



**TOWN OF INGALLS, INDIANA**  
**COMPREHENSIVE**  
**PLAN UPDATE AND**  
**SUBAREA PLAN**  
**FINAL DRAFT**  
**DECEMBER 1, 2025**





Prepared by:



AMERICAN  
**STRUCTUREPOINT**  
INC.

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# ACKNOWLEDGEMENTS

## STEERING COMMITTEE

Crystal Everhart, Town Council  
Alison Head-Burton, Town Council  
Joey Hutsler, Plan Commission  
Mike Rees, Plan Commission  
Carl Marlett, Street Superintendent  
Randy McVay, Aqua America  
Andrew Hale  
Jesse Blakey

## PLAN COMMISSION

Joey Hutsler, President  
Gary Wimmer, Vice President  
Justin Gardner, Secretary  
Melanie Johnson  
Mike Rees  
Terry Moody  
Georgia Parker

## TOWN COUNCIL

Crystal Everhart, President  
Alison Head-Burton, Vice President  
Melanie Johnson  
Georgia Parker  
Teresa Egerton

## PLAN PREPARATION

Neil Stevenson, Town Manager  
American Structurepoint, Inc.

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# INTRODUCTION

## EXECUTIVE SUMMARY

The Town of Ingalls created a new Comprehensive Plan in 2024 through a concerted joint effort of government leadership, community stakeholders, and residents to unify a vision for the community's future.

The purpose of the subject Comprehensive Plan is to guide the Town of Ingalls through realizing its vision for growth and development. A comprehensive plan is a roadmap for a community's vision and growth over the next 20 years. It provides a snapshot of the current time and a vision for the future, guiding long-term investment, growth, and development.

The process of creating the Town of Ingalls Comprehensive Plan began in February of 2024. A Steering committee oversaw the plan development and maintained frequent contact with the project team. The process involved several public engagement opportunities in the Town of Ingalls through public events, open houses, conversations with community stakeholders, and online surveys. The Plan includes long- and short-term recommendations that will help strengthen the future of the Town of Ingalls.

# WHAT IS A COMPREHENSIVE PLAN?

A comprehensive plan is a strategic guide containing policy for effective decision-making in private development projects and community initiatives for the public good.

The Plan's purpose is to guide the Town through realizing its vision. A comprehensive plan is a roadmap for a community's vision and growth over the next 20 years. It provides a snapshot of the current time and a vision for the future, guiding long-term investment, growth, and development.

A comprehensive plan assists in policy, land use, and infrastructure decisions. The planning process gathers input from various sources to build consensus around the Plan and its vision for the future. The Comprehensive Plan should be treated as a living document that the Town should update as changes occur in land use, transportation, infrastructure resources, demographics, and priorities within the community.

Although this Plan contains recommendations pertaining to zoning and future land use, it is not a regulatory document. Any future development ordinances within the Town must follow standard Indiana law and the Town's process for rezoning a property, updating, or amending the text of the ordinances. The Plan is used as a reference when future decision-making occurs, but its contents are not binding. Recommendations within the comprehensive Plan may require further in-depth studies to provide the best possible solutions to specific issues.

## PURPOSE

The Town of Ingalls Comprehensive Plan is a long-term strategic guide to help the community manage and facilitate stable and desired economic growth to achieve its vision. The Comprehensive Plan showcases a list of priorities, such as the community's existing conditions, specifies the desired goals and objectives, and illustrates appropriate strategies to achieve the overall vision.

# THE ORGANIZATION OF THE PLAN

At the beginning of the project, a Steering committee comprised of representatives from the Town Offices and the American Structurepoint consultant team was formed. Members of this team were selected based on their contribution to a broad representation of diverse backgrounds and viewpoints in the community, including residents, businesses, public education, development and real estate, infrastructure, public services, and not-for-profit development services.

The Town of Ingalls Comprehensive Plan contains an Existing Conditions Report created during phase one of the planning process. The report includes community demographics, socio-economic conditions, and natural features of the Town. It also helps identify significant trends for the Town's future development. The complete Existing Conditions Report (ECR) is included in Appendix A, with the key trends discussed in the next section.

This document identifies the goals and objectives from the public input received through public and stakeholder outreach. The Community Engagement Overview chapter summarized the results of public engagement efforts for the Plan. The topic chapters of the Plan include strategies for implementing the Town's vision for itself. The vision statement is a guiding principle for the strategies in the Comprehensive Plan.

Following the goals, objectives, and strategies chapter is the implementation section of the Plan, which includes best practices, a narrative on recommendations, and critical path strategies. These identified strategies are relatively low in cost, quick to complete, or require few human resources. Critical path strategies include direct, actionable steps, an estimated timeline, and cost.

## THE PLANNING PROCESS

The Town of Ingalls Comprehensive Plan identifies and reflects the interests of its community members and results from an asset-based approach. This Plan was completed in a 12-month planning process with three phases. Phase 1 focuses on education, information gathering on existing conditions, and public outreach. Phase 2 incorporates the information gathered in Phase 1 to format the draft goals, objectives, and strategies. Phase 3 identifies ways to implement the goals, objectives, and strategies established in the previous phase and guides the Plan through adoption.

### Project Initiation



- Internal Project Kick-off
- Data Transfer
- Establishing Steering committee (Meeting #1)
- Project Website and Branding

### Phase 1: Information Gathering



- Existing Conditions
- Steering Committee Meeting #2
- Stakeholder Meetings
- Public Open House and Survey

### Phase 2: Draft Plan Development



- Draft Goals, Objectives, and Strategies
- Steering Committee Meeting #3
- Public Open House and Survey
- First Draft of Comprehensive Plan

### Phase 3: Implementation



- Steering Committee Meeting #4
- Critical Path Strategies
- Draft for Public Review
- Final Draft Plan
- Plan Adoption

## PUBLIC ENGAGEMENT

Community engagement is a vital part of the planning process and informs every component of the Comprehensive Plan.

Public involvement is essential because it helps capture the community's needs and wants at the grassroots level. The feedback can enhance the Town's long-term vision for growth and development. Community engagement input for the Town of Ingalls Comprehensive Plan includes the following components:

- Steering committee meetings were scheduled throughout the planning process of the Comprehensive Plan to discuss the project's current and future phases and ensure the Plan's accuracy.
- Stakeholder meetings were conducted to help the consultant understand the existing implementation and regulatory tools in the Town and to help understand the Town's system.
- A Public engagement event was scheduled to gather information from residents and visitors attending these events. The consultant team conducted public engagement at the Spring Block Party on Saturday, April 2, 2024.
- Two surveys were published. The first survey aimed to collect information from the general public on their needs and wants for the Town of Ingalls Comprehensive Plan. The second survey garnered the public's reaction to the proposed elements of the Comprehensive Plan.
- On August 4, 2025, an open house displaying the proposed elements of the Plan was held at the Town Hall before the annual "State of the Town" community discussion.

## SPRING BLOCK PARTY

The consultant team attended the Spring Block Party on April 2, 2024, to gather input from residents on where to focus efforts when writing the comprehensive plan update. The team attended with boards and sticker dots that posed questions and conversation starters to residents regarding where the Town should focus investment, what type of housing is most appropriate for Ingalls, what Downtown should look like, and what new businesses are needed in Town.



## COMMUNITY SURVEY

The project team created an online survey to involve more people in creating the Comprehensive Plan. A survey was created for residents and visitors of the Town and asked 20 questions about the community's likes, dislikes, strengths, and weaknesses. Before being published, the survey was sent out to officials for approval. There were 237 total responses. Please refer to Appendix B for more information on Community Survey responses.

## STAKEHOLDER SESSIONS

The American Structurepoint consultant team met with stakeholder groups on March 21 and 22, 2024. Stakeholder meetings were scheduled virtually and in person. There were 15 attendees in total. Stakeholder groups included public health, education, community organizations, government/law enforcement, industry, tourism, and retail.

The project manager conducted the meetings, which were initiated with a project description. The following key themes were summarized from the stakeholder meetings:

- Growth and Development
- Vehicle Transportation Connectivity/Capacity
- Vehicle Transportation Safety
- Bike and Pedestrian Infrastructure
- Government Service Capacity
- Development Standards
- Preservation of Agricultural Land
- Preservation of Small-Town Feel
- Placemaking
- Restaurant/Retail Choices
- Parks and Public Amenities
- Demographics
- Town Culture
- Public Utilities
- Abandoned/Dilapidated Property
- Job Growth/Economic Development

## STEERING COMMITTEE

The project steering committee was comprised of several local volunteer leaders, organization members, business owners, and community members. Their input was critically important during the creation of the final Plan. During the process, the steering committee helped identify the Town's strengths, weaknesses, threats, opportunities, future vision, and community values.

Throughout the project, consultants scheduled several meetings with the steering committee to discuss critical benchmarks and review draft materials. During the process, the group challenged assumptions, ideas, and public outreach results to create the Comprehensive Plan for the Town of Ingalls. The timeline below shows the meeting dates and the significant discussions at each meeting.

### Meeting 1



**05.06.2024**

- Introduction to project and timeline.
- Existing Conditions, Stakeholder Engagement, and Public Engagement Process.

### Meeting 2



**07.29.2024**

- Key Findings from Existing Conditions and Public Outreach.

### Meeting 3



**01.07.25**

- Goals and Objectives, Future Land Use Scenarios.

### Meeting 4



**04.14.2025**

- Overview of Critical Path Strategies, Draft of Comprehensive Plan.

During the meetings, the steering committee stayed engaged by asking questions or participating in interactive activities presented by the consultants. During the second meeting, the steering committee participated in two activities. The team was divided into groups and participated in a roleplaying activity to collect important information to generate the Comprehensive Plan's goals. The second activity's goal was to get the team to think about future infill, revitalization, and redevelopment areas within the Town. An 'opportunities housing monopoly' game gained the team's input on housing development/redevelopment/infill for specific parcels in the Town. All information gathered from these activities was used to create the topic chapters, strategies, and the future land use map.



## COMMUNITY VISION

After extensive discussion, the Steering committee members created a community vision statement for the Comprehensive Plan. The community vision uniquely outlines the residents' personalities and aspirations.

The community vision was designed to balance embracing the past, maximizing the present, and improving the future to create a thriving community for people and businesses. The goals, objectives, and strategies identified within this Plan strive to help the Town achieve this community vision.

The Town of Ingalls, Indiana, is an active and forward-thinking community, which is evident by its standing as one of the leading communities experiencing growth in the Indianapolis Region. Ingalls has flourished with expansive new industry and housing developments in 2025. Ingalls is a well-planned, safe, prosperous, and growing community built by residents and businesses who value a small-town atmosphere with convenient access to employment and amenities. The future vision is to unify new and long-standing Ingall's residents by forming and building a desirable Downtown Commercial core and creating inviting gathering public spaces, community parks, trails, and activity centers that build a strong sense of community.

## VISION STATEMENT

Ingalls, a growing central Indiana community, combines small-town character with the amenities and quality of life that make it an ideal place to live, work, and invest.

## STRATEGIES OF THE COMPREHENSIVE PLAN UPDATE

Strategies are concrete initiatives intended to carry out an idea, goal, or objective identified within the Plan. Each strategy will be a specific projection or program to implement. The implementation section of this Plan further identifies strategies into Critical Path Strategies, which are seen as high-priority strategies that the Town should implement over the next three to five years. More details about Critical Path Strategies will be discussed in the Implementation section. The strategies listed in the following sections were developed by considering public input, and the Town should work to implement them through the lifespan of this Comprehensive Plan.

### Land Use

- Develop a Downtown Mixed-Use District
- Establish an SR 13 Aesthetic Corridor
- Developing Utility Service and Capacity Maps
- Utilize Zoning Regulation to Preserve Small-Town Feel

### Economic Development

- Review and Revise Development Standards
- Preserve and Encourage Small Businesses Through Zoning Regulation
- Create Opportunities for Regional Commercial Development
- Establish a Network of Support for Local Businesses
- Promote Light Industrial Development at the Interpark

### Placemaking

- Revise Standards and Policies to Encourage Mixed-Use Buildings and Developments
- Support the Differing Development Goals of Old and New Ingalls
- Diversify the Locations of Community Events
- Explore Beautification Measures Along the Railroad
- Focus Gateway and Wayfinding Signage to Target Visitors

### Housing

- Require the Right Building Materials
- Incentivize the Development of New Housing Types
- Consider Public Safety Standards for New Housing

### Transportation

- Explore Interim Safety Improvements to the Intersection of CR 800 S and SR 13
- Improve Safety at Railroad Crossings
- Create an Updated Thoroughfare Plan
- Designate Truck Routes from I-69
- Deter Future Truck Service Land Uses

### Parks, Trails, and Amenities

- Determine Location for an Additional Park in the Subarea
- Encourage Open Space and Parks within New Subdivisions
- Identify Gaps in Pedestrian Infrastructure
- Coordinate with the County to Develop a Regional Bicycle and Pedestrian Plan
- Consider Opportunities to Activate Fall Creek





# LAND USE

Land use describes the type of activity that can occur on a parcel of land or in the structure located on the parcel. Land use is described in visual and written formats, including a land use map and corresponding category description. Typical land use categories include residential, commercial, industrial, institutional, agriculture, parks and recreation, and vacant land.

Land use reflects the existing or desired type of activity in each area. A future land use map guides decision-makers on what type of development should be encouraged for the next 10 to 20 years. That is done to achieve the visions and goals of the Comprehensive Plan. The map also visually represents the Town's intended development, redevelopment, and reinvestment.

RAILROAD  
CROSSING

2  
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DOLLAR GENERAL



## WHAT WE HEARD

**An Important Issue to Most:** “Growth and development” and “development standards” were the topics discussed the most during stakeholder sessions and public engagement efforts. As Ingalls has grown in recent years, residents have learned what they do and don’t want to see more of.

**Strategic Growth:** With several recent large annexations, residents and stakeholders want to ensure that the Town is smart regarding what types of development are permitted.

**Appreciation for Small-Town Charm:** Many people who live in Ingalls have come or stayed because they like the safe and quiet lifestyle of small-town living. As the population has grown, concern has mounted over how this might affect the atmosphere and comfortability of the Town.

**Standard of Residential Development:** The greater Indianapolis area is growing fast, and subdivisions are being built very quickly. Residents want to ensure that building materials and site design are of a certain quality to avoid unsightly or poorly maintained properties.

**Expansion of Commercial Areas:** Residents have expressed a desire to have daily needs near their homes. Long drives to grocery stores can be inconvenient. Strategic commercial growth is desired for businesses that will improve convenience.

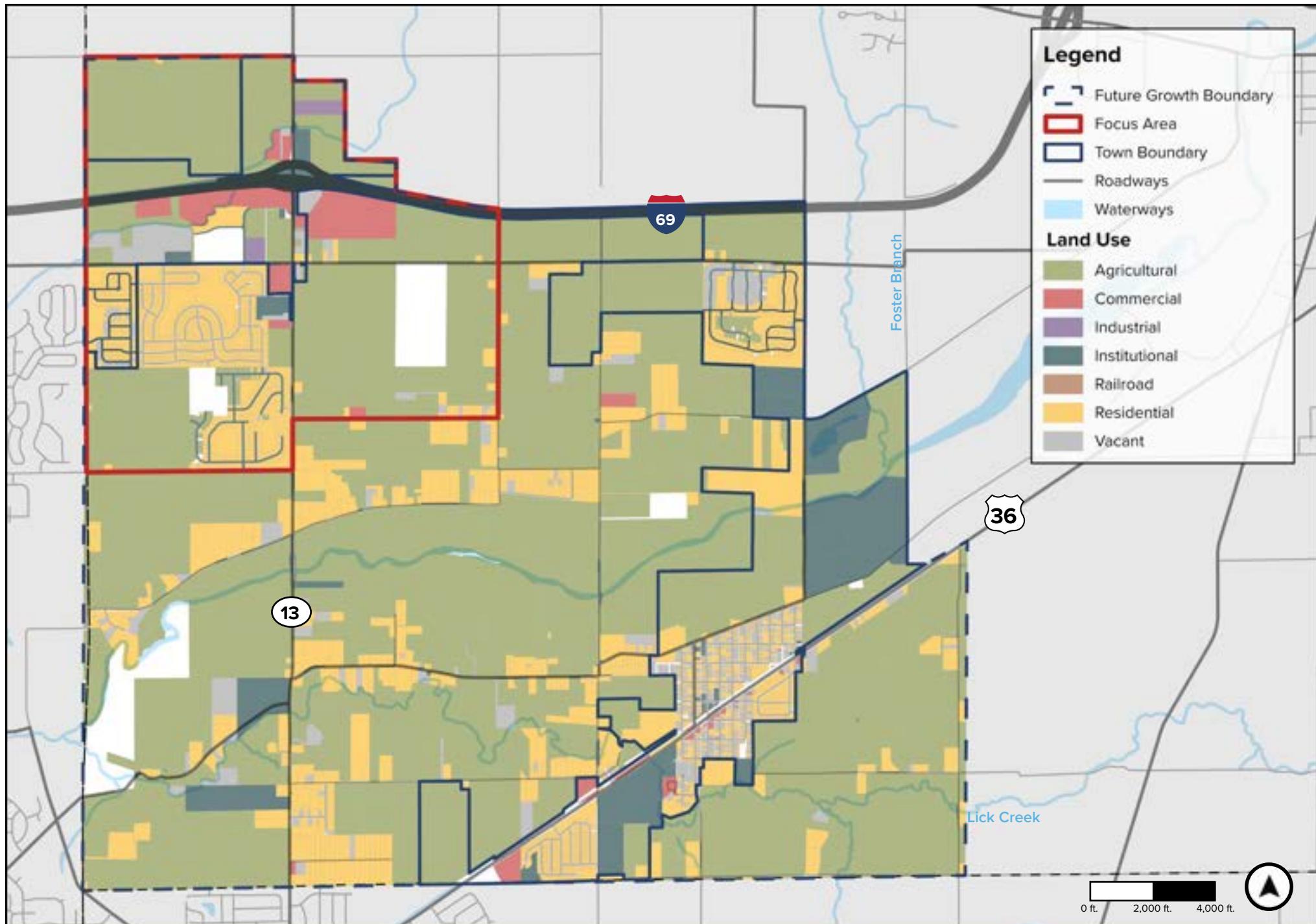
## EXISTING LAND USE

During the preparation of the Existing Conditions Report (ECR), the existing land use for all land within the future growth boundary was analyzed to determine what the development pattern of the Town looked like up until this Plan.

### EXISTING LAND USE BY ACREAGE

Agricultural land is the dominant land use within the Town and its growth boundary, making up about 69 percent of the total land use. Most agricultural land is outside the Town boundary but inside the future growth boundary. The next highest land use is residential; Ingalls has primarily single-family homes within the town and future growth boundaries. About eight percent of the land is institutional use because a large area of state-owned land is adjacent to the correctional institutions east of Ingalls along SR 67.

Land Use Category	Acres	% of Total
Agricultural	5,870	68.53%
Commercial	166	1.94%
Industrial	19	0.22%
Institutional	653	7.62%
Railroad	3	0.04%
Residential	1,544	18.03%
Vacant	310	3.62%
<b>Total Acreage</b>	<b>8,565</b>	



**Land Use**  
Ingalls Comprehensive/Subarea Plan

## FUTURE LAND USE

### FUTURE LAND USE DISTRICTS

#### CONSERVATION RESIDENTIAL

The Conservation Residential district is generally located in farming areas and has lots of space between one to five acres. These residences support farming, agriculture, and tourism industries. Rural residential housing is carefully placed and designed to have minimal impact on sensitive lands. In addition, this development type may provide open space buffers between residential uses and employment areas. Retail and commercial uses that provide supportive commercial services may also be located at major intersections.



Source: Getty Images

## Design Considerations

Conservation subdivisions are highly encouraged to protect natural and historic resources, farmland, scenic viewsheds, and recreational activities. Open space preservation can be dispersed uniformly or concentrated in a large-scale park or natural areas. The design of the Conservation Subdivision provides environmental protection and helps aid in fewer environmental impacts than conventional development through reduced disturbance to natural resource areas, woodlands, and steep slopes, minimized stormwater runoff off into wetlands and streams, and less impervious surface. Additionally, the design can incorporate recreational opportunities, including active and passive recreation, to accommodate trails.

## Design Flexibility

The flexibility of conservation subdivision design can be used to locate development in the most appropriate areas of a site, while using open spaces to provide buffering and screening for residents and between less-compatible land uses.

Well-written conservation subdivision ordinances promote and control the design of the development and homes to produce a more attractive, functional, and cohesive neighborhood. Activities characterized as Agri-tourism (farmers' markets and roadside stands) may also be in these areas.

## Streets and Transportation

Streets in a Conservation Subdivision typically produce higher average daily traffic rates and need to provide design for internal and external access points, which provide multiple access points for ingress/egress to accommodate larger volumes of vehicular traffic and understand the surface of the roadway must be able to accommodate transporting heavy equipment needed for agricultural purposes.

## Building and Site Design

New homes and accessory structures should be designed with quality materials and consistent with surrounding homes in scale, massing, and site design.

### SINGLE-DWELLING DETACHED RESIDENTIAL

The single-dwelling detached residential subdivision areas typically comprise detached single-dwelling homes at lower-density ranges with considerable open space for active recreation. Responsible development of major subdivisions at low-density levels is recommended to be planned areas with supportive roadways and utility infrastructure. The low-density residential areas are intended to be primarily single-dwelling developments, with less than one dwelling unit per acre. However, they may include institutional uses, such as civic, church, and educational facilities. These areas radiate to anticipated growth areas without “leapfrogging” over agricultural land.



Source: Getty Images

### **Appropriate Land Uses**

Typical uses in single-dwelling detached residential include single-dwelling homes with neighborhood parks, open space, and convenient access/proximity to schools, places of worship, and government facilities.

### **Streets and Transportation**

In single-dwelling detached residential areas, streets should be well-connected to one another to provide access to major arterial roads and adjacent neighborhoods. These streets have lower traffic volumes and are characterized by lower speeds. The street pattern should not include cul-de-sac designs. It should also have sidewalk or bike path infrastructure accessible on both sides of the street.

### **Building and Site Design**

New homes should be consistent with existing character, designed with quality materials, and consistent with surrounding homes in scale, massing, and site design.

## MIXED-DENSITY RESIDENTIAL

The mixed-density residential framework provides specific and broad recommendations to create high-quality buildings and site plans that will result in attractive, livable, and pedestrian-friendly mixed-use districts. They aim to be prescriptive enough to create a framework for design and carry out the small-town conceptual designs that align with long-term vision but are flexible enough to allow for creativity and innovation in design and planning.



Source: [Oxford Mail](#).

## Appropriate Land Uses

Typical uses include single-family detached housing, duplexes, quadplexes, cottage courts, and accessory dwelling units.

- Small-scale civic/public/places of worship, parks/recreation/greenspace, community gardens
- Multi-dwelling residential units (apartments, townhomes, and condos)
- Senior living

## Streets and Transportation

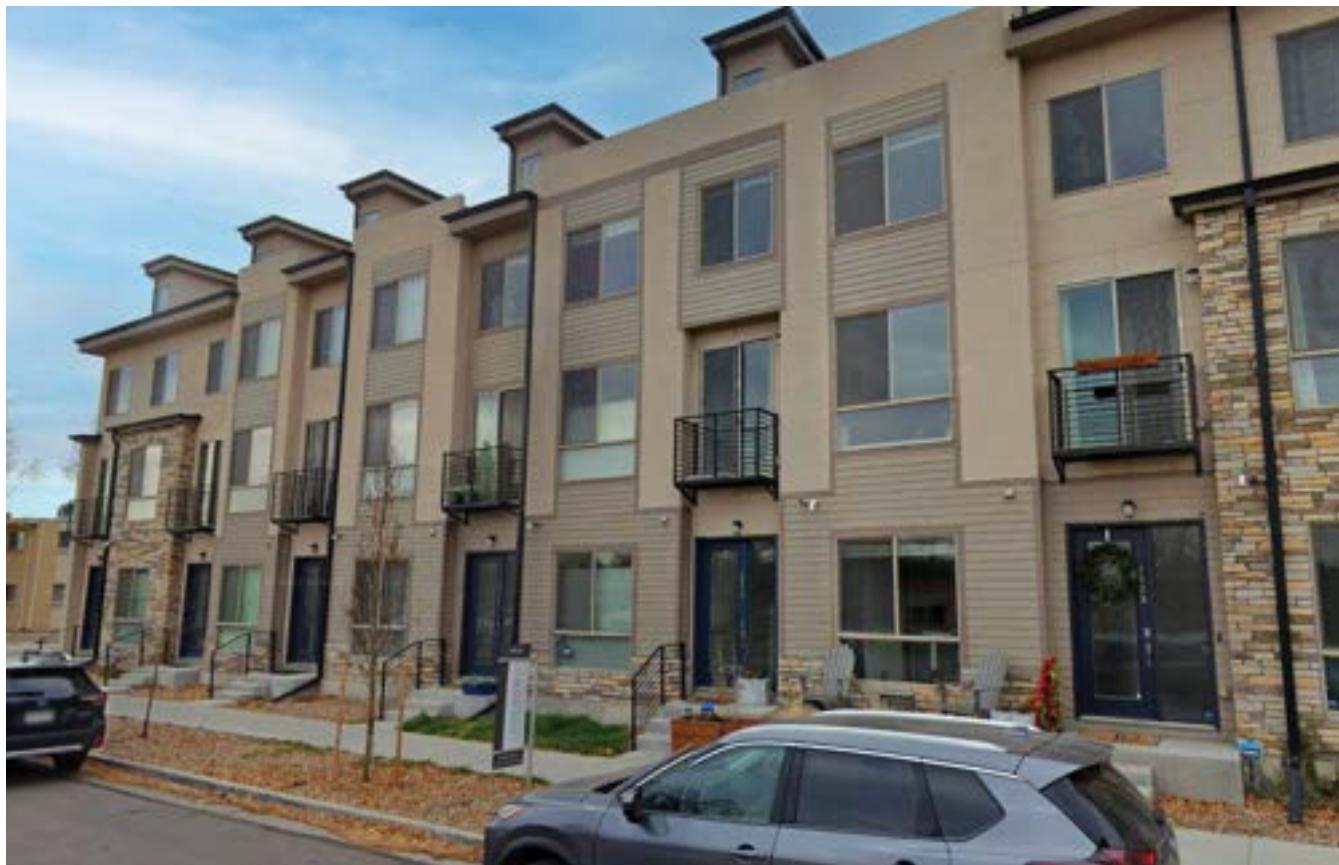
Site Access, Streets and Driveways, Parking Location and Design, Facilities for Walking, Bicycle, Transit, Site Landscaping, Usable Open Space, Fences and Walls and Services.

## Building and Site Design

New homes and accessory structures should be designed with quality materials. They should be consistent with surrounding homes in terms of scale, massing, and site design. Appropriate uses include dwelling units matching the character and density of the surrounding uses, development intensity, location of residential uses, building height and form, building relationship to the street, building design, and building setbacks for light, air, and privacy.

## MULTI-DWELLING RESIDENTIAL

This designation is characterized by residential housing units in neighborhoods with approximate densities of 7-14 units per gross acre of land. Gross acreage incentivizes the creation of compact developments that retain important natural features such as wetlands, woodlands, and topographical changes. These areas are designated for larger apartment buildings with a higher density of units. Multi-dwelling residential areas should be within walkable distance of community nodes such as retail centers, schools, and large employers.



Source: Zillow.

## Appropriate Land Uses

Typical uses include multi-unit residential dwelling units.

## Streets and Transportation

Streets should follow a connected pattern that respects topography and natural features and, therefore, may not constitute a true grid. Streets should feature elements such as sidewalks, pedestrian scale lighting, and a tree canopy. Multi-dwelling residential district land uses should be concentrated near principal arterial, minor arterial, or local streets.

## Building and Site Design

Sites should be designed to maintain a human, walkable scale that promotes social interaction and reduces unnecessary and unused lawn space for multi-unit dwellings. Buildings should be designed with quality materials and consistent with architectural styles common in the rest of the Town. Alternative architectural styles may be appropriate in some areas, provided that the unique design enhances the general character of the area. Buildings should include front (street) entrances to encourage connection to the street. Multi-dwelling residential sites should include green spaces and/or appropriate landscaping consistent with the surrounding area.

Developments should be scaled to transition with the surrounding land uses appropriately. In general, developments should not obstruct the view or character of adjacent neighborhoods. Taller developments should be placed adjacent to commercial or industrial areas.

## MOBILE HOME

The mobile home district is intended for established mobile home developments located on individual parcels with multiple units in the Town of Ingalls. The Mobile Home classification intends to allow existing mobiles to be permanently occupied when located in an approved mobile home park. Such mobile home parks shall be approved by the enacted zoning standards in the Town of Ingalls.



Source: [Triad Financial Services](#).

## Design Considerations

Mobile Home Developments are highly encouraged to uphold police power and public safety and be constructed with proper anchoring and shelters for natural disasters.

### Design Flexibility

The flexibility of mobile home design can be used to locate development in the most appropriate areas of a site while using open spaces to provide buffering and screening for residents and between potentially less compatible land uses.

Well-written mobile home ordinances promote and control the design of the development and homes to produce a more attractive, functional, and cohesive neighborhood. Activities characterized as supportive recreational and commercial amenities may also be in these areas.

### Streets and Transportation

Streets in the mobile home classification typically produce higher average daily traffic rates and need to provide design for internal and external access points, which provide multiple access points for ingress/egress to accommodate larger volumes of vehicular traffic and understand the surface of the roadway must be able to accommodate transporting heavy equipment needed for agricultural purposes.

### Building and Site Design

New mobile homes and accessory structures should be designed with quality materials and should be consistent with surrounding development in terms of scale, massing, and site design.

## PARKS AND OPEN SPACE

This designation identifies parkland, open space, and land not owned by the Town that could be acquired in the future. Areas within this designation can be used for both passive and active recreation. Natural features and developed parklands should be compatible with the surrounding landscape and neighborhood.



Source: [Updated Basketball and New Pickleball Courts Are Ready for Play!](#)

### **Appropriate Land Uses**

All areas should maintain uses that promote the inclusion of the public and provide recreational and gathering opportunities.

