

COMPREHENSIVE PLAN



Town of Millersburg
Elkhart County, Indiana
April 2021

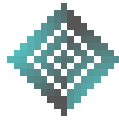
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Created for:

The Town of Millersburg
Elkhart County, Indiana

April 2021



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I. INTRODUCTION/EXECUTIVE SUMMARY

Our vision for the Town of Millersburg is to preserve our community's history and character, enhance the quality of life, and maintain existing residents and business while encouraging future relocation to our community. In the upcoming years, we plan to:

- Manage growth and development
- Respect private property rights
- Protect and encourage small businesses
- Enhance cultural & civic institutions
- Expand green space, public parks, and our natural resources
- Preserve historic buildings and open space
- Build on available opportunities due to proximity to Shipshewana
- Increase municipal and business services including access to telecommunications
- Provide infrastructure & services to meet community needs cost effectively
- Provide housing opportunities for a range of household incomes
- Establish standards to ensure that new growth & development enriches the community

A. Plan Objectives

A Comprehensive Plan is required by State Statute as a basis for zoning and must include objectives and policies for future land use and development of public ways, land, structures, and utilities. It is also required by a number of state and federal grants programs such as Community Development Block Grants (CDBG) and federal highway funding.

This comprehensive plan is a guide for the Town of Millersburg's future. The community seeks to improve the quality of life for its existing and future residents by focusing on the existing benefits within the Town and surrounding area while developing a plan for its future growth. If the Town of Millersburg is to grow during the next twenty years, the community must pursue changes in development and services such as parks, sewers, and public safety.

All of these potential changes will have an effect upon the quality of life for the existing residents and will impact the likelihood of people wanting to locate to the area. The future will be dependent upon establishing a balance between growth and providing the necessary public services and facilities that can support growth. This can be accomplished by committing to:

- Well thought out and practical Comprehensive Planning
- Protection of historical and natural resources
- Being an advocate for public interest when evaluating long term land use issues

The final outcome of these planning efforts requires acknowledgement that the public good is equally impacted by private and community development. The individual actions of landowners, businesses, municipal representatives, developers, and residents affect the whole community. In addition, the actions taken by Town officials through zoning and investments in infrastructure also contribute to the overall development of the Millersburg community.

A comprehensive plan is an official public document adopted by a local government to serve as a policy to guide decisions related to development of the community. As a policy guide, it must recognize the inter-relationship between land use decisions, resource management, the governing process, existing and planned infrastructure, and the environment.

The plan provides guidance to the decision-making process of the Plan Commission and Town Council. These groups have been empowered to protect community impacts, preserve natural resources, ensure efficient expenditure of public funds, and promote the health, safety, and general welfare of those living within the Town. A Comprehensive Plan is a vision for the community's future and a road map to properly direct decision making.

Summary of Plan Objectives

- Policies for future land use & development of public ways, places, land, structures & utilities
- Guidance for decision making for the incorporated area and future annexations
- Policies to promote public health, safety, convenience, general welfare and services
- Outline of the needs of the community
- Set policies that address planning issues
- Recommend appropriate actions to achieve the desired results
- Develop ordinances and zoning guidelines
- Integrate short term and long-term economic development policies
- Coordinate planning efforts
- Establish cost-effective solutions
- Encourage citizen involvement in community decisions
- Guide for the Town of Millersburg's future
- Commit to capital improvements and investments in infrastructure

B. Scope of Plan

Indiana Code 36-7-4-201 specifies that comprehensive plans should be for the “promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development”.

A comprehensive plan must contain the following elements:

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

This document is broken down by selected categories with specific purposes that are summarized below:

Chapter I is the Introduction and Executive Summary. This section provides an outline and establishes the objectives and scope of the Plan. The planning process is explained in detail. Included is a list of parties involved in the process such as the Town Council, steering committee, and consultant. The steps taken during Plan Development are discussed in this chapter as well as recommendations for use of the plan.

Chapter II is Public Input. This section provides information on the steps taken to involve the community. Meeting agendas and participation are detailed. Community responses including both recommendations and criticisms were compiled and summarized. The survey results are provided in **Appendix A**.

Chapter III is Current Conditions and Recommendations. This chapter is the heart of the Plan and provides the bulk of the document. It starts by creating a profile of the community that paints a picture of the past, present, and future of the Town. All aspects affecting the Town are discussed giving both positive and negative influences. The following categories are included:

- Public buildings, facilities, and institutions
- Education
- Sewers, sanitation, and drainage
- Public and private utilities
- Housing and population
- Employment
- Income and Poverty
- Economic development, redevelopment and annexation
- Public ways
- Transportation
- Parks and recreation
- Land Use
- Conservation of Resources

Chapter IV is Implementation. The best way to measure the success of a Comprehensive Plan is to determine the extent to which the Plan is actually implemented. This section is a culmination of the planning process and provides a short and long range development program for proposed public works projects.

Implementation of the projects will allow the community to meet its goals and accomplish its objectives. A recommended capital improvements program is included to systematically and economically provide priority and direction for completing projects.

Chapter V is Conclusions and Summary. This section concludes and summarizes the document. Key points are highlighted to reinforce the desires, goals, objectives, and priorities of the community as a whole.

C. Planning Process

A successful comprehensive plan relies upon participation from residents and businesses to guarantee a wide range of representation. Input from citizens and interested parties are essential to formulate the goals and objectives of the plan. The information gathered was used to define a course of action that needs to be pursued in order to maintain a vision for the Town's future.

It is important that the resulting document accurately represents parties who have actively participated in the planning process and accurately identifies the interests of residents. This is accomplished through community workshops, surveys, public hearings, public notices, and meetings with the Comprehensive Plan Steering Committee and Town Council. As such, the final Plan can be seen as a document that is prepared by the community; for the community.

Appendix B contains a list of the Committee members, Town Council members, and other stakeholders that provided insight into creation of this plan.

This Comprehensive Plan is the first document of its kind that has been completed for the Town of Millersburg. Preparation of the document relied on comments, feedback, information, and guidance from community leaders, the Comprehensive Plan Steering Committee, and from the general public. Encouraging community participation is the most effective way to plan.

The residents of Millersburg are the experts on issues of importance within their community. The purpose of the planning team members and participating consulting group was to facilitate, coordinate, and compile information and communications that would guide the community in identifying the needs that would improve the quality of life for everyone that lives in the area.

The goal is to establish a process that would continue to foster community progress and communication among stakeholders long into the future. This will assure that decisions, activities, capital projects, and future development continually adapt to changing needs and long range vision of the community as a whole.

D. Planning Commission

Town Council:

The Town Council of Millersburg commissioned the Comprehensive Plan. The Town is governed by the Town Council which consists of three (3) elected officials who are responsible for administering Town business.

The powers and duties of the Council include:

- Managing Town property
- Road construction and maintenance
- Operating and funding services and programs
- Approving and passing ordinances
- Approving expenditures for public projects and services
- Making appointments to commissions and boards

Under Indiana Code, the Town Council is the legislative authority that will adopt the Comprehensive Plan (CP) and implement all planning related policies and strategies for the incorporated area. The Council is also the fiscal authority that will approve the funding for proposed projects and assist in directing long term implementation of the plan. After receiving the Steering Committee's approval recommendation, the CP must be adopted by resolution for the promotion of public health, safety, morals, convenience, order, and the general welfare and for the sake of efficiency and economy in the process of development. (IC 36-7-4-501)

Steering Committee:

The steering committee was comprised of a variety of people from public organizations, businesses, churches, and interested citizens who wanted to play an active role in the Comprehensive Plan process. The steering committee acts as the voice of the public as provided by a diverse group of community representatives. Upon review and approval of the Comprehensive Plan, it is the Steering Committee's responsibility to recommend adoption of the document by the Town Council.

Triad Associates, Inc.:

Triad was the primary consultant that assisted with formation of the Comprehensive Plan under the direction of the Town Council and the Steering Committee. Triad provided planning, mapping, and project management services. Responsibilities included gathering and processing data for the community profile, facilitating workshops and meetings, providing planning expertise, and drafting the Comprehensive Plan document.

Other Parties:

Other indirect parties that can influence and provide assistance in the creation and future revisions to the CP include:

ECPD - Elkhart County Planning and Development Department

ERDC – Elkhart County Redevelopment Commission

Elkhart County Advisory Plan Commission

Elkhart County Convention and Visitor’s Bureau

Businesses outside of the Town Corporate Limits

E. Process Development

The Comprehensive Plan process was undertaken to establish a framework that would guide Town officials with land-based decision-making for the incorporated areas of the Town and possibly the surrounding areas that may be annexed in the future. The policies contained in this document are aimed at promoting public health, safety, morals, convenience, order, and the general welfare and efficient provision of services.

The final product will outline the needs of the community, establish policies to address planning issues, and make recommendations for actions that will achieve the desired results.

The Comprehensive Plan can be used as a tool for guiding decisions and developing ordinances. It can also serve the community as a reference to make informed development choices. The following basic principles guide this comprehensive plan:

- Decision-making processes should recognize and integrate both short and long-term land use, transportation, environmental, and economic development options.
- Planning efforts should involve and be coordinated between all levels of government.
- Cost-effective solutions should be the primary consideration when making decisions.
- Citizen participation should be an integral part of the planning and implementation

F. Phases

Phase I - Preparation

Phase II - Data Gathering

Phase III - Public Participation

Phase IV - Draft Plan

Phase V - Final Plan

Phase I - The preparation phase includes:

The first phase of the planning process started with members of the Town Council recognizing that a comprehensive plan was needed. The local officials then began working with Elkhart County to assist with funding. Once hired, the consultant assisted with setting up the project framework. This preparation phase included:

- Secure funding for plan
- Choose the consultant
- Negotiate the Scope of Work
- Create the Steering Committee
- Create base maps to record data
- Research relevant publications
- Compile historical info on community
- Coordinate public participation activities
- Establish meeting schedules

Phase II: Data Gathering and Analysis

The second phase of the planning process primarily focused on data gathering activities. Information on the existing condition of facilities, services, and land development was compiled and analyzed. Most of this data is presented in the Community Profile section. These tasks included:

- Assessing and classifying current (principal) land uses
- Reviewing US Census Data and county records
- Developing a community profile using demographic, socio-economic, and other related information
- Compiling data on local utilities and community services
- Gathering information on surrounding regional services and amenities.
- Compiling ongoing list of needed information and documentation

Phase III: Public Participation

Public participation was an important portion of the Comprehensive Plan process and was critical for success. The Steering Committee was consulted throughout the phases of the planning process in order to determine and isolate issues that were considered most important to the community. The community played an active role throughout the process and participated in public meetings and surveys. A more detailed presentation of applicable activities is provided in the Public Participation section. Activities are summarized below:

- Determine methods to solicit community involvement
- Prepare Community Survey
- Distribute Survey
- Schedule Meetings
- Compile Conclusions
- Present, Discuss, Summarize and Finalize Results/Data

Phase IV: Draft Plan Development

This phase focused on developing a draft plan. Information gathered throughout previous activities was sorted, and analyzed. A proposed future land-use map was created based upon existing conditions and participant feedback. The comments provided in the surveys and in committee meetings were essential in narrowing and prioritizing the needs of the community. Once critical issues were identified, a draft plan was prepared and presented for final review and comment. A summary of activities follows:

- Review land-use map
- Review organization of information and comments gathered
- Review goals and objectives
- Inclusion of comments and suggestions
- Review and determine future action plan
- Finalize goals and objectives
- Develop short and long range public works projects
- Prepare estimates for capital improvements needed short term

Phase V: Final Plan Completion

In the last phase, final revisions and modifications were made to the document based upon the comments and feedback solicited from community members. Exhibits, maps, and other graphics were finalized and added including the comprehensive land use map. After final review, the Steering Committee made the recommendation to the Town Council for adoption. The activities include:

- Finalize revisions and edits based on comments and feedback
- Include additional information, maps, and graphics
- Present for final recommendation and adoption

G. How to Use the Plan

The Comprehensive Plan is an ongoing and long-term statement that details the community's vision for its future. The plan provides goals and policies to guide future land use and development. The Town Council will be responsible for implementing the plan and serving as advocates to advance the goals detailed and prioritized in the document.

The Comprehensive Plan is separate from any zoning or subdivision control ordinances. It can best be described as a policy guide to influence land use and development decisions in the Town. Zoning and subdivision control ordinances are adopted separately and become laws that regulate new development. In many instances, ordinances are based on goals established in the Comprehensive Plan.

A comprehensive plan is valuable because it articulates a future vision for the community and provides a path to accomplish the vision. The plan looks at the community as a whole and attempts to coordinate future efforts in a manner that avoids duplication and unnecessary public expenditures. It also serves to protect the general welfare of the community by assuring that desired development occurs in desired locations, which ultimately protects property values.

Proper planning provides numerous benefits to a community, including:

- Help local government provide efficient services
- Limit or avoid incompatible uses in areas
- Assure responsible development that does not encumber taxpayer funding
- Coordinate capital improvement expenditures
- Direct growth to assure adequate availability of infrastructure and services
- Preserve and build on community character
- Improve the quality of life
- Provide a circulation network of safe streets and sidewalks
- Limit and repair adverse impacts related to natural resources

II. PUBLIC INPUT

Public input was obtained from members of the Steering Committee, the Town Council, local business owners, and residents. Specific concerns and ideas for the future of the community and the overall quality of life for its residents were gathered to help develop this plan.

A. Steering Committee Meetings

The steering committee met throughout the planning process and focused on specific tasks at each meeting. The consultant's role was to keep the members on track and determine the agenda topics to assure that all needed activities were accomplished.

The initial "Kick-Off" Comprehensive Plan Steering Committee Meeting was an informational session to explain the Plan Objectives, Scope, Planning Process, and Components of a Comprehensive Plan. Dates and locations for future meetings were established. Also discussed were areas of responsibility and future agenda items. Other stakeholders and possible steering committee subgroups were identified.

1. Scheduled dates for meetings and work sessions

- August 27, 2020 (Kick-off meeting)
- September 17, 2020
- October 29, 2020
- November 12, 2020
- December 17, 2020
- January 7, 2021
- Public Hearing

2. Steering Committee responsibility

- Coordinated communication
- Gather and process data
- Facilitate workshops and meetings
- Provide expertise and documentation
- Review, edit, and comment on the draft comprehensive planning document
- Recommend adoption of the Plan

3. Agenda Items

- Requirements of Comprehensive Plan
- Develop a profile of community
- Prepare a vision of where the community wants to be in the future
- Evaluate alternatives for future development
- Document desired land use patterns and associated infrastructure
- Community survey

During this part of the process, draft goals and objectives were developed. The steering committee was responsible for reviewing the goals and objectives to assure that each was applicable and representative of the Town. The Steering Committee assisted by distributing the surveys, coordinating meetings, and providing information about the Town.

B. Community Survey

At the first meeting of the Steering Committee, it was decided that the best way to involve the community was through a survey. A survey was prepared and presented to the group. Questions ranged from facts about demographics to opinions regarding Town services. Since the Town has a utility, a master address list was available so the surveys could be mailed or handed out. Additional copies were available at Town Hall, were handed out at public meetings and were also placed on the Town website.

C. Survey Results & Data

The survey responses were separated into similar categories to help identify the concerns that were of most importance. Not every question was answered completely by every survey taker and some questions allowed for multiple answers. As such, in some cases it may appear that there are more answers than the actual number of surveys received.

Appendix A contains the entire survey and results which concluded the following:

1. Question #1: Regarding type of residency

- 79% Full-time residential property owners
- 4% Residential Property Owner - landlord
- 4% Commercial property owners
- 6% Lease/Rented; Non-owner/Other
- 7% Incomplete or N/A

2. Question #2: Years of residency in Millersburg

The majority of responders have lived in Millersburg for at least 6 years; 43% have lived here between 6 and 30 years and 32% have lived here 31 years or longer. Only 7% lived here less than 5 years and 18% were from those not living in Millersburg.

3. Question #3: How many people in household

18 years of age and over

A. The largest percentage, 50%, had 3 members in the household. The next largest, 29% had 2 members in the household, 14% had 4 or 5 members, and only 7% had 1 member (over the age of 18).

Under 18 years of age

B. Twenty percent (20%) indicate 1 member of the household under 18 years, 40% have 2 under age 18, and 20% have 5 under age 18.

4. Questions #4: Length of commute

5% of survey responders commute 30 or more miles to their jobs.

50% commute 11-30 miles,

36% 1-10 miles.

9% work from home.

5. Question #5: Retirement

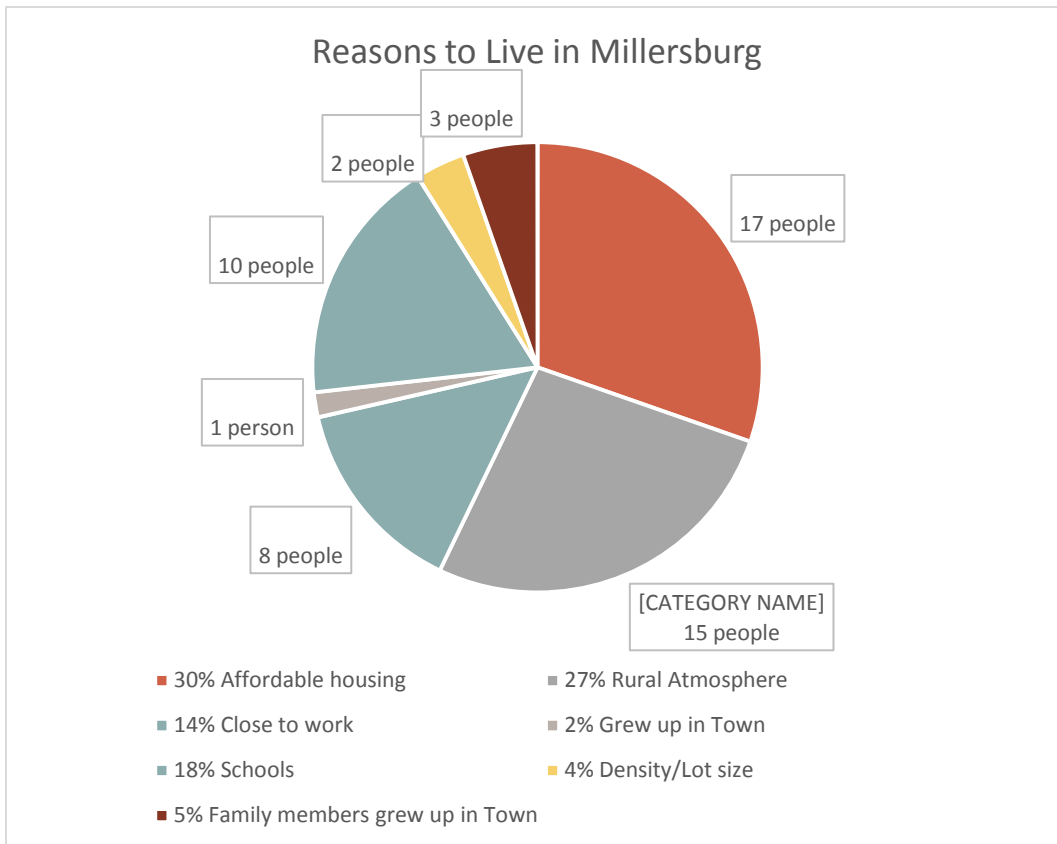
32% of survey takers are retired, and 68% are not. Of those not retired yet, 70% indicate they will retire in Millersburg.

6. Question #6: Age

No one aged 18-24 or over 85 years of age completed the survey. The greatest majority of ages (54%) were between 45-74 years of age; 45-54 (23%), 55-64 (12%) and 65-74 (19%). An equal number were between 25-34 years, 35-44 years, and 75-84 years of age (15% each).

7. Question #7: Why live in Millersburg

This question allows multiple responses, with some surveys being left blank. The greatest percentages, nearly tied at 30% and 27% respectively were Affordable Housing and Rural Atmosphere. Categories receiving no votes included Family Tradition, Seclusion, Potential Growth, and Recreational Opportunity. The remaining categories included Schools at 18%, work proximity at 13%, density at 4%, and 2% grew up in Town.



8. Question 8: Ranking in importance several categories:

- a. Utilities: Installation or upgrade of water, sewer, cable, internet services, etc.
- b. Growth and economic development planning
- c. Open space requirements (Parks and Green Areas)
- d. Responsible use of natural resources: Waterways, woods, land, underground minerals
- e. Preservation of natural, historic, and rural lifestyle: Limit or restrict future development
- f. Density/Lot size requirements: Regulate allowable lot sizes or the number of dwellings

Combining all categories, **Utilities (Water, sewer, storm, cable, internet)** captured most of the **#1** rankings. **Growth and Economic Development Planning** are also important to Millersburg residents, coming in at the **2nd** most important issue. **Open Space and Responsible use of Natural Resources** tied for **3rd** most important. Less important issues seem to be **Preservation of Historic and Rural Lifestyle and Density** of the Population and Lot Sizes which came in at **5th and 6th** important.

9. Question 9 – Rate the importance of the specific needs on a scale of 1 to 5 (1 Denotes Strongly Disagree and 5 as Strongly Agree).

The needs included Infrastructure projects, Aesthetics, Local Services, and Future land use issues. **Appendix A** has the complete breakdown but the following is a summary:

Infrastructure;

Highest Ranking: Paved Roads, Emergency Services

Mid Ranking: Sanitary Sewers, Post Office, Drainage

Needed Aesthetics;

Highest Ranking: Bike Paths, Walkways, Parks

Local Services

Highest Ranking: Restaurants, Convenience/Grocery

Future Land Use

Highest Ranking: Limit Noise and Vibrations

Mid Ranking: Greenspace, Residential District

The following are the categories rated as the highest desires that the Town should Focus on (highest rating of 4 or 5; Agree, Strongly Agree)

Improving Infrastructure	81%
Attracting local businesses	77%
Increasing Employment Opportunities	73%
Maintaining Rural Atmosphere	62%
Increasing Recreational Access	46%

As shown, residents are nearly unanimous in their desire to improve infrastructure and attract local businesses. In contrast developing a Town or Youth Center and pursuing green energy projects received the lowest percentages of those rating these issues as important.

Question 10 – What type of housing is needed in Town?

Single Family Residence	38%
Senior Living	24%
No Change	14%
Condo/Apartments	10%
Mix of SFR, Condo, Apartments	14%

Question 11 – Rate the Following Services

	Excellent/Good	Fair	Poor
Police Protection	45%	33%	22%
Fire Protection	97%	4%	0%
Rescue Services	80%	16%	4%
Health/Social Services	33%	38%	29%
Recreation	63%	33%	4%
Schools	88%	6%	6%
Local Government	36%	36%	27%
Trash Collection/Disposal	93%	7%	0%
Snow Removal	65%	23%	12%
Code Enforcement	22%	30%	48%

As shown above, **fire and rescue protection, schools, and trash collection ranked high** in delivery of service while **code enforcement, local government, and health services ranked on the lower end.**

“Other” write-in answers to what the Town should focus on:

- a. Community groups that regularly meet to discuss needs and how to get things done.
- b. Enhance the park to include a gym or sports competitions. Extend bike and walking paths to parks and other County trails.
- c. Restaurants; Breakfast, Bakery, Dinner that serves alcohol.
- d. Boys and Girls Club
- e. Rental facility for events (Note: New Town Hall will have one)
- f. Enforcement of local ordinances and laws

What do you like most about living in the Town of Millersburg?

- Small Town rural feel
- Quiet, peaceful, and relaxed atmosphere
- Safe place to live
- Good place to raise a family
- Great neighborhoods, Friendly people
- Affordable
- Good schools

Appendix A contains the entire survey summary.

III. COMMUNITY PROFILE, CURRENT CONDITIONS AND RECOMMENDATIONS

For any Comprehensive Plan to be effective, it should address both the existing conditions of the community as well as its needs and desires for the future. This section identifies those factors through a summary of data, trends, and facts about the Town of Millersburg. The information collected and presented in this inventory was used as a guide when developing the Comprehensive Plan.

This inventory identifies issues, opportunities and constraints that serve as a basis for the Plan. In addition, it provides a snapshot that can provide direction when assessing the existing needs of the community and recent trends within the community, county, and region. It is important to provide this information to identify where a community has been and what course it may follow. Using this information to develop the Comprehensive Plan will substantiate future actions as the community evolves.

A. Location, Site Conditions, History

1. Location

The Town of Millersburg is located in both Clinton and Benton Townships in Elkhart County and encompasses parts of Sections 34 and 35 of Township 36 North, and Sections 2 and 3 of Township 35 North in Range 7 East. The corporate boundaries are shown on **Exhibit 1**. A general location map is provided on **Exhibit 2**.

