

City of Tipton Comprehensive Plan

Adopted July 17, 2012

Prepared by



with assistance from



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INTRODUCTION

The City of Tipton has undertaken the development of a Comprehensive Plan to guide the future growth and development of the City and surrounding areas. The Comprehensive Plan sets forth recommendations for the maintenance and enhancement of existing neighborhoods and commercial areas and establishes strategies for the long-term development and sustainable growth of the community.

Purpose of the Comprehensive Plan & Land Use Plan

As the City plans for its future, the Comprehensive Plan will serve as Tipton’s official policy guide for physical improvement and development. The Plan is comprehensive in scale and scope, addressing a wide range of issues that impact areas throughout the community and surrounding areas within the City’s planning jurisdiction. The Plan should serve as a guide to land use and development; the movement of vehicles and pedestrians; the enhancement and revitalization of commercial corridors; the provision of parks, schools and other public facilities; and the preservation of environmental features and open space.

Long-term Vision

The Plan considers not only the current needs and opportunities in Tipton, but also presents a plan for new improvements and developments over the next 10 to 15 years. The Plan establishes the ground rules for private improvements and developments while providing a foundation for decision-making based on community consensus and long-term community visioning. Tipton’s Comprehensive Plan is designed to promote the City’s unique assets and should be used to achieve the collective vision of existing residents and business owners while serving to attract new families, additional commercial development, and a broader base of employment sector uses.

Planning Process

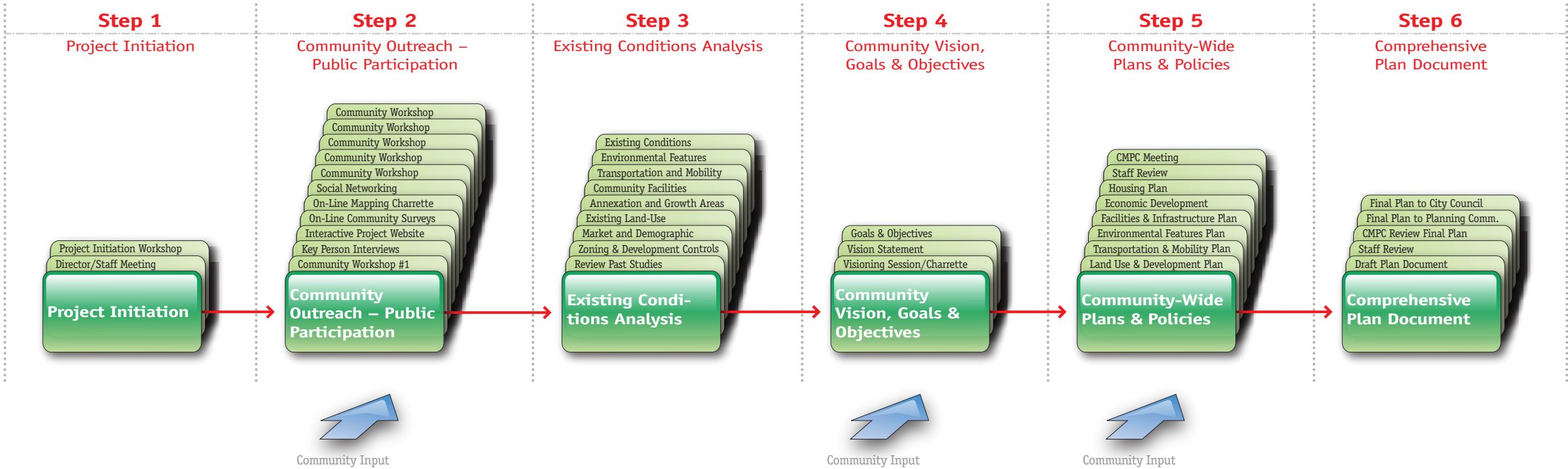
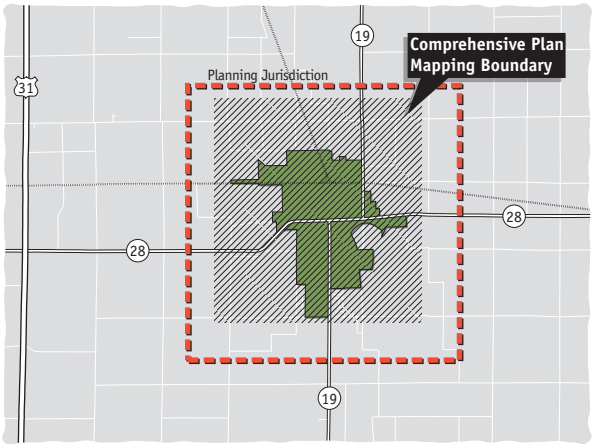
The City of Tipton’s Comprehensive Plan is the product of a multi-step, community-driven planning process as illustrated in the graphic below. The process was designed to produce a Comprehensive Plan that assesses and builds on existing conditions and influences, establishing a vision, and developing policies and recommendations to serve as a guide for community decision-making. The planning process was built on a foundation of community input and outreach, and focused on both community-wide and area-specific recommendations.

Planning Jurisdiction

The Comprehensive Plan includes recommendations and policies for areas within the City’s planning jurisdiction. As defined by the Indiana Code (IC 36-7-4-205), the focus of a comprehensive plan may extend beyond municipal limits to those unincorporated areas within a 2.0 mile radius of the current corporate boundary. The Indiana Code (IC 36-1-7) also encourages the negotiation of boundary agreements between communities with overlapping jurisdictions.

As shown in the adjacent figure, the City of Tipton exercises its jurisdiction over the area bound by 50 N, 50 E, slightly south of 350 S, and slightly west of 350 W. Land use in the areas beyond the City’s planning jurisdiction comprises a mix of agricultural and rural residential development and this remains the future land use designation unless otherwise specified in the Plan.

Planning Jurisdiction



Plan Organization

The Comprehensive Plan is divided into the following nine sections:

Section 1: Community Profile – This first section of the Plan provides a review of the community’s existing land use and development and summarizes demographics and market potentials, ensuring the Plan is built on a foundation of economic reality.

Section 2: Community Outreach – This section presents a summary of the outreach exercises conducted as part of the planning process, highlighting community issues and opportunities.

Section 3: Vision, Goals & Objectives – This section describes the community’s desired vision for the City of Tipton, providing a narrative of how Tipton has become a better place in which to live and work over the last 15 years. This section also presents goals and objectives that provide specific actions for the City and its Comprehensive Plan as it strives to achieve the vision.

Section 4: Land Use & Development – The Land Use Plan illustrates and describes in general terms the type and location of future land uses within the City of Tipton and its adjacent growth areas.

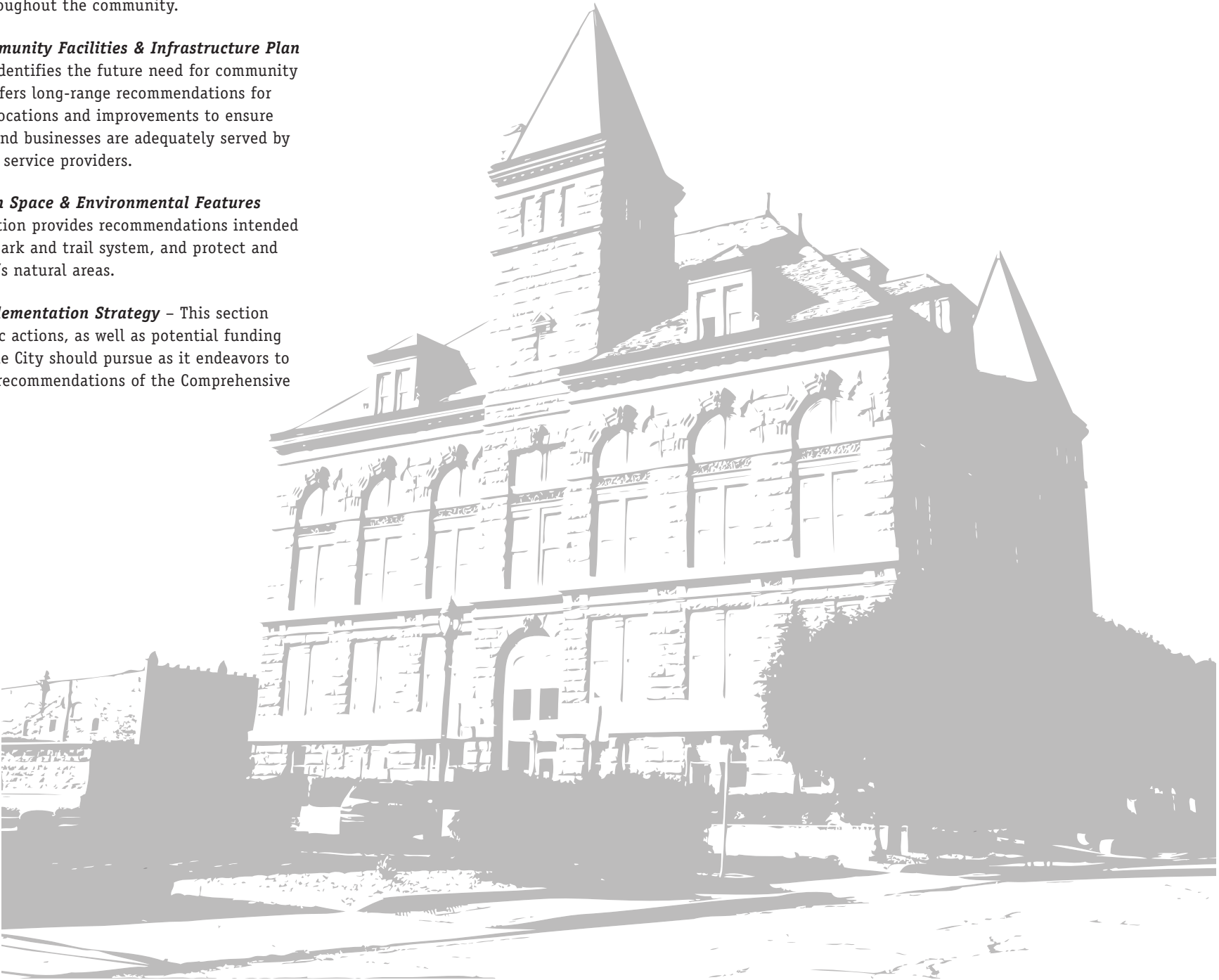
Section 5: Residential Areas / Housing Plan – This section provides detailed recommendations and policies targeted at the stabilization and improvement of Tipton’s residential neighborhoods.

Section 6: Transportation & Mobility Plan – The Transportation and Mobility Plan is intended to ensure an adequate transportation network exists to accommodate the efficient movement of vehicles, bicycles, and pedestrians throughout the community.

Section 7: Community Facilities & Infrastructure Plan – This section identifies the future need for community facilities and offers long-range recommendations for future facility locations and improvements to ensure that residents and businesses are adequately served by the City and its service providers.

Section 8: Open Space & Environmental Features Plan – This section provides recommendations intended to expand the park and trail system, and protect and enhance Tipton’s natural areas.

Section 9: Implementation Strategy – This section presents specific actions, as well as potential funding sources, that the City should pursue as it endeavors to implement the recommendations of the Comprehensive Plan.





SECTION 1
COMMUNITY PROFILE
1

COMMUNITY PROFILE

Community Setting

The City of Tipton, Indiana, is the county seat of Tipton County and is located approximately 35 miles northeast of central Indianapolis. Indiana State Road 19 (Main Street / Ash Street) travels north and south through the community while Indiana SR 28 (Jefferson Street) forms the community's primary east-west route. According to the US Census, the City of Tipton's population was 5,106 in 2010, with a total of 2,218 households. The majority of Tipton's residences are single family homes, but there is also a significant component of homes located in multi-family buildings and manufactured housing communities.

Tipton is close enough to Indianapolis to enjoy many of the benefits of being near a large city such as employment and shopping opportunities, entertainment and sports venues, and other cultural amenities. The City's rural setting also provides a sense of separation from the Indianapolis region and a decidedly small town character.

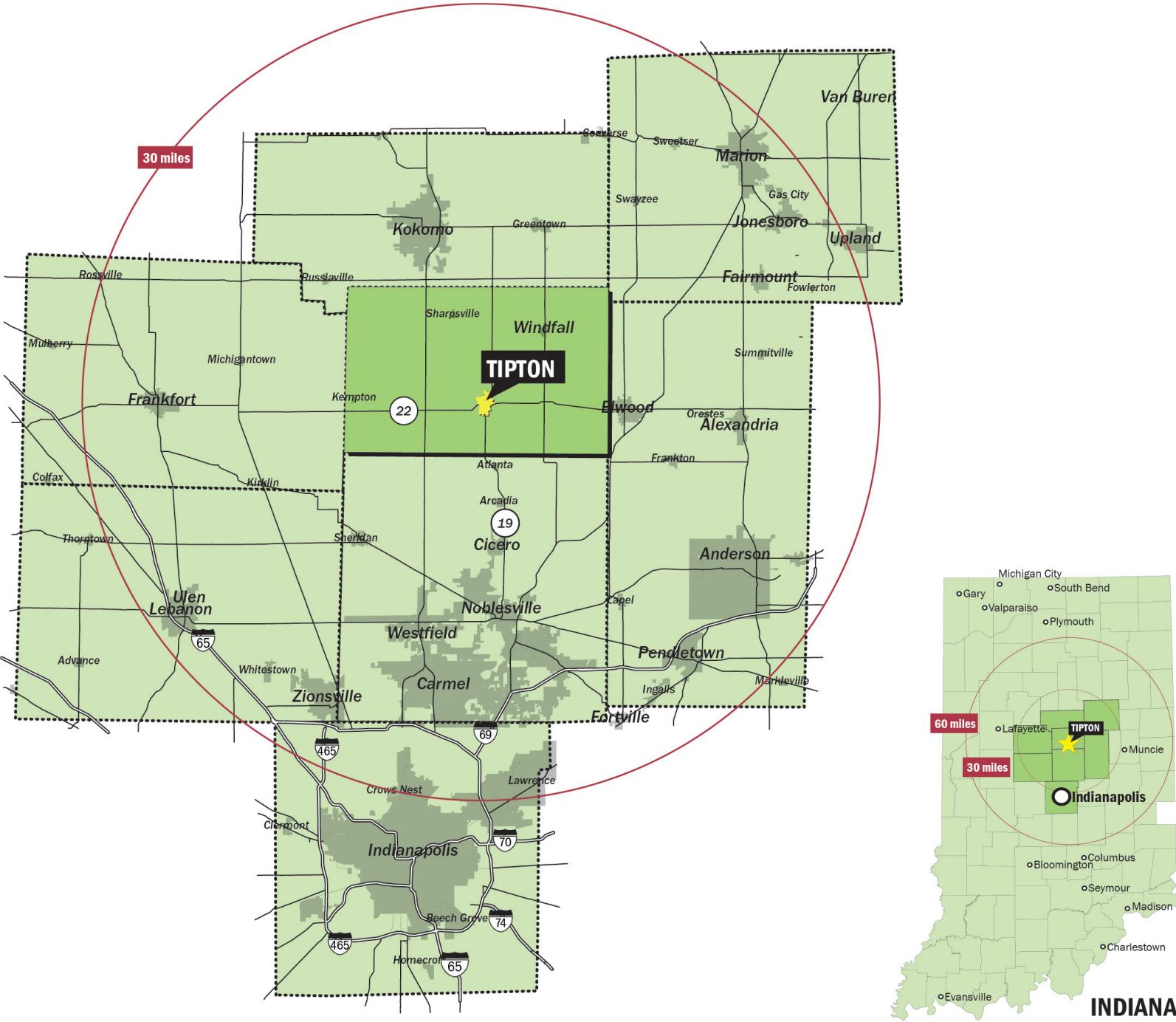
At the heart of Tipton's downtown is the historic Tipton County Courthouse, erected in 1894, that towers over the city and acts as a memorable focal point. The downtown core spans several blocks and includes structures of a historic nature, including several two story, mixed use buildings. The downtown area is surrounded by less dense, single family neighborhoods. As a community with a strong agricultural community, Tipton is surrounded by farmland.

History of Tipton

According to the Tipton County Chamber of Commerce, the City and County of Tipton were both named after General John Tipton, a member of the "Yellow Jackets" militia company who fought in the Battle of Tippecanoe in 1811 and the War of 1812 and eventually went on to be elected to the United States Senate.

The City of Tipton was settled by people from as nearby as southern Indiana and as far away as Germany, Scotland, Sweden, and France. Tipton's first settlers were hunters and trappers but larger waves of settlers moved in and established permanent homes. The City of Tipton was platted in 1844 as the location of the county seat. The arrival of the Peru and Indianapolis Railroad in 1854 and the Lake Erie and Western Railroad in the 1870s further entrenched Tipton as an important location within the region and the city grew as a result.

When first settled, the natural environment of Tipton was one of hardwood forests, swampy prairies, and underbrush. As time went on, the County developed into the agricultural center it is today. Tipton County has seen a number of historical events transpire, including the establishment of underground railroad stations during the Civil War era and the establishment of the first brick street in the State of Indiana.



Demographic & Market Analysis

Demographic Overview

The City of Tipton has maintained a stable population and household incomes over the past decade, but has witnessed an increase in its older population. Over the last decade, the median age has increased while the typical household has fewer persons. Household income in the area has grown at a rate slower than the pace of inflation.

Demographic trends summarized in this section show that both the population and number of households within Tipton has been minimal, having decreased at an annual rate of less than 0.3% between 2000 and 2010. Patterns of change are varied among middle and upper income households, while a pattern of decline can be observed among lower income households.

Population Change

The following summarizes the changes in population and the number of households in the City of Tipton and Tipton County. In general, the populations within both the City of Tipton and the surrounding county have experienced moderate decline over the last decade and it is anticipated that total household and population numbers will remain near their 2010 levels over the near term.

- » The City of Tipton experienced a decline of 145 people (-2.8%) between 2000 and 2010, with the County population decreasing by 641 individuals (-3.9%) during that same time period.
- » The number of households in Tipton and Tipton County decreased at lower proportions of -0.9% and -1.4% respectively. Within the City of Tipton, a 5.4% decline in the average household size occurred over the same time period while household size within the larger county increased by nearly 16%.
- » The City of Tipton witnessed an increase in median age of 2.1 years (5.6%) between 2000 and 2010. Within Tipton County the median age increased by 4.3 years, or 11.2%, over the same period.

Population Projections

Projections for Tipton County indicate that the area will continue to experience moderate population decline over the next 10 to 15 years.

Population Projections Tipton County, 2010 - 2015					
		2010	2015	2020	2025
Population		15,936	15,715	15,391	15,045
Change	Number		-221	-545	-891
From 2010	Percent		-1.4%	-3.4%	-5.6%
Source: STATS Indiana					

Age and Income

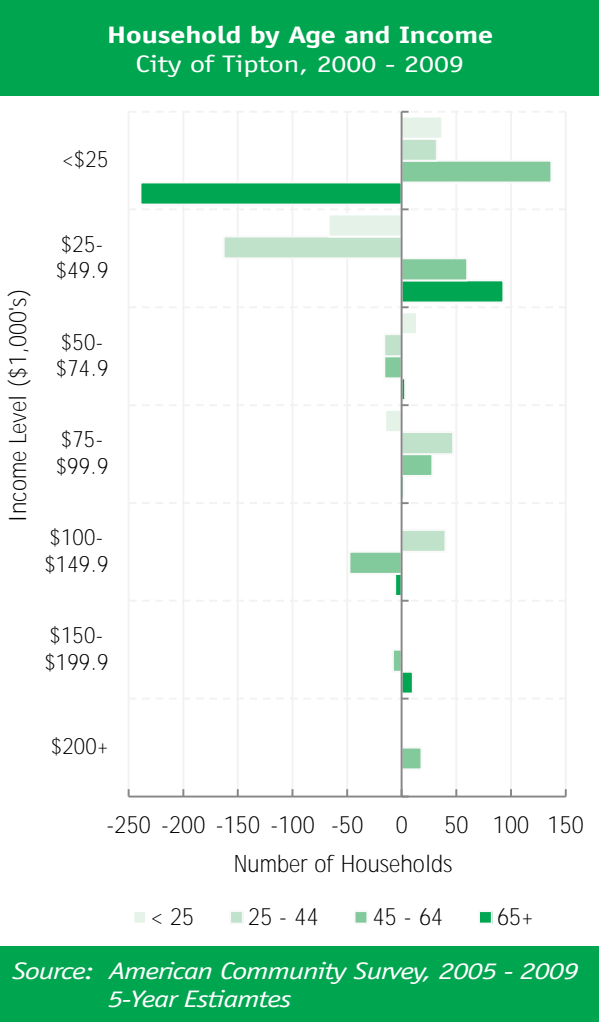
The adjacent chart illustrates the changes in the number of households according to the age of the head of household and household income. Changes that occurred between 2000 and 2009 (the most recent year for which data regarding household income is available) are shown as they pertain to each respective household age cohort in the community.

For example, the dark green columns indicate change within the Tipton householder population over the age of 64. A bar for this age group is shown in each income bracket. A dark green bar located to the right of the zero line of the graph indicates growth, while a dark green bar to the left of the zero line indicates decline in this particular age cohort.

Overall, Tipton has experienced a decline among lower income households, and stability among middle and upper income households. The combined result of these demographic shifts is a local population that is becoming older on average with minimal change among household income.

- » Households aged 44 or younger experienced minimal change regardless of income, with the exception of households earning between \$25,000 and \$50,000. The two cohorts that make up this age range (i.e. 25 and under; 25-44) combined for a decrease of 66% among middle income households. By comparison, the total population of these two cohorts decreased by only 9.7%.

- » Tipton households aged 45 to 64 increased in the majority of age cohorts, particularly among lower income households. Households in this age cohort and earning between \$25,000 and \$50,000 experienced a net gain of 197 households, a 77% increase.
- » Change in the number of households earning more than \$50,000 was minimal, regardless of income group or age cohort. No group experienced a gain or decrease of greater than 48 individuals between 2000 and 2009.
- » Changes in the number of households aged 65 and up varied considerably based on household income. Within this age cohort, the lowest income group (under \$25,000) decreased by 239 individuals, a loss of -50.6%. Meanwhile, the next income group (\$25,000 to \$49,999) grew by 93 individuals (+78.2%).



Market Implications

While the City of Tipton's total population has remained stable over the last decade, demographic shifts have taken place within the community. Decreases among lower income households have been somewhat offset by growth among the city's middle and upper income groups. These income shifts have coincided with an overall decrease among middle aged populations and an increase among the city's older population. The combined result is an aging population with flat household income growth. It is estimated that the average household income within Tipton has increased by an average annual rate of slightly more than 0.7%, while the median age has increased by 2.1 years.

The Tipton market, just like so many communities throughout the Midwest, has been impacted by the economic downturn. Despite stable population and household income, data indicate that the spending power of the Tipton area has decreased. When the average household income (adjusted for inflation) is multiplied by the number of households, it is estimated that total household income in Tipton decreased by \$5.3 million between 2000 and 2009, representing a decrease in purchasing power of approximately 6% over a decade.

Despite recent trends of population loss and flat household income growth, the City of Tipton is in the position to change its own course. The City can take an active role in attracting employers and investment to the community and improving the climate for existing businesses within Tipton. Successful economic development efforts could reverse recent trends, attracting workers and new residents to the community and sparking demand for additional retailers and service providers within the community.

Labor & Employment

Employment Projections

A comparison of local employment to the larger region further highlights the importance of a diverse job base to the city’s well-being. The following table contains employment estimates for Tipton County and the Economic Growth Region #4 (which comprises Benton, Carroll, Cass, Clinton, Fountain, Howard, Miami, Montgomery, Tippecanoe, Tipton, Warren and White Counties). In addition to reported employment estimates, the table also calculates the county’s local share compared to that of the larger region and uses that share alongside employment projections for the region to determine anticipated job growth within Tipton County.

Tipton County accounted for approximately 2.1% of jobs within the region. When Tipton County’s local share is applied to the region’s projected employment growth of 11,278 jobs, it is indicated that Tipton County could stand to gain an additional 242 jobs between 2008 and 2018 (the most recent period for which projections are available).

Industries that are projected to be the largest contributors to job growth in Tipton between 2008 and 2018 include *Administrative Services & Waste Management* (81 new jobs); *Health Care and Social Assistance* (48 new jobs); *Information* (48 jobs); and *Construction* (46 jobs).

Labor Inflow/Outflow Analysis

The figure below illustrates the volume of labor inflow and outflow for the City of Tipton.

Purple – Workers employed in Tipton, but living outside the city.

Green – Workers employed outside of Tipton, but living in the city.

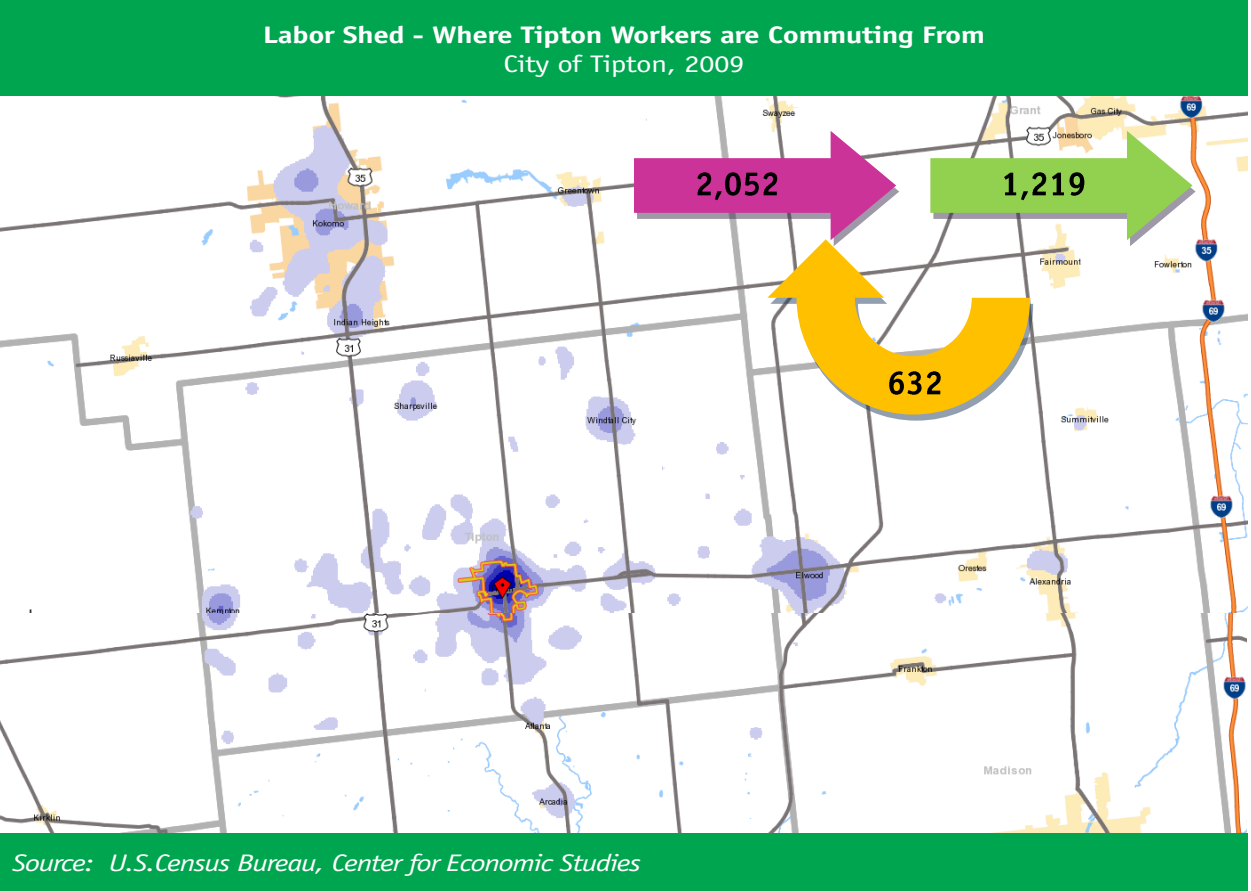
Orange – Workers that live and work in the City of Tipton.

The labor flow data discussed here is from 2009 which is the most recent year for which data is available. The community’s labor shed is dispersed throughout Tipton County and nearby portions of Howard County and Madison County. In 2009, approximately 76.5% of the community’s estimated 2,684 primary jobs were performed by workers who live outside of the City of Tipton. Only 632 individuals both live and work within Tipton, with nearly two-thirds of local workers traveling to jobs outside of the city.

Data indicate that on a given weekday, the number of workers entering Tipton (2,052) is approximately 68% higher than the number of workers commuting outside of the city (1,219). As shown in the following figure, Tipton’s workers are travelling from throughout the surrounding area with no one other community being home to more than 6.5% of the local workforce. Approximately 48% of people employed in Tipton are travelling less than 10 miles and another 29% of all workers are commuting between 10 and 24 miles. A similar proportion (68%) of Tipton residents is commuting less than 24 miles to their places of work.

Market Implications

Age and income shifts that have occurred over the last decade indicate a decrease in demand for goods and services within Tipton and the surrounding county. As such, the local market is likely to experience related repositioning within the local inventory of retailers, service providers and restaurants. Over the long term, economic development efforts may be needed to create jobs and drive population and income growth within the community and generate new demand for goods and services.



Although local employment has decreased in recent years, projections for Tipton County and the surrounding region indicate there is potential for the Tipton economy to regain lost jobs in the coming years. Moving forward, the City of Tipton should continue to focus on balanced economic growth and work to attract and retain employers across a range of industries. With a steady employment base that is slightly larger than the local labor force, Tipton has a strong local economy that should stabilize over the long term. As a county seat, the government sector and related services will continue to be significant employers within the City of Tipton. The expansion of machinery and food-products related manufacturing should also be pursued.

