

City of Sullivan

Comprehensive Plan 2013



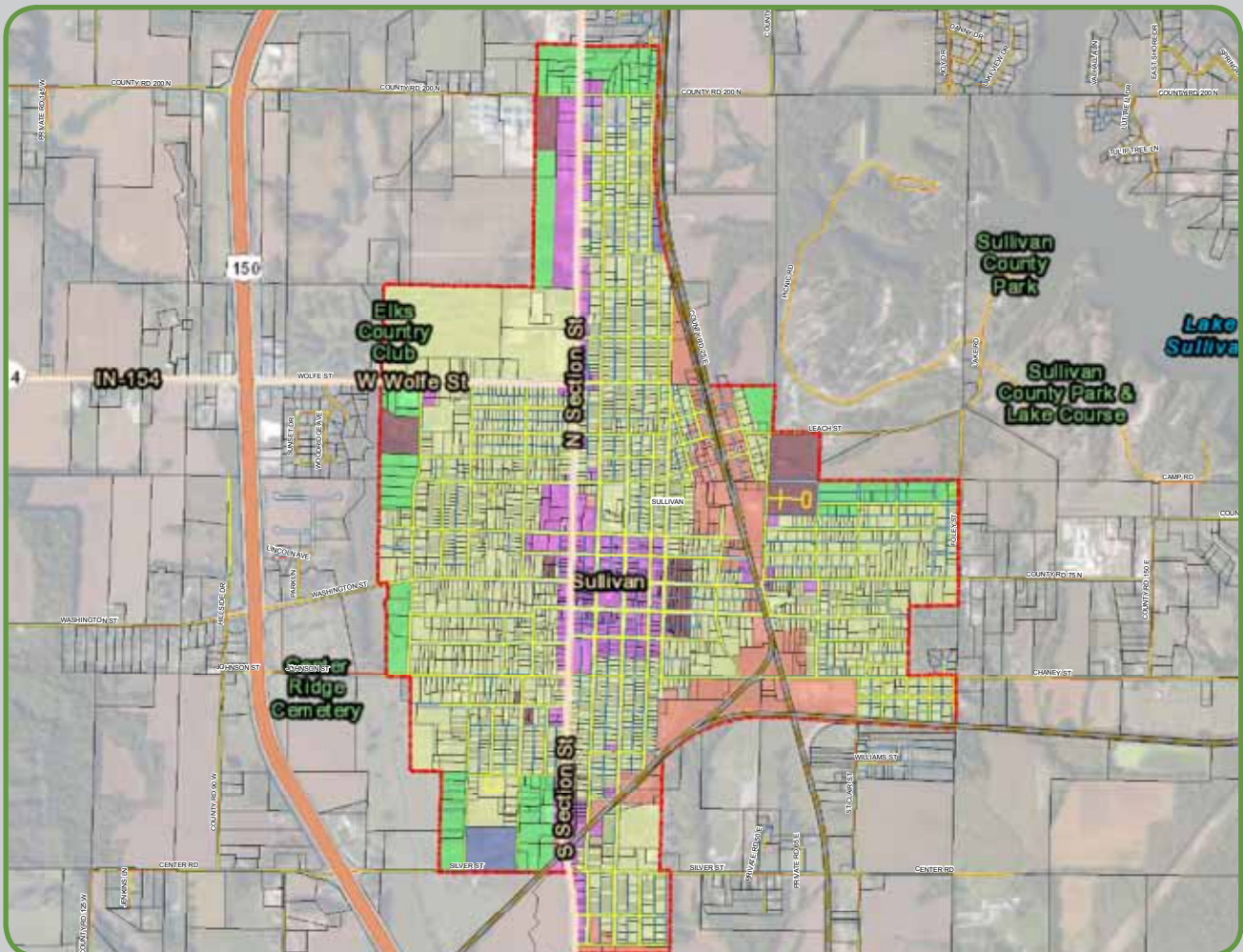
Prepared by

Strategic Development Group
Beam, Longest and Neff Engineering

City of Sullivan

Comprehensive Land Use Plan

October 2013



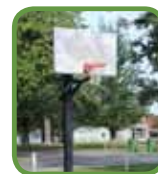
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Sullivan City Council adoption: **11/12/13**



ACKNOWLEDGEMENTS



CHAPTER 1

Community ownership is key to the success of any plan. For this reason, we wish to acknowledge the participation and hard work of Sullivan's citizens. Residents who were interviewed, attended focus groups or took part in public meetings all made valuable contributions.

Thanks also to the Indiana Office of Community and Rural Affairs (OCRA) for funding this planning project and to OCRA representative Jill Curry for her close involvement.

Special thanks are extended to the City of Sullivan Mayor Clint Lamb, Planning Commission President Jim Exline and Building Commissioner Brian Pound for their guidance. The steering committee included a broad range of community representatives.

Steering Committee Members

Jack Alexander	President Sullivan City Council
Nick Baesler	Business Owner
Jim Conner	Resident
Jill Curry	OCRA
Jim Exline	President Sullivan City Plan Commission
Bruce Hale	Resident
Clint Lamb	Mayor
Alan Lueking	Retired Veterinarian
Jean McMahan	Board of Works
Jesse Morin	Sullivan City Police Chief
Kimberly Morin	Resident
Jill Nesbitt	Flooring American - General Manager
Shannon Orman	Sullivan County Sheriff's Office
Matt Pearison	Business Owner
Alan Pierce	Resident
Brian Pound	Building Commissioner
Charles Reed	Sullivan Fire Department
Chad Robertson	Sullivan Fire Department
Rob Robertson	Sullivan City Fire Chief
Tammy Rogers	Sullivan County Sheriff's Office
David Shrum	Resident
Bob Street	Retired Educator
Steve Tucker	Retired Teacher, Artist
Bruce Walkup	Resident

ACKNOWLEDGEMENTS

1

QUESTIONS?

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City of Sullivan
32 N Court Street
Sullivan, Indiana 47882
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Members of the consulting team who facilitated the process are grateful for the opportunity to learn more about your community. Thank you!

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The Planning Workshop
K.K. Gerhart-Fritz



INTRODUCTION

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The comprehensive plan is Sullivan's guide to the future. It answers fundamental questions such as:

What do we want to change? What do we want to protect?

So, how can a community change what it doesn't like while protecting what it does? One method is land use planning, which lays out the city's priorities and sets goals on how to reach them.

Decisions made without reference to a plan are frequently reactionary, responding only to specific short-term problems. But a long-term view is needed in order to keep the city from growing or shrinking simply by accident. It is vital for decision-makers to have a shared reference point, or at least a collective set of facts.

Other potential benefits of planning include providing services more efficiently, directing development to areas with the capacity to support it, making sure adjacent uses are compatible and protecting property values.

The comprehensive plan is an advisory tool for the mayor, city council, plan commission, board of public works, board of zoning appeals, staff and interested citizens when land use changes are proposed. These changes cover a wide range of topics such as new roads, subdivisions and commercial developments. The plan also covers environmental issues such as sustainable and smart growth.

But the comprehensive plan is not the same as zoning regulations. That more detailed level of guidance is reserved for ordinances adopted during the zoning and subdivision control process. In many cases, though, the comprehensive plan builds the foundation for zoning regulation changes.



This document expresses general community agreement, as interpreted through a nine-month process including steering committee meetings, interviews, visioning workshops, focus groups and public hearings.

The plan unfolded in stages, moving through baseline research, creating a vision for the future and setting community priorities before developing goals, strategies and ultimately an implementation plan. It is long-range in orientation – intended to reach out 15 to 20 years – but is specific enough to guide the day-to-day activities of the city’s elected and appointed officials.

The plan also holds a feature that’s probably unique among comprehensive plans – The Sullivan Playbook. This special section in Chapter 12 was created to match the pace of change underway in the city. The individual chapters contain years’ worth of goals and strategies, but the playbook has projects that can be carried out next weekend. The need for this approach became apparent as local leaders launched innovative programs – such as “Paths to Progress” and “It’s Got to Go” – continually throughout the planning process.

The Planning Process

In Indiana, comprehensive planning is permitted by the 500 Series of Title 36-7-4 of the Indiana Code. This law empowers towns, cities and counties to adopt plans. Any plan adopted in Indiana must contain at least the following three elements:

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

In addition, the law provides for a number of optional elements, including parks and recreation, flood control, transit and natural resource protection. While each planning process should be custom designed to meet community needs, nearly all contain the same core elements as found in this plan:

- Evaluate existing conditions, including strengths and weaknesses, community character, demographics, natural features, etc.
- Establish goals and objectives for the future.
- Identify alternatives for meeting the goals and objectives.
- Select the most desirable alternative.
- Devise and adopt tools to implement the plan (zoning, subdivision control, capital improvement programming, etc.).
- Evaluate the success of the plan.
- Revise the plan.

The creation of the comprehensive plan was overseen by a steering committee. It was comprised of 18 community leaders including elected and appointed officials, business owners, not-for-profit representatives and long-time residents. Community outreach efforts included:

Key Stakeholder Focus Groups: Focus groups were held to gather input from representatives from economic development, housing and neighborhoods and natural resources/agriculture/recreation.

Key Stakeholder Interviews: Representatives from utility companies, officials from county-wide organizations and others were interviewed during the process.

Public Meetings: Public meetings were held to gather input about local goals.





Steering Committee Meetings: The committee met six times to set priorities and discuss options. Review teams made up of committee members edited every chapter.

Project Website: A website - www.sdg.us/sullivan-comprehensive-plan/ - was used to post all of the minutes from steering committee meetings as well as draft chapters of the plan.

Using the Comprehensive Plan

For the comprehensive plan to produce results, it must be understandable and be put into practice. The following paragraphs will assist in understanding how to use the plan.

Topic Chapters

Topic chapters include land use, economic development, housing, natural resources and recreation, transportation and utilities. The chapters are mostly self-contained examinations of specific issues. They include research, goals and objectives. Besides making the reader well versed in the topic, they outline years of projects for tackling problems. All of the recommendations are gathered together in the Implementation Plan.

Tips for Plan Commissioners and City Officials

When properly applied, a comprehensive plan can make the life of the decision-maker easier. Community leaders can point to the research or maps while explaining how they reached their decision. They can refer to the input of residents whose opinions helped shape the plan's goals.

They can also ask themselves how they make decisions without a plan. Certainly their experience in Sullivan guides their judgment, but a group of people making decisions based on their individual perceptions may not lead to a shared vision of the city's future. The comprehensive plan provides a defensible, unified vision.

Tips for Developers

Developers typically ask for “more predictability” from decision makers in order to maximize their investments. This plan spells out the community’s preferred future; where it wants to extend infrastructure and where it wants housing, industrial and commercial development.

The plan also suggests changes to the zoning code and subdivision regulations.

Tips for Citizens

After finding your house on the future land use map, the next step is to read up on community issues that interest you. For example, consult the Land Use or Housing chapters.

Changes to the Comprehensive Plan

The final word on the City of Sullivan Comprehensive Plan is that as circumstances change, the plan should be modified to change along with them.

This may not mean a complete update, but every year or so the plan commission, staff and others should review the plan to make sure it is current.



VISION & PLAN SUMMARY

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There is no energy shortage in the City of Sullivan.

Local leaders have demonstrated vitality in launching projects that would be the envy of much larger cities, including:

- The first annexations in more than 50 years.
- Demolition of the old Central School, which has been an abandoned brown field for decades.
- An innovative public-private partnership to renovate older homes and make them available for rent.
- Refurbishing of the main commercial streets around the courthouse square.
- The Paths to Progress, a partnership with residents to repair sidewalks. More than 40 households signed up.
- They Gotta Go, a city run project to tear down and remove abandoned, eyesore buildings. Three homes have been cleared.



And the final item is *this* comprehensive plan, the first update since 1968. The plan aims to keep the momentum going as the city moves forward. For the most part, residents agreed on the community's top priorities:

- Economic development
- Downtown revitalization
- Neighborhood renewal

They also agreed on the biggest obstacle: apathy.

However, recent activity is proving to be the anecdote for indifference about the city's fate. For example, in a posting on the city's Facebook page, residents were asked what new businesses they wanted downtown. More than 80 people listed their vision of downtown growth.

Establishing a Vision

Rather than cobble together a single, large vision statement, the communities' idealized future is captured in shorter goals.



For the city's core neighborhoods, the vision is the preservation of historical character. Ideally, all necessary renovation work would be done by local contractors.

For commercial growth, the vision is for a revitalized downtown that includes family restaurants, new shops to attract visitors and apartment units on the second floor.

For recreation, the vision centers on the potential of the Central Park site and creating facilities to draw softball tournaments and other team sports at City Park.

For infrastructure, the vision is improved service for the east side of town and planning for paving and maintenance.

Goals of the Plan

The following chapters lay out what Sullivan's leaders must do to transform their vision into tangible progress. Each chapter concludes with a series of goals and an accompanying list of objectives. The goals are:

Economic Development

Goal 1: Put in place the tools needed to promote and fund economic development.

Goal 2: Invest in quality of life projects to restore the community's image as a great place to live, work and play.

Goal 3: Invest in the creation and promotion of outdoor recreational activities as a key driver to the local economy.

Housing

Goal 1: Successfully launch the public-private partnership project to revitalize Sullivan's neighborhoods.

Goal 2: Show the city's commitment to neighborhood revitalization by creating and promoting low-cost, easy access assistance programs.

Goal 3: Dedicate more resources to code enforcement, so that people who maintain their homes don't have their property values diminished by those who don't.

Goal 4: Take the lead in forming neighborhood associations in core areas, particularly those surrounding downtown.

Goal 5: Engage landlords to emphasize the importance of maintaining safe, livable, affordable properties for Sullivan residents, particularly vulnerable ones who cannot afford other options.

Natural Resources & Recreation

Goal 1: Create a City of Sullivan Parks Master Plan.

Goal 2: Expedite reuse of the old Central Park school site as a new recreational hub that complements the existing City Park.

Goal 3: Enhance City Park to create more opportunities for recreation and to capture tourist dollars.

Goal 4: Create a more accessible and welcoming recreational infrastructure.

Transportation

- Goal 1: Enhance the city's existing transportation system to create more "Complete Streets" i.e. – bike lanes, pedestrian zones and pedestrian-only corridors.
- Goal 2: Enhance the city's gateways to "brand" the city as a tourist attraction.
- Goal 3: Improve existing corridors to accommodate large recreational vehicles and truck traffic.
- Goal 4: Minimize traffic congestion along Section Street during arrivals/dismissals of schools.
- Goal 5: Improve traffic flows for through traffic around the courthouse square.

Utility

- Goal 1: Water is available – use it as a marketing asset.
- Goal 2: Address outstanding issues with the existing municipal wastewater collection system and treatment plant.
- Goal 3: Continue to enhance the city's operation and maintenance of the sewer collection system. If possible, reduce the cost of the anticipated interceptor upgrades outlined in the Long-Term Control Plan.
- Goal 4: Create a new stormwater utility.
- Goal 5: Create a fiber optic network throughout the city to attract businesses and enhance tourist experiences.

Additional plans for accomplishing the city's vision can be found in Chapter 12: The Sullivan Playbook.

Next Steps

Implementation is the most important factor in ensuring the success of a comprehensive plan. The final chapter of this plan includes a detailed implementation chart.

After implementation, periodic review is needed to keep the goals of the plan alive. Every year or so the plan commission, city council, city staff and other leaders should review the implementation chart and make note of progress. For example, the biennial comprehensive plan review team might include:

- Plan commission members
- One BZA member
- City council representative
- City staff
- Neighborhood representative





COMMUNITY CHARACTER

4

CHAPTER 4

History

The City of Sullivan is in Hamilton Township near the geographic center of Sullivan County, Indiana. The county is in southwestern Indiana and is bordered by Illinois and the Wabash River to the west, Vigo County to the north, Greene County to the east and Knox County to the south.

The City of Sullivan is the county seat. Named for Revolutionary War hero Daniel Sullivan in 1872, Sullivan County was formed from Knox County and has experienced six boundary changes since 1821. Carlisle was the first temporary county seat during the formation of Sullivan County; Merom then became the county seat and remained so until about 1842. During this year the City of Sullivan was founded so the county seat could be moved to the center of the county.

Sullivan County's original courthouse held most of the city and county's early records. Unfortunately, many of these files were destroyed in a fire when the courthouse burned down in February 1850. The current Sullivan County Courthouse was constructed in 1926 by architect John Bayard of Vincennes. The elaborate design of the new courthouse displayed details that classified the style as Beaux Arts. The building is surrounded by nineteenth and twentieth century commercial buildings.

Sullivan's original Central School was constructed in 1914. It served all grades until present-day's Sullivan elementary, middle, and high school were built.

The city's central location and recreational opportunities are its trademarks. The county's lakes and parks make it one of the leading recreational counties in this area of the midwest. Historically, the industry of the city and county was centered on agriculture and coal mining.



Figure 4.1

Character

The City of Sullivan is part of the Old Northwest Territory. The city is located in the part of Sullivan County that was once a wild area, filled with Native American and military trails as well as isolated frontier settlements.

Historical buildings and landmarks found in this southern Indiana city include the Sullivan County Chamber of Commerce building, Sullivan County Courthouse and Sullivan County Carnegie Library. The county's chamber of commerce serves as a historical visitor's center and offers brochures on the city's attractions. Sullivan County's Carnegie Library was one of 1,679 libraries built in the U.S. with funds donated from philanthropist Andrew Carnegie. The library was built of Bedford limestone and was designed by architect Paul O. Maratz. This Carnegie Library is unique because it has a domed tower. In 1986, the library was restored to its original 1904 look and another 2,400 square foot addition was built in 1995.



Sullivan is also home to a historical dinner theater called the Sherman Building. The building was originally constructed in the 1880s but was destroyed by fire in 1916. T.K. Sherman was able to rebuild the theater and reopen it in 1917. Crossroads Community Church of Sullivan presently owns the building.

Sullivan County's coal mining industry has supplied fuel to the city's railroads and factories for years. This supply comes from the rich stores that lie underneath the green fields and wooded uplands of the county.

The city is home to two parks and one lake. Sullivan City Park includes small playgrounds, a baseball diamond, tennis courts, and a public swimming pool. A natural resources conservation area is also located in Sullivan and Greene-Sullivan State Forest is in nearby Dugger, IN. This forest was founded in 1936 and is 9,000 acres of woodland and rolling hills with 120 lakes.

Cultural Resources

Residents within the city as well as tourists enjoy the city's rich culture. The Sullivan County Historical Society Museum in downtown is the clearinghouse for all things Sullivan. The museum rents space to the Sullivan County Art Guild. The art guild exhibits at the museum and the building serves as a convening place for the art community.

Sullivan attracts tourists to the community each year through city-sponsored festivals and events including the Sullivan County Celebration of Independence, the Sullivan County 4-H Fair and the Sullivan Rotary Corn Festival.

Sullivan Park and Lake hosts the Independence Day celebration, and on the Fourth of July a firework display can be viewed while decorated boats parade the lake.

The Sullivan County 4-H Fair takes place in the summer at the county's fairgrounds and is sponsored in part by Purdue University. The Sullivan Rotary Corn Festival takes place in September. It features music, carnival rides, a corn-eating contest, student chalk drawings, a parade and local vendors.



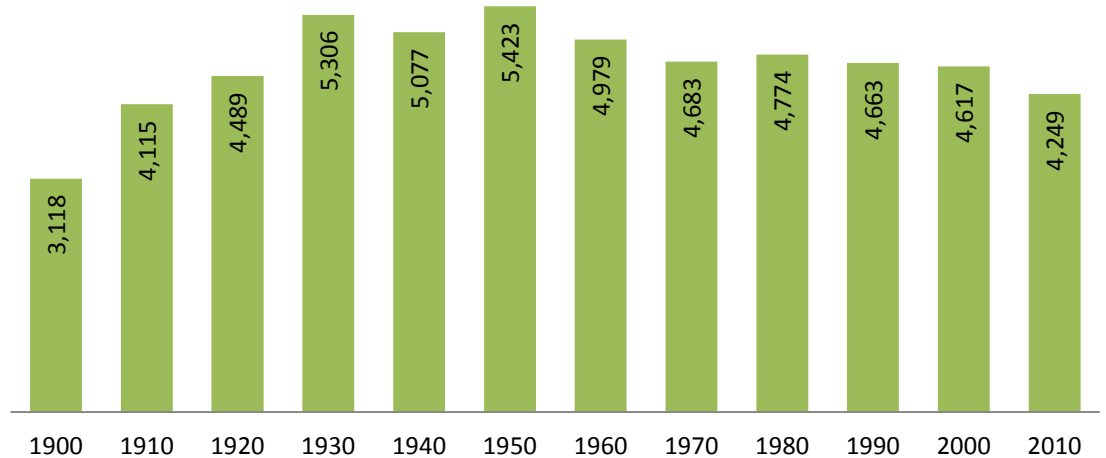
Demographic Highlights

Population

Sullivan has seen a steady decline in population since 1950 and projections estimate it will continue to decrease. Figure 4.2 shows the U.S. Census counts of Sullivan population going back to 1900. From the start of the 20th century until the 1950s Sullivan saw upward population change close to 74 percent. This growth did not last, however, and the population has declined or stayed stagnant since 1950, resulting in a 1,174 loss in Sullivan's population.

The most recent information from Stats Indiana estimates that Sullivan's population decreased slightly from 2010 to 2011 to 4,224 residents.

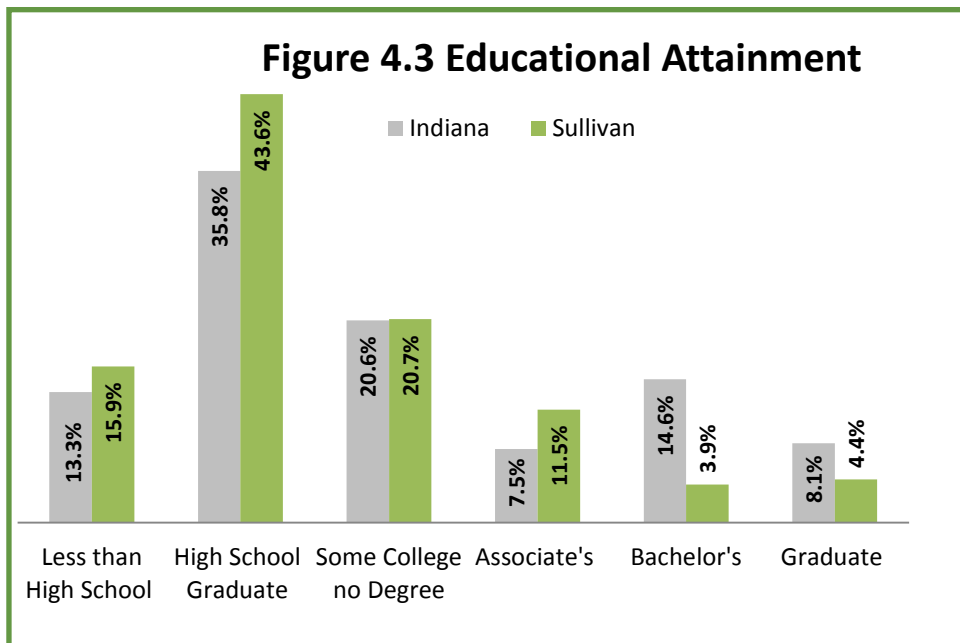
Figure 4.2 Sullivan Population (1900-2010)



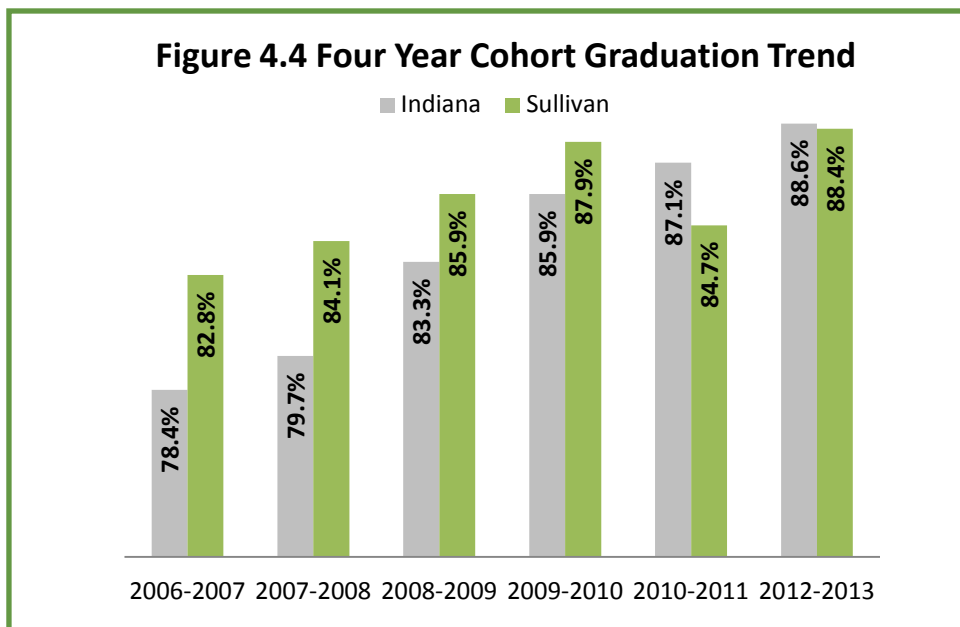
Source: STATS Indiana, Indiana Business Research Center

Educational Attainment

As Figure 4.3 shows, Sullivan is doing well in the percentage of the population with high school or associate's degrees. However, when analyzing the data further, Sullivan is roughly 10.7 percentage points lower than Indiana on the whole when it comes to individuals with a bachelor's degree. When looking at four-year cohorts from 2006, Sullivan repeatedly has higher graduation rates than Indiana except for the 2011 graduating class, as seen in Figure 4.4 below.



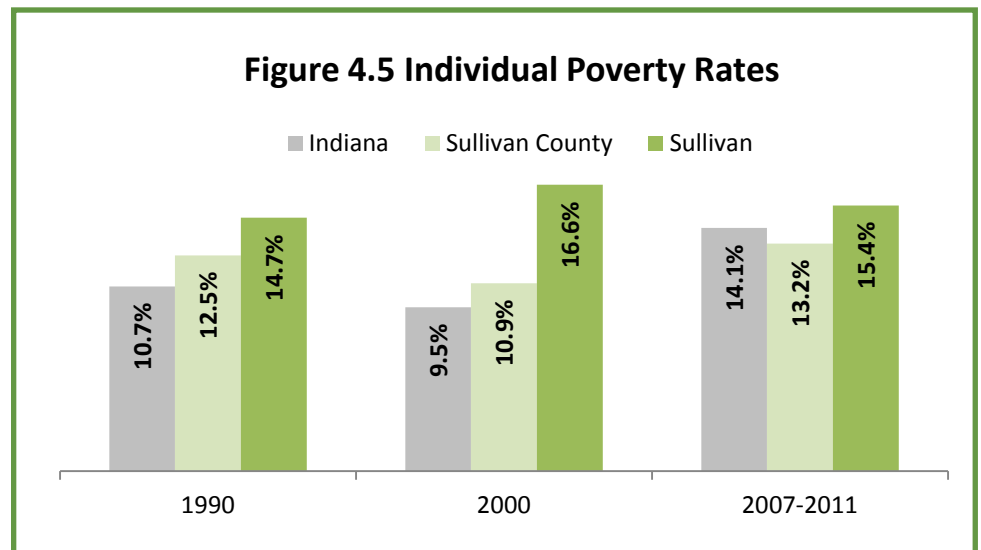
Source: U.S. Census, American Community Survey



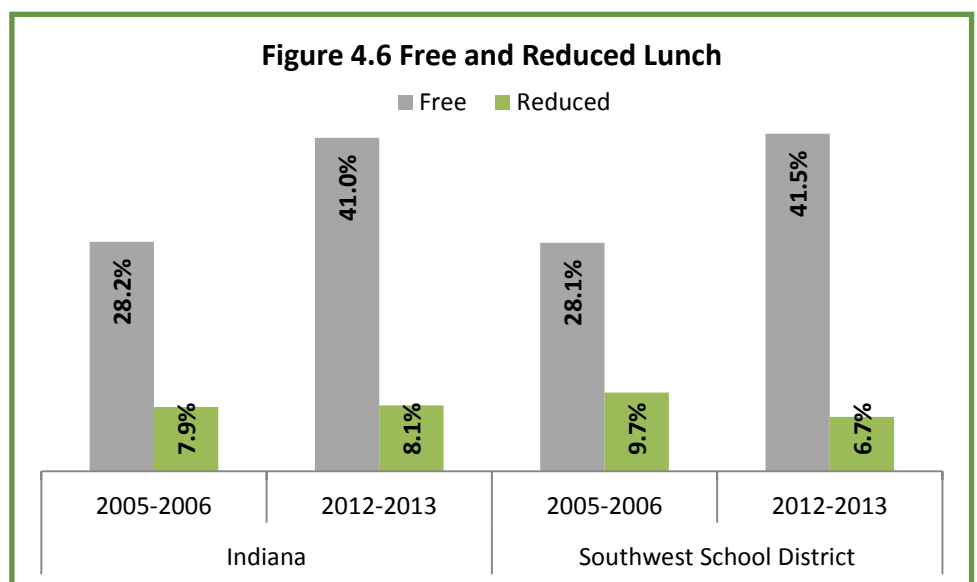
Source: Indiana Department of Education: Compass

Poverty

Figure 4.5 shows that Sullivan's poverty rate is continually higher than Sullivan County and Indiana. It is interesting to note however, that while the county and especially the state rates spiked during the economic downturn, Sullivan's poverty rate slightly lowered from 2000 to 2011 but still exceeded state numbers, with 15.4 percent of individuals living below the poverty line. Another indication of poverty is statistics for students receiving free and reduced lunches in the local school system. Figure 4.6 shows that since 2006, the number of children receiving free lunches has increased by over 13 percent.



Source: Indiana Business Research Center, U.S. Census American Community Survey



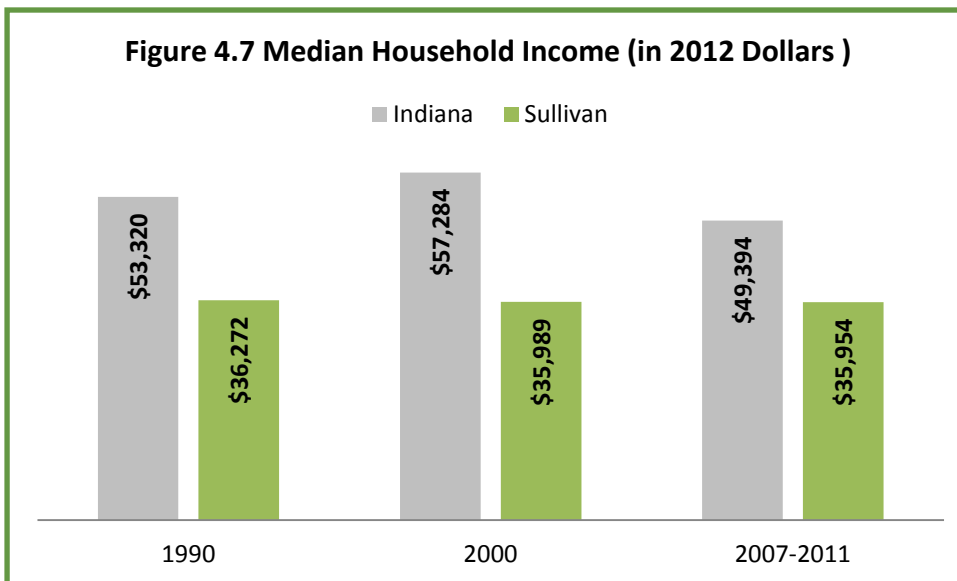
Source: Indiana Department of Education

Income

The change in median household income for Indiana and Sullivan from 1990 to 2007-2011 is represented in Figure 4.7. The statistics below are adjusted for inflation at the 2012 levels using the Bureau of Labor Statistics Inflation Calculator. The overall pattern in Indiana is one seen around the country, with incomes rising from 1990 to 2000 and then declining in the 2000s after the 2008 economic downturn.

From 1990 to 2007-2011 the median household income has relatively stayed the same in Sullivan, but the state median income saw a \$6,000 income decline.

Although income levels have remained stable in Sullivan, the city's median household income has consistently stayed well below the state average.



Source: U.S. Census American Community Survey, BLS CPI Inflation Calculator

Community Assets

Below is a listing of government and community organizations active in Sullivan.

Education

Rural Community Academy
2385 N. SR 63
Sullivan, IN 47882

Sullivan Middle School
415 W. Frakes St.
Sullivan, IN 47882

Sullivan Elementary School
351 W. Frakes St.
Sullivan, IN 47882

Sullivan High School
902 N. Section St.
Sullivan, IN 47882

Healthcare

Sullivan County Community Hospital
2200 N. Section St.
Sullivan, IN 47882

Fire Departments

Sullivan Fire Department
32 N. Court St.
Sullivan, IN 47882

Hoosier Energy Emergency Response Team
5500 W. Old 54
Sullivan, IN 47882

Law Enforcement

Sullivan County Sheriff's Office
24 S. State St.
Sullivan, IN 47882

Sullivan City Police Department
32 N. Court. St.
Sullivan, IN 47882

Parks and Recreation

The City of Sullivan provides a variety of recreational and historical opportunities with its parks, lakes and museums.

