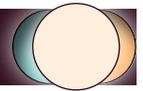
The cover features a large, thin black circle centered on a light cream background. A vertical black line runs through the center of the circle. Two horizontal bands of dark maroon color are positioned at the top and bottom of the page, partially overlapping the circle. The text is centered within the circle.

**City of Shelbyville**  
**COMPREHENSIVE PLAN**

**ADOPTED: JUNE 07, 2010**





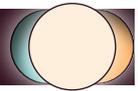
## COMPREHENSIVE PLAN INTRODUCTION

How should Shelbyville manage orderly, long-term growth and development? Are community services and facilities adequate to serve current and future populations? Where should future residential, commercial, or industrial development locate? Are there sensitive, natural features within Shelbyville that need to be protected or enhanced? These are just some of the issues addressed in the Shelbyville Comprehensive Plan.

The act of planning reflects the City's fundamental desire for a better future. By creating the Comprehensive Plan, the City of Shelbyville recognizes the strategic advantage of anticipating change, identifying problems and solutions, and capitalizing on opportunities. Ultimately, the Comprehensive Plan seeks to make the most efficient use of the land, as well as investments in utilities, public services, streets, school buildings, and public parks. In addition to addressing these issues, Shelbyville must balance the impacts of the built environment with the protection and enhancement of the natural landscape and environment.

The Shelbyville Comprehensive Plan has been refined over time, having been subjected to formal review and revision from time-to-time. Each time the plan was revised new information was available, new development had occurred, new trends emerged, new perspectives were offered, the socioeconomic and economic climate had changed, and different municipal resources existed. Each time the general public and stakeholders were invited to participate and a committee of diverse citizens and leaders were assembled to guide improvements to the document.

This Comprehensive Plan reflects the current and anticipated needs of Shelbyville, having been last revised in 2010. It is the City's intent to continue to revisit and revise the Comprehensive Plan, generally every five years, to keep the content relevant and to engage in dialog about the future of the City of Shelbyville. In this way, the Comprehensive Plan will remain a relevant guide to the future growth and development of Shelbyville.



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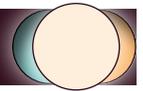
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## COMPREHENSIVE PLAN MANDATE

The Shelbyville Comprehensive Plan is based on community input, existing land uses, development trends, suitability of land uses, economic feasibility, man-made features, and natural land features. The community input component of the Comprehensive Plan was gathered during two separate workshops held in the community. Some common citizen recommendations made at one or more of the public workshops included:

- Increasing economic development efforts, particularly in regards to new retail opportunities;
- Creating more diverse housing opportunities including more affordable housing;
- Upgrading of infrastructure and planned expansion; and
- Exploring alternative transportation routes to reduce truck traffic in the downtown.

Indiana Statutes, Title 36, Article 7, as amended, empowers cities to plan their future. This unit of government is further charged with the purpose of improving “the health, safety, convenience, and welfare of the citizens and to plan for the future development of their communities to the end:

1. That highway systems [and street systems] be carefully planned;
2. That new communities grow only with adequate public way, utility, health, educational, and recreational facilities;
3. That the needs of agriculture, industry, and business be recognized in future growth;
4. That residential areas provide healthful surroundings for family life; and
5. That the growth of the community is commensurate with and promotive of the efficient and economical use of public funds” (IC 36-7-4-201).

Public law further states that a city may establish planning and zoning entities to fulfill this purpose (IC 36-7-4-201).

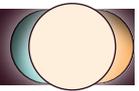
Furthermore, while residents of Shelbyville support the comprehensive planning process, such action is required by legislative mandate. The Indiana statutes provide for and require the development and maintenance of a comprehensive plan. The Plan Commission shall maintain the Comprehensive Plan (IC 36-7-4-501).

IC 36-7-4-502 and 503 state the required and permissible contents of the plan. Required plan elements are listed below.

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

The Plan Commission also compiles additional information, permissible by case law, into this Comprehensive Plan. This mandate serves as the foundation for the *Shelbyville Comprehensive Plan*.

*\*Statements in brackets [ ] are not part of the quotes but are added to clarify interpretation of the quote.*



## LOCATION AND HISTORICAL SETTING

The City of Shelbyville is located in the south central section of Indiana about twenty-five miles southeast of Indianapolis, 114 miles north of Louisville, and 100 miles northwest of Cincinnati.

Shelby County, Indiana was organized by the State legislature on December 31, 1821. The County and the City were named after Isaac Shelby, who was elected Governor of Kentucky twice and was considered a hero of the Revolutionary War. On July 4, 1822, a committee assigned to determine the County seat decided a site at the confluence of the Little and Big Blue Rivers would serve as the county seat. Soon after, the land was surveyed and platted, and the first proceeds from land sales were applied toward the construction of the new courthouse.

Early on, Shelbyville gained the reputation as a progressive community. The first railroad built west of the Allegheny Mountains was constructed just east of the community and became operational on July 4, 1834. Near the end of the 19th century, the first furniture manufacturing plants began operation. Between 1900 and 1940 over twenty-one furniture factories operated in Shelbyville, and the town quickly became known as “Little Grand Rapids.” Only Grand Rapids, Michigan produced more furniture. The Conrey-Birely Table Company, the largest manufacturer of library tables in the world at the time, operated in Shelbyville from 1884 until 1938.

Good transportation has been a constant throughout the history of Shelbyville. First was the Michigan Road and stagecoach lines. In 1850, the first steam engine began operations, and later the Big Four and Pennsylvania rail lines began serving Shelbyville. In fact, Abraham Lincoln made two speeches in Shelbyville from the platform of a Big Four railcar. With the advent of the national, interstate highway system in the 1950’s, I-74 was opened connecting Shelbyville with Cincinnati and Indianapolis. The first airport was added in the 1930’s on the east side of the City, and today’s modern facility, located north of the City, can accommodate small jets and is planning to expand in the future.

Shelbyville has also made a name for itself as the home of several famous people. Thomas A. Hendricks, a native of Shelbyville, served as Vice President under Grover Cleveland. Charles Major, author of *Dorothy Vernon of Haddon Hall*, *When Knighthood Was In Flower* and *Bears of Blue River* also resided in Shelbyville. Victor Higgins was an artist of the Taos,

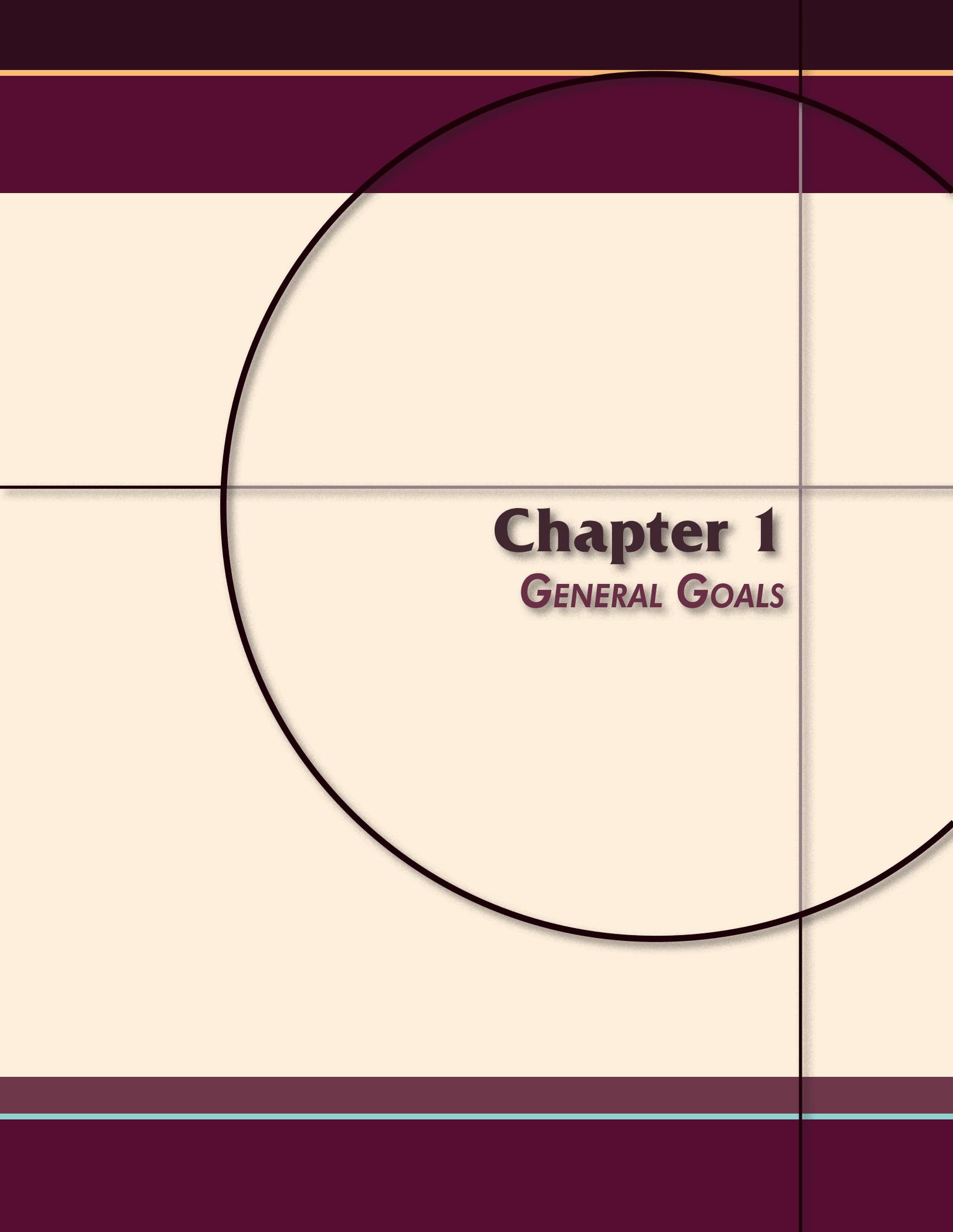


Figure 1: Location of Shelbyville, Indiana.

New Mexico art colony, and Wilbur Shaw was a race car driver of the 1930’s and 1940’s and a three time Indianapolis 500 champion. Another former citizen of Shelbyville, James “Babe” Pierce, was Tarzan in one of the early movies and went on to marry the daughter of Edgar Rice Burroughs.

The progressive attitudes which helped shape Shelbyville early on and served as a catalyst for growth over the years is still apparent today. Its strong industrial base serves as the economic and cultural foundation for the community. With several local companies closely tied with companies in Europe and Asia, Shelbyville’s economy reflects the new global economy driving today’s markets. Maintaining this progressive attitude will serve the community well as it plans for the future and embarks into the 21st century.

*(Special thanks to David Craig for this information.)*



# Chapter 1

## GENERAL GOALS

## GENERAL GOALS INTRODUCTION

The following pages describe the big-picture goals for the community. These broad goals represent the community's commitment to these essential, overarching, community-wide goals. Goals and Objectives for specific topic areas are discussed in *Chapters 2 through 8*.

## HEALTH, SAFETY, AND WELFARE

**GOAL: To protect and improve the health, safety, and welfare for the citizens of the City of Shelbyville.**

This goal is also the historical basis for planning. The language is from a section of the Indiana State Code which enables communities to implement planning and zoning.

Shelbyville will strive to protect its residents from potentially dangerous situations and environments such as:

- Fire,
- Disease,
- Flood,
- Dilapidated structures,
- Unsafe traffic patterns,
- Community-wide economic deterioration, and
- Hazardous materials.

## QUALITY OF LIFE

**GOAL: To protect and improve the quality of life for the residents of Shelbyville.**

Quality of life is made up of fourteen elements which include:

- Economic vitality,
- Consumer opportunity,
- Infrastructure,
- Transportation,
- Public services,
- Health and safety,
- Education,
- Housing,
- Land-use and growth management,
- Environment,
- Recreation,
- Arts and culture,
- Community character, and
- Community life.

These quality of life factors should always be considered when community decisions are being made. In order to remain a community that values its Quality of Life, the City's Administration and its Citizenry should continue make a priority of working together in new ways to make Shelby County **the** community where people learn, live and invest.

## PRESERVE COMMUNITY CHARACTER

**GOAL: To protect and improve the community character of Shelbyville.**

Community character, identified through public input meetings, generally consist of:

- Friendly people,
- Small city features,
- Downtown charm,
- Low traffic congestion,
- Access to greenspace (especially woodlands),
- Natural amenities (especially the Big Blue and Little Blue Rivers),
- Low crime rate,
- Quality social environment,
- Small, locally-owned businesses, and
- Proximity to major metropolitan areas.

Residents have indicated that they appreciate Shelbyville's existing community character. Many residents fear that the community's character will be lost if growth is not managed. Therefore as growth occurs, the City will work to maintain or improve upon these important characteristics.

