

# WARSAW

## Comprehensive Plan





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## ACKNOWLEDGMENTS

### City of Warsaw Mayor

- Joseph M. Thallemer

### City of W Common Council

- Elaine Call, At Large
- Cindy Dobbins, At Large
- Jerry Frush, 4th District
- Jeff Grose, 1st District
- Mike Klondaris, 3rd District
- Diane Quance, 5th District
- Charlie Smith, 2nd District

### City of Warsaw Plan Commission

- Tom Allen
- Dave Baumgartner
- Jeff Beeler
- Jim Gast
- Jeff Grose
- Rick Keeven
- Mike Klondaris

### Department of Planning

- Jeremy Skinner, City Planner
- Tim Dombrosky, Assistant City Planner

### Project Consultant

- Bradley Johnson, AICP with Ground Rules, Inc



## COMPREHENSIVE PLAN MANDATE

The State of Indiana, through Indiana Statutes, Title 36, Article 7, as amended, empowers communities to plan with the purpose of improving the health, safety, convenience, and welfare of the citizens and to plan for the future development of their communities to the end:

1. That highway systems [and street systems] be carefully planned;
2. That new communities grow only with adequate public way, utility, health, educational, and recreational facilities;
3. That the needs of agriculture, industry, and business be recognized in future growth;
4. That residential areas provide healthful surroundings for family life; and
5. That the growth of the community is commensurate with and promotive of the efficient and economical use of public funds (IC 36-7-4-201).

Indiana statutes state that communities may establish a Planning Commission to fulfill this purpose (IC 36-7-4-201). The Plan Commission shall be the body responsible for preparing and maintaining the Comprehensive Plan (IC 36-7-4-501), with the legislative body being the entity which legally adopts the document through a resolution.

Indiana Code 36-7-4-502 and 503 state the required and permissible contents of a Comprehensive Plan. The required elements are listed below:

1. A statement of objectives for the future development of the jurisdiction.
2. A statement of policy for the land use development of the jurisdiction.
3. A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

Elective content is also listed in State Statutes, and allows a wide variety of subject matter. Essentially, any reasonable content that furthers the future of the community is allowed.

## FULFILLMENT OF THE MANDATE

Throughout the planning process and within the *Warsaw Comprehensive Plan*, all of the State of Indiana minimum requirements have been met or exceeded. Some of the highlights include:

- The Warsaw Comprehensive Plan reflects analysis of the community, existing land uses, development trends, land use suitability, and natural land features.
- Extensive public involvement provides guidance for this update. The input exceeded the criteria required by the State by providing several opportunities for people to share their thoughts and provide critique of the document.
- *Part 2: Comprehensive Plan Essence* in the Warsaw Comprehensive Plan fulfills the requirement for establishing objectives for future development and a policy for the development of public places, public land, public structures and public utilities.
- *Part 3: Land Classification Plan* in the Warsaw Comprehensive Plan fulfills the requirement for a land use development policy.
- *Part 4: Transportation Plan* in the Warsaw Comprehensive Plan fulfills the requirement for developing policy for public ways.



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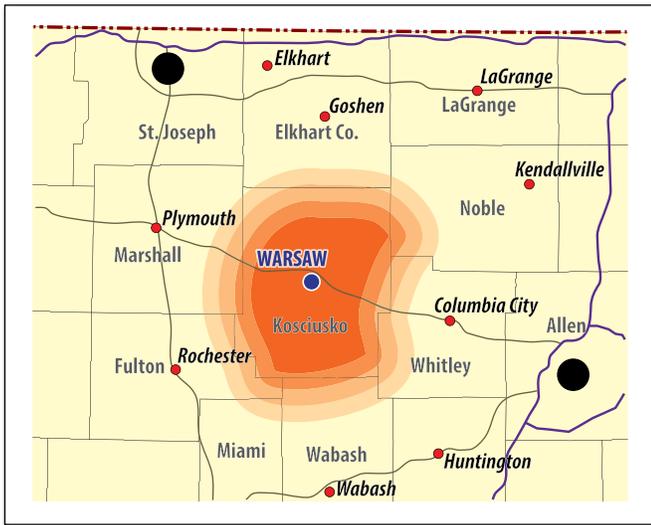


## COMMUNITY PROFILE INTRODUCTION

*Part 1: Community Profile* provides the demographic analysis, physical attributes, community values, and other essential information used as a foundation for the Warsaw Comprehensive Plan's content.

### Context

The City of Warsaw is located in Kosciusko County in northeast Indiana. Warsaw is a regional center serving as the economic hub for nearby small towns and the surrounding rural area. A rough depiction of the region served by Warsaw is shown in the map below.



The City of Warsaw is located along US 30, a major route between Fort Wayne and Chicago. Although not located

along an interstate, the City gains access to I-69 (via US 30) and I-90 (via SR 15). Therefore, the major metropolitan areas of Chicago, Indianapolis, and Detroit, are easily accessible. Additionally, the minor metropolitan areas of South Bend and Fort Wayne are just a short drive away via limited access and major highways.



## MAJOR TRANSPORTATION SYSTEMS

### Major Highways

Warsaw is located at the crossroads of US 30 and SR 15. US 30 is a major highway stretching across the United States from Portland, Oregon to Atlantic City, New Jersey. US 30 transects many major cities including Boise, Idaho; Cheyenne Wyoming; Ames, Iowa; south Chicago, Illinois; Fort Wayne, Indiana; Pittsburg, Pennsylvania; and Philadelphia, Pennsylvania. For Warsaw residents and businesses, US 30 is the primary route to Fort Wayne, I-69, South Bend, and Chicago.

SR 15 stretches from Marion, Indiana north to the state line with Michigan near Bristol, Indiana. SR 15 is the primary connection to Wabash to the south and Goshen to the North. It is also the primary route to I-80/I-90.

### Major Railroads

The Norfolk Southern Railroad operates a line running north/south through Warsaw. This line runs from Elkhart to Anderson and transects communities like Wabash, Marion, and Alexandria.

CSX operates a line running east/west through Warsaw. Although the line connects to many other CSX lines, this rail is commonly thought to connect Chicago to Columbus, Ohio. This line connects many communities in between, including Valparaiso, Plymouth, Fort Wayne, Lima, OH, and Kenton, OH.

### Airports

The Warsaw Municipal Airport is a public general aviation airport located on the north side of the city. The airport has two runways, the main runway being 6,000 feet in length and the crosswind runway being 4,000 feet in length. Instrument approach is also available. Over 40 hanger spaces exist on facility. The airport is run by the Warsaw Board of Aviation Commissioners.

There are five international airports used by residents of Warsaw. In Indiana, the Fort Wayne International Airport, located on the south side of Fort Wayne, is approximately 40 miles from Warsaw. South Bend International Airport is located on the west side of South Bend and is 54 miles from Warsaw. The Indianapolis International Airport is about 130 miles to the south and Midway International Airport in Chicago is approximately 120 miles from Warsaw. The largest airport is the O'Hare International Airport which is about 130 miles away on the west side of Chicago.

## RELEVANT CONTEXT

### Land Area

The City of Warsaw comprises an area equal to about 13 square miles, approximately 9% of which is water.

### Lakes, Streams and Rivers

Warsaw is quite unique in that it has four lakes (fully or partially) within its boundary, those being Center Lake, Pike Lake, Little Pike Lake, and Winona Lake. There too are smaller lakes and ponds throughout the jurisdiction. A summary of the four major lake is as follows:

- **Pike Lake:** 230 acres with a max depth of 35 feet. Water inlets from Beyer Ditch and Deeds Creek. Water outlets to Little Pike Lake and via underground tile to Center Lake. Pike Lake is in the Deeds Creek Watershed.
- **Center Lake:** 120 acres with a max depth of 42 feet. Water inlets from an underground tile from Pike Lake and is also spring fed. Water outlets via a tributary to Walnut Creek and Lones Ditch. Center Lake is in the Tippecanoe River Watershed.
- **Little Pike Lake:** 25 acres with a max depth of 14 feet. Water inlets from Pike Lake. Water outlets to Deeds Creek north to the Tippecanoe River. Little Pike Lake is in the Deeds Creek Watershed.
- **Winona Lake (Partially in the City):** 562 acres with a maximum depth of 75 feet. Water inlets from Wyland Ditch, Keefer-Evans Ditch, and Peterson Ditch. Water outlets to Eagle Creek. Winona Lake is in the Eagle Creek Watershed.

### Context Within the County

Warsaw is geographically centered in Kosciusko County and comprises approximately 2.3% of the county's land area. Warsaw is also the largest community in the county with the next largest community being Winona Lake which is contiguous to and integral with the City of Warsaw. Therefore the urban area of Warsaw, including Winona Lake, comprises approximately 24% of Kosciusko County's population.

Similarly to the uniqueness of Warsaw having lakes, so too is the county. The county is home to several very popular lakes for water sports, fishing and on the shoreline, cottages and homes. Lake Wawasse, Syracuse Lake, Dewart Lake, Tippecanoe Lake, Webster Lake, Big Barbee Lake, and Big Chapman Lake are the primary lakes in the county, in addition to the four previously mentioned as being integral to the City of Warsaw. Numerous smaller lakes are spread across the county.

## Topography and Environmental Features

Small hills and flat land make up the primary topography throughout Warsaw. The hills are generally associated with water features and glacial movements in the distant past.

Warsaw also has a notable amount of wetlands and woodlands. Many woodlands are also associated with wetlands and slopes. Approximately 15% of the City's jurisdiction is wetland, lake, or floodplain, thus non-buildable. Although non-buildable, these natural features make Warsaw rich with environmental character unlike any other community of its size.

## General Distribution of Land Uses

**Commercial:** US 30 and SR 15 are the primary commercial corridors. The commercial development along US 30 stretches nearly three (3) miles from just east of Pike Lake to well beyond the corporate limits to the east. SR 15 commercial corridor stretches from the northern boundary of the city, south through the downtown and ending just south of Eagle Creek. Additional commercial areas exist along E. Winona Avenue, E. Center Street, and W. Lake Street near Fox Farm Road. A cluster of approximately twenty-two (22) square blocks of historic and non-historic commercial development exists in downtown Warsaw. Additionally, the adjacent Town of Winona has its own commercial district.

**Industrial:** The primary focus of industrial growth is on the north side of US 30 west of SR 15, and a second district east of SR 15 and south of the Warsaw Municipal Airport. Additional industrial areas are distributed around the city, with significant nodes between W. Winona Avenue and W. Lake Street; the north side of E. Winona Avenue directly north of Winona Lake; and the far east side of Warsaw along the north side of US 30.

**Institutional:** Institutional uses are scattered across the City's jurisdiction as they typically are and should be. Being the County Seat, the downtown is a significant center for institutional uses such as City Hall, County Courthouse, County Offices, and the Library. The schools are predominantly located in the southern half of the city, including Washington Elementary School, Eisenhower Elementary School, Edgewood Middle School, Lakeview Middle School and Warsaw High School. Lincoln Elementary School is located east of downtown and Madison Elementary School is located in the far northwest of Warsaw. One other significant institutional land use is the County Fairgrounds which is located on the north shore of Winona Lake.

**Residential:** Single-family residential areas exist around the city with older neighborhoods east and west of downtown, and newer neighborhoods in the south and northern extremes of the city. Additional single-family residential areas include the far western edge of the city along both sides of W. Lake Street, east and northeast extremes of the city along Husky Trail, E. Lincoln Highway, and 175 E.

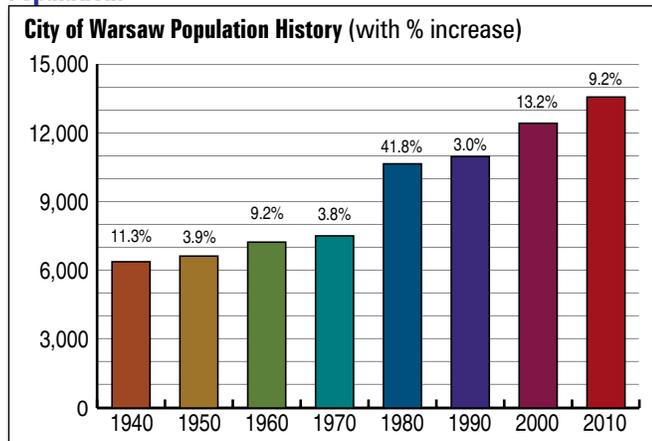
**Agriculture:** Although there is little agricultural land inside the city that isn't expected to be developed in the next ten years, there is significant farm ground outside the city limits. The most productive agricultural land is located south and west of the city limits. These areas tend to be flatter, are farther from environmentally sensitive lands, and have the best soil qualities. Rural areas to the northwest and east are spotted with residential developments and lake communities, thus they have more conflicts with agricultural practices.

## REGIONAL DEMOGRAPHICS

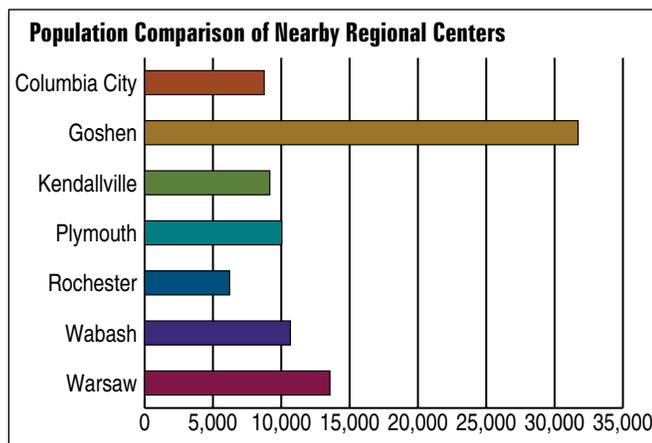
### Introduction:

The following demographic information relates to the City of Warsaw. All data was provided by the US Census Bureau unless otherwise indicated otherwise.

### Population:

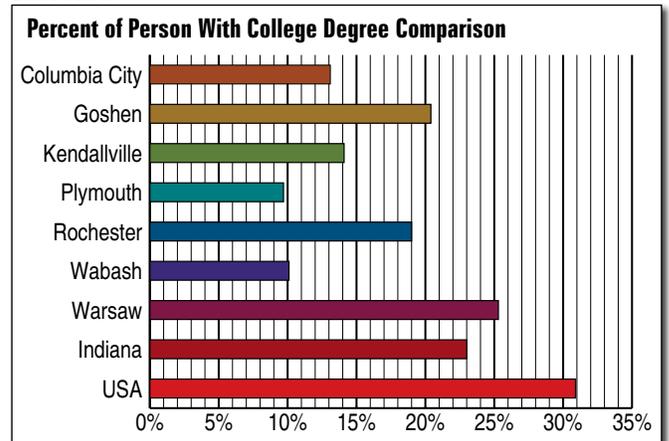


The City of Warsaw's population has steadily increased over the last seven decades. The city's population in 2010 was approximately 13,600 and expected to grow by at least 6% by the end of 2020. This would translate to about 800 new residents and 210 new owner occupied homes and 150 new apartments or rental homes.



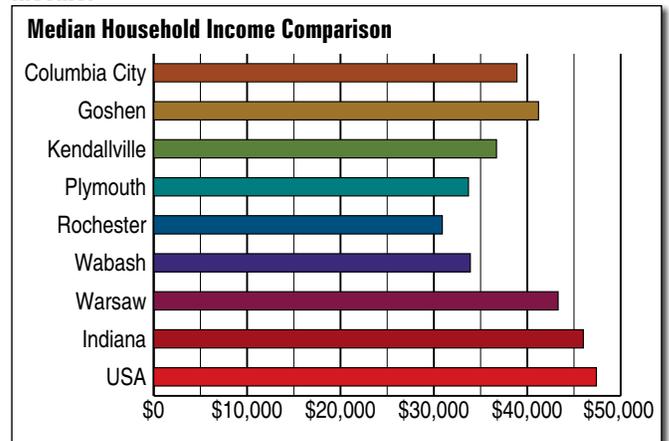
Compared to surrounding regional centers (those communities that Warsaw competes with) the City of Warsaw has the second highest population, second only to Goshen.

### Education:

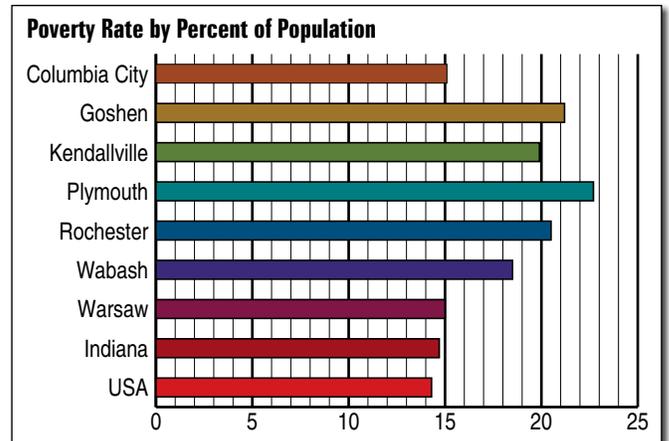


Compared to nearby regional centers, Warsaw's citizens with a Bachelors Degree or greater education is significantly higher. Warsaw even exceeds the State of Indiana's education attainment, but falls short of the national averages.

### Income:

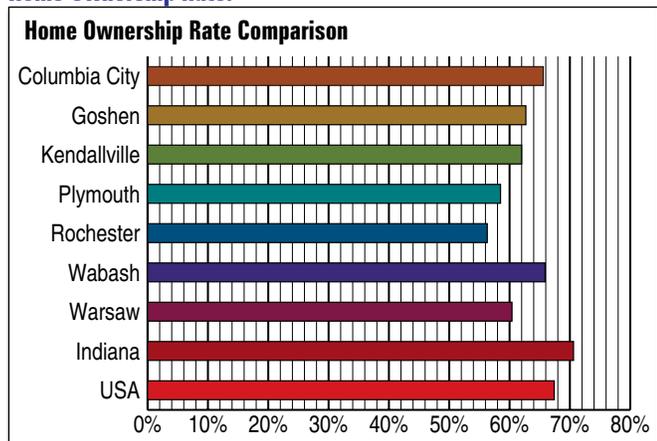


The City of Warsaw exceeds the median household income of all nearby regional centers. In comparison to the State of Indiana, Warsaw falls short by about \$5,000 and the United States by about \$8,000.



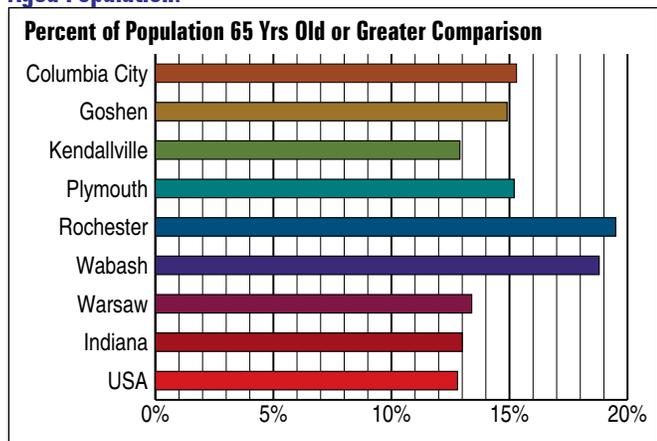
Warsaw's poverty rate is the lowest amongst the nearby regional centers, albeit only by 0.1% when compared to Columbia City.

## Home Ownership Rate:



The City of Warsaw's home ownership rate was 60.4% in 2010. This is significantly lower than the State of Indiana's which was 70.6%. In comparison to nearby regional centers, Warsaw had the 5th highest only edging out Rochester and Plymouth.

## Aged Population:



The City of Warsaw has a younger population than many of the neighboring regional centers. Only Kendallville has a smaller percentage of residents 65 years old or older. This is a sign that the city's youth are not leaving the community at as great of a rate as other communities.

## COMMUNITY FACILITY INVENTORY

The following is a summary of the community facilities within the City of Warsaw.

### Primary Schools:

- Eisenhower Elementary School,
- Harrison Elementary School,
- Lincoln Elementary School,
- Madison Elementary School
- Washington Elementary School,
- Edgewood Middle School,
- Lakeview Middle School,
- Warsaw High School,
- Alternative Learning Center,
- Lakeland Christian Academy,
- Lighthouse Christian Academy,
- Living Stone's Preparatory School,
- Monarch Christian Academy,
- Sacred Heart School, and
- Warsaw Christian School.

### Higher Education

- Indiana Tech,
- Ivy Tech Community College, and
- Grace College (in the Town of Winona Lake)

### Warsaw Park and Recreation Facilities:

- Beyer Park,
- Bixler Park,
- Boggs Building,
- Central Park,
- City County Athletic Complex (CCAC),
- Funk Park,
- Hire Park,
- Kelly Park,
- Ker Park,
- Kiddieland Park,
- Kiwanis Park,
- Lake City Greenways and Trailheads,
- Lucern Park,
- Mantis Skate Park,
- McKinley Park,
- Municipal Park,
- Nye Park,
- Pike Lake Park,
- Pike Lake Campground,
- Rarick Park,
- Richardson-DuBois Park, and
- Warsaw Racquet and Tennis Club.

Additional parks, open space, and mountain bike trails exist in the adjacent Town of Winona Lake.

### Area Golf Courses:

- Little Bighorn Golf Club (public; Piercetown)
- Rozella Ford Golf Club (public; Warsaw), and
- Stonehenge Golf and Country Club (private, east of Warsaw's city limits), and
- Tippecanoe Lake Country Club (private; Leesburg).

