



Terre Haute Vigo County *Comprehensive Plan*

HNTB

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Adoption DRAFT

TABLE OF CONTENTS

Chapter 1: Introduction	
Introduction.....	1-1
Foundation and Vision.....	1-1
Key Concepts	1-3
Chapter 2: Goals, Policies, and Actions	
Introduction.....	2-1
Growth Pattern	2-1
Neighborhood Development and Redevelopment.....	2-3
Transportation	2-5
Economic Development	2-7
Physical Appearance.....	2-8
Chapter 3: Geography of Implementation	
Introduction.....	3-1
Land Use Categories.....	3-1
Township Land Use Maps.....	3-13
Chapter 4: Maintaining Momentum	
Introduction.....	4-1
Growth Pattern	4-1
Neighborhood Development and Redevelopment.....	4-6
Transportation	4-10
Economic Development	4-14
Physical Appearance.....	4-17
Appendix A: Major Thoroughfare Plan	
Purpose	A-1
Functional Classification System.....	A-1
Appendix B: Existing Conditions	
People	B-1
Housing	B-2
Labor Force and Major Industries	B-4
Existing Land Use	B-5
Public Facilities.....	B-13
Transportation	B-14
Physical Appearance.....	B-17
Appendix C: Policy Development, Growth Pattern	
Growth Scenarios Analysis	C-1
Appendix D: Policy Development, Neighborhood Development and Redevelopment	
Current Initiatives	D-1
Assessing Neighborhoods.....	D-2
Infill Development.....	D-5
Redevelopment and Brownfield Redevelopment	D-6
Reclamation of Mining Areas	D-7

Appendix E: Policy Development, Transportation	
Supporting Information	E-1

Appendix F: Policy Development, Economic Development	
Downtown Development Strategy	F-1
Airport Development.....	F-2
Existing Industrial Parks	F-2
Life Sciences Initiative	F-3

Appendix G: Policy Development, Urban Design	
What is Urban Design?	G-1
Urban Design Framework	G-3

Maps

Chapter 3	
Map 1: Fayette Township Future Land Use Map	3-13
Map 2: Otter Creek Township Future Land Use Map ...	3-14
Map 3: Nevins Township Future Land Use Map	3-15
Map 4: Lost Creek Township Future Land Use Map	3-16
Map 5: Harrison Township Future Land Use Map	3-17
Map 6: North Sugar Creek Township Future Land Use Map	3-18
Map 7: Prairieton and South Sugar Creek Township Future Land Use Map	3-19
Map 8: Honey Creek Township Future Land Use Map 3-20	
Map 9: Riley Township Future Land Use Map	3-21
Map 10: Pierson Township Future Land Use Map	3-22
Map 11: Linton Township Future Land Use Map	3-23
Map 12: Prairie Creek Township Future Land Use Map	3-24

Appendix A	
Map 1: Vigo County Thoroughfare Map	A-9
Map 2: Terre Haute Thoroughfare Map.....	A-10

Appendix B	
Map 1: 1984 and Current Developed Land	B-9
Map 2: Vigo County Existing Land Use	B-10
Map 3: Terre Haute Existing Land Use	B-11
Map 4: Community Facilities	B-12
Map 5: Existing and Proposed Trails.....	B-18

Appendix C	
Map 1: Current Trends Development Scenario	C-9
Map 2: Strategic Growth Development Scenario	C-10

Appendix E	
Map 1: Long Range Transportation Plan: Committed Projects	E-8

Map 2: Long Range Transportation Plan: Future Projects	E-9
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Figures

Figure 1: Relationship between Transportation and Land Use	A-11
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Terre Haute Vigo County *Comprehensive Plan*



Chapter 1: Introduction

CHAPTER ONE: Introduction

Introduction

The Terre Haute Vigo County Comprehensive Plan, THRIVE 2025, is a policy document related to the physical, economic, and social development of the Terre Haute and Vigo County communities. It establishes a policy direction that provides guidance to local elected officials and plan commission members in making decisions regarding development approval, rezoning, and variances. It was developed through consideration of other plans, analysis of the existing conditions, and input from the public and a local steering committee.

Understanding that planning is an ongoing process, THRIVE 2025 should not be taken as “THE” plan, but rather an attempt to establish a long-term collective view of how land can be utilized. This plan document does address fundamental public policies which should be developed using the collective wisdom of residents, voters, current standing elected or appointed officials, and neighborhood groups. It is intended to establish a dynamic context through which forces acting on the future can be received, understood, and used to fully capitalize upon the human and civic potential of the area.

THRIVE 2025, being a by-product of an ongoing planning process, rather than the end product, serves as a reference point in the planning process, which strives to offer:

- A framework or context for public policy as it may effect the long-term utilization of rural/agricultural areas, the urban form of the community, and the built environment of the Terre Haute/Vigo County community;
- A long-term view that is intended to be prescriptive rather than retroactive. It seeks to eliminate past problems from arising in future developments;
- Establish a firm public resolve through which regulatory tools and implementation standards can evolve. However, it is not a regulatory tool, such as a zoning ordinance, nor does it imply any specific development regulations per se; and,
- A cohesive and integrated structure from which future development decisions – public and private – can be orchestrated and policies evaluated against changing development and socio-economic conditions.

Foundation and Vision

Several general presumption and findings underscore the need for the adoption of THRIVE 2025. These are:

- Development conditions have changed rather significantly since the early 1980's and the Comprehensive Development

Plan for the City of Terre Haute (1983), the Comprehensive Plan for Vigo County, Indiana (1984), the Comprehensive Zoning Ordinance for the City of Terre Haute (1967), the Unified Zoning Ordinance for Vigo County (1996), and the Subdivision Control Ordinance (1973) have not kept abreast of changing development styles and demographic imperatives.

- The financial capacity of local units of government in Indiana to support future public capital improvements has dramatically declined over the recent past. Future prospects for enhancing the fiscal capacity of local units of government in Indiana are limited, at best.
- There is a perception that past development has exceeded the effective capacity of public infrastructure – especially roadways. Moreover, it is commonly perceived that much of the development that has occurred during recent years has resulted in more, but not necessarily better, development. That is, no beneficial improvement in the quality of life has been associated with increases in the size of Terre Haute and its surroundings.
- And, there has been no broadly shared sense of what constitutes appropriate investment and development in the Terre Haute/Vigo County community.

These have generated a strong and compelling need for a new set of community based policies that can be translated into mechanisms for positive and progressing community change. The difficulty is that everyone has a different view of what changes should be made to make the Terre Haute/Vigo County community better, or a different perspective about the Terre Haute/Vigo County characteristics which make it a “Level Above” as a place to live, work and conduct business.

Through interviews and public meetings, it was expressed that an improved quality of life was needed within the area. Although quality of life, like beauty, resides in the mind of the observer, it expresses a community pride that defines a shared attribute, which compels allegiance. This unifying item was the basis for the vision statement of THRIVE 2025:

Terre Haute, Riley, Seelyville, West Terre Haute, and Vigo County Communities through land use planning and regulation will preserve, protect, promote, enhance, and re-establish the diverse range of option in land use utilization to insure the area becomes a “level above” as a place to live, work, and conduct business.

Key Concepts

Some of the key issues that were raised in the planning process were related to: sprawl, protection of prime farmland, neighborhoods, redevelopment, transportation, economic development, and physical appearance. These issues along with the following findings

- The Vigo County population is projected to reach 113,700 by the year 2025. This is slow, but steady growth for the community. However, in the past 20 years, the county's population shrank by 6 percent while the urbanized area of the county grew by 50 percent.
- This development has primarily occurred south of Terre Haute, along major transportation corridors. Subdivision development has occurred primarily outside of the City of Terre Haute and some neighborhoods inside the city are suffering from disinvestment.
- The transportation network suffers from congestion, in particular corridors such as US 41, as the community's core has shifted to the Honey Creek Square area.
- Terre Haute serves as a regional employment center for West Central Indiana and east Central Illinois. Service and retail growth is anticipated, while manufacturing employment will remain important to the local economy.
- The community graduates thousands of students from its colleges and universities each year, but does not retain many of those graduates.
- The life sciences are of growing importance in the county, but there is not a central address or contact for the life sciences in the county.
- Residents are concerned about the appearance of the community, ranging from cleanliness to gateways and signage.

Established five key concepts:

- GROWTH PATTERN, which describes the strategic growth scenario to address a land utilization pattern which is consistent with the community needs.
- NEIGHBORHOOD DEVELOPMENT AND REDEVELOPMENT, which addresses the organizational structure of urbanized areas: neighborhoods. It is related to the growth pattern in the sense that development should be directed into existing neighborhoods to the extent possible, but there are additional concerns about how the neighborhoods should be stabilized.
- TRANSPORTATION, which focuses on the relationship between the street network and land use. It is a departure

from a conventional transportation plan because that work has been completed in another planning process, but it does include a thoroughfare plan/functional classification map and focuses on how transportation is related to growth, economic development, and the community's physical appearance.

- ECONOMIC DEVELOPMENT, which explores how land use decisions can have a positive and supportive impact on the development of trade and industry, particularly in the areas of Brownfield redevelopment, downtown, the airport, existing industrial parks, and creating an address for the life sciences. It is consistent with the community's overall economic development policy created by the Terre Haute Area Economic Development Corporation (THAEDC).
- PHYSICAL APPEARANCE, which addresses all aspects of the visual character of the community, including those related to neighborhoods and transportation corridors. This concept focuses on the more outward signs of a community that make it a healthy, appealing and reflective of a high quality of life.



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Terre Haute Vigo County *Comprehensive Plan*



Chapter 2: Goals, Policies, and Actions

CHAPTER TWO: Goals, Policies, and Actions

Introduction

The following material defines each key concept, articulates a goal relative to each concept, and sets policies relative to achieve desired growth and development results. Finally, for each set of public policies, a series of actions are recommended which will lead to successful completion of the goals. The actions are beginning points designed to stimulate action in support of the goals. Other approaches may prove equally as useful, it is necessary that additional actions will be required over time in order to keep the plan relevant and dynamic.

The goals of the plan are related to achieving the desired future land use in the community. They were developed from observation of the planning team regarding the existing conditions and on public input that has been a part of the planning process.

The policies serve as statement that appointed officials can use to directly evaluate development proposals, rezoning requests and plans and issues that come before them. These policies support the goals that have been established.

Actions are steps that should be taken to implement the goals. They are more specific and attach a time frame and responsible party for implementation. In a plan as broad as THRIVE 2025, the actions may not be specific as they would be in a downtown plan, neighborhood plan, corridor plan, or any other type of sub-area plan. In fact, some of the actions in this plan will be recommendations to develop these more specific and geographically constrained plans.

Some of the goals and objectives are not substantially different than those presented in the 1984 plan. That plan and THRIVE 2025 were developed independently, based on sound planning principles, and came to similar conclusions about how Terre Haute and Vigo County should develop. While progress was made in areas of the 1984 plan, such as regulating development on a county-wide basis through zoning and subdivision control, other areas continue to present challenges to the community.

The goals, policies, and actions are presented in the following text, organized by the key plan concepts: growth pattern, neighborhood development and redevelopment, transportation, economic development, and physical appearance.

Growth Pattern

The goal for the growth pattern in Terre Haute and Vigo County is to use a strategic approach that considers environmental constraints to development, encourages infill and redevelopment of urbanized areas, and encourages new development to occur in areas that can be served by urban infrastructure and amenities.

Overall, the key issues related to general growth were:

- Limiting sprawl
- Conserving prime farmland
- Focusing industrial development in industrial parks
- Steering housing into the city, towns, and small rural communities or villages.

There are a number of general policies that support the type of development that is consistent with the growth pattern goal. These policies should be used for assessing development proposals, public investments, and the like in Vigo County.

- Discourage development in environmentally sensitive or potentially hazardous areas such as flood plains, unstable soils and areas of shaft mining activities.
- Encourage contiguous urban development.
- Limit development density and intensity to existing or planned and funded infrastructure capacity.
- Manage growth by planned extension and expansion of public utilities, facilities and capital investments.
- Where major projects are planned which require new or improved roadways, storm-water drainage systems or sewer systems, create opportunities to expand, upgrade, and improve the capacity of existing systems near the proposed project.
- Locate community services, jobs, and shopping in close proximity to one another, with attractive connections and/or appropriate buffers.
- Use the widest possible range of funding options to pay for infrastructure and public facilities including but not limited to general tax increases, special assessment districts, and development fees and exactions.
- Protect productive agricultural lands and related uses from encroaching development.

Recommended actions are:

- Develop a subdivision control ordinance that limits the number of lot splits from a parent to one split per 20 acres.
- Pursue Brownfield redevelopment on a site-by-site basis, as parcels are desired for redevelopment.
- Develop an urban service boundary to contain growth to area where it can be properly serviced.
- Revise the floodplain ordinance to better protect the floodplain resource.

Further policies related to growth pattern are in Chapter 3.

Neighborhood Development and Redevelopment

The goal for neighborhood development is to preserve and improve the existing residential areas, providing a variety of housing choices, and improve the quality of life in established neighborhoods while maximizing the potential of vacant commercial and industrial sites.

Overall, the key issues related to neighborhood development were:

- Preserving historic neighborhoods
- Recognizing historic districts
- Zoning protections for neighborhoods
- Take advantage of the opportunities that exist in vacant commercial and industrial buildings

Certain policies can be used in decision making for rezoning and other development decisions as well as for the allocation of public funds and incentives that can positively influence the development of the existing neighborhoods and support redevelopment of vacant and underutilized parcels. These policies are:

- Encourage variety of housing choice in existing neighborhoods through a balance of preservation, rehabilitation and new development.
- Discourage new construction that is of an inappropriate height, bulk, or architectural character and demolition of structurally sound units.
- Reinforce and expand the stable areas of neighborhoods by focusing housing revitalization in a smaller, more defined territory and finding appropriate new uses for the remaining land.
- Establish a development review process that provides notice of proposed developments to neighborhood organizations and allows for their input prior to formal adoption hearings.
- Retirement housing, public transportation and community services should be located within a reasonable walking distance and should be accessible via paved walkways that are lighted, secure, and well maintained. If neither public transportation nor community services are located within a short walking distance, the retirement housing development should provide shuttle bus service.
- To the extent possible, the architecture and site design for multifamily residential development should incorporate features that reduce the potential for crime and enhance the security of residents.
- Permit high-density housing only where direct access is available to streets or highways capable of carrying the traffic that these higher densities will generate.

- Design traffic circulation systems to reduce speeding, commuter or cut through traffic, or other conflicts in street use and character in residential neighborhoods.
- Consider local representatives and organization leaders of Terre Haute's neighborhoods and the Terre Haute Neighborhood Partnership as interested parties regarding formal proposals for new development or redevelopment that would impact existing residential neighborhoods and provide notice on proposals as such.
- Allow small commercial development within residential communities, primarily at collector cross streets and only when the commercial uses are designed to serve the neighborhood and the intensity, scale, and building design are compatible with surrounding residential uses.
- Encourage new infill development in established areas that is compatible with existing and/or planned land use, that is at a compatible scale with the surrounding area, and that can be supported by adequate public facilities and transportation systems.
- Stabilize residential neighborhoods adjacent to commercial areas through the establishment of transitional land uses, vegetative buffers and/or architectural screens, and the control of vehicular access.
- Utilize landscaping and open space along rights-of-way to minimize the impacts of incompatible land uses separated by roadways.
- Regulate the amount of noise and light produced by nonresidential land uses to minimize impacts on nearby residential properties.
- Encourage housing as a development option for infill sites, particularly in commercial areas, near the universities and near employment concentrations to reduce travel to classes and work.
- Indiana State University and Rose-Hulman Institute of Technology fraternity and sorority housing should be located where they don't conflict with other residential uses. Alternatives include additional on-campus housing for fraternities/sororities and an off-campus Greek housing complex utilizing new construction or adaptive reuse of existing structures.
- Support variety of neighborhood types such as rural hamlet, suburban planned, fraternal residential, neo-traditional, and mixed use.
- Encourage remediation of Brownfield sites
- Encourage redevelopment of vacant industrial and commercial sites

Recommended actions are:

- Use residential tax abatements to encourage reinvestment in existing neighborhoods
- Develop and enforce a property maintenance code
- Use landscape buffers and screening to minimize conflicts between incompatible land uses and densities

Transportation

The transportation goal is to recognize the importance of the relationship between land use and transportation through access management and corridor planning.

Overall, key issues related to the interface between land use and transportation include the need to:

- Develop corridor land use plans for strategic corridors in the city and county.
- Establish and implement access management plans.
- Create aesthetic standards for “gateway corridors.”
- Support projects that extend and reinforce the transportation grid in the City of Terre Haute, Town of Riley, Town of Seelyville, and Town of West Terre Haute.
- Plan and identify land uses for new corridors, so that their transportation function is preserved.

Policies that support the transportation goal, which should be used in decision making for development proposals and the use of public funds include:

Arterials and Collectors:

- Support the development of corridor plans along significant thoroughfares identified as having particular importance to circulation and as a gateway to the community.
- Support increased standards for development along key corridors such as U.S. 41, S.R. 46, and S.R. 641.
- Encourage the development of access management standards for key corridors; use access management principles in making development decisions.
- Require traffic impact studies to be done for all proposed developments that access a collector or arterial level roadway.
- Consider the impacts of increased traffic in making development decisions.

Local Streets:

- Require local streets in new subdivisions to connect to existing and planned collector streets.
- Require every major subdivision and road project proposal to construct or provide right of way for the extension of existing and planned collector roads.
- Include bus, walk, and bikeway provisions in all road improvement projects.
- Support local road construction standards which incorporate traffic calming (speed reduction) principles

Alleys:

- Encourage developers of land to consider whether the addition of an alley to a development would enhance that development and the flow of traffic in the urbanized area.
- Vacate an alley and un-built right-of-ways only after evaluation of the function of that alley or un-built right-of-way serves no useful purpose in a neighborhood or the transportation network.
- Maintain alleys according to their function and construction type: gravel in low-density residential areas and asphalt in commercial and high-density residential context.
- Restrict joint use of an alley by single-unit residential uses and more intense uses through a Special Exception process defined in the Zoning Ordinance to avoid conflicts in character of the alley as experienced in traffic volumes, types, and speeds.

Mass Transit:

- Ensure transit access is provided for any new high-density residential development and in any retail development.
- Expand bus service when demand is demonstrated or projected, existing routes and service levels are not jeopardized, and when supported by an appropriate revenue source.
- Design bus bays into all new collector and arterial streets, and work with current multi-family developments to build bus stop facilities.
- Evaluate new multi-family and commercial developments and road networks for needed bus pull-offs and bus stops.
- Cooperate in the provision of commercial bus service from Terre Haute to other localities in Vigo County and beyond.

Bike Trails:

- Invite periodic review of policies and ordinances governing bike trails by the Terre Haute/Vigo County Trails and Greenway Committee. Consider including Greenway Committee on the Technical Advisory Committee.
- When residential and commercial developments are planned, seek opportunities to enlarge the bike trail system. Large developments should always include multi-purpose trails for internal circulation and connection to the Terre Haute and Vigo County bike pedestrian network.
- Consider inclusion of bicycle lanes in all repaving plans for the city streets.
- Include bicycle lanes and/or off-road bike-pedestrian trails when new roads are constructed.
- Plan bicycle and pedestrian access to all existing and proposed Terre Haute facilities.
- Encourage business and employers to provide bicycle parking for the use of employees and customers.
- Construct bike-pedestrian trails that are accessible to the physically challenged and meet ADA (American with Disabilities Act) standards if topography permits and if economically feasible.

Recommended actions are:

- Encourage shared use commercial driveways and restrict driveway locations to manage access.
- Require development in areas served by transit to have sidewalks that connect the development to transit stops and the trail system.
- Engage in corridor planning for new corridors that consider land use, economic development, access management, and physical appearance of the corridor.
- Establish a development criterion that associates the type of development and density with the transportation system and adjacent land uses.

Economic Development

The economic development goal is to build on local assets such as the airport, existing industrial parks, the universities, and the existing key elements of a life sciences initiative.

Key issues associated with the economic development goal are:

- Brownfield redevelopment
- Downtown development
- Airport development
- Existing and new industrial parks
- Life sciences initiative

Policies that support and provide direction for decision-makers as they consider economic development projects, site plans, and the use of public funds or incentives are:

- Provide infrastructure support to improve appearance, traffic and pedestrian accessibility, and utility capacity.
- Implement programs to improve older commercial areas of the city, towns, and villages of the county to enhance their ability to provide necessary community services.
- Implement a community-based Brownfield redevelopment program to address potential environmental concern in vacant commercial and industrial areas.
- Encourage efforts to increase the viability of downtown Terre Haute as the central place of the county and region.
- Continue city-county cooperation to develop industrial sites.
- Support the community's universities and colleges in their state and private funding support and in achieving their goals of excellence.
- Support the development and optimal use of the airport.
- Discourage development that will encroach on or interfere with the operation of the airport, as well as maximizing its capabilities.
- Encourage business and industry that will diversify Vigo County's economic base.
- Encourage development of a business park designed for the life sciences.
- Protect industrial parks from encroaching development.
- Select a location, acquire land, and initiate work for a new industrial park prior to build out of existing industrial parks.

Recommended actions are:

- Identify and then target strategic sites for industrial development.
- Develop a parcel-by-parcel plan for use of the land around the Terre Haute International Airport.
- Develop a local life-science initiative similar to the statewide partnership of BioCrossroads.
- Use a historic architecture strategy to move downtown development forward.

Physical Appearance

The goal for physical appearance is to establish a strong and viable urban design framework by considering ways to improve those components that have the greatest influence on the physical form and character of a healthy community and by taking action steps (development regulations and planning efforts) to establish functional, valued, and attractive places that reflect the ideals of the community.

Key issues associated with the Physical Appearance goal are:

- Improvement in trash and yard maintenance, street cleaning, and open space maintenance.
- Protection of and capitalization on historic resource and buildings.
- Provision of sidewalks and bicycle/trail facilities.
- Provision of public parking in downtown.
- Overall appearance and cleanliness of the community.
- Landscaping guidelines, streetscape standards, and development regulations need updating to improve appearance.
- Increasing capacity for enforcement of regulations.
- Smell and odor of the community.
- Reduction in visual clutter/pollution.
- Terre Haute/Vigo County identity.

Policies to guide the development of projects related to the appearance of the community, making decisions, and expending public funds or providing incentives should include:

- Encourage new construction to reflect the context and character of the existing neighborhood.
- Require setbacks and buffering to adequately separate incompatible land uses.
- Support programs, which foster community pride and enhance community appearance.
- Protect significant historic properties and promote their rehabilitation and use.
- Protect the character of rural communities, scenic views, and the nature of the landscape.
- Increase the priority of cleanliness and order within the community and fund the enforcement appropriately.
- Increase the penalties for littering and lack of upkeep of properties.
- Provide countywide signage that reduces visual clutter to reflect a positive image of Terre Haute and Vigo County.
- Encourage public and private efforts to create entryways to the community, its districts, neighborhoods, and attractions so that a sense of arrival is established.
- Utilize the pedestrian experience as a criterion in reviewing development proposals.
- Support and fund the development of parks to serve residents of growing areas, as well as the construction of a trail system to connect key locations throughout the community.

Recommended actions include:

- Implementation of a strong sign regulation ordinance with enforcement capability that ensures its success.

- Use screening and landscaping to buffer incompatible uses and densities.
- Develop a landscaping standard for public right-of-ways.
- Institute an architectural review committee(s) to provide insight on development proposals prior to their approval.



Terre Haute Vigo County *Comprehensive Plan*



Chapter 3: Geography of Implementation

CHAPTER THREE: Geography of Implementation

Introduction

The spatial arrangement of future land uses has emerged not only from the planning process but also from the existing pattern of development. Prior development has established the overall frame of reference on which future development options are grounded. The pattern of development areas and vacant undeveloped areas reflects past development economic, market, and environmental conditions.

The pattern of the past is likely to prevail even over the planning horizon of the next twenty years. However, the Growth Pattern Maps superimpose a new structure on top of existing land use patterns. These maps achieve the following results:

- Contains outward spread of intense urban growth.
- Fosters contiguous urban development.
- Supports a modest increase in residential development densities.
- Directs development away from sensitive environments.
- Reserves important natural and agricultural areas in the public interest.
- Limits risk to life and property from natural events.
- Links development capacity to existing and planned utility and roadway improvements.
- Encourages more effective use of existing public capital.
- Opens development opportunities.
- Promotes the livability of the community.

Land Use Categories

Rural Protection

Is intended to protect: agricultural production, natural resources, and environmentally sensitive areas located within Vigo County. Primary uses should include the production of grain, livestock grazing, forest preserve/reserve, floodplain protection and wetlands enhancement. These areas are based upon FEMA Flood Insurance Rate Maps, USGS shaft mine maps, and the lack of centralized water and sanitary sewer provisions.

Additional policies for Rural Protection Areas should include:

- Limit the number of lot splits from a parent tract to a ratio of one split per 20 acres.
- Discouragement of any expansion of centralized water and sanitary sewer.
- Primary uses of grain production, livestock grazing, forest production with replanting programs, and woodlands preservation/set-aside programs.
- Residential uses only being accessory to a primary use.

Rural Preservation

Is intended to preserve and enhance the rural lifestyle in Vigo County. This category shares many of the aspects of property identified as a rural protection area with the exception of already being the recipient of public investment in the nature of the provision of centralized water or sanitary sewer.

Additional policies for Rural Preservation Areas should include:

- Limit the number of lot splits from a parent tract to a ratio of one split per 10 acres.
- New development must be served by either centralized water or sanitary sewer.
- Expansion of centralized water and sanitary sewer only to alleviate a public health issue.
- Primary uses of grain production, livestock production, forest production, woodland preservation/set asides, and caretaker residential

Estate Residential

These are areas with inadequate or non-existing facilities to support urban densities at this time. These areas are intended primarily as large lot residential areas with the average densities of two (2) acres per dwelling unit. Environmental condition may, in some cases, further limit prevailing development densities. Where development is to occur on septic systems, septic suitability must be judged on a site-specific basis. In order to maximize consistency with Vigo County development policies, adequate land coverage should be required to support two (2) independent septic fields. Current septic systems built in Vigo County have a useful life of twenty to twenty-five (20-25) years. A single septic system will probable fail prior to the life expectancy of the residential structure. In most cases, the provision of requiring space for two septic fields will not unduly restrict development. Areas designated Estate Residential also signify areas that are not planned for major new public investments in roadways or public utilities.

Over time some of these areas may come under increasing development pressure. Several special conditions may warrant increasing development densities. These include: planned and committed public improvements; adjacent and contiguous development at urban densities; a proposed master planned large scale, medium density neighborhood involving a large area (i.e. 200 acres); a completion of a new major highway; and, shifts in the ease and merit of annexation which may provide strong public incentives to progressively annex. All of which should be approved through a future update of the Comprehensive Plan or preparation of a Sub-Area Plan. Extension of sewer and water facilities to a site should not, in itself, justify higher density development. Upgrading the plan's densities must be considered in the context of quantitative impact of the higher density on

capacity of services such as streets, parks, schools, etc. The analysis must take into account the existing and projected use of public facilities vs. capacity of the facilities.

Additional polices for Estate Residential areas should include:

- Estate housing on lots greater than two acres as the primary use.
- Lots should be divided in a way that allows for additional development to be served in the future.
- Residential subdivision lots should not have frontage on county roads, rather they should be required to build local level public streets to provide access from the county road to the lots.
- Any increase in development density should be based upon the development and approval of long-range infrastructure development plans.

Suburban Residential

These are largely undeveloped areas lying within the boundaries of existing and planned urban services. Current residential densities range from building on lots of ½ acre to 2 acres in size, this should be used as a minimum density. Over time, densities should be encouraged to increase moderately to allow average densities of three to three and one-half (3 to 3.5) households per acre. In the case of all residential densities, densities are stated as an average for the entire area in a given land use categories.

Promotion of monotonous suburban tract housing is not the intent of this growth pattern, although this may be an undesirable consequence. To avoid this outcome, careful consideration of alternative site development schemes should be undertaken by planning, engineering, development and real estate professionals for each new residential tract.

Increasing residential densities within this growth pattern offers four distinct advantages over typical low-density development.

- Optimization of the relationship between public infrastructure capacity and average development densities.
- Reduction in the need for infrastructure extensions and expansions, thereby saving public capital cost.
- Provides pedestrian scale residential neighborhoods, which will blend with existing Terre Haute neighborhoods that were developed at five to seven (5 to 7) units per acre and at the same time provide enhanced opportunities for non-motorized travel.
- Minimize land consumption and limits land disturbance.

Not every new subdivision will provide developed densities approaching four (4) units per acre, Yet, as cluster housing, patio homes, variations of zero-lot line housing and integrated neighborhoods of town houses, garden apartment, and single family dwelling units become more common and more fashionable, average densities will increase. Traditionally, allowable densities controlled mix and pattern of suburban

residential development. Density, per se, is increasingly viewed by development professionals as only one of many variables that must be considered in making site development decisions. The infrastructure capacity relative to undeveloped areas and special environmental conditions of a specific development site, as well as, the site plan itself and its impact on surrounding property should primarily control the developed density. This should especially be the case as development moves beyond minimum residential densities. In all cases, density and the arrangement of uses on a developed site should be sensitive to surrounding development patterns, making land use transitions within the new development and utilizing natural features as transitions or buffers.

Policies for Suburban Residential areas should include:

- Houses on lots ranging from one-half to two acres depending on wastewater treatment needs.
- The extent of non-residential uses should be limited to parks, churches, and schools.
- Residential subdivision lots should not have frontage on county roads, rather they should be required to build local level public streets to provide access from the county road to the lots.
- Medium range plans for expanding needed infrastructure should be developed, considering projected demand and funding.

Neighborhood Conservation

These areas encompass neighborhoods with established and stable residential environments. The vast majority of these areas are fully developed (or expected to be in a relatively short timeframe). Fundamental directives urged for these areas encourage the maintenance of the residential desirability and stability. Where new infill development is proposed, it should be entirely consistent and compatible with pre-existing developments. However, special public attention may, in some cases, be required to assure that drainage, sidewalk improvements, and linkages to pedestrian and bicycle trails are made. Many of these neighborhoods may be excellent candidates for special assessment districts for neighborhood improvements and amenities.

In addition, these areas encompass existing retail activity nodes located throughout the community. In general, these commercial areas have evolved in an unplanned, largely uncoordinated manner along frontage of primary arterials. Within these commercial bands, a great variety of activities exist which target different markets. Some activities are oriented toward "drive-by" markets, fast food restaurants, convenience stores, gasoline stations, drive-in banking facilities, for example. Other activities are special-purpose, oriented to single trips rather than comparative multi-purpose shopping. These single purpose

stores serve a market larger than a single neighborhood. Sales and service of automobiles, trucks, boats, recreational vehicles and related activities are special purpose region-serving activities. They require large site with good visibility. Finally, commercial areas include a range of neighborhood level retail activities including grocery stores, pharmacies, personal services such as hair styling, and other frequently purchased goods and services.

Additional policies for Neighborhood Conservation areas should include:

- Allow for a range of housing densities based on the zoning ordinance.
- Allow for a mix of uses, focusing on neighborhood and community serving commercial nodes.
- Encourage neighborhoods to develop a unique sense of place, but still be part of the larger city.
- Reuse of commercial oriented structure should be limited to retail activities that contribute to the diversity and variety of retail uses in a commercial node.
- With respect to existing commercial “strips” – i.e. narrow bands of commercial uses occupying major roadway frontage, the limitation of additional or new commercial uses is strongly advised.
- Geographic expansion of this commercial “strips” should be limited to the provision of additional space to ensure the compatibility with adjacent uses, not an intensification of use.
- Improved landscaping, improved pedestrian amenities, and increased attention to lighting, signage, and impacts upon nearby residential areas is advised in the review of development petitions.

Neighborhood Enhancement Areas

Areas that qualify as Neighborhood Enhancement, represent residential areas with aging housing stock, older industrial areas that are in need of reinvestment, and neighborhood commercial nodes that need assistance in meeting modern development standards. These areas are primarily located within the Terre Haute, West Terre Haute, Seelyville, and Riley.

In regards to residential neighborhoods that are in need of rehabilitation, they should receive priority efforts with respect to public improvements such as drainage, sidewalks, street, curb and gutter repair and replacement, and landscaping in the public rights-of-way. Where appropriate, new residential infill projects should be considered a high priority for undeveloped parcels. Over time incompatible and inconsistent uses with the residential context of these neighborhoods should be eliminated.

Over time, it is reasonable to expect some displacement of existing industrial facilities, either because of functional and competitive obsolescence of facilities themselves or because corporate restructuring. As facilities are displaced, facility reuse plans or site redevelopment plans should be prepared. In some cases, industrial

reuse or redevelopment may not be appropriate, for example in older core of the City of Terre Haute.

Neighborhood commercial areas are small scale, retail activity clusters or planned centers that serve limited market areas – typically 4,000 to 10,000 people. They provide shopping opportunities for those most frequently purchased goods and services. Neighborhood commercial areas should be distributed throughout the community in relationship to the distribution of households. Each neighborhood commercial center should be a master planned commercial development that is contained within a defined tract or land area. Auto ingress and egress must be controlled. Most importantly, these areas should relate to surrounding residential neighborhoods but not adversely impact the livability of those neighborhoods through traffic, lighting, noise, litter, or other impacts. They will require strong buffering and landscape regulations, as well as being architecturally harmonized and able to blend with their neighborhood context.

Additional policies for Neighborhood Enhancement Areas should include:

- Encourage infill development that is compatible with the land use mix and intensity of existing development.
- Support preservation and rehabilitation of historic properties.
- Incompatible and inconsistent uses with the residential context of these neighborhoods should be eliminated.
- Identify areas that need sub-area plans and prioritize the development of those plans by area.
- Allow for a range of housing densities based on the zoning ordinance.
- Encourage neighborhoods to develop a unique sense of place, but still be part of the larger city.

Reuse and Redevelopment Areas

These are areas that offer potential future reuse and redevelopment potential. These areas are a result of underutilization of land relative to potential development. Brownfield and blighted categorization establishes the need to apply policies established for these areas.

Additional policies for Reuse and Redevelopment Areas include:

- Incentives to be provided to support redevelopment.
- Density bonuses may be appropriate to support redevelopment
- Sponsor the development of redevelopment plans
- All policies from Neighborhood Enhancement Areas

Regional Commercial

Regional commercial areas are major retail centers providing the widest variety of retail goods and services (comparative shopping goods such as jewelry, apparel, household goods, and general merchandise) to a market area larger than the community, with no single type of retail

activity dominating the district. The vitality of the areas is based upon the diversity of retail activities being located in a relatively concentrated area. With respect to these major regional shopping areas, future planning should consider the district or area as a whole, thereby assuring the vitality and viability of these regional commercial areas.

Additional policies to guide future development decisions include:

- Utilize spatial containment of commercial activities to existing commercially zoned sites to:
 - Maintain and reinforce the drawing power of major retail centers including anchor department and discount stores.
 - Reduce future traffic congestion and more closely tie existing retail centers with transit operations; expand the opportunities for pedestrian linkages between and among major existing activity centers.
 - Increase the identity of the district as a whole, with improved coordination in urban design elements including directional signage, common landscape elements such as lighting or street furniture; develop a common approach to business signage.
 - Encourage reinvestment in and continual upgrading of existing retail space; encourage the intensification of activities for retail comparative shopping purposes.
 - Ancillary activities such as fast-food restaurants or quick stop establishments do not add to the regional character of activity centers. Emphasis should increasingly be upon multiple-trip purpose activities with regional significance.
 - Ensure that future retail commercial development in the area does not detract from the viability of existing activity centers and does not detract from the livability of residential Neighborhoods in the vicinity.