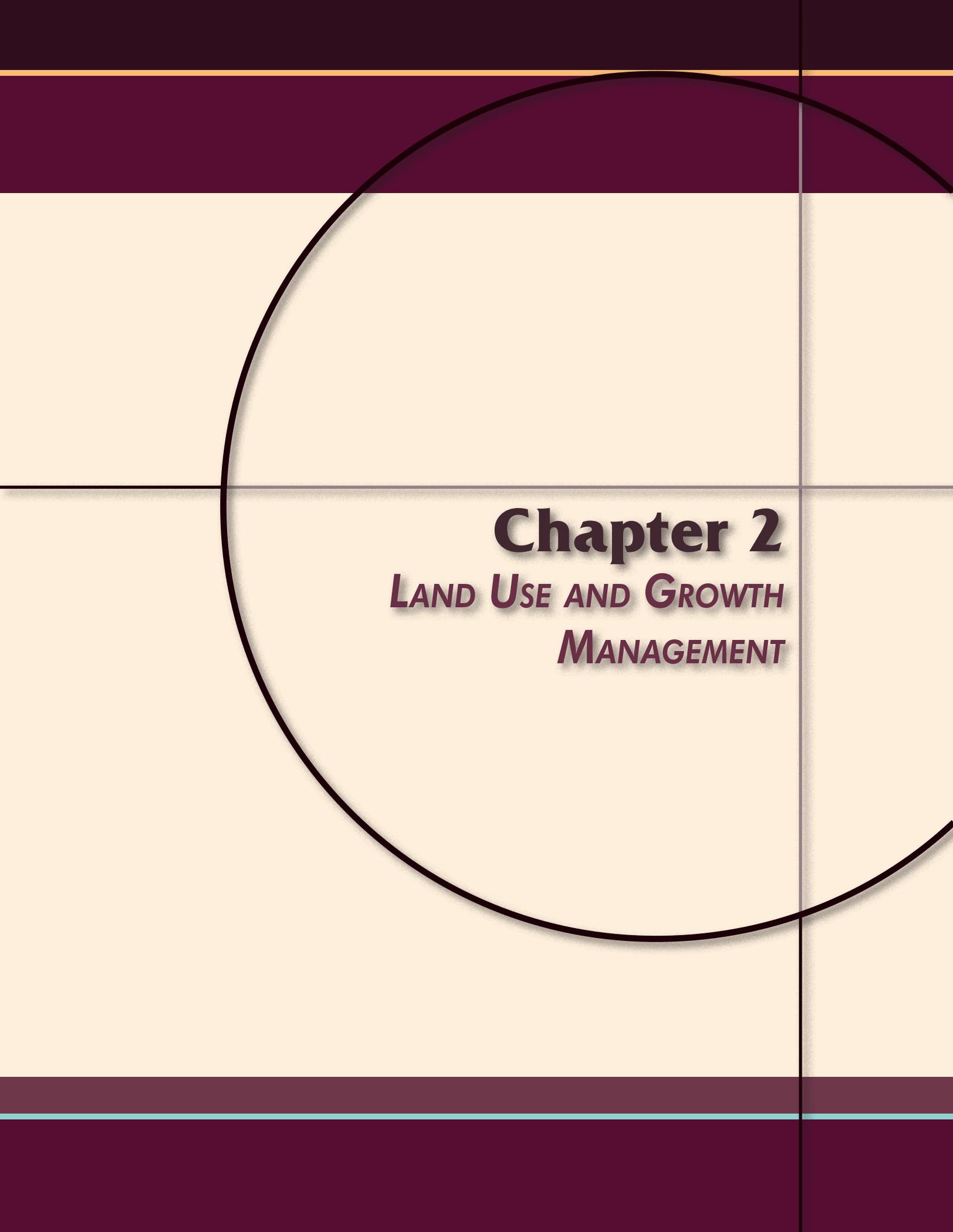
## MANAGE GROWTH

**GOAL: To manage, direct and promote growth in Shelbyville in compliance with the general and topic specific goals throughout the Comprehensive Plan.**

It is important to set a good foundation for managing future growth. Shelbyville should periodically revisit and revise the Comprehensive Plan (especially the land use and growth management policies and future land use map), Zoning Ordinance, and Subdivision Control Ordinance that provide the regulations and guidance for quality local decisions.

Shelbyville must also consider the fiscal impact of growth for the City administration, public services, street and pedestrian facilities, public utilities, schools and other governmental operations. Essentially, new growth should not compromise the City's resources, resulting in everyone experiencing diminished services.

Diversity in the tax base should also be considered as an integral part of growth management.



**Chapter 2**  
*LAND USE AND GROWTH  
MANAGEMENT*

## LAND USE AND GROWTH MANAGEMENT INTRODUCTION

This chapter of the Comprehensive Plan features the means to regulate new growth, manage evolutions to land use, and to foster quality development.

This chapter considers the interrelationships among land uses, anticipates future areas for growth, and addresses the quality and form of new development as well as redevelopment. Such considerations are intended to manage growth in the most positive manner, consistent with the community's long-term interest.

The general basis for deciding the land use categories, proportions, and geographic allocation is:

- Impact on existing neighboring uses,
- Adequacy of adjacent or nearby transportation system and circulation patterns,
- Sustainable land use and growth management principles,
- Impact of land use and growth patterns on local taxes,
- Citizen and business needs,
- World, national, regional, and local trends,
- Compatibility with the environment and topography,
- Availability of public utilities, public services, and private utilities, and
- Public health, safety, and welfare.

The Shelbyville Comprehensive Plan allows for the following general land use categories to exist:

- Agricultural,
- Commercial,
- Conservation,
- Industrial,
- Institutional and government,
- Office,
- Parks and recreation, and
- Residential.

On this and the following pages are the goal, objectives, and strategies for land use. Following these pages are sections which describe in more detail the land use and growth management components of the plan.

## LAND USE AND GROWTH MANAGEMENT GOAL

**Goal: Manage growth, use of land, and development form to result in a higher quality of life, increased economic vitality, more fiscally responsible government services, sustainable pedestrian and vehicular networks, reduce energy consumption, minimal environmental impact, and improved security in property value and investment.**

## LAND USE AND GROWTH MANAGEMENT OBJECTIVES

### **Objective 1: Maintain sustainable proportions of land uses in the City to promote a strong City-wide economy.**

- 1.1: Provide and promote specific districts for residential, commercial, industrial, institutional, and recreational uses.
- 1.2: Promote housing for all levels of income within the community to match supply with demand.
- 1.3: Ensure that housing meets the community standard for safety, accessibility, sanitation, and decency.
- 1.4: Utilize the Shelbyville Zoning Ordinance and Zoning Map and Shelbyville Subdivision Control Ordinance to manage land use proportions.

### **Objective 2: Distribute land uses to achieve a logical order and appropriate transitions, and promote building and site designs that convey a positive image of the City.**

- 2.1: Maintain and apply design guidelines for gateways, primary corridors, and interstate interchanges.
- 2.2: Preserve the unique integrity and character of the City.
- 2.3: Maintain and implement a community-wide landscaping ordinance and urban forestry plan.

### **Objective 3: Establish development areas that serve the City's economic development goals.**

- 3.1: Support environmentally-sensitive industry that meets or exceeds the regulations for location, buffering, and design.
- 3.2: Establish targeted areas for commercial growth and strive to establish critical mass of like uses.

### **Objective 4: Recognize and protect environmentally sensitive areas.**

- 4.1: Promote best management practices to protect environmentally sensitive areas.
- 4.2: Encourage environmentally sensitive developments to minimize adverse impacts such as water, air, land, light, and noise pollution.

### **Objective 5: Minimize development patterns that increase the cost of providing and maintaining utilities, streets, pedestrian facilities, and municipal services.**

- 5.1: Encourage infill of vacant lots and redevelopment of un-utilized or under-utilized properties, especially along commercial corridors.
- 5.2: Discourage sprawl development or "leapfrog" patterns of development that are an inefficient use of land and/or public services.

### **Objective 6: Prevent land uses, building designs, and site designs that reduce full use and enjoyment of adjacent and stable areas.**

- 6.1: Buffer each district from adjacent or nearby developments which are non-compatible, undesirable, or conflicting.
- 6.2: Listen to and consider the community's concerns about land use laws and policies.
- 6.3: Develop performance standards for new commercial and industrial development to ensure compatibility with existing land uses.
- 6.4: Ensure that new development is compatible and impacts are minimized with the existing airport.

### **Objective 7: Encourage compact form.**

- 7.1: Recognize the agricultural heritage of the community and preserve agricultural areas deemed most appropriate and/or valuable.
- 7.2: Identify and prioritize agricultural areas to ensure future development occurs in the most efficient and economical way possible.

### **Objective 8: Promote mixed-uses and advancement of the urban form in Shelbyville's downtown.**

- 8.1: Maintain and apply design guidelines for land use changes, redevelopment, and new development in the downtown.
- 8.2: Promote infill buildings, redevelopment of non-historically significant buildings, and refurbishment of historical buildings which result in dense, two or more story, facade-forward, and pedestrian-engaging urban architecture.

## **Objective 9: Allow sustainable lifestyles and encourage improvements that reduce consumption of energy.**

- 9.1: Develop standards to allow appropriate urban agriculture.
- 9.2: Encourage neighborhood commercial nodes that provide easy access to daily goods and services, and that provide means for social interaction.
- 9.3: Encourage energy efficient buildings and development strategies that minimize consumption of fossil fuels and prevent air and water pollution.

## **Objective 10: Establish a mix of land uses that promote a vibrant downtown economy.**

- 10.1: Encourage residential infill and redevelopment near the downtown resulting in a higher population within walking distance.
- 10.2: Promote infill development on vacant lots, redevelopment of existing non-historical buildings, and refurbishment of historical buildings that result in complementary uses, a notable number of employees, and/or a notable number of new residents.
- 10.3: Encourage upper story conversions that maximize use of the space as either offices or residential units.
- 10.4: Require that ground-floor uses be retail, food service, entertainment, galleries, and impulse-oriented uses that help establish multiple contiguous and co-supporting uses.
- 10.5: Promote the existing facade restoration program and other funding mechanisms and programs as may be discovered or offered.

## **Objective 11: Improve the review, administration, and enforcement processes.**

- 11.1: Incorporate an architectural review as part of the approval process for new development.
- 11.2: Ensure all development proposals to ensure that they meet the standards and regulations adopted in the Comprehensive Plan, Zoning Ordinance, and Subdivision Control Ordinance.

## **Objective 12: Evaluate both the tangible and intangible costs and benefits of annexation proposals.**

- 12.1: Periodically conduct a cost/benefit analysis for annexing parcels of land outside the corporate limits, particularly pockets with City utilities and within the planning and zoning jurisdiction of the City.
- 12.2: Annex new and existing developments that are contiguous to or surrounded by the current corporate limits of Shelbyville. If annexation is not possible, property owners must waive their right to remonstrate against annexation when connecting to City utilities.

## **Objective 13: Utilize existing plans and ordinances as a framework for growth management strategies.**

- 13.1: Adopt, maintain, and uphold the Shelbyville Comprehensive Plan, Zoning Ordinance, and Subdivision Control Ordinance.
- 13.2: Strongly discourage spot zoning and incompatible adjacent land uses.
- 13.3: Implement the Fairland Exit Small Area Plan.
- 13.4: Preserve the farming industry and prime agricultural land around Shelbyville.
- 13.5: Manage and direct growth to develop land efficiently and preserve a quality natural environment.
- 13.6: Encourage land use decisions which maintain agricultural land, and if development is to occur, ensure that it is contiguous to the existing corporate limits and does not impede on the productive use of agricultural areas.

## **Objective 14: Prioritize growth in areas already fully served by public facilities, utilities, and services.**

- 14.1: Pro-actively add or upgrade public facilities, utilities, and services in under-served areas targeted for growth, infill, or redevelopment.
- 14.2: Vigorously promote growth and intensification where targeted by the City.
- 14.3: Consider growth in other areas when facilities, utilities, and services are able to meet the projected additional demand.
- 14.4: Strongly encourage new in-fill development of vacant or under-utilized pockets within the City.
- 14.5: Promote the private-sector utilization of vacant or under-utilized land and buildings at strategic locations within the existing urban fabric.
- 14.6: Evaluate and determine capacities of existing public facilities (e.g. schools, parks, sewers, water, and roadways) to determine if they can support new development or impacts from annexation.
- 14.7: Utilize a capital improvements plan for transportation and infrastructure improvements as the foundation for limiting growth or intensification of land uses in areas where public services and facilities are not currently adequate.

## RESIDENTIAL

Residents are the essence and strength of the community. Residents may relocate if the housing stock does not meet their needs in each stage of life. The type, size, cost, character, and availability of housing influences the quality of life of a community.

The primary purpose of this section is to provide:

- A plan for the expansion of residential areas as the population grows,
- Adequate types of residential districts to match demand, and
- A foundation for the zoning regulations and locations of zoning districts.

### Existing Conditions

The current housing stock in Shelbyville varies in style from small single family detached homes to large historic homes in the downtown. Rental opportunities are prevalent throughout the City.

The condition of homes in Shelbyville ranges from poorly maintained homes to well-built and manicured new homes. This range of housing is common in Indiana communities.

Some larger houses downtown have been converted to apartments, generating concerns about parking and maintenance. This transition from single family to multi-family housing often poses conflicts with neighboring single-family homes. Also, the conversion of homes to businesses poses notable conflicts.

### Diversity in Housing

New residential development and redevelopment should balance the diverse needs of large and small families, couples without children, empty nesters, and singles. Single family detached housing, small-scale multiple-family projects, condominium developments, and other variations of housing are appropriate and necessary to provide an affordable range of housing to meet the needs of all Shelbyville residents.

Shelbyville should continue to work toward providing a mix of housing for all incomes and lifestyles. Good design should also take into consideration the needs of senior citizens, children, and the disabled.

### Action Steps

The following steps will help diversify existing housing within the community.

1. Promote the development of a variety of housing units for senior citizens, families, and single people. Local and national demographic trends indicate there will continue to be a need for this type of housing.
2. Encourage mixed-use developments (with single family detached and multi-family homes) when and where appropriate. Also, encourage quality residential units above downtown businesses.
3. Enforce regulations for safe, quality construction and design.
4. Encourage a mix of housing sizes.
5. Encourage the extension of the road grid when practical.
6. Protect the quality and character of large, historic homes in the downtown area.
7. Promote pedestrian-friendly circulation patterns within new subdivisions, and safe pedestrian access between residential developments.

## COMMERCIAL

Commercial uses provide employment, tourism, goods and services, recreation, and many other amenities. Examples of commercial districts in smaller communities are strip developments, historic downtowns, and office centers. The character and features of the commercial areas reflect the economic vitality of a community.

### Existing Conditions

Shelbyville has several business districts located throughout the community which vary in their character and function. The primary districts include:

- Downtown Shelbyville,
- Miller Avenue on the west side,
- Strip development along SR 44 (east),
- Commercial development along East Broadway and Washington Streets in the downtown area, and
- Highway commercial at the SR 9 / I-74 and the SR 44 / I-74 interchanges.

Shelbyville's downtown represents the character of a community during an earlier age. This district contains moderate quality business space, and several buildings with vacant upper story space. Accessibility and visibility are excellent along the ground level businesses. Unfortunately, access to the upper floors of buildings is problematic, and adequate and/or convenient customer parking can hinder business (re)development.

Although big box retail development exists, the general consensus in the community is that more retail is needed. There is some concern however, that additional big box retail may negatively affect the character of Shelbyville. Although existing big box development complied with the standards that were in place at the time of construction, it lacked architectural character, quality landscaping, and has not been fitting of the community's desired character.

The highway commercial district along SR 44 (East) near the I-74 interchange is one of the newer and more active commercial areas. The Fairland Exit Interchange is also an area experiencing significant growth. The appearance of these areas is critical because it is a motorist's first impression when entering Shelbyville from the east and west.