The community should continue to support its office and industrial employers and promote the development of areas to accommodate additional non-retail employment. In doing so, the health of the local retail market and housing stock is also likely to improve.

Employment Projections by Industry Tipton County & EGR #4 ¹ , 2008 - 2018					
Industry (NAICS Code)	Employment by Industry (2008)			Projected Growth (2008 - 2018)	
	EGR #4 ¹	Tipton County	County Share	EGR #4 ¹	Tipton County
	194,783	4,182	2.1%	11,278	242
Natural Resources and Mining	2,100	388	18.5%	-22	-4
Construction	7,211	261	3.6%	1,282	46
Manufacturing	50,364	844	1.7%	-4,041	-68
Wholesale Trade	5,278	160	3.0%	90	3
Retail Trade	22,839	404	1.8%	924	16
Finance and Insurance	4,968	102	2.1%	0	0
Information	1,895	28	1.5%	3,249	48
Real Estate and Rental and Leasing	1,984	18	0.9%	-75	-1
Professional, Scientific & Tech. Services	4,113	100	2.4%	-1,931	-47
Management of Companies and Enterprises	457	-	-	5,047	-
Transportation & Warehousing & Utilities	4,596	36	0.8%	-4,172	-33
Administrative & Waste Mngmnt. Services	5,913	42	0.7%	943	7
Educational Services, Private & Public	24,771	-	-	3,016	-
Health Care & Social Assistance	22,843	249	1.1%	4,409	48
Arts, Entertainment and Recreation	1,480	6	0.4%	219	1
Accommodation and Food Services	16,676	240	1.4%	1,149	17
Other Services	4,994	113	2.3%	353	8
Government, Total	12,301	1,191	9.7%	838	81

¹ Economic Growth Region #4 comprises Benton, Carroll, Cass, Clinton, Fountain, Howard, Miami, Montgomery, Tippecanoe, Tipton, Warren and White Counties.

Source: Indiana Department of Workforce Development

Retail Gap Analysis				
City of Tipton & Tipton County, 2010				
	City of	Tipton		
Summary Demographics	Tipton	County		
2010 Population	5,106	15,936		
2010 Households	2,218	6,376		
	Retail Gap by Market Area (\$M)			
Summary	City of Tipton	Tipton County		
Total Retail Trade and Food & Drink ¹	\$9.0	\$44.7		
Total Retail Trade ¹	\$5.5	\$29.3		
Total Food & Drink	\$3.4	\$15.4		
	City of Tipton	Tipton County		
	Retail Gap		Retail Gap	
Industry Group	(\$M)	Potential ²	(\$M)	Potential ²
Furniture & Home Furnishings Stores	\$0.4	1,006	(\$0.2)	(406)
Furniture Stores	\$0.6	1,624	(\$0.3)	(848)
Home Furnishings Stores	(\$0.2)	(617)	\$0.2	442
Electronics & Appliance Stores	\$1.7	4,262	\$4.1	10,290
Bldg Materials, Garden Equip. & Supply Stores	\$1.2	3,036	\$2.3	5,828
Building Material and Supplies Dealers	\$0.5	1,159	\$2.7	6,713
Lawn and Garden Equipment and Supplies Stores	\$0.8	1,877	(\$0.4)	(884)
Food & Beverage Stores	\$0.8	1,916	\$2.3	5,671
Grocery Stores	\$0.2	582	\$0.5	1,227
Specialty Food Stores	\$0.1	185	\$0.6	1,592
Beer, Wine, and Liquor Stores	\$0.5	1,149	\$1.1	2,852
Health & Personal Care Stores	\$0.8	1,946	\$3.8	9,486
Clothing and Clothing Accessories Stores	\$1.5	3,642	\$5.3	13,352
Clothing Stores	\$1.6	3,877	\$4.8	11,965
Shoe Stores	\$0.0	48	\$0.1	152
Jewelry, Luggage, and Leather Goods Stores	(\$0.1)	(282)	\$0.5	1,234
Sporting Goods, Hobby, Book, and Music Stores	\$0.1	227	\$0.3	628
Sporting Goods/Hobby/Musical Instrument Stores	\$0.1	213	\$0.2	584
Book, Periodical, and Music Stores	\$0.0	14	\$0.0	45
General Merchandise Stores	(\$1.1)	(2,701)	\$8.8	22,095
Department Stores Excluding Leased Depts.	\$0.6	1,476	\$2.1	5,153
Other General Merchandise Stores	(\$1.7)	(4,177)	\$6.8	16,942
Miscellaneous Store Retailers	\$0.2	497	\$2.5	6,188
Florists	(\$0.1)	(130)	(\$0.2)	(409)
Office Supplies, Stationery, and Gift Stores	\$0.1	180	\$1.3	3,325
Used Merchandise Stores	\$0.0	42	\$0.2	402
Other Miscellaneous Store Retailers	\$0.2	405	\$1.1	2,870
Food Services & Drinking Places	\$3.4	8,570	\$15.4	38,529
Full-Service Restaurants	\$1.5	3,748	\$6.6	16,445
Limited-Service Eating Places	\$1.7	4,267	\$7.2	18,061
Special Food Services	\$0.1	305	\$1.2	2,906
Drinking Places - Alcoholic Beverages	\$0.1	250	\$0.4	1,118

¹ Excluding the Motor Vehicle & Parts Dealers, Gasoline Station and Nonstore Retailers retail categories.

² Potential based on an average annual sales per-square-foot of \$400.

Source: ESRI Business Analyst; Houseal Lavigne Associates

Residential Market Overview

As indicated in the demographic section, the population within the City of Tipton has decreased moderately over the last decade. Data also indicate that households are growing older and smaller within Tipton. As such, demand for housing will likely be generated from the shifting needs of the existing population and the replacement of units.

While owner occupied units are likely to remain the predominant housing type, shifts in household income may also point to increasing demand for rental housing, either in single family units or multi-family structures. For this reason, it is anticipated that rental units will continue to increase in terms of total percentage of housing stock. The increasing age of Tipton’s population may also be indicative of growing demand for senior housing.

Infill Development

In addition to developing new residential areas on the outskirts of the City (preferably adjoining existing infrastructure), it is beneficial to encourage new housing to take the form of infill development and the replacement of existing housing units. Doing so would help stabilize existing neighborhoods and concentrate activity within Tipton’s established core.

Housing by Tenure & Type City of Tipton, 2005 - 2009 Average Estimate		
Total Housing Units	2,233	100.0%
Owner Occupied	1,457	65.2%
Renter Occupied	709	31.8%
Vacant	67	3.0%
Tenure by Units in Structure		
Owner Occupied	1,457	100.0%
Single Family Detached	1,260	86.5%
Two Family	41	2.8%
Multi Family	0	0.0%
Mobile Home	156	10.7%
Renter Occupied	709	100.0%
Single Family Detached	278	39.2%
Two Family	92	13.0%
Multi Family	295	41.6%
Mobile Home	44	6.2%

Source: American Community Survey, 2005 - 2009 5-Year Estimates

While single lot, infill opportunities should be encouraged, where possible, development should be strategically targeted on specific blocks as opposed to scattered-site development over multiple locations. Ideally redevelopment would occur at the block level with numerous properties being redeveloped concurrently. Doing so allows for the stabilization of an entire area and increases the likelihood of attracting buyers from outside of the community.

Commercial Market Overview

In 2011, it is estimated that the City of Tipton is the location of approximately 47 retail businesses. There are a variety of retailers present within the community, the most numerous being restaurants and drinking establishments (34% of total). The largest concentration of retail space is located in the downtown and along the eastern Jefferson Street corridor.

Population density within the City and County limits commercial development potential. Residents of Tipton are served by several different commercial areas outside of the City including regional malls such as Kokomo and Noblesville and large shopping centers including Saxony Village.

Retail Opportunities

Lack of population density and relatively low consumer expenditure potential serve to limit commercial development potential. While there are indications of market potential in some categories, efforts to retain existing business should take precedent over recruitment wherever possible.

Retail Potential

While there is leakage occurring with respect to local retail offerings within the City and County, it is offset by proximity and access to aforementioned commercial areas. The greatest potential is in those categories that cater more to the day to day needs of the population; things for which consumers typically do not travel longer distances to procure such as groceries, restaurants and convenience items.

Office Uses

Standalone office development is not typical in the Tipton market area. Any new office development will be in the form of professional office space for medical, financial or similar service uses. As the Tipton County seat, there will always be demand for office space in Tipton generated by government related services such as legal service providers, bail bondsmen, and accounting services. There are more than 800 individuals currently employed by the City, County or State within Tipton County.

Industrial Market Overview

Over the past several decades Tipton’s once strong industrial base has eroded. However, while manufacturing is projected to continue to decline within the region, the specialized nature of manufacturing in Tipton County may limit the impacts of job loss felt locally. A report by Ball State University indicate that the Machinery Manufacturing and Food, Beverage, and Tobacco Manufacturing sub-sectors were identified as established and growing industries with a significant presence within Tipton County.

The 800,000 square foot, former Getrag Transmission Plant represents an opportunity to further bolster the Tipton area’s credibility as a center for industrial development, and should be a high priority for completion moving forward.

While there are sites available for redevelopment within Tipton, it is anticipated that speculative industrial development will be minimal. As with the office market, build-to-suit projects will be the likely source of any future development in the near term. While soft demand will limit the need for new industrial space over the near term, the availability of good inexpensive platted property and a pro-business climate can be favorable to Tipton.

Existing Land Use & Development

The following inventory of existing land uses in Tipton provides insight into how the City has grown and developed over time, forming a base of understanding for what types of development will be appropriate in the future. Tipton has several well-established single family residential areas that should be stabilized and preserved moving forward. Moreover, these neighborhoods surround a historic downtown core and support a variety of commercial uses along the Main and Jefferson Street corridors. Some properties under performing commercial areas and vacant sites are in need of reinvestment while others represent opportunities for redevelopment.

Retaining an appropriate mix of land uses in the community is key to ensuring that the City grows and maintains itself in an economically and environmentally sustainable manner. Planning for land use at a local level will also have a positive impact on the long term fiscal health of both the municipal and county government and their ability to provide infrastructure and services in a responsive and cost effective manner.

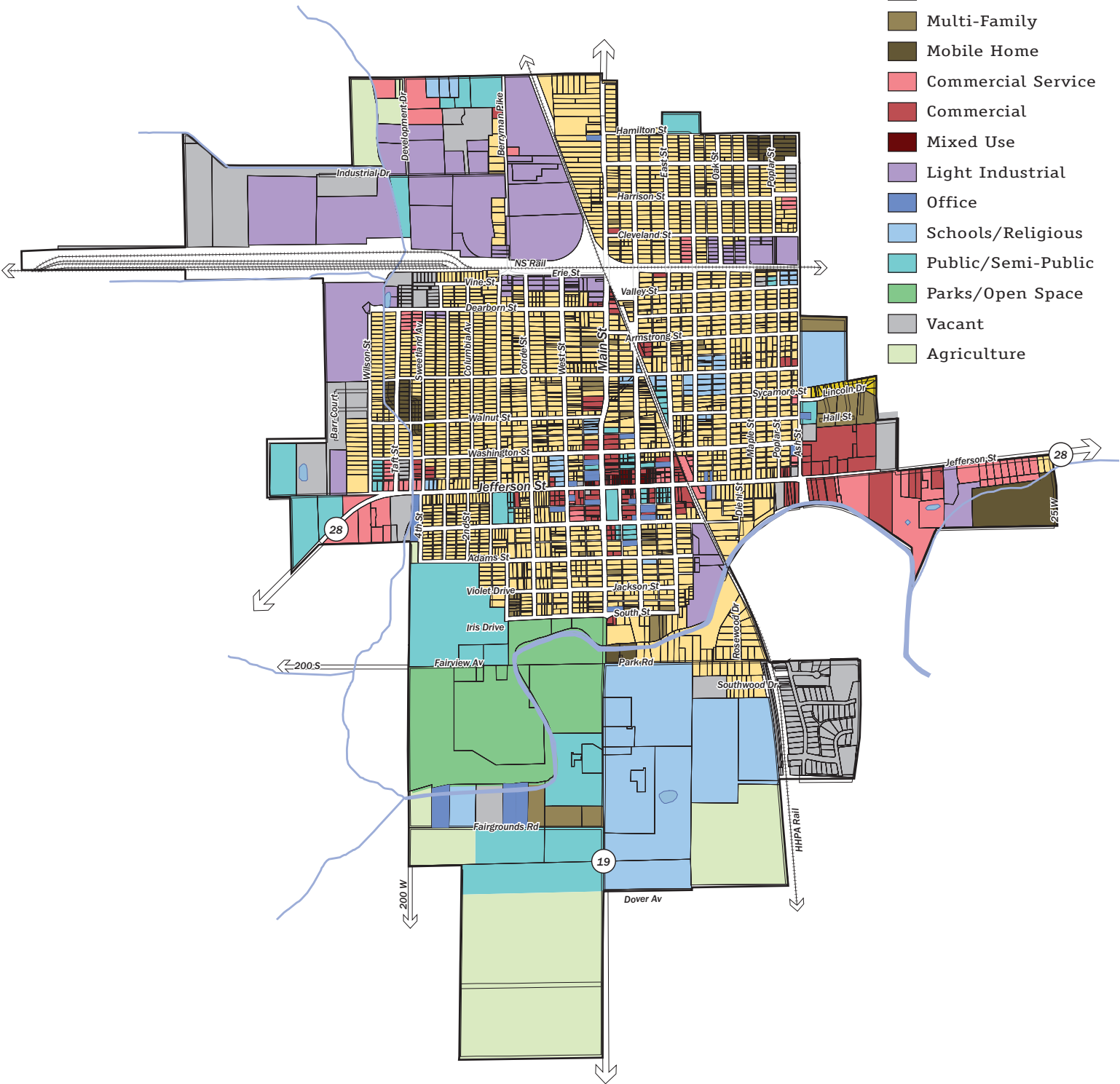
This section of the Plan includes a brief review of current zoning and an inventory of the existing land uses within the City of Tipton. The inventory is based on reconnaissance undertaken in the spring of 2012 and includes each parcel within the City.

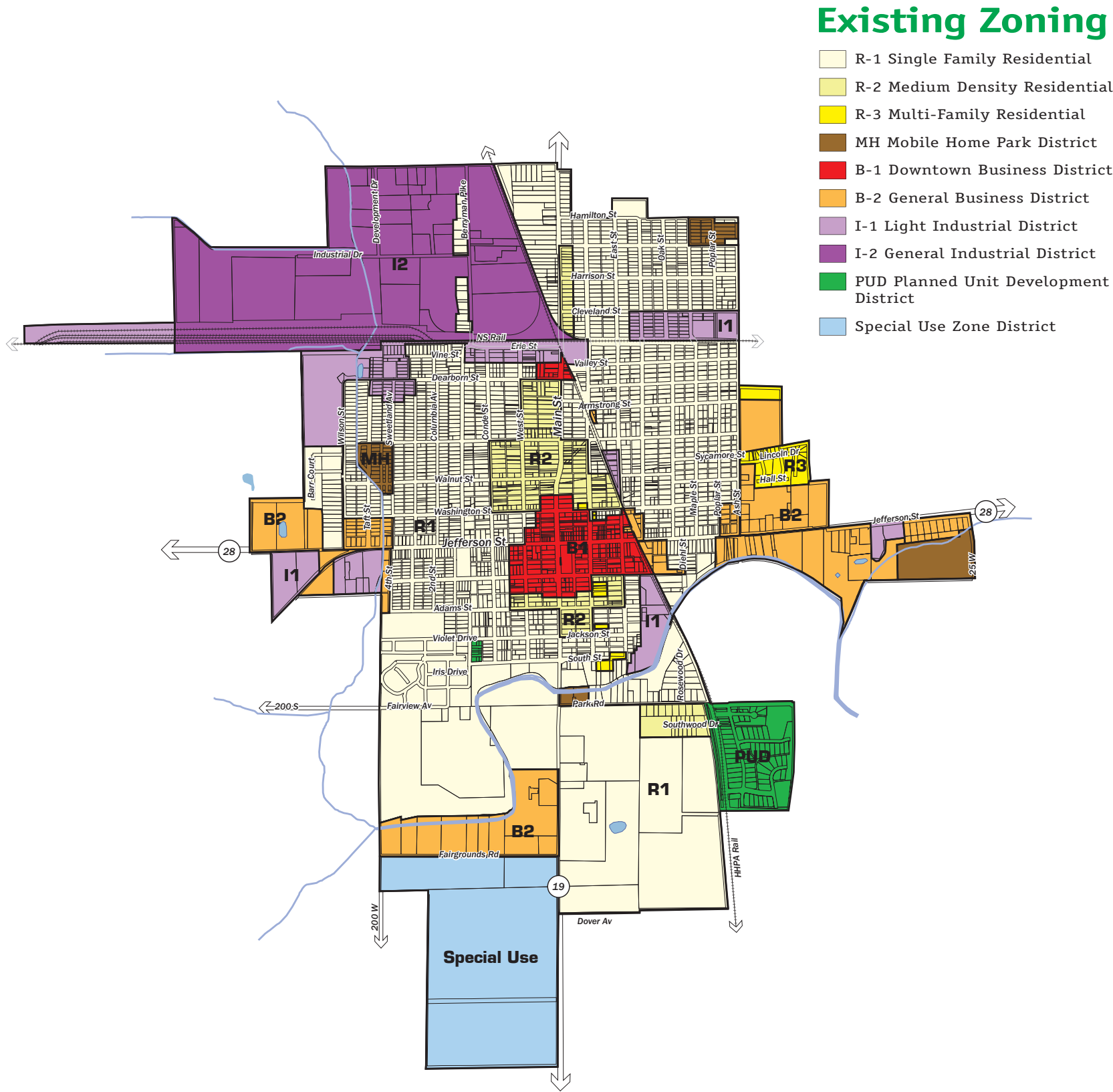
NOTE: Existing land use within the areas surrounding the City of Tipton largely comprises agricultural uses with a mix of rural residential development. These areas have not been shown so that greater detail can be provided on land use within the City limits.

Existing Land Use City of Tipton, 2012	
Land Use	Character
Single Family	Well-established neighborhoods consisting of small blocks served by rear alleys; Other uses are ancillary
Single Family Attached	Predominantly two- and three-unit buildings in which residences share common walls, but have independent entrances
Multi-Family	Two- to three-story buildings with multiple; typically clustered in a complex
Mobile Home	Mobile home residences in various states of repair located in one of four parks in Tipton
Mixed Use	Two-story buildings in Downtown Tipton with ground floor retail and office or residential on the upper floor
Commercial	Both standalone and shopping center uses in a variety of contexts including the downtown and auto-oriented development along the Jefferson corridor
Commercial Service	Personal and professional service providers including auto repair, hair salons and gas stations
Office	Predominantly found in the downtown; one- and two-story including residential conversions to low intensity office use
Light Industrial	Mix of industrial uses such as machine shops, metal fabricators, distribution and a farm cooperative
Schools / Religious	Tipton Community School Corporation facilities, private school facilities, and religious institutions
Public / Semi-Public	Facilities belonging to the county and city governments as well as other local service providers such as the library or post office; Utilities and infrastructure such as the water treatment plant
Parks / Open Space	Tipton City Park, areas of open space and private recreation amenities such as golf courses
Agriculture	Farmland and related ancillary agricultural uses
Vacant	Vacant properties

Existing Land Use

- Single Family Residential
- Single Family Attached
- Multi-Family
- Mobile Home
- Commercial Service
- Commercial
- Mixed Use
- Light Industrial
- Office
- Schools/Religious
- Public/Semi-Public
- Parks/Open Space
- Vacant
- Agriculture





Existing Zoning City of Tipton, 2012	
Zoning District	Permitted Uses / Purpose
R-1, Single Family Residential	Single family residential development
R-2, Medium Density Residential	Medium density residential development in single family and two-family structures
R-3, Multi-family Residential	Higher density residential development in buildings with three or more units
Mobile/Manufactured Home Park	Mobile/Manufactured homes in areas served by municipal services
B-1, Traditional Downtown Business	Mix of commercial, residential and government uses , including mixed use structures with minimal setbacks
B-2, General Business	Retail and service uses of greater intensity than in the B-1 district and reflect modern commercial development standards
I-1, Light Industrial	Industrial operations that operate entirely within enclosed structures and generate little industrial traffic
I-2, General Industrial	Industrial operations that utilize enclosed / unenclosed space for storage, fabricating and manufacturing
PUD, Planned Unit Development	Allow for flexibility in land use, design and development requirements where appropriate and in agreement with the Comprehensive Plan
Special Use	Preserve and enhance County Fairgrounds as a unique use



COMMUNITY OUTREACH

Several community outreach activities were conducted to involve elected officials, property owners, the development community, business persons, and residents in the planning process. These outreach efforts informed the planning process, bringing insight on local issues, concerns, and opinions from residents, community leaders, the business community, and other participants.

Community Outreach Activities

As part of the planning process, the following outreach efforts and initiatives were conducted:

A **Project Initiation Meeting** was conducted with the Steering Committee on September 21, 2011 at the Tipton County Foundation building.

A **Community Workshop** was conducted with Tipton residents on September 21, 2011 at the Tipton County Foundation building.

Key Person Interviews were conducted with a several people identified by the City staff and the Steering Committee. The interview process, which consisted of a question and response dialogue, was conducted on November 29, 2011.

On-line questionnaires, one designed for residents and another for businesses, were posted on the project website to solicit input from those unable to attend face-to-face outreach efforts.

An **On-line Community Issues Mapping** tool was posted on the project website to allow residents to identify, map, and provide comments on specific, or general, areas of concern within the City.

A **Visioning Workshop** was held on Wednesday, January 11, 2012 at the Tipton County Foundation building where members of the community put pen to paper and illustrated their vision for Tipton, highlighting potential strategies to address local issues and identifying desired land use and development throughout the City and its planning area.

Comprehensive Plan Steering Committee

Outreach efforts included on-going communication with City staff and the Comprehensive Plan Steering Committee. As a representative group of local residents, business owners, and elected and appointed officials deeply involved in the planning process, the Steering Committee served as a “sounding board” for the larger community. Steering Committee members volunteered their time to ensure that the Comprehensive Plan serves as a meaningful tool to implement the changes that the larger Tipton community desires to see.

Input received from the various community outreach efforts was used in conjunction with an assessment of existing conditions to establish an informed vision of Tipton’s desired future and guide the Plan’s recommendations. This section provides summaries from each outreach activity.

Community Workshop

On Wednesday, September 21, 2011, the first Community Workshop for the Comprehensive Plan process was held. The workshop was the first of many face-to-face outreach events scheduled for the comprehensive planning process. During this meeting, residents were given an opportunity to voice their concerns, the things they like about the City, and to hear the ideas of their friends and neighbors. Additionally, this event provided a chance for community members to learn about the purpose of a comprehensive plan and the process to be undertaken. This workshop immediately followed the project initiation meeting of the Steering Committee. Committee members participated in the project initiation workshop and their responses were recorded separately from the community members in attendance.

Workshop Questionnaire

The workshop included a questionnaire that solicited participants’ input regarding issues and concerns in the City’s planning area. The following is a summary of the thoughts, comments, and opinions obtained during the workshop.

1. Identify five issues or concerns confronting the City of Tipton.

Responses in this category did not seem to group into any major issues, but were scattered around issues such as economic development, population growth and stagnation, transportation, housing, parks, and utilities and infrastructure. Below is a comprehensive list of the broad categories and specific items discussed in this workshop.

Economic Development

This category received the most attention during the discussion. Jobs, poverty, and unemployment were at the top of this list. Additionally, residents are concerned at a lack of commercial development and diversity in the development that is occurring. There are too many vacant lots and buildings according to residents. Also, “brain drain”, or the flight of talented and educated people to regions with more opportunity, was frequently cited. Residents indicated a desire to have the City actively pursue business investment through education programs and incentives, with the end goal being a Tipton that has diverse shopping and employment opportunities and a well-educated, able workforce.

Downtown

Residents rated downtown revitalization and preservation as the highest priority issue according to the vote tally. Residents are proud of the City’s history and the character that already exists downtown. They would like to see more vibrant businesses and public spaces downtown. Also under this category were concerns about the composition of the population including total residents and age of residents, community cohesion, apathy, and identity.

Affordability

While affordability was not a major issue in the discussion, it did come up in the context of gas prices, taxes, and housing.

Growth Patterns/Annexation

Some residents expressed a desire for Tipton to grow according to “smart growth” principles. Others were concerned with annexation and growing the tax base. There was not a broad consensus on growth in the group though.

Government

There were a number of issues raised with the current government including a lack of vision, communication, leadership, attention to detail, and inter-governmental cooperation—especially between the City of Tipton and the County. Residents would like to see a government that is more cooperative and transparent.

Taxes/Budget

Residents expressed a desire for a balanced budget and suggested an increased tax base as a method for raising revenues without raising individual taxes. Annexation was mentioned as a possible tax revenue generator.

Transportation

Tipton’s transportation system was not high on the list of priorities for residents, but some expressed a desire for better alternative transportation options for the aged and disabled. Other ideas included an inter-city trolley, transportation to the industrial park, and better parking options. Residents are happy with the city’s location in the region for the most part, and view proximity to Indianapolis and surrounding towns as one of the City’s assets.

Urban Design/Aesthetics

Residents are concerned about visual blight, the aesthetic qualities near the outer limits of the city, and building facades and the maintenance/preservation of them. Residents would like to see Tipton present a unique, beautiful, and historic appearance—things that will help the city attract new residents, businesses, and a well-educated workforce.



Utilities/Infrastructure/Trash Collection

Trash collection was a major issue, with residents desiring a regular trash pickup with standardized garbage cans. Sewer repairs and flooding issues were also mentioned under this category.

Crime and Vandalism

Residents expressed concern that there has been vandalism in the park. They also are concerned about drug sales happening in the community. That being said, in later questions residents listed a lack of violent crime as a positive aspect of the community.

Education

Education issues including adult education and achievement levels were mentioned by two residents. Residents want to see the Tipton school system maintained and improved upon not only because of their own children’s educations but also because a good school system is essential to keeping families in the area.

Parks/Activities

Residents were concerned about a lack of parks and green space. Only one park exists within Tipton. A trail system to connect adjacent communities came up, as did a need for family-friendly activities in general. Residents would like to see the existing park improved upon and more parks added throughout the community.

Housing

Housing was a concern, with the need for more affordable high quality housing mentioned. Foreclosures were also a concern in this category. Residents don’t want to see housing fall into foreclosure and disrepair.

2. List, in order of importance, the three most important issues described thus far.

Employment/unemployment was a top priority in this category. It gained nearly three times as many votes as any other issue in this category. The most important issues discussed were rated as follows:

- » Poverty and Unemployment
- » Static/Declining Population
- » Community Enthusiasm
- » Downtown Renovation/Preservation
- » Brain Drain
- » Lack of Tax Base
- » Unemployment/Employment
- » Smart Growth

Other Issues

business vacancy, leadership, enthusiasm of the community, limited financial resources, declining infrastructure, improve recreation, trash problem, adult education opportunities, transportation for the aged and disabled, low cost senior housing, only one grocery store, a need for downtown event space, intergovernmental cooperation, business diversity, substandard housing, and foreclosed housing.

3. Identify three specific projects or actions that you would like to see undertaken in Tipton

The top responses in this category were:

- » Focused Downtown revitalization
- » More Biking/Walking Trails

The top responses in this category are consistent with this. Residents would like to have a downtown that is thriving and that has a mix of retail, restaurants, and other businesses. They also want to be able to walk/bike as a form of recreation and a way to get between places within the city.

Other Responses

- | | |
|--|--|
| » Metro System for Elderly | » Carter’s Mall Renovation |
| » Downtown Business Incentives | » Charter School |
| » Demolish Carter’s Mall | » Business Incentives |
| » Consolidate Tipton and Tri-Central Schools | » Nice Restaurant |
| » Create Value for Volunteers | » Improve School System |
| » Sitdown Coffeeshop | » Diverse Retail/Restaurant |
| » Restaurant Downtown | » Reconnect with the EDC for Effective Economic Development Planning |
| » Improve Water/Sewer System | » Recruit Industry to Tipton |
| » New City Building for City Hall and Utilities | » Develop City/County Legislative Body |
| » Safety Level of Park/New Park Equipment | » Better Ordinance Enforcement |
| » Alternative School | » Better Education Opportunities |
| » Strong Probation Work With Juveniles | » Train Drop Off Station |
| » Main Street Program (Public Art, etc.) | » Housing Campus |
| » Joint City/County Comprehensive Plan | » Build/Renovate Parks |
| » Enhanced Entry Corridors | » Clean Up Businesses at Gateway to City |
| » Sport/Recreational Facility | » Develop Railroad Station as Museum |
| » Modified Road Use Patterns | » Court Street Bricked |
| » Focused Downtown Revitalization | » Reroute Cicero Creek to Eliminate Flooding |
| » Consolidate Parcels of Property at Assesor’s Level | » Development of Industrial Park |
| » Give every resident a trash cart | » Adult Education Facility |
| » Expand Bike/Walking Trails | » West Side Landscaping |
| | » Historic Storefront Preservation |



4. What are the primary strengths and assets of the City of Tipton?

While much of the workshop focused on opportunities for improvement within the community, the workshop ended on a high note, with residents expressing those things that they like best about Tipton. Residents are proud of their community and the quality of the people who are their neighbors. Schools/library and “the people” were the top two responses in this category. Numerous responses echoed the “people” response but focused on specific aspects of the community character including shared values, work ethic, and friendliness. The status of the City as the County Seat, as well as the location of the community within the broader region was also mentioned.