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## COMPREHENSIVE PLAN ESSENCE INTRODUCTION

*Part 2: Comprehensive Plan Essence* contains five (5) Planning Principles which provide the organization and intent for specific policies, projects and programs identified to benefit the City of Warsaw. When implemented these planning principles and objectives will directly improve:

1. Quality of life for residents,
2. Opportunity for business and industry to thrive,
3. City services,
4. Transportation systems,
5. Natural environment,
6. Community aesthetics, and
7. Housing opportunities.

### Planning Principles

The Planning Principles listed below are intended to be broad themes used to guide good decision making and to implement the city's vision for the future. Each Planning Principle has objectives that describe specific means for the City to implement the Planning Principle. The Planning Principles are not site specific or project specific, and cannot anticipate all special circumstances that may apply to a particular situation. Therefore, as a collection, they should be used as a guide for public, private and non-profit entities to make good decisions for the betterment of the City of Warsaw.

The Planning Principles are as follows:

1. Manage Community Growth and Form (pg 14);
2. Foster Effective and Safe Transportation (pg 16);
3. Stimulate Economic Growth (pg 18);
4. Nurture Environmental Quality (pg 20); and
5. Inspire Community Character (pg 22).

## USING THIS DOCUMENT

### Flexibility

Although some objectives may seem prescriptive, it is the intent that they be interpreted as being flexible allowing budgets, external limitations, public input, and other factors to determine specific actions. Essentially, the means for achieving the objective can be modified, but the purpose for the objective shouldn't be lost.

### Not Site Specific

The Planning Principles are not intended to be site specific, nor do they anticipate all the special circumstances that may apply to each parcel of land, or to a particular project on that land. However, some objectives may be site specific when indicated.

### Evaluating Projects for Comprehensive Plan Compliance

When evaluating a particular project for compliance or consistency with the Comprehensive Plan, decision-makers should recognize that the determination periodically will not be black and white. It is feasible that a project will comply with some principles and objectives while contradicting others. In those instances, the City officials should sort out the highest priority or more important principles and objectives, thus clarifying whether the proposed project meets the intent of the Comprehensive Plan.

### Two-page Layout

Each Planning Principle has a two-page layout dedicated to its content. On those two pages the following describes the content's organization:

- In the left column of the left page is an introduction to and description of the Planning Principle.
- The box on the bottom of the left page identifies the "foundation" for the Planning Principle. Included are facts, studies, findings, trends, and other material used to support the Planning Principle and its objectives.
- The box on the bottom of the right page identifies the "benefits" of implementing the Planning Principle and its objectives.
- The remainder of the two-page layout contains a series of objectives that relate to implementing the Planning Principle.
- Icons are used for each objective to communicate the type, priority, and cost associated with each objective. See the next page for more information about the icons.

## ICONS

The descriptions below apply to the icons following each objective.

### Priority Icons

To illustrate the level of priority, the following icons are used.



**1st Star Icon (High Priority):** The 1st star icon represents the highest priority objectives. These projects will either have the greatest impact on achieving a Planning Principle, are essential to good planning practice, or are necessary to precede another objective.



**2nd Star Icon (Moderate Priority):** The 2nd star icon represents moderate priority. These projects will have a significant impact on achieving the Planning Principle, but have less importance compared to 1st priority objectives.



**3rd Star Icon (Low Priority):** The 3rd star icon represents lower priority. Although these projects are the lowest priority, they are still important for achieving the Planning Principle. Often these objectives are simply not as time sensitive as higher priority objectives. Also keep in mind that many ideas for projects, policies or programs were considered for this document, but didn't get included because they were even lower of a priority.

### Degree of Cost

To illustrate the level of resources necessary to implement the objective, the following icons are used.



**1 Dollar Sign (Minimal Resources):** The single dollar sign icon represents minimal financial and/or personnel resources are necessary to complete the objective. For example, a minimal amount of staff time and/or a nominal amount of funding is necessary.



**2 Dollar Signs (Moderate Resources):** The double dollar sign icon represents moderate financial and personnel resources are necessary to complete the objective. For example, a moderate amount of staff time and/or a notable amount of funding is necessary.



**3 Dollar Signs (High Resources):** The triple dollar sign icon represents significant financial and personnel resources are necessary to complete the objective. For example, a lot of staff time and/or funding, typically in excess of normal staffing ability or budgets is necessary.

### Objective Type Icons

To illustrate the means for implementing the objective the following icons are used.



**Policy:** This icon indicates the objective is a policy to be implemented by resolution, ordinance, department policy, or directive to City staff.



**Program:** This icon indicates the objective is a program offered to the general public or a target group which would be implemented by City staff, other governmental staff, community leaders, or local organizations.



**Project:** This icon indicates the objective is a construction project, major maintenance project, installation, or clean-up undertaking.

## PRINCIPLE 1: MANAGE COMMUNITY GROWTH AND FORM

The first principle; Manage Community Growth and Form includes striving to do the following:

- Manage land use;
- Discourage detrimental development patterns;
- Provide adequate public services and facilities;
- Enhancing public safety;
- Protect property values;
- Improve quality-of-life; and
- Adjusting to the economy and trends.

The objectives relevant to and necessary to achieve this principle are as follows:

**Objective 1.1:** Promote compact form throughout the City.



*Additional Information: Compact form does not necessarily suggest high density development unfitting of the City. However, it can mean to allow more density than currently exists in select areas. It can also mean to “infill” vacant lots and encourage redevelopment of under-utilized areas. This policy also speaks to the universally known negative impacts of “urban sprawl” and the trend of younger generations preferring a walkable community.*

**Objective 1.2:** Utilize Part 3: Land Classification Plan and its Land Classification Plan Map as the foundation for zoning and development decisions.



*Additional Information: Recognize that small deviations from the Land Classification Map often accumulate over time, and eventually negate its value to the City. It can also deteriorate the Quality of Life and economic vitality of the community.*

**Objective 1.3:** Minimize land use conflicts through thoughtful site design, quality architectural design, vegetative buffering and/or the use of transitional land uses. Also avoid land use conflicts by discouraging deviations from the Land Classification Plan’s intent.



**Objective 1.4:** Strongly encourage redevelopment of under-utilized, vacant, or abandoned structures and lots.



*Additional Information: Currently the Gatke Building and the Little Crow Building are a high priority for reuse. Over time other areas or buildings will also become priorities for the City to get involved in their re-utilization.*

**Objective 1.5:** Always require development within the corporate limits to connect to public sanitary sewers and water utility.



**Objective 1.6:** Maintain a five-year capital improvements plan that informs, coordinates, and prioritizes all drainage, and utility improvements necessary to support growth.



**Objective 1.7:** Promote new residential development and subdivision in areas outside the corporate limits when it is contiguous, desires voluntary annexation, is of a density that is sustainable, and can be serviced by the City’s sanitary sewers and water utility.



### Manage Community Growth and Form - Foundation

- Land use conflicts were observed in the City resulting in disinvestment
- Abundant land already exist for commercial development within the established commercial corridors and districts
- Warsaw residents support protecting residential areas from the potential impacts of incompatible development and facilities
- The citizens are supportive of a more compact community based on desires to be able to walk or ride a bike to destinations
- Portions of the City’s older commercial corridors e.g. N. Detroit St., Winona Ave., and S. Buffalo St.) have become under-utilized or obsolete providing opportunity for redevelopment
- Nationally, the trend toward online shopping is resulting in smaller bricks and mortar stores and less overall need for commercially zoned areas
- Nationally, the desire for amenity-rich in-city living is increasing

**Objective 1.8:** Promote new residential development in areas where it will not be impacted by highway noise, railroad noise and vibration, flooding, or non-compatible land uses.



**Objective 1.9:** Promote a mixed-use downtown with restaurants, retail, walk-in service providers, and entertainment uses on ground floors. Encourage residential, hospitality, offices and non-walk-in services in upper floors. Discourage professional offices and financial institutions on ground floors along Buffalo Street where retail and restaurant uses are desired.



**Objective 1.10:** Continue to support diversity in housing types to meet the needs of older and younger residents who may not prefer traditional single-family detached homes.



**Objective 1.11:** Every five (5) years evaluate and amend the Land Classification Plan for consistency with desired growth patterns, community needs, community values, and market forces.



**Objective 1.12:** Continue to collaborate with Kosciusko County leaders to more effectively manage growth and development in fringe areas around the City.



**Objective 1.13:** Evaluate the costs and benefits of expanding the City’s corporate limits through voluntary annexation, or involuntary annexation when deemed essential to the City’s future. Utilize the Annexation Consideration Map on page 25 for a depiction of areas to be considered.



**Objective 1.14:** Encourage redevelopment of existing under-utilized properties along N. Detroit Street. Reutilization or redevelopment efforts should transition properties to multifamily residential, offices, hospitality, or general commercial uses. New industrial development should be discouraged from the corridor between downtown and US 30.



**Objective 1.15:** Work to open up more of the viewshed of Center Lake from Detroit Street and encourage uses along the shoreline that capture that viewshed as an amenity.



**Objective 1.16:** Promote redevelopment of existing under-utilized properties along Winona Avenue.



**Objective 1.17:** Study the feasibility, costs and benefits of merging the Town of Winona Lake and City of Warsaw into a single municipal jurisdiction utilizing representatives from both jurisdictions.



*Additional Information: Due to financial stress on cities and towns, basic exploration of a merger should be considered with data determining viability.*

## Manage Community Growth and Form - Benefits

- Minimize land use conflicts
- Increase quality of development
- Provide residents, organizations, businesses, and industries with predictability and property value security
- Protect environmentally sensitive areas
- Intensify commercial district to maximize commercial vitality
- Reduce costs to provide and maintain City infrastructure
- Reduce energy consumption
- Improve surface water quality

## PRINCIPLE 2: FOSTER EFFECTIVE AND SAFE TRANSPORTATION

The second principle; Foster Effective and Safe Transportation includes striving to do the following:

- Assure safe vehicular, bicycle and pedestrian facilities;
- Effectively accommodate multiple modes of travel;
- Compliment existing and future land uses; and
- Connect common and essential destinations.

The objectives relevant to and necessary to achieve this principle are as follows:

**Objective 2.1:** Maintain a five-year capital improvements plan that informs, coordinates, and prioritizes all street, sidewalk, trail and bike lane improvements based on priority.



**Objective 2.2:** Utilize *Part 4: Transportation Plan* and its Thoroughfare Plan Map and Bike/Pedestrian Plan Map as the foundation for facility planning.



**Objective 2.3:** Require vehicular and pedestrian linkages between adjacent residential developments.



**Objective 2.4:** Work with isolated residential developments to get connected to the City-wide system of sidewalks and trails.



**Objective 2.5:** Adopt a “Complete Streets” ordinance to promote full and safe utilization of street right-of-ways for all uses and their needs.



**Objective 2.6:** Assure adequate clear vision at street intersections and driveway cuts.



**Objective 2.7:** Ensure accessibility for police, fire, emergency services.



**Objective 2.8:** Periodically seek input from the public and refine the Bike/Pedestrian Plan, specifically revisiting the routes and priority of projects.



*Additional Information: The Bike/Pedestrian Plan should optimize connections between residential areas and large employment centers with schools, the library, parks, and neighborhood serving commercial. Facilities should also provide for recreation and fitness.*

**Objective 2.9:** Construct a bridge over or underpass under the Norfolk Southern railroad line to enhance circulation, safety and emergency response times.



*Additional Information: Ideally this grade separation should be on Center Street. A small area plan should be completed to study design alternatives.*

**Objective 2.10:** Study the opportunities to establish a second major east/west route across the City.



**Objective 2.11:** Study the opportunities to establish a second major north/south route through the City.



### Foster Effective and Safe Transportation - Foundation

- Questions about adding or maintaining sidewalks always ranked high in the Community Needs Survey and in input meetings
- The citizens clearly stated that it wants to be a bike and pedestrian friendly community
- Generally the streets in the city were found to be well maintained and meeting the public’s expectations
- The City has been designated a bike friendly community
- Over the following decades, it is widely believed that communities will become less car dependant

**Objective 2.12:** Work with the Town of Winona Lake to design, and construct a roundabout at the intersection of Winona Avenue and Argonne Road/Park Avenue.



**Objective 2.13:** Install frontage roads along US 30 per the Thoroughfare Plan. These new roads will enable additional commercial and industrial growth, and provide safer routes and enhanced connectivity.



**Objective 2.14:** Systematically upgrade existing pedestrian crossings that do not meet ADA standards and based on a priority analysis.



**Objective 2.15:** Work to reduce curb cuts and curb cut widths along N. Detroit Street from downtown to US 30. Concurrently, require sidewalks on both side of the street as redevelopment occurs.



**Objective 2.16:** Commit funding each year for sidewalk, bike lanes, and trail systems expansion, specifically targeting the highest priority projects from the Bike/ Pedestrian Plan. Regularly seek funding from State and Federal agencies to defray costs.



**Objective 2.17:** Construct roundabouts at intersections that are unsafe and that can be congested periodically. Specifically, strive to install roundabouts at the locations indicated on the Thoroughfare Plan Map on page 57.



**Objective 2.18:** Require pedestrian trails to connect cul-de-sacs to perimeter roads, adjacent internal streets, and adjacent cul-de-sacs for efficient pedestrian circulation.



**Objective 2.19:** Work with Indiana Department of Transportation to install bike lanes along SR 15 and to change the highway's alignment south of downtown, per the Thoroughfare Plan Map.



**Objective 2.20:** Establish events and programs that utilize the City's alternative transportation system to improve public health and awareness of sidewalk and trail needs.



**Objective 2.21:** Study closure and vacation of street segments and railroad crossings that no longer serve a community need.



*Additional Information: The purpose of this objective is to improve safety and provide long term cost savings to taxpayers.*

**Objective 2.22:** Require new commercial areas to internally connect parking lots.



**Objective 2.23:** Utilize traffic calming measures along corridors through use-sensitive areas.



## Foster Effective and Safe Transportation - Benefits

- Lessen congestion
- Prepare for changes in vehicular traffic levels
- Improve accessibility
- Provide for safe travel using all means of transportation
- Enhance quality-of-life
- Reduce gas consumption
- Improve road quality
- Create predictability
- Educate the public

## PRINCIPLE 3: STIMULATE ECONOMIC GROWTH

The third principle; Stimulate Economic Growth includes striving to do the following:

- Encourage business expansion and entrepreneurship;
- Promote quality industrial and technology-related job creation;
- Assure existing corporations do not leave or reduce workforce;
- Understanding economic trends and drivers, and leveraging that knowledge for the City's advantage;
- Enhance education across all age ranges; and
- Increase public amenities that attract businesses.

The objectives relevant to and necessary to achieve this principle are as follows:

**Objective 3.1:** Inventory and keep an up-to-date listing of all industrial properties, square footage of each building, state of occupancy, tenant names, business conducted, number of employees, and other data which helps the City identify opportunities for new and expanding companies.



**Objective 3.2:** Establish and promote shovel-ready sites available for business and industrial growth. Also, strive to have one spec building available at all times for companies that need to quickly get into a new facility.



**Objective 3.3:** Regularly and aggressively engage with the State of Indiana's economic development players and support their strategies to leverage multiple levels of support. Also, fully understand the State incentive opportunities and programs.



**Objective 3.4:** Strengthen economic development efforts by packaging development opportunities and soliciting development companies from across the region.



**Objective 3.5:** Increase efforts to attract new businesses and residents. Consider residential tax incentives and public-private development partnerships.



**Objective 3.6:** Strive to have installed fiber-to-the-door across the entire city, enabling top tier bandwidth.



*Additional Information: The objective should be to have at least 50MB/second broadband available to all residential areas and 100MB/second broadband available to all commercial and industrial areas.*

**Objective 3.7:** Partner with the high school and universities to provide workforce development after identifying gaps in skills needed by local businesses and industries.



**Objective 3.8:** Maintain strong partnerships with Kosciusko Economic Development Corporation, Kosciusko County, local college and universities, and non-profit agencies (e.g. Chamber of Commerce) to coordinate the use of each organization's limited resources.



### Stimulate Economic Growth - Foundation

- Due to on-line commerce and changes in consumer habits, Warsaw will have an excess amount of land dedicated to general commercial uses that can be transitioned to multifamily residential or employment districts
- Industrial and orthopaedic anchors will likely be the single greatest contributor to growth and success in the City over the next decade
- Small and micro business development will create more and better paying jobs in the United States than large businesses
- Some businesses and industries interested in expansion or relocation are looking for shovel-ready sites
- Residents want job growth, but do not support adding low-paying jobs that don't provide a living wage

**Objective 3.9:** Strengthen existing under-utilized commercial areas by allowing and promoting more concentration and by partnering in a notable redevelopment project that would catalyze additional private interest and investment.



**Objective 3.10:** Identify workers who commute to Warsaw for a job, but chose to live elsewhere, and learn more about that demographic of people in order to attract them to the City.



*Additional Information: Discovering their housing and amenity preferences can result in targeted marketing strategies touting what they may not realize the City offers. It could also lead to changes in development regulations, educating the development community of opportunities, and City-driven amenity changes.*

**Objective 3.11:** Recognize that downtown vibrancy is significantly based on the number of people living or working within walking distance of its offerings. Therefore, the City should promote or participate in a redevelopment project that brings new and higher density housing to the downtown fringe.



**Objective 3.12:** Establish brand recognition for Warsaw that reflects its offerings and opportunities. More specifically, strive to make Warsaw a familiar name to site selectors and corporations in the Midwest, especially places within 150 miles of the City.



## Stimulate Economic Growth - Benefits

- Increase households income
- Increase employment and wage opportunities
- Improve community pride
- Create predictability
- Provide clientele for local service-oriented businesses
- Increase local tax base
- Enhance quality-of-life
- Attract new residents
- Retain residents and businesses
- Attract new desired businesses
- Create a positive impression for tourists and visitors
- Maximize commercial vitality

## PRINCIPLE 4: NURTURE ENVIRONMENTAL QUALITY

The fourth principle; Nurture Environmental Quality includes striving to do the following:

- Protect environmental features;
- Protect ground water and surface water quality;
- Provide recreational amenities;
- Enhance natural systems; and
- Promote environmental sustainability.

The objectives relevant to and necessary to achieve this principle are as follows:

**Objective 4.1:** Require private development stay clear of wetlands, floodplains, and land designated as “conservation” in the Land Classification Plan.



**Objective 4.2:** Offer incentives for conservation and preservation of environmentally sensitive areas.



*Additional Information: Examples of this type of incentive includes density or intensity bonuses for preservation of environmental assets or for incorporating the use of more environmentally-friendly techniques into certain developments.*

**Objective 4.3:** Maintain a city-wide storm water management and erosion control ordinance. Recognize and promote low impact development (LID) and best management practices.



**Objective 4.4:** Encourage development practices that reduce the city’s footprint on the environment (e.g. redevelopment, higher densities, and conservation subdivisions).



**Objective 4.5:** Maintain a Department of Natural Resources approved Parks Master Plan and revise said document on a 5-year cycle to qualify for State grant funding.



**Objective 4.6:** Promote the utilization of solar panels (and other appropriate technologies as they evolve).



**Objective 4.7:** Require the use of native plant material when landscaping is required for new developments.



**Objective 4.8:** Fully phase out the use of septic systems and private wells in the City and lobby for no further use of the technology outside the City’s jurisdiction, especially along near inlet streams. Also, require new development to connect to the municipal sanitary sewer and water system.



**Objective 4.9:** Seek donation of undevelopable land for conservation or passive recreation, especially in the south and west sides of Warsaw where significant undevelopable acreage exists.



### Nurture Environmental Quality - Foundation

- The residents of Warsaw recognizes the importance of the natural environment as a driver of quality-of-life and the economy
- Protecting prime natural features ranked high on the Community Needs Survey
- The community supports trails and greenspace
- The north side of the City does not currently have adequate park and recreation facilities (excluding the relocating YMCA)
- Approximately 16% of the City’s jurisdiction is wetland, lake or river floodplain.

**Objective 4.10:** Add a city park on the north side of the City to serve new residential developments.



**Objective 4.11:** Encourage and educate the development community about the benefits of buildings that are energy and resource efficient. Programs like Leadership in Energy and Environmental Design (LEED) could be used as an example of good design practice.



**Objective 4.12:** Inventory and monitor environmental features that are unique, large in size, irreplaceable, or contain a rich diversity of plants and wildlife. Consider incentives that encourage the permanent protection of these environmental features.



## Nurture Environmental Quality - Benefits

- Maintain natural resources for future generations
- Minimize localized ponding and flooding
- Improve surface water quality
- Protect drinking water quality
- Minimize land use conflicts by preserving natural buffers
- Provide opportunities for environmental education
- Create recreational benefits
- Filter runoff into water bodies
- Attract eco-tourists
- Improve quality-of-life

## PRINCIPLE 5: INSPIRE COMMUNITY CHARACTER

The fifth principle; Inspire Community Character includes striving to do the following:

- Improve community character;
- Create a City brand;
- Promote the City’s best assets; and
- Celebrate successes.

The objectives relevant to and necessary to achieve this principle are as follows:

**Objective 5.1:** Periodically enhance the City’s website to promote local assets and to commemorate the City’s values and brand. Also, strive to regularly populate the site with new information and strike old information.



**Objective 5.2:** Fully utilize and promote the City’s website as a hub to disseminate public information, especially to promote upcoming projects, events and achievements.



**Objective 5.3:** Strengthen and enforce the municipal code relating to property maintenance. Consider a property management ordinance and fully utilize existing building codes to address derelict properties. Concurrently, establish a team of organizations that can support or assist persons that do not have the means to maintain their property.