### **Streets and Transportation**

Existing pedestrian and cyclist trails should be maintained. Additional pathways and associated amenities (i.e., bicycle racks, water fountains, wayfinding signage, lighting, etc.) should be constructed as needed. The connection of such pathways to connect the parks is strongly encouraged.

### **Building and Site Design**

This Plan has no specific building and site design recommendations for the parks and open space designation, although high-quality architecture is encouraged. Buildings should be well-lit and highly visible with scale and appearance consistent with their surroundings and should provide public amenities. Parks should be maintained and upgraded as needed. Sufficient parking should be provided for public facilities. Parking areas should be designed to minimize stormwater runoff and implement low-impact development techniques (pervious pavement, bioswales, etc.)

## INSTITUTIONAL

Areas defined as institutional are publicly owned land and open space, including private non-profit land not owned by the Town. Land areas that could be acquired for future public use in the future. Areas within this designation can be used for education, cultural, passive, and active recreation. Natural features and developed parklands should be compatible with the surrounding landscape and neighborhood.

Institutional areas consist of government and civic nodes that provide services to surrounding neighborhoods. Because these areas provide basic supportive infrastructure and government services, they are compatible with all land uses.

Institutional areas should encourage shared use of recreation facilities and gathering spaces with the surrounding community in order to maximize the utility of vibrant community spaces. While institutional areas provide spaces for necessary educational and civic services, those institutional uses will likely generate higher volumes of traffic located on supportive infrastructure and access to public safety services.



Source: [Maple Ridge PTO Facebook](#).

### **Appropriate Land Uses**

All areas should maintain uses that promote the inclusion of public and private medical facilities, educational facilities, civic/government buildings, places of worship, public safety facilities, and other institutional uses.

### **Streets and Transportation**

Existing pedestrian and cyclist trails should be maintained. Additional pathways and associated amenities (i.e., bicycle racks, water fountains, wayfinding signage, lighting, etc.) should be constructed as needed. The connection of such pathways to connect the parks is strongly encouraged.

### **Building and Site Design**

This Plan has no specific building and site design recommendations for the designation of institutional and publicly owned land, although high-quality architecture is encouraged. Buildings should be well-lit and highly visible but of scale and appearance consistent with their surroundings and should provide public amenities. Parks should be maintained and upgraded as needed. Sufficient parking should be provided for public facilities. Parking areas should be designed to minimize stormwater runoff and implement low-impact development techniques (pervious pavement, bioswales, etc.)

## MIXED-USE

This future land use category is designed to encompass mixed uses to promote live/work/play elements in Ingalls. In mixed-use areas, developments can include first-floor restaurants, offices, and businesses with upper-floor multi-dwelling units or businesses. This future land use category aims to encourage walkability, livability, and economic growth. Planned mixed-use areas are mainly concentrated along I-69 and SR 13. Mixed-use district land uses are intended to transition from higher-intensity commercial uses to adjacent residential uses.



Source: [A Master Plan for Mixed-Use.](#)

### Appropriate Land Uses

In mixed-use areas, appropriate land uses include multi-dwelling and two-dwelling residential developments in conjunction with commercial and some light industrial (in certain circumstances) developments. Low-intensity businesses, such as small retail stores, personal services, small offices (including medical offices), and light industrial/creative industries (in certain circumstances), should populate the ground floors of buildings. Residential uses or office uses should be on the upper floors. Development proposals within the mixed-use category should always contain residential units as well as one or more of the following:

- Retail space
- Office space
- Institutional or research space

New Development proposals with more than one use are preferred, and proposals with only one use should only be approved if they clearly support the surrounding area's economic vibrancy, mixed-use vision, and walkability.

### Streets and Transportation

Streets in mixed-use areas should provide connections to major corridors and achieve new developments with local streets that provide safe walking and biking opportunities on both sides of the street. Additionally, on-street parking should be included in the development design without cul-de-sacs or dead-end roads.

### Building and Site Design

Buildings should be built with high-quality materials and should be architecturally compatible with surrounding neighborhoods. For buildings with a connection to the street, designs with attractive front facades, entrances, and porches or patios are all highly encouraged. Open spaces should be functional and allow for recreational enjoyment and the preservation of natural features. Architectural variation is highly encouraged to create a character on long, connected facades. Buildings should be oriented with the front of the street and provide parking to the rear. Parking areas should be broken up with landscaped islands and trees. Parking space requirements may vary based on the development's location and availability of shared parking.

## DOWNTOWN MIXED-USE

The purpose of the downtown mixed-use district is to foster maintenance, reuse, or redevelopment of aging commercial centers while adapting to shifts in consumer preferences. The district's focus is on revitalizing and repurposing aging, vacant, or declining commercial buildings. The district includes examining options for improving the appearance along 3rd Avenue and Meridian Street extending north to Washington Street, which serves as primary intersections forming a sense of place and establishing a true Downtown Ingalls.



Source: Getty Images.

### Appropriate Land Uses

Commercial Uses: banks, breweries, business services (drycleaning and salons), entertainment, farmers market, massage parlors, hotels, hotels, offices, convenience retail, furniture stores, restaurants, hotels, retail goods, personal services, and outdoor retail sales of food & beverage.

- Residential Uses: Bed and breakfasts, second-story residences, multi-family (condo units)
- Structures: shoreline primary and accessory structures
- Ancillary Structures: outdoor decks, patios, and gazebos

### Streets and Transportation

In downtown mixed-use areas, streets should be well-connected to one another to provide access to arterial roads and adjacent neighborhoods. These streets have lower traffic volumes and are characterized by lower speeds. The street pattern should not include cul-de-sac designs. Streets should be amenable to golf carts and bike path infrastructure, which should be accessible on both sides of the street.

### Building and Site Design

New development or redevelopment of existing commercial structures should be consistent with existing character, designed with quality materials, and consistent with surrounding homes in terms of scale, massing, and site design.

## GENERAL COMMERCIAL

General Commercial areas are designated for higher-intensity commercial uses. In Ingalls, a large part of the General Commercial land uses is concentrated along the northwest sector of Ingalls, transversing along SR 13. Established businesses contain general service and convenience commercial along SR 67. Many of the General Commercial structures in these areas include established convenience stores, restaurants, and small business office centers.



### **Appropriate Land Uses**

Higher-intensity commercial businesses include retail stores, personal services, small offices (including medical offices), restaurants (both sit-down and fast food with drive-thru), and more. The sales of those establishments within general commercial areas should include selling goods and services that can benefit the community on a wider scale. In general, developments within general commercial districts are single-use commercial structures.

### **Streets and Transportation**

Arterial roads with higher traffic volumes, heavier vehicles, and faster speeds typically surround general commercial land uses in the Ingalls. General Commercial streets should allow for regional connectivity and pedestrian connectivity and protected pedestrian crossings on both sides of the road. Roadside landscaping and other beautification elements should be considered in these areas due to the high volume of motorists and pedestrians traveling to these areas.

### **Building and Site Design**

Buildings should be constructed of high-quality materials that wrap around the entire building and feature attractive signage. Robust landscaping should be installed throughout the site. Commercial buildings should be supported by sufficient but not overly excessive parking areas. Parking areas may be in the front, side, or rear yards of buildings. Large areas of parking should be broken with landscaped islands and trees.

## REGIONAL COMMERCIAL

Regional Commercial land uses are generally intended for highway-oriented commercial land uses adjacent to a major highway or other major thoroughfares. In Ingalls, there is a great opportunity for Regional Commercial on the SR 13 and I-69 Interchange. The northern portion of SR 13 and I-69 is suited for redevelopment/infill of commercial land uses. The intersection of SR 13 and CR 800 S is prime for commercial amenities that serve residents and regional populations.

SR 13 is a major highway corridor that traverses north and south out of the Town of Ingalls and serves as a key gateway into the Town. The focal area is a major thoroughfare for existing residential and commercial traffic. New developments will be cognizant of future traffic patterns and impacts on the area.



Source: [Fast Company](#).

### **Appropriate Land Uses**

Desirable regional commercial uses include retail, restaurants (both sit-down and drive-thru), large office buildings, medical offices, hospitals, personal service uses, hardware and automobile dealerships, and similar, more intense commercial uses.

### **Streets and Transportation**

Streets in the regional commercial district typically have major thoroughfare roads and off-street parking lots with sidewalks and street trees. A network of interconnected sidewalks should be created within the boundaries of these developments. Complete street connections should be considered to provide easy access to these retail uses for pedestrians and vehicles. The adjacent network of roadways can accommodate truck traffic, high traffic volumes, and higher speeds. These roads should also be well-connected and contribute to a regional road network.

### **Building and Site Design**

Buildings should be constructed of high-quality materials that wrap around the entire building and feature attractive signage. Robust landscaping should be installed throughout the site. Large areas of parking should be broken with landscaped islands and trees.

## INDUSTRIAL FLEX

This designation provides an exclusive area for medium- to high-intensity industrial uses, as well as large corporate campuses, which are vital to the Town's economy. Large plants that involve manufacturing products, stamping, and machine operations are well-supported here. Industrial areas have heavy buffers and deep setbacks to minimize impacts to adjoining properties.



Source: [Town of Brownsburg](#).

### **Appropriate Land Uses**

Examples include large plants that involve manufacturing products, stamping, and machine operations. Large institutional operations and corporate campuses are also encouraged to be located within industrial flex districts.

### **Streets and Transportation**

Roads in the industrial areas should be designed to be sufficient for truck traffic without making them unsafe for pedestrians or bike cyclists. New road connections should be built as needed to connect the industrial districts with major arterial, minor arterial, or local roads without disturbing adjacent areas.

### **Building and Site Design**

Buildings in this district should be designed to be long-lasting and to support efficient industrial and/or business practices. High-quality appearance is encouraged; however, sites should be designed to minimize off-site impacts and reduce pollution and site contamination to the greatest possible extent. Parking lots should be sufficient to support employee parking and truck maneuvering but not excessively large.

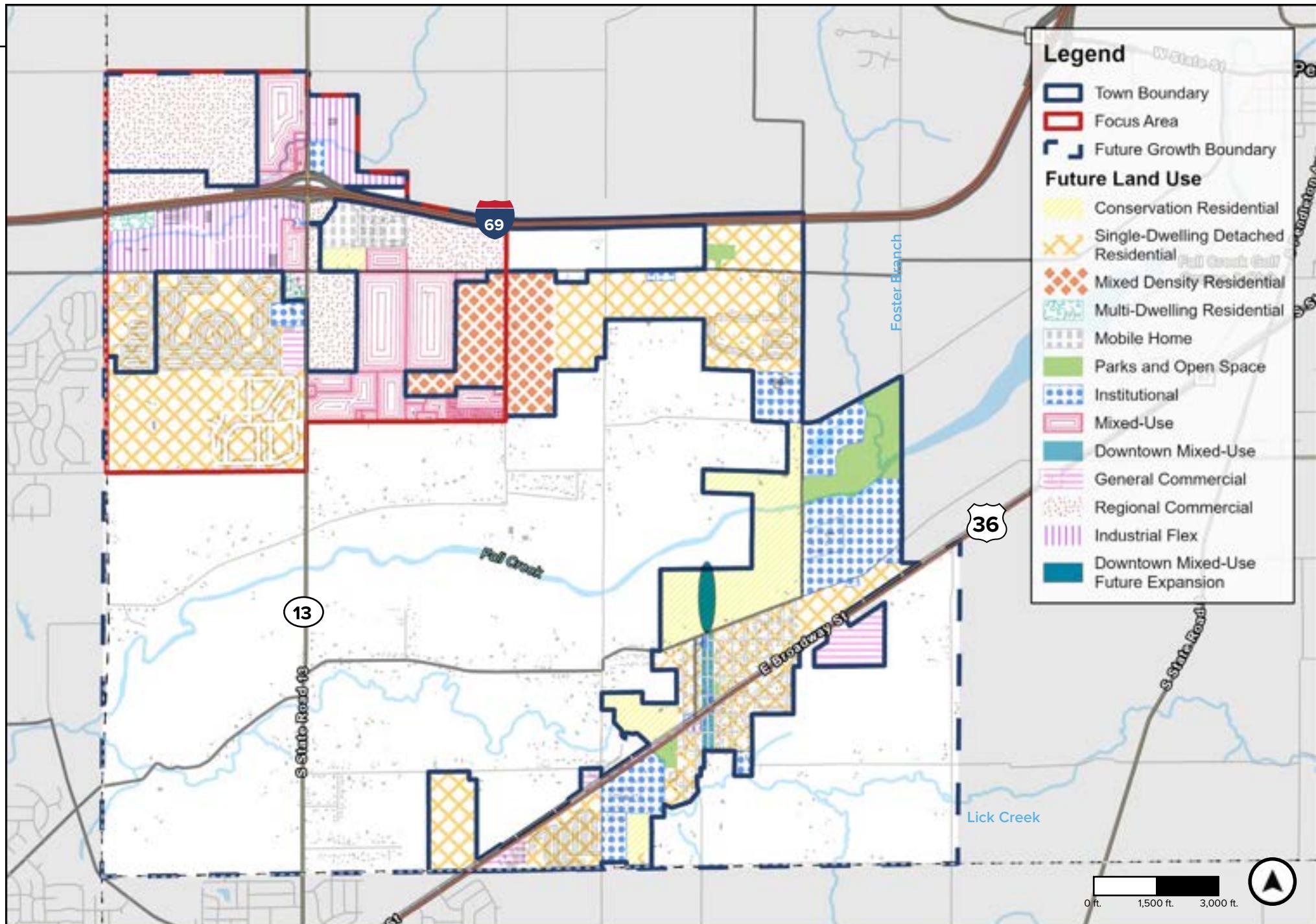
## FUTURE LAND USE MAP

The map on the next page is not a zoning map and does not directly affect what can and cannot be done on a property. This map informs future land use and development decisions so that the cohesive vision for Ingalls established in this Plan can be realized over time. An example of an application of the future land use map is if a landowner wants to rezone their property; the Planning Commission and Town Council will look at the future land use map to determine if that rezoning is compatible with the community's agreed-upon Plan for ongoing development. The future land use map went through multiple iterations and was reviewed in depth by both Town staff and the steering committee.

### SUBAREA FUTURE LAND USE

#### **Subarea Future Land Use Map**

The subarea future land use map (see page 46) gives a closer look at the vision for future development at the intersection of SR 13 and CR 800 S. This area encompasses the I-69 interchange. It focuses primarily on regional commercial and industrial flex development due to its proximity to the major transportation route. The subarea also emphasizes mixed-use development to provide neighborhood-scale amenities and commercial activity for existing and future residents.



**Future Land Use**  
Ingalls Comprehensive/Subarea Plan

## SUBAREA UTILITY ANALYSIS

### Future Growth Area

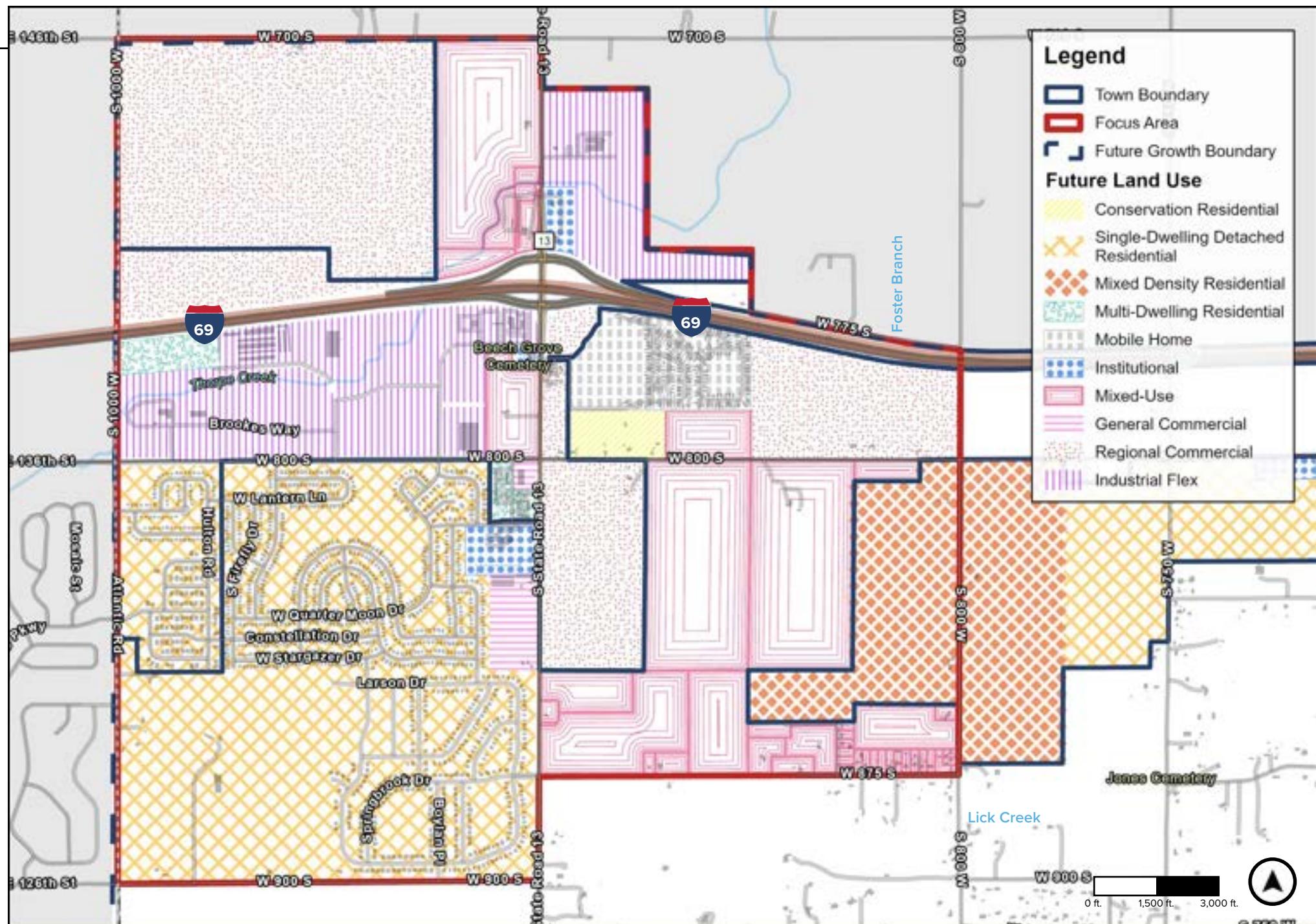
The conceptual plans for the Future Growth Area illustrate a diverse mix of land uses, including various types of residential, commercial, industrial, and mixed-use developments. Peak sanitary, water, and stormwater storage demands are summarized in the following tables. The proposed development has a potential peak sanitary flow demand of 5.2 MGD and a peak potable water demand of 3.2 MGD. Peak stormwater storage demands are estimated to be 161,300 cubic yards. During detailed design, modeling and additional calculations for sanitary, water, and stormwater flows will be required to confirm demands in future planning phases as building layouts and land uses are refined.

### Sanitary Infrastructure

Existing sanitary infrastructure facilities are located southwest of the future growth boundary. Sanitary facilities in this area include an eight-inch gravity sewer and a four-inch force main (pressurized sewer) that runs along SR 13 and CR 800 S, based on initial coordination with the Fall Creek Regional Waste District.

The projected peak wastewater demand of 5.2 MGD for the planned future growth area will exceed the theoretical capacity of the existing eight-inch sewer, 0.5 MGD. The main trunk line of the eight-inch sewer will likely need to be upsized in the future to a minimum 30-inch diameter sewer, and additional sewer extensions ranging from eight-inch to 30-inch will be required throughout the growth area. An alternative option would be the addition of a regional lift station that could pump flow to a larger sanitary sewer downstream and be capable of handling the additional demand.

WASTEWATER DEMAND ESTIMATION			
Land Use	Area (acres)	Avg. Sanitary Flow (gpd)	Peak Sanitary Flow (gpd)
<b>Conservation Residential</b>	18	2,700	10,900
<b>General Commercial</b>	20	14,900	59,700
<b>Industrial flex</b>	255	255,200	1,020,800
<b>Institutional</b>	21	19,500	78,000
<b>Mixed Density Residential</b>	109	33,800	135,300
<b>Mixed-Use</b>	507	374,000	1,495,800
<b>Mobile Home</b>	58	26,900	107,600
<b>Multi-Dwelling Residential</b>	34	42,400	169,400
<b>Regional Commercial</b>	479	359,400	1,437,500
<b>Single Family Detached</b>	519	160,800	643,200
<b>FUTURE LAND USE TOTAL</b>			<b>5,158,300</b>



## Subarea Future Land Use

Ingalls Comprehensive/Subarea Plan

### Water Infrastructure

Existing water infrastructure facilities are located southwest of the future growth boundary. 12-inch water mains are currently located along SR 13 and CR 800 S, as well as along Quarter Moon Street and Evening Street in the Summerlake subdivision. Most of the remaining water mains in the subarea have an eight-inch diameter.

Assuming a peak potable water demand of 3.2 MGD, a 12-inch water main is anticipated to continue to be sufficient. Some areas where the water main is 8-inch diameter may need to be upsized, and additional water mains ranging from 8-inch to 12-inch will be required throughout the growth area.

WATER DEMAND ESTIMATION			
Land Use	Area (acres)	Avg. Water Flow (gpd)	Peak Water Flow (gpd)
Conservation Residential	18	2,700	6,800
General Commercial	20	14,900	37,300
Industrial flex	255	255,200	638,000
Institutional	21	19,500	48,800
Mixed Density Residential	109	33,800	84,600
Mixed-Use	507	374,000	934,900
Mobile Home	58	26,900	67,200
Multi-Dwelling Residential	34	42,400	105,900
Regional Commercial	479	359,400	898,500
Single Family Detached	519	160,800	402,000
<b>PLAN FUTURE LAND USE TOTAL</b>			<b>3,223,900</b>

## Stormwater Infrastructure

The existing conditions of the identified growth area in the Town of Ingalls experience approximately 3,800 cubic feet per second (cfs) of surface water runoff. As future developments occur, agricultural land and open spaces that once absorbed water will be replaced with concrete and other impervious surfaces. This change is expected to increase surface water runoff by approximately 1,210 cfs. To manage the increase in surface water runoff, additional water must be temporarily stored to prevent flooding and strain on the drainage system. That will require stormwater detention, such as detention ponds, to hold approximately 161,300 cubic yards of stormwater during peak storm events before it is gradually released.

### STORMWATER DEMAND ESTIMATION

Land Use	Existing Area (acres)	Proposed Area (acres)	Increased Stormwater Runoff (cfs)	Storage Volume (cyd)
<b>Agricultural / Open Space</b>	1290	0	-2,570	-342,700*
<b>Conservation Residential</b>	100	18	-160	-21,300*
<b>General Commercial</b>	10	20	30	4,000
<b>Industrial flex</b>	150	255	310	41,300
<b>Institutional</b>	21	21	0	0
<b>Mixed Density Residential</b>	0	109	240	32,000
<b>Mixed-Use</b>	0	507	1,350	180,000
<b>Mobile Home</b>	58	58	0	0
<b>Multi-Dwelling Residential</b>	10	34	60	8,000
<b>Regional Commercial</b>	0	479	1,280	170,700
<b>Single Family Detached</b>	180	519	670	89,300
<b>PLAN FUTURE LAND USE TOTAL</b>			<b>1,210</b>	<b>161,300</b>

Note: The Runoff Coefficients (C Values) are based on the City of Fishers Stormwater Technical Standards Manual; 100-yr 1-hr Rainfall Intensity (i) of 2.99 in/hr from NOAA Atlas 14; 1-hr time of concentration (Tc)

\*Lost storage volume (cyd)

## ZONING, SUBDIVISION, AND DEVELOPMENT STANDARDS

The rapid growth in housing units and the overall Town footprint prompted the Town to consider its growth and development and initiate the Comprehensive Plan Update. While this update provides an important framework for future decision-making and policy development, the Town's land development ordinances are another more direct avenue for guidance and growth regulation. The zoning code, subdivision control ordinance, and any other development/design standards that the Town may enforce truly shape Ingalls's image and character.

The Town should work to incorporate the recommendations and strategies in this Comprehensive Plan Update into its land development ordinances to ensure a cohesive effort is being made through both planning and zoning initiatives. When rethinking the zoning districts and their associated regulations, the Town should work to align land use and design standards with the future land use categories outlined in this chapter.

### PRESERVATION OF SMALL-TOWN ATMOSPHERE

While new development would indicate that Ingalls is growing, the Town can continue to preserve the small-town feel that so many residents cherish by strategically regulating development in certain areas. The lower-density residential land use classifications, such as Conservation Residential and Single-Dwelling Detached Residential, will be more conducive to gentle density increases. These areas are closer to the original areas of Ingalls and border parts of Madison County that are within the Town's future growth boundary but not within the Town limits.

When considering land development ordinance changes, the Town should consider the appropriate lot sizes, building materials, densities, and site design to ensure that the new development is integrated with the rest of the community and suits the needs of Ingalls residents. The review and approval of new high-density residential will be located on properties with logical utility capacity, providing capital and non-capital services to new residents.

### MIXED-USE DEVELOPMENT

Mixed-use development has become increasingly popular as people value its walkability and flexibility. Multi-story buildings with ground-floor retail uses and upper-story residential or commercial uses are common building typologies in successful downtown districts for communities of all sizes.

The Mixed-Use and Downtown Mixed-Use future land use classifications encourage this type of development. The Downtown Mixed-Use classification is more conducive to the type of stacked mix of uses because the buildings would front along Meridian St. The Mixed-Use classification may allow greater flexibility because multiple uses may not need to occur in the same building. However, the mix of uses near each other creates a walkable, diverse, and vibrant experience. Currently, the Town's zoning code is not conducive to these types of mixed-use development. It would likely require a variance or PUD to accomplish this. Ingalls should work to create zoning districts specifically for mixed-use that would allow the development by-right to encourage this type of growth in strategic locations like Downtown and the focus area.

## UTILITY CAPACITY

The future land use map identifies a future land use classification for every parcel within the Town. Many of these areas are already developed and will have been indicated to remain the same type of development character throughout the life of this Plan. Some areas that may not have been developed yet or previously held an agricultural function have been identified for more intense future development. With growth and development comes the need for additional utility resources, including broadband, water, sewer, electricity, etc. The Town should consider doing a comprehensive, in-depth inventory and evaluation of utility capacity to determine what areas of the Town are already adequately served and ready for development and what areas may need additional investment to build on. An inventory/analysis and map will facilitate strategically placed growth and ensure that utility capacity is not stretched too thin.

## LAND USE STRATEGIES:



**Develop a Downtown Mixed-Use District.** Utilize the zoning code to develop a downtown mixed-use zoning district or overlay zone along Meridian St to permit only development that will contribute to the development and growth of a new Downtown Ingalls.



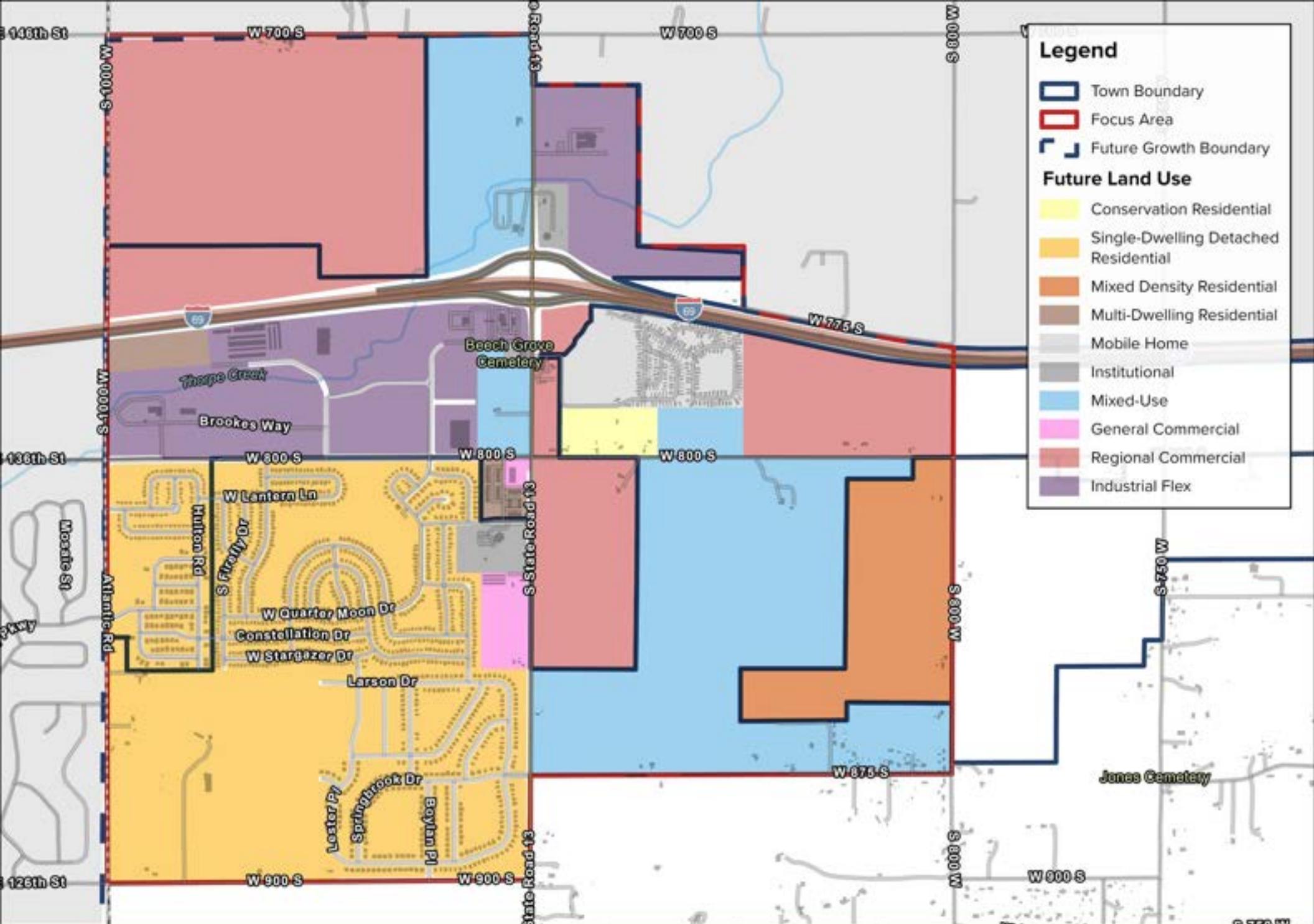
**Establish an SR 13 Aesthetic Corridor.** Create an overlay zone for the SR 13 corridors to encourage a higher standard of commercial development conducive to the types of local and regional businesses deemed suitable for the community.