Employment Centers

These areas are to be developed as high intensity, mixed-use, planned corporate business parks. Employment Centers may include a wide diversity of use activities including research and development, office buildings, corporate headquarters or corporate “campus” facilities, office/distribution facilities – so called “flex space” and institutional uses. In addition to these primary uses, complementary, secondary or ancillary activities should be encouraged on a limited basis. These may include day care centers. Business support services like print services or computer service bureaus, and limited retail commercial activities such as restaurants, designed to use by employees and open space recreational amenities. Employment Centers should be developed under a master development plan which provide landscape, lighting, architectural controls, internal vehicular and pedestrian circulation plans, controlled access parking and loading facilities, common area lighting and standardized signage. Additionally, these areas should offer

the protection of performance standards with respect to noise, vibration and environmental quality.

Airport

The Airport area shown on the Growth Pattern maps incorporates the Terre Haute International Airport and surrounding uses. The airport area has significant potential for airport-related business and industrial services. The airport area should be the focus of a sub-area plan that creates a parcel-by-parcel master land use plan to accommodate additional growth while acknowledging the limitations related to development adjacent to an airport.

Industrial Areas

Industrial Areas shown on the Growth Pattern maps incorporate existing or planned industrial parks and industrial facilities. Allocation of additional land for future development of industrial facilities is also shown. Areas appropriate for industrial use include large, uninterrupted tracts of level land with few environmental constraints and with excellent highway and arterial access. The plan, in general, accommodates expansion of existing industries.

Medical/Hospital Areas

The land within these areas is intended for uses that have a large concentration of existing medical activities. In addition to the hospitals, various clinics and offices of medical practitioners, support activities such as hospital equipment, medical supplies, pharmacies, medical and dental laboratories are appropriate for these areas. Ancillary retail activities for hospital visitors or employees may be appropriate – florists, limited restaurants, lodging facilities, insurance services, banking services, etc. It should be recognized Terre Haute's hospitals are regional health care providers servicing a large number of counties in West Central Indiana and East Central Illinois. Evidence suggests that the hospitals will continue future growth at least in a regional context.

Three future planning principles need to be followed as future development projects emerge in these areas:

- The size of the district(s) and the spill over effects of traffic and medical activities into adjacent residential neighborhoods should be contained and limited. This should be accomplished in a manner that does not inhibit future medical growth or development opportunities but at the same time does not cause displacement or conversion of residential uses for medical activities.
- The district should be planned as a whole with clear and controlled access, direction signage, controlled drive cuts, cooperative district wide parking, and careful planning of the spatial interrelationships between various land uses and activities.

- Along the edges of the district(s) special attention should be devoted to buffering, perhaps through landscaping, to clearly separate and distinguish the hospital/medical area from the adjacent residential areas. Within the hospital/medical district landscaping, streetscape details and pedestrian amenities should be enhanced and coordinated.

Historic Districts

Historic Districts are locations within the community that are important because of historic events, their architectural or cultural significance, or a connection to the lives of the people who lived there that should be protected and enhanced as an amenity to region. There are two types of historic districts:

- National Register Historic Districts. The National Register is a nation-wide list of buildings or areas certified by the Secretary of Interior as important architecturally, historically or culturally. Individual buildings and those in a district are eligible for Federal and Indiana tax credits for rehabilitation and tax reductions for easement donation. Listing a building on the National Register does not trigger local review of changes to the building unless the project is federally funded.
- Local Historic Districts. Local Historic Districts can be created by local ordinance, and are regulated by a historic district design standards in that ordinance. These standards vary from district to district and are developed by the neighborhood. “Certified” local historic districts have been determined to qualify for the National Register. These districts enjoy the same tax credit benefits as National Register districts.

Specific items to be utilized in identifying historic districts include:

- Buildings and structures within the district generally must be 50 years old.
- Many demolitions or new buildings have not altered it historic appearance.
- District resources should be similar in style, massing, detailing and/or date of construction.
- The buildings in the district must retail their original architectural character.
- The area must have clear and precise defined boundaries.

Downtown

In establishing a fundamental public policy to recognize downtown Terre Haute as a mixed use, high intensity activity center serving regional, community-wide, and neighborhood markets, future downtown development should be approached as series of rather specialized precincts, each with specific planning and urban design guidelines. Precise site-specific development objectives and urban design standards should emerge from previous recommended works. However, the following two (2) planning principles establish a general framework for guiding subsequent planning and development efforts in downtown Terre Haute.

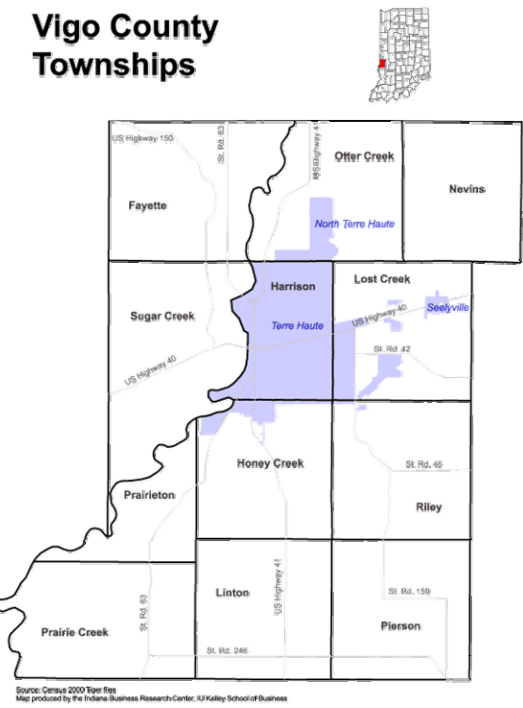
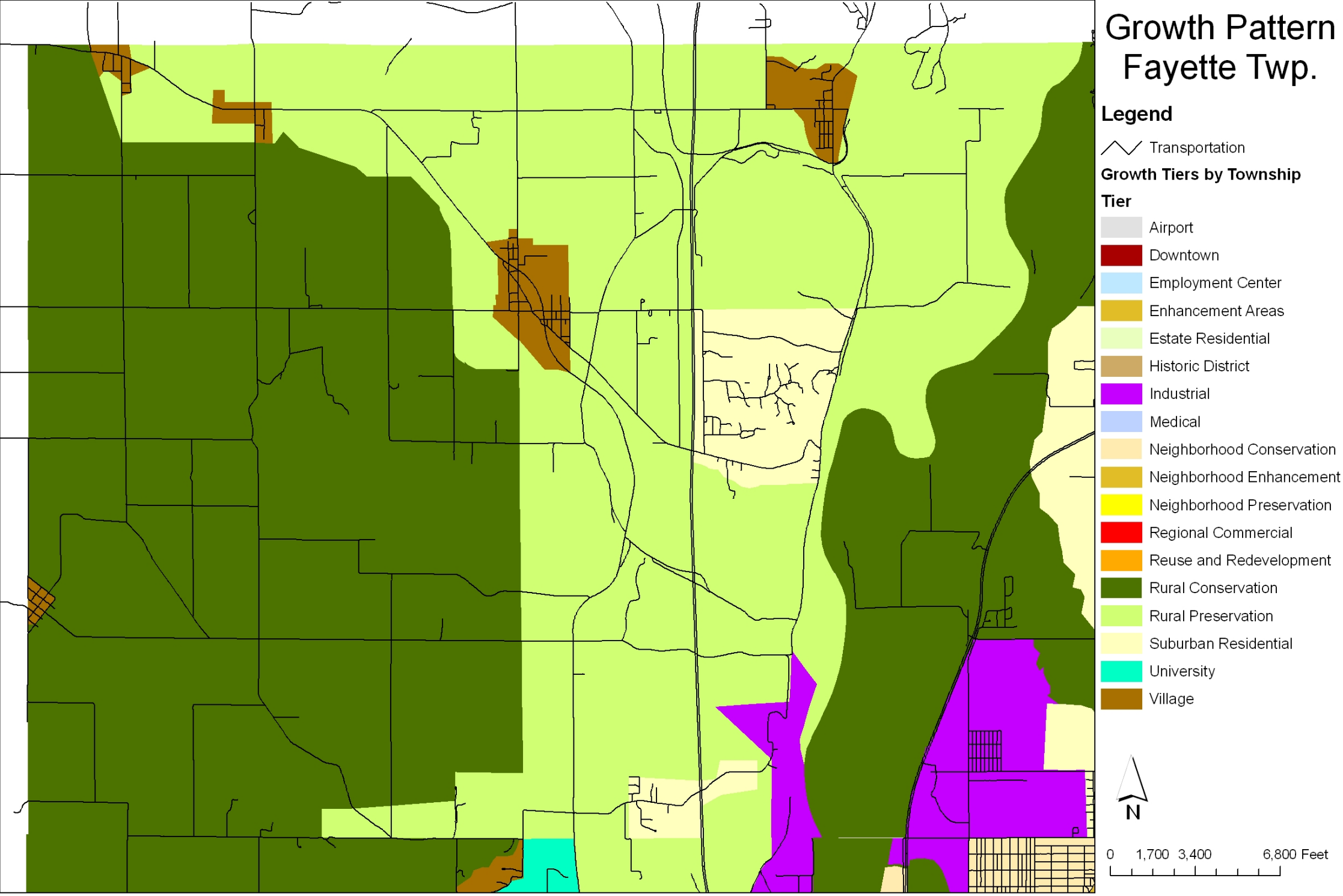
- Ground floor block faces along Wabash Avenue and 7th Street should remain pedestrian oriented with a high diversity of shopping goods, specialty stores and soft consumer goods. Ground floor space should be primarily retail with limited office space. Where service activities do occur along these block faces, opportunity for at least some retail frontage – perhaps only retail display windows need to be considered. In addition, the architectural character and detail needs to be conserved and enhanced. With new buildings or facades, building mass and scale, building materials, door and window openings and other design details should be complimentary, consistent, and compatible with existing structures.
- Throughout the downtown area vacant and underutilized buildings can be evidenced. As a planning objective, the intensity of use of the underused or vacant buildings should be increased. Upper story floor space is especially difficult to fill. Encourage adaptive reuse; encourage residential activities; encourage use by business services. If an activity does not have any adverse effect upon traffic or surrounding activities, through light, odors, or excessive noise, it should be encouraged filling unused or underused spaces and buildings. On a site-by-site basis, opportunities for redevelopment or adaptive reuse of low intensity activities should be explored. Clearly, no viable business operation should be displaced; relocation to a more appropriate location rather than displacement is absolutely advised.

University Areas

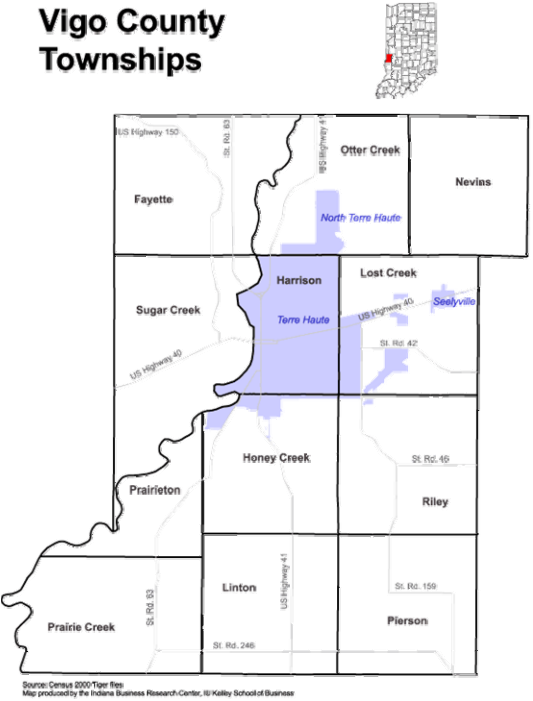
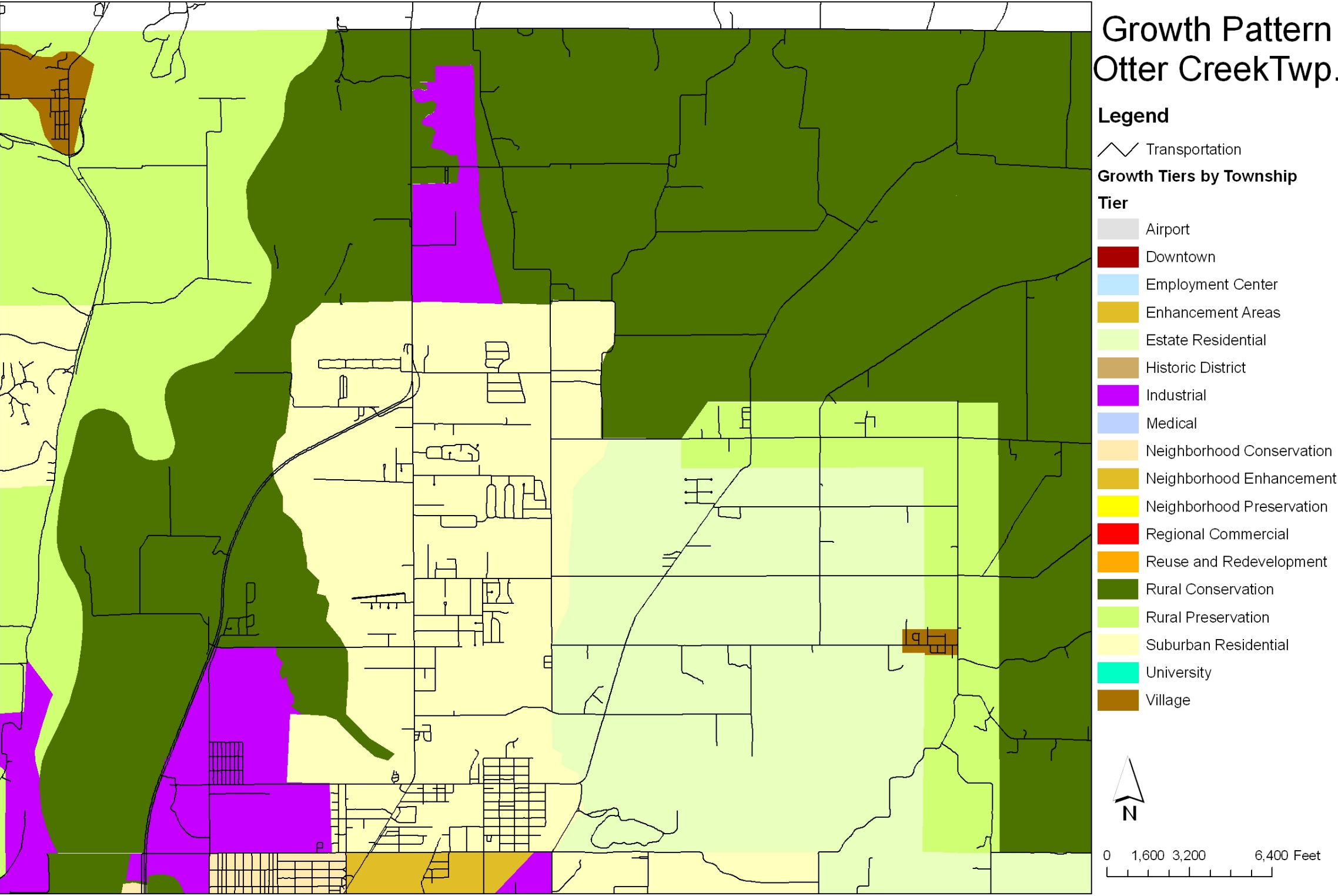
The locations delineated as University Areas define property currently owned or identified by Indiana State University (ISU), Rose Hulman Institute of Technology (RHIT), St. Mary's of the Woods College (SMWC), or Ivy Tech Community College (ITCC) long-range master plans as the intended campus boundaries. These institutions of higher learning and their associated foundations do own other property throughout the community. These properties are either held in trust, as income generating assets or as special purpose facilities and enterprises not directly linked to campus development. The University Area indicates the institutions direct sphere of control, which in the case of ISU and ITCC neither the City of Terre Haute nor Vigo County exercises planning and development control. In the case of RHIT and SMWC, as private institutions, do fall within the planning and development control of Vigo County and the City of Terre Haute. However, this plan recognizes that the institutions administrations are better suited to guide development and master planning within their sphere of control. Therefore, all four institutions will be responsible for master planning activity for their campuses. Properties in private non-university ownership are subject to City and County planning policy and development regulations.

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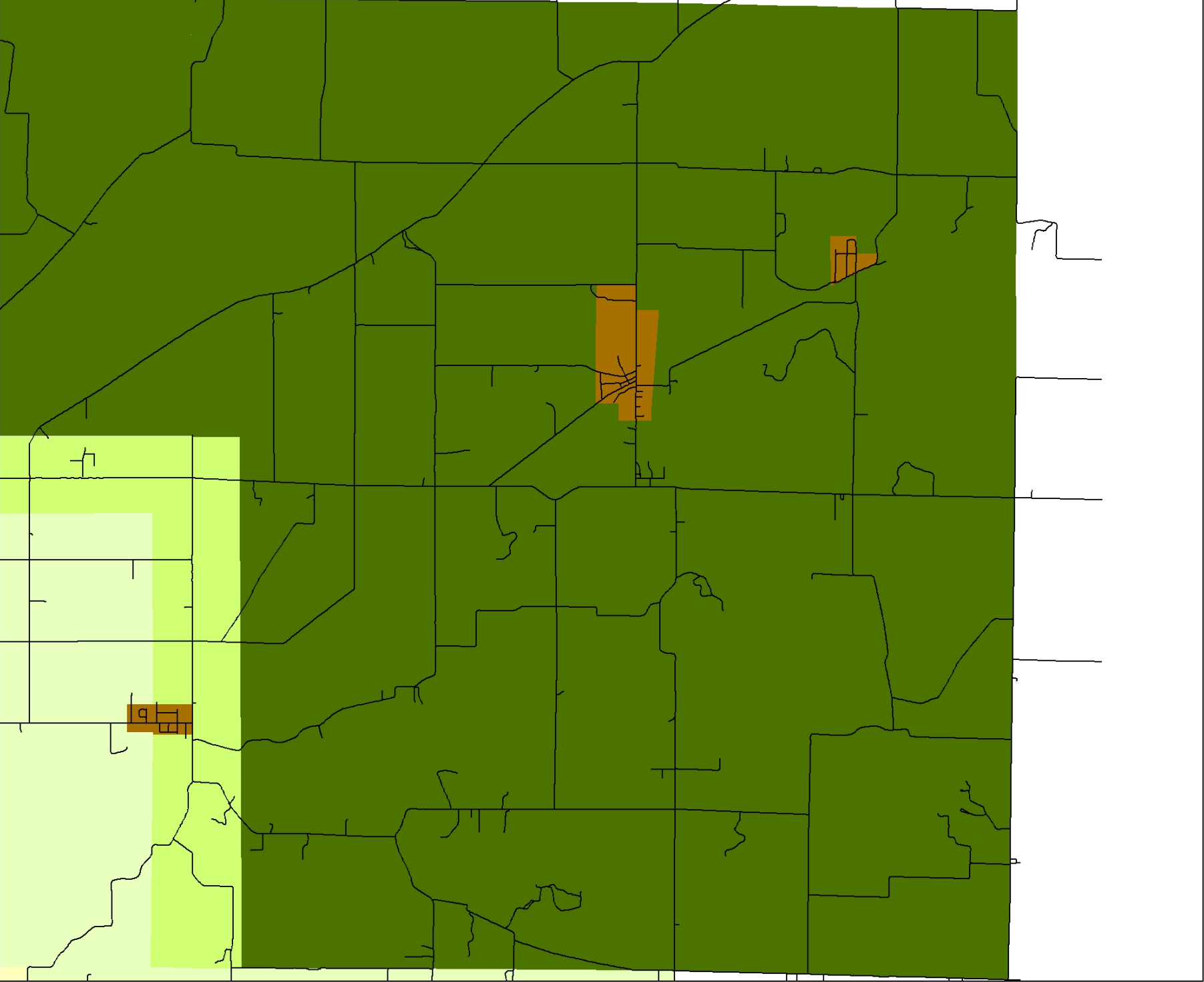
Map 1: Fayette Township Future Land Use



Map 2: Otter Creek Township Future Land Use Map

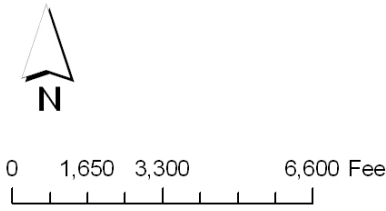


Map 3: Nevins Township Land Use Map

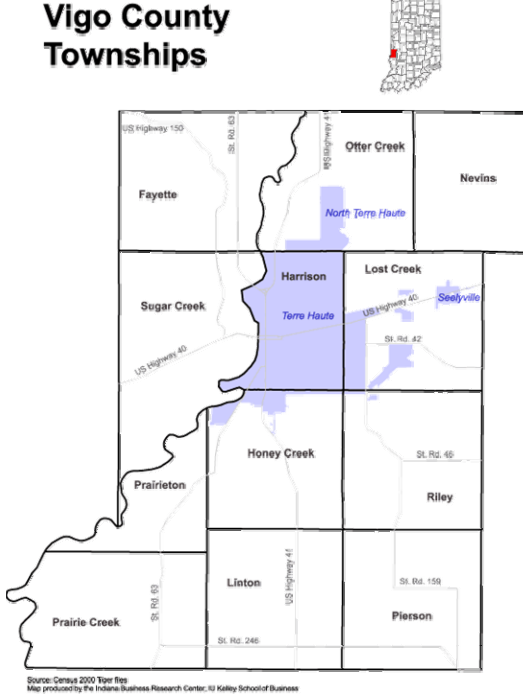


Growth Pattern NevinsTwp.

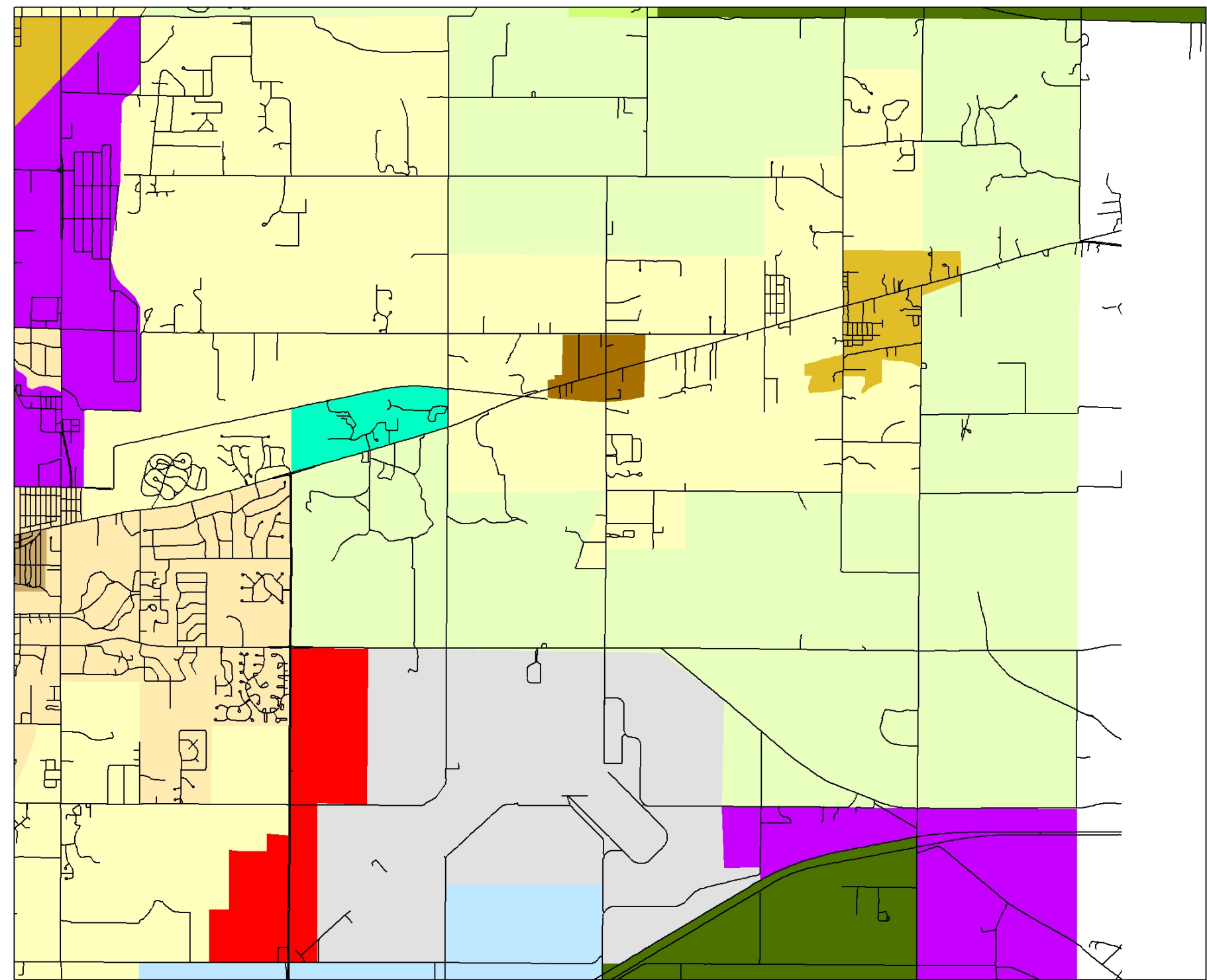
- Legend**
- Transportation
- Growth Tiers by Township**
- Tier**
- Airport
 - Downtown
 - Employment Center
 - Enhancement Areas
 - Estate Residential
 - Historic District
 - Industrial
 - Medical
 - Neighborhood Conservation
 - Neighborhood Enhancement
 - Neighborhood Preservation
 - Regional Commercial
 - Reuse and Redevelopment
 - Rural Conservation
 - Rural Preservation
 - Suburban Residential
 - University
 - Village



Vigo County Townships



Map 4: Lost Creek Township Future Land Use Map



Growth Pattern Lost Creek Twp.

Legend

Transportation

Growth Tiers by Township

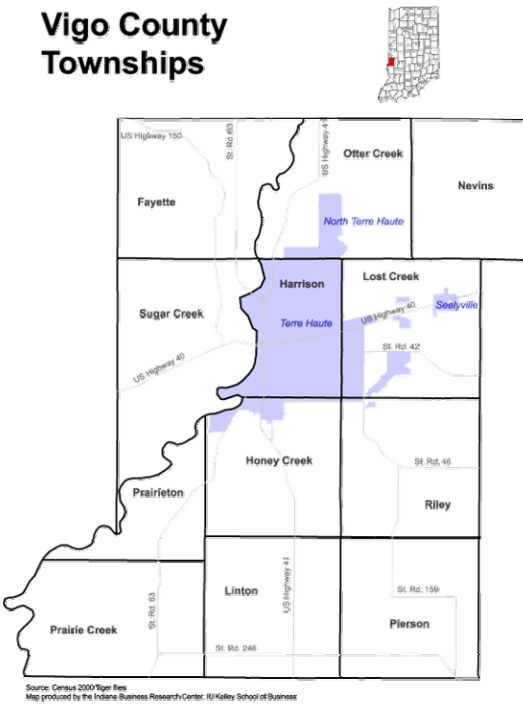
Tier

- Airport
- Downtown
- Employment Center
- Enhancement Areas
- Estate Residential
- Historic District
- Industrial
- Medical
- Neighborhood Conservation
- Neighborhood Enhancement
- Neighborhood Preservation
- Regional Commercial
- Reuse and Redevelopment
- Rural Conservation
- Rural Preservation
- Suburban Residential
- University
- Village

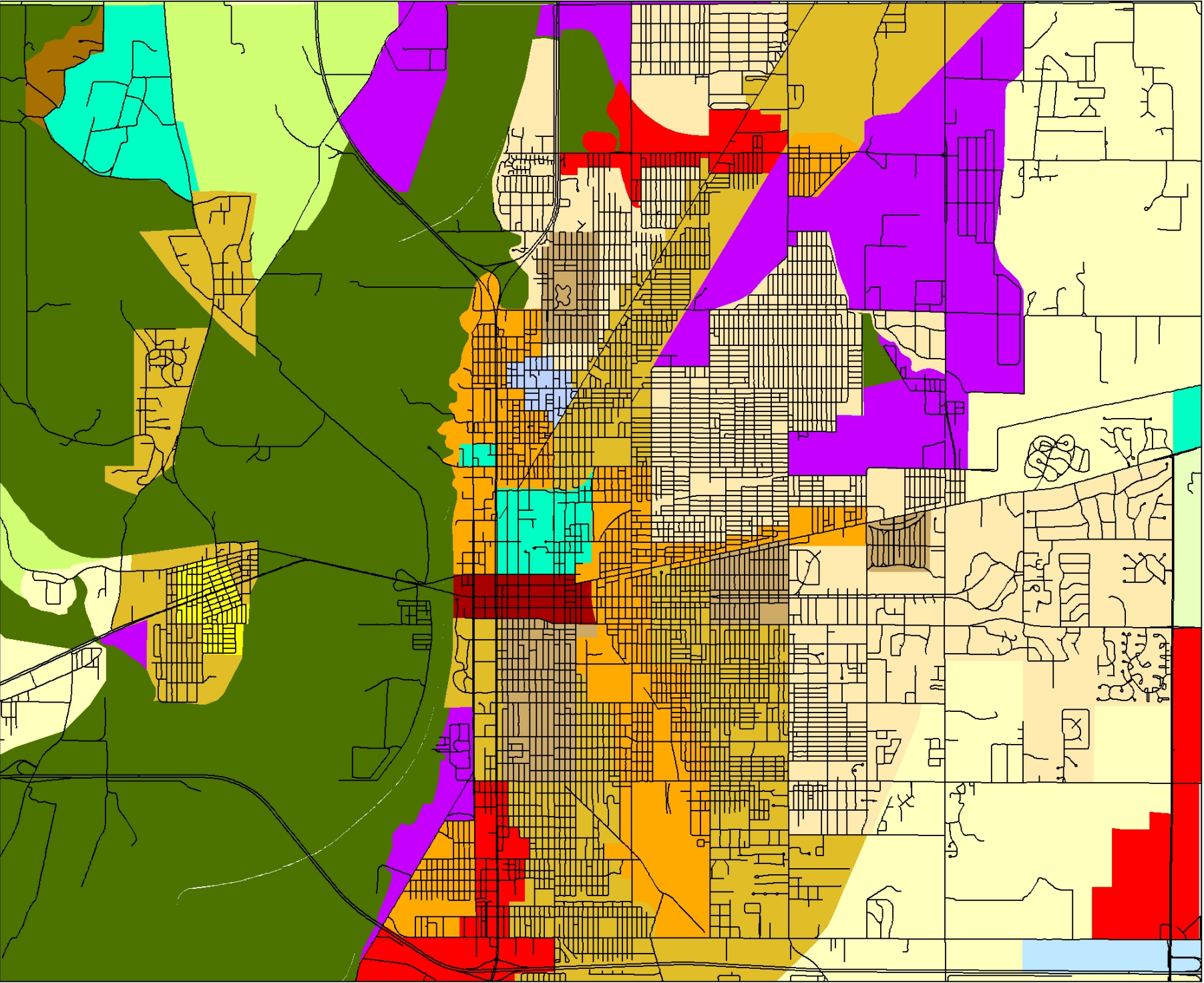


0 1,550 3,100 6,200 Feet

Vigo County Townships



Map 5: Harrison Township Future Land Use Map



Growth Pattern Harrison Twp.

