NEW HAVEN COMPREHENSIVE LAND USE AND STRATEGIC ECONOMIC PLAN

Presented to:

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Adopted:
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ACKNOWLEDGMENTS

There were many individuals who devoted considerable time and effort toward the creation of this Plan. The contributions of City Officials and residents were invaluable in helping to formulate this Plan. The City of New Haven is sincerely grateful to all the people who contributed to the process of this Plan.

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CHAPTER ONE: INTRODUCTION

INTRODUCTION

The Comprehensive Land Use and Strategic Economic Plan is a tool to guide New Haven into the future. It outlines the vision for the planning area, as expressed by its citizens; the goals, objectives, and policies that help steer the City to that vision; and the individual plans that make that vision a reality.

A plan of this nature makes it possible for the City to be in control of its own future. By creating a framework for smart, planned growth, the community can approach land use development, public services and resources, and public investments in a positive manner.

The Comprehensive Land Use and Strategic Economic Plan is a policy document that sets forth the vision for the planning area for the next twenty years. Although it is not a zoning ordinance or a regulatory document, it is an official policy document that is adopted by the New Haven City Council. This document plans for the redevelopment and physical, social, and economic growth of the New Haven Planning Area. The Plan looks at a variety of elements including land use, transportation, urban design, and future development areas.

THE PLANNING PROCESS

The planning process began in May 2001, when HNTB Corporation was selected as the consulting team for the update to the 1990 Comprehensive Plan.

The process for developing the Comprehensive Land Use and Strategic Economic Plan is reflected in the organization of this document. The first major phase of The Plan was gathering public input through various means, which included public meetings, key person interviews and focus groups. Demographic and economic information was researched and studied, and projections for the future population and land consumption in the planning area were conducted. The findings provided a foundation for the goals and aided in the development of the Land Use Alternatives. These alternatives were generated and later critiqued by the steering committee and the public, which led into the development of the final Land Use Alternative. This alternative was then used to develop the Land Use Plan. Once the elements were in place, implementation strategies were researched and developed and an implementation plan was written.

PRINCIPLES OF LAND USE PLANNING

It is important to understand that land use planning at the local level can have serious implications for the fiscal health of both municipal and county governments, and for the ability of municipalities and other entities to provide utilities and services. Studies[1] have shown that scattered patterns of low-density development (a.k.a. "sprawl") can result in an inefficient delivery of such services as education and roads, higher costs for delivering public services, and inequitable patterns of costing out infrastructure.

[1] Northern Illinois University and the American Farmland Trust (1999), *Living on the edge: The Costs and Risks of Scatter Development*

More compact development patterns also have benefits for residents, in lower transportation costs, faster response times for emergency services (police, fire, and medical), and more convenient shopping and employment areas. Some public services (i.e., sanitary sewer and wastewater treatment) result in environmental preservation.

These findings are intuitive – having a population spread out over a larger area results in more roadways, pipes, and vehicle miles traveled, than having that same population within a smaller area. Also, with a greater supply of developable land, the cost of land may decrease in some areas under a sprawling development scenario. Land designated for economic development will be critical to locate to ensure its protection without the encroachment on the established areas.

The final land use plan that resulted from this planning process represents a tradeoff between these interests. Thus, the final land use plan is a compromise that addresses the most fundamental concerns voiced by the public and the municipalities, as described in the next chapter.

PLAN COMPOSITION

The New Haven Comprehensive Land Use and Strategic Economic Plan, herein referred to as "The Plan", is comprised of several remaining chapters.

Chapter Two: Public Input will describe the planning process and the public involvement efforts used to create The Plan.

Chapter Three: State of the Community will provide an overview of New Haven in 2000. Before determining where the City should go in the future, it is important to understand where the City is now. Therefore, this chapter will highlight and explain the physical character of New Haven, addressing natural and environmental features. This chapter will also present social and economic influences that will greatly affect New Haven's growth and development.

Chapter Four: Vision, Goals and Objectives are the backbone of The Plan. This Chapter discusses the desires of New Haven's citizens and provides the direction for the land use plan.

Chapter Five: Land Use Plan describes the future character, growth, and development pattern for New Haven. The Plan is to focus on preserving and protecting the existing character of the City while encouraging managed and directed growth and development in targeted areas in the City.

Chapter Six: Transportation Plan provides more detail about the transportation network and the impact future land uses will have on the existing network and character of the City. Recommendations are made regarding which corridors should be highlighted as the most prominent, how treatments can be added to gateways and corridors to indicate an arrival into New Haven, and future improvements that will need to be made to support additional growth in those areas that currently cannot accommodate it.

Chapter Seven: Urban Design Plan sets forth policies and design direction for certain key areas of the City. This Chapter addresses the physical plan objectives, such as building form and character, by providing visual examples that can be recreated in areas throughout the City.

Chapter Eight: Implementation provides the necessary policy steps for using and implementing this document. It provides guidance for ensuring that The Plan remains a living document to be used by the leaders and decision makers in the City.

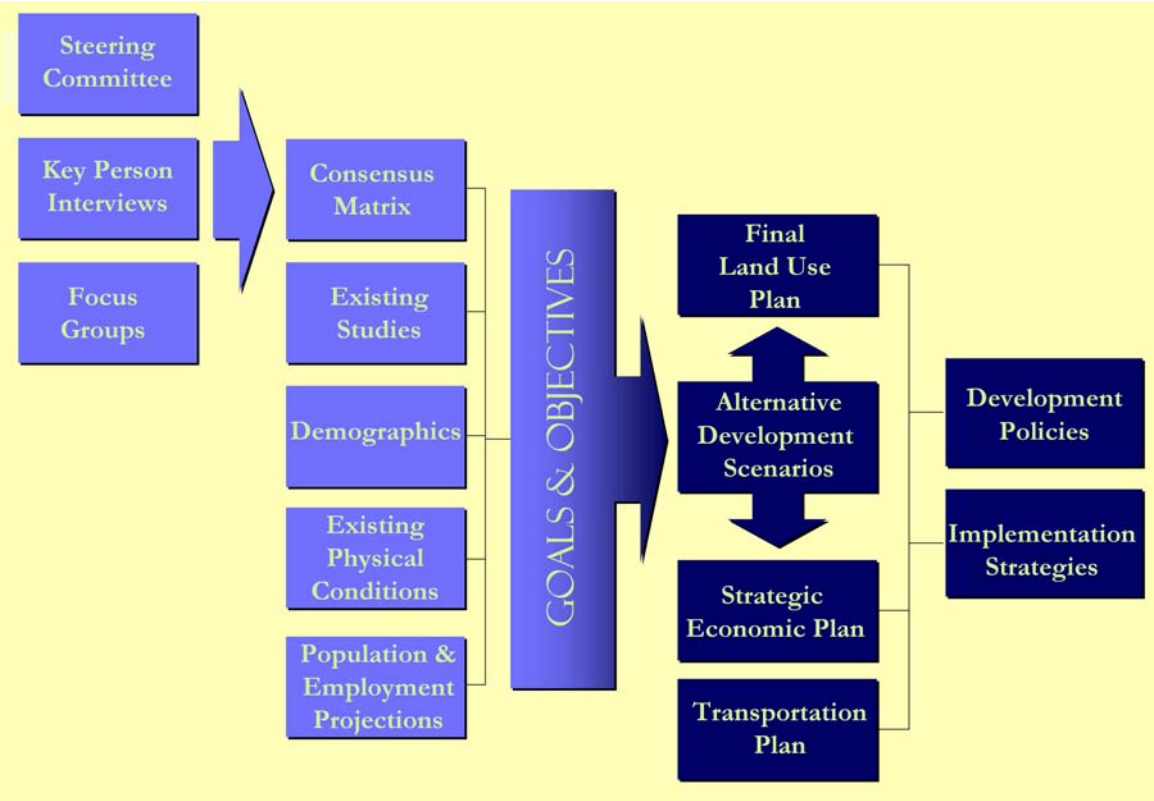
CHAPTER TWO:
THE NEW HAVEN PLANNING PROCESS

THE PROCESS

To determine the future direction for The Plan, a process was developed that facilitated public input, allowed for guidance by the leaders and decision makers, and incorporated past trends as a means of filtering and merging ideals, values, and information together. The result of this process is a set of goals and objectives that can guide growth and development over the next twenty years.

As shown in Figure 1, New Haven Comprehensive Land Use and Strategic Economic Plan Process there were five steps in the process that were used to develop The Plan. The public's input into The Plan was important because it validated the issues that the City is currently facing. The citizen input into this process took many forms including a steering committee to oversee the development of The Plan, citizen input meetings, and key person interviews. This chapter will explain the planning process, the results of each step, and how the public played a role in the shaping of this plan.

FIGURE 1: NEW HAVEN COMPREHENSIVE LAND USE AND STRATEGIC ECONOMIC PLAN PROCESS



STEP 1: EXISTING CONDITIONS IN NEW HAVEN

The first step in the process was to gain knowledge about New Haven and what The Plan means to its citizens. This included creating a Steering Committee that provided continual guidance and input into the preparation of The Plan. The Committee represented the City's governmental and citizen leaders and acted as a sounding board for issues and ideas. The Committee reviewed the goals, objectives, and drafts of The Plan.

Another part of this initial phase was to obtain a broader understanding regarding the issues facing New Haven. This was done through numerous face-to-face interviews conducted by the consultant. The persons selected for these interviews included past and present City leaders and decision makers as well as persons representing particular interests in the City and those with a broad knowledge of local planning issues. These people represented the City's neighborhoods, City Council, New Haven businesses, police and fire departments, engineering, historical areas, Park Board, Plan Commission, and developers. The interviewees identified major issues in New Haven for the consultant, and provided suggestions about how future growth should occur.

STEP 2: TRENDS IN NEW HAVEN

The second step in the planning process was to understand the trends in New Haven. This included holding public meetings to discuss with citizens their concerns and ideas, reviewing existing studies, reviewing demographic trends, documenting the physical conditions and determining the future population and employment projections.

Public Open House

Widespread public involvement in the planning process generally increases the ownership citizens have in a Plan. With this in mind, a public open house was held on May 9, 2001, to gain opinions on key issues and concerns as well as to provide information about the comprehensive planning process and present findings from research efforts. This "give and take" effort was used because citizens are the experts on their community and these meetings were an opportunity to tap that expertise.

The public open house was held in the Police Training Room at the Police Department. The meeting format used topical stations that offered both information and input exercises. Citizens arrived, signed in, and picked up an informational handout and policies exercise. There were five stations including Visioning, Land Use, City Character, City Website, and Transportation and Infrastructure. Each participant was encouraged to start at any station and work his/her way around the room looking at the information presented and participating in the exercises at the station.

Reviewing Existing Studies

It is important that this plan acknowledge and embrace the discussions and information gathered through past planning processes. Those studies provided additional insight

regarding issues experienced by New Haven and its residents. Though The Plan provides a series of goals, objectives, and policies that provide specific guidance to the decision makers, an understanding of past studies was needed to determine whether past issues have been resolved or if The Plan needed to continue to address those issues. The documents that were reviewed include the following:

- 1990 New Haven Comprehensive Plan
- Engineering Report & Recommendations on Waterworks System - 1996
- Engineering Report & Recommendations on Sewerage Works System - 1996
- New Haven-Adams Township Park and Recreation Board Annual Report – 2000
- New Haven-Adams Township Park and Recreation Board Five Year Master Plan – 1998-2003
- Economic Analysis of Allen County, Indiana – 1997
- Allen County 2025 Transportation Plan
- Downtown Revitalization Plan for the City of New Haven – 1998
- Bandalier Economic Development Area Plan – 1998
- Canal Place Economic Development Area Plan – 1998
- Allen County Target Industries Company List – 1998
- Casad East Economic Development Area Plan - 1997

Documenting Physical Features

Just as important as understanding what the past issues were, it is important to map the physical conditions of the City. These conditions provide an indication of where potential growth can and should occur as well as where it should not. The physical conditions that were examined included regional growth patterns, utility service areas, existing land use, environmental features, and the transportation network. These maps are explained and discussed later in this report.

Population and Employment Projections

The basis for predicting future land consumption for both residential and employment land uses are population and employment projections. From a land use planning perspective, absolute increased population is less meaningful than the impact the population change will have upon housing development and upon demand for retail goods and public services. Traditionally, projections of the population have been used to establish a growth rate that is used to allocate housing units, that can then be used to determine how much residential land will be needed to support that population. This method will be used in developing the Future Land Use Plan for New Haven. The population and employment projections are discussed later in this report.

STEP 3: FORMULATION OF VISION, GOALS AND OBJECTIVES

After investigation into past City efforts and the public open house, the vision statement of the Plan will be drafted and reviewed by the Steering Committee. It is a clear statement that depicts what New Haven should be in twenty years. Goals and objectives will be developed

and submitted to the Steering Committee for discussion and approval. The vision statement and goals can be found in the supplemental discussion document.

STEP 4: DEVELOPMENT OF ALTERNATIVES, FINAL LAND USE & TRANSPORTATION PLAN

After the vision, goals, and objectives are developed, three growth scenarios will be created based on the input that was received from citizens and from various discussions with the Steering Committee. Each of the three alternatives utilized different assumptions regarding the amount of growth and development for the New Haven Planning Area. The three alternatives were presented to the Steering Committee and then to the citizens at a public meeting. At the meeting, the public was provided the opportunity to provide input on the three alternatives. From the public meeting a final alternative was created.

STEP 5: IMPLEMENTATION

The last step in the planning process is the implementation of The Plan. This step included the physical assembly of The Plan and its adoption by the Plan Commission and City Council at public hearings. The adopted New Haven Strategic Economic and Comprehensive Plan incorporates all the background information gathered, the vision, goals objectives and policies, the future land use plan, and recommendations for implementation measures.

CHAPTER THREE:
STATE OF THE COMMUNITY

COMMUNITY INVENTORY

Location and Regional Context

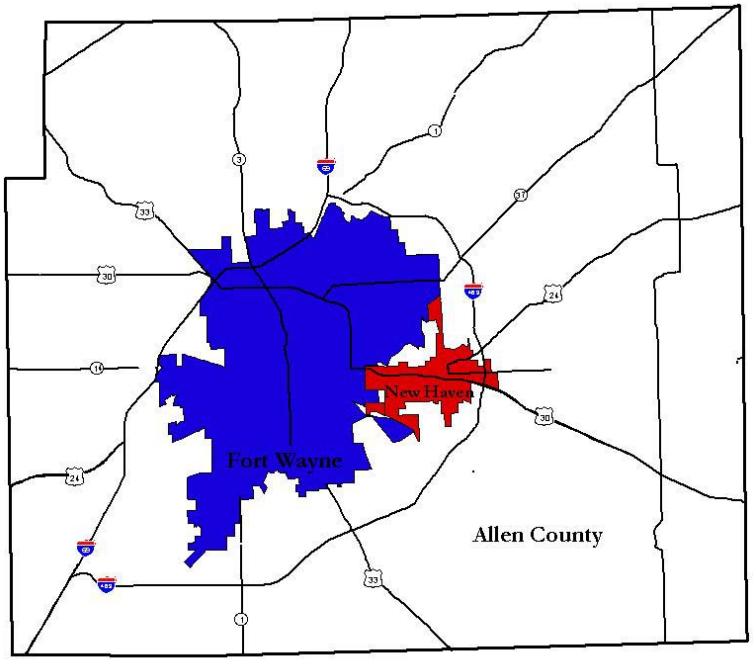
As New Haven continues to grow and expand, it will need to address many issues related to development including transportation, City services (parks, sewers, public safety, schools, etc.) and other factors that affect the City's quality of life.

New Haven is located in the eastern portion of Allen County in the townships of Adams, Jefferson, and St.Joseph and shares a western border with the City of Fort Wayne. The Maumee River bounds New Haven on the north, though a portion of the City does extend up Landin Road to incorporate a portion of Shordon Estates subdivision. Moeller Road borders New Haven on the south, on the west it is bordered by the City of Fort Wayne, to the east, by I-469.

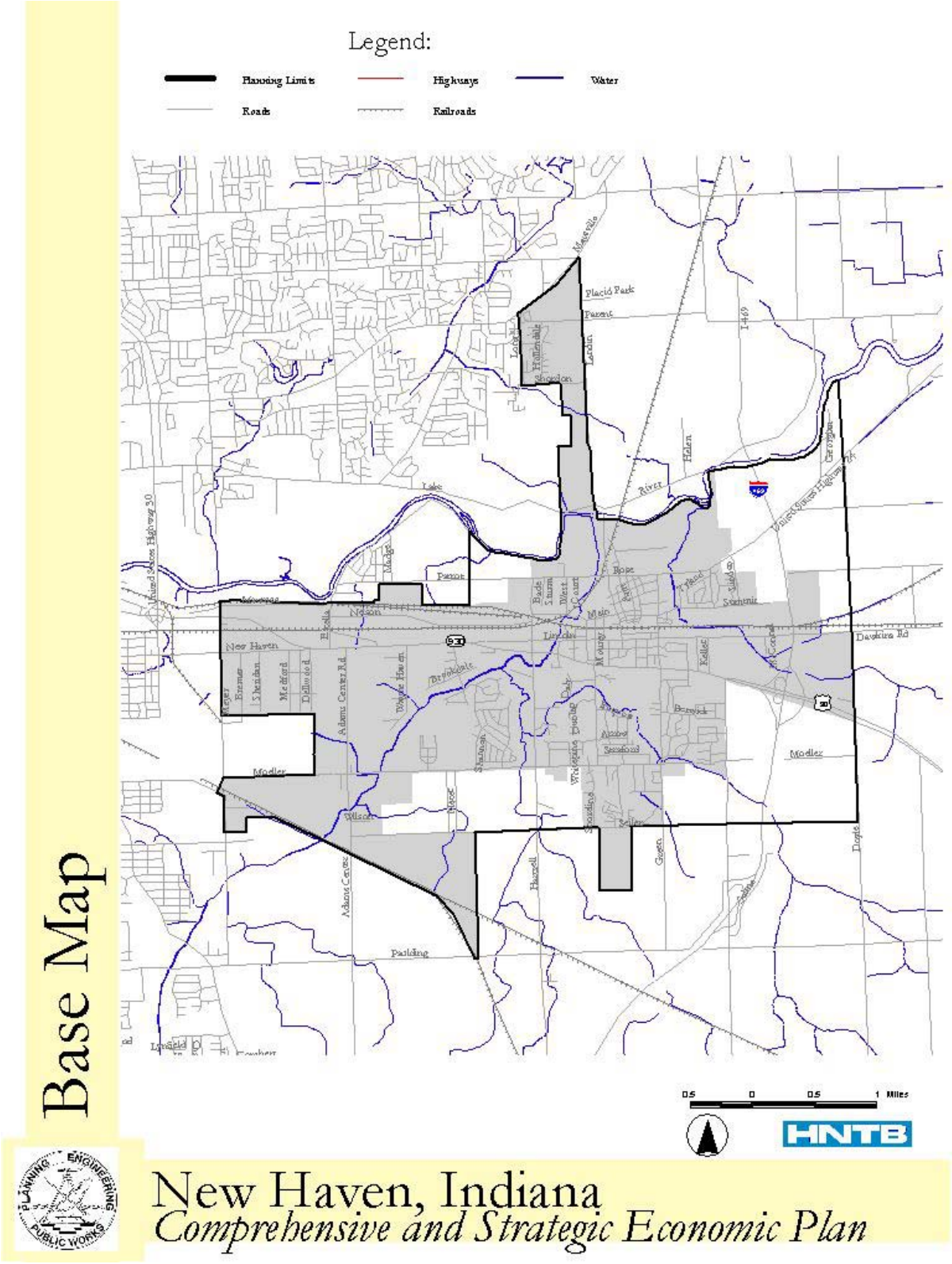
The City has an excellent local transportation network which allows for connection to Fort Wayne, the regional network including Northwest Indiana and Indianapolis, and the rest of the Midwest by way of U.S. 30 and I-469. The City has many different rail lines that traverse the City providing easy access for industrial efforts but posing challenges to travel from one side of the city to the other.

The City of New Haven's planning area primarily consists of its incorporated area, as described above. The City also exercises an extra-territorial jurisdiction. This allows the City to control planning and zoning in those areas up to two miles out from its existing corporate boundaries. The planning area is approximately 7,900 acres of land (excluding water areas), of which approximately 5,900 acres are located in the City of New Haven.

MAP 1: REGIONAL CONTEXT



MAP 2: CITY JURISDICTION AND PLANNING BOUNDARY



New Haven, Indiana
Comprehensive and Strategic Economic Plan

NEW HAVEN HISTORY

The land on which New Haven now stands was originally purchased by a Mr. Gundy, who cleared most of the trees from the land before selling it to Samuel Hanna, of Fort Wayne, who sold it to Eben Burgess in 1835. Eben sold the land to his son, Henry, who divided it into town lots and named it New Haven, in 1839. Henry Burgess was the first business owner in New Haven, opening up a store on the north side of the Wabash & Erie Canal. Shortly after, a hotel owned by Elias Shafer opened across the street. Since the Wabash & Erie Canal had been operating for several years, Henry had picked an optimal spot to establish the town. New Haven was always busy with canal traffic, and when that declined, the railroad brought new people and new experiences.

On July 7th, 1866, an election was held to determine if the majority of citizens wanted to incorporate as a town. The election determined a favorable vote, and the board declared New Haven an incorporated town. The benefits of being incorporated included a town government, a voting precinct, and clean streets and residences, all of which would help visitors see what a prosperous, Indiana town New Haven had become.

In 1852, the first steam engine was brought into Allen County by way of the Wabash-Erie Canal. In 1857, the Wabash Railroad ran the first set of tracks through New Haven. The trains running on them went between Toledo and Logansport. The Nickel Plate Railroad placed tracks in 1882, for trains running between Buffalo, New York and Chicago. Two depots were built in 1886, one for each railroad. The Nickel Plate depot was torn down in 1925, but the Wabash depot was eventually donated to the town for historic preservation.

New Haven's Physical Features

Water

The city lies in the Lake Erie Basin and surface runoff drains to the Maumee River, a tributary of Lake Erie. New Haven also contains several ditches that provide and control flow into the Maumee including Bandelier Ditch, Bullerman Ditch, Cochoit Ditch, Martin Ditch, Trier Ditch and Dahnenfelser Ditch.

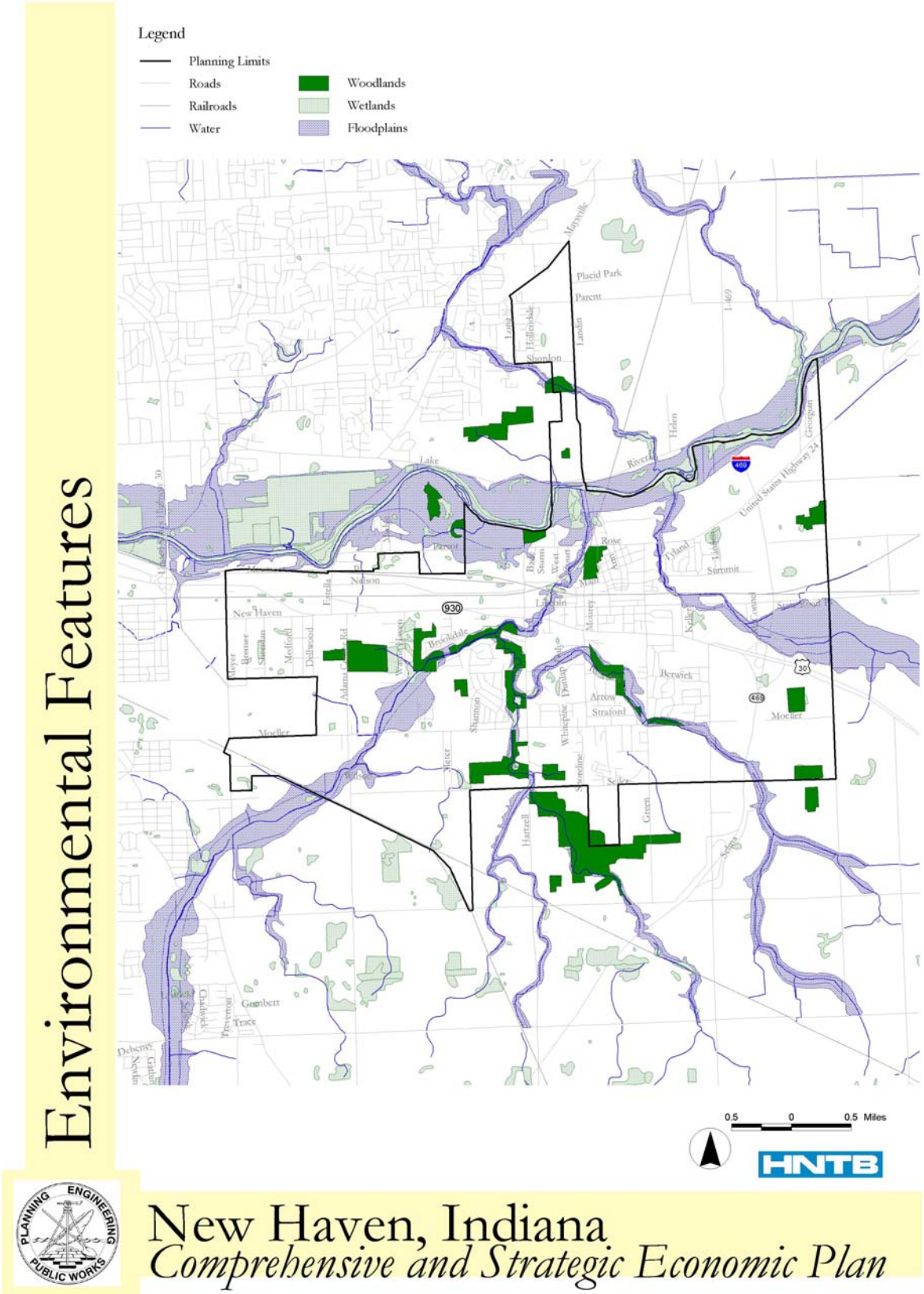
New Haven's principal water feature is the Maumee River that borders the north side of the City. The Maumee River, along with three other rivers, drains the Lake Erie Basin. The Maumee River drains approximately 6,608 square miles of land within the Lake Erie Basin.

Floodplains

The planning area's four largest water bodies, the Maumee River, the Martin Ditch, the Trier Ditch, and Dahnenfelser Ditch, are surrounded by approximately 1,140 acres of floodplains. These floodplain areas are defined as areas that would be flooded by a regulatory flood, also known as a 100-year flood (a flood that has one-percent probability of occurring in any given year). According to state regulations, construction can occur in the floodway fringe as

long as the lowest floor is two feet above the 100-year flood level. Construction is prohibited in the floodway, which is the area of moving waters during a 100-year flood. While floodplains are not suited for development, they are valuable resources to the community for wildlife habitats, the protection of natural resources, and recreational areas.

MAP 3: ENVIRONMENTAL FEATURES



Soils

The soils[1] in New Haven are comprised primarily of silt loam (clay) which is moderately to poorly drained. The clay in the soil prevents water from percolating and promotes run-off. In areas where the land is flat, ponding can occur. In the areas around streams where there are slight slopes, the land is relatively dry. Wetness and erosion are the major limitations of these types of soils.

Wetlands

Wetlands are areas characterized by certain soil and vegetation types, as well as the presence of water at or near the soil surface. Wetlands act as sponges, capturing and storing run-off water and filtering it before it is released into the streams. They are also habitats for a variety of wildlife, fish, and plants and provide wonderful recreational and environmental resources.

The majority of wetlands in the New Haven area are located near streambeds where the topography is lowest. The largest group of wetlands begins at Adams Center Road and continues east to the Trier Ditch. There are approximately 352 acres of wetlands inside the planning boundary, ranging from areas that are filled with water seasonally to those that are wet year round.

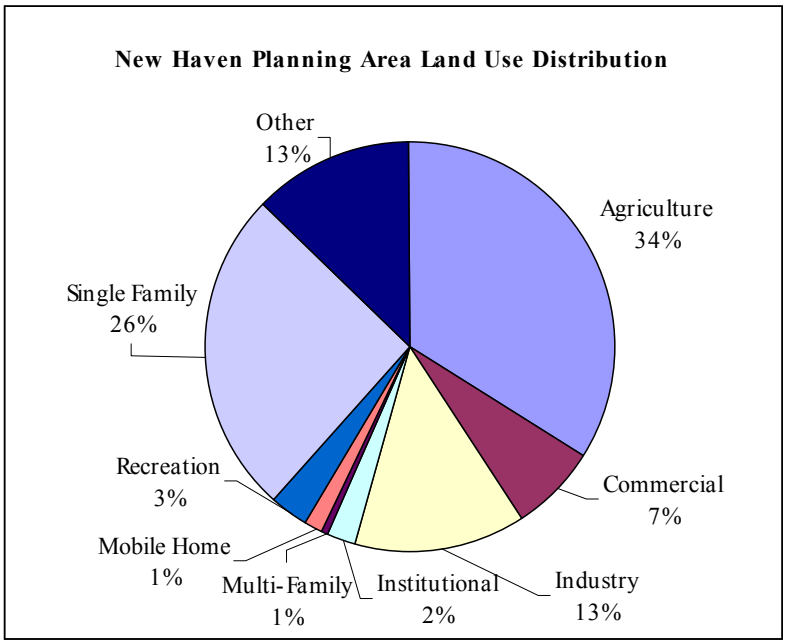
Woodlands

New Haven contains a native vegetation of hardwood trees. As the landscape has been cleared for farming and residential development, many of the trees have been cleared to make way for crops and houses. There still remains a significant amount of woodlands, approximately 600 acres worth, mostly along the streams in floodplains or in areas surrounding wetlands and those areas yet cleared for development along I-469. Notable woodlands are located along the Maumee River bordering New Haven.

EXISTING LAND USE

Introduction

The existing land use of New Haven tells a lot about its growth and development over time. New Haven's planning areas include the City's incorporated area and some additional two-mile areas from the County. New Haven has planning and zoning control over these areas.



New Haven's planning area is approximately 12.4 square

miles or approximately 7,900 acres of land. The City can be characterized as suburban in nature with semi-rural outlying areas on the fringes of its planning area. On the following page is the Existing Land Use Map, which illustrates the general pattern of land uses as they exist now in New Haven. The existing land uses were prepared from aerial photography and verified through a windshield survey. The figure on the previous page presents the estimated acreage of the various land uses in New Haven.

Comparison Land Uses

In 1992, the American Planning Association (APA) published an updated study in which a variety of cities throughout the United States were examined, and the percentages of developed land were calculated for each land use category. There were 66 communities used in this study categorized by size one with under 100,000 (22 cities), and the other with over 100,000 population (46 cities). Since New Haven's population is well under 100,000, the small city category will be utilized as a comparison. Average land uses by category (excluding agriculture) are listed in the following table. The City of New Haven has a relatively high proportion of industrial and commercial land uses relative to other communities. New Haven's public uses are smaller as compared to the other average communities because there are no higher education facilities and county government facilities located within New Haven.

	Average of Midwest Cities	**Average Cities under 20,000**	**New Haven***
Residential	48%	52%	52%
Commercial	8%	10%	13%
Industrial	8%	9%	25%
Public	36%	29%	10%

*acreages after netting out agricultural and natural/vacant areas

Residential

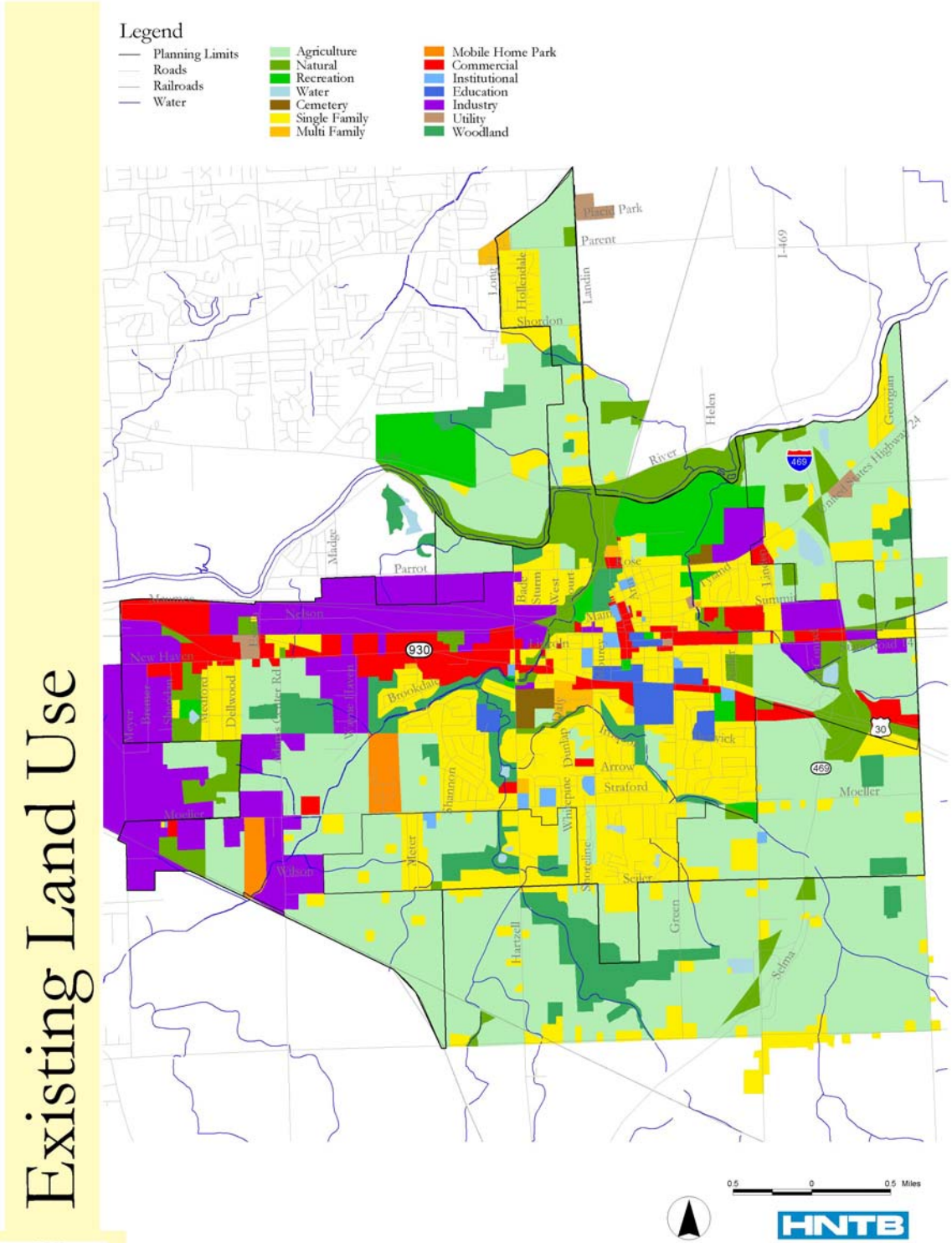
Next to agriculture, residential land uses are the predominate type of development within New Haven. Only agricultural land with 34 percent of the total land uses comprises a larger percent of the total landscape than residential uses. Most of these areas occur on the outskirts of the planning jurisdiction to the east and south.

Residential uses comprise 28 percent of the total land use in New Haven. Residential housing options range from multi-family apartments and senior living facilities to single-family homes and farmsteads. The downtown area of New Haven offers historic single-family homes and some two-family homes, which preserve the character of the old downtown. The neighborhoods surrounding this core range from old and new single family housing developments to multi-family development and manufactured home subdivisions.

Housing options are growing on the outskirts of the planning jurisdiction, where new subdivisions and custom homes join the farmhouses that still dot the landscape.

Commercial

Commercial land uses make up 7 percent of the total land development in New Haven. Commercial areas are conveniently located on major roads within New Haven at the following locations.



Downtown New Haven: New Haven's downtown is the historic commercial center of the community. While most of the historic commercial structures have been replaced by modern storefronts, many historic buildings remain as a reminder of the Downtown area's commercial dominance. Smaller businesses, such as offices, unique stores, and restaurants have brought new life to these buildings.

State Route 930 & Interstate 469: Interstate exits are rapidly becoming America's commercial centers, and New Haven is no exception. Several large chains, such as Holiday Inn and Dairy Queen, have developed in this area. There are several restaurants, convenience stores, gas stations, and other smaller businesses in this area that cater to interstate travelers as well as local residents.

