

TOWN OF ORLEANS COMPREHENSIVE PLAN

ADOPTED
FEBRUARY 19, 2015

PREPARED FOR:

THE TOWN OF ORLEANS
161 EAST PRICE AVENUE
ORLEANS, INDIANA 47452
WWW.TOWN.ORLEANS.IN.US

PREPARED BY:

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ACKNOWLEDGEMENTS

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Duke Energy
- Misty Weisensteiner,
Visit FL/West Baden
- Dr. Jose Lopez,
Orleans Medical Clinic
- Thomas Lamb,
Orange County Commissioners

RESOLUTION

RESOLUTION NO. 2015- 1

RESOLUTION APPROVING COMPREHENSIVE PLAN

WHEREAS, the Town of Orleans had identified adequate reason to prepare a Comprehensive Plan, and

WHEREAS, the Town of Orleans has engaged Lochmueller Group to define and describe the issues, advise us of our options, and make recommendations to address the preparation of the Comprehensive Plan, and

WHEREAS, the Town of Orleans has received \$40,000 in Federal Community Development Block Grant dollars from the Indiana Office of Community and Rural Affairs to fund this study and has contributed \$5,000 in local funds for this project, and

WHEREAS, the Town of Orleans has reviewed the process and completed plan thoroughly and is satisfied with the services performed, information contained therein, and methodology applied;

WHEREAS, the Advisory Plan Commission of Orleans, Indiana did on February 2, 2015 held a legally advertised public hearing, and

WHEREAS, the Plan Commission of Orleans, Indiana did on February 2, 2015 recommend to the Town Council adoption of The Town of Orleans Comprehensive Plan; and

WHEREAS, the Town of Orleans will receive 15 copies of this document for our records and will keep them on file in the Town offices for future reference, and

BE IT RESOLVED by the Town of Orleans that the final document is hereby approved, contingent upon comments and approval received from the Indiana Office of Community and Rural Affairs. The Town of Orleans will fully consider all comments and feedback received from the Indiana Office of Community and Rural Affairs and will direct its consultant to provide amended copies of this plan reflecting all said comments.

DULY ADOPTED BY THE TOWN COUNCIL OF THE TOWN OF ORLEANS, INDIANA ON THIS
19 DAY OF February, 2015 at 7:30 P.M.

Aye	Nay		Abstain	Absent
<u>✓</u>	_____	Michael H. Fields	_____	_____
<u>✓</u>	_____	Steve P. Lantis	_____	_____
<u>✓</u>	_____	Ernie Sluss	_____	_____

SIGNATURE: Michael H. Fields
Michael Fields, Town Council President

ATTEST: Robert F. Henderson
Robert Henderson, Clerk-Treasurer



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CHAPTER 1: INTRODUCTION



A. INITIATING THE PLAN

The Town of Orleans is a small community in south central Indiana, in northern Orange County. The town of 2,142 people, based on the 2010 Census, is the second largest community in Orange County behind Paoli which had a 2010 population of 3,677. Orleans is approximately 50 minutes south of Bloomington, an hour and 15 minutes northwest of Louisville, Kentucky, and an hour and 45 minutes northeast of Evansville. It is best known as the Dogwood Capital of Indiana and has an annual Dogwood Festival held in April. 2015 marks the bicentennial of the town.

The Town of Orleans was in need of a new Comprehensive Plan to replace their Plan from more than 20 years ago, completed in 1994. Many changes have been made in Orleans since then, including leadership and members of the planning commission. With the 2015 Bicentennial of Orleans, leaders thought that this was the ideal time to have a community dialogue about the future hopes and desires of the community.

In recent years the Town has faced a growing number of vacated buildings, absentee owners, economic changes, and other property concerns. The Town has also installed new sewer improvements and transportation improvements along SR 37 recently.

The Town of Orleans realized considerable success with two planning engagements over the past few years. In 2009, the Office of Professional Development, College of Consumer and Family Sciences at Purdue University worked with the community to develop a Community Development Action Plan. In 2012, Ball State University planning students worked with the town to develop a Downtown Redevelopment and Visioning Study.

All of these factors helped the Town of Orleans make the case for the importance of developing a new Comprehensive Plan for the community. The Town applied for and received a \$40,000 Planning Grant from the Indiana Office of Community and Rural Affairs (OCRA) to complete the Plan. The U.S. Department of Housing and Urban Development (HUD) provides grant funding through the Federal Community Development Block Grant (CDBG) program. This Planning Grant is one of several grants that OCRA makes available to communities using this program to assist in planning for long-term community development.

B. PURPOSE OF THE PLAN

A comprehensive plan directs the future physical development of a community by serving as the key policy guide for both public and private decision makers. The plan addresses the future use of land, expansion of infrastructure, the addition of community facilities, and the preservation of natural and man-made amenities. While not a legally binding document itself, it is the framework for the development of a new or updates to an existing zoning ordinance.

According to Indiana Code (IC 36-7-4-501), the purpose of a comprehensive plan is to provide for:

“the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development.”

As mentioned previously, the comprehensive plan provides a framework for a new or updated zoning ordinance. In fact, a comprehensive plan is required before a community can develop a zoning ordinance, subdivision control ordinance, and other land use regulations.

A comprehensive plan should be updated every five to ten years depending on the growth of the community, changes in population, and the completion status of the recommendations in the previous comprehensive plan. An update should be made at least every 10 years to update demographic information from each decennial Census.

In addition to being a requirement to complete zoning and subdivision control ordinances, the plan also serves as a foundation for budget projections, project prioritization, and grant applications. One of the main reasons for keeping the plan up to date is to stay competitive for specific grants. For example, it is recommended that in order to be considered for a Stellar Communities grant through OCRA, a town’s comprehensive plan should be no more than five years old.

C. STEERING COMMITTEE

A Steering Committee was created to assist Planners from Lochmueller Group complete the Town of Orleans Comprehensive Plan. The Committee was responsible for sharing ideas about any changes in the community since the previous Comprehensive Plan, any anticipated changes over the next few years, and provide any other data that would be beneficial in completing the plan.

The Steering Committee consisted of 26 individuals as follows:

- Town Council President
Mike H. Fields
- John F. Noblitt,
The Progress Examiner
- Denzil Chisham,
Orleans Planning Administrator
- Orleans Planning Commission:
 - Keith Gilmore
 - Cathy Hardin
 - Jan Brown
- Board of Zoning Appeals:
 - Mike Dixon
- Randy Clark,
Orleans Chamber of Commerce
- Simon Sprigler,
Orleans Building Inspector
- Gary McClintic,
Orleans Community Schools
- Linda Tarr,
Hoosier Uplands
- Imo Dedrick,
Orange Co. Community Foundation
- Ron Taylor,
Orleans American Legion
- Judy Gray,
Orange Co. Economic
Development Partnership
- Robert F. Henderson,
Orleans Town Clerk
- Debbie Stone,
Orleans Library
- Lisa Gehlhausen,
Indiana 15 Regional Planning Group
- Dr. Judith Burton,
Kiwanis Club
- Dr. Jim Harmon,
Orleans Airport
- Aaron Carr,
Orleans Airport and Layne
- Greg Noble,
Infrastructure Systems Inc.
- Mike McCracken,
Orleans Redevelopment
Commission
- Bruce Calloway,
Duke Energy
- Misty Weisensteiner,
Visit FL/West Baden
- Dr. Jose Lopez,
Orleans Medical Clinic
- Thomas Lamb,
Orange County Commissioners

D. STUDENT WORKSHOP

At the beginning of the planning process, Planners from Lochmueller Group met with students from Orleans Junior High and High School to complete a SWOT (strengths, weaknesses, opportunities, threats) exercise. This workshop provided some good insight to how the youth of Orleans view the community, what they would like to see changed, and what would get them to come back after college to live and work in the town. Thanks to Principal Roy Kline from Orleans High School for assisting with this event. More detail about this event can be found in the Public Involvement chapter.



E. PLANNING AREA

The planning area for this Comprehensive Plan includes the town limits of Orleans and a two mile buffer area around the town as shown in Figure 1. The Town does have planning jurisdiction outside of the town boundaries, meaning the Comprehensive Plan and Zoning Ordinance are applicable to residents up to two miles beyond the town limits.

F. PLANNING PERIOD

The planning period for this Comprehensive Plan is 26 years. Population and employment projections will be estimated to the year 2040. The Future Land Use map will be based on these numbers and considered to be a 2040 Land Use map. The recommended projects in Chapter 6 have a timeframe for completion of no later than 2040. They are broken down into short-term projects (less than 5 years), mid-term projects (5 to 10 years), and long-term projects (more than 10 years).



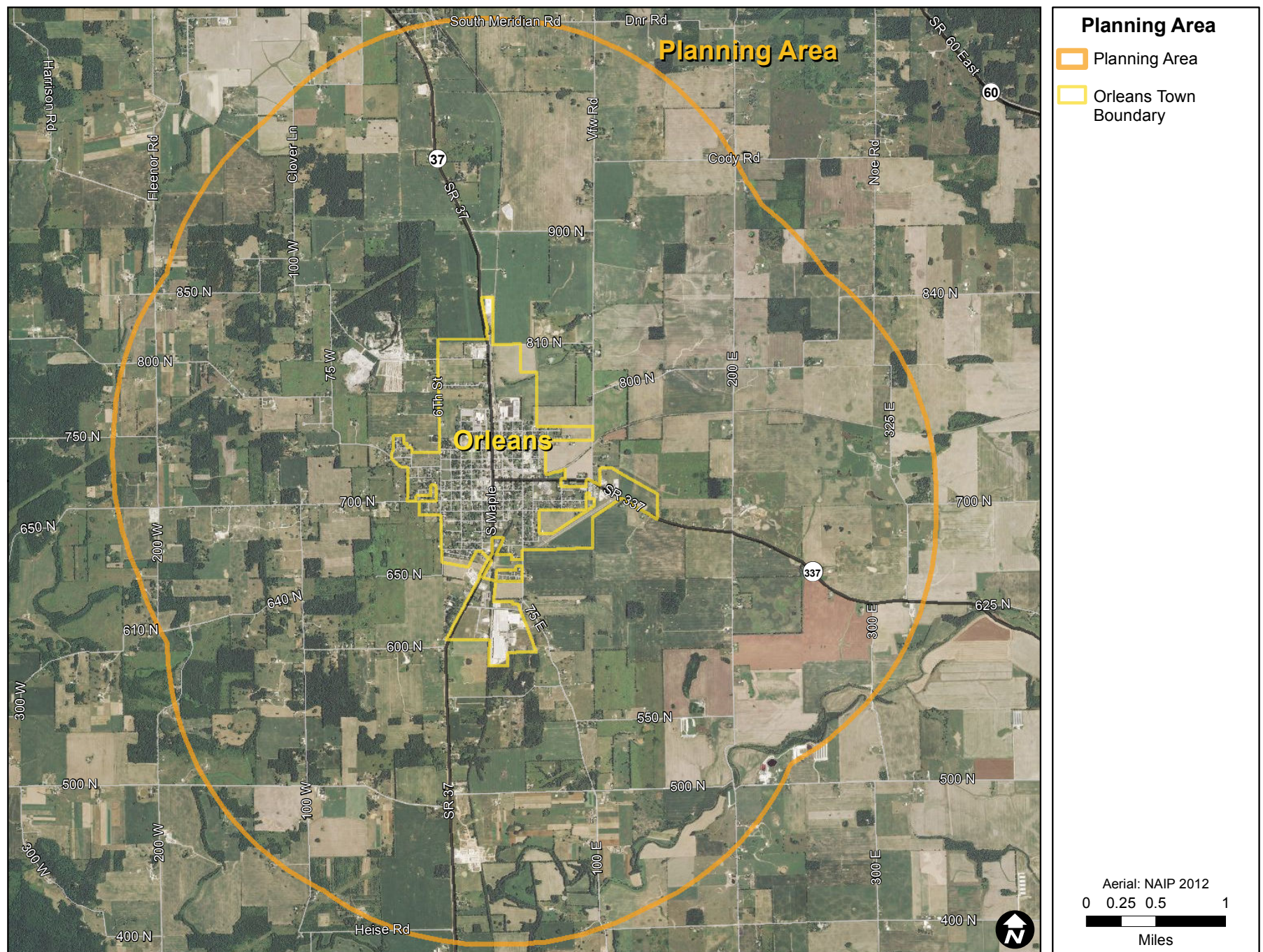


Figure 1: Planning Area

G. USING THE PLAN

This Comprehensive Plan is laid out into six chapters that progressively describes the Town of Orleans today and ends with recommended actions for the future development of the town.

1. Introduction

This Introduction chapter describes how the Comprehensive Plan came to fruition and how it was funded through the Indiana Office of Community and Rural Affairs (OCRA). It also describes the importance of now completing a new Comprehensive Plan, as the previous plan was completed in 1994 and several changes have occurred in Orleans since then. The chapter lists the Steering Committee members and their role, as well as the purpose of the Student Workshop. Finally, it describes the Planning Area that the plan focusses on as being the town limits of Orleans and a two mile buffer around the town. It also describes that the forecast year is 2040. All recommendations are for the short term of the next few years or long term out to the year 2040.

2. Community Profile

The Community Profile chapter includes a brief history of Orleans, as well as the past, current, and projected population. It also lists details about the people living in Orleans, including their income and educational status. The chapter provides data on housing within the town and current unemployment rate within the town limits. The last part of the employment portion of this chapter shows the number of people that work in Orleans and the number of people that commute to other areas of Orange County or outside of the County.

3. Existing Conditions

While the Community Profile chapter provides a historic background of the community, and lists the current demographics of the town, the Existing Conditions chapter includes the current physical conditions of Orleans. The first section of this chapter discusses the location of historic structures within the town. The majority of these structures are in and around downtown, and should be protected into the future. The second section describes the environmental features in and around Orleans that may affect future development. The Transportation section describes the roadways within and around Orleans, and trails and walkways nearby. The Utilities section lists the utility providers for Orleans' residents and those that live just beyond the town limits. The Parks and Recreation section shows the existing public parks in the town. Finally, the Existing Land Use section shows the existing land uses within the Town of Orleans and out to the two mile buffer around the town.

4. Public Involvement

The Public Involvement chapter lists the multiple forms of public outreach during the planning process. A Facebook page and project website were started early in the process to get online input and share information. The Student Workshop and first Community Workshop were also held early in the process to get initial thoughts about the community from residents. A community survey was also made available online and as hard copies to get further input. This chapter also lists the media coverage of the planning process and the complete list of Steering Committee meetings, Public Workshops, and adoption process.

5. Goals and Objectives

Through input from a student workshop, the public visioning workshop, online comments through the project website and Facebook page, and conversations with Town staff, several ideas were gathered for the future direction and development of Orleans.

During the planning process, all of these ideas were considered for alternative project recommendations. Each idea was refined and better organized into a list of goals and objectives. They were also developed into the recommended projects and implementation strategies in Chapter 6. The Goals and Objectives cover administration; transportation; revitalization of downtown; housing; utilities and infrastructure; health, wellness, and recreation; economic development; and tourism.

6. Implementation

The Implementation chapter includes a considerable number and variety of recommendations and strategies to implement those recommendations. Each recommendation includes information for the phasing of completing it, the location of the specific project, the responsible organizations for seeing the recommendation through to completion, potential funding sources for the project, and estimated costs for completing the recommendation. The recommendations are broken down into eight main categories, with additional projects in each category. Details for each project can be found in the Implementation chapter. The eight main categories include:

1. Administration
2. Transportation
3. Revitalization of Downtown
4. Housing
5. Utilities and Infrastructure
6. Health, Wellness, and Recreation
7. Economic Development
8. Tourism

At the end of the Implementation chapter is a Future Land Use section that summarizes all of these recommendations. The Future Land Use maps show the proposed locations for future development based on the recommended projects.

CHAPTER 2: COMMUNITY PROFILE



A. HISTORY OF ORLEANS

Platted in 1815, Orleans stands as the oldest town in Orange County. Founded two months after Andrew Jackson's famous victory over the British at New Orleans, the settlers named their new town to honor this event. The town was founded before Orange County even existed. The County was formed in 1816 from portions of Washington, Gibson, and Knox counties.

The original plat was recorded in Salem in Washington County, as Orleans was a part of Washington County at that time. This also pre-dated statehood for Indiana, as it was still a territory until December 11, 1816. The recorded plat was dated March 11, 1815.

Samuel Lewis and William McFarland owned the land that became Orleans. The town was surveyed by Samuel Alexander. Much of the original plat is part of the Orleans Historic District today. The original plat included six streets running east and west, and seven streets running north and south. It also included a central square for public use. The square served as a park until 1831, when it housed the Orleans Academy up until 1963. This is the area where Congress Square sits today.

Many of the early settlers of Orleans came from Virginia and the Carolinas. The town grew with the first church and schoolhouse built in the 1820s. In 1829, the town attempted to incorporate, but failed due to insufficient funds.

Success in agriculture spurred the town's economy moving forward, and merchant stores prospered throughout the rest of the 1800s. The town's growth was stimulated by the coming of the New Albany-Salem Railroad (later known as the Chicago, Indianapolis, and Louisville or Monon Railroad) in the early 1850s. This was Orange County's first railroad connection.

The town again attempted to incorporate in 1865, and this time gained incorporation.

By 1900, Orleans had a population of more than 1,200. It was the most populated community in Orange County until French Lick overtook it in 1910 and then Paoli in 1920.

The Orleans Public Library was constructed in 1915. A grant from steel magnate Andrew Carnegie's foundation helped fund it.

Many historic structures can still be found in the Orleans Historic District. A variety of architectural styles exist in the district, including Italianate structures, Neo-Classical structures, and an Art Deco gas station on Jefferson Street. The Public Library is one example of the Craftsman Style of architecture. A few of the historic structures still standing downtown are shown in the pictures to the right.

Sources: Orange County Historic Sites and Structures Inventory and www.town.orleans.in.us/history.html; descriptions on the next page are from the Orange County Historic Sites and Structures Inventory.

1. The Railroad

In the winter of 1851-52, the L.N.A. & Railroad (then called the New Albany-Salem Railroad) was built to come through the town. To secure the railroad for Orleans, the Citizens gave \$40,000, all by private subscription, which, considering the time and size of the town, was a remarkably large amount.

The railroad curved to pass through the town and add greatly to the development of the community. Three hotels, with livery stables, were needed to accommodate the travelers brought into the town by the railroads.



This former gas station and garage is located at the corner of Jefferson Street and Maple Street downtown. It dates to c.1930 and has ornamentation that emphasizes the vertical, a characteristic of the Art Deco Style.



The Orleans Public Library, a Carnegie library, is an outstanding example of the Craftsman style. The 1915 building features a hipped, tiled roof, casement windows with limestone surrounds, and original double doors.



This bandstand in Congress Square was originally built in 1926, and rebuilt in 2000. It exhibits a clay tile roof with brick supports.



The Queen Anne style was sometimes applied to commercial structures, especially those situated on corners. This example features a corner turret with conical roof and swag-ornamented storefront cornice. This building at the corner of Jefferson Street and Maple Street dates to c.1900.

2. The Stetson House

One of the more famous stories linked with Orleans pertains to the loves of Elizabeth, or Libbie Shindler. While visiting her relatives in Philadelphia, the young lady from Orleans met the wealthy hat manufacturer and widower John B. Stetson, and they were married soon afterwards. Elizabeth became heiress to the Stetson hat fortune after her husband's death in 1906. Elizabeth next married a Portuguese nobleman and took the title of countess.

While she was Mrs. Stetson, her husband presented a house to her parents. The house was precut and fabricated in Philadelphia. Imported workers constructed the house in Orleans around 1894. The house is known as the "story book house," or "house that hats built."

3. Congress Square

The Historic Orleans Town Square is called "Congress Square" meaning public square, or it is referred to as "Seminary Square" after the Orleans Academy that stood there from 1864 to 1963. Whatever it is called, the square has something for everyone: shelter houses, playground equipment, a recently restored picturesque 1926 brick bandstand or gazebo, vintage gas lights, Veterans Memorial area etc. Visitors also enjoy the beautiful fountain and sculpture located in the center of the park.

4. Dogwood Capital of Indiana

The dogwood tree is the trademark of Orleans. "Operation Dogwood" was launched in the mid 1960s and has succeeded in its goal of having hundreds of the trees planted throughout the town. Dogwood trees are located along roads, in Congress Square, and in residents' yards. The annual Dogwood Festival began 1968 and was named a top five flowering festival by Midwest Living Magazine in 2012.



Congress Square in downtown Orleans was home to the Orleans Academy between 1864 and 1963. This downtown park now is used for a variety of events throughout the year, including the Dogwood Festival.



This dogwood tree in Congress Square is one of several dogwoods throughout the town.

5. Paoli, Inc.

Paoli, Inc. started in 1926 as a consolidation of the Poali Furniture Company and Orleans Cabinet Company. It was first known as the Paoli Chair Company and made footstools, vanity benches, and dining room suites. By 1954 the company employed 300 people and their success led to plant expansions in the 1960s. Soon after expansion and modernization, owner Samuel Elsby, Jr., the son of the original owner, died at the age of 60. His sons then took over the company and soon after sold it to two investors.

In the 1970s, the Paoli Chair Company switched from the residential chair market to the commercial furniture market. The company contracted with other manufacturers to produce desks, which led them to purchase property in Orleans to build a warehouse to store the desks. In 1982, the Paoli Chair Company began making their own desks at the Orleans site, which led to a name change from the Paoli Chair Company to Paoli, Inc.

Throughout the end of the 1980s, the company switched hands several times, ultimately being bought by Klaussner Furniture Industries of Asheboro, North Carolina. In the 1990s, the company flourished and decided to move all production and administration to a modern facility built in Orleans. In 1999, the company expanded by purchasing Whitehall Furniture. In 2004, Paoli, Inc. was acquired by HNI Corporation, the second largest office furniture manufacturer.

B. POPULATION

1. Total Population

Orleans is the second largest town in Orange County with a 2010 population of 2,142. Paoli, the largest town in the county, had a 2010 population of 3,677. French Lick had a 2010 population of 1,807, and West Baden had a 2010 population of 574. All four communities are designated as towns. There are no cities in Orange County.

Between 2000 and 2010, the town had a slight decrease in population, down from 2,273 to 2,142.

Orleans is located in the center of Orleans Township. The township's population slightly increased between 2000 and 2010 from 3,508 to 3,555.

Orange County overall also had an increase in population between 2000 and 2010 from 19,306 to 19,840.

The population decrease between 2000 and 2010 for the Town of Orleans is not uncommon for similar sized communities throughout Indiana. Many small, rural towns and cities in Indiana are seeing a decrease in population as more people move to larger cities, especially college students who do not come back to their hometowns. Any improvements to the town, such as attracting new businesses and jobs, adding more recreational opportunities, adding special events and festivals, and continuing the improvements in the school corporation could attract more people, especially young families, and increase the town's population. Communities are realizing the importance of "quality of life" improvements to help retain their population or even attract new residents.

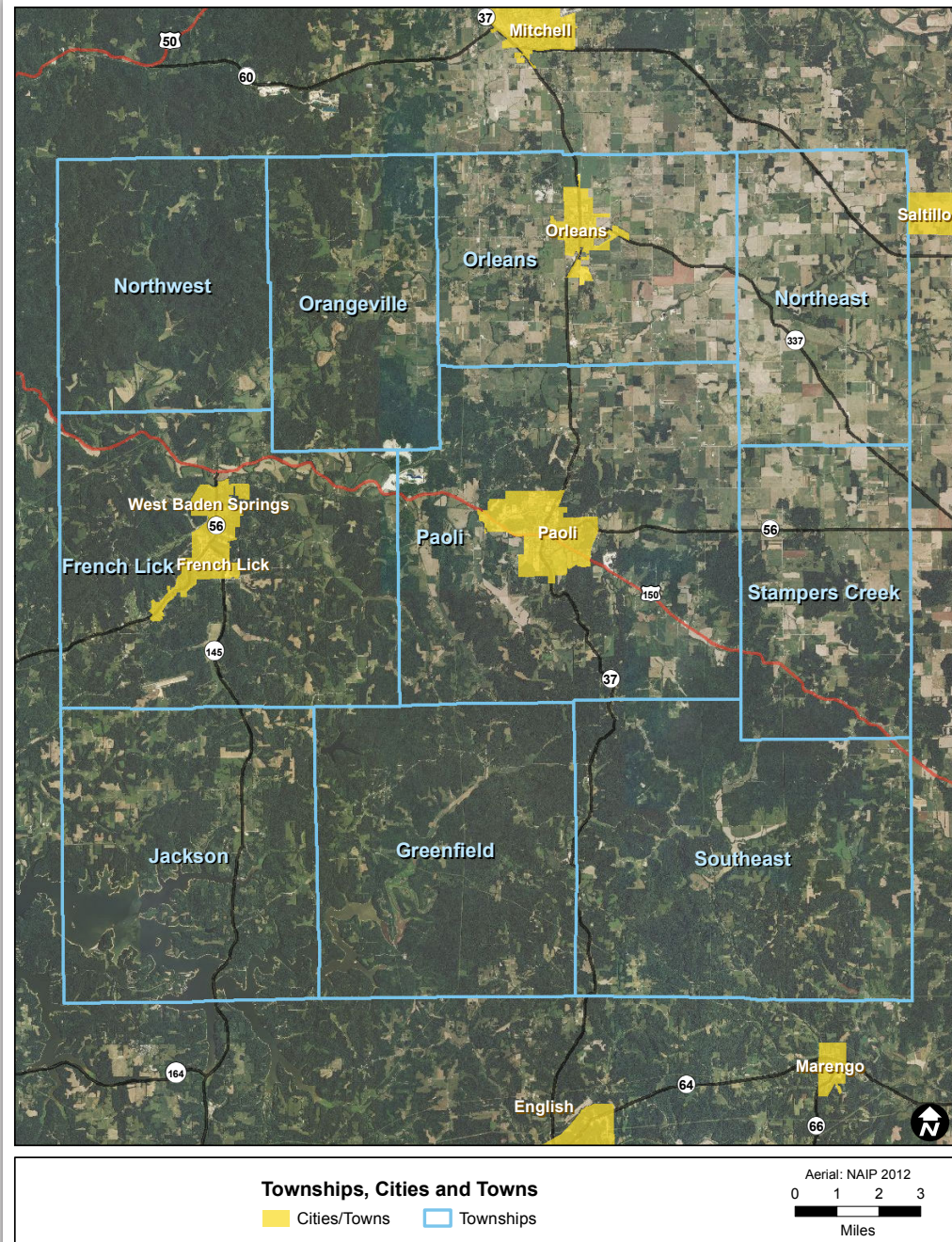


Figure 2: Orange County Townships, Cities, and Towns

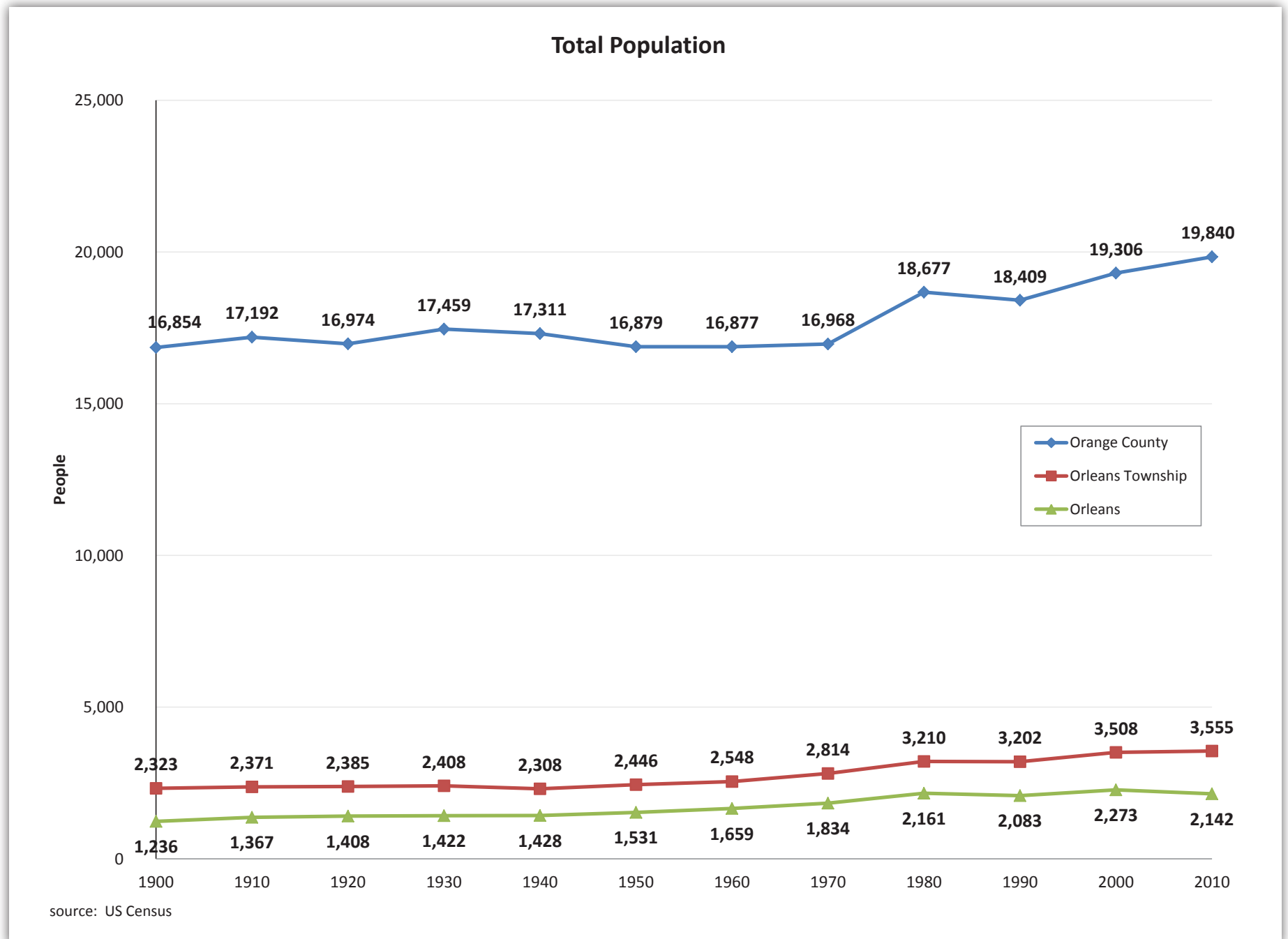


Figure 3: Total Population

2. Population Projections

County population projections can be gathered from the Indiana Business Research Center (IBRC) and Woods & Poole (W&P) Economics, Inc. Indiana Business Research Center projections are based on historical population trends and statewide factors. Woods & Poole projections are based on economic forecasts.

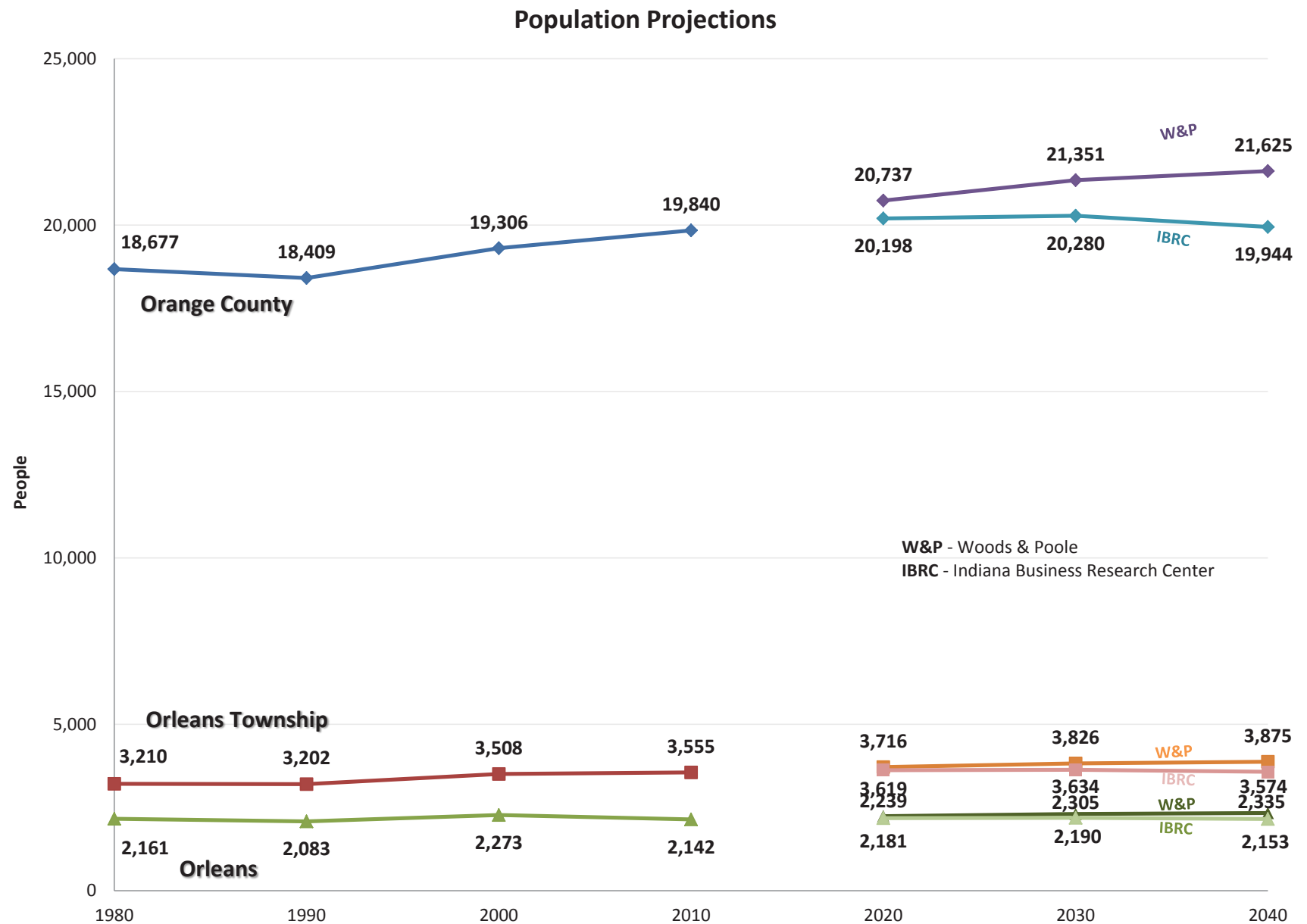
Figure 4 shows population projections for Orange County from both the Indiana Business Research Center and Woods & Poole. Projections for Orleans Township and Orleans are based on their share of the Orange County population in 2010. The projections include population for 2020, 2030, and 2040.

The Indiana Business Research Center assumes that the population of Orange County will increase slightly between 2010 and 2040 from 19,840 to 19,944.

Woods & Poole assumes that the population of Orange County will increase by 9.0% between 2010 and 2040 to 21,625.

While an argument can be made for either a small or large increase in population, it is assumed that the county's increase in population since 1990 will continue. The completion of this Comprehensive Plan and associated projects for the Town of Orleans, should attract some growth to Orleans and the surrounding area. Therefore, the Town should also experience an increase in population to the year 2040. The actual 2040 population will be determined by the ability of the Town to attract young people and families.





source: US Census; Woods & Poole Economics, Inc.; Indiana Business Research Center

Figure 4: Population Projections

3. Age and Gender

There continues to be a higher percentage of females than males in the Town of Orleans. Much of this difference comes in the seniors age group (60+). In 2010, there were 100 more females over the age of 60 than males. In all other age groups combined, there were only 20 more females than males.

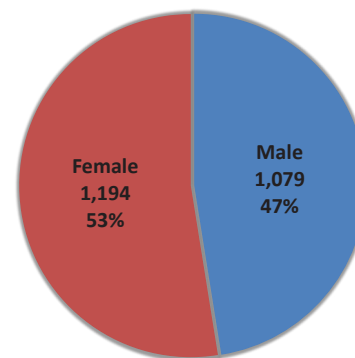
The largest age group in Orleans is children under the age of 20. Adults aged 40-59 is the second largest age group. The 2008-2012 ACS shows that 29.6% of all households have children under the age of 18. This is slightly higher than the 27.6% for French Lick and 28.9% for Mitchell, but less than the 33.6% for Paoli. As the town plans for the future, knowing that nearly one out of every three households have children, it should ensure that there are facilities and events that accommodate families and children.

The senior population (60 years of age and older) increased in population between 2000 and 2010. People in this age group often look to downsize their housing to something with less yard work and other maintenance. The age and gender distribution chart shows that there is a greater number of females over the age of 60 than males by almost one and a half times (312 females and 212 males). While most communities see a higher percentage of females over 60 than males over 60, the Census reveals that the percentage in Orleans (60% female, 40% male) is higher than the State's average (56% female, 44% male). This could be interpreted to mean that some women over the age of 60 are living alone or with their children. The town should consider attracting condominiums, apartments, and other types of housing with little to no maintenance for these seniors. Additional options, such as a retirement community, assisted living facility, nursing home, or programs to assist individuals in their own home can also help Orleans residents age in place. Currently, there are no facilities specifically for seniors in Orleans. Individuals needing the care of a nursing home would need to move to Mitchell or Paoli. Senior activities should also continue and even increase to provide activities for this group.

The young adult population (20-39 years of age) decreased in population between 2000 and 2010. Some of this decrease may be due to some of this group going to college and finding a first job in another community. According to a 2014 article from Entrepreneur Magazine (see article here: <http://www.entrepreneur.com/article/234190>), Millennials are looking for creative and technological jobs. Orleans businesses should look for more innovative strategies for doing business, and additional jobs in innovation and technology should be pursued to come to the city.

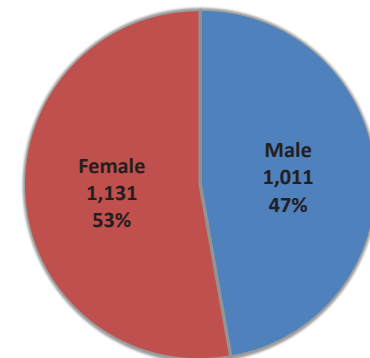
There should also be consideration for events and activities that are geared toward this population. According to a report from the American Planning Association titled *Investing in Place*, traditional business recruitment strategies are less important than investing in quality of life. The report included a survey covering several topics. One question posed regarded the best way to grow the local economy. 74% of Millennials and 60% of Baby-Boomers believed that investing in schools, transportation choices, walkable areas, and aesthetics was more important than recruiting companies.

A combination of supplying jobs that Millennials want, and a high quality of life that they look for, will help Orleans attract this age group. Providing opportunities for working and living would help to attract some Millennials to work in Orleans, others to live in Orleans, and hopefully several to do both, increasing the cities tax base and making it more attractive for other businesses and citizens. Existing events such as the Farmer's Market and annual Dogwood Festival are two good examples of amenities that help attract people to a community. Other events and festivals would only help attract more people.



source: 2000 US Census

Figure 5: 2000 Gender Breakdown



source: 2010 US Census

Figure 6: 2010 Gender Breakdown

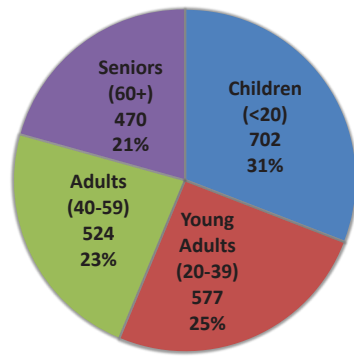


Figure 7: 2000 Age Breakdown

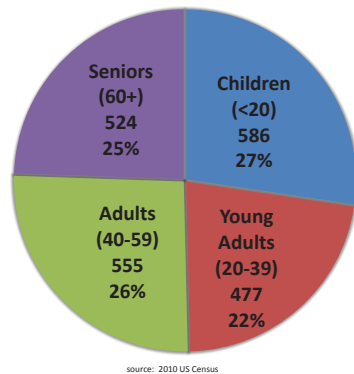


Figure 8: 2010 Age Breakdown

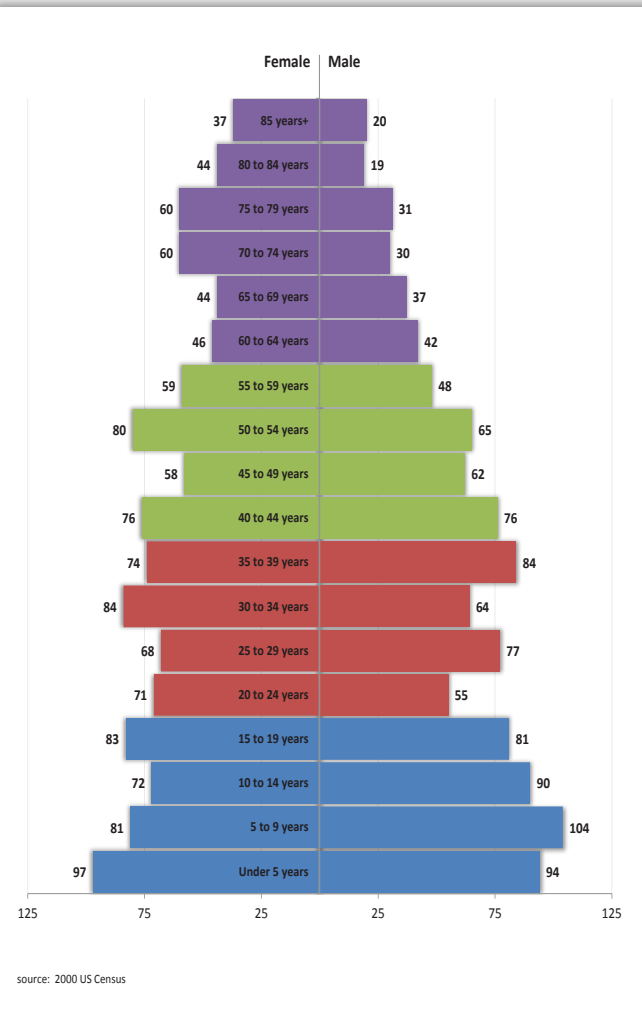


Figure 9: 2000 Age and Gender Distribution

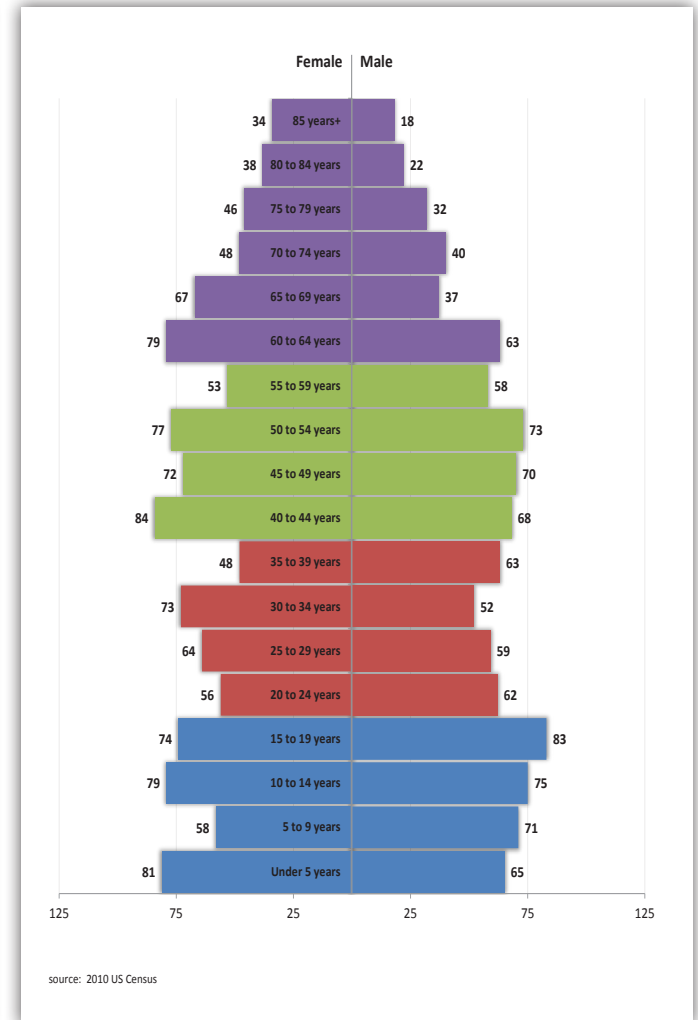


Figure 10: 2010 Age and Gender Distribution

C. INCOME AND EDUCATION

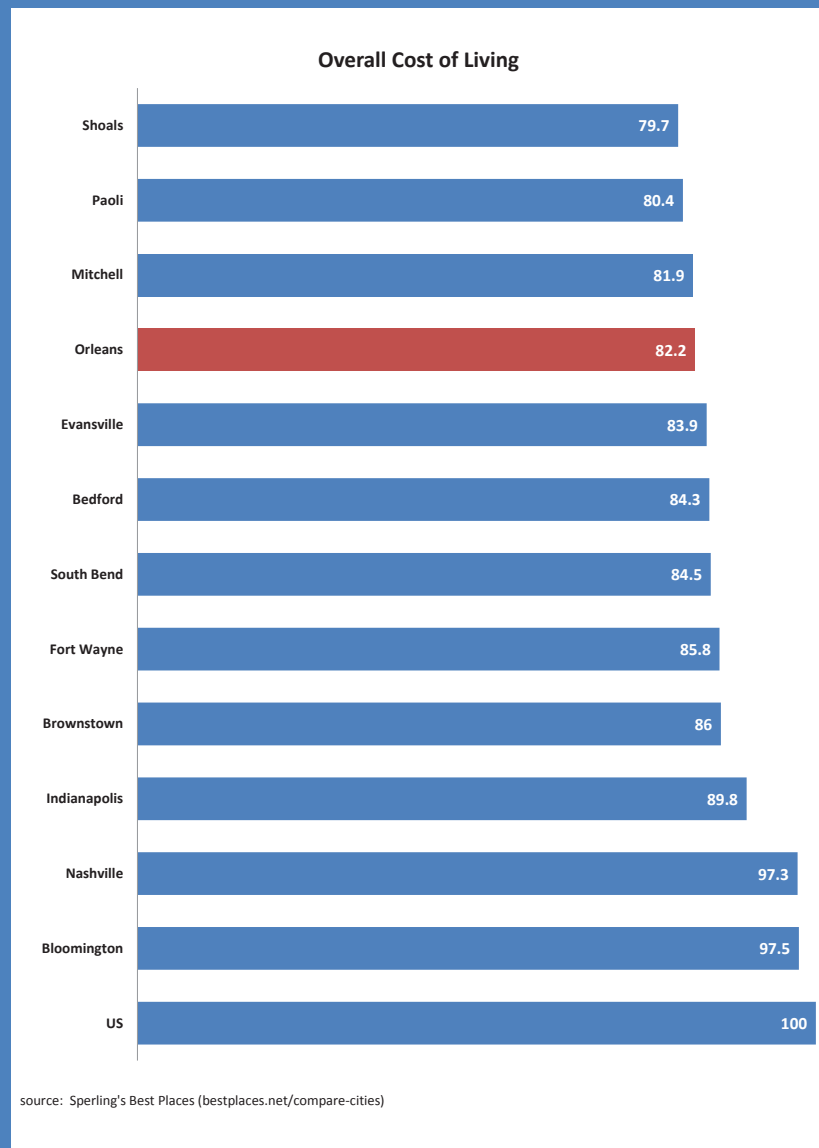
1. Household Income

The Town of Orleans' median household income continues to be lower than the Orange County and Indiana averages. When adjusted for inflation, the median household income of Orleans decreased by 5-10% between 2000 and 2010. (The American Community Survey (ACS) averages a sampling of data over a 5-year period. Therefore, the actual 2010 household income is likely somewhere between the 2006-2010 ACS estimate and the 2008-2012 ACS estimate.) Median income also decreased for all of Orleans Township, Orange County, and the State of Indiana at a higher rate than Orleans. The decrease in income can be attributed to the economic decline over the past few years, which appears to be shifting in a more positive direction.

The Cost of Living indicator compares the cost of purchasing goods and services in a community to the average for the United States. Based on the State's Cost of Living index of 86, the State's median household income of \$45,943, and Orleans' Cost of Living of 82.2, the median household income for Orleans should be approximately \$42,000. According to the 2008-2012 ACS, the median income of Orleans is \$30,867. Therefore, the lower cost of living in Orleans does not entirely make up for the town's lower median household income. The town should work toward attracting new businesses with higher paying jobs, such as tech jobs, to help increase the lower household incomes.

Cost of Living

Cost of Living helps determine how far money will go in a particular area. A low Cost of Living means that a smaller salary can buy more in terms of groceries, healthcare, housing, utilities, transportation, and other goods. A high Cost of Living means a higher salary is required for these same everyday needs. The Sperling's Best Places website (www.bestplaces.net/compare-cities) provides data for Cost of Living in cities throughout the United States. The chart to the right shows how Orleans compares to other cities throughout Indiana.



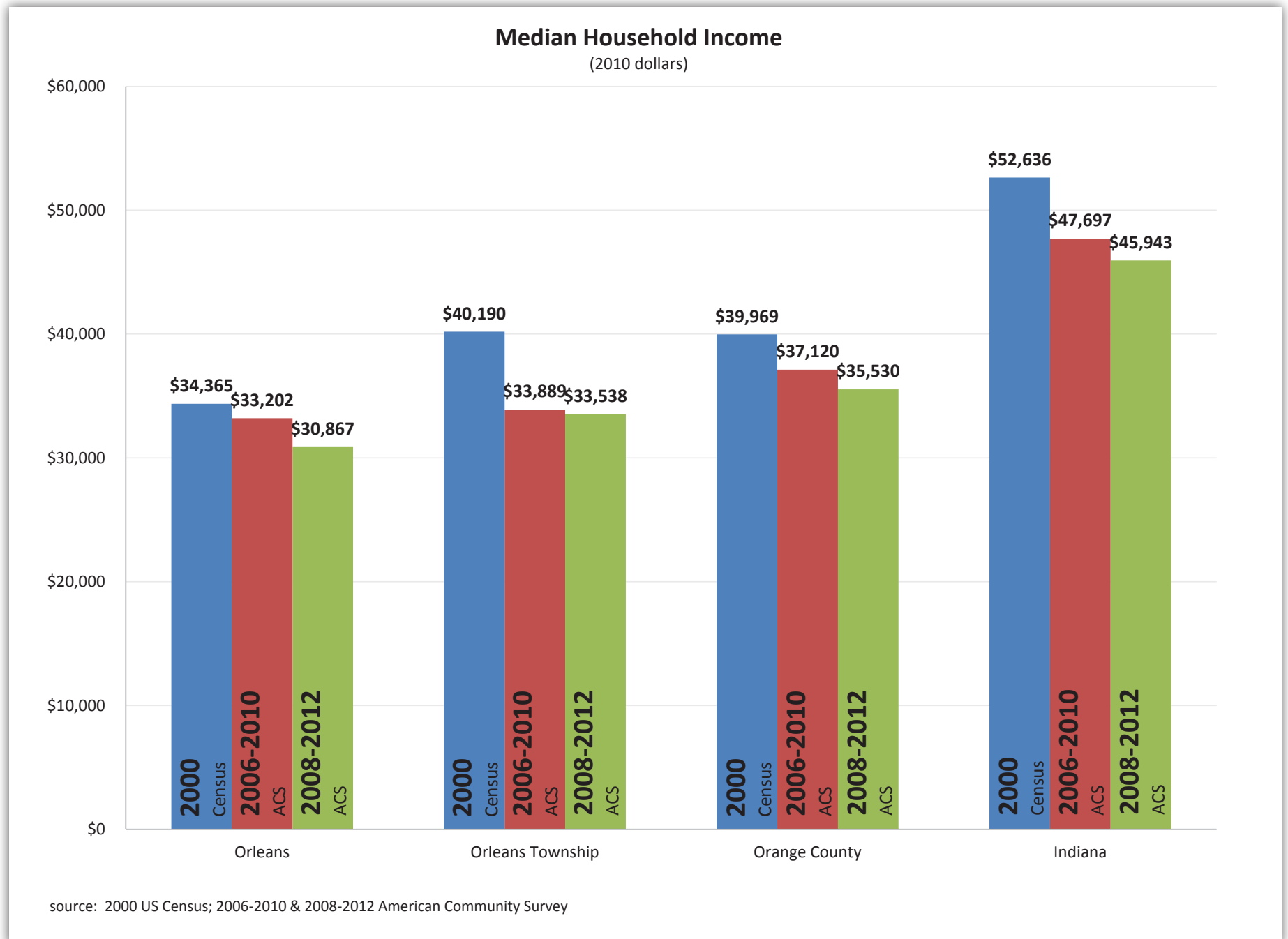


Figure 11: Median Household Income

2. Poverty

The percentage of individuals in poverty increased across the state of Indiana between 2000 and 2010. In Orleans, the percentage of individuals in poverty had very little change 2000 and 2010. (The American Community Survey (ACS) averages a sampling of data over a 5-year period. Therefore, the actual 2010 percentage of individuals in poverty is likely somewhere between the 2006-2010 ACS estimate and the 2008-2012 ACS estimate.)

Because poverty thresholds are based on a family's annual income and this threshold is the same across the United States, the lower family income and lower cost of living in Orleans makes the percentage of families and individuals in poverty higher than in areas where the cost of living is higher. Therefore, although the percentage seems high in Orleans, it is not as substantial as it may appear. Due to Orleans' lower cost of living (cost of housing, goods, and services) compared to the State, a lower income can buy more than in other cities in Indiana, especially larger cities. Thus, the hardships of a family in poverty in Orleans will not be as significant as another community where the costs of goods and services are much higher. However, Attracting higher paying jobs and providing work training for individuals is key in reducing the poverty rate in Orleans.

Poverty Thresholds

The list below from the U.S. Census includes the annual salary threshold for poverty by family size. Families that make less than this threshold are considered to be in poverty.

Family Size	Annual Salary Threshold
1 Person	\$11,720
2 People	\$14,937
3 People	\$18,284
4 People	\$23,492
5 People	\$27,827
6 People	\$31,471

How Poverty is Calculated in the American Community Survey

Poverty statistics presented in ACS reports and tables adhere to the standards specified by the Office of Management and Budget in Statistical Policy Directive 14. The Census Bureau uses a set of dollar value thresholds that vary by family size and composition to determine who is in poverty. Further, poverty thresholds for people living alone or with nonrelatives (unrelated individuals) and two-person families vary by age (under 65 years or 65 years and older).

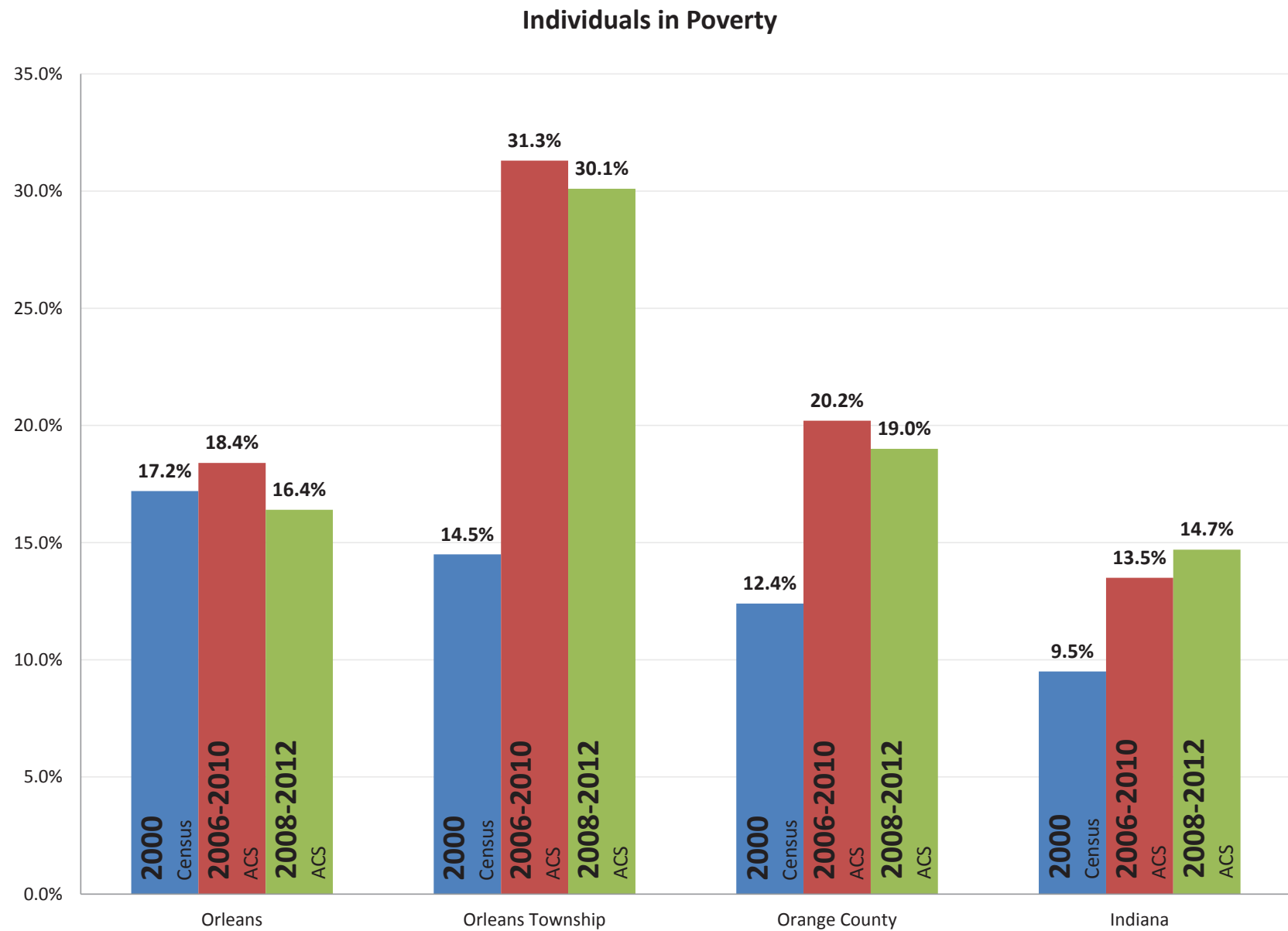
If a family's total income is less than the dollar value of the appropriate threshold, then that family and every individual in it are considered to be in poverty. Similarly, if an unrelated individual's total income is less than the appropriate threshold, then that individual is considered to be in poverty. The poverty thresholds do not vary geographically. They are updated annually to allow for changes in the cost of living (inflation factor) using the Consumer Price Index (CPI).

Poverty status was determined for all people except institutionalized people, people in military group quarters, people in college dormitories, and unrelated individuals under 15 years old. These groups were excluded from the numerator and denominator when calculating poverty rates.

Since the ACS is a continuous survey, people respond throughout the year. Because the income items specify a period covering the last 12 months, the appropriate poverty thresholds are determined by multiplying the base-year poverty thresholds (1982) by the monthly inflation factor based on the 12 monthly CPIs and the base-year CPI.

Information from the US Census website:

<http://www.census.gov/hhes/www/poverty/poverty-cal-in-acr.pdf>



source: 2000 US Census; 2006-2010 & 2008-2012 American Community Survey

Figure 12: Poverty

3. Educational Attainment

The percentage of individuals with an associate's degree, bachelor's degree, and graduate/professional degree all increased in Orleans between 2000 and 2010. However, the percentage of high school graduates decreased. (The American Community Survey (ACS) averages a sampling of data over a 5-year period. Therefore, the actual 2010 percentages may be slightly higher or lower than the 2008-2012 ACS estimate.)

Although the percentage of Orleans residents with a degree in each category is lower than the county and state's average may be of concern, the fact that the college degree categories increased in Orleans between 2000 and 2010 is positive. In comparison, the percentage of individuals with a high school degree in Orleans (73%) is higher than neighboring Mitchell (72%) and nearby French Lick (63%), but much lower than neighboring Paoli (84%). Orleans fares even better when it comes to the percentage of individuals with a bachelor's degree or higher. In Orleans, 13% of individuals have at least a bachelor's degree. The percentage of individuals with at least a bachelor's degree is 9% in Paoli and 8% in both Mitchell and French Lick. As mentioned in the poverty section on the previous page, it is very important to ensure work training opportunities for all individuals so that residents are able to fill available jobs in the town. A search on Indiana Career Connect shows openings in sales, manufacturing, truck driving, nursing, and teaching in Orleans.

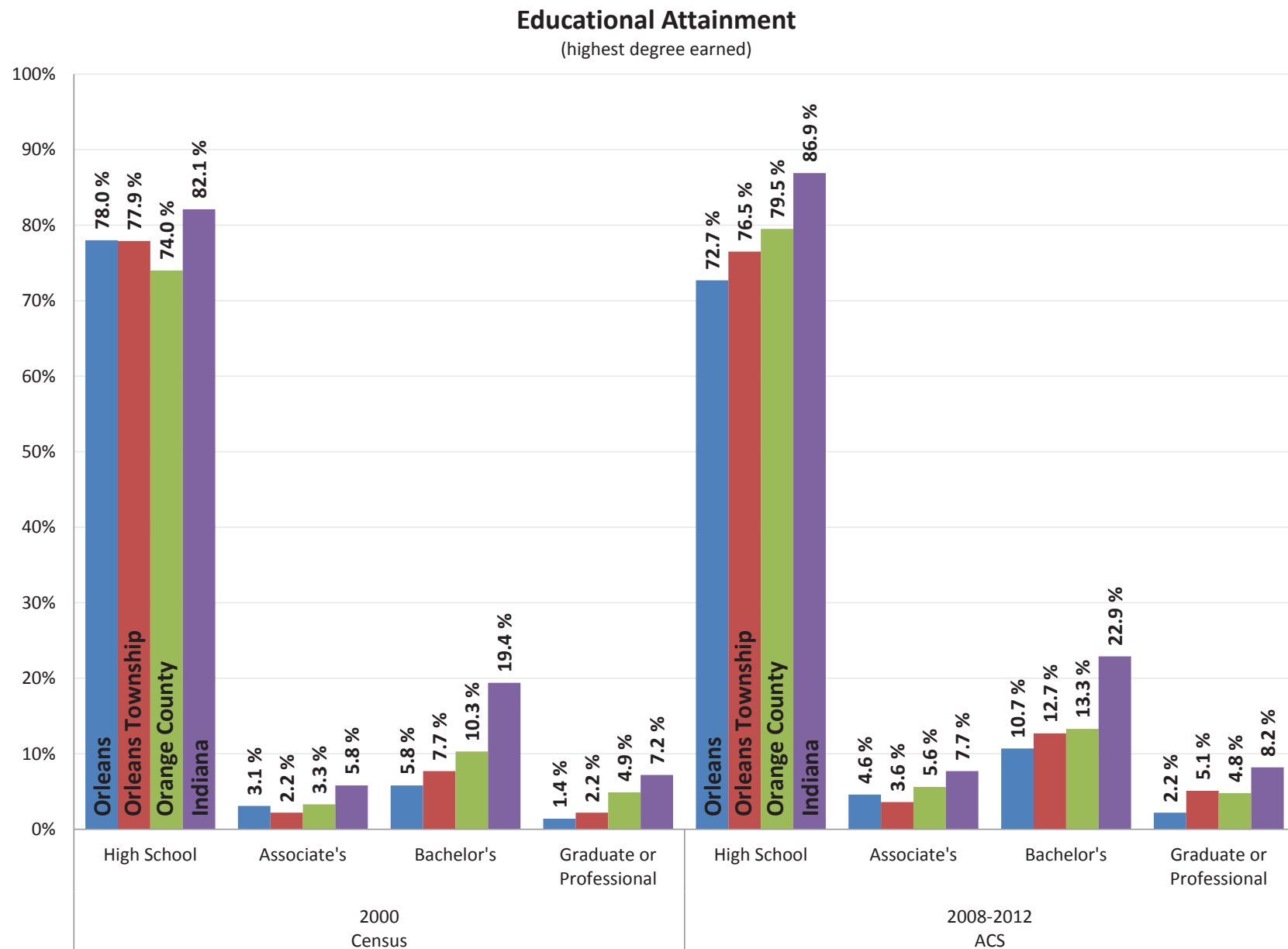


Orleans Community Schools

The Orleans Community School Corporation includes the Orleans Elementary School and Orleans Junior/Senior High School. Both schools are located within the town limits of Orleans. During the 2013-2014 school year, the corporation had a total of 857 students. Below is a list of each school and their enrollment.

- **Orleans Elementary School (Pre-K through 6th Grade)**
Total Enrollment: 458 students
- **Orleans Junior/Senior High School (9th through 12th Grade)**
Enrollment: 399 students
 - 7th and 8th grade: 132
 - 9th through 12th grade: 267

*Information from the Indiana Department of Education website:
<http://compass.doe.in.gov>*



source: 2000 US Census; 2008-2012 American Community Survey

Figure 13: Educational Attainment

4. Post-Secondary Education

There are several technical schools and universities near Orleans that provide a variety of post-secondary opportunities. The closest opportunity is at the Stonegate Arts and Education Center in Bedford, approximately 25 minutes north of Orleans. The building at 405 I Street was owned by Oakland City University who offered classes out of the building. The University donated the building to the City of Bedford in July 2014 and the building was renamed the Stonegate Arts and Education Center. Now Oakland City, Ivy Tech, and other educational institutions offer classes out of this building. Another building at 15th and J Street in Bedford is being redeveloped into the Stonegate Arts, Education, and Cultural Center. Upon its completion, additional classes will be offered out of this building.

The map to the right shows other regional colleges in Southern Indiana close to Orleans. Indiana University and Ivy Tech - Bloomington are approximately 50 minutes north of Orleans. The other universities in the region are between one hour and one and a half hours from Orleans.

Below is a list of all of the regional schools and their location.

- Bedford
 - Stonegate Arts and Education Center (~25 minutes)
(Oakland City University and Ivy Tech)
- Bloomington
 - Indiana University (~50 minutes)
 - Ivy Tech - Bloomington (~50 minutes)
- Jasper
 - Vincennes University Jasper Center (~1 hour)
- New Albany
 - Indiana University Southeast (~1 hour)
- Sellersburg
 - Ivy Tech - Sellersburg (~1 hour)
- Hanover
 - Hanover College (~1 hour & 15 minutes)
- Madison
 - Ivy Tech - Madison (~1 hour & 20 minutes)
- Vincennes
 - Vincennes University (~1 hour & 25 minutes)
- Oakland City
 - Oakland City University (~1 hour & 25 minutes)
- Columbus
 - Indiana University Purdue University at Columbus (~1 hr & 40 min)
 - Ivy Tech - Columbus (~1 hour & 40 minutes)



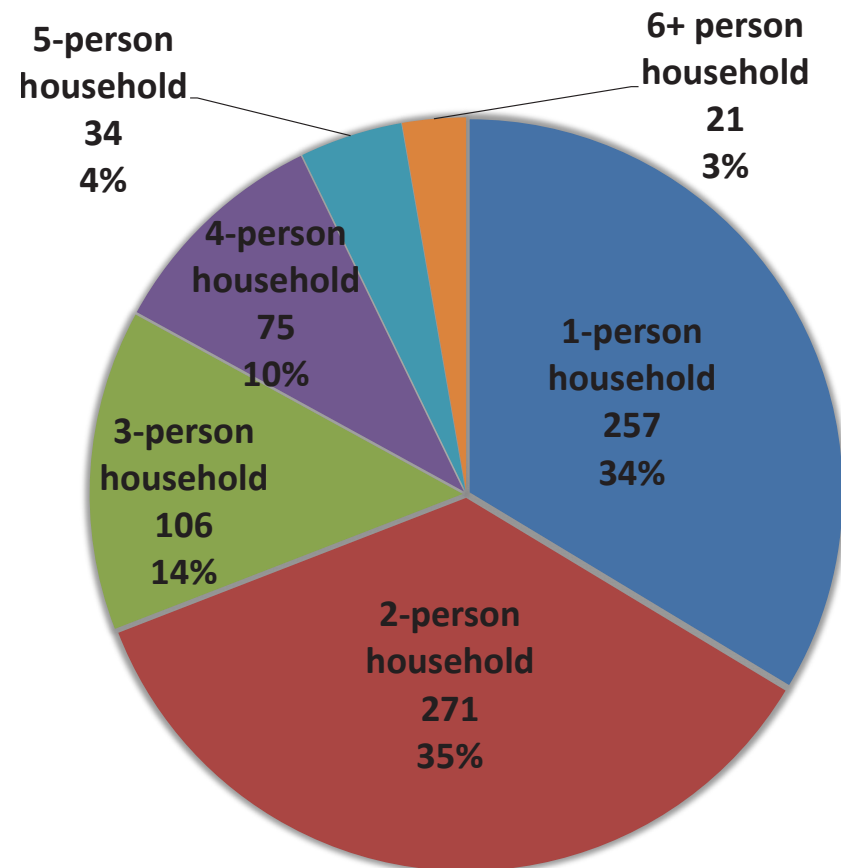
Figure 14: Regional Colleges and Universities

D. HOUSING

1. Household Size

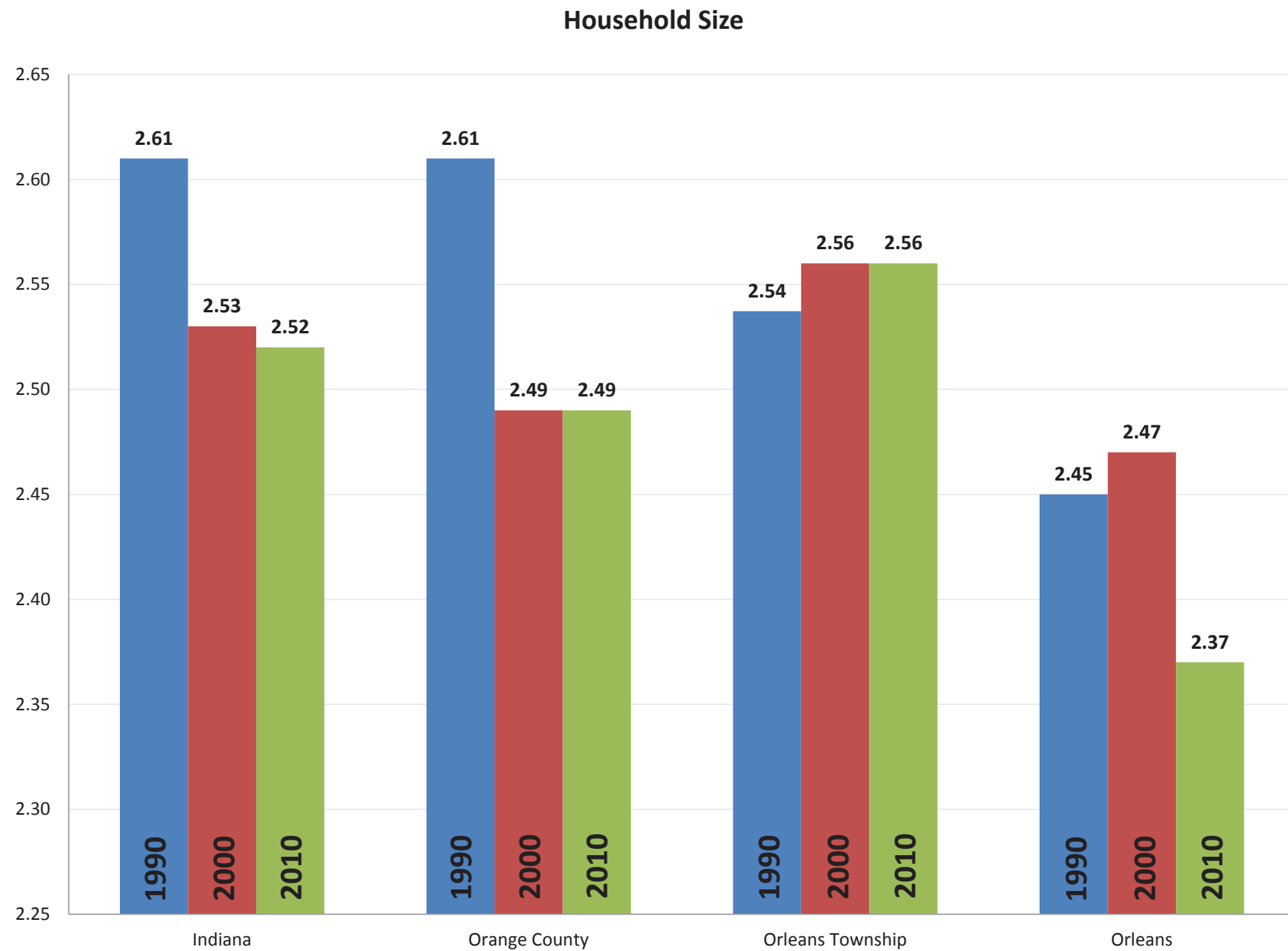
Household size has been decreasing across the United States over the past several decades. This is a result of an increase in the number of empty nesters, younger people waiting longer to get married, and families having fewer children than they did in the past. As household size decreases, more housing is needed for the same population. However, the change in household size seemed to have reached a limit between 2000 and 2010. The household size for Indiana decreased only slightly between 2000 and 2010 from 2.53 in 2000 to 2.52 in 2010. In Orange County and Orleans Township it stayed the same at 2.49 for the county and 2.56 for Orleans Township. In Orleans, the household size continued to decrease between 2000 and 2010, down to 2.37 people per household in 2010 from 2.47 in 2000. A further decrease in household size should not be expected.

