COMPREHENSIVE PLAN

TOWN OF BROOKVILLE

Adoption Draft
1.27.15

Brookville Indiana
COMPREHENSIVE PLAN

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TAYLOR SIEFKER WILLIAMS design group
landscape architecture | community planning | urban design | visioning | strategic planning

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Brookville Indiana
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ACKNOWLEDGEMENTS

This plan was created to define the direction for Brookville's future growth and development. Several groups and individuals have had a significant influence directing the development of the plan, and the vision created for Brookville is a testimony to their commitment and participation.

TOWN COUNCIL

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EXECUTIVE SUMMARY

Brookville is taking a step toward creating a successful future for the Town and its residents by improving its assets and articulating a clear vision for the future. Through this proactive action, the community will encourage a higher quality of life and vibrancy moving forward.

The Brookville Comprehensive Plan is a new step taken by the town to create a community known for its rural character and small town culture that supports redevelopment and includes infrastructure improvements that can make Brookville stand out among other small communities in southern Indiana.

Brookville intends to be proactive about its growth and make changes to build a strong community. In order to do this, it was decided that the best approach to start this change would be to create a Comprehensive Plan.

The Plan assesses where the community is today, defines where it wants to be in the future and establishes a specific path of implementation to achieve results. It serves as the guiding document for town officials, decision makers, developers, and residents. Referencing this document as development and reinvestment occur will make certain the proper steps are being taken to achieve the community's vision.

Brookville's Comprehensive Plan should serve as the primary guiding document for decisions about future growth, redevelopment and rehabilitation, and supporting infrastructure. It is intended to be a flexible document that is broad in nature. This allows the town to be responsive to changes and respond to unforeseen circumstances or changes so that the town can benefit from it for years to come.

PLAN HIGHLIGHTS

This Comprehensive Plan explains the vision, goals and strategies, identifies various strategies needed to accomplish each goal, outlines the research and analysis of demographic and economic characteristics of Brookville, and documents the public participation process. It is divided into the following chapters:

SECTION 1: Setting Up the Plan

CHAPTER 1: The **Plan Context & Process** presents the Indiana Code requirements and the planning process as well as definition of key terms and phrases. It also includes an explanation of how portions of the plan are intended to be used.

CHAPTER 2: **History** includes a brief overview of Brookville's rich past and geographical setting.

CHAPTER 3: The **Vision, Goals and Strategies** provides the foundation for all of the plan's elements and broad goals for future decisions regarding development in Brookville.

SECTION 2: Plan Elements & Recommendations

CHAPTER 4: introduces the first goal and plan element called **"GROW"** which includes future land use and economic development, including coordinating strategies related to growth, housing and community character objectives. This element is required by Indiana Code.

CHAPTER 5: introduces the second goal and plan element called **"MOVE"** which includes recommendations for roadway improvements, corridor enhancements as well as bicycle and pedestrian projects. This element is required by Indiana Code.

CHAPTER 6: introduces the third goal and plan element called **"LIVE"** which identifies objectives for safe and attractive neighborhoods, a vibrant downtown, as well as tourism, recreation and culture.

CHAPTER 7: introduces the fourth goal and plan element called **"SERVE"** which includes an inventory of utilities and facilities, such as water, sewer, schools, emergency response, public buildings etc. and examines how they coordinate with future growth patterns. This element is required by Indiana Code.

SECTION 3: Implementing the Plan

CHAPTER 8: The **Strategic Action Plan** is used to identify and prioritize tasks necessary to accomplish the Plan's overall vision, goals and strategies. Action Steps are outlined in implementation tables which include a brief description of the action and identify responsible party(ies), potential funding source(s) and appropriate timelines. Specific Plan goals associated with each action step are also referenced.

CHAPTER 9: The **Tools, Programs, and Funding Sources** chapter features short descriptions of the various tools, resources, programs and funding that have been identified or described in the plan and action steps.

SECTION 4: Plan Background & Participants

APPENDIX A: The **Existing Conditions** appendix offers a starting point for the development of the plan's vision by providing an analysis of the physical conditions, demographic trends and economic data.

APPENDIX B: The **Public Involvement** appendix reinforces the strategies presented in the four goals by providing a summary of the presentations and input from the public participation and plan Steering Committee meetings.

PLAN HIGHLIGHT:

Several public engagement activities were held throughout the planning process. A summary of the input and presentations from the public outreach is included in Appendix B of this plan.

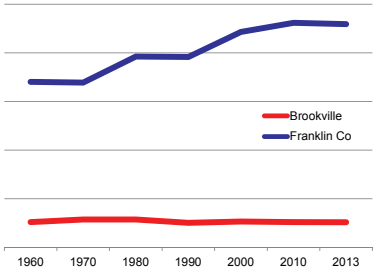
PLAN HIGHLIGHT:

Highlights of community facilities, including parks, recreation, cultural and historic attractions are included in Chapter 5 of this plan.

Facts

Brookville's population has stayed relatively constant over the years. However, Franklin County has grown over the years.

Community	2000 Population	2013 Population Estimate	Percent Change
Brookville	2,652	2,578	-3%
Franklin County	22,151	22,951	4%



PLAN HIGHLIGHT:

A summary of the existing conditions and demographic profile of the community can be found in Appendix A of this plan.

SECTION 1

setting up the plan

CHAPTER 1: PLAN CONTEXT & PROCESS

CHAPTER 2: HISTORY

CHAPTER 3: VISION, GOALS & STRATEGIES

Chapter 1

PLAN CONTEXT & PROCESS

CHAPTER SNAPSHOT:

This chapter provides a brief overview of Indiana Code requirements, the planning process and key terms and phrases.

- Purpose
- Standards
- The Planning Process
- Developing the Plan
- Using the Plan
- Key Terms and Phrases

Communities must continually respond to changing dynamic conditions that relate to quality of life. These changes inevitably influence current and proposed uses of land, capital, and property at the local, regional, or national levels. Looking to the future, Brookville has pro-actively chosen to anticipate and direct the changes that may occur. By engaging in a comprehensive planning process, the community is simultaneously responding to past changes and preparing for future changes.

PURPOSE

The State of Indiana establishes the minimum requirements and purpose of a comprehensive plan (500 series of IC 36-7-4). The primary purpose of a comprehensive plan is to articulate the broader vision and establish guiding principles and policies for future growth and development of an entire community. Indiana Code states that a comprehensive plan should promote public health, safety, morals, convenience, order or general welfare for the sake of efficiency and economy in the process of development. A comprehensive plan does not focus on the needs and desires of one property owner, business or neighborhood. These plans are intended to be broad in nature in order to provide community leaders with the flexibility to implement the community-wide vision, goals and strategies while responding to changing community conditions that are likely to occur over the life of the plan.

STANDARDS

The State of Indiana has developed specific requirements and minimum content of a comprehensive plan (500 series of IC 33-7-4). The elements of a comprehensive plan, at a minimum, should include:

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

A comprehensive plan may also include a multitude of additional topics, community issues and strategies, such as surveys/studies of current conditions, maps/graphics, reports, and recommendations.

THE PLANNING PROCESS

The Brookville Comprehensive Plan was initiated by the Town of Brookville in the spring of 2014 and lasted approximately one year. The intent was to develop strategies for building a strong infrastructure that fosters growing business activities in the community, to promote residential growth, and to improve entertainment options.

Throughout the planning process, there were many opportunities for the public to provide feedback through public meetings, a steering committee, and key person interviews. The information and ideas gathered from these public input opportunities were used to establish the recommendations and action steps outlined in this plan.

The foundation of the planning process was guided by the following four key questions:

PHASE 1: EXISTING CONDITIONS - "Where are we now?"
PHASE 2: PLAN DEVELOPMENT - "Where are we going?"
PHASE 3: IMPLEMENTATION STRATEGIES - "Where would we like to go?"
PHASE 4: PLAN ADOPTION - "How do we get there?"

Brookville Indiana COMPREHENSIVE PLAN

PROCESS OVERVIEW

PHASE 1: EXISTING CONDITIONS

TASKS

- Demographic Conditions
- Existing Physical Conditions Evaluation
- Cultural & Social Resources Evaluation
- Visioning Exercises & Community Feedback

MEETING: Kick-Off Meeting (April 2014)

MEETING: Steering Committee Meeting (June 2014)

MEETING: Public Open House (July 2014)

1

PHASE 2: PLAN DEVELOPMENT

TASKS

- Draft Plan Goals & Objectives
- Draft Plan Recommendations

MEETING: Steering Committee Meeting (September 2014)

2

PHASE 3: IMPLEMENTATION STRATEGIES

TASKS

- Update of Draft Plan Recommendations from Feedback & Comments
- Draft Strategic Action Plan
  - Timeline
  - Implementation Strategies
  - Tools, Programs & Funding
  - Responsible Parties

MEETING: Public Meeting (October / November 2014)

3

PHASE 4: PLAN ADOPTION

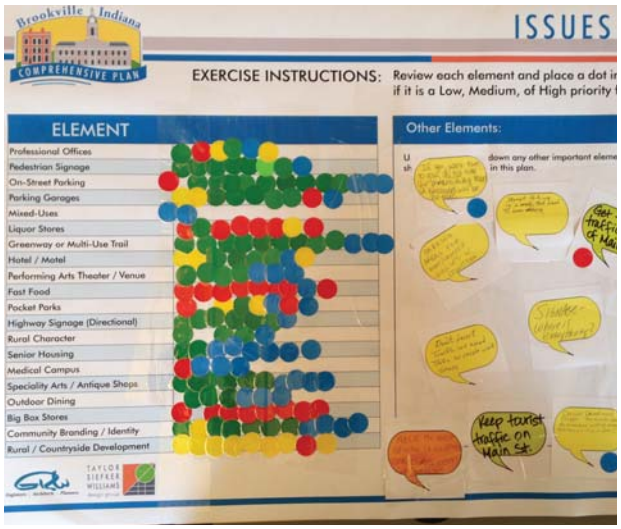
TASKS

- Draft Plan
- Revisions to Draft Plan from Feedback & Comments
- Approval & Adoptions Meetings
- Submit Final Plan to Indiana Office of Rural & Community Affairs

MEETING: Steering Committee Meeting (December 2014)

MEETING: Adoption Hearings (January 2015)

4



Public outreach and discussion lead to the formation of the plan elements included in the comprehensive plan.

DEVELOPING THE PLAN

During the development of the Brookville Comprehensive Plan, there were several opportunities for engagement. The public was asked to participate by providing input on their desires, ideas and comments on the future of Brookville. The collection of public input was facilitated by several methods, including four Plan Steering Committee meetings, two public meetings/workshops, key person interviews, as well as two public adoption hearings at the conclusion of the plan. During each form of public involvement, numerous exercises were facilitated to capture the community's vision for their future. A summary of the presentation materials and comments are provided in ***Appendix B, Public Involvement.***

An assessment of the existing community conditions proceeded concurrently with the initial outreach phase. Key activities included a public workshop as well as Steering Committee meetings to identify assets and opportunities. Field visits documented the existing conditions of the town and a demographics profile was also prepared. These are summarized in ***Appendix A, Existing Conditions.***

The development of the project goals or "plan elements" involved the preparation and review of the basic plan needs, including land use, transportation, public facilities and infrastructure. This analysis evolved into four major plan element categories: 1) Grow, 2) Live, 3) Move, and 4) Serve. The concepts and recommendations that form each of the four plan elements were presented at a Steering Committee meeting as well as a final Public Meeting in December of 2014. Following the endorsement of the four plan elements, implementation strategies were prepared and the final plan documented. Adoption of the Brookville Comprehensive Plan followed a public hearing on Month, Date, Year and the Comprehensive Plan was officially adopted on Month, Date, Year.

USING THE PLAN

Completing a Comprehensive Plan and articulating a clear vision are the first steps toward making Brookville a community with a promising future. It will serve as the guiding document that town officials, decision makers, developers, and residents can reference as development and reinvestment occurs. Brookville's Comprehensive Plan should serve as the primary, guiding document and be the basis for all decisions about the location, quality and quantity of future growth and its supporting infrastructure. This plan is also intended to be a flexible document and broad in nature so that the town can respond to changes or unforeseen circumstances. This plan should be updated regularly, at a minimum every five years, and should have a yearly review to check the progress of the recommendations and implementation strategies. This Comprehensive Plan should be used to:

- Identify short- to long-term strategic actions the town should undertake. These actions should be monitored annually to ensure implementation and accountability;
- Guide decision-making and evaluation of growth; and
- Act as the Town's primary policy planning document, guiding policy decisions related to the physical development and growth of the community.

Community facilities and unique amenities are assets to build upon and incorporate into the plan.

KEY TERMS & PHRASES

Action Plan – Specific steps that are recommended by the plan and are important to understand in order to effectively use the document and implement the plan's vision

Agricultural / Cultural Tourism – Includes businesses or industries that are based upon agriculture and/ or rural heritage and create tourism opportunities.

Goal – A broad statement that supports the vision while adding a specific area of focus. Goals are usually lofty in scope yet attainable within the 20-year planning horizon.

Key Person/Stakeholder – A person who is in some way responsible for implementing the plan, in whole or in part, or has a vested interest in the outcome of the plan.

Strategies – Items and concepts desired in Brookville described in greater specificity than goals without identifying the individual actions that must be taken for implementation. Strategies are generally measurable so that the community can monitor implementation progress.

Planning Horizon – The period of time during which the plan addresses community development or the community's vision. This plan uses a 20-year planning horizon.

Policy – A definite course or method of action to guide present and future decisions. Policies can be legislative or administrative in approach.

Steering Committee – A group of people chosen to represent a cross-section of the community and to guide the comprehensive planning process. They serve as liaisons between the community, the consultant, and town staff during the planning process.

Vision – A broad statement describing the desired future specific to Brookville.

Chapter 2

HISTORY & CONTEXT

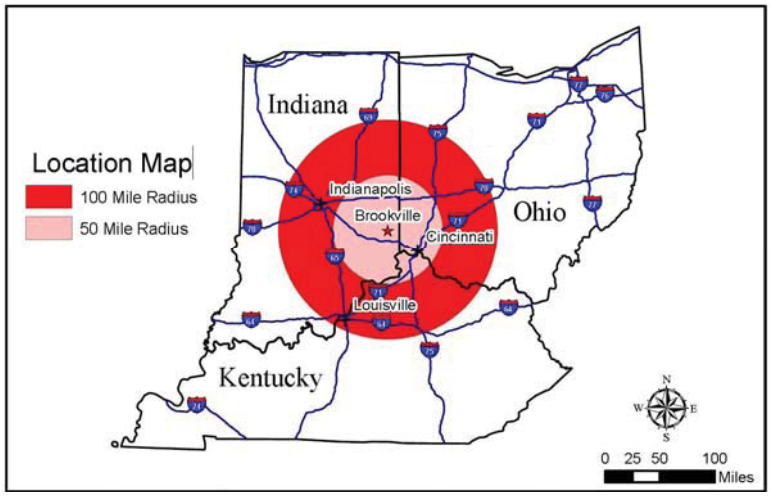
CHAPTER SNAPSHOT:

This chapter provides a brief overview of Brookville's rich past and physical context.

- Historical Overview
- Geographic Setting
- Brookville Facts

HISTORICAL OVERVIEW

The earliest Franklin County residents were a group of Indian tribes known as the Mound Builders. In the late 18th century, as the Ohio River brought pioneers to the west, so the Whitewater River brought them northward into Indiana. Empowered by the Greenville Treaty of 1795, white settlers began to arrive in the Whitewater Valley area as early as 1801. The first land purchase in the region was made in 1803. At that time, land recordings were done in Lawrenceburg, IN, as present day Franklin County was originally part of Dearborn County. On February 1, 1811, Franklin County, so-named in honor of Benjamin Franklin, became the seventh county carved out of the young Indiana Territory. Its original boundary included land that would later become portions of Fayette and Union Counties.



Brookville, Indiana Location Map

The Town of Brookville predated the county's formation by three years. Its location in the center of Franklin County made it an obvious choice for the county seat. It is within a short drive of Indianapolis, IN, Louisville, KY, Lexington, KY, Cincinnati, OH, and Columbus, OH and is part of Cincinnati's Metropolitan Statistical Area (MSA), which contains over two million residents.

Its location in the Whitewater Valley is one of great natural beauty, perhaps without rival in the entire state. The nearby almost-mountainous hills and the east and west forks of the Whitewater River provide a natural frame around the community. Brookville itself is about evenly divided into the ridge and valley districts, with the business section chiefly on the ridge.

"The Whitewater River may have been misnamed because there is really no true white water on the river. However, there are many rapids due to the steep gradient present. In fact, the Whitewater is said to be the swiftest river in the state as it falls an average of six feet per mile. From [Brookville], the Whitewater flows southeasterly into Ohio where it eventually joins the Miami River, a tributary of the Ohio River."[1]

Other obvious assets of the Town are its rich history – Brookville was home to four early Indiana state governors (Ray, Wallace, Noble, and Hammond) – and well-preserved architecture. Its architecture reflects its historical development, which can generally be divided into four periods:

1. The Pioneer Period (1811-1836),

2. The Canal Era (1836-1865),

3. The Post Civil War Era (1865-1913), and

4. The Last 100 Years (1914-2014).

1 *From the Indiana Department of Natural Resources*

The Pioneer Period (1811-1836)

Amos Butler (1769-1837), from Chester County, Pennsylvania first came to Lawrenceburg, IN – about 30 miles south of Brookville – in 1803. He purchased property in Bartholomew County near Elizabethtown, IN (SE of Columbus, IN) then returned to Pennsylvania for the winter. Upon his return to Indiana the next spring, he found his land in Bartholomew County was flooded. Looking for a new homestead site, he made his way along an Indian trail up the Whitewater River to what would become the site of the present town of Brookville.

Greatly pleased with the beautiful region at the fork of the river, and being influenced by the fact that it had little large timber on it, Butler selected the southeast quarter of Section 20. This land, the first entry of land within the limits of the future town of Brookville, was entered at the land office in Cincinnati on December 4, 1804. That winter, Butler made plans to develop the new region. His first cabin, now washed away, was built near the East Fork on a site about 100 yards northeast of the old Speer mansion, now commonly known as "The Hermitage."

Some of the early land claims in the area are listed here (refer also to map on following page):

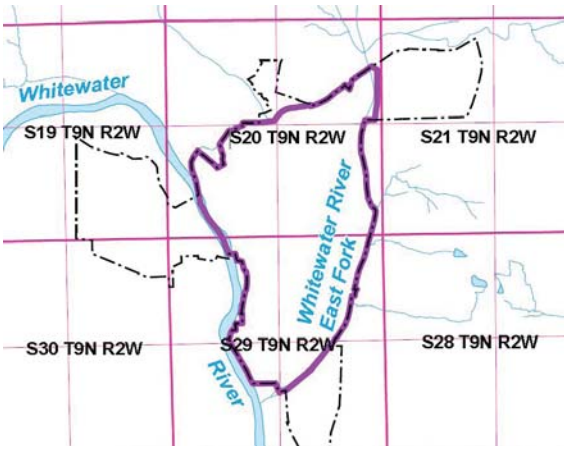
Date	Section	Settler
December 4, 1804	SE Qtr., Section 20	Amos Butler
July 3, 1805	NW Qtr., Section 29	Amos Butler and Jesse Thomas
July 6, 1805	SW Qtr., Section 21 (29?)	John (Josiah?) Allen
March 18, 1806	SW Qtr., Section 20	Amos Butler
April 4, 1806	NW Qtr., Section 20	Amos Butler
October 1, 1806	SW Qtr., Section 29	Amos Butler
December 20, 1808*	NE Qtr., Section 29	John Allen
January 20, 1809*	SE Qtr., Section 20	Amos Butler
January 10, 1810*	NW Qtr., Section 29	Amos Butler, James Hamilton, Jesse Thomas, Michael Jones, and David Morety
May 23, 1810*	SW Qtr., Section 29	Amos Butler
October 10, 1812*	NE Qtr., Section 20	Amos Butler

** Note: These transactions were verified on www.GLOrecords.blm.gov. Older transactions were not available there, although many sources cite them as authentic.*

The Town itself was platted on August 8, 1808 by Thomas Manwarring, and was given its name by another one of its proprietors, Jesse B. Thomas, whose mother's maiden name was Brooks. At first, the town was called "Brooksville," but soon the letter "s" was dropped. All of the town's original sites were owned by Butler and Thomas. Butler paid the greater part of the purchase money for the tract on which the town was laid out, but Thomas managed to have the patent issued in his name. A later lawsuit granted Butler a deed for part of the land.

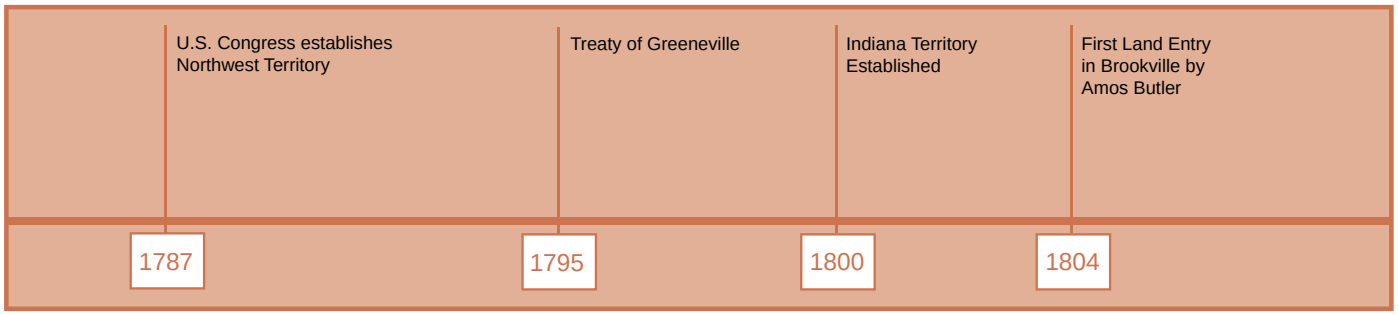
The original Town plat was recorded on January 8, 1812 and was re-surveyed in May 1812. Both Butler and Thomas laid out additions to the town on May 26, 1812. Butler remained in Brookville until 1818 when he moved to Hanover in Jefferson County. He died in 1837 and is buried in Hanover at the Greenbrier Cemetery alongside his wife, Mary.

The Town is designed on a slightly modified grid super-imposed on the area between the river's east and west forks. The view down nearly every street in Brookville ends in a forested hill. Those hills and the river's two forks have largely prevented the sprawling development which is typical of many communities. Main Street, one of the focal points of the Historic District, is centered on a north-south ridge that begins a few blocks north of where the forks converge. The ridge provides a two-to-three-block-wide high area east of a precipitous drop to the West Fork of the river. The Whitewater Canal (1836-1861) would eventually be built at the base of this slope making this area the focus of many later manufacturing ventures, but early development primarily occurred in the large, flat area east of the ridge from about Franklin Street to the East Fork. Amos Butler and John Allen built mills in this area almost immediately after their arrival.



Once the town was platted and named, a blockhouse was built for the protection of its residents, and a tavern and shops for their entertainment and trade. By 1810, the village had become so populous and so secure that the blockhouse was not deemed necessary for defense. It was enlarged and turned into a store and a hotel – the "Yellow Tavern." The sense of security proved to be short-lived, for during the War of 1812 the town was kept in a constant state of alarm by the threats of hostile Indians. Saylor's Fort, to which the people might retreat if absolutely necessary, was built about three miles south of Town.

The first Town graveyard was located in the northeastern part of the growing town. That original cemetery was abandoned once the church graveyard on 10th Street was established. The 10th Street graveyard, now known as the "Old Brookville Cemetery", would become the final resting place of many of Brookville's first settlers and others prominent in the early history of the town. The small building on the cemetery grounds, erected by the Methodist Episcopal denomination, was the first public meeting house built in Brookville.



The sites and locations of the many surviving 19th-century structures indicate that, while the concentration of the early settlement was in the eastern flat area, there were important structures along Main Street as well. Clearly, the development of the Town took the

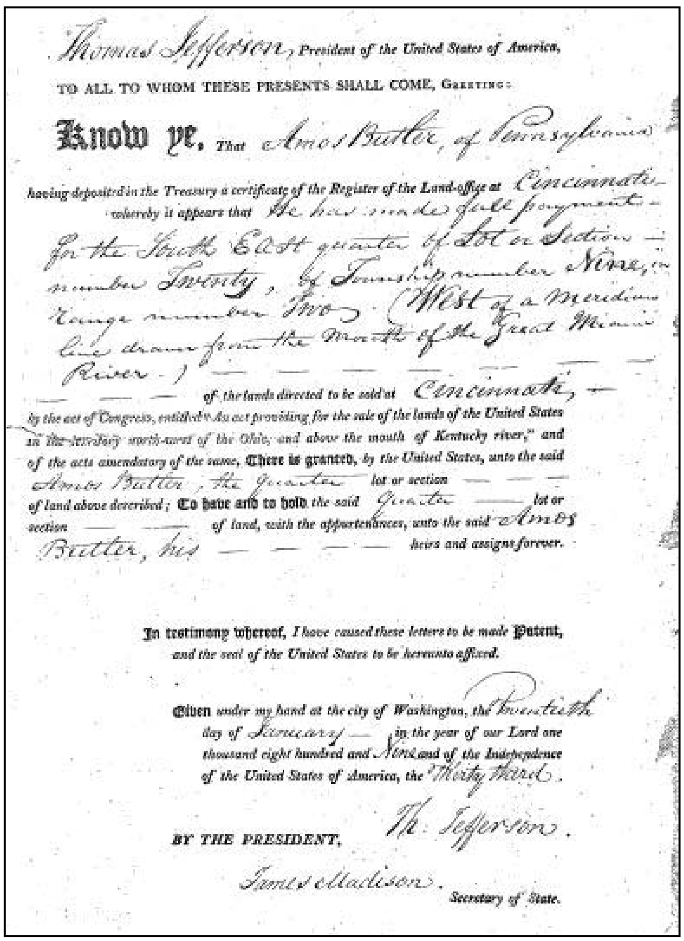
Old Brookville Cemetery, 10th Street.

direction of filling in available empty lots to increase concentration rather than developing in concentric circles. This, no doubt, was caused by the geographical definition of the Town and the importance of the waterways to its development.

The Yellow Tavern, at the corner of what is now Main and James Streets, became the first business enterprise in the community. The Tavern gained historical importance through the reported fact that it was there that William Henry Harrison was first proposed as a candidate for the Presidency of the United States. Harrison was elected in 1841 and served just one month before his death. The Yellow Tavern was torn down in 1861. An historic marker now marks the place where it once stood.

By the end of 1812 there were only ten or twelve houses in Brookville, but by the summer of 1817 there were approximately eighty buildings, including homes, shops, stables, and outbuildings. There were twenty-four businesses, five taverns and seven stores.

Brookville was always the logical location for the county seat, due to its location near the center of the county, but no courthouse was erected there until April 1812. Up to then, legal proceedings had been held in the Yellow Tavern. A simple log courthouse was erected on the present public square that year, but it was quickly apparent that a more-substantial structure was needed. A new building was completed in 1817 and stood until destroyed by fire on February 22, 1852. Soon thereafter, the present courthouse was built (see below).


Thomas Jefferson, President of the United States of America,

TO ALL TO WHOM THESE PRESENTS SHALL COME, GREETING:

Know ye, That Amos Butler, of Pennsylvania having deposited in the Treasury a certificate of the Register of the Land-office at Cincinnati whereby it appears that he has made full payment for the South East quarter of Lot or Section number Twenty, of Township number Nine, in Range number Two (West of a Meridian line drawn from the Mouth of the Great Miami River) of the lands directed to be sold at Cincinnati, by the act of Congress, entitled "An act providing for the sale of the lands of the United States in the territory north-west of the Ohio, and above the mouth of Kentucky river," and of the acts amendatory of the same, There is granted, by the United States, unto the said Amos Butler, the quarter lot or section of land above described; To have and to hold the said quarter lot or section of land, with the appurtenances, unto the said Amos Butler, his heirs and assigns forever.

In testimony whereof, I have caused these letters to be made Patent, and the seal of the United States to be hereunto affixed.

Given under my hand at the city of Washington, the Twentieth day of January in the year of our Lord one thousand eight hundred and Nine and of the Independence of the United States of America, the Thirty third.

BY THE PRESIDENT, Th: Jefferson.

James Madison. Secretary of State.

Patent of Amos Butler for SE Qtr. of Section 20
Dated: January 20, 1809
Signed by: Pres. Thomas Jefferson and James Madison

The Whitewater Valley was connected on its two ends by two very important transportation routes, the Ohio River and the National Road, which had been commissioned by President Thomas Jefferson in the mid-1820s. Due to its location and natural beauty, Brookville quickly became a cultural, political, and social center in the early years of Indiana's statehood. In 1820, Brookville served as a military post. An additional boost in its development came when the U.S. General Land Office (GLO) was located there (1820-1825). The GLO was first set up in a frame house on Court Street. One source indicates that the small building was torn down in 1913.

The Land Office was an independent agency of the United States government responsible for management of public domain lands in the United States. It was created in 1812 to take over functions previously conducted by the United States Department of the Treasury. The GLO oversaw the surveying, platting and sale of the public lands in the Western United States.

In accord with specific Acts of Congress, and under the hand and seal of the President of the United States of America, the GLO issued more than two million land grants made patent ("land patents"), passing the title of specific parcels of public land from the nation to private parties (individuals or private companies). Some

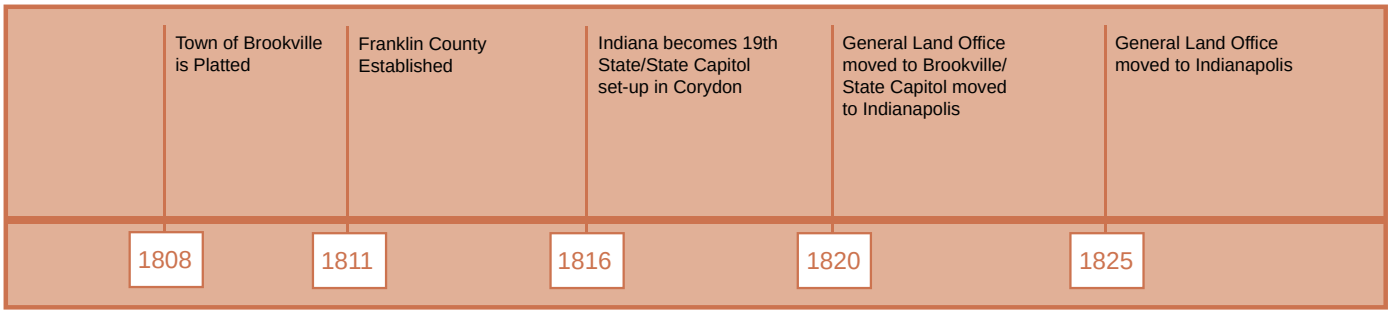
patentees paid fees for their land in cash, others homesteaded a claim, and still others came into ownership via one of the many donation acts that Congress passed to transfer public lands to private ownership.

The General Land Office followed a straightforward three-step procedure in granting a patent:

1. The private claimant went to the land office in the land district where the public land was located. There he filled out entry papers to select the land and the land office clerk checked the records to make sure the land in question was still available.

2. The district land office sent the paperwork to the GLO in Washington. That office double-checked the accuracy of the claim, its availability and the form of payment.

3. Then the GLO would issue a land patent for the claimed public land and send it on to the President for his signature.



The decision to move the land office to the new state capitol (Indianapolis) in 1825 was strongly opposed by Brookville residents, and once the decision had been made, "the fortune-seekers of Brookville betook themselves elsewhere like migrating birds."[2] Hundreds of Franklin County's best farmers and many of the prominent citizens in the area moved away to newly-formed counties further north and west. The next ten years were difficult ones in the history of Brookville. By 1827, the population reached its lowest ebb. Scores of houses stood empty and businesses were regularly closing as their owners moved out of town. A local census of the town that year showed a population of just 250. There was very little money in circulation and the credit system prevailed.

Several of Brookville's historic homes and some of the commercial and public buildings were constructed during this initial period. Among the oldest surviving treasures are:

- The Franklin County Seminary – This old seminary building, one of the first seminaries in Indiana, is located on the southeast corner of Fifth and Mill Streets. It was completed in 1831 and served as an early publicly-supported secondary school. This two-story, five-bay brick Federal structure was listed on the National Register of Historic Places in 1974.

- Governor James Brown Ray Mansion – This house, built by Ray (1794-1848) during his gubernatorial campaign, is a simple frame Federal style building with a unique, at-the-time-controversial, south-facing Palladian window. It is located on Tenth Street, just west of the cemetery. Ray was Indiana's fourth governor and served from 1825-1831, later establishing a law office in Indianapolis.

- The Old Noble Home – Noah Noble, Indiana's fifth governor (1831-1837), and his brother, James Noble, one of Indiana's first U.S. Senators (1816-1831), lived in this home. Though the house originally stood on

2 *The Indiana Magazine of History, p.206*

the site of the parsonage of St. Michael's Parish on Third Street, it has been moved across the street to a new site west of the Sisters of St. Francis Home.

