

FOUNTAIN COUNTY
COMPREHENSIVE PLAN
FOR

PLANNING AND ZONING

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Article I
Executive Summary

Planning and zoning is increasingly important to all land use sectors. To assure the best possible planning and zoning, education of the local decision-makers and citizens is vital. Fountain County possesses a friendly, rural atmosphere that residents want to protect for the enjoyment of future generations. The county and its' residents are not opposed to change or growth, but an emphasis needs to be placed on a method that can create incentives to manage growth and apply some local control to advance the community values and translate them into physical forms.

Planning and zoning will help reduce land use conflicts by assigning zoning districts to land and creating compatibility with the adjacent lands. It will also secure property rights and maintain property values. By segregating the land uses and concentrating them, values will be preserved.

As growth occurs, planning will encourage development in areas where municipal services are located, thus making more efficient use of the infrastructure such as water and sewer and high traffic streets.

The comprehensive plan represents a multi-jurisdictional approach that recognizes the interrelationships between services, land use, and economic development decisions. Attica, Covington, and Veedersburg have adopted comprehensive plans and have implemented planning and zoning. Attica and Covington have exercised the extra-territorial jurisdiction, or more commonly known as the two-mile fringe, while Veedersburg has stayed within its original town corporate limits. Kingman, Wallace, Hillsboro, Mellott, and Newtown are all incorporated without zoning.

The following map shows all the incorporated areas. This Comprehensive Plan is only intended for the unincorporated areas regardless of having existing zoning. The incorporated areas that do not have zoning can adopt this plan in the future and be a participating municipality to the Fountain County Advisory Plan Commission.



In order to regulate the use of land, a county must first comply with the 500 series of Title 36-7-4 of the Indiana Code. More specifically, 502 states the required minimum plan elements:

1. A statement of objectives for the future development of the jurisdiction.
2. A statement of policy for the land use development of the jurisdiction.

3. A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

A comprehensive plan is simply a county's policy with respect to development. Once a comprehensive plan has been adopted, the zoning and subdivision control ordinances can be drafted. The zoning ordinance regulates the various districts created by referring to the comprehensive plan. The subdivision control ordinance handles the way in which land shall be divided to create higher densities or more parcels. The purpose of planning and zoning in Fountain County is to improve the health, safety, convenience, and welfare of the citizens and to plan for the future development; to the end:

1. That highway systems be carefully planned;
2. That Fountain County grows only with adequate public way, utility, health, educational, and recreational facilities;
3. That the needs of industry and business be recognized in future growth;
4. That residential areas provide healthful surroundings for family life; and
5. That the growth of Fountain County is commensurate with and promotive of the efficient and economical use of public funds.

The comprehensive plan is designed to establish the official policy of the County with respect to its physical, economic, and social development for a period extending from ten to twenty years forward. Zoning is actually the established "legal" use of the land within the County jurisdiction. Obviously, comprehensive plans and zoning are in a constant state of change and will be recodified from time to time. However, this overall review and reestablishing and developing of new policies for the County is essential to insure that the County will grow and progress in a proper and orderly manner.

A comprehensive plan should look at the existing inventory of infrastructure, the current rate of growth, the types of growth occurring, and the future trends of the land uses to make predictions out 10-20 years. The comprehensive plan makes these predictions off of current trends in the county as it relates to land use and infrastructure. This land use prediction will become the "broad brushstroke" of land use for the county zoning ordinance. This plan is a guide to the Advisory Plan Commission as they review zone map amendments in the future.

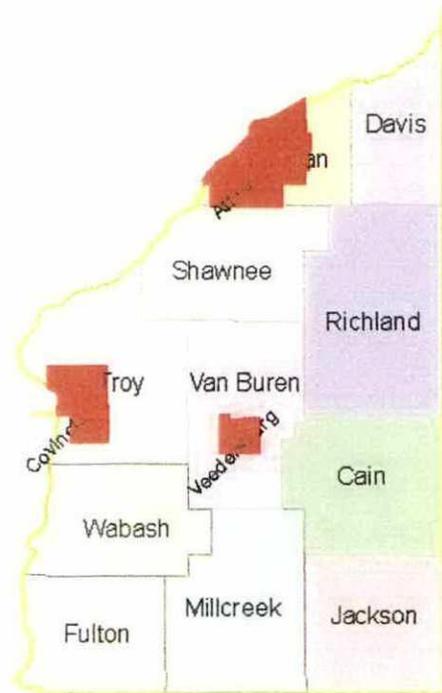
Article II County Background

Fountain County was created in 1825 and named for Major John Fountain, who died in the Battle of Maumee in 1790. The county seat is Covington, which has its own planning and zoning along with Attica and Veedersburg.

Covington is situated 27 miles West North West of Crawfordsville, 45 miles North of Terre Haute, East of Danville, South West of Lafayette off Interstate 74.

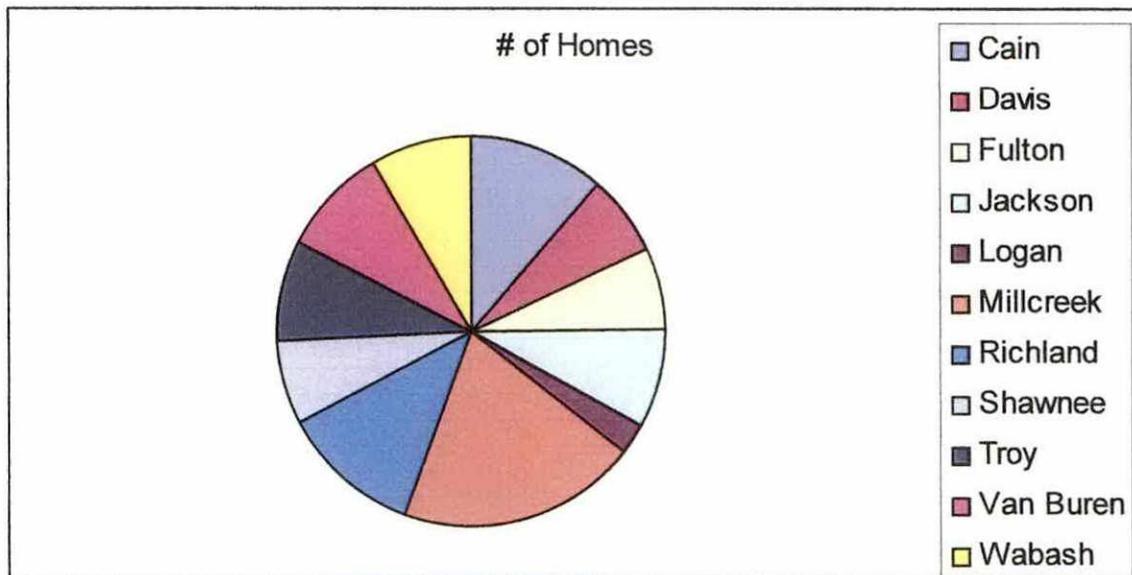
Fountain County has a rich heritage. Agriculture is a mainstay of the county. It is a major land use. There are 395.7 square miles in the county, equating to approximately 253,242 acres of land. There are 11 townships, 3 school districts, railroad systems, no public airports, approximately 17 miles of I-74 frontage and approximately 41 miles of river bank along the Wabash River.

