

Pictured below: The Lakeville Centennial Quilt

The fabric of community, the patchwork of history, stitched together with hometown values.
Lakeville



Lakeville Public Library



Working Person's Store



The Lakes of Lakeville



Newton Park



Hoosier Tire



Potato Creek State Park



Joshua Tree Earth & Space Museum

Town of Lakeville
2011 Comprehensive Plan
DRAFT, June 27, 2011

Town Council

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A special thanks to **Jeanne Geyer** for the use of her historic narrative and photographs of Lakeville.





Centennial Parade

Executive Summary	1
Introduction	2
Who are we?	3
History & Culture	4
Regional Settings	7
Natural Features	8
Strengths and Liabilities	11
Demographic & Market Conditions	12
What do we want?	22
Vision Statement	23
Community Input	23
Goals and Priorities	24
What can we do?	27
Housing Plan	28
Transportation Plan	35
Economic Development Plan	42
Downtown Plan.....	63
Public Infrastructure Plan	70
Parks and Recreation Plan.....	76
Quality of Life Plan	80
Land Use	82
County Area Plan Commission	82
Zoning	82
Development Standards.....	83
Town and Township Merger.....	83
In Lieu of Annexation.....	84
Existing Land Use	86
Future Land Use	87
How can we do it?	90
Funding Sources	91
Expanded Implementation Strategies.....	97
Zoning Map.....	111
Existing Land Use Map.....	112
Future Land Use Map.....	113

The Town of Lakeville’s Comprehensive Plan provides a set of goal driven strategies and objectives that will promote the health, safety, and welfare of our citizens. The Future Land Use Map recommends future land use patterns designed to accommodate balanced development while maximizing the quality of life of our residents and minimizing adverse impacts on our natural resources and municipal services. The Comprehensive Plan is not a legally binding document but rather a set of goal-driven policies, strategies, and objectives that will provide guidance and direction over the next ten to twenty years.

The Zoning Map and Zoning ordinance, however, do wield the power of the law. They are based on the groundwork furnished by the Comprehensive Plan. Zoning decisions that are supported by an official Comprehensive Plan provide a consistent position from which to create new policies.

Lakeville’s Comprehensive Plan is divided into four major components: *Who are we?*, *What do we want?*, *What can we do?*, and *How can we do it?*

Who are we? provides a brief history of the city and its culture, a description of its regional setting, an inventory of its natural

features, an analysis of its strengths and liabilities, and an overview of its demographic and market profile.

What do we want? is a compilation of stakeholder input, key person interviews, and public participation. This segment drives the entire focus of the plan. It assimilates the concerns and comments of the city into a cohesive vision that can then be addressed with component plans and implementation strategies.

What can we do? takes the observations from the previous section and addresses them in individual component plans. Goals, policies, and implementations are provided to assist in changing these recommendations into realities.

How can we do it? outlines various long and short range expanded implementation strategies for selected component plans. This chapter details the duties, partnerships, and funding models needed to achieve specific community visions. It is a valuable reference for planners, city officials, and community stakeholders alike.



The goals, policies, and implementation strategies contained in this plan are primarily based on the Smart Growth principles.

Smart Growth is an urban planning and transportation theory that concentrates growth in the center of a city to avoid urban sprawl, advocates a compact, walkable land use, and utilizes a mixed-use development.

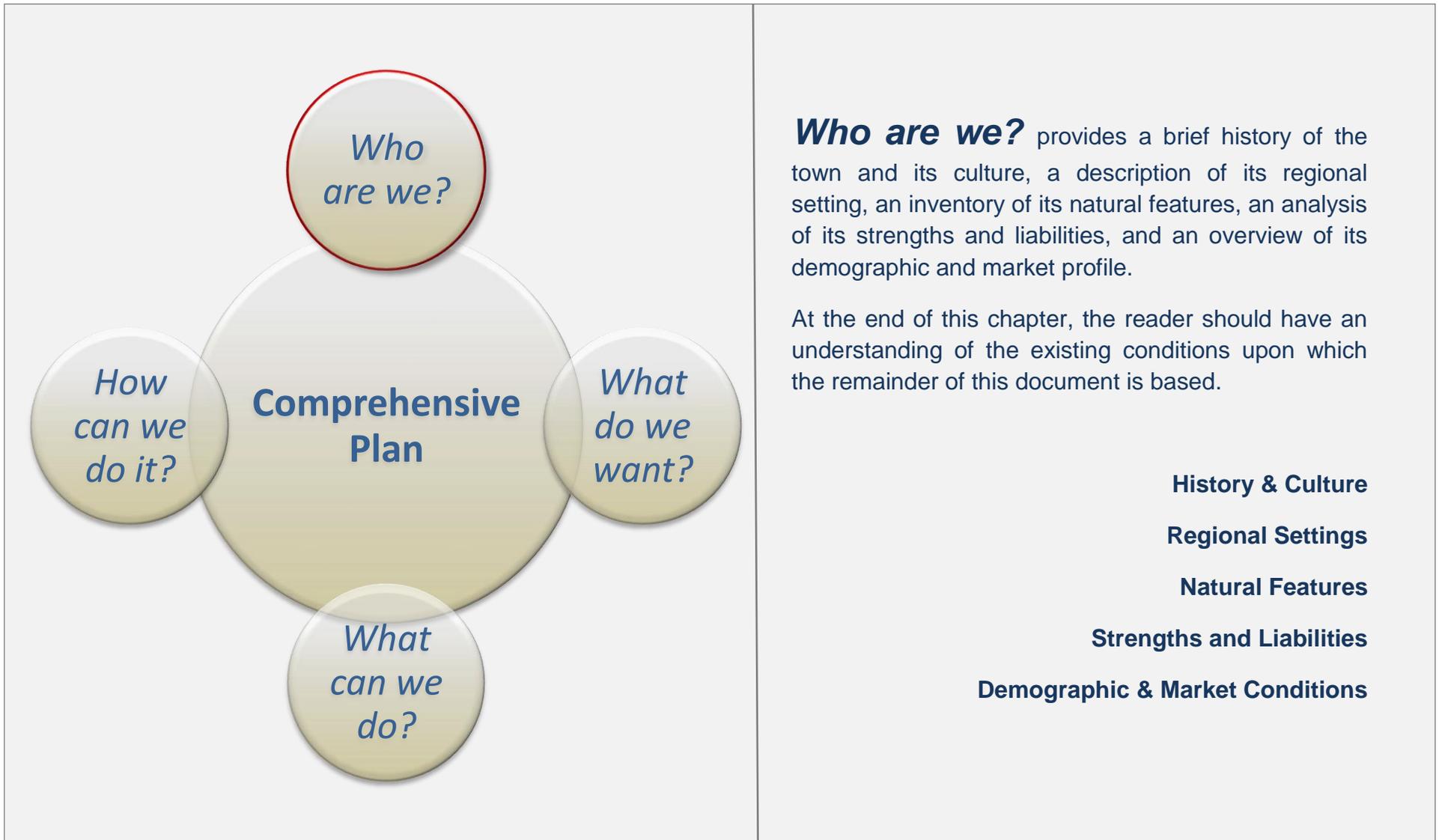
It values long-range, regional considerations of sustainability over a short-term focus. Its goals are to achieve a unique sense of community, maximize existing infrastructure, and improve the quality of life of the residents.



Lion's Club - Centennial Parade

Smart Growth Tenets:

- *Create a range of housing opportunities and choices.*
- *Create walkable neighborhoods.*
- *Encourage community and stakeholder collaboration.*
- *Foster distinctive, attractive communities with a strong sense of place.*
- *Make development decisions predictable, fair, and cost-effective.*
- *Mix land uses.*
- *Preserve open space, farmland, natural beauty, and critical environmental areas.*
- *Provide a variety of transportation choices.*
- *Strengthen and direct development towards existing communities.*
- *Take advantage of compact development design.*



Who are we? provides a brief history of the town and its culture, a description of its regional setting, an inventory of its natural features, an analysis of its strengths and liabilities, and an overview of its demographic and market profile.

At the end of this chapter, the reader should have an understanding of the existing conditions upon which the remainder of this document is based.

- History & Culture**
- Regional Settings**
- Natural Features**
- Strengths and Liabilities**
- Demographic & Market Conditions**

What is now known as the small town of Lakeville was once a vast area of swamp land, dense forests and a few small lakes. It was also home to many different Indian Tribes.

This changed in 1832 when a treaty called for all Indian land in Indiana to be deeded to the United States Government.

A land office in LaPorte sold large parcels of land to homesteaders. They were the people traveling by wagon, horseback and foot to the newly developed South Bend. They came from the southern states and Ohio. When they started buying land in this area a small village was created. Many sawmills were set up to provide lumber for the log cabin homes. Wood tree slabs were laid side by side to form roads.

Alex Coquillard who helped develop South Bend owned land in this area and a saw mill. He helped form the village.

Michael Hupp was one of the earliest settlers. He obtained a large parcel of land where he built his log cabin home. The home; later remodeled many times, is still being used. It is Dick Schalliol's home north of the bank. Mr. Hupp platted out much of Lakeville on the east side of town which included Michigan and Main Street.



William Earl another early pioneer had much land and built his home which is at the corner of US 31 and Lake Trail. The first election was held in his home. The town was called Earl Town and often referred to as a village. It later was named Lakeville. Earls home was also a resting place for travelers who needed food and rest.

Another early settler was Adam Shidler. His log home was on a large plat of ground at the corner of US 31 and Pierce Road. His log cabin home was later replaced with a large two story home and barn which still is being used. A veterinarian occupies the barn. Adam was an inventor, farmer and also owned the Black Bear Tavern, where many business men and their wives would travel here from South Bend for dances and meetings. One of the one room schools was named the Shidler School.



There were over 13 one room schools throughout the area. In 1898 a large 2 story school was built in town for all 12 grades. It was on the corner of Main and Harrison St. This school was used until 1932 when the new High School was built north of the town. [It did, however, continue to function as an elementary school until 1958]. The one room schools began to close and the school in town was now an Elementary School. This building was demolished in 1969.

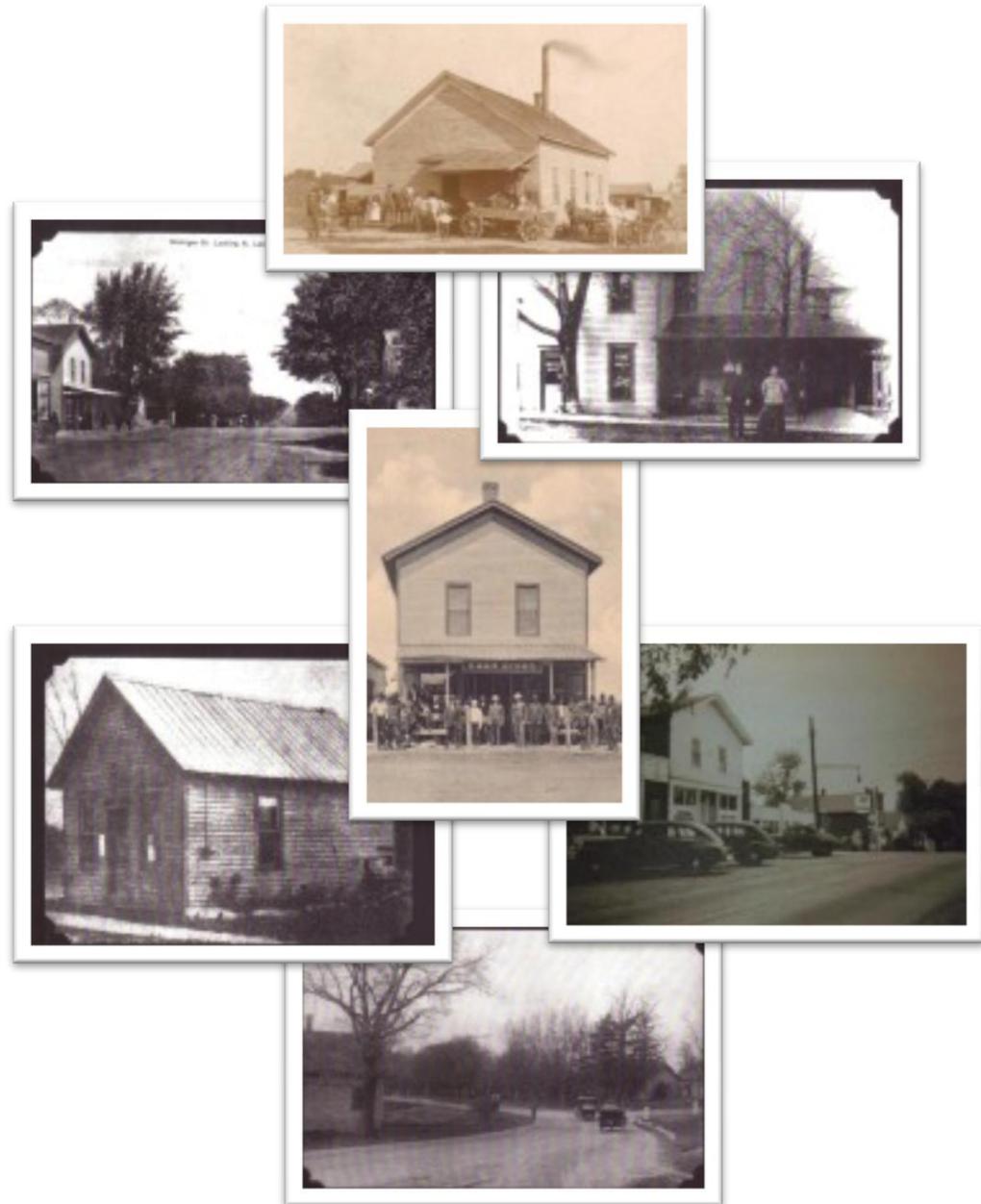
Although homesteading began in 1836 the town was not incorporated until July 1902. A large Centennial celebration was held in 2002 with a parade and festival.

The little village rapidly expanded with businesses and homes when the Vandalia Railroad was built in 1845, it ran from Logansport to South Bend. The Wabash Railroad built in 1893 ran from Toledo, Ohio to Chicago. An overhead bridge was built in 1936 over US 31 to avoid the many train accidents that were occurring. The bridge was demolished in 2001 as the tracks had been abandoned. Paving of the highway was done in the early 1920's. In 1947 streets were widened and made into 4 lanes. The curve south of town was relocated and a hill was removed which provided a view of Pleasant Lake.

Some of the original buildings are still being used today. The Hilltop restaurant built in 1865 was known for years as Rensbergers General Store. The 2 story building north of the restaurant was a hotel. Jack's Tavern was a general store and also a post office. In 1909 a home behind Casey's on Patterson Street was moved back from US 31 to build a gas station. The home belonged to Gabrielle Motts who was a civil war veteran. He had a general store on the northwest corner of US 31 & Patterson. He was a very popular business man and a street was named for him.

When the village was being developed a row of maple trees were planted on both sides of the street from the south of town to the northern boundary near the Lakeville High School. It was a beautiful little town with lovely 2 story homes and many business stores.

Lakeville narrative provided by Jeanne Geyer from the book:
Now and Then - A collection of Pictures and Stories about Lakeville Indiana



One of the greatest strengths of the Town is its residents and their strong sense of community. This involvement continues today with the many local organizations that contribute tirelessly to the betterment of the area. The following are only a few examples that show their level of dedication and commitment to the Town of Lakeville and its citizens.



The Lion's Club is very active not only in the functions of the Town, it is also well-known for its charitable annual events. The Club hosts Christmas present drives for local children, fish fry events, and a Halloween party for residents.

The American Legion, also known for their generous contributions, puts on an annual Christmas party and Easter Egg hunt for children as well as sponsors a Hoosier Boys and Girls program.



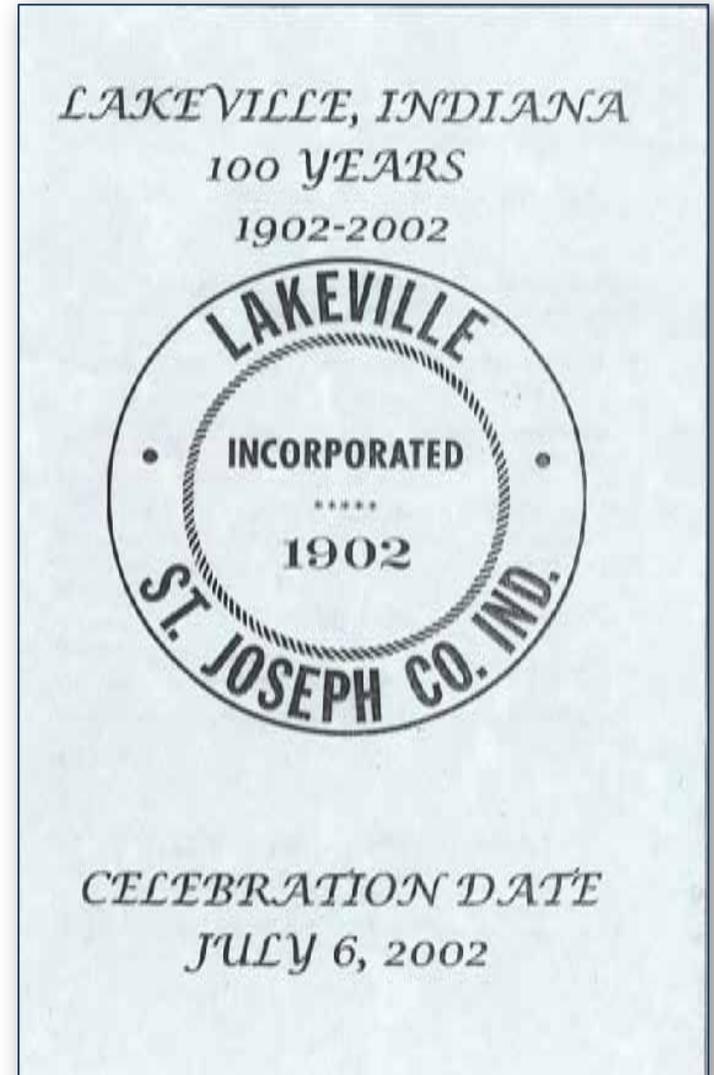
Other organizations such as the Boy Scouts, the Conservation Club, the Fraternal Order of Masons, the Order of the Eastern Star, and numerous churches are also well known for their community-minded philosophies and work ethics.

In addition, a number of residents are actively involved in committees. Those that serve on the Town Council, Redevelopment Commission, Economic Development Commission, Lakeville Business Owner's Association (LABOA), Pleasant Lake Board, and Parks Board assist their community by continuously offering guidance and aid to the Town as it considers important decisions and directions.

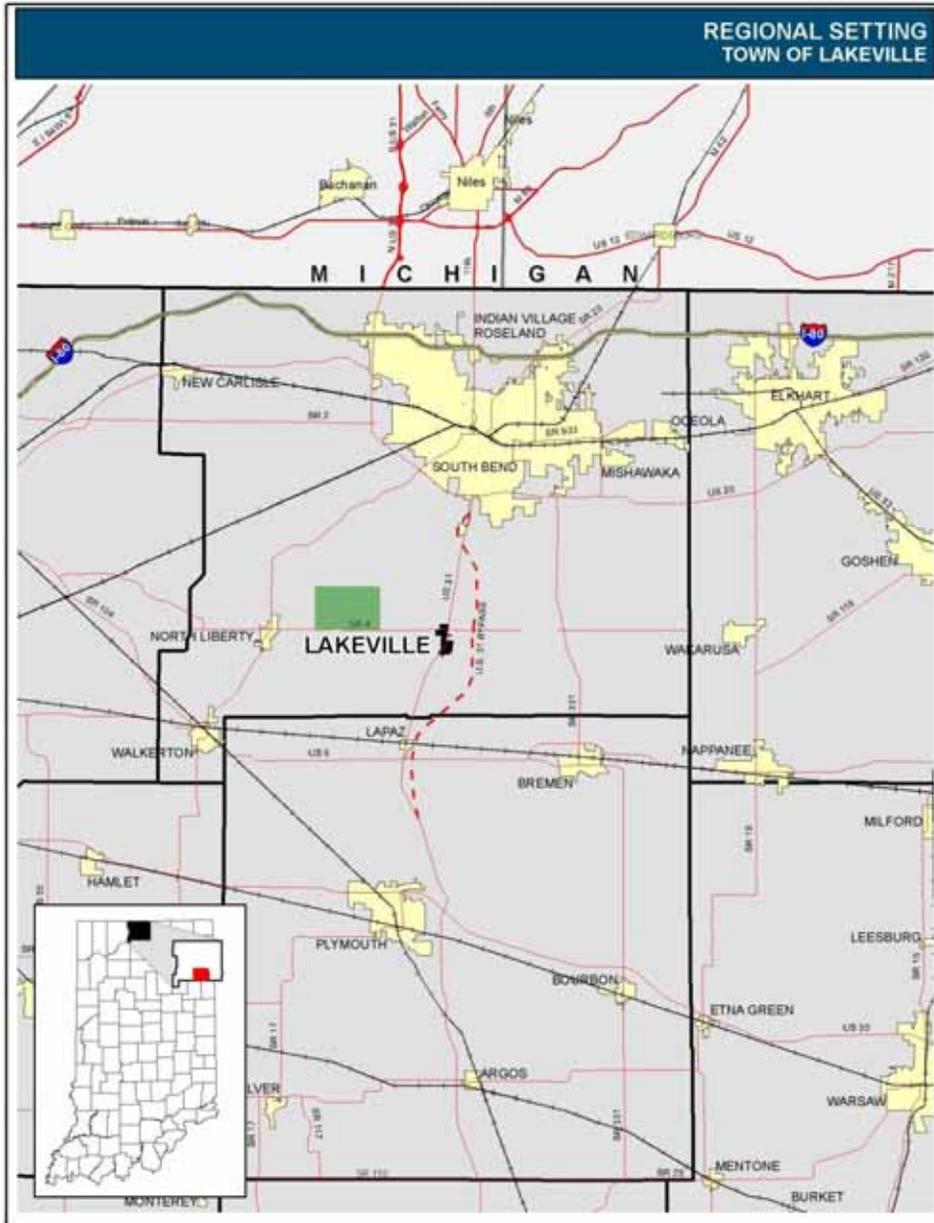


In 2002, Lakeville reached an important milestone in its development. They celebrated their Centennial anniversary with a day of community activities, a parade, and evening fireworks.

It is the spirit of these organizations and groups that define Lakeville and make it a place for so many to be proud to call home.



Who are we? REGIONAL SETTINGS



The Town was originally built at the crossroads of two railroad lines. These rail lines, along with the Town's location on U.S. Highway 31, provided a source of commercial viability and helped to establish Lakeville as a small economic center for the region. However, both railroads have since been vacated and U.S. Highway 31 is slated to move in the next few years. Due to these changes, the Town is proactively redefining its regional role as a bedroom community for the South Bend metro area and a destination spot for Potato Creek State Park visitors.

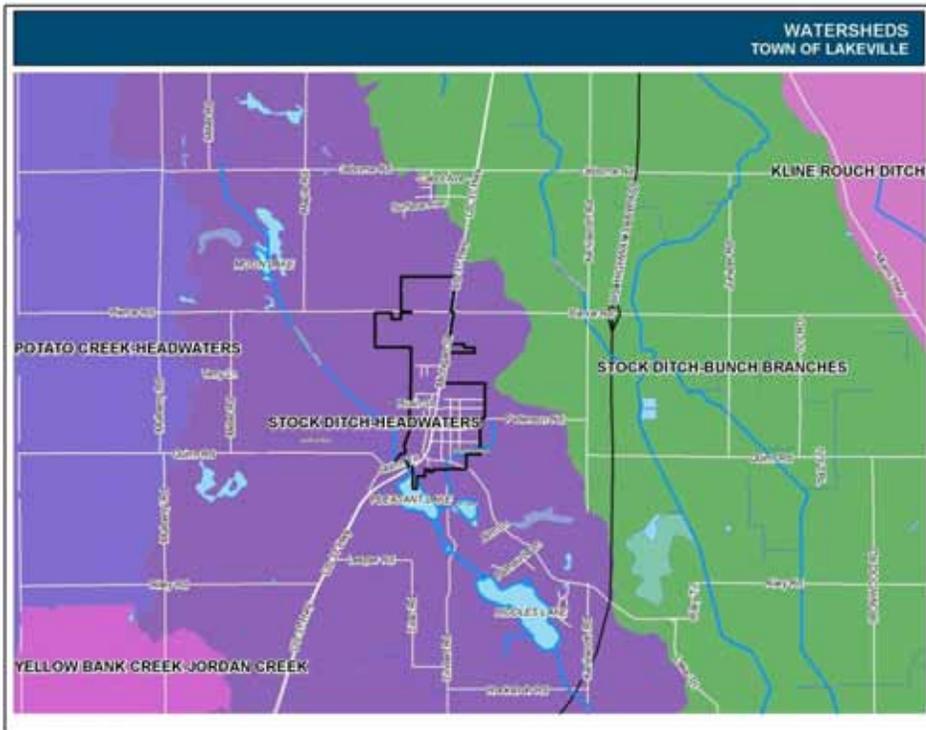
Lakeville is located in the central north half of the State of Indiana. More specifically, it is located in the west half of Union Township and the southern portion of St. Joseph County.

Also located in the southern half of the county are the communities of Walkerton and North Liberty. In the northern half are South Bend, Mishawaka, Osceola, and New Carlisle.

Lakeville is situated approximately fifteen miles south of the Michigan state border. A ten mile trip north on U.S. Highway 31 will place you in the heart of South Bend and an additional two more miles will take you directly to the Indiana Toll Road.

Heading west out of town on State Road 4 will take you past Potato Creek State Park to North Liberty. Four miles south on U.S. Highway 31 are the LaVille elementary and high schools. A short distance south of that is the community of LaPaz. Further south is Plymouth, for a total distance of 14 miles.

At the time of this plan, the Town is at the junction of two major roads; U.S. Highway 31 and State Road 4. Within the next few years the U.S. Highway 31 Bypass (shown as a red dashed line in figure at left) will be completed and this major highway will be rerouted one mile to the east.



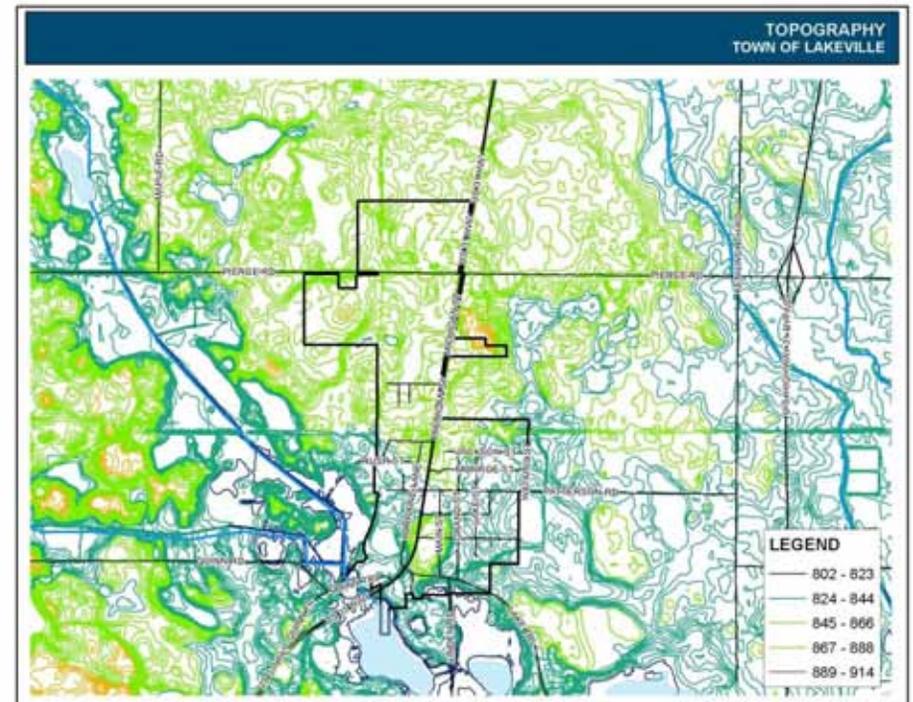
Watershed Map

The Town of Lakeville is completely within the Stock Ditch-Headwaters Watershed: A short distance to the east is the Stock Ditch-Bunch Branches Watershed with Potato Creek Headwaters to the west.

The lakes, streams, and wetlands south of Town are championed by numerous Lakeville and township residents.

The terrain of the Town can be described as gently rolling hills with a general decrease in elevation from the north to the south. There is an approximate thirty foot change in elevation overall.

The low lying areas to the south are part of a dendritic network of lakes, marshes, and various drainage channels that extend for miles to the north and south.



Topographic Map

Who are we? NATURAL FEATURES

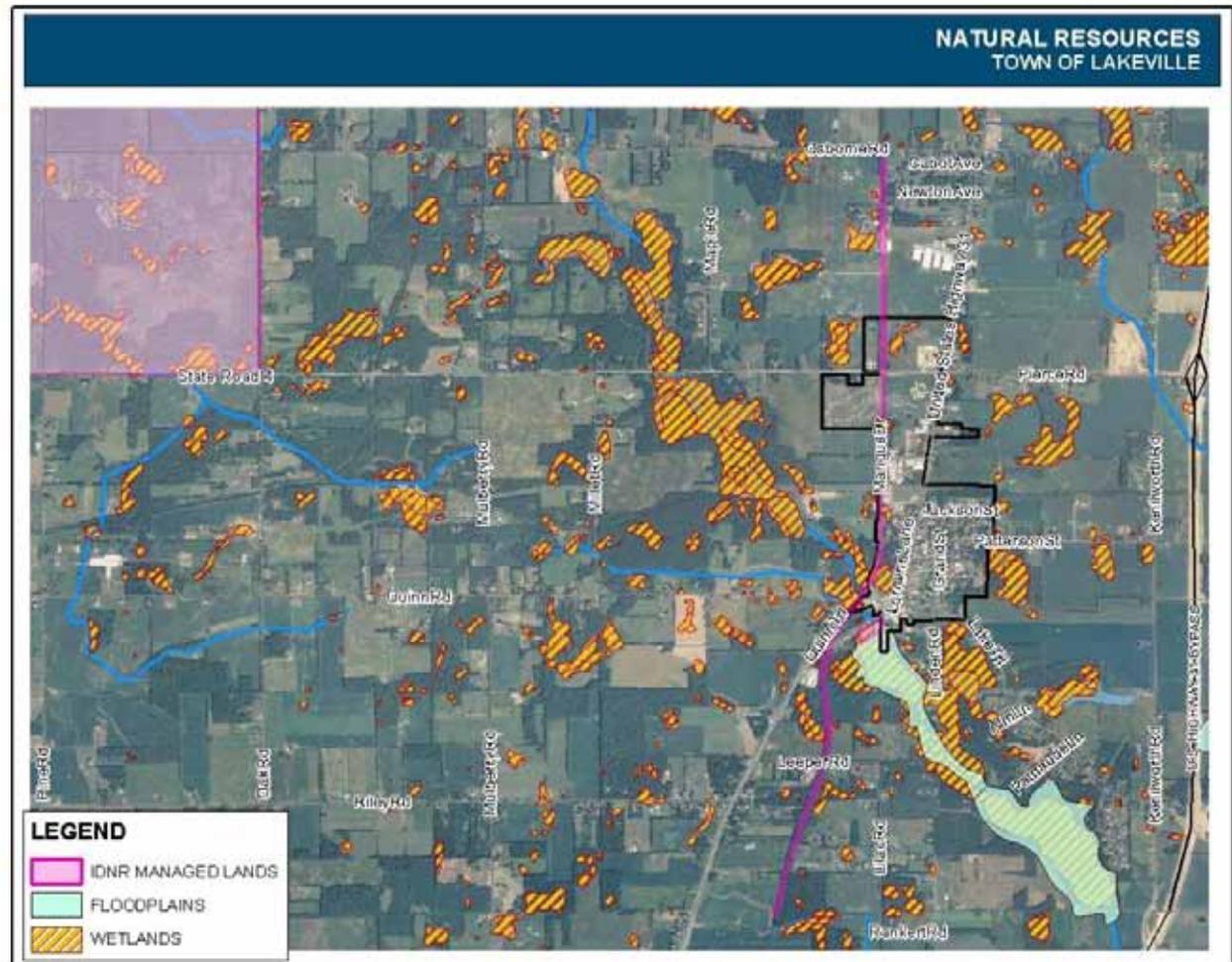
A comprehensive review of the natural features as assets and liabilities is necessary for the development of the plan. Drainage, topography, soils, floodplains, wetlands, and wooded areas are important characteristics that should be considered when contemplating development or environmental policies.

Very few areas of the Town are affected by wetlands or floodplains. However, these types of environmentally sensitive areas should be protected by every means necessary.

The topography, or shape of the terrain, is gently rolling and generally slopes to the south. The Town is surrounded primarily by agricultural lands, patchy wooded sites, with water features and tributaries to the south and west.

It should be noted that the soil types that construct this topography are typically associated with poor drainage. However, the Town has successfully developed with little difficulty.

There are few wooded areas of any substantial size remaining within town limits. Conserving these patches and adding additional wooded areas should be considered.



SUSTAINABILITY OPTIONS:

- Increase wooded areas, green spaces, and parks.
- Actively protect areas within wetlands and floodplains.
- Plant trees along road corridors.

This list of Strengths and Liabilities is a combination of an in-house Plan Committee survey as well as responses from the Public Input survey. Each of these opportunities and concerns will be addressed by the Comprehensive Plan.

Primarily, the small-town atmosphere and natural resources are considered to be some of the greatest assets and form the basis of the Town's vision statement. Other strengths include the proximity to South Bend and Potato Creek State Park. These are all benefits that will be utilized for the betterment of the community.

Strengths / Opportunities

- Small town atmosphere
- Natural features
- Proximity to South Bend
- Proximity to Potato Creek
- Schools
- Poised for growth / potential
- Local businesses

Describe Lakeville in one word:

Community

The aforementioned advantages will help to offset what many consider to be liabilities. The relocation of U.S. Highway 31 is believed to be one of the Town's greatest causes for concern.

Weaknesses / Liabilities

- Loss of US 31
- Little public interest
- Lack of amenities such as grocery stores, retail, dining, entertainment
- Downtown has little visual appeal
- Possible loss of township governing body

Describe Lakeville in one sentence:

Lakeville needs to realize its potential, build upon its assets, and be more progressive.

DEMOGRAPHICS

Overview

The Town of Lakeville is the only incorporated place within Union Township which is located at the southern edge of St. Joseph County, Indiana. St. Joseph County is one of the four counties that comprise the Michiana Combined Statistical Area (CSA); Lakeville being one of the smallest incorporated communities within that CSA.

Population

In 2009, the U.S. Census estimated Lakeville's population to be 551. The community has experienced negative growth since 2000. St. Joseph County has also seen very little growth over the past decade, increasing in population by only 0.010%. This pace of population growth is considerably slower than in the 1990s, when St. Joseph County grew by 7%.

Virtually all of St. Joseph County's growth has taken place in unincorporated areas. In 2000 and 2009 the population centers of Granger/Mishawaka accounted for a population growth of 6%, whereas the remainder of the county grew by 1%.

