COMPREHENSIVE PLAN
of the
TOWN OF SELLERSBURG

Submitted to:
Town of Sellersburg Plan Commission
Town of Sellersburg
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Submitted by:
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in association with
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ACKNOWLEDGMENTS

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Stan Tucker
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The development of this plan was initiated and supported by the members of the Sellersburg Town Board:

Stan Tucker, President
Dave Broady
Karl Truman
Roy Everitt
Doug Eddings
Linda Schafer, Clerk-Treasurer

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Preface

• The Comprehensive Plan

This is the Comprehensive Plan for the Town of Sellersburg, Indiana. It is the officially adopted guide for action and decisions on the use of land.

As with any plan, the concepts expressed within should be continuously evaluated, and as a need appears, adjustments should be made in the basic document.

• Who Developed The Plan?

This Comprehensive Plan has been developed in conformance with Indiana Code 36-7-4-500. The 100 through 1200 series of I.C. 36-7-4 authorizes the creation of an Advisory Plan Commission and spells out its responsibilities and authorities, including the responsibility for developing a Comprehensive Plan.

I.C. 36-7-4-507 mandates the involvement of the public in the development of the Comprehensive Plan by requiring that "the Plan Commission must:

1. Give notice and hold one (1) or more public hearings on the Plan;

2. Publish, in accordance with I.C. 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."

This plan was advertised in accord with these regulations in the Clark County Journal on Wednesday, June 2, 1993, and the Evening News on Friday, June 4, 1993.
• The Purpose Of The Plan

The purposes of the Comprehensive Plan are set out in Indiana Statutes and state that the Plan is to encourage the improvement of health, safety, convenience and welfare of citizens and to plan for the future development of the community. Indiana Code 36-7-4-201 states that communities are encouraged to go through the Comprehensive Plan process to ensure that 1) highway systems are carefully planned; 2) that any new communities grow only with adequate public way, utility, health, educational, and recreational facilities; 3) that the needs of agriculture, industry, and business be recognized in future growth; 4) that residential areas provide healthful surroundings for family life; and 5) that the growth of the community is commensurate with and promotive of the efficient and economical use of public lands.

Under Indiana law, a comprehensive plan is required for a community to establish and enforce a zoning ordinance. Zoning ordinances are the community's protection of property owners against incompatible, unsightly or otherwise undesirable land uses.

I.C. 36-7-4-601 further emphasizes the importance of the Comprehensive Plan in the development of the zoning ordinances when it states "no zoning ordinance may be adopted until a Comprehensive Plan has been approved for the jurisdiction under the 500 series of this chapter."

• What Area Does The Plan Cover?

I.C. 36-7-4-205 gives the Sellersburg Plan Commission the option of covering not only the corporate limits of Sellersburg, Indiana but also any contiguous unincorporated area up to two miles from the corporate boundaries that are not subject to the jurisdiction of other municipal Plan Commissions. The Sellersburg Plan Commission has determined that this Comprehensive Plan includes the corporate boundaries of Sellersburg plus all unincorporated Clark County land two miles from the Corporate boundary.
What Is In The Plan?

The plan consists of five sections:

1. Preface
2. How to Use the Plan
3. Introduction to Sellersburg
4. Goals and Objectives
5. Guidelines
6. Appendix

The Preface sets the context of the Plan. It answers the who, what, where, when, and why questions.

The How to Use the Plan Section explains how the Plan may be utilized in future land use decision-making for the Town.

The Introduction to Sellersburg gives a brief history of governance in Sellersburg and provides a framework for the Comprehensive Plan.

The Goals and Objectives are statements concerning the end results intended to be achieved through the use of the Comprehensive Plan. The broad statements are further refined by the Guidelines.

The next section, Guidelines, contains a series of statements that provide guidance for decisions and actions concerning use of land. The Guidelines are a contemporary interpretation and extensive refinement of the Goals and Objectives. They are a response to a number of current community issues, problems and opportunities.

The Guidelines Section is the key section of the Plan. Future proposals for changes in the way land is used will be reviewed against the Guidelines to determine whether they are in agreement with the Plan.

Although each guideline may address separate issues and topics, when taken together, they direct the future course of the community in terms of the use of land and related concerns.
The Appendix contains a "Glossary" which provides explanation of technical terms used in the plan and is also intended to be the location for addenda added after adoption of the plan.

**Why Does The Plan Contain What It Does?**

The Plan satisfies certain community needs and legal requirements.

Community needs are embodied in legal requirements; therefore legal requirements, i.e., the Indiana Code, are used here as the framework for discussing Plan content.

Indiana Code, Title 36 (I.C. 36) encourages the development of a Comprehensive Plan and sets forth a number of requirements for such a Plan including:

1. I.C. 36-7-4-201 encourages the establishment of a Plan Commission to "improve the health, safety, convenience and welfare of their citizens and to plan for future development of their communities."

2. I.C. 36-7-4-205 states that "a municipal Plan Commission shall adopt a Comprehensive Plan, as provided for under the 500 series of the advisory planning law, for the development of the municipality and the contiguous unincorporated area."

Thus the statute requires preparation of a Comprehensive Plan by the Plan Commission. The Plan is intended to benefit the community by better assuring appropriate land use relationships.

3. I.C. 36-7-4-501 states that "a Comprehensive Plan shall be approved by resolution in accordance with the 500 series for the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development. The Plan Commission shall prepare the Comprehensive Plan."
4. I.C. 36-7-4-502 states that "a Comprehensive Plan must contain at least the following 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."

5. I.C. 36-7-4-504 describes the intended use of the Comprehensive Plan following its adoption by stating that where the Plan is in effect the governmental entity "shall give consideration to the general policy and pattern of development set out in the Comprehensive Plan in the:

(1) authorization, acceptance, or construction of water mains, sewers, connections, facilities, or utilities;

(2) authorization, construction, alteration, or abandonment of public ways, public places, public lands, public structures, or public utilities; and

(3) adoption, amendment, or repeal of zoning ordinances (including zone maps), subdivision control ordinances, historic preservation ordinances and other land use ordinances."

The ability of a community to control its development through zoning ordinances, subdivision regulations, historic preservation ordinances, and other related ordinances is therefore dependent upon the development of a Comprehensive Plan which gives guidance to those further actions.
How Was The Plan Approved?

I.C. 36-7-4-508 identifies the responsibility of the Plan Commission which, "may approve the Comprehensive Plan and upon approval shall certify it" to the Sellersburg Town Council.

On August 24, 1992, the Sellersburg Town Council engaged the services of a planning firm, The Corradino Group of Jeffersonville, Indiana, to assist in the preparation of this and related documents. Over the following months the Sellersburg Plan Commission, Town Council, and other groups of interested parties met frequently to develop this document which was presented for public inspection and comment on June 15, 1993.

I.C. 36-7-5-509 describes the final step in the approval of such a plan by stating: "after certification of the Comprehensive Plan, the legislative body (Town Council) may adopt a resolution approving, rejecting, or amending the plan."
How To Use The Plan

Although most land in Sellersburg is privately owned, the entire community has a stake in how it is used. The health, safety, and welfare of all our citizens are affected by the use of land. Access for fire trucks to a piece of property, conservation of energy, traffic movement, neighborhood preservation, employment levels, protection from flooding, levels of air and water pollution, utility bills, housing costs, disposal of our waste, preservation of our history, convenience to work, shopping and recreation - all of these and many other factors relate to the use of our land. The key to managing the land and its future development in Sellersburg is the Comprehensive Plan.

• Overview Of The Plan

The Comprehensive Plan is a framework and guide for land use regulation, development actions, and decisions. The plan is a prerequisite in Indiana for establishment of a zoning ordinance. It serves as the legal basis under Indiana code for determination of questions and issues regarding:

- Definition of zoning districts
- Recommendations on zoning changes
- Development of subdivision regulations.

An officially adopted comprehensive plan is required under Indiana Code for a community to adopt a Unified Zoning Ordinance. The Comprehensive Plan for Sellersburg will be used by the Plan Commission as required under Indiana law. It satisfies specific Indiana Code legislation regarding infrastructure and community development issues, and finally it provides a series of statements, principles and guidelines that will serve to guide Sellersburg's growth in years to come.

The following sections review key points about the Comprehensive Plan.
Review Of Land Use Change Proposals

Prior to approval of requests for changes in land use by the Plan Commission, it must be found that the proposed changes are in agreement with the Comprehensive Plan.

Specifically, to determine whether a proposed land use change is in agreement with the plan, appropriate guidelines in the plan must be reviewed.

Not all guidelines apply in each case.

The first figure lists guidelines to be reviewed for all types of land uses. The second figure lists guidelines to be reviewed for all land uses under special circumstances. Figures 3-5 list guidelines to be reviewed for specific land uses: residential industrial, commercial, office space, transportation, utilities, and community facilities.

To use the Plan, appropriate land uses and circumstances must be located on the charts. Applicable guidelines are listed after each land use and circumstance. Only those guidelines listed in the "guidelines to be reviewed" column will be used in the evaluation of land use change proposals. The letter preceding each guideline identifies the topic area in the Guidelines Section. The following codes are used:

- E - Environment
- U - Utilities
- T - Transportation
- R - Residential
- I - Industrial
- C - Commercial
- O - Office Space
- F - Community Facilities
- G - Government

For example, R5 is guideline number 5 in the residential area.

Once applicable guidelines are identified, it is necessary to determine whether the land use change is in agreement with the guideline. The nature of these determinations will vary. If a guideline states that high density residential development is appropriate only on or near an arterial (major) road, and if a proposal for high density development is on an arterial road, then a finding of agreement with the guideline is clear. If a proposal does
not agree with an applicable guideline, the people making the proposal might be required to take appropriate corrective action.

After a land use change proposal has been reviewed against each applicable guideline, and the people making the proposal have taken action to conform to the guidelines in question, a finding of agreement or non-agreement with the plan can be made. For a proposal to be in agreement with the plan, it should normally be in agreement with all applicable guidelines. Violation of any applicable guideline will typically constitute sufficient reason to find the proposed land use change not in agreement with the plan.

There may be exceptions to this rule. A proposal may be in violation of a guideline but still in agreement with the plan when:

1. All feasible and practical methods have been exhausted for bringing the proposal into conformance with an applicable guideline.
2. The overall intent of the plan is followed.
3. The proposal does not substantially violate the applicable guideline or the negative impact of the proposal on the community is minimal or nonexistent.

As stated previously, the primary purpose of the plan is to guide land use development in Sellersburg. In particular, the plan is used to determine approval of requested zoning changes. For example, if a developer wishes to build a gas station on a lot zoned residential, he must get a building permit. He cannot get a building permit unless the lot is zoned commercial. So, he must apply for a zoning change, or an exception to the current zoning. He can apply directly to the Plan Commission or to the Board of Zoning Appeals. Approval or rejection of the developer's proposed land use change is based on the conformance of the proposed change with the guidelines in the plan. However, as discussed below, there are exceptions. The guiding rule is that the proposal does not "substantially" violate an applicable guideline or the impact of the proposal on the community is minimal or non-existent.
Understanding The Policies

The Comprehensive Plan serves as a guide for land use planning and management and development actions and decisions. The specific "tools" of the planning process are subdivision regulations and zoning ordinances. Following the adoption of a Comprehensive Plan, the Plan Commission may be directed to develop and certify a set of subdivision regulations and zoning ordinances. These ordinances and regulations must then be approved by the Town Council.

Subdivision Regulations

The Plan Commission must develop and certify the Subdivision Regulations and the Town Council may then adopt, amend, or reject these recommendations. Following adoption the Plan Commission has sole power to enforce Subdivision Regulations. These regulations are the rules under which property owners may divide tracts of land. They cover factors such as design of streets, building locations, and required physical improvements to the land. They are intended to protect the property owner from inadequate services essential to the use of the property and to protect the community from excessive costs of improperly constructed facilities. The Plan Commission must review and approve any subdivision of land in Sellersburg.

I.C. 36-7-4-900 states that all subdivision regulations shall be based on the Comprehensive Plan. It also says that all proposals for public facilities, including sewer, water, roads, etc., shall take the Comprehensive Plan into consideration.

Zoning Ordinances

Perhaps the most widely known Plan Commission authority is the right to divide the Town into zones and regulate land use activities and characteristics in these zoning districts.

Zoning Ordinances define what land uses can legally exist in each district. They also place various controls on these land uses such as height, yard requirements, parking, lot size and so on. Their purpose is to promote public health, safety and welfare and to facilitate orderly and harmonious development and redevelopment.

The Plan Commission serves in an advisory capacity to the Town Council for zoning map amendments (zoning changes). All zoning change requests come before the Commission
for a public hearing and Commission recommendation, but the final authority on zoning rests with the Town Council. The Commission also serves in an advisory capacity for zoning regulation changes.

Indiana Code 36-7-4-900 also authorizes creation of the Board of Zoning Appeals (BZA). The BZA has several authorities and duties, such as issuance of Conditional Use Permits. Certain land uses are unusual and exceptional, such as landfills, hospitals, and airports, and they are permitted only after review and approval of a Conditional Use Permit.

Like the Plan Commission and legislative bodies, the Board of Zoning Appeals is also required to consider the Comprehensive Plan for guidance on land use decisions. The Zoning District Regulations allow the BZA to approve conditional uses, variances, and special uses, among others, only if the proposal will not have an adverse effect on the public interest; a literal enforcement of the zoning ordinance would result in unnecessary hardship; and the spirit of the zoning ordinance is observed, and thus the proposal is not in conflict with elements and objectives of the Comprehensive Plan, and will not adversely affect the public health, safety, and morals, and the general welfare.

**Other Plan Uses**

Obviously, the Plan guides land owners in Sellersburg. If land owners want to use their land in a new way, they need to identify the zoning district in which the property is located, and whether the zoning regulations allow the development of the proposed land use. If not, the owner needs to look at what the Comprehensive Plan says concerning the property, since a change in zoning must be in agreement with the Plan.

The land owner may individually develop a new land use or may team up with or provide an option to other people or businesses to develop the land. This partnership, agreement, or contract may involve any of a number of actors: market analysts to consider economic feasibility of the development; financial institutions to fund the development; prospective tenants for the development; surveyors to measure and map the layout of the land; planners and engineers to plan and design the development; architects to design the buildings; attorneys to represent the various interests in the development; businesses to prepare the land by putting in streets and utilities; builders to put up the structures; and so on. Along with the land owner, each of these people or firms have reason to analyze what the Comprehensive Plan says about a particular piece of property being considered for development, or for that matter, what the Plan says about all property in Sellersburg. The
Plan may on occasion, or quite frequently, guide any number of decisions made by these developers.