The population of Fountain County is 17,486 according to the 2006 Census. The 3 largest municipalities that already have planning in place, Attica, 3,385, Covington, 2,465, and Veedersburg, 2,228, make up 46.4% of the total county population or 8,078 people. The remaining 9,408 or 53.6% is made up in the other smaller areas of populous and the entire rural, unincorporated area of Fountain County. The smaller areas including Kingman, Hillsboro, Mellott, Newtown, and Wallace, make up 1,479 people with 7,929 people scattered throughout the 11 townships. The following map shows the boundaries of the townships and the three incorporated towns with zoning in red.

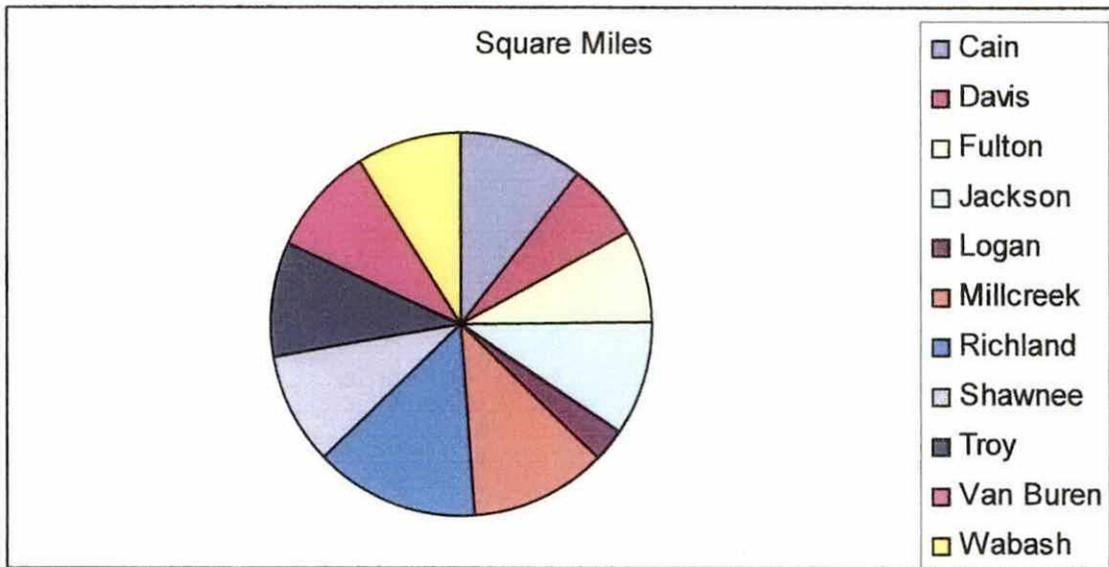


If you look at the breakdown of population by township, the size of townships by sections, and the density of each section, you can start to draw some correlations.

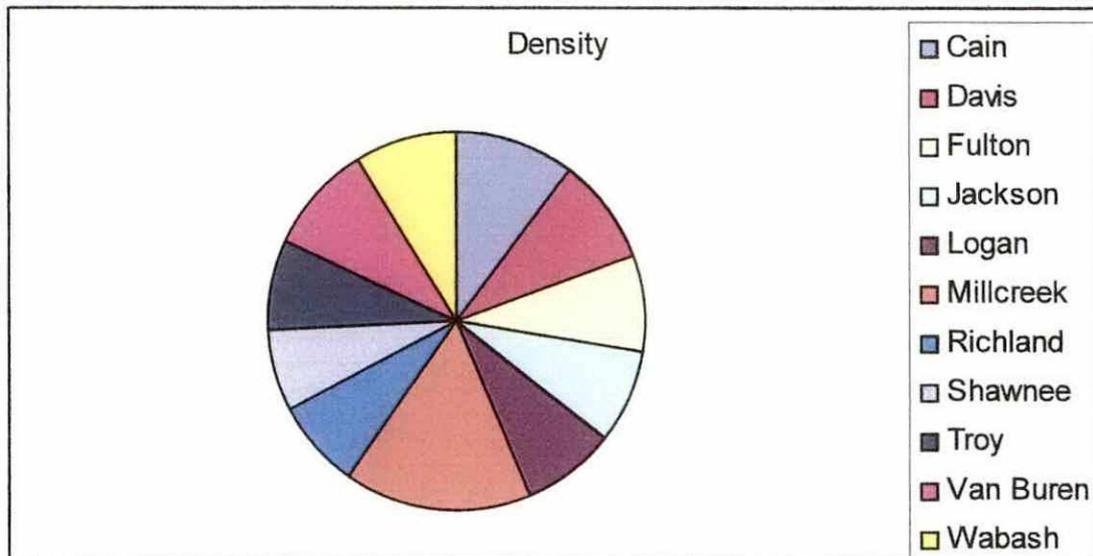
TOWNSHIP	# OF HOMES
Cain	435
Davis	247
Fulton	256
Jackson	308
Logan	99
Millcreek	756
Richland	433
Shawnee	268
Troy	316
Van Buren	343
Wabash	316
TOTAL	3,777



TOWNSHIP	SQUARE MILES
Cain	39
Davis	24
Fulton	29
Jackson	36
Logan	11
Millcreek	43
Richland	52
Shawnee	35
Troy	37
Van Buren	34
Wabash	33



TOWNSHIP	DENSITY
Cain	11.15
Davis	10.29
Fulton	8.83
Jackson	8.56
Logan	9.00
Millcreek	17.58
Richland	8.33
Shawnee	7.66
Troy	8.54
Van Buren	10.09
Wabash	9.58

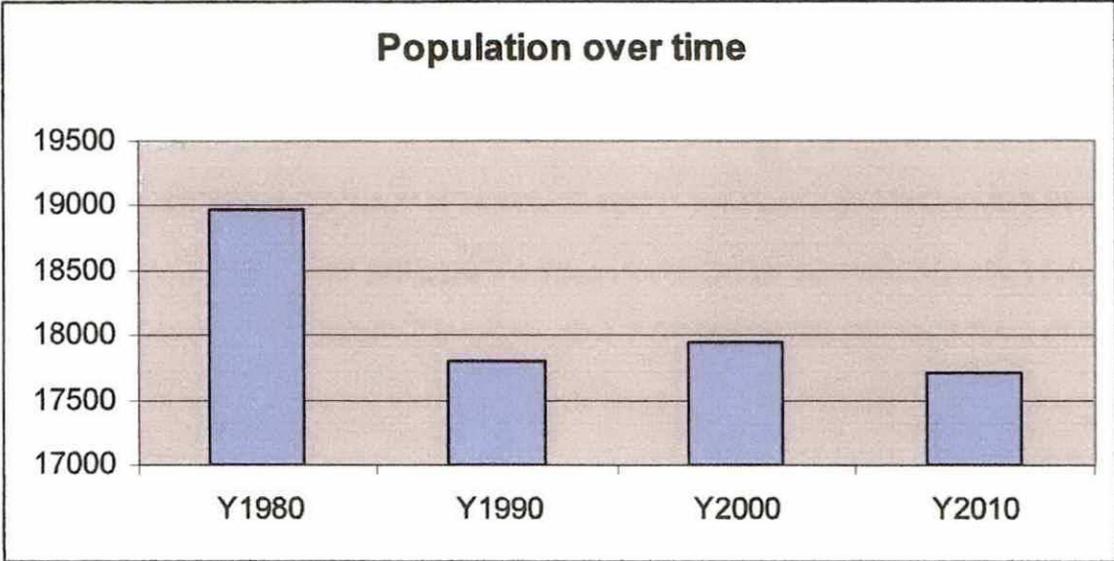


This data was compiled by overlaying the township boundaries and the 2005 aerial orthophotography. A section by section approach was taken and a "pin" was placed on each home site. The incorporated towns were excepted out of this process so the section, home sites and density numbers are correspondent to the unincorporated areas of Fountain County.

