

ELLETTSVILLE AREA  
RURAL COMMUNITY PLAN

ADOPTED JULY 11, 2003

MONROE COUNTY PLAN COMMISSION

## **ACKNOWLEDGMENTS**

The preparation of this plan was carried out by the staff of the Monroe County Planning Department with the guidance, direction, and assistance of all mentioned below:

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	NHD - National Hydrography dataset	
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	FEMA - Federal Emergency Management Agency	
	NWI - National Wetlands Inventory	
	NRCS - Natural Resources Conservation Service	
	IGS - Indiana Geologic Survey	
	USFWS - United States Fish and Wildlife Service	
IV.	Notes: Some graphics contained in this plan are adapted from graphics contained in the following publications:	
	<ul style="list-style-type: none"> <li>• Crossroads, Hamlet, Village, Town: Design Characteristics of Traditional Neighborhoods, Old and New - Randall Arendt (1999)</li> <li>• New Urbanism: Comprehensive Report &amp; Best Practices Guide - New Urban News (2002)</li> <li>• Rural By Design - Randall Arendt (1994)</li> <li>• Visions for a New American Dream - Anton Nelessen (1993)</li> </ul>	

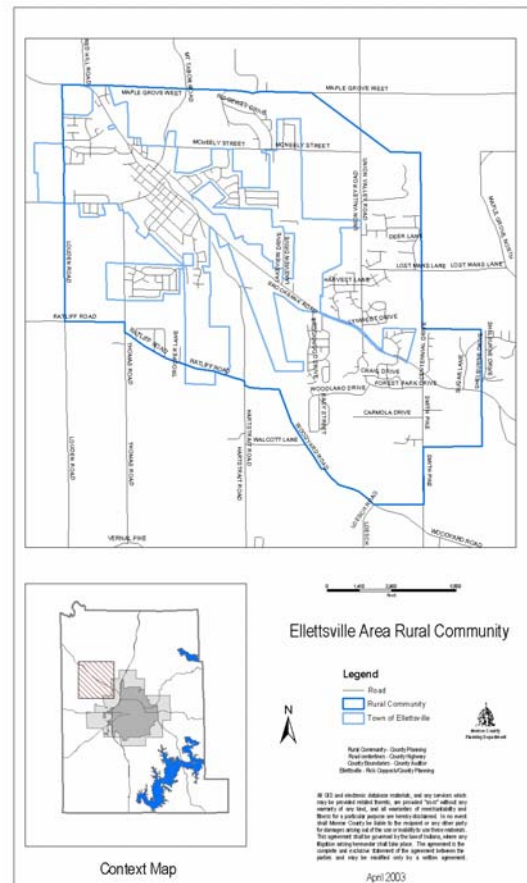
## SECTION I: EXECUTIVE SUMMARY

The Monroe County Comprehensive Plan (adopted by the County Commissioners on February 2, 1996) is the blueprint for future land use development in the unincorporated portions of Monroe County. A central element of this plan is the development of a number of focused rural community plans. Each of the plans takes the vision, goals, and preferred development patterns in the comprehensive plan and applies them in a more detailed manner within each of the county's existing rural communities. The Ellettsville area which includes the Town of Ellettsville and the surrounding area bounded by Ratliff Road and Woodyard Road to the south, near Maple Grove to the east, near West Maple Grove Road to the north, and near the town limits to the west, is the subject of the plan developed within this document.

### Planning Issues

The Monroe County Comprehensive Land Use Plan describes a county that will continue to grow and develop, but in a more managed way than has been the case historically. Growth will primarily occur within the City of Bloomington, guided by the city's Growth Policies Plan; in appropriate areas in the Bloomington fringe, guided by the County's Comprehensive Plan; within the Town of Ellettsville, guided by the town's Comprehensive Plan, and within the existing small rural communities located throughout the county, each guided by its own rural community plan. The remaining portions of the county will remain rural with very low residential densities, active agricultural lands, mineral extraction operations, and logging activities, as well as substantial areas of open space. The comprehensive plan proposes this development pattern for a number of reasons, including wise management of limited resources, protection of the natural and man-made environment, and capitalizing on existing public and private investments.

In addition to promoting growth and development within the rural communities, the comprehensive plan seeks to maintain the traditional character of these areas. It is proposed that this be achieved by promoting development that furthers the traditional growth pattern; that is, neighborhood-focused, compact in physical form, densities of two to eight dwelling units per acre, and mixed, but with a continued emphasis on single family residences. Like wise, it is envisioned that public investment in facilities such as roads, sewers, and water lines will further promote this development pattern.



## Planning Process

The planning process employed in the development of the Ellettsville area rural community plan actually began in 1996, with the adoption of the Monroe County Comprehensive Plan and the guiding principles for development within the rural communities. These principles formed the foundation of the development of this current planning effort, which began in late 2001.

The first step in the process was to identify the planning area for Ellettsville, based in part on the comprehensive plan. The basic limits of the planning area were formed by natural and man-made boundaries. The next step in the process was to collect data on existing conditions. Various county records, windshield surveys, GIS information, and interviews with governmental and utility representatives were conducted and used to compile data.

The final major collection/consultation step included meetings with the representatives of various service providers identifying development and infrastructure strengths and weaknesses for the planning area. This information along with the existing conditions and trends, helped ensure that the remainder of the planning process was grounded in current reality.

A task force was formed from community leaders, area land owners, and citizens interested in the planning process to help gain an understanding of the thoughts and concerns of the members of the Ellettsville area community. A community survey was created to reveal the perception of existing conditions and trends for the planning area. Surveys were distributed by the planning department throughout the planning area, in locations including the Ellettsville branch of the Monroe County library, the Endwright Community Center, and a local grocery store. In May 2002, a multi-day community workshop was conducted at the Ellettsville branch of the Monroe County library. This workshop allowed area residents an opportunity to further discuss issues, opportunities, goals, and development patterns. This workshop also allowed the planning staff, task force members, and the plan commission time to engage in focused discussions with service providers, business owners, and others. The workshop culminated in a final presentation that discussed the draft goals and preferred development pattern. This preferred development pattern forms the basis of the future land use map and policies.

Following the workshop, the task force reconvened to discuss the results and to review the draft plan. In December of 2002, a public meeting was held in the Ellettsville branch of the Monroe County library to present the draft plan to area residents and to solicit comments on the same. The plan was the subject of public hearings before the plan commission and the county commission in May and June before its final adoption.

## Planning Proposal

The Ellettsville area rural community plan proposes to:

- ☐ Enhance existing development through the introduction of missing neighborhood

elements including open space, mixed uses, and interconnecting transportation facilities

- ❑ Enhance the SR 46 Corridor through improved site design, access management and landscaping and facilitate the introduction of a mix of uses and to better link the corridor to adjoining neighborhoods
- ❑ Establish a green corridor consisting of open space and alternative transportation opportunities along the Monon Rail Corridor and Jacks Defeat Creek
- ❑ Maintain a discernable edge consisting of low density, large lot residential development along the perimeter of the rural community
- ❑ Continue focusing new employment activities, such as manufacturing and processing within current locations and within the business and industry overlay located west of town.
- ❑ Provide business opportunities within new and existing neighborhoods in a unified and compatible manner
- ❑ Coordinates future growth and development activities with the Town of Ellettsville

#### Plan Implementation and Maintenance

Successful implementation of the Ellettsville area rural community plan largely depends upon the development of public-private partnerships where public and private interests seek the same goals and where local ordinances and development standards are developed in a manner that is sensitive to local needs.

While private development interests will be responsible for most of the new building activities in the area, the public will remain primarily responsible for infrastructure operation and maintenance, limited construction activities, and the provision of financial incentives. The plan commission will continue to be responsible for the timely review of development proposals and for the development and adoption of local appropriate ordinances and development standards.

The plan commission is responsible for monitoring both the planning context and the implementation of the plan over time. This monitoring will help ensure that the goals and policies remain valid given the current planning context and will allow the commission opportunities to make adjustments to identified development areas, goals, and implementation actions when appropriate. To this end, the plan includes monitoring and maintenance actions and a schedule identifying responsible parties and times such action will occur. Further, the plan proposes the establishment of a permanent rural community advisory committee that would assist the plan commission in its monitoring efforts.



## SECTION II: INTRODUCTION

The Ellettsville Area Rural Community Plan represents the culmination of more than one year's worth of work by the Monroe County Planning Department, with assistance from a task force composed of area officials and residents. It reflects the plan commission's commitment to managing the future growth of Monroe County in a manner that is responsible and promotes development within the existing rural community, while maintaining the area's unique characteristics. The plan outlines the preferred future for the physical development of the Ellettsville area and a comprehensive methodology for realizing such a future. In recognition of the need to monitor changes in context, assumptions, and goals over time, the plan is intentionally flexible, in that it allows adjustments when necessary and appropriate.