Legend

Transportation

Growth Tiers by Township

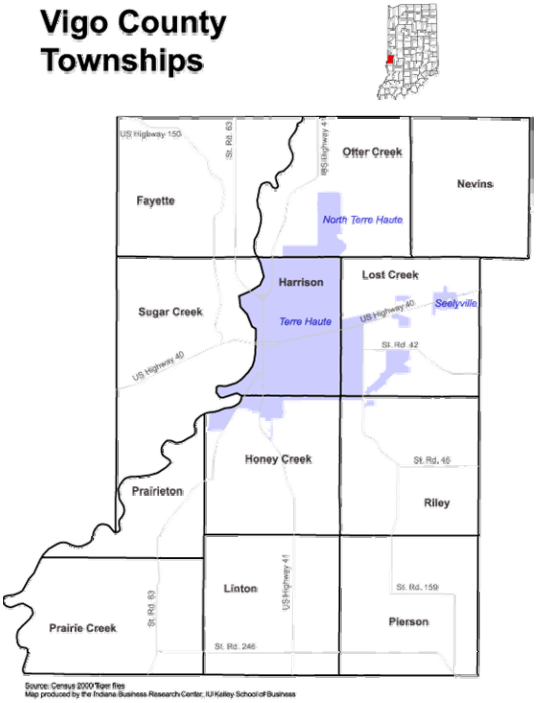
Tier

- Airport
- Downtown
- Employment Center
- Enhancement Areas
- Estate Residential
- Historic District
- Industrial
- Medical
- Neighborhood Conservation
- Neighborhood Enhancement
- Neighborhood Preservation
- Regional Commercial
- Reuse and Redevelopment
- Rural Conservation
- Rural Preservation
- Suburban Residential
- University
- Village

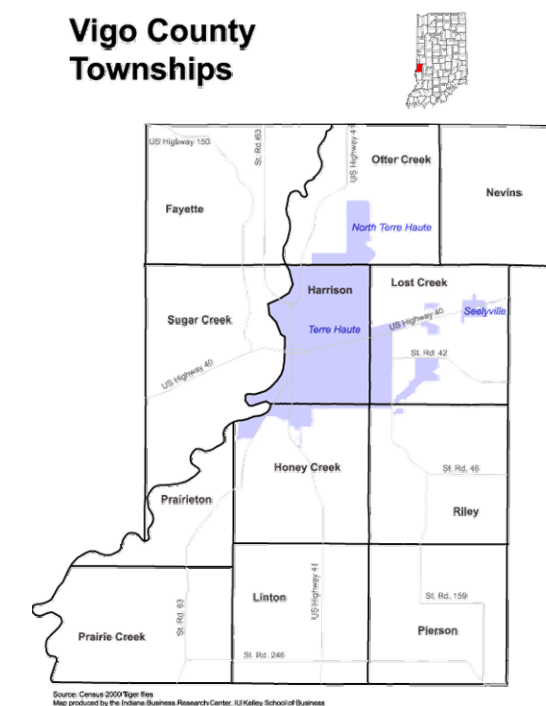
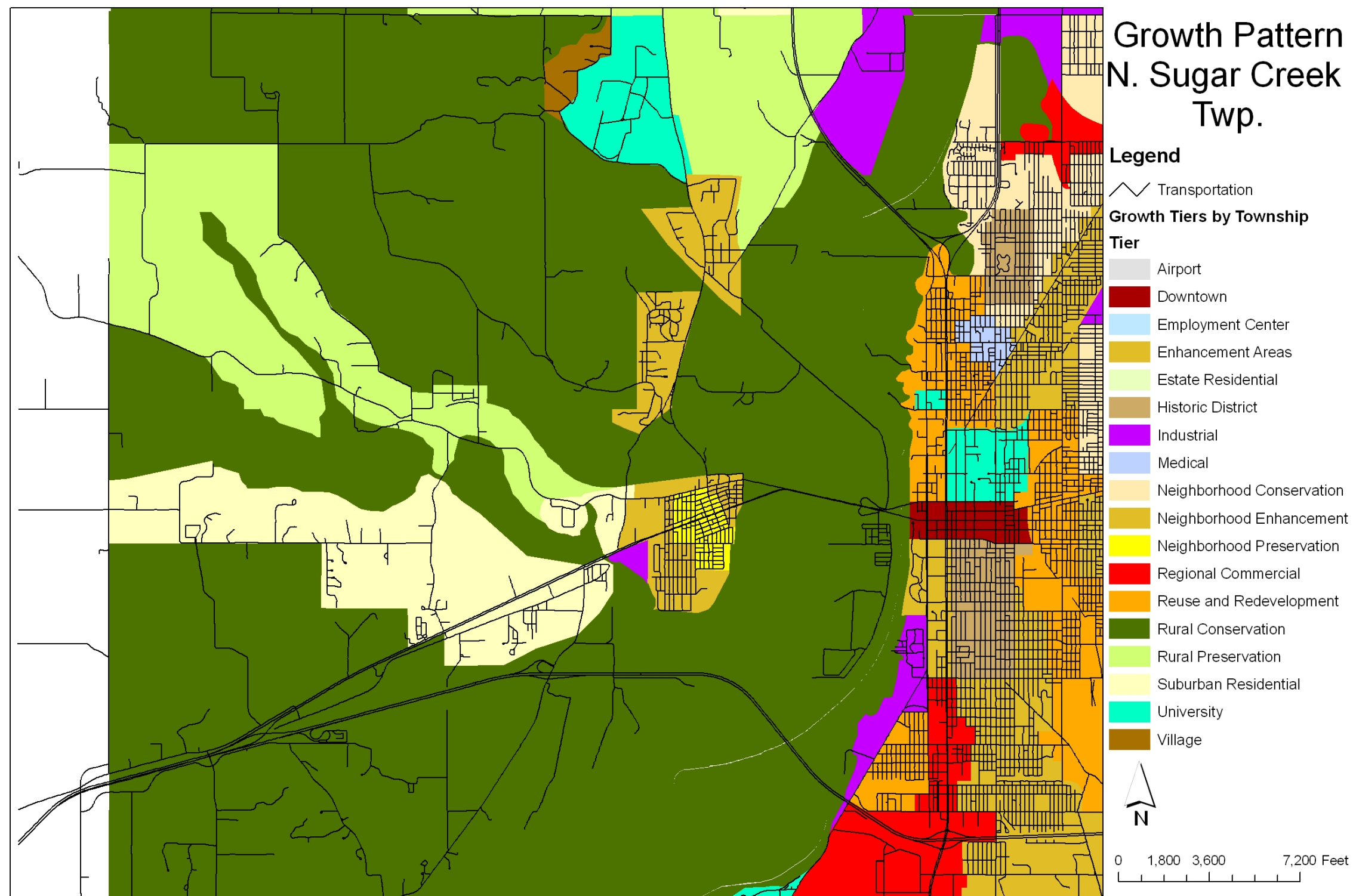


0 1,700 3,400 6,800 Feet

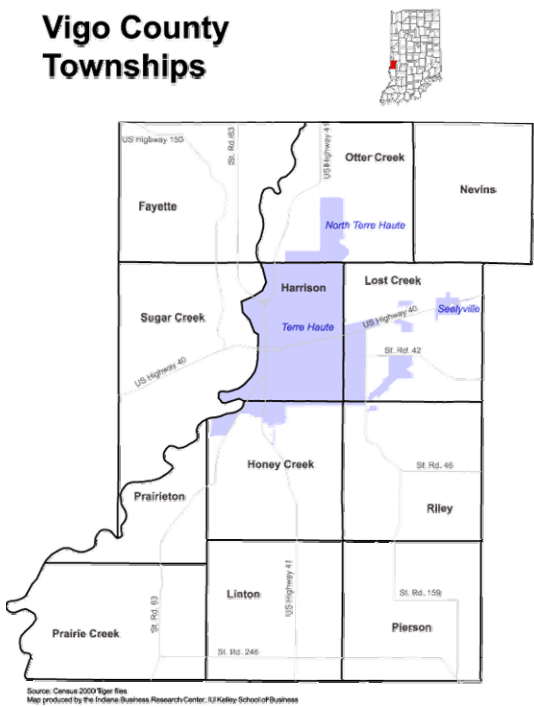
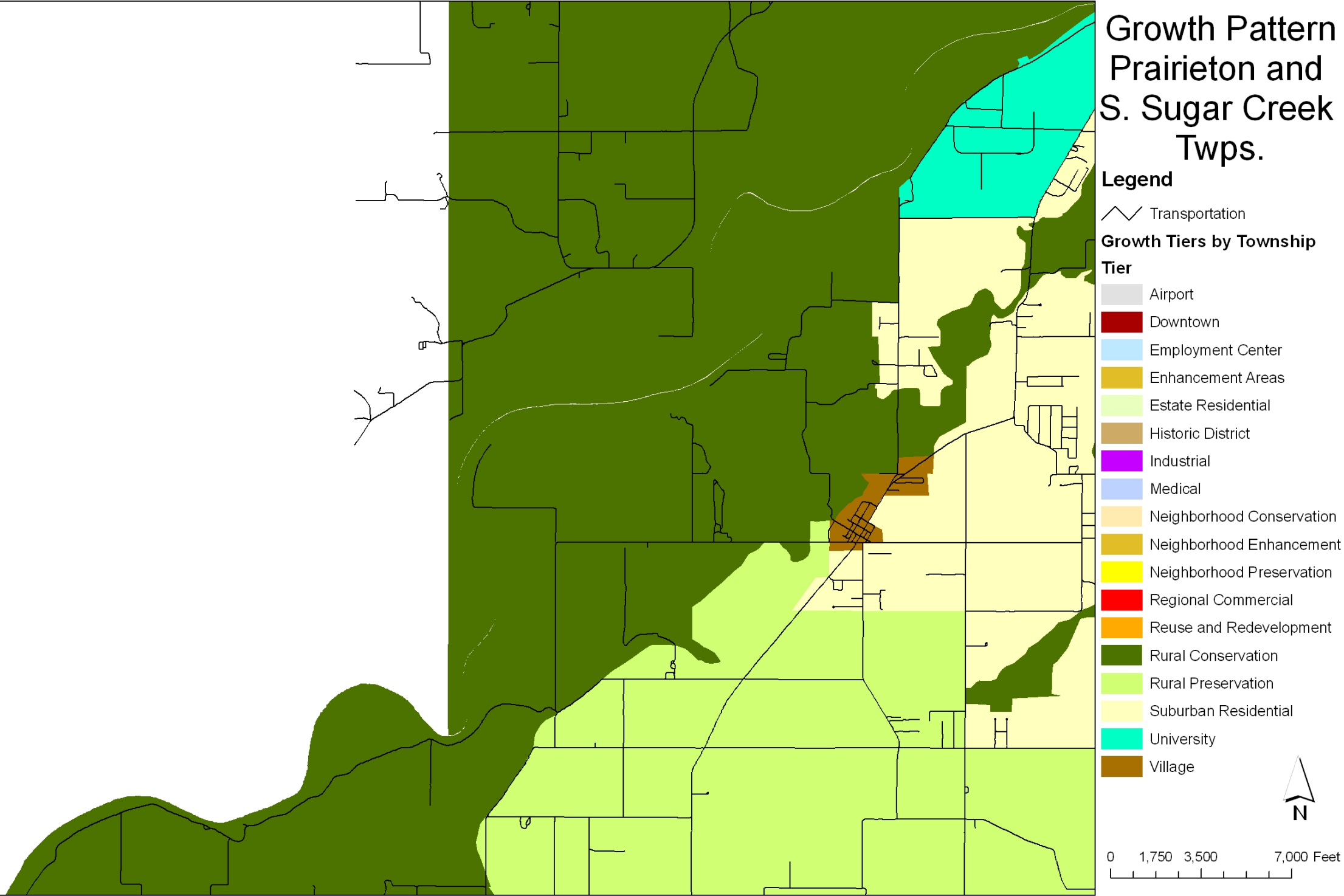
Vigo County Townships



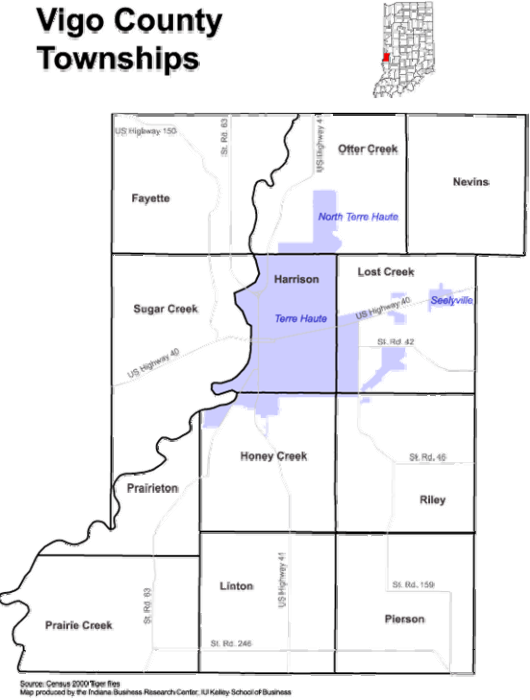
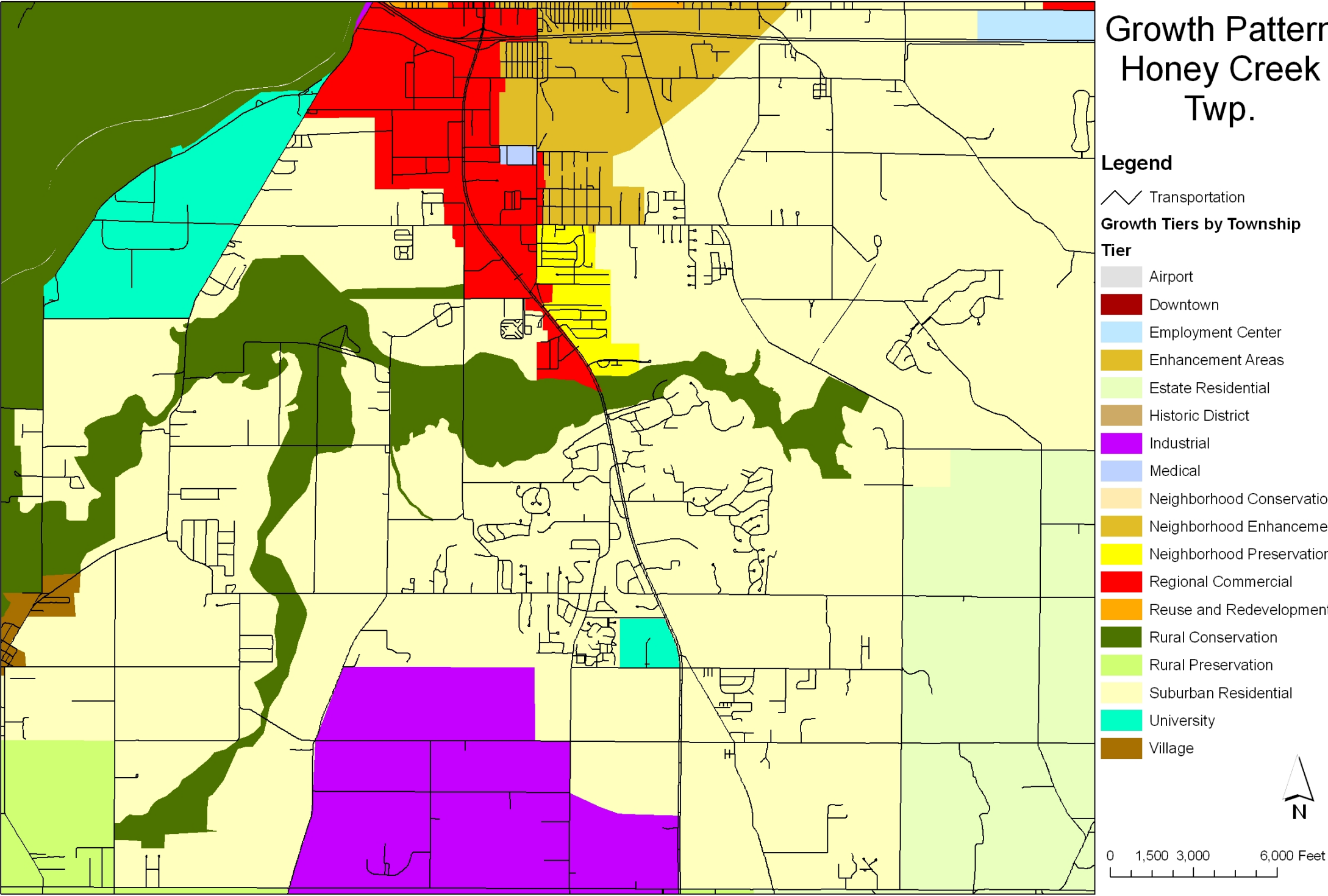
Map 6: North Sugar Creek Township Future Land Use



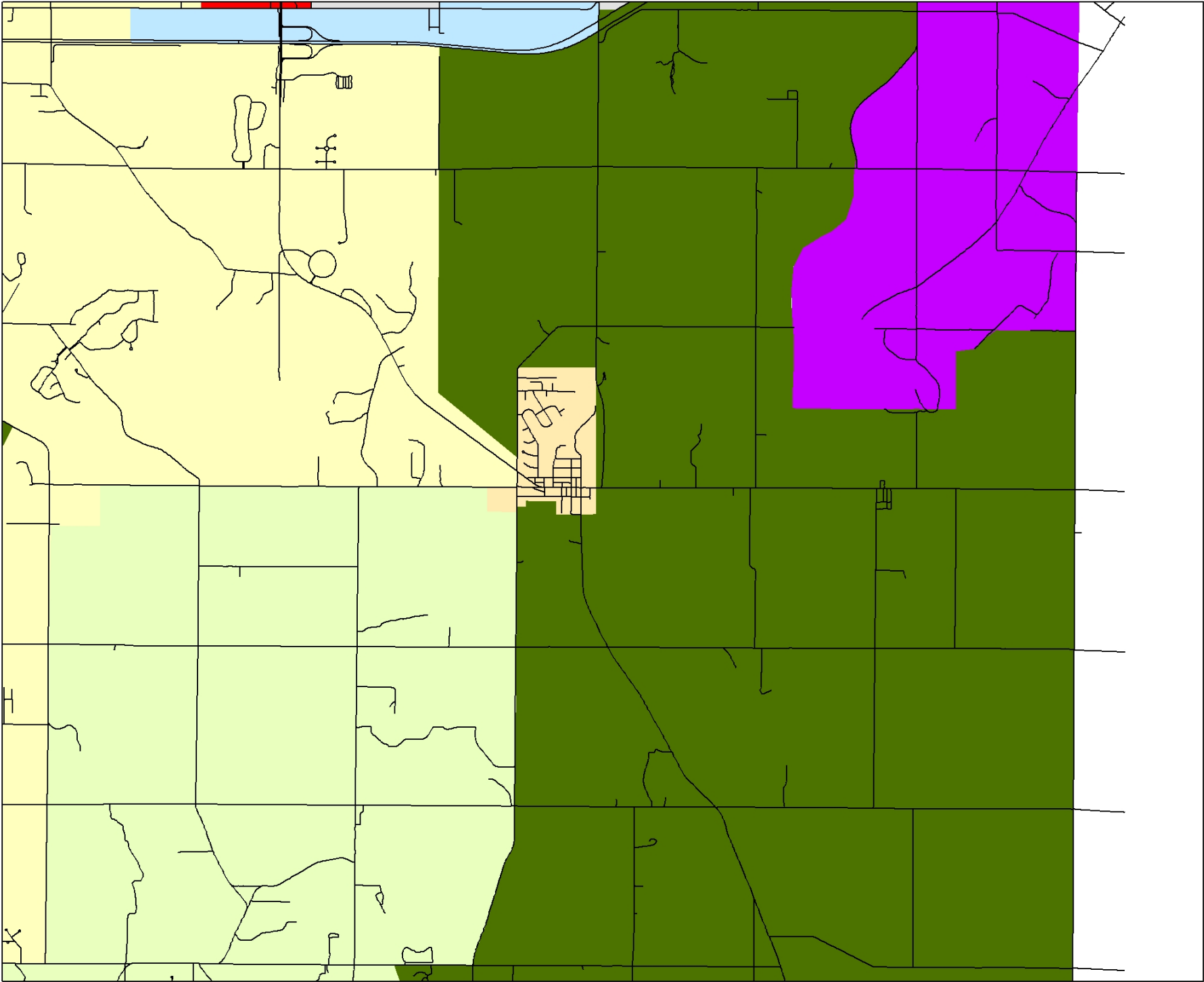
Map 7: Prairieton and South Sugar Creek Townships Land Use Map



Map 8: Honey Creek Township Future Land Use Map

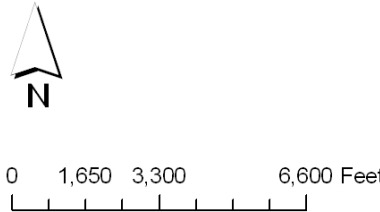


Map 9: Riley Township Future Land Use Map

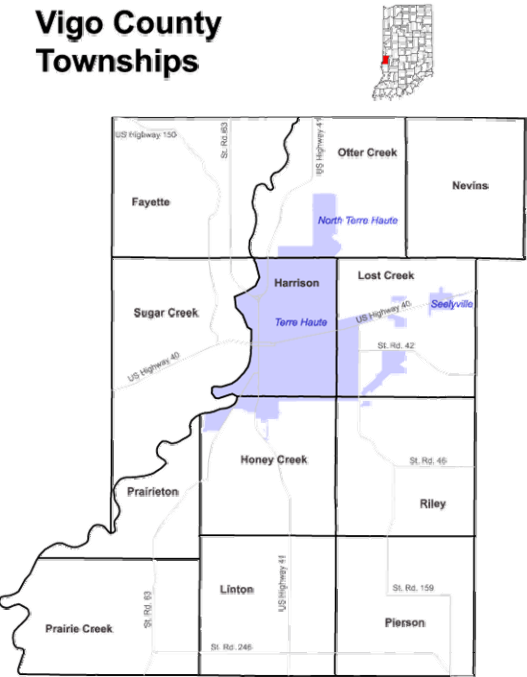


Growth Pattern RileyTwp.

- Legend**
- Transportation
 - Growth Tiers by Township**
 - Tier**
 - Airport
 - Downtown
 - Employment Center
 - Enhancement Areas
 - Estate Residential
 - Historic District
 - Industrial
 - Medical
 - Neighborhood Conservation
 - Neighborhood Enhancement
 - Neighborhood Preservation
 - Regional Commercial
 - Reuse and Redevelopment
 - Rural Conservation
 - Rural Preservation
 - Suburban Residential
 - University
 - Village

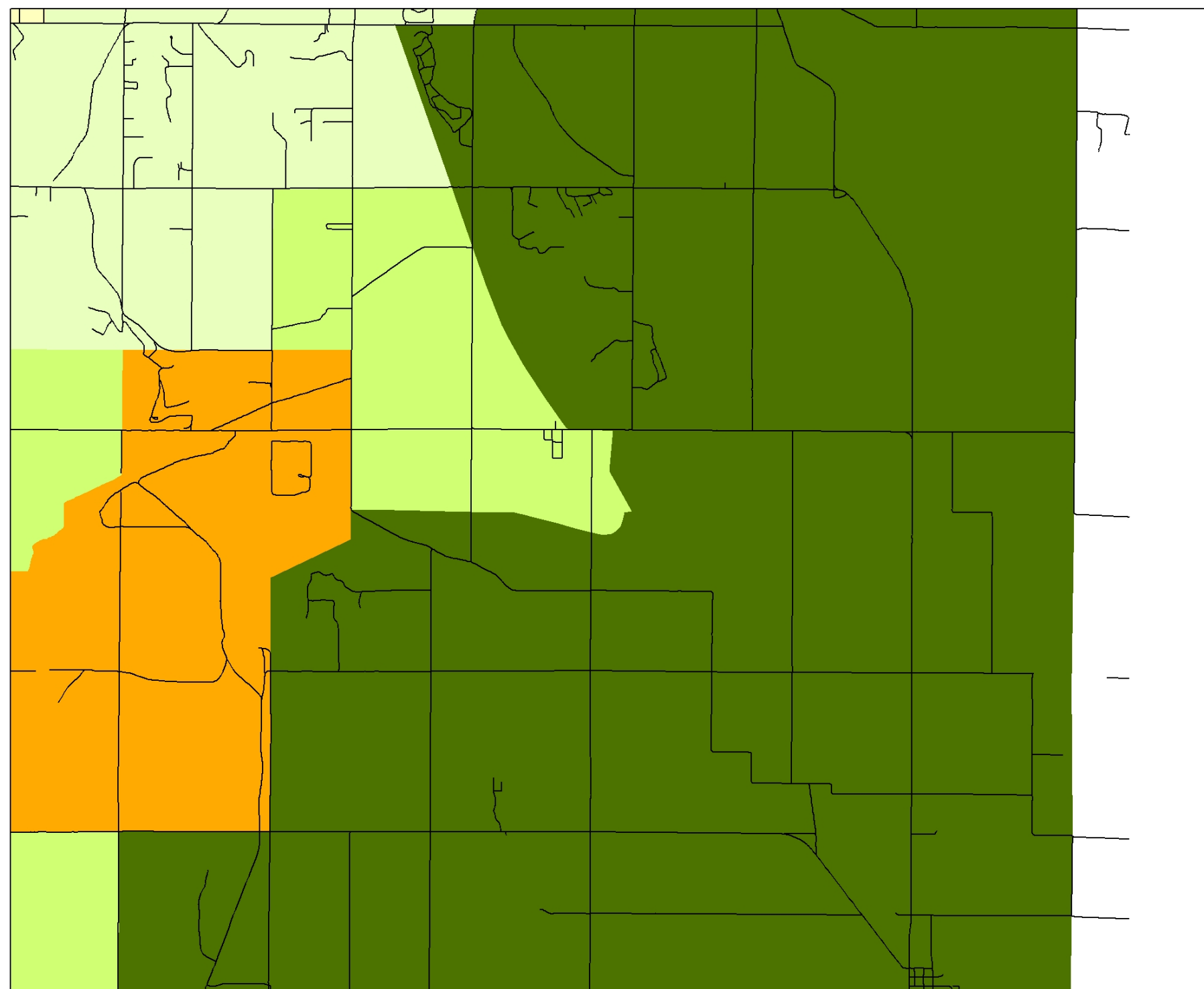


Vigo County Townships



Source: Census 2000 Tiger files
Map produced by the Indiana Business Research Center, IU Kelley School of Business

Map 10: Pierson Township Future Land Use Map



Growth Pattern Pierson Twp.

Legend

Transportation

Growth Tiers by Township

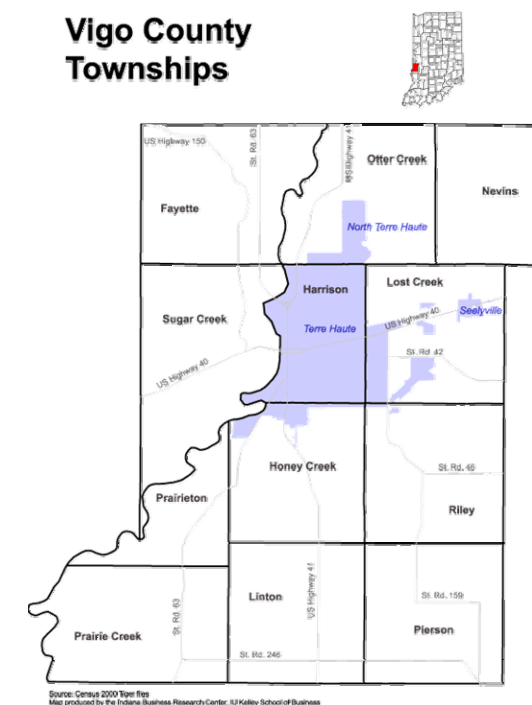
Tier

-  Airport
-  Downtown
-  Employment Center
-  Enhancement Areas
-  Estate Residential
-  Historic District
-  Industrial
-  Medical
-  Neighborhood Conservation
-  Neighborhood Enhancement
-  Neighborhood Preservation
-  Regional Commercial
-  Reuse and Redevelopment
-  Rural Conservation
-  Rural Preservation
-  Suburban Residential
-  University
-  Village

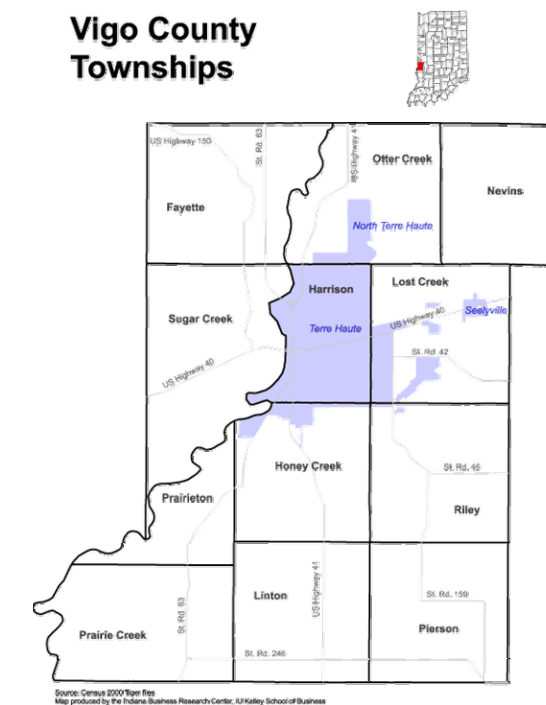
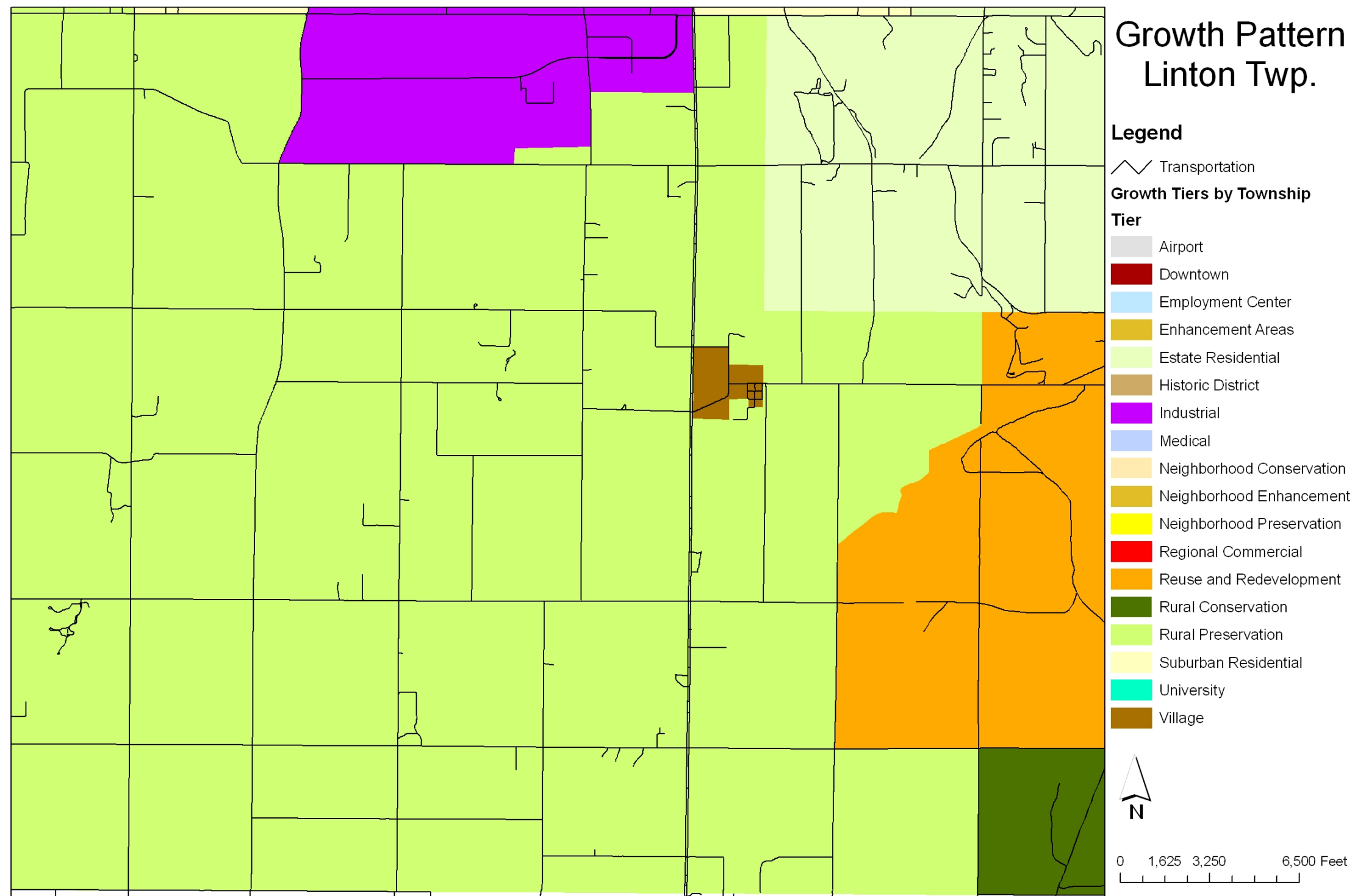


0 1,650 3,300 6,600 Feet

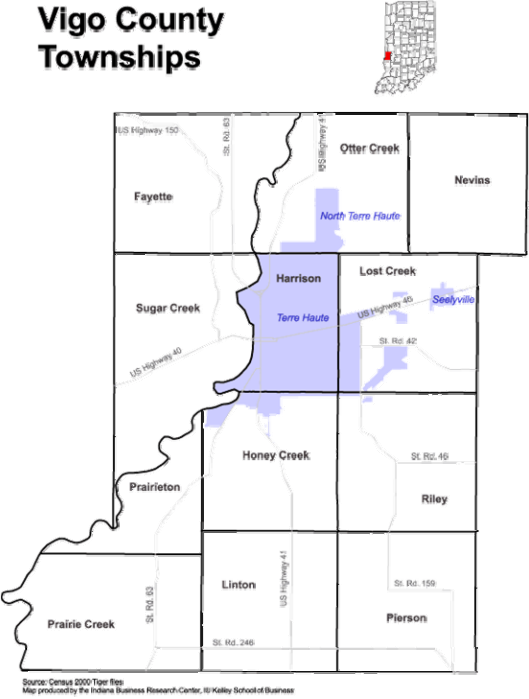
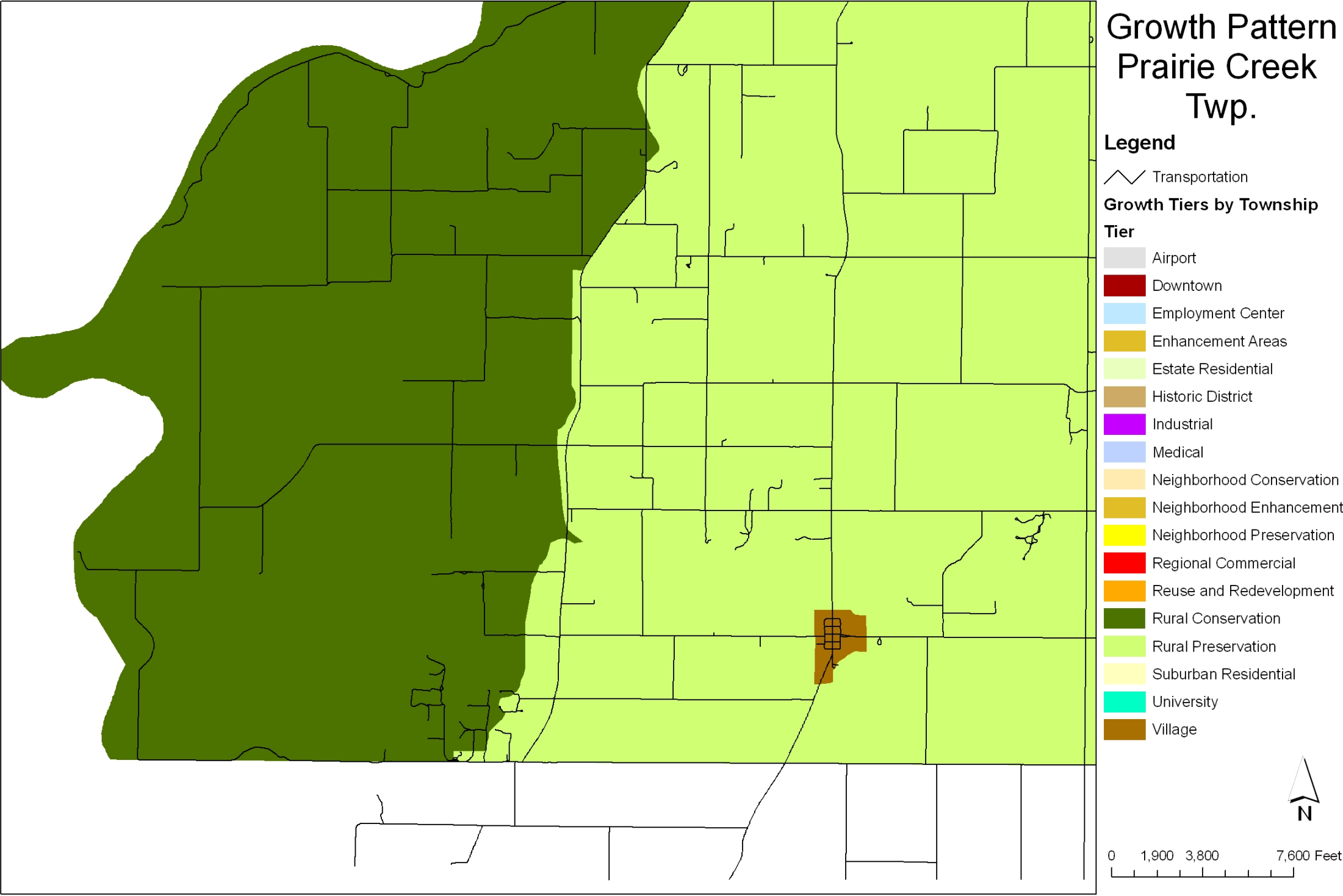
Vigo County Townships



Map 11: Linton Township Future Land Use Map



Map 12: Prairie Creek Township Land Use and Growth Plan Map





Terre Haute Vigo County *Comprehensive Plan*



Chapter 4: Maintaining Momentum

CHAPTER FOUR: Maintaining Momentum

Introduction

The adoption of a comprehensive plan is just the beginning. THRIVE 2025 reflects a twenty-year planning horizon, which is an adequate period of time for the implementation of new ordinances, development of sub-area plans, adoption of corridor overlays, implementation of capital improvement projects, and to begin to change the overall land use pattern of the community. However, this depends upon our ability to implement the plan, which in itself is driven by funding, utilization of land use tools such as the zoning ordinance and subdivision control ordinance, capital improvement programs, and most importantly the leadership to advance the policies and programs identified within THRIVE 2025.

This chapter is devoted to establishing the “who” should do it and “how” it should be done. It will recommend funding mechanisms and changes to implementation ordinances in addition to future planning efforts.

Growth Pattern

The implementation plan for the growth pattern concept is built around superimposing a new land use structure upon the existing land use distribution by utilizing the Land Use Maps established in Chapter 3. To accomplish this, the issues listed below will need to be addressed.

Zoning Ordinance

Through the planning process several items of concern were discovered in regards to the current structure of land use regulation via the current zoning ordinances for the community. These items cover a broad range of topics, some of which can be addressed by updating the zoning ordinance upon adoption of THRIVE 2025. Others may need to wait until the organizational capacity and staffing to handle the workload caused by the changes are in place. These identified items include:

- Agricultural Zoning – The current agricultural zone does not distinguish between types of agricultural practices (row crops, grazing lands, confined feeding operations, etc.) that have differing impacts on adjacent landowners. It establishes no standards for setbacks from adjacent uses, or to mitigate the conflict between incompatible land uses.
- District Revisions – The current ordinance has eight classes of commercial development, two classes of industrial development, and seven classes of residential development. Some of the purposes of these districts are overlapping, and the numbering system for the residential classifications is not clear.
- Development Standards – The development standards for each district do not necessarily reflect the intent of that district. Many of the development standards are the same for different densities of residential development, furthering the confusion of the intent of the districts. Many of the development

standards need to be strengthened, including the landscaping requirements.