**Objective 5.4:** Create a brand strategy with Kosciusko Economic Development Corporation, Warsaw/ Kosciusko County Chamber of Commerce, community foundation, tourism representatives and other economic development players. Utilize a single strategy and the resources of all of these organizations to improve brand recognition. This strategy should target the general population and corporate community within 150 miles of the City.



**Objective 5.5:** Commit to leadership in architectural quality, including energy efficient and environmentally friendly construction, for all municipal buildings and facilities.



**Objective 5.6:** Redesign Buffalo Street from the Center Lake to the downtown to make the corridor more functional and aesthetically appealing.



**Objective 5.7:** Continue to support local festivals, music events, organized sporting events, organized health and fitness programs, farmers’ markets, art shows, and other public interest events. Establish a system to broaden the marketing of these cultural opportunities, especially to nearby regional centers and Fort Wayne.



**Objective 5.8:** Enhance the “city entrances” and “arrival corridors” with a large unique physical or landscape feature, thus establishing a “front door” welcoming people to Warsaw.



### Inspire Community Character - Foundation

- The public identified SR 15 north of downtown as a concern
- Addressing run-down and unsafe buildings is a community concern
- The public is very proud of the downtown and supports historic preservation and facade improvements
- Urban planners and economic development professionals believe that first impressions, especially gateway corridors and downtowns, are critical in spurring growth and investment

**Objective 5.9:** Further implement a wayfinding system to provide direction to local City assets. Wayfinding system signs and materials should utilize the City’s brand strategy in its design (e.g. color and logo).



**Objective 5.10:** Increase the City’s capacity to pursue the demolition or rehabilitation of abandoned structures or grossly under-utilized properties; especially prioritizing structures that are significantly reducing property values and quality-of-life for adjacent property owners.



*Additional Information: The idea is to be able to address one property per year and then after refining the process and support system, increase the capacity to address up to two properties a year, which would be the maximum until most properties have been addressed over a number of years.*

**Objective 5.11:** Further diversify the recreational offerings at parks, creating unique themes for major parks and investigate offerings that are not available in the region.



**Objective 5.12:** Encourage or incentivize private investment in downtown facade improvements and historic preservation.



## Inspire Community Character - Benefits

- Improve overall pride in being a resident or business in Warsaw
- Improve economic development attraction and expansion efforts
- Improve the local economy
- Help retain retiring residents and attract college graduates
- Attract new families
- Attract new desired businesses
- Attract tourists
- Enhance quality-of-life for residents

## ANNEXATION CONSIDERATION MAP DESCRIPTION

The Annexation Consideration Map on the following page communicates definable areas that should be studied by the City over the next fifteen years. An annexation feasibility study would indicate whether the area should or should not be annexed. The following criteria may be used to consider feasibility for annexation:

- **Impact to property owners**
- **Fiscal impact to the City**
- **Ability to provide City services to the annexation area**
- **Degree to which the area is otherwise integrated into the City**
- **Whether the area is currently served by sewer and/or water utilities**
- **Presence of issues that the City might be able to fix on behalf of the properties in the annexation area**
- **Economic development opportunities gained by annexation**
- **Degree to which the annexation cleans up jurisdictional boundaries**
- **Impact of the City's regulations on the annexed area**

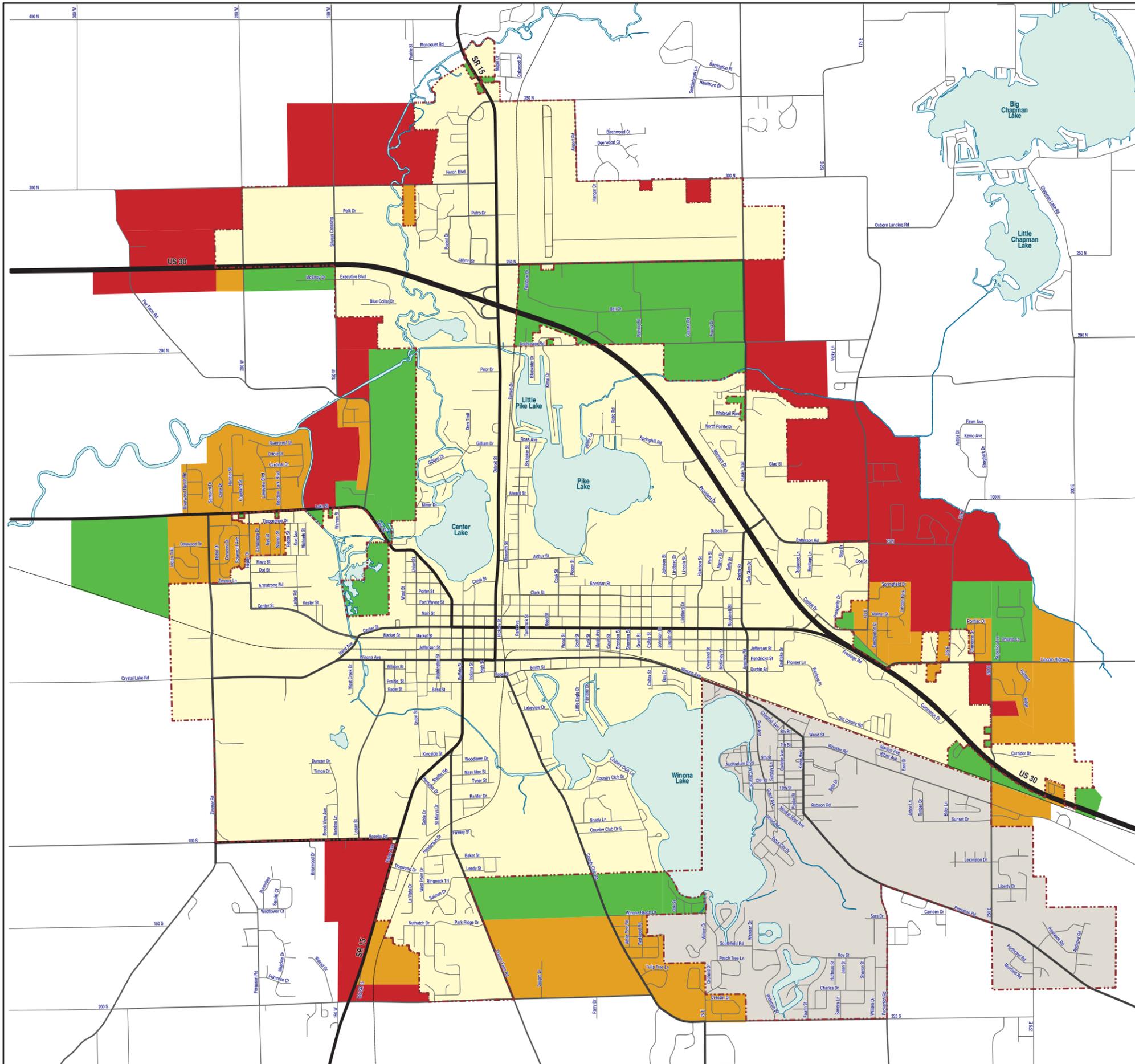
The map should not be interpreted as an annexation strategy or goal. It is expected that some areas would not meet minimum criteria necessary to justify annexation. Rather, the map only represents areas that should be considered for study or that should be annexed if an intense development is proposed.

# Annexation Consideration Map Warsaw, Indiana

## MAP LEGEND

- Annexation Feasibility Study (w/in 7 yrs)
- Annexation Feasibility Study (8 to 15 yrs)
- Require if Sites are Intensely Developed
- Voluntary Annexations Considered
- Warsaw Jurisdiction
- Winona Lake Jurisdiction
- Lake

Note #1: Sites with any color coding could be considered for annexation as part of a larger annexation strategy or upon voluntary annexation petition from property owners.  
 Note #2: Annexation Feasibility Studies may or may not result in pursuit of annexation by the City. Many factors go into any decision to annex property, including the desires of the property owner.  
 Note #3: "Intensely developed" includes new developmentstst that are moderate to high density residential, moderate to high intensity commercial, or any industrial.



Last Revised: August 27, 2014



# WARSAW

## Comprehensive Plan



## Part 3

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## LAND CLASSIFICATION PLAN INTRODUCTION

The Land Classification Plan described in this Part establishes different designations to be applied carefully across Warsaw’s planning jurisdiction, similar to a future land use plan. The term “land classification” is used instead of “land use” because each designation integrates both land use and development form. This hybrid approach for classifying land will result in a better system for managing land development by not only addressing land uses, but also mass, density/intensity, structure features, and site features.

The following land classifications are established and then utilized on the Land Classification Map:

1.	<i>Conservation</i> .....	pg 30
2.	<i>Parks and Recreation</i> .....	pg 31
3.	<i>Low Density Residential</i> .....	pg 32
4.	<i>Medium Density Residential</i> .....	pg 33
5.	<i>High Density Residential</i> .....	pg 34
6.	<i>Urban Residential</i> .....	pg 35
7.	<i>Institutional</i> .....	pg 36
8.	<i>Medical</i> .....	pg 37
9.	<i>Neighborhood Vitality</i> .....	pg 38
10.	<i>Community Vitality</i> .....	pg 39
11.	<i>Regional Vitality</i> .....	pg 40
12.	<i>Transitional Core</i> .....	pg 41
13.	<i>Urban Core</i> .....	pg 42
14.	<i>Industrial</i> .....	pg 43

## LAND CLASSIFICATION MAP

The Land Classification Map is introduced and described on page 44, followed by the map on page 45.

## LAND CLASSIFICATIONS AND DESCRIPTIONS

Each of the land classifications listed above have a page dedicated to describing how it can be used to manage growth and development in the City of Warsaw. Additionally, the following subheadings are used to convey the essence of each classification.

**Purpose Subheading:** Gives the reader a brief description of why the land classification was established.

**Geographic Location Subheading:** Conveys where each land classification is best applied to Warsaw’s planning jurisdiction. Some descriptions are vague because they can be widely applied, while others are very specific to geographic locations or adjacency to another area in the City.

**Land Uses Subheading:** Describes the land uses that would

generally be the most appropriate in the land classification. However, the zoning ordinance would be used to permit specific land uses.

**Intensity/Density Subheading:** Describes the intended intensity of commercial uses and density of residential uses that would best fit within the land classification.

**Examples Subheading:** Names one or more developments in Warsaw that represent the land classification. All examples may not be exact matches, but represent the most similar examples in intensity and density. In rare cases, examples outside the City are used to convey the land classification’s intent.

**Appropriate Adjacent Classifications Subheading:** Describes the land classifications that are best suited to be adjacent to the subject land classification. Three categories of compatibility exist. “Best Fit” are classifications that are most suited for adjacency. “Conditional Fit” indicates land classifications that are suitable for adjacency if the development is designed and constructed with sensitivity to the context. The third category includes those land classifications not listed. Unlisted land classifications represent classifications that are likely not appropriate to be adjacent to the subject classification.

**Structure Features Subheading:** Names structural features that help achieve the purpose of the classification. Most statements are in regard to height, mass, or form of the structure.

**Structure Orientation on Site Subheading:** Addresses the location and orientations of the building’s footprint on the lot. Options typically include centralized (setbacks on all four sides), zero lot-line, build-to lines (required distance from property line setbacks), or no setbacks (the structure can cover the entire site). Additionally, if important, the direction the front of the building faces is described.

**Development Features Subheading:** Denotes requirements of subdivisions, planned unit developments, or large other large, multiple-structure development projects. Typically, whole-development standards are described.

**Regulation Implementation Subheading:** Describes how the City’s zoning ordinance will be used to implement the land classification’s intent.

## RELATIONSHIP TO ZONING ORDINANCE

Land Classifications do not always directly relate to a single zoning district, even if they share similar names. Instead, the zoning ordinance may utilize a combination of districts to regulate each land classification to achieve the Comprehensive Plan's goals. Because land classifications also address development form, the development standards within the zoning ordinance are used to achieve the intent of each land classification.

## CONSERVATION

### Purpose

- To identify and show areas that are undevelopable, set aside for conservation purposes, or used for permanent open space or passive recreation. The land may be held by the public or be private land. In no way is the Conservation Classification intended to remove development rights.

### Geographic Location

- Targeted to known floodways, floodplains, and large wetlands, and applied to land that is in long-term conservancy as passive recreation, trails, or open space. Small open spaces, or open space within subdivisions is typically not identified with the Conservation Classification.

### Land Uses

- Passive public park, unimproved trail, paved linear trail, environmental tourism, nature education, nature center, and the like.

### Intensity/Density

- Not applicable.

### Examples

- Center Lake Wetland Conservation Area.
- Floodplain along the Tippecanoe River.

### Appropriate Adjacent Classifications

- Best Fit: Any land classification.

### Structure Features

- Sensitive to the natural environment or context.

### Structure Orientation On Site

- Sensitive to the natural environment or context.

### Development Features

- Protect existing (pre-development) environmental features.
- Promote recreation, including passive enjoyment of nature.

### Regulation Implementation

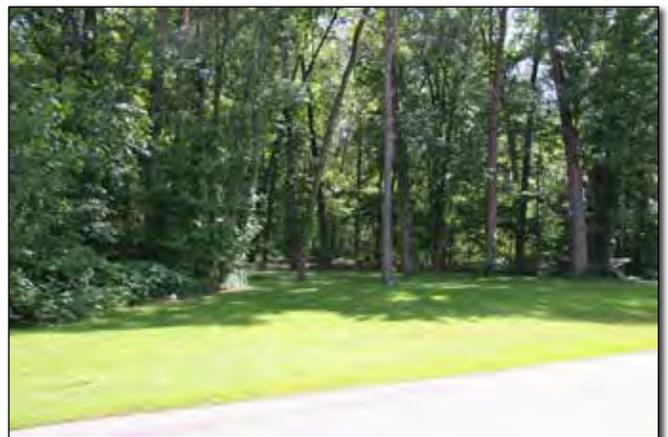
- Utilize an overlay district or traditional zoning district, combined with specific development regulations to achieve the intent of this classification.



*Tippecanoe River just north of Lake Street (Lincoln Highway)*



*Riparian Corridor along the Tippecanoe River north of 300 N.*



*Tree stands preserved on the edge of residential development.*

## PARKS AND RECREATION

### Purpose

- To identify and establish land for private and public parks and recreational facilities. This classification may also be used for open space and passive recreation facilities.

### Geographic Location

- Distributed throughout Warsaw's jurisdiction, especially in proximity to high and medium density residential areas; and adjacent to trail corridors and lake shores. Park and recreation also has a place adjacent to employment and downtown areas where employees and visitors can relax, recreate, or exercise.

### Land Uses

- Playground, plaza, fitness center, linear trail, community center, golf course, nature center, pavilion, performance stage, public restrooms, sport fields/courts, public swimming pool, swim beach, trailhead, public campground, and the like.

### Intensity/Density

- Not applicable.

### Examples

- Lucerne Park.
- Bixler Park.

### Appropriate Adjacent Classifications

- Best Fit: Any land classification.

### Structure Features

- Sensitive to the natural environment
- Sensitive to the context when the park is an intense use.

### Structure Orientation On Site

- Sensitive to the natural environment or context.

### Development Features

- Protect existing (pre-development) environmental features.
- Park improvement should enhance the natural environment.
- Internal and external bike and pedestrian connectivity.
- Promote diversification of recreation.

### Regulation Implementation

- Utilize a traditional zoning district, combined with specific development regulations to achieve the intent of this classification.



*Municipal Park on the banks of Center Lake.*



*Rozella Ford Golf Course.*



*Warsaw Little League fields north of Mantis Skate Park.*

## LOW DENSITY RESIDENTIAL

### Purpose

- To establish areas for people who desire a single-family, low density housing lifestyle.

### Geographic Location

- Predominantly appropriate in the outer edges of Warsaw's planning jurisdiction.

### Land Uses

- Single-family detached residential only.

### Intensity/Density

- Density in platted subdivisions between .5 and 2.5 dwelling units per acre.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, Low Density Residential, Medium Density Residential.
- **Conditional Fit:** High Density Residential, Urban Residential, Institutional, Medical, Neighborhood Vitality, Community Vitality.

### Structure Features

- Maximum 2½ stories.
- Gable and hip roofs.
- Attached garages and optional accessory buildings.
- Homes are generally wider than they are deep.

### Structure Orientation On Site

- Building envelope is near the center of the lot.
- Front facade facing public right-of-way.
- Side, rear, or courtyard loading garages.
- Accessory structures located behind front facade of the home.

### Development Features (New Development)

- No required open space in subdivisions.
- Predominant use of curvilinear street layout.
- Encourage internal sidewalks and external multipurpose paths that connect to existing or proposed trail/sidewalk systems or neighboring developments.
- Protect existing (i.e. pre-development) environmental features.
- Strongly discourage stripping-off lots along existing roadways, each with their own driveway.

### Regulation Implementation

- Utilize a zoning district, combined with specific development regulations to achieve the intent of this classification.



*An estate home in Warsaw.*



*Large yards typify low density residential.*



*Low density residential along 175 E.*

## MEDIUM DENSITY RESIDENTIAL

### Purpose

- To establish areas for people who desire a single-family, medium density housing lifestyle.

### Geographic Location

- Distributed throughout the City's planning jurisdiction, but discouraged adjacent to major highways, railroads, or industrial areas.

### Land Uses

- Single-family detached residential only.

### Intensity/Density

- Density in platted subdivisions between 3 and 5 dwelling units per acre.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, Low Density Residential, Medium Density Residential, High Density Residential, Urban Residential.
- **Conditional Fit:** Institutional, Medical, Neighborhood Vitality, Community Vitality, Regional Vitality.

### Structure Features

- Maximum 2½ stories.
- Gable and hip roofs.
- Attached garages.
- Homes are generally wider than they are deep.

### Structure Orientation On Site

- Building envelope is near the center of the lot.
- Front facade facing public right-of-way.
- Side, rear, or courtyard loading garages.
- Accessory structures located behind front facade of the home.

### Development Features (New Development)

- Minimum of 10% open space required in platted subdivisions.
- Strive for 50% of all open space to be usable for gatherings or recreation.
- Predominant use of curvilinear street layout.
- Require internal sidewalks and external multipurpose paths that connect to existing or proposed trail/sidewalk systems or neighboring developments.
- Protect existing (i.e. pre-development) environmental features.

### Regulation Implementation

- Utilize one or more zoning districts, combined with specific development regulations to achieve the intent of this classification.



Homes along Ringneck Trail in the Pheasant Ridge subdivision.



A 1950's ranch home along Ranch Road.



There are many styles of homes in Warsaw that would be classified as medium density residential.

## HIGH DENSITY RESIDENTIAL

### Purpose

- To establish areas for people who desire low or no-maintenance housing, or who are in need short-term housing.

### Geographic Location

- Most appropriate near commercial areas, parks and trails.
- Also appropriate near major thoroughfares, downtown, and schools.
- Discouraged adjacent to lakes and where vehicular access is restricted or otherwise not suitable.
- This classification can also be used as a “buffer classification” where it serves as a transition between an intense use and more sensitive classifications.

### Land Uses

- Two-family attached, apartments, condominium, townhouse, mobile home park, or small lot single-family detached residential.

### Intensity/Density

- Density in platted subdivisions, lease lot developments, apartment complexes, or condominium developments between 6 and 12 dwelling units per acre.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, Medium Density Residential, High Density Residential, Institutional, Medical, Neighborhood Vitality, Community Vitality, Regional Vitality.
- **Conditional Fit:** Low Density Residential, Urban Residential, Transitional Core, Urban Core, Industrial.

### Structure Features

- Maximum 1 story for lease lot developments, 3 stories for apartment buildings if context would not be impacted negatively, and 2 stories for all other housing types.
- Design sensitive to neighboring single-family residential.
- Gable and hip roofs preferred.

### Structure Orientation On Site

- Building envelope is context sensitive and contingent on housing type.
- Accessory structures located behind front facade of the home.
- Views from public streets should be of quality facades.

### Development Features (New Development)

- Minimum of 10% open space required.
- Strive for 50% of all open space to be usable for gatherings or recreation.
- Large developments should have amenity centers.
- Require internal sidewalks and external multipurpose paths that connect to existing (or proposed) trail/sidewalk systems and neighboring developments.
- Protect existing (i.e. pre-development) environmental features.

### Regulation Implementation

- Utilize more than one zoning district, combined with specific development regulations to achieve the intent of this classification.



*A duplex home located along Dausha Ct.*



*Attached shingle-family homes along Parent Drive.*



*Multiple-family apartments along Briar Ridge Circle.*

## URBAN RESIDENTIAL

### Purpose

- To establish areas for people who desire a single-family, high density housing that lifestyle in historic or traditional neighborhoods, or for new subdivisions modeled after traditional neighborhood design.

### Geographic Location

- Utilized primarily in neighborhoods close to the downtown, or new subdivisions throughout the City's planning jurisdiction.

### Land Uses

- Single-family detached residential.
- Townhouses or similar residences when designed to fit into its surroundings.
- Two-unit residences when designed to fit into its surroundings.

### Intensity/Density

- Density in platted subdivisions between 4 and 8 dwelling units per acre.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, Medium Density Residential, Urban Residential, Transitional Core, Urban Core.
- **Conditional Fit:** Low Density Residential, High Density Residential, Institutional, Medical, Neighborhood Vitality, Community Vitality, Regional Vitality, Industrial.

### Structure Features

- Maximum 2½ stories.
- Gable and hip roofs.
- Infill development should reflect context.
- Garages should be comprise less than 40% of front facade.

### Structure Orientation On Site

- Building location on site is context sensitive, generally close to the front lot line.
- Front facade facing public right-of-way.
- New garages should be located similarly to context.
- Accessory structures located behind front facade of the home.