The Town of Lakeville is located entirely within Union Township. In 2009, the Township included a population of 3,790.

The Michiana CSA has grown by 4.1% since the year 2000. This increase comes primarily from population growth in Elkhart County, which accounted for 79% of this growth. More specifically, this growth came almost exclusively from suburban and unincorporated Elkhart County.

A Combined Statistical Area (CSA) is composed of adjacent Metropolitan and Micropolitan Statistical Areas which have demonstrated economic or social linkages.

Migration

Between 2000 and 2009, St. Joseph County has averaged an inflow population (those moving to the county from other parts of the state or country) of 935. During the same period, the County experienced an average outflow of 1,171. This resulted in an average net migration of a negative 246, and a total net migration of -1,885 over the eight year span. Since the County's overall population grew by approximately 535 people during this time, this means that the county's growth – albeit small - is primarily reliant upon natural population growth as opposed to migration.

Population and Population Projections

Census data for Lakeville, Union Township and St. Joseph County is presented on the following page. Population data for these government entities was obtained from the Data Center of the Indiana State Library. Overall, the data for both Union Township and St. Joseph County has shown a steady but modest population growth throughout the 20th century with the township's growth rate being less than the County's, the latter of which reflects the larger cities of South Bend and Mishawaka. However, the growth rate for Lakeville has witnessed mostly consistent decreases in population. The decreases could be attributable to a variety of factors. For instance, overall manufacturing

Who are we? DEMOGRAPHIC AND MARKET CONDITIONS

jobs have decreased in the County. However, the cities of South Bend and Mishawaka have recovered from this phenomenon which began after World War II and essentially ended in the mid 1970's by proactively securing increases in the educational, service, medical and regional distribution sectors. Also contributing to Lakeville's decreases is the same trend experienced by many rural Hoosier communities and that is the consolidation of family farms into larger acreages which began in earnest during the 1950's.

On a more positive side however, it is reasonable to assume that Lakeville's population should increase for the following reasons:

- The contraction of manufacturing jobs is finished and indeed, replacement of some jobs has already occurred. For instance, the immediate planning area has experienced the construction and expansion of the Hoosier Tire manufacturing facility and the addition of the Working Person's Store, a large local wholesaler of working apparel that ships nationally and internationally.
- The consolidation of family farms and the resulting population contraction that it brings can also be assumed to be completed.
- INDOT is already designing a new interchange on the Town's near, northeast side as part of the US 31 limited access corridor project. This interchange will probably spur new commercial growth in its vicinity.
- The Town has recently expanded its boundaries on its northwest side by annexing the new Morningside subdivision. The latter has a build-out of 70 home sites.

Based on the above considerations, it is reasonable to assume that the population of Lakeville could behave similarly to the growth rate of Union

Township rather than the decrease shown in past decades Official projections. These estimations are performed by the Indiana Business Research Center (a part of Indiana University) and are only done for counties and other, standardized metropolitan regions. One exception is that the Center does provide yearly projections for the smaller government units but not the additional 5, 10, 15 and 20 year projections. Both the census data and the available population projections are shown below.

Year	Lakeville	Union Twp.	St. Joseph County
1900	NA	1,733	58,881
1910	227	1,614	84,312
1920	333	1,687	103,304
1930	522	2,068	160,033
1940	567	2,187	161,823
1950	736	2,713	205,058
1960	757	3,139	238,614
1970	712	3,039	244,827
1980	629	3,374	241,617
1990	655	3,355	247,052
2000	567	3,289	265,559
2009	551	3,790	266,088
2010	N/A	N/A	270,266
2015	N/A	N/A	276,679
2020	N/A	N/A	283,885
2025	N/A	N/A	290,946
2030	N/A	N/A	297,557

Year	Lakeville	Lakeville Projected (1)	Union Twp.	Union Twp. Projected
1900	NA	NA	1,733	1,733
1910	227	227	1,614	1,614
1920	333	282	1,687	1,687
1930	522	337	2,068	2,068
1940	567	392	2,187	2,187
1950	736	447	2,713	2,713
1960	757	502	3,139	3,139
1970	712	557	3,039	3,039
1980	629	611	3,374	3,374
1990	655	666	3,355	3,355
2000	567	721	3,289	3,289
2006	556	754	3,765	3,765
2010	N/A	776	N/A	3,850
2015	N/A	804	N/A	3,975
2020	N/A	831	N/A	4,080
2027	N/A	870	N/A	4,240

(1) Using 25% of the slope of Union Township's Linear Regression Eqn.

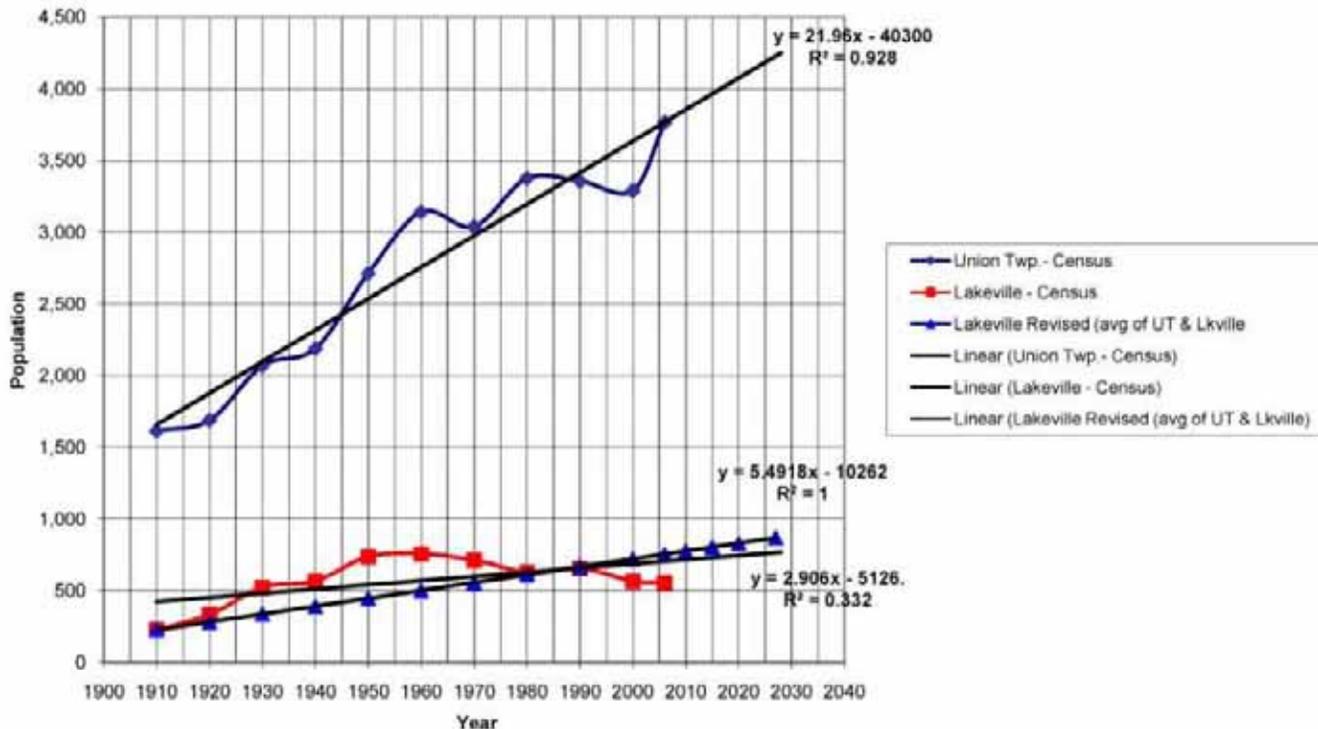
Who are we? DEMOGRAPHIC AND MARKET CONDITIONS

Since population projections (except for 2009) are not available for Union Township or Lakeville, the following steps were taken to estimate future population levels for both entities.

A frequently used method to project population increases is to generate a linear regression equation which represents a best fit line between existing data points which is then projected into the future. The figure below displays the linear regression lines for both entities. As one can see, the growth rate for Lakeville is nearly flat. However, based on the above reasons for increasing

the Town's growth rate, a 2nd line, representing a regression slope that is 25% of the Union Township regression line slope is also plotted. This is the projection that will be used for Town planning purposes in this report and which is displayed in tabular form on the previous page. This table shows that the predicted population increases for both the Township and Lakeville are based on this concept. With this approach, the estimated Town population at the end of the 20 year planning period is 870 persons. This obviously assumes some extensions of the corporate limits.

CENSUS & POPULATION PROJECTIONS FOR LAKEVILLE & UNION TOWNSHIPS



Households

Lakeville consists of approximately 261 households, with a median household size of 2.85 persons. This is lower than the county's average household size of 3.12. 60% of all Lakeville households are determined to be family households. Utilizing the growth projection described above and current household size, the projected increase in households is 28, with 16 of these being family households. This is an 11% increase in the number of total households, which represents a strong rate of growth. This is nearly twice the 2010 growth rate for the state but less than faster growing counties. Based on recent analysis of the 2010 census, South Bend, the largest community in the county, has seen a 6.1% decline in population between 1999 and 2009.

Who are we? DEMOGRAPHIC AND MARKET CONDITIONS

Diversity

Lakeville is almost predominantly Caucasian (white), with a percentage of 97%. It does, however, have a small population of residents of Black or Hispanic Origin. ESRI estimates about 16 residents of Black or Hispanic Origin live in Lakeville, representing 3% of the Town's population (residents of Hispanic Origin may indicate Caucasian mix, which accounts for the percentage overlap).

The following table breaks down the categorical demographics.

Demographic Indicators*	Town of Lakeville	2.5 Mile Radius	5 Mile Radius	10 Mile Radius	St. Joseph County
DEMOGRAPHICS					
Population	543	2,372	6,597	83,539	271,159
Ethnicity by % (White/Black/Other)	97 / 0.1 / 2.8	97 / 0.1 / 2.8	96 / 0.4 / 3.8	81 / 8.5 / 10	79 / 12.2 / 8.7
Households	261	920	2,520	32,453	100,743
Average Household Size	2.06	2.58	2.62	2.53	2.50
Families	142	693	1,885	21,455	66,802
Median Family Size	2.85	3.08	3.07	3.13	3.12
Median Age	41.8	42.7	41.2	37.3	36.0
INCOME					
Median Household Income (MHI)	\$40,957	\$52,494	\$55,693	\$50,153	\$52,546
Per Capita Income	\$24,628	\$22,917	\$23,795	\$23,378	\$24,631
% Below \$15,000 MHI	11.7%	7.3%	7.0%	9.6%	8.1%
EMPLOYED POPULATION OCCUPATION					
White Collar	43.7%	50.9%	51.2%	54.4%	60.9%
Blue Collar	37.7%	30.9%	31.5%	29.0%	21.9%
EDUCATIONAL ATTAINMENT					
Residents High School Educaiton or Higher	82.5%	88.3%	88.9%	84.6%	86.1%

* Source: ESRI forecast for 2010; U.S. Bureau of the Census, 200 Census of Population and Housing.

Income

Note: The Census does not estimate median household income (MHI) for communities under 25,000 between decennial census data collection. The MHI for St. Joseph County in 2008 was estimated to be \$43,544. This is 4% below the estimated MHI for the State of Indiana.

Employment trends do not indicate this income relationship would have changed significantly in the last ten years. More accurate information will not be available until American Community Survey data can be combined for geographies as small as Lakeville (The American Community Survey replaced the Long Form of the U.S. Census during the 2010 Decennial Census).

Nationwide, the real income of households has declined since 2000. The median household income in the United States was \$41,994 in 2000, and rose to an estimated \$52,175 in 2008. However, in terms of buying power, this is actually a slight decline in income. Adjusting for deflation, the buying power of the median household in the United States declined between 1% and 2%, depending on the source.

Adjusted for inflation, Indiana household income has declined much more than the nation – an estimate of an 8% drop in buying power. The decline in the Michiana CSA – and St. Joseph County – was even worse. It is estimated that household incomes in St. Joseph County declined 15%.

Lakeville Demographic Facts

- Lakeville is the 6th smallest of 39 communities by population in the four county area Metropolitan Planning Area and is the 2nd smallest of 10 communities in St. Joseph County.
- Lakeville has smaller households and families than the surrounding trade areas; 2.5 mile (approximates Union Township), 5 mile, 10 mile, and St. Joseph County.
- Lakeville has a median household income that is generally 20% lower than the surrounding trade areas and is below the state median (\$43,993).
- Lakeville has a higher percentage of its population with a median income of less than \$15,000 than the surrounding trade areas and St. Joseph County.
- Lakeville has a median age that is similar to the 2.5 and 5 mile trade area and is higher than the 10 mile and St. Joseph County. This shift is likely attributed to the younger population found in the South Bend area.
- Lakeville shares many of the same characteristics as the surrounding trade area though this commonality changes as you approach South Bend.

Lakeville has a population per square mile that illustrates a lower intensity of land use than the sampling of small towns and cities in Indiana utilized for this study.

The US Census Bureau has recently begun to release limited data for Indiana. To date, this information shows that Lakeville's population (786 versus 543) and household (438 versus 300) counts surpass information provided in this

POPULATION COMPARISONS					
Indiana Small Towns and Cities	Population	Land Area (Sq. Mi.)	Land Area (Acres)	Density (Pop. / Sq Mi)	Notes
Batesville	6,033	5.9	3,776	1,036	Two large publicly traded companies in town.
Bremen	4,588	2.3	1,472	1,967	Rural center within 15 miles of Lakeville.
Cicero	4,414	2.0	1,280	2,868	Morse Reservoir and housing.
Berne	4,150	1.8	1,152	2,305	Large Amish and Mennonite population.
Syracuse	3,038	1.9	1,216	1,888	Lake community.
Delphi	3,015	2.6	1,664	1,777	County seat.
Hope	2,140	1.0	640	2,252	Near Columbus, IN.
Wakarusa	1,618	2.3	1,472	716	Small farming and manufacturing community.
North Liberty	1,402	0.7	448	1,872	Crossroads and near Potato Creek.
Remington	1,323	1.0	640	1,279	Rural off I-65 with local ag. Industry.
Lakeville	576	0.5	320	1,082	Small rural center near South Bend, IN.

Comprehensive Plan. This is good news and suggests the population growth trends for Lakeville have exceeded future projections.

The source of information in this plan was collected from ESRI Business Analyst and is based on their forecast for 2010, 2000 census data, and ACS (American Community Survey) data. In the future, more 2010 Census information will be provided by the US Census Bureau and will be integrated into databases for market data services like ESRI. The Town of Lakeville should consider updating this in the next couple of years as the information for their community becomes more generally available.

Who are we? DEMOGRAPHIC AND MARKET CONDITIONS

EDUCATION by ADJACENT DISTRICTS	Union North United School Corporation	John Glenn School Corporation	Penn-Harris-Madison School Corporation	Bremen Public Schools
School Age Children in District				
Ages 5-17	1,446	1,890	11,917	1,824
Elementary Age Children (5-10)	642	874	5,590	826
Total School Aged Children Enrolled in District				
Total Students Enrolled	1,331	1,818	10,612	1,461
Elementary Age Children (K-5)	584	761	4,719	667
Middle School Age Children (6-8)	328	448	2,549	337
High School Age Children (9-12)	412	752	4,182	568
% Enrolled of School Age Children Enrolled in District				
Ages 5-17	92%	96%	89%	80%
Elementary Age Children (5-10)	91%	87%	84%	81%
Housing Units in District				
Housing Units in District	3,054	3,798	24,379	3,423
Total Students per Housing Unit				
In School District	0.44	0.48	0.44	0.43
Total in Area	0.47	0.50	0.49	0.53
Elementary Students per Housing Unit				
In School District	0.21	0.20	0.19	0.19
Total in Area	0.19	0.23	0.23	0.24
Performance				
Students Passing Math/English Assessment	59.1%	70.3%	73.6%	63.7%
Graduates	85.6%	92.6%	87.5%	92.3%
Graduates that Passed Advance Placement Exam	2.6%	10.0%	28.6%	1.9%

Education

Lakeville has a high school graduate rate on par with the State of Indiana – and slightly higher than St. Joseph County – but a college graduation rate half that of the State. Both Lakeville and St. Joseph County have a college graduate rate of 9-12%. This percentage is based on residents twenty-five and older who have a high school diploma.

St. Joseph County has the lowest percentage of college graduates within the Michiana CSA, at between 10-11%. However, this is not atypical for any of the four counties within this CSA. After St. Joseph County, the remaining counties have college graduate percentages between 10 and 14%.

EMPLOYMENT

St. Joseph County

Employment in St. Joseph County is heavily dependent upon Manufacturing. In 2009, this sector accounted for 40-44% of all jobs within the county (data dependant on BEA vs. BLS). The County's location quotient for manufacturing is 2.08, using the State of Indiana as a base geography. This is impressive considering Indiana is in and of itself the most manufacturing-dependent state in the country.

Major sub-sectors for manufacturing include:

321** – Wood product manufacturing (2.8% of total county employment)

311** – Food Manufacturing (7.6%)

335** – Transportation Equipment manufacturing (18.4%)

337** – Furniture and Related Product Manufacturing (2.5%)

Together, these four sub-sectors account for 71% of all manufacturing employment, and 31% of all private employment within the county. Major employers in these sub-sectors include AM General, INTek and INcote, among others.

The next largest sub-sectors are primarily found in the retail and services fields, and include Food Services and Drinking Places, General Merchandise Stores, and Nursing and Residential Care Facilities.

** *Three-Digit NAICS codes (North American Industrial Classification System.)*

Lakeville

Accurate employment data for geographies below the county-level are difficult, and are not estimated by the Bureau of Labor Statistics (BLS) or the Bureau of Economic Analysis (BEA) due to federal non-disclosure laws. However, there are two sources that at least provide an estimate of the number of jobs in and around the Town of Lakeville. The first is the U.S. Census' County Business Patterns (CBP), which accounts for business establishments by zip code. Since the zip code 46536 encompasses Lakeville and its surrounding areas without touching other major employment centers, we can use this source as a proxy for the Town of Lakeville. Another source is ESRI Business Analyst, which uses proprietary statistical models to estimate local and regional employment. Both of these sources have their flaws, and should not be considered to be as accurate as BEA or BLS data for county, metro or state levels.

The CBP counted 500-900 wage and salary jobs for zip code 46536 in 2008. From this source, we can reasonably assume that the amount of wage and salary employment in Lakeville ranges between 250 and 300.

Regional Trends

Lakeville and St. Joseph County's reliance upon manufacturing as an economic base indicates potential long-term fragility for Lakeville's economy. Over the past ten years, the Michiana CSA has shed more than 1,000 manufacturing jobs. Preliminary estimates for 2010 indicate that the area may have lost another 10% in the past year. Over the same period, the State of Indiana shed over 144,000 manufacturing jobs, more than one-fifth of all manufacturing employment in the State in 1999.

St. Joseph County has followed these trends, with a loss of just over 1,000 manufacturing jobs between 2001 and 2008, or 17.6%. The sub-sector industries where these losses have occurred is difficult to determine via BLS data. Only four industries have data associated with them due to non-disclosure laws, and these sub-sectors (321, 311, 335 and 337) report steady employment over the past eight years, with slight increases in both Food Manufacturing and Transportation Equipment Manufacturing.

While St. Joseph County's core manufacturing employers remain a steady core of employment, the regional drop in manufacturing overall is worrisome. Especially considering that the county does not have a particularly diversified economy. After manufacturing, the next highest cluster of employment comes in the relatively low paying retail, hotel and food service industries, which accounted for 21% of all private employment in 2008. After manufacturing, the county's most specialized employment sectors include 112 Animal Production, 115 Agriculture and Forestry Support Activities, and 511 Publishing Industries. However, these three sub-sectors only account for 245 jobs, or 2.2% of all private employment.

Wages and Salary

The importance of the manufacturing sector on the local Lakeville / St. Joseph County economy is underscored by an analysis of wages and salary by employment sector. Manufacturing, which accounts for approximately 40-44% of all private employment within St. Joseph County, makes up between 55-58% of all private wages within the County. 73% of these wages, or 40-45% of all private wages, come from the Durable Goods sector, which aligns with the most prominent sub-sector – Transportation Equipment Manufacturing.

The unbalanced wage distribution of St. Joseph County is evidenced further by the next two largest employment sectors – Retail and Construction, both represent 8% of the total private employment in the County, but together account for only 14% of total wages. The top 4 employment sectors in the County after Manufacturing (Retail Trade, Construction, Health Care and Wholesale Trade) account for 23% of all wages.

Although the County's lack of economic diversification is an important finding, it is a trend that is not particularly divergent from the rest of the region.

Commuting Patterns

St. Joseph County has a resident labor base of approximately 70%, according to the 2000 census*, meaning that close to three-fourths of the County's population works within County borders. 15.2% of the workforce commutes into the county, while 15.5% of the workforce commutes out of the county. For residents that commute out of the County, primary destinations include Elkhart County (15%) and Marshall County (7%). The commuting patterns into St. Joseph County for employment are slightly more diversified, split between Elkhart County and Cass County, Michigan.

Who are we? DEMOGRAPHIC AND MARKET CONDITIONS

ESRI Tapestry Profiles

The following information of the top demographic/market profiles are provided in addition to conventional Census Data, Bureau of Labor Statistic, and other economic data sources discussed above. This information can serve organizations seeking to better understand their constituency/customers nationally and can provide a good overview of the preferences in the trade area. Generalizations can be drawn from Tapestry Profiles that reveal the area's demographics, lifestyles, and preferences. This is important when considering how best to serve the needs of the core population for an area and, with more detailed analysis, can help target niche groups.

More information on this method of describing and understanding the characteristics of residents of a given area can be found at

<http://www.esri.com/library/brochure>.

Traits of Tapestry Segments within a 5-mile Radius of Lakeville					
Traits*	Heartland Communities	Green Acres	Cozy and Comfortable	Midland Crowd	Salt of the Earth
Household Type	Mixed	Married Couple Families	Married Couple Families	Married Couple Families	Married Couple Families
Median Age	42.8	41	42.3	37.2	41.8
Income	Lower Middle	Upper Middle	Upper Middle	Middle	Middle
Employment	Skilled/Prof/Mgmt	Prof/Mgmt/Skilled	Prof/Mgmt/	Skilled/Prof/Mgmt	Skilled/Prof/Mgmt
Education	No HS Diploma: HS Grad	Some College	Some College	HS Grad; Some College	HS Grad; Some College
Residential	Single Family	Single Family	Single Family	Single Family; Mobile Home	Single Family
Race/Ethnicity	White	White	White	White	White
Activity	Work on lawn, garden, DIY projects	Do gardening, woodworking	Frequent fast-food / drive-in restaurants	Own pets	Gardening, outdoor projects
Financial	Own shares in mutual fund (bonds)	Have home equity credit line	Have mortgage insurance	Have personal line of credit	Own CD longer than 6 months
Activity	Order products from Avon	Attend country music shows	Buy Children's toys/games	Go hunting, fishing	Go hunting, target shooting
Media	Watch cable TV	Watch auto racing on TV	Watch education channels, Cartoon Network	Read hunting/fishing magazines	Watch CMT
Vehicle	Own / Lease a domestic vehicle.	Drive 20,000+ miles annually	Own/Lease Nissan	Own/Lease Truck	Own motorcycle

* Source: ESRI Tapestry Segmentation Poster and Reference Guide.

Tapestry Segments the Town of Lakeville and Surrounding Trade Areas					
ESRI TAPESTRY SEGMENTS*	Town of Lakeville	2.5 Mile Radius	5 Mile Radius	10 Mile Radius	St. Joseph County
#1	Heartland Communities	Heartland Communities	Green Acres	Rustbelt Traditions	Rustbelt Traditions
Life Mode	Senior Styles	Senior Styles	Upscale Avenues	Traditional Living	Traditional Living
Urbanization	Small Towns	Small Towns	Rural I	Urban Outskirts I	Urban Outskirts I
#2	Green Acres	Cozy and Comfortable	Midland Crowd	Home Town	Old & Newcomers
Life Mode	Upscale Avenues	Upscale Avenues	American Quilt	Factory & Farms	Solo Acts
Urbanization	Rural I	Suburban Periphery II	Rural I	Suburban Periphery II	Metro Cities II
#3	NA	Green Acres	Salt of the Earth	Salt of the Earth	Rustbelt Retirees
Life Mode	na	Upscale Avenues	Factory & Farms	Factory & Farms	Senior Styles
Urbanization	na	Rural I	Rural I	Rural I	Suburban Periphery II

* Segmentation systems such as ESRI's Tapestry Segmentation have been used by companies, agencies, and organizations for over 30 years to divide and group consumer markets to more precisely target their best customer base and prospects. Segmentation systems operate on the theory that people with similar tastes, lifestyles, and behavior seek others with the same tastes.

Who are we? DEMOGRAPHIC AND MARKET CONDITIONS

Urbanization Levels Comparison*

Title		Descriptions
Principal Urban Centers I		Affluent populations in metros of 2.5 million + people
Principal Urban Centers II		Recently arrived diverse population in gateway cities
Metro Cities I		Upscale city life with suburban benefits
Metro Cities II		Densely populated transition neighborhoods in larger cities
Urban Outskirts I		Close to city amenities with suburban affordability
Urban Outskirts II		Older homes, younger populations in suburban proximity to city life
Suburban Periphery I		Married-couple families in lower density, suburban expansion
Suburban Periphery II		Older homes on the urban fringe of metro areas
Small Towns		Affordable, close-knit, settled neighborhoods away from urban areas
Rural I		Small Towns and villages of married-couple families
Rural II	Low-population density in rural farm areas, small settlements	
<i>Area within 5 - miles of Lakeville</i>		

* Source: ESRI Tapestry Segmentation Poster and Reference Guide.

Income Range of the LifeMode Summary Groups*

Colored LifeModes are within 5-miles of Lakeville

	\$16,280 per year	Income range	\$182,041 per year	Description
High Society				Affluent, well-educated, married couple homeowners
Upscale Avenues				Prosperous, married couple homeowners.
Metropolis				City dwellers in older homes reflecting diversity of urban culture
Solo Acts				Urban young singles on the move
Senior Styles				Senior lifestyles by income, age, and housing type
Scholars and Patriots				College, military environments
High Hopes				Young households striving for the "American Dream"
Global Roots				Ethnic and culturally diverse families
Family Portrait				Youth, family life and children
Traditional Living				Middle-aged, middle income --- Middle America
Factory & Farms				Hardworking families in small communities, settled near job
American Quilt				Households in Small Towns and rural areas.

* Source: ESRI Tapestry Segmentation Poster and Reference Guide.



What do we want? is a compilation of stakeholder input, key person interviews, and public participation. This segment drives the entire focus of the plan. It assimilates the concerns and comments of the Town into a cohesive vision that can then be addressed with component plans and implementation strategies.

- Vision Statement**
- Community Input**
- Goals and Priorities**

What do we want? VISION STATEMENT AND COMMUNITY INPUT

VISION STATEMENT

Lakeville will draw upon its pastoral setting, its natural resources, its small town charm and strive to foster future development, promote a healthy downtown, and provide for its citizenry.

COMMUNITY INPUT

Community input was gathered from a variety of sources. Interviews of approximately twenty key community stakeholders were conducted and a sixty-six question survey was administered online as well as in pamphlet form. The survey was divided into ten categories: Community Information, Housing, Roads and Transportation, Downtown, Public Utilities, Educational Facilities, Quality of Life, Public Services, Parks and Recreation, and Demographics.

Nearly two hundred pamphlet copies of the survey were available at the American Legion, Post Office, Library, Off the Clock Liquor Store, and Hilltop Restaurant and a link to the online survey was available on the Town's website.

In total, there were sixty-two responses received. Of those, thirty-five lived within Town limits. Over 6% of the Town's population participated. The results of the public input survey and the interviews indicated ten key areas of community concerns. These issues as well as some of their possible solutions were specifically addressed as part of the Public Input Meeting on March 21, 2011. A "dot coding" session was conducted to allow residents to prioritize these areas of community concern. Each participant was given three color coded stickers to represent high, medium, and low priorities. The issues considered as high priorities are addressed in greater detail than those considered as low priorities.

The following are the titles of the top ten community concerns, in no particular order:

- Connectivity – Improving Sidewalks and Trails
- Day Care – Addressing the Issues
- Economic Sustainability – Addressing the Issues
- Grocery Store – Addressing the Issues
- Health Care – Addressing the Issues
- Housing – Addressing the Issues
- Relocation of U.S. Highway 31 – Connecting to the New Intersection
- Relocation of U.S. Highway 31 – Promoting the Downtown
- Potato Creek State Park – Building a Relationship
- Union-North United School Corporation – Building a Relationship

Roughly twenty citizens attended the Public Input Meeting and participated in the "dot coding" prioritization session. The results from the Public Input meeting were tallied and the focus of the Comprehensive Plan was established.

The direction of this document was also influenced by the Plan Committee. Specific needs not addressed by the Public Input meeting, but important to municipal operations, were incorporated and ranked by the Committee. Items such as Zoning and Land Use have been included to augment the overall effectiveness of the Comprehensive Plan.

The following pages include images of some of the dot coded boards from the input meeting. Each of these issues is addressed in subsequent component plans which contain realistic Goals, Policies, and Implementation Strategies.

What do we want? GOALS & PRIORITIES

Town of Lakeville Relocation of U.S. Highway 31 Connecting with the New Intersection

You told us:

You feel the relocation of U.S. 31 will have a negative impact on the Town.

In response to your concerns we propose to:

Control the development of the intersection of New U.S. Highway 31 and State Road 4 with land use plans and development standards.

Utilize the new intersection to draw visitors to Lakeville.

Recommend proceeding with the downtown streetscape.

Strengthen your relationship with Potato Creek State Park.

Priority 1

Priority 2

Priority 3

Priority 1

(High)

Priority 2

(Medium)

Priority 3

(Low)

Town of Lakeville Relocation of U.S. Highway 31 Promoting the Downtown

You told us:

You feel the relocation of U.S. 31 will have a negative impact on the Town, that additional downtown parking is needed, and that you would like to see a two-lane road with a center turn lane and bike paths.

In response to your concerns we propose to:

Utilize the new intersection to draw visitors to Lakeville.

Recommend proceeding with the downtown streetscape to welcome visitors and provide additional on-street parking.

Explore additional parking options such as pocket parking lots and parking behind businesses.

Strengthen your relationship with Potato Creek State Park.

Priority 1

Priority 2

Priority 3

Town of Lakeville
Economic Sustainability
Addressing the Issues

Overall Economic Development Findings

- Residents are more likely to be attracted to manufacturing and less likely to be employed in the service industry than the surrounding metro area. As other counties are prioritizing growth.
- Residents are slightly less likely to be employed in "Retail Center" jobs than the metro area will be most dependent on retail jobs to support long-term growth.
- Residents are more likely to work part-time than a single employee than the surrounding metro area.
- Residents are less likely to have advanced education (M.Ed. degree approximately 50% a to the surrounding metro area.
- Highest educational attainment level lower than the surrounding metro area.
- School Enrollment % students are less likely to pass management courses, graduate with case advanced placement course than students in the surrounding metro area.

Overall Economic Development Possible Solutions

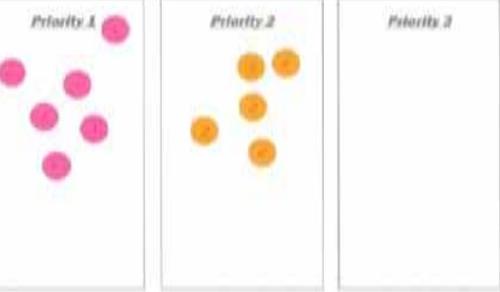
- Encourage/ support or subsidize the number of jobs openings that correspond to manufacturing and business growth solutions.
- Provide advanced education opportunities to the workforce in the metro area to improve employment opportunities.
- Partner with educational institutions to increase graduation rates.
- Offer incentives to existing students or being prepared to take advanced placement course.

Development Findings

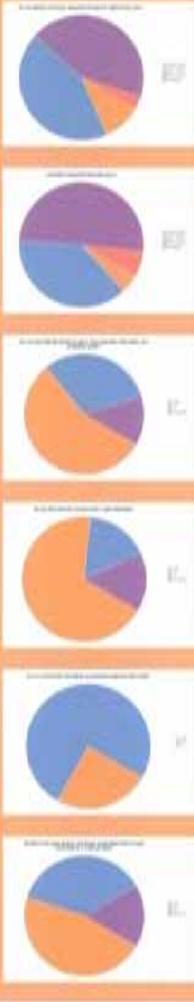
- The Town of Lakeville and the surrounding metro area to become dependent on a neighborhood to progressively grow and market itself.
- Growth is not located in a high impact area. There may be long waiting lists and will need to develop strategy to "drive" customers to grow through the area.
- The new corridor to US-52, the SR 4 interchange, should look development on the road front to the community that is important and lasting. Doing so will help attract businesses that will stay in the location and avoid future issues with the road front.
- Without thoughtful consideration for residents, road users may not be able to use SR 4 corridor. The intersection of new road and SR 4, having that road designed for government to plan.
- The Town of Lakeville needs a strategic tax base to support the rest of local government and education in the future. This is especially true with the current property tax and other tax changes.

Development Possible Solutions

- A strategic regional attraction and local level charm to compete with other regional residential options.
- A mix of commercial and residential use at the SR 4 and US-52 intersection to ensure that the intersection is well developed and local businesses are needed to sustain workers. This is a busy location for truck traffic, parking, retail use, gas stations and fast food that would serve residents, visitors, and workers.
- Offer incentives to the local area by strategically locating amenities, parks, and other uses that to encourage residents to travel through downtown or the area to purchase and consume services, this providing a viable model needed to help regional and community residents.
- Consider developing a mix of uses in downtown that supports local and programming such as the town's market, farmers, having town events, businesses, and other uses that can sustain downtown the village center of the community.
- The new corridor to US-52, the SR 4 interchange, should look development on the road front to the community that is important and lasting. Doing so will help attract businesses that will stay in the location and avoid future issues with the road front.
- Forget the idea using SR 4 to light industry to diversify the tax base. This is the best solution for economic development and growth in infrastructure that addresses the need for truck traffic in town and to support the surrounding metro area.
- The goal of SR 4 (SR 4) new road construction is to plan to give the area development to support long-term economic growth and services and a sustainable future.



Town of Lakeville
Connectivity
Improving Sidewalks and Trails



Priority 1



(High)

Priority 2



(Medium)

Priority 3



(Low)

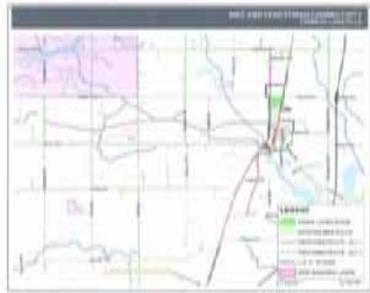
You told us:

The sidewalks are in poor condition, need to be safer, and that you are in favor of improving and expanding a non-motorized system of trails and paths.

In response to your concerns we propose to:

Improve the overall pedestrian and bicycle connectivity of the Town and region through a series of linked multi-use paths, bicycle lanes, signed bike routes, and sidewalks.