While Richland Township is the largest in area, it is second smallest in density. Millcreek Township has the highest density and the highest raw numbers of population. This is due primarily because of the area of Kingman, the largest unincorporated area. Even though Millcreek Township is the second largest in physical area, it still has the highest density. The second highest density is Cain Township. It is 3rd largest in raw population and amount of sections. Cain Township has the second largest unincorporated town of Hillsboro. Mellott and Newtown are the 3rd and 4th

largest unincorporated towns respectively and situated in Richland Township, the 2nd lowest density among Fountain County.

If you look at the compiled population of the entire county, there is a decline to a leveling off pattern over the last two decades.



The decline in population from 1980 to 1990 was over a 6% loss, 1,170 people. There was a slight increase of 146 people or less than 1% over the next decade while the State of Indiana realized a 9.7% growth rate. Finally, the projected population of 2010 is yet to see another decrease of 241 people or over 1% for the last decade. It is normal to see slight increases and decreases to rural counties such as this. With increased efforts in economic development, untapped opportunities can be realized and more stability in population will occur.

Article III Introduction

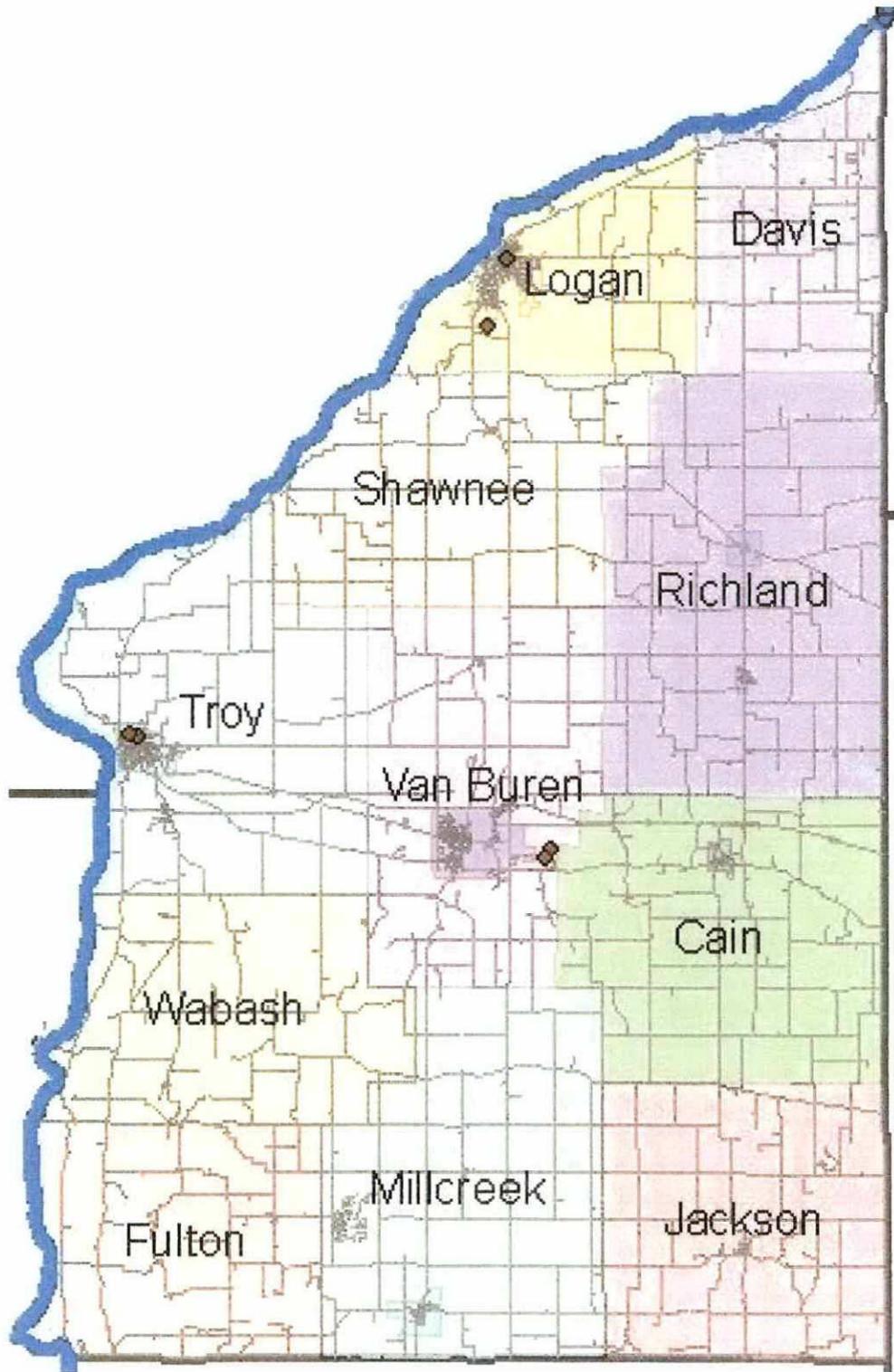
Fountain County will see many changes over the next 20 years. This comprehensive plan is a guide for the future of Fountain County. It looks at the vision of the County set by its citizens, the goals, objectives and policies that will direct the County to that vision, and the individual elements highlighted in the plan that will serve as a framework for the plan. The participating jurisdiction is any and all lands outside of incorporated limits and extraterritorial jurisdiction lines.

Planning allows for more control over the future and gives the ability to provide a high quality of life for the residents of the County. By giving attention to land uses and public investments, public services can be provided more efficiently, and resources can be used as tools to solve issues and problems as they arise. The focus and foundation of this plan is how managed growth can be implemented through incentives rather than regulations. This plan will talk about some incentives that can be used to promote the County's goals and objectives.

It is important to understand that this Comprehensive Plan is not a regulatory document or zoning. It is a policy tool to set the direction for future development within the County. Zoning is the regulatory tool to order the use of property. This is just one of many tools available to implement the Comprehensive Plan.

Parts of this Comprehensive Plan provide an analysis of the factors most likely to affect growth and development in Fountain County over the next 20 years. These factors usually include land use, economic development, utility systems, community facilities, transportation, demographics, and housing. The information is compiled to show the current condition of the county and to illustrate the opportunities and limitations within the county. This will lead to possible resolutions to issues the county may face in the future.

The following map is a base map for Fountain County, delineating cities and towns, major roadways, water bodies and political township boundaries.