Since zoning must be in agreement with the Plan, the Plan is an obvious guide for the applicant in a zoning change request. An applicant can only improve the chances for a favorable decision by the Plan Commission and legislative body if the applicant and others in favor of the zoning change concisely explain how the request for zoning is in agreement with the Plan. On the other side of the coin, opponents can better the chances for denial if they clearly present how the proposal does not agree with the Plan. The Plan is therefore an important guide to both proponents and opponents in zoning cases. This is true for other land use decisions that relate to the Plan such as Conditional Use Permits, special uses, variances, etc.
### FIGURE A-1
LAND USE

<table>
<thead>
<tr>
<th>Land Use Category</th>
<th>Guidelines to Be Reviewed</th>
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<tr>
<td>APPLICABLE TO: ALL LAND USES</td>
<td>L-1 Define boundaries</td>
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<td></td>
<td>L-2 Retain grid pattern</td>
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<td>L-3 Preserve presence of agriculture</td>
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<td>R-1 Protect neighborhoods</td>
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<td></td>
<td>I-8 Prime industrial sites</td>
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<td>T-1 Efficient transportation system</td>
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<td>T-2 Adequate street facilities</td>
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<td>T-3 Location of high intensity uses</td>
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<td>T-4 Preserve through traffic capacity</td>
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<td>T-5 Internal circulation</td>
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<td>T-8 Pedestrian movement</td>
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<td>T-9 Off-street parking/loading</td>
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<td>F-8 Adequate fire protection</td>
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<td>U-1 Existing utilities</td>
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<td>U-3 Adequate sewage treatment</td>
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<td>Guidelines to Be Reviewed</td>
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<td>E-1  Environmental limitations</td>
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<td>E-2  Floodway</td>
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<td>E-4  Access in floodplain</td>
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<td>E-10 12% or greater slopes</td>
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<td>E-20 Maintenance of flood control</td>
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<td>E-11 Unstable or wet soils</td>
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<td>E-17 Noise sensitive uses</td>
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**APPLICABLE IF:**

- In or near 100-year floodplain
- Site has slopes over 12%
- Site has soil problems
- Site has major noise problems
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<td>Proposal will affect an historic place</td>
<td>E-18 Historic Preservation</td>
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<td>E-23 Preservation of historic districts</td>
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<td>R-13 Historic area architecture</td>
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<td>Land Use Categories and Special Circumstances</td>
<td>Guidelines To Be Reviewed</td>
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<tr>
<td>APPLICABLE TO: ALL RESIDENTIAL</td>
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<td>R-2 Housing Redevelopment</td>
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<td>R-3 Buffering</td>
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<td>R-4 Size, Scale</td>
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<td>R-5 Compatible Densities</td>
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<td>R-6 Density Categories</td>
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<td>R-7 Low Density</td>
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<td>R-8 Medium Density</td>
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<td>R-9 High Density</td>
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<td>R-10 Floodway</td>
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<td>R-11 Design</td>
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<td>R-12 Mixture of Housing Types</td>
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<td>R-14 Mobile Homes</td>
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<td>APPLICABLE IF: Mobile Homes</td>
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<td>I-1 Industrial Subdivision</td>
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<td>I-2 Design</td>
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<td>I-3 Nuisances</td>
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<td>I-4 Hazardous and Offensive Uses</td>
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<td>I-5 Next to Residential/Mixed Use, Expansion</td>
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<td>I-7 Air Emissions, Waste Water and Solid Wastes</td>
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<td>I-9 Incentives to Low Income Employers</td>
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<td>E-12 Groundwater Protection</td>
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<td><strong>APPLICABLE IF:</strong> Landfill</td>
<td>E-15 Direct Air Pollution Source</td>
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<td>Proposal Near Airport</td>
<td>E-16 Landfill Location Criteria</td>
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<td>I-6 Airport Location</td>
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<td><strong>APPLICABLE TO:</strong> ALL COMMERCIAL</td>
<td>C-1 Location</td>
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# FIGURE A-2

## SPECIFIC LAND USES

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Chapter 1: Introduction to Sellersburg

Sellersburg, Indiana, is a classic story of cities and towns in post-industrial America. Like every other settlement from the beginning of the Nineteenth Century on, Sellersburg developed through the complex interaction of broad economic, social, technological, political, and geographical forces. Its topography, transportation linkages, economic base, proximity to markets, population, technological sophistication, and numerous other factors made it unique.

But these were far from the only forces shaping Sellersburg's development. Its pattern of governance -- from the formal structure and powers of its governing bodies to the broader character of its decision-making process -- helped make Sellersburg what it is today as surely as its land and people.

In many larger communities, the process of governance is highly complex, and government is expected to provide a broad range of public services. In many smaller places, governance is often simpler and less formal, and many services are provided through private channels. Whatever the case, however, the process of governance has grown increasingly complex over time.

One consequence of this complexity has been the demand for some planning mechanism to ensure the community's orderly growth. This does not mean that community planning is a new idea, nor that it necessarily begins with government. Most American cities and towns were laid out by private speculators for their own financial gain. Even after local government was well established, private interests continued to dominate the growth process.

Today, however, nearly every American municipality has a formal planning process, rooted in state laws and local ordinances. But the tension between public and private interests remains a central element in community planning and governance: Sellersburg is no exception.
The first such community to benefit from a new road system was Hamburg. Located at the intersection of the New Albany and Charlestown Road and the Jeffersonville and Salem Road, it was laid out in 1837 by Abram Littell and Thomas Cunningham. Because of its position at a key intersection, it soon became a communication and trade center and site of Silver Creek's first post office.

But just as its position on a major transportation artery gave Hamburg life, another transportation innovation ended its growth. In 1846, the Indiana legislature authorized the Jeffersonville Railroad Company to build a line from Jeffersonville to Columbus, where it would connect with the Madison & Indianapolis and continue onto the state's capital. (The two railroads later merged to form the Jeffersonville, Madison & Indianapolis Railroad). When the railroad laid its tracks more than a mile to the east, Hamburg's fate was sealed.

**Riding the tide of frontier opportunity**

The decision to build the area's first railroad created a new opportunity for Moses Sellers and John Hill, owners of a large tract at the intersection of the Utica and Salem and the New Albany and Charlestown roads. Shortly after the railroad's incorporation, the two men platted an irregularly-shaped village called "Sellersburgh."

Speaking of its unusual shape, one writer said, "Sellersburg resembles a box twisted and squeezed together." Another described the village as "an isosceles triangle pressed together from its base."

Whatever irregularities in shape or name, Sellersburg developed a flourishing economy with completion of the railroad. Moses Sellers became the town's first storekeeper, and his store became the town's first post office in 1852.

The Sellersburg area's chief industry was cement manufacturing. With multiple layers of limestone within easy reach, Clark County was exceptionally well suited for cement production. The railroad opened access to raw materials and provided a means to transport the finished product to market.

The area's first cement mill was built in 1866 by the Falls City Cement Company. In 1869, the Louisville Cement Company purchased a large tract of land on Muddy Fork near the railroad tracks at Petersburg (now Speed). There it built a mill capable of producing 100,000 barrels annually. These mills were vital contributors to Clark County's emergence as one of the nation's leading cement-producing centers.
The industry also contributed significantly to Sellersburg's population growth. By the mid-1880s, the town had an estimated population of 300.

During this early period, Sellersburg's growth was almost entirely privately initiated. Since the town was not incorporated, the primary mechanism of local government was the township. But because it had limited resources, the creation of new public services involved a rudimentary form of public-private cooperation. Education is a case in point.

In 1857, township officials decided to build a new school to accommodate the area's growing population. Sellersburg wanted to host it, but town residents were a minority on the township board of trustees. So in April 1858, when the township leased ground about a mile north of town, townspeople launched a drive to raise funds to build a school and employ a teacher of their own. One citizen donated a lot on which a frame school house was erected.

But as the town grew, township officials recognized that a township-run school was appropriate. So the township secured the building financed by the townspeople and assumed responsibility for its operation.

Sellersburg grew steadily after the Civil War, and by the early 1880s it had begun to outgrow its original boundaries. In January 1883, James S. Ryan platted twelve lots between East Utica Street and the Pennsylvania Railroad (formerly the JM&I) tracks north of Helbig Avenue. A year later, William Harrod laid out a one-block stretch of Maple Street between Utica Street and the cemetery. In September 1889, Barbara Helbig platted seven lots across Helbig Avenue from Ryan's Addition, and the following month John Dietrich recorded a twenty-two lot addition that fronted on the west side of New Albany Street.

Post-Civil War growth spurs incorporation

The settlement had reached another watershed in its governance. Sellersburg's expansion created a need for community improvements that could only be provided by municipal government. The village was incorporated on November 10, 1890. Soon thereafter, the voters elected a three-member board of trustees, a clerk, and a treasurer. The board in turn appointed a marshal.

The original charter has long since been lost, as have town board minutes to 1909. Consequently, it is difficult to determine the board's precise powers or its early accomplishments. Nevertheless, it is clear from other sources that incorporation ushered
in a new era of economic expansion and public improvement. On December 5, 1890, Dietrich recorded another subdivision along Paradise Avenue between East Utica and the railroad tracks. In July 1912, the town board annexed Scheller Park Subdivision, located west of what is now Highway 31.

As the Twentieth Century dawned, a central business district was developing along Utica Street between its intersection with New Albany Street and the railroad tracks. Meanwhile, the cement industry continued to dominate the industrial economy. By 1900, the Louisville Cement Company mill was the largest natural cement producer in the nation. In 1905, when the development of Portland cement cut the demand for natural cement, the company built a Portland mill. Soon it was a leading producer of the new material.

Growing population and business expansion also created the need for a bank. During the 1890s, merchant J.H. Waters organized the Sellersburg Savings Bank as an adjunct to his dry goods business. When this institution failed in the early Twentieth Century, a group of businessmen formed the Sellersburg State Bank. Opened in 1908, it is today part of the PNC Bank system.

The new century also brought innovations in transportation. In 1904, the Louisville & Southern Indiana Traction Company established interurban connections between Sellersburg and New Albany. Two years later, the town board awarded the Louisville & Northern Railway and Lighting Company a franchise to lay tracks along New Albany and East Utica streets, connecting the town with Jeffersonville and Charlestown. Five years later, the lines were consolidated into the Interstate Public Service Company, which for nearly two decades provided access to most communities between Louisville and Indianapolis.

Along with the interurban came the automobile. While it improved personal mobility, the auto also imposed new demands on the town's budget. In 1911, the town board imposed a five-dollar license tax on all cars and motorcycles operated in the town, and in 1914, the board enacted a special street improvement tax.

Services grow...in number and sophistication

The years between incorporation and 1920 also witnessed numerous improvements in urban services. Within a decade of incorporation, a jail had been erected; a large force pump was installed for fire protection; and concrete sidewalks were laid along Utica and New Albany streets. In 1901, the Cumberland Telephone & Telegraph Company extended lines from Jeffersonville to Sellersburg, and the Sellersburg Independent
Telephone Company established a competing exchange a year later. The Home Telephone Company of Louisville acquired the latter firm in 1903 and the two competitors merged several years later.

Electricity also came in a piecemeal fashion. The Belknap Cement mill (formerly the Falls City Cement Company) installed an electric lighting plant in 1893, and Louisville Cement followed suit in 1905. But these private systems furnished little or no public power. In 1906, when the Louisville & Northern Railway and Lighting Company sought its franchise to lay interurban tracks, the town board approved the application but required the company to provide electricity for local residences and businesses. The firm was still supplying power in 1918, when the voters approved a measure to erect a municipal power plant. But this plan apparently proved unfeasible, for in November 1920 the board executed a contract with Interstate Public Service Company (now PSI Energy) to light the town.

Improvements were not limited to infrastructure. Soon after Sellersburg's 1890 incorporation, the town board created a board of health. In 1914, the health board secretary was authorized to make health inspections and to prescribe the character and location of sanitary features for public buildings. In 1917, the town board authorized construction of a new jail. Located on East Utica near Helbig Avenue, it doubled as a town hall.

For about a decade, Sellersburg also operated a high school. Established about 1901 and located across the street from the present Sellersburg Grade School, it graduated its first senior class in 1902 and operated until 1911.

The years between 1920 and the end of World War II saw considerable population growth and residential development, despite the Great Depression.

- During the 1920s, the population increased a respectable 15 percent, from 915 residents in 1920 to 1,050 in 1930.
- The growth rate slowed somewhat during the Depression; nevertheless, the population stood at 1,121 on the eve of the Second World War.

Growth was especially strong west of US Highway 31 (Indiana Avenue). In the spring of 1927, Mabel Scheller and Clifford Allhands laid out new subdivisions along the present Schellers, Highland, Buchheit, and Allhands avenues. This area was annexed, along with Dietrich's First Addition and Barbara Helbig's Addition, in 1929. Two years later,
Dietrich laid out a Third Addition, now bisected by Highway 31, on a tract bounded by Oak, Spring, and New Albany streets and Highland Avenue.

The Great Depression stalls growth

The Depression halted subdivision development in the neighborhood for a decade, but activity resumed in the early 1940s when William J. Cooper laid out Cooperdale Addition between West Utica and South Streets. Accompanied by a variety of restrictions, which established strict setback lines and regulated the size and value of houses, Cooperdale set the standard for development in the area. Across town, in July 1941, Louis Dold, Sr., subdivided the old Glen Helen Park into fifty-eight small lots. Two years later, John Kahl platted a twenty-six lot addition at the southeast intersection of Fern and Utica streets.

The interwar years also saw the automobile's triumph as the primary mode of personal transportation along with the arrival of another measure of governance. An important stimulant to auto transportation was the Federal Aid Road Act of 1916, which supported construction of US Highway 31 during the 1920s.

In November 1923, the town board set rules and regulations for all motor vehicles operating on town streets. All vehicles were to make a full stop at the intersection of Utica and New Albany streets. Three years later, the board had a four-way stoplight installed at that intersection.

By mid-1941, congestion and speeding had become so severe that the board enacted additional parking and traffic regulations, including a speed limit of twenty miles per hour in town.

...And the decline of transit begins

The automobile also sped the end of the interurban and pulled the town further into service for its citizens. Buffeted by declining patronage, the reorganized Public Service Company of Indiana abandoned its interurban line from Seymour to Louisville in 1939. In early 1940, the town entered into an agreement with the company under which the town removed the firm's tracks at town expense in exchange for several parcels of company property. The town then reconstructed New Albany and Utica streets with asphalt.

To fill the void in public transportation, in July 1940 the town board approved the Southern Indiana Motor Coach Line's application for a certificate from the Indiana Public
Service Commission to operate a bus line from New Albany to Charlestown. Bus service to Jeffersonville and New Albany followed soon thereafter.

Sellersburg's range of municipal services expanded significantly during the Depression.

- In 1930, the town board created the Sellersburg Water Company and gave it a franchise to furnish water for commercial, residential, and industrial purposes.

- Construction of the water works at the intersection of Pennsylvania Street and Highway 31 was completed about three years later.

- In early 1934, the board began exploring construction of a sanitary sewerage system.

- Five years later, with financial help from the federal Works Projects Administration, construction began on the treatment plant, located on the eastern edge of town. The entire project took over four years to complete.

The weakened economy apparently did not daunt the town in meeting a growing need for more sophisticated services. During mid-decade Sellersburg organized a volunteer fire department. In April 1933, the town board enacted a health ordinance designed to prevent the spread of contagious diseases. Among other things, the ordinance empowered the health officer to enter all premises to make sanitary inspections.

**Pent-up demand spurs growth**

Largely because of limited financial resources, war-induced shortages, and lack of new household formation, Sellersburg grew slowly during the Depression and World War II. But the end of the war opened a new period of growth which saw a three-fold increase in the town's population between 1940 and 1970. During the immediate postwar period, a combination of pent-up consumer savings and the baby boom created a strong demand for housing. Construction of the interstate highway system made Sellersburg more accessible to the greater Louisville metropolitan region, drawing new residents and stimulating new housing starts.

This deferred post-Depression, post-WWII growth is most immediately apparent in the population figures.
Between 1940 and 1950, the number of inhabitants rose 48.4 percent, from 1,121 to 1,664.

During the next decade, the figure jumped 60.9 percent, reaching 2,679 in 1960.