Strengths & Assets

- » Small town morals/ethic/etc.
- » Commuter Distance
- » Less violence/crime
- » Cicero Creek
- » Park/Swimming Pool/Golf Course
- » Reasonable Taxes
- » Avoided sprawl afflicting Hamilton and Kokomo
- » Theater
- » Small Town Feel
- » Fast food and pizza places
- » Friendliness
- » Community Center
- » Ag and Small Town Mix
- » Bright Political Future
- » County Seat
- » Great Place to Raise a Family
- » Strategic Location
- » Proximity to Chicago/Indianapolis Airport
- » Midwestern Values and Work Ethic
- » Agricultural History
- » Church Community
- » Schools and Library
- » Leadership
- » State Highways
- » Businesses Support schools
- » Proximity to Indianapolis
- » Volunteers
- » Courthouse
- » Established Landmarks
- » Architecture/Buildings
- » Small Town Character
- » County Hospital

Key Person Interviews

On Tuesday, November 29, 2011 the consulting team met with key persons from throughout the community in order to discuss their view on Tipton’s strengths, weaknesses, and opportunities. This was a group with a great cross section of experience, length in the community, and background. Included in the discussion were elected officials, business owners, long-term residents, infrastructure and utilities experts, local religious leaders, and other community members.

Interview Questionnaire

Key person interviews were guided by a general list of questions. The following is a summary of discussion generated by the interview questionnaire.

1. How would you define/describe the character of Tipton?

Nearly every person attending the interviews mentioned Tipton’s small town atmosphere as one of its primary assets. People think Tipton is a great place to live, with good people, a “tight-knit” community, and a great place to raise a family. People describe Tipton as far enough away from big cities to be quiet, but close enough that jobs, regional shopping hubs, and other amenities are easily accessible. Numerous attendees said that although Tipton’s children will leave to attend school elsewhere, many of them come back to settle for good. A few residents called Tipton a farming community, but this was by no means a standard response. People believe Tipton is a “hidden treasure” that few in the region know about. They cited Tipton’s park, hospital, golf course, cemetery, and downtown. Other descriptors used were: “homey, bedroom community, rural, warm and cozy, loyal, and passionate.”

2. What do you believe are the primary assets and advantages of the City?

Schools

People in Tipton are proud of their school system and the school campus on the south side of the city. They believe the school system is one of the primary reasons Tipton is such a great place to raise a family.

Hospital

The hospital is, according to residents, one of Tipton’s most important assets. People say the hospital provides needed high paying jobs and prestige for the community in addition to good doctors and service, though they are frustrated that the highest paid workers do not live and spend their money in Tipton. They also cited the fitness center at the hospital as an asset.

Community Facilities

Tipton residents like the facilities that are available including those related to the hospital, the CW Mount Center, Miller’s Merry Manor, the golf course, pool, fairgrounds, and park.

Local Organizations

Along with the tight-knit community in Tipton comes the prevalence of community organizations, including the Lion’s Club, Rotary, Boys and Girls Club, the Foundation, and Kiwanis Clubs.

Affordability

Many people cited affordability as an asset to Tipton. They say that Tipton has an affordable housing stock and that utilities are relatively low or at least competitive (though some people later mentioned utilities and taxes as a burden).

Small Town Character

This was by far one of the most consistent answers during the interview process. People love Tipton’s small town character and quiet nature and they would like to see that maintained.

Proximity

The community’s proximity to Kokomo to the North and Noblesville and Indianapolis to the south make Tipton a community with access to a large number of amenities, yet keep Tipton affordable. Some don’t like to travel in order to shop for basic necessities.

Form and Character of Development

Residents mentioned Tipton’s small scale, its compact downtown and walkability, and its architectural character as strong assets. Many residents view the downtown as not only an asset but a distinguishing characteristic and would like to see that expanded upon.

Faith-Based Community

The large number and variety of churches in the community are an asset. Some mentioned the community’s strong moral character and the programs their churches offer including services for the homeless and disadvantaged.

3. What do you believe are the primary weaknesses and disadvantages of the City?

Jobs and Employment

Residents are concerned that there are no jobs to keep younger people in the community. They say that the community suffers from “brain drain,” where those with more education leave the community (or don’t return after leaving from school. In addition, the loss of farming and manufacturing jobs due to mechanization and consolidation was cited.

Infrastructure

Some residents believe the infrastructure in Tipton could use a refresh. As one resident put it, “the band-aids are popping off.” Deteriorating streets were mentioned as a concern as were the sewer and water systems. There is a concern that improvements are not built to last. An example was given of tree plantings downtown which ended up tearing up the sidewalk and had to be removed. Residents would like to see improvements made that will last.

Aging Population

More than one respondent mentioned the aging population as a concern. Not only do some aging residents have different needs than younger residents, but they resist the very changes that would bring more educated people to the community.

Business

Residents are concerned that there are few options for shopping in the community and that they have to drive to the next town to get necessities such as clothing. Vacancies were cited as a concern, particularly the Family Dollar store which has recently announced it is closing. Residents cited chain stores and banks as a problem because their administrative jobs are outside the community.



Local Ownership

Absentee landlords and chain stores, according to some respondents, are bad for the community because people who live elsewhere don’t have the best interests of community members in mind. Also, the dollars that a local store owner would recycle in the community are lost to corporate offices in other cities and states.

Local Leadership

Many participants complained of a lack of local leadership, where the current leaders are either unwilling or unable to make the choices that are necessary to help grow the economy of Tipton and grow the city’s amenities and resources. There was some optimism among residents, however, that things would get better after the last elections.

Taxes and Economic Development

Residents believe that taxes could be better used to spur development, either through business incentives, a new TIF district, or other programs. New businesses have to pay their own connection fees, a disincentive to investment. The Chamber of Commerce, according to some, is not as active as it could be.

Activities

Residents believe that more activities geared toward younger generations would not only provide existing residents with things to do, but would also entice families to move to the area and help attract well-educated single young people as well. When residents must travel for entertainment, they spend their dollars elsewhere.

Transportation

Residents would like to see a local and regional transit system so that people who don’t drive have a way to get around the city. Dial and ride services and regular bus or van service were mentioned as possibilities.

Community

Some residents, especially newcomers, feel that it is difficult to gain acceptance in Tipton. Though church and community groups help the integration of newcomers, fitting in is still challenging. This might keep new residents away from the community.

Tipton Tribune

The Tipton Tribune was frequently cited by interviewees as a concern in this category. Many interviewees believe the paper focuses on issues that are not relevant, rather than focusing on items of real importance to the community and of interest to its residents.

4. What do you consider to be the most important issues confronting the City today?

Jobs

Residents are concerned about the lack of both high-end, well-paying jobs, as well as those at the lower end. People believe that a lack of jobs is keeping new residents and important sources of tax revenue and economic regeneration away from the community

Infrastructure

The combined sewer system is a major concern that needs to be addressed in the near future. People are concerned about a general decline in the condition of utilities and infrastructure.

Vacancies

Some residents view store and business vacancies as a major problem, since they represent lost business and create visual blight.

Cultural Offerings

Residents believe that the cultural offerings in Tipton fall short of what they could be. They would like to see more opportunities for arts-related activities and more support for cultural institutions. This, residents suggest, will lead to more people wanting to move into the area.

Economic Development

Economic Development, similar to the jobs issue, came up frequently. Residents would like to see the community’s economic development corporation resurrected and are hopeful that new leadership will facilitate this.

Divisive Issues

There seems to be broad consensus that the past and current (at the time of the interviews) political climate is not conducive to progress. Residents would like to see the community come together in order to achieve its goals rather than continue to fight over the issues. The newspaper was again mentioned during this discussion as a contributor to the heated rhetoric. Some would like to see a leadership training program that helps prepare people for elected office and other community leadership roles.

Poverty

Poverty was cited as an issue by some interviewees, noting that many children participate in the free or reduced lunch program at schools. There are homeless people in Tipton according to residents, but those same residents say that their fellow community members refuse to confront the issue. Unemployment and underemployment contribute to the problem with people working part-time minimum wage jobs and trying to raise a family on that limited income.

5. If you had the power to undertake one project or improvement within the City, what would it be?

Place Making - Residents would like to see an area attraction developed to draw in visitors and tax dollars. Residents suggested an indoor water park, museum, and renovated downtown. Residents believe in Tipton and want to see the city distinguish itself from surrounding communities. A more vibrant downtown in Tipton would help bring people in from surrounding communities.

Bring Industry

Residents want to see the City’s economy thrive. One way they see to accomplish that goal is to bring in industry. This would create jobs and get additional money circulating in the community. Residents claim that the industrial park on the northwest side of the city has seen unnecessary obstacles to gaining business due to political personality conflicts. Incentives such as paying the cost to connect services for new business would help the issue. According to another resident the rates for utilities aren’t set up to make money so there is little money left over for these types of “give-aways.”

More Retail and Entertainment Offerings

Some participants complained about having to drive out of town to do basic shopping. They would like to see the City do what is necessary to attract more diverse retail offerings. They also say there are not opportunities for going out to eat at a nice restaurant.

Improve Local Media

Interviewees mentioned that the local media is “lacking” and there is no good source for local news or to get out a consistent “Tipton message”. They would like to see an effective local media, or coverage of local issues by a regional media source. It was also noted that local leaders were not using the media available to promote Tipton and better control the message that was being reported.

County Plan

Participants don’t think an effective plan can be developed for the City of Tipton without developing one for the county as well, and would like to see a County plan developed in concert with the City planning effort.

Redevelopment

The Carter’s Mall site is a problem area according to some residents. They are concerned that the landlord does not maintain the property. Downtown redevelopment was also an issue. Residents believe the downtown is the face of the community as people drive through, and that its appearance is important for marketing Tipton. Abandoned houses are also an issue—and residents would like to see incentives in place to get abandoned houses occupied.

Arts, Culture, and Entertainment

Residents would like to see more opportunities for arts and cultural activities in the community. Additionally, more recreational programming at the park was mentioned. Potential ideas included a Frisbee golf course, other sports opportunities, and shelters. Along with this was the need to provide youth more activities.

Promote Tipton

The need to promote Tipton as a destination was a recurring topic. The need to craft a unified message was mentioned, as were potential advertising strategies such as billboards. Some residents believe that Tipton should embrace what it has and promote itself as a small, quiet town rather than trying to create a destination out of the city.

Creative Thinking

Residents would like to see some creative approaches to Tipton’s problems. Among the suggestions were a business incubator, active recruitment of businesses from surrounding communities, and creating tax advantages for locally owned business.

6. What are your primary concerns regarding future development of the area?

Use of Tax Dollars – Residents understand that tax dollars are the key to many of the changes they would like to see take place in Tipton. They would like to see tax dollars spent wisely.

Inclusionary Policies

Families in economic trouble, at-risk youth, and the elderly all should be taken into consideration when developing new plans and policies. Residents don’t want to see these issues avoided, but prefer to have them put at the forefront and dealt with in an open and compassionate manner.

Creating a Welcoming Atmosphere

Residents believe that the division that occurs in Tipton, both politically and socially, will drive away new residents and investment in the community. They want to see Tipton become more welcoming to newcomers and more civil in its discourse.

7. Do you have any other comments or suggestions regarding our work on the Comprehensive Plan?

The responses to this question were largely a review of previous topics. A few new issues did come up, however.

Transportation

State plans to mill and resurface SR 28 through downtown.

Government Body Overlap

Residents believe that the division between city, county, and township governmental bodies creates great inefficiency that could be solved by consolidation. The fire department was one example given—since the geographic areas covered by the two fire departments cause a lot of inefficiency.

Promote Schools

Residents believe the school system is one of Tipton’s strongest assets, but that most people do not recognize this fact when looking to move to the community. A marketing program to get the word out about Tipton’s school system was suggested.

Promote Shopping Local

Residents want to see more programs that promote local shopping similar to the shop local coupon program the Chamber put together over the past few years.

On-Line Questionnaires

On-line questionnaires provide an opportunity for residents and business owners/operators to participate in the planning process from the comfort of their own homes. Some individuals may not be able to make it to a community workshop or maybe they simply don’t want to. Regardless, the on-line questionnaires allow an alternative means of having one’s voice heard.

Online questionnaires for both business owners/operators and community residents were posted on the project website early in the process. These questionnaires have been promoted by City officials in an effort to maximize participation. A brief summary of these questionnaires follows.

Resident Survey

While the complete results are included in the appendix of this document, there were a few responses of note. More than 94% of respondents feel Tipton is about the same or worse than it was ten years ago, while more than 73% believe the City will stay the same or get worse over the next 5 years. Nobody rated the overall housing stock in Tipton as excellent, with 89% believing the housing stock is staying the same or getting somewhat worse.

- » When asked to name the best things about Tipton, the most frequent response was “small town atmosphere.” Schools, the hospital, quiet, churches, and parks facilities were also common responses.
- » When asked what the worst thing about the community is, residents responded that the small-town mentality, political infighting, and other personal conflict-related issues were high on the list. In addition, the lack of local shopping and restaurant opportunities, empty buildings, and visual blight of retail areas were high on the list.
- » When asked about Tipton’s number one strength, again people referenced the small town atmosphere and also the friendly, helpful citizens. People also cited the community’s location and its potential.
- » When asked about the number one area Tipton needs to improve, residents mentioned the local politics, store vacancies, and the lack of good jobs.

- » In terms of development priorities, residents want to see more retail shops, restaurants, improvements to the downtown, park enhancements, and entertainment venues.

- » However, residents do not want to see businesses brought in by outside investors, strip malls, or big box stores.
- » Jobs, intergovernmental cooperation, and downtown revitalization top the list of the most important issues facing the community.

Business Survey

In the business survey, 67% of respondents have had their business in Tipton for over ten years. 29% of respondents have a problem with the City’s zoning requirements or code enforcement. 71% believe the City has declined over the past ten years.

- » When asked about the advantages of having a business in Tipton, interviewees cited the overall low crime rate, proximity to major cities, and advantages of knowing your customers personally.
- » The disadvantages mentioned were low retail volume, limited shopping options, regional competition, and a general lack of customers.
- » When asked what specific developments they would like to see in the city, they mentioned an increase in the industrial tax base, a new grocery store, more agribusiness jobs, and more downtown development.
- » Business owners want to see the city’s zoning codes and ordinances followed, and they want to see quality construction and no strip malls.
- » The most important thing the city can do to improve the business climate according to respondents was to work more with small businesses to provide them with incentives to grow and succeed. Businesses also believe the city needs to work together, improve education, and expand the tax base.

Community Issues Mapping

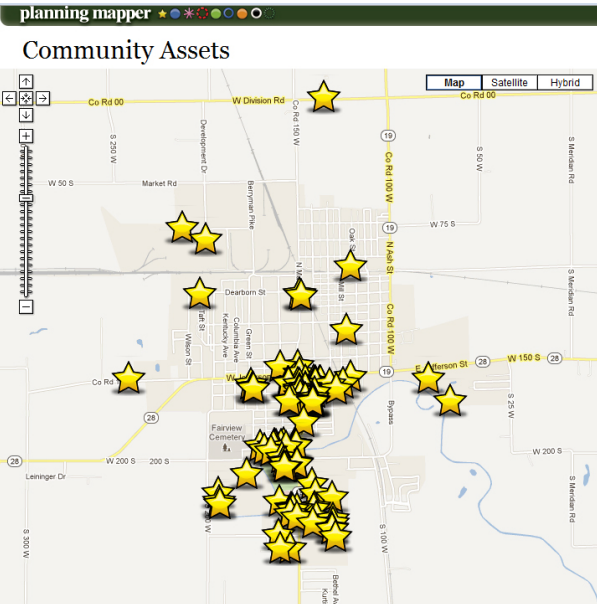
While the questionnaires provided an opportunity to voice concerns in a written format, some issues are location specific and are better explained through points on a map. The Community Mapper allows residents to place points and comments on a map. The spatial ordering of comments not only allows community members to address specific location issues in a simple, intuitive format, but it also gives the consultant a unique analytical tool.

A detailed summary of Community Mapper results is on file at City Hall. The “points of interest” and a summary of some of the responses are provided below:

Community Asset

An asset to the community that should be maintained or enhanced.

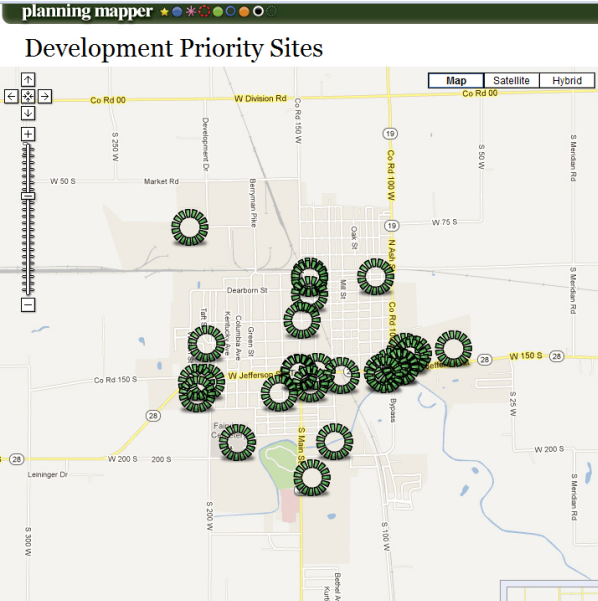
There were 104 points created in this category. The points tended to be consolidated around existing community facilities, particularly places like the Tipton City Park, local businesses, the Nature Center, the Diana Theater, the golf course, and Tipton’s schools.



Development Priority Sites

Sites that should be developed or redeveloped in the short term.

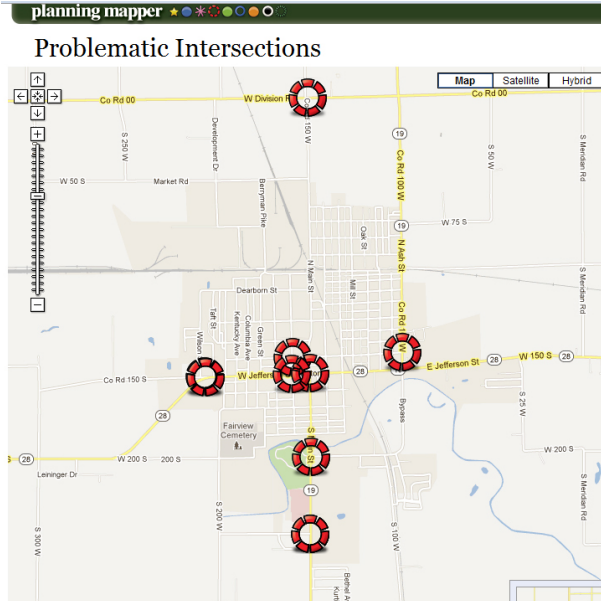
There were 28 points in this category, a large portion of which were concentrated on the east side of the city including Carter’s Mall, and the old Clark Station. The old Pioneer facility also received some attention. Finally, there was a concentration of points downtown concerning drinking fountains and general appearance and activity.



Problematic Intersection

Intersections that are a safety concern or negatively impact the smooth flow of traffic.

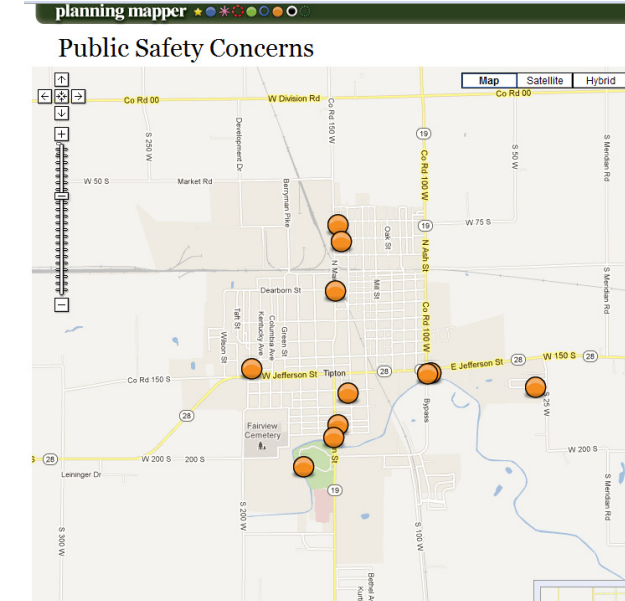
This section had 11 points. The intersection of the school entrance and fairgrounds road was an issue, as was the 28/Jefferson split between Wilson and Taft Streets. There were additional points scattered throughout the community.



Public Safety Concern

Areas that pose a concern to public safety and pedestrians.

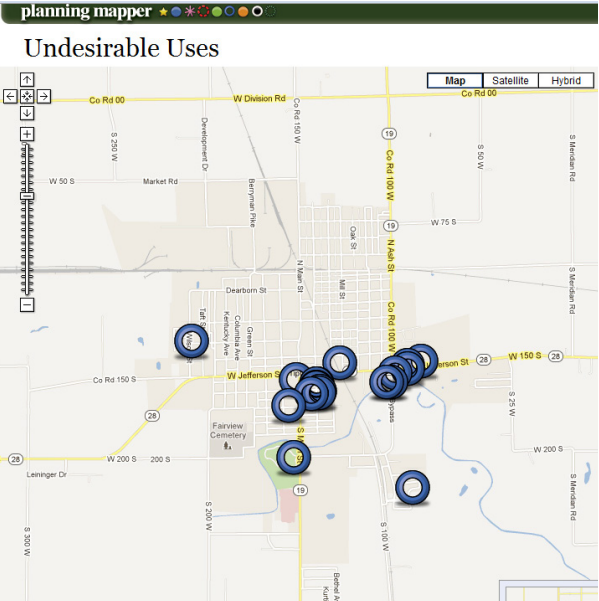
The vast majority of the 12 public safety concern points concerned pedestrian safety. A lack of sidewalks was the most frequently cited concern, but crosswalks, building vacancies, vandalism, and visual blight were also mentioned.



Undesirable Use

An existing use in the community that is undesirable.

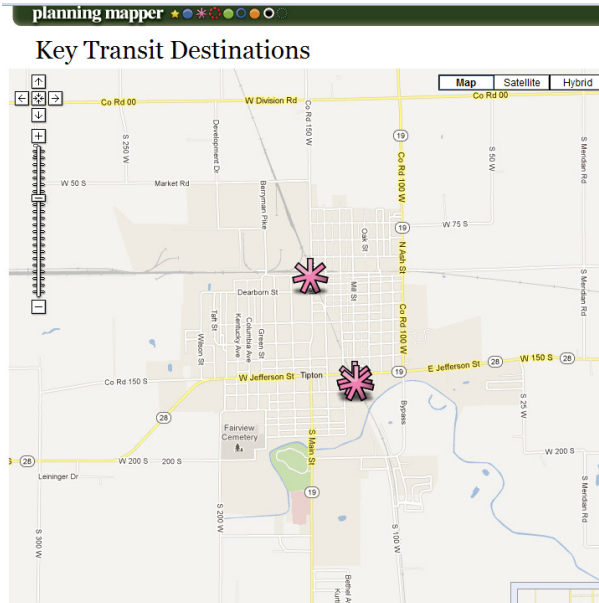
There were 20 points in this category, with parking lots being the most frequently cited issue, particularly downtown around the courthouse. The east side had a concentration of undesirable use points as well, with concerns about strip malls and vacancies.



Key Transit Destination

An area that should be better served by public transit.

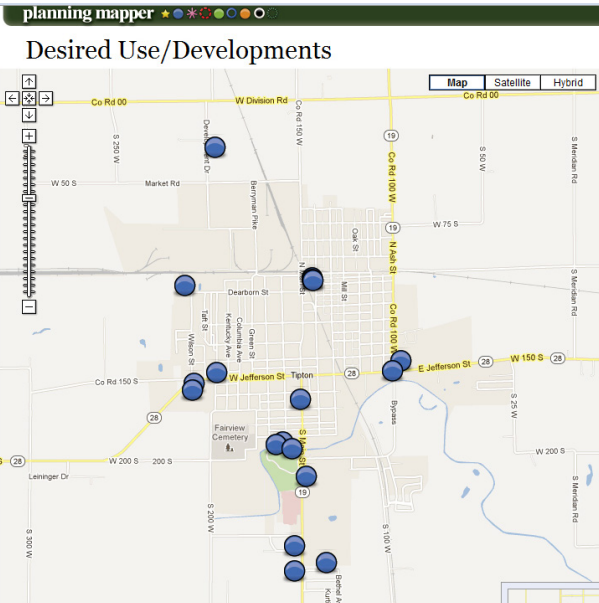
Key transit had 3 points, all of which were related to the rail line. The intersection of the rail line and Jefferson was marked as a possible location for an improved passenger loading/unloading station.



Desired Use/Development

An area and/or use that should be developed.

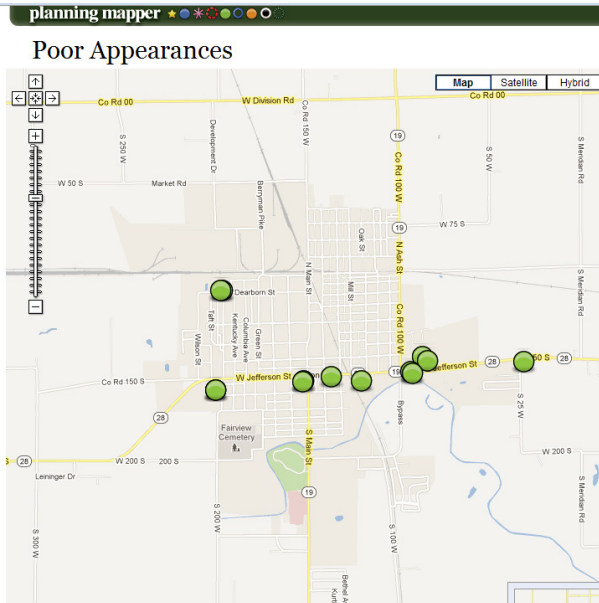
There were 18 points in this category, the majority of which are requests for new recreational facilities, including a north side park near Main and Erie, a new raceway, a revitalized pool, new bandshell, moving the Pork Festival to the fairgrounds, and new trails to allow people an alternate means of transportation.



Poor Appearance

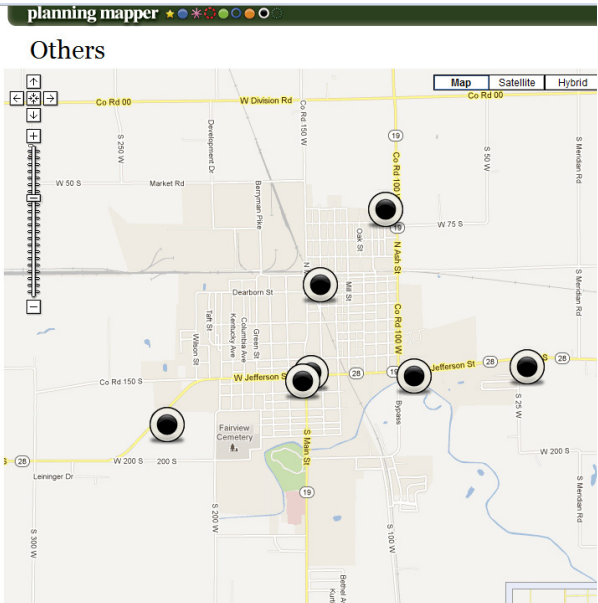
Areas that are unsightly or could benefit from additional landscaping or aesthetic improvements.

There were 13 points in this category. They were again grouped around the east side, with a few points scattered throughout downtown and sites in the community. Vacancies were the most commonly cited issue.



Other

There were 8 points total in the other category. There were comments about semi-truck engine braking at the outskirts of the community, and also concerns about vacant buildings downtown and on the east side.





SECTION 3
VISION, GOALS & OBJECTIVES

VISION, GOALS & OBJECTIVES

This section of the Comprehensive Plan is the synthesis of the outreach process conducted thus far, including the Vision Workshop that was held on Wednesday, January 10, 2012. These outreach events, coupled with the data collection that occurred previously, lay the foundation for the community’s own vision for its future. The Vision can be described as an “aspirational statement” that lays the foundation for the goals and objectives that follow. The goals and objectives bridge the more general vision statement into implementable reality, where specific actions, benchmarks, and strategies are outlined. Together, these sections lay the foundation and rationale for the recommendations that follow.

In 2027...

The City of Tipton has experienced significant reinvestment and development. The City of Tipton is seen throughout the region as a desirable place to live, because of the healthy employment opportunities, thriving downtown, and vibrant, small town atmosphere. The economy of Tipton has seen steady improvement over the past 15 years, as has the number of local job opportunities. The City has grown in a manner that is environmentally sustainable and sensitive to the history of the community, with new opportunities for appreciating the natural beauty and environmental heritage of the region including biking and walking trails and new parks. The Downtown has retained its charm and has been strengthened as the heart of the community. Tipton’s infrastructure requirements have been addressed, with the flooding on the southwest side of the city alleviated and the City’s utility needs taken care of. Tipton has become known as a business-friendly environment where new ventures can set up shop quickly, with minimum red tape, and have access to a well-trained workforce. Residents of Tipton are positive about the recent past and optimistic about the City’s future.