Sullivan County Park and Lake
990 E. Picnic Rd.
Sullivan, IN

Sullivan City Park
629 S. Main St.
Sullivan, IN

Elks Lodge Golf Course
600 W. Wolfe St.
Sullivan, IN 47882

Sullivan County Historical Society Museum
10 S. Court St.
Sullivan, IN 47882

Economic Development Organizations

Sullivan County Economic Development and Learning Center
2110 N. Hospital Blvd. Suite 1
Sullivan, IN 47882

Sullivan County Chamber of Commerce
25 S. Main St.
Sullivan, IN 47882



Public Buildings and Institutions

Sullivan County Public Library
100 S. Crowder St.
Sullivan, IN 47882

Sullivan City Clerk Treasurer
32 N. Court St.
Sullivan, IN 47882

Sullivan Mayor's Office
32 N. Court St.
Sullivan, IN 47882

Sullivan Building Commissioner
32 N. Court St.
Sullivan, IN 47882

Sullivan County Soil and Water
Conservation District
2316 N. Section St.
Sullivan, IN 47882

The Humane Society of Sullivan County
2425 N. Section St.
Sullivan, IN 47882

Sullivan Daily Times
115 W. Jackson St. PO Box 130
Sullivan, IN 47882

United States Post Office
103 E Washington St,
Sullivan, IN 47882

Churches

First Christian Church
105 N. Broad St.
Sullivan, IN 47882

Crossroads Community Church
2 S. Court St.
Sullivan, IN 47882

The Pentecostal Church
54 N. Beasley St.
Sullivan, IN 47882

Bible View Baptist Church
315 S. Ferris St.
Sullivan, IN 47882

Church of the Nazarene
1050 N. Main St.
Sullivan, IN 47882

First Presbyterian Church
201 N. Main St.
Sullivan, IN 47882

Word of Life Church
502 N. Court St.
Sullivan, IN 47882

First United Methodist Church
107 N. Court St.
Sullivan, IN 47882

St. Mary's Church
105 E. Jackson St.
Sullivan, IN 47882

First Assembly of God
320 S. Bell St.
Sullivan, IN 47882

First Baptist Church
611 N. Wolfenberger St.
Sullivan, IN 47882

Westside Church of Christ
949 W. County Rd. 200 N.
Sullivan, IN 47882

Churches, con't

Northwood Baptist Church
306 W. Northwood Dr.
Sullivan, IN 47882

Wabash Valley Community Church
3932 Indiana 154
Sullivan, IN 47882

Central Baptist Church Inc.
602 N. Court St.
Sullivan, IN 47882

Methodist United
1111 N. Sunset Dr.
Sullivan, IN 47882

Jehovah's Witnesses Kingdom Hall
2697 E. State Rd. 54
Sullivan, IN 47882
(812) 268-5359

Hickory United Methodist Church
5906 E. County Rd. 200 S.
Sullivan, IN 47882
(812) 847-4386





LAND USE

5

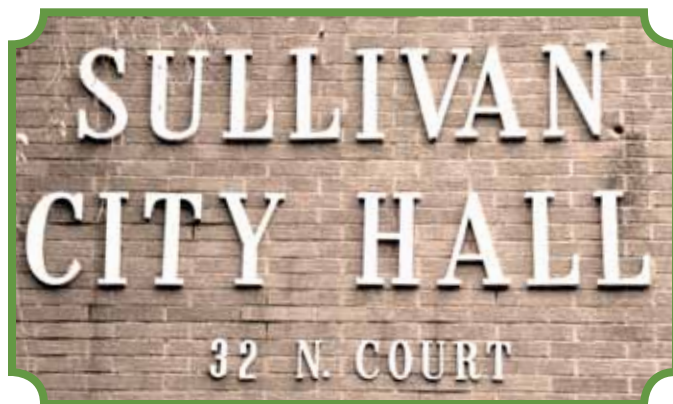
KEY POINTS

- Sullivan is updating its planning efforts with an eye toward the future. Additional topics for directing growth include re-aquiring the 2-mile fringe and creating design standards.
- A review and overhaul of the city's zoning code and subdivision control ordinance is vital for future planning.

The City of Sullivan's dormancy period is over.

Until now, city planning in Sullivan had been limited to the 1945 comprehensive plan and a master plan from 1968. Although there have been many projects since those documents, there has been no far-reaching proposal to stop the decline of city assets and build upon its potential.

Also until recently, Sullivan's corporate limits remained unchanged while much of its economic lifeblood - such as the Sullivan County Community Hospital and local businesses - moved just outside its borders. New subdivisions - "some of the nicest housing in town," according to residents - were built **outside** the city.



But now the city is reasserting control over its future.

For example, local development has been hampered because the city was landlocked, with little room inside its borders for new housing or large businesses. But this year the city annexed 51 acres on its south side. The last time Sullivan pursued an annexation was in 1956. Another annexation is in process. Local leaders have also turned their attention to decay within its borders, creating public-private partnerships to revitalize core neighborhoods and remove long-standing eyesores.

The 2013 City of Sullivan Comprehensive Land Use Plan builds upon this momentum, helping decision makers find realistic solutions to everyday problems and produce incremental changes toward growth.

Existing Conditions

The City of Sullivan is about 2 square miles in the center of Sullivan County. It is surrounded by physically and financially attractive natural resources like Lake Sullivan and the Bear Run Mine.

There is little undeveloped land within city limits but open space is available beyond. Sullivan County is generally level with gentle undulations, making it good for building.

Existing Zoning Map

The Sullivan Land Use and Zoning Map on page 46 depicts the current zoning classification for all parcels within the city. Descriptions of the land uses are given in the table on page 31.

The dominant zoning classification is R2 Residential, with a concentrated area for general business. The map illustrates how tightly packed growth is within the boundaries. There are very few open areas left.



The city does not control planning and zoning within its 2-mile fringe which puts it at a disadvantage in shaping what happens immediately outside its borders. This is particularly true in Sullivan County, because the county does not have a comprehensive plan or zoning in place. It is one of the few counties in Indiana without planning and zoning.

Table 5.1 Zoning Classifications

<i>Zoning Abbreviation</i>	<i>Zoning District</i>	<i>Description</i>
AB	Accommodation Business Districts	Include areas that are close to state highways and/or recreation lakes and are appropriate to the limited shopping and service needs of those locations.
FP	Flood Plain Districts	Include areas that are within the flood plain of rivers and creeks and thus subject to inundation.
GB	General Business Districts	Include areas that are appropriate to all kinds of business and services.
I	Industrial Districts	Provide retail shopping facilities in areas where no clear pattern of business use now exists.
LR	Lake Residence Districts	Include areas that adjoin extensive bodies of water and are suitable for seasonal or permanent residences.
MH	Mobile Home Park Districts	
R1	Residential Districts	Established to include areas for low density single-family residences only.
R2	Residential Districts	Established to include areas for medium density single- and two-family residences.

Land Use Trends

Land use patterns reveal how type of uses such as homes, businesses and industries are distributed across a community. Sullivan's patterns for the types of land use are summarized below.

Agricultural: There is little land under cultivation within city limits although – as a sign of the community's general culture – it is notable that Sullivan County has about 177,368 acres of farmland, according to the 2007 Census of Agriculture.

Industrial: Although there is some industrial development within the city and county, it is not a major land use. Industries provide about 12 percent of the county's jobs.

Commercial: Most businesses are downtown or along Section Street, the city's commercial corridor. Downtown has seen a steady decline in activity, as many businesses relocated or opened outside city limits, closer to U.S. 41.

Residential: Residential land is the city's primary land use. There have been two trends impacting local housing. One is the increase or conversion of homeowner units into rental units. This means about 40 percent of Sullivan's units are now renter occupied, compared to a state average of 29 percent, according to the American Community Survey.

The second change is the decline of property values. This decline means there is less money to pave streets, replace infrastructure and do many of the projects that improve local quality of life.

Annexation: As mentioned, the city is expanding its borders for the first time in decades. The city moved forward on two proposed annexations, both of which were opposed. In August 2013, the city received court approval to annex approximately 51 acres on the south side of Sullivan. That annexation, which includes mostly residential property, took effect immediately. The proposed northern annexation is still under court review. This larger area includes the hospital and its 40-acre business park and offers more potential for development.

The city does not have other annexation plans, according to officials.

Future Land Use Map

Even if there are no immediate plans for more annexation, the city may want to consider re-acquiring planning control of the 2-mile fringe at some point in the future.

Planning control of this area is particularly important because Sullivan County has no planning and zoning and that the city is actively working to promote economic development and protect its quality of life. Re-acquiring the two-mile fringe would require working with the Sullivan County Board of Commissioners.

The Future Land Use Map on page 47 shows the areas the city is annexing and the old two-mile planning fringe.

Challenges and Opportunities

The comprehensive plan does not make a final determination on legally binding ordinances or the zoning map. But comprehensive plans should list community priorities and identify tools to achieve the plan's goals.

This section introduces important but unresolved land use issues for Sullivan and outlines possible decision points. With this foundation, decision makers can determine if further action such as new regulations are needed.

“The city is expanding its border for the first time in decades.”

Capital Improvement Plan

Sullivan does not have a Capital Improvement Plan (CIP), which lists the order and timeline for the community's building priorities.

The CIP allows local leaders to manage the community's debts. It is easy to imagine what happens without it: The community finishes paying off one big project (such as stormwater repairs) and then immediately begins the argument over tax assessments and how to pay for the next big project. The CIP allows local leaders to minimize individual battles by laying out the order of future work. Showing a rational process for construction projects can also help a community's bond rating.



While completing a CIP is beyond the scope of this project, the issues laid out in this chapter, the Utilities Chapter and the rest of this report form the basis of a preliminary plan.

Design Standards

Design standards are ordinances that require certain features for new buildings. They can be very specific, including detailed requirements for building materials and color palettes, or they can be very simple.

Many communities are wary of design standards because they don't want to do anything that might discourage new construction. On the other hand, many communities are crestfallen to see someone build a new business that is cheaply constructed and totally out of character with everything around it.

Sullivan should consider a small set of design guidelines to protect one key area – its historic downtown. Downtown still has many buildings worth preserving despite some vacancies and empty lots.

Enhancing the community's visual appeal is accomplished through the adoption of development standards for new

construction. Although money is a consideration with these regulations, the first big hurdle is for public officials to muster the will to adopt them.

Table 5.2 Planning Tools on page 36 lists different components of commercial design standards and their typical implementation tools, indicating the difficulty in establishing each of the tools in most communities. The chart could be the basis for a community discussion of how to protect downtown’s key buildings.

Table 5.2 Planning Tools

	Tools that Require <u>Little</u> Political Will & Resources	Tools that Require <u>More</u> Political Will & Resources	Tools that Require <u>Considerable</u> Political Will & Resources
Building Orientation	Continue to allow building to be placed and oriented in any location on the site, as long as no other provisions of the zoning ordinance are violated (i.e., setbacks).	Amend the zoning ordinance to prohibit a commercial building from "turning its back" to the main thoroughfare.	Amend the zoning ordinance to require development plan approval by the plan commission for all commercial buildings.
Parking Location	Continue to allow parking to be placed in any location on the site, as long as no other provisions of the zoning ordinance are violated (i.e., sight distance).	Amend the zoning ordinance to limit the amount of parking that can be placed in front of the commercial building, in effect pulling the building closer to the road.	Amend the zoning ordinance to prohibit parking in front of a commercial building, so that resulting parking is on side and rear, opening up the commercial building to the road.
Exterior Building Materials	Amend the zoning ordinance to prohibit certain exterior building materials (i.e., concrete block and prefabricated steel panels)	Amend the zoning ordinance to include a section on exterior building materials that lists acceptable materials and gives the developer guidelines for using them (i.e., each wall must have at least 2 different materials, or 80% of the front elevation must be masonry).	Amend the zoning ordinance to create an architectural review committee to approve exterior building material selection for each commercial building elevation.
Signs	Follow existing zoning ordinance commercial sign regulations.	Amend the zoning ordinance to include unique sign regulations for main thoroughfare.	Amend the zoning ordinance to create a sign review committee to approve each commercial sign plan and design.
Landscaping	Rely on existing zoning ordinance landscape standards as only guide.	Amend the zoning ordinance to include a section on landscape standards for the corridor that sets minimum standards for things like buffers and lists multiple options for the developer of each site to choose from.	Amend the zoning ordinance to require the same landscaping for every commercial site on the main thoroughfare, resulting in a uniform look.
Building Design	Rely on existing zoning ordinance developmental standards (i.e., maximum height) as only guide.	Amend the zoning ordinance to include a section on architectural standards that sets minimum standards and lists multiple options for the developer to choose from.	Amend the zoning ordinance to create an architectural review committee to approve each commercial building design.
Trash & Recycling	Rely on existing zoning ordinance developmental standards as only guide.	Amend the zoning ordinance to prohibit this where visible from the road, in addition to requiring screening.	Amend the zoning ordinance to require this be considered as part of development plan approval by the plan commission for all commercial buildings in the main thoroughfare.

Zoning and Subdivision Ordinance Review

As part of the planning process, Sullivan's Zoning and Subdivision Control Ordinances were reviewed by K.K. Gerhart-Fritz, AICP, of the Planning Workshop.

This review should help create the best comprehensive plan implementation tools for Sullivan and ensure that the long-term plan matches what the city is doing on a daily basis. Note that this overview should not be considered a substitute for legal guidance from the city attorney.

In general, all the ordinances should be reviewed to insure compliance with Indiana Code.

The Indiana Code allows zoning and subdivision control ordinances to be combined in a unified development ordinance (UDO), so Sullivan may want to consider combining their separate zoning and subdivision control ordinances into one unified development code. UDO's are a direction that many communities (Lebanon, Bloomington, etc.) have taken recently in Indiana.

Ease of Use

The current zoning and subdivision control ordinances do not appear to be well-organized or user-friendly. For example, the definitions are the first chapter of the zoning ordinance but should more appropriately be in the back of the document.

In addition, most modern ordinances include illustrations, charts, tables, etc. that make them easier to understand. Modern zoning and subdivision control ordinances should also be designed to be available on the Internet.

Compatibility

A compatibility check between the existing ordinances and the updated comprehensive plan will have to be performed. Because zoning and subdivision ordinances are the two major implementation tools for a comprehensive plan, it is critical that the regulations "sync" with the updated plan. If they do not, they will actually become the two greatest

impediments to realizing the new plan.

Zoning Ordinance

The city's zoning ordinance's has provisions that may not be in compliance with state code. Additional comments are as follows:

152.002, Definitions: Move to "back" of ordinance and include all definitions in this section, instead of scattering throughout the ordinance.

152.004, Return Receipt Requested & 152.005, Notice of Hearing: Consider using "certificate of mailing" instead of certified mail or registered mail. It is less expensive, and because no signature from the property owner is required, it is more likely to be seen by the property owner as part of their regular delivery.

152.005 (C) does not meet the changes to Indiana's Planning & Zoning enabling legislation passed in 2011, which requires communities to offer notice of any future lawsuits. The city should offer a "sign-up" sheet for every planning decision, so interested parties can request future notice.

Note that this procedure and the entire notice section do not have to be in the zoning ordinance; it could be in the rules of procedure, where it is much easier to amend. This would be a good topic for the city attorney.

152.006, Form: Variances, special exceptions and rezonings are not required to be recorded with the county recorder, per state law, unless they have written commitments associated with them.

152.007, Kinds of Districts: Most communities have a Neighborhood Business District. Consider adding a NB District that restricts size of lot/building and certain uses (i.e., drive-throughs), which would be appropriate adjacent to residential neighborhoods.

Any districts which do not exist on the zoning map should be evaluated for deletion from the ordinance. Most communities

also have more than two industrial districts: light (no outside storage or operations) and heavy (allows outside storage and operations). Is there any need for agricultural zoning? Cities and towns may need this classification if they annex farm ground.

152.010, Flood Plain Districts; Boundaries: Changes to the flood maps should be based on Indiana Department of Natural Resources (IDNR) approving a map amendment, not IDNR determining that the change “would not endanger the public welfare.”

152.011, Designation of Special Use Districts: The ordinance treats special uses almost like a “write your own district” planned unit development. Special use districts should be established in the zoning ordinance (i.e., institutional special use district), with associated standards and processes.

152.020, Primary Uses: Generally, the list of uses is out of date. New land uses evolve all the time, and it is important to make sure Sullivan’s lists of permitted uses and special exception uses are up to date in the ordinance, so that the city is not forced to make shaky interpretations.

- **Residential:** The ordinance appears to allow most residential uses in any commercial zoning district. This is typically considered a bad idea because it sets up two very different uses for conflicts over noise, hours, parking, etc. The basic list of uses should also be updated to include, at a minimum, accessory apartments and assisted living facilities.
- **Agricultural:** Since it appears that the city has agricultural uses, why not add an agricultural zoning district? The animal regulations really do not fit into a use chart and should be relocated. There is a big trend in Indiana to allow people to keep chickens in their back yard. Many cities allow this, so the city may wish to rethink the prohibition. To be safe, the city may



want to add CAFOs/CFOs to the use chart and show as prohibited.

- **Industrial:** Cell towers should not be limited to the industrial district only. Ordinances should require co-location of antennas and their location on other structures (i.e., church spires, water towers, etc.) when possible.
- **Public Facilities:** Parks are one of the few uses that should be allowed in a FP District. A dump would not be allowed in a FP by the Indiana Department of Natural Resources. Public parking and a university or college would not be appropriate in residential zoning districts.



- **Business Uses:** There is very little differences between the uses allowed in the commercial districts. Commercial uses should be sorted by district, least intensive in AB and most intensive in GB.

Adult entertainment uses and adult book stores (commonly called sexually oriented businesses) are a locally unwanted land use. Consider further limitations like licensing or location only in an industrial district. Massage and tattoo parlors are considered personal service businesses and are no longer considered undesirable. Retail sales are one use regardless of what is sold (flowers, jewelry, etc.). Home occupations should be a residential use, have a set of standards and should not require a special exception. Warehouse and grain elevator are not the same things.

152.021, Accessory Uses: Signs should not be considered accessory uses. They should have their own chapter.

152.022, Special Exceptions: There should be some basic criteria listed to guide the board of zoning appeals in making a decision. Criteria might include such things as appropriate access and circulation, compatibility with adjacent uses, etc.

152.023, Variances: These criteria do not match Indiana state law. Criteria for both developmental standard and use variances should be listed and match the state law (see IC 36-7-4). Since state law allows it, consider adding an additional development standards criterion: “The variance requested is the minimum necessary and is not caused by actions of the owner, past or present.”

152.024, Nonconforming Uses: Differentiate between nonconforming uses and nonconforming site and structures (add regulations for each). Sullivan should make non-conforming use standards tougher, to discourage expansion, rebuilding and change to another nonconforming use. Set a one-year time limit for maintaining nonconforming status for abandoned/vacant uses.

152.036, Height of Structures: Place all such standards in a table for easier use, with maximum height based on district, not use.

152.037, Maximum Lot Coverage: Consider setting maximum impervious surface coverage standards in each zoning district.

152.040, Minimum Lot Size: Make sure residences on lots with septic are large enough for two septic fields (and make that a requirement).

152.041, Standard Setbacks: Place all such standards in a table for easier use.

152.046& 152.047, Buffering: Consider developing a few different types of buffers, with standards including width, opaqueness, height, landscape plantings. Then indicate which type of buffer is required in each scenario (i.e., Type A Buffer required when adjacent to residential, etc.).

152.048, Entrances: Place all such standards in a table for easier use. The goal of the existing requirement is not clear.

152.050, Parking: Consider setting a maximum number of parking spaces to reduce impervious surface area. Revise

WHAT TO DO NEXT?

Consult the Implementation Plan to begin discussions on revisions to the zoning and subdivision ordinances and other recommendations.

minimum standards; many of the standards seem very high, i.e., retail at 1 per 125 SF is twice what is normally required. Parking standards are much easier to calculate if based on square footage, not people (i.e., employees).

152.051, Miscellaneous Residential: The manufactured home requirements should be reviewed for compliance with Indiana Code.

152.054, Industrial Restrictions: These impacts are very difficult to measure. Does the city have the expertise or the needed equipment?

152.055, Restrictions along Streams: This should be eliminated because the flood regulations will cover it.

152.056, Miscellaneous Flood Plain Regulations: Standards should reflect Indiana's model ordinance.

152.070, Planned Developments: Planned unit developments (PUDs) are regulated by Indiana Code. This section should reflect the process for change of zoning to a PUD, which includes a concept plan and written standards, and the secondary approval of a detailed plan. PUDs are intended to allow flexibility in design, to take advantage of unique situation and be of high quality. Create basic minimum standards for a PUD Zoning District (e.g., minimum parcel size, required open space, etc.).

Subdivision Control Ordinance

The subdivision ordinance should be reviewed to insure compliance with current Indiana laws. Specific comments from K.K. Gerhart- Fritz of the Planning Workshop are listed below.

151.01, Definitions: Move to "back" of ordinance and include all definitions in this section.

151.02, Thoroughfare Plan: The Thoroughfare Plan is part of the comprehensive plan. Indiana law says the plan should be adopted by resolution, not as an ordinance. Plans are meant

to be general guidelines, not laws.

151.05, Thoroughfare Fund: This does not belong in the subdivision ordinance and it should be reviewed to insure compliance with Indiana law.

151.21, Procedure: (B)(1)(b)(2)(b), Indiana Code requires plats to be prepared by a registered land surveyor. (B)(1)(c), fees should not be contained in the ordinance. A fee schedule should be adopted as part of the rules of procedure, so it can be updated easily.

(B)(2)(c), What if the commission does not approve the plat? It shall not be approved if it does not meet the standards of the ordinance, per Indiana Code.(B)(3)(c)(23), the county commissioners have no jurisdiction. Dedication of right-of-way would require approval of city council or the board of works.

151.22, Design – (B)(1), This requirement is not clear; jogs shall not be created? Place as much of the number information in tables as possible, for ease of use. Use drawings, including cross-sections, to illustrate standards. Create a set of typical details for Sullivan.

151.23, Standards: Is it not possible for all lots within Sullivan to access public water and sewer? If they can, they should not be given a choice to install septic. Sidewalks should be required everywhere, not just in residential areas and not just when adjacent sidewalks have already been installed. If that were the case, no sidewalks would ever be constructed.

151.24, Certificates: This is not the proper citation for the state's enabling legislation.

151.25, Variance: Variances are solely the purview of the board of zoning appeals, to be granted for relief from the zoning ordinance. IC 36-7-4-702 officially grants the plan commission authority to grant waivers from the subdivision standards of the ordinance. Create criteria for subdivision waivers and list them in the ordinance.



State Law Changes

Sullivan will need to make amendments to comply with planning-related state law changes, which went into effect on July 1, 2011. It is important that the city's attorney review and assist with the state law prompted ordinance changes.

This review did not include Sullivan's Rules of Procedure or actual administrative practices, they will also likely need to be adjusted to comply with the Indiana Code amendments and may require some coordinating changes in the ordinance. In general, the state law related changes are as follows:

1. Eliminate Writ of Certiorari: Indiana Code no longer uses writ of certiorari, so any reference to it should be removed from the ordinances (see IC 36-7-4-1608). This section of Sullivan's ordinance should be updated with an attorney's help.
2. Enable Combined Hearings: State law now allows the combination of hearings for one site (i.e., a variance and a rezoning can be conducted at the same hearing by the same group). Sullivan may want to consider setting this up now, so they will have it in place for the next rush project – see IC 36-7-4-403.5.
3. Update Vested Rights: The city needs to update vested rights into ordinance. IC 36-7-4-1015 says that if a person files a complete application, the granting of the permit or approval, and any secondary, additional, or related permits or approvals required are governed for at least three (3) years after the person applies for the permit by the statutes, ordinances, rules, development standards and regulations in effect when the application is filed. Development per the permit must be completed within 10 years after the development or activity is commenced.
4. Notice of Future Action: Offer a "sign-up" sheet for every planning decision, so interested parties can request notice of any future lawsuits. This does not have to go in the ordinance;



it could be in the rules of procedure or just a change to administrative procedures. Sullivan's attorney could advise on this.

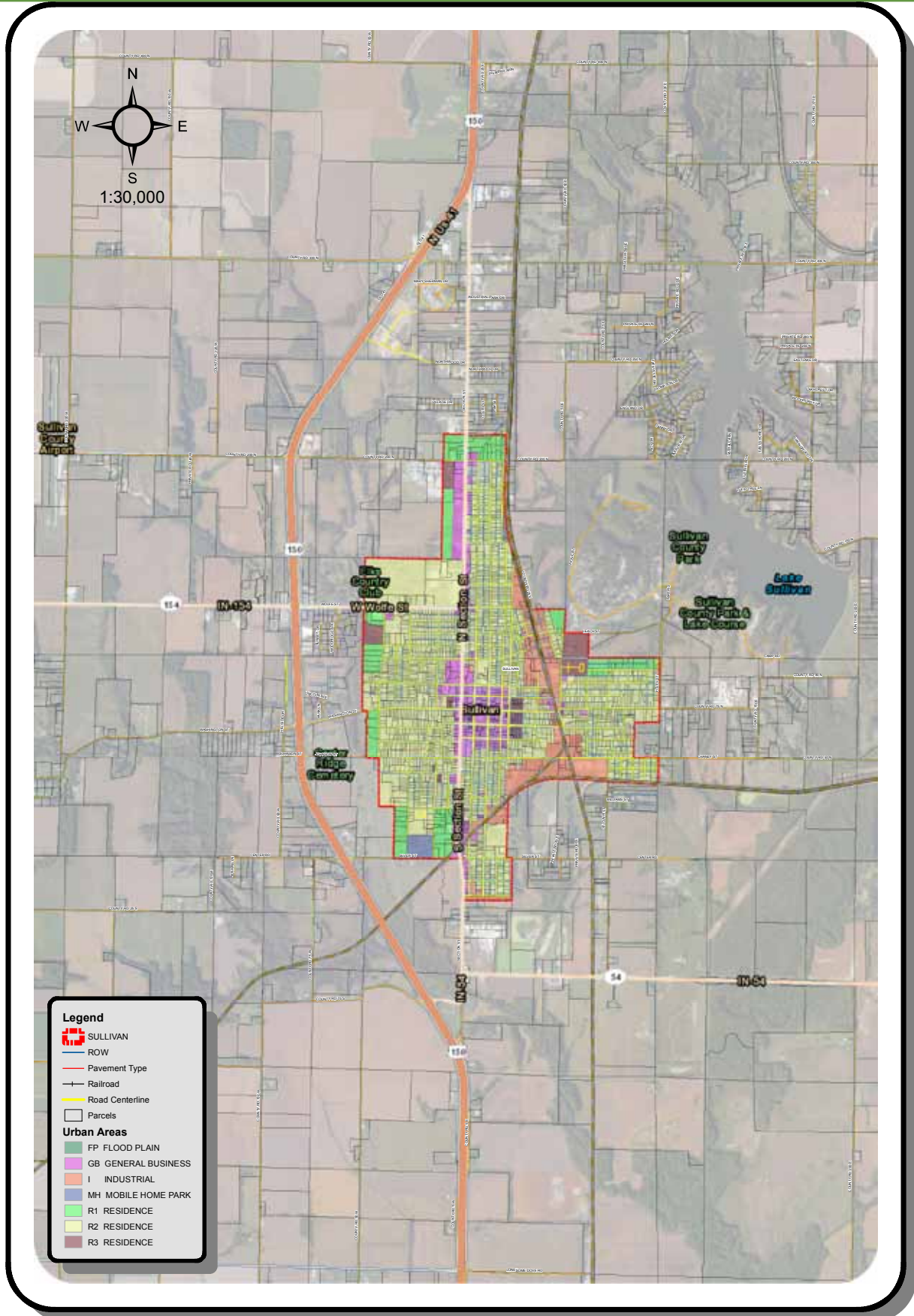
5. Availability of Ordinances: The development ordinance is now required to be available to the public, either as part of the city code or as a separate document. It must be on file in the office of the city's clerk and there must also be copies available for sale. See IC 36-7-4-610.

6. Train Citizen Planners: Schedule orientation sessions for board and commission members per IC 5-14-1.5-2(c) (6). This doesn't need to be in Sullivan's ordinance or even in their rules, but it needs to be done. In the orientation, make sure the citizen planners understand the difference between conditions and written commitments and when they should recuse themselves (no longer limited to financial conflict of interest; now includes bias or lack of objectivity).

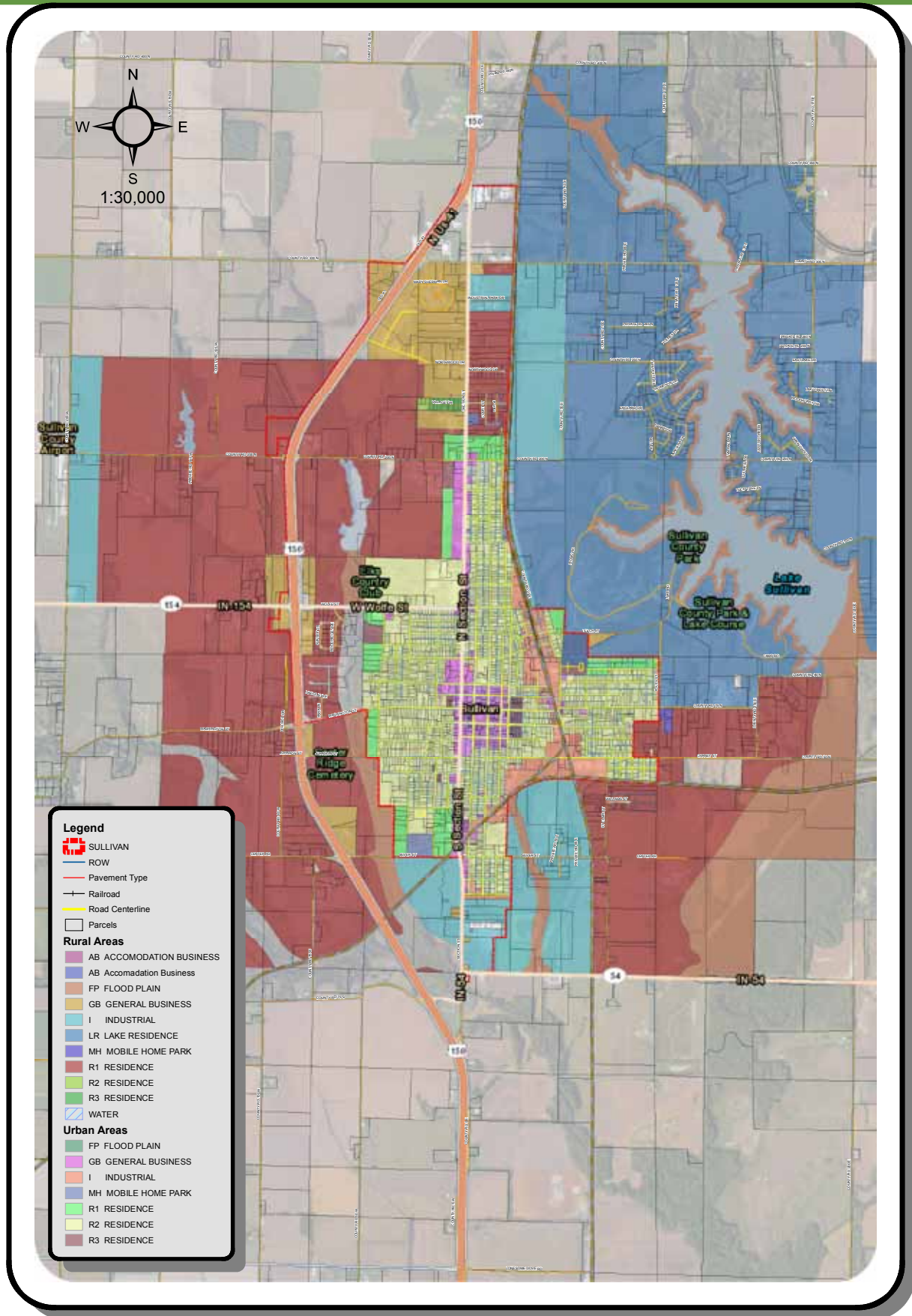
7. Expand Pool of Board and Commission Candidates: Note changes to the residency requirement for each citizen member and establish a procedure for determining compliance – see IC 36-7-4-216 and IC 36-7-4-905. The new law allows appointment of some nonresidents who are property owners. Indiana law also allows the city to appoint alternates for plan commission members now, in addition to BZA.

8. Make use of Conditions and Commitments: Make sure any temporary conditions are complied with before issuing permits. Old conditions (pre-2011) may only be enforced if the city has an official file on them in the office – see IC 36-7-4-1015 (g), or if they were done as written commitments. Use written commitments with plan commission and BZA cases for any long-term conditions. Use conditions for short-term temporary conditions that need to be resolved before a permit can be issued (i.e., approval of an updated drainage plan).