- Buffer Yards – Buffering incompatible land uses from one another was an important issue that emerged in the planning process. The buffering requirements need to be revised to base the buffering degree of incompatibility and difference in intensity between uses.
- Planned Unit Development Process – The Planned Unit Development process allows for separation of the preliminary plan from the rezoning process, or for the final detail plan to be submitted at the same time as the preliminary plan. Typically the preliminary plan and rezoning would be one process and the final detail plan approval would be a second, separate process, to allow the petitioner to address any conditions of the preliminary approval. The preliminary plan should be subject to review by a technical advisory committee in addition to the planning director. The ordinance does not specify that the plan commission staff may require additional studies. The phasing standards allow the development period to spread out over a considerable amount of time.
- Development Plan Review – Development plan review is a process permitted under the 1400 series of Indiana Code 36-7-4. It allows for the plan commission to require development proposals in designated zones to submit a development plan for review prior to construction. This process is often done in conjunction with the final plat process. The development plans are reviewed by staff and then either approved or denied by the plan commission. Development plan review allows for the plan commission to have a better understanding of the potential development in the community that may not require the subdivision or rezoning process.
- Development Location and Transportation Network – There needs to be a well-established connection between the type and intensity of development that is proposed and the capacity of the transportation network to handle the traffic generated by the development. The Table in Appendix E is one means of achieving this goal. Another would be to require traffic impact studies on subdivision and development proposals.
- Architectural Guidelines or Standards – Appearance and appropriateness have been important themes in the development of THRIVE 2025. Some neighborhoods, districts, or corridors have a special architectural heritage that should not be lost through poor renovations, incompatible infill, and the like. Establishing architectural guidelines or standards for special areas of the community, along with staff or a committee to review development proposals relative to the standards will protect those special places.

- Floodplain Zoning – Development in the floodplain was an issue raised several times during the development of THRIVE 2025. The floodplain zoning should be reviewed for its consistency with FEMA best practices and with county emergency management plans.

Subdivision Control Ordinance

The Subdivision Control Ordinance also has items that cover a wide variety of topics. They are:

- Petition Administration – The petitions for preliminary plat approval are required to be submitted only three weeks before the plan commission meeting, but the executive director has thirty days to announce the date of the hearing and provide notice. This is somewhat conflicting. Some communities require 30 days prior to the plan commission meeting as a filing deadline; others require 45 days. Also, the number of copies required for submission should not be included in the ordinance itself as the needs may change periodically. The number of copies should be published on the application form.
- Fees – Fees should be established as a separate ordinance outside of the zoning ordinance and/or subdivision control ordinance so that they may be periodically amended without causing need for a zoning amendment. The fees established in this ordinance couldn't possibly cover the costs that the plan commission incurs in reviewing applications or publishing the legal notices.
- Technical Committee – In most communities, the Technical Committee typically reviews preliminary plat applications to be certain that a variety of issues have been addressed including drainage and engineering. This should not be a discretionary process.
- Timing of Improvements – Installation of improvements should not be permitted prior to secondary approval. The developer should then have the option of recording the plat and posting a performance bond for the improvements or installing the improvements prior to recording the plat. This provides greater security that there will not be any changes to the plat that end up being constructed.
- Lot Specifications – The lot specifications use language such as “discouraged”, “should”, and “wherever practical.” This language opens up a variety of poor planning proposals that could be approved because the language of the ordinance is interpreted not to require them. These should be carefully reviewed against the objectives of the community in developing new subdivisions.
- Private Streets – Private streets can be a concern unless accompanied by the requirement that a professionally managed homeowners association collect fees and maintains the road in perpetuity. Otherwise the jurisdiction may end up with de facto public streets that are not constructed to public

street standards when the maintenance falls aside years after the subdivision was established.

- Landscaping – Landscape and buffering requirements are better located in the zoning ordinance. Specific standards should be developed as to the appropriate type, size, location, and height of landscape buffers.
- Bonding – In addition to performance bonds if the improvements are not to be installed prior to recording the secondary plat, the plan commission should consider requiring maintenance bonds. These bonds guarantee that the improvements are properly installed and will function for a specified period of time, generally three years.
- Homeowners Association and Covenants – The plan commission should consider requiring new subdivisions to have a professionally managed homeowners association that maintains common open spaces and improvements within the subdivision.

Utilities

Utility expansion, particularly water and sewer districts, is a driver of growth. The plan calls for a certain level of growth management through land use categories related to the provision of urban services. Since the county, the City of Terre Haute, the Town of West Terre Haute, the Town of Seelyville, and the Town of Riley have relatively little control over the utility providers (the utilities are generally not municipally owned and operated) there needs to be a collaborative effort between the utility providers, the Area Plan Commission, and the governments to plan for extending urban services in a way that is consistent with the future land use plan and development capacity.

Annexation

Annexation is important for the incorporated communities to increase their tax base and manage growth. When communities fail to annex, municipal taxes become considerable higher than county taxes and development is increasingly affordable outside the municipal limits, however the residents outside still receive benefits from the services provided by the municipality without having parity in paying for the cost of such services with incorporated neighbors. This causes increased development outside the municipal limits, further increasing individual tax burdens in the incorporated areas.

In Terre Haute, the net municipal tax rate was approximately 60 percent higher than the median rate for the county in 2005. West Terre Haute residents paid nearly 50 percent more in property taxes than the median net county rate. Riley and Seelyville residents had a similar net tax rate as their rural counterparts. This difference in tax rate makes it less expensive to own property in unincorporated area than in Terre Haute or West Terre Haute.

To make annexation feasible, the City of Terre Haute and the Town of West Terre Haute need to be able to communicate to residents of the unincorporated areas the benefit of living within the limits of an incorporated municipality. Additionally, the incorporated areas need to work with the utility providers (primary water and sewer) to limit or restrict expansion of infrastructure without annexation or a waiver of the right to remonstrate against annexation.

Sub-area Plans

There is a need for the development of sub-area plans, which at a minimum involves development of conceptual design recommendation and policies, and implementation strategies that address the specific issues at the neighborhood, corridor, or district level. It is a process that can engage significant involvement from members of the community with special knowledge of a particular area, and the people most affected by the implementation. To adequately engage in sub-area planning, the Area Plan Commission will need additional staff, preferable planners with neighborhood or sub-area experience. And, priority should be given to neighborhoods that have existing organized groups to assist in the development of said plans.

The 13th Street Corridor Neighborhood and Farrington's Grove are areas that have already engaged in sub-area planning, which needs to be taken to the next level: Publication, Adoption and Implementation. The area between Indiana State University and Union Hospital is another ideal candidate area that could benefit from sub-area planning, as this area is experiences change as the two institutions expand. Historic districts in the towns are other areas that may be considered high-priority areas for sub-area planning.

The transportation and urban design concepts of the plan can also benefit greatly from corridor planning of some of the primary thoroughfares, such as Margaret Avenue, State Route 641, State Route 46, U.S. Highway 40, and U.S. Highway 41. These corridor plans should address land use, access management, and aesthetic character in addition to geometric design standards. Individuals with specific knowledge of the corridor, economic development, and land use opportunities and constraints, transportation planning and management, and financing tools should participate in the process, in addition to elected officials.

The economic development concept addresses the need for the development of a downtown master plan. This plan would carry previous work one step further and integrate the work of several groups while addressing specific physical design issues in the downtown. Individuals, institutions, and groups with specific knowledge of the downtown opportunities and constraints, existing programs and funding options, and existing plans for the area should participate in the process.

<i>Action</i>	<i>Responsibility</i>	<i>Timeframe</i>
Growth Pattern		
Revise zoning ordinance	APC/county/municipalities	Short term
Revise subdivision control ordinance	APC/county/municipalities	Short term
Revise floodplain ordinance (part of ZO)	APC/county/municipalities	Short term
Develop an annexation strategy	Municipalities	Short term
Annexations	Municipalities	Ongoing
Identify and prioritize the need for sub-area plans	APC	Short term
Agreement with utility companies on infrastructure expansion	APC/county/municipalities	Short term
Develop sub-area plans and hire neighborhood planning staff	APC	Medium term
Develop a historic preservation overlay district and hire a historic preservation officer	APC/county/municipalities	Medium term
Develop a long-range utility plan	Utility companies with APC/county/municipalities	Long term
Relocate homes from floodplain	County/municipalities with state/federal assistance	Long term

Neighborhood Development and Redevelopment

The implementation plan for the neighborhood development and redevelopment concept is built around maintaining and enhancing the integrity of the neighborhoods and encouraging redevelopment of vacant commercial and industrial properties. Some of the recommendations rely heavily on administrative and organizational structures that are currently not in place or have unclear or poorly defined roles. In these cases, the administrative and organizational issues need to be addressed in order to fully implement the recommendations.

Neighborhood Development

The city and town established neighborhoods are primarily areas identified as Neighborhood Conservation and Enhancement Areas on the Land Use Maps. These are areas where there are opportunities for infill development and limited redevelopment that is consistent with the land use mix and intensity of the neighborhood. In order to provide specific direction for infill development, infill standards should be added to the zoning ordinance. Some of the issues that infill standards should address are:

- Context
- Setbacks
- Orientation
- Spacing
- Building height
- Building outline/massing
- Fenestrations (window and door placement)
- Entrances
- Materials
- Additions and accessory structures
- Driveway location
- Landscaping

Other more general zoning changes are needed to improve opportunities for neighborhood development. These changes include revising the lot standards to reflect the character of development in the neighborhoods, increasing the landscaping and buffering requirements between incompatible uses or intensity of development, and developing requirements for tree preservation.

In certain neighborhoods, historic preservation is important to preserving the character of the neighborhood. A historic overlay district should be established that provides additional regulations for enforcing the ordinance requirements.

Development of neighborhood plans should be developed to identify priorities for those neighborhoods as they are completed. In order to support a neighborhood planning initiative, the Area Plan Commission would need staff dedicated to neighborhood planning and that have experience in the subject.

A property maintenance code is one of the primary ways in which existing neighborhoods can be stabilized and maintained. These codes generally apply to rental properties since they often are the cause of maintenance problems, especially when there are absentee landlords. The City of Terre Haute should adopt a rental property maintenance code to improve the quality of life in the neighborhoods.

Redevelopment

Redevelopment is the focus of those areas identified as Reuse and Redevelopment areas on the Land Use Maps. These areas can be Brownfield sites, blighted areas, or areas otherwise in need of redevelopment. They are sites where change of use can be appropriate to enhance the property value and character of the neighborhood. Whenever possible, incentives should be used to encourage redevelopment in these areas.

Since the Area Planning Department is responsible for the overall pattern of development and quality of development projects, the Department of Redevelopment has access to the Community

Development Block Grant (CDBG) entitlements and other funding and incentive sources, and the Terre Haute Economic Development Corporation has the knowledge of potential end users for commercial and industrial sites that have been redeveloped, as well as, information about the site and building needs of the various commercial and industrial users. Therefore, these agencies need to make of redevelopment program that considers their different and competing priorities.

Neighborhood Associations

Neighborhood Associations are one way for the neighborhood residents to take a more active role in defining and improving the quality of life in their neighborhood and the community as a whole. There are few existing associations within the area, but an umbrella organization called the Terre Haute Neighborhood Partnership has been formed recently to increase communication between the neighborhood's residents and the City.

Neighborhood associations can take a significant role in developing neighborhood plans. With their help in defining roles and responsibilities for implementing the sub-area plan, the implementation will have a high success rate by providing pertinent information and data that is need to build a means of prioritizing actions.

To insure a sound planning process, the Area Plan Commission needs to incorporate the assistance and work of neighborhood associations in the development of neighborhood plans. That process includes identifying the strengths, weaknesses, and opportunities in the area; reviewing data and information about the neighborhood and identifying information that needs to be developed; formulating goals and objectives; developing an implementation plan; and, periodically reviewing progress toward implementation.

Administrative/Organizational Capacity

The current structure of the Area Plan Commission allows for it to have only a limited role in the development of the county. The staffing of the department is not broad enough to allow for long-range planning, sub-area planning, or management of historic preservation in addition to its current planning (zoning administration) responsibilities. Further, many development proposals in the City of Terre Haute are not reviewed by the Area Plan Commission staff before they go to the City Building Inspector in the Engineer's Office. The lack of clarity of roles and responsibilities between the APC, the City Redevelopment Department, the City Engineering Department, the Metropolitan Planning Organization (MPO), and other agencies created an environment in which it is difficult to have well-planned, coordinated development in a major urban area, small towns, and rural communities.

In order for implementation of THRIVE 2025 to be successful, there is a need for the decision-makers to embrace the policies of the plan and then take the necessary actions to implement the policies. Part of this will require study of the best way to deliver the services to both urban and rural residents and businesses in a way that promotes efficient growth of the community.

Action	Responsibility	Timeframe
Neighborhood Development and Redevelopment		
Revise zoning ordinance	APC/county/municipalities	Short term
Create greater opportunities for neighborhood associations to have a role in the development decision-making process for their neighborhood	APC/county/municipalities, Neighborhood Partnership and neighborhood associations	Short term
Clarify the roles and responsibilities of the various city and county agencies and organizations that have a role in the development process	Involved agencies and organizations	Short term
Identify and prioritize the need for sub-area plans	APC	Short term
Develop sub-area plans and hire neighborhood planning staff	APC	Medium term
Develop a historic preservation overlay district and hire a historic preservation officer	APC/county/municipalities	Medium term
Identify potential Brownfield sites for redevelopment	Redevelopment Department	Short term
Adopt and enforce a rental property maintenance code	City of Terre Haute	Short term
Engage in Brownfield redevelopment	Redevelopment Department	Ongoing
Identify vacant industrial and commercial buildings and sites	Redevelopment Department, Economic Development Corporation	Ongoing
Provide incentives for redevelopment of Brownfield and blighted sites	Municipalities, Redevelopment Department, Economic Development Corporation	Ongoing

Transportation

The implementation plan for the transportation concept is built around controlling access and managing the relationship between land use and transportation systems to preserve transportation efficiency and improve the quality of transportation corridors. The implementation of the transportation plan requires a strong working relationship between the Metropolitan Planning Organization (MPO), the Area Plan Commission, the Indiana Department of Transportation, Terre Haute's Engineer's Office, and Vigo County Department of Highways.

Corridor Planning

Corridor plans are a type of sub-area plan that focuses generally on a roadway and the land uses that are adjacent to that roadway. They are a sound way to integrate transportation planning, land use planning, and economic development planning. The corridor plan should also address pedestrian circulation, signs, landscape elements, and the overall visual theme or appearance of the corridor. Often this includes architectural standards for new buildings along the corridor, which are integrated into the zoning ordinance, typically as an overlay district.

New corridors, and corridors still being planned, are generally the most effective corridor plans since there is little existing development to constrain the planning process. A detailed land use plan, pedestrian access plan, sign system, landscape plan, and architectural standards should be developed into an overlay district for key and new corridors.

Other potential gateways that would benefit from corridor planning initiatives include Margaret Avenue and Hulman Boulevard near U.S. 46, in addition to U.S. 46 itself. Although these roadways already exist, they are not "built out" and each forms a natural gateway to the urbanized area.

Access Management

One way that access to primary roads can be managed is through a driveway permitting process that requires shared use of commercial driveways and restricts driveway locations to manage traffic flow. This system would work well for managing commercial and industrial access in Vigo County. To further manage access, the Plan Commission should carefully consider any residential development proposals that allow homes to front on county roads. Generally, residential subdivisions need to be supported through use of a single entrance drive (road), rather than by individual driveways fronting on the primary road network.

The subdivision control ordinance should be modified to address the issue of residential lots fronting on primary roads. The zoning ordinance should be amended to require shared commercial and industrial driveways wherever feasible and require access easements for future adjacent development where that is appropriate.

Functional Classification/Thoroughfare Plan

The classification of streets and highways is important to the current planning functions of the Area Plan Commission in many ways. The classifications relate to standards set forth in the Subdivision Control Ordinance, and to a lesser extent in the Unified Zoning Ordinance. Functional classification is necessary to evaluate proposed developments, establish design standards and set aside rights of way. Proper classification ensures that development that is approved along a corridor is of the appropriate scale and has appropriate setbacks to provide for efficient land use and traffic flow. The functional classification map, in conjunction with traffic impact analysis for individual projects, is a powerful decision making tool for the Plan Commission and local elected officials.

Appendix A presents the proposed functional classification system for Terre Haute and Vigo County. The system was developed based on the 20 Year Transportation Plan, review of available traffic volumes, understanding of the areas served, and the application of good planning principles with respect to roadway spacing and overall system continuity.

The functional classification map, or thoroughfare plan, is used in conjunction with the subdivision control ordinance, the zoning ordinance, and the comprehensive plan to make land use decisions. The matrix in Figure 1 of Appendix A establishes the relationship between various road classifications, land uses, and intensities of use.

Traffic Impact Studies

Traffic impact studies for the public roadway segments and intersections affected by significant development proposals can provide decision-makers with information about the project's impacts on the existing road network. Traffic impact studies are typically used to determine if improvements or financial commitments toward improvement projects are needed as a result of the proposed development. They also provide details about the location and configuration of proposed access points.

Traffic studies can be required for all development proposals over a certain size, all development proposals in a specific area, or at the discretion of the Area Plan Commission. The Institute of Transportation Engineers suggests a threshold of 100 added vehicle trips in the peak direction during a site's peak traffic hour. The Indiana Department of Transportation threshold is related to use, as shown below:

Residential	150 dwelling units
Retail	15,000 square feet
Office	35,000 square feet
Industrial	70,000 square feet
Lodging	120 occupied units
Medical	46,000 square feet

Traffic impact study guidelines can be written into the zoning ordinance or (more commonly) zoning can require them, with guidelines provided in a separate document. The Institute of Transportation Engineers has developed a recommended practice that is widely followed by communities throughout the United States. The Indiana Department of Transportation has also developed guidelines that can be used by local communities.

Transit Service

Another critical component of the transportation system in Terre Haute and Vigo County is the bus transit system. Policies for development and its relationship to the bus system are established in Chapter 2.

Generally, higher density residential development and commercial development (particularly retail) should have a transit stop within walking distance. This applies to redevelopment projects and to new development projects that are within the transit service area. Also, these developments should incorporate adequate bus shelter and pick-up/ drop-off locations into their site plan.

One must consider pedestrian access in order to create an effective transit system. One of the most common concerns expressed by potential transit users is the ability to walk to a transit stop and wait safely. Even if a transit stop is in within "walking distance," a sidewalk or trail is generally needed to do so safely. Pedestrian access is addressed in the next section.

Pedestrian Access

Chapter 2 set forth some policies for pedestrian access, and additional policies are set forth in this chapter to improve pedestrian access in the community.

Provisions for sidewalks and trails should be incorporated into all new development proposals in urban areas and in redevelopment projects as well. Policies for sidewalks and trails include:

- Encourage completion of the proposed trail network
- Require new development proposals near the trail network to connect to the network.
- Require multi-use paths (trails) along one side of minor collector or higher roads in development proposals, require a sidewalk along the other side of the road where feasible.

- Require sidewalks on both side of local streets and subdivision streets when development or redevelopment is planned.
- Comply with adopted local and regional plans for pedestrian and bicycle systems.

Action	Responsibility	Timeframe
Transportation		
Use the development matrix to evaluate development proposals based on road classification	APC/county/municipalities	Ongoing
Revise zoning ordinance	APC/county/municipalities	Short term
Revise subdivision control ordinance	APC/county/municipalities	Short term
Review and revise street standards	APC/county/municipalities	Short term
Identify corridor plan priorities	APC/MPO/county/municipalities	Short term
Develop corridor plans and development standards for corridors	APC/MPO/county/municipalities	Medium term
Prepare and adopt Traffic Impact Study Guidelines	APC/county/municipalities	Short term
Expand bus service as needed and funding warrants		Medium term

Economic Development

The implementation plan for the economic development concept is built around the relationship between land use and economic development. The implementation strategy includes downtown development, airport development, new and existing industrial parks, and a life sciences initiative.

Downtown Development

With at least fifty structures in the 17 blocks of Downtown Terre Haute being eligible for the National Register of Historic Places, using historic architecture as a building block of downtown development has potential for successful revitalization of downtown. Newly renovated facilities such as the Ohio Building Meeting and Banquet Center and the streetscape improvements planned for the Arts Corridor are other catalysts for downtown development. However, a strategic plan to tie disparate projects together in terms of timing, funding, location, and purpose will improve the potential for a successful downtown comeback.

Using the Main Street approach, as the city is doing, is one of the most tried and true means of achieving an economically stable and vibrant downtown. Downtown Terre Haute should continue to be the lead organization on downtown development, in coordination with the Area Plan Commission, the City Engineer for traffic and sidewalk matters, and the neighborhood associations that are adjacent to downtown.

A historic preservation commission, a historic preservation overlay district, and a historic preservation officer may be necessary in order to use a historic architecture approach to downtown development. Another approach would be architectural guidelines or standards for the downtown historic areas with an Architectural Review Committee. The committee would need to be integrated into the development process set forth in the zoning ordinance to maximize its impact.

Airport Development

The Terre Haute International Airport, Hulman Field has one of the longest runways in Indiana and could serve as a significant focal point for economic development. The airport authority, working with the Area Plan Commission and Terre Haute Economic Development Corporation, should complete a parcel-by-parcel plan for the development of the land around the airport.

Industrial Parks

Non-industrial encroachment into industrial areas is one of the significant problems associated with the existing industrial parks. Residents also feel that industrial uses need to be located in industrial parks, rather than on scattered sites. Therefore, the planning in areas adjacent to existing industrial parks and the location of a new industrial

park are very important in the relationship between land use and economic development.

Existing industrial parks need to be protected from encroachment by residential and retail uses through zoning and buffering. This retains the economic viability of the industrial parks for what they were intended to be used for, and minimizes complaints from non-industrial neighbors. Increasing the buffering required between industrial and non-industrial uses mitigates problems where the uses are adjacent. Additionally, the Plan Commission needs to be conscious of the needs and practices of industrial uses before rezoning land that it is an industrial area for residential or retail use.

When a site for a new industrial park is needed, the site selection process and site planning should involve the Area Plan Commission staff so that the site can be protected from non-industrial encroachment from the beginning.

Life Sciences Initiative

Terre Haute and Vigo County have a number of the key components to create a “Life Sciences Initiative” locally. This includes the existence of several educational institutions, Pfizer Corporation, and Union and Regional Hospitals. The city and the county should work together to develop a local Life Sciences Initiative that creates a physical address for the life sciences in Terre Haute in addition to providing a systematic way for the local effort to link to statewide efforts to attract and grow life sciences industries in Indiana.

One approach to a physical address for the life sciences would be to integrate a life sciences “campus” into the downtown or riverfront development. This would place the “address” near Indiana State University and Union Hospital, and easily accessible from Rose Hulman, St. Mary of the Woods, Ivy Tech, Pfizer, and others involved in the initiative such as the Economic Development Corporation.

<i>Action</i>	<i>Responsibility</i>	<i>Timeframe</i>
Economic Development		
Revise zoning ordinance	APC/county/municipalities	Short term
Establish an architecture/historic preservation review committee for downtown	APC/ Downtown Terre Haute, Inc.	Short term
Develop a strategic plan for downtown	Downtown Terre Haute, Inc. and the Economic Development Corporation	Short term
Pursue a CReED district for downtown	Downtown Terre Haute, Inc. and City of Terre Haute	Short term
Establish a historic preservation commission, develop a historic preservation overlay district, and hire a historic preservation officer	APC/City of Terre Haute	Medium term
Develop a future land use and economic development plan for the parcels near the airport	Airport Authority, APC, Economic Development Corporation	Medium term
Extend needed infrastructure (especially communications) to existing industrial parks	Economic Development Corporation	Short term
Develop site plans for each industrial park	Economic Development Corporation	Short term
Identify sites for a new industrial park	Economic Development Corporation/APC/MPO	Medium term
Develop a strategic plan for the local life sciences initiative	Economic Development Corporation and life sciences partners	Short term
Identify an appropriate “address” for the life sciences initiative	Economic Development Corporation, APC, and life sciences partners	Medium term

Physical Appearance

The implementation plan for the physical appearance concept is built around incorporating urban design elements, which includes a variety of elements to enhance the appearance and uniqueness of a community, and encouraging the continuation and expansion of cleanup/maintenance programs.

Cleanup/Maintenance

Cleanup and maintenance are among the most cost-effective ways to improve the appearance of the community and can have some of the greatest impact. There are two ways to approach the cleanliness and maintenance problems in the community – using positive programs (carrots) and/or enforcement (sticks) to achieve the desired result.

Positive programs include sponsoring community and neighborhood clean-up days, which provide dumpsters and activities to encourage everyone to clean up a part of the community. They also include adoption programs such as “Adopt-a-Street” and “Adopt-a-Park” programs. These programs should be implemented to encourage residents, businesses, and organizations to take an active role in the beautification of the community.

Enforcement is another important component. The county needs to be willing to enforce ordinances that regulate property maintenance (litter, weeds and grass height, and similar nuisances). This includes having adequate staff to pursue enforcement activities.

Signs

Sign clutter is a form of visual pollution in some areas of the Terre Haute and Vigo County communities. There are two components to addressing the clutter. One is enforcement of the existing sign regulations. The second is strengthening the sign regulations. This should include requiring sign permits to be issued for any new sign or change to an existing sign.

Landscaping and Buffering

Landscaping and buffering are effective ways to soften the transition between adjacent uses and to improve the appearance and circulation of parking lots. Increasing the landscaping and buffering standards in the Zoning Ordinance will be important to achieving several of the goals of the plan. A further step in ensuring the appropriate amount and type of landscaping is being included in a development project is to establish a development plan review process under the 1400 series of Indiana Code 36-7-4 (Local Planning and Zoning). This process ensures that any proposed development in specific zones is reviewed by the staff and approved by the Plan Commission prior to construction. Establishing a development plan review process would require

additional staff at the Area Plan Commission to be able to review the plans in a timely manner for the Plan Commission meetings.

Gateways

Gateways are a way to tell residents, local business owners, prospective business representatives, and visitors that the community has a unique identity and is proud of the community. Some are very simple, but more elaborate gateways are often needed to make key corridors into the attractive corridors needed to communicate the quality of life in the community and attract quality economic development.

Key gateway locations in Vigo County are the interstate interchanges and entrance corridors to the municipalities. Some gateways for areas of significance, such as for St. Mary of the Woods, Indiana State, and Rose-Hulman already exist. In addition, locally important areas would benefit from gateways, such as the historic neighborhoods of Farrington's Grove and Collett Park.

Landscape standards for private development along public rights-of-way are a means of creating a gateway into the community. This approach would require development plan review that was discussed earlier in order to be effective.

Visual Compatibility of New Development

The visual compatibility of new development with existing development is critical in certain areas of Terre Haute and Vigo County. This is best achieved through an Architectural Review Committee that is an integral part of the development process. The Area Plan Commission should identify areas that should be subject to architectural review and designate them as an overlay district. Any proposed construction in the overlay district would require approval of the Architectural Review Committee before a building permit could be issued.

<i>Action</i>	<i>Responsibility</i>	<i>Timeframe</i>
Physical Appearance		
Revise zoning ordinance	APC/county/municipalities	Short term
Increase enforcement efforts	APC/City of Terre Haute	Short term
Require sign permits for new or altered signs	APC/City of Terre Haute	Short term
Require development plan review as a part of development process	APC/county/municipalities	Medium term
Establish an architectural overlay district Architectural Review Committee	APC/county/municipalities affected	Short term
Host community-wide clean-up days	Municipalities	Short term
Host neighborhood clean-up days	Neighborhood associations and Neighborhood Partnership	Short term
Establish “Adopt-a-(street, park, river, etc.)” program	Trees, Inc., Neighborhood Partnership, municipalities, county	Short term
Increase enforcement of local ordinances to property maintenance	county/municipalities	Medium term

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Terre Haute Vigo County *Comprehensive Plan*



Appendix A: Major Thoroughfare Plan

APPENDIX A: Major Thoroughfare Plan

Purpose

The purpose of the Major Thoroughfare Plan is to establish both existing and future rights-of-way that delineate needed and obvious links to the transportation system for the City of Terre Haute, Towns of Riley, Seelyville, and West Terre Haute, and unincorporated areas of Vigo County.

The classification of streets and highways is important to the current planning function of the Area Plan Commission. It relates to standards set forth in the Subdivision Control Ordinance, and to a lesser extent the Unified Zoning Ordinance and Comprehensive Zoning Ordinance for the City of Terre Haute. Functional classification is necessary to evaluate proposed developments, establish design standards, and set aside rights-of-way. Proper classification ensures that development that is approved along a corridor is of the appropriate scale and appropriate setbacks to provide efficient land use and traffic flow.

The functional classification of streets and roads establishes the obvious links that are needed within the more intensely urbanized area and those adjacent developing areas for which no identifiable pattern exist to ensure the continuity of the system is maintained. The precise location of such roads in developing lands is not prescribed, such precision will be resolved between the developers and the legislative bodies as developments are reviewed. The identification is to provide a framework within which development and its subsequent public review may occur.

The Major Thoroughfare Plan, in conjunction with traffic impact analysis for individual projects, provides a valuable tool for the Plan Commission, local elected officials, citizens, and developers.

Functional Classification System

All roadways serve a function of moving traffic through an area, providing access to property, or both. In this context, a roadway's "role" within the overall system determines its appropriate classification. The system has been developed based on the Long-Range Transportation Plan, review of available traffic volumes, understanding of the areas served, and the application of good planning principles with respect to roadway spacing and overall system continuity.

The plan proposes minimum cross-sections to be adopted which correspond to the functional classification of the streets and roads. These standard cross-sections are designed to provide sufficient right-of-way to permit the road section to meet its primary purpose. They should not be taken as actual construction proposals. They represent the maximum possible long-range configuration that may someday be required for each link. The suggested standards and the purposes are as follows:

Limited Access Highway – Provide for the highest traffic mobility serving heaviest traffic volumes, accommodates a high percentage of through trips, limited access with intersections only at other major streets, land access lowest priority. Proposed right-of way of one hundred and fifty (150') to two hundred (200') feet typical for implementation.

Existing		
Road/Street	From	To
Interstate 70	Illinois State Line	Vigo/Clay County Line
State Road 46	U.S. Highway 40	State Road 641
State Road 63	Vigo/Vermillion County Line	Maple Avenue
U.S. Highway 41	State Road 641	Vigo/Sullivan County Line
U.S. Highway 41	Clinton Street	Maple Avenue
Proposed		
Road/Street	From	To
State Road 46	State Road 63 (North)	U.S. Highway 40
State Road 641	State Road 41	State Road 46

Primary Arterial – Land use characterized by intense urban development, four lanes with channelized turning movements at intersection. Provide for through movement over need for property access. Proposed right-of-way of eighty (80') to one hundred (100') feet typical for implementation.

Existing		
Road/Street	From	To
13th Street*	Lafayette Avenue	Margaret Drive
3rd Street	Maple Avenue	Margaret Drive
Cherry Street	Wabash River Bridge	9th Street
Clinton Road*	Vigo/Parke County Line	Park Avenue
Davis Drive	U.S. Highway 41	Canal Street
Erie Canal Road*	Margaret Drive	State Road 641
Fort Harrison	U.S. Highway 41	Fruitridge Avenue
Fruitridge Avenue	Haythorne Avenue	Margaret Drive
Lafayette Avenue*	Park Avenue	13th Steet
Margaret Avenue	State Road 63	Fruitridge Avenue
Ohio Street	Wabash River Bridge	11th Street
Springhill Drive	State Road 63	Canal Street
State Road 63	Hulman Street	Springhill Drive
U.S. Highway 40	Illinois State Line	Wabash River Bridge
U.S. Highway 40	State Road 46	Vigo/Clay County Line
U.S. Highway 41	Margaret Drive	State Toad 641
Wabash Avenue	9th Street	State Road 46
Proposed		
Road/Street	From	To
Margaret Avenue	Fruitridge Avenue	State Road 46

Rural Arterial – Characterized by sparse development, limited access and turning lanes and passing blisters at access points. Through traffic capacity preservation is the primary purpose with a typical right-of-way of one hundred (100') feet.

Existing		
Road/Street	From	To
Rio Grande Avenue	Rosedale Road	Vigo/Clay County Line
Rosedale Road	Rio Grande Avenue	Fruitridge Avenue
State Road 159	State Road 46	Vigo/Sullivan County Line
State Road 246	State Road 63	Vigo/Sullivan County Line
State Road 46	State Road 641	Vigo/Clay County Line
State Road 63	Springhill Drive	Vigo/Sullivan County Line
U.S. Highway 150	Illinois State Line	U.S. Highway 40/National Avenue

Secondary Arterial – Provide for intra community travel mobility and linkage from neighborhood and regions to the primary and rural arterial network. Land access a higher priority but mobility still most important. Proposed right-of-way of eighty (80') feet.

Existing		
Road/Street	From	To
1st Street	Maple Avenue	Prairieton Street
25th Street	Fort Harrison	Margaret Drive
7th Street	Cherry Street	U.S. Highway 41
Cottom Drive	U.S. Highway 41	State Road 159
Harlan Drive	State Road 63	State Road 159
Haythorne Avenue	U.S. Highway 41	Fruitridge Avenue
Hulman Street	1st Street	State Road 46
Maple Avenue	3rd Street	Fruitridge Avenue
Poplar Street	3rd Street	State Road 46
Prairieton Street	1st Street	Margaret Drive
Riley Road	Margaret Drive	State Road 641
Rosedale Road	Vigo/Parke County Line	Rio Grande Avenue
Tabortown Street	U.S. Highway 40	State Road 42
Proposed		
Road/Street	From	To
Tabortown Street	State Road 42	State Road 46

Primary Collector – Have the dual function of providing land access and traffic circulation within residential neighborhoods and commercial and industrial areas. Collector roadways typically link neighborhoods with arterial streets and provide access between subdivisions and neighborhoods. Proposed right-of-way of seventy (70') feet.

Existing		
Road/Street	From	To
13th Street	Hasselburger Avenue	Lafayette Avenue
19th Street	Maple Avenue	Margaret Drive
1st Street	Hulman Street	Margaret Drive
7th Street	Cherry Street	8th Avenue
8th Avenue	1st Street	Brown Avenue
Badwin Street	Greencastle Road	Rio Grande Avenue
Battleford Drive	1st Street	Sullivan Place
Battlerow Place	Chaffee Road	Vigo/Sullivan County Line
Brown Avenue	Locust Street	Hulman Street
Carlsisle Street	U.S. Highway 41	Harlan Drive
Carlsisle Street	Cutsinger Drive	Hook Drive
Chaffee Road	Harlan Drive	Battlerow Place
College Avenue	3rd Street	Fruitridge Avenue
Cutsinger Drive	Sullivan Place	Carlsisle Street
Darwin Road	U.S. Highway 40	Robinson Place
Davis Drive	Erie Canal Road	Riley Road
Evans Drive	Battlerow Place	Sullivan Place
First Street	U.S. Highway 41	Battleford Drive
Harlan Drive	Chaffee Road	State Road 63
Hasselburger Avenue	U.S. Highway 41	Clinton Street
Hollingsworth Place	U.S. Highway 150	Yuma Road
Hook Drive	Carlisle Street	U.S. Highway 41
Hulman Street	State Road 46	Hunt Street
Hunt Street	Roberts Road	Hulman Street
Illiana Drive	Illinois State Line	U.S. Highway 40
Keegan Road	Thralls Avenue	St. Mary's Road
Locust Street	1st Street	Fruitridge Avenue
Lombardi Drive	Morris Place	State Road 63
Main Street	Old Fort Harrison Avenue	U.S. Highway 40
Margaret Drive	Fruitridge Avenue	Frye Street
McDaniel Road	Springhill Drive	Harlan Drive
Miami Garden Street	Rio Grande Avenue	U.S. Highway 40
Morris Place	Lombardi Drive	State Road 63
Ohio Street	11th Street	Fruitridge Avenue
Old Fort Harrison Avenue	Smith Road	Main Street
Old Paris Road	Illinois State Line	U.S. Highway 150
Rio Grande Avenue	Erickson Street	Rosedale Road

Existing		
Roberts Road	Davis Avenue	Hunt Street
Robertson Street	Rio Grande Avenue	Davis Avenue
Robinson Place	Illiana Drive	Darwin Road
Rose Hill Avenue	Clinton Street	Rosedale Road
Sandford Avenue	Illinois State Line	State Road 63
Sidenbender Road	Margaret Drive	Davis Avenue
Smith Road	Steelton Road	Old Fort Harrison Avenue
St. Mary's Road	Keegan Road	U.S. Highway 150
Steelton Road	Fruitridge Avenue	Smith Road
Sullivan Place	Battleford Drive	Vigo/Sullivan County Line
Thralls Avenue	Yuma Road	Keegan Road
Voorhees Street	Prairieton Avenue	13th Steet
Woodsmall Drive	State Road 63	State Road 159
Yuma Road	Hollingsworth Place	Thralls Avenue
Proposed		
Road/Street	From	To
College Avenue	Fruitridge Avenue	State Road 46
Brown Avenue	Maple Street	Locust Street

Secondary Collector – Principle function is to provide access to abutting properties but also designed to be used to connect local streets with collector or arterial streets. Perform similar function to Primary collector, but land access (rather than connecting) role is generally greater. Proposed right-of-way of sixty (60') feet.