### Plan Purpose

The fundamental purpose of the Ellettsville Area Rural Community Plan is to manage the area's physical development in a manner consistent with the adopted Monroe County Comprehensive Land Use Plan. Indiana Code Title 36, Article 7, as amended gives the plan commission the authority to prepare plans for areas within its jurisdiction and to forward such plans to the board of county commissioners for adoption. Upon adoption, this plan will serve as an important advisory guide to the plan commission, the board of county commissioners, and others regarding the future physical development of the Ellettsville area.

In this effort, the Planning Department sought to achieve the following:

- ☐ Develop a plan that is consistent with the guiding principles, vision, and goals established in the Monroe County Comprehensive Land Use Plan
- ☐ Develop a plan that realistically interprets and reflects the current planning context and existing conditions present in the Ellettsville area
- ☐ Foster cooperation and coordination among various interests dealing with the physical development of the area, including property owners, development interests, service providers, and residents
- ☐ Respond to the aspirations and goals of the Town of Ellettsville, area residents, and business owners.

This plan will serve the residents of the Ellettsville area as well as all of the residents of Monroe County by:

- ☐ Providing a comprehensive means of integrating proposals that meet future needs regarding physical development of the area
- ☐ Serving the official advisory policy statement for encouraging orderly and efficient use of land for residences, businesses, industry, agricultural activities, and open space, and for coordinating these uses of land with each other, with the rest of the county, and with necessary public facilities and services.

- ☐ Creating a logical basis for the development of appropriate zoning, subdivision control, public improvement plans, and for guiding the work of various public and private interests dealing with the physical development of the area
- ☐ Providing a means for private interests to determine how they may relate their projects to established county planning policies
- ☐ Offering a means of relating the plan for the Ellettsville area to the Monroe County Comprehensive Land Use Plan.

### Plan Structure

The Ellettsville Area Rural Community Plan can be readily broken into four basic components. These components are as follow:

- ☐ Analysis of Existing Conditions (Sections III and IV)
- ☐ Establishment of Preferred Future (Sections V, VI, and VII)
- ☐ Identification of Implementation Program (Section VII)
- ☐ Development of Monitoring and Maintenance Program (Section IX)

The first component involved an analysis of existing conditions. This analysis included an in-depth review of the Monroe County Comprehensive Plan and other applicable public policy statements. This step was followed with a review of county records, collection and analysis of data on environmental features, and interviews with governmental/utility representatives.

This component resulted in a comprehensive summary of current strengths, weaknesses, opportunities, and other planning issues present within the Ellettsville area. Trends were identified and basic projections on such features as population growth and construction activities were prepared. This information helped the planning department frame the current planning issues and opportunities that the plan would address. Further, this information served as a foundation upon which goals and preferred development patterns would be based. The information developed in this component is further discussed in Sections III and IV of this plan.

The second component involved the establishment of a preferred future development pattern. The planning department worked in concert with the plan commission and a task force composed of area officials and residents to develop a set of goals that addressed the identified issues and opportunities. These goals also adhered to the principles established in the comprehensive plan and respected local preferences. Development alternatives were then evaluated in light of the established principles and goals. Ultimately a preferred development pattern was defined and a future land use map with corresponding development guidelines and a public investment program was developed.

This component involved several meetings with the Monroe County Plan Commission, the Monroe County Comprehensive Plan Committee, members of the task force, and numerous

public service providers. A survey was prepared by the planning department and distributed in an effort to further engage area residents. Finally, a multi-day workshop was conducted to fine tune the goal statements, to discuss development alternatives, and to finalize a preferred development pattern. The information developed in this component is further discussed in Sections V, VI and VII of this plan.

The third component involved the development of an implementation program. This component focuses on the logistics of the plan, that is, what will need to be done, when, and by whom. Implementation actions are identified that are short-term and long-term in nature and that are to be implemented by both public and private interests. This component of the plan is constrained because of current fiscal realities and is grounded in the identified existing conditions. The information developed in this component is further discussed in Section VIII of this plan.

The final component involved the development of a monitoring and maintenance program. This component identified how the planning context and the plan's implementation actions will be monitored over time and how adjustments to the plan and its identified actions will be made when necessary. This component envisions a permanent role for members of the local community. The information developed in this component is further discussed in Section IX of this plan.

### SECTION III: PLANNING CONTEXT

Any planning effort is greatly influenced by the current public, political, and physical context. In many ways this plan represents the way the county will respond to the influences that comprise the current context in the Ellettsville area. The following presents an overview of the current planning context.

#### Regional Context

The Ellettsville area is located in the northwestern portion of Monroe County, which is located in south central Indiana, south of the Indianapolis metropolitan area. Though Indianapolis exerts some influence on Monroe County, and thus the Ellettsville area, as a source of markets for locally made goods, as a source of employment, as the location of major transportation and cultural facilities, and as the seat of state government, Monroe County has always maintained a separate and distinct character. With the presence of Indiana University and a robust local economy, most residents of Monroe County and the Ellettsville area work, shop, and recreate within the county. Ellettsville's location in western Monroe County further reinforces this tendency.

#### Natural Features



The hills, streams, and geology of the Ellettsville area provide the physical character of the area and have for generations dictated the location and type of land uses present. Stone, specifically Salem Limestone was the primary reason for the establishment and early growth of Ellettsville. Dimension

limestone quarried from the surrounding areas was brought to the Ellettsville area to be milled into architectural components for some of the most important buildings in Indiana and throughout the nation. Though diminished in its significance, stone milling remains an important element of the Ellettsville economy; most recently stone used in the reconstruction of the Pentagon was milled locally in Ellettsville.

The Jacks Defeat Creek floodplain and the terraces located adjacent to the floodplain, has for decades contained much of the urban development of the area, with lower density development and strip commercial areas radiating east and west out from the town along local transportation corridors more recently. Surrounding agricultural lands have served as a greenbelt of working farms, farmhouses, and open space. The surrounding agricultural lands and quarries provided a distinct edge to the Ellettsville community for much of the nineteenth and twentieth centuries.

The continued use and protection of the natural features that are present in the Ellettsville area is essential if the traditional character of the area is to be protected and if the goals of the rural community plan are to be realized.

INSERT RURAL COMMUNITY MAP HERE

## People

No force has impacted the character and land use of the Ellettsville area more than the people that call it home or that operate a local business. For generations the physical shape of the area has been altered by human use of the land. Historically, residents of the Ellettsville area made their living close to home on farms, in factories, shops, and quarries. Today, most Ellettsville residents work elsewhere in Monroe County or in the surrounding region. The ability for some of the area residents to be employed or to operate businesses within Ellettsville, while continuing to make responsible land use and development decisions, is integral to the success of the rural community plan.

## Heritage

The Ellettsville area has been inhabited by people since the earliest days of Monroe County. Historically, the area was largely self-sufficient, locally producing and consuming what was needed, though linked to the greater region through trade activities. Numerous physical remnants of this heritage abound. Roads, creeks, and ridges are named after early settlers, and old churches, homes, and cemeteries remain as tenuous links to this past. If this heritage is to be protected, choices must be made regarding land use and development patterns that contribute to, rather than detract from, the traditional pattern and character of the area.



## Transportation

Transportation networks have always exerted tremendous influence on the Ellettsville area. Originally this network consisted of little more than paths and dirt roads. Slowly, this network grew to include all-weather county roads and rail service. Eventually rail service ceased and county roads were improved and SR 46 was built and later improved into a major transportation facility. Efficient and dependable transportation networks have helped Ellettsville farmers, factories, and merchants get their products to market, have allowed residents access to jobs and shopping outside of the area, and enabled access for visitors and tourists. Wise development and maintenance of the transportation network can continue to help Ellettsville bolster economic growth and improve safety. Poor management of this system could undermine the vitality of the area and diminish many of the actions contained in this plan.

## Public Services

The lack of reliable wastewater collection and treatment once significantly limited the growth and development of the Ellettsville area. Enhancement of public facilities in recent years created the potential to enhance efforts at expanded growth and development. However, the provision of this valuable service is fragmented, with three separate providers. In recent years interaction

between these service providers has proven problematic and has at times negatively impacted development efforts. Similar to the transportation network, the careful and deliberate expansion of public services could shape the area in a way that enhances prosperity and retains the area's historic character and traditional development pattern. Poorly planned expansions of these facilities could diminish the successful implementation of the plan and compromise the integrity of the area's character and traditional development pattern.

### Economy and Development

The Ellettsville area economy has always been dominated by businesses serving area residents, though at various times in its history the area has included basic employment activities that exported products or services to outside markets. As the area's population has increased and as area residents became more mobile and business practices changed, business activities have grown considerably in the area. This growth has primarily occurred in the vicinity of SR 46 rather than in or near the traditional business district. Basic employers including Cook Group, Inc., Bybee Stone, and Smithville Telephone continue to provide employment opportunities locally.