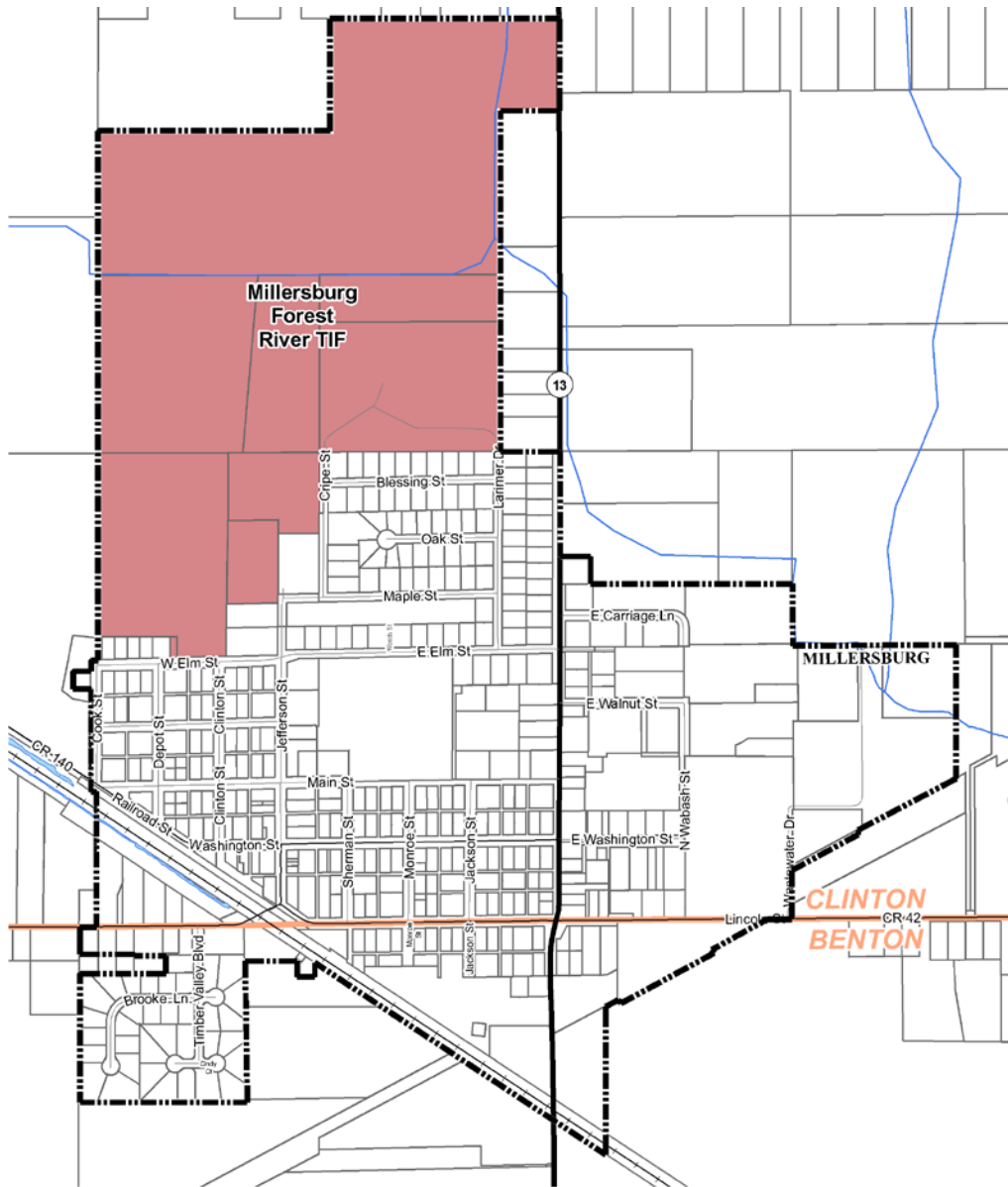


EXHIBIT 1 Corporate Boundaries

Geographically, Millersburg is positioned at 41.31 degrees north of the equator and 85.41 degrees west of the prime meridian. The Town sits along 2 railroads which straddle the Town diagonally before continuing to the Towns of Goshen, Ligonier, Topeka, and New Paris. The main part of Town is located north of the railroad. Railroad crossings link the two areas.

The major roadways in Town include State Road 13 running north to south and County Road 42 (aka 1200 North and Lincoln Street) running east to west. The Town is situated approximately 8 miles southeast of the Town of Goshen which is the Elkhart County seat.



EXHIBIT 2 General Location Map

The Nearest Cities:

Town	Distance	Approximate Travel Time
Ligonier	11.0 miles	15 min.
Topeka	9.0 miles	14 min.
Goshen	11.1 miles	17 min.
Syracuse	9.3 miles	14 min.
Middlebury	11.0 miles	17 min
Shipshewana	16.2 miles	22 min
Elkhart	23.6 miles	35 min.
Fort Wayne	49.1 miles	1 hr
Indianapolis	159.9 miles	3 hrs.

2. Site Conditions

According to the 2010 census, the Town contains a total land area of 0.54 square miles. Based on the population the density is estimated to be 639 people per square mile.

Elkhart County is located within the St. Joseph drainage basin which drains to Lake Michigan. The land slopes west to east. The general elevations in Town are approximately 890 feet above mean sea level (MSL) in the west and slopes to 875 feet above MSL to the east. The topography in the County ranges from nearly level to moderately sloping in the north and central and nearly level to strongly sloping in the east and north.

Soil types are predominantly Blount Silt Loam which is poorly drained with a high water table. There are some pockets with Rawson and Oshtemo soils which are well drained.

3. History

The Town got its name from its founder, Captain Solomon T. Miller who bought the land in 1834 but did not settle there until 1842. The Captain platted the land in 1855 when he became aware that the Michigan Southern and Northern Indiana Railroad planned to route the railroad in the area. Originally the Town was known as Cook Station but was later changed to Millersburg.

The Town's first home was built by Captain Miller's son, James C. Miller. A dry goods and grocery store was built by David Eldridge. A school was also constructed. In 1860 the Town expanded to the north followed by expansions to the east and south of Lincoln Street several years later. The Town was formally incorporated in 1866.

The railroad successfully completed a line across Elkhart County in 1856 followed by a depot the next year. The Town, including the depot, was called Cook Station by the railroad. The name was in reference to a nearby prominent farmer named Michael C. Cook whose farm was adjacent to the Town on the west. In 1861, the first Postmaster, J.L. Davis insisted that the Town name be returned to the original name of Millersburg. The Town Park now carries that name and continues to use a train theme.

The Wabash Railroad constructed another line across the County in Benton Township in 1892. The new line diagonally crossed the Michigan Southern and Northern railway which was later called the Lake Shore and Michigan Southern Railroad. Railroads were popular because they proved to be a quicker and easier means of travel. The railroads in Millersburg facilitated travel to the nearby Towns of Goshen, New Paris, Ligonier, and Topeka.

The original school was replaced with a new building in 1866 and again in 1878. The Town built a larger consolidated school in 1914. This resulted in the closure of several one-room school houses.



The Indiana Album: Harley Sheets Collection

Millersburg High School circa 1917 (Demolished)

Churches include the St. Peters Evangelical Lutheran Church which was originally constructed in 1867. The structure was replaced with the present building in 1922. The Zion Reformed Church, now referred to as the Zion Community Church, was built in 1868 and still remains the same.



Zion Community Church

Millersburg did not develop as quickly as other nearby towns in the area. This is partially due to its lack of proximity to a well flowing waterway that could serve as a supply for industrial power. As such, the Town was predominantly used as a central shipping point to transport agricultural products from area farms via railroad.

The Town's historical architecture primarily dates from the late 1800s to the early 1900s and was mostly considered simple and vernacular. Major fires occurred in the commercial district in 1898 and again in 1909 and destroyed a number of frame-built structures. After the second fire, the Knights of Pythias re-built their original 1892 building.

Electricity was brought to the Town in 1914 by Hawks Electric Light Company. The Millersburg Water Company began serving commercial establishments as early as 1924.

Today, Millersburg still reflects its rural heritage. The Town has been able to maintain its small town appeal where everyone knows everybody. The quiet atmosphere and lifestyles are a throwback to a time where life was simpler and raising a family was easier. Millersburg is a great example of small town living in the heartland of America.

B. Population

In order to fully determine and narrow the needs of a community the population history and trends must be assessed because of its impact. Reviewing the fluctuations and determining the causes is essential when planning for the future of the community. This will assist in developing guidance for future decisions that can promote growth.

According to Wikipedia, as of 2020, Millersburg, Indiana is the 316th largest Town in the State and 10,474th largest in the United States. The community has grown slowly even though it was easily accessible to the railroads. The 2020 census recorded the Town's population at 961 people which is 6.4% more than it was in 2010. Since 2000, the Town has grown faster than 78% of similarly sized towns.

The 903 people (2010 Census) that reside in Town are in 324 households and comprise 244 families. This equates to a person per household (pph) rate of 2.79 and a density rate of nearly 1,488 inhabitants per square mile.

Millersburg Historical Population:

Historical population		
Census	Pop.	%±
1870	52	—
1880	449	763.5%
1890	394	-12.2%
1900	481	22.1%
1910	428	-11.0%
1920	385	-10.0%
1930	344	-10.6%
1940	384	11.6%
1950	437	13.8%
1960	489	11.9%
1970	618	26.4%
1980	809	30.9%
1990	854	5.6%
2000	868	1.6%
2010	903	4.0%
2019 (est.)	951 ^[3]	5.3%

U.S. Decennial Census^[10]

Similarly, Elkhart County overall showed an increase in population over the past few decades. According to U.S. Census records, in 2000 Elkhart County had a population of 182,791. The 2010 population grew to 197,559 which was an increase of nearly 17% in one decade. The 2019 population is estimated at 206,341 which shows that this growth has continued.

1. Race and Ethnicity

The distribution of race for the population within the Town is predominantly white. While the State of Indiana also is mostly white (88.7%), there have been changes in the racial make-up of the population as a whole. These same changes have also occurred at a minor extent within the Town.

Less than 3.0% of the population is of a race other than white. This indicates that Millersburg cannot be considered a very diverse community, which coincides with the State.

The racial makeup of the town is:

White Alone	97.4%
Black	0.4%
Native Hawaiian or Pacific Islander	0.4%
Other Races	1.3%
Two or More Races	0.5%

The ancestry is predominantly German and English European.



2. Age and Household Composition

Of the 324 existing households, 42.9% have children under the age of 18 living with them, 57.1% are married couples, 13.9% have a female head of household, 4.3% had a male householder with no wife present, and 24.7% were non-families. An estimated 18.2% of households were made up of individuals and 7.1% had someone living alone who was 65 years of age or older. The median age in Town is 33.1 years old.

3. Age Distribution

Changes in the population age can be shown by comparing statistics from one Census to another. As shown in the following chart, the population appears to be getting older, although slightly.

	2000 Census	2010 Census
Residents under the age of 18	33.1%	30.1%
Between the ages of 18 and 24	7.9%	8.6%
Between the ages of 25 and 44	31%	29.8%
Between the ages of 45 and 64	19.4%	22.3%
65 years of age or older	8.6%	9.2%

Another observation is that there is not a large number of elderly (9.2%) living in Town and just under a third of the population is under age 18.

4. Marital Status or Living Arrangement

- Now married: 57.1 %
- Female Householder, No Husband 13.9 %
- Male Householder, No Wife 4.3 %
- Non-families 24.7 %
- Individuals 18.2%
- 65 Years Old, Living alone 7.1%

5. Generalities and Comparisons

- Make-up by gender is nearly split with 51.1% male and 48.9% female.
- The average household size is 2.79 versus 2.5 for Indiana as a whole.
- The percentage of family households is 75% in Town as compared to 66.9% for Indiana.
- The percentage of households with unmarried partners is 7.4% as compared to 6.9% for Indiana.
- The percentage of people affiliated with a religious congregation is 41.7%

C. Public Buildings, Institutions, and Facilities

With the exception of the Town Hall/Police Department, the Town of Millersburg does not contain any community centers, libraries, governmental, medical, or other civic and social service buildings. The existing Town Hall is located on Washington Street and will be demolished after construction of the new Town Hall and Police Station. The facility is scheduled to be completed in 2021.

The Town also owns a waterworks facility, wastewater plant, Street Department maintenance buildings, and two parks; Cook Station and Eagle Park. A Community Center was pursued several years ago but was abandoned due to lack of funding.

D. Education

The Millersburg area used to have a K-12 school until Fairfield Junior Senior High school opened up in 1968. A new elementary school was then constructed and called the Millersburg Elementary School. The school is located on East Main Street and serves as a regional educational facility for nearby rural areas, Millersburg and New Paris in Clinton Township. The school is predominantly Amish, at 60%. Over the past few years, the corporation's overall student enrollment has fluctuated in both directions.

1. Millersburg Elementary Middle School

District: Fairfield Community School Corporation

Address: 203 E. Main Street
Millersburg, In 46543

Grades: K through 8

Total Students: 455 (2019)

No. Of Teachers: 25 (2019)

Student/Teacher Ratio: 18:1

Free/Reduced Lunch: 24.9% (rank 956/1,124)



"Home of the Millers"

2. Fairfield Jr-Sr High School

District:	Fairfield Community School Corporation
Address:	6730 CR 31, Goshen, In 46526
Grades:	7 through 12
Total Students:	798 (2020)
No. Of Teachers:	52 (2020)
Student/Teacher Ratio:	15 : 1
Free/Reduced Lunch:	24 (approx. 3%)

3. Clay Meadow

District:	Private School
Address:	11835 W 500 S, Millersburg, In 46543
Grades:	1 through 8
Total Students:	30 (2020)
No. Of Teachers:	Unknown (2020)
Student/Teacher Ratio:	Unknown

4. Eden Meadows

District:	Private School
Address:	5105 S 1125 W, Millersburg, In 46543
Grades:	9 through 12
Total Students:	38 (2020)
Student/Teacher Ratio:	Unknown

5. Colleges/universities nearest to Millersburg:

There are no colleges located in Millersburg. The nearest college is Goshen University approximately 7.2 miles away. Colleges and universities in the area include:

<u>Name</u>	<u>Location</u>	<u>Distance</u>	<u>Enrollment</u>
Goshen College	Goshen, IN	7.2 miles	927
Harrison College	Elkhart, IN	14 miles	248
Grace College	Winona Lake IN	22 miles	2,029
Bethel College	Mishawaka, IN	28 miles	1,513
IU South Bend	South Bend, IN	29 miles	5,214
Holy Cross College	Notre Dame, IN	31 miles	499
Notre Dame Univ.	Notre Dame, IN	31 miles	12,607
Indiana U-Purdue U	Fort Wayne, IN	42 miles	10,125
IN Inst of Technology	Fort Wayne, IN	44 miles	4,320

6. Educational Statistics

The number of persons in Town who have pursued education beyond high school is limited. Of the residents over the age of 25, only 6.0% obtained a Bachelor's degree and only 1.4% pursued a graduate or professional degree. Pairing this with the number of people over 25 who have not achieved at least a high school diploma (20.4%) highlights the need to improve the goals of the current educational system.

- High school or higher: 79.6%
- Bachelor's degree or higher: 6.0%
- Graduate or professional degree: 1.4%

E. Sewers, Sanitation, Drainage, Roadways

1. Wastewater

Wastewater disposal within the Town is handled through a network of gravity sanitary sewers that collect the wastewater and transport it to the municipal plant for treatment. The facility was placed in operation in 1979. The last upgrade was in 2012 when the plant was converted to a dual-package extended aeration process.

After treatment, the effluent is discharged to Stoney Creek. The plant is located on the east side of Town and is operating at approximately 75% capacity. The discharge permit does not allow industrial contributions at the present time. The permit would need to be modified in order to allow flow from industrial users.

2. Sanitation

The Town does not provide municipal trash pickup. Trash collection is handled by privately contracted companies. The current company is Borden Waste Away.

3. Drainage

The Town does not contain a formal storm water system. The present system includes a combination of inlets, drain tiles, ditches, regulated drains, and storm sewers. Several areas of Town experience storm and flood control problems and some have no visible signs of a drainage system. In some cases, lines are not sized to adequately handle the flow. As a result during severe rain events, streets, yards, and structures have been known to flood.

Almost all flow is routed to a County Legal Drain, which is known as the Livengood Tile. Years ago, the drain was increased in a joint venture between the Town, the County, and a private company. Parts of the drain may be collapsed. Recommended improvements for future improvements include increasing and repairing the drain and installing a formal storm water system in Town.

4. Roadways

The Town is responsible for all roadways within the corporate limits. Paving is contracted out as needed. Sidewalk and road condition was noted as a problem in the community survey responses.

The Town receives nearly \$13,000 annually from the County Excise Tax Vehicle Fund and also applies for Community Crossing Management Grant (CCMG). As part of the CCMG, an asset inventory and rating system has been established for all major roads. The Town uses these available funds to make as many roadway improvements as possible. However, it is acknowledged that there are never enough funds to do everything that is needed. The next project is planned for Washington and Jefferson Streets.

F. Utilities

1. Water

The Town operates its own water utility that is located on the northwest part of Town. The service area is the same as the corporate boundaries. The utility contains a treatment plant, two groundwater wells, a distribution network and an elevated water tower. The well yields and storage volume have adequate capacity to meet the existing demand.



The plant was substantially upgraded in 2011 with installation of a 300 gpm iron filtration system which was needed due to the high hardness and manganese levels. Many of the Town's water lines are sized at less than the recommended 6" and should eventually be replaced. The water utility is critical to the economic health and livelihood of the area.

2. Heating Source

Northern Indiana Public Service Company (NIPSCO) is the primary natural gas provider in Elkhart County. Several other natural gas companies provide service to the area. Heating is obtained from various sources:

	<u>County</u>	<u>Town</u>
Utility (gas)	53.3%	91.3%
Utility (electric)	7.0%	7.7%
Bottled, tank, or LP gas	14.4%	0%
Wood	16.9%	1.0%

3. Power

Electricity is primarily provided by Northern Indiana Public Service Company (NIPSCO).

4. Communication

a. Telephone

New Paris Telephone provides local telephone services to much of Elkhart County including the Town of Millersburg.

b. Cellular Telephone

There are reportedly five (5) cellular towers located near the Town.

c. Cable Television

Century Link provides cable internet & some phone service.

d. High-Speed Internet

High-speed internet service is available from Century Link.

G. Emergency Services

Local services that support the local welfare and safety of the Town include fire protection and police. Below is a description of each:

1. Police Department

The Town has three (3) dedicated police officers in the department. Police protection is subsidized when needed by the County.

2. Fire Protection

The Clinton Township and Millersburg Volunteer Fire Departments jointly provide fire protection to the Town. The members operate out of the fire station located in Town on Carriage Lane. Members are not paid for their service to the community.

H. Human and Community Services

Several businesses and organizations provide human and community services to the residents of Millersburg, however none are located in the Town other than a dentist and chiropractor. Below are descriptions of each and the distance that must be traveled in order to use the service.

1. Regional Healthcare

Goshen General Hospital 200 High Park Avenue Goshen, IN 46526	(9.5 miles, 16 min)
Parkview Noble Hospital 400 N. Sawyer Road Kendallville, IN 46755	(26.7 miles, 35 min)
Concerta Urgent Care 410 S. Main Street Goshen, IN 46526	(7.4 miles, 14 min)
Goshen Physicians Family Medicine 68370 Clinton Street New Paris, IN 46553	(8.4 miles, 15 min)

2. Childcare

There are no known, or officially licensed childcare or early childhood educational facilities located in Millersburg.

3. Community Organizations

The Lion's Club is the most predominant Community based service organization. Others include scouting and local Church activities. Several annual events are held such as the Easter egg hunt, circus, barbeque, Farmer's Day, Christmas program, and Halloween activities. The park is also home to baseball and volleyball leagues.

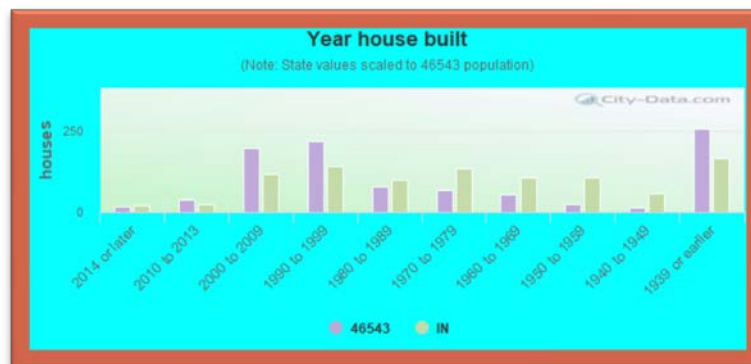
I. Housing & Population

1. Population Density

According to the 2010 US Census the Millersburg population was 903 in 324 housing units. The estimated population in 2020 is 956. This equates to a person per household rate of 2.79. The density is estimated at 689 people per square mile. The Town is considered 100% rural. Since 2010, the population has increased by 6.4%.

2. Housing

Single family homes comprise the majority of the housing stock in the Town. There are also some mobile and manufactured homes scattered throughout the community. The Town contains two subdivisions; Timber Valley located at the west edge near CR 42 and Sandbrooke, which lies south of Town east of SR 13. The median value of a single family home in 2017 was \$118,763. This number is slightly lower than the State average of \$141,100 and much lower than the County average of \$177,535, but it is comparable to the neighboring rural communities.



Age of Homes Zip Code 46543

Vacant housing may include vacant rentals, homes for sale, and those properties that have been rented or sold and are not yet occupied. According to the 2010 US Census, only 14% of the housing stock in Millersburg was occupied by renters. This is much lower when compared to Elkhart County at 30% which mirrors the State at 30%.

J. Employment

The residents of Millersburg are employed by many types of employers. The primary area of employment is manufacturing which makes up 43% of the job types in the County.

1. Employment by industry in Elkhart County is as follows:

- Manufacturing (43%)
- Wholesale Trade (4%)
- Retail trade (8%)
- Construction (3%)
- Health Care, Social Services (7%)
- Accommodations, Food Services (5%)
- Professional, Tech Services (2%)
- Information (0.2%)
- Arts, Entertainment, Recreation (0.8%)
- Farming (1%)
- Other (16%)

2. Unemployment

The unemployment rate is not available for the specific Town limits. The unemployment rate for Elkhart County is reported to be 4.4% in November 2020. This is slightly lower than the State rate of 5.4% at the same point.

3. Commuting and Transportation

There are very few local places to work within the Town. Consequently, almost all working residents must commute to other areas.

K. Income and Poverty

The median household income in Millersburg was \$43,750 in 2000 and \$43,939 in 2010. This is low in comparison to Elkhart County (\$58,505) and the State (\$54,325). In 2013 an income study was conducted for the Town in order to be considered for grant assistance. The study indicated that 56.8% of the residents were considered to have low to moderate income levels.

However, the cost of living in Millersburg is considerably less as compared to other places, with one source ranking it 87.2 with 100 being the base.

Another basis to indicate quality of life in the Town is the [Best Living Index](#) which ranks Millersburg as follows:

	Millersburg	Indiana	USA
Grocery	95.1	92.9	100
Health	79.1	82.2	100
Housing	84.9	61.7	100
Utilities	92.7	97.2	100
Transportation	75.8	85.4	100

While poverty levels are an important indicator of the local economy, the most recent estimate indicates that only 4% of residents are *at or below* the poverty rate. This includes 5% of those under age 18 and those over age 65.

Other economic indicators include the number of students receiving free or reduced fee lunches:

25% at the elementary level (Millersburg Elementary)

17% at the high school level (Fairfield Jr/Sr High)

These are low as compared to Elkhart County at 55% and the State at 42%.

L. Economic Development, Redevelopment, and Conservation of the Central Business District

Millersburg today is a small town composed of mostly residences with a few commercial enterprises. In Elkhart County, the largest areas of employment are manufacturing, retail, and health and social services. The largest employer is Forest River.

The County Redevelopment Commission (RDC) jointly with the Advisory Plan Commission (APC) are primarily responsible for fostering business development in Elkhart County. According to the Comprehensive Land Use Plan, the “County will work with cities and towns to lay the groundwork for their expansion into the county, by designating Urban Growth Areas. These are areas adjacent to cities and towns where development is cultivated and, once urbanized, municipal-level governance is expected.” This is often accomplished with assistance from the Economic Development Corporation (EDC) which is a public-private partnership that serves towns, cities, and businesses in Elkhart County with business attraction and expansion.

The location and proximity to consumers and other business amenities most likely negatively impact Millersburg's ability to attract businesses at this time. The RDC would be a good resource to provide development assistance. The County acknowledges that smaller communities and population centers may need assistance in sustaining viability. They have committed to providing support with planning and zoning decisions to help maintain the unique character of each community. The Elkhart County Comprehensive Land Use Plan is provided in **Appendix D**.

Historically the area considered to be the business district has changed over the years. Originally it was located along the railroad. As the Town grew, the business district moved to the east side of Town along the east side of SR 13 where expansion and access to major thoroughfares was possible. Today most businesses are situated along SR 13. The Forest River TIF (Tax Increment Finance) District was established in the northwest part of Town. The major tenant is an RV manufacturer with several buildings and plans for expansion.

M. Historic Preservation

Aged housing in the Town can be found on almost all streets. There are several historic homes within the community (built before 1939) that may be eligible for the National Register of Historic Properties. Some are in remarkably good condition. However others have been modified or altered for different purposes and many have deteriorating architectural features that are critical to their historic significance.

A review of the Indiana Historic Sites and Structures Inventory for Elkhart County (2005) shows 22 historic sites or structures in the Town. **Exhibit 3** provides a map showing the structures and locations, some of which are no longer there. **Appendix C** contains the structure listings.