**Develop Utility Service and Capacity Maps.** Complete a comprehensive, in-depth inventory and analysis of Ingalls utility locations and capacity to determine what areas of the Town are development-ready and may need additional investment.



**Utilize Zoning Regulation to Preserve Small-Town Feel.** Update the zoning ordinance to serve as a tool for guiding and regulating areas where small-town charm and atmosphere are present and appreciated to be of a certain scale and aesthetic value.



**Future Land Use**  
Ingalls Comprehensive/Subarea Plan

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# SUBAREA TRANSPORTATION ANALYSIS

## **Overview:**

The Subarea Transportation Analysis provides analysis and recommendations on the following transportation components:

- Town of Ingalls Subarea
- Trip Generation Analysis in Subarea
- Transportation Summary Analysis & Recommendations
- Prospective Transportation Improvements and Future Land Use Decisions

## TRIP GENERATION ANALYSIS IN THE SUBAREA

The Institute of Transportation Engineers (ITE) Trip Generation Manual, 11th Edition, was used to estimate the generated trips for the anticipated future development within the Town of Ingalls sub-area. This section outlines the assumptions used to calculate the new trips associated with the proposed developments. The above featured Ingalls Subarea future land use map, along with area-wide projections for gross leasable area and residential dwelling units for various land use types were made available. These projections were used to compute building sizes or dwelling units for each of the parcels for trip generation estimation. Any existing buildings or dwelling units were deducted from the projected numbers to arrive at net new building area or dwelling units for the parcels to be used in trip generation estimation.

The sub-area land-use map included the following land use group types: Residential, Mixed-Use, Regional Commercial, General Commercial, Industrial Flex, and Multi-Dwelling Residential. These land-use groups were allotted ITE land-use codes and descriptions based on engineering judgement. For instance, “Industrial Flex” land use group was assumed to be an Industrial Park (ITE Land Use Code 130). The parcels were also coded (such as R1, R2) to indicate land use group and parcel number of the group.

**Tables 1 through 7** present the trip generation summaries for the following land use groups: Residential, Mixed-Use, Regional Commercial, General Commercial, Industrial Flex, Multi-Dwelling Residential, and Multi Density Residential, respectively.

Table 1: Trip Generation Summary – Single Family Residential

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour						Weekday					
					AM Peak			PM Peak			Entry	Exit	Total	Entry	Exit	Total
R1	210	Single-Family Detached Housing	630	Dwelling Units	99	298	397	353	207	560	2743	2743	5486			
R2	210	Single-Family Detached Housing	507	Dwelling Units	82	245	327	288	169	457	2246	2246	4492			

Table 2: Trip Generation Summary – Mixed-Use

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour						Weekday					
					AM Peak			PM Peak			Entry	Exit	Total	Entry	Exit	Total
MU 1	270	Residential Planned Unit Development	379	Dwelling Units	56	198	254	179	97	276	1400	1400	2800			
MU 2	252	Senior Adult Housing - Multifamily	85	Dwelling Units	6	11	17	12	9	21	135	135	270			
MU 3	252	Senior Adult Housing - Multifamily	68	Dwelling Units	5	9	14	10	8	18	111	111	222			
MU 4	270	Residential Planned Unit Development	1297	Dwelling Units	167	590	757	591	318	909	4792	4792	9584			

Table 3: Trip Generation Summary – Regional Commercial

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour						Weekday					
					AM Peak			PM Peak			Entry	Exit	Total	Entry	Exit	Total
RC 1	750, 130	Office Park, Industrial Park	3,860	KSF	1926	320	2246	383	1837	2220	10018	10018	20036			
RC 2	130	Industrial Park	736	KSF	202	47	249	55	195	250	1324	1324	2648			
RC 3	130	Industrial Park	100	KSF	28	6	34	7	27	34	469	469	938			
RC 4	750, 130	Office Park, Industrial Park	1,140	KSF	627	104	731	114	525	639	2975	2975	5950			
RC 5	750, 130	Office Park, Industrial Park	1,113	KSF	616	102	718	111	514	625	2940	2940	5880			

Table 4: Trip Generation Summary – General Commercial

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour						Weekday					
					AM Peak			PM Peak			Entry	Exit	Total	Entry	Exit	Total
GC 1	820	Shopping Center (>150 KSF)	207	KSF	159	97	256	457	496	953	5634	5634	11268			
GC 2	-		0	-	-	-	-	-	-	-	-	-	-	-	-	-

Table 5: Trip Generation Summary – Industrial Flex

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour						Weekday					
					AM Peak			PM Peak			Entry	Exit	Total	Entry	Exit	Total
IF 1	130	Industrial Park	448	KSF	123	29	152	34	119	153	1024	1024	2048			
IF 2	130	Industrial Park	1,464	KSF	403	95	498	110	388	498	1895	1895	3790			

Table 6: Trip Generation Summary – Multi-Dwelling Residential

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour						Weekday					
					AM Peak			PM Peak			Entry	Exit	Total	Entry	Exit	Total
MR 1	215	Single-Family Attached Housing	71	Dwelling Units	7	21	28	23	13	36	239	240	479			
MR 2	-	-	0	-	-	-	-	-	-	-	-	-	-	-	-	-

Table 7: Trip Generation Summary – Mixed Density Residential

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour						Weekday					
					AM Peak			PM Peak			Entry	Exit	Total	Entry	Exit	Total
MDR	210, 215, 220	Single-Family Detached Housing, Single-Family Detached Housing, Multifamily Housing (Low-Rise)	1,139	Dwelling Units	158	460	618	547	334	881	4154	4154	8308			

**Table 8** below summarizes the total trips generated for each of the land use groups for the AM and PM peak hours, and the weekday as well.

Table 8: Trip Generation Summary – All Land Use Groups

Land Use Group	Trip Generation Estimates								
	Peak Hour						Weekday		
	AM Peak			PM Peak			Entry	Exit	Total
Residential	346	1024	1370	1211	723	1934	9382	9383	18765
Mixed-Use	234	808	1042	792	432	1224	6438	6438	12876
Commercial	3558	676	4234	1127	3594	4721	23360	23360	46720
Industrial Flex	526	124	650	144	507	651	2919	2919	5838
Total	4664	2632	7296	3274	5256	8530	42099	42100	84199

## TRANSPORTATION SUMMARY ANALYSIS & RECOMMENDATIONS

The new trips generated from the proposed developments in the sub-area were distributed across the sub-area roadway network comprising of I-69, SR 13, CR 800S, CR 900S, and CR 700S. These added volumes along with the existing traffic volumes in the area warrant the need for determining the number of lanes needed for various roadway segments to accommodate this increased traffic. Traffic counts for various segments of CR 800S, and SR 13 were extracted from INDOT's Traffic Count Database System (TCDS). In addition to accounting for the new developments in the sub-area, developments outside of the sub-area were also accounted for by using a background growth rate. A growth rate of 1% was used to estimate the background traffic volumes for 2045. The lane widths were assumed to be 11-12 feet.

Table 9: Traffic Analysis Summary

Segment	Segment Description	2024 AADT	2045 AADT (A)	Added AADT per Sub-Area Plan (B)	Total 2045 AADT C = A + B	Required Roadway Cross-Section for 2045
1	CR 800 S between Atlantic Rd & SR 13	3,470	4,200	8,010	12,210	2-lane
2	CR 800 S between SR 13 & CR 800 W	2,652	3,210	34,436	37,646	4-lane with median two-way left-turn lane (TWLTL) / left-turn lanes
3	SR 13 between CR 700 S & I-69	6,121	7,410	28,729	36,139	4-lane with median two-way left-turn lane (TWLTL) / left-turn lanes
4	SR 13 between I-69 & CR 800 S	16,272	19,690	33,867	53,557	4-lane roundabout with optional turn lanes
5	SR 13 between CR 800 S & CR 900 S	11,897	14,400	16,590	30,990	4-lane with median two-way left-turn lane (TWLTL) / left-turn lanes

Per the traffic analysis, it can be inferred that on CR 800S east of SR 13, a 4-lane roadway is required with dedicated left turn lanes at major intersections or a median two-way left-turn lane (TWLTL). Similarly, SR 13 north and south of the ramp terminals with I-69 require a 4-lane roadway with dedicated left-turn lanes or a median TWLTL. The section of SR 13 between the ramp terminals would however need to be a 6-lane section owing to most new traffic coming from or going to I-69.

## PROSPECTIVE TRANSPORTATION IMPROVEMENTS & FUTURE LAND USE DECISIONS

As the Town of Ingalls continues to experience significant growth, it is pertinent to anticipate an increase in traffic volumes which may require the need for alternative street configurations which adhere to the current or future Thoroughfare plan street dimensions and standards.

The following cross-sections provide recommendation infrastructure and street upgrades to be considered based on anticipated types of land use classification determined on the subarea future land use map.

### INGALLS CROSS SECTIONS

Based on the focused areas of the significant growth reflected in the Trip Generation Summaries above, Segments 2, 3, and 4 found on Table 9 have been examined and new street profile designs have been created to provide options during future discussions on transportation improvements.

## SEGMENT 2 - CR 800 SOUTH BETWEEN STATE ROAD 13 & CR 800 W

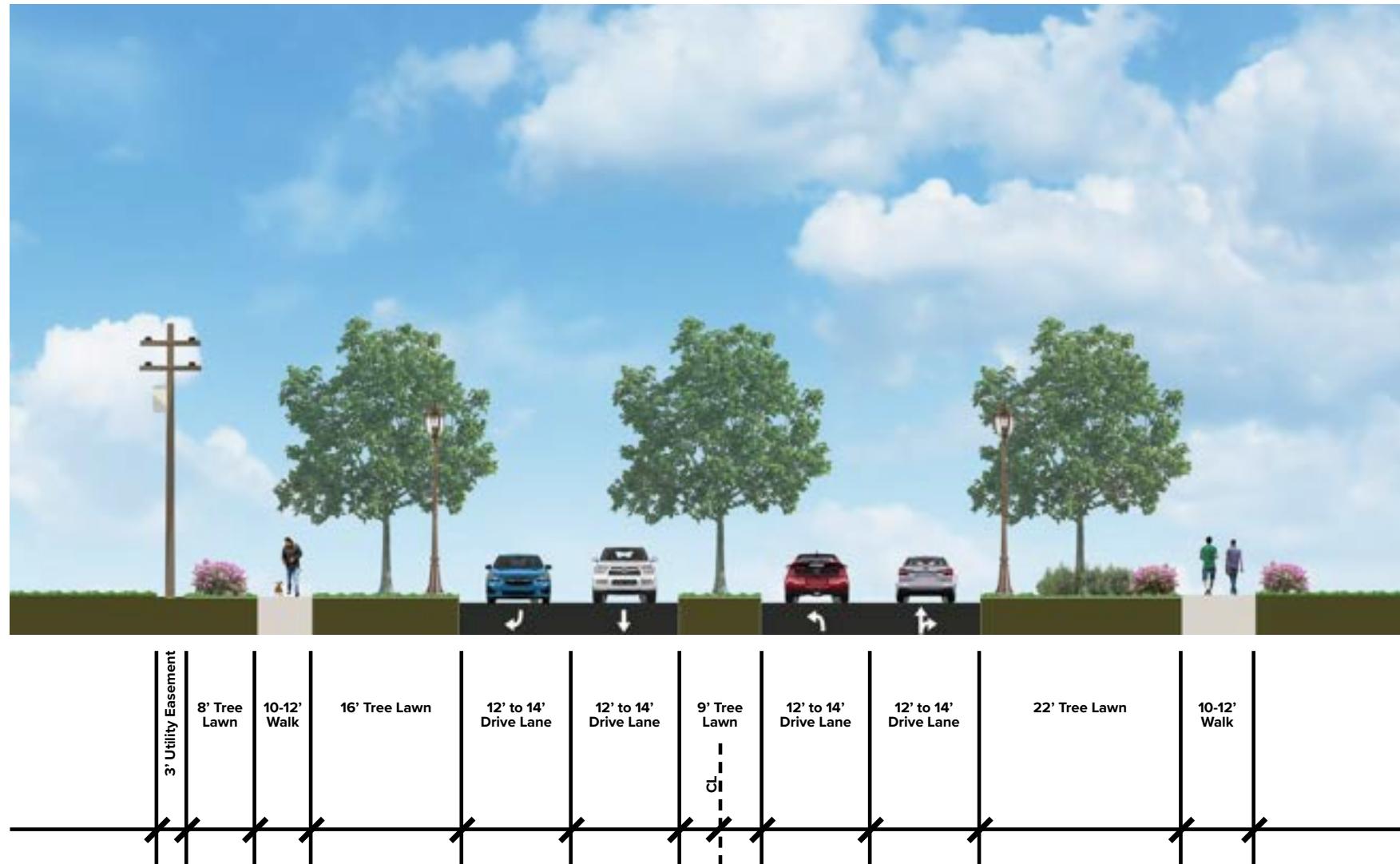
### EXISTING ROADWAY AND GROWTH CONSTRAINTS

The current W 800 South is a major connector road that transverses from west to east leading to County Road S 800 West, which serves as the primary route from Interstate 69 leading to Ingalls proper. CR W 800 South presently has limited right-of-way and contains fire hydrants and other utility infrastructure adjacent to the current paved roadway which require relocation upon widening of the roadway. In anticipation of the pending residential development approvals and future growth, the following prospective transportation improvement to W 800 South to provide a fluid traffic flow and safe roadway.



## PROPOSED ROADWAY

The street profile above demonstrates a recommended 4-Lane which provides the ability to incorporate accel and decel taper lanes which compliment residential development on County Road 800 South. In order to accommodate residential development, the prospective new roadway section includes 8-10' sidewalks and associated landscape buffer yards to provide desirable landscape and pedestrian access to the roadway.



## SEGMENT 3 - STATE ROAD 13 BETWEEN CR 700 SOUTH AND INTERSTATE 69

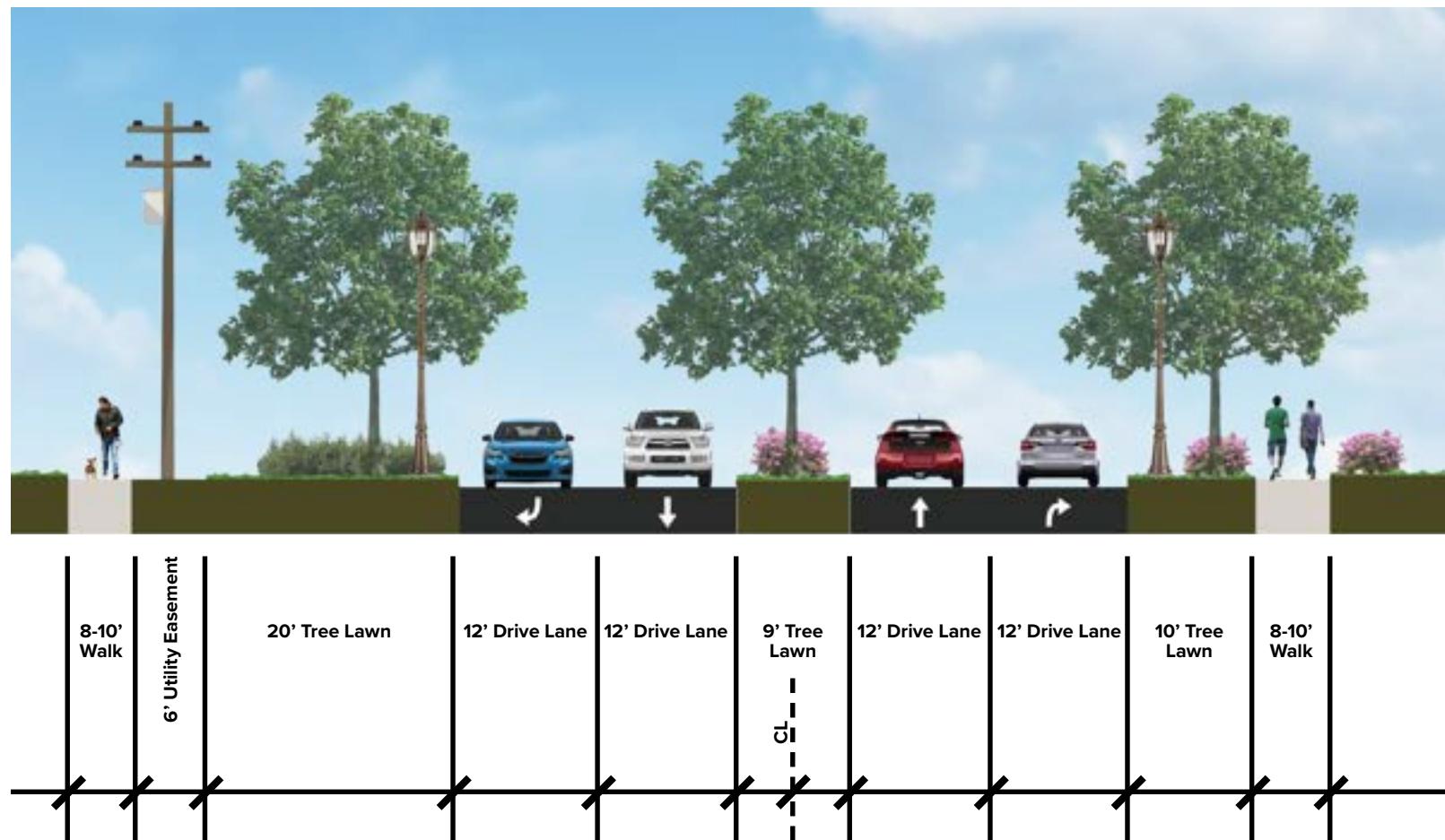
### EXISTING ROADWAY CONDITIONS

The present State Road 13 located north of Interstate 69 serves the existing INDOT Road Facility and established industrial uses and trucking facilities. Based on the desire to redevelop the vacant site at the corner of State Road 13 and Interstate 69 which is reflected as Mixed Use and Industrial Flex, the following prospective transportation improvements are being recommended.



## PROPOSED ROADWAY

The prospective new State Roadway 13 north of Interstate 69 anticipates a 4-lane with a median constructed to provide a left and right turn lanes to are designed to handle the turn radius of heavy semi-traffic and industrial operation vehicle loads. As the area transitions in the future with new commercial mixed use providing service based commercial, it is recommended to incorporate small scale landscape planting with do not impede visibility of heavy truck vehicles. It should be considered during redevelopment to incorporate sidewalk and pedestrian access connections between service based commercial developments.

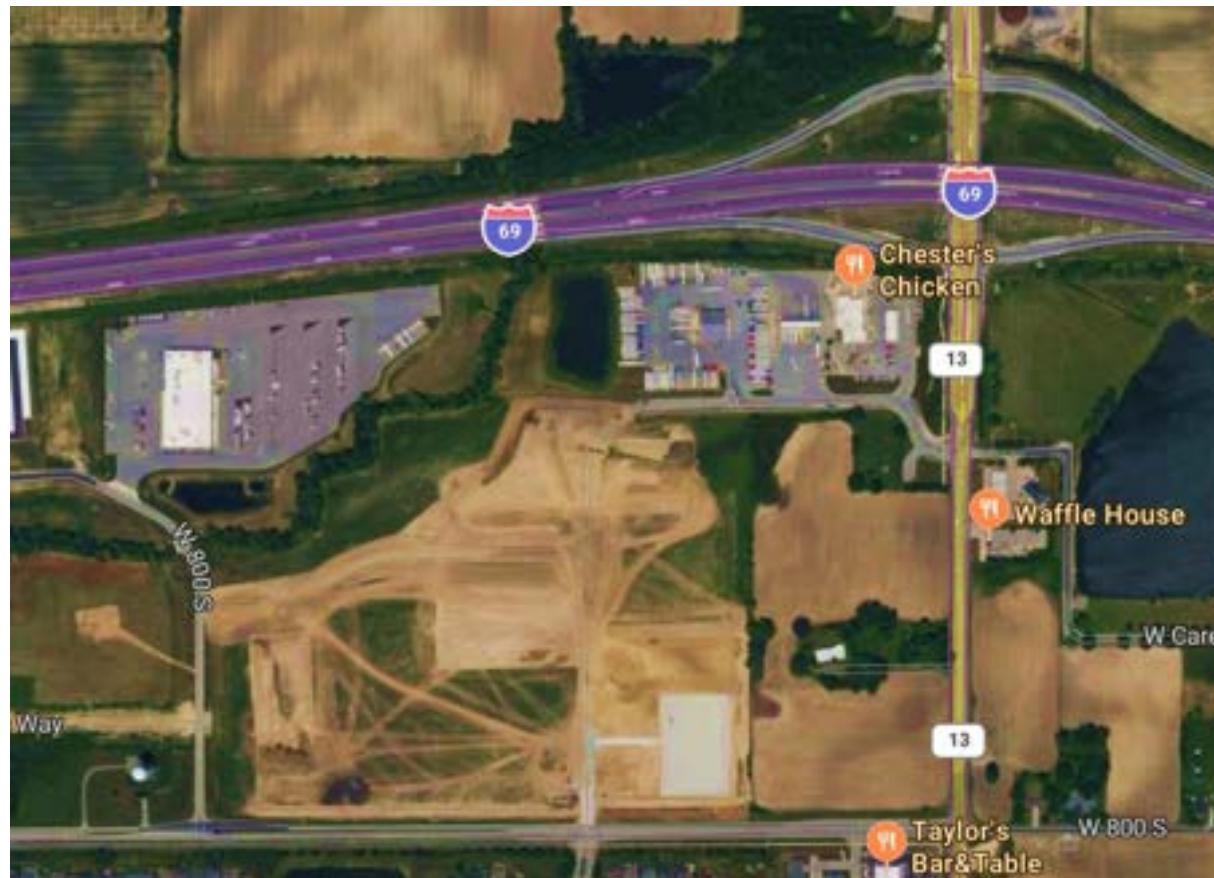


## SEGMENT 4 - STATE ROAD 13 BETWEEN INTERSTATE 69 AND COUNTY ROAD 800 SOUTH

### EXISTING ROADWAY CONDITIONS

The present State Road 13 between Interstate 69 is the primary thoroughfare which transverse north/south bound. Currently, there is heavy traffic along the northern portion which travelers access the established truck stop, restaurants, gas station, and growing semi-traffic which utilize Interpark Industrial Park.

As the growth of Interpark Industrial Park continues and the anticipated growth of the Industrial Flex area continues, the need to ensure fluidity between semi-truck traffic and pedestrian traffic is highly recommended.



## PROPOSED ROADWAY

In the event, the subject intersection would convert from signalization to the construction of a roundabout. To the right is a 4-lane roundabout with the option to build out the potential of 1 to 2 turning lanes southbound provides a long-term solution to the high level of anticipated traffic volumes expected by the anticipated growth and development planned for regional commercial, mixed use, and mixed density residential in the future.





Source: [Ingalls Indiana Memories Past and Present Facebook Group](#).

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# ECONOMIC DEVELOPMENT



## WHAT WE HEARD

**Attraction of Job Base:** Few people commute to Ingalls daily for their jobs, and even fewer live in Ingalls and stay in the Town for work. The majority of residents have to leave Ingalls for work each day. Residents and stakeholders want more jobs and a larger daytime population in Ingalls.

**Potential Along I-69:** Ingalls has a large development-ready area at the southwest corner of the I-69 interchange called the Interpark. The Interpark would be a prime location for large-scale light-industrial businesses like logistics warehouses due to the easy access to the interstate.

**Niche Small Businesses:** Residents expressed a desire to support small businesses, especially in the commercial areas along SR-67. Businesses like the Final Third Cigar Bar have made a name for themselves regionally and attract visitors from outside the Town.

**Population as the Limiting Factor:** Residents expressed concern that while many may want to attract a grocery or hardware store to the Town, there may not be enough residents to warrant a major retailer creating another location. Discussion was also had about an inability to support new restaurants.



Source: [Ingalls Indiana Memories Past and Present Facebook Group](#).

## REDEVELOPING DOWNTOWN INGALLS

During the era of the Interurban, a network of electric rail lines connected communities to Indianapolis, Ingalls had a small but established Downtown. At one point, a hotel and several retail businesses surrounded the Interurban train station in Ingalls. Today, many residents feel that Ingalls does not have a downtown. The loss of the Downtown is not uncommon for communities of Ingalls's size and character. Many small communities had successful downtowns before the dominance of automobile and international chain businesses.

Redeveloping what was once Ingalls's Downtown is an important aspect of economic development. Ingalls Downtown would be a center for commercial activity within the community. Most downtowns for a community the size of Ingalls contain multiple small retail and office spaces. These spaces often are not conducive to some of the larger chain businesses and, therefore, are not utilized by them, meaning that many Downtown businesses are locally owned. Having these small commercial spaces within such proximity is important because foot traffic to and between shops helps generate a customer base for these businesses. The Downtown Mixed-Use future land use classification lays the foundation for establishing a corresponding zoning district or overlay zone. These measures will encourage the creation of small retail spaces along Meridian Street to begin rebuilding what was once Downtown Ingalls.

## SUPPORT FOR SMALL BUSINESSES

Ensuring new local businesses have the support and resources necessary to succeed is also important in redeveloping Downtown. The Town should work to establish a business association so that business owners can collaborate and share ideas. The Town should also connect existing and potential business owners with the Indiana Small Business Development Center (ISBDC). Ingalls falls within the East Central region of the ISBDC. Therefore, services are hosted by Ball State University at the ISBDC's Muncie office. The ISBDC also has offices in New Castle and Richmond, serving the East Central region.

## LOCAL AND REGIONAL COMMERCIAL DEVELOPMENT

Encouraging commercial growth in Ingalls will allow residents greater convenience in accessing everyday needs. People living in Ingalls must leave the Town to get groceries or shop for common retail goods. There is also a strong desire to support local businesses, aligning with the value of a small-town atmosphere.

To strike an appropriate balance between larger retail developments like a grocery store or a hardware store and small local options, two different commercial future land use classifications have been utilized on the future land use map. Regional commercial development may be larger in scale and attract a wider customer base outside the Town's limits. General commercial development may be smaller in scale and intended to serve nearby residents, which is more conducive to local businesses. The delineation between these two types of commercial development may help to reserve space within the Town for more neighborhood-oriented retail businesses.

## INDUSTRIAL GROWTH AT THE INTERPARK

The Interpark was established as a potential commercial and industrial growth area for the city at the southwest corner of the I-69 interchange. On the future land use map, the interpark is mostly classified as Industrial Flex for future land use. A small section of the Interpark has been classified for Multi-Dwelling Residential to account for a development under construction at the time of writing this Plan. The Interpark is an ideal location for industrial flex development, such as warehousing and logistics, because of its convenient location along I-69. The Town should determine the most appropriate industries to locate at the Interpark based on the surrounding communities' success in attracting light industrial industries and the available utilities and resources. The Town should also work with the Indiana Economic Development Corporation (IEDC) to market these sites to businesses looking for a new location.

## ECONOMIC DEVELOPMENT STRATEGIES:



**Review and Revise Development Standards.** Consider the enacted zoning ordinance development standards currently in place, which may be converted in the new Unified Development Ordinance to allow flexibility in the design of new commercial development.



**Preserve and Encourage Small Businesses through Zoning Regulation.** Through lot size and development standards, smaller-scale retail development should be encouraged near residential areas, and larger-scale development should be focused near major thoroughfares.



**Create Opportunities for Regional Commercial Development.** Identify large lots that would not be appropriate for smaller businesses and market them for larger-scale commercial development as the Town's population grows to support such businesses.



**Establish a Network of Support for Local Businesses.** Establish an association of businesses in Ingalls where owners can communicate and work with each other to ensure mutual success and connect current and potential businesses with resources from the ISBDC East Central regional office.



**Promote Light Industrial Development at the Interpark.** Work with the IEDC to advertise lots at the Interpark for the appropriate light industrial industries; proximity to I-69 may lend itself to businesses focused on warehousing and logistics.



INGALLS  
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# PLACEMAKING



## WHAT WE HEARD

**Attraction of Job Base:** Few people commute to Ingalls daily for their jobs, and even fewer live in Ingalls and stay in the Town for work. The majority of residents have to leave Ingalls for work each day. Residents and stakeholders want more jobs and a larger daytime population in Ingalls.

**Potential Along I-69:** Ingalls has a large development-ready area at the southwest corner of the I-69 interchange called the Interpark. The Interpark would be a prime location for large-scale light-industrial businesses like logistics warehouses due to the easy access to the interstate.

**Niche Small Businesses:** Residents expressed a desire to support small businesses, especially in the commercial areas along SR-67. Businesses like the Final Third Cigar Bar have made a name for themselves regionally and attract visitors from outside the Town.

**Population as the Limiting Factor:** Residents expressed concern that while many may want to attract a grocery or hardware store to the Town, there may not be enough residents to warrant a major retailer creating another location. Discussion was also had about an inability to support new restaurants.

## OLD INGALLS AND NEW INGALLS

Looking at aerial imagery of the Town, it is clear to see where the original parts of Ingalls are and where the newer expanded areas are based on the development pattern of the homes. What many refer to as 'Old Ingalls' are the areas consisting of gridded streets and standard parallel north and south of SR 67. The areas people call 'New Ingalls' are characterized by suburban-type subdivision development with winding streets and cul-de-sacs. Much of New Ingalls is located along CR 800 S and near the I-69 interchange.

## DIFFERING DEVELOPMENT GOALS

The geographical and ideological differences between the residents of Old Ingalls and New Ingalls leave the two groups with conflicting views on how the Town should develop going forward. New Ingalls residents generally want access to goods and services closer to home. In contrast, Old Ingalls residents want to see support for local businesses and preservation of the small-town feel. Because of the nature of the two development types that dominate the different areas of Town, New Ingalls seems to lend itself better to larger-scale commercial developments. At the same time, Old Ingalls is more suited for local businesses. Rather than support one vision over the other, the Town can work to establish development goals appropriate to the context of both Old and New Ingalls through policy decisions and land use regulations. Ingalls is uniquely situated to allow for somewhat of a best-of-both-worlds approach.