Here are some possible solutions:



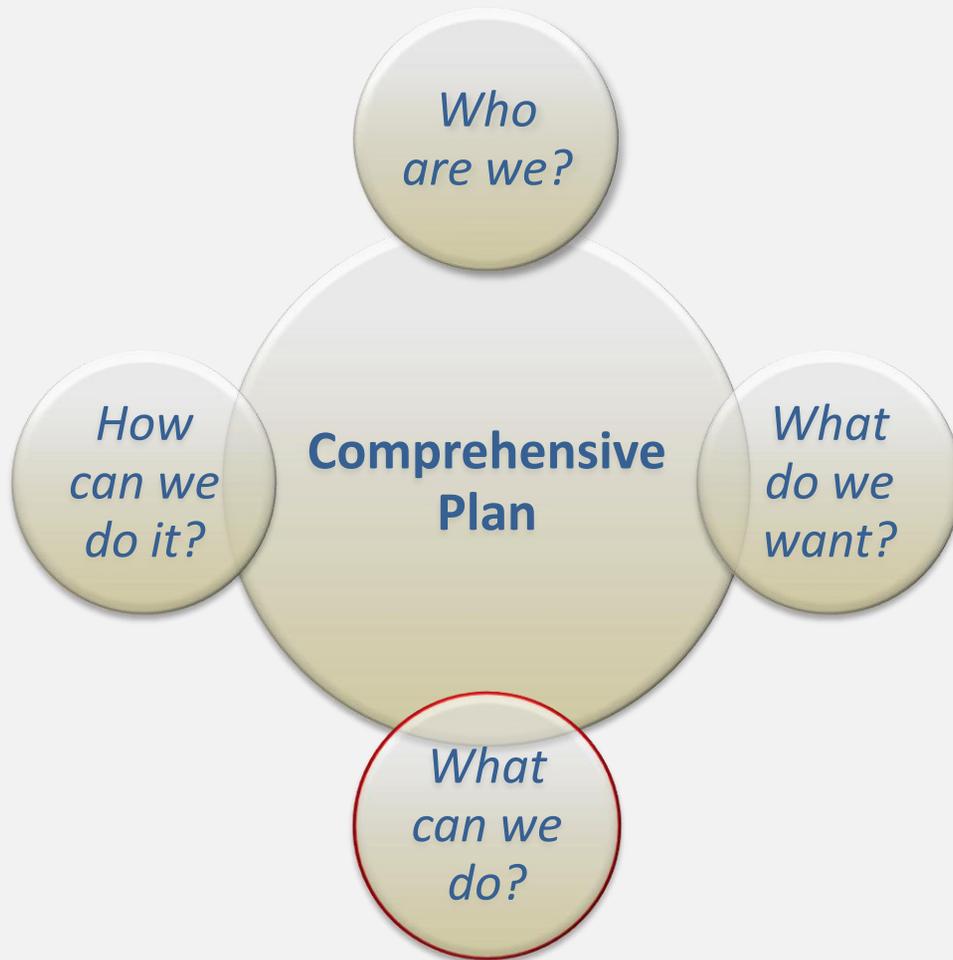
What do we want? GOALS & PRIORITIES

As the previous pages indicate, the top three dot-coded priorities as defined by the participants at the public input meeting were Economic Sustainability, the Relocation of U.S. Highway 31, and Connectivity. The table below indicates the results of the remaining topics and how they ranked in the prioritization process. Although all issues will be addressed by this Comprehensive Plan, a major focus will be given to the top three priorities as listed previously.

Community Concerns	Priority 1	Priority 2	Priority 3
Day Care			
Grocery Store		● ●	● ● ●
Potato Creek State Park - Building a Relationship			●
Housing			●
Health Care			●
Union-North United School Corporation – Building a Relationship		●	●



Lakeville Public Input Meeting



What can we do? takes the observations from the previous section and addresses them in individual component plans. These plans examine existing conditions and estimate future needs. Goals, policies, and implementations are provided to assist in changing these recommendations into realities.

- Housing Plan**
- Transportation Plan**
- Economic Development Plan**
- Downtown Plan**
- Public Infrastructure Plan**
- Parks and Recreation Plan**
- Quality of Life Plan**
- Land Use Plan**

What can we do? HOUSING PLAN

The condition and type of housing in an area represents an overall sense of the health and vitality of a community. Analysis of the Town's housing stock by housing characteristics, starts, affordability, and growth will give detailed information of the housing available in the community and can provide insight into the types of housing needed. It is this information, along with the Town's input and regulations that will determine the housing types built in the future.

Housing in Lakeville tends to serve a lower-income, aging population with smaller household sizes that live in older homes than the surrounding 2.5, 5, and 10 mile trade areas. Somewhat in contrast, the township has seen modest growth in new housing serving families and younger residents. This growth has occurred principally due to a new subdivision in the area, Morningside subdivision, and other home building distributed throughout the township, generally, on rural land.

Housing Indicator	Town of Lakeville	2.5 Mile Radius	5 Mile Radius	10 Mile Radius	St. Joseph County
Median Home Value	\$83,571	\$111,092	\$112,103	\$95,257	\$99,153
Median Year Structure Built	1946	1950	1958	1956	1959
Housing Units	300	984	2,615	33,129	114,405
Occupancy					
Owner Occupied	60.7%	76.4%	80.9%	68.7%	63.8%
Renter Occupied	26.4%	16.1%	12.2%	22.5%	26.2%
Vacant	12.9%	7.5%	6.9%	8.8%	10.0%
Median Rent	\$338	\$341	\$400	\$441	\$456
Units by Structure					
1, Detached	70.9%	89.9%	84.0%	82.0%	75.9%
1, Attached	0.0%	0.3%	0.4%	2.4%	2.7%
2	1.0%	0.8%	0.4%	2.4%	2.6%
3 to 4	16.9%	5.3%	2.6%	2.7%	3.7%
5 to 9	6.3%	1.9%	1.0%	1.7%	4.4%
10 to 19	2.3%	0.7%	0.3%	2.0%	3.2%
20 +	1.3%	0.4%	0.2%	4.0%	5.3%
Mobile Home	1.3%	0.7%	11.2%	2.8%	2.3%
Other	0.0%	0.0%	0.0%	0.0%	0.0%
Owner Occupied Housing Units by Value					
< \$50,000	27.5%	9.9%	15.6%	19.1%	16.1%
\$50,000 to 99,999	68.4%	39.1%	32.6%	46.4%	45.3%
\$100,000 to \$150,000	4.1%	25.5%	25.2%	20.5%	22.3%
\$150,000 to \$199,999	0.0%	13.6%	14.5%	7.4%	9.0%
\$200,000 to \$299,999	0.0%	8.6%	9.3%	4.3%	5.1%
\$300,000 to \$399,999	0.0%	1.3%	1.2%	1.4%	1.5%
\$400,000 to 499,999	0.0%	2.1%	1.5%	0.7%	0.5%
\$500,000 +	0.0%	0.0%	0.0%	0.1%	0.1%

* Source for Above: ESRI forecast for 2010; U.S. Bureau of the Census, 2000 Census of Population and Housing.

HOME VALUES

The value of 96% of the housing in Lakeville is below \$100,000, with little to no housing being valued higher than \$150,000. In contrast, home values within a 10-mile radius, including Union Township, clusters between \$50,000 and \$150,000 with a limited inventory of higher priced homes.

While home values and starts in the South Bend/Mishawaka area have generally declined due to recent economic trends, especially foreclosures, this trend is showing signs of slowing down with indications of the potential for some upward movement in selected sub-markets.



Lakeville Housing Stock

Median Sale Price for Existing Single Family Home for Metro Area*

	South Bend - Mishawaka	Fort Wayne	Indianapolis	Mid-West	U. S.
2010 Fourth Quarter	\$76,800	\$98,800	\$124,300	\$139	\$170,000
% Change	-13.1%	5.7%	11.5%	0.5%	0.2%

* Source for Above: National Association of Realtors, Median Sale Price of Existing Single Family Homes for Metro Areas

Foreclosures by County

	Housing Units that Received a Foreclosure Filing (February 2011)	Foreclosure Percentage (February 2011)	Current Number of Foreclosed Homes	New Foreclosure Activity (February 2011)	6 month Trend
St. Joseph County	1 : 742	0.13%	1129	155	Falling
Marshall County	1 : 977	0.10%	not available	20	Falling
Elkhart County	1 : 1,020	0.10%	859	77	Falling
Kosciusko County	1 : 1,862	0.05%	not available	19	Falling
Starke County	1 : 11,013	0.01%	not available	1	Rising
La Porte County	1 : 1519	0.07%	525	32	Falling
Indiana	1 : 1,007	0.10%	na	na	Falling
National	1 : 557	0.17%	na	na	Falling

* Source for Above: Realty Trac Stats and Trends

In northern Indiana the market value of new single-family homes generally starts at a point higher than \$125,000. This 'price' may vary depending on local factors such as land, labor, permitting, utility connections, and other costs. New housing built in Lakeville could change the median value of the housing inventory in the community, though not at a price that has previously attracted past buyers.

AGE OF HOUSING

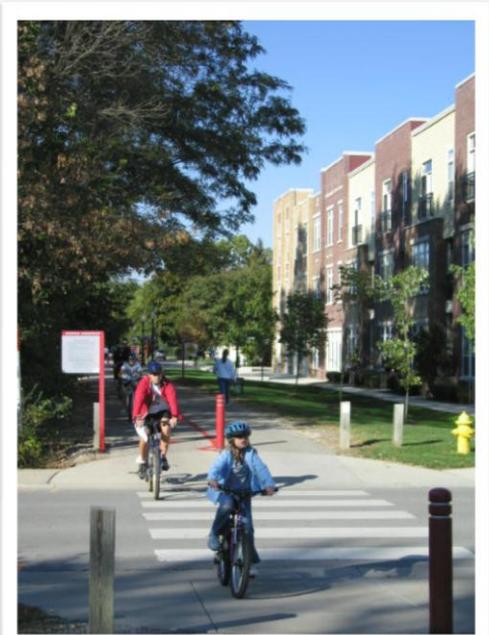
Lakeville has an older housing (median year built 1946) inventory than the surrounding area which suggests that housing quality is likely to be an issue when competing with the surrounding area for buyers.

Older homes, while a good value in terms of dollars per square foot, often require ongoing reinvestment that can increase the overall cost of home ownership. Replacement or repair of major systems (i.e. roof, furnace, windows) or a more comprehensive approach to renovation to correct quality issues is often the challenge that comes with owning an older home.

Areas outside of the town limits, which compete for homebuyers, trend towards a post-war inventory with a median year built after 1950. This is especially true as you near larger communities like South Bend. Good quality renovated older homes with amenities suited to current buyer needs can be competitive with new homes. They often offer character not available in newer homes, though they are more likely to be comparably priced to a new home.



An example of new housing in Westfield, IN that provides vital safe neighborhoods and serves the needs of growing families.



Locating housing near amenities, such as the trail above, increases their market appeal and increases the utilization of a community investment.

AFFORDABILITY OF HOME OWNERSHIP

While housing in Lakeville is affordable, this fact needs to be correlated to supply and demand. The town’s median home value is currently affordable to a qualifying household with an income of about \$21,330. About 26% of households in Lakeville, 18% in a 2.5 mile radius, 14.4% in a 5 mile radius, and 20% in a 10 mile radius, fall below this income level. This suggests the households with higher incomes are choosing to live outside of Lakeville.

Housing Affordability Indicators	Home Price	Total Monthly PITI*	Household Income (assume 30% of income for PITI)
	\$ 50,000	\$ 319	\$ 12,756
<i>Lakeville Median Home Value</i>	\$ 83,571	\$ 533	\$ 21,320
	\$ 100,000	\$ 638	\$ 25,512
	\$ 150,000	\$ 957	\$ 38,267
	\$ 200,000	\$ 1,276	\$ 51,023
<i>Likely Cost Range for New Housing</i>	\$ 300,000	\$ 1,913	\$ 76,535
	\$ 400,000	\$ 2,551	\$ 102,047
	\$ 500,000	\$ 3,189	\$ 255,116
	\$500,000 +		

Homes Priced in this Range are More Likely to be Existing Homes

Assuming cost of \$100/SF for new construction a 1,500 SF home could cost \$150,000.

* PITI (Principal Interest Taxes & Insurance) = Assume 20% down, 5% interest, 30 year fixed rate mortgage, property taxes, and annual insurance at 10% of principal.

With 12.9% of the housing vacant, this suggests that some supply exists of low cost housing units, though they may require improvements before occupancy.

Sustaining an inventory of affordable homes is a growing challenge for many communities for both renter and owner occupied housing. As noted in the “Home Value” section above, the value of new homes can be twice as much as existing homes, which will require households with larger incomes. Addressing quality issues by improving the current inventory of vacant and, possibly, existing homes could reduce the supply of affordable homes as investors seek to recoup cost and achieve a reasonable profit.

RENTAL HOUSING

Lakeville is in a region with generally declining home values, which suggests the cost of owning a home is more expensive than renting. While the mortgage payments may be similar to renting, other home ownership costs (taxes, maintenance, etc.) increase the true cost of owning a home (as much as 30%). Recuperating this cost through increased home value has been an assumption in the past. If the buyer cannot achieve an acceptable return on the investment in their home this increases the true cost of owning a home. If this is true then renting is likely to be an appealing option based on cost for comparable housing. This is especially true for households that fall below 80% of median income or lower, a group that can be easily distressed by the cost of housing due to unforeseen expenses. This, in addition to more restrictive lending practices, may mean renting is a more appealing or necessary option for more households.

Rental Housing Rates

	Average Size	Current Market Rent @ \$0.75 / SF	Performance Target Rate Rent @ \$0.85 / SF	
Studio	425	\$ 319	\$ 361	
1 Bedroom	680	\$ 510	\$ 578	Single or single parent units
2 Bedroom / 1 Bath	865	\$ 649	\$ 735	
2 Bedroom / 2 Bath	1,050	\$ 788	\$ 893	
3 Bedroom	1,250	\$ 938	\$ 1,063	Family sized units
4 Bedroom	1,445	\$ 1,084	\$ 1,228	

What can we do? HOUSING PLAN

With 36% of housing units renter occupied, Lakeville provides half of the rental units in Union Township (16% renter occupied) with a total of about 80 rental units within the town. Each progressive trade area radius adds to this inventory, 78 (2.5-mile), 22 (5-mile), and 2,735 (10-mile) units. A total of about 150 rental units are located in or near Lakeville.

Most of these units are lower-cost rental units that serve households with lower median incomes. The median rents in Lakeville are one-third lower than South Bend (\$400 versus \$600+ for a comparable unit) and other communities in the region. The Lakeville rental market currently provides affordable housing to area residents and should work toward increasing median rents to align with regional market rate rents.

SUSTAINABILITY OPTION:

Promote Lakeville and cut down on fuel usage by incentivizing Union-North teachers and school staff to live in Lakeville by offering housing tax incentives.



Giving back to better your community is an experience that can be shared by all generations.



Lakeview Apartments

48-unit apartment complex just off US 31 by Newton Park and close to Potato Creek State Park.

Rent for a 2 bedroom, 1 bath, 900 square foot apartment is \$550 a month or \$0.60 a square foot.

Sample Apartment Building Advertisement

HOUSING PLAN GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

GOALS:

Improve the quality of life and appeal of Lakeville as a rural town by focusing on building a better community, not just more houses.

Economically diversify the households living in Lakeville by providing housing that serves a wider range of income levels.

Support economic development by managing residential growth to assure a tax base that sustains necessary governmental services.

Maintain a supply of quality housing that serves both renters and owners.

POLICIES:

Support improving the curb appeal of Lakeville by encouraging programs that reinvest in existing housing and neighborhoods.

Focus residential housing in areas that are connected to existing amenities (lakes, waterways, trails, downtown, etc.) either directly or by close proximity.

Encourage residential growth that is balanced with other tax revenue uses and serves the needs of current and future residents of Lakeville.

Retain the small town feel of Lakeville while inviting in new residential investment in the community and increase the role of Lakeville as a bedroom community in the South Bend metro area.

Promote and new residential town growth around the lakes and wetlands.

IMPLEMENTATION STRATEGIES:

Strategically increase land zoned for residential to support population growth goals, encourage walkable near-downtown neighborhoods, protect natural amenities (wetlands, lakes, creeks, and woodlands), utilize existing infrastructure, redevelop underutilized land, and distance neighborhoods from intrusive uses (i.e. industry, commercial traffic, etc.).

Establish development guidelines for residential development that sets a standard that sustains the “small town feel” of Lakeville.

Form and fund a rural Community Development Corporation or other not-for-profit organization that can facilitate the improvement of existing and development of new housing.

Research and apply for HUD, USDA and other funding to aid in improving the existing inventory of housing.

Encourage grass roots organizations like neighborhood associations and other constituency groups (recreational clubs, conservation organizations, local heritage association, etc.) that can be local stewards that work to sustain quality neighborhoods.

Small town charm can be found in small communities throughout the Midwest, especially those who define and champion their expectations well.



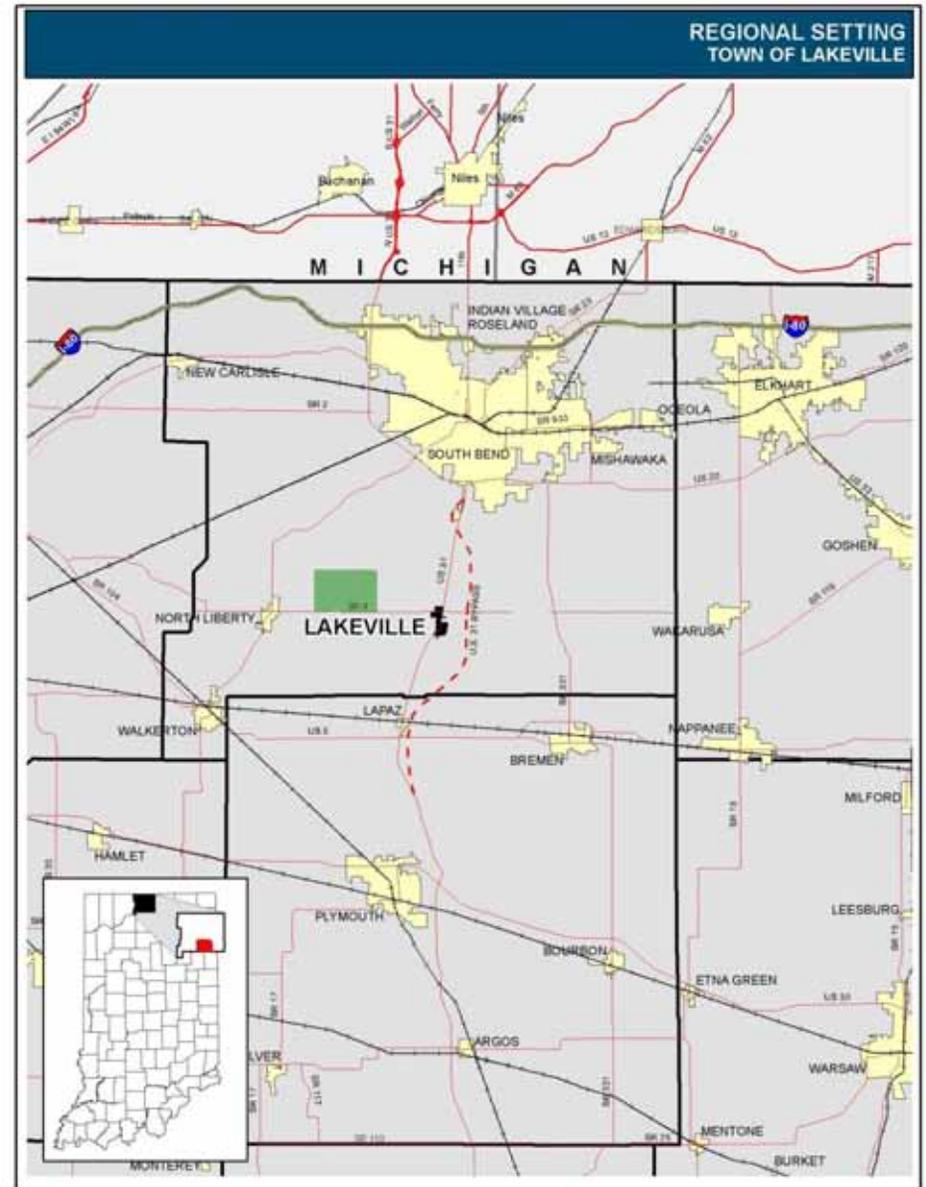
What can we do? TRANSPORTATION PLAN

A Transportation Plan should provide equity and access to all users and promote effective travel and convenience for residents, workers, and visitors. It should serve quality of life, economic productivity, community livability, and environmental viability.

The figure to the right shows that Lakeville is strategically located. Although the U.S. Highway 31 bypass will reroute traffic to the east of Lakeville, the Town is still nonetheless a short mile away from this major Indiana thoroughfare. Also a short distance away is the U.S. Highway 20 Bypass and the Toll Road. There are numerous state roads such as State Road 4, State Road 23, State Road 331 and two federal highways, U.S. Highway 31 and U.S. Highway 6 that are within a seven mile radius.

A key concern of the Town is the relocation of U.S. Highway 31 in 2014-2015 (new location shown as a red dashed line in figure at right). This move will greatly reduce the through-traffic that currently affects the downtown area. It has been a prominent feature and has divided the Town into two distinct regions for years. The reduction in traffic volume will hopefully serve to offer a more calming and safer downtown to visitors and residents alike. It will be a time of transition for the community as they deal with the outcomes this change will bring.

Currently, there are no Town-funded large scale road projects planned. However, there are a few areas that require improvement. Grand Street, from Lake Trail to Jackson Street, is in need of repairs and resurfacing. Although no Capital Improvement Plan exists at this time, a road inventory was conducted in 2010 that provides the Town with a general idea of the condition of the roads within its borders.



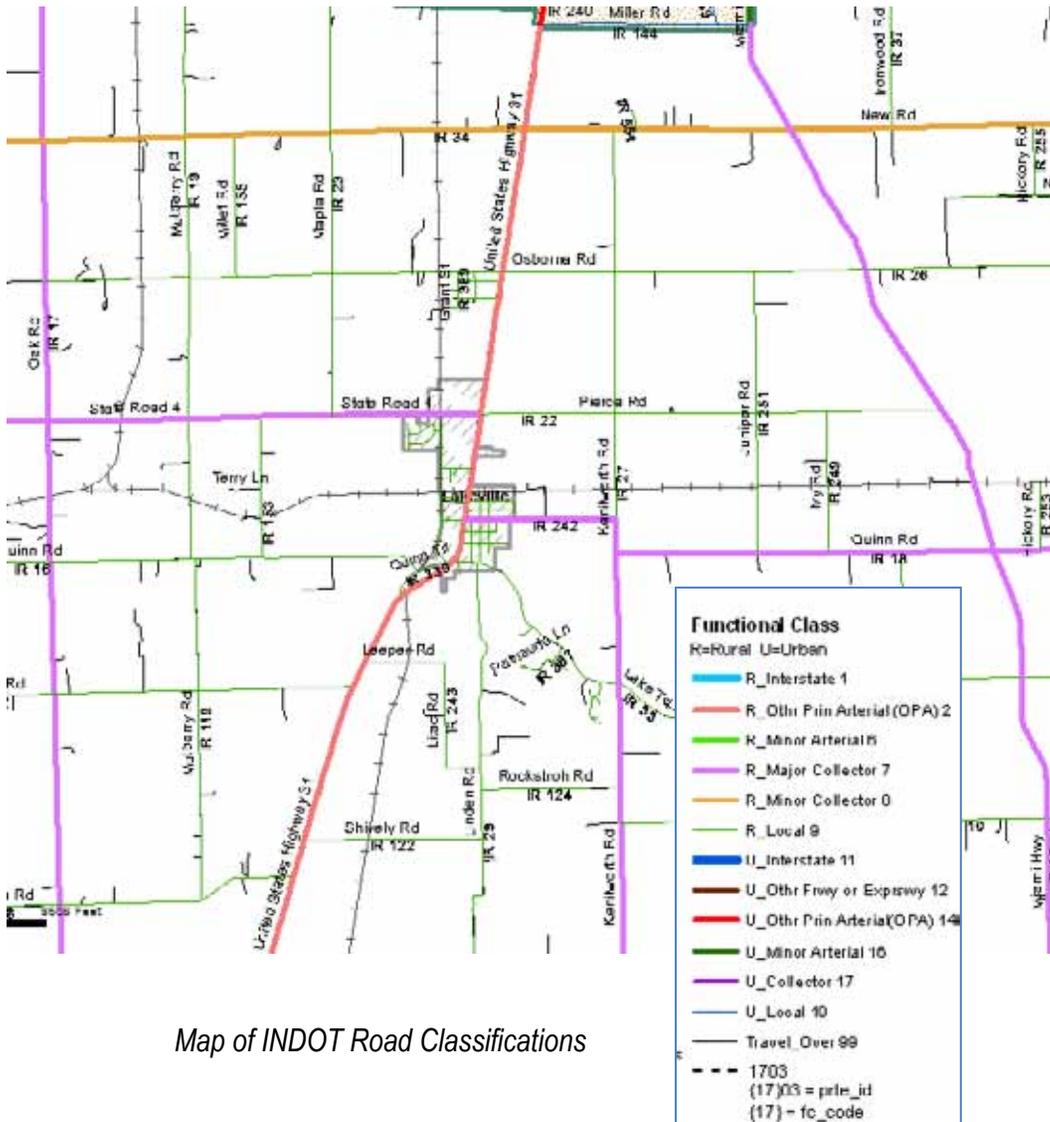
What can we do? TRANSPORTATION PLAN

THOROUGHFARES

The Federal Highway Administration (FHWA) has several classifications of functional road systems in urbanized areas. Functionally classified roadways are the only roadways eligible for federal funding. The Urban Principal Arterial road can be defined as being extraordinarily important to an area due to its location and to the nature of the travel it serves. An Urban Minor Arterial road interconnects with and complements the Urban Principal Arterial network. The Urban Collector streets channel residential, commercial, and industrial areas to the aforementioned higher-capacity road systems.

The figure to the left shows the current location of U.S. Highway 31 and its classification as a principal arterial. According to INDOT, the remaining U.S. Highway 31 thoroughfare that bisects the Town may only lose one level of classification. Therefore, the Town will continue to have two major classified roads. In addition, a portion of State Road 4, Quinn Road, and Kennilworth Road are classified as major collectors.

It is anticipated that State Road 4, from the Town to the new location of U.S. Highway 31, will be improved to state standards in conjunction with the rerouting of the new highway. These improvements will change it from a local collector to a major collector.



Map of INDOT Road Classifications

BRIDGES

The figure on this page represents St. Joseph County-managed bridge structures near Lakeville. Structures less than four feet in length are not inventoried by the county. Structures marked with an “S” and shown in red are four to twenty feet in length. Structures shown in blue are greater than twenty feet in length and are inventoried at the federal level.

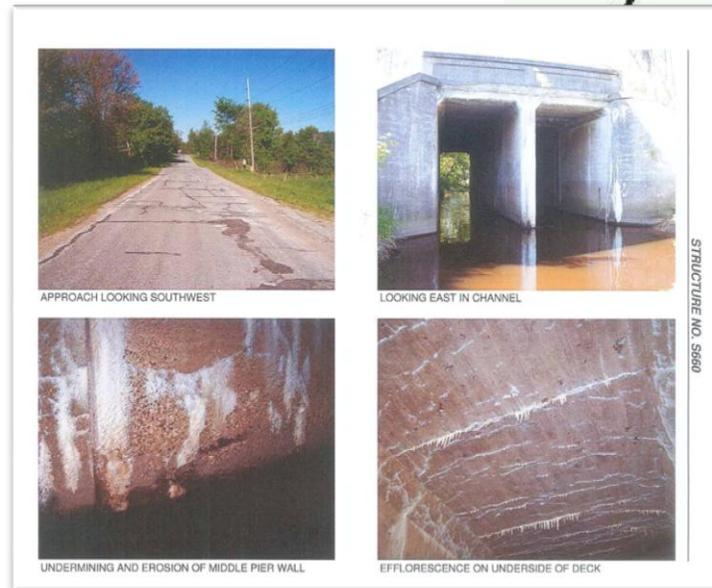
Bridge 71, Linden Road over Heston Ditch will be replaced in the summer of 2011 as part of a federal aid project. The alignment will be straightened with a three span muck trestle.

Bridge S660, just outside of the Lakeville corporate limits, is a two-span concrete slab structure that will likely be replaced within eight to ten years.

Within Lakeville limits are three small bridges, Lake Trail over Lobe Ditch, Grand Street over Lobe Ditch, and U.S. Highway 31 over Heston Ditch. Lakeville is responsible for the two over Lobe Ditch while INDOT is responsible for the bridge over the highway. As of 2011, there are no repairs or upgrades planned for the bridges over Lobe Ditch.



Map of St. Joseph County Engineering Bridge Inventory



Bridge S660
Quinn Trail over Heston Ditch

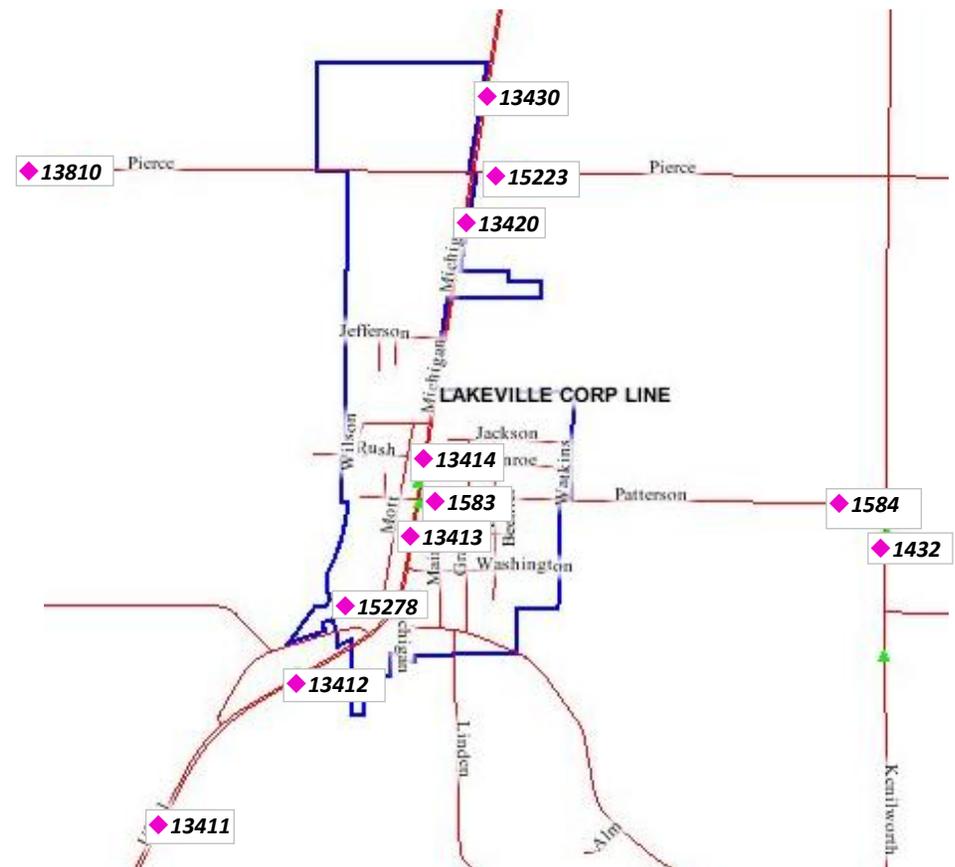
What can we do? TRANSPORTATION PLAN

TRAFFIC VOLUMES

The Average Annual Daily Traffic (AADT) measures a road's traffic volume. This measurement is used in transportation planning and helps guide the decision making process for improvements. It represents the typical amount of traffic on a section of roadway within a twenty-four hour period. Traffic volumes are collected on each of the functionally classified roads within the Town of Lakeville.

Site Number	Average speed	Percent Truck Count	AADT 2010
1432	39	5.94	518
1583	18	4.45	718
1584	43	12.28	385
13412	58	18.19	18786
13413	42	23.87	19006
13414	43	21.21	19011
13420	50	21.59	19377
13430	52	23.44	21303
13810	56.5	10.64	2391
15223	49.6	10.72	746
15278	35	9.72	597

According to the Michiana Area Council of Governments (MACOG), U.S. Highway 31 averages approximately 20,000 vehicles daily. The west portion of Pierce Road (State Road 4) is a distant second with less than 2,500 and most other classified roads within or near the Town limits are between 385 and 746.



What can we do? TRANSPORTATION PLAN

BICYCLE AND PEDESTRIAN FACILITIES

The MACOG Regional Bicycle Facilities Map shows multiple signed bike routes (shown below in purple) in the vicinity of Lakeville. These paths run along Kenilworth Road, Lake Trail, Osborne Road, and Mulberry Road. As part of the Town's desire to strengthen its relationship with Potato Creek State Park, two options for direct connection multi-use paths are being considered (figure at bottom right). This trail could also be used to connect to North Liberty thereby reinforcing further regional connections. In addition, two options for north-

south trails are also being proposed. One of which would utilize the DNR-owned lands that were purchased from the Old Penn Central Railroad as part of a class action law suit. The other option would be the creation of bike paths along the "former" U.S. Highway 31 as part of the downtown streetscape.

Also in an effort to foster greater connectivity to the LaVille Schools, a possible multi-use path either as part of the "former" U.S. Highway 31 or potentially in conjunction with the DNR owned railroad lands is being considered.



Source: Michiana Area Council of Governments
Indiana Department of Natural Resources

What can we do? TRANSPORTATION PLAN

ACCESS MANAGEMENT

According to the Federal Highway Administration (FHWA), a well designed Access Management (AM) plan can promote a transportation network that is not only safe and efficient but maintains mobility as well. By utilizing techniques such as access spacing, driveway spacing, safe turning lanes, median treatments, and right-of-way management, the overall operational viability of the transportation network can be increased.

As of April 2011, the Town of Lakeville did not have an AM plan. A plan such as this could be especially important along busy corridors such as U.S. Highway 31 where safety has been an issue. Funneling traffic to U.S. Highway 31 through specific access points rather than multiple driveways could not only provide a safer more walkable downtown by decreasing numerous points of pedestrian-vehicular conflict, it could potentially expand much needed parking. Possible improvements and widening of Lorraine Lane to accommodate parallel or angled parking or converting it to a one-way street with parking on the west side are examples of possible access management scenarios.

PUBLIC TRANSPORTATION

For many young, low-income, elderly, or disabled residents, public transportation is one of the primary means for accessing essential services. Public transportation is necessary to help people maintain productive and independent lives. According to the survey, there was support for public transportation. However, those that indicated it was necessary also stated they would not utilize it.

Perhaps a paratransit, or demand-response, system may be the optimal solution. These systems send a vehicle in response to a call. They do not operate on fixed routes nor do they have fixed schedules. They collect a fare for the services provided and do not rely on public funds.