Existing		
Road/Street	From	To
15th Street	8th Avenue	Washington Street
22nd Street	8th Avenue	Locust Street
23rd Street	Maple Avenue	8th Avenue
29th Street	Maple Avenue	4th Avenue
29th Street	Poplar Street	Hulman Street
4th Avenue	22nd Street	Brown Avenue
4th Avenue	13th Street	19th Street
7th Street	U.S. Highway 41	8th Avenue
Bolton Road	Keegan Road	State Road 63
Boston Avenue	13th Street	Lafayette Avenue
Brown Avenue	Hulman Street	Wallace Avenue
Buckeye Street	19th Street	Brown Avenue
Carlsisle Street	Harlan Drive	Cutsinger Drive
Chamberlain Street	Old Fort Harrison Avenue	State Road 42
Chestnut Street	7th Street	13th Street
Concannon Avenue	Lower Sandford Road	St. Mary's Road

Crawford Street	7th Street	Brown Avenue
Crews Place	West Avenue	Sarah Myers Drive
Dallas Drive	Sullivan Place	State Road 159
Durkees Ferry Road	U.S. Highway 150	Watson Place
Eldridge Drive	Feree Drive	Gross Drive
Elizabeth Avenue	13th Street	Lafayette Avenue
Erickson Street	96th Avenue	Grant Street
Fagin Street	Davis Avenue	Feree Drive
Fenway Drive	Frye Street	Pony Road
Feree Drive	McDaniel Road	Eldridge Drive
Frye Street	Margaret Drive	Fenway Drive
Gannon Road	Smith Place	U.S. Highway 150
Grant Street (Avenue)	Clinton Street	Rosedale Road
Grant Street	19th Street	25th Street
Greencastle Road	Vigo/Parke County Line	Rio Grande Avenue
Gross Drive	Eldridsge Drive	State Road 159
Grotto Road	Robertson Street	Vigo/Clay County Line
Lambert Avenue	Clinton Street	Rosedale Road
Liberty Avenue	13th Street	25th Street
Lockport Road	9th Street	13th Street
Louisville Road	State Road 46	State Road 159
Lower Sandford Road	Concannon Avenue	Old Paris Road
Main Street	Grotto Road	Old Fort Harrison Avenue
Main Street	Grotto Road	Old Fort Harrison Avenue
Main Street	U.S. Highway 40	Spence Avenue
Moyer Drive	Riley Road	Tabortown Drive
New Goshen Avenue	Hollingsworth Place	U.S. Highway 150
Old Maple	Fruitridge Avenue	Chamberlain Street
Oregon Churc Road	Trueblood Place	State Road 159
Pony Road	Fenway Drive	Broderick Street
Range Line Place	Vigo/Vermillion County Line	U.S. Highway 150
Rose Hill Avenue	Rosedale Road	Robertson Street
Sarah Myers Drive	Crews Place	Thorpe Place
Singhurst Street	Gross Road	Cottom Drive
Smith Place	Woodland Avenue	Gannon Road
State Line Road	Old Paris Avenue	Illiana Drive
Thorpe Place	Old Paris Avenue	U.S. Highway 40
Trueblood Place	State Road 63	State Road 246
Wallace Avenue	25th Street	Fruitridge Avenue
Washington Street	1st Street	25th Street
West Avenue	State Line Road	Crews Place
Woodland Avenue	Smith Place	U.S. Highway 150

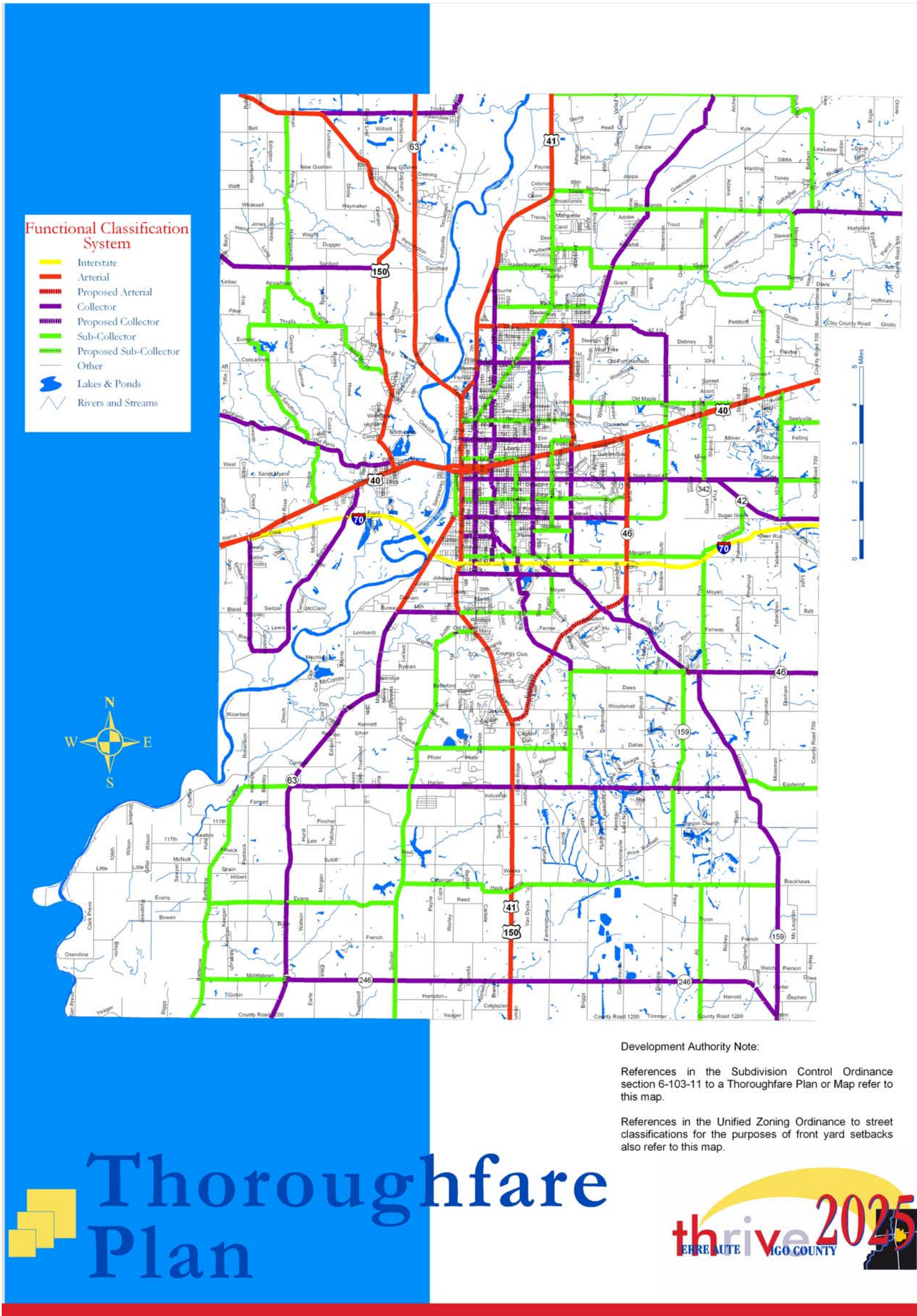
Local – Sole function is to provide access to abutting properties. Local roads are not specifically called out on the Functional Classification Map. They are defined as roads that are not shown with other classifications. Proposed right of way is fifty (50') feet.

Bicycle and Pedestrian Access Facilities – These type of facilities are intended to provide for the safe and convenient movement of non-motorized means of transportation. The following supplemental guidance is provided to differentiate between types of trails and make recommendations for minimum easement widths that may be required in various situations. The term “easement” is used in the discussions is a generic reference to the corridor of land containing the bicycle/pedestrian trail. Often, the municipality is likely to purchase this land or have it donated in fee simple title. However, temporary binding agreements such as management agreements, formal land leases, or permits between the municipality and landowner may also obtain public access provisions. Such “temporary” leases and permits may run for as long as 99 years or more.

- ***Pedestrian Accessways*** – This type of facility is intended to serve pedestrians only. May also be used by child bicyclist accustomed to riding on sidewalks. Pedestrian accessways should be implemented in areas where little adult bicycle use is anticipated due to availability of alternative routes that allow for faster travel.
 - o A paved surface 8 feet in width allows two pair of pedestrians to pass each other comfortable. This width also accommodates special users such as person carrying groceries or wheelchair users.
 - o A 10 foot wide easement is the preferred minimum in tight places, assuming good sight distance for the entire length of the pedestrian accessway. Wider easements are preferred wherever possible.
 - o Sight lines and user security must be considered if path screening is specified. Where private fences are present, wider easements will be necessary to prevent a tunneling effect on paths longer than one half block.
 - o Where right-of-way is severely constrained or topography prohibits wider path development, a standard 6-foot sidewalk is acceptable.
- ***Multi-use Trail Easement*** – This type a facility is intended to serve two-way bicycle travel, as well as, walkers and joggers; while being physically separated from a roadway. Additional width should be provided whenever possible on multi-use facilities to minimize conflict between user groups, especially if serving bicycles, pedestrians, and in-line skaters.
 - o A paved surface 10 feet in wide is the recommended width for a two-directional bicycle path as specified in AASHTO. Under multi-use conditions, it may be
 - o necessary or desirable to increase path width to 12 feet.

- o As a guideline, a 10-foot width is recommended where “significant” trail traffic of 100 users per hour during peak periods is expected. Where “heavy” traffic of 300 users per hour is anticipated, the width should be 12 feet.
 - o A 15-foot wide easement is required to provide space for occasional shoulder use. Wider easements are preferred.
 - o A 35-foot width is preferred for multi-use trail easements because it provides space for variations in trail alignment and the inclusion of trail amenities and buffer landscaping.
- *Greenway Corridors* – Greenway is a term to describe a wider corridor of land, often paralleling a natural feature such as a stream or river that fulfills multiple purposes such as floodplain management, habitat enhancement and water quality protection. Greenway corridors may or may not include public access and trail development, but for the planning purposes of THRIVE 2025 it is assumed that alternative transportation uses will be incorporated.
 - o An easement a minimum of 35 foot in width provides for variations in trail alignments, clearance from steep slopes of stream banks, and the inclusion of trail amenities such as benches and landscape buffers. Total easement width may be accomplished through a combination of public and private land preservation.
 - o Easements wider than 35 feet are preferred where wetlands and other sensitive environments are present.
 - o Easements wider than 35 feet may be required to accommodate trail curve radii of 95 feet.
 - o Easement width encompassing the 100-year flood plain are desired along stream corridors, where feasible.

Map 1: Vigo County Thoroughfare Map



Map 2: Terre Haute Thoroughfare Map

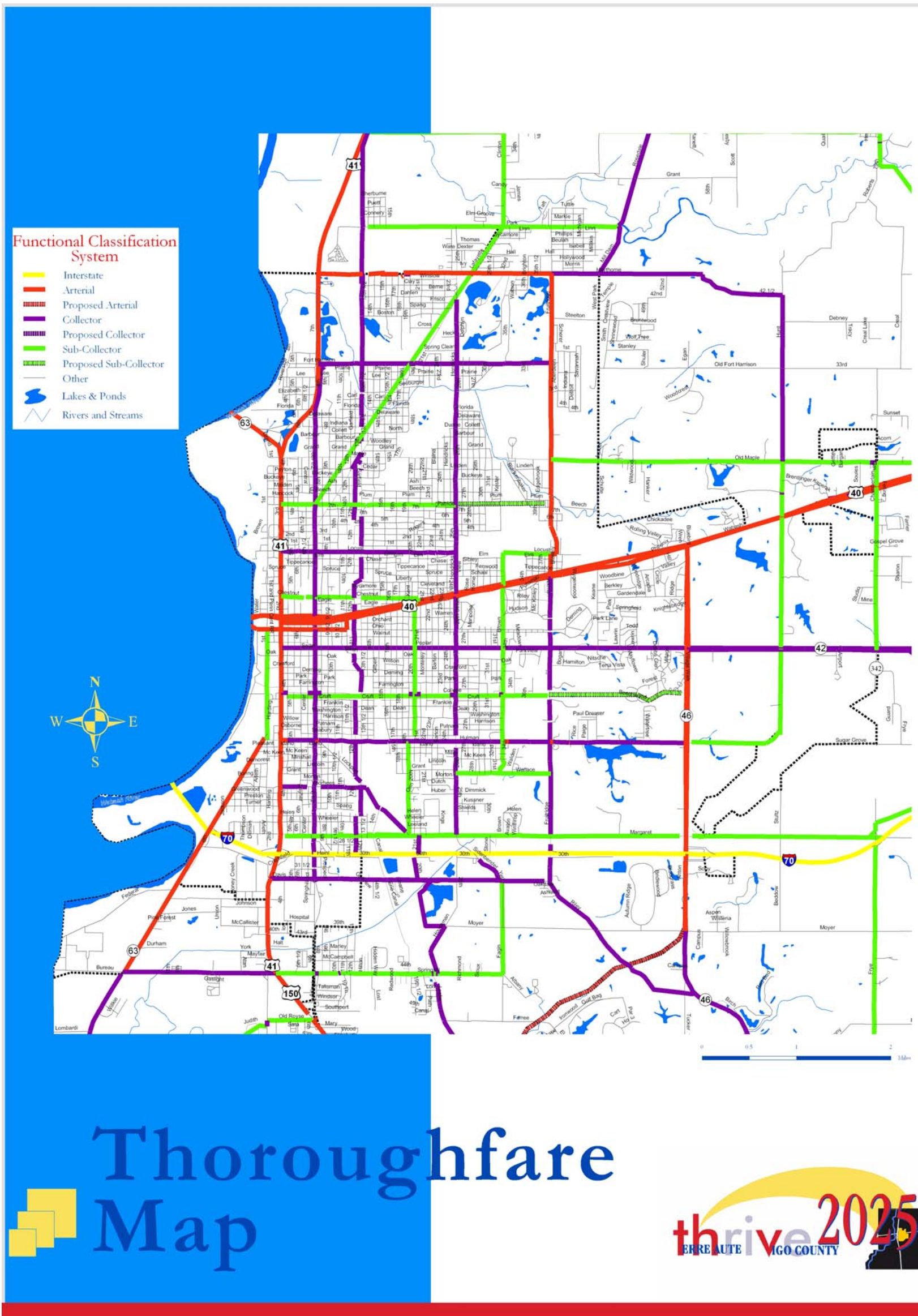


Figure 1: Relationship Between Transportation and Land Use

Tier	Intensity	Character	Adjacent Uses	Regional Access	Circulation	Transition
Tier 3	Rural residential	Estate homes on at least 2 acres	Never adjacent to employment areas	No regional access required	No direct driveway access to sub-collector or higher	Never adjacent to employment areas
Tier 4	Very low intensity residential	Homes on ½ to 2 acre lots	Never adjacent to employment areas	No regional access required	No direct driveway access to sub-collector or higher	Never adjacent to employment areas
Tier 5	Low intensity residential	Homes with 2 to 3 dwellings per acre	Transition between medium intensity residential and very low intensity residential uses	No regional access required	No direct driveway access to sub-collector or higher	Buffered from very low intensity residential by at least one: - o Fence - o Landscaping - o Dedicated open space
Tier 5 and Tier 6	Medium intensity residential	Homes with 3 to 5 dwellings per acre	Transition between neighborhood commercial and low or very low intensity residential or between low and high intensity residential	Adjacent to at least a minor collector	Access road to at least a sub- collector	Buffered from lower intensity residential by at least one: - o Minor collector - o Public or institutional building - o Dedicated open space - o Transition density - o Scale of design
Tier 6 and Tier 7	High intensity residential	Homes at a density over 5 dwellings per acre	Transition between employment centers and low or medium intensity residential	Adjacent to at least a secondary arterial	Access road to at least an arterial	Buffered from employment areas by at least one: - o Secondary or primary arterial - o Public or institutional building - o Dedicated open space - o Transition density - o Scale of building design

Tier 5, Tier 6 and Tier 7	Neighborhood Commercial	Center with 100,000 sq.ft. maximum size on 10 acres or less	Could be in low to high intensity residential areas with appropriate buffering	Intersection of at least an arterial and a sub-collector	Direct access without traffic intrusion to neighborhood.	Buffered from adjacent residential uses by all of the following: - o Scale of building design - o Landscaping - o Loading
Tier 6 and Tier 7	Central Business District	Downtown area	Is adjacent to residential developmen t. Developmen t should be pedestrian scale. Building frontage to street.	Sites have access to downtown sub- collectors	Access to site could be from local street connecting to minor collector	Buffered from residential uses by at least one: - o Scale of building design - o Landscaping of parking areas
Tier 7, Tier 6 and Tier 5	Low intensity employment area	One or two story offices, office/showr oom flex space, industrial warehouse	Could be adjacent to low intensity residential if adequate buffer and transition	Site is adjacent to an arterial and sub- collector	Access to site directly from regional access	Buffered from residential use by at least one: - o Major collector - o Public or institutional building - o Dedicated open space - o Transition density - o Scale of building design
Tier 5, Tier 6 and Tier 7	Medium intensity employment area	Community retail greater than 100,000 sq.ft.; low to mid-rise offices of 3- 5 floors	Could be adjacent to low intensity residential if adequate buffer and transition	Site is adjacent to interstate and arterial or sub-arterial	Access to site is directly from regional access; shared driveways encouraged	Buffered from residential use by at least one: - o Interstate - o Principal or minor arterial - o Public or institutional building - o Dedicated open space - o Transition density - o Scale of building design

Tier 5, Tier 6 and Tier 7	High intensity employe nt areas	Regional retail greater than 250,000 sq.ft., intense commercial	Not adjacent to low or very low density residential	Site is adjacent to interstate and arterial	Access to site is directly from regional access; shared driveways and access roads encouraged	Buffered from residential uses by at least one: - o Interstate - o Principal or minor arterial - o Public or institutional building - o Dedicated open space - o Transition density
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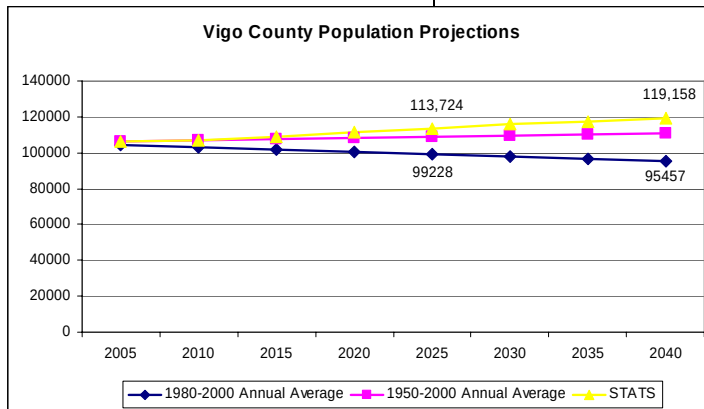
Terre Haute Vigo County *Comprehensive Plan*



Appendix B: Existing Conditions

APPENDIX B: Existing Conditions

The information presented in this chapter is a brief overview of the demographic and economic analysis and background information that was conducted as a part of the comprehensive planning process. It also presents the input that has been made throughout the comprehensive planning process in key person interviews, through the steering committee, and public workshops. The information helps to set the stage for the focus areas of plan.



People

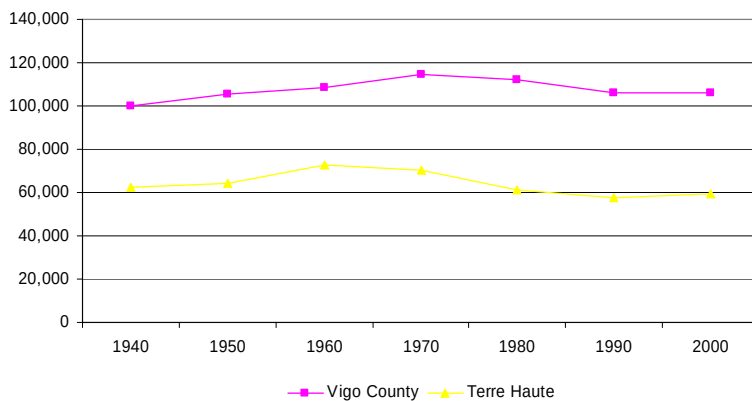
The population of Vigo County in the year 2000 was 105,848. The City of Terre Haute had a population of 59,614 for the same period. Terre Haute's share of the county population was 56 percent in 2000. West Terre Haute is the largest town in Vigo County, with a population of 2,330 in the year 2000. Seelyville is the next largest incorporated town in Vigo County. The town's 2000 population was 1,182. Riley is the smallest incorporated community in Vigo County. The 2000 population of Riley was 160.

Population shifts between the Terre Haute and the county indicate that more of the county residents are living outside of the central city, but these residents are not primarily engaged in agricultural activities like their pre-war predecessors. This pattern of population shift is an indication of unplanned growth.

In 2000, seven Vigo County townships were classified as primarily rural (one with an urban/rural mix), four were primarily urban (urban/rural mix), and one township was primarily urban. Hence, there are urban, suburban, and rural issues facing Vigo County.

Vigo County is by far the most populous of the counties in the West Central Indiana region and Terre Haute serves as a regional center. However, the counties that surround Vigo County experienced population growth during the 1990s, with Putnam, Sullivan, and Parke counties experiencing the most growth.

Vigo County and Terre Haute Population Since 1940



Population Projections

The Vigo County population is projected to grow. The population is expected to reach 113,724 in 2025.

Using the projections provided by the table, the Vigo County population will be 20 percent school aged, 47 percent working age, and 18 percent Senior Citizens in 2025. This represents a shift toward more Senior Citizens, who have different housing and transportation needs than working age adults.

Housing

In the City of Terre Haute, 73 percent of occupied housing units are single-family homes, with an additional percent which are mobile homes. Thirteen percent are in structures with two to four units and the remainder is in structures with more than five housing units. Terre Haute has a higher percentage of multi-family structures than the county average, but this is not unusual because of the universities.

Approximately 12 percent of Terre Haute residents and eight percent of Vigo County residents live in what the Census refers to as "group quarters." These include dormitories at colleges and universities in addition to jails and prisons and nursing homes. The largest percentage of these residents in Vigo County (and Terre Haute) are non-institutionalized, so they are college students or living in nursing homes. In Terre Haute and Vigo County, institutionalized persons are at the federal prison. More than 4,500 people in Terre Haute are non-institutionalized persons living in group quarters.

Terre Haute and Vigo County have more renters than the statewide average. Approximately 41 percent of occupied housing units in Terre Haute are rental units. Statewide it is closer to 30 percent of housing stock is available for renters. The number of university students in Terre Haute does have an impact on this percentage.

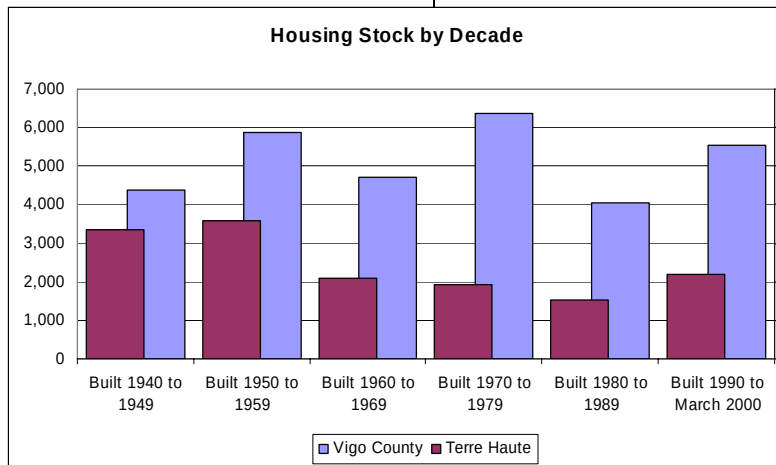
Terre Haute has a higher residential vacancy rate than the state average. The city's homeowner vacancy rate is similar to other comparable communities, but the rental vacancy rate is higher, even than among communities with similarly sized university populations, such as Muncie. The total vacancy rate in Terre Haute was 11 percent, compared to eight percent statewide.

The rental vacancy rate was nearly 12 percent in the city, compared to three percent for homeowners. West Terre Haute has a total vacancy rate of nearly 13 percent. Seelyville and Riley have total vacancy rates of seven and eight percent, respectively. In West Terre Haute, 43 percent of the vacant units are mobile homes. Seelyville has a number of vacant multi-family structures. The public felt that housing improvements were needed, especially in addressing vacant and dilapidated homes.

In Vigo County, nearly 32 percent of the housing stock was built before 1939. In Terre Haute, nearly 43 percent was built before that year. An additional 26 percent of Terre Haute's housing was built between 1940 and 1959. While housing development was down in Terre Haute during the 1980s, there was resurgence in home building during the 1990s.

People felt that historic neighborhoods should be preserved and recognized. In addition, they felt that the historic fabric of the older neighborhoods is important to creating a sense of place.

New housing stock is primarily being built in areas of Vigo County outside of Terre Haute. New residential building permits in Terre Haute have accounted for less than one-third of building permits in Vigo County every year since 1996, with the exception of 1998 and 2000.



West Terre Haute's housing stock is comprised almost entirely of single-family homes and mobile homes. Approximately 75 percent of the homes in the town are owner occupied. In Seelyville the homes are also single family (80 percent) and mobile homes (20 percent), and fewer than 80 percent are owner occupied. In Riley the occupied homes

also tend to be single family (89 percent) and mobile homes (11 percent). Three quarters of homes are owner occupied.

Housing values are important to the community in terms of affordability. The median home value and median household incomes are used to determine affordability. The median home value in Terre Haute in 2000 was \$60,100 compared with \$71,800 in Vigo County and \$92,500 statewide. Median housing values in Vigo County were highest in Riley and Lost Creek townships. The lowest median values were in Harrison Township. Among municipalities, West Terre Haute had the lowest median home value, at \$39,000. Housing values in the outlying areas of the county are likely to be higher based on being newer housing stock and larger lot sizes. The median home value in Terre Haute, however, increased more between 1990 and 2000 than in Vigo County as a whole or statewide. One issue regarding neighborhoods that was

raised by the public is the need to improve trash enforcement, leaf pick-up, street cleaning, and maintenance of open spaces.

Labor Force and Major Industries

The labor force in Vigo County was 52,110 in 2003. Vigo County is also a part of the Workforce Investment Region 7, with a labor force of 108,560 in 2003. Vigo County has nearly half of the jobs in the region and serves as a regional employment center. This makes economic development critical in terms of land use and transportation systems.

Most industries in Vigo County have experienced stable employment levels over the past decade. The notable exception is services, which has experienced considerable growth.

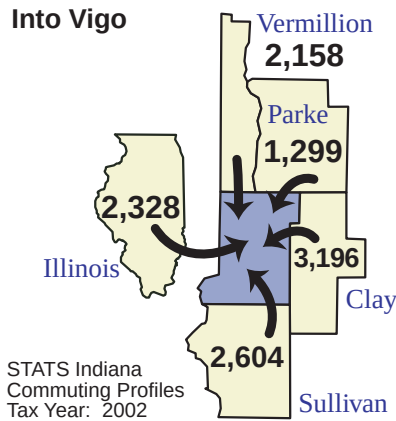
In 2001 and 2002, using the new NAICS classifications (North America Industrial Classification System), the largest sectors in Vigo County were retail (16%), government (15%), manufacturing (13%), and health care and social services (13%). The sectors that are traditionally considered service sectors accounted for nearly 40 percent of all jobs in Vigo County. The service sub-sectors with the most significant employment were health care and social services and accommodations and food services.

The retail sectors earnings for Vigo County compared to the region illustrate that Vigo County is the center of that retail trade area, particularly for everyday goods such as clothing and accessories; sporting goods, hobby, and book stores, and general merchandise stores. Vigo County accounts for more than 75 percent of the regions earnings in these sub-sectors. Overall, Vigo County accounts for nearly 60 percent of retail earnings in the region.

The life sciences, advanced manufacturing, and advanced logistics industries are also areas where the public's desire to attract more highly skilled and better paying jobs, in addition to their desire to retain more college graduates, can be addressed.

The major manufacturing employers in Terre Haute and Vigo County include: Applied Extrusion Technologies, Bemis, and Columbia House. These companies each employ more than 500 people locally. Other significant employers include: Aegis Brake & Chassis, CSN, LLC, Navelli's, Ivy Hill, Pfizer, Staples, and Smith Aerospace.

Non-manufacturing employers also are significant employers. The hospitals employ 2,000 and Associated Physicians and Surgeons Clinic employs an additional 540. Indiana State University employs 3,250; Rose-Hulman employs 439, Ivy-Tech State College employs 161; and St. Mary of the Woods employs 155.



These major employers can have a significant impact on the way the Vigo County community develops. The importance of manufacturing to the local and regional economy identifies a need for industrial space that can best serve local industries land and transportation needs.

Commuting

As suggested earlier, Vigo County has the largest portion of the jobs in the region. Workers coming from surrounding counties eat and run daily errands in Vigo County, contributing to the strong retail climate.

Commuting patterns illustrate the flow of workers within a region. The patterns presented are taken from the IT-40 Indiana State Income Tax Returns. In 2002, 15.4 percent of the Vigo County workforce came from outside Vigo County. Only 3.8 percent of the workforce left the county for employment. The strongest commuting relationship is with Clay County. More than 3,000 workers come in to Vigo County from Clay County, and approximately 820 leave Vigo County for jobs in Clay County.

There are approximately 8,500 more workers who come into Vigo County for their employment than leave the county for employment. These commuting patterns suggest transportation corridors that may be needed to efficiently support travel in the county.

Existing Land Use

The change in developed land between 1984 and 2004 demonstrates that there is some infill building activity occurring within the City of Terre Haute, West Terre Haute, and Seelyville (Map 1). The development trend also demonstrates that a significant amount of development is occurring as strip developments along roadways, particularly in rural areas south and northwest of Terre Haute. The amount of developed land in the county expanded 52 percent, while the population declined by six percent. This indicates unplanned low-density development, is an issue in the community.

Agricultural

The Natural Resource Conservation Service defines prime farmland as that which is available for agricultural uses and is not in built up land or water now. Much of the undeveloped land in Vigo County is classified as prime farmland. According to the US Census of Agriculture, 21,860 acres, or nearly 34 square miles, of land were taken out of farming from 1992 to 2002. The public identified management of open space and promoting agriculture by conserving prime farmland as key issues. The steering committee similarly felt that protection of prime farmland was important, primarily away from urban areas.

Mining Areas

Vigo County has a significant number of surface and underground mining operations. These areas have land use implications in terms of the development rights of the properties, the desirability and suitability of adjacent areas for development, the redevelopment potential of abandoned mines, and environmental hazards and nuisances posed by mining operations.

Surface mining operations exist in the eastern portions of the county, primarily south of I-70 and east of US 41. There is a presence of surface mining operations along the county line in the northwest portion of the county as well.

Seams of coal exist in the northeast part of the county and in two areas west of the river. The steering committee felt that some of the reclaimed mining areas could be used for residential development.

Residential

Residential uses are the single largest land use in Terre Haute. The percentage of residential land in the city of Terre Haute is comparable to other mid-sized communities that were studied as a part of a 1992 American Planning Association study.

However, as mentioned earlier, most of the recent housing development in Vigo County has occurred outside of the City of Terre Haute. Residential uses are one of the primary contributors to the sprawling development pattern that has occurred in the county over the past 20 years. Members of the public cited limiting sprawl as a need within the community. They also expressed a desire to steer housing development into the city and small communities.

Residents also expressed a need for zoning protections for neighborhoods and to stabilize neighborhoods through clear guidelines.

Commercial

Downtown Terre Haute is a commercial core that has a number of retail, eating and drinking, office, and governmental establishments. Other than downtown, there are eight identified business cores. Those include:

- 12 Points Shopping Area
- Honey Creek Mall
- Plaza North
- Riverside Plaza
- Southland Plaza
- The Meadows Shopping Center
- Towne South Plaza
- Wabash Valley Plaza

Public input suggests a need for improving vacant buildings, especially downtown. People expressed that there were opportunities in the vacant commercial and industrial buildings. Downtown development was also identified as a need.

The primary commercial cores of the community are along Third Street and the Honey Creek Square area. Some of the transportation corridors related to these commercial areas have been mentioned as having significant visual impacts.

Industrial

There are four industrial parks in Vigo County, all except Fort Harrison Business Park are Foreign Trade Zones. The Vigo County Industrial Park is owned by Vigo County and is located five miles south of I-70 on US 41. The park has 1,500 acres. The Fort Harrison Business Park is a 153 acre site at Fruitridge Avenue and Steelton Road. The Fort Harrison Industrial Park has more than 300 acres and normally has over 150,000 square feet of lease space available. Aleph Park was developed by Rose-Hulman Ventures and is a Certified Technology Park. The park is a 180 acre campus and is currently home to Rose-Hulman Ventures.

Residents and key persons interviewed expressed a need for industrial development to be focused in the industrial parks.

The industrial parks have faced residential encroachment in some cases that can limit their ability to function as industrial parks.