State Route 930 & Lincoln Highway: Heading west from this intersection, you will find numerous fast food restaurants, pharmacies and various other businesses, which offer shopping and services to the local residents. The businesses and their locality ensured that they will continue to thrive as amenities to the community for years to come.

Industrial

Industrial uses make up 13 percent of the total land development in New Haven. The Wayne Haven Industrial Park, along with most of the other industry, is located on the west side of New Haven. The development of industrial uses in this area is in part due to its adjacency to rail lines and the river which were once key transportation modes for industry. Several industrial businesses, such as Parker, have maintained their locations on the east side of New Haven, near Interstate 469. These prominent locations have made them more visible to travelers and provide employees easier access to the major thoroughfares.

Public

Public and semi-public land uses include public buildings and facilities such as City Hall, post office, fire station, police stations, and the library, as well as those uses which are privately owned, but generally open to the public, such as churches. This category also includes both public and private educational facilities. Together, public and semi-public land uses constitute two percent of the total land use. Many of the public uses are located within the heart of the City near the downtown area.

Recreation

Recreational uses comprise just three percent of the developed land in New Haven. New Haven-Adams Township Park Department maintains the majority of this land. The rest are privately owned parks and golf courses. The New Haven-Adams Township Park Department's 109 acres of parkland include: Sunnymede Park, Heatherwood Park, Meadownbrook Park, Havenhurst Park, Moser Park, New Haven Park, Schnelker Park, Jury Park, and Koehlinger/Yoder Park. There are a few large school recreational areas also used as park facilities by residents.

COMMUNITY SERVICES

Police Services

The incorporated City of New Haven is served by the New Haven Police Department, which employs 17 officers and 14 volunteer reserve officers in addition to one Police Chief. There is a minimum of two police officers on patrol at all times. The department's service area corresponds to the city jurisdiction and the police service, approximately 12,000 people. On occasion, the New Haven police department receives calls from the County to provide backup services.

Fire Protection

The New Haven Adams Township Fire Department is a combination type fire and rescue department that includes ten (10) full time firefighters and 55 volunteer firefighters. There are three (3) fire stations with a total of 17 pieces of equipment. The department was consolidated in 1990 from two departments, one being the City of New Haven, which had two fire stations, and the other being Adams Township also with two fire stations. Two of the stations were closed and one central station was built. A Governing Body was formed based on assessed valuation of the two entities that consists of the Mayor of the City of New Haven and two Councilman, the Adams Township Trustee, and one Advisory Board Member.

The New Haven Adams Township Fire Department coverage area includes the City of New Haven, all unincorporated Adams Township, and a contract area with a large portion of adjoining Jefferson Township. The total population served is approximately 30,000 residents, with a coverage area of approximately 60 square miles. There are over 600 industrial and commercial business, 17 schools, two large railroad systems, and numerous chemical distribution facilities within the coverage area. In addition, there are 12 miles of the Maumee river, and over 20 miles of Interstate I-469 as well as U.S. Highways 24 and 930 that go through the coverage area.

The New Haven Adams Township Fire Department currently maintains an ISO Insurance rating of Class 5. In 1999, the Department responded to over 1,000 emergency incidents. The majority of the department members are cross trained as medics or first responders which enables them to provide medical assistance to the separate EMS Department. All firefighters are trained based on NFPA standards and all are currently certified by the State of Indiana. They have also been certified as non transport EMS providers by the State EMS Commission, and their Rescue trucks carry defibrillators.

The New Haven Adams Township Fire Department has a very proactive fire prevention / public education program. They utilize a "Children's Fire safety" building in their central facility as well as a portable "Hazard House" where the department teaches over 1,500 school students annually in conjunction with the NFPA's "Learn Not To Burn" curriculum. In addition, through fundraising projects, the department has donated and installed residential smoke alarms to citizens lacking them.

Wastewater Treatment

The City of New Haven contracts with the City of Fort Wayne to provide sewer service to all residents within its incorporated area. Those residents that do not have City sewer service,

including some of the residents inside and outside the jurisdiction, are generally supported by individual septic tanks.

The City of New Haven, prior to 1977, operated its own Wastewater treatment facility. The City was issued an order by the Indiana Stream Pollution Control Board in 1973 that stated that New Haven was not to discharge inadequately treated sewage into the water of the State of Indiana. While the City of Fort Wayne provides services, the City of New Haven owns and maintains the sewer lines and pumps. On average, New Haven's wastewater treatment can transmit a capacity of 3 million gallons per day. One concern is that the sewer pipes may not be large enough to accommodate future growth in demand. Another area of concern is the combined sewer system. When there are heavy rains, the combined sewers become overloaded and backups and flooding occur on the lower levels of buildings through their floor drains and fixtures.

Water Purification

Since 1960, the City of New Haven has provided municipal water service to City residents through a contract agreement with the City of Fort Wayne. Under this agreement, the City can provide up to 2.5 million gallons per day. Residents not on New Haven service are generally served by individual wells, except for those areas serviced directly by Fort Wayne.

In the past, New Haven's water was drawn from two wells and a water softening plant. Since 1980, the water softening plant has been taken out of commission. In 1990, the existing pumps in the wells were pulled and tested. In 1995, one well was sealed and a new pump was purchased for the remaining well for use only in case of emergency.

Due to the limited treatment capacity, the City has also adopted an Emergency Water Rationing Ordinance, which prescribes the procedures for water use during an emergency.

Drainage

Overall drainage is relatively good throughout New Haven due to gently sloping and loamy soils that channel surface runoff. The City currently has some combined storm and sanitary sewer lines, resulting in a strain on the carrying capacity of existing pipes in times of heavy rain. The City is considering improvements to these lines to lessen the impact of drainage

Parks

The New Haven-Adams Township Park Board maintains the parks within New Haven. The Board's jurisdictional area includes all of New Haven and Adams Township.

There are twelve public parks in the New Haven-Adams Township district. These types of facilities generally link different neighborhoods or areas of the community and strengthen the identity of a city. Within the district, there are seven neighborhood parks. These types of facilities are generally used by the people within the immediate area of the park. Finally, there are two mini-parks within the district. These facilities are located within a neighborhood that services the needs of the residents within that immediate area. These generally do not have a full range of amenities like slides, tennis courts, walking paths, etc.

The park board currently leases two properties, including Meadowbrook from East Allen County School Corporation and Havenhurst Parks from the City of New Haven. Both properties are leased on a temporary basis and are subject to reclaim if the property is needed for school or municipal expansion.

Of the twelve parks in the district, nine are located in New Haven, including: Havenhurst, Sunnymede, Moser, Heatherwood, Meadowbrook, Jury, Koehlinger/ Yoder, New Haven, and Schnelker Parks.

Havenhurst Park is located on the northeast side of the City off Rufus Street and Paul Stemmler Park Way. It contains approximately 28 acres and has a variety of facilities for active and passive recreation for all ages, including sports fields, trails, shelter houses, picnic areas, and children's play structures. Heatherwood is a 14-acre park located in the center of New Haven off Hartzell Road at Trier Ditch. The park contains a more natural environment used for nature study and hiking.

Jury Memorial Park is a rather small park for all the amenities it offers and is very popular with the City residents. The park has nine acres and a public swimming pool. It also contains sports fields and children's play ground equipment. Koehlinger-Yoder Park is the second largest park with approximately 23 acres. It is located on the southwest corner of Minnich and Moeller Roads on the southeastern side of the City. It is located within a wetland, and therefore amenities are limited on the site to protect the sensitive area. The park connects to Highland Downs, a neighboring subdivision.

Meadowbrook is located off Woodmere Drive and contains five acres of land. On that five acres is one of the three pools in the New Haven-Adams Township District. Other amenities include a nature trail, pavilions, playground equipment, and two ball diamonds. Moser Park is located at the corner of State and Main Streets. It is an eighteen acre park that is located in the floodway along Trier Ditch. Because of the possibility of flooding, amenities are geared to handle the water and include ball diamonds, basketball courts and a pond used for fishing and ice skating. The New Haven park is three and three-quarter acres and located off of Bensman Drive in the northeast quadrant of the City. The primary function of the park is to serve as a maintenance complex for the other parks. Though it is considered small, the park still contains a pool, playground equipment, and tennis, shuffle board, and basketball courts. Schnelker Park is a two and a half acre park located at Park Avenue and Broadway. It is one of the older, more established parks and contains picnic tables, playground equipment, volleyball and shuffleboard courts, and a gazebo. The park is located next to Park Hill Center School. This location allows for children to use the playground equipment and basketball courts located on that property. Sunnymeade Park is located in the far west side of the City off of Medford Drive. This neighborhood park is approximately three and a half acres and is located near the Old Sunnymeade Elementary School. The park contains a picnic area, a walking trail, and recreational areas.

Besides maintaining and providing for the parks, the Parks Department also provides a multitude of park programs. These programs include supervised games and crafts, a variety of sports programs such as tennis, baseball/softball, soccer, swimming, etc.,senior citizens

programs, and trips and special events such as music in the park, ice cream day, bike parade, and summer olympics.

A five member Park Board, four appointed by the Mayor of New Haven and one appointed by the Allen County Circuit Court, governs all parks in the City. Board members serve four year terms. The Parks Board employs a full-time park director, four full-time employees, seasonal maintenance employees, and numerous volunteers. The Parks Board completed a Parks and Recreation Master Plan for 1998-2003 that recommended several improvements for existing parks. The Parks Department prepares an annual report to highlight improvements and activities that occurred during the year and their relevancy to the Park and Recreation Master Plan.

Schools

New Haven is served by the East Allen County School district, which is ranked as the 20th largest school district in Indiana. The school corporation serves approximately 10,000 students. The school district contains eleven elementary schools, two middle schools, three jr. high schools and two high schools.

Within New Haven, there is one elementary school that serves grades K through 5, one middle school serving grades 6, 7 and 8, and one high school which serves grades 9 through 12. The administrative office is also located in New Haven.

During the late1980's and early 1990's the school corporation was financially rocked with the movement of industries, especially International Harvester, out of Fort Wayne's east end industrial area. While the overall county rebounded economically, most industrial development occurred on the west side of the county, therefore limiting the amount of taxes to the school corporation.

CURRENT PLANNING PRACTICES

A City has many methods to control its growth, land use pattern, transportation systems, and community facilities. The Comprehensive Plan, while not the legally binding set of rules and regulations, is adopted as the City's policy on development issues. Future decisions should complement The Plan. City ordinances are the rules and regulations that implement the policies of The Plan. Passed by the City Council, ordinances give specific rules or guidelines for how development happens in the community. The primary growth controls the City uses are described below.

Capital Improvements Plan

Public improvements for roads, utilities, and community facilities are an important way for the City to control and direct growth and economic development. The Comprehensive Plan can provide basic policy direction on where and when to provide improvements. A Capital Improvements Plan, based on the Comprehensive Plan, sets out the improvements and their funding in detail, usually on a three-to-five year schedule. The City of New Haven does its Capital Improvement Planning on a five-year time schedule.

Capital improvements in Indiana may include economic development incentives and may be funded by the Economic Development Income Tax (EDIT). A primary function of the Capital Improvements Plan is to outline how a municipality will spend its EDIT funds. Recent City Capital Improvements Plans have focused on thoroughfare extensions and sewer and water capacity improvements.

Annexation & Fiscal Impact Plan

New developments often are proposed for land just outside the City's borders. When annexed before development, the City can apply its development controls to the land to ensure the quality of development. The City must provide services to the land once it is annexed, but the City also benefits from the taxes generated by that land.

An important factor for the City to consider before annexing a new development is whether that development will generate more tax dollars than it costs the City to provide services. Fiscal Impact Plans help the City to make this determination.

Anyone petitioning for annexation in New Haven must have a Fiscal Impact Plan. This Plan outlines the effects of the proposed development on all municipal services. Ideally, a Fiscal Impact Plan would include both positive and negative effects of the development.

Zoning Ordinance

The zoning ordinance has great impact on land use patterns and specific development. The zoning ordinance consists of both a zoning map and written text. The zoning map delineates districts, while the zoning ordinance contains information on permitted uses and specific standards for development in that district. The development standards typically establish how far buildings are set back from the street and from each other, how tall they can be, and the minimum size and width of the lot on which they can be located. The New Haven Zoning Ordinance regulates all areas within the corporate limits and those areas within the extraterritorial (two mile) jurisdiction.

Newly annexed land is assigned a zoning district classification at a public hearing before the Plan Commission and then approved by the City Council. At that time, the character of the development is established. Anything taking place regarding that land, from the size and shape of its lots to the size and shape of its buildings, must conform to the standards of the zoning district in which it is located.

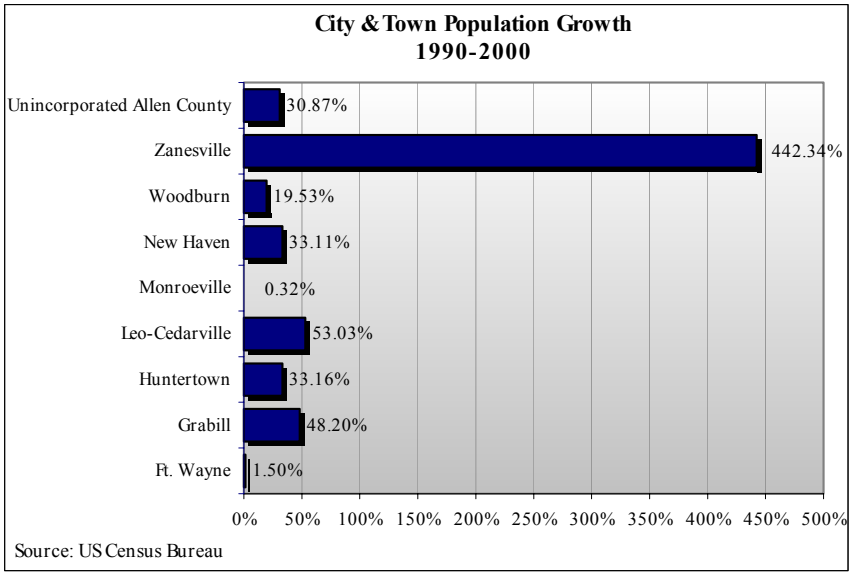
Subdivision Ordinance

The City's Subdivision Ordinance regulates the subdivision of land into more than one lot. The subdivision ordinance sets forth both the procedures for subdividing land and the standards to which public and private improvements must be built. While the zoning code regulates the type of use and size of the building, the subdivision ordinance regulates the layout of the streets and utilities that serve the lots. Subdivision of land within New Haven's corporate limits or within the extraterritorial jurisdiction must be approved by the New Haven Plan Commission at a public hearing.

COMMUNITY PROFILE

For a City to take control of its own future, decision makers must have a clear understanding of the present state of the City and the internal and external forces shaping it. The following is a profile of the City of New Haven and its Comprehensive Planning Area. The profile is divided into three general categories: people, housing, and economy. All three are areas that have been given a great deal of attention throughout the early stages of this planning process, and all three will have significant impacts on the future development of the City.

Cities are not isolated places; they are like living organisms, constantly changing and responding to the environments around them. Thus the following profile of the City of New Haven and its planning area will be looked at in the context of its position in Allen County, in the Fort Wayne Metropolitan Region, and in the State of Indiana.



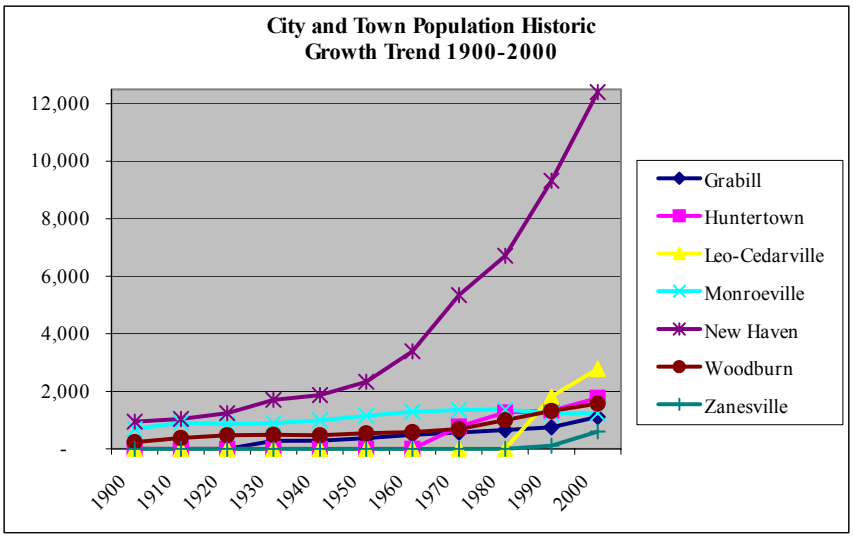
Since all of the 2000 Census data was not yet available at the time of this project, 1990 Census data has been supplemented, where possible, with new research conducted by various government agencies or estimates by National Decisions Systems, a private demographics vendor. Where data sources for the local level were unavailable, Allen County conditions were substituted. The following is an objective look at the demographic trends of the planning area for the City of New Haven, Indiana.

The People

Population Growth

New Haven's location within the Fort Wayne Metropolitan Area makes it sensitive to the growth pressures of the City of Fort Wayne. Adjacent to Fort Wayne, New Haven is one of the fastest growing cities in the region. New Haven's growth stems from their annexation of areas into the city, the result of the strong economic times and the affordability of the community. This fast pace growth is not uncharacteristic for the City. Since 1940, the pace of growth has increased substantially each decade. The suburbanization pattern began

following World War II when home loans became easier to obtain as a result of the creation of the 30 year loan and the 20 percent down payment.



Source: Indiana Business Research Center. STATS Indiana

New Haven's population reached more than 12,000 people in the year 2000, making it the second largest city in Allen County after Fort Wayne. Since 1990, Fort Wayne's population had slightly decreased and then slightly increased resulting in a very moderate net growth. In 1990, Fort Wayne's population was 173,072 and in 2000 it was 205,727 respectively.

Although the growth rates of Zanesville (442%), Leo-Cedarville (53.03%), Grabill (48.20%), and Huntertown (33.16%) are, in some respects, significantly higher than New Haven (33.11%), the actual increase in number of the persons is higher in New Haven. In communities that have relatively small populations, even a small increase of ten people can significantly impact growth rates. Since 1990, Zanesville's, Leo-Cedarville's, Grabill's and Huntertown's populations have increased by less than a thousand people compared to New Haven's population which increased by more than 3000 people.

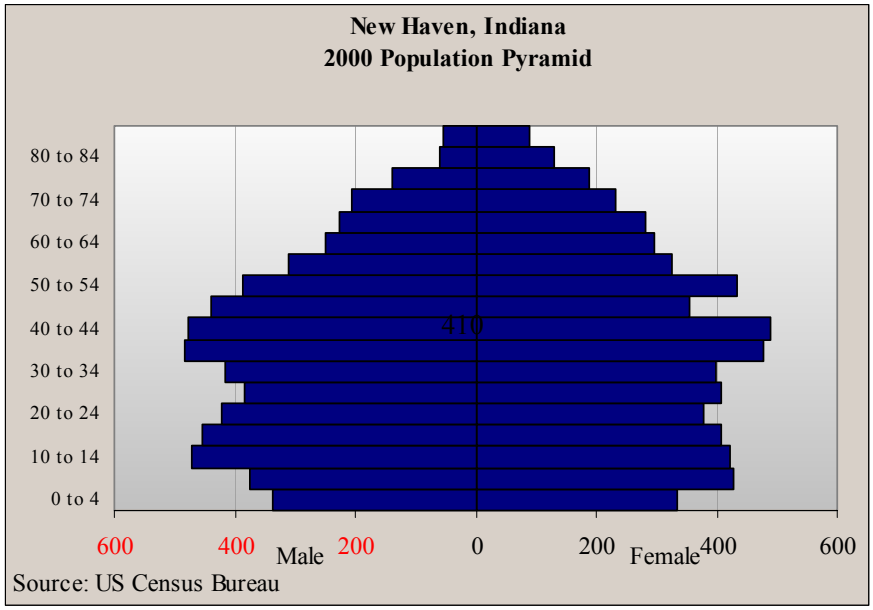
Also an indication of strong growth is the number of building permits, indicating the homes built per year. From 1997 to 1998, the number of building permits stayed relatively the same. In 1999, the number of permits almost doubled and again this trend was repeated in 2000. The trend seems to be continuing into 2001, being only part way through the year (April) there were 44 permits issued.

	1997	1998	1999	2000	2001
Residential Permits	25	27	44	81	44

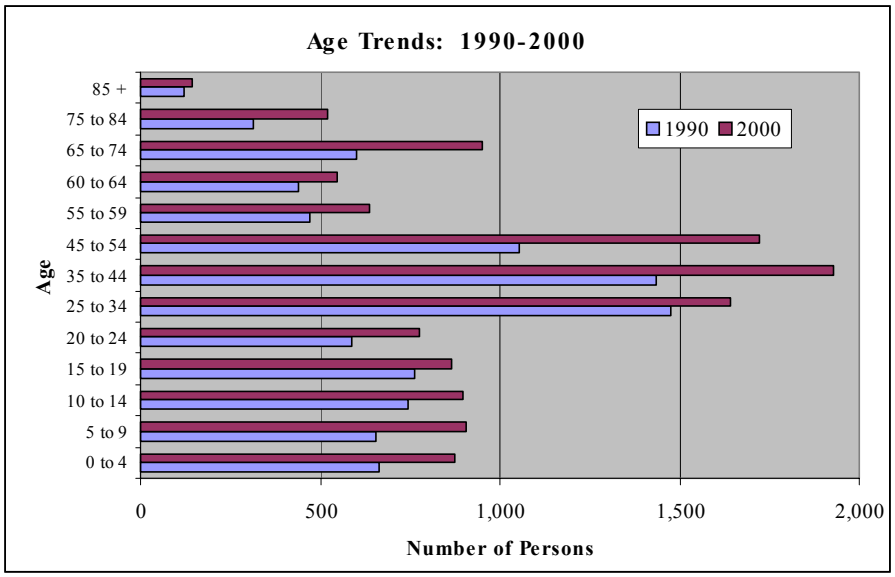
Source: City of New Haven

Age

While the rate of growth alone creates implications for planning, the composition of that population says a great deal more. Looking at the composition of that growth involves looking at the age, household type, and education levels of those moving to the area in order to understand the demands that the growing population will require of the City.



The following graph is a population pyramid and age chart for the City of New Haven. This type of graph is so named because it traditionally resembles a pyramid. If an age segment of the population is either higher or lower than usual, the pyramid will be disfigured. Population pyramids for most communities will be slightly distorted to account for differences in generation sizes. For example, the baby boom generation will cause a slight distortion because it is significantly larger than the generations before and after it. Like others, New Haven's population pyramid shows a slight generational distortion. New Haven has a strong population base in the baby-boomer aged sector. While this is consistent with the baby boom generation, it is much more pronounced than in other communities.



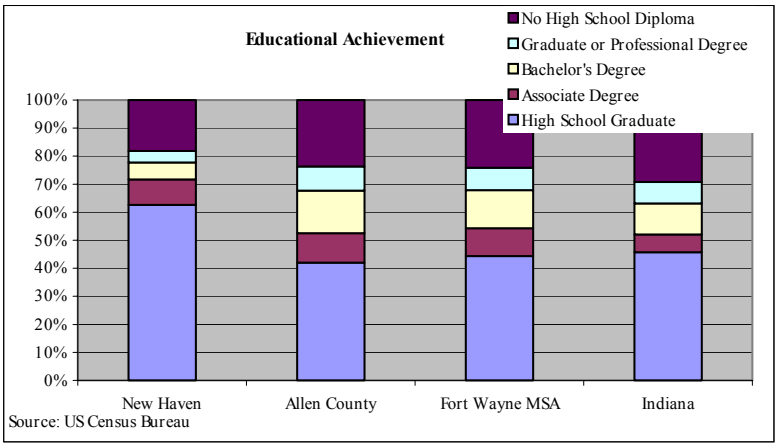
While the large number of people in the 40-49 age group causes the number of people in some of the other age groups to appear small, New Haven does have a significant amount of population between the ages of 30 and 40 years. This is the age group that is statistically likely to have small children, so it is not merely coincidence that the number of young children (under the age of 14) is proportionate to the number of people in the 30 to 40 age

groups. There is a lack of population in the 20 to 24 age groups. It is not uncommon for a City without a University to have a low proportion of persons in this age category.

The age trends chart for New Haven is from 1990 to 2000. It is interesting to note that this chart shows that while all sectors grew, the segments of 0 to 9; 35 to 54 and 65 to 74 grew at a much faster rate than the others did. The increase in the 35 to 54 age group and the increase in children are probably due to more families moving into the community. But a higher percentage of growth in the 65 to 74 year ago group indicates that there will be more need for senior services and activities in New Haven.

The distribution of age in New Haven has many planning implications: a need for more services for senior citizens due to the large proportion of persons who will retire during the planning period; housing opportunities for young families; appropriately placed employment opportunities; a need for opportunities for children; and opportunities for teens and young adults as those children age over the planning period.

Education



Another important component of the population is the education level of the community's residents. This correlates to the type of labor pool available for both current and future employers. The New Haven planning area has a high percentage of high school graduates (62.0 percent) when compared to the state of Indiana (38 percent), the Fort Wayne Metropolitan Area (36 percent), and Allen County (70 percent), which has the highest rate. The percentage of persons over the age of 25 with a college degree is significantly lower within New Haven than it is in Allen County and the Fort Wayne MSA as a whole.

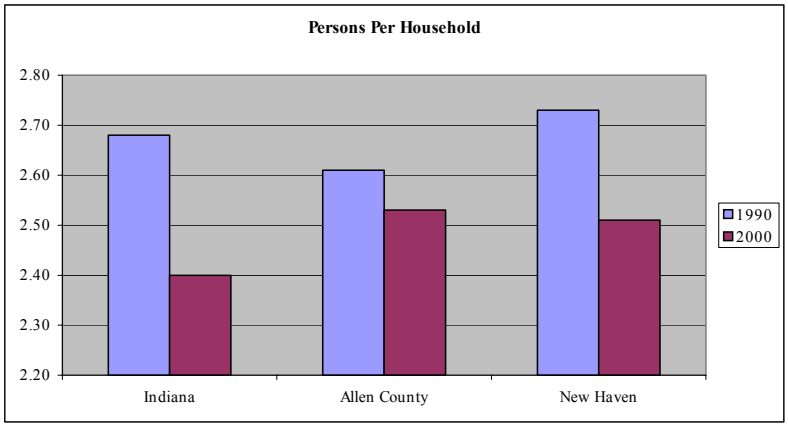
Thus, a portion of the labor force in New Haven is prepared for jobs requiring a college education. Within the context of the metropolitan area, this means that businesses in New Haven looking for employees with higher education must compete with the abundance of jobs in Fort Wayne and other nearby employment centers, which are also available for those with higher education. However, since 62 percent of persons over the age of 25 have not completed college, there is still a large labor pool in New Haven seeking jobs that do not require a college degree.

Thus, New Haven must evaluate which jobs it will try to attract within its corporate limits and which jobs other communities within the Metropolitan area will supply to the City's residents.

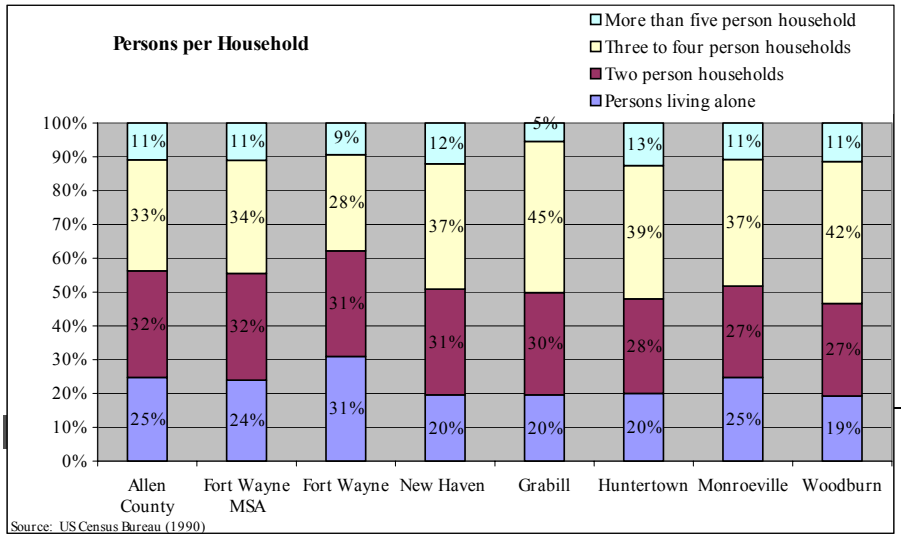
Household Characteristics

One of the biggest concerns facing a rapidly growing population is the type of housing necessary to accommodate that growth. Thus, one of the topics that require careful consideration is the composition of households and the housing types that those households require. Nationally, the number of persons per household has been declining as a result of couples having fewer children, people staying single until later in life, people living longer and an increase in the divorce rate.

Similar to the national trend, there has been a decline in the number of persons per household in the city, from 2.73 persons per household in 1990 to 2.51 persons per household in 2000. A decline in household size means that a community will need more housing to accommodate the same population. Despite the decline, New Haven's planning area still has a higher average number of persons per household than the state (2.40) and relatively the same as Allen County (2.53). Further, while the average number of persons per household within the corporate limits of New Haven is similar to Allen County, this indicates that the larger families are located not only in Allen County but New Haven as well. Because higher numbers of persons per household usually correlates with a higher number of children per household, these averages can have significant impacts on the education system, again reinforcing that New Haven has a family atmosphere.



A look at a further breakdown of the number of people per housing gives an indication of the family size. New Haven follows the trend of other family oriented cities with fewer people living alone and more families living in the community. In Fort Wayne, Allen County and the Fort Wayne MSA, over 24 percent of persons live alone as compared to the twenty percent in New Haven and other smaller communities in Allen County. The higher number for Fort Wayne MSA and the City of Fort Wayne substantiates that in Allen County single persons prefer to live in more urbanized areas where there are more urban amenities.



A closer look at New Haven reveals that it has one of the lowest per-centages of three to four person households and a slightly higher percentage of two person households.

This indicates that New Haven is comprised of traditional families but still offers a mix of housing opportunities for the empty nesters and young couples starting their lives together.

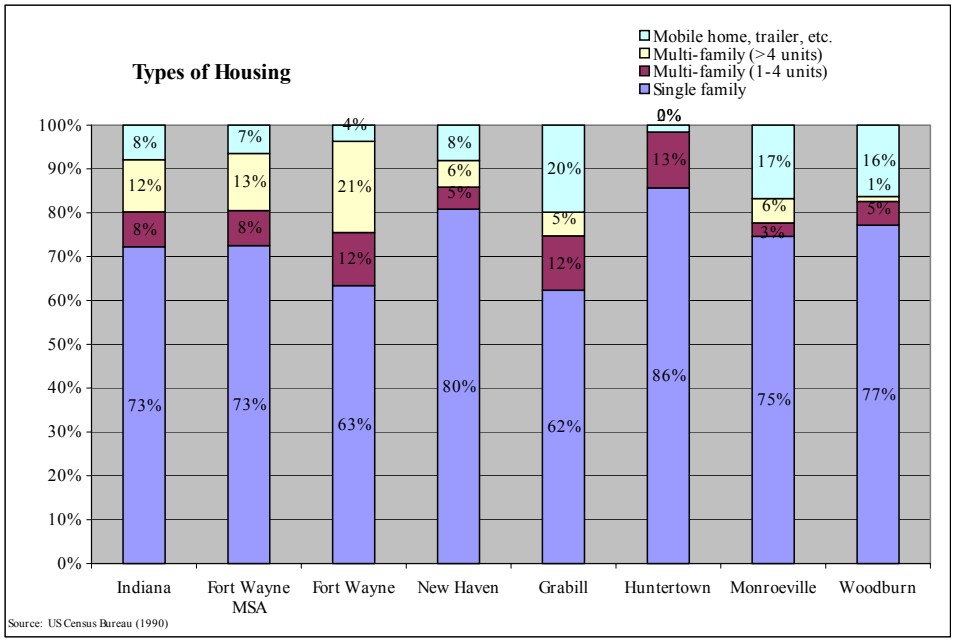
Summary

In summary, New Haven has been facing rapid growth over the past decade. This growth has corresponded to the growth of the surrounding communities, and an increasing movement of the City of Fort Wayne's population to the suburbs. Projections indicate that New Haven will continue to grow in the future, with a more rapidly growing elderly population and substantial growth in families.

Housing

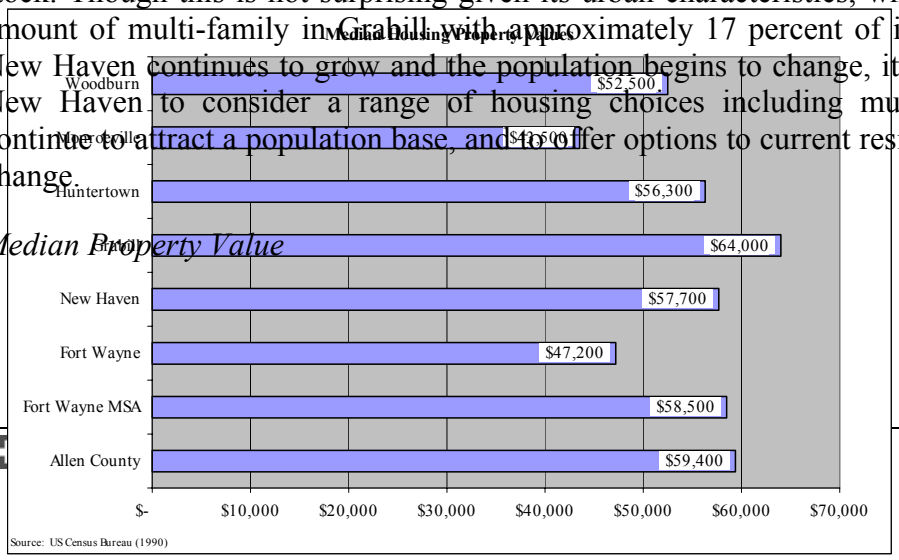
Composition of Housing

Corresponding with a high proportion of family households in the planning area, New Haven provides primarily single-family housing options. However, like many of the other smaller communities in Allen County, New Haven provides very little multi-family housing with 11 percent of the housing stock. This is lower than the state average of 20 percent and the Metropolitan Area average of 21 percent of the housing stock.



In 1990, the latest date for which com-parable data is available, Fort Wayne has the highest pro- portion of multi-family in the Fort Wayne Metropolitan Area; with multi-family comprising 33 percent of the housing stock. Though this is not surprising given its urban characteristics, what is surprising is the amount of multi-family in Grabill with approximately 17 percent of its housing stock. As New Haven continues to grow and the population begins to change, it will be important for New Haven to consider a range of housing choices including multi-family housing to continue to attract a population base, and to offer options to current residents as family needs change.

Median Property Value



Median property value is an important component of housing stock, because it determines who can afford property in the area. The median property value in the New Haven planning area is higher than that of the state, but lower than Allen County and the Fort Wayne MSA. "Median property value" means that there are an equal number of properties valued higher than the median and valued lower than the median number. The median property value in New Haven is $57,700, which is higher than the state average of $53,500 and generally more valuable on average within the MSA ($58,500) due to proximity to Fort Wayne. This is not surprising considering the rapid growth in the region and the corresponding demand for land.

Housing Prices

The figure above shows median property value that includes everything from residential houses to commercial properties to vacant land. The figure below looks at how much it costs to buy a house in New Haven, and the following numbers reflect the average housing cost.

In 1997, the average housing price in New Haven was $107,238, based on building permit information collected. By May of 2000, the housing prices rose to $124,796, a sixteen percent increase over three years. From this, it could be reasonably determined that housing in New Haven continues to be affordable to the population demographic the data has thus far portrayed: families with young children. There is a chance that in the future, prices could either rise due to increased demand or decrease due to lower quality housing being built. If this is the case, an increase in the housing price could cause housing in New Haven to price itself out of the reach of the existing income mix in the City.