### Action Steps

In the downtown area, insufficient parking and the impact on neighboring residential districts are reasons to discourage the conversion of single family homes to certain types of commercial uses. The large size of the homes however, may make them less affordable and not as practical for today's smaller families. Residential business and home occupations should be encouraged under the following conditions.

- The business is secondary to the residential use of the home.
- The business has little retail activity in order to minimize traffic counts and parking needs.
- Signs are small, unlit, and do not detract from the residential character of the home.
- The home is located along a primarily commercial corridor in the downtown area.
- The general quality and nature of the home are to remain "residential" in character.

Additional action steps for the community to consider are listed below.

1. Discourage conversion of single family homes to commercial uses in the downtown area. Instead, encourage residential business and home occupations that maintain the residential character of the home.
2. Utilize design guidelines to promote the community character of Shelbyville, particularly along key corridors, gateways along such corridors, and downtown.
3. Encourage small neighborhood commercial areas, where appropriate, in or in proximity to, large residential developments.
4. Limit the number of curb cuts, or points of access, for new, commercial development along key corridors.
5. Encourage and recruit new business development in vacant or underutilized buildings.
6. Maintain a landscape ordinance along key corridors and gateways into Shelbyville, and in the downtown area.

## INDUSTRIAL

The industrial sector of the economy provides jobs and a strong tax base for the community. While there are many benefits to industry, there are also trade-offs. Some of the potential trade-offs include transportation conflicts, land use conflicts, pollution, and reduction of aesthetic quality.

Many of the negative effects of industrial developments can be eliminated or minimized with good planning and management. For instance, industry that is appropriately designed with landscaping, quality front facades, and a good circulation pattern can limit many adverse effects.

### Existing Conditions

Shelbyville has several industrial areas of various sizes and intensities. Of the two primary industrial parks, one is located near the airport, and the other along North Michigan Road. Other areas of significance include the area along Miller Avenue (SR 44 West) on the west side, along Elston Drive on the southeast side, the Knauf campus, as well as several smaller individual sites dispersed throughout the City.

Recent industrial development has been directed toward the newer industrial park along North Michigan Road. In addition to this new growth, redevelopment of existing industrial space has occurred at vacated sites in other areas. Currently, the City has utilized most of its industrial zoned land, but has the potential to make additional suitable land available for future industrial growth. To more fully accommodate future industrial growth drainage must be addressed and accessibility further improved for both automobiles and trucks.

### Action Steps

Although Shelbyville has a strong industrial base, there are always opportunities to expand and diversify. The following action steps are intended to improve industrial districts and industry-related traffic circulation in Shelbyville.

1. Maintain and/or expand existing industrial land to allow for a variety of new light industry and high-tech industry in areas appropriate for such uses.
2. Locate and designate new industrial land use areas, where appropriate, to accommodate future growth.
3. Utilize consistent directional signage to give a cohesive feel to industrial areas and improve navigation.
4. Ensure adequate infrastructure for existing industrial users, and extend infrastructure and services to potential industrial areas to attract new businesses.
5. Identify primary drainage-related obstacles in targeted industrial areas and create a storm drainage master plan to address such problems.
6. Promote pedestrian-friendly circulation patterns connecting industrial parks with surrounding land uses.
7. Limit commercial development in heavy industrial areas.
8. Implement the extension from the Fairland Exit for industrial and highway commercial development as identified in the Fairland Exit Small Area Plan.

## INSTITUTIONAL

Institutional uses include schools, libraries, government offices, community centers, and churches. Most of these land uses will fit within any district, however there can be ill effects if not dealt with accordingly. Institutional uses can typically fit nicely within business districts, or on the fringe of residential areas when properly buffered. These land uses must be carefully sited so they do not exceed local street capacity or undermine the character of local neighborhoods.

### Existing Conditions

#### **Schools:**

There are currently three elementary schools, one middle school, and one high school located within the Shelbyville Central School District. In addition, there are two private schools. Refer to the Community Facilities Map on [page 33](#) for approximate locations of each of the schools.

Higher education needs are met primarily by Indiana Wesleyan University located in the Intelliplex Park.

Shelbyville Central Schools handles all of the districts special education needs in house. The Blue River Cooperative was dissolved and the remaining Shelby County school districts have made other arrangements.

#### **Medical:**

Major Hospital is the largest hospital serving the residents of Shelby County. The hospital outgrew its long-time location in downtown Shelbyville and now operates two branch centers in the Intelliplex Park.

#### **Churches:**

Currently there are over forty places of worship located throughout the City. These structures range in character from historic buildings to modern facilities of worship.

### Action Steps

The following action steps pertain to institutional uses.

1. Allow new institutional uses within residential or commercial districts with development standards which require adequate local street capacity and sensitivity to adjacent land uses.
2. Adopt and encourage development standards which lead to buildings that accomplish the City's character goals.
3. Explore options for developing a community college campus in Shelbyville. Ideally, locating such a campus in the downtown area could potentially serve as a catalyst for additional growth to occur around it.
4. Ensure that future development, especially schools, includes provisions for pedestrian access and networks to link the building(s) to the surrounding community.
5. Revitalize the downtown hospital site by identifying alternatives and adaptive reuse strategies.

## ENVIRONMENTALLY SENSITIVE AREAS

Environmentally sensitive areas include wetlands, floodplains, water features, riparian corridors, large tree lots, and unique vegetation. These areas are considered local amenities which make living in the community an enjoyable experience. Shelbyville has many of these beautiful amenities and the residents support the preservation of these areas.

### Existing Conditions

There are several environmentally sensitive areas in Shelbyville. They include floodplain along the Big Blue River corridor. Riparian corridors along the water ways are also considered unique and rare, offering the healthiest vegetation and animal habitat within the Shelbyville area.

Several wooded lots still exist in the community, but some have disappeared due to development. Also, a few marginal wetlands can be found in the area. Special attention should be given to ensure existing woodlots, floodplains, and wetlands are not disturbed or destroyed in new developments.

The most notable environmental features are the Big Blue and Little Blue Rivers. Efforts should be undertaken to protect, better recognize, and more effectively gain value from these natural amenities.

### Action Steps

The following action steps are intended to help preserve and maintain the primary and unique environmental features in Shelbyville.

1. Create development standards that preserve high quality environmental features.
2. Protect drainage ways and areas that drain into the rivers to prevent polluted runoff from entering the waterway.
3. Create and enhance visual and physical connections to the river to serve as a daily reminder to residents of the Big and Little Blue Rivers' importance to the community.
4. Discourage future development in the floodplain.
5. Continue to improve compliance with MS4 regulations.
6. Develop bioswale and wetland standards as alternatives for handling stormwater.
7. Develop an urban tree plan to protect and reestablish trees in core areas of the City.
8. Investigate the opportunity for regional water retention.

## AGRICULTURE

Farming and the agricultural industry is very important to Shelbyville and Shelby County both economically and culturally. In central Indiana, the value of productive crop land has held steady over the years. Farmland can be a difficult land use to maintain when communities begin to grow at a rapid pace.

More concerning are the land use conflicts that can arise when development is allowed near production crops and livestock areas. Farmers can be adversely affected by encroaching development around them. Issues like additional traffic on the streets, the fragmentation of contiguous parcels of farmland, and neighbors complaining about noises, smells, or chemical sprays are most common.

In some instances, small-scale agricultural activities can be successfully incorporated into urban areas in conjunction with residential uses. Provisions can be incorporated into the existing ordinances that allow for some types of "urban agriculture" under certain conditions.

### Existing Conditions

The land within Shelbyville's extra-territorial jurisdiction is predominantly agricultural. There are also some parcels of agricultural land scattered throughout the City within its corporate limits.

### Action Steps

The following action steps are intended to mitigate potential conflicts with the farming industry and maintain the agricultural heritage of Shelbyville.

1. New development should be encouraged only where it is contiguous to the developed areas of Shelbyville and where there is adequate water and sewer utilities.
2. Spot zoning for rural, single-family detached housing should be discouraged.
3. Identify the various qualities of productive farmland and, if development is to occur, ensure that it is contiguous to the existing City and does not impede on the productive use of agricultural areas.
4. Create development standards to allow for urban agricultural activities in certain residential areas.

## FUTURE LAND USE PLAN

The following two pages contain the Future Land Use Plan Map for the City of Shelbyville and its planning jurisdiction. The first map illustrates the desired, future land uses for the entire community, while the second represents the desired land uses specific to the central business district and surrounding neighborhoods. The Future Land Use Plan Map serves as the foundation for land use and planning decisions, and as the foundation for the City's zoning ordinance.

The information contained in the Future Land Use Plan Map is based on input from local residents and businesses, objective information from City staff and leaders, and the experience and knowledge of the City's planning consultant.

To differentiate between the various levels, or densities, of residential land uses, a five tiered system was utilized to illustrate their approximate locations. These designations do not represent specific zoning classifications. They are simply a means by which to determine future infrastructure needs and capacities, and allude to the general form of development in specific areas of the City. The following residential classifications were developed based on previous types of development in Shelbyville and the goals of the community.

- Low Density Single-family Residential: Single-family detached homes on a minimum of 10,000 square feet lot.
- Medium Density Single-family Residential: Single-family detached homes on lots sized between 7,500 square feet and 10,000 square feet.
- High Density Single-family Residential: Single-family detached homes on a lot with a maximum of 7,500 square feet lot.
- Low Density Multiple-family Residential: Multiple-family units that could include two unit (duplex) dwellings and low density apartments.
- High Density Multiple-family Residential: Multiple-family units that could include higher density apartment buildings.

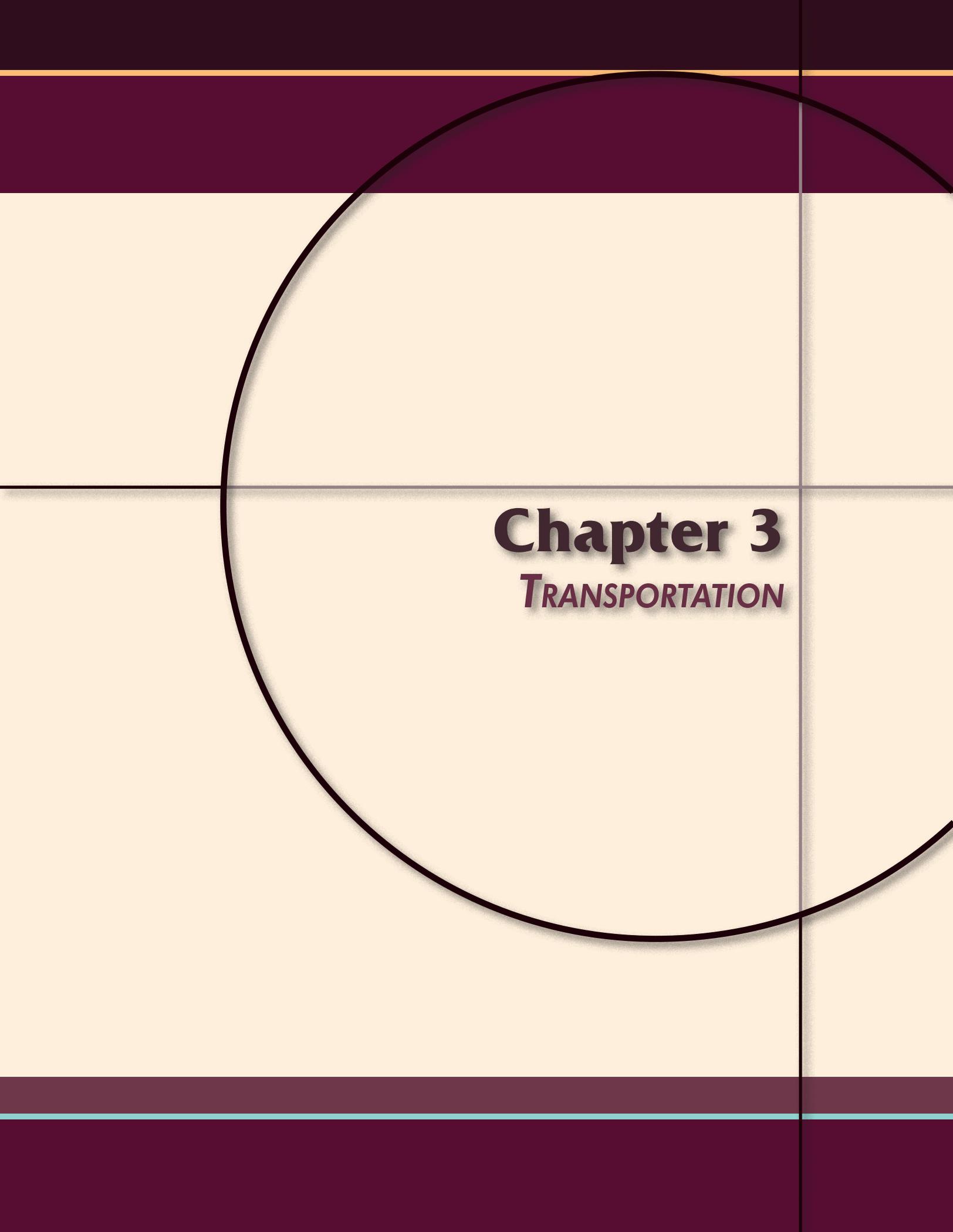
Special attention should be given to the area surrounding the Shelbyville Municipal Airport. Any development within an area approximately one-half mile around the existing and proposed runways should be strictly controlled. Primary land uses within this area should be limited to agricultural, industrial, appropriate types of commercial, and open space uses. Residential or any types of assembly space should be strongly discouraged.

In addition to the above mentioned land use issues, height restrictions on any type of structure must also be enforced. Such restrictions extend roughly two and one-half miles from the airport in a radial series of "air contour lines" around the airport, with heights varying from 957 feet to 1,157 feet above mean sea level. For a more detailed description of restrictions and recommendations for development around the airport, refer to the Shelbyville Municipal Airport's Master Plan.

The Future Land Use Plan Map uses graphics to conceptually illustrate the location of land use types and to geographically depict the City's land use goals. The Future Land Use Plan Map shall influence and serve as the basis for evaluating all land use decisions. It will also serve as the foundation for the City's zoning ordinance and zoning map.

FUTURE LAND USE MAP

FUTURE LAND USE MAP DOWNTOWN

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**Chapter 3**  
*TRANSPORTATION*

## TRANSPORTATION INTRODUCTION

This chapter of the Comprehensive Plan features current and anticipated challenges to safe and efficient transportation and circulation in the City of Shelbyville. These challenges were identified through the public workshops, key group interviews, and steering committee meetings.

