

Measuring our Success

A THRIVING MIDDLEBURY - PRIORITY ACTION PROGRAM

The following Action Program lists the highest priority action strategies Middlebury will first focus its implementation efforts following the adoption of this Plan to begin achieving their 2030 vision. Early in the planning process, the Steering Committee identified key community stakeholders who are knowledgeable individuals and professionals, and those who have an interest in these focus areas to serve on a Focus Group to help the Town identify the major challenges and strategies related to those areas and create an actionable plan. It is the desire of the Town for these Focus Groups to regularly meet and work towards implementing the strategies identified within their focus areas. The following Action Program consists of the highest priority strategies organized by the six focus areas as presented from the Community Profile section of this Plan. These strategies will guide the Town and Focus Group's implementation efforts over the next five years to enhance the Town's vibrancy. A complete list of the strategies for the focus areas is provided in the Appendix. Prioritization was first done by community stakeholders at the second Focus Group Workshop, and a final review was done by the Steering Committee to ensure the priorities would be realistic for implementation and supportive by the Town of Middlebury.

Middlebury's core values and transformative action strategies are the frameworks of seeing the vision implemented. The core values serve as the "cultivators" that articulate the characteristics, aspirations, and social attributes the community desires, and the strategies transform the "built environment" to see the vision built up to reality. The Steering Committee identified six core values to guide future site designs and development concepts, and new policies and programs for the Town of Middlebury. These strategies align with the core values of Attractive & Welcoming Community, Opportunities for Community Connections, Industry, Innovation, & Education, Infrastructure & Safety, Simple, Family-Focus Lifestyle, and Nature, Parks, & Trails.

PRIORITY ACTION PROGRAM

TOWN CENTER

I OWN CENTER	
GOALS	ACTION STRATEGIES
Enhance the safety and efficiency of streets for all users	Conduct a feasibility study to re-route SR 13 outside of the Town Center to reduce heavy-truck traffic and improve the safety for all users
Proactively market the vision and character of the Town Center	 Develop a Town Center Redevelopment Plan Conduct a parking study to evaluate the parking needs in downtown Promote mixed-use and infill development to support a vibrant and thriving Town Center Research and provide appropriate incentives to encourage infill and redevelopment in targeted areas Retain existing businesses while promoting a diversified market to have additional commercial and retail uses
Preserve Middlebury's character while enhancing the sense of place through the creation of vibrant, walkable destinations	Create sub-area standards for targeted development areas in the Town Center, Employment Centers, Transitional Mixed- Use Corridors, and Gateways

LAND USE & DEVELOPMENT

GOALS	ACTION STRATEGIES
Preserve Middlebury's character while enhancing the sense of place through the creation of vibrant, walkable destinations	 Develop and adopt design standards specific to a Character area as identified on the Future Character Map to guide developers plans and site designs to achieve the Town's vision Create sub-area standards for targeted development areas in the Town Center, Employment Centers, Transitional Mixed-Use Corridors, and Gateways
Preserve the existing residential character	Develop a property maintenance ordinance/neighborhood preservation ordinance
Ensure quality development for new neighborhoods	 Revise the subdivision control ordinance to require pedestrian connectivity throughout the site design to include sidewalks or trails, and open spaces Encourage housing developers to include open spaces or pocket parks in new subdivisions
Proactively plan for sustainable and modest growth	Create utility extension policies to support future development in targeted areas
Increase the number of local businesses and small-scale retail spaces to provide additional shopping, dining, and service opportunities	Provide additional local shopping and grocery establishments to reduce the need to travel to regional communities for daily needs
Expand and enhance Middlebury's marketing and tourism initiatives	 Create a Merchant Association to bring collaboration, a common sense of purpose, and community involvement Establish a "Maker's Market" and promote this as a shop-local campaign