Article IV Goals and Objectives

Fountain County has identified many goals and objectives to focus on over the next several years. Many are expansive and long term in nature, but some are evident when complete and attainable within a matter of years. The goals that are within reach are cited as regulations, inventory taken or plans created. The other far reaching goals are more of "we will know we have reached it when we get there" goals. They really cannot be defined, but can be recognized once achieved. An example of this would be to "Improve the overall visual quality."

The goals are listed below:

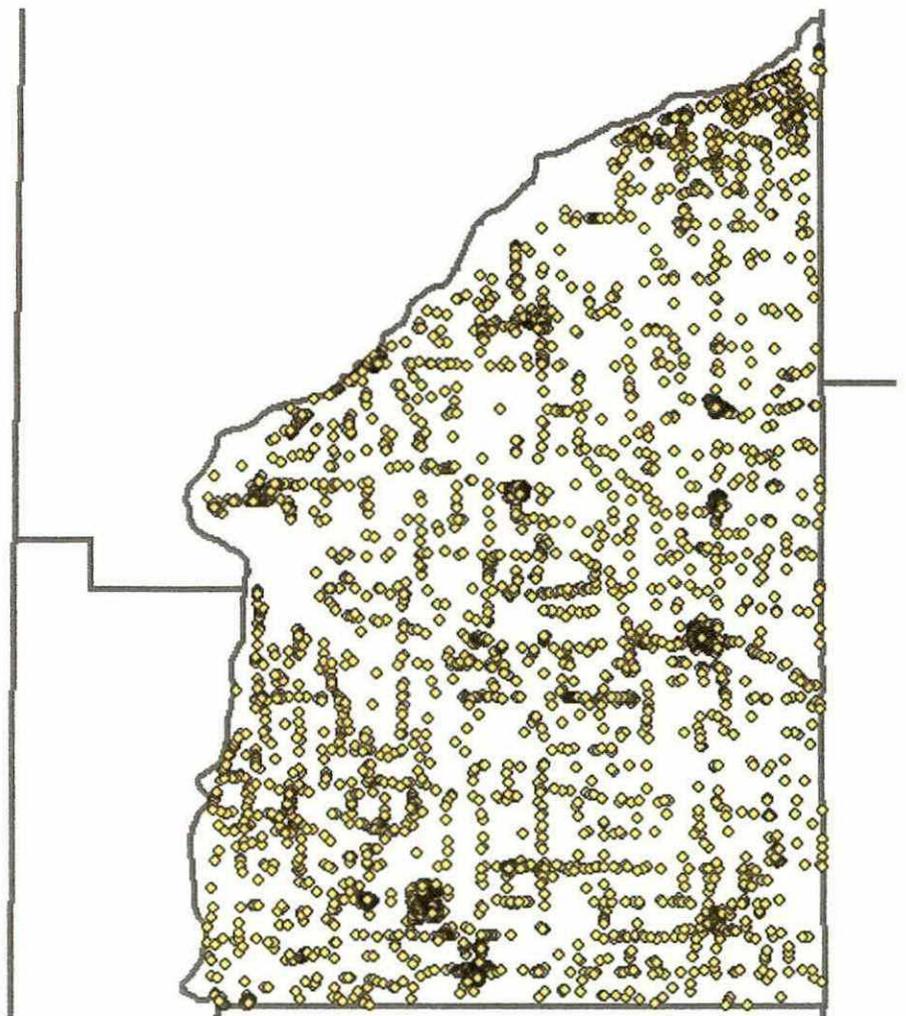
1. Maintain and enhance the rural and small town character
2. Protect the natural landscape
3. Improve the overall visual quality
4. Identify and protect views and vistas, historic architecture, places of cultural and historic significance
5. Provide a sense of approach and entry into county
6. Inventory scenic landscapes
7. Guide new development to protect scenic roads
8. Create, adopt and implement signage guidelines
9. Encourage agricultural, recreation, tourism, homestead, business and commerce development to increase tax base
10. Develop parks, recreation and tourism master plan
11. Communicate and coordinate with adjoining jurisdictions to promote mutual objectives
12. Create regulations to help in preservation of prime farmland

Article V
Land Use Proposals

Residential Growth—comes in various types; single-family, duplexes, multi-family, condominiums, and villaminiums. These are the most common types of housing and each has its unique areas of location.

The single family dwellings are the least dense with the largest lot sizes, while multi-family is the densest with the smallest lot sizes. Also, with density comes the need for infrastructure, i.e. water and sewer.

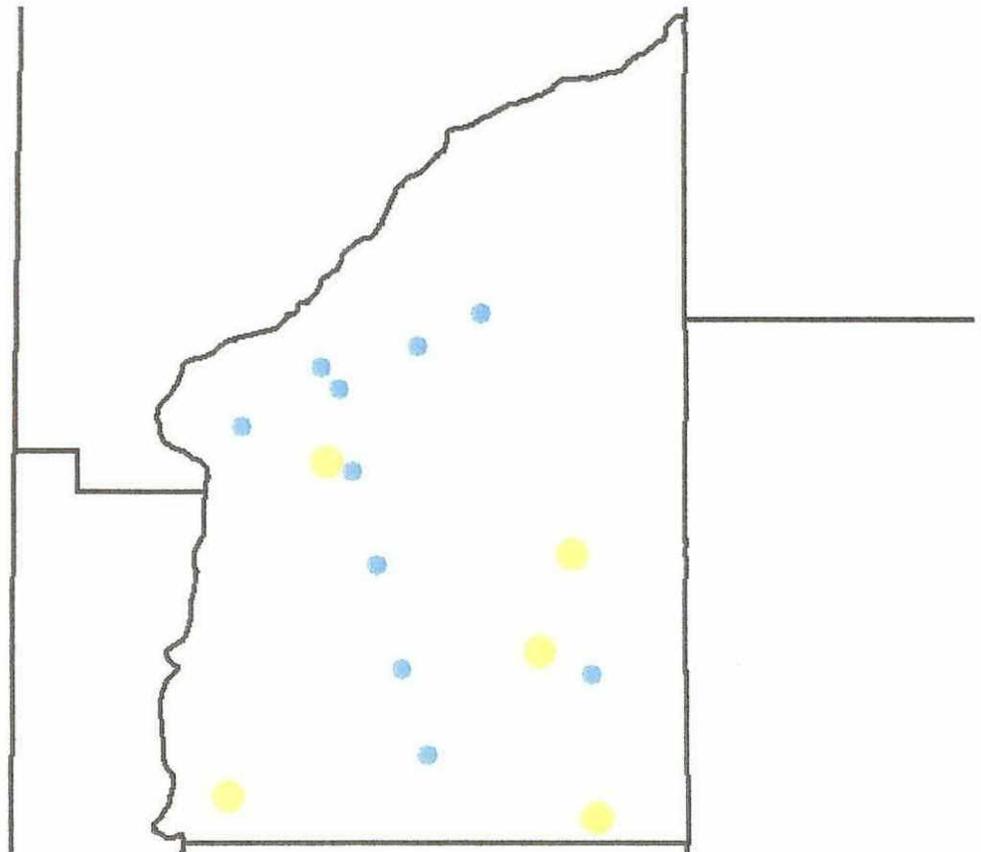
Fountain County has a sparse density with 7,929 people to house in the 11 townships. If you look at the housing pin layer that was completed, you will see the typical rural “shotgun” approach. Fountain County is not alone when it comes to this pattern. It is widespread through most of Indiana. The following map indicates the locations of the homes throughout the unincorporated area of Fountain County.