Residential development within the traditional core of Ellettsville peaked in the early portions of the twentieth century. Areas outside of the core have, over the past few decades, experienced substantial residential growth. Most of this new development occurred in sizeable low density single family residential subdivisions at the edges of the town along county roads. For the comprehensive plan's vision to be fully realized, new residential and business development must continue in the Ellettsville area. It is equally significant that such development be consistent with the principles established in the plan and reinforces the traditional land use and development pattern.

### Local Citizenry and Governance

The Town of Ellettsville is the center of the Ellettsville area rural community. Though the rural community is much larger than the town itself, the town continues to play a central role in fire protection, provision of wastewater and drinking water services, and the provision of recreation opportunities. Area residents continue to utilize "downtown" Ellettsville facilities including the library and post office. Likewise, area residents are often members of churches and organizations within town and shop or eat at local establishments. Perhaps most importantly, the town maintains the authority to annex large portions of the rural community. It is therefore imperative that the county and town continue to work for what is in everyone's mutual best interest.

Ellettsville area residents must continue to play an active role in the growth and development of the area. Residents must fully understand how change and growth of the Ellettsville area impacts the remainder of Monroe County. Residents should be given a strong voice in decisions affecting the area. This could include deliberative discussions, town hall meetings, greater use of community volunteers, and committee membership for area residents. These efforts should

supplement formal public hearings, elections, and newspaper advertisements as the primary tools for community participation, so that the community can become a more active partner in the growth and development of Monroe County.



## SECTION IV: EXISTING CONDITIONS

A thorough understanding of current conditions serves as a baseline for monitoring change over time as well as informing the development of goals and strategies. This section of the plan is presented as a “snapshot” of the current conditions in the Ellettsville area. It is not intended as an exhaustive inventory of all aspects of the community. An overview of specific features present in the area, with a brief description of the issues or opportunities that are relevant to this planning effort is given. The majority of the information contained in this section was drawn from existing data sources. The information was supplemented where appropriate with original research performed by the planning department.

### Natural Features

Three basic features comprise much of the physical form of the Ellettsville area. These features include the geology and associated soils, waterways, and topography. Other features present in the area, but less significant in their contribution to the area's physical form include the flora (plant life) and fauna (animal life).

#### *Geology and Associated Soils*

The Ellettsville area is located in part of what is known as the Mitchell Plain. The plain consists generally of rolling plains with many sinkholes and some highly dissected areas of bedrock, particularly in areas along streams. The area immediately west of Ellettsville is located in what is referred to as the “Glacial Lake Flatwoods”, which is a large flat area that was formed at the margin of a glacier. Much of the Ellettsville area is characterized by fractured rocks, sinkholes, caves, and springs, as well as broad ridgetops and gently rolling plains. Limestone is the main type of rock found in the Mitchell Plain, with soil types being Bedford, Caneyville, Caneyville Variant, Corydon Variant, Crider, and Hagerstown. Soil types in the area west of Ellettsville include Alford, Chetwynd, Hickory, Parke, Peoga, Princeton, Ryker, Zipp, and Zipp Variant.

Three general soil series dominate the Ellettsville area; Crider-Caneyville and Peoga-Bartle, and Ryker-Hickory. Crider soils are characterized by generally deep to moderately deep soils, gently sloping to strongly sloping, well drained soils formed in loess and residuum from the underlying limestone, and are generally located on uplands. These soils tend to be productive for a variety of agricultural products including corn, soybeans, and wheat, as well as being appropriate for the growth of grasses and hay. This pattern of agriculture can be seen on properties to the south of the Ellettsville. These soils represent some constraints to urban development particularly due to steep slopes, thin soils, and moderate limitations for on-site wastewater treatment. Caneyville soils are characterized by generally deep to moderately deep, gently sloping to strongly sloping, well drained soils formed in loess and residuum from the underlying limestone, and are generally located on uplands. These soils tend to be most appropriate for the growth of grass and hay rather than corn, soybeans, or wheat. This pattern of agriculture can be seen on several of the properties located to the northeast of Ellettsville. These soils represent some constraints to urban development, particularly due to steep slopes, susceptibility to erosion, and severe limitations for

on-site wastewater treatment.

Peoga soils are characterized by deep, poorly drained, slowly permeable soils formed in loess and are generally located on broad glacial lake plains and on low alluvial terraces. The soils tend to be productive for the production of many agricultural products including corn, soybeans, wheat, and hay. This pattern of agriculture is evident throughout the area west of Ellettsville. These soils represent severe constraints to urban development, particularly due to the tendency to retain water and the severe limitations for use of on-site wastewater treatment. Bartle soils are characterized by moderately deep to fragipan, poorly drained soils formed in alluvium and are generally located on broad terraces. The soils tend to be productive for the production of many agricultural products including corn, soybeans, wheat, and hay. This pattern of agriculture is evident in a few areas to the west of Ellettsville. These soils represent severe constraints to urban development, particularly due to the tendency to retain water and the moderate limitations for use of on-site wastewater treatment.

Ryker soils are characterized by deep, well drained, moderately permeable soils formed in loess and residuum from limestone and are generally located on uplands. The soils tend to be productive for grasses and hay and less so for corn, soybeans, or wheat. These soils represent moderate constraints to urban development, primarily due to excessive slope and the moderate limitations for use of on-site wastewater treatment. Hickory soils are characterized by deep, well drained, moderately permeable slopes formed in glacial till and are generally located on uplands. The soils tend to be fairly unproductive for most agricultural products. These soils represent moderate constraints to urban development, primarily due to excessive slope and the moderate limitations for use of on-site wastewater treatment.

### *Waterways*

Jacks Defeat Creek, a tributary of the White River is the dominant water feature in the Ellettsville area, combining with the areas geology to shape much of the topographic relief in the area. The Jacks Defeat Creek watershed encompasses essentially the entire Ellettsville area rural community, with the headwaters reaching near the western edge of the City of Bloomington. Fairly narrow sections of floodplain adjoin much of the creek as it traverses the Ellettsville area, at times providing dramatic scenes as it passes farms and along stone outcroppings.

Due in part to the narrow floodplain and the sizeable elevation changes from its headwaters to its mouth at the White River, Jacks Defeat Creek can experience periods of flash flooding. Unfortunately, much of the Town of Ellettsville and much of the areas most significant infrastructure lie within its path.

Other waterways include portions of the headwaters of McCormicks Creek and several unnamed tributaries. Much of the area is also dotted with sinkholes that retain water. Portions of the Jacks

INSERT TOPO MAP

INSERT NATURAL FEATURES MAP

Defeat Creek floodplain and unnamed tributaries and the Flatwoods area contain wetlands of various sizes and types, though many have been significantly altered through agricultural practices and urbanization.

### *Topography*

The topography of the Ellettsville area is a result of geologic forces and forces associated with water and weather patterns. Topographic relief is the most significant natural feature in the area, forming the ridges and valleys that can be readily identified with Ellettsville. Historically, topography has dictated the location of roads, buildings, towns, and farms, and continues to significantly influence the placement of infrastructure and the development pattern of the area.

Much of the Ellettsville area is characterized by moderate slopes and fairly broad ridge tops, though there are areas containing steep slopes. Elevations range from near 670 feet above mean sea level along Jacks Defeat Creek to more than 800 feet above mean sea level in the far western portions of the planning area.

Much of the Ellettsville area contains karst topography, that is the presence of highly dissected rocks, and the presence of sinkholes and springs. The majority of sinkholes are concentrated in the southern portion of the planning area, though sinkholes are scattered throughout the area. Sinkholes are depressions on the surface of the land caused by water moving downward into cracks and passages in the underlying limestone. Because the water moves rapidly once it enters the underlying limestone, very little of it is filtered, meaning that pollutants from agricultural uses, urban land uses, and failing septic systems pollute ground water and can move great distances.

### Area History

The Ellettsville area has been settled since the earliest days of Indiana. Richland Township, where Ellettsville is located in was established by the Monroe County Commission in 1829. Ellettsville, named after local business owner Edward Ellett, was established in 1837 when fourteen lots were platted and recorded. The town was officially incorporated in 1866. Ellettsville's first quarry was established in 1862 by John Matthews. Following the improvement of roads and railroads, and with the expansion of the quarry industry, Ellettsville saw a steady increase in development activities and population growth.

Increasingly, as improvements were made to SR 46 and as the City of Bloomington grew in significance, Ellettsville assumed the character of a "bedroom" community. That is, most development was focused on providing residences for a population that generally worked outside of the community and on accommodating business activities that provided convenience goods and services for the local population.

Though great changes have occurred over time in the Ellettsville area, many fine examples of Ellettsville heritage and history remain. The Monroe County Interim Report on Indiana Historic

Sites and Structures Inventory classifies the Town of Ellettsville as the Ellettsville Historic District and the Matthews Stone Company (Bybee Stone) Facility as the Matthews Stone Company Historic District. Historic districts are identified as areas containing a dense concentration of historic structures and sites. The individual buildings contained within the district are further classified as contributing or non-contributing to the integrity of the district with some further classified as being notable or outstanding.