TRANSPORTATION & INFRASTRUCTURE

	ACTION CTRATEGIES
GOALS	ACTION STRATEGIES
Proactively plan for sustainable and modest growth	 Create utility extension policies to support future development in targeted areas Support future development on the west side of Town with the provision of public utilities by conducting a Preliminary Engineering Study and acquiring needed properties
Enhance the safety and efficiency of streets for all users	 Coordinate with INDOT to program safe crossings for pedestrians from adjacent neighborhoods to Middlebury Schools across US 20 in the US 20 widening project (such as a pedestrian bridge, hawk signals, or pedestrian tunnel) Explore the feasibility to widen Main Street to improve traffic flow and accommodate for bicyclists and Amish buggies Upgrade and add signage and pavement markings for trail and pedestrian crossings
Coordinate infrastructure improvements with future development plans to reduce fiscal impacts	Capitalize on the planned SR 13 INDOT improvements to include traffic calming measures and redesign the streetscape to support the character of the Town Center and Transitional Mixed-Use Corridors
Improve the Town's Water infrastructure system to better serve residents and businesses	Install a detention tank at the Town's water treatment plant

PARKS, TRAILS, & COMMUNITY ENHANCEMENTS

GOALS	ACTION STRATEGIES
Continue to construct the Trails of Middlebury - a multi-use trail system that connects to Middlebury's Employment Centers, Town Center, Parks, and neighborhoods	Complete the River Mill Trail that connects Riverbend and Olde Mill Parks to the Pumpkinvine Nature Trail
Preserve and enhance Middlebury's high- quality parks, trails, and outdoor recreational amenities	 Implement the strategies identified in the 2020-2024 Parks Master Plan Continue to develop the Riverbend and Olde Mill Parks Master Plan, & the Trestle Terrace Development Plan Develop neighborhood parks in currently underserved areas
Enhance communication and public education on the Park Department's sustainability and environmental initiatives	Encourage Town Committees, Boards, and Staff to maintain ongoing communication about the Park Department's sustainable practices, and land preservation efforts, and the Tree Board's management of Middlebury's urban forestry (tree canopy)







MARKETING & COMMUNICATIONS

GOALS	ACTION STRATEGIES
Expand and enhance Middlebury's marketing and tourism initiatives	 Develop a "Makers Map" to highlight local artisans Educate business owners, chamber staff, and other organizations on using social media and share best practices
Proactively market the vision and character of the Town Center	 Promote mixed-use and infill development to support a vibrant and thriving Town Center
Enhance the utilization of social media platforms	 Create a strategic branding plan with a vision and a clear and consistent message for use on social media outlets (i.e., hashtags, targeting audiences, advertising, etc.) Utilize social media, signage, email communications, etc. to promote local businesses and showcase what they have to offer
Increase the Town's visual presence with acquiring and using high-quality images and color themes	 Source local photography talent Create a method of assigning and receiving media Work with the Arts Council on creative ways to use their stock

EDUCATION

GOALS	ACTION STRATEGIES
Establish the ARMS mentorship program to assist the needs of all students in Middlebury Community Schools	 Assess the students' various needs per school and grade-level who need mentorship Establish mentors at each school and for the school district
Establish "lasting" partnerships with community entities and organizations	 Expand network opportunities and establish partnerships with local churches, service clubs, community organizations, the Town of Middlebury, and local businesses
Provide affordable housing options	Support the development of a Young Family-Focused Housing Subsidy Program

EVALUATING OUR ACTION PROGRAM

Regular evaluation and monitoring of the Middlebury 2030 Comprehensive Plan, in particular, the Priority Action Program, will be a key component for an actionable plan. If the plan is to be a valuable resource to the Town, the Town should establish a method to measure the successes and challenges in achieving the vision and implementing the Priority Action Program. Continual monitoring of the progress of the Action Program will keep key decision-makers such as the Town Council, Town staff, Focus Groups, the Middlebury Chamber of Commerce, and the public informed about the Program's effectiveness. Additionally, monitoring the Program will help identify what aspects of the action strategies are working and areas that need to be improved or modified. This contributes to the comprehensive plan being a living document, as the Town can review and update the Plan every five years to stay current with changing community needs and resources that come available.