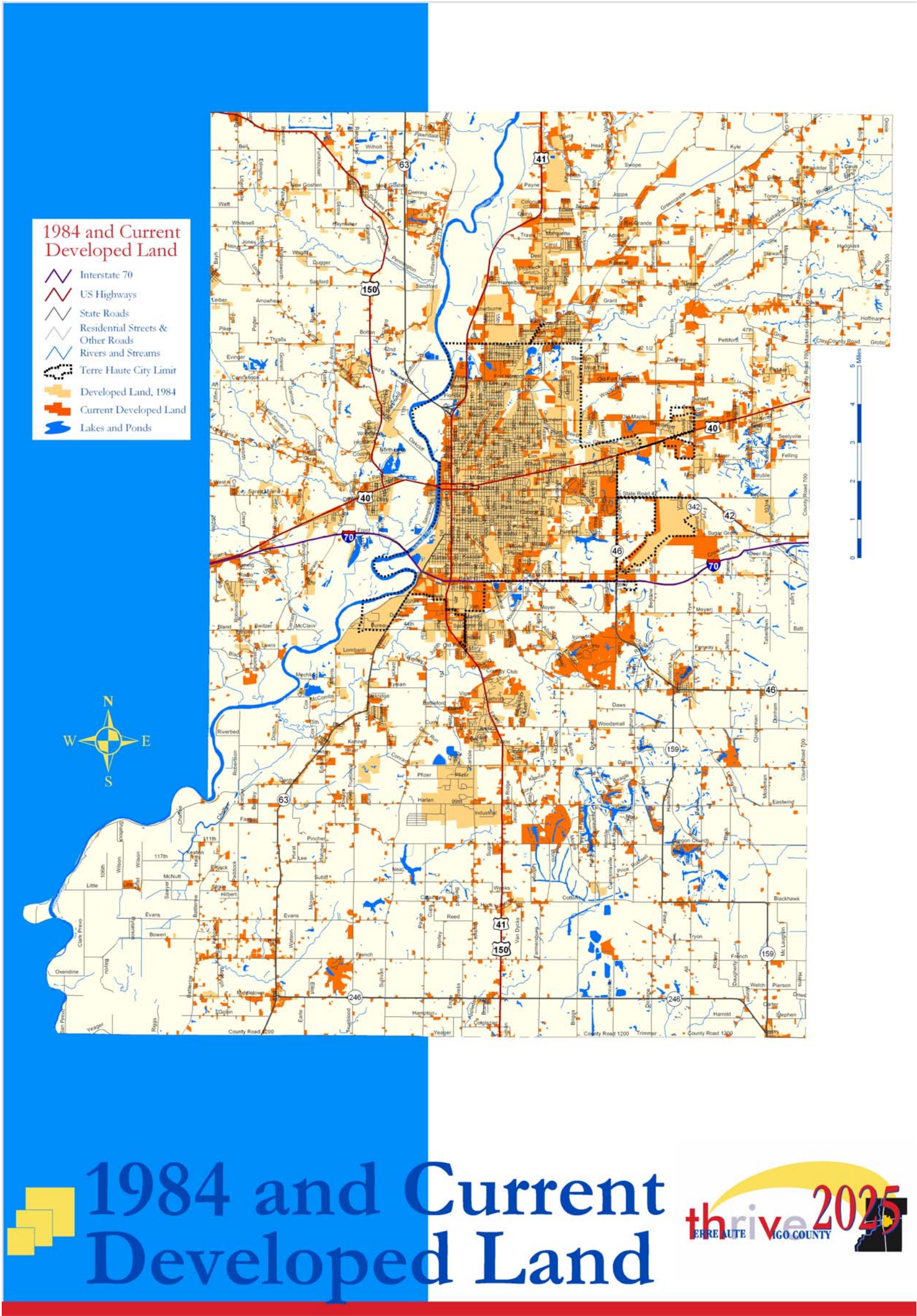
Parks

The City of Terre Haute manages 28 parks totaling nearly 525 acres. These parks are classified as community parks, neighborhood parks, and block parks. The City also has two golf courses. The city's level of service in provision of park lands exceeds many of the communities that are providing an excellent level of service. The parks reflect a variety of types and offer both passive and active recreation.

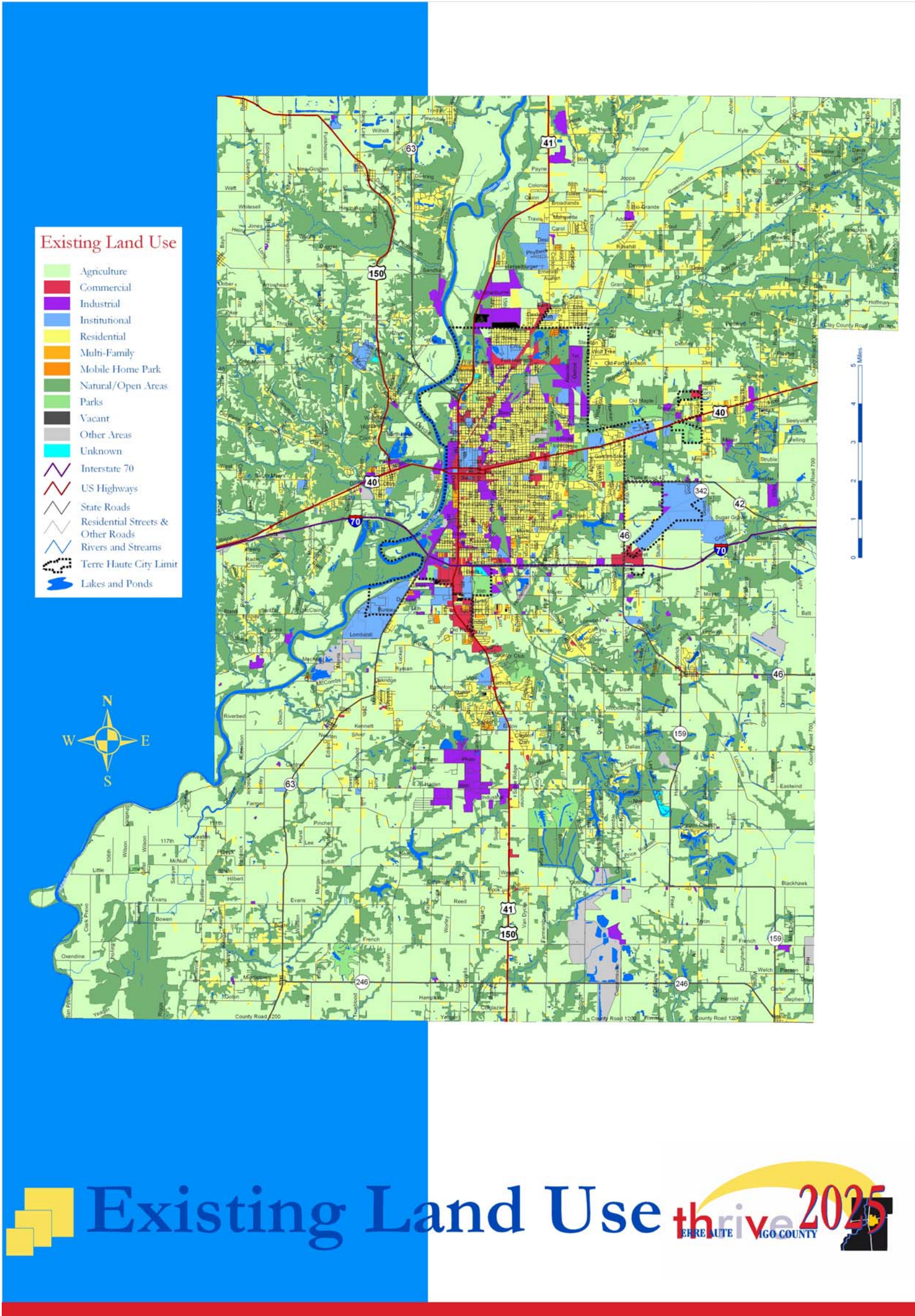
Vigo County maintains eight parks that contain approximately 1,055 acres. The county parks are large and provide more of a regional park experience. They include a variety of functions, including nature preserve and wildlife refuge.

The National Road Heritage Trail is a multi-use trail that was developed as a cooperative partnership between the City of Terre Haute, Vigo County, Indiana State University, and Rose-Hulman Institute of Technology. There are trailheads with parking located at the Twigg Rest Park on US 40 and the ISU Memorial Stadium. Eight other access points without parking facilities exist along the trail. Both the West Central MPO and the Terre Haute Tomorrow initiative are working to address trail development in the county.

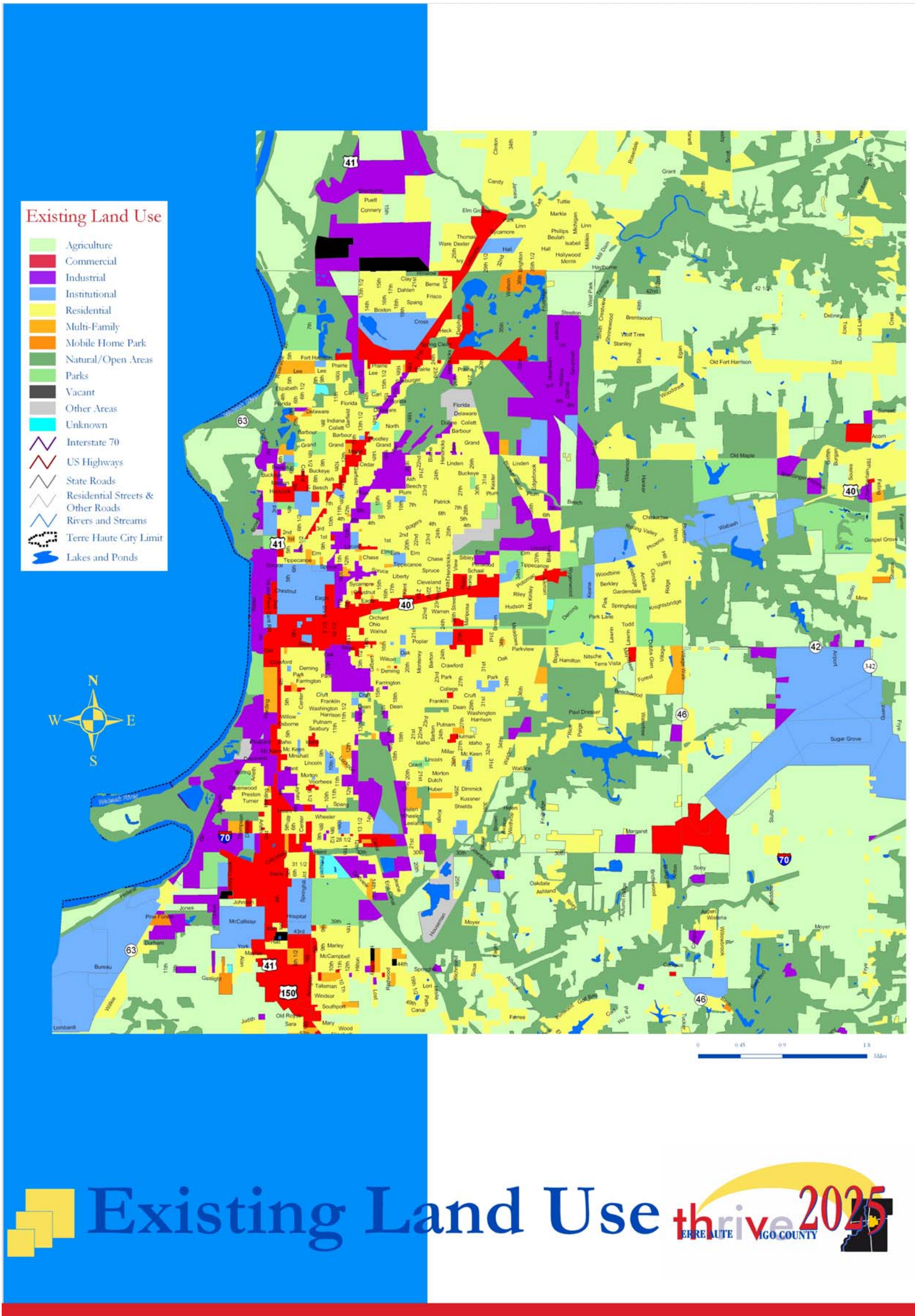
Map 1: 1984 and Current Developed Land



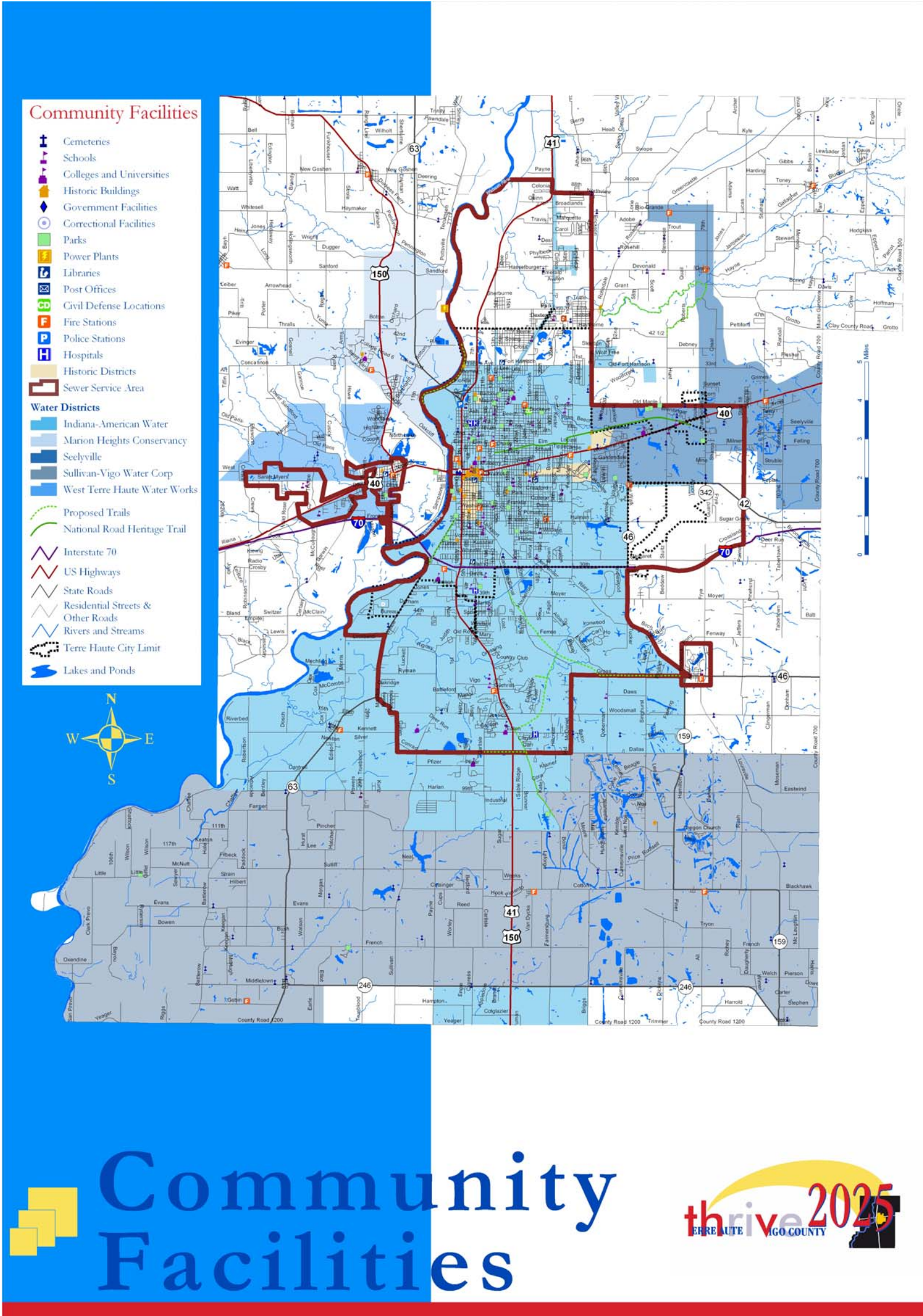
Map 2: Vigo County Existing Land Use



Map 3: Terre Haute Existing Land Use



Map 4: Community Facilities



Public Facilities

Fire and EMS

Fire service is provided by the City of Terre Haute and township fire departments. The fire station locations are presented on Map 4. At this time, there are proposals to close four of the existing fire stations. The stations that were closed were replaced by two new fire stations that are strategically placed for maximum effectiveness.

The location and service areas of a fire station affect insurance premiums and the cost of living or doing business. The fire stations in Vigo County ensure that virtually all urbanized areas are within a three-mile radius of a fire station.

Water

There are five water utilities that provide water service in Vigo County. Indiana-American Water Company has the largest service area, covering much of the City of Terre Haute and areas south of the city.

The Sullivan-Vigo Water Corporation primarily services the southern part of the county. Seelyville supplies water to the eastern portion of Terre Haute, the Town of Seelyville and areas in between.

West of the river, the Marion Heights Water Conservancy services an area including St. Mary of the Woods College and areas north. The West Terre Haute Water Works services the area in and around West Terre Haute.

Wastewater

Wastewater treatment is provided by the Terre Haute Sanitary District, in addition to facilities in West Terre Haute, Riley, and Seeleyville. (Refer to Map 4 for specific boundaries) There have been a number of issues in the community related to wastewater treatment. Some of the issues relate to the odor that has been associated with Terre Haute, others relate to the need for development to occur in areas where sewer service is available or can be efficiently extended. Members of the steering committee felt that the current existence of sewer service was not as important for residential development as the ability to affordably extend the utilities.

Schools

The Vigo County School Corporation maintains 35 facilities. These facilities house 970 classrooms in addition to administrative functions. The school corporation's facilities include nearly 3,000,000 square feet of space.

Indiana State University has a downtown campus with residence halls, apartments, recreation facilities, a student union, classrooms, labs, and a computing center. Rose-Hulman Institute of Technology was founded

in 1874 and has a campus of over 200 acres. St. Mary of the Woods College is located on 65 acres in West Terre Haute. The Wabash Valley Ivy Tech State College campus was established in 1968. Ivy Tech – Wabash Valley has one regional campus and off-campus locations in venues such as hospitals and schools.

The colleges and universities are an important component of the economic development plan. They have a role in the life sciences initiative and in attracting new manufacturing and warehouse/distribution businesses. Attracting new businesses and residents was important to the public. Further, downtown development relies heavily on input and plans of Indiana State University due to the university's downtown location.

Transportation

As part of a separate activity, the long-range transportation plan is being updated to address new air quality requirements and to expand the planning horizon to the year 2030. This work is being done by Bernardin Lochmueller Associates, Inc. on behalf of the West Central Indiana Economic Development District. Coordination will occur throughout the process, however, to insure that the linkage between land use and transportation is fully considered. Ultimately, the adopted Transportation Plan will be incorporated into the Comprehensive Plan, as appropriate.

Roadways

Based on information from the 2000 Census Tiger Line Files for Vigo County, there are currently an estimated 1,565 miles of streets and highways serving the city and the county. This includes approximately 16.4 miles of Interstate (I-70), 56.2 miles of U.S. Highways (US Highways 40, 41, 150), 66.4 miles of State Highways (42, 46, 63, 159, 246, and 342), 1,411.2 miles of local, neighborhood, and rural collector roads, and 15.6 miles of other roads.

Terre Haute/Vigo County uses a functional classification system for the administration, planning and design of roadways. These classifications are defined to serve expected future land use and to provide continuity within the transportation network.

Maps 1 and 2 of Appendix A show that Vigo County and Terre Haute have five different categories for roadway classification. They are: interstate, primary arterial, secondary arterial, collector, and local streets.

During workshops and focus group meetings, the general consensus was that transportation is a topic that is very important and should be discussed. The different groups indicated that the most important aspects are: aesthetic issues for corridors, updating US 41 to alleviate

congestion, stoplight synchronization on US 41, and upgrading all curbs, gutters, and sidewalks.

The interstate interchanges serve as the major intersections in Vigo County. Managing their access and development is important to the economic vitality of the community. Members of the steering committee felt that the interstate interchanges have become the major intersections in the community and that I-70 serves as the center of the community.

Trails and Bicycle Facilities

In 1999, the Vigo County Park and Recreation Department formulated a 2000-2004 Master Plan to improve the quality of life for all citizens in Vigo County. Areas emphasized in the master plan include (1) park areas and facilities, (2) program services, (3) leisure education, and (4) the preservation and protection of the environmental and natural resources.

The existing Vigo County Park system has 10 miles of trails. There are two other types of trails in the Vigo County Park system. At Hawthorn and Prairie Creek Park, the trails are compacted aggregate. At Fowler Park and the Fowler Park Wilderness Area, the trails are sod (Vigo County, 1999). The National Road Heritage Trail is an existing 5.8 mile asphalt trail in Terre Haute, from 13th street to Twigg Rest Area, east of Hunt Street. Future plans to extend the trail include a 1.5 mile trail linking the Wabash River, passing through the Indiana State University campus, and a north-south trail linking North High School, Ohio Boulevard, Deming Park, and Dobbs Park. The trail, once all phases are complete, will serve as a 7.25 mile non-motorized transportation corridor, linking eastern Vigo County and the City of Terre Haute to historic Fairbanks Park, located on the Wabash River.

The public expressed a need for more sidewalks and bicycle/trail facilities in the county.

Public Transportation Services

The Terre Haute City Bus System is the only fixed-route public transit carrier in Vigo County. During 2003, the service carried about 158,492 passengers, down 2.5% from the 2002 ridership figure of 161,346 passengers.

The system is owned by the City of Terre Haute. In 2003, the system operating revenue included 50 percent from Federal sources, 14 percent from the State, 28 percent local sources, and 8 percent from bus fares. The Terre Haute City Bus System only provides transit service throughout the Vigo County area.

The majority of the transit routes are oriented to the southern edge of Terre Haute, reflecting the growth of businesses and shopping centers in the area.

Air

Terre Haute/Vigo County offers two airports, the Terre Haute International Airport – Hulman Field, the major facility serving the area, and Sky King, a small, privately owned field which provides general aviation services.

The Terre Haute International Airport is the dominant air facility serving Terre Haute and the County for cargo. It furnishes an important transportation link to local and international/national markets. Passenger air service is primarily provided by the Indianapolis International Airport, located in I-70 west of Indianapolis.

The 181st Fighter Wing (FW) of the Indiana Air National Guard occupies 891.88 acres of leased land on the Hulman Regional Airport Field and occupies 4 administrative, 23 industrial and 4 services buildings totaling approximately 323,335 square feet with 275 full-time personnel. Under the proposed closure list for the 2005 Base Realignment and Closure process, this facility will lose employment. It is not yet clear whether there will be physical changes to the facilities as a part of the realignment.

Rail Transportation

The city and county are currently served by Class I rail service via CSX Transportation, Inc. (CSX) and the rail service of the Soo Line, a Canadian Pacific Railway subsidiary. CSX handles many important commodities, such as agricultural products, metals and minerals. The CSX network includes one bulk transfer site located in Terre Haute. Grain elevators and mills within the county serve as primary customers of railroad transportation services. CSX is vital in transporting farm and farm-related commodities, such as grain and other agricultural products, and sweeteners and processed products used as raw materials for other industries.

Canadian Pacific Railway, through its Soo Line subsidiary, owns and operates approximately 94 route miles between Terre Haute and Bedford, Indiana. The Soo Line handles commodities such as agricultural products, metals and minerals, connecting to other rail service carriers for national distribution of these commodities. This line segment is connected to Chicago and Louisville by trackage rights on CSX and Norfolk Southern.

Freight movement of goods will continue to be a principal area of growth for the railroad traffic base in Terre Haute/Vigo County.

Physical Appearance

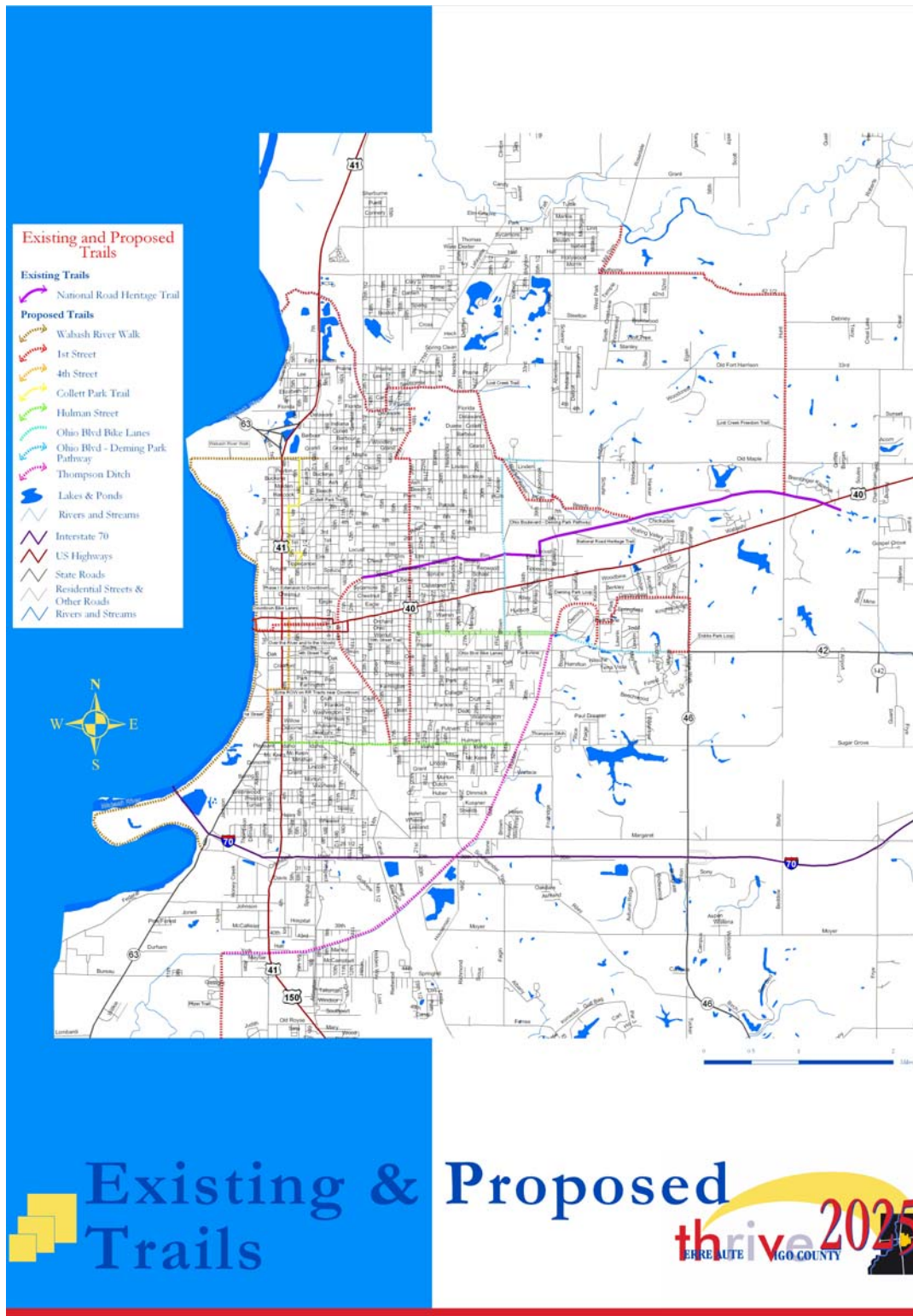
The physical appearance of a community can have a significant impact on how the community is perceived from the inside and outside, and how well the community is able to attract new businesses and residents as well as retain existing businesses and residents. It is also a facet of the community that cannot be quantified with secondary data.

The physical appearance of the Terre Haute and Vigo County communities has become a key issue for the comprehensive plan due to public input regarding the topic. The citizens of Vigo County and Terre Haute have expressed concerns that the overall appearance and cleanliness and pollution of the community needs to be addressed. In addition, they have raised the need for higher standards regarding landscaping and signage, and for increased code enforcement. They also expressed the need and desire for the community to develop an identity.

The steering committee was asked to complete an urban design scorecard to rate the quality of various urban design elements in the community. The results of that survey were:

Landmarks	Low to Medium
Pedestrian Orientation and Signage	Low to Medium
Building Context	Low to Medium
Treatment of Edges	Low
Open/Public Spaces	Medium to High
Strong Linkages	Medium
Gateways	Low (tied with Low to Med)
Defined Districts and Neighborhoods	Low to Medium
Parking	Low to Medium
Signage and Wayfinding	Low to Medium

Map 5: Existing and Proposed Trails





Terre Haute Vigo County *Comprehensive Plan*

HNTB

Appendix C: Policy Development, Growth Pattern

APPENDIX C: Policy Development, Growth Pattern

Growth Scenarios Analysis

Prior to the development of the goal and policies relating to growth pattern an analysis between the cost and benefits of a strategic growth scenario compared to continuing the current trend scenario was conducted. Each of the scenarios was presented to the Steering Committee and discussed in terms of its impact on farmland, floodplains, mining areas, parks, municipal water, wastewater treatment, and the transportation network.

Current trends vs. Strategic Growth

Current Trends

The current trends scenario focuses development along the transportation corridors, particularly to the south of Terre Haute where the development pressure has been the greatest in recent years. It continues a pattern of “stripping out” development along these corridors.

This development pattern is consumptive of land, assuming that the development over the next twenty years will consume as much land as has been consumed over the past twenty years. This means that more than 15,000 acres of new development will be needed. The current trends scenario consumes almost 10,000 acres of prime farmland and has nearly 2,000 acres of development occurring in the floodplain.

Some of the development in this scenario occurs quite far from existing community facilities such as schools, fire stations, and parks. This development pattern trends to drive a need for new facilities and/or decreased service delivery to new development.

Under current trends, only 20 percent of the development occurs within a sewer service area. This type of development increases the amount of land consumed by urbanization because larger lots are needed to accommodate septic fields. Additionally, some soils are generally unsuitable for septic systems and can lead to a high failure rates, creating public health concerns.

Strategic Growth

The strategic growth scenario assumes that some of the needed development can be absorbed as infill and redevelopment within the existing urbanized area. New development would be conducted in a manner that avoids development in the floodplain or mining areas and protects prime farmland and focuses development near existing development where it can be served by existing facilities and infrastructure.

The strategic growth scenario preserves nearly 2,500 acres more prime farmland than the current trends scenario. Only a small portion of the development occurs in an area that could be threatened by flooding.

The new development in the strategic growth scenario is closer to existing community facilities such as schools, parks, and fire stations. It provides greater ability to provide services to residents near where they live due to the more compact nature of the development.

Under the strategic growth scenario, three-quarters of the new development is within the sewer service area and development that is not within the service area is compact enough and located in such a manner that infrastructure could be expanded to those areas with lower costs than under the current trends scenario.

Cost and Benefits

There are cost and benefits to any development policy. The following review presents some general costs of the development scenarios presented, in addition to information on the existing conditions in the community. In some cases more specific information about the costs is provided for consideration.

The costs were evaluated against the development principles established for the strategic growth scenario. These include:

- Consumption of farmland;
- Development in the floodplain;
- Development in mining areas;
- Schools;
- Park accessibility;
- Fire station locations;
- Availability of municipal water service; and,
- Availability of wastewater treatment

Farmland

Without detailed fiscal analysis of the local tax rates and costs of services, it is difficult to provide precise measures of the costs of converting prime farmland to residential development. However, a number of studies across the country have found that farmland provides fiscal benefits by generating more local taxes that it demands in services. Additionally, farmland provides jobs in transportation,

processing, and marketing of agricultural products beyond the direct farming jobs.

As the number of farms and farm acres decrease, farming support business are not able to survive. Additionally, farmland becomes isolated and difficult to farm using modern farming techniques when leapfrog development occurs. Noting development pressures around them, farmers stop investing in their farms and

begin thinking of selling to development. These costs, in addition to the costs of extending “urban” services should be considered in allowing the conversion of farmland to non-agricultural uses.

	Existing Conditions	2025 Current Trends	2025 Strategic Growth
Farmland			
Farmland eliminated by development	N/A	9,811 Acres	7,355 Acres

Floodplain

Development in the floodplain has cost implications in terms of the National Flood Insurance Program insurance rates and the cost of repairing, replacing, or relocating structures that sustain flood damage.

Generally is preferable to restrict development in the floodplain to those uses, such as agricultural and recreation uses, which can sustain periods of inundation with water. The design solutions that can make residential development possible in the floodplain while minimizing the flood risk are often considered unsightly or undesirable.

Community participations in the National Flood Insurance Program make property owners eligible to purchase flood insurance. Each participating community is classified with a Community Rating System (CRS) level that determines the flood insurance rate for the community. All communities start as a class 10, with no premium discounts. Communities can earn points in order to establish a lower class number, which qualifies them for discounts on premiums.

	Existing Conditions	2025 Current Trends	2025 Strategic Growth
Floodplain			
Acres of development in the floodplain	7,040	8,860 (1,820 new)	7,265 (225 new)
% of development in the floodplain	16%	15% (12% of new development)	13% (2% of new development)

Under the CRS, communities receive credit for more restrictive regulations, acquisition, relocation, or flood proofing of flood-prone buildings, preservation of open space, and other measures that reduce flood damages or protect the natural resources and functions of floodplains.

To maintain the county's CRS rating, or improve it to reduce the premium costs to property owners, the county

should:

- Limit or restrict issuance of building permits for new development in the floodplain;
- Limit or restrict the issuance of building permits for substantial improvements to structures currently located within the floodplain;
- Consider acquisition or relocation of properties and property owners within the floodplain who have sustained repetitive losses; and,
- Preserve open space within the floodplain areas.

Mining Areas

The cost of developing in mining areas are primarily borne by the developer and/or property owner, but can be substantial to develop in a way that minimizes the geotechnical risks to structures. There is no insurance to cover such issues as mine subsidence that damages a structure. Such losses are borne by the property owner and/or community relief organizations that assist people experiencing crisis.

To limit any liability the community may have in permitting a structure in a formerly mined area, criteria should be established for development in mining areas that recognize the respective considerations needed for underground mining areas and surface mining areas.

Schools

One of the best criteria for establishing the quality of a community is the ability for children to walk to their elementary schools. This is a model that is evident in the core of many urban communities, but becomes less used in lower density suburban areas. Most schools districts bus students who live more than a mile from their schools, hence an

	Existing Conditions	2025 Current Trends	2025 Strategic Growth
Schools			
Acres of developed land within 1 mile of an elementary school	13,210	14,630 (1,415 of new)	15,015 (1,805 of new)
% of developed land within 1 mile of an elementary school	30%	25% (9% of new)	26% (15% of new)

elementary school that children could walk to would be within one mile of their home. This is the criterion that was used to evaluate the growth scenarios. Generally, as school population is projected to increase, there will likely be a need for school construction in the next twenty years. The schools boards with a set criteria developed by the state and the school board, however, largely make those decisions. This analysis simply demonstrates the

geographic distribution of elementary schools relative to the planned location of future development.

Parks

Providing park services is one of the costs of growth in a healthy community. The City of Terre Haute currently ha a very healthy level of service in the city parks department. To accommodate the projected growth in the city by 2025, the city would need to add the following number of acres of parks to the system, in order to maintain the existing level of service:

- Mini parks: 1.58 acres
- Neighborhood parks: 6.88 acres
- Community parks: 8.32 acres
- Regional parks: 25.49 acres

	Existing Conditions	2025 Current Trends	2025 Strategic Growth
Parks			
Acres of development within ½ mile of a neighborhood park	4,475	4,530 (58 new)	4,690 (216 new)
% of development within ½ mile of a neighborhood park	10%	8% (<1% of new)	8% (2% of new)

Each of these types of parks serves different needs and should be located based on a set of criteria. Neighborhood parks should be centrally located within their service area and should serve an area that is ¼ to ½ mile in radius without being interrupted by non-residential roads or other physical barriers. These parks should be 7 to 10 acres to be of optimal size, but should not be smaller than 5 acres.

Community parks serve two or more neighborhoods and have a service radius of approximately ½ to 3 miles. They are generally served by arterial or collector streets and should be accessible by trail. The optimal size for a community park is 20 to 50 acres.

Regional Parks serve a broader purpose than community parks and

	Existing Conditions	2025 Current Trends	2025 Strategic Growth
Parks			
Acres of development within 3 mile of a community park	16,475	16,845 (370 new)	17,720 (1,245 new)
% of development within 3 miles of a community park	37%	28% (2% of new)	31% (10% of new)

generally serve the entire community. The minimum size of a regional park is generally 50 acres and their optimal size is more than 75 acres.

The capital costs of park development include land acquisition, site planning, site preparation, and construction of facilities. Ongoing maintenance costs include staff and operating costs in addition to programming costs.

Emergency Services/Fire Protection

The most geographically sensitive emergency service is fire and ambulance response. One of the criteria insurance companies use in developing premiums is the distance a property is from a fire station. Typically they want the fire station to be located within three miles of an insured property. For this analysis we considered the quantity of development located within three miles of a fire station.