The oldest homes in the Ellettsville district are located at the core of the community, near the intersection of Temperance Street and Sale Street. The oldest business structures are located in the community's historic "main street" along Sale Street. Other notable structures and features within the district include several area churches and the remains of limestone walls.

The area surrounding the Town of Ellettsville contains several fine examples of historic structures and sites as well. These include several buildings and stone walls along Maple Grove Road, buildings along Reeves Road, and buildings along Union Valley Road.

### Population

The total population for the Ellettsville rural community during the 2000 US Census, was estimated to be 9,605, a 32 percent increase over the 1990 estimate. This figure includes the population of the Town of Ellettsville, which was estimated to be 5,078 in 2000 and 3,275 in 1990. The Ellettsville rural community is located in one of the fastest growing portions of Monroe County. Richland Township had an estimated population in 2000 of 12,349, an increase of 22 percent from 1990. Bean Blossom Township had an estimated population in 2000 of 2,740, an increase of 16 percent from 1990. During the same time period, Monroe County experienced a population increase of 11 percent.

**Table 1: Population Data**

<b>Jurisdiction</b>	<b>1990</b>	<b>2000</b>	<b>2005*</b>	<b>2015*</b>	<b>1990-2000 % Change</b>	<b>2000-2015 % Change</b>
Monroe County.	108,978	120,563	n/a	n/a	11	n/a
Richland Twp.	10,156	12,349	13,584	16,054	22	30
Bean Blossom Twp.	2,358	2,740	n/a	n/a	16	n/a
Town of Ellettsville	3,275	5,078	6,348	8,887	55	75
Rural Community	7,278	9,605	11,046	13,928	32	45

Source: U.S. Census Bureau (1990 and 2000)

\*1990-2000 trend projection

Projections were made by the staff using a simple extension of current trends, for Richland Township, Ellettsville and the rural community for two time periods, 2005 and 2015. The forecasted population rate of change between the sixteen year period of 2000-2015 was a 30 percent increase for Richland Township, 75 percent increase for the Town of Ellettsville, 45 percent for the rural community.

INSERT EXISTING LAND USE MAP

## Local Economy

Historically, the pattern of non-residential uses in the Ellettsville area occurred in two stages. The first saw a concentration of businesses in a “main street” design, with businesses locating first along Sale Street, then later, along Temperance Street. The second stage saw an expansion of businesses in a strip development pattern, along SR 46. Though this pattern persists to this day, its genesis dates to the early 1930's with the initial construction of SR 46.

The characteristics of the two areas have always differed dramatically, with the main street area containing one to two story structures, generally constructed of native limestone. Buildings are located close to the street with adjoining sidewalks and on-street parking. Development along SR46 has always been automobile oriented. Buildings tend to be large single story structures constructed out of less permanent materials. The buildings tend to be located back some distance from the street with large expanses of parking.

The most available data regarding employment is the *1999 Economics Census: ZIP Code Statistics*. According to this source, there are approximately 84 business establishments in the Ellettsville area.

**Table 2: Employment Data**

<b>Employment Type</b>	<b># of Firms</b>	<b>Paid Employees</b>
Manufacturing	1	50-99
Retail Trade	14	100-249
Professional, scientific & technical services	4	10-19
Administrative & support & waste mgt & remediation services	4	1-4
Health care & social assistance	13	50-99
Arts, entertainment & recreation	1	1-4
Accommodation & food services	2	20-49
Other services (except public administration)	10	20-49
<b>Totals</b>	<b>84</b>	<b>n/a</b>

Source: 1999 Economics Census: SIC Code Statistics (1999)

It is customary for communities the size of Ellettsville to maintain a local jobs to housing ratio of 1.0:2.0 with each job requiring between 150-350 square feet of building space. Likewise, neighborhood service retail opportunities equate to approximately 25 to 35 square feet per dwelling unit. For the Ellettsville area these equate to a current demand for approximately 4,250 local jobs within 637,500 to 1,487,500 square feet of building space. Current retail demand translates to somewhere between 95,000 to 133,000 square feet.

There is currently nearly 300,000 square feet of buildings dedicated to employment purposes, and more than 300,000 square feet of retail space. This indicates the ability to accommodate a considerable amount of additional employment space and that much of the retail demand for the



area is being met. Care should be used in interpreting these numbers.

While in the past, Ellettsville has stood as a distinct and complete community, the current Ellettsville area shares many of its characteristics with the larger metropolitan areas of Monroe County centered in Bloomington. In particular, Ellettsville area residents are employed primarily beyond the area's boundary as defined in this plan but still depend heavily upon local retail services nearer to their homes in the area. These realities are suburban characteristics and we should view employment and retail space needs from a suburban perspective that bases such statistics upon the larger metropolitan area. Even there, the presence of a large Indiana University student population (about 25% of Monroe County residents) casts nominal ratios into questions.

The issue of adequate space for employment and retail uses in any portion of the planning jurisdiction is resolved only by the demands for such space over time. At present, Monroe County appears to have ample vacant industrial and commercial space available for employment uses and retail opportunities. While specific location opportunities in already developing sites may appear in the Ellettsville plan area, no additional large areas need be devoted to such employment and retail uses. This plan provides for sufficient opportunity for the plan horizon.

## Housing

What follows is a summarization of county and township-level housing census data.

**Table 3: Household Data**

<b>2000 Household Data</b>				
	<b>Monroe</b>	<b>Bean</b>	<b>Richland</b>	<b>Rural</b>
<b><u>Household By Type</u></b>	<b><u>County</u></b>	<b><u>Township</u></b>	<b><u>Township</u></b>	<b><u>Community</u></b>
Total Households	46,898	994	4,773	3,594
Family Households (families)	24,737	791	3,408	2,625
With own children under 18 years	11,377	374	1,747	n/a
Married-couple family	19,584	678	2,731	n/a
With own children under 18 years	8,212	299	1,296	1,033
Female householder, no husband present	3,788	68	500	504
With own children under 18 years	2,415	47	328	272
Nonfamily households	22,161	203	1,365	1,068
Households with individuals under 18 years	12,156	406	1,880	2,625
Households with individuals 65 years and older	7,806	161	861	n/a
Average household size	2.27	2.76	2.57	1.93
Average family size	2.87	3.08	3.03	2.13
<b><u>Housing Occupancy</u></b>				
Total housing units	50,846	1,077	5,045	3,803
Owner-Occupied housing units	46,898	994	4,773	2,733
Renter-occupied housing units	21,582	113	1,082	861
Vacant housing units	3,948	83	272	209
Homeowner vacancy rate (percent)	2.30	1.80	2.20	n/a
Rental vacancy rate (percent)	6.80	21.50	7.80	n/a
Average household size of owner-occupied units	2.48	2.80	2.66	n/a
Average household size of renter-occupied units	2.02	2.40	2.24	n/a

Source: U.S. Census Bureau, Census 2000.

Clearly, the vast majority of residents living in the planning area are in owner-occupied housing, utilizing rental properties far less than elsewhere in Monroe County. Between 1990 and 2000, the majority of residents in the planning area resided in Richland Township, which accounted for nearly 75 percent of the total households contained within the defined rural community.

The residential areas of the community can be divided into three classification; urban, suburban, and rural. Urban residential areas have traditionally been



concentrated within or near the town of Ellettsville. The characteristics of the urban areas include a compact physical form with a focus on the commercial center of the community. Essentially all of the homes within the urban area are located within a five to ten minute walk from this center. Block lengths

are quite short, with interconnected streets. Homes are located close to the road with some served by side or rear alleys, especially in the more established neighborhoods in Ellettsville. Though no architectural style dominates, certain elements are repeated including lot width, lot depth, building height, peaked roofs, and fenestration. Many of the homes have utilized detached garages.

The suburban residential areas have traditionally been located adjacent to the urban areas and have spread out into the community following county and state roads. These areas make up the largest concentration of housing in the community area. The characteristics of the suburban areas include a fairly low density and dispersed physical form with no real focus on any center. Many of the homes are located far enough from the center of the community, that a vehicle trip is necessary to visit the post office, library, or school. The homes tend to be located on long cul-de-sacs, though several areas are interconnected with local roads. Homes are often set back some distance from the road. No architectural style dominates and the prevailing building design is suburban in nature, that is large lot width and depth, fenestration limited to the front and rear facades, and an emphasis on privacy.



Prior to the spread of the suburban residential areas there was an abrupt separation between the urban and rural residential areas. Such areas can still be found on some of the edges of the rural community. These areas include active farms, farmhouses, outbuildings, and areas of open space. Most of the homes located in these areas are some distance from the community's center necessitating a vehicle trip to accomplish many daily tasks. Homes in the rural areas tend to be either located near the county road or at the end of long privately maintained drives. No architectural style dominates, though there are several fine examples of vernacular farmhouses throughout the area.