SULLIVAN LAND USE AND ZONING MAP



SULLIVAN FUTURE ZONING MAP





ECONOMIC DEVELOPMENT

6

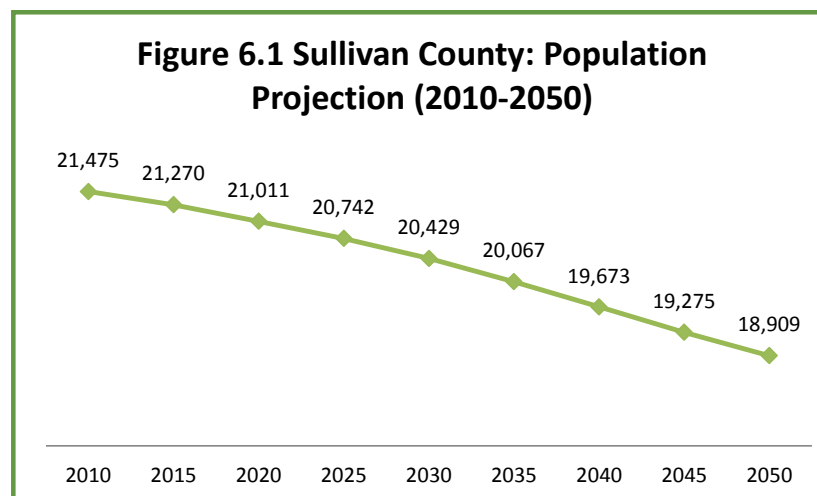
KEY POINTS

- For a variety of reasons, Sullivan is limited in its approaches for economic growth. For that reason, it should focus on its strengths – quality of life and promoting outdoor recreational activities.
- Despite some people’s view that “it’s too late to save downtown,” Sullivan does not have the option of writing off its central business district. Downtown is vital to the city’s revitalization.

A city’s economy can be viewed through raw data, such as the amount of houses paying property taxes or the number of local businesses hiring workers. But the local economy can also be viewed from a human perspective - do residents care enough about their community to invest in their homes? Do local workers have the skills required by area businesses? Both viewpoints are needed when crafting a plan for growth. This chapter examines the various parts of Sullivan’s economic engine and recommends ways to grow in the future.

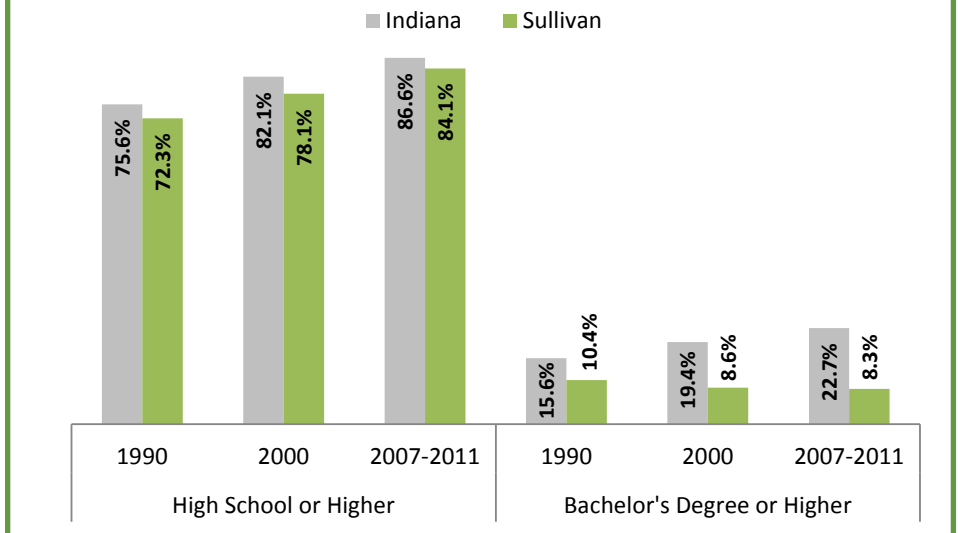
Facts Shaping Sullivan’s Economy

- Declining Population: Sullivan’s population reached it’s highest point in 1950 with 5,423 people. The town population remained steady from 1970 to 2000 and just recently declined by a few hundred. Going forward, projections for the town aren’t available but the entire of Sullivan County is expected to decline by a few thousand by 2050.



- **More High School Grads:** The percentage of residents with a high school degree or higher increased 12 percent in the last 20 years.
- **Less College Educated Residents:** Sullivan is steadily losing residents with college educations. Since 1990, the proportion of bachelor's degrees or higher has dropped 2 percent. More telling is that the gap between the town and the state in higher education has grown from only a 5 percent difference in 1990 to a gap of more than 14 percent in 2011.

Figure 6.2 Educational Attainment (1990-2011)



Source: STATS Indiana, U.S. Census Bureau American Community Survey

- **Low Median Incomes:** Sullivan's median household income dropped slightly over the past two decades, from \$36,272 in 1990 to \$35,953 in 2011 (0.9 percent), according to ACS (and adjusted for inflation in 2012 dollars).
- Most of Sullivan's workforce is spread over these job sectors:
 - 28 percent in education, health & social services
 - 15 percent in arts, entertainment and recreation
 - 12 percent in manufacturing
- Sullivan has many organizations that deal in economic development at both city and county levels:
 - City of Sullivan Redevelopment Commission
 - Sullivan County Redevelopment Commission
 - Sullivan County Chamber of Commerce

- The Sullivan County Tourism Board
- West Central Indiana Economic Development District, Inc.
- SOURCE
- Streets of Sullivan
- Accelerate West Central Indiana Economic Development, LLC.

Industrial Land

- There are no formal industrial parks in Sullivan. Even if the city had its own industrial land, it would face stiff competition from nearby Vigo County Industrial Parks and Hoosier Jack Mega Site. These properties have better access to an interstate and also have available land. Industrial land also is available in the county through the Sullivan County Redevelopment Commission.

Commercial Activity

- Downtown revitalization has been moving at a slow pace. The square currently has businesses up for sale. However, downtown has welcomed new business such as a Dollar General and Sullivan Building Supplies.



Projections for Sullivan's Future

- Sullivan County's population is projected to decline 14 percent from 2010-2050, according to Census estimates.
- Sullivan County Hospital is developing a 40-acre medical business park adjacent to the hospital. The medical business park would be designated an economic development area and county could use tax increment financing (TIF) to institute further developments.
- The hospital and medical business park is within the annexation area proposed by the city. A court ruling on the annexation is expected in fall 2013.
- Infrastructure improvements downtown such as street repaving will help set the stage for new businesses growth.

Challenges and Opportunities

Economic development received the most votes as the city's top priority in a survey held during the planning process.

Priorities within economic development included utilizing vacant properties (picked by 50 percent as the most important issue) and 42 percent said preparing appropriate infrastructure in growth areas (water, sewer, etc.).



This chapter provides evidence that in the short-term there are not many opportunities for industrial growth. However, there is an abundance of tourism and outdoor recreational opportunities available. Additionally, Sullivan has small town charm, a historic downtown and a quality of life that many people find attractive.

For those reasons, the city's general economic development strategy should first focus on recreation and the city's attractiveness and livability. Progress in these areas will draw more tourism dollars and, eventually, more residents.

A city of Sullivan's size needs every advantage to build its economy. Five basic development tools include:

- Design Guidelines
- A redevelopment commission
- A tax increment financing district for downtown
- A low-interest loan program
- A downtown investment group

Design Guidelines: Sullivan has an intact downtown filled with historic buildings. The city is investing in its central business district with sidewalks, paving and other improvements.

For those reasons, Sullivan should take steps to protect the overall look of its downtown. Many communities have made the mistake of welcoming almost any use or new business downtown-even if they tear down historic structures.

These guidelines do not have to be very restrictive but they should show developers and business owners what local leaders imagine for their downtown. If they don't make their vision clear, there's no reason to believe it will happen. Possible guidelines are presented in the Land Use Chapter.

Redevelopment Commission: These commissions, formed under state statutes, are the engines of economic growth. They enable communities to prioritize and undertake downtown projects, including everything from façade programs to buying properties for public-private partnerships to creating Tax Increment Financing (TIF) districts.

The city recently launched its redevelopment commission, which immediately undertook important projects such as bringing Sullivan Building Supplies LLC to open a shop in the central business district. The building is going on a city-owned parking lot that has never been used.

Downtown Tax Increment Finance District: TIF districts are a public financing method which has been used as a subsidy for redevelopment and community improvement projects for more than 50 years.

TIF districts are created when a community targets a designated area, such as downtown or an industrial park, to invest in. It is one of the few optional revenue-raising mechanisms available to local governments.

In order to capture money made by improvements, the district must be in place before work begins. Many communities have missed opportunities by not having the district set up.

Low-interest loan program: These programs can be an incentive for entrepreneurs to invest in restoring a downtown building. They can be used for façade work or other improvements. The program is self-sustaining; as a business repays the loan, that money becomes available for other businesses.

HOW TIF DISTRICTS WORK

Improvements are made to a building within a TIF district that results in increased value for that property (example: an abandoned building is restored and occupied).

Those improvements result in increased property tax revenues (because the building is worth more). That additional or incremental tax money (but not whatever the original tax bill amounted to) can be directed by the city toward improving the TIF area (sidewalks, streets, etc.).

TIFs, which are usually governed by a redevelopment commission, must be carefully set-up in order to reap all of their advantages. Consultation with professionals is highly recommended.



Investment Group: A not-for-profit downtown investment group can be very effective in tackling projects that the city is not in a position to undertake. This can include raising the money to buy downtown buildings and then helping recruit new businesses to fill them. This approach has been successful in many communities, including small ones. Akron, Indiana has about 1,000 residents but the Akron Revitalization Committee Inc. (ARC) has had meaningful successes in downtown restoration.

For-profit investment groups made up of civic-minded residents can also be effective. A group of residents in Dunkirk, Indiana formed a private group to lead the way in downtown revitalization. They bought and restored several buildings.

Industrial Growth: As mentioned, there are many challenges to creating new industrial sites within city limits – competition from nearby sites with available land and little available acreage for new development.

The city's zoning map does show land marked for industrial development south of its borders toward SR 54 and north of County Road 200 N.

However, the highest potential for business development is on the area around the hospital that the city is in the process of annexing. There are roads and fiber optics at the 40-acre site, which already has a physicians' building and fitness center. Ivy Tech Community College also is housed at the site, and any additional educational resources would be welcomed in the community.

The hospital would like to see more professional services or businesses which complement the hospital. Once the area is annexed, the city should work with the hospital to develop marketing plans for the site.

Downtown's Economic Engine

About 423 people work in downtown Sullivan, according to Streets of Sullivan, a not-for-profit group that promotes the central business district. That makes downtown one of the city's biggest "employers."

The group has targeted a nine-block area for downtown revitalization that has approximately 64 for-profit businesses, 10 not-for-profit agencies and eight government offices. There were about 14 vacancies in the area at the time of their inventory, according to Streets of Sullivan, which in 2010 received Main Street status with the state.

People also live downtown. There are 12 useable residential apartments housing 32 people, according to Streets of Sullivan. Those statistics alone underscore the importance of downtown in Sullivan's economy. For these reasons, investing public capital in restoring downtown is an investment - not just as exercise in nostalgia.

As important as the central business district was to Sullivan's past, it is *more* important to its future.

Without a unique and vibrant downtown, there is nothing to distinguish Sullivan from the clusters of stores and businesses scattered around the region. A revitalized downtown can pull in dollars from visitors, provide quality of life amenities to residents and offer opportunities to local entrepreneurs.

In the short term, a vibrant downtown could capitalize on the work being done to make the old Central School site into a community asset.

Streets of Sullivan is undertaking some projects, such as their state grant to work on building #16 on West Washington Street. They are going to re-do the side of the building then paint and stucco the structure. But a wider community effort is needed. The Sullivan Playbook in this report gives specific ideas for reigniting interest in restoring downtown.



Goals and Strategies

Economic Development Goal 1: Put in place the tools needed to promote and fund economic development.

Strategies

- Create simple design guidelines for downtown Sullivan, particularly the historic areas around the courthouse and adjoining streets. These guidelines should emphasize that new construction and renovation is compatible with downtown, including such things as building-forward design.
- Create a downtown tax increment finance district. Consult financial and municipal experts to set it up.
- Using TIF or other funding, create a low-interest loan program to assist businesses in restoring downtown buildings.
- Promote the creation of a local downtown investment group. Visit or contact other Indiana cities with similar programs for advice.



Economic Development Goal 2: Invest in quality of life projects to restore the community's image as a great place to live, work and play.

Strategies

- Outsiders aren't going to believe in the rebirth of Sullivan unless its residents do too. And residents are unlikely to generate much enthusiasm unless they can actually see improvements underway. Fortunately, there is plenty to promote. Local leaders must continue their campaign of educating residents about all the changes underway.
- Clearing the old Central Elementary School site was a triumph of downtown renewal. Its reuse should be carefully planned as the next big step in downtown revitalization. Because of environmental restrictions, the site is probably best used as a quality of life feature, such as a city park or community gathering place. More information on this subject can be found in The Sullivan Playbook in this report.

Economic Development Goal 3: Invest in the creation and promotion of outdoor recreational activities as a key driver to the local economy.

Strategies

- Lead a countywide discussion about increasing the local innkeeper's tax, which at 2 percent is now the lowest in Indiana. State law allows a tax up to 5 percent on the bills for such things as hotels, motels, bed and breakfast establishments, vacation homes or resorts. The increase would help the community protect its slogan as "The Home of Outdoor Recreation." Increased revenue should be used to study and then design tourism promotion programs.
- Because many of the recreational sites are outside city limits, Sullivan must position itself to capture those visitors on their way to and from those opportunities. This means bulking up its service sector, including everything from outfitter shops to outdoor restaurants.



Capturing Tourism Dollars

About 760 fishermen, 892 hikers and 3,170 hunters visited Minnehaha Fish & Wildlife Area last season.



That puts thousands of people – and their spending dollars – just 4 miles southeast of downtown Sullivan every year.

Sullivan should make it a goal of capturing a bigger share of that outdoor tourism trade. Even if the sites attracting tourists are not within city limits, that's just too much potential money to let slip away unchallenged.



In fact, for a fuller picture of the potential, include Greene-Sullivan State Forest, 13 miles southeast. In 1212 it attracted 55,000 fishermen, 13,000 hunters, 17,000 campers, 3,000 archers, 48,000 sightseers, 5,000 hikers and horseback riders, 3,000 mushroom hunters, 2,000 picnickers and 7,000 other recreational visitors, according to the Indiana Department of Natural Resources.

If someone were to say, "Those people don't come to downtown Sullivan," community

leaders could answer, "That's because we haven't given them a reason to come – yet."

Tourists contribute to sales, profits, jobs, tax revenues and income in an area. The most direct effects occur within the primary tourism sectors - lodging, restaurants, transportation, amusements and retail trade.

Here's an example of the potential impact from a Michigan State University study: Let's say a region attracts an additional 100 tourists, each spending \$100 per day. That's \$10,000 in new spending per day in the area. If sustained over a 100-day season, the region would accumulate a million dollars in new sales, distributed to lodging, restaurant, amusement and retail trade sectors.

The first step is to understand what types of tourists visit the area and where they currently spend their money. For example, Trotter Sports Center is one local business which directly serves the tourism trade.

Some immediate steps to promoting local tourism include:

- Working with the Sullivan County Tourism Board on a study of visitors' habits.
- Finishing the city's in-progress website and updating it with tourism-related activities.
- Devising events to introduce tourists to downtown, such as fishing tournaments on Lake Sullivan or fundraisers for a good cause such as 5k cancer runs or kayaking for heart diseases



HOUSING



KEY POINTS

- A stock of well-maintained homes and neighborhoods is vital to Sullivan’s future growth, but work is needed. The amount of housing has shrunk by more than 10 percent over the past decade while the proportion of renter- occupied units has increased by 12 percent.
- New programs launched by the city, including a public-private partnership on neighborhood renovation, are extremely encouraging signs that the city is serious about revitalization.

This chapter begins with a brief survey of existing housing conditions in Sullivan before moving on to interviews with local realtors. After describing the principal challenges and opportunities present in the current Sullivan market, the final section of the chapter offers a set of recommendations for meeting these challenges and for taking advantage of opportunities.

Facts Shaping Sullivan’s Housing

Table 7.1 on the following page shows key housing statistics in Sullivan and the state of Indiana as a whole. It compares current trends to data from 2000.

- Between 2000 and 2011, Sullivan lost 10.3 percent of its total housing units. During that same time period, Indiana as a whole gained 9.2 percent more units.
- Sullivan’s population declined by nearly 8 percent, from 4,617 in 2000 to 4,280 in 2011, compared to nearly 6 percent growth at the state level.



Table 7.1: Sullivan Housing Data (2011)

Characteristics	Sullivan 2011	% of total	% change 2000-2011	Indiana 2011	% of total	% change 2000 - 2011
Current Population	4,280	-	-7.8%	46,454,254	-	5.8%
Projected Population 2020	-	-	-	6,852,121	-	-
Total Housing Units	2,052	-	-10.3%	2,788,797	-	9.2%
Occupied Housing	1,819	88.6%	-7.6%	2,472,870	-	5.5%
Owner-Occupied	1,082	59.5%	-20.8%	1,758,192	-	5.7%
Renter-Occupied	737	40.5%	11.7%	714,678	-	6.7%
Vacant Housing Units	233	11.4%	-31.3%	315,927	-	38.0%
Median Home Value	\$69,000	-	-7.8%	\$123,300	-	-3.3%*
Median Year Built	1949	-	-	1972	-	-

Source: U.S. Census Bureau, 2000 Census & 2007-2011 American Community Survey

*Percentages reflect real change in inflation-adjusted 2011 dollars

Inventory and Assessment: Single-Family Housing

The most recent data available for Sullivan are from the U.S. Census Bureau's 2007-2011 American Community Survey (ACS). The ACS data on single-family housing reveal the following trends:

- Sullivan lost roughly 20.8 percent of its owner-occupied housing units between 2000 and 2011.
- Owner-occupied units in Sullivan in 2011 constitute only about 60 percent of the total occupied housing stock, compared to more than 71 percent at the state level. The percentage of owner-occupied units has declined by more than a fifth since 2000.
- The portion of Sullivan's housing stock that was vacant roughly tracks the statewide statistic at about 11 percent. Vacant housing had declined by about a third of its 2000 value by 2011.
- Inflation-adjusted home values have also been on the decline in Sullivan (and to a lesser extent, in Indiana) since 2000. The 2011 median home value of \$69,000 is about 8 percent lower than the 2000 value in real (inflation-adjusted) dollars.
- Moreover, the state's median home value of \$123,300

(in 2011) was nearly 80 percent higher than the Sullivan median value of \$69,000.

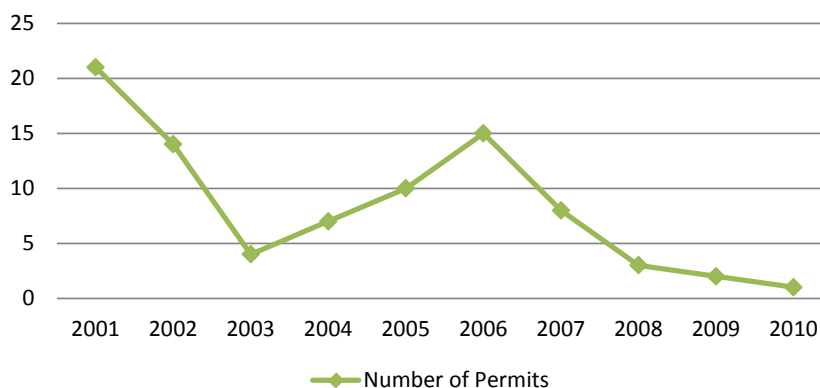
- Finally, Sullivan homes tend to be much older than typical homes from around the state, as evidenced by the fact that the median home by year built in Sullivan is 23 years older than the statewide median.

Building Permits

The number of residential building permits issued in Sullivan County in recent years (shown in Figure 7.1) has been very low. Only a single residential building permit was issued in the entire county in 2010. Only two issued in 2009 and only three in 2008.

Part of the lack of growth is a reflection of weakness in the broader macroeconomic environment that has prevailed in the aftermath of the 2008 economic downturn. However, Sullivan County's housing problems may actually run deeper. The extent of the lack of new housing starts, falling home prices and the contracting housing supply are all indicative of a struggling market, even when compared to state and national benchmarks.

Figure 7.1 Sullivan County Residential Building Permits by Year



Source: STATS Indiana, using U.S. Census Bureau Data

Inventory and Assessment: Apartments and Rental Units

- The proportion of renter-occupied units in Sullivan in 2011 was more than 40 percent of the total occupied housing, at 737 out of 1,818 total units. The Indiana average is 30 percent. The proportion of renters out of the total occupied housing stock has increased by about 12 percent since the 2000 census.

Current Market Snapshot

The following section examines data from the Multiple Listing Service (MLS) real estate listings for Sullivan in March 2013. Tables 7.2 and 7.3 include only properties listed in the MLS system for Sullivan and do not include properties listed by brokers who do not utilize the MLS.

- As can be seen in Table 7.2, the majority of the 70 properties listed in Sullivan were single-family homes, while multi-family properties and undeveloped lots constitute significant minority categories.

Table 7.2 Properties for Sale (March 2013)

<i>Apartments / Multiple - Family Home</i>	<i>Single-Family Home</i>	<i>Manufactured / Mobile Home</i>	<i>Lots / Land Residential</i>	<i>Total</i>
10	39	4	17	70

Source: Realtor.com, March 4, 2013

- Table 7.3 on the next page gives the breakdown of listings in Table 7.2 by price range. The majority of units are listed below the \$100,000 mark.



Table 7.3 Properties for Sale by Price (March 2013)

	<\$25k	\$25k-\$75k	\$75k-\$100k	\$100k-\$150k	\$150k-\$200k	>\$200k	Total
<i>Apartments / Multiple-Family Home</i>	0	5	4	0	1	0	10
<i>Single-Family Home</i>	2	17	5	6	4	5	39
<i>Manufactured / Mobile Home</i>	0	2	0	2	0	0	4
<i>Lots / Land Residential</i>	13	2	1	1	0	0	17
Total	15	26	10	9	5	5	70

Source: Realtor.com, March 4, 2013

Local Realtor Perspectives

Local real estate agents were interviewed about current housing trends. Their comments follow.

Housing Trends

- There has been a shift in preference in recent years away from more costly, two-story homes toward smaller, less expensive, single-story homes. These homes tend to be in the \$75,000 - \$95,000 range and often sell to young couples and families.
- The number of rental units has been on the rise as well, in many cases because investors have purchased owner units and converted them to rental units. This trend may slow because of a tax increase on investor-owned properties, which creates disincentives for purchasing and converting homes to rental units.
- Despite the increase in rental units, there is still an unmet demand for rentals in Sullivan. One realtor said that she gets calls every day inquiring on rental availability and has had to turn many away for lack of apartments to rent. Another rated the lack of rental availability was among the biggest problems.
- Beyond rental units, the following types of properties were mentioned as highly demanded, yet short in supply: mid-

sized, three-bedroom homes in the \$90,000-\$150,000; homes that are located on lots of two or more acres; inexpensive homes, ranging from \$30,000-\$50,000.

- Each realtor believed that there was strong demand for housing in Sullivan and indicated that in many cases the demand is going unmet.

Need for Revitalization

- Each realtor interviewed mentioned that homes and apartments in need of serious remodeling or even demolition were present throughout much of the city.
- Particular areas consistently singled out as being in especially poor condition included areas along north Main Street and north State Street as well as on the east side of town. This is also consistent with the feedback given in focus group meetings.



- Several realtors mentioned that a lack of code enforcement at the city level has been a particularly stubborn problem. “One house ruins a block,” one individual said, “and you have that all over town.”

- It was also mentioned that poor housing conditions and declining home values have hurt the city’s ability to generate tax revenues.

Future Development Areas

- Notably, not one of the interviewees could think of a location that was a likely candidate for future development when asked.
- One realtor responded that there was little land available in town for new subdivisions and landowners on the outskirts of town would be reluctant to sell land for a future subdivision.

Subsidized Housing

Having housing options for low-income residents is an important element in any comprehensive housing strategy and is especially important when a community has large low-income and elderly populations.

- Close to half of all Sullivan renters pay a gross rent that is more than 30 percent of their monthly incomes, which is the commonly accepted threshold for housing affordability.
- Some affordable housing is available for low-income, disabled and elderly Sullivan residents, with qualifying individuals or families paying rent based on income. Table 7.4 highlights these affordable housing developments. These include more than 250 apartment units within five developments.

Table 7.4 Sullivan Affordable Housing

<i>Development</i>	<i>Address</i>	<i>Description</i>
Sullivan Manor	311 Stewart Street	30 two-,three- and four-bedroom units
Sullivan Manor Extension	311 Stewart Street	16 two- and three-bedroom units
Sunrise Towers	200 North Court Street	92 one-bedroom units
Parkview Terrace	333 Stewart Street	65 one-bedroom units
Court Plaza	100 North Court Street	53 one-bedroom units

Source: Sullivan Housing Authority

Local Housing Organizations

The Sullivan Housing Authority is the sole entity dedicated to overseeing Sullivan's affordable housing stock. The authority manages the developments listed in Table 7.4 on the previous page.

As the the previous sections make clear, the challenges to Sullivan's housing stock are real and there is no doubt that the decline in local housing affects every resident.



Challenges and Opportunities

The assessed value of all the property in the city has dropped by millions of dollars over the past several years. This lower assessment leads to less money collected in property taxes and thus less money available to fix streets, repair sidewalks and generally run the city.

Breaking this cycle is a necessity for future growth. What can local government do to help redevelopment in specific neighborhoods of the city? The first step is recognition that directing public resources toward neighborhoods benefits the entire community, for the reasons outlined above.

The second step is creating a balance of enticements and disincentives.

Disincentives already exist in the form of code enforcement for housing regulations. Problems in this area usually center not so much on the codes but on their enforcement.

The current economic climate and mortgage foreclosure crisis have presented challenges for many homeowners but especially those on the lowest rungs of the economic ladder.

Few people willingly allow their homes to slip toward collapse. But such dwellings are a blight on neighborhoods, a potential danger to tenants and emergency responders and require significant amounts of government resources. However, balanced and consistent enforcement of existing regulations is the foundation of revitalization efforts.

For local governments, the flip side of enforcement is either providing incentives for neighborhood renewal or demonstrating the types of behavior that can trigger interest in the private sector.

Local government in Sullivan has begun tackling housing issues with some very innovative programs. The first is “They Gotta Go,” which has torn down three abandoned and derelict properties that were dragging down local home values. The second is a public-private partnership with a firm called Oak Street Real Estate Capital.

Goals and Strategies

A mix of encouragement and disincentives will be needed to change the city's housing market, including everything from code enforcement to small neighborhood grants.

Housing Goal 1: Successfully launch the public-private partnership project to revitalize Sullivan's neighborhoods.

Strategy

- This program is still in the early stages but, once launched, it should be accompanied by a public education and publicity campaign. Public education will be needed because of the program's innovative approach involving local government directly in market rate rental housing units.

Skeptics wanting to know why city officials would undertake such a project should be directed to the despairing housing statistics found in this chapter. When the program is successful, more publicity will be needed because many other Indiana cities will want to know about it.



Housing Goal 2: Show the city's commitment to neighborhood revitalization by creating and promoting low-cost, easy access assistance programs.

Strategies

- Create city/resident partnerships through Neighborhood Cleanup Grants. The neighborhood organizes the event and provides all the volunteers; the city provides dumpsters, Hazmat removal, chipper service, tire disposal and safety vests.
- Create Small and Simple Grants, which provide neighborhoods with the opportunity to initiate projects that require \$1,000 or less. Examples include neighborhood signs, gatherings and brochures.
- Create Neighborhood Improvement Grants to pay for physical improvement projects that require \$2,000 or more. These could include limestone monuments, flower boxes and playground equipment.



Housing Goal 3: Dedicate more resources to code enforcement, so that people who maintain their homes don't have their property values diminished by those who don't.

Strategies

- Review existing code to make sure it is up-to-date and enables the city to effectively enforce its regulations.
- Enforce code in a transparent, consistent way to demonstrate the city's determination to revitalize its core neighborhoods



Goals and Strategies

Housing Goal 4: Take the lead in forming neighborhood associations in core areas, particularly those surrounding downtown.

Strategies

- Assist residents with launching neighborhood associations.
- Create a listing of neighborhood associations on the upcoming City of Sullivan website with contact information.

Housing Goal 5: Engage landlords to emphasize the importance of maintaining safe, livable, affordable properties for Sullivan residents, particularly vulnerable ones who cannot afford other options.

Strategies

- This should be the last goal tackled because it has very little chance of success unless the city has demonstrated that it is serious about enforcement and has made its own investments in housing.
- Hold periodic Landlord Summits. These meetings are designed to open up communication between city officials and property owners. They can include explanation of new city regulations and demonstrations of common maintenance issues.





NATURAL RESOURCES & RECREATION

8

CHAPTER 8

KEY POINTS

- The natural beauty of Sullivan and its surrounding area offer rare opportunities to promote – and capitalize on – recreational activities.
- Reuse of the Central Elementary school offers the greatest opportunity for an exciting new development downtown in many years. It deserves careful planning.

Sullivan is rich in natural resources ranging from significant coal seams that provide energy, to recreation areas that re-energize both residents and visitors alike.

Local leaders understand that livability, walkability, context sensitive design, smart growth and quality of life attract and retain residents. This section will present an overview of Sullivan's natural resources and recreational opportunities.

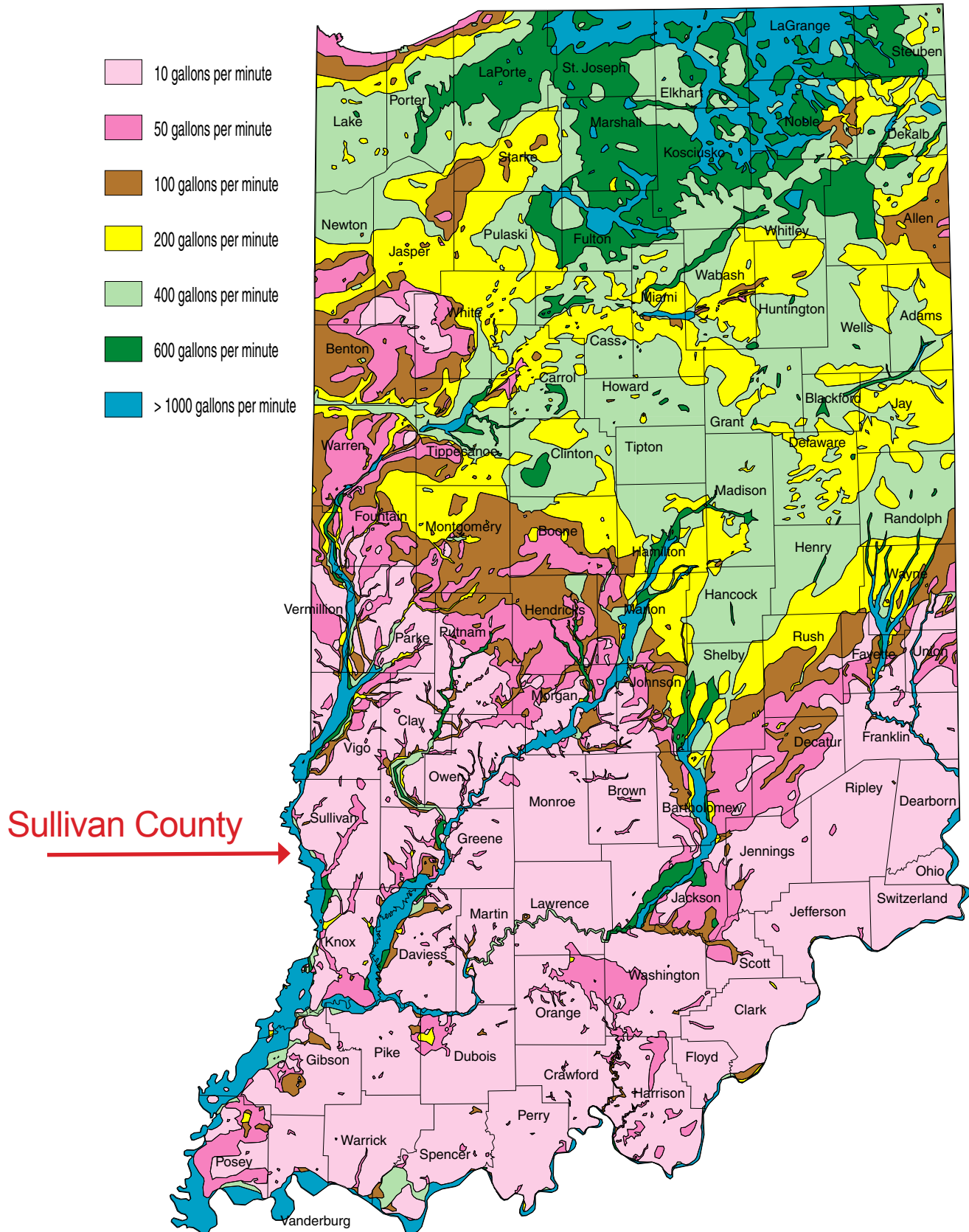
Facts Shaping Sullivan's Natural Resources

Groundwater

- Figure 8.1 on the following page shows the generalized groundwater availability throughout Indiana and Sullivan County. While it appears that the available groundwater capacity is limited to between 10 and 50 gallons per minute, the local water utility (Indiana American Water) utilizes a network of groundwater wells which have adequate capacity for current water customers in Sullivan and new customers throughout the proposed annexation. See Chapter 10 for an additional discussion of the water supply and treatment.