The growth rate declined as the baby boom slowed during the 1960s; nevertheless, the population reached 3,177 in 1970, an increase of 17.1 percent over the previous census.

Such growth created a demand for hundreds of new houses, and local developers were poised to meet the need. In August 1945, John Kahl laid out 42 lots near Fern and Utica streets. Ten months later, William J. Ehringer, Jr., platted Ehringer's Subdivision on a tract bounded roughly by West Utica Street, Cooperdale Addition, South Street, and Edgeland Avenue. In December 1951, Ehringer and George F. Haas recorded the plat of Creston Addition, a subdivision of more than 175 lots on a large tract west of South Indiana Avenue.

In 1955, Robert C. Cook platted a 17-lot addition at the intersection of St. Paul Street and Sellers Avenue. In August 1962, James C. Smith and James Bottorff laid out Millview Subdivision, a 35-lot development on West Utica opposite Cooperdale. About two years later, Elliott Phillips recorded the first section of the Hill & Dale Subdivision on a large tract along the west side of Interstate 65. Eight more sections were platted over the next nine years.

Sellersburg's boundaries expanded almost as rapidly as its housing stock after the war. In 1949, the town board annexed Ehringer Subdivision. In September 1951, the town absorbed the land Ehringer and Haas would plat as Creston. Several smaller annexations followed during the 1950s and 1960s, but the largest single annexation occurred in July 1967 when the town board added some 16 parcels lying between West Utica and Dreyer Lane on the north and the edge of Creston and US 31-E on the south.

New commerce follows new housing

Sellersburg's economic base also expanded during peacetime. The Louisville Cement Company underwent extensive modernization, and newer firms such as the Haas Cabinet Company and Sellersburg Stone Company emerged as major employers.
Even more dramatic was expansion of the central business district. The intersection of Utica and New Albany streets remained a major business center for several years. But the direction of growth was steadily westward, first along Utica Street toward Indiana Avenue, and then along the highway itself.

Accompanying the transformation of the business district was the emergence of new commercial centers. Especially notable was Silver Creek Plaza, opened about 1960 at US 31-E and Pennsylvania near the water works. Housing a supermarket, several small retail businesses, and a bowling establishment, Silver Creek Plaza was symptomatic of the commercial dispersion that affected thousands of communities during the postwar era.

Another stimulus of growth was Interstate 65. With a major interchange at Highway 31, the superhighway removed much intercity traffic from Indiana Avenue and fostered new business development along South Indiana Avenue. For many businesses, however, it soon became clear that the interstate carried traffic in both directions. As Clarksville's regional commercial center evolved during the 1960s and 1970s, many Sellersburg businesses found competition increasingly difficult, and several ceased operations.

...With new service demand right behind

Postwar growth strained existing municipal services and demanded new ones. New subdivisions required extension of water and sewer mains, which taxed the capacity of both the water pumping station and the sewerage treatment plant. In 1958, with financial help from the fire department, the board authorized construction of a new town hall and garage at 316 East Utica Street.

It was only a matter of time before Sellersburg's postwar boom outstripped the town's ability to govern. In 1960, to promote orderly growth, the board enacted an ordinance creating a seven-member Sellersburg Town Plan Commission and authorized it to prepare the first comprehensive plan for land use in the history of the community. The following year, the commission completed its work and the town board adopted its first zoning and subdivision control ordinances.

Land-use regulations were not the only targets for modernization. At the same time the Town Plan Commission began its work, the town board initiated plans to improve the sewerage and water systems. In January 1961, the body authorized a $480,000 bond issue to expand the water works and followed in December 1962 with a $140,000 sewer treatment bond issue. In 1965, to improve street maintenance and assure
• In 1972, George Hinton and John Miller platted the first section of Allentown Subdivision at St. Joe Road and Allentown Road.

• During the same period, William J. Ehringer, Jr., and the Sellersburg Stone Company developed Forrest Estates along Interstate 65 south of Creston.

• In 1973, the Clark County Plan Commission approved the first section of Dreyer Estates, located north of town behind Silver Creek Junior High School. A second section followed four years later.

• Growth in the vicinity of St. Joe Road and Allentown Road continued into the 1980s.

• A major addition to the town's population and area came in 1984 when Sellersburg annexed Hill & Dale, Forrest Estates, and a large area along Interstate 65 south of Hamburg.

The most dramatic annexation battle in Sellersburg's history began in 1988 when Clarksville extended its boundary into Silver Creek Township and absorbed a large portion of Hamburg. Upon completing this maneuver, Clarksville moved to annex several adjoining tracts, which would limit Sellersburg's movement southward. Sellersburg responded by attempting to annex portions of the same area, along with a large expanse of land on the town's southwestern fringe.

The annexation dispute between Sellersburg and Clarksville wound up in court, and a lengthy legal fight seemed likely. But in early 1990, officials of both towns began searching for a compromise. The solution was an interlocal agreement recognizing Clarksville's initial annexation and Sellersburg's annexation west of State Road 311. The parties also suspended efforts to annex major disputed territories and agreed not to attempt further annexation for ten years. The impact of these annexations is apparent in 1990 census figures, which place the 1990 population of Sellersburg at 5,745, a 78.9 percent increase over 1980.

Accompanying Sellersburg's economic transformation and physical expansion were several improvements in transportation and public services. These advances reflected the town's growing participation in the larger metropolitan region.
Most recent enhancements were initiated by local leaders, especially the town board. Downtown Sellersburg’s appearance improved in May 1983 with completion of Wilkerson Park at the corner of Utica and New Albany streets. It honors the late Thomas Wilkerson, a member of the town board at the time of his death.

While many recent improvements in Sellersburg’s infrastructure were primarily the work of local leadership, others resulted significantly from outside forces, both public and private. Examples of the latter include the Clark County Airport, developed by the Clark County Aviation Board; the Indiana State Police Post; the Region 13 campus of Indiana Vocational Technical College; and, the Sellersburg Library, established as a branch of the Charlestown-Clark County Public Library system.

In 1987, the board was expanded to five members. This body immediately addressed several pressing problems.

- In the area of transportation, it sponsored improvements to Bean Road and Prather Lane, which provided better truck access to major industries.

- To build the town’s economic base, the board created the Sellersburg Economic Development Commission.

- To promote downtown revitalization, it established a Main Street program in cooperation with the Indiana Department of Commerce.

- While working on the compromise to break the annexation logjam, the Sellersburg and Clarksville town boards agreed to split the local share of a water tower to serve Hamburg.

The town board also has extended sewers to Hamburg and Speed and completed construction of a new waste water treatment plant on Bean Road. This resulted in cancellation of the state-mandated sewer tap-on ban.

Since the mid-1980s, the Sellersburg area has seen little new residential construction. Nevertheless, the growth which has occurred over the past three decades has made the Sellersburg of today a much different place from what it was more than 30 years ago, when the first comprehensive plan was adopted.
Getting positioned for new, orderly growth

At least four major infrastructure or policy dynamics presage a new era of growth and development for Sellersburg.

- The town's changing economic environment.
- The pending modernization of Interstate 65 from Louisville north nine miles to Exit 9.
- The prospect of a new bridge across the Ohio River, possibly to the Snyder Freeway.
- The probability of a new burst of residential and business starts following cancellation of the sewer tap-on ban.

This new Comprehensive Plan provides the Sellersburg Town Board, the Sellersburg Plan Commission, and other public and private sector leaders with a blueprint for managing the forces of change and a vision for guiding the community into the Twenty-first Century.
Chapter 2: Goals and Objectives

• Sellersburg Goal

Sellersburg desires to strengthen its feeling of community, to remain a place that residents are proud to call home, and where opportunities exist for all generations. Sellersburg wants to retain its family-oriented values and preserve the hometown qualities which have characterized Sellersburg for five generations.

Objective 1: Plan a founder's day celebration marking Sellersburg's sesquicentennial on May 11, 1996.

Objective 2: Preserve historic community structures such as churches and schools which define Sellersburg's cultural heritage.

• Overall Land Use Development Goal

Sellersburg wants development to occur in a planned and orderly manner such that the predominate residential character of the community defines the Town as a place to live, and the community's boundaries are well-defined such that all will know when they enter the community.

Objective 1: Encourage residential growth to develop in designated areas.

Objective 2: Allow existing and new convenience goods and services to provide for the community's daily commercial needs.

Objective 3: Create gateways into the community by using urban design techniques such as plantings, landscaping, lighting, signage, and paving.
Objective 2: Maintain the architectural integrity of existing neighborhoods.

a) Inventory the existing housing stock to ascertain the styles of houses present and the era in which houses were built.

b) Take measures to preserve historical structures which have been identified by the Historic Landmarks Foundation of Indiana.

c) Ensure that infill housing constructed in older neighborhoods is built with the same scale, mass, and height as existing structures.

Objective 3: Encourage the development of new affordable housing.

a) Encourage the development of a wide range of housing including low-cost, medium and upper medium single-family units, and low to moderate income apartments.

b) Higher density cluster housing (not to exceed 12 units per acre) can be developed at lower costs than single units per 1 acre lots.

**Commercial Goal**

Sellersburg wants to maintain primarily supportive commercial development to meet the day to day convenience goods and services needs of residents.

Objective 1: Locate local commercial enterprises in existing commercial structures.

Objective 2: Locate local commercial enterprises in structures compatible with the surrounding residential areas.
Objective 3: Develop local commercial establishments on well-designed sites with appropriate access points, adequate off-street parking, adequate landscaping, and appropriate signage.

Objective 4: Encourage only convenience goods and services to locate in Sellersburg rather than regional development which would alter the community's residential character and increase traffic.

**Office Development Goal**

Sellersburg wants office space that is supportive of the personal service needs and predominantly residential character of the community.

Objective 1: Locate office uses in existing sound commercial structures.

Objective 2: Locate office uses in structures compatible with surrounding residential areas.

Objective 3: Locate office uses in integrated developments with unified access points, adequate shared off-street parking, adequate landscaping, and appropriate signage.

Objective 4: Locate professional and governmental office uses primarily in the downtown area in order to redefine and redevelop the downtown as a community focal point.

Objective 5: Encourage only personal service and professional offices to locate in Sellersburg rather than regional employment centers (major office complexes) which would alter the residential character of Sellersburg.
**Industrial Goal**

Sellersburg desires light industry that will provide jobs for its residents, that is environmentally sensitive, and is well-designed.

Objective 1: Encourage the development of industrial sites designed with planned industrial park concepts: adequate landscaping; screening of goods delivery, service areas, and loading docks; enclosed material storage and handling; adequate off-street parking and vehicle maneuvering areas which are hidden from public view; internal circulation systems; and appropriate signage.

Objective 2: Encourage the development of industrial structures that are sensitively designed and sited to conform with the topography, vegetation, colors, and textures of the surrounding landscape.

Objective 3: Encourage only light industry which primarily employs from the local labor force rather than heavy industry and major regional employers.

**Community Facilities Goal**

Sellersburg wants to accommodate the community's future facility needs.

Objective 1: Secure the funds and locate a site on which to build a town hall.

Objective 2: Secure the funds and locate a site on which to build a community center.

Objective 3: Assess the current and future needs of the public library and begin planning for additional space and parking.

Objective 4: Maintain and upgrade existing parks.

Objective 5: Begin planning sites, acquisition, development and maintenance budgets to place new parks in residential growth areas.
Objective 6: Assess the conditions and capacities of public school buildings. Begin planning new buildings and/or additions.

Objective 7: Procure land for new school facilities in residential growth areas.

Objective 8: Assess the community's current and future fire protection needs and begin planning for future residential, commercial, and industrial growth areas.

Objective 9: Determine the needs of Sellersburg's senior citizen population.
   a) Senior citizens may require special transportation services.
   b) Senior citizens may require special medical services.
   c) Senior citizens may require daytime activities and a community meeting place.
   d) Senior citizens may require that meals be provided to them.
   e) Senior citizens may require financial assistance in maintaining and repairing their property and appliances.
   f) Senior citizens may require financial assistance to pay for utilities.

Objective 10: Assess the population's child care needs.
   a) Working parents may need nearby child care facilities.
   b) Assess the number of single-parent families in Sellersburg.
Transportation Goal

Sellersburg wants to improve its transportation system to alleviate traffic congestion and to correct high accident areas.

Objective 1: Provide turning lanes at intersections.

Objective 2: Construct an additional east/west access road.

Objective 3: Ensure that roads have adequate capacity to accommodate traffic generated by new development.

Objective 4: Find ways to route truck traffic around Sellersburg.

Objective 5: Improve site distance and pavement markings at problem intersections to reduce the number of accidents.

Objective 6: Determine the adequacy of 311 to accommodate additional traffic generated by new development and a new bridge over the Ohio River.

Infrastructure Goal

Sellersburg wants to ensure that the community's infrastructure is adequate to accommodate the needs of development at the time of occupancy.

Objective 1: Ensure that the capacity of roads and streets used by residents, patrons, and employees have the capacity to accommodate traffic generated by the development.

Objective 2: Allow new development to occur only where city water is provided.

Objective 3: Allow new development only in areas with easy access to sanitary sewer trunk lines which have the capacity to handle the additional waste water generated.
Economic Goal

Sellersburg wants to carefully integrate industrial, retail, and office employment to stimulate the local economy.

Objective 1: Provide jobs for those who live in the immediate area.

Objective 2: Give young people economic opportunities which will induce them to remain in the community.

Objective 3: Encourage economic development which protects the community's predominantly residential character.

Environmental Goal

Sellersburg wants to create community awareness and sensitivity to environmental conditions and take measures to avoid creating or intensifying environmental degradation.

Objective 1: Follow environmental criteria when approving developments.

a) Storm water drainage site plans must be submitted for development proposals which affect five or more acres.

b) Place new developments outside the 100-year flood plains.

c) Enforce erosion control measures on development sites.

d) Communicate with the Clark County Soil Conservation Service to reduce non-point agricultural runoff and erosion.

e) Ensure that new development is designed, where possible, to use a natural stormwater drainage systems and to minimize sedimentation and erosion which contributes to flooding downstream.

f) Develop a recycling program.
Cultural Goal

Sellersburg wants to protect the community's unique cultural heritage and historic resources in order to enhance and maintain a strong community identity.

Objective 1: Preserve the community's cultural heritage such as annual events, family and church histories, and chronicles of significant historic events.

Objective 2: Preserve the community's historic resources such as structures.
Chapter 3: Land Use

This chapter serves as a framework for making future land use decisions. Indiana Code 36-7-4-502 states that "a Comprehensive Plan must contain a statement of policy for the land use development of the jurisdiction." The guidelines in this chapter should be referenced during application of the Zoning Ordinance and the Subdivision Regulations in order to evaluate how these regulations are consistent with the Comprehensive Plan.

As the following maps illustrate (Figure 3-1), a good mix of land uses is present in Sellersburg. Discussions with the Plan Commission revealed that a residential community was desired. Commercial and industrial uses could be supportive of the residential population rather than serving the region. A downtown core will be established along Utica Pike and SR 311. This area will contain retail and office space in a pedestrian environment, re-establishing downtown as a focal point. The future land use map (Figure 3-2) illustrates the general land use categories envisioned for the future.

Surrounding the I-65/SR 311 interchange will be a highway commercial area, providing space for gas stations, fast food restaurants, and other uses for the interstate traveler. Last, the area northwest of the town will be designated as future residential. This is in line with the adjoining subdivisions, such as Hill & Dale. The following guidelines will set the policy for future land use decisions and should be referenced as such.