Example of an Access Management Scenario

SMART GROWTH

Until recently, transportation systems fundamentally supported sprawl. One of the primary purposes of highway development from the 1950s through the 1980s was to encourage businesses to locate in remote office parks, far from traditional, walkable downtowns. As a result, the automobile became the travel mode of choice leaving public transportation and non-vehicular transportation as an afterthought.

The detriments of this type of system become increasingly apparent when a portion of the population has neither vehicle nor access to public transportation. It is also not conducive to the Smart Growth principles in that there are no variety of transportation choices, there are no multi-modal transportation networks, and little system connectivity.

TRANSPORTATION PLAN GOAL, POLICIES, AND IMPLEMENTATION STRATEGIES

GOAL:

Provide safe and effective transportation networks and intermodal transit systems for the betterment of the community's economic health and quality of life.

SUSTAINABILITY OPTION:

Continue building on existing bike and pedestrian paths to create a town-wide non-motorized transportation network.

POLICIES:

- Create a town-wide linked trail system that connects to the regional system.
- Ensure that all appropriate transportation studies and plans are completed as necessary to provide the citizens with adequate transportation services.
- Continue planning for the future transportation needs of the community.
- Apply Smart Growth principles when considering transportation development.

IMPLEMENTATION STRATEGIES:

The Town should promote a multi-modal approach by implementing a Complete Streets Policy that will ensure that future transportation infrastructure investments provide safe options for everyone using the roadways.

The Town should coordinate with the appropriate transportation agency or private company to explore the possibilities of a paratransit system.

The Town should complete an Access Management Plan that is representative of the community's size and needs.

The Town should incorporate town-planned sidewalks into the Sidewalk Master Plan (as noted in the Public Infrastructure Plan).

The Town should develop a Capital Improvement Plan to ensure that community needs will be met.



The economic vitality of a community is often based on how well it takes a proactive approach to its future. The Town of Lakeville, by completing the Comprehensive Plan, is demonstrating an ardent interest in shaping its future. This chapter of the report will address two areas of economic development as they relate to economic development areas of concern and interest to Lakeville:

- Economic Growth and Sustainability – given current assets and what is before the community, how does it prosper and maintain “small town charm”.
- Daily Goods and Services – given the current population and growth trends, how does the town attract a grocery store, health, and day care providers.

ECONOMIC GROWTH AND SUSTAINABILITY

Economic development generally focuses on increasing the standard of living for an area’s residents principally through job creation. Often, emphasis is placed on creating jobs in industry with secondary consideration being given to employment in retail and other sectors. The theory is industry employees earn the dollars they spend in the community thus creating other jobs. Other elements of community development that are supported by economic development are quality of life, branding/identity, land use/development (i.e. Smart Growth), conservation, education and creation of a viable tax base. Generally, economic development professionals are taking a more comprehensive view of their role at community-building as a tool for increasing an area’s competitive position in the world economy.

The following is an overview of what can be done to improve three economic development and sustainability indicators; employment mix, education, and tax base.

Employment Mix:

Lakeville and the surrounding three to five mile trade area have a higher percentage of residents employed in manufacturing and blue collar jobs than the 10-miles and beyond. Lakeville residents are more likely to car pool and commute farther and longer than the surrounding trade area. (See next page for Economic Development Indicators table).

Industries with the Fastest Employment Growth	
Industry	Percent Change in New Jobs 2008–2018
Management, scientific, and technical consulting services	83%
Services for the elderly and persons with disabilities	74%
Offices of physical, occupational, and speech therapists and audiologists	56%
Data processing, hosting, and related services	53%
Home health care services	46%
Specialized design services	46%
Computer systems design and related services	45%
Offices of mental health practitioners (except physicians)	43%
General merchandise stores, excluding department stores	41%
Medical and diagnostic laboratories	40%
<small>Source: U.S. Bureau of Labor Statistics</small>	

What can we do? ECONOMIC PLAN

Economic Development Indicators	Town of Lakeville	2.5 Mile Radius	5 Mile Radius	10 Mile Radius
EMPLOYMENT STATUS	441	1,977	5,347	65,681
In Labor Force	70.1%	69.4%	68.5%	65.5%
Not in Labor Force	29.9%	30.6%	31.5%	34.5%
EMPLOYED BY INDUSTRY				
Agriculture / Mining	0.0%	1.5%	1.5%	0.7%
Construction	9.1%	8.2%	7.4%	6.5%
Manufacturing	26.3%	20.0%	19.9%	18.0%
Wholesale Trade	3.7%	3.6%	3.8%	4.0%
Retail Trade	10.3%	10.0%	9.8%	11.0%
Transportation / Utilities	8.6%	8.0%	6.6%	5.4%
Information	2.1%	2.0%	1.6%	1.8%
Finance / Insurance / Real Estate	3.3%	5.5%	4.7%	4.7%
Services	32.9%	37.3%	40.5%	44.5%
Public Administration	3.7%	3.9%	4.2%	3.3%
EMPLOYED BY OCCUPATION				
White Collar	43.7%	50.9%	51.2%	54.4%
Management / Business / Financial	11.3%	10.4%	10.3%	10.7%
Professional	12.6%	14.5%	16.2%	19.9%
Sales	7.3%	9.1%	9.5%	10.4%
Administrative Support	12.6%	16.9%	15.2%	13.5%
Services	18.6%	18.2%	17.3%	16.6%
Blue Collar	37.7%	30.9%	31.5%	29.0%
Farming / Forestry / Fishing	0.0%	0.0%	0.1%	0.3%
Construction / Extraction	8.1%	7.6%	7.2%	5.8%
Installation / Maintenance / Repair	5.7%	5.8%	6.3%	3.9%
Production	14.2%	10.8%	11.0%	10.8%
Transportation / Material Moving	9.7%	6.8%	6.9%	8.1%
TRANSPORTATION				
Means of Transportation to Work				
Drove to Work Alone	81.7%	84.8%	86.5%	83.1%
Carpooled to Work	12.9%	9.8%	9.2%	11.2%
Walked to Work	2.7%	0.6%	0.6%	1.5%
Other Means	0.7%	0.6%	0.5%	0.7%
Work at Home	0.7%	3.5%	2.7%	2.5%
Travel Time to Work				
Average Travel Time to Work (in min)	27.3	26.9	25.4	21.4
< 19 Minutes	20.5%	26.7%	31.8%	50.8%
20 to 24 Minutes	26.4%	21.6%	20.9%	16.7%
25 to 34 Minutes	26.4%	7.7%	8.1%	4.7%
35 or more Minute	26.7%	15.6%	17.7%	14.1%

Economic Development Indicators	Town of Lakeville	2.5 Mile Radius	5 Mile Radius	10 Mile Radius
EDUCATION by TRADE AREA				
% No High School Diploma	17.5%	11.7%	11.1%	15.4%
% High School Graduate	46.5%	44.9%	41.7%	37.1%
% Some College no Degree	19.8%	23.1%	21.9%	20.4%
% Associate Degree	5.3%	5.5%	7.7%	6.8%
% College Graduate	8.8%	10.8%	11.7%	12.6%
% Graduate / Professional Degree	2.3%	4.1%	6.0%	7.7%
	36.2%	43.5%	47.3%	47.5%
EDUCATION by ADJACENT DISTRICTS	Union North United School Corporation	John Glenn School Corporation	Penn-Harris- Madison School Corporation	Bremen Public Schools
School Age Children in District				
Ages 5-17	1,446	1,890	11,917	1,824
Elementary Age Children (5-10)	642	874	5,590	826
Total School Aged Children Enrolled in District				
Total Students Enrolled	1,331	1,818	10,612	1,461
Elementary Age Children (K-5)	584	761	4,719	667
Middle School Age Children (6-8)	328	448	337	2,549
High School Age Children (9-12)	412	752	568	4,182
% Enrolled of School Age Children Enrolled in District				
Ages 5-17	92%	96%	89%	80%
Elementary Age Children (5-10)	91%	87%	84%	81%
Housing Units in District	3,054	3,798	24,379	3,423
Total Students per Housing Unit				
In School District	0.44	0.48	0.44	0.43
Total in Area	0.47	0.50	0.49	0.53
Elementary Students per Housing Unit				
In School District	0.21	0.20	0.19	0.19
Total in Area	0.19	0.23	0.23	0.24
Performance				
Students Passing Math/English Assessment	59.1%	70.3%	73.6%	63.7%
Graduates	85.6%	92.6%	87.5%	92.3%
Graduates that Passed Advance Placement Exam	2.6%	10.0%	28.6%	1.9%

ECONOMIC GROWTH AND SUSTAINABILITY GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

GOALS:

Diversify the employment mix of Lakeville and its trade area to include more jobs in new growth industries both in and outside of the area.

Maintain and grow the existing light industrial base in the community.

Capture second tier retail and service jobs that are generated by new residents, tourism and growing employment centers in and near the Town of Lakeville.

Improve access and reduce the cost to employees working in employment centers that require longer commutes, especially for new growth industry jobs located outside of the local area.

POLICIES:

Retain existing employment base by supporting existing employers.

Focus economic development resources on employers that are in job categories that the community can be competitive in and that are growth segments.

Develop and Promote Lakeville as:

The center of services that also offers expanded excursion options for visitors to the area, especially those visiting Potato Creek State Park.

A community at a crossroads with access to the regional market that is an affordable place to locate small or large businesses.

A convenient hub for working families that provides easy access to regional employment centers and a good quality of life.

IMPLEMENTATION STRATEGIES:

The Town should include economic development as one of the focus areas of the Community Development Corporation as recommended under Housing.

The Town should ensure that Economic development is a local public, not for profit and private partnership funded by all three sectors of the community.

The Town should prepare strategies for:

Developing agribusiness land along State Road 4 near the new US31 interchange as an employment growth area that provides jobs to Lakeville residents and the region.

Developing commercial land along the old US 31 corridor from downtown to State Road 4 as a retail goods and services growth area serving residents, employees and visitors based on demand.

Marketing plans that promote the benefits of Lakeville to employers, celebrates the presence of existing employers and promotes “home grown” businesses.

Facilitating and encouraging entrepreneurial enterprises that can grow the local economy.

Exploring and activating programs that shorten commute times through ride sharing, park and ride, transit, or other commuter programs that reduce the cost and time burden of working outside the area.

EDUCATION

While Lakeville's educational attainment and graduation rates are similar to the state overall, regionally both the town's (see Education by Trade Area Table at right) and school corporation's (see Education by Adjacent Districts at right) performance is lower than its neighbors. Employers in all categories (industry, service, etc.) pay close attention to the education and skill levels of the labor base in a community during the site selection process. In addition to having land and infrastructure, a community must have a competitive labor base to either grow jobs or attract new employers.



Training and skill development is part of lifelong learning that is demanded by the evolving workplace.

Education Indicators	Town of Lakeville	2.5 Mile Radius	5 Mile Radius	10 Mile Radius
EDUCATION by TRADE AREA				
% No High School Diploma	17.5%	11.7%	11.1%	15.4%
% High School Graduate	46.5%	44.9%	41.7%	37.1%
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% Associate Degree	5.3%	5.5%	7.7%	6.8%
% College Graduate	8.8%	10.8%	11.7%	12.6%
% Graduate / Professional Degree	2.3%	4.1%	6.0%	7.7%

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Elementary Age Children (5-10)	91%	87%	84%	81%
Housing Units in District				
Total Students per Housing Unit	3,054	3,798	24,379	3,423
In School District				
In School District	0.44	0.48	0.44	0.43
Total in Area	0.47	0.50	0.49	0.53
Elementary Students per Housing Unit				
In School District	0.21	0.20	0.19	0.19
Total in Area	0.19	0.23	0.23	0.24
Performance				
Students Passing Math/English Assessment	59.1%	70.3%	73.6%	63.7%
Graduates	85.6%	92.6%	87.5%	92.3%
Graduates that Passed Advance Placement Exam	2.6%	10.0%	28.6%	1.9%

EDUCATION
GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

GOALS:

- Support new skill development for adults in the Lakeville trade area.
- Increase the local high school graduation rate.
- Improve the performance of students on assessment test and placement exams.
- Be on par with or have better performance than surrounding school districts.

POLICIES:

- Take a value added approach to improving education, focusing on going beyond expectations and providing something more while adding limited cost.
- Since a rising tide raises all boats, take a district-wide collaborative approach to improving educational performance.
- Make it easier to access education by providing transportation options that take advantage of the proximity to South Bend and other communities with post secondary education institutions.

IMPLEMENTATION STRATEGIES:

- The Town should pool resources within the School District to start and fund an educational attainment program that focuses on both adult and youth education.
- The Town should celebrate educational attainment and continuing education in the community.
- The Town should increase the number of advanced education opportunities for youth and adults by encouraging and assisting institutions to locate classes in the community



Administration Building



LaVille Jr-Sr. High School



LaVille Elementary School

TAX BASE

With recent changes in Indiana property tax laws and the increasing cost of providing basic governmental services for all taxing districts (municipal, schools, libraries, etc.) the importance of understanding and managing community growth with an awareness of the fiscal benefits of land use is important. This is not a new subject, communities (especially school corporations) often debate the fiscal benefits of certain land uses. Generally, the concept is to take a balanced approach to building a better community by including enough development that generates higher fiscal benefits to balance lower performing uses. This is an important issue for communities that have or are trending towards higher percentages of residential land uses. The diagram at the right illustrates this point:

A number of studies indicate that different types of land uses demand various levels of municipal services, such as schools, fire/police protection, sewer and water, road infrastructure, etc. Because of this range in demand for services and in turn municipal expenditures, it is important for communities to evaluate the composition of their tax base. The costs of services and infrastructure must be balanced against revenue.

Land Use Fiscal Hierarchy:

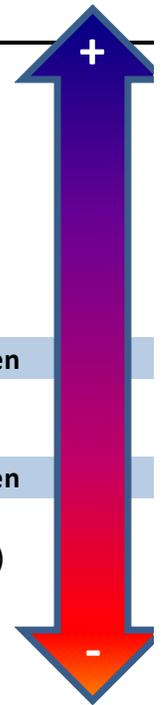
Research Office Parks
 Office Parks
 Industrial Development
 Garden Apartments (Studio / 1 Bedroom)
 Age-Restricted Housing
 Garden Condominiums (1-2 Bedrooms)
 Retail Facilities

Municipal Break Even

Expensive Single-Family Homes (3-4 bedroom)
 Townhomes (2-3 bedrooms)

School District Break Even

Townhomes (3-4 bedrooms)
 Inexpensive Single-Family Homes (3-4 bedrooms)
 Garden Apartments (3+ bedrooms)
 Mobile Homes



Notes:

The order of this hierarchy will vary according to the local tax policy and assessed valuations by land use.

Some Rules of Thumb:

- a. Generally, most non-residential land uses are fiscally superior
- b. The break-even varies with type of service district, e.g., municipal district, school district.
- c. Generally, low to moderate income residential development does not pay its way.
- d. A model like this should be tailored to a particular jurisdiction before used in to make detailed decisions.

Source: Robert W. Burchell, Center for Urban Policy Research State University of New Jersey.

TAX BASE
GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

GOALS:

Take a comprehensive approach to economic development by improving the quality of life and appeal of Lakeville as a rural town by focusing on building a better community not just creating jobs thus increasing the community's competitive edge for 'new industry' jobs.

Achieve a property tax base that supports the cost of local government services, both municipal and education.

Capture the benefit of economic growth to support the governmental services that make it possible.

Increase the number of employment opportunities to residents in the Lakeville trade area.

POLICIES:

Make creating jobs a top priority to support economic growth of the Town of Lakeville and its trade area.

Support the development of employment centers that are located on land that is best suited for and serves each industry sector (manufacturing, services, retail, etc.) well.

*A **Tax Base** is the total assessed value of all income and property that is present within a given community. Determining that value helps make it possible to calculate taxes that are due on the resources of the community, and thus create the primary revenue stream for the function of the government and associated social services.*

Manage the land use based on an understanding of the hierarchy of fiscal impact to assure tax revenues that support governmental services.

Assure that the community gets a return on its investment by responsibly leveraging economic development tools such as tax abatement, TIF Districts, etc.

IMPLEMENTATION STRATEGIES:

The Town should form a strong alliance with the local economic development authority and other state resources for supporting, growing, and attracting local industry and thus generating demand for housing and commercial development.

The Town should work with county planning to strategize the location and quantity of land zoned for commercial uses to achieve preferred community development and be prepared to accommodate demand.

The Town should explore opportunities to diversify the local tax base to include alternatives to municipal funding in addition to property taxes.

DAILY GOODS AND SERVICES

Through community surveys, public meetings, and interviews, the community has expressed an interest in attracting key daily goods retailers and service providers. These offerings are a key component of any town, village or district of a larger community that wants to offer its residents convenient access to the goods and services they expect to use on a daily basis.

Management at Potato Creek has also expressed an interest in similar kinds of retail and services that could fulfill the needs of their visitors. In addition to the local resident market, the visitor influx of this seasonal market could provide an important bump in projected demand. The presence of employment centers (see following Economic Growth and Sustainability section) and other demand generators are also contributors to the demand side of the retail and services analysis.

Within the retail industry a cluster of retail serving these needs is often defined as a Neighborhood Center. The International Council of Shopping Centers has described this type of center as follows:

This kind of retail center is designed to provide convenience shopping for the day-to-day needs of customers in the immediate neighborhood.

- Roughly half of these centers are anchored by a supermarket, while a third have a drugstore anchor.



Downtown retail offers a distinctly walkable shopping experience.



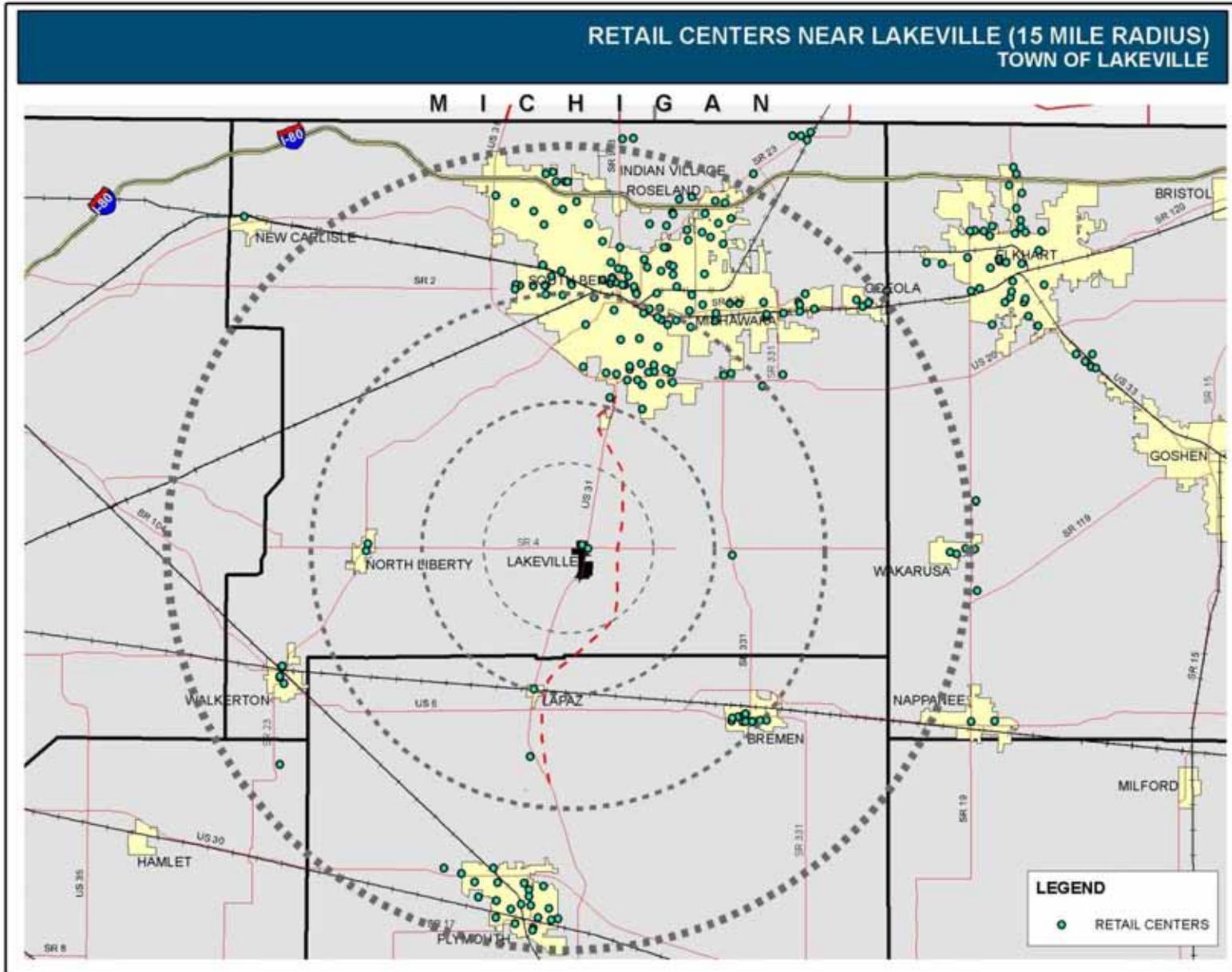
Family Dollar is a typical general merchandise retailer.

- These anchors are supported by stores offering drugs, sundries, snacks and personal services.
- They are typically open air with a design treatment that ties the area and site together.
- Square footage of retail including the anchor is between 30,000 to 150,000 square feet.
- Total acreage if all uses are on a single site is 3 to 15 acres.
- The share of the centers total square footage that is attributable to the anchor is 3- to 50%.
- About 60 to 80% of the center's sales originate from about a 3 mile radius or the primary trade area, though this area will need to increase in a rural setting like Lakeville.

For the Town of Lakeville to provide a more extensive supply of daily goods and services it will need to attract the majority of the demand from its 3-mile trade area and ideally for a sizeable portion of the 5-mile trade area.

Lakeville's potential market in a 3-mile radius is 2,340 resident/925 households and for 5-miles about 6,555 residents/2,490 households. The competition for the demand generated by this population within 10 to 15 miles includes one major retail cluster (South Bend) and several other minor clusters (Plymouth, Bremen, and Wakarusa). Competition for Lakeville's daily goods and services dollars is strong and, based on travel time, close enough to be considered convenient especially when you consider the diversity of retailers located in the larger centers.

What can we do? ECONOMIC PLAN



What can we do? ECONOMIC PLAN

Retail MarketPlace Profile - Lakeville, IN

The Retail Market Profile (at right) illustrates how demand and supply shift from a retail gap with positive retail opportunity or leakage (sales are going outside the trade area) to significant negative opportunity or surplus (sales are drawn into the trade area) as the trade area expands to include competing centers for many types of retailers (or Industry Groups in the table). With a Leakage/Surplus Factors this high in the 10-mile trade radius it is evident that South Bend and other competing centers have a dramatic ability to attract demand even from an underserved rural community like Lakeville.

Summary Demographics	Ring: 2.5 miles radius			Ring: 5 miles radius			Ring: 10 miles radius					
	2010 Population	2010 Households	2010 Median Disposable Income	2010 Per Capita Income								
2010 Population	2,392	926	\$40,198	\$22,840	6,551	2,491	\$42,434	\$23,820	88,691	34,495	\$39,162	\$23,090
2010 Households												
2010 Median Disposable Income												
2010 Per Capita Income												
Industry Summary	Retail Gap (Demand - Supply)	Surplus / Leakage Factor	Number of Businesses	Retail Gap (Demand - Supply)	Surplus / Leakage Factor	Number of Businesses	Retail Gap (Demand - Supply)	Surplus / Leakage Factor	Number of Businesses			
Total Retail Trade and Food & Drink (NAICS 44-45, 722)	\$13,749,365	38.6	20	\$28,572,796	28.3	42	-\$389,328,708	-19.5	574			
Total Retail Trade (NAICS 44-45)	\$13,626,579	47.8	11	\$25,688,537	30.3	28	-\$413,228,331	-23.2	418			
Total Food & Drink (NAICS 722)	\$122,786	1.7	9	\$2,884,259	17.8	14	\$23,899,623	11.0	156			
Industry Group	Retail Gap	Surplus / Leakage Factor	Number of Businesses	Retail Gap	Surplus / Leakage Factor	Number of Businesses	Retail Gap	Surplus / Leakage Factor	Number of Businesses			
Motor Vehicle & Parts Dealers (NAICS 441)	\$5,148,552	100.0	0	\$8,295,577	44.1	3	\$8,395,173	2.6	60			
Automobile Dealers (NAICS 4411)	\$4,258,014	100.0	0	\$8,589,169	61.1	2	\$7,862,808	2.9	37			
Other Motor Vehicle Dealers (NAICS 4412)	\$461,283	100.0	0	\$1,045,042	83.2	1	\$3,095,641	13.7	11			
Auto Parts, Accessories, and Tire Stores (NAICS 4413)	\$429,255	100.0	0	-\$1,338,634	-38.2	1	-\$2,563,276	-8.7	12			
Furniture & Home Furnishings Stores (NAICS 442)	\$661,742	100.0	0	\$1,183,286	51.9	1	\$13,260,736	45.8	18			
Furniture Stores (NAICS 4421)	\$404,286	100.0	0	\$642,121	42.3	1	\$8,929,956	50.4	8			
Home Furnishings Stores (NAICS 4422)	\$257,456	100.0	0	\$541,165	71.0	1	\$4,330,780	38.6	10			
Electronics & Appliance Stores (NAICS 443/NAICS 4413)	\$706,924	100.0	0	\$1,826,470	93.9	1	\$9,952,045	27.0	19			
Bldg Materials, Garden Equip. & Supply Stores (NAICS 444)	\$756,814	72.5	1	\$1,035,106	27.8	7	-\$7,281,799	-11.5	64			
Building Material and Supplies Dealers (NAICS 4441)	\$657,568	69.7	1	\$1,567,738	58.5	4	-\$7,512,667	-13.0	49			
Lawn and Garden Equipment and Supplies Stores (NAICS 4442)	\$99,246	100.0	0	-\$532,632	-51.2	3	\$230,868	4.1	15			
Food & Beverage Stores (NAICS 445)	\$2,671,065	79.2	1	\$6,699,692	74.2	2	-\$153,380,812	-43.6	52			
Grocery Stores (NAICS 4451)	\$2,754,847	100.0	0	\$6,695,589	87.7	1	-\$151,955,622	-45.7	31			
Specialty Food Stores (NAICS 4452)	\$79,657	100.0	0	-\$88,404	-18.5	1	\$149,456	3.2	7			
Beer, Wine, and Liquor Stores (NAICS 4453)	-\$163,439	-30.3	1	\$92,507	10.1	1	-\$1,574,646	-10.9	14			
Health & Personal Care Stores (NAICS 446/NAICS 4461)	\$1,218,028	100.0	0	\$2,531,601	71.0	1	-\$7,650,525	-9.2	28			
Gasoline Stations (NAICS 447/NAICS 4471)	-\$2,482,559	-27.4	3	-\$2,965,063	-14.7	6	-\$23,562,434	-9.9	35			
Clothing and Clothing Accessories Stores (NAICS 448)	-\$152,550	-7.8	3	\$1,086,642	31.3	3	\$16,720,664	41.8	27			
Clothing Stores (NAICS 4481)	-\$14,250	-1.0	2	\$1,009,937	37.4	2	\$14,038,418	43.7	17			
Shoe Stores (NAICS 4482)	-\$233,486	-63.9	1	-\$170,618	-32.6	1	\$920,790	25.9	4			
Jewelry, Luggage, and Leather Goods Stores (NAICS 4483)	\$95,186	100.0	0	\$247,323	100.0	0	\$1,761,456	40.9	6			
Sporting Goods, Hobby, Book, and Music Stores (NAICS 451)	\$296,505	77.5	1	\$686,649	66.0	2	\$6,257,536	40.7	27			
Sporting Goods/Hobby/Musical Instrument Stores (NAICS 4511)	\$119,460	58.1	1	\$223,821	38.8	2	\$3,268,849	51.2	20			
Book, Periodical, and Music Stores (NAICS 4512)	\$177,045	100.0	0	\$462,828	100.0	0	\$2,988,687	33.3	7			
General Merchandise Stores (NAICS 452)	\$3,984,430	100.0	0	\$3,424,533	19.0	1	-\$287,060,809	-51.6	22			
Department Stores Excluding Leased Depts. (NAICS 4521)	\$1,476,872	100.0	0	-\$3,111,786	-27.1	1	-\$14,014,264	-11.7	9			
Other General Merchandise Stores (NAICS 4529)	\$2,507,558	100.0	0	\$6,536,319	100.0	0	-\$273,046,545	-62.5	13			
Miscellaneous Store Retailers (NAICS 453)	\$503,949	75.8	2	\$1,138,099	66.2	3	\$1,171,143	3.5	65			
Florists (NAICS 4531)	\$12,951	23.1	1	\$45,479	37.4	1	-\$140,088	-6.9	9			
Office Supplies, Stationery, and Gift Stores (NAICS 4532)	\$161,651	100.0	0	\$416,389	93.7	1	\$1,464,644	15.9	12			
Used Merchandise Stores (NAICS 4533)	\$10,730	100.0	0	\$33,686	100.0	0	-\$2,126,217	-70.6	11			
Other Miscellaneous Store Retailers (NAICS 4539)	\$318,617	73.0	1	\$642,545	57.5	2	\$1,972,804	10.0	33			
Food Services & Drinking Places (NAICS 722)	\$122,786	1.7	9	\$2,884,259	17.8	14	\$23,899,623	11.0	156			
Full-Service Restaurants (NAICS 7221)	-\$763,829	-22.0	6	\$913,214	14.7	7	\$8,388,204	10.3	71			
Limited-Service Eating Places (NAICS 7222)	\$1,151,114	49.9	1	\$2,358,159	34.6	3	\$14,380,721	14.3	45			
Special Food Services (NAICS 7223)	-\$278,684	-35.7	1	-\$843,170	-38.9	3	\$343,801	2.1	14			
Drinking Places - Alcoholic Beverages (NAICS 7224)	\$14,185	2.6	1	\$456,056	43.9	1	\$786,897	4.3	26			

Data Note: Supply (retail sales) estimates sales to consumers by establishments. Sales to businesses are excluded. Demand (retail potential) estimates the expected amount spent by consumers at retail establishments. Supply and demand estimates are in current dollars. The Leakage/Surplus Factor presents a snapshot of retail opportunity. This is a measure of the relationship between supply and demand that ranges from +100 (total leakage) to -100 (total surplus). A positive value represents 'leakage' of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area. The Retail Gap represents the difference between Retail Potential and Retail Sales. ESRI uses the North American Industry Classification System (NAICS) to classify businesses by their primary type of economic activity. Retail establishments are classified into 27 industry groups in the Retail Trade sector, as well as four industry groups within the Food Services & Drinking Establishments subsector.

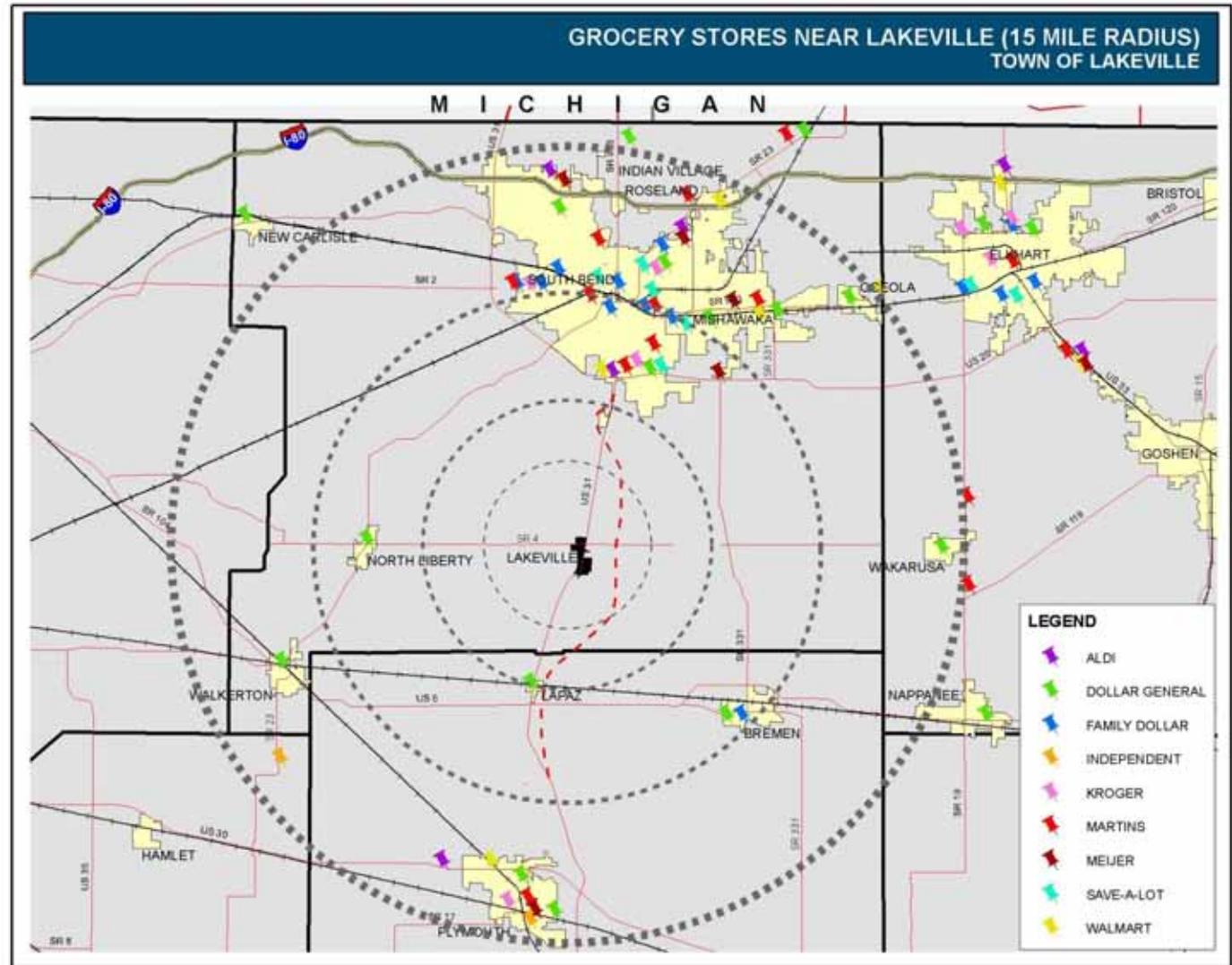
Sources: Esri and Infogroup.

Other factors affect decisions by both independent and national retailers (both franchise and corporately owned) to locate in a market. National retail chains all have their own location criteria that help them determine the viability of a proposed site. These include population, traffic count, median income, co-tenancy, store and site size/location.

DAILY RETAIL GOODS

While it was not the one of the top four priorities selected in the community meeting, gaining a full service grocery store was identified as a prominent need. As a potential anchor for attracting more daily goods and services, it is an important quality of life imperative that Lakeville focuses on attracting a grocery store.

The following table explores the available criteria provided by several grocery stores that either already serve surrounding communities or have been mentioned as candidates during the planning process. We have excluded major chains such as Martins and Kroger's, which had demographic and other criteria significantly greater than available in Lakeville.