Age of Housing

A factor that further influences housing character and housing price is the age of the housing. The largest portion of housing units in New Haven were built between 1960 and 1990 (57 percent), reflecting the rapid growth the area has been facing. However, there is still a great deal of housing (43 percent) that was built before 1960. Though there is a slightly smaller portion of the housing stock that was built prior to World War II, New Haven does have a great deal of "historic" housing, especially located in the older downtown areas. While this housing may require more care and upkeep, it offers a unique housing opportunity for those willing to expend some additional effort.

Vacancy Rates

Low vacancy rates indicate a continued need for new housing when coupled with anticipated growth. Home owner vacancy rates have increased slightly from 0.6 in 1990 to 1.4 in 2000, however overall, this rate is still very low as compared to the MSA and the state. Vacancy rates for rental housing have decreased in the City from 8.7 percent in 1990 to 6.8 percent in 2000 compared to the Fort Wayne Metropolitan area (8 percent) and the state. These slight changes may indicate that more persons need rental housing and the city can fill that need.

Summary

In summary, New Haven provides primarily single-family housing that correlates with its high proportion of traditional families. The multi-family housing options offered are limited

within the City. Owner occupied housing has low vacancy rates, reflecting a high demand relative to supply. Ideally it can be gleaned that with the lower rental occupancy rates, a need is being fulfilled. Further, much of the area's housing is newer (built within the past twenty to thirty years), although the City does offer some older housing stock. Finally, housing prices in the area are affordable. It remains to be seen whether development pressures will have the effect of raising housing prices due to increased demand or lowering housing prices due to a lower quality construction.

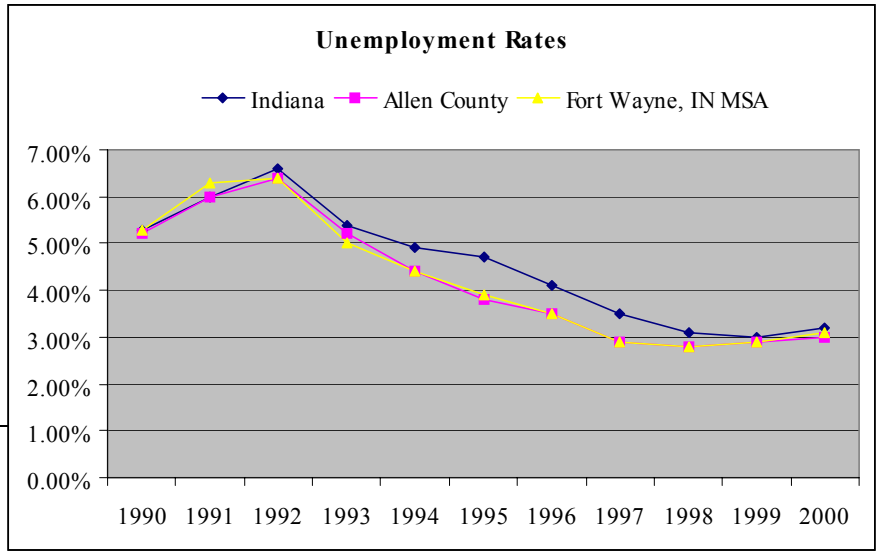
ECONOMIC CONSIDERATIONS

A community profile is not complete without a look at the economy of the area. Recent economic data is not available at the City or township level, but recent data has been compiled on the county level. Specific economic data reported to the public for communities across the country is generally limited due to the size of the community and the small local scale. Reporting on business conditions would not allow the privacy guaranteed by the Census Bureau. New Haven's economy operates within the larger environment of Allen County. Because both communities face similar influences from the growth of the Fort Wayne Metropolitan region, this analysis will assume that the trends portrayed in Allen County hold true for the New Haven planning area as well, albeit on a smaller scale.

Part of the information gathered to update the comprehensive land use and strategic economic plan was gathered from many different sources including the Bureau of the Census, Bureau of Economic Analysis, Allen County and the City of New Haven. Allen County has completed an in-depth study entitled "An Economic Analysis of Allen County, Indiana" which was completed in 1997. The study detailed the health of the manufacturing sector within Allen County that provides a significant number of jobs. Again, because New Haven's economy is linked and operates within the larger economy it can be assumed that the trends suggested in this study can be filtered down to New Haven.

In 2000, New Haven's economy could be considered a service based economy even though the City has manufacturing businesses within its borders. This is not uncommon for cities within the State of Indiana, especially those located within close proximity to a major City such as Fort Wayne.

Allen County has seen its share of economic problems regarding the manufacturing sector. While the county is showing stable economic health, as influenced by the state and national economies, there are still issues and problems to be addressed, so that New Haven will be ready for the future. As indicated below, the unemployment rates in Allen County and the Fort Wayne MSA are stable, helping to fuel a strong local and regional economy. This stability is coupled with both



increases in housing purchases and new manufacturing businesses moving to the County (fueled by Allen County's commitments to improve infrastructure).

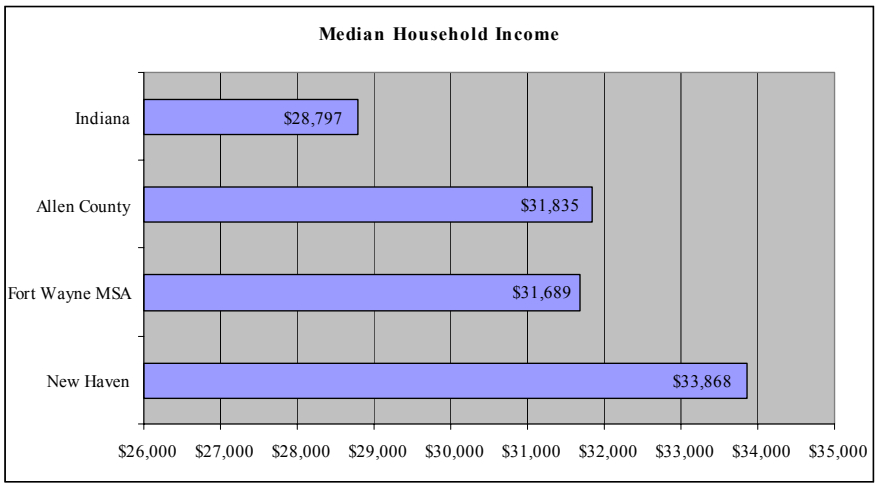
Unemployment

One indicator of the health of an area's economy is the unemployment rate. Unemployment throughout the Fort Wayne Metropolitan Statistical Area has been following the trend of the state, and decreasing in the last decade. The region has maintained low unemployment and has been so throughout the 1990s. In 2000, the unemployment rate was 3.10 in the Fort Wayne Metropolitan Statistical Area. This rate is higher than in Allen County (3.0 percent). A portion of the unemployed population might simply be persons in transition between jobs.

New Haven should continue to watch and monitor the unemployment rate. While a low unemployment rate is good for the residents of the region and indicates a strong economy, it could also be a potential problem when trying to attract new businesses. Businesses considering locating in Allen County, specifically the New Haven area, may view a low unemployment rate as a lack of an available employee base. Thus, the City would have to work harder to secure any future business development.

Median Household Income

The Fort Wayne region's stable economic situation in the past decade is also reflected in the median household income of its residents. "Median household income" means that as many households are earning more than the median as are earning less than the median. New Haven had a higher median household income ($33,868) than the State of Indiana ($28,797); the Fort Wayne MSA ($31,689) and Allen County ($31,835). This indicates that residents of New Haven will have slightly more in disposable household income to spend versus those residents of Allen County.



Interestingly, the median household incomes in 1989 for the adjacent cities are similar to New Haven's. Grabill had a median income of $34,405; Huntertown was $32,589 and Woodburn $32,841, all higher than Fort Wayne's median income of $26,344 and Monroeville with $26,875.

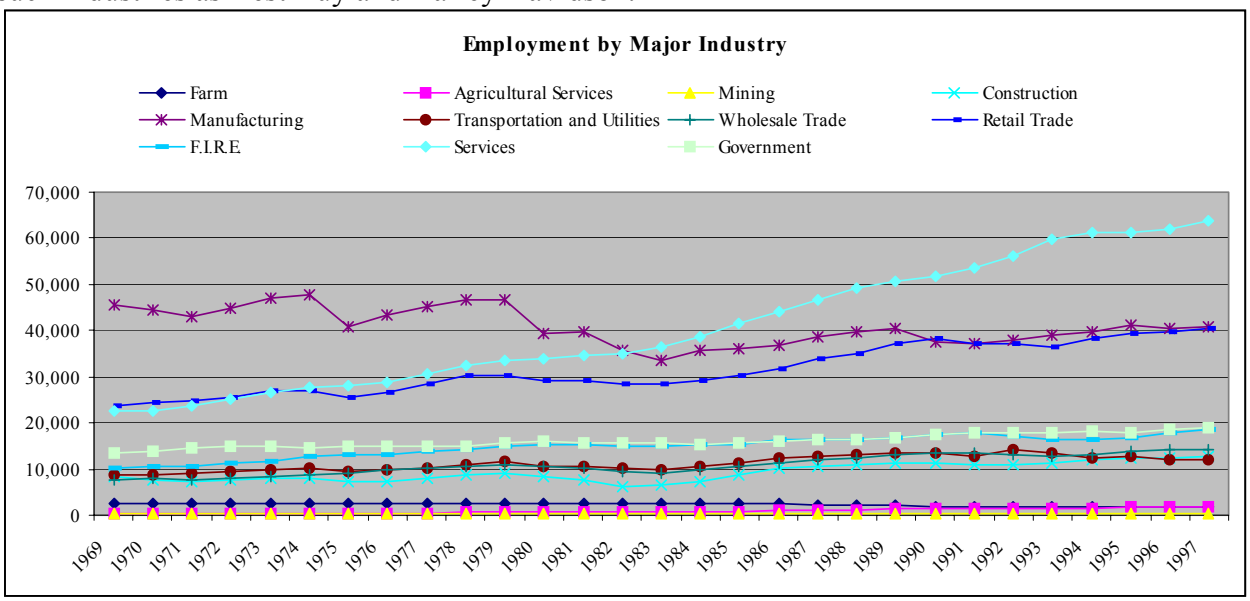
Industry Growth

To this point, the economic analysis has focused on the jobs held by the residents of Allen County but not on the jobs that are actually available within the County's limits. The following analyses will look at job growth within the County as well as the proportion of people working within New Haven and Allen County as opposed to commuting to other employment centers.

From 1979 to 1986 the economy had a lot of unemployment due to a major employer, International Harvester, leaving the county and taking with it thousands of jobs. The departure of this company put a strain on the economy due to the lack of diversity in the market. As the graph illustrates, the majority of the economy at that time was reliant on manufacturing based jobs. Federal funding was prominent and allowed for the investment for new development and upgrade of infrastructure.

From the mid 80's to the early 90's the county rebounded from the recession and the loss of its major employer. Unemployment rates decreased below the national average and economic development flourished. National and state funding decreased requiring officials to limit economic development incentives. General Motors located a plant in Allen County which helped the economy rebound.

During the mid 90's new problems began to arise. There were few local funding opportunities to replace the state and national resources that had disappeared. The city and county therefore provided investment capital as incentives. The greatest issue that the county was facing was a lack of quality industrial land. The lack of quality land became a hindrance to bringing in new, quality development, and the county was subsequently turned down by such industries as Best Buy and Harley Davidson.



The national and state trend that is becoming prevalent is the shift from a manufacturing based to a service based economy. This trend implies a significant decrease in the number of manufacturing jobs. While the State of Indiana has followed this trend, Allen County's

manufacturing sector continues to be stable, though over the past 30 years it has been slowly declining. It is unclear at this time whether the County will continue to maintain a manufacturing based economy or eventually succumb to the national and state trend.

The growth around Fort Wayne, which is the traditional center of manufacturing, service, and retail sectors for the Northeast part of the state, has outpaced what is happening within the City. Cities including New Haven have begun to experience increased industrial growth. This shift can be attributed to several factors, including New Haven's easy access to a transportation network that moves easily across the rest of the country. However, the rest of the towns in Allen County including Grabill, Monroeville and Woodburn are also competing and have developed industrial parks attracting such companies as Brindle Products and CME Corporation.

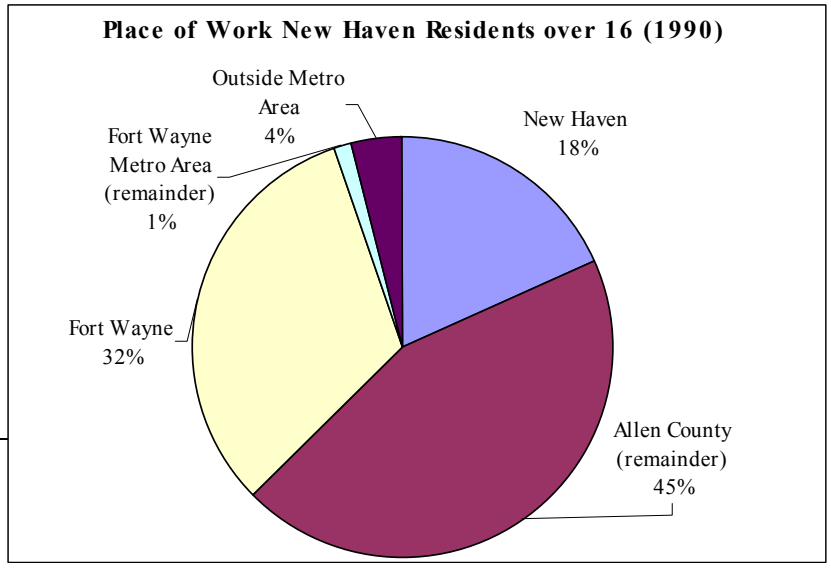
The county is also in competition with other counties in northeast Indiana. Overall, northeast Indiana has done well and has a strong and diverse economy, but Allen County could have problems in the future. As shown in the illustration below, Allen County's manufacturing based economy is not very diverse. If another large corporation leaves, the impact could economically hurt the county. In the future, Allen County will need to determine how to keep existing employers while finding growth in New Sectors. It will be to the advantage of New Haven to make land available for some additional manufacturing but also for other employment segments such as professional services, retail, and institutional.

Detailed industrial information is not available for New Haven, but the City can expect similar trends with the number of retail and service jobs increasing. Unfortunately, service industry and retail jobs, although abundant and increasing in Allen County and nationwide, are not high paying jobs. In 1997, the average earnings per job in the service industry were $17,152 and the average pay was only $14,259 for retail jobs. Manufacturing jobs, however, pay substantially higher at an average rate of $30,469 per year.

Allen County has shown growth in the manufacturing sector in the past decade, still making it the largest sector of the County's economy, and the area's number of retail bit service jobs is rapidly increasing. The higher paying technology jobs may be ones that the New Haven area wishes to attract in order to maintain a high quality of life for its residents.

Commuting Patterns

As is the case for most smaller communities located within a larger metropolitan area, many of New Haven residents find work outside the City limits. In fact, a considerable portion of New Haven's residents do not work in New Haven. More than 32 percent commute to Fort Wayne, and another 45 percent commute elsewhere in the county. This reflects



the attractiveness of small town living and life in New Haven in particular. In the future the City will likely opt to continue its dependency on the larger marketing areas providing attractive living areas and improving its transportation system making it easier to commute to Fort Wayne. However, the City may continue to try and capture more of the region's job growth so that people who live in New Haven can also work in New Haven.

Tax Rates

One readily noticeable implication of having a commuting population base (and a corresponding lack of commercial and industrial businesses), is a higher property tax. Property taxes are the most widely used source within the State for municipal revenue. One national study showed that for every $1.00 of tax revenue collected from a residential subdivision, $1.22 is spent by the municipality to provide services to that subdivision.** However, that same national study showed that for every $1.00 of tax revenue collected from a commercial development, only $0.32 is demanded in public services. ** Thus, communities who wish to keep their property taxes down need to offset residential growth with commercial and industrial growth. Unfortunately for New Haven, non-residential growth is a slower process than residential growth, and the city will need to continue to work throughout the time frame of this plan to achieve the balance of land use that they desire.

The property tax levy for a particular taxing district is the product of the tax rate and the total assessed value, minus any credits or exemptions that may result. The total assessed value for the City of New Haven in 1999 payable in the 2000 tax year was approximately $88,000,000. The per capita assessed value for that same year was $622.85 which is very high compared to the other cities and town in Allen County ($442). The property tax levy for a particular taxing district is the product of the tax rate and the total actual net assessed value of real property, divided by the population.

Property Tax Levy per Capita (1999 Payable 2000)		
Leo-Cedarville 43	$	533.31
Grabill 40	$	551.33
Huntertown 42	$	570.18
Woodburn 55	$	331.57
Monroeville 45	$	349.83
Zanesville 44	$	60.56
New Haven	$	622.85
Fort Wayne	$	553.77

** Joel Garreau (1991) *Edge City: Life on the New Frontier*

Average	$	441.99

Net Tax Rates, since 1990											
	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Leo-Cedarville 43								7.949	7.515	7.663	7.5656
Grabill 40	6.14	6.279	6.772	7.307	7.197	7.284	7.755	7.981	7.498	7.855	8.0376
Huntertown 42	5.04	5.547	5.864	6.295	6.479	6.646	7.035	8.07	8.193	8.158	8.2507
Woodburn 55	7.33	7.653	8.12	8.487	8.34	8.147	8.771	8.575	8.053	8.452	8.4189
Monroeville 45	7.11	7.355	7.579	8.135	8.164	8.105	8.603	8.764	8.409	8.663	8.427
Zanesville 44				8.275	8.22	8.275	8.712	9.228	8.946	8.551	8.5415
New Haven Adams 50	7.47	7.539	8.06	8.515	8.396	8.432	8.912	9.081	8.648	8.816	8.807
New Haven Jefferson 52	7.37	7.507	7.96	8.492	8.375	8.41	8.876	9.072	8.649	8.79	8.784
New Haven Adams Annex 51									7.495	7.916	8.349
New Haven St.Joe 53											8.189
Fort Wayne Aboite SWACS 59	8.94	9.11	9.157	10.023	9.958	9.791	10.289	10.793	10.569	10.417	10.358
Fort Wayne Adams 60	7.59	7.809	8.451	8.878	9.056	8.791	9.131	9.082	8.895	8.947	9.046
Fort Wayne Adams Annex 63										7.682	8.510
Fort Wayne NH Park EACS 64	8.05	8.105	8.522	8.995	8.896	8.704	9.423	9.686	9.178	9.355	9.349
Fort Wayne Adams EACS 65	8.12	8.164	8.570	9.013	8.924	83787	9.479	9.694	9.230	9.386	9.366
Fort Wayne Pleasant 70	7.47	7.773	8.332	8.834	9.003	8.736	9.075	9.031	8.899	8.894	8.992
Fort Wayne Pleasant Fire 71						8.223	8.521	8.422	8.362	8.342	8.349
Fort Wayne St.Joe Annex 74										7.036	8.074
Fort Wayne St.Joe 75	7.47	7.840	8.437	8.880	9.058	8.791	9.124	9.087	8.970	8.912	9.011
Fort Wayne St.Joe 76				8.880							
Fort Wayne Washington 80	7.48	7.772	8.319	8.835	9.013	8.739	9.077	9.034	8.913	8.888	8.986
Fort Wayne 91-95	7.83	8.451	8.835	9.318	9.277	8.898	9.245	9.218	9.151	9.164	9.242
Fort Wayne Fire District 96	7.59	8.052	8.413	8.894	8.698	8.385	8.691	8.609	8.610	8.611	8.599
For Wayne Fire Annex 97						7.220	8.077				

Summary

In summary, the Allen County economy is stable in all industries, though it still strongly depends on the manufacturing sector. As is the national trend, retail and service industries, although lower paying, are the most common and the fastest growing industries in the county. However, 82 percent of New Haven residents commute outside of the City for work,

and remaining a bedroom community is likely to put even further pressure on property taxes which have risen rapidly over the past decade.

Population Projections

The planning period for the New Haven Comprehensive Plan will span from 2000 until 2020. Forecasts are estimates and determining the point in time when the growth will occur is nearly impossible to estimate. Therefore, it is imperative that this Plan allocates enough land resources to assure various development activities, including housing, employment, retail of goods and services, and parks or recreation areas. The estimates used for this planning process are based upon past trends of the City and the Fort Wayne metro area and are generally conservative in approach.

Built into the New Haven Comprehensive Plan are implementation measures that advocate on-going research and analysis about economic and demographic changes within the New Haven planning area, especially given the release of the 2000 Census Data. The forecast results presented are not appropriate substitutes for developing a local database and information management system designed to effectively guide future development decisions and to monitor the status of economic, market, and physical environments.

From a land use planning perspective, absolute increased population is less meaningful than the impact of population change upon housing development, demand for retail goods and public services and land consumption. However, traditionally, forecasts of population are used to establish a growth rate that in turn is used to allocate housing units and determine the amount of land needed to support those housing units.

In general, population forecasts are more accurate for shorter time periods than longer ones. Population forecasts reflect underlying assumptions, and the accuracy of forecasts relies heavily upon the validity of the underlying assumptions. Using assumptions in pinpointing the exact period when growth will occur is very difficult due to unforeseen market fluctuations and changes in the economy. Therefore, it is very important to recognize that growth will inevitably occur, and managing the location rather than the time period in which it takes place is the best course of action.

To figure population projections for New Haven, several different methods were used including building permit trends, historic population trends, and the Allen County Trends extrapolated for New Haven. The following table displays the projections for each of the methods.

TABLE 2: ADJUSTED POPULATION AND HOUSEHOLD GROWTH 1992 TO 2020

	1970	1980	1990	2000	2010	2020
Historic Growth Trends[1]	5,346	6,714	9,320	12,406	16,582	22,164
Building Permit Trends[2]	5,346	6,714	9,320	12,406	12,143	14,365
Allen County Growth Rate Trends[3]	5,346	6,714	9,320	12,406	12,943	13,262
Average Trend[4]	5,346	6,714	9,320	12,406	14,863	18,265

1. Forecast generated using linear regression
2. Forecast generated as the average of building permits and linear regression

3. Calculated by HNTB using Allen County growth rate as established by Indiana Business Research Center.
4. Average calculated by HNTB between the Historic Growth Trends and Building Permit Trends.

Source: U.S. Bureau of the Census

The Historic Growth Trends rate assumes an exponential growth model based upon the 1900 to 2000 rate of growth. It implies that this rate of growth that New Haven has experienced will continue into the future. The growth rate during this period has averaged approximately 30 percent growth per decade. We have assumed that under this scenario, the population trend will continue exponentially until the City is built out. The projected population under this scenario for the year 2020 is approximately 22,164 people. It is unlikely that this scenario will occur unless New Haven aggressively annexes in the future. An issue for planning for this amount of population is to ensure that water and sewer capacities can meet the anticipated need.

The Building Permit Trends are based on the number of residential building permits approved each year from 1997 to 2000. The building permits are projected using linear regression to determine approximately how many building permits are expected for the years of 2010 and 2020. These numbers were then multiplied by the persons per household to determine the number of people added per decade in the City. The current persons per household rate of 2.51 was used for 2001. For 2010 and 2020, smaller rates were used (2.45 and 2.41, respectively) with the assumption that New Haven will continue to follow the national trend of smaller households. The projected population under the building permit scenario for the year 2020 is approximately 14,365 persons. Based on New Haven's growth trends and population gain per year, this number seemed a bit low to use for future land use projections.

The Allen County Growth Rate Projections utilizes the growth rate established by the Indiana Business Research Center for Allen County. The rate utilized is based upon historic population trends in Allen County. The projected growth rate is 4.3 percent for the coming decade and 2.4 percent between 2010 and 2020. These figures were then applied to New Haven for the corresponding years. The projected population growth under this scenario for the year 2020 is approximately 13,262.

Once these projections were analyzed it was evident that a fourth projection was needed. With the Historic Growth Trends projected too high and the Building Permit Trends projected to low to adequately plan for New Haven, a fourth projection needed to be developed that was the average of those two projections. The Average Trend projection provides that alternative. Under this scenario, the projected population growth is anticipated to be approximately 18,265, four thousand less than the Historic Growth Trends. This projection provides a more realistic figure to use in land absorption rates.

The purpose of examining these projections is to determine how the City will plan for growth. Again, it is difficult to determine the year in which the population growth will occur. What is important is that New Haven is prepared for and plans for this growth in terms of location of land uses and services such as sewer, water, fire, police and other governmental services. The discussion at the June 9, 2001 Steering Committee meeting centered on planning for appropriate growth. The members present decided that the plan should prepare the City for the growth as shown by the Average Trend.

Employment Projections

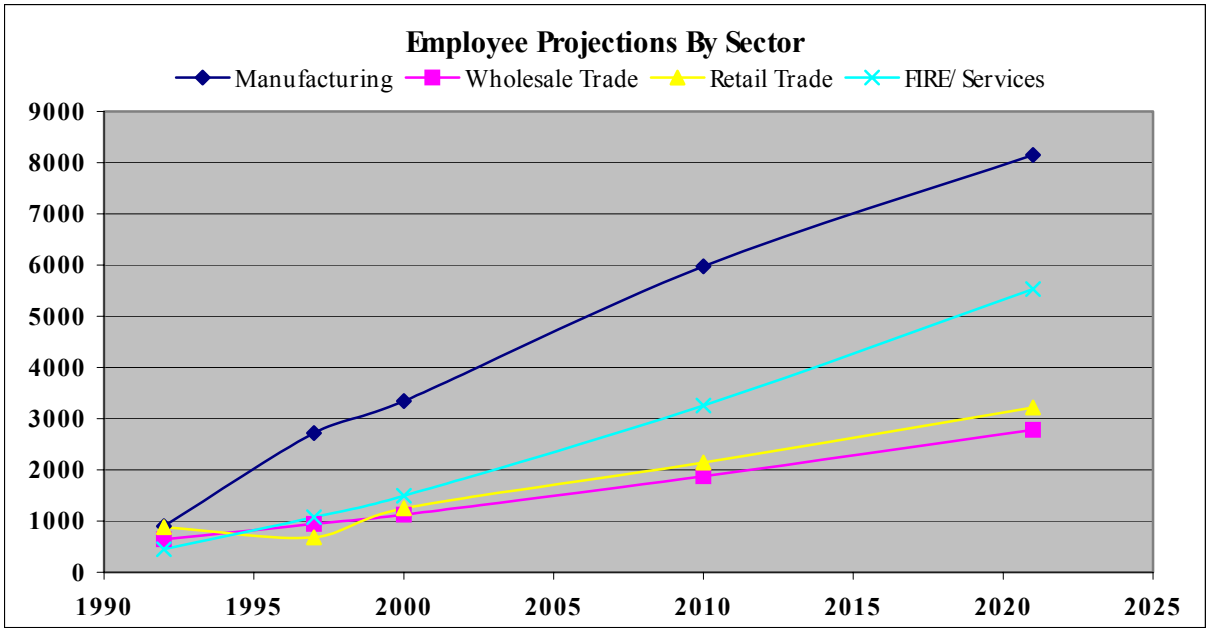
Like population projections, employment projections are estimates. Determining when jobs will be created is hard to predict, especially with the uncertainty in today's economy. Employment projections were developed from the Indiana Business Research Center's projections. While these projections from the Indiana Business Research Center only forecast employment projections on a county level, the Allen County projections can be used to estimate New Haven's future employment.

As the chart and graph below show, all segments will continue to show marked increases in jobs, especially the manufacturing, financial, real estate, and personal services sectors. While manufacturing still remains strong in Allen County, it is clear that the national trend is impacting the county as the service and retail sectors see increasing growth.

TABLE 2: ADJUSTED ECONOMIC GROWTH 1970 TO 2021

	1992	1997	2000	2010	2020
Manufacturing	900	2718	3,343	5,973	8,150
Wholesale Trade	641	942	1,126	1,876	2,784
Retail Trade	880	682	1,250	2,144	3,218
FIRE/Services	448	1072	1,492	3,259	5,532

Source: U.S. Bureau of the Census and HNTB Corporation



What is important to note though, are the trends associated with the employment projections. First, the county is in a situation where land is not readily available for industrial development. New Haven is in a unique position where it has potential land that can be converted for economic purposes. New Haven is located in a key transportation area with

close proximity to rail and air as well as major cross-country transportation routes, all keys for new development. Finally, New Haven has the potential for extension of water and sewer services as well as upgrading the road network to handle additional capacity from non-residential developments. All these factors play well for economic growth and development within New Haven.

Secondly, economic trends have shifted within the national economy, which can play well for New Haven. Allen County, over the last 30 years, has seen a marked increase in employment in the County versus its growth in population. The number of new job increases has more than doubled the population. This leads to a high labor force participation rate within the county and provides for healthy competition for workers. This marked event can be attributed to three different factors.

First, people who during the time period prior to 1970 never traditionally worked because of different family roles are now working. Many families now find it necessary to have two incomes to support themselves. This trend has added additional persons into the workforce who were not originally participating.

Second, because of the surplus of jobs, it can be inferred that a certain percentage of the workforce works two jobs. This can be supported by the national shift from a manufacturing based economy to a service based economy. Wages for services are categorically half of those in the manufacturing sector, therefore requiring some individuals to work more than one job to make ends meet.

Finally, people are entering the workforce earlier and working later into life. With the potential threat of no social security payments in the future, many employees are looking for other options to provide for their future. Some of this includes starting work at an earlier age and putting that money into other investments. Also, more people are working later in years. It used to be retirement was in a persons late 50's or early 60's. People are now working longer in their jobs or retiring early to start a second career in a completely new field.

CHAPTER FOUR:
VISION, GOALS AND OBJECTIVES

INTRODUCTION

The goals and objectives will serve as the foundation for the updated New Haven Comprehensive Land Use and Strategic Economic Plan. To develop this foundation, past City planning efforts were reviewed including the past comprehensive plan, history documents, water and wastewater master plans, downtown plan, economic documents and parks master plan. Public input was also solicited on many different levels including: key person interviews and public meetings. The Comprehensive Land Use and Strategic Economic Plan will provide a series of goals, objectives, and policies that will provide guidance to New Haven decision makers. This plan will be uniquely different from other planning studies done in New Haven for the following reasons:

First, this plan builds upon what was created through previous studies. It is important that this plan acknowledge and embrace the discussions and information gathered through these processes. Those studies provide additional insight regarding issues experienced by New Haven and its residents. General and specific recommendations in the Comprehensive Land Use and Strategic Economic Plan have resulted after reviewing these studies.

Second, this Comprehensive Plan sets forth a defined mission, goals, objectives, and development policies that will help New Haven manage growth and development for the next twenty years. A future land use map will graphically display the desired future land use patterns that supports the mission, goals, objectives and development policies.

It is evident from previous planning efforts and the current process that the high quality of life in New Haven is one of the major reasons why people remain and growth will continue. New Haven's high quality of life is captured by its location within the Northeast Indiana region, its convenient access to the Chicago and Indianapolis Metropolitan Areas, the many generations of families that live in New Haven today, and the small town character and atmosphere. The premise for this plan is to continue to build upon the strengths and opportunities of New Haven and to provide for a desired direction of future growth and development.

Citizen input has been solicited through a specific public participation and planning process. The citizens of New Haven have provided their thoughts about the future direction of the City's growth. These ideas have been captured in the City's mission statement, which provides the foundation for the goals, objectives and policies.

The mission statement below describes the direction future development will take. This mission statement is the overall theme for the Comprehensive Land Use and Strategic Economic Plan.

Mission Statement:

> *The mission of the New Haven Comprehensive Land Use and Strategic Economic Plan is to provide the means for an economically vibrant City by redefining and enhancing the land use pattern through the protection of stable neighborhoods and the promotion of commercial and industrial*

> *development, by changing the development character of the City to ensure high quality of development, by increasing economic development opportunities, by expanding the high quality of services, and by maintaining the transportation and non-transportation infrastructure to support future development.*

To implement this mission statement, a series of goals and objectives have been developed. These are the foundation on which the entire plan will be based. The goals and objectives answer the questions of how and why the City should develop and provide the framework to direct and manage growth and development. The goals are broad-based statements that express the values and desires of the residents of New Haven. They are ideal conditions or outcomes that the community desires. The objectives are measurable guidelines that expand upon the goals.

GOALS AND OBJECTIVES

The goals and objectives were used to develop the future land use and transportation maps. Specific policy statements and recommendations will assist New Haven in the implementation of the mission statement, goals, and objectives after the final land use and transportation scenarios are selected.

The mission statement describes what New Haven should be in the future and provides insight on how that should happen. The goals and objectives are a direct result of key person interviews, steering committee discussions, and a public meeting. Four key issues were identified in the community including Economy, Land Use Character, Community Aesthetics, and Transportation. One goal was developed for each of these topics with three subsequent objectives to attain the goals. The presentation of the goals and objectives in this manner provides an orderly way to address the issues. However, it should be noted that many of the goals and objectives, will transcend from one category to another and embrace past planning efforts.

Economic Goal:

New Haven shall provide an environment that promotes economic health and vitality through the retention, expansion, and attraction of industrial, commercial, retail, and office uses to provide increased employment opportunities and enhance the tax base.

Economic Objectives:

- The Central Business District in the Downtown is an identifiable area due to the historic influences of development since the 1800's. It is the desire of residents to maintain this core and protect its historic character. Therefore, the attraction and retention of needed service and retail establishments will be a priority through the development of quality business areas located in the central core serving the daily needs of the local population.

- The Casad Depot area provides a tremendous opportunity for new industrial development. Resources have been devoted to extend and upgrade existing

transportation and non-transportation infrastructure. To capitalize on the historical investment in infrastructure and the opportunity for new growth for New Haven, the City should identify and protect the area for warehousing and manufacturing industrial growth and seek out different mechanisms to promote and attract development to this area.

- The City of New Haven contains a large amount of older areas that once served as economic centers and are now currently not being put to their highest and best use for the community. To promote reinvestment in the City and provide strong and focused economic centers, these existing sites and building facilities should be identified for older underutilized areas and encouraged for renovation, adaptive reuse, or redevelopment.

- The City of New Haven has a unique opportunity to manage and shape the development of key entryways into the City. The City should utilize the I-469 and Highway 30 corridor as an economic development initiative to provide land for the attraction of regional commercial, institutional and office uses that will provide diverse employment.

Land Use & Character Goal:

New Haven shall be a growth center that takes advantage of the regional transportation and infrastructure system and manages its growth by providing adequate land for economic development through the preservation and reinvestment in the area of the City and preserving and protecting the identity and character to assure long-term, stable land use patterns and local identity.

Land Use & Character Objectives:

- The City of New Haven has a strong central core of residential and commercial uses that provides a strong and historic identity for the community. It is the focus for many of the events in the community including Canal Days, celebrating the historic canal that once ran through the community. The public, through citizen input sessions, has indicated that this core is what adds to the community's identity and should be protected. Therefore the City must strengthen this core through infill and redevelopment of residential and commercial sites.

- In order to manage land uses, promote orderly and desired growth, and maximize the potential of regional transportation and infrastructure, a desired future land use pattern is needed. The land use plan should designate adequate amounts of land for future residential and non-residential development that will provide for a land use pattern that promotes the highest and best use of the land.

- To minimize the cost on the City in providing services, a compact and managed land use growth is desired. Therefore, the promotion of an orderly, contiguous land use pattern is desired that is compatible with existing land uses and focuses growth into designated areas in New Haven.

- New Haven residents have indicated through the public process that protecting the character of development is a high priority. As new development and redevelopment occurs over the next 20 years, New Haven needs to establish and implement appropriate transitional areas between differing types and intensities of land uses.

Community Aesthetics Goal:

New Haven shall enhance its character and small town attributes through well-designed developments that add to the beautification of the City and strengthen and promote a unique identity.

Community Aesthetics Objectives:

- During the public input process, residents indicate high quality of development should be a priority for the community. To enhance the character and contain a community of higher designed development New Haven should identify, develop and adopt design standards for residential subdivisions and commercial, retail, office and industrial development that creates a positive image for New Haven.

- New Haven contains many areas, including neighborhoods, commercial and environmentally sensitive areas that add to the character and identity of the City. New Haven should designate built and natural areas as special areas that can be protected through zoning, historic designation, etc.

- Identify natural, agricultural or open space areas that enhance the character of the New Haven and develop implementation techniques to protect these areas.