*General Land Use Guidelines*

L-1 Define the boundaries of Sellersburg and enhance the sense of community.

a) Create a strong edge which delineates Sellersburg from Clarksville and other developed areas outside Sellersburg. This can be accomplished through special plantings, signage, urban design, and creating gateways using a combination of these elements.

b) Create a special and unique sense of place by establishing a thematic design and form through the use of niches, placemakers, and landmarks in Sellersburg. Sellersburg's industrial heritage is one example of a theme which could be expanded to create a coherent identity.
Guideline application: All land uses.

Intent: To enhance Sellersburg's community identity and sense of place. To augment community pride. To make Sellersburg a desirable place in which to live and work in order to help maintain the generational character which has defined Sellersburg since it was founded.

L-2 Retain the grid pattern of development.

a) The grid pattern allows newer development to be more easily connected to older development which helps to define the community's identity and boundaries.

b) New and proposed subdivisions can be more easily linked by streets developed in a grid system. This facilitates ease of access from outlying subdivisions to the community's central core. This in turn saves travel time, energy, and facilitates the use of Sellersburg services located downtown rather than in another community.

c) Cul-de-sacs tend to isolate subdivisions from the central community and from other neighborhoods. The use of cul-de-sacs tends to dilute the sense of community. Developments with cul-de-sacs are also more expensive for the community in the long term since additional streets and storm sewers must be constructed around subdivisions with cul-de-sacs in order for new construction to occur.

Guideline application: All land uses, especially residential.

Intent: To facilitate ease of travel, sense of community, and reduce costs related to infrastructure expansion and time and energy associated with travel.

L-3 Preserve the presence of agriculture as a viable economic activity as well as the scenery of the rural landscape.

a) Agricultural activities and landscape help define the edges of a community through the greenbelt principle. Greenbelts provide both scenic beauty for communities as well as define boundaries between communities.

b) Urban sprawl and strip commercial development destroy the scenic beauty of the rural landscape which people often seek as an amenity.
TOWN OF SELLERSBURG, INDIANA
EXISTING LAND USE
TOWN OF SELLERSBURG, INDIANA
FUTURE LAND USE

Figure 3-2a
Rural edges help define boundaries and provide opportunities to create gateways into communities. Clustering development behind tree stands and hillocks reduces the negative impact of development on the landscape as well as reduces the costs incurred by constructing roads and infrastructure to new development.

c) Land trusts, agricultural districts and scenic easements are a few techniques which are used in retaining active farmland and the scenic qualities around communities.

**Guideline application:** All land uses.

**Residential Guidelines**

R-1 Protect residential neighborhoods from adverse impacts of proposed development and land use changes.

**Guideline application:** All land uses.

**Intent:** To protect people's living environment. To ensure that new land uses are not detrimental to residential areas. To maintain or strengthen the stability of neighborhoods and to prevent additional problems for deteriorating neighborhoods. To recognize the vulnerability of residential areas to certain adverse impacts.

This guideline does not mean that non-residential land uses are automatically inappropriate in residential areas, nor does it mean that discriminatory practices towards any group of people are acceptable. Rather, it raises a primary concern of the plan—neighborhood preservation and regeneration.

R-2 Create housing redevelopment, rehabilitation, and reinvestment opportunities in older and declining neighborhoods.

**Guideline application:** All residential.

**Intent:** To promote redevelopment of neighborhoods and preserve housing.

Examples of techniques that can be used to create neighborhood preservation and redevelopment include:

a) Incentives through zoning and other land use regulations;
b) Financial assistance through public and private institutions;
c) Land assembly and improvement for new construction;
d) Historical and architectural designation;
e) Innovative building design to fit oddly shaped or narrow lots;
f) Adaptive reuse of existing buildings and underutilized land; and
g) Improved public services.

Existing neighborhoods and housing are a valuable and irreplaceable resource. Rehabilitation of sound housing is preferable to demolition.

R-3 Provide adequate buffering, screening, or other techniques that mitigate nuisances when a residential development will be next to a land use that produces nuisances.

**Guideline application:** All residential.

**Intent:** To protect people's living environment. To ensure that new residential development is not adversely affected by adjacent land uses.

Nuisances to be mitigated include:

a) Automobile lights, outdoor lighting, or illuminated signs;
b) Loud noises;
c) Vibrations;
d) Dust or dirt;
e) Smoke, vehicular exhaust, noxious fumes, and odors;
f) Litter or junk;
g) Outdoor storage, parking, or other unsightly areas; and
h) Loss of privacy for potential residents.

Techniques to mitigate nuisances include:

a) Buffering and screening such as fences, walls, or other physical barriers, vegetation or physical separation; and
b) Building design and orientation, including appropriate placement of windows and balconies.

Appropriate techniques and the extent to which they need to be applied will depend on the nature and magnitude of the nuisances being mitigated and the physical relationship between the residential development and adjacent land uses.

R-4 Avoid residential development that has a significantly different size, height, mass, or scale from adjacent development.

**Guideline application:** All residential.

**Intent:** To prevent high intensity residential development from locating in areas that are inappropriate for that land use. To create a visual transition between adjacent land uses. To ensure compatibility between adjacent areas of differing intensity, size, and land use.

Very intense residential development—usually having a high density—has characteristics preventing location in many areas. Significant changes in scale and size between adjacent developments may be undesirable or incompatible. Residential development of significantly different size, height or
mass to adjacent areas may require special site design, careful building placement, or extensive buffering and screening.

R-5 Develop residential densities that are compatible with adjacent resident areas and other adjacent land uses.

**Guideline application:** All residential.

**Intent:** To ensure a good transition between residential areas of differing densities. To protect existing residential areas from possible adverse impacts of housing development with significantly different densities. To promote successively higher residential densities next to successively higher intensity non-residential land uses.

R-6 Evaluate residential development on the basis of the following net density categories:

<table>
<thead>
<tr>
<th>Density Level</th>
<th>Density Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td>Up to five dwelling units/acre</td>
</tr>
<tr>
<td>Medium</td>
<td>Greater than five and up to twelve dwelling units/acre</td>
</tr>
<tr>
<td>High</td>
<td>Greater than twelve dwelling units/acre</td>
</tr>
</tbody>
</table>

**Guideline application:** All residential.

**Intent:** To define density ranges to be used in the evaluation of residential proposals. To ensure that residential proposals are evaluated on their possible impact on adjacent areas, on the environment, and on community services and facilities rather than using housing types—e.g., multi-family, single-family, or town-houses—as the only criterion.

Refer to Figure 4. This chart summarizes residential guidelines and should be used as a guide when evaluating residential development.
### FIGURE 4
RESIDENTIAL DENSITY

<table>
<thead>
<tr>
<th>Net Density Types</th>
<th>Public Sewer or Package Treatment Plant</th>
<th>Public Potable Water</th>
<th>Minimum Street Type (a)</th>
<th>Other Essential Services</th>
<th>Floodway</th>
<th>Floodplain (b)</th>
<th>Floorway Fringe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low: Up to 5 dwelling units/acre</td>
<td>Required (c)</td>
<td>Required</td>
<td>Local</td>
<td>Adequate fire protection for this density required</td>
<td>Prohibited</td>
<td>Permitted only with extensive performance measures (e)</td>
<td></td>
</tr>
<tr>
<td>Medium: greater than 5 dwelling units/acre and up to 12 dwelling units/acre</td>
<td>Required (c)</td>
<td>Required</td>
<td>Collector</td>
<td>Adequate fire protection for this density required</td>
<td>Prohibited</td>
<td>Prohibited</td>
<td></td>
</tr>
<tr>
<td>High: greater than 12 dwelling units/acre</td>
<td>Required (c)</td>
<td>Required with adequate pressure and quantity of special concern</td>
<td>Arterial with existing or anticipated public transit</td>
<td>Special concern for school impact; special concern for adequate water pressure and quantity for fire protection and fire protection service</td>
<td>Prohibited</td>
<td>Prohibited</td>
<td></td>
</tr>
</tbody>
</table>

(a) Streets must always have adequate capacity.
(b) General environmental performance measures must always be met. This applies to the portion of the parcel where building and lot improvements are made.
(c) This density might be permitted if it is demonstrated that extensive measures will be taken to mitigate environmental problems as set forth in the environmental guidelines.
(d) Motels and hotels with adequate soundproofing may be permitted.
(e) Development prohibited at this density outside the area scheduled for centralized public sewer service by the year 2020.
(f) This density may be permitted if it is demonstrated that appropriate measures will be taken to mitigate environmental problems as set forth in the environmental guidelines. More extensive performance measures may be needed than for lower density proposals.
FIGURE 4 (CONTINUED)

<table>
<thead>
<tr>
<th>Net Density Types</th>
<th>Slopes (b)</th>
<th>Soils (f)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Above 20%</td>
<td>Above 13% up to 20%</td>
</tr>
<tr>
<td>Low: Up to 5 dwelling units/acre</td>
<td>Prohibited</td>
<td>Permitted with possibly more extensive performance measures (f)</td>
</tr>
<tr>
<td>Medium: greater than 5 dwelling units/acre and up to 12 dwelling units/acre</td>
<td>Prohibited</td>
<td>Permitted with possibly more extensive performance measures (f)</td>
</tr>
<tr>
<td>High: greater than 12 dwelling units/acre</td>
<td>Prohibited</td>
<td>Prohibited</td>
</tr>
</tbody>
</table>

(a) Streets must always have adequate capacity.
(b) General environmental performance measures must always be met. This applies to the portion of the parcel where building and lot improvements are made.
(c) This density might be permitted if it is demonstrated that extensive measures will be taken to mitigate environmental problems as set forth in the environmental guidelines.
(d) Motels and hotels with adequate soundproofing may be permitted.
(e) Development prohibited at this density outside the area scheduled for centralized public sewer service by the year 2020.
(f) This density may be permitted if it is demonstrated that appropriate measures will be taken to mitigate environmental problems as set forth in the environmental guidelines. More extensive performance measures may be needed than for lower density proposals.
R-7  Restrict residential density to the low category when:

a) The development is in the floodway fringe of the 100-year floodplain so long as extensive measures will be taken to mitigate environmental problems; or
b) The development will be on soils characterized as wet soils so long as appropriate and possibly more extensive measures will be taken to mitigate environmental problems; or
c) The buildings and lot improvements will be on sites with slopes that were or will be between 12 and 20% and the development will not be on unstable soils, very severely eroded soils, or soils with very severe erosion potential so long as appropriate and possibly more extensive measures will be taken to mitigate environmental problems; or
d) The development does not have a collector or higher street type for major access; or
e) Adequate fire protection cannot be provided for a higher density proposal.

**Guideline application:** All residential.

**Intent:** To limit residential development where severe environmental conditions exist. To prevent severe erosion and sedimentation problems, hillside and foundation failures, drainage problems, sewage disposal problems, flood damage, and associated water pollution problems. To ensure that development of this density has streets with adequate capacity to handle traffic volumes generated. To prevent traffic congestion that wastes energy and creates more air pollution. To minimize fire hazards.

R-8  Restrict residential density to the medium category or lower categories when:

a) The buildings and lot improvements will be on sites with slopes that are or will be between 12 and 20% and the development will not be on unstable soils, very severely eroded soils, or soils with very severe erosion potential, so long as appropriate and possibly more extensive measures will be taken to mitigate environmental problems; or
b) A collector street is the highest available major access point for the development; or
c) Adequate fire protection cannot be provided for a higher density proposal.

**Guideline application:** All residential.

**Intent:** To limit residential densities where severe environmental conditions exist. To prevent severe erosion and sedimentation problems, hillside and foundation failures, drainage problems, and associated water pollution problems. To create desirable land use relationships by locating higher residential densities on higher street classes, thereby making residential and non-residential uses more compatible and promoting complementary land uses. To ensure that development of this density has streets with adequate capacity to handle the traffic volumes generated. To prevent traffic congestion that wastes energy and creates more air pollution. To minimize fire hazards.
The appropriate street class must exist at the time the development is proposed or at the time the development will be occupied. Higher densities should be on higher street classes to prevent disruption to significantly lower density or intensity areas from excessive through-traffic. If access is not directly to a collector street, it may be on a lower class street provided access to the collector is not through a lower density residential or lower land use intensity area and does not create traffic problems. Medium density residential development may locate on an arterial street.

R-9 Locate residential developments of the high density category only where:

a) There is a major access point on or very near an arterial street; and
b) There is adequate water pressure and quantity for domestic use and internal fire protection systems; and
c) There is adequate fire protection service available; and
d) The development will not cause a significant over-crowding of schools in the area.

Guideline application:  All residential.

Intent: To locate higher residential densities on higher street classes, thereby promoting complementary land uses. To ensure that development of this density is located on streets with adequate capacity to handle traffic volumes generated. To prevent traffic congestion that wastes energy and creates more air pollution. To ensure adequate water pressure to reach upper floors of a high-rise building. To ensure that high density developments are located in areas of adequate fire service and do not over-crowd schools.

Regardless of the measures taken, high density residential development is not appropriate on slopes above 12%.

The appropriate street class for high density development must exist at the time the development is proposed or is anticipated to be occupied. High residential densities should be on or very near arterial streets to prevent the disruption of significantly lower density or intensity areas from excessive through-traffic. If access is not directly to an arterial street, it may be on a lower street class provided the access to the arterial street is not through a lower density residential or lower land use intensity area and does not create traffic problems.

The impact of high density residential development on the water system, fire protection, and schools is of particular concern due to the probable height of the building and the concentration of people.

R-10 Prohibit residential development in the floodway of the 100-year floodplain.

Guideline application:  All residential.

Intent: To prevent residential development in areas unsuitable for housing and living environments. To protect people and property from flood hazards.
R-11 Design residential development to:

a) Provide adequate lot sizes and shapes to accommodate houses; and
b) Provide planned, usable open spaces of adequate size to serve the needs of residents and assurances that such open spaces, if commonly owned, will be properly maintained; and
c) Use, where possible, the natural drainage patterns; and
d) Save, to the extent possible, the natural vegetation; and
e) Create, to the extent possible, street patterns that discourage speeding and through-traffic; and
f) Provide, where appropriate, trees, landscaping, benches, bus stops, and other site amenities; and
g) Allow for buffering and screening to provide privacy for residents; and
h) Prevent signs from being a visual nuisance or a safety hazard to vehicular traffic.

Guideline application: All residential.

Intent: To design residential developments that provide for functional requirements of buildings. To minimize disruption of the natural site. To provide for recreational and pedestrian needs and to minimize traffic hazards.

R-12 Provide, to the extent possible, mixtures of housing types and land uses within planned developments to:

a) Utilize cost-efficient site layout and design techniques; and
b) Create new, self-contained neighborhoods and areas.

Guideline application: All residential.

Intent: To improve the supply of housing available to all income groups. To create convenient living environments where shopping and other services are included in the development. To reduce energy consumption. To take advantage of innovative design techniques such as zero-lot lines, housing clusters, and common open space as part of an Overall design for unique living environments.

R-13 Ensure that new land uses are compatible in terms of height, bulk, scale, architecture, and placement on the lot if they are to be located in or next to residential areas of recognized historic or architectural significance.
Guideline application: If proposal will affect an historic place.

Intent: To preserve our heritage. To enhance the historic character of architecturally significant residential areas.

R-14 Provide for mobile homes in groupings which ensure that unique locational, compatibility, and safety requirements are recognized.

Guideline application: If mobile homes.

Intent: To provide alternative living environments to community residents. To recognize that mobile homes can help satisfy the need for affordable, sound housing.

