt from federal income taxes for investors, which

typically results in lower long-term interest rates to the borrower.

- **Loan Guaranty Program**  
The Indiana Economic Development Corporation (IEDC) can provide a loan guaranty to a lender for the benefit of a high-growth/high-skilled company, manufacturer, rural development project, value-added agricultural enterprise or another type of business that creates or retains a significant number of Hoosier jobs.
- **Capital Access Program (CAP)**  
The Capital Access Program (CAP) is a small business credit enhancement program that creates a specific cash reserve fund for the lender to use as additional collateral for loans enrolled in the Program. CAP allows lenders to consider loans that might not meet conventional lending requirements.

### Special Programs

- **Certified Tech Parks**  
The Certified Technology Parks program supports the attraction and growth of high-technology business in Indiana and promotes technology transfer opportunities. Designation as a Certified Tech Park allows for the local recapture of certain state and local tax revenue which can be invested in the development of the park.
- **Patent Tax Exemption**  
The Patent Tax Exemption allows certain income derived from qualified patents to be exempt from taxation. The Tax Exemption for Patent-Derived Income defines qualified patents to include only utility patents and plant patents. The total amount of exemptions claimed by a taxpayer in a taxable year may not exceed \$5 million.
- **Regulatory Ombudsman**  
The Indiana Economic Development Corporation's regulatory ombudsman

assists in the process of obtaining the permits and approvals necessary for a business operation. The ombudsman serves as a liaison between companies, communities, local economic development organizations and regulatory agencies.

- **Regional Economic Development Partnership Programs**  
In order to spur further regional economic development initiatives, this program was created to encourage communities to think, plan and act regionally, and to provide additional resource support for regional initiatives. The objective is to build on the work already done to define regional economies, develop regional growth strategies, and accelerate effective regional economic development.
- **Shovel Ready**  
The Shovel Ready Program is a new state program created to help communities certify sites as "ready for development." Shovel Ready is designed to ultimately help companies locate and develop a property site quickly.

### Tax Credits

- **Economic Development for a Growing Economy Tax Credit (EDGE)**  
The Economic Development for a Growing Economy (EDGE) is a refundable tax credit program that rewards companies creating jobs and contributing to the growth of Indiana's economy. EDGE credits are calculated as a percentage of payroll tax withholding for net new Indiana jobs. EDGE credits may be awarded for a period of up to 10 years.
- **Hoosier Business Investment Tax Credit (HBITC)**  
This program encourages capital investment in Indiana by providing a credit against a company's Indiana tax liability. The credit amount is based on a company's qualified capital investment with the final credit amount determined by the Indiana Economic Development Corporation, based on an analysis of the economic benefits of the proposed investment.

- **Venture Capital Tax Credit (VCI)**  
The Venture Capital Investment Tax Credit was established to improve access to capital to fast growing Indiana companies by providing individual and corporate investors an additional incentive to invest in early stage firms. Investors who provide qualified debt or equity capital to Indiana companies receive a credit against their Indiana income tax liability.
- **Industrial Recovery Tax Credit**  
The Industrial Recovery tax credit provides an incentive for companies to invest in facilities requiring significant rehabilitation or remodeling expense. After a building has been designated as an industrial recovery site, companies may be eligible for a tax credit calculated as a percentage of qualified rehabilitation expense.
- **Headquarters Relocation Tax Credit**  
When a business relocates its corporate headquarters (defined as the location of the principal office of the principal executives) to Indiana, it is entitled to a credit against its state tax liability equal to half of the costs incurred in relocating the headquarters. A company must have a worldwide annual revenue of at least \$100 million to qualify.
- **Media Production Sales Tax Exemption**  
The Media Production Expenditure Tax Credit (MPETC) was established to further grow the Indiana production industry by providing individuals and companies a refundable tax credit of up to 15 percent of the amount spent in Indiana for qualified production expenditures.

#### **Workforce Training**

- **Skills Enhancement Fund (SEF)**  
The Skills Enhancement Fund (SEF) provides financial assistance to businesses committed to training their workforce. Trainees must be Indiana residents. SEF reimburses eligible training expenses over a two-year term. Companies may reapply for additional SEF funds after their initial two-year term. IEDC typically does not

provide reimbursement for training that is required by law.

#### **Other Funding and Incentives**

- **Indiana High-Growth Fund**  
A multi-million dollar fund was created to be used in conjunction with existing Indiana Economic Development Corporation (IEDC) incentives to compete for the expansion and attraction opportunities with companies that are engaged in technology-intensive, high value-added activities paying well above average wages.
- **Single Sales Factor Apportionment**  
Indiana is phasing in a business-friendly, single factor business tax formula to encourage job creation and capital investment.
- **Telecommunications**  
Passage of the Telecommunication Reform Act in 2006 encourages new investment and competition in cable, telephone and internet services.
- **Indiana Brownfields Program** (<http://www.in.gov/ifa/brownfields/2366.htm#RLF>)  
Housed within the Indiana Finance Authority (IFA), the Indiana Brownfields Program offers financial, technical, legal, and educational assistance and works in partnership with the U.S. Environmental Protection Agency (US EPA) and other Indiana agencies to assist communities in making productive use of their brownfield properties.



## Recommendations

### Strategy 1: Establish a policy for funding and financing mechanisms

- The Town should establish a policy that ensures sufficient return based on creation of an incentive package relative to revenue stream. For the commercial and industrial uses, target sectors that align with the direction and long-term vision as mentioned within this Comprehensive Strategic Plan.
- It is important to encourage businesses and provide funding/incentives to the ones proposing projects and establishments consistent with the vision of land use, density, location, infrastructure, development character. Ensure that inconsistencies if they so happen does not outweigh the economic benefits to the community.

### Strategy 2: Consideration for developing guidelines for business improvement grants/loans

- Adopt an ordinance that will provide guidelines for minimum fiscal returns for qualification of economic benefits.

### Strategy 3: Research different funding/financing mechanisms

- Explore and research different funding, grants and incentive programs available locally, regionally, state-wide and federally. Further exploration of the funding/financing mechanisms should be performed within Phase II initiative of this Comprehensive Strategic Plan that will provide categorization of sources and potential grantees.
- Continue to work with Elkhart County and the State of Indiana to structure and implement the incentives

- Promote incentive packages and funding/financing in the following sectors:
  - Business development and workforce training
  - Tax abatement for commercial businesses
  - Business development/redevelopment loans
  - Façade improvement loans
  - Brownfield Redevelopment
  - RTP grant (state funded) Recreation Trail Program
  - Transportation Enhancement funds (TE) (Federal Program)
  - National Scenic Byways program
  - Private/developer funding
  - Safe Routes to Schools
  - Land Water & Conservation Fund (state grant)
  - Local Parks & Recreation Fund
  - Congestion, Mitigation, Air Quality Funds
  - Energy Program Funding

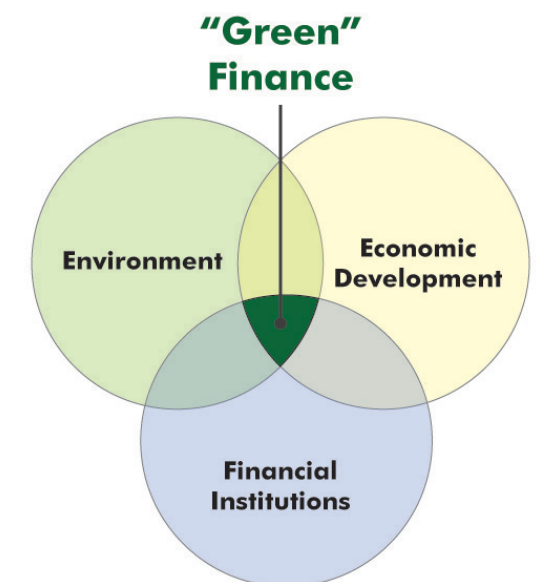
### Strategy 4: Promote more Tax Increment Financing (TIF)

- TIF districts are one of most preferred tools for economic incentive tools in Indiana, partly due to the decline of the available local, state and federal funding. This tool should be utilized primarily for commercial sector, specifically within the Town Center areas and also the potential industrial parks to pay for public infrastructure.

### Strategy 5: Provisions for projecting long-term financial needs and developing a funding plan to meet needs in sustainable manner

- Prepare a list of programs and implementation measures for short, medium and long term and explore funding/incentive packages for such measures
- Finance green enterprises and technology set-ups. Create "green" financial products and seek out appropriate investors.

- Consider environmental risks of lending decisions.
- Discuss about options of joint economic development districts between the adjacent towns and cities which supports the land use and economic development policies of the Town.





COMPREHENSIVE STRATEGIC PLAN



MASTER PLAN



## Master Plan

### Understanding

The master plan is a graphical and textual documentation of physical framework understanding and recommendations, which along with relevant public policy will help guide growth and development in the Town of Middlebury. It is long range in vision, yet leverages current and upcoming opportunities that will help to achieve the vision. The master plan section includes a series of maps and graphics for the Area of Influence as well as the focus areas that have been targeted for future development.

The physical framework for the Area of Influence consists of valuable assets such as areas of commerce, specifically downtown (town center), area near the intersection of US 20 and SR 13, area near the intersection of US 20 and Wayne Avenue and the industrial areas around the Town. Higher density residential neighborhood areas mostly concentrated around the urban core, i.e. town center, gradually transition into single-family homes and agricultural areas in the town center edge.

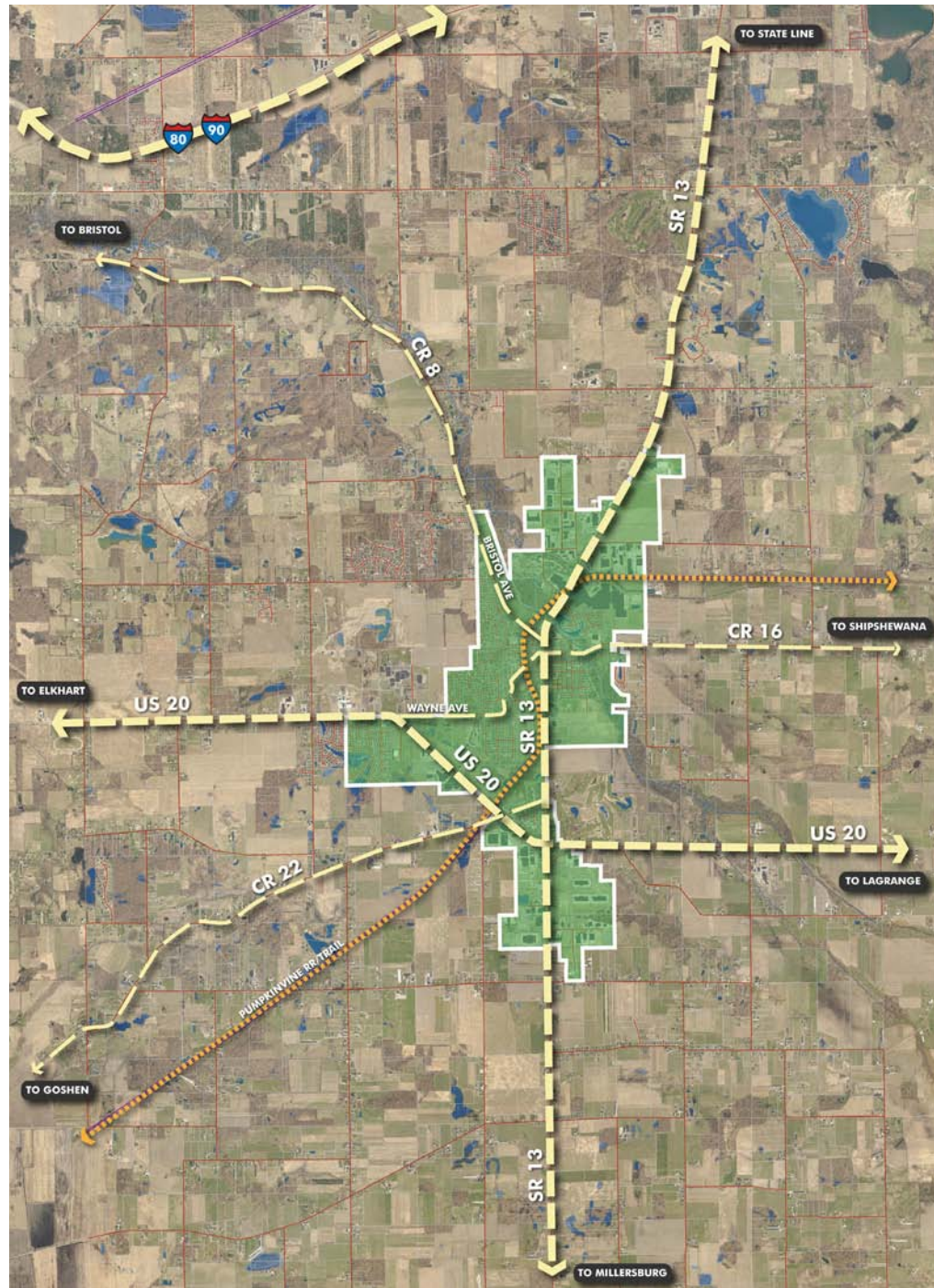
To best illustrate the growth and development potential within the area of influence, several urban design concepts have been developed that reflect the community values voiced during the public meetings, steering committee, stakeholder and focus group meetings.

The major components of this chapter include:

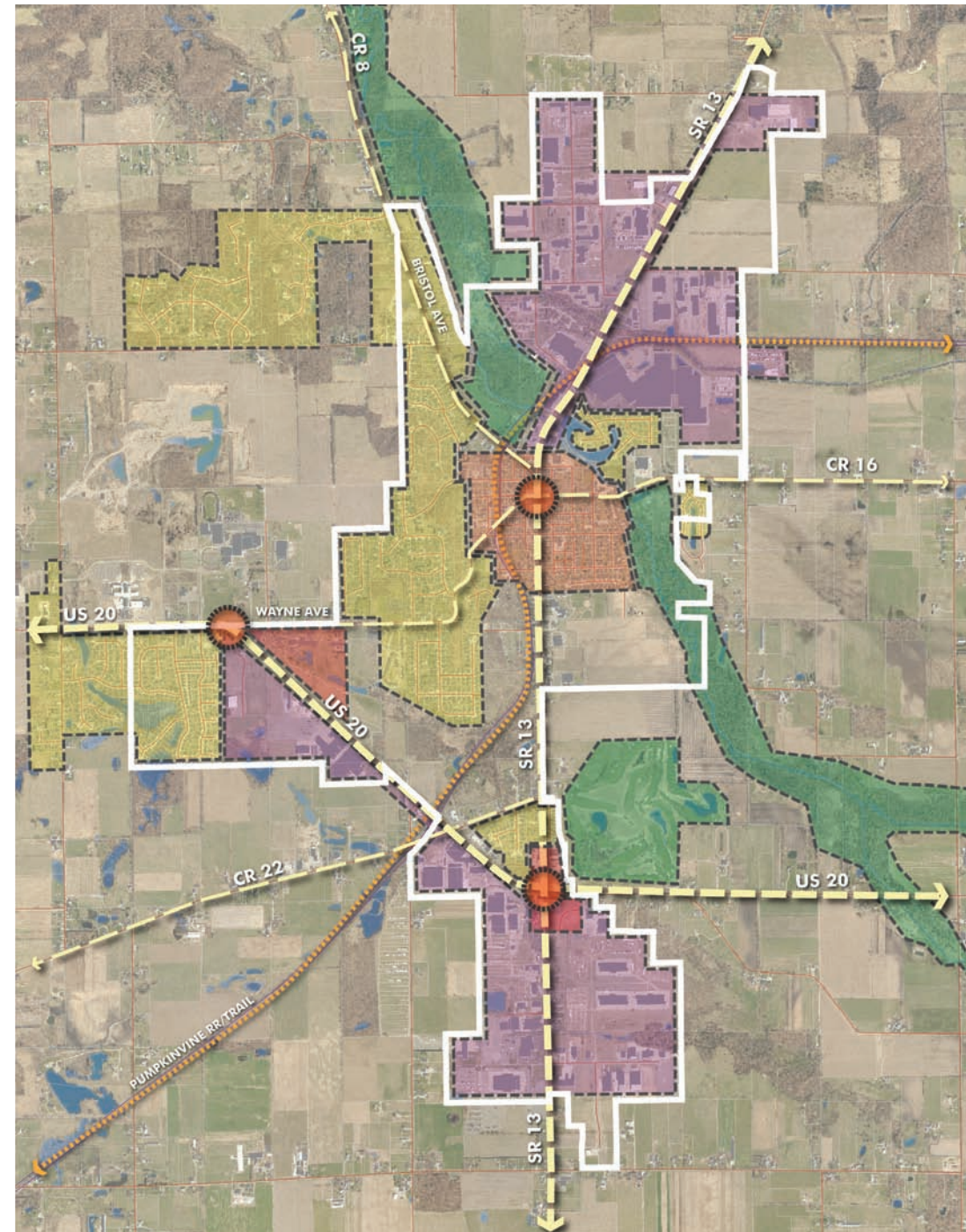
- **Area of Influence Understanding**
- **Focus Area Understanding**
- **Town Center Area**
  - + Existing Conditions
  - + Opportunities
  - + Urban Design Concepts including connectivity and specific projects
  - + Streetscape Enhancement Concept
  - + Aerial View exhibiting the potential growth and enhancements
- **Community Gateway Area**
  - + Existing Conditions
  - + Opportunities
  - + Urban Design Concepts
  - + Streetscape Enhancement Concept
- **West Gateway and Eco-Industrial Area**
  - + Existing Conditions
  - + Opportunities
- **Design Precedents**
  - + Exhibits potential character of development images including residential, commercial, office and industrial uses
- **Potential Uses**
  - + Exhibits potential uses for the focus areas
- **Signage and Wayfinding Elements: Understanding and Recommendations**
- **Additional Sustainability Elements**
- **Alternative Connectivity and Access Management**
- **Density of Development and Transect**



### Area of Influence



### Existing Conditions



#### Legend

- Commercial Areas
- Urban Core
- Industrial Areas
- Residential Areas
- Green Space & Green Connections
- Water
- Corporate Boundary
- Main Roads
- Trail
- Commercial Nodes

#### AREA OF INFLUENCE MAP

The Area of Influence Map sets the stage for detailed physical analysis of the component areas of the Comprehensive Strategic Plan. The corporate boundaries of the Town of Middlebury is highlighted. The study is focused on both the corporate boundaries and the outlying areas within Elkhart County.

#### EXISTING CONDITIONS MAP

The Existing Conditions Map illustrates the target areas within the study boundary. As the comprehensive strategic plan is developed analysis of outlying areas, which is mostly agricultural in nature, would be addressed in the land use chapter. The target area has been sub-divided into specific areas and nodes for better understanding of the existing physical fabric, be it predominant land uses or the connectivity between those zones.

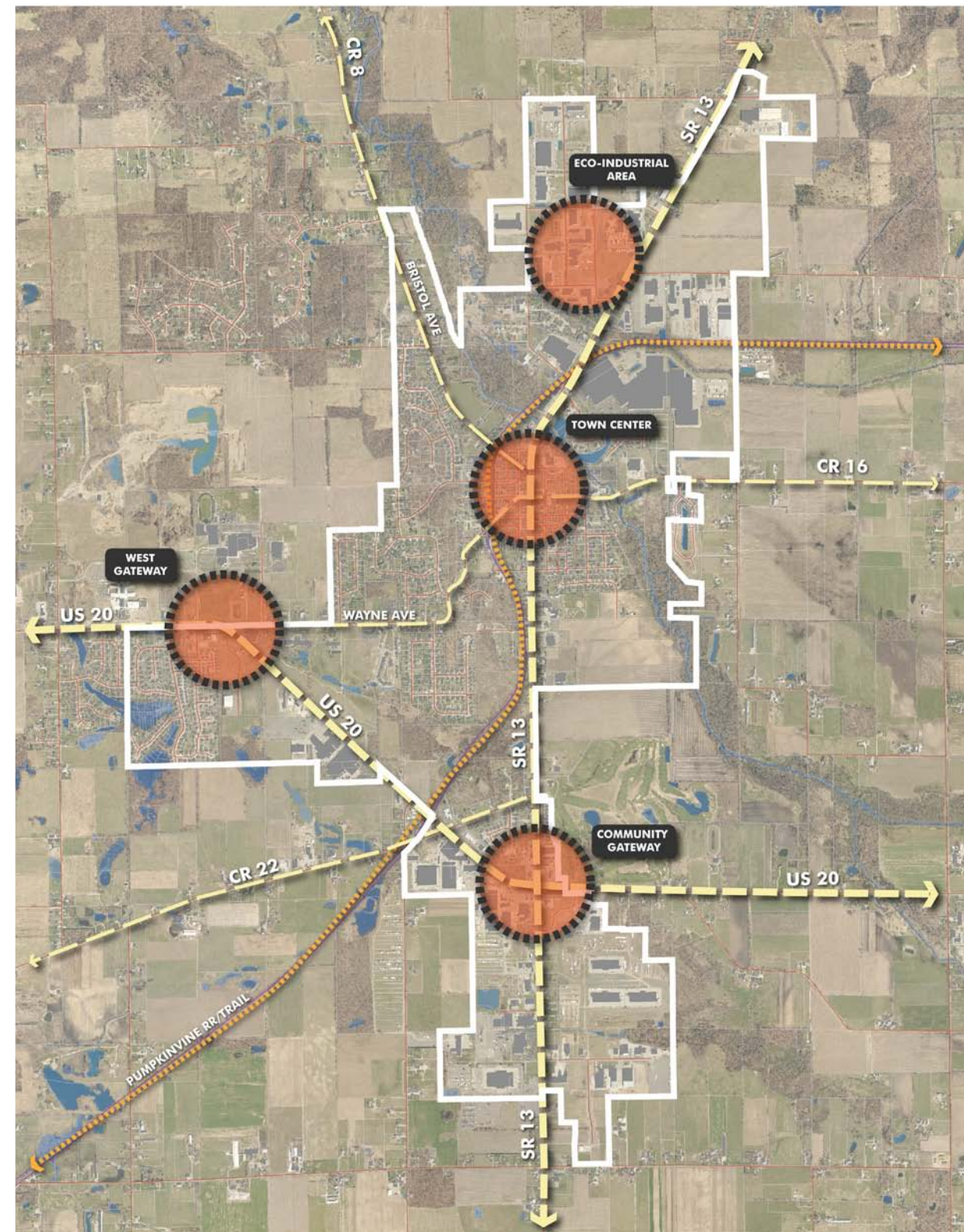
- Urban Core: Town Center area signifying the “heart of the community” and reflects the denser fabric with commercial uses, few converted residential to business use and denser single family residential.
- Commercial Area: The other significant commercial area outside of urban core is located around the intersection of US 20 and SR 13 as well as near the intersection of US 20 and Wayne Avenue, which is the location of Essenhaus.
- Industrial Areas: Located north of urban core, south of US 20 and along US 20 between SR 13 and Wayne Avenue.
- Targeted commercial nodes of potential redevelopment/repositioning priorities are highlighted.