Millersburg Scattered Sites (46001-022)

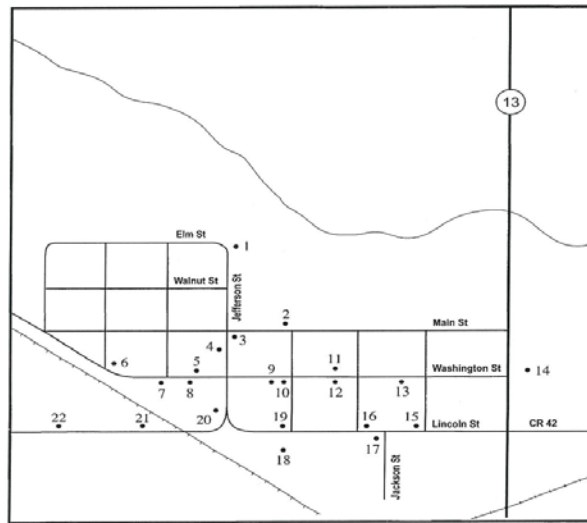


EXHIBIT 3 Millersburg Historic Sites and Structures

Appendix C contains an excerpt of the inventory which includes structure descriptions. The Town is dotted with various historic structures, such as St. Peter’s Evangelical Church, Zion Reformed Church, the Clark and Mikel Rink homes at 118 and 316 E. Washington Street, and a previous hotel, also on Washington Street. These sites need to be preserved.



The Indiana Album: Harley Sheets Collection

Previous Ike’s Café - Demolished



Previous Hotel – Current Residence (Washington Street)



Scview

www.delcampe.net

Replaced 1922



Existing Home

N. Air, Land, and Water Pollution

The Town has no heavy industries located within the corporate limits. The area is considered rural and has not experienced much development over the recent past. As such it is unlikely that activities conducted in Town are contributing to air, land, or water pollution in the area. Recent air pollution and air quality trends indicate the following:

	<u>Millersburg</u>	<u>U.S. Avg</u>	
Air Quality Index (AQI)	75.5	74.2	Higher than Avg.
Sulfur Dioxide (SO2)	0.37	1.79	Lower than Avg.
Ozone (ppb)	26.5	33.3	Lower than Avg.
Particulate Matter (PM2.5)	7.94	8.46	Lower than Avg.

Note: The recording monitors were located between 17 and 25 miles away.

O. Flood Control and Irrigation

There are no areas in Town that are located within the 100 year floodway or floodplain. As such, the Town does not participate in the Flood Insurance Rate Program. Historically the Town has regularly experienced flooding during severe wet weather. However, this is due to undersized and inadequately placed storm structures.



Previous Flooding

Presently, almost all flow is routed to a County Legal Drain, known as the Livengood Tile. The drain was installed in the 1980's and flows to Stoney Creek, which is tributary to the Elkhart River. In the past the conveyance was increased and rerouted as a joint venture between the County, Town, and Carriage, Inc. Afterward, the Indiana Department of Transportation completed a project along SR 13 which increased the volume of storm water being discharged to the drain.

Consequently, the downstream facilities are no longer adequate to accept the amount of storm water that is presently being discharged. In addition, some of the pipe segments have collapsed. The Town has also extended a number of drains and inlets as a means of improving the drainage. However, there are still areas that regularly experience flooding during wet weather.

P. Transportation and Public Ways

1. Mode of Transportation

Almost all of Millersburg residents travel to work using an automobile. This is consistent with data for Elkhart County and the State of Indiana. The carpooling habits of the populations of these areas show that most people drive alone but carpooling is not far behind as a means of traveling to their primary place of employment; 48% Drive alone; 43% Carpool. The transportation system within and around the Town of Millersburg does not provide a wide variety of travel modes and associated activities. SR 13 and CR 42 provide access through and out of Town.

Vehicular Traffic

The different roadways and segments within the Town, as well as adjacent areas within the county and state represent the primary transportation system used by the residents of Millersburg. Vehicular Traffic pertains to the following:

- Commercial – Vehicles traveling to a place of business or work: Low
- Residential – Vehicles traveling within a neighborhood or subdivision: Low
- Commuter – Common destinations to work include the Town of Goshen and the City of Elkhart: Moderate

Pedestrian Traffic

Pedestrian traffic would primarily be from residents walking within the neighborhood to local buildings or a relative or neighbors home. In recent years, non-motorized transportation facilities have become an important part of the transportation network. Support for the development of pedestrian and bicycle trails, sidewalks, and multiuse paths have been identified as desired and needed economic generators for this as well as many communities due to their recreational and wellness benefits.

Pedestrian infrastructure is believed to contribute to healthier lifestyles, a reduced dependency on the automobile, and improvement of the overall quality of life within a community. Pedestrian walkways are a good investment because this type of infrastructure provides a connection to neighborhoods, schools, local parks, sites of interest, and other communities and areas in the surrounding region. Paths provide opportunities for bicycling, running, and walking.

In many communities walkways have been developed from vacated railroad right-of-way, along an existing natural or man-made waterway, adjacent to a roadway or sidewalk, or a combination. There are no designated paths within Millersburg although this was noted as a highly desired enhancement on the community surveys.

Air Service

Airport	Distance (Miles)	Information
Indianapolis International	171	33 Gates, 10 Airlines
Chicago O’Hare International	146	8 Runways, 3 Terminals, 191 Gates
Fort Wayne International	53	8 Gates, 7 Airlines
South Bend Regional	45	3 runways, 9 gates, 4 airlines
Goshen Municipal	5	2 runways, 2 gates, 75 opr/day
Elkhart Municipal	29	3 runways, 90 operations/day

Rail Service

There is no passenger rail service through the Town. The nearest passenger rail service is provided by Amtrak in Elkhart which is approximately 18 miles away. The service runs to Chicago, Cincinnati, and New York City.

Mass Transit

The residents of Millersburg have limited need or resources for a comprehensive mass transit system.

Q. Parks & Recreation

Parks and recreation include playgrounds, forests, wildlife refuges, and other public places of a recreational nature.

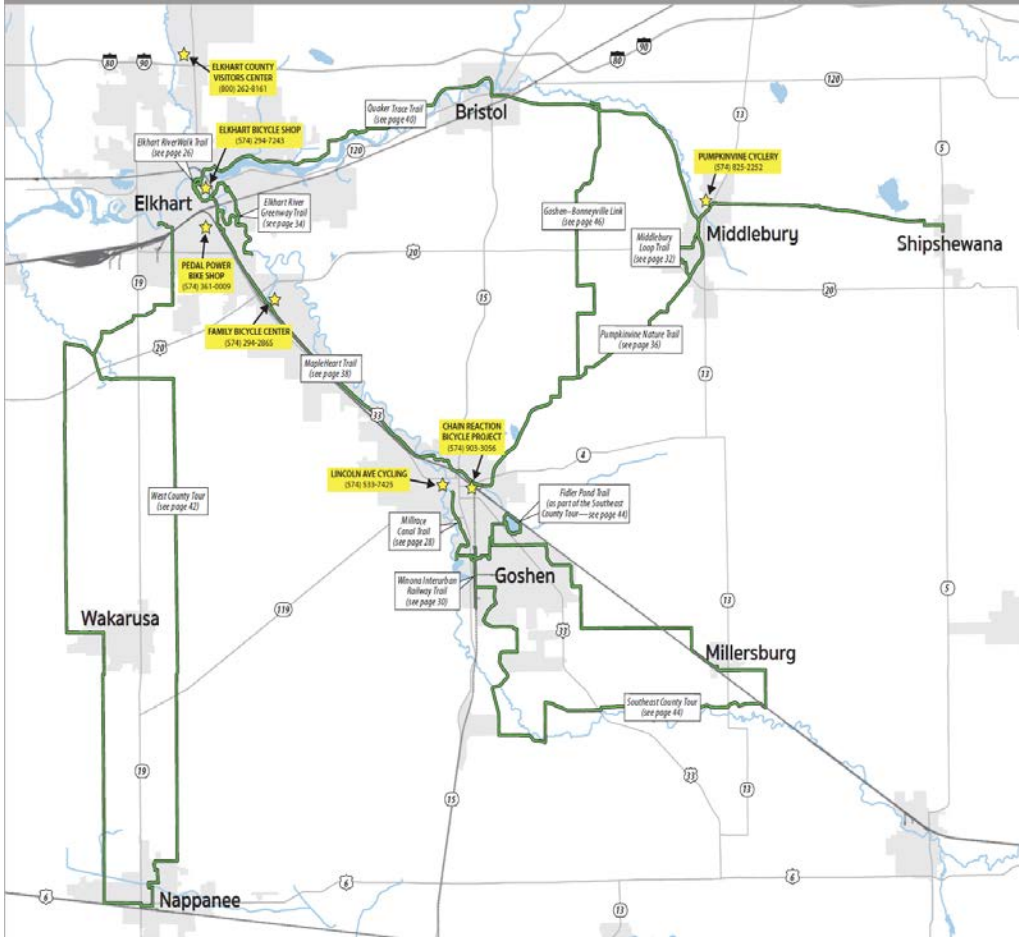
1. Local Parks & Recreation

Cook Station Park is located on the north side of Town. The park contains baseball fields, walking trails, a disc golf course, a concession stand, restrooms, and a pavilion. Additional parks, walking trails, and local recreational opportunities were identified as desired improvements. The park has a train theme to represent the Town's origins. Previous improvements include the following:

- Paved main section of the park road (2007)
- Added onto the maintenance building (2008)
- Concession Stand Roof Extension for use as another pavilion area (2008)
- Remodeled Concession Stand Area- (2009 & 2010)
- Updated Concession Stand Electrical (2010)
- Walking Trail - (2014)
- Disc Golf Course - (2015)

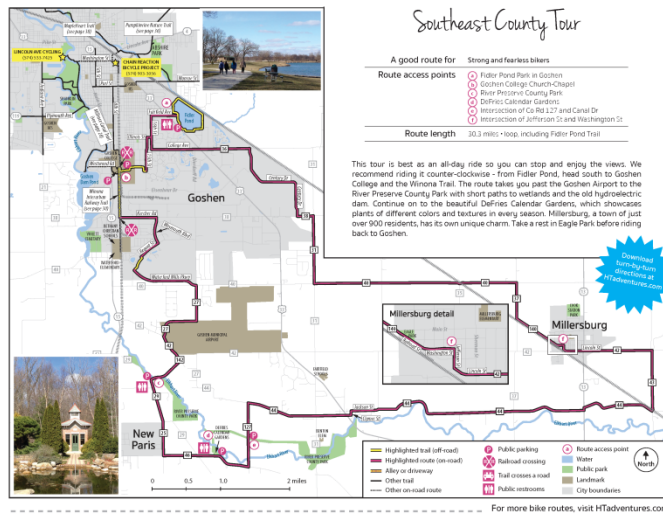
2. Regional Parks & Recreation

In the surrounding areas there are several opportunities for recreation within Elkhart County. A guide has been prepared by the Elkhart County Convention and Visitors Bureau called *Biking and Walking in Elkhart County*. **Exhibit 4** is an excerpt from the publication showing bike paths in Elkhart County connecting nearby Towns and Cities.



- Excerpt from Biking and Walking in Elkhart County, Elkhart County Convention & Visitors Bureau

EXHIBITS 4 & 4A – Local Trailways



The following is a list of nearby parks and recreation:

Oxbow County Park	Goshen	A,D,FS, F, H, SS
Bonneville Mill County Park	Bristol	B, F, SS
River Preserve	Goshen	H, K, F, SS
Boot Lake Nature Preserve	Elkhart	H,T
Cobus Creek County Park	Elkhart	B,F
Pumpkin Vine Nature Trail	Goshen to Shipshewana	B, T
Treasure Island	Elkhart	F, K
Lieber Nature Preserve	Bristol	N, H

*Archery (A), Biking (B), Disc Golf (D), Fishing (F), Field Sports (FS),
Hiking (H), Kayaking (K), Snow Sports (SS), Trails (T)*

3. Tourism

Outside of random visitors from local events, tourism is nearly non-existent in the Town of Millersburg. Farmer’s Day is an event that brings in outside visitors. The festival is held over three days and includes a car show, softball tournament, cornhole, live music and food vendors.

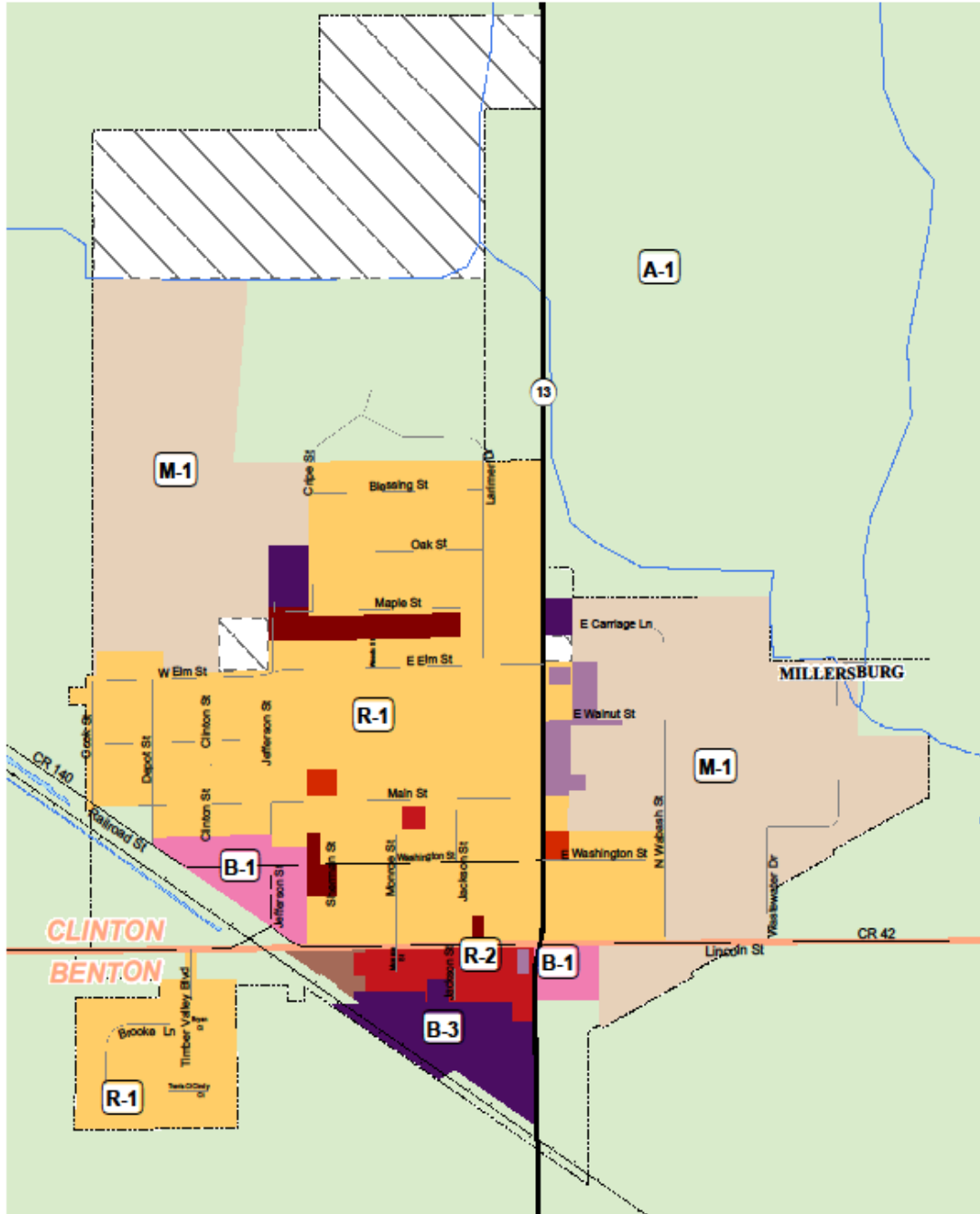
Tourism is very important to the Elkhart County economy. Parks and festivals are a major draw for tourist activity throughout the County. The Elkhart County Convention and Visitor’s Bureau promotes numerous local festivals that are held county-wide throughout the year such as the Goshen Jazz Fest and the Elkhart County 4-H Fair which is the second largest in the Country. Many of these revolve around art, history, food, music, recreation and the local communities which each have their own unique cultures and influences. Visit www.visitelkhartcounty.com.

R. Land Use

Land use in an area has a direct impact on the progress, aesthetics, and quality of life in a community. It is critical to implement policies that preserve land use, conserve natural resources, minimize traffic issues, and reinforces the community's character. This section provides a description of the general distribution, location, and land use types in Town.

The Town has maintained its small town atmosphere and does not anticipate a significant amount of growth in the near future. This is largely believed to be due to its location in relation to other larger towns and cities that are more equipped to provide desired amenities such as hotels and restaurants and easy access to nearby attractions.

Land use in the service area is primarily residential although large areas have been designated for commercial use. Non-residential use includes a number of small businesses and an RV manufacturer. The Town does not contain what would be considered an operating central business district although most commercial buildings are located on SR 13. **Exhibit 5** shows the Town's Zoning Districts which correspond with the Land Use.



Zoning Districts

Agriculture (A-1)	Two-family Residential (R-2)	Business and Wholesale (B-3)
Farmland Preservation (A-2)	Multiple-family Residential (R-3)	Limited Manufacturing (M-1)
Confined Feeding Protection (A-4)	Multiple-family Residential and Professional Office (R-4)	General Manufacturing (M-2)
Single-family Residential (R-1)	Limited Business (B-1)	Planned Unit Development (PUD)
	General Business (B-2)	Non-County Jurisdiction

Elkhart County Planning
4230 Elkhart Rd
Goshen, Indiana 46526
Printed on: 11/24/2020

This map does not constitute a survey nor an engineering drawing. The map and any information shown on it is not warranted for accuracy, merchantability, or fitness for a particular purpose. Reliance is at the user's risk. Copying or other reproduction of this map and any information shown on it is prohibited without the prior written permission of the County of Elkhart, Indiana.

EXHIBIT 5 – Millersburg Land Use and Zoning
Prepared by Elkhart County Planning

1. Existing Land Use

Residential

The developed parts of Millersburg are predominantly residential, most of which are single family housing.

Commercial – SR 13 Corridor

Millersburg Lumber	Millersburg Storage
Millersburg Automotive	Dollar General
Community Chiropractic	Leon's Automotive Repair
Simar's Convenience	Marathon Gas
Millersburg Animal Clinic	Farmer's State Bank
Springer Dental Care	Rockwood Flagstaff

Commercial – TIF District

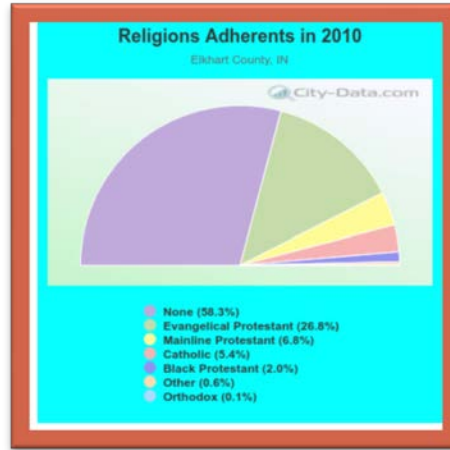
RV Manufacturer

Commercial – Other

Restaurant (2)	Liquor Store
Auto Repair	Veterinarian

Churches/Institutions

Zion Community	Lincoln Street
Sunshine Ministry (previous St. Peters)	Main Street



Elkhart County Religious Affiliations

Open Space

At the local level, there is not a large amount of open space located within the Town. Cook Station Park is the largest open ground site and is owned by the Town. The park is located in the northern part of the corporate limits and is adjacent to an undeveloped parcel in the Forest River TIF District. The Town is considered to be a rural area, primarily due to the undeveloped ground surrounding it. Very few parcels still retain an agricultural zoning classification.

At the County level, the area surrounding the Town and much of the area contained in the County is made up of undeveloped ground. Much of it is agricultural. According to the US Census Bureau, Elkhart County has a total area of 468 square miles which is comprised of 463 (99%) square miles of land and 4.8 square miles or 1.0% of water. Agriculture is the largest land use at 62%.

Recreation

There are no designated recreational land uses within the Town limits. Cook Station and Eagle Park are the only land uses that could be considered recreational. Eagle Park is a small park located adjacent to the Town Hall. It has few amenities but does contain playground equipment.

Cook Station is located on the north side of Town and contains several amenities such as baseball fields, walking trails, a disc golf course, a concession stand, and pavilion. Additional parks, walking trails, and local recreational opportunities were identified as desired improvements in the community surveys.

Industrial

The Town currently does not have any industrial land uses. The Town's wastewater permit does not allow industrial discharges unless approved by IDEM. The Town may be interested in encouraging this type of development to broaden the community's tax base as long as it is a business that does not have a negative effect upon the community.

2. Existing Zoning

Millersburg does not have a zoning ordinance so currently the Town relies on the Elkhart County Zoning Ordinance for enforcement. At a minimum, an ordinance should provide for residential, commercial, and industrial zones. The regulation should also be specific to modern land use concerns such as infill development, environmental management, signage, and pedestrian infrastructure.

In order to establish a wider economic base and provide services for residents and visitors, a variety of land uses should be outlined in a zoning ordinance. Ideally, these should include Agricultural, Commercial, Single-Family Residential, Multi-Family Residential, Parks and Recreation, Industrial, and Institutional Uses.

Public infrastructure such as streets, trails, water service, wastewater, and other utilities are needed to serve these land uses. Upon adoption of this Comprehensive Plan, the Town should begin creating a zoning ordinance to reflect the current needs of the community and any desired future growth and development.

3. *Projected Land Use*

Land use within the community should be directed by zoning and the goals and objectives outlined in the comprehensive plan. As growth opportunities are presented, the Town must plan how and where it would want to grow as land becomes available and development interests are pursued. If there is interest in promoting development, it is important to review the potential impact on the community and infrastructure.

Growth for any community depends on any number of factors. If and when the community feels that needed or desired growth warrants future annexation or infrastructure plans, the priorities of the Town will change. The existing land use plan shown on **Exhibit 5** is sufficient for the Town at this time, but may need to be revised if the future annexation is desired.

4. *Future Growth*

In order to meet future growth demands, a preliminary plan for potential annexation should be developed to consider where the Town should and could grow. This may be difficult to define for the next ten years but this is important for the community to do in order to begin making choices and planning for the future. Due to the amount of undeveloped land that surrounds the Town, expansion could occur in any direction.

S. Conservation of Resources

Conservation of resources includes energy, water, soil, agricultural and mineral resources. A community's existing natural resources can guide much of the decision-making process for future growth. The composition and availability of land and water resources, and the amount of natural landscapes all contribute to the profile and personality of a community. Maintaining and preserving the existing natural resources can greatly impact the ability to grow while maintaining the quality of life in the area.

1. *Soils*

According to the Elkhart County Soil Survey, soils in the area are primarily Blount Silt Loam series, which are deep, somewhat poorly drained soils that form on glacial till. This soil has a seasonal high water table. There are also pocket areas consisting of Haskins Loam, Rawson Loam, and Oshtemo Loamy Sand which range from poorly drained to excessively drained. (USDA General Soils Map, 1972)

Elkhart County is within the St. Joseph River basin which is covered by thick, unconsolidated glacial deposits as a result of several glacial periods, but predominantly Devonian and Mississippian age glaciation. Thick glacial drift overlay the bedrock throughout the basin. The topography is variable and a mixture of level prairie, some which can be classified as marshland, interspersed with moraines and hills. Much of the area is poorly drained.

2. Waterways

The Town does not contain any waterways. However, it is located north of the Elkhart River which divides the County, entering at the southeast corner and flowing to the northwest where it joins the St. Joseph River. The Elkhart River has been noted by the US Fish and Wildlife Service as supporting a diverse and abundant fish assemblage. Stoney Creek is located east of Town and a small unnamed intermittent drainageway is located on the north side of Town. Proximity to a waterway contributes to the drainage problems in some areas of Town.

3. Archaeological Resources

The St. Joseph River basin is one of the most complex geologic settings in Indiana. This is due to the impact of three major ice advances, a thick layer of glacial materials, and an irregular underlying bedrock formation. Information on file at the Indiana State Historic Architectural and Archaeological Research Database (SHAARD) shows several archaeological sites have been recorded for Elkhart County. However no archaeological sites have been recorded within one mile of the Town and no known archaeological reconnaissance has ever been formally conducted. The Town does contain many notable and contributing architectural sites as noted on **Exhibit 3** (page 50) and **Appendix C**.

4. *Woodlands*

The Town does not contain any heavily wooded areas. All woodland areas within proximity of the Millersburg area are mostly located along waterways, the nearest of which is the Elkhart River. Most of the area surrounding the Town is relatively flat and used for agriculture. As such there are few if any wooded areas that need to be protected.