Safety and compatibility objectives should be met by:

a) Locating mobile homes in mobile home parks;
b) Requiring appropriate anchoring devices and skirts;
c) Providing lots of adequate size for fire protection and public safety; and
d) Providing adequate open space.

●Industrial Guidelines

I-1 Locate, to the extent possible, industries in industrial subdivisions; otherwise locate industries adjacent to an existing industry to form industrial clusters. The following industries may locate away from industrial subdivisions and industrial areas, provided that they do not cause safety risks or nuisances to surrounding land uses:

a) Extractive industries; or
b) Industries locating in areas of highly mixed land uses; or
c) Industries locating in existing structures and adapting them for productive re-use; or
d) Small-scale industries which are compatible with adjacent residential and other land uses; or
e) Very large industries that are comparable to industrial subdivisions.

Guideline application: All industrial.

If government garage or storage.

Intent: To promote clustering of industries and minimize conflicts with non-industrial land uses. To ensure more economical construction and a more effective use of roads and utilities. To promote effective screening, buffering and site planning. To allow, in certain cases, industrial location on
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d) Save, to the extent possible, the natural vegetation; and
e) Create, to the extent possible, street patterns that discourage speeding and through-traffic; and
f) Provide, where appropriate, trees, landscaping, benches, bus stops, and other site amenities; and
g) Allow for buffering and screening to provide privacy for residents; and
h) Prevent signs from being a visual nuisance or a safety hazard to vehicular traffic.

Guideline application: All residential.

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• Industrial Guidelines

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a) Extractive industries; or
b) Industries locating in areas of highly mixed land uses; or
c) Industries locating in existing structures and adapting them for productive re-use; or
d) Small-scale industries which are compatible with adjacent residential and other land uses; or
e) Very large industries that are comparable to industrial subdivisions.

Guideline application: All industrial.

If government garage or storage.

Intent: To promote clustering of industries and minimize conflicts with non-industrial land uses. To ensure more economical construction and a more effective use of roads and utilities. To promote effective screening, buffering and site planning. To allow, in certain cases, industrial location on
sites independent from other industries if such sites are suitable for industry and compatible with surrounding land uses. An "industrial subdivision" is the division of a parcel of land into two or more lots for purposes of industrial development, having an internal circulation system and utilities furnished by the developer. For purposes of this guideline, an industrial subdivision is generally considered to be 25 acres or larger.

I-2 Design all industrial development to:

a) Be compatible with adjacent development in terms of size, height, mass, and scale; and
b) Provide, where appropriate, adequate lot sizes for buffering and screening adjacent development; and
c) Provide sufficient space for on-site parking and service areas; and
d) Use, where possible, the natural drainage patterns; and
e) Save, to the extent possible, the natural vegetation; and
f) Provide where appropriate, trees, landscaping, benches, bus stops, bicycle storage facilities, and other site amenities; and
g) Prevent signs from being a visual nuisance or a safety hazard to vehicular traffic.
h) Be located so as to discourage the presence of heavy trucks in Sellersburg commercial or residential districts.

Guideline application: All industrial.
If government garage or storage.

Intent: To ensure site design that provides adequate space for a safe, efficient site layout that is compatible with surrounding land uses.

I-3 Take all measures necessary to prevent industrial uses from causing nuisances to surrounding developments.

Guideline application: All industrial.
If government garage or storage.

Intent: To minimize negative impacts on development surrounding industrial land uses.

The magnitude and type of measures used to mitigate the impact of industries on surrounding land uses should vary according to the severity of the impact and the sensitivity of surrounding land uses to those impacts.

Each industry has a varying potential to generate nuisances such as noise, odor, vibration, traffic, glare, or air pollution. Various land uses are affected by these nuisances differently; residential uses are more susceptible to impacts of this type than commercial uses.
Some of the techniques that could be used singly or in combination to mitigate off-site and on-site nuisances are:

a) Use of arterial street rights-of-way with landscaped medians as buffers between industry and other land uses;
b) Orientation of industrial uses away from arterial streets toward their own interior circulation systems in conjunction with landscaping, screening, and fencing along thoroughfare frontage;
c) Location of nuisance generating processes at the interior of the industrial subdivision or industrial area, and location of less offensive uses at the periphery;
d) Use of park land and open space between industrial and residential uses;
e) Use of natural barriers such as cliffs, ravines, etc.;
f) Buffering by planting, walls, earth berms, creation of deep lots, etc., when industrial uses abut residential areas;
g) Provision of a less intensive transitional development—e.g., supporting office uses or research industries—between industrial and residential areas; or
h) Staggering hours of operations.

Evaluations of a proposed industrial development will be based on its operational characteristics and the extent of nuisance mitigation as well as on the type of industrial use.

I-4 Locate industries which handle hazardous or flammable materials or are potentially offensive such as junkyards, landfills, and quarries away from residential areas and population concentrations.

Guideline application: All industrial.
If government garage or storage.

Intent: To reduce the danger to human life and property associated with hazardous materials. To prevent the effects of offensive industrial land uses on residential areas.

Hazardous materials include, but are not limited to, flammable liquids, gases, corrosives, poisons, explosives, toxics, and other materials used in such hazardous industrial operations as oil refineries and chemical plants.

Population concentration areas include airports, schools, shopping centers, train and bus stations, offices, and other employment centers.

I-5 Prohibit industrial development within residential areas. Locate industries adjacent to residential areas or in mixed land use areas only if the industries can be made compatible with surrounding development. Expand existing industries which are adjacent to non-industrial development in a manner that meets the needs of the industry and protects surrounding development from nuisances.

Guideline application: All industrial.
If government garage or storage.
Intent: To protect neighboring land uses from nuisances which may be caused by industrial development. To preserve and maintain the character of existing residential areas. To allow the productive use of vacant land and structures in mixed use areas. To allow industry to expand at existing locations, rather than having to relocate.

Potential nuisances from industrial development adjacent to non-industrial areas include noise, odor, glare, traffic, vibration, air pollution, and water pollution. Measures to mitigate industrial nuisances are necessary to make industry compatible with other land uses.

It is recognized that technology has advanced to the extent that certain types of industries could relate well to neighboring residential development. Having such industries next to residential areas would improve the home/work relationship. However, there are such obnoxious industrial uses as landfills and junk yards that should not be located next to residential areas.

Industrial relocation may entail significant expense while weakening the community's economic base and removing jobs from the neighborhood. Relocation may not be necessary, however, if adequate measures are taken to prevent adverse off-site impacts when an industry expands. Such measures may include screening, buffering, and site design techniques.

I-6 Utilize industrial sites near airports for only those industries whose transportation and production needs require such a location or for those industries which support airport-oriented industries.

Guideline Application: If proposal near airport

Intent: To promote efficient use of limited industrial sites located near the airports and the river.

I-7 Provide assurances that air emissions and the disposal of industrial waste water and solid wastes will meet environmental standards and that the storage, handling, and disposal of hazardous materials will be done in a safe and environmentally sound manner.

Guideline application: All industrial.
If government garage or storage.

Intent: To ensure that new industrial development will not cause the pollution of groundwater, streams, land, and air. To minimize the danger associated with hazardous wastes.

I-8 Take appropriate action to reserve land that would be most suitable for industrial subdivisions.

Guideline application: All land uses.

Intent: To establish a supply of industrial subdivision sites to meet the needs of future industrial growth. To prevent development of prime industrial subdivision sites for non-industrial uses.
Governmental actions to preserve suitable sites for industrial development may include developing an inventory of prime industrial sites, placing such sites in a holding zone until a proposal for their development is submitted, thereby acquiring and land-banking such sites with public funds.

Sites most suitable for major industrial subdivisions generally consist of 300 acres or more, are not surrounded by residential areas, have access—which does not pass through residential areas—to an arterial street near an expressway interchange, are not located in the 100-year floodplain and have slopes between 2 and 6 percent.

I-9 Provide incentives to expand industrial employment, giving special attention to industries which demonstrate that employment opportunities would be provided for unemployed, under employed, or lower-income people.

**Guideline application:** All industrial.
If government garage or storage.

**Intent:** To retain existing industries and to attract new industries. To make jobs more accessible to economically disadvantaged people.

Methods for increasing industrial employment include:

a) Providing reasonable flexibility through zoning and subdivision regulations;
b) Acquiring vacant or condemned land suitable for industrial use with public funds;
c) Providing financial aid in reusing and rehabilitating vacant structures suitable for industrial use;
d) Providing local tax rebates where possible;
e) Sharing the cost of job training programs to increase job skills; and
f) Providing service and facility improvements—e.g., utilities and transportation.

**Commercial Guidelines**

C-1 Locate all commercial development:

a) Centrally in the intended service area; and
b) Where it can be demonstrated that a sufficient support population exists.

**Guideline application:** All commercial.

**Intent:** To ensure that commercial uses are located centrally in areas of demonstrated demand.
C-2 Design all commercial development:

a) To include, where appropriate, circulation patterns for pedestrians, bicycles, and handicapped people; and
b) To provide, where appropriate, trees, landscaping, benches, bus stops, and other site amenities; and
c) To promote a good transition between adjacent buildings and land uses in terms of size, height, and materials; and
d) To prevent signs from being a visual nuisance or a safety hazard to vehicular traffic.

Guideline application: All commercial.

Intent: To encourage the provision of pedestrian circulation and site amenities. To ensure compatibility of buildings between adjacent land uses. To ensure that signs are not a nuisance or safety hazard.

C-3 Provide buffering, screening, separation or other techniques to mitigate nuisances when a commercial land use will produce or is associated with such nuisances as:

a) Automobile lights, outdoor lighting, or illuminated signs; or
b) Loud noise; or
c) Odors, smoke, automobile exhaust, or other noxious smells; or
d) Dust and dirt; or
e) Litter, junk, or outdoor storage; or
f) Visual nuisances.

Guideline application: All commercial.

Intent: To ensure that commercial uses creating nuisances provide adequate buffering and are not detrimental to adjacent land uses. To protect existing development.

Buffering and screening techniques can include fences, walls, and physical barriers as well as vegetation. Locating nuisances away from adjacent uses can also be used to prevent adverse impacts.

Screening of glare from commercial uses may not always be necessary. Automobile lights from a commercial use shining into a residential area are an example of when screening would be required.

Loud noise is often associated with commercial uses attracting a large number of automobiles, businesses open late at night, and outdoor recreational facilities. Entertainment facilities may also be associated with loud noise. Separation or isolation of commercial uses associated with noise is the most effective method to prevent nuisances.
Some commercial uses are open for business after dark and/or late at night. These businesses have a potential for being disruptive to nearby residential areas.

C-4 Allow the development of individual commercial uses on separate lots--strip commercial--only when:

a) Excessive curb cuts will not create traffic problems or congestion; or
b) A proposed development will not adversely affect the capacity of a street; or

c) Locating in a planned commercial center is not feasible; or

d) A proposed use will not extend the linear development of commercial uses to the extent that such a pattern creates substantial nuisances, hazards, or disruptions to the area.

Guideline application: All commercial.

Intent: To prevent undesirable strip commercial development. To restrict linear and isolated development of single commercial uses along streets. To restrict commercial developments that do not share common access points, parking lots or other facilities. To prevent vehicular traffic problems and congestion. To utilize land in a more economical manner and prevent visually unpleasing and confusing environments along streets.

"Strip commercial" development is a series of individual businesses on separate lots usually along arterial streets. There is no planned relationship or sharing of facilities between adjacent uses. Off-street parking may or may not be provided. Non-complementary businesses and businesses drawing from different trade areas may be adjacent. Because individual businesses attract attention through signs, lights, and color, strip commercial development often creates nuisances and is visually confusing for vehicular traffic.

C-5 Develop commercial uses only in existing or proposed planned commercial centers, except:

a) Where a conversion from an existing non-commercial building to a commercial use is compatible with adjacent buildings and uses; or

b) When an existing commercial use proposes to expand and the expansion is compatible to adjacent uses; or

c) When a proposed use is of an intensity and size to be comparable to a planned commercial center; or

d) When a proposed use requires a unique or special location in or near a specific land use or activity center; or

d) When land ownership patterns, existing land use conditions or other circumstances make single-lot commercial development the only possibility.
Guideline application: All commercial.

Intent: To allow some commercial uses in mixed land use areas. To encourage commercial revitalization in redeveloping areas.

A neighborhood shopping center located in a planned residential development would be an appropriate commercial use. Restaurants and warehouse outlets would be appropriate commercial uses in planned industrial subdivisions.

C-7 Develop commercial uses serving small areas or neighborhoods or providing convenience goods:

a) Preferably adjacent or near existing convenience shopping facilities; and
b) With safe pedestrian access; and
c) With an intensity and size that would not adversely affect existing residential areas or businesses; and
d) With a good transition between adjacent uses that reflects existing architectural and residential character.

Guideline application: All commercial.

Intent: To allow the development of small businesses serving a neighborhood function. To provide convenience shopping close to residential areas that is accessible by pedestrians. To ensure commercial uses locating in neighborhoods are compatible with existing land uses. To promote a good visual transition between buildings and uses.

Examples of commercial uses serving areas or neighborhoods or providing convenience goods, including:

a) Neighborhood shopping centers;
b) Corner grocery, drugstores, and "convenience stores;"
c) Small restaurants; or
d) Barbers, laundromats, and dry cleaners.

C-8 Develop commercial uses attracting large numbers of people or generating large volumes of traffic:

a) Only on a major arterial street or at the intersection of two minor arterials; and
b) Only in non-residential areas; and
c) Only at locations where nuisances and unique characteristics of the proposed use will not adversely affect adjacent areas.
Guideline application: All commercial.

Intent: To prevent large commercial uses from locating in predominantly residential areas. To ensure that special considerations are given so that nuisances do not affect adjacent land uses.

Certain commercial uses are of such size and intensity that their potential for creating adverse impacts on surrounding areas is great.

The appropriate street class must exist at the time a development is proposed or at the time the development is anticipated to be occupied.

Those commercial uses not providing direct retail services to immediate surrounding residential areas and generally generating in excess of 400 trips during the peak hour would be considered large attractors of people and large generators of traffic.

• Office Guidelines

O-1 Locate, where possible, office development in planned commercial or office centers, except:

a) Where a conversion from an existing non-office building to an office use is compatible with adjacent uses; or
b) When an existing office use proposes to expand and the expansion is compatible with nearby uses; or
c) When a proposed use is of an intensity and size to be comparable to a planned center; or
d) When a proposed use requires a unique or special location in or near a specific land use or activity center; or
e) Where land ownership patterns, existing land use conditions, or other circumstances make office development appropriate outside planned centers.

Guideline application: All office space.

If government office.

Intent: To promote the development of compact groupings of office uses and buildings that:

a) Cluster compatible office or commercial uses in common buildings or groups of buildings;
b) Share vehicular access points and circulation patterns;
c) Share utility hookups, service entrances, and other building systems; and
d) Provide common pedestrian circulation.
To utilize land in an economical manner and limit the number of access points to major streets, reduce traffic congestion and promote pedestrian safety. To restrict individual or isolated office uses from developing along streets. To promote a compatible relationship between office and commercial uses.

O-2 Design office development:

a) To include, where appropriate, circulation patterns for pedestrians, bicycles and handicapped people; and
b) To provide, where appropriate, trees, landscaping, benches, bus stops, bicycle storage facilities and other site amenities; and
c) To promote a good transition between adjacent buildings and land uses in terms of building size, height, scale and materials; and
d) To prevent signs from being a visual nuisance or a safety hazard to vehicular traffic.