## UNIFIED PUBLIC INVOLVEMENT

While supporting the differing goals of the two sides of Ingalls, the Town should also focus on unifying the community in a sense of pride and engagement with the Town itself. Most of the community events the Town hosts are held along Meridian Street or at one of the two Town-owned parks. Holding events in Old Ingalls may discourage residents who live in New Ingalls from attending. Finding ways to host and advertise community events in both Old and New Ingalls could effectively bridge some of the current ideological divide. The Town should work with property and business owners in New Ingalls to find spaces for public events to create a more welcoming environment for all Ingalls residents to get involved and build community.

## THE RAILROAD

As mentioned earlier in this Plan, when discussing the decline of Downtown Ingalls, the railroad was an essential part of the Town's history. The CSX railroad runs parallel to SR 67 and right through the heart of the original Town. The railroad continues to see significant activity as trains travel into and out of Indianapolis. These trains pass through the Town quickly and can be quite noisy as they blare the horn, passing through street crossings.

While the long-term residents of Ingalls have adjusted to living next to the railroad, prospective residents may see it as an unattractive nuisance. To help mitigate this barrier for new residents, the Town may explore a relationship with CSX railroad to discuss feasible beautification and noise reduction measures that can be implemented within Ingalls. An example may include adding safety measures that might allow Ingalls to become a quiet zone where the trains do not blow their horn when passing through at certain hours.

## GATEWAY AND WAYFINDING SIGNAGE

With I-69 being an interstate, many drivers may be on longer trips and need a place to stop and eat or refuel. Drivers are likely to make stops in what appear to be more established communities because they often have more to offer than a rest stop along the highway or a small interchange in an unincorporated area. The impression of Ingalls along these major thoroughfares is important for attracting passersby to stop and see what the Town has to offer.

One way Ingalls can improve its prominence is by installing gateway signage along the major routes into Town. Drivers who use I-69 and SR 67 regularly will begin to recognize Ingalls as another option for a new community to visit, and drivers on longer trips will be more likely to stop knowing that Ingalls will have more to offer them than a less established interchange. Gateway signage can also bolster pride from residents within the community. Aligning the gateway signage design and color scheme with the new rebrand and town logo that was recently adopted will give Ingalls a greater sense of place and instill confidence in residents that the Town is committed to continued success.

Wayfinding signage that matches the new gateway signage may also be an appropriate step to facilitate attracting visitors. Because Ingalls has developed two centers of activity, one along SR 67 and one along I-69, a traveler coming off of I-69 may not know about the amenities available at SR 67 and vice versa. Wayfinding signage could make visitors aware of what else the Town has to offer if they don't find what they are looking for right by the highway.

## PLACEMAKING STRATEGIES:



**Revise Standards and Policies to Encourage Mixed-Use Buildings and Developments.** Make amendments to zoning and subdivision regulations to promote both mixed-use buildings and residential subdivisions that allow for small neighborhood commercial or recreational uses to improve walkability and ease of access.



**Support the Differing Development Goals of Old and New Ingalls.** Create policies and regulations that encourage appropriate development for the context of each part of the community; encourage smaller commercial development and more of a downtown feel in Old Ingalls; and promote larger commercial developments in New Ingalls.



**Diversify the Locations of Community Events.** Ensure that events hosted by the Town are held in both the original and newer areas of Ingalls (along CR 800 S and near I-69) to provide more opportunities for all residents to attend and build community.



**Explore Beautification Measures Along the Railroad.** Establish a connection with CSX to determine the opportunities for beautification measures to be implemented along the stretch of railroad that passes through the Town.



**Focus Gateway and Wayfinding Signage to Target Visitors.** Develop a gateway and wayfinding signage strategy that will help orient visitors to the community and advertise the amenities that may appeal to long-distance and nearby traffic.





Source: [Town of Ingalls Facebook Group](#).

# HOUSING



## WHAT WE HEARD

**Quick Growth:** Ingalls is growing fast, both in terms of housing units and overall footprint. The Town has accomplished multiple annexations and attracted several developers to construct new residential subdivisions in recent years.

**Quality of Construction:** With the rapid growth that the Town is seeing, residents expressed concern that not enough time is being taken to ensure homes are built out of durable and attractive materials.

**Density Concerns:** Discussion was had about the tendency for housing developers to attempt to fit as many homes in a subdivision as possible, potentially not leaving a comfortable or safe amount of space between homes.

**Property Maintenance:** Within the older parts of the Town, residents have expressed frustration that some properties are not being maintained. Concerns were raised concerning the safety of some dilapidated properties and excessive outdoor storage.

**Need for Infrastructure Improvements:** Additional residents will increase demand for the existing infrastructure. Residents feel that housing developers should be responsible for contributing to necessary infrastructure improvements and providing amenities like playgrounds and trails within developments.

## BUILDING MATERIALS

The aesthetic and overall quality of new homes in Ingalls play a large role in the visual impression of the Town and the community's character. Developments tend to opt for the lowest cost solution to ensure adequate profit can be made to justify the project altogether. While low-cost construction creates opportunities for homes to be sold at a lower price and, therefore, provides greater affordability, a balance must be found to ensure that houses are still being built to last.

## ANTI-MONOTONY MEASURES

Variations in building materials, colors, overall façade, and site design are important in reducing monotony in large residential developments. When all of the homes in a subdivision look the same or very similar, it does not contribute well to the overall context of the surrounding homes. Working with developers to ensure anti-monotony measures are taken when proposing a new development may allow for better reception into the community and a better fit into the surrounding design character and context. These measures might include differing façade designs and colors on adjacent homes or inverting the design on some lots.



Source: [Apartment Therapy](#).

## DURABILITY AND AESTHETICS

Exterior façade materials and details are another important factor in the approval of new developments. Exterior façades need to be robust and withstand decades of exposure to natural elements like direct sunlight and severe weather. The preferable building materials that have also proven to hold up well over time are masonry and Hardiplank façades. These materials are preferred to alternatives such as vinyl siding. The Town should work to include these guidelines in their development standards for new housing developments. The Town should also consider regulatory mechanisms and techniques that might allow for negotiation and concession from developers to achieve a higher overall standard of development.

## STRATEGIC DENSITY

Housing density refers to the number of housing units located on a standard area of land, usually an acre. In most cases, single-dwelling developments with one housing unit on one lot do not produce enough tax revenue per acre for the municipality to support itself. Finding ways to increase housing density in appropriate locations without compromising on the development's overall quality or the community's small-town feel is an important factor in strategic population growth.

Without jumping directly from single-dwelling units on individual lots to multi-story multi-dwelling unit developments, there are housing types that can facilitate communities in gently increasing their housing density. The available properties in Ingalls provide a great opportunity to develop alternative types of residential development to fill the "Missing Middle" in town. New duplexes, townhomes, and accessory dwelling units (ADUs) provide mixed-density residential development that supplies housing for various income levels.

Duplexes are a housing type that allows for two homes to be built on a single lot; these two units usually share one wall. Triplex developments and townhomes share walls on either side and create a row of housing units within a smaller footprint than individual homes. These housing solutions are often appropriate for new homeowners and young families to start their roots in a community. Subdivision housing developments that incorporate a mix of housing types can appeal to a larger range of prospective residents by allowing for more variation in the price and size of the unit.

The Town should consider what barriers to these types of strategic increases in density might be currently present in the policies and regulations being enforced. Educating residents and community representatives on the benefits of new housing types in Ingalls is also an important step in removing these barriers and allowing for the approval of new duplexes, triplexes, townhomes, or other innovative housing types to be built. Incentives may be offered to encourage developers to add higher-density housing options to what would have been an all-single-dwelling detached housing development.



Source: [How It Fits on a Block](#).

## SUBDIVISION DEVELOPMENT STANDARDS

Public safety is a top priority for the Town of Ingalls. When permitting new housing developments, certain criteria must be considered to ensure the best practices in fire safety and access by first responders.

The separation between homes is one example of a subdivision development standard that can affect the community's fire safety. Developments with shallow side yard depth requirements may result in homes being close enough for a house fire to spread from one property to another. Adequate separation will not only improve fire safety in the subdivision. However, it will also improve overall aesthetics and comfortability within the housing development. Not allowing for a comfortable amount of space between homes can make the development appear crowded and unsightly. Both considerations should be made when determining side yard depth standards and approving new housing developments.

Driveway length is also important when ensuring first responders can easily access all properties. In cases where driveways are not large enough to accommodate four vehicles, residents and visitors to these developments may park along the street, regardless of whether street parking is permitted. Too many cars crowding a street not made for street parking can hinder a fire truck or ambulance from quickly reaching an emergency. Adequate street widths and driveway lengths should be considered when approving new developments. Changes may need to be made to the lot coverage and front setback requirements to ensure developers can meet these needs.

## HOUSING STRATEGIES:



**Require the Right Building Materials.** When permitting new subdivision housing developments, ensure that anti-monotony measures are in place and that robust building materials will allow the development to better fit in with the surrounding community and context.



**Incentivize the Development of New Housing Types.** Create incentives for housing developers to include higher-density housing types like duplexes, triplexes, and townhomes in their subdivisions to increase property tax revenues and create greater affordability.



**Consider Public Safety Standards for New Housing.** Work with the fire department and first responders to understand what appropriate street width and side yard setbacks are necessary to reduce the risk of fire spreading between homes and allow for easy access by fire trucks along subdivision streets.



Source: [Town of Ingalls Facebook Group](#).



TRACKS



AVAILABLE  
STORAGE

McDonald's

DOLLAR GENERAL

DOLLAR  
GENERAL

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# TRANSPORTATION



## WHAT WE HEARD

**Rush Hour Congestion:** With continued housing growth and the nature of Ingalls being a bedroom community, unimproved county roads are congested when residents leave for work each morning.

**Widening County Roads:** Residents have expressed a need for multiple county roads to be widened for both traffic safety and efficiency. CR-800 was mentioned the most with this concern. Firetrucks and school buses may have a more difficult time on narrow roadways.

**Additional Signalized Intersections or Roundabouts:** Several intersections within Town limits or Ingalls's future growth area were considered particularly dangerous. Adding a signal or a roundabout to these intersections could improve traffic safety.

**Sidewalks:** A lack of sidewalks throughout the original and newer parts of the Town creates pedestrian safety concerns. Residents expressed concerns about people walking along high-speed county and state roads.

**Connecting Old and New Ingalls:** There is no direct path to get from the areas of Ingalls along SR-67 to the areas of Ingalls near the I-69 interchange. The route between the two is awkward and may make it difficult for residents and visitors to know what the other side may have to offer.

## DRIVER AND PEDESTRIAN SAFETY

Roadway safety for both drivers and pedestrians is an important component of overall comfort within a community. Several intersections see frequent accidents that should be addressed to improve public safety in Ingalls.

### CR 800 S AND SR 13

The intersection of CR 800 S and SR 13, within the subarea, has been noted as a particularly dangerous intersection. This intersection is slated to be improved by INDOT with a traffic signal in 2028. In the interim, while the community waits to install that traffic signal, the Town should consider what other accident mitigation methods may be implemented to reduce conflicts at the intersection. Traffic on SR 13 does not stop, which can cause high-speed collisions. With the addition of businesses to the southwest of the intersection and the building of housing developments, the Town could work with INDOT to explore the need for a four-way stop at the intersection. Continued development within the subarea and along CR 800 S will create additional traffic frequently traveling through the intersection. If greater walkability is desired for this area, pedestrian crossings at this intersection would be very uncomfortable without an intersection improvement such as a four-way stop or traffic signal.

### INTERSECTIONS ADJACENT TO THE RAILROAD

It has already been discussed that the railroad introduces unique challenges regarding noise and nuisance. However, another important consideration is its hazard to vehicle and pedestrian safety. The north-south streets that intersect with SR 67 and the railroad include N Alfonte St, Meridian St, and N East St. Because the railroad is raised compared to the street, drivers must climb to cross the railroad, which creates visibility concerns. Additionally, because SR 67 and the railroad run parallel so closely, drivers turning on and off SR 67 do not have much space to wait clear of the train tracks. There are no sidewalks or pedestrian crossings along these streets that cross SR 67 and the railroad, meaning that people needing to cross on foot often walk in the roadway. With the number of conflicts identified at these intersections, the Town should work to establish communication with INDOT and CSX to determine what solutions may be explored to mitigate safety concerns along SR 67 and the railroad.

## KEEPING UP WITH POPULATION GROWTH

Since its establishment, the Town has seen rapid growth in housing units and subdivisions. Considering the commuting patterns explored in the Existing Conditions Report located in the Appendix, most Ingalls residents commute out of the Town for work each day. This commuting pattern results in traffic funneling towards the I-69 interchange and SR 67 each morning. Increased traffic from new housing developments may warrant upgrades along some of the two-lane county roads residents take to reach the interstate and major arterials.

An updated thoroughfare plan showing what roads may increase in traffic volume and functional classification over a set period will help the Town anticipate necessary improvements to roadway infrastructure as housing development continues. The future land use map within this Plan should inform this thoroughfare plan. As the Town uses both the future land use map and the thoroughfare plan to guide investment, there is the potential for a more cohesive and comprehensive look at infrastructure improvements in the coming decades.

## TRUCK TRAFFIC IN THE SUBAREA

Truck traffic is an important consideration for the Town since there is a Love's Travel Stop located at the southwest corner of the I-69 interchange and a truck parking facility at the northeast corner. Truck traffic offers unique challenges, considering that 18-wheel vehicles have much larger turning radiiuses than personal vehicles and need more time and road length to slow down and speed up again. The Town should determine what entrance and exit routes are most appropriate for truck use near the interstate, ensure that those roadways and routes are designed to reduce conflicts with high-speed traffic, and ensure adequate room to maneuver.

Due to the nature of economic competition, it can often be the case that an interstate exit with a truck stop often has multiple truck stops. Additional truck traffic in the area may create even more burden and nuisance for nearby residents and additional degradation of the roads. The Town should consider measures to limit the number of additional truck service land uses permitted within the community to preserve the potential for a more pedestrian-friendly development of the subarea. Additional truck stops would not be well-compatible with the surrounding community character.

## TRANSPORTATION STRATEGIES



**Explore Interim Safety Improvements to the Intersection of CR 800 S and SR 13.** While the intersection is set to have traffic signals installed within the next five years by INDOT, the Town should look to improve vehicle and pedestrian safety in the meantime.



**Improve Safety at Railroad Crossings.** Open up communication with CSX Railroad and INDOT to determine measures to reduce vehicle and pedestrian hazards associated with the streets intersecting the railroad and SR 67.



**Create an Updated Thoroughfare Plan.** The Town should work to create an updated thoroughfare plan that aligns with what is prescribed in the future land use map to anticipate necessary road improvements for new housing development and activity.



**Designate Truck Routes from I-69.** Use signage to designate routes between truck services like Love's and the truck parking lot to ensure that trucks do not block traffic for residents and are using roadways designed to accommodate larger vehicles.



**Deter Future Truck Service Land Uses.** Utilize policy and regulatory mechanisms to discourage additional truck service land uses from locating within the Town to ensure the community is preserving opportunities for more pedestrian-oriented and context-sensitive development.

## TRIP GENERATION

The Institute of Transportation Engineers (ITE) Trip Generation Manual, 11th Edition, was used to estimate the generated trips for the anticipated future development within the Town of Ingalls sub-area. This memo outlines the assumptions used to calculate the new trips associated with the proposed developments. A future land use map, along with area-wide projections for gross leasable area and residential dwelling units for various land use types were made available. These projections were used to compute building sizes or dwelling units for each of the parcels for trip generation estimation. Any existing buildings or dwelling units were deducted from the projected numbers to arrive at net new building area or dwelling units for the parcels to be used in trip generation estimation.

The sub-area land-use map included the following land use group types: Residential, Mixed-Use, Regional Commercial, General Commercial, Industrial Flex, and Multi-Dwelling Residential. These land-use groups were allotted ITE land-use codes and descriptions based on engineering judgement. For instance, “Industrial Flex” land use group was assumed to be an Industrial Park (ITE Land Use Code 130). The parcels were also coded (such as R1, R2) to indicate land use group and parcel number of the group.

**Tables 1 through 7** present the trip generation summaries for the following land use groups: Residential, Mixed-Use, Regional Commercial, General Commercial, Industrial Flex, Multi-Dwelling Residential, and Multi Density Residential, respectively.

Table 1: Trip Generation Summary – Single Family Residential

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour			Weekday								
					AM Peak		PM Peak	Entry	Exit	Total	Entry	Exit	Total	Entry	Exit	Total
R1	210	Single-Family Detached Housing	630	Dwelling Units	99	298	397	353	207	560	2743	2743	5486			
R2	210	Single-Family Detached Housing	507	Dwelling Units	82	245	327	288	169	457	2246	2246	4492			

Table 2: Trip Generation Summary – Mixed-Use

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour			Weekday								
					AM Peak		PM Peak	Entry	Exit	Total	Entry	Exit	Total	Entry	Exit	Total
MU 1	270	Residential Planned Unit Development	379	Dwelling Units	56	198	254	179	97	276	1400	1400	2800			
MU 2	252	Senior Adult Housing - Multifamily	85	Dwelling Units	6	11	17	12	9	21	135	135	270			
MU 3	252	Senior Adult Housing - Multifamily	68	Dwelling Units	5	9	14	10	8	18	111	111	222			
MU 4	270	Residential Planned Unit Development	1297	Dwelling Units	167	590	757	591	318	909	4792	4792	9584			

Table 3: Trip Generation Summary – Regional Commercial

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour						Weekday					
					AM Peak			PM Peak			Entry	Exit	Total	Entry	Exit	Total
RC 1	750, 130	Office Park, Industrial Park	3,860	KSF	1926	320	2246	383	1837	2220	10018	10018	20036			
RC 2	130	Industrial Park	736	KSF	202	47	249	55	195	250	1324	1324	2648			
RC 3	130	Industrial Park	100	KSF	28	6	34	7	27	34	469	469	938			
RC 4	750, 130	Office Park, Industrial Park	1,140	KSF	627	104	731	114	525	639	2975	2975	5950			
RC 5	750, 130	Office Park, Industrial Park	1,113	KSF	616	102	718	111	514	625	2940	2940	5880			

Table 4: Trip Generation Summary – General Commercial

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution											
					Peak Hour						Weekday					
					AM Peak			PM Peak			Entry	Exit	Total	Entry	Exit	Total
GC 1	820	Shopping Center (>150 KSF)	207	KSF	159	97	256	457	496	953	5634	5634	11268			
GC 2	-		0	-	-	-	-	-	-	-	-	-	-	-	-	

Table 5: Trip Generation Summary – Industrial Flex

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution								
					Peak Hour						Weekday		
					AM Peak			PM Peak			Weekday		
					Entry	Exit	Total	Entry	Exit	Total	Entry	Exit	Total
IF 1	130	Industrial Park	448	KSF	123	29	152	34	119	153	1024	1024	2048
IF 2	130	Industrial Park	1,464	KSF	403	95	498	110	388	498	1895	1895	3790

Table 6: Trip Generation Summary – Multi-Dwelling Residential

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution								
					Peak Hour						Weekday		
					AM Peak			PM Peak			Weekday		
					Entry	Exit	Total	Entry	Exit	Total	Entry	Exit	Total
MR 1	215	Single-Family Attached Housing	71	Dwelling Units	7	21	28	23	13	36	239	240	479
MR 2	-	-	0	-	-	-	-	-	-	-	-	-	-

Table 7: Trip Generation Summary – Mixed Density Residential

Parcel ID	ITE Land Use Code	ITE Land-Use Description	Size	Unit	Vehicular Trip Distribution								
					Peak Hour						Weekday		
					AM Peak			PM Peak			Weekday		
					Entry	Exit	Total	Entry	Exit	Total	Entry	Exit	Total
MDR	210, 215, 220	Single-Family Detached Housing, Single-Family Detached Housing, Multifamily Housing (Low-Rise)	1,139	Dwelling Units	158	460	618	547	334	881	4154	4154	8308

**Table 8** below summarizes the total trips generated for each of the land use groups for the AM and PM peak hours, and the weekday as well.

Table 8: Trip Generation Summary – All Land Use Groups

Land Use Group	Trip Generation Estimates								
	Peak Hour			Weekday					
	AM Peak			PM Peak			Entry	Exit	Total
	Entry	Exit	Total	Entry	Exit	Total	Entry	Exit	Total
Residential	346	1024	1370	1211	723	1934	9382	9383	18765
Mixed-Use	234	808	1042	792	432	1224	6438	6438	12876
Commercial	3558	676	4234	1127	3594	4721	23360	23360	46720
Industrial Flex	526	124	650	144	507	651	2919	2919	5838
Total	4664	2632	7296	3274	5256	8530	42099	42100	84199

## HIGH-LEVEL TRAFFIC ANALYSIS SUMMARY & RECOMMENDATION

The new trips generated from the proposed developments in the sub-area were distributed across the sub-area roadway network comprising of I-69, SR 13, CR 800S, CR 900S, and CR 700S. These added volumes along with the existing traffic volumes in the area warrant the need for determining the number of lanes needed for various roadway segments to accommodate this increased traffic. Florida DOT's Generalized Service Volume tables were used to determine the number of lanes that can accommodate the growth in traffic at Level of Service D or better. Traffic counts for various segments of CR 800S, and SR 13 were extracted from INDOT's Traffic Count Database System (TCDS). In addition to accounting for the new developments in the sub-area, developments outside of the sub-area were also accounted for by using a background growth rate. A growth rate of 1% was used to estimate the background traffic volumes for 2045. The lane widths were assumed to be 11-12 feet.

Table 9: Traffic Analysis Summary

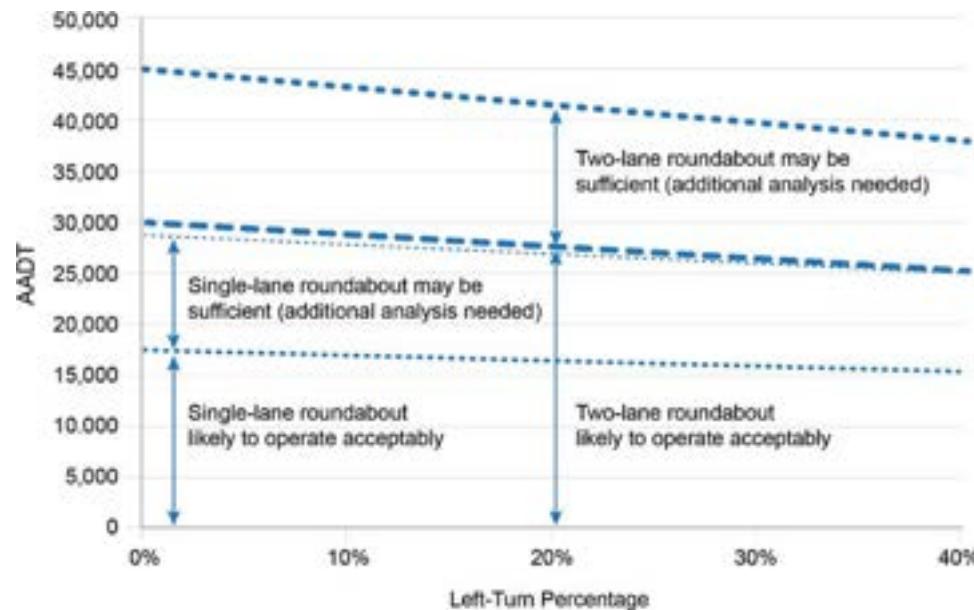
Segment	Segment Description	2024 AADT	2045 AADT (A)	Added AADT per Sub-Area Plan (B)	Total 2045 AADT C = A + B	Required Roadway Cross-Section for 2045
1	CR 800 S between Atlantic Rd & SR 13	3,470	4,200	8,010	12,210	2-lane
2	CR 800 S between SR 13 & CR 800 W	2,652	3,210	34,436	37,646	4-lane with median two-way left-turn lane (TWLTL) / left-turn lanes
3	SR 13 between CR 700 S & I-69	6,121	7,410	28,729	36,139	4-lane with median two-way left-turn lane (TWLTL) / left-turn lanes
4	SR 13 between I-69 & CR 800 S	16,272	19,690	33,867	53,557	4-lane
5	SR 13 between CR 800 S & CR 900 S	11,897	14,400	16,590	30,990	4-lane with median two-way left-turn lane (TWLTL) / left-turn lanes

Per the traffic analysis, it can be inferred that on CR 800S east of SR 13, a four-lane roadway is required with dedicated left turn lanes at major intersections or a median two-way left-turn lane (TWLTL). Similarly, SR 13 north and south of the ramp terminals with I-69 require a four-lane roadway with dedicated left-turn lanes or a median TWLTL. The section of SR 13 between the ramp terminals would however need to be a six-lane section owing to most new traffic coming from or going to I-69.

## PLANNING LEVEL ROUNDABOUT SIZING

NCHRP Research Report 1043 (Guide for Roundabouts) was referred to determine sizes for the proposed roundabouts along CR 800 and SR 13. Exhibit 8.2 from NHRP 1043 which includes AADT volumes to estimate number of lanes required for a roundabout.

Figure 1: Planning-level Daily Intersection Volumes for a Four-Leg Roundabout



SOURCE: Derived from HCM (1).

Source: Exhibit 8.2, NCHRP 1043 – Guide for Roundabouts.

Table 10: Planning-Level Roundabout Sizing Summary

Intersection	Proposed Roundabout Size* (Major Street x Minor Street)
CR 800 S & Atlantic Rd	1 x 1
CR 800 S & Commerce Dr	1 x 1
CR 800 S & Interpark Dr	1 x 1
SR 13 & CR 700 S	2 x 1
SR 13 & CR 800 S	2 x 2
SR 13 & Grandview Blvd	2 x 1
SR 13 & Proposed Access Dr	2 x 1

*\*2 x 2 implies a 2-lane approach in each direction on both major and minor streets.*

## NEXT STEPS

The findings and recommendations included in the high-level traffic analysis section are based on publicly available data from INDOT and subject to realization of the developments included in the sub-area plan. It is recommended that a corridor study be conducted for CR 800S, and CR 700S by collecting traffic counts at the study intersections along the corridor. Since SR 13 is under INDOT's jurisdiction, the Town should initiate coordination with INDOT as the Town explores making improvements to CR 800S, CR 700S, and the interchange ramp terminals. The roundabout lane configurations shown in Table 10 are based on planning-level volume projections.



Source: [Town of Ingalls Facebook Group](#).



## —INTERURBAN PARK— **COURT RULES**

- No drugs or alcohol
- No loud or lewd language
- No skateboards, bikes, or skates
- No loud music
- No littering
- Vandalism will be prosecuted
- Court Hours: 8 AM - 9 PM
- Limit use to 1 hour if others are waiting to play

Court is monitored by video surveillance



Source: [Town of Ingalls Facebook Group](#).

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# PARKS, TRAILS, AND AMENITIES



## WHAT WE HEARD

**Access to Parks:** Residents in the original parts of Ingalls can easily access Town parks. Residents living in the more recently built subdivisions may have difficulty accessing Town parks without driving.

**More Amenities:** Residents desire additions to the existing parks, such as a splash pad or new sports courts.

**Fall Creek:** Fall Creek runs east-west through the Town and its future growth boundary. The creek has the potential to provide some recreational opportunities as the areas around it are very scenic.

**Community Events:** Residents at the Ingalls Block Party discussed wanting more opportunities to attend community events put on by the Town. These events create opportunities for residents to get to know each other even if they live in fragmented parts of the Town.

**Cycling:** Residents explained that an active cycling club uses many of the Town's roads for their weekend morning rides. While residents are happy to see the cyclists staying active, they worry about safety conflicts along narrow roads.

## PARKS IN THE SUBAREA

There are currently two Town-owned parks in Ingalls. Jesse Ireton Memorial Park is located north of SR 67, near the intersection of Third Avenue and N Randall Street. Interurban Park is south of SR 67, near the intersection of S Hutson Street and W Menden Avenue. Residents may walk or bike to a park based on how close-by they live. Because of the difficulty of crossing SR 67, those who live north of SR 67 will likely walk to Jesse Ireton Memorial Park, and those who live south of SR 67 will choose to walk to Ingalls Park.

Both of the parks in the Town are located in what is being referred to as Old Ingalls. Most of the new residential developments being built within the Town are located along CR 800 S and near the intersection of CR 800 S and SR 13. Considering this increasing population in what is being referred to as New Ingalls, it may be necessary to explore locations for a third Town-owned Park in the subarea to serve these new housing developments. While the lack of currently existing pedestrian infrastructure may discourage residents living in New Ingalls from walking to the park, it is important to place parks near new housing to improve the overall level of service the parks offer.

Additionally, the Town should work with housing developers that want to build in Ingalls to request or require that open space be developed to serve as an amenity to all Ingalls residents. These agreements will help existing residents understand that efforts are being made to integrate new developments into the existing community and allow for greater walkability to nearby recreation for otherwise more car-oriented residential developments.

## PEDESTRIAN ACCESS

Walkability positively impacts quality of life, environmental quality, and public health. For residents living along the gridded streets of Old Ingalls, walking to nearby businesses, neighbors, and amenities is fairly easy because the streets only see local traffic, and the development pattern is relatively compact.

Major barriers in terms of walkability exist in attempting to cross major roadways like SR 67 and overall walkability in areas of New Ingalls. There are no sidewalks or pedestrian crossings on SR 67, creating a complete divide between the two sides of the road regarding pedestrian access. Most new housing developments have internal sidewalks and multi-use paths along major roadway frontages. However, these pedestrian networks are fragmented and do not connect to each other or nearby businesses. The Town should identify gaps in pedestrian network connectivity and ensure that if properties that are part of the gaps are redeveloped, pedestrian facilities will be constructed to ensure eventual connection to the overall network. The Town should also explore options for providing pedestrian crossings along SR 67 to bridge the divide on either side of the roadway.

Pedestrian and bicycle connectivity to neighboring communities is another way the community can see the benefits of walking as recreation and/or transportation. Regional bike and pedestrian connections are complicated because Ingalls sits at the edge of Madison County and borders both Hamilton and Hancock Counties. The Town should work with the other communities in Madison County to contribute to a countywide bike and pedestrian plan. These regional connections will create longer continuous connections of multi-use paths more suited for people looking to travel by bicycle. The Town can also work with the neighboring communities of Fishers and Fortville to determine any feasible connections to their bike and pedestrian network, providing residents with alternative transportation options to access businesses and amenities in neighboring communities.