Image and Identity

The City of Tipton has become known throughout the region as a place that has small town charm, a vibrant downtown, and a healthy economy. Residents and visitors are greeted when entering the community by strong gateways with attractive and distinct signage, well-maintained, attractive landscaping, and high quality commercial and residential development. Tipton has successfully initiated a marketing campaign to highlight the unique opportunity the community provides for new residents and businesses alike. Tipton’s commercial streets have a unique appearance that tells people they are in a vibrant shopping zone. These commercial areas have a unified streetscape complete with banners, street furniture, and strong pedestrian amenities. Off in the distance there is an operational windfarm generating electricity.

Business and Industry

Tipton is known for its business opportunities and thriving Northgate Business Park and Tipton County Industrial Park, which have easy access to surface transportation including the newly designed US 31 and rail lines running along their south and east borders. The City has successfully entered the Northgate Business Park into the state’s Shovel Ready program, which has enabled the industrial area to thrive, with new businesses entering the community and employment continuing to grow. Because Tipton has been so successful at reinventing itself in terms of identity and cultural amenities, many of the business executives who once lived outside the community and commuted to Tipton now live in Tipton and spend their money inside the community, further improving the livability—real and perceived—and reputation of the City.

Transportation

Tipton is not just a place for people in cars. People both young and old who do not currently drive have opportunities to get around, whether it is on foot, via new trails and complete sidewalks, or through a new transit program that helps connect people to their destination who otherwise might not be able to make the trip. The US 31 expansion was connected to the Northgate Business Park, resulting in minimal truck traffic in and around the downtown, a benefit to both the residents of the community and the businesses who have gained more efficient access to transportation routes to ship their goods out of the City.

Downtown

Downtown Tipton has become a model for Main Street revitalization. The downtown has gone from a forgotten shopping zone to one that is thriving and diverse in its options. The residents of Tipton prefer to shop downtown, because it is close, convenient, and they know they are supporting the local economy. Visitors come to downtown Tipton to enjoy the district’s historic character and ample opportunities for shopping and entertainment. The Downtown was always the symbolic heart of the community, but now it is the functional heart of the city as well.

Other Commercial Areas

Tipton’s other commercial areas, located primarily along SR 28 to the east of SR 19, have seen a major transformation in character and appearance. While the SR 28 strip remains an auto-oriented corridor, care has been taken to buffer the public realm from the parking lots, garages, storage units, industrial uses, and other similar elements from passing pedestrians and drivers. Sidewalks and crosswalks have been installed along the corridor to ensure safe access for people who do not drive. Retail dollars that were leaking from the community previously, have been recaptured by the revived businesses operating in these commercial areas. Residents are proud of this corridor since it is the primary eastern gateway of the community. Commercial sites throughout the rest of the community have been similarly improved in their appearance.

Agriculture

The city has continued to work with the farming community to ensure that the farming operations that provide the livelihood of many residents is protected, but that the impact of such operations on residents of the community are also taken into account. The agricultural community continues to play an important role in the economy of Tipton, and the City continues to provide skilled workers, shopping opportunities, community services, and other amenities to farming individuals and families.

Parks, Open Space, and Environmental Features

The City Park is a prized asset for community members, and recent improvements to the overall park system have only reinforced this view. The park system has been expanded to include additional sites throughout the community and a trail system has been built to help connect these elements together. The environmental features of the community and the surrounding region have been enhanced, preserved, and turned into an amenity. Recreational facilities have been enhanced in the community for both children and adults, with much of the community’s recreation focused around the southern end of the city.



Goals and Objectives

Goals describe the final outcome of a particular planning recommendation. They are long-range and broad in scope, and represent a best-case scenario, not necessarily a state that will be attained.

Objectives describe the specific actions that need to be undertaken in order to achieve the goal. Objectives are precise and measurable and allow for progress to be closely monitored and evaluated.

Together the goals and objectives provide a roadmap for accomplishing the more broad vision that was set forth in the previous section. They also serve as a guide for the evaluation of development proposals and land use alternatives as they are proposed.



Image and Identity

Goal

Promote Tipton as a place that is unique in the region for its vibrant downtown, historic preservation, small town atmosphere, and high quality of life. Make improvements to the physical environment of Tipton to help support the image and identity of the community.

Objectives

- » Incorporate streetscape improvements into new street construction and maintenance projects to ensure a cost effective and comprehensive street enhancement program.
- » Consider design and development guidelines that guide future development both in the downtown and throughout the larger community.
- » Ensure that all major gateways to the community have an attractive and welcoming appearance.
- » Install signage at gateways and major intersections as well as throughout the downtown core to help visitors and residents find their way but to also help create a cohesive community identity.



- » Encourage signage at subdivisions and the Northgate Business Park that mirror the design of the City's other signage.
- » Develop and implement a landscaping and tree installation and maintenance program to help beautify the city and improve the overall appearance and perception of Tipton.
- » Create and maintain a program to require or encourage the screening of utility boxes, dumpsters, power lines, and other elements of the city utilities and infrastructure that contribute to the degradation of the city's appearance.
- » Review and enforce the sign ordinance to ensure that new signage is consistent with the ordinance and that the ordinance itself is consistent with the type of image Tipton wants to convey.
- » Continue with the use of a façade improvement program to help property owners, especially in the vicinity of downtown, improve their properties and help them conform to high standards for appearance and quality.
- » Continue to support community events downtown, including the Pork Festival.
- » Encourage arts projects for blank walls, vacant stores, and so on to help eyesores become amenities.
- » Development of windfarms should be discouraged within the City's planning jurisdiction to create some physical and visual separation from windfarms in unincorporated Tipton County



Business and Industry

Goals

Promote substantial growth in business investment. Reduce unemployment and increase business and industry both in and around Tipton. Promote Tipton as a great place to open a business with business-friendly policies and a prepared workforce.

Objectives

- » Coordinate and capitalize on the potential for new development in the Northgate Business Center and expand the park and adjacent city limits.
- » Encourage the redevelopment of vacant parcels within the City for uses that are compatible with existing land uses adjacent to redevelopment sites.
- » Encourage new employment opportunities and a diverse range of employment types and required skill levels.
- » Encourage the relocation of new and existing business to Tipton and provide incentives for their continued presence in the City.
- » Coordinate with local business leaders frequently to reassess the overall climate for business.
- » Ensure that new industrial and business development does not adversely affect existing residential neighborhoods.
- » Evaluate new proposals for their potential to benefit the economy of Tipton, but balance that with any negative environmental and quality of life impacts.
- » Establish identity and design standards, including way finding signage, for both the Tipton County Industrial Park and other developments so that they maintain a quality environment that is worthy of the City of Tipton and the aspirations of residents.
- » Establish or help to coordinate a workforce training program to respond to the needs of business owners.
- » Encourage establishment of Post Secondary Education and facilities in the areas adjacent to the Tipton County 4-H Fairgrounds on the City's south side



Downtown

Goals

Ensure that the downtown of Tipton remains the heart of the community and is the most recognizable aspect of the city to both residents and visitors alike. Use the downtown to create a sense of place and to attract residents and visitors to the community.

- » Consider a downtown streetscape plan to coordinate improvements to the downtown’s lighting, street furniture, signage, and other elements.
- » Develop an advertising campaign to promote the downtown to people outside the community.
- » Consider TIF districts and other creative financing mechanisms to help finance improvements to the downtown.
- » Continue to work with and support the Tipton Pork Festival and investigate other special events that bring business to the community.
- » Keep civic uses downtown to retain traffic and support business.

- » Work to support local businesses that wish to move into the downtown through small business assistance and mentorship programs.
- » Create a façade improvement program to help existing and future property owners conform to appearance standards within the downtown.
- » Work to ensure that high traffic uses such as retail are predominantly on the ground floor and lower traffic uses such as residential and office are accommodated on upper floors of mixed-use buildings.
- » Work to ensure that parking lots do not front primary thoroughfares in the downtown.
- » Encourage a range of business types in the downtown such that people are present at all times of the day and on weekends to help activate the downtown environment.
- » Create clearly defined downtown boundaries with attractive signage and a change in the design of street amenities such as lamps, garbage receptacles, and other features.
- » Create opportunities for people to live, work, and shop within walking distance to the downtown area.



Other Commercial Areas

Goals

Ensure that commercial uses outside the downtown area are developed in a manner that respects the surrounding neighborhoods. Promote Tipton as a community with a unique shopping experience through high quality architecture and landscaping. Require appropriate levels of landscaping and other forms of buffering between intense auto-oriented uses and surrounding residential and less intense commercial development.

Objectives

- » Maintain the existing character of neighborhoods adjacent to new residential development.
- » Promote infill development where possible and avoid developing on “green field” sites.
- » Explore opportunities for additional commercial uses including restaurants, particularly along 28 on the east side of the community.
- » Improve the access and circulation into and between primarily auto-oriented commercial sites.

- » Consider consolidation of parking lots and explore cross-use efficiencies that might allow for smaller parking ratios.
- » Continue to encourage maintenance, façade improvements, and redevelopment of sites that appear dated, worn, or otherwise have a poor appearance.
- » Encourage new development that respects and reflects the historic character and small town sensibility of the city.
- » Promote high quality design in architecture and landscaping for new and existing commercial sites.
- » Discourage additional “strip” development within and around the city.
- » Encourage the consolidation of parcels that alone are too small to be viable for new development.
- » Ensure that adequate storm water provisions are in place for new development.
- » Encourage pedestrian access along commercial streets and between commercial development and adjacent residential uses.



Transportation

Goals

Promote a transportation system that responds to the needs of community members for moving throughout the city and surrounding areas efficiently and cost effectively. Work to promote active transportation as well by installing a network of walking and biking trails and associated way finding.

Objectives

- » Work cooperatively with INDOT to coordinate road transportation improvements that retain the quality and character of the community.
- » Coordinate roadway improvements along US 31 with the needs of the Northgate Business Park to help ensure that truck traffic is not routed through the downtown.
- » Conduct a detailed study of bike and pedestrian routes within the city and follow through with construction of the needed facilities and infrastructure.

- » Connect the sidewalks gaps throughout the community to ensure that nobody who chooses to walk does so in an environment that is uncomfortable or unsafe.
- » Investigate a dial-a-ride or demand response transit service that serves everybody in the community regardless of ability to pay, age, or other factors.
- » Improve the overall traffic flow of the community and address traffic bottlenecks, particularly on the south side of the city.
- » Encourage adequate parking facilities that are screened from the public realm by buildings or landscaping and consider sites with an overabundance of parking for redevelopment.
- » Provide convenient and safe pedestrian crossings at all intersections and provide improved crossings at key intersections.



Agriculture

Goals

Ensure that the needs of the agricultural community and the residents and non-agriculture businesses of Tipton continue to thrive and work in a cooperative manner. Protect agricultural land from development when infill development would serve the same purpose, and work to buffer the City from agricultural uses that are not suited for residential environments.

Objectives

- » Facilitate a dialogue between the agricultural community and Tipton businesses and residents.
- » Protect agricultural lands where possible through zoning and other measures.
- » Support local agriculture where possible through the establishment of a farmer’s market or local food buying program.
- » Protect the residential environment when homes are next to agricultural uses.



Parks, Open Space, and Environmental Features

Goals

Promote the maintenance and preservation of environmental features throughout the planning area and create opportunities for recreation and observation of these environmental amenities. Expand the parks and recreation system to include pocket parks and new recreational opportunities and link these new assets with a trail system.

Objectives

- » Explore an overflow path for Cicero Creek along the south side of the city or some other solution to eliminate periodic flooding.
- » Use the recommendations of the Comprehensive Plan to identify opportunities for new parks.
- » Create a trail system linking the existing and new recreational amenities of the city.
- » Explore the creation of a new recreational zone or complex near Tipton City Park, the school complex, and the hospital.
- » Link the new trail system to the regional trail system.
- » Ensure that adequate opportunities for recreation and exercise are available for all users.
- » Preserve Scout Woods and promote its use by community members.
- » Find a permanent home for the practice fields that are currently used by various youth sports teams.



LAND USE & DEVELOPMENT

At the core of the Comprehensive Plan is the land use and development framework, designating appropriate land uses for all areas of the City and addressing residential, commercial, and industrial plans and policies.

Introduction

Building on Tipton’s existing land use pattern, the goal of the Land Use and Development Plan is to strengthen the image of Tipton’s commercial areas within the larger region, stabilize and enhance its residential neighborhoods, diversify and strengthen the local economy, and respect the agricultural areas surrounding the City. The plan strives to foster a compatible land use pattern that promotes reinvestment in the downtown, focuses on infill and redevelopment opportunities, appropriately expands industrial areas, protects established residential neighborhoods, and encourages careful planning and economic cost/benefit considerations for extensions of services when considering conversion of agricultural land and natural areas.

The Land Use and Development Plan provides polices and identifies appropriate land uses for the future development of the City of Tipton and its growth areas. The Land Use Plan is based on sound community planning principles, as well as several factors and influences, including the Vision, Goals and Objectives identified for the Tipton community; market and demographic analysis; and an assessment of existing conditions including the established areas and infrastructure of the City and its planning jurisdiction. The Plan provides a general assessment of land use potential and recommendations for what types of land uses will best meet the needs of the community in the long-term.

The recommendations of the Land Use and Development Plan strive to establish guidance for the orderly use of land, and promote programs and policies for improving and maintaining existing residential, commercial, industrial, and open space areas, while prioritizing the highly valued agricultural areas that surround the City and contribute to the community’s overall character and identity.

It is emphasized that the Land Use and Development Plan is a general guide for growth and development for the City as a foundation for future decision-making. It is not a site specific development plan. While the Land Use and Development Plan is specific enough to provide guidance on land use decisions, it is also flexible enough to allow for individual negotiations and the consideration of creative approaches to land development that are consistent with the policies and guidelines included in the Comprehensive Plan.

Land Use Planning Framework

The City of Tipton, like many communities, provides a wide variety of land uses, including residential, retail, office, restaurant, commercial service, light industrial, institutional, recreational, and much more. Over time, different areas of the City have become characterized by certain land uses and development patterns, firmly establishing residential areas, commercial areas, industrial/business areas, and civic/public use areas within the community.

Functional Subareas

These distinct areas of the City are well established and serve as a framework of existing conditions and influences that have a direct bearing on the development of short-term and long-term planning recommendations. The functional subareas represent seeds from which the City can grow, providing examples of both desirable development and issues that must be addressed.

The framework concept provides guidance for future planning and development in the City by recognizing the City’s existing character areas and understanding that much of the City’s future is influenced by its existing conditions. By establishing the functional framework for planning, City officials and residents will be better able to maintain focus and understanding on the underlying planning concepts that area explored in greater detail in subsequent sections of the Plan.

Planning & Development Framework

This section provides the overall framework for planning, development, and improvement in all areas of the City. The framework concept helps to organize the City into functional geographic areas that will help to focus planning efforts and emphasize different land use and development priorities.

Seven distinct functional framework areas have been identified within Tipton that make up the City and its planning jurisdiction. These areas may contain a variety of different land uses, but each area has a distinct and primary focus. The Seven framework areas include:

- » Downtown Core
- » East Gateway Corridor
- » West Gateway Corridor
- » Civic/Institutional Core
- » Industrial Core
- » Established Residential Neighborhoods
- » Agricultural Priority





Downtown Core

The Downtown Core represents the symbolic heart of the community and provides Tipton with its only pedestrian-oriented shopping and mixed use area. The Downtown is generally characterized along Jefferson Street by commercial, retail, restaurant, service and civic uses in a development pattern of two-story buildings located at or near the sidewalk.

Desired Character

The Downtown is anchored by the Tipton County Courthouse, which contributes to a strong sense of character and identity for the Downtown. A priority of the Tipton community is to ensure that the Downtown remain an attractive, vibrant, and successful shopping, dining, and entertainment destination. It is also important that this desired character of Downtown extend to the extent possible north and south along the intersecting cross streets to ensure an engaging and attractive pedestrian environment in all areas.

Traditional Streetwall

It is important that in areas where the buildings are not located at the sidewalk, such as along parking lots fronting the road, that decorative fencing, low masonry walls, or appropriate landscaping be provided to maintain the traditional “streetwall” character of the Downtown. Unsightly storage and unscreened parking should not front along Jefferson Street, Main Street, or other downtown roadways. Such uses should be located at the rear of buildings along alleys wherever possible.

New Development

Ideally, new development within the Downtown Core would be respectful of the existing and desired character of the area and consist of two- to three-story structures of traditional architecture with quality materials, preferable brick and stone.

East Gateway Corridor

The East Gateway Corridor represents a more typical commercial corridor area and is heavily oriented toward the automobile, rather than the pedestrian. The area consists primarily of commercial uses, but also contains some industrial activity and a few residential properties. The area generally consists of the properties fronting Jefferson Street east of Poplar Street.

Community Gateway

Traveling westbound into the City along SR 28 from the east, this commercial corridor area presents the first impression of Tipton to the travelers. While the area is home to some successful businesses of varying types, the overall character of the area could be significantly enhanced through improved landscaping, signage, access control, and pedestrian mobility.

Strategic Improvements

It is important that this area continue to serve as an economic development opportunity for the City by providing retail and commercial services uses in an auto-oriented environment. However, a few strategic improvements would significantly improve the success, character, and accessibility of the area. Parking lots along the road should be screened with perimeter and interior landscaping, sidewalks should be added along this section of the corridor, the number of curb cuts should be minimized and consolidated to the extent possible, and signage should be better organized and presented. Going forward, the City should continue to identify and accommodate a wide range of commercial uses for this area that are not well-suited for locations within the Downtown Core.

West Gateway Corridor

This section of SR 28 serves as a gateway into the City of Tipton for eastbound travelers. The industrial and institutional service uses (INDOT subdistrict maintenance facility) are the most prominent uses as you enter into the City. Further to the east, just prior to the established residential areas, are some smaller commercials uses adjacent to the SR 28 corridor. This subarea can be characterized by large parking and storage areas with virtually no landscaping, screening, or site enhancements of any kind.

Needed Enhancements

As a first impression into the City, this area is severely lacking. Perimeter parking lot landscaping and screening should be installed to significantly enhance the character of the area. It is not anticipated that the area would have anywhere near the same level of enhancement as the Downtown, but efforts should be made to improve the area to better serve as the community’s gateway. Efforts should also be made to strengthen the commercial uses in the area by accommodating new development and encourage the adaptive reuse of existing structures.

Civic Core

This area south of Downtown along Main Street represents a centralized location for many of the civic and institutional uses and facilities within the City. Uses in the area include the hospital, elementary school, middle school, high school, County Fair Grounds, Tipton Park, golf course, cemetery, and more. A significant portion of the area consists of open space, accommodating a number of uses and activities.

Unique Setting

This area presents a very unique setting for the City and represents a tremendous opportunity for the City to showcase many of the facilities that the residents identified as contributing significantly to the City overall quality of life. As a city-wide draw for recreation, healthcare, education, and more, the area should be further enhanced with wayfinding and directional signage.

Wayfinding Signage

Both within the subarea and elsewhere throughout the city, signage should be designed and installed that directs residents and visitors to uses within the area. Because of the large open spaces and variety of public/quasi-public uses in the area, grounds maintenance, landscaping, and signage are especially important.

Community Campus

Overall, this area should be considered a kind of “community campus” – a collection of facilities, buildings, and grounds all coordinated in a manner that is attractive, easy to navigate, and easily identifiable. The sidewalk system does not provide sufficient connectivity and new sidewalks are needed south of the high school and south of the hospital in order to provide safe pedestrian and bicycle mobility within the area. The area should also be targeted for additional medical related uses, building on the hospital’s location and regional impact.

Industrial/Business Core

This industrial use area is located in the northern portion of the City, generally near and northwest of the intersection of the two railroads, and represents the industrial core of the community. Although light industrial and business uses are located in smaller concentrations and isolated properties in several areas of town, this subarea comprises the City’s primary industrial concentration, with heavy truck traffic, outdoor storage, relatively unsightly properties, intense site activity, freight rail activity, and relatively high levels of incompatibility with residential uses. The most intense industrial activity is located north of the tracks while more light industrial uses are located south of the tracks.

Infill Opportunities

Vacant and dilapidated buildings exist within the area and represent opportunities for new infill development. There are also several properties and areas that are currently vacant that could easily accommodate a wide range of new large-scale development, including areas along Industrial Drive and Development Drive. Going forward, the area should continue to be designated for industrial uses and activity.

Residential Uses in Transition

The few residential properties within the area are incompatible with the intense industrial activity and should be eliminated over time, through acquisition, involving willing buyers and seller.

Transportation Enhancements

Transportation to and from the area is vital for the areas growth in the future, and prioritizing key routes for truck traffic is essential, eliminating truck traffic in Downtown and providing more direct access to US 31 west of town. As a means of diversifying the City’s tax base, strengthening its economic position, and creating new jobs, the further development of this area as a regional industrial core is vital.

Established Residential Neighborhoods

The established residential areas that surround the Downtown provide a wide range of uses that contribute to the character of the neighborhoods, including single family detached homes, single family attached home, multi-family dwellings, churches, public facilities, neighborhood commercial uses, and more. These areas are where Tipton residents live and housing ranges from majestic single family homes to more modest multi-family rental units and some trailer homes, and everything in between.

A Primary Focus

These neighborhoods may be the most important area of the City and strengthening and stabilizing the neighborhoods should be a primary focus going forward. These neighborhood areas should be protected from the further encroachment of incompatible non-residential uses and efforts made to ensure property maintenance standards are upheld. As the neighborhoods go, so goes the City. With this in mind, these established residential neighborhoods must be revitalized, strengthened, protected, and reinvested in. These objectives must be a primary determinant in land use and development decision-making going forward.

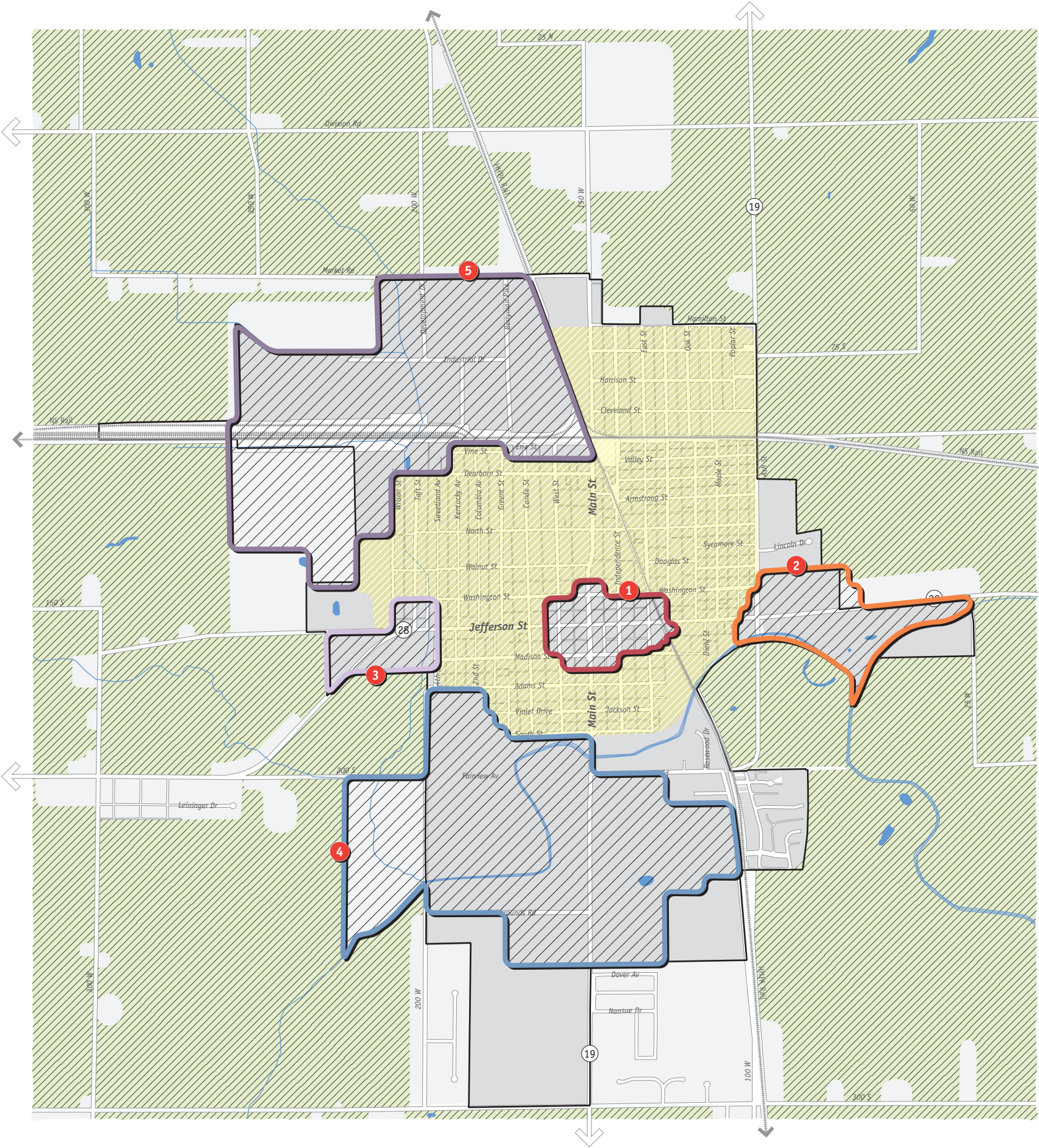
Additional recommendations for Tipton’s residential neighborhoods is located in **Section 5: Residential Areas/Housing Plan**.

Established Agricultural

The agricultural areas that surround the City consists of some of the most productive agricultural land in the country. This Plan recognizes the location and importance of productive agricultural land. Development of land in the unincorporated area surrounding the City should be encouraged to locate in areas adjacent to the City and be served by municipal services.

Functional Subareas

- Subareas
- Downtown Core
 - East Gateway Corridor
 - West Gateway Corridor
 - Civic/Institutional Core
 - Industrial Core
 - Established Residential Neighborhood
 - Established Agricultural





Land Use Designations

Within the Land Use Plan component of the Tipton Comprehensive Plan, thirteen different land use designations are established. These different designations cover the full range of land uses from fully developed properties to open space. While much of the land use plan is reflective of the established development pattern, the Plan does reflect recommended land uses and not necessarily the land use conditions that exist today.

Residential Uses

Within the residential land use classification, there are four categories of uses: Single Family Detached, Single Family Attached, Multi-Family, and Mobile Home.

Single Family Detached Residential

Areas designated exclusively or primarily for single family detached residential structures. Some single family residential areas may contain a small number of duplexes or other single family attached dwelling, but single family detached dwellings should be the predominant housing type and characterize these areas of the community.

Single Family Attached Residential

Areas designated for single family attached include a range of attached building types such as duplexes, three- to four-unit dwellings, and townhomes. Attached dwelling structures provide direct access to each unit from outside and generally lack common interior spaces such as lobbies or shared hallways.

Multi-Family Residential

Areas designated for multi-family residential development consist primarily of apartments and condominiums. Multi-family residential development should be viewed as an opportunity to provide quality senior housing and workforce housing.

Mobile Home

Areas designated for mobile homes consist of a few small areas where there exists a grouping of several mobile homes. These small existing areas consist entirely of mobile homes and are not intended to infiltrate into established residential, commercial, industrial, or agricultural areas.



Commercial Uses

The Land Use Plan designates three different commercial land use categories: Neighborhood Commercial, Downtown/Mixed Use Commercial, and Corridor Commercial.

Neighborhood Commercial

Areas designated for neighborhood commercial are intended to primarily serve the day-to-day convenience retail and service needs of surrounding neighborhoods, but can also include destination uses for City residents. Development in neighborhood commercial areas should be of a smaller scale and lesser intensity such that it is considered generally compatible with adjacent and nearby residential uses.

Downtown Commercial/Mixed Use

The area designated as downtown commercial/mixed use is comprised of a mix of uses, including retail, office, service, restaurant, and more. It is this mix of uses in a pedestrian environment that defines the Downtown's character. Buildings should be at or near the sidewalk with parking in the rear. Retail, restaurant, and service uses should be primarily established on the ground floor with office and residential uses on the upper floors where appropriate.

Corridor Commercial

Areas designated as corridor commercial are intended to accommodate more intense small, mid, and larger commercial shopping and service areas that are generally oriented more toward the automobile corridor and provide good visibility and easy access to the regional arterial, SR 28. Corridor commercial areas are well suited for more intense commercial development and activity

Industrial/Employment Uses

Two separate industrial use categories are designated as part of the Land Use Plan: Light Industrial/Business and Industrial.

Light Industrial/Business Park

These areas are intended to provide for light industrial and business uses such office/business parks, low intensity agricultural related businesses, commercial service and contracting services, and more, but should not include overly intense commercial truck traffic, noise, or other major nuisances. Although not ideally located adjacent to residential, these uses can be somewhat compatible as long as sufficient, setbacks, screening, and landscaping is provided.

Industrial

Areas designated for industrial are intended to accommodate a variety of uses ranging from light assembly, storage and distribution, intense agricultural related business, intense commercial service uses, and uses characterized by high volumes of truck traffic, noise, odor, or other nuisance. Industrial uses are not generally compatible with residential areas, and should be appropriately buffered and screen from adjacent residential areas.

Medical Related Services

Areas designated for medical related services include facilities and use that benefit from geographic proximity to the hospital and convenience for hospital patients and professionals. Building off of the hospital's success as a regional healthcare/medical facility, these areas could include out-patient services, testing and laboratory facilities, rehabilitation services, and more.