The Canal Era (1836-1865)

"Canal Fever " struck in Indiana and much of the region in the 1830s as a way to move goods and people. For almost 30 years, the 76-mile Whitewater Canal, running south from Hagerstown through Brookville and on to Cincinnati, would be the key to much of Brookville's economic success.

The Whitewater Canal was initially proposed in 1825 as a part of a vast internal improvements program undertaken by the young State of Indiana. The Canal is one of only two in the state that were actually completed. A proposed canal along the East Fork that would have connected Brookville to Richmond, IN was never built. The canal development program, which eventually sent the state into bankruptcy, was completed in the Brookville area by private companies. Today, a 14-mile section of the original Whitewater Canal is preserved from Laurel to Brookville as a state memorial. The site was registered on the National Register of Historic Places in 1973. The canal basin at the south end of Brookville and overgrown remains of some locks to the north are visible local evidence of its existence.

Whitewater Canal ruins just north of Brookville.

There was a long and significant debate in the early 1830s about whether to build railroads or canals. Canals, advocates would argue, offered permanence, lower construction cost, and the ability to carry heavy, bulky loads such as agricultural products. Trains were lauded for their speed, year-round operation, and their use of steam power. A key argument that was made was that canals could be built using local materials that would benefit the local economies, while railroads would need to use materials from elsewhere.

During his term in office, Governor James Ray supported the railroad, but his was not a popular position among voters. "A hotheaded man, he engaged in long, rancorous public altercations with his political opponents during his second term."[3] On January 27, 1836, his successor, Governor Noah Noble signed "An Act to Provide for a General System of Internal Improvements" which created a Board of Internal Improvements and an Internal Improvements Fund. The Act authorized borrowing of $10.5 million to fund improvements projects, including $1.3 million for a new railway from Madison to Indianapolis, $1.4 million for the Whitewater Canal, and the remainder for other canal and highway projects throughout the state.

The prospect of the canal alongside the Whitewater River, together with the great German immigration of the early 1830s brought new life to Brookville. Area fields, abandoned by their previous owners a few years earlier, were cultivated and planted again. As better farming methods were developed, the local farming industry was made more profitable. Empty houses began to fill up. Houses were painted and fences were mended. The expectation of commercial prosperity brought hope to the entire region, and Brookville would benefit.

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3 *Quotation from www.in.gov/history/2743.htm*

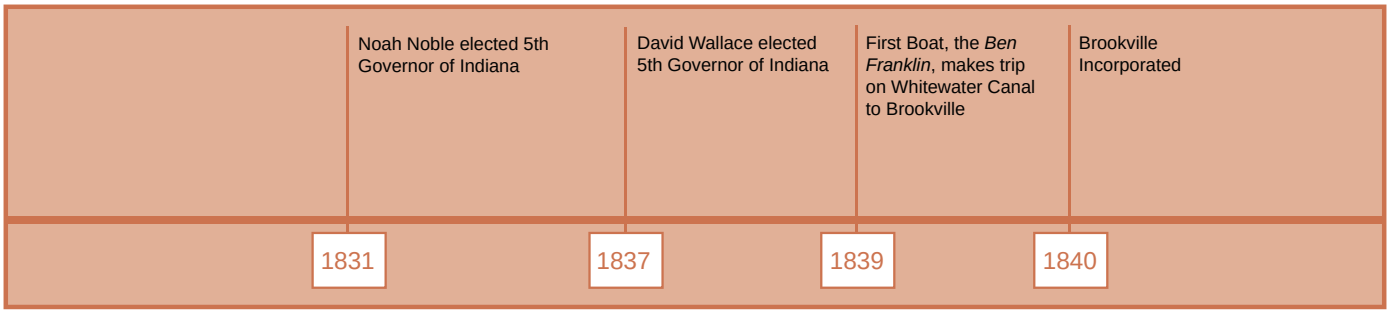
On September 13, 1836, a ground-breaking ceremony for the canal construction from Brookville to Lawrenceburg was held. It was a big celebration, featuring speeches by former governor James Ray, then-governor Noah Noble, and future governor David Wallace, among others. The first boat to make the trip to Brookville from Lawrenceburg on the new canal was the *Ben Franklin*, arriving on June 8, 1839.

In its heyday, the canal provided waterpower for the production of goods and a method of transporting them, allowing the resulting commerce to improve the economy. There was a boom in manufacturing and processing of goods, and Brookville was soon established as a major industrial center. Paper mills, sawmills, gristmills, cotton and woolen mills, distilleries, breweries, pork packaging plants, carriage and wagon shops and other manufacturing facilities were built along the canal. Brookville was officially incorporated on February 10, 1840.

Franklin County Courthouse.

But the canal would prove to be too close to the river in many places, as repeated flooding damaged it and the nearby businesses. Two floods in 1848 caused much local damage to the local industries. Dams were washed out and many of the mills were virtually destroyed. Many companies did not rebuild.

Ironically, the canals also functioned as the supply lines for the railroads that would ultimately replace them. In the 1850s, rails and locomotives were shipped to railroad construction sites throughout the state on the network of canals and rivers. By 1861, however, the canal's usefulness was ending. It seemed pointless to maintain it. Plagued by flooding, vandalism and the competition of the railroads, the Whitewater Canal ceased operations completely in 1865 – less than 30 years after opening. The sale of portions of the canal land to the railroads averted complete ruin for investors.



The railroad in the area would not be completed until 1866, so for a few years, the only realistic way to transport goods out of Brookville was by wagon. This proved too slow to compete with other manufacturers, so even more Brookville companies were forced to close. The Whitewater Canal had a short-lived positive impact by stimulating the economies and contributing to the development of its towns; but ultimately, its failure triggered the failure of many Brookville industries.

Two sites from this era are on the National Register of Historic Places:

- The Whitewater Canal Historic District – This site extends from Brookville west to the Laurel Feeder Dam in Metamora. It was added to the NRHP in 1973.
- The Franklin County Courthouse – As noted above, the former courthouse was destroyed by fire in 1852. The replacement building was designed by Edwin May, the architect of several Indiana courthouses and the state capitol building in Indianapolis. It originally was a classically-inspired building with a temple front and an impressive clock tower. It was substantially modified in 1912. All that remains visible of the original structure is the clock tower, though the primary structure still exists. The building was listed on the National Register of Historic Places as part of the Brookville Historic District in 1975.

The Post Civil War Era (1865-1913)

At the close of the Civil War, the Whitewater Valley Railroad laid its tracks on the canal towpath, completing the rails in 1866 or 1867. The young rail line was leased to the Cleveland, Cincinnati, Chicago, and St. Louis Railroad in 1890, and they would continue to offer passenger and freight service through Brookville until 1930 (see below).

With the completion of the railroad, Brookville settled into a classic late-19th-century small town community of around 2,000 people. This was a time of stabilization of growth as a local center, but many businesses (mills, factories, etc.) would bloom and fail during this era.

Two notable industries were paper and furniture production. This is expected due to the plentiful supply of area trees and the power of the Whitewater River. Without purposeful reforestation, the high demand for lumber for the paper mills and the furniture factory eventually stripped the county's hillsides of timber. This was perhaps a contributing factor in the size of the devastating floods of 1898 and 1913.

1903 Brookville.
Photo by Ben Winans, Indiana Historical Society

From 1835 to 1913, no less than seven paper-making ventures were begun in Brookville. Each one failed. In the same period, at least two furniture companies were opened. One such factory, the Brookville Furniture Company, which occupied a 20,000 sq. ft. four-story brick building at Cliff and 8th Street, was still in operation

as this era ended. It featured high-grade walnut and mahogany furniture – primarily bedroom furniture. The company closed sometime after 1924 and the building was ultimately destroyed by fire in 1999.

In 1872, the Town boundaries were enlarged, and later that year, plans were initiated to construct a Town Hall, which would be completed in 1876. By the close of the 19th century, the town had a railroad depot, fire station, post office, electricity, telephone service, street lights, and an underground public water supply system. In 1912, the Brookville Carnegie Library was dedicated, starting with approximately 600 books.

Brookville Carnegie Library.

1913 flood damage on the Hermitage.
Photo by Ben Winans, Indiana Historical Society.

The catastrophic March 25, 1913 flood resulted in the deaths of fifteen people in Brookville, including eight from one family, and left almost 600 homeless. There was extensive flooding throughout Indiana and Ohio. Statewide, over 100 people were killed. Some historic accounts state that in the county, 7-9 bridges and about 180 buildings, including homes, barns and businesses were lost to the floodwaters. In Brookville, four of the five bridges over the Whitewater River were destroyed, and the fifth was damaged. According to the National Weather Service, the river in Brookville crested a remarkable 39 feet over normal levels that tragic day. It is said that at the train depot and paper mill the water was "fully twenty feet above the [railroad] tracks."[4] The community of Stavetown, an industrial center just south of original Brookville, was completely ravaged by the flood.

According to a report based on local newspapers, there were at least 18 floods in Brookville from 1836 to 1959. After each flood, Brookville rebuilt, though its size was always limited by the rim of hills and the boundaries of the river.

Only one building from this era is on the National Register of Historic Places:

The Hermitage – located at the east end of Eighth Street, on the banks of the East Fork of the Whitewater River, is the one-time home of J. Otis Adams, who also maintained an art studio there. This picturesque home site, once owned by Amos Butler, Brookville's first settler, was purchased by Adams in 1887. He built most of the building visible today. Much of a later addition was washed away by the 1913 flood and what remains is dominated by the original frame 1½ story structure. The site was added to the NRHP in 2004.

4 *A History of Franklin County, p.228*

The Last 100 Years (1914-2014)

By 1915, the furniture factory, saw mill, four planing mills (which trim rough-cut lumber into standard dimensional boards used in construction), buggy factory, and two cigar factories were the only manufacturing facilities still operating in Brookville. The paper mill was the only facility still powered by water. Agriculture was the largest industry in the region.

Although roads are the primary routes of transportation today, it was the canals and railroads in the late 1800's that created the conditions to support early industrial and agricultural commerce in the valley. At the dawn of the 20th Century, roads became the focal point of transportation across the nation. The National Road north of the valley and the Brookville Road that bisected the valley became the new east-to-west corridors for transportation in the region, pulling business away from the canals. As the years passed, these roads experienced greater and greater usage. During the early days of this period, the Good Roads Movement (1880-c.1922) and the Federal Aid Road Act (1916) helped improve roads from mud-filled paths to wide concrete avenues for bicycles and automobiles. The National Road soon became U.S. 40, the Brookville Road became U.S. 52, and a third road, U.S. 50, was created in the southern part of the Whitewater Valley.

Intersection of U.S. Highway 52 and State Road 1 on the north side of Brookville (facing south)

Following the stock market crash of 1929, the Great Depression took hold of America. The prices for agricultural products declined rapidly and farmers responded by producing more products. Many farmers could no longer afford to pay their mortgages and lost their land. In 1933, 5% of the nation's farms underwent mortgage foreclosures. The stifled economy also drastically reduced the quantity of goods and services bought and sold. Businesses failed. Banks closed. In the industrial sector, production stopped. Approximately 30,000 businesses nationwide closed. These closings and shutdowns led to a huge unemployment crisis. Nationally, unemployment reached a high of 25% in 1933, and hovered between 15% and 20% for the remainder of the 1930s.

Small, rural towns, like Brookville, were hardest hit. Total poverty was commonplace. The unemployed were usually evicted from their homes and left to wander around homeless or to live in poorly constructed shelters. Many committed suicide. The suicide rate in the U.S. rose 30% between 1928 and 1932. Brookville's population sagged to less than 2,150 people (1930 U.S.Census).

By 1933, the federal government had started programs that were designed to get people back to work building large-scale projects such as water and sewage treatment facilities, highways and public housing. Then the major federal welfare program, Works Progress Administration (WPA) was created in 1935. The main goal of the WPA was to provide a job for all able-bodied workers. The Indiana WPA began by July of that year, and by October, nearly 75,000 Hoosiers were on the work rolls.

The Cleveland, Cincinnati, Chicago, and St. Louis Railroad (a.k.a. "The Big Four"), which had been operating the former Whitewater Valley Railroad line through Brookville, was incorporated into the New York Central Railroad in 1930. In 1933, passenger service on the Brookville line was terminated and the Brookville Depot was closed. Freight service would remain until 1972. In 1974, a substantial washout between Brookville and Metamora closed that section of the track. Then, in 1974, a new, non-profit "Whitewater Valley Railroad" began weekend operations on the remaining track from about two miles east of Metamora to Connersville. They offer passenger excursions on those rails for pleasure still today. Since 1978, the Indiana and Ohio Railway has provided freight service on about 26 miles of rail from the Owens Corning Facility in Brookville south to Valley Junction Station, just west of Cincinnati, OH.

Owens Corning Facility at Cliff and 8th Streets.

After World War II, President Eisenhower envisioned the U.S. Interstate system. The primary local roads in the Whitewater Valley, U.S. 40, U.S. 50 and U.S. 52, were soon bypassed with the construction of I-70 and I-74. Just as the U.S. highway network had pulled commerce away from the railroads and canals in the early 1900s, the interstates pulled commerce away from the small towns into the major cities such as Indianapolis and Cincinnati. Therefore, towns in the Whitewater Valley such as Connersville, Brookville and Lawrenceburg have since remained smaller and less developed.

In 1974, after nearly ten years of construction, the U.S. Army Corp of Engineers completed the Brookville Dam and Reservoir, a flood control and recreation project. It has effectively ended the recurrence of damaging and deadly floods in the region. The dam, on the East Fork of the Whitewater River just north of Brookville, created a 5,260-acre reservoir providing opportunities for swimming, boating, hunting, fishing, camping, and other outdoor recreational opportunities. The maximum depth of the water is 140', with the average only 30'. The reservoir is managed by the Corps of Engineers and is leased to the Indiana Department of Natural Resources for recreation and wildlife management.

In still more recent history, Brookville has become locally famous for its annual "Canoefest" community festival, which "provides a venue for the public to better appreciate the natural resources of the community and to become future stewards of the environment."[5] There are talent contests for all ages, a beauty pageant, fireworks, as well as canoe and kayak races on the Whitewater River. In addition, there is the "Great Chicken Fry Off" where area cooks compete to prepare the best fried chicken.

In 2010, a new Guiness World Record was set in Brookville in conjunction with Canoefest for the largest amount of chicken served at one time – 1,645 pounds. Thirty area restaurants link together to form the "Chicken Trail" – a list of participating regional establishments that serve fried chicken. Furthermore, the streets of Brookville are

5 *Quotation from www.brookvillecanoefest.com*

Chicken sculptures around downtown.

Brookville Reservoir.

now adorned with 117 brightly painted chicken statues, which were originally installed in 2010 near the entrances to local businesses in order to promote the attempt at the world record.

While time and change have not completely bypassed the region, and the 21st Century is making its mark, the valley still retains a significant part of its architectural past and natural beauty. Likewise, the natural environment that has so intricately impacted this region can still be experienced. The Whitewater River and the Brookville Reservoir continue to provide many recreational opportunities for both residents and visitors. Modern urban sprawl has not impacted the Town, and the space between towns in the Whitewater Valley is still defined by rural and natural environments, recalling the experience one may have had in the 1840s while traveling on the canal or the Brookville Road.

Despite its close proximity to one of the largest metropolitan areas of the country, and due to its distance from the metropolitan center of Indiana, the Whitewater Valley has somehow escaped being highlighted as a premier tourist destination. Yet its role in the birth of the state and its contribution to the development of the country is a significant story to preserve and promote. The notable architecture, the number of State and National Historic sites designated here and the quantity of Indiana Historic Bureau historic markers in place testify to the importance of this area. These historic and natural resources should be conserved and protected.

BROOKVILLE CONTEXT FACT SHEET

Highlights of the physical conditions and current services provided in the Town of Brookville include:

- **PUBLIC FACILITIES -** Brookville is served by local police, fire, EMS, and EMA. They are a part of the Franklin County Public Library District (919 Main Street).

- **EDUCATION -** Brookville's public school system is run by Franklin County School Corporation. The facilities serving the community are Franklin County High School at 1 Wildcat Lane (grades 9-12); Brookville Middle School at 9092 Wildcat Lane (grades 5-8) and Brookville Elementary School at 10160 Oxford Pike (grades PK-5). Additional schools include St. Michael School at 275 High Street (grades K-8). Higher education opportunities are available within the region through institutions such as Miami-University-Oxford (16 miles in Oxford, OH); Ivy Tech Community College (approx. 20 miles in Batesville, IN); Miami University-Hamilton (25 miles in Hamilton, OH); Cincinnati State Technical and Community College (about 32 miles; Cincinnati, OH); University of Cincinnati-Main Campus (about 34 miles; Cincinnati, OH); Xavier University (about 35 miles; Cincinnati, OH); University of Cincinnati-Raymond Walters College (about 36 miles; Blue Ash, OH); and Northern Kentucky University (about 40 miles; Highland Heights, KY).

- **PUBLIC & PRIVATE UTILITIES -** Water and sanitary service is provided by Brookville Utilities. Electric service is provided by Duke Energy (Greensburg, IN office). Brookville currently has telephone/internet service through ETC (Enhanced Telecommunications Corporation), Verizon. Frontier is just beginning in the market.

- **RAIL SERVICE -** The Indiana & Ohio Railroad continues to serve the Owens Corning facility in Brookvilla via the old canal route south from Brookville to Valley Junction, Ohio.

- **AIR, LAND & WATER POLLUTION -** Brookville Air Quality Index (AQI) level in 2010 was 42.8. This is worse than the U.S. average of 32.0. Particulate Matter in 2010 was 13.1. This is worse than the U.S. average of 9.6. Closest monitor for these readings was 24.4 miles away from city center (source city-data.com/city/Brookville-Indiana). These air quality issues should be addressed on the regional scale.

- **PARK & RECREATION -** The Brookville Town Park is the signature public open space in the community and is located within Town limits along the East Fork of the Whitewater River. Franklin County Park is also adjacent to the southwestern boundary of the Town. Mounds State Recreational Area and Brookville Reservoir are located north of town. Finally, the Whitewater Canal Trail is planning to extend from Metamora through Brookville to the trail in the town park and connect to the trail that will run up the East side of Brookville Lake and connect with the Cardinal Greenway Trail in Richmond. It is also going from Metamoa to Laurel and up the west side of Brookville Lake. Portions of the trail have already been constructed.

- **CONSERVATION -** The town is surrounded by agricultural uses as well as the adjacent 5260-acre Brookville Reservoir and prime farmland soil. Stretching 17 miles from north to south, the reservoir is within 11,000 acres of preserved forest, wildlife habitats and wetlands. Additionally, a prime water resource, the Whitewater River, exists on the western edge of the town boundary and the "East Fork" of the Whitewater flows along the eastern side of town.

- **OTHER FACTORS -** Brookville is located within the Cincinnati Metropolitan Statistical Area with access to amenities by car. Hamilton, OH (population 60,690) is located roughly 25 minutes away and Cincinnati roughly 40 minutes by car.

Chapter 3

VISION, GOALS & STRATEGIES

CHAPTER SNAPSHOT:

This chapter provides the foundation for all future decisions regarding development in Brookville.

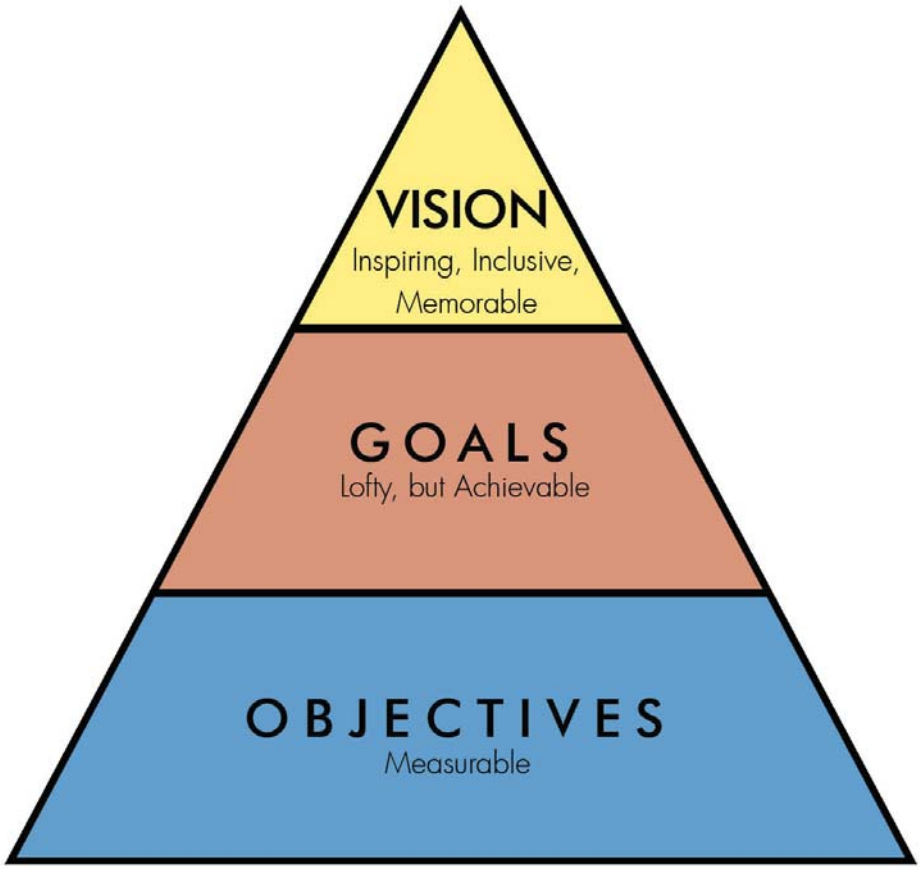
- Vision Statement
- Goals & Strategies

INTRODUCTION

The issues identified as part of the plan development and feedback process helped craft a vision for Brookville's future that provides the framework for the development of the Comprehensive Plan. This plan should be referenced not only when unforeseen circumstances arise to make sure new actions fit within the community's vision but also in regard to future development decisions.

It is crucial to understand the purpose of the vision statement, goals and objectives listed in this chapter. A vision is a broad statement which communicates where the town would like to be in the future. Goals, like vision statements, are broad in nature but provide some level of specificity which seeks to give purpose or define a set of results. Goals are lofty, but attainable within the planning horizon, typically 20 years or by 2035. Finally, plan objectives provide a level of specificity direction to each goal and are typically action oriented.

A series of action steps put the goals and objectives in motion and identify specific tasks, responsible parties, and the appropriate timeframes to complete each step. Action steps for the Brookville Comprehensive Plan can be found in ***Chapter 8: Strategic Action Plan.***



Plan pyramid highlighting vision, goals & objectives relative to breadth and detail.

BROOKVILLE'S VISION STATEMENT FOR 2035

Following is the vision statement that forms the foundation for the Brookville Comprehensive Plan:

> "The Town of Brookville seeks to be a family-friendly community, retaining its "Small Town" feel while promoting innovative new ideas. A **vibrant** and **healthy** community, Brookville offers an array of housing choices, safe neighborhoods, quality schools and small, locally owned businesses. Highlighting the unique historical, **cultural** and **environmental** context of the community, Brookville celebrates the Whitewater River Valley through recreational amenities and preserved natural environs, providing a range of activities and programs for both residents and visitors."

When unforeseen circumstances arise, the vision statement should be referenced to make sure new actions fit within the community's vision and are in line with plans for future development. The vision statement, goals and strategies were developed based on input from the Steering Committee, residents, business, and town officials. It represents the future desires and needs of the town.

PLAN GOALS - CRAFTING THE PLAN ELEMENTS

Four elements reinforce Brookville's vision and serve as the plan's overall goals. They express and reinforce the major concerns the Comprehensive Plan seeks to address and the issues raised by the broader community. These four plan elements include:

GROW: Land Use Strategies & Economic Development

Promote sustainable land use development patterns and support of economic development initiatives through quality design and development standards.

MOVE: Transportation and Mobility

Provide a complete transportation network, including an enhanced pedestrian / bike system and parking strategy that supports community connectivity and fosters growth.

LIVE: Community & Culture

Provide safe and attractive neighborhoods and a vibrant downtown that preserves the local character and connects to well-maintained recreational areas.

SERVE: Public Facilities & Programming

Support quality public facilities, including sustainable infrastructure development, educational opportunities, cultural arts, and community programming initiatives.

Each of these four plan elements, as well as specific objectives for each, are addressed and highlighted in the following plan chapters.

SECTION 2

plan elements & strategies

Brookville Indiana
COMPREHENSIVE PLAN

CHAPTER 4: PLAN ELEMENT: GROW
LAND USE STRATEGIES & ECONOMIC INVESTMENT

CHAPTER 5: PLAN ELEMENT: MOVE
TRANSPORTATION AND MOBILITY

CHAPTER 6: PLAN ELEMENT: LIVE
COMMUNITY AND CULTURE

CHAPTER 7: PLAN ELEMENT: SERVE
PUBLIC FACILITIES & PROGRAMMING

Chapter 4

PLAN ELEMENT:

grow

GROW: Land Use Strategies & Economic Investment

CHAPTER SNAPSHOT:

This chapter includes land use, economic development, and community character objectives.

- Future Land Use Plan
- Potential Growth Areas
- Community Character

PLAN ELEMENT | **GROW:** Land Use Strategies & Economic Investment

GOAL

Promote sustainable land use development patterns and support of economic development initiatives through quality design and development standards.

LAND USE OBJECTIVES

1. Future Land Use

- Promote planned and strategic growth that includes a broad mix of residential options, commercial uses, civic and institutional facilities, as well as integration of recreation and open space features.
- Provide for a variety of uses, densities and materials in the Central Business District (CBD).
- Allow for live-over-work lofts that provide housing choices for young professionals and families.
- Review/update code to allow for mixed-use development (such as first floor retail and office/residential above), particularly along the Main Street corridor.
- Develop senior housing options.
- Allow for and promote small business opportunities within the Main Street corridor.
- Develop a Hospitality District on the northside of town – lodging, dining, and other tourist amenities.

2. Potential Growth (Annexation) Areas

- Evaluate potential growth areas and prepare annexation study.
- Coordinate any future annexation plans and development with community service and facility providers to ensure adequate levels of service to the Town and new boundaries/growth areas.

ECONOMIC DEVELOPMENT OBJECTIVES

1. Programs

- Continue to maintain a Redevelopment Commission to aid in the facilitation of economic development.
- Continue to maintain a Tax Increment Financing (TIF) district to allow reinvestment in the downtown infrastructure.
- Create an incubator for small, locally-owned businesses that will continue to reinforce Brookville's small town atmosphere and character.
- Partner with state and other local agencies for grant programs.

- Develop and maintain a unified town website to promote local businesses, festivals, and special events.

2. Incentives

- Consider adopting an Economic Revitalization Area (ERA) - a tax abatement tool used to provide incentives for businesses to invest and create jobs in the community.
- Consider adopting an Economic Development Target Area.
- Establish a Riverfront Development District, which allows and controls additional liquor licenses to attract additional restaurants.
- Establish a Hospitality District.

DESIGN / COMMUNITY CHARACTER OBJECTIVES

1. Corridors

- Enhance main community corridors with streetscape amenities (ornamental lighting, banners, planters) along the following routes to improve walkability and enhance community image:
  - Main Street (US 52)
  - 4th Street/ St. Mary's Road (SR 252)
  - State Road 1
  - State Road 101
  - Mill Street / Fairfield Avenue
- Study alternatives to separate industrial thru-traffic from tourist/local traffic along the Main Street corridor.
- Provide multiple strategic parking areas along the Main Street corridor and the recreational corridors for visitors and local traffic.

2. Gateways

- Establish/create community gateways (through signage, monuments, landscaping, lighting etc.) at:
  - Butler/Metamora Road
  - St. Mary's Road/6th Street
  - Main Street (US 52) and 4th Street (SR 252)
  - US 52 at the southern town boundary
- Identify local neighborhoods and other districts (such as school campus area, Franklin County Park-Whitewater River (East Fork) area and downtown CBD) with secondary gateway signage as part of the comprehensive wayfinding and signage program.

3. Public Spaces (Courthouse Square, Street Festival, Fairgrounds, etc.)

- Encourage locally-owned restaurants and cafes to include sidewalk dining.

4. Connections

- Refer to trails and greenways section in Chapter 6, MOVE.

5. Design Standards

- Develop and use architectural and design guidelines to provide a unified streetscape design, maintain community identity and discourage development that distracts from the quality of life in Brookville.
- Provide adequate pedestrian amenities, including benches, signage, street trees, trash receptacles, and bicycle racks.

6. Housing

- Perform a thorough community housing inventory to identify properties with historical value and to identify buildings that need significant restoration or removal.
- Encourage development of infill parcels with new single-family, multi-family, and/or senior housing in compliance with design standards.

FUTURE LAND USE MAP

The future land use plan (map and accompanying text) provides local officials and decision makers with a tool to assist in making decisions and policies for attracting new growth and development. Locations of future land uses were based on the location criteria, public input, geographical limitations, and existing conditions.

In general, new development should reflect the surrounding area of neighborhood and provide appropriate transitions between densities and land uses. For example, a new industrial development should not be located in the middle of a residential area without providing a buffer or transition between these incompatible land uses. In addition to supporting areas of compatible adjacent land uses, new development should preserve and utilize the existing road and utility network and capitalize on under utilized and undeveloped land.

The future land use map is intended to be used as a guide when land use decisions are made. Some flexibility in the implementation is intentional to allow the town to respond to current market demands and community needs. Future land uses in areas that are already developed generally reflect existing development patterns while new areas respond to future desires. The exception is the desire to continue to strengthen the Main Street/downtown core with commercial and mixed-use development should changes to the existing land uses there occur.

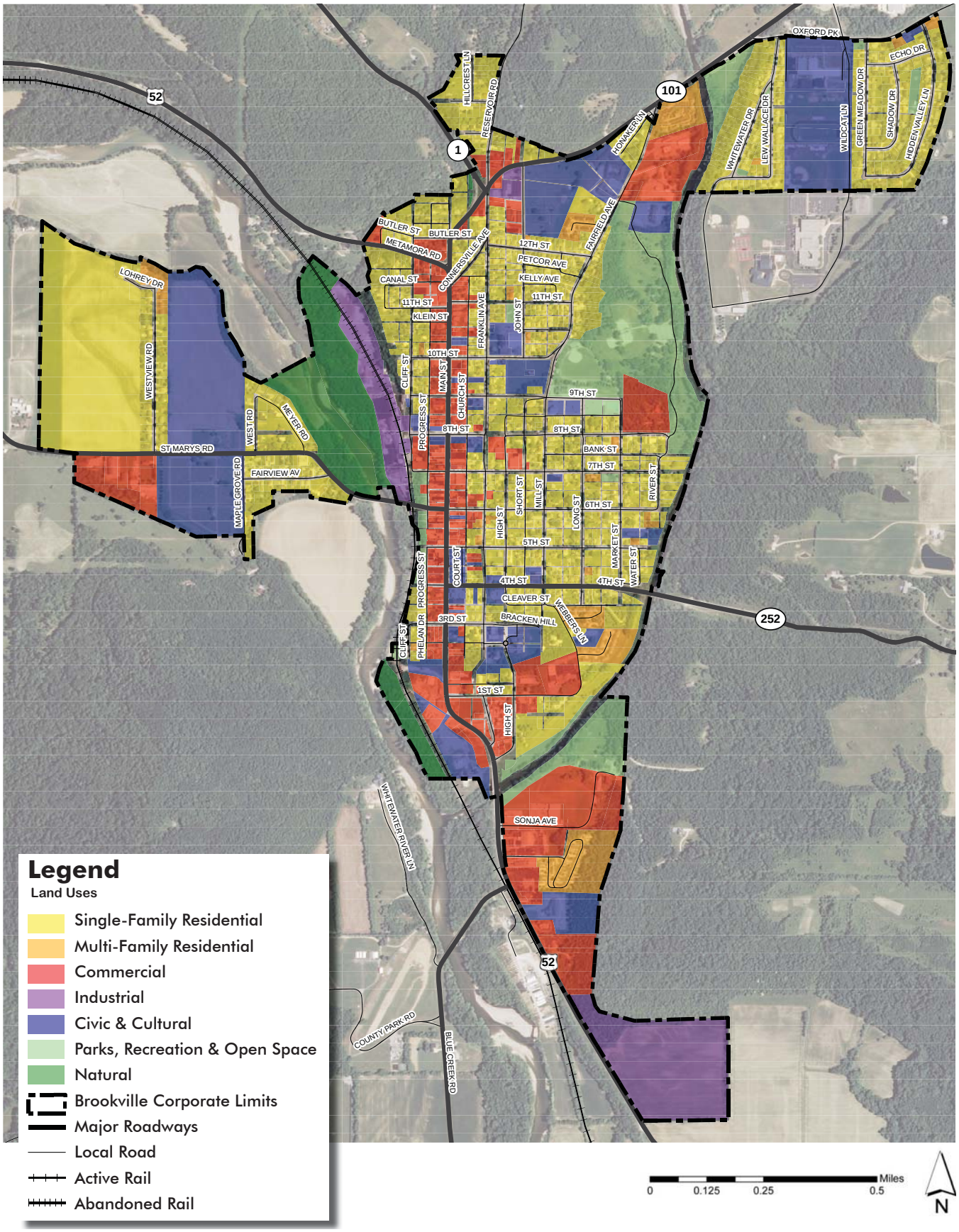
LAND USE DESCRIPTIONS

Each land use identified on the Future Land Use Map is described below. The Future Land Use Map does not create any land use controls. The descriptions below are intended to be general and broad to provide flexibility over the 20-year planning horizon. The following descriptions provide the intent of each land use category.