Transportation issues in this chapter are addressed from an urban planning, land use, and policy perspective, not an engineering perspective. Further planning or engineering studies may be required to refine the solutions for some of these challenges.

The following transportation elements are specifically addressed:

- Pedestrian networks,
- Modifications or improvements to existing roads,
- New roads,
- Thoroughfare classifications, and
- Air and rail considerations.

On this and the following page are the goal, objectives, and strategies for transportation. Following these pages are sections which describe in more detail the transportation components of the plan.

## TRANSPORTATION GOAL

**Goal: Ensure that the City has a transportation system that supports commerce, provides multiple means for citizens to travel about the community, and that is sustainable.**

## TRANSPORTATION OBJECTIVES

### Objective 1: Maintain an Efficient and Effective Street System

- 1.1: Ensure the street network enables the City to achieve its land use and growth management goals.
- 1.2: Ensure effective accessibility to all properties in their jurisdiction for trash services and police, fire, and other emergency services.
- 1.3: Require streets within subdivisions to connect with neighboring subdivision's streets.
- 1.4: Periodically review the Transportation Plan Map to consider evolutions in street classifications.
- 1.5: Maintain a five-year Capital Improvement Plan for street construction and maintenance projects based on cost/benefit analysis.
- 1.6: Coordinate with Shelby County and Johnson County in regard to improvements to County Road 400 North.
- 1.7: Identify projects that will improve traffic flow, safety, and accessibility in the downtown area.

### Objective 2: Improve Transportation Safety

- 2.1: Improve street segments, intersections, and rail crossings that are known to be dangerous.
- 2.2: Establish standards for safe pedestrian crossings then make improvements in priority locations as funds permit.
- 2.3: Minimize, regulate the location of, and/or regulate the design of curb cuts along all arterial streets based on best engineering practices and studies.
- 2.4: Promote the reconstruction of the Fairland Exit ramps to improve visibility and safety during turning movements.

### Objective 3: Complete a Comprehensive Network of Sidewalks and Paths for Pedestrian Accessibility

- 3.1: Ensure pedestrian facilities are incorporated into all new subdivisions and installed or improved along perimeter streets as non-residential development occurs, at the development's expense.
- 3.2: Ensure pedestrian facilities are a design priority and get installed along all new streets, and along streets that are being widened or improved.
- 3.3: Ensure that new residential development provide pedestrian linkages to adjacent natural areas and parks, and adjacent commercial areas.
- 3.4: Require new development to provide pedestrian facilities that link to pedestrian facilities in adjacent developments.
- 3.5: Maintain a five-year sidewalk and path construction and maintenance schedule as part of the Capital Improvement Plan.

3.6: Because pedestrian facilities are also used for recreation, utilize funding sources for parks and recreation to help implement a network of sidewalks and paths.

3.7: Identify projects that will improve pedestrian accessibility, safety, and comfort in the downtown area.

3.8: Require commercial development to provide facilities that allow pedestrians to effectively and safely reach main entrances from perimeter streets.

### Objective 4: Make Fiscally Responsible Decisions in Regard to Transportation Facilities

4.1: Consider the impacts to streets and pedestrian facilities when reviewing new development proposals.

4.2: Ensure that the necessary right-of-way is dedicated or preserved when subdivisions or other large-scale projects are approved.

4.3: Identify grants and track submittal deadlines, and seek out other funding mechanisms for transportation projects which may be utilized to leverage local resources.

4.4: Require a traffic impact study for new large development to determine if the existing streets can handle the additional load.

4.5: Establish an adequate public facilities policy which states that proposed development can be denied based on a lack of adequate street or pedestrian facilities, and that allows the developer to offer to pay for necessary upgrades to the transportation facilities.

### Objective 5: Protect future and existing transportation infrastructure from development that would compromise its viability

5.1: Discourage noise sensitive and inappropriate development in proximity to the rail line which is expected to become a high-speed rail corridor.

5.2: Discourage noise sensitive and conflicting development in proximity to the Shelbyville airport.

### Objective 6: Support Shelby County and the Indianapolis Metropolitan Planning Organization in their effort to develop a new interchange along I-74 between the London interchange and the Fairland interchange.

### Objective 7: Support Shelby County and the Indianapolis Metropolitan Planning Organization in conjunction with Hancock County and Hamilton County in their efforts to develop a North/South Corridor that would ultimately link I-74 to I-70 and I-69.

## PEDESTRIAN NETWORKS

Sidewalks and trails form the pedestrian circulation network. The pedestrian network should provide uninterrupted, safe, and efficient travel for walkers, cyclists, and other modes of non-motorized transportation.

### Existing Conditions

The pedestrian network varies in condition throughout the City, ranging from new facilities to non-existing links. Sidewalks in older areas are generally in good condition, but periodically need maintenance. Two of the elementary schools lack sidewalks to connect them to surrounding neighborhoods. Shelbyville is currently working to develop pedestrian trails to link various parks.

### Action Steps

The following action steps pertain to pedestrian networks.

1. Inventory where pedestrian facilities exist.
2. Establish the criteria for prioritizing sidewalk repair (e.g. dangerous conditions, non-compliance with ADA, or most heavily traveled).
3. Inventory existing sidewalks based on the established criteria and then prioritize sidewalk repair projects.
4. Establish the criteria for prioritizing the construction of new sidewalks or trails (e.g. links to parks, links to schools, missing piece between two existing sidewalks).
5. Identify and prioritize new sidewalk and trail projects based on the established criteria.
6. Allocate local resources and apply for State and Federal grants to fund pedestrian facilities.
7. The design of future sidewalks should be dependent on surrounding land uses, location, and expected level of use.
8. Pedestrian accessibility to dwellings and other development sites should be provided by the developer.
9. The City should require the installation of sidewalks on both sides of local streets within subdivisions.
10. A new pedestrian facility should be constructed along SR 9 to Intelliplex Park.

## IMPROVEMENTS TO EXISTING STREETS

Transportation and circulation networks take a variety of forms in Shelbyville. Traditionally, cities were developed in a grid street pattern, usually with sidewalks. In the 1950's and 1960's, developments were constructed with curvilinear streets and cul-de-sacs. As a result, inconsistencies in development patterns over time have resulted in circulation problems.

### Existing Conditions

Shelbyville has a grid pattern in its older urban areas and curvilinear streets in its newer areas. Older areas tend to have narrow streets.

Shelbyville also has two state highways which travel through the center of the City, one from east to west (i.e. SR 44) and one north to south (SR 9).

Some heavily traveled commercial corridors have excessive curb cuts.

### Action Steps

The following action steps pertain to street construction, widening, and maintenance.

1. Improve streets only when consistent with the Transportation Plan and when the need clearly exists.
2. Always consider sidewalk improvements concurrent to street improvements.
3. Coordinate with Shelby County to ensure that proposed improvements to County Road 400 N properly tie into the City's existing and planned street improvements.
4. Coordinate with the Indiana Department of Transportation to improve traffic flow and pedestrian safety along SR 9 around the downtown square.
5. Promote alternative routes that would mitigate excessive traffic on narrow streets.
6. Curb cuts should be managed along commercial corridors to reduce accidents and traffic congestion, especially along major thoroughfares.
7. New curb cuts should be as narrow as practical and defined with curbs.
8. Coordinate with the Indiana Department of Transportation to develop an access management plan for the state highways.
9. Evaluate the level of service currently provided by the intersection of Miller Street and McKay Road, the intersection of South Harrison Street and McKay Road, as well as the intersection of St. Joseph Street, South Miller Street, and Evans Street to determine if improvements to the intersections in question could be made so that traffic flow is more efficient and that there is a reduction in the potential conflicts at these locations.

## NEW STREET CONSIDERATIONS

Cities periodically have to construct new streets to spur investment, to relieve congestion, and to mitigate dangerous conditions. This section explores a few of those potential new streets.

### Existing Conditions

A lot of eighteen-wheel trucks use the state highways that run through downtown. This has caused a lot of concern from citizens. The street configuration on the square was not designed for these large vehicles, the noise is disturbing, and businesses feel it negatively impacts their operations.

### Action Steps

The following action steps relate to new streets which would improve access, circulation, and safety. They would also spur economic development.

1. The City should engage in any efforts to construct an “outer loop” around the Indianapolis metropolitan area. Community leaders generally support the concept but will work to mitigate any potentially negative impacts of such a project.
2. Encourage new streets to lessen the impact on existing high-use streets.
3. Strive to extend a street south from the Fairland Exit to SR 44 as depicted on the Transportation Plan Map. Such a route would provide greater access between SR 44, I-74, and the airport. This route would also divert heavy truck traffic away from downtown.
4. Prepare an implementation strategy which considers current property use, refines the alignment, refines logical project phases, coordinates with INDOT the reconstruction of the interchange, estimates costs per phase, and identifies funding sources.
5. Require street layouts in new subdivisions and new developments that internally link to adjacent parcels, existing developments, or expected subdivisions where appropriate and feasible.
6. New street construction should require standardized curbs and handicap-accessible sidewalks appropriate to the affected land uses.
7. Implement the Fairland Road extension as identified in the Fairland Exit Small Area Plan.

## STREET HIERARCHY

A street hierarchy is a classification system where streets are classified based on their existing and future purpose and usage. For instance a state highway (i.e. principle arterial) serves a different purpose and has different travel demands than a local street. The street classifications are as follows:

- **Principle Arterial:** A street, with access control and restricted parking, that collects and distributes traffic to and from minor arterials.
- **Minor Arterial:** A street that collects and distributes traffic to and from collector and principle arterial streets.
- **Collector:** A street designed to collect traffic from local streets and from several neighborhoods and to distribute traffic to arterial streets. It has lower traffic volumes than principle or minor arterials.
- **Local:** A street designed primarily to provide access to abutting properties and discourage through traffic.

Sometimes a street may be classified higher than its existing use because it is anticipated to have higher traffic volumes or different design features in the future. The City of Shelbyville should encourage future development to occur in areas that can be easily served, or accessed, along appropriate routes.

Establishing a street hierarchy can provide several advantages to a community. Smaller, narrower residential streets which immediately serve homes, provide quieter, safer, and more enjoyable neighborhoods. These smaller streets also help to keep faster, higher volumes of traffic out of residential areas, thus reducing the potential for accidents and increasing pedestrian safety.

A street hierarchy can also help the City utilize public funds more efficiently and effectively. For instance, maintenance operations and snow removal routes can be prioritized to serve the largest segments of the population at the least amount of cost. Finally, creating such a hierarchy allows Shelbyville to make the most efficient use of land.

## TRANSPORTATION PLAN

The following pages contain the Transportation Plan Maps for the City. These maps illustrate the street hierarchy of existing and proposed streets within Shelbyville and within the extra-territorial jurisdiction.

TRANSPORTATION PLAN MAP

**TRANSPORTATION PLAN MAP DOWNTOWN**

## AIR AND RAIL SERVICE

### Existing Conditions

The Shelbyville Municipal Airport, located along I-74 near the Fairland Exit, has been an important part of the community’s transportation system for many years. There is currently a 5,000 feet by 100 feet North/South runway as well as a 2,700 foot turf, crosswind runway.

The airport recently completed several projects in its ongoing process to maintain a quality facility. To meet growing flight activity, the airport recently completed maintenance and storage facilities, and is in the process of building new hangers for plane storage. The Shelbyville Municipal Airport also installed, with the assistance of the FAA, an Automated Surface Observing System (ASOS). Because the Shelbyville Municipal Airport is classified as an “uncontrolled” airport, this system provides pilots with an approved weather report as required by the FAA for chartered planes.

The National Guard also maintains a facility primarily for helicopters adjacent to the airport.

Current rail service has served as an effective, vital service to local industry over the years. The primary route through the City, in addition to strategic spurs serving industrial areas, have provided a steady stream of goods and services to and from Shelbyville.

Over the years there has been discussion on utilizing the rail corridor for high-speed passenger service between Indianapolis and Cincinnati.

### Action Steps

#### Airport:

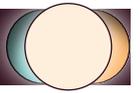
The City and the aviation board should work together to:

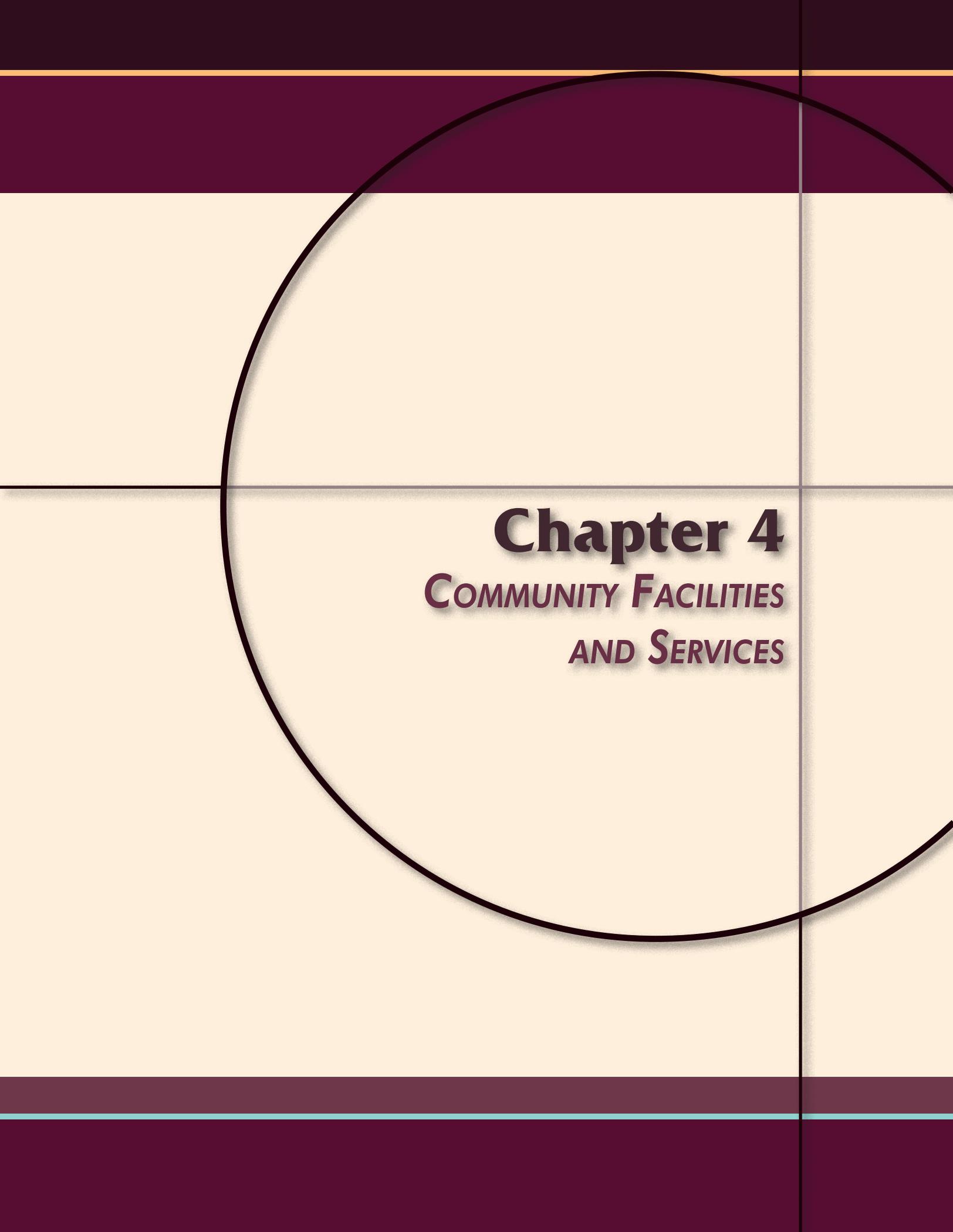
1. Ensure the necessary airspace is maintained surrounding the airport by restricting land uses along flight paths and in immediate proximity to the airport that could conflict with airport operations. The restriction on land uses will help maintain the airport as an important amenity serving Shelbyville and the surrounding area. For proposed land uses surrounding the facility, refer to the Proposed Land Use Map on *page 17*.
2. Developments that are in close proximity to the airport and could potentially petition against airport expansion should be asked to waive their rights to remonstrate against airport expansion. This could be done as a part of a development approval or as a condition on utility hook-up.