### Development Features (New Development)

- Minimum of 10% open space in subdivisions.
- At least 50% of all open space should be usable.
- Grid or modified grid street layout.
- Required sidewalks along frontage of public streets.
- New streets designed for on-street parking.

### Regulation Implementation

- Utilize a zoning district, combined with specific development regulations to achieve the intent of this classification.



*Historic home west of downtown Warsaw.*



*A remodeled urban residential home west of downtown.*



*Homes with small yards and without front-facing garages tend to be classified as urban residential.*

## INSTITUTIONAL

### Purpose

- To establish areas for essential institutional uses in locations fitting of their design and intensity.

### Geographic Location

- Individual sites located throughout Warsaw, most appropriate where they best serve their clientele and have limited impact on surrounding properties.

### Land Uses

- Places of worship, school, library, and hospital.
- Federal, State and local government offices.
- Emergency service facilities.
- Uses complementary and ancillary to the primary use.

### Intensity/Density

- Context sensitive.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, High Density Residential, Institutional, Medical, Neighborhood Vitality, Community Vitality, Regional Vitality, Transitional Core, Urban Core, Industrial.
- **Conditional Fit:** Low Density Residential, Medium Density Residential, Urban Residential.

### Structure Features

- Context sensitive, especially when intense institutional uses are adjacent to single-family residential.

### Structure Orientation On Site

- Context sensitive, especially when intense institutional uses are adjacent to single-family residential.

### Development Features (New Development)

- Context sensitive.
- Required sidewalks along frontage and designed for pedestrian safety and accessibility to the building.
- Protect pre-development environmental features.
- Buffer adjacent residential development.

### Regulation Implementation

- Utilize a zoning district, combined with specific development regulations to achieve the intent of this classification.



*The First Christian Church located along S. County Farm Road.*



*Eisenhower Elementary School.*



*The Warsaw Community Public Library.*

## MEDICAL

### Purpose

- To establish an area for predominantly medical related uses.

### Geographic Location

- Located along US 30 with the hospital as the anchor for the district.

### Land Uses

- Hospital
- Medical office
- Medical testing facility
- Medical laboratory
- Physical and occupational therapy

### Intensity/Density

- Medical use's intensity is limited by the lot size, maximum impervious surface, and off-street parking requirements

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, High Density Residential, Institutional, Medical, Neighborhood Vitality, Community Vitality.
- **Conditional Fit:** Low Density Residential, Medium Density Residential, Urban Residential, Regional Vitality, Transitional Core.

### Structure Features

- Maximum 6 stories.
- Durable institutional design.
- Context sensitive materials.

### Structure Orientation On Site

- For lots adjacent to US 30 the building should be as close to the highway as possible.
- For lots adjacent to residential uses, setback buildings from those uses to allow buffering.
- For all other lots the building should be near the center of the lot.

### Development Features (New Development)

- Design access points, traffic circulation, lighting, loading areas, dumpster locations, and signs to be sensitive to adjacent single-family residential areas.

### Regulation Implementation

- Utilize a zoning district, combined with specific development regulations to achieve the intent of this classification.



*Kosciusko Community Hospital in the medical district.*



*A multiple-tenant medical facility along Provident Drive.*



*A single-tenant medical office building along Provident Drive.*

## NEIGHBORHOOD VITALITY

### Purpose

- To establish areas for mixed use development integrating residential, neighborhood-serving amenities, and neighborhood-serving commercial.

### Geographic Location

- Strategically located around Warsaw in walking or cycling proximity to suburban, urban and multiple-family residential areas.

### Land Uses

- Residential, only on upper floors.
- Live-work units.
- Community center, park, or plaza.
- Fitness center, dance studio, or exercise studio.
- Restaurant, retail, institutional, and entertainment.
- Offices and services, only on upper floors.

### Intensity/Density

- Residential density in developments should not exceed 8.0 units per acre.
- Intensity of nonresidential uses shall be strictly limited to assure sensitivity to surrounding neighborhoods.
- Maximum of 50,000 sq. ft. cumulatively on the ground floor of any district.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, High Density Residential, Institutional, Medical, Neighborhood Vitality, Community Vitality, Regional Vitality, Transitional Core, Urban Core.
- **Conditional Fit:** Low Density Residential, Medium Density Residential, Urban Residential, Industrial.

### Structure Features

- Maximum 2 stories.
- Gable and hip roofs.
- Glass-dominant ground floor facades.
- Context sensitive materials.

### Structure Orientation On Site

- Building-forward design.
- Oriented to allow buffering of adjacent residential uses.

### Development Features (New Development)

- Design traffic circulation, lighting, signs, connectivity and hours of operation to be sensitive to residential context.
- Parking predominantly in side yard or rear yard.
- Required sidewalks along frontage and designed for pedestrian safety and accessibility to the building.

### Regulation Implementation

- Utilize a zoning district, combined with specific development regulations to achieve the intent of this classification.



*This hair salon along Center Street is located within walking distance of several neighborhoods.*



*This nail and hair salon has been established within a former home, thus making it fit within the context of residential neighborhoods.*



*Warsaw Health Food is a great example of a business providing daily goods to surrounding neighborhoods.*

## COMMUNITY VITALITY

### Purpose

- To establish areas for mixed-use, community-serving commercial development.

### Geographic Location

- Most appropriate adjacent to or in close proximity to highways and arterial streets.

### Land Uses

- Predominantly retail, service, office, entertainment, restaurant, and institutional.
- Residential is allowed, but only on upper floors or part of a master planned mixed-use development.

### Intensity/Density

- Commercial intensity is limited by the lot size, maximum impervious surface, and off-street parking requirements.
- Intensity is also limited by adjacent land uses, such that businesses are sensitive to nearby residential areas.
- Residential density in developments should not exceed 12 units per acre.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, High Density Residential, Institutional, Medical, Neighborhood Vitality, Community Vitality, Regional Vitality.
- **Conditional Fit:** Low Density Residential, Medium Density Residential, Urban Residential, Transitional Core, Urban Core, Industrial.

### Structure Features

- Maximum 2 stories.
- Multiple plains for front facades greater than 150 feet in length.

### Structure Orientation On Site

- Building envelope is near the center of the lot.

### Development Features (New Development)

- Design access points, traffic circulation, lighting, loading areas, dumpster locations, and signs to be sensitive to adjacent single-family residential areas.

### Regulation Implementation

- Utilize a zoning district, combined with specific development regulations to achieve the intent of this classification.



*Car wash along N. Detroit Street.*



*This hardware store provides products and services to Warsaw residents.*



*Community Vitality includes strip centers and destination retail operations like this Auto Zone.*

## REGIONAL VITALITY

### Purpose

- To establish areas for mixed-use, region-serving commercial development.

### Geographic Location

- Most appropriate adjacent to or in close proximity to highways and major arterial streets, at points where ingress and egress are available and safe.

### Land Uses

- Predominantly large-scale retail, entertainment, hotels and restaurants.
- Office and financial institutions uses are allowed, but only on in upper floors or in secondary locations within the development.

### Intensity/Density

- Commercial intensity is limited only by the lot size, maximum impervious surface, and off-street parking requirements.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, High Density Residential, Institutional, Neighborhood Vitality, Community Vitality, Regional Vitality.
- **Conditional Fit:** Medium Density Residential, Urban Residential, Medical.

### Structure Features

- Maximum 4 stories.
- Multiple plains for front facades greater than 150 feet in length.

### Structure Orientation On Site

- Building envelope is near the center of the lot or toward the rear of the lot.

### Development Features (New Development)

- Large scale developments may have outlots for complementary uses.
- Design access points, traffic circulation, lighting, loading areas, dumpster locations, and signs to be sensitive to adjacent single-family residential areas.

### Regulation Implementation

- Utilize a zoning district, combined with specific development regulations to achieve the intent of this classification.



*Meijer along US 30.*



*Kohl's Shopping Center along N. Detroit Street.*



*New car dealerships provide products and services to a large geographic region.*

## TRANSITIONAL CORE

### Purpose

- To help areas on the fringe of the Urban Core to transition toward an urban environment, thus allowing sensitive transition from typically single-use areas to the mixed-use urban core.

### Geographic Location

- Exclusively utilized on the fringe of Warsaw's downtown.

### Land Uses

- Single-family residential, two-family residential conversions, live-work units, low intensity retail, small scale restaurant, office and professional services, and institutional uses.

### Intensity/Density

- Commercial intensity is limited by the lot size and parking availability.
- Residential density is limited by the original platted lot sizes and the applicable development regulations for those lots.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, Urban Residential, Institutional, Neighborhood Vitality, Transitional Core, Urban Core.
- **Conditional Fit:** High Density Residential, Medical, Community Vitality, Industrial.

### Structure Features

- Maximum 2½ stories for single-family residential structures.
- Maximum 3 stories for all other uses.
- Pitched roofs for all single-family and two-family residential structures and pitched or flat roofs for all other uses.
- Either maintain residential character of previously single-family structures, or construction of new commercial structures on previously residential lots.
- New buildings must have quality architectural features and massing similar to or complementary of adjacent structures.

### Structure Orientation On Site

- Building envelope is near the center of the lot.

### Development Features

- Not applicable.

### Regulation Implementation

- Utilize a zoning district, combined with specific development regulations to achieve the intent of this classification.



*This historic home converted to a law offices is a great example of transitional core.*



*This converted home is on the fringe of the urban core of the downtown and provides a nice transition to adjacent neighborhoods.*



*This building serves as a transition from urban core to neighborhoods to the east of downtown Warsaw.*

## URBAN CORE

### Purpose

- To establish an intense mixed-use urban center for civic gathering, and mixed-uses.

### Geographic Location

- Exclusively utilized for Warsaw's downtown.

### Land Uses

- **Ground Floor:** Primarily retail, entertainment, and restaurant. Secondly service, office, and institutional.
- Upper Floor(s): Residential, office, entertainment, and restaurant uses.

### Intensity/Density

- Commercial intensity is limited by the lot size and maximum building height.
- Residential density is limited by the lot size and maximum building height.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, Urban Residential, Institutional, Neighborhood Vitality, Transitional Core, Urban Core.
- **Conditional Fit:** High Density Residential, Community Vitality.

### Structure Features

- Minimum 2 stories and maximum 5 stories.
- Flat roofs.
- Glass-dominant ground floor facades.
- New buildings must have architectural features, horizontal elements, window sizes, and massing similar to historic buildings in the downtown.

### Structure Orientation On Site

- Buildings allowed to be built to the property line.
- A maximum of 5 stories built at the right-of-way with all other facades stepped back to transition to neighboring, lesser-story structures or lesser classifications.

### Development Features

- At least 70% of the front facade must be built to the right-of-way.
- Outdoor seating for food services is encouraged when possible.
- Outdoor storage is prohibited.
- Parking is generally provided off-site in parking facilities and on-street.

### Regulation Implementation

- Utilize a zoning district, combined with specific development regulations to achieve the intent of this classification.



*The Little Crow building is part of the urban core for downtown Warsaw.*



*The newly renovated City Hall is a great example of urban core form and use.*



*The banking industry provides employee base in the downtown, thus supporting the many restaurants and retail establishments.*

## INDUSTRIAL

### Purpose

- To establish areas for utility facilities, industrial employment, warehousing, operations, and for complementary uses.

### Geographic Location

- Near highways and arterials with accessibility for heavy and frequent trucks.
- Large tracts on the outskirts of the City.

### Land Uses

- Manufacturing and assembly.
- Warehousing and distribution.
- Construction trades.
- Science and technology based companies.
- Utility substations.

### Intensity/Density

- Industrial intensity is limited only by the lot size, maximum building envelope, maximum impervious surface, and on-site parking requirements.

### Appropriate Adjacent Classifications

- **Best Fit:** Conservation, Parks and Recreation, Institutional, Industrial.
- **Conditional Fit:** High Density Residential, Urban Residential, Neighborhood Vitality, Community Vitality, Transitional Core.

### Structure Features

- Maximum 2 stories of occupied floors.
- Structural features should not exceed 100 feet.
- Encourage facades that face highways or arterials to be aesthetically pleasing.

### Structure Orientation On Site

- Building should be located toward highway or arterial right of ways to allow loading, parking, outdoor storage and other features of industrial facilities to be on less conspicuous sides of the building.

### Development Features

- Outdoor storage should be screened when visible from a highway or arterial.
- Accessibility should be designed well to prevent congestion, assure turning movements are safe, and truck and car movement are separated when possible.

### Regulation Implementation

- Utilize one or more zoning districts, combined with specific development regulations to achieve the intent of this classification.



*Numerous small industrial facilities are located south of the airport and provide job opportunities and strengthen the City's tax base.*



*In recent years more industrial uses are locating along US 30. Winona PVD Coatings is one good example of this growth corridor.*



*Zimmer has been a long-standing business in Warsaw and provides high-skilled jobs for the City's talented workforce.*

## APPROPRIATE ADJACENT LAND CLASSIFICATIONS TABLE

The below table provides a quick reference for determining land classification compatibility. The information in this table mirrors the content in each of the land classification descriptions on the previous pages. “B” stands for Best Fit and “C” stands for Conditional Fit, meaning it is appropriate only when potential conflicts or impacts are mitigated by good design, adequate separation, landscape buffering, or other means.

## LAND CLASSIFICATION MAP DESCRIPTION

The Land Classification Map on the following page communicates the desired distribution of the described land classifications. This distribution to the City’s planning jurisdiction (and potential annexation areas) will help manage land use, improve community form, avoid conflicts, and improve connectivity and quality of life.

Specifically, the map depicts the community’s land use and development form goals (land classifications) in a conceptual manner. It should not be construed as representing the precise location of land classifications. Instead, it should be used as a basis for support or influence when considering land use and/or development form decisions and zoning map changes.

The Land Classification Map does not establish the right to a certain density or intensity. The Warsaw Comprehensive Plan is instead a broad-brush approach to future land planning. Each development proposal should be reviewed based on of all sections and policies within the Warsaw Comprehensive Plan.

**Appropriate Adjacent Land Classifications Table**

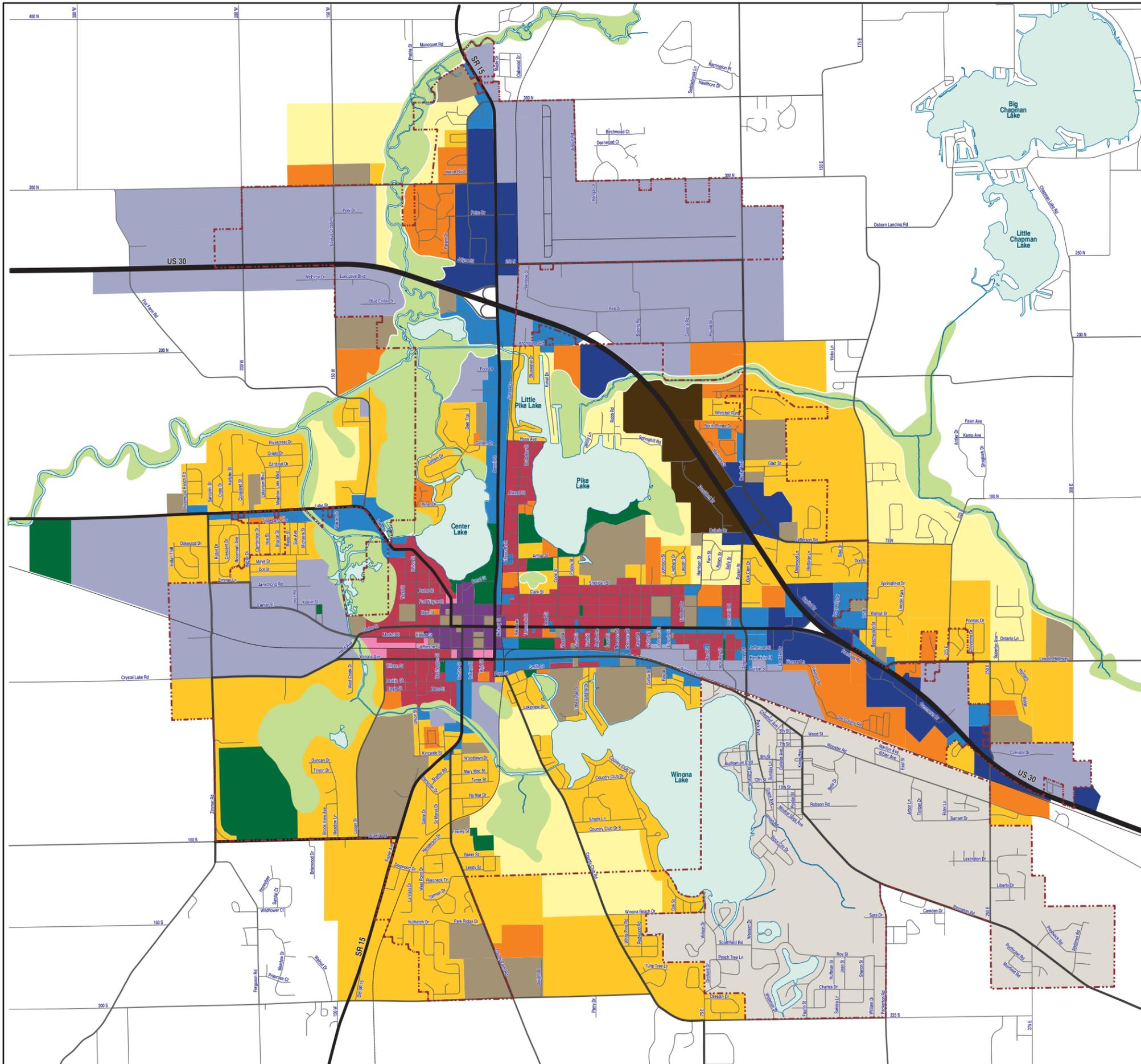
	Conservation	Parks and Recreation	Low Density Residential	Medium Density Residential	High Density Residential	Urban Residential	Institutional	Medical	Neighborhood Vitality	Community Vitality	Regional Vitality	Transitional Core	Urban Core	Industrial Node
Conservation	B	B	B	B	B	B	B	B	B	B	B	B	B	B
Parks and Recreation	B	B	B	B	B	B	B	B	B	B	B	B	B	B
Low Density Residential	B	B	B	B	C	C	C	C	C	C				
Medium Density Residential	B	B	B	B	B	B	C	C	C	C	C			
High Density Residential	B	B	C	B	B	C	B	B	B	B	B	C	C	C
Urban Residential	B	B	C	B	C	B	C	C	C	C	C	B	B	C
Institutional	B	B	C	C	B	C	B	B	B	B	B	B	B	B
Medical	B	B	C	C	B	C	B	B	B	B	C	C		
Neighborhood Vitality	B	B	C	C	B	C	B	B	B	B	B	B	B	C
Community Vitality	B	B	C	C	B	C	B	B	B	B	B	C	C	C
Regional Vitality	B	B		C	B	C	B	C	B	B	B			
Transitional Core	B	B			C	B	B	C	B	C		B	B	C
Urban Core	B	B			C	B	B		B	C		B	B	
Industrial	B	B			C	C	B		C	C		C		B

B = Best Fit : C = Conditional Fit

# Land Classification Plan Map Warsaw, Indiana

## MAP LEGEND

- Conservation
- Parks and Recreation
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Urban Residential
- Institutional
- Medical
- Neighborhood Vitality
- Community Vitality
- Regional Vitality
- Transitional Core
- Urban Core
- Industrial
- Warsaw Jurisdiction
- Winona Lake Jurisdiction
- Lake
- Railroad



Last Revised: August 27, 2014



# WARSAW

## Comprehensive Plan



# Part 4

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page 2

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Community Profile  
page 6

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page 12

PART 3:  
Land Classification Plan  
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**PART 4:**  
**Transportation Plan**  
page 48

PART 5:  
Sub-area Plans  
page 74



## TRANSPORTATION PLAN INTRODUCTION

*Part 4: Transportation Plan* includes a plan for vehicles, bikes, pedestrians, and mass transportation. The City of Warsaw recognizes that providing and improving multiple modes of transportation is essential for its future growth and desirability.

It is important to note that in 2013, the City was designated a “Bike-Friendly Community” by the League of American Bicyclists. This designation was granted after several years of focused effort by the City and reflects the desire of the public and business community to install bike facilities and to accommodate cyclist safely into the transportation system. Additionally, the community-wide survey conducted for the Comprehensive Plan confirmed the public’s interest in bike and pedestrian facilities. The City also recognizes national statistics and information that indicate that people, especially younger generations, desire alternative modes of transportation (i.e. everything except cars on streets) due to environmental, health, and quality of life benefits.

In recognition of the above mentioned accomplishments and trends, Warsaw’s Comprehensive Plan will be the first in the City’s history to be inclusive of all mainstream transportation modes. The purpose of recognizing and planning for alternative modes of transportation is to complement traditional vehicular transportation, not to replace it as the primary mode of transportation.

To address each mode of transportation, this Part is divided into the following three sections:

1. *Thoroughfare Plan*..... pg 49
2. *Bike and Pedestrian Plan* ..... pg 59
3. *Passenger Rail Plan*..... pg 69

### **Thoroughfare Plan**

The Thoroughfare Plan establishes and describes the desired street classifications. It also establishes the Thoroughfare Plan Map which applies those street classifications to every street in Warsaw’s planning jurisdiction. The Thoroughfare Plan Map represents a strategy to optimize the effectiveness of the City’s streets, to improve safety, and to mitigate congestion. Although most elements of a Comprehensive Plan are planning for the next 10 years, this element is intentionally planning for the next 25 to 50 years.