### Community Facilities



The public or quasi-public properties which include schools, fire department, town hall, library, churches, post office, and the Endwright Community Center are located in or near the center of the community. For the most part the structures and/or their amenities are in good condition, though it is

likely that over time the post office will need to expand or relocate as may the town hall, fire station, and police department. These facilities range considerably in their age and include accessory uses such as meeting spaces, playgrounds, and parking areas.

Throughout its history, the Ellettsville area has had schools located within the community. With the recent completion of the new high school, this tradition continues, facilities have moved from their central location to the southwestern edge of the community. Richland-Bean Blossom Community School Corporation has five schools, four of which serve the planning area: One high school, Edgewood High, located on Edgewood Drive, Edgewood Junior High School located on Reeves Road, Ellettsville Elementary, located on Reeves Road, and Edgewood Early Childhood Center, located on West SR 46.

The schools serving the planning area have shown steady declines in enrollment since the mid nineties even though the general population has shown significant increases., indicating a possible increase in the number of students attending private schools or being home-schooled. The following table illustrates the enrollments for each school for the study period 1994-2002.

**Table 4: 1994-2002 Richland-Bean Blossom Community School Corporation Enrollment Data**

<b>School</b>	2001-02	2000-01	1999-00	1998-99	1997-98	1996-97	1995-96	1994-95
Edgewood Early Childhood Ctr	144	165	162	176	214	193	216	203
Stinesville Elementary	236	247	250	237	238	236	224	207
Ellettsville Elementary	765	839	846	888	911	863	893	886
Edgewood Junior High	664	661	661	671	635	661	690	690
Edgewood High	796	810	824	791	879	829	813	854
<b>Percentage rate of change</b>								
Edgewood Early Childhood Ctr	-12.73%	1.85%	-7.95%	-17.76%	10.88%	-10.65%	6.40%	
Stinesville Elementary	-4.45%	-1.20%	5.49%	-0.42%	0.85%	5.36%	8.21%	
Ellettsville Elementary	-8.82%	-0.83%	-4.73%	-2.52%	5.56%	-3.36%	0.79%	
Edgewood Junior High	0.45%	0.00%	-1.49%	5.67%	-3.93%	-4.20%	0.00%	
Edgewood High	-1.73%	-1.70%	4.17%	-10.01%	6.03%	1.97%	-4.80%	

Source: Richland-Bean Blossom Community School Corporation (2002)

The Endwright Community Center located in the southwestern portion of the rural community provides recreation, education, and nutrition opportunities for area residents, specifically targeting elderly residents. The location of the facility adjacent to one of the community's schools and to elderly housing, permits considerable opportunities for inter-generational interaction. The community center and school could readily serve as a center for a developing neighborhood.

Several other important community facilities are located within the rural community including the Ellettsville branch of the Monroe County Library, offering full service library resources to area residents. Local fire and police stations are located within the community near its center,

though both are scheduled for an eventual move elsewhere the community.

### Social Indicators

Many social services tend to focus on “at-risk” or “special needs” populations, including the young, the elderly, the poor, and the disabled. Gaining an understanding of these populations and of the services offered to them, helps evaluate the existing conditions of the social services in the area.

In 2000, there are approximately 2,712 children under the age of 18 living in the planning area. The 2000 US Census reported that there were approximately 904 residents that are over the age of 65. As mentioned previously, the Endwright Center offers services targeting this age group. Additionally, Rural Transit operated by Area 10 Agency on Aging serves the Ellettsville area operating one of its few fixed routes along SR 46, offering a highly dependable service for area residents to access employment, shopping, education, and recreation elsewhere in the region.

The majority of social service programs targeting young children in the area are school based programs, generally offered at the elementary school. Other programs such as Big Brothers/Big Sisters and the Boy Scouts and Girl Scouts are available to area children.

The Richland Township Board of Trustees provide poor relief in accordance with applicable Indiana State Law. These efforts include administering emergency assistance with utilities, shelter, and food. These efforts are funded through a collection of taxes established within the township.

### Transportation

There are thirteen primary roads located within the Ellettsville area; Hartstraight Road, Loudon Road, McNeely Street, Lost Mans Lane, Reeves Road, Smith Pike, SR 46, Thomas Road, Union Valley Road, North Maple Grove Road, West Maple Grove Road, Ratliff Road, and Woodyard Road. The following illustrates the level of service (current quality of service) traffic counts, and accidents for these primary roads. Current data was not available for SR 46 or Ratliff Road at the time of the preparation of this plan.

Table 4 illustrates that in addition to SR 46, the vast majority of the planning area’s traffic travels on Smith Pike and Union Valley Road, a Minor Arterial and Major Collector, respectively. Recent higher density residential developments have occurred along these two roads. Examples include Java Heights, Hoosier Aloha located off of Smith Pike; Arbors At Woodgate, which accesses both Union Valley Road and Lost Man’s Lane. Smaller subdivisions are located throughout the community, but tend to be four lots or less. On the eastern fringe of the planning area on North Maple Grove are a concentration of medium and higher density residential developments, including the recently approved Muirfield, and established developments such as Upper Flanders, Lancaster Park, and Shelburne Estates.

**Table 5: Rural Community County Road Level of Service Data**

Road Name	Functional Classification*	ADT	LOS	# of Accidents (2001)
Hartstraight Road	Major Collector	4200	C	5
Louden Road	Local Road	225	A	n/a
McNeely Street	Minor Collector	1700	B	2
Lost Man's Lane	Major Collector	1250	A	2
Reeves Road	Major Collector	1400	B	3
Smith Pike	Minor Arterial	9000	D	4
Thomas Road	Minor Collector	1600	B	2
Union Valley Road	Major Collector	5700	D	5
N. Maple Grove Rd.	Major Collector	1500	B	4
W. Maple Grove Rd.	Major Collector	900	B	4
Woodyard Road	Combination**	1500	B	6

Source: Monroe County Highway Department (2002)

\*According to the Monroe County Thoroughfare Plan adopted in 1995; \*\* Local/Major Collector/Minor Arterial

The major road project in the area has for some time been the reconstruction of SR 46. This major undertaking is expected to be completed in 2004. Once complete, the facility will accommodate high volumes of traffic, helping traffic to flow from points west of Ellettsville into Bloomington. Other significant road projects in the area include Vernal Pike, Union Valley Road, Woodyard Road, Ratliff Road, Hartstraight Road, and Lost Mans Lane. Many of these projects are included in the county's long range transportation plan and are dependent upon securing appropriate funding.

Ellettsville has always had a fairly limited sidewalk network, focused primarily in the community's center. The reconstructed SR 46 includes sidewalks on both sides of the road, as do many of the newer residential subdivisions in the area. The town has identified several alternative transportation projects including facilities along Jacks Defeat Creek and near the new high school.

As discussed previously, Rural Transit provides transit services via a fixed route that runs along SR 46, offering trips to and from Bloomington daily. Other than the services offered by Rural Transit, there are no other transit services available in the Ellettsville area.

### Utilities

Throughout its history, the Ellettsville area has struggled with the adequate provision of safe and reliable drinking water and wastewater collection and treatment. This has limited the development potential of the area and has at times threatened the health and safety of area residents. With recent upgrades and expansions, most of the area can be readily served with safe and reliable drinking water and wastewater collection and treatment.

### *Wastewater*

The Ellettsville area is served by three sewer entities: The Town of Ellettsville, Eastern Richland Sewer Corporation, and Northern Richland Sewer Corporation. The Town of Ellettsville has approximately 2,300 customers, the Northern Richland Sewer Corporation has approximately 250 customers and Eastern Richland Sewer Corporation has approximately 2,350 customers. Wastewater treatment for all three entities is provided at a treatment plant owned and operated by the Town of Ellettsville. The plant has a design capacity of 2.3 million gallons per day, with a peak flow capacity of 10 million gallons per day. Currently average flow into the plant is approximately 1 million gallons per day, though during major storm events flows can increase to 6 to 9 million gallons per day largely due to inflow and infiltration problems.

### *Drinking Water*

Water is provided to citizens of the planning area by three providers: The Ellettsville Water Company, The Van Buren Water Corporation, and the Bean Blossom-Patricksborg Water Corporation.

### Other Services and Facilities

Refuse disposal for most of the area is provided through contracts with individual property owners; there is not a public run disposal system within the town or in the surrounding area. The nearest county operated facility is a transfer station located on Matthews Road, just north of town. Snow removal and routine maintenance on streets within the Town of Ellettsville is provided by the town's street department. County roads are maintained by the county highway department from its facility on Kirby Road, southwest of the City of Bloomington. The majority of SR 46 is maintained by the Indiana Department of Transportation from its facility on Prow Road. Natural gas services are available and provided by Vectren Energy. Electric service is provided by Cinergy. Local telephone and internet services are provided by Smithville Telephone. Fire protection services are provided by the Ellettsville Fire Department which covers the town and Richland Township. Police protection services are provided by the Town of Ellettsville Police Department for the incorporated limits of the town, and the Monroe County Sheriff's Department provides coverage to the unincorporated areas of the rural community. Park services are provided and administered by the Town Parks Board, and for the unincorporated areas of the rural community, the Monroe County Parks/Recreation Department.