PERFORMANCE EVALUATION PROGRAM

One suggested method to evaluate and monitor the progress of the Action Program is to set up a Performance Evaluation Program that establishes milestones and/or project deadlines to see a project through completion. It is recommended that project development be monitored and evaluated through a five-year period, concluding each year with an annual progress report. The progress report may include an assessment of the strategies as to how they are achieving the Town's vision and goals, identify aspects of the project that are working well and aspects that are not working well, and strategize ways to improve those aspects that are not working well.

The performance evaluation program could be presented to the Middlebury Town Council as an annual update with additional advisement from the Elkhart County Planning Commission. Using an evaluation program like what is suggested, will help keep the Town aware of how to respond to the arising issues or community needs and aspirations over the next 10 years.



ORGANIZE FREQUENT FOCUS GROUP MEETINGS

One way to utilize the performance evaluation program is for the Town to encourage the six Focus Groups to continue to meet on a regular basis and use the performance evaluation as a criterion for the direction and purpose of the meeting.

The establishment of the six Focus Groups was a key direction by the Town and community leaders as a means to manage the implementation of the Action Program and the set of strategies identified for their specific Group and monitor the progress of those strategies. It is a desire of the Town to have an actionable plan and continue the momentum generated by the planning process following adoption.

While the Town may not ultimately be the sole responsible entity to implement a strategy, the Town could coordinate with the Chairs of the Focus Groups to establish a meeting schedule for the upcoming year, provide guidance on projects, and to receive updates on the progress of project developments. Doing so will cultivate long-lasting partnerships and communication.

One of the six Focus Groups, the Land Use & Development group, was identified at the forefront to assist the Town Manager and Elkhart County Planning Commission to guide and manage community and economic development initiatives that may occur in Middlebury. The direction for this particular Focus Group could be to oversee community development activities and make recommendations to the Town Council on land use decisions to have sustainable and modest growth and work with developers to ensure development proposals are reflective of the Town's vision. This may also include working with the Town Council and Town Manager to develop policies that support extending its municipal boundaries and public utilities to enhance its services to the residents and businesses outside the municipal boundaries.

Additional collaboration could be with the Town Manager and the Elkhart County Planning Commission on proposed projects and review of submitted site plans to the zoning ordinance to ensure project proposals and site plans strive to achieve the vision of the Future Land Use Character Areas identified early in the Building Middlebury - Our Future Vision Framework section of this Plan.

GUIDANCE ON IMPLEMENTING THE COMPREHENSIVE PLAN

The Middlebury 2030 Comprehensive Plan serves as the policy document to guide growth and development over the planning horizon to 2030. It sets a general framework for local decision-making and provides direction for land use planning and zoning efforts, budgeting priorities, and coordination with other public and private organizations. This chapter outlines the roles for the Town of

Middlebury and supporting community organizations and entities, as well as tools and potential funding sources to implement the transformative strategies and build the vision into reality.

ROLE OF THE TOWN GOVERNMENT

The comprehensive plan should be used on a daily basis by Town staff, committees, Town Council, and the Elkhart County Planning Commission to review and evaluate site plan proposals to ensure they are consistent with Middlebury's vision, prioritize capital expenditures on public infrastructure, and guide community and economic development. Town Council should refer to the Plan when approving development proposals and budgeting of its general fund.

MAINTAIN OPEN DIALOGUE WITH COMMUNITY

The Middlebury community was involved through the entire planning process in the development of this Plan, and community engagement should not stop there. Maintaining an open dialogue and consistently encouraging community involvement after the Plan is adopted is vital for successful implementation. The Town should be at the forefront actively communicating the Town's vision and action strategies to its residents, business leaders, private investors, Town boards, committees, and community organizations to foster a sense of pride and unity to achieve the vision. Simple procedures to communicate with the greater community could be to make sure the Plan is accessible online; hard copies are available at the municipal building or library; routinely update the Town's website; regularly inform the public through the newsletter of development and policy changes; as well as seek input when evaluating the progress of implementing the transformative strategies.