**FOCUS AREAS MAP**

For the purpose the recommendation and implementation strategies of this Plan, specific focus areas were developed for better communication of the redevelopment vision and theme. Each of these areas will be addressed in the subsequent sections through existing conditions and potential redevelopment opportunities. The specific focus areas are:

- **Town Center**
- **Community Gateway**
- **West Gateway**
- **Eco-Industrial Area**

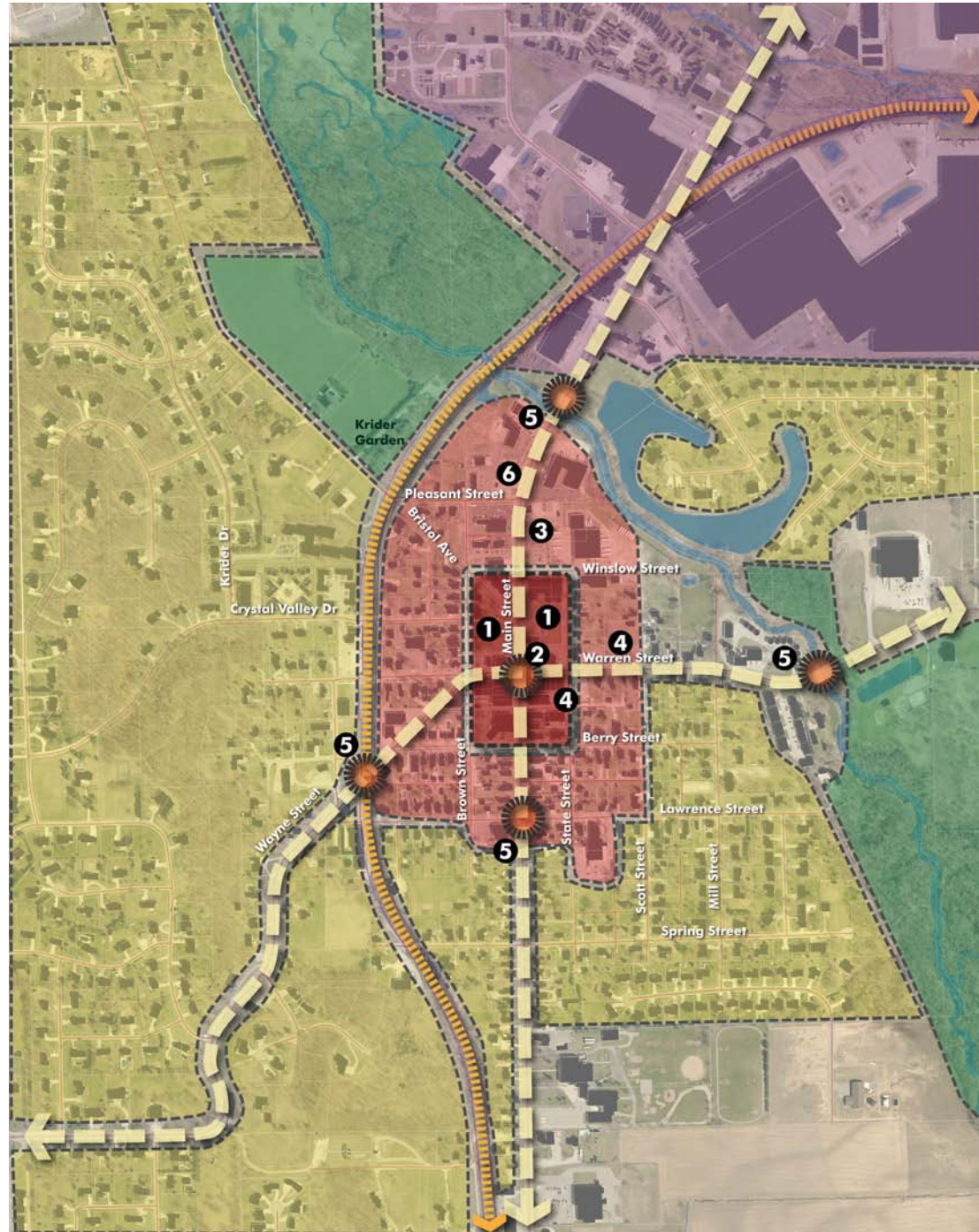
**Focus Areas**



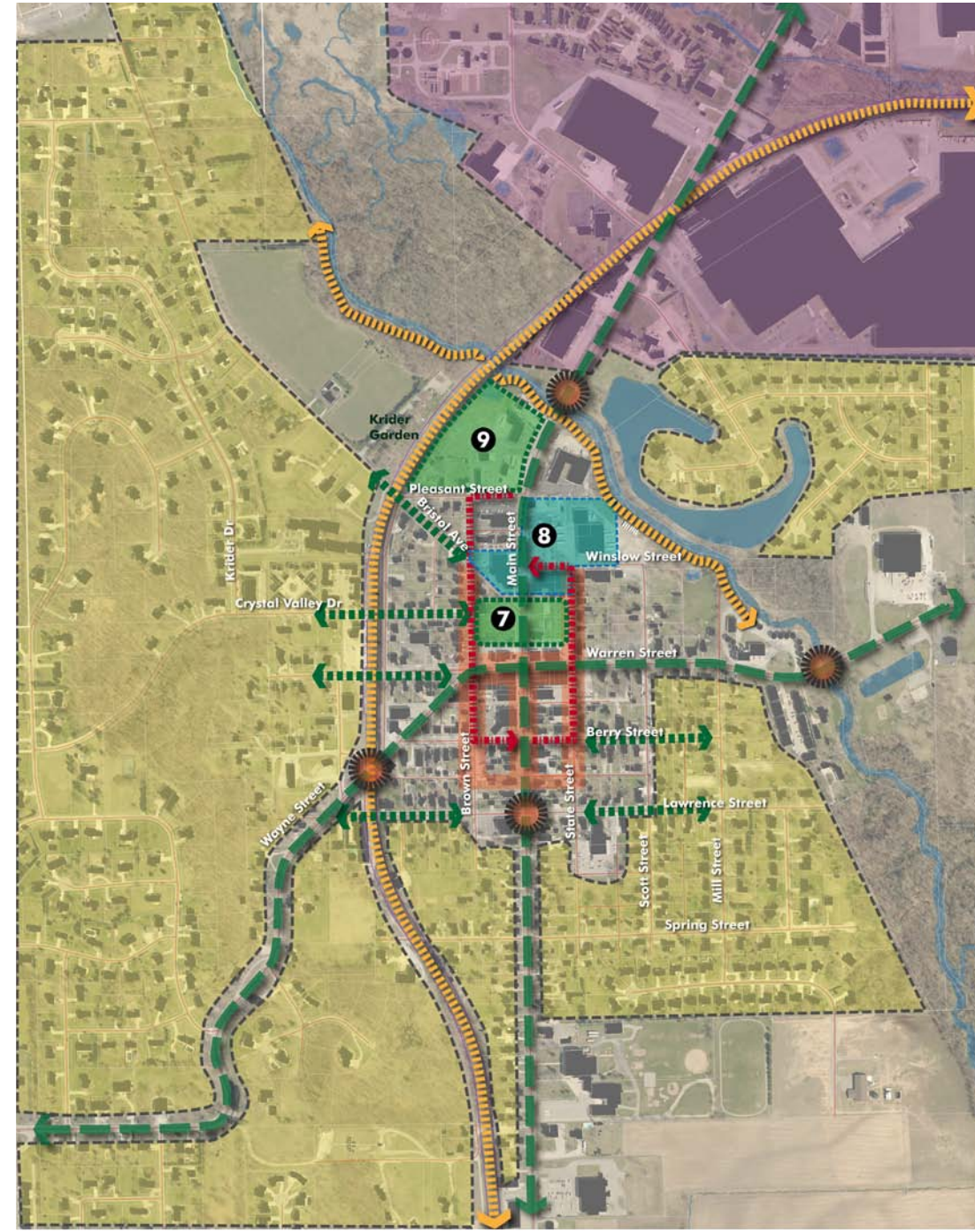


# TOWN CENTER

## Existing Conditions



## Opportunities



### EXISTING CONDITIONS

Dense urban core with commercial retail areas focused on local/regional offerings. Well connected with other focus areas through SR 13, Wayne and CR 16. Alternative connectivity is through Pumpkinvine and other nature trails. Presence of blueway and greenway along with community parks provide an excellent setting for creation of "Town Square".

### OPPORTUNITIES

- Promotion of a Retail District
  - + Main Street
  - + Brown Street
  - + State Street
  - + Berry Street
  - + Pleasant Street
- Creation of a "Town Square" around Memorial Park
- Promote Walkability and Alternative Connections through Trails
- Greenway Connections to River; Linkage to Pumpkinvine Trail and Krider Gardens
- Creation of Civic District/Campus
  - + Library
  - + Fire and Safety Services Center
  - + Potential Town Hall Relocation
  - + Public Gathering Spaces
  - + Outdoor Performance Stages/ Amphitheater
- Gateways into Urban Core
- Creation of Sense of Place - Town Center

### Legend

- |                  |                  |                                 |                         |  |  |   |  |
|------------------|------------------|---------------------------------|-------------------------|--|--|---|--|
| Town Center Core | Industrial Areas | Trail                           | Nodes                   | Green Connections with Streetscape Improvements                | <b>2</b> Inappropriate Uses/ Character within Urban Core | <b>4</b> Underutilized Parcel, Lack of Shared Parking and Connections | <b>6</b> Lack of Streetscape Character                                     |
| Town Center Edge | Main Roads       | Green Space & Green Connections | Potential Buggy By-Pass | <b>1</b> Presence of Valuable "Green Space" within Town Center | <b>3</b> Industrial Character near Urban Core            | <b>5</b> Absence of "Gateway Feel"                                    | <b>7</b> Establish Green Space Connections for Town Square Feel            |
|                  | Water            |                                 | Potential Retail Areas  |  |  |   | <b>8</b> Potential Civic Campus (including Library)                        |
|                  |                  |                                 |                         |  |  |   | <b>9</b> Relocate Existing Uses and Reuse as Trail and Retail Related Uses |

**TOWN CENTER**  
**Preliminary Concept**



**Legend**

- Existing Buildings
- Proposed Buildings

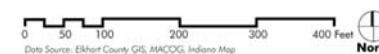
Existing

- 1** Safety Services Building
- 2** Library
- 3** Old Town Hall
- 4** Existing Church
- 5** Bank

Potential

- 6** Bike Station
- 7** Artisan's Village
- 8** Community Center
- 9** Relocated Town Hall

**Town Hall Relocation Concept**



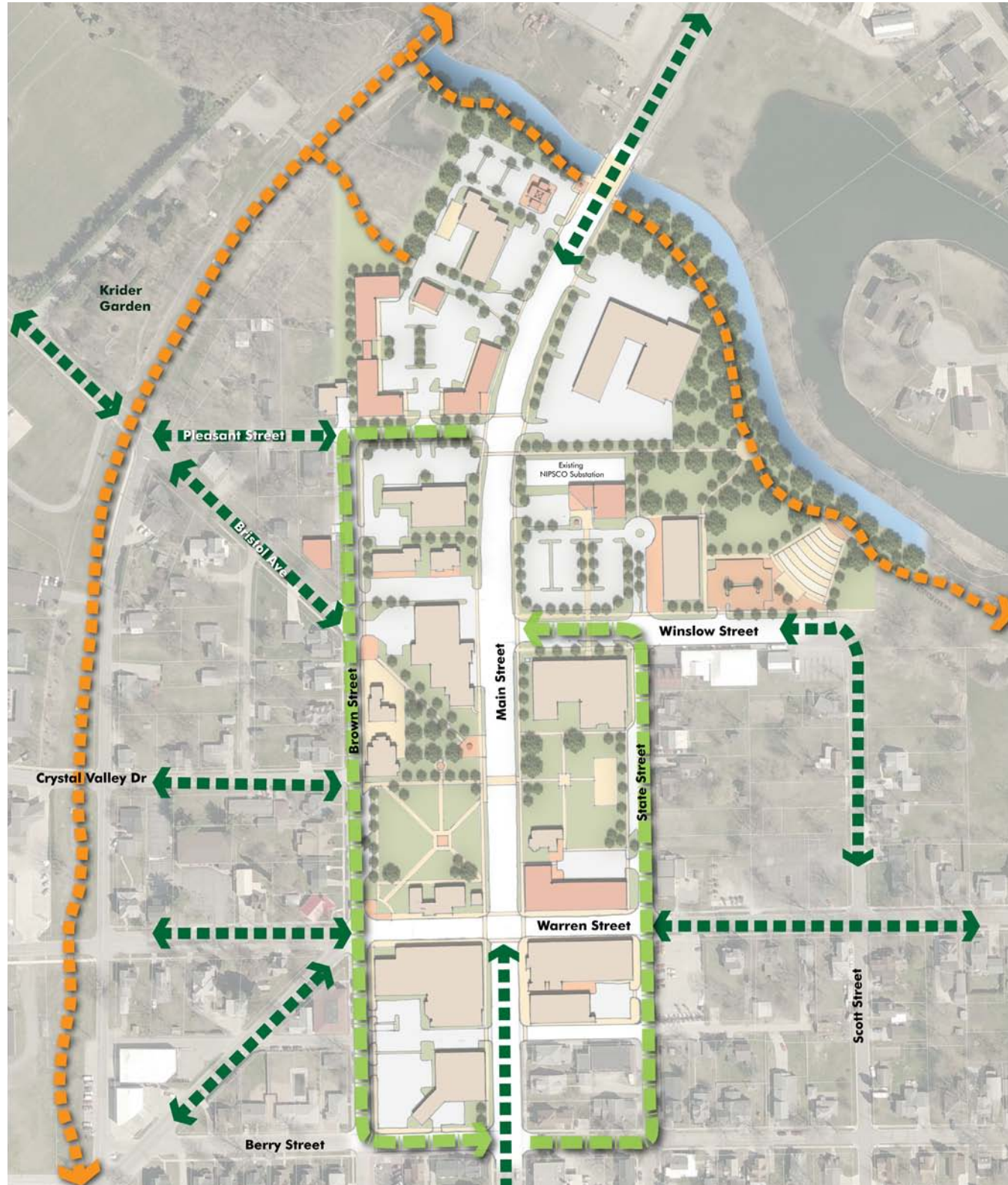
**CONCEPTS**

- Districting opportunity - civic campus, Town Center green space
- Improved connectivity with roads, sidewalks, trails and bikeways with urban core and residential areas
- Reduction of curb-cuts and streetscape enhancements, specifically introduction of landscaping and green lawns along the primary corridors.
- Integration of existing Memorial Park, Krider Garden green spaces with alternative connections.
- Enhanced signage and wayfinding elements.
- Potential full/partial closure of Bristol Avenue - to create pedestrian friendly connections.
- Possible Town Hall relocation at the site of the existing church south of the Safety Services building.
- Opportunity for upper story housing and/or professional office spaces.
- Shared parking behind buildings and improved alleyways for access.
- New infill developments to fill voids along main roads.
- Incorporation of sustainable infrastructure systems, for example rain gardens and pervious pavers, potential relocation of overhead utilities underground, specifically within the Town Center core.
- Variable density of development to cater to wide range of needs.



# TOWN CENTER

## Connectivity Concept



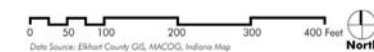
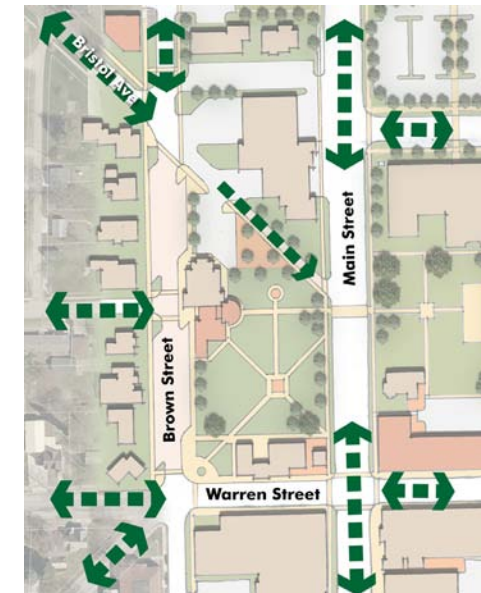
### Legend

- Existing Buildings
- Proposed Buildings
- "Green" Connections
- Trails
- Potential Buggy By-pass within Town Center

### CONCEPTS

- "Green" pedestrian-friendly connections (landscaped site development, sustainable elements, alternative transportation with sidewalk connectivity, trails, bikeways) with existing and potential connectivity systems.
- If the buggy bypass is set up, it should be extended south as far as possible past the existing curb & gutter along SR 13 (Main) to where the extra wide shoulders exist which provide buggy lanes.
- The signed bike route along SR 13 through downtown from Bristol St. to Orpha St could possibly be re-routed along the buggy bypass to provide a safer route for the bicycles. Alternatively along Pumpkinvine Trail.
- For the potential Town Hall relocation concept, Brown Street is recommended to have on-street angled parking options. Coordination with residents and businesses along these streets recommended.
- Bristol Avenue is recommended to be closed either partially (one-way from Brown Street to Main Street) with enhanced pedestrian walkability (special pavers) or closed with only pedestrian connection.
- Middlebury, in cooperation with MACOG will investigate, via a traffic study, changing Bristol to a right-in, right-out at Main St. (SR 13) or closing Bristol from Brown St. to Main St. (SR 13) and installing a traffic signal at Pleasant Street. This proposal would help alleviate some traffic congestion on SR 13 by eliminating left turns onto Bristol which cause traffic backups to the traffic signal located a half block south at Warren St.

### Town Hall Relocation Concept



**TOWN CENTER**  
**Clustering Concept**



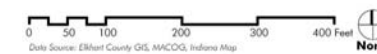
**Legend**

- Existing Buildings
- Proposed Buildings

**CONCEPTS**

- Establish special districts within Town Center with specific cluster of uses to create sense of place
- Connect the clusters
  - + Streetscape/public realm enhancements
  - + Pedestrian-friendly environment
- It is recommended to explore options to introduce enhanced pedestrian crosswalk improvement with either stamped concrete or any other approved special pavers. Public realm improvements and crosswalk enhancements within Town Center will help to create a more pedestrian-friendly zone.
- Any work within the INDOT right-of-way requires coordination with and approval by INDOT. Middlebury is a member of MACOG and would coordinate with INDOT through that organization. INDOT operates utilizing Context Sensitive Solutions (CSS).
- Funding could be achieved through INDOT's Transportation Enhancement Program (TEA grants), INDOT's Local Public Agency (LPA) process or INDOT's Local Highway Safety Improvement process, all of which would require Middlebury to coordinate with INDOT through MACOG. Middlebury would be required to pay a percentage (10%-20%) of the cost. INDOT has a "Call for Projects" for these funding options so it will be advantageous to have this Comprehensive Plan to aid them in the project submittal for the "Call for Projects". Alternatively, Middlebury can pay for the improvements entirely by itself which would eliminate waiting for a "Call for Project" but still require all the coordination with INDOT through MACOG.

**Town Hall Relocation Concept**





### Town Center: Streetscape Concept



### Town Center: Conceptual Aerial View

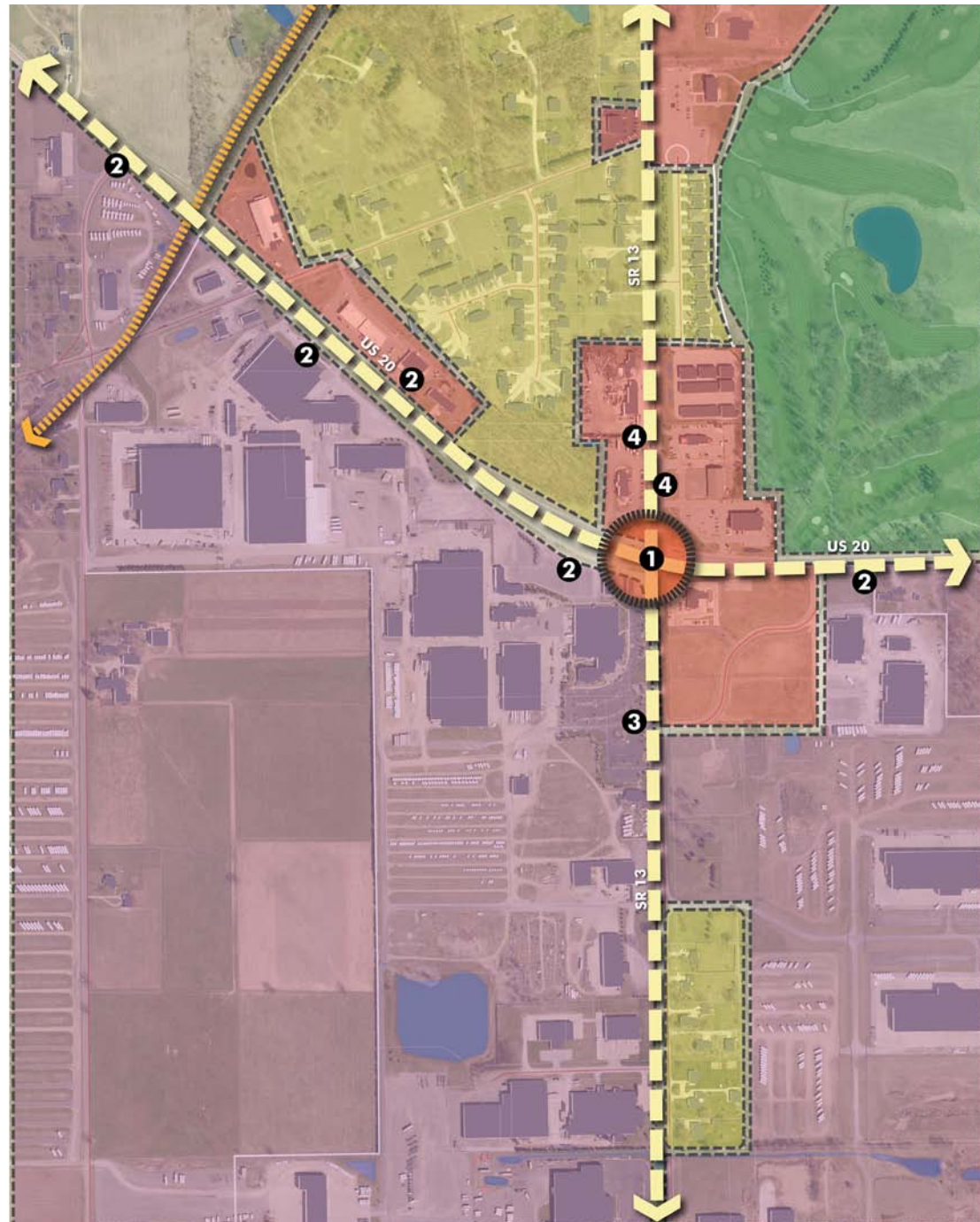


- CONCEPTS**
- 1. Potential artisan's village
  - 2. Potential civic campus
  - 3. Possible closure of Bristol Street or limited access
  - 4. Potential relocation of Town Hall
  - 5. Potential introduction of mid-block pedestrian crossings
  - 6. Streetscape enhancements including signage and wayfinding
  - 7. Potential infill opportunity
  - 8. Potential on-street angled parking and buggy bypass

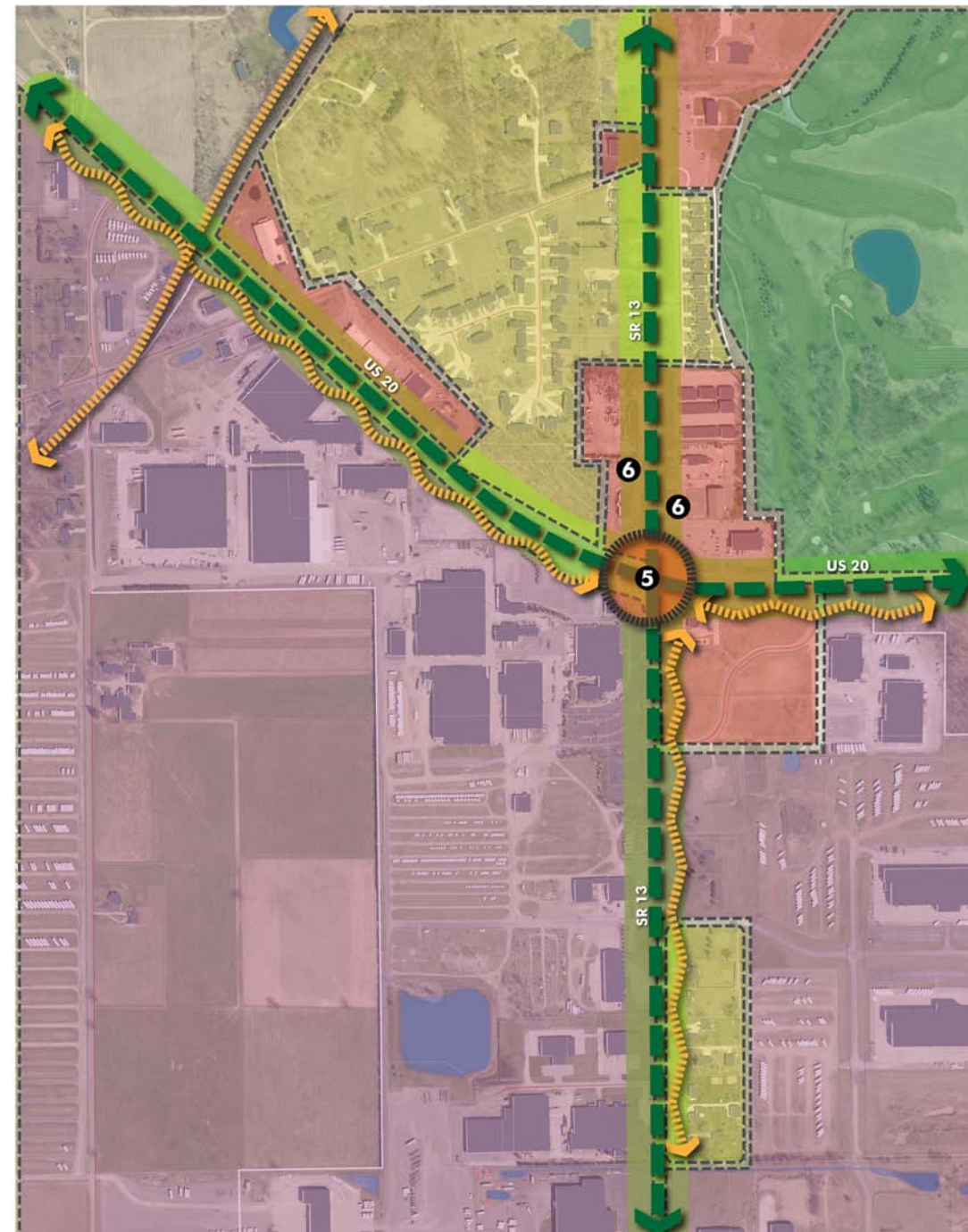


# COMMUNITY GATEWAY

## Existing Conditions



## Issues and Opportunities



### EXISTING CONDITIONS

As US 20 provides the main access east and west for Middlebury, the ideal location for the community gateway is the intersection with SR 13, which provides north and south access. This area is predominantly a mix of national nameplate commercial uses and geographic region specific industrial cluster i.e. the RV industry.