T. Other Factors

Millersburg as compared to the State of Indiana average:

- Median **house price**: Significantly **below** state average.
- **Black race** population percentage: Significantly **below** state average.
- **Hispanic race** population percentage: Significantly **below** state average.
- Median **age**: **Below** state average.
- **Foreign-born** population percentage: Significantly **below** state average.
- Number of **college students**: **Below** state average.
- Bachelor's **degree** or higher: **Below** state average.
- **Affordability** Index (271) **Higher** than State average (180)
- **Cost of Living** Index (85.7) **Lower** than US Average (100)

IV. IMPLEMENTATION

A. Future Goals and Objectives

The success of a Comprehensive Plan can be measured by the extent to which it is implemented. When recommendations are translated into actions, then the community is moving towards its goals and objectives. This Comprehensive Plan is the culmination of a planning process which included the participation and input from the Steering Committee, the Town Council, and numerous citizens. An Action Plan for the Town was developed based on the meetings, research, and survey results.

1. Goals

A goal can be defined as a general statement that describes a desired or needed future condition. Each goal indicates some sense of direction to assure that an activity can be accomplished. While a goal does not state specific actions, it describes a suggested outcome. The public participation component in the planning process was instrumental in formulating the desired goals and supporting objectives. Goals were established in the following areas:

- **Funding Opportunities for needed improvements.**
- **Community involvement, leadership, and pride.**
- **Community services, Utilities, and Infrastructure.**
- **Economic and Business Development.**
- **Quality development, redevelopment, and revitalization.**
- **Land use.**
- **Parks and Open Space.**
- **Local character.**
- **Housing.**
- **Local Laws and Ordinances**

2. Objectives

An objective can be defined as a statement that describes action items that could be taken to accomplish a goal. Each objective should establish measurable progress towards completing the goal. Objectives are typically time dependent and in the case of a Comprehensive Plan generally follows one of the following:

Direct/Indirect Government Actions

Objectives of this type are accomplished by direct or indirect government action through existing or proposed programs, ordinances and policies. Once the Comprehensive Plan is adopted, it will allow government to target resources to implement the objectives. In most cases, these will be actions that the Town Council undertakes.

Influence

Objectives of this type are accomplished by supporting federal, state, and other local governmental policies that can influence private sector and not-for-profit entities to take some desired action. Community leaders can influence these actions by:

- Promoting public awareness and educational activities.
- Fostering cooperation between other local governments and entities.
- Identifying priorities that benefit the community.
- Assisting with funding for quasi- and non-governmental programs.

Investigation

Objectives of this type require follow-up and subsequent planning, research, and monitoring that may not have been possible within the time and resource constraints of this comprehensive planning process but would be beneficial for future updates.

Goal No. 1: Pursue funding Opportunities for needed Improvements

Responsible Parties: Town Council
County
State and Federal Agencies

Timeline: Five (5) years or less

Objectives/ Action Items:

1. Identify needed and desired improvements for roads, infrastructure, utilities, main street enhancement, and home repairs and rehabilitation.
2. Work with applicable consultants to create a Capital Improvements Plan with cost estimates and project priorities for each area.
3. Work with a grant administrator to determine the availability and eligibility requirements of grant and other funding programs.
4. Solicit assistance from County officials to identify proposed regional projects that could benefit the Town.
5. Research area not-for-profit organizations to determine if any could provide services that will benefit the Town.
6. Take necessary administrative steps to compile documentation to increase or verify eligibility for identified programs.
7. Assign a Council member or member of the community to follow up on needed tasks and requirements to assure deadlines for needed or required action items are met.
8. Identify ways to involve the community (such as writing letters, making phone calls, gathering data) to increase the potential for success.
9. Contact State legislators regarding community needs to gain support and assistance in obtaining State and Federal funding.

Goal No. 2: Encourage and promote more community involvement, participation, and leadership to accomplish goals.

Responsible Parties: Town Council
Community Organizations
Interested Citizens

Timeline: Continuous

Objectives/Action Items:

1. Enhance the Town's website and Facebook page and keep them up to date. Include an area to serve as a forum for public input and suggestions.
2. Prepare a Town newsletter to send out quarterly or semi-annually. Hand deliver to save postage and increase contact with residents.
3. Solicit assistance, participation, and suggestions from local organizations to develop ways and activities to increase community participation.
4. Plan scheduled activities that would encourage community interaction such as movie night, pitch-ins, group walking, fun runs, exercise programs, community clean-up or service days, etc.
5. Promote and participate in activities planned by local organizations.
6. Establish annual festivals (such as Oktoberfest) and events throughout the year to engage the community and encourage interaction. Promote these events on the Town website and Facebook page.
7. Solicit participation by school children in government activities such as Council meetings or service activities.
8. Create a mailing list of all residences and business and update it annually.

Goal No. 3: Improve community services and infrastructure

Responsible Parties: Town Council

Timeline: Five (5) years or less

Objectives/Action Items:

1. Improve and upgrade roads and sidewalks through maintenance and paving projects.
2. Pursue storm water improvements to eliminate flooding and associated street deterioration caused by wet weather.
3. Coordinate with communication providers to ensure adequate telephone and high speed internet (fiber) services are available to the community.
4. Work with the Water Utility to assure that pressure and water quality standards are being met and flows are adequate for existing demand.
5. Encourage water conservation practices to prolong existing supply and postpone needed increases in water system capacity.
6. Assure that any new developments have adequate storm water run-off detention controls as a means of reducing local impacts.
7. Work to improve the police department and enforcement of local laws.
8. Encourage or require the joint use of utility corridors.
9. Pursue the installation of sidewalks or non-motorized pathways to facilitate pedestrian transport throughout Town, especially between the parks, the Town Hall, local businesses, and residential neighborhoods.

Goal No. 4: Encourage and promote economic investment within the community.

Responsible Parties: Town Council
Elkhart County Planning and Development
Businesses, Residents

Timeline: Five (5) years or less

Objectives/Action Items:

1. Foster relationships between business, government, and the community by encouraging business involvement in the community.
2. Solicit new businesses and restaurants.
3. Create a mainstreet corridor.
4. Market sites and buildings which are available for re-use and development.
5. Improve workforce development by pursuing training programs.
6. Establish building and development standards to protect property values.
7. Assure that adequate infrastructure and services are available for future growth.
8. Encourage retention of existing businesses by supporting them locally.
9. Support revitalization or creation of a commercial area.

Goal No. 5: Encourage quality development, redevelopment and revitalization within the community

Responsible Parties: Town Council
Elkhart County Advisory Plan Commission
Businesses
Local Residents

Timeline: Five (5) to Seven (7) years

Objectives/Action Items:

1. Prepare zoning and development standards that includes landscaping, streets, sidewalks, lighting, building codes, and land use restrictions.
2. Create street standards that promote pedestrian friendly streets.
3. Improve property appearances through enforcement and creation of ordinances.
4. Construct pedestrian crossings and cross walks at main intersections.
5. Develop a trail system that could potentially connect to other areas in the future. (See Exhibit 8)
6. Encourage neighborhood revitalization efforts to enhance the overall desirability of the community as a place to live.
7. Provide incentives and support to existing businesses to stay in the area and potential businesses to locate to the area.
8. Research ways to revitalize or re-establish a central business district through resources such as the Main Street Revitalization Program.
9. Support efforts to re-use, rehabilitate, and revitalize existing structures and properties.
10. Establish rules and regulations for permitted uses, non-conforming uses, setbacks and commercial frontages.

Goal No.6: Promote the Efficient Use of Land

Responsible Parties: Town Council
State Agencies

Timeline: Five (5) to Seven (7) years

Objectives/Action Items:

1. Adopt regulations to protect natural resource areas, including putting limitations on development, establishing provisions for buffering and clustering, requirements for replanting, and site design standards.
2. In conjunction with other jurisdictions, implement land use policies and regulations to ensure the protection of environmentally sensitive lands, open space, and topography.
3. Educate the community about the values of open space and the role it plays in the community.
4. Encourage development that complements the area's natural and cultural features. Consider long and short-term environmental impacts.
5. Promote the preservation of the natural terrain and vegetation.
6. Promote the use of renewable water and energy resources through natural drainage, native landscaping, energy-efficient construction, and recycling.
7. Research creative funding mechanisms for open space and natural resource protection such as grants, utility funds, loans, bond levies, donations, impact fees and any other available sources.
8. Regularly seek input from the community to maintain a prioritized list of potential sites to protect or use for open space or recreational purposes.

Goal No. 7: Improve parks and increase open space

Responsible Parties: Town Council
Community Organizations

Timeline: Ten (10) years or less

Objectives/Action Items:

1. Provide additional open space, parks, and recreational sites that meet the needs of the Town's residents, businesses, and visitors.
2. Preserve and enhance open space.
3. Develop a Five Year Parks and Recreation Plan to address the quality and needs of the current recreational facilities and to formally identify additional amenities that may be needed or desired.
4. Solicit community involvement to improve the existing parks.
5. Install equipment, landscaping, and design standards that reduce long term maintenance costs.
6. Upgrade signage for the park.
7. Provide pedestrian walkways and attractive gateways to access parks.
8. Promote volunteer programs to plan, develop, maintain and improve the parks.
9. Encourage public participation to design new parks, review park rules, update the parks plan, and monitor the public's desires about facilities.
10. Develop a funding strategy that takes advantage of all available resources for park development and improvement.
11. Make information available to the general public about options for donating money and services for park improvements.

Goal No. 8: Protect the local character

Responsible Parties: Local Organizations
Residents and Businesses
Town Council

Timeline: Continuous

Objectives/Action Items

1. Agree on a community entry statement that could be used to establish a recognizable gateway when entering the town.
2. Create a Town Center to reinforce commercial and institutional areas.
3. Pursue community re-design so housing, commercial entities, recreation, and other activities are within walking distance of each other.
4. Provide designated open spaces to protect existing natural resources from deterioration and increase opportunities for local recreational uses.
5. Maintain and enrich the friendly, small town atmosphere by creating design and development standards and zoning ordinances.
6. Establish design guidelines and standards that address streetscape, landscape, building design, and methods of construction that will maintain the community's history, culture, character, and identity.
7. Draft a Zoning Ordinance that implements the Comprehensive Plan and a vision for the community.
8. Commit to preserving the town's character by encouraging land conservation, management of streetscapes, regular property maintenance, and preservation of historic structures.
9. Pursue funding and local involvement in rehabilitating deteriorated buildings and residences to improve the community aesthetics and re-establish pride of home.

Goal No. 9: Enhance and Improve Housing

Responsible Parties: Individual Residents
Community Organizations
Town Council
State Agencies
Not-for-Profits

Timeline: Five (5) years or less

Objectives/Action Items

1. Encourage maintenance and preservation of the existing housing by pursuing programs and funding to revitalize existing neighborhoods.
2. Encourage energy efficiency in new construction and when rehabilitating or upgrading existing housing.
3. Support the revitalization of neighborhoods by keeping the streets and other infrastructure systems in good condition.
4. Create Design Standards to ensure infill housing and new developments are consistent with the character of existing neighborhoods.
5. Prepare standards that allow for a variety of housing types for all life styles, ages, and economic conditions that include multi-family, mixed-use, cluster, planned-unit developments, and institutional uses to assure affordability for all segments of the community.
6. Pursue funding sources and grant opportunities such as those offered by the Indiana Housing and Community Development Authority (IHCDA) CDBG Owner-Occupied Repair (OOR) program that will provide assistance for weatherproofing, rehabilitating and upgrading homes to prevent further deterioration and assure that residents can independently remain living there.

Goal No.10: Enhance and Enforce Local Laws and Ordinances

Responsible Parties: Individual Residents
Community Organizations
Town Council

Timeline: Two (2) years or less

Objectives/Action Items

1. Promote a compatible and varied mixture of land uses through the establishment of ordinances.
2. Work to improve the police department to allow better understanding and enforcement of existing laws and ordinances.
3. Enforce local laws and ordinances.
4. Improve property appearances through enforcement and creation of new ordinances.
5. Develop programs to encourage more interaction with police and Town youth as a means of curbing vandalism and promoting community responsibility.

B. Short and Long Range Public Works Projects

The following are the major areas that were identified as short and long range needs of the Community:

- | | |
|---|-------------|
| • Mainstreet Corridor, Local Investment | Short Range |
| • Park and Trail Enhancement | Short Range |
| • Gateway and Roadway Improvements | Long Range |
| • Storm Water Management | Long Range |

Each of these focus areas represent specific aspects that the community noted as opportunities for improvement or enhancement. These will be the basis for short and long range development of public works projects and programs. Due to funding constraints priorities will be established based on need, desire, and availability of funds. Preliminary project descriptions have been prepared for the improvements designated as short range needs.

1. Mainstreet Corridor, Local Investment

As noted previously in this plan, the local stakeholders have a high desire to improve community involvement and attract or keep local businesses. One of the avenues to do this is to revitalize or create a Mainstreet corridor where people could congregate. This would also serve as a destination to attract visitors and businesses.

Ideally the Mainstreet enhancement should have a central theme in which to showcase the history of the Town or a vision that the Town wants to be known or remembered for. Examples of this would be the covered bridges and covered bridge festival in Rockville, Indiana or Elkhart, Indiana, the “City with a Heart” with a focus on the arts.

The Town has a great start with the messaging on the website that depicts Millersburg as “small but friendly with big smiles and hearts” or the gateway messaging “Looking to the Future, Embracing our Past”. A good Mainstreet program would expand on those messages by creating a warm friendly atmosphere in a central district with a small town feel that would attract residents, businesses, and visitors and keep them coming back again and again.

The Town is currently constructing a new Town Hall and Police Department at the end of Washington Street. Construction should be complete in 2021. Ideally, the Mainstreet corridor should be centered at or near the Town Hall. The building will contain a community room that could be rented out so would be a good gathering place for residents. It is also adjacent to Eagle Park which could be used for outdoor events and activities.



EXHIBIT 6 – Town Hall Rendering

Washington Street and south on Jefferson Street would be the Mainstreet district boundary. It appears that this was the central business district in the past and presently contains many small businesses as well as the American Legion. In addition, there are several homes and structures in this area that should be protected due to their historical significance. It is also within walking distance to many Town residents.

It is recommended that the property owners, residents, and other interested stakeholders form a committee to discuss the downtown theme which would include designs for new street lights, walkways, plantings, and façade features. Adding uniform benches, waste receptacles, store signage and canopies would contribute to the look. Public participation is essential to success. Support and active participation is also needed from the property owners who will need to approve and willingly implement any façade recommendations and improvements.

All avenues for funding should be researched and pursued. A grant administrator can be a great asset in preparing documentation and strengthening applications to assure eligibility for available grant funding. Creating and beautifying a central business district to promote the Town is a first step towards attracting other businesses and restaurants to the area while keeping the ones that are there presently.

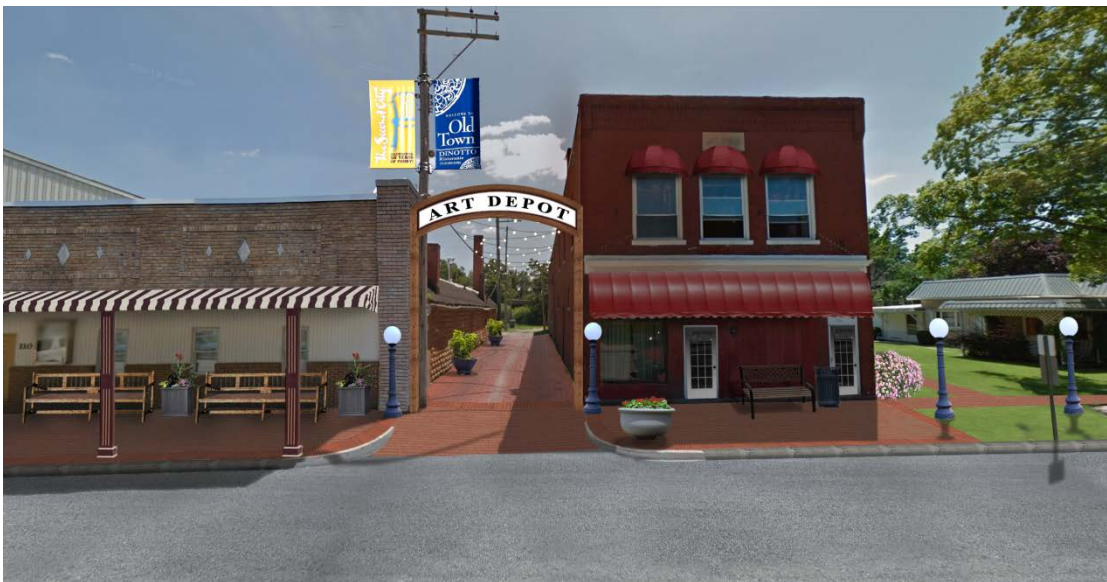


EXHIBIT 7 - Sample Street View

2. Parks and Trails

There are two established parks that provide recreational opportunities within the Town limits; Cook Station and Eagle Park. Cook Station contains a ball field, disc golf, concession stand, restrooms, and a walking path. Due to its location on the far north side of Town, access, especially pedestrian traffic, could be improved. Parking is also an issue along with the entrance signage since it is not directly adjacent to the roadway. In order to enhance its usability, the following is needed:

- Walkway or multi-use trail to encourage pedestrian traffic
- Additional seating and lighting to allow night games and activities
- Lighted basketball courts or skate park for pre-teens and teens
- Paved parking
- Additional picnic tables and mini-shelters
- Area for concerts or festivals such as a promenade or amphitheatre
- Better signage and an attractive gateway at the entrance



EXHIBIT 8 – Cook Station Park Entry Enhancements

Eagle Park is adjacent to the Town Hall on the west. The park has a small footprint but contains a playground, basketball court, picnic tables, and a shelter. It's proximity to the new Town Hall and suggested Mainstreet corridor make it an ideal location for community gatherings and small events. Installing a gazebo and additional park benches would accommodate this.

A potential Pedestrian/Bike Path is shown on **Exhibit 9**. The path would allow residents to easily access both parks, the Town Hall, the school, and the Mainstreet business district. Providing a link between the residential area and recreational areas will strengthen the sense of community. Pedestrian walkways and trails throughout Town will extend recreational opportunities to all residents. These types of improvements are an inexpensive means to enhance the overall quality of life for Town residents.



EXHIBIT 9 – Potential Pedestrian/Bike Path

3. *Roadways*

Although a County and State Road are routed through Town, the Town is responsible for repair and construction of all roadways within the corporate limits. Paving is contracted out as needed. Although the most recent road inventory did not indicate that a many streets were in need of repair, roads and sidewalks were noted as problems in the community survey responses.

The Town receives approximately \$13,000 annually from the County Excise Tax Vehicle Fund. The Town uses these available funds to make as many roadway improvements as possible. However, it is acknowledged that there is never enough to do everything that is needed.

As part of the ADA Transition Plan and Community Crossing Grant programs, the sidewalks and roadways were inventoried. The ADA report noted that all 45 intersections in Town were evaluated. Of the 45, seventeen (17) have sidewalks but only nine (9) have sidewalks that extend to the intersection with an ADA ramp.



EXHIBIT 10 – Typical Sidewalk

Sidewalks vary considerably throughout Town. Most existing sidewalks are of poor quality and will need to be replaced at some time.

In order to meet ADA requirements, the areas with sidewalks will need ramps installed that meet current regulations regarding slope and detectable warnings. These improvements could be coordinated with the installation of walkways and trails linking Town amenities and points of interest.

The road asset inventory from 2018 rated most streets as fair to good. Only a few roadway sections had a “very good” indicator. Several had ratings in the lower part of “fair”. Unfortunately there are very few funding mechanisms available to finance road projects. At the present time, only the Community Crossings Matching Grant (CCMG) program is available to subsidize projects. The CCMG program was used in 2016 to resurface roads throughout Town. The Town has not been awarded funds since then. An application for 2021 funds has been submitted and is primarily for work along Washington Street.

The annual road maintenance budget allows minor repairs and resurfacing to continue. It is projected that 40% of the roads have been repaired since the program began. The current approach is to pursue funds through the CCMG program to upgrade as many roads as possible to a “good” rating. The Town does not have the financial ability to complete the number of roads that need to be resurfaced in a timely manner without State assistance. Annual applications need to be submitted in order to continue to make progress with improving the roads.

4. Gateways

Gateways can be defined as key areas along an access route into a community which become the identifier for the entrance. These areas are typically significant places located along highly traveled routes and are adorned with special treatments such as welcome signs, landscaping and other effects that set the area apart.

Gateways represent the locations where people enter or leave the Town. There are several gateways into Millersburg which are located along SR 13 at the north and south Town boundaries, along Lincoln Street (CR 42) on the east, and at the intersection of Cook and Railroad Streets on the west. These areas are important to the Town due to their location on high traffic streets and for their overall placement in relation to potential destinations.



EXHIBIT 11 – Gateway Signage along SR 13

At the present time, only the north and south gateways along SR 13 have dedicated signage. The entrance on the east has nothing and the entrance on the west has little more than a street sign. Each of the entryways should have attractive individual identifiers welcoming and inviting visitors to Town.

Ideally, the west gateway should be considered the main gateway, especially if a Mainstreet plan is implemented. It is located near the new Town Hall and the area in which the majority of visitors must pass to conduct business. It is recommended that the Town extend the gateway theme to the west and east entrances including signage and landscaping.

5. Storm Water Improvements

Several areas of Town experience flooding during severe set weather. The Town does not contain a formal storm water system. The existing system consists of randomly placed inlets, drain tiles, storm lines and regulated drainageways. In most cases the conveyances are not sized to properly handle the amount of storm water. As result during rain events streets, yards and sometimes basements flood. Drainage improvements need to coincide with street improvements in order to be financially practical.

Almost all flow is routed to the Livengood Legal Drain which is maintained by the County. In the past, the drain was increased in a joint venture with the Town, County and Carriage Corporation. The Indiana Department of Transportation then completed a project along SR 13 which increased the volume of storm water being discharged to the drain. Consequently, the downstream facilities can no longer accept the amount of storm water that is presently received. Reportedly, some of the pipe segments have collapsed.

It is recommended that the Legal Drain be increased and repaired and a new storm water system be installed in the Town. The Town does not currently have a mechanism in place to fund storm and flood control activities. There are also few Federal or State programs available to finance storm water improvements. Primary funding sources for municipalities typically take the form of a tax levied against property owners, a user fee, or an assessment against those who directly benefit from the improvement.

C. Short and Long Range Capital Improvements Program

A Capital Improvements Plan (CIP) is a long-range plan that identifies major capital projects and purchases. A CIP typically includes a planning schedule and potential options for financing the proposed work. The Town does not presently have a specific capital improvements program that could be used to align all desired and needed improvements for the parks, roadways, drainage, municipal services, and utilities. A CIP allows for a systematic evaluation and prioritization of all potential projects at the same time.

A short and long range capital improvements program will allow policies established in the comprehensive plan to be carried out and will ensure the efficient and economic use of public funds. Generally, CIP projects have a higher life expectancy. Typically, a CIP includes:

- A listing of the capital projects.
- A prioritization of projects based on need or desire.
- A plan for financing.
- An estimated timetable for the completion of the project.
- Justification for the project.

Prior to developing a CIP, the community needs to decide and agree on the projects to be included. After identifying the projects, the community will need to determine the future demands and impacts of the proposed projects. This will entail developing an inventory of existing facilities, infrastructure and equipment. In addition, the community will need to develop basic policies, procedures, and standards for implementing the plan.

Since the CIP includes financing requirements and issues, the community will need to solicit assistance from a financial advisor and/or bond counsel. A review of the community's current finances is critical in order to determine what debt could be incurred.

Projects identified in the CIP are financed in the same manner as any other capital purchase. Revenue sources include general obligation bonds, revenue bonds, special assessments, loan agreements, tax revenues, grants, donations, and any other municipal funding source that is either existing or can be legally established.

Adopting a CIP does not relieve the community from the obligation of following the public bidding process for public improvements. The first step would be for the council or steering committee to decide on the projects. Cost proposed estimates and funding sources could then be prepared and determined. The Town may wish to work with a consultant to help coordinate the plan and pursue funding opportunities.

There is a variety of technical and financial assistance programs to assist in implementing the projects and recommendations contained in this plan. These programs can be used to address many of the issues that were identified as needed in the Town such as economic development, recreational facilities, preservation and rehabilitation, and storm water improvements.

While some specific endeavors have been detailed, the overall needs of the community depend upon broad-based policies and ideas that can be presented in the form of goals and objectives. These policies should provide the foundation for future decision-making.

Many issues can be managed through local zoning and land use ordinances and the subsequent enforcement of the adopted regulations. Other issues can be addressed through capital improvement projects, efforts of local organizations or groups, and outreach to other communities, organizations, and state entities.

D. Funding and other financial Assistance Programs

There are a number of funding options that could be pursued to assist in implementing projects. A more formal financial assessment should be conducted to assess the full impact of the available funding avenues after needed and desired improvements are approved and the scope defined.

In 2013, an income study was conducted which showed that over 55% of the Town's residents were considered to have low to moderate income levels. This would allow more favorable funding options in the way of grants, low interest loans, and other assistance programs. However, another survey was conducted several years ago which failed to prove the Town's eligibility for grants due to income level.

Another survey would be necessary if grant assistance is desired in the future. Possible funding avenues and programs are discussed in the following sections.

1. State Revolving Fund

The State Revolving Fund (SRF) is a below market rate loan program, administered by the Indiana Finance Authority (IFA) to fund public wastewater and waterworks projects. Storm water projects are sometimes considered for financing. A combination of state and federal funds (20/80) leverages the issuance of bonds by the State, which in turn are loaned to eligible communities with terms extending up to 20 years. SRF funds can be used to supplement a grant or finance the entire project.