Transportation Goal:

New Haven shall promote and maintain an efficient and safe transportation network that increases continuity and capacity, promotes the movement of people through vehicular and non-vehicular modes of transportation and supports well-designed projects that take advantage of the locational attributes of the City.

Transportation Objectives:

- The public has identified the numerous rail lines in New Haven as a disruption to traffic flow and a safety concern for the fire, police and EMS to access properties on the other side of the tracks. New Haven should work with state and rail officials to identify and install an additional rail crossing that provides either an above-grade or below-grade access.

- Develop and adopt a comprehensive thoroughfare plan that supports the desired land use pattern by providing connections to the regional network and increasing mobility throughout New Haven. This plan should include specific recommendations for improvements and new lanes, timing, agencies responsible, and funding options.

- New Haven should encourage a system of pedestrian connections including greenway trail and on-road connections that link population centers, schools, parks, neighborhoods, commercial centers, and civic and governmental facilities. New Haven should recommend standards for the development of these pedestrian connections.

- Ensure that large-scale new residential and non-residential development is located along major thoroughfare routes that can manage the increased capacity and maintain high levels of service.

CHAPTER FIVE:
LAND USE PLAN

INTRODUCTION

The purpose of the land use plan is to provide guidance to the Plan Commission and the City Council and those wishing to develop land in New Haven as to the desired future growth pattern of the planning area. A future land use plan is *not* zoning. The Plan is simply one of many tools that the City uses to implement its desired vision of the future. Thus, the City should consult The Plan whenever future development is proposed in order to give recommendations about location, density, and other relevant factors; and the City should decide rezoning requests based on The Plan's recommendations. Further, the land use plan is a flexible document, open to new interpretation in light of changing circumstances over the next twenty years. Thus, the actual growth areas may prove to be smaller or larger than shown on the future land use plan, depending on future demand for land.

The future land use plan is designed to guide expected future growth of the City into a pattern which meets the future development goals of the City, as defined by the public earlier in this Comprehensive Planning process.

In creating this future land use plan, the City carefully examined all of the information and public comment developed through the planning process and has attempted to balance the expected population increase while balancing the mix of land uses within the Planning Area. The City and its residents have an understanding that to balance the cost of development, more non-residential uses are needed to keep taxes from increasing. This balance has to be planned with the understanding that significant additional residents will have to be assimilated into the area while holding land for industrial, commercial and office uses to ensure that balance.

THE RELATIONSHIP BETWEEN PLANNING AND ZONING

While the comprehensive land use and strategic economic plan is a statement of policy directions, the zoning ordinance is the document that regulates the development of land. To establish the connection between the two, Table 3 relates the land use districts from the future land use map plan to New Haven's current zoning districts.

Table 3
Land Use Category to Zoning District Concurrency Table

Land Use Plan Category	New Haven Zoning Districts
Neighborhood Conservation	RS-1 & RS-2
Single Family Residential	RS-1 & RS-P
Multi-Family Residential	RS-2, RS-3 & RS-P
Manufactured Housing	M-H
Industrial Conservation	I-1, I-2 & I-P
Industrial	I-1, I-2, I-3 & I-P
Public Uses	All Districts
Neighborhood Commercial	C-1A, C-2A
Regional Commercial	C-1, C-2B, C-2C, C-2D, C-4
Commercial Corridor Enhancement	C-1, C-2B, C3B, C-4
Downtown Mixed Use	C-1A, C-1, C-2A, C-2B
Office	C-1A, C-1, C-P
Parks and Recreation	All Districts
Wooded Area	All Districts
Agriculture	A-1

USING THE LAND USE PLAN

Assuring the consistent application of the land use policies will be the responsibility of the Plan Commission and City Council when reviewing development applications. The Plan Commission and City Council should consider the following questions in determining if the proposed development is in keeping with the land use plan when reviewing development applications:

1. **Is the proposed development located outside the official municipal boundary but within the planning area limits?** Is there a definable benefit to the City that will have a positive impact on future development? Is the proposed location justifiable based on the goals and objectives of this comprehensive land use and strategic economic plan?

2. **Does the proposed development conform to the land use designation for its locations on the future land use map?** Is the proposed zoning district the least intensive zoning district that would permit the use? Does the proposed use correspond with the designated future land use on the future land use map? Does it substantially conform to the policies for that land use designated by the future land use map?

3. **Is the proposed development located in a designated corridor?** If yes, does it support the recommendations for that area as designated by Chapter 7, Urban Design Plan, of this Plan?

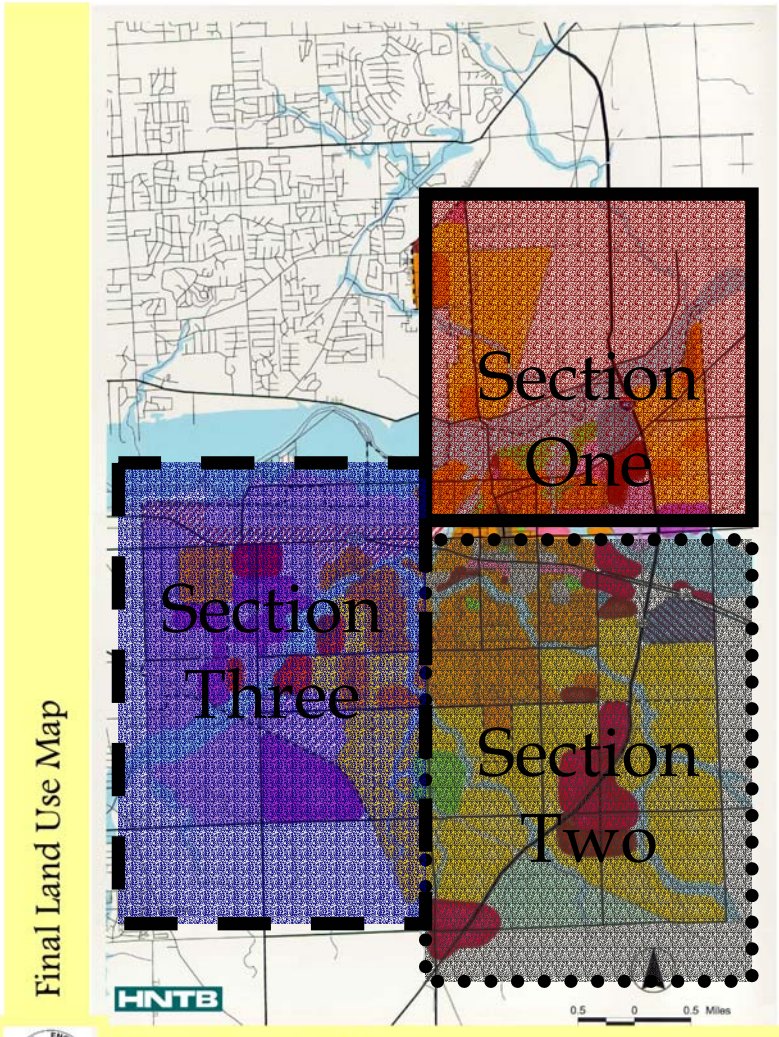
4. **Does the proposed development, in general, support the goals and objectives of the Comprehensive Land Use and Strategic Economic Plan?** If a proposed development cannot adequately address these questions then one of the two options should be considered:

   - The development is not appropriate for its proposed location or in its proposed format; or

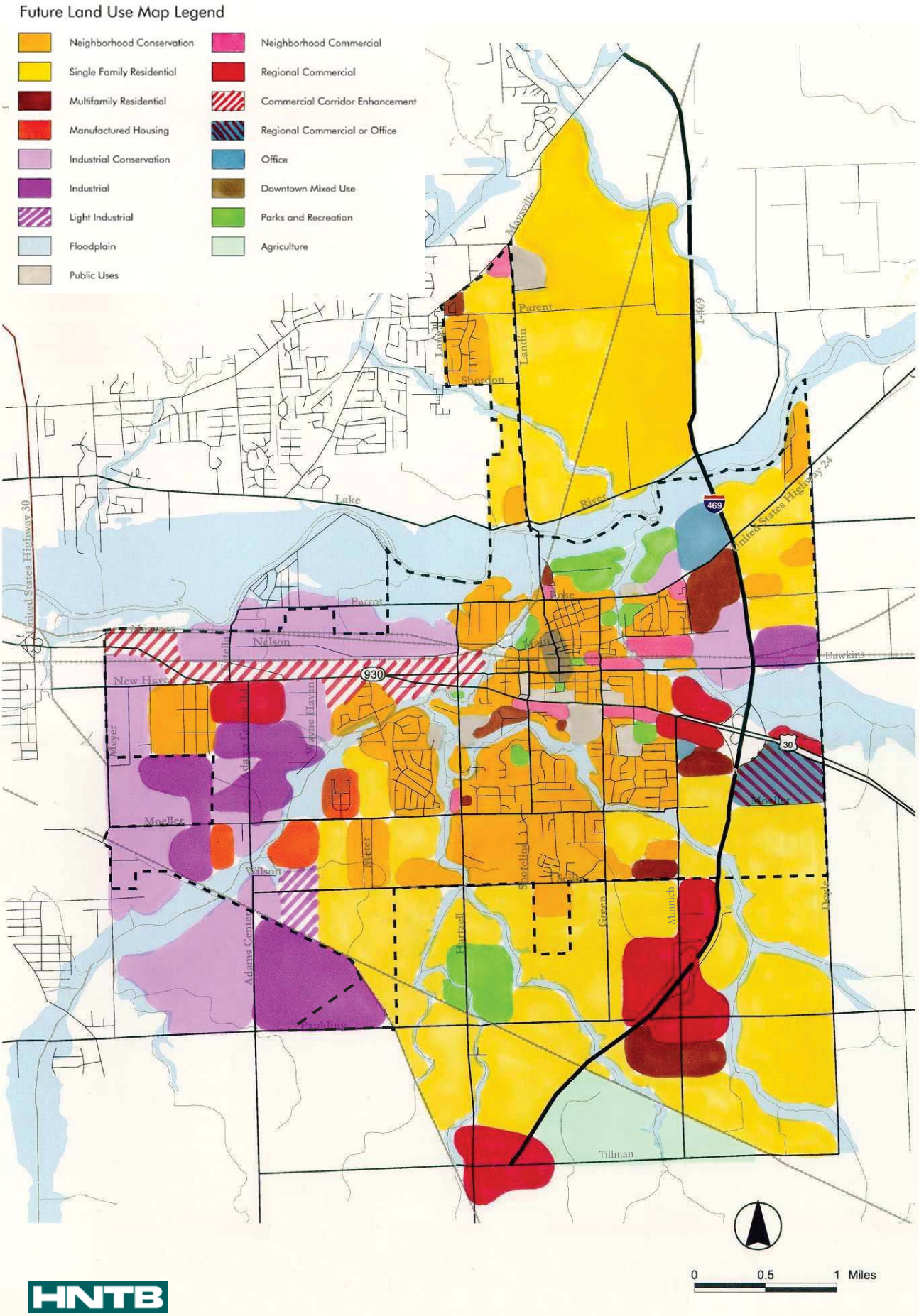
   - The Plan may be outdated and should be reconsidered as described in Chapter 8, Implementation.

LAND USE PLAN

The following pages contain the final land use maps for New Haven. The first map, Final Land Use Map illustrates the desired land use pattern for the entire planning area. The second map, Final Land Use Map for the Casad Depot Area illustrates the desired land use pattern for the Casad Area located to the east of New Haven. The following three maps are enlargements of the overall map for New Haven. The sections correspond to the map key below.



Future Land Use Map



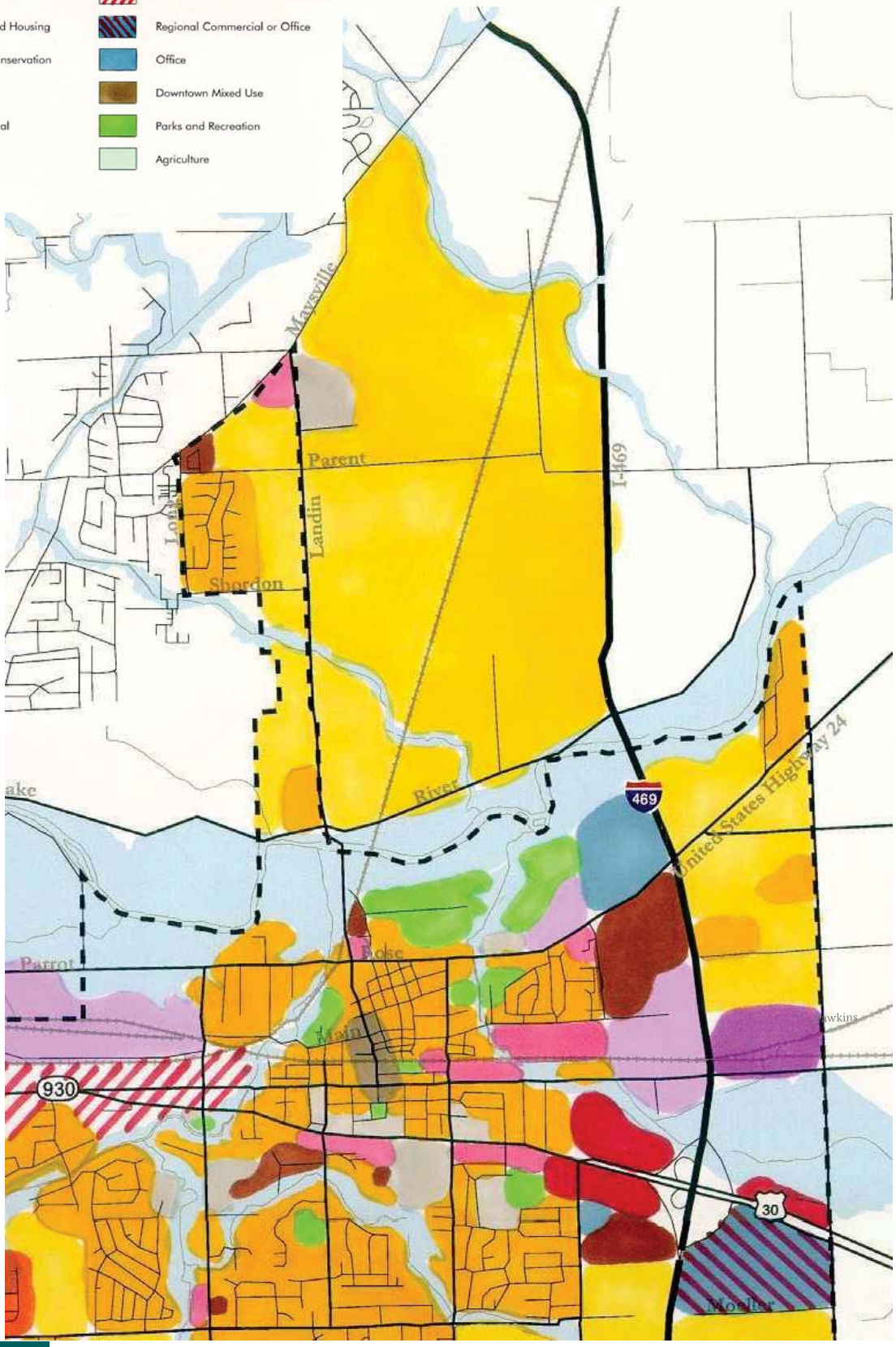
HNTB

New Haven, Indiana
Comprehensive and Strategic Economic Plan

Future Land Use Map (Section One)

Future Land Use Map Legend

- Neighborhood Conservation
- Single Family Residential
- Multifamily Residential
- Manufactured Housing
- Industrial Conservation
- Industrial
- Light Industrial
- Floodplain
- Public Uses
- Neighborhood Commercial
- Regional Commercial
- Commercial Corridor Enhancement
- Regional Commercial or Office
- Office
- Downtown Mixed Use
- Parks and Recreation
- Agriculture



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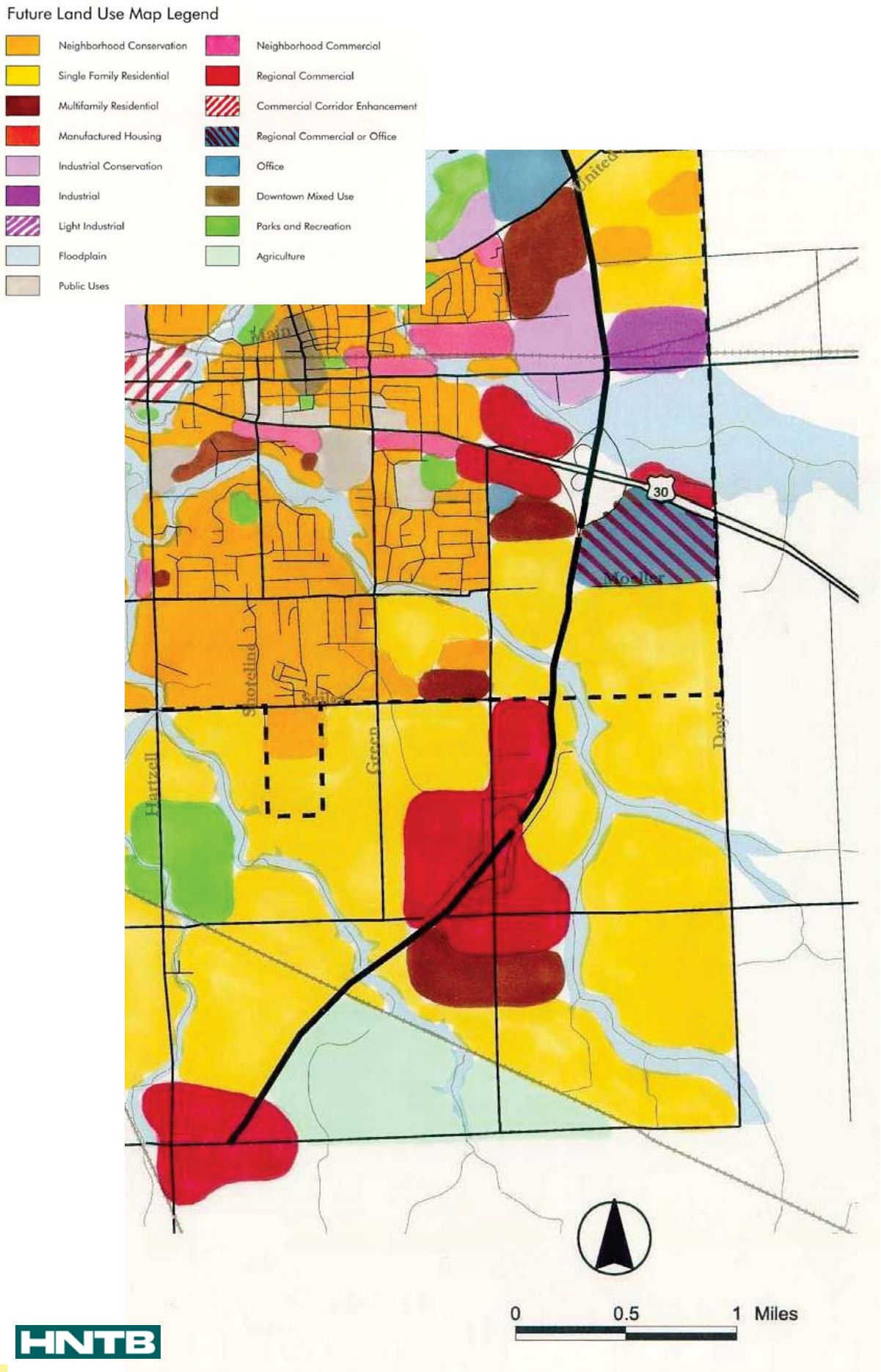
New Haven, Indiana
Comprehensive and Strategic Economic Plan

Future Land Use Map (Section Two)

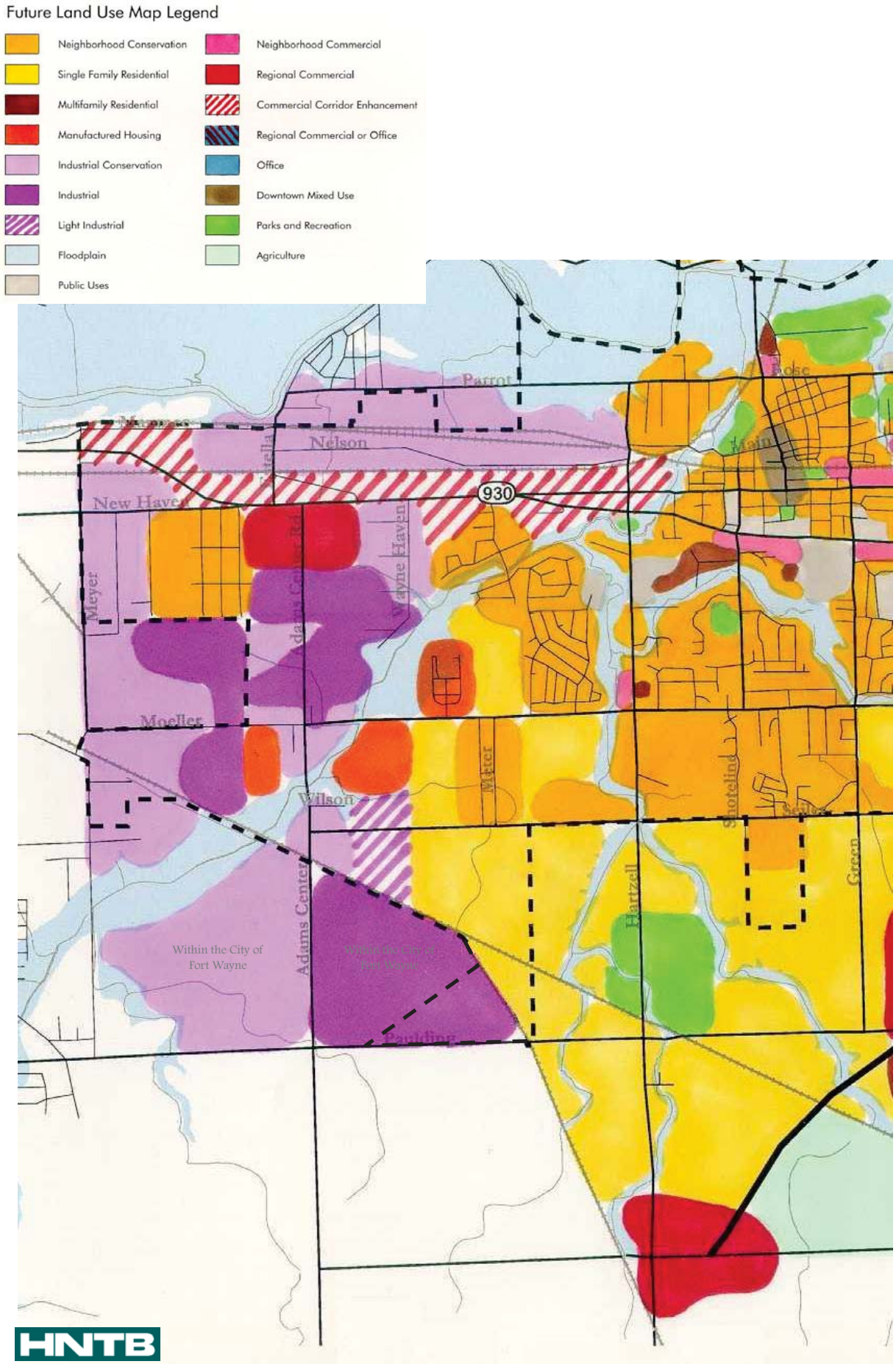


HNTB

PLANNING ENGINEERING PUBLIC WORKS

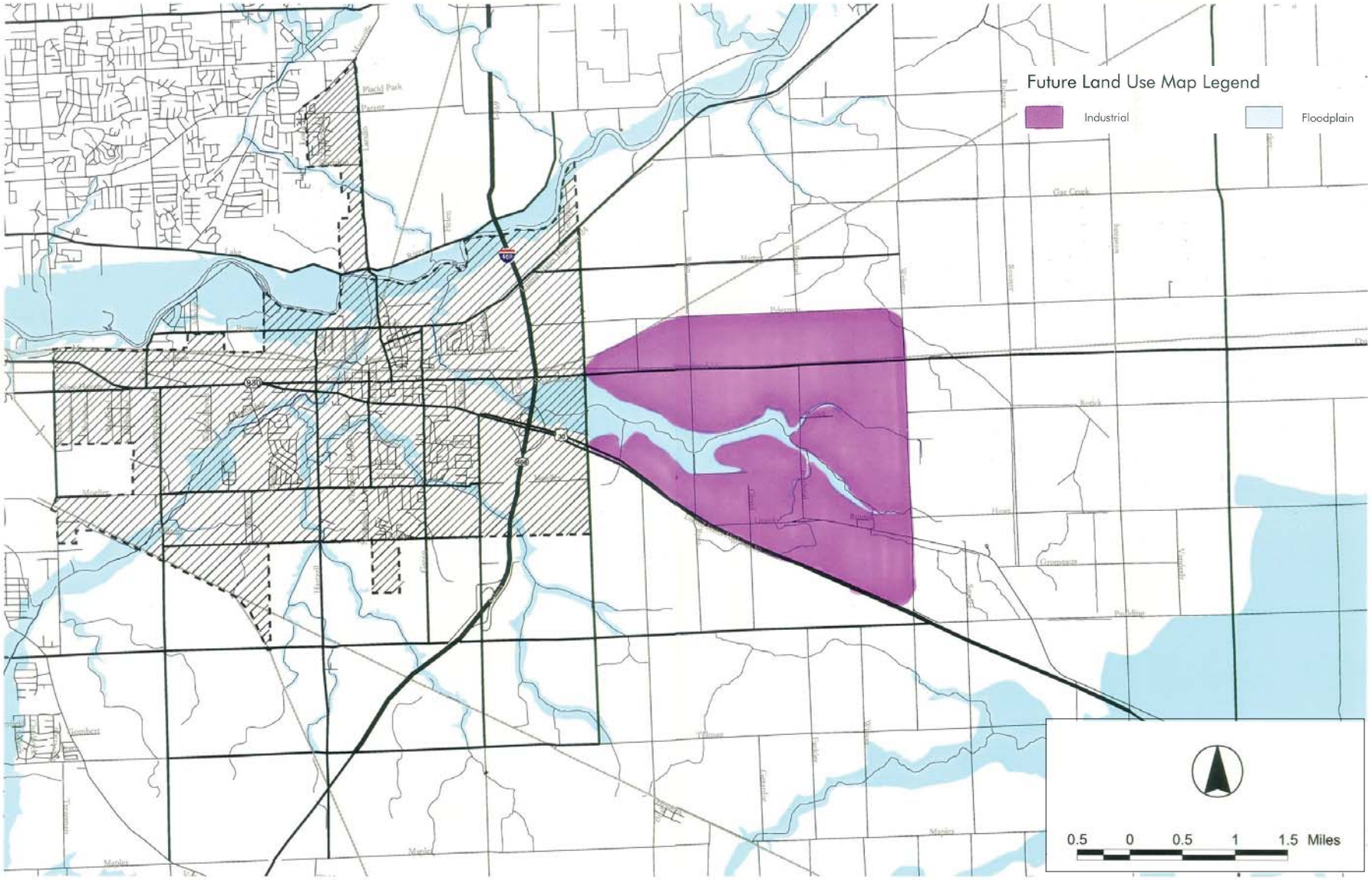
New Haven, Indiana
Comprehensive and Strategic Economic Plan

Future Land Use Map (Section Three)



New Haven, Indiana
Comprehensive and Strategic Economic Plan

Future Land Use Map for Casad Depot Area



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New Haven, Indiana
Comprehensive and Strategic Economic Plan

DEVELOPMENT OF THE FUTURE LAND USE PLAN

In order to arrive at this balance between the mix of land uses, an increasing population and the small town character, the City first attempted, through the public input process, to identify those items that the City's residents felt were most important in preserving New Haven's unique character. In order to assist the City in examining the impacts of the expected population increase to New Haven's character, three land use scenarios of the Planning Area were developed. The first land use scenario looked at how the existing zoning ordinance would impact the future development of the City if continuing with the current policy. In effect, it is the status quo of development, which provides for a great deal of industrial and commercial development while focusing residential areas to the core of the developed community.

The second land use pattern was a model that focused on the preservation of neighborhoods and residential areas of the community. The land use mixture was kept to the currently developing pattern, with residential expansion to the east of the City. Understanding that a critical mass of residents would be created that would support more commercial services, some additional non-residential areas were illustrated. This scenario established residential districts for existing residential areas and any new residential areas that would be formed. The policy under this scenario would be to limit the amount of non-residential development allowed to occur in residential areas unless located downtown. Some of the residential uses within the downtown would be encouraged to be mixed uses with local commercial uses on the first floor and residential uses on the remaining floors. Likewise, it was delineated that large homes in this area could be renovated to allow for multiple tenants within a building.

The third scenario was based around economic development. Under this scenario a policy of supporting economic development and limiting the amount of residential development was supported. Non-residential uses such as industrial and commercial were focused on the west side near the Wayne Haven Industrial Park and at the interchanges of I-469. This scenario focused on the redevelopment of the 930 corridor to provide more neighborhood and local services that would not compete with the downtown and forcing the regional and big box retailers to the I-460 interchanges. The concept behind this scenario was to change the bedroom community image to more of a self sufficient community, understanding that Fort Wayne will still play a large role in providing regional services and networks.

The future land use plan in this comprehensive land use and strategic economic plan is a combination of the second and third scenarios. The character of a bedroom community appeals to many citizens. This is the draw to the community and provides diverse housing options for those wanting to work in Fort Wayne, but not live there. Similarly, citizens understand the economic impacts of being a bedroom community on the tax base and therefore have determined that the western and eastern edges of the City need to be planned and developed for industrial, commercial and office uses. The Future Land Use Plan is described in detail below.

NATURAL AREAS

The Final Land Use Plan incorporates parks and recreation, wooded and agriculture areas within the map to preserve as much of the natural and small town character of the City as possible. Due to the growth pressures and the location of residential to non-residential uses, it is recommended that the flood plain areas, which are not optimum building sites as determined by FEMA (Federal Emergency Management Agency), be left as open space networks throughout the community. The flood plains are designated and regulated by FEMA as areas that are the channel and the areas adjoining any wetland, lake or watercourse which have been or in the future may be covered by the regulatory flood. The floodplain includes both the floodway and floodway fringe areas. These areas are designated on FIRM maps (Flood Insurance Rate Map). These floodplains would be held and maintained by a variety of owners including private citizens, homeowners associations, and the City of New Haven. Where these lands are publicly owned or controlled by a homeowners' association, it is recommended that they be maintained as improved trails linking neighborhoods and parks.

Additionally, wooded area and agricultural areas should be protected by limiting the amount of development that could occur in these designations. Wooded areas are those areas that contain significant tree stands. It is important that these areas, if developed, would contain developments that were designed as cluster developments or areas that were large lots and designed with the location of the house would not disturb these large tree stands.

To implement the policy of the natural areas, the following may be done:

- Adopt zoning regulations to reserve the floodplain as open space, especially where it is located within proposed residential subdivisions. This may be done through open space requirements and enhancements that the developer can most easily meet by preserving this open space within the floodplain.

- In the zoning regulations, create provisions that allow large estate type single family residential lots while prohibiting the development of residential subdivisions.

- Develop a zoning classification that encourages, through development based incentives, clustering of residential areas. Incentives such as decreased setbacks, lot sizes, and minimum ground floor areas can be utilized if there is an increase in open space, increasing of landscaping, the protection of environmental features through a conservation easement.

AGRICULTURAL AREAS

Agricultural areas have been a key part in establishing the heritage and character of New Haven. Understanding this heritage, the City has taken steps in its general ordinances to conserve this character and heritage. These areas have historically been predominately agricultural uses such as row crops, grazing, nursery growing grounds, etc. The policy of this plan is that these areas act as the limits for development at the fringes of the community. Because most of these areas are not served by existing public utility services, development in these areas should be kept to a minimum. It is the policy of this plan to maintain these areas as agriculture until growth pressures encourage the development of these parcels, when appropriate in the future. These areas provide the charming, rural character for New Haven

against the urbanized character of Fort Wayne. In essence these areas could be seen as outlying future expansion areas. The only non-agricultural developments that should occur are single family residential uses. These should be developed as singular lots, rather than large subdivisions. Subdivisions should be discouraged in areas that are designated on the comprehensive plan as agriculture. In the future, the future land use map, should be amended to reclassify these areas as single family once development pressures in an area are requiring the conversion of agriculture to residential.

INDUSTRIAL

Industrial uses in New Haven are organized within industrial parks and along the rail lines. These uses are important to the tax base and therefore need protection from the encroachment of commercial and residential uses. Existing Industrial Uses in New Haven contain a variety of manufacturing and production uses. Depending on the location and context of these areas, the industrial uses are intended to house both interior and exterior uses.

Adams Center Road

The Adams Center Road Corridor extends from Meyer Road south and east to the floodplain and is bordered to the north by SR 930. This area is well established with industrial uses. The majority of these uses are located in a planned industrial park called Wayne Haven. This area is classified as both industrial and industrial conservation. The uses in this area are of a larger scale and intensity. They are important to the tax base of New Haven and therefore need to be protected from the encroachment of commercial and residential uses. Many of these industries are located away from the street and have taken advantage of some of the existing tree stands in the area. The remaining parcels should be devoted to developing with like uses and with the same design character as surrounding properties. Some uses to target would include warehousing, manufacturing, and distribution, where activities take place on the interior of the building. The areas along Adams Center and Seiler Roads, in some instances, may not be compatible with surrounding uses due to noise, dust, glare, traffic volumes, etc. It is recommended that in cases where incompatibility exists, or it is identified by the Plan Commission, that it is a transition area. Possible incompatibilities should be mitigated through the use of a bufferyard and other development standards including setbacks, fencing, mounding, etc.

SR 930/Rail Corridor

This area is generally located north of SR 930 following the rail line. It extends from Adams Center Road to Hartzell Road. This area has been identified as Industrial Conservation. The uses in this area are identified as industrial to protect existing industrial uses that are in good condition in which the City would encourage the maintenance and upkeep of properties and promote the addition of compatible industrial uses at the same scale and intensity as existing uses.

Casad Depot

Casad Depot contains a tremendous amount of land that is classified as industrial uses as shown in the Final Land Use Map. Once the home of the military, the land is being reclaimed by the local jurisdictions. This area provides more than enough industrial land to last the City several decades more than the time frame of this plan. The City and County have made significant investments in infrastructure to prepare the site for future development. This site is currently outside the planning jurisdiction of the City, and in the future, a strategy should be developed for incremental annexation into the City to recover some of the costs of upgrading the infrastructure. Additionally, the City, working jointly with the County, should look at establishing an industrial park for the specific location of

these uses. This will protect this area from the development of residential uses. Primary industries that should be targeted for this area include heavy industrial uses, manufacturing and processing, warehousing, open storage, and distribution.

COMMERCIAL AND OFFICE

Commercial uses (retail sales and services) in New Haven are of two natures: regional and neighborhood. Regional and neighborhood commercial nodes encompass very different types of uses, customer bases, and locational requirements. Office uses are regional in nature attracting employees from different areas of the County, not just from New Haven. In these areas designated as commercial and office, they are identified for future development of wholesale and retail stores and office uses. Depending on the context and location of the district, the commercial uses are intended to service a local or regional customer base. Likewise, these areas may contain existing local and regional commercial facilities in good condition. They should be protected through development decisions and implementation actions that encourage the maintenance and upkeep of properties and limit the amount of residential, institutional, and industrial development that might occur. Also it is recommended that through the zoning and subdivision ordinances these areas be enhanced with standards managing the setbacks, landscaping, signage, and light to provide for a distinct and identifiable area within New Haven.

Regional Commercial and Office Uses

Regional commercial and office uses meet the needs of not only New Haven but surrounding areas. Because there are regional commercial and office nodes located at the airport and Fort Wayne, the uses that New Haven wishes to develop must be of the type that will benefit the residents of New Haven and the immediate areas to the west of New Haven in Fort Wayne, and areas east, north, and south of New Haven in Allen County. There are four recommended regional commercial nodes in New Haven.