### **Bike and Pedestrian Facility Plan**

The Bike and Pedestrian Facility Plan establishes and describes the primary facilities used for bike and pedestrian movement. This section also includes the Bike and Pedestrian Facility Plan Map which denotes conceptually where each type of facility is intended to be installed or maintained to achieve effective connectivity. Although primarily designed for transportation purposes, the bike

and pedestrian plan does take into consideration recreation, tourism and fitness as additional and important purposes for these facilities.

### **Passenger Rail Plan**

The Passenger Rail Plan describes a passenger rail service opportunity that the City is striving to accomplish in conjunction with many other communities. This concept is still in the early planning stages, so this section provides the information known today and the vision for such a system in the future.

## THOROUGHFARE PLAN

The City's Thoroughfare Plan focuses on facilities for motor vehicles primarily, but does take into consideration the right-of-way necessary to accommodate pedestrian and bike facilities. The following section outlines the established Street Classifications for the City of Warsaw.

### Street Classifications and Descriptions

See the corresponding page number for each of the following Street Classifications to read a detailed description:

1. *Major Arterial Street*..... pg 50
2. *Minor Arterial Street*..... pg 51
3. *Major Collector Street*..... pg 52
4. *Minor Collector Street*..... pg 53
5. *Local Street* ..... pg 54

### Section Hierarchy for Each Street Classification

Each of the Street Classifications listed above has a page dedicated to describing how it can be used to safely accommodate vehicular traffic and how it fits into the overall transportation system in the City. The following headings and corresponding descriptions are used to convey the essence of each Street Classification:

**General Description Heading:** Gives a brief description of why the street classification has been established.

**Street Features Heading:** Conveys the primary design standards that make each Street Classification unique. The standards include: minimum right-of-way, maximum number of lanes, minimum lane widths, curb requirements, pedestrian facilities, minimum pedestrian facility width, bike facilities, minimum bike facility width, on-street parking, minimum tree lawn, and street tree requirements.

**Typical Cross Section Heading:** References a typical cross section illustration of the street classification. The illustration is intended to portray a typical version of the street, but not the only version. When applied in the real world, variations in the design may be necessary to fit into the context.

**Design Priorities Heading:** During the design phase of all street improvement projects, decisions have to be made to best meet budgetary constraints, timelines, funding cycles, physical constraints, and political constraints. This section communicates the primary and secondary priorities for each street classification. Primary priorities are those that should be the highest priority in design decisions. Secondary priorities are those that may be considered less important, unnecessary, or to be pushed of to a future phase of the project.

**Traffic Management Options Heading:** Describes vehicular traffic management options to consider when improving a street. The options listed are intended to identify the most appropriate means to mitigate congestion, slow traffic (if appropriate), increase traffic efficiency (when appropriate), and improve safety.

**Traffic Calming Options Heading:** Describes means to slow vehicular traffic in areas where the contextual land uses or concern for safety deems it necessary. The options listed are intended to identify the most appropriate methods to slow traffic and to alert drivers to their surroundings.

### Essential Utilities

In addition to transportation facilities the public rights-of-way can include above and below grade public utilities. To accommodate these utilities, the street cross sections shown in Part 4 may be offset to accommodate a utility strip along one side of the right-of-way.

## MAJOR ARTERIAL STREET

### General Description

Major Arterials are designed to carry very heavy volumes of traffic through the City and to major destinations out of the City. Generally, Major Arterials are used to mitigate congestion and to quickly and safely convey traffic.

### Street Features

- **Minimum Right-of-Way:** 120 feet in non-urban areas and 90 feet in urban areas
- **Maximum Number of Lanes:** 4 lanes plus optional shared turning lane in areas with numerous curb cuts
- **Minimum Lane Width:** 11.5 feet in non-urban areas and 11 feet in urban areas
- **Curbs:** Required
- **Pedestrian Facilities:** Sidewalks are required in all urban areas and when identified on the Bike and Pedestrian Plan
- **Minimum Pedestrian Facility Width:** 8 feet
- **Bike Facilities:** Bike lanes are required when identified on the Bike and Pedestrian Plan
- **Bike Facility Width:** 5 feet
- **On-Street Parking:** Not Permitted, except in the urban core of the City (8 feet per side)
- **Minimum Tree Lawn:** 8 feet
- **Street Trees:** Canopy trees are required in the tree lawn or outside of the sidewalks

### Typical Cross Section

See illustration below

### Primary Design Priorities Within Right-of-Way

- Width of travel lanes
- Intersection safety and turn radius
- Vertical and horizontal alignment
- Drainage and stormwater management
- Bike and pedestrian safety at crossings
- Bike and pedestrian facilities when identified on the Bike and Pedestrian Plan

### Secondary Design Priorities Within Right-of-Way

- Sensitive to adjacent land uses
- Street trees
- Tree lawn widths

### Traffic Management Options

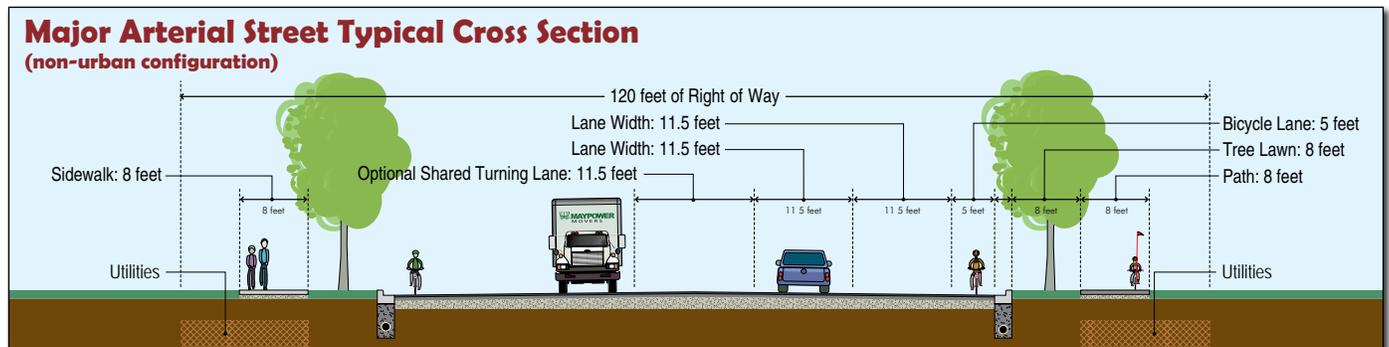
- Defined turn lanes at intersections
- Shared turning lane in areas with numerous curb cuts
- Acceleration and deceleration lanes at major entrances
- Grade separation at railroads and highways
- Interchange ramps at highways
- Clear way-finding and information signs

### Traffic Calming Options

- Not applicable



Center Street looking west.



## MINOR ARTERIAL STREET

### General Description

Minor Arterials are designed to carry heavy volumes of traffic through the City and to destinations out of the City. Minor Arterials primarily connect Collector Streets with Major Arterials and Highways.

### Street Features

- **Minimum Right-of-Way:** 100 feet in non-urban areas and 80 feet in urban areas
- **Maximum Number of Lanes:** 4 lanes
- **Minimum Lane Width:** 11 feet in non-urban areas and 10.5 feet in urban areas
- **Curbs:** Required
- **Pedestrian Facilities:** Sidewalks are required in all urban areas and when identified on the Bike and Pedestrian Plan
- **Minimum Pedestrian Facility Width:** 8 feet
- **Bike Facilities:** Bike lanes are required when identified on the Bike and Pedestrian Plan
- **Bike Facility Width:** 5 feet
- **On-Street Parking:** Not Permitted, except in the urban core of the City (8 feet per side)
- **Minimum Tree Lawn:** 8 feet
- **Street Trees:** Canopy trees are required in the tree lawn or outside of the sidewalks

### Typical Cross Section

See illustration below

### Primary Design Priorities Within Right-of-Way

- Width of travel lanes
- Intersection safety and turn radius
- Drainage and stormwater management
- Bike and pedestrian safety at crossings
- Bike and pedestrian facilities when identified on the Bike and Pedestrian Plan

### Secondary Design Priorities Within Right-of-Way

- Sensitive to adjacent land uses
- Street trees
- Tree lawn widths
- Vertical and horizontal alignment

### Traffic Management Options

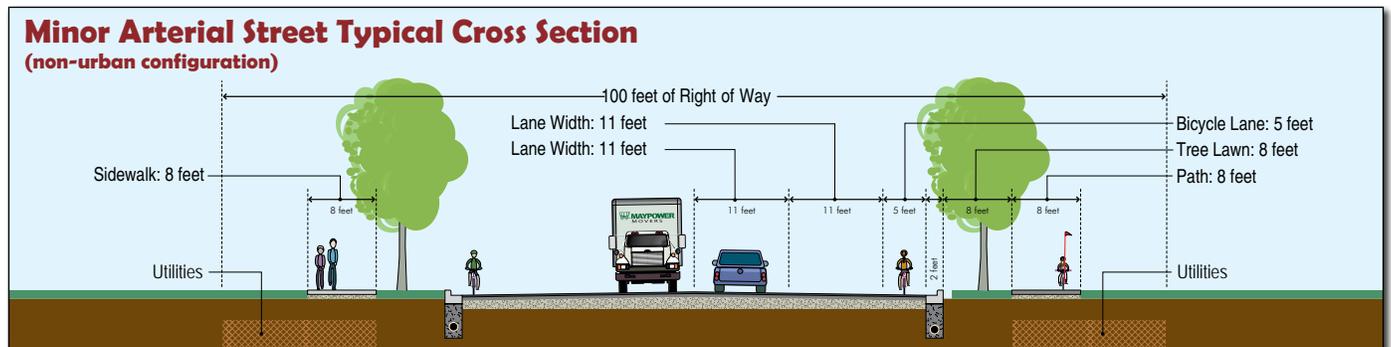
- Defined turn lanes at major intersections
- Acceleration and deceleration lanes at major entrances
- Clear way-finding and information signs

### Traffic Calming Options

- Change of paving surface at intersections
- Narrowing of lane widths with the utilization of straight curbs
- Caution signs
- Reduction of speed limits



Winona Avenue looking east.



## MAJOR COLLECTOR STREET

### General Description

A Major Collector Street is designed to carry moderate volumes of traffic throughout the City. These streets primarily provide a secondary level of connectivity and serve to connect Local Streets with Arterial Streets.

### Street Features

- **Minimum Right-of-Way:** 90 feet in non-urban areas and 66 feet in urban areas
- **Maximum Number of Lanes:** 2 lanes
- **Minimum Lane Width:** 10.5 feet in non-urban areas and 10 feet in urban areas
- **Curbs:** Required
- **Pedestrian Facilities:** Sidewalks are required along all Major Collectors within City limits
- **Minimum Pedestrian Facility Width:** 6 feet
- **Bike Facilities:** Bike lanes are required when identified on the Bike and Pedestrian Plan
- **Bike Facility Width:** 5 feet
- **On-Street Parking:** Permitted in urban areas, encouraged in the core of the City (8 feet per side)
- **Minimum Tree Lawn:** 6 feet
- **Street Trees:** Trees are required in tree lawn

### Typical Cross Section

See illustration below

### Primary Design Priorities Within Right-of-Way

- Width of travel lanes
- Intersection safety and turn radius
- Drainage and stormwater management
- Bike and pedestrian safety at crossings
- Bike and pedestrian facilities when identified on the Bike and Pedestrian Plan
- Sensitive to adjacent land uses

### Secondary Design Priorities Within Right-of-Way

- Street trees
- On-street parking
- Tree lawn widths
- Vertical and horizontal alignment

### Traffic Management Options

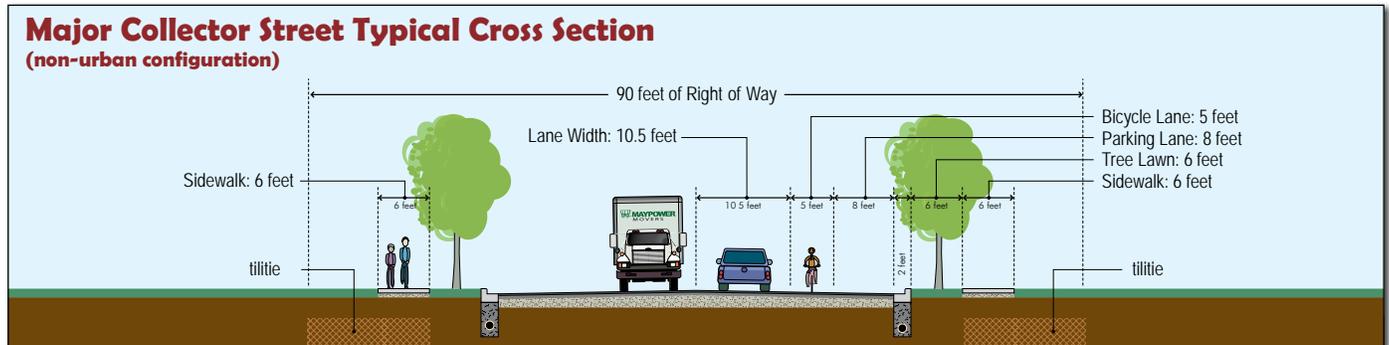
- Roundabouts
- Defined turn lanes at major intersections
- Acceleration and deceleration lanes at major entrances
- Clear way-finding and information signs
- Bump-outs (curbs) at intersections

### Traffic Calming Options

- Change of paving surface at intersections
- Narrowing of lane widths with the utilization of straight curbs
- Caution signs
- Reduction of speed limits
- Bike lanes



Patterson Street looking east.



## MINOR COLLECTOR STREET

### General Description

A Minor Collector Street is designed to carry moderate to low volumes of traffic in subdistricts of the City. These streets primarily provide a secondary level of connectivity and serve to connect Local Streets with Major Collectors and Arterial Streets.

### Street Features

- **Minimum Right-of-Way:** 80 feet in non-urban areas and 60 feet in urban areas
- **Maximum Number of Lanes:** 2 lanes
- **Minimum Lane Width:** 10 feet in non-urban areas and 9.5 feet in urban areas
- **Curbs:** Required
- **Pedestrian Facilities:** Sidewalks are necessary along all Minor Collectors within City limits
- **Minimum Pedestrian Facility Width:** 6 feet
- **Bike Facilities:** Bike lanes are required when identified on the Bike and Pedestrian Plan
- **Bike Facility Width:** 5 feet
- **On-Street Parking:** Permitted in urban areas, encouraged in the core of the City (7 feet per side)
- **Minimum Tree Lawn:** 6 feet
- **Street Trees:** Trees are required in tree lawn

### Typical Cross Section

See illustration below

### Primary Design Priorities Within Right-of-Way

- Sensitive to adjacent land uses
- Bike and pedestrian safety at crossings
- Bike and pedestrian facilities when identified on the Bike and Pedestrian Plan
- Tree lawn widths
- Street trees

### Secondary Design Priorities Within Right-of-Way

- Drainage and stormwater management
- Intersection safety and turn radius
- Width of travel lanes
- On-street parking
- Vertical and horizontal alignment

### Traffic Management Options

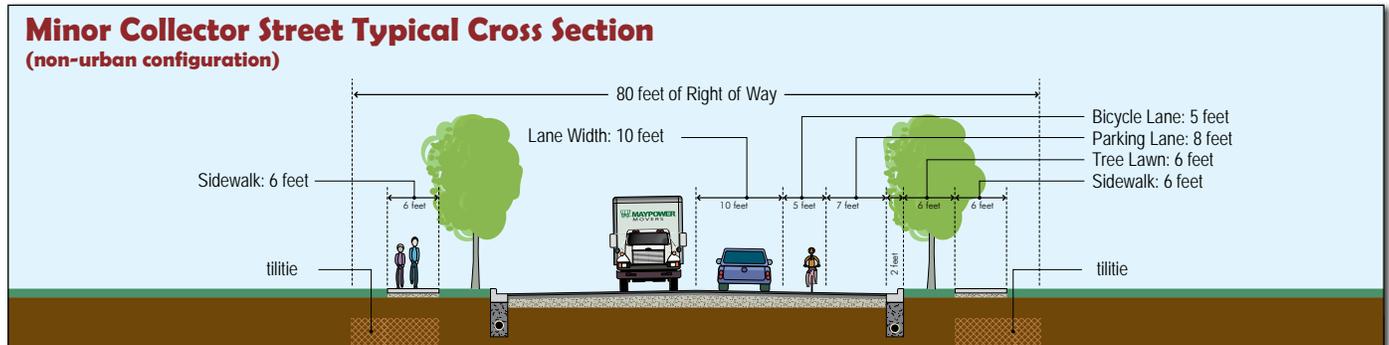
- Roundabouts
- Clear way-finding and information signs
- Bump-outs (curbs) at intersections

### Traffic Calming Options

- Narrowing of lane widths with the utilization of straight curbs
- Reducing shoulder of roadway
- Reduction of speed limits
- Slight change in horizontal alignment of street



Harrison Street looking south.



## LOCAL STREET

### General Description

A Local Street is designed to carry low to very low volumes of traffic throughout neighborhoods and non-residential developments. Generally, a Local Street is designed to provide access to platted residential lots and small scale non-residential properties. Local Streets may include non-through streets.

### Street Features

- **Minimum Right-of-Way:** 60 feet
- **Maximum Number of Lanes:** 2 lanes
- **Minimum Lane Width:** 9.5 feet in non-urban areas and 9 feet in urban areas
- **Curbs:** Required
- **Pedestrian Facilities:** Sidewalks are required in all residential subdivisions and internally within commercial development, especially connections to perimeter streets
- **Minimum Pedestrian Facility Width:** 5 feet
- **Bike Facilities:** Bike lanes are required when identified on the Bike and Pedestrian Plan
- **Bike Facility Width:** 5 feet
- **On-Street Parking:** Permitted (7 feet per side)
- **Minimum Tree Lawn:** 6 feet
- **Street Trees:** Trees are required in tree lawn

### Typical Cross Section

See illustration below

### Primary Design Priorities Within Right-of-Way

- Sensitive to adjacent land uses
- Bike and pedestrian safety at crossings
- Bike and pedestrian facilities
- Tree lawn widths
- Street trees

### Secondary Design Priorities Within Right-of-Way

- Drainage and stormwater management
- Intersection safety and turn radius
- Width of travel lanes
- On-street parking

### Traffic Management Options

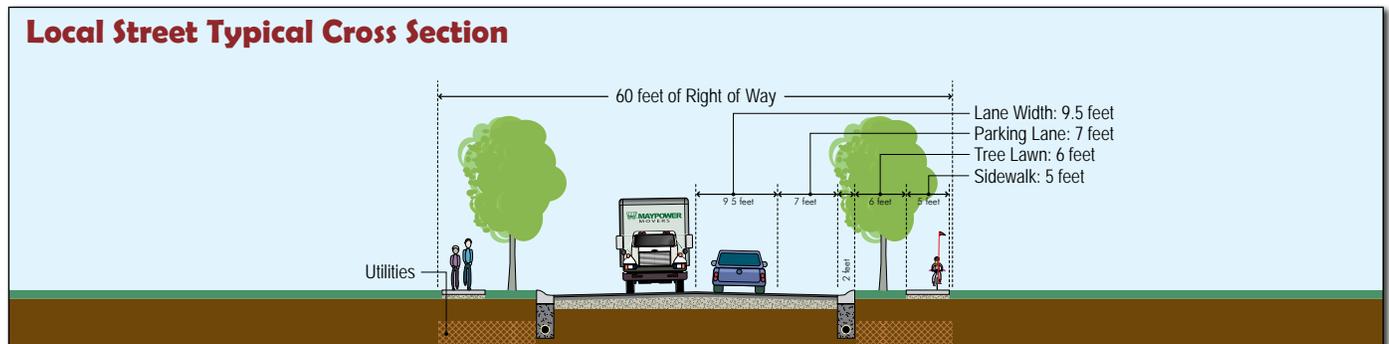
- Roundabouts
- Clear way-finding and information signs
- Bump-outs (curbs) at intersections

### Traffic Calming Options

- Narrowing of lane widths with the utilization of straight curbs
- Speed humps or dips
- Reduction of speed limits
- Utilizing curved street design



Sheridan Street looking west.



## STREET CLASSIFICATION COMPARISON

The below table provides a quick reference for comparing the different Street Classifications. The information in the below table mirrors the content in each of the Street Classification descriptions on the previous pages. However, it does not include all the information on previous pages, just the main street features.

## THOROUGHFARE PLAN MAP DESCRIPTION

The Thoroughfare Plan Map (on page 57) applies one of the established Street Classifications (from the previous pages) to every street in Warsaw’s planning jurisdiction. The applied Street Classification represents the desired street configuration which is planned to evolve to that configuration, or something similar, over the course of 25 to 50 years. The Street Classifications are not intended to reflect the street facility as it currently exists.

The Thoroughfare Plan Map also denotes where new streets are necessary to fulfill the Warsaw Comprehensive Plan’s principles and goals. These new streets should be viewed as mandatory when land is being developed adjacent to or inclusive of the new street’s proposed location, resulting in the necessary right-of-way being set aside and left undeveloped.

See the Bike and Pedestrian Plan for non-vehicular facility descriptions and its associated map.