- **Single-Family Residential:** This category shows areas designated as single-family residential and is intended to provide suitable areas for detached residential homes. Lot sizes can vary from smaller lots on a traditional street grid (town core) to larger lots in subdivisions. This classification also encourages supported uses such as education or religious facilities.

- **Multi-Family Residential:** This land use provides areas for multi-family residential development which is commonly adjacent to the town's core. This could include duplexes, apartments or townhomes. Areas containing both yellow and orange color on a diagonal grid indicate that both single-family residential and multi-family residential development patterns are encouraged. This classification also encourages supported uses such as educational or religious facilities.

- **Commercial:** This is a broad land use category that includes developments that are intended to serve both the surrounding neighborhoods and the entire region. Commercial developments can include retail, offices, restaurants, and other service-oriented uses. Businesses may include downtown or suburban locations that are adjacent to roads that can accommodate greater volumes of vehicular traffic. The downtown commercial area along Main Street should be more of a mixed-use developed strategy with both commercial and other uses (such as residential uses on upper floors) to encourage a vibrant downtown core.


Legend
Land Uses
Single-Family Residential
Multi-Family Residential
Commercial
Industrial
Civic & Cultural
Parks, Recreation & Open Space
Natural
Brookville Corporate Limits
Major Roadways
Local Road
Active Rail
Abandoned Rail
Miles
0
0.125
0.25
0.5
N
52
101
1
252
OXFORD PK
ECHO DR
HILLCREST LN
RESERVOIR RD
HONAKER LN
WHITEWATER DR
LEW WALLACE DR
WILDCAT LN
GREEN MEADOW DR
SHADOW DR
HIDDEN VALLEY LN
BUTLER ST
METAMORA RD
CONNERSVILLE AVE
FAIRFIELD AVE
12TH ST
PETCOR AVE
KELLY AVE
CANAL ST
11TH ST
KLEIN ST
FRANKLIN AVE
JOHN ST
LOHREY DR
WESTVIEW RD
10TH ST
CLIFF ST
MAIN ST
CHURCH ST
9TH ST
PROGRESS ST
8TH ST
WEST RD
MEYER RD
ST MARYS RD
BANK ST
7TH ST
FAIRVIEW AV
MAPLE GROVE RD
SHORT ST
MILL ST
RIVER ST
LONG ST
6TH ST
HIGH ST
5TH ST
MARKET ST
WATER ST
COURT ST
4TH ST
CLEAVER ST
WEBBERS LN
3RD ST
BRACKEN HILL
PHELAN DR
1ST ST
SONJA AVE
WHITEWATER RIVER LN
COUNTY PARK RD
BLUE GREEK RD

- **Industrial:** These areas are suitable for manufacturing, warehousing, distribution, production, and technology based development. This can include both small and large scaled businesses as well as public or semi-public uses that are normally associated with industrial development. Light industrial areas are located near existing infrastructure or areas where infrastructure could be reasonably provided.

- **Civic & Cultural:** These institutional areas include local government, schools, and municipal utilities (cemeteries), museums or historical sites, as well as facilities that serve vital community services, such as the hospital, police and fire.

- **Parks, Recreation, & Open Space:** This land use category includes areas suitable for parks, recreation and open space. This can include public or semi-public uses such as parks and outdoor sports facilities.

- **Natural:** The purpose of areas designated as agricultural or natural is to provide for substantial acreage of contiguous farmland or areas in a natural state where little or no development has occurred. These areas primarily consist of agricultural uses and low density residential and are dominated by crop production, raising of livestock, fruit/vegetable production, pasture lands, and natural areas.

POTENTIAL GROWTH AREAS MAP

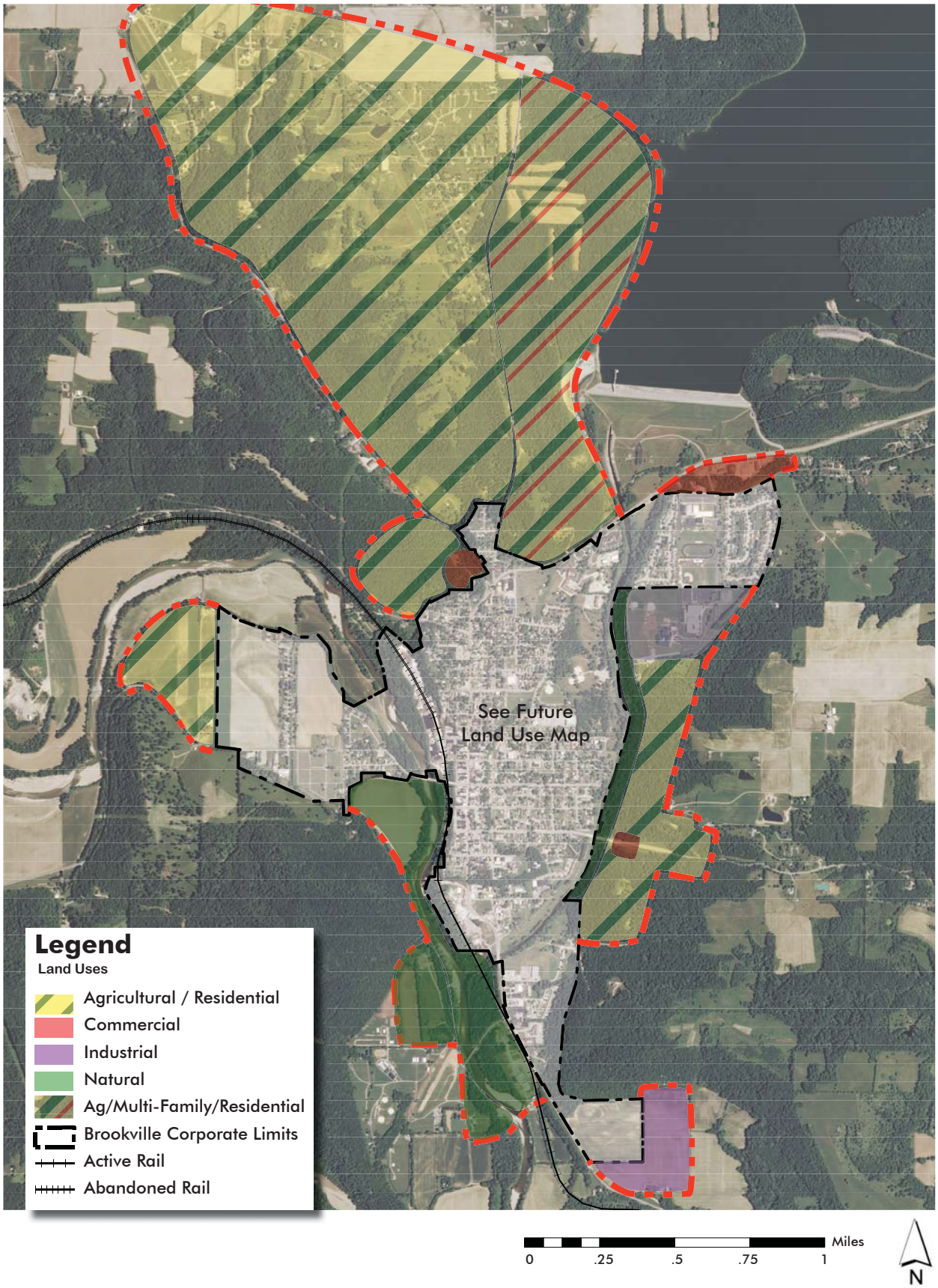
Brookville has identified some potential growth areas as shown on the Potential Growth Areas Map. These areas were identified due to proximity of land uses as well as provisions of existing municipal services. It is recognized that over time, the Town may need to grow and look at future areas to provide additional residential, commercial or other needs. Future plans for growth would have to be reviewed and analyzed in a separate Annexation Study that is independent of this planning effort.

COMMUNITY CHARACTER MAP

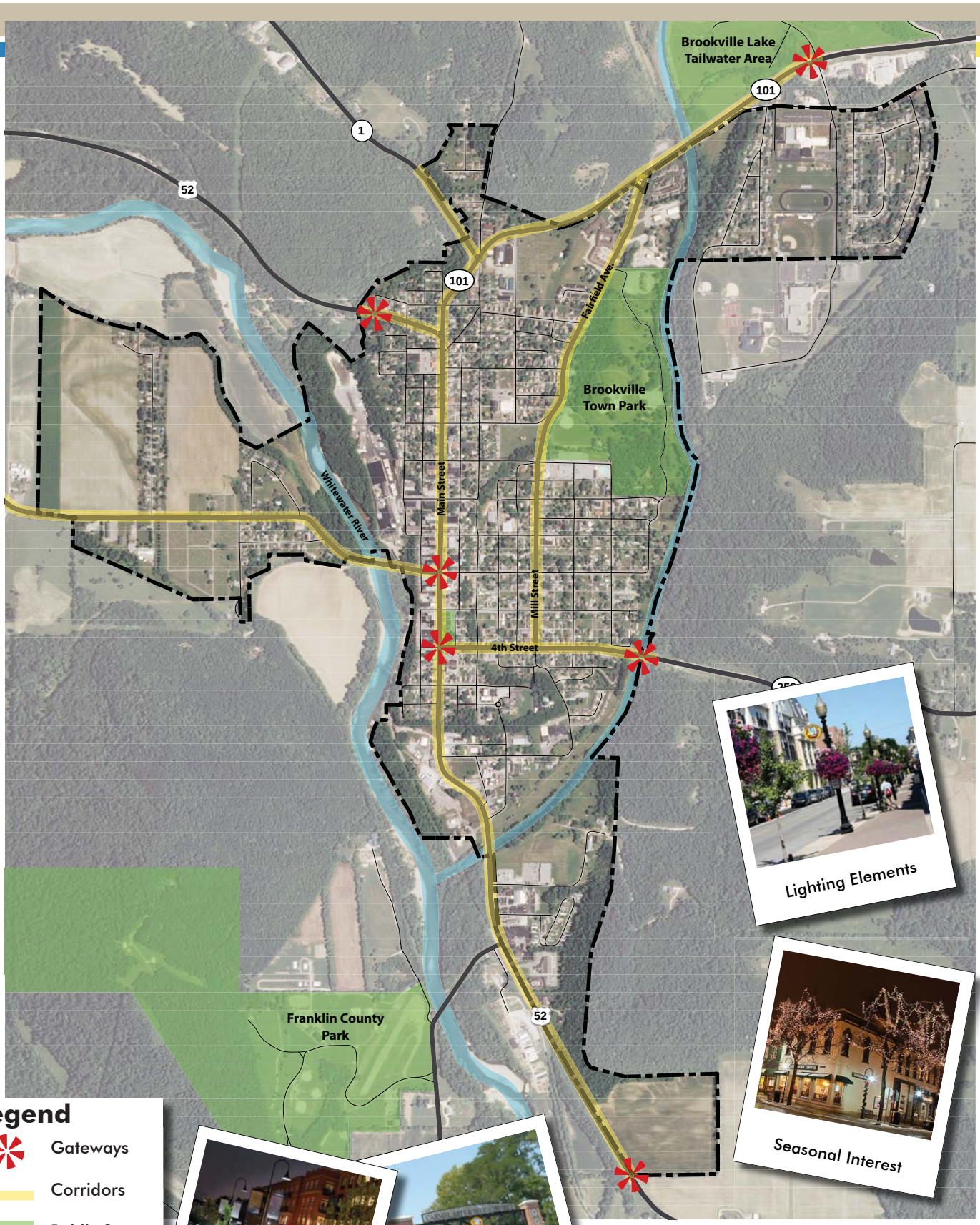
Placemaking embodies the movement to create more livable communities, identifiable character, and a higher quality of life. The process of place-making celebrates the uniqueness of a community and may include principles such as branding and image, gateways, building architecture, site design, billboards, architecture, transportation, and local land conservation initiatives. The identity of a community comes from its environment, tradition, and culture. A branding of that identity represents the pride of community members, and a promise made to visitors for what to expect when they arrive. In its simplest terms, the brand distinguishes a community in the marketplace. To do so effectively, a brand must be apparent in every facet of the community, including enhancement of corridors, gateways, and public spaces.

Gateways - Wayfinding signage and gateway enhancements creates a sense of welcoming and "place," it is fundamentally important within redevelopment areas. Gateways should offer visitors and residents alike a feeling of arrival and community. Primary gateways are the very first ones visitors see when they cross into the limits of a city and begin forming their impressions of it. As such, gateways can have deep meaning to a city's residents and visitors, as well as potential investors.

Because gateways inherently serve to better define a community – both in terms of a community's physical limits and its identity – the citizens of Brookville should experience an increased sense of livability as the elements are built out.



Potential Growth Areas



Lighting Elements

Seasonal Interest

Streetscape Elements

Gateway Elements

Legend

- Gateways
- Corridors
- Public Spaces
- Town Boundary

Corridor Enhancements - provide a unifying aesthetic for the major thoroughfares that traverse through the community. These enhancements typically include streetscape elements such as street trees, decorating paving, lighting, signals, pedestrian crosswalks, and wayfinding signage. Additional elements could include intersection bump-outs, roundabouts and planted medians that serve to not only elevate the visual design, but increase pedestrian safety through traffic calming.

Public Space Enhancements - the continued investment into the public spaces in and around Brookville should be a focus of future capital investments. The existing public spaces, such as the Brookville Town Park, Courthouse Square, Riverfront Trail, and the adjacent Brookville Reservoir, Tailwater Area, all serve as destinations and community landmarks for residents and visitors alike. It is important that these spaces continue to be maintained and enhanced with both physical upgrades as well as additional programming/ community oriented events. New spaces to facilitate a permanent home for the local farmers market as well as seasonal activities should be developed over time.

Chapter 5

PLAN ELEMENT:

move

MOVE: Transportation and Mobility

CHAPTER SNAPSHOT:

This chapter identifies various objectives for roadway improvement, bicycle and pedestrian projects, as well as corridor enhancements.

- Transportation & Mobility Map

PLAN ELEMENT | MOVE: Transportation & Mobility

GOAL

Provide a complete transportation network, including an enhanced pedestrian / bicycle system and parking strategy that supports community connectivity and fosters growth.

TRANSPORTATION OBJECTIVES

1. Function

- Encourage access for users of all ages and abilities and allow for connectivity throughout the community and region.
- Encourage a seasonal trolley to provide public transportation from downtown to Brookville Reservoir and other area points of interest.
- Encourage traffic calming measures to reinforce safety and a pedestrian-friendly, accessible environment.
- Establish a clear thoroughfare plan goal for Main Street and work with INDOT for upgrades that achieve this goal.
- Provide south access to school campus from 4th Street.
- Establish an improved route to Oldenburg.

2. Parking

- Perform a parking site study.
- Provide periodic (or several), off-street parking opportunities for recreational (tow) vehicles and other tourist traffic.

3. Signage

- Orient all users, including pedestrians and vehicles as well as local residents and tourists/visitors, to key destinations and public parking with comprehensive wayfinding signage program.

SCENIC BYWAY OBJECTIVES

1. US 52

- Designate scenic viewsheds and preservation areas along the Whitewater Canal Scenic Byway through Brookville.
- Provide a rest node adjacent to Main Street that connects to the larger community trail system.

TRAIL & GREENWAY OBJECTIVES

1. Bicycles & Pedestrians

- Create a master plan for a network of trails that connects the downtown, west side (Franklin County Park), Brookville Town Park, Franklin County High School/Brookville Middle & Elementary School, and other recreational areas, including the Whitewater Canal Trail and the Brookville Reservoir Trail Network.
- Seek partnerships for funding opportunities to construct and promote a community-wide trail system.
- Acquire CSX rail line if it ever becomes abandoned or available for a rail-trail extension project.
- Coordinate with the Whitewater Canal Trail (WWCT) trailheads and access points (Butlers Run, Tecumseh Landing, Clubhouse Center on Main Street).

RAIL OBJECTIVES

1. Potential Re-use

- Alignment to be evaluated for continued industrial use or opportunity for recreation corridor conversion.

TRANSPORTATION & MOBILITY MAP

The four transportation and mobility-related objectives (transportation, scenic byway, trail & greenway, and rail) are illustrated on the following map. These objectives work together to accomplish the "Move" plan element goal: "to provide a complete transportation network." Upgrades and improvements to existing roadways, new parking facilities, a seasonal trolley, improved and new multi-use trails, and new trailheads and viewsheds will each contribute to relieving traffic congestion, improving pedestrian access for residents and tourists alike, and enhancing connectivity throughout the community.

These transportation projects should be coordinated with the Franklin County Transportation Plan where appropriate. For traffic count and roadway functional classification specifics please refer to the Existing Functional Class Map in Appendix A.

ROAD IMPROVEMENTS

Oldenburg Route Improvement – The 2001 Franklin County Comprehensive Plan notes that the "widely accepted route" for the trip from Brookville to Batesville is via St. Mary's road through Oldenburg. It recommends that traffic studies be performed to determine the demand for improvements to this corridor. Presently, it takes approximately 32 minutes to travel the 15.7 miles along St. Mary's Road from Brookville to Oldenburg. The straight-line distance is just 11.7 miles. Brookville, Metamora and Oldenburg are linked together as three communities that "have reinvented what it means to be a small town with rural charm and recreational opportunities" (see www.franklincountyin.com). Tourists who desire to experience these three towns would benefit by an improved route from Brookville to Oldenburg and, in turn, the towns would benefit. This Plan also encourages further study of the need for improvements to this corridor, although such a project would fall completely outside Brookville's jurisdiction.

Main Street/INDOT project – The 2001 Franklin County Comprehensive Plan states that "the greatest benefit for traffic movement on US52/State Highway 1 (Main Street) through downtown Brookville will be improvements of how well the signalized intersections function." There are currently four such intersections along Main Street in the downtown area: Metamora Road (where U.S. 52 leaves Main Street at the north end of town), 6th Street, 5th Street, and 4th Street. The plan recommends that the three signals at 6th Street, 5th Street, and 4th Street be timed to allow traffic to flow properly and to ensure that intersections do not become blocked.

One of the potential solutions offered at a public meeting during the planning process for this Comprehensive Plan was to re-route either the north or south-bound traffic onto an adjacent street, making the two involved roads each "one way" in opposite directions. While this "dual one-way" solution does seem to have some benefits – doubling the traffic volume capacity and increasing on-street parking, it also has its drawbacks – concerns about the impact this would have on the existing businesses along Main Street as well as impacts to the character of the street(s) affected by this one-way pair designation.

This Comprehensive Plan therefore recommends that a thorough traffic study be performed, accurately assessing the perceived problems with the current road design, and exploring the costs and benefits of all alternative solutions. This study would need to be a joint-effort of the Town, the County, and INDOT so that the best solution, one that addresses all the challenges faced, can be discovered and implemented.

School Campus to 4th Street Connection – Another source of regular traffic congestion is at the State Road 101 entrance into the three public schools at the northeast corner of Brookville. A connecting link from the south edge of the school campus south to 4th Street / State Road 252 east of the "East Fork" of the Whitewater River would help alleviate this problem by providing an alternative route for employees, students and parents to drive to classes and events. The exact route of this connection requires further study, but this plan recommends that a study be executed and a route constructed if at all feasible.

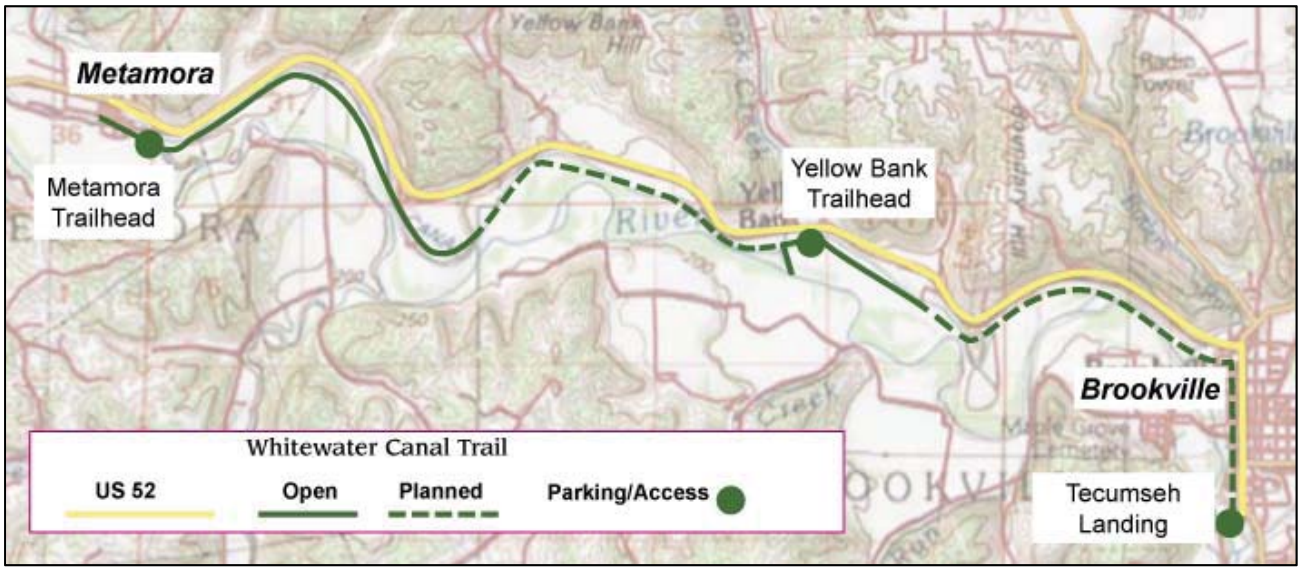
TRAIL IMPROVEMENTS

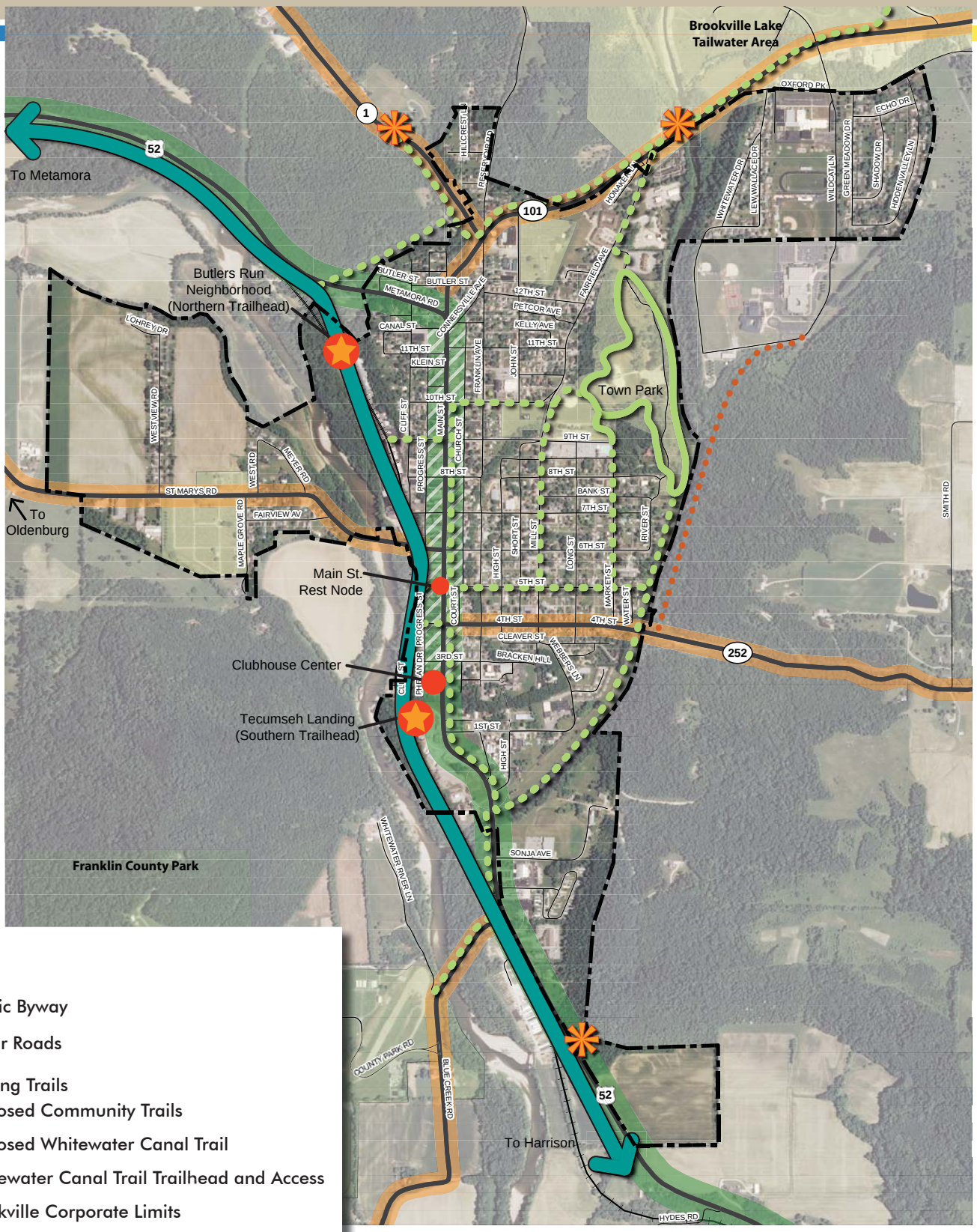
A comprehensive Brookville Trails & Greenways System Master Plan should be developed for the town that includes analysis of connectivity between community destination, resources and neighborhoods. This plan should identify future connection routes, access points as well as design standards for the bicycle and pedestrian network in Brookville. Included in the Trails & Greenways System Master Plan should be the three multi-use regional trails in and around Brookville that are currently in various stages of development:

Whiteswater Canal Trail – When the trail is completed, this will be an eight-mile trail from Brookville to Metamora. Two sections of the proposed trail are open and accessible. Access to these sections is at the "Yellow Bank Trailhead" (about midway between Brookville and Metamora) and in Metamora. A third trailhead, "Tecumseh Landing" has been established at the south end of Brookville near the old Visitor's Center.

Brookville Lake Trail Network – this extensive network of trails around the reservoir provides over 35 miles of trails in varying difficulty and length. The southern end of the lake is encompassed by five trail segments: Wolf Creek Trail, Woodland Trail, Scenic Trail, Eagle Trail, and Bonwell Trail.

Brookville Park Trail – this recently-completed paved trail loop nearly surrounds the entire town park, offering approximately 1.3 miles of paved trail for easy walking, running, or biking, much of which is along the peaceful banks of the river's East Fork




Brookville Lake
Tailwater Area
To Metamora
Butlers Run
Neighborhood
(Northern Trailhead)
Town Park
To
Oldenburg
Main St.
Rest Node
Clubhouse Center
Tecumseh Landing
(Southern Trailhead)
Franklin County Park
To Harrison
52
1
101
252
BUTLER ST
METAMORA RD
CANAL ST
LOHREY DR
WESTVIEW RD
WEST RD
MEYER RD
ST MARYS RD
FAIRVIEW AV
MAPLE GROVE RD
CONNERSVILLE AVE
FRANKLIN AVE
JOHN ST
CUFF ST
MAIN ST
CHURCH ST
PROGRESS ST
COURT ST
GILLIES ST
BRANDIN DR
HILLCREST LN
RESERVE DR
HONAKER LN
FAIRFIELD AVE
PETCOR AVE
KELLY AVE
KLEIN ST
12TH ST
11TH ST
10TH ST
9TH ST
8TH ST
7TH ST
6TH ST
5TH ST
4TH ST
3RD ST
1ST ST
BANK ST
SHORT ST
MILL ST
LONG ST
HIGH ST
MARKET ST
WATER ST
RIVER ST
CLEAVER ST
BRACKEN HILL
WEBBERS LN
SONJA AVE
WHITEWATER RIVER LN
COUNTY PARK RD
BLUE CREEK RD
HYDES RD
SMITH RD
OXFORD PK
ECHO DR
WHITEWATER DR
LEW WALLACE DR
WILDCAT LN
GREEN MEADOW DR
SHADOW DR
HIDDEN VALLEY LN
Legend
Scenic Byway
Major Roads
Existing Trails
Proposed Community Trails
Proposed Whitewater Canal Trail
Whitewater Canal Trail Trailhead and Access
Brookville Corporate Limits
Trailhead / Parking
Park & Recreation Areas
Downtown Special Treatment Areas
Potential Connection - 4th Street to School Campus
Miles
0
0.125
0.25
0.5
N

These trail networks are completely independent of one another, yet Brookville is their common link. This plan recommends that as part of the creation of the Trail & Greenway System Master Plan, connector trails be identified that will tie these three community trails together into a congruent and pleasurable trail experience for locals and visitors alike. The proposed connecting trail route(s) shown on the Map below is approximate, as exact route and location of the trail segments shall be determined during the trail master planning phase.

This plan also recommends that a downtown trail loop be included as part of the community's comprehensive Trail & Greenway System Master Plan that connects the two forks of the Whitewater River and serve as the backbone of arts and culture, recreation, and historic district connectivity. This trail route will also link together many of the various historic sites and buildings throughout the Town, raising public awareness and accessibility to these treasured properties. The proposed trail route shown on the Map below is approximate. The exact route and location of the trail shall be determined during the trail master planning phase.

Finally, the Plan recommends that at least three trailheads be constructed at strategic locations near the edges of the Town to provide parking, trail access, public restrooms, bike racks, and other appropriate amenities. Locations shown on the map are approximate. Final locations shall be determined during the trail master planning phase.

Chapter 6

PLAN ELEMENT:

live

LIVE: Community & Culture

CHAPTER SNAPSHOT:

This chapter identifies various objectives for a variety of community needs, including neighborhoods, tourism, recreation, and culture.

- Neighborhood & Districts
- Recreation & Historical Features

PLAN ELEMENT | **LIVE**: Community & Culture

GOAL

Provide safe and attractive neighborhoods and a vibrant downtown that preserves the local character and connects to well-maintained recreational areas.

NEIGHBORHOOD OBJECTIVES

1. Housing

- Encourage condominiums and single-family housing in appropriate areas that provide a range of housing prices and options.
- Remove barriers that may deter residential development in the downtown/core area to allow for mixed-use development opportunities.
- Preserve the rural lifestyle while accommodating new residential growth opportunities.

2. Home Ownership

- Provide educational efforts for neighborhood groups to learn and get resources for property maintenance, property standards, enforcement procedures, and zoning.
- Strengthen compliance with code enforcement.

TOURISM OBJECTIVES

1. Main Street

- Study alternatives to preserve the Main Street corridor for tourist/local commercial opportunities by separating industrial thru-traffic from tourist/local traffic.
- Work with INDOT to preserve on-street parking in the Main Street corridor.
- Provide periodic (or several), off-street parking opportunities for recreational (tow) vehicles and other tourist traffic.
- Emphasize and preserve the variety of historic sites along the Main Street corridor – particularly those within the Brookville Historic District (NRHP, 1975) including the library, courthouse, etc.

2. Reservoir

- Take advantage of seasonal tourism to the Brookville Reservoir by creating a Hospitality District that provides services and amenities for those visitors, including supplies, lodging, restaurants, shopping, etc.

3. Parking Facility

- Establish parking facilities for tourists that accommodate trailers/boats and connect these facilities to key community destinations, such as the downtown/Main Street Historic District and trail system.

4. Farmers Market

- Enhance the existing Brookville Farmers Market with a permanent facility in the "community courtyard" space downtown. This would include a covered pavilion, electric/water access, entertainment area to further showcase local agriculture and crafts, and promote agricultural and artisan tourism in the community (This would relocate the existing farmers market that operated during the 2014 season from 3:30-7:00 Fridays in Noble Boys Variety Store Parking Lot).

RECREATION & OPEN SPACE OBJECTIVES

1. Parks & Recreation: Open Space

- Create and maintain Town Parks and Recreation Board.
- Create a Five-Year Parks and Recreation Master Plan as outlined by the Indiana Department of Natural Resources in order to determine future enhancements and programs for existing recreation areas and become eligible for grants and other funding/resources.
- Take advantage of the floodplain and Whitewater River by creating/expanding parks for recreation and entertainment.
- Establish a unified website for promoting recreational programs.
- Continue to identify grants and secure alternative funding for the acquisition and development of parks, open space and trail segments and other recreational amenities in the community.

2. Parks & Recreation: Facilities

- Continue to provide reinvestment in the current parks through funding of facility improvements and upgrades.
- Enhance streetscape around courthouse to serve as alternative "community courtyard" for community gatherings, farmers markets, etc., within the downtown area.

- Evaluate the need for a multi-purpose community or recreational center to serve all age groups and identify area to develop this facility (example: YMCA or similar).

3. Activities & Programming

- Encourage an active lifestyle for residents and visitors through public outdoor recreational opportunities, including engagement of river activities.