#### Rail:

Service to the community by rail will remain a vital part of the economy. In addition to serving the industrial sector, the existing route could potentially begin offering passenger service. The current route has been designated a high-speed rail line by the federal government. This could potentially link Shelbyville to the larger region and serve as a catalyst for future growth and economic development. Shelbyville should:

1. Strive to minimize rail crossings or conflicting developments in close proximity to the potential high speed rail line.
2. Preserve a parcel of land in close proximity to the potential high speed rail line for a depot and parking.



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**Chapter 4**  
*COMMUNITY FACILITIES  
AND SERVICES*

## COMMUNITY FACILITIES AND SERVICES INTRODUCTION

This chapter of the Comprehensive Plan is primarily concerned with the maintenance and expansion of public utilities, City services, and City facilities. The four areas discussed in this chapter include: water, storm drainage, sanitary sewer, and community facilities. Additional types of infrastructure include streets and sidewalks which were discussed in *Chapter 3: Transportation*.

As a community grows, it must keep pace with the demand for additional services. A challenge for slower growth communities is boosting their financial resources for the initial capital when the return on investment could be years in the future. A Capital Improvement Plan (CIP) is an ideal implementation tool for this type of situation.

On this and the following page, the community facilities and services goal, objectives, and strategies are listed. The pages following those items contain information on the detailed components of the community's facilities and services. Also included is a map locating some of these services as well as additional facilities.

## COMMUNITY FACILITIES AND SERVICES GOAL

**Goal: Provide quality, sustainable, and efficient public facilities and services for the current and future residents of Shelbyville.**

## COMMUNITY FACILITIES AND SERVICES OBJECTIVES

**Objective 1: Ensure adequate and sustainable public facilities, utilities, and services exist to support the existing community, to promote economic development, and to accommodate anticipated growth.**

- 1.1: Provide an infrastructure system which meets the needs and expectations of the community and supports future economic development.
- 1.2: Continue to implement the Sanitary Sewer Master Plan.
- 1.3: Continue to implement the comprehensive Storm Drainage Plan with regional retention.
- 1.4: Provide utilities which are reasonably affordable with a design and distribution plan which ensures adequate service to the community.
- 1.5: Ensure appropriate drainage infrastructure is installed and regularly maintained in the planning jurisdiction. This includes support for dredging existing drainage systems.
- 1.6: Explore the opportunities to create a joint cooperative, coordinated effort between the City and Shelby County to develop regional detention areas.
- 1.7: Maintain a utility plan which supports future land use goals in its recommendations for design and distribution. Extend services to strategic locations to encourage economic development.
- 1.8: Partner with the private water utility to establish a network of water lines and hydrants that meet standards for public safety and for lower fire insurance rates for residences and businesses.
- 1.9: Support efficient and effective road maintenance, snow removal, and trash pickup.

**Objective 2: Develop and maintain a program for community services to expand concurrently with the growth of Shelbyville.**

- 2.1: Provide adequate and accessible public facilities to conduct City business, taking into consideration current demand, growth rates, and technology requirements.
- 2.2: Consider alternatives for leveraging existing sources, including public/private partnerships, to implement community, utility, and facility plans.
- 2.3: Evaluate when a new fire station will be necessary to maintain or improve fire insurance ratings; and/or evaluate relocating the existing fire station to a location that can better serve the entire community.
- 2.4: Ensure that the levels of police, fire, and emergency services are appropriate and adjusted as the community changes.

**Objective 3: Consider impacts to community facilities and services when reviewing development proposals.**

**Objective 4: Support and encourage a network of significant broadband service to neighborhoods, businesses, and industry. Additionally, there is existing fiber optic capacity in the downtown area that needs to be made readily available to the merchants in that area to promote a new type of development that would benefit from those services.**

## INFRASTRUCTURE PLANNING

### Water

The current water system is maintained and supplied by a private utility in Shelbyville. As such, the City and private utility should forge a partnership to ensure adequate services for existing and future development within the community and its jurisdiction. Such a cooperative public/private effort would also ensure that neither entity's future plans and expansions would conflict with the others.

### Storm Drainage

Stormwater drainage is an often forgotten public utility. The proper drainage of water is very important within a community. Certain areas in Shelbyville are prohibitive to development due to the inability to properly drain the site. Shelbyville should work with the necessary agencies to develop a comprehensive stormwater plan to alleviate such issues. This effort could include a coordinated effort with Shelby County and City and County Parks and Recreation Departments to develop a regional detention area that could also serve as a regional park.

A comprehensive stormwater drainage plan could identify strategic locations for regional detention areas. In addition, such a plan could be used to develop an improvement and maintenance schedule for the storm sewer system, including identifying areas of the City in need of curb and gutter and/or storm drainage infrastructure. Stormwater drainage systems are often subsidized by property tax dollars, unlike water and sewer systems which use direct billing based on consumption.

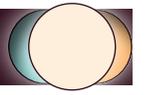
Also, the elimination and replacement of "winged culverts" within the City's jurisdiction as an element of a Capital Improvement Plan would improve the safety and the ability to maintain storm structures within the City's storm water drainage system.

Specific attention should also be paid to any legal County drains and storm water detention basins that lie within the City's jurisdictional areas (See Drainage Constraints Map) in order to maintain their integrity and effectiveness as development in those watershed areas continues.

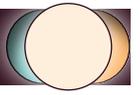
### Sanitary Sewer

Shelbyville prepared a sanitary sewer master plan. This plan identifies future regional lift stations and trunk line locations and also includes a plan to extend the sanitary sewer network to areas within the City limits currently not served. The sanitary sewer master plan also indicates the location of sewer extensions to serve areas for future development identified on the Future Land Use map (*page 17*). This plan is in need of periodic updates.

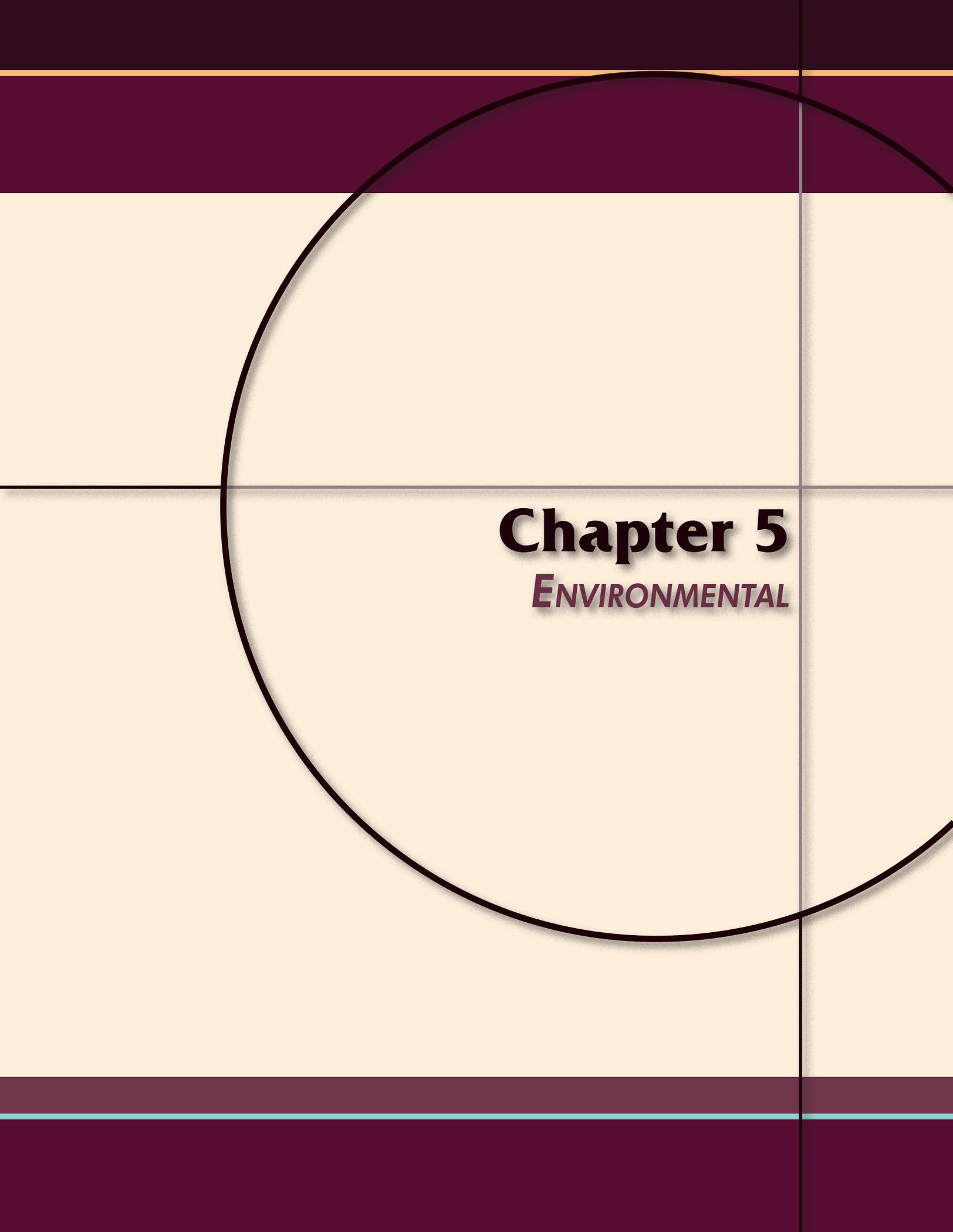
The map on the following page shows existing and future locations for lift stations. For more detailed information on future sewer expansions, refer to the City's Sanitary Sewer Master Plan.



**COMMUNITY FACILITIES AND SERVICES MAP**



**DRAINAGE CONSTRAINTS MAP**

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**Chapter 5**  
*ENVIRONMENTAL*

## ENVIRONMENTAL INTRODUCTION

This chapter focuses on the identification of environmentally sensitive areas and the maintenance and enhancement of those areas. Aspects of the environment or methods of protecting environmental resources, include the following:

- Water quality and management,
- Soil quality and management,
- Forestland conservation,
- Wetland conservation,
- Street tree planning,
- Streams and banks conservation, and
- Floodplain management.

On this and the following page, the environmental goal, objectives, and strategies are listed. The pages following those items contain more detailed descriptions relating to the community's natural environment and methods of protecting these amenities.

## ENVIRONMENTAL GOAL

**Goal: Promote an ecologically sound community through the protection and enhancement of Shelbyville's environmental amenities.**

## ENVIRONMENTAL OBJECTIVES

### **Objective 1: Conserve and restore existing natural areas including wooded areas, open space, and water features.**

- 1.1: Develop an inventory of existing natural features in the community.
- 1.2: Reserve quality open space as habitats for plants and animals.
- 1.3: Protect and preserve natural drainage areas and floodplains.
- 1.4: Protect the ground water supply.
- 1.5: Protect and improve the Blue River and other tributaries and stream banks.
- 1.6: Uphold regulations which protect Shelbyville's existing scenic views and natural environmental character.
- 1.7: Develop a Wellhead Protection Plan to ensure a safe drinking water supply for the community.
- 1.8: Participate in state and federal programs (e.g. Natural Resource Conservation Service, Farm Services Administration, U.S. Department of Agriculture, and Department of Natural Resources) to conserve, maintain and enhance natural areas.

### **Objective 2: Minimize conflicts between development and the natural environment.**

- 2.1: Buffer and protect environmentally sensitive areas from the impacts of new development.
- 2.2: Restrict the percentage of impervious surface within a development to reduce runoff.
- 2.3: Promote an ecologically sound community through the remediation of brownfield sites to return valuable land back to productive use.
- 2.4: Continue to provide incentives and opportunities for developers to remediate and redevelop existing brownfield sites in the community.
- 2.5: Maintain a landscape ordinance which requires landscape plans and the planting of vegetation within new developments.
- 2.6: Support existing regulations to minimize soil erosion and prevent various pollutions at construction sites.
- 2.7: Require new developments to be sensitive to natural features, vegetation, and wildlife habitats.
- 2.8: Consider using incentives or regulations to discourage the construction of residential and commercial structures in the floodplain.
- 2.9: Address light pollution by implementing a "Dark Sky" initiative and requiring "Dark Sky" approved lighting fixtures. Mirror the County's and embrace the "Dark Sky" movement including similar light pollution standards.

### **Objective 3: Develop and promote a solid waste management plan that emphasizes waste reduction and minimizes economic and environmental landfill disposal costs.**

- 3.1: Promote recycling programs and other waste reduction programs throughout the community.