Eligible Projects	Water, Wastewater, Storm
Application Deadline	None ^[1]
Loan Amount	Not Limited
Loan Terms	20 years @ 2%-3% interest rate
Local Match	None
Website	www.in.gov/ifa/srf

Other Requirements:

- Approved Loan Application
- Preliminary Engineering Report
- Environmental Assessment
- Construction Plans and Specifications
- Asset Management Plan
- Davis Bacon Wage Rates

^[1] Amount of funds available for loans is determined by the State annually.

2. USDA Rural Development Grant/Loan Program

Rural Development (RD) administers a water, waste and community facility grant/loan program to construct, enlarge, extend or otherwise improve facilities providing essential services to financially needy rural areas and towns with a population of 10,000 or less. Funds are available to public entities, municipalities, counties, special-purpose districts, Indiana tribes, and certain locally affiliated not for profit corporations. Applicants must be unable to finance the proposed project from their own resources or through commercial credit at reasonable rates and terms. Grants can be made in conjunction with a loan.

Eligible Projects	Water, Wastewater,
Application Deadline	None ^[1]
Loan Amount	Loan Amounts are not limited
Grant Amount	Based on Project cost and eligibility ^[2]
Loan Terms	Up to 38 years @ 4.5% interest rate
Local Match	None
Website	www.rd.usda.gov

Other Requirements:

- Approved Loan Application
- Preliminary Engineering Report
- Environmental Assessment
- Construction Plans and Specifications
- Davis Bacon Wage Rates

^[1] Amount of funds available for loans is determined by the State annually.

^[2] Grants can be awarded along with a loan up to 30% of eligible project costs.

3. Indiana Office of Community and Rural Affairs

The Indiana Office of Community and Rural Affairs (OCRA) administers the Community Development Block Grant (CDBG) program which is designed to encourage communities with significant low and moderate income populations to focus on long-term community development. The lead applicant must be a non-entitlement city, county or town that possesses the legal capacity to carry out the proposed program.

Eligible Projects	Infrastructure (Storm, Water, Wastewater), Downtown and Street Revitalization ^[3] , Public Facilities, Site Redevelopment & Development
Application Deadline	Pre-application February Full Application May ^[2]
Grant Amount	\$700,000 maximum
Local Match	10% of project budget ^[1]
Website	www.in.gov/ocra

The projects must demonstrate:

- The area to be served has a substantial low to moderate income level (51% or more) or is designated a slum or blighted area;
- The project addresses the long-term planning and development efforts of the community;
- The funds will have a significant impact on the overall project;
- The community has demonstrated a strong commitment to the project; and
- The project is ready to proceed upon grant award and will be completed within 18 months after award.

^[1] Grant can be used with loan from another source which will serve as local match.

^[2] At the present time grants are awarded annually.

^[3] Local match is 10% of project costs and maximum award is \$700,000.

4. Elkhart County Community Foundation

The Elkhart County Community Foundation’s mission is to improve the quality of life in Elkhart County by inspiring generosity. The organization “*strives to support nonprofits and various endeavors that improve the health of our community, businesses, and our people – impacting success*”. Community Investment Grants are awarded to target areas of interest that are considered community enhancing such as kids and family, career pathways, and place-making. The goal is to inspire, attract, engage, and connect people to enrich their experience.

Eligible Projects	Vibrant downtowns, trails and parks, Art and cultural events, public art
Application Deadline	Year-round
Grant Amount	Project Dependent
Terms	Funding notification within 2 weeks to 6 months of application
Local Match	None
Website	www.inspiringgood.org

Other Requirements:

- Approved Application
- Projected financial expenditures
- Must serve Elkhart County
- Must be charitable organization; A public entity, school, municipality, library, and Chamber of Commerce may also apply
- Application must be authorized by highest ranking official

Note: The Town was recently awarded a grant to upgrade an alley

5. *Indiana Housing and Community Development Authority*

The Indiana Housing and Community Development Authority (IHCDA) works to partner with developers, lenders, investors, and nonprofit organizations that use state financing to serve low-and moderate-income Hoosiers. Government and private funds are leveraged to invest in financially sound, well-designed projects that will benefit eligible communities. Activities financed are intended to assist families become more stable, establish roots, and improve their economic condition. The goal is to help communities grow and prosper. This broadens the tax base, creates new jobs, and maximizes local resources.

IHCDA’s mission is to help communities build upon existing assets to create places with ready access to opportunities, goods, and services. Programs serve to promote, finance, and support a broad range of housing solutions, from temporary shelters to homeownership.

One of the programs that could specifically assist the residents in town is the CDBG Owner-Occupied Repair (OOR) Program. Through IHCDA’s CDBG OOR Funding, eligible entities could apply for grants to complete needed repairs to residential properties. Up to \$25,000 of available funding may be used to address conditions that are needed to preserve the integrity of the home so they don’t become a detriment to the quality of life for the residents.

Eligible Projects	Heating, Electrical, Plumbing, Roof, Structural rehabilitation.
Application Deadline	February, August ^[1]
Grant Amount	\$350,000; Maximum \$25,000 per unit
Local Match	10% of the CDBG Funds

Terms Subsidies must be secured throughout the affordability period by recorded liens and restrictive contracts

Website www.in.gov/myihcda/2429.htm

Other Requirements:

- Home must be Owner-Occupied.
- Owner must be low-income.
- Home must be primary residence
- Applications are scored and must meet minimum points.
- Must have Homeowner's Insurance

^[1] There are usually two (2) rounds of grant awards annually. The dates for application deadlines are determined by IHEDA.

6. Indiana Department of Natural Resources

The Indiana Department of Natural Resources (IDNR) through the Division of Outdoor Recreation (DOR) administers a matching assistance grant program called the Indiana Trails Program (ITP) Grant. The program provides funding for the acquisition or development of multi-use recreational trail projects. Projects for motorized and non-motorized uses are eligible for assistance.

The program is sponsored by the Department of Transportation (INDOT). Revenue for the program is obtained from funds received by the Federal Highway Trust Fund from the federal motor fuel excise tax paid by users of off-road recreational vehicles (snowmobiles, motorcycles, all-terrain vehicles, and light trucks).

The recipient must pay for the project and then be reimbursed up to a maximum of 80% of the expenses incurred in accordance with the terms of the agreements. Work that occurs prior to project approval will not be considered for reimbursement.

The local share may come from tax sources, bond issues, Community Development Funds, Farmers Home Administration Loans, or force account contributions. The donated value of land, cash, labor, equipment and materials may also be used as the local match. Government and agencies incorporated as not-for-profits are eligible to apply.

Eligible Projects	Construction of multi-use trails, Acquisition of easement or property for trails, Development of trailheads and other support facilities such as parking, benches, signs, fountains, Construction of bridges, boardwalks and crossings.
Application Deadline	March of each year ^[1]
Grant Amount	\$25,000 up to \$250,000
Local Match	20%
Website	www.in.gov/dnr/outdoor/10475.htm

Other Requirements:

- Trails must have public access without discrimination on the basis of race, color, national origin, age or disability.
- Should be designed for all accommodations.

^[1] The IDNR DOR establishes the deadlines for funding each year.

7. Community Crossing Matching Grant (CCMG)

The Community Crossing Matching Grant (CCMG) program was established in 2016 and provides municipalities across Indiana funds for improvements to roads and bridges. The program is a partnership between INDOT and the communities in order to invest in infrastructure projects that create jobs and strengthen local transportation networks. Funding is eligible to all Indiana Towns, Cities, and Counties.

Eligible Projects	Road and Bridge preservation and Associated drainage where applicable
Application Deadline	Established annually
Local Match	75%/25% for population <10,000
Website	www.in.gov/indot

Other Requirements:

- Approved Asset Management Plan
- Approved ADA Transition Plan
- ADA ramp work is required for certain projects
- Application includes project estimate & financial commitment
- Limited funds are available [1]
- Local match is required
- Eligible for construction only
- Grants are project specific

^[1] Amount of funds available is determined by the State annually.

E. Vision, Leadership, Community Involvement

The success of a plan is dependent upon the interaction of vision, leadership, and community involvement. The goals and objectives of these three areas often overlap. In order for the Town to move forward on the goals and objectives support from the community is needed. The support from the community is difficult to obtain without providing a vision and leadership to communicate the goals and objectives and obtain community support.

1. Vision

There is a need to re-establish the vision for the future of Millersburg. Regardless of age, people will become more involved when a definite direction is outlined for the community in which they live. The Comprehensive Plan (CP) is an important step forward in pursuing a community vision and should be utilized as a “map” for the future of the area. The adoption and use of this plan will provide a path and allow consistency in decision-making.

Vision is achieved through leadership efforts and community involvement. Vision provides the opportunity for a community to set plans in motion for the future condition of their community. Initially, the future vision of the community can be achieved through the following priority actions:

- Educate the public on the needs and goals as stated in the Plan
- Establish land use policies
- Adopt a zoning ordinance
- Create building and development standards
- Pursue revitalization efforts for homes and businesses
- Re-establish and pursue revitalization efforts for the central business area or Town center

- Pursue rehabilitation and revitalization of historic sites/structures
- Pursue funding for public works projects such as storm water
- Enhance the community's gateways
- Enhance the Town parks

2. Leadership

Leadership is critical to the community's ability to achieve the goals and objectives contained in the Comprehensive Plan. Leadership is needed to promote the vision and gather support from the community. Effective leadership provides the direction that will move the plan forward and ultimately is the force that assures that recommendations will be implemented. Leadership comes from many sources and takes many forms. It could be provided by individuals or by groups of individuals.

Initially, leadership can be achieved through the following priority actions as directed by the Town Council:

- The Town Council and steering committee should identify and narrow the highest priority needs
- Realistically prioritize the highest priority needs. It must be realized that not all goals could be implemented at one time due to time and money constraints.
- Categorize types of needs by areas such as streets, public works, parks, economic development and housing.
- Assign specific areas of need to each Council member. This will assure that tasks and activities are not duplicated and will provide a central figure in which to direct issues.

- Identify individuals or interested local groups that could be targeted to solicit assistance as needed for certain tasks. Assistance could take the form of time, expertise, knowledge, manpower, influence etc.
- Solicit assistance as needed from local businesses depending on their desired level of involvement. Businesses could serve to promote the goals of the Plan and could provide support through the donation of time or other resources.
- Annually propose strategies to pursue under the next year's budget.
- Find ways to involve youth in community events and improvement projects. This could be accomplished through educational opportunities, special youth programs, and other projects with youth or school-based organizations and clubs.

3. Community Involvement

The Millersburg community has a close-knit, family-focused atmosphere with many dedicated community leaders. However, the residents have expressed concern about losing the younger population while still keeping its small Town appeal. Like other small, rural communities with aging populations, the Town has lost a fair amount of its youthful population.

Because the overall population of the community is limited, it is very important to encourage and provide opportunities for the younger generations who have remained in Millersburg to become active in community planning, both in governmental, religious, and social settings. This will assure that Millersburg remains a place where people want to stay and raise their families.

The goals and vision for the Town cannot be achieved without community support and involvement. The following are Initial steps that could be taken by the Town Council or the steering committee to involve the community:

- Actively pursue community education and involvement through public meetings.
- Solicit assistance from interested citizens and local organizations to promote the desired goals.
- Request that citizens and local organizations annually or semi-annually review the Plan for needed updates, expansion of existing goals, and additional areas to pursue.
- Keep abreast of changes in conditions, funding availability, and focus areas, as these can significantly impact the relevance and effectiveness of the plan.
- Invite local businesses to review the plan and solicit their input regarding plan of actions and future changes.
- Continually keep the community aware of the desired goals and the progress being made. This could be achieved through the Town website, Facebook page, scheduled meetings, or newsletters.
- Continually solicit comments, assistance, and recommendations from Town residents and businesses. Assistance could take the form of time, expertise, knowledge, manpower, influence etc.
- Ask for suggestions from the community when there appears to be a lack of progress to determine ways to get back on track.
- Encourage local organizations to sponsor and promote events and solicit community participation.
- Encourage citizens, particularly retired, to donate time and volunteer to assist with newsletters, events and communications.

V. CONCLUSIONS AND SUMMARY

The Millersburg Comprehensive Plan was initiated by the Town Council to identify and narrow future improvements. The plan should be updated periodically to assure it is still relevant and effective for the community. The document should be used to assist the community in local decision-making and future endeavors while involving all affected organizations.

The Plan is an advisory document. The Town officials should refer to it for guidance in making land use, development, growth, infrastructure, utility, and other related decisions. The Plan could also serve as a preliminary guide for future growth and development. The following are recommendations derived from the process:

- Pursue funding for needed capital improvements.
- Increase community pride and the number of people involved in community activities and leadership.
- Improve community services and infrastructure to support existing users and new growth.
- Encourage economic investment within the community.
- Encourage quality development, redevelopment, and revitalization.
- Promote the efficient use of land.
- Improve parks and open space.
- Protect the small town rural character.
- Balance and improve housing.

If one overall goal exists for this document, it is to help the community recognize that public interest is served by both a community's personal and economic actions. The Town needs to make investments in the community that will maintain the local character, history, and traditions.

In the future, the Town Council should make findings as to whether or not a submitted request is in compliance with the Comprehensive Plan. Creating development regulations and procedures should be made a priority.

In order for the Comprehensive Plan to be effective and remain useful for the community over time, it is important that it be reviewed and evaluated periodically. It is recommended that an annual review be made towards the end of each year in order to assure it is consistently scheduled. The review should highlight emerging issues and changing conditions that could be incorporated into either the plan or land use ordinance.

It is also recommended that the entire Comprehensive Plan be evaluated for possible revision every five years. The five year evaluation should engage the services of a qualified consultant to update the Community Profile and other relevant Plan information which may have become outdated. At least one public meeting should be held to re-visit the strengths and weaknesses of the community. This will assure that the Plan continues to represent the overall needs and desires of the Town's residents.

Appendix A

Survey and Results



Dear Residents and Owners,

Please assist us with the:

**The Town of Millersburg, Indiana
Comprehensive Plan Survey**

You are invited to be part of this process as your participation will help define the future of the Town of Millersburg

The Town of Millersburg, Indiana is preparing a Comprehensive Plan that will identify goals, objectives, and policies for the immediate and long-range protection, enhancement, growth, and development of our Town. The Comprehensive Plan will provide guidance to Millersburg Town leaders to help ensure that the community needs will be met.

Use the survey to voice your opinion on important community issues. All residents and property owners are encouraged to complete and return a survey. Though individual responses will be kept confidential, the information gathered will be presented at an upcoming public meeting.

Completed surveys may be dropped off, mailed, faxed, or emailed to the Millersburg Town Hall or to the Town's Consultant, Triad Associates, Inc. A self-addressed stamped envelope has been provided for your convenience.

Town of Millersburg
201 W. Washington Street
Millersburg, In 46543
Phone: (574) 642-3976
Website: Millersburgin.com
Email: mtaylor@millersburg.org

Triad Associates, Inc.
5835 Lawton Loop East Drive
Indianapolis, IN 46219
Phone (317) 377-5230 Fax (317) 377-5230
Website: www.triadassoc.net
Email: triad@triadassoc.net

Sincerely,

Millersburg Town Council

The TOWN of MILLERSBURG, INDIANA
Comprehensive Plan Survey Questions

1. Check the statement that most accurately describes your household and/or business:

- Full-time residential property owner (reside in the community more than 6 months/year)
- Part-time residential property owner
- Commercial property owner
- Vacant land owner
- Renter (Residential)
- Lease (Business)

2. I have lived in the Town of Millersburg for:

- 0-5 years
- 6-10 years
- 11-20 years
- 21-30 years
- 31-40 years
- 40+ years
- I do not live in Millersburg

3. How many people are in your household?

- | | 1 | 2 | 3 | 4 | 5 | 6 or more | N/A |
|------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| Ages 18 and over | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Ages under 18 | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

4. If you are employed, how far do you commute to work?

- Work from home
- 1-10 miles
- 11-30 miles
- 30+miles

5. Are you retired? Yes No If no, do you plan to retire in the Millersburg?
 Yes No

6. How old are you?

- 18-24 yrs
- 25-34 yrs
- 35-44 yrs
- 45-54 yrs
- 55-64 yrs
- 65-74 yrs
- 75-84 yrs
- 85+yrs

7. Why do you live in Millersburg? (Please choose at least one and all that apply.)

- Affordable housing
- Family Tradition
- Rural Atmosphere
- Seclusion
- Other _____
- Close to work
- Potential Growth
- Grew up in Town
- Schools
- Density/Lot size
- Recreational Opportunities
- Family members grew up in Town

8. Please rank the following from 1 to 6 (1 being the most important and 6 being the least important).

- _____ Responsible use of natural resources: Waterways, woods, land, underground minerals.
- _____ Open space requirements (Parks and Green Areas).
- _____ Growth and economic development planning.
- _____ Preservation of natural, historic, and rural lifestyle: Limit or restrict future development.
- _____ Density/Lot size requirements: Regulate allowable lot sizes or the number of dwellings per lot.
- _____ Utilities: Installation or upgrade of water, sewer, cable, internet services, etc.

**The TOWN of MILLERSBURG, INDIANA
Comprehensive Plan Survey Questions**

10. What type of housing do you think is needed in Town? (Check all that apply.)

- Single-family homes Condominiums
 Senior Living Apartments
 No changes needed Mix of single-family, condominiums and apartments

11. Please rate the following public services provided by the Town:

	Excellent	Good	Fair	Poor	Are you willing to pay higher taxes for these services? (circle one)	
Police Protection					Y	N
Fire Protection					Y	N
Rescue Services					Y	N
Health & Social Services					Y	N
Recreation					Y	N
Schools					Y	N
Local Government					Y	N
Trash Collection/Disposal					Y	N
Snow Removal					Y	N
Enforcement of Codes					Y	N

12. What type of employment opportunities would you like to see created in or around the Town? (Check all that apply.)

- Commercial/Retail/Wholesale Construction
 Manufacturing, Processing, Distributing Technical
 Farm related/Agri-business None
 Other (please specify) _____

13. Where should new businesses be located in Town? Indicate street(s) or area(s).

14. Are any of the following problems in the Town of Millersburg?

- Availability of Senior Citizen housing ___ yes ___ no ___ don't know
 Vacant houses ___ yes ___ no ___ don't know
 Housing in disrepair ___ yes ___ no ___ don't know
 Absentee homeowners ___ yes ___ no ___ don't know
 High housing costs ___ yes ___ no ___ don't know

15. Is the Town of Millersburg's natural environment highly important to you?

- Yes No No opinion

If yes, what aspects are most important? (Check all that apply.)

- Scenic views Wildlife Open spaces Outdoor recreation
 Natural resources (water, streams, wetlands, forests)

- Other _____

The TOWN of MILLERSBURG, INDIANA
Comprehensive Plan Survey Questions

16. What outdoor recreational activities are important to you?

- Biking Hiking Running Skiing/snowshoeing
 Boating Hunting Fishing Snowmobiling

Other _____

How can the Town support or promote these activities?

17. What do you like most about living in the Town of Millersburg?

18. What do you see as the greatest problem in the Town, now or in the future?

19. What would you like to change about the Town?

20. Additional comments:

21. I would like someone to contact me about participating further in the planning and carrying out of the Town's Comprehensive Plan: Yes No

Optional Name/Address/Phone/Email:

Completed surveys may be dropped off, mailed, faxed, or emailed to the Millersburg Town Hall or to the Town's Consultant, Triad Associates, Inc.

Town of Millersburg
201 W. Washington Street
Millersburg, Indiana 46543
Phone: (574) 642-3976
Website: Millersburgin.com
Email: mtaylor@millersburg.org

Triad Associates, Inc.
5835 Lawton Loop East Drive
Indianapolis, IN 46219
Phone (317) 377-5230 Fax (317) 377-5230
Website: www.triadassoc.net
Email: triad@triadassoc.net

Thank you for participating in the update of the TOWN OF MILLERSBURG'S Comprehensive Plan.
Sincerely,

Millersburg Town Council

**The TOWN of MILLERSBURG, INDIANA
Comprehensive Plan Survey Questions**

9. Please rate the importance of the following needs using this scale:

1	2	3	4	5
Strongly Disagree	Slightly Disagree	Neither agree nor disagree	Slightly Agree	Strongly Agree

A. Infrastructure Projects:	1-5
Paved Roads	
Emergency Services	
Library	
Youth Center	
Water Upgrade	
Cable & Internet Services	
Street Illumination	
Natural Gas	
Post Office	
Community Center	
Sanitary Sewers	
Cemetery	
Drainage (Storm System)	

B. Needed Aesthetics:	1-5
Undisturbed Vegetation/Woods	
Waterway Management	
Ball Fields	
Bike Paths/Walkways	
Town Center	
Wetland management	
Parks/Playgrounds	
Street Lights	

C. Local Services Needed:	1-5
Medical Clinics (general)	
Hospital (outpatient services)	
Urgent Care Facility	
Grocery Store	
Apparel/Housewares Store	
Warehouse Store (Costco, Sam's Club, etc.)	
Fast Food Restaurant	
Laundromat	
Airport (local)	
Senior Center	
Child Care	
Gas Station	
Convenience Store	
Hardware Store	
Outlet Store (specialty)	
Restaurant	
Public Transportation	

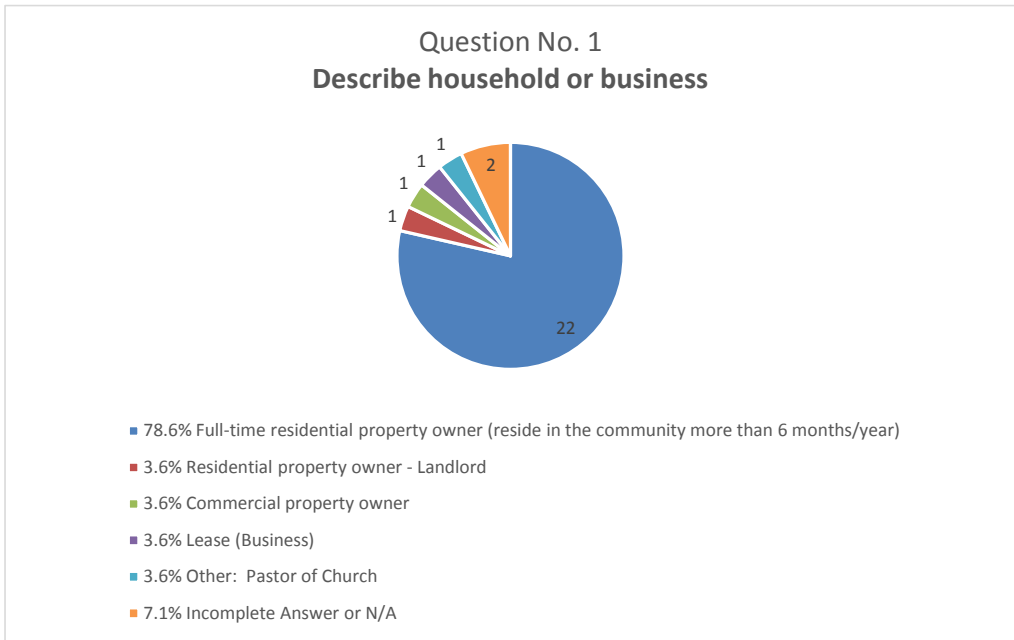
D. Future Land Use Needs:	1-5
Limit lot size to more than 1 acre	
Multi-family housing (less than 10 units)	
Limit the height of residential structures	
Limit the height of commercial structures	
Manage traffic flow	
Town center (government, businesses)	
Residential districts	
Limit of one dwelling per lot	
Multi-family housing units (less than 5 units)	
Limit residential square footage to no greater than 50% of lot size	
Limit noise and vibrations	
Greenspace/landscaping	
Rural residential	
Commercial districts	

E. The Town should focus on:	1-5
Maintaining a rural residential atmosphere	
Development of a Town Center	
Attracting local businesses	
Increasing public services	
Developing youth centers	
Expanding the water system	
Development of neighborhood districts	
Improving infrastructure (roads, utilities, parks)	
Increasing employment opportunities	
Increasing recreational access	
Developing a Community Center	
Installing a sewer system	
"Green" energy (wind, solar, etc.)	
Other (write in):	

MILLERSBURG, INDIANA
 COMPREHENSIVE PLAN SURVEY RESULTS

28 SURVEYS

1. Check the statement that most accurately describes your household and/or business:			
QTY	PERCENT	QUESTIONS	QTY
22	78.6%	Full-time residential property owner (reside in the community more than 6 months/year)	22
1	3.6%	Residential property owner - Landlord	1
1	3.6%	Commercial property owner	1
1	3.6%	Lease (Business)	1
1	3.6%	Other: Pastor of Church	1
2	7.1%	Incomplete Answer or N/A	2
28	100%		28