Figure 15 provides more detail into the household size of Orleans. More than two-thirds of the homes in Orleans have just one or two people. Earlier, in the Age and Gender section, it was noted that nearly one-third of households have children under the age of 18. This relates to the slightly more than two-thirds of households without children, and therefore, only one or two people. Also mentioned previously, 25% of the population is over the age of 60 and nearly two-thirds of this age group are female. Another 22% of the population is between the ages of 20 and 39. People in these two groups may be living alone, empty nesters, or married without children, explaining the number of one- and two-person households. Future housing developments in Orleans should take into consideration the desire for some people in these two groups to live in apartments, condos, or small homes on small lots that have little or no maintenance.



source: 2008-2012 American Community Survey

Figure 15: People per Household



source: 1990, 2000 & 2010 US Census

Figure 16: Household Size

2. Vacancy Rate

Vacancy rate is an indicator of the strength of the housing market in a particular area. The economic downturn affected the vacancy rate in all of Indiana. While the percentage of vacant housing units in Orleans did increase, it is still less than the state average and the county as a whole.

Orleans has pockets of older and dilapidated housing. The Town should look into cleaning up these properties and/or purchasing the houses for demolition. A lien could be placed on properties that are delinquent on their taxes. If the owner does not come forward within the specified time period, the Town could take over the property. These abandoned properties could be made available for new construction if they are cleaned up and the houses are removed. This clean up would also increase the value of other homes nearby.





Figure 17: Residential Vacancy Rate

3. Median Housing Value

The median value of housing in Orleans is lower than the average for the entire State. The Cost of Living data for Orleans also shows that the cost of housing ranks lower than the State average (50 in Orleans, compared to 68 for the State). However, this does not necessarily mean that housing is more affordable for Orleans residents. The median housing value in relation to household income is considered affordable if the ratio is 3.0 or less.

In Indiana, the median housing value of \$123,400 and the median household income of \$45,943 equates to a housing to income ratio of 2.69. In Orleans, the median housing value of \$84,100 and the median household income of \$30,867 equates to a housing to income ratio of 2.72. Therefore, housing in Orleans is slightly less affordable to the average resident than the State average.

Two thoughts should be taken into consideration based on this data. First, as mentioned previously, it is very important to attempt to attract higher paying jobs to the town and provide work training to individuals. Second, more housing options should be considered. Homeownership of single-family homes may not be ideal for everyone. More apartments and smaller homes on smaller lots may be more attractive for some families, especially younger people and seniors.

Also mentioned previously was the need for more amenities and events that will attract people to Orleans. Whether attracting jobs or attracting people to move into the town, it is important to try to attract both within the town boundary. Job growth and household growth within the town will make a positive impact on property tax income for the town, which in turn will help the town provide more amenities for its residents. However, working with regional organizations to help attract larger businesses to the greater region would also benefit Orleans, if the town can attract those people to live in Orleans.



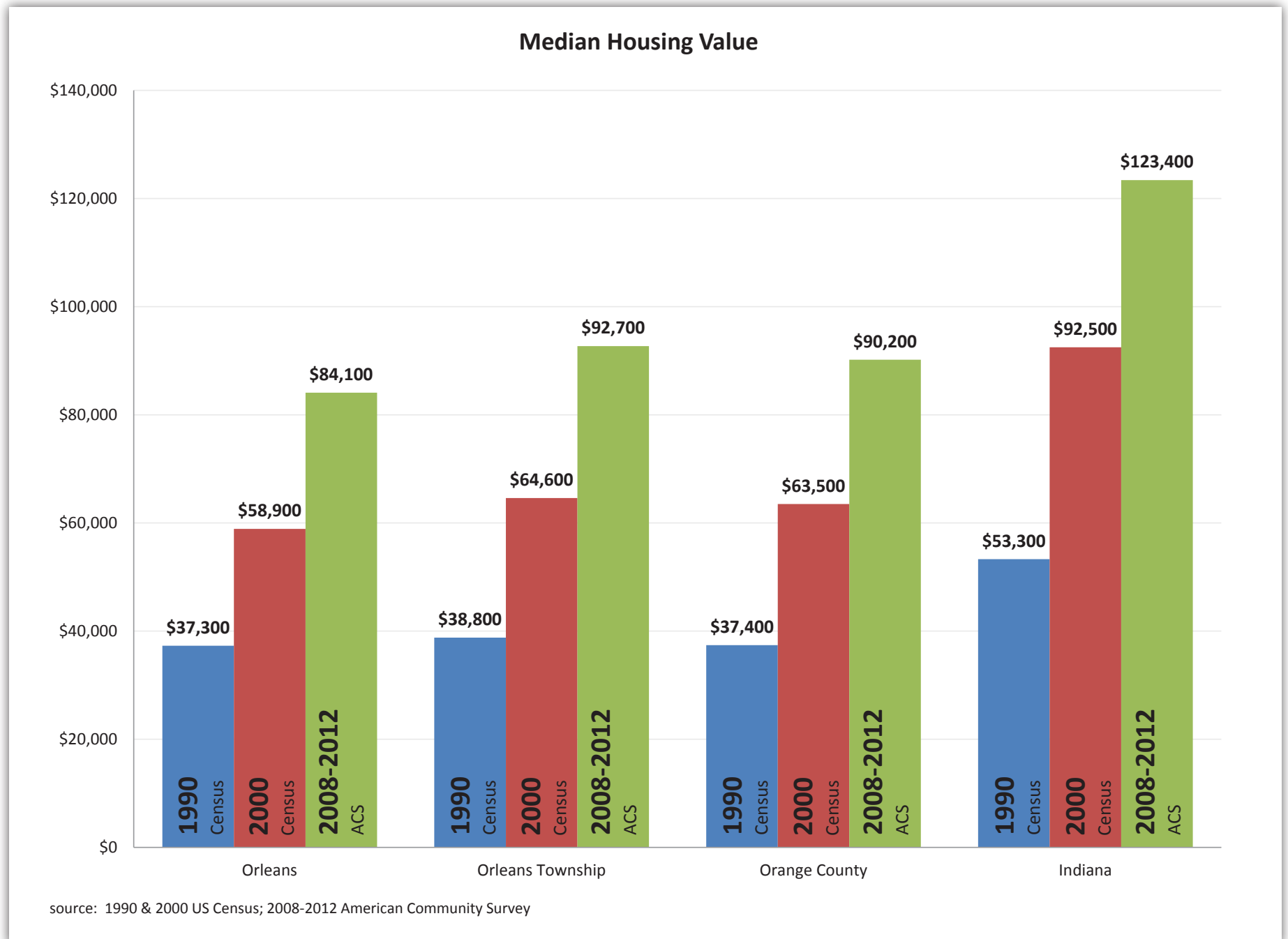


Figure 18: Median Housing Value

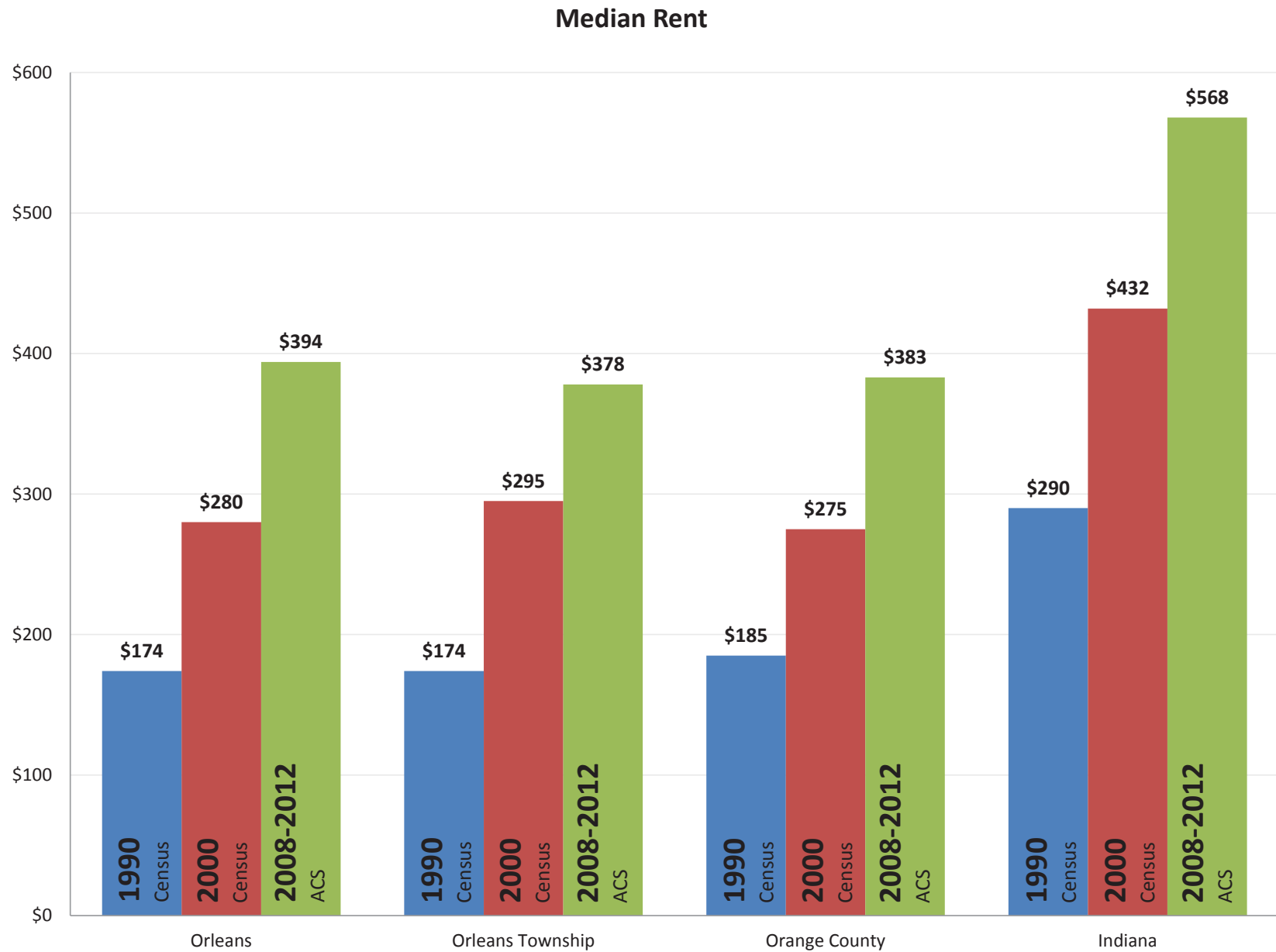
4. Median Rent

Similar to median housing value, the affordability of rental housing depends on the median household income. By comparing the median rent over a 12 month period to the median household income, Orleans renters on average pay approximately 15% of their income on rent. This same calculation for the average renter in the State is also 15%. Therefore, the affordability of rent in Orleans is the same as the Indiana average.

Attracting higher paying jobs to increase household incomes or adding lower rent apartments will help make rental housing even more affordable to Orleans residents. More multi-unit apartment complexes should be considered to provide more choice for those looking to rent.

The Lost River Place Apartments, built and managed by Hoosier Uplands, added some affordable housing units in Orleans between 2007 and 2011. Units are available with one, two, three, four, or five bedrooms. There are income limits for individuals and families wishing to rent within the complex, making them more affordable than market rate rentals in Orleans. Occupancy at the complex should be monitored over time to determine if additional income-based housing is needed. If the units become full and/or a waiting list for units begins, a market study could be conducted if or how many additional units would be needed.





source: 1990 & 2000 US Census; 2008-2012 American Community Survey

Figure 19: Median Rent

E. JOBS AND EMPLOYMENT

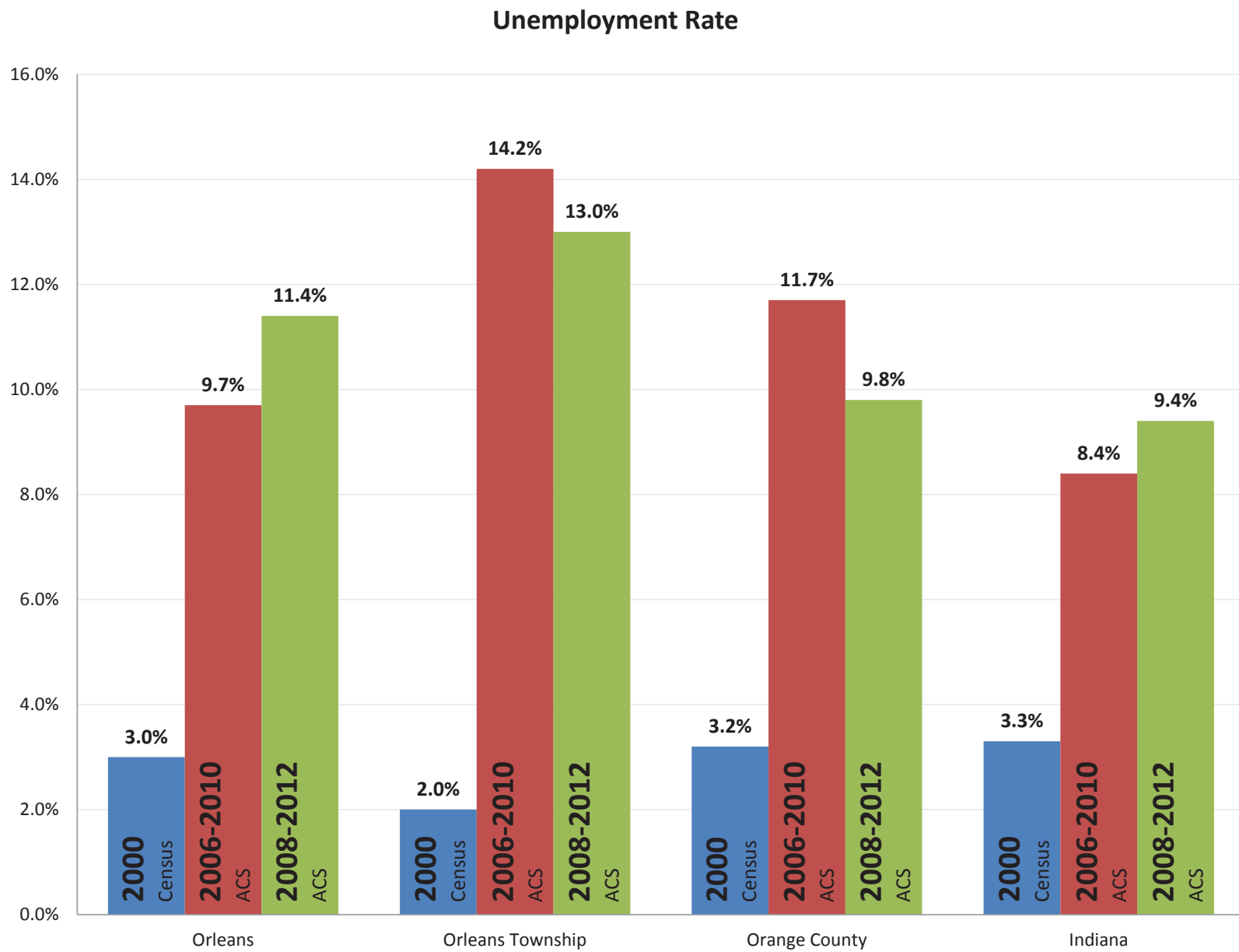
1. Unemployment Rate

The economic downturn affected all of Indiana. The unemployment rate in Indiana was almost three times higher in the most recent American Community Survey (ACS) than it was in 2000. It was also almost four times higher in Orleans over this same time period.

Data from the 2006-2010 ACS and the 2008-2012 ACS shows that the unemployment rate in Orleans has increased recently while it has decreased in Orleans Township and Orange County. More current data from the Bureau of Labor Statistics shows that the unemployment rate for Indiana and Orange County has decreased from the 2008-2012 ACS data. Annualized data for 2013 shows that the unemployment rate for Indiana has dropped to 7.5% and decreased to 8.2% for Orange County. It is important for Orleans to continue to attract new businesses of all types to improve upon the town's unemployment rate. The town should also continue to work with the Orange County Economic Development Partnership, Orange County Community Foundation, Radius Indiana, the Radius Indiana Small Business Development Center, and any other regional business and economic development organizations who can help them attract new businesses.

The Town could also potentially use casino revenues to help fund programs and attract new businesses. The Town is fortunate to receive casino revenues from the casino in French Lick. They decided early to use this funding only for new projects, and not for general operations and expenses. If there are any legislative changes to the allocation of casino funds, Orleans will only lose funding for potential projects, not general operations.





source: 2000 US Census; 2006-2010 & 2008-2012 American Community Survey

Figure 20: Unemployment Rate

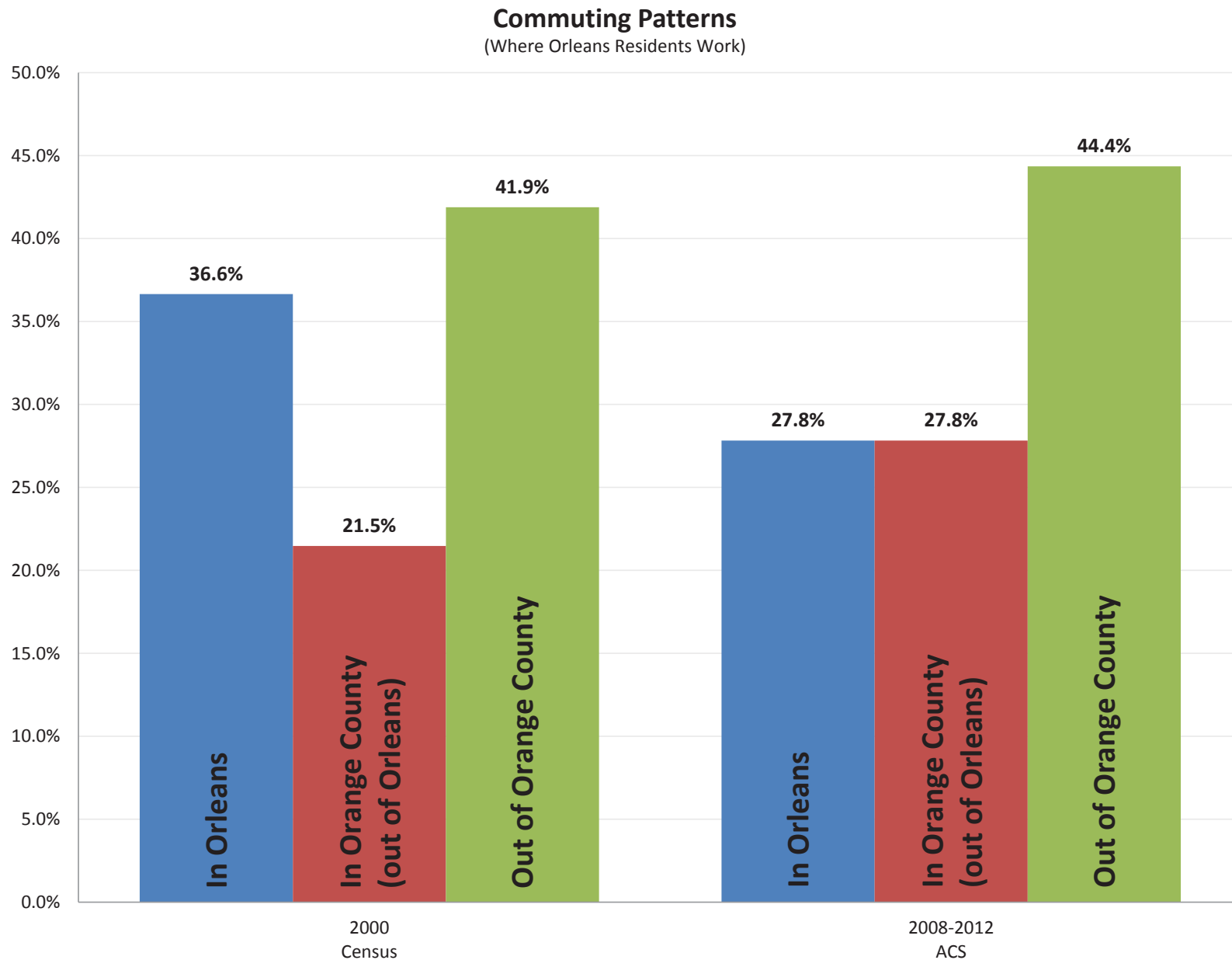
2. Commuting

In comparison to neighboring communities, Orleans has a high percentage of its working residents that commute out of the town. Orleans has almost 28% of its residents working in the town, almost 28% out of town but in Orange County, and more than 44% working outside of Orange County. Nearby Mitchell has 32% of its working residents staying in the city, 33% staying in Lawrence County, and 35% commuting out of the county. Paoli and French Lick fare much better than Orleans and Mitchell. 50% of Paoli residents and almost 53% of French Lick residents stay in those two communities for their jobs. 28% of Paoli residents and 25% of French Lick residents stay in Orange County for work. Only 22% of the working residents in those two communities commute outside of Orange County.

In 2000, nearly as many people worked in Orleans as commuted out of the county. However, since the 2000 Census, fewer people are working in Orleans and more are working outside of Orleans, either in Orange County or outside of the county. The average travel time to work in 2000 was 20.8 minutes. The 2008-2012 ACS data shows that the travel time is now 25.8 minutes.

The first paragraph above mentions that more residents of neighboring Mitchell, Paoli, and French Lick stay within those communities for work when compared to Orleans. This is also reflected in the shorter travel times for these other communities. As stated above, the average travel time for Orleans based on the 2008-2012 ACS data is 25.8 minutes. The average travel time for Mitchell is 24.9 minutes; for Paoli it is 20.8 minutes; and for French Lick it is 19.0 minutes.





source: 2000 US Census; 2008-2012 American Community Survey

Figure 21: Commuting Patterns

CHAPTER 3: EXISTING CONDITIONS



A. HISTORIC STRUCTURES

The Historic Landmarks Foundation of Indiana publishes Historic Sites and Structures Inventories for every county in Indiana with assistance from the Indiana Department of Natural Resources, historical consultants, and local individuals and organizations with interest in the County's history. The Orange County Interim Report was completed in 2006. The Report noted more than 150 structures with historic significance in the Town of Orleans. See Table 1 for a list of the number of outstanding, notable, and contributing historic structures in and around Orleans. See the box on the right for a description of these categories.

Significant historic structures and historic districts are also recognized by the National Park Service and listed on the National Register of Historic Places. In Orleans, the Orleans Historic District, which includes the downtown area and surrounding blocks, and the Jenkins Place Historic District, which includes the Roscoe and Lucy Jenkins House and the Ralph and Margaret Jenkins House, are both listed on the National Register of Historic Places.

The location of historic structures should be taken into consideration when new development is discussed. All efforts should be made to make sure that historic structures are properly maintained and saved. Reusing and refurbishing these structures should be recommended over demolition.



The Orleans Historic District and Jenkins Place Historic District are both listed on the National Register of Historic Places.

The *Indiana Historic Sites and Structures Inventory: Orange County - Interim Report* places historic properties into five designation categories:

1. Outstanding (O) – recommended as a potential nomination for the National Register of Historic Places.
2. Notable (N) – recommended as a potential nomination for the Indiana Register of Historic Sites and Structures (lacks national significance).
3. Contributing (C) – contributes to the density, continuity and/or uniqueness for the whole county or historic district, but the present condition does not appear to meet National or State designation criteria. These properties may be considered for a county or local historic register program.
4. Reference (R) – sites in historic districts that are considered later or badly altered pre-1940 structures. These properties do not meet Inventory criteria.
5. Non-Contributing (NC) – sites in historic districts that create a negative impact.

	Outstanding	Notable	Contributing
Orleans Historic District	6	17	73
Jenkins Place Historic District	0	2	0
Orleans Scattered Sites	3	9	51
Orleans Township Scatter Sites	2	9	48

Table 1: Historic Structures

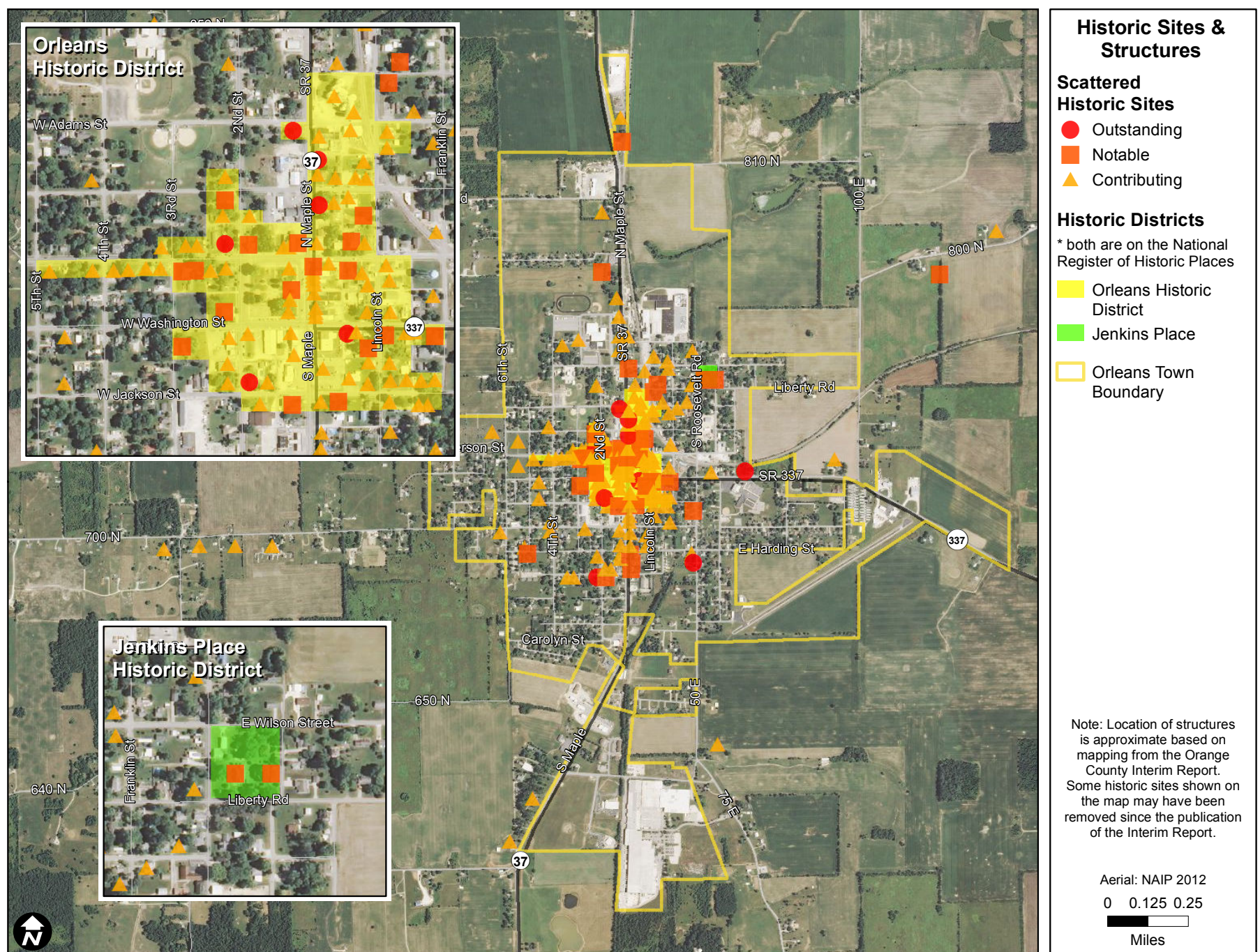


Figure 22: Orleans Historic District and Structures

B. DEVELOPMENT CONSTRAINTS

Development constraints are natural or man-made features in a community that can hinder development in one way or another. These constraints include, but are not limited to:

- Elevation/steep slopes,
- State and Federally owned lands,
- Town and County parks,
- Creeks/streams,
- Wetlands, and
- Floodplains.

All development constraints in the Planning Area are shown in Figure 23. Each constraint is further detailed in subsequent sections.



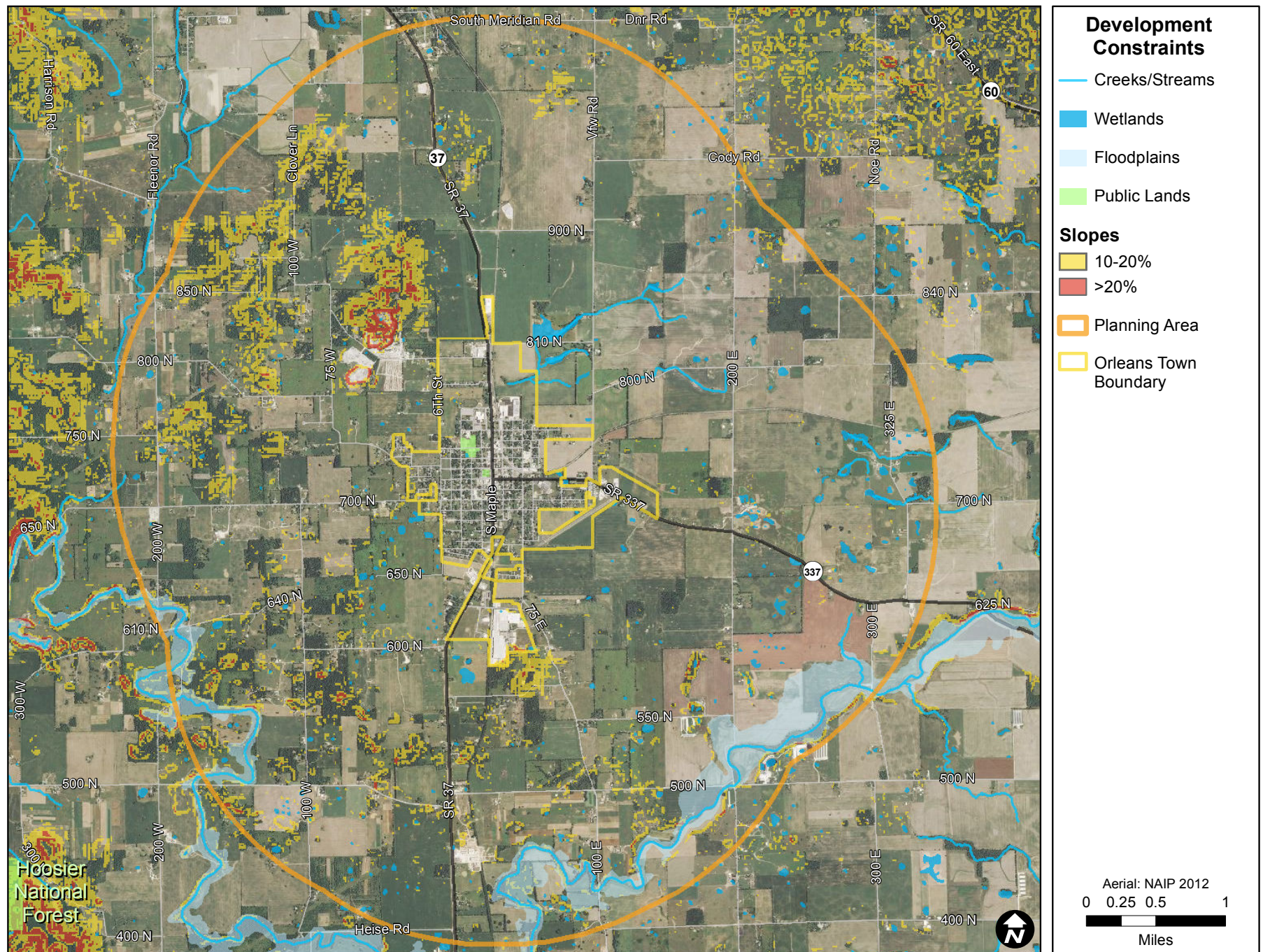


Figure 23: Development Constraints

1. Elevation

The elevation of a parcel of land can either hinder its development or increase its value. Low lying areas may be subject to flooding. Highly elevated areas could create scenic views, but could cause difficulty in developing the land. The most ideal areas for development are those on high and flat ground. Figure 24 shows the elevation of land in and around Orleans. The flattest areas are within the town limits of Orleans. The low-lying areas in the western sections of the town can be seen in dark green. These areas are prone to flooding. Karst features, including sinkholes and other depressions can be seen on the map all around the town. These areas require caution when developing.



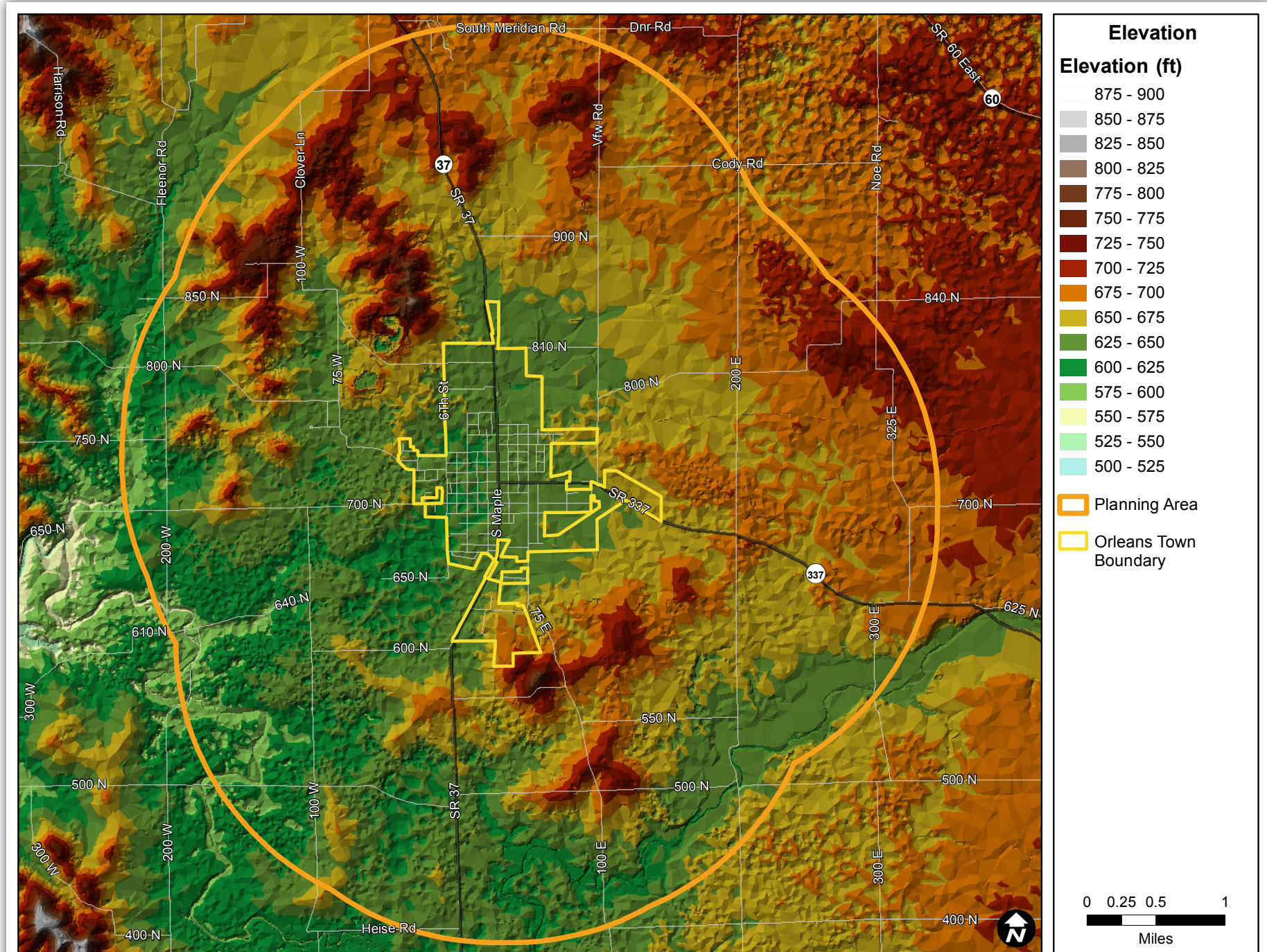
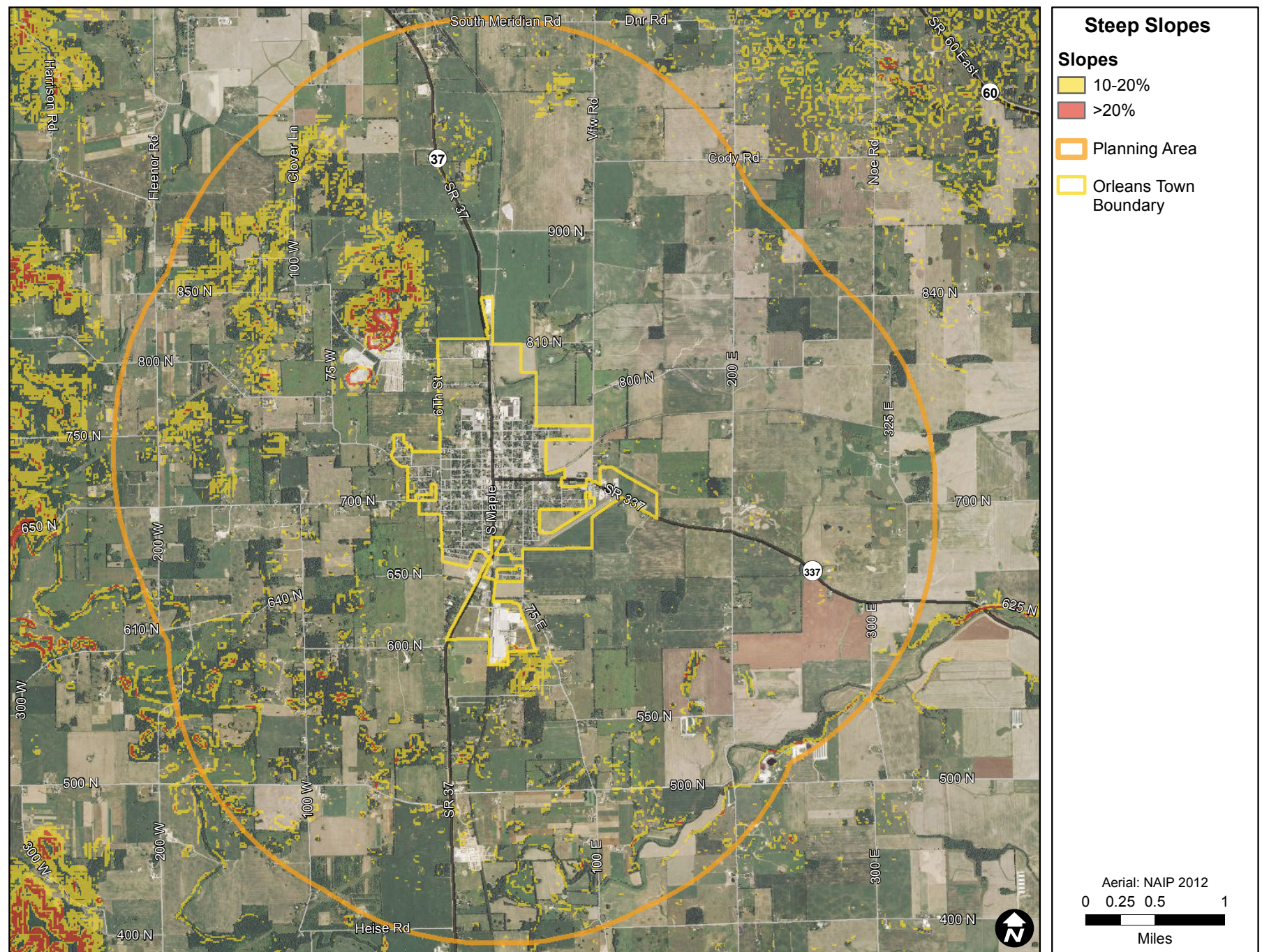


Figure 24: Elevation

2. Steep Slopes

Extreme differences in elevation from one area to the next can cause extremely steep slopes. These steep slopes can hinder development by making it undevelopable or expensive to prepare for development. The elevation map showed that land within the town limits was fairly flat. The steep slopes map confirms that the flattest areas are within the town limits and to the east of the town. Very steep slopes are shown primarily to the west, north, and south of Orleans. This land is not impossible to develop, but certain measures would be needed in order to develop the land. Extreme caution and care is needed when developing areas near sinkholes and other karst features.





3. Public Lands

Public land includes parks and recreational areas owned by the Town of Orleans, State of Indiana, or Federal Government. Just outside of the two-mile Planning Area are thousands of acres of publicly owned lands.

The Indiana Department of Natural Resources owns and manages Spring Mill State Park. The park is a little more than 1,300 acres located just east of Mitchell. It includes a Pioneer Village interpretive center, a Nature Center, a Grissom Memorial, and Twin Caves Boat Tour. The park also provides opportunities for camping, hiking, and biking with nearly nine miles of trails. The park also include an inn for lodging and dining. More information about Spring Mill State Park can be found on the Department of Natural Resources website at www.in.gov/dnr.

Approximately four and a half miles to the southwest of Orleans is Wesley Chapel Gulf, which is part of the Hoosier National Forest. The property is 187 acres and includes impressive geological features, including a view of the Lost River on its subterranean path. Other karst features are present throughout the area, including swallow holes, sinkholes, and caves. More information about the gulf can be found on the U.S. Forest Service website at www.fs.usda.gov/detail/hoosier.

There are more than 40,000 acres of the Hoosier National Forest located within 20 miles of Orleans. More than 500 acres are located right around Wesley Chapel Gulf. This is part of the more than 200,000 acres of Hoosier National Forest in South Central Indiana. More information about the Hoosier National Forest can be found on the U.S. Forest Service website at www.fs.usda.gov/detail/hoosier.

The Orangeville Rise of the Lost River Nature Preserve is located approximately five and a half miles southwest of Orleans. The property is owned and managed by The Nature Conservancy and Indiana Karst Conservancy. It includes approximately three acres and it is one of the few places, along with Wesley Chapel Gulf, where the Lost River can be seen. More information can be found on the Nature Conservancy website at www.nature.org.

Within the town limits of Orleans is Congress Square located downtown. The park is nearly two acres with shelter houses, playground equipment, a gazebo, and basketball court. West of downtown, near Orleans Junior/Senior High School, are four baseball fields covering nine acres. More information about Congress Square and the baseball fields can be found later in the Parks and Recreation section on page 48.



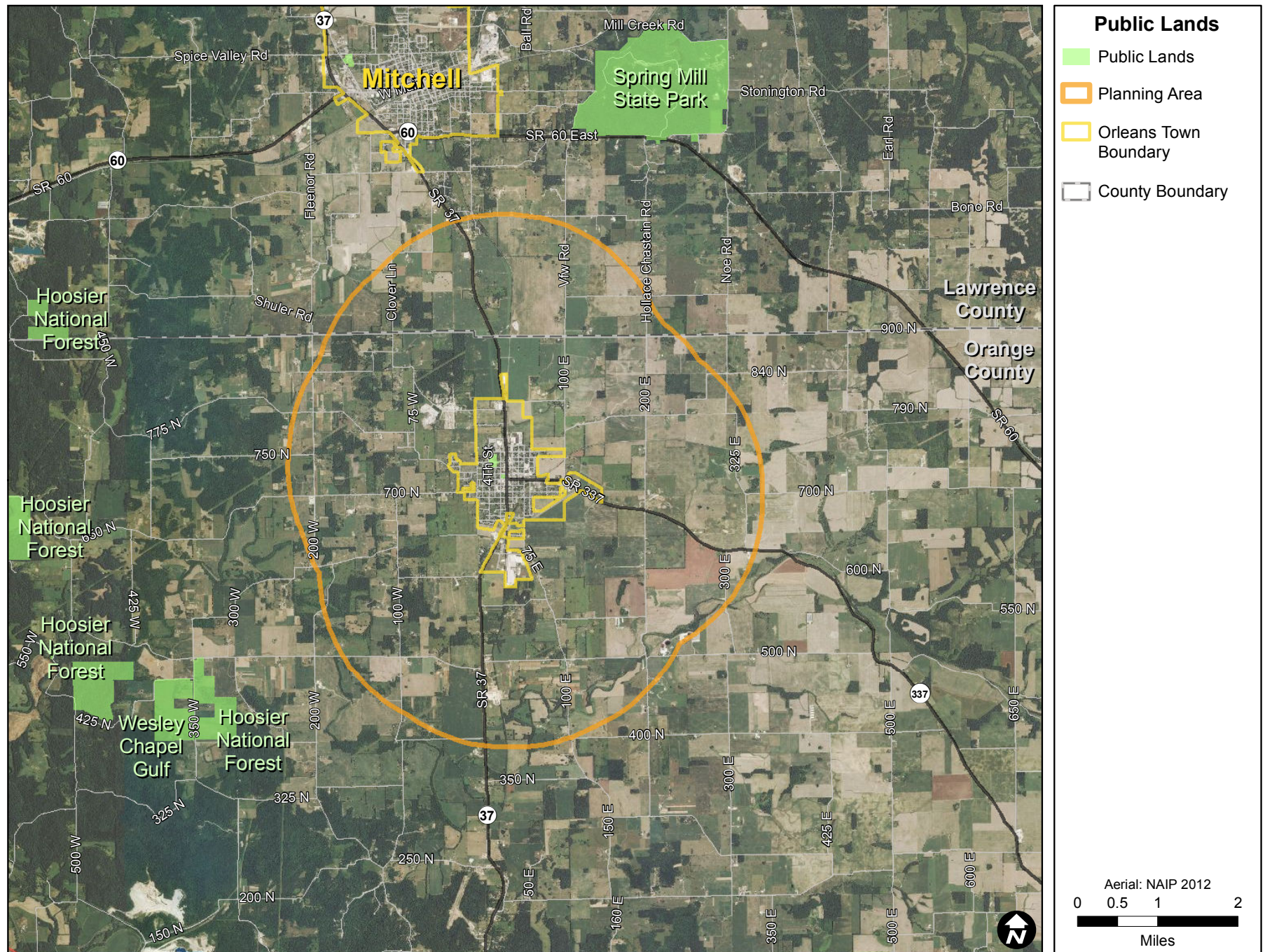


Figure 26: Public Lands

4. Water Features

Wetlands and floodplains can greatly affect the ability to develop in particular areas. Figure 27 shows the location of creeks, streams, wetlands, and floodplains within the Planning Area.

The Lost River is the largest creek in the Planning Area. However, the majority of the Lost River in this area is underground and only a dry creek bed is visible on the surface. During heavy rains the creek bed will have some water. Mount Horeb Drain is located just outside of the Planning Area to the northwest of Orleans. All other creeks and streams in the area are minor drains.

There is a small area of floodplain around the Lost River. This area can flood during heaving rains. Although not identified as a floodplain, there are areas within the town limits of Orleans that do occasionally flood. These areas are primarily west and northwest of downtown. The elevation map on page 39 shows the low lying areas on the west and northwest areas of town that are most susceptible to flooding. There are also small ponds and wetlands located throughout the planning area that may occasionally be filled with water, including the reservoir northeast of town.

Besides the occasional flooding issues, water features have little impact on development in and around Orleans. The Town should continue to monitor flooding issues within the town and remove structures affected by flooding. Ensure that no additional homes or businesses are built in the areas most prone to flooding.



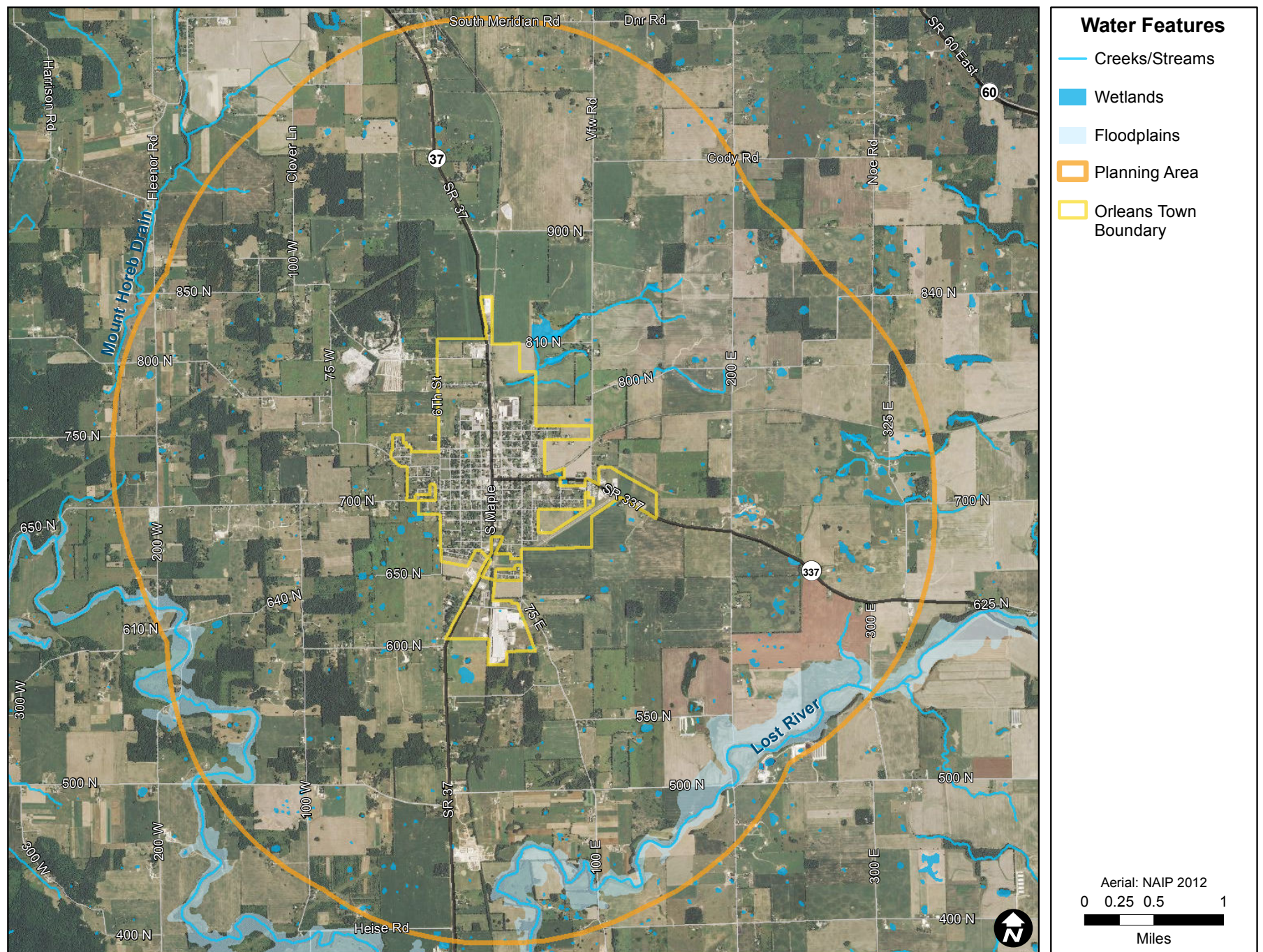


Figure 27: Water Features

C. TRANSPORTATION

1. Roadways

Roadways are classified according to the function they perform, either to serve property or carry through-traffic. Below is a list of the functionally classified roads in the Orleans Planning Area. To the right is an explanation of each classification.

i. Interstates, Freeways, Expressways

Orleans is approximately 50 miles from I-69 to the west and I-65 to the east. SR 37, from just north of Mitchell to just north of Bedford, is the closest Freeway/Expressway.

j. Principal Arterials

SR 37 is a Principal Arterial throughout the Planning Area.

k. Minor Arterials

There are no Minor Arterials in the Planning Area. SR 60 to the northeast and SR 56 to the south are both Minor Arterials.

l. Collector Streets

Vincennes Street/CR 700 N is a Major Collector west of Orleans and Washington Street/SR 337 is a Major Collector east of town. Liberty Road/CR 100 E/CR 800 N is a Minor Collector east of Orleans. CR 500 N, both east and west of SR 37, south of Orleans is also a Minor Collector.

m. Local Streets

All other roads not classified in these categories are local streets.

2. Trails/Walkways

There are no walking or hiking trails within the Planning Area. The closest are at Spring Mill State Park and Wesley Chapel Gulf.

There are no walking or biking trails within the Town of Orleans. However, there are sidewalks throughout many neighborhoods in the Town, including newer sidewalks along Maple Street. Sidewalks in some areas or town are in need of repair. The Town should consider working with property owners to help rehabilitate sidewalks in areas with the greatest need.

Functional Classification of Roadways

Interstates, Freeways, and Expressways are the highest category of arterial streets and serve the major portion of through-traffic. They carry the longest trips at the highest speeds, and are designed to carry the highest volumes. Interstates are fully-controlled access facilities that are grade-separated with other roads. Freeways are non-interstate, fully-controlled access facilities that are grade-separated from all other roads. Expressways are partially-controlled access facilities that may have occasional at-grade intersections.

Principal Arterials are the highest category of arterial streets without grade separation. This functional class complements the freeway/expressway system in serving through-traffic. Although Principal Arterials may lack access control, some level of access control is highly desirable such as the minimum spacing of intersections with public roads and the control of driveway entrances. For Principal Arterials, maintaining traffic carrying capacity for through-traffic is more important than providing access to abutting property.

Minor Arterials, the lowest category of arterial streets, serve trips of moderate length and offer a lower level of mobility than Principal Arterials. This class augments the Major Arterials by distributing traffic to smaller geographic areas and linking cities and towns to form an integrated network providing interstate highway and inter-county service. Minor Arterials provide urban connections to rural collectors.

Collector Streets serve as the link between local streets and the arterial system. These streets provide both access and traffic circulation within residential, commercial, and industrial areas. Moderate to low traffic volumes are characteristic of these streets. In rural areas, the Major Collectors provide service to county seats, larger towns (2,500 or more persons), and other major traffic generators that are not served by arterials. These roads serve the most important intra-county corridors. Minor Collectors link local roads in rural areas and serve the smallest rural communities (fewer than 2,500 persons).

Local Streets are all streets not designated as collectors or arterials. Primarily serving abutting properties, local streets provide the lowest level of mobility and, therefore, exhibit the lowest traffic volumes. Through-traffic on local streets is deliberately discouraged. This class of street is not part of any town or county thoroughfare network, and is not eligible for federal aid with the exception of bridges and bikeway/walkway facilities.

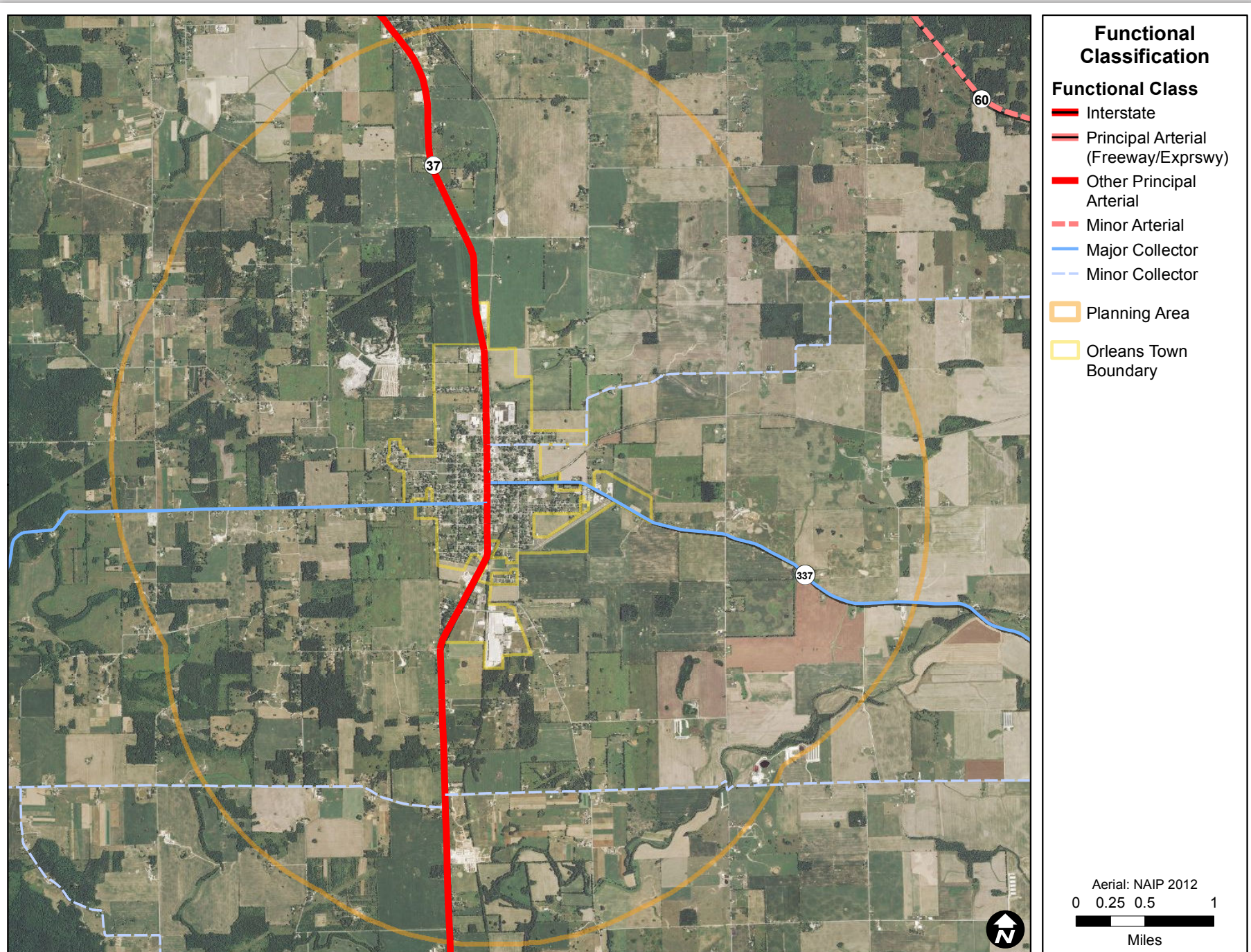


Figure 28: Roadway Functional Classification

D. UTILITIES

1. Drinking Water

Drinking water for Orleans residents is provided by the Town of Orleans. The Town purchases water from the Patoka Lake Regional Water District and the City of Mitchell for resale to residents. The industrial area south of Orleans, including Paoli Inc. and White Castle, also receives its water supply from the Patoka Lake Regional Water District.

Water rates and charges are included in the Public Utilities section of the Town of Orleans Municipal Code. These rates are listed below.

1. Metered Rates per Month

<u>Monthly Usage</u>	<u>Rate per 1,000 Gallons</u>
• First 3,000 Gallons	\$8.63
• Over 3,000 Gallons	\$7.10

2. Monthly Service Charges

<u>Meter Size</u>	<u>Per Month</u>
• 5/8 inch meter	\$4.09
• 3/4 inch meter	\$4.50
• 1 inch meter	\$5.72
• 1 1/2 inch meter	\$7.36
• 2 inch meter	\$11.87
• 3 inch meter	\$44.25
• 4 inch meter	\$57.24
• 6 inch meter	\$85.84

2. Sanitary Sewer

Sewer service for Orleans residents is provided by the Town of Orleans. The sewer treatment plant is located on the south end of the town, along SR 37. The plant is capable of treating 220,000 gallons per day and meets permit requirements. The town has approximately 64,000 lineal feet of sewer lines, one main lift station, two sub-lift stations, and a lift station for the industrial park.

The plant is a 0.22 MGD Class II oxidation ditch type wastewater treatment plant containing a bar screen, primary settling tank, sludge thickener, bio-roughing tank, oxidation ditch, two final clarifiers, ultra-violet (uv) light disinfection, post aeration ditches, and a parchall flume flow metering device.

Sewer rates and charges are included in the Public Utilities section of the Town of Orleans Municipal Code. A permit and inspection fees of \$25 for residential or commercial buildings and \$50 for industrial buildings is required for all new sewer connections. The monthly rates are listed below. These rates are based on water usage of each property.

1. Treatment Rate per 1,000 gallons of usage per month

	<u>Rate per 1,000 Gallons</u>
• All users	\$9.84

2. Base Rate per month (in addition to Treatment Rate)

<u>Meter Size</u>	<u>Per Month</u>
• 5/8-3/4 inch	\$12.24
• 1 inch	\$24.01
• 1 1/2 inch	\$49.86
• 2 inch	\$82.65
• 3 inch	\$184.27
• 4 inch	\$319.61
• 6 inch	\$716.18

3. Electric

Electric service is provided to all residents of the Town of Orleans by Duke Energy. Service for those outside of the corporate limits of the Town is provided by Orange County REMC.

4. Natural Gas

Natural Gas is provided to all residents within and outside of the corporate limits of the Town of Orleans by the Indiana Natural Gas Corporation.

5. Garbage Collection

Wolfe Contracting provides residential trash collection for the Town of Orleans. The Town also has a Community Cleanup Program that provides locations for disposal of materials not included in regular trash collection. This program designates one or more weeks each year for this program. Residents of the Town of Orleans may take their trash to the locations identified by the Town Council. Commercial or construction debris and hazardous waste is not permitted as part of this program.

6. Broadband

Broadband service is provided by several providers in the area. Based on the website www.indianabroadbandmap.com created by the Indiana Office of Technology, the following companies provide broadband service to residents of Orleans.

- Provider: AT&T Mobility LLC
 - Technology: Terrestrial Mobile Wireless
 - Download Speed: 1.5 - 3 mbps
 - Upload Speed: 768 kbs - 1.5 mbs
 - Technology: Terrestrial Mobile Wireless
 - Download Speed: 3 - 6 mbps
 - Upload Speed: 1.5 - 3 mbs
- Provider: Blueriver Networking Services
 - Technology: Terrestrial Fixed Wireless - Unlicensed
 - Download Speed: 768 kbps - 1.5 mbps
 - Upload Speed: 200 - 768 kbps
 - Technology: Terrestrial Fixed Wireless - Unlicensed
 - Download Speed: 10 - 25 mbps
 - Upload Speed: 768 kbps - 1.5 mbps
- Provider: Verizon Wireless
 - Technology: Terrestrial Mobile Wireless
 - Download Speed: 768 kbps - 1.5 mbps
 - Upload Speed: 200 - 768 kbps
 - Technology: Terrestrial Mobile Wireless
 - Download Speed: 10 - 25 mbps
 - Upload Speed: 3 - 6 mbps
- Provider: NetsurfUSA, Inc
 - Technology: Terrestrial Fixed Wireless - Unlicensed
 - Download Speed: 3 - 6 mbps
 - Upload Speed: 768 kbps - 1.5 mbps
 - Technology: Terrestrial Fixed Wireless - Unlicensed
 - Download Speed: 6 - 10 mbps
 - Upload Speed: 768 kbps - 1.5 mbps
 - Technology: Terrestrial Fixed Wireless - Unlicensed
 - Download Speed: 6 - 10 mbps
 - Upload Speed: 1.5 - 3 mbps
 - Technology: Terrestrial Fixed Wireless - Unlicensed
 - Download Speed: 10 - 25 mbps
 - Upload Speed: 6 - 10 mbps
- Provider: Frontier North, Inc.
 - Technology: Asymmetric xDSL
 - Download Speed: 6 - 10 mbps
 - Upload Speed: 200 - 768 kbps
- Provider: Verizon
 - Technology: Asymmetric xDSL
 - Download Speed: 768 kbps - 1.5 mbps
 - Upload Speed: 200 - 768 kbps

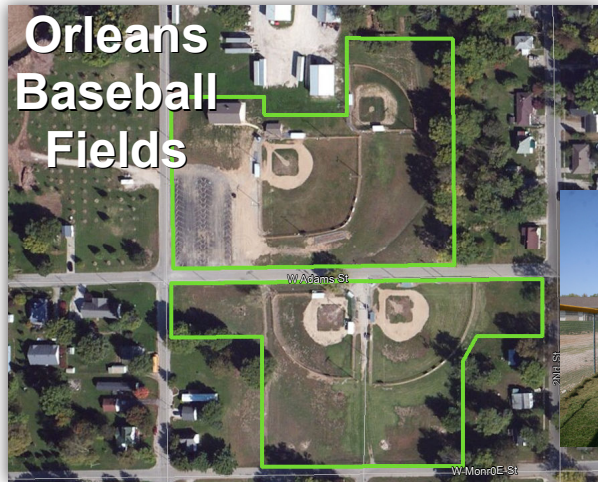
E. PARKS AND RECREATION

Parks and recreational areas outside of Orleans are owned and maintained by the State of Indiana and Federal Government. These areas are listed previously under Public Lands. Within Orleans, the Town's Park Board owns and maintains Congress Square and the baseball fields along Adams Street.

Congress Square is located downtown along Maple Street, between Jefferson Street and Washington Street. It is also sometimes referred to as "Seminary Square" in reference to the Orleans Academy that stood at the location from 1864 to 1963 or simply "The Square". The park is nearly two acres with shelter houses, playground equipment, a gazebo, and a basketball court. The park is also home to the Farmer's Market from May through October and the Dogwood Festival annually in late April.

There are four baseball fields for different age groups to the northwest of downtown along Adams Street, between 2nd Street and 4th Street. The fields cover nine acres. The baseball fields are used for the Orleans Summer League.

There is also a newly developed park at the corner of Vincennes Street and 6th Street. There are plans to add playground equipment and other recreational amenities to this park.



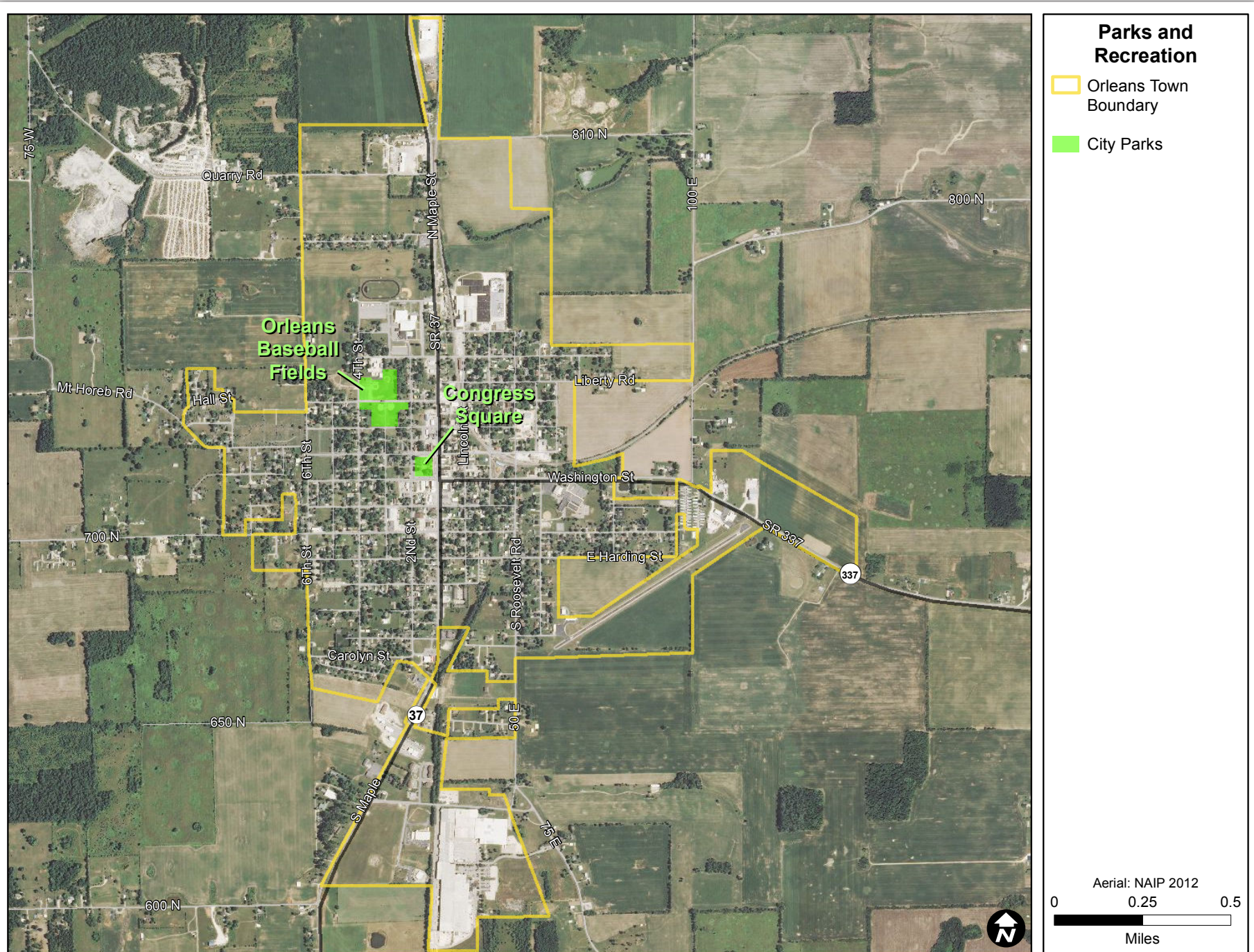


Figure 29: Parks and Recreational Areas

F. EXISTING LAND USE

The Existing Land Uses in Orleans were derived from the Orange County parcel database supplied by 39 Degrees North, a GIS company who developed the County's online GIS mapping (orangein.egis.39dn.com). The parcel database includes a property classification for every parcel in the county with more than 60 different classification types.

Using these classification types, the existing land uses in and around the Planning Area were developed. The property classifications were merged into six land use categories: Agricultural, Residential, Commercial, Industrial, Public/Quasi-Public, and Vacant. The Residential and Public/Quasi-Public categories included subcategories. Details about each land use category follow. Table 2 shows the categories and number of acres for each category within Orleans's town limits. (Total acres is approximate based on acres calculated by GIS software and excludes road and rail right-of-way.) Figure 30 shows the existing land uses in Orleans. Figure 31 shows the existing land uses for the entire Planning Area.

1. Agricultural

The agricultural land use category includes land used for farming and large areas of undeveloped land within the town limits of Orleans. There are agricultural areas within the town limits of Orleans, especially on the north side of town. In all, there are 227 acres of agricultural land within the town limits, which is just over 23% of the town's total land area.

2. Residential

The residential land use category includes single family homes, mobile homes, and multi-family housing. There are approximately 358 acres of residential land uses, which make up almost 37% of the town's total land area. Over 90% of the housing in Orleans is single family detached housing. Mobile homes are scattered throughout the town on individual lots. The largest group of mobile homes is in the mobile home park on SR 337 just east

Existing Land Use (within Orleans Town Limits)		
	Acres	% of Total
Agricultural	227	23.2%
Residential	358	36.6%
Single Family	325	33.2%
Mobile Home	23	2.3%
Multi-Family	10	1.0%
Commercial	38	3.9%
Industrial	148	15.1%
Public/Quasi-Public	160	16.3%
Parks & Recreation	10	1.0%
Schools	50	5.1%
Places of Worship/Cemeteries	27	2.8%
Government/Other Exempt	73	7.5%
Vacant	48	4.9%
Total	979	100%

Table 2: Existing Land Use

of Gretchen Street. Multi-family apartments and duplexes are also spread throughout Orleans. The largest apartment complex is the Lost River Place Apartments on the south side of town along Martin Street and just east of Maple Street. Other apartment complexes in town include Westgate Manor on Harding Street and the Oak Park Apartments on Harrison Street.