### OPPORTUNITIES

- Promotion of a Gateway Character
- Limiting Service Retail to Nodal Areas
- Controlled Access
  - + Businesses
  - + Signage
  - + Gateways
  - + Wayfinding
  - + Access Management
  - + Safe Buggy Access
- Enhanced Streetscape
  - + Sustainable landscape and hardscape
  - + Parking
  - + Service Screening
  - + Lighting
  - + Character Elements
  - + Sidewalks and Trails Connectivity
- Architecture
  - + Green Architecture
  - + Street-Facing Facade Upgrade (Paint, Window/Door Openings)
  - + Entry Expression

### Legend

- Residential Areas
- Industrial Areas
- Main Roads
- Trail
- Green Space
- Lakes, Streams, Wetlands
- Nodes
- 1** Absence of "Gateway Feel"

**2** Continuous Curb-Cut, Access Management Issues, Lack of Character along Public Realm/Roadways, Absence of Sidewalk/Trail Connectivity in Some Areas

**3** Appropriate Public Realm Development

**4** Inappropriate Site Development near Gateway Area

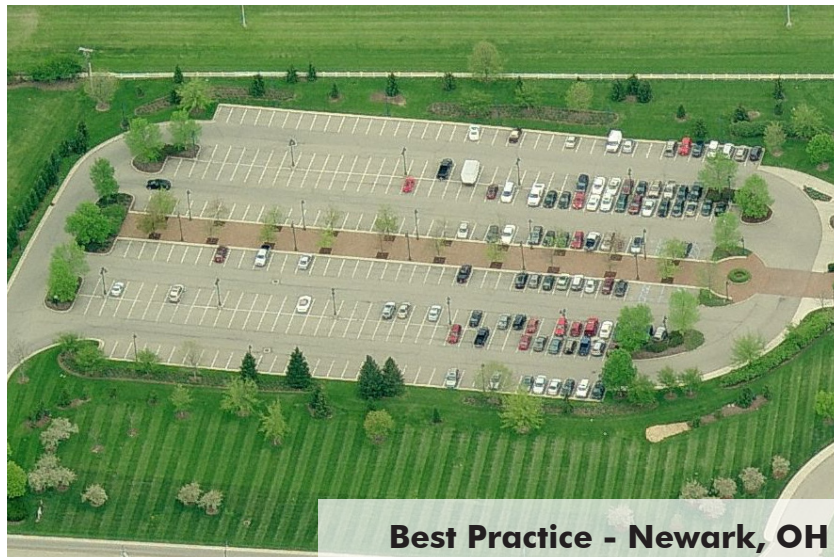
**5** Establish "Gateway Feel" - Roadway/ Streetscape Improvements, Appropriate Site Development, Gateway Identity Elements

**6** Appropriate Site Development and Uses

**Community Gateway & US 20: Site Development Guidelines**



**Existing**



**Best Practice - Newark, OH**



**Best Practice - York, SC**



**Proposed**

**CONCEPTS**

- Enhanced gateway promoting entry/exit into Middlebury
- Green parking lot by adding landscaped parking islands
- Promote connectivity with multi-purpose trail
- Add landscape buffer soften expansive pavement
- Protect pedestrians from heavy traffic while adding an aesthetic value with a decorative white fence

**Recommendations**

All proposed improvements (fence, trees, trail) are recommended to be as far from the edge of traveled way as possible to provide the clear zone (no obstructions) for the motorists. Anything placed within the clear zone will need to be installed on a breakaway base or protected by guardrail (defeating the beautification of the area). The trail is recommended to be designed with minimal curvilinear configuration to comply with the INDOT design criteria. This trail would be a connector between the Wayne Street Trail and the Pumpkinvine Trail.

Any work within the INDOT right-of-way requires coordination with and approval by INDOT. Middlebury is a member of MACOG and would coordinate with INDOT through that organization. INDOT operates utilizing Context Sensitive Solutions (CSS) with the surrounding communities of it's roadways and would see the proposed public realm improvements and crosswalk enhancements as a positive both for their roadway and Middlebury.



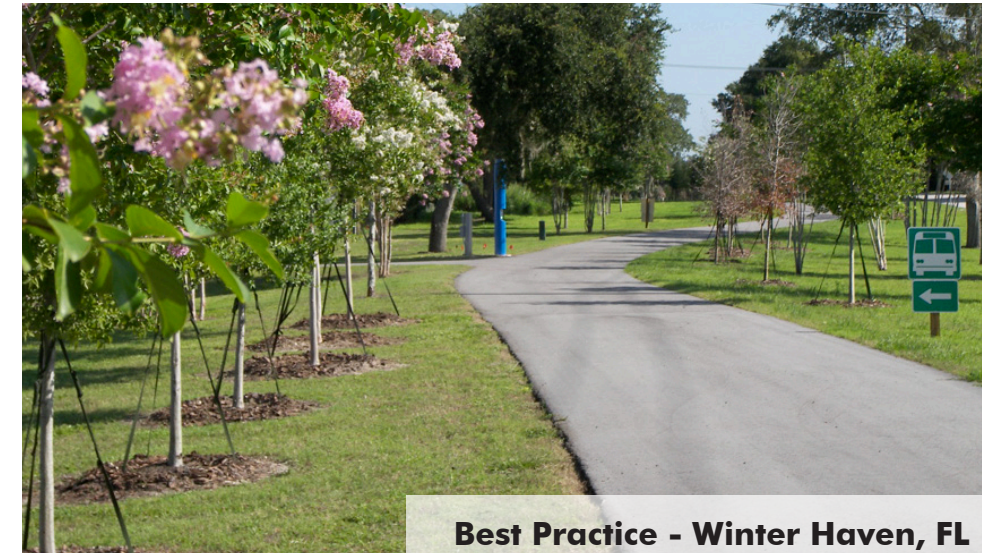
## US 20: Site Development Guidelines



Existing



Best Practice - Sussex, NJ



Best Practice - Winter Haven, FL



Proposed

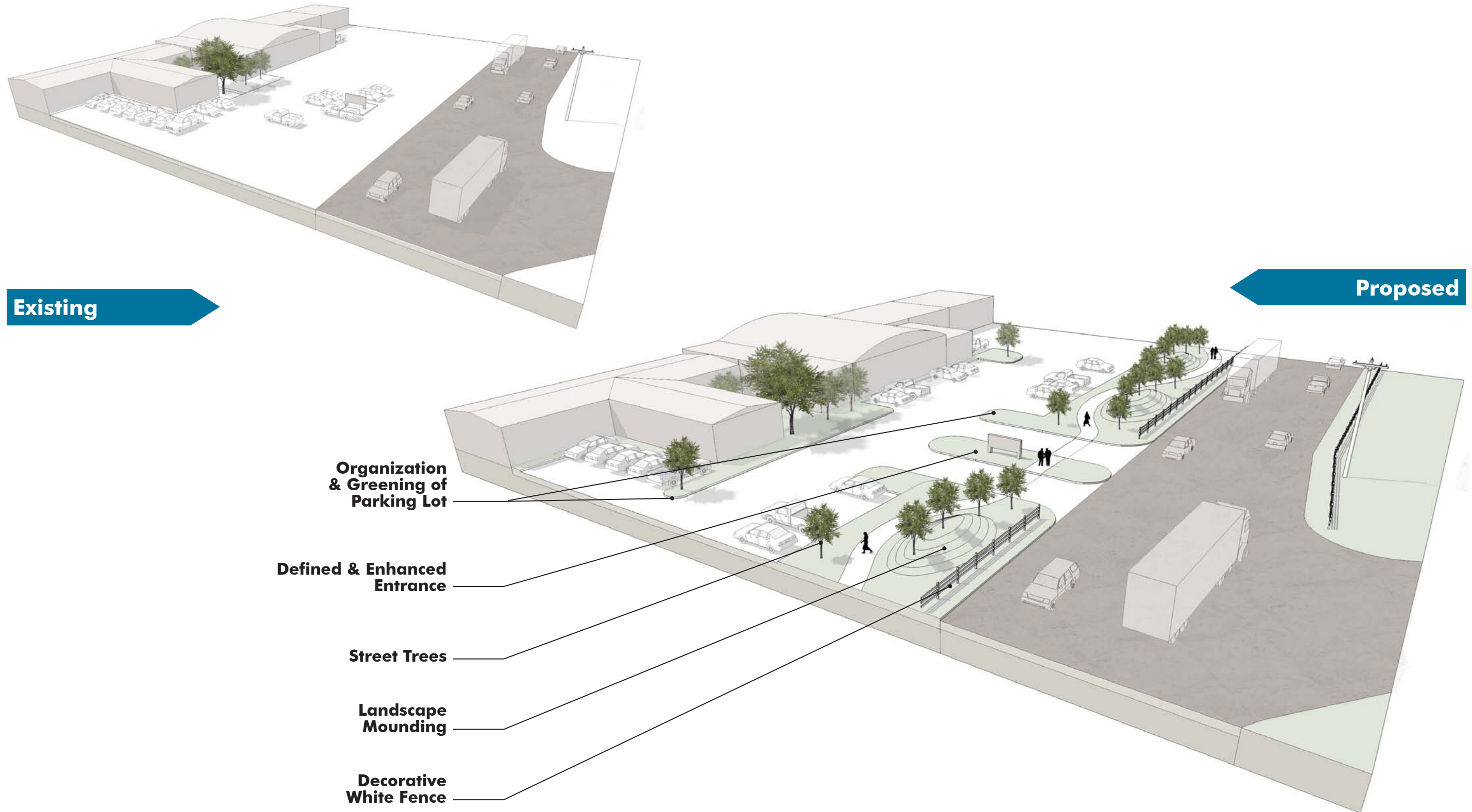
### CONCEPTS

- Green parking lot by adding landscaped parking islands
- Update and give life to plain buildings with color
- Promote connectivity with multi-purpose trail
- Add landscape buffer and mounding to soften expansive pavement
- Soften buildings with the addition of landscaping around the perimeter
- Protect pedestrians from heavy traffic while adding an aesthetic value with a decorative white fence

### Potential Funding

Funding could be achieved through INDOT's Transportation Enhancement Program (TEA grants), INDOT's Local Public Agency (LPA) process or INDOT's Local Highway Safety Improvement process, all of which would require Middlebury to coordinate with INDOT through MACOG. Middlebury would be required to pay a percentage (10%-20%) of the cost. INDOT has a "Call for Projects" for these funding options so it will be advantageous to have this Comprehensive Plan to aid them in the project submittal for the "Call for Projects". Alternatively, Middlebury can finance the improvements entirely which would eliminate waiting for a "Call for Project" but still require all the coordination with INDOT through MACOG.

### US 20: Streetscape Concept



Existing

Proposed

Organization & Greening of Parking Lot

Defined & Enhanced Entrance

Street Trees

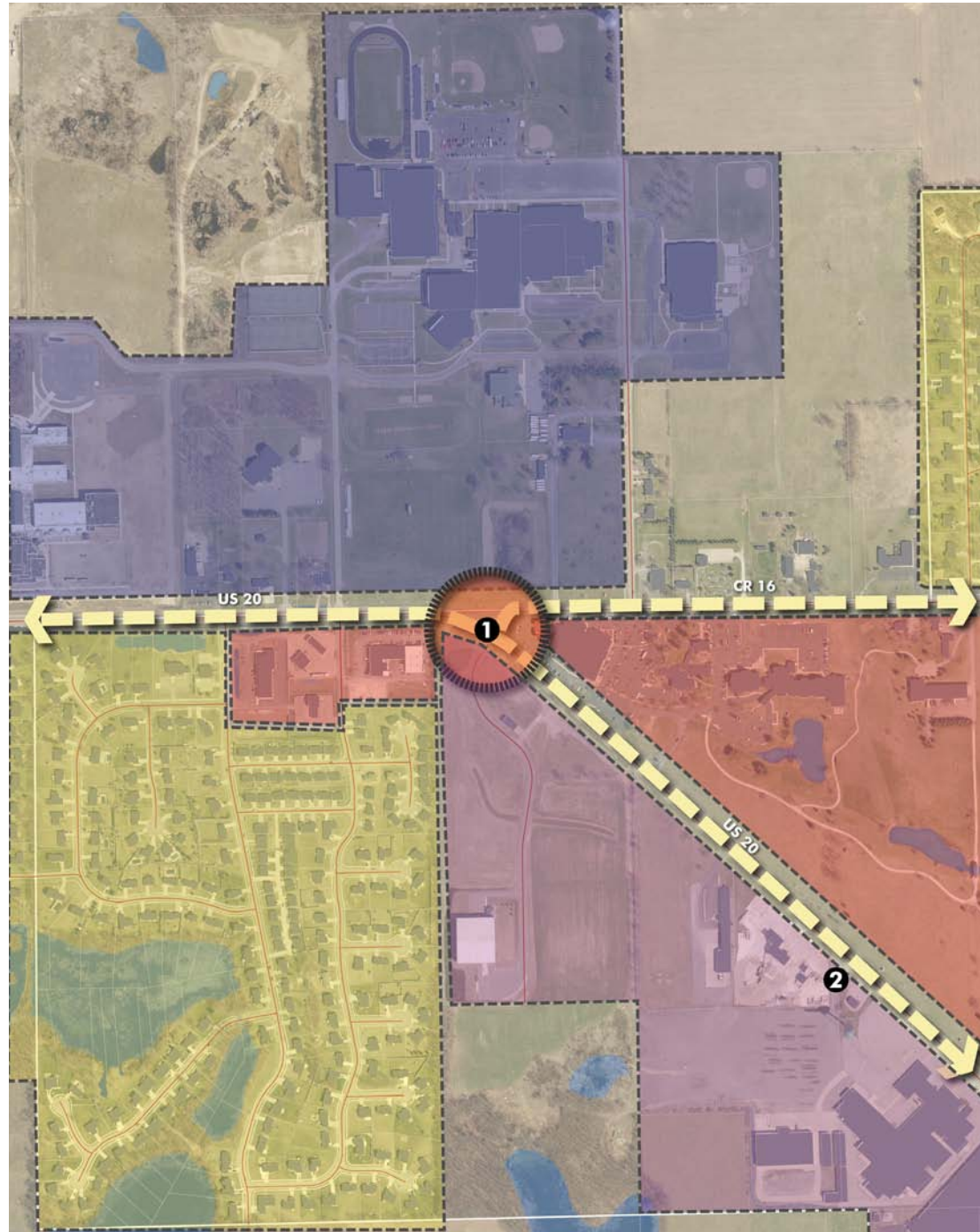
Landscape Mounding

Decorative White Fence












## WEST GATEWAY

### Existing Conditions

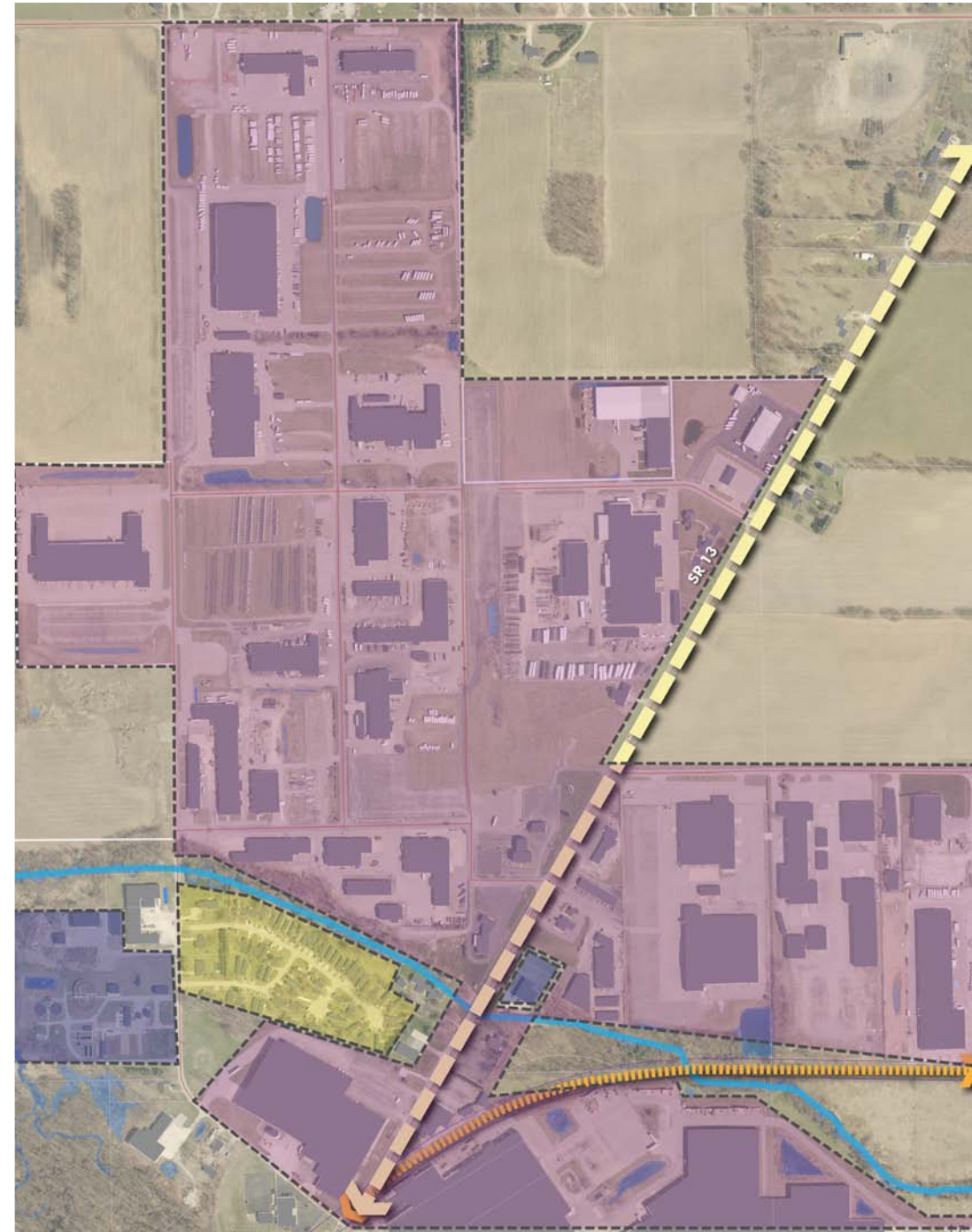


#### Legend

-  Commercial Areas
-  Institutional Areas
-  Residential Areas
-  Industrial Areas
-  Main Roads
-  Trail
-  Green Space & Green Connections
-  Water
-  Nodes
- 1** Absence of "Gateway Feel"
- 2** Continuous Curb-Cut, Access Management Issues, Lack of Character along Public Realm/Roadways, Absence of Sidewalk/Trail Connectivity in Some Areas

## ECO-INDUSTRIAL AREA




### Existing Conditions



### WEST GATEWAY EXISTING CONDITIONS

Ideal entranceway to the Town from the west along US 20 with the location of Essenhaus, schools and related commercial uses.

#### OPPORTUNITIES

-  Promotion of a Gateway Character
-  Controlled Access
  - + Businesses
  - + Signage
  - + Gateways
  - + Wayfinding
  - + Access Management
  - + Safe Routes to School
  - + Safe Buggy Access
-  Enhanced Streetscape
  - + Sustainable landscape and hardscape
  - + Parking
  - + Service Screening
  - + Sidewalks and Trails Connectivity

### ECO-INDUSTRIAL AREA EXISTING CONDITIONS

Located just north of potential Town Center, this area houses the RV related industrial areas and related uses.

#### OPPORTUNITIES

-  Development of Sustainable Technology/Industrial Park
  - + Utilization of Sustainable Site Development Principles
  - + Green Architecture
  - + Alternative Energy Generation
  - + Potential Introduction of District-wide or Community Heating/Cooling Plant
-  Enhanced Streetscape
  - + Sustainable landscape and hardscape
  - + Parking
  - + Service Screening
  - + Sidewalks and Trails Connectivity

## Design Precedents: Residential Character

### DESIGN PRECEDENT INTENT

- Provides articulation of potential character of developments
- Guide design standards and elements through visual expression of ideas

The following exhibits for design precedents have been subdivided into these broad categories to depict the design intent:

- Residential Character
- Town Center, Civic Campus Character
- Retail, Mixed Use and Related Public Spaces (including roads, sidewalks, streetscape elements)
- Office and Industrial Character

Lower Density

Higher Density

Higher Density

Higher Density

Higher Density

Higher Density

Higher Density

Higher Density

Higher Density

Higher Density



Rural Character



Conservation Design



Patio Homes, Montgomery, OH



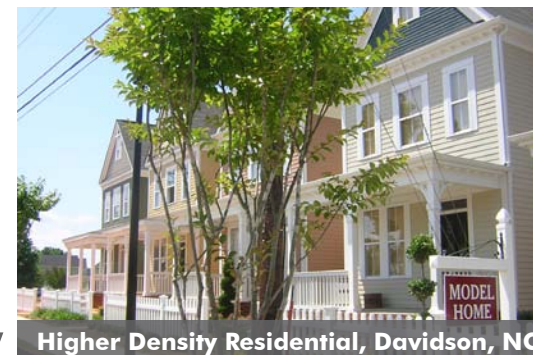
Town Home Character, Blue Ash, OH



Higher Density Residential, Mason, OH



Higher Density Residential, Madeira, OH



Higher Density Residential, Davidson, NC



Bungalow Character, Davidson, NC



### Design Precedents: Town Center, Civic Campus Character



Civic Campus, Brownsburg, IN



Civic Campus, Brownsburg, IN



Town Center, Oxford, OH



Town Center, Oxford, OH



Town Center, San Mar Gale, OH



Town Center, San Mar Gale, OH



Town Center, Mariemont, OH



Alum Creek Amphitheater, Columbus, OH

**Design Precedents:** Retail - Mixed Use - Public Realm Character



Goshen, IN



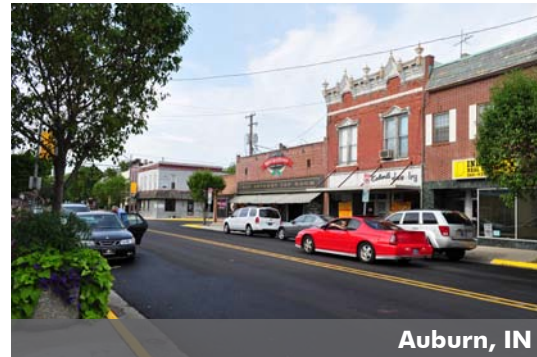
Dresden, OH



Montgomery, OH



Montgomery, OH



Auburn, IN



Bellefontaine, OH



Powell, OH



Powell, OH



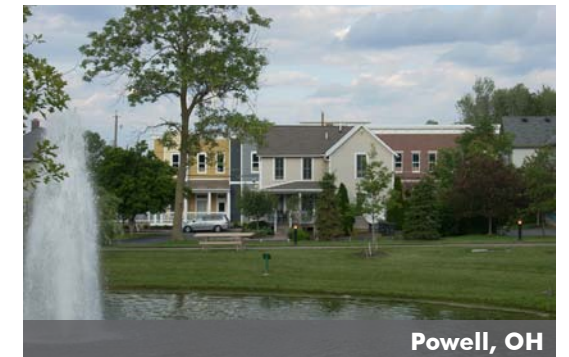
Retail/Restaurant Character



Mooresville, NC



Mariemont, OH



Powell, OH



Centerville, OH



Retail Character, Mariemont, OH



Mason, OH



Town Character Retail



### Design Precedents: Office - Industrial Character



Office Condominium, Montgomery, OH



Blue Ash, OH



Charlottesville, VA



Industrial Building and Site Character



Industrial Building and Site Character



Adaptive Reuse, Zanesville, OH



Industrial/Office Building and Site



Industrial/Office Building and Site

## Potential Uses

### TOWN CENTER

**Retail/Commercial**

Food  
Neighborhood Serving Retail  
Gift Shop  
Boutiques  
Banks, PO  
Farmer's Market/Fresh Produce  
Post Office

**Office**

Professional  
Government

**Mixed Use**

Office  
Retail  
Residential (Preferably on Upper Floors on Main Street Commercial Areas)

**Hospitality**

Bed and Breakfast

**Residential**

Multi-Family within Urban Core  
Single Family outside of Urban Core  
Limited Home Occupation

**Open Space**

Urban Pocket Park  
Green Space  
Active/Passive Recreation

### COMMUNITY GATEWAY

**Retail**

Welcome Center  
Heritage Shops  
Fast Food  
Gas Station  
Commercial Strip Center

**Mixed Use**

Office  
Retail  
Potential Transit Center

**Office**

Professional  
Office Campus to integrate into RV Park

**Hospitality**

Corporate (Hampton Inn and similar)

**Residential**

Existing

**Open Space**

Green Space  
Golf Course

### WEST GATEWAY

**Retail**

Food  
Heritage Shops

**Office**

Professional  
Government

**Mixed Use**

Office  
Retail  
Residential

**Hospitality**

Bed and Breakfast

**Residential**

Existing

**Open Space**

Urban Pocket Park  
Green Space  
Active/Passive Recreation

### ECO-INDUSTRIAL AREA

**Retail**

Shops related to RV, other industries, supply store

**Office**

Professional  
Government

**Mixed Use**

Office  
Hospitality

**Open Space**

Urban Pocket Park  
Green Space  
Active/Passive Recreation

### RESIDENTIAL AREAS

**Varied Density & Housing Types**

Existing Neighborhoods  
Conservation Subdivisions  
Cluster Design  
Dedicated Open Space  
Alternative Connections through Trails



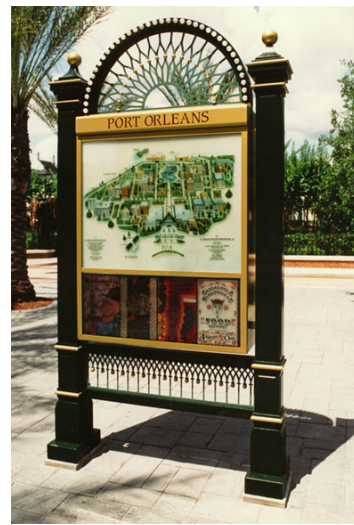


## Public Signage & Wayfinding: Understanding & Recommendations

### Design Precedent Signage



Lamp Post Banner, Woodinville,



Directional Kiosk, Port Orleans, Disney, Florida



Secondary Gateway Sign, Washington Township, Ohio

The basic purpose of a wayfinding system is simply to direct visitors, both vehicular and pedestrian traffic, from point A to point B. A truly successful wayfinding system does much more than that. One of the most critical aspects of a town, district or any other place that is considered a destination is that its recognizable once one arrives. Wayfinding signage is a very effective way to create and establish a sense of place that visually communicates the unique personality of an area that it defines.