Adams Center Road and SR 930 Interchange

This commercial location is currently accessible from both Fort Wayne and New Haven along SR 930. The surrounding areas along SR 930 are more industrial in character. These areas contain some local commercial uses that provide for food services including a few restaurants, fast food chains, hotel, automotive services, etc. With the extension of Maplecrest Road to SR 930, the future focus of this area should be on big box type retail including a Walmart or Target superstore, home or hardware specialty store, or other large scale retail uses that provide a multitude of specialties rather than one type of service and people are willing to drive longer distances to patronize these establishments.

As the expansion of retail and services into this area continue, two important factors must be taken into consideration and addressed. As retail uses increase along this corridor, especially with a large retailer, accessibility and traffic congestion will continue to be a concern, especially during peak shopping hours. Connections between parking lots, fewer curb cuts, frontage roads, and access from multiple roads, where possible, will all serve to alleviate traffic congestion in this area.

At the south end of the corridor, just west of Adams Center Road, there is a striped area that is identified as industrial . It is proposed that this site develop with the same character and similar uses as those existing in the area. This corridor serves as many people's first

impression of New Haven. In the future, with the expansion of Maplecrest Road, this area will be a key development area. This area will continue to function as a gateway into the City, and therefore every effort should be made to make this an attractive, welcoming area. Landscaping around businesses and along the corridor as well as aesthetically appealing signage will go a long way in enhancing the area. Furthermore, new developments should not be permitted to orient loading areas, trash receptacles, blank walls, or complete seas of parking towards the corridor.

I-469 and US 30 Interchange

This area has the greatest potential for commercial and office development for New Haven. This interchange is the primary access off of I-469 into New Haven and is symbolically the front door into the City. Therefore it will be necessary to provide for high quality development and regulatory control to ensure that the area enhances and provides for the impression that residents want to provide to people visiting their community. US 30 is one of the most heavily used interchanges into New Haven. The current uses to the east are agricultural.

This area has begun to develop with retail uses such as restaurants, hotels and some service type businesses. There are some residential areas located to the west, but in time, they might be available for conversions to retail or office uses. This area provides a prime place for both regional and office uses. Potential for development at this node will be enhanced as the proposed business uses develop around the US 30 and I-469 interchange and as development moves east. Potential uses at this interchange should include banks, dry cleaners, day care centers, fitness facilities, hotels, restaurants, home improvement stores, coffee shops, flexible building space for showrooms, low to mid-rise office buildings, and much more. The highway exit will provide access to these services to additional employees who drive through New Haven on their commute. There is an additional area that has been designated as regional commercial and office. It is the recommendation that this site might be suitable for large scale office development or institutional uses such as a local community college.

A concern at this commercial node is the transitional area between business and residential uses and the functioning of this interchange as a gateway into New Haven. Retail and service development in this area should be low-scale, aesthetically pleasing, and unobtrusive. Enhancements may include attractive building materials, landscaping, low voltage lighting, and screened parking areas. The office uses at this site are recommended to be medium intensity with a maximum floor area ratio (FAR) of 2:1. It is recommended that all three interchanges along I-469 into New Haven be developed under the regulations of an overlay zone in order to maintain a positive relationship between the business development and the existing and future residential development.

I-469 and US 24 Interchange

The proposed uses for the I-469 and US 24 interchange are office, multi-family, and single family residential. These uses are less intensive than those proposed for other interchanges because of the lack of infrastructure constructed and the established residential uses in this area. The area to the east of the interchange will remain residential in character. There are a

few areas identified as neighborhood conservation. These areas are large lot single family residences. It is proposed for the future that single family residential development will be of the same character, larger lot sizes, less dense.

The southwest area is proposed to be multi-family. This is to act as a buffer from the office uses and residential uses. Multi-family is also located off of a primary arterial that allows for easier traffic flow and less of an impact on the transportation system. Any multi-family development that would be developed in this location should adhere to the standards set forth under the multi-family residential section of this plan.

The area on the northwest corner is proposed office use. These uses should be conducive to regional employment areas. They should include both low and medium intensity. Medium intensity of development should include one to three floor office buildings with a maximum floor area ratio (FAR) of 1:1. Proximity-slope setback standards should be applied in office areas to minimize the adverse aesthetic impacts of tall structures on adjacent residential areas. Low intensity office development would consist of one-level facility with a maximum FAR of 0.6. Lower intensity development does not require the access provided by major interchanges, yet it needs to be in close proximity to main thoroughfares.

I-469 and Minnich Interchange

The Minnich Road and I-469 interchange serves as the third key gateway into New Haven. It is anticipated that this interchange will not fully develop until the other two interchanges have developed. The amount of land in this area far exceeds the projections and assumptions in The Plan. This interchange is currently located outside of the planning jurisdiction of the City. As a key gateway into the community, the area should be planned to ensure that it develops in accordance with the goals and objectives of the citizens of New Haven.

In the future, this area is seen as another key area to support regional commercial growth. This would be in the form of a large retail center that might include an anchor department store with many outlot stores such as a movie rental store, restaurants, bookstore, grocery store, beauty shop, shoe store, etc. The area to the south of the interchange is proposed to be multi-family residential. The location of multi-family uses provides an additional area in the future to provide another housing option. Other multi-family uses that would benefit from this location and the commercial around it include independent living facilities and dependent living facilities. These uses provide a transitional buffer from the regional commercial areas to the single family areas which are proposed for the remaining land in this area.

Neighborhood Commercial

Local commercial uses meet the needs of those living in close proximity to them. While some commercial uses within these neighborhood nodes may attract customers from outside the City who do not otherwise have access to local shopping, the primary purpose of these nodes will be to meet the day-to-day shopping needs of New Haven residents in an effort to reduce automobile trips to regional commercial areas for convenience shopping. Uses found in these areas will include markets, coffee shops, cafes, video stores, banks, and dry cleaners.

These nodes are primarily located in residential areas such as downtown, Parrot Road, Lincoln Highway and Green Street, SR 930 and Green Street, Werling and SR 930, and Hartzell Road and Moeller. These areas should be designed to encourage neighborhood interaction through creative and aesthetically pleasing, context sensitive designs, potentially through the use of trees, shrubbery, unified signs, and textural building materials such as brick. It should incorporate alternative modes of transportation that will utilize bicycle paths and sidewalks to provide links from the neighborhood to these commercial areas. This design concept will directly relate to the residents' desire to maintain and preserve the small town atmosphere that is established in New Haven.

Neighborhood commercial areas should be no greater than ten acres in size. This is to limit the amount of commercial development that can occur and ensure that only neighborhood serving uses are developed. The zoning ordinance should be updated to address the following development issues: restrictions on uses, scale of development, adjacent residential areas should be buffered with landscaping and provide for linkages to the site, parking lots should be heavily landscaped; special regulations for signage, lighting and building materials, and local neighborhood commercial sites should incorporate some greenspace or open areas.

Downtown New Haven

The heart of New Haven is its Downtown. It has established itself as having a good mixture of uses including residential, local commercial, and office. There is a concern that was elaborated upon in public meetings regarding the identity of New Haven. The Downtown area is surrounded by a district of older residential homes that still retain the historic character and quality and could qualify to be placed on the National Register. The special designation of this area as Downtown mixed use provides the ability to treat this area with special designations. One such designation would be to apply and register certain residential areas as historic districts. By identifying these areas as historical areas, opportunities for funding that would otherwise be unattainable may be created. Streetscape improvement grants and small business development grants may also contribute to the character and vitality of the Downtown and surrounding residential areas. A Downtown plan was created in 1998 that highlighted improvements and marketing strategies to continue the current land use pattern, ownership and retention rate in the Downtown. These recommendations should continue to be implemented over the next several years to continue economic revitalization, residential and commercial redevelopment, historic preservation, and parking conditions.

The proposed Downtown mixed use land uses include commercial, office, and residential. It is encouraged that zoning standards be written that allow these different uses on one property. An example of this mixed use would be to allow commercial or an office use on the first floor and residential uses on the remaining floors. This provides the ability for residents who live in the Downtown area to also work, shop, and entertain in the Downtown. Developers, homeowners, and business owners should give special consideration to architectural styles and exterior treatments when altering structures in the mixed use area.

MULTI-FAMILY RESIDENTIAL

In many small communities, multi-family development is seen more as a burden than as an asset. Concerns over the tax base, traffic congestion, and the sometimes overwhelming scale of multi-family developments have left such uses with very little support. However, multi-family housing is an essential element of any growing community seeking a balanced land use pattern. Several demographic groups are looking for multi-family housing options, including:

- Employees of both retail and service related jobs (i.e. school teachers, cashiers, janitorial staff, police officers, etc.)
- Young professionals who are still mobile and not interested in being tied down to a 30 year mortgage (including future employees of the offices that New Haven wishes to attract).
- Elderly persons who are no longer able or willing to struggle with the responsibilities of home ownership such as lawn mowing, snow shoveling, and the like.

Multi-Family development can range from duplexes to large apartment complexes to senior housing communities. This plan suggests a combination of all of these multi-family housing

options and recommends that the City consider the needs of the elderly, the young, the retail and service sector residents, and future residents who may prefer rental housing options. In doing so, the City should ensure that certain standards are being met.

Traffic Concerns: Multi-Family housing developments should be located on major thoroughfares. No matter how carefully planned a multi-family development is, there will still be a large number of cars accessing one development. All of the proposed multi-family uses on the future land use map have access from major thoroughfares.

Location: The proposed multi-family development locations on the future land use map are in close proximity to employment centers and proposed office and industrial parks. Because it is anticipated that many of the residents of these multi-family units will be employed in these locations, the close proximity provides them with easy access and less reliance on an automobile.

- I-469 and Rose Avenue Corridor – This area is located in close proximity to office uses and neighborhood commercial uses. This location provides for access off of a primary artery and acts as a buffer between the commercial and office uses and other residential uses.

- I-469 and US 30 – The advantage of locating multi-family in this location is to again provide access to and off of a primary arterial. This location provides for access to a regional commercial area. This close proximity provides an opportunity to work in close proximity to a residence. Likewise, the multi-family provides a transitional buffer from the regional commercial areas which will encourage big box uses to single family residential areas.

- I-469 and Minnich Road – The multi-family designated in this area is anticipated to be for future development, potentially beyond the time frame of this plan. It is designated so that when future regional commercial is developed in this location, there is the ability to provide for multi-family residential uses.

Standards: New Haven takes pride in the quality of life it is able to provide for its residents. Multi-Family development should be expected to meet the same high quality standards that residents demand of the rest of the City and new development. Therefore, certain amenities should be required in new multi-family developments. These amenities should include (but not necessarily be limited to) the following:

- Senior housing units

- Recreational Options

- Sidewalks: both internal and connecting to employment and shopping areas

- Attractive landscaping, signage, and lighting

MANUFACTURED HOUSING

Over the years, there has been an abundant number of manufactured home park developments in New Haven. The sentiment in the community expressed at public meetings indicated that New Haven had a higher proportion of manufactured housing than desired by

the residents. Therefore the policy of this plan is to maintain the current manufactured housing base but to not plan any additional areas on the future land use map for manufactured housing parks. Future efforts should be focused on the maintenance and upkeep of the existing areas, while providing options for future development within the park which could include enlarging areas within these existing parks to continue to provide this housing option in the community.

SINGLE-FAMILY RESIDENTIAL

Single-family housing is the predominate urban form in New Haven. From historic to suburban to rural, New Haven offers all types of housing options. Residential demand is growing fast, and there will need to be a supply of approximately 660 more acres of residential land by 2020 to accommodate the projected population growth of the City.

The City of New Haven contains a variety of lot sizes, from its historic original plat to its newer subdivisions. These areas have provided a distinct character to the City. To protect and preserve this character two land use areas are recommended. These areas include neighborhood conservation areas and single family residential areas.

Neighborhood Conservation Areas

The neighborhood conservation area denotes areas where existing residential uses are located and the City should encourage the maintenance and upkeep of the properties. It is recommended in this area that non-residential uses such as regional commercial and industrial be limited to protect and stabilize existing neighborhood environments. In addition, to promote residential growth and development, infill development should be a priority in these areas over developing in the fringe areas of the City. Infill development could include the redevelopment of existing and/or underutilized parcels or vacant land. This will help to achieve a stronger neighborhood and increase the density to service the Downtown commercial areas. The area contained within the conservation neighborhood district is where this should apply – bordered on the north by Rose Avenue, south by US 30, the railroad tracks to the west and Martin Drain to the east.

Neighborhood Conservation areas should also retain lot sizes within the historic core of the City to continue at current trends and that these areas not be permitted to be redeveloped at larger sizes in order to keep the City's tight-knit, compact fabric. An additional recommendation that is further detailed under the Downtown neighborhood commercial section is to identify and create historic districts within this neighborhood conservation area.

Single Family Residential Areas

Single family residential areas are those areas that are identified for future development of residential uses at varying scales and intensities including single family detached, single family attached, and duplexes. The majority of these areas are located on the outskirts of the planning limits and outside the jurisdiction. The intent of including a vast amount of land in The Plan was to provide for future residential development. It is not expected that during the planning period of this plan that this amount of land will be completely built out. The residential area shown south of Paulding may develop with some residential subdivisions but the majority of the area east of Green Street is recommended to develop as the intersection of I-469 and Minnich Road develop, which is not expected to occur during the time period of this plan unless economic conditions in the county and regional area change.

The character of the single family residential in this area should be developed as low density and moderate density residential development. This would be a compatible mixture between

the dense areas of the neighborhood conservation area and the agricultural areas surrounding the Downtown. The low density residential development would include 1 to 2 dwelling units per acre, while the moderate single family development would include 3 to 4 dwelling units per acre. It is important that these areas in the fringes of the planning area develop at a more moderate density from a community services and infrastructure planning standpoint, it is possible to more efficiently supply these area with infrastructure, public facilities, fire protection and police protection.

Incentives for Quality

New Haven residents expressed a desire to maintain a high quality of life in the public meetings. They are proud of their City, its image, and its amenities, and they wish to hold new development to high standards to help maintain quality of life. To entice new development to meet certain aesthetic and quality standards, it is recommended that the City build incentives into its development codes, rewarding developers for good design and quality development. Recommended incentives include, but are not limited to, the following:

- Housing style and/or materials
- Landscaping and/or retaining existing vegetation
- Home owner association recreational areas
- Design of entrances to developments
- Linking neighborhood open space into a City trail network

The following enhancements should be required in all new developments:

- Buffering between different uses of land and different types of residential uses
- Sidewalks: Sidewalks should be placed internal and external to the development in a manner that maximizes pedestrian safety and facilitates connections throughout the development and the community.

Planned Unit Developments (PUD)

The intended purpose of the Planned Unit Development (PUD) is to allow flexibility in the design of subdivisions, allowing the developer to vary from the hard and fast development regulations in exchange for the integration of community services such as open space, recreational areas, and convenience retail uses. However, the PUD process can often be misused as a way to get around development regulations without providing the intended benefits. The following suggestions are made for future PUDs in New Haven:

<u>Neighborhood Commercial Uses</u>

While neighborhood commercial uses are convenient and beneficial, they are economically difficult to sustain with just one development. Therefore, where future

PUDs propose neighborhood commercial uses, the Plan Commission should ensure that there is an adequate residential base already in place (or platted) to provide the necessary customers to that commercial property. Furthermore, it is to be expected that a neighborhood commercial district will attract more customers than just the immediate neighbors. Thus, these districts should be located on major streets and have controlled access such as turning lanes and stop signs or signalized intersections.

Not a Means to Unqualified Higher Density

While ultimately a PUD development is likely to be built at a slightly higher density than a neighborhood following the residential zoning district regulations, the City should be getting something in return for its lenience, such as several high quality development amenities previously mentioned in this section.

Further Residential Recommendations

With the increase of residential development in the City, there is a need to carefully consider the future implications of all new residential development. The following future planning related issues must be addressed in the case of all new developments.

- Residential development should not be permitted in areas designated for commercial and industrial development. Residential uses always grow faster than commercial and industrial uses. Without the foresight to reserve land for business related growth, residential development is likely to overtake prime commercial and industrial locations. The future tax base of the City is dependent on those areas planned for commercial and industrial development being developed as such.

- The transportation portion of this plan recommends future roadway development. When residential subdivisions are platted in these areas, they should incorporate the recommended roadway into their design. The transportation plan is designed to support the anticipated growth of the area, and such linkages will be necessary to keep traffic flowing smoothly and safely throughout the planning area.

CHAPTER SIX:
TRANSPORTATION PLAN

INTRODUCTION

The purpose of the transportation plan for New Haven is to provide a safe and efficient transportation network that incorporates several types of transportation modes. The transportation plan builds upon the existing street and highway network, providing options for improvements and extensions that will enhance the existing network. This chapter will identify problem areas and future needs based upon the land use pattern and recommend potential improvements to the street system to address the problem areas. The recommendations are intended to improve traffic flow and safety, reduce energy consumption and travel time, promote a cost-efficient land use pattern, enhance accessibility, and facilitate economic growth. While improvements are recommended in this chapter these recommendations should be incorporated into the Board of Public Work's Capital Improvements Plan and implemented when resources and development dictate.

The process for planning transportation systems seeks to furnish unbiased information about the effects that the proposed transportation project would have on the community and its expected users. Usually, cost is a major factor. Other major factors include energy conservation, traffic congestion, environmental impacts, safety, security, efficiency, productivity, and community preservation. The transportation planning process outlined in this chapter is not intended to furnish decisions, but instead it is intended to give the appropriate information to those who will be responsible for making land use decisions that will affect the transportation network within the community.

This transportation chapter should be used as a dynamic entity. It should be constantly analyzed and updated as technology evolves and social, economic, and physical conditions change. Updating procedures requires continuous maintenance of data that affect the elements of this plan. These data include land use, transportation facilities, social and economic data, and population data. Changes in any or all of these could impact the transportation network and therefore this plan.

This chapter was developed based on the existing conditions, goals, objectives, policies, and the land use plan stated in Chapters 3, 4, and 5, respectively. This chapter, which complements these areas, supports the future land use plan and ensures that the proposed land uses are adequately supported by the roadway network. Following are descriptions of existing thoroughfare facilities, a discussion of functional classifications of roads, a discussion of proposed thoroughfare facilities and how they address the goals and objectives, and a schedule plan for improvements.

EXISTING TRANSPORTATION NETWORK

New Haven's historical development is closely tied to its transportation network. Therefore, projecting the future requires an understanding of the past and present conditions. The City was developed along the Wabash and Erie Canal. This was used as a primary means to move goods and services from community to community. Water travel began to decline when rail was developed. In 1852, the first steam engine was brought to Allen County by way of the Wabash and Erie Canal. In 1875, the Wabash Railroad ran the first set of tracks through New Haven.

Shortly, additional rail spurs followed and two depots were built for each of the railroads. However, by the 1940's, with the advent of a new inexpensive way to travel — the automobile, rail-oriented businesses became a thing of the past. The various elements of the City's transportation network are described below.

Roadways

Roadways are the primary method of transportation in New Haven, transporting pedestrians, private automobiles, motorcycles, and bicycles throughout the planning area and onto the regional transportation network. New Haven is comprised of many different levels of roadways. The City is also impacted by its close proximity to the Fort Wayne beltway, I-469, which surrounds the eastern and southern edges of New Haven and provides future development potential which can impact the existing transportation network.

Because New Haven has developed as a bedroom community, many of the residents in the planning area commute outside the City to other areas within the region and state. Similarly, there is some truck transportation that uses such connections as I-469 and SR 930 as a primary means of transportation.

The City has many different levels of roads, including federal highways, state highways, regional roads, and local roads. The transportation network is generally a grid system. While the grid system helps to promote efficient and free flowing traffic, it has been hindered by development patterns that have cut off many of its through-streets. This lack of through-streets has forced transportation onto streets that still have the ability to carry residents from one area of the community to another. Four streets that provide complete east-west access are SR 930, Rose Avenue, Moeller Road and Paulding Road. There are far more North-South connections which provide greater access including Meyer Road, Adams Center Road, Hartzell, Green Road, and Doyle Road.

When both private vehicles and truck traffic are forced onto the east-west primary arterials to access the regional transportation network, congestion is a major problem. Between the peak hours of 7 a.m. and 8 a.m. and 4 p.m. and 5 p.m. travel time on these roads can sometimes double and even triple. This congestion has induced roadway repair need in greater frequency than that found on non-congested roadways.

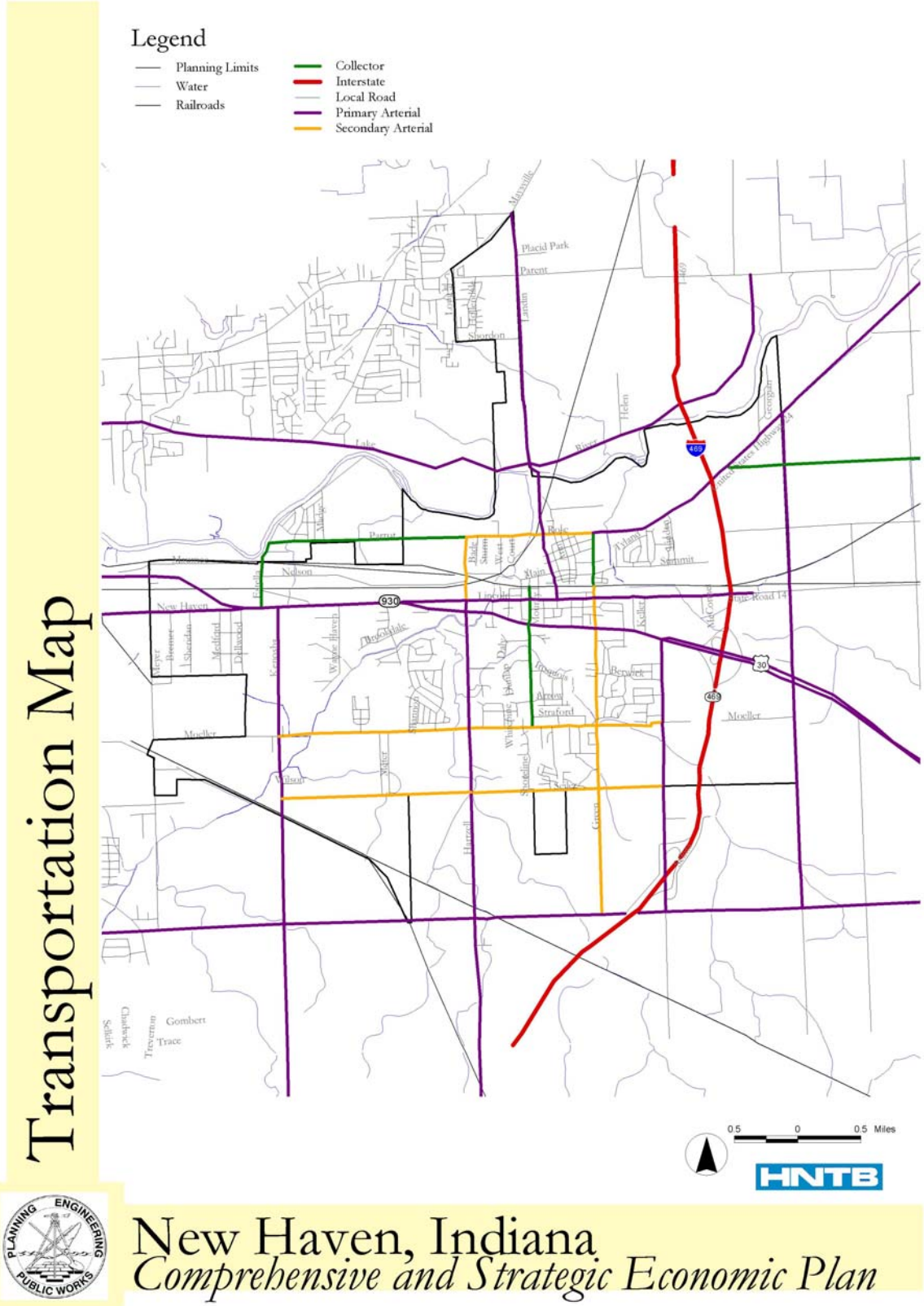
While physical improvements that will decrease congestion and improve the flow of traffic can be made to the transportation system by the City of New Haven, the transportation system will also be affected by the policies of other local and state jurisdictions and regional planning agencies. For example, the roads within the City limits are under the City's control and therefore land use changes and traffic improvements and their impacts can be directly influenced by the City. However, the roads around Casad or Highway 24, State Route 30, which are not under the City's jurisdiction, can greatly impact and influence the development of land use patterns and impact transportation within the City of New Haven in terms of the number of driveway cuts, stop lights, and size and type of pavement. Therefore, it is imperative for the City to coordinate its planning and transportation efforts with those entities, especially regarding access control, widening projects, and land use development.

Rail

In the 1800's, when rail became the primary means of transportation of goods and services for the City of New Haven, the surrounding areas flourished because of their location on a major railway. That railway is still an active rail line running east and west through the City. The rail

line separates the northern quarter of the City and makes roadway access difficult. Much of the area between State Route 930 and Lincoln Highway and the railroad tracks is already developed primarily with industrial uses. Additionally the spur line continues east out to Casad Depot, paralleling Dawkins Road where the majority of development is agricultural until Casad, which is industrial. Because this is still such an active rail line, tremendous potential exists for development of industrial uses along the 930/Dawkins road corridor.

MAP 7: EXISTING TRANSPORTATION NETWORK



One of the issues that is associated with rail lines is the disruption and disconnection they can cause in a community. With the rail line traversing east-west through the center of the planning area and dividing it in two there can be lack of connection between two areas. While the rail line has split New Haven into two areas, overall the community has developed around it. However, the rail line does have a minor impact on the Downtown area with the City Hall and other governmental services on the south side of the tracks and the Downtown proper on the north side.

The second issue associated with rail lines is at-grade crossings. Due to safety issues regarding crossings, their frequency is limited in this area. New Haven has five at-grade crossings for the rail line. These include Estella Avenue, Hatzell Road, Broadway Street, Green Street, and Doyle Road. The limited crossings cause traffic in the City to be re-routed to these main thoroughfares which increases traffic congestion and limits access from one side of the community to another. Additionally, the fire station has established three stations to provide service to areas in the community that are separated by the tracks.

Air

Fort Wayne International Airport is the closest airport to New Haven. Located within a twenty minute drive, the airport provides airline service for several domestic flights. The airport has developed with several commercial and industrial uses which provide for easy access and transportation of goods and services into the County. This is a benefit for the City of New Haven in attracting business and industrial development.

Pedestrian/Bicycle Pathways

The New Haven-Adams Township Park Department, working with the City of Fort Wayne, has designed a River Greenway that links a portion of the Maumee River trail to Fort Wayne's trail system. The parks department is working to add additional trail linkages to create an overall trail and greenway system in New Haven and Adams Township.

Other options for pedestrian and bicycle pathways include sidewalks and on-street bicycle lanes. These are especially useful in built areas connecting commercial centers, residential areas, and community services. Currently most major subdivisions and developed areas in the City of New Haven have sidewalks that provide connections. In order to build a comprehensive pedestrian and bicycle system, sidewalks will be a significant component to provide linkages in New Haven.

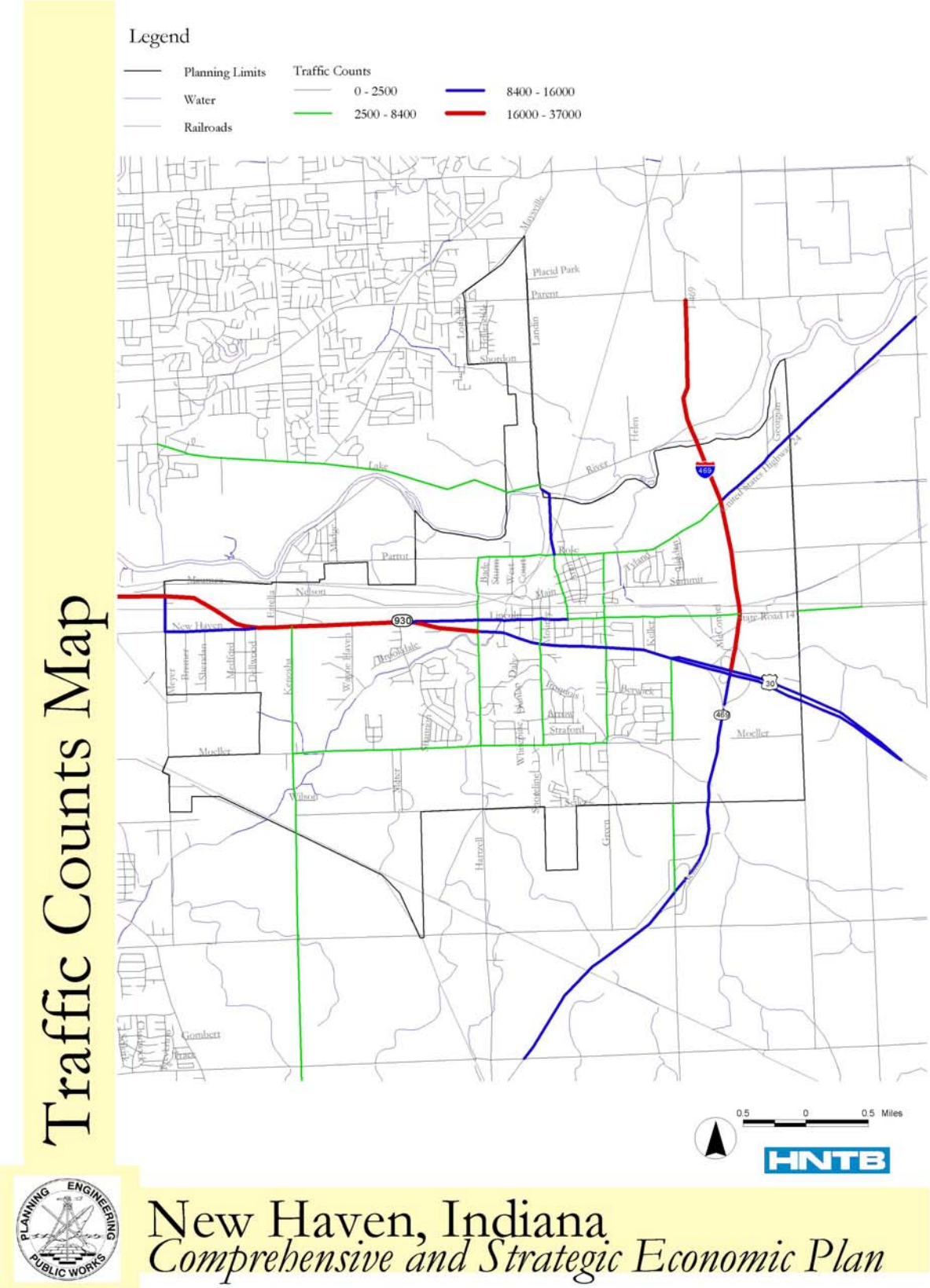
EXISTING TRAFFIC COUNTS

The amount of traffic in an area is often expressed in terms of annual average daily traffic counts. The ADT for a roadway is the number of vehicles expected to be using that road on any given day of the week, including weekends. The term refers to a traffic count corrected for seasonal and daily variations.

Daily traffic counts are used to represent unadjusted traffic data for a 24-hour weekday. Adjustments for trucks with more than two axles have not been applied to these volumes. The

data gathered for this plan is shown in Map 8, and was updated in 1994. As shown on this map, there are several roads that are heavily traveled. I-469, State Road 930 (US 30), and portions of US 24 show heavy ADT values between 8,400 and 37,000 cars per day. This is a typical traffic count for such roads as these because their function is to provide the ability to move high volumes of traffic. The impact of future development on these roads can be significant. The most highly used interstate interchanges are US 24 and I-469 and US 30 and I-469. Because these areas have minimal development now, as the area develops to its full potential, traffic will increase.

MAP 8: TRAFFIC COUNTS



Therefore, the local network system will have to be upgraded and maintained to provide an adequate level of service.

There are several local roads that currently have an average daily traffic value between 2,500 and 8,400 vehicles. This indicates that these are the primary access routes through the City. Again, as redevelopment of these established City areas occur, the attention a development pays to transportation access and treatments will be important in maintaining a safe and efficient transportation system.

Generally, the ADT information is collected by the Indiana Department of Transportation or the County, and the collection of this information can be rather expensive for a local municipality to incur. However, with a growing community such as New Haven, and the amount of development and redevelopment that will occur over the next twenty years, the City should investigate whether a complete and comprehensive transportation study should be undertaken. This would include collecting traffic counts for all roadways in the planning area. This information can then be used to project future traffic counts based on the Future Land Use Plan, and the projections could be used as a guide to for the Plan Commission to better understand the impact certain land uses will have on the overall transportation network.

TRANSPORTATION PLAN

Proposed improvements to the thoroughfare network, which are outlined below, are grouped by their functional classification: Interstate, Primary Arterial, Collector, and Local Roads and Streets. Roads are placed into these classifications according to the character of the service they are intended to provide for an area. This classification system facilitates the systematic development of the transportation network, and the logical assignment of responsibility among different jurisdictions. For example, major roads such as SR 930, US 30, and I-469 serve drivers not just from New Haven but to the greater regional area and Fort Wayne. Therefore, it is appropriate that INDOT and USDOT have jurisdiction over those roads. Conversely, neighborhood streets serve New Haven residents and therefore are the City's responsibility to maintain, provide access to and move the flow of traffic.

Classification by function recognizes that individual roads do not serve travel needs independently. Instead, travel involves movement through networks of roads and can be categorized relative to such networks in a logical and efficient manner. Therefore, functional classification of roads and streets is consistent with type of travel and the degree to which a road provides access to property.

This classification can also be seen as a function of mobility. Mobility can incorporate several qualitative elements, such as riding comfort and absence of speed changes, but the most basic factor is operating speed or trip travel time. Arterials typically provide high operating speeds and little to no access to properties. Local roads and streets provide access to properties but have very low operating speeds. Collectors are in between arterials and local roads and streets because they provide moderate operating speeds and some access to properties.

Interstate

Interstates are used to move large volumes of traffic from state to state. They are part of a larger state and federal network that interconnects and allows travel from one area of the country to another. Interstates do not provide access to properties, instead they provide access to arterials that link to the local network.

One interstate transverses through the New Haven Planning Area. I-469 links New Haven with Fort Wayne and to I-69 which provides access to Indianapolis. I-469 links to US 30, US 24, and Minnich Road to provide access to New Haven and Allen County. Because I-469 is not within the local jurisdiction, the City of New Haven will not be responsible for the improvements but should be aware of those improvements and the potential impact they could have on the development of land uses in a given area. However, these three interchanges are key development opportunities for New Haven, which could have significant impact on the local transportation system. It will be imperative for the City to closely review and study the proposed uses and the traffic impacts they will have. Review should include access into and out of the site. It is recommended that a frontage road be used to access these large areas of land so that minimal road cuts are needed off of US 30, US 24 and Minnich Road. This will assist in the flow of traffic, keeping it moving on these primary arterials.

Arterials

Arterials carry larger volumes of traffic through the region, across the City, and from collector streets in residential areas to major destinations in and beyond the planning area. Since access to properties is a secondary function of arterials, access to adjacent properties and side streets and on-street parking are limited on these routes. Arterials should provide a high operating speed and should have direct routing to favor longer trip lengths. Arterials often connect communities within rural and urban areas. Arterials usually do not go through identifiable neighborhoods.

With the exception of interstates, arterials carry the largest volume of local traffic relative to other functional classifications of roads. These roads can be rural or urban in character. In rural or outlying areas, arterials serve most of the interstate and intrastate trips. They connect urbanized areas. In urban areas, arterials serve the major activity centers of the urban area. These arterials carry a high proportion of the total vehicle miles of travel within the urban area and carry most trips with origin or destination within the urban area. The City of New Haven has two types of arterials including Primary Arterials and Secondary Arterials, which are described below.

Primary Arterials

Primary Arterials are those arterials that bisect the City from east to west and north to South. They generally gather traffic from Fort Wayne and New Haven and distribute them to the larger regional network via I-469. These generally have a right-of-way of 120 feet. There are nine primary arterials within the planning area.

- Lake/River road provides east-west access.
- US Highway 24 from Green Street northeast, provides east-west access.
- SR 930 and US 30 provide east-west access to the City.