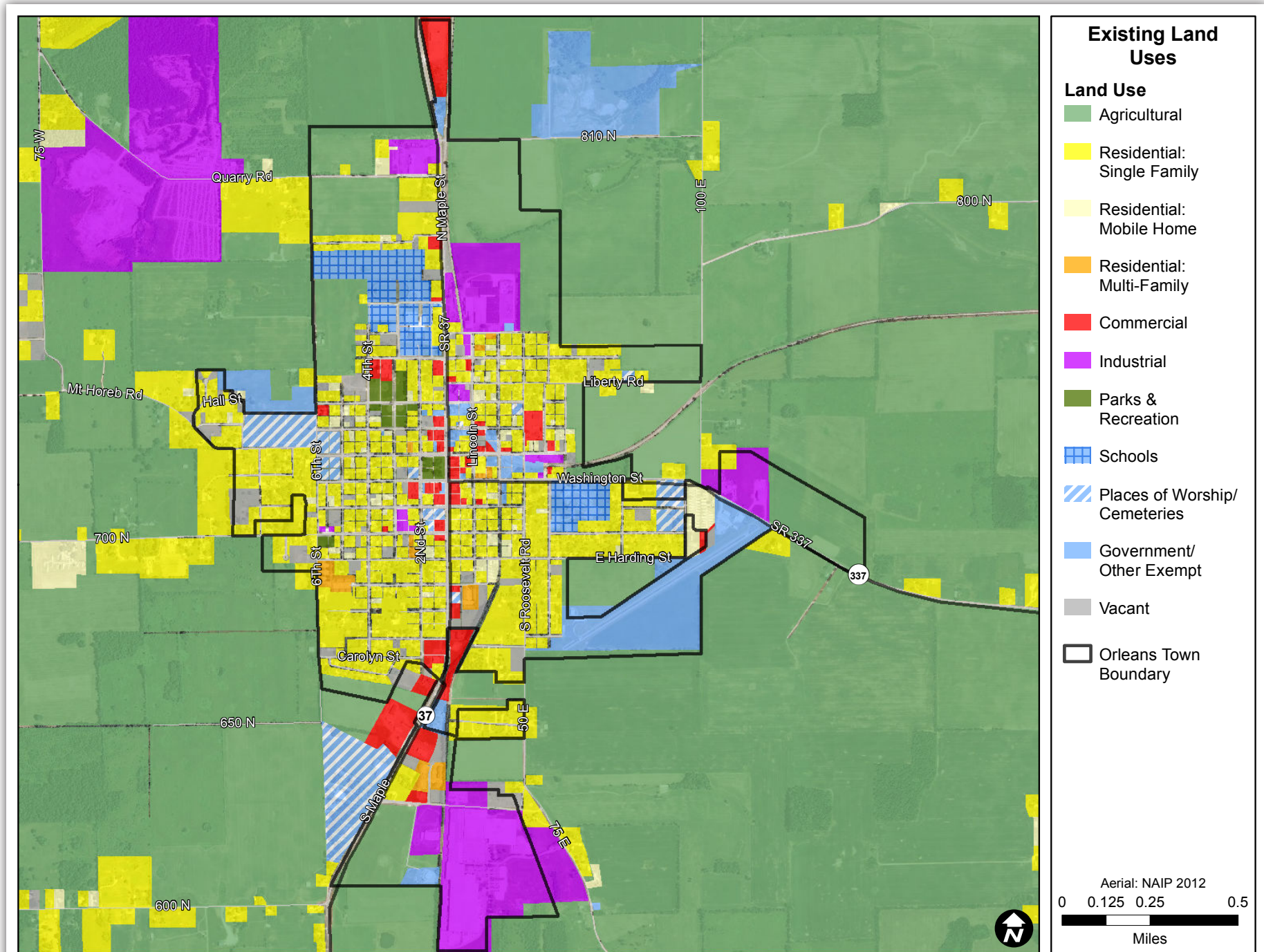


Figure 30: Orleans Existing Land Use

3. Commercial

The commercial land use category includes professional offices, retail stores, and service businesses. This category makes up almost 4% of the total land area of Orleans. Commercial uses are concentrated downtown and on the south side of town along Maple Street. Downtown commercial buildings are primarily small retail shops and service businesses. Community retail is focused on the south end of Maple Street, including Gallion's Super Market and Dollar General.

4. Industrial

Industrial sites are located on the north end and south ends of Maple Street and on SR 337 on the east side of town. On the north side of town is Baker Oil and the former Essex building. On the south side of town is White Castle and Paoli Furniture, the largest industrial site in or around Orleans. On the east side of town, along SR 337 is Kendall Trucks & Parts. Combined, these industrial sites take up 148 acres, which is 15% of the land area of Orleans.

The Planning Area also includes Layne and Jones Auto Salvage. Layne is located south of town on SR 37. Jones Auto Salvage is located northwest of town on both sides of Quarry Road.

5. Public/Quasi-Public

The public/quasi-public category includes parks and recreational facilities, schools, places of worship and cemeteries, and government and other tax exempt properties. This category makes up approximately 160 acres, which is a little more than 16% of the total land area of Orleans.

The Parks and Recreation subcategory includes Congress Square, the Summer League baseball fields on Adams Street, and the park at Vincennes and 6th Street. More information about these parks can be found in the Parks and Recreation section on page 48. These parks make up 10 acres combined.

The Schools subcategory include Orleans Junior/Senior High School and Orleans Elementary School. Together, these facilities make up 50 acres.

The Places of Worship/Cemeteries subcategory includes cemeteries, churches, and other places of worship. There are numerous churches of all different sizes throughout Orleans. The Fairview, Oddfellows, and Green Hill cemeteries on the west side of town make up the majority of this subcategory, covering 18 of the 27 categories.

The Government/Other Exempt subcategory includes government offices, the library, the wastewater treatment plant, the airport, and non-profit organizations. The airport property makes up the majority of this subcategory with 53 of the 73 acres.

6. Vacant

The vacant category includes all land within the town limits of Orleans that is currently undeveloped and not used for agricultural purposes. Vacant parcels are located throughout the town, between existing housing or commercial uses. This category makes up approximately 48 acres, which is nearly 5% of the town's total land area.

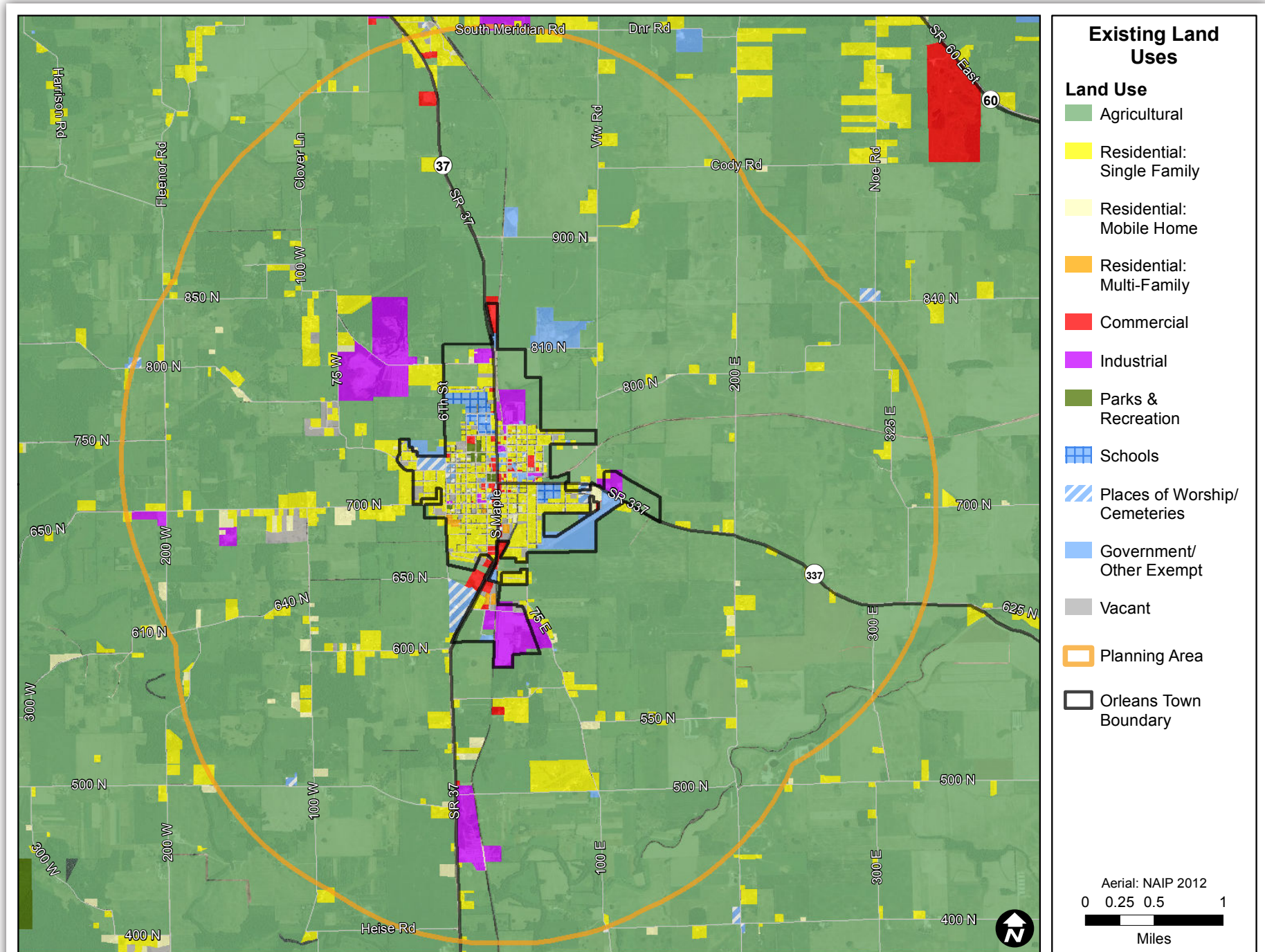


Figure 31: Planning Area Existing Land Use

CHAPTER 4: PUBLIC INVOLVEMENT



Public participation during the planning process is essential in guiding the development of the collective vision for the future of the community. During the exchange of information and ideas, planners obtain insight into what elements of the Town of Orleans are unique, how past and current policies have shaped the landscape and how to address the challenges and pursue opportunities. Several forms of public participation were made available to gain ideas and opinions from Orleans residents: a Facebook page, project website, community workshops, community survey, and local media.

A. FACEBOOK

The Orleans Comprehensive Plan Facebook page was created to encourage communication between planners, town leaders, and residents. The social media page was used to announce public participation events and the community survey, as well as provide information gathered by community visioning workshops. At the time of completing this documentation, there were 125 likes on the Facebook page. The Facebook page can be found at: www.facebook.com/orleanscomprehensiveplan2014.

B. PROJECT WEBSITE

The Orleans Comprehensive Plan project website was linked to the Facebook page. The project website functioned as a repository for all information associated with the planning project. The Orleans Comprehensive Plan project website can be found at: orleanscomprehensiveplan2014.wordpress.com.

C. MEDIA COVERAGE

The Progress Examiner provided media coverage for the planning project. See appendix A for copies of articles associated with the Orleans Comprehensive Plan.



D. COMMUNITY SURVEY

A community survey was conducted for the Orleans Comprehensive Plan. A copy of the survey and summary results are included in Appendix B.

E. STUDENT ENGAGEMENT

Planners conducted a SWOT analysis with Orleans High School and Junior High School students on March 22, 2014. A summary of the student's perspective is included in Appendix C.

F. COMMUNITY WORKSHOPS AND STEERING COMMITTEE MEETINGS

1. Steering Committee Meeting #1

6:30 PM Tuesday June 24, 2014 - Orleans Town Hall

This meeting was designed to provide an opportunity for introductions between the Mayor, members of the Steering Committee and the Lochmueller Group Project Team. The meeting consisted of introductions among the attendees followed by an introduction to the planning process by the Lochmueller Group Project Team. Specifically, Lochmueller Group staff and committee members discussed and reviewed the following:

- Review project scope and study area limits
- Discuss issues and problem areas
- Identify potential areas for development and redevelopment opportunities
- Begin to create a vision for the Orleans area

Sign-in sheets and agenda from the Steering Committee meeting can be found in Appendix D.

Members of the Steering Committee included the following:

- Town Council President
Mike H. Fields
- John F. Noblitt,
The Progress Examiner
- Denzil Chisham,
Orleans Planning Administrator
- Orleans Planning Commission
Members:
 - Keith Gilmore
 - Cathy Hardin
 - Jan Brown
- Board of Zoning Appeals
Members:
 - Mike Dixon
- Randy Clark,
Orleans Chamber of Commerce
- Simon Sprigler,
Orleans Building Inspector
- Gary McClintic,
Orleans Community Schools
- Linda Tarr,
Hoosier Uplands
- Imo Dedrick,
Orange Co. Community
Foundation
- Ron Taylor,
Orleans American Legion
- Judy Gray,
Orange Co. Economic
Development Partnership
- Robert F. Henderson,
Orleans Town Clerk
- Debbie Stone,
Orleans Library
- Lisa Gehlhausen,
Indiana 15 Regional Planning
Group
- Dr. Judith Burton,
Kiwanis Club
- Dr. Jim Harmon,
Orleans Airport
- Aaron Carr,
Orleans Airport and Layne
- Greg Noble,
Infrastructure Systems Inc.
- Mike McCracken,
Orleans Redevelopment
Commission
- Bruce Calloway,
Duke Energy
- Misty Weisensteiner,
Visit FL/West Baden
- Dr. Jose Lopez,
Orleans Medical Clinic
- Thomas Lamb,
Orange County Commissioners

2. Student Engagement

1:00 PM Tuesday April 22, 2014 - Orleans High School

Summary of the student engagement is located in Appendix C.

3. Conduct Community Survey and Involvement Campaign

Starting at the beginning of June 2014 through October 2014

Survey monkey results are located in Appendix B.

4. Public Visioning Event Workshop #1

Thursday September 25, 2014 - Orleans Christian Church Unity Hall

Sign in sheet and agenda are located in Appendix E.

5. Steering Committee Meeting #2

Tuesday September 30, 2014 - Orleans Community Center

Sign in sheet is located in Appendix D.

6. Public Workshop #2

Tuesday October 14, 2014 - Orleans Town Hall

Sign in sheet and agenda are located in Appendix E.

7. Steering Committee Meeting #3

Tuesday November 6, 2014 - Orleans Town Hall

Sign in sheet is located in Appendix D.

8. Public Hearing Orleans Plan Commission

Monday February 2, 2015 - Orleans Town Hall

Sign in sheet and public hearing minutes are located in Appendix F.

9. Orleans Town Board Adoption of the Comprehensive Plan

Thursday February 19, 2015 - Orleans Town Hall

Copy of adopted resolution available in Appendix G.

CHAPTER 5: GOALS & OBJECTIVES



The following goals and objectives have been created based on multiple Steering Committee meetings, a Visioning Public Workshop, and results from the Community Survey. They are divided into eight primary categories with one goal and multiple objectives for each. The next chapter includes recommendations with detailed implementation strategies to help complete these objectives.

A. ADMINISTRATION

1. Goal

Ensure that the Town of Orleans has the capacity to grow and develop in a manner that will attract new jobs and investment.

2. Objectives

- Expand the Town's tax base to generate revenue and provide high quality services.
- Pursue sound development policies to attract new development and protect existing investment.
- Invest in strategic initiatives that can help to improve the Town's image and build reputation as a progressive community.

B. TRANSPORTATION

1. Goal

Ensure the Town has adequate transportation infrastructure to foster growth and development.

2. Objectives

- Ensure adequate local street network to support safe vehicular travel and commerce.
- Consider adopting policies to support the development of alternative transportation such as bicycle and pedestrian facilities.
- Coordinate development efforts along SR 37 and SR 337 with the Indiana Department of Transportation to ensure the highest and best use of these commercial corridors.
- Pursue opportunities to identify and accentuate the Town of Orleans as a viable and progressive community along the SR 37 corridor.

C. REVITALIZATION OF DOWNTOWN

1. Goal

Redevelop downtown in order to preserve historic structures and diversify the local economy.

2. Objectives

- Increase business activity along Maple Street and blocks surrounding Congress Park.
- Enhance the appearance and appeal of the downtown.
- Increase the number of customers/visitors to downtown businesses.

D. HOUSING

1. Goal

Provide for a variety of housing choices to support growth and investment in the community; with careful consideration for safe, decent and affordable housing for low and fixed income residents.

2. Objectives

- Provide for a variety of housing choices to accommodate existing residents and attract new citizens.
- Create a framework to ensure adequate property maintenance standards and enforcement provisions to address structures that do not meet community expectations.
- Pursue efforts to promote the community in order to attract new housing investment.
- Identify community initiatives and investments that can help to stimulate new housing opportunities.

E. UTILITIES/INFRASTRUCTURE

1. Goal

Ensure that the Town of Orleans has adequate infrastructure and competitively priced utility services to attract new development.

2. Objectives

- Ensure adequate utilities to support development opportunities.
- Institute sound management practices to extend the lifespan of utilities.
- Develop rate structures that provide for adequate revenues that are manageable for customer's budgets.

F. HEALTH, WELLNESS, AND RECREATION

1. Goal

Expand health and wellness opportunities through parks, trails, fitness centers, and local healthcare facilities in and around the Town.

2. Objectives

- Add and/or expand parks and open space for use by residents and visitors.
- Provide trail opportunities that connect neighborhoods to recreational opportunities.
- Incorporate exercise equipment in parks.
- Pursue a healthcare clinic to have at least a part time presence in Orleans.

G. ECONOMIC DEVELOPMENT

1. Goal

Create suitable conditions that will help Orleans to realize new investment and employment opportunities that provide above average compensation and help to diversity the local economy.

2. Objectives

- Increase employment opportunities.
- Increase earnings of residents.
- Diversify the local economic base.
- Effectively compete for new jobs and investment.
- Support efforts to create new businesses.
- Support existing businesses.

H. TOURISM

1. Goal

Identify and develop additional tourism related opportunities in order to help diversify the local economy and enhance the Town's appeal.

2. Objectives

- Increase the number of tourists.
- Increase the local revenue generated from tourism.
- Create and expand tourism offerings.
- Leverage proximity to local and regional tourism destinations

I. IDENTIFICATION OF ALTERNATIVES

Through input from the student workshop, the public visioning workshop, online comments through the project website and Facebook page, and conversations with Town staff, several ideas were gathered for the future direction and development of Orleans. These ideas were refined and organized into a list of recommended projects and strategies to implement these projects.

Chapter 6 includes details about each of these recommended projects. Each project is identified as a short, mid, or long term project. The short term projects are more tangible and easier to implement than the longer term projects. These projects should be pursued first. The Town may determine that a review of the mid and long term projects may be necessary after the initial short term projects are completed. They can be implemented as stated in Chapter 6 of this Comprehensive Plan or refined in an updated Comprehensive Plan in the future. Comprehensive Plans should be reviewed and updated every five to ten years to check the status of the recommended projects.

CHAPTER 6: IMPLEMENTATION



The following recommendations have been created based on multiple Steering Committee meetings, a Visioning Public Workshop, and results from the Community Survey. They are divided into eight primary categories, with multiple recommendations for each category. At the end of this chapter is a list of each recommendation and the pros and cons of each. Following this list is the future land use map that places these recommendations onto a physical location in and around Orleans.

A. ADMINISTRATION

1. Consider annexation opportunities

The Town of Orleans should consider annexing the 54 acre town-owned reservoir parcel, located just north of the community. As a municipally-owned property, it would seem appropriate for the Town of Orleans to annex this property. In order to annex the property associated with the reservoir parcel, the Town may have to annex additional parcels to ensure the property is contiguous and meets the Indiana state code requirements for annexation.

Annexation of this parcel will extend the town's jurisdiction to the north and could aid in creating a foothold of municipal jurisdiction for future annexations that would be mutually beneficial to the Town of Orleans and the landowners.

a. Phasing

- Short Term (0-2 years)
- Annexations can take time to complete. Efforts should begin as soon as possible in the event there are unforeseen issues that would need to be addressed in order to complete the annexation.

b. Location

- 54 acres owned by the Town of Orleans located north of the Town along County Road 810 N.

c. Responsibility

- Town of Orleans – Town Council

d. Funding Sources

- Town general funds

e. Cost Estimate

- Funding should be limited. The Town may find it necessary to compensate their legal counsel for additional work associated with annexation.

2. Monitor flooding events and flood prone areas

Recently updated Flood Insurance Rate Maps (FIRM) do not show any areas for the Town of Orleans that are within a flood hazard area.

However, Orleans is prone to flooding events due to the karst features and sinkholes within the Town and surrounding areas.

The Town of Orleans should explore opportunities to create a more “resilient” community by reducing flooding risks and associated property damage.

The US Environmental Protection Agency has developed a Flood Resilience Checklist to help communities consider policies and initiative to reduce flooding. The checklist is available at: <http://www.epa.gov/smartgrowth/pdf/Flood-Resilience-Checklist.pdf>

Long term future efforts might include creating a conservation district or drainage board to help address flooding concerns.

a. Phasing

- On-Going (0-2 years)

b. Location

- The Town of Orleans and planning and zoning jurisdiction are primary areas of concern. However, the flooding in the Town of Orleans is a function of the entire Lost River watershed. The Lost River Watershed has a total area of 234,169 acres in Southern Indiana crossing Orange, Washington, Lawrence, Martin, and Dubois County Lines.

c. Responsibility

- Town of Orleans
 - Orleans Town Council
 - Orleans Planning Commission
- US Army Corps of Engineers
- Indiana Department of Natural Resources, Division of Water

d. Funding Sources

- Town of Orleans
 - Orleans Town Council
 - Orleans Planning Commission
- US Army Corps of Engineers
- Indiana Department of Natural Resources, Division of Water

e. Cost Estimate

- Resiliency initiatives can be small voluntary actions of the property owners to larger initiatives that require cooperation of the entire Lost River Watershed.
- Costs cannot be determined.

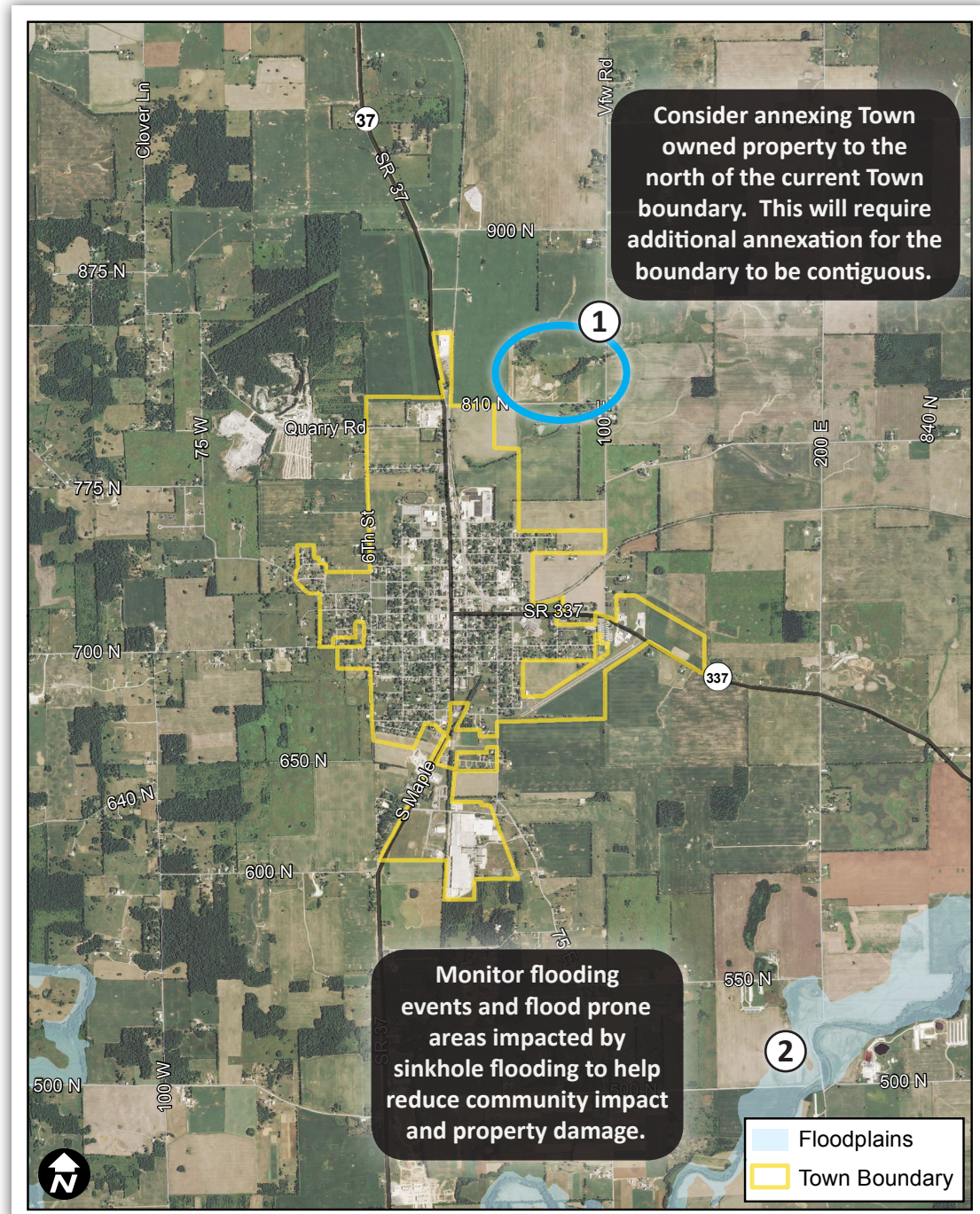


Figure 32: Location of Annexation Opportunities and Floodplains

3. Develop an ordinance to address land use and development near sinkholes and related karst features

The Town of Orleans is surrounded by a density of sinkholes and related karst features that are unique on a global level. Other communities that are proximate to karst features have found value in developing carefully crafted local ordinances to help balance opportunities for economic development with the desire to protect unique ecosystems and ensure safety with appropriate design and development practices. See Appendix I for an example of a karst ordinance from Monroe County, Indiana.

Adopting an ordinance to address development near these karst areas would help to ensure the following:

- Unique drainage systems continue to function as they were naturally designed,
- Unique habitats above and below ground realize less contamination and associated negative impacts.

Provisions in such an ordinance might include, but not be limited to, the following:

- Require a specific buffer space (set-backs) between the depression of a sinkhole and any built structure (25 feet)
- Prohibit septic drainage into a sinkhole
- Identify specific approvals and specifications for filling a sinkhole
- Identify “permitted and conditional uses” within specific karst areas
- Require a geotechnical report for projects of a certain size/impact
- Prohibit alteration of the natural drainage system without specific approval
- Prohibit direct discharge of developed storm water into sinkholes
- Identify minimum lot size required for single family structures
- Provide for the transfer of development rights to guide development to less sensitive areas

Adopting ordinances that guide development, in concert with the unique karst features, will help to convey to development interests that the Town has pursued appropriate analysis and understands how to meet potential development challenges.

Such ordinances should be framed in a “positive” manner that conveys confidence to homebuilders and developers that development in appropriate locations in Orleans will not pose future concerns.

a. Phasing

- Short Term (0-2 years)
- Drafting municipal ordinances can be time consuming. Efforts should be made to begin drafting a karst development ordinance following the adoption of the comprehensive plan.

b. Location

- The karst development ordinance would be effective for the planning and zoning jurisdiction for the Town of Orleans.

c. Responsibility

- Town of Orleans
 - Orleans Planning Commission
 - Orleans Town Council
- Indiana Department of Natural Resources, Division of Water
- US Army Corps of Engineers
- The Orleans Plan Commission might consider forming a task force to develop a draft ordinance for review. The task force would be comprised of development, natural resources, water management and public safety representatives.

d. Funding Sources

- Funding sources should be limited if the Town utilizes sample ordinances from other communities as guidance for developing the Orleans karst development ordinance.

e. Cost Estimate

- There could be limited expense associated with public hearings and items associated with amending the Town of Orleans zoning ordinance.

4. Update Zoning Ordinance and Zoning Map

The Town of Orleans current zoning ordinance and zoning map are dated and should be reviewed and updated. An updated zoning ordinance and map are the cornerstones to ensuring that the community grows and develops in a desirable manner, and helps to diminish the potential for development that is inconsistent with the community's goals and preferences.

A central consideration for the new zoning ordinance is to determine the jurisdiction where the new code applies. Indiana Code provides that communities can include properties that are no further than two miles from their corporate limits as part of their extraterritorial jurisdiction. Orleans should review their zoning map against any annexations to be clear about the jurisdictional limits they can pursue.

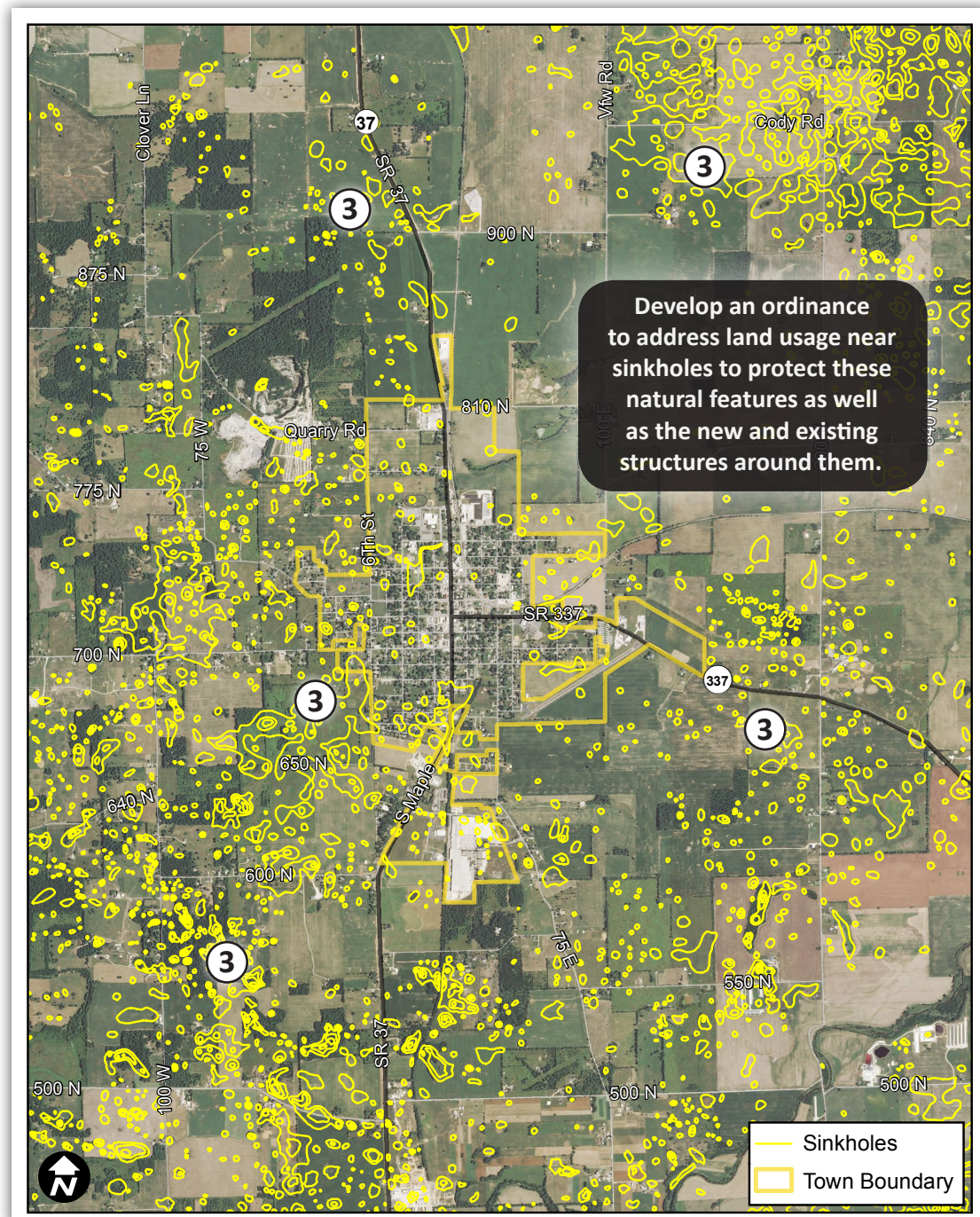


Figure 33: Location of Sinkholes

A key consideration associated with the zoning ordinance is the property maintenance code. This section of the municipal code should also be updated in the course of the project. Ensuring a clean and attractive appearance is essential to Orleans' development future. An updated property maintenance code can provide the legal framework to address properties that are not maintained to the expectations of the community.

Property maintenance code might include but not be limited to the following:

- Exterior property areas
- Exterior structure
- Interior structure
- Rubbish and Garbage
- Extermination
- Portable signs
- Blighted area
- Inoperable vehicle
- Junk vehicle
- Weeds
- Attractive Nuisance

Consideration should also be placed on addressing emerging trends such as home based businesses, accessory structures for extended families, and in-fill development.

a. Phasing

- Short Term (0- 2 years)
- Project should be pursued immediately following the completion of the Comprehensive Plan. With the Comprehensive Plan in place, efforts to update the Town of Orleans Zoning Ordinance and Zoning Map should follow. Such a project can take months to complete. As with a Comprehensive Plan, a steering committee should be assembled to identify tasks associated with the project and a schedule for completion.

b. Location

- Town of Orleans
- Portions of the Town's Extraterritorial Jurisdiction

c. Responsibility

- Orleans Town Board
- Orleans Plan Commission
- Orleans Board of Zoning Appeals
 - Orleans Building - Property Maintenance Inspector

d. Funding Sources

- Town of Orleans
- Orleans Plan Commission
- Orleans Utilities

e. Cost Estimate

- Costs can vary from \$3,000 to \$15,000.
- Expenses can be kept checked by utilizing local committees to review current code and make recommendations for adjustments.

Recommendations can be developed by using the code of neighboring jurisdictions, identified as peer communities, as resource guides.

There are also a number of on-line resources such as Purdue University's Model Zoning Ordinance. It can be found online at: rebar.ecn.purdue.edu/ltap1/resources/Publications/Indiana%20Model%20Zoning%20Ordinance.pdf.

5. Develop new Facility for Emergency Services (fire, police, etc.)

Continue efforts to develop and finance a new facility for Orleans emergency services.

Design of the facility should focus on accommodating the Orleans Fire Department. However, design should also accommodate the potential to expand the facility in the future and accommodate emergency medical technicians (EMTs), ambulances, and related entities.

In 2014 the Orleans Fire Department applied for Office and Community and Rural Affairs (OCRA) grant funds to construct a new fire station. The 2014 application was denied and the Town continues to consider options to fulfill the need for a new fire station.

The current station located at 161 E. Price Avenue, consists of two single depth bays. The current building occupies approximately 2,600 square feet. This building is of block masonry construction with wood trusses. The existing building was built in 1945 as a tractor implement service garage and the Department has outgrown this space. This building is in very poor condition. An unheated auxiliary building also houses two of the fire trucks across the street. The existing fire station is adjacent and located behind the Town Hall.

Ingress and egress to the fire station through a narrow alley creates considerable operation and safety challenges.

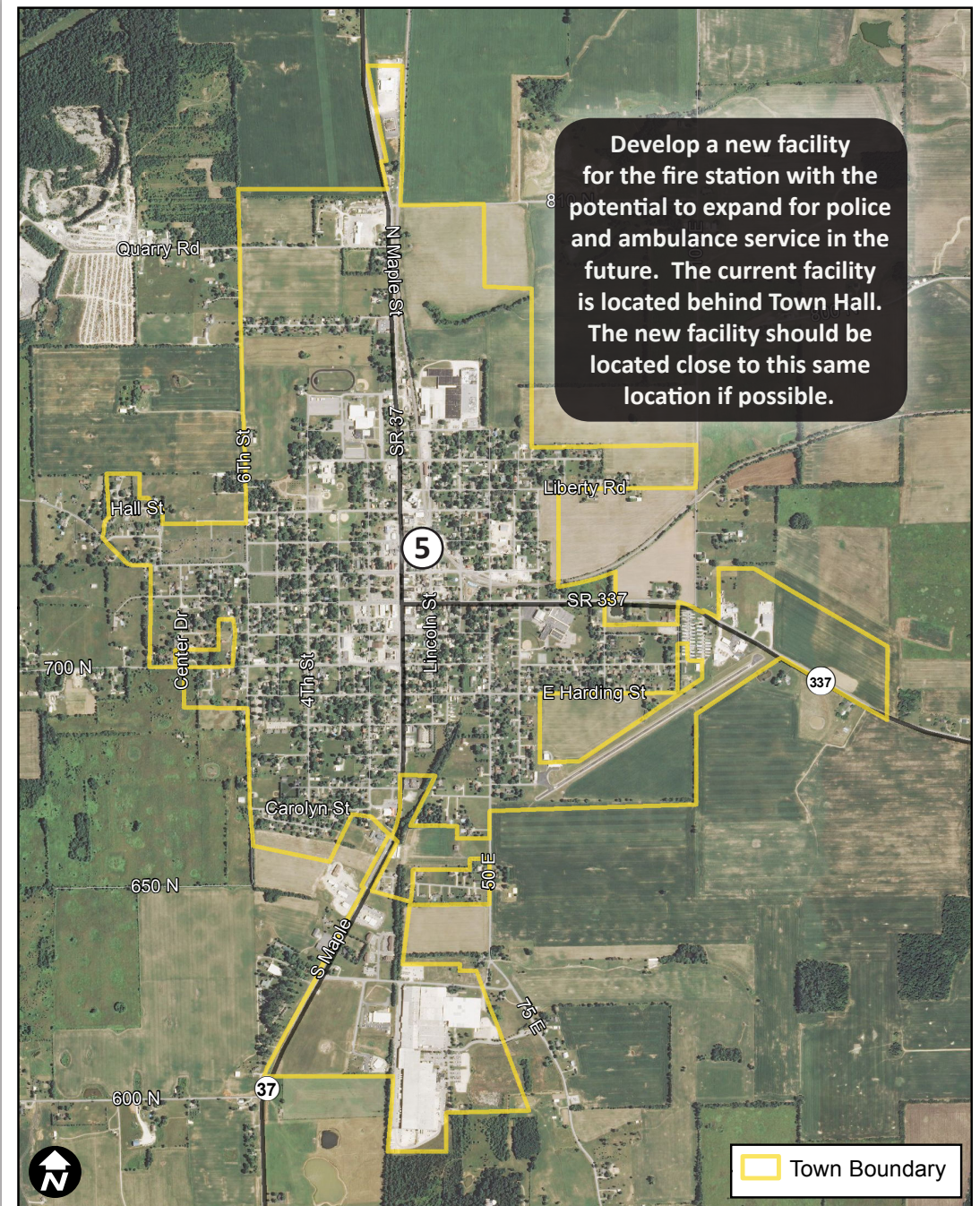


Figure 34: Location of Existing Fire Station

a. Phasing

- Mid-Term (0-5 years)
- The project is a significant public service concern, and as such is a priority item. However, considering that the project should last another 50–100 years, adequate planning and forethought is appropriate.

b. Location

- The location for the new fire station has not yet been identified. The location is the pivotal planning concern associated with the project.

c. Responsibility

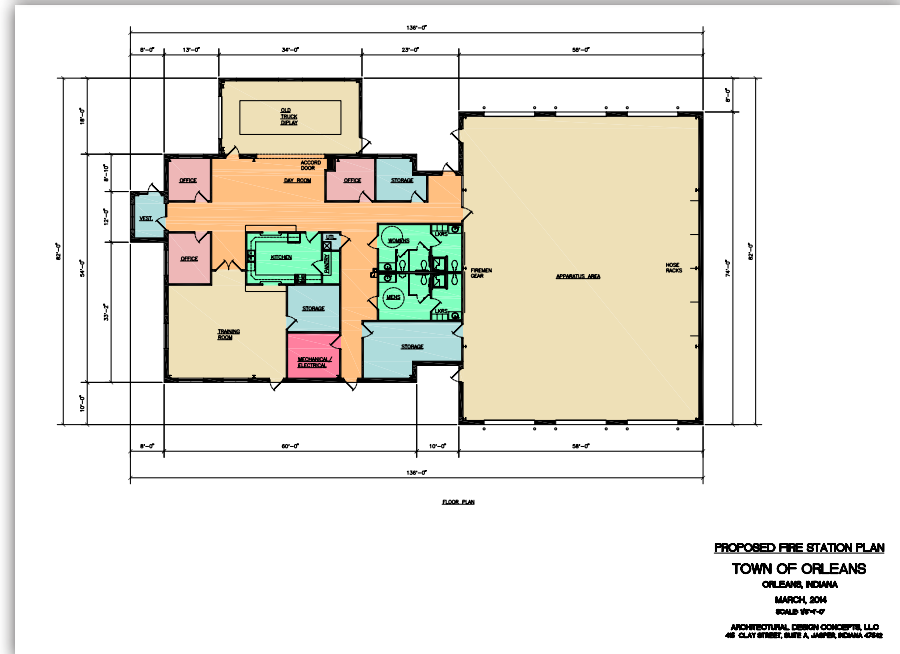
- Town of Orleans
- Orleans Fire and Rescue Department
- Orleans Township Trustee

d. Funding Sources

- Town of Orleans
- Orleans Township Trustee
- US Department of Agriculture Rural Development Community Facilities Program

e. Cost Estimate

- Costs are difficult to estimate in advance of the location and size of the facility.
- The estimated costs associated with the earlier grant submittal were \$1,200,000 for a 8,700 square foot building.



The current fire station in the picture on the top is undersized and its location along the alley makes maneuvering large trucks difficult. The proposed plans in the image on the bottom call for much more space.

sources: Bob Grewe; Town of Orleans

6. Continue pursuit of code enforcement violation and removal of code deficient structures

Orleans has seen a measure of success with their code enforcement effort, but additional efforts are required to create an atmosphere and environment that is inviting for new commercial and residential development.

Having adopted the state model code for building requirements, the Town has adequate code requirements. The limiting factor is funding for rehabilitation or demolition of structures that cannot meet code and threatens the health and safety of Orleans' residents.

Many Indiana communities are utilizing funding from the Hardest Hit Fund-Blight Elimination Program. It is anticipated that future rounds of funding will be available in the near future. Orleans should become familiar with the program in order to be prepared to submit applications for financial assistance from the Hardest Hit Fund. Information on the program can be located at: <http://www.877gethope.org/blight>.

A key component of the program is the requirement that units of government partner with a not for profit entity to implement the program. Should the Town of Orleans desire to pursue this funding, they should begin efforts to identify a not for profit housing development partner. This might include an organization such as Hoosier Uplands.

Another unique consideration of the program is that the financial assistance for demolition and removal of structures is provided in the form of a forgivable loan, rather than a grant. However, there are very limited situations that result in the loan not be forgiven. The risk exposure to the Town of Orleans is limited.

a. Phasing

- Short Term (0-2 years)
- Funding from the Hardest Hit Fund is limited and awarded through a competitive application process. Efforts to secure funding should commence immediately.

b. Location

- The project area should include the planning and zoning jurisdiction of the Town of Orleans.

c. Responsibility

- Town of Orleans
- Office of Community and Rural Affairs Demolition Program
- Not for Profit Housing Development Organization (such as Hoosier Uplands)

d. Funding Sources

- Hardest Hit Fund-Blight Elimination Program
- Indiana Housing and community Development Authority
- Office of Community and Rural Affairs
- Town of Orleans

e. Cost Estimate

- Costs are difficult to assess without a complete inventory of structures.
- An important consideration when developing a blight elimination program budget is that the total demolition and acquisition award for any one eligible property may never exceed \$25,000.

7. Pursue Expansion and ADA access improvements for the Orleans Library

Orleans has a magnificent and historic Carnegie Library. The facility is situated on a wooded lot along SR 37 and creates a very attractive amenity for the community. However the structure is not accessible for disabled persons. The Orleans Public Library serves Orleans Township and as such has its own taxing levy and management structure which is separate from the Town of Orleans.

Currently the Orleans Public Library is considering an expansion project. The expansion project could be structured such that an accessible entrance and elevator are included in the project. While ensuring accessibility is essential, efforts should also be pursued to preserve the historic features associated with this Carnegie Library.

Local funding for the project could help attract a Community Focus Fund grant from the Office of Community and Rural Affairs to assist with both accessibility improvements and historic preservation. This would constitute a strategic grant pursuit as the Town of Orleans no longer meets income eligibility for OCRA funding; however, the accessibility improvements and historic preservation would be an OCRA grant eligible project.

Technical assistance for historic preservation concerns could be provided by Indiana Landmarks and Indiana Department of Natural Resources, Historic Preservation.

a. Phasing

- Short to Mid-Term (0-5 years)
- While the library project should be priority, a project of this magnitude requires considerable design and financial planning. Ample time should be invested to ensure the library project meets the needs for generations to come.

b. Location

- Current plans call for the library accessibility and expansion project to take place at the current library site. Concept plans depict the expansion and accessibility improvements being constructed on the east side of the current library.

c. Responsibility

- Orleans Township Library

d. Funding Sources

- Orleans Public Library
- Orleans Township Trustee
- Indiana Office of Community and Rural Affairs
- US Department of Agriculture Rural Development Community Facilities Program
- Donations/sponsorships

e. Cost Estimate

- Costs are difficult to estimate without a final design. Discussions have placed estimates at \$1,000,000.

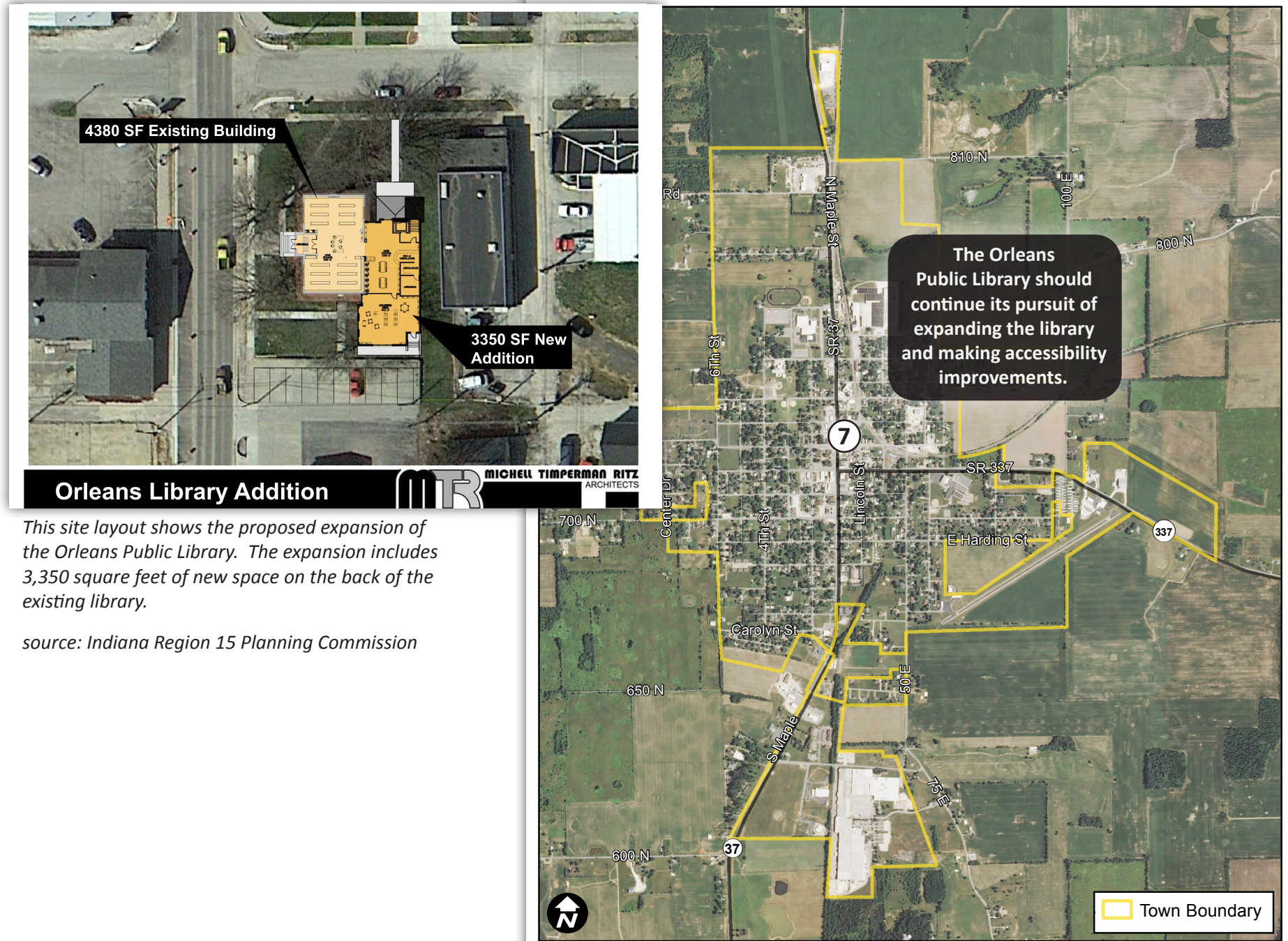


Figure 35: Location of Orleans Public Library

B. TRANSPORTATION

1. Sidewalks/Trails

Develop a sidewalk/trail network to connect local and regional destinations. Such projects would complement the Town's development patterns that provide for a very walkable community. Walkable communities are desirable by both seniors and younger generations.

Investments in trail networks to regional destinations would create considerable community amenities that would help to support tourism and attract new residents to Orleans.

While a sidewalk network exists, the sidewalks are in various states of repair. The Town should continue its sidewalk improvement efforts. Consideration should also be given to revisiting design standards for sidewalk improvement and replacement. Many sidewalks utilize a dated design and as such are narrower than current standards.

The Town should also consider developing a sidewalk program that fosters public/private partnerships. These amount to cost sharing programs between landowners and the Town for the improvement of sidewalks. Across Indiana there are number of sidewalk cost sharing programs. Should the Town of Orleans have interest in this program, they should review existing programs of other peer communities and develop their own program guidelines that work for the Town of Orleans. Some communities provide additional financial incentives for projects that increase the width of the sidewalk. Key considerations of a sidewalk improvement program focus on the specific cost sharing formula.

Efforts should focus on providing quality sidewalks to important destinations such as:

- Downtown square
- Orleans High School
- Orleans Elementary School
- Grocery stores
- Larger employers

A project of particular interest is extending sidewalks to the new Dollar Store.

Regional trail concepts may include the following routes:

- Connection to Spring Mill State Park
- Connection to town owned reservoir property north of Town
- Connection of Wesley Chapel Gulf and Orangeville Rise
- Connection to Paoli and French Lick/West Baden

For additional information on the components, policies, and design considerations associated with bike and pedestrian routes, see the Active Transportation Policy website at: www.atpolicy.org. Also see the Pedestrian and Bicycle Information Center website at: www.pedbikeinfo.org/index.cfm.

a. Phasing

- Short to Mid-Term (0-5 years)
- Strategic and affordable sidewalk projects should be pursued in the short term. Trail connections should be planned and pursued in the longer term.

b. Location

- Improvement projects are identified in Figure 36.

c. Responsibility

- Town of Orleans
- Indiana Department of Transportation
- Indiana Department of Natural Resources
- US Forest Service
- Indiana State Department of Health - Division of Nutrition and Physical Activity

d. Funding Sources

- Town of Orleans
- Property owners
- INDOT Safe Routes to Schools Program
- Indiana Department of Natural Resources
- Indiana State Department of Health
- Indiana State Department of Health - Division of Nutrition and Physical Activity

e. Cost Estimate

- Costs for these various projects cannot be identified.
- Costs for trails can range from painting stripes to denote a bike/walking lane to investing large amount of funding resources to develop meaningful trail connections between community destinations.
- Estimates for trail and sidewalk improvements can be found in *Costs for Pedestrian and Bicyclist Infrastructure Improvements: A Resource for Researchers, Engineers, Planners, and the General Public*, available at: katana.hsrb.unc.edu/cms/downloads/Countermeasure%20Costs_Report_Nov2013.pdf

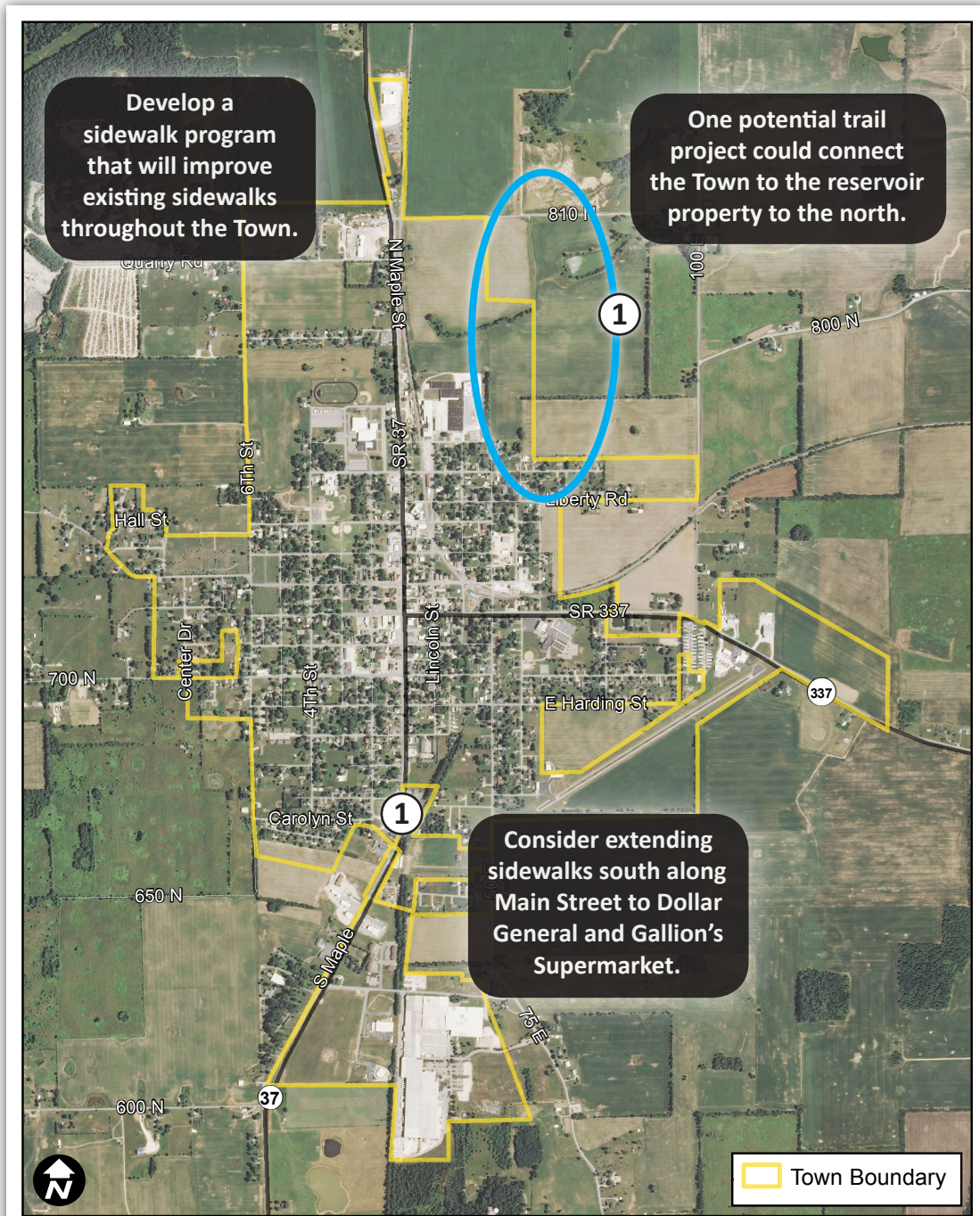


Figure 36: Focus of Sidewalk and Trail Projects

2. Roadways

Identify solutions to address flooding of SR 37 and SR 337 and identify and improve alternative transportation routes when SR 37 and SR 337 are flooded.

Closure of SR 37 and SR 337 during significant rain events creates considerable challenges for the Town of Orleans. While these flooding events may not be annual events, they occur with enough frequency to merit addressing. Further, the flooding of these roadways results in economic costs for Orleans' residents and businesses. These road closures, due to flooding events, can also create a negative perception of the community as a place to reside and conduct business.

Efforts should be pursued to work with the Indiana Department of Transportation to identify solutions to roadway flooding. While these solutions are being planned and developed, coordination efforts with INDOT and the Orange County Highway Department should be pursued to identify and improve alternative routes to utilize when highways are closed due to a flooding event.

a. Phasing

- Short to Long Term (0-10 years)
- The identification and improvement of development routes should be pursued in the shorter term.
- Drainage and design improvements to SR 37 and SR 337 should be pursued in the longer term to ensure routes are less prone to flood and can accommodate additional traffic when utilized as alternative routes.

b. Location

- State Route 37 and State Route 337
- Alternative routes may involve county roads.

c. Responsibility

- Town of Orleans
- Indiana Department of Transportation
- Indiana Department of Homeland Security - FEMA
- Orange County Highway Department
- Orange County Sheriff
- Orange County EMS
- Orleans Police

d. Funding Sources

- Town of Orleans
- Indiana Department of Transportation
- Indiana Department of Homeland Security
- Orange County Highway Department

e. Cost Estimate

- Costs cannot be developed for these projects.

3. Airport

The Town of Orleans owns and operates a 3,456 foot long airfield on 30 acres. There are also paved safety overrun areas on each end. These overruns are allowed to be used during takeoff operations. There is nearly 4,000 feet of pavement from end to end. Currently, the runway is not long enough for jet traffic, but turbo props, piston engine aircraft, and helicopters routinely operate from the Orleans Airport.

The Orleans Airport serves business, personal transportation, education, and recreation interests. The facility accommodates a number of operations including, but not limited to, the following:

- Businesses that utilize the Orleans Airport. Layne, Profab, Deere Country and Paoli Inc.
- Three different companies that utilize aerial applicators, crop dusters and related agricultural operations (this provides considerable value to entire agriculture supply chain)
- Flight instruction operations
- Recent request for a banner towing operation
- National Guard exercises
- Hot air balloons
- Ultralight aircraft
- Model airplane enthusiast
- Facility to dry waste from the Town's Wastewater Plant

Perhaps one of the most compelling attributes of the Orleans Airport is that it provides a safe and accessible landing location for Lifeline helicopters. The airport is located in town and can be accessed easily by both the helicopter and ambulance crews day and night. It is not always safe or possible to land a helicopter off-airport in the dark or poor weather. The value of having a safe landing location for Lifeline helicopters is immeasurable when an accident occurs or someone is in distress.

The Orleans Board of Aviation Commissioners have been in discussions with adjacent land owners regarding property acquisition that could extend the runway pavement to nearly 5,000 feet by adding another 500 feet to the southwest terminus of the runway. With this extension, smaller jets could utilize the Orleans Airport.

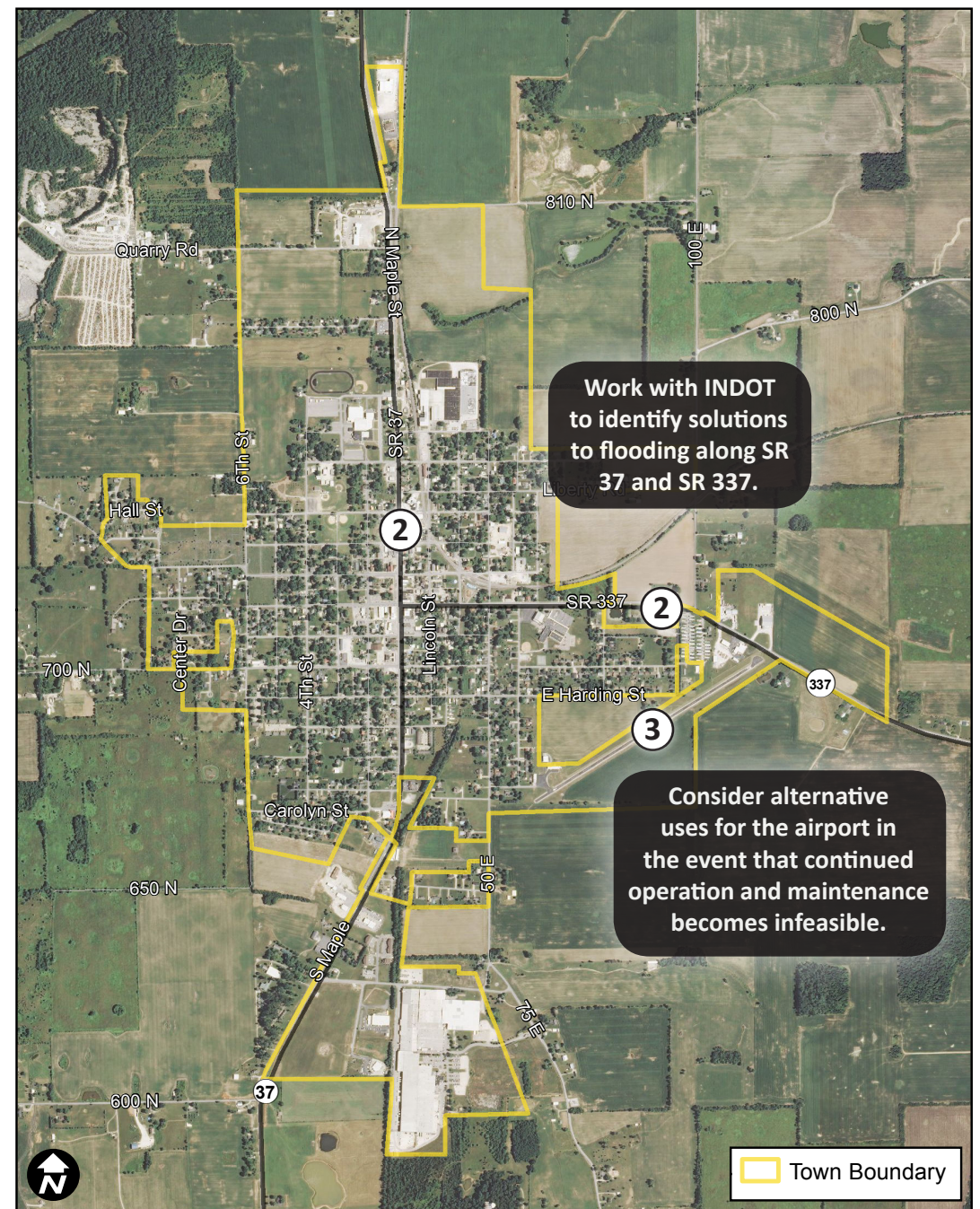


Figure 37: Location of State Roads and Airport

Proximity to aviation facilities is an economic development consideration. Many businesses place considerable value on a business location that has immediate access to aviation facilities. This is an important consideration for attracting new businesses to Orleans.

The Town spends nearly \$30,000 to operate and maintain the airport. However, the Orleans Airport generates revenue from hangar rental as well as farm ground that is rented annually. It is noteworthy that every hangar at the airport is rented and generating income. These revenues generate enough income to cover a portion of the airport's operating expense.

Future physical improvements at the Orleans Airport include:

- Installing a designated helicopter landing pad at the airport
 - This would provide easier and safer facility for all helicopter operations, including Lifeline.
- Construction of new hangars
 - This could attract additional aircraft to the airport, increase airport revenue, and potentially attract more businesses and residents to the community.
- Runway improvements
 - As pavement sections deteriorate, specific improvement will have to be pursued.

Under current conditions, financing these improvements will be a challenge. Currently the Orleans Airport is not included in the National Plan of Integrated Airport Systems (NPIAS). NPIAS identifies nearly 3,400 existing and proposed airports that are significant to national air transportation and thus eligible to receive Federal grants under the Airport Improvement Program (AIP). Indiana Department of Transportation Aviation Division staff noted that Indiana's stated goal is to have public aviation facilities within 22 miles or 30 minute drive for most Hoosiers. They have nearly met that goal with the existing network of aviation facilities and have little need to add more.

To be added to the NPIAS, an existing public use airport would have to be added first to the Indiana State Aviation System Plan (ISASP). An existing public use airport will only be added to the ISASP if the candidate facility would meet one of the following five conditions. It should be noted that although the word "relief" is used in the following descriptions, the airports referred to are not intended to be designated as reliever airports.

- Provide airspace relief
- Provide capacity relief (other than reliever airport)
- Resolve a social or environmental problem
- Serve a population, employment, or income base
- Provide access for emergency services

The Orleans Airport is unlikely to meet any of these criteria.

Without the potential to access grant funding, making significant future investments in the Orleans Airport could prove to be very challenging for the Town of Orleans. While the operations at the airport are of value, they are not of the scale that can generate significant revenue.

While the Orleans Airport is a considerable resource, the Town of Orleans and Board of Aviation Commissioners should continue to consider alternatives for the operation and maintenance of the airfield. Alternatives might include the following:

- Explore potential to increase utilization of the airport.
- Explore potential for a public-private partnership to lease the airport to a private concern that would continue to operate the airport and take on maintenance requirements.
- Explore potential to partner with neighboring aviation facilities to identify cost savings associated with operation and management of the airport. Larger, full-service aviation facilities are located nearby in Paoli, French Lick, Salem and Bedford.
- Tourism opportunities associated with skydiving, sightseeing flights, ultralight aircraft, etc. Additional tourism pursuits might include promoting the opportunity to fly to Orleans and take in the Orleans Farmers Market. Targeted promotion and marketing efforts could result in increased use of the airport and visitors to the farmers market. To facilitate getting to the market, consideration should be made to purchasing some inexpensive bicycles that could be used by pilots to explore the Town of Orleans.

a. Phasing

- Long Term (5-10 years)
- The pace of deterioration of the runway is uncertain. The Town's annual budget cycle will provide opportunities to evaluate continued investment in the airfield.

b. Location

- The airfield and associated land is 30 acres located on the southeast side of Orleans.

c. Responsibility

- Town of Orleans
- Orleans Board of Aviation Commissioners
- Indiana Department of Transportation, Division of Aviation

d. Funding Sources

- Town of Orleans
- Revenue generated from agricultural land and hanger leases
- Private sector investment

e. Cost Estimate

- Costs cannot be determined.

4. Railroad

Preserve Rail Service

Currently the CSX railroad that serves Orleans is “inactive”. Considering the competitive nature of attracting new economic development projects, the Town of Orleans should explore opportunities to preserve the CSX rail service.

There exists a considerable likelihood that CSX will abandon their rail line through Orleans in the future. If there is no alternative to preserve the rail line, the track will be taken up and the right of way returned to adjacent property owners.

The Town of Orleans should begin to explore opportunities to preserve the CSX rail, in the event CSX abandons this section of rail. This could include developing a partnership with the White River Port Authority to help preserve future rail service in Orleans and preserve alternative use of the railroad should the railroad line be abandoned. A key consideration to providing continued rail service in Orleans is to preserve the “diamond” that creates the intersection in the CSX east/west line through Mitchell, IN.

An equally important consideration for continuing rail service is to identify, recruit or develop businesses that will pay to use the railroad. Without entities that will pay for rail service, the enterprise will require a subsidy to operate. An additional business proposition that should be factored into the planning is the potential to operate a tourism train along the section of rail.

The rail through Orleans provides the potential for industrial development, tourism and recreation opportunities.

While coordinating with the White River Port Authority is important for providing northbound rail service the Mitchell yard, consideration should also be given to coordinating counties to the southeast that have section of rail that connect to the New Albany and Louisville areas.

Repurpose Rail Line

Should CSX abandon rail line and a feasible plan cannot be developed to preserve the existing railroad for rail service, consideration should be given to alternatives that include:

1. Convert the railroad right of way to multi-purpose trail

The conversion of railroads to trails has resulted in a considerable number of very successful trail facilities. This could be the case with the route from Bedford to New Albany, the historic Monon Line. Portions of the Monon RR have been converted to trails in the Indianapolis area and have helped to foster a considerable amount of economic development activity.

2. Develop a tourism train operation along section of rail

The long standing tourism train in French Lick and a newer tourism train operation in Jasper, IN both seem to be doing convincingly well. French Lick’s Polar Express event on the train sells out each year and in 2014 the Jasper train was nearly sold out for each excursion trip. Efforts should be pursued to meet with the operators of these tourism trains in order to gain an understanding of the strategic considerations of developing and operating a tourism train.

Considering the tourism and visitation associated with the Spring Valley resorts, Patoka Lake, Paoli Peaks and Spring Mill State Park, there appears to be opportunities to successfully operate a tourist train facility.

Considering the seemingly impeding disposition of the railroad by CSX, the Town of Orleans should begin efforts to coordinate and partnership with communities along the railroad from Bedford to New Albany. Any alternative to the rail right-of-way reverting to adjacent landowners requires considerable time, effort, and resources to pursue. Considering this reality, planning and coordination should begin immediately and remain ongoing.

a. Phasing

- Mid-Term (0-5 years)
- There is uncertainty as to when CSX might abandon the section of rail serving Orleans. However, once CSX announces their plans to abandon the rail, there is fixed amount of time for the community to respond. The preferred course of action would be for Orleans to coordinate with neighboring jurisdictions and work with CSX to develop a transition plan for the railroad.

b. Location

- The rail runs through Orleans on the east of the SR 37.

c. Responsibility

- Town of Orleans
- White River Port Authority
- Indiana Department of Transportation, Rail Division

d. Funding Sources

- Town of Orleans
- Indiana Department of Transportation, Rail Division
- Indiana Department of Natural Resources

e. Cost Estimate

- Costs cannot be determined.

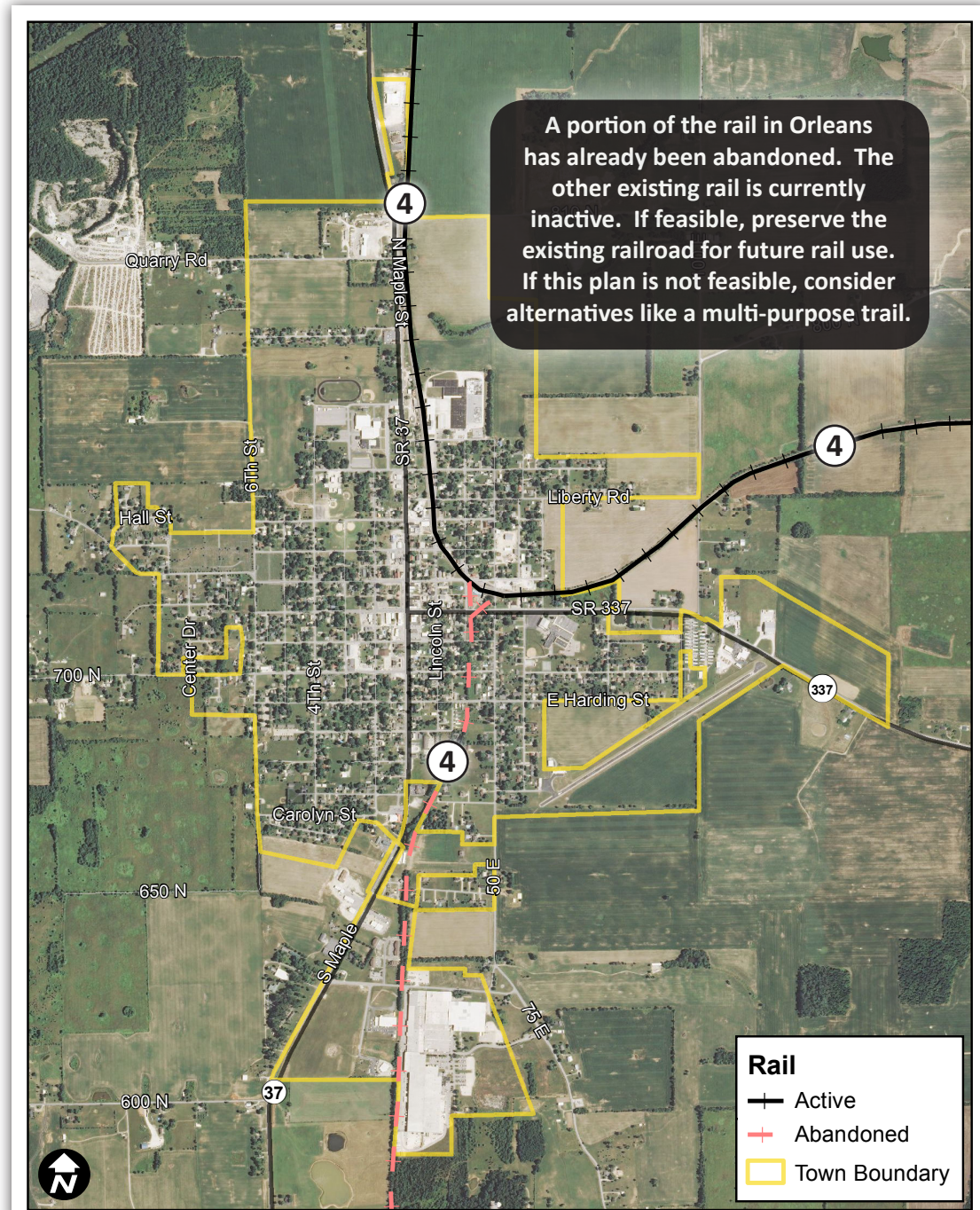


Figure 38: Location of Railroads

C. REVITALIZATION OF DOWNTOWN

1. Create Coworking Facilities

Create coworking spaces for small businesses, entrepreneurs, sole proprietors and other business enterprises that may not have access to highly functional work spaces. Coworking spaces are considered the next generation business incubator. While providing cost effective work space is the primary function, the coworking space also creates value in providing the business networking, innovation synergies, and social engagements that are not realized in standard office or work at home settings.

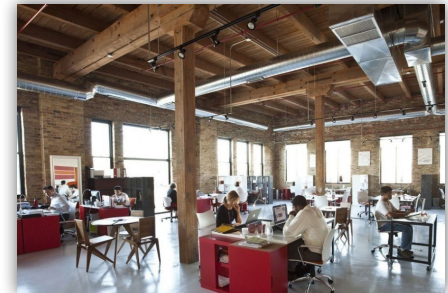
The Town of Orleans might consider the opportunity to create a coworking facility. Data indicates that 4.4% of Orange County residents work at home. This is slightly higher than the US average of 4.1% and Indiana average of 3.2%. (Source: http://www.stats.indiana.edu/dms4/new_dpage.asp?profile_id=23&output_mode=1) The immediate Orleans area has a limited number of businesses. However, there are a number of residents that are employed by NSWC Crane. These relationship with NSWC Crane might help to generate interest and tenants for the coworking space. Also, Orleans' midpoint location along SR 37, between Bloomington and the Springs Valley area, easy access and ample parking in the downtown area help to create a positive environment for a coworking facility.

The development of a coworking space might be considered an optional or opportunistic pursuit. A key consideration is identifying a building owner with accommodating space to host a coworking facility. A building owner may consider the opportunity, but would need an arrangement to discontinue the use of the space for a coworking facility should a more desirable tenant be identified. The need for such flexibility for the use of a building is what frames the coworking space as an optional or opportunistic pursuit. However, should a coworking space be piloted and the facility realizes meaningful levels of utilization by businesspersons, a more permanent coworking facility could be pursued. It should be noted that the concept of a coworking space was not identified by Orleans residents in the course of the planning engagements but rather was submitted as a potential development opportunity by the Lochmueller Group.