HISTORICAL & CULTURAL OBJECTIVES

1. River

- Capitalize on the Whitewater River and historic canal as an opportunity to further expand tourism programming.

2. Sites

- Develop interpretive and informational materials to promote the Town's historic sites, heritage and cultural resources (self-guided walking brochures, physical "historical cultural trail" or markers).
- Provide additional access (vista/overlook) to the Whitewater River from downtown core via a safe access across the Indiana and Ohio Railroad track (example: pedestrian bridge/boardwalk) in addition to the existing access along Progress Street.

3. Preservation

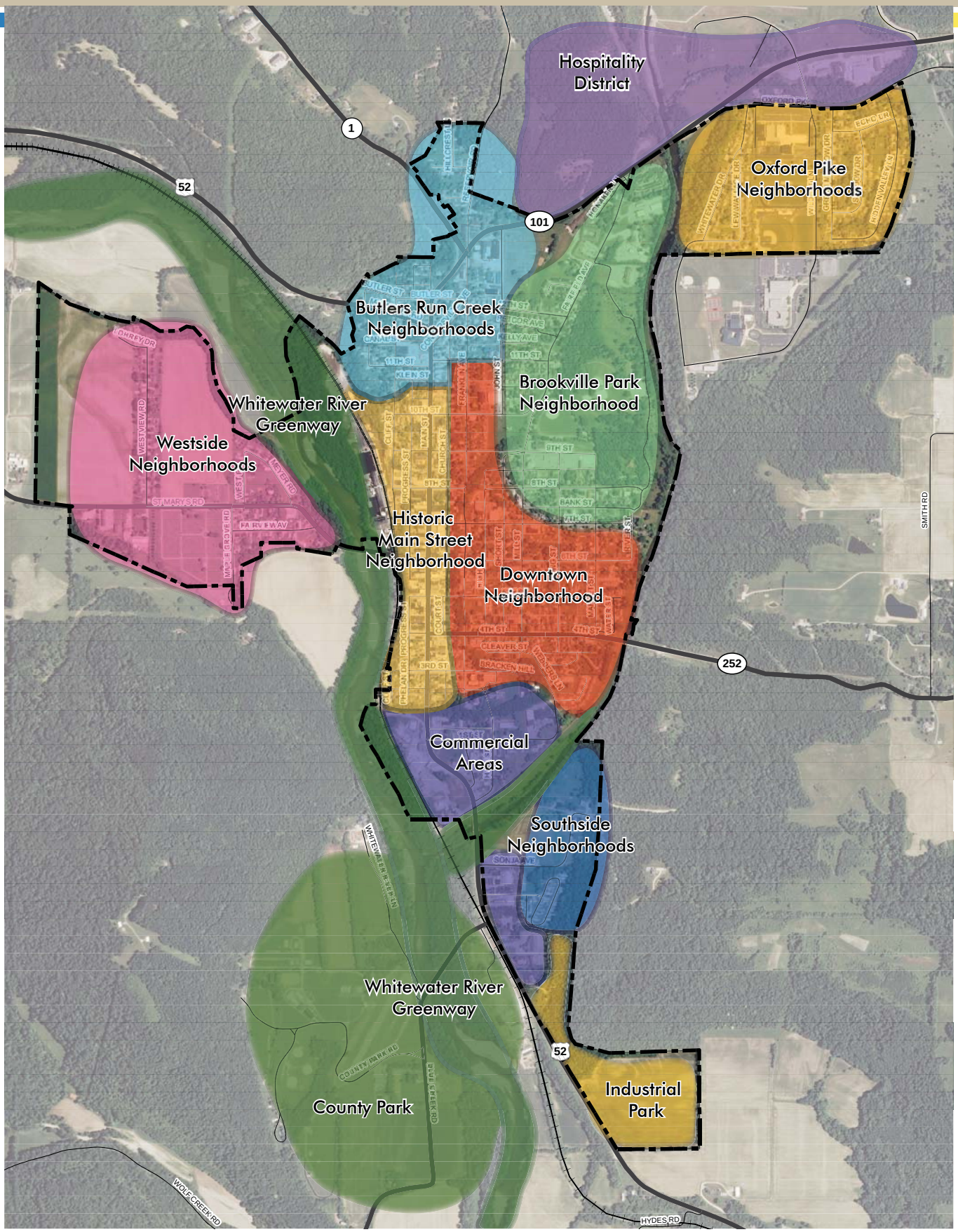
- Establish Main Street grant program to assist with historic preservation initiatives.
- Promote the preservation of any identified historical site(s) or properties.
- Promote the preservation of the significant environmental features.
- Promote preservation and re-use opportunities, such as the existing Valley House structure.

NEIGHBORHOOD & DISTRICTS MAP

Understanding the dynamics of the community is often best done at the neighborhood or district level. For the purpose of this study, several neighborhoods have been identified. While these are not intended to operate as independent Home Owner Associations or districts, they do tend to have their own set of needs in terms of economic development, code enforcement or transportation demands. Special study areas - or small area plans - should be developed for these identified neighborhood areas as appropriate to determine if there are more site-specific (parcel level) development potential, code enforcement challenges or other community services that need to be addressed at this local level.

RECREATION & HISTORICAL FEATURES MAP

The two other community and culture-related objectives (recreation, and historical & cultural) are illustrated on the following map. These objectives work together to accomplish the "Live" plan element goal: "to provide safe and attractive neighborhoods and a vibrant downtown" by recommending upgrades and improvements to existing parks, park facilities, community programs, tourism programs, and preservation initiatives. Together, these objectives will encourage youth involvement in the community, advertise and preserve the rich history of the Town, promote healthy lifestyles, and inspire additional outdoor community activities in order to take advantage of the natural beauty and other community resources.



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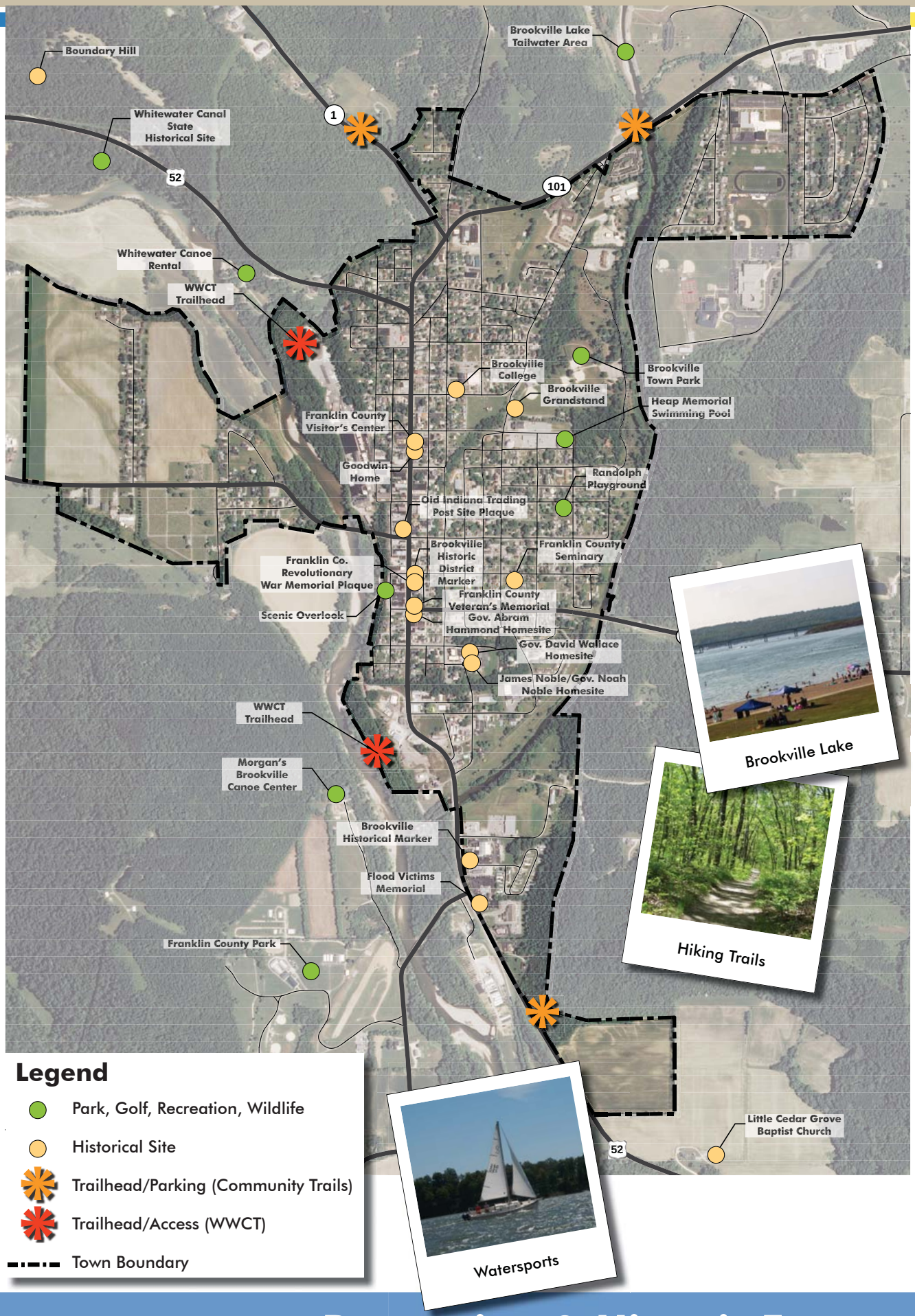


Recreation & Historic Features

Chapter 7

PLAN ELEMENT:

serve

SERVE: Public Facilities & Programming

CHAPTER SNAPSHOT:

This chapter includes an inventory of utilities and facilities and examines how they coordinate with future growth patterns.

- Community Facilities Map

PLAN ELEMENT | **SERVE:** Public Facilities & Programming

GOAL

Support quality public facilities, including sustainable infrastructure development, education opportunities, cultural arts, and community programming initiatives.

COMMUNITY FACILITIES OBJECTIVES

1. Schools

- Continue to maintain a high level of educational facilities, fostering lifelong learning opportunities.
- Provide connection from school district to the Brookville Town Trail system.

2. Other Community Facilities

- Perform a Feasibility Study for a new community/youth center.

INFRASTRUCTURE & FACILITIES OBJECTIVES

1. Utilities

- Continue to implement long-term capital improvement program for public utilitiy and facilities upgrades and replacement.

2. Technology

- Create centralized free wi-fi in downtown historic district.
- Enhance existing infrastructure with high-speed internet and expanded cell service programs.

3. Public Services

- Provide efficient, visible emergency service presence in the community, including fire, police and EMS to provide timely and appropriate response.

4. Environmental Stewardship / Sustainable Development

- Consider use of sustainable stormwater management measures in public infrastructure, including use of stormwater bioswales, pervious pavements and use of native plantings.

- Promote recycling programs through a community outreach on techniques, education, and establishment of a recycling program.

PROGRAMMING & COMMUNITY INTERACTION OBJECTIVES

1. Continuing Education & Workforce Development

- Evaluate post-secondary educational opportunities through partnerships with local trade/vocational programs, satellite community colleges that support workforce attraction and retention in Brookville.
- Promote and encourage opportunities for lifelong learning.

2. Communication & Programming

- Increase marketing and educational materials/campaign through new branding and updated Town website and other social media presence (such as Facebook) to better promote services to residents and visitors. Utilize website to promote local businesses, festivals, and special events.
- Promote youth involvement through programming and activity.
- Support local agencies and organizations that provide services to elderly or at-risk populations.
- Support existing community-wide festivals and activities (Franklin County Fair, Canoefest, Farmers Market, Relay for Life, Fallfest, etc.).
- Create opportunities for community interaction through block parties, neighborhood clean-up events, "First Fridays" or other similar programs that engage residents and visitors.
- Continue to strengthen inter-governmental coordination with Franklin County, INDOT and other agencies to assist in realizing mutual objectives and address issues, such as traffic and planning, that overlap jurisdictions.

3. Arts & Culture

- The Hermitage is a long-time local art gallery. They have visiting artists from the entire state and beyond. Many paintings are displayed there and it should continue to be a local art resource.
- Establish a seasonal/temporary public art program around downtown (for display along key community corridors) that highlight local artists and the local community.
- Provide an opportunity for a community history exhibit and/or museum.

4. Main Street Organization

- Offer incentives for rehabilitation of historic properties.
- Utilize the Main Street Organization as champion for promotion of Town events and programming.

COMMUNITY FACILITIES MAP

The three public facilities and programming-related objectives (community facilities, infrastructure, and programming and community interaction) work together to accomplish the "Serve" plan element goal: "to support quality public facilities." New projects including a museum of local history, art gallery, community/youth center and a college and/or trade school, investments in public utilities and technology-availability improvements, implementation of sustainable stormwater management measures and recycling programs, incentives for historic property rehabilitation/preservation, along with improved public awareness of existing community activities such as Canoefest and the Farmers Market will each help beautify the community, educate and protect her young people, sustain her historical assets, and support the local economy.

The following map highlights the existing community-oriented facilities in and around Brookville, including locations of emergency services, hotels, churches, parks, and schools. For additional information, please refer to the Existing Cultural and Recreational Areas Map in Appendix A.

UTILITIES SERVICE AREA MAP

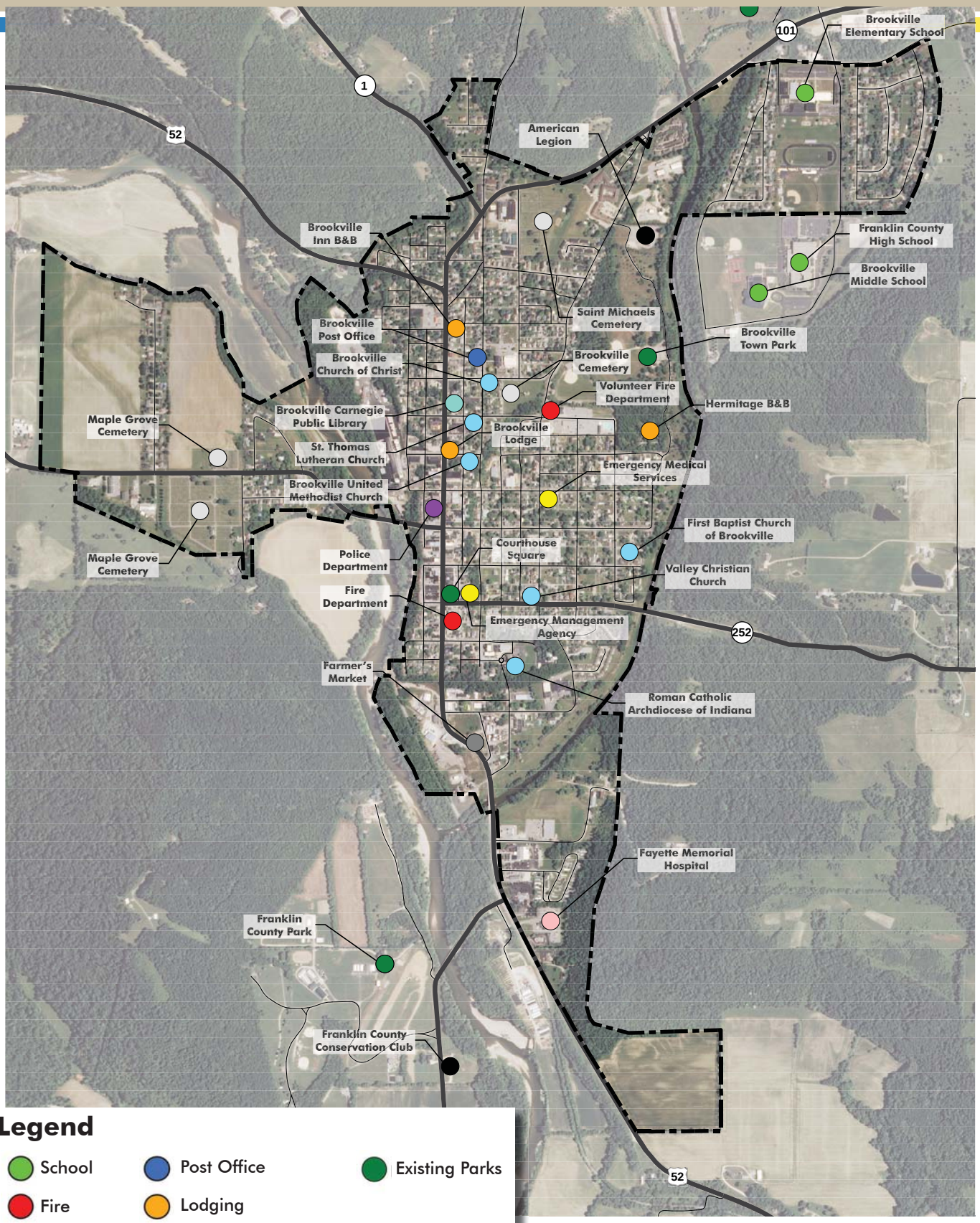
Waste Water Treatment – The Brookville WWTP is located at 100 Main Street (US 52 & SR 1), in the Town of Brookville (Franklin County, Indiana) immediately north of the East Fork of the Whitewater River. Most of the plant's current facilities were part of the 1990 WWTP upgrade project that expanded the plant average day design capacity from 0.600 MGD to 0.702 MGD. The WWTP is in good condition and well maintained by Mr. Kurt Riedman, Utility Superintendent and his staff. The plant's components include the following:

- Headworks with comminutor and manual bypass bar rack
- Influent pump station (duplex pumps) and influent flow meter
- (1) 3-channel Oxidation ditch
- (2) Final clarifiers
- RAS/WAS pumping station
- U.V. disinfection (low pressure/low intensity; manual cleaning)
- Effluent flow meter
- Discharge to East Fork Whitewater River
- (2) Aerobic digesters (converted from existing primary clarifier and anaerobic digester)
- Liquid sludge disposal

In 2005, the plant was upgraded with the following components:

- New mechanical fine screen and screening compactor and bypass channel sewage grinder
- Replace U.V. disinfection system (low pressure/high intensity; automatic cleaning)
- New sludge dewatering equipment (belt filter press) and Sludge Dewatering Building
- Dewatered sludge cake disposal to landfill

Water System – Brookville drinking water is supplied from three wells located north of the Water Treatment Plant which is just east of the Owens Corning plant at the southwest corner of 9th Street and Cliff Street. The wells average 128ft in depth. The WTP produces 250,000 GPD (AVDP) and has a 1MGPD capacity. There are two ground storage tanks, each capable of storing 250,000 gallons of water. One is on Wildcat Lane near the high school, and the other is near Brookville Reservoir off Reservoir Road. Average use in March 2014 was 375,000 GPD.



Legend

- School
- Fire
- Police
- Hospital
- Church
- Cemetery
- Post Office
- Lodging
- Merchant
- Club
- Disaster Preparedness
- Library
- Existing Parks

0 0.125 0.25 0.5 Miles

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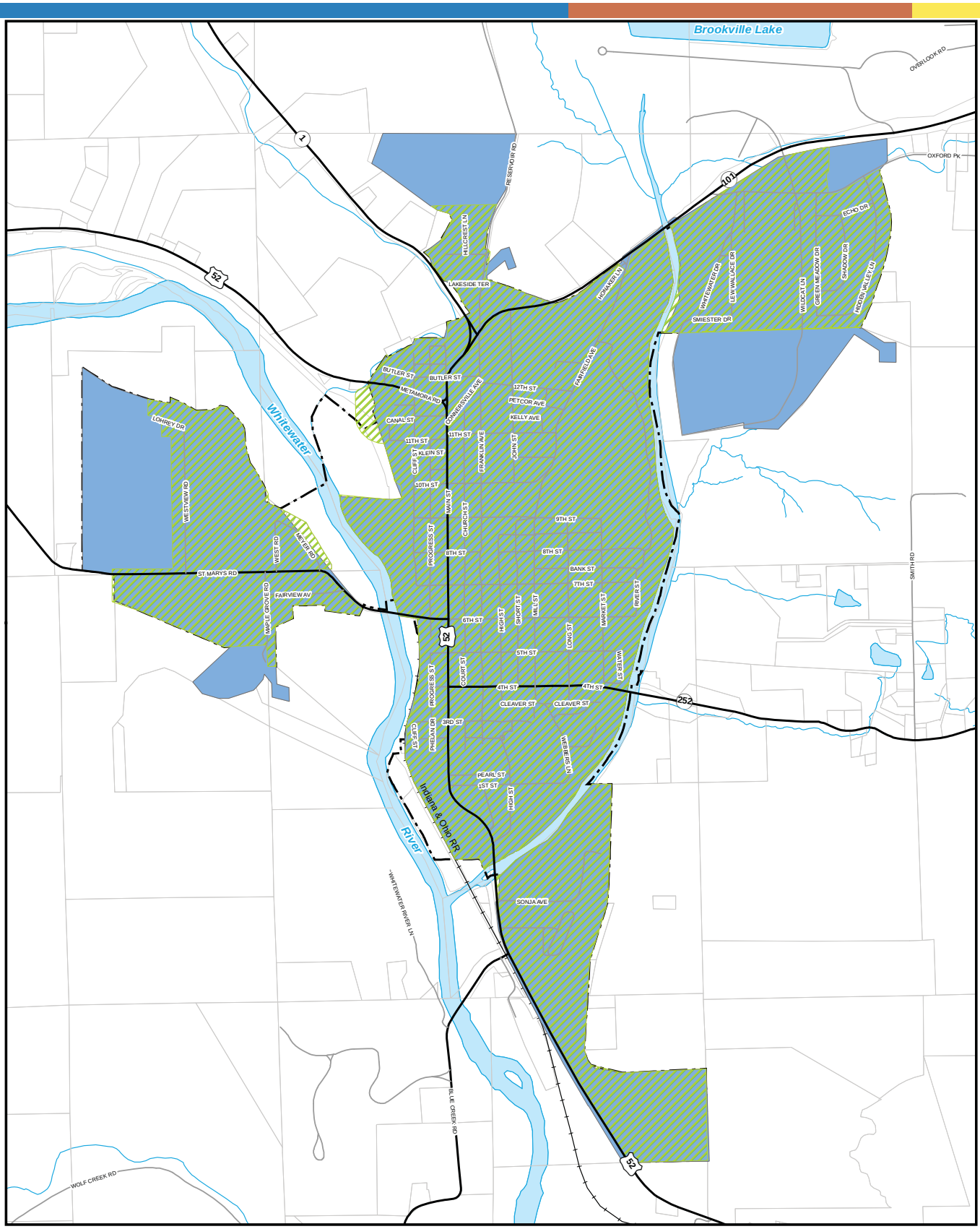


Legend

- Corporate Limit
- Railroads
- Highway
- Other Road
- Parcel Boundary
- Stream or Ditch
- River or Lake
- Water System Service Area
- Sewer System Service Area

Existing Sewer & Water System Boundary Map
Brookville, Indiana

N W E S

0 750 1,500 3,000 Feet

Brookville Indiana COMPREHENSIVE PLAN

GRW engineering | architecture | geospatial
www.grwinc.com

SECTION 3

implementing the plan

Brookville Indiana
COMPREHENSIVE PLAN

CHAPTER 8: STRATEGIC ACTION PLAN

CHAPTER 9: TOOLS, PROGRAMS, & FUNDING

Chapter 8

STRATEGIC ACTION PLAN

CHAPTER SNAPSHOT:

This chapter is used to identify and prioritize tasks necessary to accomplish the plan's overall vision, goals and strategies.

- Project Timeline
- Action Step Tables

STRATEGIC ACTION PLAN INTRODUCTION

Completing this planning process for the Brookville Comprehensive Plan is not the end of this effort; rather, it marks a starting point for achieving Brookville's long-term vision as the town begins implementation of the plan's action steps. A comprehensive plan must first provide a vision and direction for the town but the plan must also outline clear steps on how to make this plan a reality. The vision and plan elements detailed in Sections 1 and 2 provide guidance for future decisions, policies and overall intent. This chapter serves as the "roadmap" for how to get there. The strategic action plan included in this chapter should be viewed as a tool that translates the vision and plan elements into actionable steps.

IMPLEMENTATION OVERVIEW

This plan calls for commitments by numerous public and private sector entities. It is a strategic action plan intended to provide an overall direction through various immediate, short-term, mid-term, and long-term action steps. The action steps seek to balance the priorities of the town while allowing for immediate and noticeable progress through the completing of short-term projects. If those charged with implementing the recommendations of this plan are diligent in identifying and removing barriers to success, the opportunity to realize the vision will be greatly enhanced. Multiple programs and tools are outlined in this chapter. These provide an overview of funding programs and various means of implementing this plan. While the vision and goals are the heart of a long range plan such as this, equal focus must be placed on ensuring that the community's vision becomes reality.

Completion Timeline

Many factors can influence the completion timeline for action steps, such as the current economic environment, staffing levels and funding. If unexpected funding or additional staffing becomes available, action steps can be started and/or completed before the specified timeline. Also, conditions may change that require this timeline to be altered, modified or changed. The timeline and action steps should be evaluated annually (at a minimum) and are intended to be flexible in order to respond to the ever-changing local needs and demands placed on the town. The timeline with all of the action steps is shown on page 72.

Action Step Tables

The Action Step Tables provide more detail for the ***Immediate and Short-Term Action Steps*** identified by the plan. Each of those action steps are presented in a standard format so that each can be easily understood, referenced and revised over time. These action steps should be evaluated and progress should be monitored at least annually. As priorities shift or development occurs, action steps can be re-evaluated, revised and changed. The following descriptions explain the content of the action step tables.

> *Tasks:* Detail what must be accomplished to achieve the greater vision. They are paired with an appropriate timeframe for completion. They are aggressive, but achievable.

Description: Intended to further explain the tasks by providing details and other information to explain the intended result.

Responsible Party(ies) & Partners: While the Plan Commission or Town Council is ultimately responsible for the successful implementation of this plan, some tasks will be most successful if implemented by (or in partnership) with others. The responsible party / parties should always be a high-level champion who reinforces the purpose and intent of the plan, takes responsibility for implementing specific action items, and monitors the progress of the task.

Potential Funding Source(s): Although it is not exhaustive, a list of potential funding sources has been provided for each task as a starting point. Many funding sources will vary over time and be influenced by the number and type of parties involved. The general fund is also typically listed because many federal or state grant programs require a local match. Each funding source is explained later in Chapter 9: Programs, Tools & Funding Opportunities.

Other Resources: Often includes human capital (i.e. manpower, or labor) from volunteers; donated supplies, materials, equipment, or coverage by the media. They also include professionals who have been hired by the town due to their expert knowledge in a particular area.

Start-Up: Not all projects can begin at once. The start-up of a given task will occur in the immediate, short-, mid-, or long-term future. Immediate is identified as 2015, short-time typically means between one to four years (i.e. 2016 – 2019), mid-term between five to ten years (i.e. 2020 – 2025), and long-term between eleven to twenty years (i.e. 2026 – 2035). A task that is entirely dependent upon the successful completion of another task would fall outside of these start-up time frames. Start-up timing for these tasks is described in more detail in their respective tables. Tasks are prioritized in terms of start-up based on the priority of the Plan's goals.

Target Completion Timeline: This timeline is intended to inform the user about the anticipated duration (from start to finish) of a given task – barring any unforeseen conditions.

Re-occurence: While some tasks are intended to be completed just once during the planning horizon, some of them will be more successful and have a greater impact if they are on-going efforts (i.e. maintained). Each reoccurring task has been evaluated to include a recommendation about the frequency with which it should be repeated.

Related Plan Elements: It will become increasingly important that each task be tied back to the goals of the four Plan Elements. This will provide insight, justification and prioritization for each task as conditions change or others become involved in implementation and evaluation of the plan. If an action item aligns with more than one of the plan elements outlined in the previous sections of this document, the respective primary plan element(s) will be marked with the respective icon(s).

PLAN ELEMENT 1 – GROW: Land Use Strategies & Economic Development

Promote sustainable land use development patterns and support of economic development initiatives through quality design and development standards.

PLAN ELEMENT 2 – MOVE: Transportation and Mobility.

Provide a complete transportation network, including an enhanced pedestrian / bike system and parking strategy that supports community connectivity and fosters growth.

PLAN ELEMENT 3 – LIVE: Community & Culture

Provide safe and attractive neighborhoods and a vibrant downtown that preserves the local character and connects to well-maintained recreational areas.

PLAN ELEMENT 4 – SERVE: Public Facilities & Programming

Support quality public facilities, including sustainable infrastructure development, educational opportunities, cultural arts, and community programming initiatives.

PARTNERSHIPS

Forming a foundation of strong partnerships, both locally, regionally and state-wide, with public, private and not-for-profit organizations is crucial in order for the plan to succeed. While visionary, there is a fiscal reality that must be recognized if this plan is to become a reality. Key to this will be the creation and nurturing of a number of other partners to assist in implementing various aspect of the plan. Simply stated, the action steps in the Brookville Comprehensive Plan cannot and should not be viewed as being implemented solely by the town; many partners are also responsible for successful implementation.

PARTNERSHIPS

PUBLIC	NON-PROFIT	PRIVATE
• Town • Franklin County • Township • State • Federal • School District • SIRPC • OCRA • Special Districts (i.e. Fire)	• Franklin County Chamber of Commerce • Main Street • Historical Society • Tourism • Cultural Groups • Faith-Based Organizations • Service Organizations	• Developers • Lending Institutions • Building Suppliers • Property Owners • Local Businesses

DOCUMENT REVIEW

Brookville's Comprehensive Plan includes an overall timeline and specific action steps for implementation. This plan, including the strategic action steps, are intended to be a "living" document. It is anticipated that portions of the plan and its corresponding action steps will change in order to continue to reflect changing community conditions. If new boards or commissions are created or formed, they should be added to the action step tables as appropriate.

IMPLEMENTATION TIMELINE

IMMEDIATE 2015

NEW ACTIONS

A: Evaluate plan progress.
B: Create a communication plan.
C: Evaluate and revise zoning ordinance as needed to support the Comprehensive Plan.
D: Coordinate Main Street roadway improvements with INDOT.
E: Coordinate & continue TIF program with Redevelopment Commission.

SHORT 2016-2019

NEW ACTIONS

F: Coordinate new roadway improvements with INDOT.
G: Create and launch new municipal website and marketing / branding materials.
H. Evaluate programs for property improvements and neighborhood cleanup/beautification.
I: Establish a Parks Board & Prepare a Five-year Parks and Recreation Master Plan.
J: Evaluate tax incentives, tax credit programs and/or tax increment financing.
K: Establish / design community gateway & wayfinding signage program.
L: Prepare the Brookville Trails & Greenways Master Plan.
M: Perform feasibility study for new community/youth center.

MID 2020-2025

NEW ACTIONS

N: Establish incentives and programs for rehabilitation of historic structures.
O: Evaluate establishment of a Riverfront District in accordance to Indiana Code (IC-7.1-3-20-16.1)
P: Establish incentives for affordable housing options.
Q: Design and construct the Whitewater Canal Trail & Master Plan
R: Seek grant funding for trails identified as part of the Trails & Greenways Master Plan.
S: Complete sidewalk improvements.
T: Install and upgrade community gateway & wayfinding signs.
U: Evaluate design standards, and the creation of a Overlay Zone for designated corridors and historic district.
V: Construct / enhance public amenities associated with operating the local farmers market.
W: Identify and develop workforce training programs.
X: Evaluate feasibility of public transportation system.
Y: Partner to create a small business incubator.
Z: Initiate parking study, and identify area for recreational vehicle parking.
AA: Develop cultural tour/ interpretive tour of town's historic sites.
BB: Coordinate with Main Street Program to establish grant funding to assist with preservation initiatives & facade rehabilitation.

LONG 2026-2035

NEW ACTIONS

CC: Complete construction of the Whitewater Canal Trail.
DD: Partner to establish seasonal trolley system.
EE: Complete feasibility study for south access route to school campus from 4th Street
FF: Complete feasibility study for an improved route to Oldenburg
GG: Continue recreational and public facility upgrades/enhancements, such as construction of multi-purpose community or recreational center.
HH: Evaluate the need and feasibility of voluntary annexation of surrounding areas that are served by Town services.