## UTILIZING FALL CREEK

Fall Creek runs east-west through the center of Ingalls and the Town's future growth boundary. Much of the land around the creek is undeveloped and, therefore, holds a lot of the natural beauty people look for when they seek outdoor recreation. Some areas where the creek is within Town boundaries are within the state-owned nature preserve, which the Town cannot utilize. Opportunities for accessing the creek may be possible near the area where CR S 650 W crosses over it.

The Town of Ingalls should explore the formation of the Fall Creek Waterfront Recreational District, which starts at Old Town North and expands further north the extent of areas surrounding Fall Creek. Also, Ingalls might explore an opportunity to create a publicly owned kayak launch for residents and visitors to use during warm weather or potentially look at finding a private business owner who might want to operate a kayak or innertube rental business at the creek seasonally. Either option would create a regional attraction that would likely attract visitors from Hamilton, Hancock, and Madison counties to use the creek. Before heading home, these visitors may then stop in Town to have a meal or snack at a local place. While it is unlikely that opening up opportunities to use the creek will be a major economic driver for the Town, it could bring a steady stream of visitors in the warmer months and create another recreational opportunity for nearby residents.



Source: [EZ Dock](#).

## PARKS, TRAILS, AND AMENITIES STRATEGIES:



**Determine the Location for an Additional Park in the Subarea.** Identify potential sites within the subarea near the I-69 interchange for a third Town-owned park that will focus on serving the residents of the newer housing developments built within that area.



**Encourage Open Space and Parks within New Subdivisions.** Work with potential housing developers to set aside space for publicly accessible open spaces and parks either maintained by the HOA or dedicated to the Town.



**Identify Gaps in Pedestrian Infrastructure.** Determine what areas of the Town have seen fragmented multi-use path construction and create a map of those gaps to ensure that redevelopment of properties within the gaps will be required to construct the multi-use path.



**Coordinate with the County to Develop a Regional Bicycle and Pedestrian Plan.** Work with surrounding communities and the Madison County Parks Department to chart a collaborative effort toward successfully implementing connected regional bike and pedestrian routes.



**Consider Opportunities to Activate Fall Creek.** The Town should weigh the benefits of creating a public access point on Fall Creek for kayaking or other water recreation against encouraging a private business owner to open a kayak and intertube rental business along the creek.





# CRITICAL PATH STRATEGIES AND IMPLEMENTATION

## IMPLEMENTATION

Strategies are direct guidelines for implementing recommendations within the Plan. Each critical path strategy below has a complete page outlining the work plan. The work plans are intended to assist in implementation, related goals, action items, and people or organizations involved, and they provide an estimated timeline and cost for each project.

Each strategy identified should be considered a top priority. Strategies are typically short-term, affordable projects that can create momentum and showcase immediate progress for the community. Some long-term projects require extended timelines, additional budgeting, or increased staff resources.

## CRITICAL PATH STRATEGIES

Critical Path Strategies are strategies that serve the greatest importance in achieving the vision of this Comprehensive Plan. Critical Path Strategies should be implemented within the first five years of adopting the Plan. The Critical Path Strategies pull from existing strategies in the topic chapters and provide additional action steps, responsible parties, and an estimated budget.

## LAND USE

<b>Strategy</b>	<b>Develop a Downtown Mixed-Use District.</b>	
<b>Overview</b>	<p>This strategy aims to establish and encourage a myriad of commercial businesses and services, providing for an influx of residential uses, specifically second-story residences and stand-alone multi-unit residential developments. The Downtown Zoning Ordinance is intended to adopt land use and design standards that provide the ability to live, work, and enjoy a centric place of Downtown identity to establish a walkable downtown with new gathering social spaces for residents and nearby communities to enjoy.</p>	
<b>Action Steps</b>	<p>1. Emphasis shall be placed on the formation of the Downtown Ingalls Mixed-Use District with zoning provisions made for the business needs, social activities, and interests of Downtown Ingalls residents, employees, shoppers, and visitors.</p> <p>2. Encourage a variety of land uses to occur in mixed-use buildings or complexes where appropriate.</p> <p>3. Develop Downtown Mixed-Use Zoning Provisions that encourage architectural, streetscape, light, and building material standards that create an aesthetically attractive area.</p> <p>4. New development is required to connect downtown businesses and residences to surrounding residential areas, with walkable areas as a focus, and to provide open and social gathering spaces for all ages in the community.</p> <p>5. Present the updated development standards and design guidelines to the community for feedback.</p> <p>6. Submit the revised development standards for adoption by the local plan commission. Ensure the new standards are legally enforceable and become part of the official zoning code and planning policies.</p> <p>7. Periodically evaluate the effectiveness of the new development standards in creating a rural and small-town environment. Adjust the standards if needed to address any issues or changing community needs.</p>	
<b>Time Frame</b>	8 – 12 Months	
<b>Estimated Cost</b>	Administrative Planning Staff Time and Resources	

Note: In this chapter, \* represents the lead agency(ies) that recommended to initiate and monitor the effort

<b>Strategy</b>	<b>Establish a SR 13 Aesthetic Corridor.</b>	
<b>Overview</b>	This critical path strategy provides a comprehensive roadmap for successfully establishing and revitalizing an SR 13 aesthetic corridor overlay zoning district, focusing on sustainable redevelopment and community-oriented growth. This strategy should produce a strategic and economically viable corridor that adheres to a high standard of development.	
<b>Action Steps</b>	<p>1. Conduct a detailed survey and define the corridor's boundaries based on key factors like existing infrastructure, land use patterns, and economic potential.</p> <p>2. Evaluate the economic potential of the SR 13 Corridor by assessing current land use, traffic patterns, business activity, and community needs.</p> <p>3. Host public meetings, workshops, and town meetings to gather feedback from the community, property owners, and stakeholders on the corridor's vision.</p> <p>4. Draft zoning regulations incorporating design standards requiring higher landscaping, lighting, building materials, and signage standards.</p> <p>5. Determine Bulk Standards specific to the SR 13 Corridor regarding building height, setbacks, density, design guidelines, and infrastructure improvements specific to the SR 13 corridor.</p> <p>6. Conduct comprehensive environmental and traffic studies to understand the potential impacts of redevelopment along the corridor and to guide zoning adjustments.</p> <p>7. Identify and prioritize infrastructure needs for the SR 13 corridor, including road improvements, utility upgrades, pedestrian facilities, public transit, and green spaces.</p> <p>8. Work with developers and businesses to initiate projects aligned with the overlay zoning district, such as mixed-use buildings, green spaces, and pedestrian-friendly designs.</p> <p>9. Continuously monitor the success of the zoning overlay district and the redevelopment efforts, adjusting the Plan and policies as needed based on feedback, traffic patterns, or environmental changes.</p>	
<b>Time Frame</b>	6 – 12 Months	
<b>Estimated Cost</b>	Administrative Planning Staff Time and Public Notification Funds	
<b>Parties to Involve</b>	<ul style="list-style-type: none"> <li>• Planning Department*</li> <li>• Real estate professionals</li> <li>• Community members</li> <li>• Streets Department</li> <li>• Utilities Departments</li> </ul>	

<b>Strategy</b>	<b>Develop utility service and capacity maps.</b>	
<b>Overview</b>	<p>The goal is to create utility service and capacity maps for the Town of Ingalls, which will illustrate the connection points of key utilities (e.g., water laterals, sewer mains, lift stations, broadband). These maps will support the review of new land use developments, assist in planning for infrastructure expansion, and ensure that utility services are efficiently extended in accordance with growth and development plans.</p>	
<b>Action Steps</b>	<ol style="list-style-type: none"> <li>1. Establish a project team and identify key stakeholders.</li> <li>2. Clearly define the scope of the utility service maps, including which utilities will be mapped (e.g., water, sewer, broadband, electricity) and the level of detail required.</li> <li>3. Conduct an inventory of existing utility infrastructure, including the location and capacities of water laterals, sewer mains, lift stations, broadband connections, and other utilities. Coordinate with utility providers to gather existing maps, plans, and data about their infrastructure.</li> <li>4. Assess the current capacity of utility infrastructure (e.g., water, sewer, broadband) and determine if it can support future growth and development. Identify areas where capacity may be insufficient or where infrastructure must be expanded to meet demand from new developments.</li> <li>5. Create detailed utility service and capacity maps in ArcGIS using the collected data. These maps should show key infrastructure points, current capacities, and logical connection points for new developments.</li> <li>6. Analyze infrastructure gaps and potential expansion areas.</li> <li>7. Present the developed utility maps to stakeholders for their review and input. Revise maps as needed based on input.</li> <li>8. Establish a system for monitoring the growth and updates of utility infrastructure to ensure the maps remain current. Develop a process for periodically updating the maps as new utility projects are completed and new developments occur.</li> </ol>	
<b>Time Frame</b>	2 years	
<b>Estimated Cost</b>	Staff time	
<b>Parties to Involve</b>	<ul style="list-style-type: none"> <li>• Streets and Utilities Department*</li> <li>• Madison County Surveyor</li> <li>• Fall Creek Regional Sewer District</li> <li>• Planning Department</li> <li>• Town Council Representative</li> </ul>	

## ECONOMIC DEVELOPMENT

Strategy	Review and Revise Development Standards.
Overview	<p>This strategy aims to review and update development standards that promote growth while reflecting a cohesive and unique character emphasizing a rural and small-town sense of place. The strategy aims to create a harmonious balance between the rural atmosphere and the convenience of mixed-use developments, offering residents a quality environment where they can live, work, and play.</p>
Action Steps	Parties to Involve
<ol style="list-style-type: none"> <li>1. Conduct a comprehensive review of current development standards in the community, focusing on zoning codes, land use policies, and architectural guidelines. Identify areas where current standards support or hinder the goal of creating a rural, small-town character.</li> <li>2. Research and analyze case studies from other rural or small-town communities that have successfully implemented residential, commercial, and recreational spaces while maintaining a strong sense of place.</li> <li>3. Develop design guidelines focusing on building forms, landscaping, and infrastructure that reflect the desired rural and small-town aesthetic.</li> <li>4. Develop specific setback and buffer requirements that preserve open space, protect viewsheds, and allow for green buffers between residential areas and more developed zones. Ensure that the development remains within the rural character while offering convenience and access to amenities.</li> <li>5. Present the updated development standards and design guidelines to the community for feedback.</li> <li>6. Submit the revised development standards for adoption by the local plan commission. Ensure the new standards are legally enforceable and become part of the official zoning code and planning policies.</li> <li>7. Periodically evaluate the effectiveness of the new development standards in creating a rural and small-town environment. Adjust the standards if needed to address any issues or changing community needs.</li> </ol>	<ul style="list-style-type: none"> <li>• Planning Department*</li> <li>• Redevelopment Commission*</li> <li>• Streets Department</li> <li>• Utilities Department</li> </ul>
Time Frame	2 – 3 Years
Estimated Cost	Independent Civic Fabric Design for Streetscape, Landscaping, and Main Street, \$40,000 - \$60,000

## PLACEMAKING

<b>Strategy</b>	<b>Revise Standards and Policies to Encourage Mixed-Use Buildings and Developments.</b>	
<b>Overview</b>	This strategy is intended to integrate mixed-use development and allow the redevelopment and transformation of traditional neighborhoods into places to work, shop, and live.	
<b>Action Steps</b>	<ol style="list-style-type: none"><li>1. Identify prospective areas within the Town of Ingalls that are conducive to redevelopment and transition to mixed-use.</li><li>2. Understand the desires and land use preferences of the property and neighboring property owners.</li><li>3. Draft Text Amendments to the Zoning Ordinance to reflect the desires and outcomes of the subject preference surveys and meetings</li><li>4. Create building design renderings and conceptual streetscape layouts for public input.</li></ol>	<b>Parties to Involve</b> <ul style="list-style-type: none"><li>• Redevelopment Commission*</li><li>• Town Council</li><li>• Planning Department</li><li>• Landowners and prospective developers</li></ul>
<b>Time Frame</b>	3 Years	
<b>Estimated Cost</b>	\$30,000 - \$35,000	

<b>Strategy</b>	<b>Explore beautification measures along the railroad.</b>
<b>Overview</b>	The objective is to ensure that planned landscaping and beautification improvements along the railroad lines within the Town of Ingalls are reviewed for easement and sign visibility impediments. This goal will ensure that efforts for soundproofing and screening are placed outside of dedicated easements and uphold safety for residents of Ingalls.
<b>Action Steps</b>	<b>Parties to Involve</b>
<ol style="list-style-type: none"><li>1. Initiate formal communication with CSX to establish collaborative working relationships—schedule meetings with key CSX staff to discuss upcoming infrastructure projects and outline the goals for collaboration.</li><li>2. Review the 2025 Comprehensive Plan goals, including future land use plans, zoning adjustments, and projected population growth. Identify areas of the Town that may impact current CSX operations.</li><li>3. Organize a series of planning sessions or workshops with CSX to discuss current right-of-way and dedicated easements along the railroad, clarify the Town's development priorities, and identify ways to integrate beautification, sound improvements / landscaped earthen berms, and similar future improvements.</li><li>4. Maintain regular communication with CSX and other stakeholders to address any impact on traffic patterns, development, or public concerns during construction.</li></ol>	<ul style="list-style-type: none"><li>• Streets and Utilities Department*</li><li>• CSX Railroad</li><li>• Planning Department</li></ul>
<b>Time Frame</b>	2 years
<b>Estimated Cost</b>	Staff time and potential legal and survey costs

## HOUSING

<b>Strategy</b>	<b>Incentivize the Development of New Housing Types.</b>		
<b>Overview</b>	<p>The goal of this strategy is to support a variety of housing types and densities, specifically, consideration of a range of residential districts, including conservation residential and agrihood-type developments, traditional subdivisions, and mixed-use developments that accommodate all population segments. The Town of Ingalls will promote and develop residential properties that fill the “Missing Middle.” The ability to develop duplexes, townhomes, and ADUs will provide mixed density for all income levels. These developments should prioritize placing residents near daily services such as schools, healthcare, grocery stores, and other essential services, promoting convenience, sustainability, and inclusivity.</p>		
<b>Action Steps</b>	<ol style="list-style-type: none"><li>1. Explore a Housing Assessment / Housing Study for the Town of Ingalls.</li><li>2. Understand the Housing Needs Assessment for the Community.</li><li>3. Coordinate Meetings between Prospective Developers and Vacant Property Owners.</li><li>4. Strategize Initial Steps to overcome impediments to growth and development, such as water and drainage, by coordinating.</li></ol>		
<b>Time Frame</b>	2 Years		
<b>Estimated Cost</b>	\$35,000 - \$50,000 for a Housing Assessment		
<b>Parties to Involve</b>	<ul style="list-style-type: none"><li>• Redevelopment Commission*</li><li>• Plan Commission</li><li>• Property owners</li><li>• Prospective developers</li></ul>		

## PARKS, TRAILS, AND AMENITIES

<b>Strategy</b>	<b>Coordinate with the County to develop a regional bicycle and pedestrian plan.</b>	
<b>Overview</b>	This strategy aims to establish a regional bicycle and pedestrian plan coordinating with adjacent communities to create seamless non-motorized connections across municipal boundaries. These connections will serve residential, commercial, and institutional land uses, promoting active transportation, sustainability, and connectivity in the region.	
<b>Action Steps</b>		<b>Parties to Involve</b>
	<ol style="list-style-type: none"> <li>1. Conduct an inventory of existing bicycle and pedestrian infrastructure within the Town of Ingalls, including bike lanes, multi-use trails, sidewalks, and crossings. Identify gaps in the network and potential areas for improvement.</li> <li>2. Hold public meetings and surveys to gather input from residents, businesses, and local institutions regarding their needs and preferences for bicycle and pedestrian facilities.</li> <li>3. Coordinate with adjacent communities to align the bicycle and pedestrian plans with their existing or planned infrastructure.</li> <li>4. Develop a detailed bicycle and pedestrian network plan that outlines the proposed routes, connections, infrastructure improvements, and design standards for the regional network.</li> <li>5. Identify potential funding sources for implementing the bicycle and pedestrian plan, such as federal and state grants, local government funding, and private partnerships. Develop an implementation timeline with phased priorities and budget estimates.</li> <li>6. Present the draft bicycle and pedestrian plan to the public and stakeholders for feedback.</li> <li>7. Present the final regional bicycle and pedestrian plan to the local plan commission for formal adoption.</li> <li>8. Implement the Plan in phases based on priority routes and available funding. Start with high-demand areas, critical connections, and infrastructure that support multi-modal transportation. Establish a timeline for future phases.</li> </ol>	<ul style="list-style-type: none"> <li>• Creation of a Bike and Trail Committee*</li> <li>• Town Council Representative*</li> <li>• Establish Parks Department</li> <li>• Planning Department</li> <li>• Madison County Parks and Recreation Department</li> </ul>
<b>Time Frame</b>	2 Years	
<b>Estimated Cost</b>	\$40,000 - \$60,000	

# **APPENDIX A: EXISTING CONDITIONS REPORT**

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# INGALLS, INDIANA EXISTING CONDITIONS REPORT (DRAFT)

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May 2024





All images/figures are by American Structurepoint unless otherwise noted.

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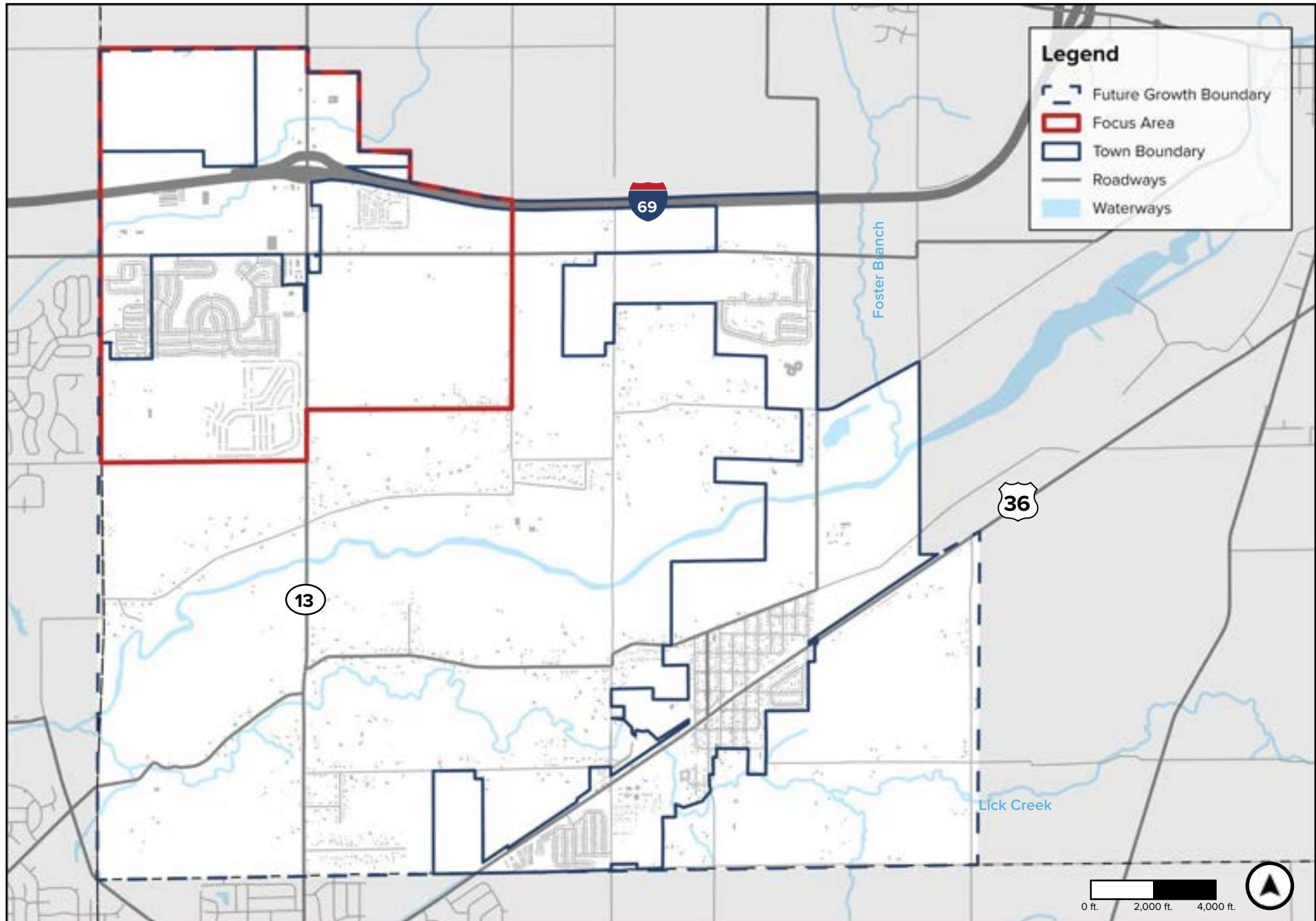


# INTRODUCTION

Ingalls is a town located in the southwest corner of Madison County, Indiana. The town is bordered to the north by Lapel, with Pendleton and the City of Anderson to the northeast. Directly west of Ingalls, crossing into Hamilton County is the City of Fishers. The town is encompassed within the Indianapolis-Carmel-Anderson Metropolitan Statistical Area (MSA). With nearby access to Interstate-69, residents can reach Anderson traveling northbound 12 miles and Indianapolis traveling southbound 26 miles.

The 2024 Ingalls Comprehensive/Subarea Plan is intended to consider and expand on the initiatives identified in the 2006 comprehensive plan and provide additional guidance regarding a focus area at the I-69 SR-13 interchange, i.e., 1-69 exit 214.

The Existing Conditions Report compiles information gathered from US Census data and stakeholder discussions to assess progress since the 2006 Comprehensive Plan and where further attention needs to be focused regarding achieving legacy goals.



**Ingalls and Focus Area**  
Ingalls Comprehensive/Subarea Plan

## REPORT PROCESS

The first step in the process was to understand the community's assets and potential areas of improvement. First, stakeholder meetings were hosted to determine the critical elements to focus on and identify potential improvements in the current policy framework, utility capacity, commercial development, real estate, and community groups. Based on these meetings, more traditional data-gathering methods were utilized to help further refine the concepts. This existing conditions report creates the foundation for the goals and strategies identified in the Updated Comprehensive and Subarea Plan.

## EXISTING DOCUMENTS

In preparation for writing this plan, staff reviewed the existing development and policy documents from Ingalls. The documents reviewed included the following:

- **The 2006 Ingalls Comprehensive Plan**
- **The Unified Development Ordinance (UDO)**
- **The 2022 Recreation Impact Fee Study**
- **The 2023 Bicycle and Pedestrian Master Plan**
- **The 2024 North Gateway Study**

Each of these documents includes recommendations and regulations for future development within the town. The 2024 Ingalls Comprehensive/Subarea Plan will ensure that existing goals and strategies outlined in these previous documents are a part of the recommendation of this document.

## 2006 INGALLS COMPREHENSIVE PLAN

While the Comprehensive Plan does not provide legally enforceable land use policies and codes, it does provide vital guidance to the community regarding future growth and development. The plan was written with a heavy emphasis on development that is appropriate in size and character to align with the values of community members. Writing the plan involved several key stakeholder groups, including input from the Town Council, the Steering Committee, Focus Groups, and the Madison County Council of Governments (MCCOG). The 2006 Comprehensive Plan enabled the Town of Ingalls to implement zoning regulations as permitted per the Indiana State Code.

## KEY THEMES IDENTIFIED IN THIS PLAN INCLUDE:

- **Preservation of Small Town Character:** The plan emphasizes goals and initiatives that focus on the pedestrian experience in Ingalls. The plan guides a cohesive strategy for using land use regulations and design standards to maintain a friendly small-town atmosphere that provides opportunities for residents and visitors to walk between spaces where they can live, work, and play.
- **Expansion of Economic Base:** The second major goal identified in the plan is to strengthen the tax base through job training and industry recruitment initiatives. The plan looks to strengthen relationships between town leadership and potential business partners. For Ingalls to be an attractive location for businesses, the city must appear ready to receive them with ample development sites and a workforce with applicable skills.
- **Anticipation of Current and Future Needs:** Additionally, the plan discusses in depth the needs of amenities and infrastructure projects to accommodate current and future resident populations. Initiatives focused on housing diversity, utility and road network size and sustainability, and parks and open space amenities centered around growth and quality-of-life improvements.

Regarding the 2024 Ingalls Comprehensive/Subarea Plan, the 2006 Comprehensive Plan is highly significant in determining what has been achieved and what still needs to be considered as a goal.

## 2006 COMPREHENSIVE PLAN SIGNIFICANCE:

- **Providing a 'Jumping Off' Point:** The key themes within the plan already send a strong message regarding what values the community holds when it comes to future development and growth. These values help to guide the development of the 2024 Ingalls Comprehensive/Subarea Plan. The goals identified in the plan can serve as benchmarking criteria so that there is a solid foundation for what has been done and what still needs to be accomplished.
- **Data Comparison:** The plan's 'Community Profile' chapter provides information regarding key metrics for understanding where the community was 18 years ago. Comparing those data points with the most recent data, valuable information about how Ingalls has developed since the last planning effort can be gleaned.

## UNIFIED DEVELOPMENT ORDINANCE (UDO)

The Ingalls UDO was developed in partnership with the MCCOG to regulate the town's zoning, subdivision, and signage standards. While the 2006 Comprehensive Plan does not contain legally enforceable code or ordinances, this UDO is a legally enforceable code. Considering that the UDO was adopted after adopting the 2006 Comprehensive Plan, many of the policy recommendations within the 2006 Comprehensive Plan have been implemented in this document.

### UNIFIED DEVELOPMENT ORDINANCE SIGNIFICANCE:

- **What's (not) Working:** Viewing the UDO alongside the 2006 Comprehensive Plan can give an idea of what is or isn't working within the regulations that are currently in place. The 2006 Comprehensive Plan identifies issues and opportunities and provides suggestions for land use to address them. Now that these suggestions have been implemented in the UDO, sufficient time has passed to determine if the new regulations effectively addressed those issues and opportunities.
- **Need for Updates:** After speaking with community stakeholders, it can sometimes become clear that certain regulations have unintended consequences that are hindering the town and preventing new development projects. A town's needs are constantly evolving. With this ordinance being adopted over ten years ago, there may be a need for some updates or amendments to better fit the community's current needs.

## 2022 RECREATION IMPACT FEE STUDY

In response to the rapid residential development occurring in Ingalls, the Town chose to undergo a Recreation Impact Fee Study to determine an appropriate impact fee to allow parks and recreation facilities and services are able to keep up with growing demand. The recreation impact fee will be collected prior to the issuance of each new residential building permit and the collected funds will be used for projected 10-year future needs of the community.

The recreation impact fee recommended by the study is \$1,528 for each residential building permit. The impact fee is determined by considering the total cost of all anticipated improvements over the next 10 years and the projected population growth over the same time period and the current available funding sources to determine what fee is necessary to fund the improvements. The study assumes that the Town will see an average of 208 new residential building permits each year.

## 2023 BICYCLE AND PEDESTRIAN MASTERPLAN

This plan, prepared in partnership with the Indiana Department of Health and Rundell Ernstberger Associates, outlines strategies and projects for improving the walkability and bike friendliness of the town. The plan consists of an existing conditions report relevant to bike and pedestrian infrastructure, an analysis of the current network, recommendations for infrastructure improvements, and a schedule of recommended projects with cost opinions. This recently adopted plan shows a commitment from the town to improve connectivity and quality of life for the residents of Ingalls.

### BICYCLE AND PEDESTRIAN MASTERPLAN SIGNIFICANCE:

- Areas Needing Improvements:** The existing conditions section of the plan identifies areas where Ingalls currently lacks bike and pedestrian infrastructure. One of the major points is that downtown Ingalls has amenities close enough to people to be walkable. However, there are few sidewalks in the area. There is also mention of the sidewalks that are present being in poor condition and potentially non-compliant with Americans with Disabilities Act (ADA) standards. The plan also mentions that traffic calming measures may be necessary to ensure people feel safe using sidewalks and bike paths along roads.
- Projects in the Works:** The plan recommends over 17 miles of multi-use asphalt trails and concrete sidewalks throughout the town. Roads with plans to receive the longest portions of infrastructure improvements include CR 750 W, SR-13, and CR 800 S. Improvements to CR 800 S and SR-13 are within the I-69 SR-13 Interchange Focus Area.

## 2024 NORTH GATEWAY STUDY

The 2024 North Gateway Study was conducted in partnership with Sustainable Communities Institute (SCI) and the Southwest Regional Development Corporation (SWRDC) to explore agrihood development alternatives near the intersection of CR 800 S and SR 13. Similarly to how many lifestyle communities look to integrate housing with amenities like golf courses or neighborhood retail, an agrihood looks to similarly integrate housing with agricultural production and business.

The two concepts developed within the study provide alternative layouts for agrihood developments that include components such as grocery, retail, restaurants, medical office, daycare, residential, agricultural production, open space, recreational amenities, and solar energy production.

Recommendations from the study include:

- Develop corridor plans and guidelines to control entry points and traffic.
- Create an Opportunity District in the southwest corner of Madison County that is surrounded by Ingalls.
- Explore development of a town center for Ingalls.
- Develop a greenways and blueways plan along the Fall Creek corridor.
- Create an overlay performance guide along primary corridors to encourage quality development.
- Utilize annexation guidelines to influence development.
- Develop a better organizational structure for SWRDC.
- Implement photovoltaic systems that provide alternative energy solutions.

Overall, the plan emphasizes agrihood development as a route for improving sustainability measures and distinguishing Ingalls from the surrounding Central Indiana communities.



# KEY DEMOGRAPHIC THEMES

## OVERVIEW

Ingalls's current conditions were analyzed to help guide the planning process and provide the necessary background information to develop project and policy recommendations. Topics considered in the analysis included community demographics, current market conditions, housing, and employment analysis. Data collected and analyzed in this section applies to the entire municipal boundary of the Town of Ingalls.

Data used in this analysis was pulled primarily from the US Census Bureau via the following sources:

### American Community Survey, US Census

- In addition to the decennial census, the US Census Bureau conducts dozens of other censuses and surveys, including the American Community Survey. The American Community Survey is an ongoing effort that gathers information from a community through a small sample rather than the extensive 10-year survey with which most people are familiar.