While new wayfinding signage will add a bit of character and color to the focus areas such as the Town Center, Gateway Commercial, Eco-Industrial areas, there needs to be a real initiative to visually invigorate those areas. A strong push towards colorful banner programs that frequently change, and are specific to the community will be a very effective way to keep things vibrant.

The sign standards should be based on the Town's Sign and County Zoning Ordinance. There should be two components in the standard - one being public signs such as gateway and directional signs, the second component is the use of individual signs that are meant for businesses.

An environmental graphic consultant is recommended to work with the Town for the town-wide and specifically the focus area signage/wayfinding design criteria.

### Existing Middlebury Signage



Street Sign, Montgomery, Ohio

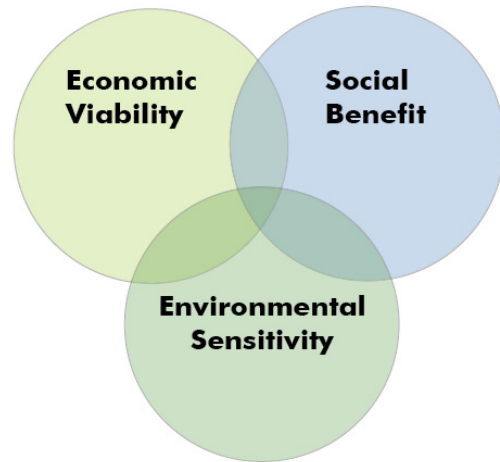


Family of Signage, Xenia, Ohio



Primary Gateway Sign, Bloomfield Twp,





Triple Bottom Line for achieving Sustainability



Planning and design provides the implementation path towards sustainability. All other factors are intricately related to achieve the goal

## Additional Sustainability Principles

Sustainability goals for the Town of Middlebury is included within "Guiding Strategies - Design Principles" section of this Plan. The following additional initiatives would augment to fulfil the "triple bottom line" for achieving sustainable growth and development.

### ENERGY CONSERVATION

#### Current Understanding:

- In the current practice of sustainable development and energy conservation, Middlebury is appropriately situated with its town-like setting with relatively denser urban core transitioning into rural and agricultural lands. This not only adds to the quality of life of the residents but on a subliminal basis, promotes the conservation of energy because of the collection of uses within the urban core, preservation of natural features and wildlife in the rural agricultural areas.
- Following are the resources as they relate to alternative energy resources:
  - + According to the US Department of Energy (US DOE) (<http://www.windpoweringamerica.gov/>), Middlebury is located in the region where the average annual wind speed at 80 m height falls under both 7.0 m/sec and 6.5 m/sec categories. Areas with 6.5m/sec or greater are considered suitable wind resource for wind resource development.
  - + According to National Renewable Energy Laboratory (NREL), the nearest solar project installation is in Nappanee, IN with capacity of 5.8KW.
  - + According to US DOE, although the entire US is suitable for installation of geothermal heat pumps for generation of energy, NE Indiana falls within the "least favorable" category of deep enhanced geothermal systems (EGS).

#### Recommendations

- Due to wind resource varying significantly at a micro level, Middlebury would need a professional evaluation of the specific areas of interest before installing wind

turbines or wind farms.

- Supporting industries for alternative power generation should be explored.
- Collaborate with area institutions for feasibility of the alternative energy resources and their installations. Subsequently coordinate with County and State officials regarding feasibility and financial incentives.
- Provide educational materials to residents and business owners to encourage reduction of the use of fossil fuels, whenever possible, by utilization of alternative energy resources. Consequently provide understanding of financial incentives.
- Encourage use of energy star rated appliances.
- Promote the need for adhering to LEED certification for new construction and adaptive reuse projects. Possible strategies for incentives for "green" construction can include home energy savings programs, credits for developers including density bonuses and other regulatory incentives.
- Explore opportunities for installation of community-wide heating/cooling plants, specifically within the industrial areas. Typically, these plants harness energy from different energy sources such as wind, natural gas, electricity, oil, geothermal etc. and store the energy within centralized community plant as thermal storage. This storage plant helps to distribute energy through underground grids to the residential, commercial and industrial areas. It is recommended to ascertain the feasibility of such system through collaboration with area universities and corporate partners such as Jayco, Coachmen, Meijer, etc.

### WASTE MANAGEMENT ORGANIZATION

#### Current Understanding:

- The Town has an on-going contract with Allied Waste Services to collect trash and solid waste. They provide the residents with 95 gallon containers.

- 1320 residents are under the trash collection program.
- On-going dialog with the trash collection company revealed that at least 400 residents are needed to gain a threshold for curb-side recycling. For curb-side recycling separate containers are generally provided with an additional monthly fee.

#### Recommendations

- Appropriate educational forums, seminars and marketing materials, such as flyers, handouts, etc. should be distributed to residents and businesses to provide understanding/awareness of waste management, reduction and recycling and encouraging participation in available programs.
- Promote residential and commercial recycling programs. Such services should be performed by the contractor on single trips alongwith waste/trash collection to reduce the number of vehicle trips.
- Garner an environment of reuse within the Town.

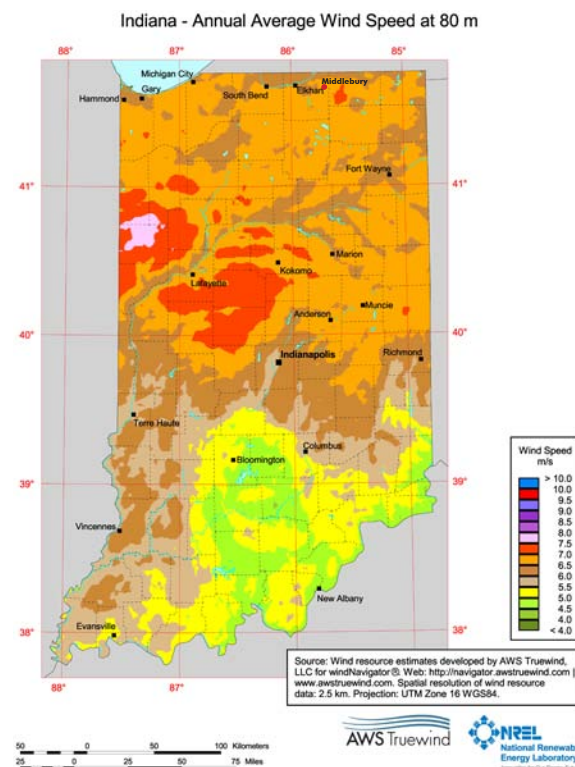
### BROWNFIELD REMEDIATION

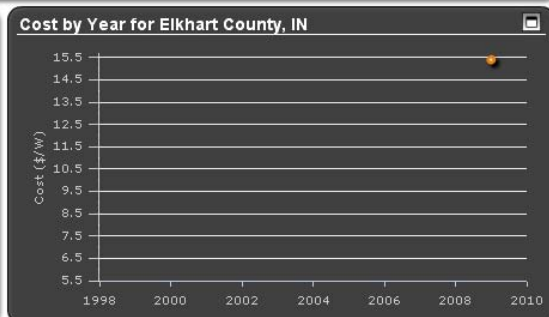
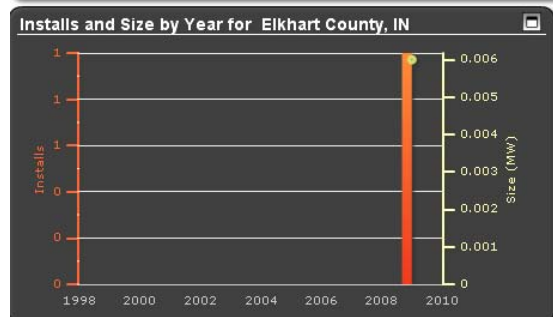
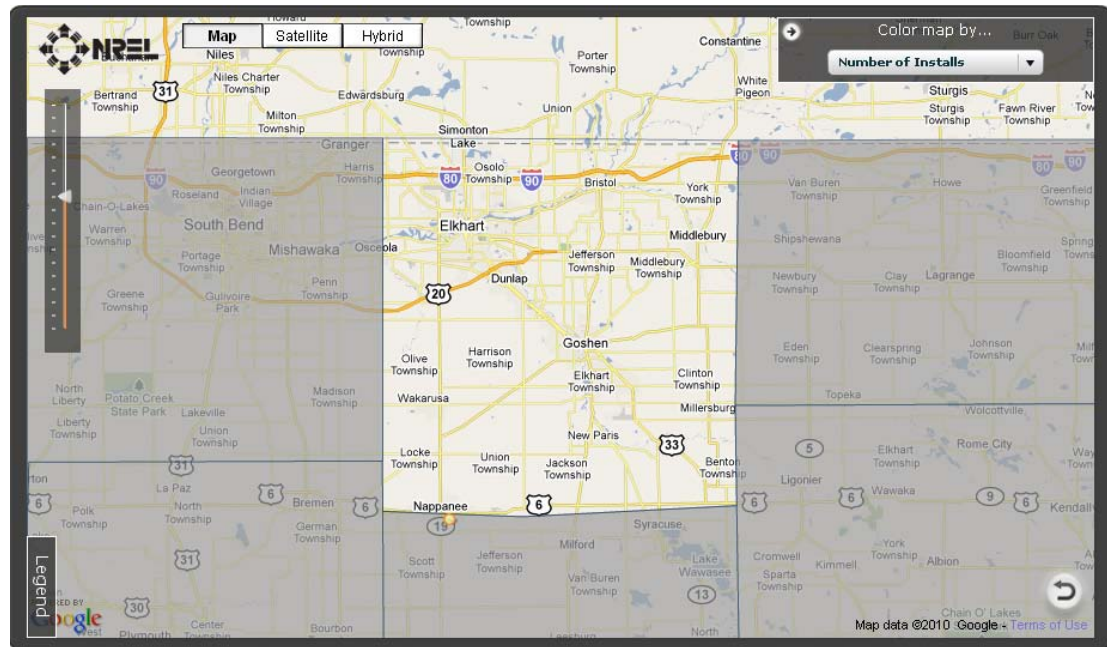
#### Current Understanding:

- According to USEPA a "brownfield site means real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant." Examples of such type of lands in the Area of Influence are the industrial lands where contamination might have occurred in the past, gas stations, etc.

#### Recommendations

- Inventory of appropriate redevelopment opportunities at available brownfield sites should be pursued, specifically within nodal areas and industrial lands for adaptive reuse.
- Research State and Federal brownfield grants to leverage development activities. Employ appropriate environmental





Total Number of Installs:	<b>1</b>
State Rank:	27 of 48
County Rank:	12 of 24
Installed Capacity (MW):	<b>0.01</b>
State Rank:	29 of 48
County Rank:	8 of 24
Average Cost (\$/W):	<b>15.4</b>
State Rank:	43 of 46
County Rank:	20 of 23

National Renewable Energy Laboratory (NREL) and the U.S. Department of Energy (DOE) created the "Open PV Mapping Project", which exhibits the details of photovoltaic energy generation projects. These projects, such as the one in Nappanee, IN, helps to showcase the advantages of this alternative energy generation and acts as educational and demonstration purposes for further installations, specifically in Middlebury.

consultants to perform thorough site review and, if required, environmental impact assessments to understand the potential for development. Partner with local/regional institutions for performing feasibility analysis.

### COMMUNITY GARDENING AND LOCAL FOOD PRODUCTION

#### Current Understanding:

- Community gardening is the practice of fresh food production that is organized and maintained by residential neighborhoods and is typically located in publicly owned lands. These help to enforce social ties in residential neighborhoods with residents coming together to create and maintain as well as increases the aesthetic quality.

#### Recommendations

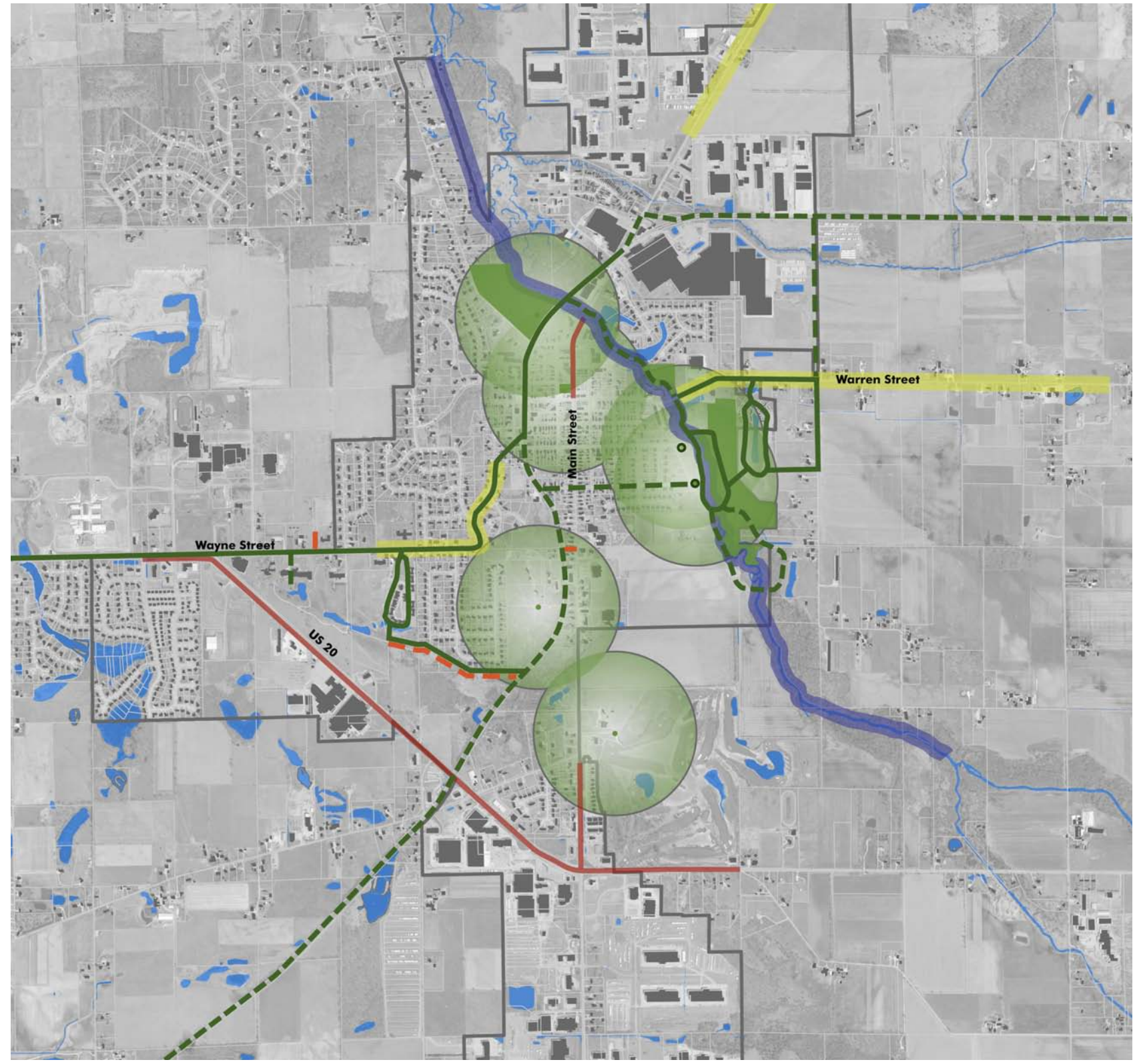
- Appropriate educational forums, seminars and flyers/pamphlets would help to provide an understanding of such community activity.
- There is an existing Farmer's Market within the downtown (Town Center) area that is not performing well according to current reports. Opportunities such as Community Gardening will help to generate excitement in the community and provide a common ground for social interaction. It is recommended to coordinate with the Amish community for such endeavors so that initiatives can be taken holistically within the community.
- It is recommended to take initiatives, specifically by the Town officials, to remove barriers for expansion of local food production, including community gardening. Identify potential areas/sites whether it is agricultural or urban core vacant sites suitable for growing local vegetables and expansion of farming. Collaborate with local/regional community food specialists/liaison person/vendors for collection and distribution.

Most importantly, remove barriers to sustainable development by providing education, technical support, incentives, development bonuses and appropriate policy changes in coordination with Elkhart County, MACOG, INDOT, etc.

Provide training and educational forums for the existing workforce guided towards newer and variety of technologies so that they are better prepared to be absorbed into the workforce. It is also recommended to include such educational initiatives within school programs.

## Alternative Connectivity and Access Management

- Legend**
- Existing Trails
  - Potential Trails
  - Parks
  - Lakes, Streams, Wetlands
  - Walking Radius (1/4 Mile=1320 Feet according to Ped Sheds approach research by the Congress for the New Urbanism)
  - Blueway
  - Preserve Corridor Character and Vistas
  - Safe Routes to School
  - Access Management/Control



**CONCEPTS**

**Walkable Catchments or “Ped Sheds”** refer to a 5-minute walking radius that a person is expected to walk. It is recommended that parks, green spaces and recreational areas be located within the walkable catchments from the residential areas or commercial activity centers. Here the walkable catchments are shown from the existing parks.

**Preserve view corridors, specifically on Warren Street heading towards Shipshewana, Wayne Street just west of Town Center and Main Street north of Town Center.**

**Connectivity with Trails and Bikeways.**

**Enhance Blueways and related stream corridors.**

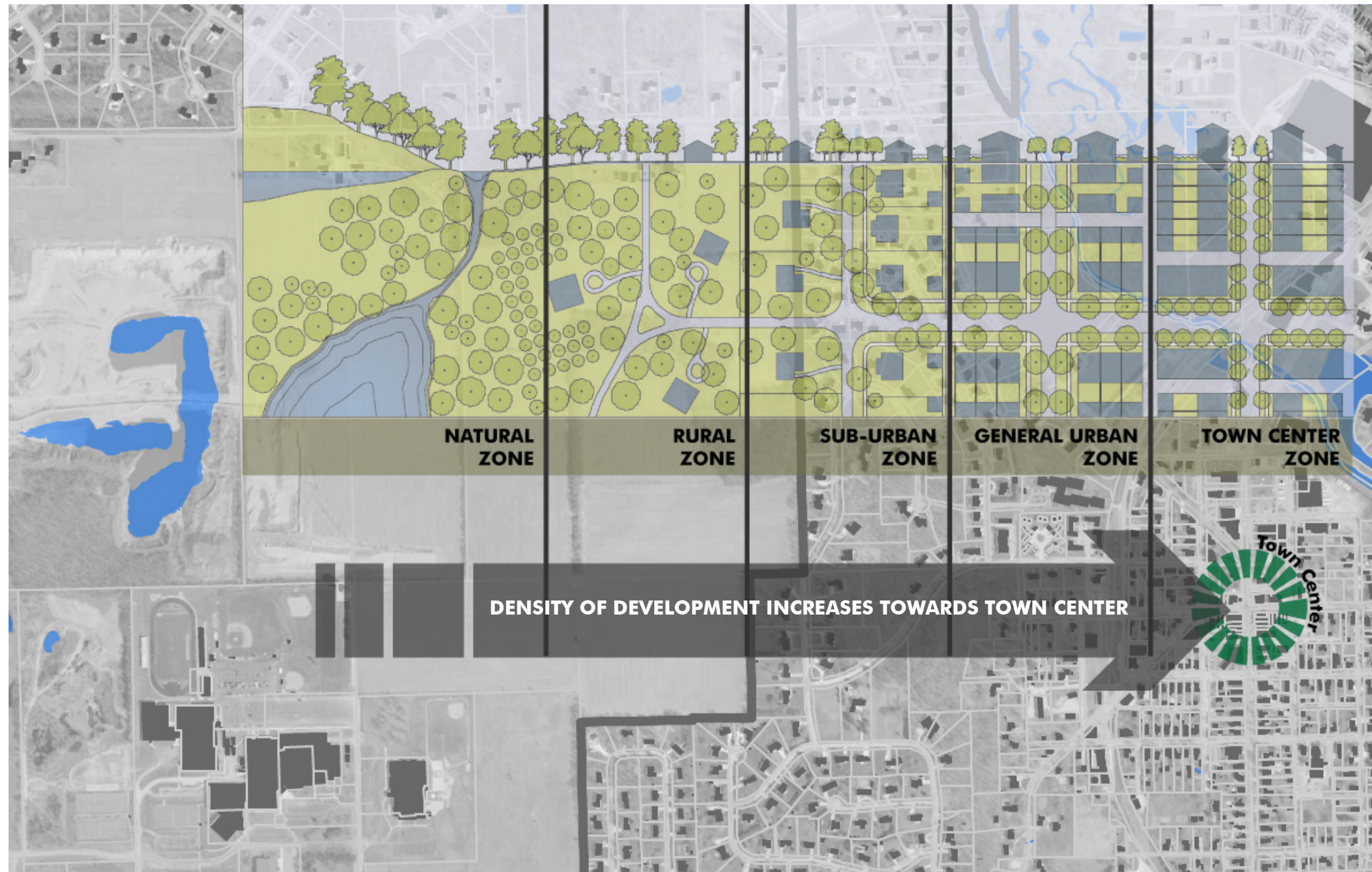
**Connect the “Safe Routes to School (SRTS)” with residential areas.**

**Access Management/Control with reduction of curb cuts, right-of-way character enhancements and introduction of enhanced landscaping.**





## Density of Development and Transect



### TRANSECT CONCEPTS

Transect-based planning has been developed by Duany Plater-Zyberk for the principle purpose of prescribing density of development that can be equated to growth patterns similar to graduation of natural environment.

Middlebury's physical framework indicates the presence of such settlement patterns with the Town Center Zone being the urban core and the density gradually decreases away from the core.

It is recommended to preserve and follow this pattern of growth and development so that the land uses and density are congruous to the existing and proposed character of development.

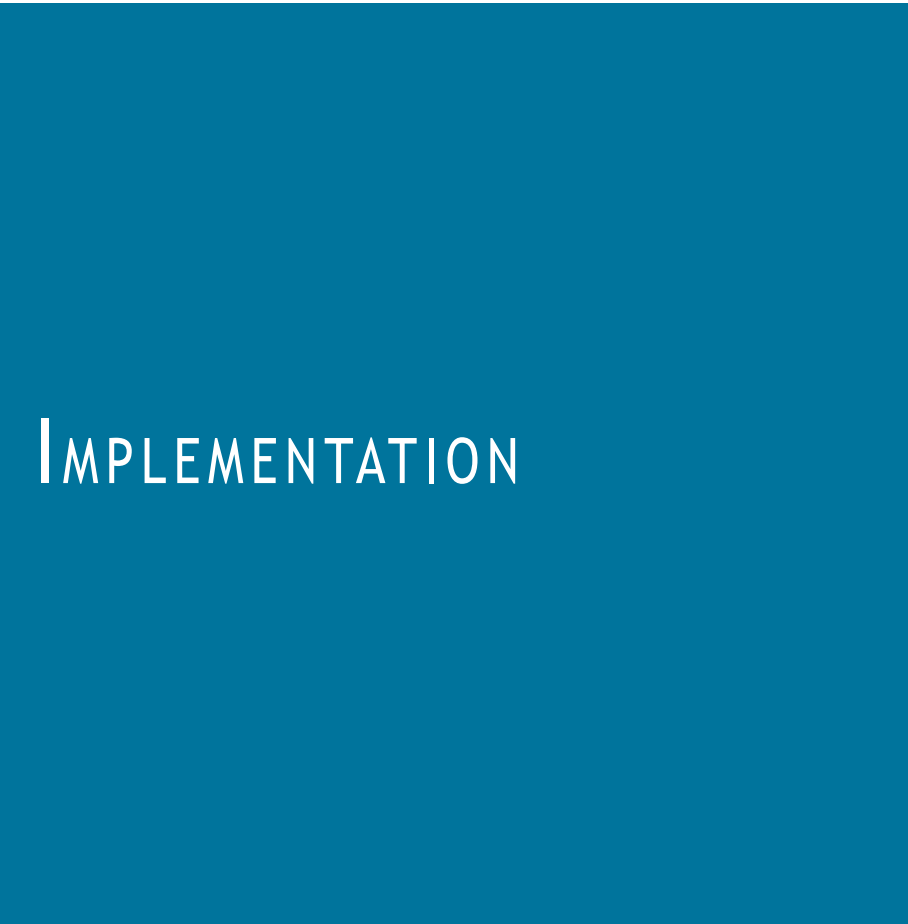
Any potential development initiative should follow the proposed land use pattern (indicated within land use section).

Appropriate regulatory tools should be in place to assist preservation and implementation of such development pattern.

Transect based planning as encoded within SmartCode, developed by Duany Plater-Zyberk (DPZ), helps to illustrate the importance of density of development/growth from urban center to rural/agricultural land. The "Urban Center Zone" as mentioned within the SmartCode has been modified to "Town Center Zone" to fit the Middlebury context.



COMPREHENSIVE STRATEGIC PLAN



IMPLEMENTATION



## Implementation

The intent of the Comprehensive Strategic Plan is to provide overall goals and objectives for creation of sustainable and diversified economy, preservation and enhancement of the quality of life and coordinate transportation and infrastructure improvements to support the future growth.

The implementation section is critical in framing the recommended strategies so that the initiatives can be appropriately tasked and completed within an expected timeframe. Moreover, it acts as a yardstick to gauge the results of the implementation initiatives to marked impact on the community. Although the implementation items have identified priorities, actual initiatives may differ based on availability of different forms of resources at different times.