IMPLEMENTATION TOOLS

Zoning Ordinance

The purpose of a zoning ordinance is to govern the subdividing of lands, regulate the uses on the land in terms of scale, intensity, and appearance, and implement the land use policies from the comprehensive plan. Likewise, the zoning map and regulations should reflect the vision of the future land use map. Zoning is an important regulatory tool for implementing the Town's vision by establishing the types of uses to be allowed on specific properties and prescribe the character and intensity of permitted development. It is one of the Plan Commission's primary responsibilities to oversee the Town's various development ordinances and ensure they are concurrent with the vision of the Middlebury 2030 Comprehensive Plan.

While the comprehensive plan is a guiding policy document for growth and development in the community and setting guidelines for the quality, character, and intensity of new development over a long-term, the zoning ordinance operates at a parcel level dealing



with development on a daily basis to ensure the vision of the comprehensive plan is carried out. However, the comprehensive plan and zoning do not always operate harmoniously as they are accompanied by constant changes in the real estate market, community desires, and/or local decision-makers.

Areas to review and make improvements, if necessary, include modifying the zoning map and district standards to better reflect the future land use map; revise the plan development process to allow additional flexibility in regards to housing density and mixed-use developments; monitor

impacts on stormwater management and use of best management practices (BMPs); requirements for developers in land dedications and exactions; and, define the type and scale of new development to require a traffic impact study.

Capital Improvement Plan

Like the Zoning Ordinance, the Capital Improvement Plan (CIP) or the Town's general obligation fund is another implementation tool in carrying out the Plan's action strategies. The Town uses the CIP to plan, budget, and finance the purchase and/or construction of capital improvement projects within a 10-year period. Eligible projects include constructing large capital infrastructures such as roads or utilities, Town facilities, and parks, equipment or other fixed assets. All projects should then be reviewed, prioritized, and programmed with cost estimates and funding mechanisms, into the Town's capital budget for each fiscal year. A capital budget is the Town's annual budget that lists projects to be implemented in the current fiscal year. Therefore, the CIP is updated annually to reflect shifting priorities, emerging issues, changes in technology, and alterations from projected revenue. The CIP allows the Town to weigh project costs and benefits, and analyze the fiscal impacts to prioritize for the most beneficial public improvements while staying within budget constraints

It is important to note that projects listed in the CIP are not guaranteed to make it into the annual capital budget. Therefore, the Town should analyze all of the projects included in the CIP each year during an update. Additionally, the review of the Comprehensive Plan update should correspond with the preparation of the Town's annual capital budget and CIP. This ensures resources are aligned with proposed changes in the upcoming fiscal year.

TOWN REVENUE SOURCES

Many of the action strategies in the comprehensive plan can be implemented through administrative decision-making or Town funded programs, details provided below. However, others may require outside assistance, in which case the Town should proactively search for external grant opportunities.

Below are the several revenue sources the Town of Middlebury can use to finance capital improvement projects.

General Fund

The Town's General Fund accounts for the revenue collected from all Town enacted funding sources including property taxes, utility fees, and any permits. The General Fund pays for personnel and department operations, with a small percentage available for capital improvements. The amount used for capital improvements is set by Town Council prior adoption of the annual capital budget.

Land Exactions

An Impact fee is one land exaction tool the Town could use to implement public infrastructure and facilities. Impact fees are intended to require developers to pay a fee, prior to acquiring building permits, to help offset the cost impacts from the new development in order for the Town to efficiently serve the community for public safety, utility services, parks, and transportation. These fees are established based on the capital and operation effects of new development. Currently, the Town does not have an impact fee policy but could coordinate with the Elkhart County Planning Department to review and determine the feasibility to enact such a fee.



Fee-in-Lieu's is another land exaction tool to implement public infrastructure and facilities. They operate differently than impact fees in that they are not based on the impacts of development but the requirement for developers to construct public infrastructure or facilities to serve the area. Fees can be used as subject to final site plan approval, and the Town may work with a developer to pay a fee-in-lieu of constructing the public infrastructure or facility so long as the infrastructure or facility is proportionate and reasonably tied to the development area. Example fee-in-lieu's can be applied for constructing bicycle and pedestrian facilities like sidewalks or trails, and parklands.