Figure 8.1 Generalized Ground-Water Availability



Surface Water

- While Sullivan does not have any surface water within its corporate limits, the Wabash River lies approximately 11 miles to the west.
- Lake Sullivan, at 461 acres, lies approximately 2.5 miles northeast of Sullivan. It was created to control flooding. The lake provides excellent water recreational opportunities. Adjacent to the lake is a 460-acre park with camping facilities.

Coal

- Sullivan County has numerous underground coal mines which employ significant numbers of local residents.
- The Bear Run Mine, owned by the Peabody Energy Corp., is the largest surface mine in the eastern United States. It produces 12 million tons of coal per year and provided employment for over 500 employees as of April 2012. Within the next few years, total employment is predicted to include more than 700 employees.



Parks and Recreation

City Parks

- Sullivan City Park is the community's one park. It is bounded on the west by South Main Street, on the south by East Center Road and on the north by the railroad and South State Street. Figure 8.2 below shows an aerial view of the park.

Figure 8.2



- Amenities include wooded and open areas, shelter houses, six tennis courts, a swimming pool with a water slide, a skateboard park, two softball diamonds and seven soccer fields.
- During the planning process residents said that rundown neighborhoods surrounding the park offer a poor gateway into what is a community point of pride.

Parks & Recreational Sites

- **Sullivan City Park** is less than a mile southeast of downtown Sullivan. This city park offers Sullivan residents a swimming pool and a community building for gatherings.
- **Sullivan County Park and Lake** is less than 3 miles northeast of downtown Sullivan, and offers amenities such as 461 acres of water for boating and fishing, 400 acres of land for camping and a 9-hole golf course.
- **Minnehaha Fish & Wildlife** is a little over 4 miles southeast of downtown Sullivan. This fish and wildlife area offers amenities such as hunting, fishing, hiking and even a rifle range.
- **Turtle Creek Reservoir** is less than 12 miles southwest of downtown Sullivan. This 1,550-acre reservoir is owned and operated by Hoosier Energy. The included amenities are an environmental education center with classrooms and lab space, a lake with regularly stocked fish and in-season goose and duck hunting.
- **Redbird State Riding Area** is almost 12 miles east of downtown Sullivan. Redbird is home to motorized recreation containing 30 off-road vehicle trails varying in difficulty and vehicle usage (motorcycles, ATVs and SUVs).
- **Shakamak State Park** is about 16 miles northeast of downtown Sullivan. It offers three man-made lakes with 400 acres of water for boating and fishing. The park also provides over 170 camping sites and an aquatic center for swimming.



Sporting Recreational Activities

Golf Courses

- The Elks Country Club is an 18-hole course covering over 5,960 yards. The course is at 600 West Wolfe Street.
- The Sullivan County Park & Lake Golf Course is at 990 E Picnic Road, near the Sullivan County Park & Lake.

Soccer

- Sullivan's youth soccer draws visitors from outside of Sullivan with the many tournaments and matches throughout the season.

Baseball

- Sullivan's baseball program starts with children between the ages four and 18. Baseball tournaments draw visitors from the surrounding area.

BENEFITS OF PARKS & GREEN SPACE

Parks and green spaces produce economic, environmental and health benefits.

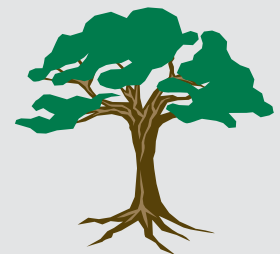
From an economic standpoint, parks attract non-resident visitors, who spend money in local businesses. Additionally, homes near parks and open space increase in value, which adds to tax revenues for the community.

There are also environmental benefits of open spaces. They capture precipitation, thereby reducing storm water runoff and management costs. Further environmental quality improvements come from the presence of trees and shrubs. Lastly, open spaces can encourage wildlife. Providing a variety of habitats encourages biological diversity.

Beyond economic and environmental benefits, parks and open spaces provide recreational areas that allow people to relax and exercise. Because lack of physical activity may lead to a number of health problems, parks and open spaces play a critical role in providing activities to help keep people fit.

Sullivan is fortunate to have a variety of natural resources and recreational activities due to its proximity to the Wabash River, a county lake as well as a state forest.

Protecting and promoting these assets was identified as a priority during this planning process.



- The east side of Sullivan is underserved by parks and recreational opportunities. The fire station on the east side of the city had a large open space that could be used as a playground. The next action would be to determine the size and amenities of the playground equipment.

Central School Park “Where it all begins...Again”

- In 2013, the Central Elementary school was razed to create a new park in the heart of Sullivan. The gymnasium was saved to accommodate new future uses. There have been discussions of an indoor pool, outdoor basketball courts, outdoor gazebo and a bandstand at this new park. More detailed investigation of the practicality and cost of the options need to occur in the context of an overall park master plan.



City Park

- Tennis courts are under-utilized, according to residents. It was noted during the public participation sessions that portions of the tennis courts could be repurposed as basketball courts. The next action would be determining the cost of converting the tennis courts, then creating a league that would support a tournament drawing visitors to Sullivan.
- The pool needs renovation for the main entrance and bathhouse. The cost and compliance with the American with Disabilities Act need to be determined prior to implementing renovations.
- During the public meetings, several residents expressed excitement at the possibility of the soccer and baseball programs combining to improve the existing facilities at City Park. These improvements to the sports complex would help to drive sports tournament traffic to Sullivan.

Goals and Strategies

These existing and proposed facilities need to be upgraded and enhanced. A parks master plan will aid maintaining the existing assets and developing a phased capital approach to efficiently utilize the limited parks budget.

Natural Resources & Recreation Goal 1: Create a City of Sullivan Parks Master Plan.

Strategy

- The city needs an overall, far-looking guide to building upon its parks system. A parks master plan not only sets those priorities, but makes the city available for grants. The city can apply for a planning grant to facilitate the process.



Natural Resources & Recreation Goal 2: Expedite reuse of the old Central Park school site as a new recreational hub that complements the existing City Park.

Strategies

- The master plan mentioned above would address this process (as well as the needs mentioned in the following goals). The old school site, so close to downtown, is such a good opportunity that it deserves a thorough planning process. The redevelopment commission is heading up the planning.
- In order to guide the planning discussion with site limitations in mind, focus on recreational uses such as walking paths, an indoor pool, outdoor basketball courts, outdoor gazebo and a bandstand at the new park.
- Be cautious about duplicating activities that would draw people away from the existing City Park.



Natural Resources & Recreation Goal 3: Enhance City Park to create more opportunities for recreation and to capture tourist dollars.

Strategies

- Consider converting at least one of the existing tennis courts into an outside basketball court. Engineering considerations include condition and depth of the existing pavement and length of tennis courts as compared to regulation length of basketball court.
- Consider building a multi-purpose indoor sports arena (basketball, soccer, swimming pool, exercise facility) for year-round local use and tournaments. One possibility might be to develop a public-private partnership to help fund the improvements. With an indoor facility, the city could encourage travel teams to sign up for tournaments, thereby bringing in tourist dollars to town.
- Create a Youth Recreational Board to administer sports activities. The existence of an indoor facility would allow for year-round events. These groups have been successful in engaging youth from preschool to high school age in sporting activities.
- Consider building a zip line, paint ball battlefield or other attraction that is unique to Sullivan. Focus on establishing a “niche market” that will be successful in bringing tourist dollars to the town.



Natural Resources & Recreation Goal 4: Create a more accessible and welcoming recreational infrastructure.

Strategies

- Consider the need for a new playground on the east side of the city. If it's viable, scout for possible locations and amenities.
- Renovate the city's pool entrance and lockerooms according to ADA standards.



TRANSPORTATION

9

KEY POINT

- Major roads leading into the city are considered gateways. They are important because they give visitors their first impression of a community. Some of Sullivan’s gateways can be enhanced.

The primary mode of transportation in Sullivan is by vehicle. The city does have several rail lines for transportation of cargo but does not have passenger rail.

Facts Shaping Sullivan’s Transportation Systems

Roads and Streets

- Sullivan is just north of S.R. 54 and east of U.S. 150/U.S. 41, which runs north-south and connects Terre Haute and Vincennes. S.R. 54 connects Sullivan to Linton to the east. S.R. 54 changes to S.R. 154 just west of Sullivan and connects to Hustonville, Illinois.

INDOT Projects

- The Indiana Department of Transportation plans future road projects for the state highway system through the Long-Range Transportation Plan. This document is continually updated and plans ahead to 2035. In the current version of the Long-Range Transportation Plan, there are no projects identified in Sullivan.

Road Classification

The Federal Highway Administration’s classification system groups roads based on their use, including: principal arterials, minor arterials, urban collectors, major collectors, minor collectors and local streets.

In Sullivan, the major collectors are Section Street, Frakes Street, Wolfe Street, Washington Street and Silver Street. Washington Street east of Section Street is the minor collector.

“Gateways should provide a flavor of the type of community a traveler is entering.”

Sidewalks and Multi-Use Paths

- Sullivan is primarily comprised of traditional, pedestrian-friendly neighborhoods. The sidewalks are located on both sides of the streets and are shaded. A grass strip or on-street parking separates pedestrians from moving vehicles. However, many of the sidewalks are in disrepair. Residents agreed that more steps are needed to make the streets more attractive and accommodating.

Transit

- The City of Sullivan does not have an airport, regularly scheduled bus system, a local taxi company or a train depot for passengers.

Bus Transit

- Scheduled door-to-door ride service is provided through Ride Solution, which is run by Four Rivers Resources. Rides are scheduled on a first call-in availability and operate from 6 a.m. to 6 p.m.

Gateways to Sullivan

Gateways are major roads that provide a “first impression” to people entering a community. This planning process identified several of Sullivan’s key gateways. Although a majority of the gateways are outside the current city limits, these corridors are of specific interest regarding economic development for the city. Each of the gateways are briefly discussed in the following paragraphs.

- Eastern Gateway: S.R. 54 joins Section Street just south of the city. This junction is located outside of the current city limits and is traveled frequently.
- U.S. 41 Gateways: Sullivan is bound by U.S. 41 as a by-pass to the west. Section Street meets U.S. 41 on both the north and south sides of the city. Silver Street, Washington Street, Johnson Street, Wolfe Street and Frakes Street all connect U.S. 41 to Sullivan to the west.
- Wolfe Street Main Gateway Point: Even though it is outside the current city limits, Wolfe Street and U.S. 41 is the main gateway into Sullivan, because it is the

only signalized intersection to U.S. 41. The Wolfe Street Corridor Project is discussed further in this section.

- **Section Street North:** Section Street and U.S. 41 meet north of Sullivan and is a secondary gateway entrance to the city. The Sullivan Automotive Group has granted the city permission to locate signage on the property.
- **Frakes Street:** Frakes Street is a secondary gateway into Sullivan and is in poor condition. The majority of the roadway into Sullivan is outside of the city limits. There are no plans to make improvements at this time.
- **Washington Street:** Washington Street is a significant secondary gateway into Sullivan from U.S. 41. The street runs east along Center Ridge Cemetery and through a residential district just west of downtown. Washington Street provides a fairly direct route from U.S. 41 to the municipal buildings and businesses at the city center.
- **Silver Street:** Silver Street is a gateway often used by those traveling to Sullivan City Park for one of the many soccer or baseball tournaments. Silver Street joins U.S. 41 outside of the current city limits and is a secondary gateway.
- **Section Street South:** The intersection of Section Street South and U.S. 41 is about a half-mile south of the city limits. INDOT maintains an existing sign along U.S. 41 to direct drivers of S.R. 54 east to Dugger and Linton. No signs to Sullivan exist. This is a minor gateway.

Gateway Action Plan

- Gateways should provide a flavor of the type of community a traveler is entering. It is recommended that, at the very least, signage is provided showcasing the fact that, as stated in the city motto, Sullivan residents “Take time to care.”



Complete Streets

Initiatives like “Complete Streets” promote streets that are designed for all users, including pedestrians, bicyclists and motorists of non-traditional vehicles such as scooters. These types of streets would make it easy to cross the street, walk to shops and bicycle around Sullivan.

Complete streets are unique to the location. Bicycle lanes, wide pedestrian walks, clear pedestrian crosswalks, space for outdoor dining and other uses are typical of urban Complete Streets. Neighborhood complete streets incorporate sidewalks and appropriate landscaping. Rural roads can also be transformed into complete streets by adding a paved shoulder or a multi-use path. The renderings below illustrate complete street alternatives.



Challenges and Opportunities

Through public participation during this planning process, the community identified the following issues as being the highest local priorities. Alternatives are provided for each of the key issues.

Wolfe Street Corridor from U.S. 41 to Sullivan County Park

The majority of the Sullivan County Park traffic runs along Wolfe Street and includes larger trailers and campers. As Wolfe Street terminates to the east there is a tight turn when vehicles continue to Broad Street, Olive Street south then east to Depot Street.

After traffic crosses two sets of railroads, there are a series of tight turns along Duane Street to Leach Street. These tight turns cause longer vehicles to intrude into incoming traffic and several vehicles have gotten stuck on curbs during the turning maneuver.

Wolfe Street Corridor from U.S. 41 to Sullivan County Park Alternatives: A building was recently demolished at the north east intersection of Duane and Leach streets. This would make a re-alignment of the existing turns more feasible. Additional intersection work at Wolfe Street and Broad Street would aid in the tight turning maneuvers.



Wolfe Street Grain Elevator Truck Route Spur

Semi-trucks follow the same route from U.S. 41 to the grain elevators. Once at Wolfe and Broad streets, the vehicles are faced with a tight right turn to continue south along Broad Street. These trucks follow Broad Street south to Beech Street then east to the entrance of the grain elevator.

Trucks are supposed to turn around in the grain elevator and follow the same truck route back to U.S. 41 but, more often than not, once the trucks are pointed north they exit onto Gray Street or Depot Street before returning to Broad Street. This has caused pavement damage at the intersection of both Gray and Depot streets.

Wolfe Street Grain Elevator Truck Route Spur

Alternatives: The alternatives to solve this problem range from abandoning existing streets to prohibit trucks from deviating from the truck route to widening the existing intersections.

School Congestion on Section Street

Section Street suffers from congestion at both the middle school and high school during arrivals and dismissals. Middle school traffic from the south makes a left turn onto Frakes Street to head west. In doing so, the traffic stacks up the entire block to Bryan Street.

There is not a signalized intersection at Frakes and Section streets and the road width is 24 feet with two 12-foot lanes in each direction. However, Bryan Street to the south is 36-feet wide with two 12-foot lanes in each direction and a 12-foot, turn-only lane to the west. Bryan Street is not signalized.



The high school traffic causes congestion along Section Street at Price Street and at Wolfe Street. Section Street is 36-feet wide with two 12-foot lanes in each direction and a 12-foot, turn-only center lane. The only signal is at Wolfe Street. No signals exist at the entrances to the high school.

School Congestion on Section Street

Alternatives: The feasible alternatives for this issue range from utilizing temporary traffic control personnel during peak hours to lane widening and new signalization.

Courthouse Square

Courthouse Square was identified as a large round-a-bout during the planning meetings. The one-way traffic around the square slows through traffic along Washington Street headed to the east and Jackson Street to the west. This same type of slowing pattern occurs for traffic headed to the north on Court Street and Main Street to the south.

Courthouse Square Alternatives: One alternative is to

reconfigure the traffic pattern to allow for two-directional flow around the courthouse square. Another is to keep the existing traffic pattern and to enhance existing signage and traffic control medians to funnel traffic.

Goals and Strategies

The solutions to these issues vary in complexity and expense. The City of Sullivan needs to develop an infrastructure action plan to fully evaluate the existing streets and sidewalks as well as additional capital projects and phase the work over a period of time commensurate with the available funding.

Transportation Goal 1: Enhance the city's existing transportation system to create more "Complete Streets" i.e. – bike lanes, pedestrian zones and pedestrian-only corridors.

Strategy

- Create a Transportation Master Plan. The goal of the plan would be to focus on re-purposing the downtown for pedestrian and bicycle traffic. The idea is to create a traffic free area (pedestrian zone) in the downtown area that is similar to ones found in larger cities. This would be a public gathering space with fountains and room for restaurants, music etc.

Engineering Considerations

- Impacts on traffic level of service
- Study of traffic counts
- Right-of-way issues



Transportation Goal 2: Enhance the city's gateways to “brand” the city as a tourist attraction.

Strategy

- Develop new signs or entrance structures that tout the city's assets such as local shops, parks, sports tournament, Lake Sullivan and annual events such as festivals, contests, tournaments, etc.

Engineering Considerations

- Structural design
- Readability
- Right-of-way issues
- Engineering standards
- Landscaping
- Future maintenance
- Coordination with INDOT



Transportation Goal 3: Improve existing corridors to accommodate large recreational vehicles and truck traffic.

Strategy

- Re-align existing streets and modify intersections as needed.

Engineering Considerations

- Right-of-way issues
- Roadway geometrics details (e.g. turning radius)
- Pavement and subgrade repair

Transportation Goal 4: Minimize traffic congestion along Section Street during arrivals/dismissals of schools.

Strategy

- Implement traffic control measures (temporary personnel, a new traffic signal, etc.) or modify Section Street to accommodate school traffic.

Engineering Considerations

- Study of traffic counts
- Right-of-way Issues

Transportation Goal 5: Improve traffic flows for through traffic around the courthouse square.

Strategy

- Re-configure the existing traffic flow patterns or maintain the existing pattern and improve signage and traffic control measures.

Engineering Considerations

- Traffic counts
- Roadway geometrics
- Right-of-way Issues





UTILITIES

10

KEY POINT

- Besides providing basic human services, utilities are an economic growth issue.

Sullivan's network of existing utilities are provided by both public and private entities. This chapter addresses those utilities which have the most significant influence on development in Sullivan- wastewater, natural gas, electricity and telecommunications.

Although not discussed specifically, the city is annexing two areas on the northwest and south side of Sullivan. As outlined in the Sullivan Annexation Fiscal Plan dated August 2012, the annexation will require the extension of public services and utilities to the annexed areas. These annexations should be considered in the overall utility development strategy.

Facts Shaping Sullivan's Utilities

Water Supply and Treatment

- Water is provided to Sullivan by Indiana American Water and by Shelburn Town Water for approximately 20 residents north of the city limits.
- Groundwater wells are the source of drinking water for the Indiana American Water System in Sullivan. Source water is pumped to the treatment facility southwest of the city where the influent water is disinfected and dosed with polyphosphates for sequestration of iron before being distributed to approximately 2,400 customers. The transmission and distribution network consists of nearly 120 miles of mains and approximately 164 fire hydrants. The current average water use is approximately 600,000 gallons per day at an operating pressure of 54 psi. The system also includes a storage capacity of 300,000 gallons in the form of an elevated storage tank.
- The existing water system has the capacity to accommodate business and residential development, specifically in the portions of the city where adequate water main sizes, fire hydrants and system pressure are already in place. After the annexation is finalized, Shelburn Water will be able to serve their existing customers within the new city limits, while Indiana American Water will be the sole provider of water for new customers in the city. Indiana American Water's existing groundwater wells have adequate capacity for providing water to the proposed annexation.

Municipal Wastewater System

- Sullivan owns a sewer collection system that serves a majority of the residents and business within city limits. While separate storm sewers and sanitary sewers are provided on the west side of the city near Wolfe Street and the east side of Sullivan near East Washington Street, most of the city is served by a combined sewer system.
- The collection system consists of a network of gravity sewer lines, most of which are original vitrified clay pipe ranging from 8 inches to 24 inches in diameter. A total of six combined sewer overflows (CSOs) are permitted, but only two of these are typically used. There are seven lift stations throughout the city and an additional main lift station at the treatment plant.



- Sewer flows are conveyed to the City of Sullivan Wastewater Treatment Plant at 361 East State Road 54, which was constructed in 2007. The plant utilizes an activated sludge treatment process and has a design capacity of 2.1 million gallons per day (MGD) with a peak capacity of 4.2 millions of gallons per day (MGD). The current average dry weather flow rate through the plant is approximately 0.5 MGD. The treatment facility is operated and maintained by a private consulting firm.
- The plant appears to have sufficient capacity; however, the disinfection process is sometimes inadequate during wet weather events.
- Recent Indiana Department of Environmental Management (IDEM) inspections of treatment plants have resulted in the issuance of several violations. While some violations can be addressed by simply revising testing methods and proper documentation, others may require more significant remedial action. For example, a preventative maintenance program is required for the existing collection system to minimize inflow and infiltration. An Agreed Order from IDEM will likely be

issued in the near future to address these violations.

- The existing sewer system has adequate capacity to accommodate additional dry weather sanitary flows from business or residential development. However, the capacity of the system is significantly limited regarding wet weather events. Sullivan is involved with an IDEM Long-Term Control Plan (LTCP) which calls for increasing the existing 24-inch interceptor to a 42-inch line. The LTCP also calls for eliminating two of the existing permitted Combined Sewer Overflows (CSOs).

Private Septic Systems

- Properties beyond the city limits typically treat wastewater via individual septic systems which are governed by the Sullivan County Board of Health. The effectiveness of septic systems is often impacted by soil type and groundwater elevations, among others considerations. It may be prudent to contact the board of health to identify properties with a history of septic system issues. These property owners may be interested in the provision of municipal sanitary sewer service.

Stormwater Utility

- As described in the previous paragraphs, the capacity of the existing combined sewer system is limited and undersized for handling some wet weather events. Furthermore, the existing storm sewer system is provided to only a portion of the city. Maintenance of this system is limited since it is financed by the city's general fund, which is dependent on property tax revenues. Finally, there remain portions of the city which have no storm sewer system (combined or separated) in place and are subject to flooding during wet weather events.
- Implementation of a stormwater utility may be an effective solution for minimizing these problems. Such a utility would establish a fair and regulated fee, which would be designated for the operation, maintenance, repairs and new construction of stormwater infrastructure.

Stormwater Utility Fees

Typically, stormwater utilities implement one flat fee for all residential customers and a second fee for non-residential customers based on the amount of estimated runoff produced on that property.

This non-residential fee is not intended to penalize large facilities or inhibit business development; rather, credits may be available for these customers if they utilize various on-site stormwater best management practices.

In order to determine the most appropriate rates for residential and non-residential customers, a needs assessment should be conducted.

- Establishment of a stormwater utility may help eliminate excessive inflow and infiltration in the existing combined sewer system and lessen capacity concerns. As a result, the scope of the proposed interceptor improvement outlined in the city's long-term control plan may be reduced. The utility will also reduce the burden on the general fund budget since stormwater expenses, such as maintenance on the existing storm sewer, will no longer be borne by property tax revenues. Ultimately, the creation of a stormwater utility will also strive to improve the overall flood control measures throughout the city.

Electrical, Natural Gas, Telecom and Other Utilities



Electrical

- Duke Energy provides a majority of the electrical service to Sullivan. Beyond city limits, service is provided by Win Energy REMC.

Natural Gas

- Natural gas is provided throughout Sullivan by the Ohio Valley Gas Corporation. A natural gas pipeline provided by Midwestern Gas Transmission is also near the city.

Telecommunication

- AT&T maintains a fiber optic system in a portion of Sullivan. Comcast Central provides cable service throughout the city. Telephone service is provided by Frontier Communications.

Other

- BP Pipeline maintains a petroleum transmission service near Sullivan.

Goals and Strategies

Utility Goal 1: Water is available – use it as a marketing asset.

Strategy

- Conduct semi-annual meetings with Indiana American Water to discuss possible developments and identify improvements to the existing water system.

Engineering Considerations

- Water demands
- Service life of existing pipes and equipment



Utility Goal 2: Address outstanding issues with the existing municipal wastewater collection system and treatment plant.

Strategies

- Work with IDEM to address items cited in recent inspections and in potential Agreed Order.
- Improve sewer system in areas of potential development.
- Contact the Sullivan County Board of Health to identify property owners with septic systems who are interested in sanitary sewer service.

Engineering Considerations

- Verify testing methods and documentation practices.

Goals and Strategies

Utility Goal 3: Continue to enhance the city’s operation and maintenance of the sewer collection system. If possible, reduce the cost of the anticipated interceptor upgrades outlined in the Long-Term Control Plan.

Strategy

- Engage an expert operator of combined sewers to assist the city in evaluating the Combined Sewer Overflow Operations Plan.

Engineering Considerations

- Utilize flow instruments to identify anomalies in the existing system
- Perform hydraulic modeling
- Prioritize repairs to the system

Utility Goal 4: Create a new stormwater utility.

Strategies

- Conduct a needs assessment to determine appropriate stormwater rates.
- Create a stormwater utility. The fees generated from this utility could be used to pay for street sweeping, catch basin and inlet cleaning, downspout and sump pump disconnection, illicit discharge elimination, rain barrels and maintenance of the stormwater collection system.

Engineering Considerations

- Watershed analysis
- Hydraulic modeling
- Best management practices



Utility Goal 5: Create a fiber optic network throughout the city to attract businesses and enhance tourist experiences.

Strategy

- Consolidate cable and internet services for municipal government; link development of a “metro-net” fiber optic line throughout the business and tourist areas to the consolidated internet services; solicit grant funding; aggressively market “metro-net” to development corporations/new businesses.





IMPLEMENTATION

11

CHAPTER 11

A great deal of community time and effort went into the completion of this comprehensive plan and it will take even more resources for it to succeed.

This section details the steps needed to implement the plan, but it starts with a discussion about what could go wrong. The obstacles that get mentioned most when a community plan doesn't deliver include lack of communication, leadership and money.

But there is another factor worth considering that incorporates aspects of all those elements: capacity. In this instance, capacity refers to a community's resources to carry out a project, including:

- Technical (someone with expertise)
- Managerial (someone to oversee)
- Funding
- Political will

The first two bulleted items could be covered by a staff member or a volunteer of heroic proportions. The third bullet might be provided by tools such as tax increment financing or redevelopment commissions. The fourth bullet is the most difficult to quantify but easy to spot; decisions either get made or they don't.

Local resources should be considered before determining future planning. For example, a solution which requires an extensive amount of staff to administer would not be appropriate for a community with few or no planning staff.

Communities can complete a checklist to gauge their current planning capacity. In the chart below, planning capacity is determined by the highest level that has all or the most items checked. A preliminary checklist for Sullivan might look like the following table, with a designation between Level 2 and Level 3 for many categories.



LEVEL 1	LEVEL 2	LEVEL 3	LEVEL 4
<input checked="" type="checkbox"/> We have thought about planning for our community but do not have a plan commission.	<input checked="" type="checkbox"/> We have a plan commission and a board of zoning appeals with rules of procedure.	<input checked="" type="checkbox"/> We have a plan commission and a board of zoning appeals that consistently follow rules of procedure	<input type="checkbox"/> We have a plan commission and a board of zoning appeals that consistently follow rules of procedure and annual training
<input type="checkbox"/> We do not have any planning staff	<input checked="" type="checkbox"/> We have a building commissioner/planner on staff.	<input type="checkbox"/> We have a professional full-time planner.	<input type="checkbox"/> We have a professional full time staff of planners and other trained technical staff.
<input type="checkbox"/> We have no financial resources dedicated for planning projects.	<input type="checkbox"/> We rarely designate financial resources to planning projects.	<input checked="" type="checkbox"/> We occasionally designate financial resources for community planning projects.	<input type="checkbox"/> We annually designate financial resources for community planning projects.
	<input type="checkbox"/> We have someone who focuses part of their time on economic development or redevelopment.	<input type="checkbox"/> We have a full-time staff member who is dedicated to economic development or redevelopment.	<input type="checkbox"/> We have a full-time staff member who is dedicated to economic development or redevelopment in addition to other trained technical economic development staff.
	<input type="checkbox"/> We have no or limited inspections.	<input checked="" type="checkbox"/> We have limited inspections and enforcement personnel.	<input type="checkbox"/> We have a full range of inspections and full-time enforcement personnel.
	<input checked="" type="checkbox"/> We have zoning and subdivision regulations.	<input type="checkbox"/> We regularly update our comprehensive plan and development codes.	<input type="checkbox"/> We have additional ordinances such as historic preservation, etc.
	<input checked="" type="checkbox"/> We have a comprehensive plan.	<input type="checkbox"/> We have additional ordinances such as architectural review, etc.	
	<input checked="" type="checkbox"/> We have a redevelopment commission.		

Once the community has determined its capacity level, it can better judge its ability to implement regulations, studies, etc. Sullivan can compare its capacity to carry out efforts in protecting natural resources, encouraging economic development, managing transportation and infrastructure impacts and directing development and growth by consulting with tables found in the Appendix.

For example, town leaders could review the Protecting Natural Resources checklist (sampled below) to see what tools a Level 3 community is best suited for:

Example Planning Capacity Matrix			
Tools in gray boxes are <u>not</u> recommended for that level of planning capacity.			
LEVEL 1	LEVEL 2	LEVEL 3	LEVEL 4
Increasing Fundamental Planning Capacity	Land Ownership and Conservation Easements	Land Ownership and Conservation Easements	Land Ownership and Conservation Easements
	Conservation Subdivision Ordinance	Conservation Subdivision Ordinance	Conservation Subdivision Ordinance
	Hillside / Steep Slope Protection	Hillside / Steep Slope Protection	Hillside / Steep Slope Protection
	Tree Protection Ordinance	Tree Protection Ordinance	Tree Protection Ordinance

If a tool is beyond a community's planning ability, capacity can be acquired through external resources such as universities, regional planning organizations, metropolitan planning organizations other resource groups and consultants.

It is hoped that this plan provides the research, justifications and clarity of goals needed to make land use decisions easier for elected and appointed officials.

What Additional Planning is Needed?

Comprehensive plans touch on all of the major land use elements, but they do not take the place of technical studies for issues such as infrastructure and roads. To complete future planning for the city, some additional research is needed. These studies are:



- **City of Sullivan Parks Master Plan:** The city needs an overall, far-looking guide to building upon its parks system, especially the Central Park site. A parks master plan not only sets those priorities, but makes the city available for grants. The city can apply for a planning grant to facilitate the process.
- **Transportation Master Plan:** This plan would focus on re-purposing the downtown for pedestrian and bicycle traffic. The idea is to create a traffic-free area (pedestrian zone) in the downtown area that is similar to ones found in larger cities. This would be a public gathering space with fountains and room for restaurants, music, etc.
- **Stormwater Utility Plan:** The fees generated from this utility could be used to pay for street sweeping, catch basin and inlet cleaning, downspout and sump pump disconnection, illicit discharge elimination, rain barrels and maintenance of the stormwater collection system.
- **Capital Improvement Plan:** This document lists the approximate location, size, time of availability and cost estimates for public facilities or improvements to be financed with public facility fees, usually over a five-year period.
- **Downtown Revitalization Plan:** This plan would lay the groundwork for the marketing, landscaping and promotional efforts needed to pump new life into downtown Sullivan.

Helping People Understand the Plan

To get the most out of planning, some effort is needed to help stakeholders understand its basic goals and tools. Following are strategies for getting the word out about how planning can help build the community's future.

Training for Public Officials

It is important that elected and appointed officials get the training they need to do the best job they can on planning and zoning matters.

State law and even local ordinances are often complicated. Kentucky now requires their plan commission members to receive training in order to serve; Indiana's laws do not currently require that but training is always a good idea.

The following suggestions can assist the city in getting that training to public officials:

- Take advantage of membership in the American Planning Association (APA). This group publishes a magazine, several newsletters, books and reports on planning topics, and also hosts an annual national conference that includes sessions for citizen planners. For more information consult www.planning.org.
- Take advantage of the Indiana Chapter of the American Planning's INDIANA CITIZEN PLANNER'S GUIDE free online at www.indianaplanning.org. This publication includes several chapters that can be used as training materials for elected officials, plan commission members, board of zoning appeals members, neighborhood organizations, and citizen committees and contains information specific to Indiana.



Educating the Public about Planning and Zoning

Most citizens do not understand planning and zoning because it is not something they encounter every day.



After adoption of the plan, the city should make the plan available online and in local libraries, as well as consider providing training sessions for anyone interested in how to use the plan.

Plan commission and board of zoning appeals hearings can also be educational opportunities. Many people in the audience have never attended one of the meetings and don't know what to expect. The surrounding property owner notification letters should be written so they are easily understood.