The coworking space project should be pursued as public/private engagement. Considering that the coworking space is designed to generate new business development and can lead to new jobs and investment, public investment in the project is reasonable.

A coworking facility could also be part of mixed use development framework that is essential for the repurposing of downtown structures. Coworking spaces range from multi-floor buildings to 700 – 1,000 total square feet of office space.

Currently efforts are underway to create a network of coworking spaces in Indiana. It would be advantageous for Orleans to create a coworking facility that could become part of this statewide network. For more information on this network visit: www.IndianaCoWorkingPassport.com.



Coworking space provides a location for small businesses, entrepreneurs, and sole proprietors to work with other entrepreneurs. The top two pictures and the picture on the bottom left are examples of coworking space. The former Dollar General building downtown, shown in the bottom right picture, would be an ideal location for coworking space.

*sources: mashable.com; rebelacademy.org;
www.creativeenterprisezone.org; Bob Grewe*

Procuring the services of a professional design firm or qualified volunteers, can result in developing unique and interesting spaces that attract tenants and create positive business dynamics. The space could be outfitted with donated office furniture and fixtures. The South Central Indiana Small Business Development, universities, and like organizations could host workshops and seminar at the coworking spaces to increase the utilization and awareness of the facility.

The Town of Orleans will be well positioned to attract entrepreneurs and “free lancers” with a coworking facility. These persons generally do not require specific locations to accommodate their business enterprise. They can in fact work “anywhere”. While these persons may work from home, the idea of creating coworking spaces can be attractive to persons who have such occupations. These spaces could help attract free lancers and entrepreneurs to locate in Orleans.

Further, the downtown area has a number of vacant structures that could lend themselves to serving as coworking space. Coworking spaces require only core office type environments. These types of uses can be readily terminated and the coworking space relocated should a more advantageous use of the space be identified. Space in coworking facilities is usually priced considerably lower than conventional office space and use terms are flexible. These reduced costs for office space can be very advantageous to the cash demands of start up businesses.

Coworking spaces can also help to create a collaborative environment for businesspersons utilizing the space. Coworking spaces also create a positive and business friendly identity for the community.

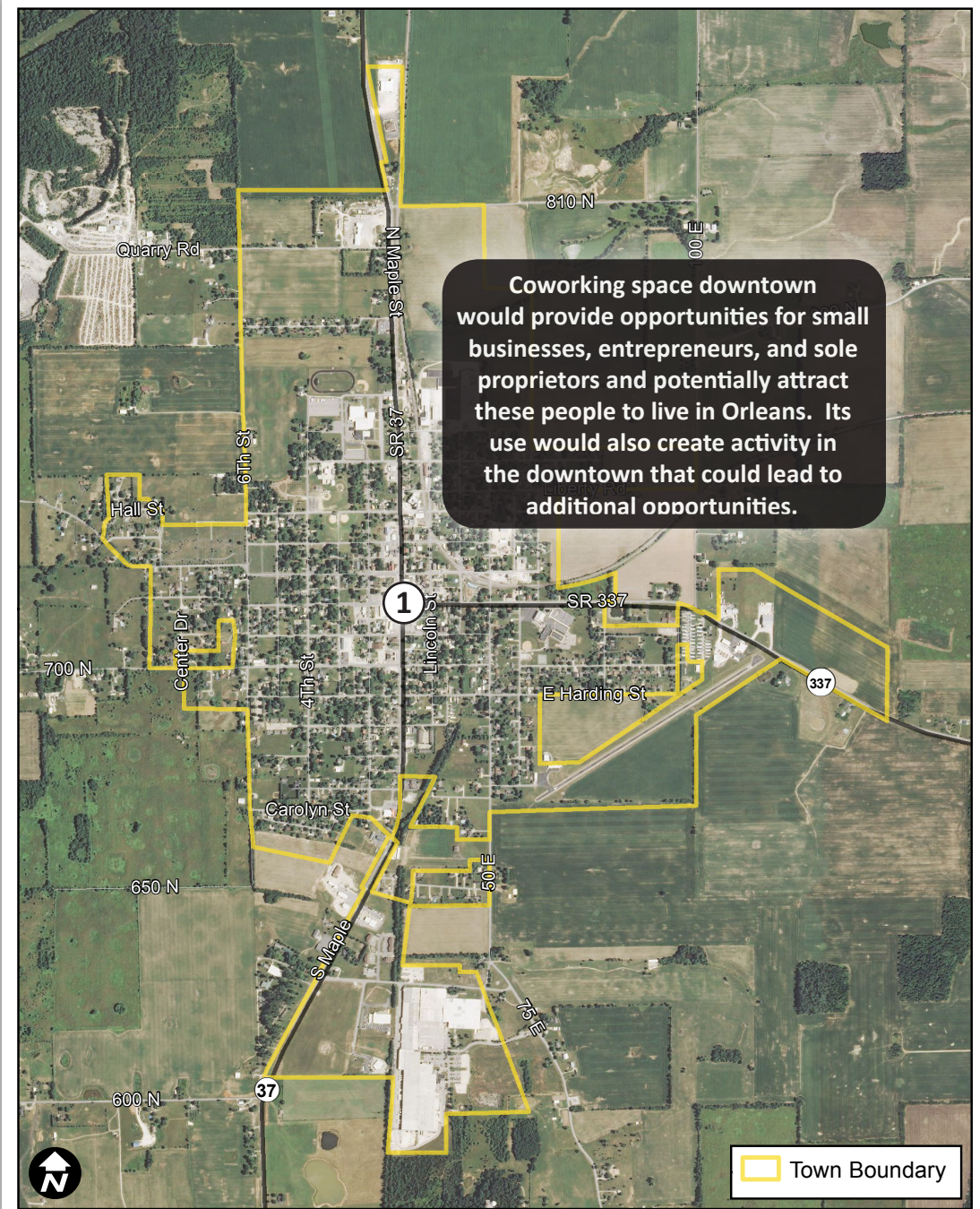


Figure 39: Ideal Location for Coworking Space

a. Phasing

- Short Term (0-2 years)
- This project should be pursued in a coordinated manner with other multi-use development concepts. These facilities can help to create a high profile space that can make a positive impression and help to attract the attention of tech and professional businesses.

b. Location

- Facility would be located in Downtown Orleans within building space owned by the Town of Orleans or other no/low cost alternative space. See Figure 39 for the ideal location for this facility.
- The former Dollar Store, south of the Town Square, could prove to be an appropriate location.

c. Responsibility

- Town of Orleans
- Orleans Chamber of Commerce
- Orange County Economic Development Partnership
- South Central Indiana Small Business Development Center
 - Radius Indiana
- Indiana 15 Regional Planning Commission
- Area Universities/Colleges

d. Funding Sources

- Town of Orleans
- Tenant Fees
- Grants
- Donations
- Foundations
- Orleans Chamber of Commerce
- Orange County Economic Development Partnership
- Radius Indiana
- South Central Indiana Small Business Development Center
- Crowd Funding Campaign

e. Cost Estimate

- Costs cannot be defined at this time. However, costs would involve outfitting the space with office furniture. Recurring costs would include utilities, insurance, and broadband/Wi-Fi. Another consideration would be an arrangement for staffing the facility. Locating the coworking space near other multi-use concepts would help to create shared and more manageable staffing arrangements.

2. Convert Town-Owned Space into an Art Gallery

A well designed and managed art gallery can help to create a positive impression and experience for visitors and residents alike.

A fundamental component of many downtown redevelopment initiatives is gallery space for artists to display and sell their work. Galleries can also serve as attractive venues for social gatherings, which help to increase appreciation of the local arts community and downtown area. Galleries are also an essential component for attracting new investment in the Downtown area. Effectively designed and marketed gallery space attracts people and creates commerce. Galleries are essential to creating a vibrant downtown area and to attracting future commercial and retail activity.

While an art gallery is an impactful addition to Downtown Orleans, hosting regular events will help to solidify the relevance of the gallery. While the development of a gallery space can aid in attracting events and artists, a dedicated staff person and/or organization is essential to plan, promote, and coordinate events, and increase the success of these initiatives.

Area artists might consider creating a cooperative development framework or “Co-Op” to organize and staff galleries and art events. Such a cooperative might also help area artists explore other platforms for the sale of art via internet websites, social media, and shared marketing events.

The art gallery would also be an appropriate complement to the very popular farmers markets and antique stores.

a. Phasing

- Short Term (0-2 years)
- The Art Gallery should be pursued within the first year following the adoption of the Comprehensive Plan.
- Creating gallery space should not amount to a large financial investment. As such, this project should proceed as soon as possible.

b. Location

- The Location of gallery space should be in Downtown Orleans, utilizing space owned by the Town, or other no/low cost alternative space. Available outdoor spaces could also be incorporated into a gallery as a venue for outdoor art installations.
- Should the selected space be identified for another, more valuable use, the Gallery should be designed and managed in a manner that make it easy to relocate. The Gallery should always defer to development projects that result in new employment and investment in Orleans.
- Consideration should be given to the potential to co-locate the Art Gallery and the Event Center within the same space.
- The former Dollar Store, south of the Town Square, could prove to be an appropriate location.



Figure 40: Ideal Location for Art Gallery

c. Responsibility

- The Art Gallery should be managed in part by the Town of Orleans. However, it is imperative to identify an individual and/or organization that provides leadership for the Art Gallery Project.
- Future staff for the Orleans Art Gallery may involve a mix of professional staff, volunteers, and university interns, including:
 - Town of Orleans
 - Local Artists
 - Indiana Arts Commission – Region 8
 - Students/Faculty
 - Volunteers
 - Universities
 - Orleans Chamber of Commerce
 - Orange County Tourism
 - Orange County Foundation

d. Funding Sources

- Funding for the Center would be minimal since the space is generally conducive to gallery use. Still some measure of funding is necessary to support/promote gallery functions, including fixtures and related improvements:
 - Arts Council of Southwestern Indiana
 - National Endowment of the Arts – Our Town grant program
 - Indiana Arts Commission
 - Corporate sponsorships
 - Grants
 - Donations
 - Foundations
 - Universities
 - Cooperative Development Model
 - Tax Increment Financing (TIF) Funds (potential)



The top two pictures and the picture on the bottom left are of art gallery space near downtown Evansville, Indiana. Minimal funding would be required to convert vacant buildings into gallery space that could attract downtown visitors. The former Dollar General building downtown, shown in the bottom right picture, could be used for gallery space.

source: Bob Grewe

e. Cost Estimate

- Costs can vary from \$2,500 to \$10,000 annually.
- Costs would vary considerably depending on the design components that are incorporated into the project.
- Converting the vacant structure into a working gallery would entail additional cost but could likely be accomplished within a cost effective manner with volunteer labor and donated materials.
- An associated cost involves the development, marketing and implementation of art-related events and festivals. An initial investment of startup cash, coupled with the development of an artist cooperative, could create a sustainable organization capable of creating and managing art events at the new gallery.

3. Develop Storefront for Local Arts and Crafts Items

A local storefront to sell local arts and crafts items would be an excellent addition to the downtown area. Such a facility would help to highlight local talent and provide an outlet for unique and original gift items. It is noteworthy that a number of Southern Indiana communities have recently created outlets for locally made items. These storefronts have been well received by visitors and residents.

The City of Orleans is well positioned to accommodate unique retail opportunities. The downtown, is visually pleasing and the narrowing of SR 37 slows traffic to create a more intimate engagement with the community. The downtown area provides a unique environment compared to other sections of SR 37 that lends itself to attracting retail shoppers.

The Orleans Downtown area has a number of vacant structures. Creating storefront space that can be shared by numerous tenants has proven to be one of the more cost effective uses to put vacant structure back into play. Orleans has a recognized arts culture and this could be reinforced by providing an offering of unique arts and crafts for sale. Done well, facilities such as these can become destinations in that the offerings are unique and products change with new products by artists as well as the potential to change products to reflect seasonal offerings.

This is another use for vacant structures that requires limited investment. Also, the storefront use can be terminated and moved should a more advantageous use for the space be identified.

a. Phasing

- The local storefront should be pursued with the first year following the adoption of the Comprehensive Plan.

b. Location

- The storefront should be located in the downtown area. Should the selected space be identified for another use, the storefront should be designed and managed in a manner that make it easy to relocate. The storefront should always defer to development projects that result in new employment and investment in Orleans
- Consideration should be given to the former Dollar General store, south of the Town Square, to potentially co-locate the storefront with an Art Gallery and Event Center.

c. Responsibility

- The storefront should be managed by the organization responsible for the downtown revitalization efforts associated with following the Main Street Program. The first pillar in the Main Street Program is “Organization”.
- Future staff for the storefront may involve a mix of paid staff, volunteers, and university interns.
- A coop business model could also be an appropriate framework for operating the storefront.

d. Funding Sources

- Funding for the storefront would be minimal since most of the fixtures and equipment could be procured via donations.
- However, some measure of seed funding would be appropriate in order to address incidental expenses such as recording point of sale information and consignment records.
- Other Funding Sources include the following:
 - Town of Orleans
 - Membership Fees
 - Orange County
 - Grants
 - Donations
 - Crowd funding

e. Cost Estimate

- Costs can vary from \$500 to \$2,000 annually.
- Funding will be contingent upon the scope of programs and initiatives at the Storefront.

4. Develop an Event Space

An event space would provide accommodations for activities and events that would help to bring resident and visitors alike to the downtown area.

At a minimum, the facility should provide tables and seating to accommodate groups and events. However, the larger consideration is that the space remain flexible and dynamic to host a variety of possible events.

The concept of flexibility should carry over into the management and operation of the event space. The degree to which a variety of events take place, can create greater potential for continued utilization of the space as more people will be drawn to the downtown area.

The event space could host everything from recitals to regular meetings of clubs and organizations.

a. Phasing

- Short Term (0-2 years)
- The Orleans Event Center should be pursued within the first year following the adoption of the Comprehensive Plan.

b. Location

- The Center should be located in the downtown area. Should the selected space be identified for another use, the Studio should be designed and managed in a manner that make it easy to relocate. The Event Center should always defer to development projects that result in new employment and investment in Orleans.
- Consideration should be given to the potential to co-locate the Art Gallery and Event Center within the same space.
- The former Dollar Store, south of the Town Square, could prove to be an appropriate location.

c. Responsibility

- The Center should be managed by the organization responsible for the downtown revitalization efforts associated with following the Main Street Program. The first pillar in the Main Street Program is “Organization”. The Event Center should serve as “home” for this new organization.

d. Funding Sources

- Funding for the Center would be minimal since most of the fixtures and equipment could be procured via donations.
- However, some measure of seed funding would be appropriate in order to address incidental expenses. An initial fundraising campaign for small donations should help to address this on an annual basis. Corporate sponsorship should also be considered.
- Other Funding Sources include the following:
 - Town of Orleans
 - Orange County
 - Grants
 - Donations
 - Sponsorships
 - Crowd funding

e. Cost Estimate

- Costs can vary from \$500 to \$2,000 annually.
- Funding will be contingent upon the scope of programs and initiatives at the Event Center.



Figure 41: Ideal Location an Arts and Crafts Storefront and Event Space

5. Develop a Design Overlay District for Downtown Area

Many downtown areas have realized the value of creating overlay districts with design guidelines within their downtown area. This provides for special planning and development provisions that are unique to the downtown area. The overlay can define development provisions that ensure the preservation of the character of the downtown area. Such provisions may not be of value to other locations in the community and as such do not apply to the balance of the community.

Typically, Design Overlay District provisions are included as a separate reference in the zoning code. The reference would identify the geographic area where the overlay and design guidelines are in effect. See Appendix J for an example of a Downtown Overlay District from Tipton, Indiana.

While some may consider a design overlay district as a burden to property owners, in most every instance, design guidelines have increased property values and protected unique areas from development that would diminish property values.

A Design Overlay District can help to create and protect the feel and character of a downtown area. A Design Overlay District could provide a specific guidelines for the following:

- Signage
- Awnings
- Landscaping
- Window treatments and displays
- Lighting
- Security
- Street/sidewalk furniture, trees and plantings
- Parking
- Open spaces

The Overlay is a zoning tool that requires specific design standards for development in a very specific geographic area. An overlay is used to either protect the pre-existing character of the area or to create a character that would not otherwise be ensured by the development standards in the base zoning code provisions.

The Overlay District provides for a higher level of design consideration than the current base zoning, and allows for development standards above and beyond those in the base zoning. This adds value to an area by ensuring that improvements and new developments will “fit” within the feel and character of the area.

a. Phasing

- Short Term (0-2 years)
- This project is a key component to downtown redevelopment.

b. Location

- Orleans Historic District and adjacent areas

c. Responsibility

- Orleans Main Street organization
- Town of Orleans
- Orleans Plan Commission
- Downtown Building Owners
- Downtown Merchants

d. Funding

- Town of Orleans

e. Cost Estimate

- Direct costs should be minimal. Majority of the costs involve town staff and/or volunteers reviewing other design guidelines used in other communities and determining which provisions are desired for Downtown Orleans. Depending on the ability and confidence of town staff or volunteers, some consulting services might be appropriate.



Figure 42: Ideal Location for a Design Overlay District

6. Participate in the Indiana Main Street Program

The Indiana Main Street Four Point Approach involves:

1. **Design:** Enhancing the physical appearance of the commercial district by rehabilitating historic buildings, encouraging supportive new construction, developing sensitive design management systems and long-term planning. The look of downtown, its streets, signs, buildings, and store interiors, is unique to each Indiana community. Main Street's goal is to work with all these elements to create a friendly, attractive place that will draw in visitors and businesses.
2. **Organization:** Building consensus and cooperation among the many groups and individuals involved in the revitalization process. To ensure a self-reliant, broad-based, long-lasting downtown revitalization program, the entire community must rally around the idea. Cooperation from both the public and the private sector is critical to achieve visible results. In addition, a separate staff and business solely dedicated to downtown revitalization is key to achieving long-term, large-scale results.
3. **Promotion:** Marketing the commercial district's assets to customers, potential investors, businesses, local citizens, and visitors. To keep investors, visitors, and businesses coming downtown, Main Street must reshape the community perspective of downtown as a hub of activity. Successful downtown image campaigns, as well as promotional activities that build upon the community's unique heritage and culture send a consistent, compelling message promoting the downtown area.

4. **Economic Restructuring:** Strengthening the district's existing economic base while finding ways to expand it to meet new opportunities and challenges from outlying development. Main Street's ultimate goal is to create downtowns that are economically viable. Researching the regional market and consumer trends give Main Street organizations a realistic picture of what market mix will work for their downtown. Based on their research, Main Street organizations can begin stabilizing existing businesses and recruiting new businesses to fill the gaps.

source: <http://www.in.gov/ocra/2364.htm>

The Four Point approach of the Main Street Program is a proven framework for creating vibrant downtown areas. Once Orleans has reached a meaningful level of engagement in pursuing downtown revitalization efforts, the Town should consider applying for status as an Indiana Main Street community.

The National Main Street Center website holds a great number and variety of resources to help communities realize the revitalization of their community. These resources can be found at: www.preservationnation.org/main-street/about-main-street/the-center. One of the more functional resources are the workbooks that walk the reader through the implementation of the Four Point Approach. Orleans should consider joining the National Main Street Center Inc. and purchasing a number of the workbooks for community leaders.

a. Phasing

- Short Term (0-2 years)
- Project is key component to downtown redevelopment

b. Location

- Focus on the Historic District, however, project areas can include areas adjacent to the historic district and areas leading to and from the Historic District.

c. Responsibility

- Orleans Main Street organization
- Town of Orleans
- Orleans Chamber of Commerce
- Downtown Merchants and Building Owners

d. Funding

- Private investment
- Revolving loan funds
- Grants
- Donations
- Memberships

e. Cost Estimate

- Costs to organize may include legal and accounting fees to create a not-for-profit organization.
- Costs may include some measure of direct costs associated with conventional advertising. However, many communities are finding considerable success using social media outlets and related low cost options.

7. Pursue development of second floor housing opportunities in downtown buildings

The Town of Orleans should consider opportunities to develop additional affordable housing units in the upper levels of downtown buildings. Some spaces have been converted to housing. However, additional opportunities remain. Persons residing in a downtown area can help to create a more dynamic and interesting downtown area.

Hold meeting and workshops with building owners to discuss the opportunities to develop housing in upper levels of downtown buildings. Consideration should be given to inviting other persons and organizations that could share insights into the key items associated with converting upstairs areas to housing.

These might include staff from the Indiana Main Street Organization and Indiana Landmarks.

a. Phasing

- Short Term (0-2 years)
- Project should begin as soon as possible.

b. Location

- 2nd and 3rd floor structures in downtown Orleans

c. Responsibility

- Building owners
- Town of Orleans

d. Funding Sources

- Private investment
- Indiana Housing and Community Development Authority
- Low Income Housing Tax Credits
- Historic Preservation Tax Credits

e. Cost Estimate

- Project costs cannot be determined.

8. Develop and implement a facade program for appropriate downtown buildings

Developing and implementing a facade program for the downtown area can be an effective program to help generate economic activity and redevelopment of available buildings. Restored storefronts improve the pedestrian environment, attract more customers, and encourage economic development and investment.

By establishing these guidelines, the Town encourages important element design to support healthy commercial areas through storefront design and building maintenance. In general, it is intended to recommend ideas, stimulate thinking and promote good design, beautification and urban revitalization. In doing so, the qualities, characteristics, and architectural style of the buildings establish the personality of the commercial area, which attracts customers and helps sustain a strong merchant base.

Successful facade programs usually have two components:

1. Financial Assistance

Assistance be in the form of a grant or loan. Grant programs normally are cost sharing arrangements where building owner also is investing the facade.

2. Design guidelines

Guidelines help to ensure the facade improvements complement the project area and other properties in the project.

a. Phasing

- Short Term (0-2 years)

b. Location

- Buildings in the Downtown area that face the Orleans Square

c. Responsibility

- Town of Orleans
- Orleans Chamber of Commerce
- Orange County Community Foundation

d. Funding Sources

- Orange County Community Foundation
- Indiana Main Street Program
- Private sector investment

e. Cost Estimate

- Costs for façade programs can vary greatly. Programs are often a cost sharing framework using both grant funding and private investment by building owners.



A facade program can help businesses improve the appearance of their structures. The two pictures above show a before (on the left) and after (on the right) of Paradise Pizza and Deli. New paint and chairs make a significant improvement to the look of the front of the building.

source: Bob Grewe

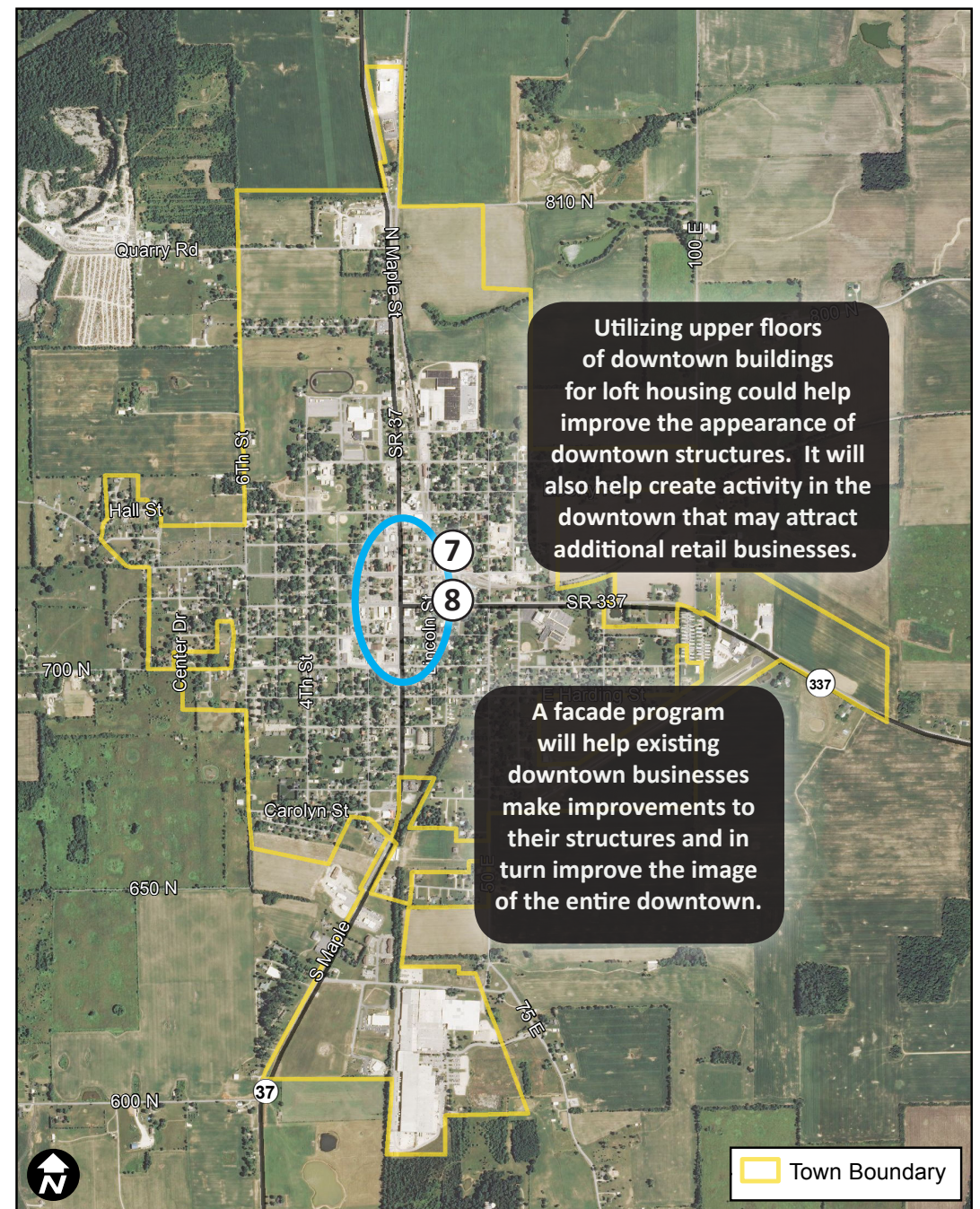


Figure 43: Focus Area for Commercial Activity, Second Floor Housing, and Facade Program

9. Alleyscape and Breezeway Enhancements

Alleys in the downtown area provide opportunities to create unique spaces that complement an area. The Orleans Downtown Square is smaller than many downtown areas and as such, consideration should be given to enhancing all components.

Alleys with appropriate dimensions can be utilized to display merchandise, provide outdoor seating for restaurants, or provide a park like setting to relax and enjoy the downtown area.

Alleys in the downtown area provide opportunities to create unique spaces that complement an area. The Orleans Downtown Area has a number of alleys that could be measurably enhanced with limited effort and engagement.

Initially, the concept of alleyscaping was to provide corridors between the downtown and additional parking on neighboring streets. However, consideration should also be given to the value of alleyscaping to the entire downtown area and Main Street.

The alleys can also help to connect to shops and services beyond the downtown area and provide for alternative routes to navigating the downtown area.

Alleyscaping can also help to enhance the visual appeal of the downtown area.

Alleys can also assist with creating access to second story housing and businesses.

Improvements can amount to a variety of initiative that include but are not limited to the following:

- Improve the pavement or surface of the alley to ensure safe pedestrian travel
- Install security and/or decorating lighting to create visually appealing areas
- Install landscaping that thrives in low light areas
- Create a “green wall” by planting shade tolerant species that can climb. Consideration should be given to placing fencing for the climbing plants which is preferred to plants attaching to mortar.
- Install seating that is adjacent to the adjoining street.
- Install public art

Another option for pursuing improvements is to have civic organizations adopt an alley, make improvements and conduct regular maintenance.

a. Phasing

- Short Term (0-2 years)

b. Location

- Alleys in the downtown areas

c. Responsibility

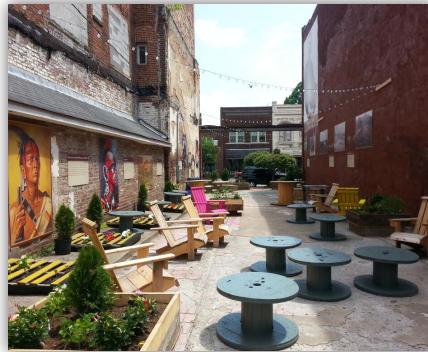
- Town of Orleans
- Building owners
- Business owners
- Orleans Chamber of Commerce

d. Funding Sources

- Town of Orleans
- Building owners
- Business owners
- Orleans Chamber of Commerce
- Orange County Community Foundation
- OCRA Place Based Investment Fund
- Indiana Main Street Program

e. Cost Estimate

- Costs will vary greatly by type of improvements
- Basic improvements for landscaping and associated improvements should be have limited costs. Volunteer labor can also help to keep costs manageable.



With just a little effort, the existing alleys in the downtown that are not used for deliveries or other vehicle traffic, could be converted into nicely landscaped walkways. Alley enhancements do not have to be perfectly landscaped or built out from the start. Temporary enhancements, such as very low cost seating and tables shown in the picture on the right, can give a sense of how much use a space may have before spending more money.

source: Bob Grewe; Better Block, Middlesboro, Kentucky

10. Pursue alley parking and rear entry to stores where feasible

As the Downtown Area continues to grow, parking can become a limiting factor or at least a perceived limiting factor. Consideration should be given to creating parking and enhancing the rear entry to structures in the downtown area.

Parking facilities and entry into structures should be pursued alongside downtown redevelopment efforts. Additional parking can provide value to redevelopment initiatives be it commercial-retail development or housing on upper levels.

Planning will require an understanding of the many ownership parcels of land and how coordination efforts can help to create effective use of space to accommodate the establishment of an additional park and additional retail space.

a. Phasing

- Short Term (0-2 years)

b. Location

- Alleys and access lanes between structures around the downtown square.

c. Responsibility

- Town of Orleans
- Building owners
- Building tenants

d. Funding Sources

- Town of Orleans
- Private sector investment

e. Cost Estimate

- Costs cannot be determined at this time.

D. HOUSING

1. Develop dialogue and share market information about Orleans with State/Regional housing developers

In order to attract new residential development and increase the number of persons residing in Orleans, the Town has to refine and share its value proposition with outside markets.

Orleans boasts a very walkable community with high performing schools, low crime, and central location between a number of growth and employment centers such as Bloomington and French Lick.

Orleans should consider developing a budget friendly promotional piece that outlines the Town's value proposition and share the information with state and regional housing developers and realtors.

a. Phasing

- Short Term (0-2 years)

b. Location

- Available real estate suitable for residential development within or adjacent to the Town of Orleans corporate limits.

c. Responsibility

- Town of Orleans
- Orleans Chamber of Commerce
- Local realtors
- Local lenders

d. Funding Sources

- Town of Orleans
- Orleans Chamber of Commerce
- Local realtors
- Local lenders

e. Cost Estimate

- Funding would involve costs to develop a simple marketing piece that outlines housing opportunities in the Town of Orleans.

2. Pursue owner occupied and rental housing rehabilitation to help preserve housing stock and help to keep persons in their homes

The Town of Orleans should explore the demand and value of developing housing rehabilitation programs for both owner-occupied and rental properties.

While properties may not appear to be in need of rehabilitation, often times a deeper look into the condition of housing can bring to light considerable housing needs in the community.

Reaching out to faith based organizations and social service agencies can help the Town get a sense of households that would benefit from a housing rehabilitation program. Often, households that are less fortunate or seniors on a fixed income do not have the financial means to make necessary improvements to ensure their home meets basic building code requirements.

The rehabilitation of rental properties is a similar consideration. In some instances, rental rates for a property are very low, which makes them affordable. However, in consideration of the low rent, the owner is not able to make necessary improvements. A rental rehabilitation program can provide the owner a forgivable loan to improve rental units in exchange for maintaining an affordable rental rate for a fixed number of years.

While there is state and federal funding for housing rehabilitation programs, the Town of Orleans should also consider engaging faith based organizations to assist with minor housing repairs and maintenance. Many churches and associated groups have had considerable success with reaching out to persons in need of housing assistance where government programs are not effective. A good example of a faith based housing assistance program is Community One in Evansville. See the Community One website for additional information: www.community1.org

The value of improving housing properties is real. Owner occupied rehabilitation can provide the necessary improvements repairs that enable people to “age in place” rather than be forced into “institutional” living. This has numerous benefits for the homeowner, neighborhood and community at large.

a. Phasing

- Short Term (0-2 years)
- This should be priority for Orleans to pursue. However, the rehabilitation programs might extend well beyond two years.
- Phasing of rehabilitation programs might be function of available funding and the priority rehabilitation activities outlined by the funding agency.

b. Location

- Eligible owner-occupied housing and rental housing within the Town of Orleans.

c. Responsibility

- Town of Orleans
- Hoosier Uplands
- Indiana Housing and Community Development Authority

d. Funding Sources

- Town of Orleans
- Indiana Housing and Community Development Authority (Bank Match)
- Federal Home Loan Bank
- Donations
- Foundations
- Area mortgage lenders

e. Cost Estimate

- Maximum amount of funding is \$25,000 per unit and requires a ten percent match.
- A specific number of projects can be assembled. However total grant request cannot exceed \$350,000.

3. Develop Affordable Housing Opportunities

The Town of Orleans should consider opportunities to develop additional affordable housing units utilizing Low Income Housing Tax Credits and/or other housing related resources.

Affordable housing options could help a number of families in Orleans and the surrounding area. Although still much lower than the Indiana average (\$394 per month for Orleans and \$568 for Indiana), median rent in Orleans has increased by approximately 40% since 2000. In comparison, median rent in Indiana has increased by 31% on average since 2000.

The number of individuals in poverty in Orleans and Orleans Township also points to the need for more affordable housing options. Based on the 2008-2012 American Community Survey, the poverty rate in Orleans is 16.4% and in Orleans Township it's 30.1%. It's also 19.0% for Orange County. The State's poverty rate from the American Community Survey is 14.7%.

New affordable rental housing can be provided by a number of pursuits that includes:

- Renovating existing structures
- Adapting and repurposing structures
- Reusing existing buildings
- New construction on an appropriate site

Further, the Town should consider pursuing a variety of affordable housing developments that include a mixed use design and mixed income occupancy. Communities across Indiana and the U.S. have realized considerable development success using this housing development framework.

Such developments have been proven to serve as anchor developments that can help to energize a downtown area or neighborhood.

As people continue to live longer and more households contend with fixed income realities, affordable housing options can be a very meaningful resource.

The mixed income design provision can help a developer cash flow a project by providing commercial/retail opportunities on the first floor and housing on the balance of the facility.

The mixed income provision for tenants helps to keep a balance of tenants. This balance can translate into a more positive perception of the property and help to attract additional investment in the vicinity of the development.

It is also important to point out that Orleans is poised to realize a continued measure of economic growth associated with the tourism industry associated with French Lick/West Baden and Patoka Lake. This growing sector has consumed a considerable amount of available housing in the region. Well planned affordable housing development can help to ensure housing opportunities for seniors and/or income qualified households.

A related consideration is that many Public Housing Authority properties across Indiana and the U.S. is that HUD is pursuing Rental Assistance Demonstration (RAD) initiatives. While the new program is designed to the stock of deeply affordable housing, the final impact of the program has yet to be determined.

a. Phasing

- Short Term (0-2 years)
- These projects should proceed at the earliest possible time. The Town should partner with experienced housing developers in order to effectively develop and submit a Low Income Housing Tax Credit application in the fall of 2015 and in funding cycles thereafter.

b. Location

- Appropriate locations within the Town of Orleans
- Planning engagements with area residents indicated considerable interest in pursuing new infill housing opportunities throughout Orleans.

c. Responsibility

- Town of Orleans
- Housing Developers (private sector and not for profit)
- Indiana Housing and Community Development Authority
- Town of Orleans

d. Funding Sources

- Town of Orleans
- Housing Developer Investment
- Private Sector Investment
- Indiana Housing and Community Development Authority (LIHTC)
- Federal Home Loan Bank
- Mortgage Lenders

e. Cost Estimate

- Project costs cannot be identified at this time. Until a facility/site is identified, it is not appropriate to reference an estimated value for the development costs.

4. Continue to purchase homes prone to flooding

The Town of Orleans has realized considerable success in reducing property damage and reducing the negative impacts of flooding events by purchasing flood prone properties in the Town.

The Town's continuing efforts to reduce the likelihood of property damage by purchasing flood prone homes will help a great deal to limit any negative perspectives associated with the unique karst drainage and sinkholes in and around the community.

There are two general causes of sinkhole flooding, both of which have two variations.

Most sinkhole flooding occurs when the rate of inflow (such as gallons per minute) of runoff from rain or snowmelt exceeds the rate of water flow that the conduits and cave passages can transmit.

The other type occurs when flooding in another part of the watershed reverses the flow direction and causes water to back up into the sinkhole. Unlike an above-ground stream channel, the karst conduit has fixed dimensions, which prevents the cross-sectional area of the water stream from increasing as flow increases. Because of friction with the conduit walls, and the fixed cross-sectional area of the conduits, large increases in head (water pressure) are needed to achieve comparatively small increases in flow.

source: http://www.uky.edu/KGS/water/general/karst/sinkhole_flooding.htm

Efforts should be pursued to identify other sources of funding that could leverage the local funds invested in these property acquisition projects.

Also, additional planning efforts should be pursued to identify alternative uses for these land parcels. Previously purchased parcels have been converted to serve a baseball fields. Additional parcels could serve a public parks, memorial gardens or community gardens.

As planning proceeds for the purchase of additional properties, the Town should investigate funding potential from Indiana Hardest Hit Fund-Blight Elimination Program, Office of Community and Rural Affairs, Indiana Department of Natural Resources and the Indiana Department of Homeland Security

a. Phasing

- On-Going (0-10 years)

b. Location

- Throughout Orleans' corporate limits and planning/zoning jurisdiction

c. Responsibility

- Town of Orleans
- Department of Homeland Security – FEMA
- Indiana Department of Natural Resources
- Indiana Hardest Hit Fund – Blight Elimination

d. Funding Sources

- Department of Homeland Security – FEMA
- Indiana Department of Natural Resources

e. Cost Estimate

- Costs cannot be identified.

E. UTILITIES - INFRASTRUCTURE

1. Address needed improvement to water system

The Town of Orleans water infrastructure is dated and in need of repair and upgrade.

The Town realizes they need to make considerable improvements to the Town's water distribution system. Further the Town needs to forecast and evaluate the longer term demand for water and ensure the Town has adequate water sources to meet these demands.

The Town of Orleans should conduct a water study and develop a capital improvement plan that will provide guidance on the most cost effective and efficient phasing of improvements to the water distribution system, forecast future water demand, and identify future water sources.

a. Phasing

- Short Term (0-2 years)
- Planning efforts should begin immediately in order to develop a plan to phase in necessary improvements.

b. Location

- Town of Orleans and Orleans utility infrastructure

c. Responsibility

- Town of Orleans
- Orleans utility departments

d. Funding Sources

- Town of Orleans
- Orleans utilities
- Office of Community and Rural Affairs
- US Department of Agriculture Rural Development
- Indiana Department of Environmental Management

e. Cost Estimate

- Costs cannot be identified.

2. Improve quality and choices of vendors for high speed internet connectivity

High speed internet connectivity can be of great value to businesses and residents that may prefer the Town of Orleans to larger communities. High speed broadband can allow businesses and residents to work with anyone around the globe. Having affordable, high speed internet connectivity can help to retain and attract new businesses and residents.

Currently, for a smaller community like Orleans, there are limited opportunities to improve the quality and choice for high speed internet connectivity. However, the Town should remain vigilant to pursue future opportunities.

One of the more conventional opportunities is to work with internet providers that desire use of the Town's utility infrastructure right-of-ways and easements to install internet infrastructure. The Town should use these opportunities to negotiate with internet providers and attempt to obtain a point of presence, or POP, that can help to serve the community. Often times these POPs are negotiated and put in service at a later time.

a. Phasing

- On-Going (0-10 years)

b. Location

- Town of Orleans and neighboring areas

c. Responsibility

- Town of Orleans
- Internet providers

d. Funding Sources

- US Department of Agriculture, Rural Development
- Private investments
- Customer monthly fee

e. Cost Estimate

- Costs cannot be determined.

3. Develop Capital Improvement Plan and Adopt Best Practices for the Management of Utilities and Infrastructure

Orleans should develop a capital improvement plan for their water, waste water, and road network. By developing plans and budgets for maintenance, replacements, and updates of infrastructure, the Town of Orleans will be less likely to experience unforeseen disruptions in service and also will avoid large rate increases that are more difficult for household budgets to absorb. Such an analysis is often referred to as a Capital Improvement Plan (CIP).

Evidencing a well-conceived plan for the maintenance and upgrade of utilities, along with competitive utility rates, are attractive to developers.

The Town of Orleans should examine and update their policies for the extension of utility services beyond their corporate limits. Further, the Town should update these policies during a period of time when there is no current request for services outside the Town limits. This will provide a more objective perspective on formulating policies. The Town will have to consider the appropriate cost to provide water and sewer to persons that are not within Orleans' corporate limits.

In order to accurately address this question, the Town should consider conducting a financial analysis of its utility operations to fully understand the costs of providing utility services and the appropriate utility adjustments for persons asking for municipal utilities that are annexed into the Town.

Orleans should make a point to regularly review utility rates against the cost for providing utilities, and make regular adjustment to the rate structure to ensure revenues are sufficient. This also helps to avoid adopting large rate increases that can be difficult to many household budgets to absorb.

An emerging topic for storm water management is green infrastructure. Consideration should be given to approving the use of green infrastructure to manage storm water where appropriate.

Another emerging opportunity is alternative energy. While the Orleans area may not be in a position to support a wind farm, the area could support a future solar energy facility. One of the larger concerns with siting alternative energy facilities is the proximity to the transmission components of the electric grid. Proximate substations can provide connectivity connection to the electric grid, Orleans should explore the development of a solar energy project with Duke Energy.

a. Phasing

- On-Going (0-10 years)
- These are long term engagements to support development.

b. Location

- Town of Orleans and Duke Energy service area

c. Responsibility

- Town of Orleans and Orleans utilities

d. Funding Sources

- Town of Orleans and Orleans utilities
- US Department of Agriculture, Rural Development
- Office of Community and Rural Affairs

e. Cost Estimate

- Capital Improvement Programs and Rate Analysis are manageable expenses for most utilities with costs ranging from \$40,000 - \$100,000 for CIP and \$5,000 - \$15,000 for rate analysis.
- Costs for a solar energy project cannot be identified.

4. Address IDNR concerns about dam safety

The Indiana Department of Natural Resources and Army Corps of Engineers has designated the town-owned reservoir as having a “high hazard” dam. Dams assigned the high hazard potential classification are those where failure or mis-operation will probably cause loss of human life. This determination is normally associated with the type of built environment downstream of the dam.

Alternatives include draining the reservoir and removing the dam structure or making the necessary repairs to the dam to meet new dam safety requirements.

The dam does hold back water during rain events and this water retention does provide some measure of benefit to the Town’s flooding problems. Removing the dam could result in increasing the severity of flooding events in Orleans.

Making repairs to the dam appears cost prohibitive without significant grant funding for such a project.

The Town should continue to monitor the situation and continue their dialogue with regulatory agencies.

This dialogue, along with an appropriate level of planning, could position the Town of Orleans to secure adequate grant funding to pursue the dam repairs. The dam repair project might also consider additional enhancements to the reservoir to provide for additional flood control and recreational benefits.

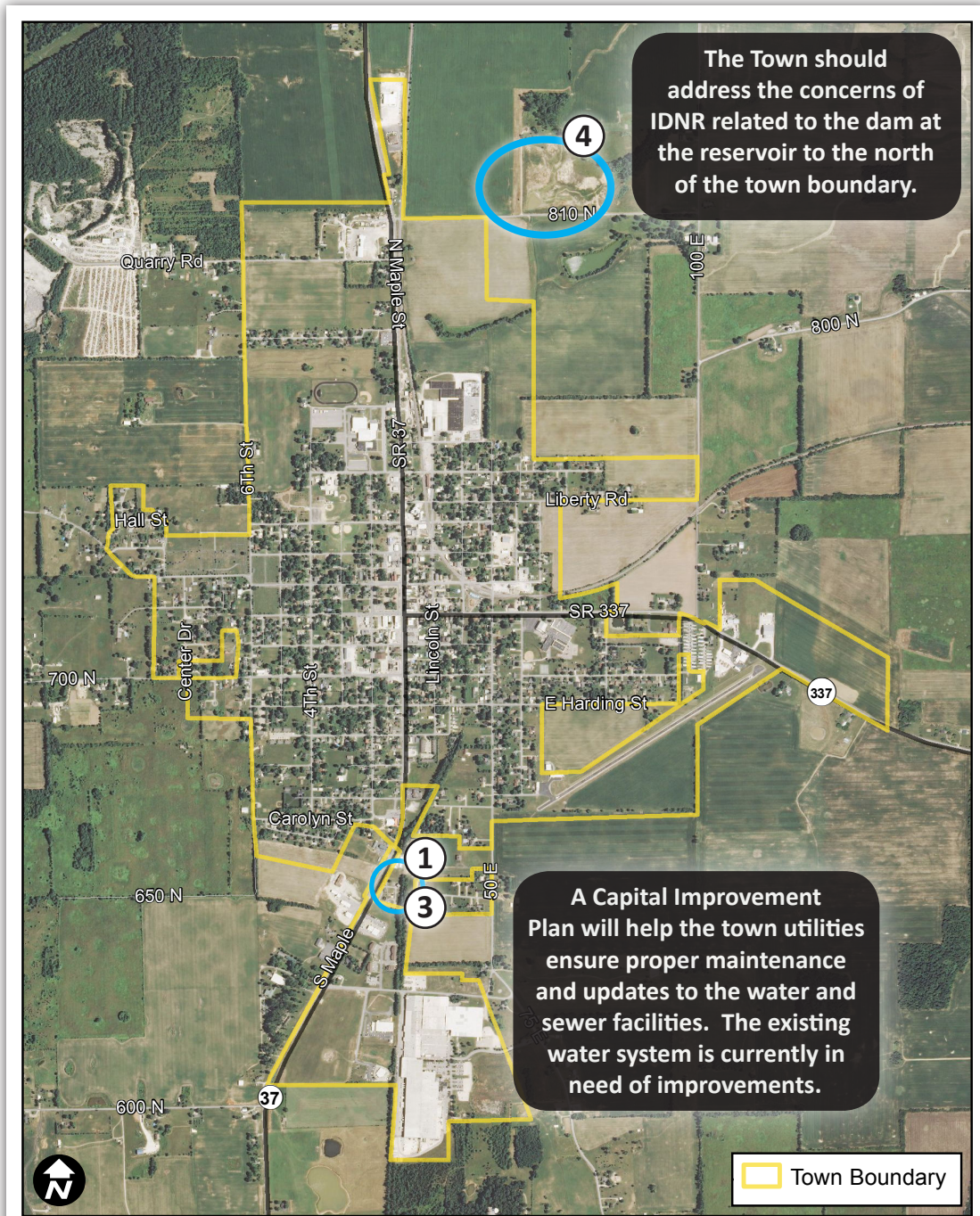


Figure 45: Location of Water and Sewer Departments and Town Reservoir

a. Phasing

- Mid-Term (0-5 years)

b. Location

- Town owned reservoir located north of the community.

c. Responsibility

- Town of Orleans
- Indiana Department of Natural Resources
- US Army Corps of Engineers
- Department of Homeland Security - FEMA

d. Funding Sources

- Office of Community and Rural Affairs
- US Department of Agriculture, Rural Development
- Department of Homeland Security - FEMA

e. Cost Estimate

- Costs cannot be determined at this time.



IDNR is concerned about the current state of the dam. While it does hold back water during heavy rain events, it does not meet current requirements. It is important to continue to monitor the dam and continue dialogue with IDNR.

source: Bob Grewe

F. HEALTH, WELLNESS, AND RECREATION

1. 56 acre parcel owned by the Town could provide exceptional park/open space resource

The Town of Orleans owns a 56 acre parcel of land just north of the Town. The parcel contains a small reservoir with balance being open space. The Town could consider utilizing this property to create health, wellness and recreation opportunities.

Such improvements might include, but not be limited to, the following:

- Landscaping, including Dogwood trees
- Public art installation
- Trail development on the site. The perimeter of property could accommodate a 1 mile loop route
- Create an outdoor performance venue on the site
- Pursue unique park/landscaping concepts by using a design competition
- Address IDNR dam requirements in design features of the site (i.e. unique spillway features, etc.)
- Utilize volunteer labor to reduce development costs

A well designed and unique park could be become a “destination” and attract visitors to Orleans.

Should the new park facility move forward and become a point of interest, efforts should be considered to link the new park to Town of Orleans via a bike-pedestrian trail. This would allow resident to access the park without driving.

a. Phasing

- Long Term (5-10 years)
- Create of park and related improvements could be phased over a multi-year period.

b. Location

- Town owned 54 acre parcel north of the community.

c. Responsibility

- Town of Orleans
- Indiana Department of Natural Resources, Division of Outdoor Recreation

d. Funding Sources

- Town of Orleans
- Indiana Department of Natural Resources, Division of Outdoor Recreation
- Office of Community and Rural Affairs
- Foundations
- Donations
- Sponsorships
- Volunteer efforts by civic organizations

e. Cost Estimate

- Costs cannot be determined.
- However, many improvements at the site could be low cost initiatives using donated materials and volunteer labor.

2. Coordinate with schools to share resources for general public to use

Many communities are developing joint use agreement between public agencies to create more value to public facilities. A joint-use agreement is a formal agreement between two separate entities - often a school and a city/town, county, or local organization - outlining the terms and conditions for shared use of public property or facilities.

While the matter seems straightforward, there are a number of important considerations when developing such agreements. For additional information on joint use agreements, consider reviewing Opening School Grounds to the Community after Hours, developed by Public Health Law and Policy, this toolkit is a resource for increasing physical activity through joint-use agreements. http://changelabsolutions.org/sites/default/files/CA_Joint_Use_Toolkit_FINAL_%28CLS_20120530%29_2010.01.28.pdf

a. Phasing

- Short Term (0-2 years)

b. Location

- Publicly owned facilities such as schools and parks.

c. Responsibility

- Town of Orleans
- Orleans School Corporation

d. Funding Sources

- Town of Orleans
- Orleans School Corporation

e. Cost Estimate

- Costs would be limited as the concept is to better utilize existing facilities. Costs could be incurred for additional janitor and maintenance services.

3. Explore opportunities to repurpose quarry northwest of town as a recreational use

Ball State University students explored opportunities to repurpose the former quarry located northwest of Orleans. Their repurposing concepts include: swimming, water park, scuba diving and rock climbing. Additional concepts included developing unique gardens and sculpture park.

The quarry can create a dramatic and dynamic setting that could accommodate a number of unique developments. However, considering that the quarry is not owned by the Town, the landowners would have to agree to a development pursuit and identify sources of financing.

This should be considered a long term, stretch project but is important to identify as an opportunity.

a. Phasing

- Long Term (5-10 years)

b. Location

- Quarry facilities located northwest of Orleans

c. Responsibility

- Property Owners
- Town of Orleans

d. Funding Sources

- Private investment

e. Cost Estimate

- Costs cannot be determined.

4. Incorporate wellness activities and programs into trail network

Install a series of workout stations at appropriate locations with Orleans public park facilities. These stations would provide an additional level of fitness engagement beyond simply walking. The stations should be designed for use by persons of various fitness levels. Fitness stations provide a low cost option for citizens to increase their fitness levels with the added benefit of being outdoors.

The stations could be proximate to trails, walking paths, roadways, playgrounds, or other park infrastructure. Being able to continue aerobic activity such as running/walking between stations adds considerable benefit to utilizing the workout stations. While this design is preferred, an alternative is to locate the fitness stations at one or two consolidated locations. Consolidation, or fitness clusters, could provide for more open space corridors to accommodate other activities. Fitness clusters might also help to reduce installation and maintenance costs.

There are a number of new cost effective and interesting products on the market. Below are websites to some of the vendors. The installation of new, fun, and effective exercise stations would be an excellent complement to the park's existing amenities.

sources: outdoor-fitness.com; nutoys4fun.com; playlsi.com

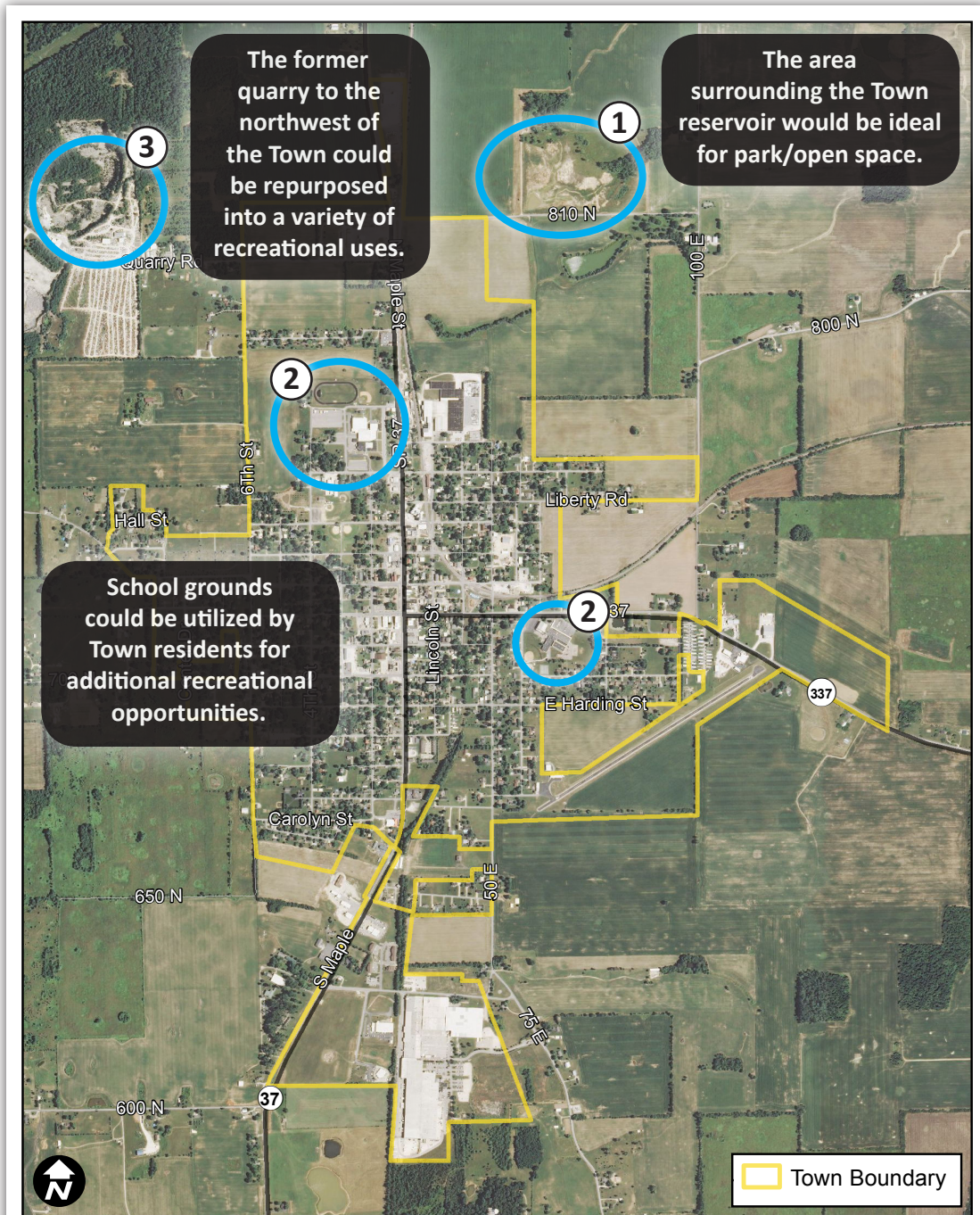


Figure 46: Location of Town Reservoir, Schools, and Former Quarry

An alternative to purchasing workout stations is to build outdoor exercise facilities. There are a number of resources available on-line that provide designs and instructions for building your own exercise workout stations.

a. Phasing

- Mid-Term (2-5 years)

b. Location

- Orleans park facilities.
- The new park facility at 6th and Vincennes Street would be an excellent candidate for a walking path and exercise equipment.

c. Responsibility

- Orleans Park Board
- Local/Regional Healthcare Provider
- Civic Groups

d. Funding Sources

- Orleans Park Board
- Donations
- Advertising/Sponsorship

e. Cost Estimate

- Low cost workout station - \$2,500
- Higher quality workout station - \$5,000
- An alternative to purchasing exercise stations would be to build the stations. Online searches provide a number of resources that provide design and construction information. This option could reduce costs considerably.

5. Reuse the former Orleans Healthcare Center “walk-in” clinic

A former physician’s office on the north side of the Town of Orleans is now vacant. It is currently owned by Lawrence County.

While the Town of Orleans does have physician’s office serving the community, the public workshops evidenced interest in developing an urgent care facility at this location. Residents noted the benefits of an urgent care center. These included convenience and reduced cost. It was also noted that the closest urgent care facility is a considerable distance from Orleans and an Orleans urgent care facility could serve neighboring communities.

With the building being owned by Lawrence County, a unit of local government, there is the potential to gain ownership or use of the building for a public purpose at a reduced cost.

It would be advantageous for the Town of Orleans to form a committee of persons versed in healthcare and business planning to develop a concept plan for an urgent care facility and meet with area healthcare providers to share the business proposition. An underserved market and affordable real estate could entice a healthcare provider to pursue an urgent care facility in Orleans.

a. Phasing

- Short Term (0-2 years)
- Considering the value in such a facility, efforts should begin immediately to pursue this initiative.

b. Location

- Former physician’s office located on the north side of Orleans along SR 37.

c. Responsibility

- Town of Orleans
- Lawrence County Commissioners
- Regional health care providers

d. Funding Sources

- US Department of Agriculture, Rural Development
- Private investment
- Rural healthcare resources

e. Cost Estimate

- Costs cannot be determined.
- However, costs should be minimal, as previous use of the building was associated with providing healthcare services.

6. Consider utilization of former Dollar General store on the square as a gym/fitness center

The former Dollar General Store on the town square has an open floor plan that could lend itself to being converted into a fitness center.

A fitness center in close proximity to residents is an important amenity. However, the Dollar General store's strategic location on the downtown square could accommodate other uses that could be more complementary to the downtown area and provide a greater economic development value.

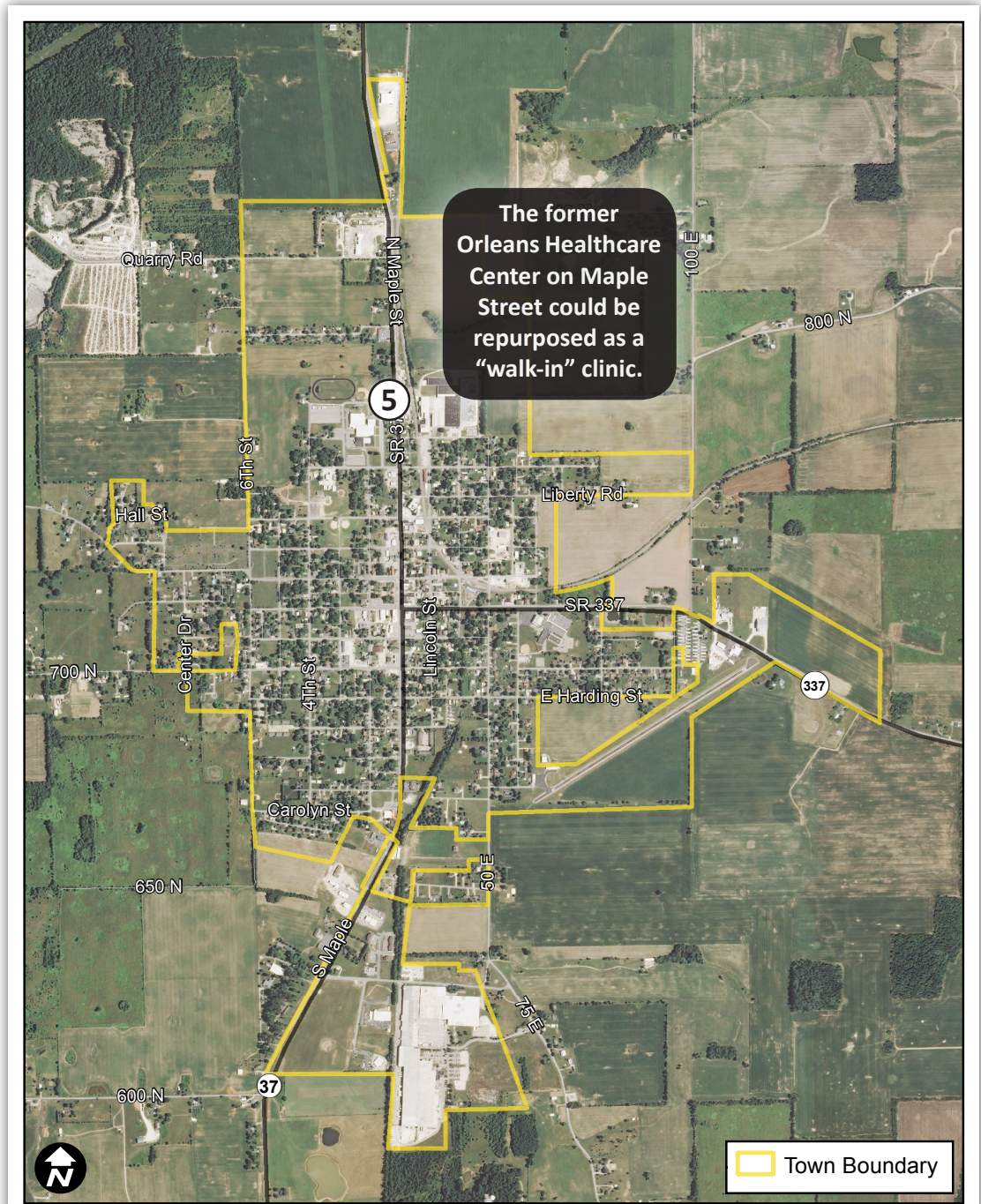


Figure 47: Location of Former Orleans Healthcare Center

Efforts should be considered to pursue limited improvements to the Dollar Store in order to pilot a local fitness center. This would help to determine the local demand and interest in a fitness center. The limited improvements would allow for the space to be readily converted to meet the needs of another enterprise that would create greater economic activity in the downtown area.

A related consideration is the shared use concept referenced earlier in the Plan recommendations. Perhaps there is space at one of the local schools that could be utilized on a limited basis for fitness activities.

a. Phasing

- Short to Mid-Term (0-5 years)

b. Location

- Former Dollar General Store on the south side of the downtown square

c. Responsibility

- Building owner
- Town of Orleans
- Fitness Center operator

d. Funding Sources

- Private investment
- Memberships
- Donations/Sponsorships

e. Cost Estimate

- Costs cannot be identified.

7. Support Regional Efforts to Create Youth/Sports Complex (Southern Indiana Sports, Recreation and Youth Center)

The Southern Indiana Sports, Recreation and Youth Center is a non-profit organization dedicated to providing a wide variety of sports, fitness, and recreational activities as well as educational, mentoring, and counseling services for youth. They also provide volunteer assistance programs for senior citizens and create the potential for a strong economic growth of surrounding communities. A facility is being redeveloped in Mitchell, Indiana to provide these opportunities and services. *source: <http://www.sisryc.org/about-us.html>*

With Orleans being a short drive from Mitchell, many Orleans residents may utilize the facility.

The Town of Orleans should carefully consider the value of providing financial support for this endeavor. Consideration should be given to the value of having such a facility proximate to the Town of Orleans and further the realization that no singular community in the region could pursue such an ambitious project but regional framework with support from multiple communities can make the project feasible.

a. Phasing

- Short to Mid-Term (0-5 years)

b. Location

- Former Shopko store in Mitchell, Indiana

c. Responsibility

- Southern Indiana Sports, Recreation and Youth Center
- Town of Orleans

d. Funding Sources

- Town of Orleans
- Donations
- Sponsorships

e. Cost Estimate

- Design and costs are being developed.

8. New park at Vincennes & 6th Street

The Town of Orleans is anticipating the development of a new park facility on a vacant lot are Vincennes and 6th Street. This new facility will provide proximate park facilities for persons residing on the south side of Orleans.

In addition to the installation of traditional playground equipment, the Town might consider the installation of a walking path with fitness stations along the route.

An additional consideration is to explore opportunities to install accessible playground and exercise equipment for children and disabled persons. While it may seem as though standard playground equipment would be used only by disabled children that is not the case.

Seniors would also value being close to unique playground facility where they could safely participate in play activities with grandchildren and other young people of friends and family. The accessible playground could also incorporate exercise equipment that could be utilized by seniors. This would provide the added benefit of increasing options to promote healthy lifestyles for seniors.

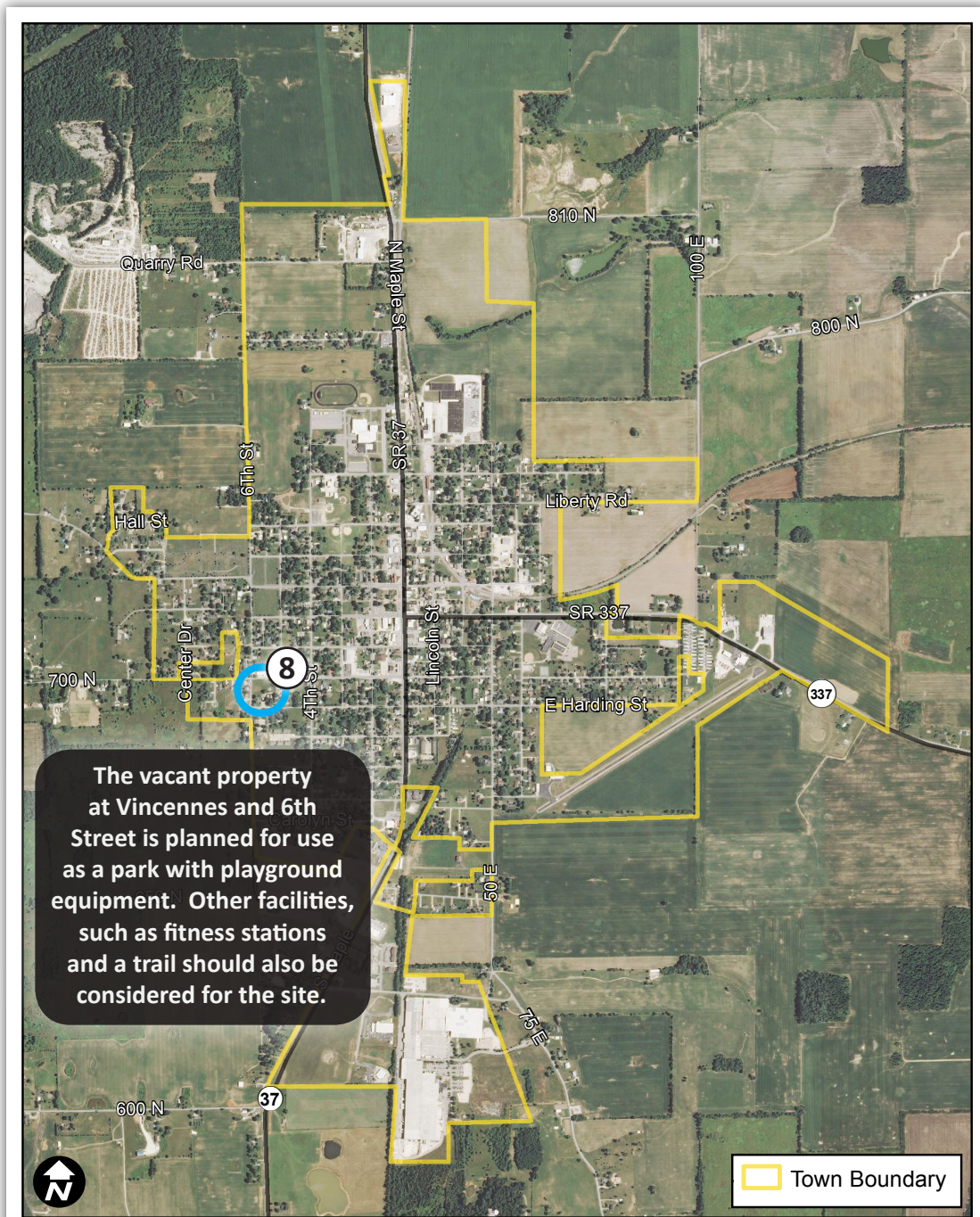


Figure 48: Location of Former Dollar General Store and Proposed Park

Often times, accessible playgrounds become a regional destination and could have a positive impact on increasing traffic in the downtown area. A well designed facility could attract visitors from outlying areas that do not have access to such a facility.

The Indiana Department of Natural Resources has developed an excellent resource entitled IDNR Division of Outdoor Recreation-Accessible Playground Toolkit. It can be found on the IDNR website at http://www.in.gov/dnr/outdoor/files/or-IDNR_Accessible_Playground_Toolkit_2010.pdf.

a. Phasing

- Short Term (0-2 years)

b. Location

- Town owned lot at corner of 6th and Vincennes Street

c. Responsibility

- Town of Orleans

d. Funding Sources

- Town of Orleans
- Office of Community and Rural Affairs - Place Based Investment Fund
- Indiana Department of Natural Resources
- Donations
- Sponsorships
- Crowd funding

e. Cost Estimate

- Costs have not been identified.

9. New skate park near baseball fields

Skate parks provide unique recreation opportunities for youth and young adults that enjoying skate boarding.

Installations for skate parks can range from high cost custom skate parks to a low budget installation of skate park features onto an existing smooth surface.

Prior to investing in a skate park, the Town should have an appreciation of the demand and anticipated usage of a skate park. The Town might also pursue a level of market analysis to understand the number and quality of skate parks that might compete with a skate park in Orleans.

A skate park with a unique design and feature can become a destination for skaters. Perhaps a skate park that incorporates the Lost River theme with sinkhole type features might set the park apart from others and create a destination for skaters.

For additional information on developing a public skate park, visit www.skatepark.org.

a. Phasing

- Short to Mid-Term (0-5 years)
- The Plan identified a number of other conventional park and recreational projects that could be pursued in advance of a special purpose recreation investment. As such, this project may take longer to develop.

b. Location

- Publicly owned property such as parcels owned by the Town of Orleans or Orleans School Corporation

c. Responsibility

- Town of Orleans
- Skating advocates

d. Funding Sources

- Town of Orleans
- Donations
- Volunteer labor

e. Cost Estimate

- No costs have been identified.

G. ECONOMIC DEVELOPMENT

1. Develop a Design Overlay District for the SR 37 Corridor

A design overlay that protects the interest of the commercial developments along the SR 37 corridor would be of value to existing and future development interests. Such an overlay could address development provisions within the corridor that may not have merit in other areas of the Town. See Appendix K for an example of a Highway Corridor Overlay District Ordinance from Henry County, Indiana.

Highway corridor design guidelines could address the following:

- Building façades
- Landscaping
- Setback
- Access
- Parking
- Connectivity
- Signage
- Lighting

However, the most important provision of the Design Overlay is to ensure compatible uses in the corridor. To the extent that the corridor can be made aesthetically pleasing, all the better.