## WATER QUALITY

Residents depend on clean and safe drinking water from public and/or private wells. Both of these water supplies are derived from ground water. The ability of the soils to filter and resupply this valuable resource is essential.

The water quality of the rivers and groundwater is also important to the health, safety, welfare, and economic stability of the community. Therefore, these natural features must be protected. Currently, a Wellhead Protection Plan is being developed for a well field near Marietta which supplies a majority of the water to Shelbyville. Effective management of the City's water supply will, however, require increased cooperation and coordination between City and County governments, residents near the wells, and the water utility. Land use restrictions near the wells may potentially become a necessary tool to protect the water supply.

## SOIL QUALITY AND MANAGEMENT

Soil limitations are a critical factor in determining the appropriate land use and development pattern for an area. Development on inappropriate soils may lead to the following problems:

- Erosion from water or wind,
- Flooding and drainage problems from increased stormwater runoff, and
- Ineffectiveness of on-site waste treatment systems.

These problems can cause financial burdens for property owners and the City in addition to degrading the quality of the natural environment. Proper planning in the site selection process can minimize such problems. Soils should be tested properly. To be approved, land uses must be compatible with the types of soils on the site. Adequate sewer treatment is equally important.

## FORESTLAND CONSERVATION

Several small and medium sized woodlots are present in the Shelbyville planning jurisdiction. As mentioned on the previous page, the wooded areas along the Blue River and other waterways should be protected to the furthest extent possible. These and other woodlots should be maintained since a forest stand can reduce air temperatures in the summer by about ten degrees Fahrenheit and can reduce wind velocities by twenty to sixty percent.

Woodlots and hedge rows also provide vital wildlife habitat and clean pollutants from the air. An acre of woods absorbs an estimated ten tons of carbon dioxide per year. On a smaller scale, saving mature trees on a site can reduce energy bills for the property owner, reduce the erosion of soil on construction sites, and increase the value of the property.

New development should be designed to minimize the impact on woodlots and tree stands because of the benefits to property owners, the City of Shelbyville and its planning jurisdiction.

## WETLAND CONSERVATION

Shelbyville has a few wetland areas, low flow streams/ditches, and wet soils. These areas should not be disturbed. Developments that do not avoid these areas must mitigate according to State and Federal regulations.

## FLOODPLAIN MANAGEMENT

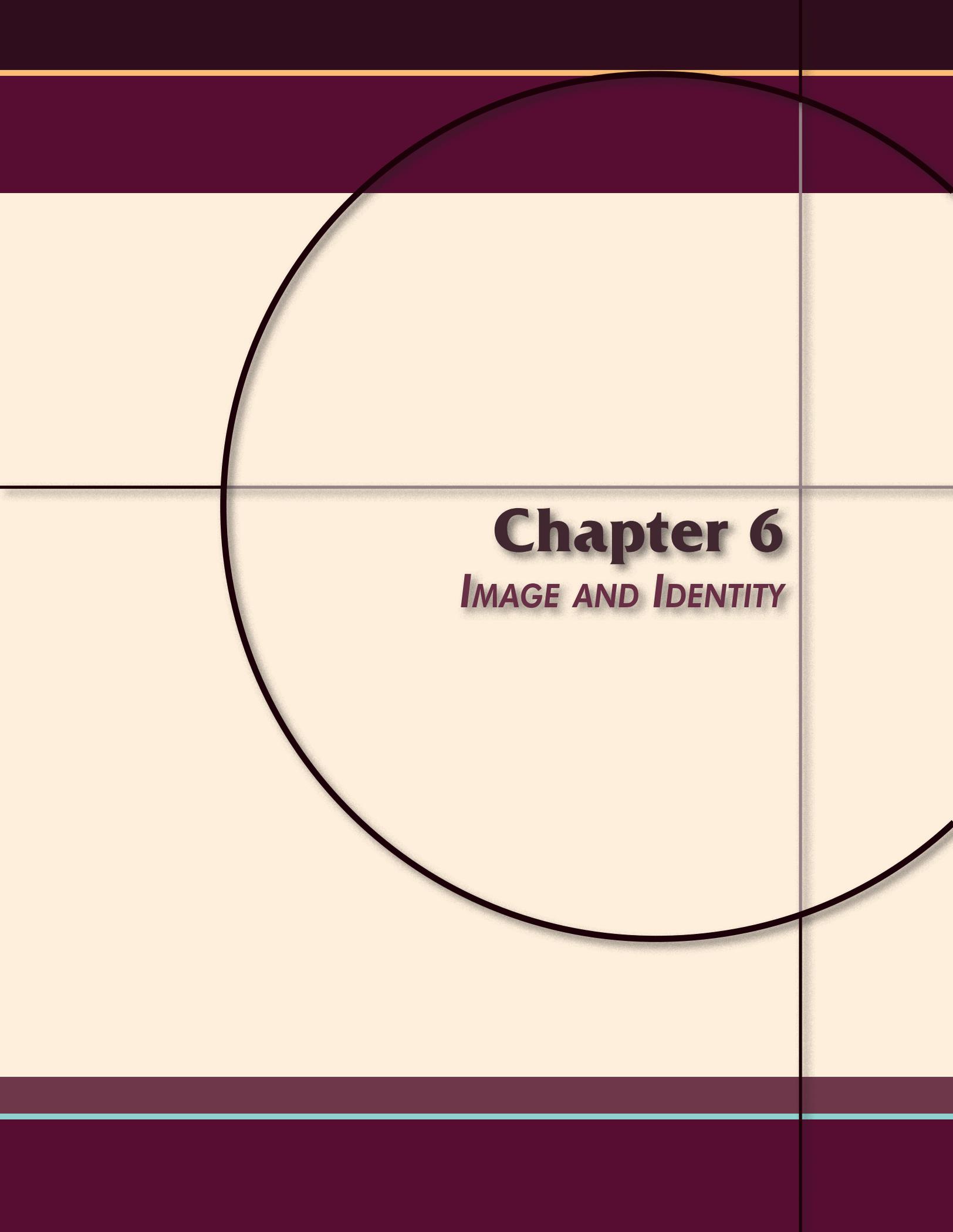
Flooding causes more damage to communities across the country than all other types of natural disasters combined. It is costly to property values and lives.

Protected natural areas within the floodplain will absorb the impact of most flooding by minimizing economic losses to the commercial and residential structures in the floodplain. Preserving greenspace reduces the amount and velocity of water during storm events.

Natural areas also act as a sponge by drawing in rain and snow and slowing the flow of water over land. By contrast, impervious surfaces, such as parking lots, rooftops, and roadways hasten stormwater flow. The flooding will be less severe in downstream areas when more pervious, or natural, surfaces exist within the watershed.

Development in the floodplain, particularly residential, is inappropriate because it increases the risk of flooding. The City should discourage development within the 100-year floodplain, but if it must occur, it should be built in accordance with all Federal, State, and local requirements. Furthermore, if development occurs in the floodplain, mitigation measures should require no “net loss” of floodplain capacity.



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**Chapter 6**  
*IMAGE AND IDENTITY*

## IMAGE AND IDENTITY INTRODUCTION

Shelbyville's character and image are highlighted in this chapter. Consistently improve and enhance the community's image and identity include:

- Beautifying gateways,
- Continue revitalizing the downtown, and
- Revising subdivision standards and zoning.

Building on the positive aspects of the community's image is instrumental in retaining and attracting residents and businesses. Events like the Bears of Blue River Festival are important because they promote and reinforce Shelbyville's image and identity.

On this and the following page, the community image and identity goal, objectives, and strategies are listed. The pages following those items contain more detailed components relating to Shelbyville's image and identity.

## IMAGE AND IDENTITY GOAL

**Goal: Develop a unique identity for Shelbyville that portrays a positive and appealing image of a community that is a great place to live, work, and conduct business.**

## IMAGE AND IDENTITY OBJECTIVES

### Objective 1: Promote high aesthetic standards throughout the City.

- 1.1: Establish development standards for new development, redevelopment, streetscape, and gateways.
- 1.2: Encourage the use of high quality materials in new construction and redevelopment.
- 1.3: Use consistent and high quality materials for all public facilities and structures including, but not limited to, buildings, signs, fences, park equipment, and sidewalks.
- 1.4: Develop architectural standards for commercial and industrial development in areas of high-visibility.
- 1.5: Develop, adopt, and support design guidelines for sensitive and primary corridors, community gateways, and the downtown.
- 1.6: Sculpt the character of new development by revising the Comprehensive Plan, Zoning Ordinance, and Subdivision Control Ordinance to the extent legally possible.
- 1.7: Develop and implement a community-wide landscaping ordinance and street tree ordinance.
- 1.8: Coordinate with and encourage utility companies to bury utility lines.

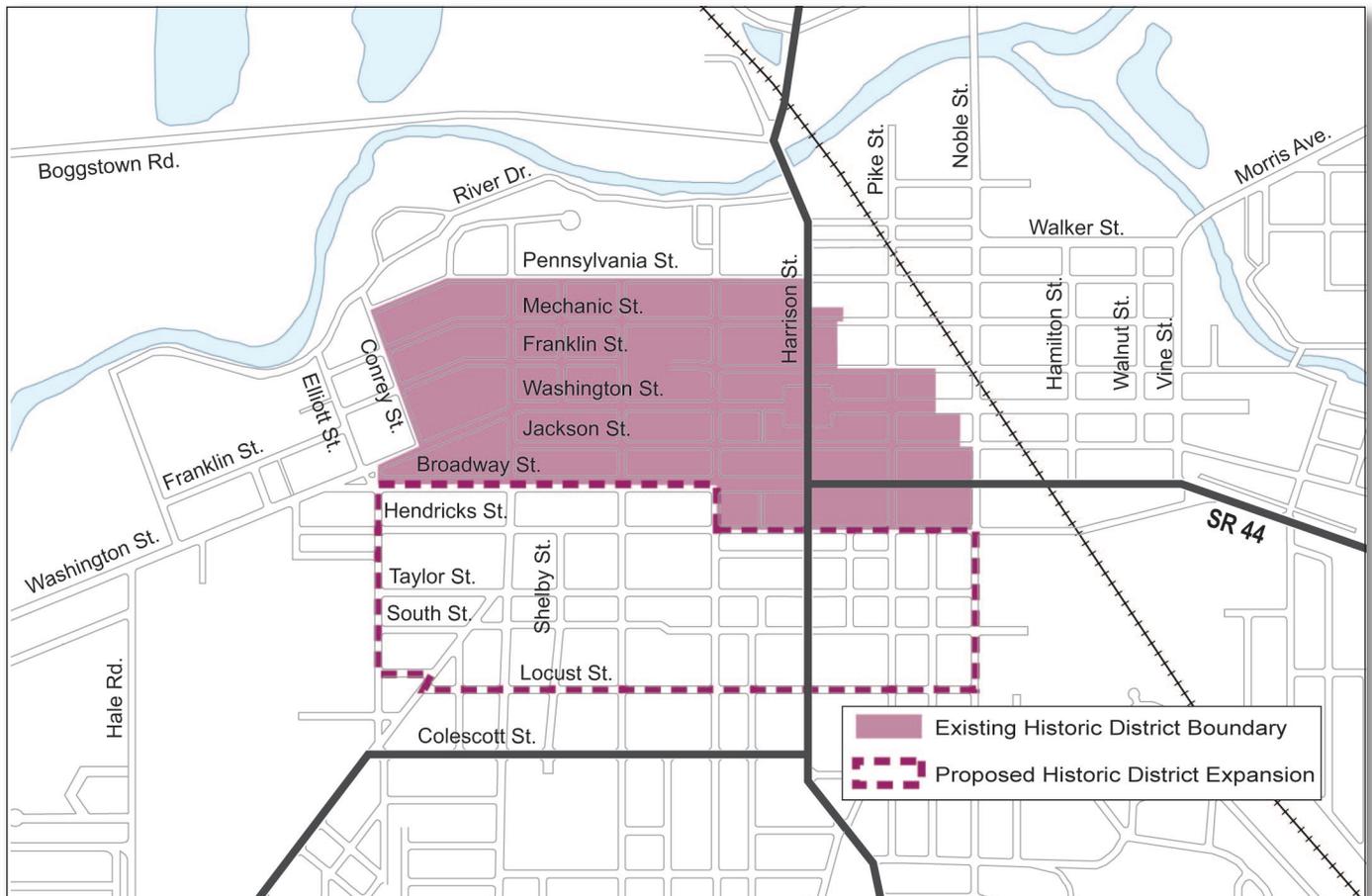
### Objective 2: Capitalize on Shelbyville’s history, heritage, and character.

- 2.1: Build upon local assets and the cultural heritage of Shelbyville.
- 2.2: Preserve historical and culturally significant amenities.
- 2.3: Expand the historical district to the south (See map below).

### Objective 3: Create a marketing plan for Shelbyville which includes the development of a branding strategy.

- 3.1: Use a theme, slogan, logo, icon, color, texture, and/or materials to capture the spirit of Shelbyville.
- 3.2: Create and beautify gateways along primary roads to create a positive first impression to motorists.
- 3.3: Promote the community’s identity internally and externally.
- 3.4: Use landmarks and strong focal elements to leave a lasting positive impression on residents and visitors.

## HISTORIC DISTRICT EXPANSION MAP



## TREE MANAGEMENT AND PRESERVATION

Beautiful street trees exist throughout the City. Street trees can lower air temperatures in the summer by reducing the impacts of the urban heat island effect. Street trees can also reduce wind velocity. In addition, street trees greatly contribute to the quality of life in a community.

One way to protect the urban forest is to form a Tree Committee. Such a committee can promote and direct programs of responsible cooperation between City government, public utilities, and residents. The Shelbyville Parks and Recreation Department should strive to maintain the *Tree Inventory Management Plan for the City of Shelbyville* as a proactive step to address the existing and future health of the tree population. In addition to these efforts, the community should also consider a tree preservation ordinance.