The commission or board president can help make the meeting more understandable by making some remarks at the beginning, explaining what will happen at the meeting. They can also assist by delivering a “play-by-play” or translation of the meeting, so that it is understandable to people in the audience.

The commission and board can also remove much of the mystery of why they make certain decisions by sharing what state and/or local law criteria they are required to consider. The criteria can be posted on the wall, included on the back of the agenda, etc. Having a public discussion before voting will also help clarify each members position on the issue.

Funding Sources

A list of potential funding sources for the implementation items derived from the plan is included in the Appendix.

What To Do Next

This document provides years’ worth of suggestions for projects. It can be overwhelming to think about undertaking all of the recommendations.

Fortunately, it’s possible to look ahead to the near future and take the steps needed to implement the comprehensive plan. The following chart summarizes all of the action steps accumulated from each of the chapters. Each item is grouped under a subject category and provided a timeline for carrying out the task. It is intended that the plan commission and staff use this chart on an annual basis to benchmark their progress for implementing this plan.

SULLIVAN COMPREHENSIVE PLAN IMPLEMENTATION PLAN

Category	Action Item	Implementation Timeline		
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)
Economic Development	<p>Economic Development Goal 1: Put in place the tools needed to promote and fund economic development.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Create simple design guidelines for the downtown Sullivan that emphasize that new construction and renovation is compatible with downtown. • Create a downtown tax increment finance district. • Promote the creation of a local downtown investment group. 			
	<p>Economic Development Goal 2: Invest in quality of life projects to restore the community's image as a great place to live, work and play.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Local leaders must continue their campaign of educating residents about all the changes in Sullivan that are underway. • Turn the old Central Elementary School site into a quality of life feature, such as a city park or community gathering place. 			
	<p>Economic Development Goal 3: Invest in the creation and promotion of outdoor recreational activities as a key driver to the local economy.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Build up Sullivan's service sector, including everything from outfitter shops to outdoor restaurants. 			

SULLIVAN COMPREHENSIVE PLAN IMPLEMENTATION PLAN

Category	Action Item	Implementation Timeline		
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)
Housing	<p>Housing Goal 1: Successfully launch the public-private partnership project to revitalize Sullivan's neighborhoods.</p> <p>Strategies</p> <ul style="list-style-type: none"> • This program is still in the early stages but, once launched, it should be accompanied by a public education and publicity campaign. • Public education will be needed because of the program's innovative approach; local government is directly involved in market rate rental housing units. • If the program is successful, publicity will be needed because many other Indiana cities will want to know about it. 			
	<p>Housing Goal 2: Show the city's commitment to neighborhood revitalization by creating and promoting low-cost, easy access assistance programs.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Create city staff/resident partnerships through Neighborhood Cleanup Grants. • Create Small and Simple Grants. • Create Neighborhood Improvement Grants. 			

SULLIVAN COMPREHENSIVE PLAN IMPLEMENTATION PLAN

Category	Action Item	Implementation Timeline		
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)
Housing	<p>Housing Goal 3: Dedicate more resources to code enforcement, so that people who maintain their homes don't have their property values diminished by those who don't.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Review existing code to make sure it is up-to-date and enables the city to effectively enforce its regulations. • Enforce code in a transparent, consistent way to demonstrate the city's determination to revitalize its core neighborhoods. 			
	<p>Housing Goal 4: Take the lead in forming neighborhood associations in core areas, particularly those surrounding downtown.</p> <p>Strategies</p> <ul style="list-style-type: none"> • Assist residents with launching neighborhood associations. • Create a listing of neighborhood associations on the upcoming City of Sullivan website with contact information. 			
	<p>Housing Goal 5: Engage landlords to emphasize the importance of maintaining safe, livable, affordable properties for Sullivan residents, particularly vulnerable ones who cannot afford other options.</p> <p>Strategies</p> <ul style="list-style-type: none"> • This should be the last goal tackled because it has very little chance of success unless the city has demonstrated that it is serious about enforcement and has made its own investments in housing. • Hold period Landlord Summits. 			

SULLIVAN COMPREHENSIVE PLAN IMPLEMENTATION PLAN

Cat- egory	Action Item	Implementation Timeline		
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)
Natural Resources & Recreation	<p>Natural Resources & Recreation Goal 1: Create a City of Sullivan Parks Master Plan.</p> <p>Strategy</p> <ul style="list-style-type: none"> The city needs an overall, far-looking guide to building upon its parks system. 			
	<p>Natural Resources & Recreation Goal 2: Enhance City Park to create more opportunities for recreation to capture tourist dollars.</p> <p>Strategies</p> <ul style="list-style-type: none"> Consider converting at least one of the existing tennis courts into an outside basketball court. Consider building a multi-purpose indoor sports arena (basketball, soccer, swimming pool, exercise facility) for year-round local use and tournaments. Create a Youth Recreational Board to administer sports activities. Consider a zip line, paint ball battlefield or other attraction that is unique to Sullivan. 			
	<p>Natural Resources & Recreation Goal 3: Expedite reuse of the old Central Park school site as a new recreational hub that complements the existing City Park.</p> <p>Strategies</p> <ul style="list-style-type: none"> The master plan mentioned above would address this process (as well as the needs mentioned in the following goals). In order to guide the planning discussion with site limitations in mind, focus on recreational uses such as walking paths, an indoor pool, outdoor basketball courts, outdoor gazebo and a bandstand at the new park. Be cautious about duplicating activities that would end up drawing people away from the existing City Park. 			

SULLIVAN COMPREHENSIVE PLAN IMPLEMENTATION PLAN

Category	Action Item	Implementation Timeline		
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)
Natural Resources & Recreation	Natural Resources & Recreation Goal 4: Create a more accessible and welcoming recreational infrastructure. Strategy <ul style="list-style-type: none"> Consider the need for a new playground on the east side of the city. Renovate the city's pool entrance and bathhouse according to ADA standards. 			
	Transportation Goal 1: Enhance the city's existing transportation system to create more "Complete Streets" i.e. – bike lanes, pedestrian zones and pedestrian-only corridors. Strategy <ul style="list-style-type: none"> Create a Transportation Master Plan. 			
	Transportation Goal 2: Enhance the city's gateways to "brand" the city as a tourist attraction. Strategy <ul style="list-style-type: none"> Develop new signs or entrance structures that tout the city's assets such as local shops, parks, sports tournament, Lake Sullivan and annual events such a festivals, contests, tournaments, etc. 			
	Transportation Goal 3: Improve existing corridors to accommodate recreational vehicles and truck traffic. Strategy <ul style="list-style-type: none"> Re-align existing streets and modify the existing intersections as needed. 			

SULLIVAN COMPREHENSIVE PLAN IMPLEMENTATION PLAN

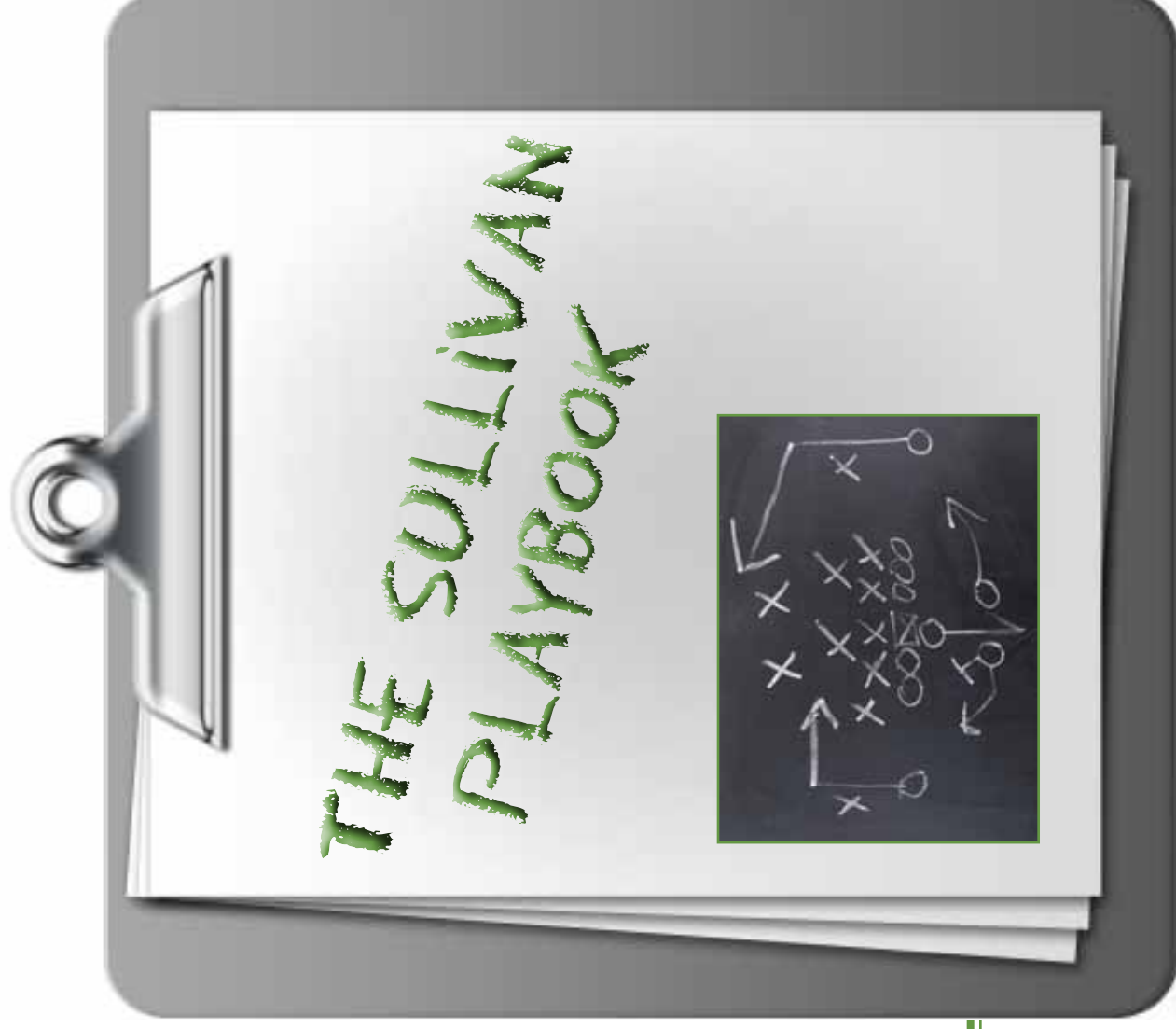
Category	Action Item	Implementation Timeline		
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)
Transportation	<p>Transportation Goal 4: Minimize traffic congestion along Section Street during arrivals/dismissals of schools.</p> <p>Strategy</p> <ul style="list-style-type: none"> Implement traffic control measures or modify Section Street to accommodate school traffic. 			
	<p>Transportation Goal 5: Improve traffic flows for through traffic around courthouse square.</p> <p>Strategy</p> <ul style="list-style-type: none"> Re-configure the existing traffic flow patterns or maintain the existing pattern and improve signage and traffic control measures. 			
Utilities	<p>Utilities Goal 1: Water is available - use it as a marketing asset.</p> <p>Strategy</p> <p>Conduct semi-annual meetings with Indiana American Water to discuss possible developments and identify possible improvements to the existing water system.</p>			
	<p>Utilities Goal 2: Address outstanding issues with the existing municipal wastewater collection system and treatment plant.</p> <p>Strategies</p> <ul style="list-style-type: none"> Work with IDEM to address items cited in recent inspections and in potential Agreed Order. Improve sewer systems in areas of potential development. Contact the Sullivan County Board of Health to identify property owners with septic systems who are interested in sanitary sewer service. 			

SULLIVAN COMPREHENSIVE PLAN IMPLEMENTATION PLAN

Cat-egory	Action Item	Implementation Timeline		
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)
Utilities	<p>Utilities Goal 3: Continue to enhance the city's operation and maintenance of the sewer collection system. If possible, reduce the cost of the anticipated interceptor upgrades outlined in the Long-Term Control Plan.</p> <p>Strategy</p> <ul style="list-style-type: none"> Engage an expert operator of combined sewers to assist the city in evaluating the Combined Sewer Overflow Operations Plan. 			
	<p>Utilities Goal 4: Create a new stormwater utility.</p> <p>Strategies</p> <ul style="list-style-type: none"> Conduct a needs assessment to determine appropriate stormwater rates. Create a stormwater utility. 			

The Sullivan Playbook contains summaries of strategies, or “plays,” the town can implement right now.

Each play details who should participate and gives examples of successful projects in other Indiana communities.



The Play

The Big Play

The Goal Line

Putting the spark back in Sullivan's economy and sense of place.

Starting Line-Up

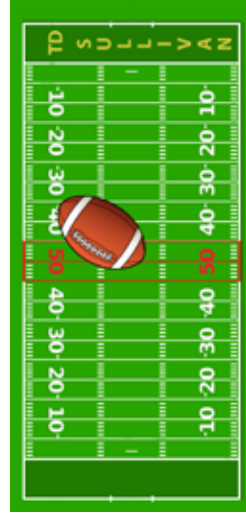
Every man, woman and child in the city.

The Opposition

Apathy and the vagaries that beset every community.

Starting Position

Mid-field 50-yard line



The team is halfway there.



This play is the summary of the "Playbook" strategies.

The Fundamentals

No single event can restore Sullivan's more prosperous past, just as no one incident led to its current struggles.

So, the Sullivan Playbook proposes a series of projects to focus the community on protecting and restoring its most valuable assets. Those assets – the keys to speeding the city's revitalization - have been identified repeatedly by residents as:

- Sullivan's homes and neighborhoods,
- Its historic downtown, and;
- It's quality of life.

Large and long-term strategies for improving those key areas can be found in every other chapter of this report. The playbook focuses on smaller actions, or even one-time events, that incrementally move the city toward its goals.

Extending the sports analogy, the playbook proposes a solid ground game, with a few fancy plays thrown in. The real target of the playbook is apathy.

In Practice

Sullivan is not alone in facing its challenges. Many, if not most, of Indiana's small towns struggle daily with declining revenues and mounting problems.

But many have also experienced revitalization success in the same areas that interest Sullivan; the neighborhoods, the central business district and quality of life.

And if they can do it, there is no reason to believe that Sullivan can't as well. Even more encouraging, some of the towns given as case studies in the playbook are much smaller than Sullivan. For example, Converse, IN has a population of about 1,200.

The playbook makes heavy use of R&D, but switches the definition of that term from "research & development" to "rob & duplicate."

Take a look at what's working in other towns, tailor it to fit Sullivan's needs and resources, then give it a try.

The Play

March on Main Street

The Goal Line

Unite everyone who has a stake in seeing downtown grow.

Starting Line-Up

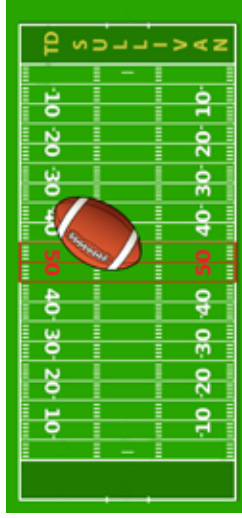
City hall, Streets of Sullivan, local merchants, Indiana Main Street.

The Opposition

Bringing together people with different viewpoints to work toward a common goal.

Starting Position

Mid-field 50-yard line



The team is halfway there.



Residents in the very small Town of Coatesville have created a not-for-profit group to serve as their Main Street organization.

The Fundamentals

Residents are hungry for a livelier downtown, and it's going to take the entire team to make it happen.

The stakes are high, as downtown – with about 423 workers – is already one of the city's biggest "employers."

Streets of Sullivan, a not-for-profit group that promotes the central business district, has received Main Street status with the state and is undertaking projects, but they need community wide support.

Other plays in the section explain activities designed to bring people to work together downtown.

In July 2013, Mayor Clint Lamb created a Facebook post asking Sullivan residents for suggestions on downtown improvements. He received 80 responses with calls for stores, restaurants and movie theaters. Responses included:

- "The Tindall's or Roots (Anita's) building would be great for creating areas for individual shops of different types. Each space would be a 12' x 20' store within a store. Multiple businesses could be located in those buildings."
- "No more dollar-like stores and no more pizza places! It needs to be something that not only citizens of Sullivan enjoy, but also brings business from other communities."

In Practice

The Town of Coatesville, Indiana, has about 525 residents.

In 2012 they formed a not-for-profit group and received Indiana Main Street status.

The group ran a Bingo Night for All Ages, and created flyers and a downtown Facebook page.

"Continually look for ways to support local businesses," advised Linda Stoddard of Coatesville Main Street Inc.

The Play

Discover Downtown

The Goal Line

Getting people to rediscover downtown's historic buildings.

Starting Line-Up

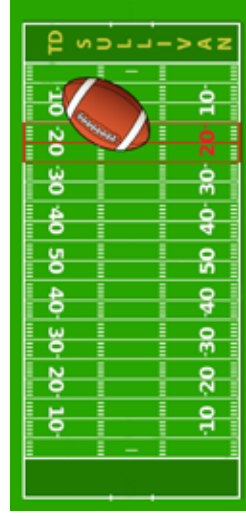
People who like to solve puzzles.

The Opposition

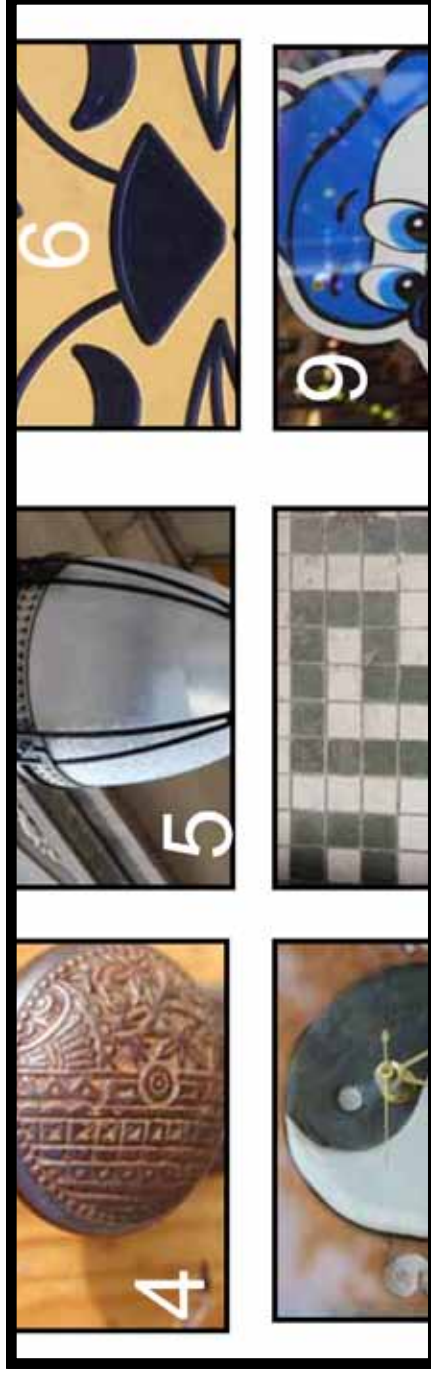
None.

Starting Position

Final Drive from 20-yard line



Just one more play to score!



This play encourages people to go downtown and discover Sullivan's uniqueness.

The Fundamentals

The photo mosaic below shows close-ups of downtown buildings. To encourage exploration, hold a contest where people must identify the exact location of each of the photos. (The answers to the mosaic can be found in the Appendix.)

Local merchants could contribute small prizes to everyone who completes the puzzle.

The rules could be simple or a little more complex. For example, you could award 5 points for each correct answer, including the exact location and what street it faces. Various prizes could be awarded based upon accumulated points.

In general, keep it simple and make it fun.

As stated, the goal is to get people walking around downtown, reminding themselves that there are some nice buildings and shops there.

If this activity creates a little buzz, the next step is to organize other reasons to come downtown.

Start small, because each event should be set up so that no one loses money. A related goal is to get cash registers ringing. Activities include:

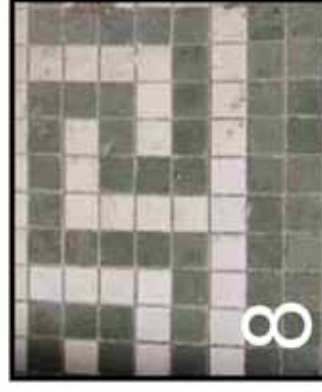
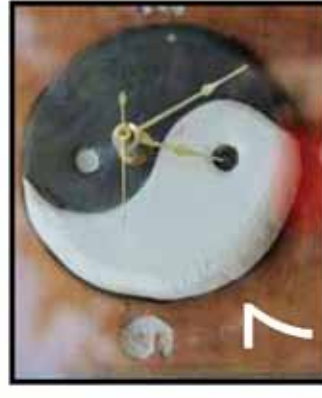
- Wine tasting with silent auction
- "Taste of" event
- Chocolate Walk
- Ladies Day/Night Out
- Open House
- Halloween Event for the family
- Downtown building tours

In Practice

This play has been successfully run in other Indiana Communities.

It was organized by the Frankfort Main Street program in this city of about 16,000. The project stirred up a lot of excitement, said Main Street Director Kim Stevens.

One benefit was getting people to really take a look at all the attractive buildings downtown, places they otherwise took for granted, she said.



The Play

They Gotta Go: The Sequel

The Goal Line

Removal of abandoned, deteriorating homes.

Starting Line-Up

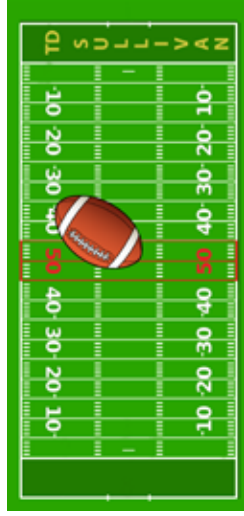
City Hall, volunteers, local businesses.

The Opposition

Red tape and other roadblocks to clearing property.

Starting Position

Mid-field 50-yard line



The team is halfway there.



This play relies on neighbors working together to take control of abandoned houses.

The Fundamentals

This program is like Habitat for Humanity – in reverse.

Instead of construction, a band of trained volunteers work with the city and local contractors to tear down abandoned properties. It could cost \$5,000-\$7,000 or more for local government to level a house, but the volunteer group can do it for thousands less.

The city is already focusing on neighborhood revitalization through the “They Gotta Go” and sale-leaseback projects. This play would allow the program to tackle more problem houses.

The play starts when neighbors, or others interested in seeing property cleaned up, take possession of the property through a tax sale and then contact the group for help. Realty Trac listed 31 foreclosed properties in the 47882 zip code in October 2013.

Volunteers may have experience in construction but for many it will be a learn-as-you-go process. In order to keep the costs low, volunteers sort material to keep as much waste out of a dumpster as possible.

The play sounds too good to be true but there’s a working model of it in Indiana.

In Practice

Hartford City, Indiana is a town of 6,000 people with an excellent neighborhood revitalization group. Build a Better Blackford (BBB) is a volunteer organization that demolishes blighted and dilapidated houses.

To date, over 100 properties have been raised by BBB.

The group was awarded the Supportive Services Program of the Year in 2009 by the Indiana Housing and Community Development Authority.

The Play

Create a TIF District

The Goal Line

A funding mechanism for downtown revitalization projects.

Starting Line-Up

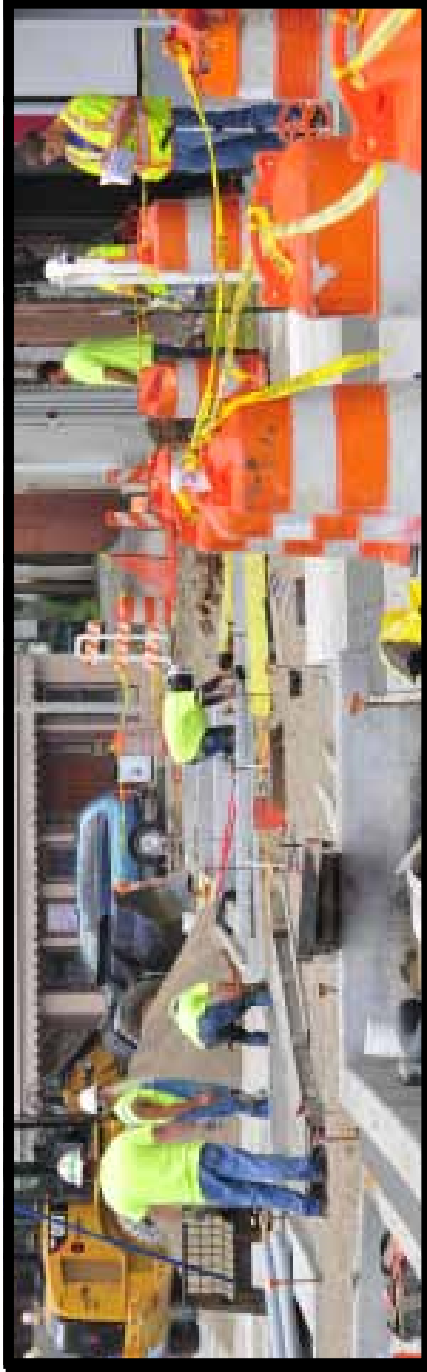
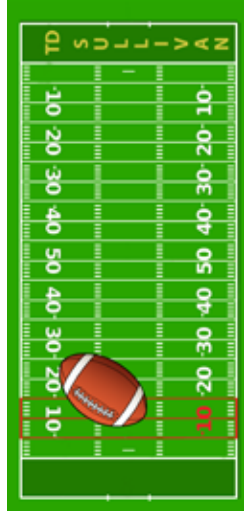
City hall, redevelopment commission, plan commission, city council, legal & financial consultants.

The Opposition

Start-up costs and temporary diversion of new tax revenues.

Starting Position

Deep in your own end zone



Money from the TIF district was used on revitalization projects in downtown Franklin.

The Fundamentals

Tax increment financing (TIF) is a widely used economic development tool throughout Indiana. Most counties have at least one TIF district.

TIF districts are created when a community targets an area, such as downtown, to invest in. It is one of the few optional revenue-raising mechanisms available to local governments.

TIF financing uses property tax revenues. In very general terms, a boundary is set up and the property taxes are assessed for all commercial properties within that boundary. That amount is the base rate.

The base amount continues to be directed to whatever the community had been spending it on; schools, fire stations, etc.

In Practice

Converse, Indiana has about 1,200 residents. In 2000, it invested about \$25,000 in legal and financial advice to set up a downtown TIF district.

The district now has **\$600,000** to invest in their downtown. They have fixed drainage problems for downtown's biggest company, and put in period streetlights and fancy sidewalks

Steve Reiff, the towns economic development director, said, "We are such a small town, that I don't know how we would have been able to pay for any of this without a TIF district."

However, if new buildings are constructed in the district or existing buildings are improved - and their property tax rates go up - then the amount of that increase (the increment) will now be directed toward projects within that district.

The money can be used inside the district to pay for roads, sewers and other needs.

TIFs, which are usually governed by a redevelopment commission, provide a vehicle for public-private partnerships to work on promoting economic development.

TIF advisors, such as Umbaugh & Associates, caution local governments that there are pitfalls to avoid when setting up a district. Get professional consultation early in the process.

The Play

A Walk in Central Park

The Goal Line

Deep community involvement in creating the park.

Starting Line-Up

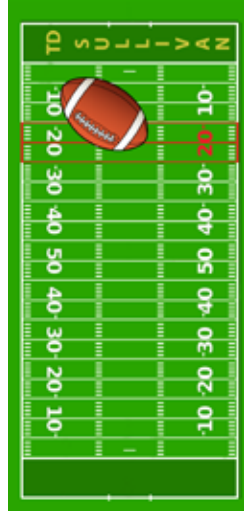
City hall, residents.

The Opposition

The usual naysayers.

Starting Position

Final Drive from 20-yard line



Just one more play to score!



Local artist Steve Tucker has been brainstorming ideas on how to attract the most people to the new park.

The Fundamentals

Make this a Community park - with a capital 'C'.

Because of environmental concerns, there are restrictions on what can be done with the land. That means the property won't be a real "money earner" that supports new businesses or housing units.

The restrictions are unfortunate, because the site's location – just two blocks from the courthouse – would have offered a lot of potential for economic development.

For these reasons it is essential to maximize the site's benefit in other ways. The most obvious is a quality of life amenity, such as creating a public space that becomes the pride of the community.

The most direct way to build that pride is to get the community involved in designing the park. Interest in the site is already high. Local artist Steve Tucker has been generating ideas for uses and structures on the site. Public input could begin immediately. Just as Mayor Lamb posted on the city's Facebook page a question about what's needed downtown (which drew more than 80 responses), a community dialogue could start on the park. Topics include lighting, trees, parking and speed reduction.

Ideas gathered now can be tested and formalized when the city undertakes a parks master plan.

A last reminder about the park planning process: Don't forget the kids!

In Practice

Leo-Cedarville, a town of 3,600 north of Fort Wayne, has created a gem of a park using local imagination and funding.

The 9-acre Riverside Gardens has trails, water features, shelter houses and more. Local leaders used the results of a public survey to win a \$200,000 Indiana Department of Natural Resources grant. The project has taken on so much momentum that a local bank loaned the city money to add features.

"Our goal from the start was to put butts in that park," said Town Manager Peggy Garton.

Appendix

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STEERING COMMITTEE MEETING # 1 NOTES

City of Sullivan Comprehensive Plan ● Feb. 19, 2013 ● City Hall

In Attendance

Jack Alexander
Nick Baesler
Jim Conner
Jill Curry
Jim Exline
Butch Hale
Mayor Clint Lamb
Jean McMahan
Jesse Morin
Kimberly Morin
Jill Nesbitt
Shannon Orman

Matt Pearson
Alan Pierce
Brian Pound
Charles Reed
Chad Robertson
Rob Robertson
Tammy Rogers
David Shrum
Bob Street
Steve Tucker
Bruce Walkup

Consultant Team

Scott Burgins (SDG), Catie Kosinski (SDG), Matt Hopper (BLN), Allan Tharp (SDG)

INTRODUCTION

Mayor Lamb called the meeting to order at 6:04 p.m. The City of Sullivan completed a comprehensive plan in 1945 and conducted a plan update in 1968. This represents Sullivan's first comprehensive planning effort since then. He stressed that the city needs a master plan in order to secure certain federal funds. This plan will explore what direction Sullivan wants to grow. The goal is to have a living plan that can be implemented.

Strategic Development Group, Inc. (SDG) and Beam, Longest and Neff, LLC (BLN) are the two firms facilitating the planning process. Matt Hopper said that BLN wanted to be part of this project because of the mayor's vision for the city. The mayor said that the city already has a drawing of what could be constructed on the Central School demolition site.

Scott Burgins said that a demographic profile has been completed for the city. In addition, SDG has created a project website where meetings and documents will be posted during the planning process. The project website URL is: <http://www.sdg.us/sullivan-comprehensive-plan/>.

FUNDAMENTALS OF A COMP PLAN

Scott reviewed the fundamentals of a comprehensive plan with the steering committee. It is vision document that can help promote wise growth and protect property values. It is a guiding document that

helps decision-makers find realistic solutions to everyday problems that produce incremental changes and growth.

Indiana's requirements on comprehensive plans are minimal; SDG and BLN will meet and exceed these requirements. The research and drafting phase of the planning process is expected to last 6-7 months followed by an approval process that takes a couple months. The comprehensive plan should be completed in less than a year.

The plan commission will use the comprehensive plans as a guiding document, but the plan will not be legally binding like zoning and subdivision codes. However, the plan commission may update zoning codes based on the comprehensive plan.

Scott asked everyone to share their ***biggest hopes*** for the comprehensive plan. People responded with the following statements:

- The city needs to move forward.
- Follow through with something.
- Increase quality of life.
- Sullivan is known as a good family community, but there needs to be more things for families to do.
- The schools are excellent.
- Sullivan has changed over the last 16 years. I want to see the community move forward.
- Neighborhoods have gone from homeownership to rental units.
- The nice parts of town are largely gone.
- Sullivan needs to recognize that it is always going to be a satellite to Terre Haute.
- The city needs to work on the community's strengths.
- There are a lot of assets: hospital, schools, outdoor recreation, and transportation.
- The quality of neighborhoods has slipped.
- Sullivan could be a nicer community than it currently is.
- Leaders used to want to keep Sullivan a "sleepy town."
- Sullivan is not near as vibrant as we used to be.
- Sullivan needs to have a niche or attraction to drawn people in.
- The city has moved northward.
- Want community building in Central School site.

When asked what their ***biggest concerns*** were about the comprehensive plan, people said:

- Keeping the momentum going.
- Keeping people interested.
- Get rid of apathy.
- People need to get excited again.

DEMOGRAPHIC PROFILE

Catie Kosinski briefly reviewed the preliminary demographic profile for the City of Sullivan. One thing to note is that the statistics show trends for areas within the city's corporate limits. Higher-end housing or businesses just beyond the city's limits are not included in the statistical estimates.