Agriculture

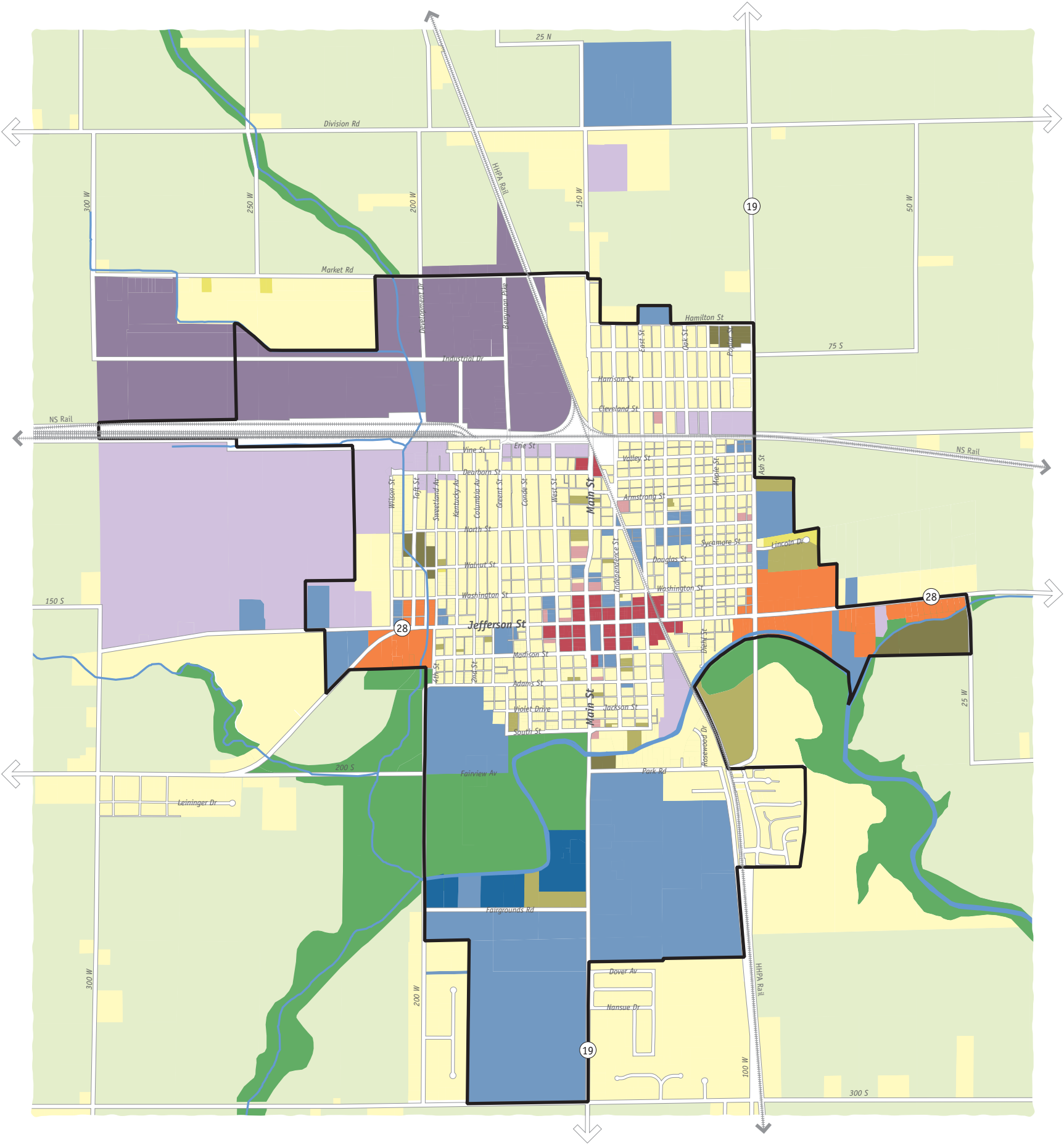
Areas designated for agriculture are intended for the primary purpose of cultivating the land, producing crops, and raising livestock. Although some isolated residential properties exist within the areas designated for agriculture, non-agricultural uses should not be encouraged.

Public / Semi-Public Uses

Public/Semi-public uses include a variety of uses that generally serve the public such as municipal facilities, other government facilities, schools, religious institutions, and more. These uses provide essential facilities and services to the community and are scattered throughout the City. These uses are generally shown on the Land Use Plan, but are presented in more detail in *Section 7: Community Facilities & Infrastructure Plan*.

Parks, Open Space & Environmental Features

The parks and open space land use includes parks, a golf course, a swimming pool, natural areas and other areas of open space that contribute positively to the community’s overall quality of life. These areas, along with environmental features (including wooded areas, wetlands, streams and water features), are identified and discussed in more detail in *Section 8: Open Space and Environmental Features Plan*.

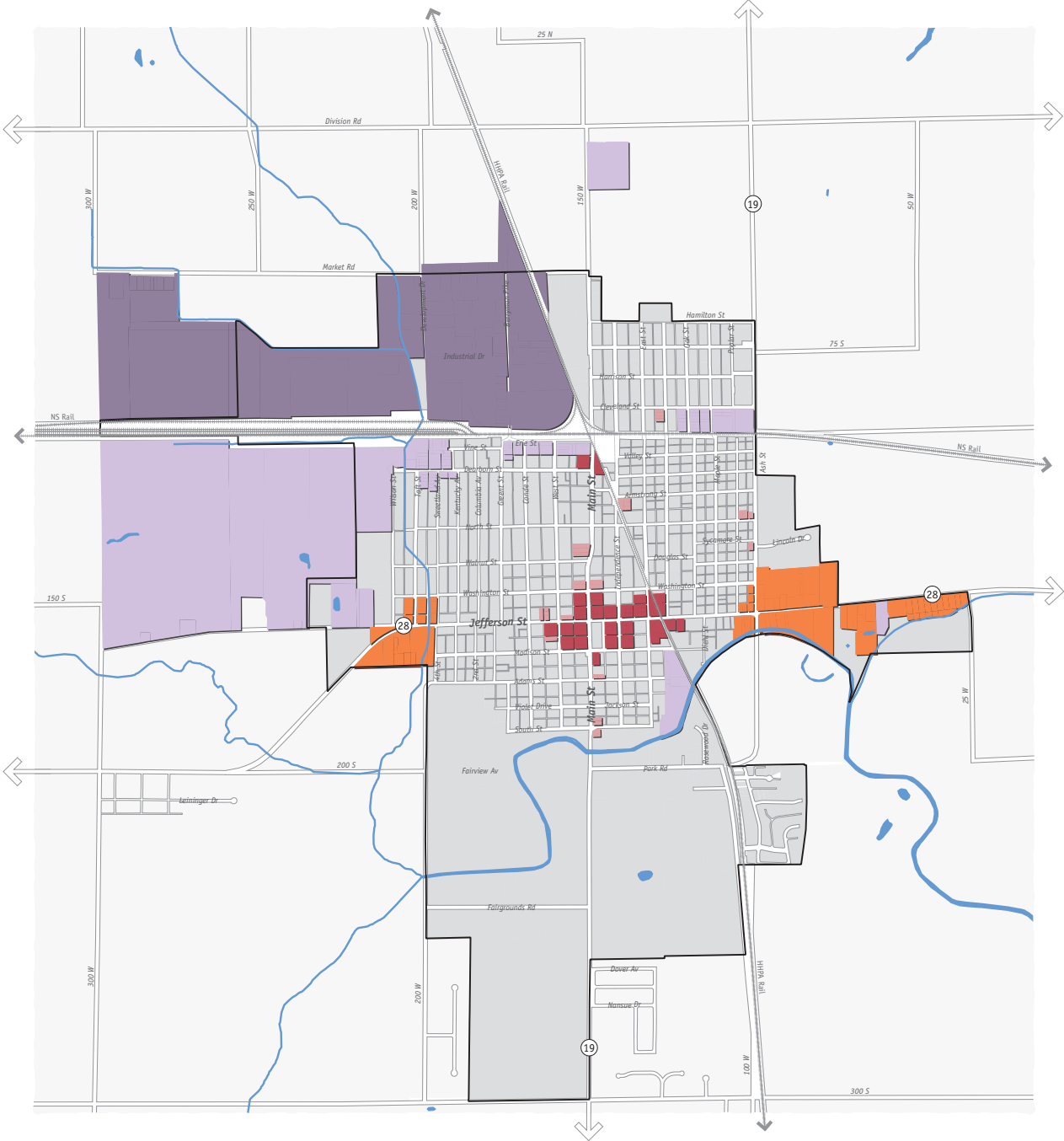


Land Use Plan

- Single Family Residential
- Single Family Attached
- Multi-Family
- Mobile Home
- Corridor Commercial
- Neighborhood Commercial
- Downtown Commercial/Mixed Use
- Light Industrial/Business
- Industrial
- Public/Semi-Public
- Medical Related Service
- Parks/Open Space
- Agriculture

Commercial & Industrial Area Policies

The following policies will assist future decision making regarding commercial and industrial land use areas throughout the City. The policies are intended to guide decision-making, investment, prioritization, and be generally applied to the extent possible and appropriate.



Commercial / Industrial Areas Framework

- Land Use**
- Corridor Commercial
 - Neighborhood Commercial
 - Downtown Commercial/Mixed Use
 - Light Industrial/Business
 - Industrial

Commercial Areas Policies

- » Promote the appropriate mix and intensity of commercial uses in the various districts throughout the City.
- » Strengthen the role, function, and uniqueness of each commercial district (Downtown, East Gateway, West Gateway, and Medical Related Services area near the hospital, to maximize its competitive edge and market viability.
- » Prevent the encroachment of commercial uses into residential areas of the City.
- » Prevent the premature encroachment of commercial uses into designated agricultural areas while being open to new commercial development along 28 in areas immediately adjacent to existing commercial development.
- » Provide a fully connected sidewalk system and safe crosswalks in all commercial areas of the City.
- » Work with existing property owners and businesses to improve the appearance of their building façades and sites, and improve the façade improvement program by establishing standards for review and adding architectural and building material standards.
- » Encourage a mix of uses and promote pedestrian-oriented development within the core Downtown area.
- » Maintain a traditional “streetwall” in the Downtown area, with buildings located at or near the sidewalk line with parking and storage at the rear.
- » Minimize/eliminate curb cuts and driveways directly on Jefferson Street in the Downtown wherever possible and rely on the cross streets and alleys for site access.
- » Require site landscaping, including perimeter parking lot landscaping, parking lot islands, dumpster and storage screening, and foundation plantings as a means of significantly enhance the appearance of the commercial corridor areas.
- » Encourage the use of cross-access and development of shared parking areas between adjacent commercial uses.
- » Buffer and screen commercial uses from adjacent residential areas.

Industrial Areas Policies

- » Strengthen and promote light industrial, general business, office park, and other employment generating uses in designated areas.
- » To the extent possible, mitigate the negative effects of industrial/employment uses on adjacent and nearby residential properties through use of setbacks, screening, buffers, orientation of activity, roadway and circulation improvements, and more.
- » Designate routes for industrial truck traffic to eliminate trucks in residential areas and the Downtown.
- » Work with INDOT and the County to identify and designate preferred trucks routes and access to US 31, taking into consideration the planned widening and limited access for the roadway.
- » Improve infrastructure, such as water, sewer, electric, and telecommunications services, in designated industrial/employment areas to attract further private investment and ensure adequate capacity.
- » Utilize development and improvement opportunities within the industrial/employment areas to strengthen and better establish a positive corporate/business image and identity for the City of Tipton.
- » Target and clean-up dilapidated, vacant, and functionally obsolete building and properties to eliminate the appearance of blight and neglect within the industrial areas.
- » Prioritize appropriate landscaping and screening as a means of improving the overall appearance of the industrial areas, particularly those that are adjacent to residential properties and those that serve as a gateway into the community.
- » Actively promote and attract new industrial uses to appropriate sites within the City and its planning jurisdiction.

Downtown Tipton

Maintain the Streetwall

A key design recommendation for the Downtown is the maintenance of a traditional streetwall, particularly along Jefferson Street. A streetwall is a term used to describe a continuous row of buildings, side-by-side, that are located at or near the sidewalk, with little or no side yard setback. The success of the Downtown can be undermined by a discontinuous streetwall that suffers from large gaps between buildings, buildings that are substantially setback from the sidewalk, or parking areas adjacent to the sidewalk with no perimeter landscaping, fencing or screening.

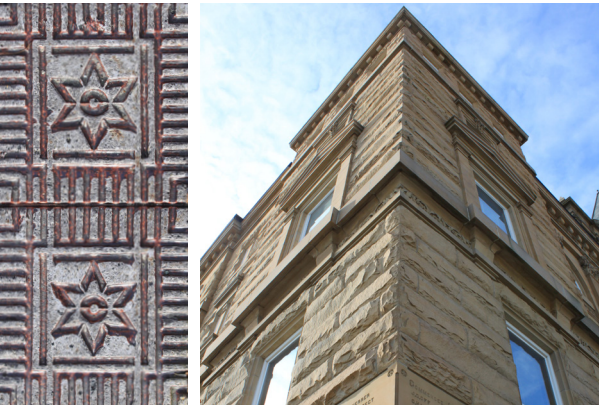
When well-maintained, a streetwall can provide a more inviting pedestrian environment and adds to a sense of activity within the downtown. In areas where gaps in the streetwall are unavoidable, a combination of landscaping, decorative fencing, and masonry/stone walls should be used. Such amenities separate parking lots or open space areas from the adjacent sidewalk in an attractive manner, and enhance the downtown's pedestrian atmosphere. New development should contribute to and strengthen existing segments of streetwall or help establish a streetwall in others areas of the downtown. The one noted exception to establishing a streetwall is along the open space in front of the Tipton County Court House.



Continuous streetwall along Jefferson Street.

Quality Architecture

Downtown Tipton is the location of numerous historical buildings and buildings with unique and significant architectural features, including the Tipton County Courthouse and Tipton County Jail and Sheriff's Home which are on the National Register of Historic Places. The City should promote new construction that complements the traditional architectural styles highlighted by the downtown's older structures and desired by the community. Modern architectural styles should be discouraged and, while new buildings need not be historic replicas, they should offer high quality and compatible interpretations of traditional styles present within the historic downtown and surrounding residential neighborhoods. Regardless of style, buildings in Downtown Tipton should use traditional masonry materials and reflect the predominant scale, height, massing, and proportions of Downtown Tipton's historic core. New buildings should incorporate decorative cornices, columns, reliefs, terra cotta tiles, and other significant façade detailing.



There are numerous historic materials and architectural elements from which to draw inspiration for new development within the downtown.

Wayfinding Signage

Wayfinding is a system of signage intended to direct visitors to key destinations and create a unique sense of place. Wayfinding signage helps establish an identity for an area and can enhance a community's branding efforts. Wayfinding signage should be placed at specific locations to direct vehicles to key destinations within an near Downtown, including City Hall, Tipton County Courthouse, the Tipton Public Library, CW Mount Community Center, County Fairgrounds, Tipton Hospital, and more. Wayfinding features should be consistent in appearance and be unique and large enough to direct motorist to their desired destination. Signage should be placed so that it is easy to read and follow for pedestrians, bicyclists and drivers alike.



Downtown Enhancements

- Proposed Core Downtown Boundary**
- Primary Corridor**
Focused priority on wayfinding, facades, streetscape, streetwall, and pedestrian amenities
- Secondary Corridor**
Commercial treatment on both sides but with less emphasis on amenities and activity
- Transitional Corridor**
These streets sections should represent both commercial and residential uses and frontages
- Gateway Features**
Located to announce entry into Downtown
- Intersection Improvements**
Pedestrian crosswalks and aesthetic improvements must be emphasized
- Maintain Streetwall**
Buildings and fencing/walls should be at or near the sidewalk to the extent possible
- Minimize Curb Cuts**
Eliminate/reduce driveways along these areas



Complementary gateway (left) and wayfinding (right) signage.



Example wayfinding signage.



Gateway Features

Gateways are an important element of creating a sense of place by marking one’s arrival into the downtown. They should be employed at key locations and should consist of a combination of identification signage, unique natural or architectural elements, landscaping, lighting and similar design features. Given their importance in creating a first impression, gateway features should be constructed of quality materials and reflect the unique identity of Tipton and the downtown.

Facade Enhancements

Facade enhancements to existing buildings can have a significant positive impact on Downtown Tipton, especially for buildings that lack visual interest or architectural authenticity. In some instances, architectural features of older structures have been covered or removed, leaving simpler less attractive facades. As new two- and three-story mixed-use buildings are introduced into Downtown, existing buildings could be retrofitted to provide consistency.



Example gateway features.

Historic Structures

Because the historic and architecturally significant buildings in Downtown contribute so much to its overall character and appeal, designated building should be prioritized for improvement and protection. The City should consider establishing a Historic Board of Review and certificate of appropriateness for structures in the Downtown area.

Improved Pedestrian Crosswalks

Given the downtown’s proximity to Tipton’s residential neighborhoods, and the broader goal of creating a pedestrian-friendly environment, enhancements to pedestrian crosswalks should be a priority. Constructing crosswalks of varying pavement materials such as bricks of stamped concrete can significantly improve the safety and awareness for pedestrian in the Downtown. Additionally, use of bollards, lighting, curb extensions, and signage could be used to further enhance pedestrian safety and mobility.

Pedestrian Amenities

In addition to additional seating, other pedestrian amenities are noticeably absent from the site. The City should place trash receptacles throughout the area to prevent littering and consider other pedestrian amenities including newspaper stands, kiosks, directories, and bike racks. Pedestrian amenities will contribute to the liveliness of the sidewalk and help convey an areas function as a pedestrian-oriented environment.



Improved crosswalks provide drivers with visual cues to the presence of pedestrian activity within an area.

Downtown Landscaping & Planters

Landscaping should be used to enhance the appearance of sites in the Downtown, or to maintain a continuous streetwall when a building façade is not present. Where a continuous building streetwall is not present, the streetwall should be maintained through a combination of perimeter fencing and landscaping. Perennial and annual plants should be included in plans to add year-round color and visual interest to building fronts, parking areas and the overall streetscape. Attractive planters should be provided to accommodate trees, shrubs and flowers as well as a place for impromptu seating.

Downtown Lighting

The lighting of a building’s façade can help identify stores and businesses, promote a sense of safety and security, and highlight prominent Downtown buildings and architectural features. Attractive, decorative lighting should be used to illuminate entrances, signage, pedestrian and parking areas, and architecturally significant elements. Pedestrian-scaled lighting should be installed to illuminate downtown sidewalks and public areas. Where appropriate, lampposts can serve the dual function of lighting both the roadway and pedestrian way. Pedestrian lamps should be located no higher than 12 feet in height. Streetlights should be attractive in style and design so as to serve functional and aesthetic purposes.



Perimeter landscaping, low masonry walls and lighted bollards create a sense of separation between the sidewalk and parking lot.

Outdoor Activities

Outdoor dining areas can play an important role in creating a sense of activity within a downtown. Outdoor patios, cafés and rooftop decks should be encouraged within the downtown. Outdoor activities should not be limited to alfresco dining and should also include regular community events and festivals. Large scale events such as the Pork Festival and small events such as the Tipton County Farmers’ Market demonstrate the potential for events to draw people downtown. Additional events should be encouraged on a year round basis.

Improved Parking Areas

Off-street parking lots should be designed and located so that they are safe, efficient, and do not disrupt the pedestrian-oriented character of the downtown. Entries to parking areas should use the minimum driveway area and curb cut width necessary and should be provided at the sides or rear of buildings where possible.

Parking areas should be screened from view along sidewalks and roadways through the combined use of low masonry walls, hedge plantings and shrubs. Additionally, pedestrian-scaled lighting and/or bollards should enhance and light parking areas in Downtown Tipton. Parking areas should have curbed perimeters, landscaped islands, and clearly marked pedestrian pathways.



Outdoor dining adds a sense of activity along a street.



RESIDENTIAL AREAS / HOUSING PLAN

Although the City’s housing stock is generally in good condition, there are neighborhoods within Tipton’s historic core that are experiencing disinvestment. The Housing Plan supports the strengthening of all residential areas within the City and identifies areas where new residential development should occur. The plan encouraged the development of a range of housing types within the City to accommodate residents in all stages of life. A wider variety of housing will encourage first time home buyers to locate within Tipton, allow local families to grow and relocate within the community, and provide seniors with ability to continue to live within Tipton as their housing and care needs change. Four types of residential land uses are identified within the Housing Plan: single family, single family attached, multi-family, and mixed use.

Residential Land Use

Single Family Residential

Single family homes are currently and should remain Tipton’s predominant residential land use. Redevelopment and reinvestment should be encouraged within established neighborhoods and should respect the scale and character of surrounding properties. Residential areas should continue to be served by rear alleys where appropriate. Other uses, such as churches, parks and single family attached residences may occur on a limited basis within single family neighborhood, but the area should be primarily comprise single family residences. When adjacent to more intense uses, such as commercial or industrial areas, buffering and screening should be used to protect single family neighborhoods.

Single Family Attached Residential

Single family attached residential buildings are typically made up of two- or three-unit structures where units have individual entrances and share common walls. Single family attached residences should be used as a buffer between lower density single family detached residential neighborhoods and more intense land use areas or along major corridors (including Ash Street, Jefferson Street and Main Street). The Housing Plan identifies existing and approved single family attached developments as well as transition areas where future single family attached development could serve as a buffer to more intense uses within Tipton and its growth areas.

Multi-Family Residential

Multi-family residential uses can be owner- or renter-occupied and can include a range of housing types such as condominiums, apartments, senior housing and workforce housing. The majority of multi-family residential uses identified in the Housing Plan reflect existing development or infill opportunity sites, with limited multi-family development designated within the City’s growth areas. Multi-family development should be of high quality and located in areas. The conversion of single family homes to multi-family residences should be prohibited, so as to preserve the character of single family neighborhoods and limit additional stress on local infrastructure. Multi-family development should be appropriately sited and respectful of surrounding uses.

Mixed Use

Many of the structures in Tipton’s downtown area, which centers along the Jefferson Street corridor, are two story, mixed use buildings with a retail or restaurant use on the ground floor and office or residential uses on the upper floors. Reinvestment and redevelopment within the downtown area should incorporate the traditional character of development and mix of uses in the community’s historic core. Multi-family residential development should also be encouraged as a component of mixed-use development in Downtown Tipton. Policies related specifically to commercial uses in Downtown Tipton are also discussed in **Section 4: Land Use & Development**.



Manufactured Housing

Tipton has four manufactured housing communities. Issues in these communities include poor maintenance, monotonous appearance, limited access, and the poor condition of local streets. The Housing Plan does not identify any new areas for manufactured housing and, over time, existing manufactured housing areas should be replaced by residential development that better complements the character of the surrounding residential neighborhood.

Prior to consideration of new manufactured housing, a housing needs assessment should be completed to determine the market viability of additional manufactured housing. Existing manufactured housing uses should be replaced over time with single family detached and attached development that improves the character of the surrounding neighborhoods. Mobile homes should not be permitted outside of these few designated areas and individual mobile home units should not be allowed to locate in areas designated for other types of residential use.



Key Issues

Senior Housing

The City should encourage the development of senior housing to accommodate the area’s growing population of older households, enabling current Tipton residents to ‘age in place’ and remain in the community through all stages of life. The Housing Plan does not identify specific locations for senior housing, as this type of housing can take on a variety of forms such as multi-family residential and assisted- and extended-care facilities.

Senior housing should be provided in convenient locations within proximity to retailers and service providers, and amenities such as parks. While areas within or near Downtown Tipton should be considered ideal for senior housing, Tipton’s core is walkable in nature and could further facilitate the development of senior housing throughout much of the community.





Neighborhood Stabilization

The City of Tipton and its neighboring communities have not been immune to the economic recession of the late 2000s. Flat home sales, the stalled development of some residential subdivisions, issues of deferred maintenance and foreclosures of some properties have created a concern for the long term health of Tipton’s housing stock.

Recognizing that these issues are by no means unique to Tipton, the City should work with residents, property owners and other service providers to stabilize local neighborhoods to implement strategies designed to aid homeowners and landlords in improving the condition of their properties and stabilize local neighborhoods.

Intrusion of Non-Residential Uses

Several of Tipton’s residential neighborhoods suffer from the intrusion of incompatible development such as commercial service as light industrial uses and home occupations. When not appropriately scaled or designed, these uses can detract from the residential character of the surrounding neighborhood. Over time, non-residential uses should transition to residential development that better complements the character of the surrounding residential neighborhood. While ancillary uses such as neighborhood commercial uses should not be discouraged, such uses should be intended to meet the needs of local residents and should be of appropriately architecture and scale.

Property Maintenance

While many of Tipton’s homes and neighborhoods that are well-maintained and in good condition, there are also some properties that are either vacant or suffer from deferred maintenance and are in poor condition. These homes detract from the appearance surrounding neighborhoods and the broader City’s image and identity. The City should explore the creation of a property maintenance program for residents and make funds available to assist with improvements to housing structures. As an alternative to grant funding, the City could work with local financial institutions to establish a below market rate loan program to assist with home purchase or home improvement.

Home Finance Education

In a turbulent housing market with shifting lending behaviors and state and federal policies, home finance education is a valuable resource to both new and existing homeowners. In partnership with local lending institutions, Tipton County, and a revived Tipton County Economic Development Corporation, the City should establish a housing counseling program to educate and assist local homeowners with home financing issues. These efforts could help stabilize Tipton’s existing neighborhoods by helping local residents determine what options are available to them with regard to refinancing and loan modifications, avoiding foreclosure, or buying a home for the first time.



Infill & Reinvestment

The need for new housing within Tipton should primarily be met through infill development and the replacement of housing units within existing neighborhoods. While new residential subdivisions should not be discouraged, an ‘infill first’ policy that encourages reinvestment could help stabilize existing neighborhoods and concentrate building activity within Tipton’s established core. In addition, enhancing the appeal of the City’s older neighborhoods, such a strategy would also make efficient use of existing infrastructure, such as roadways or sewer/stormwater facilities, and minimize the need for the extension of infrastructure to unserved areas.

Historic Preservation

The Tipton County Courthouse and Tipton County Jail and Sheriff’s Home are the only properties on the State and National Registers of Historic Places. These properties anchor Tipton’s downtown and its historic residential core. The residential neighborhoods surrounding downtown Tipton are characterized by small lot single family detached homes on small blocks of between 350 and 450 feet in length, the majority of which are served by alleys. While none of the homes in this area are on an historic register, several local residences and institutions have potentially significant historic features that add to the character of the community.

In partnership with the Tipton County Heritage Center, the City should consider utilizing the recently completed *Tipton County Historic Sites and Structures Inventory*, directed by Indiana Landmarks, to create a local historic preservation ordinance. Such an ordinance should establish historic districts and design guidelines for improving properties of local historic significance.

Promoting Tipton

The long term health of Tipton’s residential neighborhoods is connected to the City’s long term economic health. Economic development should go hand-in-hand with efforts to stabilize local neighborhoods.

Schools

The Tipton Community School Corporation is a key asset to the community, serving as a draw for families considering a location within the region as well as businesses seeking to attract workers to the area. The City should include the school district in any future marketing efforts as it looks to attract more families to Tipton.

Attracting Employers

Economic development will be a key to attracting new residents to Tipton and ensuring the long term health and stability of the local housing stock. **Section 9: Implementation Strategy** of the Comprehensive Plan identifies various economic development strategies for enhancing Tipton’s employment base and implementing plan recommendations that will make Tipton a more desirable place to live and work.

Areas in Transition

There are several isolated pockets of residential development throughout the City where, due to the expansion of other land uses, new development may be more appropriate or market viable over the long term.

Commercial Transition

The Jefferson Street corridor, between Mill Street and Ash Street, comprises a mix of retail and single family residential uses. Should additional commercial development be warranted within the community, this area represents a desirable location for low intensity commercial uses that are in keeping with the scale and character of the adjacent residential areas. Where feasible, the conversion of existing single family homes to office uses should also be encouraged within this area.

Industrial Transition

Tipton’s industrial development is concentrated on the City’s western and northwestern sides, including both the Tipton County Industrial Park and Northgate Business Park. There are also several residential properties scattered throughout this portion of Tipton. While residential uses may have preceded industrial uses in some cases, to facilitate further economic development, these residential uses should be combined with adjacent industrial uses to create the potential for larger, more comprehensive redevelopment. Such development should only occur when willing sellers and buyers come to a mutual agreement.

Residential Growth Area

The City of Tipton is surrounded by agricultural areas and single family residential development that is rural in character. The homes in these areas predominantly rely on wells for drinking water and utilize septic sewer systems. Future residential development should be limited within agricultural areas to preserve the area’s rural aesthetic and discourage the premature conversion of Tipton’s productive farmland. Should residential development occur within Tipton’s growth areas, it should be adjacent to areas currently served by municipal services to minimize costs of extending infrastructure and maximize the use of City resources. The areas shown here highlight long term growth potential and are likely to be developed over the life of this plan.