What can we do? ECONOMIC PLAN

Prospective Grocery Store Site Criteria										
Grocery Store	Store Description	Retailer	Population	Income	Location	Co/tenancy Desired	Traffic	Store Size	Land Size	Other
ALDI	Discount grocer that is very particular about its locations. Stores are corporately owned. 1,000 stores in 31 states including Indiana.		35,000+ within 3 miles, cities of 20,000+, counties of 40,000+.	Not provided.	Development lots or pads preferred. In community or regional shopping districts	Inline or end-cap space considered.	Signalized, full access intersection preferred.	17,385 square feet store.	2.0 or more acres.	
Save-A-Lot	Smaller discount grocer that locates its stores within a mile or two of where its customers live and work. Over 70% of stores owned by independent retailers. 1,200 stores in 39 states including Indiana.	Net worth of at least \$1 million. Cash liquidity of \$300k. Local knowledge, relationships and expertise in consumer preferences.	At least 35,00 in primary trade area, 20,000 in rural areas.	Median household income of \$45,000 or less.	Free standing or in-line.	Desired.	15,000 ADT	10,000 to 20,000 square feet.	2+ acres.	High percentage of families with children.
IGA	IGA stands for Independent Grocer Alliance and is located in smaller towns and cities in America. The company uses the "Hometown Proud Supermarket" slogan. IGA retailers have the exclusive license to sell IGA Private Brand products. Stores are owned by independent retailers. 1,250 stores in 46 states including Indiana with 3,500 more in 40 countries. IGA comprises 12% of the 24% of independently owned grocery stores.		Average shopper is 59 years old.	Not provided.	Varies ... not provided.	Varies ... not provided.	Good traffic count.	Average store is 20,000 square feet.	1.2 acres or more.	
Family Dollar	A small format corporately owned general merchandise store that offers a mix of products customers use every day including apparel, paper and food products. A typical Family Dollar has 2,000 customers per week. Has 6,800 stores in 44 states including Indiana.		Trade area 25,000 households or 6,000 people; 10,000 in 2-mile radius desirable.	Low to middle income, less than \$40,000 per year.	Food store anchored neighborhood shopping center, convenience strip centers, freestanding building and storefront locations.	Inline or end-cap space considered.	Corner location preferred.	7,000 to 10,000 square feet.	1.2 acres or more.	
Dollar General	A small format corporately owned general merchandise store that offers a mix of products customers use every day including apparel, paper and food products. Has 9,000 stores in 35 states including Indiana, mostly located in small to mid-sized communities.		Trade area population of at least 4,500.	Median household income of less than \$75,000.	Located on a retail corridor with high visibility and full ingress/egress. Within 5 miles of customer's homes.	Shopping center and freestanding acceptable.	Good traffic count.	9,000 square feet.	0.25 acre site.	

What can we do? ECONOMIC PLAN

In summary, findings from this inventory, the Gap Analysis and other sources on goods and services retailers include:

- The Lakeville Trade area is losing available demand to trade areas with significantly larger supplies of retail goods and services.
- As a small market, Lakeville is unlikely to capture leakage in certain retail categories such as electronics, car sales, and office supplies even if there is a retail gap for the trade area.
- The supply of grocery stores in the 10 mile radius (see map on previous page) has drawn significant demand from surrounding areas including Lakeville. This will require a more localized business model for a new grocery to succeed based on current and projected demographics.
- Demographics do not appear to support large and medium sized grocery stores at this time.
- Lakeville is an appealing market for smaller general merchandise stores (Dollar General, Family Dollar, etc.) that offer a variety of consumer goods including food.

DAILY GOODS & SERVICES / DAILY RETAIL GOODS GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

GOALS:

In the short term, target a retailer suited to the local demographics.

In the long term, grow the demographics to better support the medium-sized independent grocery that the community desires.

Long term next step, complete the neighborhood retail package by attracting supporting retailers.

POLICIES:

Plan to meet the needs of a projected population for the community.

Avoid an oversupply of retail that could dilute and weaken an emerging market.

Put Lakeville at the crossroads, where retail likes to be, by pursuing land use policies that bring market to and through the town's retail core.

Retail follows rooftops, so recognize the correlation between housing growth and the ability to secure new retail when marketing to prospective retailers.

Seek a balance between charm and the walkability of downtown the vehicular convenience, and the expectations of suburban-formatted retailers.

IMPLEMENTATION STRATEGIES:

The Town should zone no more than 15 acres of land overall for retail until demand proves the need for more.

The Town should concentrate neighborhood-serving retail land predominately along the old U.S. 31 corridor to retail and other commercial uses.

As an activity generator and a buffer, situate retail between residential areas, employment centers and access to major arterials such as the new U.S. 31 alignment.

Set a goal of 100 new family households in 25 years to support increased neighborhood goods and services.

HEALTH CARE

Changes in the health care market in the past decade and into the future are likely to continue due to the cost of health care, an aging population, and changing policies. Residents of Lakeville and its surrounding area have a need and thus a spending potential consistent with other US communities. Issues that affect the appeal of the area to health care providers are the size of the market and the number of residents covered by a company health care plan.

Health Care Indicators	Town of Lakeville	2.5 Mile Radius	5 Mile Radius	10 Mile Radius
HOUSEHOLDS	264	920	2,499	34,902
SPENDING POTENTIAL INDEX				
Health Care	100	98	98	91
Care fore Elderly or Handicapped	101	115	110	110
HOUSEHOLD EXPENDITURES				
Health Care:				
Average Amount Spent	\$3,733	\$3,672	\$3,639	\$3,348
Total	\$985,406	\$3,378,600	\$9,092,993	\$116,863,619
Care for Elderly or Handicapped:				
Average Amount Spent	\$193	\$83	\$80	\$79
Total	\$19,307	\$76,652	\$198,734	\$2,747,875
SENIOR CITIZENS				
Age 65 - 74	6.4%	9.5%	8.3%	6.6%
	35	225	547	5,514
Age 75 - 84	7.9%	5.4%	4.7%	5.0%
	43	128	310	4,177
Age 85+	2.6%	1.5%	1.4%	2.5%
	14	36	92	2,088
Total	16.9%	16.4%	14.4%	14.1%
	92	389	949	11,779
* The Spending Potential Index is household based, and represents the amount spent for a product or service relative to a national average of 100.				
Source for Above: ESRI forecast for 2010; U.S. Bureau of the Census, 200 Census of Population and Housing.				

Market Dynamics include:

Private Practices (independently owned businesses):

- Will generally not be viable in the next seven to ten years due to demographic shifts (the growth in Medicare patients) and cost trends in the industry.
- Are very hard to start up due to capital cost and other start up costs. Like any start-up business, the owner(s) may have to invest up to 3 years or more to build up a profitable business. Start up-owners are often younger medical professionals.
- May start by purchasing an existing practice, if available, as one approach for a health care provider to establish themselves in an existing market.
- NOTE: Dental and optical practices are typically independent businesses, though they are confronted with the same issues as other medical professionals.

Hospital or Health Network Affiliated Practices:

- This is becoming the predominant form of medical practice due to the complexity and cost of starting a new independently owned practice.
- Under this business, model health care professionals are employees that can be described as individual profit centers that act somewhat independently and are typically working to fulfill benchmark expectations.
- This model provides a salary with benefits to all employees in the practice.
- Start-up costs, while still an important business issue, are carried by the “network” and not an independent business owner.
- NOTE: Dental and optical practices are usually not included in this model. Nevertheless, other business models such as franchises are more common.

HEALTH CARE GOAL, POLICY, AND IMPLEMENTATION STRATEGIES

GOAL:

Attract one new physician and dentist for every 5,000 residents in the Lakeville trade area.

POLICY:

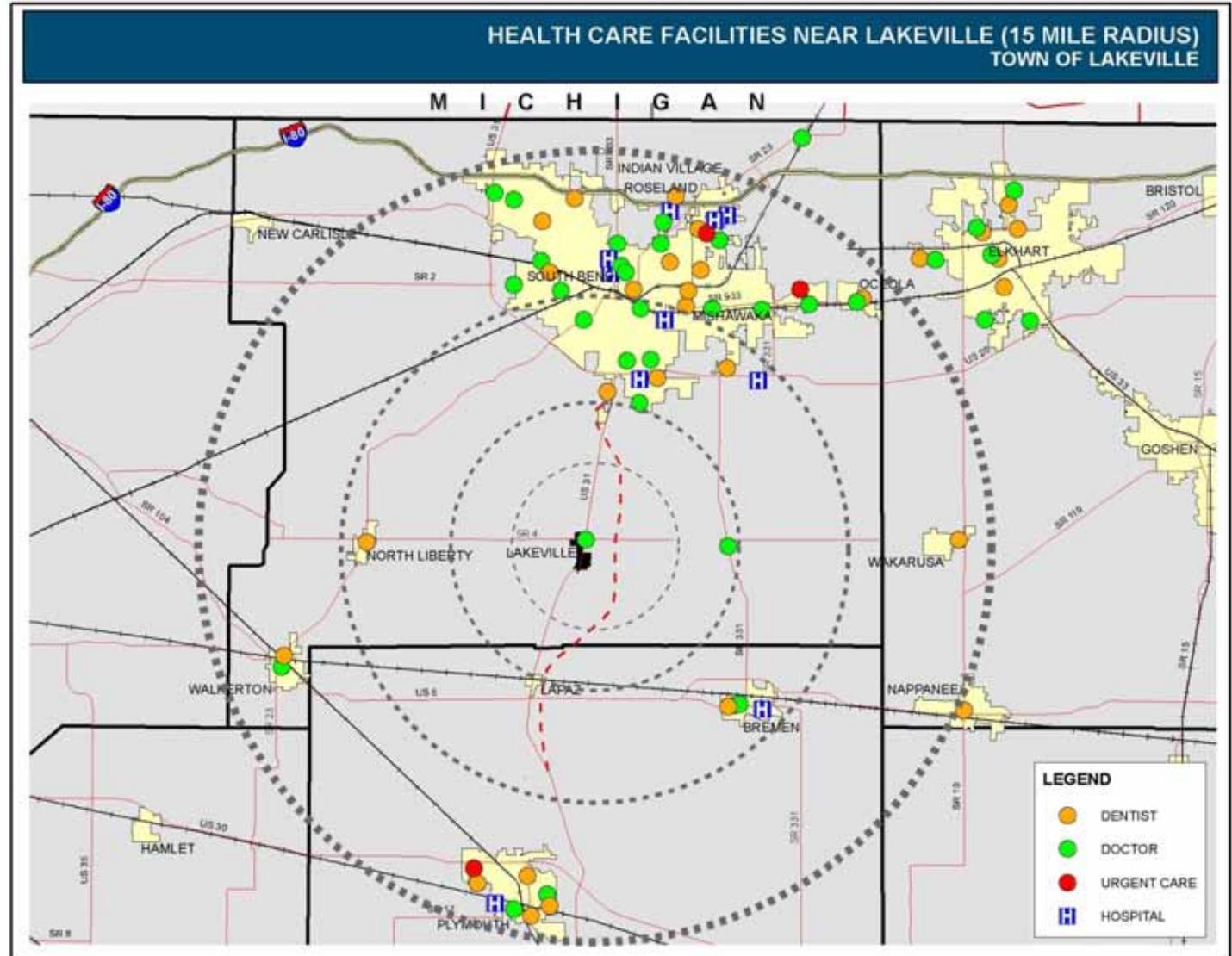
Make start ups easier for medical professionals to set up practices that locate in Lakeville.

IMPLEMENTATION STRATEGIES:

Find champions willing to assist in funding and attracting medical professionals.

Pursue a relationship with a regional health network such as Memorial Hospital.

Purchase and provide a site for a local clinic or building that can support medical practices attracted to the community.



DAY CARE

In contrast to health care, the spending potential index for Lakeville and the surrounding trade area is generally lower than the national average. This is supported by the average amount spent by households and the number of households with children.

Market Dynamics include:

Types of Day Care in Indiana

- Licensed Child Care Center – a non-residential facility.
- Licensed Child Care Home – a residential structure.
- Unlicensed Registered Child Care Ministry – a facility operated by a church or religious ministry exempt from federal income taxation.

Issues for families needing Day Care Services

- According to the Bureau of Labor Statistics
 - Only 13% of all families fit the traditional model of husband as the wage-earner and wife as home-maker; both husband and wife often work outside the home.
 - 6 of every 10 mothers with children under 6 are employed in the labor force, participation of women in childbearing years continues to expand.
- More employees are working nights and weekends in jobs such as janitorial, hospitality, health care, customer service and technical support.
- More than a third of families use more than one day care option, such as day care centers part of the time and friends, neighbors or relatives on other occasions.

- US National average for full time day care is \$611 per month.
- Ways for a family to reduce day care cost include:
 - Flexible Spending Accounts: A payroll deduction that allows you to put aside up to \$5,000 (\$2,500 for married individuals filing separate returns) before taxes to pay for dependent care expenses.
 - A Tax Deduction: The IRS offers a 20 to 35 percent deduction on up to \$3,000 (\$6,000 if you have two or more children) of qualifying childcare expenses accrued in a year. If your AGI is \$15,000 a year or less, you are eligible for the full childcare tax credit; if it's more than \$43,000, the figure drops to 20 percent. So if you earn \$45,000 a year and spend \$6,000 on childcare for two children, the tax credit equals \$1,200.
 - Utilized not for profit providers such as community centers, youth centers, and child care ministry.

Child Care Indicators	Town of Lakeville	2.5 Mile Radius	5 Mile Radius	10 Mile Radius
FAMILIES	142	666	1,847	22,642
SPENDING POTENTIAL INDEX*	63	77	86	81
FAMILY EXPENDITURES				
Average Amount Spent	\$539	\$492	\$535	\$570
Total	\$76,576	\$327,709	\$988,765	\$12,913,855
AGE CATEGORIES				
Under 5	4.6%	5.0%	5.8%	7.3%
	25	119	382	6,098
Age 5 - 9	4.6%	5.4%	6.2%	7.1%
	25	128	409	5,931
Age 10 -14	4.6%	6.2%	6.9%	7.0%
	25	147	455	5,848
Teens	6.8%	7.4%	7.3%	6.9%
	37	176	481	5,764
Total	13.8%	16.6%	18.9%	21.4%
	75	394	1,246	17,877

* The Spending Potential Index is household based, and represents the amount spent for a product or service relative to a national average of 100.

Source for Above: ESRI forecast for 2010; U.S. Bureau of the Census, 2000 Census of Population and Housing.

Diversity of the Types of Services often needed:

- Full-time care during traditional weekday hours
- After-school care
- Non-traditional house (very early mornings, evenings, overnight care, weekdays and / or weekends)
- Drop-in or on-demand care, either during traditional or non-traditional hours
- Part-time care
- Parents' night out (weekend evening care)
- Age-based care
- Transportation (to and from school and / or home)

Start-up and Operations Issues for Day Care Centers:

- The Lakeville trade area's Child Care expenditures are well below national averages, suggesting limited resources in households with children.
- Like any small business start-up, reaching operational revenue goals may take 3 or more years. This applies to not-for profits too.
- The cost of carrying the business until the performance revenue benchmark is achieved is an important capitalization "cost".
- The cost of capitalizing the business can vary based on type and can vary from tens of thousands of dollars for home care and ministries to major investments for child care center franchises like Kindercare.
- The high rate of attrition in the child care business is driven in large part by the fact that many caregivers do not succeed in achieving financial goals and an acceptable return on investment.
- Indiana requires certified caregiver-to-child ratios that set staffing needs and thus directly affect the pricing of services. Without grants or other funding subsidies this can mean costs exceed the fees the local market can support.

DAY CARE

GOAL, POLICIES, AND IMPLEMENTATION STRATEGIES

GOAL:

Assure that for families that need day care; they have affordable options appropriate to their needs.

POLICIES:

Finding a solution to day care is a community problem, not just a problem for families.

Day care should be a learning and development opportunity that is part of Lakeville's 'small town charm'.

The solution to day care in the community will be a collaborative multifaceted program.

What can we do? ECONOMIC PLAN

IMPLEMENTATION STRATEGIES:

Implementation – due to the diversity of needs, no one solution is the answer.

The Town should complete a needs assessment and feasibility study to better understand the demand, pricing, and competing supply issues. Other factors include commuting patterns of area workforce, suitably zoned land, age categorized needs (young children, teens, special needs and adults) and availability of certified providers.

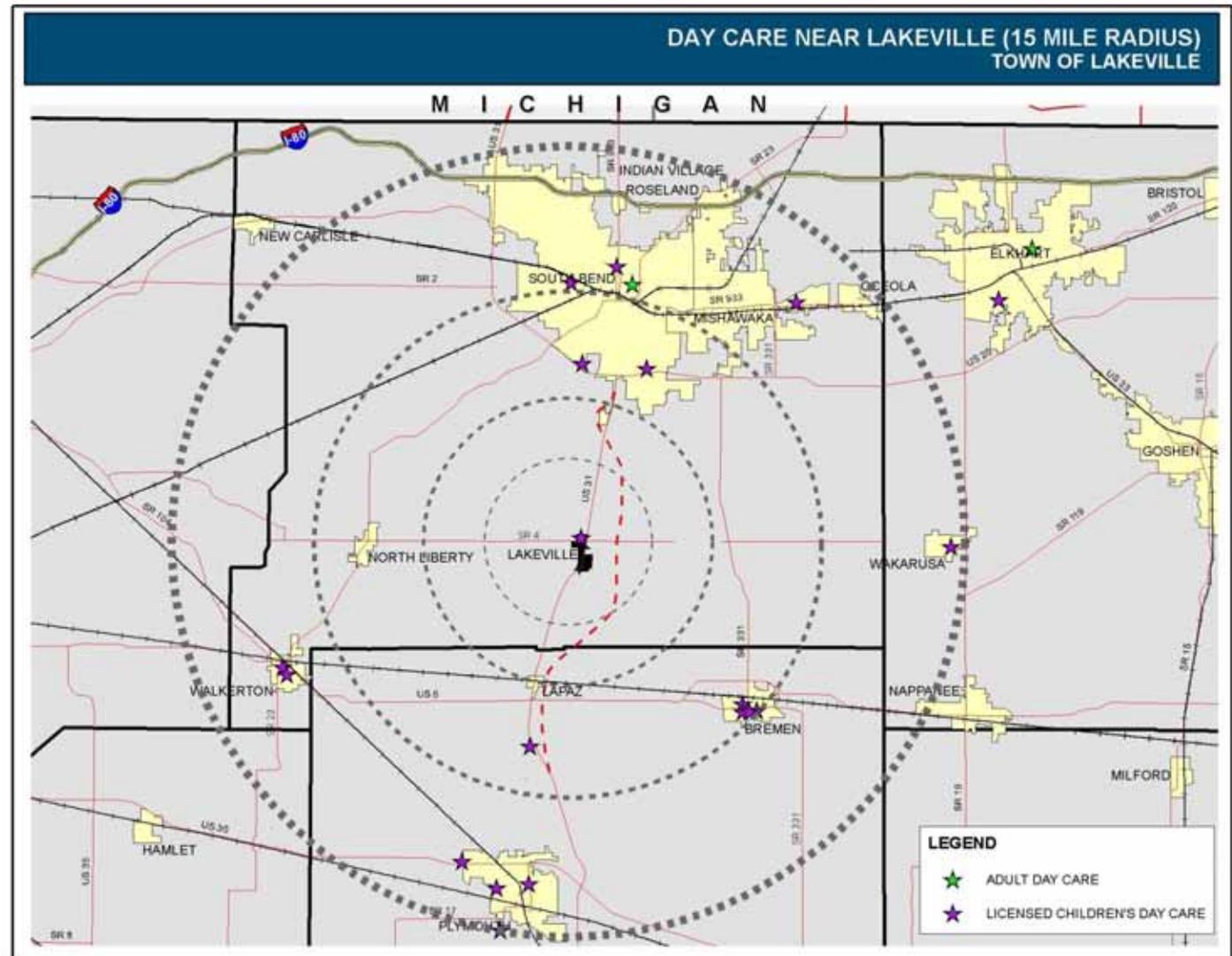
The Town should work with local faith based institutions to establish child care ministries.

The Town should assist local entrepreneurs to start a day care business.

The Town should identify owners of franchise day cares and determine their benchmarks for start up.

The Town should work with local public school officials to fund full time kindergarten in Indiana.

The Town should purchase and provide a site for a local not-for-profit run day care center.



U.S. HIGHWAY 31 BYPASS

The reconstruction of U.S. 31 as a new terrain limited access road in a new alignment east of town includes the development of an interchange at State Road 4 (S.R. 4). This interchange is the Town of Lakeville's connection to this major transportation improvement and the opportunities it will offer. With this opportunity comes changes in the transportation network within the community and how it is connected to the region. These include:

- State Road 4 will have an increased role in serving transportation needs and thus will be improved to support a greater amount of traffic. Improvements that are part of the U.S. Highway 31 Bypass will better support existing traffic and traffic redirected to the bypass in lieu of the current road alignment.
- The existing U.S. 31 alignment will serve more localized traffic and see a reduction in traffic count. This corridor, which travels through the heart of town, will likely support smaller amounts of commercial traffic traveling through the area.

This transportation infrastructure change will affect land use and private speculation decisions that will eventually shape the character and functionality of the community. A critical question that the community needs to address when evaluating how to benefit from this opportunity is:

“How will the development responses in Downtown and at the new Interchange shape the quality of life in Lakeville, its sustainability as a community and its role/identity in the region?”

This section of this Comprehensive Plan addresses two key areas of interest to the community:

- State Road 4 and the new U.S. 31 Interchange
- Downtown along the old U.S. 31 alignment (see Downtown Plan)

Each of these areas plays an important role in economic opportunity, quality of life, and how the Town of Lakeville intends to embrace the new opportunities these changes offer.

State Road 4 and the new U.S. 31 Interchange

Historically, interchanges are viewed as opportunities to provide services to travelers using limited access roadways. This opportunity tends to increase when the interchange connects to another major roadway, such as a State Road. The level of development response where these opportunities exist should be evaluated based on:

- the development viability of the land (terrain, flood plains, etc.),
- the demand for services and the proximity to competing centers,
- the availability of utility infrastructure,
- and for Lakeville, the ability to be a gateway to the community.

Viability of the Land

This interchange will be located about one mile from the intersection of S.R. 4 and the old U.S. 31 alignment. It is generally surrounded by farmland that has limited relief, with the exception of the area around Hoffman-Shidler Ditch. The farmland surrounding S.R. 4 is generally well drained level ground that is well suited for large footprint commercial and industrial uses. Current zoning designates much of this land as agricultural.

Demand for Service

This interchange is one of several in the area planned for the new U.S. 31 corridor. State Road 6 to the south and Kern Road to the north will also be served by new interchanges. South Bend and the U.S. 20 bypass will be about 6 miles from this interchange. Both these locations already have significant commercial development at or very close to the interchange that is already serving existing U.S. 31 and State Road traffic.

Currently, State Road 4 has a fairly low traffic count (2500 ADT) well below a threshold viewed as commercially viable. U.S. 31 will likely exceed 20,000 ADT and thus will likely increase the traffic count on the segment of State Road 4 between the interchange and old U.S. 31. While information is not available on the future traffic count for this segment of S.R. 4 it is reasonable to assume that it is not likely to exceed 10,000 ADT, which is low for many commercial activities.

Utility Infrastructure

Implementation of many of the goals of the Lakeville plan will be dependent upon a sound foundation that includes the ability to support development and redevelopment. New land uses recommended in this document will require the provision of municipal sewer and water of adequate capacity, and conversion of green field sites along the proposed development corridor and at the new US 31 interchange. Services available will generate new revenue to the Township, County and Town through increased assessed value. The incremental increase in tax revenue captured thru an interlocally managed TIF district will provide funding for utilities in the development zones then later funding to support community core projects and economic development improvements.

Ability to be a Gateway

This interchange will be the principal gateway to Lakeville and surrounding areas for over 20,000 travelers each day. For those passing by, they will form

an impression of the community by what they can see from the highway. For those existing at S.R. 4 they will immediately form an impression of the quality of life / experience Lakeville has to offer. As the front door to the community, for this audience it will set the tone and make the first impression. A thoughtful response to how this interchange is developed will directly affect how the community is perceived and possibly the long term benefits of the interchange.

Opportunity Analysis

Comparing traffic counts, utilities, and proximity to areas with existing services, the interchange at Lakeville is in a less competitive position than the interchanges to the north and south. These interchanges already serve demand and can quickly provide a new supply of services if needed. This does not preclude the opportunity for some development related for service oriented commercial development, it does mean that the market share needed to justify development is likely to come from growth and increases in the traffic count. *Conclusion: While desirable, development of services at this interchange will likely be limited due to competition from adjacent interchanges with existing services.*

This interchange also provides Lakeville with a more direct opportunity for access to other markets both regional and beyond. Economic Development is a principal reason for the State of Indiana's investment in the construction of a new terrain limited access highway. As discussed in the Economic Plan, what the Town of Lakeville needs in order to be a better community is growth that can attract new residents and support the governmental services that make a community viable. While residential land uses (which this area is currently zoned for), do not provide the greatest fiscal benefit, industrial and commercial do (based on the Indiana's Circuit Breaker Property Tax Law). This new access to markets better positions the Town of Lakeville to capture new employment centers, especially those who need this access. *Conclusion: To leverage the opportunity presented by the S.R. 4 interchange, employment-centered land uses like commercial and industrial land uses should be considered.*

Image and identity can often be underplayed in economic development, though this is changing in this industry. With U.S. 31 leaving town, the question is how will travelers along this corridor get to know Lakeville? The three new rules of real estate are (1) location, (2) access, and (3) visibility. These leads to the following observations:

1. The S.R. 4 Interchange is great; it brings the market to the area and opens up a market.
2. While the S.R. 4 interchange offers access to U.S. 31, access is less direct and it is now more distant from the core of the community.
3. Travelers on U.S. 31 will have glimpses of the community, but not from the S.R. 4 Interchange.

Conclusion: The S.R. 4 Interchange is a critical branding and identity opportunity for the Town of Lakeville and thus all improvements and enhancements, public or private, should be optimized.

U.S. HIGHWAY 31 BYPASS GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

GOALS:

Make the S.R. 4 interchange a gateway experience residents can be proud of, that will bring back visitors and landmark the community for those passing through.

Emphasize the development of employment centers along S.R. 4 leading to the new interchange.

Find a way to improve access to employment centers outside of Lakeville so area residents have the employment options they need and want.

Capture a share of service development along S.R. 4, though consider optional or multiple placement at old U.S. 31 with other retail goods and services.

POLICIES:

Lakeville will work towards the inclusions of amenities that enhance the gateway opportunity that S.R. 4 and its interchange offers the community.

Retail and service uses will be:

- strategically located so they are well situated to support commerce, travelers, and residents.
- limited to uses and development plans that enhance the image and economic viability of Lakeville.

IMPLEMENTATION STRATEGIES:

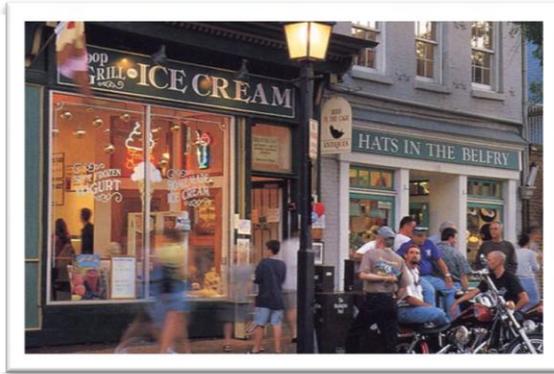
The Town should work to change the zoning of land along the S.R. 4 corridor to commercial and industrial uses in a manner that is proportional to likely demand (avoid oversupplying the market) and prevents intrusive uses (i.e. truck stops, adult entertainment, etc.) while capturing the benefits of the location.

The Town should develop a corridor master plan that defines the amenities that go beyond conventional road improvements for the S.R. 4 Corridor and interchange that will address visibility issues.

The Town should develop a wayfinding and secondary street/trail system that will improve the access to downtown and other key destinations in the area.

The Town, in coordination with the County Redevelopment Commission, should create a Tax Increment Finance (TIF) district along the Pierce Road corridor to the new U.S. Highway 31 interchange to help pay for improvements in that area (see TIF Figure in Downtown section).

A thriving Downtown has something to offer to a diverse audience, the goal being to not become too reliant on one market segment and to effectively transition from one “seasonal cycle” to another.



Downtown is the heart of the community. For small communities like the Town of Lakeville it is expected to serve as the center of daily life providing goods and services that its residents and visitors need and desire. Successful downtowns are the centers of commercial and community activities. This section of the Comprehensive Plan addresses how to best sustain and grow the downtown’s role as the heart of Lakeville.

Changing Times and Changing Roles

Generally, a retail and commercial district does best when it is at a hub, a well traveled path, or a crossroads. Historically, the center of a community started at a location like this. As times change many struggle for survival because the transportation systems that put them “on the map” have lost their meaning or a key economic driver has run its course. Downtown Lakeville used to be at the cross roads of a railroad and a highway. Today, it is three quarters of a mile south of a S.R. 4 and U.S. 31. In the future it will be 1.75 miles from the interchange of S.R. 4 and the new U.S. 31. *Conclusion: Any strategy intended to assure that the downtown is an attractive commercial and community place requires maintaining and building a strong connection to surrounding markets.*

New Role for Old U.S. 31

The challenge for Lakeville is to prosper from U.S. 31’s new limited access alignment. This state-funded infrastructure program will reduce unwanted (mostly truck) commercial traffic from downtown and will redefine the old U.S. 31 alignment as a more locally serving commercial road with a reduced traffic count. The old alignment has offered Lakeville benefits. Nevertheless, today’s steady flow traffic travels through town which local businesses serve or benefit from. At the same time, this through traffic has divided the downtown, the heart of the community, and thus limited its ability to work effectively as a neighborhood serving commercial district. *Conclusion: With the new role for the old U.S. 31 corridor a given, this is an opportunity to calm traffic, accommodate other modes of transportation (bicycles and pedestrians), and slow the pace down so traffic engages the place and its commercial offerings.*

Downtown Evolution

The opportunity is to embrace these changes and find new ways to reposition the downtown as the neighborhood serving district that will make it the center of daily life in the community. The streetscape plan included in this Comprehensive Plan illustrates a viable way to improve the old U.S. 31 public right-of-way in the downtown. Other opportunities exist to locate destinations within the core downtown area. Finally, this comprehensive plan considers how distribution of land uses in the community can benefit downtown while addressing other criteria. *Conclusion: Change is a chance to capitalize on new opportunities and ways to guide development so that the downtown is an even more important hub for the community.*

Downtown Management

Unlike privately owned commercial developments, downtowns do not have unified “property management” that is charged with the responsibility to maintain a viable retail environment. To address this issue many downtowns have become part of the National Main Street Program and/or have formed Business Improvement Districts (some communities have both). These and other formats for managing and promoting downtowns are typically charged with:

1. Providing leadership and organizing downtown stakeholders.
2. Promoting downtown to its customer base (advertising, common business hours, etc.)
3. Planning events and other programming for downtown (festivals, farmers markets, music, etc.)
4. Facilitating development activities and other improvements (new retail, renovation, and public spaces)
5. Managing and maintaining common resources (parking, plaza, streetlights, banners, etc.)

Conclusion: Consistent leadership is needed to assure that a downtown is the place to be, offers what the community wants and needs, and remains connected to its markets, including both residents and visitors.

Entertainment

In addition to youth activities serving families, Lakeville residents desire entertainment for adults. This presents an opportunity for Downtowns which benefit significantly from programmed activities like entertainment. This includes events such as musical performance, art festivals, food and beverage fairs, car shows, and seasonal celebrations. Venues for these events should be provided indoors and outside.

A thriving Downtown has Programming events of all types, is a useful tool for positioning the downtown as the gathering place, and can familiarize customers (visitors and residents) with retail.



Well managed and promoted farmers markets can increase the community's access to fresh produce, be a social gathering, and be part of a visitor's experience.

TOWN GATEWAY SIGNAGE AND CORRIDORS

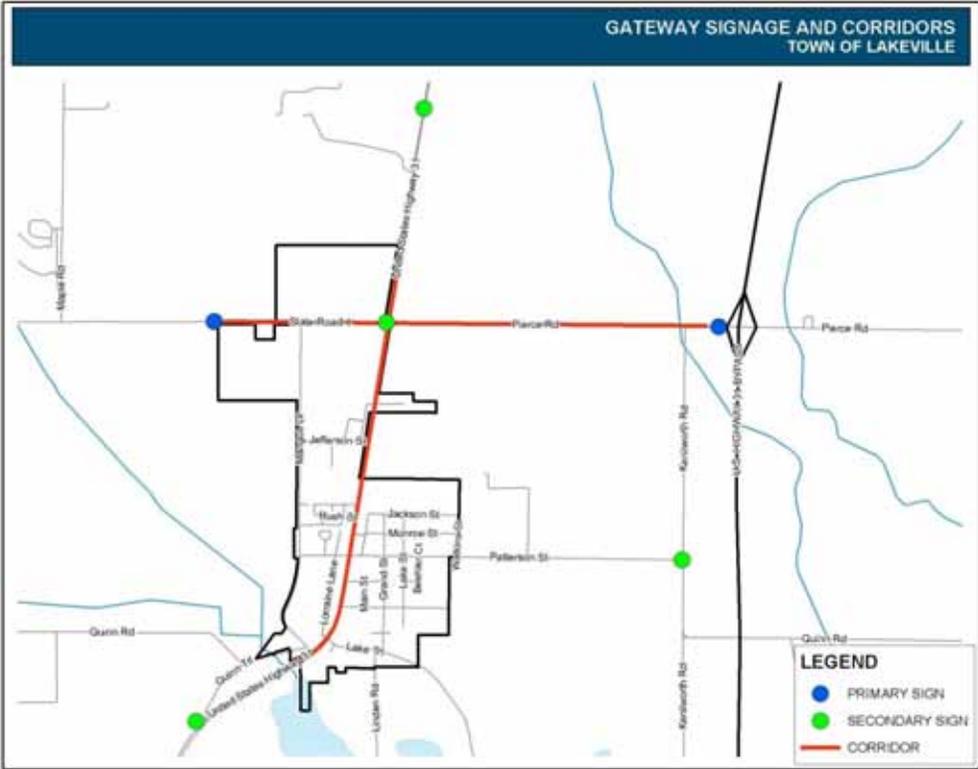
As previously mentioned, a gateway is often the first impression of a community that visitors and passersby will see. A consistent signage strategy brings uniformity to the look and message of the town. It can positively influence the town’s marketing efforts and serve to sharpen the focus of the community. It can also aid in welcoming newcomers to the town, orienting visitors in the town, and drawing attention to the downtown district.

Gateway corridors can incorporate consistent elements such as trees and signage to help draw visitors to the downtown district. These major passage ways should be aesthetically appealing and mirror downtown elements. Strategically located signs along these thoroughfares will lead visitors to the heart of Lakeville.

Example of a corridor sign that will help guide visitors to the downtown.