INSERT SEWER DISTRICT/SERVICE MAP



## SECTION V: GOALS

Goal setting allows communities to achieve and maintain a clarity of purpose. Building upon the guiding principles established in the comprehensive plan, the planning goals and strategies presented in the following provide the framework for the implementation of this plan and are the basis for land use recommendations and public investments. Goals represent ideal conditions or outcomes to be sought. Strategies are more specific statements that act as tangible representations of the goals and can be readily monitored over time to measure successes and failures.

The goals for the Ellettsville Area Rural Community Plan:

- ☐ Achieve the vision and goals established in the Monroe County Comprehensive Land Use Plan
- ☐ Guide management of limited public fiscal resources
- ☐ Protect the natural and man-made environment
- ☐ Capitalize on existing public and private investments
- ☐ Promote growth and development within the rural community
- ☐ Promote a development pattern that is neighborhood-focused, generally contains densities of two to eight dwelling units per acre, is compact in physical form, supports mixed uses, and emphasizes on single family residences

These goals are proposed to be accomplished through the implementation of the following strategies:

### Development Patterns

Encourage residential, business, employment, and public/semi-public uses developed in a traditional Midwestern village pattern around the existing community.

- ☐ Identify growth, business, and employment areas within the rural community.
- ☐ Amend the Zoning Ordinance, Subdivision Control Ordinance, and Zoning Maps to encourage dense development in designated growth areas.
- ☐ Amend the Zoning Ordinance and the Subdivision Control Ordinance to develop appropriate design guidelines that result in neighborhoods and business areas that reinforce traditional development patterns and character.
- ☐ Develop an accelerated project review process for projects located within the rural community that meet established development criteria.

## Natural Features

Encourage the incorporation of natural features into the development pattern of the rural community and prevent urban development from encroaching on environmentally constrained areas.

- ☐ Identify natural features and environmental constraints present within the rural community.
- ☐ Amend the Zoning Ordinance and Subdivision Control Ordinance to encourage the incorporation of natural features into the development pattern of the rural community.
- ☐ Amend the Zoning Ordinance and the Subdivision Control Ordinance to prevent urban development from encroaching on environmentally constrained areas.
- ☐ Plan and develop multi-use greenways by utilizing existing natural features that connect recreation and other destination activities..
- ☐ Invest in streetscape and other public improvements that complement natural features by extending their influence.

## Jobs and Employment

Increase opportunities for residents of the rural community to secure employment opportunities and establish businesses within the rural community.

- ☐ Identify business and employment areas within the rural community.
- ☐ Amend the Zoning Ordinance and the Subdivision Control Ordinance to encourage business and employment opportunities in the designated areas.
- ☐ Develop accelerated project review processes for projects promoting permanent employment that are consistent with the rural community plan.
- ☐ Develop functional plans for the expansion and maintenance of community infrastructure that focuses on new permanent opportunities.

## Transportation

Provide a transportation network that facilitates vehicular and non-vehicular movement through and within the community at an appropriate scale and design.

- ☐ Amend the Subdivision Control Ordinance to improve road design and access management.
- ☐ Increase the availability of safe walkways within the rural community.
- ☐ Plan and develop multi-use greenways and paths that support alternative transportation options between areas of community activity.
- ☐ Invest in streetscape and other public facilities that improve the safety and convenience of travel in the community
- ☐ Undertake a corridor study for SR 46, to discuss access management, placement of

- frontage roads, streetscape improvements, and other corridor issues.
- ☐ Develop functional plans for maintenance and expansion of community transportation infrastructure.

### Historic Preservation

Incorporate historic features, buildings, and sites into the development pattern of the rural community.

- ☐ Conduct a detailed inventory of the historic sites, structures, and features within the rural community.
- ☐ Develop and distribute information regarding the historic sites, structures, and features within the rural community.
- ☐ Establish local historic designation for appropriate sites, structures, and features within the rural community.
- ☐ Support efforts of local, county, state, and federal organizations involved in the protection and promotion of historic features, buildings, and sites.

### Public Services, Public Safety, and Governance

Ensure that the location and provision of public services, public safety facilities, and local governance actions support responsible growth and development of the rural community and are consistent with the rural community plan.

- ☐ Develop functional plans for the expansion and maintenance of essential community infrastructure including water distribution, waste water treatment, storm water management, safety, recreation and public assembly.
- ☐ Develop and enhance neighborhood associations and neighborhood watch programs.
- ☐ Coordinate a “public service day” where representatives of area service providers including law enforcement, emergency management, fire protection, ambulance service, library, Rural Transit, etc. meet with area residents to discuss available services and programs.
- ☐ Establish a Rural Community Task Force with representation from each of the rural communities to assist the plan commission in implementing and monitoring the rural community plans.
- ☐ Convene an annual public meeting in the rural community to solicit public comment on the implementation of the rural community plan.
- ☐ Strengthen relationships with the Town Board, Ellettsville Main Street, Ellettsville Chamber of Commerce, and the Ellettsville Area Economic Development Corporation.

## SECTION VI: DEVELOPMENT ALTERNATIVES

This section identifies three alternative development patterns that could occur within the Ellettsville area, and evaluates each relative to the guiding principles identified in the Monroe County Comprehensive Land Use Plan and the goals and objectives established in prior sections of this plan.

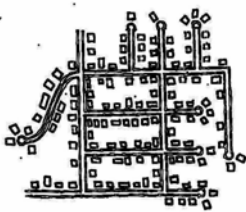
This analysis resulted in the identification of a preferred development pattern that is discussed in greater detail in Section VII and that forms the basis for the implementation program described in Section VIII of this plan.

### Existing Conditions Pattern

This alternative establishes a development pattern that limits growth to within the current town limits. This action may be achieved through placing limitations on the extension of public infrastructure, a limitation on annexations pursued by the town, and a lack of public policy support for zone changes and development proposals outside of the town limits. This pattern may accommodate redevelopment of existing developed areas, but would halt much of the expansion of urban or suburban growth in the area. This pattern requires that the public play an extensive and active role in infrastructure extension policies as well as land use management.

While this trend may accommodate redevelopment within the core of the community, it fails to address a number of other public policy objectives which would eliminate many private investment opportunities. This development alternative fails to promote the development pattern advocated in the comprehensive plan and fails to capitalize on existing public and private investments. This alternative would likely create an environment with constant conflict between public and private interests, thereby undermining achievement of many of the goals stated in this plan.

### Dispersed Suburban Growth Pattern



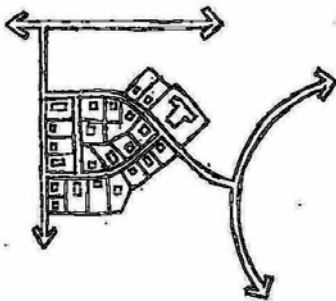
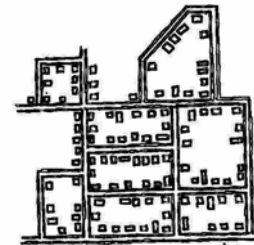
This alternative allows a development pattern that disperses expanded growth throughout the entire community fueled by extension of public infrastructure and greater public policy support for zone changes and development proposals. This pattern may be best described as continuation of the existing trend and one in which the public plays a role through investment in roads, sewers, waterlines, provision of fire protection and law enforcement, but with little to no authority to manage the location or type of growth occurring within the community.

While this pattern addresses the issue of encouraging additional growth within the rural community, it fails to address a number of other public policy objectives which may eliminate a number of private investment opportunities. This development alternative fails to promote the development pattern called for in the comprehensive plan, compromises the traditional development pattern of the community, fails to enable wise management of public fiscal resources, minimizes the ability to protect the natural environment, and fails to capitalize on existing public and private investments.

This alternative creates an environment where conflicts between incompatible land uses become more common, thus undermining property values and infringing upon residents quality of life and on some property owners ability to continue agricultural activities.

#### Focused Investment and Growth Management Pattern

This alternative establishes a pattern that uses “focused regulations” and “public investments” to guide “market-oriented growth and development” to appropriate locations in the community in a “neighborhood and mixed use pattern”. This pattern envisions a “strong role” for community members in guiding the future growth and development of the community, while providing “greater flexibility” to the development community to “respond to market conditions”.



While this pattern may change the public's role in managing future growth and development and thus focus the opportunities for property owners, it is consistent with most of the guiding principles established in the comprehensive plan and with the goals and strategies identified in this plan. This pattern supports a large number of private investment expectations. Further, this development pattern enables efficient management of limited public fiscal resources, protects the natural and man-made environment, capitalizes on existing public and private investments, promotes growth and development within the

rural community, and promotes a development pattern that is neighborhood-focused with a compact physical form.