Planned Residential Growth Area

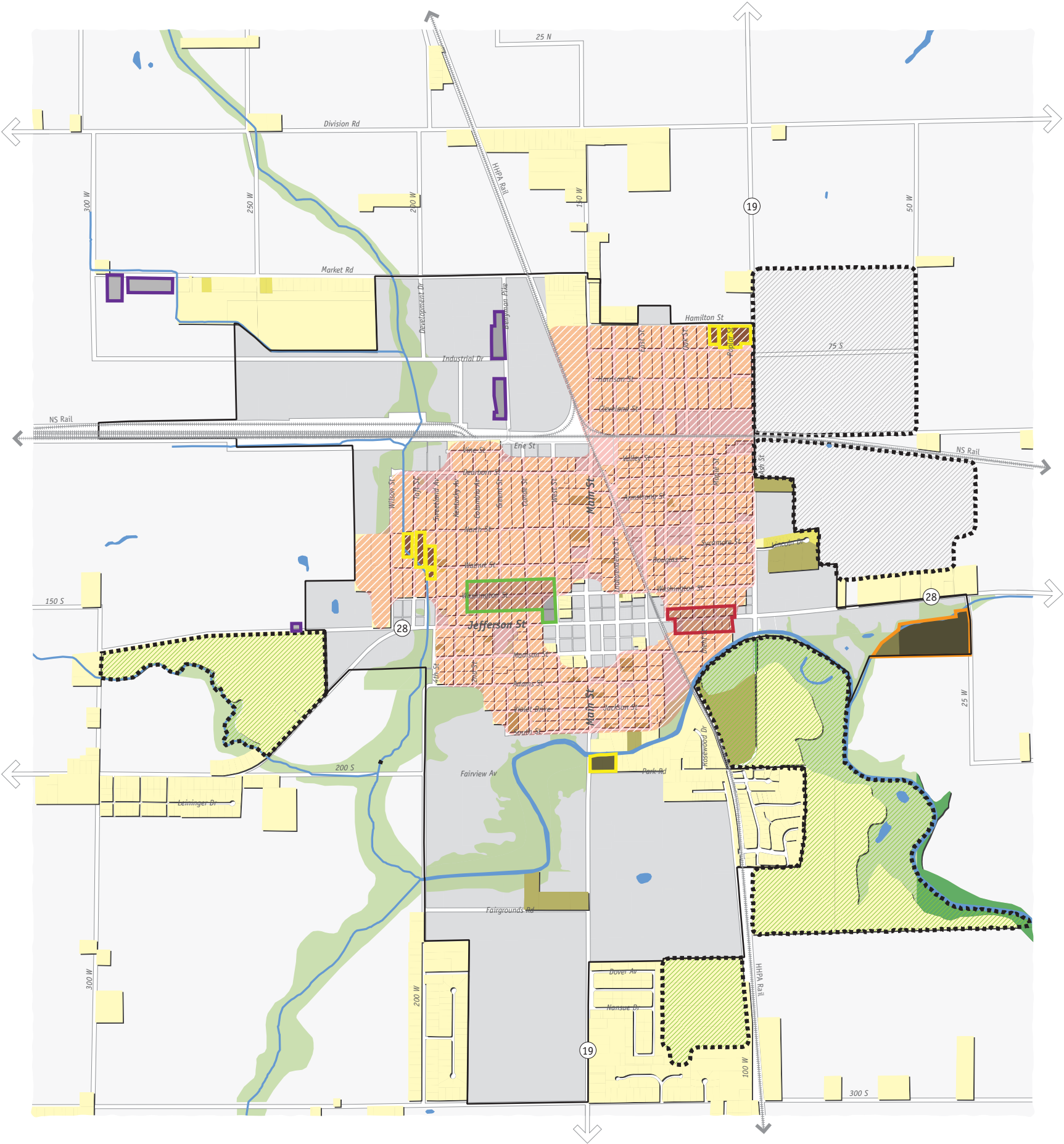
Should development occur beyond the City’s current limits, planned residential growth areas represent the areas where such development should be prioritized. These areas have minimal issues with regard to flooding and are located such that the extension of services and infrastructure would be cost effective compared to other surrounding areas.

Potential Residential Growth Area

Potential growth areas could accommodate new development, but should assume less of a priority when opportunities exist either within the city or planned residential growth areas. These potential growth areas are located near existing neighborhoods and commercial areas within Tipton, but there may be additional obstacles to the extension of infrastructure and services.

Floodplains

Floodplains have been identified as parks and open space areas, highlighting the limited development potential of areas adjacent to waterways such as Cicero Creek. Residential development that occurs within these areas should incorporate environmental features such as wooded areas where appropriate and should adhere to design standards that mitigate the potential for damage from flooding and minimize impacts on local water bodies.



Residential Framework

Land Use

- Single Family Residential
- Attached Single Family
- Multi-Family
- Senior Housing
- Established Residential Neighborhood
- Planned Residential Growth Area
- Potential Residential Growth Area

Subareas

- Tipton Residential Historic District
- Single Family Transitional Area
- Multi-Family Transitional Area
- Commercial Transitional Area
- Industrial Transitional Area



TRANSPORTATION & MOBILITY PLAN

Long-term planning and appropriate design policies, procedures and standards are critical components to improving transportation and mobility throughout the City of Tipton. The following recommendations are intended to assist the City in achieving a safe and efficient multi-modal transportation network that effectively enhances the quality of life of those who utilize the facilities.

- » Provide encouragement and raise awareness for Tipton’s **existing sidewalk replacement program** to generate more public interest in improving the walkability and bikeability within the City.
- » Per federal guidelines, the City should diligently work to develop and annually update an **ADA Transition Plan**. The plan will inventory all pedestrian facilities within the public right-of-way and serve as a prioritization and budgetary tool for the City to improve sidewalks, curb ramps, crosswalks, etc. Being proactive in development of the plan will ensure that Tipton remains eligible to receive federal funding for improvements to pedestrian facilities in the future.
- » The **Complete Streets Concept** includes the development of planning, engineering and transportation standards that will produce a design that incorporates all users of the roadway, including motorists, pedestrians, bicyclists or public transportation riders. INDOT’s draft 2035 Long Range Transportation Plan includes the Complete Streets Concept and the City should consider development of their own policy.
- » Adoption and implementation of **access management guidelines** will provide the City with a tool to ensure each access point is not only designed properly, but also required at the time new developments or redevelopment occurs. Proper access management is critical to balancing efficient operations on the City’s roadway network with sufficient access to adjacent businesses, government facilities, schools, etc.

- » Development of a **Traffic Study Process** that identifies when a traffic analysis is required due to the potential traffic impact of a proposed project. These traffic study guidelines can also be utilized to address existing traffic operational issues as necessary.
- » Implementation of a **traffic data collection program** will allow the City to develop a traffic count database and monitor traffic volume patterns as needed. The traffic count information can be used to assist in identifying and prioritizing locations for future roadway improvement projects.
- » Continue the City’s **annual transportation infrastructure condition inventory**. Additionally, implement innovative and cost effective pavement preservation methods to stretch the City’s transportation infrastructure budget further. An increased focus on preserving the City’s transportation infrastructure that is still in good condition will delay the need for larger, more expensive repairs.
- » Focus on **strategic connections of roadways** prior to or early in the planning phases of future development. The primary connectivity issue currently facing the City directly impacts the amount of truck traffic that enters downtown Tipton. The City should actively coordinate with the County and/or State as necessary to define a truck route for access to the industrial area on the northwest side of downtown Tipton. Several alternatives with the intent to lower truck traffic traveling through downtown Tipton to access the industrial area have been identified herein.
- » Identify **potential improvement projects** that may be eligible for federally funded programs such as Safe Routes to School (SRTS), the Highway Safety Improvement Program (HSIP), Congestion Mitigation and Air Quality (CMAQ) and Transportation Enhancement (TE). Advanced planning for such projects will demonstrate the City is being proactive to those agencies reviewing funding applications and administering the programs.

Functional Classification System

The number of travel lanes, traffic volumes and level of accessibility of streets are key elements in assigning functional classification to a road network. The following functional classification system is utilized within the City of Tipton:

Arterials

Arterials are higher capacity roadways with the intent to move traffic from collector roads to interstates or regional highways. Access is usually limited in order to increase traffic flow and level of service, but in downtown urban areas may have an increased number of drives or intersections. Speed limits on arterials can range from 25 mph in urbanized areas to 55 mph in more rural areas. SR 28 is an example of an east-west principle arterial in the City of Tipton providing access to US 31 to the west and the City of Elwood to the east.

Collectors

Collector roads are typically 2-lane roadways that provide access to adjacent arterials while linking land uses such as residential neighborhoods, parks and schools to one another. Speed limits on collector roads are lower, usually between 25 and 35 mph. The City of Tipton’s Thoroughfare Plan Map further differentiates major and minor collector roads. Major collectors are higher volume than minor collectors and may also connect a municipality to other nearby communities. SR 19 is an example of a major collector road in Tipton that provides access to facilities such as schools, the hospital, fairgrounds and park areas, as well as connecting to Tipton to Kokomo to the north and Cicero and Noblesville to the south. North Main Street, Park Road and South Ash Street are examples of minor collectors that provide connectivity from local roads to adjacent arterials and/or major collectors.

Local Roads

Local roads provide a connection between residential roadways or areas and other higher classified streets in Tipton. Local roads typically may allow on-street parking.





Access management issues.

Bike & Pedestrian Facilities

Bike and pedestrian facilities are key elements to encouraging the community to be active. Alternative modes of transportation are aimed at reducing traffic congestion and subsequently emission levels, while promoting a healthy lifestyle. Quality sidewalks with safe, visible crosswalks are essential to maximizing pedestrian activity, along with strategically placed bike lanes and multi-use trails.

Tipton already has taken some measures to improve its pedestrian facilities. The City has a sidewalk replacement program that has been in place for just under 10 years. The program requires any property owners requesting sidewalk improvements to pay for 40% of the project costs, while the City pays the remaining 60%. The program has been successful, however with the downturn in the economy, homeowner requests for sidewalk improvements have slowed down.

The City also replaces or installs new curb ramps as necessary. In accordance with Section 504 of the Rehabilitation Act of 1973 and Title II of the Americans with Disabilities Act of 1990, the City is currently planning to develop an ADA Transition Plan. The plan will identify pedestrian facilities within the public right-of-way that are non-compliant with ADA standards. Additionally, it will prioritize the deficient facilities and serve as a planning document for the City to budget for the required improvements on an annual basis.



Access point within a consistent streetwall.

The major steps to being in compliance with regards to accessibility of facilities within the public right-of-way include:

- » Designation of an ADA Coordinator
- » Establishment of a Grievance Procedure
- » Development internal design standards, specifications, and details
- » Assignment of personnel for the development of a Transition Plan and completing it
- » Approval of a schedule and budget for the Transition Plan
- » Monitoring the progress on the implementation of the Transition Plan on an annual basis

Tipton also has a street, alley and sidewalk committee that meets regularly to address improvements and/or public concerns along the City's vehicular and pedestrian traffic facilities. It is important to note that improvement projects to pedestrian facilities require careful planning and design to protect the safety of users. Recent improvements to curb ramps within the City have been made in conjunction with commercial site improvements, however unsafe conditions were still noted at the location as no crosswalks were visibly marked and a curb ramp was located behind the stop bar for adjacent vehicular traffic.

Opportunities to obtain federal funding to improve pedestrian facilities should be maximized when available. Programs such as Safe Routes to School, which is a 100% federally funded, are intended to improve sidewalk conditions, sidewalk connectivity, crosswalks, curb ramps, etc. in areas within a two mile radius of schools. By jointly working with the local schools and demonstrating a need for improving pedestrian facilities in these areas, the City may be determined eligible for funding under such programs.

Complete Streets

Complete streets are designed to enable safe access for all users including pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities. Complete streets are also designed and operated to allow safe movement along and across its right-of-way.

There is no one design prescription for complete streets. Ingredients that may be found on a complete street include: sidewalks, bike lanes (or wide paved shoulders), frequent crossing opportunities, median islands, accessible pedestrian signals, curb extensions, and more. A complete street in a rural area will look quite different from a complete street in a highly urban area. But both are designed to balance safety and convenience for everyone using the road.



Typical downtown cross section.

Adopt City Policy

Adoption of a complete streets policy is a formal recognition of a municipality's commitment to incorporating all transportation modes in the development of transportation infrastructure. Regardless of a policy's form, the National Complete Streets Coalition has identified ten elements of a comprehensive complete streets policy. An Ideal Complete Streets Policy:

1. States a vision for how and why the community wants complete streets.
2. States that "all users" includes all modes of travel including pedestrians, bicyclists, vehicles, public transit users of all ages and abilities.
3. Includes a statement that street connectivity aims to create a comprehensive, integrated network for all modes.
4. Is adoptable by all agencies to cover all roads in the community (i.e. Municipality, County, State).
5. States that the policy applies to both new and retrofit projects.
6. Makes any exceptions clear and specific and sets an easy to follow procedure for approval of any exceptions.
7. Directs the use of the most current design criteria and guidelines while recognizing the need for flexibility.
8. States that complete streets solutions will complement the context of the community.
9. Establishes performance standards with measurable outcomes.
10. Provides specific steps for implementing the complete streets policy.



Tipton Bike Trail

Access Management

Proper access management is critical for the City of Tipton to provide safe and efficient operations on its roadways, while ensuring that accessibility to adjacent businesses is sufficiently maintained. This requires a balance between accessibility and mobility within the City. When new development or redevelopment occurs, the City’s review process should contain an access management component to identify any access related issues that may be resolved as a part of the project. Because INDOT has jurisdictional authority for state and federal routes in Indiana, including matters relating to access points, this section should be used to effectively communicate the City’s preferences and recommendations regarding such matters.

Eliminate Unnecessary Access Points

This includes the consideration towards eliminating unnecessary access points that are not required by standard traffic engineering. This will require proper planning and access management during times of new development and redevelopment in order to effectively reduce congestion and crashes, improve travel times and preserve capacity of roadways, all while supporting economic activity.

INDOT Access Management Guide

INDOT’s Access Management Guide is intended to address planning and design components of accessibility points along state routes such as SR 28 and SR 19 within the City of Tipton. For example, as site improvements are made to properties adjacent to SR 28, the City through coordination with INDOT, should evaluate the design, location and necessity of all existing and proposed entrances.

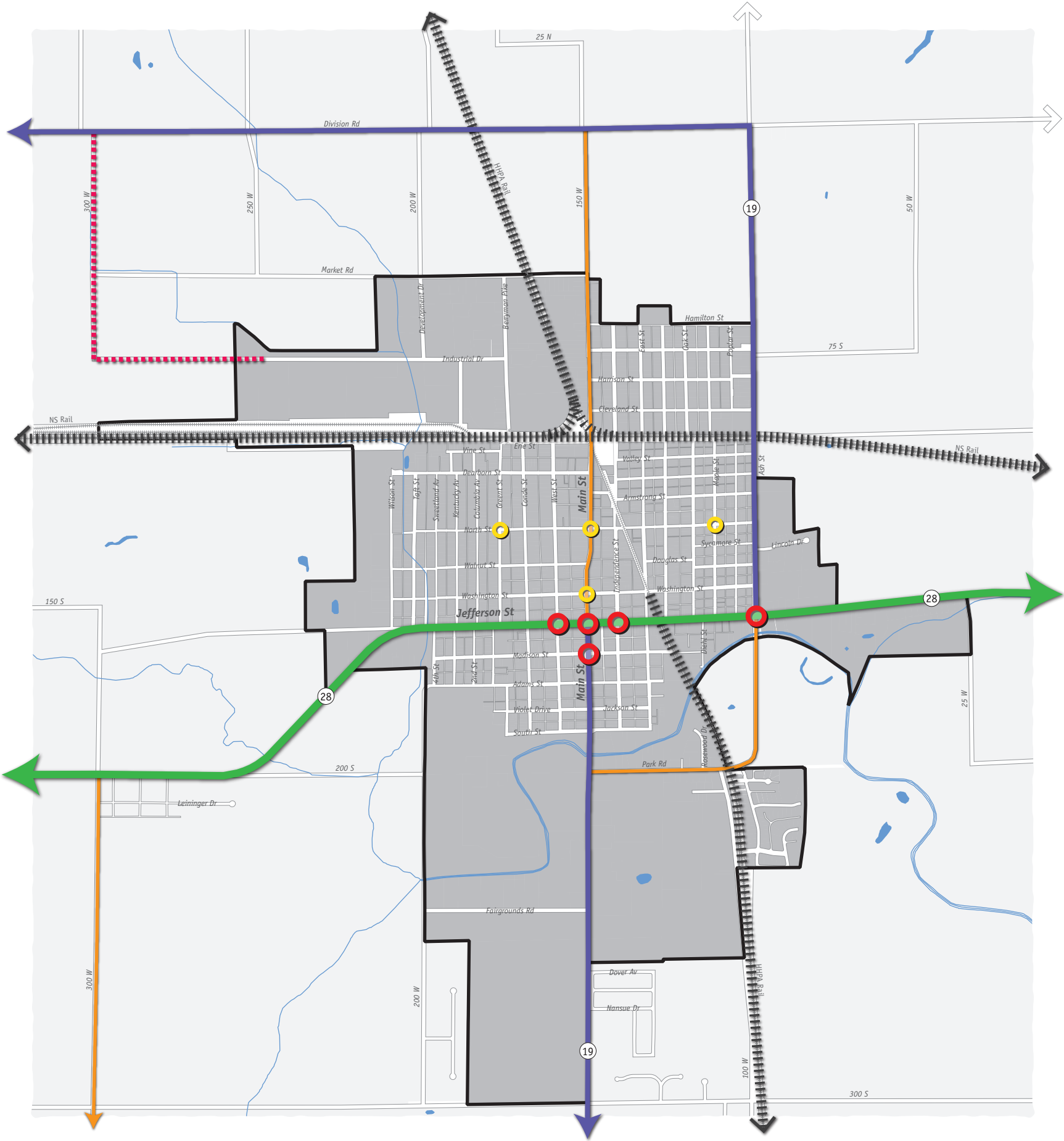
Transportation and Mobility Plan

Classifications

- Principle Arterial
- Major Collector
- Minor Collector
- Local - Proposed
- Railway

Nodes

- Existing Traffic Signals
- All-Way Red Flasher



Evaluating Access

The evaluation should address if the appropriate level of access is provided to the site, while maintaining safe and efficient operations on the adjacent roadways. This is particularly important for locations such as SR 28 east of Ash Street, where multiple entrances are closely spaced and may be combined into fewer drives without inhibiting public access to nearby businesses. Additionally, some corner properties have entrances located very close to signalized intersections, which can create conflicts between turning movements into and out of the site and vehicles travelling through the adjacent intersection. During times of planning for new development, redevelopment and/or future roadway improvements, it is important that access points along SR 28 and SR 19, as well as others throughout the City be properly evaluated with respect to access management guidelines and traffic operations.

Access management and operational studies such as these are important to identifying improvements necessary to alleviate traffic congestion, maintain traffic flow and reduce crash rates on the City’s road network.

Traffic Engineering

INDOT has developed guidelines to identify when a traffic impact study is required for new development or redevelopments requiring modifications to existing drives or new drives along state routes. The City currently does not have any guidelines in place to determine when a traffic analysis should be required as a result of development within Tipton. Without a traffic engineering requirement, it is possible that the appropriate improvements necessary to mitigate additional traffic created due to a development may not be made. This could prove costly to the City when the improvements are required at a later date. It is recommended that the City adopt similar traffic analysis guidelines as INDOT to address items such as the following:

- » Traffic Impacts due to new/redevelopment
- » Intersection spacing & locations (Signalized and Unsignalized)
- » Traffic Signal Warrant Analyses
- » Capacity Analyses and Intersection Level of Service
- » Travel Speeds and Progression
- » Turn lane warrants
- » High Accident Locations



On-street parking along a residential street

Local Capacity Issues

In general, only existing traffic capacity or operational issues were noted on Tipton’s road network.

On-Street Parking

City staff indicated that operations as well as maintenance of West Street and Poplar Street would be improved if on-street parking was limited to only one side of the street, rather than two. Numerous local residential roadways within the City were noted as allowing on-street parking on both sides of the street, which limited the ability to maintain two-way traffic flow simultaneously. This adds delay and decreases safety of motorists traveling on the local roadways.

Hospital Area Access

Traffic access around the hospital was noted as being difficult during peak drop-off and pick-up periods of the day for Tipton schools, which are located on the east side of SR 19 across from the medical facility. Any existing traffic issues such as this, as well as the impact of new developments and/or redevelopment on traffic flow within the City should be evaluated based on applicable traffic engineering standards and processes adopted by Tipton.

Roundabout First

INDOT has indicated that when considering signal upgrades at intersections, that a “roundabout first” methodology will be implemented. This means that intersection operations will be analyzed to determine if a roundabout is the best alternative for improving traffic flow efficiency and safety long-term. Traffic signals with added turn lanes will be considered the second option if a roundabout is not a valid option for a specific location due to geometric or operational characteristics.

The City of Tipton should consider roundabouts as potential solutions at intersections with capacity and/or safety issues in the future as well. Studies have shown that roundabouts reduce traffic delay and the severity of crashes, while being more environmentally friendly than traditional intersections. Educational activities to demonstrate how motorists should appropriately maneuver through roundabouts are very important as the transition from signalized intersections to roundabouts is implemented where applicable.

Existing & Future Traffic Volumes

City of Tipton does not currently have a formal traffic counting program in place. City staff indicated that traffic data is collected on an as-needed basis to assess deficiencies in existing traffic flow and to develop appropriate recommendations for roadway or intersection improvements.

Historical Traffic Data

INDOT has historical traffic data for SR 28 and SR 19 through the downtown area, as well as year 2010 counts taken as part of the state’s periodic traffic count update. These most recent counts indicated that the highest volume of daily traffic is on SR 28 between the north and south junctures of SR 19. However, overall traffic volume on SR 28 and SR 19 were lower than those previously reported by INDOT in year 2001. City staff did note that truck traffic volumes appear to have increased on SR 28 through the downtown area over recent years.

Traffic Data Collection Program

Implementing a Traffic Data Collection Program similar to what INDOT utilizes would allow Tipton to monitor existing and historical traffic count data on a periodic basis. This would provide the City with a better understanding of areas experiencing positive or negative growth in volumes and subsequently identify locations where it may be necessary to accommodate changes in traffic patterns or volumes.

Roadway Condition Assessment

The City of Tipton Street Department conducts an annual condition evaluation that includes pavement, drainage, curb and sidewalk on all roadways in the City. The condition ratings are utilized to determine what roadways will be resurfaced, crack sealed or receive spot patching repairs based on annual budgets. Additionally, the City is considering the use of preventative maintenance products on their streets, which carry a lower cost to perform and will preserve the life of the City’s roadways.

Linkages & Connectivity

The City’s Thoroughfare Plan Map noted several opportunities for connectivity of roadways, with the goal of managing future traffic flow as development occurs in and around the City of Tipton. The potential connections identified were mainly located along the eastern edge of the north juncture of SR 19 in planning for additional long-term development; however, planning for future connectivity around the industrial area on the northwest side of Tipton will be very important for accessibility to US 31 once it is upgraded.

US 31 Improvements

Planned improvements to US 31 include an interchange at existing SR 28, which will continue to directly serve the downtown Tipton area to the east.

Preferred Truck Route

Additionally, in an effort to minimize the amount of truck traffic in the downtown area, Tipton’s preferred US 31 improvements also includes a second interchange at US 31 and Division Road to the north of SR 28. This interchange would allow truck traffic to access the industrial area on the northwest side of the City without traveling through downtown Tipton.

Division Road Interchange

While it is anticipated that there will be an access interchange at US 31 and SR 28, this plan also recommends an access interchange at Division Street. This access point along US 31 is critical to the overall circulation of truck traffic within the count and will significantly aid in the orderly and planned development and expansion of the industrial area located in the northwest area of the City.

Alternate Truck Route

If the state does not provide an interchange at US 31 and Division Road, the City must work with the County to define an alternate route for trucks to access the industrial area via the SR 28 interchange, without travelling into downtown Tipton. A potential option for this route would be for trucks to take CR 550/560 W north from SR 28 to Division Road and proceed east to Development Drive, which accesses the heart of Tipton’s industrial area.

Additional opportunities for future connectivity are outlined in the City’s Thoroughfare Plan, however further studies may be necessary to define the optimum alignments, access points and overall traffic impacts on the City’s existing road network.

Recommended Enhancements

Primary Truck Route

This route is the preferred route for industrial truck traffic, providing access to US 31 while avoiding Downtown Tipton.

Alternate Truck Route

If an interchange cannot be provided at Division Street and US 31, CR 550/560 W should be improved and designated as a truck route connecting Division Street to SR 28 and then to US 31.

Grade Separated Crossing

To avoid train traffic, a grade separated crossing at the railroad and US 31 will be created, providing potential for improved east/west county traffic.

Local “At Grade Underpass”

This at grade underpass should be improved to accommodate the train, CR 100 S, and a bike trail, thereby improving east/west traffic flow for freight, automobile, school busses, cyclists, and other local traffic and avoid crossing delays and conflicts with US 31. This at grade underpass will permit increased east/west traffic flow for local traffic and agricultural movements and could be further leveraged with future improvements of CR 100 S.

Industrial Areas

These area represent Tipton’s primary industrial area, which is a major generator of truck traffic, as well as the industrial areas within unincorporated Tipton County along the US 31 corridor.

Railroads

Several rail lines are present within the City, representing potential barriers to circulation that should be addressed.

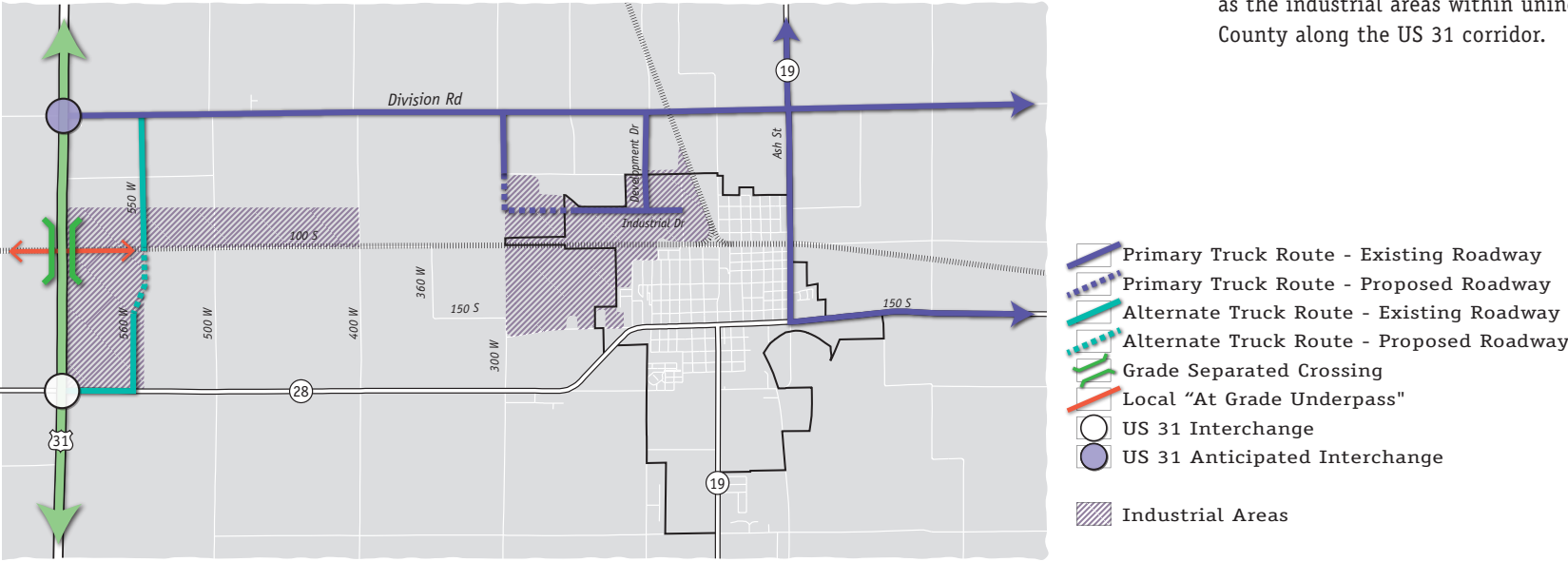
Norfolk Southern

The Norfolk Southern line runs east-west on the north side of Tipton. This rail line, along with the Norfolk Southern section that splits off and runs northwest out of the City, both serve the lumber yard and industrial area near Berryman Pike. The railroads create seven at-grade crossings throughout the City. The railroad crossing at Maple Street was noted as having a higher amount of accidents due to a poor line of sight. Flashers and crossing guards have since been installed at the crossing to improve safety.

Indiana Transportation Museum

The Indiana Transportation Museum (ITM) operates a 37 mile rail line that connects SR 28 in Tipton with the Indiana State Fairgrounds in Marion County. The museum provides the public with experience of railroad travel with stops in Tipton for dinner during seasons of operation. The City should work with the ITM to establish a rail platform at the terminus of the ITM Railroad at Jefferson Street to better leverage the group’s train excursions and foster tourism within Downtown Tipton.

US 31 Transportation Enhancements



Other Jurisdictional Transportation Efforts

There are a number of programs available to assist the City with funding transportation improvement projects. Additionally, there are projects that have already received funding and are scheduled for construction over the next several years. A brief description of these funding programs and projects can be found below.

State

INDOT administers programs such as Transportation Enhancement (TE) and Congestion Mitigation and Air Quality (CMAQ) which contribute funds to roadway improvements and bicycle/pedestrian facility projects throughout the state. INDOT also implemented the Safe Routes to School Program which provides funding for non-infrastructure educational projects for schools as well as infrastructure related improvement projects aimed at increasing walkability and bikeability to and from schools.

Transportation Improvement Program

INDOT also identifies future projects as part of the Indiana Statewide Transportation Improvement Program. The present Statewide Transportation Improvement Program projects scheduled from year 2012 through year 2015 include:

- » INDOT preventive maintenance resurfacing for approximately 8.4 miles on SR 19 between SR 28 and SR 26 in year 2013.
- » INDOT preventive maintenance surface treatment planned for year 2015 on SR 28, from approximately 1 mile west of the west juncture of SR 19 to .6 miles east of the east junction of SR 19.