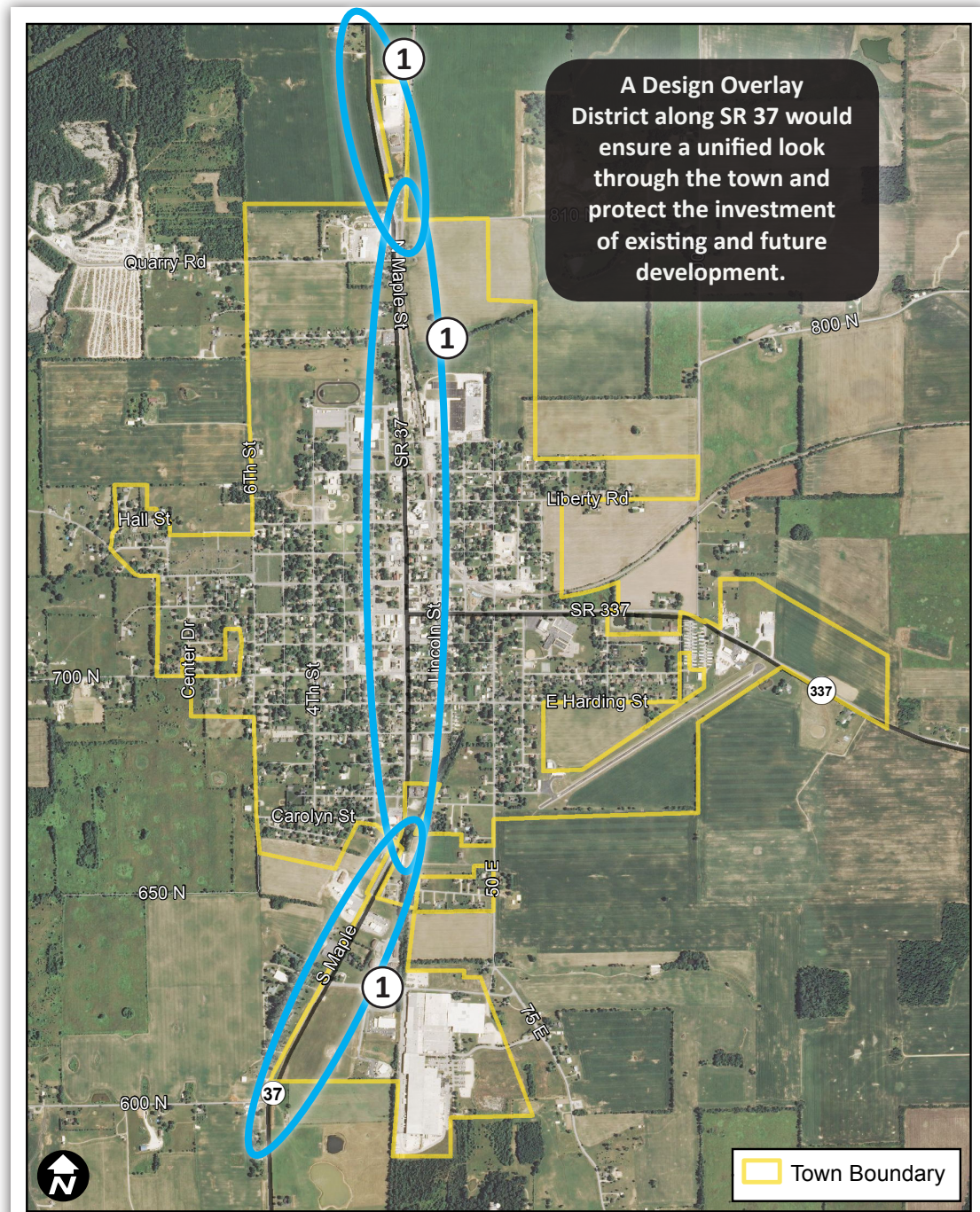


Figure 49: Focus Area of SR 37 Design Overlay District

a. Phasing

- Short Term (0-2 years)
- Project is essential to ensuring high quality growth along the SR 37 corridor.

b. Location

- SR 37 corridor running through and beyond Orleans

c. Responsibility

- Town of Orleans
- Orleans Plan Commission

d. Funding

- Town of Orleans

e. Cost Estimate

- Direct costs should be minimal. Majority of costs involve volunteers reviewing other design overlays used in other communities and determining which provisions are desired for Orleans. Depending on ability and confidence of volunteers, some consulting services might be appropriate.
- A design overlay that protects the interest of the commercial developments along the SR 37 corridor would be of value to existing and future development interests. Such an overlay could address development provisions within the corridor that may not have merit in other areas of the Town.

2. Create Local Revolving Loan Fund

While the Orange County Economic Development Partnership has an existing loan fund program, Orleans should give consideration to creating their own local loan fund.

Securing financing is often the most difficult consideration when starting or expanding a business. Many communities have created limited revolving loan funds that can help to provide flexible loans that meet the needs of small businesses.

These local loan funds can also help to leverage private investment. In many instances, the investment of subordinate/secondary financing can make a business development feasible.

Success in creating a program lies in securing funding for local match and assembling a loan committee that can draft effective underwriting guidelines and effectively review loan applications.

Many Indiana communities have utilized the United States Department of Agriculture Rural Development to help fund and create local revolving funds.

A small community like Orleans can find it more challenging to attract investment than larger communities of scale. Considering this, it is incumbent on the Town of Orleans to avail themselves of all potential resources to attract new businesses and encourage existing businesses to grow.

Being able to offer flexible financial resources to new and expanding businesses can be a considerable advantage. Flexibility of the use of revolving loan funds is one of the most valuable features of a revolving loan fund. Revolving loans can be used to fill the financing gaps of business plans. The value of flexible terms might be realized by providing a lower rate, extending the term of the loan, agreeing to take a subordinate position of collateral used for previous loans, or interest only payments for an up-front period of time.

Orleans has a limited number of businesses and as such it can be challenging for conventional lenders to gain confidence for businesses starting or expanding in Orleans. Revolving loan funds can help to defray the lenders risk and more importantly reflect the community's interest in supporting the business financially. This evidences the community's belief that the business can succeed.

Orleans has indicated an interest in seeing new restaurants open in the community. Restaurants are one of the more difficult businesses to finance with conventional lending. A revolving loan could be an important tool to attract new restaurants to Orleans.

a. Phasing

- Short Term (0-2 years)
- Funding is available and loan development models are available to help develop such a fund.

b. Location

- The loan fund would primarily finance projects located in the Town of Orleans. However, provisions for exception should be made in the event that a beneficial project is located outside of Orleans.

c. Responsibility

- Town of Orleans
- Orleans Chamber of Commerce
- Orange County Economic Development Partnership
- South Central Indiana Small Business Development Center
- U.S. Department of Agriculture, Rural Business Enterprise Grant Program

d. Funding

- Town of Orleans
- Local/regional lenders
- U.S. Department of Agriculture, Rural Business Enterprise Grant

e. Cost Estimate

- Typical first time grants to create local loan programs through the U.S. Department of Agriculture, Rural Business Enterprise Grant range from \$50,000 to \$100,000. These grants require a minimum of 10% matching funds.
- Financing is the number one challenge associated with business development. Many communities have created revolving loan funds with grant funds from the USDA. The key to a successful revolving loan fund is to have appropriate underwriting guidelines and an experienced loan review committee.

3. Pursue Business Retention and Expansion with Orange County Economic Development Partnership

The majority of a community's new job creation and investment is associated with the existing businesses in a community. Business Retention-Expansion (BRE) programs are highly structured programs that provide a complete regiment for contacting and interviewing businesses on a standardized basis. Others are less structured. The Town of Orleans should ensure that an effort is in place for some measure of regular contact with area businesses to identify challenges they are experiencing and opportunities they are pursuing. An equally important component to a BRE program is to make sure the business understands that the community is appreciative of their efforts to operate a business in Orleans.

BRE programs are often staffed by chambers of commerce and economic development organizations. In areas with limited staff, board members or volunteers are often utilized to contact area businesses. When using volunteers, they are often provided a survey or script to follow as way to ensure that key areas of concern are brought up in the course of the company visit.

As challenges and opportunities are identified, this information should be funneled to appropriate economic development or government offices to be acted upon.

a. Phasing

- Short Term (0-2 years)
- Start-up should be short term, but the program should be framed as an ongoing effort.

b. Location

- Orleans and neighboring economic markets

c. Responsibility

- Orange County Economic Development Partnership
- Orleans Chamber of Commerce
- Town of Orleans
- Locally owned and operated area businesses

d. Funding Sources

- Orleans Chamber of Commerce
- Town of Orleans
- Locally owned and operated area businesses

e. Cost Estimate

- BRE programs do not require financial resources. Rather, the program is an investment by economic development/chamber of commerce staff and/or volunteers to visit with area businesses. There are ample examples of BRE surveys and site visit scripts on the web.

4. Market shovel ready facility near REMC

The Town of Orleans is fortunate to have a 41 acre shovel ready site that can help to attract development projects that can result in new investment and employment opportunities. The site is proximate to a CSX rail line and has considerable electric service capacity.

To effectively compete for investment, the properties should be optioned in order to reflect some measure of site control.

Further to compete for investment opportunities, the property needs to be effectively marketed. Including the properties on the Indiana Economic Development Corporation and Orange County Economic Development Partnership websites is a great start to marketing at little to no cost. However, additional funding should be provided in order to market the property through alternative means. These might include but are not limited to:

- Developing high quality informational brochures that can be distributed in paper and electronic format
- Posting information on real estate listing services such as LoopNet and CoStar
- Targeting mailing of materials or post cards to specific audiences
- Attending specific trade shows or site selector events in order to promote the property
- Networking with key corporate real estate professionals to gain intelligence of the current demands for targeted industry sectors

a. Phasing

- On-Going (0-10 years)
- Priority activities involve identifying parcels and obtaining some measure of site control in order to effectively market the properties.

b. Location

- The project Location is 41 acre east of town along SR 337.

c. Responsibility

- Town of Orleans
- Orange County Economic Development Partnership
- Indiana Economic Development Corporation
- Office of Community and Rural Affairs
- Indiana 15 Regional Planning Commission



The 41 acre site adjacent to Orange County REMC is a shovel ready site. It is located along SR 337 and near the CSX rail line.

source: ocedp.com

d. Funding Sources

- Tax Increment Financing
- Orleans Utilities
- Orange County
- Radius Indiana
- Indiana Economic Development Corporation
- U.S. Department of Commerce, Economic Development Administration
- Indiana Office for Community and Rural Affairs
- Indiana Department of Environmental Management

e. Cost Estimate

- Options for land - Price is dependent on the landowner.
- Costs could be as low as \$1 to a high of \$5,000/year or more.
- Marketing - \$2,500 - \$25,000 - depending the scope of work

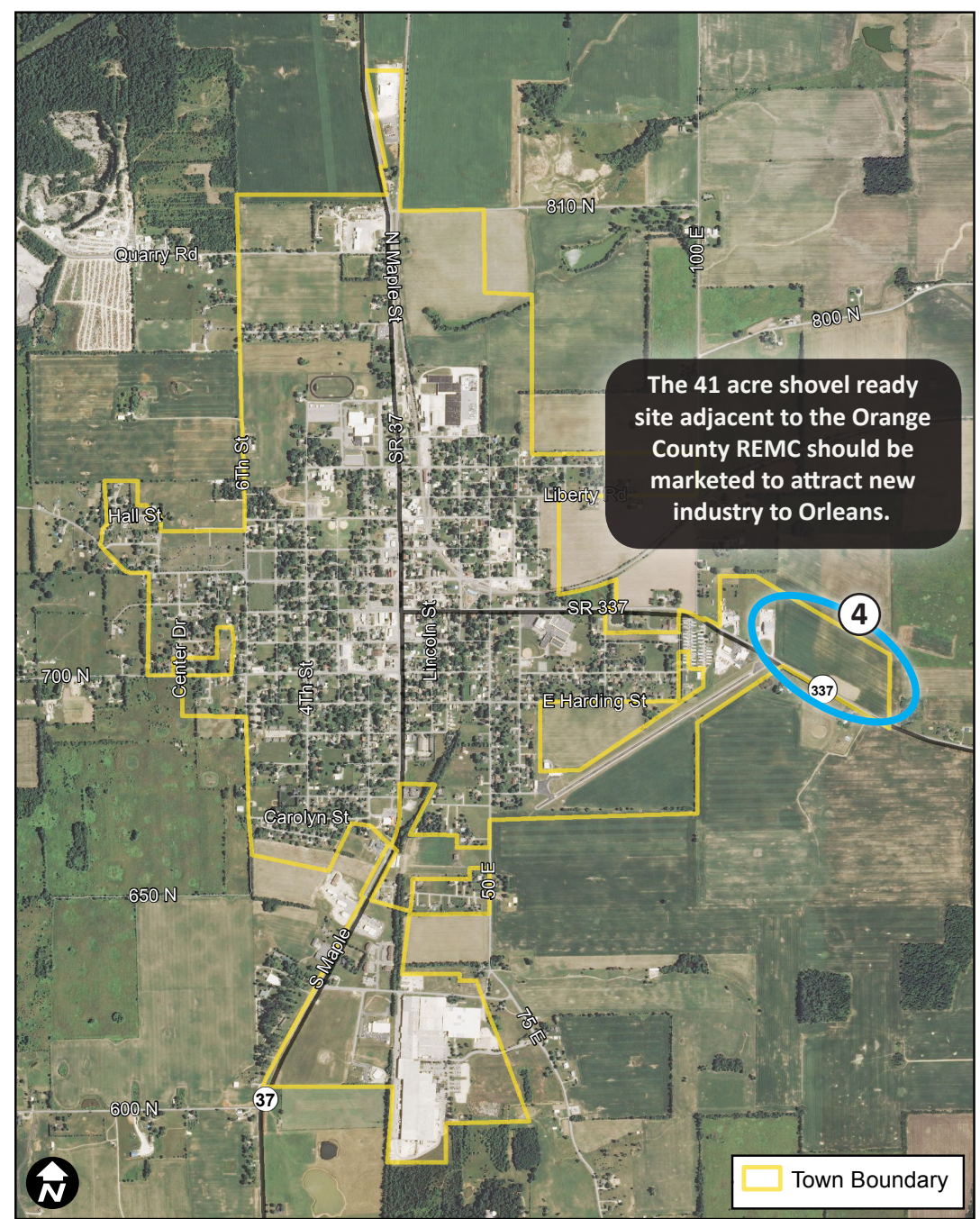


Figure 50: Location of Shovel Read Facility Near REMC

5. Support the Development of Restaurants and Retail/Commercial activity

Restaurants are a key element of a successful and vibrant community. Actively promoting this market opportunity and assembling appropriate development resources can help to facilitate the establishment of a restaurant. Communities can package in-kind resources such as professional services (legal/accounting), financing, advertising, and related assistance to help foster this activity. The Evansville Chamber of Commerce recently created such a development package and created a contest to offer the assistance package to the best restaurant submittal. Orleans could consider a similar process.

Another successful incentive is for building owners to reduce rent for the space at the front end of the business cycle. Rents can then be gradually increased as the business becomes more established. A related concept is for a building owner to provide lower rent in consideration of improvements made by the tenants.

Other opportunities are to simply package information about the downtown buildings that could accommodate a restaurant, along with a community prospectus, that frames the development opportunity to various food and restaurant related organizations. These might include local and regional restaurants as well as culinary schools, restaurant suppliers, and related contacts in the industry.

The restaurant industry can be very competitive. With Orleans being flanked by Mitchell and Paoli, who have a considerable variety of restaurant options, an Orleans restaurant might find value in having unique attributes. This might include but not be limited to featuring locally grown produce, incorporating Amish food items, developing a few signature menu items that are unique in the region.

Considering the risk and challenges associated with the restaurant industry, any restaurant prospect should be directed to the Radius Indiana Small Business Development Center (SBDC) to take advantage of their experience and resources. The SBDC can provide detailed market data to understand supply and demand for eating establishments. However, the best type of assistance a community can lend to a new restaurant is to patronize and support the business.

a. Phasing

- Short Term (0-2 years)
- Project is key component to downtown redevelopment

b. Location

- Downtown historic district preferred or adjacent to the district
- Former Maple Street Restaurant
- Former Dollar General store (this would provide a wonderful view of the Orleans Square)

c. Responsibility

- Orleans Main Street organization
- Vacant building owners

d. Funding

- Private investment
- Local lenders
- Revolving Loan Fund(s)
- Donated assistance of local services

e. Cost Estimate

- Costs cannot be estimated. A location that is structurally intact, with functioning utilities, is preferred and would make the project more feasible.

6. Explore opportunities associated with local foods, community gardens, food hubs

Local food production and agri-tourism are emerging growth industries. Orleans' rural location and the county's tourism base provides a suitable environment to support opportunities in these emerging industries.

Producing fresh, local foods is a relatively low cost startup enterprise as new business development goes. Efforts could be made to create a loan fund to help finance equipment and facilities to assist entrepreneurs entering this growing economic sector.

Many communities are establishing food hubs in order to aggregate the production of local foods. Aggregating produce from a number of growers allows the food hub to meet the demands of larger markets. This aggregation provides a platform for growers to produce larger volumes of food that can create meaningful business development opportunities and additional revenues.

Local food producers can integrate tourism engagements into their businesses. There exists a number of examples across Indiana that provide case studies. A few examples include: Fair Oaks Farm, Huber Farms, You Cut Christmas Trees, You Pick Pumpkin Patch, etc.

Purdue University has produced a manual on agribusiness that can be found at: www.extension.purdue.edu/extbusiness/stories/IN_Resource_Guide_2007.pdf

Communities that have capacity to provide fresh, local foods can also attract the development of new restaurants. These same areas can foster the development associated with value added agriculture such as processing local produce into prepared foods that add value and greater return on investment, not to mention the potential for job creation opportunities.

To facilitate these valuable opportunities, a food incubator facility could be developed. Here entrepreneurs can rent the facility to prepare food grade products that can be sold to the public. The incubator creates a shared facility and entrepreneurs do not have to invest in the necessary equipment to produce food grade products.

Community gardens are a related engagement that can help to support agribusiness sector, create an excellent neighborhood amenity, and provide fresh and healthy food choices for residents of the neighborhood.

An excellent starting point would be to ask the staff at the Indiana State Department of Agriculture to visit Orleans and share their take on the value and opportunities associated with the emerging local foods trend. Contact: Connie Neiningner at CNeiningner@isda.IN.gov or (317) 517-7529.

The Office of Community and Rural Affairs Hometown Collaboration Initiative could also provide useful resources. The program has a component entitled Economy-Strengthening Our Hometown Economy. Information on the program can be found on the OCRA website at: <http://www.in.gov/ocra/2732.htm>

The Orange County Purdue Extension office might also have resources to support this initiative. Recently the Purdue Extension created a position of Local Food Coordinator. Jodee Ellett serves in this capacity and is another excellent resource. Contact info: jellett@purdue.edu (765) 494-0349.

a. Phasing

- Short to Mid-Term (0-5 years)
- This initiative will be longer term project that will take time to grow and reach critical mass.

b. Location

- Appropriate Locations in and near the Town of Orleans

c. Responsibility

- Local business and farmers
- Town of Orleans
- Orange County Extension
- Indiana State Department of Agriculture
- Orange County Economic Development Partnership
- Indiana 15 Regional Planning Commission

d. Funding Sources

- US Department of Agriculture
- Indiana State Department of Agriculture

e. Cost Estimate

- As noted above, the cost to enter the local foods marketplace can be very small.
- Costs for a food hub is more substantial. However, the food hub should be framed as a viable business operation with cash flow to address expenses. Still, some level of subsidy might be considered at the front of the project.

7. Develop Opportunities to Support Small/Local Businesses

Businesses that have known environmental contamination or are perceived to have some level of contamination can diminish the many positive attributes of a community and delay redevelopment of these properties. The redevelopment of these properties can prove a challenge, but the importance of redeveloping these properties are worthy of the investment of time and energy. For eligible projects there are sources of funding to help to address environmental concerns associated with these properties. This funding can help to create a land parcel that is free of environmental contamination and attractive for future investment. These redevelopment projects often require creative financing and public/private partnerships.

The Town of Orleans should work with the Indiana 15 Regional Planning Commission to identify redevelopment projects for properties that require some measure of environmental remediation. Indiana 15 Regional Planning Commission has considerable experience with brownfield redevelopment projects.

Environmental Protection Agency records identify one brownfield property in Orleans that has been assessed. The Town also has concerns over additional properties that could be identified as brownfields. No specific sites are named here in consideration of the sensitivities to remediation efforts and investment opportunities associated with redevelopment pursuits. The Town should continue to closely monitor properties that may be in need of remediation in the future.

a. Phasing

- Short Term (0-2 years)
- Project is key component to enhancing the town

b. Location

- Properties within the Town of Orleans

c. Responsibility

- Property owners
- Town of Orleans
- Indiana 15 Regional Planning Commission
- Indiana Department of Environmental Management
- Orange County Economic Development Partnership

d. Funding

- Property owners
- Existing and future owners
- IDEM Brownfield program
- Tax Increment Financing

e. Cost Estimate

- Costs are contingent on the potential for required environmental remediation and cannot be identified.

8. Assist with development of new commercial/retail activity south of town on newly prepared parcels

A considerable amount of site ready development land has been prepped on the southeast side Orleans. The site was previously determined to be shovel ready for industrial development purposes. This site fronts SR 37 and has good access.

The site could accommodate a number of development opportunities.

Consideration should be given to a mixed use development that incorporates housing opportunities within a commercial development project.

Other potential uses include light industrial development projects.

While most utilities are proximate to the site, certain development projects could require incentives or a public-private partnership to be feasible. To support such a project the Town might find it helpful to expand their TIF district to include these parcels.

a. Phasing

- Short to Mid-Term (0-5 years)

b. Location

- 23 acres near the corner of SR 37 and E. Martin Street

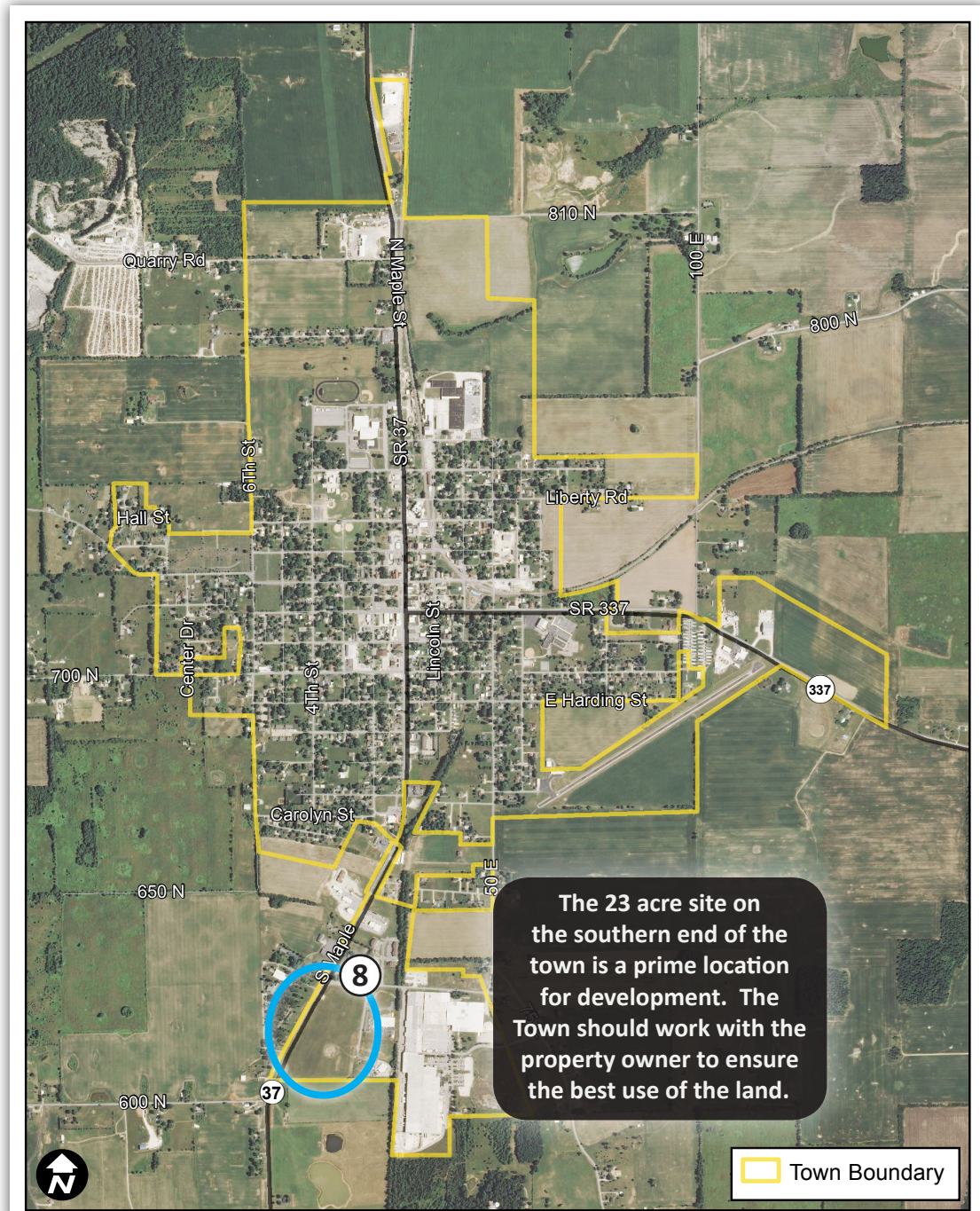


Figure 51: Location of Development Site on SR 37

c. Responsibility

- Property owner
- Town of Orleans
- Orleans Plan Commission

d. Funding Sources

- Private investment
- Tax increment financing

e. Cost Estimate

- Costs cannot be identified.

9. Participate in Community Entrepreneurship Initiative via Office of Community and Rural Affairs

Considering the challenges and highly competitive nature of attracting new businesses to locate in a community, the Town of Orleans should consider investing efforts into help create an entrepreneurial environment to foster the development of new businesses in the community. The Town should consider participating in the Community Entrepreneurship Initiative.

OCRA has partnered with the Office of Small Business and Entrepreneurship (OSBE) to establish the Community Entrepreneurship Initiative (CEI). CEI will assist communities in growing and retaining entrepreneurial talent.

CEI provides consulting services and training for community economic development leaders, elected officials, and citizens interested in forging local initiatives to grow and retain entrepreneurs. The CEI staff will help develop plans with measurable steps in cultivating a more vibrant and innovative entrepreneurial community.

Participating communities will receive:

- In-depth tactical planning led by an ISBDC Business Advisor trained in entrepreneurial-based strategic planning facilitation. The result will provide measurable next steps to cultivate a more vibrant entrepreneurial community based on a shared vision developed by stakeholders.
- Results of planning sessions will be organized into written reports with timelines. Ongoing consulting will be provided through the ISBDC to ensure timeline objectives are met and additional facilitation will be provided as needed.
- Assistance completing a community self-assessment to determine gaps and tactics for improving entrepreneurial environment.
- Assistance for communities preparing bids for Young Entrepreneurs Program participants.
- Training for community leaders, with assistance from your OCRA community liaison, to build community-wide support for entrepreneurs.

a. Phasing

- Short Term (0-2 years)

b. Location

- Town of Orleans

c. Responsibility

- Town of Orleans
- Orleans Chamber of Commerce
- Orange County Economic Development Partnership
- Area business and entrepreneurs

d. Funding Sources

- Town of Orleans
- Orleans Chamber of Commerce
- Orange County Economic Development Partnership
- Radius Indiana

e. Cost Estimate

- There is no cost for a community to participate in the Community Entrepreneurship Initiative through the Office of Community and Rural Affairs. Small costs may be associated with providing a space and meal for the meeting.

10. Explore Opportunities to Reuse the Former Essex Building

The former Essex Building has nearly 300,000 square feet available for use. The structure is adjacent to CSX railroad, which is currently inactive. Over the years, the facility has provided space on an interim basis, but has not been utilized to its fullest potential. The new owners of the facility are making investments in repairs and maintenance and efforts will begin to market the property.

Considering the lack of existing buildings in the region, there remains the potential to attract a manufacturing or warehousing business that requires space to meet immediate demand.

Marketing efforts might include but not be limited to the Indiana Economic Development Corporation Site and Building Database, LoopNet, ICREX, and other conventional marketing outlets.

Economic development projects often involve the use of development incentives. Under certain circumstance, the Town of Orleans may need to consider adding the Essex building to their TIF district in order to use TIF resources to compete for an economic development project. The Town of Orleans may also have to consider the use of tax abatement in order to compete for development opportunities.

Ball State students envisioned an alternative use of the facility. Their concept involved using the space to develop a large aquaculture facility. Alternative uses should continue to be considered. However, an unconventional utilization of this type of space may require a discounted lease structure and other concessions. Further, alternative uses should be fully vetted with an appropriate measure of due diligence before too much effort is invested in the concept.

a. Phasing

- Short Term (0-2 years) and ongoing if necessary
- Marketing efforts should begin immediately and continue until the space is filled.

b. Location

- Former Essex Building at 190 E. Polk Street in Orleans, IN.
- Facility includes 300,000 square feet available space and approximately 10 acres of vacant land on the north side of the building that could accommodate expansion or other uses.

c. Responsibility

- Building owners
- Town of Orleans
- Orange County Economic Development Partnership
- Radius Indiana
- Indiana Economic Development Corporation

d. Funding Sources

- Private investment
- Tax increment financing
- Tax abatement
- Industrial Recovery (DINO) Tax Credit

e. Cost Estimate

- Costs are difficult to identify.
- Costs could vary considerably depending on the type of project. For instance a warehousing operation would require limited additional improvements. An advance manufacturing facility could require considerably more investment.

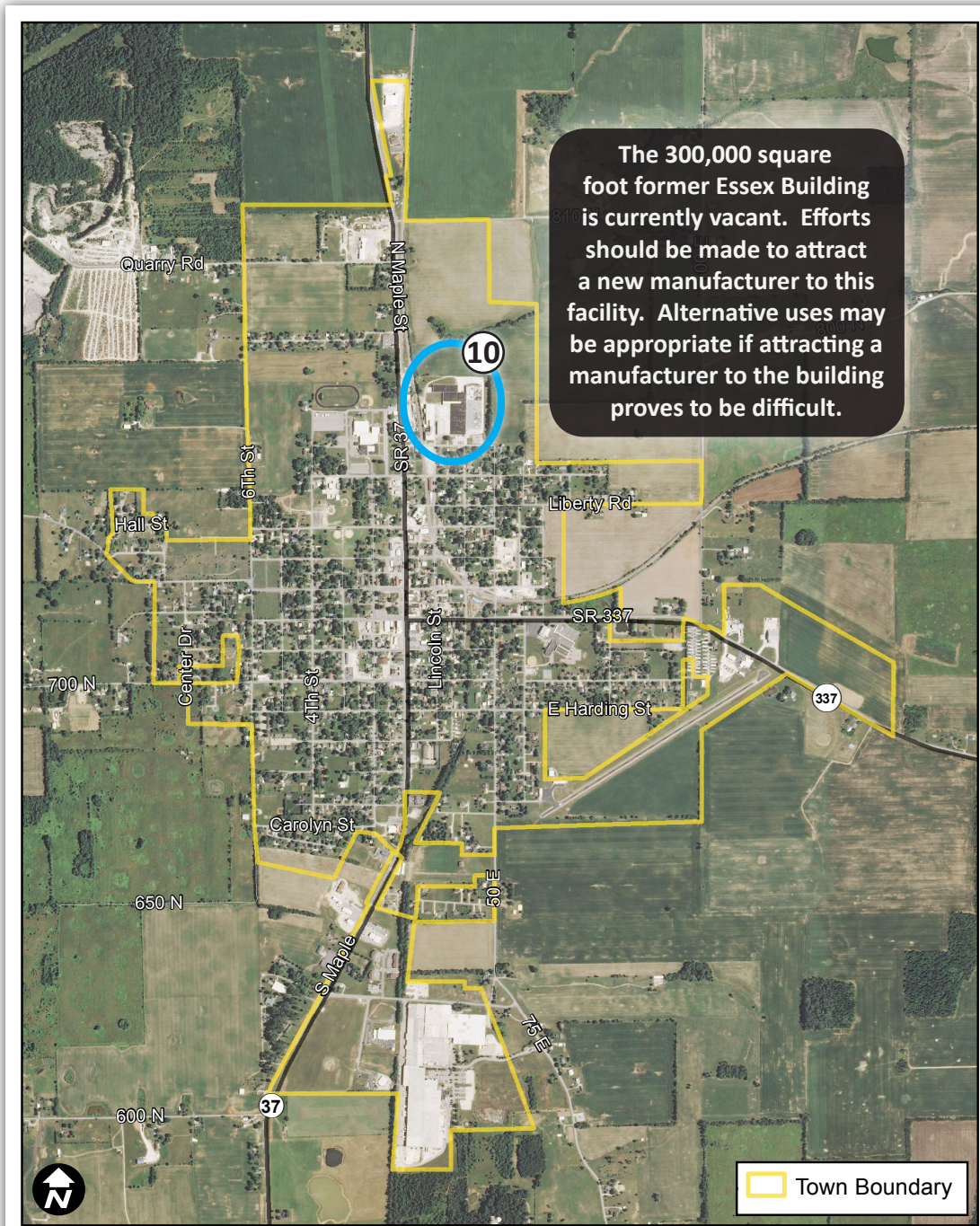
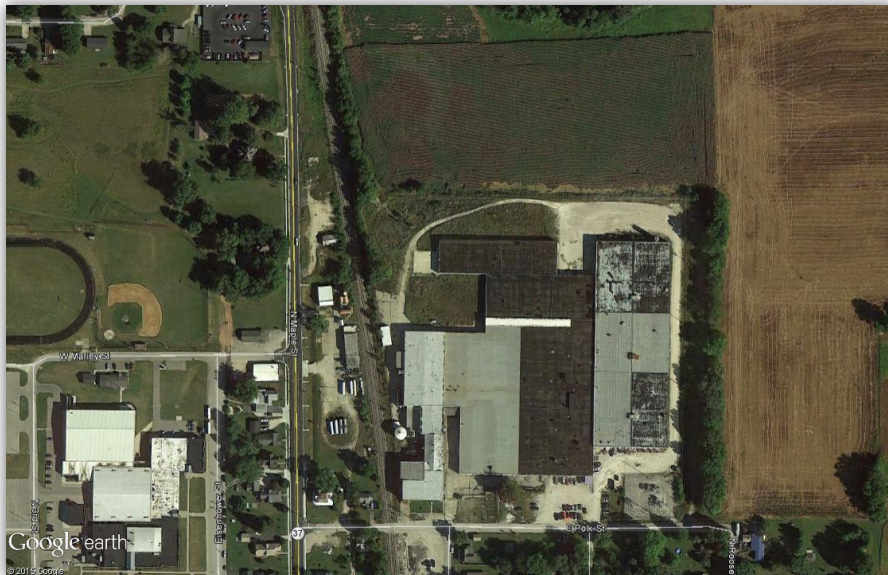


Figure 52: Location of Former Essex Building



The former Essex building should be marketed to potential manufacturers to fill the space. The Google Earth image below shows the scale of the building, it's location next to the CSX railroad, and the 10 acres of vacant land to the north of the building that is part of the property.

sources: Bob Grewe; Google Earth



H. TOURISM

1. Capitalize on eco-tourism associated with the Lost River

The Lost River is a very unique natural resource and geologic feature. Its uniqueness is on a global scale. Few other areas around the world have such a unique natural phenomenon.

The Lost River exhibits a great number and variety of karst features and unique natural habits.

Appendix H provides summary information on the Lost River. The briefing was prepared by the US Geological Survey and is titled, *Directions of Ground Water Flow in the Lost River Watershed Near Orleans, Indiana*.

Southern Indiana has developed a robust tourism sector around a number of cave facilities. In fact, these tourism caves facilities have developed a marketing program dubbed the "Cave Trail". See information at : <http://www.indianacavetrail.com/>.

However, the Lost River and its associated karst features do not lend themselves to the conventional tourism cave experience where visitors spend up to an hour walking or boating in a large underground cavern.

Rather the Lost River system runs underground in many areas and cannot be easily accessed. During rain events, the Lost River runs above ground but following the rain event, the streams run dry.

As the Lost River is very dynamic, it does create unique habitats and is home to a number of animal species found only in the Lost River natural system.

Over the years, persons familiar with the Lost River have hosted field trips and have received considerable crowds.

In order to develop eco-tourism opportunities, considerable planning and marketing must be pursued. Following is an outline of activities associated with developing eco-tourism associated with the Lost River.

- Create a committee of interested persons and stakeholders.
- Gather an inventory of existing information on the Lost River, this would include geologic features, plants, and animals.
- Gather an inventory of additional points of interest near the Lost River corridor. These might be historic sites, other unique natural resources, or cultural experiences, such as a working Amish farm, etc.
- Identify points of interest along the Lost River and outline points of public access that exist or can be secured.
- Interview persons that have hosted previous field trips along the Lost River to gather information about what features or experiences were of the greatest value to participants.
- Interview operators of tourism caves to understand expectations of their visitors.
- With available data, develop tour concepts for experiencing the Lost River. Concepts should include short and long tours as well as seasonal tour opportunities. Concepts must also consider the need to protect the unique natural resources associated with the Lost River.
- With concepts, work with the South Central Indiana Small Business Development Center to begin framing a business plan for the Lost River eco-tours.
- Feasible business models for eco-tourism opportunities can be shared with vendors that desire to pursue such a business.
- If the feasibility is in question, a not for profit operation or cooperative development model could operate eco-tours to prove the feasibility.

a. Phasing

- Short Term (0-2 years)

b. Location

- Lost River corridor

c. Responsibility

- Town of Orleans
- Orleans Chamber of Commerce
- Orange County Tourism
- US Forest Service
- Strategic landowners

d. Funding Sources

- Indiana Office of Tourism
- Orange County Foundation
- Donations/Sponsorships

e. Cost Estimate

- The front of the planning will likely be volunteer driven.
- Seed funding an eco-tour operator would be limited and estimated at \$50,000.

2. Explore development of a Lost River - Karst Research and Educational Center

As noted earlier, the Lost River is a unique natural resource that exhibits a great number and variety of karst features. Also, the Lost River has been studied a great deal by a number of individuals and organizations. Yet, there is much to be learned about this resource.

The Town of Orleans should consider helping to establish a Lost River Karst Research and Educational Center.

The Center could be a repository of information and data associated with the Lost River. Further the center could serve as a research base for persons and organization that conduct or pursue further analysis and investigation of the Lost River.

Such a center could also have an educational element to assist with sharing information about the Lost River to the general, school children, and related groups. Such a center would also bring visitors to Orleans.

Efforts should be begin by reaching out to the persons and organizations that have conducted research on the Lost River and/or have an interest in preserving and interpreting the resource.

Several area organizations would be useful resources for development of a research and educational center, including, but not limited to:

- Indiana University (Bloomington - SPEA)
- Indiana University (Southeast Campus)
- Purdue University
- University of Louisville
- Indiana Department of Natural Resources (Division of Nature Preserves, Division of Fish and Wildlife, Division of Water)
- Indiana Department of Environmental Management
- The Nature Conservancy
- Sycamore Land Trust
- Indiana Karst Conservancy
- Indiana Cave Survey
- U.S. Army Corps of Engineers
- Hoosier National Forest
- Natural Resource Conservation Service

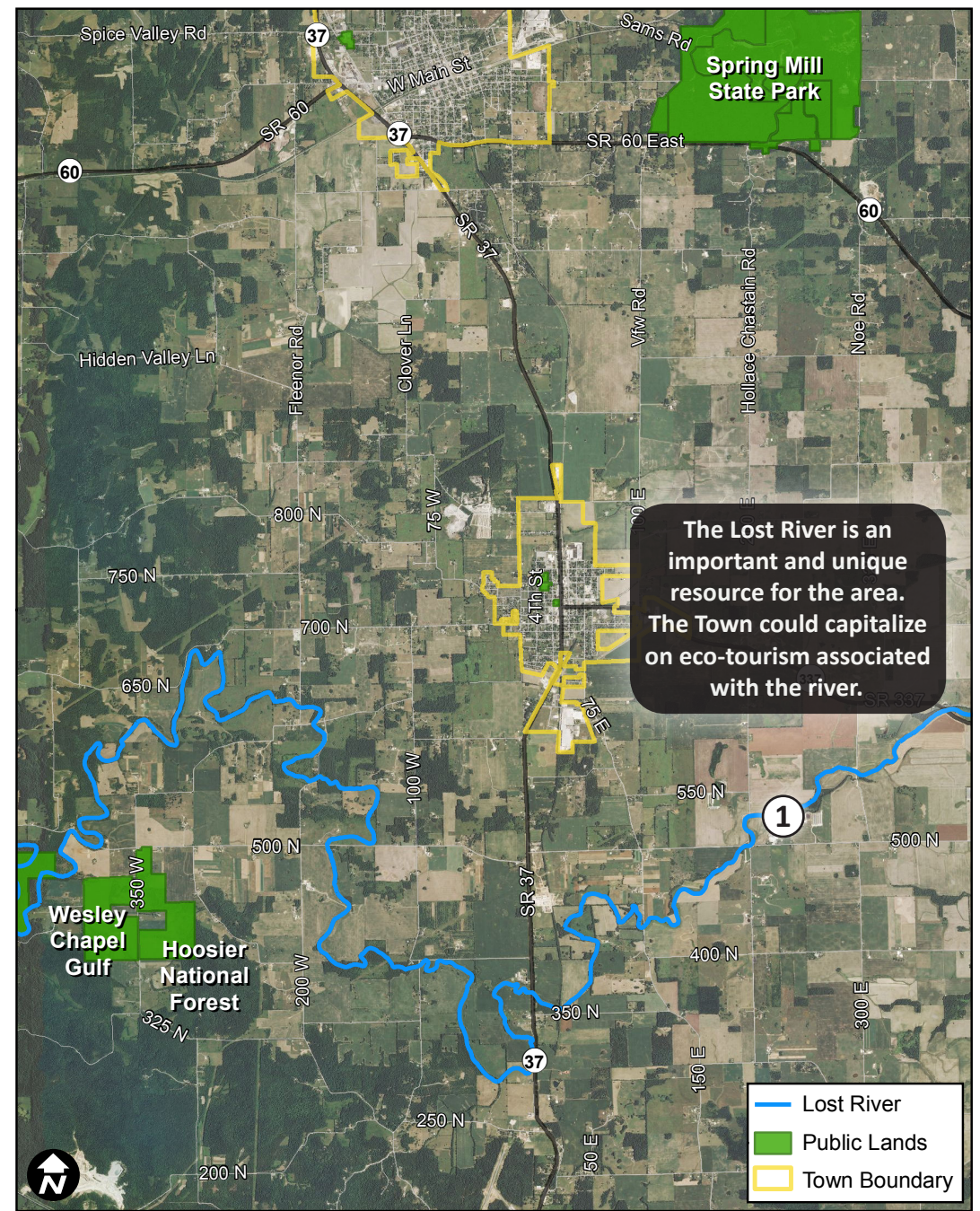


Figure 53: Location of Lost River

Initial outreach might include an introductory letter and brief questionnaire to gauge their interest in participating in the project and what resources they could provide.

Following the letter and survey, a meeting should be held to gather interested persons and organizations to share ideas about developing a center. A key outcome from this initial meeting is identifying a champion(s) for the project. At this same initial meeting, the group could share perspectives on developing eco-tourism and an interpretive center that are noted as recommendations.

It would prove helpful if, on advance of the meeting, the Town of Orleans could identify potential locations for the center that would be available at low or no cost.

It is difficult to determine where the planning process will lead following initial engagements with stakeholders. However, fostering continued dialogue with interested parties will remain essential. Advance efforts might include developing social media such as a Facebook page, Twitter feed, and the like, as well as an email list serve and website.

a. Phasing

- Short Term (0-2 years)

b. Location

- Town of Orleans, downtown location preferred.

c. Responsibility

- Town of Orleans
- Interested persons and organizations

d. Funding Sources

- Orange County Foundation
- Donations/Sponsorships

e. Cost Estimate

- Front of the planning will likely be volunteer driven.
- Volunteer efforts could also set up communication platforms.

3. Explore development of an interpretive facility for the Lost River

Developing an interpretative facility for the Lost River might be one of the more straightforward pursuits in regard to creating tourism opportunities associated with the Lost River.

As noted earlier, the Lost River is challenging to physically experience due to the seasonal nature of the river's dynamics and underground routes.

However, interpretive information, displays, etc. provide an excellent platform to experiences and understanding the Lost River.

There are a number of regional examples of interpretive centers of varying size and scale. The Falls of the Ohio is a multi-million dollar, multi-media facility in Clarksville that tells the story of exposed bedrock in the Ohio River. Patoka Lake has an interpretive center that is focused on the natural areas around the lake and southern Indiana. Dubois County has developed a considerable museum facility utilizing volunteers and donations.

There are examples of interpretive centers that are combined with other facilities. Interpretative Centers can be combined with tourism centers, retail outlets, and rest stops.

A related consideration is to host multiple interpretive topics or themes in the same facility. Other themes might include Amish culture, regional history, local arts, and related topics.

A related effort that should be mentioned is the recent pursuit in Mitchell and Lawrence County to develop a Space Complex that would focus on the careers of the three NASA astronauts from Lawrence County and related space oriented activities.

The Town of Orleans should begin efforts to identify low cost or no cost facilities that could host a Lost River Interpretive Center.

Consideration should be given to developing low cost interpretive resources along the Lost River corridor, including signage and display stations. Another alternative is to develop multi-media interpretive products such as podcasts, audio files, photos, videos, websites, and social media to provide interpretive resources.

As noted earlier, the core group of persons and organizations should be asked to share their thoughts about developing a Lost River Interpretive Center.

If funding becomes available, the Town of Orleans and other interested parties should consider investing in an interpretive master plan. There are a number of professional firms that have experience with developing such plans. See the following link for a number of interpretive master plan examples http://www.uwsp.edu/cnr-ap/schmeeckle/Pages/consulting/master_planning.aspx

Considering the growth of the tourism industry in Orange County, there seems to be considerable interest in expanding tourism attractions. A well designed and operated Lost River Interpretive Center could become a meaningful component of Orange County's tourism portfolio.

a. Phasing

- Short Term (0-2 years)

b. Location

- Town of Orleans, downtown location preferred.

c. Responsibility

- Town of Orleans
- Orange County Tourism
- Interested persons and organizations

d. Funding Sources

- Town of Orleans
- Orange County Foundation
- Donations/Sponsorships
- Crowd funding

e. Cost Estimate

- Costs cannot be determined.

4. Develop trail network to Lost River and karst features such as Wesley Chapel Gulf

A key component to any tourism pursuit associated with the Lost River is access to the points of interest along the river. Ball State students framed concepts of a trail running through the Lost River corridor. The concept for the trail is to link the Town of Orleans with the Wesley Chapel Gulf and the Orangeville Rise, two prominent features of the Lost River. The distance to these destinations from Orleans is 5-6 miles.

Developing a dedicated trail along the Lost River corridor is significant and a long term pursuit. The project should be considered in segments.

Points of interest along the Lost River should be identified in the course of stakeholder engagement mentioned earlier. With the exception of the Wesley Chapel Gulf area, the majority of the Lost River corridor property is privately owned.

To gauge the interest in such a trail, initial efforts might include signage and associated installations to make motorists aware of bikers and pedestrians along the county roads through the corridor.

The route could follow existing county roads west of the Town of Orleans. Identifying a route(s) will involve balancing the interest of utilizing routes with the least traffic, yet include points of interest along the Lost River corridor.

Interpretive stations could be installed near bridges and other public structures and right-of-way to create points of interest along the route. Additional interpretive resources might include multi-media formats such as downloadable podcasts, maps, photos, etc.

Being that there are considerable Amish settlements along the Lost River corridor, there is less automobile traffic. Also, local traffic traveling through the corridor should have greater awareness for bikers and pedestrians, since they are required to accommodate Amish horse-drawn wagons and associated alternative modes of transportation.

As interest in the route builds, improvements can be made and subsequently a dedicated trail installed.

a. Phasing

- Mid-Term (2-5 years)
- Enhanced signage and utilization of county roads could be in place within 0-2 years, with dedicated trail concepts following.

b. Location

- Existing and future corridor between the Town of Orleans and the Orange Rise and Wesley Chapel Gulf.

c. Responsibility

- Town of Orleans
- Orange County Tourism
- Orange County Highway Department
- US Forest Service
- Indiana Department of Natural Resources

d. Funding Sources

- Town of Orleans
- Orange County Tourism
- Orange County Highway Department
- US Forest Service
- Indiana Department of Natural Resources
- Indiana Department of Transportation

e. Cost Estimate

- Costs have not been determined.

5. Develop trail network to Spring Mill State Park and adjacent areas via county roads

Considering the ever increasing interest in trails and the ability of trails to attract visitors, Orleans should explore connecting other points of interest in the area.

Spring Mill State Park is visited by over 600,000 people per year. A route connecting Orleans to Mitchell could help bring some of these visitors to Orleans. The county road between Orleans and the Spring Mill State park gate is approximately 5 miles over accommodating terrain.

Other areas of interest for biking include the Amish country on both the east and west side of Orleans. As noted earlier, motorists traveling in Amish areas normally have increased awareness of slower moving users on the road. The areas east of Orleans have considerable less topographic relief and could provide for more favorable routes.

To the extent feasible, the Orange County Highway Department should ensure that the shoulders of the roads are maintained and potholes filled.

As Orleans becomes a popular destination for biking, the Town should consider installing bike racks and possibly a bike maintenance station.

The Town can also reach out to cycling organizations to discuss opportunities for Orleans to host cycling events.

a. Phasing

- Short Term (0-2 years)

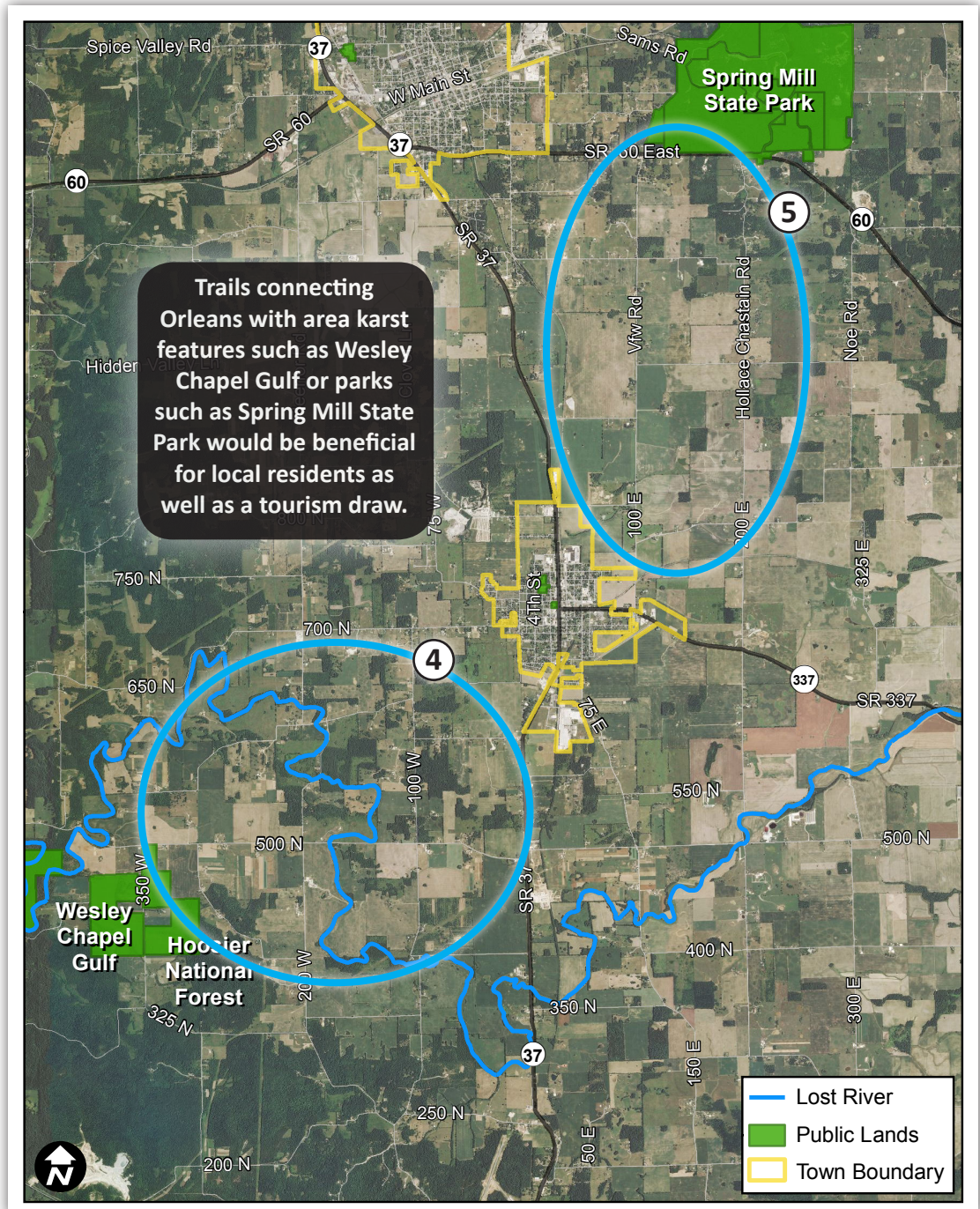


Figure 54: Focus Area for Potential Trails

b. Location

- Orleans and surrounding areas

c. Responsibility

- Town of Orleans
- Orange County Tourism
- Orange County Highway Department

d. Funding Sources

- Town of Orleans
- Orange County Tourism
- Orange County Highway Department

e. Cost Estimate

- Costs should be modest and include road signage to increase awareness of cyclist and brochures/maps that depict routes.

6. Explore opportunities for tourists to visit Amish homes and facilities to purchase items and understand craftsmanship

In the interest of expanding tourism operations, the Town of Orleans should consider engagements with Amish communities to identify mutually beneficial tourism pursuits.

Such activities might include:

- Arranged tours and visits to Amish homes and farms
- Storefronts in downtown Orleans that market Amish food, crafts, furniture, and related items.

a. Phasing

- Short Term (0-2 years)

b. Location

- Downtown Orleans
- Amish homes and farms near Orleans

c. Responsibility

- Town of Orleans
- Amish communities and families

d. Funding Sources

- Town of Orleans
- Amish communities and families

e. Cost Estimate

- Project costs involve marketing materials targeting mailings.
- A storefront location would involve renting a building or part of a building for consignment sale of products. The business model for the storefront should address these costs.

7. Explore White Castle presence of some kind

White Castle has a facility in Orleans that manufactures the hamburgers for this iconic restaurant. The manufacturing facility is nondescriptly located on the south side of Orleans near Paoli furniture.

The Town takes considerable pride in having White Castle hamburgers manufactured in the community.

In the interest of celebrating and acknowledging White Castle and also in hopes of creating a destination or reason to stop in Orleans, there has been interest in developing a White Castle restaurant. However, most realize that White Castle locates their restaurants in high traffic and high population areas. It would appear that Orleans does not meet their restaurant location criteria.

However, with every increasing traffic along SR 37 and completion of considerable road improvement, Orleans could be a viable site. SR 37 and the numerous destinations that surround Orleans also help to make a case for a White Castle restaurant.

Efforts should be pursued by the Town of Orleans and the Orange County Economic Development Partnership to reach out to White Castle with some measure of regularity to remind them of the community's interest in a White Castle restaurant, and provide them with new information and data about the region that could help build the business for a White Castle restaurant in Orleans. Efforts should also be pursued to identify an appropriate location and site for a White Castle restaurant. For instance, in the fall of 2014 White Castle's Crave Mobile visited Orleans. They sold out and had to bring in additional White Castle products.

Until a White Castle restaurant is realized in Orleans, additional opportunities might include developing a gift shop or visitors center where White Castle items could be purchased. Such a facility could be collocated with other appropriate activities.

a. Phasing

- Short Term (0-2 Years)
- As the economy continues to grow, restaurants will be looking for expansion opportunities. Efforts should be immediately visited with White Castle to share the business opportunity in Orleans.

b. Location

- Town of Orleans

c. Responsibility

- Town of Orleans
- Orange County Economic Development Partnership
- Orange County Tourism

d. Funding Sources

- Town of Orleans
- Tax Increment Financing
- Private investment

e. Cost Estimate

- Costs cannot be determined.

8. Explore appropriate tourism opportunities associated with faith based programs and facilities

Orleans is fortunate to have a considerable number of churches and the home of the Wesleyan Holiness Central District Camp. The Wesleyan Camp accommodates a considerable number of visitors.

The Town of Orleans and area faith based organizations should consider mutually beneficial pursuits such as retail centers that specialize in faith based products and resources.

A related consideration might be for the Orleans community to host events and activities that could attract faith based organizations to the Town of Orleans' Downtown Square.

Appropriate events and activities could be identified by local faith based organizations.

a. Phasing

- Short to Mid-Term (0-5 years)

b. Location

- Appropriate venues in Orleans such as the downtown square

c. Responsibility

- Local/regional faith based organizations
- Town of Orleans

d. Funding Sources

- Local/regional faith based organizations

e. Cost Estimate

- Costs cannot be determined but should be limited.

9. Strategically plant dogwood trees throughout the town to exemplify title of “Dogwood Capital of Indiana”

The Town of Orleans should consider opportunities to plant additional dogwood trees in appropriate locations throughout the community.

Considering that Orleans is the Dogwood Capital of Indiana, it is appropriate to increase the number of dogwood trees.

While locations along SR 37 may not be permitted by the Indiana Department of Transportation, other locations could be identified.

Additional efforts could include promoting the planting of Dogwood Trees by residents and businesses.

The Town should investigate opportunities to create a sort of nursery by nurturing inexpensive saplings into more conventionally sized trees for replanting. This could be done at the 54 acre reservoir property owned by the Town. Saplings could be obtained for a reasonable price from the Indiana Department of Natural Resources and/or the Arbor Day Foundation.

a. Phasing

- On-Going (0-10 years)
- As trees mature, new Dogwood Trees should be planted to replace them.

b. Location

- Appropriate locations throughout the Town of Orleans

c. Responsibility

- Town of Orleans
- Residents
- Businesses
- Civic organizations

d. Funding Sources

- Town of Orleans
- Indiana Department of Natural Resources
- Donations/Contributions
- Sponsorships

e. Cost Estimate

- Costs for sampling from the Indiana Department of Natural Resources and Arbor Day Foundation are minimal. Civic groups could provide volunteer assistance with planting.

10. Add a mural(s) to the white mill facility on Maple Street, just south of Liberty Road and other appropriate locations.

Murals can help address voids in a downtown area and create energy in empty spaces. Murals can also help to create community involvement and pride in the downtown area. Orleans has a number of high quality mural installations.

The mill/grain storage facility on the north of Town, along SR 37 provides a very unique and interesting venue for a large mural. A mural of this scale could become iconic and help give Orleans an additional measure of positive recognition.

Such a project would be a considerable undertaking. If an appropriate design could identified and resonates with Orleans residents, the mural project could be considered as part of the community's portfolio of bicentennial projects. A project of such magnitude would have to done by a professional mural artist.

Consider framing mural projects with sponsorship opportunities to help create funding options. Related opportunities include asking local/regional arts organizations and local art students to participate in the project.

A comprehensive approach to developing community murals is available on the Community Public Art Guide at: www.cpag.net/guide/2/2_pages/2_1.htm. The following is an outline of the mural process:

- The Wall
 - Condition of the Wall
 - Indoor Walls
 - Whose Wall Is It?
 - Measurement
- Developing a Design
 - Giving Voice to a Community
 - Meetings and Research
 - Design Approval
 - Drawing and composition
- Getting up on the Wall
 - Scaffolding
 - Enlarging Your Design
 - Projecting the Drawing
 - Gridding
- Supplies for Mural Painting
 - Supplies
 - Ordering Paints
- Priming
 - Priming
 - Rolling Your Prime Coat
 - Spraying
 - Spill Preparation
- Painting
 - Let The Colors Fly
 - Underpainting
 - Expressive Brushstrokes
 - Realism and Drybrushing
- Color Selection
 - Black and White
 - Limited Palette
 - Full Color
 - Tonal Color
- Clean-up and Paint Storage
- Finishing Your Mural
- Signatures and Credits
- Finish Coatings

a. Phasing

- Short Term (0-2 years)
- Project can create positive momentum and energy.

b. Location

- Grain storage/mill facility on Maple Street
- Alleys
- Sides of buildings and walls that are not visually appealing

c. Responsibility

- Town of Orleans
 - Orleans Chamber of Commerce
 - Orleans Main Street Organization
- Volunteers
- Students (local and regional high school art students and Indiana University)
- Property owners

d. Funding

- Donations (funding and supplies/materials)
- Grants
- Crowdfunding

e. Cost Estimate

- Costs are difficult to estimate considering the utilization of volunteer labor. Direct costs will include suppliers. Another costs associated with the project is design professionals who can outline the image on the wall so it can be painted by volunteers.

11. Bicentennial Project: Develop a repository for cultural and historic resources

With the Town of Orleans celebrating their bicentennial in 2015, efforts should be pursued to encourage all persons with a connection to Orleans to share cultural and historic resources.

To better encourage persons to share information and resources, a facility and process should be established to collect inventory and share the collected items.

The Orleans Town Hall is an excellent example of displaying items associated with the Town of Orleans's heritage.

The Orleans Bicentennial group, Orange County historical society, and associated groups should convene a meeting to identify best practice for processing items and information associated with the Town of Orleans' heritage.

It would be advantageous if a space in the downtown area could be secured for a period of time during the bicentennial year to display information and historic resources.

a. Phasing

- Short Term (0-2 years)
- With 2015 being the bicentennial year for Orleans, efforts should begin immediately to develop a repository.

b. Location

- Locations could include the Orleans Town Hall, which already hosts a number of historical displays. Other locations include the Chamber of Commerce office.
- Other temporary locations could be considered in the downtown area. Care should be taken to store materials in a safe location.



The picture on the top left is the existing mill facility near Maple Street and Liberty Road. There are a variety of options for creating a mural on this facility. Some are unique and fun, like on the top right picture, and others tell a story about the region or community, like the pictures on the bottom.

sources: Bob Grewe; www.thisiscolossal.com;
www.vaultgallery.ca/miscellaneous/georgia-peanut-silo-mural

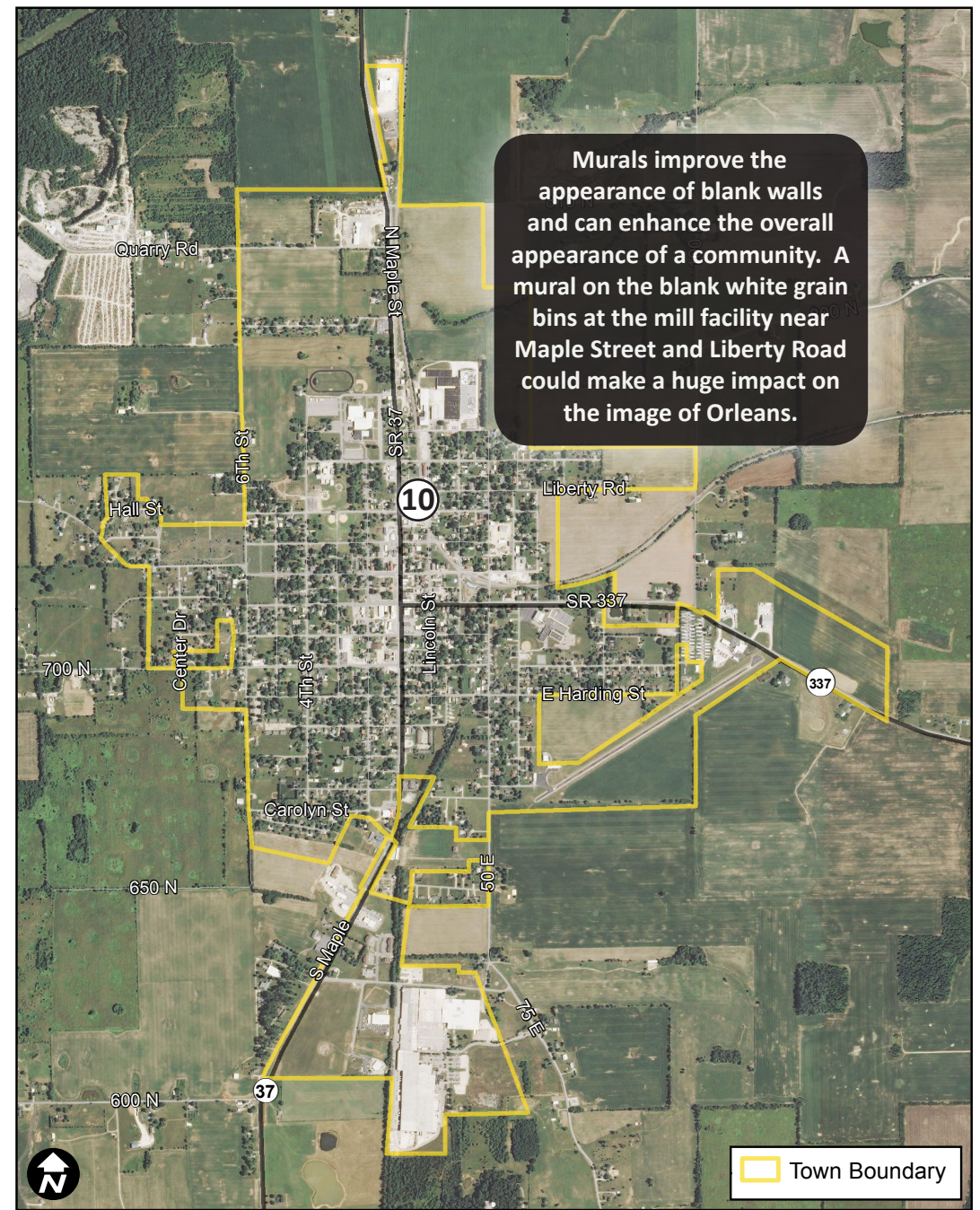


Figure 55: Location of Mill Facility

c. Responsibility

- Town of Orleans
- Orleans Chamber of Commerce
- Orleans Bicentennial Committee

d. Funding Sources

- Town of Orleans
- Donations/Contributions

e. Cost Estimate

- Costs should be minimal unless space is rented for display of the collections. If additional space is needed, donated space should be pursued before renting.

I. RECOMMENDATIONS PROS AND CONS

The following tables list each of the recommendations covered in this chapter. The tables also include a list of pros and cons for each recommendation. In addition to the recommended phasing and cost estimates listed for each recommendation in this chapter, this list will also help the Town of Orleans determine a priority list of completing these projects.

Recommendation	Pros	Cons
A. ADMINISTRATION		
1. Consider annexation opportunities	<ul style="list-style-type: none"> Increased assessed valuation of property tax base realized by the Town, which can result in lower tax rates and possibly increased net property tax revenue. 	<ul style="list-style-type: none"> Costs associated with pursuing initiative Push back from persons that do not desire to be included in the Town limits, which would result in paying the Town's property tax. (However, if annexed parcels are at or approaching the "tax cap" they would not realize an increase in their property taxes.)
2. Monitor flooding events and flood prone areas	<ul style="list-style-type: none"> Identify opportunities for funding and resources to lessen impact associated with flood events. 	<ul style="list-style-type: none"> Costs associated with pursuing initiative.
3. Develop an ordinance to address land use and development near sinkholes and related karst features	<ul style="list-style-type: none"> Help to ensure the functionality of the unique surface water drainage system. 	<ul style="list-style-type: none"> Costs associated with pursuing initiative. Persons in the affected area will not be able to "do as they please" in terms of development that is proximate to a sinkhole or karst feature. Persons owning affected property may have to incur additional expenses to develop their land. This would certainly be the case if the property owner desired to fill a large sinkhole.
4. Update Zoning Ordinance and Zoning Map	<ul style="list-style-type: none"> Update will ensure that consideration has been given to making adjustments to the zoning ordinance, which will decrease the potential for Orleans to face land use and zoning disputes. 	<ul style="list-style-type: none"> Costs associated with pursuing initiative. Some residents may disagree with proposed changes to the Zoning Ordinance.
5. Develop new Facility for Emergency Services (fire, police, etc.)	<ul style="list-style-type: none"> Provide for safe and effective facility to house equipment and operation of emergency services. 	<ul style="list-style-type: none"> Costs associated with pursuing initiative.
6. Continue pursuit of code enforcement violation and removal of code deficient structures	<ul style="list-style-type: none"> Ensure Town of Orleans is a safe and clean community that is attractive to new business investment and new residents. 	<ul style="list-style-type: none"> Costs associated with pursuing initiative.
7. Pursue Expansion and ADA access improvements for the Orleans Library	<ul style="list-style-type: none"> Persons with disabilities will be able to visit the library without assistance. Expansion will provide greater number and variety of library resources and programs. 	<ul style="list-style-type: none"> Costs associated with pursuing initiative.

Table 3: Recommendations Pros and Cons

Recommendation	Pros	Cons
B. TRANSPORTATION		
1. Sidewalks/Trails	<ul style="list-style-type: none"> • Sidewalks create safe, alternative modes of transportation. • Sidewalks improve the walkability of the community, which increases the attractiveness of the community for new residents. • Trails can provide safe routes for exercise which promotes healthy lifestyles. • Trails can attract tourists and visitors to Orleans. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
2. Roadways	<ul style="list-style-type: none"> • Efforts to address flood hazards before a flooding event can help to limit damages to property, lost income and productivity, burdens on emergency services personnel and facilities, and injury and/or loss of human life. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
3. Airport	<ul style="list-style-type: none"> • Continued operation of the Orleans Airport is of economic value to the community. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
4. Railroad		
<ul style="list-style-type: none"> • Preserve Rail Service 	<ul style="list-style-type: none"> • A functioning railroad is an important economic development resource that can attract jobs and investment. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Costs to create a viable rail line from the inactive CSX line could require considerable investment.
<ul style="list-style-type: none"> • Repurpose Rail Line for Multipurpose Trail or Tourism Train 	<ul style="list-style-type: none"> • Converting RR right-of-way to a multipurpose trail could provide exercise opportunities and attract tourists. • Tourism train would attract tourists to Orleans. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Converting right-of-way to a trail would eliminate potential for viable rail line. • Development of tourism train would eliminate potential for a viable rail line.

Table 3 (continued): Recommendations Pros and Cons

Recommendation	Pros	Cons
C. REVITALIZATION OF DOWNTOWN		
1. Create Coworking Facilities	<ul style="list-style-type: none"> • Coworking space could help to foster entrepreneurship and increase the general economic dynamics and create a positive business impression. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Creation of a coworking space could take away space for a future activity that would have greater economic impact.
2. Convert Town-Owned Space into an Art Gallery	<ul style="list-style-type: none"> • Art gallery could attract tourists to Orleans and provide regional artisans a venue for sale of their products. Gallery could also help to foster a progressive image for the community. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Creation of art gallery could take away space for a future activity that would have greater economic impact.
3. Develop Storefront for Local Arts and Crafts Items	<ul style="list-style-type: none"> • Storefront could attract tourists and provide a venue for regional art and craft persons to sell their products. Storefront could also help to foster a progressive image for the community. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Creation of store front could take away space for a future activity that would have greater economic impact.
4. Develop an Event Space	<ul style="list-style-type: none"> • Event space could help to host events that would attract tourists to the area and also accommodate the needs of local clubs and organizations to host events. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Creation of an event space could take away space for a future activity that would have greater economic impact.
5. Develop a Design Overlay District for Downtown Area	<ul style="list-style-type: none"> • Help to foster downtown revitalization and improvements that complement each other and work well within the context of existing architectural and historical context of the community. • Help to discourage development and modifications to buildings that are not complementary. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Guidelines could be perceived as undue regulations that could dissuade certain developers from investment in Orleans.
6. Participate in the Indiana Main Street Program	<ul style="list-style-type: none"> • Orleans would be able to avail themselves to the Indiana Main Street Program resources. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.

Table 3 (continued): Recommendations Pros and Cons

Recommendation	Pros	Cons
7. Pursue development of second floor housing opportunities in downtown buildings	<ul style="list-style-type: none"> • Provide for optimal use of downtown structures. • More people living downtown creates a more dynamic atmosphere. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Some building owners may find it challenging to pursue converting upstairs space for housing that provides the necessary return on investment.
8. Develop and implement a facade program for appropriate downtown buildings	<ul style="list-style-type: none"> • Facade improvements can add considerable value to a building both financially and aesthetically. • Facade improvements can help to stabilize buildings and preserve the historic integrity of structures. • Facade improvements can help to attract successful business tenants. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
9. Alleyscape and Breezeway Enhancements	<ul style="list-style-type: none"> • Provide safe routes to Orleans Square from public parking areas. • Enhance the attractiveness and uniqueness of the downtown area. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
10. Pursue alley parking and rear entry to stores where feasible	<ul style="list-style-type: none"> • Increase available parking and accessibility to stores in Downtown Orleans. • Enhance the attractiveness and uniqueness of the downtown area. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.

Table 3 (continued): Recommendations Pros and Cons

Recommendation	Pros	Cons
D. HOUSING		
1. Develop dialogue and share market information about Orleans with State/Regional housing developers	<ul style="list-style-type: none"> • Increase the likelihood of attracting new housing investment, which could add to the tax base and increase school enrollment. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative
2. Pursue owner occupied and rental housing rehabilitation to help preserve housing stock and help to keep persons in their homes	<ul style="list-style-type: none"> • Preserve affordable housing stock. • Help keep income challenged residents in their homes. • Help to improve the look and feel of neighborhoods. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Investment of time and resources to monitor the projects for effective reporting period.
3. Develop Affordable Housing Opportunities	<ul style="list-style-type: none"> • Increase opportunities for housing in Orleans for persons that are income challenged, seniors, disabled, and other persons that have difficulty finding affordable housing. • Increase the tax base of Orleans. • Create development stimulus that can support other development. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
4. Continue to purchase homes prone to flooding	<ul style="list-style-type: none"> • Help to mitigate property damage associated with flood events. • Help to mitigate health and safety concerns associated with structures that have been damaged by flooding. • Land can be repurposed to support parks, recreation, and like uses. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.

Table 3 (continued): Recommendations Pros and Cons

Recommendation	Pros	Cons
E. UTILITIES - INFRASTRUCTURE		
1. Address needed improvement to water system	<ul style="list-style-type: none"> • Negate the continuous maintenance associated with aging distribution network. • Provide greater surety of water quality. • Costs associated with the project are likely less expensive now. • Residents, business and prospective developers will have confidence in the water system. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Costs are likely to increase in future years (inflation and increasing costs of materials and labor). • Town will have to investment a consider amount of funding. • Water rates will increase.
2. Improve quality and choices of vendors for high speed internet connectivity	<ul style="list-style-type: none"> • Improving affordability helps residents access the interest at affordable rates. • Improving the speed helps residents utilize internet funds that larger amount of broadband capacity. • Affordable and high quality internet is essential to attract new residents and businesses. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Use of town right of way and utility poles.
3. Develop Capital Improvement Plan and Adopt Best Practices for the Management of Utilities and Infrastructure	<ul style="list-style-type: none"> • Capital Improvement Plan (CIP) will help to schedule and budget improvements. • CIP will help to make a range of adjustment more manageable. • CIP will ensure highly functioning infrastructure. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
4. Address IDNR concerns about dam safety	<ul style="list-style-type: none"> • Addressing high hazard dam could help to mitigate future liability associated property damage that may result from dam failure. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Removing the dam function would increase magnitude of flooding events.