### ESRI Business Analyst

- ESRI Business Analyst is a powerful tool for analyzing data within a specific geographic location. ESRI allows data to be observed at a very local level and compared with surrounding groups.
- Data from the US 2010 and 2020 Census, American Community Surveys (ACS), and Bureau of Labor Statistics (BLS) were used.

### COMPARISON COMMUNITIES

Ingalls's existing conditions were compared to those of several similar-sized regional communities. The comparison communities included Fortville, Cicero, and Arcadia. By comparing Ingalls to these communities, which shared similar characteristics, separating trends that occurred from Ingalls's actions as opposed to trends outside the town's control is much easier. Events that could result in trends outside the town's control include market change, public health crisis, national trends, etc. Data was also gathered at the state and county level to compare Ingalls's demographics with larger regional and national trends.

## POPULATION

Population trends and projections tell us how much development the area should expect over the next few years. Population data looks at how many people live within Ingalls town boundaries. Ingalls's population has decreased from 2010 to 2020. In 2010, Ingalls's population was 2,376 residents. In 2020, the town's population was 2,223, a decrease of 153 residents.



2010 Total Population

**2,376**

2020 Total Population

**2,223**

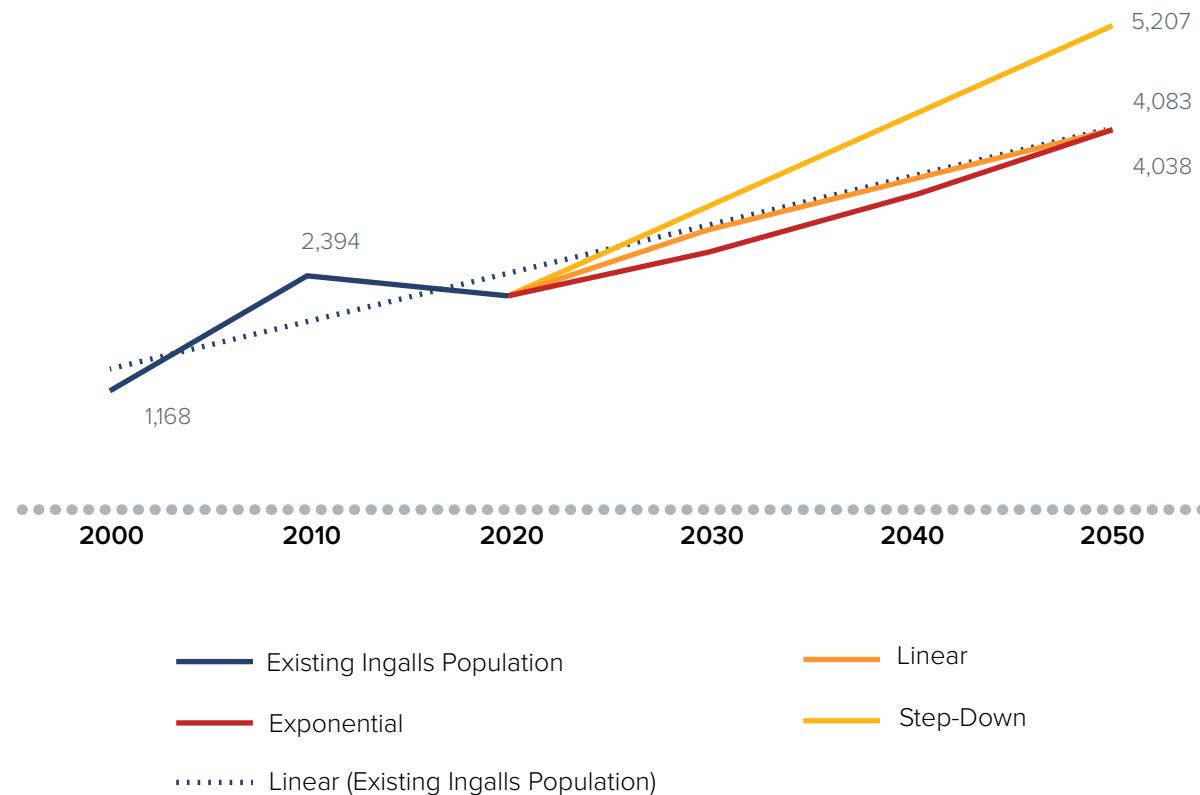
## POPULATION COMPARISONS

Population projections are essential to any long- and short-term planning process. The population projections help determine and quantify the demands placed on public facilities and services based on the potential pace and scale of the community's physical growth or decline.

These projections will help the county identify major social and economic development trends and inform the plan. The town must continue to monitor their population to account for short- and longer-term shifts that can affect future development activity in the area.

The chart to the left compares scenarios for future population changes in Ingalls. The projections were calculated by utilizing population data from the US Census Bureau. The population projections were built on historical trends from 2000 to 2020. They identified potential population-level increases in ten-year increments to 2050. Linear and exponential growth were calculated.

Population growth is considered linear when a consistent quantity is added to each unit of time. On the other hand, step-down population growth occurs when a ratio is established between the county and state populations. Then, that proportional relationship is calculated for the future.



## BUILDING PERMITS

Building permits are government approvals to construct a new building or expand or remodel an existing building. Building permits are required before construction begins on a new or existing building to ensure that any new construction follows regulations, including building standards, land use, and environmental protection.<sup>1</sup>

### INGALLS BUILDING PERMITS

In the review of the building permit records from 2019-2023, the Town of Ingalls has issued Certificates of Occupancy for Residential and Commercial Structures at rising rates. As the table below demonstrates, the Town of Ingalls has increased permit activity yearly since 2019. The number of residential permits doubled in activity from 2019 to 2021. A decrease in permit activity occurred from 2023 to 2024 as the subdivision buildout occurred and fewer lots were available for the construction market.

The commercial permit activity has remained stable in the original platted Ingalls and new sections of the Town along Interstate 69 and State Road 13. As the Town continues to annex land, the commercial and industrial permit levels are expected to increase in the future.

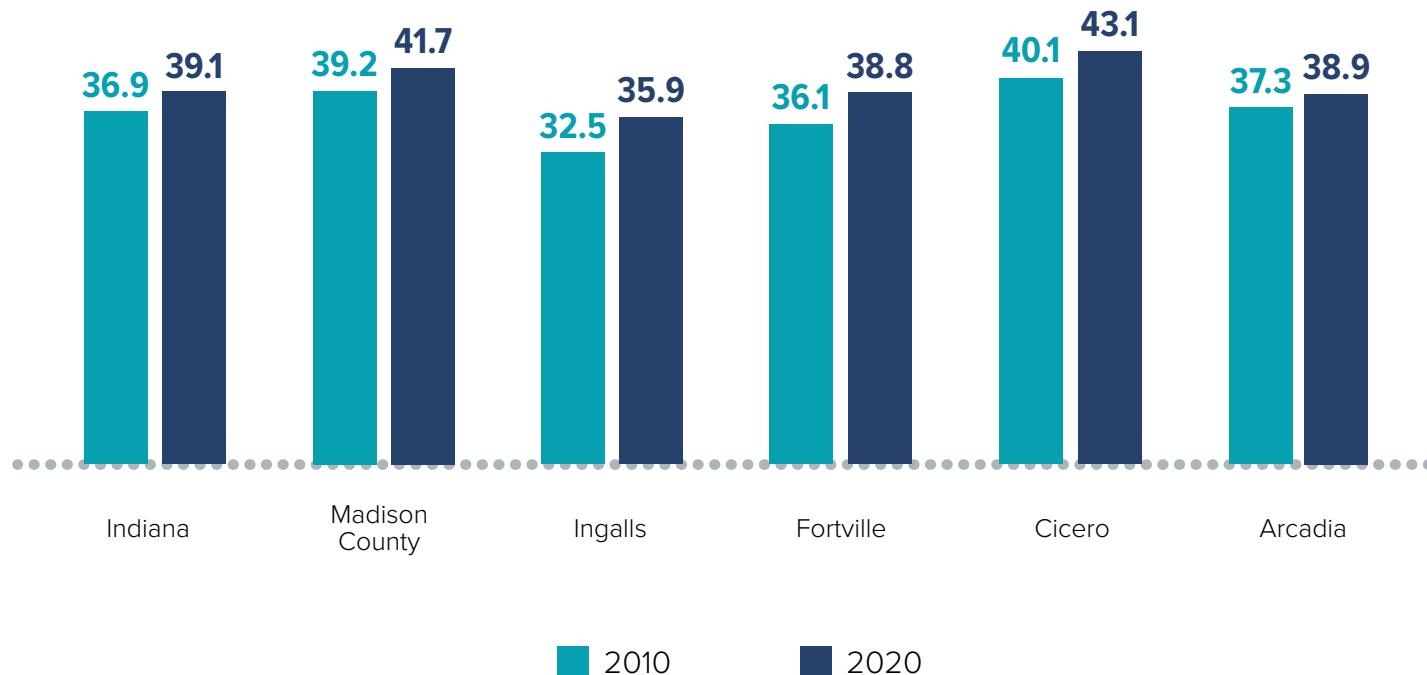
Type of Building Permits	2019	2020	2021	2022	2023
Residential	58	89	145	153	64
Commercial	1	0	3	2	3

Source: Town of Ingalls Building Permit Records / Town of Ingalls Planning Department Log

<sup>1</sup> Source: [What is a building permit and who needs one?](#)

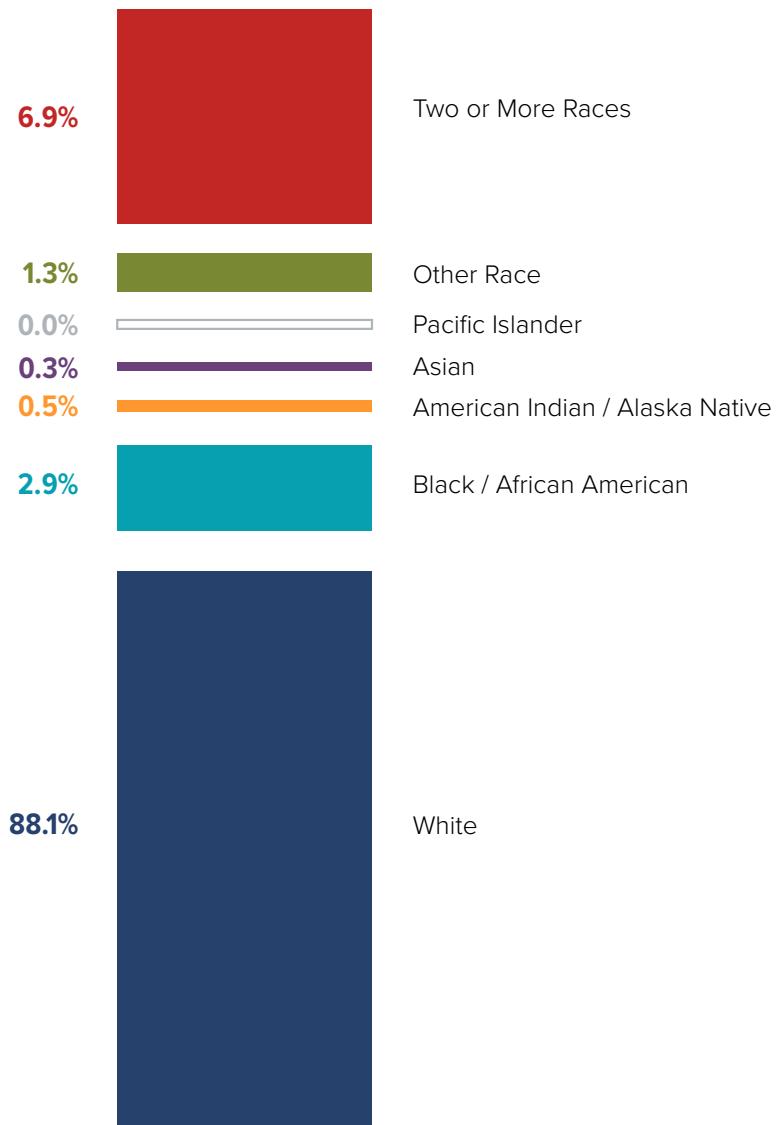
## MEDIAN AGE

As time passes, if the median age of a community increases, it is a sign that younger people are not moving into the area and may even be moving out. An aging population has several different implications for the community's future needs, considering that older adults demand different amenities, services, and housing than younger people. The median age for Ingalls in 2010 was 32.5 years, and in 2020 was 35.9 years. The state, county, and comparison communities all saw similar increases in median age. Ingalls has the lowest median age of any of the comparison communities.



## RACE AND ETHNICITY COMPARISONS

The Town of Ingalls scored a 32.5 on the diversity index in 2020 meaning that if you select two people randomly in the Town, there is a 32.5 percent chance that they will be of different racial and ethnic groups. The largest racial group in Ingalls is White, representing 88.1 percent of the population. The next largest racial identity is two or more races at 6.9 percent, followed by Black/African American at 2.9 percent, Other Race at 1.3 percent, American Indian/Alaska Native at 0.5 percent, Asian at 0.3 percent, and Pacific Islander at 0.0 percent.



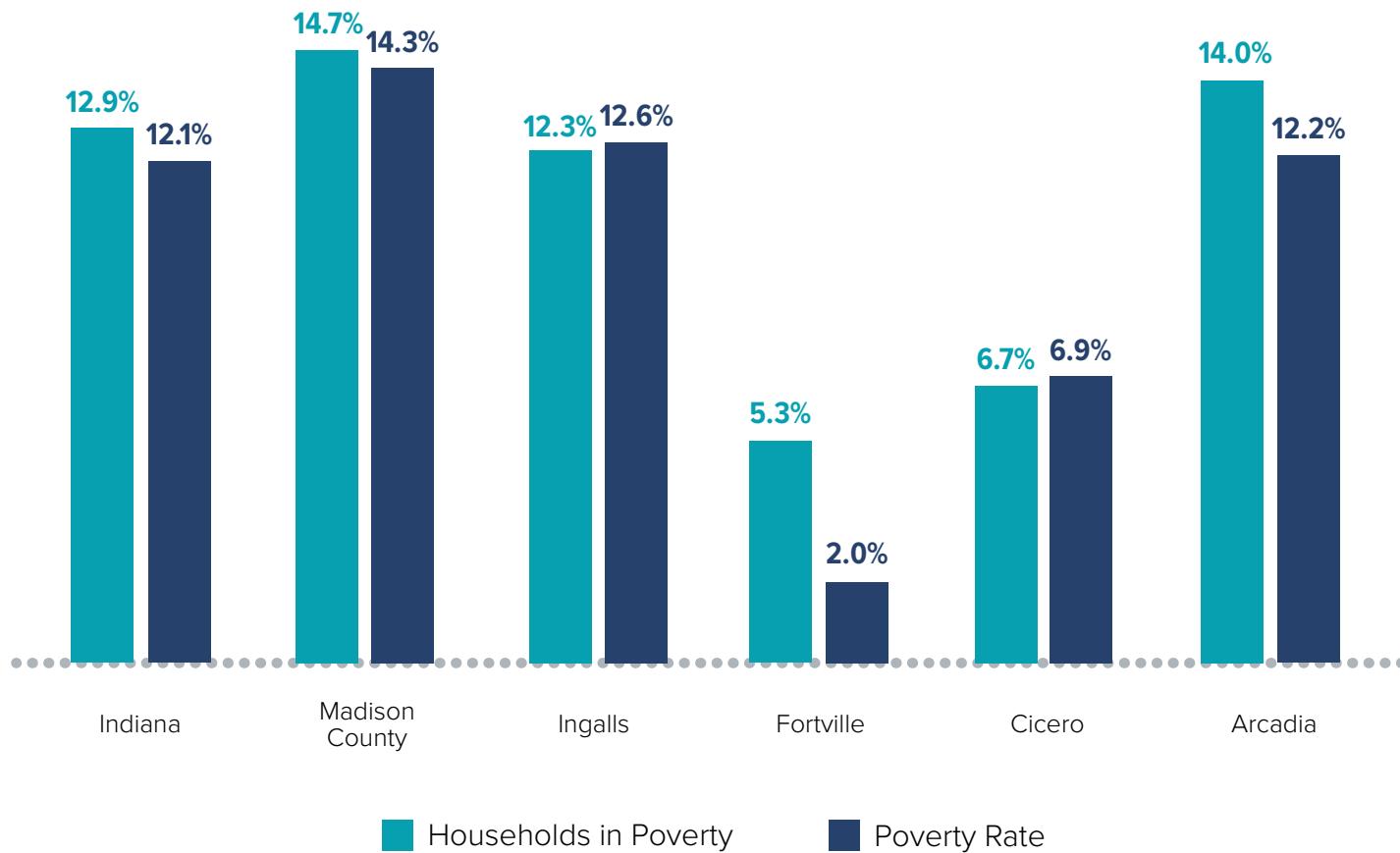


## HOUSEHOLDS

A household comprises everyone who resides in a housing unit, including family members and unrelated roommates.<sup>1</sup> In 2010, in Ingalls, the total number of households was 593. In 2020, the total number of households in the town increased to 838. In the ten years, there was a 41.3 percent increase in households despite the 6.4 percent decrease in population. That could be because household sizes, on average, got smaller from 2010 to 2020.

## POVERTY

The federal government creates a set of money income thresholds that vary by family size and composition to determine who is experiencing poverty. The poverty thresholds are not determined geographically, but they are determined using the Consumer Price Index. If a household is classified as experiencing poverty, all residents are also classified as experiencing poverty. In 2020, 12.3 percent of Ingalls households were experiencing poverty, and 12.6 percent of residents were experiencing poverty. Comparatively, Ingalls has a higher poverty rate than the other similarly sized comparison communities. Arcadia has the highest proportion of households experiencing poverty, followed by Ingalls. Fortville has the lowest poverty rate at 2 percent, and Madison County has the highest poverty rate of the geographies studied at 14.3 percent.



## HOUSING

Stable, well-developed housing options can attract talent and businesses to a community and enhance economic growth and prosperity by encouraging community investment by homeowners and renters. Attainable housing options also enable families to allocate more of their income to other essential needs, such as healthcare, education, and food.

### HOUSING TYPE

#### SINGLE-DWELLING DETACHED

- Single-dwelling detached housing units are homes for one family, not attached to any other home, on one lot. 785 single-dwelling detached housing units accounted for 88.1 percent of the housing stock in 2021.

#### SINGLE-DWELLING ATTACHED UNITS

Single-dwelling attached housing units are for one family, attached to another home with individual entries on one lot. Single-dwelling attached homes usually consist of duplexes or townhomes.

- 20 single-dwelling attached units accounted for 2.2 percent of the housing stock in 2021.

#### MULTI-DWELLING UNITS

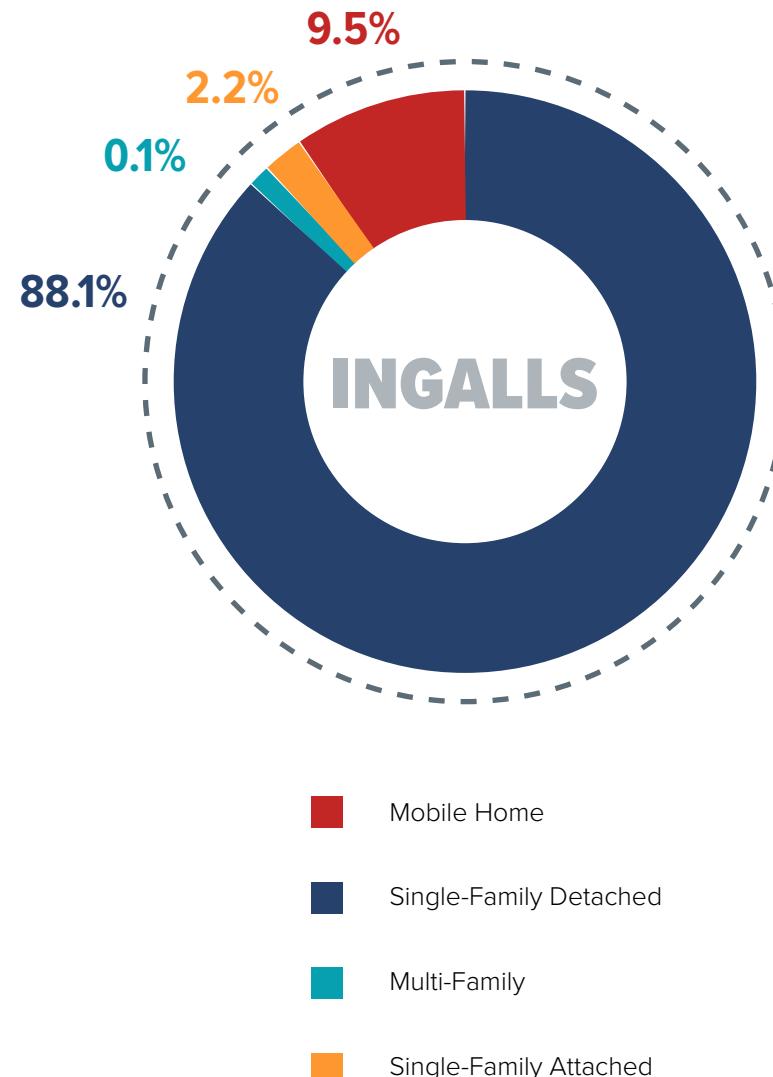
Multi-dwelling housing is where multiple units are contained within the same structure, connected side-by-side, or stacked vertically. Examples of multi-dwelling housing include, but are not limited to, cottage homes, condominiums, and apartment complexes.

- 1 multi-dwelling unit in 2021.

#### MOBILE HOMES

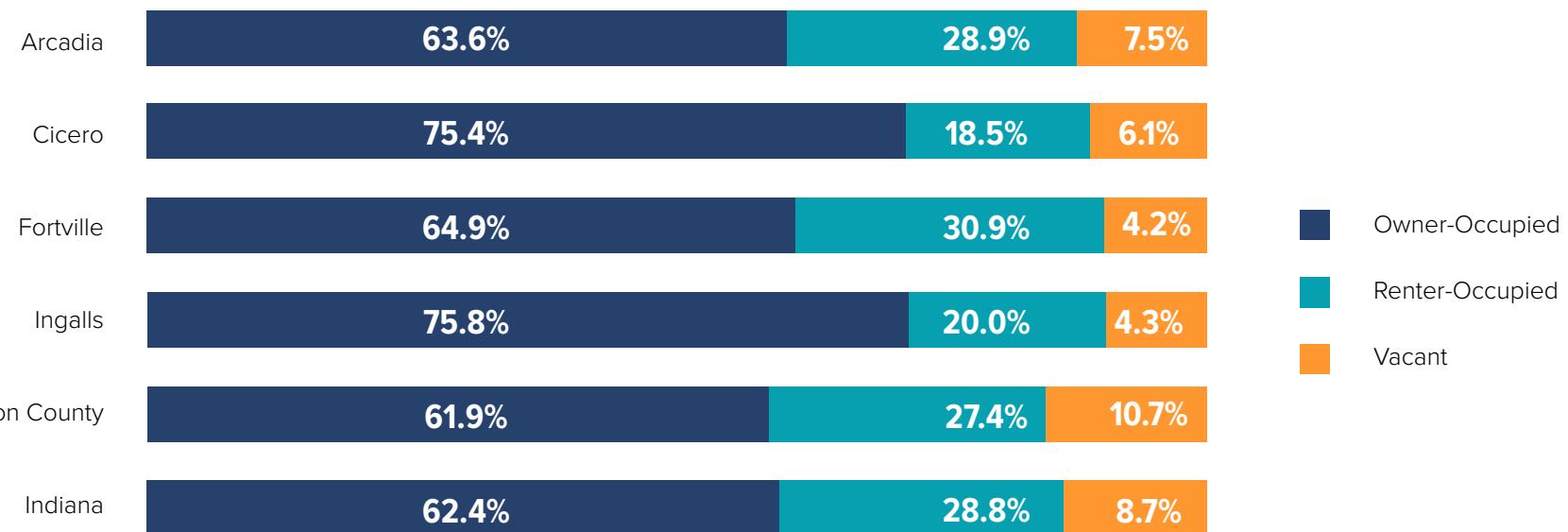
Mobile homes are also located in Ingalls. A mobile manufactured home is a single-dwelling house constructed entirely in a controlled factory environment, built to the federal Manufactured Home Construction and Safety Standards known as the “HUD code.”<sup>2</sup>

- 85 mobile homes accounted for 9.5 percent of the housing stock in 2021.



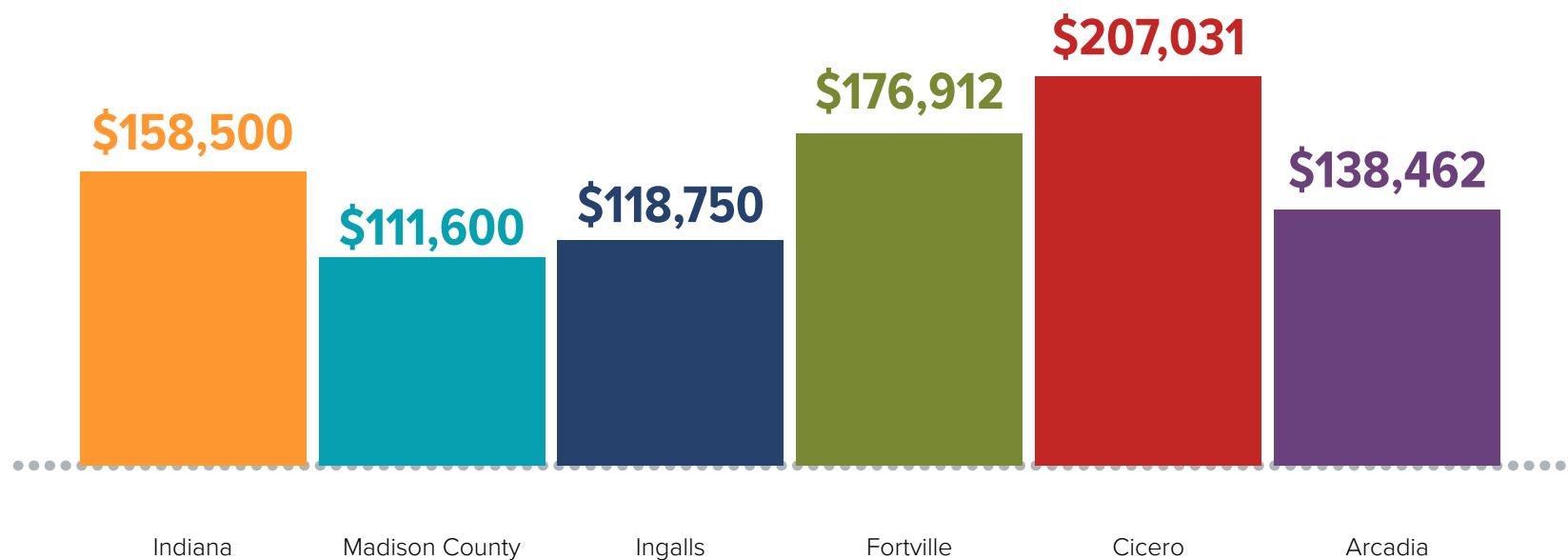
## OCCUPANCY

Occupancy describes the residents of a housing unit or whether the person or family living in the unit is an owner or renter. In Ingalls in 2020, most homes were owner-occupied (75.8 percent). That is a higher ownership rate than the State of Indiana (62.4 percent). Renter-occupied homes make up 20 percent of the total homes in the town. A housing vacancy describes the number of livable housing units in which no one resides. Housing units could be vacant due to the unit being rented or sold but no occupants yet or seasonal use, among others. The vacancy rate for the town is 4.3 percent, lower than the Indiana vacancy rate (8.7 percent).

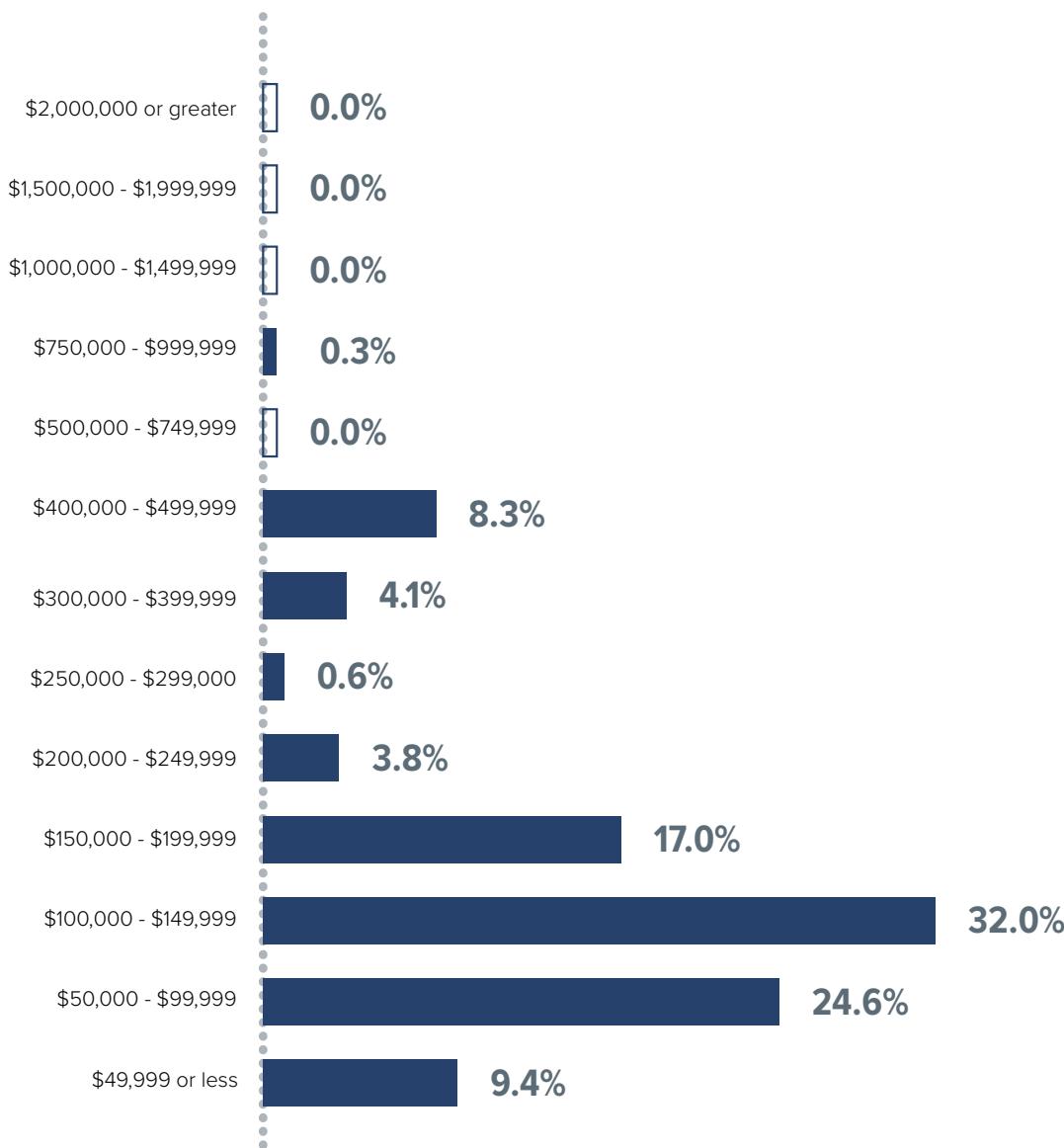


## HOME VALUE

Home value is an important indicator of socio-economic status and the demand and quality of housing stock within the area. The median home value in Ingalls was \$118,750 in 2021. The State of Indiana had a higher median home value of \$158,500, and the county had a lower median home value of \$111,600 in 2021.