In general, the indicators suggest that Sullivan is struggling to retain and attract residents. Sullivan has experienced a steady decline in population since 1950, and projections estimate a continued decline. The percent of individuals that are retirement age (65+) is about 6 percent higher in Sullivan than the state as a whole.

Enrollment in the Sullivan School District has fluctuated recently, but graduation rates have been consistently higher than Indiana as a whole. In Sullivan, the percent of individuals with Bachelor's degrees or higher has decreased and has fallen behind the state by 14 percentage points.

Income levels have remained stable in Sullivan, but the city's median household income has consistently stayed below the state average. Similarly, the city's poverty rate has remained higher than in the county and state. An estimated 33 percent of the city's workers (16+) commuted to work outside of Sullivan County.

Sullivan has a higher percent of renter-occupied housing than the state. Median home values in Sullivan are consistently lower than the state as a whole. However, home values have increased between 1990 and estimates for 2011.

PUBLIC SURVEY

Scott asked people to review the draft public survey and to share any suggested additions or revisions. The survey will be posted online and printed copies will be distributed. He suggested that the survey may be fine-tuned to address neighborhood revitalization or other important issues in Sullivan.

MAPPING EXERCISE

Scott led the group through an exercise to develop some land use goals. The first part of the exercise asked people to indicate on a map the most **unattractive** place in Sullivan. Attendees then shared what locations they considered most unattractive. Their answers are included below:

- Downtown around the square.
 - Burned out building on south.
 - Empty, open area on north.
 - Downtown square has deteriorated
 - Improvements to the square would be essential to showing people that progress is being made to the nucleus of the city.
- Housing on east side of town on Washington Street
- Run down homes near the Depot Town, over by grain elevator (gateway – on way to Lake Sullivan).

- Down by Tire Mart on Section Street – open field from Feed Store.
- Near City Park is a rundown area in need of revitalization along S. Main Street and S. Court Street.
- Frakes Street near the high school is an unsafe road (gateway).
- Depot Town and main entry to Sullivan County Park and Lake.
 - The trailer park near the Sullivan Tire Mart is mostly empty.
- Large blighted neighborhood on the 500 block of East Washington Street.
- Blighted neighborhood on the 800 block of North State Street.
- Blighted neighborhood on the 900 block of North Main Street.
- 300 block of East Washington Street.
- Entry way to Sullivan County Park and Lake.
- Frakes Street; all gateways leave bad impressions.
- A lot of people come to high school or middle school for games and see just a plain field or ball field.
- Wolf Street coming in from Wal-Mart.
- Section Street project has improved Sullivan a lot.
- Central School site is being addressed.
- Something to bring in jobs.

The second part of the exercise asked people to indicate on a map the most **attractive** place in Sullivan or what you want to show off in the city. Attendees again shared what locations they considered most attractive. Their answers are included below:

- Homes on West Washington Street between Section Street and Wolfenberger Street.
- Schools are very nice for a community this size; we just need to improve the attractiveness of the gateways.
- Sullivan is a strong family community.
- Sullivan County Park and Lake is the strongest asset and could be used more.
- Nearby power station brings a lot of fishermen into the area.
- Greenbriar subdivision and Village Drive.
- Lakeside West is a nice area.
- Sullivan is landlocked with no room for developers.
- Schools.
- Sullivan County Community Hospital looks modern.
- Airport is not in the city.
- Most of the stuff is outside the city.
- Wolf Street – Golf Course – High School – West Washington near cemetery.
- There is a nice city park on south end but it is not used much.
- Like to see city parks connected to square and South Main homes connect to park.
- Elks club.

Finally, attendees were asked to share what areas they consider to have the greatest potential as future opportunity areas. Their answers are included below:

- Central School site park is a huge opportunity.
 - Board of Public Works will accept bid in March and work should be completed by June 2013.
 - There's been discussion of an indoor pool, basketball courts, outdoor gazebo, and bandstands on the site.
- Sullivan is 15 minutes south of an industrial park that is not full in Vigo County.
- A major league soccer team is coming to Indiana. Sullivan could host sports tournaments if it had soccer fields and/or a sports complex.
- Hundreds of people come to Sullivan each year as part of a Coon hunter club.
- Indiana is a sports-minded state.
- Quality life amenities.

UPCOMING MEETINGS

- Steering Committee #2: Tuesday, April 2, 2013 @ 6 p.m. at City Hall

SULLIVAN STEERING COMMITTEE #2 SUMMARY

Town of Sullivan Comprehensive Plan • April 2, 2013 • Town Hall

Attendees:

Name	Position	Email	Phone
Clint Lamb	Mayor of Sullivan	clint.lamb@cityofsullivan.org	(812) 268 - 5464
Jill Curry	OCRA	jcurry@ocra.in.gov	
Donna Anderson	Kenna Consulting		(317) 781-1651
Jim Exline	Plan Commission	jexline@wabashcapiat.com	

Consultants: Scott Burgins (SDG), Catie Kosinski (SDG) and

I. Introduction

Mayor Lamb called the meeting to order at 6:04pm and explained that firms are here to listen to the citizens of Sullivan. Scott Burgins, Project Manager at Strategic Development Group, welcomed everyone to the second steering committee meeting for the Sullivan Comprehensive Plan. He explained that the meeting was not meant to be a lecture and that they need participation. Everyone in the room introduced themselves.

He then summarized the Opportunity Map exercise summaries and discussed the need for gateways in the community.

II. Completed

Meeting summaries, draft reports, and other project information will be posted on the project website: <http://www.sdg.us/sullivan-comprehensive-plan/>.

III. Fundamentals of a Comp Plan

Scott Burgins (SDG) began explaining that the last plan for Sullivan was created a generation ago and that SDG makes living plans. These plans are guides for the plan commission and city councils and are not the same as planning and zoning. They cover all of the hopes, assets, and problems of the community. This community particularly has excellent participation and interest at these Steering Committee Meetings.

Scott then asked the steering committee members to share any concerns they have about the comprehensive plan. The group's concerns are below.

- We want people to come downtown and spend money.

- College graduates need to find a place to live first before they get jobs.
- Need to find Sullivan's Niche.
- The corporate limit has not grown.
- School, Hospital and Winstar Energy have all moved out of town
- Nearby commercial area is not booming – economic situation
- Figure in how new homes in nearby areas – lakeside west and west Washington.

The steering committee members also shared their hopes for the planning process which included:

- For the Central School Site, the board of works has been selected as a contractor and they are waiting to contract 20 days to start the project.
 - Project needs to be completed 60 days after demolition.
 - Gymnasium will remain and the park will be seeded
 - They want this incorporated into the comp plan.
 - The Central Park site is a chance to have class reunions, banquets, events.
 - Want community events, summer concert series.
 - Also there are nearby environmental issues on the site.
 - Limitations on the use of that park are also important.
- Want to spend the rest of the process figuring out what to do with the challenges.

Central School site – board of works selected a contractor

Waiting for contract 20 days to start the project

Demolition will need to begin – project needs to be completed 60 days after demolition

Gymnasium will remain – the park will be seeded

This will want to be incorporated into the comp plan

Replenishing of activity in the city, the corporate limit has not grown

School and hospital have both moved out of town and Winstar Energy

The Central Park site is a chance to have class reunions, banquets, events

Goal is to have events – community events – summer concert series

Want people to come downtown and spend money

College graduates find a place to live first before they get jobs

Need to find Sullivan's niche

Limitations on the uses of that park are important, too

There are environmental issues on the site

Nearby commercial area is not booming – economic situation

Need to go with the community's best play

Figure in how new homes in nearby areas – lakeside west and west Washington
Housing data by block group
Hospital campus, Independent living homes near hospital
Hospital has difficulty recruiting new physician
Want to spend rest of the process on figuring out what we're going to do about the challenges

Community Character

The city has a good building stock What can we make work from this old visioning effort?

Opportunities Map

Sullivan Community Hospital – Strength

We want a playbook of things to do

4-H fairgrounds should be included as strength

The growth areas where we want to expand correspond to strengths

Growth movement Wolfe Street – brand new Frakes Street

Central Park

One police office and one street salter

Neighborhood revitalization they gotta go initiative

Opportunities are all near strengths

Silver Street would be an opportunity for improvement

Soccer fields and softball fields would be strengths

A lot of people traveling here to play soccer here – we have the fields available

*now people are traveling here for soccer (Sullivan Pride)

Number One – Frakes, Wolfe, East Washington Street

Development Principles

How we want to get to what we think is important

Examples from other communities

Neighborhood Revitalization

- Concerned about rental properties
 - Recommend carrots and sticks
 - Ticketing system first
 - Warnings and fines – gentler way to enforce
 - BBB – tear down abandoned homes
- Stop single family homes from being divided
- Think hard about subdividing homes in residential neighborhoods
- Upmost care should be given in allowing rentals in residential neighborhoods

Parks and Recreation

- Environmental responsibility
- Clean-up and soil sampling

- More greenspace, trees, flowers
- Nice street lights, flowers hanging from signs
- Welcoming signage
- Steve Tucker has drawings on welcome center
- Bicycle trails
- Multi-use trails
- Paths to Progress initiative put in to improve sidewalks
 - Homeowners can request new sidewalks – city will rip up and haul away old concrete and homeowners pay for the new concrete
 - Neighborhoods that put several requests in will move to the top of the list
- Lebanon has a walking path around their city park

Code Enforcement

See Click Fix – national program

Determine where problem areas are

Local government and county and see problem areas

Gotta go initiative

City reviews years of violations

City condemns and bulldozes the property

Lien on property to owner for the cost

Properties revert to the county government

Good for neighborhoods – assessed valuation goes up

Want new homes built there – property taxes revenue

West Wolfe – greeting and flowers

Wanted to take it from Wolfe to Broad

Other entrance to Park and Lake out by Depot Town – not on the map

Spent a couple meetings talking about problems

Public meeting before we have solutions

Central park could be a catalyst for getting people involved

It all starts here is the central school initiative is called

Have the next meeting in the gym

City of Sullivan, Indiana Comprehensive Plan Update Focus Groups

May 29, 2013

The following notes provide summaries of the key ideas discussed in each of the four focus groups that were held as part of the planning process on March 28th at the Sullivan City Hall.

FOCUS GROUP: HOUSING/NEIGHBORHOODS

May 28, 2013 • 1:00 p.m • City Hall

Participants: Nick Baesler, Jean McMahan, Jim Conner, Georgia Kiger, Jim Exiline, and Harold Medsker

City Council: Steve Martindale

City Mayor: Clint Lamb

Consultants: Scott Burgins (SDG), Mark Hopper (BLN), Chris Kaufman (BLN), and Claire Linnemeier (SDG)

Jean McMahan from the Sullivan City Housing Authority explained the status of their public housing facilities and stated that there are currently about 10 empty units out of a total of 155. This current development has low vacancy rates and is available for low income residents.

Outside of Sullivan's city limits, there are duplexes that are owned by Breckenridge Nursing Home, but there are no vacancies. There are also Washington Street rental apartments in which most are subdivided homes. Scott Burgins (SDG) asked questions to spur discussion. Below are some issues mentioned during the focus group conversation.

Housing Needs

- Most homes in Sullivan are high or low-end, no middle-value homes available.
- A majority of the homes available are outside of Sullivan's current city limits.
- Sullivan has an age-old problem of mixes of lower value homes & higher value homes in the same area
 - Reduces the re-salability of nicer homes.
- Sullivan's Public Housing units currently have roughly 10 units vacant for about \$500/month
 - There are few nicer apartments available in the city otherwise.
- A lack of strict code enforcement has led to many violations
- There are many absentee landlords that leave rental properties in disrepair

Home Values

- Most of the homes in Sullivan are very old and hard to maintain. No new construction.
- Breckenridge Assisted Living is mostly vacant because of their higher than average prices.

Appearance of Housing

- Over 60 homes in Sullivan need extensive maintenance as they have fallen into disrepair.

FOCUS GROUP: PARKS & RECREATION

May 28, 2013 • 2:00 p.m • City Hall

Participants: Sarah Smith, Stephanie Sexton, Brian Pound, Jim Exiline, Harold Medsker, Jim Conner, Georgia Kiger, Jean McMahan, Charles Garwood.

City Mayor: Clint Lamb

Consultants: Scott Burgins (SDG), Mark Hopper (BLN), Chris Kaufman (BLN), and Claire Linnemeier (SDG)

Scott began by asking the group a basic question about what is offered in Sullivan now in terms of Parks & Recreation and what is possible for the future. To date, the toddler play area was funded by the Wabash Valley Community Grant program and there are roughly 4.3 acres in the City Park. Issues about the current park were then discussed:

- Mainly older kids, bad language, and litter.
- The play area is nice, but it is muddy and the tennis court needs some work.
- Equipment in the park is geared towards toddlers, not older children.
- Some would like to see handicap-accessible equipment.

Then, the group discussed possible future uses for the park's land:

- Many would like to see a walking path at least a quarter of a mile with benches, green space, public art exhibits.
- Possibilities for community art sales, music in the park, Corn Festival entertainment.

Next, the group discussed current recreational activities available for the community:

- Currently there is a dance & gymnastics and karate studio on the city square.
- There is also a bowling alley and youth center.
- For park systems in the county, the lake brings in tourism.
 - Shackmak Park attracts lots of tourists
 - Currently there is a billboard on 1-70 for Sullivan's Outdoor Recreation

Sullivan Mayor Clint Lamb then discussed plans for a Sullivan Central Park website that was funded through a City Endowment Fund through the Community Foundation. The city is looking to expand their internet presence with more websites.

FOCUS GROUP: TRANSPORTATION

May 28, 2013 • 3:00 p.m • City Hall

Participants: Jack Alexander, Robert Robertson, and Georgia Kiger.

Consultants: Scott Burgins (SDG), Mark Hopper (BLN), Chris Kaufman (BLN), and Claire Linnemeier (SDG)

Chris Kaufman led the meeting and began asking participants to locate and describe various gateways and intersections that need improving. Participants answered as follows:

- The current gateways to Sullivan include Frakes, Wolfe, Silver, Washington, Section, 54 and Johnson Roads from SR 41 as North and West gateways.
- No current or definable east gateway except for 54, could potentially use Shelbourne. 54 is not currently in the Sullivan city limits.
- Participants said that most of the traffic into Sullivan comes from Section on North and then Wolfe from the West. When people come from the South they use Section on the Southside.
- The main West gateway is Wolfe, the main North gateway is Section and Wolfe is the main road.
- The condition of Wolfe Road at 41 is poor and needs repair.
- Large trucks are not currently using the designated route and take roads through neighborhoods. This is a **main priority** in order to protect the schools and homes.
- The intersection at Frakes and Section is particularly bad and backed up during school dismissal times and Frakes Street is not wide enough for the capacity it normally takes.
- Georgia Kiger, a citizen, stated that the police department should help with traffic direction more.
- The intersection and Duane and Leach is particularly unsafe because of its strange angle and the road needs to be straightened for more ease of access.
- At the intersection of Price and Section there is no stoplight, but participants said there needed to be one.
- Huge need for trails as there are no current trails in Sullivan.
- Drainage is another concern as the area near Thomas and Wolfenburger streets still floods when it rains.
- Citizens explained that there is no way to get around Sullivan unless you have a car.

FOCUS GROUP: ECONOMIC DEVELOPMENT

May 28, 2013 • 4:00 p.m. • City Hall

Participants: Jill Nesbitt, Jim Conner, Kyle McCammon, Jim Exiline

City Mayor: Clint Lamb

Consultants: Scott Burgins (SDG), Mark Hopper (BLN), Chris Kaufman (BLN), and Claire Linnemeier (SDG)

In order to spur discussion, Scott asked the group what are some of Sullivan's biggest employers and what is the current state of businesses and economic development in Sullivan today.

Participants listed Sullivan's largest employers as follows:

- Allomatic/Raybestos Powertrain, LLC.
- High School Corporation
- Four Rivers Resource Services

The group also discussed various spaces for opportunities such as the downtown and central gym for flea markets and other community events.

Scott then asked Jill Nesbitt from Flooring America how her business is doing. She stated that their business is doing better but they would like to see it do a lot better. They are currently pushing the "shop local" idea and trying to keep the money within Sullivan to better help the community.

Then he asked a local resident, Kyle McCammon, what types of activities he does on the weekends with his family. Mr. McCammon stated that often this family travels to Terre Haute and shops and uses the lakes for recreational purposes. Most often they do not stay in Sullivan over the weekend.

--

Sullivan Public Workshop Agenda

May 28, 2013

Introductory Presentation: 10-15 minute PowerPoint presentation:

- a. Staff/Consulting Team Introductions
- b. Comp plan basics
- c. What has happened so far in the process
- d. Small Group Exercise instructions

Mapping Exercise Instructions: Brief overview of the small group exercise

1. Count off by threes.
2. Each group takes 20 minutes to mark on the big map, helped by facilitator:
 - Attractive areas
 - Unattractive areas
 - Opportunity areas
3. After completing each category, ask people to **prioritize the most important things in each category.**

Notes

- At the start, ask one person to be ready to summarize group's findings when we all get back together.
- People will need time to orientate themselves to the map – **please include names of major streets on maps**
- People are very hesitant to write on a map, facilitator might help
- **Make separate notes** so BLN can describe marked areas later
- Take your time and let people discuss, etc.

Groups Report Out

1. All groups come back together
2. A resident from each group summarizes attractive areas, etc. and priorities
3. Group discussion and findings and priorities
4. Show them opportunities from steering committee

City of Sullivan COMPREHENSIVE PLAN: PUBLIC MEETING

May 28, 2013

Planning Process

- ☐ \$40,000 grant from the state; 10 percent match from the city
- ☐ Overseen by a local Steering Committee

Approval Process

- ☐ 12-month grant deadline; must be completed by the fall
- ☐ Plan commission will pass a yes or no recommendation
- ☐ City council will vote for final approval

Tonight

- ☐ Opportunities Mapping Exercise
 - Attractive areas – want to protect
 - Unattractive areas – want to improve
 - Opportunity areas -
 - Note **priorities** for each category

Contact Information

- Consultant Team
 - Matt Hopper, BLN Engineering, mhopper@b-l-n.com
 - Chris Kaufman, BLN Engineering, ckaufman@b-l-n.com
 - Scott Burgins, SDG, sburgins@sdg.us
 - Claire Linnemeier, SDG, clinnemeier@sdg.us
 - Project Web Site: www.sdg.us/sullivan-comprehensive-plan/

Opportunities Mapping Exercise

Attractive areas – want to protect

- 1.
- 2.
- 3.
- 4.
- 5.

Biggest Priority

Unattractive areas – want to improve

- 1.
- 2.
- 3.
- 4.
- 5.

Biggest Priority

Opportunity areas -

- 1.
- 2.
- 3.
- 4.
- 5.

Biggest Priority

- a. Similarities
- b. Differences

Complete Survey

We are asking them to fill after the mapping exercise because everyone will have a greater understanding of the issues.

1. Have them fill out survey

What's Next

1. Next steps/schedule in planning process
 - Draft chapters presented to steering committee
 - Local review teams
 - Formal Public Hearing
 - Adoption Process
 - Plan commission
 - City council
2. Other ways to provide feedback
 - Website
 - City Staff
 - Contact consulting team

Funding Sources

A list of potential funding sources for implementing the Sullivan Comprehensive Plan is shown below.

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
State Revolving Loan Fund (SRF)	low-interest (2.7-3.95%) loans, 20-year term Note: An additional .50% reduction may be permitted if a non-point-source project is financed along with a point source project.	Indiana Finance Authority SRF	Incorporated cities/towns, counties, sanitary/conservation or regional sewer/water districts Private & Not-for-profit facilities are eligible only for DWSRF loans	Planning/design/construction of Treatment plant improvements Water line extensions Water storage facilities Wetland protection and restoration; On-site sewage disposal; BMP for ag & stormwater; Riparian Buffers & Conservation; Wellhead Protection Planning/design/construction of Treatment plant improvements Sewer line extensions to unsewered Combined sewer overflow corrections
Small Issue Loan Program	low-interest; 10-year term up to \$150,000; reduced closing costs no cost SRF PER review	Indiana Finance Authority	SRF-eligible communities	Any project addressing existing pollution abatement: Wastewater, Drinking Water Non-point source
Arsenic Remediation Grant Program	Grant Program	Indiana Finance Authority	Municipalities, political subdivisions, privately owned Community Water Systems and non-profit Nontransient Noncommunity Water System Must serve less than 10,000 residents	Construction of Treatment Facilities (Precipitate Process, Adsorption Processes, Ion Exchange Processes, Membrane Filtration, Point of Use Devices) Planning & design Activities System Consolidation System Restructuring

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Rural Community Assistance Partnership Revolving Loan Fund	short-term financing (\$100,000) for predevelopment costs associated with proposed water & wastewater	Rural Community Assistance	Serve rural areas that aren't located within the boundaries of a municipality with a population of 10,000 or greater.	Existing water or wastewater systems and the short-term costs incurred for replacement equipment, small-scale extension of services, or other small capital projects that aren't part of O&M.
Rural Development (RD)	Grants up to 75% of project cost and loans 40yr term; 4.25-4.5% interest	US Dept. of Agriculture	Rural areas/towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Lower income areas qualify for more grant assistance.	Developing water and waste disposal systems in rural areas
Rural Development Planning Grants	Grants for up to 75% of cost of planning or up to \$15,000 25% match required	US Dept. of Agriculture	Rural areas/towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Must be qualified for the "poverty" bracket - 80% of the statewide non-metro MHI	Water and Wastewater Infrastructure Planning

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Rural Development Community Connect Grant Program	Broadband Grants minimum \$50,000 (no max) matching funds required	US Dept. of Agriculture	Project must: (a) serve a rural area (b) serve one and only one community recognized in latest U.S. census; (c) Deploy Basic Broadband Transmission Service, free for 2 years to all Critical Community Facilities; (d) Offer Basic Broadband; (e) Provide a Community Center with at least 10 computer access points	Establish broadband access to rural communities which are unserved
Community Focus Fund (CFF)	Grants up to \$600,000, minimum 10% local match (\$350,000 for Fire Stations)	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low-to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Projects that contribute to long-term community planning and development Projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population Often requires income survey to determine low-income eligibility
CFF Planning Grant	Grants up to \$50,000, \$30,000 (for single utility), minimum 10% local match	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low-to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Planning activities for projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population. Planning activities must be completed w/in 12 mos. Often requires income survey to determine low-income eligibility

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Watershed Projects Grant (104(b)(3))	Grants 5% local match	IN Dept. of Environmental Management		Projects that lead to the reduction and elimination of pollution, increase the effectiveness of the NPDES program
Flood Control Revolving Fund: Rural Water Supply	Loans up to \$150,000	IN Dept of Natural Resources	Cities, towns, conservancy districts, special assessment districts, with population under 1,250 who have been authorized to maintain/operate the system; entity is unable to borrow funds elsewhere; cannot exceed 2% of assessed valuation	Projects that establish or modernize water supply systems
Public Works & Economic Adjustment Grants	Grants for up to 50% of project costs, 80% if severely distressed; 20-50% match required	Economic Development Administration	Counties, cities, towns, sewer districts Sometimes townships and economic development corporations	Projects the will lead to job creation and retention in severely distressed communities including water and wastewater projects
Industrial Development Grant Fund (IDGF)	Grants (typically \$2,500 per job) Typically not exceed 50% of cost	Indiana Economic Development Corp.	City, Town, County, Special taxing district, economic development commission, nonprofit corporation, corporation established under IC 23-17, Regional water, sewage, or solid waste district, Conservancy district	Construction of airports, facilities, tourists attractions; sanitary sewer lines, storm sewers or drainage; water; roads; sidewalks; rail spurs and sidings; information and high tech. infrastructure; property; surveys

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Special Appropriations Projects (SAP)	Grants average award \$2,000 to \$300,000 45% local match required	Congressional Appropriation	Incorporated cities/towns, counties, sanitary/conservation or sewer/water districts qualify for SAP, also known as the State and Tribal Assistance Grants (STAG)	water, wastewater, non-point source and stormwater infrastructure SRF, CDBG, USDA, RD can be used as local match
Federal Transportation Aid to Local Communities	Federal Aid Approx. \$30M available per year 80/20 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Roadway improvements
Hazard Elimination and Safety (HES)	Federal Aid Approx. \$6M available per year 90/10 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Safety improvements at Intersections, signage, pavement markings, signal modifications, lighting improvements

PUBLIC SURVEY RESULTS

Sullivan Comprehensive Plan Update ● June 6, 2013

46 submissions were collected for the Sullivan Comprehensive Plan Public Survey. The survey was made available both online and in print. The deadline for submitting the survey was May 15, 2013. The following analysis includes all 46 responses.

Key Findings:

- Respondents cited community attitudes, economic development and housing as the three key areas of Sullivan to focus improvement efforts.
- Residents listed the small town atmosphere and the downtown area as the most important aspects of the city to preserve.
- Thirty-five percent of those who took the survey selected economic development as the top priority to be addressed in Sullivan.
- Neighborhood revitalization and downtown revitalization were also named as high priority issues.
- Appropriate infrastructure in growth areas and utilizing vacant properties were considered by the majority of survey takers as serious economic development problems.
- The condition of older neighborhoods, condition of mobile home parks and availability of rental housing were all considered serious problems. Fifty-eight percent also indicated that availability of housing for seniors was not a problem.
- In regards to land use, 62 percent felt that the need for annexation was the most prominent problem.
- Protecting trees and greenery was the only natural resources issue of significant concern, with 39 percent rating it as a moderate problem.
- Bicycle and pedestrian trails and curb and sidewalk conditions were listed as the most serious transportation problems. Public transportation and the need for a gateway/entrance plan were also areas of top concern.
- Sixty-four percent thought that water service was not a problem while all other utility areas were rated as moderate problems.
- Most respondents saw quality of life as a major area of concern as most categories were listed as a serious problem by about 60 percent.

What about Sullivan would you most like to change?	
Response Count: 39 Skipped: 7	
Downtown	
The downtown.	
Apathy of citizens. Appearance of the city, downtown area, businesses.	
Continue to clean up around the city.	
Economic Development	
I would like more economic opportunities for all.	
Recreation areas and economic development.	
Economy, apathy.	
More economic development.	
The thoughts about new business/manufacture coming here.	
Employment opportunity should be the number one priority. Doing business as usual must stop.	
I would like to see Sullivan be known for something...maybe a waterpark, a big company to move in, just something to give Sullivan a name. This is a good little town with endless possibilities, we just haven't tapped in to it yet. Sullivan is in a great location and could make lots if money from outside sources. Maybe a little theme park like Indiana Beach.	
I would like to improve the tax base by attracting industry to the town in order to increase funds available for improvements and infrastructure upgrades and renovations.	
I would like more economic possibilities. People shouldn't have to drive to Terre Haute to get a decent job.	
The lack of jobs, especially for the younger generations of the area.	
Housing	
Clean up properties.	
Condition of housing.	
Unightly areas, clean up neighborhoods.	
The deterioration of our neighborhoods.	
Falling apart houses.	
Vacant/unsafe housing. This is a visible eyesore that stunts new growth and quality of life. Thanks for initiating existing program, expand it and continue.	
Either fix up the old houses/buildings or tear them down. People/business take more pride in their curb appeal. Lots of nice landscaping/trees, walking/ride sidewalks.	
City limits and run-down homes inside the city limits.	
Land Use	
Clean up properties, standing water in ditches, trash new businesses, road and sidewalk work	
I'd like to see changes in the walkability of our city.	
Quality of Life	
Aesthetics and feel.	
Attitude.	
People saying they want change and then challenging everything they can to stop change.	
Citizens not taking pride in their city.	
Negative attitude toward development and change! Expanding and enforce the zoning!	
New Streets Smiles and welcome from citizens and business owners.	
Attitudes about how we can move forward.	
The unsightly buildings and lots around town. It needs to have a cleaner and neater appearance. Progress is being made; however, there is quite a way to go.	

The apathy of many citizens.
We need to add cultural activities to cause people to want to move to Sullivan as well as keep young people from moving from town.
Would like to see all the abandoned properties cleaned up. Sidewalks improved. Drug dealers stopped. Employment opportunities.
The attitude and the behind-the-scenes politics of personal destruction.
I wish there was something for pre-teens & teens to do. What, I don't know. I also think we need to promote and use local businesses. I'd really LOVE to see something done about the drug problem! I think Sullivan could have so much to offer with some involvement of the citizenship instead of apathy and sitting back waiting for something good to happen then complaining because nothing's happened.
Roads
Road / street conditions
The pot-hole streets and the abandoned, falling down houses and other buildings. Dogs running loose.

2. What about Sullivan would you most like to protect?	
Response Count: 38 Skipped: 8	
Downtown	
The "feel" of the square.	
The downtown.	
Courthouse, library.	
Square.	
Downtown area.	
The historic city of Sullivan and center square.	
Downtown.	
The outdoor recreation, the nice old homes, the downtown square, the local business owners.	
The historic downtown buildings	
The character of the older buildings downtown	
The older buildings on the square. They are a big part of the charm of the City of Sullivan.	
Economic Development	
I like our small town appeal, but need to become more modern. Times are changing, we need to advance with the times or we will be left behind. Progress isn't where you have been, it is where you are going...let's move forward!	
Housing	
Property values.	
The outdoor recreation, the nice old homes, the downtown square, the local business owners.	
Nice neighborhoods.	
Land Use	
Environment.	
The lake	
Sullivan County Park Lake.	
Natural resources small town, quaint charm and appeal.	
Quality of Life	
Its heritage and character.	
Our schools and senior citizen care.	
Our local sense of community pride.	

We need to keep the home town feeling and save as much of our physical heritage as we can.
Most of the people are friendly.
Our schools.
Citizens feeling safe
Small Town
The small town neighborhood feel which used to be here. Pride in property.
Sense of community.
Small town feel.
Small town, neighborly ways.
Small town values.
Natural resources small town, quaint charm and appeal.
Small-town sense of community.
The small town and historical flavor of the place.
The small town feel and friendliness.
I'd like to protect the size and small-town feel of the community.
The small town feel.

3. Please rank your TOP THREE PRIORITIES to be addressed in Sullivan. Choose from the following list of issues and indicate which issue is (#1) most important (#2) very important (#3) and also important.

Answered Question: 46 Skipped: 0

	Code Enforcement	Downtown Revitalization	Economic Development	Neighborhood Revitalization	Quality of Life	Street and Sidewalk Repair	Traffic Issues	Other	Response Count
Priority #1	0% (0)	24% (11)	35% (16)	13% (6)	17% (8)	9% (4)	0% (0)	2% (1)	46
Priority #2	4% (2)	24% (11)	24% (11)	28% (13)	11% (5)	9% (4)	0% (0)	0% (0)	46
Priority #3	9% (4)	18% (8)	11% (5)	22% (10)	9% (4)	24% (11)	0% (0)	7% (3)	45

4. How would you rate the following Economic Development issues?

Answered: 46 Skipped: 0

	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Available land for industrial development	37% (17)	44% (20)	15% (7)	4% (2)	46
Available land for commercial development	24% (11)	57% (26)	17% (8)	2% (1)	46
Appropriate infrastructure in growth areas (water, sewer, etc.)	42% (19)	42% (19)	11% (5)	4% (2)	45
Utilizing vacant properties	50% (22)	39% (17)	7% (3)	5% (2)	44
Adequate available space for smaller businesses in retail, professional, etc.	13% (6)	49% (22)	33% (15)	4% (2)	45
Need for tourism marketing	31% (14)	59% (26)	9% (4)	2% (1)	45

5. How would you rate the following housing issues?

Answered Question: 46 Skipped: 0

	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Condition of older neighborhoods	63% (29)	35% (16)	0% (0)	2% (1)	46
Condition of mobile home parks	57% (26)	33% (15)	7% (3)	4% (2)	46
Location of mobile home parks	22% (10)	39% (18)	33% (15)	7% (3)	46
Availability of single family homes	30% (13)	34% (15)	25% (11)	11% (5)	44
Availability of rental housing	37% (17)	35% (16)	17% (8)	11% (5)	46
Availability of housing for seniors	9% (4)	27% (12)	58% (26)	7% (3)	45
Availability of high-end housing	28% (13)	43% (20)	20% (9)	9% (4)	46
Availability of multi-unit housing	17% (8)	57% (26)	13% (6)	13% (6)	46
Location of residential development	18% (8)	60% (27)	11% (5)	11% (5)	45
Access to neighborhood parks	24% (9)	40% (15)	34% (13)	3% (1)	38

6. How would you rate the following Land Use issues?

Answered Question: 45 Skipped: 1

	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Managing and directing growth	45% (20)	43% (19)	5% (2)	7% (3)	44
Enforcing existing regulations	24% (11)	62% (28)	11% (5)	2% (1)	45
Controlling look of new development	29% (13)	47% (21)	18% (8)	7% (3)	45
Need for annexation	62% (28)	18% (8)	9% (4)	11% (5)	45

7. How would you rate the following Natural Resources issues?

Answered Question: 36 Skipped: 10

	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Protecting wetlands	11% (4)	19% (7)	53% (19)	17% (6)	36
Protecting lakes and streams	11% (4)	31% (11)	44% (16)	14% (5)	36
Protecting trees and greenery	14% (5)	39% (14)	33% (12)	14% (5)	36

8. How would you rate the following Transportation issues?

Answered Question: 46 Skipped: 0

	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Bicycle/ pedestrian trails	57% (26)	35% (16)	4% (2)	4% (2)	46
Condition of main roads	42% (19)	56% (25)	2% (1)	0 (0)	45
Condition of neighborhood roads	47% (21)	49% (22)	2% (1)	2% (1)	45
Traffic congestion	0% (0)	28% (13)	67% (31)	4% (2)	46
Curb and sidewalk conditions	62% (28)	29% (13)	7% (3)	2% (1)	45
Public transportation	38% (17)	22% (10)	27% (12)	13% (6)	45
Truck traffic	13% (6)	31% (14)	49% (22)	7% (3)	45
Need for gateway/ entrance plan	33% (15)	29% (13)	27% (12)	11% (5)	45

9. How would you rate the following Utilities issues?

Answered Question: 46 Skipped: 0

	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Sewage service	29% (13)	33% (15)	33% (15)	4% (2)	45
Water service	7% (3)	22% (10)	64% (29)	7% (3)	45
Broadband/ telecom availability	18% (8)	42% (19)	31% (14)	9% (4)	45
Drainage and flooding	41% (19)	43% (20)	11% (5)	4% (2)	46

10. How would you rate the following Quality of Life issues?

Answered Question: 46 Skipped: 0

	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Need for new parks and greenspace	45% (20)	36% (16)	14% (6)	5% (2)	44
Need for walking/ biking trails	60% (27)	36% (16)	4% (2)	0% (0)	45
Sidewalks	64% (29)	31% (14)	4% (2)	0% (0)	45
Need for more dining, shopping, and entertainment options	60% (27)	31% (14)	7% (3)	2% (1)	45

11. Other thoughts about land use planning?

Answered Question: 13 Skipped: 33

Economic Development

The hospital has land for development with infrastructure. Need to be marked.