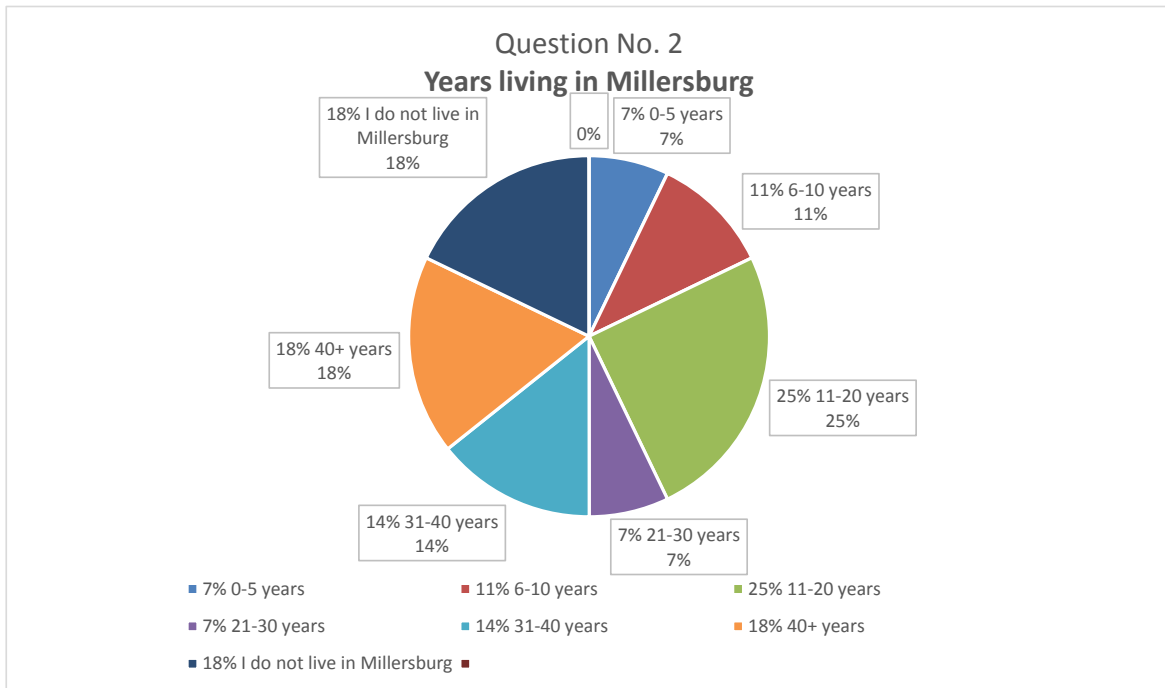


MILLERSBURG, INDIANA
 COMPREHENSIVE PLAN SURVEY RESULTS

PERCENT QTY QUESTIONS 28 SURVEYS

2. I have lived in the Town of Millersburg for:

7.1%	2	0-5 years
10.7%	3	6-10 years
25.0%	7	11-20 years
7.1%	2	21-30 years
14.3%	4	31-40 years
17.9%	5	40+ years
17.9%	5	I do not live in Millersburg
0.0%	0	Incomplete Answer
100%	28	



MILLERSBURG, INDIANA
 COMPREHENSIVE PLAN SURVEY RESULTS

QUESTION 3 28 SURVEYS

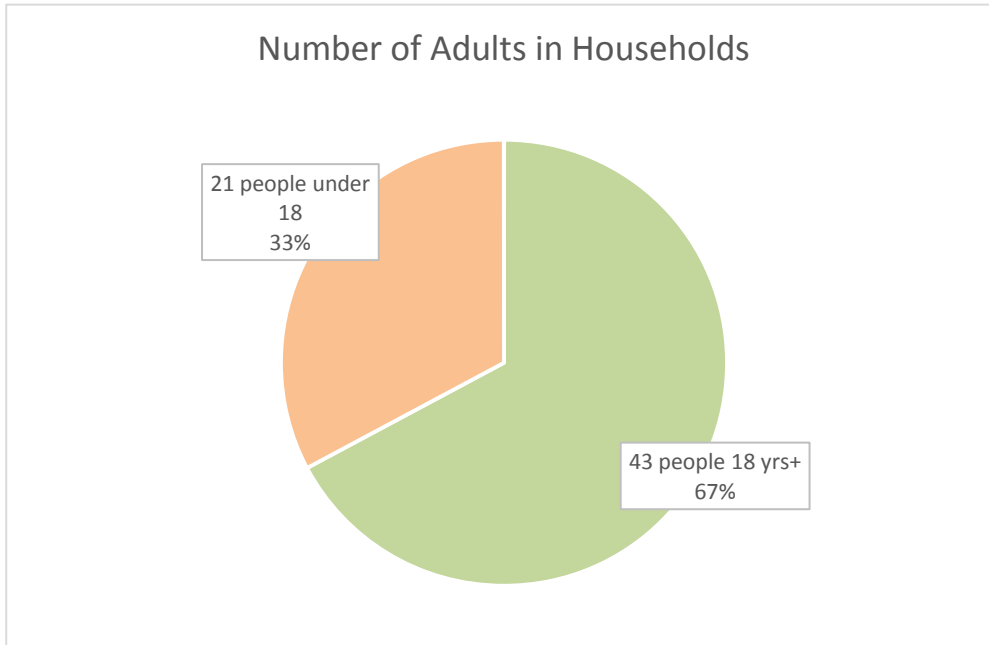
3. How many people are in your household?

Ages 18 and over			QTY	PERCENT
6%	1	1	1	2%
38%	6	2	12	28%
44%	7	3	21	49%
6%	1	4	4	9%
6%	1	5	5	12%
0%	0	6	0	0%
100%	16		43	100%

3. How many people are in your household?

Under 18 yrs			QTY	PERCENT
27%	3	1	3	14%
36%	4	2	8	38%
0%	0	3	0	0%
0%	0	4	0	0%
18%	2	5	10	48%
18%	2	0	0	0%
100%	11		21	100%

43	67%	43 People 18 YRS +
21	33%	21 People under 18 YRS
64	100%	64 total people from surveys in household

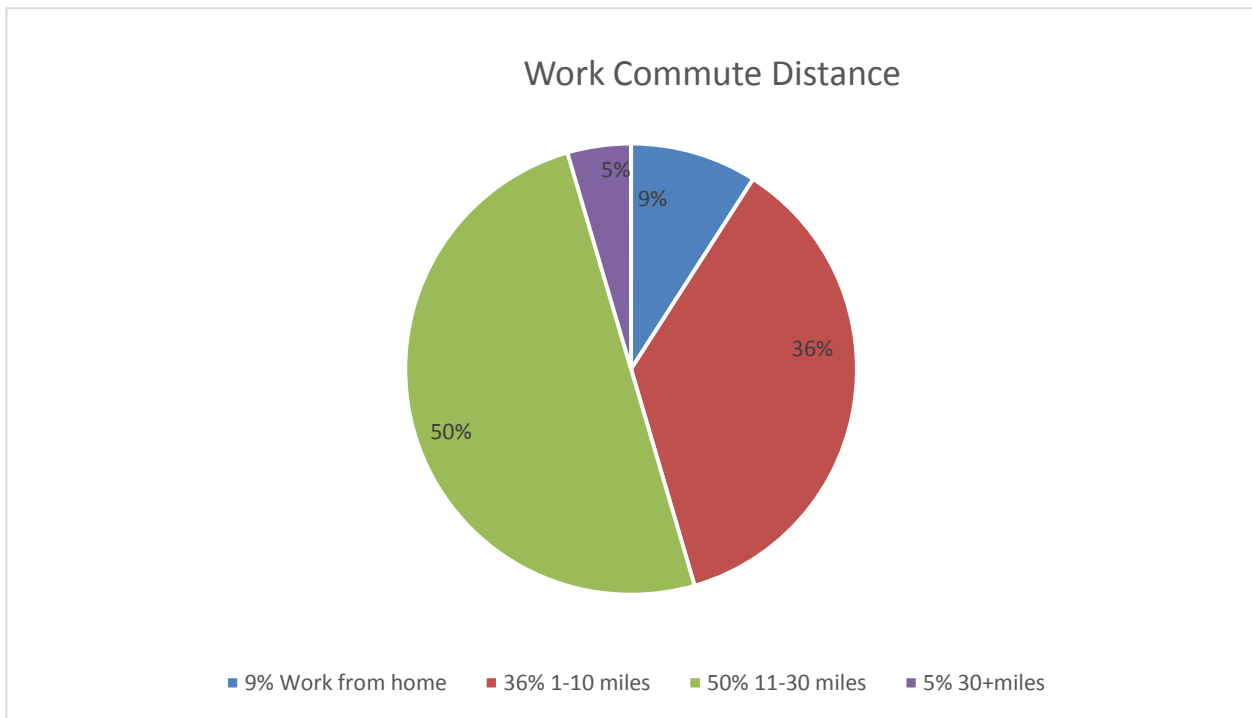


MILLERSBURG, INDIANA
COMPREHENSIVE PLAN SURVEY RESULTS

QUESTION 4

4. If you are employed, how far do you commute to work?

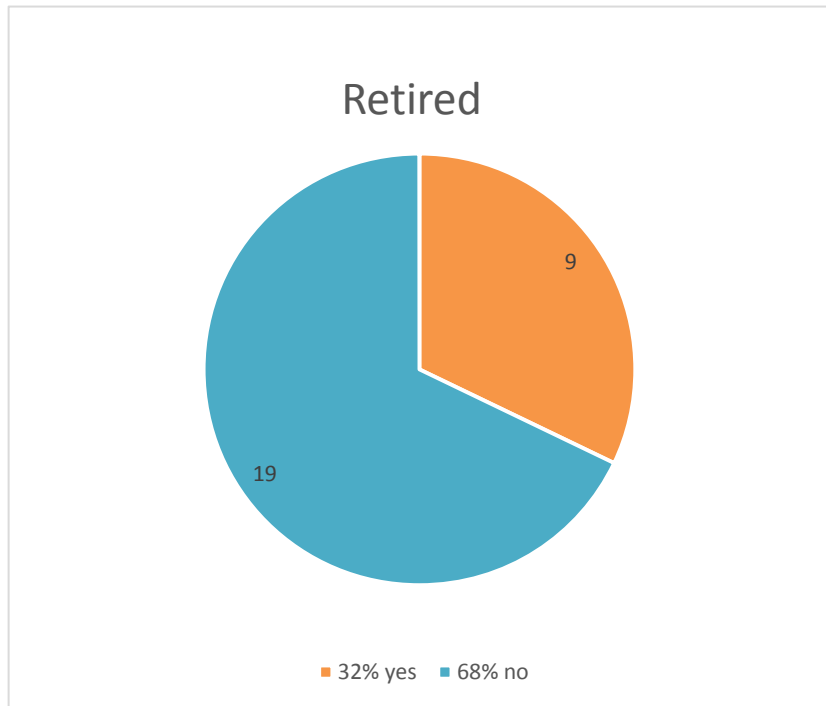
PERCENT	QUESTION	qty
9%	Work from home	2
36%	1-10 miles	8
50%	11-30 miles	11
5%	30+miles	1
100%		22



MILLERSBURG, INDIANA
 COMPREHENSIVE PLAN SURVEY RESULTS

5a. Are you retired?

PERCENT		QTY
32%	yes	9
68%	no	19
100%		28



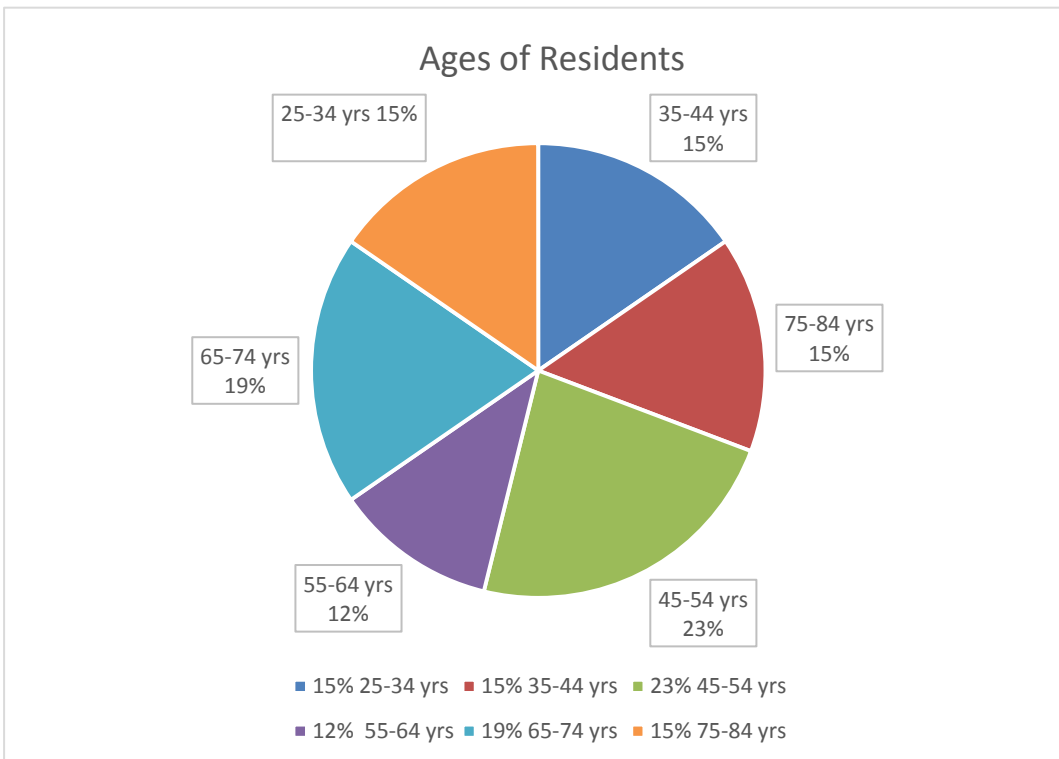
5b. If no, do you plan to retire in the Town of Millersburg?

PERCENT		QTY
70%	yes	16
30%	no	7
100%		23

MILLERSBURG, INDIANA
COMPREHENSIVE PLAN SURVEY RESULTS

6. How old are you?

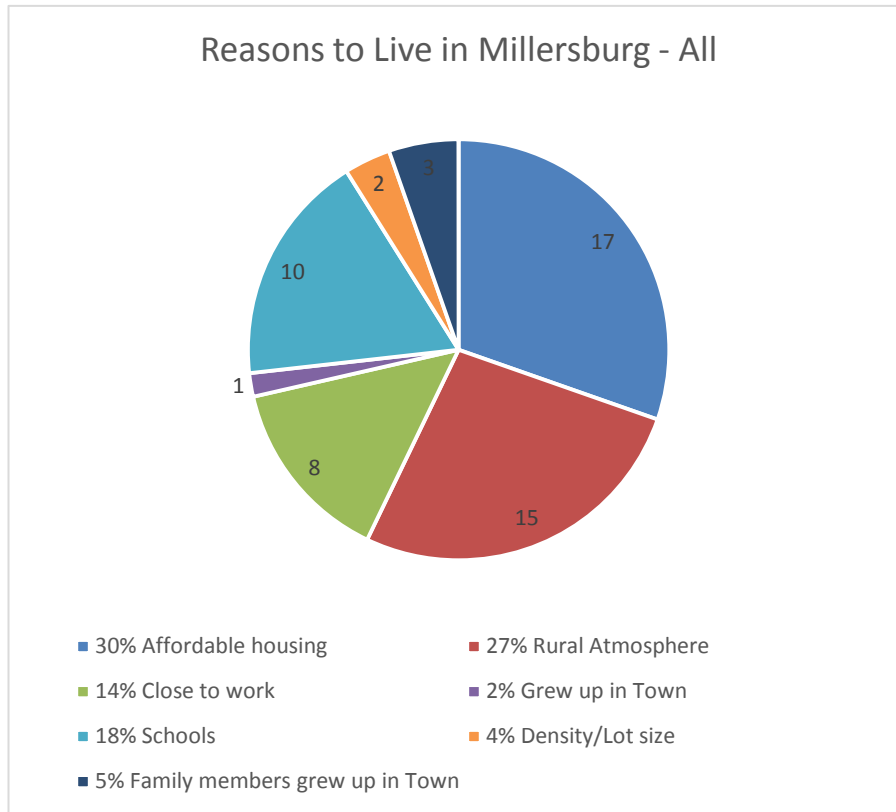
15%	25-34 yrs	4
15%	35-44 yrs	4
23%	45-54 yrs	6
12%	55-64 yrs	3
19%	65-74 yrs	5
15%	75-84 yrs	4
100%		26



MILLERSBURG, INDIANA
 COMPREHENSIVE PLAN SURVEY RESULTS

7. Why do you live in Millersburg? (Please choose at least one and all that apply.)

Percent	Reason	QTY
30%	Affordable housing	17
27%	Rural Atmosphere	15
14%	Close to work	8
2%	Grew up in Town	1
18%	Schools	10
4%	Density/Lot size	2
5%	Family members grew up in Town	3
100%		56



Not Checked	
0%	Recreational Opportunities
0%	Family Tradition
0%	Seclusion
0%	Potential Growth

8. Please rank the following from 1 (most important) to 6 (least important)

Responsible use of natural resources: Waterways, woods, land, underground minerals

22%	6	1
11%	3	2
19%	5	3
19%	5	4
15%	4	5
15%	4	6

100% 27

Open space requirements (Parks and Green Areas).

15%	4	1
15%	4	2
15%	4	3
19%	5	4
22%	6	5
15%	4	6

100% 27

Growth and economic development planning.

15%	4	1
22%	6	2
22%	6	3
15%	4	4
19%	5	5
7%	2	6

100% 27

Preservation of natural, historic, and rural lifestyle: Limit or restrict future development

15%	4	1
7%	2	2
22%	6	3
22%	6	4
7%	2	5
26%	7	6

100% 27

Density/Lot size requirements: Regulate allowable lot sizes or the number of dwellings

7%	2	1	2
11%	3	2	6
30%	8	3	24
11%	3	4	12
19%	5	5	25
22%	6	6	36

100% 27 105

Utilities: Installation or upgrade of water, sewer, cable, internet services, etc.

30%	8	1
33%	9	2
11%	3	3
0%	0	4
11%	3	5
15%	4	6

100% 27

MILLERSBURG, INDIANA
 COMPREHENSIVE PLAN SURVEY RESULTS

9. Please rate the importance of the following needs using this scale:

1 = Strongly Disagree	3 = Neither Agree/Disagree	
2 = Slightly Disagree	4 = Slightly Agree	5 = Strongly Agree
A. Infrastructure Projects:	Average	
Paved Roads	4.7	
Emergency Services	4.6	
Library	3.4	
Youth Center	3.1	
Water Upgrade	3.4	
Cable & Internet Services	3.6	
Street Illumination	3.9	
Natural Gas	3.7	
Post Office	4.0	
Community Center	3.1	
Sanitary Sewers	4.0	
Cemetery	2.8	
Drainage (Storm System)	4.1	

B. Needed Aesthetics	Average
Undisturbed Vegetation/Woods	3.4
Waterway Management	3.3
Ball Fields	3.4
Bike Paths/Walkways	4.2
Town Center	3.4
Wetland management	3.0
Parks/Playgrounds	4.1
Street Lights	4.0

C. Local Services Needed:	Average
Medical Clinics (general)	3.6
Hospital (outpatient services)	2.7
Urgent Care Facility	3.3
Grocery Store	3.7
Apparel/Housewares Store	2.8
Warehouse Store (Costco, Sam's Club, etc.)	2.4
Fast Food Restaurant	3.6
Laundromat	2.6
Airport (local)	1.9
Senior Center	2.3
Child Care	3.2
Gas Station	3.9
Convenience Store	3.9
Hardware Store	3.6
Outlet Store (specialty)	2.2
Restaurant	4.4
Public Transportation	2.4

MILLERSBURG, INDIANA
COMPREHENSIVE PLAN SURVEY RESULTS

D. Future Land Use Needs:	Average
Limit lot size to more than 1 acre	3.0
Multi-family housing (less than 10 units)	3.2
Limit the height of residential structures	2.3
Limit the height of commercial structures	2.5
Manage traffic flow	3.1
Town center (government, businesses)	3.3
Residential districts	3.4
Limit of one dwelling per lot	3.8
Multi-family housing units (less than 5 units)	2.7
Limit residential square footage to no greater than 50% of lot size	3.1
Limit noise and vibrations	4.1
Greenspace/landscaping	3.6
Rural residential	3.4
Commercial districts	3.3

E. The Town should focus on:	Average
Maintaining a rural residential atmosphere	4.0
Development of a Town Center	3.2
Attracting local businesses	4.5
Increasing public services	3.5
Developing youth centers	3.2
Expanding the water system	3.3
Development of neighborhood districts	3.2
Improving infrastructure (roads, utilities, parks)	4.5
Increasing employment opportunities	4.2
Increasing recreational access	3.5
Developing a Community Center	3.0
Installing a sewer system	3.4
"Green" energy; wind,solar,etc	3.0

OTHER WRITE-IN COMMENTS

Restaurant

Splash pad or swimming pool

More consistent & visible police patrols

Need senior housing duplexes that are in a 55+ community area.

Teenagers have nothing to do.

Teens need a safe place to have fun.

Water bill is too high.

School taxes are too high.

Too many landlords.

Need to have affordable houses, no just apartments.

Uber would be nice

What would a Town Center consist of?

Post Town meeting discussions & upcoming topics, outcomes, etc., conveniently.

Have occasional meeting on a Saturday so those who work can attend.

Increase police presence

Noise ordinance laws e.g. fireworks

PERCENT QTY QUESTIONS

10. What type of housing do you think is needed in town? (Check all that apply.)

39%	16	Single-family homes
24%	10	Senior Living
15%	6	No changes needed
5%	2	Condominiums
5%	2	Apartments
12%	5	Mix of single-family, condominiums and apartments
100%	41	

12. What type of employment opportunities would you like to see created in or around

31%	17	Commercial/Retail/Wholesale
29%	16	Manufacturing, Processing, Distributing
16%	9	Farm related/Agri-business
11%	6	Construction
11%	6	Technical
0%	0	None
2%	1	Other (please specify
100%	55	Plaza with restaurant or Subway Restaurant Local manufacturing. NON RV! Doctor's Office or Urgent Care

13. Where should new businesses be located in Town? Indicate street(s) or area(s).

- 1 Washington or 13
- 2 SR 13
- 3 SR 13 - N & S, and in Industrial Park area
- 4 Downtown - Thirsty Owl
- 5 SR 13 or Downtown
- 6 Old carriage location
- 7 SR 13 NE of town
- 8 E. on 42, N on 43 or up by Cook Statio Park
- 9 Uptown area, Washington Street
- 10 Downtown
- 11 Main Square, 13 S. of 42; some on 13 N. of 42
- 12 Where applicable per the business
- 13 North on 13; E & W on R 42
- 14 Inside Thirsty Owl & Jefferson Café, maybe beside Dollar General
- 15 Restaurant next to Pizza Depot - rest wherever
- 16 Mail Street (fill empty 2 places, to eat)
- 17 Unfortunately, North or West of Town and one property owner owns all the land
- 18 Retail Downtown; Washington & Jefferson; Manufacturing E of SR 13
- 19 Downtown; outskirts
- 20 CR40 east & west of town.

11. Please rate the following public services provided by the Town:

	Excellent	Good	Fair	Poor
		PERCENT	QTY	QUESTIONS
Police Protection		15%	4	Excellent
		30%	8	Good
		33%	9	Fair
		22%	6	Poor
		100%	27	
Are you willing to pay higher taxes for these?		40%	8	YES
		60%	12	NO
		100%	20	
Fire Protection		35%	9	Excellent
		62%	16	Good
		4%	1	Fair
		0%	0	Poor
		100%	26	
Are you willing to pay higher taxes for these?		52%	11	YES
		48%	10	NO
		100%	21	
Rescue Services		32%	8	Excellent
		48%	12	Good
		16%	4	Fair
		4%	1	Poor
		100%	25	
Are you willing to pay higher taxes for these?		45%	9	YES
		55%	11	NO
		100%	20	
Health & Social Services		0%	0	Excellent
		33%	8	Good
		38%	9	Fair
		29%	7	Poor
		100%	24	
Are you willing to pay higher taxes for these?		39%	7	YES
		61%	11	NO
		100%	18	

11. Please rate the following public services provided by the Town:

	Excellent	Good	Fair	Poor
Recreation		15%	4	Excellent
		48%	13	Good
		33%	9	Fair
		4%	1	Poor
		100%	27	
Are you willing to pay higher taxes for these?		28%	5	YES
		72%	13	NO
		100%	18	

Schools		19%	3	Excellent
		69%	11	Good
		6%	1	Fair
		6%	1	Poor
		100%	16	
Are you willing to pay higher taxes for these?		48%	10	YES
		52%	11	NO
		100%	21	

Local Government		9%	2	Excellent
		27%	6	Good
		36%	8	Fair
		27%	6	Poor
		100%	22	
Are you willing to pay higher taxes for these?		21%	4	YES
		79%	15	NO
		100%	19	

Trash Collection/Disposal		52%	14	Excellent
		41%	11	Good
		7%	2	Fair
		0%	0	Poor
		100%	27	
Are you willing to pay higher taxes for these?		44%	8	YES
		56%	10	NO
		100%	18	

11. Please rate the following public services provided by the Town:

	Excellent	Good	Fair	Poor
Snow Removal		27%	7	Excellent
		38%	10	Good
		23%	6	Fair
		12%	3	Poor
		100%	26	
Are you willing to pay higher taxes for these services? (cir		78%	45	YES
		22%	13	NO
		100%	58	

Enforcement of Codes		0%	0	Excellent
		22%	5	Good
		30%	7	Fair
		48%	11	Poor
		100%	23	
Are you willing to pay higher taxes for these services? (cir		17%	3	YES
		83%	15	NO
		100%	18	

PERCENT QTY QUESTIONS

14. Are any of the following problems in the Town of Millersburg?

26%	7	YES	Availability of Senior Citizen housing
7%	2	NO	
67%	18	DON'T KNOW	
100%	27		

35%	9	YES	Vacant houses
23%	6	NO	
42%	11	DON'T KNOW	
100%	26		

70%	19	YES	Housing in disrepair
11%	3	NO	
19%	5	DON'T KNOW	
100%	27		

37%	10	YES	Absentee homeowners
11%	3	NO	
52%	14	DON'T KNOW	
100%	27		

11%	3	YES	High Housing Costs
37%	10	NO	
52%	14	DON'T KNOW	
100%	27		

PERCENT QTY QUESTIONS

15. Is the Town of Millersburg's natural environment highly important to you?

74%	20	YES
11%	3	NO
15%	4	NO OPINION
100%	27	

If yes, what aspects are most important? (Check all that apply.)