Tax Increment Financing (TIF) Districts

The Town of Middlebury Redevelopment Commission was established by the Town and has representation of Middlebury residents. The Middlebury Redevelopment Commission oversee activities and funding related to the Town's two TIF Districts called the Town Center and Elroy Drive. The Elroy Drive TIF District is adjacent to the County's Middlebury Southeast TIF District, and was also used to support Jayco's expansions and improvements. The Town Center TIF activities will support future development in the Town Center. Additional activities included adding properties off CR 37 to support Coachmen's improvements and expansions.

The Elkhart County Redevelopment Commission has two TIF districts adjacent to the Town of Middlebury called Middlebury East and Middlebury Southeast. The Elkhart County Redevelopment Commission makes all decisions related to the expenditures of these resources, no formal representation from Town of Middlebury are on the Commission. TIFs were formed to support expansion of industrial uses within the districts through utility extensions (water and sewer). The Middlebury Southeast TIF activities supported Jayco's campus expansions and improvements. The Middlebury East TIF activities supported the Meijer development and expansion, and in the future, the TIF could support the development of an industrial park. The Elkhart County Redevelopment Commission has worked with the Town to fund improvements for its water and sewer systems, including improvements for its water tower and wastewater treatment plant. The Elkhart County Redevelopment Commission established another TIF district at the SR 13 and Indiana Toll Road interchange to support gateway improvements and development of industrial.

The four TIF districts are referred to:

Town of Middlebury Redevelopment Commission

- Town Center (downtown and off CR 37)
- Elroy Drive (south of US 20 and the Middlebury Southeast TIF, and on both sides of SR 13)

Elkhart County Redevelopment Commission

- Middlebury East (east of SR 13 and north of the Little Elkhart River)
- Middlebury Southeast (south of US 20 and east of SR 13)

Economic Development Income Tax (EDIT)

The Economic Development Income Tax (EDIT), also known as the County Economic Development Income Tax (CEDIT) is an optional tax available to all counties in Indiana. Revenue is divided among the county, cities, and towns, and must be used for economic development or public infrastructure projects. Elkhart County has adopted CEDIT. The Town may use their apportionment as a local match for federal and state projects.

Wheel Tax (Local Option Highway User Tax)

The Local Option Highway User Tax is available to all counties. Elkhart County has been collecting a Wheel Tax since 2004. Distributions are made to the cities and towns as well as the counties. The Town may use their apportionment as a local match for federal and state projects.

Motor Vehicle Highway Account (MVHA)

MVHA revenue is an account of the General Fund of the State of Indiana, which, by statute, is credited with the collection of the first six cents of the motor fuel and fuel use taxes, plus the statutory fees for motor vehicle registration and operation. The State collects these highway user taxes and apportions it back to the local municipalities for administration. The MVHA is the principal source of revenue for the overall operation of street and highway departments. MVHAs uses include the purchase of materials, labor costs, and/or equipment purchases required in the maintenance and construction of streets and roads. The Town may use their apportionment as a local match for federal and state projects.

Public-Private Partnerships

A public-private partnership (PPP) is a business relationship between a private-sector company and a government agency for the purpose of completing public projects. PPPs can be used to finance, build, and operate capital projects. The Town could collaborate with the Elkhart County Economic Development Corporation to explore opportunities to market vacant properties that have a good potential to be redeveloped or re-purposed for economic development activities like attracting new businesses, create business incubator spaces and workforce development.

POTENTIAL FUNDING OPPORTUNITIES

There are several federal and state grant opportunities available the Town of Middlebury and its Focus Groups could pursue as they work on implementing the Action Program to help offset project development costs. These potential funding opportunities will help the Town to enhance its public utility systems, parks, trails, recreational amenities, local streets, community development initiatives, and economic development initiatives. The following are some potential grant opportunities the Town could pursue.

Indiana Department of Transportation (INDOT)

The Indiana Department of Transportation (INDOT) administers the federal transportation program. The Town of Middlebury can apply for federal funds through a regular call for projects. The Michiana Area Council of Governments (MACOG) can assist the Town in planning and applying for transportation funding through INDOT and other state programs.