Guideline application: All office space.
If government office.

Intent: To encourage the provision of pedestrian circulation and site amenities. To ensure compatibility between adjacent uses and to provide buffering for adjacent areas where necessary. To ensure that signs are not a nuisance.

O-3 Provide buffering, screening, separation or other techniques that mitigate nuisances when the development produces or is associated with nuisances or visually unpleasing characteristics.

a) Automobile lights, outdoor lighting of illuminated signs;
b) Loud noises;
c) Odors, smoke, automobile exhaust or other noxious smells;
d) Dust and dirt;
e) Litter, junk or outdoor storage or
f) Visual nuisances.

Guideline application: All office space.
If government office.

Intent: To ensure that office uses creating nuisance provide adequate buffering and are not detrimental to adjacent land uses. To protect existing development.

Buffering and screening techniques can include fences, walls, and physical barriers, as well as vegetation. Locating nuisances away from adjacent uses can also be used to prevent adverse impacts.
O-4 Allow the development of individual office uses on separate lots when:

a) Excessive curb cuts will not create traffic problems or congestion; or
b) A proposed development will not adversely affect the traffic-carrying capacity of a street; or
c) A proposed use will not extend linear development to the extent that such a pattern creates substantial nuisances, hazards or disruptions to the area.

**Guideline application:** All office space.
If government office.

**Intent:** To prevent single and individual office uses from developing along streets, contributing to strip development. To allow small office buildings that provide common vehicular access and parking for tenants. To prevent traffic problems and congestion.

O-5 Locate, when possible, office centers near existing or proposed office facilities.

**Guideline application:** If office center.
If government office.

**Intent:** To group offices together in relation to other office facilities.

O-6 Allow office development in mixed land use areas and within residential areas if:

a) Traffic problems and congestion are not created that adversely affect adjacent or surrounding areas; and
b) The size, intensity, and character of the proposed use is compatible with adjacent areas; and

**Guideline application:** All office space.
If government office.

**Intent:** To ensure compatibility between office uses and adjacent land uses. To allow development of mixed land use areas. To allow low intensity offices in residential areas with appropriate safeguards.

Many office uses are complementary and compatible with other land uses. Office developments generally have fewer nuisances than commercial or industrial development. However, large office developments may be associated with high traffic volumes and a potential for traffic congestion.
• Preparation Process

The proposed 1993 Thoroughfare Plan was developed through the following steps:

- The thoroughfare or comprehensive plans of other jurisdictions were incorporated.

- The arterial construction type designations were reviewed in light of the lane and capacity requirements of the Future Transportation Plan of the Sellersburg Comprehensive Plan.

The Future Transportation Plan shows roadway improvements in the year 2010 necessary to accommodate the Future Land Use Pattern of the Land Use Element of the Sellersburg Comprehensive Plan.

• Proposed Thoroughfare Plan

Figure 4-1 shows the proposed 1993 Thoroughfare Plan. Table 4-1 records the arterial and collector construction type designations for Sellersburg. Arterials partially or totally within other incorporated areas are noted.
<table>
<thead>
<tr>
<th>LIST OF ARTERIALS AND COLLECTORS IN SELLERSBURG</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alabama Road from St. Joe Road to SR 60</td>
</tr>
<tr>
<td>Bean Road from SR 31 to Utica-Sellersburg Road</td>
</tr>
<tr>
<td>Clark Street from Old St. Joe Road to Renz Avenue</td>
</tr>
<tr>
<td>Dreyer Lane from West Utica Street to Old St. Joe Rd.</td>
</tr>
<tr>
<td>Fern Street from town boundary to Diefenbach Road</td>
</tr>
<tr>
<td>I-65 through town</td>
</tr>
<tr>
<td>Old SR 60 through town</td>
</tr>
<tr>
<td>Payne-Koehler Road from US 60 to County Line Road</td>
</tr>
<tr>
<td>Penn Street from US 31 to Utica Street</td>
</tr>
<tr>
<td>Proposed Road from SR 60 to SR 311</td>
</tr>
<tr>
<td>Proposed Road from Clareva Road to Renz Avenue</td>
</tr>
<tr>
<td>St. Joe Road from SR 60 to US 31</td>
</tr>
<tr>
<td>SR 311 from US 31 west to town boundary</td>
</tr>
<tr>
<td>SR 403 from US 31 to town boundary</td>
</tr>
<tr>
<td>SR 60 through town</td>
</tr>
<tr>
<td>Utica Street from Penn Street to Dreyer Lane</td>
</tr>
<tr>
<td>Utica-Sellersburg Road from Bean Road to Penn St.</td>
</tr>
<tr>
<td>US 31 through town north to SR 311</td>
</tr>
<tr>
<td>Us 31 through town north from SR 311</td>
</tr>
</tbody>
</table>
Arterial Construction Types

A "Type 'F' Arterial" is any arterial street defined as a "Freeway" or "Expressway." Such arterials shall have right-of-way widths and pavement width as determined to be necessary to accommodate traffic needs.

A "Type '6-2-DS' Arterial" is an arterial street having a minimum right-of-way width of 220 feet wherever possible. Such arterial streets shall, wherever possible, be designed to accommodate in each direction, three moving lanes of 12 feet width, auxiliary lanes of 14 feet width for separate left and right turns lanes, 2-feet curb and gutter section on either side of the pavement and a minimum median of thirty feet (which may include an auxiliary lane) on the mainline section and parallel service roads.

A "Type '6-2-D' Arterial" is an arterial street having a minimum right-of-way width of 160 feet wherever possible. Such arterial streets shall, wherever possible, be designed to accommodate in each direction, 3 moving lanes of 12 feet width, auxiliary lanes of 14 feet width for separate left or right turn lanes, 2 feet curb and gutter section on either side of the pavement, and a minimum median of thirty feet (which may include an auxiliary lane).

A "Type '6-2' Arterial" is an arterial street having a minimum right-of-way width of 120 feet wherever possible. Such arterial streets shall, wherever possible, be designed to accommodate in each direction, 3 moving lanes of 12 feet width, auxiliary lanes of 12 feet width for separate left or right turn lanes, 2 feet curb and gutter section on either side of the pavement, and a minimum median of sixteen feet (which may include an auxiliary lane) at intersections.

A "Type '4-2-DS' Arterial" is an arterial street having a minimum right-of-way width of 196 feet wherever possible. Such arterial streets shall, wherever possible, be designed to accommodate in each direction, 2 moving lanes of 12 feet width, auxiliary lanes of 14 feet width for separate left or right turn lanes, 2 feet curb and gutter section on either side of the pavement, and a minimum median of twenty feet (which may include an auxiliary lane) on the mainline section and parallel service roads.

A "Type '4-2-D' Arterial" is an arterial street having a minimum right-of-way width of 120 feet wherever possible. Such arterial streets shall, wherever possible, be designed to accommodate in each direction, 2 moving lanes of 12 feet width, auxiliary lanes of 14 feet width for separate left or right turn lanes, 2 feet curb and gutter section on either side
of the pavement, and a minimum median of twenty feet (which may include an auxiliary lane) at intersections.

A "Type '4-2' Arterial" is an arterial street having a minimum right-of-way width of 100 feet wherever possible. Such arterial streets shall, wherever possible, be designed to accommodate in each direction 3 moving lanes of 12 feet width, auxiliary lanes of 12 feet width for separate left or right turn lanes, 2 feet curb and gutter section on either side of the pavement, and a minimum median of sixteen feet (which may include an auxiliary lane) at intersections.

A "Type '3-1' Arterial" is an arterial street having a minimum right-of-way width of eighty feet wherever possible. Such arterial streets shall, wherever possible, be designed to accommodate on 52 feet of pavement, three moving lanes, and two parking or additional moving lanes in one direction.

A "Type '2-1' Arterial" is an arterial street having a minimum right-of-way width of sixty feet wherever possible. Such arterial streets shall, wherever possible, be designed to accommodate on 36 feet of pavement, two moving lanes and two parking or additional moving lanes in one direction.

A "Type 'C' Arterial" is an arterial street having a minimum right-of-way width of seventy feet wherever possible. Such arterial streets shall, wherever possible, be designed to accommodate on 34 feet of pavement with a two-foot curb and gutter section on either side of the pavement, two moving lanes of width 11 feet and an auxiliary lane of 12 feet width for separate left or right turn lanes, where necessary.

Table 4-2 summarizes the characteristics of the arterial construction types. Figure 4-2 shows the arterial-type cross sections.
TABLE 4-2
CHARACTERISTICS OF ARTERIAL CONSTRUCTION TYPES

<table>
<thead>
<tr>
<th>Arterial Type</th>
<th>Minimum ROW</th>
<th>Number of Moving Lanes</th>
<th>Pavement Cross Section</th>
<th>Curb &amp; Gutter Each Side</th>
<th>Median Divider</th>
<th>Service Road</th>
</tr>
</thead>
<tbody>
<tr>
<td>F</td>
<td>Varies</td>
<td>Varies</td>
<td>Through Lanes: 12' per lane</td>
<td>12' Each</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>6-2-DS</td>
<td>220'</td>
<td>6</td>
<td>36''</td>
<td>2'</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>6-2-D</td>
<td>160'</td>
<td>6</td>
<td>36''</td>
<td>2'</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>6-2</td>
<td>120'</td>
<td>6</td>
<td>36''</td>
<td>2'</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>4-2-DS</td>
<td>196'</td>
<td>4</td>
<td>24''</td>
<td>2'</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>4-2-D</td>
<td>196'</td>
<td>4</td>
<td>24''</td>
<td>2'</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>4-2</td>
<td>100'</td>
<td>4</td>
<td>24''</td>
<td>2'</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>3-2</td>
<td>80'</td>
<td>3</td>
<td>36''</td>
<td>2'</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>2-1</td>
<td>60'</td>
<td>2</td>
<td>36'</td>
<td>2'</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>C</td>
<td>70'</td>
<td>2</td>
<td>36'</td>
<td>2'</td>
<td>No</td>
<td>No</td>
</tr>
</tbody>
</table>

* Each direction.
**Left-turn lane of 14'.
Figure 4-2a

ARTERIAL CONSTRUCTION TYPE CROSS SECTIONS
Type 4-2DS (divided major arterial with service Rd.)

Type 4-2D (divided major arterial)

Type 4-2 (undivided minor arterial)

Figure 4-2b

ARTERIAL CONSTRUCTION TYPE CROSS SECTIONS
Figure 4-2c

ARTERIAL CONSTRUCTION TYPE CROSS SECTIONS
• Guidelines

T-1 Create a safe and efficient transportation system which accommodates pedestrians, bicycles and automobiles, trucks and emergency vehicles.

Guideline application: All land uses.

T-2 Ensure that new development and changes in land uses are served by adequate street facilities which have the capacity to accommodate the traffic generated by these uses.

Guideline application: All land uses.

T-3 Locate high intensity uses along arterial streets in close proximity to arterial streets.

Guideline application: All land uses.

T-4 Preserve the through traffic capacity of the expressway and arterial street systems by:

a) Designing access to properties with sufficient distance from the expressway interchange ramps to avoid traffic congestion and accidents.

b) Locating the first four-way intersection away from the interchange ramps to avoid long waits and congestion.

c) Spacing intersections along major arterials with enough distance in between intersections to generate a smooth traffic flow with no or minimal waiting at traffic lights.

Guideline application: All land uses.

d) Utilizing local streets or frontage roads to access properties with frontage along arterial streets in order to avoid multiple curb cuts.

T-5 Design internal circulation systems within developments to promote the safe and efficient travel movement by vehicles, bicycles and pedestrians.
Guideline application: All land uses.

T-6 Design street systems which carry traffic generated by high intensity land uses on arterial streets rather than through areas with significantly lower intensity or density development.

Guideline application: All land uses.

T-7 Evaluate proposed transportation improvements through cost-benefit analysis which maximizes the benefit for the community and minimizes negative impacts on the environment and society and is cost effective and efficiently implemented.

Guideline application: All land uses.

T-8 Provide for the safe movement of pedestrians through the use of walkways from residential areas to recreation facilities, schools and shopping areas located in the neighborhood.

Guideline application: All land uses.

T-9 Provide adequate off-street parking and loading areas to satisfy the needs, type and intensity of development.

Guideline application: All land uses.
Chapter 5: Public Facilities

• Community Facilities Guidelines

F-1 Locate or expand community facilities:

a) In areas with a demonstrated need for the facility; and
b) To avoid duplication of services; and
c) With convenient access to the area that the facility is intended to serve; and
d) Where access into and within the facility is provided for elderly and handicapped persons, when appropriate.

Guideline application: All community facilities.

Intent: To ensure that community facilities and services are provided in a manner that satisfies area-specific and community-wide needs. To ensure that facility sites are located and designed to be physically accessible to their intended users.

F-2 Locate and design community facilities so that potential adverse impacts on surrounding land uses can be mitigated and the facility can be buffered from any adverse impacts of surrounding land uses.

Guideline application: All community facilities.

Intent: To ensure that community facility sites are located and designed to be compatible with, and not disrupted by, surrounding land uses.

F-3 Locate, where possible, community facilities on a shared site with other compatible facilities.

Guideline application: All community facilities.

Intent: To locate compatible community facilities that generally serve the same area or population in multiple-use activity centers. An example would be the joint use of a site for schools and parks.
F-4 Locate community facilities that have a large daily or periodic attendance of users:
   a) On or very near an arterial roadway; and
   b) With convenient parking.

**Guideline application:** All community facilities.

**Intent:** To ensure accessibility to community facilities.

Community facilities that have a large attendance of users include parks, schools, vocational and business schools, colleges and universities, hospitals and health clinics, government administration offices, Cultural facilities, and human services facilities.

Elementary schools are excluded from this guideline because they are more appropriately located off of arterial roadways. Small-sized active recreation parks are also excluded because sites not on arterial roadways are often appropriate for such facilities.

F-5 Community facilities which will be located within residential areas, should be designed so that the structure’s exterior is compatible with the character of the immediate residential neighborhood.

**Guideline application:** All community facilities.

**Intent:** To allow small-scale community facilities within residential areas without detracting from the residential character of the immediate neighborhood. To ensure that facilities locating within residential areas are compatible in scale and character with surrounding residences.

F-6 Retain sound community facilities that can continue to serve their intended functions.

**Guideline application:** All community facilities.

**Intent:** To utilize existing community facilities when available. To prevent community facilities from being converted to other uses. To preserve the community's investment in facilities.

When a community facility cannot be retained in an area where a demonstrated need exists, a replacement facility should be provided.

F-7 Locate, when possible, community facilities within existing buildings that are capable of being converted for a facility use.

**Guideline application:** All community facilities.

**Intent:** To encourage the reuse of existing buildings as community facilities. To provide alternatives to new construction of community facilities.
The use of closed school buildings as community facilities and school grounds as parks is a prime example of adaptive reuse for facility development.

F-8 Provide that all developments have adequate fire protection.

**Guideline application:** All land uses.

**Intent:** To ensure public safety by protecting people and property from fire hazards.

Factors that are to be considered in the evaluation of a development’s protection from fire are: proximity to properly equipped fire stations, access to a water supply, access from public roadways, design and construction materials.

F-9 Locate and design fire stations:

a) On or very near arterial roadways; and
b) On two-way streets with equipment entrances regulated by traffic control signals; and
c) Away from barriers that might delay direct engine access to the service area, such as at-grade railroad tracks and flood prone areas; and
d) To buffer the site, particularly equipment entrances, so as to mitigate noise and other nuisances that could disturb surrounding land uses; and
e) With sufficient area on-site for equipment maneuvering and storage.