Example of a Primary Gateway Sign



STREETSCAPE

A welcoming streetscape can act as a catalyst for further downtown improvements. It will be a key feature that will welcome visitors and provide additional on-street parking. This project can be combined with an Access Management Plan to further enhance safety and parking solutions.

However, before any improvements commence, a thorough downtown utility analysis should be completed. If the utility infrastructure is outdated or deficient in any way, replacing and upgrading it in conjunction with the streetscape project will save the Town money and will be an attractive incentive to future downtown business investors.



Proposed Lakeville Downtown Streetscape



Example of a successful downtown streetscape project

DOWNTOWN WI-FI

Wireless technology allows users to connect to a network or the Internet from a smart phone or laptop computer without “plugging in”. Areas called “hot spots,” where users whose electronic devices have wireless capabilities can catch a wireless signal, are growing across the country and the world. These areas use wireless fidelity, or “wi-fi” for short, and operate on a free, unlicensed airwave spectrum.

The newer generation is growing up with the assumption that access to the Internet and connectivity are as much a part of everyday life as the telephone. They will want to live and work in communities where high-speed access is available, and will become increasingly demanding upon their local government to ensure that such access is provided.

Having a wireless network also could create opportunities for communities to attract companies and businesses. This technology can create an even playing field for smaller communities when competing for economic development and new businesses. Another advantage is visibility for being a community that is “up to speed” technologically.

In addition to its economic development benefits, this type of downtown amenity has the potential to attract Potato Creek State Park patrons, and help reduce “brain-drain”.

Brain Drain is the migration of young, educated, or professional people from one location to another for better pay or living conditions.

Source: *No Strings Attached: Wireless Technology Gaining in Popularity*, by Mandy Rogers

DOWNTOWN PLAN

GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

This following discussion of goals, policies and implementation will focus on strategies for developing a downtown that will be a vital center of activity and community spirit for the Town of Lakeville:

GOALS:

Positioning Downtown Lakeville so it is a hub of community activity so goods and services retail thrive along with providing a place for gathering.

Attract new investment in downtown in the form of commercial development that serves both residents and visitors.

Maintain and grow the small town character and charm of the Town of Lakeville while inviting in new investment and customers.

Establish a leadership structure for the Downtown so it will be able to support its needs, control its destiny, and be a sustainable segment of the community.

POLICIES:

Use gateways and amenities such as wi fi to draw visitors to the downtown area.

Create a welcoming place for locals and out of towners to visit.

Land use planning for the Town will focus of the following initiatives to assure Downtown is at the geographic and market center of the community:

What can we do? DOWNTOWN PLAN

- Aim for an even distribution of land uses that surround downtown, keeping all segments of the community close to the core.

Land use decision should address:

- ways of generating desirable outcomes (i.e. traffic through downtown, walkable distances from neighborhoods, etc.),
- ways of discouraging excessive land use driven conflicts (heavy commercial traffic through traffic calmed areas, odors carried by prevailing winds, noise from industry, etc.),
- ways to encourage residents and visitors to engage downtown regularly (include consideration for connections to destinations).

Downtown programming and marketing will be part of an overall group of strategies for attracting visitors and customers to Downtown.

Utilize TIF funds and other sources (tax abatements, grants, private funds, etc.) to activate private investment and encourage preferred outcomes.

Downtown will be a well managed business district that has the capacity to manage its unique issues and opportunities as the heart of the Town of Lakeville's daily life.

IMPLEMENTATION STRATEGIES:

The Town should use gateway and signage corridors to draw visitors to the downtown area.

The Town should perform an assessment of downtown utility infrastructure.

The Town should continue with the proposed streetscape improvement project.

The Town should consider an Access Management Plan to work in conjunction with the streetscape project.

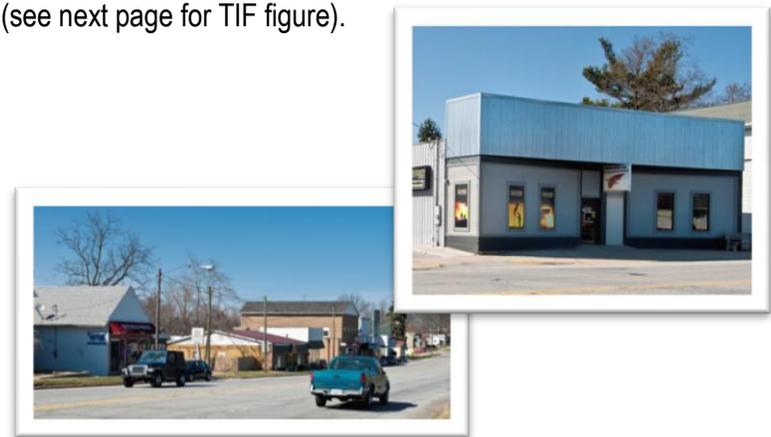
The Town should update the zoning for the town based on the recommendations of the Comprehensive Plan, assuring that future development fits within this plan's comprehensive land use strategy.

The Town should implement streetscape improvements and other infrastructure (bike trails, blue line trails [waterways] and new roads) that connect downtown to surrounding markets (neighborhoods, employment centers, and visitors [Potato Creek State Park]).

The Town should establish and fund a downtown management organization that is charged with the responsibility to maintain amenities, market to customers, organize programming, and facilitate development.

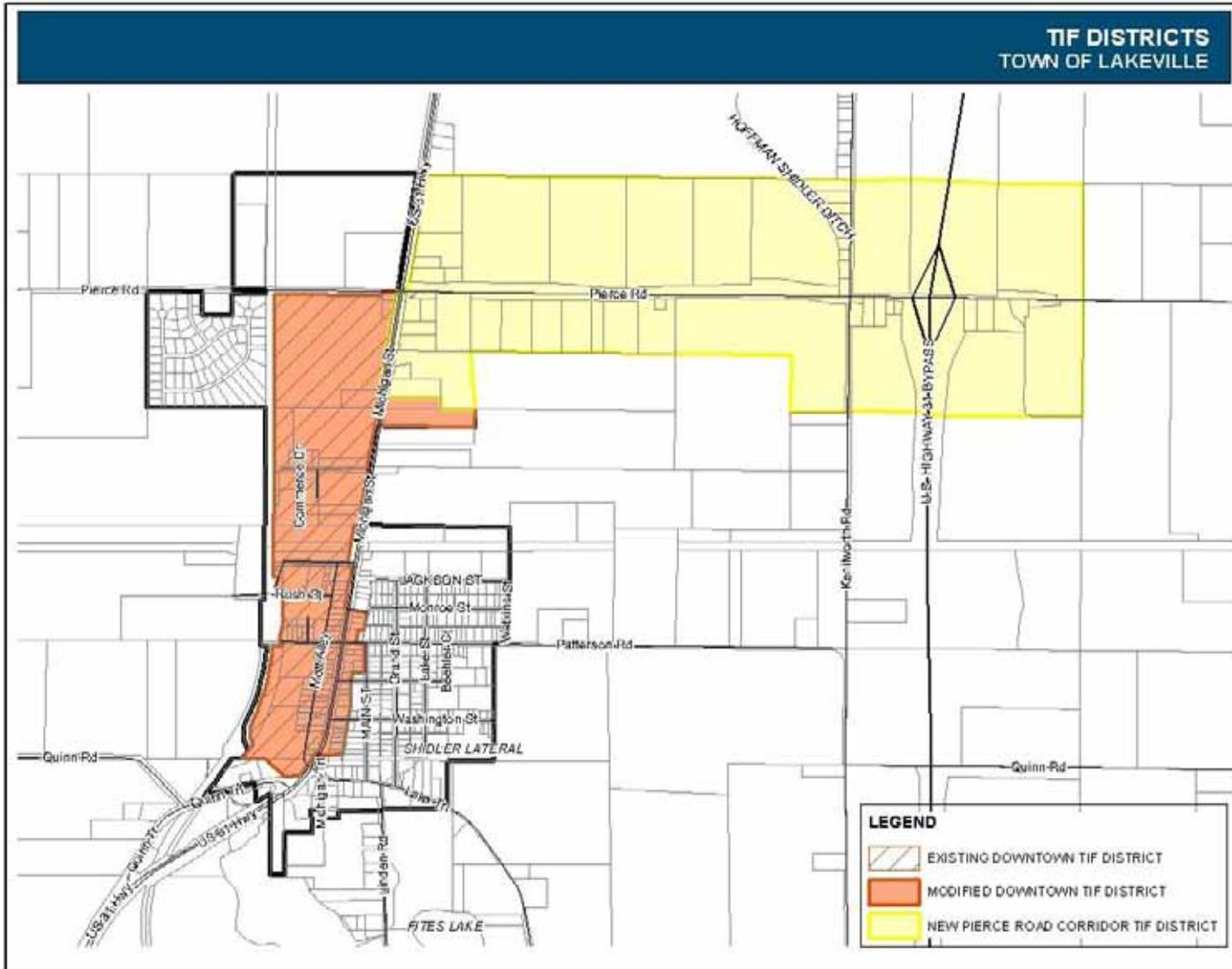
The Town should establish and fund incentives and policies that encourage preferred development outcomes.

The Town should expand their downtown TIF district to include the east side of U.S. Highway 31. This should occur, if at all possible, prior to the streetscape project (see next page for TIF figure).



Downtown Lakeville

What can we do? DOWNTOWN PLAN



TIF Funding Model

Future Land Use Plan

Future Land Use Plan is adopted allowing revenue generating development to occur in the area of influence.

TIF District

New development tax revenue is captured in a TIF district, new revenue is used to improve utilities as recommended in the utility master plan.

New Development

Improved infrastructure allows new development to build out corridor, TIF funds are directed to Town core improvements and economic development projects.

Destination

The Downtown becomes a vibrant destination unique to the area.

What can we do? PUBLIC INFRASTRUCTURE PLAN



Public infrastructure generally refers to the services and facilities provided by a government to its citizens. Transportation systems and utility systems are among the most common of these features. The provision and condition of these services are a direct reflection of the quality of life to be found in a community.

A Water & Sewer Master Plan (W&SMP) was done for the Town in 2001 by Lawson-Fisher Associates P.C. Since the completion of the plan, there have been few changes to the water and sewer system. Those worth noting are mentioned in their respective sections.

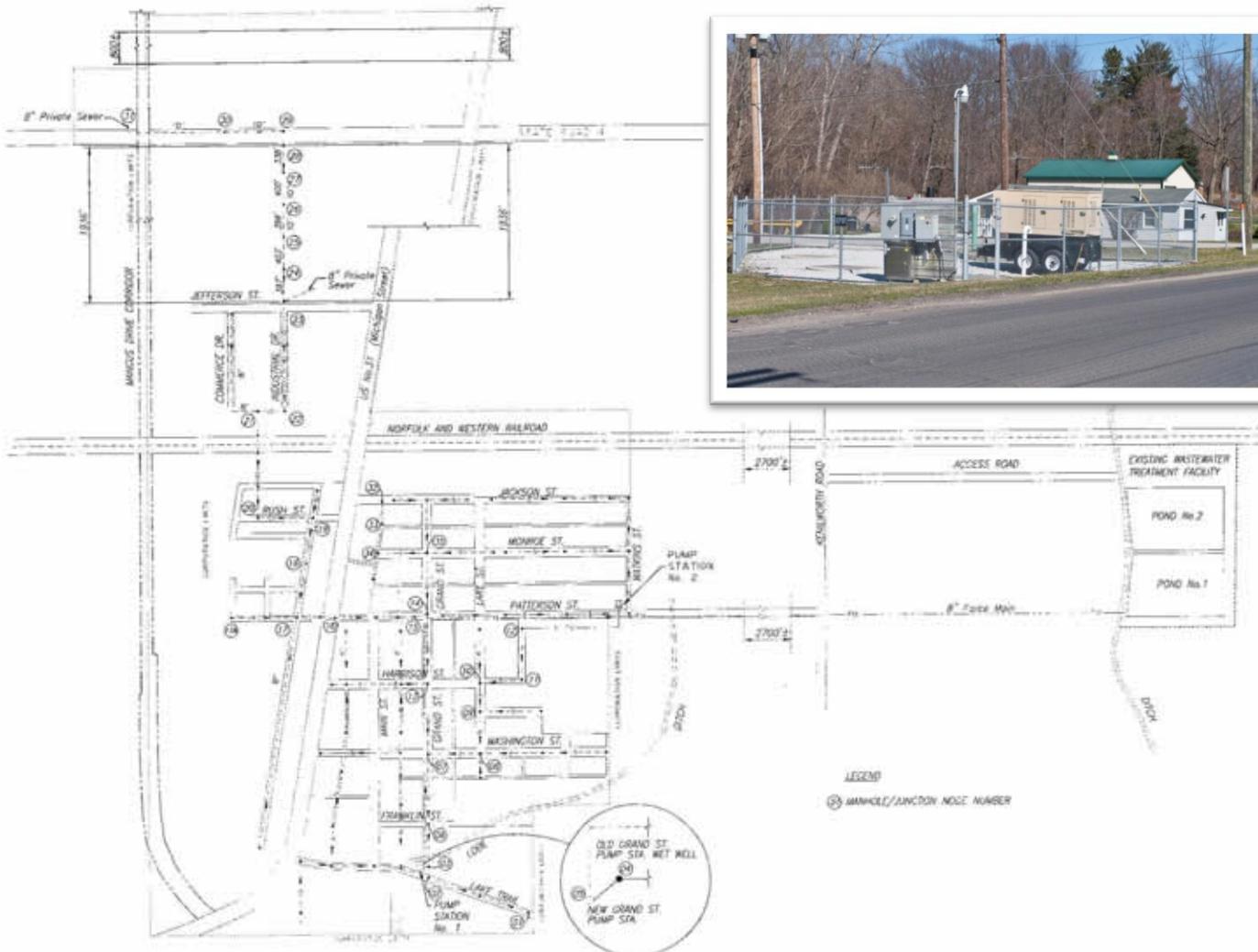
With the proposed downtown streetscape project, it will be important to assess the age and condition of the utilities currently serving the downtown area before construction begins. Replacing or upgrading the infrastructure in conjunction with the improvements will save the Town money.

Another important factor is the opportunity for potential development along the U.S. Highway 31 bypass. Ensuring that the Town is fully aware of all needed utility improvements before development begins will help to better prepare the Town for future growth. In addition, creating and adhering to the "In Lieu of Annexation" agreements (as mentioned in the Land Use Plan of this document) will also help to support that development without cost to the Town.

As noted previously, a utility master plan was completed for the Town in 2001. However, this work did not consider the new route of U.S. Highway 31. The new utility master plan will need to address the future land use recommendations of this report.

What can we do? PUBLIC INFRASTRUCTURE PLAN

WASTEWATER UTILITIES



Wastewater Utility Map

Since the 2001 W&SMP, there have been few changes to the sanitary sewer system. The addition of the Morningside subdivision and an industrial building at the north of Town and an upgrade to the lift station south of Town on Lake Trail are two of the most notable changes.

In 2006 the Town was notified by the Indiana Department of Environmental Management (IDEM) that they were in violation of their National Pollutant Discharge Elimination System (NPDES) permit. The Town's Sanitary Sewer Overflow (SSO) had had several overflow events that resulted in numerous fines. The solution was to add a new lift station at the south of Town to eliminate any future sewage discharges into the nearby wetlands.

As the system currently stands, the wastewater infrastructure could expand to include a few more houses and business. Development beyond that would require significant upgrades and expansion.

What can we do? PUBLIC INFRASTRUCTURE PLAN

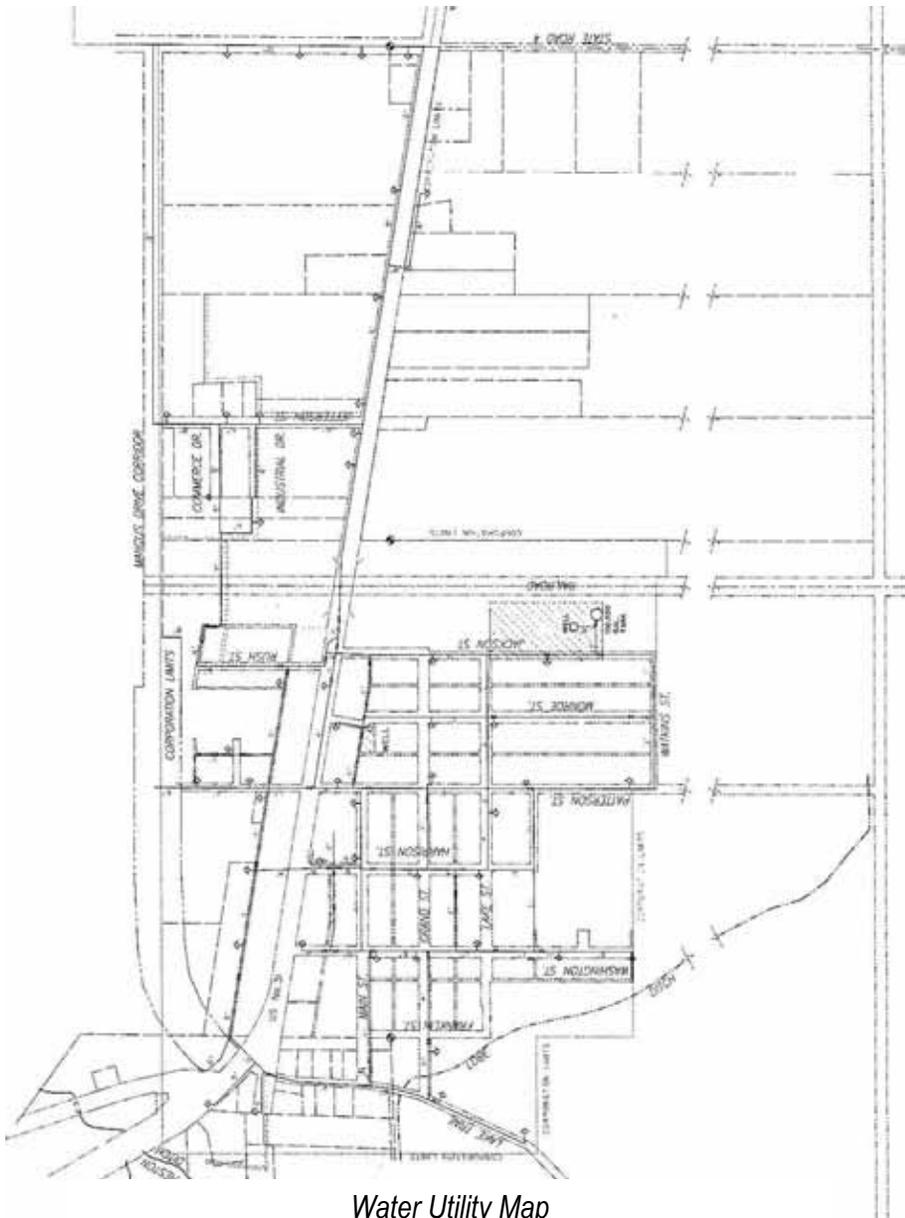
WATER UTILITIES

As with the sanitary infrastructure, there have been few changes since the 2001 W&SMP. The addition of the Morningside subdivision and an industrial building at the north of Town are worth noting.

However, in 2005 the Town's Well #1 was found to be in violation of the library setback and was also found to be too close to a sanitary sewer line. In an effort to solve this problem, Well #1 was abandoned and a new well, Well #3, was added to the same site as Well #2 near the water tower. A treatment system was also planned in order to increase water quality for residents. The new well and treatment plant are anticipated to be fully functioning by the end of 2011 and a noticeable improvement in the quality of water is expected.

Once the new well is fully operational, the capacity of the system will be able to almost double and provide for 500 more people. The system is designed to expand and add an additional tank for even greater growth.

Future water department plans include painting the inside of the water tower. As of yet there have been no specific dates set for this undertaking.



Water Utility Map



Lakeville Town Hall

COMMUNICATION TECHNOLOGY

Broadband is a high data rate internet access by which large amounts of data are transferred over a wide range, or band, of frequencies; the wider the bandwidth, the greater the information-carrying capacity. It is a critical feature of the modern global communications infrastructure.

There appears to be a strong correlation between broadband deployment and employment in the finance, education, healthcare, and manufacturing sectors. For example, employment could increase as much as 0.2 to 0.3 percent per year for every one percent point increase in broadband penetration. An investment in broadband could support job diversity, open new service markets currently inaccessible, and serve to support the infrastructure deficiencies as noted in the Economic Development Plan.

Access to the internet through a broadband wireless mesh or fiber optic line rather than a standard telephone line could improve the community's quality of life and economic marketability. It could also serve to entice young, educated professionals to remain in the area which would in turn decrease the "brain drain".

Possible sources of funding can be through corporate sponsorships or federal grants.



What can we do? PUBLIC INFRASTRUCTURE PLAN

SIDEWALKS

Sidewalks and connectivity were major concerns for residents; not only for safety and health benefits but for economic development as well. Currently, approximately 40% of the Town does not have sidewalks. This forces inhabitants, more particularly children, to walk in the streets. Since the schools have been relocated almost five miles south of Town, the community is not eligible for the Safe Routes to School Program. At this time the Town does not offer a matching sidewalk program nor does it require sidewalks to be built with all new construction. If the downtown streetscape project proceeds, the downtown sidewalks would be replaced as part of the improvements.

Completing a Sidewalk Master Plan will be necessary to help establish priorities and budgets. This will also help to guide the Town as it tackles the sidewalk connectivity issue. Partnering with the local Boy Scout Troup, high school teens, residents, and other organizations can help to offset the costs and not burden one single entity with the financing. The following are just a few examples of solutions that could be considered as part of a Sidewalk Program.

Sidewalk Program Options:

- *Complete Sidewalk Master Plan.*
- *Partner with local organizations for financial as well sweat equity donations.*
- *Offer matching Town funds of 25% where five or more residents (or one linear block) is being constructed or replaced.*
- *Require installation of sidewalks with all new construction.*

PUBLIC INFRASTRUCTURE PLAN

GOAL, POLICIES, AND IMPLEMENTATION STRATEGIES

GOAL:

Ensure the Town continues to provide residents and businesses with adequate public infrastructure in order to maintain a good quality of life and promote a healthy business sector.

POLICIES:

Operate under a current Utility Master Plan.

Create and adopt Development Standards specifically addressing infrastructure, bonding, and construction inspections.

Future development should be compatible with the Future Land Use Map of this document.

Future development outside of Town limits should be done in accordance with the Development Standards and In Lieu of Annexation agreements.

Promote communication infrastructure that will be conducive to attracting new businesses and increasing the quality of life.

Make all reasonable efforts to repair and build the necessary sidewalks for complete connectivity.

What can we do? PUBLIC INFRASTRUCTURE PLAN

IMPLEMENTATION STRATEGIES: ★ See *How can we do it?*

★ The Town should update the Utility Master Plan every ten years to ensure that water and wastewater issues are addressed properly and in a timely manner.

The Town should consult both the Comprehensive Plan and the Utility Master Plan for new development requests and only allow new construction if it is compliant with the recommendations of both plans.

★ The Town should maintain a certain level of infrastructure quality by ensuring that Capital Improvement Plans (CIP) are kept up to date.

★ The Town should create, adopt, and implement Development Standards.

★ The Town should approve developments only after the proposed plans have been reviewed and approved by the Utility Department as well as the Technical Review Committee (as addressed in the Land Use portion of this document).

The Town should begin a Broadband Initiative by developing a committee to spearhead the project and by adopting policies that promote and expand broadband penetration.

★ The Town shall create and adopt an “In Lieu of Annexation” agreement for all new development within the areas noted on the Future Land Use Map.

★ The Town should complete a Sidewalk Master Plan that will inventory existing sidewalks, denote priority areas, show proposed connections, outline partnerships, and compute estimated costs.

The Town should require that sidewalks be built with all new construction and that it is the responsibility of the owner/renter to maintain and shovel the sidewalks.

The Town should enforce current Subdivision Ordinances that require sidewalk construction within subdivisions.



🌱 SUSTAINABILITY OPTION: 🌱

Consider using pervious pavement systems for sidewalks rather than a standard impervious concrete. Utilize recycled concrete as a pavement sub-base material for roads and other sidewalks.

What can we do? PARKS AND RECREATION PLAN

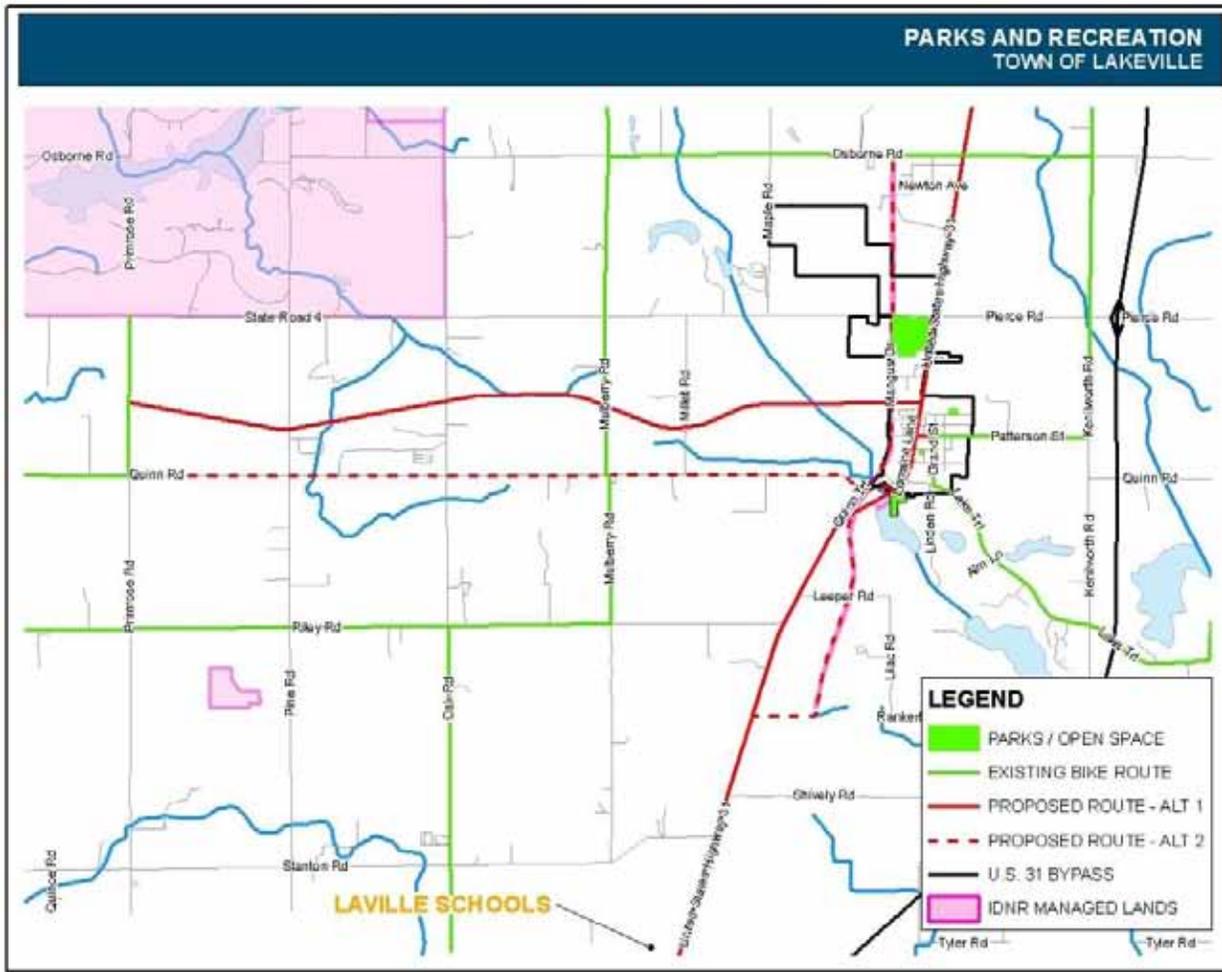
Parks and open space play a key role in the quality of life in an area. They can provide residents with the opportunity to be physically active, can improve nearby property values, and can offer locations for relaxation and social interactions. They should be considered urban necessities, not civic frills. As

budgets tighten, the maintenance and expansion of these valuable resources become increasingly difficult. The proper allocation of resources will be necessary to see the perpetuation of these assets.

According to the 1983 National Recreation and Park Association's "Recreation, Park, and Open Space Standards and Guidelines" by Dr. James Hall and Dr. James Mertes, a town the size of Lakeville should have between 6.25 to 10.25 acres of developed open space per 1,000 residents. Since Lakeville has approximately 500 residents, that suggests a 'recommended' minimum of 3.125 acres of public land for outdoor recreation use. Lakeville currently has a little over 6 acres of land in its service area. This is well over the suggested amount.

Lakeville is ideally situated in an area abundant with natural resources. Potato Creek State Park is a short distance to the west and Pleasant, Fites, and Riddles Lakes are just on the south side of town. In addition, the Town is surrounded by numerous regional bike paths.

The Utility and Streets Department is responsible for park properties. It is comprised of two full time staff and one seasonal staff. The Town's general fund is the source for most of the department's maintenance budget. Improvements and expansions beyond upkeep rely on donations from local organizations and residents. Future plans include the potential development of basketball courts.



POTATO CREEK STATE PARK

Potato Creek is in north-central Indiana about twelve miles southwest of South Bend and about three miles west of Lakeville. The park features a wide array of activities and facilities for year-round enjoyment. There are a variety of natural habitats, including the 327-acre Worster Lake, old fields, mature woodlands, restored prairies and diverse wetlands. Each offers a unique opportunity for plant and wildlife observation. The Park is a major destination in central St. Joseph County, hosting approximately 600,000 visitors per year, and is recognized as being important to the Town.



Aerial View of Potato Creek State Park

The public input survey indicated there was great community support for building a relationship with Potato Creek State Park. This could be accomplished in a number of ways:

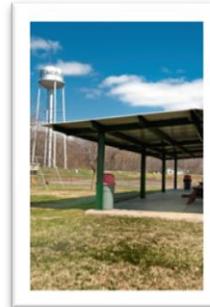
- Proceed with the downtown streetscape to welcome visitors and provide additional on-street parking.
- Install a town-wide high-speed internet network to attract park patrons.
- Build a multi-use trail connecting Potato Creek State Park to the Town of Lakeville (for trail locations, refer to figure on previous page).
- Develop and market the Town as a destination spot for park patrons.
- Promote Lakeville's businesses, amenities, and natural features to park patrons.
- Explore opportunities for businesses and activities that would attract park patrons.



Worster Lake

LAKEVILLE PARKS AND OPEN SPACE

There are currently four areas considered to be park or open space within Town borders. Newton Park, a thirty-five acre private park located north of Town, has numerous athletic amenities as well as a children's play area, pond and picnic area, walk path, and concessions. Their mission statement, "...built for fun and to help safely prepare our children, both physically and mentally, to be better citizens of this community", attests to the dedication and excellence of this facility.



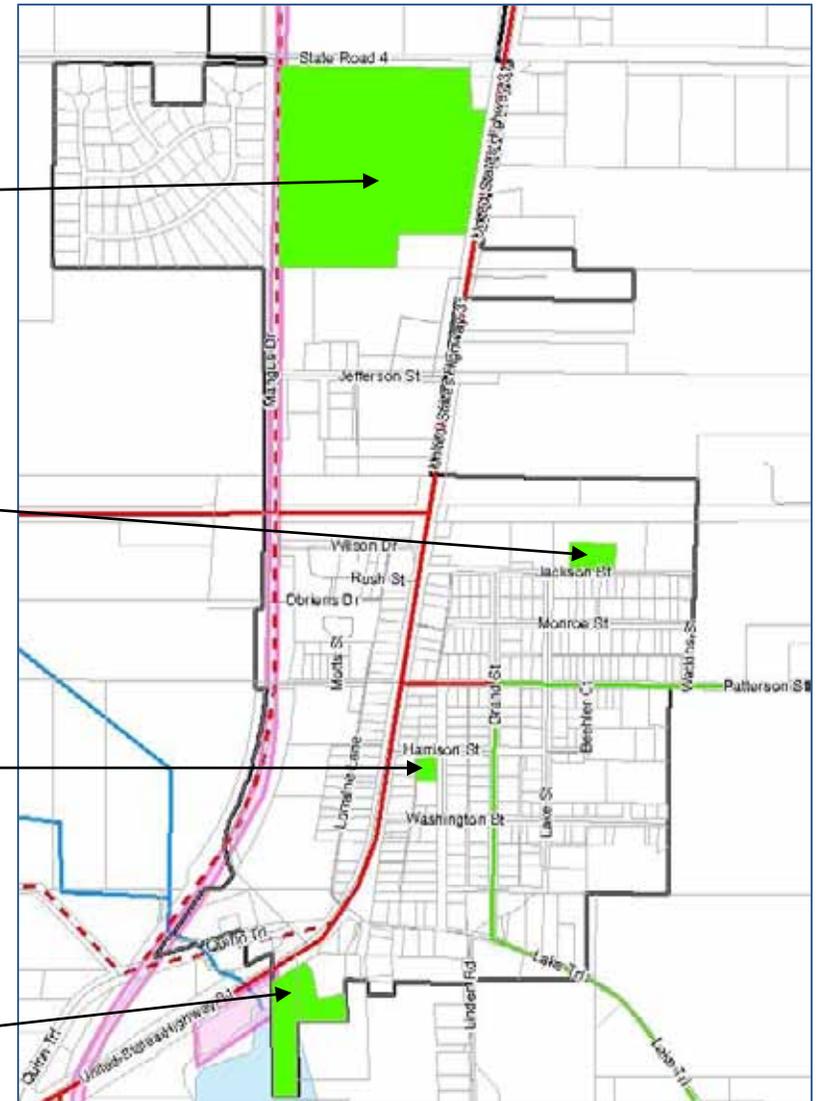
Another park, located on Jackson Street, shares its site with the municipal water tower and associated structures. Although there is considerable open space here, the equipment and facilities are dated and no longer up to the strict playground guidelines.



Years ago, the old elementary school on Harrison Street was torn down, leaving a vacant lot. Recently, new equipment was added to make it a neighborhood park and a fun place for the local children.



Pleasant Lake drains into an area of environmental sensitivity at the south end of Town. These wetlands are being protected by numerous local organizations and citizens. A boat launch was installed for better access and enjoyment of the lakes.



Lakeville Parks and Open Space

PARKS AND RECREATION PLAN GOAL, POLICIES, AND IMPLEMENTATION STRATEGIES

GOAL:

Provide a superior recreation and park experience to all members of the Lakeville community, creating a better quality of life, access to the outdoors, and opportunity for play of all kinds for all ages and abilities.

POLICIES:

Maintain and update existing local parks and open spaces and build stronger relationships with regional facilities.

Continue to treat the parks and open spaces as integral components of the town.

Promote relationships with local and regional parks and open spaces.

Partner with a local institution of higher learning, or Potato Creek State Park, to help the Town with the protection, maintenance, marketing, and educational aspects of the Town's wetlands.



IMPLEMENTATION STRATEGIES: ★ See *How can we do it?*

★ The Town should develop and utilize a 5-Year Parks and Recreational Master Plan. *The City should utilize this document in the procurement of Department of Natural Resources grant funds.*

★ The Town should build a stronger relationship with Potato Creek State Park. The Town should construct a bike/pedestrian path that connects Newton Park to the rest of the community and enforce existing Subdivision Ordinances that require sidewalk construction.