Through the active participation of community members in the implementation and monitoring of this development pattern, changes in the neighborhood development areas can readily be accommodated as appropriate and necessary. It is this development pattern that has been selected as the dominant pattern for the Ellettsville rural community, though elements of the other patterns will also be evident in the future growth and development of the community.

## SECTION VII: PREFERRED DEVELOPMENT PATTERN

The development alternative that best adheres to the guiding principles stated in the comprehensive plan and in the goals of this plan, is the focused investment and growth management pattern. The following information provides more detail, both textual and graphic, on the characteristics of this preferred development pattern.

### Spatial Pattern (See Recommended Land Use Map)

The preferred development pattern:

- ☐ Is compact in physical size
- ☐ Expands upon the traditional development pattern
- ☐ Has discernible edges separating urban areas from rural areas, and neighborhoods from one another.
- ☐ Uses public investments and regulations that respond to market demands and manage growth consistent with the guiding principles contained in the comprehensive land use plan

A neighborhood development area is proposed for locations adjacent to existing developed portions of the community. This area should develop at a density of two to four dwelling units per acre and is expected to accommodate between 8,700 to 13,400 new residents. This capacity is in excess of the projected population increase of 4,323 persons between 2000 and 2015. Having slightly more land available than required to accommodate growth, will assist in keeping land prices from inappropriately escalating as a result of public intervention. Further, this avoids concentrating the land designated for neighborhood development in the ownership of one or two property owners.

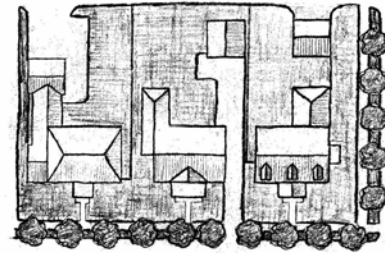
Rural areas contained within the rural community should continue to grow at low densities, allowing rural residential and agricultural opportunities in the areas surrounding the urban development and establishing a transitional “edge” to the rural community. Infrastructure extensions into the rural areas should be limited to those addressing health and safety issues such as replacement of failing on-site wastewater treatment systems and provision of public drinking water.

Land located within the rural community that is constrained with significant natural features such as floodplain, wetlands, and sinkholes should be placed within a rural conservation designation. These areas should not be further subdivided or be the site of urban development. Lands located outside of the rural community area should continue to be rural in character and further subdivision or development should be limited to very low densities. Infrastructure extensions into these areas should not be necessary.

### Neighborhood Pattern



The preferred development pattern uses the neighborhood as the basic building block for urban areas. Neighborhoods should remain small in scale, expand upon the traditional development pattern, should be focused on a center (public open space, business district, institutional use), should be physically linked to other neighborhoods and to the center of the community via pathways, sidewalks, streets, etc., and should contain a mix of uses where practical, with a continued emphasis on single family residences. Further, this pattern should include

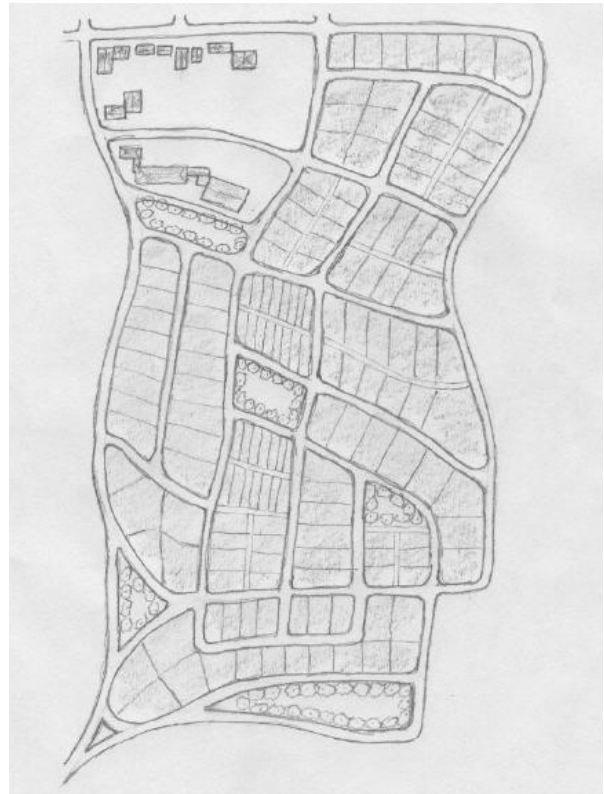


streets that are designed to serve the adjoining residences but also serve to calm traffic moving along them by remaining narrow in width, utilizing on-street parking, and street trees. Other features found within these

neighborhoods should include sidewalks connected into the pedestrian network, access to regional recreational facilities, and occasionally neighborhood scale business activities in appropriate locations. Traditional design features such as narrow lots, shallow yard setbacks, and traditional house design and lot placement are encouraged.

### Business Pattern

The preferred development pattern continues to focus new business development in areas that have traditionally served such a purpose, though in an improved physical arrangement and a renewed emphasis on design and development standards. The community's center will continue to be the area along Temperance Street and along Sale Street. Largely through the efforts of the Town Council, the Ellettsville Area Economic Development Corporation, the Ellettsville Chamber, and Ellettsville Main Street, it is expected that



this center will over time regain its significance and vibrancy.

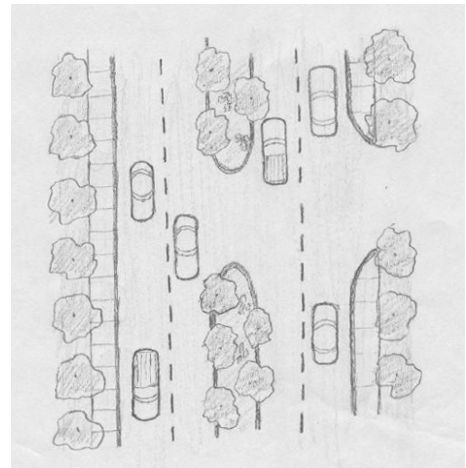
A second business district will continue to be along the SR 46 corridor. This area has traditionally focused on automobile oriented business activities such as gas stations, fast food restaurants, and convenience stores. This focus should continue, though over time, a mix of uses including office and multi-family should be introduced in a well planned manner. Access management and design and development standards should be given a high priority as development and re-development occurs. A renewed interest in building design, building placement, lighting, landscaping, and signage is necessary to promote a more positive and aesthetically pleasing entrance into Ellettsville.



Other business activities may be accommodated in a third location, that is in neighborhood service centers generally located at the common edges of several neighborhoods.

These areas should offer neighborhood services such as day cares and cafes that are small in scale and compatible to the surrounding residential uses. These areas should place a high emphasis on building design, building placement on its lot, lighting, landscaping, and signage to ensure compatibility with surrounding residential uses.

Basic employment opportunities in such activities as manufacturing and assembly will continue to be accommodated in current locations, such as at Bybee Stone, and within the Business and Industry Overlay area west of Ellettsville.





## SECTION VIII: IMPLEMENTATION

The following actions implement the Ellettsville Area Rural Community Plan, helping to achieve the goals contained within the plan, and to realize the preferred development pattern over time. The actions reflect the planning issues described throughout this plan and are consistent with the guiding principles established in the Monroe County Comprehensive Plan. Each action identifies a responsible party and a year during which the action will be initiated.

**Table 6: Implementation Schedule**

**Legend:** ✓ - Task Begins + - Results Realized **Departmental/Agency Abbreviations:** PLN - Monroe County Plan Commission, CC - Monroe County Commissioners, CCOUN - Monroe County Council, REDEVCOM - Monroe County Redevelopment Commission, EDCOM - Monroe County Economic Development Commission, ENG - Monroe County Highway Dept., INDOT - Indiana Department of Transportation, ETB - Ellettsville Town Board, EMSTP - Ellettsville Main Street Program, BBTRUST - Bean Blossom Township Trustees, RTRUST - Richland Township Trustee, EPARKS - Ellettsville Parks Department, MCPARKS - Monroe County Parks Dept., HP - Monroe County Historic Preservation Board of Review, CONA - Council of Neighborhood Associations, SHER - Monroe County Sheriff, MCSWMD - Monroe County Solid Waste Management District, EUTIL - Ellettsville Utilities, ERSC - Eastern Richland Sewer Corporation, NRSC - Northern Richland Sewer Corporation, CBU - City of Bloomington Utilities, OCC - Owen County Commissioners, SPCC - Spencer Chamber of Commerce, BEDC - Bloomington Economic Development Corporation, TWN - Town of Ellettsville.