### Plan Updates

It is recommended to revisit and modify the Comprehensive Strategic Plan on a timely basis to make necessary adjustments as the market conditions dictate. Initially semi-annual reviews are recommended for first and second years after adoption of the comprehensive strategic plan to gauge the implementation initiatives and their effect on marked growth and development. It is recommended to follow with annual reviews for the subsequent years.

Sustained and committed Town leadership is required for the success of the Plan. In addition, other stakeholders and property/business owners should be involved on a continual basis for effective implementation.

### The Plan should be revisited and modified on a 5-year basis.

#### Review items:

- Modifications of Market Analysis related data including demographics, employment and housing as revised by US Census.
- Implementation matrix to be reviewed for actions that have been implemented with record keeping of critical success factors. This should also focus on items that are yet

to be implemented and the Town should initiate actions for successful completion of the same, based on the checklist.

- During review of the recommendations and implementation checklist, attention must be given to the items from the perspective of what is working and what needs modification. As such, those recommended strategies should be modified based on the visions and objectives of the Plan.
- The maps included within this Plan need to be reviewed in a periodic manner as prescribed above for latest updates.

### Plan Amendment

It has to be noted that the Elkhart County is amending the zoning ordinance for the entire County that includes the Town of Middlebury, concurrently with the drafting of this Plan. As such, any and all recommendations related to zoning should be coordinated with the County for appropriate regulatory directions.

Any development and organizational review and approvals should strongly adhere to the recommended strategies of this Plan. Development decisions may sometimes require an amount of flexibility from the recommended policies, to implement based on current circumstances. Particular attention should be provided in those cases so that the essence of the approvals does not deviate from the visions and objectives of the Plan. Major deviations that are not consistent with the Plan will require formal amendment of the Plan.

Town departments and associated agencies should continually review the Plan for adherence to the policies and programs. Capital Improvement Program (CIP) and budgets should be earmarked according to the programs and budgets based on the priorities and timelines as described within the checklist. As initiatives are being implemented, this Plan along with the CIP, will be the guide to ensure capital and operational investments are consistent with the visions and objectives as prescribed in this Plan.

## Immediate Development Projects

Based on the discussions with the Middlebury Comprehensive Strategic Plan Steering Committee and Town stakeholders, the following projects have been identified as priority projects to be implemented. Appropriate tasks related to these projects are either prescribed with the respective relevant strategies or are mentioned within the implementation matrix.

These projects are highlighted as initial critical success factors of the Plan and a path towards leveraging the early successes towards holistic community growth for the future. Majority of these identified initiatives are public projects - but for effective implementation of the recommended strategies, ultimately there should be a collaboration between public policy making, public infrastructure & organizational improvements and private investments. Public-private partnerships hold the key to the successful implementation of the Plan elements. It is anticipated that these public improvement projects will garner private party interests, whether those are from real estate investments, property/business owner improvements or overall community participation.

### Immediate Projects:

- Bristol Street Modifications  
This is to ensure the first phase of the Town Center development. Potential uses are the pedestrian plaza, possible relocation of Town Hall facilities and improved greenspace and alternative connections.
- US 20-Louisiana Company Property  
Potential improvements that will be catalytic for the entire US 20 corridor
- Signage and Wayfinding  
Steps towards creation of place with consistent visual formats preserving the Town character
- Branding and Market Strategy  
Creation of consistent brand and collective marketing



## Implementation Matrix

An implementation matrix has been provided for better interpretation of the recommendations. The implementation table consists of seven (7) columns as below:

- **Item**  
Delineates the specific chapters of the Plan. This is color coded for differentiation between chapters
- **Number**  
Exhibits the strategies as described within the recommendations within the chapters
- **Tasks**  
Relates to specific implementation workpath and techniques
- **Primary Responsibility**  
Shows the responsible party/individual that/who will oversee/assist in the implementation of the specific tasks
- **Associated Funding**  
Shows the potential funding sources, wherever applicable
- **Timeline**  
Shows the level of priority for specific tasks (see below for explanation)
- **Status/Remarks**  
Shows any pertinent information whether the specific tasks is "on-going" and any details of the implementation workpath

The timeline (priority level) has been categorized as "short term" (0-2 year), "medium term" (2-5 years), "long term" (5 - 20 years and above) or continuous

**It has to be noted that the items are not listed chronologically – implementation tasks will be prioritized based on the availability of different forms of resources at appropriate times. These resources vary from organizational initiatives to availability of funding/financing.**

**Based on Steering Committee discussions, preliminary priorities for implementation were set. These included identifying first three implementation items in each sub-category. These items need to be periodically reviewed for status and updates towards implementation**

### Abbreviations Used within the Matrix

TM:	Town Manager
EDC:	Economic Development Corporation of Elkhart County
NITDC:	Northern Indiana Tourism Development Commission
MACOG:	Michiana Area Council of Governments
INDOT:	Indiana Department of Transportation
BID:	Business Improvement District
OCRA:	Indiana Office of Community and Rural Affairs
HUD:	Housing and Urban Development
UD:	Urban Design
ECCVB:	Elkhart County Convention and Visitor's Bureau
DNR:	Department of Natural Resources
Chamber:	Middlebury Chamber of Commerce

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 1: Employment</b>	<b>A.</b> Leverage current opportunities by State and Federal agencies for job growth in the region	EDC, TM		Continuous	On-going
	<b>B.</b> Encourage existing business owners to spread the word about the strong labor force and quality of life	TM, Other Town Departments	-	Short Term - Long Term	Promote educational outreach
	<b>C.</b> Create and continue to leverage a marketing theme and encourage new technologies and emerging industries to adopt this as an aspect of collaborative public relations campaign	NITDC, ECCVB, Town, Chamber	Fundraising, SID	Short Term - Medium Term	Promote public relations campaign
<b>Strategy 2: Green Initiatives</b>	<b>A.</b> Target green/organic agriculture and livestock production for leadership in sustainable agriculture and food production in the region	TM, EDC, Agricultural Property Owners	Incentives (Local and State), Tax Credits	Short Term - Long Term	Collaborate with agricultural stakeholders; research feasible options
	<b>B.</b> Alternative sources of energy generation should be further explored that might include wind, solar, geothermal, biofuels etc	TM, Public Works, Elkhart County, Department of Energy, University Research Sections		Short Term - Long Term	Collaborate with State and Universities to understand feasibility, research public grants, tax credits and market to potential companies/suppliers/fabricators
	<b>C.</b> Target transferable labor skills for new technologies and sectors with stimulus and associated funding for advanced manufacturing automation (such as electric cars), food and perishable products	TM, Elkhart County, EDC	-	Short Term	Educational outreach/training for job readiness based on potential industry sectors
	<b>D.</b> Advocate and work with the Amish Community to market the "quality" aspect of the Amish craftsman	TM, Chamber	-	Short Term - Long Term	Advocate marketing efforts through dialog with Amish community
<b>Strategy 3: Sustainability</b>	<b>A.</b> Consider partnering with local colleges/universities to create a regional "Center for Sustainability" where economic, environmental and social sustainability concepts and principles can be tested	TM, Parks Department, Town Council, Chamber	-	Short Term - Long Term	Market the resources, collaborate with area institutions to research feasibility

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 4: Infrastructure</b>	<b>A.</b> Encourage existing business owners to invest in upgrades and aesthetics of their buildings/facilities, or develop new buildings to support advanced manufacturing processes	Elkhart County Building Department, TM	Tax Credits, Improvement Loans	Short Term - Long Term	On-going
	<b>B.</b> The region should capitalize on I-80/I-90 turnpike connection as this is an important distribution route	TM, Elkhart County with MACOG, INDOT	TE Funds	Short Term - Long Term	Roadway/connection improvements
<b>Strategy 5: Marketing/Business Recruitment</b>	<b>A.</b> Capitalize on school system for recruiting new residents to the area	TM, School Corporation	-	Short Term - Long Term	On-going
	<b>B.</b> Create regional collaborations to market the entire region	Chamber, TM, EDC	-	Short Term - Long Term	On-going; promote additional PR/marketing campaigns
	<b>C.</b> Play up the cultural aspects of the region – musical, performing arts, cultural attractions	TM, Parks Department, EDC, NITDC, Chamber	-	Short Term	On-going
	<b>D.</b> Continue to work with local chamber and Town Center groups to encourage people to locate here and become part of the community Work with local brokerage community to keep people here	Chamber, TM, Real Estate Brokerage Firms	-	Short Term - Long Term	Collaborate with real estate brokers and create listings and marketing materials



DOWNTOWN / TOWN CENTER

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 1: Fix the "simple" things</b>	<b>A.</b> Regular maintenance and upkeep, aesthetic treatment, sidewalk repair, provision of easier public amenities, customer service	TM, Public Works Department, Potential BID	General Funds, Potential BID	Short Term - Long Term	On-going, Stricter Enforcement, Corporate Citizenship
<b>Strategy 2: Preservation of historic and cultural resources</b>	<b>A.</b> Appropriate preservation policies should be developed in cooperation with state and regional initiative	TM, Indiana DNR-Division of Historic Preservation & Archeology	Historic Tax Credits	Medium Term	Discuss with DNR, engage historic preservation consultant
	<b>B.</b> Establish a Historic Easement Program for Downtown Middlebury; enable historic property owners to obtain a substantial tax deduction on their easement contribution	TM, Historic Property Owners, Indiana OCRA	Tax Credits, Common Pool, OCRA	Medium Term	Research Funding-OCRA, educational process
	<b>C.</b> Implement a "Facade Enhancement Program" sponsored by the Chamber of Commerce	Chamber, Town, Property Owners	Assessed Common Pool	Medium Term	Gain consensus from Property Owners
	<b>D.</b> Research and secure funding for historic preservation initiatives	TM, Chamber	OCRA Grants, Tax Credits	Short Term	Research funding
	<b>E.</b> Alternative building codes should be followed for adaptive reuse	TM, Building Official	General	Short	Research and Consult
<b>Strategy 3: Main Street</b>	<b>A.</b> Promote participation within the Indiana Main Street (IMS) program	TM, Chamber, Indiana OCRA	General	Short	Promote educational sessions by OCRA and other Main Street communities
<b>Strategy 4: Infrastructure</b>	<b>A.</b> Enhance existing streetscape within Downtown/Town Center area	Town, Public Works	TE Grants, General	Short Term - Medium Term	Engage consultants to create plan
	<b>B.</b> Implement a public art program	Town, Parks Department	General, Indiana Arts Commission	Medium Term - Long Term	Research Grants
	<b>C.</b> Create a strong sense of identification (gateway, signage and wayfinding)	TM	General, TE Funds	Medium Term - Long Term	Engage Consultants
	<b>D.</b> Garner collaborative review process between Town and the County officials for strict enforcement guidelines	TM, Elkhart County Building and Zoning	General	Short Term - Long Term	On-going
	<b>E.</b> Develop design and development guidelines for redevelopment and new developments	TM, UD Consultants	General	Short Term	Engage Consultants

DOWNTOWN / TOWN CENTER

Number	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 5: Promote infrastructure improvements</b>	<b>A.</b> Maintain the inventory listing of the utility infrastructure items, and develop and maintain an infrastructure and utility master plan	TM	General	Short Term - Long Term	Update Capital Improvements Program
	<b>B.</b> Existing Standard Specification and Development Guideline should be followed	TM	General	Short Term	Update Existing Guidelines based on the Plan
<b>Strategy 6: Promote mixed use and infill development</b>	<b>A.</b> Establish a design review board	Town Council, TA	General	Medium Term	To be instituted after Development of Guidelines
	<b>B.</b> Research and provide appropriate incentives to encourage infill and redevelopment	Town, Property Owners, developers, Investors	Public-Private Partnership, Economic Incentives	Short Term - Long Term	On-going
<b>Strategy 7: Create special Downtown/Town Center development tools</b>	<b>A.</b> Special Improvement District (SID)	Town, Property/Business Owners	Assessed Common Pool of Funding	Medium Term	Gain Consensus among Property Owners, Contractual Agreement
	<b>B.</b> Limited Liability Corporation (LLC)	Town, Stakeholders	Common Pool of Capital (Real Estate, Investments)	Medium Term	Educational Outreach, Consensus Group, Create Rules of Engagement, Charter, Register

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 1: Preserve the quality of life in existing neighborhoods</b>	<b>A.</b> Support property maintenance	TM, Town Council	General	Short Term - Long Term	Educational Outreach, Create Code, Enforce
	<b>B.</b> Ensure the ability for successful infill and redevelopment in older neighborhoods	TM, Town Council	General, Residential Incentives	Short Term - Long Term	Provide incentives, assist potential sellers and buyers
	<b>C.</b> Adopt a Neighborhood Preservation Ordinance	TM, Town Council, Elkhart County Zoning	General	Medium Term	Educational Outreach, Collaborate with County
<b>Strategy 2: Ensure quality development of new neighborhoods</b>	<b>A.</b> Require open space, including active open space, in new subdivisions. Revise the subdivision control ordinance to require pedestrian connectivity (eg. sidewalks, trails etc.)	TM, Elkhart County	General	Short Term	Revise Subdivision Regulations
	<b>B.</b> Implement the "Trails of Middlebury" plan to require connectivity for walking and biking	TM, Parks Department	General, Public Funding	Short Term - Long Term	Adopt and Implement Parks Master Plan, Research Funding
	<b>C.</b> Support a variety of housing types through the zoning ordinance	TM, Elkhart County	General	Short Term	Incorporate Zoning Types based on Future Land Use Plan
<b>Strategy 3: Secondary/vacation housing</b>	<b>A.</b> Identify appropriate locations for secondary/vacation housing including bed and breakfast locations	Town	General	Short Term	Assisted by Future Land Use Plan
	<b>B.</b> Create zoning appropriate for this type of housing	Elkhart County Zoning	General	Short Term	Zoning Modifications and Guidelines

RESIDENTIAL

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 1: Promote commercial &amp; retail development based on current and future demands</b>	<b>A.</b> Encourage retention of existing businesses and promotion of commercial developments which can locate at existing buildings and utilize the existing infrastructure	Chamber to Assist TM	Commercial Development Incentives	Short Term - Long Term	On-going, Provide Incentives
	<b>B.</b> Provide opportunities for business incubators	Chamber, Business Incubation Program	Public-Private Partnership	Short Term - Long Term	Provide Incentives
<b>Strategy 2: Promote industrial developments within cluster of industrial/office park</b>	<b>A.</b> Employ from the existing set of skilled labor force; Promote "green" technology jobs	EDC, TM, Chamber	-	Short Term - Long Term	Educational Outreach for job readiness
	<b>B.</b> Redevelopment/adaptive re-use of vacant industrial sites and buildings	EDC, TA, Chamber, Private Owner	Public-Private Partnership	Short Term - Long Term	Commercial Development Incentives, Marketing and Promotions
	<b>C.</b> Create cluster of industrial uses within an industrial park development with access to infrastructure, roads, transportation	EDC, TM, Chamber, Private Owner	Public-Private Partnership	Short Term - Long Term	Collaboration between existing and potential users, site ready incentives
	<b>D.</b> Appropriate training and educational seminars should be performed for the labor force-collaborating with educational institutions	EDC, State Department for Jobs, TM	General	Short Term	Educational Outreach
	<b>E.</b> Provide incentives from public entities to attract industries	TM, EDC	Incentives, Tax Credits	Short Term	On-going
<b>Strategy 3: Retain existing businesses &amp; promote recruitment of additional commercial, retail &amp; industrial uses</b>	<b>A.</b> Chamber of Commerce should proactively work with the Elkhart County Economic Development Corporation to create a database of existing facilities	Chamber, EDC	General	Short Term	Create a master list and use as marketing/promotions
	<b>B.</b> Create a comprehensive business retention program; Create a market positioning statement and market-driven strategies	Chamber, TM, EDC	General	Short Term	Research similar regional communities and their programs, create guidelines, educational outreach

COMMERCIAL, INDUSTRIAL, RETAIL



Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 1: Preserve the "town" character</b>	<b>A.</b> Zone areas for "town" density infill, redevelopment, and neighborhood extensions	Elkhart County, TM, Council	-	Short Term	On-going
	<b>B.</b> Adopt development standards for infill development and redevelopment	Elkhart County, TM, Council	-	Short Term	Specifically for focus areas
	<b>C.</b> Support walkability and connectivity	Council	-	Short Term	On-going
	<b>D.</b> Revise subdivision control ordinances to support cluster development and limit driveway cuts on county roads	Elkhart County, Council	-	Short Term	-
	<b>E.</b> Implement a GIS system for analysis, potentially using the Land Evaluation and Site Assessment (LESA) system	Elkhart County	-	Medium Term	Research local community LESA systems
	<b>F.</b> Develop a school capital improvement plan	School Corporation	-	Short Term	-
	<b>G.</b> Conduct a needs assessment for public lands and structures	Elkhart County, TM, Council	-	Medium Term	-
<b>Strategy 2: Preserve and protect gateway areas and corridors</b>	<b>A.</b> Develop subarea plans for community gateways	TM, Council	General, OCRA	Short Term	-
	<b>B.</b> Develop corridor plans for key corridors and adjacent land uses	TM, Council	General, OCRA, TE	Short Term	-
	<b>C.</b> Adopt a theme or design vocabulary for the community or for specific gateway areas and/or corridors	TM, Council	General	Medium Term	
<b>Strategy 3: Annex growth areas</b>	<b>A.</b> Develop an annexation strategy	TM, Council, Elkhart County	-	Short Term	
	<b>B.</b> Adopt utility policies that support annexation for utility extension	TM, Council, Public Works	-	Short Term	
	<b>C.</b> Plan to annex developing areas and areas needed for future development	TM, Council, Elkhart County	-	Medium Term	

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 5: Develop needs assessments for parks, environmentally sensitive areas, and public lands and structures</b>	<b>A.</b> Inventory and assess park and recreation needs	Parks Department	-	Medium Term	On-going
	<b>B.</b> Plan for protection of natural resources and environmentally sensitive areas	Parks Department, TM, Private or Quasi-Public Organizations	-	Medium Term	
	<b>C.</b> Work with the schools to identify short and long term capital needs	School Corporation	-	Long Term	
	<b>D.</b> Identify needs for additional public lands and structures	TM	-	Medium Term	
	<b>E.</b> Maintain a five-year parks and recreation plan	Parks Department, Council, Private or Quasi-Public Organizations	-	Short Term	

TRANSPORTATION

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 1: SR 13</b>	<b>A.</b> Improve traffic flow through Town Center on SR 13 - associated tasks	INDOT, MACOG, Elkhart County	INDOT/Local Federal Aid Program, Federal Transportation Funding	Short Term	Follow Town Center concepts, apply regulatory modifications, perform traffic studies
<b>Strategy 2: Safe and accessible buggy and bicycle lanes</b>	<b>A.</b> The construction of buggy lanes should be considered along highly used buggy routes	INDOT, MACOG, Elkhart County	Same as above	Short Term - Medium Term	-
	<b>B.</b> Coordination with the Amish community regarding these locations is needed to continue an environment of respect between Middlebury and the Amish culture	Town, INDOT, MACOG, Elkhart County	Same as above	Short Term	-
	<b>C.</b> Follow Elkhart County "rule of thumb" design standard for buggy lanes which is 9 feet wide with 5 inches asphalt thickness	INDOT, MACOG, Elkhart County	Same as above	Short Term - Long Term	On-going
<b>Strategy 3: Street trees</b>	<b>A.</b> Implement a landscape ordinance as a part of the zoning and develop on recommended strategies (number, location etc.)	MACOG, Elkhart County	Same as above	Short Term	-
	<b>B.</b> Collaborate with design and development guidelines	Town, MACOG, Elkhart County	Same as above	Medium Term	-
<b>Strategy 4: Pedestrian safety</b>	<b>A.</b> Incorporate the construction of 6 feet wide sidewalks along local streets	INDOT, MACOG, Elkhart County	Same as above	Short Term - Long Term	Include in Subdivision Regulations
	<b>B.</b> Widen sidewalk areas along storefronts within Town Center urban core	INDOT, MACOG, Elkhart County	Same as above	Short Term	Include in Design Guidelines
	<b>C.</b> Provide ADA sidewalk ramps as per INDOT/FHWA guidelines; pavement markings	INDOT, MACOG, Elkhart County	Same as above	Short Term	Include in Design Guidelines
<b>Strategy 5: Reducing traffic congestion and noise</b>	<b>A.</b> Traffic conditions such as congestion and noise can be addressed on an individual basis through coordination with the police and citizens living in the area.	INDOT, MACOG, Elkhart County	Same as above	Short Term	-
	<b>B.</b> Explore opportunities with regional, State and Federal agencies to meet ambient air quality standards	Town, INDOT, MACOG, Elkhart County	Same as above	Short Term - Long Term	-

TRANSPORTATION

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 6: Controlling speed in Downtown/Town Center, school and residential areas</b>	<b>A.</b> Explore opportunities for road diet within downtown/Town Center urban core	INDOT, MACOG, Elkhart County	INDOT/Local Federal Aid Program, Federal Transportation Funding	Medium Term - Long Term	Develop design guidelines, coordinate with MACOG, research funding
	<b>B.</b> Having a police presence	Town	Same as above	Short Term - Long Term	-
	<b>C.</b> Conducting speed studies; posting more speed limit signs, as needed	Town, INDOT, MACOG, Elkhart County	Same as above	Short Term	-
	<b>D.</b> Installation of speed humps in residential neighborhoods	Town Council, MACOG, Elkhart County	Same as above	Short Term - Medium Term	Subdivision Regulations
<b>Strategy 7: Improving access for delivery trucks to businesses</b>	<b>A.</b> Improve turning radii at intersections to allow delivery truck access; direct delivery trucks to alleys	TM, INDOT, MACOG, Elkhart County	Same as above	Short Term - Medium term	Subdivision Regulations
	<b>B.</b> Installation of a delivery truck parking only area on the street signed for certain times of the day	TM, INDOT, MACOG, Elkhart County	Same as above	Short Term - Medium term	-
<b>Strategy 8: Strategies for potential future growth</b>	<b>A.</b> Research for transportation dollars	TM, INDOT, MACOG	Same as above	Short Term - Long Term	On-going
	<b>B.</b> Utilize available transportation dollars to improve the pavement condition, rehabilitate bridges and correct sight distance obstructions rather than widening the roadway or adding curbs	TM, INDOT, MACOG	Same as above	Short Term	On-going
	<b>C.</b> Promote public involvement to reflect a diversity of transportation concerns	TM, INDOT, MACOG, Elkhart County	Same as above	Short Term	-
	<b>D.</b> Develop a collaborative transportation decision-making process focused on employing smart growth policies	TM, INDOT, MACOG	Same as above	Short Term - Long Term	-



Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 1: Establish a process to identify and prioritize future infrastructure improvements</b>	<b>A.</b> Sustainable and “green” infrastructure improvements should be tied with the preservation of the town-style environment and existing agricultural/farmland protection	Town Council, TM, INDOT, MACOG, Elkhart County, OCRA, HUD	INDOT/Local Federal Aid Program, Federal Transportation Funding, Strategy 3 - Infrastructure Recommendations	Short Term	Initiate discussion with MACOG and INDOT, research funding
	<b>B.</b> Set policies and guidelines for areas of new growth in cooperation with regional policies (INDOT, MACOG)	Town Council, TM, INDOT, MACOG, Elkhart County	Same as above	Medium Term	-
	<b>C.</b> Infrastructure improvement initiatives should be tied to a development review process	Town Council, TM, INDOT, MACOG, Elkhart County	Same as above	Short Term - Long Term	-
	<b>D.</b> Alternative energy sources should respect the character of the town	Town Council, MACOG, Elkhart County	Refer to Strategy 3 - Infrastructure Recommendations	Short Term - Long Term	-
<b>Strategy 2: Priority and placement of current extensions needed corridors</b>	<b>A.</b> The Town’s wastewater treatment plant is first priority for infrastructure improvements	TM, Public Works, MACOG, Elkhart County	Same as above	Short Term	On-going
	<b>B.</b> Water filtration plant has available capacity and could provide revenue to the Town through extension into areas currently served only by private wells	TM, Public Works, MACOG, Elkhart County	Same as above	Medium Term	-
<b>Strategy 3: How to pay for extensions</b>	<b>A.</b> Create an inventory of funding sources and correspond with specific improvements	Refer to Strategy 3 - Infrastructure Recommendations	Refer to Strategy 3 - Infrastructure Recommendations	Short Term	-
	<b>B.</b> Assign the public works agency to work collaboratively with other agencies involved in development	TM, MACOG, Elkhart County, Refer to Strategy 3 - Infrastructure Recommendations	-	Short Term	-
<b>Strategy 4: Strategize for connection utilities</b>	<b>A.</b> Work collaboratively with Elkhart County officials and Elkhart County Sewer District on development of policy for requirement of connections to township lots	TM, Elkhart County, MACOG	-	Short Term	-

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 5: Emergency services and new facilities needed for the growing population</b>	<b>A.</b> Coordinate with existing services to determine if current needs are met	TM, Public Works, MACOG, Elkhart County	-	Short Term	-
	<b>B.</b> Work with Elkhart County to determine policy for providing service to the expected growth	Same as above	-	Short Term	-
	<b>C.</b> A policy should be set in place to look inward to the urban core as a first priority for development to reduce sprawl and to preserve identity of place	Same as above	-	Short Term	-
<b>Strategy 6: Future communication needs</b>	<b>A.</b> To promote the Middlebury area as attractive to business, the installation of fiber optics and the availability of WI FI access is needed	Same as above	-	Short Term - Long Term	-
<b>Strategy 7: Options to use the existing trail system to locate the conduit for fiber optics &amp; other infrastructure needs</b>	<b>A.</b> The existing and future trail system in the Middlebury study area should be explored for installation of fiber optics and other infrastructure needs	TM, INDOT, MACOG, Elkhart County	INDOT/Local Federal Aid Program, Federal Transportation Funding	Medium Term - Long Term	-