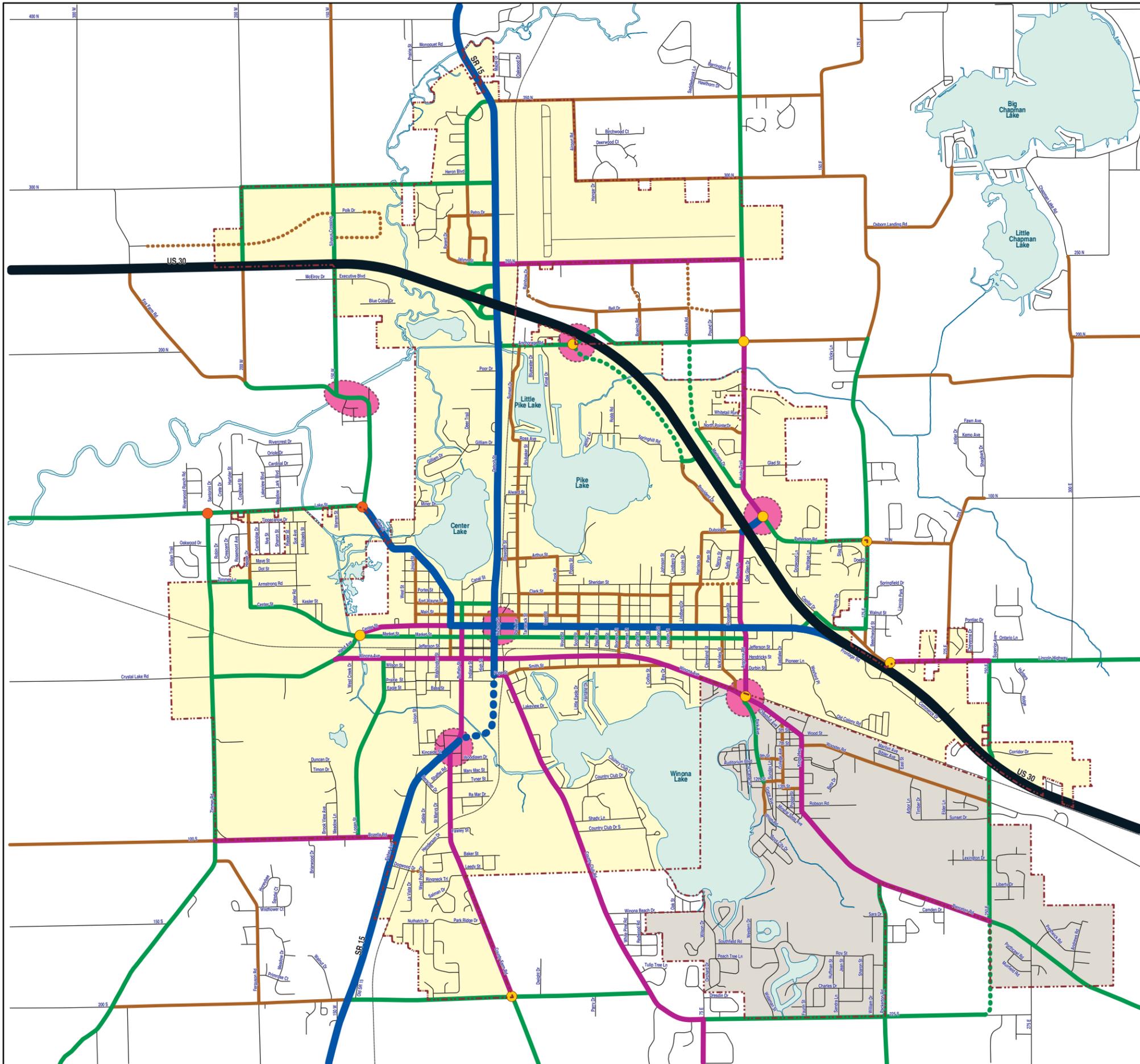
Street Classification	Typical Right-of-Way	Typical Number of Lanes	Typical Lane Widths	Sidewalk Width	On-Street Parking (Minimum Width for Each Side)	Minimum Tree Lawn	Street Trees
<b>Major Arterial Street</b>	120 feet	4	11.5 feet	8	Only in urban core (8 feet)	8'	Required
<b>Minor Arterial Street</b>	100 feet	4	11 feet	8	Only in urban core (8 feet)	8'	Required
<b>Major Collector Street</b>	90 feet	2	10.5 feet	6	Optional in urban areas (8')	6'	Required
<b>Minor Collector Street</b>	80 feet	2	10 feet	6	Optional in urban areas (7')	6'	Required
<b>Local Street</b>	60 feet	2	9.5 feet	5	Optional on one or both sides (7')	5'	Required



# Thoroughfare Plan Map Warsaw, Indiana

## MAP LEGEND

-  Limited Access Highway
-  Major Arterial
-  Minor Arterial
-  Major Collector
-  Minor Collector
-  Local Street
-  Existing Roundabout
-  Proposed Roundabout
-  Priority Improvement Area
-  Municipal Jurisdiction
-  Winona Lake Jurisdiction
-  Lake
-  Railroad



Last Revised: August 27, 2014



## BIKE AND PEDESTRIAN PLAN

The City’s Bike and Pedestrian Plan focuses on facilities for non-motorized transportation. One primary purpose for these facilities is to provide an alternative for people to get to where they are going without using their vehicles (i.e. for commuting or visiting friends nearby). As a result, bike and pedestrian facilities help mitigate traffic throughout the City while improving the health of residents. Another primary purpose for bike and pedestrian facilities is to provide a means for people who cannot drive vehicles (e.g. youth, vision impaired, and seniors) to safely get to local destinations. For this reason, all bike and pedestrian facilities are intended to accommodate all handicap accessible devices.

The secondary purpose for bike and pedestrian facilities is fitness training and general recreation. People desirous of a healthy life-style need facilities to safely walk, run, skate/blade, or cycle. The City of Warsaw realizes not all bike and pedestrian facilities are designed for all types of fitness activities (e.g. fitness cycling is not appropriate on sidewalks). Therefore, multiple bike and pedestrian facilities may be necessary in the same right-of-way to accommodate different activities.

### Bike and Pedestrian Facility Classifications and Descriptions

The following bike and pedestrian facility classifications are used on the Bike and Pedestrian Plan Map:

1. Residential Sidewalk ..... pg 60
2. Urban Residential Sidewalk..... pg 61
3. Urban Commercial Sidewalk ..... pg 62
4. Side Path ..... pg 63
5. On-Street Bike Lane ..... pg 64
6. Off-Street Trail ..... pg 65

Each of the bike and pedestrian facility classifications listed above has a page dedicated to describing how it can be used to convey bike and pedestrian traffic and how it fits into the fabric of the City. Further, the following headings are used, as described below, to convey the essence of each bike and pedestrian facility classification:

**“General Description” Heading:** This section gives the reader a brief description of why the bike and pedestrian facility classification has been established.

**“Bike and Pedestrian Facility Features” Heading :** This section conveys the primary design standards that make each bike and pedestrian facility classification unique. The standards include: right-of-way, minimum facility width, construction material, joints, obstructions, and street separation.

**“Image Example” Heading:** This section references images of the bike and pedestrian facility classification being described. The images are intended to portray some of the best examples available in Warsaw, but might not represent the purest intent of the facility. When applied in the real world, variations in the design may also be necessary to adjust to the context.

**“Design Priorities” Heading:** During the design phase of all bike and pedestrian facility improvements, decisions have to be made to best meet budgetary constraints, timelines, funding cycles, physical constraints, and public desires. This section communicates the primary and secondary priorities for each bike and pedestrian facility classification. Primary priorities are those that should not be foregone in design decisions. Secondary priorities are those that can be considered for compromise, non-inclusion, or later phases.

**“Safety Enhancements” Heading:** This section describes bike and pedestrian safety options to consider when installing or improving a facility. The enhancements listed are intended to identify the most appropriate for the subject facility.

## RESIDENTIAL SIDEWALK

### General Description

A Residential Sidewalk is designed to accommodate the following type of pedestrian activities in suburban neighborhoods:

- commuting
- walking
- exercise
- pushing strollers
- children's recreation

Generally, Residential Sidewalks provide connectivity from home to home and linkages to bike and pedestrian facilities along perimeter roads (e.g. Side Paths).

### Facility Features

- **Right-of-Way:** Fully within a public right-of-way
- **Minimum Facility Width:** 5 feet
- **Construction Material:** Concrete
- **Joints:** Saw-cut preferred, tooled is permitted
- **Obstructions:** None allowed
- **Street Separation:** 5 to 6-foot Tree Lawn is required

### Image Example

See images in right column.

### Design Priorities

- **Primary Priorities:**
  - Reinforcing neighborhood needs
  - ADA compliance especially at intersections
  - Unobstructed by vegetation or utilities
- **Secondary Priorities:**
  - Avoid steep slopes
  - Avoid sharp or unnecessary curvature of alignment

### Safety Enhancements

- Striped or otherwise marked crosswalks
- Change in pavement material at corners
- Saw-cut joints
- Tree canopy trimmed to give at least 7 feet of clearance
- Down lighting



*A newly installed residential sidewalk along Blue Heron Court.*



*Another sidewalk along Cherry. The tree plot between the sidewalk and street provides space for street trees and the occasional "for sale" sign.*

## URBAN RESIDENTIAL SIDEWALK

### General Description

An Urban Residential Sidewalk is designed to accommodate the following type of pedestrian activities in urban neighborhoods:

- commuting
- walking
- exercise
- pushing strollers
- children's recreation

Generally, Urban Residential Sidewalks provide connectivity from home to home and linkages to bike and pedestrian facilities along perimeter roads (e.g. Side Paths) or Urban Commercial Sidewalks.

Because separation from the street is preferred, this type of facility is not encouraged in new subdivisions or developments.

### Facility Features

- **Right-of-Way:** Fully within a public right-of-way
- **Minimum Facility Width:** 6 feet
- **Construction Material:** Concrete, brick or hardscape pavers
- **Joints:** Not applicable, but saw-cut is preferred for concrete sidewalks
- **Obstructions:** Street lights, street signs, and trees may be located in the sidewalk as long as 5 feet of clear-way is maintained in all instances
- **Street Separation:** Not required

### Image Example

See images in right column.

### Design Priorities

- **Primary Priorities:**
  - Reinforcing neighborhood character
  - ADA compliance at intersections
  - Street trees
- **Secondary Priorities:**
  - Unobstructed by vegetation or utilities
  - Avoid steep slopes
  - Avoid unnecessary curvature of alignment

### Safety Enhancements

- Striped or otherwise marked crosswalks
- Change in pavement material at corners
- Saw-cut joints
- Tree canopy trimmed to give at least 7 feet of clearance
- Down lighting



*Several streets in the historic areas west of downtown have urban sidewalks allowing larger front yards.*



*On-street parking is common along urban sidewalks and provides a buffer between the travel lanes and the pedestrian.*

## URBAN COMMERCIAL SIDEWALK

### General Description

An Urban Commercial Sidewalk is designed to accommodate the following type of pedestrian activities in urban settings:

- commuting
- walking
- non-bicycle exercise
- sitting on benches
- outdoor dining
- pushing strollers

Generally, Urban Commercial Sidewalks provide connectivity from business to business and linkages to other pedestrian facilities along perimeter roads (e.g. Side Paths) or Urban Residential Sidewalks.

### Facility Features

- **Right-of-Way:** Fully within a public right-of-way
- **Minimum Facility Width:** 10 feet, 12 feet preferred
- **Construction Material:** Concrete, brick or hardscape pavers
- **Joints:** Not applicable, but saw-cut is preferred for concrete sidewalks
- **Obstructions:** Street lights, street signs, planters, trees, public art, and seating may be located on the sidewalk as long as 5 feet of clear-way is maintained in all sections
- **Street Separation:** Not required

### Image Example

See images in right column.

### Design Priorities

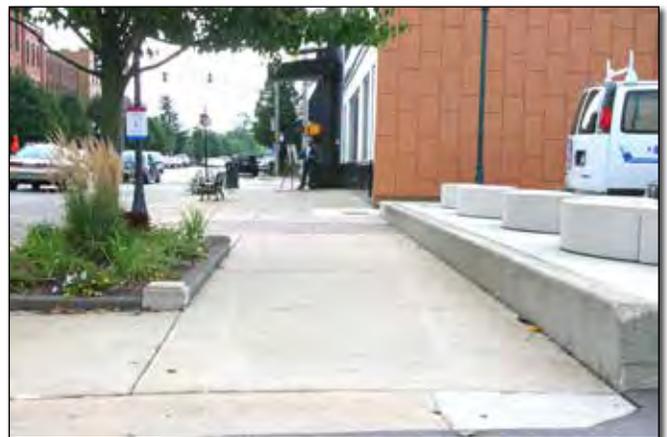
- **Primary Priorities:**
  - Reinforcing commercial character
  - ADA compliance at intersections
  - Variation in construction materials
  - Street trees
- **Secondary Priorities:**
  - Unobstructed by vegetation or utilities
  - Avoid steep slopes

### Safety Enhancements

- Striped or otherwise marked crosswalks
- Change in pavement material at corners
- Saw-cut joints
- Tree canopy trimmed to give at least 7 feet of clearance
- Down lighting
- Tabled (raised) crosswalks



*The sidewalks around the courthouse square are excellent examples of urban commercial sidewalks.*



*Street trees and park benches are easily accommodated in the wide sidewalks along urban commercial sidewalks.*

## SIDE PATH

### General Description

A Side Path is designed to accommodate the following type of bike and pedestrian activities along collector, parkway and arterial streets:

- walking
- jogging
- pushing strollers
- children recreation
- skating/blading
- slow to moderate speed cycling
- commuting

Generally, Side Paths provide connectivity from neighborhood to neighborhood and linkages to community amenities (e.g. Parks and Neighborhood Vitality Notes).

### Facility Features

- **Right-of-Way:** Fully within a public right-of-way
- **Minimum Facility Width:** 8 feet, 10 feet preferred in high utilization areas
- **Construction Material:** Asphalt or saw-cut concrete
- **Joints:** Not applicable for asphalt, but concrete must have saw-cut joints
- **Obstructions:** None allowed
- **Street Separation:** Minimum of 8 feet

### Image Example

See images in right column.

### Design Priorities

- **Primary Priorities:**
  - Unobstructed by vegetation or utilities
  - Use slight curves to avoid obstructions
  - Positive drainage away from Side Path
  - Placement on both sides of the street
  - ADA compliance at intersections
- **Secondary Priorities:**
  - Reinforcing local character
  - Avoid steep slopes

### Safety Enhancements

- Striped crossings at streets and major curb cut intersections
- Signs for bikes, pedestrians and automobiles at intersections
- Smooth transitions from Off-Street Trail to street surface at intersections
- Tree canopy trimmed to give at least 7 feet of clearance
- Bollards or chicane gates at bike or pedestrian approaches to major streets or mid-block crossings.
- Down lighting



*This side path along W. Market Street provides recreation opportunities to nearby neighborhoods.*



*This side path along the west edge of the high school provides safe bike and pedestrian route to Warsaw schools.*

## ON-STREET BIKE LANE

### General Description

An On-Street Bike Lane is designed to accommodate the following bike activities along existing roadways:

- commuting
- fitness cycling
- recreation cycling

Generally, On-Street Bike Lanes are intended to provide a safer facility for fast-moving bike traffic.

### Facility Features

- **Right-of-Way:** Fully within a public right-of-way
- **Minimum Facility Width:** 5 feet
- **Construction Material:** Asphalt
- **Joints:** Not applicable
- **Obstructions:** None allowed
- **Street Separation:** By painted strip

### Image Example

See images in right column.

### Design Priorities

- **Primary Priorities:**
  - Lane definition
  - Information and traffic signs
  - Unobstructed by vegetation or utilities
  - Placement on both sides of street
  - Positive drainage away from On-Street Bike Lane
- **Secondary Priorities:**
  - Lighting
  - Avoid steep slopes
  - Avoid unnecessary curvature or alignment

### Safety Enhancements

- Flush striped lanes (not raised markings) at street intersections
- Smooth transitions from asphalt to curb
- Street sweep sand, stones and debris from bike lanes
- Lighting
- Storm water inlet orientation and product selection
- Separation between parallel parking and bike lanes
- Bike signals
- Bike boxes at intersections to allow bicyclists to navigate the intersection more safely and ahead of automobile movements.



*The City installed bike lanes along both sides of Smith Street, thus creating a safe east/west connection through the City.*



*The bike lanes along Smith Street connect with Winona Avenue and is a critical part of the City's bike route system.*

## OFF-STREET TRAIL

### General Description

An Off-Street Trail is designed to accommodate the following type of bike and pedestrian activities along natural or off-street corridors.

- walking
- jogging
- commuting
- pushing strollers
- children recreation
- skating/blading
- slow to moderate speed cycling

Generally, Off-Street Trails provide recreation and fitness opportunities as well as a thoroughfare in natural settings.

### Facility Features

- **Right-of-Way:** Not in a street right-of-way, but within an easement, floodplain or public park. Easements should be a minimum of 20 feet in width
- **Minimum Facility Width:** 10 feet, 12 feet preferred
- **Construction Material:** Asphalt, crushed limestone or other suitable surface
- **Joints:** Not applicable, but as smooth as possible
- **Obstructions:** None allowed
- **Street Separation:** Not applicable

### Image Example

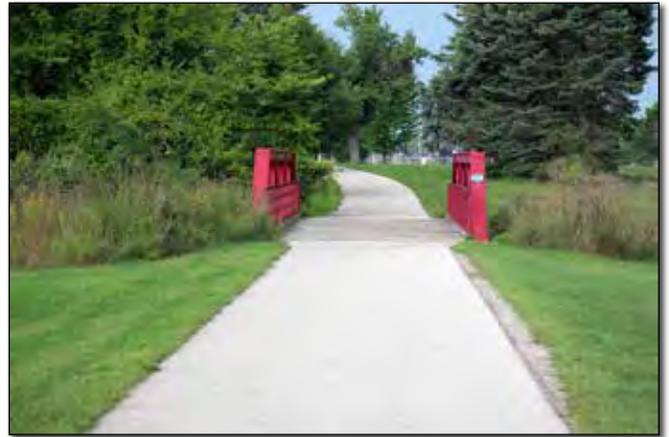
See images in right column.

### Design Priorities

- **Primary Priorities:**
  - Unobstructed by vegetation or utilities
  - Minimize disturbance to sensitive natural features
  - Reflect natural character
  - Use curves to avoid obstructions
  - Positive drainage away from Off-Street Trail
  - Bike parking areas
- **Secondary Priorities:**
  - ADA compliance at intersections
  - Avoid steep slopes

### Safety Enhancements

- Striped crossings at street intersections
- Signs for bikes, pedestrians and automobiles at intersections
- Smooth transitions from Off-Street Trail to street surface at intersections
- Bollards or chicane gates at pedestrian approaches to major streets or mid-block crossings
- Grade-separated crossings
- Lighting at intersections



*The greenway trail connects city residents to the City-County Athletic Complex.*



*Another segment of the greenway trail which extends west, beyond the City-County Athletic Complex.*

## BIKE AND PEDESTRIAN FACILITY CLASSIFICATION COMPARISON

The below table provides a quick reference for comparing the different bike and pedestrian classifications. The information in the below table mirrors the content in each of the bike and pedestrian facility classification descriptions on the previous pages.

## BIKE AND PEDESTRIAN PLAN MAP

The Bike and Pedestrian Plan Map (on page 67) applies the bike and pedestrian facility classifications, from the previous pages, across Warsaw’s planning jurisdiction. The bike and pedestrian facility classifications represent the desired future system, not what exists today.

The Bike and Pedestrian Plan Map is used to denote where new or enhanced bike and pedestrian facilities are necessary to fulfill the *Warsaw Comprehensive Plan’s* goals to mitigate traffic and promote ease of travel via all modes of transportation. These bike and pedestrian facilities should be viewed as mandatory when land is being developed adjacent to or inclusive of the new facility’s proposed location.

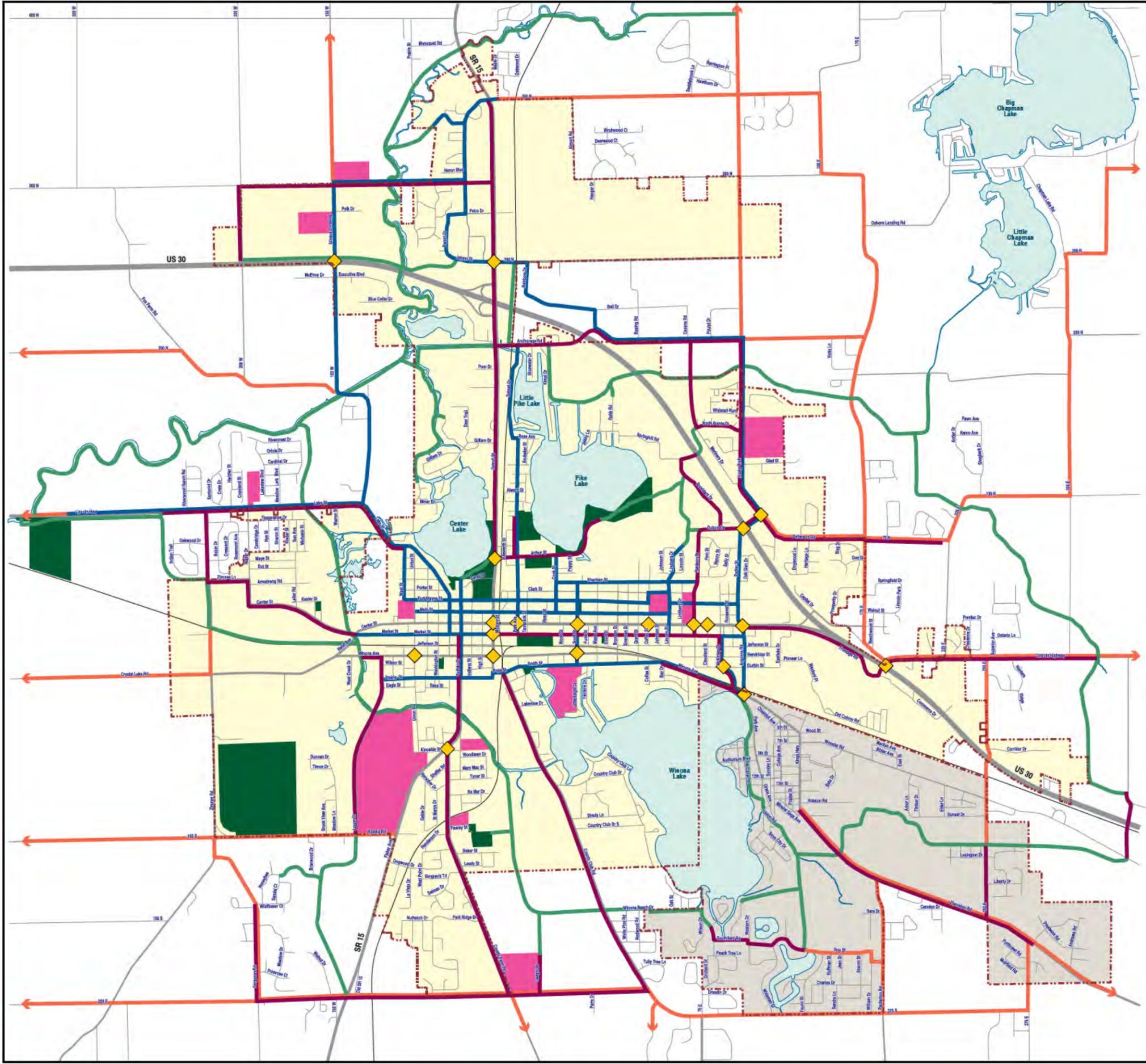
See the Thoroughfare Plan for vehicular facility classifications.