Table 3 (continued): Recommendations Pros and Cons

Recommendation	Pros	Cons
F. HEALTH, WELLNESS, AND RECREATION		
1. 56 acre parcel owned by the Town could provide exceptional park/open space resource	<ul style="list-style-type: none"> • Create a unique park facility that would increase access to health and wellness opportunities. • Create a tourist destination. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
2. Coordinate with schools to share resources for general public to use	<ul style="list-style-type: none"> • Provide increased utilization of public facilities. • Increase access to health and wellness opportunities. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Schools may need to adjust campus access/visitor policies.
3. Explore opportunities to repurpose quarry northwest of town as a recreational use	<ul style="list-style-type: none"> • Could create unique development opportunities. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
4. Incorporate wellness activities and programs into trail network	<ul style="list-style-type: none"> • Increase access to health and wellness opportunities. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
5. Reuse the former Orleans Healthcare Center “walk-in” clinic	<ul style="list-style-type: none"> • Increase access and affordability of healthcare resources. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
6. Consider utilization of former Dollar General store on the square as a gym/fitness center	<ul style="list-style-type: none"> • Utilization of vacant store space. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Prohibit use of the space by a business that could create more economic value.
7. Support Regional Efforts to Create Youth/ Sports Complex (Southern Indiana Sports, Recreation and Youth Center)	<ul style="list-style-type: none"> • Provide proximate resource to support youth sporting events and associated youth activities. • Create proximate, regional facilities that could not be developed by a single community. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative • Not located in Orleans, but in Mitchell, which is a 10-15 minute drive.
8. New park at Vincennes & 6th Street	<ul style="list-style-type: none"> • Provide additional park and recreation amenity for Orleans. • Provide park and recreation for south side neighborhood that does not have proximate park areas. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
9. New skate park near baseball fields	<ul style="list-style-type: none"> • Provide a unique recreation venue for youth and young adults that enjoy skateboarding. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.

Table 3 (continued): Recommendations Pros and Cons

Recommendation	Pros	Cons
G. ECONOMIC DEVELOPMENT		
1. Develop a Design Overlay District for the SR 37 Corridor	<ul style="list-style-type: none"> • Help to ensure high quality development along SR 37 corridor. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Some developers could view the overlay as a burdensome requirement.
2. Create Local Revolving Loan Fund	<ul style="list-style-type: none"> • Assist new business startups and assist with expansion of existing businesses. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Orleans may have to contribute matching funds to secure grants to capitalize the fund.
3. Pursue Business Retention and Expansion (BRE) with Orange County ED Partnership	<ul style="list-style-type: none"> • Ensure that the community is aware of the challenges and opportunities of area businesses. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Some business interests may prefer not be approached about their business operations.
4. Market shovel ready facility near REMC	<ul style="list-style-type: none"> • Ensure that the best property in Orleans to accommodate new business development is adequately promoted. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
5. Support the Development of Restaurants and Retail/Commercial activity	<ul style="list-style-type: none"> • Adequate restaurants and retail offerings are important to attracting new residents and businesses. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
6. Explore opportunities associated with local foods, community gardens, food hubs	<ul style="list-style-type: none"> • Opportunity for Orleans to get in on the ground floor of emerging local foods movement. • Local food initiatives can create economic development opportunities. • Local food initiatives can create a positive impression of the community. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
7. Develop Opportunities to Support Small/Local Businesses	<ul style="list-style-type: none"> • Orleans is well suited to accommodate small business development. • Small business development does not require large investments or incentives to accommodate. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
8. Assist with development of new commercial/retail activity south of town on newly prepared parcels	<ul style="list-style-type: none"> • Property is prepped to accommodate new development. • Retail/commercial growth appears to be the highest and best use for SR 37 frontage. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Potential for the town to forego the benefit of new assessed value of property if projects require TIF or tax abatement.

Table 3 (continued): Recommendations Pros and Cons

Recommendation	Pros	Cons
9. Participate in Community Entrepreneurship Initiative via Office of Community and Rural Affairs	<ul style="list-style-type: none"> • Orleans is well suited to accommodate small businesses and related entrepreneurial pursuits. • Small business development does not require large investments or incentives to accommodate. • Odds of adding to local economy via entrepreneurship are greater than recruiting new business. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Commitment of volunteers and leaders to attend program events.
10. Explore Opportunities to Reuse the Former Essex Building	<ul style="list-style-type: none"> • New tenant(s) will help to create new employment opportunities. • New employment opportunities can help to support retail establishments. • New investment will help to increase assessed value and subsequent revenue for the Town. • New tenant(s) will ensure the building is maintained and in productive use. 	<ul style="list-style-type: none"> • Potential of the Town to forego new assessed value and subsequent revenue if tax abatement and/or TIF is required to accommodate new development.
H. TOURISM		
1. Capitalize on eco-tourism associated with the Lost River	<ul style="list-style-type: none"> • Capitalize on a unique natural resource found at only a few other places on the globe. • Create economic development and tourism opportunities. • Create a positive impression of the community. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Highlighting value of the flora/fauna of Lost River could result in limited public access to the resource.
2. Explore development of a Lost River – Karst Research and Educational Center	<ul style="list-style-type: none"> • Create a positive impression of the community. • Create economic development and tourism opportunities. • Capitalize on a unique natural resource found at only a few other places on the globe. • Attract cave/karst researchers from around the globe. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Highlighting value of the flora/fauna of Lost River could result in limited public access to the resource.

Table 3 (continued): Recommendations Pros and Cons

Recommendation	Pros	Cons
3. Explore development of an interpretive facility for the Lost River	<ul style="list-style-type: none"> • Create a positive impression of the community. • Capitalize on a unique natural resource found at only a few other places on the globe. • Attract tourists to the area. • Add to the portfolio of tourism resources in the region. • Provide resources for educating citizens about the uniqueness of the Lost River and importance of protecting the resource. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative. • Highlighting value of the flora/fauna of Lost River could result in limited public access to the resource.
4. Develop trail network to Lost River and karst features such as Wesley Chapel Gulf	<ul style="list-style-type: none"> • Create a positive impression of the community. • Capitalize on a unique natural resource found at only a few other places on the globe. • Attract tourists to the area. • Add to the portfolio of tourism resources in the region. • Provide resources for educating citizens about the uniqueness of the Lost River and importance of protecting the resource. • Provide an exercise and wellness resource. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
5. Develop trail network to Spring Mill State Park and adjacent areas via county roads	<ul style="list-style-type: none"> • Create a positive impression of the community. • Capitalize on a unique natural resource found at only a few other places on the globe. • Attract tourists to the area. • Add to the portfolio of tourism resources in the region. • Provide resources for educating citizens about the uniqueness of the Lost River and importance of protecting the resource. • Provide an exercise and wellness resource. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.

Table 3 (continued): Recommendations Pros and Cons

Recommendation	Pros	Cons
6. Explore opportunities for tourists to visit Amish homes and facilities to purchase items and understand craftsmanship	<ul style="list-style-type: none"> • Create a positive impression of the community. • Attract tourists to the area. • Add to the portfolio of tourism resources in the region. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
7. Explore White Castle presence of some kind	<ul style="list-style-type: none"> • Create a positive impression of the community. • Attract tourists to the area. • Add to the portfolio of tourism resources in the region. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
8. Explore appropriate tourism opportunities associated with faith based programs and facilities	<ul style="list-style-type: none"> • Create a positive impression of the community. • Attract tourists to the area. • Add to the portfolio of tourism resources in the region. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
9. Strategically plant dogwood trees throughout the town to exemplify title of “Dogwood Capital of Indiana”	<ul style="list-style-type: none"> • Create a positive impression of the community. • Attract tourists to the area. • Add to the portfolio of tourism resources in the region. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
10. Add a mural(s) to the white mill facility on Maple Street, just south of Liberty Road and other appropriate locations.	<ul style="list-style-type: none"> • Create a positive impression of the community. • Attract tourists to the area. • Add to the portfolio of tourism resources in the region. 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.
11. Bicentennial Project: Develop a repository for cultural and historic resources	<ul style="list-style-type: none"> • Create a safe and secure venue for persons to share items and memories about the Town of Orleans. • Help Orleans to better develop a sense of identity (especially for younger generations that may not appreciate the town’s history). 	<ul style="list-style-type: none"> • Costs associated with pursuing initiative.

Table 3 (continued): Recommendations Pros and Cons

J. FUTURE LAND USE

Some of the preceding recommendations include changes in land uses in the Town of Orleans. Figure 56 and Figure 57 show the conceptual future land uses in and around Orleans on top of the town's existing land use. Future development includes the addition of new housing, expansion of commercial areas, development of new industrial sites, and addition of parks and recreational areas.

1. Residential

Residential growth should be focused on infill development near downtown and other vacant residential properties throughout the town. The future land use map shows areas for residential development that focuses on the existing neighborhoods of the town. Any new residential subdivisions should be developed within the town limits or as close to the town limits as possible.

2. Commercial

Commercial growth, including both retail and office space, should be focused downtown in vacant buildings and on vacant lots. Other retail infill should occur in empty buildings and on empty lots along Maple Street/SR 37 or near existing commercial structures like the new Dollar General or Gallion's Supermarket. The Town should also support the development of the site on the south end of the town in front of White Castle for commercial uses.

3. Industrial

Industrial development should first occur at the 41 acre shovel ready site adjacent to the Orange County REMC. This site should be marketed to urge new industrial development to Orleans. Other industrial growth should be focused near existing industrial uses, such as White Castle and Paoli Furniture on the south side of the town.

4. Parks and Recreational Areas

The existing parks should continue to be improved to ensure their continued use, especially the newly created park at Vincennes and 6th Street. The property around the reservoir on the northeast side could also be utilized for park and open space. Longer term, the former quarry on the northwest side of town could also be utilized as a park or open space.

5. Mixed Use Development

Redevelopment of downtown should include a mix of new retail stores and office space, as well as opportunities for housing. Retail space could include an art gallery with space for the sale of art and craft items, a restaurant, a fitness center/gym, or other small retail space. Office space may include a coworking space that multiple small businesses or entrepreneurs could utilize. Housing could include apartments above existing shops or buildings being redeveloped into for rent or for sale housing units. Grants and/or tax credits could be pursued if the housing is for seniors or low-income individuals.

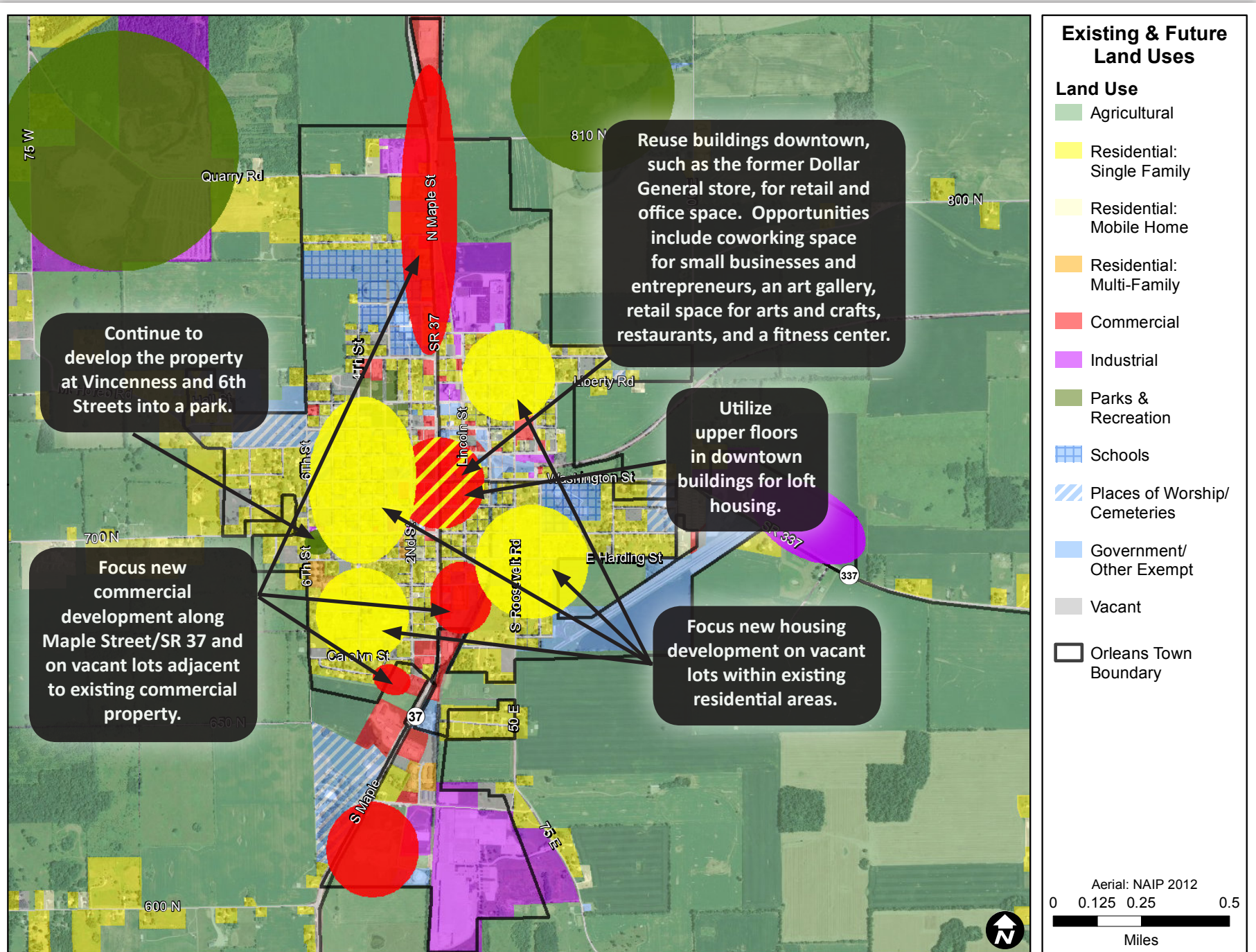


Figure 56: Orleans Future Land Use

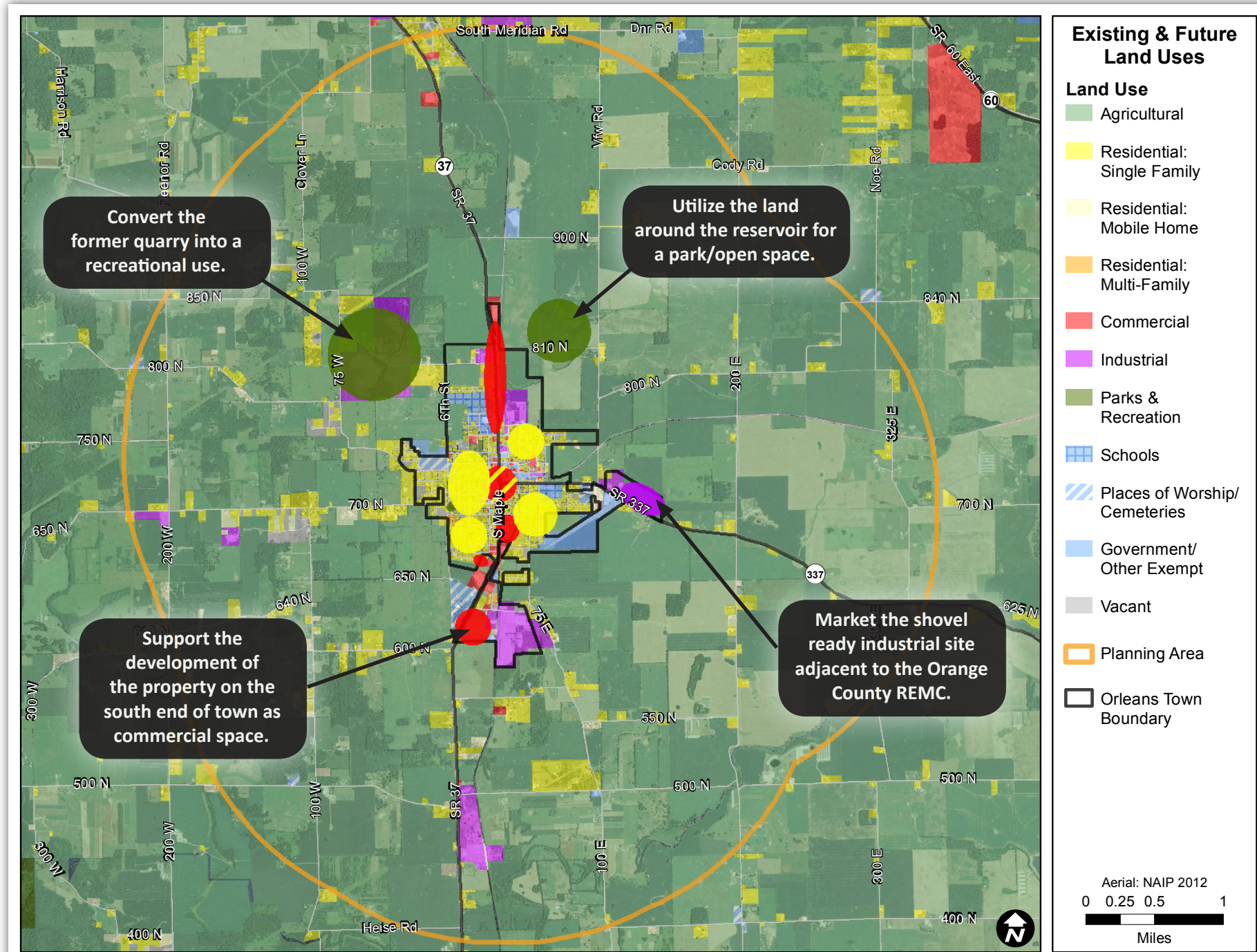


Figure 57: Planning Area Future Land Use

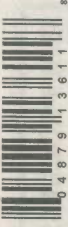
APPENDIX A: MEDIA COVERAGE





**Jenny Baker
Has This Week's
Happy Face**

Run Forest Run! XC Teams Compete - Page 7



Single Copy

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Cents

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ORLEANS, INDIANA

SEPTEMBER 17, 2014

VOL. 135 - NO. 24



World War II Veterans - World War II veterans Merrill St. John and Bob Fugate rode on the American Legion Warren Brock Post #69 float in the Paoli Fall Festival parade on Sunday.
(Photo by Sam Moore)

Architect Firm Brings Report On Façade Study

By Vicki Gross
The architectural firm of Michelli, Temperman Ritz was represented at Thursday's Orleans Chamber of Commerce meeting at the Orange County REMC. Angie Kleer gave a Power Point presentation outlining the façade study and its findings.

Kleer provided the phases of restoration of downtown buildings and/or façades of buildings. She said the buildings have a lot of character. In the report, work is divided into phases, with Phase 1 being to identify the condition of the buildings, which has been accomplished by the firm. Kleer said the group did not find a lot of problems. Next, the building owners must identify their budget and resources. Resource information can be accessed at the town office, Indiana Landmarks and Michelli Temperman Ritz.

Phase 2 is to protect the building, by removing excess vegetation, which may be destroying the brick, making sure the building is watertight, etc. Phase 3 concerns stabilizing the building such as through cleaning and repairing brick and masonry, and filling open

More specifics can be found in the report, which is available for viewing at the Orleans Public Library, the town office, and the chamber office. Copies can be provided electronically by the chamber director, Robert Henderson, also.

Greg Sekula of Historic Landmarks spoke to the chamber members and business owners at the meeting, telling them that Orleans has a strong architectural presence downtown, especially along Maple Street. And, he said, he is impressed with the town's visioning and planning, and there is a need to celebrate and market such visioning.

Sekula suggested using windows in vacant buildings as a showcase for placards or displays, giving the citizens and visitors something to see when walking along the downtown area. Another idea, such as has been used elsewhere, is to celebrate the town's history by placing enlargements of old photos of the area in empty storefront windows.

Also discussed by the chamber was the Fall Fun Fest in the Park on Oct. 11. A host of family activities is planned for the entire

Orleans Comprehensive Plan Public Workshop Scheduled

The next phase of the Orleans Comprehensive Planning Project is a public visioning workshop scheduled for 7 p.m. on Sept. 25 at the Orleans Christian Church Unity Hall at the corner of Jackson St. and SR 37 South in Orleans.

Mike Fields, president of Orleans Town Council remarked, "We are anticipating that Orleans residents will turn out to share their perspectives on the future of Orleans. This comprehensive planning process gives our community a great opportunity to build on the Image Orleans planning charter project completed earlier by Ball State University students. The comprehensive plan will help to better define future growth opportunities and identify and prioritize public investments in future years."

Bob Grewe, planner with the Lochmuller Group, noted, "The public visioning is essential to the success of the plan. Understanding the shared values, concerns, opportunities and challenges are key to developing a vision and plan that is shared by the community. Framing these shared perspectives can help to develop a plan that will realize future support, which translates into the successful implementation of the plan."

Orleans clerk-treasurer, Robert F. Henderson, shared, "Orleans will complete the comprehensive plan in the first quarter of 2015. With 2015 being the Town of Orleans Bicentennial year, it is appropriate for the plan to identify development opportunities for the following generations. Our Bicentennial does provide a unique and effective platform for the preparation of our comprehensive plan. Looking back on 200 years of history can provide a compelling framework for positioning our community to address the future."

Grewe further noted,

"Orleans has wonderful attributes to build on. The unique town square and historic district has potential to be revitalized into something very special. However, the karst features that are prominent in the area do provide a unique challenge in terms of land use and future development patterns. These unique karst features could also create new tourism opportunities. We have not shortage of resources and opportunities to consider."

The Orleans community is encouraged to participate in the planning process by completing a short survey to share their perspectives on the Town of Orleans and the future direction of the community.

The electronic survey can be accessed via the Orleans Comprehensive Plan project website at <http://orleanscomprehensiveplan2014.wordpress.com> and on the project Facebook page at: <https://www.facebook.com/orleanscomprehensiveplan2014>.

The website and Facebook page also include updates on the Orleans Com-

prehensive Plan, as well as background information, including previous planning efforts completed by Ball State University students and faculty.

Paper copies of the survey can be obtained and returned to the Orleans Town Hall, 161 E. Price Street Orleans, IN 47446.

The survey takes less than five minutes to complete. Residents are urged to share the survey with friends and neighbors.

For more information on the development of the Orleans Comprehensive Plan, those interested can contact Bob Grewe, manager, Community Development Services at 812-480-2878 or bgrewe@lochgroup.com or Robert F. Henderson, Orleans clerk-treasurer at (812) 865-2539 or orleansclerk@natsurfusa.net.

**It's Coming!
Fall Town-Wide Clean Sweep Week
Sept. 29-Oct. 4
Time to clean up, spruce up, fix up, paint-up!**

Johnson Passes Spatula To New Owners

By Vicki Gross
Guy Johnson has sold his family business in Orleans, Paradise Pizza & Deli, to another family, Nathan and his dad, Mark Bloecher, also Orleans natives. Johnson has agreed to stay for a couple of weeks to show the two the ropes of running the business. Guy and the late Mike Johnson began the business over 20 years ago.

Parents Cecil and Wanda Johnson helped out at the business for several years, also. Hill is bringing management experience to the new venture he has served as manager of fast food restaurants and other businesses for about 14 years. Bloecher has worked in the kitchen at Spring Mill Inn, and both

the name. They will bring Lawanda out of retirement back to her place in the restaurant.

Most of the employees have been kept at the business, too. Bloecher and Hill wish to learn the ins and outs of how Johnson has done things around the business, before making any changes. They plan a grand re-opening in the future. They plan to continue the lunch specials and later, add nightly specials, along with special drawings for prizes and a program to reward students for good grades.

Bloecher said, "We hope to keep up the quality of work that the Johnson family has initiated, and we appreciate that family for the effort and the good they

DWM Foundation/IN

APPENDIX B: COMMUNITY SURVEY



Town of Orleans Comprehensive Plan Survey**1. Do you live within the Town of Orleans or outside the corporate limits of Orleans?**

- ☐ Inside the corporate limits of the Town of Orleans
- ☐ Outside the corporate limits of the Town of Orleans

2. Tell about your connections to the Orleans area. Select all that apply.

- ☐ Home Owner
- ☐ Property Owner (other than home)
- ☐ Renter
- ☐ Business Owner
- ☐ Church
- ☐ Student

Other (please specify)

3. What are the main reasons you chose to live in or remain in the Orleans area? Select all that apply.

- ☐ Born and raised in the Orleans area
- ☐ Close to friends and family in the Orleans area
- ☐ Prefer to live in a rural community
- ☐ Near place of employment
- ☐ Affordable housing and land values
- ☐ Local schools

Other (please specify)

Town of Orleans Comprehensive Plan Survey

4. For the following questions, please indicate to the extent you agree or disagree with the statement.

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
The Town of Orleans should consider additional programs and financial incentives to attract new jobs and investment opportunities.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The Town of Orleans should pursue opportunities to increase tourism.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Efforts should be pursued to increase tourism opportunities associated with the Lost River.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The Town of Orleans should increase efforts to address properties and structures that are not adequately maintained.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
In the long term, the Town of Orleans should pursue the development of a bike/pedestrian routes to Mitchell and Paoli.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The Town of Orleans should evaluate and consider annexation of properties as the Town expands.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5. What type of park and recreation facilities would you like to see developed? Select top 4 choices and write in other ideas in the "Other" box.

- ☐ Playgrounds
- ☐ Ball Fields (basketball, soccer, baseball, etc.)
- ☐ Picnic Areas
- ☐ Open Outdoor Space
- ☐ Performance/Event Area
- ☐ Community Center
- ☐ Trails (walking, hiking, biking, etc.)
- ☐ Smaller Neighborhood Parks
- ☐ Community Gardens

Other (please specify)

Town of Orleans Comprehensive Plan Survey**6. 2015 is the Bicentennial of the founding of the Town of Orleans. What projects and/or activities should the Town of Orleans pursue in recognition of the Town's Bicentennial?**

- ☐ Host a homecoming event
- ☐ Build a new public park
- ☐ Invest in a public art installation
- ☐ Create a time capsule
- ☐ Provide a location to share pictures and information regarding the History of Orleans and residents
- ☐ Host lectures and seminars on the history of Orleans
- ☐ Plant trees or install landscaping

Other (please specify)

7. What kinds of community amenities would you like to see developed in Orleans? Select top 3 choices and write other ideas in the "Other" box.

- ☐ New community festivals and events
- ☐ Senior Center
- ☐ Youth Center
- ☐ Park and Recreation Facilities
- ☐ University/Community College Courses

Other (please specify)

8. What type of housing would you like to see developed? Select all that apply.

- ☐ Single-family homes
- ☐ Townhomes/Condominiums
- ☐ Apartments
- ☐ Senior living
- ☐ Mixed developments with single-family, townhomes & apartments
- ☐ Infill housing developments on vacant lots

Other (please specify)

Town of Orleans Comprehensive Plan Survey

9. What types of new businesses would you like to see developed? Select top 4 choices and write in ideas in the "Other" box.

- ☐ Specialty Shops
- ☐ Restaurants
- ☐ Hotel/Motel/Bed & Breakfast
- ☐ Manufacturing
- ☐ Medical/Healthcare
- ☐ Professional Services (accounting, insurance, etc.)
- ☐ Technology Services (software development, web-based services, etc.)
- ☐ Retail

Other (please specify)

10. Are you satisfied with the quality and price of your internet and/or cable television provider?

	Quality (options, connection speed, etc.)	Price
Yes	<input type="checkbox"/>	<input type="checkbox"/>
No	<input type="checkbox"/>	<input type="checkbox"/>
Not Sure	<input type="checkbox"/>	<input type="checkbox"/>

Comments

11. What do you like most about living in the Orleans Area?

12. What do you see as the Town of Orleans' greatest challenge, now or in the future?

Town of Orleans Comprehensive Plan Survey

13. If you could make just one change or one improvement to the Town of Orleans what would it be? (Please provide short answers. Examples could include: more jobs, increased tourism, increase property maintenance, new park, annexation, etc.)

14. Would you like to be notified through email about future information and activities associated with the Orleans Comprehensive Plan. If yes, please enter your email address in the box.

15. Please check the box that reflects your age.

- ☐ 0 - 20
☐ 21 - 39
☐ 40 - 59
☐ 59 - over

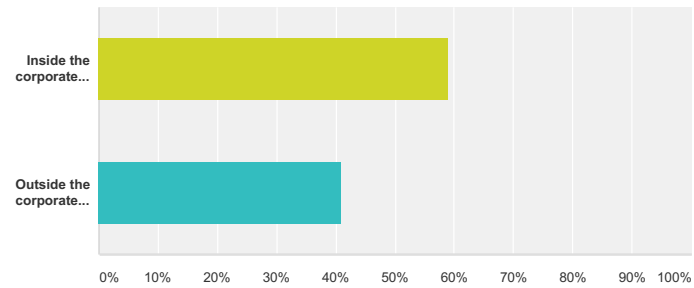
16. Check the box that reflects your gender.

- ☐ Male
☐ Female

Town of Orleans Comprehensive Plan Survey

**Q1 Do you live within the Town of Orleans
or outside the corporate limits of Orleans?**

Answered: 66 Skipped: 0

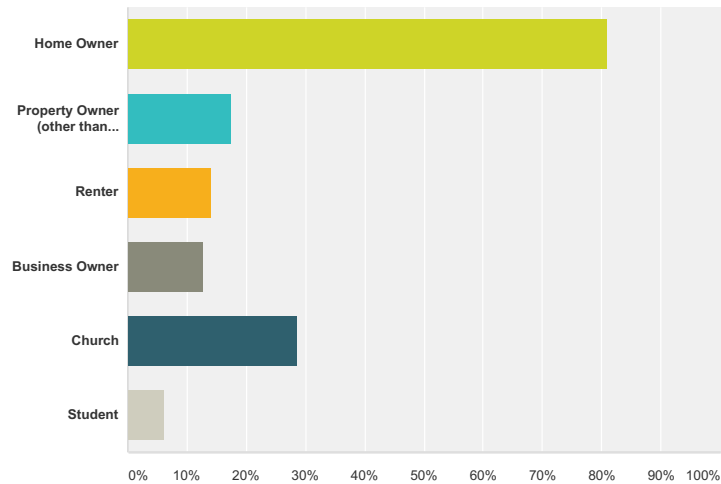


Answer Choices	Responses	
Inside the corporate limits of the Town of Orleans	59.09%	39
Outside the corporate limits of the Town of Orleans	40.91%	27
Total		66

Town of Orleans Comprehensive Plan Survey

Q2 Tell about your connections to the Orleans area. Select all that apply.

Answered: 63 Skipped: 3



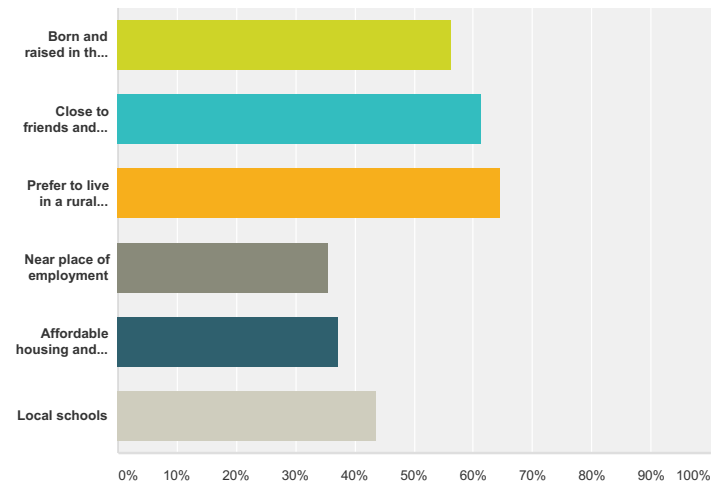
Answer Choices	Responses
Home Owner	80.95% 51
Property Owner (other than home)	17.46% 11
Renter	14.29% 9
Business Owner	12.70% 8
Church	28.57% 18
Student	6.35% 4
Total Respondents: 63	

#	Other (please specify)	Date
1	Grew up in Orleans	10/1/2014 12:24 PM
2	family history	9/24/2014 9:49 AM
3	4-H	7/30/2014 5:19 PM
4	Farmers Market shopper	6/25/2014 9:10 AM
5	I was born and raised there, parents still live there	6/25/2014 8:42 AM
6	Town Council	6/23/2014 7:07 PM
7	Educator and graduate of Orleans High School	6/17/2014 11:11 PM

Town of Orleans Comprehensive Plan Survey

Q3 What are the main reasons you chose to live in or remain in the Orleans area? Select all that apply.

Answered: 62 Skipped: 4



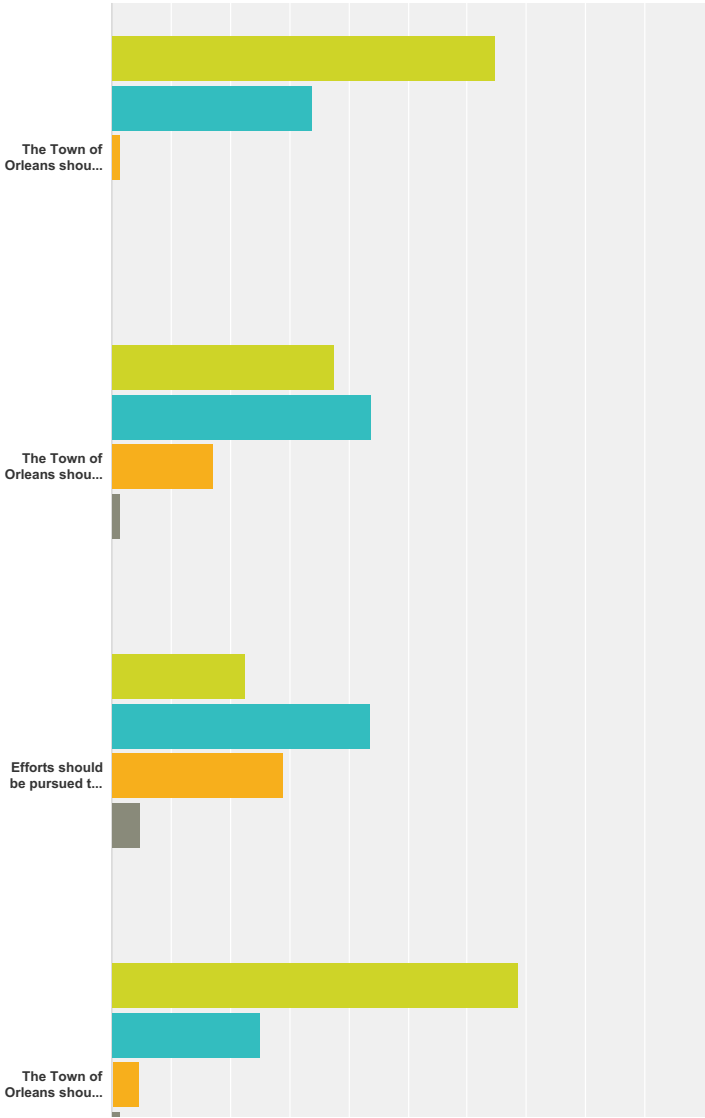
Answer Choices	Responses
Born and raised in the Orleans area	56.45% 35
Close to friends and family in the Orleans area	61.29% 38
Prefer to live in a rural community	64.52% 40
Near place of employment	35.48% 22
Affordable housing and land values	37.10% 23
Local schools	43.55% 27
Total Respondents: 62	

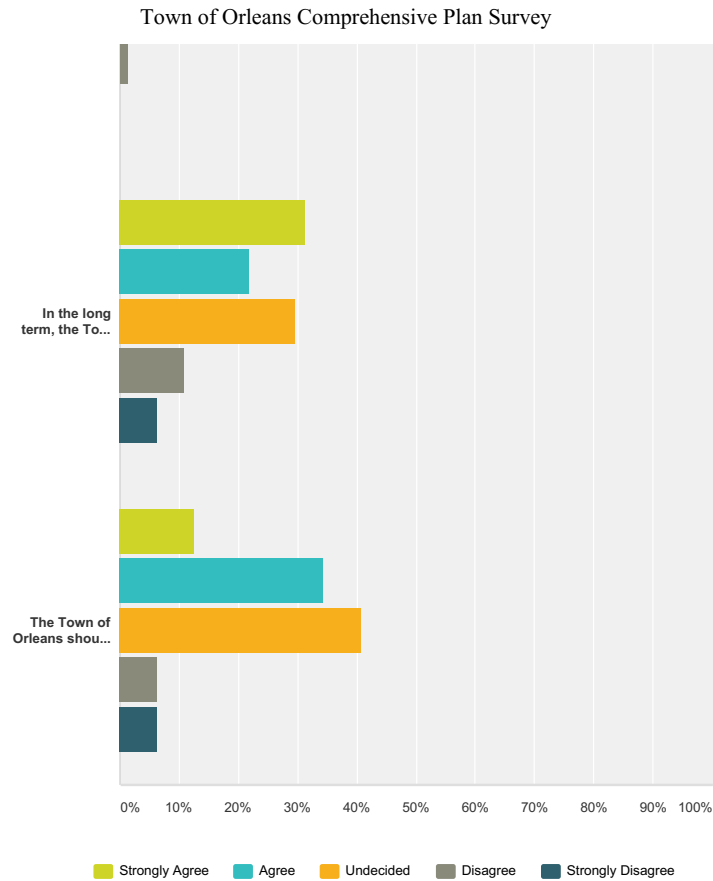
#	Other (please specify)	Date
1	The town is art and culture friendly. Very progressive attitude for a small town. Good neighbors. If my childer were still in school I would be proud to have them in the school system. Great school system.	8/5/2014 4:32 PM
2	Moved her because her mom lives here	7/30/2014 5:19 PM
3	Town square and farmers market	7/30/2014 5:11 PM
4	Farmers Market	6/25/2014 9:10 AM
5	Great community	6/25/2014 8:53 AM

Town of Orleans Comprehensive Plan Survey

Q4 For the following questions, please indicate to the extent you agree or disagree with the statement.

Answered: 65 Skipped: 1



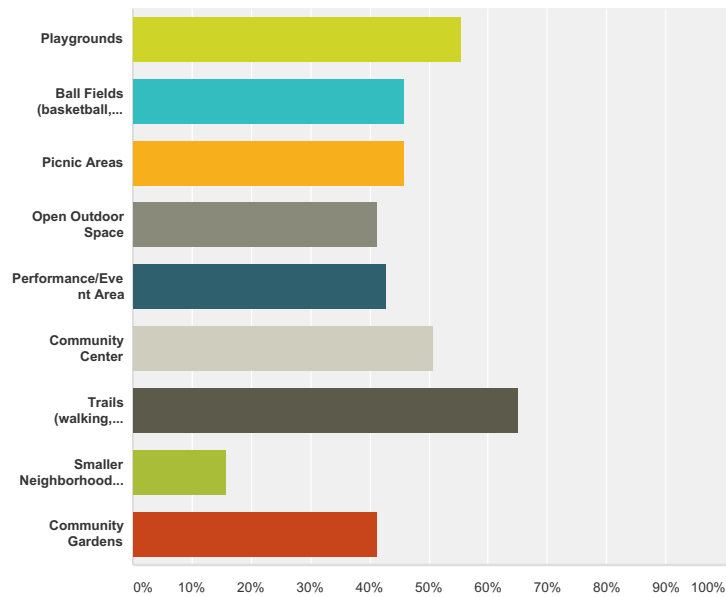


	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Total Respondents
The Town of Orleans should consider additional programs and financial incentives to attract new jobs and investment opportunities.	64.62% 42	33.85% 22	1.54% 1	0.00% 0	0.00% 0	65
The Town of Orleans should pursue opportunities to increase tourism.	37.50% 24	43.75% 28	17.19% 11	1.56% 1	0.00% 0	64
Efforts should be pursued to increase tourism opportunities associated with the Lost River.	22.58% 14	43.55% 27	29.03% 18	4.84% 3	0.00% 0	62
The Town of Orleans should increase efforts to address properties and structures that are not adequately maintained.	68.75% 44	25.00% 16	4.69% 3	1.56% 1	0.00% 0	64
In the long term, the Town of Orleans should pursue the development of a bike/pedestrian routes to Mitchell and Paoli.	31.25% 20	21.88% 14	29.69% 19	10.94% 7	6.25% 4	64
The Town of Orleans should evaluate and consider annexation of properties as the Town expands.	12.50% 8	34.38% 22	40.63% 26	6.25% 4	6.25% 4	64

Town of Orleans Comprehensive Plan Survey

Q5 What type of park and recreation facilities would you like to see developed?
Select top 4 choices and write in other ideas in the "Other" box.

Answered: 63 Skipped: 3



Answer Choices	Responses
Playgrounds	55.56% 35
Ball Fields (basketball, soccer, baseball, etc.)	46.03% 29
Picnic Areas	46.03% 29
Open Outdoor Space	41.27% 26
Performance/Event Area	42.86% 27
Community Center	50.79% 32
Trails (walking, hiking, biking, etc.)	65.08% 41
Smaller Neighborhood Parks	15.87% 10
Community Gardens	41.27% 26

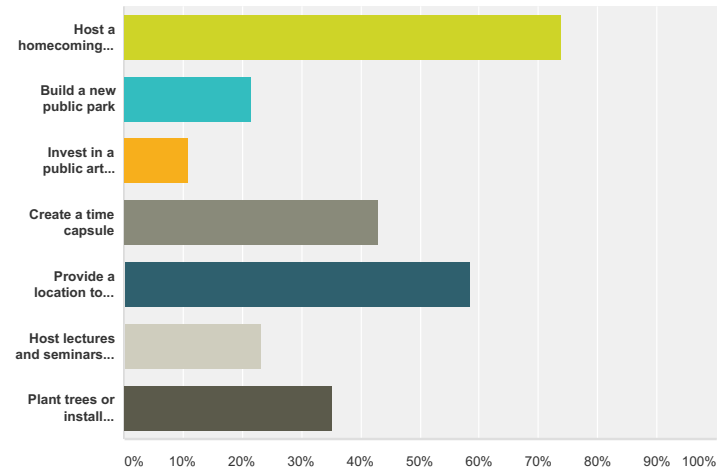
Town of Orleans Comprehensive Plan Survey

Total Respondents: 63		
#	Other (please specify)	Date
1	A facility for senior citizens to gather and visit.	10/1/2014 12:24 PM
2	Swimming Pool	9/24/2014 7:34 AM
3	Swimming pool	9/17/2014 7:25 AM
4	I think the town and side street sidewalks need repaired as people walk in our town and they are in really bad shape in some places and are gone in others. Such as the walk from town to the elementary school and others.	9/17/2014 7:10 AM
5	We need a venue to showcase local artists and musicians. This would draw weekend visitors. We need restaurants in town both fast food and speciality.	8/5/2014 4:32 PM
6	A small park where there's a swimming pool and other activities for children	8/5/2014 4:14 PM
7	If not new fields at least care about the ones they have and not try to stop parents from teach kids the game of softball	8/3/2014 8:22 PM
8	community garden would be good, if those who can't have garden could work it and utilize it. It would be good have a center for the kids.	7/30/2014 5:19 PM
9	Skate Park	7/15/2014 8:33 PM
10	theaters	6/27/2014 8:04 PM
11	Commercialization of Lost River Cave system	6/26/2014 8:09 AM
12	Build a band shell in the park.	6/25/2014 6:51 PM
13	Your survey question assumes we want for new developments and forces 4 choices. ONLY those facilities that the town can afford to maintain. NOT high maintenance facilities.	6/25/2014 12:22 PM
14	Swimming pool with or splash park	6/25/2014 9:46 AM
15	Swimming pool	6/17/2014 11:11 PM
16	Town Lake area / enhanced ball field area for potential revenue from summer tournaments	6/16/2014 2:20 PM

Town of Orleans Comprehensive Plan Survey

Q6 2015 is the Bicentennial of the founding of the Town of Orleans. What projects and/or activities should the Town of Orleans pursue in recognition of the Town's Bicentennial?

Answered: 65 Skipped: 1



Answer Choices	Responses
Host a homecoming event	73.85% 48
Build a new public park	21.54% 14
Invest in a public art installation	10.77% 7
Create a time capsule	43.08% 28
Provide a location to share pictures and information regarding the History of Orleans and residents	58.46% 38
Host lectures and seminars on the history of Orleans	23.08% 15
Plant trees or install landscaping	35.38% 23
Total Respondents: 65	

#	Other (please specify)	Date
1	Demolish vacant house at the corner of Polk and Maple Street! It is a terrible eye sore for the whole town as is the old oil company just north of the house. Really needs to be addressed!	10/1/2014 12:24 PM
2	walking history tour	9/24/2014 9:49 AM

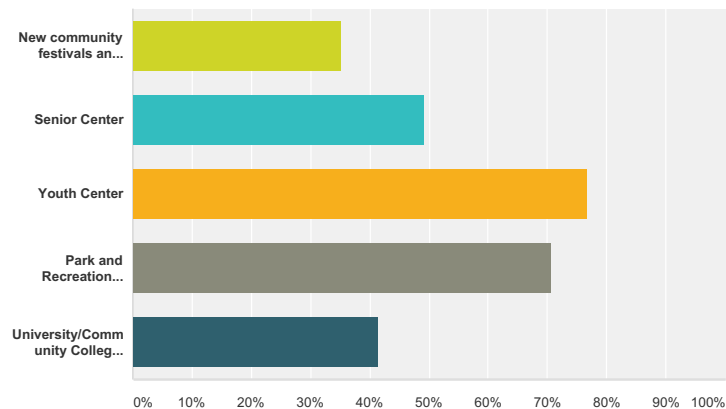
Town of Orleans Comprehensive Plan Survey

3	Interview & video interviews with senior citizens about Orleans memories (or newspaper features). Create CD of driving tour of places of interest/historic significance.	8/4/2014 7:50 AM
4	We thought ther was Orleans history in the visitors center?	7/30/2014 5:19 PM
5	I have a sculpter friend - Hoagy Carmichael sculpture in Bloomington	7/30/2014 5:11 PM
6	Plant more dogwood trees.	7/15/2014 8:33 PM
7	tour of homed in that year	6/27/2014 8:04 PM
8	maybe a band shell somewhere in the park	6/25/2014 6:33 PM
9	strongly enforce correction of unkempt properties	6/25/2014 9:46 AM

Town of Orleans Comprehensive Plan Survey

Q7 What kinds of community amenities would you like to see developed in Orleans?
Select top 3 choices and write other ideas in the "Other" box.

Answered: 65 Skipped: 1



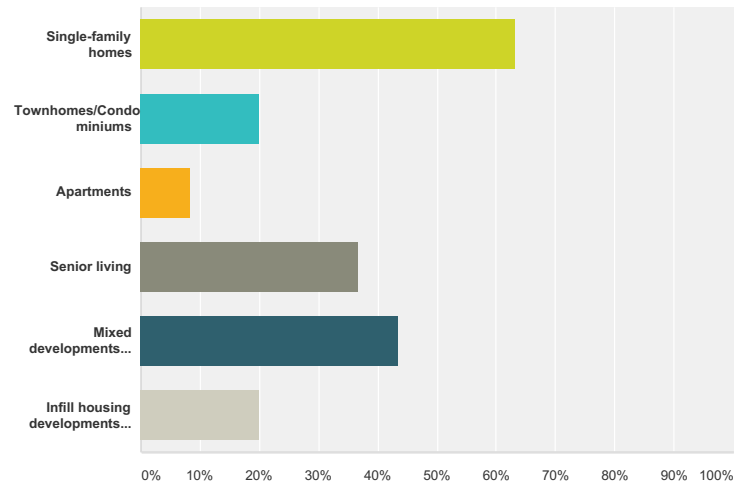
Answer Choices	Responses
New community festivals and events	35.38% 23
Senior Center	49.23% 32
Youth Center	76.92% 50
Park and Recreation Facilities	70.77% 46
University/Community College Courses	41.54% 27
Total Respondents: 65	

#	Other (please specify)	Date
1	Restaurants	10/1/2014 12:24 PM
2	Art Festival	8/5/2014 4:32 PM
3	Need more parking spaces	7/30/2014 5:07 PM
4	Your survey question assumes we want 4 amenities and forces 4 choices. Where is the money coming from to build and maintain?	6/25/2014 12:22 PM

Town of Orleans Comprehensive Plan Survey

Q8 What type of housing would you like to see developed? Select all that apply.

Answered: 60 Skipped: 6



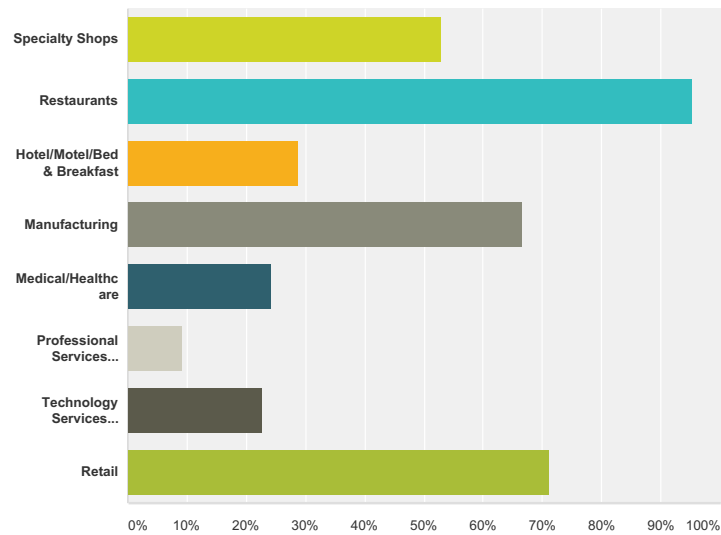
Answer Choices	Responses
Single-family homes	63.33% 38
Townhomes/Condominiums	20.00% 12
Apartments	8.33% 5
Senior living	36.67% 22
Mixed developments with single-family, townhomes & apartments	43.33% 26
Infill housing developments on vacant lots	20.00% 12
Total Respondents: 60	

#	Other (please specify)	Date
1	NOT government housing. This lead to the fall of Mitchell, IN. Mitchell has become a welfare state.	8/5/2014 4:32 PM
2	Any housing that is not at tax payer expense	6/25/2014 12:22 PM

Town of Orleans Comprehensive Plan Survey

Q9 What types of new businesses would you like to see developed? Select top 4 choices and write in ideas in the "Other" box.

Answered: 66 Skipped: 0



Answer Choices	Responses
Specialty Shops	53.03% 35
Restaurants	95.45% 63
Hotel/Motel/Bed & Breakfast	28.79% 19
Manufacturing	66.67% 44
Medical/Healthcare	24.24% 16
Professional Services (accounting, insurance, etc.)	9.09% 6
Technology Services (software development, web-based services, etc.)	22.73% 15
Retail	71.21% 47
Total Respondents: 66	

#	Other (please specify)	Date
1	How about an Aldis in the empty dollar general store - food store	8/5/2014 4:14 PM
2	Auto Parts	8/5/2014 4:10 PM

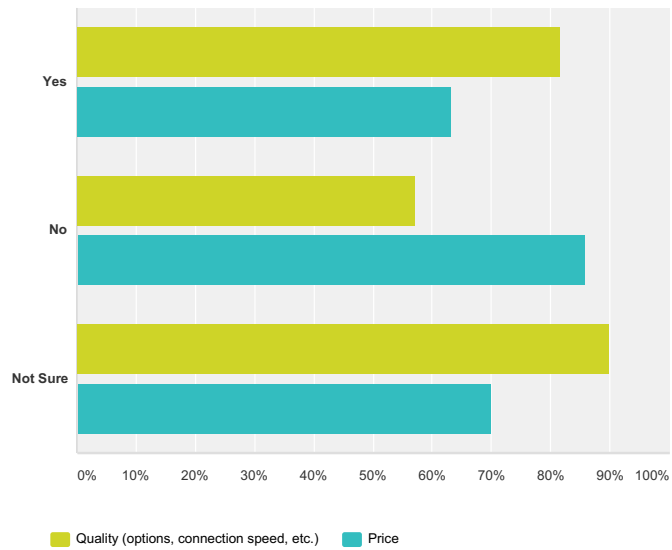
Town of Orleans Comprehensive Plan Survey

3	Satellite IU campus or other college/trade school.	8/4/2014 7:50 AM
4	Sustainable Agri-Business or Energy	8/3/2014 9:16 PM
5	Fabric shop and dollar tree	7/30/2014 5:19 PM
6	drug store	7/30/2014 5:13 PM
7	agricultural	6/25/2014 12:22 PM
8	I would like to see more businesses come back to downtown. The new Dollar Store area is cluttered.	6/17/2014 11:11 PM
9	Manufacturing is the utmost importance along with service related businesses to develop more revenue from French Lick / Resort area	6/16/2014 2:20 PM

Town of Orleans Comprehensive Plan Survey

Q10 Are you satisfied with the quality and price of your internet and/or cable television provider?

Answered: 62 Skipped: 4



	Quality (options, connection speed, etc.)	Price	Total Respondents
Yes	81.58% 31	63.16% 24	38
No	57.14% 20	85.71% 30	35
Not Sure	90.00% 9	70.00% 7	10

#	Comments	Date
1	Price is too high	8/5/2014 4:32 PM
2	New Waves best	8/5/2014 4:14 PM
3	Cable internet not reliable, DSL higher speed options pricey	8/3/2014 9:16 PM
4	Price too high	7/30/2014 5:22 PM
5	service is OK but the price is not	7/30/2014 5:19 PM
6	too high, just keeps going up	7/30/2014 5:13 PM
7	Do not have cable	7/30/2014 5:11 PM
8	internet only, I don't have cable	7/16/2014 7:01 AM

Town of Orleans Comprehensive Plan Survey

9	I have frontier which is to expensive and not as fast as I'd like	6/16/2014 2:20 PM
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Town of Orleans Comprehensive Plan Survey

Q11 What do you like most about living in the Orleans Area?

Answered: 53 Skipped: 13

#	Responses	Date
1	Friendly	10/9/2014 3:15 PM
2	Fairly safe area	10/1/2014 12:24 PM
3	small town, friendly people, hometown atmosphere	9/24/2014 9:49 AM
4	it's a Wonderful Town and People are very Caring!!!	9/24/2014 7:34 AM
5	The friendly, familiar faces everywhere I go and the rural area in which my husband and I live	9/23/2014 10:07 AM
6	It has a quiet small town feel. Almost like Mayberry.	9/17/2014 8:37 PM
7	Orleans is a wonderful little town!!! Crime rate is low, services are reasonable !!	9/17/2014 7:25 AM
8	Small town atmosphere and not a lot of strangers around	9/17/2014 7:10 AM
9	Family/community atmosphere	8/5/2014 4:32 PM
10	The folks living here	8/5/2014 4:16 PM
11	Great, friendly people, History, of all places I've lived, I have feel I have come home to stay	8/5/2014 4:14 PM
12	generally a safe environment	8/5/2014 4:10 PM
13	Close community	8/5/2014 11:57 AM
14	Knowing that my child attends a school where each student is valued.	8/5/2014 11:17 AM
15	Safe, pretty, friendly, low cost of living, quiet, very easy to live here.	8/4/2014 7:50 AM
16	Affordable	8/3/2014 9:16 PM
17	People	8/3/2014 8:22 PM
18	Small school	8/3/2014 8:21 PM
19	People	8/3/2014 7:20 PM
20	Safe I/we feel safe we live in a town but we are a sanctuary of birds, etc.	7/30/2014 5:19 PM
21	raised here	7/30/2014 5:13 PM
22	small town charm friendliness	7/30/2014 5:11 PM
23	small town friendly people	7/30/2014 5:07 PM
24	A good town with good people	7/30/2014 5:01 PM
25	Small town good school and friendly people. Close to my family.	7/18/2014 12:13 PM
26	Small community, values, family	7/16/2014 6:41 PM
27	Good schools. Small town but close enough to larger towns to make going out convenient.	7/16/2014 7:01 AM
28	Small town atmosphere Schools	7/16/2014 4:47 AM
29	everything!	7/15/2014 8:33 PM
30	Small town atmosphere	6/26/2014 8:09 AM
31	Safe/friendly area	6/25/2014 10:24 PM
32	Community involvement	6/25/2014 8:50 PM

Town of Orleans Comprehensive Plan Survey

33	The nice people and how clean the downtown is kept.	6/25/2014 6:51 PM
34	The people	6/25/2014 6:33 PM
35	I like that most people know each other and the schools are very good.	6/25/2014 4:28 PM
36	Small close community	6/25/2014 12:24 PM
37	small town	6/25/2014 12:22 PM
38	It is a wonderful town with great community support	6/25/2014 11:12 AM
39	Knowing your neighbors.	6/25/2014 11:03 AM
40	Being close to family and friends	6/25/2014 10:02 AM
41	community spirit and consideration for each other	6/25/2014 9:46 AM
42	I love the small town feeling. We have amazing schools and wonderful people.	6/25/2014 9:44 AM
43	I love the town park.	6/25/2014 9:41 AM
44	Farmers Market	6/25/2014 9:10 AM
45	Nice friendly clean small town	6/25/2014 8:53 AM
46	It's a quiet town with great schools, full of good people	6/25/2014 8:53 AM
47	Quiet, rural area where the cost of living is low.	6/25/2014 7:46 AM
48	The small town atmosphere	6/23/2014 7:07 PM
49	Small Town	6/17/2014 11:11 PM
50	Small town. Clean town and getting cleaner. Schools	6/17/2014 7:39 AM
51	The small town fill	6/16/2014 7:17 PM
52	Close community	6/16/2014 5:27 PM
53	quiet... minimal crime... Friendly and cordial residents... Only one tavern and one liquor store (hopefully that's all that will be here for a long long time) attitude of community by most town folks	6/16/2014 2:20 PM

Town of Orleans Comprehensive Plan Survey

Q12 What do you see as the Town of Orleans' greatest challenge, now or in the future?

Answered: 53 Skipped: 13

#	Responses	Date
1	Keeping people interested in the Town. And keeping enough jobs.	10/7/2014 2:04 AM
2	Attracting businesses, and jobs. Maintaining the buildings left on the town square. Cleaning up the properties that are not maintained!	10/1/2014 12:24 PM
3	People leaving for larger towns closer to shopping, dining and entertainment venues.	9/24/2014 9:49 AM
4	Creating Jobs and making people clean their property's up!!	9/24/2014 7:34 AM
5	Maintaining/upkeep of vacant lots and facilities	9/23/2014 10:07 AM
6	Growth of viable businesses.	9/17/2014 8:37 PM
7	JOBS!!!! JOBS !!! " URBAN BLIGHT" CLEAN UP OUR TOWN ORLEANS WAS ONCE A BEAUTIFUL LITTLE TOWN WITH MANICURED LAWNS STREETS SWEEPED AND CLEANED UP!!!! POLICE NEED TO DO BETTER JOB OF TAKING CARE OF ALL THE NEIGHBORHOODS!!!!!! INSTEAD OF HANGING OUT AT HUCKS AND MARATHON!!!!!!!	9/17/2014 7:25 AM
8	GETTING A RESTAURANT OR TWO IF THE TOWN IS TO GROW	8/6/2014 1:13 PM
9	Too many empty buildings on the square. Looks like a ghost town. We are getting criminal elements from Mitchell.	8/5/2014 4:32 PM
10	Attracting new businesses and restaurants	8/5/2014 4:16 PM
11	New business and deteriorating homes	8/5/2014 4:14 PM
12	Law enforcement - drug problems	8/5/2014 4:10 PM
13	Money to complete the projects and increase the population to sustain the projects.	8/5/2014 11:57 AM
14	In order for Orleans to thrive, we really need to create reasons why young people would want to stay (or attend college and come back).	8/5/2014 11:17 AM
15	Keeping our young people. They have to travel long distances to further their education or find jobs so many move away.	8/4/2014 7:50 AM
16	Retaining and creating jobs, drug related violence, local school meeting educational needs	8/3/2014 9:16 PM
17	Caring about kids future in more than basketball. Not many have made it far in basketball	8/3/2014 8:22 PM
18	Job prospects	8/3/2014 8:21 PM
19	Jobs	8/3/2014 7:20 PM
20	Getting people to keep their stuff and property cleaned up and kept neat	7/30/2014 5:22 PM
21	Not having a place for the kids, young teens. There were too many gas stations, we need a decent restaurant and jobs in our town especially for seniors.	7/30/2014 5:19 PM
22	getting some place decent to eat at and getting a drug store	7/30/2014 5:13 PM
23	keeping employers here improving properties bringing in new business	7/30/2014 5:11 PM
24	It is hard to compete with larger towns and cities both in the job market and business opportunities	7/30/2014 5:07 PM
25	Fix the town streets...they are ridiculous and very embarrassing! Please do something with them they are an eye sore and terrible to drive on. Please move baseball fields to a location that doesn't flood.	7/18/2014 12:13 PM
26	Financing town improvements	7/16/2014 6:41 PM

Town of Orleans Comprehensive Plan Survey

27	Jobs.	7/16/2014 7:01 AM
28	Increase in drugs and crime Effects of minimal employment opportunities Abandoned properties	7/16/2014 4:47 AM
29	lack of community involvement and/or engagement; lack of resources	7/15/2014 8:33 PM
30	Population growth	6/26/2014 8:09 AM
31	Business owners keeping their doors open	6/25/2014 10:24 PM
32	Standing out from other communities for business and growth	6/25/2014 8:50 PM
33	Retail, retail and retail.	6/25/2014 6:51 PM
34	Get more stores open on maple street.	6/25/2014 6:33 PM
35	The greatest challenge is lack of employment opportunities that provide a living wage.	6/25/2014 4:28 PM
36	Drugs, lack of employment opportunities, limited healthcare	6/25/2014 12:24 PM
37	Deterioration of homes and streets. Too many properties owned by non-residents. Run down commercial properties at north and south town limits. Hwy 37 development has spoiled the small town feel. Disconnected town council. Ineffective police department. Safety of residents due to crime and high speed vehicle traffic.	6/25/2014 12:22 PM
38	Police Department is weak, a lack of businesses and a little league program that is not very good	6/25/2014 11:12 AM
39	Technology	6/25/2014 11:03 AM
40	Fixing up the town roads full of pot-holes.	6/25/2014 10:02 AM
41	manufacturers coming to Orleans and reasons to keep our youth from leaving	6/25/2014 9:46 AM
42	Family & marriage enrichment, positive activities for youth, mentoring programs. Many single parents have no help with someone standing in the gap for the missing parent. (a problem everywhere, I'm sure) If we don't help these kids when they are young, they won't have much of a future. Helping them while they are young will make them into more productive members of society. They need hope & emotional healing. Young couples need examples of healthy marriages. Abuse & addiction are rampant, more than I ever imagined.	6/25/2014 9:41 AM
43	Lack of jobs	6/25/2014 9:10 AM
44	Need more jobs, something for kids to do	6/25/2014 8:53 AM
45	Growing without losing its core values	6/25/2014 8:53 AM
46	Economic development....specifically the lack of a skilled work force.	6/25/2014 7:46 AM
47	Business retention and attraction Delapidated and abandoned housing	6/23/2014 7:07 PM
48	Lack of jobs.	6/19/2014 3:52 PM
49	Keeping our talented youth close to home and offering them good jobs for their futures. Orleans as well as Indiana has a "brain drain" when it comes to young people.	6/17/2014 11:11 PM
50	Producing jobs.	6/17/2014 7:39 AM
51	The town council is the biggest problem with Orleans now, they don't have the backbone to stand up to people. They would rather got ride of people that help the community rather than face criticism.	6/16/2014 7:17 PM
52	Need for more attractions, such as restaurants, movies, activities for families	6/16/2014 5:27 PM
53	higher paying manufacturing jobs...rising tide lifts all boats	6/16/2014 2:20 PM

Town of Orleans Comprehensive Plan Survey

Q13 If you could make just one change or one improvement to the Town of Orleans what would it be? (Please provide short answers. Examples could include: more jobs, increased tourism, increase property maintenance, new park, annexation, etc.)

Answered: 52 Skipped: 14

#	Responses	Date
1	More jobs. A safe place to walk/ride bicycles.	10/9/2014 3:15 PM
2	More jobs	10/7/2014 2:04 AM
3	Increase property maintenance!	10/1/2014 12:24 PM
4	More good paying jobs to keep people there.	9/24/2014 9:49 AM
5	remove all the Town Council Members and The Town Clerk, also town Superintendent the Town employees all the Clerk is interested in is the Town Park none of them Serve the People like they Should!!!	9/24/2014 7:34 AM
6	Restaurants	9/23/2014 10:07 AM
7	increased tourism, restaurants, an expanded library.	9/17/2014 8:37 PM
8	ELECT A NEW TOWN COUNCIL THAT HAS THE BACK BONE TO MAKE CHANGES!!! WITH A NEW TOWN SUPERINTENDENT AND TOWN EMPLOYEES THAT ACTUALLY WORK!!! ENFORCE ZONING LAWS!!!!!!!!!!!!!!!!!!!!!! AND NOISE ORDINANCES, AND ANIMALS RUNNING LOOSE !!!! ALSO ADDRESS THE FLOODING PROBLEMS!!!	9/17/2014 7:25 AM
9	GET TOUGH ON RUN DOWN PROPERTY OWNERS	8/6/2014 1:13 PM
10	More jobs More tourism Business in empty buildings on the square Clean up or level empty houses	8/5/2014 4:32 PM
11	More jobs and increase property maintenance	8/5/2014 4:16 PM
12	More jobs and a good restaurant and all the above	8/5/2014 4:14 PM
13	better law enforcement	8/5/2014 4:10 PM
14	Trails and paths.	8/5/2014 11:57 AM
15	Entertainment/activity options for young people. For the kids not interested in sports the opportunities are limited.	8/4/2014 7:50 AM
16	Walking, biking trails	8/3/2014 9:16 PM
17	New recreation park	8/3/2014 8:22 PM
18	Activities to keep youth out of trouble	8/3/2014 8:21 PM
19	Jobs	8/3/2014 7:20 PM
20	Clean it up. Make homeowners clean up yards. Fix the roads	8/3/2014 3:56 PM
21	More jobs, getting people to keep properties nice, neat and clean	7/30/2014 5:22 PM
22	Property maintenance and jobs	7/30/2014 5:19 PM
23	getting more business, manufacturing and a drug store	7/30/2014 5:13 PM
24	increased tourism property maintenance (owner)	7/30/2014 5:11 PM
25	Fix roads...please!!	7/18/2014 12:13 PM
26	Renovation of downtown buildings	7/16/2014 6:41 PM

Town of Orleans Comprehensive Plan Survey

27	Clean up the homes & businesses that are in need of mowing, trash removal, etc.	7/16/2014 7:01 AM
28	Nee park/recreational area	7/16/2014 4:47 AM
29	new fire department	7/15/2014 8:33 PM
30	More Jobs	6/26/2014 8:09 AM
31	Walking/bike trails	6/25/2014 10:24 PM
32	Get back to small town feel, stronger leadership, focus on improving what we have not consider annexation or any additional taxing that would affect surrounding residents (TIF)	6/25/2014 8:50 PM
33	Downtown businesses.	6/25/2014 6:51 PM
34	increase tourism	6/25/2014 6:33 PM
35	more jobs	6/25/2014 4:28 PM
36	More jobs	6/25/2014 12:24 PM
37	increase property maintenance, reduce speeding, take better care of what we already have, effective town council, better police force,	6/25/2014 12:22 PM
38	Totally change the Police Department	6/25/2014 11:12 AM
39	Care & upkeep of downtown buildings. More jobs.	6/25/2014 11:03 AM
40	Fix-up somewhere children can go and be safe so they don't have to stay home, especially in the summertime	6/25/2014 10:02 AM
41	increase property maintenance, new water park	6/25/2014 9:46 AM
42	We, of course, need jobs but our kids aren't going to live to see the future if we don't change things.....positive role models in the park when the teens are there, positive activities for them, maybe schedule weekly activities targeted at teens. The library does a great job offering things but most of the town kids aren't interested in learning in that way, unfortunately. Many of the activities (concerts etc) are not attended by the teens. They are actually not welcomed when they are going on. I'd rather see it as a joint event for all ages, working together. Welcoming everyone so they can get to know each other. Those kids hanging at the edge of the park just want love and attention like everyone else. Nothing the town does is going to matter if our kids are lost in the shuffle. As the older generation passes on there will be no one to leave in charge. I'm not trying to be negative. The town does alot of good things (farmers market, concerts, etc) Mr. Henderson has been a blessing to the community.	6/25/2014 9:41 AM
43	Increased tourism	6/25/2014 9:10 AM
44	more jobs activities for kids of all ages	6/25/2014 8:53 AM
45	More restaurants	6/25/2014 8:53 AM
46	Revitalization	6/25/2014 7:46 AM
47	More jobs Higher paying jobs Better sidewalks and streets	6/23/2014 7:07 PM
48	Increased property maintenance	6/17/2014 11:11 PM
49	More jobs	6/17/2014 7:39 AM
50	Get ride of the town council	6/16/2014 7:17 PM
51	Restaurants	6/16/2014 5:27 PM
52	more higher paying manufacturing jobs...everything else would follow... safer methods to cross 37 from east to west and vice versa...maybe a second stop light at north end of town. I realize that's two changes...sorry	6/16/2014 2:20 PM

Town of Orleans Comprehensive Plan Survey

Q14 Would you like to be notified through email about future information and activities associated with the Orleans Comprehensive Plan. If yes, please enter your email address in the box.

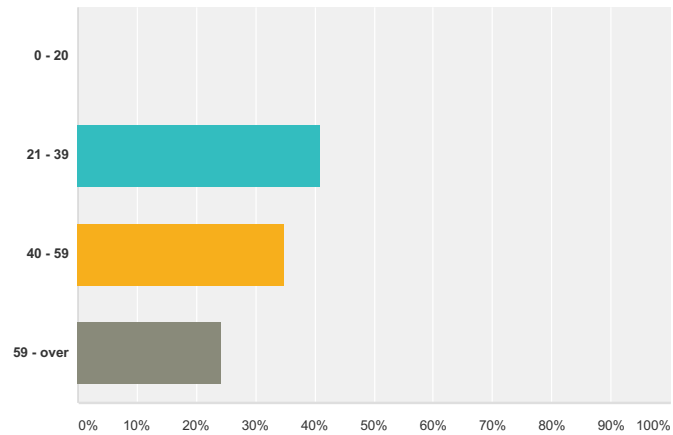
Answered: 23 Skipped: 43

#	Responses	Date
1	ORLEANSOIL@AOL.COM	8/6/2014 1:13 PM
2	baskettml@yahoo.com-	8/5/2014 4:32 PM
3	calamity112651@yahoo.com	8/5/2014 4:14 PM
4	Cyndirowl@yahoo.com	8/4/2014 7:50 AM
5	Derrickmartin62@yahoo.com	8/3/2014 8:22 PM
6	ncoop419@yahoo.com	8/3/2014 7:20 PM
7	baird.beverly@yahoo.com	7/30/2014 5:19 PM
8	hansdraws@Hotmail.com	7/30/2014 5:11 PM
9	alanajudah@yahoo.com	7/16/2014 4:47 AM
10	yes tarajilljenkins@gmail.com	7/15/2014 8:33 PM
11	bhopper2@gmail.com	6/26/2014 8:09 AM
12	davonastreet@hotmail.com	6/25/2014 10:24 PM
13	canno.mill@frontier.com	6/25/2014 6:51 PM
14	f.cannon77@yahoo.com	6/25/2014 6:33 PM
15	jkalbrewer@aol.com	6/25/2014 4:28 PM
16	wells_shanda@yahoo.com	6/25/2014 10:02 AM
17	merlinhope@yahoo.com	6/25/2014 7:46 AM
18	mhf@netsurfusa.net	6/23/2014 7:07 PM
19	Pjcassidy@wildblue.net	6/19/2014 3:52 PM
20	homested@dmrtc.net	6/17/2014 11:11 PM
21	Dawgbacker02@yahoo.com	6/16/2014 7:17 PM
22	No	6/16/2014 5:27 PM
23	richard.grace@busickinsurance.com	6/16/2014 2:20 PM

Town of Orleans Comprehensive Plan Survey

Q15 Please check the box that reflects your age.

Answered: 66 Skipped: 0

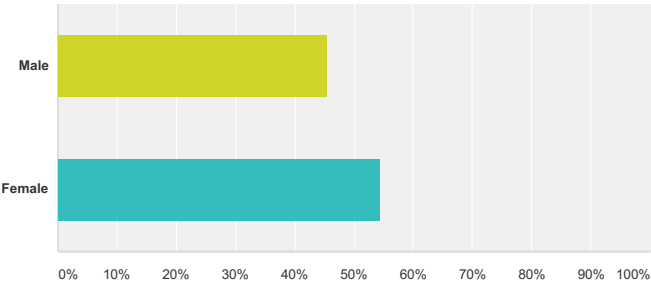


Answer Choices	Responses
0 - 20	0.00% 0
21 - 39	40.91% 27
40 - 59	34.85% 23
59 - over	24.24% 16
Total	66

Town of Orleans Comprehensive Plan Survey

Q16 Check the box that reflects your gender.