**Guideline application:** If fire station.

**Intent:** To ensure that fire station entrances are designed for safe departures of equipment from the station. To ensure that fire stations are located so that response time is not impeded by barriers and where response time is reduced for more intense development. To ensure that fire stations are compatible with surrounding land uses.

F-10 Locate and design major urban parks:

a) To utilize, when possible, steep slopes or the 100-year floodplain for passive recreation; and
b) To allow substantial acreage to remain in a natural state; and
c) To include, when appropriate, sport fields and courts for active recreation; and
d) To provide, when possible, access to bikeways, walkways, and open-space links.
Guideline application: If park.

Intent: To utilize land not suitable for intense urban development for recreational and open space use. To ensure that major urban parks have large passive recreation areas and the capability for active recreational development when appropriate. To promote various means of access to major urban parks.

F-11 Locate and design active recreation parks:

a) On relatively flat land for sport field and court development; and
b) When possible, in conjunction with passive recreation areas; and
c) When possible, in conjunction with schools; and
d) When possible, with access to bikeways and walkways.

Guideline application: If park.

Intent: To ensure that active recreation parks are located on land suitable for sport field and court development. To provide passive recreation areas as a complementary setting for active recreation facilities. To promote the recreational usage of schools. To promote various means of access to active recreation parks.

F-12 Design schools:

a) With safe access for pedestrians, bicyclists, motorists, and their passengers; and
b) With adequate buffering from nuisances detrimental to its operation; and
c) To the extent possible, with active and passive recreational areas.

Guideline application: If schools.

Intent: To prevent conflicts among pedestrians, bicyclists, bus riders, and motorists on the school site. To mitigate the impact of nuisances created by surrounding land uses. To incorporate recreation areas, for use by students and the general public, as an integral part of the school site.

F-13 Locate health care facilities and clinics within or near office buildings, shopping centers, and commercial districts or at other highly accessible locations, and in relation to the areas they are intended to serve.
**Guideline application:** If hospital or health care facility.

**Intent:** To ensure that health care facilities and clinics have conveniently accessible locations.

**F-14 Locate and design police stations:**

- a) On or very near arterial roadways; and
- b) So as to mitigate noise and other nuisances that could disturb surrounding land uses; and
- c) With sufficient area on-site for equipment maneuvering and storage.

**Guideline application:** If police station.

**Intent:** To ensure that access to and from police stations is safe for the public and police mobile units. To ensure that police stations are compatible with surrounding land uses.

**F-15 Locate government garage and storage facilities in areas suitable for warehousing and industry.**

**Guideline application:** If government garage or storage.

**Intent:** To ensure that government garage and storage facilities are compatible with surrounding land uses. Such accessory uses as garage and storage structures may locate on the primary facility site if buffered to mitigate nuisances.

**F-16 Locate human service facilities in highly accessible locations such as institutional buildings, shopping centers, or commercial districts.**

**Guideline application:** If human service facility.

**Intent:** To ensure that client-oriented human service facilities have conveniently accessible locations.

---

### Utilities Guidelines

**U-1 Locate development, whenever possible, in areas fully served by existing utilities rather than in areas requiring utility extensions.**

**Guideline application:** All land uses.
Intent: To promote the full utilization of past investments in existing water, sewer, and power lines. To lower utility costs by reducing the need for extensions.

U-2 Provide that all development has an adequate supply of potable water and water for fire fighting purposes.

Guideline application: All land uses.

Intent: To protect the public health by providing a reliable source of potable water for human consumption. To protect the public welfare by providing a water supply of sufficient quantity and pressure for fire protection.

Provision of necessary water service may be phased with the construction of new development. The purpose of the guideline is that adequate facilities be available when needed and not that all water supply needs be met prior to the start of construction.

U-3 Provide that all development has adequate means of sewage treatment and disposal to protect public health and protect water quality in lakes and streams. All future developments must be connected to the public sewer system.

Guideline application: All land uses.

Intent: To prevent health hazards due to contamination of ground and surface waters. To achieve and maintain water quality standards.

Adequate treatment and disposal of sewage wastes should be achieved through connection to a major public sewer system.

Most of Sellersburg is currently served by sewer service. Sewer service should be extended to remaining areas.

U-4 Take all feasible measures to prevent utility installations from creating nuisances to the surrounding area. Locate large utility installations with access to a major arterial road.

Guideline application: All utilities.

Intent: To ensure that utility installations are compatible with surrounding land uses. To include proper design measures in utility installations to reduce visual intrusion, odor, air pollution, noise, vibration, through traffic, siltation, erosion and disruption of drainage facilities. To facilitate the flow of automobile and truck traffic generated by large-scale utility facilities. To protect residential neighborhoods from increased volumes of through traffic, siltation, erosion, and flooding.
Possible measures include:

a) Screening and buffering of surrounding land uses through plantings, berms, fences, and walls;
b) Purchasing of additional land to bring about greater distance separation, and
c) Designing structures to reduce noise and vibration.

For purposes of this guideline, "large utility facilities" are power plants, major publicly owned sewage treatment works, and water treatment facilities for public water supply systems.

**U-5** Design and locate utility easements to:

a) Provide access for maintenance and repair, and
b) Place, to the extent possible, utility lines in common easements, and
c) Minimize negative visual impacts.

**Guideline application:** All utilities.

Intent: To provide for adequate maintenance of essential services, with minimal disruption to surrounding land uses. To promote a visually pleasing environment. To prevent creation of unbuildable lots. To ensure continued cooperation between utility agencies.

**U-6** Analyze means for improving existing sewage treatment systems and for utilizing alternative and innovative waste water treatment processes, treatment methods which require less energy and alternative methods of sludge disposal.

**Guideline Application:** If waste water treatment facility.

Intent: To encourage the investigation of alternative waste water treatment methods for cost-effectiveness and better treatments. To investigate problems of the combined storm and sanitary sewer system and develop appropriate solutions.
Government Guidelines

G-1 Ensure that those who propose new developments, bear or reasonably share, in the costs of the public facilities and services made necessary by development. When existing essential services are inadequate and public funds are not available to rectify the situation, the developer may be asked to make improvements to eliminate present inadequacies if such improvements would be the only means by which the development would be considered appropriate at the proposed location.

Guideline application: All land uses.

Intent: To ensure an equitable allocation of cost for needed on- and off-site improvements between the general public and individuals based on whoever requires or benefits from the improvements.

The developer may be requested to pay for off-site water, sewer, street, and drainage improvements needed to serve the development.

G-2 Develop comprehensive capital improvement programs that:

a) Are based on recognized community needs and objectives; and
b) Make effective use of existing facilities or are low-cost capital improvements that result in significant service improvements; and
c) Support revitalization efforts in older areas of the community; and
d) Ensure essential services are available to an area within the same general time frame; and
e) Provide service to land skipped over by urbanization—land contiguous to already developed areas.

Guideline application: All land uses.

Intent: To ensure the coordinated improvement of major capital facilities. To achieve community growth and redevelopment objectives. To ensure that capital improvement programs are based on an evaluation of actual needs. To ensure the most cost-effective expenditure of limited funds by using existing investments to the fullest extent before new facilities are built. To support revitalization of older areas of the community.

Transportation, water, and public sanitary sewer phasing is a major determinant of where growth and revitalization of the community occur. Close coordination of these and other community facility improvement programs is essential to ensure achievement of community growth and redevelopment objectives. The use of consistent land use, economic and population projections is a logical starting point to coordinate capital improvement programs.
G-3  Improve the efficiency and effectiveness of the development review, approval, and permitting process.

**Guideline Application:** All land uses.

**Intent:** To hold down public and private costs for land development. To reduce the time involved in the review of land development proposals.

Continuous and extensive analyses should be made of various land management techniques that can better achieve community goals and objectives yet minimize government involvement when no public good will be served. Effective techniques should be implemented in a timely manner.

Special attention should be given to the establishment of a central clearinghouse to facilitate the administration of land development and construction permits and approvals.

G-4  Ensure equal opportunities and access to housing, employment and education regardless of age, sex, race, color, creed, national origin, income, religion, handicap, or political affiliation.

**Guideline Application:** All land uses.

**Intent:** To remove physical and institutional barriers to opportunities for all people. To take positive actions to ensure that land use regulations do not create barriers for equal opportunities.
Chapter 6: Environment

Guidelines

E-1 Locate development, whenever possible, in areas free of severe environmental limitations.

Guideline application: All land uses.

Intent: To locate development in areas which have no environmental constraints. To protect the quality of the environment. To minimize measures required to mitigate environmental hazards. To reduce the potential for environmental degradation.

Severe environmental limitations to development include flood plains, 12% and greater slopes, unstable soils, wetlands, very severely eroded soils, soils with very severe erosion potential, and areas inhabited by endangered species.

E-2 Restrict development in the floodway of the 100-year floodplain by:

a) Prohibiting the location or expansion of structures and storage areas in the floodway, except for rare instances when it is conclusively demonstrated that no increase in floodwater elevation and velocity will result and that no public hazards will be created, and

b) Allowing the modification or restoration of existing structures located in the floodway only if the structural alterations do not increase the level or velocity of the 100-year flood and if flood proofing measures are taken.

Guideline application: If in or near the 100-year floodplain.

Intent: To protect persons and property from the hazards of flooding. To strongly discourage the placement of structures in the floodway and to prevent development which would increase flooding. To allow the continued use of existing structures located in the floodway.

Examples of land uses suitable for the floodway include private and public recreational uses -- golf courses, parks, wildlife preserves, hiking trails and horseback riding trails; agricultural uses managed to prevent excessive soil loss--sod farming, pasture, orchards, horticulture and truck farming; and accessory uses to residential, commercial, and industrial developments--landscaped open space.
E-3 Restrict development in the floodway fringe of the 100-year floodplain by:

a) Prohibiting the location or expansion of development which would create a significant increase in floodwater elevations, and

b) Elevating new or substantially improved residential structures above the 100-year flood level, and

c) Providing adequate flood protection, through elevation or flood proofing, for new and substantially improved non-residential structures.

Guideline application: If in or near the 100-year floodplain.

Intent: To prevent development which would create higher flood levels. To protect new and existing development from flood damage. To allow the continued use and improvement of existing structures in the floodway fringe.

This guideline is not intended to encourage development in the floodway fringe; however, development in the fringe is permissible if the structure does not increase flood hazards and is protected from flood damage. Construction in the floodway fringe of such necessary public facilities as waste water treatment plants is permissible under this guideline.

E-4 Provide, where possible, an access route above the 100-year flood elevation for development located in or near flood-prone areas.

Guideline application: If in or near the 100-year floodplain.

Intent: To reduce danger to life and property associated with development in or near flood-prone areas.

A contingency plan for emergency vehicles and evacuation operations may be needed in areas where access above the 100-year flood elevation is not possible.

E-5 Avoid changes to natural stream channels unless it is conclusively demonstrated that:

a) Flooding is significantly reduced, and

b) Any increase in erosion or flood velocity will not adversely affect other areas.

Guideline application: All land uses.

Intent: To maintain stream channels, to the extent possible, in their natural state. To allow necessary modifications of the natural drainage system for flood control.

Changes to natural stream channels include the construction of flood barriers, channels and culverts, as well as filling, grading, dredging and other actions affecting flood or erosion.
E-6 Provide adequate drainage control measures for new development to ensure that:

a) No significant increases in flooding or erosion occur as a result of new development, and
b) Peak stormwater runoff rates after development of the site do not exceed peak rates prior to development, and
c) Stormwater runoff does not contribute significantly to water pollution.

Guideline application: All land uses.

Intent: To prevent increased flooding and erosion from causing property damage and environmental problems. To protect natural drainage channels from bank erosion and sedimentation. To prolong the useful life of man-made drainage improvements. To protect water quality in streams from pollution caused by stormwater runoff. To help achieve water quality standards.

Adequate means to convey stormwater drainage, both on-site and off-site, are necessary for all development. Where existing on-site or off-site facilities are inadequate, the developer must provide all drainage improvements required by the proposed development. A possible exception to this requirement would be instances in which development is phased with off-site drainage improvements scheduled for public implementation. In some instances, correcting past drainage deficiencies may be the only way to properly develop an area. In those cases, developers may be required to improve on-site or off-site drainage conditions to remedy existing drainage problems if the proposed development would add to on-site or off-site drainage problems.

E-7 Minimize, to the extent possible, grading, cutting and filling.

Guideline application: All land uses.

Intent: To design development which conforms to existing topography and preserves the scenic value of natural land forms and vegetation. To minimize property damage and environmental degradation resulting from disturbance of natural systems.

Significant natural characteristics to be considered in the design process include steep slopes, rock outcroppings, streams, hedge rows and tree masses. In order to protect these features, new developments should:

a) Provide for low intensity or clustered development to minimize grading and site disturbance, and
b) Grade with existing contours rather than cutting and filling, wherever possible.

E-8 Utilize best management practices for erosion and sedimentation control during and after site preparation and construction activities.

Guideline application: All land uses.
Intent: To maintain hydraulic capacity of natural and man-made drainage systems. To prevent water quality problems, such as turbidity and oxygen depletion associated with sedimentation of surface water. To preserve topsoil and soil fertility. To minimize off-site impacts, such as erosion or soil deposition on neighboring properties. To preserve natural stream channels.

The best management practices necessary for a given project depend upon site characteristics, the magnitude of site preparation activities, and conditions in the bodies of water draining the project site. Extensive measures to control sedimentation are required for projects on very severely eroded soils and on soils with very severe erosion potential, particularly along streams or lakes used for public recreation and/or that violate water quality standards.

E-9 Buffer lakes and streams from the water pollution effects of site preparation, construction activities, on-lot sewage disposal and urban stormwater runoff.

Guideline application: All land uses.

Intent: To prevent the degradation of water quality due to non-point sources of water pollution.

"Non-point sources" of water pollution from activities are those which cannot be traced to a specific, identifiable discharge location. These sources of pollution can cause sedimentation, oxygen depletion and biological contamination of surface waters. Various techniques used to buffer streams from non-point sources include: grass filter strips, earth berms, barriers, hay bales, and setbacks from streams. These buffers also provide protection from land disturbing activities such as clearing, grading, and filling. Maintenance of grass filter strips and unpaved, naturally vegetated areas along streams can also mitigate the long-term impacts of drainage from paved surfaces. Establishment of minimum distances between on-lot disposal facilities and surface waters can diminish negative impacts on water quality.

E-10 Develop buildings and lot improvements on sites with slopes greater than twelve percent, only if it is conclusively demonstrated that:

a) Adequate measures will be taken to prevent landslides and slope failure, and
b) Adequate drainage control measures will be implemented to prevent erosion and flooding of adjacent lands and degradation of streams, and
c) On-lot waste water disposal systems, if proposed for the new development, will function adequately to protect the public health and water quality, and
d) Grading and cut-and-fill operations will be minimized, and
e) Natural land forms and vegetation will be preserved to the extent possible.

Guideline application: If site has slopes over 12%.

Intent: To minimize property damage and public costs due to inappropriate development of slopes. To ensure that development of hillsides is consistent with natural features. To protect water quality and prevent siltation of drainage channels. To protect the scenic values of hillsides and vegetation.
E-11 Avoid developing on unstable or wet soils. If development must occur under these conditions, adequate measures must be taken to prevent erosion or slippage of soils or structures.