Bike and Pedestrian Facility Classification	Right-of-Way	Minimum Facility Width	Construction Material	Joints	Obstructions	Street Separation
<b>Residential Sidewalk</b>	Fully within a public right-of-way	5'	Concrete	Saw-cut preferred, tooled permitted	None allowed	Minimum 5' Tree Lawn
<b>Urban Residential Sidewalk</b>	Fully within a public right-of-way	6'	Concrete, brick or hardscape pavers	N/A but saw-cut preferred for concrete	Street lights, street signs and trees may be located in the sidewalk as long as 5' of clear-way is maintained	Not required
<b>Urban Commercial Sidewalk</b>	Fully within a public right-of-way	10'	Concrete, brick or hardscape pavers	N/A but saw-cut preferred for concrete	Street lights, street signs and trees may be located in the sidewalk as long as 5' of clear-way is maintained	Not required
<b>Side Path</b>	Fully within a public right-of-way	8'	Asphalt or saw-cut concrete	N/A but concrete must be saw-cut	None allowed	Minimum 8' Tree Lawn
<b>On-Street Bike Lane</b>	Fully within a public right-of-way	5'	Asphalt	N/A	None allowed	By painted strip
<b>Off-Street Trail</b>	Not in a street right-of-way, but within an easement, floodplain or public park	10'	Asphalt, crushed limestone or other suitable surface	N/A	None allowed	N/A

# Bike/Ped Plan Map Warsaw, Indiana

## MAP LEGEND

-  Side Path
-  On-Street Bike Facility
-  Off-Street Trail
-  Signed Bike Route
-  Enhance Bike/Pedestrian Crossing
-  School
-  Park
-  Warsaw Jurisdiction
-  Winona Lake Jurisdiction
-  Lake
-  Railroad



Note 1: Some of the proposed facilities on the Bike/Ped Plan are outside the City of Warsaw's corporate limits. These segments should be considered conceptual and not official content unless adopted by the neighboring jurisdictions. These segments have been included because they cover the potential for a broad and comprehensive system of facilities for bicyclists and pedestrians.

Note 2: This map does not indicate standard sidewalks within a street right-of-way. Generally, all streets in the urbanized portions of the City are intended to have a standard sidewalk for basic pedestrian connectivity.

Note 3: Intersection enhancements indicated on the map reflect higher priority intersections that need to be improved. Some intersections are not denoted because they are already being designed for reconstruction, are generally considered safe, or are a lower priority than the ones identified.



Last Revised: November 11, 2014



## PASSENGER RAIL PLAN

The City's Passenger Rail Plan is in its infancy. A concept has been conceived, but much work still needs to be completed to solidify the idea.

The City is actively working with the Northeast Indiana Passenger Rail Association, Inc. to establish passenger service from Chicago Illinois to Columbus Ohio. When established, Warsaw would be one of eleven stops along the route. The proposed route could carry as much as twelve trains per day and carry trains traveling up to 130 miles per hour in non-urban areas. Passengers wishing to travel to downtown Chicago could arrive in less than an hour and one-half. Similarly, a trip to Fort Wayne would take just one-half hour.

It is suggested that a passenger line can provide opportunities for people to commute to jobs, take excursions for recreation, and travel to international airports, when considering shuttles to those airports from train stations. A stop in Warsaw could also bring tourists to the City and allow business travelers to arrive via train instead of their car. Collectively, these benefits are expected to make a passenger line an attractive opportunity for the City of Warsaw.

The *Northern Indiana/Ohio Passenger Rail Corridor Feasibility Study and Business Plan* Executive Summary prepared for the Northeast Indiana Passenger Rail Association states that benefits include reduced travel times between cities, reduced congestion on highways, and reduced travel cost. The study goes on to state that 2.1 million riders would be generated in the year 2020 and rise to 3.3 million in 2040. A copy of this executive summary can be found at [www.niprarail.org](http://www.niprarail.org).

Many factors will contribute to the viability of a passenger rail system. For instance, the cost of gasoline would influence ridership. Other factors include:

- The current and projected residential and business population that would be served,
- Cost of upgrades and the condition of the existing infrastructure,

- Amount of State and Federal subsidies for studies, upgrades and operations,
- "Last mile" convenience at rider's destination,
- Frequency of stops (i.e. arrivals/departures),
- Actual and perceived degree of safety and security, and
- Time riding verses the time for driving a car.

This section of the Transportation Plan is intended to explore opportunities for a passenger rail station and to mitigate conflicts.

### Passenger Rail Station Location Options

There are four potential locations in Warsaw for a passenger train depot. See page 71 for a map depiction of each of the potential locations. The locations are (in no particular order):

**Southwest Downtown:** The southwest downtown option includes the north side of the CSX rail line between Hand Ave and Union Street. No north/south streets would need to be closed and access to the train station would be from Market Street. This stretch of rail would allow a 500 foot platform and a full 1,700 feet of track for trains to stop without blocking traffic.

Pros	Cons
Walkable from the downtown employment district, entertainment, and core population.	Stable residential areas adjacent to the south.
Half-block of depth north of the CSX rail is under-utilized industrial ground.	Would have to acquire all property south of CSX rail down to Winona Ave., 3 square blocks.
Significant stretch of rail without blocking traffic.	Minimal direct economic impact for downtown.

**South Downtown:** The south downtown option includes the south side of the CSX rail line between Buffalo Street and Detroit Street (aka SR 15). Indiana Street and High Streets would be closed at the rail crossing, but Jefferson Street north of the tracks would remain open, thus providing circulation. These three city blocks would allow a 500 foot platform and 1,000 feet of track for trains to stop without blocking traffic.

Pros	Cons
Close proximity to the downtown employment district, entertainment, and core population.	Shortest stretch of rail without blocking traffic out of the three options.
Add significant vitality to the downtown, Winona Ave. and the Marsh Supermarket areas.	Would have to acquire all property south of CSX rail down to Winona Ave., 3 square blocks.
Adjacent to major arterial	

## Winona Avenue Area:

The Winona Avenue Area option includes the south side of the CSX rail line between the Norfolk Southern Line and Scott Street. No north/south streets would need to be closed. The depot would be accessed off of Winona Avenue. This stretch of rail would allow a 500 foot platform and approximately 2,500 feet of track without crossings to be concerned about.

Pros	Cons
Property is under-utilized commercial ground.	A little beyond what is considered an easy walk from the downtown.
Would add significant vitality to Winona Ave.	Would have to acquire business properties south of CSX rail down to Winona Ave.
More than enough rail without blocking traffic.	Least accessible site out of the three options.
Accessible to a minor arterial	Minimal direct economic impact for downtown.

## Gatke Building Area:

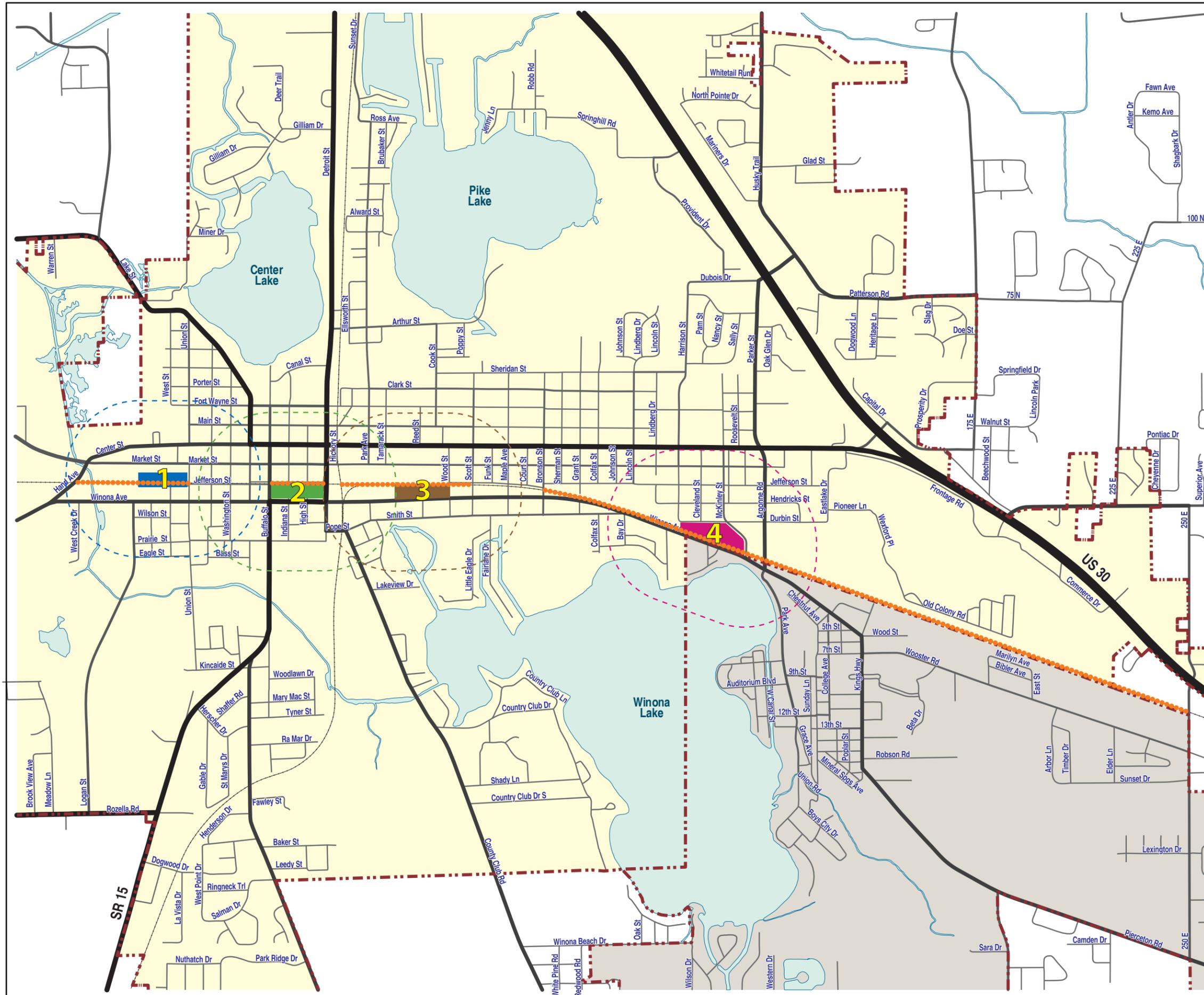
The Gatke Area option includes the north side of the CSX rail line between Harrison Street and McKinley Street. No north/south streets would need to be closed due to grade separation. The depot would be accessed off of McKinley Street and Durbin Street. This stretch of rail would allow a 500 foot raised platform and almost 2 1/2 miles of track without crossings to be concerned about.

Pros	Cons
Property is available and predominantly owned by the City.	Not walkable from the downtown.
Walkable to the Village of Winona Lake.	Brownfield sites and adjacent industrial uses.
Longest stretch of rail without blocking traffic out of the three options.	Least accessible site out of the three options.

# Passenger Rail Plan Map Warsaw, Indiana

## MAP LEGEND

- Southwest Downtown Depot: Option 1
- South Downtown Depot: Option 2
- Winona Avenue Depot: Option 3
- Gatke Building Depot: Option 4
- Walking Distance from Depots
- Train Parking Opportunity
- Municipal Jurisdiction
- Winona Lake Jurisdiction
- Lake
- Railroad



Last Revised: August 27, 2014



# WARSAW

## Comprehensive Plan



## Part 5

PREFACE  
page 2

PART 1:  
Community Profile  
page 6

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page 12

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page 48

**PART 5:**  
**Sub-area Plans**  
page 74



## SUB-AREA PLANS INTRODUCTION

*Part 5: Sub-area Plans* has been established to provide a place for neighborhood, corridor, or sub-district plans conducted for the City of Warsaw. This Part allows these more detailed and implementation-focused planning efforts to be woven into the City's Comprehensive Plan. However, this section isn't intended to house the complete document. Rather, what's contained herein is the core content or "plan" language, minus information about the process, data discovered, and rational used. Essentially its an executive summary for each sub-area plan conducted since the publishing of the Comprehensive Plan.

### Critical Corridor and Sub-areas

1. East Market Street Neighborhood Plan (pg 75)
2. Center Street Grade Separation Plan (pg 87)

### Critical Corridor and Sub-area Descriptions

Each sub-area plans has a text section dedicated to describing the vision, plan, implementation steps, and how it should be used to manage growth and development in these sensitive areas. For organizational purposes, the following headings are used, as described below, to convey the essence of each sub-area plan.

**"Sub-area Overview" Heading:** Gives the reader a brief description of the existing conditions, history, and reasons why the sub-area is considered critically important. It also details obstacles and opportunities that existed at the time of the plan.

**"Sub-area Boundaries" Heading:** Conveys where each sub-area is located within Warsaw's planning jurisdiction.

**"Implementation Strategy" Heading:** Describes the implementation steps, projects, policies, or programs necessary to achieve the desired result in the sub-area.

**"Design Guidelines" Heading:** Establishes the physical goals for the sub-area. It should be referenced and used to influence decisions made by the Plan Commission, Board of Zoning Appeals and City Council when considering a development proposal in or adjacent to the sub-area.

**"Sub-area Plan Map" Heading:** Each sub-area plan has a full-page illustration of the area within its boundaries. The Plan map is included to support the "Implementation Strategy" and "Design Guidelines" sections and to illustrate additional information not included in the written text. In each map, the Bike and Pedestrian Plan Map and Thoroughfare Plan Map information is integrated as to not lose sight of their importance.

## FUTURE STUDIES AND PLANS

The neighborhood, corridor, or other sub-district plans included in Part 5 are the result of detailed studies or independent planning efforts completed by the City of Warsaw after the publication of the Comprehensive Plan. The City recognizes that there are several other "critical" sub-areas in its planning jurisdiction that remain to be studied or planned for in detail. It is anticipated that the City will work toward accomplishing other planning processes as time and its budgets permit, and based on impending need.

### Potential Sub-areas for Future Consideration

The sub-areas that may be studied and planned for in the future include, but are not limited to the following (in no particular order):

1. *US 30 Corridor*
2. *Airport Sub-area*
3. *Winona Ave. East Corridor*
4. *Winona Ave. West and Market St. West Corridors*
5. *Fairgrounds Sub-area*
6. *Downtown Core*
7. *Tippecanoe River Corridor*
8. *East Gateway Business Park*

### Implementation and Incorporation of New Sub-area Plans

It is the intent that all future plans or studies result in an executive summary following the section order and headings from the previous page. Those independent efforts should result in a companion document that provides the foundation, process, findings, and rational used to prepare and establish the plan's content. However, only the core aspects of the plan should be contained in this document. This will help maintain a uniform, compact and user-friendly comprehensive plan for the City of Warsaw over the years to come.



## EAST MARKET STREET NEIGHBORHOOD

### Description

The East Market Street Neighborhood has been identified as a critical sub-area within the City of Warsaw because:

- The area is trending away from home ownership,
- The city would like to leverage new private investment in the neighborhood,
- Some of the public infrastructure is dilapidated,
- Several redevelopment sites exist that could help anchor the neighborhood,
- Commercial uses on the fringe need to be managed to protect neighborhood characteristics,
- The east edge of the neighborhood is a critical gateway to Winona Lake,
- Winona Avenue is in need of traffic management and reinvestment, and
- The city's bike and pedestrian plan identifies critical corridors that transect the neighborhood.

### Critical Area Boundaries

The East Market Street Neighborhood boundaries are depicted on the "Neighborhood Boundary Map" depicted at the bottom left corner of page 85. The general boundaries are Detroit Street to the west, Center Street to the north, Argonne Road to the east, and Smith Street to the south.

### Major Goals of this Neighborhood Plan

1. Encourage property owners to invest in their homes and lots.
2. Increase the percentage of home ownership in the neighborhood.
3. Establish sidewalk infrastructure that allows safe travel east to west and north to south, especially to schools, parks, common shopping destinations, and recreation.
4. Establish a neighborhood identity.
5. Stop the advancement of commercial and industrial uses that deteriorate property values, neighborhood character, and quality of life.
6. Improve neighborhood park amenities to increase their value to neighborhood residents.

### Neighborhood Plan Strategy

The forthcoming plan language describes the details of each element of the neighborhood plan.

### Stabilize Residential Neighborhood (Yellow Areas on the Map)

#### Geographic Location on Map

The yellow color is used on the map to indicate areas within the neighborhood that should be strictly managed to preserve the integrity of the neighborhood. These blocks within the neighborhood boundary are currently and predominantly:

- Single-family residential structures,
- Neighborhood-scale institutional structures, or
- Neighborhood-scale commercial structures.

Areas that are lacking a critical mass of any of the above listed structures were not included on the map. A few areas that could have been classified yellow have been classified otherwise for reasons as described in other sections.

#### Strategy

To stabilize the residential aspects and character of the neighborhood, the city should:

- Invest in infrastructure improvements, particularly park improvements and sidewalk construction/reconstruction.
- Utilize zoning regulations to assure that businesses within the yellow areas along Center Street are limited to low intensity uses and structures maintain residential character and scale. This strategy should also apply to any other businesses within the yellow areas.
- Utilize a basic property maintenance ordinance to address egregiously under-maintained properties that clearly devalue nearby properties or diminish quality of life for neighbors.
- Utilize a public/private partnership to construct new homes on infill lots or to refurbish dilapidated homes.

#### Design Guidelines

- Generally all structures should be limited to two stories.
- Buffering and architectural design should be used to minimize commercial and industrial impacts to adjacent residential uses.
- The structural mass of commercial architecture should be reasonably in proportion to residential properties.
- Pitch roofs should be strongly encouraged.

## Multiple-Family Residential Redevelopment (Brown Areas on the Map)

### Geographic Location on Map

The brown color is used on the map to indicate areas within the neighborhood that could be appropriate for multiple-family residential redevelopment. The map indicates approximately eight blocks that could partially or fully be used for such redevelopment. The areas selected are:

- Close proximity to schools,
- Close proximity to downtown,
- Areas impacted by high traffic,
- Areas impacted by railroad noise, and
- Areas where the highest and best use is more intense development.

### Strategy

The city should find a private partner to help identify redevelopment opportunity within the chosen area(s). This process may take several years to assemble land through private negotiation and purchase.

❶ The multiple-family residential area labeled “1” on the map should be a low priority unless the Center Street Grade Separation Plan described on page 87 is implemented; or the private sector assembles the properties for redevelopment. If implemented, the details of the Center Street Grade Separation Plan should take precedence in this area.

❷ The multiple-family residential area labeled “2” on the map should be enabled in the zoning ordinance as an overlay. These areas are expected to deteriorate further over time due to the national trend toward retraction in the need for commercial land. Multiple-family housing would be an appropriate and compatible land use along Smith Street. It would also add vitality to the remaining commercial land along Winona Avenue and downtown Warsaw.

### Design Guidelines

- Structures should be limited to three stories along Center Street, Market Street, or Winona Avenue. Structures along Smith Street should be limited to two stories.
- Apartment structures are preferred.
- Density should be between 12 and 20 dwelling units per acre.
- On-site detention should not be required.
- Parking should predominantly be located off alleys, in the rear of the property, in garages, and on-street.

## Residential Redevelopment (Orange Areas on the Map)

### Geographic Location on Map

The orange color is used on the map to indicate areas within the neighborhood that could be appropriate for residential redevelopment. The map indicates approximately one and one-half block that could partially or fully be used for such redevelopment. The areas selected are:

- Close proximity to parks,
- Undeveloped or under-developed areas,
- Transitional areas to downtown Warsaw, and
- Areas impacted by railroad noise.

### Strategy

❸ In the orange areas labeled “3” on the map, the city should work with a private development partner to refine redevelopment opportunities. The undeveloped land should be a high priority for development. The construction project could introduce up to 14 new single-family residences, each with alley access for a detached garage. A redevelopment project could include small scale multiple-family residential, but the design would have to be very complementary to the surrounding housing stock.

More rooftops in this area will act as a catalyst for reinvestment and lead to additional vitality for local businesses.