Action	Primary Responsibility	2003	2004	2005	2006	2007
Initiate text amendments to the Monroe County Zoning Ordinance and Subdivision Control Ordinance to create appropriate zoning districts and development standards for the rural community	PLN, CC	✓	+			
Initiate text amendments to the Monroe County Zoning Ordinance and the Monroe County Zoning Map to reduce the possible densities in areas located outside of the rural community.	PLN, CC	✓	+			
Amend the Monroe County Zoning Map as appropriate based on Zoning Ordinance revisions	PLN, CC	✓	+			
Develop incentives to stimulate residential and business development within the rural community	PLN, CC, CCOUN, REDEVCOM, ETB, ECCOM	✓		+		✓
Develop appropriate rural community road design standards	PLN, ENG	✓	+			

Action	Primary Responsibility	2003	2004	2005	2006	2007
Plan and develop an interconnected sidewalk network	PLN, ENG, ETB				✓	+
Improve transit service along SR 46, including the replacement of bus shelters	PLN, CCOUN, INDOT, RT		✓		+	
Undertake a corridor study for SR 46	PLN, ETB, EMSTP, EAEDC, CC, INDOT, OCCC, SPCC, BEDC		✓		+	
Complete a detailed inventory of the historic sites, structures, and features within the rural community	PLN, HP, ETB		✓	+		
Provide local historic designation for appropriate sites, structures, and features	PLN, HP, STB			✓		+
Develop and enhance neighborhood associations and neighborhood watch programs	PLN, CONA, SHER		✓	+		
Develop functional plans dealing with the maintenance and expansion of infrastructure within the rural community	PLN, EUTIL, ERSC, NRSC, CBU		✓			+
Coordinate a "public service day"	PLN		✓	+		
Continue to strengthen relationships with the Town Board, Ellettsville Main Street, Ellettsville Chamber of Commerce, and the Ellettsville Area Economic Development Corporation	PLN, CC, ETB, EMSTP, EAEDC, ECC	✓	+			
Develop and accelerated review process for projects that are consistent with the rural community plan	PLN, ENG		✓			

## **SECTION IX: MONITORING**

Monitoring is an essential, though often overlooked element of any planning effort. Monitoring a plan and its implementation is essential for two basic reasons; to determine if the plans implementation is achieving the desired outcome and to determine if the assumptions that the plan is based on remain valid. Monitoring the plans implementation allows the community the opportunity to evaluate outcomes and planning assumptions and to act accordingly based on such an evaluation.

### **Planning Achievements**

Asking the question, “Is the plan’s implementation achieving the expected outcome?”, allows the community to step back at regular intervals and monitor successes and failures. At times, answering this question may be cause to celebrate successes, at other times it may be cause to make changes in strategies and actions in pursuit of future success. This monitoring effort should be conducted by the Plan Commission on an annual basis, with input from the newly formed task force.

Monitoring of planning achievements should include a review of what actions were to be taken over the previous year, determine if they were implemented, and evaluate what, if any impact they have had. It is very important to remember that some actions may take longer than others to achieve desired outcomes. To assist in this effort, the implementation program contained in this plan identifies the time frame of the anticipated outcome.

### **Planning Assumptions**

Asking the question; “Are the assumptions that the plan is based on still valid?”, allow the community to step back at regular intervals and evaluate current conditions and the current planning context. At times answering this question will simply reinforce the assumptions contained in the plan, at other times, it may be cause to make changes in goals, preferred development patterns, or implementation actions. This monitoring effort should be conducted by the Plan Commission in an annual basis, with input from community members.

Monitoring of planning assumptions should include a review of the planning issues and existing conditions that are contained in this plan and determine if they remain valid. It is also appropriate at this time to identify any new planning issues that may have arisen in the previous year. It is however, important to remember that some issues may be a mere anomaly, that is a one time isolated event. Planning issues that represent a trend that is expected to remain valid for a longer period of time should be identified and analyzed.

## **APPENDIX: GLOSSARY OF TERMS**

**ACCESS MANAGEMENT** – Guidelines on where access to public roads will be permitted and with accompanying design criteria.

**ALTERNATIVE TRANSPORTATION** – Transportation facilities that accommodate travel by means other than the automobile, including pedestrians, bicyclists, and horseback riders.

**AUTOMOBILE - ORIENTED BUSINESS** – Businesses primarily engaged in providing products and services sought by both local and regional residents who generally must arrive by automobile.

**COMMUNITY CORE** – The traditional center of the community.

**COMPACT FORM** -- A physical development pattern that consumes as little land as necessary. Applicable in both the community sense (i.e., the overall size of the Ellettsville area) and in the smaller sense (i.e., small neighborhoods, and small growth areas).

**COMPREHENSIVE PLAN** – A plan prepared and adopted by a local legislative body (County Commission, Town Council, etc.) that details how future physical development will occur in a community and how public investments will be made to serve that development. (also known as a Land Use Plan, Master Plan, or Growth Policies Plan).

**CORRIDOR ENHANCEMENT** – Improving the aesthetic quality of an existing commercial and/or residential corridor by encouraging landscaping and design standards, the physical arrangement of structures, and access control management.

**DENSE DEVELOPMENT** – For the purposes of the rural community plans dense development is defined as density ranging up to eight dwelling units per acre.

**DESIGN GUIDELINES** – Guidelines explaining the desired design of lots, buildings, streets, etc., specifically regarding such features as lot size, height of buildings, placement of street trees, etc. May be mandatory or voluntary.

**DISTINCTIVE EDGE** – A physical development pattern feature that exhibits a noticeable and considerable change in both density and development pattern.

**EMPLOYMENT ACTIVITIES** – Businesses primarily engaged in the provision of services and industrial activities that generally provide living wages and employee benefits. Often these businesses are engaged in activities that sell their services or products throughout the region or nation. Generally excludes retail activities.

**FUNCTIONAL PLANS** – A plan that details how a specific service will be expanded over time. Generally includes such things as parks, sewers, and water service.

**GIS (GEOGRAPHIC INFORMATION SYSTEM)** – A computer based mapping and analysis system that permits the display and “layering” of maps and data points to aid in the understanding of the geographic features of an area..

**GUIDING PRINCIPLES** – A set of principles that promote the land use policies contained in the Monroe County Comprehensive Land Use Plan. These principles are:

- Promote responsible growth and development.
- Promote traditional mid-western densities and physical form.
- Accommodate mixed uses.
- Serve community with public water and sanitary sewer.
- Accommodate a mix of residential types with an emphasis on single family residences.
- Promote a rational development pattern.
- Accommodate appropriate business and employment opportunities.
- Avoid strip commercial development .

**INTERCONNECTING STREETS** – A physical development pattern feature that causes streets to connect whenever practical. Does not eliminate the possibility of cul-de-sacs nor requires replication of a grid pattern of street development.

**LIGHT INDUSTRIAL DEVELOPMENT** – Business primarily engaged in manufacturing, assembly, and warehousing activities that generate minimal impact on surrounding property owners and residents.

**LOCAL HISTORIC DESIGNATION** – A designation permitted within the Monroe County Zoning Ordinance that limits changes that may take place on a historic site or structure to those that do not compromise its historical value.

**NEIGHBORHOOD-BUSINESS SERVING ENTERPRISES** – Businesses primarily engaged in providing products and services sought by local residents who may arrive by auto, on foot, or by bicycle.

**NEIGHBORHOOD FOCUSED** – A pattern of physical development that is oriented toward neighborhood design elements including, small in scale, mixed in use, interconnecting streets, focused on a center such as a park or business district, and provides opportunities for other features such as sidewalks, street trees, narrow lots, and traditional house designs.

**RURAL AREAS** – Areas within the community that have densities less than 0.4 dwelling units per acre, receive few public services, and develop consistent with traditional patterns. These areas are categorized as Rural Reserve on the Recommended Land Use Map.

**RURAL COMMUNITY** – The Monroe County Comprehensive Land Use Plan identifies a number of small communities throughout the county that should be the focus of future

planning and development initiatives. These communities include the Harrodsburg, Ellettsville, Stinesville, Smithville, Sanders, Unionville, and New Unionville areas.

**RURAL CONSERVATION AREAS** – Areas within the community that should remain relatively free of development and receive few public services. These areas are categorized as Rural Conservation on the Recommended Land Use Maps.

**STREETSCAPE** – The physical features found along a street, including curbing, signage, street trees, etc.

**TRADITIONAL CHARACTER** – A pattern of physical development that is compact in physical form, neighborhood focused, contains a mix of uses, but is predominantly single family detached homes with densities ranging up to eight dwelling units per acre. (Also known as traditional mid-western village pattern).

**TRAFFIC CALMING** – Physical design features on and along roads intended to help either slow traffic or to alert drivers of need to be more attentive. Measures may include signage, intersection design changes, etc.

**URBAN AREAS**– Areas within the community that have housing that range up to eight units per acre, receive public services, and develop consistent with traditional patterns. These areas are categorized as the neighborhood growth area and as the corridor enhancement area.