**Guideline application:** If site has soil problems.

**Intent:** To prevent property damage and public costs associated with soil slippage and foundation failure. (This guideline is not intended to encourage location of any land uses requiring extensive foundations in areas of unstable soils).

"Unstable soils" are those soils which impose a significant constraint on development, either because of limited bearing capacity or potential for slope failure. Clay or silty soils over shale on hillsides are typical conditions susceptible to landslides. Clay soils on flat land, fragipans, and former landfill sites pose hazards to foundations. Sink holes and marl pits severely constrain structural development.

E-12 Locate landfills, industrial materials storage areas, and industrial waste disposal facilities so as to minimize hazards to groundwater.

**Guideline application:** All industrial.

**Intent:** To protect groundwater quality. To protect existing and potential uses of groundwater as a supplemental water supply. To prevent pollution of surface waters by contaminated groundwater.

Drainage from landfills, chemical storage areas, and industrial waste disposal areas can have major irreversible impacts on groundwater quality. It is important that these land uses be located away from groundwater recharge and high water table areas. Liquid wastes must be stored under specific, engineered conditions to prevent leaching of waste materials.

E-13 Take all reasonable actions to ensure that new development does not cause indirect air pollution that will cause significant air quality degradation. Such actions include one or more of the following:

a) Dispersion of automobile traffic through increased access points;
b) Improvements in traffic flow on and off-site through intersection improvements and street widening;
c) Developing walkways and bikeways;
d) Alteration of land uses to reduce total traffic generation or disperse it;
e) Reduction of development density or intensity, or
f) Other actions to reduce adverse air quality impacts.

**Guideline application:** All land uses.
Intent: To protect people and property from the hazards of air pollution. To meet and maintain ambient air quality standards for pollutants generated by motor vehicles. To reduce air quality related constraints to development and redevelopment projects that contribute to pollution.

The application of the control measures listed above will vary according to the potential pollution impacts of each proposed development.

E-14 Ensure, to the extent possible, that air pollution resulting from construction and demolition activities will be reduced.

Guideline application: All land uses.

Intent: To reduce the health and nuisance impacts of windblown dust. To meet and maintain air quality standards for particulates.

Measures to reduce air pollution impacts of construction and demolition activities include: minimizing disturbance of ground cover, re-establishing ground cover, providing hard surfaced or chemically treated roadways and dampening structures during demolition.

E-15 Take all reasonable actions to reduce air pollution from stationary sources.

Guideline application: All industrial. If major utility facility.

Intent: To protect people and property from the hazards of air pollution. To meet air quality standards. To achieve levels of air quality which allow industrial growth and expansion.

A "stationary source" of air pollution is any building, structure or installation which emits air pollution.

E-16 Locate landfills for disposal of solid waste in areas which:

a) Are above the elevation of the 100-year flood, and
b) Have suitable underlying soils and geology to prevent pollution of groundwater and surface streams, and
c) Are a sufficient distance above water producing wells and the seasonal high water table, and
d) Have soils in sufficient quantity to cover the refuse, and
e) Are at least 500 feet from any water producing wells, and
f) Can be screened from public view, and
g) Can be buffered from adjacent land uses to prevent such nuisances and hazards as methane gas migration problems, and
h) Have adequate access which route trucks away from existing residential neighborhoods.
Guideline application: If landfill.

Intent: To minimize the health hazards, nuisance and water pollution problems associated with solid-waste disposal.

Underlying soils and geologic formations in areas to be developed as landfills must be sufficiently impervious to contain leachates and to prevent lateral movement of gases generated by waste decomposition. Silt-loam soils such as those found in the Ashton, Beasley, Crider, Elk, Memphis, and Shelbyville soil classifications, are satisfactory soils for sanitary landfills. Bedrock that is free of joints and fractures is a suitable base for sanitary landfills.

E-17 Prohibit noise-sensitive land uses in areas where accepted noise standards are violated, unless adequate abatement measures are provided.

Guideline application: If site has major noise problems.

Intent: To prevent health hazards and nuisances caused by locating noise-sensitive development in areas which already have excessive noise levels.

The most common noise-sensitive land uses are residences, hospitals, nursing homes, schools, and churches. Noise-abatement measures include vegetative buffers, structural barriers, distance and soundproofing of structures.

E-18 Preserve buildings, sites and districts that are recognized as having historic, cultural or architectural value.

Guideline application: If proposal will affect an historic place.

Intent: To preserve the community's heritage.

Historically significant buildings, sites or districts are those listed on the National Register of Historic Places, the Indiana State Historic Preservation Office list, listed in the National Landmarks' records, or places which are locally significant and are designated under a city or county ordinance, if it can be proven that the building, site or district has substantial historic or architectural significance.

E-19 Protect, to the extent possible, wildlife and endangered species areas, wetlands, publicly owned parks, unique natural areas, and other areas with significant landscape features.

Guideline application: All land uses.

Intent: To maintain the open space, vegetation and wildlife resources in the Sellersburg area for future generations. To preserve significant natural areas from negative impacts due to intense development.
In some cases, when publicly owned open space is the only available site for the location or expansion of a necessary community facility, utility, highway, etc., replacement in kind of the open space resource would be acceptable under this guideline. Privately owned open space, unique natural areas and such significant landscape features as hillside stream corridors and scenic areas, which are of proven significance to the public as a whole may be preserved through outright public acquisition, conservation easements and scenic easements. In some cases, a buffer area may be needed to maintain the quality of these resources.

E-20 Develop a flood control and drainage plan to coordinate the construction and maintenance of all flood control and drainage facilities.

**Guideline application:** If in or near 100-year floodplain.

**Intent:** To develop a more comprehensive and cost-effective approach to solving drainage and flooding problems. To ensure adequate maintenance of drainage facilities over the long term.

Local government should determine a mechanism that will ensure adequate ongoing maintenance of both public and private drainage facilities.

E-21 Develop a plan for disposal of solid waste.

**Guideline application:** All land uses.

**Intent:** To participate in and cooperate with the County's program to implement the County's Solid Waste Plan.

Solid waste management plans consider quantities of waste generated, existing disposal practices, suitable landfill sites, waste disposal sites, and the feasibility of recycling and energy conversion. The plan should apply to each entity providing solid-waste disposal services and develop a coordinated, least-cost solution. The responsibility of state, regional and local agencies for carrying out the plan must be identified.

E-22 Develop and enforce measures and criteria regulating the production, transport, storage, and disposal of hazardous wastes.

**Guideline application:** All land uses.

**Intent:** To minimize the threat to public health and safety posed by hazardous wastes. To prevent hazardous waste pollution of the air, surface waters and groundwater. To prevent dangers from transport of hazardous materials through residential and urban areas.

Hazardous wastes are generated primarily by industry, with some contribution by laboratories and hospitals. The following substances are classified as hazardous wastes: toxic chemicals, explosives, flammable materials, acids, caustics, pesticides, etc.
E-23 Assist the preservation of historic districts and sites by:

a) Acquiring, when feasible, buildings and sites or easements for public use, and
b) Utilizing government funds for historic preservation to leverage other funding sources, and
c) Providing technical advice to the private sector on seeking funding sources, determining appropriate re-uses, formulating rehabilitation strategies, and disseminating information regarding federal tax incentives.

Guideline application: If proposal will affect an historic place.

Intent: To assist historic preservation in a manner that can both benefit the public and prove economically feasible to the owner.

E-24 Develop a county-wide open-space plan including the identification of critical areas for preservation.

Guideline application: All land uses.

Intent: To preserve and enhance existing open spaces. To promote the establishment of new, usable open spaces and the interconnection of open spaces. To establish open spaces that are critical for preservation. To provide open spaces in an environmentally sound and cost-effective manner.
Appendix

Glossary

This glossary is designed to provide the non-expert with a ready reference to the general meaning of some of the technical terms used in the Comprehensive Plan. For a full understanding of each term, other sources related to the appropriate field of expertise should be consulted.

**Ambient air quality standards:** Levels of pollutant concentrations above which human health or welfare is affected, established by the federal government. Ambient air is external to buildings.

**Aquifer:** An underground, water-bearing stratum of rock, sand or gravel.

**Capital improvements program:** A governmental or quasi-governmental timetable for construction of permanent physical facilities. It excludes expenses for operation and maintenance of facilities or services.

**Channelization:** The process of reducing the area or controlling the location of flow -- of water or motor vehicles -- through structures that confine the flow.

**Corridor:** The term identifies a general area to which a major roadway provides the primary means of access -- e.g., the US 31 Corridor. The term may also identify the general area in which travel might be accommodated between two points. A number of road alignments may be possible within a corridor.

**Cut-and-fill:** Changing the natural contours of land, usually by excavating the high points and filling the low points.

**Density:** The number of dwelling units per acre (See Net density).

**Earth berms:** An earthen mound or embankment for screening a structure or a land use from nuisances.
Eutrophication: The process of increasing the nutrient levels in water leading to algae problems, excessive growth of aquatic weeds, bottom sludge deposits, oxygen depletion and loss of desirable fish species.

Floodplain (100-year): The area inundated by a flood which may be expected to be equaled or exceeded on the average once every 100 years; composed of the floodway and floodway fringe (See Floodway and Floodway fringe).

Floodway: The portion of the floodplain necessary to convey the 100-year flood without increasing flood-water elevation. The floodway carries fast-moving floodwaters.

Floodway fringe: That portion of the floodplain subject to inundation but lying beyond the floodway. The floodway fringe serves as a storage area for the backwaters of the 100-year flood.

Fragipan: A brittle, subsurface sheet of relatively impervious soil. A load-bearing fragipan tends to rupture suddenly when it becomes wet, and therefore limits the development potential of affected sites.

Frontage road: A local street contiguous to and generally paralleling a more heavily used street that provides property access in lieu of direct access to the more heavily used street. It minimizes access points to the more heavily used street and furnishes access to property not having direct access to that street. Sometimes called a "service road."

Functional highway classification: Categorization of streets and roads considering the degree to which through traffic is served versus access to property and considering the character of the trough traffic being served. Factors considered include typical length of trip, volume of traffic, number of lanes, other geometric considerations and the level of land use activity served. The following is a general description of the classification of streets and highways used in this Plan:

Expressway: Provides totally controlled access -- through grade separations and interchanges -- to major activity centers of the metropolitan area and to other metropolitan areas. It serves the longest trips and highest volume travel corridors.
**Major Arterial**: Links major activity centers or communities within the metropolitan area. Excluding the expressway, it carries the longest trips and the highest traffic volumes.

**Minor Arterial**: Links major land uses or neighborhoods within a community. It carries trips of moderate length at somewhat lower speeds than major arterials.

**Collector**: Provides for traffic circulation within neighborhoods as well as access to abutting property. It serves as the traffic collection and distribution system for arterials.

**Local**: Generally provides direct access to property and to other street classes.

**Grass filter strips**: Grassed areas through which water flows providing for the settling of solids suspended in water.

**Ground cover**: Any vegetation on the ground that prevents or reduces soil erosion or landslides.

**Groundwater**: Underground water that supplies wells and springs.

**Groundwater recharge area**: Surface area through which water seeps into the ground, replenishing the groundwater supply and aquifer flows.

**Hydraulic capacity**: The capability of natural and man-made channels to convey water.

**Indirect source of air pollution**: Any structure or facility, such as an office building or shopping center, which generates traffic and thereby indirectly causes air pollution.

**Industrial subdivisions**: The division of a parcel of land into two or more lots for the purpose of industrial development, having an internal circulation system.

**Intensity**: The level of concentration of activity associated with a particular land use including size of structures, traffic generated, number of persons accommodated and other off-site impacts.

**Interchange**: A system of roadways interconnecting two or more highways at different grades.
National Register of Historic Places: The official list of the nation's significant districts, sites, buildings, structures, and objects determined by the U. S. Secretary of the Interior to be worthy of preservation.

Natural drainage channels: A water-carrying channel or gully which has not been significantly altered by man -- e.g., stream beds or rivers.

Net density: The number of dwelling units divided by the gross land area of the site excluding land set aside for public use, such as streets, rights-of-way and drainage facilities.

Non-point sources of water pollution: Those sources of water pollution which cannot be traced to a specific, identifiable discharge location. Examples include stormwater runoff from parking lots, streets and farms.

Off-site: Beyond the boundaries of the property in question.

Offsets (emission): A policy which allows new stationary sources of air pollution to locate in areas which exceed air quality standards, if there is a reduction in emissions from existing pollution sources that will result in a net reduction in air pollution.

On-lot sewage disposal system: A sewage treatment or storage system located on the property that is designed to prevent noxious, polluted water from going off-site.

On-site: Within the boundaries of the property in question.

Particulates: Fine particles of solid or liquid matter suspended in the air, such as dust, smoke and mist.

Peak hour: The sixty-minute period of the day during which a given street or highway carries its highest volume of traffic. Usually this occurs during the morning or evening rush, when the majority of people go to or from work.

Planned commercial centers: A compact grouping of commercial uses -- and in some instances, other uses -- that is designed to utilize and control in common such things as ingress, egress, and parking areas, and to allow unobstructed movement of pedestrians between stores.

Potable water: Water suitable for drinking.
Retention basin: A facility for the collection, temporary storage and delayed release of stormwater runoff, to prevent increased flooding and erosion.

Seasonal high water table: The highest level at which soil is saturated with groundwater; this level usually occurs during the spring.

Settling pond or basin: A facility for temporary storage of surface drainage that allows suspended particles to sink to the bottom, thereby reducing pollutant concentrations in water running off the site.

Sink hole: A depression in the ground surface caused by the collapse of subterranean channels and cavities. The channels and cavities occur in limestone bedrock as part of the weathering process.

Slippage of soils or slope failure: Mass movement of soil downslope. This may occur suddenly as in a landslide, or gradually as in a hillside creep.

Stationary source of air pollution: A facility or structure which generates air pollution, such as certain power plants and industries.

Stubbing: Temporarily creating a dead-end street with a turn-around in anticipation of future connection with adjacent development.

Subsidence: Sinking of the ground surface, caused by removal of subsurface supporting material.

Support population: Short-term storage of rainwater in natural and man-made depressions to allow evaporation and infiltration of surface drainage.

Swale: A grassed ditch used for drainage.

Turbidity: Cloudiness of water due to suspended particles of sand, silt, clay, etc.

Zero lot-line: A situation in which a building is sited on one or more lot-lines with no setback. The purpose is to allow more flexibility in site design and maximize usable open space.
TRANSMITTAL OF COMPREHENSIVE PLAN TO LEGISLATIVE BODY

RESOLUTION

WHEREAS, the Sellersburg Plan Commission of the Town of Sellersburg, Indiana, has been given careful study to the requirements of the town for the establishment of a Comprehensive Plan and,

WHEREAS, said plan has been submitted to a properly advertised Public Hearing, which hearing was held in the Sellersburg Public Library on the Fifteenth Day of June, 1993, and all suggestions and criticisms have been given careful study and consideration,

WHEREAS, the Plan was approved by the Plan Commission on June 29th, 1993.

NOW, THEREFORE, BE IT RESOLVED, that said Plan be recommended to the Town Council of the Town of Sellersburg, Indiana, for passage, and that the Secretary of the Commission is hereby directed to certify a copy of said Plan to the Council at their next meeting for consideration and passage.

Adopted this 29th day of June, 1993.

SELLERSBURG PLAN COMMISSION OF

Sellersburg, Indiana

By: [Signature]

President

By: [Signature]

Secretary