ACTION STEP A	**Evaluate progress on the comprehensive plan action steps twice a year.**			
Description:	• The Advisory Committee (formerly the Plan Steering Committee) should hold two working sessions a year to evaluate progress that is being made on the Comprehensive Plan. • It is important to follow up and determine if progress has occurred. If progress has not occurred on particular action steps, it should be determined if the action is still pertinent, there is a lack of resources or if priorities have changed. • An unbiased report card should be used to assess progress. • The Advisory Committee should update the plan every five years. This can be a simple evaluation of the overall plan to see if it is meeting current needs. Additional elements can be added as needed.			
Responsible Parties (bold) & Partners:	• **Advisory Committee** • **Town Council** • Franklin County Area Plan Commission			
Potential Funding Source(s):	• N/A (coordination only)			
Other Resources:	• Town Staff			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	grow, move, live, serve			

Action Step Notes:

ACTION STEP B	**Create a communication plan between the Town and other check-point agencies, including utilities, Franklin County, INDOT, emergency management, schools, etc., for coordination on future growth, planning and development issues.**			
Description:	• As development or redevelopment occurs, coordinate with the various departments and agencies within Brookville and Franklin County, including schools, fire, police, EMS, utilities, INDOT and others, to ensure that adequate service and capacity are available. • Future plans need to be coordinated with these departments and agencies on an on-going basis to serve future development; development should not occur if needed services cannot adequately accommodate the new growth or redevelopment.			
Responsible Parties (bold) & Partners:	• **Brookville Town Council** • Franklin County Area Plan Commission • Franklin County Community Schools • Brookville Fire Department & EMS • Brookville Police Department • Brookville Public Works Department • Consulting Engineer • Infrastructure (IP) Meeting • Franklin County Commissioners • Southern Indian Regional Plan Commission (SIRPC)			
Potential Funding Source(s):	• N/A (coordination only)			
Other Resources:	• Town Staff			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	grow	move	live	serve

Action Step Notes:

ACTION STEP C	**Revise Zoning and Subdivision Control Ordinances as needed to support the Comprehensive Plan.**			

Description:	• The existing Zoning Ordinance should be reviewed and updates identified to reflect the policies and recommendations set forth in this plan for Brookville.
	• Specific attention should be focused on:
	  • Permitting the mix of desired uses within the downtown area (e.g. live-over-work, mixed uses etc.)
	  • Increasing landscaping or other design standards via an Overlay District along identified major corridors and the historic district/downtown area.
	  • Requiring pedestrian connections between adjacent commercial development in Brookville.
	  • Evaluating parking regulations in the Town to ensure the regulations don't result in too little or too many parking spaces.			

Responsible Parties (bold) & Partners:	• **Town Council** • Franklin County Area Plan Commission • Franklin County Commissioners			
Potential Funding Source(s):	• General Fund			
Other Resources:	• Town Staff			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	grow	move	live	serve

Action Step Notes:

ACTION STEP D	**Coordinate Main Street roadway improvements with INDOT.**			

Description:	• Work with INDOT to develop final plan for improvements along Main Street relating to:
	  • Access Management
	  • Signal Timing
	  • Aesthetics
	  • Parking			

Responsible Parties (bold) & Partners:	• **Town Council** • Indiana Department of Transportation (INDOT) • Brookville Public Works • Main Street Program • Local Businesses			
Potential Funding Source(s):	• INDOT LPA Grants • Transportation Alternative Funds (MAP-21) for enhancements • Tax Increment Financing (TIF) • General Fund (for local match)			
Other Resources:	• Town Staff • INDOT LPA Officer • Consultant			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	move			

Action Step Notes:

ACTION STEP E	**Coordinate and continue TIF program with Brookville Redevelopment Commission.**			
Description:	• Continue to implement development plan associated with the established TIF allocation area so that it captures the needed revenue and also allows the Town to complete projects associated with the Comprehensive Plan's vision.			
Responsible Parties (bold) & Partners:	• **Redevelopment Commission** • Town Council			
Potential Funding Source(s):	• N/A			
Other Resources:	• Town Staff • Consultant			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	grow	move	live	serve

Action Step Notes:

ACTION STEP F	**Coordinate new roadway improvements with Public Works & INDOT.**			
Description:	• Prepare feasibility study for roadway infrastructure improvements. • Design, engineer and coordinate roadway improvements identified as part of this plan with local officials, public works and INDOT as necessary.			
Responsible Parties (bold) & Partners:	• **Town Council** • Indiana Department of Transportation (INDOT) • Brookville Public Works			
Potential Funding Source(s):	• INDOT LPA Grants • Transportation Alternative Funds (MAP-21) for enhancements • Tax Increment Financing (TIF) • General Fund (for local match)			
Other Resources:	• Consultant • SIRPC • INDOT LPA Officer • Town Staff			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	move			

Action Step Notes:

ACTION STEP G	**Create and launch new municipal website and marketing / branding materials.**			

Description:	• Refresh the Brookville identity and reinforce local character by updating the branding materials and creation of new municipal website.
	• Specific attention should be focused on:
	  • New website / community information portal
	  • Social media platforms for communciation / marketing
	  • Community Identity Branding (banners, graphics, etc.)
	  • Economic development materials
	  • Capitalization on hospitality industries associated with local and seasonal tourism
	• Initiative should determine the market potential and audiences as well as the best method to reach audiences.			

Responsible Parties (bold) & Partners:	• **Town Council** • Main Street • Franklin County Chamber of Commerce			
Potential Funding Source(s):	• General Fund			
Other Resources:	• Consultant • Town Staff • Indiana Economic Development Corporation • International Economic Development Council • Visit Indiana			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	grow move live serve			

Action Step Notes:

ACTION STEP H	**Evaluate programs for property improvements and neighborhood clean-up / beautification.**			
Description:	• Evaluate programs and funding sources that aid in property rehabilitation and improvements that focuses on deteriorating housing stock in Brookville. • Identify and work with partners to develop a program that promotes clean-up and beautification of neighborhoods in Brookville.			
Responsible Parties (bold) & Partners:	• **Town Council** • Franklin County Area Plan Commission • Brookville Public Works (recycling program) • Franklin County Chamber of Commerce • Local non-profits & foundation • Local residents			
Potential Funding Source(s):	• Indiana Main Street Community: Downtown Enhancement Grants • Main Street Revitalization Program (MSRP • Public Facilities Program (PFP) • Indiana Residential Historic Rehabilitation Credit (DNR) • Investment Tax Credit Program (DNR) • Low Income Housing Tax Credit (DNR) • Rehabilitation Tax Credit (DNR) • Tax Increment Financing • Hoosier Uplands • Foundations			
Other Resources:	• Town Staff • Southern Indian Regional Plan Commission (SIRPC) • Indiana Main Street • Indiana Landmarks • Indiana Department of Natural Resources			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	grow live			

Action Step Notes:

ACTION STEP 1	**Establish a Park and Recreation Board and prepare a Five-Year Park and Recreation Master Plan.**			
Description:	• Establish and appoint members to the Brookville Park and Recreation Board • Prepare Five-Year Park and Recreation Master Plan and submit to the Indiana Department of Natural Resources to be eligible for funding for various park and recreation projects and property acquisition.			
Responsible Parties (bold) & Partners:	• **Town Council**			
Potential Funding Source(s):	• N/A (establishment of Parks Board) • General Fund (preparation of Five-Year Parks and Recreation Master Plan).			
Other Resources:	• Consultant			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	live			

Action Step Notes:

ACTION STEP J	Establish tax incentives, tax credit programs and/or new TIF areas.			
Description:	• Evaluate tax incentives and tax credit programs offered to existing and new businesses as a means to attract new employers and business development. • Evaluate the current TIF allocation area and assess additional sites to be included in the area.			
Responsible Parties (bold) & Partners:	• **Redevelopment Commission** • Franklin County Area Plan Commission • Town Council • Franklin County Chamber of Commerce			
Potential Funding Source(s):	• N/A (Coordination only)			
Other Resources:	• Town Staff • Redevelopment Association of Indiana & Handbook • Consultant • Local Business Owners			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	grow serve			

Action Step Notes:

ACTION STEP K	**Establish / design community gateway & wayfinding signage program.**			
Description:	• The gateways identified on the Community Character Map should be enhanced to reinforce the unique character and identity of Brookville. • Enhancements could include improved signage, streetscape improvements, landscaping, lighting, etc. • Project should be completed after or concurrently with the branding/marketing effort for Brookville. • The design should reinforce the branding developed as part of the marketing effort for Brookville.			
Responsible Parties (bold) & Partners:	• **Town Council** • Redevelopment Commission • Franklin County			
Potential Funding Source(s):	• Transportation Alternatives Fund (MAP-21) • Tax Increment Financing (TIF) • General Fund			
Other Resources:	• Consultant • Town Staff			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	grow			

Action Step Notes:

ACTION STEP L	Prepare Brookville Trails & Greenways Master Plan.			
Description:	• Prepare comprehensive Trails and Greenways Master Plan to identify feasible routes to provide connections to the various projects identified on the Transportation & Mobility Map. • Prioritize the development of each trail / greenway segment based on its visibility, potential use, connectivity and function. • Design and construct trails and greenways as funding is available.			
Responsible Parties (bold) & Partners:	• **Park and Recreation Board (after established)** • Public Works			

Potential Funding Source(s):	• General Fund (planning study)
	• Construction:
	  • Transportation Alternative Funds (MAP-21)
	  • INDOT LPA Grants
	  • Tax Increment Financing (TIF)			

Other Resources:	• Town Staff • Southern Indiana Regional Plan Commission (SIRPC) • INDOT LPA Officer • Indiana Greenways Foundation • Consultant			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	move			

Action Step Notes:

ACTION STEP M	**Perform feasibility study for new community / youth center.**			
Description:	• Identify programming needs associated with feasibility study for new community / youth activity center. • Prepare feasibility and site suitability study for potential community / youth center. • Site should be highly visible to both residents and visitors			
Responsible Parties (bold) & Partners:	• **Town Council** • Redevelopment Commission • Franklin County			
Potential Funding Source(s):	• Tax Increment Financing (TIF) • General Fund • Private Grant / Donor			
Other Resources:	• Consultant • Town Staff			
Start-Up Time Frame:	2015	2016-2019	2020-2025	2026-2035
Target Completion Time Frame:	< 1 Year	1-2 Years	2-5+ years	Ongoing
Related Plan Elements:	live serve			

Action Step Notes:

Chapter 9

Tool, Programs and Funding

CHAPTER SNAPSHOT:

This chapter features short descriptions of the various resources identified to implement the plan elements.

TOOLS, RESOURCES, PROGRAMS & FUNDING OPPORTUNITIES

A short description of the various tools, resources, programs and funding that have been identified or described in this plan are included below. This is not an exhaustive list of all tools, programs or funding sources that can be utilized by the town. It is intended to provide further explanation and to act as a starting point for future actions.

TOOLS & RESOURCES

Capital improvement Planning

A Capital Improvement Plan (CIP) is a system of documenting the capital investments that a community expects to make in the short-term, often five years. A CIP identifies projects, timelines, estimated costs, and funding sources and is linked to a community's budgeting process. It is a means of planning ahead for capital improvements and ensuring implementation of specific projects by connecting them more closely to the budgeting process. Brookville's CIP would include funding needed for any capital improvement the town is planning to invest in, regardless of which town department will be responsible for operating and maintaining the given investment.

Redevelopment Association of Indiana

The Redevelopment Association of Indiana, a part of the Indiana Association of Cities and Towns (IACT), is a membership organization for redevelopment board members and redevelopment staff representing 46 cities, towns and counties. The Redevelopment Association operates under the premise that while there are legally mandated actions and commonly adopted practices, there also is abundant room for local innovation and Indiana ingenuity. One of the association's principal missions is to serve as an informational and educational resource for existing redevelopment commissions and units of government considering the establishment of a redevelopment commission. Association members are available to share their experiences. Additional information can be found at http://www.citiesandtowns.org/content/affiliated/RAI_DHT.htm.

Redevelopment Association of Indiana Handbook (2006)

This handbook, produced by the Redevelopment Association, provides how-to information regarding the establishment of a redevelopment commission, designation of a redevelopment or economic development area, elements of a redevelopment or economic development plan, establishment of an allocation area, project financing, acquisition and disposition of real estate, and the use of tax increment financing and tax abatement. It also includes an inventory of cities, towns, and counties with TIF districts, sample resolutions and other instruments, as well as a roster of association members.

Tax Abatement

Tax abatement is a phase-in of property taxes and is intended to encourage development in areas that would not otherwise develop. Tax abatement is one of the tools widely used by municipal governments to attract new businesses to the community, or to encourage investment in new equipment or facilities that will improve the company while stabilizing the community's economy. Communities may develop procedures for abatement application and policies on the amount and length of the abatement that will be approved and procedures to ensure compliance with the terms of the statement of benefits.

PROGRAMS & FUNDING

Community Development Block Grant (CDBG) Program

Planning Grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). Through the Indiana Office of Community and Rural Affairs, Indiana requests federal funds to help rural communities with a variety of projects such as sewer and water systems, community centers, health and safety programs, and many others. These funds help communities improve their quality of life and ensure the health and safety of their citizens.

Community Development Block Grant (CDBG) Program, Planning Grants

The goal of the program is to encourage communities to plan for long-term community development. Community leaders can apply for projects relating to such issues as infrastructure, downtown revitalization, and community facilities. Grants are available for comprehensive plans, downtown revitalization plans, economic development plans, historic preservation plans, water system plans, sewer system plans, storm drainage plans, five-year park plans and more.

Community Development Block Grant (CDBG) Program, Stormwater Improvement Program (SIP)

Property owners in many communities across the state of Indiana suffer from flooded property and sewer backups due to inadequate stormwater management. Flooding is expensive to clean up, depresses property values, and degrades water quality.

Community Development Block Grant (CDBG) Program, Public Facilities Program (PFP)

Community facilities enhance the lives of residents in numerous ways. Libraries, museums, community centers, and performance spaces open doors to knowledge and ideas, culture, and enjoyment. In addition to community facilities, emergency services (fire stations, fire trucks and EMS stations) and historic preservation projects are eligible for PFP.

Downtown Enhancement Grants

The Downtown Enhancement Grant program is designed to foster innovative approaches to activities, which support and promote community based planning, pre-development, and research initiatives. The goal of these projects is to improve the quality of life and opportunities for increasing private investment and employment in Indiana Main Street (IMS) communities. The Downtown Enhancement Grant priorities are directed by OCRA's strategic plan and the National Main Street Four Point Approach.

Indiana Department of Transportation (INDOT) LPA Grants

INDOT works proactively to assist Local Public Agencies (LPA) in addressing capital needs. By statute, INDOT shares gas tax revenue distributed out of the state Motor Vehicle Highway Fund (MVHF) and Local Road and Street Fund (LRSF) with local communities. Distributions out of these funds are made by the auditor's office to each local community for use on road and street projects.

INDOT also makes available 25% of the federal funds apportioned to it under Congressional Highway Authorization Bills. This is a practice carried out by internal policy and is done under no requirement of any state or federal statute. INDOT also handles all of the program administration, contract letting and post-contractual Federal obligations for local communities. This alleviates additional financial burdens for local communities and provides a means for all communities to participate in federal-aid funding.

Investment Tax Credit Programs

Income tax credits are the principal governmental subsidy available for privately owned and funded historic preservation activities. Both the federal government and the state of Indiana offer a Rehabilitation Investment Tax Credit (RITC) equaling 20% of rehabilitation costs for qualified work at income-producing properties that are certified historic buildings. A net subsidy equaling 40% of qualified rehabilitation costs may be yielded by participation in both programs. Eligible properties include commercial buildings, factories, and old houses as long as they are income producing, such as rental properties. Owner-occupied private residences are eligible only for the Indiana Residential Historic Rehabilitation Credit (RHRC- see below).

Land and Water Conservation Fund (LWCF)

LWCF federal grants can be used to protect important natural areas, acquire land for outdoor recreation and develop or renovate public outdoor recreation facilities such as campgrounds, picnic areas, sports/playfields, swimming facilities, boating facilities, fishing facilities, trails, natural areas and passive parks. The minimum grant request is $5,000 and the maximum request is $75,000 with a local match requirement.

Main Street Revitalization Program (MSRP)

The Indiana Office of Community and Rural Affairs assists Indiana's rural residents in their endeavors to create successful, sustainable communities and improve local quality of life. MSRP grants are funded with federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). The goal of the Main Street Revitalization Program is to encourage communities with eligible populations to focus on long-term community development efforts.

Recreational Trails Program (RTP)

Under the MAP-21, the Recreational Trails Program (RTP) is continued at the current funding levels under the Transportation Alternatives Program. Funding for RTP is a set-aside from the TAP. However, the governor of each state may opt out of the RTP if it notifies the U.S. Department of Transportation Secretary not later than 30 days prior to apportionments being made for any fiscal year.

Source: American Society of Landscape Architects

Residential Historic Rehabilitation Credit

The Residential Historic Rehabilitation Credit is available to Indiana state income tax payers who undertake certified rehabilitations of historic buildings that are principally used and occupied by a taxpayer as that taxpayer's residence. The State incentive allows a taxpayer to claim a State Income Tax credit for 20% of the total qualified rehabilitation or preservation cost of a project. The Division of Historic Preservation and Archaeology, Indiana Department of Natural Resources administers the program.

Stellar Communities

The Stellar Communities program is a multi-agency partnership designed to fund comprehensive community development projects in Indiana's smaller communities. The Indiana Housing and Community Development Authority, Indiana Office of Community and Rural Affairs, and Indiana Department of Transportation, along with the State Revolving Fund, are participating in this innovative program.

The Stellar Communities program embodies collaborative government partnerships and successfully leverages state and federal funding from multiple agencies to undertake large-scale projects. Through this program, Indiana is doing more with current resources and making a bigger impact in communities, even with a slimmer budget.

Source: www.IN.gov/OCRA

Skills Enhancment Fund

The Skills Enhancement Fund (SEF) provides assistance to businesses to support training and upgrading skills of employees required to support new capital investment. The grant may be provided to reimburse a portion (typically 50%) of eligible training costs over a period of two full calendar years from the commencement of the project.

Tax Increment Finance (TIF)

Tax increment finance is a tool for municipalities and counties to designate targeted areas for redevelopment or economic development through a local redevelopment commission. Those redevelopment or economic development areas can then be designated as allocation areas which trigger the TIF tool. When TIF is triggered, the property taxes generated from new construction in the area are set aside and reinvested in the area to promote development, rather than going to the normal taxing units (governments, schools, etc.). The taxing units do not lose revenue, they simply do not receive revenue from the additional assessed valuation that would not have occurred "but for" the reinvestment in the area through the TIF proceeds.

Transportation Alternatives Funding

The new Transportation Alternatives (TA) program will receive about $780 million to carry out all TA projects, including SRTS and RTP projects across the country, which represents about a 35% reduction from the current $1.2 billion spent on these programs. Under the bill, states will sub-allocate 50% of their TA funds to Metropolitan Planning Organizations (MPOs) and local communities to run a grant program to distribute funds for projects. States could use the remaining 50% for TA projects or could spend these dollars on other transportation priorities.

Source: American Society of Landscape Architects

Transportation Alternatives (Formerly Enhancements):

Under MAP-21, the Transportation Enhancements program is re-named Transportation Alternatives Program (TAP), with the current twelve eligible activities categories consolidated into six categories. The bill eliminates the bike/ped safety and education programs, transportation museums, and the acquisition of scenic and historic easements categories.

The six eligible project categories are:

1. Continue bike/pedestrian facilities and expand the definition of these projects.
2. Establish a category for safe routes for non-drivers, including children, older adults, and individuals with disabilities.
3. Retain conversion of abandoned railroad corridors for trails for pedestrians and bicyclists, or other non-motorized transportation users.
4. Retain the scenic byways category (however, the stand alone National Scenic Byways programs is completely eliminated).
5. Establish a community improvement category that includes:
   - Inventory control of outdoor advertising;
   - Historic preservation and rehabilitation of historic transportation facilities;
   - Vegetation management practices in transportation rights-of–way (formerly landscaping and scenic beautification);
   - Landscaping and scenic enhancement projects ARE eligible under TAP as part of the construction of any federal-aid highway project, including TAP-funded projects, but TAP funds cannot be used for landscaping and scenic enhancement as independent projects;
   - Under this vegetation management category, routine maintenance is NOT eligible as TAP activity except under the RTP; and
   - Archeological activities related to transportation projects.

6. Retain the environmental mitigation activities category
   - To address stormwater management control and water pollution prevention, and wetlands mitigation; and
   - To reduce vehicle-caused wildlife mortality

   Source: American Society of Landscape Architects

Safe Routes to School (SRTS) Program

Under the bill, the Safe Routes To School (SRTS) program was eliminated as a stand-alone program. However, SRTS projects are still eligible for funding under the TAP. As such, SRTS projects are now subject to all TAP requirements, including the same match requirements – 80% federal funding, with a 20% local match. SRTS coordinators are not required under MAP-21 but are eligible for funding under TAP. Thus, states may decide to retain their SRTS coordinators and use TAP funds to pay for them.

Source: American Society of Landscape Architects

WorkKeys

WorkKeys® enables Hoosiers to examine their individual strengths and weaknesses and also compare their skills to job profiles which can help substantially when looking for jobs or career advancement opportunities. The program helps ensure Hoosiers find the right jobs to be successful.

Riverfront Development District

According to Indiana Code (IC 7.1-3-20-16.1), establishing a municipal riverfront development district allows the Indiana Alcohol Beverage Commission to issue, with the Town's approval, three-way, two-way or one-way permits to sell alcoholic beverages for on-premises consumption to a restaurant without regard to the quotas required by Indiana Code. This can lower the price of alcohol permits and attracts dining establishments. This does not allow package liquor stores. This provision encourages investment and economic development through a community controlled mechanism that can limit the number and location of licenses issued. The state does not define "river" in this context which allows the community to take advantage of what it considers to be a "riverfront". To qualify for a municipal riverfront development project (as defined in IC 7.1-3-20-16.1), the following criteria must be met:

- Project boundaries must border on at least one side of a river;
- Proposed permit premises must not be located more than 1,500 feet or three city blocks (whichever is greater) from the river (if land adjacent to river is in floodplain or unbuildable, distance is measured from the first buildable land);
- The permit premises are located within an established economic development area, redevelopment area, urban renewal area or redevelopment project district, or revitalizations enhancement district; and
- Project must be funded in part with state and town money.

The boundaries of the municipal riverfront development project must be designated by ordinance or resolution by the Town Council. The application for the alcohol permit to the state must be accompanied by the approval of the Town Council. The local community can control the number of licenses, the environment each establishment creates, and the physical location of the establishments. Approval by the Town Council can be dependent upon multiple criteria that can be established by the local community. Example criteria could include how the establishment will benefit the purpose of the district, potential economic impacts, and operation intent (such as family friendly), among others. The permits are non-transferable, only issued for a particular location and do not allow package liquor sales (such as a liquor store). In Brookville, a riverfront development district can be established along the Whitewater River corridor that is non-residential in nature (specific setbacks are required around educational facilities). Establishing this district would allow Brookville to create a family friendly environment while still attracting a variety of restaurants and shops that reinforce agricultural tourism industries.

SECTION 4

plan background & participants

Brookville Indiana

COMPREHENSIVE PLAN

APPENDIX A: EXISTING CONDITIONS

APPENDIX B: PUBLIC INVOLVEMENT

Appendix

A

EXISTING CONDITIONS

APPENDIX SNAPSHOT:

This section provides a starting point for the development of the plan by reviewing these elements:

- Demographic Trends
  - National Trends
  - How Does Brookville Compare?
  - Brookville's Population Trends
  - Brookville's Housing Trends
  - Brookville's Economic Trends
- Population Projections
- Photographic Inventory
- Existing Conditions Mapping

INTRODUCTION

While a comprehensive plan places a large focus on the community's vision for the future, it is also important to consider the historical trends, demographic characteristics and physical data. The existing conditions provide a snapshot in time - it represents Brookville today. This chapter compiles and analyzes demographic and economic data to answer two key questions during the planning process: "Where are we now?" and "Where are we going?"

DEMOGRAPHIC TRENDS

The demographic analysis considers characteristics such as population, age, race, ethnicity, place of work, and educational attainment to identify demographic trends that will impact the future housing, education, jobs, recreation, transportation, community facilities, and other needs of Brookville.

Data gathered and analyzed for the purposes of this Comprehensive Plan was primarily from the U.S. Census Bureau, Census on Population and Housing, and U.S. Bureau of Labor Statistics. Unless otherwise stated, the data used in this analysis was derived from the most recent, readily available data from the U.S. Census. As the community continues to change and updated data is released, trends and projections should be verified to ensure that the assumptions made about Brookville's population change, demographics, education and economy remain true.

NATIONAL TRENDS

The United States is at a significant point in terms of changing demographic trends, and these trends are reflected in communities across the nation. With this, questions such as: "Who will be living in our community 20 to 30 years from now?" "How do we attract younger generations to our community?" and, "What dynamics should we plan for today?" need to be considered.

America is Growing

The U.S. population has doubled since 1950. With 308.7 million people in 2010, the United States experienced the second lowest growth rate in the past century from 2000-2010 of 9.7%. By 2040, it is projected that the United States' population will be 440 million.[1]

The South and West had faster growth from 2000-2010 (14.3% and 13.8% respectively) than the Midwest and Northeast (3.9% and 3.2% respectively). In addition, just six states accounted for over half of the population increase in the U.S. in 2010 (Texas, California, Florida, Georgia, N. Carolina, and Arizona).[1]

The country is still growing but how we are growing as a population is changing dramatically. Nationally, people are delaying marriage and having children. U.S. birth rates for women under 40 have generally been declining since the 1990s and they have increased for women 40-44 to the highest levels since 1967. Additionally, the mean age for first time mothers in the U.S. is consistently increasing, currently at 25.2 years.[2]

1 *2010 Census Brief: Population Distribution & Change*
2 *CDC, National Vital Statistics Report, vol. 60, num. 2, November 2011*

The "Traditional American Family" is now non-traditional. Husband-wife households only account for 48% of all households in 2010; the first time this figure has not been the majority. Single-parent households are also dramatically increasing, growing about 40% from 2000-2010 to about 10% of all households. Unmarried couple households also grew by 41% during this time, four times faster than overall household population grew now accounting for about 7% of all households. Many of the younger age groups are showing a living preference for urban areas over rural areas. Multi-generational households also increased by 4.4% nationally. Finally, one in four households in 2010 consisted of someone living alone (one-person households), of which, one in three of single householders were over the age of 65.[3]

America is Aging

Everyday 10,000 Baby Boomers reach the age of 65.[4] By 2050, it is expected that one in five people in the United States will be over the age of 65. It's not a secret that Baby Boomers are reaching retirement age, and second to the size of a population group, age and gender are typically the most important demographic characteristics of a population for public policy. In 2010, 13% of the U.S. population was over age of 65; furthermore, one in three single-households were over the age of 65. Nationally, the older population is more likely to live inside a MSA. Women continue to outnumber men at older ages but this gap is narrowing; at the age of 89, there are about twice as many women as men.[5]

America is Becoming More Diverse

By 2050, the U.S. is projected to become a Majority-Minority population, meaning that the white, non-Hispanic population will no longer be the majority. This trend is already present in the younger age cohorts as well as the overall population in many areas of the country; one out of 10 counties in the U.S. already has a Majority-Minority. Additionally, there are several states and the District of Columbia where the population follows this pattern, including Texas, California, Hawaii, and New Mexico.[6]

More than 50% of the growth in total population in the U.S. from 2000-2010 was due to the increase in the Hispanic population (15.2 million of 27.3 million people). Hispanics are now the nation's largest minority and are projected to approach one in every three people by 2050.[6]

The Asian population is also growing significantly nationally; this population currently totals only 5% of the U.S. population but is expected to grow by 22% by 2050.[6]

3 *2010 Census Brief: Households and Families, SF 1, S1101*
4 *Pew Research Center (www.pewresearch.org)*
5 *2010 Census Brief: The Older Population, SF 1*
6 *2010 Census Brief: Overview of Race and Hispanic, SF 1, QT-P3*

HOW DOES BROOKVILLE COMPARE?

An important first step in any planning effort is to identify demographic and economic trends that may be unique in addition to those which mirror regional, state or national trends. This provides the community with the knowledge needed to guide Brookville in the direction to which they aspire. By analyzing historical data on the demographics of Brookville and comparison communities trends are revealed. Comparison communities are used to further identify the trends by comparing the changes over time.

BROOKVILLE'S POPULATION TRENDS

Overview

Comprehensive plans are prepared using a framework of population, household, and economic trends. Most of the demographic data used in this plan is from the 2010 decennial U.S. Census and the 2012 American Community Survey estimate. Although dated, information from older censuses still serves as an indicator of future influencing factors.

Brookville Town Population

1880	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010
1,813	2,028	2,037	2,169	2,220	2,148	2,194	2,538	2,596	2,864	2,874	2,529	2,652	2,596

Brookville Community Forecasts

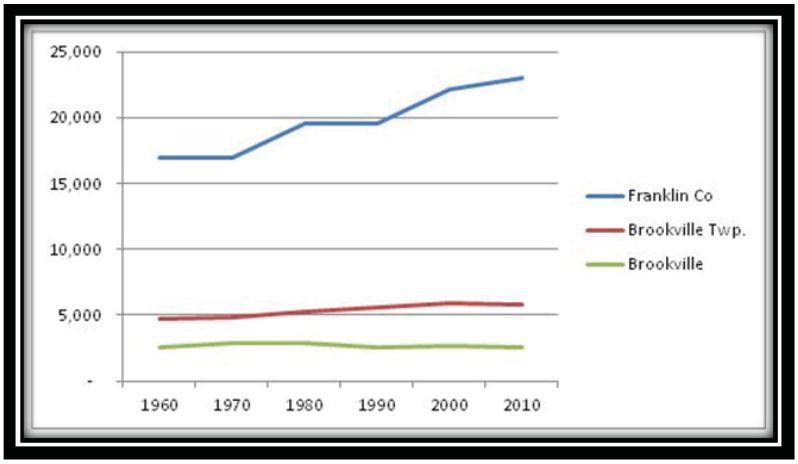
	1980	1990	2000	2010	2020	2030
Population	2,874	2,529	2,652	2,596	2,600	2,600
No. Occupied Housing Units	1,233	1,144	1,145	1,307	1,300	1,300
Labor Force	n/a	n/a	1,273	1,049	1,050	1,050

The steady demographic trends in Brookville are remarkable and unique in this day of commonplace change, diversity and mobility. In almost all arenas, the face of America is changing. Demographic trends include an aging population, changes from the traditional single-family household to increasing numbers of single-person households, and changes to ethnic and minority compositions. These emerging trends are well-documented in the decennial U.S. Census. These changes affect housing, transportation, social services, schools, and the economy – all of which, in turn, influence community planning efforts. Ultimately these national trends will impact the State, the region and the Town. However, according to the data, up to now, this region – and particularly Brookville – has been somewhat isolated from these national, even statewide, trends. Below is an overview of Brookville demographics and corresponding planning implications.

Population

The first mention in the U.S. Census records of the Town of Brookville, Indiana is in the 1850 Census. At that time, the population of the Town was already at 1,177 people. By 1890, its population had climbed steadily to 2,028 people. Population in the 20th century was very steady – by 1990, it was just 2,529 people – less than 25% growth over 100 years. In that same time period, for reference, the U.S. national population grew nearly 400%!

The largest ten-year growth spurt in the 20th Century in Brookville occurred between 1940 (2,194 people) and 1950 (2,538 people) – a 17.7% population increase. This, of course, corresponds to what we now call the post-World War II "baby boom". Population in Brookville continued to climb slowly until peaking at 2,864 people in 1980. Thereafter, Brookville's population has consistently been around 2,600 people. Curiously, it had the exact same population in 2010 as it had in 1960 (2,596 people). By comparison, over the last fifty years, Franklin County has grown from 17,015 to 23,087 people (nearly 136%), and Brookville Township has grown from 4,755 to 5,773 people (121%). Given the long history of steady population, it is predictable that Brookville's population will remain consistent well into the future.



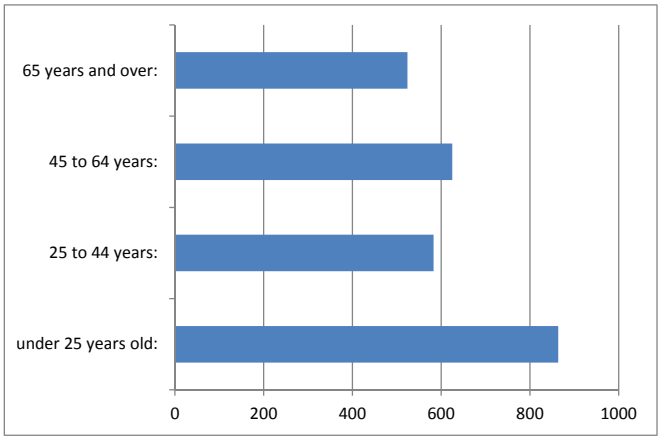
Population Growth Comparison Chart (since 1960)

Race

In Brookville, 99.2% of the population identified themselves as white. Any other represented minority race is included in just 66 people. This is consistent with Franklin County, but noticeably different from the State of Indiana population which stands at 84.7% white. According to the U.S. Census Bureau, by 2050, it is estimated that the nation's population of children is expected to be 62% minorities.