INDOT's Community Crossings Match Grant Program

On March 23, 2016, Indiana Governor, Mike Pence, signed House Bill 1001 and Senate Bill 67 into law, which made available additional funding to incentivize local governments to begin inventorying, assessing, and improving their community assets of local roads and bridges. In April 2017, Governor Eric Holcomb signed House Enrolled Act (HEA) 1002 into law, continuing the Community Crossings Match Grant (CCMG) fund by committing to invest hundreds of millions of dollars for local road and bridge projects. Unlike the 2016 legislation, communities such as Middlebury with a population of less than 10,000 are required to submit eligible projects at a 25 percent match rather than 50 percent. Eligible projects for the Town include preventative maintenance, road rehabilitation, or road reconstruction. Middlebury has regularly applied for CCMG and has been successful to receive an award from each call, receiving nearly \$4 million that has improved over 10 miles of its local roads. Without the financial assistance from CCMG, these improvements would have taken longer to complete.

Economic Development Administration Public Works & Economic Adjustment Assistance Programs

EDA's Public Works and Economic Adjustment Assistance Programs provide communities with resources to address their various economic needs. EDA supports infrastructure and economic development projects that lead to job creation and retention, an increase in private investment, advances innovation, enhances manufacturing capacities, and workforce development. More information is provided on the EDA's funding opportunities webpage.

Indiana Office of Community and Rural Affairs (OCRA) Programs

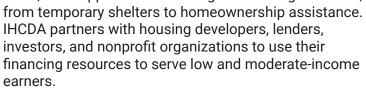
OCRA oversees the allocation of federal CDBG funds for community development projects to eligible entities including the planning and construction of public facilities and Main Street revitalization. Under the Public Facilities Program, a community can apply for up to a grant award of \$500,000 and requires a local match of 10 percent of the total project cost.

OCRA Quick Impact Placebased (QuIP) Grant

QuIP is designed to fund small-scale projects that make a quick community enhancement and transformation of underutilized spaces to spark community conversation and creativity. This grant encourages the establishment and strengthening of partnerships between the Town, residents, community groups and organizations, and businesses. Grants requests must be between \$2,500 and \$5,000 and have a local match of either cash, in-kind contributions, or a combination of both.

Indiana Housing Community Development Authority (IHCDA) Programs

IHCDA seeks to assist communities to create high-quality hometowns that are safe, affordable, and quality housing options. IHCDA promotes, finances, and supports a broad range of housing solutions,





The CreatINg Places grant is a crowdsource funding mechanism that communities can apply and submit a project campaign that seeks public donations. IHCDA will match the dollars raised for successful campaigns up to \$50,000.

United States Department of Agriculture – Rural Development

The United States Department of Agriculture (USDA) provides a Community Facilities Direct Loan and Grant Program to rural communities with no more than 20,000 residents to aid in constructing or improving essential community facilities such as hospitals, health clinics, schools, public safety buildings, community centers, museums, local food systems, and other community-based initiatives. More details on how to acquire the Rural Development Community Facilities Grant is available on the USDA's Rural Development website.



United States Fire Administration

The United States Fire Administration (USFA) offers a number of fire service grants the Middlebury Township Fire and EMS Department could pursue to offset costs for equipment, staffing, and fire prevention measures. One grant program Middlebury may be eligible for is the Assistance to Firefighters used to purchase equipment, protective gear, and vehicles as well as training initiatives.

Indiana Department of Natural Resources

The Indiana Department of Natural Resources (IDNR) offers several community facilities grants such as Fire Management and Recreational Trails Program. Fire Management grants is a 50/50 match that helps volunteer fire departments purchase vehicles and equipment. The Recreational Trails Program (RTP) is a state match grant to aid local communities in land acquisition and/or developing multi-use trails. The RTP reimburses a local community up to 80 percent of the project expenses upon project approval. More details on these programs are located on the Indiana Department of Natural Resources website.

Land and Water Conservation Fund

The Land and Water Conservation Fund (LWCF) is available for local communities who have a state-approved Park and Recreation Board and Five-Year Parks Master Plan. The LWCF is a state match grant that provides 50 percent of the costs for land acquisition and/or development of parks and recreational facilities upon project approval. More details on the LWCF are located on the Indiana Department of Natural Resources website.