21%	11	Scenic views
19%	10	Wildlife
21%	11	Open spaces
21%	11	Outdoor recreation
19%	10	Natural resources (water, streams, wetlands, forests)
0%	0	Other
100%	53	

Other: Historical Value
 Preservation of Trees & Natural Spaces
 Build a better lookout for watching the trains at the overpass
 My view of the Mountains
 It's Millersburg, are any of these possible?
 Property Management

PERCENT QTY QUESTIONS

16. What outdoor recreational activities are important to you?

30%	19	Biking	
17%	11	Hiking	
13%	8	Running	
6%	4	Skiing/snowshoeing	
6%	4	Boating	
6%	4	Hunting	
11%	7	Fishing	
3%	2	Snowmobiling	
2%	1	Dog Walking	
6%	4	Walking	Other: Parks, Family Recreation
100%	64		Rink R C Field CR 43
			Too old for these activities
			Tennis

How can the Town support or promote these activities?

- 1 Better bike paths
- 2 fishing pond in town
- 3 better sidewalks
- 4 Create a bike/running trail that leads to the river and other destinations
- 5 Push what is in parks now & available
- 6 make some trails
- 7 I feel they do a good job presently
- 8 upgrade as needed if possible
- 9 Add a large pond. Perhaps an archery range.
- 10 Walking or biking paths
- 11 Better roads, sidewalks. Traffic Law enforcement.
- 12 Pave the walkway at the park. Can't ride bikes well on rocks. Add to walkways - need more! We'd love a nature preserve. Plant more trees at park.
- 13 Must have restaurant or something good to bring people to town, like the Tin Monkey
- 14 Amenities that draw people to town

17. What do you like most about living in the Town of Millersburg?

- 1 The small town feel, fairly quiet
- 2 It's quiet
- 3 I like the small town feel, where everyone seems to know everyone. It's usually fairly quiet, too.
- 4 relaxed atmosphere
- 5 It's quiet, close to a larger town (but don't have to live in a larger town)
- 6 Quiet
- 7 Low housing cost, elementary school & Cook Station Park
- 8 Mostly quiet, safe place to live
- 9 Peaceful little town.
- 10 Quiet
- 11 Quiet area, low traffic, good for raising families
- 12 Quiet. Decent place to raise a family.
- 13 The town is quiet and the crime rate seems low.
- 14 Small rural town.
- 15 Safe.
- 16 Small Town - great neighborhood. Would like to see more first time home buyers (young families).
- 17 Very friendly
- 18 Safe & quiet place to raise a family. Love small town feel.
- 19 Less traffic. Good schools.
- 20 We still have a close neighborhood. Unfortunately, too many renters.
- 21 Small peaceful community.
- 22 The rural country way of life.
- 23 Quiet; good schools.
- 24 No so many people; feel safe
- 25 For the most part, it is a quiet town.
- 26 Affordable, quiet, safe feeling

18. What do you see as the greatest problem in the Town, now or in the future?

- 1 youths & lack of property maintenance
- 2 Need new businesses
The Town remaining stagnant, not getting new restaurants or businesses. Also, so many rental properties being
- 3 rented out to irresponsible people.
- 4 lack of housing
- 5 There is nothing to bring visitors in. It needs a real restaurant.
- 6 No restaurants!
very low police protection, hardly ever see police in town. Always have to call county for help. Run down streets &
- 7 vacant homes.
- 8 Drugs; cronyism in local government
Lack of street maintenance - street coming off of SR 13 to the lumberyard has holes so deep you could lose a VW.
- 9 Too many potholes.
- 10 Fast food- restaurant gas station
- 11 People not maintaining their properties
- 12 Due to its size, it has a small budget. Water seems a little more expensive.
Lack of police presence, city services. (Very slow to pick-up limbs & leaves & not thorough.) Communication.
- 13 Unkempt slumlord properties & drainage.
Lack of a balanced law enforcement approach. Basically no LE at this time. Residents mostly rely on the county
- 14 which creates poor response.
Millersburg Elementary is now an Amish school. Why move to town if your young kids have to be bused to Benton
- 15 Elementary?
- 16 Jobs
Teenage hoodlums vandalizing personal & public property. Difficult to know what is going on in town. No central
- 17 good place for announcements.

- 18 Noise from vehicles zipping down Main Street & motorcycles.
- 19 The town is a mess, holes, trash, drains plugged, weeds growing. Two guys used to do all this - Jack & Abe.
- 20 Trashy residents. Too much unnecessary accumulated trash outside of residences.
- 21 Very little effort from town employees to make this town better or grow.
- 22 Lack of small business.
- 23 Yards with junk in them.
- 24 People that don't take care of their property.
- 25 Some homes/areas are becoming rundown
- 26 Higher taxes for unneeded jobs (fast food, etc.)

19. What would you like to change about the Town?

- 1 Fix up "unappealing" homes *
- 2 Youth center
More code enforcements and more police staffer here 24-7. Fewer rental properties and more homeowners. More facilities, restaurants, trails, and activities offered to residents.
- 3 facilities, restaurants, trails, and activities offered to residents.
- 4 Send police out more or cars parked visibly
- 5 They need a good way to communicate with residents regarding boil orders, etc.
- 6 Nice paved streets, no vacant run down homes, street lights, homes fixed up, more active police
- 7 fewer drugs. Less cronyism in local government
- 8 Who checks up on town workers?
- 9 Town Board term limits
- 10 Working to enhance and upgrade our police department. More self-sufficient.
Regular mailings of city council minutes or posted on the website. More professionally dressed city employee & city council members.
- 11 council members.
- 12 Times during emergencies. Zero traffic enforcement.
More police presence. Noise ordinance, residents set off fireworks at all hours. Fights (domestic) in apartments on Maple Street.
- 13 Maple Street.
- 14 Have people going to church
We'd love to have 2 good restaurants!! Something like Applebees or something that's not gross. Also more trees at the park - better maintenance of Cook Station Park.
- 15 the park - better maintenance of Cook Station Park.
- 16 We'd love a library or rights to Goshen Library. Also we loved movie night. Do more stuff like that.
- 17 Too many chiefs and not enough indians. Matt & Ben do/will not work together. We know them both.
- 18 More businesses downtown.
- 19 Bring it back to its historical setting.
- 20 More restaurants
- 21 Updating areas
- 22 City ordinance and fines for Amish, i.e., road repair fixed by them, bun bags.

20. Additional Comments:

- 1 I want to see Millersburg thrive and draw more people to our area and make our residents proud to live here.
This survey was pointless because it was obviously designed by a large firm. The questions were irrelevant & nonsensical.
- 2 nonsensical.
At times Millersburg automotive vehicles block views of traffic. Would like large item trash pick-up later in the Spring/Summer.
- 3 Spring/Summer.
- 4 Designated date for leaf pick-up to end that is announced to the public at the beginning of the season.
- 5 Love the Town! I would appreciate the opportunity to share concerns. Would Love a Library.
- 6 We love this Town. We just want some good sit down restaurants with alcohol to stay. Tin Monkey was great.
- 7 Love having Santa come for Christmas but it needs to be inside.
- 8 For the Town Council/Board, if you can't get along, get out & get people that will work together.

Appendix B

Committee Members

Council Members

Meeting Agendas and Notes

Members and Advisory Participants:

James Winkler	Council President
Dean Smith	Council Member
MacKenzie Taylor	Clerk Treasurer
Ben Eldridge	WWTP/Water
Haley Hurst	Park Board Member
Rev. Jeff Loius	Church
Tani Reed	Business, INterra Credit Union
Rick Pharis	Triad Associates, Inc.

Other Stakeholders:

<u>Jon Hunsberger</u>	ECCVB Elk. Co. Economic Development
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Scheduled Dates for Steering Committee

August 27, 2020	Kick-off
September 17, 2020	
October 29, 2020	
November 12, 2020	
December 17, 2020	
January 7, 2021	
May 2021	Public Hearing

Meeting Agenda
August 27, 2020
6:00 P.M. at Town Hall

Kick-off Comprehensive Plan Steering Committee Meeting

Purpose of Meeting:

Informational session to explain the Plan Objectives, Scope, Planning Process, and Components of a Comprehensive Plan.

Agenda Items:

- A. Requirements of Comprehensive Plan*
- B. Phases of Comprehensive Plan*
- C. Steering Committee responsibility*
 - Coordinated communication*
 - Gather and process data*
 - Facilitate workshops and meetings*
 - Provide expertise and documentation*
 - Review, edit, and comment on the draft comprehensive planning document.*
 - Recommend adoption of the Plan*
- D. Establish the best meeting place and time for future meetings*
- E. Establish dates for upcoming meetings*

Meeting No. 2 Agenda

Date September 17, 2020

Purpose of Meeting:

Progress from previous meeting and discussion of next course of action. Emphasis on soliciting public participation.

Agenda Items:

- A. *Discuss progress, follow-up, and incomplete items from previous meeting*

- B. *Finalize Survey*

- C. *Discuss Survey Distribution and Compilation of Information*
 - 1. *Best method of distribution (door to door, mailing, Town Hall, utility bills, newspaper)*

- D. *Identify other stakeholders and possible steering committee advisors*

- E. *Discuss needed information (Attached List)*

- E. *General Discussion among Steering Committee members*
 - Strengths, Weaknesses of Town*

- F. *Discuss Draft Vision Statement*

Meeting No. 2
Town of Millersburg - Comprehensive Plan
Needed Information

Local Services & Responsibilities

Road

Fire

Police

Utilities

Ordinances

Zoning

Any previous studies or plans

Previous or planned capital improvements projects

Community Organizations

Local Stakeholders (Businesses, Community Organizations, etc.)

Surrounding Stakeholders

Community Events

Public Facilities and Buildings

Available Community Services

Determine current land uses

*Meeting No. 3 Proposed Agenda
Date November 12, 2020
5:30 P.M., at Town Hall*

Purpose of Meeting:

*Progress from previous meeting and discussion of next course of action.
Emphasis on survey results and current conditions.*

Agenda Items:

- A. Discuss progress, follow-up, and incomplete items from previous meeting*
- B. Survey Summary and Compilation of Information*
- C. Most Important Issues Identified in Survey*
- D. Review Current Conditions (Attached List)*

Town of Millersburg

Current Conditions - Create a profile of the community (past, present, and future)

- *Public buildings and institutions*
 - *Public facilities*
 - *Education*
 - *Sewers, sanitation, and drainage*
 - *Public and private utilities*
 - *Housing and population*
- *Employment*
- *Income and Poverty*
- *Redevelopment and conservation.*
- *Economic development*
- *Public ways*
- *Air, land, and water pollution*
- *Flood control and irrigation*
- *Transportation*
 - *Vehicular Infrastructure*
 - *Pedestrian Infrastructure*
 - *Air and Rail*
 - *Alternative Modes of Transportation*
 - *Potential Infrastructure Improvements*
- *Parks and recreation*
- *Land Use*
 - *Existing Land Use*
 - *Existing Zoning*
 - *Potential Growth Areas*
 - *Future Land Use*
- *Conservation of Resources*
 - Topography*
 - *Soils*
 - *Water Features*
 - *Woodlands*
- *Historically significant buildings and areas*
- *Other factors*
- *Policies and objectives for future land use and development.*

Meeting No. 4 Proposed Agenda

Date December 17, 2020

5:30 Town Hall

Purpose of Meeting:

Solidify Goals and Objectives

Agenda Items:

- A. Discuss progress, follow-up, and incomplete items from previous meeting*

- B. Confirm and Get Consensus for Most Important Issues identified*

- C. Develop draft goals and objectives to be used as foundation for Plan*

- D. Prepare Draft:*
 - 1. Statement of Objectives for Future Development*
 - 2. Statement of Policy for Land Use Development*
 - 3. Statement of Policy for the Development of Public Ways, Places, Land, Structures, Utilities*

Meeting No. 5 Proposed Agenda
Date January 7, 2021

Purpose of Meeting:

What is needed to Achieve Goals and Objectives of Comprehensive Plan

Agenda Items:

- A. Discuss progress, follow-up, and incomplete items from previous meeting*

- B. Review preliminary goals and objectives*
 - 1. Do they apply to Town?*
 - 1. Are they representative of community?*

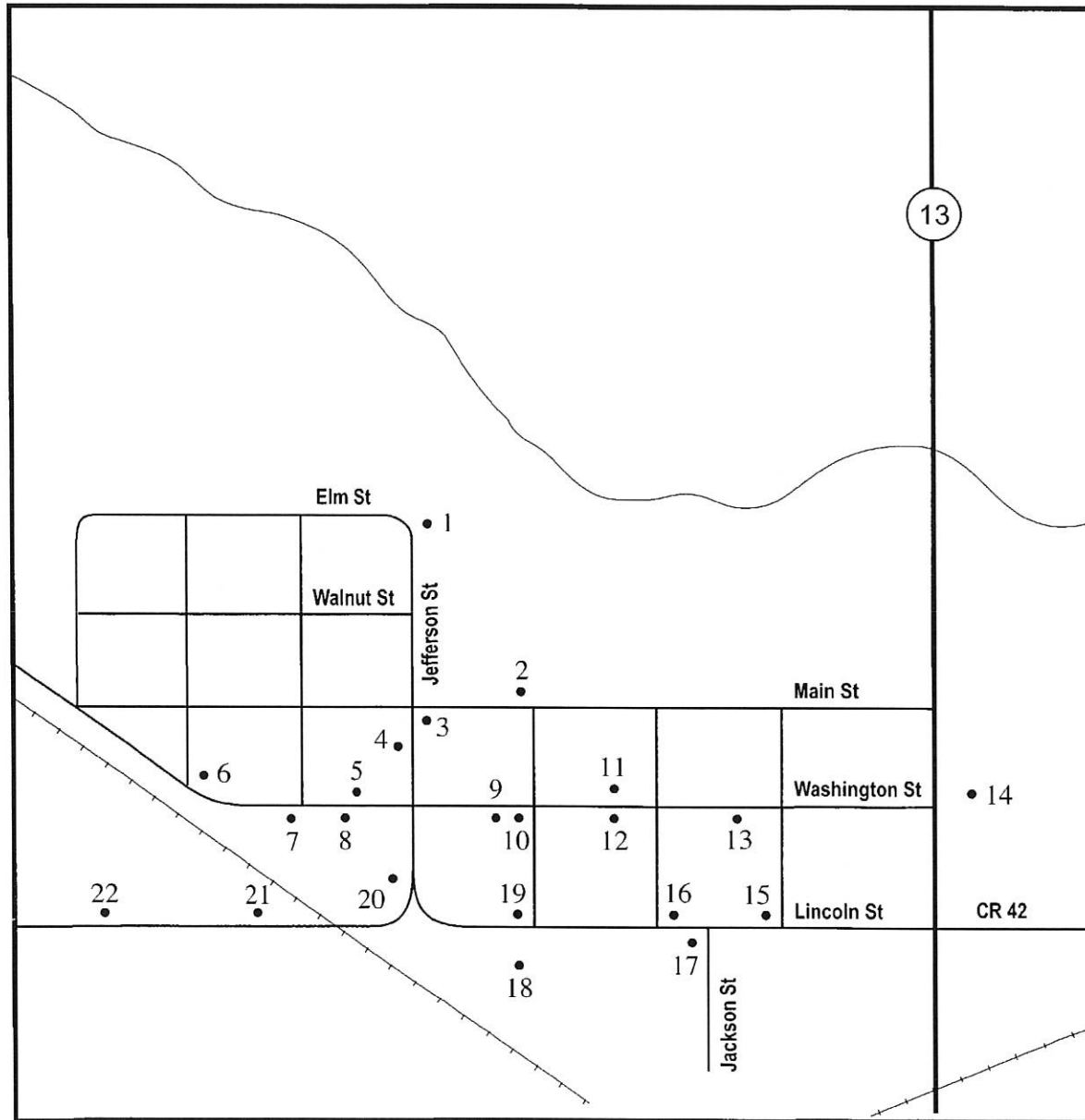
- C. Develop draft Action Plan based on Goals and Objectives*

- D. Identify responsible party and possible partners to achieve goals & objectives*
 - 1. Individuals*
 - 2. Local organizations*
 - 3. Regional entities*
 - 4. State agencies*

Appendix C

Excerpt, Elkhart County
Historic Sites and Structures

Millersburg Scattered Sites (46001-022)



Captain Solomon T. Miller bought the land that became Millersburg in 1834, but did not settle on it until 1842. In 1855, he became aware of the Michigan Southern and Northern Indiana Railroad's plans to build through the area, so he platted the town of Millersburg. His son, James C. Miller, built the first house in the new town and David Eldridge established a dry goods and grocery store. An addition to the north side of town was made in 1860, followed by several additions to the east side of town and south of Lincoln Street. Millersburg incorporated in 1866.

The Michigan Southern and Northern Indiana Railroad (later called the Lake Shore and Michigan Southern Railroad) completed its line across the county in 1856. They built a depot the following year and replaced it in 1878. The railroad referred to Millersburg as "Cook's Station," named after prominent farmer Michael C. Cook, whose farm adjoined the west side of town. J. L. Davis became postmaster in 1861 and successfully insisted that the town's original name be used. In 1892, the Wabash Railroad completed a line across the county and through Millersburg, crossing the Lake Shore and Michigan Southern Railroad just south of town in Benton Township.

Shortly after the town's establishment, it built its first school, which was replaced with a new building in 1866. In 1914, the town built a large consolidated school that replaced an 1878 building and resulted in the closing of several one-room school houses in Clinton Township. The St. Peter's Evangelical Lutheran Church completed their present building in 1922 (46002), replacing its 1867 structure. In 1868, the Zion Reformed Church (now Zion Community Church), was built (46015).

Millersburg did not develop as quickly as some other nearby towns, partially due to its location

away from water that could supply power for industries. For many years, it served primarily as a railroad shipping point for agricultural products from nearby farms. Fires in Millersburg's commercial district occurred in 1898 and 1909, destroying a number of frame structures. The Knights of Pythias, established in Millersburg in 1892, built their building in 1910 after the second fire (46008). In 1901, concrete sidewalks replaced 1877 boardwalks and beginning in 1914, Hawks Electric Light Company provided electricity to the town. The Millersburg Water Company (46007) began supplying water to the town in 1924.

Today Millersburg still reflects its rural heritage. Agricultural icons like the Lyon and Greenleaf Grain Elevator (46018) built in 1920 continues to service area farmers. Additionally, other buildings that housed agriculture-related services still stand in Millersburg. These are Wilson's Feed Mill (46006), built c.1855, and the blacksmith shop (46004) located on North Jefferson St., both of which are vacant.

Millersburg's historical domestic architecture predominantly dates from the late 1800s to the early 1900s, and is mostly simple and vernacular in nature. One of the earliest examples is an Italianate house located on E. Washington St. (46010) that features decorative lintels and paired cornice brackets, resting on a stone foundation. A common style is the bungalow with Craftsman influences. An outstanding example of this is the Clark A. Rink House (46009), built around 1916, that has a full front porch, gabled dormer, knee braces, and original windows. Similar houses include the Mikel B. Rink House (46013), the house at 315 W. Lincoln Street (46022), and 215 E. Washington St. (46011). Other common styles found in Millersburg from this period are American foursquares (46003) and Colonial Revivals (46001).

MILLERSBURG SCATTERED SITES (46001-022)

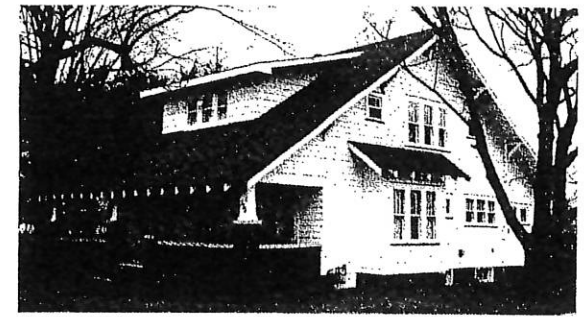
No. Rtg. Description

001 C **Roy E. Rogers House;** 324 N Jefferson St.; Colonial Revival; 1939; Outbuilding; garage; *Architecture* (412)

- 002 N **St. Peter's Evangelical Lutheran Church;** 125 E Main St.; Late Gothic Revival; 1922; *Architecture, Religion* (412)
- 003 C **House;** 126 N Jefferson St.; American four-square; c.1920; Outbuilding; garage; *Architecture* (412)
- 004 C **Blacksmith Shop;** 115 N Jefferson St.; Parapet-front; c.1900; Outbuilding; house; *Architecture, Commerce* (412)
- 005 C **Commercial Building;** 105 W Washington St.; Parapet-front; c.1874; *Architecture, Commerce* (412)
- 006 N **Opera House/Wilson's Feed Mill;** Railroad St.; Greek Revival; c.1855; *Agriculture, Architecture, Commerce* (412)
- 007 N **Millersburg Water Company;** 200 W Washington St.; Pyramidal-roof; 1924; *Architecture* (412)
- 008 N **Knights of Pythias Millersburg Lodge 328;** 114-116 W Washington St.; Two-part commercial block; 1910; *Architecture, Social History* (412)
- 009 O **Clark A. Rink House;** 118 E Washington St.; Dormer-front bungalow/Craftsman; c.1916; Outbuilding; garage; *Architecture* (412)
- 010 N **Hotel;** 124 E Washington St.; Italianate; c.1860; *Architecture* (412)
- 011 C **House;** 215 E Washington St.; Western bungalow; c.1910; Outbuilding; garage; *Architecture* (412)



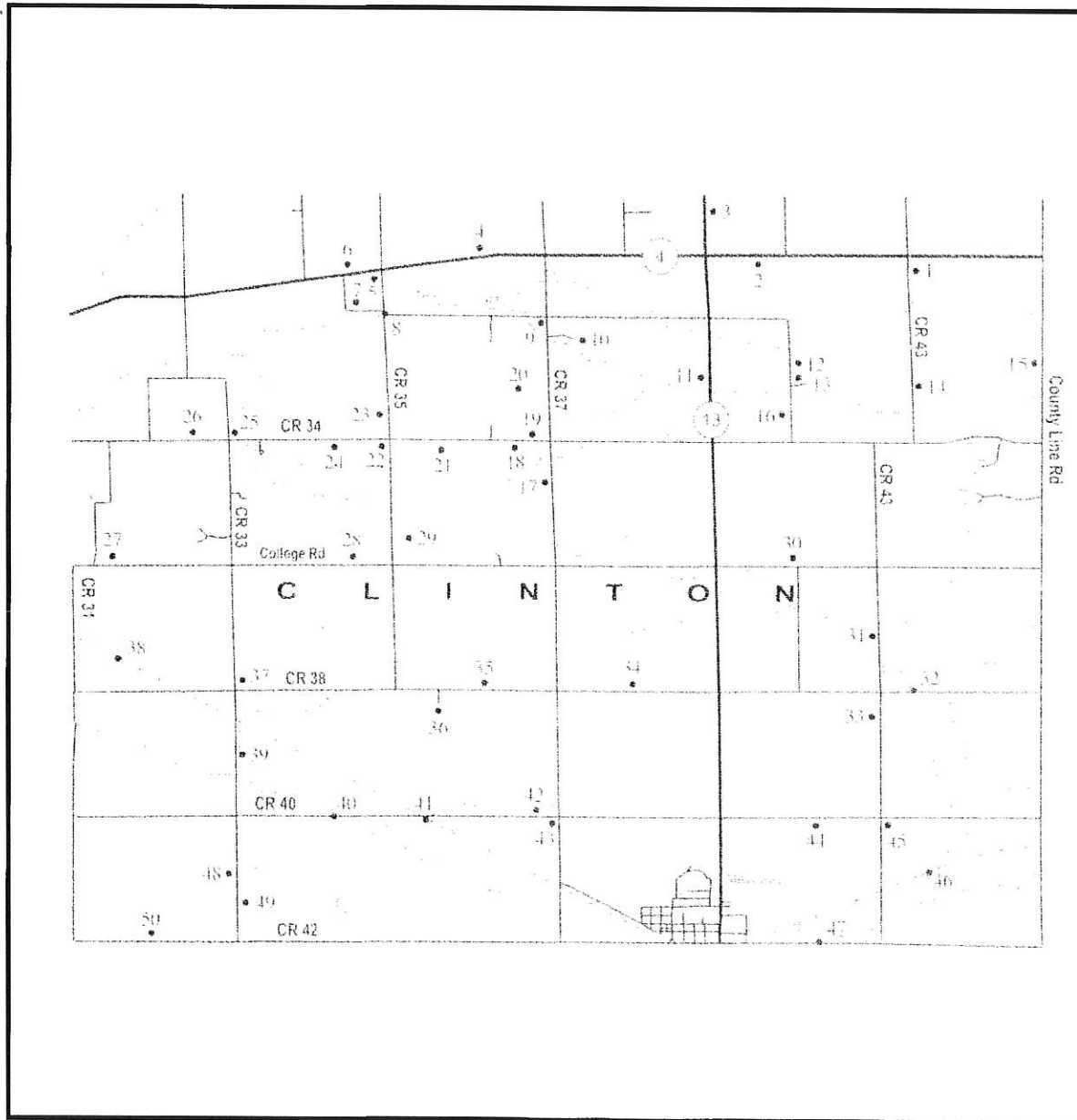
46002 **St. Peter's Evangelical Lutheran Church** was built in the late-Gothic Revival style in 1922. It features a corner tower with battlements.