Answered: 66 Skipped: 0



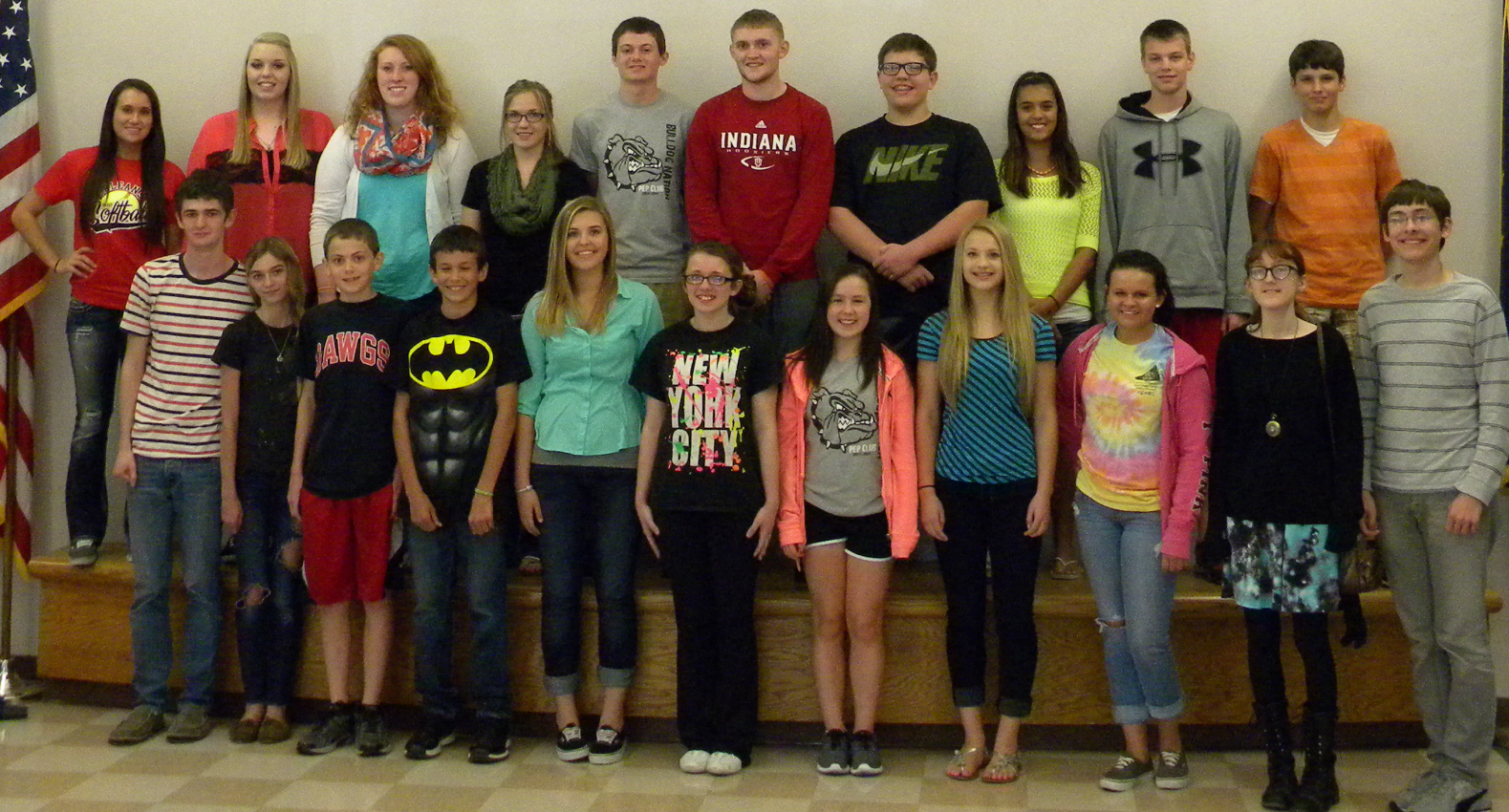
Answer Choices	Responses	
Male	45.45%	30
Female	54.55%	36
Total		66



APPENDIX C: STUDENT ENGAGEMENT

ORLEANS JUNIOR-SENIOR HIGH SCHOOL

ORLEANS
DOGWOOD
FESTIVAL
APRIL 28
MAY 3
BRADY'S AMUSEMENTS



Orleans Comprehensive Plan Jr High/High School SWOT Workshop Results

On Tuesday, March 22, 2014, Planners from The Lochmueller Group held a workshop with Orleans Junior High and High School students. The workshop included a SWOT (strengths, weaknesses, opportunities, threats) exercise, as well as general discussion about the Town of Orleans. Twenty-one students were involved in the workshop with representation from the 7th grade through the Senior class. The Lochmueller Group would like to thank Principal Roy Kline for setting up this workshop. Below are the results of this workshop.



Strengths

- Lilly's Place restaurant
- Paradise Pizza
- Gallion's Super Value
- Dollar General
- Paoli is close (has Walmart, etc.)
- Farmer's Market
- Town Square and Park
- FFA – great local chapter
- 4-H – lots of activities
- Cub Scouts in Orleans/Boy Scouts in Mitchell
- Baseball fields open to public
- Little League
- Traveling softball team
- Exchange student program
- Good academics (elementary school is 4-star)

Strengths (continued)

- Good extracurricular activities (band, basketball, academic teams, etc.)
- "You're not just a number" ("teachers know your name and you know all of your classmates")
- Small town/close knit community
- Amish fresh food, crafts and products
- Dogwood Festival
- Safe/low crime
- Walkable community, many students walk to school
- Lots of churches
- Employment opportunities (Paoli, Inc., White Castle, Layne, etc.)
- Pep band
- Churches are involved in community (run soccer leagues, etc.)

Weaknesses

- Not much recreation besides downtown park (no pool)
- School programs overlap (students in multiple extracurricular activities – band, sports, academic teams, etc.)
- No football team
- Few specialty classes
- No soccer
- No wrestling
- No lacrosse
- Classes overlap (cannot take 2 courses occurring at same time)
- Internet connectivity
- Flooding (little league fields and around school)
- Sidewalks are old, broken and uneven
- Very conservative community
- Library is small
- Winters are bad, roads get torn up
- Not many restaurants or other retail

Threats

- Drug problems could increase
- Consolidation of all Orange County Schools could lose individual community identity
- Business failures
- Loss of parking on SR 37/Maple Street
- Loss of jobs



Opportunities

After completing the list of opportunities, each student was asked to rank the 3 that they thought were the most important opportunities. The number of votes for each opportunity is listed in ().

- Additional classes/programs at high school (11)
- Restaurant/Chain Restaurant (10)
- Movie Theater (9)
- Football team (6)
- City Pool (diving boards, water slide) (4)
- Skate Park (2)
- YMCA/Gym (1)
- Orleans Boy Scout Troop (1)
- More sports programs outside of school (1)
- Football field (0)
- Additional park (0)
- New retail businesses (0)
- Public basketball tournament (0)
- More community events (0)
- Craft stores, craft exchange, flea market, special events in addition to Farmer's Market (0)



APPENDIX D: STEERING COMMITTEE MEETINGS



Orleans Comprehensive Plan Workshop
6:30 PM Tuesday June 24, 2014
Orleans Town Hall

1. Welcome
2. Introductions & Overview
3. Review of Information and Materials
 - Facebook Page
 - Website
 - Community Survey
 - High School Engagement
 - Project Timeline
4. Review Previous SWOT:
 - Strengths
 - Weaknesses
 - Opportunities
 - Threats
5. Capture Additional Comments
6. Review and Prioritization of Future Project Concepts
7. Adjourn

*Bernardin Lochmueller & Associates Staff Remain Available to Take Comments and Answer Questions

Orleans Comprehensive Plan
Steering Committee Meeting #1
Sign-In Sheet

Tuesday, June 24, 2014
6:30 PM
Orleans Town Hall

1. Name JUDITH BURTON Email Address _____
Organization/Agency ORLEANS KIWANIS
2. Name Judy Gray Email Address _____
Organization/Agency OCEDP (OC Economic development partner)
3. Name Imojean Dedrick Email Address _____
Organization/Agency OCCF
4. Name ARON CARE Email Address _____
Organization/Agency ORLEANS ADVERT
5. Name J.M. Harmon Email Address _____
Organization/Agency Orleans Airport 191748
6. Name JOHN F. NOBLITT Email Address _____
Organization/Agency THE PROGRESS-EXAMINER
7. Name Benzil Chisham Email Address _____
Organization/Agency Town of Orleans
8. Name Jan Brown Email Address _____
Organization/Agency Planning Comm.
9. Name MICHAEL H. FIELDS Email Address _____
Organization/Agency ORLEANS TOWN COUNCIL
10. Name LINDA TARR Email Address _____
Organization/Agency HOOSIER UPLANDS
11. Name Mike McCracken Email Address _____

Randy Clark



1. Name Bob Grewe Email Address _____
 Organization/Agency Lochmuelles Group
2. Name Mike Fields Email Address _____
 Organization/Agency Town Council
3. Name Robert F. Henderson Email Address _____
 Organization/Agency TOWN OF ORLEANS
4. Name Justin Gray Email Address _____
 Organization/Agency OCLEDP
5. Name Denzil Chisham Email Address _____
 Organization/Agency Young Planning
6. Name John F. Noblitt Email Address _____
 Organization/Agency Progress Examiner
7. Name _____ Email Address _____
 Organization/Agency _____
8. Name _____ Email Address _____
 Organization/Agency _____
9. Name _____ Email Address _____
 Organization/Agency _____
10. Name _____ Email Address _____
 Organization/Agency _____

APPENDIX E: COMMUNITY WORKSHOPS





**Help Plan Orleans' Future
We Want To Hear From You**

**Town of Orleans
Comprehensive Planning Project
Public Visioning Workshop**

**7:00 PM Thursday
September 25, 2014
Orleans Christian Church Unity Hall**

AGENDA

Welcome and Introductions

Planning process and schedule

Topical Enquiry

Land Use	Quality of Place
Economic Development	Public Safety
Transportation	Education
Housing	Utilities/Infrastructure
Bicentennial Milestone	Leaving a Mark for Generations to Come

Community L.A.N.D. Analysis

Liabilities	Assets
Needs	Dreams

Closing Remark...Adjourn

Contact:

Bob Grewe, AICP, Lochmueller Group bgrewe@lochmueller.com 812-480-2878

Additional information available at:

<https://www.facebook.com/orleanscomprehensiveplan2014>

<http://orleanscomprehensiveplan2014.wordpress.com/>

Orleans Comprehensive Plan
Public Visioning Workshop
Sign-In Sheet



Thursday, September 25, 2014
7:00 PM
Orleans Christian Church

1. Name Robert F. Henderson Email Address _____
Organization/Agency TOWN OF ORLEANS
2. Name Eric Duesch Email Address _____
Organization/Agency TOWN COUNCIL
3. Name Cathy Hardin Email Address _____
Organization/Agency OCCF / Orleans Plan Commission / Orleans
4. Name Edna Sullivan Email Address _____
Organization/Agency _____
5. Name John Noblett Email Address _____
Organization/Agency County Council
6. Name Everlyn Noblett Email Address _____
Organization/Agency Citizen
7. Name Judith Burton Email Address _____
Organization/Agency Burton Kenible Farms / Kenan's
8. Name Janie Baker Email Address _____
Organization/Agency Citizen
9. Name Denzil Chisham Email Address _____
Organization/Agency Citizen
10. Name RON TAYLOR Email Address _____
Organization/Agency LEGION

Orleans Comprehensive Plan
Public Visioning Workshop
Sign-In Sheet



Thursday, September 25, 2014
7:00 PM
Orleans Christian Church

11. Name Judy Gray Email Address _____
Organization/Agency OCEDP
12. Name Morning Look Basket Email Address _____
Organization/Agency Citizen
13. Name Lisa Gehlhausen Email Address _____
Organization/Agency Indiana 15 Regional Planning Commis,
14. Name Rita Powell Email Address _____
Organization/Agency Citizen
15. Name Mike McCracken Email Address _____
Organization/Agency Citizen/Steering Committee
16. Name _____ Email Address _____
Organization/Agency _____
17. Name _____ Email Address _____
Organization/Agency _____
18. Name _____ Email Address _____
Organization/Agency _____
19. Name _____ Email Address _____
Organization/Agency _____
20. Name _____ Email Address _____
Organization/Agency _____

Orleans Comprehensive Plan
Public Visioning Workshop
Sign-In Sheet



Thursday, September 25, 2014
7:00 PM
Orleans Christian Church

21. Name Janet Zullo Email Address _____
Organization/Agency _____
22. Name Michael H. Zullo Email Address _____
Organization/Agency Town of Orleans
23. Name Dill Terry Email Address _____
Organization/Agency Resident
24. Name Simon J. Sprigler Email Address _____
Organization/Agency TOWN OF ORLEANS BUILDING COMMISSION
25. Name Alex Perle Email Address _____
Organization/Agency Visit French Lick West Baden
26. Name _____ Email Address _____
Organization/Agency _____
27. Name _____ Email Address _____
Organization/Agency _____
28. Name _____ Email Address _____
Organization/Agency _____
29. Name _____ Email Address _____
Organization/Agency _____
30. Name _____ Email Address _____
Organization/Agency _____

**Orleans Comprehensive Plan
Recommendations Workshop
Sign-In Sheet**



**Tuesday, October 14, 2014
7:00 PM
Orleans Christian Church**

1. Name TARA JENKINS Email Address _____
Organization/Agency _____
2. Name Bob Grewe Email Address _____
Organization/Agency Lochmueller Group
3. Name Matt Schriefer Email Address _____
Organization/Agency Lochmueller Group
4. Name Michael H. O'Neil Email Address _____
Organization/Agency Town Council
5. Name Simon J. Spryler Email Address _____
Organization/Agency TOWN OF ORLEANS
6. Name Greg Jordan Email Address _____
Organization/Agency _____
7. Name Robert F. Hendon, CT Email Address _____
Organization/Agency TOWN OF ORLEANS
8. Name _____ Email Address _____
Organization/Agency _____
9. Name _____ Email Address _____
Organization/Agency _____
10. Name _____ Email Address _____
Organization/Agency _____

APPENDIX F: PUBLIC HEARING



PUBLIC HEARING NOTICE

The Town of Orleans will hold a public hearing on Monday, February 2, 2015 at 7:00 P.M. Eastern time at the Orleans Town Hall, 161 E. Price Avenue, Orleans, Indiana 47452 to provide interested citizens an opportunity to express their views on the recently completed Comprehensive Plan. The Comprehensive Plan was paid for using Federal Community Development Block Grant Funds from the Indiana Office of Community and Rural Affairs. The total amount of CDBG funds is \$40,000. The Town will expend \$5,000 in non-CDBG funds on the project. These non-CDBG funds will be derived from the following sources: CEDIT and/or other Town funds as necessary.

Representatives from Lochmueller Group will present their findings and recommendations at the hearing. The Comprehensive Plan can be viewed at the Orleans Town Hall. Every effort will be made to allow persons to voice their opinions at the public hearing. Persons with disabilities or non-English speaking persons who wish to attend the public hearing and need assistance should contact Lisa Gehlhausen, Indiana 15 Regional Planning Commission, 221 E. First Street, Ferdinand, IN 47532 or call 812-367-8455 not later than January 22, 2015. Every effort will be made to make reasonable accommodations for these persons. For additional information concerning the public hearing or the Comprehensive Plan, please contact: Lisa Gehlhausen, Indiana 15 Regional Planning Commission, at the address or phone number listed above.

News Release - For Immediate Release

Orleans Plan Commission Public Hearing for the Orleans Comprehensive Plan

Posted Date: January 22, 2015

The Orleans Plan Commission will be conducting a public hearing at their upcoming meeting scheduled for Monday February 2, 2015 at 7:00 PM in the Orleans Town Hall, 161 E. Price Avenue, Orleans, Indiana 47452.

At the beginning of the public hearing, Bob Grewe, with the Lochmueller Group, will review the process for developing the Orleans Comprehensive Plan and highlight the findings and recommendations contained in the Plan. Lisa Gehlhausen, with the Indiana Regional Planning Commission will record the comments and ideas shared at the public hearing.

Mike Fields, Town Council President, noted, "The review by the Orleans Plan Commission is an essential component to the Town Council's subsequent adoption of the Comprehensive Plan. However while this is Plan Commission meeting and public hearing, everyone is welcome to attend and share comments and suggestions".

Orleans Clerk-Treasurer, Robert F. Henderson, shared, "The public hearing hosted by the Plan Commission is really the final opportunity for additional comments on the Comprehensive Plan. A considerable amount of effort has been put forward in developing the Plan but that doesn't mean we have exhausted all the ideas to make Orleans a great community."

Grewe noted, "Following the Plan Commission Public Hearing, we'll make any requested adjustments to the Comprehensive Plan and bring the final version to the Orleans Town Council for adoption at their Thursday February 19 regular meeting."

Orleans residents can continue to follow the Orleans Comprehensive Plan project website at: <http://orleanscomprehensiveplan2014.wordpress.com> and on the project Facebook page at: <https://www.facebook.com/orleanscomprehensiveplan2014>.

The website and Facebook page also include updates on the Orleans Comprehensive Plan as well as background information, including previous planning efforts completed by Ball State University students and faculty.

For more information on the development of the Orleans Comprehensive Plan, please contact Bob Grewe, Manager, Community Development Services at 812-480-2878 or bgrewe@lochgroup.com.

CONTACT: Robert F. Henderson, Orleans Clerk Treasurer at (812) 865-2539 or orleansclerk@netsurfusa.net.

**TOWN OF ORLEANS
PUBLIC HEARING
Comprehensive Plan
February 2, 2015 at 7:00 P.M.**

	<u>NAME</u>	<u>ADDRESS</u>
1.	<u>Marya Fields</u>	
2.	<u>Jeff & Katherine</u>	
3.	<u>Jim Harmon</u>	
4.	<u>Bob Grewe</u>	
5.	<u>Lisa Gehlhausen</u>	
6.	<u>Dennis Chutkan</u>	
7.	<u>Simon J. Spiller</u>	
8.	<u>Jan Brown</u>	
9.	<u>Emel Crane</u>	
10.	<u>Cathy Hardin</u>	
11.	<u>Keith Gilman</u>	
12.	<u>Tom Johnson</u>	
13.	<u>GARY McCLINTIC</u>	
14.	<u>Ernie Shuss</u>	
15.	_____	_____
16.	_____	_____
17.	_____	_____
18.	_____	_____
19.	_____	_____
20.	_____	_____
21.	_____	_____
22.	_____	_____
23.	_____	_____
24.	_____	_____
25.	_____	_____

**Town of Orleans
Public Hearing
Comprehensive Plan
February 2, 2015 at 7:00 P.M.
Orleans Town Hall**

Orleans Plan Commission Chair Mike Fields called the reorganization meeting of the Orleans Plan Commission to order.

A motion was made by Dr. Harmon to accept the minutes of the May 5, 2014 meeting. Motion was seconded by Jan Brown and passed unanimously.

Chair Mike Fields called for nominations for chair, vice-chair and secretary. Cathy Hardin made a motion to nominate Simon Sprigler as vice-chair, with Dr. Harmon seconding and nominations were closed. Dr. Harmon made a motion to retain chair – Mike Fields and secretary – Cathy Hardin, with Jan Brown seconding and motion passed unanimously.

Chair Mike Fields reported that the Orleans Plan Commission will meet as needed on the first Tuesday of each month at 7:00 pm for 2015.

Chair Mike Fields turned the meeting over to Lisa Gehlhausen, with Indiana 15 Regional Planning Commission for the Public Hearing on the Orleans Comprehensive Plan. Ms. Gehlhausen discussed the Community Development Grant through the Indiana Office of Community and Rural Affairs. Ms. Gehlhausen introduced Bob Grewe to share an overview of the Draft Comprehensive Plan.

Bob Grewe with the Lochmueller Group gave an overview of the draft Orleans Comprehensive Plan which includes future land use concepts. The final plan will be brought to the Orleans Town Council later in the month. The plan will be used for community and economic development with ideas and initiatives for future development.

The acknowledgement page will be updated. A resolution will be added to the plan stating the adoption by the Orleans Town Council.

The plan showed information on the student workshop, planning area, a profile on Orleans with population and projections. The data was provided by the Indiana Business Research Center. Orleans two historic districts were referenced as assets. National forest was also referenced, as was INDOT, park and recreation, topography, land use data and maps.

Bob Grewe mentioned the need to update the airport data in the draft plan. Jim Harmon, Orleans resident since 1951, pilot since 1957 and a member of the Airport Board since its inception, thought the airport should be in the comprehensive plan. Resident Jeff Reynolds stores three airplanes in a hangar. The airport houses eight airplanes in seven hangars. He stated that the 3,456 foot runway could be extended 500 feet southwest which could enable small jets to land. Paoli airport runway is only 2800 feet. Crosswind is not a problem at the Orleans airport because of the lay of the land, but is a problem at Paoli because of the location on a ridge.

Airport income is approximately \$9,220 (\$4,600 from farm land rental and the balance from hangar rentals). The airport has clean and warm restrooms, chairs and a couch in the resting area. Ms. Johnson cleans the facility with assistance from Dr. Harmon. The airport is open 24 hours a day by state law and has a telephone available. Every airport is taxed by the state referenced airplane tail number. The Orleans grade school third grade tours the airport and planes.

Tommy Johnson stated that the airport has approximately 100 landings per month including four major users: Layne, ProFab, Paoli Inc., Deer Country and three different crop dusting companies. White River in Mitchell supplies crop dusting supplies. Medical services, helicopter, military landing, National Guard, hobby and model planes fly there. Perhaps there is a need to seek FAA designation.

Mr. Johnson also stated that pilot training is available at the airport. The airport needs to be 500 feet longer and 10 feet wider (currently 30' wide) runway, and also needs to be repaved. More hangars are also needed.

Dr. Harmon mentioned that page 42 needs a correction. Spring Mill is east of Mitchell.

Bob Grewe also referenced the railroad, trails, commercial possibilities, event space, overlay Historic District, Indiana Main Street Program, second floor, façade program, alley scape/parking, housing promotion, continuation of purchase of homes in flood risk areas, Orange County Dam, Orleans Healthcare (repurpose county owned facility into a clinic), park at Vincennes Clock, overlay State Road 37 district, RLF promotion, repurpose of the quarry, trail network, REMC Shovel Ready and internet connectivity. Condos/senior housing was mentioned as an additional item.

Robert Henderson mentioned that revisions will be made before the Town Council meeting on February 19th. Update will be added to the website in advance. The plan will be a living document that is to be used as a road map tool that will change with the community. The plan has not been updated since 1994. The Orleans Comprehensive Plan can be viewed on the website and on the facebook page.

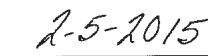
Lisa Gehlhausen stated that the zoning ordinances and land use zoning maps will need to be updated with the vision from the Comprehensive Plan.

Motion was made by Cathy Hardin to recommend the Orleans Comprehensive Plan pending the additions/corrections discussed during this meeting to the Orleans Town Council. The motion was seconded by Simon Sprigler and passed unanimously.

With no further comments, the Public Hearing was closed and those in attendance were thanked for their participation.

Respectfully submitted with authorization from the Orleans Planning Commission:


 Lisa Gehlhausen
 Indiana 15 Regional Planning Commission


 Date

News Release - For Immediate Release**Orleans Plan Commission Conducts Public Hearing for the Orleans Comprehensive Plan****Posted Date: February 3, 2015**

The Orleans Plan Commission conducted a public hearing at their Monday February 2, 2015 meeting at 7:00 PM in the Orleans Town Hall, 161 E. Price Avenue, Orleans, Indiana 47452.

Mike Fields asked Lisa Gehlhausen, with the Indiana Regional Planning Commission, to conduct the public hearing. Mrs. Gehlhausen noted that she will record the comments and ideas shared at the public hearing and present the Town a summary of the remarks in meeting minutes format.

Mrs. Gehhausen then introduced Bob Grewe, with the Lochmueller Group, to share an overview of Draft Orleans Comprehensive Plan. Grewe's presentation included brief summaries the components parts of the Comprehensive Plan. Plan Commission members did share a number of updates to the listing of Plan Commission and Board of Zoning Appeals members.

However, it was the Implementation section of the plan that received considerably more input. After making summary remarks about the Plan's recommendation for the Orleans Airport, Grewe paused to ask for additional information. Dr. Harmon was the first to share insights into information that, to date, had not been included in the Draft Comprehensive Plan.

Dr. Harmon suggested that the Orleans Airport be included in Chapter 3: Existing Conditions under the Transportation section. Further, Dr. Harmon provided the following information and background on the utilization of the Orleans Airport. 11 planes are based at the airport. 3 are in the former Reynolds hanger and 8 in the town owned hanger. All the owners pay state taxes on their aircraft. The Board of Aviation Commissioners have considered the concept of expanding the runway to the southwest another 500 feet. This would allow smaller jets to land at the Orleans Airport. While there are other airfields in the region, the Orleans Airport is unique in that is at the same grade as the surrounding landscape and as such does not pose as a great a challenge with crosswinds and related aviation concerns. Also the Orleans Airport generates revenue in the amount of \$4,600 for agricultural ground leases and \$4,620 from hanger rents. The airport office is professionally outfitted with appropriate aviation amenities. The pilots have hosted field trips to the airport for area school children, where they get exposure to aviation and navigation principles. A number of businesses utilize the airport, including those providing aerial application operations for area farmers. The airport has used by military and the National Guard. Also the airport provides an effective to staging area for the landing of healthcare aviation services such a as Lifeline helicopters.

Plan Commission members and local aviation officials shared additional insights and experiences. When asked about future improvement ideas, Tom Johnson noted that widening the runway by another 10 feet would be very helpful in accommodating additional aircraft and aviation operations.

Discussion turned to the long term issues and the likely need to resurface the runway in the future. Many in attendance indicated that grant funding to help offset these costs would be very helpful. There was interest noted about how the Orleans Airport might become eligible for Federal Aviation Administration funding.

Following the airport discussion, Grewe provided a quick review of the balance of the plan. One additional comment was shared by Mike Fields. Mr. Fields noted, "The housing section should include reference to the need and value of

developing alternative housing opportunities in Orleans. Most of the housing is single family homes. As residents get older, some seniors may like the option to reside in a condominium, duplex, apartment of the like. As folks get on in years, many do not want the upkeep and maintenance responsibilities of a house.”

In wrapping up Grewe noted, “These are all great comments and that’s why hosting these public hearings are so important. This input will us to prepare a better and more accurate comprehensive plan.”

Robert Henderson shared, “Following the Plan Commission’s recommendation this evening, that the Town Council adopt the Plan, with requested changes, the Town Council will be positioned to adopt the Plan at their upcoming meeting on Thursday February 19, 2015.”

Orleans residents can continue to follow the Orleans Comprehensive Plan project website at: <http://orleanscomprehensiveplan2014.wordpress.com> and on the project Facebook page at: <https://www.facebook.com/orleanscomprehensiveplan2014>.

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For more information on the development of the Orleans Comprehensive Plan, please contact Bob Grewe, Manager, Community Development Services at 812-480-2878 or bgrewe@lochgroup.com.

CONTACT: Robert F. Henderson, Orleans Clerk Treasurer at (812) 865-2539 or orleansclerk@netsurfusa.net.

APPENDIX G: TOWN COUNCIL ADOPTION



RESOLUTION NO. 2015- 1

RESOLUTION APPROVING COMPREHENSIVE PLAN

WHEREAS, the Town of Orleans had identified adequate reason to prepare a Comprehensive Plan, and

WHEREAS, the Town of Orleans has engaged Lochmueller Group to define and describe the issues, advise us of our options, and make recommendations to address the preparation of the Comprehensive Plan, and

WHEREAS, the Town of Orleans has received \$40,000 in Federal Community Development Block Grant dollars from the Indiana Office of Community and Rural Affairs to fund this study and has contributed \$5,000 in local funds for this project, and

WHEREAS, the Town of Orleans has reviewed the process and completed plan thoroughly and is satisfied with the services performed, information contained therein, and methodology applied;

WHEREAS, the Advisory Plan Commission of Orleans, Indiana did on February 2, 2015 held a legally advertised public hearing, and

WHEREAS, the Plan Commission of Orleans, Indiana did on February 2, 2015 recommend to the Town Council adoption of The Town of Orleans Comprehensive Plan; and

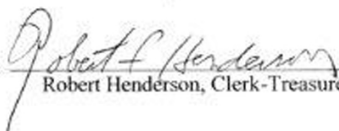
WHEREAS, the Town of Orleans will receive 15 copies of this document for our records and will keep them on file in the Town offices for future reference, and

BE IT RESOLVED by the Town of Orleans that the final document is hereby approved, contingent upon comments and approval received from the Indiana Office of Community and Rural Affairs. The Town of Orleans will fully consider all comments and feedback received from the Indiana Office of Community and Rural Affairs and will direct its consultant to provide amended copies of this plan reflecting all said comments.

DULY ADOPTED BY THE TOWN COUNCIL OF THE TOWN OF ORLEANS, INDIANA ON THIS 19 DAY OF February, 2015 at 7:30 P.M.

Aye	Nay		Abstain	Absent
<u>✓</u>	_____	Michael H. Fields	_____	_____
<u>✓</u>	_____	Steve P. Lantis	_____	_____
<u>✓</u>	_____	Ernie Sluss	_____	_____

SIGNATURE: 
Michael Fields, Town Council President

ATTEST: 
Robert Henderson, Clerk-Treasurer

APPENDIX H: LOST RIVER

U.S. Department of the Interior
U.S. Geological Survey

Directions of Ground-Water Flow in the Lost River Watershed Near Orleans, Indiana



The Mysterious River

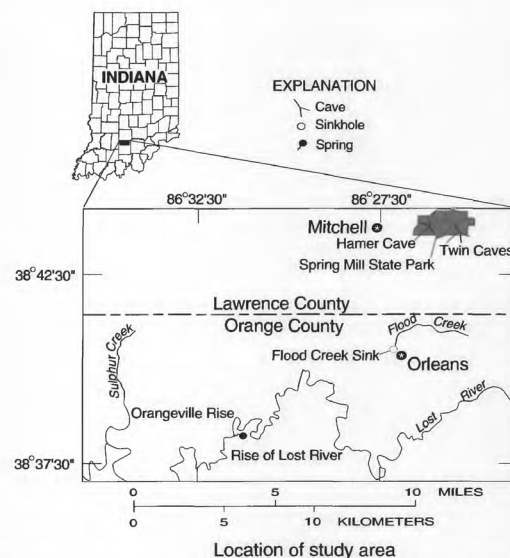
The Lost River is one of the most fascinating hydrologic systems in Indiana. Just as the imaginations of the Indians and early settlers were captured by this scenic and mysterious river, naturalists, scientists, and adventurers today are attracted to the same waters.

Above the Orangeville Rise, the Lost River drains 163 square miles of southern Indiana's hilly forests and farmlands. Appropriately named, the Lost River Basin is characterized by sinkholes and streambed swallow holes into which most of the headwaters "disappear" near the central part of the watershed. The water that leaves the surface by flowing into these natural openings travels underground through fractures and joints in the limestone. Most of the water returns to the surface at the Orangeville Rise; water also resurfaces at Twin Caves, Hamer Cave, Rise of Lost River, and other springs.

The people who live in and around the Orleans area enjoy the beauty of the Lost River landscape; however, they also must face the possibility of local flooding of the Lost River and its tributaries. An improved understanding of that hydrologic system is needed to make effective water-management choices.

Lost River Investigation

The U.S. Geological Survey (USGS) in cooperation with the U.S. Army Corps of Engineers, conducted a scientific investigation on the Lost River in 1993 and 1994. The purpose of the study was to improve an understanding of the ground-water-drainage boundaries of the Lost River Watershed and the hydrogeology near the town of Orleans, a community subject to frequent flooding.



Drainage boundaries were delineated and the direction of underground flows was determined in the Lost River Watershed by an analysis of water-level data and by observation of the emergence of fluorescent dyes that were injected at sinkholes and swallow holes. In addition, factors that contribute to flooding at Orleans were investigated. This information will be useful for future flood-control designs.

This fact sheet presents a brief description of this 1993–94 study and a summary of the results. A more detailed presentation can be found in USGS Water-Resources Investigations Report 94-4195, "Directions of ground-water flow and locations of ground-water divides in the Lost River Watershed near Orleans, Indiana," by E. Randall Bayless and others.

Acknowledgments

The authors express their gratitude to members of the Orleans Rural Volunteer Fire Department for their assistance

with the dye injections and to the people of Orleans for providing access to historical information and to their property.

Ground-Water Levels

A composite water-level map was used to identify subsurface drainage divides and directions of ground-water flow. A drainage divide is a boundary between adjacent drainage basins. Ground water flows from a subsurface drainage divide, usually a topographically high region, to its discharge area at a stream or spring, usually a topographically lower area.

A composite water-level map for bedrock wells was constructed from 175 well-driller's records on file with the Indiana Department of Natural Resources, Division of Water. Field measurements were made at 11 of the 175 wells to assure that the water-level records provided an accurate representation of actual ground-water levels.

Dye-Tracing Tests

Eight dye-tracing tests were done from November 15, 1993, through March 3, 1994. Dye was injected at seven swallow holes and one storm-runoff-infiltration well. Most of the tests were done during periods following substantial rainfall when the usually dry reaches of the Lost River were inundated.

For most dye injections, water was hauled to the injection site in a 2,000-gallon tanker truck. About 200 to 500 gallons of water were poured into the swallow hole immediately before the planned dye injection. The water helped to start the flow of dye into the aquifer. After the dye was injected, an additional 200 to 500 gallons of water were used to push the dye farther into the underground-flow system.

To determine where the dye resurfaced, dye detectors were placed at known or suspected ground-water-discharge points. Dye detectors were constructed of either undyed cotton or activated coconut charcoal encased in a fiberglass screen. The dye detectors were suspended in the main current, above bottom sediments, and were anchored down by weights. After the dye was injected, the detectors were collected and replaced at intervals of 2 to 4 days. Five dye clouds emerged at Orangeville Rise, approximately 4.5 miles southwest of Orleans. Two dye clouds emerged at Hamer Cave Spring, at Spring Mill State Park, 4.5 miles northeast of Orleans. One dye cloud emerged in seeps and springs that discharge to a tributary of the Lost River; the dye from this test was injected into a shallow storm-infiltration well and did not enter the fractures and joints of the underground limestone.

Drainage Divides

"Water flows downhill," is a statement one often hears. This truism applies

when surface-water-drainage boundaries for a river basin are delineated. For the Lost River Watershed, however, it was found that the paths of ground-water flow do not coincide everywhere with the "downhill" path of surface water. Similarly, the low-lying hills that serve as a surface-water divide between Orleans and Spring Mill State Park may not be the ground-water divide for the Orangeville Rise and Twin Caves. Based on the results of dye tests and ground-water-level analysis, it appears that some of the water that discharges from Twin Caves enters the ground-water system beyond this line of hills.

Flooding at Orleans

One of the goals of this study was to improve an understanding of the hydrology of the Orleans area, including gaining a better understanding of how surface water drains towards the community, and how the surface- and subsurface-flow systems allow water to drain from the community.

Flood Creek strongly affects the hydrology of Orleans. The Flood Creek Watershed is a small watershed within the Lost River Watershed and drains approximately 8.1 square miles. During heavy rains, Flood Creek flows into a sinkhole in Orleans that is choked with the same fine-grained sediments that blanket most of the Flood Creek Watershed. These sediments are relatively impermeable silt and clay and slow the storm runoff in entering the ground-water-drainage system.

This study indicated that two engineering alternatives might decrease the magnitude of flooding in Orleans: (1) construction of stormwater-detention structures and (2) improvements to stream drainage in the Flood Creek Watershed.

Previous Investigations

This 1993-94 study was designed to build upon work already done by other investigators. An extensive compilation of bibliographic references to previous investigations is included in the USGS Water-Resources Investigations Report 94-4195 by Bayless and others. Earlier works particularly important to this study are cited in the reference section below.

—E. Randall Bayless, Charles J. Taylor, Mark S. Hopkins, and Donald V. Arvin

References

- Bassett, J.L., 1974, *Hydrology and geochemistry of karst terrain, upper Lost River drainage basin, Indiana*: Bloomington, Ind., Indiana University, A.M. thesis, 102 p.
- Bassett, J.L. and Ruhe, R.V., 1974, *Geomorphology, hydrology, and soils in karst, southern Indiana*—Field Conference, April 24-25, 1974: Bloomington, Ind., Indiana University, Water Resources Research Center, 54 p.
- Bayless, E.R.; Taylor, C.J.; and Hopkins, M.S., 1994, *Directions of ground-water flow and locations of ground-water divides in the Lost River Watershed near Orleans, Indiana*: U.S. Geological Survey Water-Resources Investigations Report 94-4195, 25 p.
- Malott, C.A., 1952, *The swallow-holes of Lost River, Orange County, Indiana*: Proceedings of the Indiana Academy of Sciences, v. 61, p. 187-231.
- Murdock, S.H., and Powell, R.L., 1968, *Subterranean drainage of Lost River, Orange County, Indiana*: Proceedings of the Indiana Academy of Sciences, v. 77, p. 250-255.
- Ruhe, R.V., 1975, *Geohydrology of karst terrain, Lost River Watershed southern Indiana*: Bloomington, Ind., Indiana University Water Resources Research Center, Report of Investigation No. 7, 91 p.

For more information contact any of the following:

For water information
District Chief, Water Resources Division
U.S. Geological Survey
5957 Lakeside Boulevard
Indianapolis, IN 46278
(317) 290-3333

For map information
Chief, Mapping Applications Center
567 National Center
Reston, Virginia 22092
(703) 648-6002

For geologic information
Assistant Chief Geologist
953 National Center
Reston, Virginia 22092
(703) 648-6660

National Earthquake Information Center
Denver Federal Center, Mail Stop 967
Denver, Colorado 80225
(303) 273-8494

Additional earth science information can be found by accessing the USGS "Home Page" on the World Wide Web at "<http://www.usgs.gov>".

For more information on all USGS reports and products (including maps, images, and computerized data), call 1-800-USA-MAPS.

APPENDIX I: KARST ORDINANCE EXAMPLE



CHAPTER 829

ZONING ORDINANCE: KARST AND SINKHOLE DEVELOPMENT STANDARDS

829-1. Purpose and Intent

The purpose of this chapter is to establish review procedures, use limitations, design standards and performance standards applicable to site developments that encompass or affect sinkholes or other karst features. The intent of this chapter is to protect the public health, safety and welfare by requiring the development and use of environmentally constrained areas to proceed in a manner that promotes safe and appropriate storm water management and ground water quality.

829-2. Policy

Unless expressly stated otherwise or contrary to context, the provisions of this chapter shall be interpreted and applied in accordance with the following policies:

- (A) Development in areas that encompass or affect sinkholes or other karst features (i.e., in "sinkhole areas") is prohibited unless expressly permitted by this chapter or until it is demonstrated that the development would have no significant detrimental impact on storm water management or ground water quality.
- (B) Potential impacts on storm water management and ground water quality must be identified, assessed and addressed through written studies at the earliest stages of the development approval process (e.g., during the preliminary plat, development plan or site plan approval stages).
- (C) The extent and sophistication of any required study should directly reflect the nature and complexity of the proposed development and of the development site (e.g., the more complex the karst features, the more extensive and sophisticated the study).
- (D) All applicable Federal, State and Local permits shall be obtained prior to construction.

829-3. Development Requirements

- (A) This chapter shall apply to all public, private and institutional land disturbing activities, with the following exception:
 - (1) Logging, mineral extraction, and agricultural uses.
 - (a) Accessory structures and roadways used for mineral extraction uses shall comply with the Ordinance if there is an anticipated impact on any adjacent property;
 - (b) Accessory structures and roadways used for logging and agricultural uses shall comply with the Ordinance; and,
 - (c) The above notwithstanding, the filling or plugging of a sinkhole with any material (e.g. earthen, manmade, animal or vegetable) in a way that adversely affects stormwater management or groundwater quality is prohibited.

Chapter 829, Page 1

Revised 06/02/00

- (B) Any report, study, plan, calculation or proposal required by this chapter shall be provided by the petitioner at the petitioner's cost.

- (C) Sinkhole conservancy areas (SCA) shall be established to the following minimum standards in all sinkhole areas subject to the sinkhole evaluation requirement of Section 829-4:

- (1) For sinkholes less than or equal to one quarter (0.25) acre in area, the SCA shall, at a minimum, encompass the entire sinkhole and all of the area within twenty-five (25) feet of the sinkhole rim.
- (2) For all sinkholes greater than one quarter (0.25) acre in size, the SCA shall, at a minimum, encompass all of the area within fifty (50) feet of the post-development sinkhole flooding area as determined in 829-6 or all of the area within twenty-five (25) feet of the sinkhole rim, whichever is less.
- (3) For compound sinkholes, the SCA shall be established in accordance with parts (1) and (2) above for each component sinkhole and for the compound sinkhole. For example, if the compound sinkhole is greater than one quarter (0.25) acre in area, the SCA shall comply with part (2). The SCA for sinkholes that are less than one quarter (0.25) acre in area and that are within the compound sinkhole must comply with part (1). It is possible that areas within the rim of a compound sinkhole will not be subject to a SCA.

If a SCA is required to be established on a parcel that was not, or will not be created by recorded plat, a legal description of the SCA shall be included on the recorded deed of the parcel.

- (D) Setbacks and Use Restrictions. The following setbacks and use restrictions are established.

- (1) No new construction of any of the following shall be permitted within the SCA:
 - (a) Commercial or industrial structures;
 - (b) Private drives, streets, and highways unless the County Highway Engineer and Drainage Engineer conclude that traffic safety considerations outweigh stormwater and water quality considerations;
 - (c) Storage yards or parking lots for materials, vehicles and equipment;
 - (d) Residential structures and accessory structures;
 - (e) Public, semi-public and office facilities;
 - (f) Swimming pools and other amusement and recreational services unless expressly permitted; and/or
 - (g) Stormwater detention features that have not been approved by the drainage board.

Chapter 829, Page 2

Revised 06/02/00

- (2) Construction of the following shall not be permitted within twenty-five (25) feet of the sinkhole rim regardless of size of sinkhole:
 - (a) structures for storage of hazardous material(s); and/or
 - (b) any structure associated with a use allowed in Light Industrial (LI) or Heavy Industrial (HI) zones.
- (3) Residential, commercial, and industrial structures and public, semi-public and office facilities shall not be constructed within the sinkhole rim unless the lowest floor elevation is a minimum of five (5) feet above the sinkhole flooding elevation, or one (1) foot above the lowest elevation on the sinkhole rim, whichever is less, and provided that a statement of a registered professional engineer or geologist is submitted to the Administrator (see definitions Chapter 801) indicating that foundation conditions are suitable for such structures.
- (4) Individual Wastewater Systems
 - (a) Septic tanks shall not be located within the SCA.
 - (b) Septic Disposal Fields or wastewater stabilization ponds (lagoons) shall not be located within twenty-five (25) feet of the SCA.
- (5) Pesticides and fertilizers may be used in sinkhole areas only in accordance with the rules and regulations of the State of Indiana Pesticide Review Board and with industry standards.
- (6) Operation of heavy construction equipment is prohibited in the SCA unless:
 - (a) it is demonstrated to the Administrator that the operation of such equipment is necessary to prevent clear and imminent danger to persons and property;
 - (b) the operation of such equipment is necessary to implement a drainage and/or erosion control plan approved by the Drainage Board; and/or
 - (c) if the operation of such equipment is required for the removal of material from a previously filled sinkhole.
- (7) Underground utility lines, equipment and facilities shall be installed in a manner that does not disturb a sinkhole eye or disrupt the natural pattern of storm runoff into the sinkhole. Sanitary sewer lines installed within a SCA shall be water grade pipe.
- (8) Recreational facilities such as unpaved hiking, jogging, and bicycling trails, playgrounds, and exercise courses, are permitted within the SCA.
- (9) Golf courses and grass playing fields are permitted within the SCA subject to approval of a Management Plan for use of pesticides and fertilizers by the Administrator.

- (10) Clearing and pruning of trees as well as understory, and limited grubbing of roots is permitted within the SCA provided that equivalent or improved protective living vegetative ground cover is maintained.
- (11) Landscaping and minor gardening is permitted in the SCA provided erosion and sediment discharge is limited through use of minimum tillage and mulches. Normal yard and landscaping maintenance is permitted.
- (12) Construction of light incidental landscaping and recreational structures (such as gazebos, playground equipment, etc.), is permitted in the SCA but not within the sinkhole eye. Such structures may not be placed within a SCA on excavated foundations or concrete pads but may be placed on small concrete post-hole foundations.

The above notwithstanding, no land disturbing activity may occur within a SCA if that development, construction or use is determined by the Administrator to violate the intent of this chapter.

- (E) Newly formed or pre-existing sinkholes that become active in a way that causes an immediate threat to nearby structures, roadways, persons, and/or property may be stabilized and filled provided existing drainage patterns are not changed. This subsection authorizes conditional, emergency action to remediate a hazardous condition. However, within thirty (30) days of the action, the person responsible for taking the action shall submit a report to the Administrator detailing the actions used to stabilize and/or fill the sinkhole. The report shall be reviewed by the County Drainage Engineer and County Surveyor to determine whether existing drainage patterns were changed by the action. If the Engineer and Surveyor find that existing drainage patterns were changed, the person responsible for the action shall promptly take all measures necessary to restore the drainage patterns and to otherwise comply with this Chapter.
- (F) Stormwater Detention in Sinkholes. The Administrator, upon the Drainage Board's recommendation, may waive detention requirements to allow increased runoff into sinkholes and may authorize excavation within a sinkhole flooding area in order to provide additional water detention storage, upon finding that:
 - (1) the flooding concerns expressed through Section 829-6 will be satisfactorily addressed;
 - (2) there are no other areas on the site suitable for detention; and
 - (3) there will be no significant impact on the karst system or upon water quality.

In cases where concentrated runoff is directed to sinkholes, temporary and permanent erosion control measures, as detailed in a plan approved by the Administrator shall be implemented to prevent channel erosion.
- (G) Modification of Sinkholes to Increase Outflow Rates. Increasing outflow rates of sinkholes by excavating the sinkhole eye or installing disposal wells for diverting surface runoff to the groundwater system is prohibited, unless:
 - (1) it is demonstrated to the satisfaction of the Administrator and/or the Drainage Engineer that such an action is necessary to safeguard persons or property from clear and imminent danger; or

- (2) such an action is required to implement a drainage and/or erosion control plan that was approved by the Administrator.
- (H) Altered Sinkholes. Filling or altering of sinkholes without an improvement location permit constitutes a zoning violation. In the event, corrective measures must be taken. No corrective or remedial measures shall be undertaken until a remediation plan has been approved by all relevant County entities or representatives and the Administrator has issued an improvement location permit for the plan. No building permits will be issued, or zoning or subdivision approvals granted until the remedial measures specified in the improvement location permit have been completed and approved.
- (I) Airport Evaluation. With respect to all land owned, used and/or held by the Monroe County Board of Aviation Commissioners (BAC) for airport purposes, a Section 829-4 sinkhole evaluation (Airport Evaluation) may be made for the entire property (Airport Property). If made for the entire Airport Property, the Airport Evaluation shall be submitted to the Administrator, the Monroe County Drainage Board and the Monroe County Plan Commission for their review. Upon a finding of compliance with this chapter and with other relevant County Code chapters, the foregoing entities shall approve the Airport Evaluation.
- (1) All future development, construction and land disturbing activities (Development Activities) at the Airport Property shall be:
 - (a) Consistent with the approved Airport Evaluation;
 - (b) Remedial actions suggested by the Airport Evaluation and required as a part of the Airport Evaluation approval may be implemented at one time or may be implemented in phases in conjunction with future Development Activities; and,
 - (c) For each proposed Development Activity, BAC shall seek site plan approval and, in connection with that process, shall submit for review and approval that portion of the Airport Evaluation relevant to the proposed Development Activities.
- (2) The original Airport Evaluation shall remain in full force and effect for a period of five (5) years from the date it is approved by the County Planning Commission. During that period of time, Development Activities at the Airport Property are subject to the approved terms and provisions of the Airport Evaluation and to the zoning and drainage regulations in effect on the date the Airport Evaluation was approved.
- (3) The Airport Evaluation shall be re-evaluated after a five (5) year period.
 - (a) The BAC may apply for additional five (5) year extensions without limitation;
 - (b) Each request for a re-evaluation of the Airport Evaluation shall be reviewed by the Administrator and may be approved administratively, subject to compliance with current law; and,

- (c) If the Administrator finds that further extension of the Airport Evaluation is not possible under the Federal, State or County Code regulations in effect at the time of review, the BAC shall be promptly notified and shall be given a period of one (1) year beyond the expiration of the current five (5) year period to bring the Airport Evaluation into compliance with the relevant regulations.
- (4) The Airport Evaluation shall be consistent with the Federal and State authorities with respect to Airport Property development requirements.
 - (a) Federal and State standards and requirements will supersede local standards in the event of a conflict or discrepancy; and
 - (b) In the event that Federal and/or State standards change during the period Airport Evaluation approval, activities may continue in accordance with such changes until the end of the period for which the Airport Evaluation was approved.

829-4.**Sinkhole Evaluation and Plan Requirements**

A Sinkhole Evaluation shall be performed for each site subject to this chapter (i.e., sites upon which sinkholes are fully or partially located and/or which drain to sinkholes). A Sinkhole Evaluation shall include the information set forth in subsections A through F of this section.

The following types of developments or sites may be excepted from full compliance with the Sinkhole Evaluation requirements upon the petitioner's request and a finding by the Administrator that significant drainage or water quality impacts will not result from the development or the use of the site:

- (1) administrative and minor subdivisions;
- (2) lots created greater than 10 acres for agricultural and residential uses; and
- (3) existing lots of record for which single-family residential use is proposed.

The above notwithstanding, neither the Administrator nor the Drainage Board may except a development or a site from subsection 829-4 (E). The burden of proof for establishing that there will be no significant impacts shall rest with the petitioner.

- (A) A plat or site plan for the proposed subdivision or development, setting forth the following information for each of the enumerated items:
 - (1) Sinkholes
 - (a) Location and limits of the area of the sinkhole depression as determined by field surveys or other reliable sources as may be approved by the Administrator. Location of sinkholes based solely upon USGS 7 ½ Minute Series Quadrangle Maps will not be considered sufficient unless field verified by a registered Indiana Surveyor, Engineer, or geologist.
 - (b) Location and elevation of the sinkhole eye or low point.
 - (c) Topographic contours at maximum intervals of two (2) feet, and spot elevations sufficient to determine the low point on the sinkhole rim and the profile of the potential overflow areas.

- (d) Minimum floor elevations of any existing structures located within the sinkhole rim.
 - (e) Elevation of any public or private roadway or drive located within or adjacent to the sinkhole.
 - (2) Flooding limits as determined in Section 829-6.
 - (3) Water considerations specified in Section 829-7, including, without limitation:
 - (a) The approximate location of public or private water supply sources such as springs or wells within 500 feet of the site.
 - (b) Boundaries of any known recharge areas to wells or springs.
 - (4) Other geologic features: location of caves, springs, faults and fracture trends, geologic mapping units.
 - (5) Proposed discharge points: the location, type and size of all points at which concentrated discharges of stormwater into the sinkhole are proposed. The drainage area to each point of concentrated discharge shall be delineated on the plan and the size of the drainage area noted.
 - (6) Existing watercourses which drain into the sinkhole.
 - (7) All other information required to demonstrate or assess compliance with this chapter, as specified by the Administrator.
 - (8) The location of the foregoing items with respect to the location of the proposed or existing roads, detention ponds, significant landscaping features, property lines, underground utilities, and other structures.
- (B) A drainage area map showing the sinkhole watershed area, and where the site is located in a sinkhole cluster area. This map shall be extended to include, in the watershed area, any sinkholes located downstream of the site which may receive overflow drainage from the site.
- (C) Proposed SCA in accordance with Chapter 829-3 (C).
- (D) An analysis of the orientation and flow of the sinkhole drainage system, as detailed on the subsection (B) map. The use of dye trace injection testing to produce an accurate mapping of the system may be required by the Administrator when the system drains towards an area that has known flooding problems and for which the flow pattern has not been established through previous dye testing, and when significant increases or decreases in the runoff to sinkholes is expected to result from the proposed development. Significant increases generally occur if the residential density is greater than one lot per two acres (or a commercial development with equivalent impervious surfaces).
- (E) The approximate location of karst features must be shown on the final plat based on the best available mapping and/or noted on the deeds if no plat is recorded for the subdivision.

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- (F) All other information deemed necessary by the Administrator.

Permit Requirement

No person or persons shall engage in the grading of land or modification of a sinkhole within the SCA or the area that would be covered by a SCA as described in 829-3 (C) without first securing an improvement location permit from the Administrator .

- (A) The owner of the property or person having an interest therein shall submit an application for a permit to the Administrator along with the sinkhole evaluation required by 829-4. The Administrator shall submit all applications to the County Drainage Engineer for review and comment and may, upon the Drainage Engineer's recommendation, submit an application to the Drainage Board for review and comment.
- (B) Upon review of the information presented by the applicant, the site, and other information as may be available, the Administrator may issue a permit for work to be performed in the SCA.
 - (1) All work shall be performed in accordance with the requirements of the Zoning Ordinance and any conditions of permit approval; and,
 - (2) The Administrator may designate certain areas where grading or construction equipment is not permitted or is otherwise limited.
- (C) Karst-Related Non-Buildable Areas. In addition to establishing a plan for grading and use of construction equipment, the Administrator may, based upon the topography, geology, soils, history of the sinkhole (such as past filling) and the developer's engineer's storm water analysis and plan, establish sinkhole-related non-buildable areas:
 - (1) No buildings, parking areas, grading or other structures shall be permitted within the sinkhole-related non-buildable area unless otherwise authorized by the Administrator; and
 - (2) No private drives, streets, and highways shall be permitted within the sinkhole-related non-buildable area unless the County Highway Engineer and Drainage Engineer conclude that traffic safety considerations outweigh stormwater and water quality considerations.

829-6.**Flooding Considerations**

- (A) Sinkhole Flooding Area. Except in cases in which the annual exceedance probability (AEP) of 1% (100 year storm) has been determined in a published flood insurance study, the sinkhole flooding area shall be determined for each sinkhole for both pre-development and post-development conditions, assuming no subsurface outflow from the sinkhole.

Where the estimated volume of runoff exceeds the volume of the sinkhole depression, the depth, spread and path of overflow shall be estimated using methods established by the Drainage Board and shown on the plan.

The overflow volume shall be included in determining the maximum estimated flooding elevations in the next downstream sinkhole. This analysis shall continue downstream until the lowest sinkhole of the sinkhole cluster is reached or overflow reaches a surface watercourse.

The volume of runoff considered shall be that which results from a rainstorm with a 1% AEP and a duration of forty-eight (48) hours. The runoff volume shall be determined by the method set forth in the Natural Resource Conservation Service's TR-55 Manual.

No further flooding analysis will be required provided that:

- (1) The post-development flooding area of any sinkhole which receives drainage from the site is located entirely on the site.
 - (2) A drainage easement covering the post-development flooding area is provided for any off-site sinkhole or portion of a sinkhole which receives increased peak rates of runoff from the site. If the receiving sinkhole is not contiguous to the site, an easement must also be provided for the waterway which connects the site to the sinkhole.
 - (3) The minimum floor elevation of any existing structure is at least two (2) feet higher than the estimated flooding elevation from the 1% AEP 48-hour storm.
 - (4) The increase in volume of runoff from the site does not cause the flooding depth on any existing public road to exceed the maximum depth as determined by the Drainage Board.
- (B) Detailed Flooding Analysis. In cases where the conditions set forth in (A) above cannot be met, a detailed flooding analysis will be required if any increase in runoff volume is proposed or expected. As part of the detailed flooding analysis, a runoff model must be made and a reservoir routing analysis performed for the sinkhole watershed using hydrograph techniques as established by the Drainage Board.
- (C) The following alternative methods may be proposed and approved, singly or in combination, to keep flooding levels at pre-development levels:
- (1) Diversion of Excess Runoff to Surface Watercourses. Where feasible, increased post-development runoff may be diverted to a surface watercourse, provided that
 - (a) Any increase in peak runoff rate in the receiving watercourse does not create or worsen existing flooding problems downstream; and
 - (b) The diverted storm water remains in the same surface watershed.

Storm sewers, open channels and other appurtenances provided for diversions shall be designed in accordance with applicable sections of these Design Criteria.

The effect of diverted water on downstream watercourses and developments, and requirements for additional detention facilities prior to

release of runoff to the surface watercourse shall be determined as established by the Drainage Board.

- (2) Storage of Excess Runoff within the Sinkhole Watershed. If consistent with the intent of this chapter, detention facilities may be constructed within the sinkhole watershed or the area of the sinkhole outside of the sinkhole flooding area as determined for post-development conditions.
- (D) The flooding considerations set forth in this section are designed and are intended to ensure that:
- (1) Inflow rates to the sinkhole are maintained at or below pre-development values; and
 - (2) Sediment and erosion control and water quality considerations set forth in this chapter can be satisfied.

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Water Quality Considerations

Because sinkholes provide direct recharge routes to groundwater, water quality in wells, caves, and springs may be affected by discharge of runoff from developed sinkhole areas. Consequently, and as more fully specified in subsections A through D below, the Sinkhole Evaluation must address potential impacts of proposed development on receiving groundwaters and must propose water quality management measures to mitigate such impacts.

- (A) Receiving Groundwater Use. The Sinkhole Evaluation Report shall identify whether the site lies within a critical area or a sensitive area based upon the following classifications.
- (1) Critical Areas. The following areas are classified as critically sensitive to contamination from runoff and thus, are critical areas for purposes of this chapter:
 - (a) Areas within 100 feet of private water supply wells.
 - (b) Areas within 300 feet of public water supply wells.
 - (c) Areas within 500 feet of springs used for public or private water supply.
 - (d) Areas within 1000 feet of caves providing habitat to rare or endangered species.

The distances listed above may be extended by the Administrator where the recharge areas for a well, spring, or cave have been determined by studies by a qualified engineer or geologist. The length of the extension may be no greater than necessary to achieve the policies of this chapter.
 - (2) Sensitive Areas. Sinkhole areas that are not within critical areas are classified as sensitive for groundwater contamination for purposes of this chapter.

(B) Groundwater Contamination Hazard. The relative potential for groundwater contamination shall be classified as low, moderate, or high depending upon the nature of the proposed land use, development density and amount of directly connected impervious area. The Sinkhole Evaluation shall identify whether the proposed development poses a low, moderate, or high hazard to groundwater uses, as defined below:

- (1) Low Hazard. The following land uses are classified as posing a relatively low hazard to groundwater contamination:
 - (a) Residential developments on sewer, provided directly connected impervious areas discharging to the sinkhole are less than or equal to one (1) acre in total area;
 - (b) Parks and recreation areas;
 - (c) Low density commercial and office developments, provided directly connected impervious areas discharging to the sinkhole are less than or equal to one (1) acre in total area; and
 - (d) Discharge from graded areas less than or equal to one (1) acre.
- (2) Moderate Hazard. The following land uses are classified as posing a relatively moderate hazard to groundwater contamination:
 - (a) Concentrated discharge from streets, parking lots, roofs, and other directly connected impervious areas having an area greater than one (1) acre and less than or equal to five (5) acres;
 - (b) Multifamily residential developments and higher intensity office developments, provided the directly connected impervious areas discharging to the sinkhole are less than or equal to five (5) acres; and
 - (c) Discharge from graded areas greater than one (1) acre and less than or equal to five (5) acres.
- (3) High Hazard. The following land uses are classified as posing a high hazard to groundwater contamination:
 - (a) Collector and arterial streets and highways;
 - (b) Railroads;
 - (c) Concentrated discharge from streets, parking lots, roofs, and other directly connected impervious areas having an area greater than five (5) acres;
 - (d) Commercial, industrial, and manufacturing areas;
 - (e) Individual wastewater treatment systems;
 - (f) Commercial feed lots or poultry operations; and

(g) Discharge from graded areas greater than five (5) acres.

(C) Water Quality Management Measures. The majority of sinkholes drain a limited watershed area. For sinkholes where the surrounding drainage area is small enough that the area draining to the sinkhole flows predominantly as sheet flow, potential impacts on water quality can be addressed in many cases by erecting and maintaining reliable silt control barriers around the sinkhole during construction and providing a vegetative buffer area around the sinkhole to filter out potential contaminants.

When the volume of runoff into the sinkhole increases to the point where flow becomes concentrated surface flow, the degree of effort required to capture and filter out contaminants increases significantly.

Concentrated surface flow occurs naturally when the sinkhole watershed area reaches a sufficient size for watercourses leading into the sinkhole to form. Concentrated surface flow results as urbanization occurs due to construction of roads, storm sewers, and drainage channels. Subsurface flows can become concentrated through utility trenches.

(D) Mitigation of Stormwater Runoff. The following water quality management measures may be used to mitigate the impact of storm water runoff quality. Temporary sediment controls are required for all sites. The other measures listed may be used singly or in combination as needed based upon the potential groundwater contamination hazard of the proposed development.

(1) Sediment and Erosion Control

- (a) Nonconcentrated (sheet) flow: existing ground cover shall not be removed within twenty-five (25) feet of the sinkhole flooding area and a temporary silt barrier shall be erected and maintained around the outer perimeter of the buffer area during the construction period. Vegetative cover must be of sufficient quality and density to provide desired filtration. If existing vegetative cover is sparse, it must be improved to sufficient quality and density to provide the desired filtration.
- (b) Concentrated surface and subsurface flow: a sediment basin will be required at each point where concentrated flows are discharged into the sinkhole. Sediment basins shall be designed according to criteria set forth in the Indiana Handbook for Erosion Control in Developing Areas. A permanent sediment basin may be required by the Drainage Board in some cases. This requirement shall be based on the watershed area, the disturbance that the proposed project will create, and the availability of suitable sites for a sediment basin.

(2) Minimizing Directly Connected Impervious Area.

- (a) The groundwater contamination hazard category for impervious areas may be reduced by reducing the amount of directly connected impervious area. This is the area of roofs, drives, streets, parking lots, etc., which are connected via paved gutters, channels, or storm sewers.

- (b) Directly connected impervious areas can be reduced by providing sized grass swales, vegetative filter strips or other Best Management Practices to separate paved areas.
- (3) Diversion of Runoff.
 - (a) Concentrated discharges to sinkholes can be reduced to manageable levels or avoided by diverting runoff from impervious areas away from sinkholes where possible.
 - (b) Diversions shall be done in a manner that does not increase flooding hazards on downstream properties and, generally, shall not be directed out of the surface watershed in which the sinkhole is located.
- (4) Filtration Areas. For areas having a low groundwater contamination hazard and where flow into the sinkhole occurs as sheet flow, water quality requirements can be satisfied by maintaining a permanent vegetative buffer area with a minimum width of twenty-five (25) feet around the sinkhole flooding area.
- (5) Grassed Swales and Channels.
 - (a) For areas having a low groundwater contamination hazard, concentrated flows from directly connected impervious areas of less than one (1) acre may be discharged into the sinkhole through grassed swales and channels.
 - (b) Swales and channels shall be designed for non-erosive velocities and appropriate temporary erosion control measures such as sodding or erosion control blankets shall be provided.
- (6) Storage and Infiltration. Storage and infiltration basins shall be designed to capture the first one-half (0.5) of an inch of runoff from the tributary drainage area and release the runoff over a minimum period of twenty-four (24) hours. Standard outlet structures for sedimentation and infiltration are shown in the Indiana Handbook for Erosion Control in Developing Areas. Storage and infiltration will be required in the following cases:
 - (a) All areas having a high groundwater contamination hazard.
 - (b) Areas having a moderate groundwater contamination hazard and where concentrated inflow occurs.
- (7) Hazardous and Toxic Materials. Facilities which involve storage or handling of hazardous or toxic materials shall comply with the State of Indiana Department of Environmental Management.

[end of chapter]

APPENDIX J: DOWNTOWN OVERLAY ORDINANCE EXAMPLE



ARTICLE FOUR
OVERLAY DISTRICT REGULATIONS

401 OVERLAY DISTRICTS: The following set of zoning requirements are applied to specific areas of City of Tipton in addition to the requirements of the underlying use districts.

401.01 Development Requirements: Development within overlay districts must conform to the requirements of both districts. Whenever there is a conflict between the requirements of an overlay district and requirements of other sections of this Ordinance, the requirements of the overlay district shall apply. Whenever there is conflict between the requirements of an overlay district and the requirements of any other local, state, or federal law or regulation, the more restrictive shall apply.

401.02 Development Plan Review: Development Plan Review is for the purpose of promoting the orderly growth and development within areas of City of Tipton deemed to be unique in their location, development opportunities, historic significance, or sensitive natural environment. Development Plan Review shall promote development opportunities, which encourage compatibility of land uses, provide safe and sufficient transportation systems and infrastructure, and protect the natural environment through fair, objective standards and regulations.

A. Application: Development Plan Review is applicable within the Downtown Business District, as described in Section 403. No Improvement Location Permit shall be issued prior to Development Plan Review and approval pursuant to IC 36-7-4-1400 series and all standards, regulations, and procedures of this section.

B. Development Plan Review is required for any construction, reconstruction, or structural alteration of any structure or structures resulting in larger lot coverage, or the establishment or change of any land use of substantial increase in intensity on any property within an affected district. The following exceptions shall not be required to undergo development plan review. All other standards and regulations of the Ordinance apply.

1. New construction, improvements or additions of residential structures on lots of record as of the adoption date of this amendment to the City of Tipton Zoning Ordinance provided the applicable overlay district and the underlying zoning district permits the proposed use of the property.
2. New construction, improvements or additions of residential structures on lots within minor or major subdivisions approved

by the City of Tipton Plan Commission after the adoption date of this amendment to the City of Tipton Zoning Ordinance provided the applicable overlay district and the underlying zoning district permits the proposed use of the property.

3. The provision of essential services as defined in Article Two of the City of Tipton Zoning Ordinance.
4. Any development which has received Planned Unit Development approval in accordance with Section 606 of this Ordinance and IC 36-7-4-1500 series.
5. Any interior remodeling that does not increase the footprint of the building.
6. The changing of an existing sign or the addition of a new sign that complies in all respects with the zoning ordinance.

C. Advisory Meeting: Prior to submitting an application for Development Plan Review, applicants shall have at a minimum one advisory meeting with the Planning Director to discuss the details and purposes of the development plan. If the development plan request includes the subdivision of land, the advisory meeting shall be in conjunction with the Subdivision Administrator as required in the City of Tipton Subdivision Control Ordinance. At the advisory meeting the applicant shall submit a statement of purpose and a sketch plan showing generally the proposed development. The sketch plan need not be professionally prepared but shall be approximate in scale and at a minimum shall include all owners names and addresses; the parcel or parcels of property to be included in the development plan; the approximate size of the property; a location map showing all surrounding properties and streets, roads, or easements; the proposed land uses in the development; the proposed access to the development; the proposed location and size of all land uses, structures, drainage features, streets, landscaping and parking areas; and any other significant features of the development. If in conjunction with a subdivision advisory meeting, the sketch plan shall include all materials required by the Subdivision Control Ordinance. During this meeting, the Planning Director shall review the zoning classification of the property, the permitted land uses according to Table A of the Ordinance, and the applicable standards and regulations of the Ordinance. In conjunction with a subdivision procedure, the Subdivision Administrator shall determine the subdivision classification. The Planning Director and the Subdivision Administrator, if applicable, shall aid and advise the applicant in preparing the application and supporting documents as necessary.

D. Procedure: The adoption of a Development Plan requires the approval of the City of Tipton Plan Commission. In accordance with IC 36-7-4-1402 (c), the Tipton City Council authorizes the City of Tipton Plan Commission to appoint a Development Plan Review Committee to act on the Plan Commission's behalf to review and approve development plans when the total acreage of property is 20,000 square feet or less. After a review of an application, the City of Tipton Plan Commission Development Plan Review Committee may refer the matter for a public hearing before the City of Tipton Plan Commission, if they deem it in the best interest of the public. The approval may proceed simultaneously with primary plan approval required by the Subdivision Control Ordinance, where applicable. The procedure for adoption of a Development Plan shall be as follows.

1. File in the Office of the Planning Director an application, which is signed by all owners of real property included in the Development Plan request.
2. Pay the appropriate filing fee in accordance with the duly adopted fee schedule.
3. Submit the following materials with the application:
 - a. A site plan in accordance with Section 902.03 B of this Ordinance, and if the Development Plan includes the subdivision of land, a primary plat according to Article Three of the City of Tipton Subdivision Control Ordinance;
 - b. A drawing to scale of the site in its pre-developed state, including any existing structures, historical structures or sites, and the proposed use of each, and any existing streets, roadways, easements and curb cuts;
 - c. Any materials and information required for Section 401.02 E, Development Requirements;
 - d. Protective covenants or maintenance agreements, if applicable;
 - e. A statement of the proposed order of development, if the Development Plan is a phased project;

- f. Any other information or documentation this Ordinance requires for the respective overlay district in which the Development Plan is located;
 - g. Written approvals of all participating agencies including the approvals or pending approvals of all federal, state or local regulatory agencies and utilities having jurisdiction over the Development Plan.
4. The Planning Director shall determine if the submission is complete. If the submission is incomplete, the Planning Director shall inform the applicant of the deficiencies. Unless and until the Planning Director accepts the application as complete, it shall not be considered formally filed for the purpose of a Development Plan Review.
 5. Within thirty days of the filing of the application which has been determined to be complete by the Planning Director, the Development Plan is docketed for a hearing before the City of Tipton Plan Commission or the City of Tipton Plan Commission Development Plan Review Committee in accordance with IC 36-7-4-1400 series and the standards and regulations of this Ordinance.
 - a. Hearings for Development Plan Review must provide notification by publication in accordance with the Rules and By-laws of the City of Tipton Plan Commission.
 - b. Development Plan Review docketed for hearing before the City of Tipton Plan Commission or the City of Tipton Plan Commission Development Plan Review Committee must provide notification to interested parties in accordance with the Rules and By-laws of the City of Tipton Plan Commission.
 - c. An interested party shall be as determined in the City of Tipton Plan Commission By-laws and Rules of Procedure.
 6. At the hearing the City of Tipton Plan Commission or the City of Tipton Plan Commission Development Plan Review Committee shall review all materials, evidence, and testimony to determine if the Development Plan is consistent with the City of Tipton Comprehensive Plan, the development requirements as specified in this section, and the standards and regulations of the respective overlay district.

7. A final determination of approval or disapproval shall be made at the hearing by a majority decision of the entire membership of the hearing body, either the City of Tipton Plan Commission or the City of Tipton Plan Commission Development Plan Review Committee. The hearing may be continued for just cause. Approval of a Development Plan may be predicated on the following:
- Conditions of approval that are reasonably necessary to satisfy the development requirements specified in this section and the respective overlay district;
 - A performance bond or written assurance that guarantees the timely completion of any proposed public improvements or infrastructure within the Development Plan;
 - Written commitments, in accordance with IC 36-7-4-613, signed by the owner(s) of real property within the Development Plan and recorded in the Office of the City of Tipton Recorder.
8. The hearing body, either the City of Tipton Plan Commission or the City of Tipton Plan Commission Development Plan Review Committee, shall complete written findings of fact concerning its decision to approve or disapprove a Development Plan. These findings shall be based on the development requirements of this section and the overlay district in which the project is located. The findings of fact shall be signed by the Secretary of the Plan Commission or the Chair of the City of Tipton Plan Commission Development Plan Review Committee, respectively. The findings shall be made a part of the permanent record.
9. The applicant or interested party may appeal the decision of the City of Tipton Plan Commission Development Plan Review Committee within 30 days of the date of the hearing. An appeal shall be heard by the City of Tipton Plan Commission in accordance with this section of the Ordinance. Upon appeal, the applicant may not proceed with the development plan, during the procedure process.
- A decision of the City of Tipton Plan Commission approving or disapproving a development is final and may only be appealed by writ of certiorari in accordance

- with IC 36-7-4-1016 filed within 30 days of the City of Tipton Plan Commission decision.
- No application may be refiled after an adverse decision, except as allowed in Section 507 of the City of Tipton Plan Commission By-laws and Rules of Procedure.
10. An approved Development Plan shall be valid for a period of two years from the date of approval. If an Improvement Location Permit has not been issued within the two-year period, the Development Plan approval is rescinded. If an appeal is filed, the approval may be extended to two years from the date of an approval of the appeal. The Development Plan may be resubmitted in accordance with the procedures specified in this section.
11. An amendment to a Development Plan may be submitted for approval in accordance with the procedures for a Development Plan Review as specified in this section.
- E. Development Requirements: In reviewing applications for development plan approval the hearing body, the City of Tipton Plan Commission or the City of Tipton Plan Commission Development Plan Review Committee, shall review all development requirements as listed below:
- Compatibility of the development with surrounding land uses and the City of Tipton Comprehensive Plan;
 - availability and coordination of all utilities, including water, sanitary sewers or on-site septic systems, surface and subsurface storm water drainage, and all other utilities;
 - development of the property to allow for green space and appropriate sight lines, including building setback lines, maximum lot coverage, and building separation;
 - management of traffic in a manner that creates conditions favorable to the health, safety, convenience, and the harmonious development of the community, such as properly designed interior traffic lanes, pedestrian sidewalks and bicycle pathways, parking and loading facilities, and driveway curb cuts;
 - mitigation of safety hazards and congestion by proper design and location of all streets and easements and highway or roadway access, including the determination that the capacity of such highways or roadways are sufficient to safely and

City of Tipton Zoning Ordinance

efficiently accept the projected increase in traffic and new streets or easements are compatible with existing and planned streets and developments;

6. reduction of the impact of more intense development by aesthetically pleasing design of the property, such as buffering and landscaping, appropriate height, scale, building materials, and style of improvements, signage and outdoor lighting;
7. availability of recreational opportunities;
8. adoption of protective covenants, if applicable;
9. compliance with any other applicable federal, state or local regulatory agency, including but not limited to City of Tipton Health Department, Indiana State Building Commissioner, Indiana Department of Environmental Management, Department of Natural Resources, Indiana Department of Transportation, and the Federal Aviation Association.