SECTION 7
COMMUNITY FACILITIES & INFRASTRUCTURE PLAN
7

COMMUNITY FACILITIES & INFRASTRUCTURE PLAN

The City of Tipton has a number of departments, organizations and agencies that provide community services and facilities to residents and businesses. These community facilities and services are an essential component of overall quality of life for Tipton residents and the local business climate. The Community Facilities and Infrastructure Plan identifies key community facilities in Tipton and reinforces the goals and objectives presented earlier in the Comprehensive Plan. As an established community, much of this section reflects Tipton’s existing facilities, while some recommendations for new facilities and improvements are also provided.

Community facilities and services include those “public” uses provided by the municipality, other governmental agencies and districts, organizations, and religious institutions. Since the City of Tipton does not have direct control over all types of community facilities, the Plan emphasizes communication and coordination between the City, County, and other local agencies and service providers with an interest in Tipton. Such cooperation will ensure the greatest level of efficiency in the provision of infrastructure and basic services.

City Offices

The current configuration of the City Offices facility, particularly a lack of meeting room space for the City Council or other Boards and Commissions, creates challenges to operating City functions. There is also a desire to locate the offices of the municipal utility with the City administrative offices. To meets its current and needs, the City should examine the potential for expansion of the existing facility, adaptive re-use of an existing building, or construction of a new facility. Such a facility and related City functions should remain within the core downtown area.

Public Safety

Police Department

The Tipton Police Department, located in the Public Safety Building at 225 E Jefferson Street, is seen as a great asset by residents and businesses. The City should continue to foster a strong relationship between the Police Department and the citizens and businesses it serves through citizens training, community watches, childhood education, and business outreach. To the extent possible, the City police department should also continue to cooperate and coordinate with County law enforcement in order to maximize law enforcement resources and efficiencies.

Future Needs

As development occurs in new growth areas, the department should continuously assess its ability to serve an expanding geographic area and population, and work closely with the City and County to ensure that necessary infrastructure and technology is in place to provide a high level of service.

Fire Protection

The Tipton Fire Department provides fire protection, rescue, EMS, fire prevention, and fire code inspection/enforcement services to the City of Tipton. The department also provides mutual aid to five other volunteer township departments in the county. The department is located in the Public Safety Building at 227 E Jefferson Street, adjacent to the police department.

Cicero Township

The Tipton Fire Department only serves to the limits of the city, while Cicero Township provides fire protection services to the surrounding unincorporated areas. The Cicero Township Fire Department is located at 750 Development Drive and township emergency vehicles regularly pass through the City of Tipton to reach adjacent unincorporated areas on the eastern and southern sides of the City. The City should consider the possible consolidation of fragmented services such as this in order to achieve efficiencies that will help keep costs low and services high.

The City should work with Cicero Township to evaluate emergency response times throughout their service areas and identify potential for the consolidation of services or the location of additional facilities. As Tipton experiences growth and redevelopment, it is also important that potential impacts on staffing and equipment needs are also considered.

Tipton Municipal Utilities

Tipton Municipal Utilities, which is owned by the City of Tipton and operated by the Tipton Utility Service Board, operates three separate and distinct utilities that serve the City of Tipton and part of the surrounding areas with electric power, water, and wastewater collection and treatment. The Board is a separate entity appointed by the Mayor and the Common Council of the City of Tipton and Tipton Municipal Utilities produces its own revenue, receiving no tax money from the City of Tipton. Tipton Municipal Utilities

Water

The Tipton Municipal Utilities Water Utility provides drinking water and fire protection to the entire City of Tipton. There are a few subdivisions or areas outside the City Limits that also receive water service. Generally, annexation into the City or an agreement not to remonstrate against future annexation along with approval by the Tipton Mayor and City Council are required to receive City water service.

The Water Utility has seven (7) deep wells, averaging 100 to 125 feet in depth, in a gravel formation, located in various sections of the City. The water is processed through the Water Treatment Plant located on N East Street, which provides a combined flow of more than 2,600 gallons per minute (GPM), or approximately 3.75 million gallons per day (MGD). Improvements to the water treatment plant have recently been made, including a clear well, filters and aeration. The available water supply and storage currently within the system has adequate reserve capacity to accommodate growth and development within the City and the surrounding area.

Well-head Protection

A well-head protection plan is in place which identifies the 1-year, 5-year and 10-year travel time radii around each of the City’s water supply locations. This well-head protection plan should be enforced as development or redevelopment occurs.

Future Improvements

The water distribution system has been well maintained and only sees 4 – 8 main breaks each year, which is remarkable for a system including pipes constructed as early as the 1930s. There are adequate valves placed throughout the system to allow for relatively small areas of isolation and control when needed. The extreme northeast/ north central area is served by 4-inch and 6-inch mains only, so would be somewhat limited for growth, or necessitate additional improvements to adequately serve growth in this area. As development or redevelopment occurs, planning and evaluation should be required to insure that the water system continues to provide sufficient flow and pressures.



Tipton Public Safety Building

Sewer

The City of Tipton’s sewer system is a combined system which collects both wastewater and stormwater. Sewers convey flows to the Sewage Treatment Plant which discharges to Cicero Creek, but during wet-weather eight (8) combined sewer overflows (CSOs) discharge to Cicero Creek and Buck Creek. The Sewage Treatment Plant has a rated capacity of 4.2 million gallons per day (MGD) and an average daily flow of 2.7 MGD. Peak flows as high as 8 MGD have been experienced during extreme wet weather.

All portions of the City are served by the sewer system and there are no septic systems remaining within the City. Seven (7) lift stations allow the relatively flat topography to be collected and conveyed to the Sewage Treatment Plant. As development and redevelopment occurs, separate sanitary sewers for wastewater and storm sewers for drainage should be included within those portions of the City where separate systems are available.



Tipton Hospital



CW Mount Community Center

Long Term Control Plan

A Long Term Control Plan (LTCP) was developed in 2010 which calls for three major projects with an estimated cost of \$6.2 million to eliminate 85% of the combined sewer overflow (CSO) volume discharged. The projects will be constructed in three stages, between 2012 and 2020.

- 1. Stage One of the LTCP, anticipated to begin in 2012, includes construction of new separated storm sewers in the northwest portion of the City (generally north of SR 28 and west of Main Street) to provide new outfalls to Buck Creek and eliminate two CSO locations.
- 2. Stage Two will add wet weather capacity to the Sewage Treatment Plant and provide wastewater process improvements and is scheduled to be constructed by 2016.
- 3. Stage Three, the final project, is to construct an interceptor sewer along the north side of Big Cicero Creek from approximately the golf course on the west, to the Sewage Treatment Plant. This interceptor will capture wet weather flows and convey them to the Sewage Treatment Plant.

In addition to improvements required by the LTCP, a rehabilitation / sewer lining program has begun to address areas not impacted by the LTCP and to extend the service life of the system.

Flood Control

Drainage for older areas of the City are limited by the combined sewer system and/or flooding which occurs on Buck Creek and Big Cicero Creek. The area south of Jefferson Street (SR 28) and west of Main Street (SR 19) is especially poorly drained and experiences regular flooding. A Big Cicero Creek Flood Control Study was prepared for the Big Cicero Creek Joint Drainage Board in 2006 and evaluated several alternatives seeking possible solutions to the flooding in this area and to the southwest of Tipton. This study identified approximately 250 building structures within the 100-year floodplain of Big Cicero Creek, 65 of which are also located within the 10-year floodplain. Although voluntary buyouts of these properties was ultimately not recommended (due to extreme costs) as part of the Study, the Plan Commission can limit the types of development or redevelopment within the floodplain and facilitate a reduction over time of structures at risk.

Flood Insurance Rate Maps

In 2011, preliminary updated Flood Insurance Rate Maps (FIRMs) were issued by the Indiana Department of Natural Resources (IDNR) and the Federal Emergency Management Agency (FEMA). These maps in part are based upon modeling completed for the 2006 Big Cicero Creek Flood Control Study noted above and show a significant increase in the number and area of properties within the City affected by the 100-year flood elevations when compared to earlier FIRMs. Areas impacted and now classified within the Special Flood Hazard Areas (SFHAs) Subject to Inundation by the 1% Annual Chance Flood (aka 100-year flood event) include parts of the industrial area on the northwest, commercial area on the northeast, hospital and school complexes and 4-H area on the southwest and residential properties on the south side of the City.



Cicero Creek

Re-evaluate the LTCP

One of the 11 alternatives presented in the 2006 Big Cicero Creek Flood Control Study would provide 100-year protection through the City of Tipton, but had an estimated cost in 2006 of \$17.4 million. The LTCP developed in 2010 includes, as Phase Three, an interceptor sewer along the north side of Big Cicero Creek that will convey more flows to the Sewage Treatment Plant. In order to address the impacts from the new preliminary FIRMs, the City may wish to re-evaluate and coordinate the alternatives of the Big Cicero Creek Flood Control Study with the LTCP to develop a solution to minimize the drainage and flood-related issues within the City.

In addition, new development and redevelopment throughout the City should provide stormwater detention as a method to reduce impacts to sewers and provide improved drainage to residents.

Electricity

The Electrical Utility serves all establishments inside the city limits and most establishments within Cicero Township. The electric system consists of two 15,000/9,375 KVA transformers at a sub-station owned by Indiana Municipal Power Agency and Public Service Indiana. The Electrical Utility receives power at 69,000 KV and distributes it at 12,500 KV from the sub-station to five major circuits.



Tipton County Foundation Building

Other Community Facilities & Service Providers

CW Mount Center

The C.W. Mount Community Center is managed by a private non-profit organization. Although the building and grounds are owned by the City, no taxes are used in the support of the Center. Banquet hall, meeting room, and gymnasium rentals are offered 365 days a year.

Boys and Girls Club

The Boys and Girls Club is a tenant of the C.W. Mount Community Center. The Club offers after-school activities with adult supervision during the school year. The club is also open for afternoon hours during the summer as well as providing a well-attended morning summer camp program (extra fee required).

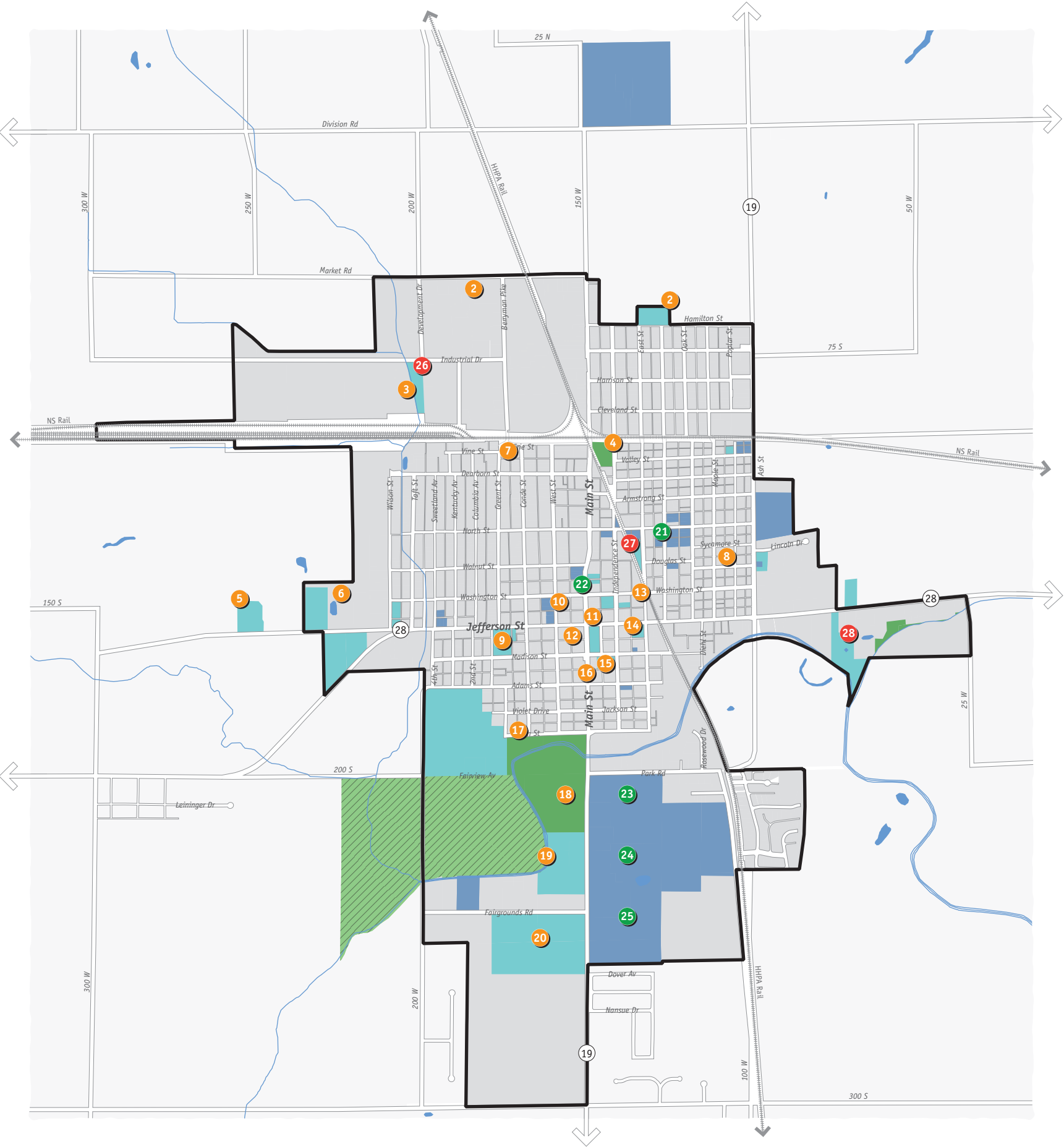
Encore Lifestyle & Enrichment Center

Encore Lifestyle & Enrichment Center provides daily lunches and activities for Tipton County citizens over age 60, under the auspices of the Council on Aging. One may find friends playing euchre, canasta and other card games; bingo; board games and more. Various educational and informational seminars are offered throughout the year. Encore Center also provides transportation to seniors for a donation, a food pantry, and other Area 5 programs.

Indiana University Health Tipton Fitness Center is a health club run by IU Tipton Hospital. Regular and Guest memberships are offered, as well as day passes and exercise programs such as Zumba and Drums Alive that are open to the public.

Tipton County Foundation

Noted by residents as one of the City’s greatest assets, the Tipton County Foundation is a non-profit, public charity that funds a variety of grant and scholarship programs throughout Tipton County. Some of its more well known programs include the annual Ducky Day event in Tipton Park and the United Community Fund, which is a special fund that supports an array of social service agency programs in Tipton County such as the Red Cross disaster assistance programs, the ENCORE food pantry, and Mustard Seed programs for families in need. The City should continue to partner with the Tipton County Foundation to enhance the quality of life for local residents.



Community Facilities and Infrastructure Plan

Public/Semi-Public

- 1 Tipton County Highway Department
- 2 Lion’s Club and Girl’s Softball
- 3 Cicero Township Fire Department
- 4 Proposed Park with Depot
- 5 Tipton County Foundation Facility
- 6 Moose Lodge
- 7 City Street Department
- 8 USDA
- 9 CW Mount Center
- 10 Masonic Building
- 11 US Postal Service
- 12 Tipton County Courthouse
- 13 American Legion
- 14 Tipton Public Safety Building
- 15 Tipton County Public Library
- 16 Elks Lodge
- 17 Heritage Center and Museum
- 18 Tipton City Park
- 19 Tipton Hospital
- 20 Tipton County 4-H Fairgrounds

Schools

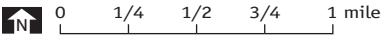
- 21 St. John’s School
- 22 Tipton Community School Corp.
- 23 Tipton High School
- 24 Tipton Middle School
- 25 Tipton Elementary School

Infrastructure

- 26 Electric Department
- 27 Tipton Water Department & Water Treatment Plant
- 28 Sewer Treatment Plant

Land Use

- Schools & Religious
- Public/Semi-Public/Utilities
- Parks/Open Space
- Golf



Tipton County Public Library

The Tipton County Public Library, located in the heart of Downtown Tipton, is a full service public library that also has events such as book sales and clubs, craft night, movie parties, sleepovers, and other events. At this time the library has no need or plans for renovations or major improvements.

Religious Institutions

Tipton is home to numerous religious institutions that add to the cultural and social character of the community. Religious structures, some of potentially historical significance, also add greatly to the architectural appearance of Tipton’s neighborhoods and the downtown area. The City should maintain an open dialogue with local religious institutions as valued social service providers within the Tipton community.

Fraternal Organizations

Several fraternal organizations add to the sense of culture and social life within Tipton, including but not limited to the Elks Lodge, Moose Lodge, American Legion and Tipton Rotary Club.

Cultural Facilities & Events

Access to cultural activities and entertainment options help attract visitors and new families to a community. The City should work with local organizations to promote existing cultural facilities and events and expand upon these assets where possible.

Tipton County Pork Festival

The Tipton County Pork Festival is an event that is held every year in September in Tipton’s downtown. This festival has a number of events including the Queen Pageant, Mr. Pork Chop Contest, and literally tons of pork chops. This event draws people in from throughout the region and is an important part of the local economy.

Tipton Community Theater

The Tipton Community Theater is a non-profit organization that puts together musicals, dramas, and comedies. Its mission is to provide the residents of Tipton as well as those from surrounding communities the chance to experience and participate in live theater. Tipton Community Theater uses a variety of facilities throughout Tipton including Tipton High School, CW Mount Center and the Tipton Park Gazebo.

Tipton County 4-H Fairgrounds

The Tipton County 4-H fairgrounds is the home of the yearly County Fair, the Tecumseh Lodge “Pow Wow”, the Mid-America Threshers Show, various gun & knife shows, antique fairs, and a circus. The fairgrounds are located at the southwest corner of Fairgrounds Road and Main Street in the southern portion of the city.

Future Needs

TCSC has no plans for new facilities and there is ample room for expansion in the areas to the east of the campus. When considering proposals for these areas, the City should ensure that new development will not negatively impact school facilities and that sufficient transportation and pedestrian connections leading to the schools are provided.

Schools

Tipton Community School Corporation

The Tipton Community School Corporation (TCSC) oversees the following schools:

- » Tipton High School
- » Tipton Middle School
- » Tipton Elementary School

These schools are located on a single campus along the east side of Main Street between Park Road and Fairgrounds Road. The TCSC serves Jefferson, Cicero, and Madison townships in Tipton County and had a total 2009-2010 enrollment of 1,820 students in kindergarten through grade 12.

St. John the Baptist Catholic School

The St. John the Baptist Catholic School is a private school in Tipton that has its foundation in both religious instruction and academic education. It serves students from preschool through 5th grade, and is funded through tuition fees and donations by members of the church. Total 2009-2010 enrollment for the school was 83.

Parks and Recreation

Parks and recreation amenities are a key contributor to local quality of life and represent valuable community assets. The City of Tipton maintains several parks and recreation facilities including Tipton City Park and the Municipal Golf Course. These and other outdoor amenities are addressed in further detail in **Section 8: Open Space & Environmental Features Plan.**



Tipton Elementary School



West Street Christian Church



Tipton High School



Entrance to Tipton City Park



SECTION 8
OPEN SPACE &
ENVIRONMENTAL FEATURES PLAN

8

OPEN SPACE & ENVIRONMENTAL FEATURES PLAN

The Open Space & Environmental Features Plan focuses on maintaining and expanding the City’s inventory of parks within its established residential areas while enhancing access to these areas via an integrated network of trails. As the City grows into less developed areas, the development of new parks and the preservation and incorporation of natural areas should be a priority.

Parks & Open Space

The City of Tipton maintains Tipton City Park as well as the Tipton Municipal Golf Course. The lack of park land within the community, outside of City Park, is a frequently cited issue among residents that the City should address. In addition to creating new parks and recreation opportunities, trails should be developed to establish an interconnected network of parks and open space.

Tipton City Park

Tipton City Park is the only park within Tipton’s boundaries. This approximately 40-acre site has an extensive array of facilities and services. The park is open year-round and has a swimming pool, three pavilions, gazebo, several playground areas, fenced-in toddler play area, numerous picnic areas, Cicero Creek, two foot bridges crossing the Cicero Creek, bike/walking path, shuffleboard court, horseshoe court, basketball courts, and volleyball courts, and three baseball fields.

Tipton City Park is a frequently used amenity by residents and is a source of pride for the community. The park is an asset that could be used to advertise or brand Tipton as a great place to live and raise a family. The Tipton County Foundation recently helped fund a new walking trail through the park. More such improvements are in the works.

Tipton Municipal Golf Course

The Tipton Municipal Golf Course is an 18-hole public course located along the northern banks of the Buck and Cicero Creeks, along Golf Course Road. The 89-acre Tipton Golf Course hosts several annual events including Tipton County Chamber of Commerce & EDC Annual Golf Tournament and the Tipton Rotary Club Golf Classic.

Other Recreation Facilities

While the community only has one public park, there are a few additional recreational areas scattered throughout the City. The school complex on the east side of Main Street has baseball and softball fields, a running track, basketball courts, and other recreational facilities. In addition, church sites scattered throughout the community have a number of playgrounds and makeshift yards and open spaces. On the north side of the city, at the intersection of Mill and Hamilton Streets, a park with two softball fields owned by the Lion’s Club exists.

Courthouse Square

While not technically a park, the Tipton County Courthouse Square is an outdoor public space that should be utilized for outdoor activities, providing that they do not interfere with the official functions of the courthouse. For example, the square serves a central function during the Tipton County Pork Festival.

Open Space Needs

Residents have expressed a desire for more park space throughout the community. The National Recreation and Parks Association (NRPA) recommends a standard of 10 acres of open space for every 1,000 people. Based on the City of Tipton’s estimated population of slightly more than 5,100, this would equate to a recommended service level of 51 acres. Excluding the Tipton Municipal Golf Course, which is accommodates a very specific form of recreation, Tipton’s parks and recreation is concentrated within the 40-acre Tipton City Park. The City falls short of basic parkland standards based on current population.

Accessibility

In addition to not meeting the national standard for total acreage, the distribution of Tipton’s open space is not equitable. With all of the City’s parkland contained in City Park, the distribution of parkland is unbalanced within the community. When combined with a fragmented network of sidewalks and trails, this means that many Tipton residents do not have convenient access to parks and recreation amenities.

Underserved Areas

The Open Space & Environmental Features Plan utilizes a typical half-mile service area standard for a neighborhood park to identify areas of the Tipton community that are potentially underserved by Tipton’s only existing park, City Park.

The City should identify and prioritize opportunities to purchase land and development neighborhood parks in areas identified to have the greatest need for new park space. Neighborhood parks should be centrally located within residential neighborhoods, ideally within a half-mile walk of all homes.



Playground in Tipton City Park



Gazebo in Tipton City Park



Trail in Tipton City Park



Clubhouse at Tipton Municipal Golf Course

Trails

Trails and greenways are important components of a parks and recreation systems, providing valuable connections between open space, community assets and natural areas. Trails will play a key role in maximizing the use of the City’s parks and open space. The City should explore opportunities to establish trails within, or along the edges of its neighborhoods to link residents to parks and key community destinations. Trails should also be incorporated into future residential and commercial development within the City’s growth areas.

The Open Space & Environmental Features Plan designates four types of trails:

- » **Existing:** Trail segments in and around City Park
- » **Proposed - Short Term:** Planned trail segments that will complete the trail network within City Park and connect to Main Street
- » **Proposed - Mid Term:** Trail segments that would provide direct connections to potential future park sites and maximize park access for existing residents
- » **Proposed - Long Term:** Trail segments could provide enhanced access to natural areas and could be implemented as future residential development occurs

Trail Loop

A combination of creek corridors, rail corridors and public rights-of-way could be use to create a complete trail route within the central portion of Tipton.

Creek Corridor Trail Segments

The City should establish a trail along the Buck Creek and Cicero Creek corridors. These natural amenities weave through several of Tipton’s neighborhood and the trail would enhance access to parks and recreation for local residents. This additional trail should build on the efforts of the City and private partners, including the Hospital Foundation, Tipton County Foundation, Rotary and others, to establish a multi-use trail linking the Tipton Hospital and adjacent assisted living facilities to Tipton City Park.

Rail Corridor Trail Segment

The Indiana Transportation Museum (ITM) operates a rail line that begins in Downtown Tipton, at Jefferson Street, and then travels south through the community. The remaining railroad right-of-way between Washington Street and Erie Street is vacant and represents an opportunity to establish a trail through the heart of Tipton. The City should work with the ITM and other trail corridor property owners to establish a trail link between the Cicero Creek corridor and Erie Street. Dearborn Street right-of-way could also be used to establish a link between the Buck Creek and rail corridor trail segments.

Potential Park Site

Vacant or underutilized parcels along trail corridors should also be evaluated as potential locations for new park sites.

Depot Park

The Lake Erie & Western Railroad Depot is a unique historical resource located on the north side of Erie Street and across Main Street from the vacant railroad right-of-way and an adjacent vacant site. With appropriate buffering from the adjacent rail corridor and screening of nearby industrial uses, the approximately 2.5-acre site could be improved as a park. The depot building is currently an active facility used for Norfolk Southern operations, but could at some future time be leveraged as a unique amenity for the park. Depot Park would provide needed parks and recreation to residential neighborhoods to the northeast, southeast and southwest.

Jefferson Street Station Park

As recommended in Section 6: Transportation and Mobility Plan, a rail platform should be established at the terminus of the ITM Railroad at Jefferson Street. The ITM currently off-loads its passengers on the east side of the railroad tracks to the south of Jefferson Street. Working with surrounding property owners, the ITM railroad right-of-way and adjacent area should be improved as a pocket park. Doing so would provide an attractive entrance to Downtown Tipton for ITM users and serve as an amenity for local residents.

Environmental Features

Agricultural areas, creeks and wooded areas characterize much of the undeveloped or underutilized portions of the City’s unincorporated growth areas. The Plan recognizes the value of these areas and seeks to enhance them as assets to Tipton residents.

Waterways

A number of small waterways flow through the City, including Buck and Cicero Creeks. While these waterways are small, they do occasionally flood and can pose a problem to development in and near the floodplain.

Wooded Areas

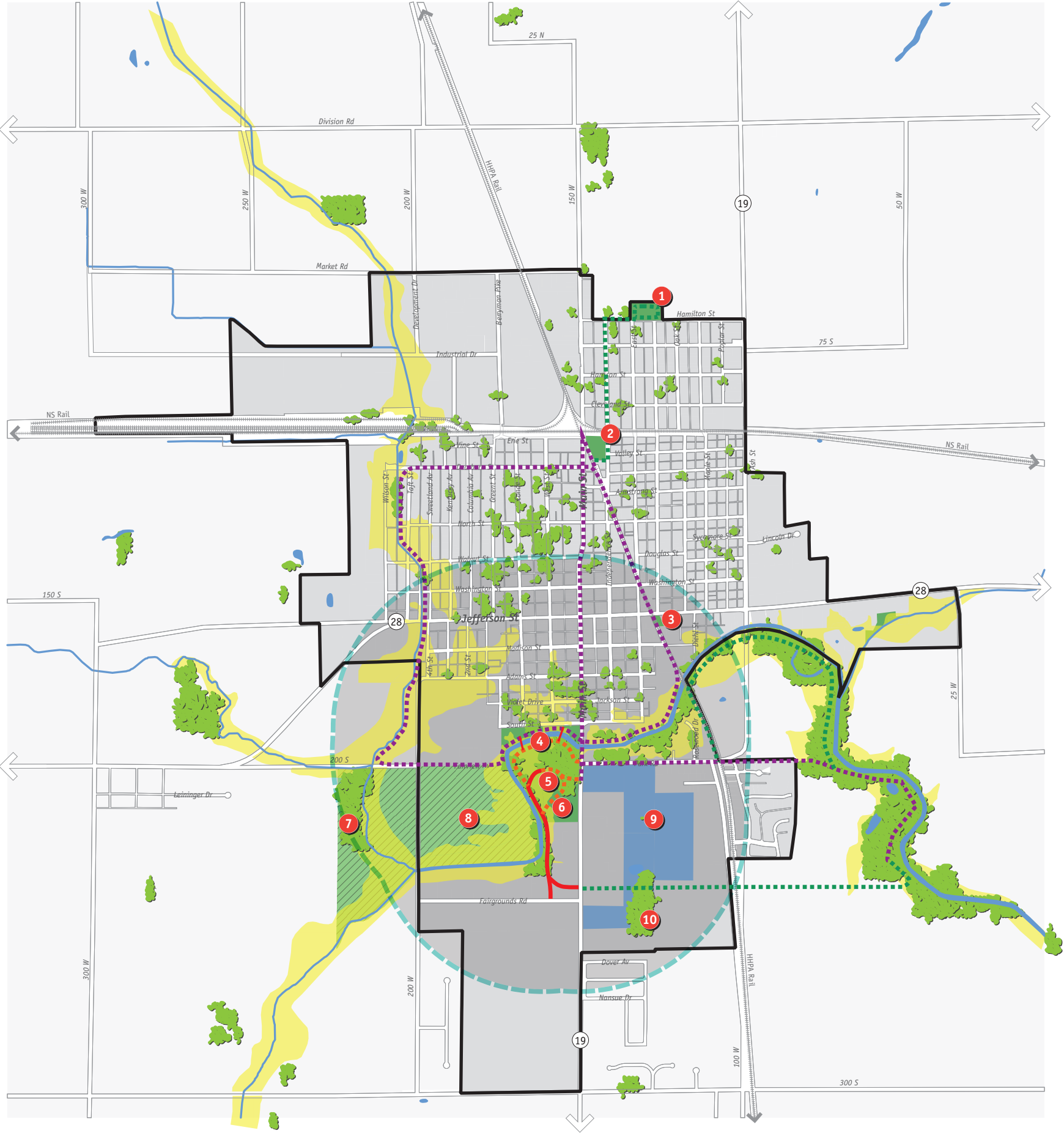
Several mature wooded areas are located throughout the City and its planning area. In some instances, the wooded areas are owned by public agencies such as those within City Park; however, the majority of the wooded areas are located throughout residential neighborhoods and within nearby agricultural areas. Cicero Creek forms a continuous wooded corridor within the eastern portions of the planning area.