46022 **This dormer-front bungalow** has a shed-roof dormer, original clapboard siding, and an integral full-width porch with tapered piers.

- 012 C **House;** 216 E Washington St.; American foursquare; c.1920; Outbuilding; garage; *Architecture* (412)
- 013 N **Mikel B. Rink House;** 316 E Washington St.; Dormer-front bungalow; 1918; Outbuilding; garage; *Architecture* (412)
- 014 C **House;** 513 E Washington St.; Double-pile; c.1890; *Architecture* (412)
- 015 C **Zion Reformed Church;** 143 E Lincoln St.; Gothic Revival; 1868 (John Gehring & F. Moseman, builders); *Architecture, Religion* (412)
- 016 C **House/Clinton Township Farmers Telephone Exchange Office;** 301 E Lincoln St.; Gable-front; c.1880; *Architecture, Communications* (412)
- 017 C **House;** 310 E Lincoln St.; L-plan; c.1870; *Architecture* (412)
- 018 C **Lyon & Greenleaf Grain Elevator;** 130 E Lincoln St.; 1920; Outbuildings: grain bin, shed, silos; *Agriculture, Architecture, Commerce* (412)
- 019 C **House;** 127 Sherman St.; Gable-front; c.1900; *Architecture* (412)
- 020 C **Potter Dry Goods Store;** 317 S Jefferson St.; Octagon House; c.1860; *Architecture, Commerce* (412)
- 021 C **House;** 211 W Lincoln St.; Side-gable; c.1890; Outbuilding; shed; *Architecture* (412)
- 022 N **House;** 315 W Lincoln St.; Dormer-front bungalow/Craftsman; c.1920; Outbuilding; carriage house; *Architecture* (412)

Clinton Township (45001-050)



Clinton Township is located in east-central Elkhart County and bordered to the east by LaGrange County. Fish Lake is located in the northeastern part of the moderately flat township, which was originally heavily forested. The Lake Shore and Michigan Southern Railroad bisected the southwestern part of the township and the abandoned right-of-way of the Wabash Railroad cuts through the southeastern part of the township, meeting south of Millersburg, the township's only town.

Clinton Township was formed out of Elkhart Township in 1836 and named after the son of William Denney, an early settler. Settler Michael C. Cook arrived in 1840 and became prominent in the township. Many of the settlers were Mennonite, Old Order Amish, and German Baptist (also known as Dunkards or Church of the Brethren). The Rock Run Church of the Brethren was established in 1850 to serve members in the eastern part of Elkhart County (45037).

Several one-room schools in the southern part of Clinton Township closed upon completion of the consolidated Millersburg School in 1914. These included Cooper (45015) and Pleasant Hill (45043) schools. Likewise, when the Clinton Community School opened in 1921 (45019), one-room schools in the northern part of the township closed, including the Schrock School (45006).

Captain Solomon T. Miller settled Millersburg in 1842 on land he had purchased in 1834. He platted the town in 1855 after becoming aware of the Michigan Southern and Northern Indiana Railroad's plan to build through the area. The railroad called Millersburg "Cook's Station" after a prominent local farmer, but its original name was used when Millersburg incorporated as a town in 1866. In 1892, the Wabash Railroad completed its line across the county and through Millersburg. The

town did not develop as quickly as some other nearby towns, partially due to its location away from a water source that could provide power for industries. However, its status as a railroad shipping point ensured its survival.

CLINTON TOWNSHIP SCATTERED SITES (45001-050)

No. Rtg. Description

- 001 C Farm;** 61554 CR 43; American foursquare; c.1900; Outbuildings: bank/basement barn, drive-thru corn crib, garage, machine shed; *Agriculture, Architecture* (412)
- 002 C Samuel F. Ulery Farm;** 11616 CR 32; L-plan; 1889; Outbuilding: bank/basement barn; *Agriculture, Architecture* (412)
- 003 C House;** 619162 SR 13; L-plan; c.1860; Outbuildings: pumphouse, smokehouse, windmill; *Architecture* (412)
- 004 C Thomas Cemetery;** SR 4; 1867-present; *Religion* (412)
- 005 C House;** 61613 CR 35; T-plan; c.1870; Outbuildings: garage, shed; *Architecture* (412)
- 006 N Schrock School;** SR 4; Gable-front; c.1880; *Architecture, Education* (412)
- 007 C Farm;** 14169 CR 30; American foursquare; c.1900; Outbuildings: chicken houses, English barn, house, milk house, privy; *Agriculture, Architecture* (412)
- 008 C County Bridge No. 201;** CR 35 over Rock Run Creek; 1961; *Engineering, Transportation* (412)
- 009 C Farm;** 61935 CR 37; I-house; c.1860; Outbuildings: chicken house, English barn; *Agriculture, Architecture* (412)
- 010 C Peter Phillips Farm;** 62148 CR 37; Italianate; 1881 (Peter Phillips, builder); Outbuildings: machine shed, privy, Sweitzer barn, smokehouse; *Agriculture, Architecture* (412)
- 011 C Clinton Brick Mennonite Church and Cemetery;** 62499 SR 13; Gable-front; 1946; Cemetery; 1849-present; *Architecture, Exploration/Settlement, Religion* (412)



45006 The Schrock School replaced an earlier frame school and closed its doors to students in 1924.

- 012 N Farm;** 62376 CR 41; L-plan; c.1870; Outbuildings: dairy barn, privy, silo, smokehouse; *Agriculture, Architecture* (412)
- 013 N Noah Miller Farm;** 62520 CR 41; American foursquare; 1942 (Noah Miller, builder); Outbuildings: chicken house, hog house, house (Dutch Colonial Revival, 1948), milk house, privy, Sweitzer barn, shed, silo, wood shed, workshop; *Agriculture, Architecture* (412)
- 014 N Farm;** 62598 CR 43; T-plan; c.1880; Outbuilding: bank/basement barn; *Agriculture, Architecture* (412)
- 015 O St. John's Evangelical Lutheran Church;** 62437 E County Line Rd.; Gable-front/Gothic Revival; 1878; *Architecture, Religion* (412)
- 016 C Woodlawn Amish Mennonite Cemetery;** CR 41; 1979-present; *Religion* (412)
- 017 C Millersburg Wabash Railroad Depot;** 63275 CR 37; Stick; 1892; *Architecture, Transportation* (412)
- 018 N Farm;** 13234 CR 34; Upright-and-wing; c.1880; Outbuildings: bank/basement barn, garage, granary, milk house, privy; *Agriculture, Architecture* (412)
- 019 C Clinton Community School;** 13151 CR 34; Neoclassical Revival; 1924 (Griffith & Goodrich, architects/Freed Hershberger & George P. Weaver, builders); *Architecture, Education* (412)

- 020 C Jacob Hay House;** 62745 CR 37; Single-pen/log construction; c.1850; *Architecture, Exploration/Settlement* (412)
- 021 C AT & T Microwave Tower;** CR 34; c.1955; *Communications* (412)
- 022 C House;** 14028 CR 34; Hall-and-parlor; c.1860; Outbuildings: chicken house, garage; *Architecture* (412)
- 023 C Nisley Cemetery;** CR 35; 1862-2002; *Religion* (412)
- 024 N Farm;** 14448 CR 34; Double-pile; c.1860/1951; Outbuildings: bank/basement barn, brooder houses, chicken house, corn crib, hog house, machine shed, privies, shed, windmill, wood shed, workshop; *Agriculture, Architecture* (412)
- 025 C Silver Street School;** 14955 CR 34; Side-gable; c.1892; *Architecture, Education* (243)
- 026 C Weaver Farm;** 15229 CR 34; T-plan; c.1870; bank/basement barn, chicken house, garage, pumphouse, shed, silos; *Agriculture, Architecture* (243)
- 027 C Farm;** 15555 CR 36; L-plan; 1898; Outbuilding: drive-thru corn crib; *Agriculture, Architecture* (243)
- 028 C Clinton Union Cemetery;** CR 36; 1840-present; *Exploration/Settlement, Religion* (243)



45012 This L-plan house has brick walls and segmental-arched windows.



51054 Goshen's United States Post Office dates to 1912 and is an example of the Italian Renaissance Revival style.

- 033 NC 122 **Commercial Building**; c.1990
- 034 C NA **House**; Gable-front; c.1900
- 035 NC NA **House**; Lazy-T; c.1900
- 036 NC 212 **House**; Shotgun; c.1900
- 037 C 214 **House**; California bungalow; c.1920
- 038 C NA **House**; Gable-front; c.1900
- 039 C 308 **House**; Double-entry I-house; c.1900

WEST LINCOLN AVENUE (north side)

- 040 NC NA **Parking Lot**
- 041 NC 215 **Commercial Building**; c.1980
- 042 NC 211 **Commercial Building**; c.1980
- 043 C 209 **Commercial Building**; One-part commercial block; c.1930

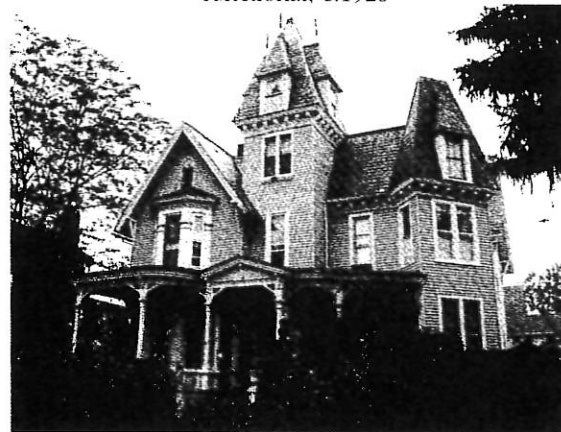
EAST LINCOLN AVENUE (north side)

- 044 O 109-11 **Bank Building**; Italian Renaissance Revival; 1875
- 045 C 113-15A **J. & H.D. Irwin Building**; Parapet-front; 1917
- 046 N 119 **Commercial Building**; Italianate; c.1890
- 047 C 123 **Crary Building**; Italianate; 1890
- 048 N 125 **Commercial Building**; Queen Anne; c.1890

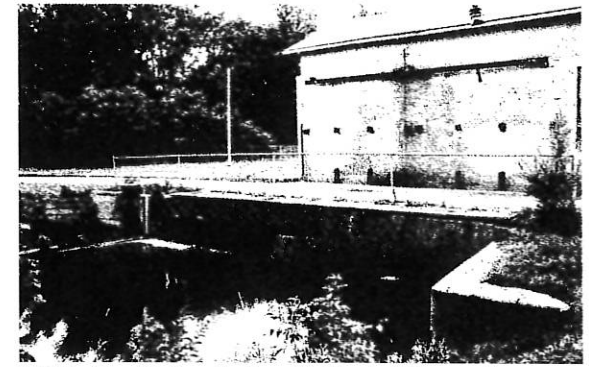
- 049 C NA **Commercial Building**; Queen Anne; c.1890
- 050 C 129 **Commercial Building**; Italianate; c.1890
- 051 NC 203 **Commercial Building**; Two-part commercial block; c.1940
- 052 C NA **Commercial Building**; Two-part commercial block; c.1900
- 053 N 215 **First Presbyterian Church**; Side-steeple/Romanesque Revival; c.1910
- 054 N NA **United States Post Office**; Italian Renaissance Revival; 1912 (James Knox Taylor, architect)
- 055 NC NA **Parking Lot**
- 056 N 313 **John Lesh House**; Italianate; 1879 (Cass Chapman, architect)
- 057 N NA **House**; Queen Anne; c.1880
- 058 C NA **House**; T-plan; c.1890
- 059 C 403 **House**; T-plan; c.1890
- 060 C 409 **House**; Gabled-ell; c.1890

WEST LINCOLN AVENUE (south side)

- 061 NC 212 **Commercial Building**; c.1985
- 062 C 208-10 **Hamilton Iron Works**; 20th century functional; c.1920



51057 This Queen Anne house features a decorative slate roof with pointed towers and a wrap-around porch with a central pediment



51101 The Hydraulic Canal's Central Generating Station, which was the main power source for Goshen, Middlebury, Millersburg, Benton, New Paris, Wakarusa, Bremen, Syracuse, and Milford until the 1920s.

- 063 NC 200 **Commercial Building**; Two-part commercial block; c.1910
- 064 NC NA **Parking Lot**
- 065 NC NA **Commercial Building**; Contemporary; c.1980
- 066 NC 102 **Commercial Building**; Contemporary; c.1970

EAST LINCOLN AVENUE (south side)

- 067 C 100-08 **Commercial Building**; Italianate; 1876
- 068 C 110 **Commercial Building**; Italianate; c.1875
- 069 C NA **Shoots Building**; Italian Renaissance Revival; c.1880
- 070 NC NA **Parking Lot**
- 071 C 206-08 **Benham Block**; Queen Anne; 1893
- 072 N 210 **Hotel**; Italianate; c.1890
- 073 NC NA **Parking Lot**
- 074 C 302 **House**; Free Classic; c.1900
- 075 C 304 **Commercial Building**; Italianate/Neoclassical; c.1880/c.1910
- 076 C 306 **House**; Gabled-ell; c.1900
- 077 N 308 **House**; Queen Anne; c.1900
- 078 NC NA **House**; c.1900

Appendix D

Land Use Plan

Elkhart County

Land use plan

The 2006 Comprehensive Plan for Elkhart County, Indiana

What is a comprehensive land use plan?

This document is a guide to land development and preservation, for county government, the public, and other stakeholders in the future of Elkhart County.

The effects of good land use planning — or lack of it — impact our lives, in ways large and small, every day.

This *Comprehensive Plan* has been prepared by The Elkhart County Advisory Plan Commission and The Elkhart County Board of Commissioners, to promote public health, safety, morals, order, convenience, and the general welfare within Elkhart County, for the sake of efficiency and economy in the process of development.

Built upon two extensive community visioning processes (*Take Charge!* and *The Horizon Project*) and put through a practical refining process involving hundreds of County residents, this document meets all requirements specified by Indiana state statute 36-7-4-502/3 (<http://www.ai.org/legislative/ic/code/title36/ar7/ch4.html#IC36-7-4-502>) for a comprehensive plan, including:

1. Objectives for future development of Elkhart County.
2. Policies for land use development of Elkhart County.
3. Policies for the development of public ways, public places, public lands, public structures, and public utilities.

As required by Indiana statute, all persons, boards and commissions under the jurisdiction of this resolution shall pay reasonable regard to this Comprehensive Plan in order to achieve these stated purposes and objectives.

This comprehensive plan is one of five State statutory considerations for the development or preservation of land (*IC 36-7-4-603*):

1. The comprehensive plan;
2. current conditions and the character of current structures and uses in each district;
3. the most desirable use for which the land in each district is adopted;
4. the conservation of property values throughout the jurisdiction; and
5. responsible development and growth.

As ambitious as this document is, it accomplishes nothing unless we are held accountable for its implementation, in sculpting our built environment in the decades that follow. With this commitment, it is the intention of the County Board of Commissioners, Advisory Plan Commission, Redevelopment Commission and Board of Zoning Appeals to make Elkhart County a unique and vibrant place in which to live, work, recreate and find inspiration.

Duly adopted by The Board of Commissioners, Resolution 05-704 Nov. 21, 2005, Goshen Ind.



County auditor Dave Hess explains how sprawling development costs taxpayers, at one of several community meetings and public hearings on the proposed land use plan, over summer and autumn, 2005.

Goal 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.

Policies ①



TAXPAYERS subsidize every extra mile of infrastructure & services to remote or isolated developments. Good government encourages more efficient, compact growth.



① The County will work with cities and towns to lay the groundwork for their expansion into the county, by designating **URBAN GROWTH AREAS**. These are areas adjacent to cities and towns where development is cultivated and, once urbanized, municipal-level governance is expected.

Urban Growth Areas should be supported as active and vibrant places for economic development in unincorporated Elkhart County:

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.

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.

② Redevelopment and reuse of commercial and industrial sites should be encouraged.

Developing available properties zoned for commercial and industrial uses should have priority over converting undeveloped land to more intense zoning. The exception to this policy is if continued industrial/commercial activity would conflict with neighborhoods, schools, environmental assets, or scheduled (less intense) downzoning.

③ Residential subdivisions should be allowed only in areas zoned for residential uses.

To protect human health, safety and general welfare, as well as the integrity of the land, proposals to create residential subdivisions should conform to regulations of highway, environmental health, planning and other County divisions and departments that influence development of land.

This policy shall not affect land subdivided in "R" districts prior to the adoption of this Plan.

④ A fair, uniform policy and process should be designed for an equitable contribution – by all direct beneficiaries – toward public costs that result from, or benefit, a commercial, industrial or residential development.

User or impact fees should be designed to replace taxpayer subsidies of infrastructure and other public improvements caused by new development, especially when those costs are higher because they are located further from public services and improvements already in place.

Phased development of public infrastructure improvements should be allowed when resulting from multiple developers/ developments, who should all help pay for them.

⑤ Existing residential communities should be supported and protected from conflicting land uses.

⑥ When reviewing development or redevelopment proposals, the approval process should consider the resources of public safety, schools, parks, libraries, and other public entities.

Goal 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.

Policies



① The primary role of the agricultural zone designation is to protect agricultural operations from conflicting land use.

Agricultural zoning districts should be used for agricultural and related business activities and, where appropriate, agritourism.

Smaller communities should be supported with land use decisions appropriate to their growth management plans.

② The county's towns and other smaller population centers may need assistance in sustaining viability as traditional, compact communities. They should be supported with planning and zoning decisions that emphasize mixed uses and neighborhood-like residential design, to help maintain their unique character.

③ The development of financing options to voluntarily purchase or lease development rights in agricultural zones should be supported.

Undeveloped "green space" may be protected with the use of conservation easements administered by a variety of public and private organizations.

④ Elkhart County's planning and zoning boards and committees will follow and enforce consistent and uniform compliance with the subdivision and zoning ordinances, and give due consideration to the goals and the spirit of this Plan.

Rural character and vistas should be protected by establishing tighter standards for permitting of special uses, and by promoting the stringent standards established under the Use Variance section of Indiana and Elkhart County codes.

SUSTAINING Elkhart County's economic energy calls for preserving rural features that fuel agriculture, tourism, creativity, and other sectors ... and that give our community its unique "breathing room".



Dottie Kauffmann photo

Goal ③ A Coordinated Approach to Planned Growth

Elkhart County will make land use planning a regional, interdepartmental, interjurisdictional activity.

Policies

Little of this Plan is possible without routine, open dialogue between County departments and neighbor jurisdictions – complex relationships that benefit from communication, creativity and persistence.



The opening of the CR 17 bridge over US 33 celebrated good cooperation between State, County, and City governments.

① To cultivate development and growth around cities and towns, the County should make land use decisions that reflect their plans for expanding municipal and service boundaries when they are consistent with the spirit of this Plan.

In order for the County to promote growth that proceeds in an orderly and logical fashion from civic boundaries, cities and towns should be encouraged to identify specific areas planned for municipal and utility expansion. Since access to utility networks urbanizes land use, areas that receive or are intended to receive utilities should be annexed by the city or town providing them.

② Cities, towns, and the County should work on uniform development standards and consistent approval and enforcement processes for Urban Growth Areas.

Local governments should standardize zoning, street, building, signage, transfer of jurisdiction, and other codes and regulations, as well as inspection and enforcement levels, when they contribute to more seamless operations and community appearance throughout Urban Growth Areas.

③ Cities, towns and the County should work on joint policies that encourage city and town based growth, and discourage sprawl and leapfrog development.

The success of Urban Growth Areas can be advanced by such tools as overlays, area-specific comprehensive or economic plans, resident and landowner participation, as well as unique zoning and incentives.

④ When consistent with this Plan, appropriate land use elements of other County divisions, area coalitions, organizations and agencies should be integrated into land use planning and decision making.

Elkhart County's thoroughfare, access management, street standards, and other transportation plans are supporting documents for this land use Plan and its implementing ordinances where applicable.

The execution of this Plan should also incorporate or reference relevant land use elements of sewer, water, air, drainage, communication, technology, emergency, public safety, utilities, and other initiatives and mandates that have been, or are in process of being, adopted by the County. For example, Elkhart County Parks' master plan brings open space and other significant contributions to land use management and preservation in the community.

Conflicts or inconsistencies between land use policies in the County's jurisdiction should be rectified, and amendments re-posted in a timely manner.

⑤ Countywide access to technologies that add to communication, education, and recreational capabilities as well as other aspects of quality of life should be promoted.

Today's as well as tomorrow's technologies should be explored, planned for, and made available in rural as well as urban areas when they do not compromise County right of way, promote sprawl, or go against the other tenets of this land use Plan. Partnerships with utilities, educational institutions, and other communities' technology networks should be encouraged, with the same considerations.

Goal ④ Environmental Stewardship

Elkhart County will protect and improve its environmental assets.

Policies



The environment, from the upper atmosphere to the bedrock below, can be made safe for future generations through good land use planning and practices.

- ① Development that promotes the accessibility, visibility and healthful use of public places, land, structures, waterways, forests, open spaces and paths should be encouraged, along with the preservation of features, sounds and sights that showcase the county's natural assets.
To promote the county's rural character, results of human activity (excessive noise, artificial light and visual clutter) that take away from the experience of being 'in the country' – for residents, visitors, and commuters – should be recognized and reduced.
- ② Development that preserves natural landscapes, indigenous species, and features of topography should be promoted.
Site development that maintains well-scaled landscaping – and guards against invasive, non-native and vulnerable species in favor of native plantings – should be advanced, while the land's own geological features should be incorporated.
- ③ All land use and development should comply with county, state, and federal environmental regulations.
All levels that govern permitting and pollution criteria for air, water, soils, and other areas, as well as the State of Indiana's minimum control technology requirements should be met, in rural as well as urban areas.
For example, the Elkhart County Drainage Board's jurisdiction over regulated drains is acknowledged by this Plan.
- ④ High-intensity commercial and industrial development should not be considered where municipal utilities are not available.
- ⑤ Alternative methods of replacement wastewater disposal and water supply for rural residential areas should be encouraged.
Technologies that offer environmentally friendly alternatives to municipal treatment of sewage and water should be pursued when consistent with the other goals of this Plan. While supporting options for replacement of existing systems, guard against consequences such as 'leapfrogging' and unintended development.
- ⑥ Design and management practices (including development that employs onsite technologies) that ensure air and water quality, routine recycling, as well as prevention of excessive water runoff and flooding, should be promoted throughout the county, including in its public places, land and structures.
- ⑦ Detrimental effects of former or existing land use such as contamination above and below ground, blight, unlawful dumping, as well as neglect and nuisances defined by state and local codes, should be eliminated.
Any community-wide effort to improve quality of life in Elkhart County should include promoting cleanliness, appearance, safety and health of our land – developed and undeveloped – with activities that instill pride, lower tolerance for vandalism, raise compliance, and recognize model stewardship of the land.

Goal 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.

Policies



①

Efficient and safe movement of people and commerce is a priority in land use decisions. The Plan Commission should work with the Highway Department to maintain a Thoroughfare Plan that leads development, manages access, and contributes standards for orderly growth.

Traffic gridlock lowers productivity of the workforce and contributes to lower quality of life in neighborhoods.

To ensure our communities continue to achieve economic vitality, efficient movement of people and resources should be maintained.

②

Street standards should be followed in all development to protect right of way and provide safe access to property.

③

Road projects throughout the county should be coordinated systematically.

County Highway road construction and maintenance plans should be coordinated with those of cities and towns to build a better commuting network, maintain consistency, and add to quality of life.

④

Alternative transportation should be encouraged and supported where safe passage can be maintained.

Pedestrian and bike traffic on designated trails and sidewalks, as well as interchanges needed by horses and buggies, should be safely accommodated in transportation planning and projects.

Streets and highways allow the most intense use of the land by everyone in the community. They are one of the best indicators of good land use policy, or reveal dangerous conflicts between uses.



Goshen News photo

Appendix E

Public Hearing

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