Age

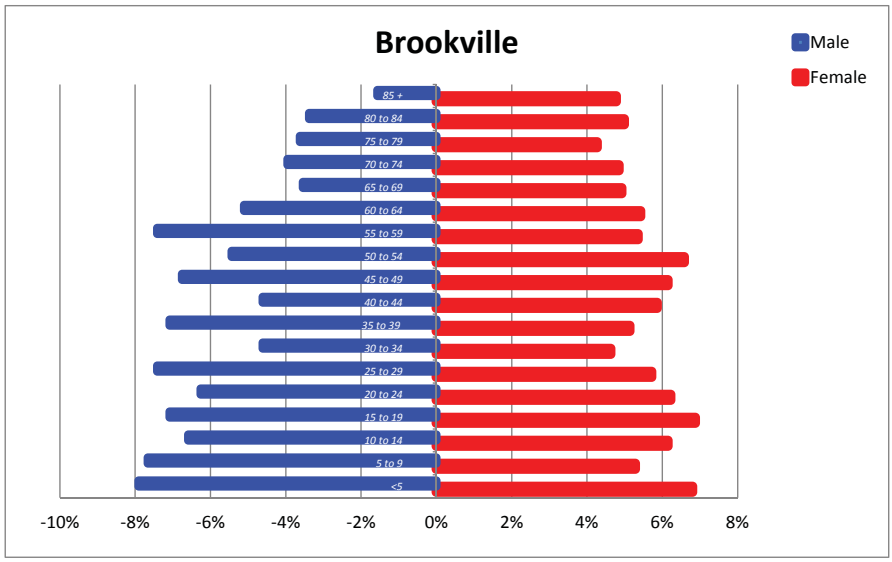
The largest population segment in Brookville is the under-25 age group. It is 38% bigger than the next-largest group (ages 45 to 64). (See adjacent population composition chart.)

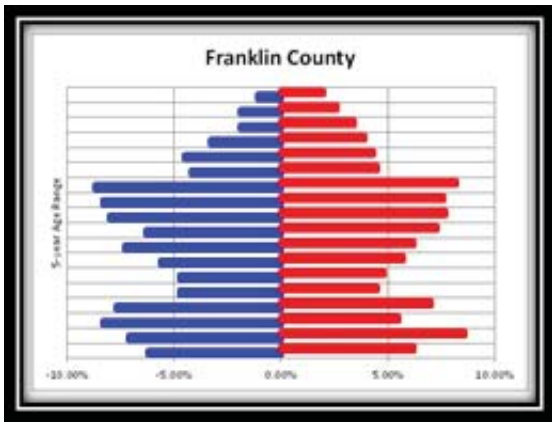


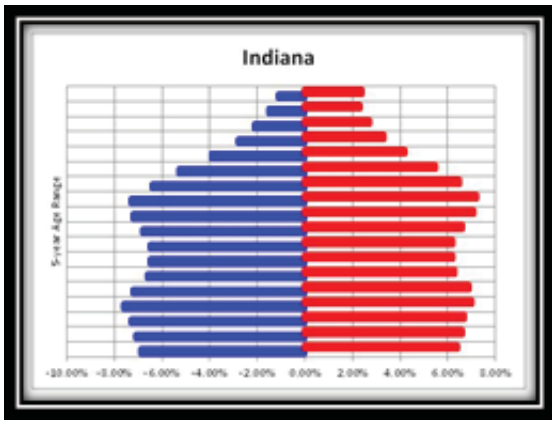
Brookville Population Composition (2010 U.S. Census)

One of the tools that demographers use to understand population is the age structure diagram (though often called a population pyramid, it is not always pyramidal in shape). This diagram shows the distribution by ages of females and males within a certain population in graphic form. The three such diagrams below illustrate the distribution of population by five-year age group and sex in Brookville, Franklin County, and Indiana. The female and male population percentages for each age group are represented by the distance from the centerline, with females on the right (red bars) and males on the left (blue bars).

Generally, if the diagram shows a recognizable pyramidal shape, then one can expect a rapid rise in population. If the diagram shows a generally straight up and down shape except for the older age groups, a stable population is thus revealed. If the diagram shows a top-heavy shape, then a decline is forecast for that population. Consistent with historical population records, Brookville's age structure diagram suggests that its population will remain steady.







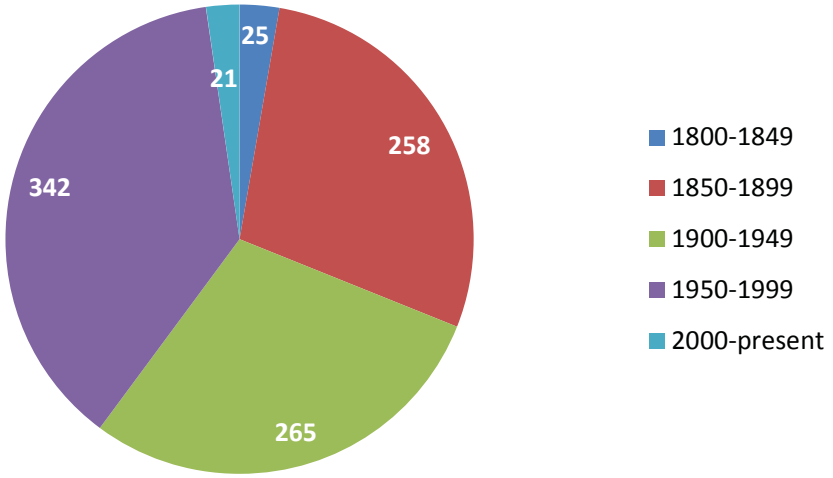
The median age in Brookville is 41, just a little over the median age in the county (40) and the State (37). Yet, compared to Franklin County and the State (both at 13%), Brookville has a much higher percentage of persons age 65 and older (20%). With this proportionately high percentage of retirees, Brookville must anticipate the inherent challenges likely to be faced. One issue that is reflective of this is the decrease in household size (see below). As the population ages and households become smaller, the demand for smaller, more-easily-maintained housing will similarly increase.

Households According to the 2010 Census, there are 1,160 households in Brookville, and 37.8% of householders live alone. This percentage is well above the Indiana average (27%). Conversely, just 58% of Brookville households are described as "family households"[7]. This is well below the Indiana average of 66.9%. Brookville's average household size is 2.24 persons.

As noted above, these numbers suggest that in the near future, Brookville will experience an increase in the demand for smaller homes and multi-family units – i.e. apartments and condominiums.

Housing According to Franklin County property records, 62.5% of the housing stock in Brookville (531 out of 850 single-family homes) was built prior to 1950 and just 0.8% (7 single-family homes) was built since 2000. The median age house in Brookville was built in the 1950s. By comparison, according to the 2011 Department of Housing and Urban Development American Housing Survey, the median age house in the United States was built in 1976. It is apparent that the Brookville's housing stock is older than most.

Age of Housing (includes single family and multi-family dwellings)



The age of the housing stock is not to be understood as a negative. On the contrary, it is the advanced age of many of the homes and other buildings in Town that gives the community much of its character and appeal. The vast majority of these dwellings appear to be in above-average condition. The Town should be proactive in ensuring that these historical buildings do not fall into disrepair. Few Indiana communities can rival the array of 19th-century architecture in the Brookville Historic District. Of the 850 single-family homes in the Town, 277 (32.6%) were built prior to 1900 and 25 homes still survive from before 1850! Besides these, there are several more early-19th-century homes still in existence that are not presently used as dwellings. Some of these treasured properties are preserved by the Franklin County Historical Society, and others have found new life as commercial or community facilities.

7 A "family household" is defined by the Census Bureau as a "household maintained by a householder who is in a family, and includes any unrelated people (unrelated subfamily members and/or secondary individuals) who may be residing there. The number of family households is equal to the number of families. The count of family household members differs from the count of family members, however, in that the family household members include all people living in the household, whereas family members include only the householder and his/her relatives."

Brookville Housing Stock Type and Year Built

(2014 Franklin County Property Tax Records)

Year Built	Total Residential Buildings	Single-Family Homes (SFH)	Multi-Family Buildings	Multi-Family Housing Units	Total Housing Units
1800-1849	25	25	0	0	25
1850-1899	258	252	6	14	266
1900-1949	265	254	11	31	285
1950-1999	342	312	30	132	444
2000-present	21	7	14	28	35
Sub-Totals	911	850	61	205	1055
Mobile Homes	83	83	0	0	83
Grand Total	994	933	61	205	1138

There is still a need for more new homes to be constructed in the area. Since 1980, only 39 new single-family homes have been built – a little more than one each year on average. In the same time period, 37 duplexes and/or apartment buildings were constructed containing 138 dwelling units. Riverfront Apartments, Riverwalk Apartments, Bailey Park Duplexes, and Whitewater Place Apartments account for 126 of the 205 multi-family units (61.5%) in Brookville. An assortment of duplexes and sub-divided older buildings throughout the Town make up the balance.

In addition to these single-family homes, duplexes, and apartments, there are many mobile homes sprinkled throughout the Town, most within the Historic District. Some of these are clustered together in small groups of 6-8 trailers, others stand alone. Many are easy to identify as mobile homes, but some have been modified to appear, from the street, much like a traditional home.

Over half of the homes in Brookville (56.3%) are owner-occupied and 11.2% are vacant. The median home price is low – just $115,000 – compared to Franklin County at $151,900. Rent is also low at $567/month, while Franklin County rent averages $640/month.

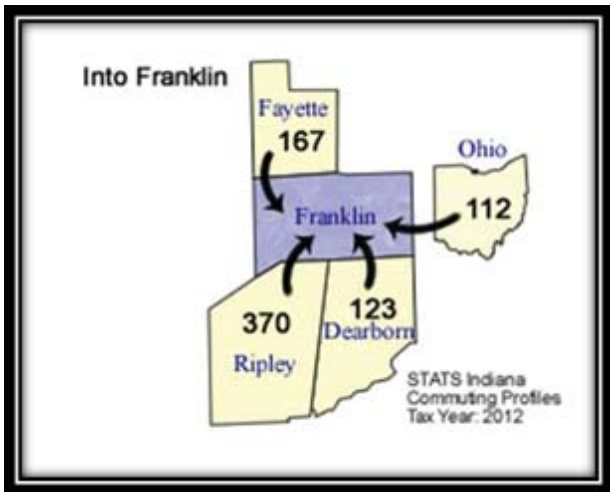
Employment

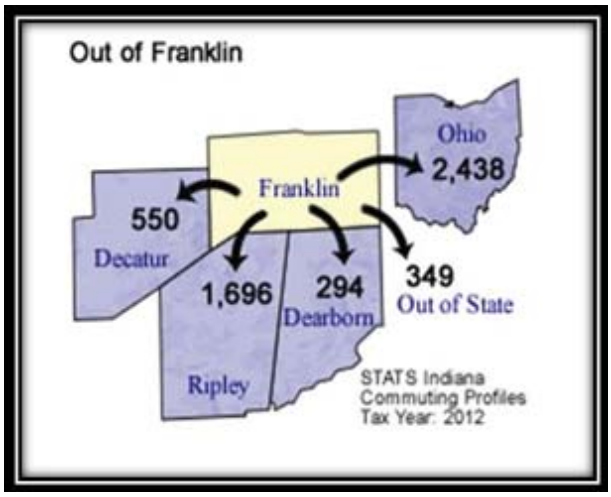
At the time of the 2010 decennial census, there were 2052 persons over age 16 living in Brookville. Of these, 51.1% were in the labor force. This percentage, somewhat lower than Franklin County as a whole (64.3%), corresponds to the high percentage of persons age 65 and older, many of whom are presumably retired. Unemployed individuals represent just 4.4% of the local workforce. The April 2014 statewide unemployment rate was at 5.7% - the lowest of the year - but still higher than that of Brookville.

As with the education demographic (see below), the employment statistics are heavily influenced by the large percentage of older Brookville residents. A closer look at the statistics reveals that 73.3% of those who are age 25-64 are in the labor force, while 10% of those individuals are unemployed. The largest percentage of unemployed residents is among 30-34 year old males, with a staggering 44.3% unemployment rate (54 of the 122 young Brookville men in the labor force).

Brookville Employment (2010 U.S. Census)

Age	Qty.	In Labor Force	Not in Labor Force	Employed	Unemployed
16-25	248	120	128	120	0
25-44	714	515	199	451	64
45-64	444	334	109	316	19
65+	646	80	566	72	8
Total	2052	1049	1002	959	90



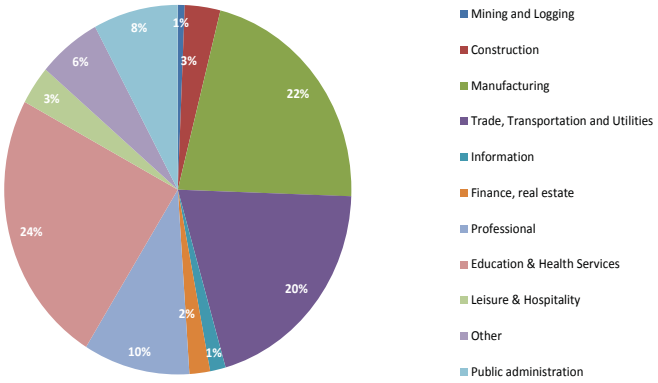


Most Franklin County residents tend to work within the county, but nearly 7 times more employees leave the county to work than those who drive into Franklin County from elsewhere. Less than 5% of the workforce works at home, and 81% drive to work alone.

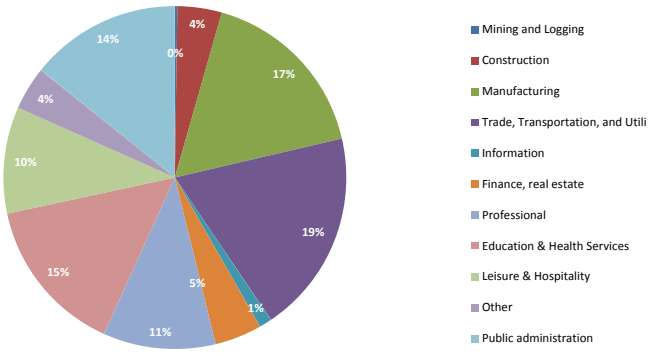
According to the Indiana Department of Workforce Development, the largest employers in and around Brookville are:

- Sperry and Rice Manufacturing - Engineered rubber & plastics products, 120 local employees
- Owens Corning - Roofing products, 100 local employees
- Brookville Reservoir - Parks and recreation, 80 local employees
- Natural Resources Dept. - Parks and recreation, 80 local employees
- Franklin County High School - Education, 77 local employees
- Brookville Elementary School - Education, 65 local employees
- McDonald's - Fast-Food restaurant, 60 local employees
- Purdue Forestry and Natural Resources - Agricultural products, 50 local employees
- Whitewater River Canoe Rental - Parks and Recreation, 50 local employees

Brookville Occupations



Indiana Occupations



Brookville has a diverse workforce and it is noticeably different than that of the State (see charts), particularly in three categories: "Leisure and Hospitality", "Public Administration", and "Education and Health Services" (see table below).

Selected Occupation Comparison Chart (2010 U.S. Census)

	Leisure and Hospitality	Public Administration	Education and Health Services
Brookville	3%	8%	24%
Indiana	10%	14%	15%

Of these, perhaps the most remarkable disparity is in Leisure and Hospitality considering its proximity to Brookville Reservoir and the associated recreation areas. Constructing new restaurants and hotels, along with off-season recreation facilities would provide job opportunities and make Brookville more of a destination for tourists and vacationers year-round.

According to the 2010 U.S. Census, the per capita annual income in Brookville is $21,686. This is higher than Franklin County yet lower than Indiana. The median household income in Brookville is well below the county and the State.

Income Date (2010 U.S. Census)

	Per Capita Income* **(in thousands of dollars)**	**Median Household Income *** **(in thousands of dollars)**
Brookville	22	33
Franklin Co.	19	37
Indiana	24	48

**All Figures rounded*

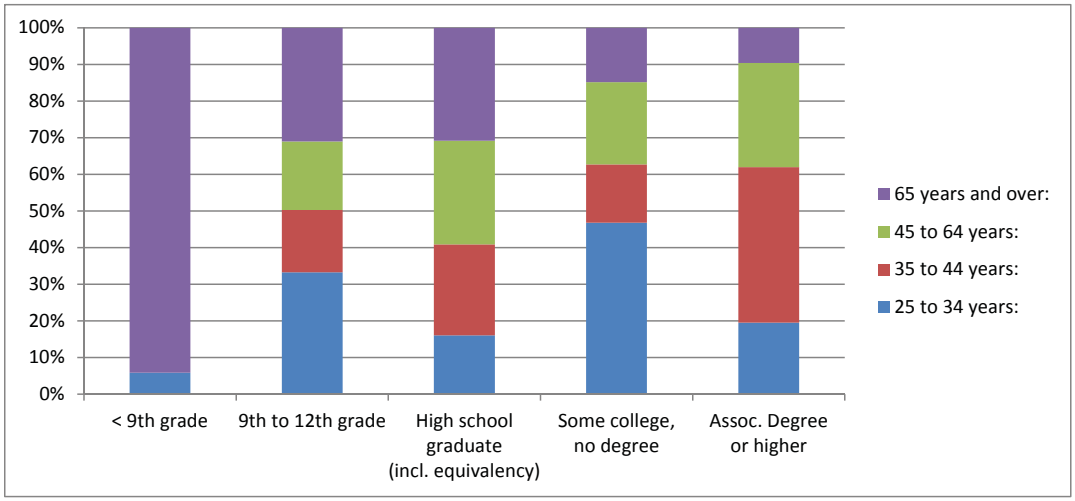
Education

The Town is located in the Franklin County Community School District (FCCSD) which operates three schools in Brookville: Brookville Elementary (K-4; 575 students), Brookville Middle School (grades 5-8; 474 students) and Franklin County High School (grades 9-12; 955 students). All three facilities are located at the northeast corner of Town. In addition, the FCCSD operates K-8 schools in Laurel (14.5 miles northwest) and Cedar Grove (9.2 miles east). Saint Michael School (172 students) is the parochial elementary/middle school in town. The nearest college is Miami University-Oxford in Oxford, Ohio (15,000+ full-time students; approx. 18 miles northeast). Nearby Cincinnati offers Xavier University, Cincinnati State Technical and Community College, the University of Cincinnati, and other small colleges.

There are two primary areas of concern in Brookville's education demographic data. There is an unusually high dropout rate (before high school graduation) and there is an unusually-low percentage of residents with college degrees. These two data points seem to go hand in hand. Reducing the dropout rate should reap widespread benefits, including an increase in the percentage of residents who have obtained a college degree.

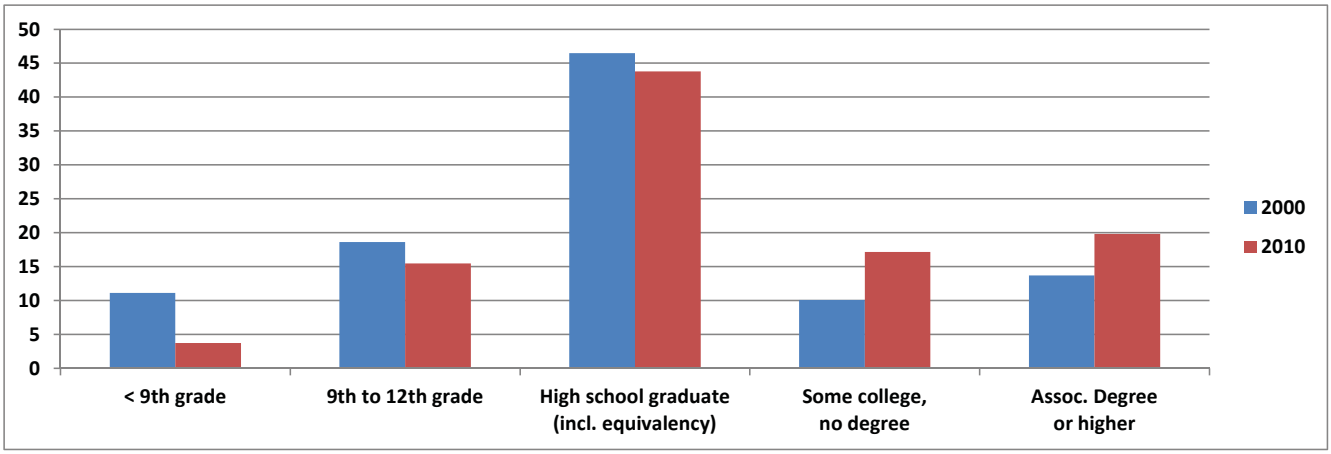
Historically, Brookville has had a high percentage of school dropouts. In 2010, nearly 1 in 5 (19.2%) Brookville residents age 25 and older (1,846 adults) did not have a high school diploma. The corresponding dropout percentage in Franklin County is 14.6%, and in Indiana, 13.8%. Looking closely at the data available from the 2010 U.S. Census, it is apparent that the dropout rate is heavily influenced by the large percentage of older Brookville residents. Those over age 65 had the highest dropout rate (29.2%) of any age group. Only 13.67% of Brookville residents age 25 to 64 had not graduated from high school (a little below the state average) and just 0.17% (only 2 out of 1,185 adults) had dropped out of school before ninth grade. This bodes well for the future of education in Brookville.

Brookville Highest Level of Education Attained - by age group



On the other end of the education spectrum, nearly 37% of the Brookville population over 25 years of age attended some college after high school, with almost 12% earning a bachelor's degree or higher. In Franklin County, 40.5% of the population has at least some college education and 16.5% earned a bachelor's degree or higher. Again, Brookville is experiencing some change in this demographic. In 2000, just 17% of Brookville residents age 25 to 64 (1185 adults) had at least an associate's degree. In 2010, this percentage had swelled to over 26%.

Brookville Highest Level of Education Attained – 2000 and 2010 Census years



PHOTOGRAPHIC INVENTORY

A photographic inventory of the existing physical conditions, land uses and facilities was conducted as part of the planning process. A summary of that inventory is presented on the following pages.

Recreation Facilities

Public Facilities

Historic Architecture

Historic Architecture

Historic Neighborhoods

Public Facillities

Faith & Churches

Public Art

Park & Trail Facilities

Public Facilities

Government Services

Monuments & Memorials

Typical Roadway

Historic Downtown

Gateway & Signage

Public Facilities

Tourist Attractions

Tourist Attractions

Educational Facilities

Employment Facilities

Signage: Interpretive

Signage: Historic Markers

Emergency Services

Industry

Commercial Facilities

Commercial Facilities

Tourist Amenities

Trails & Greenways

Subdivisions

Urban Neighborhood

EXISTING CONDITIONS MAPPING INVENTORY

A series of maps were prepared to document the existing physical, environmental and policy conditions within the Town of Brookville. These maps are summarized on the following pages and include the following:

GEOGRAPHY & LOCATION:

- Vicinity Map
- Topographic Map

LAND USE & ZONING

- Existing Zoning
- Existing Land Use

RESIDENTIAL & RECREATION

- Residential Structures/Age of Housing Map
- Existing Cultural & Recreational Areas