The Town should partner with Newton Park and Newton Center to offer activities for children, teens, adults, and the elderly.

The Town should partner with an environmental expert or with an institution of higher learning for guidance with wetlands maintenance and education as well as ways in which to further the enjoyment of Pleasant Lake wetlands.

The Town should add amenities to the Pleasant Lake boat launch area and promote its use for civic activities.

The Town should make it a priority to update any outdated or deficient playground equipment.

The term “quality of life” refers to the general well-being of individuals and societies. It is a holistic concept that includes considerations such as economic development, social vitality, crime levels, community livability, education, and environmental health.

The practice of sustainability is often paired with quality of life issues, both of which are supported by the principles of Smart Growth. Because we have formulated this plan on those principles, many of the recommendations in the previous plans naturally become quality of life issues and have therefore been reiterated in this section as well.

PARKS AND RECREATION

As noted in the Parks and Recreation Plan of this document, the Town is currently endowed with ample parks and open space.

EMERGENCY SERVICES

Currently, the Town shares fire and ambulance services with Union Township. The service area, or Fire Territory, boundary is the same as the township boundary and services all residents within. In the near future, the Township is looking to build a new fire station and buy a new tanker with the money it has saved.



Level of service for fire and ambulance ranges from five hundred to one thousand residents per emergency personnel. With approximately three thousand residents in the Township, the number of firefighters needed could range from three to six. The Township fire department employs two part time staff and is fortunate to have nineteen volunteers in their reserves. It is this substantial number of volunteers that helps close the service gap.

For police, the level of service is also generally estimated to be one to three policemen or women for every one thousand residents. This variable is due to the amount and types of crime that affect a particular area. The police department serves only residents of Lakeville, approximately five hundred residents. They are staffed with two full-time, one part time, and two reserves. This more than covers the minimum recommended policeperson per resident guideline. At this time, there are no planned future expenditures for the police department.

Based on a review of the parks and recreation and emergency services, the residents of Lakeville are provided with plentiful quality of life amenities.

QUALITY OF LIFE PLAN
GOAL, POLICIES, AND IMPLEMENTATION STRATEGIES

GOAL:

Improve the quality of life in order to make Lakeville a better place to live, work, and visit.

POLICIES:

Compliment the principles of Smart Growth.

Support improving the curb appeal of Lakeville by encouraging programs that reinvest in existing housing and neighborhoods.

Begin a "Support Local" campaign to inform the residents that in order to establish and retain local businesses, they must be frequented by local patrons.

Promote a communication infrastructure that will be conducive to attracting new businesses and increasing the quality of life.

Improve communications between Town officials and residents.



 SUSTAINABILITY OPTION: 

Promote an environmentally friendly community by instituting green policies at the municipal level that not only save money but help to save the environment as well.



IMPLEMENTATION STRATEGIES: ★ See *How can we do it?*

The Town should promote a multi-modal approach by ensuring connectivity between pedestrian, bike, transit, and road networks.

The Town should coordinate with the appropriate transportation agency or private company to explore the possibilities of a paratransit system.

The Town should enforce current Subdivision Ordinances that require mandatory sidewalk construction within subdivisions.

The Town should require that sidewalks be built with all new construction and that it is the responsibility of the owner/renter to maintain and shovel the sidewalks.

The Town should consult both the Comprehensive Plan and the Utility Master Plan for new development requests and only allow new construction if it is compliant with the recommendations of both plans.

The Town should encourage grass roots organizations like neighborhood associations and other constituency groups (recreational clubs, conservation organizations, local heritage association, etc.) that can be local stewards that work to sustain quality neighborhoods.

★ The Town should disburse the "Support Local" information in utility bills to help generate awareness of this issue.

The Town should begin a Broadband Initiative by developing a committee to spearhead the project and by adopting policies that promote and expand broadband penetration.

The Town should use utility bills and school newsletters as methods of expanding communications with residents.

COUNTY AREA PLAN COMMISSION

St. Joseph County operates as an Area Plan Commission. Area Plan Commissions are joint ventures between a county and one or more municipality within the county. One commission serves the county and all municipalities that choose to participate. The area plan commission is a unit of county government, staffed by an executive director and any other employees included in the annual budget.

Area jurisdictions are permitted and encouraged to adopt unified plans and ordinances. In this case, a single comprehensive plan, a single zoning ordinance, and a single subdivision control ordinance can apply to the county and to all participating municipalities. In a county having an area plan commission, a city or town that does not participate in the area commission may create an advisory plan commission but cannot exercise planning authority outside the corporate limits of the municipality. If a city or town forms an advisory plan commission, it would have authority for planning within its boundaries.

Currently, Lakeville rotates its membership with the Town of Roseland. Reaching a population of over 2,100 would allow for a full-time membership. Therefore, in the years the Town does not sit on the commission, it is important that a representative from the community attend the county planning meetings to help ensure the Town is aware of all regional planning activities. Should any development occur that the Town finds unfavorable, a formal resolution will help to communicate concerns to the County.

ZONING

Zoning regulations are the most common regulatory tool used by local governments to manage land use and development. The constitutionality of local zoning allows for the use of local police power to regulate and restrict property uses.

Zoning is used to control the location, type, and density of development within a community through the delineation of one or more zoning districts. The ordinances for these districts address permitted uses, density standards, and other standards that are specific to each district. The primary purpose of zoning is to segregate uses that are thought to be incompatible. It is meant to protect the health and quality of life of residents, maintain property values, provide a legal basis for land use, and direct orderly development.

Careful consideration should be given to the formation of a Technical Review Committee. This will ensure that Town-specific needs are met and enforced. The County has created a Model Zoning Ordinance that is available to all communities within its borders. The Town could utilize these ordinances and tailor them to address issues such as Town-specific Development Standards that help to reinforce small town charm.

Police power refers to the right of the community to regulate the activities of private parties in order to protect the interests of the public.

DEVELOPMENT STANDARDS

Development Standards should facilitate the construction of properly designed roadways, utility systems, and drainage features. They should also serve to protect public rights-of-way, natural resources, quality of life, and scenic open spaces. The Technical Review Committee should follow these procedures and standards as it reviews and approves land development applications.

The Development Standards that are currently in place should be reviewed for their applicability to the Town's new direction and their ability to be enforced by the Technical Review Committee as these will offer the Town a considerable level of protection and control. These Development Standards should not only outline design standards, they should also address issues such as bonds, insurance, and project inspecting.

The following is intended to provide the Town with suggested topics to cover in this important document:

- Roads, parking, and sidewalks
- Signage
- Utility systems and connections
- Drainage
- Landscape
- Plan sets and specifications
- Bonding and construction inspecting
- Architectural and building designs
- Lighting
- Access Management

TOWN AND TOWNSHIP MERGER

The passage of Senate Bill 405 and House Bill 1469 could significantly change the structure of local governments in the State of Indiana. Both are proposing to eliminate township boards and therefore the township's ability to create and approve budgets as well as provide local poor relief and fire services. In an effort to minimize some of the perceived effects of this dissolution, the Town of Lakeville and Union Township have considered merging into one government entity.

The merger between the Town and Township would have both positive and negative aspects, all of which should be carefully considered. It is not the position of this document to recommend a direction; rather, it suggests that a committee comprised of representatives from the town, township, county, as well as their respective legal counsels, financial advisors, and other stakeholders be formed. The primary responsibility of this committee would be to conduct a thorough review of all aspects and reach an educated and informed decision.

The following represents an abbreviated list of some of the issues to be considered:

Should the Town and Township merge:

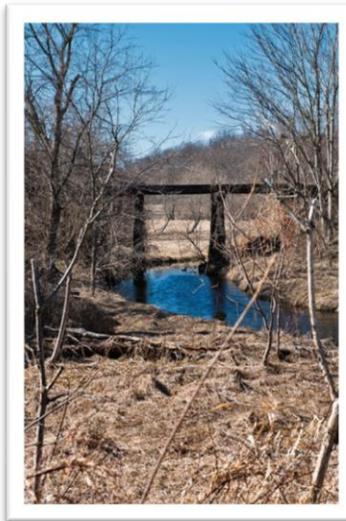
- It is believed that the new entity would maintain greater control (primarily land use and zoning) over the immediate area of influence.
- It is believed that the new entity would retain monies saved by the Township.

- It is believed that the new entity would continue to provide services at a low cost to residents.
- It is believed that the merger would create a larger geographic area and would therefore wield more influence.
- It is believed that the government representatives of the new entity would be more accessible to the communities they represent.
- It is believed that the residents would be more likely to have a say in how local tax dollars are spent.
- It is believed that there will be a larger pool of people able to run for office.

Should the Township dissolution occur without the merger:

- It is believed that the County would provide more consistent and efficient services.
- It is believed that the County would provide more consistent funding.
- It is believed that the County could offer greater accountability and cost savings.
- It is believed that the removal of townships would serve to streamline government hierarchy.

The Town and Township are currently in preliminary discussions with no single determination in site. This topic warranted mention in the Comprehensive Plan due to the fact that numerous policies and implementation strategies could be affected depending on the outcome.



IN LIEU OF ANNEXATION (ILOA) AGREEMENT

ILOA Agreements (Indiana Code 36-4-3-21) are often used to allow regulated development in surrounding jurisdictions in lieu of annexation. The primary function of the agreement proposed here will be to act as a developmental tool. The Town is currently not in a financial position to extend utilities outside of its boundaries. Therefore, this pact will better position the Town to respond to future development outside of its borders by requiring developers to extend utilities, at their own cost, to the site and hook-up to the Town's utility system. This mutually beneficial agreement will provide municipal utility services at a below-rate cost to these areas while generating additional income for the Town. The Town's legal counsel should determine if an ordinance or some other structure will be needed to administer this agreement.

Under an ILOA agreement, a development or private user not immediately qualifying for annexation that is beyond the Town's current boundary is required to:

- Pay normal assessments (for water - a front foot cost; for sewer – charges are based on each 100 square feet of land served, also known as System Development Charges).
- Pay ILOA fees based on 75% of the assessed value of the developed site
- Pay full in-Town utility rates
- Fund the construction cost of Town utility extensions
- Pay for any upgrades to downstream facilities
- Agree to future annexation



The concept of an “in lieu of annexation” surcharge is well known and used and in some jurisdictions takes the form of a utility rate multiplier. This can be introduced as a method of assuring services to extra-territorial development areas.

The Town will benefit by directing the revenue stream to a special fund for use outside of the utility department (downtown, parks, amenities, etc.) and extraterritorial rate payers benefit from the provision of utilities and improvements to public infrastructure that are then used by town and county citizens alike (i.e., county citizens also use town streets, sidewalks, parks, etc.). ILOA fees should not be confused with utility assessments.

Typically, funds derived from utility assessments or System Development Charges (SDCs) are one-time fees assessed on new development to cover a portion of the cost of providing specific types of public infrastructure required as a result of that development. The implementation of SDCs are predicated by a capital development plan that provides for growth of facilities such as sewer line upgrades, treatment plant expansion, up-fit of lift stations, etc.

The Town should encourage the use of the ILOA concept or something similar to it as the benefits are clear. They include:

- increased revenue to the Town General Fund(s) or establishment of an ILOA Fund

- continued stabilization of customer user rates
- encouragement of balanced growth
- enhanced economic base throughout the Town
- provision of minimum service with near maximum return
- increased value of fixed assets
- equalized investment with existing or past rate payers.

If the Town considers this concept then some possible options or variations could include:

- Implementation of the ILOA fee as a ‘benefit fee’ based on residential equivalents by use or volume (210 gpd to 310 gpd). The fee would still be an inducement for annexation but would be easier to implement and collect. This should also reduce the cost to future residential users.
- Implementation of a utility assessment program as a true SDC and possibly consider an adjustment for users where annexation is or is not possible.
- Implementation of the use of the waiver and reimbursement program when the developer is installing components that will become a part of the Town’s fixed assets and will service other customers. These incentives could include a ‘direct benefit assessment’ also known as the ‘Fishers’ agreement concept. In this scenario a determined service area is allocated proportionate costs for the infrastructure. The initiating development or developer can then recover all of the cost for construction up to his proportionate share.

EXISTING LAND USE

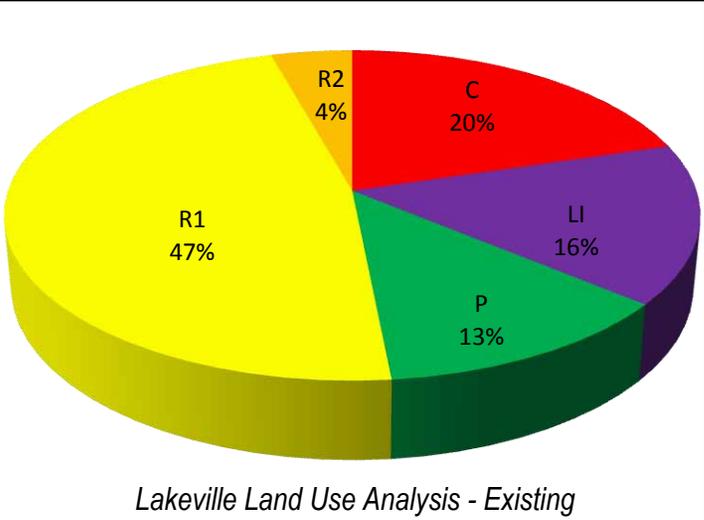
Land use is the human modification of the natural environment into a built environment. Future Land Use Policies attempt to guide and control these changes to facilitate the best use of the land and to reduce negative effects such as urban sprawl and damage to natural resources. A Future Land Use Map assists in making policy decisions regarding the growth and development within a community.

Different classifications of land uses require different types of municipal services, such as utility and road infrastructure, and police and fire protection. Because these municipal expenditures are paid for by taxes, it is imperative the town evaluate the configuration of its tax base. Typically, residential land uses demand more services than are paid for with their tax revenues. Commercial and industrial uses, on the other hand, tend to require fewer services while generating more revenue. Although this relationship is not the only mechanism behind land use policies, an appropriate mix of land use will help to institute balance.

An examination of the historic land uses and features, such as railroads and highways, will help understand the Town' existing land use practices. Most of the original development in the town occurred along the railroad corridors and U.S. Highway 31. Over time, residential neighborhoods filled in behind these centers of industry, primarily on the east of U.S. Highway 31.

Recently, the northwestern Town limits have been expanded to include the Morningside Subdivision. There had been few changes to the corporate boundary before to this addition.

Prior to this Comprehensive Plan, there was no official Town Land Use Map. The Existing Land Use Map (see Existing Land Use Map figure) was based on



existing zoning (see Zoning Map figure) and was constructed by converting the R8-Low Density Residential classification into R1-Residential Low Density. R12-Medium Density Residential was converted to the R2-Residential High Density. C General Commercial was reorganized as C-Commercial. The Light Industrial category is comprised of LI-Limited Industrial. Two additional classifications were added, P-Parks and Open Space and CMU-Commercial Mix Use.

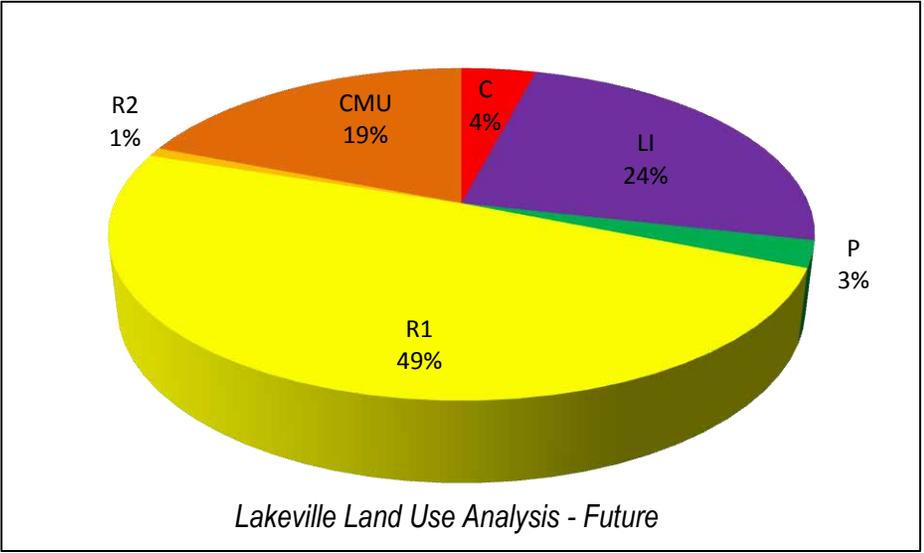
The predominant land use in Lakeville is residential (51%). The open space and parks cover 13% and the remaining 36% is affiliated with the commercial sector.

Based on the previous discussions regarding tax bases and commercial land uses, the Town should understand that only 36% of the Town's land use is generating enough monies to sustain their respective municipal expenditures.

FUTURE LAND USE

The Future Land Use Map:

This discussion applies specifically to the areas that fall outside of the Town limits but have future land uses assigned to them (as shown on the Future Land Use Map of this document). The primary purpose of extending Lakeville future land uses in to the county is to make certain that the future development within those areas is compatible with the Town’s direction. The Town should review all proposed development activities within these areas, which would include a review of the location, character, infrastructure needs, and appearance of the new development. This is intended to ensure that land use or development decisions that could result in the need for further public improvements, public investments, or could compete with existing Town



businesses be thoroughly reviewed before approval is given.

The Future Land Use Map (see Future Land Use Map figure) is a community’s visual guide to future planning. It should bring together most, if not all, of the elements of the Comprehensive Plan such as natural resources, economic development, housing, and transportation. This map is not a forecast of the future. Its intended purpose is to act as an illustration of what the community envisions as healthy and intentional growth.

According to the St. Joseph County Comprehensive Plan, outside of the City of South Bend the “County’s primary developed use is residential.” However, in order to support a larger residential population, the volume of higher tax-generating land uses, such as commercial, business, or industrial, would need to be increased to sustain the lower tax-generating residential use while continuing to provide an appropriate level of service. The Future Land Use Map has attempted to provide a balance for this expected future use while maintaining a healthy economic basis for the Town.

The following steps are recommended:

- Create a Future Land Use map that includes a reasonable region within which the Town will have influence over its development.
- Generate Development Standards and a template for an In Lieu of Annexation Agreement that will be applied to this area.
- Request the County’s adoption of this map as well as the associated development standards and annexation agreements.
- In an effort to preserve the rural character of the area, it is recommended that the current twenty acre rule surrounding Lakeville be enforced and that more intensive residential development occur in the areas contiguous to the Town’s municipal boundary.

Future Land Use Categories

For the most part, the Future Land Use Map remains consistent with the Existing Land Use Map except for the land uses outside of Town limits that branch out along State Road 4 / Pierce Road and old U.S. Highway 31. The following provides a brief description of these classifications: Residential Low Density, Residential High Density, Commercial, Light Industrial, Commercial Mix Use, Commercial Mix Use – Future, and Parks and Open Space. Development should be strongly encouraged close to the Town core. This will optimize infrastructure, strengthen the relationship with the downtown, and promote compactness.

The Town uses a type of zoning known as Exclusionary Zoning. This form of zoning is based on excluding various types of “undesirable” uses in specific zoning categories.

Residential Low Density

The single-family residential classification is intended to provide areas for residential development on urban lots exclusively for one-family residences. It serves to protect the character of existing low-density residential uses by excluding activities and land uses which are not compatible and by encouraging development within residential areas that is consistent with family needs.

Residential High Density

Multiple-family residential developments are comprised of residential structures containing one or more dwelling units. Uses that are characteristic and compatible with this density include apartments, townhouses, and elderly housing.

Commercial

This land use covers a broad spectrum of businesses that are primarily retail or service in nature. In addition to residential activities, these include developments such as automobile services, business services, clothing services, and food services.

Light Industrial

The industrial classification is designed to incorporate existing industrial operations. This zone is the least restricted and allows almost all types of development to occur within it that can be safely and suitably located near residential and commercial zoning districts.

Commercial Mix Use

This use category is intended for encouraging mixed use development. However, this commercial-dominant mix use district should accommodate commercial and business uses as a significant share of the entire development. Other uses that should be allowed in a mix use district are residential uses and public uses. Residential uses should focus on multi-family housing, and single-family housing should be limited. This use category is best used for providing transition zones, breaking up strip patterns of single uses and promoting flexibility.

Commercial Mix Use - Future

Although the same description for Commercial Mix Use applies here, development should only be allowed in these locations if areas closer to the Town core are unsuitable for the developers needs.

Parks and Open Space

The purpose of the Parks and Open Space land use classification is to provide for the protection of natural features, ecosystems, and cultural heritage. It will also preserve the public use of the space and support opportunities for compatible recreational activities.

LAND USE GOAL, POLICIES, AND IMPLEMENTATION STRATEGIES

GOAL:

Maintain the proper balance of land uses and provide development tools for a healthy environment and stable economy without sacrificing the community's character or burdening the town's resources.

POLICIES:

Encourage infill development and reuse of vacant buildings.

Maintain regular contact with the St. Joseph County Area Plan Commission.

Utilize and enforce Zoning Ordinances and Development Standards through the use of the Technical Review Committee.

Ensure that the growth of the Town will complement the Smart Growth principles, maintain Lakeville's character, and maximize the Town's infrastructure and utilities.

IMPLEMENTATION: ★ See *How can we do it?*

The Town should provide local incentive programs such as tax abatements to support an infill effort.

The Town should strategically increase land zoned for residential.

The Town should establish development guidelines for residential development that sets a standard that sustains the "small town feel" of Lakeville.

When not sitting on the Area Plan Commission, the Town should send a representative from the community to attend the county planning meetings to help ensure the Town is aware of all regional planning activities.

The Town should utilize the County Model Ordinances and tailor them to address Town-specific issues.

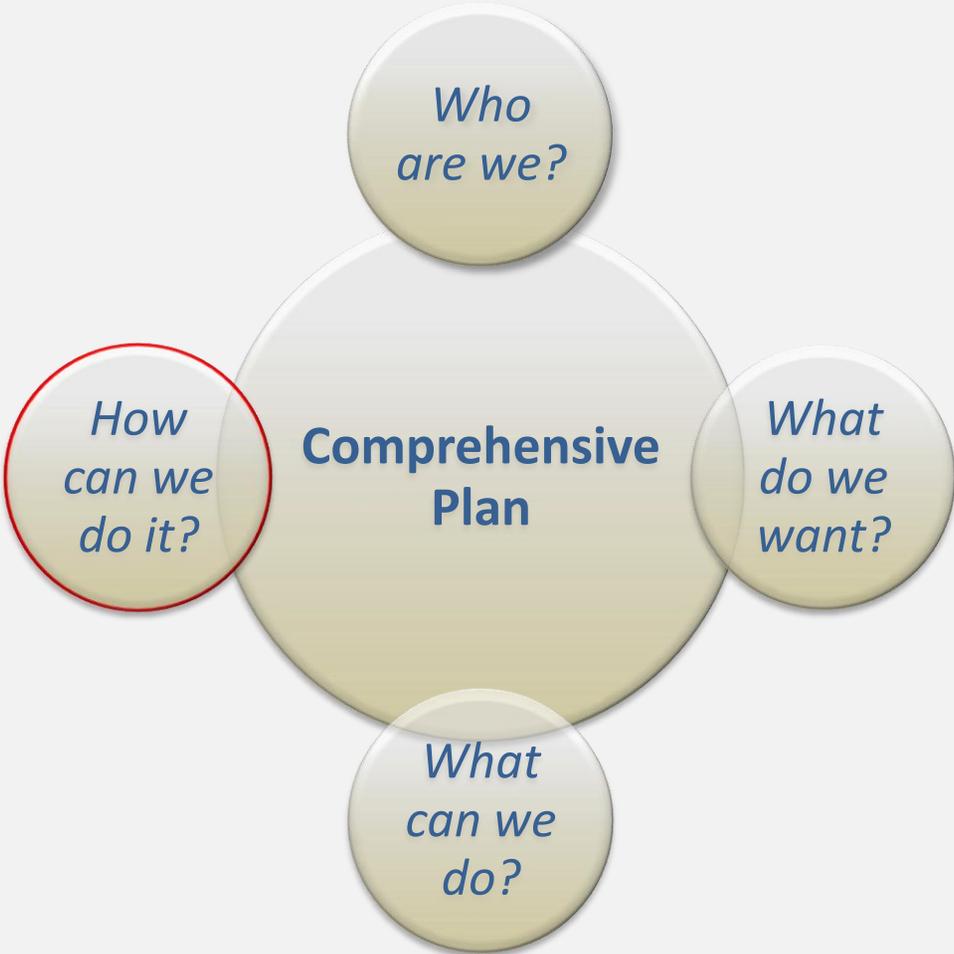
- ★ The Town should develop Town-specific Development Standards.
- ★ The Town should form a Technical Review Committee to ensure that Zoning Ordinances and Development Standards enforced.
- ★ The Town should encourage the use of the In Lieu of Annexation Agreement.

The Town should form a committee comprised of representatives from the town, township, county, as well as their respective legal counsels, financial advisors, and other stakeholders to conduct a thorough review of all aspects of a Town and Township merger.

The Town should perform periodic reviews and updates to the Town Zoning Ordinances.

The Town should perform periodic reviews and updates to the Town Development Standards.

The Town should perform periodic reviews and updates to the Comprehensive Plan and Future Land Use Map to maintain their relevance.



How can we do it? outlines various long and short range expanded implementation strategies for selected component plans. This chapter details the duties, partnerships, and funding models needed to achieve specific community visions. It is a valuable reference for planners, town officials, and community stakeholders alike.

Funding Sources
Expanded Implementation Strategies

How can we do it? FUNDING SOURCES

FUNDING SOURCES - TOWN

Funding Source	Partnerships	Duties	Project Opportunities (Abbreviated List)
Tax Increment Financing (TIF) District	Administration Town Staff Town Council Plan Commission Redevelopment Commission (RDC)	<ul style="list-style-type: none"> Establish and appoint Redevelopment Commission. Designate area as redevelopment area or economic development area, establish TIF. Define public purpose and prepare a TIF management plan. 	<ul style="list-style-type: none"> Roadway expansion and repair Support mixed use development & redevelopment Land acquisition Abandoned and vacant building demolition Planning document preparation Utility expansion and repair Streetscaping Parking construction Revitalization
Indiana Department of Environmental Management (IDEM)	Town Staff Town Council Utility Department IDEM/IFA	<ul style="list-style-type: none"> Contact IDEM office or Indiana Finance Authority (IFA) Office Determine programs for which you are eligible. Complete applicable applications and requests. 	<ul style="list-style-type: none"> State Revolving Fund (SRF) Loans <ul style="list-style-type: none"> Improvement of wastewater and drinking water infrastructure Indiana brownfields assessment and remediation program
Revenue or General Obligation Bonds, Industrial Development Bonds, TIF Bonds, etc.	Administration Town Staff Town Council	<ul style="list-style-type: none"> Prepare project funding model Establish debt service revenue stream Prepare project for construction – issue/sell bonds 	<ul style="list-style-type: none"> Can be used as sole funding source for community improvements or gap funding as needed.

FUNDING SOURCES - TOWN

Tax Increment Financing (TIF) District

Tax Increment Financing enables local economic development officials to collect the property tax revenue attributable to increased assessed value resulting from new investments within a designated area (TIF district). Once a TIF district is established, the property tax revenue attributable to new assessed value within the district accrues to the redevelopment district rather than the traditional taxing units (schools, civil city, township, county, etc.). The new revenue can be used to pay for infrastructure or other improvements within the designated area. Typically, TIF revenue is used to retire debt incurred to fund infrastructure or other improvements but it has also been used on a cash basis. While the vast majority of TIF districts in Indiana incur debt, many communities have used any additional TIF revenue beyond that necessary for bond service to make further infrastructure investment in the TIF district.

Indiana Department of Environmental Management (IDEM) – State Revolving Fund (SRF) Loans

The Indiana Department of Environmental Management (IDEM) assists communities in meeting their environmental responsibilities and goals through environmental projects. In order to accomplish these projects, IDEM works in cooperation with other agencies to provide funding in the form of grants and loans. One of which is the State Revolving Fund (SRF) loan program. IDEM administers and regulates the SRF program. This program makes loans available to government entities for both water and wastewater projects, each with a separate application process. These loans have a 20 year repayment period. This program can be a financially viable choice for clean water related projects where a qualifying project needs to take advantage of lower interest rate. The SRF program is best suited for cities and towns that have a significant existing sewer and treatment plant infrastructure combined with a relatively large number of customers. For these municipalities, the shorter loan period often means less interest paid over the length of the loan and, therefore, a lower overall cost. Costs for feasibility studies to qualifying projects are grant-eligible.

Municipal Bonds

A municipal bond is a debt security issued by a state, municipality, or county to finance its capital expenditures. They are exempt from federal taxes and from most state and local taxes. The bonds may be used to fund public projects such as schools, sewer systems, and roads. When a municipal bond is purchased, the government entity that issued the bond promises to pay the lender a specified amount of interest. TIF bonds or industrial development bonds can be similarly issued in support of development or redevelopment where a tax capture (sewer rates) or a private party is obligated for repayment. This plan has many variations and can be tailored to match specific needs.

How can we do it? FUNDING SOURCES

FUNDING SOURCES - GRANTS

Funding Source	Partnerships	Duties	Project Opportunities (Abbreviated List)
Housing and Urban Development (HUD)/ Indiana Office of Community and Rural Affairs (OCRA)	Administration Town Staff Town Council Grant Writer OCRA	<ul style="list-style-type: none"> • Contact local OCRA representative. • Determine programs for which you are eligible. • Complete application process. • Complete Consolidated Plan (required as part of the HUD application process). 	<ul style="list-style-type: none"> • Community Development Block Grants (CDBG) <ul style="list-style-type: none"> ○ Community Funds Focus (CFF) ○ Water, sewer, and storm projects ○ Infrastructure supporting housing ○ Senior, daycare, community centers ○ Downtown revitalization ○ Historic preservation ○ Libraries ○ Healthcare centers ○ Special needs buildings ○ Fire stations/Fire trucks
United States Department of Agriculture (USDA) Funding	Administration Town Staff Town Council Board of Public Works Grant Writer USDA	<ul style="list-style-type: none"> • Contact regional USDA office. • Determine programs for which you are eligible. • Complete applications and requests. 	<ul style="list-style-type: none"> • Community Programs <ul style="list-style-type: none"> ○ Schools, libraries, hospitals, medical clinics, assisted living facilities, community centers, public transportation • Utility Programs <ul style="list-style-type: none"> ○ Building, repairing, or improving water and wastewater systems ○ Telecommunications and broadband
Indiana Department of Environmental Management (IDEM)	Administration Town Staff Town Council Board of Public Works Grant Writer IDEM	<ul style="list-style-type: none"> • Contact IDEM • Determine programs for which you are eligible. • Complete applicable applications and requests. 	<ul style="list-style-type: none"> • Recycling market development program • Indiana brownfields assessment and remediation program • Water quality management • Pollution prevention

How can we do it? FUNDING SOURCES

FUNDING SOURCES - GRANTS

Funding Source	Partnerships	Duties	Project Opportunities (Abbreviated List)
Indiana Office of Energy Development (OED)	Administration Town Staff Town Council Utility Department Grant Writer OED	<ul style="list-style-type: none"> • Contact OED office. • Determine programs for which you are eligible. • Complete applicable applications and requests. 	<ul style="list-style-type: none"> • Energy Efficiency and Conservation Block Grant (EECBG) • Develop energy efficiency and conservation strategies • Building energy audits, retrofits, weatherization • Financial incentive programs for energy efficiency • Transportation programs to conserve energy • Building code development, implementation, and inspections • Installation of energy efficient heating and cooling systems • Material conservation programs and recycling • Reduction and capture of greenhouse gas emissions. • Installation of energy efficient traffic signals and street lighting • Installation of renewable energy technologies on government buildings • Other appropriate programs.
Indiana Department of Natural Resources (IDNR)	Administration Town Staff Town Council Board of Public Works Grant Writer IDNR Parks Department Parks Board	<ul style="list-style-type: none"> • Contact IDNR office. • Determine programs for which you are eligible. • Complete applicable applications and requests. • Complete Parks and Recreation Master Plan 	<ul style="list-style-type: none"> • Community forestry program • Shooting ranges • Develop new parks and recreation areas • Fire fighting assistance • Neighborhood assistance for low-to-moderate incomes • Historic preservation and archaeology • Lake and river enhancement • Recreational trails program
Indiana Department of Transportation (INDOT)	Administration Town Staff Town Council Grant Writer INDOT	<ul style="list-style-type: none"> • Contact INDOT office. • Complete applicable applications and requests for Transportation Enhancement (TE) funds. 	<ul style="list-style-type: none"> • Pedestrian/Bicycle facilities • Scenic or historic highway programs • Landscaping and other beautification • Rehabilitation and operation of historic transportation buildings, structures, or facilities

FUNDING SOURCES - GRANTS

Income Survey

Income surveys fulfill eligibility requirements for Indiana Office of Community and Rural Affairs (OCRA) Community Development Block Grant (CDBG) funds. Communities and counties that meet the 51% low-to-moderate income levels may apply to OCRA for up to \$600,000 in grant funds for eligible projects and up to \$50,000 for planning studies. This income survey is a critical step in determining interested communities' and counties' eligibility for funding options if they do not automatically qualify by census information.

Grant Writers

A grant writer can better position your organization to receive grant funding. They can help with grant research, proposals, applications, and writing. Oftentimes the private-sector grant writer gets paid only if and when the government agency receives the requested funds. Metropolitan Planning Organizations (MPOs) and other government entities also have staff that are able to assist with grant procurement free of charge or for limited association fees.

Indiana Office of Community and Rural Affairs (OCRA) – Community Development Block Grants (CDBG), Community Focus Funds (CFF)

This is an agency which operates under the Lieutenant Governor's office which administers Community Development Block Grants (CDBG) from the U.S. Department of Housing and Urban Development (HUD). This agency, up until 2004, was formerly under the state's Department of Commerce office. Its overall purpose however, has not changed. OCRA encourages communities with significant low and moderate income populations to focus on long-term community development. In particular, rural wastewater projects can receive up to a \$500,000 Community Focus Fund (CFF) grant for eligible project costs. However, the applicant must demonstrate through strict, regulated income surveys that 51% or more of its residents are below the low-to-moderate income level established for their region. The income limits established for grant eligibility by OCRA are different than those used by Rural Development (RD). OCRA requires a certified income survey be performed which is only good for two years. RD accepts the findings of certified income surveys as legitimate data. Thus, if a project meets the 51% low-to-moderate income level under OCRA rules, the RD guidelines are also met.

Indiana Rural Development USDA Programs

The Community Programs section within the Indiana Rural Development (RD) office is the state arm of the national program which operates under the jurisdiction of the United States Department of Agriculture. The mission of RD is to "serve a leading role in improving the quality of life in rural America by administering its Water and Waste Disposal and Community Facility Programs in a service-oriented, forward looking, and financially responsible manner." The water and waste disposal

FUNDING SOURCES - GRANTS

loan funds are available to public entities such as municipalities, counties, special-purpose districts, Indian tribes, and corporations not operated for profit. Additionally, these same qualified applicants are eligible for water and waste disposal grants. Depending on household income limits established from the income survey, these grants may be made up to 75% of eligible project costs.