- Paulding Road provides east-west access.
- Adams Center Road provides north-south access.
- Hartzell Road provides north-south access.
- Green Road provides north-south access.
- Minnich Road provides north-south access.
- Landin Road provides north-south access from SR 930 North.

Secondary Arterials

Secondary Arterials can be a divided boulevard and serve as streets passing through the urbanized and suburbanized area in such a way as to interconnect the various areas of the community without unnecessarily requiring the use of a primary arterial system. These generally have a right-of-way of 100 feet. There are five secondary arterials within the planning area.

- Rose Avenue from Hartzell Road to Green Street
- Moeller Road from Adams Center Road to Minnich Road
- Sieler Road from Adams Center Road to Minnich Road
- Hartzell Road from Rose Avenue to SR 930
- Green Street from Paulding Road to SR 930

Arterial Initiatives and Improvements

Reduce the Number of Curb Cuts – The number of entrances and exits along SR 930, US 30, US 24, Landin Road, Lake/River Road, Adams Center, Hartzell Road, Minnich Road, Paulding Road, and Doyle Road directly affects the operation of these streets. These arterials have two primary purposes: moving traffic through the planning area and providing access to business and residential areas. Often these purposes can be conflicting because of the number of entrances requested and granted on each street versus the stop and go movement of cars waiting to turn. Turn lanes and stoplights are necessary to aid in the flow of this traffic. A desirable alternative to many different curb cuts on these arterials is to group these entrances into one entrance that serves many buildings. In some cases, this may include combining existing entrances and/or encouraging new business to use existing entrances. For SR 930, US 30, and US 24, this may include relying on entrance regulations that are largely controlled by the issuance of permits by INDOT. The benefit of this initiative is to enhance the character of the community by providing a means to call out an entrance through special signage and landscaping while increasing flow of traffic and ease of entrance and exit. Similarly, on Adams Center Road, Minnich Road, and Doyle Road, for example, the issue of the number of subdivision entrances will increase as development occurs on the arterial. Zoning and subdivision regulations will be a key in the limitation of the number and distance between access points as well as the requirement of ingress and egress lanes.

Encourage Cross Easements Between Parking Lots – The establishment of grouped entrances versus existing parking lots presents the issue of access from one business to another without exiting onto an arterial. Along SR 930, there are a tremendous number of curb cuts for large commercial areas as well as the numerous chain restaurants and stores along the arterial. As such, parking lots have been created for each of these businesses and are generally linked to that one particular building. The connection of parking lots and the creation of a frontage road parallel to an arterial would limit the access points onto the primary arterial and enhance the flow and safety of traffic movements.

Improve Key Intersections – To aid in the movement and flow of traffic, intersection improvements are needed. These are generally recommended for areas that have increased turns and traffic volume. Intersection improvements may include new traffic signals, addition of turn lanes, the widening of intersections and lanes, and other street modifications. Additional improvements that would signify intersections as key intersections include special signage treatments, lighting treatments, and landscaping. The intersection of I-469 with other streets including Highway 24, SR 930 (US 30), Minnich Road, Green Street, and SR 930 (US 30) Adams Center and SR 930, Hartzell Road and SR 930 are key areas that should be targeted for improvement. With the concentration of land uses and the future demand on traffic, new lanes and traffic signals will greatly enhance the area. The intersection improvements would provide for better functioning traffic flows at these locations.

Improve Landscaping – Landscaping enhances the visual aesthetics of a corridor and provides identity to an area. Landscaping of a corridor, especially a primary arterial provides many different functions, including a softening of the area and its land use activities, creation of a buffer between uses and the arterial, relief from large areas of asphalt pavement, and identification of key entrances and exits. Landscaping improvements can take the form of the addition of sidewalks, planting of trees in parking lots and plantings along the right-of-ways. Primary areas that the City should focus on include key activity centers where traffic is the heaviest including the I-469 intersection and along SR 930. A planting design in the right-of-way can be created that defines the corridors and provides aesthetic beauty to the area. This can be accomplished by creating new landscaping standards and can be implemented through corridor overlay zones that target specific corridors.

Decrease Business Signage – In many communities in this country signage along primary arterials is a major problem. While signage is the primary means for a business to promote itself, often the number, size and style of signage can detract and mesmerize motorists traveling down a corridor. To impact the character along a corridor, a desired style and look needs to be established by New Haven. By establishing a unique identity for each corridor, standards can be implemented which regulate height, size, style and arrangement of signage. This will greatly enhance the visual aesthetics of the corridor, provide clear direction for the motorist to the business and provide a unifying element to the corridor. Initially this should be a key priority on SR 930 and US 30, but as development occurs on Dawkins Road, Doyle Road, Adams Center Road, and Minnich Road, future attention and standards should be focused there. Implementation of signage provisions should be developed through the zoning ordinance.

Arterial Improvements - In order to build up the transportation network and plan for future improvements, new road extensions and improvements to the existing network will be needed. The proposed improvements recommended below are items the City should undertake in the future once the funds become available and the areas mentioned are annexed into the City or intergovernmental agreements are executed.

Primary Arterial Improvements

- Extend Maplecrest Road to Adams Center Road.
- Widen Adams Center Road from SR 930 to Moeller Road.

- Upgrade Dawkins Road from Doyle Road to Webster Road.
- Upgrade Doyle Road from Dawkins Road to US 30.
- Widen and upgrade Ryan Road from US 30 to US 24
- Upgrade Minnich Road from I-469 to Tillman Road.
- Upgrade Tillman Road from Adams Center Road to Doyle Road.
- Widen SR 930 from Lincoln Highway west to Minnich Road.
- Realign and construct US 24 from I-469 toward Antwerp, Ohio.

Secondary Arterial Improvements

- Upgrade Meyer Road from SR 930 to Moeller Road.
- Upgrade Moeller Road from Meyer Road to Adams Center Road.

Collectors

Collector roads have the primary function of carrying medium volumes of traffic between local roads and streets and arterials. Collectors have the dual function of providing land access and traffic circulation within residential neighborhoods and commercial and industrial areas. Collectors link neighborhoods or areas of similar land uses with arterial streets. They generally have a right-of-way of 80 feet. These streets serve traffic movements between arterial and local streets and serve through traffic within local areas. Collector streets should be planned so as not to disrupt the activities within the areas they serve. The biggest issues surrounding collector streets are the continued maintenance of these roads and the lack of connections or through streets which provide access between subdivisions and neighborhoods. Improvements for this category include extending and improving existing collectors. There are several collectors located in the planning area. The collector roads that provide access include:

- Rose Avenue from Estella Road to Hartzell Road
- Estella Road from SR 930 to Rose Avenue
- Werling from Moeller Road to SR 930
- Green Street from SR 930 to Rose Avenue

<u>Local Roadways</u>

The primary function of local roadways is to provide access to abutting properties. These streets have little need of mobility or high operating speeds. These streets usually have lower traffic volumes. Improvement needs on these streets vary from collectors and arterials. Since there are

so many streets that could need improvements, recommended improvements are generalized. Local streets and roads needing these improvements should be identified and prioritized based on engineering factors (degree of disrepair, cost estimate to repair, number of properties receiving access, etc.)

Collector and Local roadway Initiatives and Improvements

Improve Drainage – Drainage improvements could include the removal of open ditches, addition of curb and gutter, and addition of storm water drains and inlets. These changes would improve the local drainage patterns and improve roadside aesthetics. The benefit to the collector and local roadways is that water will drain more efficiently, keeping the roadways clear, decreasing the potential for accidents and increasing the flow of traffic. Future improvement areas should be analyzed on a situation by situation basis and as new development occurs in undeveloped areas.

Add Sidewalks – The addition of sidewalks along collector and local roadways would encourage pedestrian and bicycle movement within neighborhoods and subdivisions. These could be used as a secondary layer of system management providing the ability to travel from a neighborhood to an activity center without the safety issues of pedestrians using the roadways. All new subdivisions as well as thoroughfares that contain commercial, office, and industrial centers should have sidewalks on both sides of the streets. This could be accomplished through the zoning and subdivision ordinance.

Repair Pavement/Shoulders – Improvements to pavement lanes and shoulders should include pavement patching and re-paving. These improvements would be included in the City's general maintenance program of roadway infrastructure.

Improve Connections/Access – The design of residential subdivisions has changed over the past years. The size of lots, styles of houses, right of way configurations have been a function of subdivision regulations and the zoning ordinance. New Haven has a number of subdivisions that have meandering internal roads and stubbed cul-de-sacs. This can cause increase delays in response times of fire and police. Curb cuts for newer subdivisions often do not align with those of older, adjacent developments. Neighborhood streets could be extended to intersect with other neighborhood streets to improve neighborhood connections and access, and those streets should align with one another. From a public services viewpoint, multiple access points to subdivisions are important. Future subdivisions should have multiple access points, and their roadways should align with those of existing, adjacent developments. Cul-de-sacs should be discouraged. Street extensions should be placed through unimproved lots whenever possible. Where this is not possible and the problem is severe, swapping lots from cul-de-sac locations to a nearby site in the new development may need to be considered.

Discourage Extensive Use of Cul-De-Sacs – Subdivision designs that utilize cul-de-sacs limit the connections of local streets and provide problems for school buses and fire equipment. Cul-de-sacs function as dead-end streets. The discouragement of cul-de-sacs could be accomplished with the subdivision ordinance.

Proposed New Connections - The proposed improvements recommended below are intended to accommodate the anticipated residential growth in the city. While the arterial roadways in the city are roughly spaced at one mile intervals along a grid, the collector roadways are spaced approximately one half mile apart. These proposed improvements should only be undertaken by the City in the future once the areas mentioned are annexed into the City and the necessary funding becomes available.

- Extend Shordon Road east one half mile and then north to connect with Parent Road.
- Create an east-west trending collector road midway between Seiler Road and Paulding Road extending from the current city boundary to Minnich Road.
- Upgrade Moeller Road from I-469 to Doyle Road.
- Create an east-west trending collector road midway between Paulding Road and Tillman Road extending from Minnich Road to Doyle Road.
- Create a north-south trending collector road one half mile west of Hartzell Road extending from Seiler Road to the proposed east-west collector road.
- Extend Shoreline Boulevard from Seiler Road to Paulding Road.
- Create a north-south trending collector road one half mile west of Doyle Road extending from Moeller Road to Tillman Road.

Greenway, Pedestrian, Bikeway Network

A greenway, pedestrian, and bikeway network can connect local community facilities and tap into a larger regional system. For New Haven, an alternative transportation network should tie together areas such as schools, subdivisions, large commercial areas, parks, City facilities, and the larger regional trails and bikeway network. The alternative transportation network should utilize several types of paths including on-street, sidewalks, and dedicated bikeway paths.

The alternative transportation network in New Haven should be developed to connect local facilities and utilize abandoned railroads and floodplains to provide an extension of the network beyond the City and planning area. In developing an alternative transportation network several issues should be recognized.

- Many of the future network systems, especially those pertaining to pedestrian and bikeway paths may need to be incorporated into the road. These would be located between the driving lane and parking lane. This can be dangerous for users because they have to contend with on-coming traffic and be aware of opening car doors.
- The active rail line in the City can pose a problem for connections from North to South. Due to safety precautions set by the railroad, limited crossings are allowed. This limits the number of times the network can cross the railroad. Therefore, enough destination points and connections within each section of the planning area should be designed to offer alternative places to travel.

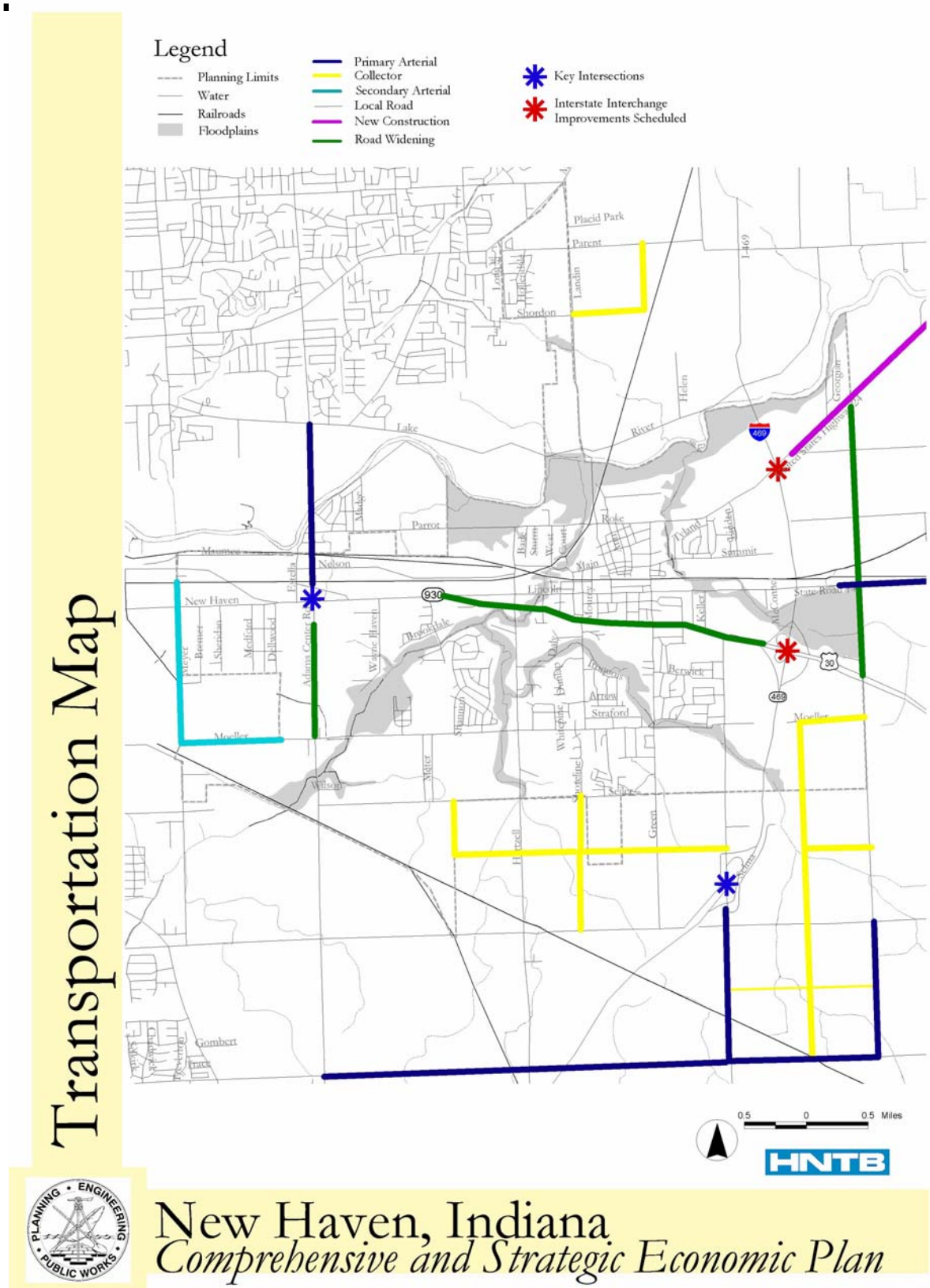
- There are many scenic features as well as railroad rights-of-way, parks and natural areas in the planning area. Connecting areas like these with the network would encourage its use and should be considered as important opportunities to develop trails for bicycle and pedestrian travel.

- To develop a comprehensive alternative transportation network, financing is necessary to build and construct it. This can take the form of both public and private funding. To aggressively pursue its development both forms of support will be needed. The City will need to pursue avenues of working with the county and state as well as with Rails-to-Trails, developers, and environmental groups.

As part of The Plan, as well as an initiative of the New Haven-Adams Center Township Parks Department, a greenway, pedestrian, and bikeway network has been identified as an important part of the transportation system in New Haven. It should be implemented as part of the transportation plan as well as part of the New Haven-Adams Center Township Park Master Plan and evaluated on a development by development basis. In the development of the suggested network, the following guidelines should be adhered to:

- The design of the network should build on the existing transportation system and should include destination points such as all schools, parks, the library, City Hall, nature preserves, and the Downtown. The main network should be encouraged to link to paths that lead beyond the planning area.

MAP 9: THOROUGHFARE IMPROVEMENTS



- The network should incorporate both on-street paths and off-road trails that allow for all types of uses including bicycling, walking, skating, and jogging. The system should create complete loops of different scales to facilitate short and long trips.

- The system should incorporate a system of fitness stops at break points along the network. This type of system is best developed in conjunction with parks and trail paths linking parks. Outdoor equipment made of natural materials and calisthenics instructions are encouraged to allow users to make the trail a part of their own exercise program.

- Once a comprehensive alternative transportation network has been identified, it will be crucial to provide a signage program that indicates the entire route and destination points. These signs should be a common design that users can easily recognize. At designated spots such as a park or key destinations along the route, complete system signs should be placed to inform the user of different route options.

- Where possible, especially in subdivisions, path segments should be designed to incorporate natural features such as lakes and ponds. It is important to note that the trails and pathway networks through these sensitive areas require careful design to ensure protection of environmental features.

- To connect the north and south sides of the planning area, some railroad crossings will be needed. These should be limited and safe. The most likely crossing points will be at the same place where vehicles cross, since they should include safety features like bells, lights and cross bars.

- To provide the connections between neighborhoods and subdivisions each development should be evaluated on a case by case basis. If a subdivision abuts an existing subdivision or neighborhood, incentives should be provided to encourage these linkages.

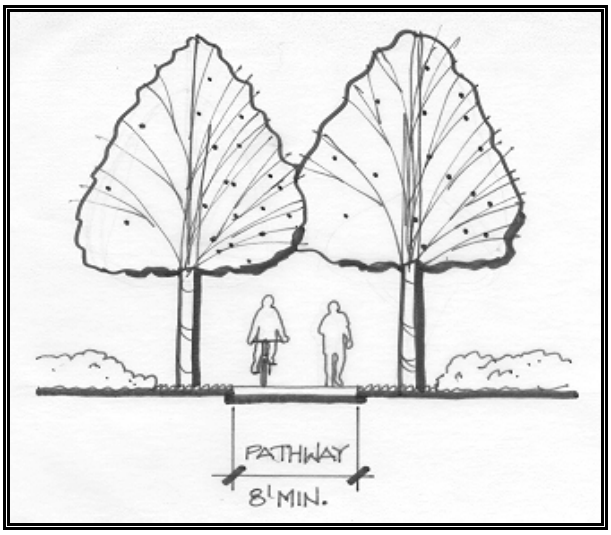
- With the development of an alternative transportation network, besides the trails, sidewalks and on-street pathways, other amenities will need to be provided to encourage use. These items are called pedestrian and trail furniture. These should include trash cans, benches, bike racks, drinking fountains, etc. These should be strategically placed at parks, key destinations, and at key locations along the trail network.

- Finally, with the development of a trail, details of how to design segments of it need to be provided. This provides a uniform design for the trail, ensures recognition as the New Haven alternative transportation network, and ensures safe routes for all users. These typical designs should be incorporated into the subdivision ordinance in either the transportation section or as a new section.

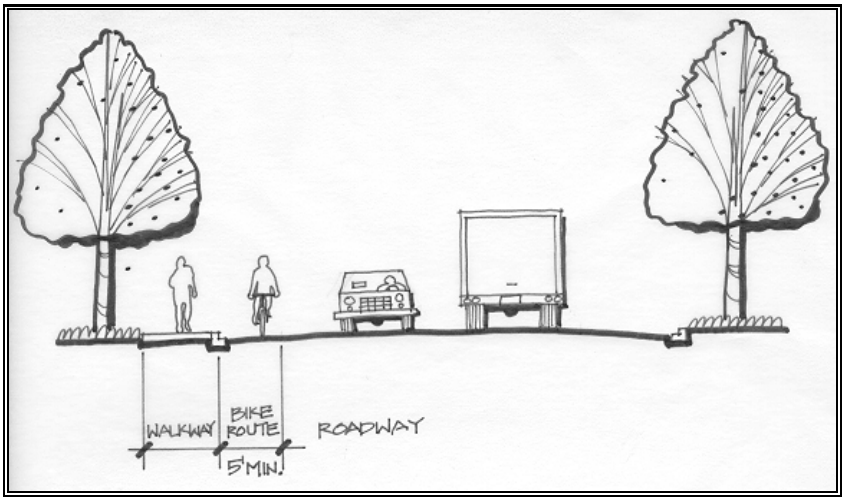
Recommendations

All of the above proposed transportation projects would enhance the existing transportation system. Because of limiting funding, all of these projects could not be built at once. Therefore, projects need to be prioritized and ranked in the order that the projects should be constructed.

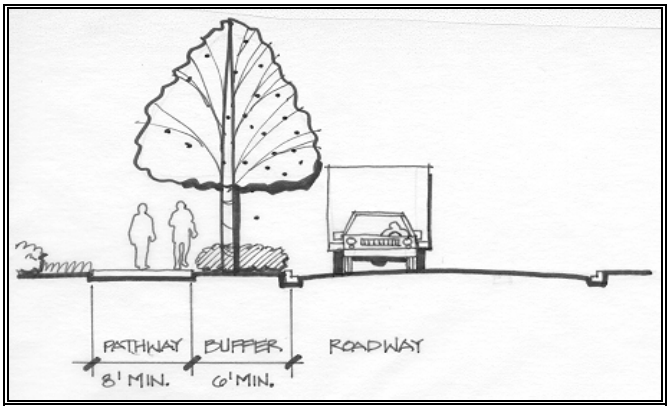
Figure 2: Typical Pedestrian/Bike Path Cross Sections



This illustration shows a typical section for a Class 2 and 3 corridor. It is completely separated from the roadway and is designed to serve a variety of users, including bicycle, equestrian, and pedestrian users.



This section illustrates a Class 4 and 5 corridor that is a striped portion of the roadway reserved for bicycles to separate motorists from bicycles.



This illustration shows a typical pathway on a Class 6, 7 and 8 corridor. It separates the path from the roadway with a landscaped buffer not less than six feet in width. This category is preferred when new roadways are constructed in the future.

Note: The dimensions noted on the figures above are requirements designated by the American Association of State Highway and Transportation Officials (AASHTO) Guide for Development of New Bicycle Facilities.

CHAPTER SEVEN:
URBAN DESIGN PLAN

INTRODUCTION

Activities of a community are reflected in the patterns of its land use. The type, location, and intensity of different land uses to meet the community's future goals can be seen in the Future Land Use Map. However, there is more to creating great places than simply the structure of a community's land uses. In order to be a community with an identity and strong sense of place, the city needs to have community character that reflects the values of its residents. This chapter seeks to define and translate into visually perceivable physical forms those components of the community that contribute to the character of the City of New Haven.

Four different areas of physical design are examined in this section: transportation corridors, downtown, bufferyards, and greenways. While focusing on these particular areas, many of the design principles can be applied across the community. Each section within this chapter examines:

- the current character of the area,
- the desired character for the area, and
- the design principles and actions that need to be implemented to achieve the community's goals.

The recommendations outlined for general overall corridor enhancement represent what is commonly referred to as schematic design. It describes the overall concept and sets the location and design character of specific features. Additional detailed design will be needed on a project by project basis to deal with the more technical aspects of the project and to provide more coordination with utilities, city, county, and state agencies, and adjacent property owners.

TRANSPORTATION CORRIDOR ENHANCEMENT

This section of the plan is intended to provide a framework for the enhancement of the major transportation corridors in the city. Due to the high volumes of people traveling these roads, the image of the development occurring along these corridors will have the greatest influence on people's perceptions of the city. The design treatments discussed in this section can be applied to other corridors in the city. However, it is important to keep in mind the function and design speeds along the different corridors when determining the appropriate enhancements. The objective of this section is to show how unified corridor enhancement strategies and policies can guide new development, improve existing businesses, and enhance the public right-of-way.

Locations

Due to the strong commuting patterns through New Haven, the corridors selected for corridor enhancement are all east-west trending. The following corridors should be considered for further detailed study and enhancement:

- SR 930 from Meyer Road to I-469,

- US 30 from I-469 to Doyle Road,
- Lincoln Highway East from RS 930 to I-469, and
- Rose Avenue from Landin Road to Doyle Road.

Character Description

The character of the four corridors varies. In the areas subject to this study, SR 930 and US 30 are designed for the rapid movement of a high volume of cars. The design standards used along these roads are intended for the movement of a large number of vehicles. Two to three lanes of traffic flow in each direction. A center turning lane provides unlimited turning choices to businesses that choose to locate along the corridor. Additionally, paved shoulders facilitate the acceleration and deceleration of turning movements to properties that abut the road.

These factors have made this corridor attractive to the retail businesses of the city. As such, commercial uses dominate these major corridors in search of pass-by traffic that can easily access their stores. Most of these businesses have at least two entrance points on SR 930. Additionally, free-standing pole signs and roof signs have been placed on the businesses in an effort to attract the attention of passing motorists. The high speeds of the traffic, wide right-of-way, and lack of sidewalks make this corridor hostile to pedestrians. On street parking is not permitted along this corridor.

Rather than developing with curb and gutter systems, this corridor has developed in a more rural style without curbs. Stormwater sheet flows off of the roadbed into open drainage swales that parallel the road. Overhead power lines flank the sides of the corridor.

Along the minor corridors of Lincoln Highway and Rose Avenue, the land use and transportation patterns are very different. While these are important corridors that connect the city, the road design standards and abutting land uses are very different. Roads along these corridors contain one to two lanes in each direction with center turning lanes in limited areas. Traffic volumes are lower on these roads. The mixture of residential, commercial, industrial, and public uses along these corridors has resulted in slower traffic speeds. While the slower traffic speeds and narrower rights-of-way are more appealing to pedestrians, the lack of sidewalks makes walking along these corridors difficult. On street parking is not permitted along these corridors.

Desired Character

The character of the corridor should provide opportunities to promote high-quality, innovative site and architectural design solutions. These solutions should reinforce a positive city image, promote better quality design, and serve as a guide for enhancement of existing properties. This will require a coordinated effort by the City of New Haven, the Indiana Department of Transportation, and the individual developer or business owner to implement a unified enhancement project.

The corridors can be made safer and more attractive by simplifying the possible turning movements along the roadway, minimizing the visual clutter created by signage, establishing a

consistent design theme, reducing distractions created by lighting, and accommodating modes of transport other than the automobile.

A linear landscape treatment is proposed for all areas between the edge of the roadway pavement and the right-of-way line. A landscaped center median should be created to control turning movements and break-up the wide expanse of the right-of-way. Planting in the median should coordinate with the right-of-way treatment. A mixture of plantings and hardscape improvements can militate against the dominance of retail uses and expansive parking lots. Therefore, the introduction of additional hardscape elements, such as stone walls, different paving materials, and a higher intensity of lighting is appropriate. Major enhancements proposed for this district include entrance plazas, intersection treatments, and road improvements.

Design Principles and Actions

Minimize Turning Movements

Drivers expect others to turn at intersections. However, mid-block turns, especially when turn signals are not used, can often take other drivers by surprise. Therefore, minimizing the turning options along the corridors will improve the safety of the roads and maintain a better flow of traffic. Left turn movements can be controlled by the creation of a central median with left turn lanes. Reducing the number of entrance points to abutting properties can control right turn movements. Businesses should be encouraged to share common entrances. Acceleration/deceleration lanes can service these entrance plazas.

Reduce Visual Clutter

Visual clutter often distracts motorists by bombarding them with too many elements vying for their attention or interfering with their view. For example, an abundance of signage along a corridor can actually make it more difficult to find a desired destination because competing signs obscure a motorist's view. Additionally, this signage tends to be a zoo of standard franchise signs that detract from the desired character of the community.

To reduce visual clutter and improve roadway safety, the city should consider the following actions:

- Remove overhead utility lines and place them underground.
- Consider the removal of all free-standing pole signs and roof signs.
- Designate multiple-use signs for major shopping centers as shared, decorative signs.
- Restrict the height of shared shopping center signs.
- Eliminate billboards along the corridor.

Improve Accessibility

At the present time, people who choose to walk or ride bicycles along SR 930 are taking great risks as they try to navigate along a narrow paved shoulder between the traffic lanes and drainage swale. While this road is not anticipated to become overrun by pedestrian traffic, some provisions for pedestrians should be made. The accessibility along the corridor can be greatly improved by constructing a sidewalk at least five feet wide on both sides of the road. Additionally, crosswalks should be added at all signalized intersections. Bus stops along the corridor should be upgraded to provide weather protection and lighted to deter crime.

Create a Distinctive Design Theme

A linear theme along the corridors should be created along the corridors using a mixture of hardscape materials and planting. The landscape theme needs to be relatively consistent to unify the various architectural styles along the corridor. Planting a repetitive pattern of street trees along the right-of-way perimeter and in the center median can provide a strong unifying element. Likewise, varying the design theme at intersections and entry points into shopping centers can draw attention to these elements.

In addition to street tree planting, site furniture and lighting fixture styles that occur along the corridor can be coordinated to further improve the design cohesion. Site furniture such as large planters, trash receptacles, and benches can provide a unifying style and color to the corridor. Light fixtures that complement the scale of the corridor should be used. It is recommended that the streetlights have decorative side arms and banner supports. The side arms allow the use of pedestrian scale lighting. The banner supports allow the city to create a rotating banner program.

Design requirements for distinctive signage can also provide a unifying element for the community. By using traditional architectural details, materials, lighting, similar sign styles and sizes, and landscape enhancement, the signage along the corridor can add to the design theme.

More utilitarian portions of the site can also support the design theme. Retention ponds that may be necessary to handle stormwater drainage can be turned into attractive site amenities.

It is also desirable to block some elements from view. Parking lots abutting the corridor should be screened using a low (3 foot) hedge. Building service areas, such as loading docks, should be completely screened from the view of public streets.

Reduce Nuisance Lighting

Glare from vehicles and abutting properties can cause unnecessary distractions when travelling along the corridor. Parking lot lighting fixtures can be shielded from spilling over into the right-of-way. Additionally, the height of parking lot fixtures should be limited to reduce the amount of glare into the right-of-way.

Lighting from signage can also create a distraction for motorists. Lighting that creates glare from the sign into the right-of-way should be avoided.

Finally, low shrub planting with the center median of the road can screen the headlights of oncoming traffic.

DOWNTOWN

This section of the plan is intended to provide a framework for the enhancement of New Haven's downtown area. Residents of New Haven take pride in their downtown and have done a good job keeping the downtown active. The value that the residents place in the downtown is evident by the important role the downtown plays as the heart of the community in this comprehensive plan.

Character Description

New Haven's downtown contains a mixture of one to three story buildings typically set at the right-of-way line of Broadway. The buildings are primarily constructed with brick, limestone, and wood finishes. Broadway provides one travel lane in each direction with on-street parking on both sides of the street. The posted speed limit in the downtown is 25 MPH. Sidewalks approximately ten feet wide occur on both sides of the street and typically run from the back of the curb to the face of the building. The curbs and sidewalks are in need of repair. There are no site furnishings for pedestrians such as benches or trash receptacles. Few trees are present in the downtown. Overhead utility lines flank both sides of the road. Cobra-headed street lights mounted high on the utility poles light the street. Most of the signage downtown is subdued. There is a high occupancy rate of downtown buildings.

Desired Character

New Haven's downtown has been quite successful in terms of its occupancy and use. During the comprehensive planning process, the most frequent comment by New Haven residents was a desire to improve the look of the downtown. It was also acknowledged that the scale of the downtown streets, density, land uses, and the speed of traffic make it a more pedestrian friendly environment.

Design Principles and Actions

Reduce Visual Clutter

To reduce visual clutter and improve roadway safety, the city should consider removing overhead utility lines and placing them underground. Additionally, the city should consider eliminating billboards along the corridor.

Create a Distinctive Design Theme

Planting street trees along Broadway would help unify the various architectural styles found in the downtown. In addition to street tree planting, site furniture and lighting fixture styles along Broadway can be coordinated to further improve the character of the downtown. Site furniture such as large planters, trash receptacles, and benches can provide a unifying style and color to the downtown. Light fixtures that complement the scale of the corridor should be used. It is recommended that the streetlights have decorative side arms and banner supports. The side arms allow the use of pedestrian scale lighting. The banner supports allow the city to create a rotating banner program.

The repetition of similar architectural features appropriate with the historic character of the buildings can provide another element that weaves the urban fabric of the downtown together. For example, awnings of the same color repeated throughout the downtown creates a connecting element.

The use of paving materials other than standard concrete and asphalt can greatly enhance the downtown. Special paving with rich colors and textures used in the street and for walkways can improve the experience for pedestrians in the downtown.

Design requirements for distinctive signage can also provide a unifying element for the community. By using traditional architectural details, materials, lighting, similar sign styles and sizes, the signage along the corridor can add to the design theme.

Parking lots abutting the corridor should be screened using a low (3 foot) hedge.

Building service areas, such as loading docks, should be completely screened from the view of public streets.

Make the Downtown More Pedestrian Friendly

In addition to the elements already mentioned, there are specific steps the city can take to make the downtown more pedestrian friendly. Pedestrians need buffering from traffic. Therefore, it is important to maintain the on-street parking along Broadway. Likewise, the street trees also help provide some separation between pedestrians and vehicles.

Sidewalks in the downtown should be at least ten feet wide if possible. This width allows for convenient pedestrian circulation while providing ample room for utilities, signs, street trees, and site furnishings.

Bulbouts at corners help control traffic speeds, delineate on-street parking, and promote pedestrian safety.

Crosswalks should be well marked and lighted. They should occur at all intersections. Changes in the texture of crosswalks from the texture of the normal travel lane help to calm traffic in the downtown.

Pedestrians should be provided comfort and safety through seating options, weather protection, and security lighting. Site furnishings, street trees, and well-designed street lighting achieve these goals.

BUFFERYARDS

Character Description

Not all of the existing or proposed land uses within New Haven are compatible. Neighboring land uses may be incompatible due to noise, dust, glare, traffic volumes, etc. The level of incompatibility between adjacent land uses can vary based upon the intensity of the uses. For example, single family residential uses next to single family residential uses are unlikely to have any compatibility issues. However, when multi-family residential uses are placed next to a single family residential development some type of buffer or separation will be desired by residents. In a more extreme example, single family residential uses next to a heavy industrial use would create a desire for a significant buffer.

Desired Character

Incompatible land uses adjacent to each other can lead to conflicts. These conflicts can lead to a possible reduction in property values and other issues. Fortunately, actions can be taken to minimize the possibility of these land use conflicts. The first course of action is to separate the highly incompatible land uses. The Future Land Use Map seeks to minimize the adjacency of industrial and residential uses. Unfortunately, it is not always possible to keep the land uses in separate parts of the city. Therefore, where incompatible land uses meet it is recommended that some form of bufferyard be provided to militate against possible conflicts. The level of incompatibility between the land uses should dictate the amount of buffer required. Therefore, the larger the level of incompatibility between land uses, the larger the buffer should be.

Design Principles and Actions

Buffers are usually achieved through a mixture of elements. First, physical distance helps minimize incompatibility of adjacent uses. The side and rear yard setbacks in the zoning ordinance provide a minimum amount of separation between uses. In some of the more extreme instances of incompatibility, it may be advisable to have a bufferyard requirement that is greater than the required setback.

Second, a common element of creating a physical buffer is some type of screen planting. The density of this planting should be relational to the level of incompatibility. Typically, a mixture of shade trees, evergreen trees, and evergreen or densely deciduous shrubs are used to create the screen planting. Screen plantings are good for blocking views, reducing glare, and filtering airborne dust.

Finally, screening features such as walls, fencing, or berming are commonly used in buffers. While these features typically cost more to install, they provide an immediate, year-round buffer between uses as opposed to the growing time required and seasonal effectiveness of screen planting. Screening features are better at blocking views, obstructing glare, and reducing noise. They are not as good at filtering airborne dust.

To gain the benefit of immediate buffering provided by screening features, many communities provide incentives for the use of screening features in addition to planting. A common incentive is a reduction in the physical distance required between uses.

The question is often raised regarding who is responsible for providing the buffer. Most communities require the use that is creating the incompatibility to be responsible for creating the buffer.

GREENWAYS

Character Description

Networks of floodplains crisscross the city due to the drainage network in the community. As a general rule, development is not permitted within floodplains. The general boundaries of the floodplains are shown on the Future Land Use Map. The FEMA Flood Insurance Rate Maps should be consulted for a more precise location of the 100 year floodplain boundaries. Many of the city's public parks are located within or adjacent to these floodplains. The accessibility to these parks could be improved if the floodplains were used to provide another connection to the parks.