UTILITIES

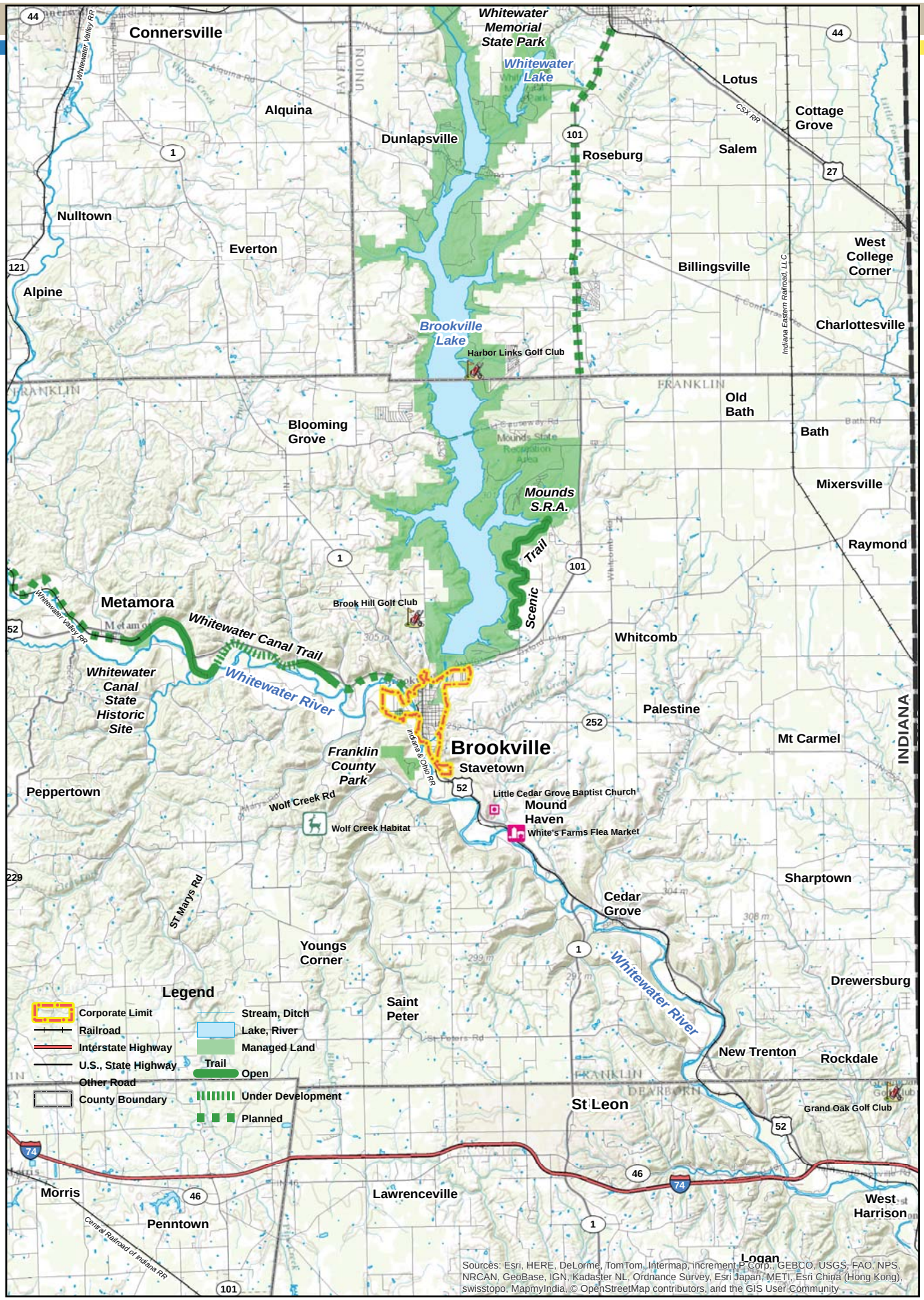
- Sanitary Sewer System
- Water System

LAND USE & ZONING

- Functional Road Class Map
- Land Ownership by Public Entities

ENVIRONMENTAL

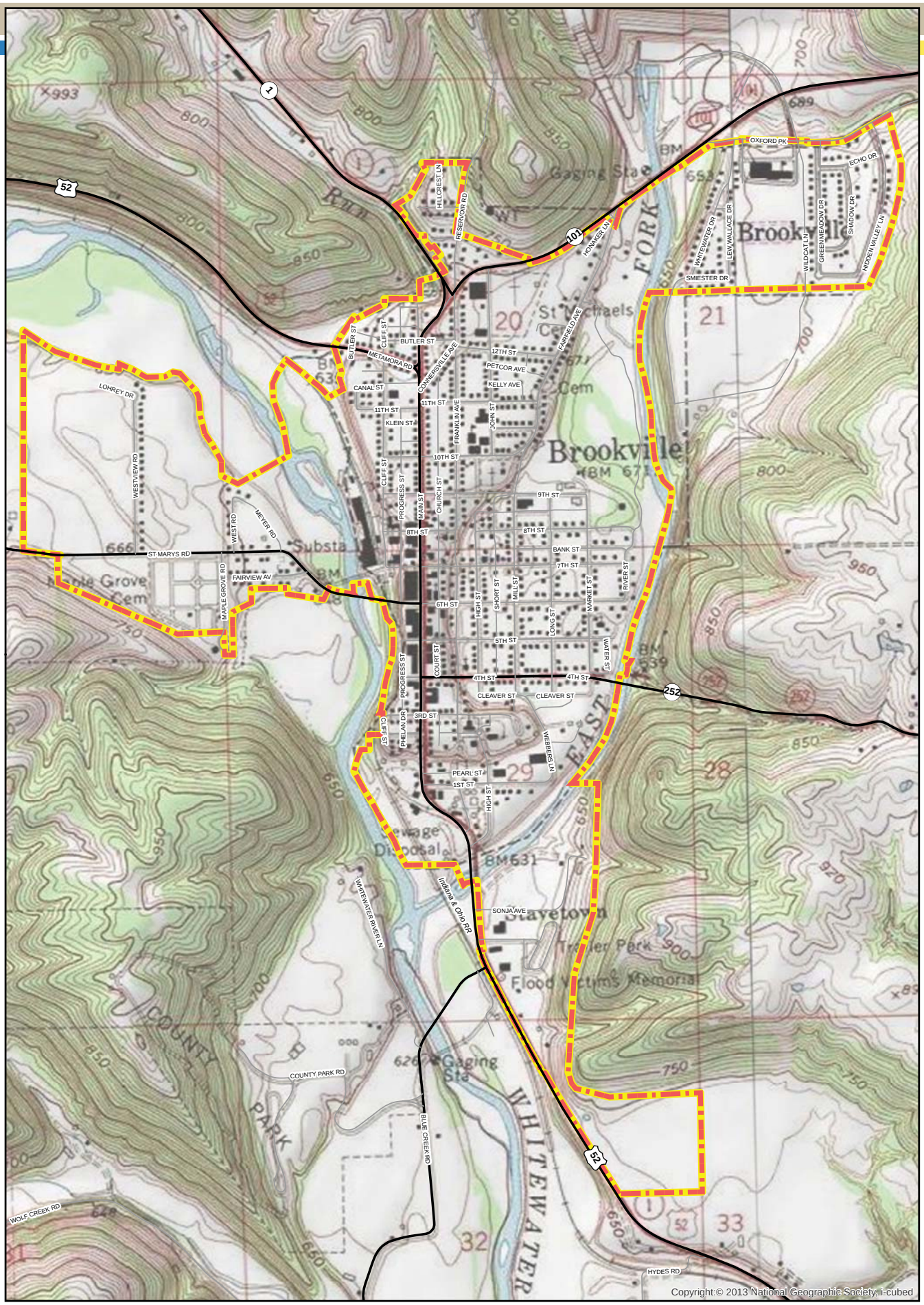
- Flood Zone Map
- Developed Areas



Vicinity Map

0 5,000 10,000 20,000 Feet

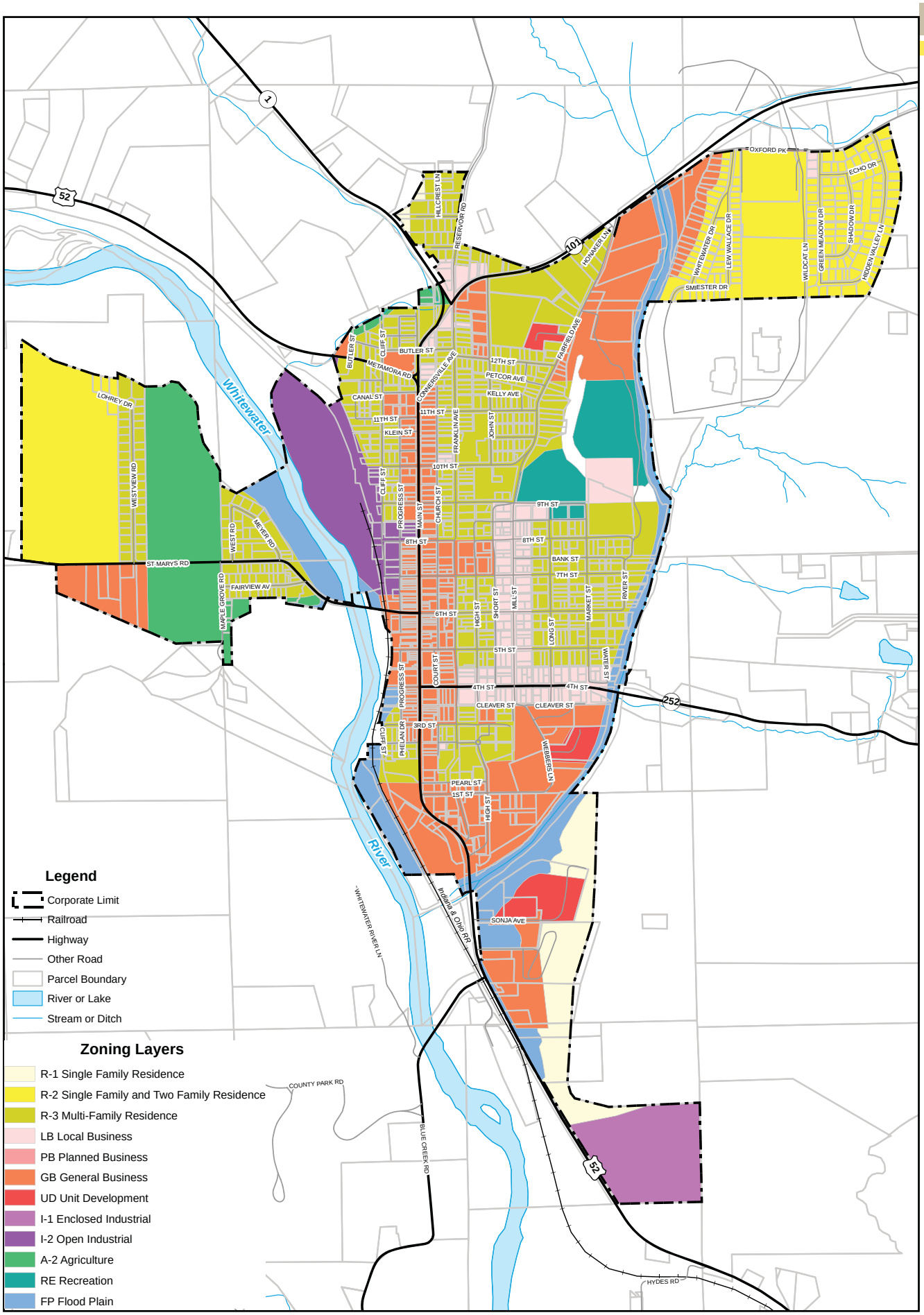
NORTH



Topographic Map

0 500 1,000 2,000 Feet

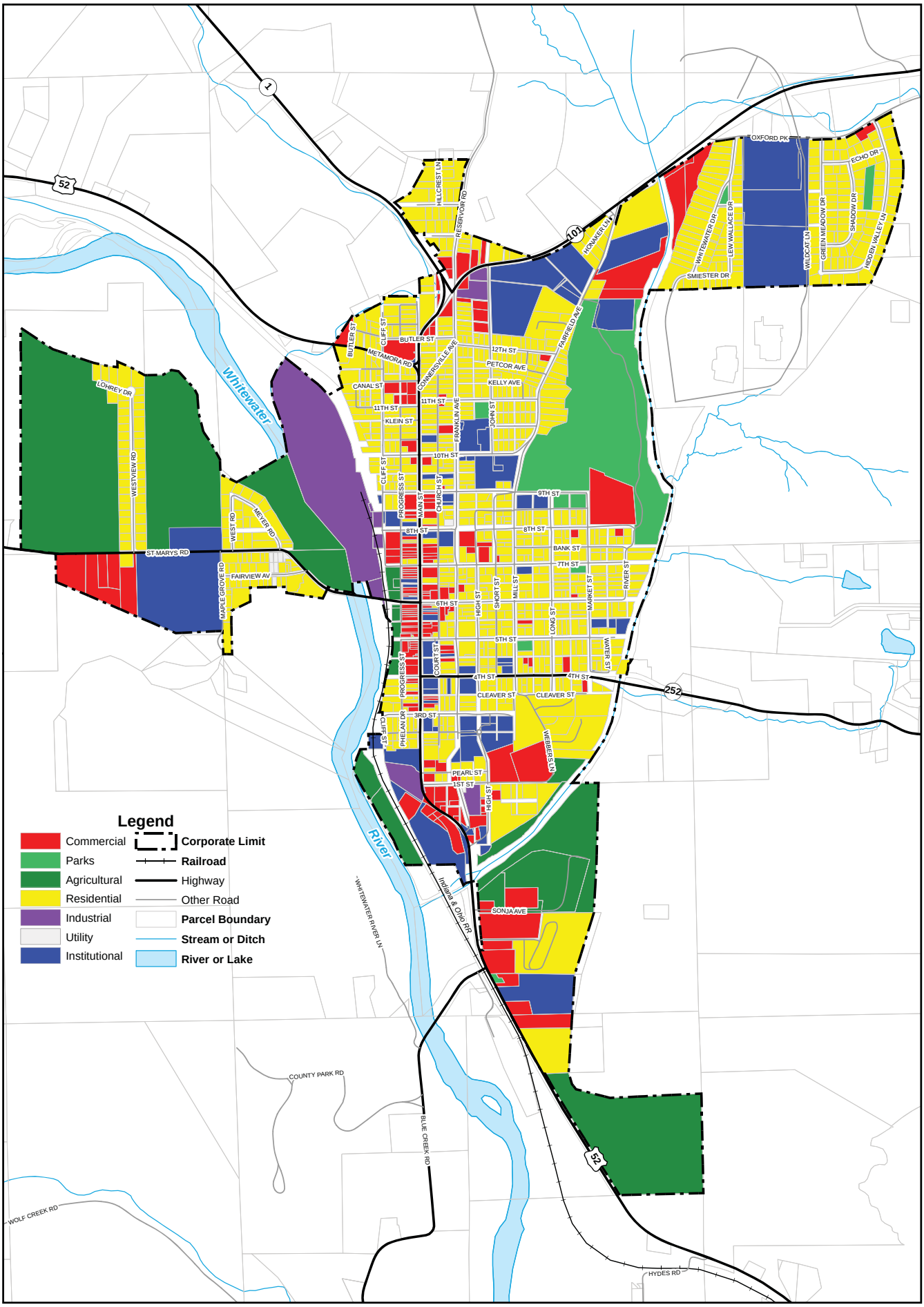
NORTH



Existing Zoning

0 500 1,000 2,000 Feet

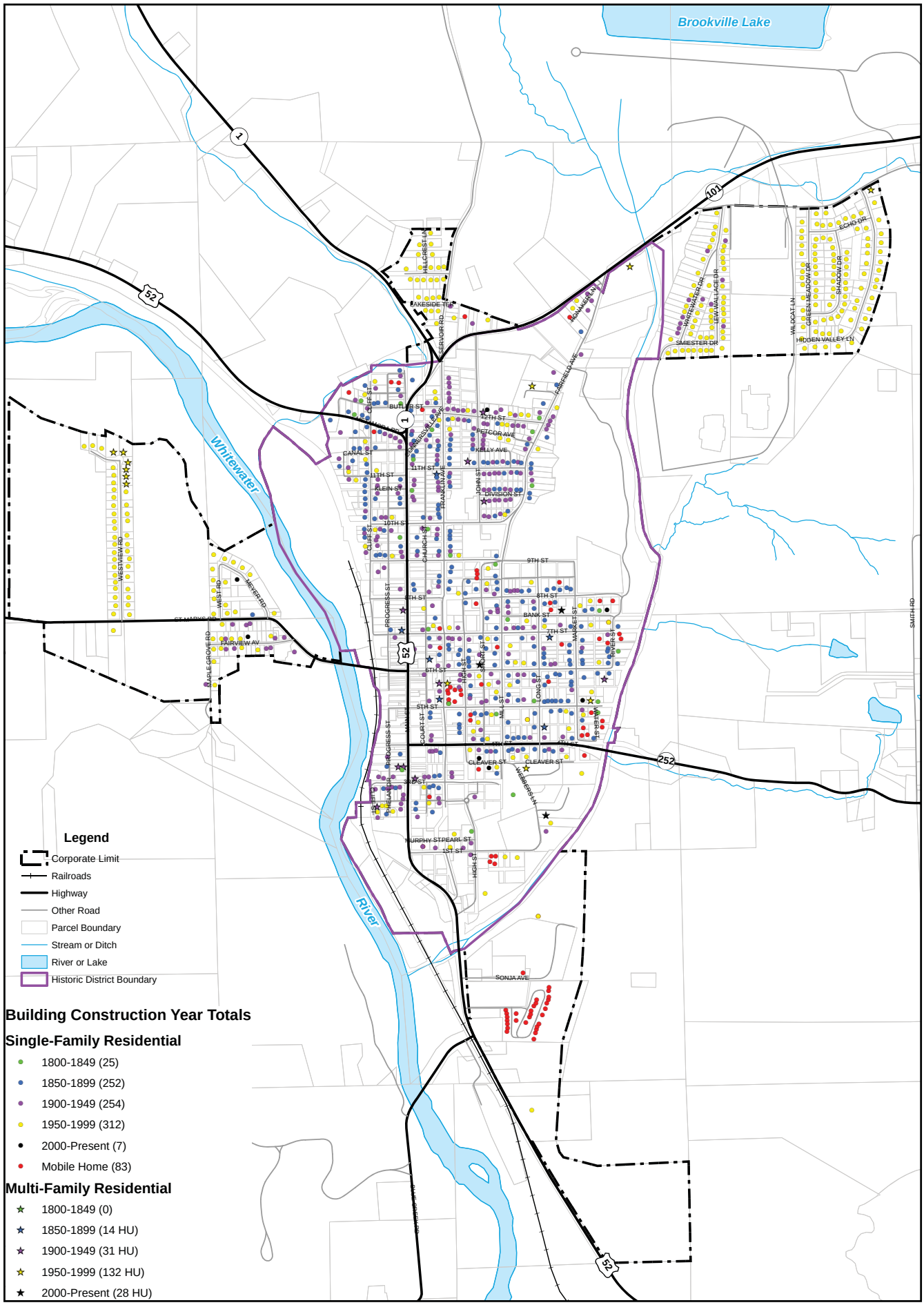
NORTH



Existing Land Use

0 500 1,000 2,000 Feet

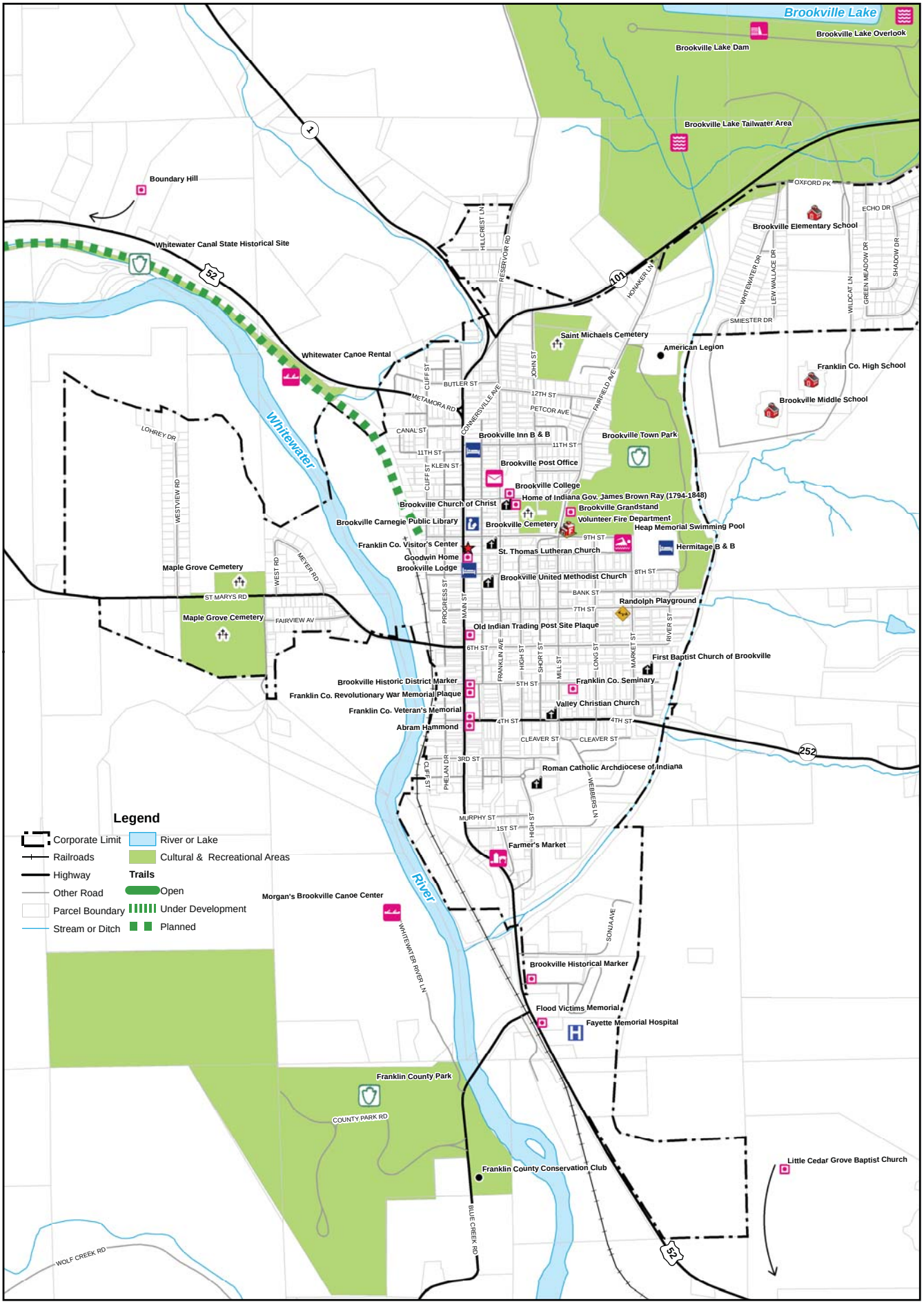
NORTH



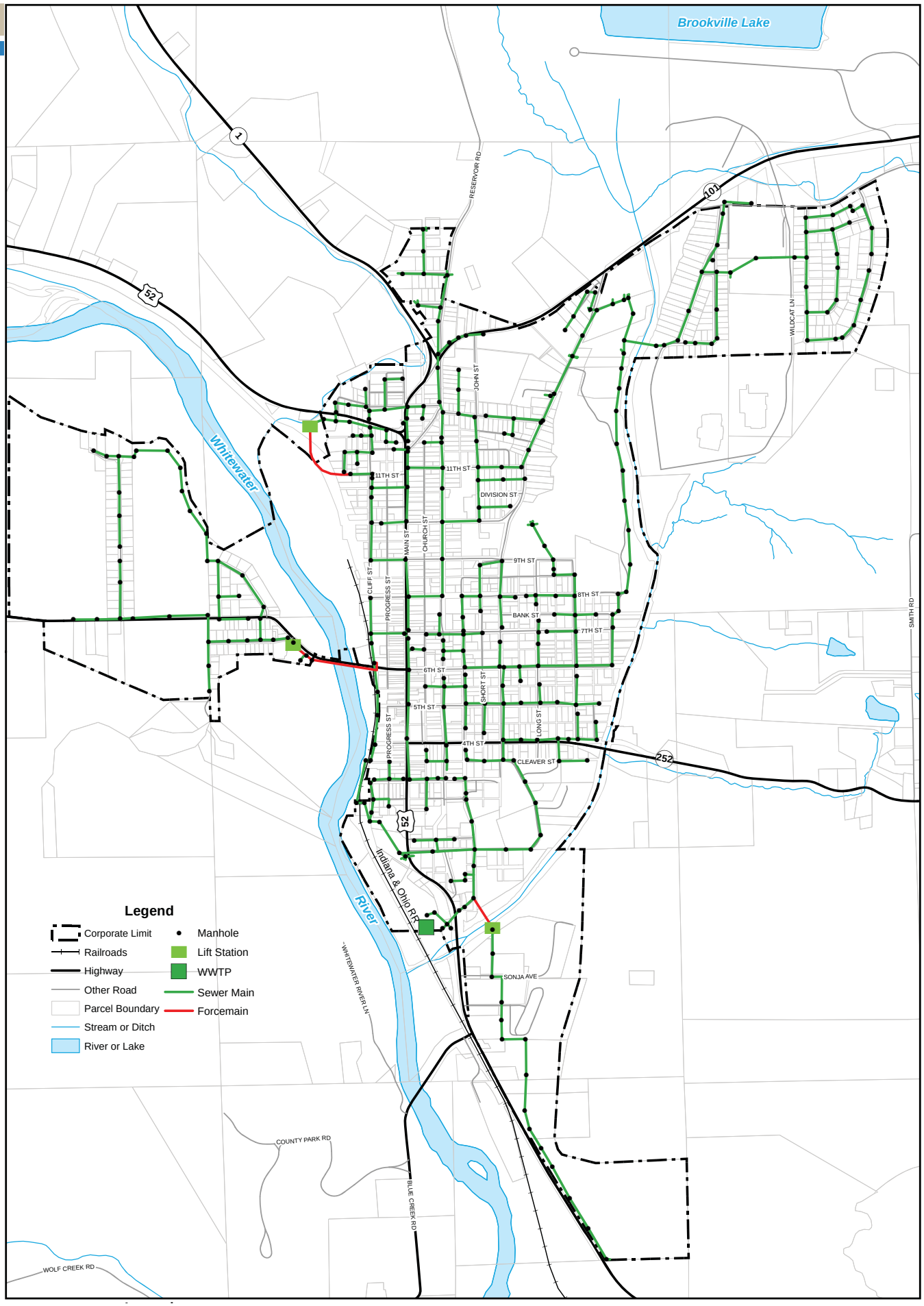
Residential Structures

0 500 1,000 2,000 Feet

NORTH



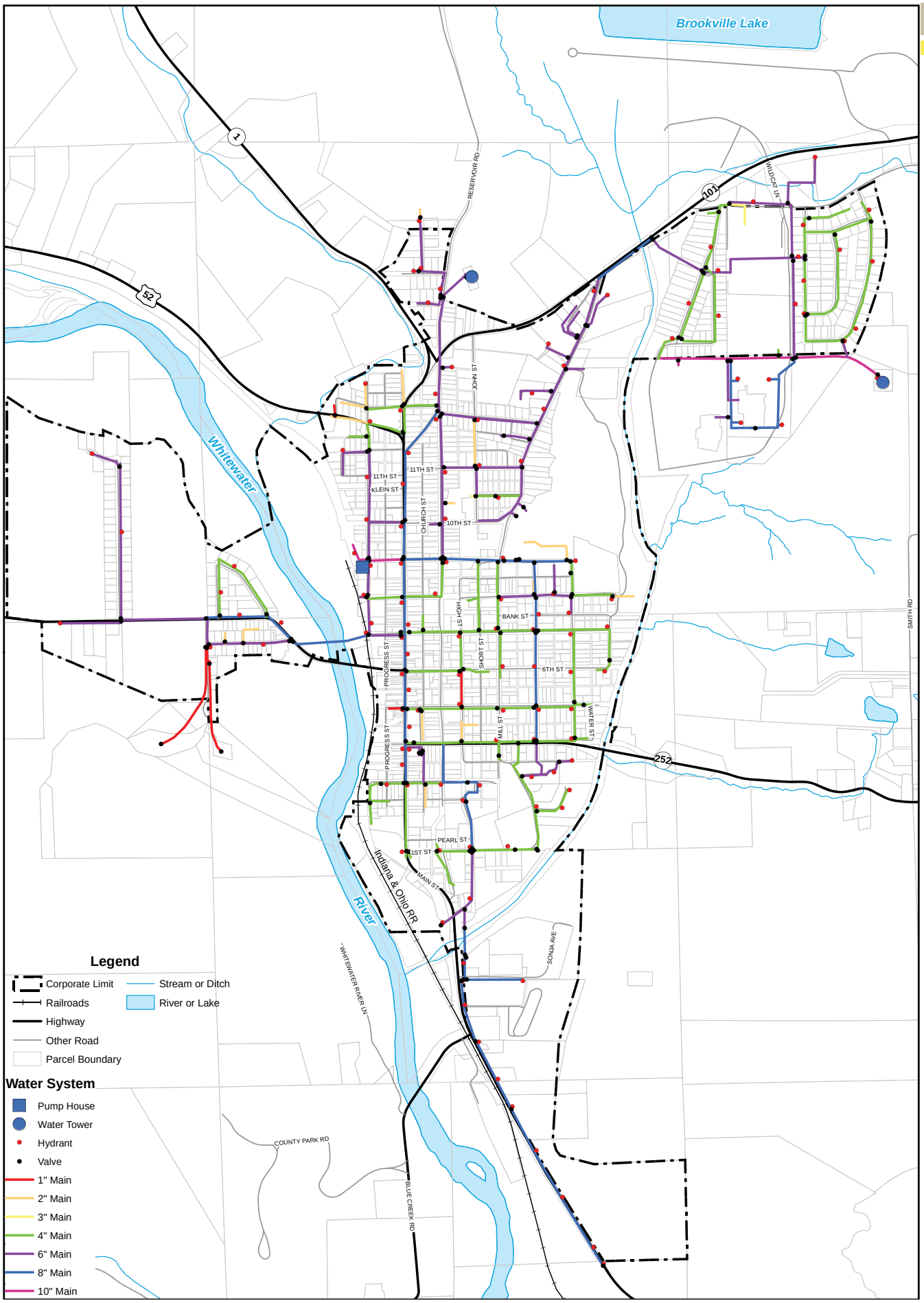
Existing Cultural & Recreational Areas

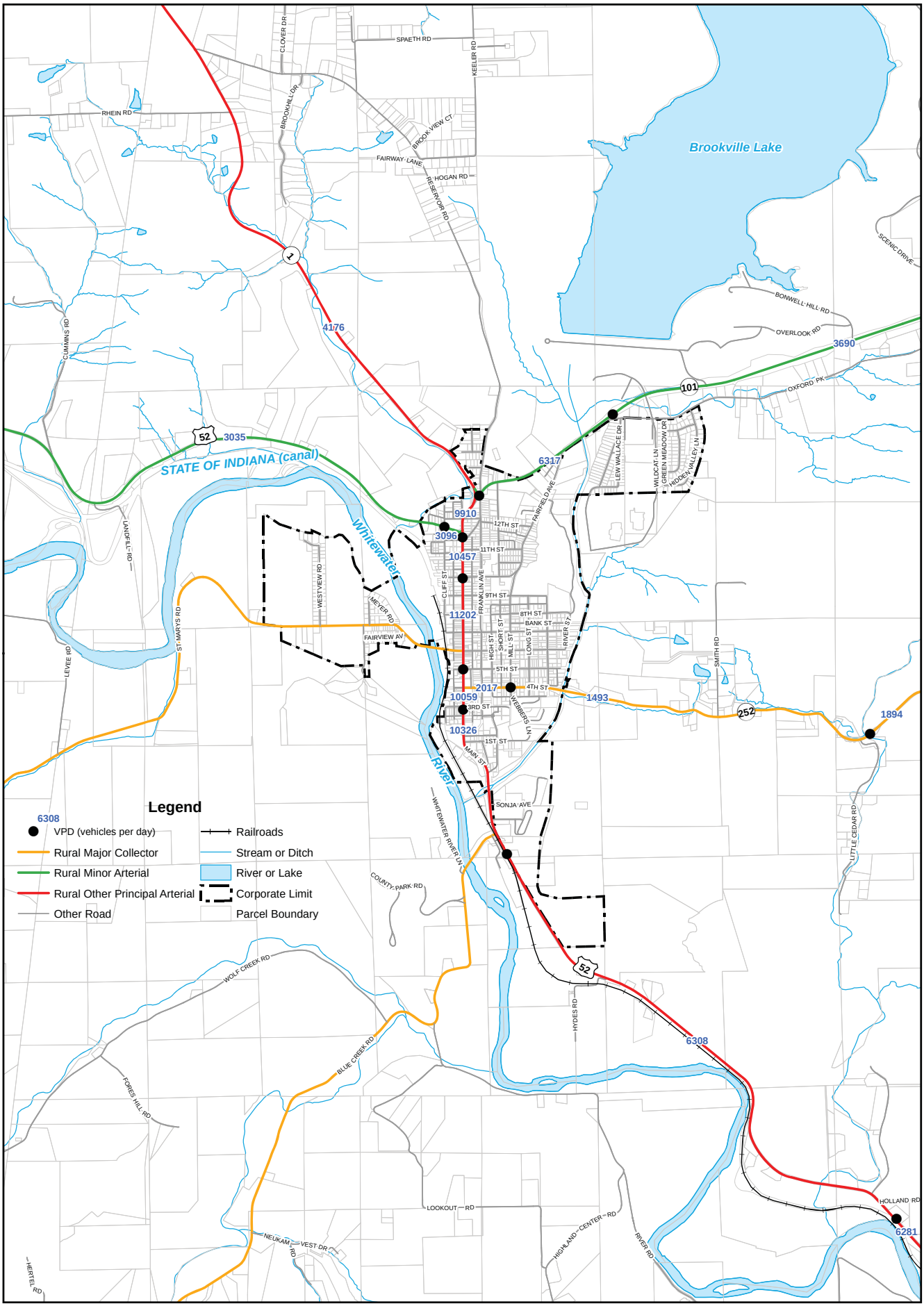


Sanitary Sewer System

0 500 1,000 2,000 Feet

NORTH

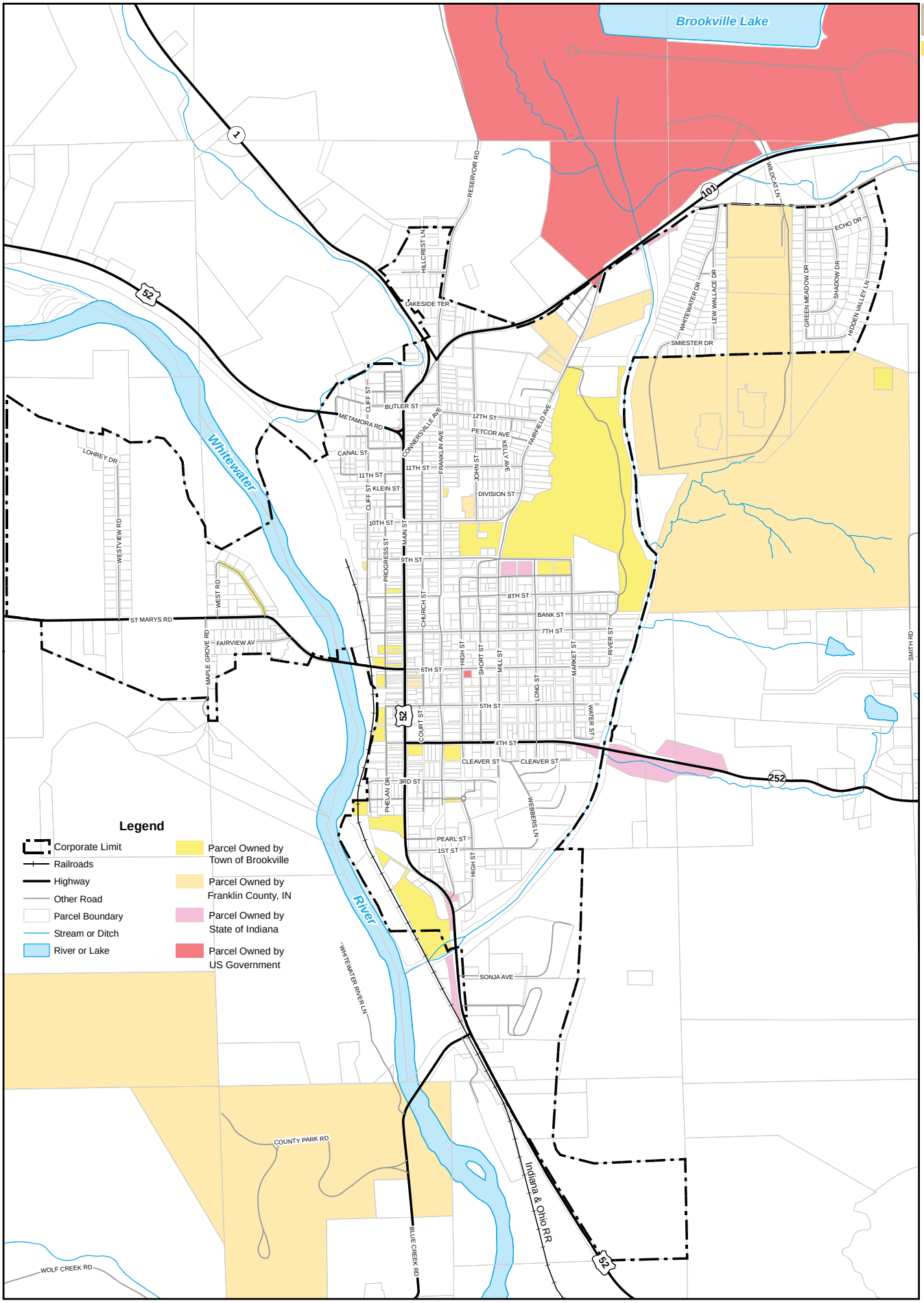

Brookville Lake
Whitewater
River
Indiana & Ohio RR
RESERVOIR RD
WILDCAT LN
JOHN ST
11TH ST
kLEIN ST
CHURCH ST
10TH ST
HIGH ST
BANK ST
SHORT ST
6TH ST
PROGRESS ST
MILL ST
WATER ST
SMITH RD
PEARL ST
1ST ST
MAIN ST
SONJA AVE
WHITEWATER RIVER LN
COUNTY PARK RD
BLUE CREEK RD
1
52
101
252
Legend
Corporate Limit
Railroads
Highway
Other Road
Parcel Boundary
Stream or Ditch
River or Lake
Water System
Pump House
Water Tower
Hydrant
Valve
1" Main
2" Main
3" Main
4" Main
6" Main
8" Main
10" Main
0 500 1,000 2,000
Feet
NORTH