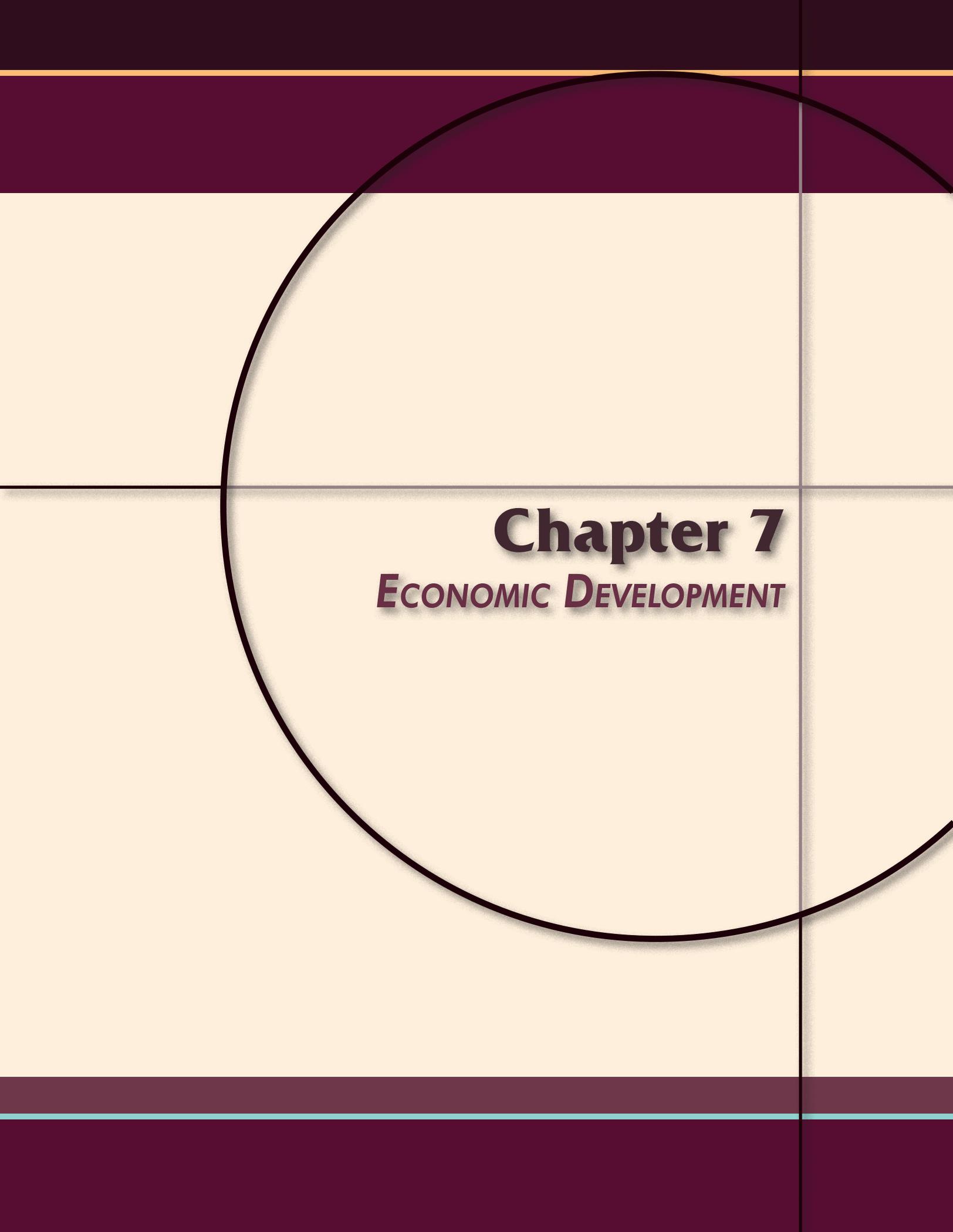
## DOWNTOWN SHELBYVILLE

The workshops revealed that local businesses and residents feel strongly about the vitality of downtown. Shelbyville is fortunate to have a number of businesses, City and county offices, and institutions downtown. However, some vacancies exist. The City should work with the local Mainstreet organization to invigorate vacant buildings and improve the general appearance of the downtown.

The formalization of an Arts District could potentially assist the community in its efforts to secure grant funding in order to expand the quality of life initiatives that are being pursued by existing venues and others yet to be created.

## SUBDIVISION STANDARDS AND ZONING

The City should periodically review and update its zoning and subdivision control ordinances to continue to refine and advance standards for development. The Shelbyville Plan Commission is responsible for developing and amending the subdivision control ordinance. This ordinance controls character, identity, landscaping, and aesthetics in new subdivisions. The subdivision control ordinance and the highway access plan (*Chapter 3: Transportation*) will reinforce Shelbyville's community character, quality neighborhoods, and quality of life.

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**Chapter 7**  
*ECONOMIC DEVELOPMENT*

## ECONOMIC DEVELOPMENT INTRODUCTION

This chapter of the Comprehensive Plan is concerned with economic development in Shelbyville. Addressed in this chapter include several concepts for consideration including:

- Public/private partnerships, and
- Proposed TIF Districts.

On this and the following page, the economic development goal, objectives, and strategies are listed. The pages following those items contain information regarding the importance of developing and strengthening public/private partnerships and information about TIF districts and potential locations within Shelbyville.

## ECONOMIC DEVELOPMENT GOAL

**Goal: Position the City to attract and promote new businesses and industries that diversify the economy, offer quality jobs, are sustainable, and that ensure a better future for the residents of Shelbyville.**

## ECONOMIC DEVELOPMENT OBJECTIVES

### **Objective 1: Improve, maintain, and redevelop (when necessary) existing commercial areas.**

- 1.1: Coordinate with Mainstreet Shelbyville and the Shelby County Chamber of Commerce to conduct a “needs assessment” in regard to existing commercial centers.
- 1.2: Prioritize businesses “needs” and work in coordination with Mainstreet Shelbyville and the Shelby County Chamber of Commerce to develop means to address the needs.
- 1.3: Discourage new commercial development on previously undeveloped land, which leaves other (especially older) commercial areas un-utilized, under-utilized, or un-sustainable.

### **Objective 2: Strive for meaningful results and sustainable economic vitality.**

- 2.1: Recognize that the City’s goals and objectives in the Comprehensive Plan are based on public input, research, community science, and years of local experience which should be used to guide economic development efforts, not vice-versa.
- 2.2: Recognize that the City’s values are reflected in its development standards and that all economic development efforts should respect those standards.
- 2.3: Pursue economic development projects that result in a significant increase to the City’s assessed value, “living” wages, skilled jobs, the likelihood of longevity, and/or that adds synergy or value to existing businesses and industries.
- 2.4: Pursue operations that own aircraft or otherwise would utilize the City’s airport.
- 2.5: Require local businesses that are given incentives to expand or to move into new locations to maintain their occupied property and maintain or sell their vacated property.

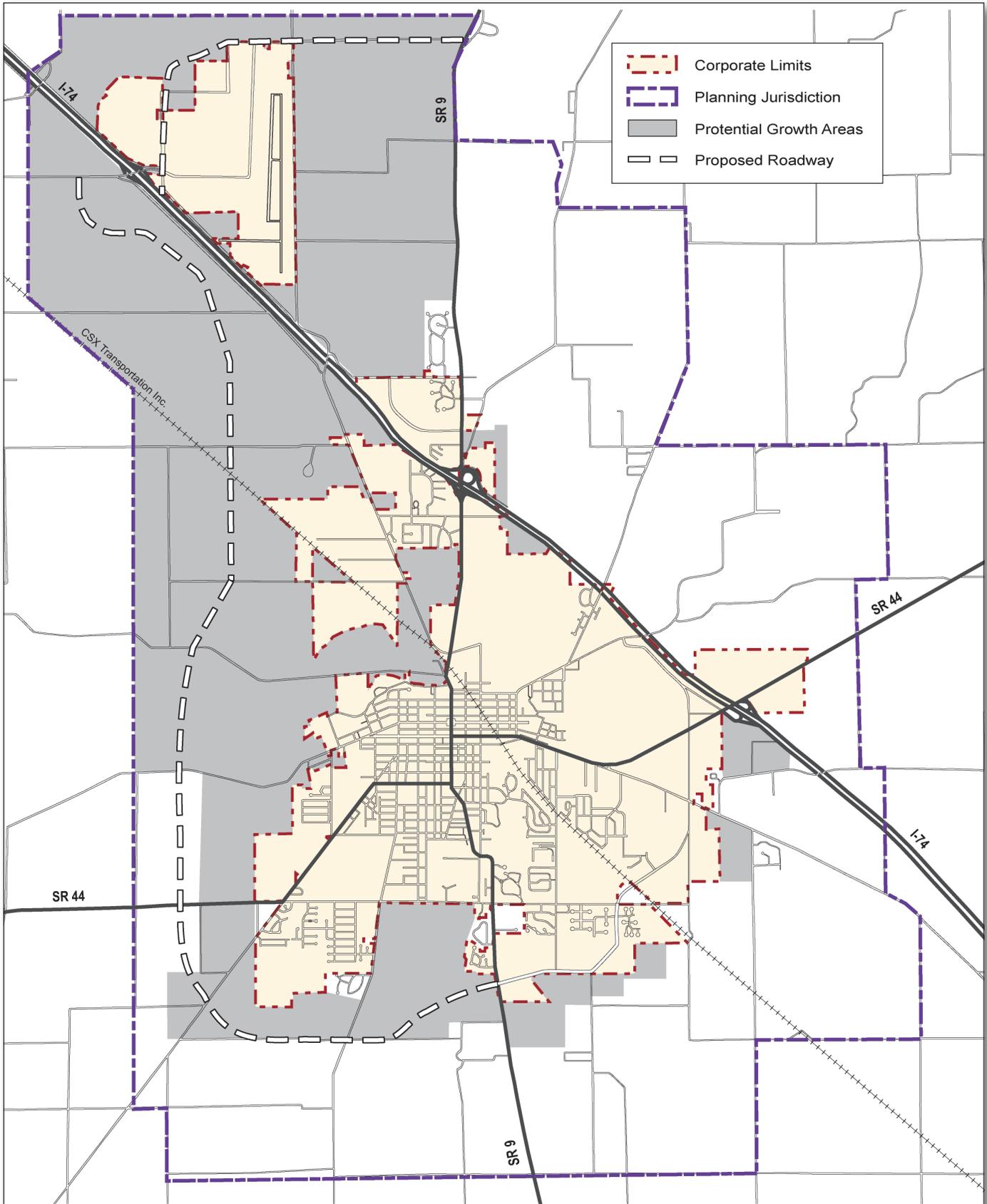
### **Objective 3: Promote economic growth in targeted areas (see map on page 48).**

- 3.1: Fill the Intelliplex Technology Park with vibrant and sustainable businesses and operations.
- 3.2: Continually explore opportunities to develop or modify tax increment financing (TIF) districts to make meaningful infrastructure improvements, or otherwise strategically benefit the City’s economic development efforts.
- 3.3: Assure that City services, utilities, infrastructure, and communication infrastructure are installed in strategic locations in and around the City to promote economic development.
- 3.4: Provide assistance and incentives to encourage a high-tech industry/business environment.
- 3.5: Promote the fiber optic hub as an economic catalyst for businesses that could serve or benefit from such technology.

### **Objective 4: Establish a mix of land uses that collectively establish a vibrant downtown economy.**

- 4.1: Encourage residential infill and redevelopment near the downtown resulting in a higher population within walking distance.
- 4.2: Promote infill development on vacant lots, redevelopment of existing non-historical buildings, and refurbishment of historical buildings that result in complementary uses, a notable number of employees, and/or a notable number of new residents.
- 4.3: Encourage upper story conversions that maximize use of the space as either offices or residential units.
- 4.4: Encourage ground-floor uses to be retail, food service, entertainment, galleries, and impulse-oriented uses that help establish a critical mass of co-supporting uses.
- 4.5: Promote the Main Street Facade Grant Program.

## GROWTH AREAS MAP



## PUBLIC/PRIVATE PARTNERSHIPS

While combining public and private efforts requires more coordination, these partnerships are effective because they can take advantage of the different knowledge and resources that are available in the private and public sectors.

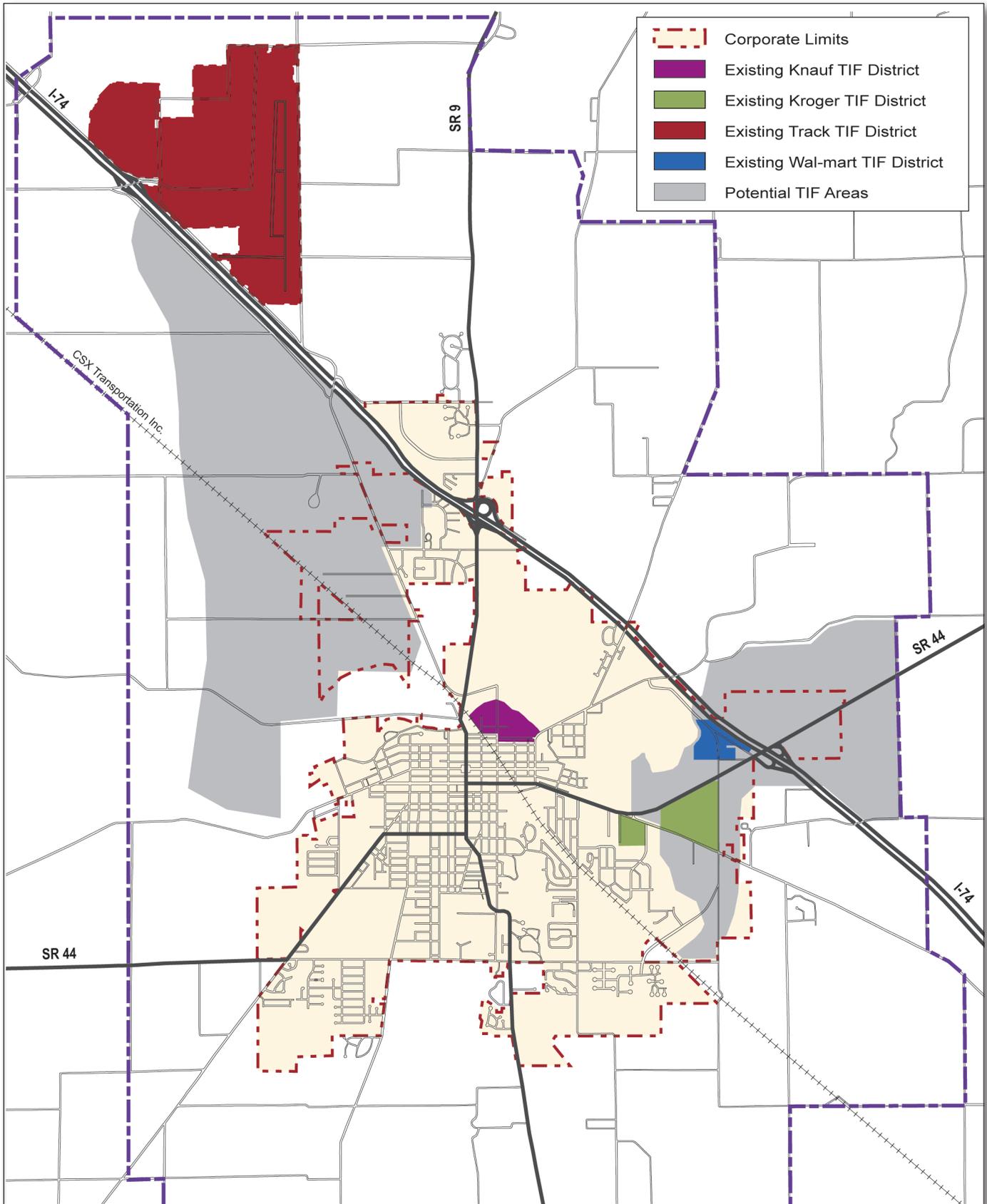
Communities are always competing for new business. Coordinated efforts between public and private entities to have the necessary services in place for business growth will give Shelbyville the strategic advantage in such a competitive market. By combining the strategies of the public and private sectors, Shelbyville can be more successful in attracting quality businesses to sustain the economic health of the community.