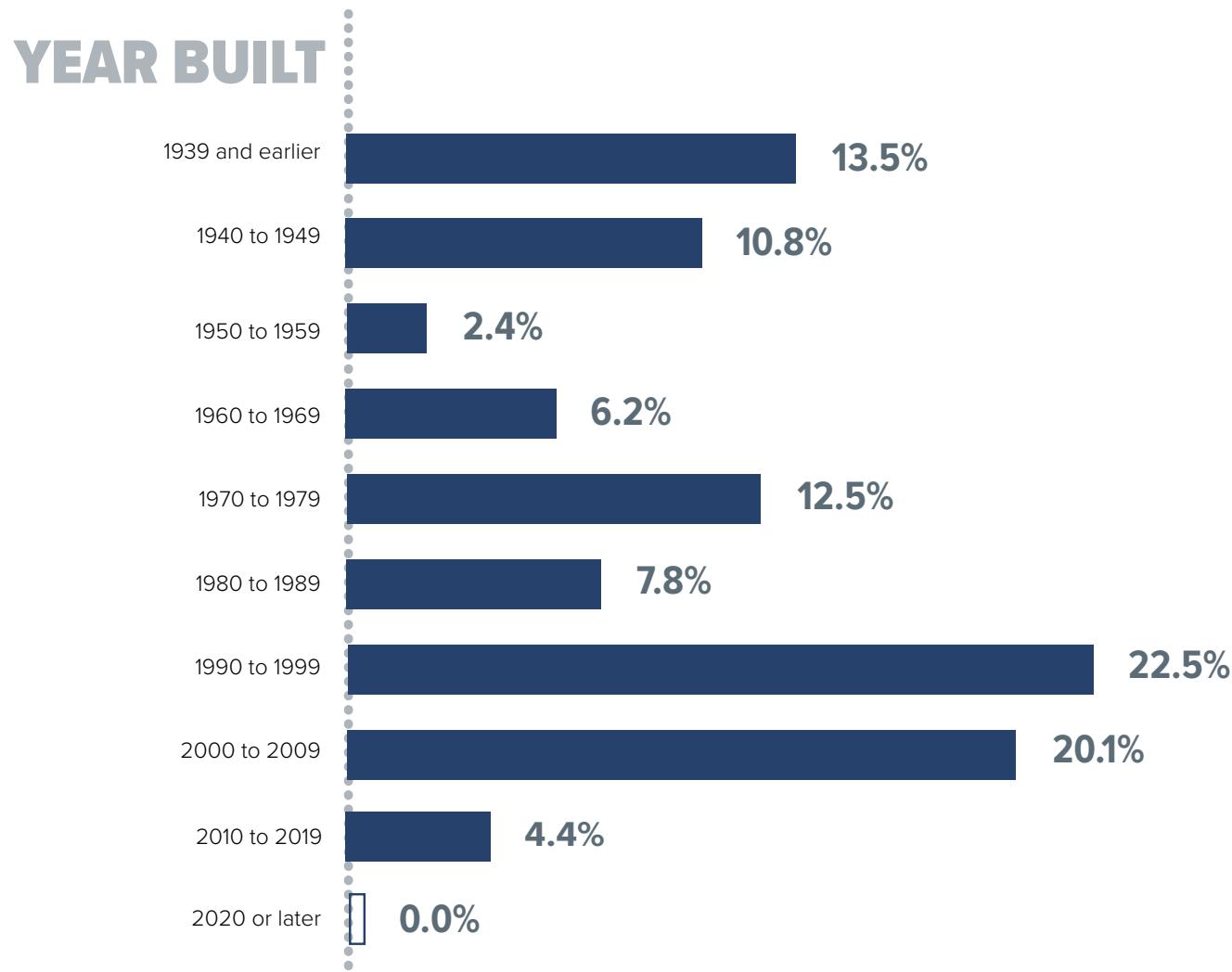


In 2020, 32 percent of homes in Ingalls were valued between \$100,000 and \$149,999, and 8.6 percent were valued above \$400,000. Of the comparison communities, Cicero had the highest median home value at \$207,031.



## AGE OF HOUSING UNITS

Looking at the age of housing units allows us to understand growth period surges. It can provide a look into the quality of homes in the area. Many older homes may suggest that the aging housing stock is deteriorating and of lower quality. There were 216 homes that were built before 1950, making up about 24.3 percent of the housing stock. Another 218 homes, or 24.5 percent, were built after 2000. The 1990s saw 200 homes built, making up 22.5 percent of the existing housing stock.



## EMPLOYMENT

Employment examines the total number of employees, what type of businesses those employees work in, and the total sales, in dollars, those businesses are making. The subject data is organized using the North American Industry Classification System (NAICS) categories by geography.<sup>3,4</sup> The US Census OnTheMap service releases data yearly, allowing users to determine specific study area boundaries.<sup>5</sup> That is the official data source used to gather and analyze this information. For this report, 2023 data was used.

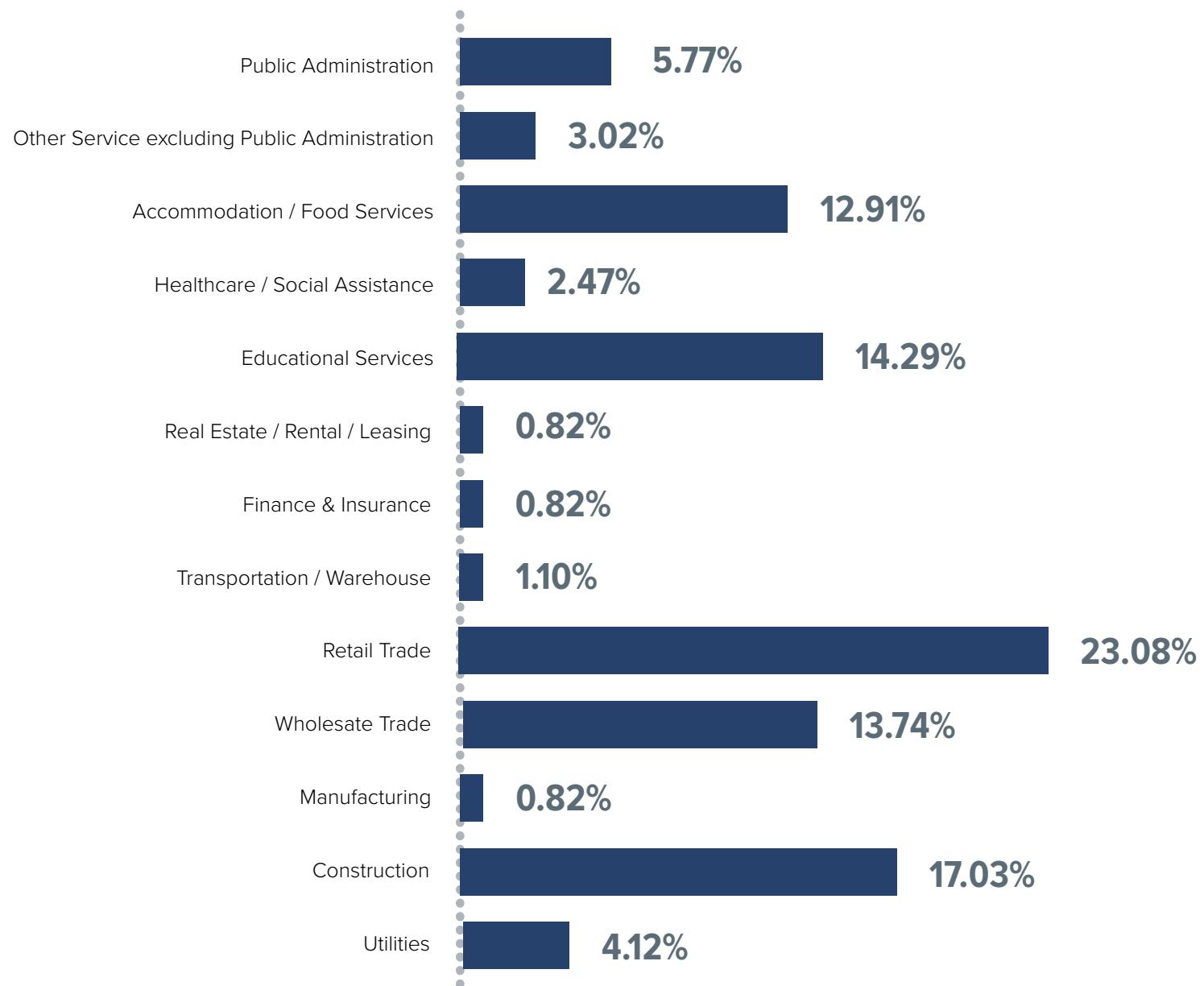
## INDUSTRY

The following section demonstrates employment information based on the 2023 North American Industry Classification System (NAICS) database. Among the residents in the workforce, employment is varied but concentrated in several major employment sectors. As of the 2023 data, workers from Ingalls were heavily concentrated in retail trade jobs, which accounted for about 23.1 percent of workers. The second highest employment industry for the town is construction workers, at 17 percent. Other prominent industries include Educational Services, Wholesale Trade, and Accommodation/Food Services.

3      Source: [US Census Bureau: NAICS](#).

4      Source: [ESRI: Business Summary](#).

5      Source: [US Census: OnTheMap](#).



## UNEMPLOYMENT

The unemployment rate is the percentage of the labor force that is unemployed.<sup>6</sup> The unemployment rate in Ingalls was reported at 3.6 percent in 2023, lower than the State of Indiana at 4.7 percent.

## DAYTIME POPULATION

The daytime population accounts for workers, commuters, and others who spend time in the area during the day. Existing residents only account for a portion of this demographic. Local employees and students also make up the daytime population. While not residents, these individuals represent groups or individuals regularly spending much time within the town, representing a solid interest in thriving businesses, shopping, and community. According to 2023 population data, the daytime population of the county is about 1,672 people. The town's daytime population is significantly lower than the total population. That decreased population indicates that people travel outside cities during the day to work, study, shop, etc.



2023 Daytime Population

**1,672**

2023 Total Population

**2,227**

## COMMUTER BEHAVIOR

Commuter behavior describes the number of persons traveling into, out of, or staying within the town to go from home to work. That data is from the Census OnTheMap service, which provides a mapping and reporting tool that shows the relationship between where workers live and work. At this report's writing, 2020 data was the most recent year available.

In 2021, 1,043 people were employed in Ingalls; however, 1,030 people in Ingalls worked outside the county. 232 people commute into Ingalls each day for work. Only 13 residents both live and work within the town. Most workers commuting into Ingalls come from Anderson, Fishers, Pendleton, and Indianapolis. Residents commuting out of Ingalls for work primarily go to Indianapolis, Fishers, Carmel, and Noblesville.



## WHAT DOES THIS SECTION TELL US?

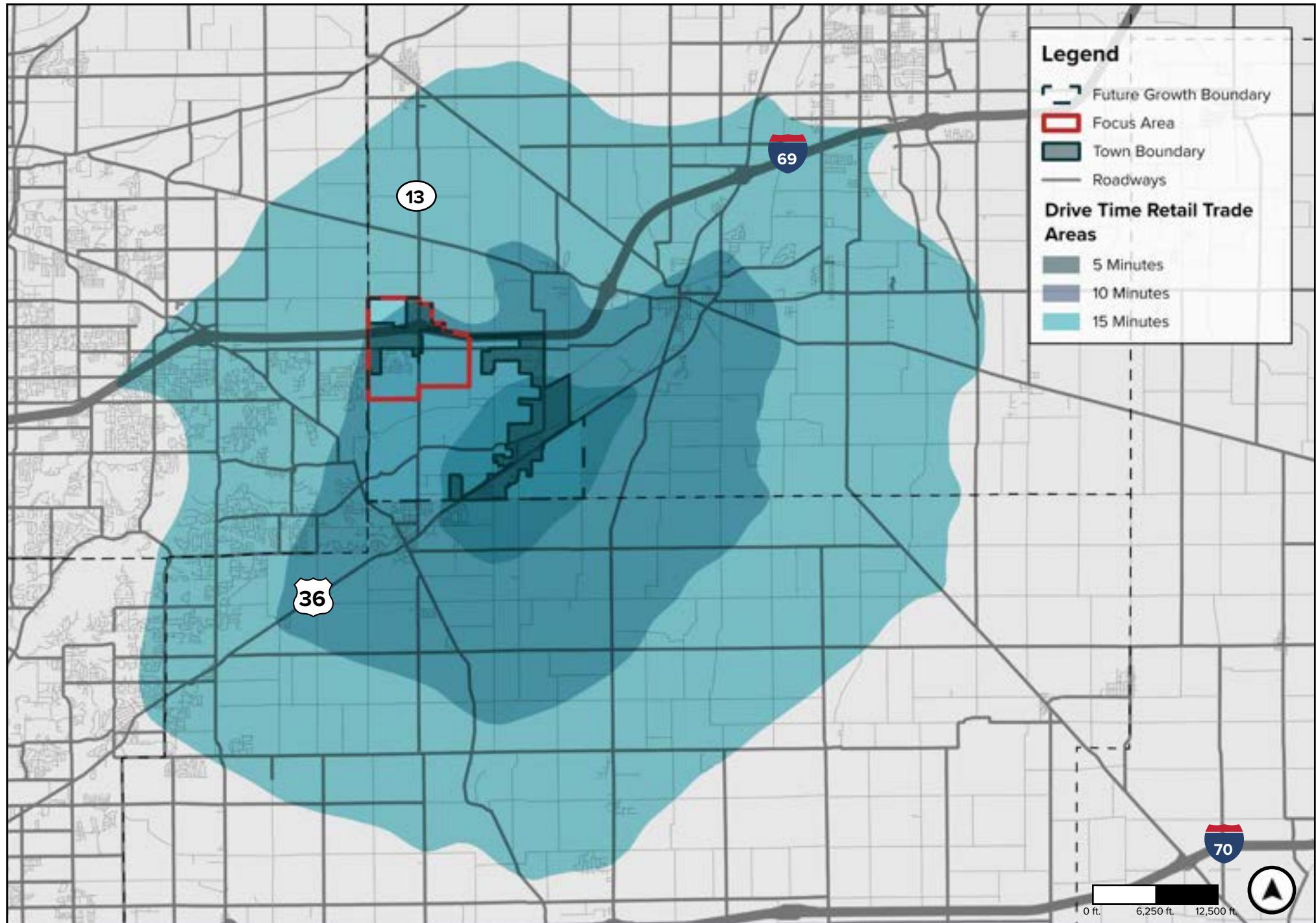
**Population:** The Town of Ingalls saw a significant increase in population from 2000-2010 but a slight decrease from 2010-2020. The population will likely increase steadily following building permit trends. Although the median age is not necessarily high compared to surrounding communities, the town may need to prepare to accommodate an older population as the median age has increased from 2010-2020.

**Diverse Housing Types:** The housing stock has limited options for housing typologies within the town. The predominant housing type is detached single-family dwellings with limited single-dwelling attached or multi-dwelling homes. There are a significant number of manufactured homes within the town as well.

**Employment:** The major industries in Ingalls are retail trade, construction, and accommodation/food services. Although no major employers exist in Ingalls, most people commute out of town for work each day. The residents of Ingalls are close to communities with major employers like Indianapolis, Carmel, Fishers, and Anderson, which are important assets for Ingalls because people can find various employment and entertainment opportunities nearby.

**Housing:** With the number of households in Ingalls increasing by 41.3 percent from 2010-2020, there is a definite need for updated comprehensive planning regarding infrastructure, services, amenities, and housing to accommodate the current and future needs of the community.





**Retail Gap Analysis Trade Areas**  
Ingalls Comprehensive/Subarea Plan

# ECONOMY AND MARKET

A primary focus of the 2006 Comprehensive Plan was economic development, specifically aimed at business attraction and retention. With its prime location relative to major population centers, Ingalls has a unique opportunity to capitalize on the success of nearby communities and the region. There is also an emphasis within the comprehensive plan to preserve the small-town character; a big part of that charm stems from unique local businesses. Ingalls should be thinking strategically about attracting a few major employers and fostering the growth of smaller businesses that may attract people from around the region to dine and shop.

## TARGETED INDUSTRIES

With I-69 running through the north part of the Town, there is potential for retention of a major scale of potential future employers, ranging from retail commercial in the form of “big-box” grocery / hardware store, industrial distribution and logistics, and corporate office headquarters. The Town of Ingalls has viable access and available properties on Exit 214 off Interstate 69 which provides opportunities for new development and redevelopment along State Road 13. The State Road 13 corridor which transverses from North to South serves as a major road which unites new areas of Ingalls and the originally platted section of Town.

The intersection of Interstate 69 and State Road 13 has a considerable advantage with the formed Ingalls Commerce Park with properties with visible access off Interstate 69 and convenient access to exit 214 on Interstate 69. The Commerce Park will continue to attract diverse types of future land use growth and development. The availability of Industrial, Commercial, and Multi-Family lots will provide economic vitality and strength to the surrounding area.

## RETAIL GAP ANALYSIS

A retail gap analysis was conducted for the Town. The map below illustrates the three trade areas calculated via drive times from the Town Hall at the center of the Town. A retail gap analysis demonstrates current sales and revenue generated locally and how much money “should” be spent based on the local population’s disposable income.

### A retail gap analysis helps to:

- Uncover unmet demand and possible opportunities.
- Understand the strengths and weaknesses of the local market area; and,
- Measure the difference between actual and potential retail sales.

### “Leakage” and “surplus” are the two categories used in a retail gap analysis.

- **Leakage** in a local market means that people living in a trade area are spending money outside of that trade area. That indicates that additional disposable income could be captured in the trade area but is being lost or “leaking” to competing shopping districts.
- A **surplus** in a local market means more money is being invested in developing local businesses and specialty niches than the trade area’s population “should be” spending. A surplus can have multiple meanings:
  - A saturation of the number of businesses that exist in the trade area without enough disposable income to support them all;
  - The trade area is increasing in various retail businesses and services from additional shoppers beyond the residents’ spending power.

## TRADE AREAS

The five, ten, and 15-minute drive times from the Town Hall were chosen because the Town Hall sits right at the center of the original Town.

**Five-Minute Drive Time:** that trade area covers the south part of Ingalls and some surrounding areas. This trade area will capture most of Ingalls’ long-term residents.

**Ten-Minute Drive Time:** that trade area covers the entire incorporated boundary of the Town and surrounding areas. This trade area will capture all Ingalls residents.

**15-Minute Drive Time:** that trade area is meant to cover a reasonable distance that residents would be expected to travel to cover their daily needs. This drive time area is large enough to account for areas reached at the next exits along I-69.

## FIVE-MINUTE DRIVE TIME AREA

The following retail categories had the highest leakage within the 5-minute drive retail trade area:

- Food and beverage stores
- Clothing and clothing accessory stores
- Motor vehicle and parts dealers
- Building materials and garden equipment and supplies dealers
- General merchandise stores

That implies that the five-minute drive time retail trade area has a significantly higher demand for these services than what is being satisfied within the trade area. People travel more than five minutes to purchase from these retailers.

Categories that were in surplus included health and personal care stores, gasoline stations, drinking places (alcoholic beverages), cafeterias, grill buffets, buffets, and snack and non-alcoholic beverage bars. That surplus means that demand for these services within the trade area is being exceeded by the businesses currently in place, which could mean people drive from outside the trade area to patronize these businesses.

## TEN-MINUTE DRIVE TIME AREA

The following retail categories had the highest leakage within the ten-minute drive retail trade area:

- Motor vehicle and parts dealers
- Food and beverage stores
- General merchandise stores
- Food services and drinking places
- Clothing and clothing accessories stores

With the trade area being expanded from a five-minute to a ten-minute drive, there is still a significant surplus in four categories identified in the smaller trade area. Considering that this trade area covers all of Ingalls, Town residents could benefit from businesses focused on food, clothing, and general merchandise.

Categories that were in surplus included gasoline stations, cafeterias, grill buffets, and buffets, and snack and non-alcoholic beverage bars.

## 15-MINUTE DRIVE TIME AREA

The following retail categories had the highest leakage within the 15-minute drive retail trade area:

- Motor vehicle and parts dealers
- Food and beverage stores
- Food services and drinking places
- General merchandise stores
- Restaurants and other eating places

Further expanding the trade area to include all areas within a 15-minute drive continues to result in the same categories in significant surplus. This expanded trade area even covers some of Hamilton Town Center in Noblesville, and demand for food and general/clothing merchandise is still not being met. With the Indianapolis metro area residential expansion spreading to Madison County and the Ingalls area, the need for these services will continue to increase.

The only categories in surplus within the 15-minute drive trade area are cafeterias, grill buffets, and buffets.

## RETAIL GAP SUMMARY

Retail Category	Trade Areas		
	Five-Minute Drive Trade Area	Ten-Minute Drive Trade Area	15-Minute Drive Trade Area
<b>Total retail trade, including food and drink</b>	162,373	188,989,271	865,426,810
<b>Motor vehicle and parts dealers</b>	2,792,940	33,705,559	194,652,603
<b>Furniture and home furnishings stores</b>	1,500,622	7,160,071	18,149,543
<b>Electronics and appliance stores</b>	1,267,351	6,030,202	15,364,633
<b>Building materials and garden equipment and supplies dealers</b>	2,641,790	9,710,005	40,961,486
<b>Food and beverage stores</b>	6,102,394	22,852,166	100,984,090
<b>Health and personal care stores</b>	<b>-11,679,185</b>	1,700,901	31,859,795
<b>Gasoline stations</b>	<b>-23,334,258</b>	<b>-12,663,148</b>	12,639,035
<b>Clothing and clothing accessories stores</b>	3,544,434	15,947,761	47,133,469
<b>Sporting goods, hobby, musical instruments, and bookstores</b>	1,275,945	6,133,001	15,209,374
<b>General merchandise stores</b>	1,771,318	17,228,191	84,209,981
<b>Miscellaneous store retailers</b>	1,323,542	5,581,483	16,822,170
<b>Food services and drinking places (alcoholic beverages)</b>	771,439	16,354,289	84,328,000
<b>Special food services</b>	677,224	2,596,228	10,189,999
<b>Drinking places (alcoholic beverages)</b>	<b>-185,822</b>	998,998	4,458,062
<b>Restaurants and other eating places</b>	280,037	12,759,063	69,679,939
<b>Full-service restaurants</b>	41,971	3,602,462	27,662,935
<b>Limited-service restaurants</b>	1,228,265	10,247,491	38,157,558
<b>Cafeterias, grill buffets, and buffets</b>	<b>-28,072</b>	<b>-539,120</b>	<b>-183,084</b>
<b>Snack and non-alcoholic beverage bars</b>	<b>-962,128</b>	<b>-551,770</b>	4,042,529

Surpluses are shown in red. Leaks are shown in black.

## WHAT DOES THIS ANALYSIS TELL US?

Ingalls and the surrounding area are rapidly growing in terms of residential development, and it is important to consider how commercial development can keep pace. The demand for various retail services is present, and the Town needs to determine the best strategy to attract retail businesses to the I-69 and SR 13 interchange and the corridor along SR 67. The highest demand exists for retail businesses that sell food and food services. These businesses will likely impact the Town most, considering they serve daily/weekly needs. Demand for businesses regarding clothing and automobile merchandise is also significant. However, it may be less of a priority as people are often willing to drive farther to make those purchases and do so less frequently.





# STAKEHOLDER INTERVIEWS

## SUMMARY

Stakeholder meetings were one-time-hour meetings with developers, industry owners, educational staff, municipalities and county representatives, Town utility groups, and regional agencies. These meetings took place during the last two weeks in March 2024, and the most discussed themes among the stakeholder meetings included the following.

## KEY THEMES:

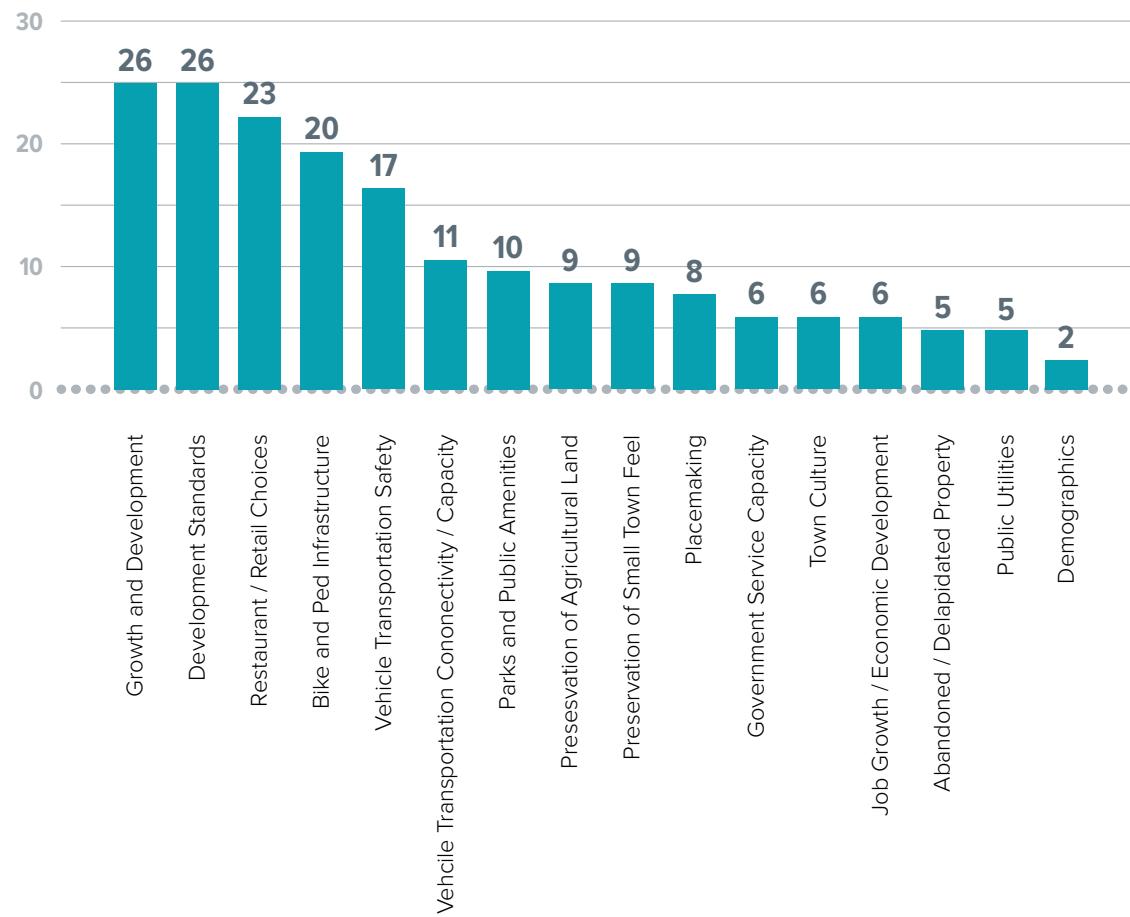
- **Growth and Development:** Stakeholders discussed the rapid residential growth and how it has shaped Ingalls in recent years. Many stakeholders expressed an initial aversion to any new residential development but now believe that new development is inevitable, and that the most important thing is to ensure growth happens strategically at lower densities and greater setbacks.
- **Development Standards:** Discussions were held about the Town's current policies and standards for developers to meet when building a new major subdivision. Some stakeholders expressed concern that developers are taking the cheapest routes to complete these projects with little benefit to the overall community. There was a desire for neighborhood parks, better pedestrian connectivity within subdivisions, and architectural and building material requirements for homes.
- **Restaurant and Retail Choices:** Stakeholders claimed there were not enough restaurants or retail businesses nearby to satisfy demand. Residents will frequent the same few local restaurants often but would like more options without traveling too far. Stakeholders would like to emphasize supporting local businesses.
- **Bike and Pedestrian Infrastructure:** The original Town of Ingalls is small and compact based on the established lots when the Town was platted; this creates the potential for walkability and a bike-friendly community. Stakeholders discussed a general desire to walk and bike around the community but felt unsafe due to a lack of bike and pedestrian infrastructure and provide pedestrian safety and access when transversing the railroad tracks based on the frequent routes that run through the Town.
- **Vehicle Transportation Safety:** Stakeholders pointed out dangerous intersections and other road segments that need safety improvements. Specific areas that were called out were the fire hydrants along CR 800, the intersection of SR 13 and CR 800, and the intersection of SR 67 and CR 750.
- **Vehicle Transportation Connectivity and Capacity:** With the rapid growth of residential development in and around the Town, stakeholders are concerned that these county roads are not equipped to handle the increased traffic. Roads were identified that needed widening. Ingalls is also somewhat fragmented between the northwest and the southeast, and stakeholders pointed out that there is no efficient/direct route between the two areas.