INFRASTRUCTURE

INFRASTRUCTURE

PARKS AND RECREATION

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 1: Preserve and enhance the system of current parks</b>	<b>A.</b> Promote the preservation and enhancement of the current trail system according to the vision of the "Trails of Middlebury". Incorporate within the parks master plan	Parks Department, TM	General	Short Term - Long Term	Adopt guidelines and provide educational outreach to stakeholders
	<b>B.</b> As a preliminary step, parkland should be identified within a park and recreation plan and appropriate policies should be developed for preservation that will provide compliance guidelines	Parks Department	General	Short Term	Create Guidelines, potential land banking/conservation easements
	<b>C.</b> The Standard Specification and Development Guide for Middlebury or the subdivision controls ordinance is recommended to have the specifications for construction standards	TM, Public Works, Parks Department	General	Short Term	Modify Standards
<b>Strategy 2: Identification of spaces for new parks and green spaces</b>	<b>A.</b> Conduct a comprehensive survey specific to the parks and recreational needs of the community, and use the results of the survey to prioritize and plan for future offerings	Parks Department	General	Short Term	Create a master list; Prioritize on specific projects; research funding
	<b>B.</b> Create a park master plan; cross-reference the capital improvement plans to leverage the needs, construction & availability of utilities	Parks Department	General	Short Term	Collaborate with other Town Departments for CIP
	<b>C.</b> Promote riparian conservation, wetland, habitat & farmland protection in concert with land use strategies	Parks Department, TM, Elkhart County	Donations, OCRA Funds	Short Term - Medium Term	On-going
	<b>D.</b> Existing greenways should be expanded based on the work underway on the Pumpkinvine railroad corridor and allocating future connections within the Town & regional networks	Parks Department, TM, Elkhart County	DNR, OCRA Funds	Medium Term - Long Term	Collaborate with stakeholders; prioritize and create action plan
	<b>E.</b> Expand and add programs and services to meet current & future community recreational needs; Promote the diverse system of parks and trails with the Elkhart County Convention and Visitors Bureau	Parks Department, Town Council, Elkhart County	DNR, Nature Grants	Short Term - Long Term	Create survey/feedback mechanisms, research additional options, leverage existing resources for expansion
	<b>F.</b> For regional parks, develop formalized joint-use agreements between the Town and the relevant community/agencies	Parks Department	General	Short Term - Long Term	Collaboration with adjacent communities
	<b>G.</b> Continue with the Tree City USA program & corresponding designation	Parks Department, Town Council	General	Short Term - Long Term	On-going

PARKS AND RECREATION

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 3: Identification of the need for diverse recreational activities and connectivity</b>	<b>A.</b> Promote the development of the park system to cater to the needs of open space, neighborhood, local and regional uses	Parks Department	DNR, OCRA, Other State and Local Funding	Short Term - Long Term	On-going
	<b>B.</b> Provide appropriate and diverse amenities that respond to the scale and the usage of the park system; Amenities and utilities should include facilities for diverse demographics, age groups and differing needs	Parks Department	State and Local Nature Grants	Short Term - Long Term	On-going
<b>Strategy 4: The need for recreational activity centers</b>	<b>A.</b> Existing public utilities should be maximized for resident/community usage during meetings, public gatherings and community-wide festivities	Public Works/Utilities, TM	General	Short Term - Long Term	On-going
	<b>B.</b> Cultural initiatives to promote local and regional arts are encouraged to be showcased within the public meeting places	TM, Parks Department	General, Donation, Fundraising	Short Term - Long Term	Research local/regional arts programs, determine feasibility and location, commission artwork through RFP/RFQ process
	Promote the incorporation of public art within the fabric of Middlebury				
	<b>A.</b> Promote facilities for events and functions along with Elkhart County Convention and Visitors Bureau that ties with tourism focused recommendations	ECCVB, TM, Chamber	General, ECCVB Funds	Short Term - Long Term	Collaborate with ECCVB
	<b>A.</b> Proactively work with public-private and non-profit agencies for the development and showcase of diverse cultural offerings	TM, Parks Department, Chamber	General	Short Term - Long Term	Research different offerings, collaborate and prioritize on projects



TOURISM

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status/Remarks
<b>Strategy 1: Develop a plan to "market" Middlebury</b>	<b>A.</b> Promote the niche market of heritage tourism and recreational opportunities	ECCVB, TM, Chamber, NITDC	General	Short Term - Long Term	Implement tourism focussed strategy; PR campaign
	<b>B.</b> Promote the creation of "green" technology oriented job growth and utilize this campaign to develop tourism opportunities centered around sustainable initiatives	EDC, Chamber, TM	ECED Training Funds, Related Grants	Short Term	Educational Outreach; Training; Research applicable economic sectors and contact appropriate partner organizations
	<b>C.</b> Work with area universities/ colleges and the EPA for creation of a technology innovation program/center	Chamber, TM, Area Institutions	General	Medium Term	Collaborate with area institutions
	<b>D.</b> Create branding plan that can be implemented within and outside of the Town limits that can direct visitor traffic and also create a sense of place	Chamber, TM, NITDC, ECCVB	General	Short Term	Engage consultants to collaborate and create branding/ identity
	<b>E.</b> Encourage opportunities to develop a hospitality oriented message and offerings (improved lodgings, bed and breakfast, restaurants catering home-made food, etc.)	Chamber, TM, NITDC, ECCVB	General	Short Term	Include in branding plan
<b>Strategy 2: Work more closely with statewide and regional entities such as Elkhart County Convention and Visitors Bureau</b>	<b>A.</b> Develop a strategic marketing plan in collaboration with ECCVB and NITDC Enhance and develop continued support in the community for ECCVB's and NITDC's tourism and marketing programs	ECCVB, NITDC, TM	General	Short Term	Update marketing plan
	<b>B.</b> Educate local leaders and businesses on ECCVB's projects, plans and goals and ways to creatively craft and update the message based on the "niche" marketing plan. Develop a continuing education/meeting program for consensus support	ECCVB, TM, Stakeholders	General	Short Term	Collaborate with ECCVB
<b>Strategy 3: Opportunities to tap into existing options to increase tourism</b>	<b>A.</b> Create a joint effort of marketing plans currently underway between different businesses; use social media effectively and prepare an updated Town website	TM	General	Short Term	Collaborate between different organizations and leverage resources
	<b>B.</b> Work with Chamber of Commerce to create a succinct message of the "niche" marketing strategy and create a unified vision	Chamber, TM, ECCVB, NITDC, EDC	General	Short Term - Medium Term	Create strategy in collaboration with ECCVB

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status
<b>Strategy 1: Establish a policy for funding and financing mechanisms</b>	<b>A.</b> Establish a policy that ensures sufficient return based on creation of an incentive package relative to revenue stream	TM, EDC, Chamber	-	Short Term	
	<b>B.</b> Encourage businesses and provide funding/incentives to the ones proposing projects and establishments consistent with the vision of land use, density, location, infrastructure, development character	Chamber, TM	-	Short Term - Long Term	Provide listing of incentives and assist in recruitment process
<b>Strategy 2: Consideration for developing guidelines for business improvement grants/loans</b>	<b>A.</b> Adopt an ordinance that will provide guidelines for minimum fiscal returns for qualification of economic benefits	TM, Council, Redevelopment Commission	-	Short Term	
<b>Strategy 3: Research different funding/financing mechanisms</b>	<b>A.</b> Explore and research different funding, grants and incentive programs available locally, regionally, state-wide and federally	TM	-	Short Term - Long Term	
	<b>B.</b> Continue to work with Elkhart County and the State of Indiana to structure and implement the incentives	TM, EDC, Chamber	-	Short Term - Long Term	
	<b>C.</b> Promote incentive packages and funding/financing in different sectors such as workforce training and development, tax abatement for commercial businesses, business development/redevelopment loans, brownfields redevelopment, transportation enhancement funds (TE) etc.	EDC, Council	-	Short Term	On-going

Strategies	Task	Primary Responsibility	Associated Funding	Timeline	Status
<b>Strategy 4: Promote more Tax Increment Financing (TIF)</b>	<b>A.</b> This tool should be utilized primarily for commercial sector, specifically within the Town Center areas and also the potential industrial parks to pay for public infrastructure	TM, Council, Redevelopment Commission	TIF	Short Term	
<b>Strategy 5: Provisions for projecting long-term financial needs and developing a funding plan to meet needs in sustainable manner</b>	<b>A.</b> Prepare a list of programs and implementation measures for short, medium and long term and explore funding/incentive packages for such measures	TM	-	Short Term	This plan specifies priorities but need to modify based on opportunities in the marketplace
	<b>B.</b> Finance green enterprises and technology set-ups	Chamber, TM	Incentives	Short Term - Long Term	Collaborate with financial institutions
	<b>C.</b> Create "green" financial products and seek out appropriate investors. Consider environmental risks of lending decision	TM, Chamber	-	Short Term	
	<b>D.</b> Discuss about options of joint economic development districts between the adjacent towns and cities which support the land use and economic development policies of the Town	TM, Council, Redevelopment Commissions	-	Medium Term	



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**NOTES**

*(Please use this space for notification of critical success factors and for record-keeping of initiatives as they are implemented)*



COMPREHENSIVE STRATEGIC PLAN

APPENDIX



## **Appendix**

**This section contains the following:**

- **Previous Studies**
- **Public Participation**
- **Additional market analysis charts**
- **Glossary of terms**



## Previous Studies

It is important to review previous planning and development studies to continue the work from the recommendations already put forth. Preliminary research should look for possible adjustments to the previous plans/studies that need to be undertaken to keep appropriate recommendations from the plans effective. The following are the existing planning initiatives and relevant sections that the Planning Team reviewed as a part of the preliminary research.

### Strategic Destination Plan

2009-2011

FINAL DRAFT COPY – December 8, 2008  
Northern Indiana Tourism Development Commission (NITDC)

#### Strategic Direction and Purpose

Mission Statement: The Northern Indiana Tourism Development Commission is the leading regional economic development authority focusing on sustainable tourism through effective partnerships.

Member promise is based on the needs of the community businesses while the visitor promise focuses on the promotion of visitor experiences.

#### Strategic Destination Direction

Three-year strategic initiatives to be addressed in 2009, 2010 and/or 2011

- Destination Marketing – 5 Initiatives – High Priority
- Internet/Technology Services – 6 Initiatives – Medium/High Priority
- Destination Product Development – 3 Initiatives – Medium/High Priority
- Visitor Services – 5 Initiatives – High Priority
- Research and Planning – 6 Initiatives – High Priority
- Public Relations – 10 Initiatives – Medium/High Priority
- Finance and Administration – 6 Initiatives – High Priority

### The Horizon Project

Today's Vision for a Dynamic Elkhart County Tomorrow  
2008

#### Introduction

In early 2002, a group of community leaders collectively determined to organize and finance a Visioning and Community Planning Process. The project Steering Committee, comprised of a broad, cross-section of community representatives, contracted with the Ball State University's Center for Economic and Community Development (CECD) to design, guide and facilitate the planning process. The consulting team was comprised of CECD, Koehn Consulting and Hudson Institute.

#### Process

The Horizon Project process was designed to guide the Elkhart County community through the creation of a comprehensive vision of their future and the development of goals and actions necessary to attain that vision. The vision and corresponding actions were developed and supported by input from the community on major issues they saw impacting Elkhart County's future as well as a complete analysis of the general economic climate of the community.

The process took approximately one year and included the preparation and presentation of a County and Regional Economic and Demographic Analysis and an extensive community input process including three Community Leadership Public Meetings, ten Focus Groups and ten individual interviews with local leaders. The data and input generated by these activities, plus topic research and background information on the practices of other communities, provided the foundation upon which eight Action Planning Teams created the goals, objectives, action plans and benchmarks that form the core of the Horizon Project Plan.

#### Vision

The vision for Elkhart County's future was created by the Steering Committee from the input provided by approximately one hundred and thirty Elkhart County citizens who participated in the Community Leadership Meetings.

#### Goals and Objectives

1. Business retention, creation and attraction
2. Redevelopment
3. Tourism development
4. Workforce development
5. P-16 education
6. Government coordination
7. Land use
8. Social services

#### Benchmarks

The Horizon Project Commission guides the implementation of the plan. A number of Implementation Teams have undertaken the responsibility for meeting certain goals and/or objectives and will measure the success of their efforts against thirteen benchmarks.

### Land Use Plan

The 2006 Comprehensive Plan for Elkhart County, Indiana

This Land Use Plan was taken from the Comprehensive Plan that was prepared by The Elkhart County Advisory Plan Commission and The Elkhart County Board of Commissioners for future development in Elkhart County.

#### Goals

1. Planned Growth  
Elkhart County will manage growth through orderly development focused in and near cities and towns and along selected major highways that connect them, minimizing conflicts between uses, and maximizing accessibility to services.
2. A Sense of Community and Rural Character  
Using zoning, design, density and other measures, Elkhart County will preserve its

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2. A Sense of Community and Rural Character  
Using zoning, design, density and other measures, Elkhart County will preserve its open space, rural character, communities, and unique places.
3. A Coordinated Approach to Planned Growth  
Elkhart County will make land use planning a regional, interdepartmental, inter-jurisdictional activity.



4. Environmental Stewardship  
Elkhart County will protect and improve its environmental assets.
5. An Efficient Transportation Network  
Elkhart County will get people where they want to go, with a transportation network that fosters public safety, good use of County resources, effective interface with alternative transportation, and this Plan's other goals for good land use.

### Land Use and Transportation Study; Middlebury

May 1997

Purpose is to identify land uses within the community and provide recommendations for improvements to address traffic issues on State Route 13/Main Street. An examination of existing conditions includes: environmentally sensitive areas, schools, park and recreation facilities, residential, and industry.

#### Plan Issues and Recommendations

- + Maintenance of efficient vehicular access to the industrial area is imperative to their continued success.
- + Growth patterns moving primarily to the west and north of town.
- + Heavy truck traffic uses the SR 13 and U.S. 20 corridors due to local and county roads not constructed to withstand truck size and weight.
- + Truck route is recommended to be constructed around the town to relieve SR 13
  - Full Route around the east and west sides of town, from SR 13 to U.S. 20
  - Partial route around the west side of town, from SR 13 to U.S. 20
- + Warren Street has on-street parking which makes the single lane act as both a right and left turn lane causing traffic delays.
  - Restrict on-street parking during peak hours to address this issue.
- + Street signals should be upgraded to allow for longer turning movements and left turns.

### New Century Water Plan; Middlebury

February 18, 2002

Supplemental water system evaluation study for preparatory planning for the financing of water utility improvement projects. Projects include:

- + Increase the town's groundwater pumping capacity
- + Improve known water distribution system deficiencies
- + Strengthen service to upper pressure zone
- + Construct offices and a laboratory facility for the water department's staff

(First three initiatives have been completed)

#### Issues

- + Upper pressure zone continues to suffer operational weakness that are of a substantial nature and warrant immediate attention.
- + The supply side of the existing booster station experiences a weakness related to available volume due to the current operational status of the lower zone system.
- + The upper pressure zone does have a shortage of available storage to adequately provide for fire flow.
- + The Town has no redundant water supply or contingency for a prolonged well failure

#### Recommendations

There are two sets of recommendations regarding these issues. The first set only partially accomplishes the priority issues while the second set provides a more complete solution.

### Middlebury Community Design Project

1986

Middlebury Merchant's Association

This project was geared towards gathering ideas for community improvements from the public.

#### Recommendations

1. Immediate
  - + Development of a unifying theme for the Town
  - + Library/park sites
  - + East and Memorial park zoning
  - + Guidelines for renovation and new buildings
  - + Signage recommendations and streetscape improvements
2. Short Term (1-2 Years)
  - + Tree planting and maintenance program
  - + Renewal and redevelopment of the East Park
  - + Traffic flow recommendations
  - + Bike/jogging trails – Phase One
  - + Pedestrian walks at Main and Warren
3. Mid-Term (2-5 Years)
  - + Signage at Main approaches to Middlebury
  - + Further development of Memorial Park
  - + Review of present zoning map
  - + Bike/jogging trails – Phase Two
  - + Pedestrian walks at Main and Warren
4. Long-Term (2-10 Years)
  - + Extension of lighting on Main Street and Warren Street
  - + Intersection of SR 13 and U.S. 20
  - + Bike/jogging trails – Phase Three
  - + Krider Garden

## Public Participation

**June 25, 2009**  
**Steering Committee Meeting**

**June 25, 2009**  
**Focus Group Meetings**

**September 29, 2009**  
**Steering Committee Meeting**

**October 18, 2009**  
**Steering Committee Meeting**

**December 21, 2009**  
**Town Council Meeting**

**March 9, 2010**  
**Steering Committee Meeting**

**May 12, 2010**  
**Focus Group Meetings**

**July 28, 2010**  
**Steering Committee Meeting**

**July 29, 2010**  
**Public Open House & Workshop**





## Additional Market Analysis Charts

### Average Annual Retail Spending by Category (Based on 2004 and 2005 Consumer Expenditure Surveys)

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Average Household Income	\$74,772	\$73,798	\$72,999	\$64,592	\$64,015	\$63,573	\$62,836	\$66,400	\$65,642	\$71,437
Apparel & Services	\$1,815	\$1,793	\$1,778	\$1,606	\$1,594	\$1,573	\$1,556	\$1,652	\$1,636	\$2,504
Computers & Accessories	\$238	\$235	\$231	\$208	\$206	\$204	\$202	\$214	\$212	\$228
Education	\$1,335	\$1,322	\$1,262	\$1,128	\$1,141	\$1,098	\$1,107	\$1,174	\$1,172	\$1,255
Entertainment/Recreation	\$3,542	\$3,484	\$3,463	\$3,027	\$2,992	\$2,999	\$2,955	\$3,106	\$3,070	\$3,239
Food at Home	\$4,776	\$4,694	\$4,695	\$4,265	\$4,218	\$4,210	\$4,139	\$4,377	\$4,309	\$4,560
Food Away from Home	\$3,490	\$3,444	\$3,426	\$3,084	\$3,054	\$3,030	\$2,992	\$3,170	\$3,134	\$3,328
Health Care	\$4,178	\$4,088	\$4,121	\$3,645	\$3,604	\$3,636	\$3,573	\$3,732	\$3,668	\$3,769
HH Furnishings & Equipment	\$2,049	\$2,029	\$1,998	\$1,739	\$1,721	\$1,709	\$1,690	\$1,788	\$1,771	\$2,173
Investments	\$1,457	\$1,432	\$1,436	\$1,197	\$1,190	\$1,201	\$1,188	\$1,217	\$1,231	\$1,438
Retail Goods	\$26,346	\$25,927	\$25,958	\$22,931	\$22,599	\$22,700	\$22,298	\$23,481	\$23,202	\$25,711
Shelter	\$15,794	\$15,672	\$15,220	\$13,674	\$13,640	\$13,313	\$13,250	\$14,126	\$13,981	\$15,630
TV/Video/Sound Equipment	\$1,268	\$1,250	\$1,250	\$1,133	\$1,122	\$1,115	\$1,100	\$1,163	\$1,150	\$1,215
Travel	\$1,997	\$1,974	\$1,907	\$1,630	\$1,627	\$1,605	\$1,599	\$1,683	\$1,666	\$1,847
Vehicle Maintenance & Repairs	\$989	\$974	\$971	\$864	\$855	\$855	\$842	\$887	\$877	\$936

Source: Consumer Spending data are derived from the 2004 and 2005 Consumer Expenditure Surveys, Bureau of Labor Statistics. ESRI.

### Employment by Industry - 2008 Estimates

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Total Respondents	1,602	3,314	9,999	99,451	251,075	135,766	459,156	87,930	2,928,951	136,602,392
Agriculture/Mining	2%	4%	3%	1%	1%	2%	2%	1%	1%	2%
Construction	5%	6%	6%	5%	5%	5%	5%	5%	6%	7%
Manufacturing	32%	32%	34%	33%	24%	33%	24%	33%	16%	10%
Wholesale Trade	3%	3%	3%	3%	4%	3%	3%	3%	3%	3%
Retail Trade	10%	11%	10%	10%	11%	10%	11%	10%	11%	11%
Transportation/Utilities	3%	3%	4%	4%	4%	4%	4%	4%	6%	5%
Information	1%	1%	1%	1%	2%	1%	2%	1%	2%	2%
Finance/Insurance/Real Estate	6%	6%	6%	4%	4%	4%	5%	4%	6%	7%
Services	36%	34%	32%	36%	43%	36%	41%	37%	45%	47%
Public Administration	3%	2%	2%	2%	3%	2%	3%	2%	4%	5%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

### Educational Enrollment by Age - 2000 Census

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Total Respondents	2,745	5,972	18,290	200,461	520,989	276,022	952,573	174,106	5,828,402	270,076,176
Enrolled in Nursery/Preschool	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%
Enrolled in Kindergarten	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%
Enrolled in Grade 1-8	17%	18%	18%	14%	13%	14%	13%	14%	12%	13%
Enrolled in Grade 9-12	7%	6%	6%	6%	6%	6%	6%	6%	6%	6%
Enrolled in College	2%	1%	2%	3%	5%	3%	5%	3%	5%	5%
Enrolled in Grad/Prof School	1%	0%	0%	0%	1%	0%	1%	0%	1%	1%
Not Enrolled in School	70%	71%	71%	74%	72%	74%	72%	74%	73%	72%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

### Population by Age - 2008 Estimates

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Median Age (Years)	37.2	33.3	33.1	34.6	35.4	35.1	36.5	35.1	36.8	36.9
<b>2008 Population by Age</b>										
Total	3,324	7,303	22,640	230,651	575,006	315,221	1,043,233	202,609	6,461,343	309,731,508
Age 0 - 4	7%	8%	9%	8%	8%	8%	7%	8%	7%	7%
Age 5 - 9	7%	8%	9%	8%	7%	8%	7%	8%	7%	7%
Age 10 - 14	8%	9%	9%	8%	7%	8%	7%	8%	7%	7%
Age 15 - 19	8%	9%	9%	7%	8%	7%	7%	7%	7%	7%
Age 20 - 24	6%	6%	6%	6%	7%	6%	7%	6%	7%	7%
Age 25 - 34	11%	12%	12%	13%	13%	13%	13%	13%	13%	13%
Age 35 - 44	13%	13%	14%	14%	13%	14%	13%	14%	14%	14%
Age 45 - 54	16%	15%	15%	14%	14%	14%	15%	14%	15%	15%
Age 55 - 64	12%	11%	11%	11%	11%	11%	12%	11%	12%	11%
Age 65 - 74	6%	5%	5%	6%	6%	6%	7%	6%	7%	7%
Age 75 - 84	4%	3%	3%	4%	4%	4%	4%	4%	4%	4%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

**Population by Marital Status - 2008 Estimates**

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Total Respondents	2,583	5,454	16,735	176,299	448,577	241,629	819,769	155,780	5,140,384	247,264,077
Never Married	21%	25%	26%	26%	28%	25%	27%	26%	27%	29%
Married	<b>66%</b>	65%	65%	57%	55%	58%	56%	58%	55%	55%
Widowed	4%	3%	3%	5%	6%	5%	6%	5%	6%	6%
Divorced	9%	7%	7%	11%	11%	11%	11%	11%	12%	10%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

**Means of Transportation to Work - 2000 Census**

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Total Respondents	1,538	3,215	9,508	104,077	262,934	142,013	484,284	91,778	2,910,612	128,279,228
Drove Alone - Car, Truck, or Van	87%	72%	72%	77%	79%	78%	81%	79%	82%	76%
Carpooled - Car, Truck, or Van	8%	15%	16%	15%	13%	14%	12%	13%	11%	12%
Public Transportation	0%	0%	0%	1%	1%	0%	1%	1%	1%	5%
Walked	3%	3%	2%	2%	3%	2%	3%	2%	2%	3%
Other Means	1%	2%	2%	2%	1%	2%	1%	2%	1%	1%
Worked at Home	2%	8%	8%	4%	3%	4%	3%	3%	3%	3%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

**U.S. Census Housing Statistics**

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
<b>2000 Housing Units by Units in Structure</b>										
1, Detached	73%	83%	83%	70%	74%	73%	75%	70%	71%	60%
1, Attached	4%	3%	3%	2%	2%	2%	2%	2%	3%	6%
2	9%	5%	3%	4%	3%	3%	3%	4%	3%	4%
3 or 4	2%	1%	0%	5%	4%	4%	3%	5%	4%	5%
5 to 9	1%	0%	1%	4%	4%	4%	3%	4%	5%	5%
10 to 19	2%	1%	0%	2%	3%	2%	2%	2%	3%	4%
20+	4%	2%	1%	4%	5%	4%	4%	5%	4%	9%
Mobile Home	5%	4%	10%	10%	6%	10%	8%	9%	7%	8%
Other	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

**Travel Time to Work - 2000 Census**

	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Total Respondents	1,538	3,214	9,508	104,077	262,934	142,013	484,284	91,778	2,910,612	128,279,228
Did not Work at Home	98%	92%	92%	97%	97%	96%	97%	97%	97%	97%
Less than 5 minutes	12%	8%	5%	5%	4%	5%	5%	5%	4%	3%
5 to 9 minutes	23%	18%	13%	15%	14%	15%	14%	15%	13%	11%
10 to 19 minutes	27%	29%	33%	39%	38%	37%	35%	40%	33%	30%
20 to 24 minutes	14%	14%	16%	16%	16%	15%	15%	16%	15%	14%
25 to 34 minutes	15%	14%	17%	15%	15%	15%	16%	14%	17%	18%
35 to 44 minutes	4%	3%	3%	3%	3%	4%	4%	3%	5%	6%
45 to 59 minutes	1%	2%	3%	3%	3%	3%	4%	3%	5%	7%
60 to 89 minutes	1%	2%	2%	1%	2%	2%	2%	1%	3%	5%
90 or more minutes	1%	1%	1%	1%	1%	1%	2%	1%	2%	3%
Worked at Home	2%	8%	8%	4%	3%	4%	3%	3%	3%	3%
Average Travel Time to Work (in min)	15.6	17.8	19.3	18.7	19.5	19.3	20.5	18.4	22.6	25.5

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.