	Existing Conditions	2025 Current Trends	2025 Strategic Growth
Fire Protection			
Acres of development outside of 3 mile radius of fire station (existing)	3,840	6,050 (2,210 new)	4,630 (785 new)
% of development outside 3 mile radius of fire station (existing)	9%	8% (15% of new)	8% (6% of new)
Acres of development outside of 3 mile radius of fire station (proposed)	2,861	4,807 (1,945 of new)	2,900 (40 of new)
% of development outside 3 mile radius of fire station (proposed)	6%	8% (13% of new)	5% (<1% of new)
Number of stations needed to cover urbanized area within 3 mile radius (existing)	N/A	2	1
Number of stations needed to cover urbanized areas within 3 miles radius (proposed)	N/A	1	0

The location of fire stations is currently under discussion in the City of Terre Haute. The proposal calls for the closure of four stations: 13th and Chase, Ninth and Ohio, Ninth and College; and Fruitridge Avenue and Deming Park. The proposal calls for the construction of two new fire stations: Eight and Tippecanoe and Indiana 46 and Poplar. The analysis was done considering both the existing fire station locations and the proposed fire station locations. In neither case are obstacles such as water bodies or railroad tracks taken into consideration. Fire station planning is done with routes in mind and knowing the response capabilities of

the departments to certain areas. This analysis generally compared the geographic distribution of fire stations to the proposed location of development.

The proposal would reduce the number of stations in the highly urbanized core of Terre Haute, but add response capability to the area on the east side of the city.

The costs associated with fire/emergency services are numerous. Some of the tools and equipment to respond are very costly. Aspects City and Township Fire Departments must take into consideration are facilities, equipment, and staffing. Individual property owners pay increased insurance premiums when property is located outside an adequate response time area, when fire hydrants are not available, and when fire departments are not professionally staffed. Development in rural areas of the county puts pressure on fire departments to build new stations, obtain new equipment, and professionalism in order to ensure adequate fire protection of suburban homes.

Municipal Water Service

The availability of municipal water service minimizes the public health risks associated with the potential contaminated wells and creates the ability to have fire hydrants located where they can service development. There are significant costs associated with extension of

water service. The treatment plant capacity and maintenance costs are generally borne by all users of the system through water rates, while the costs of service to individual sites is often borne by the developer. However, extension of main lines to areas far from the existing service area, and that bypass closer undeveloped areas, is generally cited as one of the high cost of sprawling development.

	Existing Conditions	2025 Current Trends	2025 Strategic Growth
Water (Public)			
Acres of development inside water district	29,680	40,140 (10,460 of new)	38,230 (8,550 of new)
% of development inside water district	67%	67% (69% of new)	67% (69% of new)

The Steering Committee expressed that current availability of infrastructure or planned infrastructure wasn't as critical as the ability to efficiently and affordably extend infrastructure to developing areas. Hence, the criteria used for evaluation was the amount of development within a water service district. In the strategic growth scenario, areas outside of a water service district are generally adjacent to a district's boundaries.

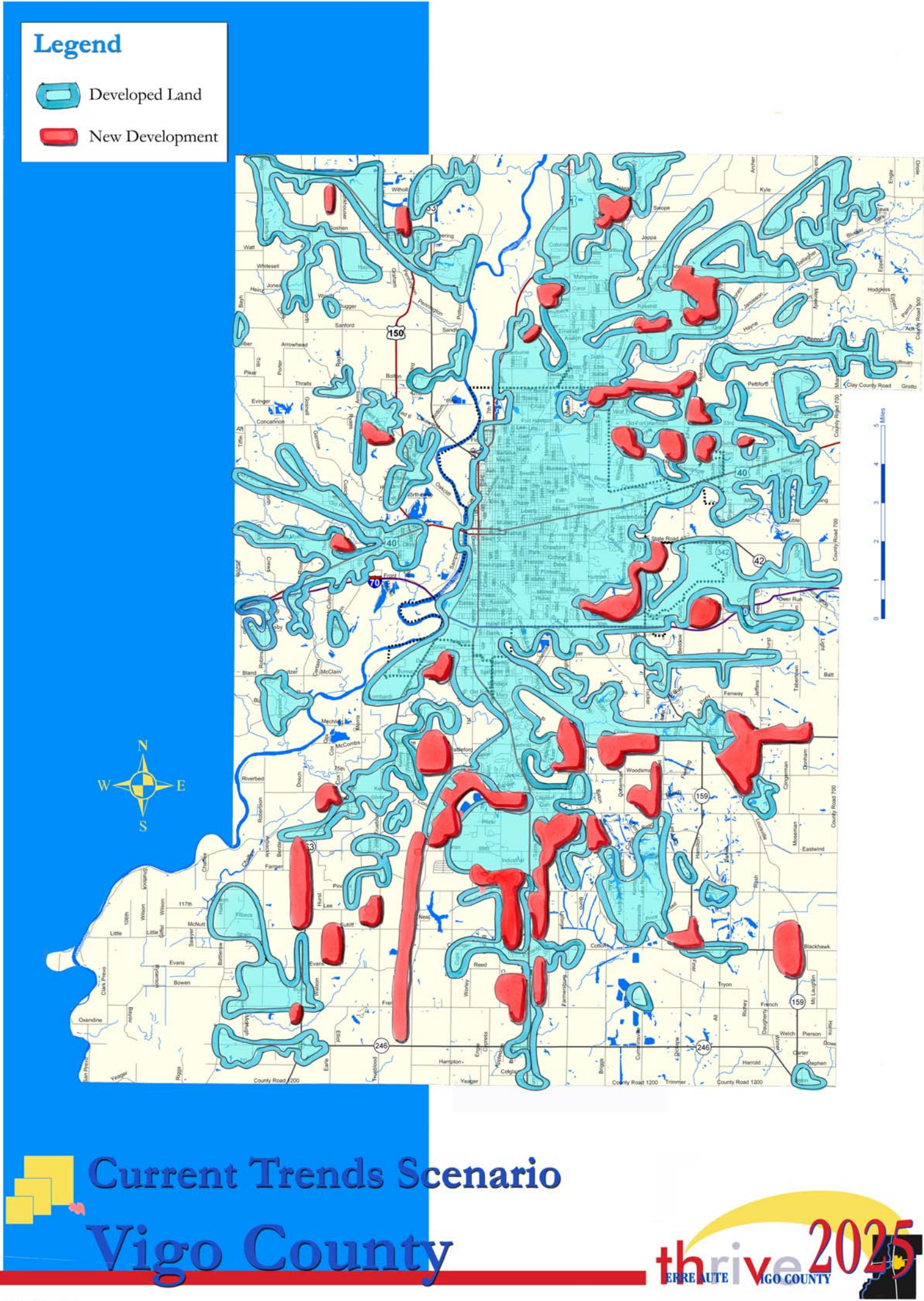
Wastewater Treatment/Sewers

The ability to connect to public sewers is practically necessary for new development in much of Indiana, unless that development occurs on large lots, due to the soil limitations for septic fields. This is also true in Vigo County, where according to the Natural Resource Conservation Service, nearly 80% of the soils are very limited for the use of septic field. Septic fields that are improperly constructed, maintained, or sited are susceptible to failure, which can cause public health concerns.

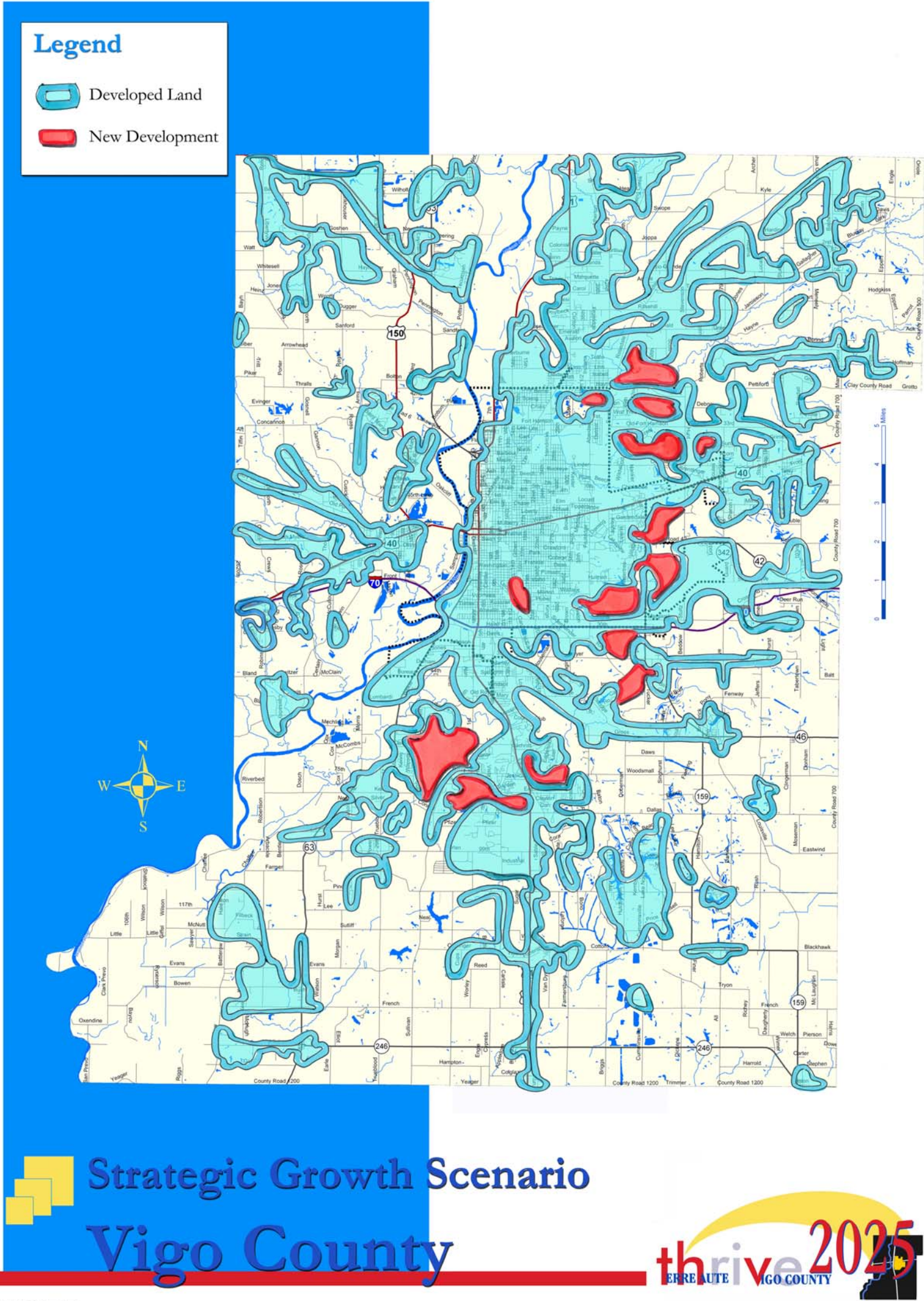
	Existing Conditions	2025 Current Trends	2025 Strategic Growth
Sewer			
Acres of development inside sewer district	24,930	28,195 (3,265 of new)	34,715 (9,785 of new)
% of development inside sewer district	56%	47% (21% of new)	61% (78% of new)

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Map 1: Current Trends Development Scenario



Map 2: Strategic Growth Development Scenario





Terre Haute Vigo County *Comprehensive Plan*



Appendix D: Policy Development, Neighborhood Development and Redevelopment

APPENDIX D: Policy Development, Neighborhood Development And Redevelopment



*Rough transition between
incompatible land uses*



*Need to identify, celebrate, and
protect historic neighborhoods*

Current Initiatives

Neighborhoods are the organizational structure for cities, particularly the core city developed prior to the middle of the last century. The vitality of the city itself is often determined by the vitality of the neighborhoods. Similarly, cities are often viewed in terms of vacant buildings and lots and how they respond to the need to redevelop certain areas.

Neighborhood development was identified in Chapter 2 as an issue in terms of the high percentage of rental units, the age of the housing stock, vacancy rates, household income, and physical appearance. Neighborhood development was also identified as a critical area through public input the primary issues related to neighborhoods were clean up, recognition and preservation of historic neighborhoods, zoning protections for neighborhoods to minimize conflicting land uses, housing improvements, and addressing vacant homes and lots.

Farrington's Grove and Collett Park neighborhoods are listed on National Register of Historic Places, a recognition that will help prevent the destruction of historic buildings. Established in 2004, the Terre Haute Neighborhood Partnership uses the services of six active neighborhood association members and works in partnership with the City Administration. The Neighborhood Partnership has been working to identify neighborhoods in the community.

The 13th Street Corridor neighborhood has engaged in planning processes and has developed a map of property ownership in the neighborhood, streetscape design amenities, and a list of development objectives.

A city agency, the Department of Redevelopment, employs administrators to manage the Housing Program, Real Estate and Finance, and Public Works.

A Historic Facade Incentive Grant is offered by the Terre Haute Urban Enterprise Association (UEA) to owners of architecturally and historically significant commercial properties as an incentive to restore the original character of their buildings. This program is administered by the Department of Redevelopment for the UEA.

The purpose of the Downtown Housing Development Program is to cause more people to live and work in the downtown area by offering financial assistance to owners of real property that rehabilitate their buildings and utilize the upper floors for residential space. This program is also administered by the Department of Redevelopment.



Need to fill in vacant lots

A Demolition Program was established to purchase and demolish decaying buildings and allow development for very little cost.

An Adopt-A-Street Tree Program allows residents to purchase trees and TREES, Inc. will plant the adopted tree in the street tree median (if possible) or the purchaser's property. Keep Terre Haute Beautiful, a part of TREES Inc., with the support of the city of Terre Haute, the Mayor's Office and the Greater Terre Haute Chamber of Commerce, sponsors a citywide trash clean-up effort. Another effort from TREES Inc. is the Third Street Corridor Beautification Project.

The City Engineer's Office has organized a Neighborhood Curb/Sidewalk Matching Program where the City provides funding for the improvement of curbs and sidewalks in front of residential, commercial and institutional properties. The city has set up a ranking system to identify sidewalks in need of repairs. Anything rated #7 (heavily cracked) or worse is eligible for funding. Residents also have the ability to report potholes and burnt out streetlights through an online form that can be reached through the city web page.

The Building Inspection Department makes sure unsafe buildings get repaired or demolished, through building codes and health nuisance ordinances. They also enforce regulations regarding weed and vegetation, control junk vehicles and building codes.

The Terre Haute Redevelopment Department has tax increment finance (TIF) districts downtown and on the north side of the ISU campus as redevelopment tools. They also have an urban enterprise zone, with special incentives to encourage development in that area.

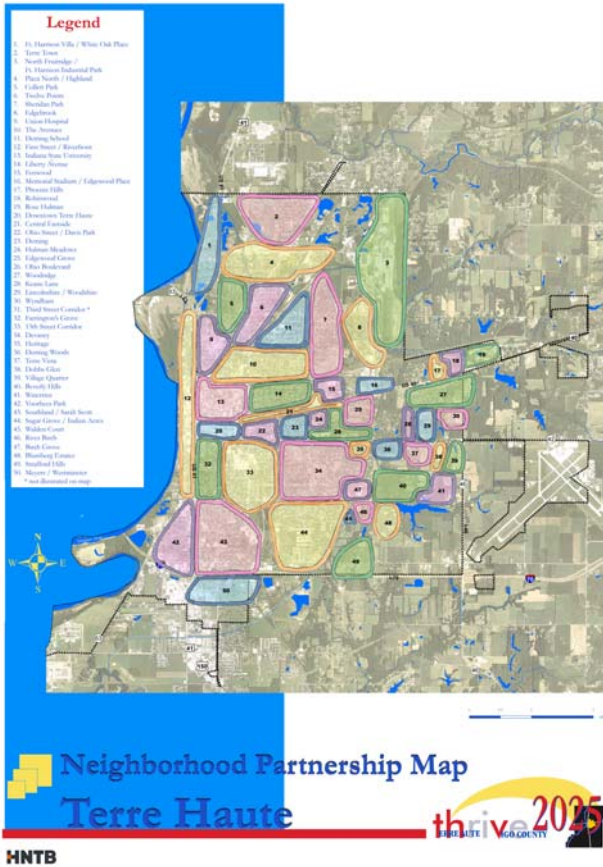
Assessing Neighborhoods

Assessing and classifying neighborhoods in order to allocate resources and address the specific concerns of each neighborhood are a practice that has been put into place in several urban communities.

How Others Have Approached Neighborhood Assessment

In order to address the challenges facing neighborhoods, some communities have chosen to assess and classify their neighborhoods. The classification allows for the targeting of scarce resources into the neighborhoods that need the greatest level of effort to stabilize.

One method of classification is to simply use the US Department of Housing and Urban Development criteria of income classification. Those neighborhoods with incomes below 30% of the community median household income are very low income; 30 to 50% are low income; 50 to 80% are low moderate income; 80 to 12% are moderate income.



Another method used considers a variety of indicators. Some common indicators are: substandard housing code occurrences, crime incidence, age of housing stock, age of population, building permits, private mortgage investment, city investments, average number of days properties are on the market, poverty, and public assistance. Some of these indicators require that the community have databases of the information assigned to geographic locations, such as housing code violations, building permits, and crime.

Indicators used

Since neither the City of Terre Haute nor Vigo County maintains data in easily accessible formats that are geographically referenced, the indicators used in the assessment that was conducted by HNTB include only Census-based measures. The indicators were broken into three categories: economic indicators, social indicators, and physical indicators.

Economic indicators:

- Percentage of home values under \$25,000 in 2000
- Median household income
- Rents or mortgage payments in excess of 20% of income

Social indicators:

- Percentage of households with public assistance income
- Percentage of rental units
- Percentage of residents arriving recently to the neighborhood

Physical indicators:

- Percentage of vacant housing units
- Percentage of large multi-family structures
- Percentage of housing units built prior to 1940
- Percentage of mobile homes

Classification

A method of classifying neighborhoods was developed as a part of the process. The classifications presented here are one approach to the process.

Maintain the high quality of strong and stable neighborhoods. Strong neighborhoods may be characterized by the vitality of their real estate markets. Houses for sale at fair prices will sell relatively quickly, indicating that the neighborhood is perceived as a desirable place to live not only by its residents, but also by outsiders. Housing quality is good, there are few conflicts between adjacent land uses, and social problems

are minimal. The public sector strategy in these strong neighborhoods is, therefore, to maintain and enhance the existing quality of the area through streetscape enhancement, road and sidewalk maintenance, etc. Parks are occasionally included in these healthy neighborhoods.

Monitor neighborhoods with certain social, economic, or physical characteristics that could be early indicators of decline. Maintaining rental units with management companies in neighborhoods with many renters can ensure the maintenance of the area. Home ownership counseling as a condition of first mortgages and working to eliminate predatory lenders from the community may limit people from buying more of a home than they can afford and afford to maintain. Areas with many new residents and high owner or renter turnover may need special code enforcement to prevent decline in property maintenance. Lower home values can be improved through efforts to rebuild and enhance infrastructure and maintain properties. There may be a few conflicts between adjacent land uses in these neighborhoods.

Improve transitional or problem areas. A mixture of good housing conditions and some noticeable deterioration characterizes some neighborhoods. Housing deterioration may be due to deferred maintenance by either homeowners or rental property owners. In addition, there may be a lack of needed special services for elderly, young or unemployed residents. There may also be specific public infrastructure problems or inappropriate commercial or industrial uses within or on the edges of the neighborhood. All of these factors negatively affect the private real estate market in these areas.

However, none of the conditions in these neighborhoods have deteriorated to the point that selective positive actions could not substantively restore the neighborhoods' attractiveness and private market appeal. Here, targeted public sector investments in the maintenance and renewal of the housing stock, essential human services, or selected public infrastructure, can bring needed improvements and encourage further revitalization efforts by neighborhood residents, organizations and other private investors. Detailed planning with residents is needed to identify problems and define appropriate action strategies.

Change seriously deteriorated or deficient conditions. Within some of Terre Haute's neighborhoods, deterioration has progressed to the point that major corrective action is needed. Entire blocks may contain a mix of vacant lots and vacant or seriously deteriorated houses. In many instances, conflicts between incompatible industrial and residential uses have helped to create these conditions. Here the private housing market is almost non-existent. Social or economic problems are often pervasive. In blighted neighborhoods, areas of strength and areas of weakness must be defined. Detailed planning with residents, supplemented by expert technical assistance, should examine options

to change those conditions that are so serious that building rehabilitation alone may not help.

Challenges

Evaluating neighborhoods by using block group boundaries and Census data can present a limited or even distorted view of what the conditions are in the neighborhood. This occurs because the neighborhood boundaries that are recognized by the people in the community do not necessarily align well with the Census block group boundaries. In addition, the Census data does not provide such qualitative data, as a housing conditions survey would be able to provide. This level of data, in combination with building permit, vacant lot information, and crime data can provide a better assessment of the neighborhoods, especially when combined with Census data.

Needs

The Terre Haute community needs to build consensus on whether they wish to classify neighborhoods for policy decision-making, what geographic level is best for assessment (recognizable neighborhoods or Census block groups), what indicators to use and how/where to get the data needed for those indicators.

The information provided in this chapter is left at a broader assessment level, rather than taken to the step of classifying neighborhoods and assigning policy programs to the various classification based on a lack of consensus surrounding these issues in the community.

Infill development

Infill development can apply to both residential development and commercial or industrial development. It refers simply to using the vacant lots that exist within the urbanized area.

One of the significant obstacles to infill development is land assembly. Particularly in the case of residential development, the trend in the development community is to build a significant number of houses at the same time as part of a subdivision or planned unit development. Infill development can involve a significant number of lots with a single builder or developer, but often those lots are not adjacent, which decreases the efficiencies of building multiple homes. In the case of commercial development, existing parcels may not be large enough to accommodate modern commercial uses while still conforming with the lot, yard, and parking requirements of the zoning ordinance.

A builder for a single home can do infill development, or by a group such as Habitat for Humanity without undue limitations to standard building practices. However, these efforts are often spread out over a long period of time and do not serve as a catalyst for neighborhood improvements as well as a larger scale project would.

Various infill-housing programs in cities around the US have approached these challenges in different ways. Generally they consider reducing the development costs related to obtaining clear title and infrastructure connection.

The incentives needed to encourage infill development are related to infrastructure and permitting. Two key incentives related to infrastructure are upgrading the infrastructure and amenities, and lowering any impact fees. Since Terre Haute does not impose impact fees for development, this incentive would not be needed at this time. The four key incentives related to the zoning and development process are: developing a fast track and streamlined permitting process, reduce lot sizes, setbacks, and parking requirements, zoning for mixed-use development, and increasing the allowable densities.

The Terre Haute Department of Redevelopment works to address infill-housing issues, but the major source of funding (CDBG dollars) has been declining.

The 13th Street Corridor neighborhood has considered and established priorities and projects related to infill development in the neighborhood.

Redevelopment and Brownfield Redevelopment

Redevelopment can occur for both parcels that are considered Brownfield sites and for those who have no risk of having been environmentally contaminated.

Redevelopment of parcels within the existing urbanized area is also needed to eliminate unused or abandoned properties, eliminating blighted areas and turning the parcels into productive uses that can provide tax base for the communities. This type of redevelopment is needed in Terre Haute, West Terre Haute, Riley and Seeleyville.

The City of Terre Haute has some special tools in place that can assist with redevelopment. These tools include demolition programs funded through CDBG or EDIT dollars, façade restoration programs, TIF and tax abatement areas, and the Urban Enterprise Zone. Vigo County also has TIF, EDIT, and tax abatement available.

Some of the same challenges that apply to infill housing development apply to redevelopment of commercial and industrial properties. The parcels may be too small to meet existing zoning regulations or the sizes needed for modern operations. Land assembly and obtaining clear title are obstacles to redevelopment that the local units of government may be able to overcome to encourage development. Infrastructure development is another concern. The rights-of-way may not be wide enough to accommodate safety features like acceleration

and deceleration lanes for driveways, water and sewer services may be inadequate, curbs and gutters may be in disrepair, and Telecommunications infrastructure may be lacking from specific sites. These concerns can often drive new development to green-field sites.

Reclamation of Mining Areas

Vigo County has a significant area that has been either surface strip-mined or had underground shaft mines. However, much of the land that has been mined was most actively mined prior to the 1977 federal requirements for reclamation of the sites after mining operations ceased. The land left behind can have ugly scars, environmental problems, and unsafe mine shaft entrances. However, some of these former mining areas, particularly surface mining areas, can be reclaimed for a variety of uses.

The Unified Zoning Ordinance outlines criteria for development in mining areas. However, this overlay district is to establish areas where mining activities can take place and the reclamation activities that must take place after the operation ceases to exist. It does not establish standards for developing in areas that have previously been mined and were not subject to later reclamation laws.

Abandoned mine sites may contain a variety of problem types including: high walls, hazardous materials, acid water, open shaft entry points, subsidence's, trash, abandoned structures or equipment, lack of drainage control, barren spoil, coal processing wastes, soil stockpiles, non-productive or low productive farmlands, lack of any or an acceptable vegetative cover, severe erosion, undesirable surface water bodies, adverse impacts on residential areas or communities, and others. Some of these conditions are only applicable to shaft mines, while others can be concerns for surface mines as well.

Some of the considerations that need to be made in determining if land is suitable for residential redevelopment include:

- Settlement of the fill material
- Alternative building foundation types that can accommodate settling fill
- Height and stability of high walls
- Potential for dangerous mine gases in deep mining areas
- The following problems can occur to houses, garages, septic systems and other types of structures from spoils settling or to footer drains not operating properly: Interior or exterior wall cracking, bowed basement walls, cracks in walls, water leaks or non-functioning leach fields.

While a limited amount of development may be feasible in reclaimed strip mining areas, development of these areas is not likely to be significant due to the increased site engineering and development costs. As long as more accessible land remains available for development, mining areas will likely remain a substandard option.

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Terre Haute Vigo County *Comprehensive Plan*



Appendix E: Policy Development, Transportation

APPENDIX E: Policy Development, Transportation

Supporting Information

As this comprehensive plan was being prepared, the Long Range Transportation Plan (LRP) was being updated as a separate activity by the West Central Indiana Economic Development District. This agency is the officially designated metropolitan planning organization (MPO) for the Terre Haute region.

Since the MPO is the responsible agency for transportation planning (for roadway, transit and bicycle/pedestrian systems) with an update to the transportation plan already underway, independent development of a transportation component for the Comprehensive Plan is not a part of this planning activity. Coordination occurred throughout the process to insure that the linkage between land use and transportation is fully considered in both plans. Ultimately, the new Long Range Transportation Plan will be adopted for incorporation into the Comprehensive Plan.

Although transportation plans are being prepared as a separate activity, it is relevant as a part of this plan to consider the interface between transportation and the broad range of other factors considered in the comprehensive planning process. Those relationships are referenced throughout this document. In this chapter, the linkage is taken a step further by reviewing the elements of transportation planning policies that are most relevant to planning staff and area plan commission members as they administer land use and zoning policies within the planning area. This includes development of a Thoroughfare Plan, or Functional Classification Map that can be used in making decisions about rezoning, planned unit developments, and subdivision review.

The Transportation Planning Approach

The transportation planning process and the results described in previous sections are essential to the planned growth of the community. The approach is regional and the modeling process is effective in linking future travel demand with anticipated land use and demographics for the area. The need for future system capacity is identified and projects are defined within a staging plan that is consistent with resources expected to be available for this use.

The methodology used for Terre Haute/Vigo County is appropriate for its purpose and is consistent with that used by most urbanized areas nationwide. It provides all the information necessary for programming projects, evaluating regional air quality effects and initiating more detailed engineering scoping studies. Nevertheless, the traditional regional transportation planning approach has limitations, and even if these are overcome, it does not ordinarily provide planners and planning commissions with the information they need for decision making at the time they typically need it.

With respect to serving planner's needs, the traditional transportation planning approach has three significant limitations:

- The impacts of land use on transportation are addressed; the impacts of transportation improvements on land use are not.
- Beyond system capacity, the quality of the transportation system (good or bad) is not recognized.
- Impacts of physical changes to the transportation system are recognized, but the impacts of policy changes are not.

Land Use

The "chicken and egg" concept is effectively demonstrated by the relationship between transportation facilities (access) and land use (activity). Simply stated:

- Roadways respond to land use.
- Land use responds to roadways.

The traditional modeling process used in regional transportation planning provides the link between land use and travel. Trips are generated by anticipated land use, causing a need for capacity, which is satisfied by elements of the transportation plan. Ordinarily, the process does not close the loop by adjusting land use and demographic assumptions to reflect the increased access provided by the transportation facility. In other words, most travel simulation models in common use today are "one-way." Roadways respond to land use, but not the other way around. In any case, it is generally not feasible to define land use at a sufficient level of detail at a regional level to consider localized traffic operations or transit system effects.

Transportation System Quality

Roadways are defined in travel simulation models according to facility type (functional classification, such as arterial, collector, etc.) and number of lanes. In some models, a distinction is also made based on area (downtown, fringe, suburban, etc.). Beyond this, models are typically insensitive to differences in the number of access points and intersections. Most models would make no distinction between US 41 with its many access points and signalized intersections and SR 46 with widely spaced intersections and few access points. Both are "four-lane arterials."

Another issue related to quality is the aesthetic character of roadway corridors. Travel demand models are oriented entirely to function, whereas those involved in evaluating development proposals must concern themselves with the visual environment being created.

Transportation System Policies

Travel demand models recognize the difference between roadways that are one-way, or those that prohibit parking, but other policies or regulatory actions are beyond the ability of most current models to recognize. The most significant example is the whole range of access management policies. The number of access points has an impact on roadway operations and effective roadway capacity. Traffic signal spacing created by intersections and driveways are a major determinant of operational efficiency.

Reducing median cuts and linking parking areas are other policy decisions that affect roadway operations. These issues are often addressed in engineering studies, but in many cases (at least on existing routes), some development will have already occurred.

In summary, the LRP provides functional classification system and lane requirement information that can be used to establish right of way needs, but it does not address land use refinements, access point locations or aesthetic improvements. These elements can significantly affect a roadway's operation and visual character as a corridor builds out, and they frequently become set very early in a corridor's development history. Rarely is an access point removed or the location of a traffic signal changed. Effective policies are needed at the time projects are proposed, and often, these must provide for site specific studies to generate sufficient information to insure that land use and transportation facilities are appropriately coordinated for the benefit of both.

Effective Transportation Policies

Many of the limitations of regional transportation planning relate to the fact that travel demand models must be applied regionwide. As a matter of practical policy, it makes sense for planners to approach the system as a series of corridors or subareas, then apply a structured approach to optimize conditions in each corridor. The objective is to improve the efficiency of the system while reducing the impact of additions or expansions on the overall quality of the community. This can be accomplished by the following four actions:

- Develop realistic and well thought out corridor land use plans.
- Require traffic impact studies for major developments.
- Establish sound access management principles and stick to them.
- Unify and enhance the corridor by establishing a unified set of aesthetic standards.

Corridor Land Use Plan

The Comprehensive Plan provides a regional or area wide context to guide the development of corridor land use plans. At the corridor level, the definition of land use can proceed a step further to consider

localized conditions, site-specific opportunities and constraints, existing uses and new development proposals. It is key to develop a plan based on the given market conditions and opportunities, that is as detailed and thorough as possible.

When the corridor plan is at the draft stage, it is reasonable to apply any traffic impact study. This approach is used as a “check” of proposed development intensity on local traffic flow. The traffic impact study approach differs from the regional travel demand model in two distinct ways. First, traffic impact studies begin with existing traffic in addition to new traffic generated by developments; whereas travel demand models simulate all travel (existing and new) starting from scratch. Secondly, traffic impact studies provide more detail, including volume estimates at driveways, turning movements at intersections, etc.

Traffic Impact Studies for Developments

Even if a traffic impact study is conducted as part of a corridor study, it is still prudent to require an independent traffic impact study for any major development that is proposed within the corridor. This way, conditions can be more accurately evaluated since actual development proposals rarely match regional plans precisely. Changes to the transportation system can be identified and provided as a part of the decision making process. Finally, access management provisions can be identified, discussed and provided prior to development approval.

Traffic impact study guidelines can be written into the zoning ordinance or (more commonly) zoning can require them, with guidelines provided in a separate document. The Institute of Transportation Engineers has developed a practice that is widely followed by communities throughout the United States. The Indiana Department of Transportation has also developed guidelines that can be used by local communities.

Access Management

The Transportation Research Board defines access management as “the systematic control of the location, spacing, design, and operation of driveways, median openings, interchanges and street connections to a roadway. It also involves roadway design applications such as median treatments and auxiliary lanes, and the appropriate spacing of traffic signals.”¹ Effective access management policies improve the function of the roadway, enhance safety for motorists and pedestrians, and establish an image of a consistent master planned corridor.

The elements of each access management plan should respond to conditions in the corridor under study. Generally, an effective access management plan should include the following components:

- Roadway cross section and design standards
- Multi-modal planning (transit, bike/pedestrian)
- Traffic signal spacing
- Driveway location and design

- Median openings

The roadway cross section and design standards are fundamental elements defining any planned roadway. They are the same as typically provided in engineering corridor studies.

Multi-modal planning refers to early consideration of transit (routes, stop locations, waiting facilities and bicycle/pedestrian facilities sidewalks, bike lanes, trailheads, etc.) The key point is that it is much easier to plan for these facilities as an early step of planning than it is to retrofit them to existing facilities. Including them in an access management plan can also encourage property owners and developers to incorporate them into private development plans.

Traffic signal spacing is among the most important access management components. According to the Access Management Manual, decreasing signal spacing from four to two per mile decreases total delay by nearly 60% and vehicle-hours of travel by nearly 50%. Put another way, a four-lane divided arterial roadway with ½-mile signal spacing and a high degree of access control, has the same ability to carry traffic as six lanes with ¼-mile spacing and a low level of access control.² It should be noted that if signals are to be coordinated in two directions, they need to be evenly spaced within these parameters. At many locations in Indiana, the underlying roadway pattern is one of one-mile spacing. In some locations ½ mile spacing provides better access. Providing for signalized intersections at these crossroads (whether traffic signals are installed initially or not) and allowing full access with median openings at mid points between intersections is ideal for most arterials. However, the more access points there are on any particular roadway the less efficient the traffic will flow. Other access points should be allowed as right turn in/right turn out with no median cuts.

Just as the efficiency of a roadway is not determined entirely by what is installed between the curbs, the appearance of a roadway corridor is not determined entirely by what is installed within the right of way. Most elements that define the visual character of a corridor are installed on private property. Aesthetic standards provide a means to provide consistency and effectiveness for a wide range of features located along the roadway.

Aesthetic features that might be controlled by the adoption of general or corridor-specific standards include the following:

- Landscape Treatment
- Buffering & Berms
- Landscaped medians with selected accent treatment.
- Lighting Enhancements
- Gateway Treatment
- Specialty Wall Treatments
- Thematic Treatment
- Themed Corridor-Specific Wayfinding System

- Bicycle/Pedestrian Enhancements

Many of the elements listed above can be adopted as part of the general zoning ordinance for Terre Haute and Vigo County. Others (such as thematic treatment or wayfinding system) are likely to be corridor-specific and would require the establishment of an overlay zone. Corridor overlay zones would also provide the opportunity to establish specific access management plans to fit the needs of a specific location.