Commercial Growth—for the most part is with in the three incorporated areas that have planning and zoning, Covington, Attica, and Veedersburg. The other few areas are along major corridors within the unincorporated areas.

Agricultural Growth—this sector is the largest user of land. There is roughly 205,412 acres in farms in Fountain County, according to the 2004-2005 Indiana Agricultural Statistics. Another 14, 453 acres were in pastureland and finally, another 14, 234 acres in woodlands. All total agricultural lands, 234,099 acres or over 92% of the entire county is associated with some type of agricultural commodity or activity.

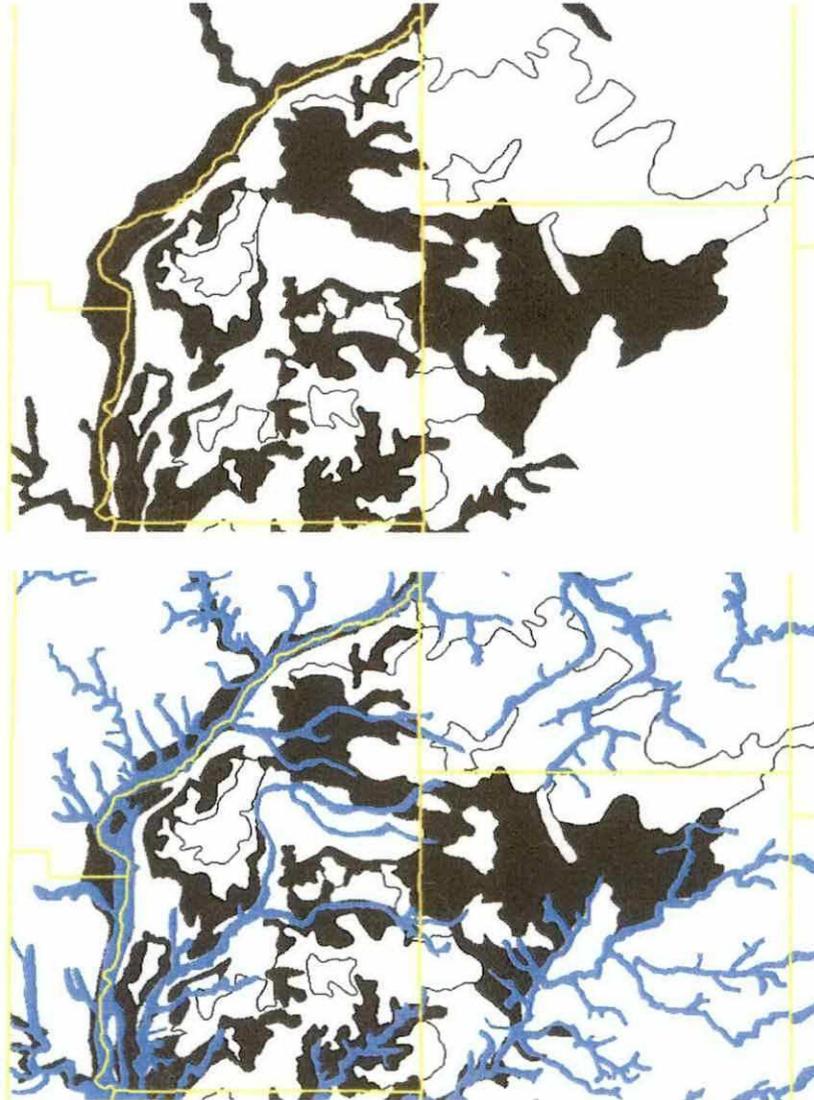
There are only 15 regulated livestock operations within Fountain County. This is a very small percentage compared to other counties in the State of Indiana. Of these 15 known operations, only 5 are still active (in yellow) and are contained within 4 of the 11 Townships, Troy, Cain, Jackson, and Fulton.

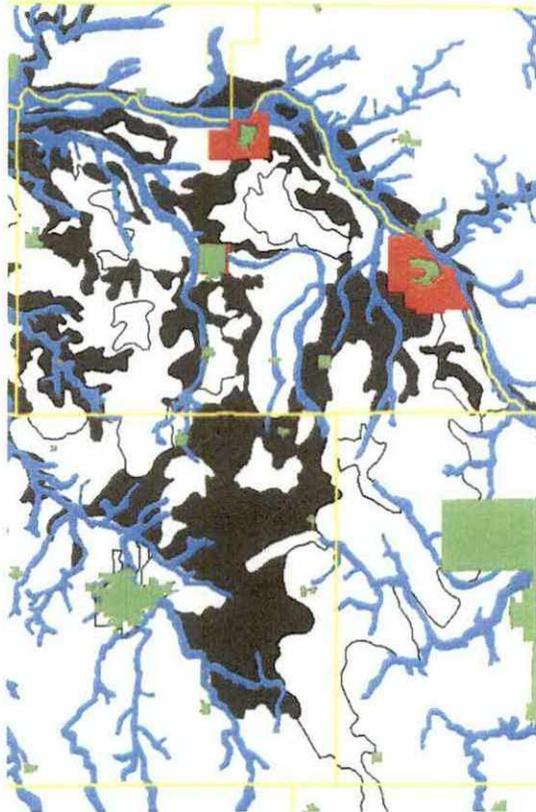
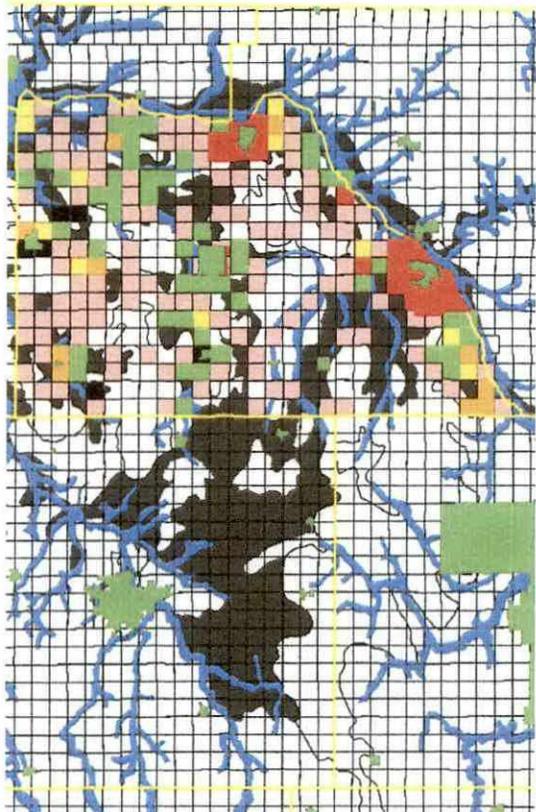
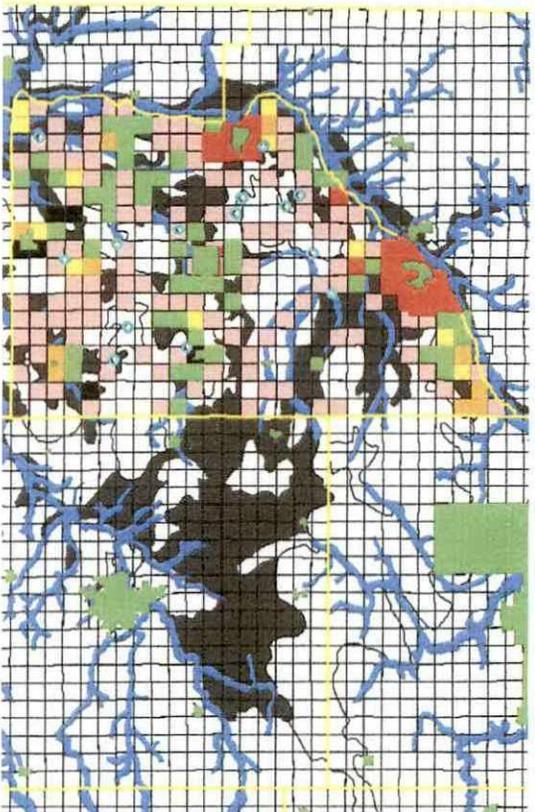