**Median Household Income - 2008 Estimates**

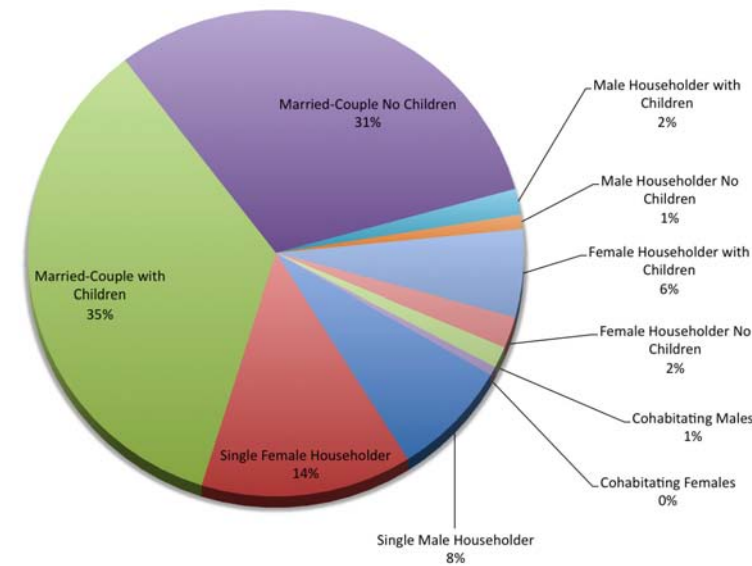
	Middlebury, IN	Area Of Influence	15-Min	30-Min	45-Min	20-Miles	40-Miles	Elkhart County	Indiana	USA
Household Income Base	1,243	2,357	7,100	83,353	214,464	114,310	394,604	73,827	2,522,143	116,522,011
< \$15,000	7%	6%	6%	8%	9%	8%	9%	8%	10%	11%
\$15,000 - \$24,999	5%	5%	6%	9%	10%	9%	10%	9%	10%	10%
\$25,000 - \$34,999	7%	8%	8%	11%	11%	11%	11%	11%	11%	10%
\$35,000 - \$49,999	17%	17%	15%	17%	16%	17%	16%	16%	15%	14%
\$50,000 - \$74,999	27%	28%	29%	27%	25%	27%	27%	26%	23%	21%
\$75,000 - \$99,999	21%	21%	21%	16%	16%	15%	15%	17%	16%	14%
\$100,000 - \$149,999	9%	10%	10%	9%	9%	8%	9%	9%	11%	12%
\$150,000 - \$199,999	3%	3%	3%	2%	2%	2%	2%	2%	3%	4%
\$200,000 +	3%	3%	3%	2%	2%	2%	2%	2%	2%	4%
Average Household Income	<b>\$74,772</b>	\$73,798	\$72,999	\$64,592	\$64,015	\$63,573	\$62,836	\$66,400	\$65,642	\$71,437

Source: U.S. Census 2000, ESRI Current Year Estimates and 5-year Projections.



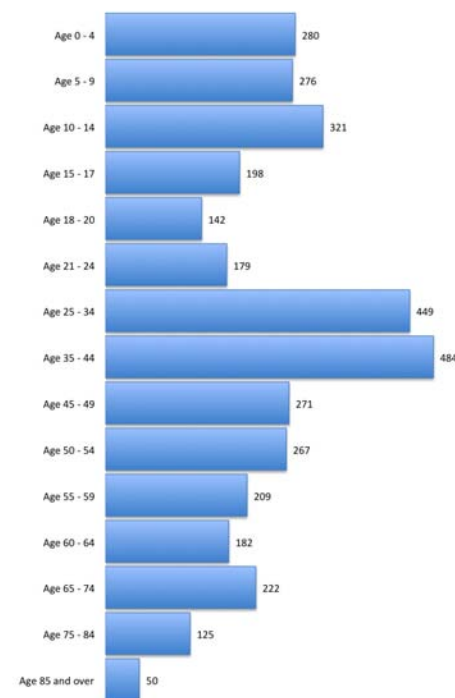
### Household Type - Town of Middlebury

Source: Claritas 2009 Estimates



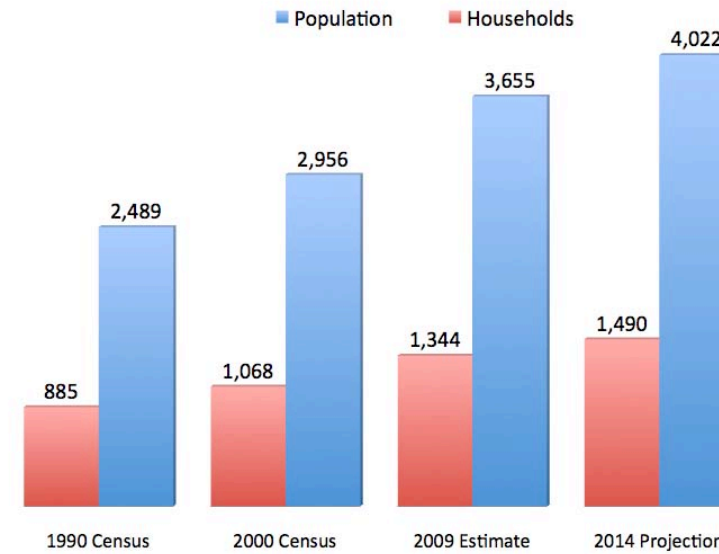
### Age Distribution- Town of Middlebury

Source: Claritas 2009 Estimate



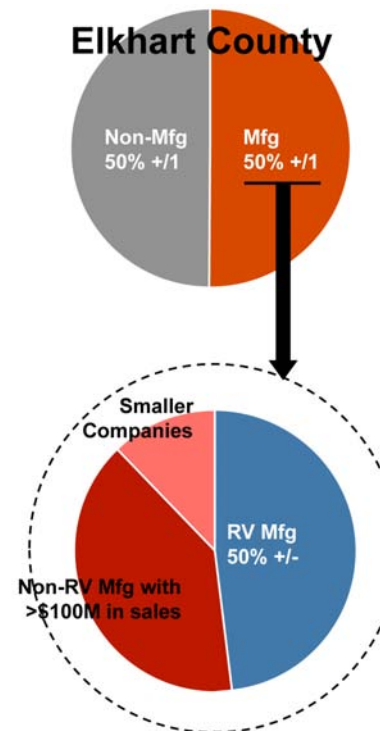
### Population and Household Growth - Town of Middlebury

Source: U.S. Census Bureau, Claritas Estimates and Projections



### Industry Focus - Elkhart County

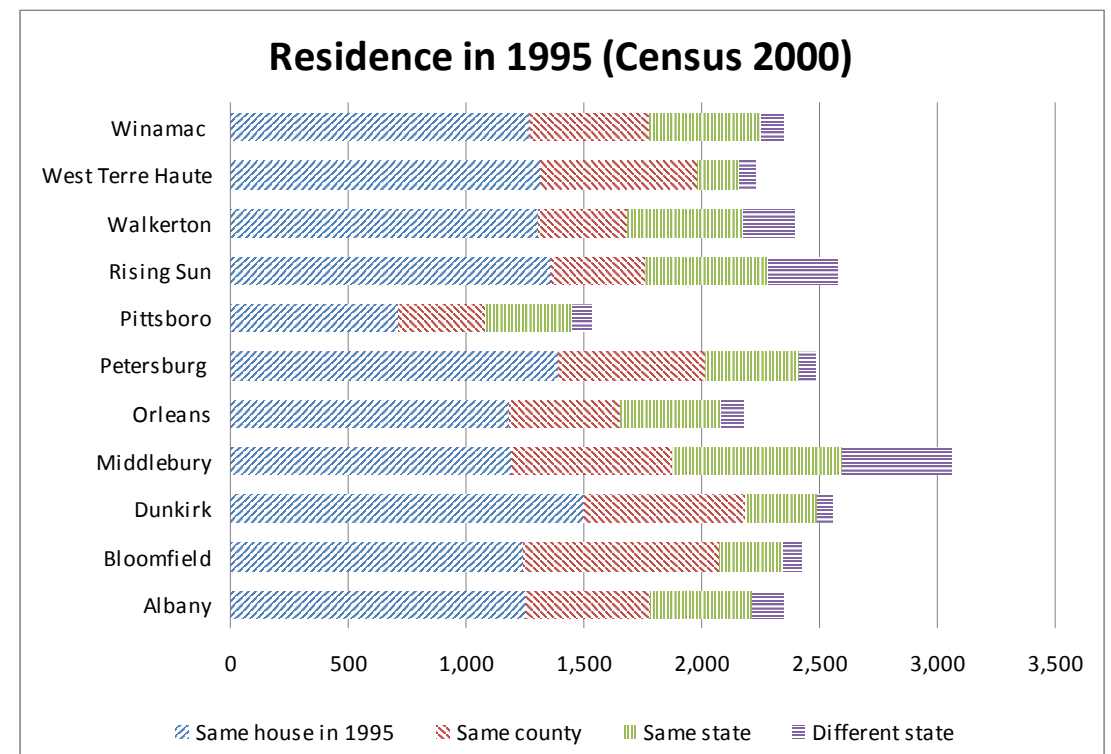
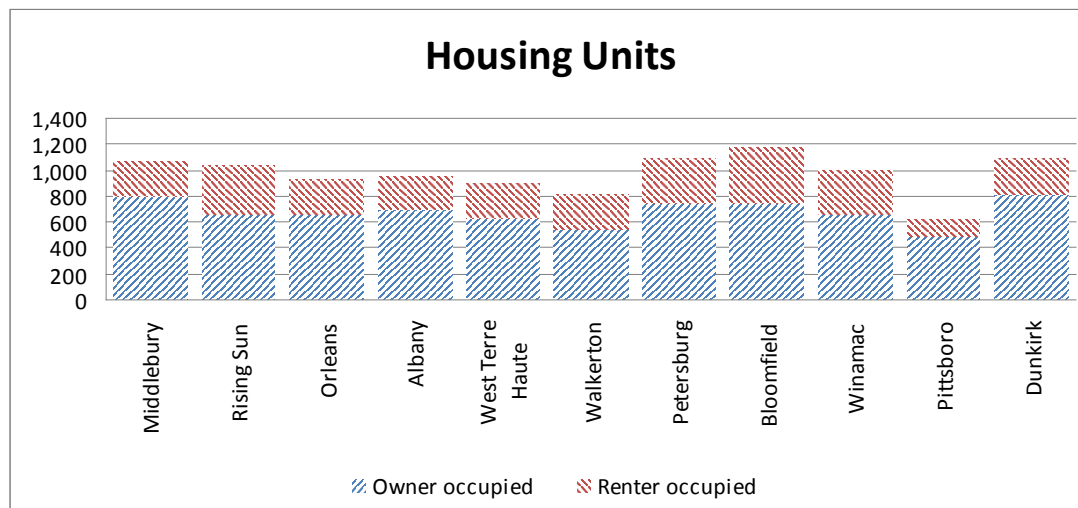
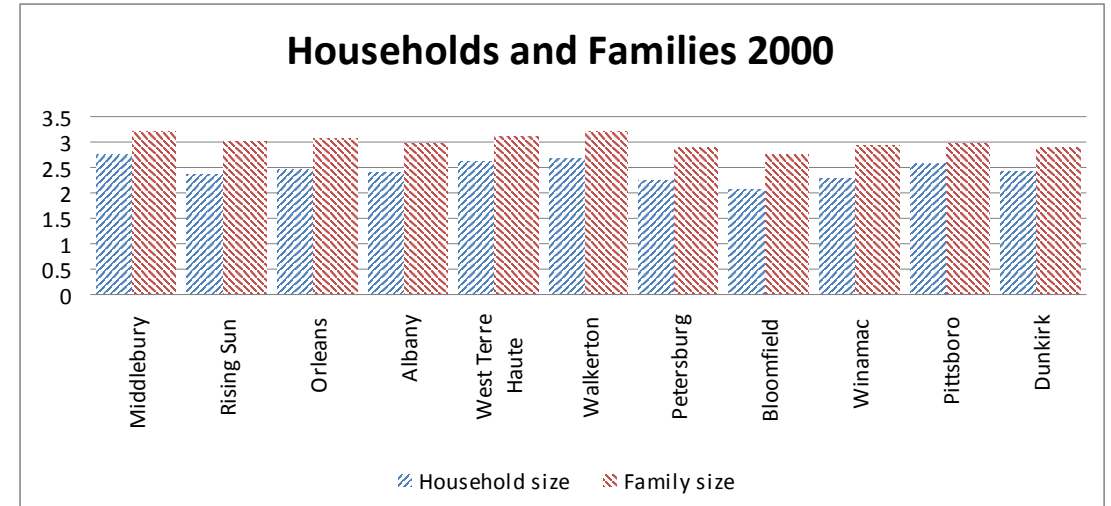
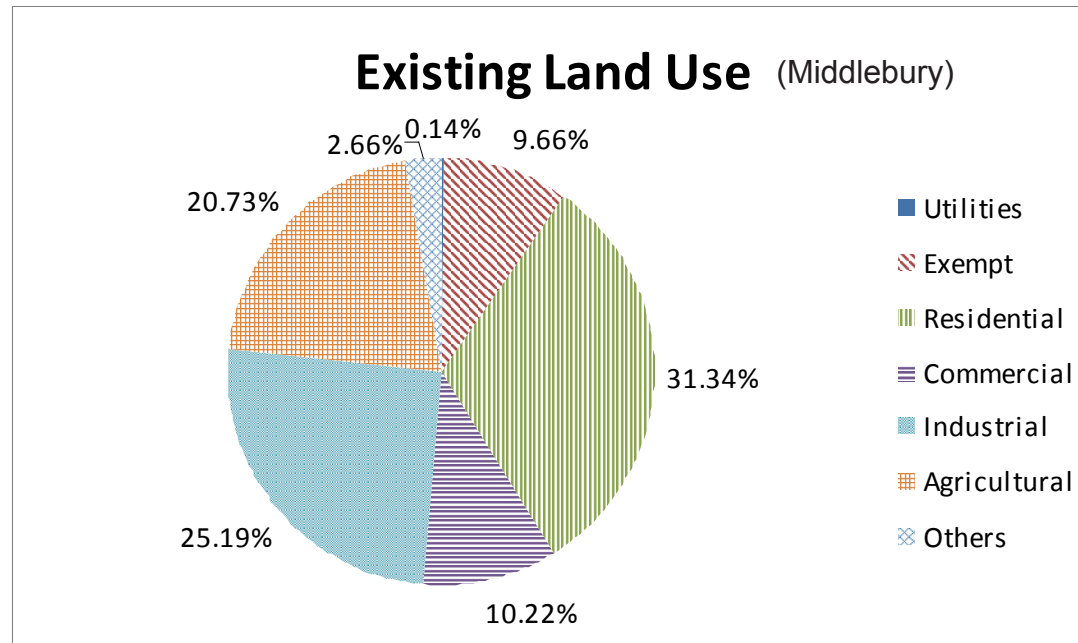
Source: Economic Development Corporation of Elkhart County Indiana



#### Major Employers in Elkhart County Industry Focus and Employment (4/2009)

Forest River, Inc. (RV Manufacturing)	4,130
Keystone RV Company (RV Manufacturing)	1,885
Jayco, Inc. (RV Manufacturing)	1,039
KIK Custom Products (Household Products)	727
Home Crest Cabinetry (Building Products)	717
Syndicate Systems Inc (Product Manufacturing)	708
Supreme Corporation (Truck Manufacture)	677
Gulf Stream Coach (RV Manufacturing)	650
Utilimaster (Truck Manufacturing)	600
Kinro (RV Parts Manufacturing)	529

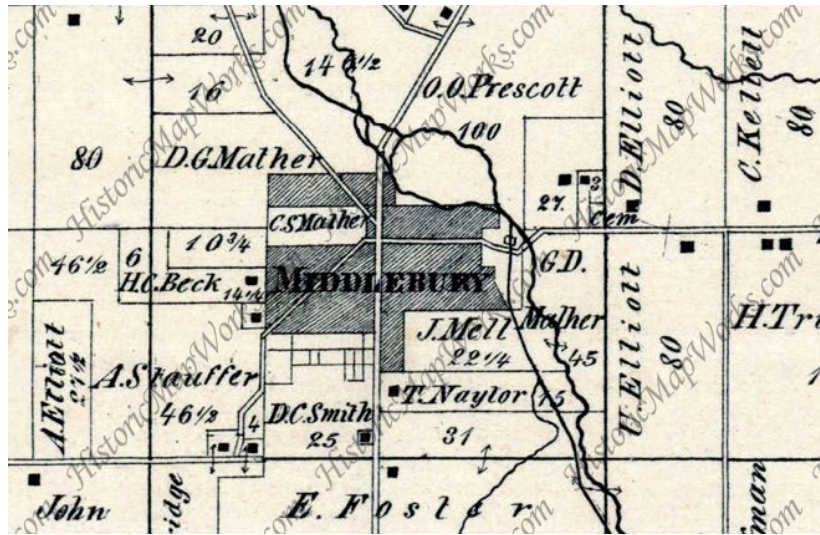
The charts on this page are provided in addition to similar charts included in the appropriate sections within the plan. The charts on this page are graphically shown in patterns rather than in solid color for enhanced legibility.



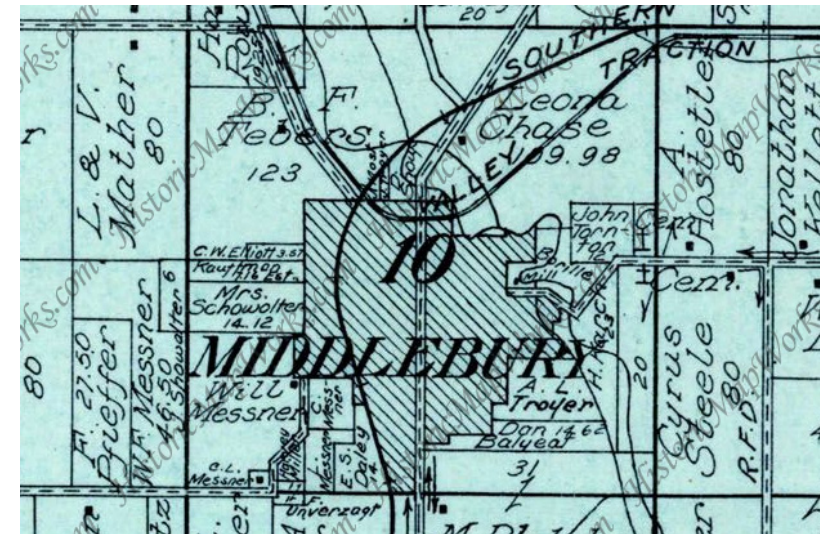


# Historical Maps and Exhibits

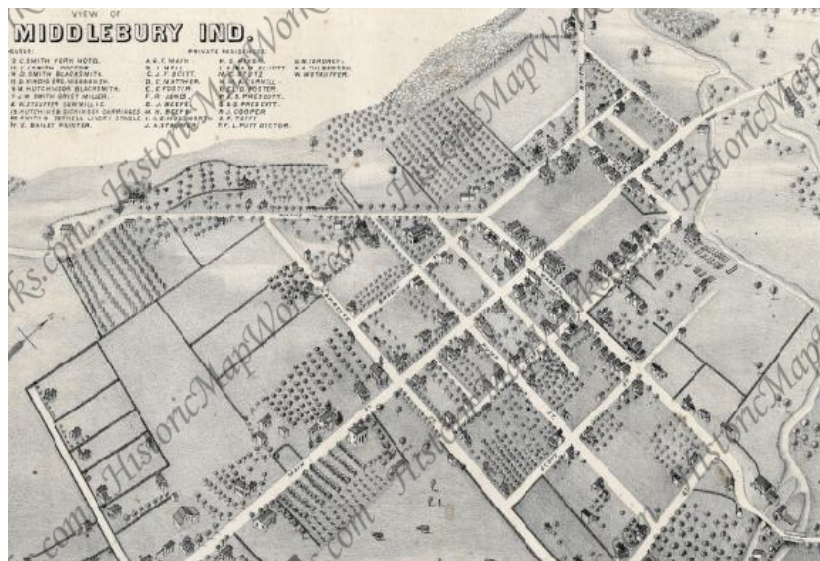
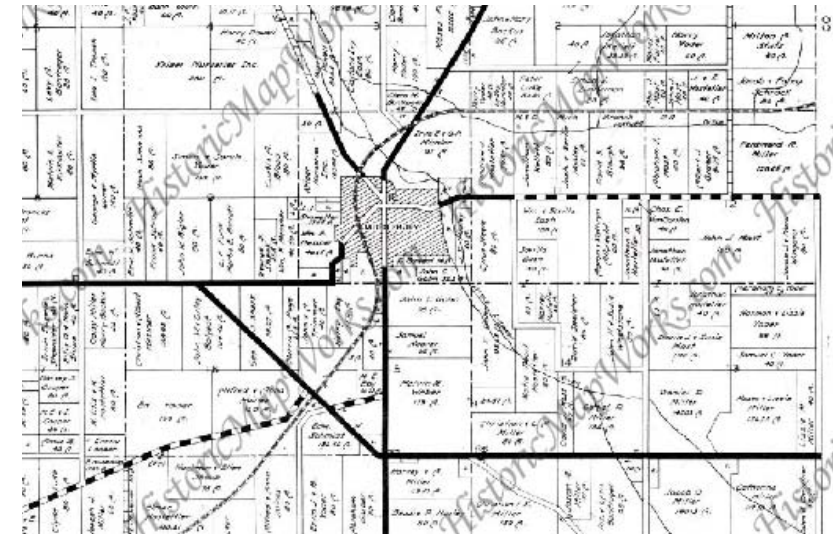
1874



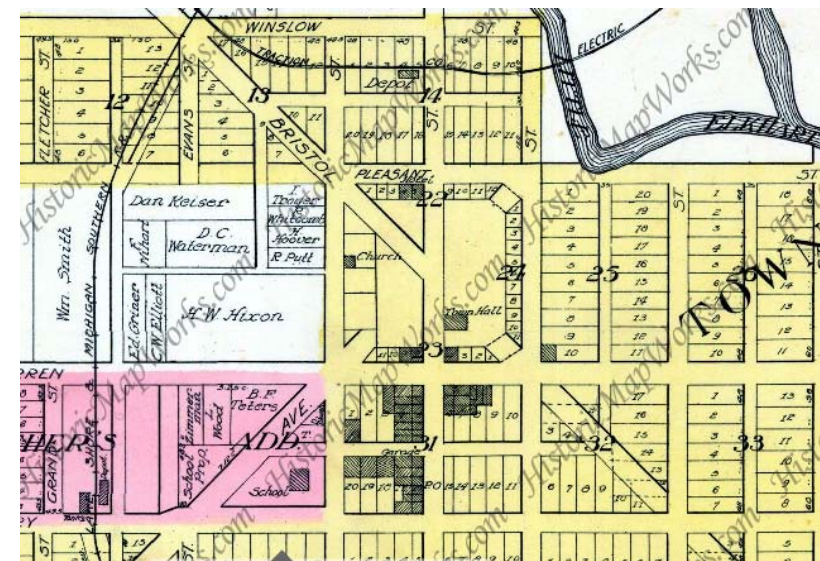
1915



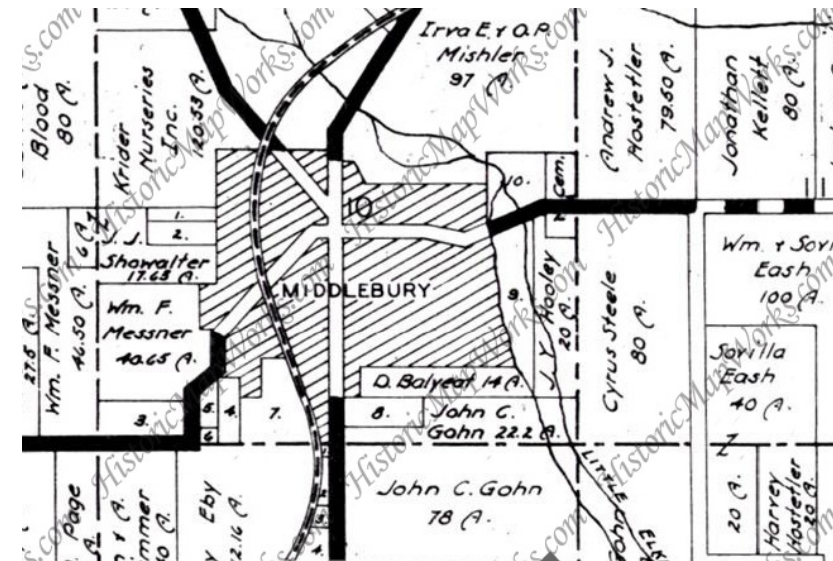
1937



Courtesy: Higgens, Beldel and Co & Historic Map Works



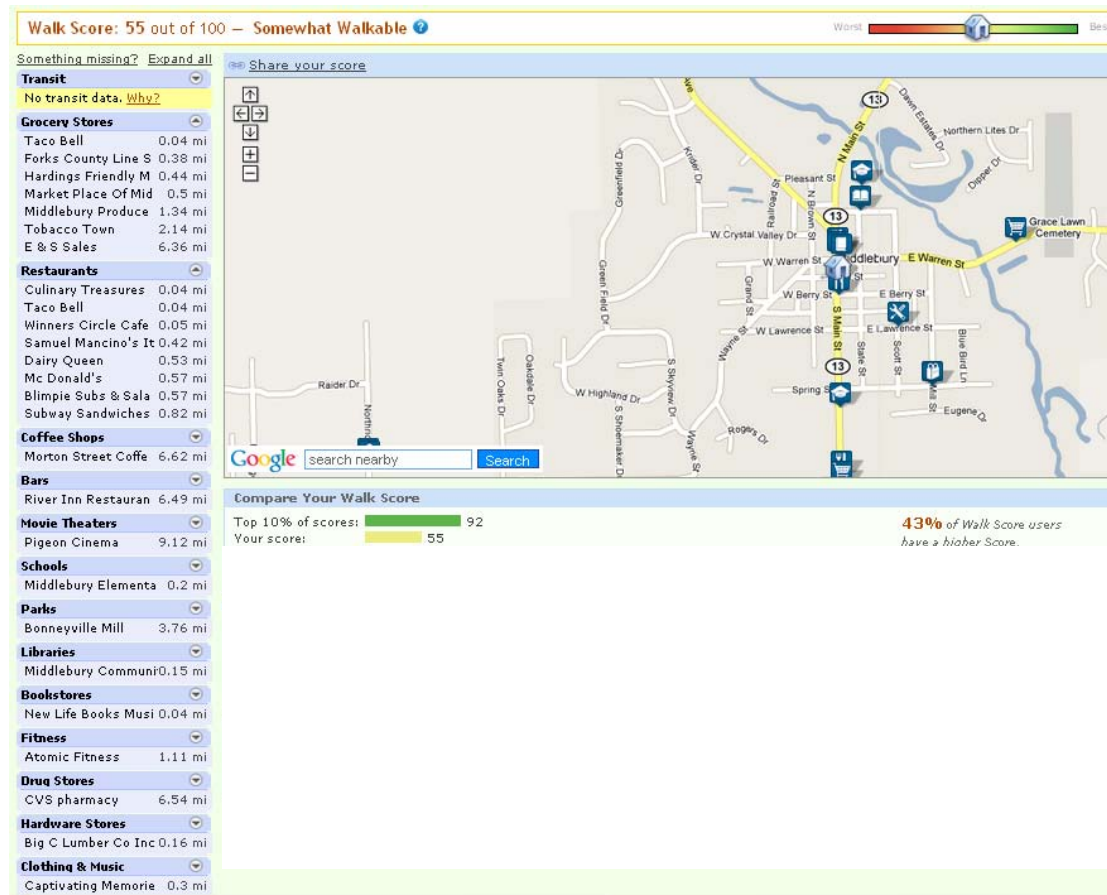
Courtesy: Geo A. Ogle and Co & Historic Map Works



Courtesy: C. A. Cozzi & Historic Map Works

## Town Center Walkscore

This map shows walkability index for Downtown/Town Center Middlebury as indicated by walkscore.com.