I think we can find the land, we just need businesses.

Sell property the city is not using and combine facilities. Assist private development with matching tax dollars.

You need to bring manufacturing back to Sullivan County if you are wanting it to grow again. No manufacturing, no future.

Housing

Needs to continue clean up and demolition of problem properties. Development of "Central Park" area. Need for trees/ bike trails/ walking paths Encourage all landlords to keep rentals clean and well-maintained.

Our city is full of housing. If we don't develop outside our current city limits, where do jobs come from. We don't plan for the future, we just manage today's crisis. Our children leave for jobs, so elderly people make up too much of our population.

Land Use

We need annexation and we need it yesterday. We need to aggressively pursue the near-lying areas and get them into the city ASAP.

Quality of Life

This comment isn't for land usage but, as a lower income citizen, I do the best i can to teach my kids right from wrong. I was around the jail area and saw a police offer leave a child in a SUV for several minutes unsupervised, and i know that had myself or any other average Joe done this our child would have been taken away, so my thought is if the law says to do or not to do something then why dont the men in uniforms apply the law to first them-selves and then on to others? As a mother of 2 I was outraged when I saw this..... and my thought was really leave a child alone in a car by the jail???

The tearing down of the old elementary school is a plus. It is an eye sore. I realize an individual owns the old gym, hope it is kept up. They are a rare thing of the past. The downtown area (courthouse) looks very nice.

We need common-sense solutions to problems common in most communities within Sullivan County. These problems are not unique to Sullivan County.

Everyone needs to clean properties and also businesses do the same.

City of Sullivan, Indiana Demographic Profile: Introduction

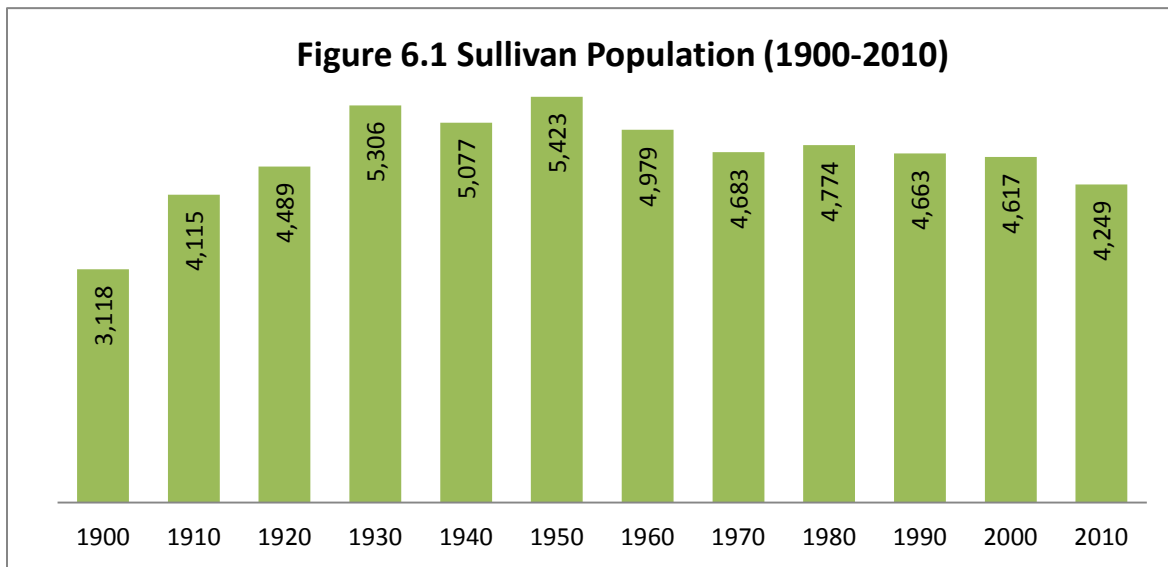
Demographic reports can be useful tools in helping elected officials, community leaders, and ordinary citizens make informed decisions and to craft policies. While these reports are only a snapshot of communities and demonstrate only of a small portion of what is actually happening inside a city, the information in this report can help in the decision-making process. As Sullivan considers the issues facing the community trajectories of population growth, age and income distribution, as well as poverty statistics can provide useful information.

Most of the demographic data available to Sullivan in 2013 comes from the U.S. Census Bureau. The Census Bureau conducts their official population census of the United States every ten years, called the decennial census. The most recent survey was taken in April 2010. The 2010 Census only collected information on population, race, age, educational attainment, relationship status, and housing. All other statistical information such as income, poverty, employment, etc. is now estimated through the American Community Survey which releases information in five-year estimates from multiple surveys.

Additional sources include the U.S. Bureau of Labor Statistics, the Indiana Department of Education, and the Indiana Business Research Center (STATS Indiana). In some instances, information specifically on Sullivan was unavailable; in such cases, we collected information on Sullivan County instead. In every instance, we attempted to use the current and specific data available.

Population

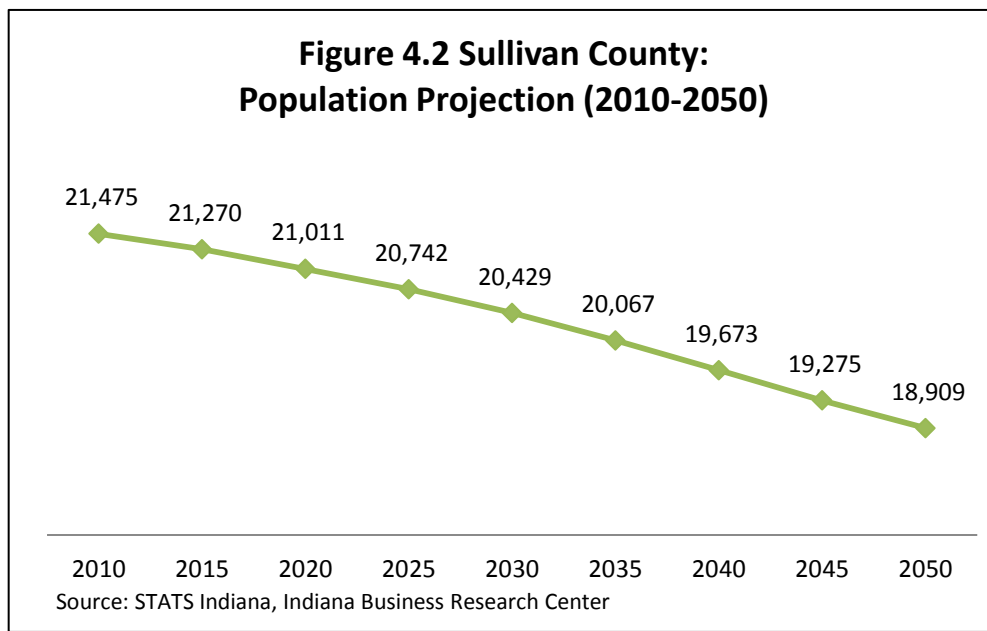
Sullivan has seen a steady decline in population since 1950, and projections estimate a continued decline in population. **Figure 6.1** shows the U.S. Census counts of Sullivan population going back to 1900. From the start of the 20th century until the 1950s, Sullivan saw upward population change close to 74 percent. This growth did not last, however, and the population has declined or stayed stagnant since 1950 resulting in a 1,174 loss in Sullivan's population.



Source: STATS Indiana; U.S. Census Bureau

The most recent information from Stats Indiana estimates that Sullivan's population decreased by .6 percent down to a population of 4,224 in from 2010 to 2011. This gives the city a ranking only above 91 other Indiana cities and towns (out of a total of 588 listed cities and towns) in terms of population growth. Sullivan County as a whole has the similar trends. Stats Indiana estimated a loss of .5 percent for the county. Over this same year long period the state of Indiana was projected to grow .4 percent.

Stats Indiana also publishes county-level population projections going several decades into the future using a statistical model that extrapolates future growth based on the age and sex of the population, fertility, mortality, and migration rate. **Figure 4.2** below shows these projection rates for Sullivan County. The county's projections indicate a continued loss of population out of Sullivan City and the county. Indiana is expected to grow by about 15 percent while Sullivan County is expected to shrink by 12 percent.

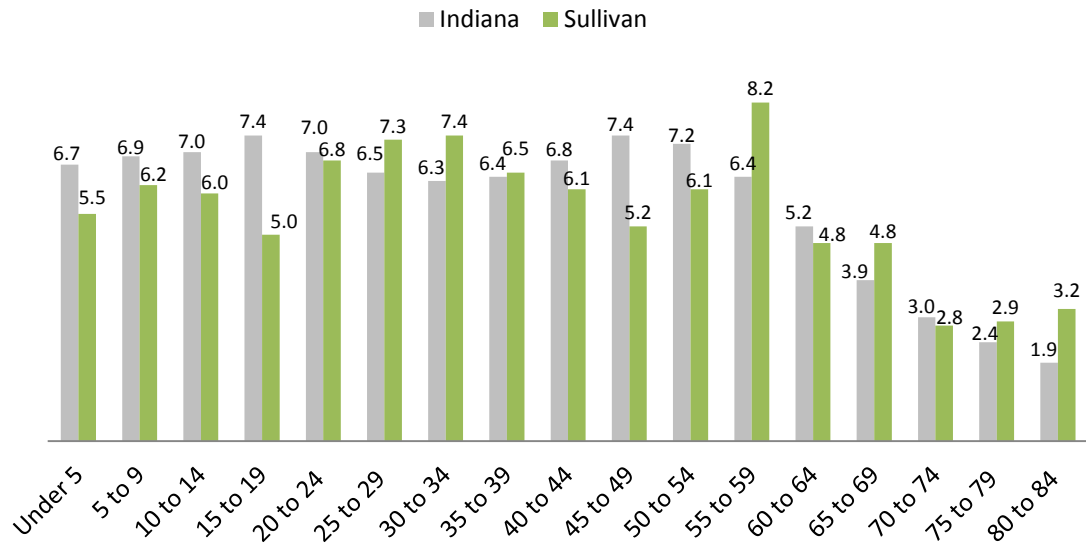


Age

Figure 3 compares the proportion of Indiana’s population (represented by the blue bars) with the proportion of the Sullivan’s population (represented by the red bars) falling into different age groups.

Sullivan’s population differs from Indiana in many ways. The percentage of individuals that are retirement age (65+) is about 6 percent higher in Sullivan than in the state as a whole. The working age population (roughly 16 to 65) is four percent lower than at the state level. While these differences are slight, Sullivan compared to the state has an older population with the number of individuals under the age of 15 roughly two percent lower. **Figure 3** shows that while there are a high number of individuals that are about to enter retirement age or are newly in this cohort (50-69) there are also a high number of individuals who are just entering the cohort of working aged adults (20-39).

Figure 3 **Age Distribution (2007-2011 ACS 5-Year Estimates)**
In Percents

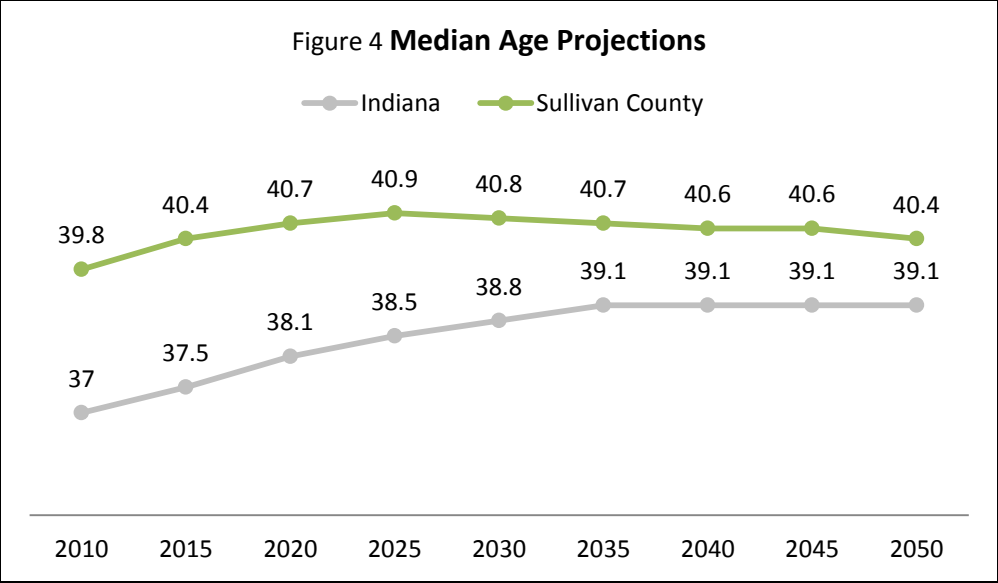


Source: U.S Census Bureau, 2007-2011 American Community Survey

Age (continued)

City-level data is unavailable for projected age statistics; however, **Figure 4** shows Stats Indiana’s estimates of future median ages in Sullivan County and Indiana up to 2050. These projections should give an approximate sense of how the population as a whole is aging. (Note: the median age in a population is the “middle” age, where half of the population is younger and half of the population older). Sullivan County’s median age is projected to stay about the same until 2050 only increasing by about .6. While Indiana’s median age is expected to rise 2.1 within the next couple of decades the state’s median age never surpasses Sullivan County.

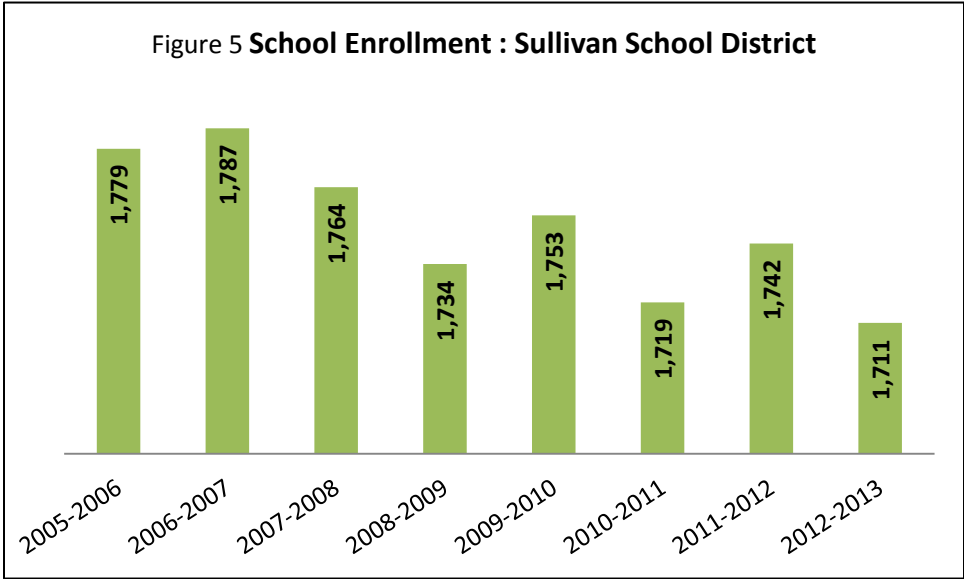
According to the most recent data released by the 2007-2011 American Community Survey, Sullivan’s current median age is 37.9 which is higher than the state’s median age of 36.8. If Sullivan follows the same path as the county, it should be close to the state median age and slightly below the county. The loss of population (Figure 2) combined with the low population in the young cohorts (Figure 3) and the rising median age demonstrates important trends that could affect future growth for Sullivan.



Source: STATS Indiana; U.S. Census Bureau

School Enrollment

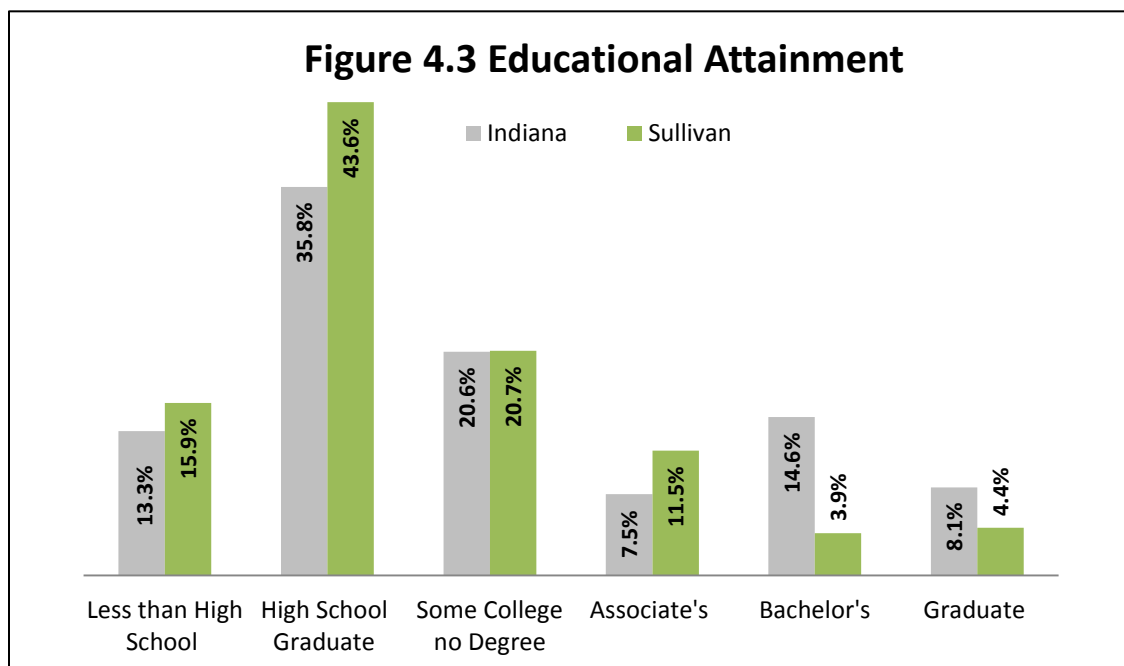
The graphs below display enrollment data from the Indiana Department of Education (IDOE) for the Southwest School District-which includes all schools located within Sullivan and Carlisle Elementary School. **Figure 5** shows that the Southwest School District has seen a slight decrease in enrollment since the 2005-2006 school years. From 2005 to 2012 middle school enrollment increased by 100 students while high school (-61 students) and elementary school (-19 students) decreased for the Southwest School District.



Source: Indiana Department of Education

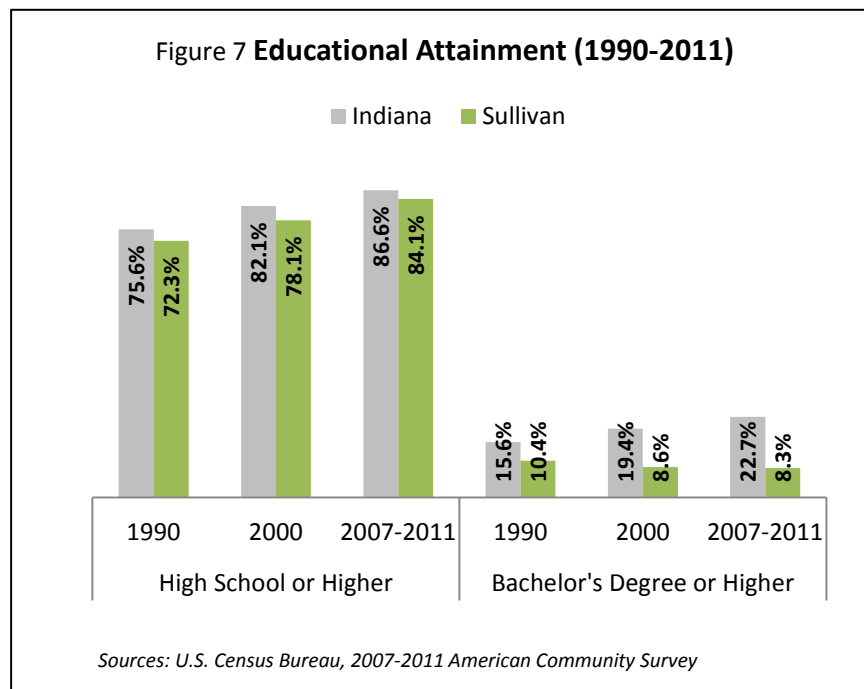
Educational Attainment

When compared to the state in **Figure 4.3**, Sullivan is doing well in terms of percentage of population 25 and over, who are high school graduates (or equivalent degree) and have associate's degrees. When looking at four year cohorts from 2006, Sullivan repeatedly has higher graduation rates than Indiana except for the 2011 graduating class in **Figure 8**.

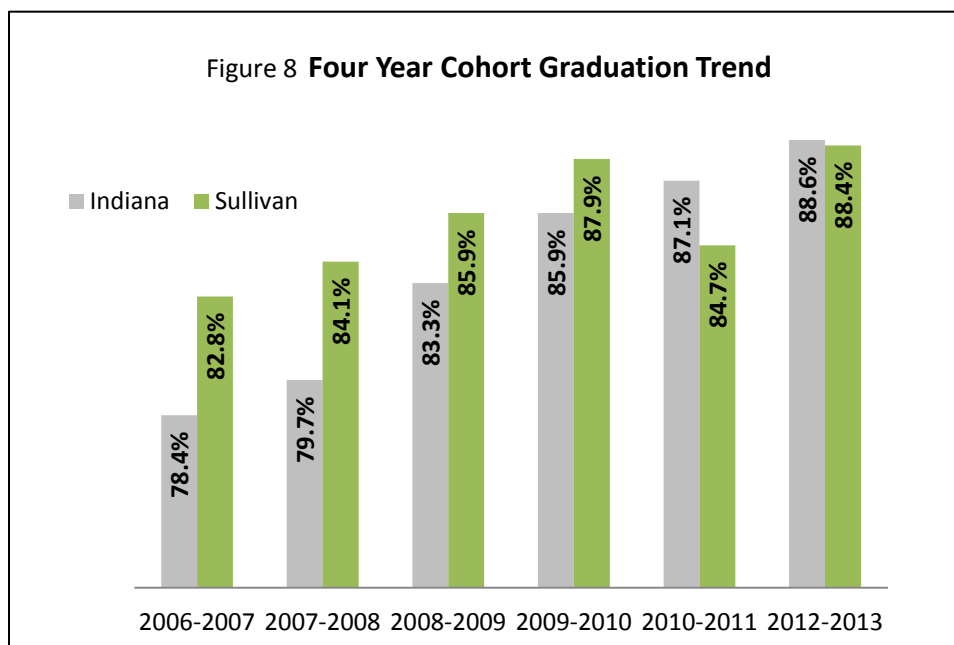


Source: U.S. Census, American Community Survey

Figure 7 shows where Sullivan is behind in state attainment averages. While high school graduation rates and the percent of individuals with a high school diploma are similar if not better than the state, higher education attainment in Sullivan lags behind the state percentage. The percentage of individuals with a High School or higher education has increased 8.5 percentage points since 1990, however, this is still 2.5 points behind the state average. In Sullivan the percent of individuals with degrees of Bachelor's or higher has decreased and in the most recent American Community Survey this percent has fallen behind the state by 14.4 percentage points.



Source: STATS Indiana, U.S. Census Bureau American Community Survey

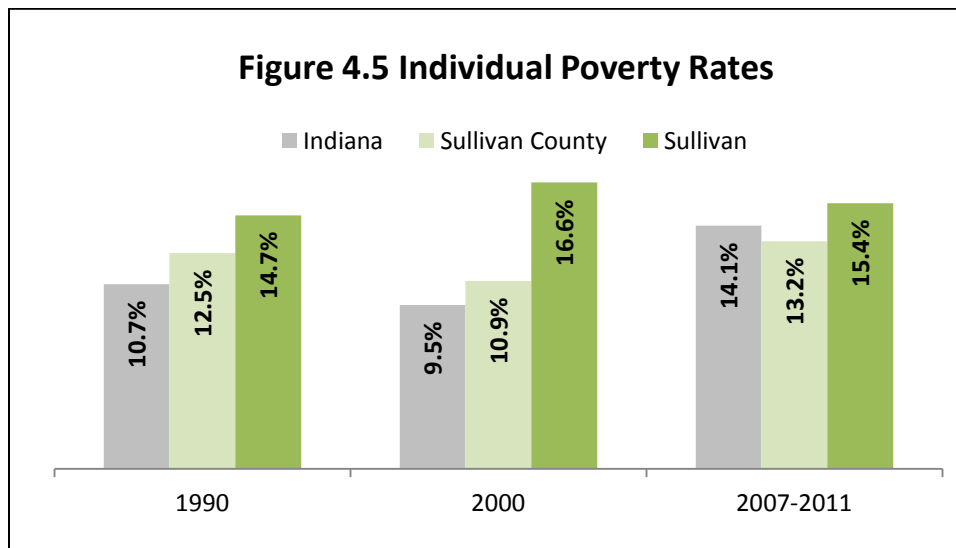


Poverty

A brief note on poverty rates: Poverty rates track the percentage of individuals who are at or below the poverty threshold (or poverty line). The poverty threshold is an income amount determined by the Census Bureau as necessary for a family of a given size to meet its minimum basic needs. While adjustments are made according to the size and age of family members, the same thresholds are used throughout the United States and do not vary geographically. This means that they do not take differences in the cost of living between different regions into

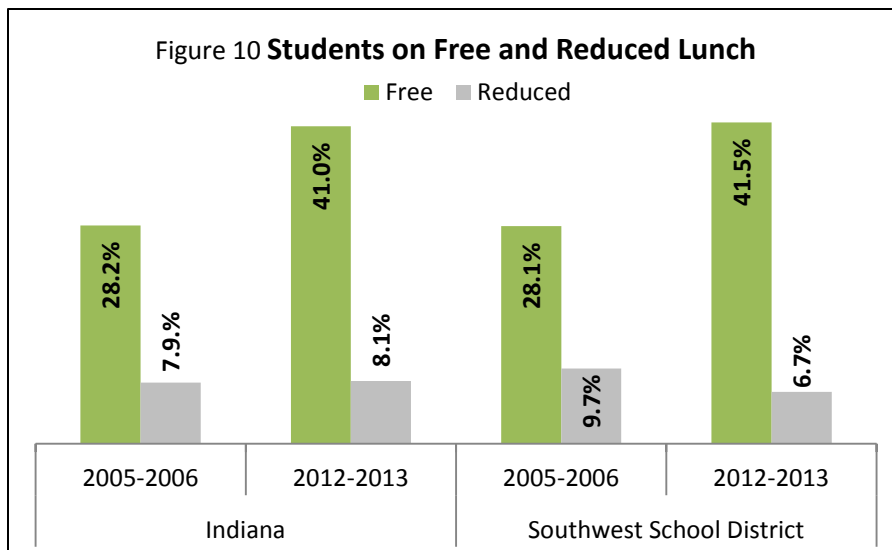
account, which in turn means that they could potentially over- or under-estimate the number of people living in poverty in a particular area.

Figure 4.5 shows that Sullivan’s poverty rate is regularly above Sullivan County and Indiana. It is interesting to note however, that while the county and especially the state rates spiked during the economic downtown Sullivan’s poverty rate lowered from 2000 to 2011. In 1990 Sullivan was 4 percentage points above Indiana where in 2007-2011 Sullivan only has a poverty rate 1.3 above the state.



Poverty (continued)

Another way to measure poverty in an area is to look at the number of public school children that are enrolled in the free or reduced lunch program. **Figure 10** shows the percent of school children receiving aid in the Indiana and Southwest School District. While poverty rates lowered, the number of children receiving free lunch raised a substantial amount. Sullivan saw relatively fewer children receiving reduced lunch in the years between 2005 and 2012 while the free lunch program mimicked the state averages.



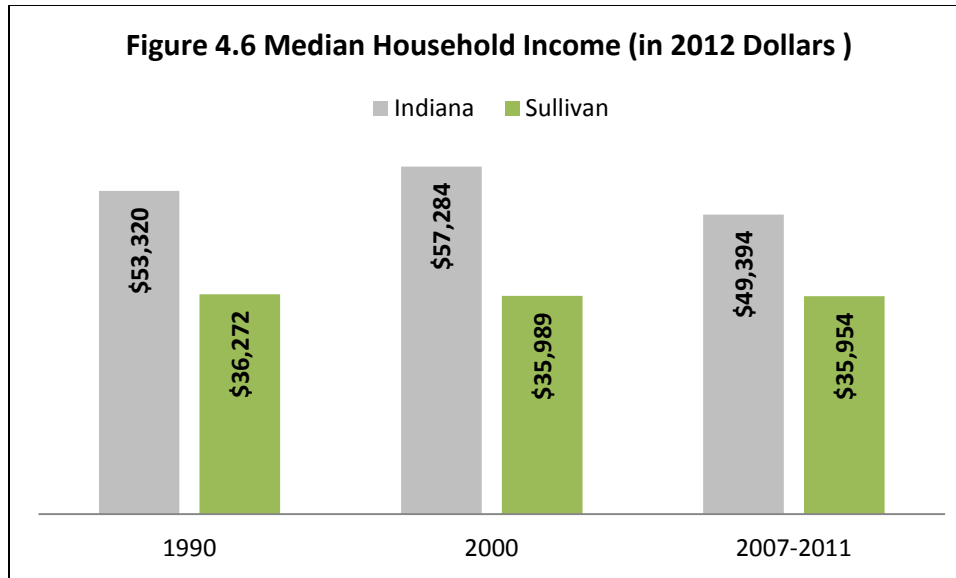
Source: Indiana Department of Education

Income

The change in median household income for Indiana and Sullivan from 1990 to 2007-2011 income is represented in **Figure 4.6**. The statistics below are adjusted for inflation at the 2012 levels using the Bureau of Labor Statistics Inflation Calculator. The overall pattern in Indiana is one seen around the country, with incomes rising from 1990 to 2000 and then declining in the 2000s after the Great Recession.

Similar to poverty rates, Sullivan does not appear to follow the same pattern. While the rest of the state has seen a \$6,000 decline in real median income after 2000, from 1990 to 2007-2011 the median household income has relatively stayed the same in Sullivan. This suggests that with respect to income, Sullivan has not felt the effects of the economic downturn as much as the rest of the state.