A very important concept to grasp is that agriculture is a land use and not vacant ground waiting to be developed. It is at its highest and best use. There are various forms of agriculture such as grain and livestock, but there is also bio-energy production, farm implement repair, trucking, grain elevators and many other agri-related businesses that need to be considered when implementing zoning.

Industrial Growth—this land use needs to be near municipal services and infrastructure such as railroad and major road systems. Articles VI, VII, and IX will talk more about the road systems, infrastructure and economic development that will affect this land use sector.

The following series of maps were produced from GIS overlays:





The first map is the soil types broken down into prime and non-prime soils. The second map is the floodplain added to the soils. The third is the cities, towns and extra-territorial jurisdictions added. The fourth is with the density of housing by section with the following ranges:

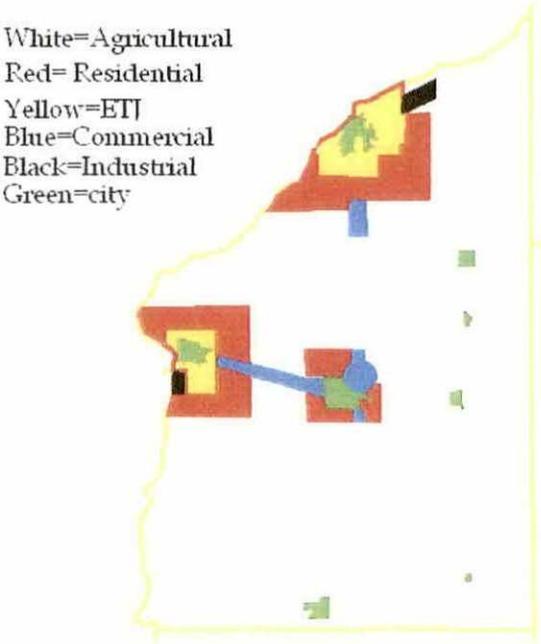
- 0-5 White
- 6-10 Pink
- 11-17 Green
- 18-23 Yellow
- 24-38 Orange
- 39-49 Red
- 50 + Black

The last map is everything combined with the livestock operations in place.

The darker the area, the better suited for housing, conversely, the lighter the area, the better suited for agriculture.

This method of determining future land use is science based and takes the human emotions out of the process. Further information can be utilized such as infrastructure from Veedersburg, Attica, and Covington. This, of course, is a "broad brush stroke" preview and the exact locations in the future zoning ordinance may vary based on specific details.

The following map is the land use map for the comprehensive plan and for recommendations by the Advisory Plan Commission:



Article VI
Transportation Plan

Fountain County is fortunate to have many different highway and interstate systems traversing the area. There are roughly 141 total miles of highway contributed by 8 different systems. Interstate 74 runs approximately 17 miles through the county and is a major connector between Indianapolis, Indiana and Champaign, Illinois.

Along with I-74 dissecting the county, there are two interchanges associated with it. This is very beneficial for economic development and traffic flow, not to mention growth of all land use sectors.

The following chart shows the major road system and the approximate mileage in Fountain County:

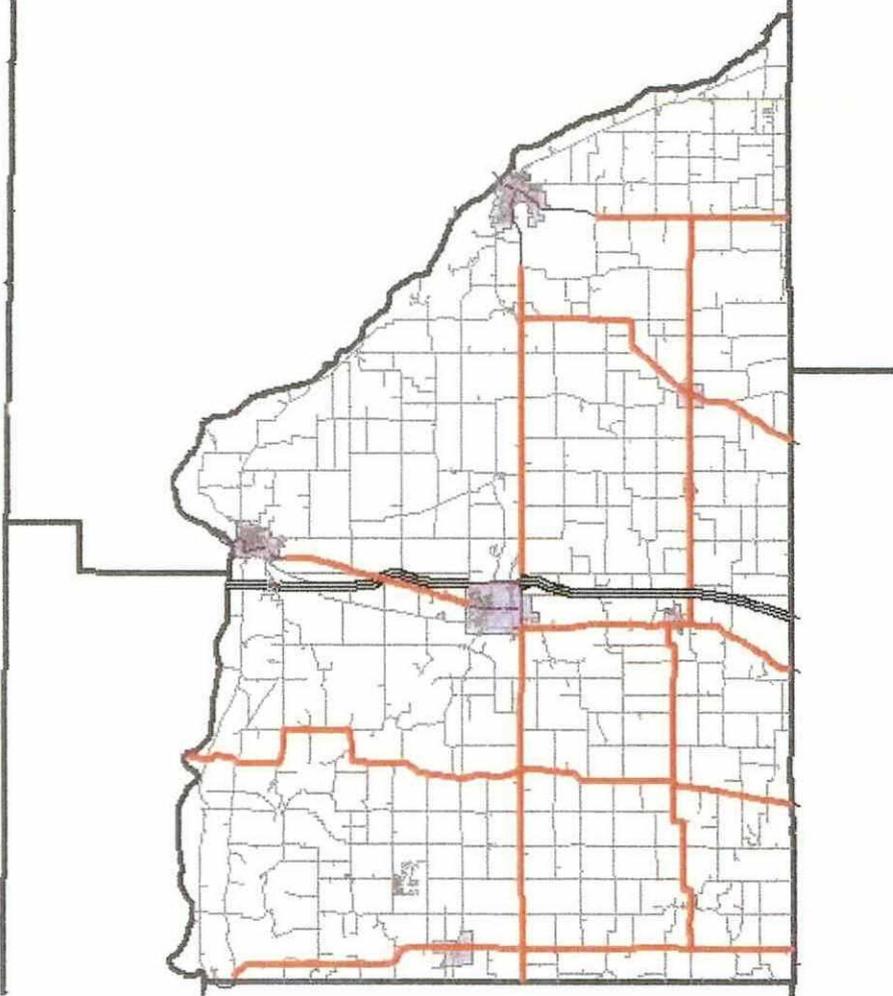
HIGHWAY	APPROXIMATE MILES
I-74	17
41	24
55	14
28	9
341	22
136	18
32	20
234	17

Airport—Fountain County does not have a municipal airport of its own, but has access to large facilities within an hours drive. It may be advantageous to form a search committee to locate an area for a local airport for business attraction. There is an old airport in the Attica area. This may be the place to begin the study to see if it is large enough to retrofit to a modern-day airport. If there are enough land options in the area surrounding the old facility, it may be most beneficial to begin grant searching through the FAA to reconstruct an airport on existing land.