## Miscellaneous Exhibits

### Housing and Transportation Maps

These exhibits the relation of housing and transportation costs as percentage of income. These analyses, conducted by the Center for Neighborhood Technology (CNT), showcases the Housing + Transportation Affordability Index providing the true cost of housing based on its location by measuring the transportation costs associated with place. (<http://htaindex.cnt.org/>)

Region: Elkhart--Goshen, IN

Regional: Median Household Income: \$44,478 Average Household Size: 3.0 Average Working Commuters per Household: 1.3

LEGENDS: [Icons]

**Residential Density**

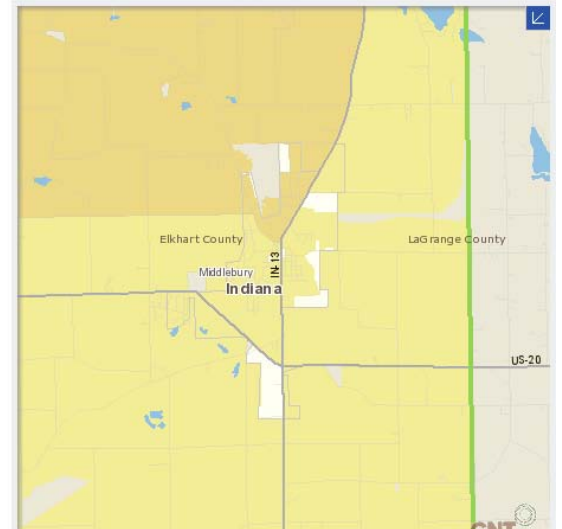
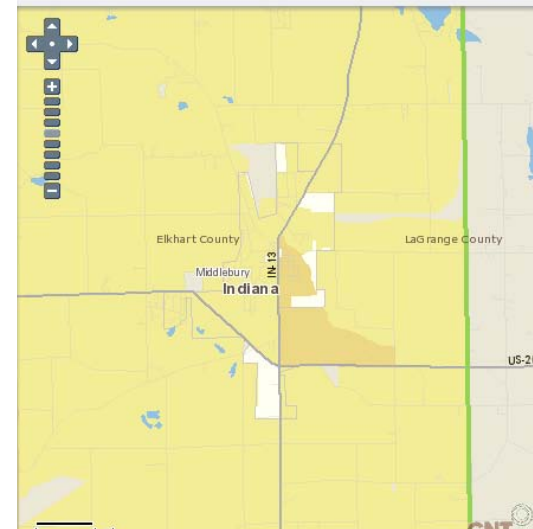
- Data Not Available
- Less than 2.2 Hhs/Res. Acre
- 2.2 to 3.2 Hhs/Res. Acre
- 3.2 to 4.6 Hhs/Res. Acre
- 4.6 to 8.5 Hhs/Res. Acre
- 8.5 Hhs/Res. Acre and Greater

Residential Density, defined here as households per household, has been found to be one of the largest environmental variables that determine household Transportation Costs. In areas of high density, Transportation Costs tend to be lower than in areas of low density.

**Travel Time to Work**

- Data Not Available
- Less than 22 Minutes
- 22 to 25 Minutes
- 25 to 29 Minutes
- 29 to 33 Minutes
- 33 Minutes and Greater

Travel Time to Work is measured in minutes and represents an average of the total time it takes commuters in a Block Group to get to work by their primary mode used.



**Housing Costs - % Income**

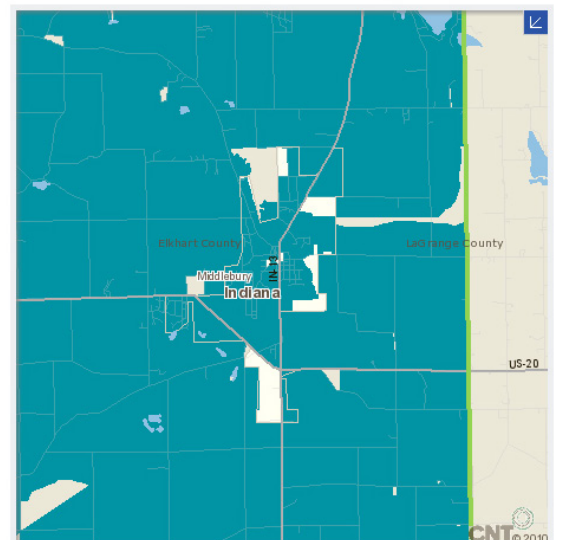
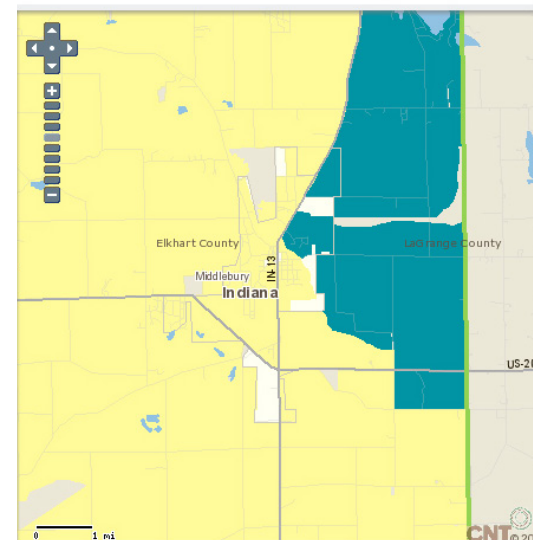
- Data Not Available
- Less than 30%
- 30% and Greater

Housing Costs factored as a percent of income has widely been utilized as a measure of affordability. Traditionally, a home is considered affordable when the costs consume no more than 30% of household income.

**Housing and Transportation Costs - % Income**

- Data Not Available
- Less than 45%
- 45% and Greater

H+T has been developed as a more complete measure of affordability beyond the standard method of assessing only Housing Costs. By taking into account both the cost of housing as well as the cost of transportation associated with the location of the home, H+T provides a more complete understanding of affordability. Dividing these costs by Representative Regional Incomes illustrates the





## Glossary of Terms

### A

**Accessory Use:** This is a secondary use of property, which is in addition to, and secondary to another, primary land use. An example is a garage on a single family lot.

**Adaptive Reuse:** A building that is modified for a different purpose or use. A warehouse converted into apartments or condominiums is an example.

**Affordable Housing:** A housing unit (owned or rented) for individuals who qualify with income that is below the Federal Government Section 8 income limits. The qualifying individuals pay no more than 30% of their income for principal, interest, taxes and insurance.

**Alternative Transportation:** Forms of travel that are different than using a car such as walking, bicycling and public transportation including buses, streetcars, light rail and commuter rail.

**Americans with Disabilities Act (ADA):** The Americans with Disabilities Act gives civil rights protection to individuals with disabilities similar to those provided to individuals on the basis of race, color, sex, national origin, age, and religion. It guarantees equal opportunity for individuals with disabilities in public accommodations, employment, transportation, state and local government services, and telecommunications.

**Architectural Character:** The distinguishing appearance of a building or structure's architectural features, such as roof slope, materials, openings, color and scale. The character is based on historical and cultural influences.

**Auto-Oriented Design:** A form of development that depends on exposure to auto traffic and presumes people will use cars to travel to and from a site.

**Assessed Value:** The value of real estate or personal property as determined by a government unit, such as a county, for the purpose of determining taxes.

### B

**Best Management Practices (BMP):** BMPs minimize the impact of development and other land use activities on the natural environment, such as reducing storm water.

**Blight:** Physical and economic conditions within an area that cause a lack of proper utilization of that area. A blighted area is one that has deteriorated by physical, economic, or social forces.

**Brownfield:** Abandoned, idled, or underutilized industrial and commercial property where expansion or redevelopment is complicated by real or perceived environmental contamination from past business practices.

**Buffer:** A type of landscaping treatment in which varied plant materials, including trees and evergreens and earthen mounds buffer land uses from each other or from other impacting uses (i.e. roadway, parking lot, etc.).

**Buildable Land:** Land which lacks constraints that prevent it from being developed or redeveloped. This includes all vacant, partially used, or underutilized land zoned for commercial, industrial, or residential use. A single-family home built on a lot zoned for multi-family housing is an example of underutilized land. Parcels intended for public use or lots with limited building potential are not considered buildable lands.

**Building Codes:** Municipal regulations that prescribe minimum standards for the construction and maintenance of buildings.

**Building Permit:** A permit issued for various types of building activity that authorizes structural, electrical, heating and cooling, plumbing, or demolition work.

**Built Environment/Form:** The part of the environment formed and shaped by humans, including buildings, structures, landscaping, earth forms, roads, signs, trails and utilities.

### C

**Central Business District (CBD)/Downtown/Town Center Urban Core:** A term generally used to describe the heart of a Downtown/Town Center that can include stores, businesses and municipal offices.

**Charrette:** An intensive design session (typically one week or less) to brainstorm and visualize solutions conducted in a community interactive workshop atmosphere.

**Clutter (Visual, Roadway):** The proliferation of sign posts, utility lines and poles, regulatory signs, signals, advertising and lighting. The result is usually so visually confusing that the communicative intent is seriously undermined.

**Community Character:** The features that define the built and natural environment within the community and help to create its character. These include the historic buildings in the Downtown/Town Center and adjacent neighborhoods, themed architecture, natural waterways or landforms that define parts of the Town, woodlands, residential neighborhoods of different types, building density and the scale and quantity of signage.

**Community Development Block Grant (CDBG):** Federal government funded programs and projects that include a wide range of community and economic development activities aimed at revitalizing decayed urban areas and benefiting low- and moderate-income persons.

**Community Reinvestment Area (CRA):** A CRA refers to areas designated by the legislative authorities of municipalities within which abatement of real estate taxes is available for remodeling of existing structures or new construction within the area.

**Connections:** It is critical for a community to build connections as it grows. Examples of connections are streets, sidewalks and bike paths that interlink neighborhoods, and that link neighborhoods with schools, parks, retail areas, and businesses. Major parts of the community should be linked to ensure a whole community is being developed.

**Corridors:** A corridor is a path used by people as they travel through the community. Corridors can include roads, sidewalks, bike paths, rivers and streams. The quality of the experience of the traveler along these corridors helps to define the image of the community.

### D

**Density:** For non-residential development, density may be expressed either as the gross square footage of a building per acre or as the floor area ratio (See Floor Area Ratio). For residential development, density is measured by the number of housing units per acre and may be expressed in terms of either gross or net density.

**Design Standards:** Design standards or guidelines can serve as a community's desire to control its appearance through a series of standards that govern site planning policies, densities, building heights, scale, massing and architecture.

**District:** Districts are unique parts of a community in which the uses, buildings and landscape share common features. The features of these districts that support their viability should be protected and enhanced.

**Dwelling Units:** A dwelling unit is a house, an apartment, a mobile home or trailer, a group of rooms or a single room occupied as separate living quarters or, if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from outside the building or through a common hall.

### E

**Economic Base:** The economic base of the Town is defined by the variety of businesses and employers located in the community. A broad base of businesses and employers is critical to minimize impacts on the community from economic downturns, as well as the potential of businesses leaving the community.

**Eminent Domain:** The legal right of a government entity to take private property for public use, provided the owner is offered just compensation for the taking of property.

### F

**Facade:** The exterior walls of a building.

**Floodplain:** The land adjacent to a stream, river or lake that is subject to flooding by storms whose severity and flooding effects can be measured. That is, a 100-year storm will occur on the average of once every 100 years and will be associated with a certain amount of rainfall and flooding and generate a 100-year floodplain that constitutes both the floodway and the floodway fringe.

**Floor Area Ratio (FAR):** The floor area ratio is the numerical value obtained by dividing the gross floor area of building or buildings by the total area of the lot or tract, less any public street right-of-way. It measures the intensity of development without regard to building height. Example: A FAR of 1.0 allows a 43,560 square foot building on a one-acre parcel. The building could be a two-story building with a 21,780 square foot footprint or a three-story building with a 14,520 square foot footprint.

### G

**Gateways:** A gateway is a point at which someone enters a community, neighborhood or district, typically by automobile. Gateways are very important because the condition of the road, landscape, buildings and signage help to establish an identity.

## Glossary of Terms

**Geographic Information System (GIS):** A means of producing, analyzing and storing computerized maps and related data.

**Green Building:** The United States Environmental Protection Agency defines green buildings as "...the practice of creating structures and using processes that are environmentally responsible and resource-efficient throughout a building's life-cycle from siting to design, construction, operation, maintenance, renovation and deconstruction. This practice expands and complements the classical building design concerns of economy, utility, durability, and comfort. Green building is also known as a sustainable or high performance building."

**Greenfield:** A site that has not been developed; typically it is under cultivation or a woodland.

**Greenway:** This can be a natural area or a pedestrian and bicycle path within a natural corridor, often associated with a stream. Frequently greenways provide a pedestrian network, which connects neighborhoods and parks in all parts of the Town. The greenway system is also designed to limit inappropriate development in natural areas, protect floodplains, limit damage associated with flooding and protect the wildlife and plant life associated with these natural areas.

### H

**Historic District:** An area designated by the Town to be of historic value. Local districts are regulated through overlay zoning in such a way as to preserve its historic character. Exterior alterations are permitted only if they are in keeping with the historic character of the district. The National Register of Historic Places includes nationally recognized historic districts and places.

**Household:** A household includes all the persons who occupy a housing unit. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements.

### I

**Impervious surfaces:** Surfaces that hinder or block the absorption of water such as a roof, road, sidewalk or paved parking lot. Large amounts of impervious surfaces increase drainage demand.

**Infill:** The development of vacant or underdeveloped land in areas that are otherwise partially or fully developed. This may range from the construction of a new house on a vacant lot in an older subdivision to a new commercial building on a vacant lot in the Downtown/Town Center.

**Infrastructure:** The underlying foundation or basic framework of a Town, including streets, parks, bridges, sewers, streetlights and other utilities.

**Incentives:** Reward for a specific behavior, designed to encourage that behavior.

### J

### K

### L

**Land Use Transitions:** A means of buffering between higher and lower intensity uses. It is generally considered desirable to shield residential areas from the effects of intense land uses, such as noise, bright lights and traffic congestion. This goal can often be achieved by locating a transitional land use between intense and less intense land uses, such as low intensity offices between a shopping center and single-family houses, or through buffering and screening, and additional setbacks.

**Landmark:** Distinctive natural or built feature which provides orientation or recognition, helping to give a location some distinction from other places.

### M

**Massing:** A mass of a building is its three dimensional form and the exterior bulk elements that provides the character in relation to its surroundings.

**Mixed Use:** A building can include mixed uses either vertically (for example: first floor-retail, second floor-office, third floor-residential) or horizontally (individual tenant spaces dedicated to retail, office, and residential uses).

**Multi-use Paths:** Trails that are usually paved to allow use by all forms of non-motorized transportation, such as bicycles, pedestrians and skaters.

### N

**Natural Buffer Areas:** Areas where stream valleys, vegetation and/or grade changes are naturally occurring and not the result of planting or earth moving. These areas provide separation between land uses, particularly between land uses of differing intensity, such as residential and nonresidential uses.

**Natural Corridors:** Linear land areas left in a natural state, especially associated with streams and rivers. See also Greenway.

**Natural Environment:** Land characterized by having minimal to no alteration of appearance by people.

**Natural Resource Areas and Preserves:** Natural resource areas and preserves are open spaces or parkland that are set aside for preservation due to significant natural characteristics, as an open space buffer for other development, or to save remnants of landscapes that are unique to a particular place.

**Neo-traditional:** A design approach based on the characteristics of traditional neighborhood and community planning. This includes higher densities, smaller lots, shallow front yards, front porches, detached garages, and alleys. Retail and civic uses are clustered in nodes walkable from neighborhoods. Open space is formally set aside as centrally located parks. See Traditional Neighborhood Design.

### O

**Open Space:** Land reserved from development as a relief from the effects of urbanization. It is often intended to be used for passive recreation purposes, but may also include pedestrian plazas or active recreation areas.

**Overlay Zoning:** A type of zoning district that modifies another, underlying zoning district. All property that has an overlay zoning district also has an underlying, basic zoning designation. Overlay zoning districts are usually concerned with only a few regulatory aspects of the total zoning of the property.

### P

**Pedestrian-Oriented Development:** A kind of urban form and land development pattern that is conducive to pedestrian access and circulation rather than or in addition to automobile or transit service. Buildings connect to the sidewalk system and provide facilities for bikes. Density is often higher than suburban environments. These developments are typically higher in density to ensure there is sufficient development to encourage walking. Most people will not walk further than 10-minutes, which is about a distance of a ¼ to ½ mile.

**Planned Unit Development:** A project consisting of individually owned parcels of land together with common areas and facilities that are owned by an association of which the owners of all the parcels are members.

**Public Art:** Art that is owned by the public or a non-profit organization and displayed in a public space. Public art is often utilized to add character to a community, emphasize something special or the history of a community or location, and can use a host of mediums (sculpture, landscaping, pavers, painted murals, etc.).

**Purchase of Development Rights (PDR):** PDR is a voluntary program, where a land trust or some other agency usually linked to local government, makes an offer to a landowner to buy the development rights on the parcel. Once an agreement is made, a permanent deed restriction is placed on the property which restricts the type of activities that may take place on the land in perpetuity. Most PDR programs are designed to preserve agricultural use.

### Q

**Quality of Life:** The attributes or amenities that combine to make an area a good place to live. Examples include the availability of political, educational, and social support systems; good relations among constituent groups; healthy built and natural environments; and economic opportunities for individuals and businesses.

### R

**Regulatory:** The control of something by rules or governing actions controlled by the law originating from policy.

**Retail, Big Box:** A single-tenant, freestanding retail building that can range in size from 50,000 square feet to over 125,000 square feet in gross floor area.

**Retail, Medium Box:** A single-tenant, freestanding retail building that can range in size from 15,000 square feet to 50,000 square feet in gross floor area.



**Retail, Specialty:** A single-tenant, freestanding retail building in size less than 15,000 square feet in gross floor area.

**Rezoning:** A process whereby the zoning of a piece of property changes from one district to another.

**Right of Way (ROW):** The ROW is the total public strip of land within which there is public control and common right of passage and within which pavement, sidewalks, bike paths and some utility lines are located.

**Roundabouts:** Modern traffic circles that apply engineering principles to a circular intersection as opposed to a traffic signal controlled intersection. Provides for continuous traffic movement that is self-monitored to ensure safety. Roundabouts can result in fewer collisions and pedestrian conflicts than signalized intersections.

## S

**Scale:** The size of a building or structure in relation to a human, varying from intimate to monumental.

**Smart Growth:** Environmentally-sensitive land development with the goals of minimizing dependence on auto transportation, reducing air pollution, and making infrastructure investments more efficient.

**Strip Development:** The tendency of land next to major roadways to develop commercially, on an individual, lot-by-lot basis, with few other land uses. Strip development may be small business, such as automobile shops, convenience stores and fast-food restaurants, one after another for blocks, or rows of shopping centers or combinations of the two. Usually strip development is associated with direct automobile access and visibility from the thoroughfare.

**Sustainability:** (1) A concept that allows for a comfortable way of living by achieving a realistic and achievable balance between the resource demands of environmental, economic

and social requirements. (2) An aspect of development and land use that minimizes the use of resources, conserves ecosystems, and creates healthy built environments and landscapes for present and future generations.

**Sustainable Development:** Development with the goal of preserving environmental quality, natural resources and livability for present and future generations. Sustainable initiatives work to ensure efficient use of resources.

## T

**Tax Increment Financing (TIF):** An infrastructure funding mechanism by which the net increase in property taxes resulting from private development is captured for a limited period of time and used to fund related public infrastructure, such as road and utility improvements.

**TIF District:** TIF districts are aimed at eliminating blight, rehabilitating declining property values and promoting development.

**Town Gown:** A term used by planners and urban designers to illuminate the relationship between institutions of higher learning and the towns or cities in which they are located.

**Town Square:** An open area commonly found in the heart of a traditional town used for community gatherings. Also known as Town Green or Town Center.

**Traditional Neighborhood Design (TND):** TND is a design approach that borrows from traditional city planning concepts, particularly those of the years 1900-1920, and applies them to modern living. New urbanism embodies these characteristics with housing, shops, workplaces, parks, and civic facilities integrated into close knit communities that are walkable and have ready access to transit. Also referred to as Neo-Traditionalism.

**Traffic Calming:** Usually a component of traditional neighborhood design, traffic

calming uses physical design features, such as street trees, landscaping bump outs and textured pavement to slow automobile traffic passing through neighborhoods. The intention is to improve the quality of life in neighborhoods and to make them more pedestrian friendly by slowing or discouraging traffic.

**Traffic Impact Study (TIS):** An analysis of certain new developments to determine the impact on the surrounding transportation system.

**Transfer of Development Rights (TDR):** A program that allows landowners to transfer the right to develop one parcel of land to a more suitable parcel of land within the same jurisdiction. TDR programs establish "sending areas" and "receiving areas" for development rights.

**Transit:** The conveyance of people locally from one place to another in multi-passenger vehicles along determined routes on a fixed schedule. Usually this term applies to ground transportation other than the automobile. Buses, trains and trolleys are forms of transit. Autos and vans can also be used to provide transit service such as car pooling, if those vehicles contain more than one occupant.

## U

**Urban sprawl:** Urban sprawl is a term used to describe a pattern of low density, decentralized development spread over a wide area. Sprawl usually involves automobile dependent development patterns and less efficient use of land or capital facilities. It is costlier to maintain infrastructure and provide services to lower density development than to higher density development.

## V

**Variance:** Exceptions to zoning laws.

**Viewshed:** The landscape or topography visible from a geographic point, especially that having aesthetic value.

## W

**Watershed:** The area that drains into a particular river, stream or lake.

**Wayfinding:** Wayfinding is the ability of a person to find his or her way to a given destination.

**Wetlands:** Those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Some wetlands are not easily recognized, often because they are dry during part of the year. Wetlands generally include swamps, marshes, bogs, and similar areas.

## X

## Y

## Z

**Zoning:** Zoning is a map-based system of guiding land use development that divides land into land-use zones. It specifies the types of land use, setbacks, lot sizes, and restrictions for each piece of property, and affects what an individual can do with the land and the way a neighborhood develops. For example, land can be zoned for residential, commercial, or industrial uses.