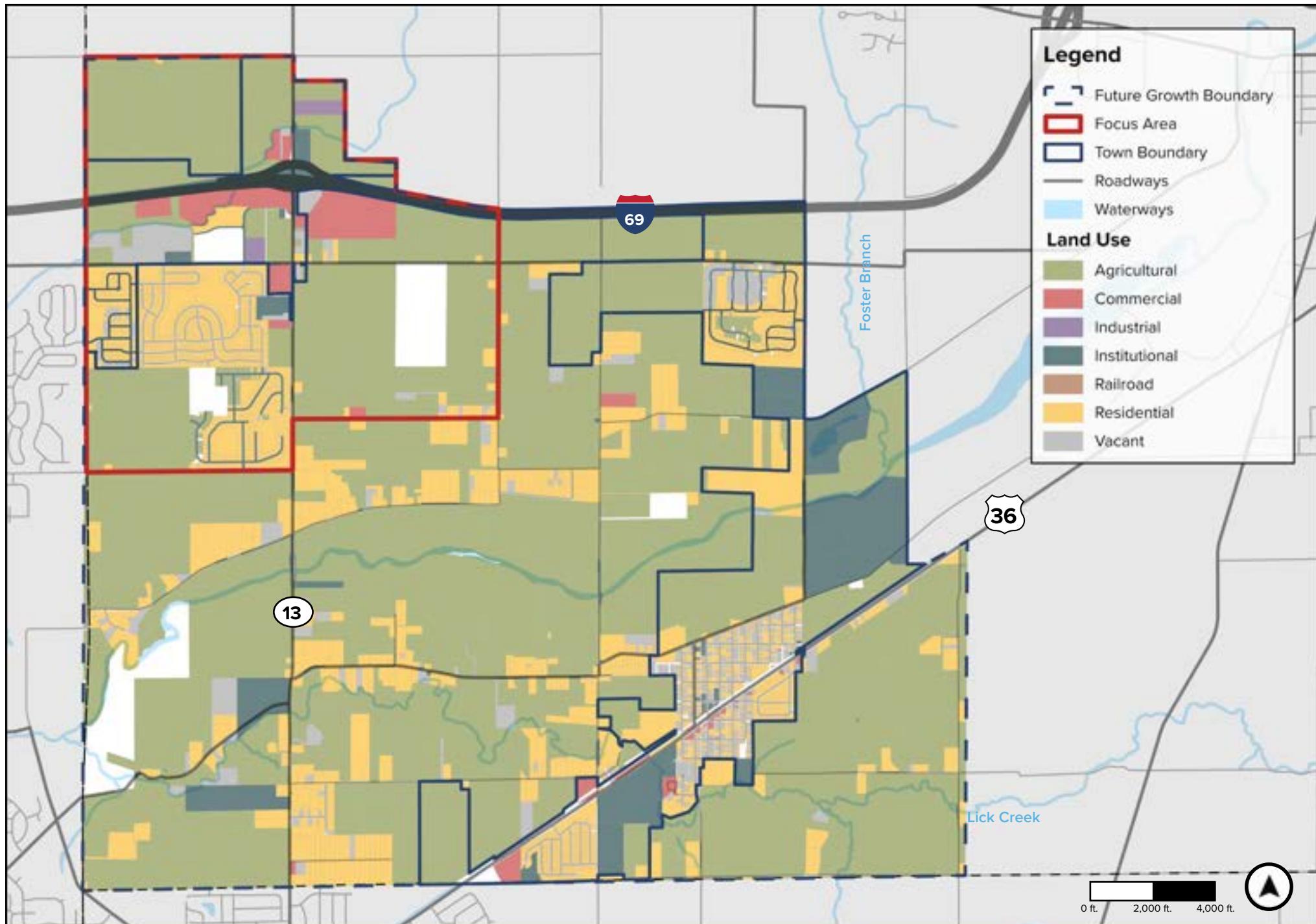
- Parks and Public Amenities: Stakeholders want to see additional investments in the Town's parks and public amenities. There are currently two parks in the southwest portion of Ingalls, but there are no public recreational amenities in the northwest portion.
- Preservation of Agricultural Land: The areas surrounding Ingalls are zoned by Madison County as agricultural or conservation residential, emphasizing land use for food production. Stakeholders are concerned that recent residential development is encroaching on agricultural land and want to ensure that farms are protected from the adverse effects of residential development.
- Preservation of Small-Town Feel: Stakeholders identified major differences in development characteristics between the portion of Ingalls surrounding I-69 and SR 13 versus the areas along SR 67. Stakeholders who are long-term residents of the area near SR 67 are concerned that new development may overshadow their small-town charm and create a suburban culture similar to the major suburban communities surrounding Indianapolis.

Other topics discussed in stakeholder sessions included placemaking, government service capacity, town culture, job growth and economic development, abandoned and dilapidated property, public utilities, and demographics.

As identified in the stakeholder meeting, cultivating the key themes is pertinent for shaping future economic development in Ingalls. A clear roadmap for future infrastructure, business and economic needs, quality of life, workforce challenges, housing demand, environmental considerations, industry attraction, public safety, and transparent planning communication provides a resilient, sustainable, and attractive environment for businesses and residents.

## STAKEHOLDER COMMENTS BY CATEGORY





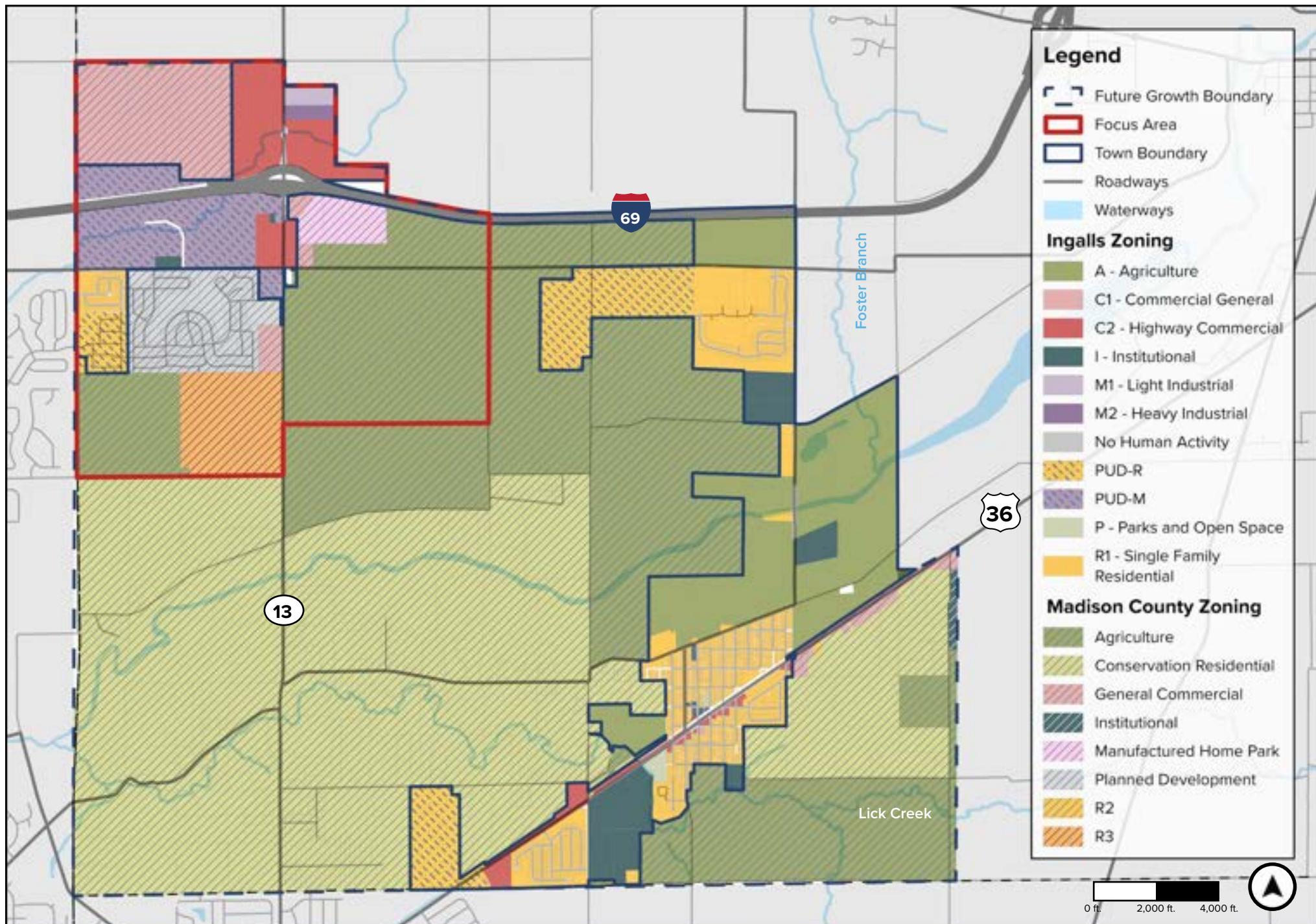
**Land Use**  
Ingalls Comprehensive/Subarea Plan

# EXISTING LAND USE AND DEVELOPMENT

## LAND USE

Agricultural land is the dominant use of land within the Town and its growth boundary, making up about 69 percent of the total land use. Most of the agricultural land is outside the Town boundary but inside the future growth boundary. The next highest use of land is residential; Ingalls has primarily single-family homes both within the town boundary and the future growth boundary. About 8% of the land is institutional use because there is a large area of state-owned land adjacent to the correctional institutions east of Ingalls along SR 67.

Land Use Category	Acres	% of Total
Agricultural	5,870	68.53%
Commercial	166	1.94%
Industrial	19	0.22%
Institutional	653	7.62%
Railroad	3	0.04%
Residential	1,544	18.03%
Vacant	310	3.62%
<b>Total Acreage</b>	<b>8,565 Acres</b>	



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# ZONING AND POLICY

The zoning map shows zoning districts for both Ingalls and Madison County. Ingalls only has jurisdiction to zone within the town boundary and Madison County administers zoning over the areas within the future growth boundary. The Ingalls zoning code has designations for both residential and industrial PUD. Zoning along SR 67 and near the I-69 and SR 13 interchange is primarily highway commercial. The rest of the town is zoned mostly for agricultural and low-density residential land uses. County zoning for the areas within the future growth boundary is almost entirely conservation residential and agriculture districts.

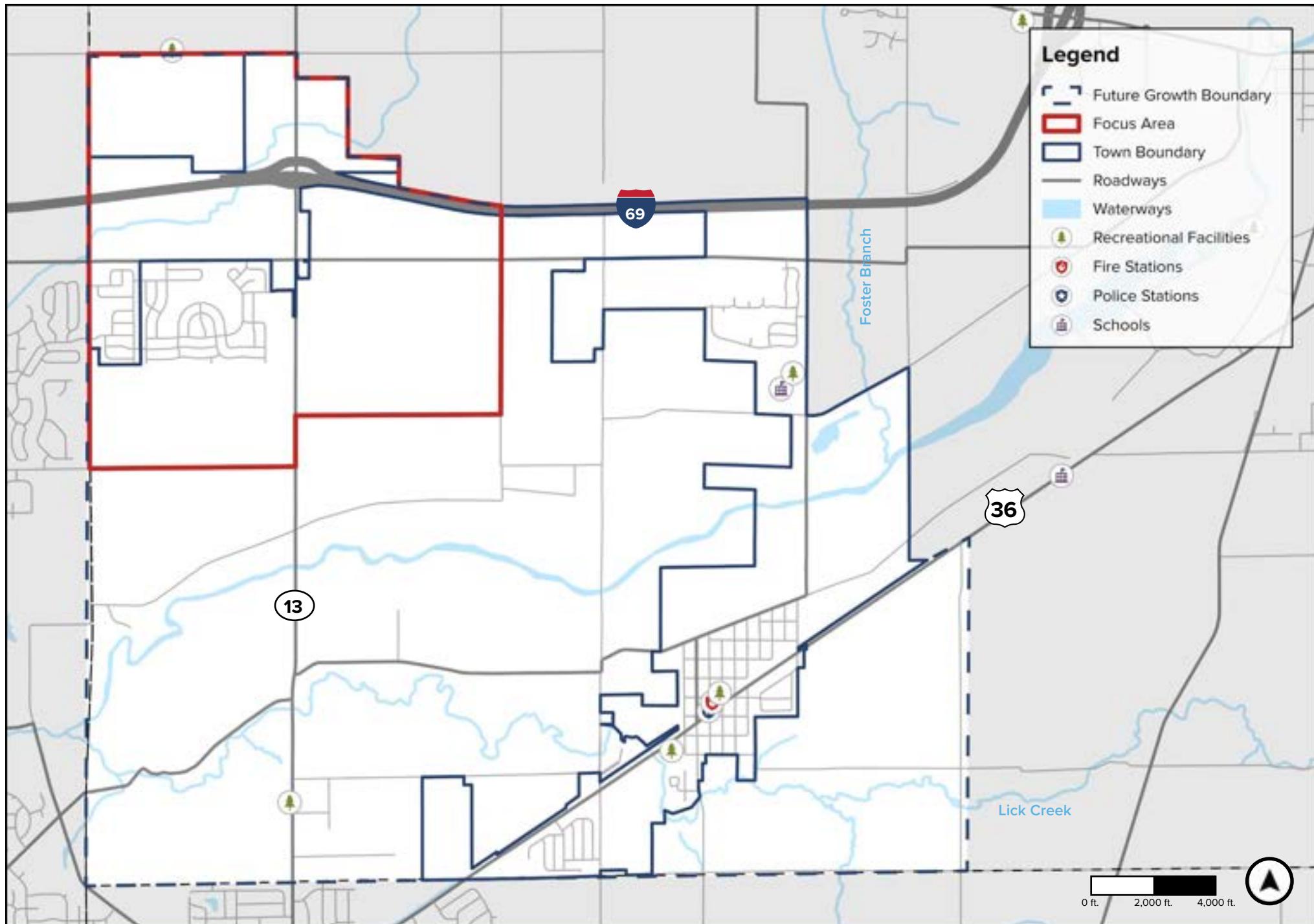
## ZONING DISTRICTS BY ACREAGE

Ingalls Zoning District	Acres	% of Total
A - Agriculture	631	32.73%
C1 - Commercial General	1	0.05%
C2 - Highway Commercial	212	11.00%
I - Institutional	163	8.45%
M1 - Light Industrial	15	0.78%
M2 - Heavy Industrial	11	0.57%
PUD-R	211	10.94%
PUD-M	246	12.76%
P - Parks and Open Space	9	0.47%
R1 - Single Family Residential	429	22.25%
<b>Total Acreage</b>	<b>1,928</b>	

Madison County Zoning District	Acres	% of Total
Agriculture	2,673	39.16%
Conservation Residential	3,388	49.64%
General Commercial	318	4.66%
Institutional	10	0.15%
Manufactured Home Park	59	0.86%
Planned Development	216	3.16%
R2	1	0.01%
R3	160	2.34%
<b>Total Acreage</b>	<b>6,825</b>	



ingalls Water Co.  
—Town Offices—  
—Meeting Hall—  
317-485-4321  
Incorporated 1896



**Community Facilities**  
Ingalls Comprehensive/Subarea Plan

# COMMUNITY FACILITIES

Being a smaller community surrounded by some of the largest cities in the state, many of the amenities and facilities considered vital to a town may not appear on this map because Ingalls residents think more regionally about these types of services. Within the municipal boundaries of Ingalls, there is a police station, an elementary school, and a couple of recreational facilities.

## EDUCATION FACILITIES

The entire Town of Ingalls sits within the South Madison Community School District. The school district comprises three elementary schools, a middle school, and a high school. The school within the town boundaries of Ingalls is Mapleridge Elementary School. Pendleton Heights Middle School and Pendleton Heights High School also serve the Town of Ingalls; both are about a 4-mile drive northeast along US-36.

In Anderson and Indianapolis, higher education opportunities are available: Anderson University and Ivy Tech are in Anderson.

## CIVIC FACILITIES

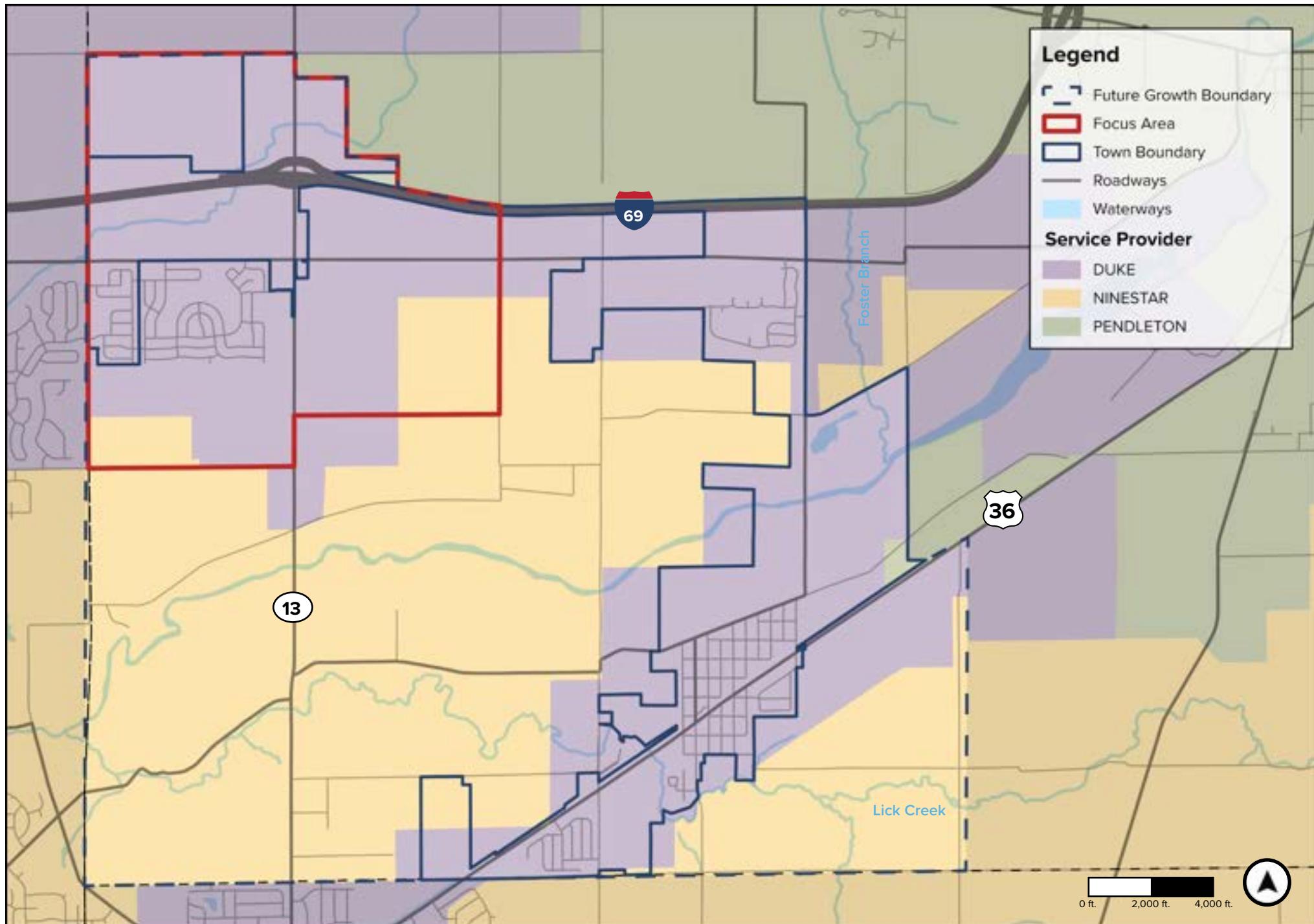
Centrally located in Ingalls at the intersection of US-36 and Meridian Street are the Town Office, a United States Postal Service location, a fire station, and a police station. The central location of these facilities makes it easier for residents in the southwest portion of Ingalls to access them.

## HEALTHCARE FACILITIES

While there are no healthcare facilities within town boundaries, residents can access the IU Health network, the Ascension St. Vincent network, and the Community Health Network in adjacent communities. The nearest hospitals to Ingalls include the IU Health Saxony Hospital in Fishers and Ascension St. Vincent hospitals in Fishers and Anderson.

## PARKS AND OPEN SPACE

The Town oversees two public parks: Interurban Park and Jessie Ireton Memorial Park. Interurban Park is about seven acres and overlooks Lick Creek. Interurban Park offers a basketball court, picnic shelters, a skate park, and pickleball courts, which are coming soon. The Interurban and Jessie Ireton Memorial Parks have restrooms, concessions stands, and playgrounds. Jessie Ireton Memorial Park is located near the Town Hall and is within walking distance from many residents.



**Electric Service Providers**  
Ingalls Comprehensive/Subarea Plan

# UTILITIES

The Town of Ingalls has water and sewer service extended by local utility providers within the town's corporate limits.

## ELECTRIC AND GAS

The residents of the Town of Ingalls rely on Duke Energy as the electrical provider and CenterPoint for Natural Gas connections.

## WATER SERVICES

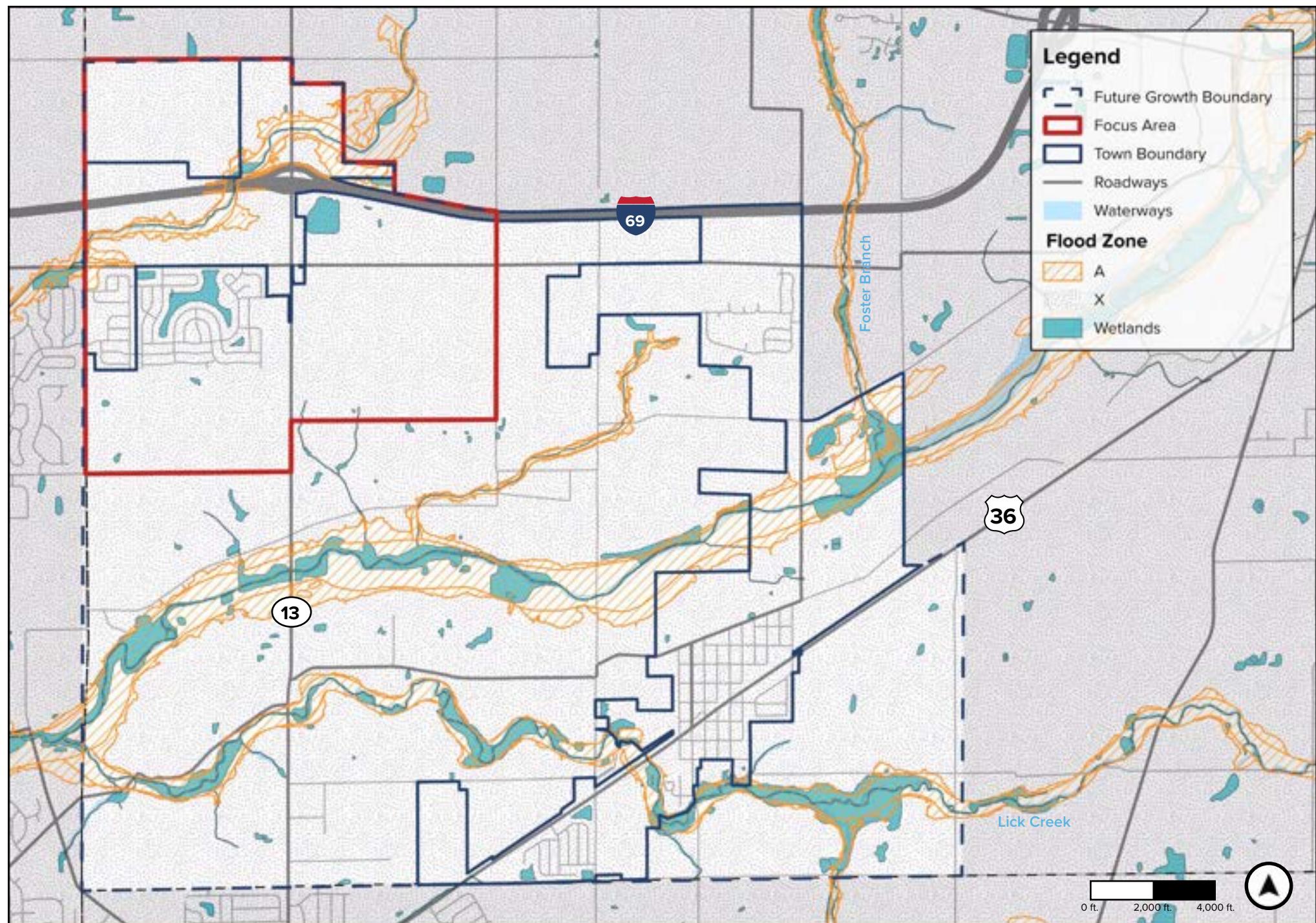
The Town of Ingalls Water Department is a vital municipal agency responsible for the management and distribution of clean, safe, and reliable drinking water to the residents and businesses of Ingalls, Indiana. Committed to ensuring the community's well-being, the Water Department is pivotal in maintaining and delivering high-quality water services.

## SOLID WASTE

A private company provides solid waste disposal services to the Town of Ingalls. Best Way provides recycling and non-hazardous solid waste disposal for residents of Ingalls.

## SEWER SERVICES

The Fall Creek Regional Waste District provides Sanitary Sewer Service to the residents and new developments of the Town of Ingalls. The Fall Creek Regional Waste District will continue to service annexed areas incorporated in the Town of Ingalls in the future.



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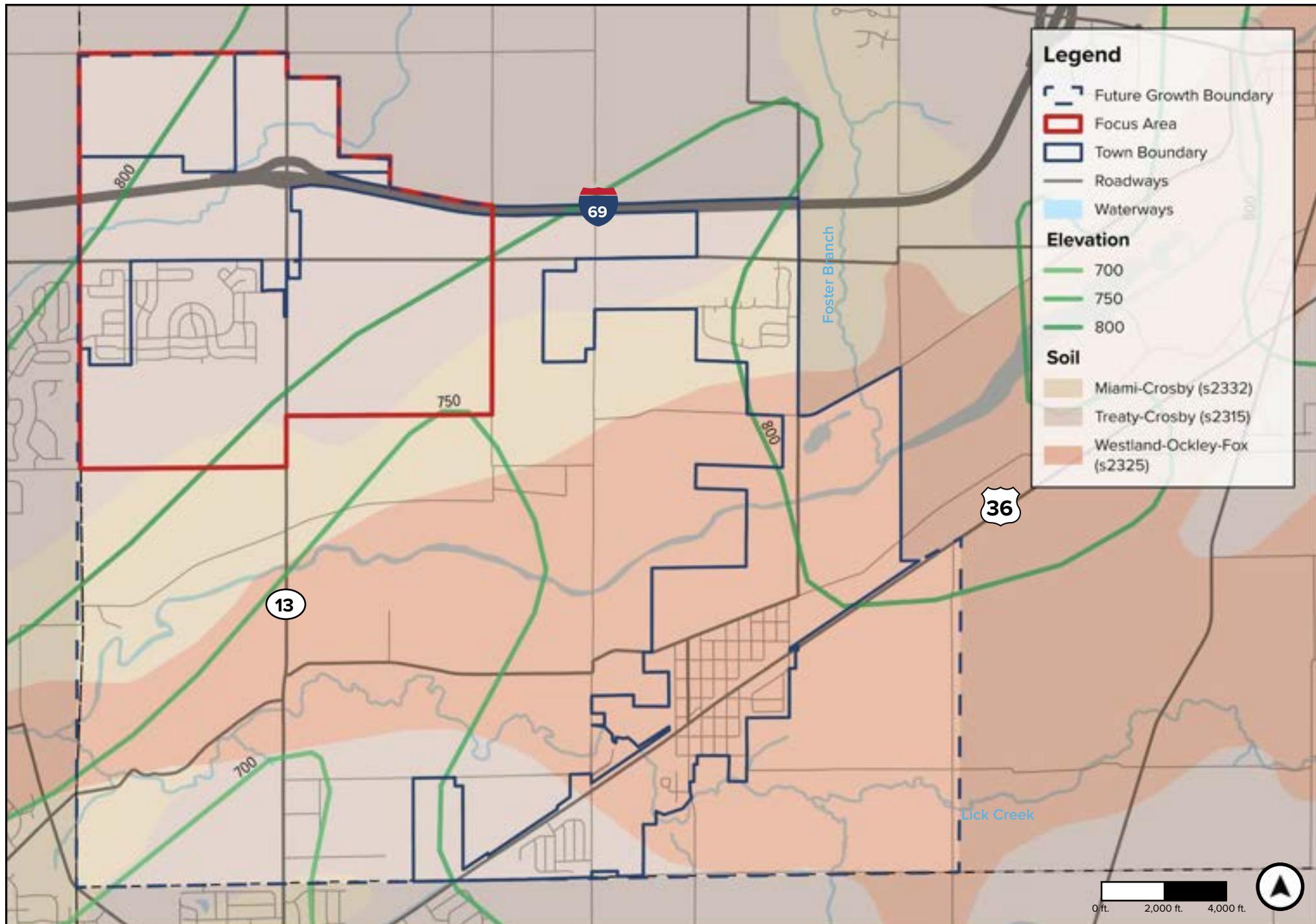
# WATERWAYS AND FLOODPLAIN

## WATERWAYS

Fall Creek and Lick Creek both run east-west through the Town of Ingalls. Lick Creek ultimately feeds into Fall Creek before connecting to Geist Reservoir to the southwest. Within the 1-69 / SR-13 intersection, the focus area runs Thorpe Creek. Thorpe Creek also leads into Geist Reservoir. These creeks create floodplains within the Town that could impede development.

## FLOODPLAIN

The floodplains and wetlands shown within Ingalls directly result from the three creeks that run through the town. Fall Creek is a more substantial waterway than Thorpe Creek and Lick Creek, creating the widest floodplain. Areas shaded with an A flood zone designation have a 1 percent annual chance of flooding and a 26 percent chance of flooding over a thirty-year mortgage.



**Topography and Soil**  
Ingalls Comprehensive/Subarea Plan

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## TOPOGRAPHY AND SOIL

There are three types of soil present in Ingalls. The topography is primarily relatively flat throughout the town, with little elevation change. There are slight elevation changes along the Fall Creek corridor, but the topography does not seem to be any deterrent to land development.