Indiana Department of Environmental Management (IDEM)

The Indiana Department of Environmental Management (IDEM) assists communities in meeting their environmental responsibilities and goals through environmental projects. In order to accomplish these projects, IDEM works in cooperation with other agencies to provide funding in the form of grants and loans.

Indiana Office of Energy Development (OED) – Energy Efficiency and Conservation Block Grant (EECBG)

The Energy Efficiency and Conservation Block Grant (EECBG) Program, funded for the first time by the American Recovery and Reinvestment Act (Recovery Act) of 2009, represents a Presidential priority to deploy the cheapest, cleanest, and most reliable energy technologies we have—energy efficiency and conservation—across the country. The Program, authorized in Title V, Subtitle E of the Energy Independence and Security Act (EISA) and signed into law on December 19, 2007, is modeled after the Community Development Block Grant (CDBG) program administered by the Department of Housing and Urban Development (HUD). It is intended to assist U.S. cities, counties, states, territories, and Indian tribes to develop, promote, implement, and manage energy efficiency and conservation projects and to develop programs designed to reduce fossil fuel emissions, reduce the total energy use of the eligible entities, improve energy efficiency in the transportation, building, and other appropriate sectors, and create and retain jobs. Through formula and competitive grants, the Program empowers local communities to make strategic investments to meet the nation's long-term goals for energy independence and leadership on climate change.

Indiana Department of Natural Resources (DNR)

The mission of the Indiana Department of Natural Resources is to protect, enhance, preserve, and wisely use natural, cultural, and recreational resources for the benefit of Indiana's citizens through professional leadership, management, and education. This is supported through a number of grants and financial assistance programs offered through the agency. Many of these financial opportunities require the community to have sound, well-designed plans and projects in place, and to provide matching funds.

Indiana Department of Transportation (INDOT) – Transportation Enhancement (TE) Funds

This program assists communities in restoring historic transportation facilities, creating bike and pedestrian trails, and landscaping projects, to name a few. The federal government provides eighty percent of the funds while local applicants pay the remainder.

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 1 – LAND USE PLAN

1.1 – FUTURE LAND USE MAP

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Adoption of Future Land Use Map	Area Plan Town Council Consultant	<ul style="list-style-type: none"> Finalize Future Land Use Map. Receive acceptance from Area Plan. Adoption by Town Council. County amends County Comprehensive Plan and Future Land Use Map. 	Town Funds Grant Funds - OCRA	Included as part of this document

1.2 – ZONING AND TECHNICAL REVIEW COMMITTEE

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Update Zoning Ordinances	Area Plan Town Council Town Staff Legal Counsel Consultant	<ul style="list-style-type: none"> Obtain a copy of the County's Model Zoning Ordinances. Modify Zoning Ordinances to address specific needs. Modify Development Standards to address specific needs. Adoption by Town Council. 	Town Funds	\$2,500 (Legal Counsel) \$2,500 (Consultant Fees)
<input type="checkbox"/>	Establish Technical Review Committee	Town Council Town Staff Legal Counsel Consultant	<ul style="list-style-type: none"> Decide committee responsibilities and duties. Create Town ordinance establishing committee. Develop application forms, practices and procedures, and schedule of fees. 	Town Funds	\$2,500
<input type="checkbox"/>	Apply standards and ordinances	Town Council Town Staff	<ul style="list-style-type: none"> Ensure all standards and ordinances are applied to their fullest extents. 	Application Fees*	\$500 - \$1,000 (Per request)
<input type="checkbox"/>	Keep standards and ordinances updated	Town Council Town Staff	<ul style="list-style-type: none"> Review and update standards and ordinances annually to ensure relevance. 	Application Fees*	TBD

* Application Fees are collected to allow the Town to initiate review. If legal, engineering, or fiscal review is required then the Town should establish a no-net-loss policy for recovery of these costs from the requesting party. Costs incurred by the Town's general fund for implementation can be recovered over time.

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 1 – LAND USE PLAN (CONTINUED)

1.3 – IN LIEU OF ANNEXATION AGREEMENT

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Create a template ILOA Agreement	Town Council Town Staff Legal Counsel	<ul style="list-style-type: none"> Determine best method of establishing ILOA agreements. Utilize sample ILOA agreement at the back of this document. 	Private project no-net-loss fee*	\$2,500
<input type="checkbox"/>	Adopt ILOA Agreement	Town Council Town Staff Area Plan (?)	<ul style="list-style-type: none"> Adoption of ILOA agreement by governing agency. 	Private project no-net-loss fee*	\$1,100
<input type="checkbox"/>	Apply ILOA Agreement	Town Council Town Staff Area Plan (?)	<ul style="list-style-type: none"> Ensure all development projects outside of Town limits have entered in to an ILOA agreement with the Town. 	Private project no-net-loss fee*	n/a

* No-net-loss fees are paid by the requesting party to cover the Town's legal review. It may be necessary to develop a schedule of basic application fees as a part of establishing the Town project review structure. It is suggested that the template be developed with the first project to avoid incurring cost to the general fund.

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 2 – INFRASTRUCTURE PLAN - UTILITIES

2.1 – UTILITY MASTER PLAN

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Complete a utility master plan update	Town Staff Town Council Grant Writer Consultant	<ul style="list-style-type: none"> • Planning grant procurement. • Approve a consultant selection. • Accumulate operating records, plans, reports, etc. • Provide needed testing. • Complete the study. • Publish the work. • Fund the work. 	Town Funds Grant Funds	\$2,800-\$3,300 \$25,200-\$29,700

2.2 – DEVELOPMENT STANDARDS

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Refer to Step1 – Land Use Plan				

2.3 – IN LIEU OF ANNEXATION AGREEMENT

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Refer to Step1 – Land Use Plan				

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 3 – DOWNTOWN PLAN

3.1 – UTILITY STUDY

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Refer to Step 2 – Infrastructure Plan				

3.2 – ACCESS MANAGEMENT PLAN

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Determine management zone	Town Council Town Staff Consultant	<ul style="list-style-type: none"> Review geometry, conflicts, areas of concern, provide needed guidance as to appropriate termini of management zone. 	Town Funds	\$900
<input type="checkbox"/>	Establish development and access standards	Town Council Town Staff Consultant	<ul style="list-style-type: none"> The team will select the best management practices that are appropriate for the selected zone, i.e. channelization, closure of multiple approach points, intra-site cross access, median barriers, frontage roads, etc. 	Town Funds	\$2,100
<input type="checkbox"/>	Develop draft plan Develop public opinion Adopt plan	Town Council Town Staff Consultant	<ul style="list-style-type: none"> The plan should be discussed with land owners and be the topic of an agenda item at council sessions (2). The plan should be adopted as a development standard for sites within the corridor. This can be done as a local ordinance. 	Town Funds	\$4,200

NOTE: It is suggested that this work be done as part of the design effort for the streetscape project. No additional funding would be needed.

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 3 – DOWNTOWN PLAN (CONTINUED)

3.3 – DOWNTOWN STREETScape

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Promote project Procure 20% of the project budget to match federal grant	Town Council	<ul style="list-style-type: none"> The Town is working hard on this and has requested the matching funds be allocated as part of the state's relinquishment of US 31. 	Town Funds	\$176,500
<input type="checkbox"/>	Provide 80% of the project funding thru the federal aid LPA program	INDOT	<ul style="list-style-type: none"> INDOT has allocated the funds and continues to work with the Town to secure the matching funds and initiate design. 	Grant Funds	\$0
<input type="checkbox"/>	Initiate project development procedures	MACOG Town Council Town Staff	<ul style="list-style-type: none"> MACOG typically provides guidance to their communities. 	Town Funds	\$0
<input type="checkbox"/>	Project design, bid/award, construct	Town Staff Engineer Contractor INDOT	<ul style="list-style-type: none"> This process can take up to 18 months to construction start, then one full construction season to build. 	Grant Funds	\$706,000*

* These funds have been procured – work should begin as soon as possible.

3.4 – BRANDING & MARKETING

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Determine Town identity	Administration Town Staff Committee Consultant LABOA	<ul style="list-style-type: none"> Hire marketing consultant. Develop marketing opportunities and strategies. Develop branding and marketing scheme. 	Town Funds LABOA	\$500 \$5,500
<input type="checkbox"/>	Develop signage and corridor strategy	Administration Town Staff Consultant LABOA	<ul style="list-style-type: none"> Develop signs and corridor amenities based on branding scheme. Determine sign and corridor locations. Determine phasing strategy for construction and implementation. Add to Capital Improvement Plan (see Step 4). 	Town Funds LABOA	\$500 \$5,500

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 3 – DOWNTOWN PLAN (CONTINUED)

3.5 – PROMOTIONAL CAMPAIGN

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Develop a Support Local Campaign	Administration Town Staff LABOA	<ul style="list-style-type: none"> • Develop a Support Local Campaign strategy • Utilize utility bills, local gathering spots, billboards, etc. to make residents aware of issue • Increase local participation by offering discounts, coupons, and promotions to residents 	Town Funds Business Donations LABOA	\$500-\$1,000 (marketing materials)
<input type="checkbox"/>	Participate in Main Streets Program	Administration Town Staff OCRA LABOA	<ul style="list-style-type: none"> • Meet with Office of Community and Rural Affairs (OCRA) to discuss formation of a Main Street Program • Prepare a work plan to complete organizing process. • Implement the work plan • Determine catalyst program for new Main Street Organization (i.e. façade grants) • Work with designers, lenders, and others to structure program, review applications, and oversee execution. • Utilize networking and tools available through this program 	Town Funds Business Donations TIF Funds (for capital improvements) LABOA	\$500-1,000 (formation of organization)

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 4 – TRANSPORTATION PLAN

4.1 - SIDEWALK MASTER PLAN

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Prepare sidewalk inventory	Town Staff Consultant	<ul style="list-style-type: none"> Develop Geographic Information System (GIS) based inventory of sidewalks. Assess condition, need, cost, and benefit of pedestrian facilities. 	Town Funds	\$1,600-\$2,600
<input type="checkbox"/>	Develop Sidewalk Master Plan	Administration Town Council Town Staff Consultant	<ul style="list-style-type: none"> Establish a funding and construction program that will seek to build out the sidewalk system throughout the town using a PPP*. Based on results from inventory, establish priority areas, select and initiate the projects on an incremental basis. 	Town Funds	\$3,100-\$5,100
<input type="checkbox"/>	Begin construction	Administration Town Council Town Staff Consultant	<ul style="list-style-type: none"> Coordinate construction efforts. Initiate PPP. 	Town Funds Private Partnerships	TBD

* PPP (public-private partnership) in sidewalk programs instills pride, thereby reducing long term cost of care.

4.2 - ACCESS MANAGEMENT PLAN

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Refer to Step 3 – Downtown Plan				

4.3 - CAPITAL IMPROVEMENT PLAN (CIP)

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Develop Capital Improvement Plan	Administration Town Staff	<ul style="list-style-type: none"> Identify capital projects and equipment purchases, develop schedule and financing. 	Town Funds	\$0
<input type="checkbox"/>	Adopt plan	Administration Town Council Town Staff	<ul style="list-style-type: none"> Request adoption from Town Council. 	Town Funds	\$0

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 5 – PARKS & RECREATION PLAN - POTATO CREEK STATE PARK

5.1 – DOWNTOWN STREETScape

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Refer to Step 3 – Downtown Plan				

5.2 – Branding & Marketing

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Refer to Step 3 – Downtown Plan				

5.3 – TRAIL

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Ascertain funding options	Town Council Town Staff County Parks & Recreation Consultant	<ul style="list-style-type: none"> Apply for INDOT’s Transportation Enhancement grant (TE) or IDNR’s Recreational Trails Program (RTP grant). 	Town Funds	\$5,000
<input type="checkbox"/>	Determine trail location	Town Council Town Staff Consultant INDOT / IDNR	<ul style="list-style-type: none"> Determine optimal trail location through: communications with land owners, community input, title searches, cost estimates, topographic review, right- of-way widths, safety, etc. 	Town Funds	\$2,000-\$3,000
<input type="checkbox"/>	Design trail	Town Council Town Staff Consultant INDOT / IDNR	<ul style="list-style-type: none"> Design trail. Develop plan set and construction documents (to grant standards if applicable). 	Town Funds - 10% matching County Funds – 10% matching Grant Funds - INDOT or IDNR	\$3,000-\$6,000 \$3,000-\$6,000 \$24,000-\$48,000
<input type="checkbox"/>	Construct trail	Town Council Town Staff Consultant INDOT / IDNR	<ul style="list-style-type: none"> Open construction bids. Choose contractor. Construct trail. Close project. 	Town Funds County Funds Grant Funds - INDOT or IDNR	TBD

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 6 – ECONOMIC DEVELOPMENT PLAN – NEW INTERSECTION AT U.S. 31 & SR 4

6.1 – LAKEVILLE EMPLOYMENT AND AGRIBUSINESS PARK

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	LEAP (Lakeville Employment and Agribusiness Park) Coalition	<p>This project is ideal for a local public-private partnership that brings local investors and stakeholders together with regional experts.</p> <p>Local volunteers, elected officials, industry leaders, educators, and local / regional real estate and development professionals</p>	<ul style="list-style-type: none"> • Contact and engage Local Economic Development Organization (LEDO) to establish a working relationship with them. They are the local conduit for new employer lead so need to understand how best to work with them. • Secure another OCRA grant for a plan focused on organizing and developing an employment center. • Present this plan to the LEDO and other development brokers (realtors and developers). • Secure land indentified in study for employment center development either through option, purchase or collaboration with property owner/developer. • Consider forming a TIF along SR4. • Consider applying to other funding sources for capital improvement dollars for Lakeville Employment and Agribusiness Park. 	<p>Varies depending on the scope defined by study.</p> <p>Land assembly is a likely role.</p> <p>TIF dollars could be used to purchase land and other capital improvements.</p>	<p>Varies depending on the final solution to development plan.</p> <p>Community needs to be prepared to be part of a public-private partnership.</p> <p>Should allocate \$5,000 to \$10,000 as a working budget for survey and subsequent information distribution.</p> <p>Should allocate between \$20,000 to \$30,000 for initial land assembly.</p> <p>Be prepared to allocate funds from TIF or other sources for Phase 1 capital improvements. Should be \$500,000+.</p>

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 6 – ECONOMIC DEVELOPMENT PLAN – NEW INTERSECTION AT U.S. 31 & SR 4 (CONTINUED)

6.2 – RIDE SHARE AND SHUTTLE TRANSIT COALITION

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Ride Share and Shuttle Transit Coalition	<p>This project is ideal for a partnership with regional employment centers, advanced education, state highway, and chamber of commerce.</p> <p>Should include local volunteers, chamber members, adult education entities, MACOG, regional LEDO and other stakeholders.</p>	<ul style="list-style-type: none"> • Form a regional committee composed of stakeholders for transportation issues related to access to employment and career advancement centers by residents served by US31 Bypass. • Identify likely opportunities for increasing car pooling, creating park and ride locations, providing shuttle services and other means for accessing employment centers and advanced education providers. • Develop a strategy for funding online tools, construction of facilities, and subsidizing transit (if need and viable). • Promote the program and track performance to evaluate effectiveness. 	<p>Grants to funds for transit service and capital improvements. Target creating a multi-modal center that brings a regional transportation component to the area (often called a multi-modal hub).</p> <p>TIF dollars can be used for a park and ride lot that could be part of a commercial development or the Lakeville Employment Agribusiness Park (LEAP).</p>	<p>Varies depending on the final programs and plans.</p> <p>Community needs to be prepared to be part of a public-private partnership with employers, providers, and transit entities.</p> <p>Should allocate \$1,000 to \$1,500 for forming and promoting ride share program.</p> <p>Should allocate \$5,000 to \$10,000 for building park and ride lot.</p> <p>Cost for transit would be based on ridership and ability to pay.</p>

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 7 – ECONOMIC DEVELOPMENT PLAN - EDUCATION

7.1 – EDUCATION

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	CAREER (Career Advancement and Readiness Education Enterprise Recognition) Committee	<p>This project is ideal for a regional partnership private, public and not-for-profits.</p> <p>Should include local volunteers, school board members, industry leaders, service organizations, Work One Office, educators, and residents.</p>	<ul style="list-style-type: none"> Form Committee composed of stakeholders who are focused on career advancement for recent graduates (college and high school) and adults, especially those interested in a new career. Develop a program that celebrates the career success of residents and those who no longer live in the region. This could include an event that recognizes an accomplished resident, scholarship program for a promising student, or other elements that reward and share a success story. Develop a plan that helps regional residents be successful. This plan will assess needs, identify resources, estimate funding, and present an implementation strategy. It will likely include mentoring, career counseling, building basic interview skills, job search strategies, etc. 	Grants to fund start up cost for recognition program, tutoring programs, career counseling etc.	<p>Varies depending on the final programs and plans.</p> <p>Community needs to be prepared to be part of a public-private partnership with employers, educators, and service organizations.</p> <p>Should allocate \$5,000 to \$10,000 as a working budget forming grant matches and funding initial programming.</p>

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 8 – PARKS AND RECREATION – PARKS AND RECREATION MASTER PLAN

8.1 - PARKS AND RECREATION MASTER PLAN

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Conduct needs analysis	Town Staff Consultant	<ul style="list-style-type: none"> • Perform inventory of sites and assets. • Perform demographic analysis. • Coordinate efforts with town staff. • Generate report. 	Town Funds	\$2,000-\$4,000
<input type="checkbox"/>	Create Parks and Recreation Master Plan	Town Staff Consultant	<ul style="list-style-type: none"> • Prepare plan based on needs analysis. • Provide recommendations and future projections. • Identify priority lists and goals, prepare cost estimates. • Devise implementation and funding strategies. • Create and populate parks GIS. 	Town Funds	\$3,000-\$4,000
<input type="checkbox"/>	Begin construction	Town Staff Consultant Grant Writer IDNR	<ul style="list-style-type: none"> • Select projects noted in Parks and Recreation Master Plan for action. • Apply for Indiana Department of Natural Resources (IDNR) funds for improvements. 	Town Funds Grant Funds – IDNR	TBD

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 9 – ECONOMIC DEVELOPMENT PLAN - SERVICES

9.1 - RETAIL

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Retail Development Task Force	Local volunteers, elected officials, and local / regional real estate professionals	<ul style="list-style-type: none"> • Identify preferred and available real estate for community serving retail (grocery, drug store, dining, etc.) • Determine amount of land needed for anchor retailer. Probably 2 to 3 acres for a drug store or grocery. • Secure land control either by purchasing property, establishing a partnership with the property owner, or getting an option. • Find a real estate broker that can assist you with attracting developers and tenants. This includes ICSC conferences and other local venues. • Package demand and real estate information for distribution to development industry. • Work with developer to implement project. This could include expediting utilities, assisting with infrastructure improvements, etc. 	<p>Varies depending on the scope of need and the role of the community.</p> <p>Printing cost of marketing materials.</p> <p>Land assembly or securing facilities is a likely role.</p> <p>TIF dollars could be used to purchase land and other capital improvements.</p>	<p>Varies depending on the final solution to development plan.</p> <p>Community needs to be prepared to be part of a public private partnership.</p> <p>Should allocate \$1,500 to \$3,000 as a working budget for survey and subsequent information distribution.</p> <p>Should allocate between \$75,000 and \$120,000 for capital improvements a part of a partnership.</p>

How can we do it? EXPANDED IMPLEMENTATION STRATEGIES

STEP 9 – ECONOMIC DEVELOPMENT PLAN – SERVICES (CONTINUED)

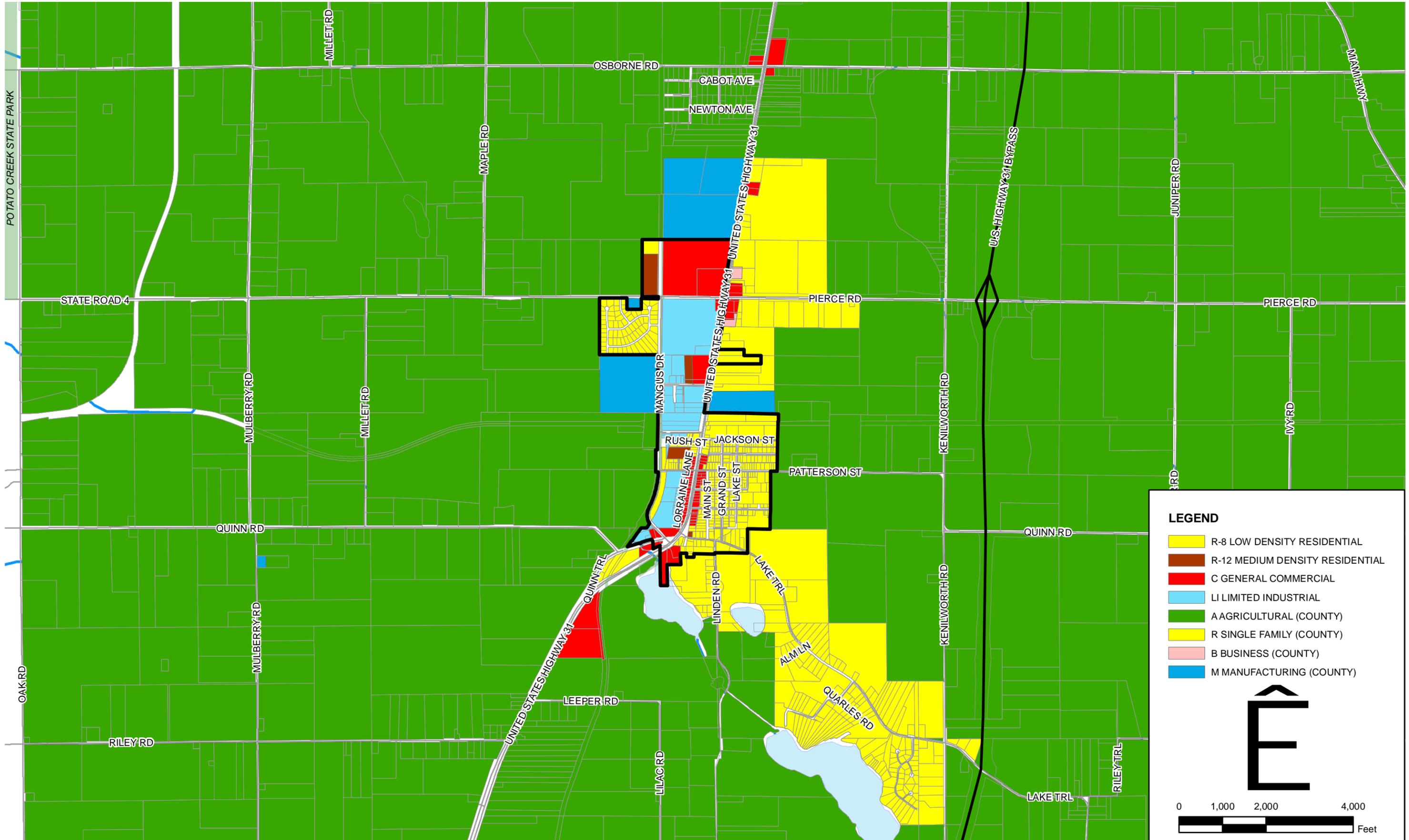
9.2 - DAY CARE

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Day Care Task Force	Local volunteers, elected officials, local day care professionals, and social service agencies	<ul style="list-style-type: none"> Research industry associations as a source for standards and market indicators. Develop, distribute, compile and analyze a survey for demand and supply. Demand should be routed to area families. Supply should be routed to area providers. Determine gap between supply and demand for quality and types of services to determine area needs. Present information of need to likely providers (schools, day care businesses, churches, etc.) and broader business community. Distribute information on existing providers and types of services to area residents, especially families. Determine community role in activating solution(s) to needs. 	<p>Varies depending on the scope of need and the role of the community.</p> <p>On line survey tool subscription.</p> <p>Land assembly or securing facilities is a likely role.</p> <p>TIF dollars could be used to purchase land and other capital improvements.</p>	<p>Varies depending on the final solution to meeting needs.</p> <p>Community needs to be prepared to be part of a public private partnership.</p> <p>Should allocate \$1,500 to \$2,000 as a working budget for survey and subsequent information distribution.</p> <p>Should allocate between \$50,000 and \$100,000 for capital improvements as part of a partnership.</p>

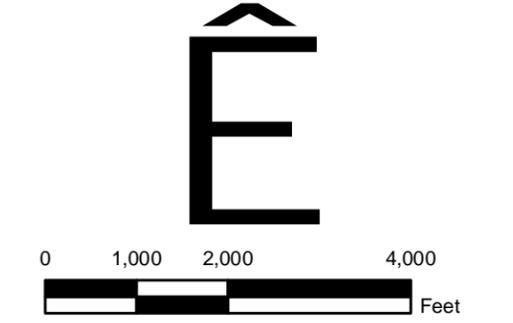
9.3 - HEALTH CARE / PROFESSIONAL SERVICES

<input checked="" type="checkbox"/>	Activity	Partnerships	Duties	Funding Source	Estimated Cost
<input type="checkbox"/>	Health Care / Professional Services Task Force	Local volunteers, elected officials, local professionals	<ul style="list-style-type: none"> Identify regional health care and professional service providers for profit and not-for-profit institutions and practices. Interview / survey to determine gaps in local services. Identify viable responses to unmet demand. Determine interests to provide needed services. Determine role of Lakeville community in securing facilities and staff that fulfill need. Implement plan to fulfill short term needs and plan for longer term needs. 	<p>Varies depending on the scope of need and the role of the community.</p> <p>Land assembly or securing facilities is a likely role.</p> <p>TIF dollars could be used to purchase land and other capital improvements.</p>	<p>Varies depending on the final solution to meeting needs.</p> <p>Community needs to be prepared to be part of a public-private partnership.</p> <p>Should allocate between \$50,000 and \$100,000 for capital improvements as part of a partnership.</p>

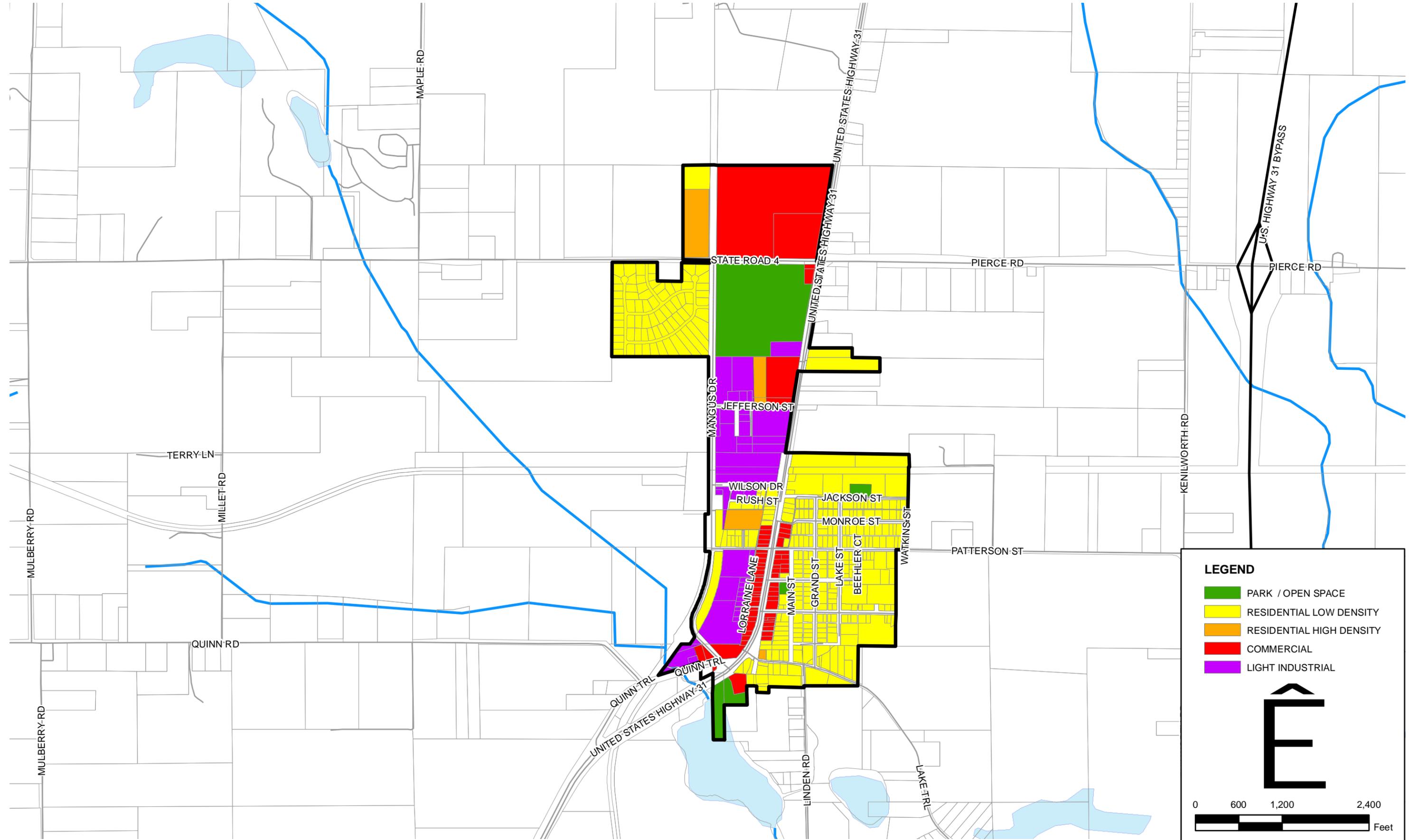
ZONING MAP TOWN OF LAKEVILLE



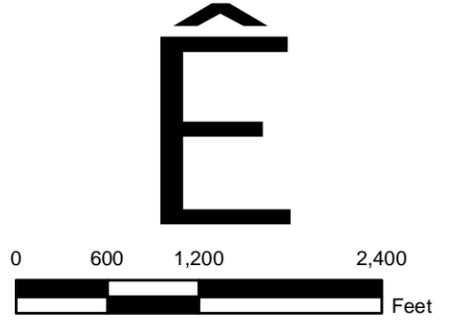
- LEGEND**
- R-8 LOW DENSITY RESIDENTIAL
 - R-12 MEDIUM DENSITY RESIDENTIAL
 - C GENERAL COMMERCIAL
 - LI LIMITED INDUSTRIAL
 - A AGRICULTURAL (COUNTY)
 - R SINGLE FAMILY (COUNTY)
 - B BUSINESS (COUNTY)
 - M MANUFACTURING (COUNTY)



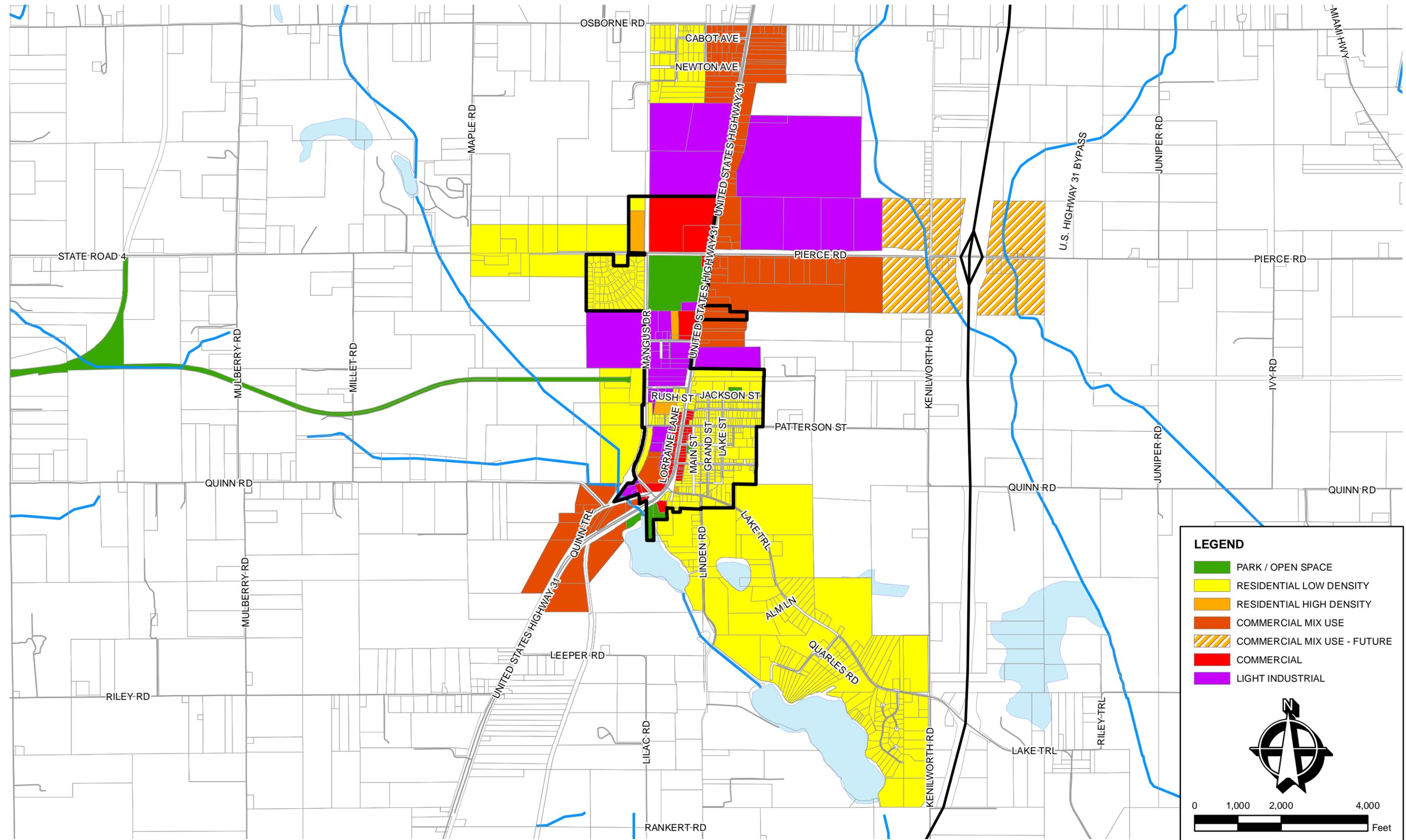
EXISTING LAND USE MAP TOWN OF LAKEVILLE



- LEGEND**
- PARK / OPEN SPACE
 - RESIDENTIAL LOW DENSITY
 - RESIDENTIAL HIGH DENSITY
 - COMMERCIAL
 - LIGHT INDUSTRIAL



FUTURE LAND USE MAP TOWN OF LAKEVILLE



LEGEND

- PARK / OPEN SPACE
- RESIDENTIAL LOW DENSITY
- RESIDENTIAL HIGH DENSITY
- COMMERCIAL MIX USE
- COMMERCIAL MIX USE - FUTURE
- COMMERCIAL
- LIGHT INDUSTRIAL



0 1,000 2,000 4,000
Feet