Functional Road Class Map

0 1,000 2,000 4,000 Feet

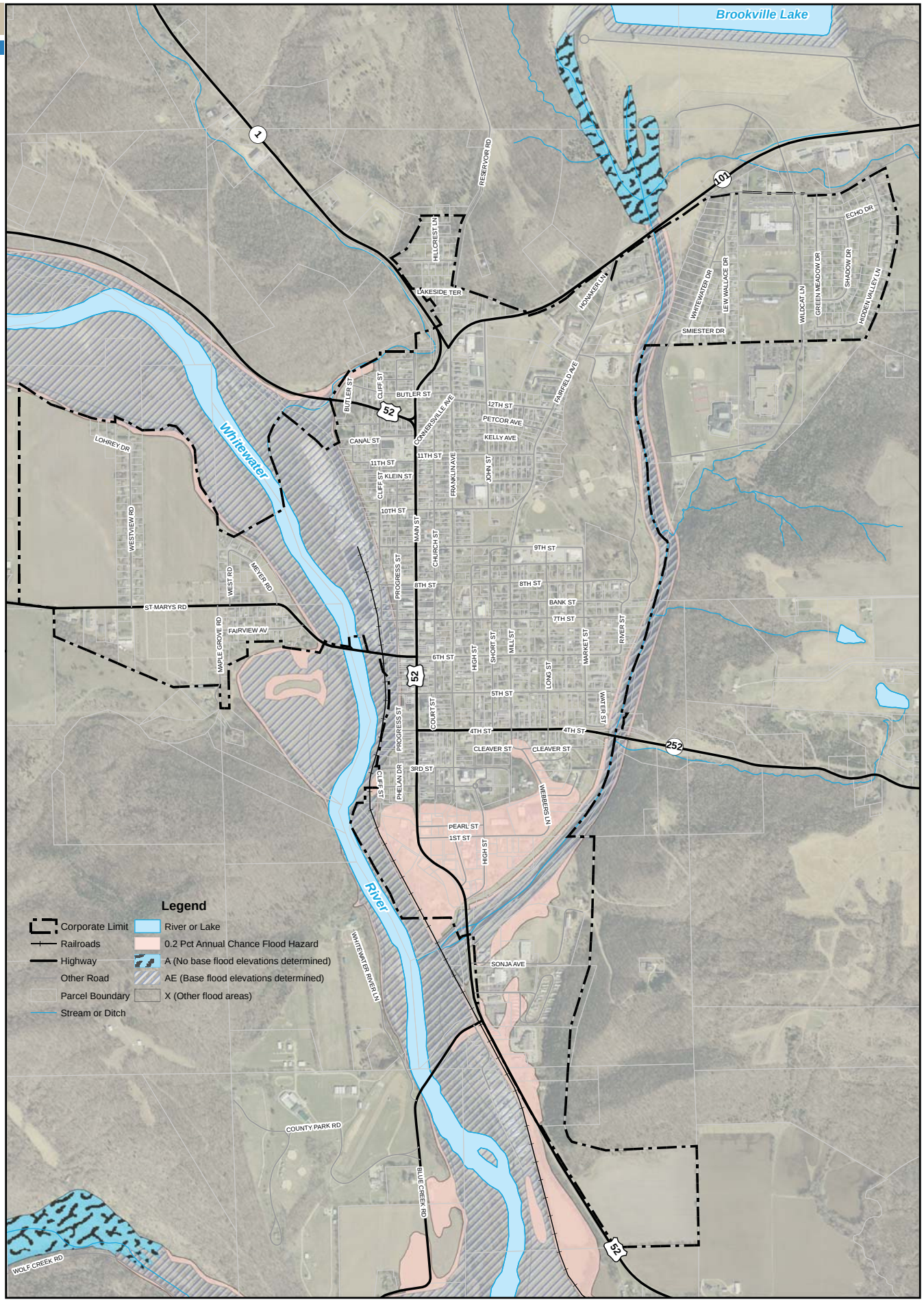
NORTH



Land Ownership by Public Entities

0 500 1,000 2,000 Feet

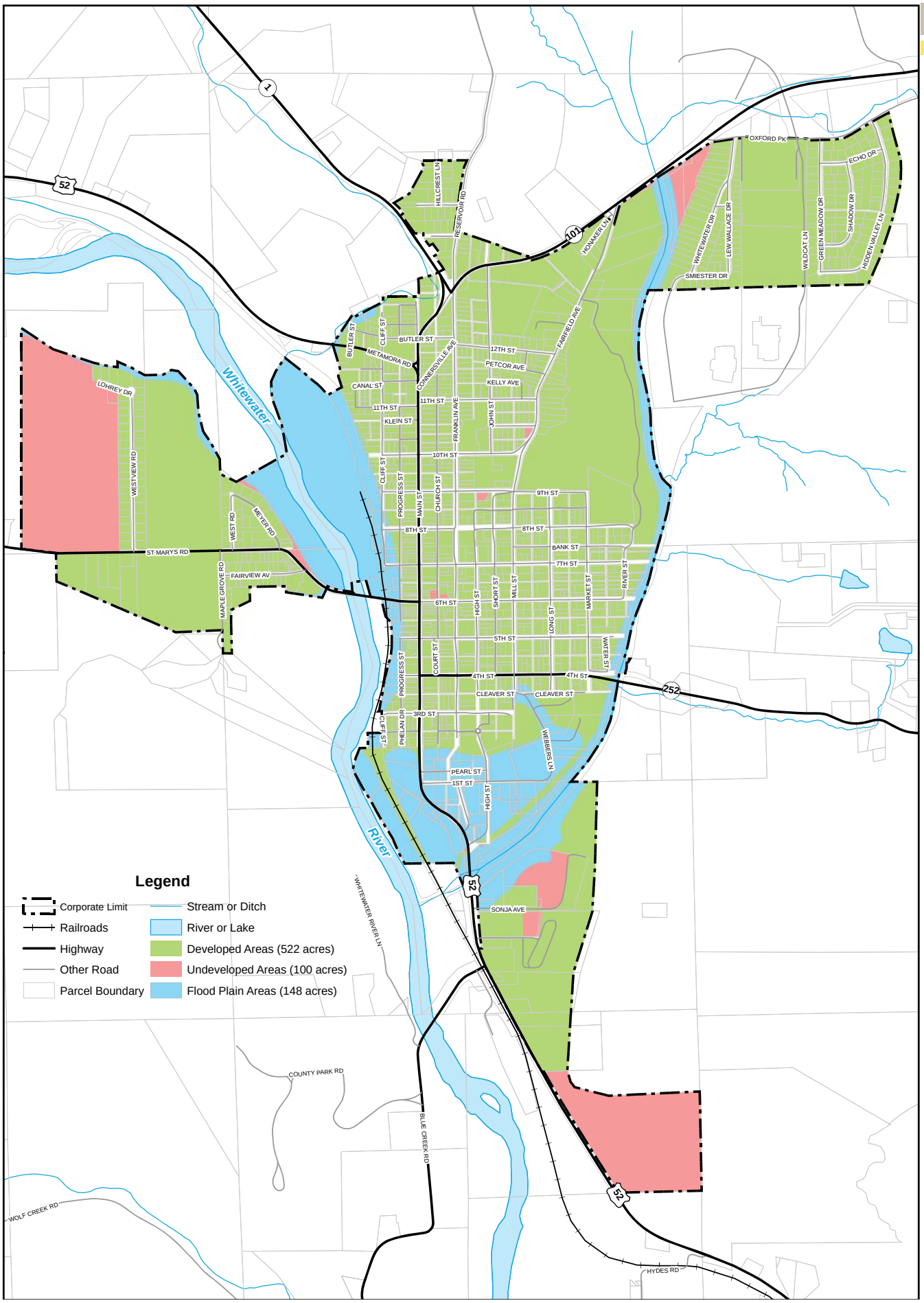
NORTH



Flood Zone

0 500 1,000 2,000 Feet

NORTH



Developed Areas

0 500 1,000 2,000 Feet

NORTH

Appendix

B

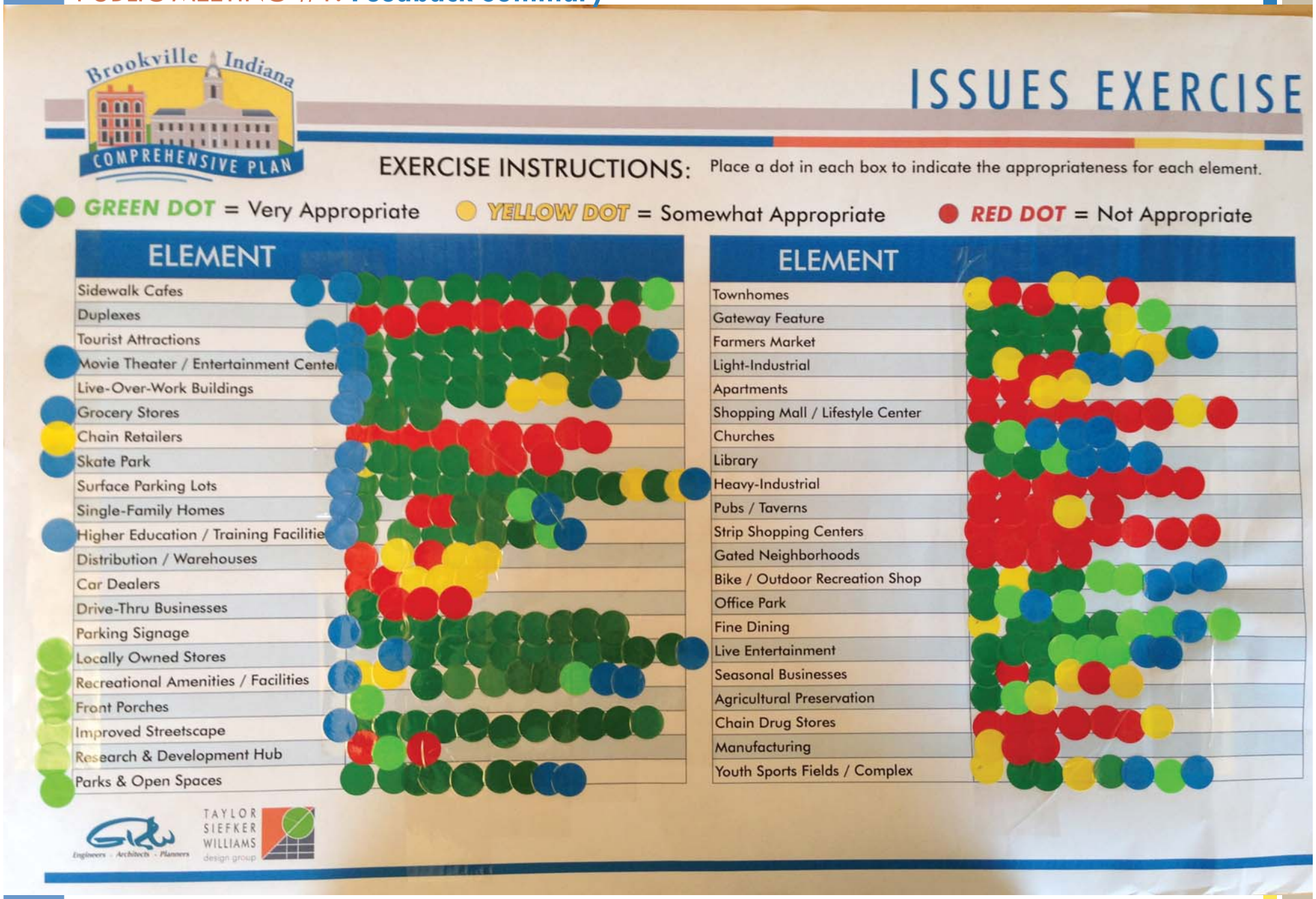
PUBLIC INVOLVEMENT

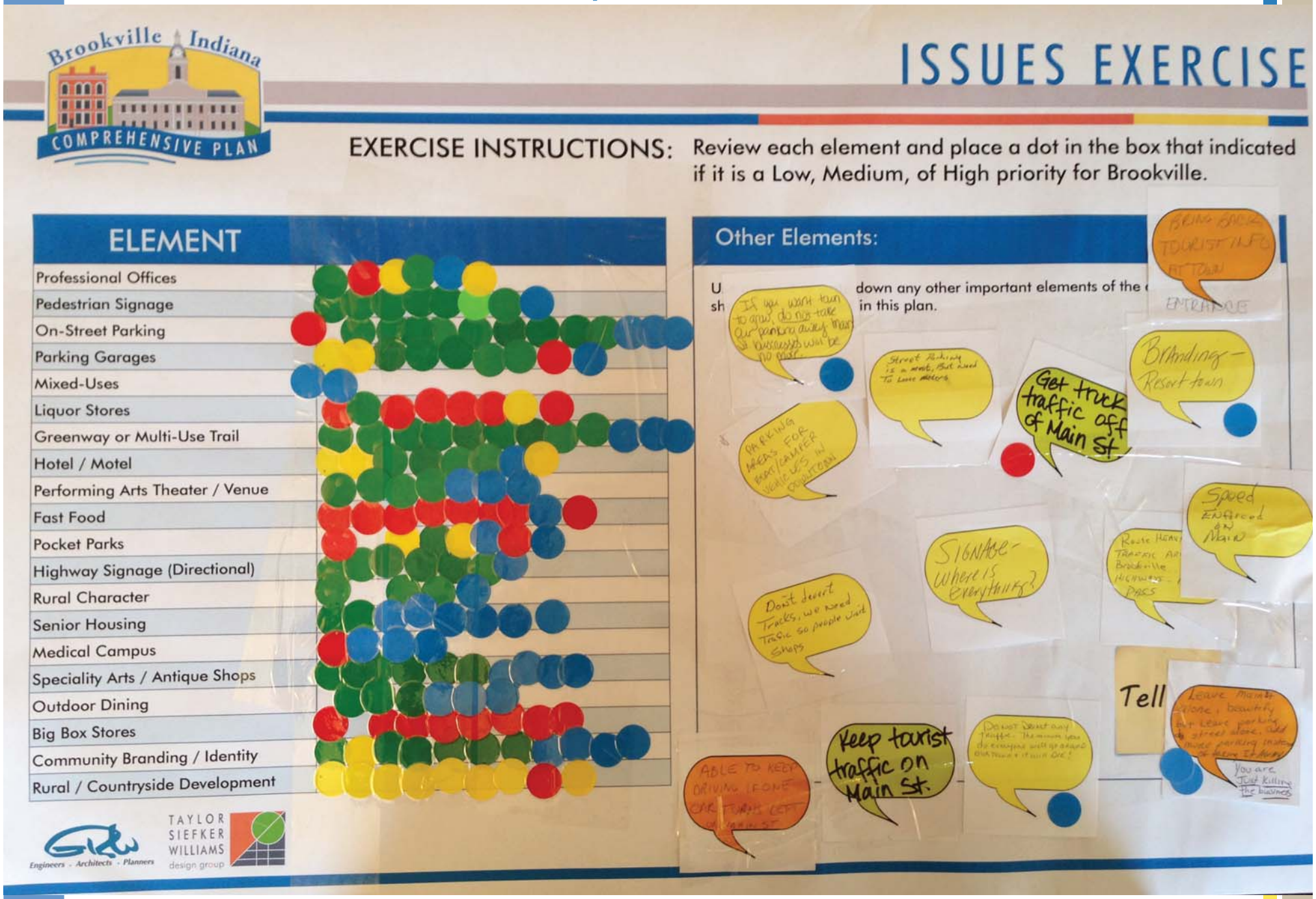
APPENDIX SNAPSHOT:

This section provides a summary of the presentation and public input.

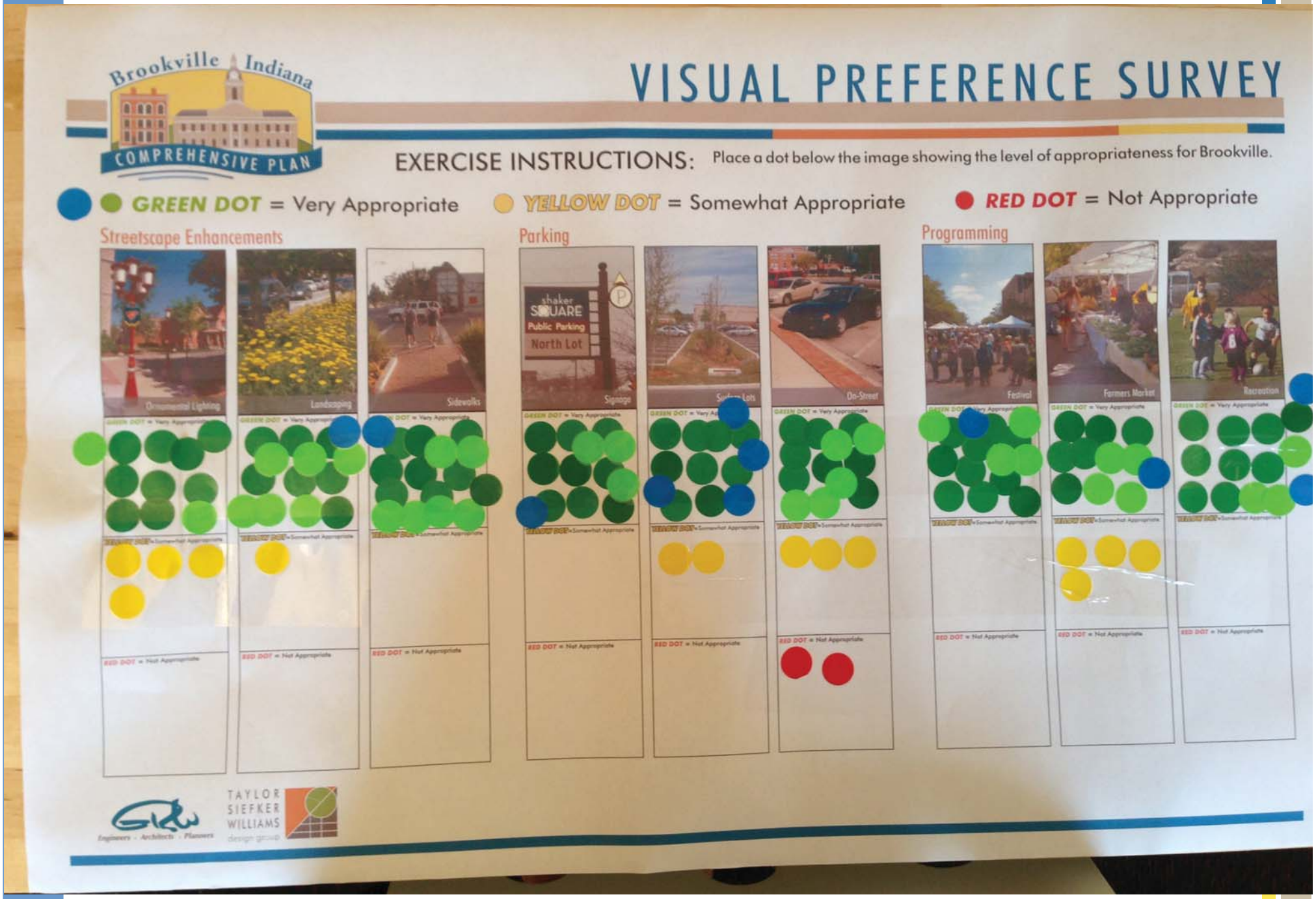
- Public Meeting #1 Exercises with feedback summary
- Public Meeting #2 Powerpoint with feedback summary

PUBLIC MEETING #1: **Feedback Summary**




Brookville Indiana
COMPREHENSIVE PLAN
ISSUES EXERCISE
EXERCISE INSTRUCTIONS: Review each element and place a dot in the box that indicated if it is a Low, Medium, of High priority for Brookville.
ELEMENT
Professional Offices
Pedestrian Signage
On-Street Parking
Parking Garages
Mixed-Uses
Liquor Stores
Greenway or Multi-Use Trail
Hotel / Motel
Performing Arts Theater / Venue
Fast Food
Pocket Parks
Highway Signage (Directional)
Rural Character
Senior Housing
Medical Campus
Speciality Arts / Antique Shops
Outdoor Dining
Big Box Stores
Community Branding / Identity
Rural / Countryside Development
Other Elements:
down any other important elements of the
in this plan.
Get truck traffic off of Main St
Branding - Resort town
Speed Enforced on Main
SIGNAGE - Where is Everything?
Keep tourist traffic on Main St.
Tell
Engineers · Architects · Planners
TAYLOR SIEFKER WILLIAMS design group

PUBLIC MEETING #1: **Feedback Summary**



Brookville Indiana
COMPREHENSIVE PLAN

YOUR VIEW OF BROOKVILLE

EXERCISE INSTRUCTIONS: Write in the space below to complete the sentence about Brookville.

The greatest THREATS to the success of Brookville are _____?

NOT CAPTURING MORE TOURISM $$

NOT SUPPORTING LOCAL BUSINESSES!

BAD MOUTHING OF EVERY IDEA BY MANY IN BROOKVILLE!

NOT CAPTURING MORE GRANT MONEY!

Everyone thinking negative – Everyone – Everyone needs to be positive all the time!

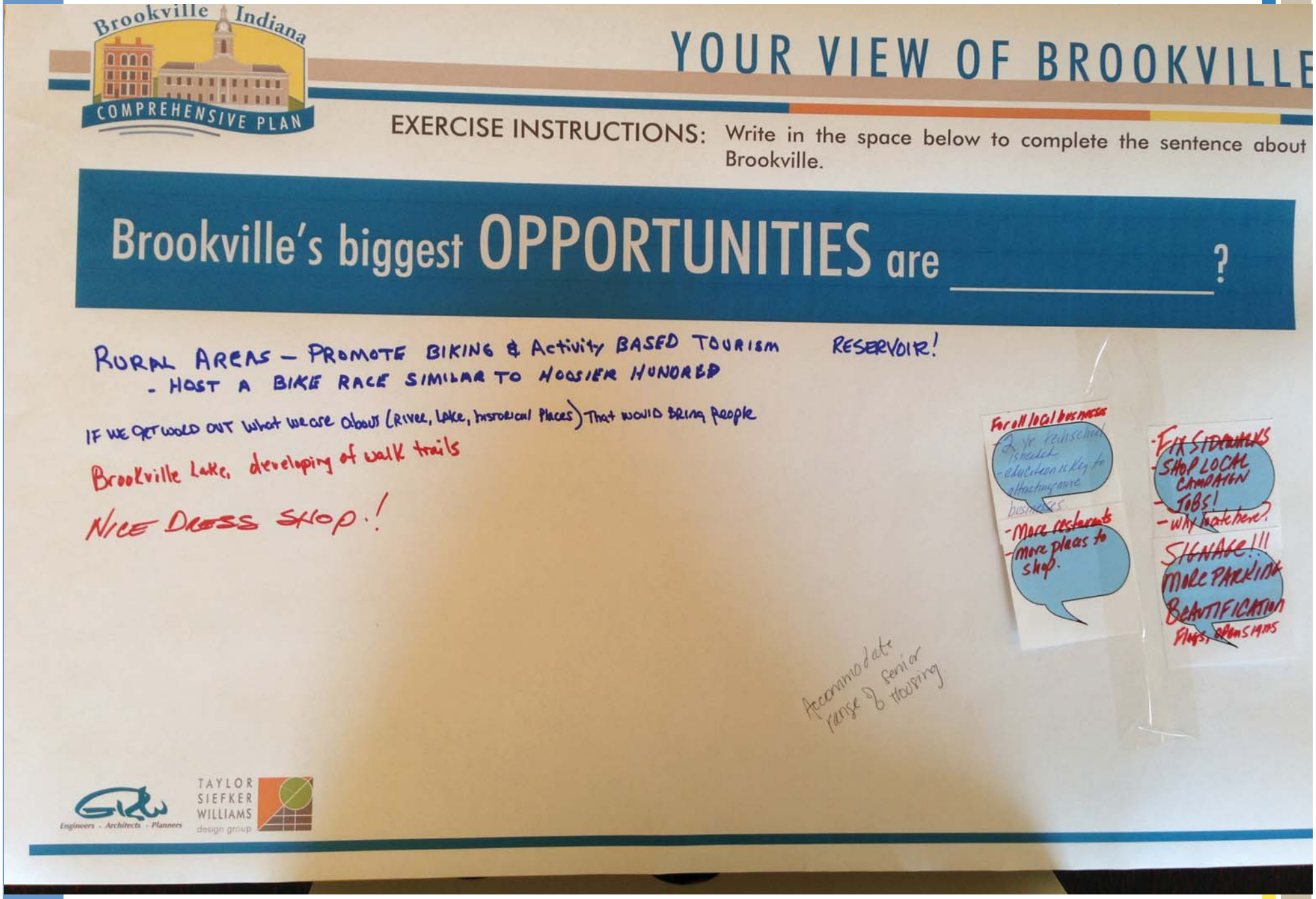
POOR HOUSING STOCK - CONDITION +AGE

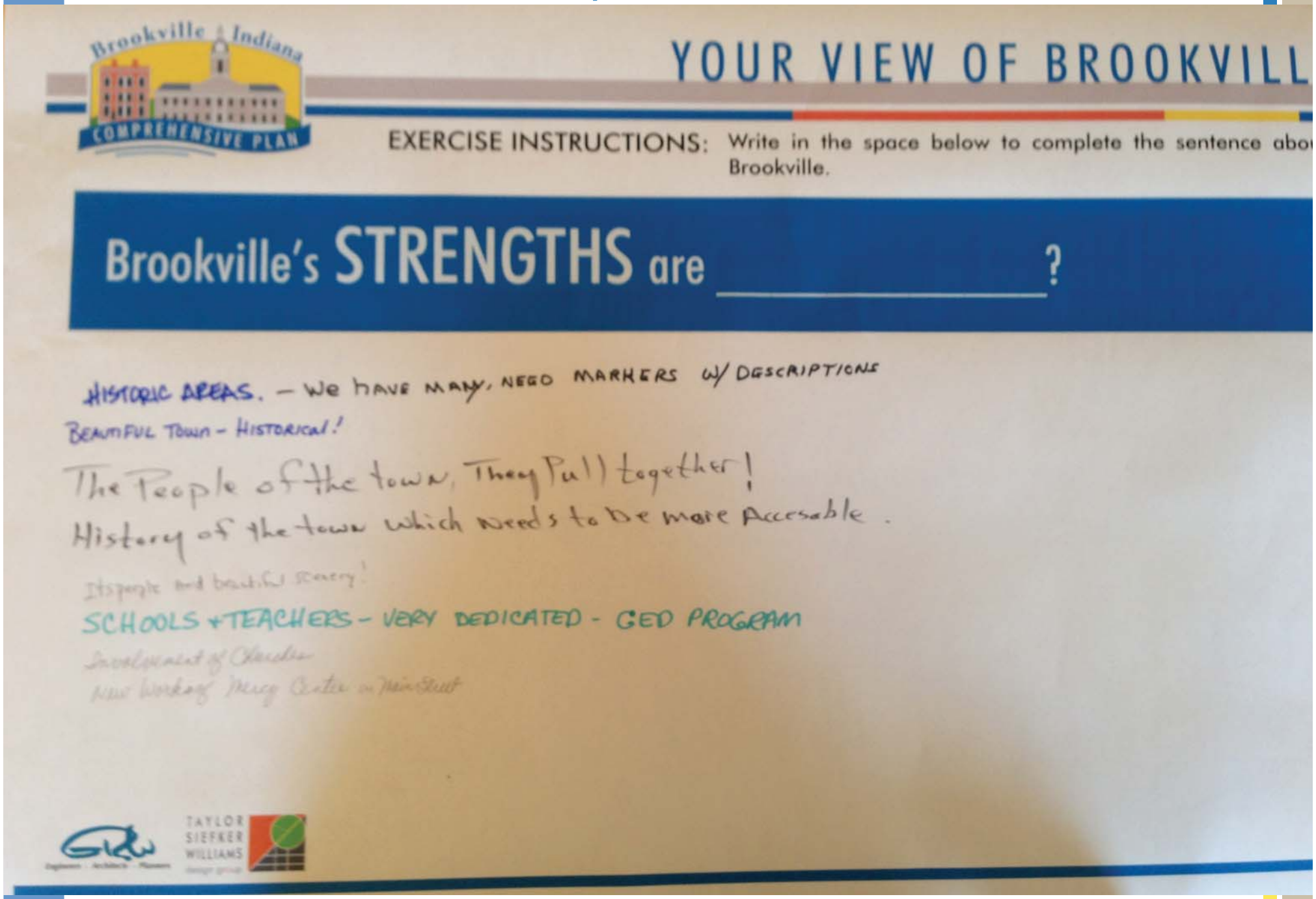
taking care of our youth, need YMCA or more recreational activities

GRW Engineers · Architects · Planners

TAYLOR SIEFKER WILLIAMS design group

PUBLIC MEETING #1: **Feedback Summary**




Brookville Indiana
COMPREHENSIVE PLAN
YOUR VIEW OF BROOKVILL
EXERCISE INSTRUCTIONS: Write in the space below to complete the sentence abo
Brookville.
Brookville's STRENGTHS are _____?
HISTORIC AREAS. – WE HAVE MANY, NEED MARKERS W/ DESCRIPTIONS
BEAUTIFUL TOWN – HISTORICAL!
The People of the town, They Pull together!
History of the town which needs to be more Accesable.
Its people and beautiful scenery!
SCHOOLS + TEACHERS – VERY DEDICATED – GED PROGRAM
Involvement of Churches
New Working Merry Center on Main Street
TAYLOR
SIEFKER
WILLIAMS

PUBLIC MEETING #1: **Feedback Summary**

Brookville Indiana
COMPREHENSIVE PLAN

YOUR VIEW OF BROOKVILLE

EXERCISE INSTRUCTIONS: Write in the space below to complete the sentence about Brookville.

Brookville's WEAKNESSES are _____?

Draw Tourists Resort Dept!
Maintain Historic Structures!
Keep Locally Owned Business!
Avoid huge Chains like Walmart from Coming In!
also Come in and put many locally owned out!
Emphasize Historical sites in Franklin County!
Preserve Historical Preservation Sites!

No Strip malls!

We have Nothing for our youth!
Some people do not want to Change.

NEED MORE ACCESS TO MEDICAL SPECIALISTS – AGING POPULATION DRIVES ELSEWHERE.

ENOUGH DOWNTOWN PARKING?
TRAFFIC – alot OF TRAFFIC, but speed is NOT ENFORSED! Slow Down the TRAFFIC. Dangerous to Pedestrians

Not enough Parking
Do not put in Turn lanes
– TRAFFIC JAMS ON MAIN ST
– FEW EVENING HOURS FOR BUSINESS EXCEPT GROCERIES

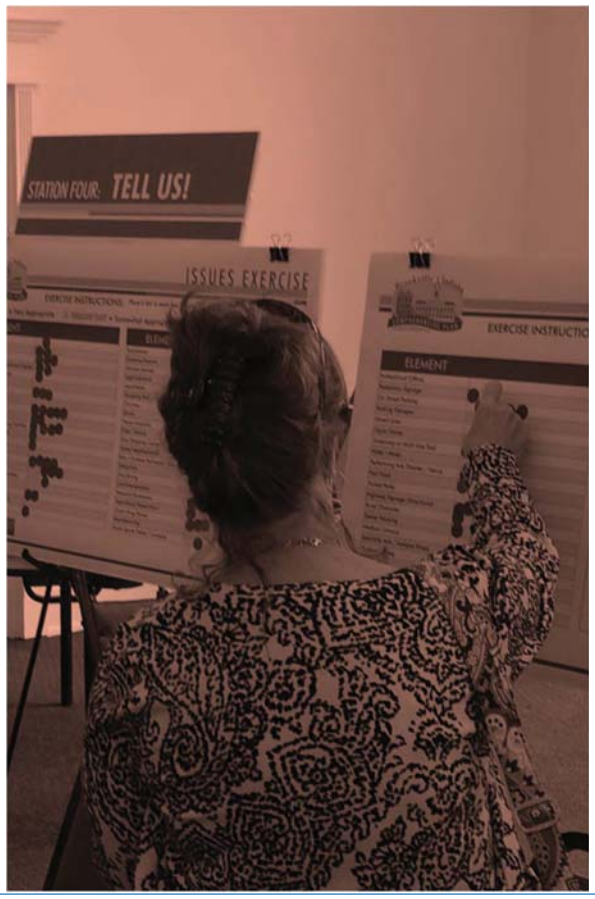
TAYLOR SIEFKER WILLIAMS design group

2. INPUT SUMMARY

Engineers · Architects · Planners

TAYLOR SIEFKER WILLIAMS design group

PUBLIC MEETING #2: Feedback Summary



Brookville's **STRENGTHS** are _____?

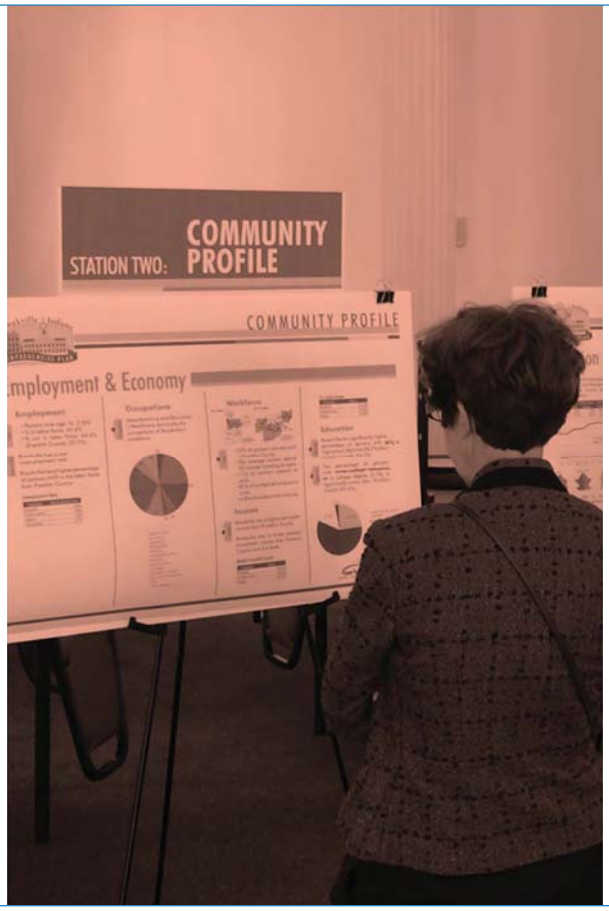
- Historic areas – need markers & descriptions.
- Beautiful & historic town!
- The people of the town.
- History of the town, which needs to be more accessible.
- Its people & beautiful scenery!
- Schools & teachers – very dedicated (GED Program)
- Involvement of churches/faith community.
- New works of Mercy Center on Main Street.

Brookville's **WEAKNESSES** are _____?

- Maintain historic structures.
- Avoid huge chains – keep local businesses.
- Emphasize / preserve historical sites.
- Draw tourists resort.
- Limited activities for youth.
- Access to medical specialists – services for aging population.
- Too much & too fast traffic.
- Few evening hours of downtown businesses.

Brookville's **OPPORTUNITIES** are _____?

- Rural areas – promote biking and activity based tourism draw.
- Host a bicycle race (Hoosier Hundred).
- Reservoir.
- River, lake, historical places.
- Accommodate range of senior housing.
- Technical school (education)
- More restaurants/shopping places
- Fixing sidewalks / pedestrian access.
- Community beautification.



Brookville's **THREATS** are _____?

- Not capturing more tourism dollars.
- Not supporting local businesses.
- Not supporting new ideas for Brookville.
- Not capturing more grant money / funding opportunities.
- Poor housing stock (condition and age).
- Taking care of youth (activities, lack of YMCA)
- Negative attitudes.

Top rated **APPROPRIATE** elements in Brookville include:

- Tourist Attractions
- Greenways / Trails
- Improved streetscape / design character
- Parks & Open Spaces
- Locally Owned Stores
- Entertainment / Movie Theater
- Parking (surface & on-street)
- Community Branding / Identity

PUBLIC MEETING #2: **Feedback Summary**

Top rated **NOT APPROPRIATE** elements in Brookville include:

- Duplexes
- Chain Retailers
- Shopping Mall / Lifestyle Center
- Strip Shopping Centers
- Heavy Industrial
- Big Box Stores
- Fast Food

ADDITIONAL COMMENTS

- Do not take parking away from Main Street / Downtown Area.
- Need parking area / trailhead for Boat & Camper vehicles in downtown.
- Need better signage.
- Branding lacking – (Resort Town).
- Remove trucks from Main Street.
- Do not divert traffic from Downtown.
- Add more parking.
- Do not create a By-pass.
- Bring back tourist information at town entrance.

PUBLIC MEETING #2: **Feedback Summary**

VISUAL PREFERENCE **SURVEY RESULTS**

Top 5 Ranked Images / Concepts

1. Sidewalks
2. Shared-use Path & Trails (tie)
2. Festival (tie)
4. Landscaping
5. Greenways

VISUAL PREFERENCE **SURVEY RESULTS**

Bottom 2 Ranked Images / Concepts

1. Bicycle Lanes
2. On-Street Parking

VISIONING EXERCISE

Important to PRESERVE:

- Small Town Feel
- History
- Natural Resources

VISIONING EXERCISE

Important to CHANGE:

- Beautification
- Communication
- Signage

VISIONING EXERCISE

Important to BUILT:

- Trails
- Expansion of Town Limits
- Amenities / Sr. Housing

VISIONING EXERCISE

Top ISSUE to address:

- Attracting tourists / visitors to stop
- Growth & Beautification
- Communication

Brookville Indiana

COMPREHENSIVE PLAN

gineering | architecture | geospati

TAYLOR
SIEFKER
WILLIAMS
design group

landscape architecture | community planning | urban design | visioning | strategic planning