Agricultural Land

Nearly the entire land area of Tipton County, including those lands immediately surrounding the City of Tipton, comprises some of the richest farmlands in the world. The City should encourage the responsible development of land within its planning jurisdiction where infrastructure already exists or can readily be made available. Agricultural uses can continue to be accommodated until no longer feasible or desired by the landowners. The premature conversion of prime farmland should be prevented to the greatest extent possible, provided that development opportunities for the community are not negatively affected.

Future Development

Development in the City and its growth areas should be sensitive to potential impacts on the environment including erosion, water quality, and impact on wooded areas. While development should be encouraged to occur in designated growth areas, it is important that new growth is guided by policies and recommendations that respect natural features and integrate them within the built environment.

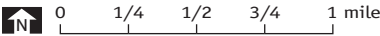


Open Space and Environmental Features Plan

- Open Space**
- Parks/Open Space
 - Golf
 - Neighborhood Park Service Area (1/2-mile)
 - Existing Multi-use Path/Trail
 - Proposed Multi-use Path/Trail - Short Term
 - Proposed Multi-use Path/Trail - Mid Term
 - Proposed Multi-use Path/Trail - Long Term

- Environmental Features**
- Rivers
 - Lakes
 - Flood Plain
 - Tree Cover

- Open Space Key**
- 1 Softball Fields
 - 2 Depot Park (proposed)
 - 3 Jefferson Street Station Park (proposed)
 - 4 Tipton City Pool
 - 5 Tipton City Park
 - 6 Youth Baseball Fields
 - 7 Scout Woods
 - 8 Tipton Golf Course
 - 9 Tipton High School Recreational Facilities
 - 10 School Nature Center





SECTION 9
IMPLEMENTATION STRATEGY
9

IMPLEMENTATION STRATEGY

The Comprehensive Plan sets forth an agreed-upon “road map” for growth and development within the City of Tipton during the next 10 to 15 years. It represents collective effort of the City Council, the Comprehensive Plan Steering Committee, City staff, the Plan Commission, and the Tipton community. Adoption of the Comprehensive Plan, however, only signals the end of the first phase in Tipton’s planning process. With the Comprehensive plan as its guide, the City must now implement plan recommendations and work toward achieving the future envisioned by Tipton residents and businesses.

This section of Comprehensive Plan briefly highlights the next steps that should be undertaken to begin the process of plan implementation. These include:

- » Use the Comprehensive Plan on a day-to-day basis to guide City policies and decision making;
- » Review and update the Zoning Ordinance and other development controls to reflect policies presented in the Comprehensive Plan;
- » Promote cooperation and participation among various agencies, organizations, community groups and individuals;
- » Explore possible funding sources and implementation techniques;
- » Enhance public communication about plans and decision-making;
- » Update the Comprehensive Plan at regular intervals;
- » Develop and utilize a Capital Improvements Program (CIP) to plan for recommended improvements; and,
- » Prepare a 5-year action plan to prioritize objectives and list accomplishments of preceding years on an annual basis.

Use the Plan on a Day-to-Day Basis

It is vital that the City Council adopt the Comprehensive Plan as Tipton’s official policy guide for improvement and development. Once adopted, the Comprehensive Plan should be used on a regular basis by City staff, boards, and commissions. The policies set forth in the Comprehensive Plan touch on a wide range of topics. As such, City staff and officials should familiarize themselves with the Comprehensive Plan and utilize it as a resource, in concert with the City’s other regulatory documents, wherever possible. The Comprehensive Plan should be used to review and evaluate all proposals for improvement and development within the community in the years ahead.

Review the Land Use & Development Regulations

Zoning is an important regulatory tool for implementing planning policy. It establishes the types of uses to be allowed on specific properties and prescribes the overall character and intensity of permitted development.

A review and update of the City’s various development controls including zoning, subdivision regulations, property maintenance and other related codes and ordinances should be conducted to ensure that all are consistent with and complementary to Comprehensive Plan. The Comprehensive Plan sets forth policies regarding the use of land within the City and establishes guidelines for the quality, character and intensity of development. The Plan’s policies and guidelines should greatly assist the City in formulating and revising zoning and development code regulations that better reflect the unique needs and aspirations of the community.

The following is a preliminary list of issues that could be more thoroughly addressed within the City’s existing development regulations:

- » **Neighborhood Commercial** – The Plan identifies several areas of the community where nodes of neighborhood-scale commercial development should be encouraged, but no zoning district exists to permit such development. The City should consider establishing a ‘Neighborhood Commercial’ zoning district that accommodates small scale commercial and professional office uses as appropriate.

- » **Manufactured Housing** – The Plan recommends that manufactured housing within the City be transitioned to other types of higher quality residential development. The City should consider eliminating manufactured housing as a permitted use within its zoning ordinance to prohibit the expansion of such uses and encourage redevelopment. In addition, the City should also consider adopting guidelines for existing manufactured housing communities to ensure that existing development is well-maintained and adds to the desirable character of the surrounding neighborhoods.
- » **Historic District** – As discussed in *Section 5: Residential Areas / Housing Plan*, the recently completed Tipton County Historic Sites and Structures Inventory, directed by Indiana Landmarks, identifies numerous potentially significant historic structures within Tipton as well as two potential historic districts. The City should consider creating a local historic preservation ordinance that establishes historic districts and design guidelines for improving properties of local historic significance. Such an ordinance would also include a review process for proposed changes to designated properties.
- » **Downtown Development** – The City should review permitted uses and lot standards within the B1 district to allow for additional residences within the downtown and ensure that development fosters a pedestrian-friendly environment within Downtown Tipton. Currently, residential development within the downtown can only occur through the permission of ‘accessory apartments’ as a special use. Accessory apartments are limited to “two dwelling units in addition to the commercial use of the building”, therefore limiting the potential for denser residential development within Downtown Tipton. While it is recommended that commercial uses remain the predominant use on the ground floor, businesses within the downtown could benefit from a higher number of residences within the area. The City should also consider the use of maximum setback requirements (as opposed to a minimum setback) to ensure that new development helps maintain or establish a streetwall within the downtown.
- » **Wind Energy Projects** – The City should facilitate a discussion regarding advisability of implementing further restrictions for the placement of wind farms in the planning jurisdiction.

Development Handbook

To streamline the development process, the City should establish a user’s guide to zoning and development that simplifies the building code and lessens the chance of misinterpretation of existing regulations between property owners and City staff. In creating this user’s guide, the City should also perform a comprehensive review of all development regulations and permitting processes.

Growth & Annexation

The City of Tipton is isolated within Tipton County with no neighboring municipalities or municipal planning jurisdictions within the City’s planning jurisdiction. As such, there are ample opportunities for future growth and annexation. However, projections indicate that population within the City of Tipton and Tipton County will be stable during the life of the Comprehensive Plan and, therefore, the pressure to annex will likely be limited over the near to mid future. Should population growth or economic development initiatives warrant annexation, the City should be cognizant of the costs of extending and maintaining infrastructure, as well as the potential benefits of infill development rather than greenfield development.

Residential Growth

The City should consider the annexation of unincorporated residential areas near the City that currently rely on septic sewer systems. Doing so will allow the City to extend infrastructure, including sanitary sewer and water, across developments that have previously limited the ability to extend services and facilitate development to surrounding adjacent land. Annexation will also increase the City’s tax base and capture revenue from residences that currently use City services without any payment, such as the use of City park and recreation facilities.

Economic Development

Industrial development, or other forms of development with a focus on employment, should be encouraged along the Industrial Drive corridor. As development occurs, Industrial Drive should be extended west to CR 300 W and surrounding areas should be annexed. This will help facilitate the extension of infrastructure to these areas and encourage further economic development within the City of Tipton.

Promote Cooperation & Participation

The City of Tipton should assume the leadership role in implementing the Comprehensive Plan. In addition to carrying out the administrative actions and many of the public improvement projects called for in the Plan, the City may choose to administer a variety of programs available to local residents, businesses and property owners. However, for the Comprehensive Plan to be successful, it must be based on a strong partnership between the City of Tipton, other public agencies, various neighborhood groups and organizations, the local business community, and the private sector. The City should be the leader in promoting the cooperation and collaboration needed to implement the Comprehensive Plan.

The City’s partners should include:

- » Other governmental and service districts, such as the Tipton Community School Corporation, Tipton County, the Indiana Department of Transportation (INDOT), Tipton County Library, etc.
- » Private and not-for-profit service providers, such as the Tipton County Foundation, who are not directly under the purview of local government but provide critical community-based services and amenities.
- » The Development community, which should be encouraged to undertake improvements and new construction that conforms to the Plan and enhances the overall quality and character of the community; and
- » The Tipton community, including residents and neighborhood groups, should be encouraged to participate in the on-going planning process, and all should be given the opportunity to voice their opinions on improvement and development decisions within the City.

Enhance Public Communication

Implementing the recommendations of the Comprehensive Plan will require the support and extensive participation of the community. The City should take steps to ensure that local residents, businesses, and property owners are familiar with the over arching vision and primary recommendations of the Comprehensive Plan.

In addition to making the Comprehensive Plan readily available to residents, the City should prepare a summary of the Comprehensive Plan and distribute it widely throughout the community. The City should also consider tools and techniques to improve the ability of staff and officials to more quickly and accurately respond to questions and concerns regarding planning and development. For example, as recommended earlier in this section, the City should create a user’s guide to zoning and development that simplifies the City’s building code and various land use and development regulations.

Update the Plan on a Regular Basis

The Comprehensive Plan is not a static document and should be revised and updated accordingly should community attitudes change or new issues arise which are beyond the scope of the current plan.

Although a proposal to amend the Comprehensive Plan can be brought forth by petition at any time, the City should regularly undertake a systematic review of the plan. This review should coincide with the preparation of the City’s budget and Capital Improvements Program (CIP). In this manner, recommendations or changes relating to capital improvements or other programs can be considered as part of the commitments for the upcoming fiscal year. Routine examination of the Plan will help ensure that the planning program remains relevant to community needs and aspirations.

The City should:

1. Maintain a progress report listing achievements and developments related to the Comprehensive Plan that have occurred over the last three to five years;
2. In concert with the Capital Improvements Program, maintain a list of Comprehensive Plan related goals and projects to occur over the next three to five years.
3. Provide an electronic file of the Comprehensive Plan on the City’s website.
4. Make copies of the Plan document available for public review and purchase at the City Hall;
5. Provide assistance to the public in explaining the Comprehensive Plan and its relationship to private and public development projects and other proposals, as appropriate;
6. Assist the Plan Commission, Board of Zoning Appeals, and City Council in the day-to-day administration, interpretation, and application of the Plan;
7. Maintain a list of current possible amendments, issues or needs which may be subject to change, addition or deletion from the Comprehensive Plan; and,
8. Coordinate with, and assist the Plan Commission and City Council in the Plan amendment process.

Economic Development & Implementation Strategies

There are dozens of tools and strategies the City can utilize in its efforts to encourage reinvestment and redevelopment within its commercial areas. The following section contains descriptions of several tools and strategies available to the City as it strives to enhance quality of life and encourage reinvestment and redevelopment throughout the community. While the Comprehensive Plan provides a foundation upon which to build, further analysis is required to more fully evaluate and prioritize economic development opportunities.

Tipton County Local Economic Development Organization (LEDO)

The City and County, along with other communities within the county, should continue to work together in their efforts to prioritize economic development opportunities. The City should work with LEDO to more closely evaluate strategies to foster redevelopment, recruit new businesses, and retain, enhance and expand existing businesses.

Funding Sources

Many of the projects and improvements called for in the Comprehensive Plan can be implemented through administrative and policy decisions or traditionally funded municipal programs. However, other projects may require special technical and/or financial assistance. The City should continue to explore and consider the wide range of local, state, and federal resources and programs that may be available to assist in the implementation of planning recommendations. For example, initiatives related to economic development, neighborhood stabilization and housing, or improving the transportation network can receive assistance from grant programs established for specific categories of actions or projects.

A description of potential funding sources currently available is summarized below. It is important to note that the City should continue to research and monitor grants, funding agencies and programs to identify new opportunities as they become available.

General Funding Sources

Tax Increment Financing (TIF)

Tax Increment Finance (TIF) utilizes future property tax revenues generated within a designated area or district to pay for improvements and incentivize further reinvestment. As the Equalized Assessed Value (EAV) of properties within a TIF District increases, the incremental growth in property tax over the base year that the TIF was established is invested in the area. Local officials may then issue bonds or undertake other financial obligations based on the growth in new tax revenue within the district. The maximum life of a TIF district in the State of Indiana is 30 years. Over the life of a TIF district, the taxing bodies present within the district receive the same amount of tax revenue that was generated in the base year in which the TIF was established. There are provisions that allow for schools to receive additional revenue. In Indiana TIF Districts can be designated as either redevelopment areas or economic development areas, depending on factors related to alleviating blight or creating jobs and new investment.

Potential Applications

As an economic development tool, TIF is well-suited to fund efforts to enhance the Downtown Tipton and reinvigorate the Jefferson Street corridor. TIF funds can be used for infrastructure, public improvements, land assemblage and in offsetting the cost of development – including but not limited to engineering, storm-water management and other site related issues. Several of the Comprehensive Plan’s recommendations could be funded through TIF.

For example, the City of Tipton could utilize TIF district funds to:

- » Facilitate site assembly of opportunity sites.
- » Implement streetscape enhancements in the downtown.
- » Construct, repair and enhance sidewalks, crosswalks and other pedestrian amenities.
- » Fund a signage and façade program to enhance existing businesses.
- » Fund a site improvement grant to encourage landscaping and screening improvements

Business Improvement District

An Indiana municipality may designate, after public hearings, an area of the municipality as a Business Improvement District (BID). While business district designation does not provide a funding source, it empowers a municipality to carry out a business district development or redevelopment plan through the following actions:

- » Approve all development and redevelopment proposals;
- » Acquire, manage, convey or otherwise dispose of real and personal property acquired pursuant to the provisions of a development or redevelopment plan;
- » Apply for and accept capital grants and loans for business district development and redevelopment;
- » Borrow funds as it may be deemed necessary for the purpose of business district development and redevelopment;
- » Sell, lease, trade or improve property that may be acquired in connection with business district development and redevelopment plans;
- » Expend public funds as may be necessary for the planning, execution and implementation of the business district plans;
- » Establish by ordinance or resolution procedures for the planning, execution and implementation of business district plans;
- » Create a Business District Development and Redevelopment Commission to act as an agent for the municipality for the purposes of business district development and redevelopment.

Economic Improvement District

An Economic Improvement District (EID) is designed to allow property owners in a given area to collect a fee, pool that money, and then use it to fund programs that might otherwise not happen through local government action. Because the fees in an EID are assessed equally and in a formal process, the possibility that some businesses will carry more financial burden for improvements than others is eliminated. The City should consider establishing a Downtown Tipton EID to facilitate various improvements to the district such as:

- » Capital improvements for streetscaping and other physical improvements like lighting, street furniture, and landscape installation and maintenance.
- » A Downtown marketing and branding campaign.
- » Economic development activities that assist new and existing local businesses in a manner that is beneficial to the larger downtown district.
- » Joint maintenance services such as street and sidewalk maintenance, snow removal, trash collection, and other services.
- » Parking management and wayfinding program.
- » On-site security where necessary.

Community Development Corporations

Many communities use Tax Increment Financing (as appropriate) to fund the start up and/ or operation of a Community Development Corporation (CDC) that oversees a range of redevelopment activities for a specific geographic area, particularly commercial areas and central business districts. CDCs are often funded through public-private partnerships with financial commitments from local financial institutions or businesses and a public funding source such as TIF to provide for both operating expenses and programs.

Chamber of Commerce

CDCs may undertake traditional roles such as marketing, promotion, workforce development, information management, and technical assistance to small businesses, but may also administer loan programs or acquire and redevelop property in the community. Many communities create CDCs under the umbrella structure of an established chamber of commerce in the community so that missions are complementary and do not overlap. The City should work with the Tipton County Chamber of Commerce to evaluate the potential for a CDC within Tipton.

CDC Loan Program

An example of a distinctive CDC activity is the facilitation or administration of a revolving loan fund or a community lending pool capitalized by commitments from local financial institutions to provide low-interest/ low-cost loans. Such funds typically target both new and expanding businesses for such redevelopment activities as interior improvements, façade and exterior enhancements, building additions, site improvements, etc. Some state and federal small business assistance programs are also structured to work in combination with CDC-administered loan programs.

Marketing & Branding

The community has identified the need to establish a stronger Tipton ‘brand’ that better unifies the marketing efforts of local businesses and serves as an anchor for a marketing program to attract new employers and families to the City. While residents are proud to call Tipton their home, the City’s brand or identity could be strengthened in areas beyond Tipton County. Establishing an identity and brand for a community can be challenging and while some residents believe that Tipton should embrace its charm as a small, quiet town, others desire to establish Tipton as a destination for those seeking respite from the city.

Establishing the Tipton “Brand”

The City should work with the Tipton County Chamber of Commerce, Tipton County EDC, and the Tipton County Foundation to develop a marketing campaign that establishes a ‘brand’ for the City of Tipton. This campaign should highlight the City’s assets such as strong school districts, well served development sites, low tax rates, and favorable utility rates and strengthen Tipton’s image as a desirable place to in which to live and work. In addition, gateway signage, wayfinding and streetscaping components should integrate the visual elements of the City of Tipton brand and should announce to visitors and residents alike what makes Tipton unique.

Incentives

The City can use a variety of incentive programs to help the community achieve its goals. These incentives can be used to help attract new development to the area, to help improve existing development, and to encourage business owners to stay in the community and continue to impact the community in a positive way. While this list of possible incentive programs is not exhaustive, it is representative of the range of options that are available and will provide a good starting point for the creation of a comprehensive incentive program that will help the City achieve its objectives.

Facade & Site Improvement Programs

Façade and Site Improvement Programs can be used to help improve and retain existing businesses by offering low interest loans, grants, or rebates earmarked for improving the exterior appearance of designated properties. In addition to existing businesses within Tipton’s downtown area, this program should also be considered for businesses in other areas of the City including the eastern portion of the Jefferson Street corridor.

Façade Improvement Programs can cover things such as improved signage, windows, painting, shutters and awnings, stairs and porches, walls, cornices, and other exterior components and details. While a property owner typically applies for such programs, in many cases, a business that leases space can also apply for such programs. While the store owner certainly benefits from a façade improvement program, the community as a whole benefits as well since a shopping district with an attractive appearance will bring in more shoppers and will help create a positive image for the community as a place to live, work, and shop.

Tax Abatement

Tax abatement is a tool used by municipalities to attract private investment and job creation by exempting taxes on all or a portion of the increased assessed value resulting from new investment. Tax abatement can be granted on either real or personal property for a period of 1 to 10 years. Unlike TIF, tax abatement is granted on a sliding scale so at least some level of new assessed value is added to the tax role as soon as the second year of the abatement period. Tax abatement is based on an applicant’s ability to achieve development goals such as jobs and new investment. Tax abatement is one of the most commonly used local financial incentives in Indiana.

Payment in Lieu of Taxes (PILOT)

Payment in Lieu of Taxes (PILOT) is a similar tool to tax abatement. The City can use PILOTs to reduce the property tax burden of a desired business for a predetermined period. In this instance, a local taxing body and a property owner will agree to the annual payment of a set fee in place of the property taxes. Payments are typically made in the form of a fixed sum, but they may also be paid as a percentage of the income generated by a property. In addition, PILOT can also be a means of reducing the fiscal impact on the Town, of a nonprofit, institutional use or other non taxpaying entity locating to a key site. While such uses can be desirable as activity generators, they can also negatively impact municipal services. Provisions can be made to offset that negative impact by allowing the City to be compensated for at least a portion of the revenue that would otherwise be collected in the form of property tax.

Shovel Ready Program

The Indiana Economic Development Corporation’s (IEDC) Shovel Ready Program is structured to reduce the potential costs of site development for businesses and enhance the marketability of designated sites.

The Shovel Ready Program assists in:

- » Marketing certified sites and existing buildings to facilitate business development;
- » Identifying and preparing sites for economic development purposes; and
- » Identifying and fast tracking state and local permits necessary to develop a site for targeted uses.

Tipton Industrial Parks

The Northgate Industrial Center and Tipton County Industrial Park, located in the northwestern portion of the City of Tipton, are both fully served by utilities and are development ready. Though these sites are not located next to a major freeway, the NS rail line runs immediately adjacent, with a spur serving one business in the Northgate Industrial Center.

The City should pursue Shovel Ready Certification for these sites to reduce potential costs of site development for businesses and enhance the marketability of available properties.

Industrial Revenue Bonds

The State of Indiana Finance Authority provides a tax-exempt bond program to facilitate the issuance of Industrial Revenue Bonds (IRBs) to finance economic development projects. Bonds can be issued by a City and with proceeds loaned to a private company. The company then issues a promissory note and the bonds are payable from the payment on the note. A key aspect of Industrial Revenue Bonds is that the City does not have any liability.

Industrial Development Grant Fund

The Indiana Economic Development Corporation (IEDC) provides financial support for infrastructure improvements for projects creating jobs and generating capital investment in Indiana. This grant provides money to local governments for infrastructure projects associated with an expansion of an existing Indiana company or the location of a new facility in Indiana. State funding through the IDGF program must be matched by a combination of local government and company financial support. Approval is based on the number and quality of jobs being created, the community’s economic need, a local match of funding, and capital investment being made by the company.

Typically this grant does not exceed 50 percent of project costs. This may include: construction of airports, airport facilities and tourist attractions , construction, extension or completion of sanitary sewer lines, storm sewers and other related drainage facilities, waterlines, roads and streets, sidewalks, rail spurs and sidings, Information and high technology infrastructure, leasing, purchase, construction, repair and rehabilitation of property, both real and personal, and the preparation of surveys, plans and specifications for the construction of publicly owned and operated facilities, utilities and services.

Other Programs

Incubator Programs

Business incubators provide low-cost space and specialized support services to small companies. Such services might include administrative consulting, access to office equipment and training, and assistance in accessing credit. Incubators are typically owned by public entities such as municipalities or economic development agencies who then subsidize rents and services with grants. In addition to job creation and generating activity, the goal is to have startup businesses grow and relocate to larger spaces within the City. The Tipton County EDC and Tipton County Foundation represent potential partners the City can work with to evaluate the potential for a business incubator within Tipton.

OCRA Planning Grant

The State of Indiana Office of Community and Rural Affairs (OCRA) division provides planning grants to aid communities to shape their vision for economic development and encourage planning for long-term community development. Planning Grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD).

Main Street Revitalization Program

The goal of the Main Street Revitalization Program (MSRP), a grant program administered by OCRA, is to encourage communities to focus on long-term community development within the downtown area. A variety of projects are eligible to receive MSRP funding, but these grants are typically used to pay for downtown infrastructure, streetscape and façade improvements, promotional campaigns, program branding and other initiatives related to improving a downtown. As of 2012, there is approximately \$1 million available each year through this program with a maximum award amount of \$250,000 and a local match requirement of 20%. The City should contact the Indiana Office of Community and Rural Affairs to initiate the Main Street Community designation process and eventually pursue MSRP funding.

Foundation & Specialized Grants

The successful implementation of the Plan requires realization of projects that range in scale and scope. One type of funding source that becomes increasingly significant when issue-specific projects or programs (tourism, performing arts, historic preservation, small business assistance, etc.) are considered is foundation grants. The City should continue to dedicate resources to monitoring and exploring the foundation grant as a funding tool.

Industry Specific Programs

There are several state programs that can be used to incentivize development or relocation of business and industry within Tipton. Among these programs are:

- » The Economic Development for a Growing Economy (EDGE) Program
- » Venture Capital Investment Credit
- » Loan Guarantee Program
- » Certified Technology Parks
- » Indiana 21st Century Research and Technology Fund

Transportation Funding Sources

SAFETEA-LU

In April 2011, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was extended through September 30, 2012. Although a longer-term extension or replacement program has not been established, SAFETEA-LU has been renewed several times since it was first established in 2005. The SAFETEA-LU umbrella addresses the many challenges facing our transportation system today including improving safety, reducing traffic congestion, improving efficiency in freight movement, increasing intermodal connectivity, and protecting the environment. SAFETEA-LU promotes more efficient and effective Federal surface transportation programs by focusing on transportation issues of national significance, while giving State and local transportation decision makers more flexibility for solving transportation problems in their communities.

Safe Routes to School (SRTS)

SAFETEA-LU specifies that eligible infrastructure-related projects include the planning, design, and construction of infrastructure related projects that will substantially improve the ability of students to walk and bicycle to school, including:

- » Sidewalk improvements,
- » Traffic calming and speed reduction improvements,
- » Pedestrian and bicycle crossing improvements,
- » On-street bicycle facilities,
- » Off-street bicycle and pedestrian facilities,
- » Secure bicycle parking facilities, and
- » Traffic diversion improvements in the vicinity of schools.

The City should pursue SRTS grants for the extension of sidewalks, trails and crossing enhancements leading to the Tipton Community School Corporation campus as well as potential future school sites. For example, the school campus is located across S Main Street from Tipton City Park. While sidewalks line either side of Main Street, there are no enhanced crossings to facilitate safe pedestrian access between the school and park. SRTS funds could likely be used to install a pedestrian signal or crosswalk treatment in this area

Congestion Mitigation and Air Quality Improvement Program (CMAQ)

The CMAQ program is also part of SAFETEA-LU, and focuses on projects that provide solutions to regional congestion and air quality problems. Eligible project types include transit improvements, commuter parking lots, traffic flow improvements, bicycle/pedestrian projects and projects that result in emissions reductions. These projects are also federally funded at 80 percent of project costs.

Surface Transportation Program (STP)

- » These funds are allocated to coordinating regional councils to be used for all roadway and roadway related items. Projects in this funding category must have a local sponsor and are selected based on, among other factors, a ranking scale that takes into account the regional benefits provided by the project. STP funds are allocated among the following programs:
- » Demonstration projects,
- » Enhancement,
- » Hazard elimination, and Urban funds.

Parks and Open Space Funding Sources

Recreational Trails Program

The federal “Recreational Trails Program” (RTP), was created through the National Recreational Trail Fund Act (NRTFA) as part of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and reauthorized by the SAFETEA-LU. This program provides funding assistance for acquisition, development, rehabilitation and maintenance of both motorized and non-motorized recreation trails. By law, 30% of each States’ RTP funding must be earmarked for motorized trail projects, 30% for non-motorized trail projects and the remaining 40% for multi-use (diversified) motorized and non-motorized trails or a combination of either.

The RTP program can provide up to 80% federal funding on approved projects and requires a minimum 20% non-federal funding match. Eligible applicants include municipalities and counties, schools, and private, non-profit and for-profit businesses.

Land and Water Conservation Fund (LWCF)

Land and Water Conservation Fund grants are available to cities, counties and school districts to be used for outdoor recreation projects. Projects require a 50% match. All funded projects are taken under perpetuity by the National Park Service and must only be used for outdoor recreational purposes. Development and renovation projects must be maintained for a period of 25 years or the life of the manufactured goods.

The creation of a rail platform at Jefferson Street could be expedited by designating the area as a pocket park, thereby making parks grant money accessible.

Capital Improvements Program (CIP)

As a critical tool for implementing the recommendations of the Comprehensive Plan, the City should establish a Capital Improvements Program (CIP). A CIP is a comprehensive schedule of prioritized public improvement projects, typically extending over a five-year period. In creating a CIP, the City should first prepare a list of all public improvements that will be required in the next five years. Then all projects should be reviewed and assigned a priority, cost estimate, and potential funding source.

As with most municipalities, financial resources in Tipton will always be limited and public dollars must be spent efficiently. The Capital Improvements Program should be created to allow the City of Tipton to provide the most desirable public improvements while staying within budget constraints. The Capital Improvements Program typically schedules the implementation of a range of specific projects related to the Comprehensive Plan, particularly the restoration and upgrading of existing utilities and infrastructure facilities. Expansion or improvement of City facilities would also be included in the Capital Improvements Program.

Economic Development Income Tax (EDIT) CIP

As required by the State of Indiana, the City currently engages in capital improvement planning for its use of EDIT funds. While the EDIT CIP can serve as a base for wider capital improvement planning efforts, the CIP should encompass a much broader array of expenditures and many more departments and individuals should be involved in the process. Moreover, capital improvement planning should be a routine procedure used on a regular basis to prioritize initiatives and relate them to the overall City budget.

Action Agenda

The City should prepare an implementation “action agenda” which highlights improvement and development projects or activities to be undertaken during the next five years. That action agenda should include projects that may be funded by the EDIT CIP, General Fund, Utility Fund or other sources as may be available.

For example, the action agenda might consist of:

- » A detailed description of the projects and activities to be undertaken;
- » The priority of each project or activity;
- » An indication of the public and private sector responsibilities for initiating and participating in each activity; and,
- » A suggestion of the funding sources and assistance programs that might potentially be available for implementing each project or activity.

While the Capital Improvement Program should be a significant component of the Action Agenda, the agenda must include items that go beyond the City’s investments in infrastructure. The Action Agenda should also address programs and policies that may require the efforts of several stakeholders, including City staff, local interests, or citizens of Tipton. To remain current, the agenda should be reviewed and updated regularly.