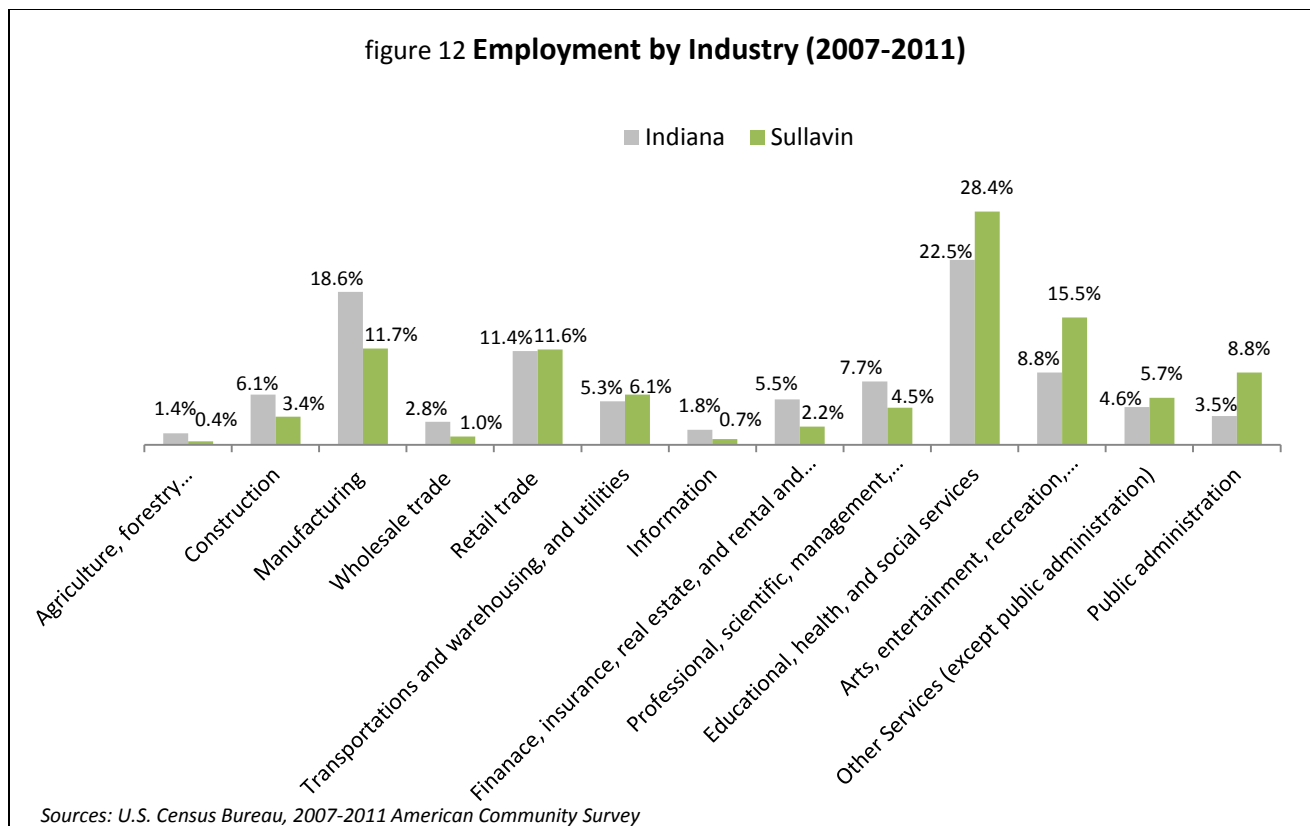
Although income levels have remained stable in Sullivan, the city's median household income has consistently stayed well below the state average.



Source: U.S. Census American Community Survey, BLS CPI Inflation Calculator

Employment

Figure 12 shows the percent of individuals employed in various industries in Indiana and Sullivan. The major industries by percentage of population employed are education, health, and social services; arts, entertainment, accommodation, recreation and food services; manufacturing, and retail trade. Sullivan's industry distribution is similar to Indiana's except far less of the population is employed by the manufacturing industry and far more work in the arts and education sector. Compared to Indiana, manufacturing accounts for 6.9 percent less of the employment percent in Sullivan. Over one fourth of Sullivan's population is employed in the educational, health, and social services sector.



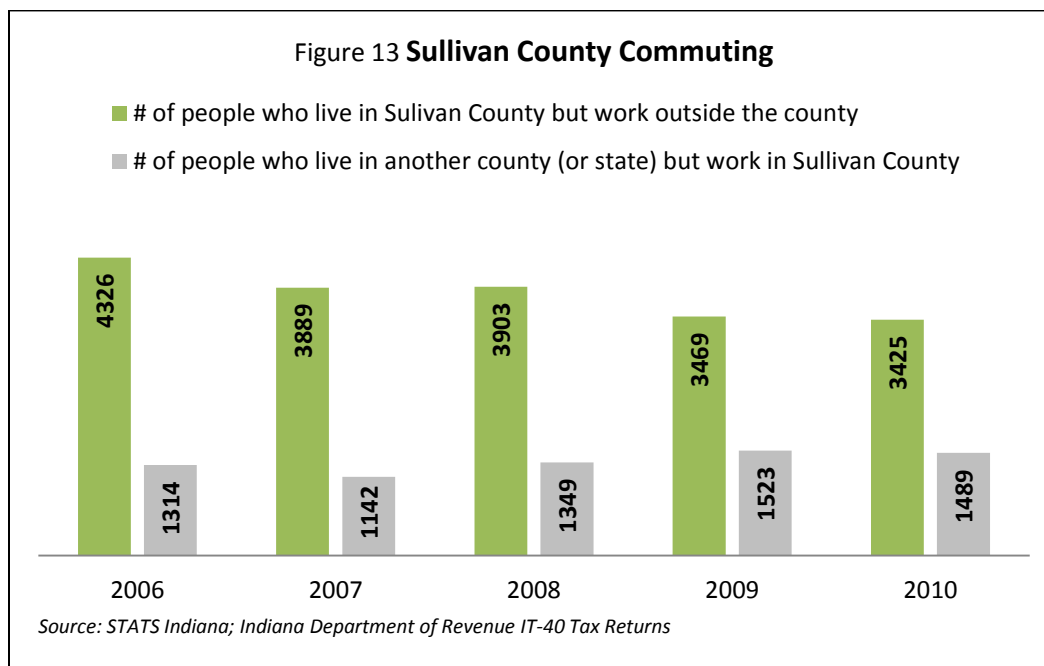
According to the most recent data from the U.S. Bureau of Economic Analysis reported by STATS Indiana, Sullivan County's total employment in 2011 was 8,159 with an average salary of \$40,961, which was lower than the state's average of \$47,108. Manufacturing had the highest average wage in the county at \$52,074.

Commuting

According to the 2007-2011 ACS, 33 percent of the City of Sullivan's population worked outside the county. The mean travel time to work for the total workforce (16+) of Sullivan traveled 18 minutes to work, with 20 percent traveling over 35 minutes to work. **Figure 13** shows the number of people who live inside Sullivan County but travel outside of Sullivan County compared to those who live outside the county but travel in for work. From 2006-2010, Sullivan County has nearly 3,000 more individuals each year commuting outside the county limits then commuting in.

10 percent of the Sullivan County's workforce comes from other counties and 23 percent of the workforce available in Sullivan travel out. Vigo County receives 2,122 workers from Sullivan County and only 242 individuals travel from Vigo County to Sullivan County. Greene County sends the most workers into Sullivan County, about 433, however, 371 workers travel to Greene county on average.

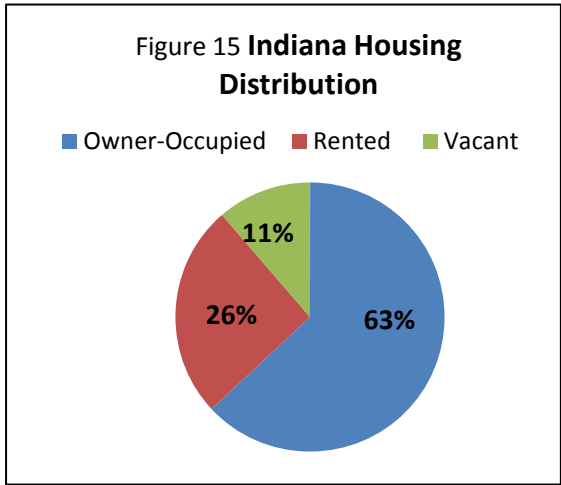
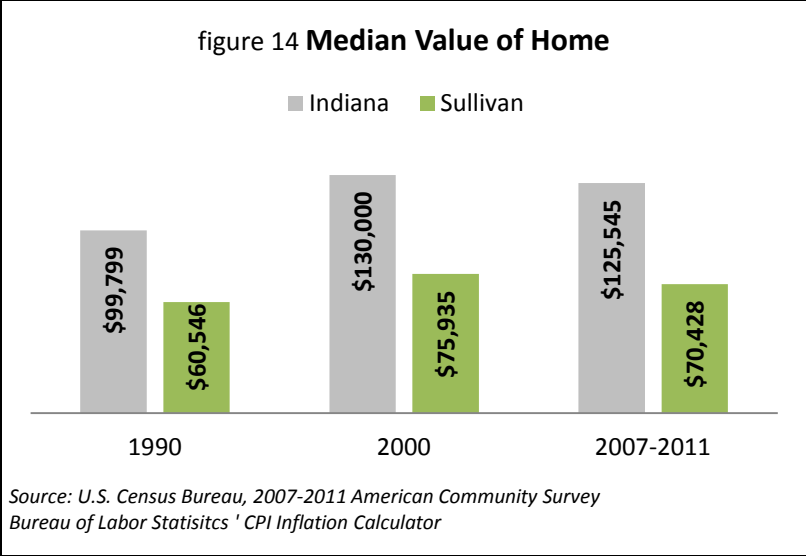
Overall, the number of commuters leaving Sullivan County to work elsewhere has declined since 2006. The county's resident labor force only dropped from 13,123 (2006) to 13,028 (2010).



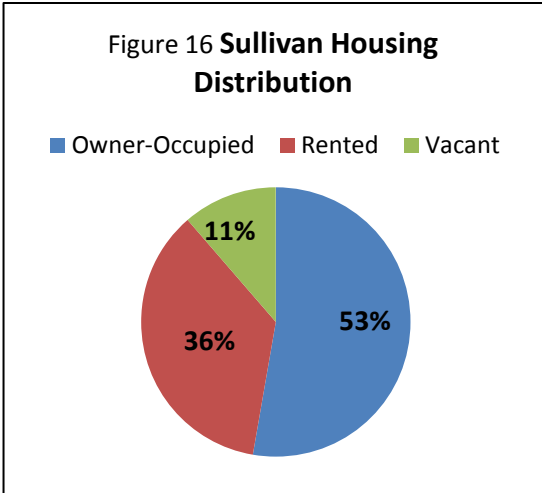
Housing

Figure 14 shows the median value of homes in Indiana and Sullivan; the values have been inflation-adjusted in 2012 dollars. From 1990 to 2000 both Sullivan and Indiana saw rising home values. From 2000 to 2007-2011 both Indiana and Sullivan saw a decrease of about \$5,000. While the whole country saw a decrease in home values, the housing market is improving although at a slow rate.

Figure 15 & 16 show Indiana's and Sullivan's housing distribution by the percent of housing that is owner and renter occupied. Sullivan mirrors Indiana almost exactly with the percentage of housing that is vacant compared to occupied. The state and city differ in the percent of homes that are rented versus owner-owned; almost 10 percent less housing units are owner-occupied in Sullivan than in Indiana.



Source: U.S. Census Bureau, 2007-2011 American Community Survey



Discover Downtown Photo Mosaic Key

<p>Street Sign for 102 W. Washington Street</p> <p>1</p>	<p>Sullivan Fountain at the corner of Washington & Section Street</p> <p>2</p>	<p>John S. Elmore Law Office on 104 W. Washington Street</p> <p>3</p>
<p>Doorknob at Trophy Hunters Unlimited on 16 W. Washington Street</p> <p>4</p>	<p>Lamp post at Sullivan Courthouse at 100 Courthouse Square</p> <p>5</p>	<p>Playground equipment at Sullivan City Park</p> <p>6</p>
<p>Ying-yang clock at the Sullivan Downtown Gym on Jackson Street</p> <p>7</p>	<p>Tile at the Sherman Building located at 2-4 S. Court Street</p> <p>8</p>	<p>Slurpee Sign at The Newsstand Restaurant on 6 S. Court Street</p> <p>9</p>
<p>Fountain at Larden's Treasures at the corner of Washington & Section Street</p> <p>10</p>	<p>Sign for Just Paws Salon on Jackson Street</p> <p>11</p>	<p>Sign for the Sullivan County Historical Society</p> <p>12</p>

RESOLUTION NO. 2013-1

RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF SULLIVAN, INDIANA RECOMMENDING TO THE CITY COUNCIL TO APPROVE THE COMPREHENSIVE MASTER PLAN FOR THE CITY OF SULLIVAN, INDIANA

WHEREAS, after public hearing, the Planning Commission of the City of Sullivan, Indiana, believes that the approval of the Comprehensive Master Plan for the City of Sullivan, Indiana is required for public convenience, necessity and general welfare of the citizens of the City of Sullivan, Indiana.

NOW, THEREFORE, BE IT RESOLVED that the City of Sullivan Planning Commission recommends to the City Council approval and adoption of the Comprehensive Master Plan for the City of Sullivan, Indiana.

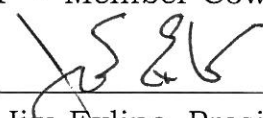
REGULARLY PASSED AND ADOPTED by the Planning Commission of the City of Sullivan, Indiana on the 24th day of October, 2013, by the following vote:

AYES: 5 - Chair Exline; Members Allen, Ayers, Boles, Brown and Salyers

NAYES: 0

ABSTAIN: 0

ABSENT: 1 - Member Cowan

APPROVED: 
Jim Exline, President

ATTEST: 
Debra Ayers, Secretary

City of Sullivan
Resolution # 1
Approval of Comprehensive Plan

WHEREAS, the City of Sullivan had identified adequate reason to analyze and prepare a Comprehensive Plan that will allow for sustainable growth for the community and will bring positive expansion to the City, and

WHEREAS, the City of Sullivan has hired Strategic Development Group, Inc. (SDg) to define and describe the issues, advise us of our options, and make recommendations to address this issue in the near future, and

WHEREAS, the City of Sullivan has received federal Community Development Block Grant dollars from the Indiana Office of Community and Rural Affairs to fund this study and has contributed \$4,500 as local match for this project, and

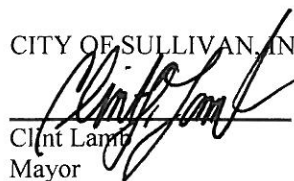
WHEREAS, the City of Sullivan has reviewed the process and completed study thoroughly and is satisfied with the services performed, information contained therein, and methodology applied;

WHEREAS, the City of Sullivan has received seven (7) copies of this document for our records and will keep them on file in the town offices for future reference, and

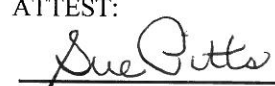
BE IT RESOLVED by the City of Sullivan that the final document is hereby approved, contingent upon comments and approval received from the Indiana Office of Community and Rural Affairs. The City of Sullivan will fully consider all comments and feedback received from the Indiana Office of Community and Rural Affairs and will direct its consultant to provide amended copies of this plan reflecting all said comments.

Adopted by the Sullivan City Council, Sullivan, Indiana this 12th day of November 2013.

CITY OF SULLIVAN, INDIANA


Clint Lamp
Mayor
City of Sullivan, Indiana

ATTEST:


Sue Pitts
Clerk-Treasurer
City of Sullivan, Indiana

CITY OF SULLIVAN
OCRA PLANNING GRANT
PUBLIC HEARING
November 12, 2013, 7:00 p.m.

Name	Organization/Address
1 <i>[Signature]</i>	City of Sullivan Sullivan, IN
2 <i>Eric Alexander</i>	City Council Sullivan, IN
3 <i>Debra Ayers</i>	City Council, Sullivan, IN
4 <i>Ann Bull</i>	City of Sullivan Sullivan, IN
5 <i>Raymond Pittle</i>	City Council, Sullivan, IN
6 <i>Levi Brown</i>	City Council Sullivan, IN
7 <i>Steve Montendele</i>	CITY COUNCIL SULLIVAN, IN
8 <i>Sue Pitts</i>	City Clerk-Treasurer Sullivan, IN
9 <i>Joe L. Moir</i>	Police Chief
10 <i>Kimberly Moir</i>	
11 <i>Chris Waymier</i>	Street Supt.
12 <i>Dee Wilson</i>	Sullivan Daily Times
13 <i>Jeff Kinnett</i>	Sullivan Fire
14 <i>Richard Halbert</i>	Sullivan
15 <i>Larry K. Hanger</i>	819 Dorothy St. Sull.
16 <i>Doug Brooks</i>	S.F.D.
17 <i>Brendi Allen</i>	MAINTENANCE
18 <i>[Signature]</i>	Kenna Consulting
19 <i>Hanna Anderson</i>	Kenna Consulting

**CITY OF SULLIVAN
OCRA PLANNING GRANT
PUBLIC HEARING
November 12, 2013, 7:00 p.m.**

Name	Organization/Address
20 Jean McMadan	Board of Works
21 Staci Hunter	F H I
22 M. Ted STANLEY	INAC
23 Jim Corne	Redevelopment Commission
24	
25	
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33	

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City of Sullivan
(Governmental Unit)

Sullivan County, Indiana

To: Sullivan Daily Times

P.O. Box 130 Sullivan IN 47882-0130

PUBLISHER'S CLAIM

LINE COUNT

PUBLIC HEARING NOTICE

The City of Sullivan will hold a public hearing on November 12, 2013, beginning at 7:00 p.m. at the Sullivan City Council Chambers located at 32 N. Court Street, Sullivan, Indiana, to provide interested citizens an opportunity to express their views on the recently completed Comprehensive Plan. The Comprehensive Plan was paid for using Federal Community Development Block Grant Funds from the Indiana Office of Community and Rural Affairs. Representatives from the consulting firms, Strategic Development Group Inc. and Beam Longest & Neff will present their findings and recommendations at the hearing. Every effort will be made to allow persons to voice their opinions at the public hearing. Persons with disabilities or non-English speaking persons who wish to attend the public hearing and need assistance should contact Sue Pitts, Clerk-Treasurer, at 32 N. Court Street, Sullivan, Indiana 47882 or call at 812-268-6077 not later than October 30, 2013. Every effort will be made to make reasonable accommodations for these persons. For additional information concerning the public hearing or the Comprehensive Plan, please contact: Donna Anderson at 317-781-1651 between the hours of 9:00 a.m. and 5:00 p.m. or write to Donna Anderson, President, Kenna Consulting and Management Group, Inc., 6321 S. East Street, Indianapolis, IN 46227.

Display Master (Must not exceed two actual lines, neither of which shall total more than four solid lines of the type in which the body of the advertisement is set) -- number of equivalent lines

ad -- number of lines

dy -- number of lines

il -- number of lines

Total number of lines in notice

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Charge for extra proofs of publication (\$1.00 for each proof in excess

of two)

TOTAL AMOUNT OF CLAIM

\$ 20.96

\$ 20.96

OR COMPUTING COST

Width of single column in picas 9.5

Number of insertions 1

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In accordance with the provisions and penalties of IC 5-11-10-1, I hereby certify that the foregoing account is correct, that the amount claimed is legally due, after allowing all just credits, and that no part of the same is in paid.

I also certify that the printed matter attached hereto is a true copy, of the same column width and type size, as duly published in said paper times. The dates of publication being as follows:

Oct 24, 2013

Additionally, the statement checked below is true and correct:

☐ Newspaper does not have a Web site.

☐ Newspaper has a Web site and this public notice was posted on the same day as it was published in the newspaper.

☐ Newspaper has a Web site, but due to technical problem or error, public notice was posted on

☐ Newspaper has a Web site but refuses to post the public notice.

Date Oct 24, 2013

Title Office Manager

CITY OF SULLIVAN

COMPREHENSIVE MASTER PLAN

PUBLIC HEARING

November 12, 2013 at 7:00 pm

The City of Sullivan conducted a second public hearing for the Sullivan Comprehensive Plan. The meeting was held at the Sullivan City Council Chambers located at the 32 N. Court Street in Sullivan. Notice of this special meeting was given by publication in the *Sullivan Daily Times*. Notice of the public hearing was also posted at City Hall. All persons present are listed on the attached sign-in sheet.

Mayor Clint Lamb was present to conduct the public hearing for the City. He opened the Public Hearing and thanked everyone for coming to the final public hearing on the grant. He then turned the meeting over to Donna Anderson, the City's grant administrator, with Kenna Consulting & Management Group, Inc. Donna then reviewed the grant requirements in submitting the Final Document to OCRA. She then turned the meeting over to Scott Burgins of Strategic Development Group, Inc. (SDg), who was hired to complete the plan for the City.

Scott Burgins: Since around two or three weeks ago we have been receiving some edits. The second sheet I passed out, are the changes that have been made by you since you have received your copy. In other words, some of you have called with things you noticed that needed corrected. We made those corrections, if you see something of a similar nature a smaller typo or something like that we can still make those corrections for the final plan. We did get some call backs from people and we appreciate that. We had an excellent steering committee meeting for this group. In fact it was sort of a mob scene for most of the meetings we had to move over to the old auditorium to make room for everybody. I can tell you that I have worked for a lot of other Town's that have had smaller participation than this. We have just had a lot of energy and that's what makes it a pleasure to work for this project. I know some of you have seen this Plan and you are good sports for coming out again tonight, you just can't get enough of the comprehensive plan. This Plan is the City's guide to the future. Comp Plans are used by Plan Commissions when they are reviewing petitions but obviously the City Council will also be able to use it when reviewing City projects. It answers two fundamental questions, what we want to change and what do we want to protect. It looks out for over twenty years but really things are happening so fast in Sullivan that there is a lot going on right now. In fact we are having trouble staying ahead of everything that is happening in the project. It is obviously a very active time for you all. One last thing, it is a guiding document for decision makers, so you will see some maps and things like this. It is not a re-zoning guide; we are not changing the zoning map or the zoning code. However, we have had some recommendations

on doing that so we had your code reviewed. But these have been just recommendations for discussion. If you do want to change your zoning or you're zoning map that is a whole other process to go through. But this starts the foundation; it starts the discussion for those types of things. The State has really been encouraging these comprehensive plans over the past couple years. The Stellar Grants are tied to it, they want to do it because community's need to set some priorities and know what they want to do. This plan focuses on economic development, growth opportunity, land use, tries to make Government more efficient, compatibility, and helps to try and stabilize property values and expenditures. Those are some of the reasons for a Comprehensive Plan and that is why it is so thick, because all of these issues are addressed. We have a great process here with site visits and we have had four or five steering committee meetings with usually twenty five to thirty people present. I just finished a project earlier this year in Johnson County and they were down to three or four people at these meetings by the end of the process. We have created a website where we have posted all of the steering committees and a rough draft of where the project is right now. We have had some follow ups with some interviews, we had a big open house that went well over at the park site. We have done a public survey and on and on. For the public survey just a couple priorities, economic development received the most votes. Other things you see are code enforcement, downtown revitalization, quality of life, street repair, but economic development was the big go getter. Which was followed by downtown revitalization projects and you have some exciting projects going on with that. And of course street repair which is about the same in every community. Some of the highlights people were interested in were protecting the small town atmosphere, downtown, and quality of life was a major area of concern. They saw a lot of possibilities for utilizing vacant properties. The condition of older neighborhoods was something people talked a lot about. And then quality of life to make your time more livable in regards to pedestrian trails. If you live in a small town you should be able to walk around in it that is one of the charms for living in a small town. The steering committee talked a lot about that. The land use chapter is pretty interesting. Sullivan's land use has been pretty dormant for fifty years or so but now with the annex project going on that has sort of changed some things. We talked a little about the two mile fringe you gave up a few years ago and it might be worth a discussion as you start growing within your own city. The reason why I mention that is because the County has no planning and zoning. Right now you have no say, so it is something to consider. We talked about a review of the zoning code basically the State Legislator changed the code in 2011 and your code needs to be updated to reflect some of those things. We also talked about some challenges and opportunities. The economic development chapter talks about high quality of life, strength and promoting outdoor recreational activities. The steering committee would like to see growth of any kind but you are not really set up for big plans. You don't really have the room for it and there are plenty of business parks around you that are not filled already and they have the entire infrastructure and are ready to go. So I think that your secret

to success would be playing up on a small nice place to live, neighborhoods, streets, downtown and those kinds of things. We have heard some comments like it is too late to save downtown. I don't believe that is true, I work all over the state and I see downtown's in not as good as condition as yours. We spend a lot of time talking about what to do downtown. And then for every chapter like economic development we have goals put in place for the tools needed to promote and fund economic development addressing quality of life projects that invest in the creation of outdoor recreational activities. I think when I totaled them all up there were like one hundred thousand hunters, campers, kayakers, canoes all within the seven parks. I think you need to cut you off a slice of that and get more of that money. We have heard that those kind of people don't come downtown and that is because you haven't lured them into coming downtown. So we talk more about how you might do that in the plan. For every goal because the goals are pretty general we have a series of strategies. So under put in place tools needed to promote and fund economical development we suggested tax increments. You might all be familiar with that, what I like about it is that it is not a new tax there is no additional tax on anybody. But if you can put it downtown that would help. We have an example in the plan for Converse Indiana which is a Town that is smaller than yours and it has twelve hundred people in it and in 2000 they invested I believe fifty thousand dollars for their downtown district. Their downtown is only four blocks long, it is about two minutes from one end to the other. When I called them they have already redid a drainage for the biggest employer downtown, put in fancy sidewalks and they still had six hundred thousand dollars left to be spent on their downtown. This is Converse Indiana about a fourth of your size. I am not sure how you will get stuff done downtown without something like a TIF District, because I imagine you are strapped for cash in other areas. That is why a TIF District is a good tool for that. If you think about it you may want to move fast because legislature is not as crazy about TIF Districts and we have heard some talk that they are going to make it tougher to get one. I have worked in a lot of communities and I have seen this work. There is no way Converse would be able to spend six hundred thousand dollars on facade improvements and those types of things. Housing chapter, Sullivan is sort of a bedroom community but alarmingly you've lost some bedrooms. The housing stock has shrunk over the past decade. This is something I feel the community should put a lot of effort in. In fact you have started a public private partnership with an investment group to acquire some properties to make them habitual again and then rent them out. I think you guys will be able to pull that off and when you do you will be invited to talk all over the State. That is a very innovative type of thing and it is another way to make something happen and to invest back into the community. To talk about code enforcement, as the City invests in restructuring neighborhoods and fixing them up I think that further says to people who have let their properties run down that they we are investing in our neighborhood and we want you to haul these old cars away. Right now it is tough, kind of like you are picking on them for not cleaning up their properties, but as you start to restore their neighborhoods you have a right to

tell them to start picking up as well. Natural Resources I know that most of the big parks are around you and not in the City limits. We talked about creating a City of Sullivan parks master plan. The site down the street, Central Park, I think it is going to be terrific. It is going to really help with the quality of life issues here. You want to compliment your existing park and not duplicate it. It takes some planning on that and I think there is a Park Planning Grant available for that. But more importantly you need a park master plan to go after the State money to do some of the work. A plan has to be in place, so with all the work you have already done in the old school site it is going to be a great idea to sort of get that going. I would like to capture more tourists' dollars that you invest downtown. And of course expedite reuse of the old central park school site as a recreational hub that compliments the existing City Park. You know I am thinking about how nice it is going to be for the neighborhoods and houses around that. Transportation chapter, unfortunately Chris is not here. But the main thing that Chris talked to me about was the need to do gateways. When I first came into Sullivan you knew you were in Sullivan when you hit the light, until then there is not much of a clue. If you have ever been to Columbus they kind of overdid there Gateway and you would want something smaller than that but that will announce to people that they are in Sullivan. Chris talked a lot about enhancing the City's existing transportation, complete streets; enhance the City's gateway to brand the City as a tourist's attraction. And then he has some local things people mentioned about some traffic congestion around school hours and some other small problems like that. This is a complete street and what I know about it is sort of designed for bicyclist and walkers and you do this on your main route maybe partially coming into Town certainly some of your key neighborhoods. It makes it a more inviting thing easier to walk around. If you have a nice looking small Town then people should be able to walk around. Now let's talk a little about Utilities, need to address outstanding issues with the wastewater plant and continue to enhance operation of the City's sewer collection system, and create a new storm water utility. We learned last time that there already is some operating down here but it could be expanded. There is at the back of the plan an enormously scary chart; the implementation plan. We took all of the goals and recommendations and put them in a chart based on zoning code or infrastructure or natural resources. We based it on short and long term goals and this is just something to see how you are doing. This is just a time to pull out the plan and see if you are accomplishing your goals and if you have moved at all on them. It is just a way to keep track of the progress. And then finally we have created something that we have never created before. And it is also because you guys already have so much stuff going on. In the back of your book there is something called the Sullivan Playbook and it contains strategies and plans short term little things that you can do to sort of get things going. It focuses a lot on downtown for example, we went through and took pictures of little tiny things and we suggested the main street group of Sullivan maybe set up a little contest. People who identify them the most maybe get a t-shirt or an ice cream or something like that. It is just a way to get people to go

downtown. And then we have other plans as well, we talked about a TIF district and for every play in the back of the play book we have a Town that is smaller than you that has done similar things so that no one can say well they are bigger than us. We talked about Converse that is smaller than you and they were doing some of this so we took plans that actually worked and what different communities are working on. Our contact information is in there and again we had this out early so you could make changes if needed. And again I could talk about the plan for a good long time but I recognize most of the people in the audience and I don't want to over stay my welcome. I would like to give you guys the opportunity to ask any questions you might have.

Mayor Lamb: Does anyone in the public or on the Council have any specific questions about the plan?

Comment: I have one about transportation, it is not a question but maybe a suggestion I know I talked to you about it one time Clint. Out where they did the tear down on the house out by the county park. That intersection right there is a nightmare. Campers come through there all the time and they are fighting this ninety degree turn all the time. And a lot of them will come downtown and go out Washington Street and tying up the traffic downtown because they don't want to fight those two corners right there. They tore the old Tackett house down, one tree is already gone because it fell over and they had to remove it. All they would have to do is remove one more tree that is right on the corner by the street and make a nice soft S curve right through that area. Then you wouldn't have to fight that corner. That would make more people want to go that way and stay out of downtown. I know Clint said that was a County project but if it is County then the City and the County need to get together to make that a softer road and easier to get in and out of. It would also help the traffic problem because so many people there and I think the stop signs need to be made twice as big because they apparently don't see them they just go through them. I think that would help if they could redo that corner right there.

Mayor Lamb: Like you said you and I have talked about this and I know the building Commissioner and the street department have all looked into this. What I was saying was I didn't say it was a County problem but my reference to the County was we don't own the ground the county doesn't own the ground. We can't just build a road through someone's property. Even though we tore down the house that land owner still owns that property and until it goes up in a tax sale for the County to reacquire it and that is the dilemma that we have. The City puts the money and the effort into tearing down these homes and cleaning up these properties but we are at the mercy of the County because when they pay the County tax everything is collected over there and we put a lien on it and they pay it with their property taxes. So we hope that eventually that the property will go back to the county and then at that

time we will partner with the County and we are definitely willing to work something out. What we are going to discuss this evening a little bit is the Wolf Street project and on paper this doesn't explain this intersection you are talking about. The whole point is to help accommodate the Sullivan County Park and Lake (all the way from Highway 41 to Broad Street and down the road). Matter of fact, I was at a meeting yesterday and discussed the issues you were talking about to have a smooth route and attractive route when you come into the Park and Lake and then into the downtown. This will encourage people to come downtown from the Park and Lake. I appreciate the input and it is definitely something that is being worked on. We just have to get a hold of the property.

Comment: I would like to compliment what Clint has just said there has also been a Utility Company that I have been contacted by that has volunteered to take down this other tree for us once we have acquired the property. We won't even have to deal with the tree because they have volunteered to help.

Comment: It would make it so much easier just a nice soft S through there. When the big trailers come through there they really have to fight it and people have to back up just for them to get through. And even after all that some of them still have to go over curbs to make it through.

Mayor Lamb: All of the preliminary work has been done it is just going through the legal process. You hate to say that you hope someone doesn't pay their taxes but here we kind of do. Any other comments or questions? Anyone on the Council?

Comment: As I was going through the plan, I realized that there were things in there that I didn't even know. When you really go through the plan and if you pay attention to it there is so much we can do. We are going to have to build foundations first and start with the smaller projects. I think if we follow this playbook that Scott has put together and with Donnas' help I think we have something really good to stand on and work with. I am in real favor of this plan.

Mayor Lamb: This document isn't something you would adopt this evening and automatically everything in the plan goes into place. Like he said it is a start of a discussion. This is a comprehensive plan and also I don't want to call it a vague plan because it does detail a few things but it is basically the first step and opening yourself up to other grants. They always want to see a copy of your plan. And actually my recommendation that was listed on here would be to go into a capital improvement plan. Basically, what the capital improvements plan states is for example, on Wolfe street between Cross and Section this is going to be done. It actually gets into more details. Such as on Main Street you have an issue with the curb and from this foot to the foot. It actually goes step by step and gives you costs and where funds will come from to pay for the improvements.

Comment: Look at it this way if it has taken us fifty years to get through the last one I don't think it will take us that long to put this plan into play.

Mayor Lamb: I just don't think we ever opened the plan once we did it and that is what we wanted folks to do and that is why I like the plan because you can actually look at it and see where you are at. This can't be something that just sits on a shelf and collects dust. It is obviously my recommendation and the planning commission's recommendation that this plan be adopted.

Donna Anderson: I would like to thank everyone for their participation in preparing the plan and for attending this public hearing.

Mayor Lamb: If there is nothing else, I would also like to thank everybody on the committee for your interest in developing the plan and for those that will be helping to move our City forward with implementing this Master Comprehensive Plan.

With no further comments or questions, Mayor Lamb closed the public hearing and thanked everyone for their support and for coming to the public hearing.

Respectfully transcribed and submitted:

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