Desired Character

Should the community desire to do so, they have an excellent opportunity to turn the floodplains into active greenways. A typical greenway protects the drainage function of the floodplain while providing recreation trails used to connect various destinations in the community. In New Haven, a greenway network could be useful in parks, schools, and other destination points in the community.

Design Principles and Actions

Based upon the specific ownership patterns along the floodplains, the exact floodplain boundaries, and the community's willingness to create greenways, the feasibility of specific greenway routes would need to be studied. In many communities, greenways contain a 10 foot wide multiuse path with two foot wide shoulders on one side of the drainageway. Many communities make a minimal amount of improvements. Others seeking to provide even more recreational opportunities many integrate exercise equipment or play structures along the greenway.

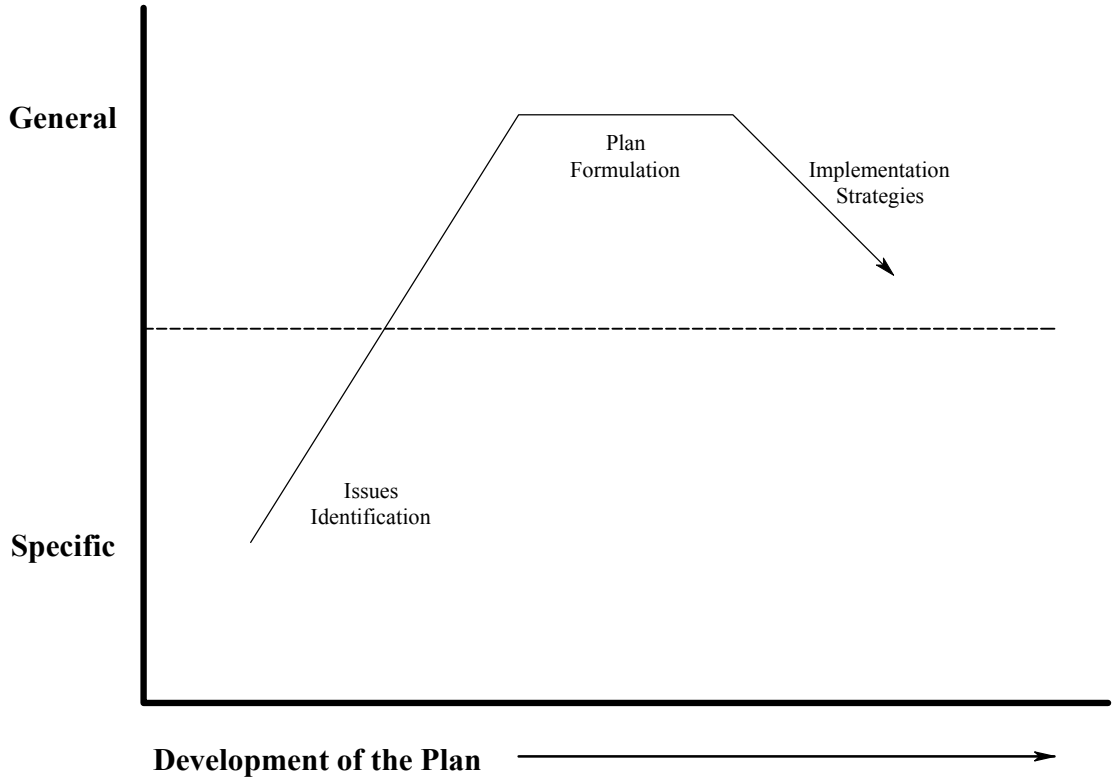
CHAPTER EIGHT:
IMPLEMENTATION

INTRODUCTION

The previous chapters of the Comprehensive Land Use and Strategic Economic Plan Update focused on **"what"** to do, **"where"** to do it, with an understanding of **"why"** it needs to be done. While these items are certainly important, they are not adequate to ensure that The Plan is followed. **"How," "when,"** and **"who"** are components that also must be considered in developing action items to follow. Preparing a Plan without addressing matters of implementation is an exercise guaranteed to result in failure.

Any discussion of Comprehensive Plan implementation walks a fine line between the general and the specific. Implementation actions must be defined, and therefore specific; however, the Comprehensive Plan is by nature a general, conceptual policy document, and indeed must be general in order to retain its flexibility in the face of new, emerging conditions. The following figure illustrates the difficulties in identifying implementation actions within a Comprehensive Plan.

Figure 3: Planning Process



As stated in earlier chapters, the timeframe of the Plan is to the Year 2020. Highly specific action items tend to have shorter timeframes than more general ones. In order to integrate action items into the Comprehensive Plan, our discussion must remain somewhat general. It is not the

Plan's purview to exhaustively list every possible action item that should be used to implement the Plan's vision. However, the Plan does need to provide directions for implementation, even if it is not carried to great detail.

POLICIES

Even the best written comprehensive plan does no good if it is never used. Therefore, crucial elements to the Comprehensive Plan are its policies for implementation. The following items are actions that the City should take over the next 20 years to ensure that this Plan becomes a reality and that the Goals and Objectives of the City of New Haven are fulfilled. It is expected that these recommendations will be considered adjustments to existing activities or opportunities for new ones. When and how these observations and recommendations are implemented will be a function of the ever-changing circumstances and conditions in New Haven, available staff time on the part of the City and its departments, boards, commissions, and the municipal budget. For this reason, the periodic review and evaluation of The Plan is explicitly recommended. The Plan's policies are divided into five categories, including: Regional Planning, Annual Review, Governmental Responses, Zoning and Subdivision Recommendations, and Other Policies. The other policies section is more detailed and provides specific actions and directives that need more consideration and changes to existing city activities. Some of these policy recommendations can be implemented immediately, while others need to be subjected to further scrutiny by public officials and residents.

APPROACH

The following implementation tactics or "tools" are suggested as possible means for accomplishing the City's Comprehensive Land Use and Strategic Economic Plan. However, the purpose of The Plan is not to determine which tool(s) the City should implement. Selecting the proper implementation tools is an important decision that will affect the future of many land owners and current and future citizens of the City of New Haven, and merits extensive consideration following the adoption of the Comprehensive Land Use and Strategic Economic Plan.

All of the recommended implementation strategies would further implement The Plan. However, limited funding and manpower will effectively prevent all of these measures from being done at once. Therefore, the implementation strategies need to be prioritized and ranked in the order that they should be pursued. Prioritization should be based upon the cost and benefits, relationship to other measures, and feasibility of implementation. The City should consider appointing an implementation task force, which should include council members, plan commission representatives, staff and citizens, to guide implementation of The Plan. For the implementation of The Plan to be successful, organizations and agencies with purview over implementation items must be aware of their role, responsibility, and/or abilities.

REGIONAL PLANNING

Every government is affected by what happens beyond its jurisdictional borders, and the City of New Haven is no exception. Since this is the case, the City must be proactive and coordinate

with adjacent jurisdictions, particularly in the area of land use planning efforts. The first step is to formally present the newly adopted Comprehensive Plan to the Allen County Area Plan Commission and the Allen County Commissioners. Since Allen County has an advisory commission in place, New Haven has been given control for some areas outside of its jurisdiction, but cannot control planning and zoning outside its corporate boundaries in other areas. The ultimate goal would be to have the County amend their current Comprehensive Plan to reflect the recommendations for the areas outside the City's planning limits.

The Northeastern Indiana Regional Coordinating Council is a regional transportation-planning agency and supported by the Urban Transportation Advisory Board (UTAB), and New Haven officials should attend meetings regularly for these groups. These groups control state and federal transportation funding distribution as well as project identification for the Fort Wayne region.

Besides establishing these relationships, New Haven should consider establishing an ongoing relationship with the Indiana Department of Transportation. This would merely be to discuss transportation issues and enhancements that will be occurring to I-469, SR 930, US 24, and US 30. Building this relationship will aid in the monitoring and planning transportation improvements for the rest of the transportation network in the Planning Area.

The City of New Haven should pursue formation of or membership on ad hoc coalitions with other local agencies and community groups as a means of increasing the effectiveness of each jurisdiction's voice in regional planning efforts and the planning efforts of adjacent jurisdictions.

ANNUAL REVIEW

The City of New Haven will continue to grow and change and so should the New Haven Comprehensive Land Use and Strategic Economic Plan. The City should review The Plan annually in order to determine whether or not its recommendations are still relevant and to setup a work program with the Plan Commission and other agencies to implement The Plan. Changing conditions can have significant impacts on the effectiveness of The Plan.

The recommendations and projections in this Plan are intended to depict the City's composition and growth to the year 2020, but The Plan should not be expected to be valid until that time without further updates. A system for the annual review of The Plan and implementation efforts should be put in place; in addition, another full update to the City's Plan should be planned within the next 5 to 10 years.

The annual review of The Plan should monitor such things as:

- Major differences between projected economic and demographic growth rates and actual growth;
- Necessary adjustments to the implementation tools and techniques – these may be brought on by changes in state legislature, etc.

- Deviations by the Plan Commission or City Council from the Comprehensive Land Use and Strategic Economic Plan, and why those deviations were made;
- Requests for amendments to The Plan, in order to determine if there is a pattern of requested changes emerging; and
- Changes in the local/regional political structure that may affect the implementation of The Plan.

Information regarding the state of the community should be continuously maintained and updated. This Plan was completed before full data was released from the 2000 Census. Actual 2000 Census data may differ from estimates and projections made during this planning process, and The Plan may need to be adjusted to reflect that.

The addition of a community-wide geographic information system (GIS) would be one way to maintain and update information relating to land use patterns and locations. Such a system would enable the City's staff to accurately track patterns of development, changes in population, and other new developments pertinent to the implementation of The Plan. The City is currently working with and coordinating with various agencies in the region for compatibility and ease of transfer of information. Specific decisions have not been made as to what system to utilize and with whom it needs to be compatible. While the comprehensive plan is conceptual, specific information regarding properties including zoning, utility information and transportation network on a GIS will be beneficial in monitoring and calculating the impacts of development on these systems in the future. It is important that the City evaluate the timelines of this decision so that an implementation plan can be developed to ensure action on this matter.

GOVERNMENT RESPONSE

The importance of regular and continuing communication by the City must be acknowledged. City officials have a responsibility to communicate with its citizens and business owners about the success of the City's Comprehensive Land Use and Strategic Economic Plan. If the City is already preparing an annual "State of the City" report, this report should be expanded to include The Plan. The City could reach more people through the use of a web page than simply relying on traditional methods of communication. Since communication involves a two-way dialogue, the City should look for regular ways to solicit input from its citizens. The citizen turnout for the public meeting was very successful. These citizens have a degree of ownership in the City's Plan, and every effort should be made to keep them involved through the implementation phase.

On at least an annual basis, City officials should initiate discussions with local, regional, State, and Federal agencies and officials whose efforts could benefit or impact the Comprehensive Land Use and Strategic Economic Plan. These meetings should include such groups and individuals as the school corporation, the economic development corporation, the Indiana Department of Transportation (INDOT), state and federal legislators, and the Environmental Protection Agency (EPA).

Another issue facing New Haven is annexation. As the City grows and more land is needed to support this growth annexation will be necessary. Annexing property into a jurisdiction is often

an emotional process and in the past it has taken considerable amounts of time due to concerns of other jurisdictions. Annexation helps municipalities provide services, manage growth, and ensure their communities' well-being by increasing their tax base. After the Comprehensive Land Use and Strategic Economic Plan is adopted, New Haven will need to address its annexation strategy of how and when it will manage increasing its land area over the next few years to provide for a growing population.

REGULATORY TOOLS

The Plan is a statement of policy; however, it is not a regulatory document. The most common regulatory tools for implementing a comprehensive plan include local zoning and subdivision ordinances. By updating these ordinances and bringing them into conformity with the Comprehensive Land Use and Strategic Economic Plan, the City has two powerful tools for making its vision a reality.

A review of the current zoning and subdivision ordinances was conducted as a part of The Plan process. Overall, the review found some of the provisions in the zoning and subdivision ordinances would advance the aims of The Plan. However, additional standards such as updated definitions, landscaping, and buffer yards are needed to meet the full goals and objectives of The Plan. Additionally, there are some parts of the zoning and subdivision requirements that do need further amendment, and those are discussed below.

Zoning -- The current zoning ordinance was adopted in 1980. Changes to the ordinance have been minimal, but issues have been identified that indicate that the current ordinance has created some nonconformities. With the adoption of The Plan, the zoning ordinance will be outdated and therefore it is recommended that the zoning ordinance be completely updated. Several items have been identified to be included in the update:

- Update zoning districts which could include adding a few new districts and condensing some existing districts that, due to current development patterns, are no longer needed.
- Revisit the regulations within zoning districts to limit nonconformities and ensure compatibility with The Plan.
- Encourage development that favors open space preservation, trail linkages, and unique designs.
- Buffer land uses to increase compatibility between uses and increase aesthetic appeal. Standards should be developed to address these transitions.
- Create design standards that provide for unique architectural designs in commercial areas and subdivisions.
- Provide more types of housing that offer a range of choices to residents and allow residents to stay in the community as their housing needs change.

- Establish commercial lot size maximums, so that the City can control the size of commercial sites at neighborhood levels.
- Create standards for the development of offices including floor area ratios, height of buildings, parking and landscaping.
- Develop overlay zones that consider design issues, such as landscaping, architectural style, lighting, signage, and other considerations. The City should explore the implementation of this concept Downtown and along key travel corridors, including main entrance corridors into the City.
- Update the definitions to include new definitions.
- Update the parking and loading standards to the national standards released by Urban Land Institute and the American Planning Association.
- Review the administrative procedures.
- Develop landscape standards.

Subdivision Control -- The existing subdivision control ordinance was adopted in 1984, and has not greatly changed since then. Subdivision control specifies a particular review process and sets forth certain standards for that development review. It also specifies the design standards that are needed to split land and develop a subdivision. Issues can arise when development occurs just outside the jurisdiction of the City. The subdivision control ordinances between the City and county may be different therefore posing problems in the future when a development is annexed. One potential solution to this issue is to form an inter-local agreement with Allen County to apply New Haven's subdivision standards to specific areas right outside the City's planning area that have been targeted for future annexation or extension of City services. It is recommended that because the subdivision control ordinance is over 15 years old that it be reviewed and updated when updating the zoning ordinance. Provisions which would need to be updated include administrative functions, definitions, design standards, and improvements.

ECONOMIC TOOLS

Many of the implementation recommendations of The Plan will require revenues. However, like many small Cities, the revenue sources in New Haven are limited. In order to increase the operating revenues available to the City, other revenue sources will need to be developed.

County Income Tax -- Several types of county income taxes may be imposed, including County Adjusted Gross Income Tax (CAGIT), County Option Income Tax (COIT*)*, and Economic Development Income Tax (EDIT).

Tax Increment Finance Districts (TIFs) -- The City's Redevelopment Commission should continue to consider tax increment finance (TIF) districts as appropriate for infrastructure improvements and to redevelop areas for future commercial and industrial growth. Decisions on the use of TIFs should carefully consider the type of businesses being attracted and their potential benefits and impacts on the City.

Impact Fees -- The City should investigate using impact fees for new developments. Impact fees can be used for a variety of infrastructure projects, including parks improvements (for residential developments) as well as road improvements (for all developments). Indiana statute governs the implementation of impact fees, and contains considerable regulations.

Capital Improvement Program -- Public expenditures are an important component in the implementation of comprehensive plans. Yet, allocating the funding needed to implement infrastructure projects, etc. is difficult given the number of competing uses for those monies. This is further complicated by the fact that a number of public and semi-public entities have the authority and ability to construct public improvements, including, but not limited to, parks boards, street departments, school corporations, utilities, etc.

Many communities do not give enough attention to funds for infrastructure maintenance. A Capital Improvements Program (CIP) is a useful tool for coordinating and prioritizing infrastructure investments. A CIP consists of a multi-year funding/strategic plan and an annual capital budget.

LAND USE

Sub-Area Planning – The Comprehensive Land Use and Strategic Economic Plan contains general recommendations for specific corridors in the planning area including SR 930 and the interchanges of I-469. The purpose was to provide general recommendations for development. Subarea Planning, which is planning at the neighborhood level, the road corridor level, or for a downtown area, is an important next step after completing a comprehensive land use plan. These sub-area plans are more detailed than this document, and would provide the Downtown, entry corridors, and existing neighborhoods with guidance on conservation, revitalization, and redevelopment activities. The first phase of a sub-area plan provides detailed conceptual recommendations and policies.

The second phase of a sub-area plan is to take some of the conceptual design recommendations and implement them through a detailed work program. In the case of a corridor or gateway plan, this would include developing construction documents and costing estimates to build the recommendations of The Plan. In some cases such as neighborhood sub-areas, this may include acquiring land for redevelopment accompanied by detailed land use planning.

In addition, subarea planning is known for leading to an overall increase in citizen involvement, leadership development, and neighborhood commitment[2]. The City should take the next step in its planning program, and develop subarea plans first for the Downtown area, then for major entry corridors and finally for existing neighborhoods. Related to this concept, the City should encourage the development of new neighborhood organizations.

Annexation Strategy -- The urban development pattern within the planning area exceeds the City's existing corporate limits. The Future Land Use Plan implies that eventually more land will need to be annexed into the City. For this reason, the City should develop a long-term annexation strategy. Regarding annexation policy, the policy of not offering municipal services until land is annexed into the City is probably one of the best tools to control development.

It is important to note that the Comprehensive Land Use and Strategic Economic Plan does not substitute for the statutory requirement of a fiscal plan for annexations that take place. For each separate annexation undertaken by the City, a separate fiscal plan must be prepared, that includes cost estimates of additional services provided to annexed areas, the means by which such services will be financed, and plan for the extension of those services.

Redevelopment and Revitalization Activities – The corridor of SR 930/US 30 in New Haven should continue to be a focus of redevelopment and revitalization efforts. Many items of plan implementation pertain to this area. While the same tools apply here as they do with the rest of the City, more proactive measures will be required to address the loss of businesses, and forces of destabilization that exist here. Vacant properties, public facilities deterioration, and private property decline are common threats to this area. Revitalization and beautification programs should continue to be implemented, including, but not limited to, building rehabilitation, sidewalk installation/renovation, signage regulations, and parks projects.

COMMUNITY AESTHETICS

Appearance has much to do with a strong sense of community. Design standards, which can be contained in a zoning ordinance, are one way to make areas more attractive while enhancing or protecting a certain character of the City, particularly areas like the Downtown, historic neighborhoods around the Downtown, and along major corridors. Design standards, however, need to be strictly enforced in order to ensure success. Incentive programs can help ensure that individuals adhere to the design guidelines provided.

Examples of design standards that could be added to the zoning ordinance to improve the appearance of commercial and industrial areas include reducing the amount of parking allowed

[2] Jones, Bernie. *Neighborhood Planning: A Guide for Citizens and Planner* (1990), p. 7.

in the front of a building, prohibiting buildings from "turning their backs" onto major thoroughfares, and keeping services (storage, trash pick-up, loading) behind the building.

"Streetscape" standards for such things as landscaping and signage can have a noticeable effect on the entire community and can be very effective along a roadway corridor. The City has an opportunity to participate in aesthetic improvements as part of thoroughfare projects it undertakes and can influence the design of state highways through proactive involvement. Other public efforts such as increased maintenance of public property and sidewalks also impact community aesthetics.

Architectural standards offer more regulation than design standards, and often involve a design review committee. Architectural standards serve to adopt an architectural style or styles that all new buildings must meet. Aesthetics have been proven to enhance the quality of life in a community. Further efforts to enhance the quality of life could focus on the transportation networks, recreation facilities, sidewalks and trails, etc.

TRANSPORTATION

To a certain extent, the success of the future land use recommendations of The Plan depends on how the transportation plan is implemented. The Transportation Plan is an element of the City's Comprehensive Land Use and Strategic Economic Plan update.

As new developments are proposed before the Plan Commission, the Plan Commission should evaluate the impact the proposed development will have on the transportation network as well as any improvements such as turning lanes, widening of streets, sidewalks, and linkages to the trail system that the developer might propose.

To help facilitate review of developments and plan for future improvements, the Capital Improvements Program (CIP) needs to be updated to reflect the recommendations in this plan. The CIP Update should consist of at least two components: a five-year program and an annual capital budget. The Plan Commission should participate in developing the CIP to ensure the link between the Comprehensive Land Use and Strategic Economic Plan and planned infrastructure improvements, and the City Council would normally take charge of implementation.

In the five-year program, New Haven should consider the acquisition of land for greenways, parks and addition of sidewalks and on-street bike lanes, and construction of the projects. The implementation of CIP requires the regular, annual budgeting of funds for conducting capital improvements. Without monies for implementing projects, the development of the CIP is a useless exercise.

Some capital improvements programming has already taken place at the regional level by the Northeastern Indiana Regional Coordinating Council and their 2025 Transportation Plan and Transportation Improvement Plan (TIP). The TIP is a three-year plan that outlines the projects to be started within a given three year period. Yearly, the Urban Transportation Advisory Board will review projects and prioritize them after the evaluation of each project's progress and the

available funding. Once adopted, the City should review and update their transportation plan priorities based on the timing and funding of the projects.

OTHER POLICY RECOMMENDATIONS

The recommendations in this section are a further iteration of the goals and objectives. Some of these policy recommendations can be implemented immediately, while others need to be subjected to further scrutiny by public officials and residents. Some of these recommendations are focused around a one-time action, while others represent on-going efforts. These recommendations should be evaluated annually as the City prepares its budget, and the recommendations listed below can be implemented as staff and budget resources permit. The recommendations are grouped by major planning topic as defined in Chapter 4, Mission Statement, Goals and Objectives, and provide a further iteration of the objectives.

Economic Objectives and Policies:

The Central Business District in the Downtown is an identifiable area due to the historic influences of development since the 1800's. It is the desire of residents to maintain this core and protect its historic character. Therefore, the attraction and retention of needed service and retail establishments will be a priority through the development of quality business areas located in the central core that will serve the daily needs of the local population.

Policies:

1. Provide for community scale commercial sites in the central core by promoting the combining of sub-standard sized lots.

2. Develop commercial zoning districts that serve neighborhood, community, and regional markets.

3. Allow new community scale commercial uses outside the central core only when conversion of an existing building is compatible with the adjacent development; or when an existing commercial use proposes expansion which is compatible with adjacent development; or when a proposed use requires a unique or special location.

4. Promote the use of Downtown New Haven as a regional office/service employment center.

5. Review parking standards for relief (i.e., add shared parking allowances) and document shortage/surplus of existing parking spaces in the central core.

6. Allow mixed-use development/residential use in the central core, in order to provide core residents who will use the area's service and retail establishments, and will also provide an employee base.

The Casad Depot area provides a tremendous opportunity for new industrial development. Resources have been devoted to extend and upgrade existing transportation and non-transportation infrastructure. To capitalize on the current investment in infrastructure and the opportunity for new growth for New Haven, the City should identify and protect the area for warehousing and manufacturing industrial growth and seek out different mechanisms to promote and attract development to this area.

Policies:

1. Work with Allen County to review developments proposed for the area to ensure that they meet the goals and objectives of the City.

2. As development occurs, pave and widen the gravel roads to handle the capacity of truck traffic.

3. Form a partnership with the Chamber of Commerce, New Allen Alliance, and other City and County economic groups to market Casad Depot.

4. Identify an action plan for the annexation of the Depot as development occurs or sooner to provide services to attract new industries.

5. Form a public/private partnership to further encourage development on the site.

6. Work with Allen County to review and change zoning to industrial and heavy commercial uses.

7. Work with the County to develop a special zoning overlay district that provides flexibility of development and protects the Casad Depot area from encroaching on residential or lower intensity uses.

The City of New Haven contains a large amount of older areas that once served as economic centers and are currently not being used to full potential. To promote reinvestment in the City and provide strong and focused economic centers, these existing sites and building facilities should be identified as older underutilized areas and encouraged for renovation, adaptive reuse, or redevelopment.

Policies:

1. Establish a redevelopment commission and identify areas targeted for redevelopment.

2. Identify brownfield areas and partner with developers on assessment and mitigation efforts.

3. Phase out non-conforming uses from potential redevelopment areas whenever possible.

4. Use incentives and code enforcement to promote the rejuvenation of all functional, existing commercial centers.

5. Research property owners, including absentee landlords, in target areas, and communicate directly with those owners about the city's plans for the targeted area.

6. Impose restrictions upon industries to prevent nuisances to nearby land uses, which cause those adjacent land uses to become undesirable properties.

7. Relocate non-conforming residences away from existing hazardous or offensive industry.

8. Coordinate with other agencies to ensure that existing and proposed industries meet applicable Federal and State standards regarding air and water pollution and the handling of hazardous wastes.

9. Create and promote incentives to facilitate the redevelopment of targeted areas, including tax increment finance (TIF) districts.

The City of New Haven has a unique opportunity to manage and shape the development of key entryways into the City. The City should utilize the I-469 and US 30 corridor as an economic development initiative to provide land for the attraction of regional commercial, institutional, and office uses that will provide diverse employment.

Policies:

1. Encourage new industries to locate in the I-469 and US 24 corridor through the use of incentives.

2. Provide enough industrial sites, though designation of land uses and zoning districts on the future land use map and zoning map, to accommodate a self-sufficient economic base.

3. Develop a new speculative industrial park development and/or office park development in the corridor.

4. Allow strip commercial development only when excessive curb cuts will not create or increase traffic problems and congestion.

5. Ensure that developable land in the corridor is supported by adequate infrastructure.

6. Reserve land in this corridor for regional scale uses only, through the use of zoning.

7. Design future commercial sites for convenient access and safety, minimize curb cuts and distracting signage, and encourage access between adjacent developments.

Land Use & Character Objectives and Policies:

The City of New Haven has a strong central core of residential and commercial uses that provide a strong and historic identity for the community. It is the focus for many of the events in the community including Canal Days, celebrating the historic canal that once ran through the community. The public, through citizen input sessions, has indicated that this core is what adds to the identity and should be protected. Therefore the City must strengthen this core through infill and redevelopment of residential and commercial sites.

Policies:

1. Provide space for city growth through the redevelopment of blighted areas.

2. Renovate and/or conserve the established residential neighborhoods of New Haven.

3. Tighten non-conforming use regulations in order to protect existing conforming land uses from nuisances of adjacent non-conforming uses.

4. Establish a Historic Preservation Commission that will oversee development and renovations in historic districts.

5. Encourage the retention and rehabilitation of historic housing and neighborhoods through the designation of historic districts

6. Develop standards for development in historic districts.

7. Ensure that residential properties are properly maintained through use of code enforcement.

8. Develop and implement a systematic, residential rental inspection program.

9. Develop residential densities that are within compatible transition of adjacent residential densities.

10. Prohibit the placement of manufactured homes outside of manufactured home parks.

11. Assist prospective first-time homebuyers in the core area through down payment assistance, home inspection assistance, and other tools that may be available.

12. Assist neighborhood and civic organizations in developing and implementing core area plans.

13. Encourage the preservation of historic structures according to preservation standards developed locally.

14. Protect historic areas from the intrusion of incompatible land uses or negative impacts of development.

15. Permit land uses in historic areas that promote the preservation of historic structures.

16. The Plan Commission will consult with the Historic Preservation Commission before demolition of historic structures.

17. Nominate new sites for inclusion to the National Register.

In order to manage land uses, promote orderly and desired growth, and maximize the potential of regional transportation and infrastructure, a desired future land use pattern is needed. The land use plan should designate adequate amounts of land for future residential and non-residential development that will provide for a land use pattern that promotes the highest and best use of the land.

Policies:

1. Fashion a land use plan that supports the projected land use needs of the City of New Haven to the year 2020.

2. Annex new territory into the City of New Haven when such annexation is necessary to provide space for city growth, where territory is a logical extension of the urban area, or where the territory benefits from city services or facilities.

3. Indiscriminate annexation should be avoided; future annexation should not create municipal fiscal imbalance.

4. Reserve land for a variety of housing types and densities so as to provide choices for all citizens.

5. Promote affordable housing throughout the Planning Area.

6. Provide all neighborhoods with adequate public facilities and services.

To minimize the cost on the City in providing services a compact and managed land use growth is desired. Therefore, the promotion of an orderly, contiguous land use pattern is desired that is compatible with existing land uses and focuses growth into designated areas in New Haven.

Policies:

1. Regulate the expansion and design of public utilities, such as water and sewer lines, in order to promote desired growth timing and minimize negative fiscal impacts.

2. Require adequate preventive measures to minimize environmental degradation such as erosion related to construction.

3. Preserve existing wetlands in the planning area.

4. Design a transportation network which supports desired growth patterns and intensities.

5. Prohibit scattered, sprawling development.

6. Prohibit indiscriminate strip development along thoroughfares.

7. Avoid creating small parcels along major thoroughfare routes that promote excess curb cuts.

8. Provide for safe, efficient internal movement within and between developments.

9. Require adequate off-street parking for all developments.

10. Design and locate utility easements for convenient access, common use, and minimal visual impact.

11. Require adequate access routes for development in flood prone areas.

12. Reserve lands not suited to urban development as passive open space.

13. Limit the expansion of public facilities such as sanitary sewers into flood plains so as to minimize future development therein.

14. Prohibit the intrusion of incompatible land uses into established or planned land use areas.

15. Pattern new residential development into identifiable neighborhood units.

16. Locate high-density residential development within direct, convenient access of arterial streets.

17. Provide lower density developments with indirect access to arterial streets by way of collector and local streets.

18. Notify appropriate entities, including the School Corporation, the Fire Department, the Park Board, etc. of any pending, significant developments that may affect or conflict with their plans.

19. Encourage other public and quasi-public entities to develop and publish plans for their future long-term needs.

20. Assist such entities in acquiring information and/or preparing studies relevant to their plans as requested.

21. Review such plans and adopt them as part of the Comprehensive Plan as necessary.

New Haven residents have indicated through the public process that protecting the character of development is a high priority. As new development and redevelopment occur over the next 20 years, New Haven needs to establish and implement appropriate transitional areas between differing types and intensities of land uses.

Policies:

1. Locate complimentary land uses together; buffer incompatible land uses from one another.

2. Provide buffering, screening, separation or other techniques to help minimize nuisances generated from regional scale developments.

3. Provide screening or buffering of all service, loading and outside storage areas.

4. Update the zoning ordinance standards for landscaping and buffers, so that it offers flexible design.

5. Develop buffer yard standards that not only provide for a specific distance away from other uses, but encourage landscaping based on the incompatibility.

6. Use less intensive uses to offset more intense uses. For example, use multi-family housing to buffer higher density neighborhoods from commercial areas.

7. Ensure that new development maintains the same or similar style, density, and landscaping characteristics of adjacent development.

Community Aesthetics Objectives and Policy:

During the public input process, residents indicate high quality of development should be a priority for the community. To enhance the character and contain a community of higher designed development New Haven should identify, develop, and adopt design standards for residential subdivisions and commercial, retail, office, and industrial development that creates a positive image for New Haven.

Policies:

1. Require new commercial, industrial, and public buildings to “face” exterior streets.

2. Require residential subdivisions that back onto exterior streets to provide a consistent screen or buffer between the street and the back yard.

3. Require attached garages to be set back farther than the leading edge of the residence.

4. Require the design of new commercial facilities in the downtown area to be compatible with the existing urban form (multiple stories, architectural style, no setbacks or small setbacks, etc.).

5. Adopt context-sensitive standards that require infill development to match the setbacks, height, scale and style of the surrounding structures.

6. Implement development plan standards that include design review.

New Haven contains many areas, including neighborhoods, commercial areas, and environmentally sensitive areas, that add to the character and identity of the City. New Haven should designate built and natural areas as special areas that can be protected through zoning, historic designation, etc.

Policies:

1. Require new commercial, industrial, and public buildings to "face" exterior streets to add to the character and identity already established.

2. Create a neighborhood map to help organize neighborhood groups.

3. Establish historic districts.

Identify natural, agricultural, or open space areas that enhance the character of New Haven and develop implementation techniques to protect these areas.

Policies:

1. Implement the planting of appropriate, desirable tree species on public rights-of-way and in City parks.

2. Do not locate utility easements and municipal infrastructure in areas that jeopardize significant urban forest resources.

3. Limit the expansion of utilities into or through environmentally sensitive areas.

4. Require the preservation of existing trees, where feasible, in the development or redevelopment of an area, through adoption of a tree preservation ordinance.

5. Require tree and landscape plantings in new developments.

6. Require mitigation of lost urban forest resources due to the development or redevelopment of an area.

7. Protect urban forest resources on historical sites.

8. Investigate the use of cluster design for residential subdivisions.

9. Develop an incentive system that rewards developers with bonus density for providing open space and other amenities.

Transportation Objectives and Policies:

The public has identified the numerous rail lines in New Haven as a disruption to traffic flow and a safety concern for the fire, police, and EMS to access properties on the other side of the tracks. New Haven should work with state and rail officials to identify and install an additional rail crossing that provides either an above-grade or below-grade access.

Policies:

1. Inventory all at-grade crossings and complete an average daily traffic count for each crossing to determine which crossings are the most widely used.

2. Seek out funding options through the new TEA-21 funding to fund the improvement of the crossing so that the City does not have to bear the cost.

3. Schedule quarterly meetings between fire, police, EMS, and other City agencies with State and rail offices to review any upcoming improvements or issues.

Develop and adopt a comprehensive thoroughfare plan that supports the desired land use pattern by providing connections to the regional network and increasing mobility throughout New Haven. This plan should include specific recommendations for improvements and new lanes, timing, agencies responsible, and funding options.

Policies:

1. Develop a transportation plan and accompanying TIP (Transportation Improvement Plan) that identify necessary thoroughfare improvements for the planning area.

2. Prioritize transportation improvement projects that improve traffic flow.

3. Require all new developments to dedicate and/or improve adequate right-of-way for future streets.

4. Ensure that transportation facility improvements are compatible with adjacent developments.

5. Promote thoroughfare projects that improve automobile safety at at-grade railroad crossings.

6. Organize land uses in such a way to minimize vehicular travel through the reduction of the number of auto vehicle trips, as well as reducing the average distance of each trip.

7. Include pedestrian and bicycle routes on the updated transportation plan.

8. Investigate the use of impact fees for roads.

New Haven should encourage a system of pedestrian connections including greenway trail and on-road connections that link population centers, schools, parks, neighborhoods, commercial centers, and civic and governmental facilities. New Haven should recommend standards for the development of these pedestrian connections.

Policies:

1. Provide for non-motorized transportation in the planning area with the requirements for sidewalks along both sides of all streets in all new developments.

2. Allow for the substitution of bicycle-pedestrian trails for required sidewalks.

3. Develop a system of trails throughout the City that allows for safe, continuous non-motorized travel through the City and planning area.

4. Connect new development to existing development, particularly residential neighborhoods to schools, parks, and other neighborhoods.

5. Embark upon a systematic maintenance and construction program for the City's sidewalks.

6. Require all new developments with large blocks to contain easements providing for mid-block pedestrian travel.

7. Provide bike lanes as part of improvements to all collector or arterial streets.

8. Develop standards in the zoning ordinance to protect the floodplain and encourage its use in subdivisions and new development as trails linked throughout the City.

Ensure that large-scale new residential and non-residential development is located along major thoroughfare routes that can manage the increased capacity and maintain high levels of service.

Policies:

1. Through zoning allow only high density, large scale residential and non-residential development on Primary Arterials.

2. Multi-family and assisted living and independent living facilities should only be developed along Primary Arterials.

3. Discourage through traffic on residential streets with the use of traffic calming measures.

4. Require residential neighborhood street design to optimize both interior and exterior connections, while discouraging the use of cul-de-sacs.

5. Use zoning to promote higher density along major thoroughfares.

6. Explore public transit services in New Haven.

APPENDIX

Appendix A.

Senior Home & Accessibility Repair Program (SHARP)

The Senior Home and Accessibility Repair Program (SHARP) is designed to improve the quality of life for New Haven residents over 55 and New Haven residents with disabilities by helping them to make the needed improvements to homes they own and occupy. SHARP recognizes a need for affordable housing and is available to support that need. SHARP is a program that promotes true aging in place to facilitate the population over 55 and people with disabilities to live in the residence of their choice as they age. SHARP's purpose is to provide service and support that the population over 55 and people with disabilities might need over time as their needs change, for as long as they are able.