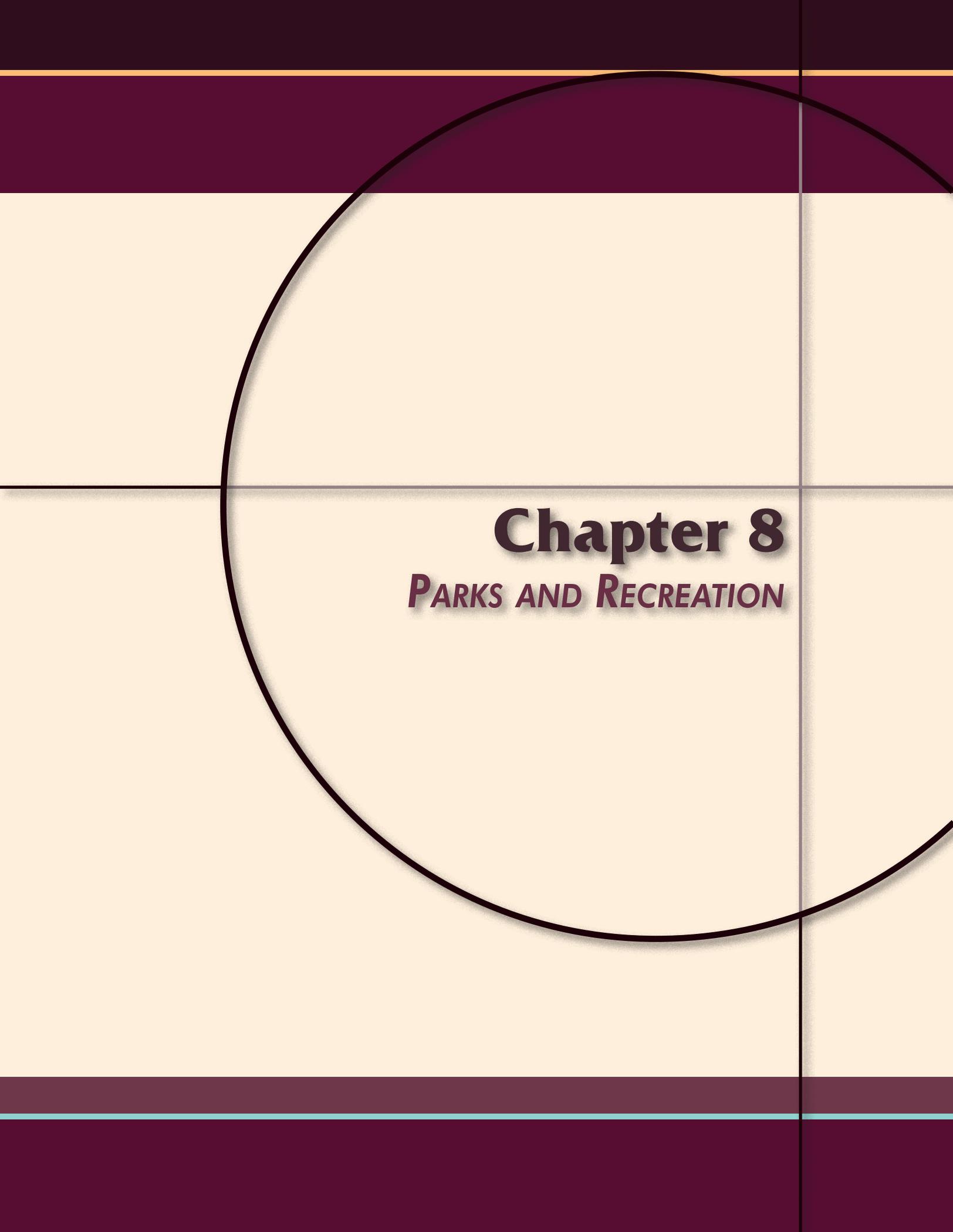
## TAX INCREMENT FINANCING DISTRICT(S)

A Tax Increment Financing (TIF) District is one potential tool for encouraging economic development in Shelbyville. TIF Districts establish a special account for the collection of property taxes which are paid on new property investments in each district. Taxes from property present in the area prior to the establishment of the TIF district are unaffected, however, maintaining the pre-TIF tax receipts. The funds which do accumulate in the district accounts are in turn used to finance public improvements such as roads, sewer lines, and drainage systems in the area.

The TIF Districts Map on the following page graphically illustrates existing and potential areas where TIF Districts could be incorporated in Shelbyville.

## TIF DISTRICTS MAP



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**Chapter 8**  
*PARKS AND RECREATION*

## PARKS AND RECREATION INTRODUCTION

This chapter looks at ways to improve and expand the parks and recreation system in Shelbyville. Parks improve the quality of life by providing a cleaner environment, access to natural resources, and family recreation. By making the community a more desirable place to live, parks can attract new residents, businesses, and visitors. In this sense, parks can offer a good return on the City's investment.

There are nine public parks in Shelbyville. Refer to the Community Facilities Map on *page 33* for their approximate locations. They range in size from small neighborhood parks such as Tindall Park to Blue River Memorial Park that encompasses 186 acres.

Given the historically slow growth of Shelbyville, access to the park system may be a higher priority than the development of the new services and facilities. Shelbyville, its residents, and the Shelbyville Parks Board should investigate alternative sources of funding and review their subdivision control regulations to ensure sidewalks and paths link neighborhoods to the park system.

On this and the following page, the parks and recreation goal, objectives, and strategies are listed. For additional details relating to community park land and other recreational issues, refer to the Shelbyville Parks and Recreation Master Plan.

## PARKS AND RECREATION GOAL

**Goal: Promote a higher quality of life and improved health by maintaining and enhancing public parks and providing recreation opportunities; and enhance City-wide aesthetics by preserving natural areas.**

## PARKS AND RECREATION OBJECTIVES

### **Objective 1: Create a parks, recreation, and trail system that serves as a regional amenity.**

- 1.1: Update the Shelbyville Parks and Recreation Department's Master Plan.
- 1.2: Interconnect the public parks, natural areas, and facilities with sidewalks and paths.
- 1.3: Develop and sustain recreational programs for all age groups.
- 1.4: Focus development of the park system and public expenditures on projects with high-demand.
- 1.5: Offer a range of parks, recreation land, natural areas, and public facilities.
- 1.6: Provide for both active and passive recreational opportunities through a mix of sizes and locations of public parks and open spaces.
- 1.7: Link neighborhoods to nearby parks by using a network of sidewalks and/or paths.

### **Objective 2: Protect existing park and recreation facilities to meet the future needs of Shelbyville citizens.**

- 2.1: Protect park lands and recreational areas from undesirable, conflicting, and potentially dangerous land uses and developments.

### **Objective 3: Protect and preserve natural and drainage areas, wetlands, and flood plains.**

- 3.1: Fully utilize the Big and Little Blue Rivers as recreational amenities.
- 3.2: Coordinate with the relevant City and Shelby County agencies to develop a combined stormwater utility / regional retention area to the south.

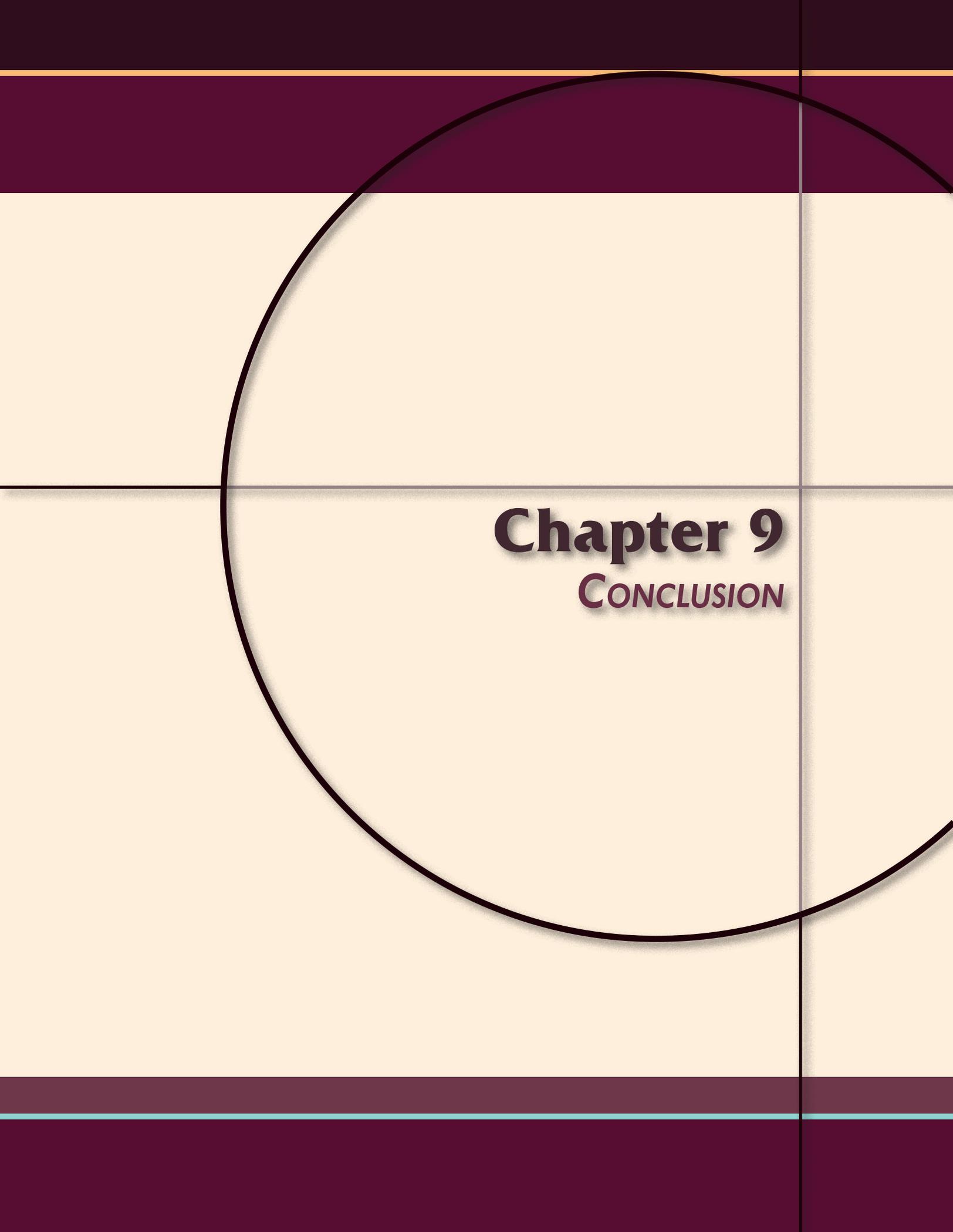
### **Objective 4: Seek funding to subsidize the cost of park improvements.**

- 4.1: Qualify for State and Federal funds by updating and maintaining a park plan that meets Department of Natural Resources standards.
- 4.2: Apply to the Department of Natural Resources, Indiana Department of Transportation, and Indiana Department of Environmental Management for park grants.

### **Objective 5: Engage the public with existing opportunities.**

- 5.1: Promote Pioneer Park's "garden plots" for rent. Community gardens are becoming more popular among people who live in cities and urban areas, since they do not have adequate space of their own.





**Chapter 9**  
*CONCLUSION*

## COMPREHENSIVE PLAN CONCLUSION

The completion of this Comprehensive Plan and amendments inherently recognizes the strategic advantage of anticipating change, identifying problems, and capitalizing on opportunities in Shelbyville. Decision-makers in most communities today are faced with problems and situations that need immediate resolution on a daily basis. This forces officials to react and respond to issues that arise without being able to fully evaluate how the sum of each decision may affect the long term goals of the community. It is anticipated that with the completion and adoption of this amendment to the Comprehensive Plan, Shelbyville's leaders can continue to look to the future and plan in a positive way.

It is anticipated that some of the questions asked at the beginning of this document are addressed through the *Goals* and *Objectives*. Future growth and development can be directed in a way that will provide the most benefit to the community, thus strengthening its economic health and the quality of life of its residents. Promoting meaningful growth will not only ensure quality development but will protect and enhance Shelbyville's natural environment as well.

An important part of a successful Comprehensive Plan includes implementing as many of the *Strategies* and *Action Steps* listed throughout the document as possible. The intent of these *Strategies* and *Action Steps* is to provide guidance toward implementation. Developing an implementation strategy is essential to addressing some of the key issues facing the community. Resolution of some of these key issues can be accomplished through a series of small, manageable steps that, over time, build upon the success of previous efforts.

This document cannot be viewed as a static, "set in stone" series of ideas or projects. For the Comprehensive Plan to be effective, it must be reviewed, evaluated, and when necessary, updated to reflect changing trends, outlooks, and thinking in the community. In doing so, the community can collectively plan for the future in a proactive manner, thus capturing opportunities and avoiding potential pitfalls.

One way to better assure implementation and fulfillment of the goals and objectives contained herein is to regularly provide training to elected and appointed officials. The City should periodically determine the training needs and arrange for guest speakers, paid trainers, or send persons to conferences on related subject matter.