Railroad—There is a northern stretch of the Norfolk Southern line that enters at Attica and runs a little over 9 miles and runs roughly parallel with the northern county line along the Wabash River. There was a stretch of railroad approximately 25 miles long that went through the heart of the county, but due to economics and trends, has been discontinued.

Highways—As mentioned above, there are many miles of highway servicing the county. Interstate 74 runs east and west through the county with two interchanges.

The following map shows the road systems within the county. The gray lines are considered local roads, the red are collectors and the yellow is the arterial of the county. This will assist in developing the Subdivision Control Ordinance. Each type of road will have different right-of-way widths, depth of base, and site visibility associated with them.



Article VII
Infrastructure Plan

Water—There are no rural water systems to speak of. The three incorporated towns have water supplies that are a service for the structures within the corporate limits. Developments in the county jurisdiction need to drill individual wells.

Sewer—There are no central sewer systems in the unincorporated areas. The three incorporated towns have sewer systems that can be tapped into. Developments in the county jurisdiction need to install individual on-site septic systems.

Electric—Electrical power is provided by various agencies throughout the entire county. Extra power, such as 3-phase is provided on an as-needed basis.

Gas—There are pipelines in the county that service specific areas. It is not widespread through all of Fountain County, but it does service a large populous.

Pipelines—there are several natural gas pipelines throughout the county. They range in diameter from 1 ½ up to 8 inches and travel over 46 miles within the county boundaries. These pipelines serve Attica, Veedersburg, Covington, Hillsboro, and Kingman and are a vital part of the infrastructure system. They are also a vital part of economic development in the county.

Public services—such as Police, Fire, EMS, Hospitals, Post Offices, etc. are found throughout the county jurisdiction. There is only one hospital on the county line to the northwest. These services seem to be functioning properly. As populations grow and depending on the direction they take, other services may need to be provided.

The following table shows the three incorporated areas and the utilities they have:

	Attica	Covington	Veedersburg
Electric	Duke	Cov Mun. Light & Power	Veedersburg P & L
Water Cap	1 MGD	1.296 MGD	1 MGD
Water used	0.664 MGD	0.28 MGD	0.45 MGD
Sewer Cap	0.664 MDG	0.35 MGD	0.85 MGD
Sewer used	0.40 MGD	0.23 MGD	0.415 MGD
Gas	Vectren	Vectren	Vectren
Telephone	AT & T	AT & T	AT & T
Sq Miles	2/1,280 acres	1.16/745 acres	2.29/1,465 acres

This information may prove vital as the zoning districts are formulated. Denser zoning needs to take place where infrastructure is present. Other factors need to be considered as well such as topography, soil type, existing land uses, road systems, flood plain, etc.

Article VIII
Parks and Recreation

State Parks—Although there are no State Parks within Fountain County, Turkey Run and Shades State Parks are just outside of the county to the southeast. This is still within the regional area and can be drawn upon as an asset of the area for tourism and as an amenity for companies and individuals to locate in Fountain County.

Local Parks—Fountain County has established a Park Board that takes care of county recreational areas. There are also recreational areas associated with the schools, churches, and small, denser areas of housing around some of the lakes that are maintained separate from the County Park Board.

With the established Park Board, the County may want to continue to pursue the money from the Wabash River Fund. With this county department, they will be the funding mechanism and it will create an operational force for any buildings, equipment, or lands that they would acquire.

Wabash River—There are approximately 41 miles of riverbank that create the northwest boundary of Fountain County. There are only 19 counties in Indiana that have the privilege of being a part of the Wabash. Along with this privilege comes monetary support. There are funds at the state level to help protect the Wabash Corridor and create walking/biking paths and even structures that highlight and promote the Wabash River as a major natural resource.

Schools—There are three (3) school districts within the county, Covington, Attica and Southeast Fountain School systems. The Southeast school is the only facility that is situated in the unincorporated area. The other two are within Attica and Covington proper. According to the population breakdown by age, it appears that there will not be a hardship placed on any of the school systems unless the majority of the anticipated growth occurs in one district versus the entire county.

Golf Courses—There are a few golf courses scattered throughout the county. They would appear to be sufficient for the size of the county. This type of land use is not extremely objectionable if a new one would need to be created in the future. The largest issue with rural golf courses is the water usage. This can be overcome with some creativity, so this is not an issue.

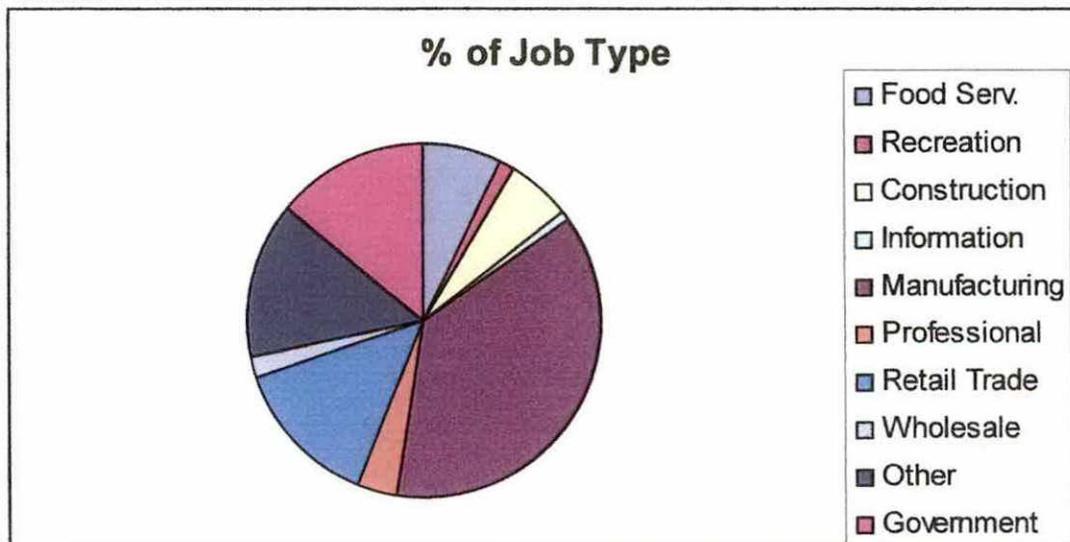
Article IX Economic Development

The primary role of the Economic Development Commission is threefold and dovetails with the Plan Commissions recommendations; namely (1) to focus on the needs of the existing businesses, and (2) to continue assisting local industries and businesses as required for their future development needs, and (3) to maintain moderate and selective growth for the community by attracting new businesses and industries with minimum starting wages (ideally) at \$10.00 per hour as a guideline.

There are three goals of the Economic Development Commission, retain the existing industry located in Fountain County, assist existing companies with expansion possibilities, and third, to create incentives to attract new employment to Fountain County.