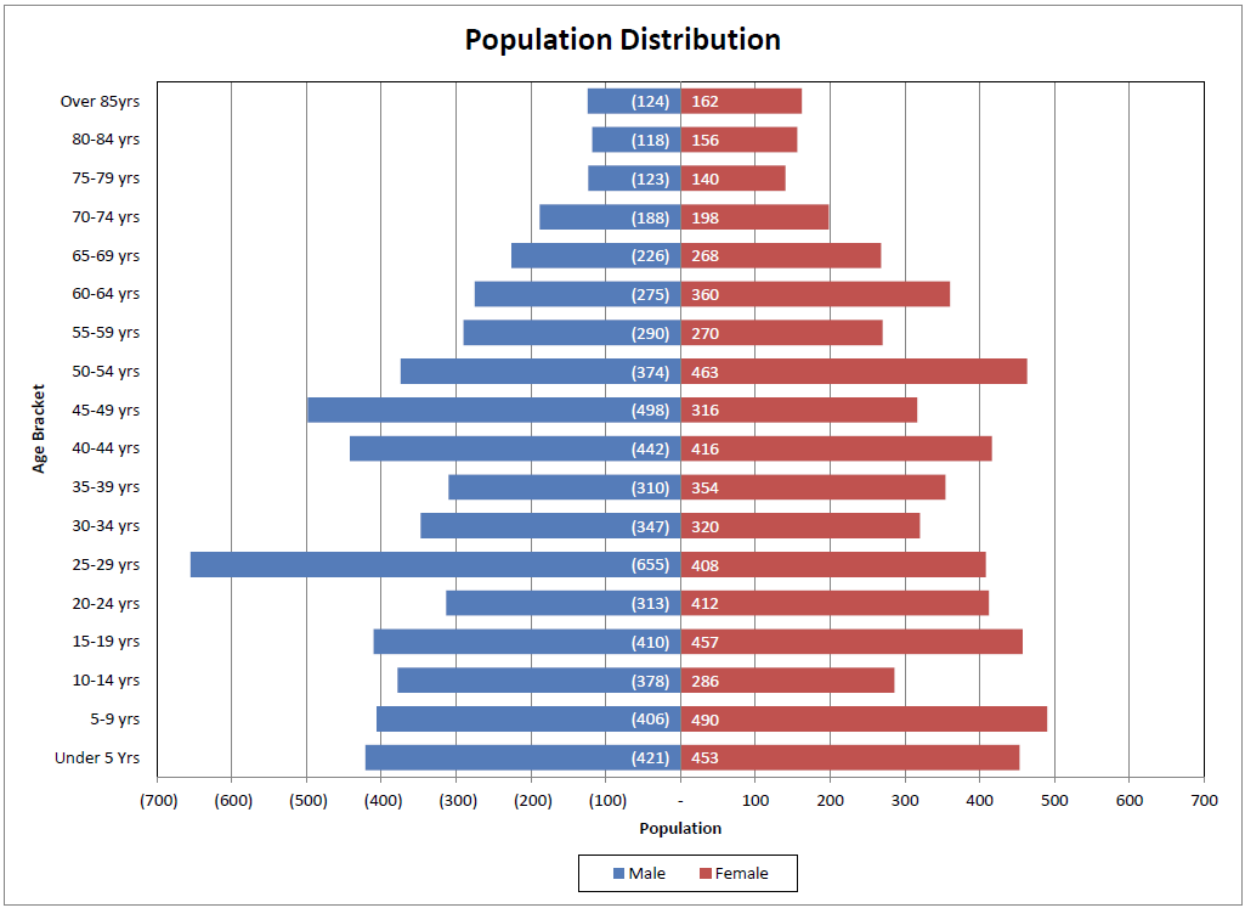
New Haven has a strong population base in the over 55 age range, which represents 44% of homeowners in the Analysis Area. The Analysis Area has a high proportion of single-family detached & multi-family housing stock that is 75% owner-occupied. The Analysis Area's homeownership rate is higher than Indiana's homeownership rate by 6%. The largest portion of housing units in New Haven were built before 1979 (77%). SHARP seeks to address each of these factors by providing resources to the growing population over 55 and people with disabilities who are in need of resources to maintain their aging homes.

- **Target Areas**
    - Homes must be located outside of the Floodplain.
    - SHARP Target Areas (see Attachment A for Target Area Map) generally includes and may not be limited to Bacons Addition, Bacons Addition Extended, Begues Addition, Bensmans Addition, Brockmans Subdivision, Bryants Addition, Canal Ridge, E.W. Greens Addition, Edgertons Addition, Elmer Sturms Addition, Fair Haven Addition, Fairview Addition, Fairview Addition Extended, Gideon Burgess Addition, Gideon Burgess 2nd Addition, Greens Addition, H Burgess Addition, H Burgess 2nd Addition, H Burgess 3rd Addition, Heemsoths Addition, Hollmans Subdivision, Highland Downs, Highland Terrace, Joseph Brudis Subdivision, Kellers Suburban Addition, Ladenbergers Canal Addition, Lakes Subdivision, Lincoln Park Addition, Lindens Subdivision, Meadowbrook, New Haven Floral Company Addition, New Haven Gardens Addition, New Haven Gardens Addition Extended, New Haven Heights (developed portion), New Haven Realty Addition No. 1, Northview Addition, Powers Addition, Presidential Village, Schladenhauffen Addition, Schrages 1st Addition, Schuckmans Addition, Sherbrook, South Haven Addition, Sunnymede Addition, Sunnymede Woods Addition, Tanglewood Addition, Theodore Thimlers Subdivision, Villas of Boulder Ridge, Werlings Addition, Woodview, and Zedakers Addition.
    - Reference Target Area Map (Attachment A) for exact Target Area Boundaries.

- **Demographics**
    - The demographics used within this SHARP Plan were compiled using the United States Census Bureau's American FactFinder website: factfinder.census.gov. The 2014 data used is the most current data to date. Block Groups were used compiling this data because they are the smallest data set available containing the census information desired. The Block Groups used were chosen because they encompass SHARP's Target Areas. All Block Groups used

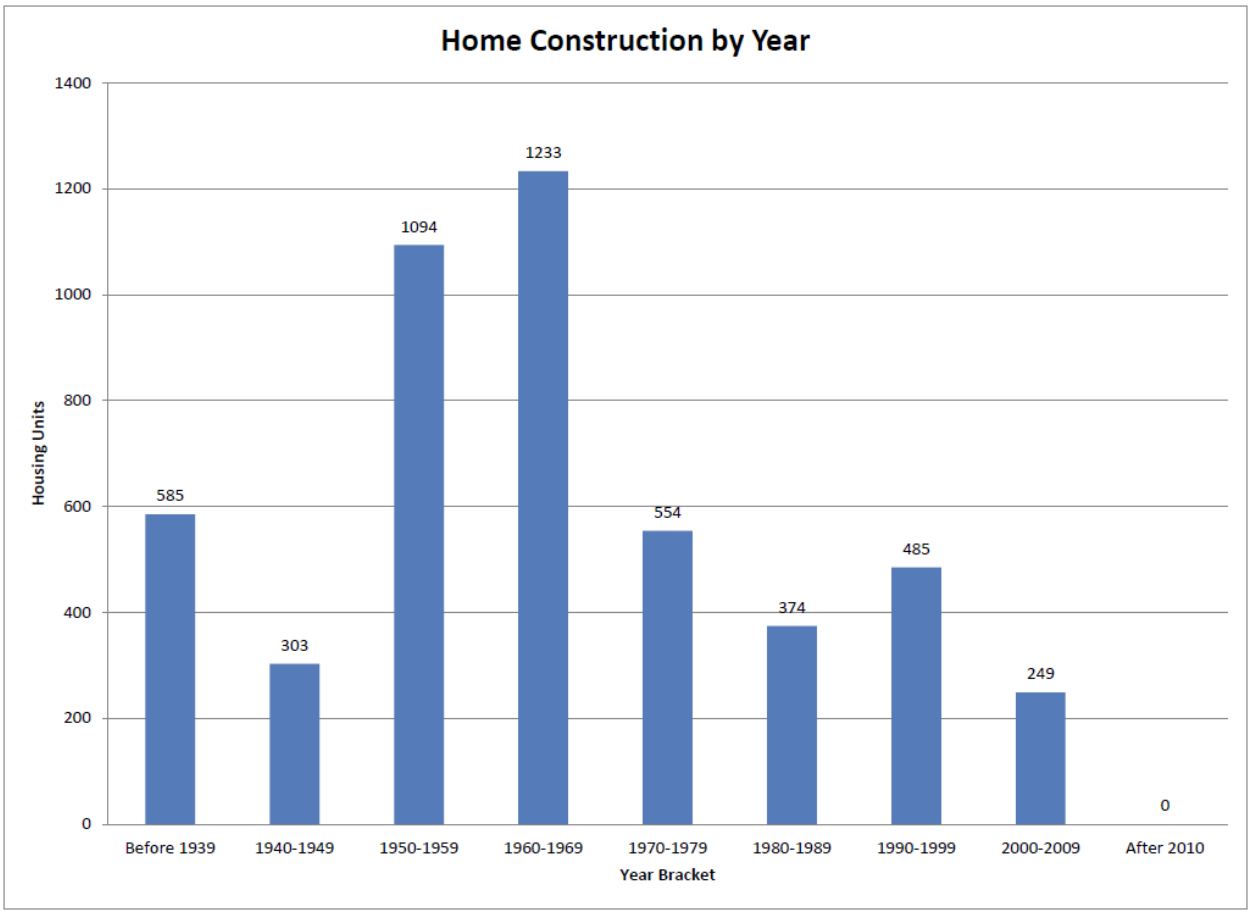
within this plan are located in Allen County, Indiana. The following Block Groups were used: Census Tract 110: Block Group 1; Census Tract 111: Block Group 1, 2 & 3; Census Tract 112.01: Block Group 1 & 2; Census Tract 112.02: Block Group 1 & 2; and Census Tract 112.05: Block Group 1 & 2. These combined areas will be referred to as the Analysis Area. All data referred to in the Demographics Section will refer to the Analysis Area.

- Population: The Analysis Area's total population is 11,827. 76% of the population lives in owner-occupied houses. The median age of the population is 38. The graph below shows the Analysis Area's age distribution.

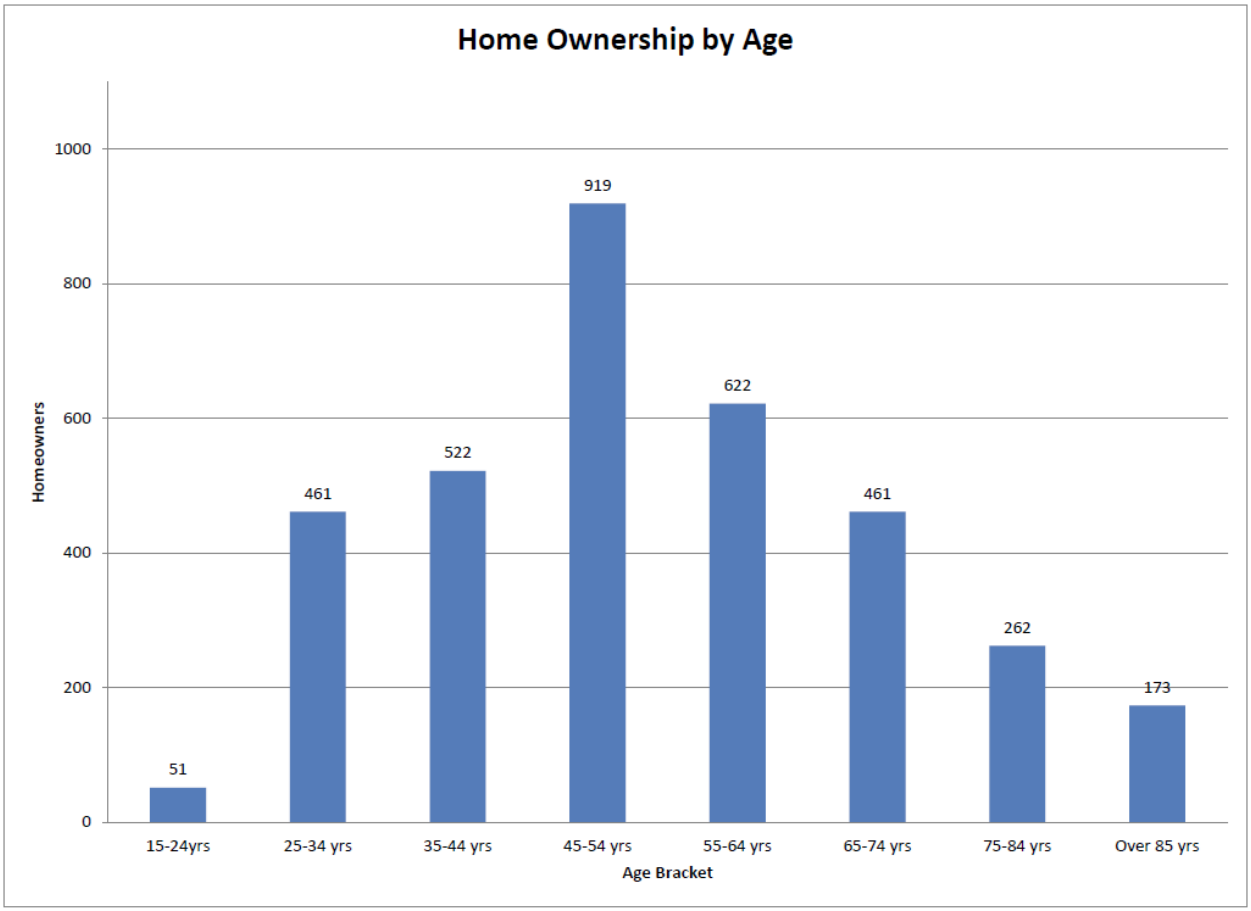


25% of the Analysis Area's population is over 55 years old.

- Housing: The Analysis Area has 4,877 housing units. The median year these structures were built is 1967. The graph below shows the distribution of the year structures were built.

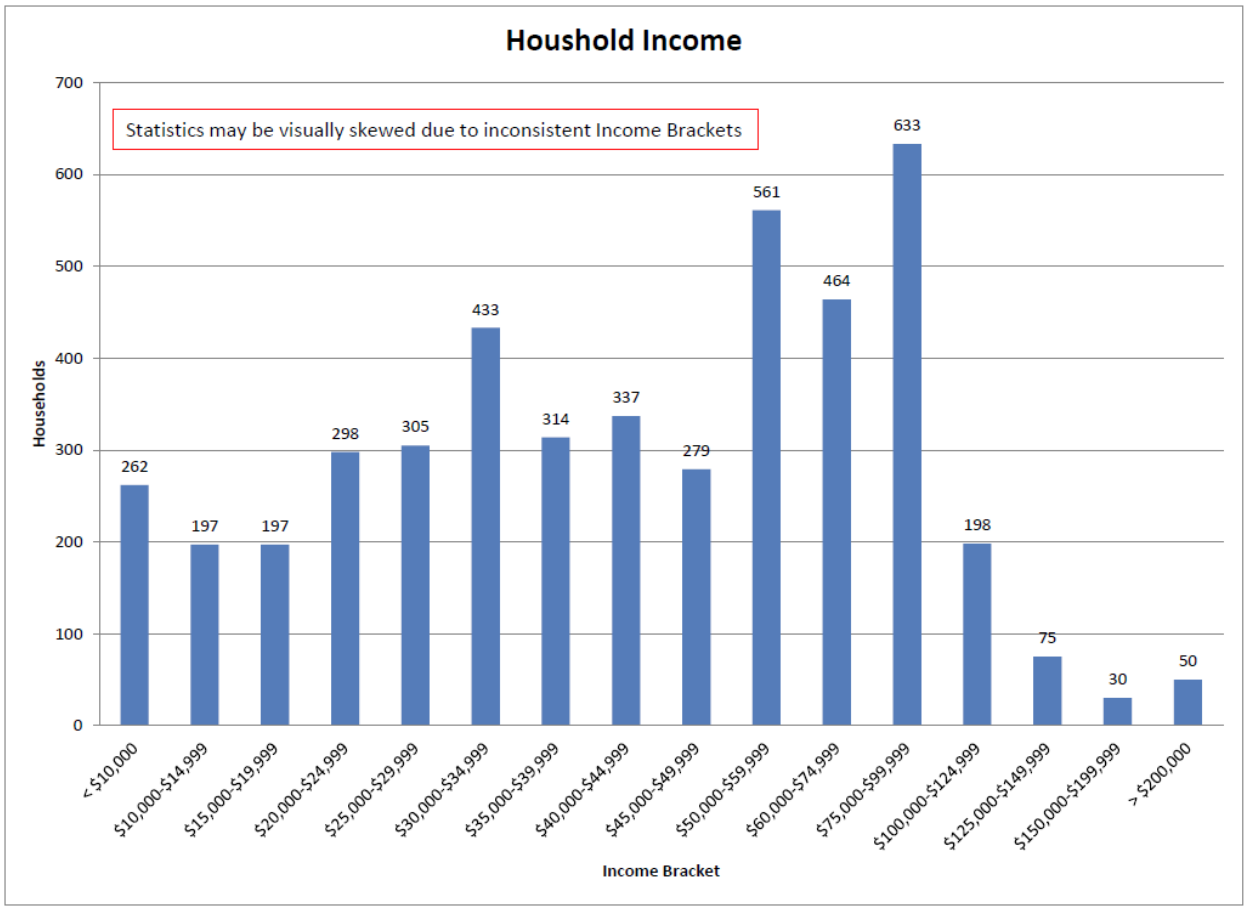


77% of the structures were built before 1979. Of the 4,877 housing units, 95% (4,633) of the units were occupied. Of the occupied housing units, 75% (3,471) are owner occupied. Of the owner occupied housing units, 61% (2,111) have a mortgage, contract to purchase or a similar debt. The graph below (next page) shows the distribution of home ownership by age.

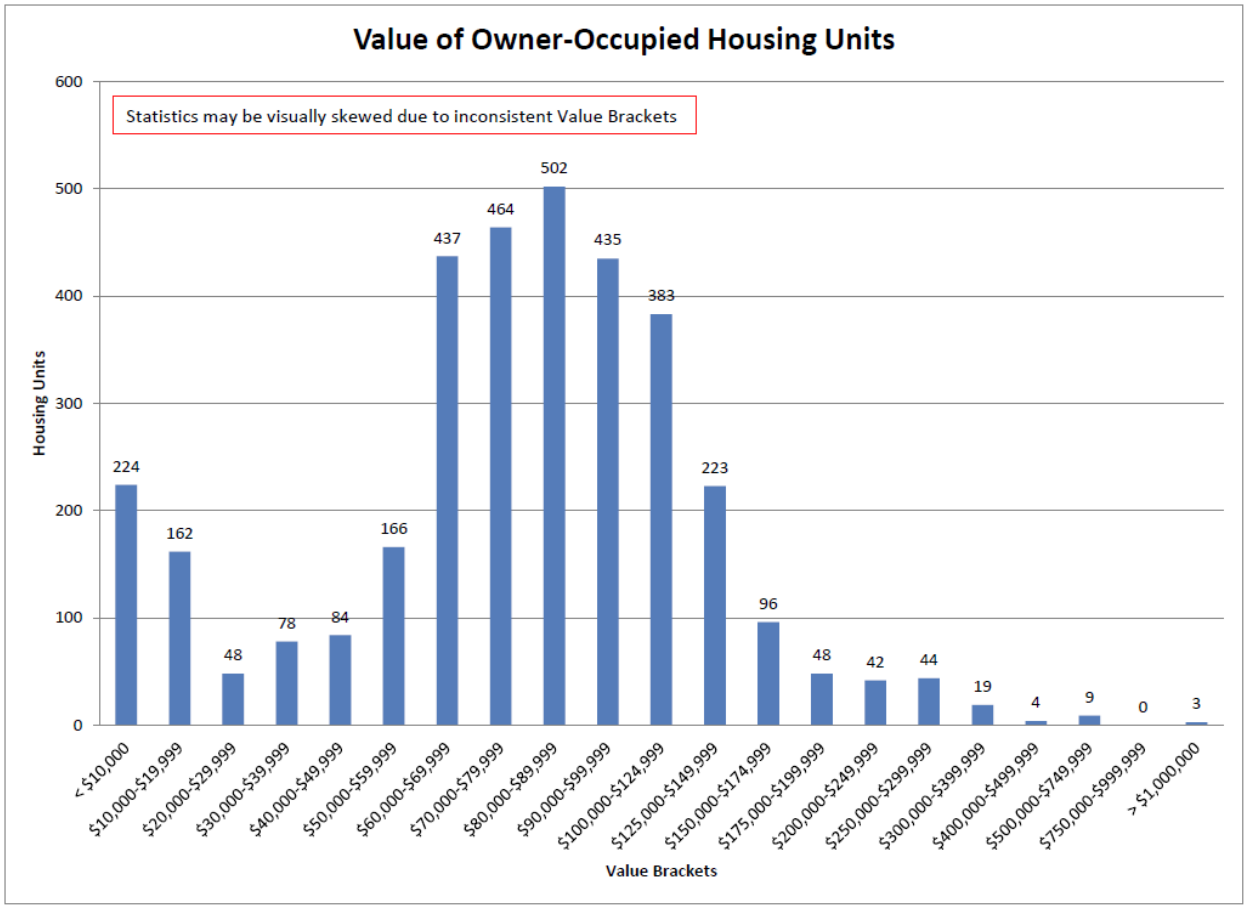


44% of home owners are over the age of 55.

- Income: The Analysis Area's median income (AMI) is $43,605. 80% of AMI is $34,884. The graph below shows the distribution of household income.



37% of the Analysis Area's income producers are below 80% AMI. The median owner-occupied housing value is $79,340. The graph below (next page) shows the value of owner-occupied housing units' distribution.



48% of the owner-occupied housing units are valued less than $80,000.

- **Target Population**
  - Applicants must be homeowners.
  - Applicants must be at or below 80% of the Area Medium Income (AMI)
  - The constituency served via the program will be primarily the low income population over 55 and people with disabilities, but may not be limited to them in the future. Because New Haven is challenged with affordability issues, this program is vitally important in that it preserves affordable housing stock and more importantly, preserves affordability and improves accessibility for those who face economic challenges in housing, as well as other areas of their lives. Unfortunately, these particular segments of the population oftentimes face difficult decisions such as whether to purchase needed medications or groceries over improving their home.
  - SHARP is designed to serve the population over 55 and people with disabilities living within the incorporated city limits of New Haven, but may not be limited to them in the future. Applicants will be prioritized by income level within the Target Areas first and then by those earning at or below 80% AMI on a first come, first serve basis outside of the Target Areas.

- The City of New Haven will partner with the local public assistance agency, the Adams Township Trustee Office, for SHARP income certifications.

- **Scope**
  - SHARP is a part of the New Haven Comprehensive Land Use & Strategic Economic Plan. The Comprehensive Land Use & Strategic Economic Plan is a tool to guide New Haven into the future. It outlines the vision for the planning area, as expressed by its citizens; the goals, objectives, and policies that help steer New Haven to that vision; and the individual plans that make that vision a reality.

    A plan of this nature makes it possible for New Haven to be in control of its own future. By creating a framework for smart, planned growth, the community can approach land use development, public services and resources, and public investments in a positive manner.

    The Comprehensive Land Use & Strategic Economic Plan is a policy document that sets forth the vision for the planning area for the next twenty years. Although it is not a zoning ordinance or a regulatory document, it is an official policy document that is adopted by the New Haven City Council. This document plans for the redevelopment and physical, social and economic growth of the New Haven Planning Area. The Plan looks at a variety of elements including land use, housing, transportation, urban design, and future development areas.

  - SHARP was created to increase the quality of housing stock, and therefore increase the quality of life within New Haven. Homeowners that are happy where they live tend to engage in their communities more, making New Haven a better place to live. SHARP originated from the idea that New Haven is here to help its citizens; if citizens recognize New Haven is investing in itself, they will be more motivated to invest in New Haven as well.
  - SHARP was adopted as a part of the New Haven Comprehensive Land Use & Strategic Economic Plan on 26th day of April, 2016.

SHARP Management Plan

The City of New Haven serves its residents continuously, but SHARP's plan is to encourage collaboration between the population over 55 & people with disabilities and the public/private partners within the community to improve the quality of life throughout the city and maintain the need for affordable housing. Funding from SHARP would be utilized to enhance the community's ability to solve important problems, like accessibility, livability and sustainability for the population over 55 and people with disabilities. SHARP's specific programs are designed to maximize funding while encouraging community involvement to improve residents' quality of life

SHARP is designed to be interactive & applicant-oriented because engagement & education are essential to its success. Applications and consultations will be completed at the applicants' property and will include one-on-one assessments & referral services. Outreach for SHARP will be performed through referrals from

public/private partners who understand the needs of the local population over 55 and people with disabilities. The performance metrics and review process will be collaborated between the City of New Haven, its residents, SHARP's applicants and public/private partners.

- **Programs**
  - SHARP's main program will allow the population over 55 and people with disabilities of New Haven to acquire funding for repairs that will ease financial stress & strain and improvements that will increase their quality of life in homes they own and occupy. The repairs may include, but are not limited to, broken windows, doors, siding and failing roofs. The improvements may include, but are not limited to, new accessibility ramps, in line water heaters, low flow bathroom fixtures and other energy saving strategies. These SHARP programs are intended to give the population over 55 and people with disabilities of New Haven a sustainable quality of life in the community of their choice.
  - SHARP will offer a variety of enhanced services that will be provided by strategic partnerships throughout the community of Northeast Indiana. These partnerships will be formalized through a Memorandum of Understanding (MOU) between New Haven and the partner. MOU's will formalize enhanced services like program funding, food & clothing pantry, coupons to local facilities, nutrition & food preparation classes, exercise classes, homeowner repair instruction, financial education courses, emergency response system and a myriad of other services. These enhanced services are proposed to further New Havens population over 55 and people with disabilities chance for a sustainable quality of life in the community of their choice.
  - SHARP encourages the review of local zoning laws and building codes & procedures, lending practices of financial institutions, home sales and rental practices.
  - SHARP will support a community wide public opinion survey, a survey to assess the community's housing needs and possible discriminatory housing practices and housing counseling to minority and non-English speaking residents.

- **Principal Partnership**
  - New Haven is dedicated to partnering with High Performance Government (HPG) Network as SHARP's lead agent. HPG Network will assist New Haven with communication, metrics and engagement of SHARP's public/public & public/private partnerships. HPG Network will also execute specific features of SHARP throughout the completion of several different stages of the plan.
  - HPG Network is an Indiana-based non-profit that specializes in supporting local partners. HPG Network has experience in design, operation & management of community development programs, skilled in problem solving for community development issues and experienced in maximizing program performance. HPG Network has expertise in working with federal regulations & guidelines, developing effective housing & community development policies and working on housing repair & rehabilitation programs. HPG Network has certified HOME Regulations Specialists and certified HOME Administration Specialists on staff. For these reasons New Haven defines HPG Network as a principle partnership.

- **Possible Public/Public Partnerships**
    - The following are possible public/public partnerships that would allow SHARP to accomplish its program goals and objectives.
    - Aging and In-Home Services of Northeast Indiana, Inc. – Nutrition & Exercise Classes, Financial literacy Instruction, Meals on Wheels and Family Caregiver Support Program Services.
    - Citilink – Affordable transportation for the population over 55 & people with disabilities.
    - Community Transportation Network – Affordable transportation for the population over 55 & people with disabilities.
    - Emmanuel Lutheran Church - Food Pantry Referral services.
    - First Baptist Church in New Haven – Food Pantry Referral services.
    - NeighborLink – Adult Education and Homeowner Repair Instruction services.
    - New Haven Adams Township Parks & Recreation – Coupons to Local Public Facilities, Nutrition and Exercise Classes.
    - New Haven Adams Township Fire Rescue EMS – Emergency Response System.
    - New Haven Police Department – Emergency Response System.
    - New Haven United Methodist Church – Food Pantry services & Adult Education services through the Literacy Alliance.
    - Pathfinder Services Inc. –Financial Literacy Instruction and Funding Assistance.
    - Saint James Lutheran Church – Food Pantry Referral services.
    - Turnstone – Exercise classes, Adult Daycare/Eldercare and Family Caregiver Support Program.
    - Partnerships will be formalized with MOU's between New Haven & the organization and will state what services will be provided.
    - Public/public partnerships may include and may not be limited to the above public partners listed.

- **Possible Public/Private Partnerships**
    - The following are possible public/private partnerships that would allow SHARP to accomplish its program goals and objectives.
    - 1st Source Bank – Mayors Committee on Housing, financial literacy class and funding assistance.
    - Local Contractor(s) – Mayors Committee on Housing and home repair class.
    - Local Lawyer(s) – Mayors Committee on Housing and tax preparation/legal planning assistance.
    - Local Realtor(s) – Mayors Committee on Housing and information & referral services.
    - New Horizons Home Health Services – Family Caregiver Support Program, Adult Daycare/Eldercare, Assisted Living, Home Healthcare, Medication Delivery and Blood Pressure Screening services. Partnerships will be formalized with MOU's between New Haven and the organization and will state what services will be provided.

- Partnerships will be formalized with MOU's between New Haven & the organization and will state what services will be provided.
- Public/private partnerships may include and may not be limited to the above public partners listed.

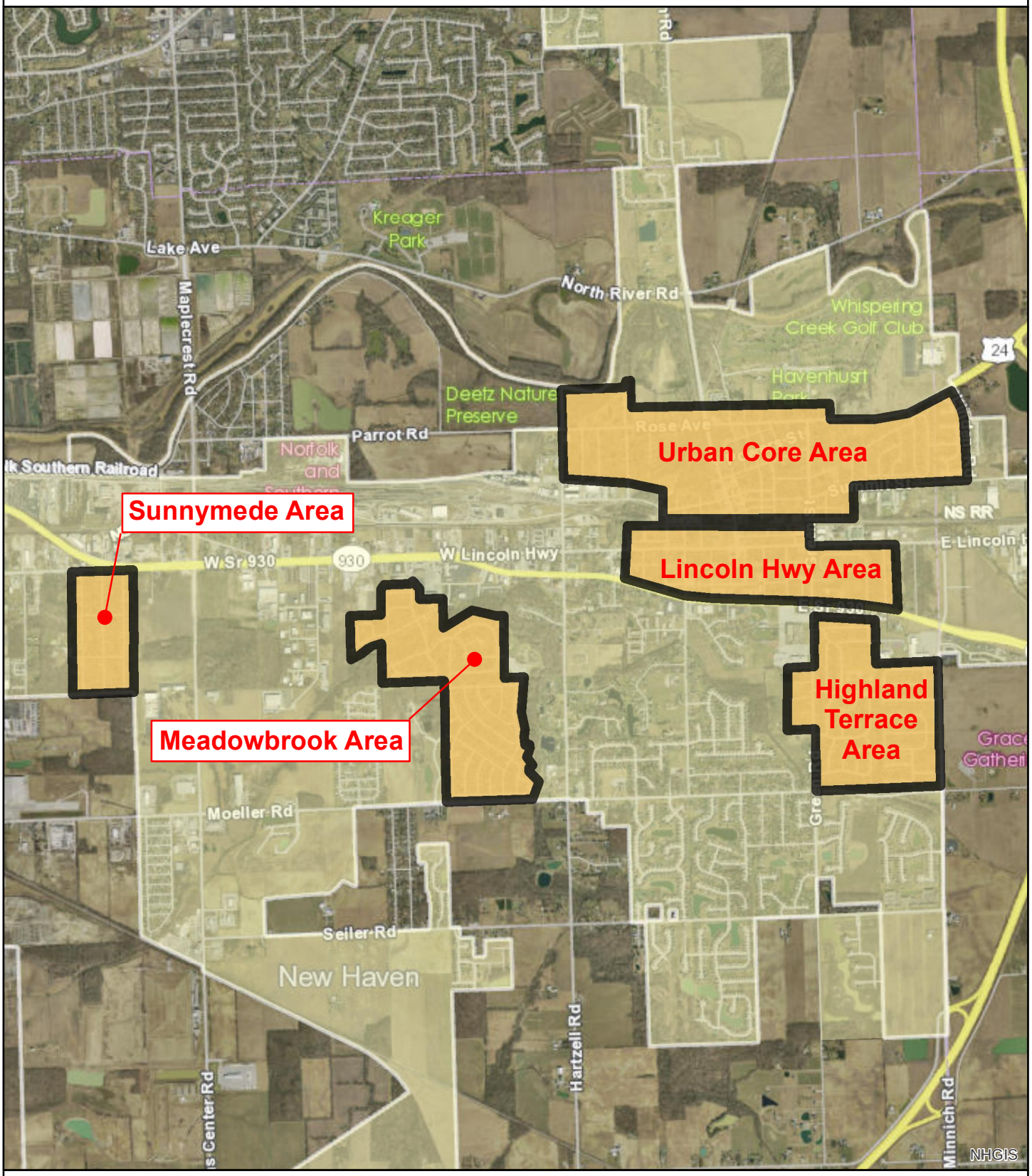
- **Possible Locally Matched & Leveraged Funds**
  - Locally matched funds can be contributed from numerous sources. Examples of these sources are a local community development agency like Pathfinder Services, Inc., a local bank like 1st Source Bank, or from the City of New Haven itself. An agreement letter formalizing this affiliation would be required.
  - Locally leveraged funds would come from the City of New Haven in the form of organizational resources expended on behalf of SHARP. These leveraged funds would include, but may not be limited to, assisting with outreach for this program, processing applications, answering applicant questions, compiling reports and generally assisting applicants or residents related to this program. The City of New Haven is comprised of a Mayors Office, City Council, Clerk Treasurer, City Court, Planning & Economic Development Department, Parks & Recreation, Fire & EMS Department, Police Department, Engineering Department and a Utility Department at its service.

- **Performance Metrics & Review Process**
  - On April 9, 2015, New Haven hosted a meeting where six community partners, mostly faith-based organizations with volunteer renovation programs for homeowners, discussed how the program could best align with the needs of the community. These partners were eager to see the program proceed as discussed and committed to providing referrals for the program. An annual meeting of existing and potential partners is essential to defining performance metrics and a continual review process to improve SHARP continuously.
  - On April 27, 2015, New Haven hosted a public meeting where all of its residents were invited. At this meeting the community showed support for what was to become the SHARP Program and were asked to fill out a preliminary application if they wished to apply for such a program. Over the next few months New Haven received over 70 applications for SHARP. An annual meeting of existing and potential SHARP applicants, as well as interested & involved residents is needed for an open & transparent systematic review. This review will include assessing unmet community needs, nurturing potential SHARP volunteers and helping the community organize effectively & efficiently. This review process and organizational meeting will aim to increase the number of completed SHARP units.
  - In addition to the annual meeting for all residents, there will be two public meetings for applicants. The first meeting will be a discussion about the application before its submission to answer any questions or address any problems applicants may have. The second meeting will be an evaluation to share thoughts, comments and observations on how the program developed.
  - A Mayors Committee on Housing has been established and comprises partners & residents of New Haven. The purpose of this committee will be to continually assess the progress of SHARP and generate ideas to make the program better.

- An annual report containing number of applicants, dollars allocated, dollars spent, number and type of partners involved, number of completed projects and vignettes of success stories because of SHARP will be generated. SHARP's review goal is to increase involvement every year until a sustainable level of involvement is reached.
- The table below estimates SHARP's Projected Production Goals concerning homeowners assisted and jobs created/retained over the next 5 to 10 years. SHARP's Projected Production Goals are based on an 18 month program cycle.

SHARP Projected Production Goals											
	Year 1	**Year 2**	**Year 3**	**Year 4**	**Year 5**	**Year 6**	**Year 7**	**Year 8**	**Year 9**	**Year 10**	**Total**
Homeowners Assisted	10 to 15		10 to 15		10 to 15		10 to 15		10 to 15		50 to 75
Jobs Created/Retained	4 to 9		4 to 9		4 to 9		4 to 9		4 to 9		20 to 45

Attachment A: SHARP Target Area Map



City of New Haven
Planning Dept.
NHGIS
4/13/2016

0 1,400 2,800 5,600 Feet

N W E S

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