[1. Access Management Manual, Committee on Access Management, Transportation Research Board, Washington, D.C., 2003, page 3]

[2. Access Management Manual, Committee on Access Management, Transportation Research Board, Washington, D.C., 2003, page 144]

Long Range Transportation Plan

Phasing of Long Range Improvements: The Long Range Transportation Plan (LRP) is a long-range, multi-modal transportation improvement program for Terre Haute and Vigo County. Since the Federal Aid Highway Act of 1963, the LRP has been required in Urbanized Areas (communities of 50,000 or more persons) for guiding the programming of federal funds for the improvement of ground transportation modes (roads, transit, bicycle facilities and pedestrian facilities).³

“Transportation improvements (See Figures ES-1 and ES-2, Maps 1 and 2) are placed into four phases over time, based on transportation needs and available funding. Committed projects (currently programmed projects) are programmed through the year 2010 with the exception of the segment of SR 641 from Riley Road to I-70 falling into the 2011-2015 period. The phases for future projects are 2011-2015, 2016-2020 and 2020-2030. All State ‘capacity expansion’ and ‘intersection/roadway reconstruction’ projects in the LRP are included in the Statewide Long Range Transportation Plan, and have been programmed within available funding. Terre Haute and Vigo County ‘capacity expansion’ and ‘intersection/roadway reconstruction’ projects in the LRP are fully funded consistent with historical federal funding sources...”⁴

“Multi-Modal Improvements: In addition to roadway investments, the LRP includes the Cherry Street Joint Development Project (transit capital assistance grant) and transportation enhancement projects such as the National Road ‘Cross Roads of America,’ Terre Haute Arts Corridor Historic National Road Heritage Trail Pathway connections, Historic Riley Lock, Historic National Road Twigg and Jones Rest Areas, I-70/US 41 interchange landscaping. Other multi-modal transportation improvements may be added on a continuing basis.”⁵

The maps on the following pages summarize the improvements outlined in the Terre Haute/Vigo County Long Range Transportation Plan for the Year 2030.

[3. Terre Haute/Vigo County Long Range Transportation Plan for Year 2030, Executive Summary, Bernardin Lochmueller & Associates, Inc., prepared for the West Central Indiana Economic Development District, (Draft, March 2005), page ES-1]

[4. Terre Haute/Vigo County Long Range Transportation Plan for Year 2030, Executive Summary, Bernardin Lochmueller & Associates, Inc., prepared for the West Central Indiana Economic Development District, (Draft, March 2005), page ES-4]

[5. Terre Haute/Vigo County Long Range Transportation Plan for Year 2030, Executive Summary, Bernardin Lochmueller & Associates, Inc., prepared for the West Central Indiana Economic Development District, (Draft, March 2005), page ES-5]

Map 1: Long Range Transportation Plan: Committed Projects

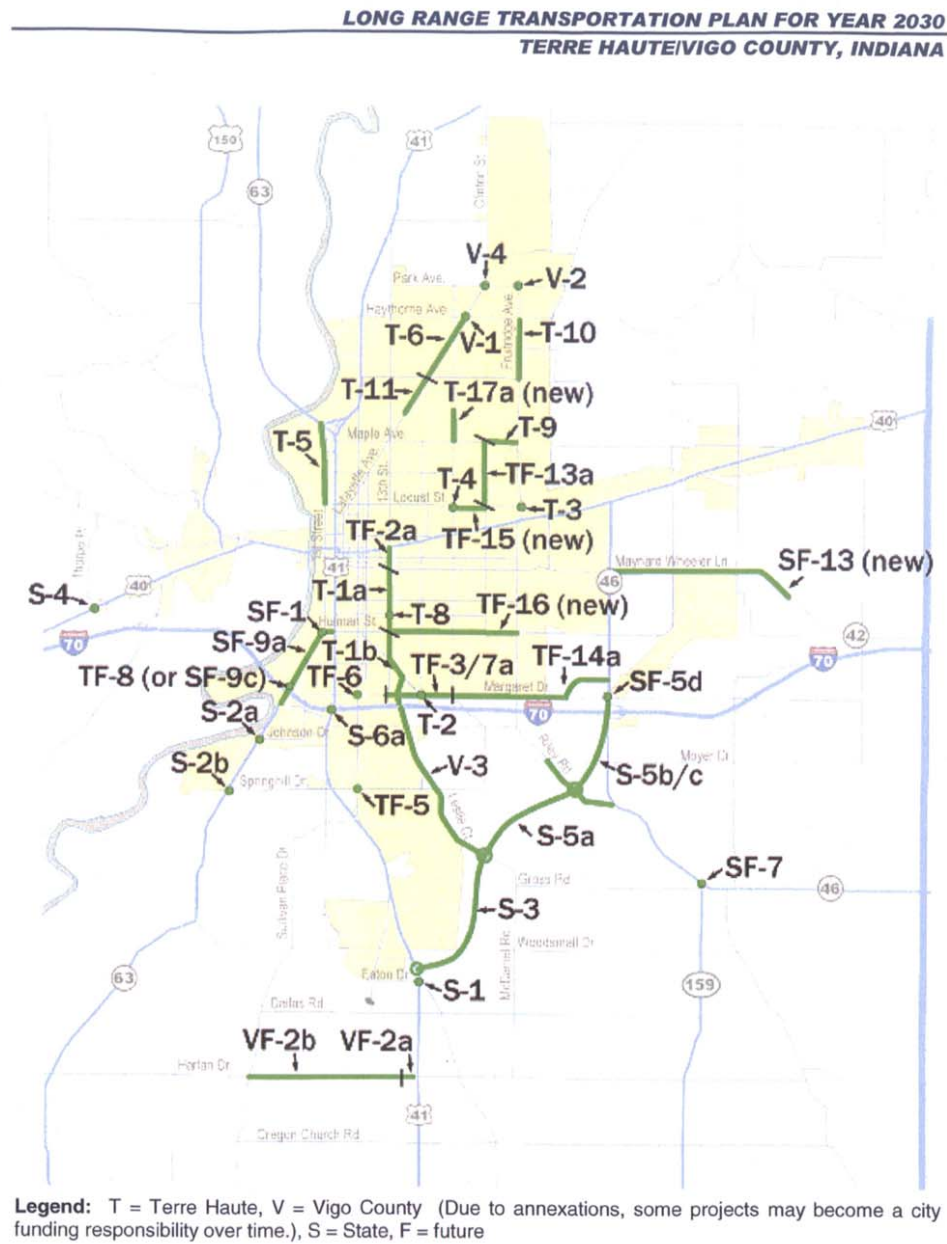


FIGURE ES-1: COMMITTED PROJECTS

Map 2: Long Range Transportation Plan: Future Projects

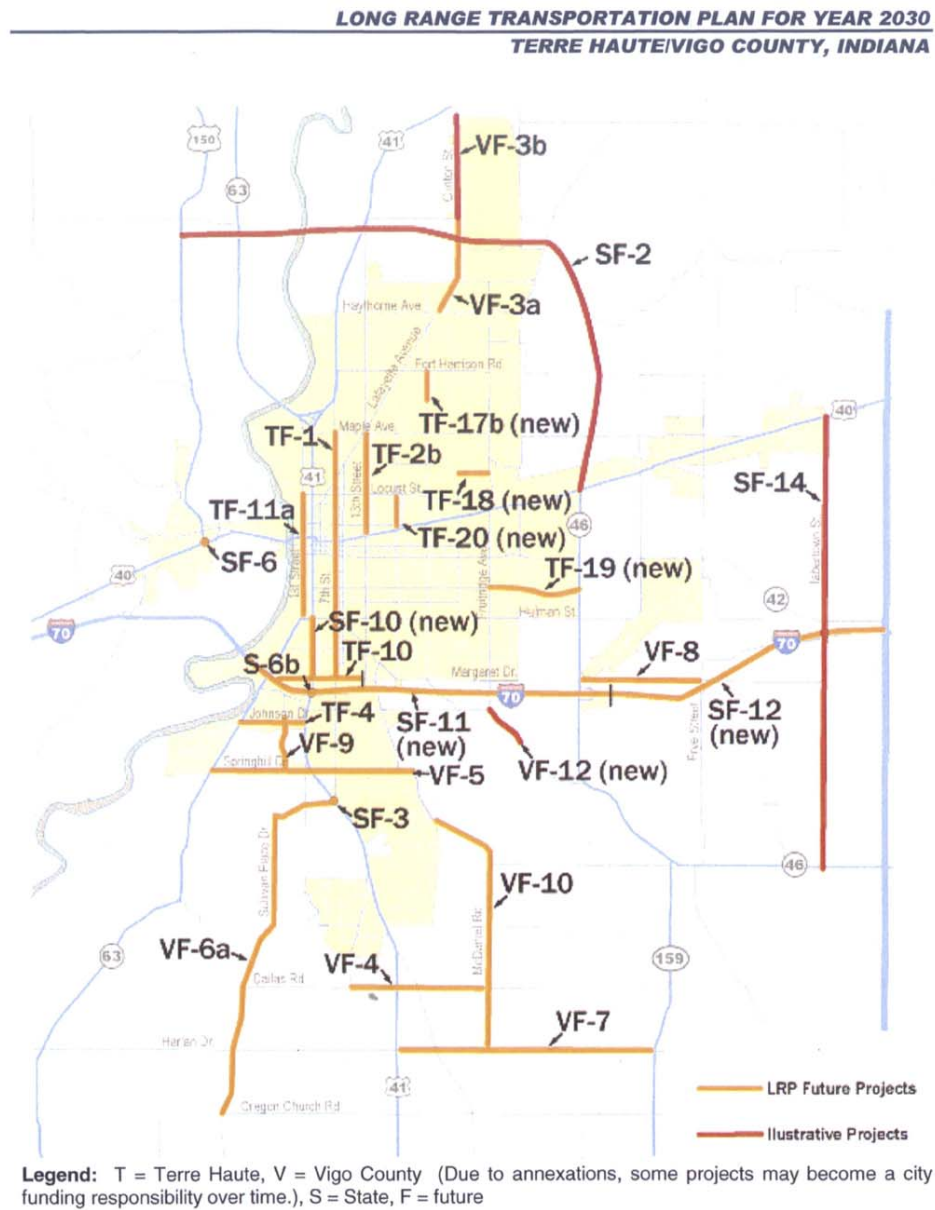


FIGURE ES-2: FUTURE PROJECTS

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Terre Haute Vigo County *Comprehensive Plan*



Appendix F: Policy Development, Economic Development

APPENDIX F: Policy Development, Economic Development



Downtown Streetscape



Fairbanks Park

The responsibility for developing and implementing an economic development strategy for the community lies with the Terre Haute Economic Development Corporation (THEDC) and other organizations within the community. It is not the intention of the comprehensive plan to develop an economic development strategy, but to discuss economic development within the context of land use.

Appendix B illustrated Vigo County's economic strengths and the county's role as a regional center. The strong clusters in the county were identified as life sciences, advanced manufacturing, chemicals, and advanced logistics. Also the transportation advantages of the county were presented. Public input identified redevelopment, downtown, the airport, and steering industrial development into industrial parks as important to the plan.

In this context, there are four areas that have been identified as opportunities:

- Downtown development strategy
- Airport development
- Existing industrial parks
- Life sciences initiative

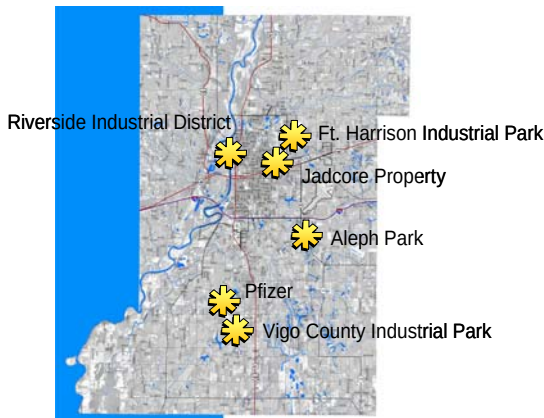
Downtown Development Strategy

Downtown plays an important role in a community- even when the retail focus of the community has shifted to an area located outside the downtown core. Downtown is the governmental and psychological core of the community, and often provides the historical pattern for the community.

Taking the next steps in creating a downtown development strategy would be consistent with the policies of this plan to reinvest in Terre Haute and areas that already have infrastructure. Further, the community has already begun work on a downtown development strategy through the Hyett-Palma plan and other initiatives. Additionally, there is considerable market opportunity for downtown as it has a market of not only governmental employees, but Indiana State University faculty, students, and staff.

The Hyett-Palma plan identified two districts within downtown, an Office/Service district and an Arts Corridor. There are a number of destinations within the downtown including the Indiana Theatre, Swope Museum, Hippodrome Theatre, and the Bleemel Building and Terre Haute Brewery Museum. Fairbanks Park is also located along the river, adjacent to downtown.

Some of the initiatives currently under way include a streetscape plan for Seventh Avenue and development of the Brewery District. Other significant projects that could affect downtown include the public



Industrial Parks

sculpture project and sculpture trail, Mural City project, walking trails throughout the city, and redevelopment of the riverfront.

Another initiative is to increase the downtown development and economic development toolbox through adoption of a CReED district. The district has been approved locally, but still faces needed state approval. A recent downtown success involves the renovation of a hotel to luxury apartments and a banquet and conference center.

There are currently a number of events that take place downtown, which are important to generating excitement and interest in downtown. These include Strassenfest in April, the Wabash Valley Festival in May, Abbondanza in June, the 4th of July Celebration, Brewfest & Bleemel Days in September, and the Cultural, Arts, & Cuisine Festival in September.

Downtown development projects and programs are a responsibility of Downtown Terre Haute, Inc. (DTH). DTH is a partnership between the City of Terre Haute and ISU, in addition to members. The organization has an executive director and has access to ISU's resources.

Airport Development

Terre Haute has a significant asset in terms of the Terre Haute International Airport – Hulman Field. Air cargo is a rapidly growing industry and the airport has a runway in excess of 9,000 feet long. Advanced logistics, which includes air cargo and ground transportation is a focus of the state economic development strategy and has been identified as an emerging cluster for the region centered around Terre Haute. The airport has a great location, being highly visible and accessible from I-70, with an interchange at SR 42. Land near the airport could be developed for warehousing and distribution uses.

Additionally, the airport has the advantage of being a Foreign Trade Zone, which provides a number of advantages to businesses that engage in international business.

Existing Industrial Parks

The city and county, in addition to private investors, have made significant investments in the existing industrial parks within the county. These areas have the advantage of being development ready, with infrastructure, zoning, and marketing efforts already in place. Two of the clusters in which the region, particularly the county, has a competitive advantage are in Advanced Manufacturing and Chemicals.

These are industries that are already established locally, primarily in the existing industrial areas. One of the greatest threats to the continued

viability of these industrial parks is the encroachment of incompatible land uses, particularly residential uses.

The Ft. Harrison Industrial Park is located along Fruitridge Road at Steelton Road. The site has approximately 153 acres and is served by rail and utilities. The park is one of the city's Tax Increment Finance (TIF) districts.

The Vigo County Industrial Park is managed by the Terre Haute Economic Development Corporation. It is located in the central part of the county, south of Terre Haute, with access to US 41. Approximately half of the park's 1,500 acres are still available for development. The first phase of the park has three to fifteen acre lots available. Other phases are larger parcels specifically tailored to the needs of an individual user.

Life Sciences Initiative

While a life sciences initiative has a less concrete connection to land use, it is an important component of the development of the county. Land use comes into play in terms of transportation corridors, connectivity between sites, and ensuring the quality of an area as a premier business address for the life sciences in Terre Haute.

There are currently a number of key components for a life sciences initiative in place in Vigo County. The existence of Rose-Hulman Institute of Technology, Indiana State University, St. Mary of the Woods College, Ivy Tech State College, and Indiana Business College provide a sound educational institution presence in a variety of areas related to the life sciences. The existence of a "branded" major life sciences business, such as Pfizer, is also a core component. Union and Regional Hospital also play a role in positioning Terre Haute for the life sciences. The business incubator and wet lab capabilities at Rose-Hulman Ventures Aleph Park also play a critical role.

The life sciences initiative is part of the community's larger economic development strategy under the guidance of the Terre Haute Economic Development Corporation. The Economic Development Corporation has a good relationship with the BioCrossroads initiative and the Indiana Health Industry Forum.

The life sciences industry cluster has been identified as an emerging cluster for the region centered on Terre Haute and is an area of focus in the state economic development strategy.

Communities with strong life sciences initiatives have a number of common denominators including:

- Successful Research Parks have the involvement of several key partners. They always involve a college/university partner, the host community, and health sciences institution such as a hospital.

- Innovative and flexible management is usually present in the form of the organization which is involved in the land assemblage and marketing of the Research Park.
- Almost all of the successful Research Parks involve a business incubator as part of their setup.
- Formal partnerships between the businesses and universities, including access to the university's resources.
- A variety of facility types and sizes with flexible leases are usually provided to accommodate growing companies.
- Many times the host State is also a partner in the Research Park Venture



Terre Haute Vigo County *Comprehensive Plan*



Appendix G: Physical Appearance

APPENDIX G: Policy Development, Physical Appearance

The number one issue identified by the planning team and the public in is related to the physical appearance of the community. These concerns relate primarily to the cleanliness, visual clutter, and lack of attractiveness in Vigo County and Terre Haute. A focus on urban design strategies, in addition to general community clean-up and maintenance programs, is aimed to change this image.

General clean up and maintenance programs address more immediate concerns in the community such as littering and street sweeping. These programs are important to improving the self-image and sense of public responsibility of the community. They are programs that generally need to be maintained over time to ensure their effectiveness, even as the City and County engage in the larger scale appearance projects related to urban design.

Urban design includes a range of options, not all communities embrace all urban design elements, and the extent to which a community chooses to implement urban design also varies from element to element, from community to community. The level of implementation is based on the political will to embrace a strategy, the funding resources available and willingness to commit financial resources, and the local attitude toward improving the visual character of the community.

A few neighborhoods in Terre Haute have recognized the importance of urban design in their planning efforts. There is a 7th Avenue streetscape plan that has been developed for that downtown corridor. Additionally, the 13th Street Corridor neighborhood revitalization strategy has designed gateways, key pedestrian/vehicle intersections, signage and lighting, and other streetscape elements.

What is Urban Design?

Urban design is the art of making places for people. It is how a place is put together, how it looks, feels, and functions. Urban design, when successfully integrated within a community, can help create lively places with distinctive character; streets and public spaces that are safe, accessible, pleasant to use and human in scale; places that inspire us because of the imagination and sensitivity of their designers.

“As long as people have built cities, we have tried to define the qualities that would make for the most ideal urban environment. In the first Century B.C., the Roman architect Vitruvius declared that great buildings required three virtues: Commodity, Firmness and Delight, or as we might say today, they must be functional, well-built, and attractive.” Tyler Gibbs, Denver Director of Urban Design

Very much the same thing can be said about our cities today. They must function to serve our needs; they must be built to provide us lasting value, and they should be beautiful in a way that generates attraction and reflects pride.

Cities reflect urban design qualities by the way they are perceived and experienced. Where positive urban design outcomes have occurred, citizens continually value the result, sometimes not exactly knowing why they like an area or why it holds attraction. Communities utilize urban design to generate this attraction by implementing urban design practices as a “place-making” tool. It is when those aware of its role as a “place-making” tool begin to utilize it as such that urban design can successfully take root within a community. Where given priority status in a community, urban design becomes one of the single-most important elements in establishing a “sense of place.” When common community components such as landmarks, open spaces, greenways, gateways, or historic districts are considered as part of a larger urban design framework, the result is functional, valued, and attractive places that reflect the ideals of a community.

Urban design addresses many of the physical and spatial relationships that make up a place. For this reason, good urban design is often mistaken as the “icing on the cake.” In reality there are many complex relationships that have to be considered in the development of a well-designed place, including land use compatibility, building context, pedestrian orientation and scale, and the list goes on. But urban design is not solely dependent on these physical and spatial relationships it often reflects design themes and community characteristics. These character-defining elements include local architectural styles, local values, historic themes, natural heritage and community branding. Though less tangible than physical design elements, these themes and community characteristics can play a vital role in a community’s urban design identity.

Physical form and character are the direct result of recognizing the need for establishing a sense-of-place within a community. Urban design is more than just what we see as the final visible result of a place that has successfully engaged people. It involves deliberate actions to create a physical environment that meets social, economic, functional, environmental and aesthetic objectives. Some examples of these include development efforts and regulations that influence the urban design of a community such as Master Plans, Overlay Districts, Zoning Patterns, Ordinances, and Design Guidelines. Development efforts and planning regulations related to urban design are the forces that drive the final outcome of a healthy community.

Creating an urban design framework plan for a community is no simple task. It involves much collaboration between designers, policy makers, and the public to integrate aesthetic components into the overall framework of a community. The process begins with action steps and policies which when implemented are manifest in the design of a community’s physical elements, its physical organization, and its design themes.

Community Clean-up and Maintenance

The short-term appearance concerns of the public are related to the overall cleanliness of the community, street cleaning, and leaf removal services. Other appearance concerns are less direct, but are related to dilapidated, vacant, and abandoned buildings, which are directly addressed in the neighborhood development and redevelopment key concept.

There are ranges of programs that can be implemented to address these concerns. Several frequently adopted programs include:

- Neighborhood clean-up days sponsored by neighborhood associations (dumpsters, trash bags, and/or refreshments provided)
- City or town-wide clean-up days (similar to above but larger in scale), with dumpster provision included in waste management contract
- Hazardous material recycling/drop-off days (well publicized)
- Well publicized drop off locations for hazardous materials
- Regular tire recycling collection days (well publicized) or locations
- Well publicized locations for drop off of large items (such as appliances)
- On demand large-item pick up service
- Regularly scheduled large-item pick up service
- Street sweeping program that cleans event locations and routes following major events such as parades or street fairs
- Street sweeping program that addresses collectors and arterials on a regular basis
- Street sweeping program that ensures all public streets (including local) streets are addressed on a scheduled basis
- Leaf pick up program that ensures all neighborhoods have leaf pick up a minimum of twice each fall

These street sweeping and leaf collection programs should be integrated into the overall budget for the street department of each municipality and the county. Clean-up days with dumpster provision can be funded with private donations, through waste management contract provisions, or as a part of the general fund.

Large item disposal, hazardous material recycling/disposal, and tire recycling programs should be coordinated through the Solid Waste Management District.

Urban Design Framework

There is a spectrum of urban design components that make up the common denominators for a sophisticated, healthy community. Communities that give special attention to urban design are more likely

to maintain unique, attractive, and “people-friendly” environments that enhance their residents’ quality of life.

Good urban design reflects in the overall health of a community- by the way people value their cities and civic places. For the purpose of this plan, ten urban design elements have been defined as the most critical for maintaining a healthy and vibrant community in Terre Haute and Vigo County. These are:

- landmarks,
- pedestrian orientation and scale,
- building context,
- land use edges,
- open/public space,
- strong linkages, gateways,
- defined districts and neighborhoods,
- parking,
- and signage/ wayfinding.

Together, these elements make up the Vigo County-Terre Haute Urban Design Framework. These ten elements of the Urban Design Framework are described in the following sections:

Landmarks

Giving special consideration to developing places of meaning, high exposure, or symbolic importance in unique ways creates landmarks. Some examples of landmarks include structural elements, monuments, prominent public spaces, and even gathering areas.

Currently there are few landmarks throughout the County or City. The most notable local landmark in the region is the County Courthouse in Downtown Terre Haute. The French Neo-Baroque Style courthouse has long been a celebrated focal element throughout the County since it was completed in 1884. This building’s elaborate stone decoration, ornate columns, and oversized keystones; all constructed of Indiana limestone provide a focal element that exudes the rich heritage of the region. Although well cared for by its citizenry, the building itself has sat still amidst the changes that have occurred throughout the years, mostly resulting from the automobile-driven growth that has occurred around it. The courthouse deserves to be even more celebrated as the County’s most prominent landmark. It is possible to imbibe a new life into this historic landmark by treating the areas that surround it. This includes



Vigo County Courthouse



Enhanced sidewalk crossing

revitalizing views, plazas, open spaces, landscaping, sidewalks and pedestrian connections, lighting treatments, etc.

A range of options related to landmarks include:

- Maintaining the existing landmarks
- Preservation, rehabilitation, or renovation of existing landmarks
- Requiring architectural review for changes to public buildings and construction of new buildings of public prominence.
- Commissioning new landmark structures and features

Pedestrian Scale and Orientation

To create a high-level pedestrian friendly community, all spaces should be organized with the pedestrian experience as a main priority. This includes the integration of walks, pedestrian lighting, landscaping, enhanced signage, and crosswalks.

Terre Haute has many opportunities to improve its sense of pedestrian orientation and scale. In past years, high-level pedestrian networks of sidewalks supported by landscaping, street trees and ornamental lighting have become few and far between throughout both the City and County. However, some areas have made significant efforts to provide such an environment. One of the most notable examples in Terre Haute is the Indiana State University Campus. A comfortable pedestrian experience has been a priority at the University, and it is evident by the connectivity and sense of scale throughout the campus. This experience should be established as the norm rather than the exception in Vigo County by prioritizing pedestrian amenities throughout neighborhoods and downtown streets alike.

In addition to traditional sidewalks, Terre Haute currently has 5.8 miles of National Road Heritage Trail that follows the former Vandalia Railroad. When the phases are completed, Terre Haute will have a trail running through and one circling the City. This path system will link a number of places including the ISU campus, the Wabash River, North High School, Ohio Boulevard, Deming Park, and Dobbs Park. Once completed, this trail will establish highly networked pedestrian connections for both recreation and as an alternative form of transportation within the local community and beyond.

A range of options related to pedestrian orientation for walkways would be:

- Repair and replacement of broken or missing parts of existing sidewalks
- Completing the sidewalk network and requiring all new development to have sidewalk
- Development of a local trail system
- Development of a trail system that provides internal and external connections
- The level of street amenities such as lighting, signage, and street furniture also presents a range of options. Lighting

- options range from streetlights, to themed lighting, to pedestrian scale lighting options. Banners or wayfinding signage can enhance the pedestrian experience, as can street furniture such as trash receptacles, benches, and planters.

Building Context

To achieve a sense of overall harmony in the built environment, building context should be given special consideration. This can be accomplished by taking measures to preserve the character-defining qualities and attributes of a community or district and by ensuring that buildings are properly sited, and of the appropriate scale, bulk, and architectural character for the surrounding context.

Building context is one of the single-most important elements that can affect a community's overall image. Once a building is placed out of context or built out of scale, there is not that much that can be done to correct the visual implications.

Within the City of Terre Haute, building context has often been overlooked. This is especially true in the City's historic districts. Examples abound throughout the City, pointing to the fact that there is a need to ensure that new development is compatible with the old. Rezoning should not be passed in historic residential areas unless their occurrence is considered not to impact the framework of the existing neighborhood.

A range of options related to managing building context would be:

- Zoning standards for front and side setbacks, height restrictions, and bulk requirements
- Separate standards regarding setbacks, height, and bulk in addition to site plan review for special corridors or districts
- Architectural standards and architectural review for special corridors or districts

Land Use Edges

The treatment of land use edges is an important consideration when addressing adjacent non-compatible uses. Community image is strongly linked to the image along these land use edges. Therefore, it is important to create visual and functional relationships between non-compatible land uses and along corridors.

Sometimes edge treatments take the form of encouraging infill development in pockets of transitional areas where none has occurred. In other instances, corridors serve as the edge between two non-compatible uses such as business and residential districts. In these cases, opportunities should be explored to enhance these corridors with aesthetic treatments and landscape buffers. Planning for setbacks and screening can establish harmonious relationships, even between some of the most non-compatible uses.



Parking buffer

Land use edges have not been given high consideration in Terre Haute in past years. This is evident by a lack of buffering between non-compatible uses. Much of this is due to the fact that Terre Haute's Zoning Ordinance does not require buffering with high concentrations of plant materials.

A range of options regarding treatment of land use edges would include:

- Requiring buffering (distance or fencing) between incompatible land uses
- Landscaping requirements for buffer yards that require a significant amount of plant cover
- Flexible standards depending on the incompatible uses that are adjacent to one another

Public Open Space

The intent of developing parks as a priority urban design element is to transform existing parks, greenways, plazas and public gathering spaces and build new ones to form a community-wide integrated recreation system. The community should make it their objective to establish an integrated recreation system including plazas, neighborhood parks, community parks, and playgrounds that together form an overall open space system that is linked together by greenways.

Vigo County and Terre Haute have succeeded in implementing a number of parks and trails projects throughout the community. The result is a system of parks and recreational facilities with a high level of service that are well utilized and prided by the community including: plazas, neighborhood parks, community parks, and trails.

Terre Haute is home to 23 city parks of various sizes, from small block parks to neighborhood parks to community parks. In addition, the park system includes two municipal golf courses and three municipal swimming pools. One of the most exciting additions to the Terre Haute park system is the National Road Heritage Trail, representing the first of several greenway corridor trails that will ultimately comprise a corridor network for the City of Terre Haute, Vigo County, and west Central Indiana. The 5.8 miles that comprise the first phase of the trail have fast become a popular and much utilized area, for walkers, runners and skateboarders. When complete, this trail system will provide a network that will help to link together the open space system throughout the City of Terre Haute and beyond.

The Vigo County Parks Department also manages a variety of parks, nature preserves and amenities. These include Fowler Park and Wilderness Area, Prairie Creek Park, Hawthorn Park and JI Case Wetland Wildlife Refuge, Flesher Memorial State nature Preserve, Markle Mill Park, and some small neighborhood parks. These parks are a host to a variety of events. The community's strong legacy of providing exemplary park facilities should continue as they explore new means for providing recreational opportunities for their residents.



Festival public open space

A range of public and open space options would include:

- A park board and staff to manage public open spaces
- Adoption of a five year parks and recreation plan
- Planning and development of a trail system that connects parks and public spaces
- Well integrated network of trails, parks, and public spaces
- Strong Linkages

The establishment of strong linkages – both physical and visual- contributes to a strong sense of connectivity through a community. To create a strongly linked community, it is important to link people and destinations within a network of pedestrian and vehicular corridors, viewsheds, and open spaces.

Although pedestrian linkages have not been a top priority of the County or City in the recent past, the community is currently making great strides to launch the establishment of interconnected pedestrian corridors with the first completed 5.8 mile segment of the National Road Heritage Trail. This trail, along with the Fairbanks Park River walk, will establish a 7.25 mile greenway corridor, running parallel to U.S. 40, from eastern Vigo County, through the City of Terre Haute's central core, ending at the Wabash river.

The Terre Haute Department of Engineering, in partnership with the Department of Parks and Recreation, is also developing plans for a new urban boulevard and integrated bicycle/pedestrian trail. The trail is an expansion of the City's growing National Road Heritage Trail network. The Ohio Boulevard-Deming Park Pathway will utilize context sensitive design solutions to develop thematic design elements such as signature gateways and trailheads at various nodes including the National Road Heritage Trail and Deming Park. These nodes are important because they will establish a highly visible sense of a continuous linear park connecting eastside neighborhoods to open space resources. This project is the first of its kind in Terre Haute in many years. The project is a prime example of the integration of vehicular and pedestrian corridors into a cohesive plan that connects people and places- and its applications should be continued elsewhere as a means for establishing strong linkages throughout Vigo County and Terre Haute.

The Terre Haute / Vigo County Trails and Greenways Committee is currently involved in the development of a trails master plan. This plan includes an extensive system of trails, primarily in Terre Haute, that when implemented will help to form a community-wide integrated trail system.



Gateway sign



Streetscape enhancements

A range of options for strong linkages includes:

- An efficient roadway system with sidewalks that are internal to neighborhoods
- A roadway and sidewalk system with trails providing connections between pedestrian nodes
- A roadway, sidewalk, and trail system that includes public transit connections
- “Complete streets” that serve vehicles, bikes, pedestrians, and public transit

Gateways

A gateway is a landmark, streetscape or other area that a visitor or resident first sees when entering the city, a neighborhood, a cultural district, downtown or other destination. With gateways, the goal is to create entryways to the community, its districts, neighborhoods, and attractions that achieve a sense of arrival, contribute to a strong sense of community identity, and provide unique visual experiences.

In cities across the country, gateways take on a variety of forms. Historically, gateways that are most prominent within the community have been in the form of structural elements or objects that designate entry to a city or one of its districts, such as signs, sculptures, passageways, or architectural embellishments. Gateways may also be integrated into the way a city is built. Places such as corridors and even interchanges can be built to create unique celebratory gateways. A growing number of cities are working with landscape architects, architects, engineers, and artists to create visually rich gateways throughout the US and the State of Indiana. Some of these gateway applications include pedestrian and vehicular bridges, corridors, entries to the districts, and downtown gateways. All of these forms of gateways help make cities more interesting and unique places to live, work, and visit.

Terre Haute does not currently have a strong established network of gateways. There are few unique gateways in the City, one of which is the Gateway structure located at Ohio Boulevard and 25th Street. This gateway is a unique icon within the community that is rich in history and creates a sense of grand entry. There is a need to revive this value that was at one time placed on creating gateways in Terre Haute. This task has been accomplished by the Universities, which have made significant efforts to establish special gateways to their campuses.

The range of options for gateway signage is quite wide, some of the options include:

- “Street sign” style markers for districts and places of significance
- Requiring subdivision entrance signs, and encouraging neighborhoods to erect district signs
- Developing community gateway signs



St. Mary of the Woods gateway

- Developing a community gateway theme and carrying it throughout key corridors and districts

Defined Districts and Neighborhoods

Districts are an important component of the Urban Design Framework. Districts- characterized by special physical attributes, historical presence, or unique activities should be celebrated and given special definition within a community. Defined districts can enliven a City by helping to celebrate the unique characteristics of its individual areas.

Districts can have many positive impacts on a community, including an improved quality of life for residents in addition to bolstering the impacts of cultural tourism. Several distinct pockets of cultural opportunity already are already thriving in places throughout the City and County. These include the university districts: St. Mary of the Woods, Indiana State University, and Rose Hulman. They include the Downtown business district in addition to historic neighborhoods such as Farrington's Grove and Collett Park. Although well known to local residents, the districts of Terre Haute have not been clearly defined or celebrated by the community. The City has the opportunity to tap into these districts and to celebrate their unique individual qualities.

Defining districts and neighborhoods can be expressed in a number of ways:

- Neighborhood or district gateway signage
- Developing a neighborhood or district theme
- Developing specific design standards for each neighborhood or district
- Developing architectural standards for each district or neighborhood based on its unique identity or character

Parking

Parking lots should be given special consideration as not just a place to park. Rather, parking lots are places where people walk to and from destinations, and drive to and from. Lots should provide sufficient, accessible, and attractive parking conditions for those who use them.

Time spent in parking lots can be made much more pleasurable by the implementation of urban design standards. Parking should be screened along street frontage and softened with landscaping. When possible, parking lots should be considered for use as multi-purpose spaces such as markets, etc. In addition, shared parking should be encouraged between adjacent or vertically mixed uses whose peak demand is offset. These measures can help to limit the potential negative impacts that can be caused by too many parking lots.

Parking lots in Terre Haute has typically been developed without considerable efforts to visually soften or screen them. This has resulted in numerous open lots, and sometimes eyesores, along streets and



Wayfinding signage

corridors. This is partly the result of a lack of regulations related to parking in the Zoning Ordinance.

The City has recognized a growing need for parking. The new downtown-parking garage will help to provide for this growing need in a clean, compact, and reasonably affordable garage situated next door to the Terre Haute City Center.

A range of downtown parking options would include:

- Specialized parking lots for each structure
- Designated public parking areas
- Public parking garages
- Integration of public parking lots and garages with transit system
- Design standards for parking garages

Signage and Wayfinding

Signage often conveys the first impression of a community. Well-designed city signage systems consolidate various modes of information into common formats organizing district signage, directional information, and themes into a unified system that communicates a positive image of a place.

- Wayfinding can be applied to many situations, and is especially helpful when navigating a city. By enabling people to “find” their way through cities, wayfinding programs can aid in the use of public and private facilities, and help to provide access to goods and services for pedestrians and drivers. Because of their graphic nature, wayfinding signs can be utilized as more than just a means for displaying information; they are also a means of conveying themes and celebrating the identity of a community.

Private sign structures are regulated under the current Zoning Ordinance. These regulations are customized to individual district designations. Unfortunately, much of the problem with sign clutter in the City has occurred prior to the induction of these regulations. However, much can be done to improve the visual impacts of signage on the public side. Currently, the City and County have no unified signage system in place. A unified system of street signs, wayfinding signs, district signage, etc., would provide a common recognizable format of signage that could help to communicate a unique city identity.

A range of options for signage and wayfinding would include:

- Unified unique street sign system
- Directional signs to key locations
- Maps for pedestrian use
- Themed system integrating maps and directional signs

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