By focusing on these three goals, the tax base for the county will be increased as well as the diversity of jobs expanded. Currently, the job breakdown is as follows:

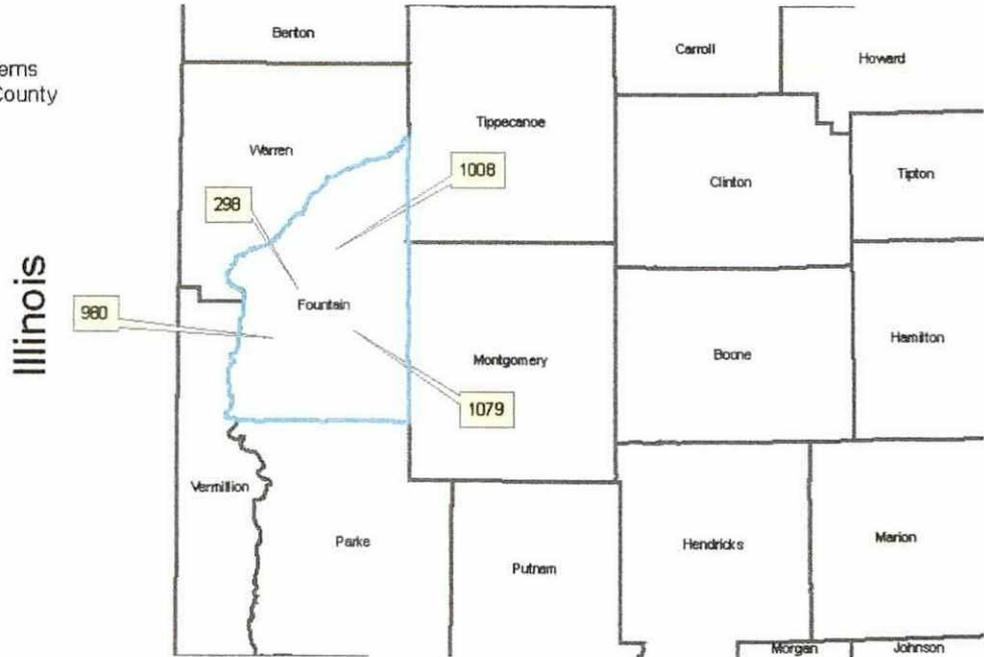
Employment by Industry in 2005 (NAICS)	% Distributed in County	Employment
Food Serv.	5.90%	496
Recreation	1.10%	95
Construction	4.80%	408
Information	0.70%	63
Manufacturing	30.00%	2,527
Professional	3.00%	249
Retail Trade	11.10%	933
Wholesale	1.60%	136
Other	11.70%	986
Government	11.20%	944



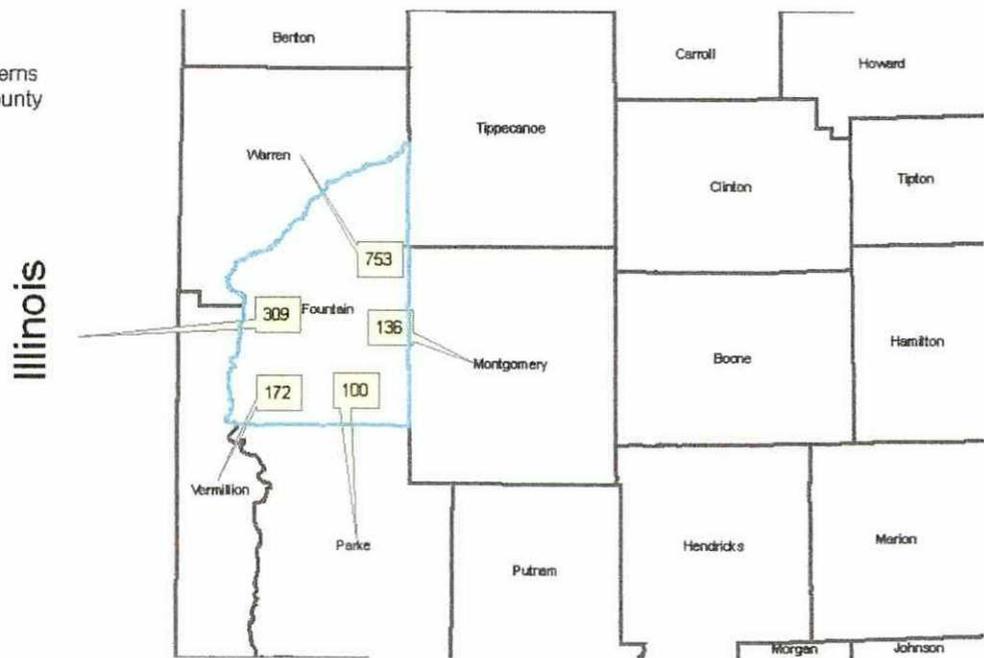
The April 2007 unemployment rate was 4.4% while the State of Indiana was at 4.7%.

The commuting patterns of the labor force of Fountain County exports twice as much as it imports from surrounding counties and the State of Illinois. The following maps show the patterns of the import and export of the total labor force.

Commuting Patterns
From Fountain County
3,956 TOTAL



Commuting Patterns
Into Fountain County
1,727 TOTAL



Article X Implementation Plan

With the previous research and compilation of statistics and demographics completed, the next step is to validate this document and record it as a legal reference in Fountain County.

The process for this is outlines in IC 36-7-4-507. The Advisory Plan Commission must:

1. Give notice and hold one (1) or more public hearings on the plan;
2. Publish, in accordance with IC 5-3-1, a schedule stating the times and places of the hearing or hearings. The schedule must state the time and place of each hearing, and state where the entire plan is on file and may be examined in its entirety for at least ten (10) days before the hearing.

According to IC 36-7-4-508, the plan commission may approve the Comprehensive Plan after the public hearing. The plan commission may adopt section by section as it is drafted or the entire document.

Once the plan commission approves the entire plan, it is certified to all participating legislative bodies. In this particular case, the County Commissioners are the only entity since all other incorporated towns already have adopted Comprehensive Plans with Planning and Zoning implemented.

After certification of the Comprehensive Plan, the County Commissioners may adopt a resolution approving, rejecting or amending the plan. Such a resolution requires only a majority vote of the County Commissioners and is not subject to approval or veto by the executive of the adopting unit, and the executive is not required to sign it. [IC 36-7-4-509]

The Comprehensive Plan is not effective for a jurisdiction until it has been approved by a resolution of the County Commissioners. After approval by resolution of the County Commissioners, it is official. Upon approval of the Comprehensive Plan by the County Commissioners, the Auditor of the County shall place one (1) copy of the Comprehensive Plan on file in the Office of the Fountain County Recorder. [IC 36-7-4-509]

If, however, the County Commissioners reject or amend the Comprehensive Plan, it shall be sent back to the Advisory Plan Commission with a written statement for rejection or amendment, for reconsideration.

If handed back to the plan commission, the commission shall have sixty (60) days to consider the rejection or amendment. If the Advisory Plan Commission approves the

amendment, the Comprehensive Plan stands as amended by the County Commissioners, as of the date of the filing to County Commissioners.

If the plan commission does not file a report with the County Commissioners within the sixty (60) days, the action of the County Commissioners in rejection or amending the Comprehensive Plan becomes final.