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402 FLOODPLAIN REGULATIONS

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Article 1. Statutory Authorization, Findings of Fact, Purpose, and Objectives.

Section A. Statutory Authorization.

The Indiana Legislature has in IC 36-7-4 and IC 14-28-4 granted the power to local government units to control land use within their jurisdictions. Therefore, the City Council of City of Tipton does hereby adopt the following floodplain management regulations.

Section B. Findings of Fact.

- (1) The flood hazard areas of City of Tipton are subject to periodic inundation which results in loss of life and property, health and safety hazards, disruption of commerce and governmental services, extraordinary public expenditures for flood protection and relief, and impairment of the tax base, all of which adversely affect the public health, safety, and general welfare.
- (2) These flood losses are caused by the cumulative effect of obstructions in floodplains causing increases in flood heights and velocities, and by the occupancy in flood hazard areas by uses vulnerable to floods or hazardous to other lands which are inadequately elevated, flood-proofed, or otherwise unprotected from flood damages.

Section C. Statement of Purpose.

It is the purpose of this ordinance to promote the public health, safety, and general welfare and to minimize public and private losses due to flood conditions in specific areas by provisions designed to:

- (1) Restrict or prohibit uses which are dangerous to health, safety, and property due to water or erosion hazards, which result in damaging increases in erosion or in flood heights or velocities;
- (2) Require that uses vulnerable to floods, including facilities which serve such uses, be protected against flood damage at the time of initial construction;
- (3) Control the alteration of natural floodplains, stream channels, and natural protective barriers which are involved in the accommodation of flood waters;
- (4) Control filling, grading, dredging, and other development which may increase erosion or flood damage;

- (5) Prevent or regulate the construction of flood barriers which will unnaturally divert floodwaters or which may increase flood hazards to other lands; and,
- (6) Make federally subsidized flood insurance available for structures and their contents in the [City/Town/County] by fulfilling the requirements of the National Flood Insurance Program.

Section D. Objectives.

The objectives of this ordinance are:

- (1) To protect human life and health;
- (2) To minimize expenditure of public money for costly flood control projects;
- (3) To minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;
- (4) To minimize prolonged business interruptions;
- (5) To minimize damage to public facilities and utilities such as water and gas mains, electric, telephone, and sewer lines, streets, and bridges located in floodplains;
- (6) To help maintain a stable tax base by providing for the sound use and development of flood prone areas in such a manner as to minimize flood blight areas, and;
- (7) To ensure that potential homebuyers are notified that property is in a flood area.

Article 2. Definitions.

Unless specifically defined below, words or phrases used in this ordinance shall be interpreted so as to give them the meaning they have in common usage and to give this ordinance its most reasonable application.

A **zone** means portions of the SFHA in which the principal source of flooding is runoff from rainfall, snowmelt, or a combination of both. In A zones, floodwaters may move slowly or rapidly, but waves are usually not a significant threat to buildings. These areas are labeled as Zone A, Zone AE, Zones A1-A30, Zone AO, Zone AH, Zone AR and Zone A99 on a FIRM or FHB. The definitions are presented below:

Zone A: Areas subject to inundation by the one-percent annual chance flood event. Because detailed hydraulic analyses have not been performed, no base

flood elevation or depths are shown. Mandatory flood insurance purchase requirements apply.

Zone AE and A1-A30: Areas subject to inundation by the one-percent annual chance flood event determined by detailed methods. Base flood elevations are shown within these zones. Mandatory flood insurance purchase requirements apply. (Zone AE is on new and revised maps in place of Zones A1-A30.)

Zone AO: Areas subject to inundation by one-percent annual chance shallow flooding (usually sheet flow on sloping terrain) where average depths are between one and three feet. Average flood depths derived from detailed hydraulic analyses are shown within this zone. Mandatory flood insurance purchase requirements apply.

Zone AH: Areas subject to inundation by one-percent annual chance shallow flooding (usually areas of ponding) where average depths are between one and three feet. Average flood depths derived from detailed hydraulic analyses are shown within this zone. Mandatory flood insurance purchase requirements apply.

Zone AR: Areas that result from the decertification of a previously accredited flood protection system that is determined to be in the process of being restored to provide base flood protection. Mandatory flood insurance purchase requirements apply.

Zone A99: Areas subject to inundation by the one-percent annual chance flood event, but which will ultimately be protected upon completion of an under-construction Federal flood protection system. These are areas of special flood hazard where enough progress has been made on the construction of a protection system, such as dikes, dams, and levees, to consider it complete for insurance rating purposes. Zone A99 may only be used when the flood protection system has reached specified statutory progress toward completion. No base flood elevations or depths are shown. Mandatory flood insurance purchase requirements apply.

Accessory structure (appurtenant structure) means a structure that is located on the same parcel of property as the principal structure and the use of which is incidental to the use of the principal structure. Accessory structures should constitute a minimal initial investment, may not be used for human habitation, and be designed to have minimal flood damage potential. Examples of accessory structures are detached garages, carports, storage sheds, pole barns, and hay sheds.

Addition (to an existing structure) means any walled and roofed expansion to the perimeter of a structure in which the addition is connected by a common load-bearing wall other than a firewall. Any walled and roofed addition, which is connected by a firewall or is separated by independent perimeter load-bearing walls, is new construction.

Appeal means a request for a review of the floodplain administrator's interpretation of any provision of this ordinance or a request for a variance.

Area of shallow flooding means a designated AO or AH Zone on the community's Flood Insurance Rate Map (FIRM) with base flood depths from one to three feet where a clearly defined channel does not exist, where the path of flooding is unpredictable and indeterminate, and where velocity flow may be evident. Such flooding is characterized by ponding or sheet flow.

Base Flood Elevation (BFE) means the elevation of the one-percent annual chance flood.

Basement means that portion of a structure having its floor sub-grade (below ground level) on all sides.

Building - see "Structure."

Community means a political entity that has the authority to adopt and enforce floodplain ordinances for the area under its jurisdiction.

Community Rating System (CRS) means a program developed by the Federal Insurance Administration to provide incentives for those communities in the Regular Program that have gone beyond the minimum floodplain management requirements to develop extra measures to provide protection from flooding.

Critical facility means a facility for which even a slight chance of flooding might be too great. Critical facilities include, but are not limited to, schools, nursing homes, hospitals, police, fire, and emergency response installations, installations which produce, use or store hazardous materials or hazardous waste.

Development means any man-made change to improved or unimproved real estate including but not limited to:

- (1) construction, reconstruction, or placement of a structure or any addition to a structure;
- (2) installing a manufactured home on a site, preparing a site for a manufactured home or installing recreational vehicle on a site for more than 180 days;
- (3) installing utilities, erection of walls and fences, construction of roads, or similar projects;
- (4) construction of flood control structures such as levees, dikes, dams, channel improvements, etc.;
- (5) mining, dredging, filling, grading, excavation, or drilling operations;

- (6) construction and/or reconstruction of bridges or culverts;
- (7) storage of materials; or
- (8) any other activity that might change the direction, height, or velocity of flood or surface waters.

"Development" does not include activities such as the maintenance of existing structures and facilities such as painting, re-roofing; resurfacing roads; or gardening, plowing, and similar agricultural practices that do not involve filling, grading, excavation, or the construction of permanent structures.

Elevated structure means a non-basement structure built to have the lowest floor elevated above the ground level by means of fill, solid foundation perimeter walls, pilings, or columns (posts and piers).

Elevation Certificate is a certified statement that verifies a structure's elevation information.

Emergency Program means the first phase under which a community participates in the NFIP. It is intended to provide a first layer amount of insurance at subsidized rates on all insurable structures in that community before the effective date of the initial FIRM.

Encroachment means the advance or infringement of uses, fill, excavation, buildings, permanent structures or development into a floodplain, which may impede or alter the flow capacity of a floodplain.

Existing Construction means any structure for which the start of construction commenced before the effective date of the community's first floodplain ordinance.

Existing manufactured home park or subdivision means a manufactured home park or subdivision for which the construction of facilities for servicing the lots on which the manufactured homes are to be affixed (including, at a minimum, the installation of utilities, the construction of streets, and either final site grading or the pouring of concrete pads) is completed before the effective date of the community's first floodplain ordinance.

Expansion to an existing manufactured home park or subdivision means the preparation of additional sites by the construction of facilities for servicing the lots on which the manufactured homes are to be affixed (including the installation of utilities, the construction of streets, and either final site grading or the pouring of concrete pads).

FEMA means the Federal Emergency Management Agency.

Five-hundred year flood (500-year flood) means the flood that has a 0.2 percent chance of being equaled or exceeded in any year.

Flood means a general and temporary condition of partial or complete inundation of normally dry land areas from the overflow, the unusual and rapid accumulation, or the runoff of surface waters from any source.

Flood Boundary and Floodway Map (FBFM) means an official map on which the Federal Emergency Management Agency (FEMA) or Federal Insurance Administration (FIA) has delineated the areas of flood hazards and regulatory floodway.

Flood Hazard Boundary Map (FHBM) means an official map of a community, issued by FEMA, where the boundaries of the areas of special flood hazard have been identified as Zone A.

Flood Insurance Rate Map (FIRM) means an official map of a community, on which FEMA has delineated both the areas of special flood hazard and the risk premium zones applicable to the community.

Flood Insurance Study (FIS) is the official hydraulic and hydrologic report provided by FEMA. The report contains flood profiles, as well as the FIRM, FBFM (where applicable), and the water surface elevation of the base flood.

Floodplain means the channel proper and the areas adjoining any wetland, lake, or watercourse which have been or hereafter may be covered by the regulatory flood. The floodplain includes both the floodway and the fringe districts.

Floodplain management means the operation of an overall program of corrective and preventive measures for reducing flood damage and preserving and enhancing, where possible, natural resources in the floodplain, including but not limited to emergency preparedness plans, flood control works, floodplain management regulations, and open space plans.

Floodplain management regulations means this ordinance and other zoning ordinances, subdivision regulations, building codes, health regulations, special purpose ordinances, and other applications of police power which control development in flood-prone areas. This term describes federal, state, or local regulations in any combination thereof, which provide standards for preventing and reducing flood loss and damage. Floodplain management regulations are also referred to as floodplain regulations, floodplain ordinance, flood damage prevention ordinance, and floodplain management requirements.

Flood Protection Grade (FPG) is the elevation of the regulatory flood plus two feet at any given location in the SFHA. (see Freeboard)

Floodproofing (dry floodproofing) is a method of protecting a structure that ensures that the structure, together with attendant utilities and sanitary facilities, is watertight to the floodproofed design elevation with walls that are substantially impermeable to the passage of water. All structural components of these walls are capable of resisting hydrostatic and hydrodynamic flood forces, including the effects of buoyancy, and anticipated debris impact forces.

Floodproofing certificate is a form used to certify compliance for non-residential structures as an alternative to elevating structures to or above the FPG. This certification must be by a Registered Professional Engineer or Architect.

Floodway is the channel of a river or stream and those portions of the floodplains adjoining the channel which are reasonably required to efficiently carry and discharge the peak flood flow of the regulatory flood of any river or stream.

Freeboard means a factor of safety, usually expressed in feet above the BFE, which is applied for the purposes of floodplain management. It is used to compensate for the many unknown factors that could contribute to flood heights greater than those calculated for the base flood.

Fringe is those portions of the floodplain lying outside the floodway.

Functionally dependent facility means a facility which cannot be used for its intended purpose unless it is located or carried out in close proximity to water, such as a docking or port facility necessary for the loading and unloading of cargo or passengers, shipbuilding, ship repair, or seafood processing facilities. The term does not include long-term storage, manufacture, sales, or service facilities.

Hardship (as related to variances of this ordinance) means the exceptional hardship that would result from a failure to grant the requested variance. The City Council requires that the variance is exceptional, unusual, and peculiar to the property involved. Mere economic or financial hardship alone is NOT exceptional. Inconvenience, aesthetic considerations, physical handicaps, personal preferences, or the disapproval of one's neighbors likewise cannot, as a rule, qualify as an exceptional hardship. All of these problems can be resolved through other means without granting a variance, even if the alternative is more expensive, or requires the property owner to build elsewhere or put the parcel to a different use than originally intended.

Highest adjacent grade means the highest natural elevation of the ground surface, prior to the start of construction, next to the proposed walls of a structure.

Historic structure means any structure individually listed on the National Register of Historic Places or the Indiana State Register of Historic Sites and Structures.

Increased Cost of Compliance (ICC) means the cost to repair a substantially damaged structure that exceeds the minimal repair cost and that is required to bring a substantially

damaged structure into compliance with the local flood damage prevention ordinance. Acceptable mitigation measures are elevation, relocation, demolition, or any combination thereof. All renewal and new business flood insurance policies with effective dates on or after June 1, 1997, will include ICC coverage.

Letter of Map Amendment (LOMA) means an amendment to the currently effective FEMA map that establishes that a property is not located in a SFHA. A LOMA is only issued by FEMA.

Letter of Map Revision (LOMR) means an official revision to the currently effective FEMA map. It is issued by FEMA and changes flood zones, delineations, and elevations.

Letter of Map Revision Based on Fill (LOMR-F) means an official revision by letter to an effective NFIP map. A LOMR-F provides FEMA's determination concerning whether a structure or parcel has been elevated on fill above the BFE and excluded from the SFHA.

Lowest adjacent grade means the lowest elevation, after completion of construction, of the ground, sidewalk, patio, deck support, or basement entryway immediately next to the structure.

Lowest floor means the lowest of the following:

- (1) the top of the lowest level of the structure;
- (2) the top of the basement floor;
- (3) the top of the garage floor, if the garage is the lowest level of the structure;
- (4) the top of the first floor of a structure elevated on pilings or pillars;
- (5) the top of the first floor of a structure constructed with a crawl space, provided that the lowest point of the interior grade is at or above the BFE and construction meets requirements of 6. a.; or
- (6) the top of the floor level of any enclosure, other than a basement, below an elevated structure where the walls of the enclosure provide any resistance to the flow of flood waters unless:
 - a. the walls are designed to automatically equalize the hydrostatic flood forces on the walls by allowing for the entry and exit of flood waters, by providing a minimum of two openings (in addition to doorways and windows) having a total net area of one (1) square inch for every one square foot of enclosed area. The bottom of all such openings shall be no higher than one (1) foot above grade; and,

- b). such enclosed space shall be usable solely for the parking of vehicles and building access.

Manufactured home means a structure, transportable in one or more sections, which is built on a permanent chassis and is designed for use with or without a permanent foundation when attached to the required utilities. The term "manufactured home" does not include a "recreational vehicle."

Manufactured home park or subdivision means a parcel (or contiguous parcels) of land divided into two or more manufactured home lots for rent or sale.

Map amendment means a change to an effective NFIP map that results in the exclusion from the SFHA of an individual structure or a legally described parcel of land that has been inadvertently included in the SFHA (i.e., no alterations of topography have occurred since the date of the first NFIP map that showed the structure or parcel to be within the SFHA).

Map panel number is the four-digit number followed by a letter suffix assigned by FEMA on a flood map. The first four digits represent the map panel, and the letter suffix represents the number of times the map panel has been revised. (The letter A is not used by FEMA, the letter B is the first revision.)

Market value means the building value, excluding the land (as agreed to between a willing buyer and seller), as established by what the local real estate market will bear. Market value can be established by independent certified appraisal, replacement cost depreciated by age of building (actual cash value), or adjusted assessed values.

Mitigation means sustained actions taken to reduce or eliminate long-term risk to people and property from hazards and their effects. The purpose of mitigation is two fold: to protect people and structures, and to minimize the cost of disaster response and recovery.

National Flood Insurance Program (NFIP) is the federal program that makes flood insurance available to owners of property in participating communities nationwide through the cooperative efforts of the Federal Government and the private insurance industry.

National Geodetic Vertical Datum (NGVD) of 1929 as corrected in 1929 is a vertical control used as a reference for establishing varying elevations within the floodplain.

New construction means any structure for which the start of construction commenced after the effective date of the community's first floodplain ordinance.

New manufactured home park or subdivision means a manufactured home park or subdivision for which the construction of facilities for servicing the lots on which the manufactured homes are to be affixed (including at a minimum, the installation of utilities, the construction of streets, and either final site grading or the pouring of concrete pads) is completed on or after the effective date of the community's first floodplain ordinance.

North American Vertical Datum of 1988 (NAVD 88) as adopted in 1993 is a vertical control datum used as a reference for establishing varying elevations within the floodplain.

Obstruction includes, but is not limited to, any dam, wall, wharf, embankment, levee, dike, pile, abutment, protection, excavation, canalization, bridge, conduit, culvert, building, wire, fence, rock, gravel, refuse, fill, structure, vegetation, or other material in, along, across or projecting into any watercourse which may alter, impede, retard or change the direction and/or velocity of the flow of water; or due to its location, its propensity to snare or collect debris carried by the flow of water, or its likelihood of being carried downstream.

One-hundred year flood (100-year flood) is the flood that has a one percent (1%) chance of being equaled or exceeded in any given year. Any flood zone that begins with the letter A is subject to the one-percent annual chance flood. See Regulatory Flood.

One-percent annual chance flood is the flood that has a one percent (1%) chance of being equaled or exceeded in any given year. Any flood zone that begins with the letter A is subject to the one-percent annual chance flood. See Regulatory Flood.

Participating community is any community that voluntarily elects to participate in the NFIP by adopting and enforcing floodplain management regulations that are consistent with the standards of the NFIP.

Physical Map Revision (PMR) is an official republication of a community's FEMA map to effect changes to base (1-percent annual chance) flood elevations, floodplain boundary delineations, regulatory floodways, and planimetric features. These changes typically occur as a result of structural works or improvements, annexations resulting in additional flood hazard areas, or correction to base flood elevations or SFHAs.

Post-FIRM construction means construction or substantial improvement that started on or after the effective date of the initial FIRM of the community or after December 31, 1974, whichever is later.

Pre-FIRM construction means construction or substantial improvement, which started on or before December 31, 1974, or before the effective date of the initial FIRM of the community, whichever is later.

Probation is a means of formally notifying participating communities of violations and deficiencies in the administration and enforcement of the local floodplain management regulations.

Public safety and nuisance, anything which is injurious to the safety or health of an entire community, neighborhood or any considerable number of persons, or unlawfully obstructs the free passage or use, in the customary manner, of any navigable lake, or river, bay, stream, canal, or basin.

Recreational vehicle means a vehicle which is (1) built on a single chassis; (2) 400 square feet or less when measured at the largest horizontal projections; (3) designed to be self-propelled or permanently towable by a light duty truck; and (4) designed primarily not for use as a permanent dwelling, but as quarters for recreational camping, travel, or seasonal use.

Regular program means the phase of the community's participation in the NFIP where more comprehensive floodplain management requirements are imposed and higher amounts of insurance are available based upon risk zones and elevations determined in a FIS.

Regulatory flood means the flood having a one percent (1%) chance of being equaled or exceeded in any given year, as calculated by a method and procedure that is acceptable to and approved by the Indiana Department of Natural Resources and the Federal Emergency Management Agency. The regulatory flood elevation at any location is as defined in Article 3 (B) of this ordinance. The "Regulatory Flood" is also known by the term "Base Flood", "One-Percent Annual Chance Flood", and "100-Year Flood".

Repetitive loss means flood-related damages sustained by a structure on two separate occasions during a 10-year period ending on the date of the event for which the second claim is made, in which the cost of repairing the flood damage, on the average, equaled or exceeded 25% of the market value of the structure at the time of each such flood event.

Section 1316 is that section of the National Flood Insurance Act of 1968, as amended, which states that no new flood insurance coverage shall be provided for any property that the Administrator finds has been declared by a duly constituted state or local zoning authority or other authorized public body to be in violation of state or local laws, regulations, or ordinances that intended to discourage or otherwise restrict land development or occupancy in flood-prone areas.

Special Flood Hazard Area (SFHA) means those lands within the jurisdictions of the City subject to inundation by the regulatory flood. The SFHAs of the City of Tipton are generally identified as such on the Flood Insurance Rate Map of the City dated March 5, 1996, as well as any future updates, amendments, or revisions, prepared by the Federal Emergency Management Agency with the most recent date. The SFHAs of those parts of unincorporated Tipton County that are within the extraterritorial jurisdiction of the City or that may be annexed into the City are generally identified as such on the Flood Insurance Rate Map prepared for Tipton County by the Federal Emergency Management Agency and dated September 1, 1988, as well as any future updates, amendments, or revisions, prepared by the Federal Emergency Management Agency with the most recent date. (These areas are shown on a FHBM or FIRM as Zone A, AE, A1-A30, AH, AR, A99, or AO).

Start of construction includes substantial improvement, and means the date the building permit was issued, provided the actual start of construction, repair, reconstruction, or improvement was within 180 days of the permit date. The actual start

means the first placement or permanent construction of a structure (including a manufactured home) on a site, such as the pouring of slabs or footing, installation of piles, construction of columns, or any work beyond the stage of excavation for placement of a manufactured home on a foundation. Permanent construction does not include land preparation, such as clearing, grading and filling; nor does it include the installation of streets and/or walkways; nor does it include excavation for a basement, footings, piers, foundations, or the erection of temporary forms; nor does it include the installation on the property of accessory buildings, such as garages or sheds not occupied as dwelling units or not part of the main structure. For substantial improvement, the actual start of construction means the first alteration of any wall, ceiling, floor, or other structural part of a building, whether or not that alteration affects the external dimensions of the building.

Structure means a structure that is principally above ground and is enclosed by walls and a roof. The term includes a gas or liquid storage tank, a manufactured home, or a prefabricated building. The term also includes recreational vehicles to be installed on a site for more than 180 days.

Substantial damage means damage of any origin sustained by a structure whereby the cost of restoring the structure to its before damaged condition would equal or exceed 50 percent of the market value of the structure before the damage occurred.

Substantial improvement means any reconstruction, rehabilitation, addition, or other improvement of a structure, the cost of which equals or exceeds 50 percent of the market value of the structure before the "start of construction" of the improvement. This term includes structures that have incurred repetitive loss or substantial damage" regardless of the actual repair work performed. The term does not include improvements of structures to correct existing violations of state or local health, sanitary, or safety code requirements or any alteration of a "historic structure", provided that the alteration will not preclude the structures continued designation as a "historic structure".

Suspension means the removal of a participating community from the NFIP because the community has not enacted and/or enforced the proper floodplain management regulations required for participation in the NFIP.

Variance is a grant of relief from the requirements of this ordinance, which permits construction in a manner otherwise prohibited by this ordinance where specific enforcement would result in unnecessary hardship.

Violation means the failure of a structure or other development to be fully compliant with this ordinance. A structure or other development without the elevation, other certification, or other evidence of compliance required in this ordinance is presumed to be in violation until such time as that documentation is provided.

Watercourse means a lake, river, creek, stream, wash, channel or other topographic feature on or over which waters flow at least periodically. Watercourse includes specifically designated areas in which substantial flood damage may occur.

Water surface elevation means the height, in relation to the North American Vertical Datum of 1988 (NAVD 88) or National Geodetic Vertical Datum of 1929 (NGVD) (other datum where specified) of floods of various magnitudes and frequencies in the floodplains of riverine areas.

X zone means the area where the flood hazard is less than that in the SFHA. Shaded X zones shown on recent FIRMs (B zones on older FIRMs) designate areas subject to inundation by the flood with a 0.2 percent chance of being equaled or exceeded (the 500-year flood). Unshaded X zones (C zones on older FIRMs) designate areas where the annual exceedance probability of flooding is less than 0.2 percent.

Zone means a geographical area shown on a FHBM or FIRM that reflects the severity or type of flooding in the area.

Zone A (see definition for A zone)

Zone B, C, and X means areas identified in the community as areas of moderate or minimal hazard from the principal source of flood in the area. However, buildings in these zones could be flooded by severe, concentrated rainfall coupled with inadequate local drainage systems. Flood insurance is available in participating communities but is not required by regulation in these zones. (Zone X is used on new and revised maps in place of Zones B and C.)

Article 3. General Provisions

Section A. Lands to Which This Ordinance Applies

This ordinance shall apply to all SFHAs within the jurisdiction of the City of Tipton.

Section B. Basis for Establishing Regulatory Flood Data

This ordinance's protection standard is the regulatory flood. The best available regulatory flood data is listed below. Whenever a party disagrees with the best available data, the party submitting the detailed engineering study needs to replace existing data with better data and submit it to the Indiana Department of Natural Resources for review and approval.

- (1) The regulatory flood elevation, floodway, and fringe limits for the studied SFHAs of Cicero Creek and Buck Creek shall be as delineated on the 100 year flood profiles in the Flood Insurance Study of the City of Tipton dated March 5, 1996 and the corresponding FIRM dated March 5, 1996, as well as any future

updates, amendments, or revisions, prepared by the Federal Emergency Management Agency with the most recent date.

- (2) For the SFHAs of those parts of unincorporated Tipton County that are within the extraterritorial jurisdiction of the City or that may be annexed into the City:

The regulatory flood elevation, floodway, and fringe limits for the SFHAs (shown as "Zone A" on the County Flood Insurance Rate Map, dated September 1, 1988, prepared by the Federal Emergency Management Agency) shall be according to the best data available as provided by the Indiana Department of Natural Resources.

Section C. Establishment of Floodplain Development Permit.

A Floodplain Development Permit shall be required in conformance with the provisions of this ordinance prior to the commencement of any development activities in areas of special flood hazard.

Section D. Compliance

No structure shall hereafter be located, extended, converted or structurally altered within the SFHA without full compliance with the terms of this ordinance and other applicable regulations. No land or stream within the SFHA shall hereafter be altered without full compliance with the terms of this ordinance and other applicable regulations.

Section E. Abrogation and Greater Restrictions

This ordinance is not intended to repeal, abrogate, or impair any existing easements, covenants, or deed restrictions. However, where this ordinance and another conflict or overlap, whichever imposes the more stringent restrictions shall prevail.

Section F. Discrepancy between Mapped Floodplain and Actual Ground Elevations

- (1) In cases where there is a discrepancy between the mapped floodplain (SFHA) on the FIRM and the actual ground elevations, the elevation provided on the profiles shall govern.
- (2) If the elevation of the site in question is below the base flood elevation, that site shall be included in the SFHA and regulated accordingly.
- (3) If the elevation (natural grade) of the site in question is above the base flood elevation, that site shall be considered outside the SFHA and the floodplain regulations will not be applied. The property owner should be advised to apply for a LOMA.

Section G. Interpretation.

In the interpretation and application of this ordinance all provisions shall be:

- (1) Considered as minimum requirements;
- (2) Liberally construed in favor of the governing body; and,
- (3) Deemed neither to limit nor repeal any other powers granted under state statutes.

Section H. Warning and Disclaimer of Liability.

The degree of flood protection required by this ordinance is considered reasonable for regulatory purposes and is based on available information derived from engineering and scientific methods of study. Larger floods can and will occur on rare occasions. Therefore, this ordinance does not create any liability on the part of the City of Tipton, the Indiana Department of Natural Resources, or the State of Indiana, for any flood damage that results from reliance on this ordinance or any administrative decision made lawfully thereunder.

Section I. Penalties for Violation.

Failure to obtain a Floodplain Development Permit in the SFHA or failure to comply with the requirements of a Floodplain Development Permit or conditions of a variance shall be deemed to be a violation of this ordinance. All violations shall be considered a common nuisance and be treated as such in accordance with the provisions of the Zoning Code for the City of Tipton. All violations shall be punishable by a fine not exceeding \$[Amount of Fine].

- (1) A separate offense shall be deemed to occur for each day the violation continues to exist.
- (2) The Tipton Planning Commission shall inform the owner that any such violation is considered a willful act to increase flood damages and therefore may cause coverage by a Standard Flood Insurance Policy to be suspended.
- (3) Nothing herein shall prevent the City from taking such other lawful action to prevent or remedy any violations. All costs connected therewith shall accrue to the person or persons responsible.

Section J. Increased Cost of Compliance (ICC).

In order for buildings to qualify for a claim payment under ICC coverage as a repetitive loss structure, the National Reform Act of 1994 requires that the building be covered by a contract for flood insurance and incur flood-related damages on two occasions during a

10-year period ending on the date of the event for which the second claim is made, in which the cost of repairing the flood damage, on the average, equaled or exceeded 25 percent of the market value of the building at the time of each such flood event.

Article 4. Administration.**Section A. Designation of Administrator.**

The City Council of the City of Tipton hereby appoints the Executive Director of the Tipton Plan Commission to administer and implement the provisions of this ordinance and is herein referred to as the Floodplain Administrator.

Section B. Permit Procedures.

Application for a Floodplain Development Permit shall be made to the Floodplain Administrator on forms furnished by him or her prior to any development activities, and may include, but not be limited to, the following plans in duplicate drawn to scale showing the nature, location, dimensions, and elevations of the area in question; existing or proposed structures, earthen fill, storage of materials or equipment, drainage facilities, and the location of the foregoing. Specifically the following information is required:

- (1) Application stage.
 - a). A description of the proposed development;
 - b). Location of the proposed development sufficient to accurately locate property and structure in relation to existing roads and streams;
 - c). A legal description of the property site;
 - d). A site development plan showing existing and proposed development locations and existing and proposed land grades;
 - e). Elevation of the top of the lowest floor (including basement) of all proposed buildings. Elevation should be in NAVD 88 or NGVD;
 - f). Elevation (in NAVD 88 or NGVD) to which any non-residential structure will be floodproofed;
 - g). Description of the extent to which any watercourse will be altered or related as a result of proposed development, and;

(2) Construction stage.

Upon placement of the lowest floor; or floodproofing, it shall be the duty of the permit holder to submit to the Floodplain Administrator a certification of the

NAVD 88 or NGVD elevation of the lowest floor or floodproofed elevation, as built. Said certification shall be prepared by or under the direct supervision of a registered land surveyor or professional engineer and certified by the same. When floodproofing is utilized for a particular structure said certification shall be prepared by or under the direct supervision of a professional engineer or architect and certified by same. Any work undertaken prior to submission of the certification shall be at the permit holders risk. (The Floodplain Administrator shall review the lowest floor and floodproofing elevation survey data submitted.) The permit holder shall correct deficiencies detected by such review before any further work is allowed to proceed. Failure to submit the survey or failure to make said corrections required hereby, shall be cause to issue a stop-work order for the project.

Section C. Duties and Responsibilities of the Floodplain Administrator.

The Floodplain Administrator and/or designated staff is hereby authorized and directed to enforce the provisions of this ordinance. The administrator is further authorized to render interpretations of this ordinance, which are consistent with its spirit and purpose.

Duties and Responsibilities of the Floodplain Administrator shall include, but not be limited to:

- (1) Review all floodplain development permits to assure that the permit requirements of this ordinance have been satisfied;
- (2) Inspect and inventory damaged structures in SFHA and complete substantial damage determinations;
- (3) Ensure that construction authorization has been granted by the Indiana Department of Natural Resources for all development projects subject to Article 5, Section E and G (1) of this ordinance, and maintain a record of such authorization (either copy of actual permit or floodplain analysis/regulatory assessment.)
- (4) Ensure that all necessary federal or state permits have been received prior to issuance of the local floodplain development permit. Copies of such permits are to be maintained on file with the floodplain development permit;
- (5) Notify adjacent communities and the State Floodplain Coordinator prior to any alteration or relocation of a watercourse, and submit copies of such notifications to FEMA;
- (6) Maintain for public inspection and furnish upon request local permit documents, damaged structure inventories, substantial damage determinations, regulatory flood data, SFHA maps, Letters of Map Amendment (LOMA),

Letters of Map Revision (LOMR), copies of DNR permits and floodplain analysis and regulatory assessments (letters of recommendation), federal permit documents, and as-built elevation and floodproofing data for all buildings constructed subject to this ordinance.

- (7) Utilize and enforce all Letters of Map Revision (LOMR) or Physical Map Revisions (PMR) issued by FEMA for the currently effective SFHA maps of the community.
- (8) Assure that maintenance is provided within the altered or relocated portion of said watercourse so that the flood-carrying capacity is not diminished;
- (9) Verify and record the actual elevation of the lowest floor (including basement) of all new or substantially improved structures, in accordance with Article 4 Section B;
- (10) Verify and record the actual elevation to which any new or substantially improved structures have been floodproofed, in accordance with Article 4, Section B;
- (11) Review certified plans and specifications for compliance.
- (12) Stop Work Orders
 - a). Upon notice from the floodplain administrator, work on any building, structure or premises that is being done contrary to the provisions of this ordinance shall immediately cease.
 - b). Such notice shall be in writing and shall be given to the owner of the property, or to his agent, or to the person doing the work, and shall state the conditions under which work may be resumed.
- (13) Revocation of Permits
 - a). The floodplain administrator may revoke a permit or approval, issued under the provisions of the ordinance, in cases where there has been any false statement or misrepresentation as to the material fact in the application or plans on which the permit or approval was based.
 - b). The floodplain administrator may revoke a permit upon determination by the floodplain administrator that the construction, erection, alteration, repair, moving, demolition, installation, or replacement of the structure for which the permit was issued is in violation of, or not in conformity with, the provisions of this ordinance.

Article 5. Provisions for Flood Hazard Reduction.

Section A. General Standards.

In all SFHAs the following provisions are required:

- (1) New construction and substantial improvements shall be anchored to prevent flotation, collapse or lateral movement of the structure;
- (2) Manufactured homes shall be anchored to prevent flotation, collapse, or lateral movement. Methods of anchoring may include, but are not limited to, use of over-the-top or frame ties to ground anchors. This standard shall be in addition to and consistent with applicable state requirements for resisting wind forces;
- (3) New construction and substantial improvements shall be constructed with materials and utility equipment resistant to flood damage below the FPG;
- (4) New construction and substantial improvements shall be constructed by methods and practices that minimize flood damage;
- (5) Electrical, heating, ventilation, plumbing, air conditioning equipment and other service facilities shall be designed and/or located so as to prevent water from entering or accumulating within the components during conditions of flooding;
- (6) New and replacement water supply systems shall be designed to minimize or eliminate infiltration of flood waters into the system;
- (7) New and replacement sanitary sewage systems shall be designed to minimize or eliminate infiltration of flood waters into the system;
- (8) On-site waste disposal systems shall be located and constructed to avoid impairment to them or contamination from them during flooding;
- (9) Any alteration, repair, reconstruction or improvements to a structure that is in compliance with the provisions of this ordinance shall meet the requirements of new construction as contained in this ordinance; and,
- (10) Any alteration, repair, reconstruction or improvement to a structure that is not in compliance with the provisions of this ordinance, shall be undertaken only if said non-conformity is not further, extended, or replaced.

Section B. Specific Standards.

In all SFHAs, the following provisions are required:

- (1) In addition to the requirements of Article 5, Section A, all structures to be located in the SFHA shall be protected from flood damage below the FPG. This building protection requirement applies to the following situations:
 - a). Construction or placement of any new structure having a floor area greater than 400 square feet;
 - b). Addition or improvement made to any existing structure:
 - (i) where the cost of the addition or improvement equals or exceeds 50% of the value of the existing structure (excluding the value of the land);
 - (ii) with a previous addition or improvement constructed since the community's first floodplain ordinance.
 - c). Reconstruction or repairs made to a damaged structure where the costs of restoring the structure to its before damaged condition equals or exceeds 50% of the market value of the structure (excluding the value of the land) before damage occurred;
 - d). Installing a travel trailer or recreational vehicle on a site for more than 180 days.
 - e). Installing a manufactured home on a new site or a new manufactured home on an existing site. This ordinance does not apply to returning the existing manufactured home to the same site it lawfully occupied before it was removed to avoid flood damage; and
 - f). Reconstruction or repairs made to a repetitive loss structure;
- (2) **Residential Construction.** New construction or substantial improvement of any residential structure (or manufactured home) shall have the lowest floor, including basement, at or above the FPG (two feet above the base flood elevation). Should solid foundation perimeter walls be used to elevate a structure, openings sufficient to facilitate the unimpeded movements of floodwaters shall be provided in accordance with the standards of Article 5, Section B (4).
- (3) **Non-Residential Construction.** New construction or substantial improvement of any commercial, industrial, or non-residential structure (or manufactured home) shall have the lowest floor, including basement, elevated to or above the FPG (two feet above the base flood elevation). Structures located in all A Zones may be floodproofed in lieu of being elevated if done in accordance with the following:

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- a). A Registered Professional Engineer or Architect shall certify that the structure has been designed so that below the FPG, the structure and attendant utility facilities are watertight and capable of resisting the effects of the regulatory flood. The structure design shall take into account flood velocities, duration, rate of rise, hydrostatic pressures, and impacts from debris or ice. Such certification shall be provided to the official as set forth in Article 4, Section C (10).
 - b). Floodproofing measures shall be operable without human intervention and without an outside source of electricity.
- (4) **Elevated Structures.** New construction or substantial improvements of elevated structures that include fully enclosed areas formed by foundation and other exterior walls below the flood protection grade shall be designed to preclude finished living space and designed to allow for the entry and exit of floodwaters to automatically equalize hydrostatic flood forces on exterior walls.
- a). Designs for complying with this requirement must either be certified by a professional engineer or architect or meet the following minimum criteria:
 - (i) provide a minimum of two openings having a total net area of not less than one square inch for every one square foot of enclosed area; and
 - (ii) the bottom of all openings shall be no higher than one foot above foundation interior grade (which must be equal to in elevation or higher than the exterior foundation grade); and
 - (iii) openings may be equipped with screens, louvers, valves or other coverings or devices provided they permit the automatic flow of floodwaters in both directions.
 - (iv) access to the enclosed area shall be the minimum necessary to allow for parking for vehicles (garage door) or limited storage of maintenance equipment used in connection with the premises (standard exterior door) or entry to the living area (stairway or elevator); and
 - (v) the interior portion of such enclosed area shall not be partitioned or finished into separate rooms; and
 - (vi) portions of the building below the flood protection grade must be constructed with materials resistant to flood damage.
- (5) **Structures Constructed on Fill.** A residential or nonresidential structure may be constructed on a permanent land fill in accordance with the following:

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- a). The fill shall be placed in layers no greater than 1 foot deep before compacting to 95% of the maximum density obtainable with the Standard Proctor Test method.
 - b). The fill should extend at least ten feet beyond the foundation of the structure before sloping below the FPG.
 - c). The fill shall be protected against erosion and scour during flooding by vegetative cover, riprap, or bulkheading. If vegetative cover is used, the slopes shall be no steeper than 3 horizontal to 1 vertical.
 - d). The fill shall not adversely affect the flow of surface drainage from or onto neighboring properties.
 - e). The top of the lowest floor including basements shall be at or above the FPG.
- (6) **Standards for Structures Constructed with a Crawlspace.** A residential or nonresidential structure may be constructed with a crawlspace located below the flood protection grade provided that the following conditions are met:
- a). The building must be designed and adequately anchored to resist flotation, collapse, and lateral movement of the structure resulting from hydrodynamic and hydrostatic loads, including the effects of buoyancy; and
 - b). Any enclosed area below the flood protection grade shall have openings that equalize hydrostatic pressures by allowing for the automatic entry and exit of floodwaters. Provide a minimum of two openings having a total net area of not less than one square inch for every one square foot of enclosed area. The bottom of the openings shall be no more than one foot above grade; and
 - c). Utility systems within the crawlspace must be elevated above the flood protection grade.
 - d). The interior height of the crawlspace measured from the interior grade of the crawlspace to the top of the foundation wall must not exceed four feet at any point; and
 - e). An adequate drainage system must be installed to remove floodwaters from the interior area of the crawlspace within a reasonable period of time after a flood event; and

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- f). Portions of the building below the flood protection grade must be constructed with materials resistant to flood damage; and
 - g). The interior grade of the crawlspace must be at or above the base flood elevation.
- (7) **Standards for Manufactured Homes and Recreational Vehicles.** Manufactured homes and recreational vehicles to be installed or substantially improved on a site for more than 180 days must meet one of the following requirements:
- a). The manufactured home shall be elevated on a permanent foundation such that the lowest floor shall be at or above the FPG and securely anchored to an adequately anchored foundation system to resist flotation, collapse, and lateral movement. This requirement applies to all manufactured homes to be placed on a site;
 - (i) outside a manufactured home park or subdivision;
 - (ii) in a new manufactured home park or subdivision;
 - (iii) in an expansion to an existing manufactured home park or subdivision; or
 - (iv) in an existing manufactured home park or subdivision on which a manufactured home has incurred substantial damage as a result of a flood.
 - b). The manufactured home shall be elevated so that the lowest floor of the manufactured home chassis is supported by reinforced piers or other foundation elevations that are no less than 36 inches in height above grade and be securely anchored to an adequately anchored foundation system to resist flotation, collapse, and lateral movement. This requirement applies to all manufactured homes to be placed on a site in an existing manufactured home park or subdivision that has not been substantially damaged by a flood.
 - c). Recreational vehicles placed on a site shall either:
 - (i) be on site for less than 180 days; and,
 - (ii) be fully licensed and ready for highway use (defined as being on its wheels or jacking

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system, is attached to the site only by quick disconnect type utilities and security devices, and has no permanently attached additions); or

- (iii) meet the requirements for manufactured homes as stated earlier in this section.

Section C. Standards for Subdivision Proposals.

- (1) All subdivision proposals shall be consistent with the need to minimize flood damage;
- (2) All subdivision proposals shall have public utilities and facilities such as sewer, gas, electrical, and water systems located and constructed to minimize flood damage;
- (3) All subdivision proposals shall have adequate drainage provided to reduce exposure to flood hazards, and;
- (4) Base flood elevation data shall be provided for subdivision proposals and other proposed development (including manufactured home parks and subdivisions), which is greater than the lesser of fifty lots or five acres.

Section D. Critical Facility.

Construction of new critical facilities shall be, to the extent possible, located outside the limits of the SFHA. Construction of new critical facilities shall be permissible within the SFHA if no feasible alternative site is available. Critical facilities constructed within the SFHA shall have the lowest floor elevated to or above the FPG at the site. Floodproofing and sealing measures must be taken to ensure that toxic substances will not be displaced by or released into floodwaters. Access routes elevated to or above the FPG shall be provided to all critical facilities to the extent possible.

Section E. Standards for Identified Floodways.

Located within SFHAs, established in Article 3, Section B, are areas designated as floodways. The floodway is an extremely hazardous area due to the velocity of floodwaters, which carry debris, potential projectiles, and has erosion potential. If the site is in an identified floodway, the Floodplain Administrator shall require the applicant to forward the application, along with all pertinent plans and specifications, to the Indiana Department of Natural Resources and apply for a permit for construction in a floodway. Under the provisions of IC 14-28-1 a permit for construction in a floodway from the Indiana Department of Natural Resources is required prior to the issuance of a local building permit for any excavation, deposit, construction or obstruction activity located in the floodway. This includes land preparation activities such as filling, grading, clearing and paving etc. undertaken before the actual start of construction of the structure. However, it does exclude non-substantial additions/improvements to existing (lawful)

residences in a non-boundary river floodway. (IC 14-28-1-26 allows construction of non-substantial additions/ improvements to residences in a non-boundary river floodway without obtaining a permit for construction in the floodway from the Indiana Department of Natural Resources. Please note that if fill is needed to elevate an addition above the existing grade, prior approval (construction in a floodway permit) for the fill is required from the Indiana Department of Natural Resources.)

No action shall be taken by the Floodplain Administrator until a permit (when applicable) has been issued by the Indiana Department of Natural Resources granting approval for construction in the floodway. Once a permit for construction in a floodway has been issued by the Indiana Department of Natural Resources, the Floodplain Administrator may issue the local Floodplain Development Permit, provided the provisions contained in Article 5 of this ordinance have been met. The Floodplain Development Permit cannot be less restrictive than the permit for construction in a floodway issued by the Indiana Department of Natural Resources. However, a community's more restrictive regulations (if any) shall take precedence.

No development shall be allowed which acting alone or in combination with existing or future development, will increase the regulatory flood more than 0.14 of one foot; and

For all projects involving channel modifications or fill (including levees) the City shall submit the data and request that the Federal Emergency Management Agency revise the regulatory flood data.

Section F. Standards for Identified Fringe.

If the site is located in an identified fringe, then the Floodplain Administrator may issue the local Floodplain Development Permit provided the provisions contained in Article 5 of this ordinance have been met. The key provision is that the top of the lowest floor of any new or substantially improved structure shall be at or above the FPG.

Section G. Standards for SFHAs Without Established Base Flood Elevation and/or Floodways/Fringes.

- (1) Drainage area upstream of the site is greater than one square mile:

If the site is in an identified floodplain where the limits of the floodway and fringe have not yet been determined, and the drainage area upstream of the site is greater than one square mile, the Floodplain Administrator shall require the applicant to forward the application, along with all pertinent plans and specifications, to the Indiana Department of Natural Resources for review and comment.

No action shall be taken by the Floodplain Administrator until either a permit for construction in a floodway or a floodplain analysis/regulatory assessment citing the 100 year flood elevation and the recommended Flood Protection Grade has been received from the Indiana Department of Natural Resources.

Once the Floodplain Administrator has received the proper permit for construction in a floodway or floodplain analysis/regulatory assessment approving the proposed development, a Floodplain Development Permit may be issued provided the conditions of the Floodplain Development Permit are not less restrictive than the conditions received from the Indiana Department of Natural Resources and the provisions contained in Article 5 of this ordinance have been met.

- (2) Drainage area upstream of the site is less than one square mile:

If the site is in an identified floodplain where the limits of the floodway and fringe have not yet been determined and the drainage area upstream of the site is less than one square mile, the Floodplain Administrator shall require the applicant to provide an engineering analysis showing the limits of the floodway, fringe and 100 year flood elevation for the site.

Upon receipt, the Floodplain Administrator may issue the local Floodplain Development Permit, provided the provisions contained in Article 5 of this ordinance have been met.

- (3) The total cumulative effect of the proposed development, when combined with all other existing and anticipated development, will not increase the regulatory flood more than 0.14 of one foot and will not increase flood damages or potential flood damages.

Article 6. Variance Procedures.

Section A. Designation of Variance and Appeals Board.

The Board of Zoning appeals as established by City Council of the City of Tipton shall hear and decide appeals and requests for variances from requirements of this ordinance.

Section B. Duties of Variance and Appeals Board.

The board shall hear and decide appeals when it is alleged an error in any requirement, decision, or determination is made by the Floodplain Administrator in the enforcement or administration of this ordinance. Any person aggrieved by the decision of the board may appeal such decision to the Tipton County Circuit Court.

Section C. Variance Procedures.

In passing upon such applications, the Board of Zoning appeals shall consider all technical evaluations, all relevant factors, all standards specified in other sections of this ordinance, and;

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- (1) The danger of life and property due to flooding or erosion damage;
- (2) The susceptibility of the proposed facility and its contents to flood damage and the effect of such damage on the individual owner;
- (3) The importance of the services provided by the proposed facility to the community;
- (4) The necessity to the facility of a waterfront location, where applicable;
- (5) The availability of alternative locations for the proposed use which are not subject to flooding or erosion damage;
- (6) The compatibility of the proposed use with existing and anticipated development;
- (7) The relationship of the proposed use to the comprehensive plan and floodplain management program for that area;
- (8) The safety of access to the property in times of flood for ordinary and emergency vehicles;
- (9) The expected height, velocity, duration, rate of rise, and sediment of transport of the floodwaters at the site; and,
- (10) The costs of providing governmental services during and after flood conditions, including maintenance and repair of public utilities and facilities such as sewer, gas, electrical, and water systems, and streets and bridges.

Section D. Conditions for Variances.

- (1) Variances shall only be issued when there is:
 - a). A showing of good and sufficient cause;
 - b). A determination that failure to grant the variance would result in exceptional hardship; and,
 - c). A determination that the granting of a variance will not result in increased flood heights, additional threats to public safety, extraordinary public expense, create nuisances, cause fraud or victimization of the public, or conflict with existing laws or ordinances.
- (2) No variance for a residential use within a floodway subject to Article 5, Section E or Section G (1) of this ordinance may be granted.

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- (3) Any variance granted in a floodway subject to Article 5, Section E or Section G (1) of this ordinance will require a permit from the Indiana Department of Natural Resources.
- (4) Variances to the Provisions for Flood Hazard Reduction of Article 5, Section B, may be granted only when a new structure is to be located on a lot of one-half acre or less in size, contiguous to and surrounded by lots with existing structures constructed below the flood protection grade.
- (5) Variances shall only be issued upon a determination that the variance is the minimum necessary, considering the flood hazard, to afford relief.
- (6) Variances may be granted for the reconstruction or restoration of any structure individually listed on the National Register of Historic Places or the Indiana State Register of Historic Sites and Structures.
- (7) Any application to whom a variance is granted shall be given written notice specifying the difference between the base flood elevation and the elevation to which the lowest floor is to be built and stating that the cost of the flood insurance will be commensurate with the increased risk resulting from the reduced lowest floor elevation (See Section E).
- (8) The Floodplain Administrator shall maintain the records of appeal actions and report any variances to the Federal Emergency Management Agency or the Indiana Department of Natural Resources upon request (See Section E).

Section E. Variance Notification.

Any applicant to whom a variance is granted shall be given written notice over the signature of a community official that:

- (1) The issuance of a variance to construct a structure below the base flood elevation will result in increased premium rates for flood insurance up to amounts as high as \$25 for \$100 of insurance coverage; and;
- (2) Such construction below the base flood level increases risks to life and property.

The Floodplain Administrator will maintain a record of all variance actions, including justification for their issuance, and report such variances issued in the community's biennial report submission to the Federal Emergency Management Agency.

Section F. Historic Structure.

Variances may be issued for the repair or rehabilitation of historic structures upon a determination that the proposed repair or rehabilitation will not preclude the structure's

continued designation as an historic structure and the variance is the minimum to preserve the historic character and design of the structure.

Section G. Special Conditions.

Upon the consideration of the factors listed in Article 6, and the purposes of this ordinance, the Board of Zoning appeals may attach such conditions to the granting of variances as it deems necessary to further the purposes of this ordinance.

403 DOWNTOWN OVERLAY DISTRICT: The Downtown Overlay District is intended to provide space for a combination of retail, commercial, office, professional, financial, government and other business uses in areas characterized by older buildings with little or no building setback. Residential uses for upper floors are also permitted with the approval of the Commission provided that appropriate accommodations for parking, access and public safety are demonstrated. Provisions of this ordinance are intended to encourage the maintenance and viability of the Downtown Overlay District and preserve and protect the architectural character of the area(s). The Downtown Overlay district is of special and substantial interest to the public. The purpose and intent of this section is to promote the health, safety, comfort, convenience and general welfare of the public by guiding the growth and development of the area of the Downtown Overlay District and those areas adjacent and adjoining to the Downtown Corridor. It is in the public interest to establish fair, objective and consistent standards for development within the Downtown Overlay District in order to encourage capital investment and economic development; to promote efficient land use and innovative site design; to preserve the natural environment; and to secure the safety and convenience of vehicular and pedestrian traffic. To this end, the architectural design and compatibility of development within the Downtown Overlay District will be considered in the Development Plan approval process. The architectural design of the site and structures must be harmonious with the surrounding natural and built environment and compatible to adjacent land uses. Areas of consideration will be access, intended use, functionality, landscaping, scale and proportion, building materials, architectural features, and aesthetics.

403.01 APPLICATION: The standards and regulations established in this section are applicable to all lots that lie either wholly or partially within the Downtown Overlay District which is described below. Whenever there is a conflict between the requirements of this section and requirements of other sections of the Ordinance, the requirements of this section shall apply. Whenever there is conflict between the requirements of this section and the requirements of any other local, state or federal law, the more restrictive shall apply. Should the City of Tipton determine to establish a Historic Board of Review having jurisdiction over an area encompassing the Downtown Overlay District, or a significant portion thereof, and adopt

a set of standards that they enforce then the Downtown Overlay District would become null and void and the Plan commission would not require development plan review. Upon a Historic Board of Review becoming operational the Plan Commission would then require that applicants for improvement location permits, or change of occupancy permits, first obtain a certificate of appropriateness or equivalent approval from the Historic Board of Review and show evidence thereof.

403.02 DISTRICT BOUNDARIES: The boundaries of the Downtown Overlay District are hereby established as the territory described below which is within City of Tipton Plan Commission jurisdiction and within an area that has the presence of, or historically has had, traditional Downtown type commercial structures or other areas closely geographically and visually related that would adversely affect the character of the Downtown Overlay district if an inappropriate structure not compatible with the district were permitted.

A. The territory of the Downtown Overlay District is described as that area bounded by the following described streets and alleys in the City of Tipton, IN. Beginning at the intersection of Washington Street and East Street; then west on Washington Street to the north/south alley between Main Street and West Street; then south on said alley to the east/west alley between Washington Street and Jefferson Street; then west on said alley to West Street; then south on West Street to the east/west alley between Madison Street and Adams Street; then east on said alley to Independence Street; then north on Independence Street to Madison Street; then east on Madison Street to East Street; then north on East Street to Washington Street, which is the point of beginning.

403.03 Development Plan Review: Prior to the issuance of any improvement location permit or change of occupancy permit within the Downtown Overlay District, a development plan review must be completed in accordance to Section 401.02, Development Plan Review, of this Ordinance. Any construction, reconstruction or land use exempt from Development Plan Review, according to Section 401.02 B is exempt from the standards and regulations of this section.

403.04 Permitted Uses: All land uses which, in accordance with Table A of the Ordinance and the underlying zoning district, are listed as permitted, or special exception and have obtained special exception approval of the Board of Zoning Appeals, are permitted in the Downtown Overlay District, except any uses listed in 406.04 A below.

A. The following uses are not permitted within the Downtown Overlay District:

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Nursing and Retirement Home
Tattoo Parlor
Radio or TV Transmitting Tower
Mobile Homes-When used for Commercial or Industrial Purposes

403.05 Accessory Buildings and Uses: All accessory buildings and uses, which are accessory to a use which is permitted in the Downtown Overlay District, shall be permitted. Accessory buildings and uses must be a part of and constructed in accordance with the approved Development Plan.

403.06 Minimum Standards: All development within the Downtown Overlay District must meet the following minimum standards.

A. Minimum lot area is 15,000. Minimum lot area is calculated as the total horizontal area within the boundaries of a lot.

1. No land, which is within public rights-of-way or public lands or public or private street or access easements, shall be used for computing the minimum lot area.
2. No land, which is within a watercourse, drainage way, channel, stream, designated wetlands or floodway as specified by the Zoning Ordinance, shall be used for computing the minimum lot area.
3. No land, which is under water, other than a temporary detention storage area or ornamental pond, shall be used for computing the minimum lot area.
4. Lots which do not meet the minimum lot area which are within approved subdivisions and lots of record prior to the establishment of the Downtown Overlay District may obtain improvement location permits provided all other standards of the Ordinance can be met, including Development Plan Review, if applicable.

B. Minimum gross floor area is 1,200 square feet, excluding basement or any accessory buildings. Permitted residential dwellings, and accessory buildings need not meet the minimum gross floor area.

C. Minimum height of a principal structure is 14 feet, with a minimum of 12 feet to the lowest eaves for a building with a gable, hip, or gambrel roof.

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D. Minimum lot width is 60 feet. Lots in approved subdivisions and lots of record established prior to the adoption of the Downtown Overlay District need not meet this requirement.

E. Minimum front and side yard setbacks are zero (0) in the Downtown Overlay District in recognition of the traditional character of construction and rear yard setback is 10% of the lot depth as per Table B.

403.07 Maximum Standards: All development within the Downtown Overlay District may not exceed the following maximum standards.

A. Maximum Building Height is as specified in Section 307 of this Ordinance.

403.08 Site Design of the development shall meet the following standards:

A. Landscaping: A landscaping plan shall be submitted with the Development Plan Review Application. The landscaping plan shall be drawn to scale and adhere to all standards and regulations of this ordinance. The variety and types of species are subject to Plan Commission approval.

1. Parking Lot landscaping and screening is required as per section 308.

3. In addition, street trees are required in the Downtown Overlay District to be planted along the frontage of City Streets and State Roads. Deciduous Trees of at least eight (8) feet in height and two and a half (2 1/2) inch caliper at twelve (12) inches above ground at planting are required along the frontage to the street or highway. The species of the trees and spacing is subject to the approval of the Tree Advisory Committee as per Chapter 14, Art. IV, of City Code.

B. Off-Street Parking: An off-street parking plan shall be submitted with the Development Plan Review application. This plan shall be drawn to scale, including dimensions and distances. The off-street parking plan shall adhere to all the standards and regulations of this Ordinance. The Zoning Administrator and/or Plan Commission has the authority to waive parking requirements as per Section 308.02 H.

C. Outdoor Sales and Storage: All outdoor sales and storage shall be in and only in an approved designated area. No outdoor sales or storage shall conflict with the development plan as approved, including parking areas. No sales or storage shall be conducted in any trailer, container, or temporary shelter unless it is a part of the approved Development Plan. All approved outdoor sales and storage shall be appropriately screened.

D. Signage: A signage plan shall be submitted with the Development Plan Review application. This plan shall be drawn to scale, including dimensions and distances. The signage plan shall adhere to all the standards and regulations of this Ordinance. Additionally, there shall be no banners, sandwich boards, flags, pennants, or other temporary signs unless specifically designated in the development plan approval.

1. Freestanding signs, (pole signs) are not permitted in the Downtown Corridor Overlay District for individual businesses.
2. In addition to the building mounted signs as permitted in Section 505.03 a ground mounted sign (monument sign) not to exceed six (6) feet in height or 48 square feet is allowed for businesses located on individual lots that have adequate building setback to accommodate such sign. Other than height and square footage these ground mounted signs are allowed in the same manner as free standing signs are permitted in Section 505.3 C, provided they do not impede vision as per section 306.12 and are not located in the public right-of-way.

E. Building Orientation: All structures shall front onto streets or highways within the defined Downtown Overlay District or give the appearance of a front-like facade.

F. Buried Utilities: Newly installed utility services, and service revisions necessitated by exterior alterations, shall be underground.

403.09 Building Design Standards for the Downtown Overlay District are intended to promote new construction or rehabilitation of existing buildings that are compatible to the traditional downtown buildings.

A. Exterior metal walls shall be prohibited on the walls of all buildings constructed, altered, repaired or used which abut or are adjacent to Downtown or streets intersecting Downtown within the defined Downtown Corridor Overlay District.

B. Building facades may be constructed from masonry, as defined below or other materials or products which provide the same desired stability and quality, such as composite stone, plaster, or Dryvit. Buildings that face two streets or highways must treat both elevations as facades. Wood treatment or similar appearing material framing windows and doorways and used as architectural accents is permitted.

1. Masonry Construction: Includes all masonry construction which is composed of solid, cavity, faced, or veneered-wall construction, unless otherwise approved by the Plan Commission or its duly designated representative.

- a. Stone material used for masonry construction may consist of granite, sandstone, slate, limestone, marble, or other hard of durable all-weather stone. Ashlar, cut stone, and dimensioned stone construction techniques are acceptable.
- b. Brick material used for masonry construction shall be composed of hard fired (kiln-fired) all-weather standard size brick or other all-weather facing brick.
- c. Concrete finish or precast concrete panel (tilt-wall) construction shall be exposed aggregate, brush-hammered, sand blasted, or other concrete finish as approved by the Plan Commission or its duly appointed representative.
- d. Split-face concrete block may be used on building facades only as approved by the Plan Commission or its duly appointed representative but shall not exceed 10 (ten) percent of the wall surface.
- e. Concrete block is not considered an acceptable material for building facades.

C. Roofing and Mechanical Equipment: The materials and finishes of exposed roofs shall compliment the exterior walls. An exposed roof shall be defined as that portion of the roof that is visible from Downtown or roads intersecting Downtown within the defined Downtown Corridor Overlay District.

1. Standing-seam metal roofs of a complimentary color are permitted.
1. Roof mounted equipment on exposed roofs shall be screened from view.
2. All building mechanical and electrical equipment located adjacent to the building and visible from a public thoroughfare or a residentially zoned district or use shall be screened from

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view. Such screens or enclosures shall be treated as an integral part of the building's appearance.

3. Flat roofs are the preferred building style. Gable walls facing the street are discouraged as are hip roof and gambrel roof construction.

D. Buildings that adjoin or would adjoin other existing two story buildings in zero side yard setback configurations shall be two story structures.

APPENDIX K: HIGHWAY CORRIDOR OVERLAY ORDINANCE EXAMPLE



Henry County, Indiana Zoning Ordinance**SECTION 16.0 ZONING: CORRIDOR OVERLAY DISTRICT****16.1 PURPOSE, INTENT, AUTHORITY AND APPLICATION****A. Purpose**

It is the purpose of this Section to establish standards for the design of sites, buildings, structures, plantings, signs, street hardware and such other improvements that are visible to the public and affect the physical development of land within the Corridor Overlay District.

B. Intent

These standards are intended to promote high quality, creative development that will combine imagination, innovation and variety in the appearance of buildings and sites in the Corridor Overlay District. These standards are further intended to preserve and enhance property values and to promote the public health, safety and welfare by providing for consistent and coordinated treatment of the property encompassed by the Corridor Overlay District.

C. Significance

The significant corridor serves as the primary entrance to the City of New Castle and is expected to experience increasing pressure for commercial development in the future. Future development of this highly visible corridor will dramatically change the image of the County. The visibility and accessibility of the land within the Corridor Overlay District command the highest standards of development that stimulate substantial capital

investments, encourage efficient land use, promote coordinated development, permit innovative site designs and preserve the integrity of the roadways within the corridor.

D. Application

This Ordinance shall apply to all development in the Corridor Overlay District, excluding one- (1-) family residential and agricultural structures, projects or Developments.

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16.2 PLANNING COMMISSION APPROVAL

A. Approval by the Planning Commission or its duly appointed or designated representative shall be required for any proposed Development Plan or structure or structural alteration within the Corridor Overlay District. Planning Commission approval of the architectural design, landscaping, drainage, sewerage, parking, signage, lighting and access to the property shall be necessary prior to:

1. The establishment of any use of the land in the Corridor Overlay District;
2. The issuance of any improvement location permit in the Corridor Overlay District;
3. The erection, construction or structural alteration of any building(s) in the Corridor Overlay District; or
4. Modification or revision of any Site Development Plan in the Corridor Overlay District.

B. The Planning Commission, in reviewing applications in the Corridor Overlay District, shall examine factors concerning the site, Site Plan and the surrounding area, which include, but are not limited to, the following items:

1. Topography;
2. Zoning on site;
3. Surrounding zoning and existing land use;
4. Roads, streets, curbs, gutters and sidewalks;
5. Access to public roads or streets;
6. Driveway and curb cut locations in relation to other sites;
7. General vehicular and pedestrian traffic;
8. Internal site circulation;
9. Special and general easements for public or private use;
10. On-site and off-site surface and subsurface storm and water drainage;
11. On-site and off-site utilities;
12. The means and impact of sanitary sewage disposal and water supply technique;
13. Dedication of roads, streets and rights-of-way;
14. Proposed protective restrictions or covenants and/or recorded commitments;

15. Provisions for adequate and acceptable setbacks, lighting, signage, screening, landscaping and compatibility with existing platted residential uses; and

16. Any effects the proposed project might have on the entire Corridor Overlay District.

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16.3 BUILDING DESIGN STANDARDS**A. General Standards**

1. All structures will be evaluated on the overall appearance of the project and shall be judged on the quality of their design and their relationship to the surrounding area.
2. The quality of design goes beyond the materials of construction to include scale, mass, color, proportion and compatibility with adjoining developments.
3. Colors shall be harmonious and only the use of compatible accents shall be permitted.
4. Building components, such as windows, doors, eaves and parapets, shall have good proportions and relationships to one another.
5. In any design in which the structural frame is exposed to view, the structural materials shall be compatible within themselves and harmonious with their surroundings.
6. Monotony of design in single- or multiple-building projects shall be avoided. Variation of detail, form and siting shall be used to provide visual interest. In multiple building projects, variable siting of individual buildings may be used to prevent a monotonous appearance.

B. Architectural Design Requirements

1. Exterior metal walls shall be prohibited on all buildings erected, constructed, altered, repaired or used in these Corridor Overlay District that abut or are adjacent to significant corridors. Exceptions to this requirement may be permitted on a case-by-case basis by the Planning Commission or its duly appointed or designated representative.

2. Building facades may be constructed from masonry or glass, as defined below, or other materials or products that provide the same desired stability and quality. Products other than those listed below must be approved by the Planning Commission or its duly appointed or designated representative.

- a. Masonry construction shall be of the types composed of solid, cavity, faced or veneered-wall construction, unless otherwise approved by the Planning Commission or its duly appointed or designated representative.

- (1) Stone material used for masonry construction may be composed of granite, sandstone, slate, limestone, marble or other hard and durable all-weather stone. Ashlar, cut stone and dimension stone construction techniques are acceptable.

- (2) Brick material used for masonry construction shall be composed of hard-fired (kiln-fired), all-weather, standard size brick or other all-weather facing brick.

- (3) Concrete finish or precast concrete panel (tilt wall) construction shall be exposed aggregate, bush-hammered, sand blasted or other concrete finish as approved by the Planning Commission or its duly appointed or designated representative.

- b. Glass walls shall include glass curtain walls or glass block construction. "Glass curtain wall" shall be defined as an exterior wall that carries no floor or roof loads and that may consist of a combination of metal, glass and other surfacing material supported in a metal framework.

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3. The materials and finishes of exposed roofs shall compliment those used for the exterior walls. Exposed roofs shall be defined as those portions a roof visible from five (5) feet above ground level of a corridor trafficway.

4. Roof-mounted equipment on exposed roofs shall be screened from view. The appearance of roof screens shall be coordinated with the building to maintain a unified appearance.

5. All building mechanical and electrical equipment located adjacent to the building and visible from a public trafficway or a residentially zoned or used area shall be screened from view. Such screens and enclosures shall be treated as integral elements of the building's appearance.

6. The exposed walls and roofs of buildings shall be maintained in a clean, orderly and attractive condition, free of cracks, dents, punctures, breakage and other forms of visible marring. Materials that become excessively faded, chalked or otherwise deteriorated shall be refinished, repainted or replaced.

7. Refuse and waste removal areas, loading berths, service yards, storage yards and exterior work areas shall be screened from view from public ways.

8. All accessory buildings shall be constructed with materials that are similar to and compatible with materials used in the principal structure.

C. Relationship of Buildings to Site

1. The site shall be planned to accomplish a desirable transition from the streetscape and to provide for adequate planting, safe pedestrian movement and parking area.

2. Site planning in which setbacks and yards are in excess of zoning restrictions is encouraged to provide an interesting relationship between buildings.

3. Parking areas shall be treated with decorative elements, building wall extensions, plantings, berms or other innovative means so as to attractively landscape and/or screen parking areas from view from public ways.

4. Without restricting the permissible limits of the applicable zoning district, the height and scale of each building shall be compatible with its site and existing (or anticipated) adjoining buildings.

5. Newly installed utility services and service revisions necessitated by exterior alterations shall be underground.

D. Building Orientation

All structures shall be sited to front onto Corridor Trafficways (as herein defined) or give the appearance of a front-like facade on Corridor Trafficways.

E. Minimum Building Height

All uses shall have a minimum building height of fourteen (14) feet with a minimum of seven (7) feet to the lowest eaves for a building with a gable, hip or gambrel roof.

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F. Minimum Gross Floor Area

All non-residential buildings shall have a minimum of two thousand (2,000) square feet of floor area, excluding the floor area of any basement or any accessory building(s). Exceptions to this requirement may be made on a case-by-case basis by the Planning Commission or its duly appointed or designated representative. Accessory buildings shall not be used in the computation of floor area. Accessory buildings need not meet the minimum floor area requirement.

16.4 SIGNAGE STANDARDS

A. Signage shall be designed to be an integral part of the architectural and landscaping plans. The colors, materials and styles of signage shall be architecturally compatible with and accentuate the buildings and landscaping on the site. The colors, materials and lighting of every sign shall be restrained and harmonious with the building and site to which it principally relates.

B. All signs, except private traffic direction signs, are prohibited in the required greenbelt areas.

C. Private traffic direction signs and pavement markings for the direction and control of traffic into, out of and within the site shall conform to the Manual on Uniform Traffic Control Devices as published by the Indiana Department of Highways.

D. The integration of project signage to identify multiple businesses is encouraged.

E. Off-premises signage shall be prohibited in the Corridor Overlay District.

F. All on-premises signage shall conform to the standards and requirements of the underlying zoning districts except that individual pole signs shall not be permitted in the Corridor Overlay District.

1. There shall be a minimum spacing of two hundred (200) feet between ground signs located along significant corridors.

2. In no instance shall pole signs for multiple businesses, strip commercial centers or strip business centers exceed two hundred (200) square feet of copy area.

G. Every sign shall have good scale and proportion in its design and in its visual relationship to

buildings and surroundings.

H. The number of graphic elements on a sign shall be held to the minimum needed to convey the sign's major message and shall be composed in proportion to the area of the sign face.

I. Each sign shall be compatible with the signs on adjoining premises and shall not compete for attention.

J. Identification signs of standardized design such as corporation logos shall conform to the criteria of all other signs.

K. No portable or flashing signs shall be permitted in the Corridor Overlay District.

16.5 PARKING REQUIREMENTS

Efforts to break up large expanses of pavement are to be encouraged by the interspersing of appropriate planting areas wherever possible. The number of parking spaces required is as Zoning Henry County Development Code

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established in Section 11.6 of this Ordinance, depending upon the zoning and the intended land use.

16.6 LIGHTING REQUIREMENTS

A. In reviewing the Lighting Plan for a lot proposed to be developed in the Corridor Overlay District, factors to be considered by the Planning Commission shall include, but are not limited to, the following:

1. Safety provided by the lighting;

2. Security provided by the lighting;

3. Possible light spillage or glare onto adjoining properties or roads or streets. Downshielding is encouraged and spillage or glare onto adjoining properties is prohibited;

4. Attractiveness of the lighting standards and their compatibility with the overall treatment of the property;

5. Height and placement of lighting standards considering the use; and

B. Exterior lighting, when used, shall enhance the building design and the adjoining landscape.

1. Lighting standards and building fixtures shall be of a design and size compatible with the building and adjacent areas.

2. Lighting shall be restrained in design and excessive brightness avoided.

16.7 ACCESS TO INDIVIDUAL SITES

The Corridor Trafficways, by their functional nature as primary thoroughfares, must have reasonable restrictions as to the number and location of access points within the Corridor Overlay District.

Therefore, in order to provide safe and sufficient traffic movement to and from adjacent lands and to protect the functional integrity of the corridor's primary thoroughfares, in many cases frontage roads, access roads and distributor roads will have to be built.

Such roads shall be coordinated with those of contiguous lots and designed to preserve the aesthetic benefits provided by the greenbelt areas. Access at the side or rear of buildings is encouraged. New access points onto the primary thoroughfares in the corridors shall be coordinated with existing access points whenever possible. The following curb cut policy shall apply throughout the Corridor Overlay District:

Curb cuts shall be spaced a minimum of four hundred (400) feet apart. No curb cuts shall be located within two hundred (200) feet of any intersection of public roads or streets. Opposing curb cuts shall align squarely or be offset a minimum of two hundred (200) feet.

16.8 ACCESS TO POTENTIAL DEVELOPMENT SITES

Stub roads or streets shall be built in all cases where adjacent lots have reasonable potential for development. Reasonable potential shall include any adjacent parcel of adequate size for Henry County Development Code Zoning

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commercial or residential development or any adjacent parcels determined by the Planning Commission or its duly appointed or designated representative.

16.9 OTHER STANDARDS

A. Outside Storage Prohibited

No outside, unenclosed storage of refuse or recyclable material (whether or not in containers) or display of merchandise shall be permitted on any lot. All refuse or recyclable material shall

be contained completely within the principal or accessory building(s) or screened from view by an appropriate enclosure. Exceptions to this requirement may be made on a case-by-case basis by the Planning Commission or its duly appointed or designated representative.

B. Loading Berth Requirements

Loading berth requirements shall be as specified in the underlying Zoning District(s), except that any loading or unloading berth or bay shall be screened from view beyond the site by landscaping or other screening.

C. Accessory Buildings and Uses

All accessory buildings and uses that are permitted in the underlying zoning district(s) shall be permitted within the Corridor Overlay District, except that any detached accessory building(s) on any lot shall be architecturally compatible with the principal building(s) with which it is associated. All accessory buildings shall have roofs.

D. Paving Requirements

All parking areas shall be finished with a hard surface such as hot asphaltic concrete or Portland cement concrete.

Source:

http://www.henryco.net/attachments/050_D_Title%201%20Zoning.pdf