### Design Guidelines

- Structures should be limited to two stories.
- Single-family structures are preferred, but small scale multiple-family residential structures may be appropriate.
- Density should be between 6 and 10 dwelling units per acre.
- On-site detention should not be required.
- Parking should predominantly be in detached garages off alleys and on-street.

## Little Crow Property Redevelopment (Dark Blue Areas on the Map)

### Geographic Location on Map

The dark blue color is only used for the Little Crow building and the adjacent parking lot to the north. These properties are at the extreme western edge of the neighborhood and are part of a transition from residential uses to downtown Warsaw. The sites are:

- Close proximity to parks,
- Vacant,
- A critical transition to downtown Warsaw,
- Significantly impacted by railroad noise,
- Along the most significant north/south arterial in the city, S.R. 15.

### Strategy

Because the Little Crow building was built for a single and very specific manufacturing operation, the building does not convert easily to other uses. The building is also very large. For these reasons, the building will likely not appeal to most businesses. The right buyer must be willing to make major building alterations to convert the space to a new use.

To diversify the building's opportunities, the city (or Kosciusko County Community Foundation) should study two scenarios, those being:

1. Modify the building to maximize re-utilization potential, and
2. Demolish the building and prepare the site for new development.

Generally the city should study the above scenarios while concurrently supporting the efforts to sell the property as it stands. If the property does not sell within the next one to two years, the city should be prepared to intervene and posture the property for private redevelopment utilizing one of the strategies.

The Center Street Grade Separation Plan described on page 87, if implemented, would result in a larger and more attractive site for redevelopment. For the sake of successfully redeveloping the Little Crow building, the city should strive to implement the Center Street Grade Separation.

### Design Guidelines

- Enhance the facade to look more like a commercial structure than an industrial building.
- Construct pedestrian scale openings (i.e. ground level windows and doors) to make the building more compatible for retail, restaurant, and office uses.
- Parking should predominantly be in the lot north of the Little Crow building and between the building and railroad tracks

## Gatke Property Redevelopment (Dark Gray Areas on the Map)

### Geographic Location on Map

The dark gray color is only used for the Gatke building and its surrounding property. This site is located at the extreme eastern edge of the neighborhood and is a part of a transition from the East Market Street Neighborhood to Winona Lake. The property is:

- Adjacent to the railroad,
- Vacant,
- On the southern axis of a linear park system, and
- Along the city's bike route corridor.

### Strategy

Although there are several structures on the Gatke property, most are severely dilapidated. The cost to bring the building up to the applicable building code and to build-out the space for a new use will be cost prohibitive for most potential clients. Therefore the pool of potential buyers is small.

The Ball State University charrette report indicated two potential build-out scenarios for the land, both weighing heavily on a future transit hub for high-speed rail. The timeframe for such a transit system to be operational is, at minimum, ten years in the future.

Rather than reserving the Gatke property for ten or more years, and because there are numerous other good sites along the rail corridor for a transit hub, it is preferred that the land be redeveloped as soon as possible.

The cost to demolish the buildings and then market the site for a new mixed-use development would likely be the most cost effective means to redevelop the site. The timeframe would also likely be shorter than any other option.

Architectural elements from the existing building could be salvaged then reincorporated into a new building. Elements like the cast iron roof trusses and windows would make interesting features in a new building.

In addition to factors described above, the limiting factors for redevelopment include the site's adjacency to the railroad and intense industrial uses. The pros for the site include its proximity to Winona Lake village, access via the newly installed McKinley Street, and park investment to the north. Lastly, the site is restricted for environmental reasons from ever having residential uses.

Based on the site's limiting factors, and also based on the city's intent to implement the other aspects of this neighborhood plan, the following opportunities should be considered:

1. **Mixed-use Commercial Development:** The most preferred land use would be a combination of office, retail, restaurant and recreation uses.

2. **Indoor Recreation Center:** The second highest preferred land use would be a commercial and/or public indoor recreation and/or sports center. Uses could also include a community center. The most preferred outcome would be uses that serve the entire community, but also serve as a neighborhood amenity.
3. **Ruins Park:** This is a novel concept for northern Indiana, but several examples around the county exist. The nearest example is Holliday Park in Indianapolis and Mill Ruins Park in Minneapolis. Picture the “bones” of the existing historic structures being converted for safe recreation and play. Imagine a semi-indoor playground with slides, swings, and other recreation features woven into the fabric of the site. This concept could make this themed park a novelty and a significant destination for tourism, and the best destination for a great game of hide-n-seek. Lastly, the large warehouse area could house numerous recreation features, like sand volleyball, skateboarding, a walking track, playgrounds, etc. This area would not be climate controlled, but would be under roof, thus elongating the number of days in a year this park could be used (e.g. blocked from rain and wind).

The least preferred option would be for the area to remain industrial. Because the City of Warsaw wishes to reestablish the East Market Street Neighborhood as a stable residential neighborhood, and because truck access to the site would be detrimental to the area, the city should avoid this land use.

## Linear Park Expansion (Dark Green Areas on the Map)

### Geographic Location on Map

The dark green color is used on the map to indicate two areas within the neighborhood that could be appropriate for park expansion.

### Strategy

The City of Warsaw has done an exceptional job creating Krebs Trailhead Park within the greenspace flanked by McKinley Street, extending from Market Street to Hendricks Street. It is recommended that the park be extended one block north and one block south, thus creating a linear park from Center Street to the Gatke property. This linear park will not only create green space for local residents, but more importantly be a major north south connector from neighborhoods north of Center Street down to Winona Lake. A complete linear park from Center Street to Durbin Street would also help catalyze development on the Gatke property.

④ The area labeled “4” on map represents the extension to the north. This extension would require the relocation and demolition of two businesses, both residential-like structures. The acquisition of these properties can be done so “softly” by waiting for them to be posted for sale, or through city assistance (e.g. new site selection and relocation costs). The city should not use eminent domain for its acquisition.

The continuation of the linear park to Center Street could create an opportunity for a bike shop to be located in a highly visible location to vehicular traffic, as well as bike and pedestrian traffic.

⑤ The area labeled “5” on map represents the park extension to the south. This expansion would require acquisition of industrial land from Warsaw Chemical. The property does not currently have a building on it, but part of the land is used for outdoor storage and three loading dock aprons. The purchase of this property could be done patiently, at a time when the owner and city can agree the purchase is mutually beneficial. The city should not use eminent domain for its acquisition.

At the southern end of this park extension, a roundabout (or other intersection improvement) would be installed to connect it to the Gatke redevelopment project.

## Conversion Opportunities (Light Gray on the Map)

### Geographic Location on Map

The light gray color is used on the map to indicate multiple areas within the neighborhood that could be appropriate for a variety of enhancement projects. The areas shaded light gray are predominantly near the east edge of the neighborhood with most along Argonne Road or near Dalton Foundries.

The light gray designation also includes two major businesses, Dalton Foundries and Warsaw Chemical. Under no circumstances should any content in this sub-area plan suggest that either of these employers be closed or restricted from their current business practices. Rather, they are included in this plan for hypothetical purposes, or for a day in the future when either of these businesses chooses to close or relocate.

### Strategy

⑥ Areas labeled “6” on the map indicate areas that the City should promote consolidation and/or relocation of the current industrial businesses. It is believed that some of the businesses could gain efficiencies in industrial areas along US 30 and in modern, energy efficient buildings. Due to the evolution of the city, Argonne Road is no longer as suitable for industrial uses as it used to be when initially built.

Similar to other strategies in this neighborhood plan, the priority for this concept is relatively low. The transition can be completed over the course of numerous years and should always result in the industrial uses being better off than they are today.

The city should modify the applicable zoning regulations to reduce the permissible industrial intensity on these sites and to permit more diversity of uses. Uses similar to those in the village of Winona Lake and office uses would be excellent uses for the Argonne Road corridor.

⑦ The area labeled “7” on the map can be developed with the area labeled “6”, “8”, or the Gatke property. Either of the three directions would be beneficial.

⑧ The area labeled “8” on the map is Dalton Foundry. As mentioned above, this plan is not meant to suggest the foundry be pro-actively impacted by the City. Rather, this section is included in this neighborhood plan in the event the foundry chooses to relocate or close the Warsaw plant. In other words, this plan is being put in place to be prepared for that, albeit unlikely, event.

Because the city has fully developed around the foundry and continues to grow and evolve, the foundry’s location has become obsolete. Additionally, environmental laws and the public’s sensitivity and awareness to environmental risks has further constrained the suitability of such a use in the current location.

Therefore, if the foundry were to become a redevelopment site, the city should not seek to find a new foundry in the current location. Rather, it would seek the highest and best use for the land based on context, economic factors, environmental factors, quality of life impact, and other considerations.

The site would require being demolished and cleaned up prior to conversion to another land use. This monumental task would result in a relatively clean site that would be restricted from ever being used for residential use, which is very common for former industrial sites (e.g. the Gatke site).

The most likely land uses for redevelopment would be light industrial, office or commercial uses. However, this plan suggests that the highest and best use would be a green space after the site’s structures are removed. Secondary uses on the site could include renewable energy generation (e.g. solar panels). This concept could also be married with walking trails, renewable energy research, fitness court, and educational kiosks.

The site could be planted with specific prairie-type grasses that would, over many years, clean the soils using a technique called phytoremediation. This technique is also a low-cost option for cleaning soils.

A second use for the foundry site could be a transit station for passenger rail service to Chicago and Columbus. Similar to the Ball State University charrette recommendations for the Gatke property, the foundry site could house the same concepts. Unlike the Gatke property, the foundry site could contain all the necessary parking that would be required for such a use.

## Neighborhood Enhancement Opportunities (Olive Green on the Map)

### Geographic Location on Map

The olive green color is used on the map to indicate historically residential areas within the neighborhood that have been significantly changed through commercial conversions. These areas could benefit from a variety of improvement and enhancement projects. The areas shaded olive green are predominantly near Johnson Street, or at the west end of the neighborhood.

⑨ The areas labeled “9” on the map are areas that have a mix of uses. Particularly, they are areas where single-family residential is the weakest or residential uses are not the predominant land use. These areas are currently not fully suitable for residential quality of life due to conflicting land uses and higher than usual traffic, noise, and odor.

The city should refine its zoning ordinance to assure that no further commercial escalation occurs within these areas and to encourage the evolution of existing commercial buildings to neighborhood-friendly operations. Additionally, the zoning ordinance should include basic design standards that require commercial buildings to fit better into residential context. Standards should include, parking area landscaping, buffering, residential-scale windows, utilization of “residential” facade material (e.g. not seamed metal panels), small-scale commercial signs, pitched roofs instead of flat, and integration of pedestrian facilities (e.g. sidewalks and bike racks).

It is hoped that the evolution of the commercial properties in the mapped areas will happen over time and the city, other than editing the zoning code, would not have to intervene. However, the redevelopment commission should periodically look at the areas to determine if their assistance could be beneficial.

A successful transformation of these areas would lead to:

- No impact on property values for single-family residences, and
- Improved quality of life for local residents (e.g. new neighborhood-serving commercial amenities).

⑩ The area labeled “10” on the map is the General Dollar shopping plaza. This area is called out in this plan mostly because the property is under-utilized and somewhat dilapidated. There is no immediate need for city intervention, but similar to areas labeled “9”, the city should consider zoning ordinance amendments that expands the allowable land uses and adds architectural standards that would apply if privately redeveloped.

This area is also included because, if the Center Street Grade Separation Plan (see page 87) is implemented, this shopping plaza would be partially impacted by the rail relocation. Upon that public improvement, the city should offer redevelopment assistance or partner with the development to evolve the site to its fullest potential. It is believed that, even with partial loss of property and building from rail line relocation, the assessed value of the remaining property could be increased by 50 to 100%.

## Corridor Enhancement

The areas designated on the map along Market Street and Argonne Road for “Corridor Enhancement” should be considered a relatively high priority. These two corridors are a critical part of the neighborhood’s gateway and contribute to its identity. Further, Argonne Road is a primary gateway to Grace College and the town of Winona Lake. Although not technically in the corporate limit of Warsaw, the successes of both Grace College and Winona Lake are in the city’s best interest.

The proposed changes along Market Street is simply to add street trees to both sides of the street, primarily the south side, and to narrow curb cuts slightly to increase vehicular and pedestrian safety. Additionally, because Market Street is a primary gateway to the neighborhood, banners or other means to brand the neighborhood should be considered.

Along Argonne Road, the proposed changes are similar to those for Market Street, but also include more effort to define the street edge and parking areas. The current off-street parking configuration probably made sense when Argonne Road carried less traffic, but today is far from acceptable engineering practices. Coinciding with any street improvements or any redevelopment efforts along this corridor, significant changes to the curb line should be made.

Argonne Road should also have street trees planted and banners installed to be used as gateway beautification efforts. Lastly, the city should assure that no further billboards be installed along either of these corridors.

## Define Curb Cuts

As part of this neighborhood plan, Winona Avenue must be addressed. The city’s involvement should be limited to roadway improvements, and not extend to redevelopment until higher priority areas are completed (e.g. Argonne Road, Gatke, and Little Crowe). In the areas where the map indicates multiple-family residential redevelopment would be appropriate, the city could play a minor roll, but ideally should be private sector driven.

The primary recommendation is establishing more defined curb cuts, thus creating a safer corridor for vehicular and pedestrian travel. Further, a complete curb line along the corridor will help calm traffic and improve its aesthetic.

The area in need of such improvement extends along Winona Avenue from Detroit Street east to its intersection with Lakeview Drive. Similar to Argonne Road, many properties along Winona Avenue have an expansive curb cut, sometimes from property line to property line. This configuration is strongly discouraged by all engineering manuals and is considered dangerous for vehicle traffic and a major deterrent for pedestrians.

Winona Avenue could also benefit from street trees and banners, but for budgetary reasons is not being suggested in this neighborhood plan. If budget allows at the time of improvements, then street trees and banners should be included as well.

## Intersection Enhancement

There are two intersections identified on the neighborhood plan map. They are the intersections of:

- Argonne Road and Winona Avenue, and
- McKinley Street and Durbin Street.

The intersection of Argonne and Winona Avenue is the higher priority of the two intersections identified. The City of Warsaw and the Town of Winona Lake already studied this intersection and concluded that a roundabout design would serve both to improve safety and aesthetics. The roundabout configuration would also serve as a gateway feature. Because this intersection serves multiple jurisdictions, it should be a joint design and construction project. This project should be designed and constructed as soon as feasible for both the city and town.

The McKinley Street intersection with Durbin Street is a much lower priority and should only be completed in conjunction with either redevelopment of the Gatke property or an extension of Krebs Trailhead Park. This intersection improvement could be a roundabout, but could also be a conventional design with explicit attention to aesthetics and safe pedestrian movement.

## Sidewalk Enhancement

Various street corridors throughout the East Market Street Neighborhood and outside of the neighborhood have been identified as needing enhancement (see the plan map on page 83). One of the most critical elements for any neighborhood's vitality is safe and complete sidewalks. Never in our country's history has sidewalks been so desired by the general public. There is antidotal evidence that the absence of sidewalks in neighborhoods deteriorates property values and result in a higher number of rental units. For these and other reasons, the street segments identified on the map are in need of new or replacement sidewalks.

As a general rule, sidewalks should be located on both sides of the street unless a compelling obstacle or reason exists to negate such a facility. The map does indicate which side of the street a sidewalk is needed. Just because a sidewalk exists on the opposing side of the street does not negate the need for a new or replacement sidewalk.

The first and primary goal would be to get a full and complete sidewalk along Market Street from Detroit Street to Argonne Road. The second priority would be improving the north south sidewalks that link the neighborhood to Center Street and amenities to the north. The third priorities would be to complete a sidewalk along the north side of Center Street as shown on the map.

## Enhance Pedestrian Crossing

At select intersections, the map indicates where enhanced pedestrian crossings would be beneficial. These locations would serve to protect pedestrians where the highest number of crossings take place. Some intersections have not been indicated that currently are used by pedestrians because it is believe that these intersections are already safe.

The intersections identified should be studied and, as budgets permit, modified to include one or more of the following:

- “Bumpouts” that constrain the roadway and provide pedestrians a shorter path to the opposing side of the street.
- Curbed medians that allow pedestrians a safe haven in the middle of the street.
- Pedestrian crossing signs that clearly indicate to drivers to slow down and be on alert.
- Brick paver or stamped concrete crossings which have proven to slow down vehicles and more clearly denote crossing paths.
- Stop lights for pedestrians to trigger when waiting to cross the street.
- Pedestrian-triggered stop lights installed over non-signalized intersections.
- Bollards at the corners to protect pedestrians when standing to cross the street and to keep vehicles from cutting corners where handicap ramps have removed the curb line.

The proposed pedestrian enhancement at the intersection of Center Street and McKinley Street is contingent on the extension of Krebs Trailhead Park to the north and south. This intersection enhancement would not be necessary without further pedestrian emphasis in that north/south corridor.

## **Other Map Symbols**

Map symbols are used to identify major and minor destinations for persons living in the neighborhood. Three different sized “asterisks” are used to indicate the volume or importance of those destinations to the neighborhood. The larger the icon the greater its importance to the neighborhood.

Community-serving commercial is identified, simply to denote that those areas serve the community at-large, not just the neighborhood. These areas are not impacted by the East Market Street Neighborhood Plan.

Lastly, the existing parks, streets, railroad tracks, and corporate limits of the city are designated. No alterations to these facilities or boundaries are proposed.

## **Center Street Grade Separation Plan**

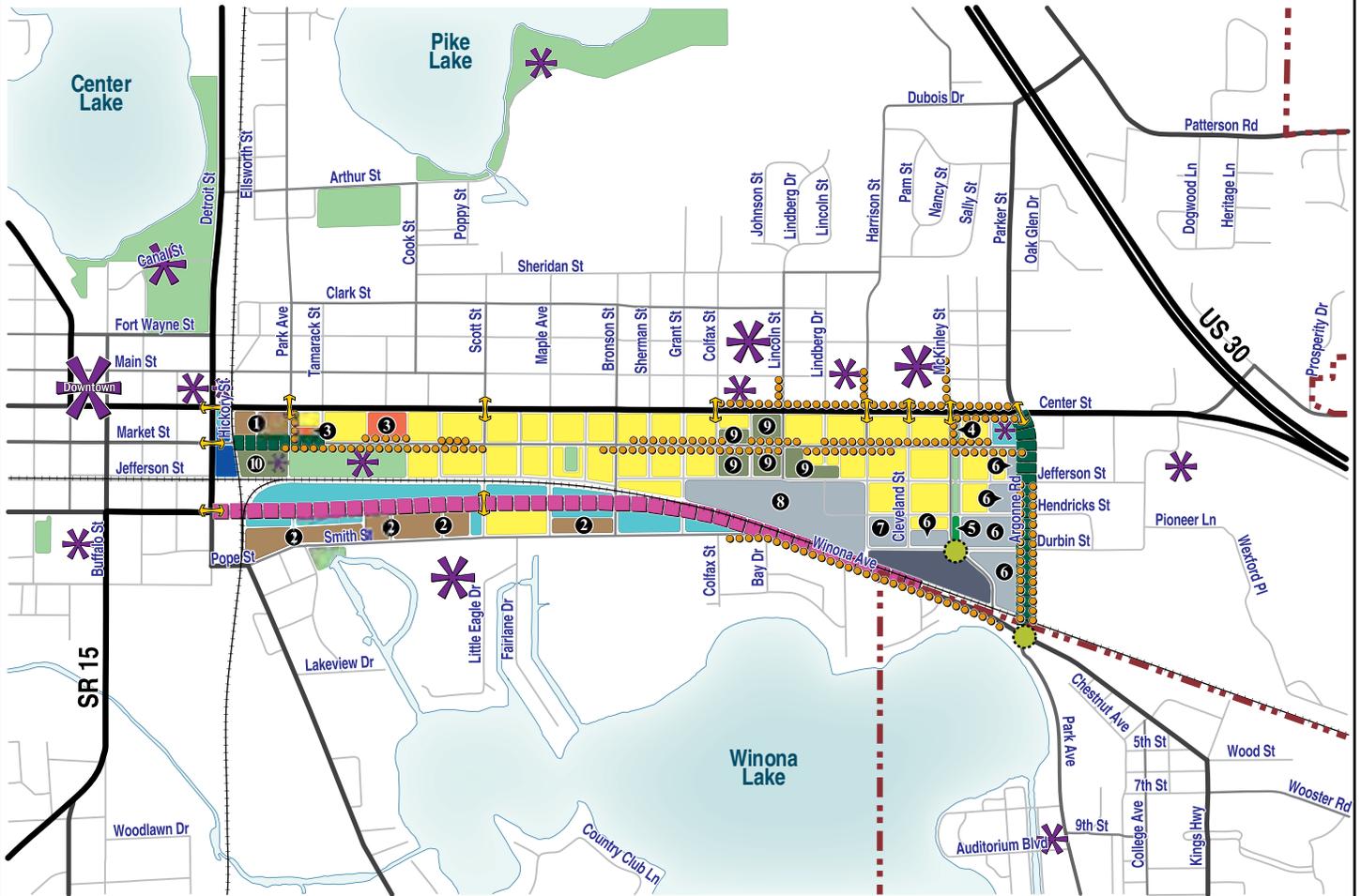
The Center Street Grade Separation Plan, described fully in Part 5, overlaps the western most portion of the East Market Street Plan. For that reason, the East Market Street Neighborhood Plan generally reflects the proposed changes in the Center Street Grade Separation Plan. However, if the City moves forward to implement the Center Street Grade Separation Plan, its content should fully supercede the overlapping content in the East Market Street Neighborhood Plan. It is believed that all aspects of the Center Street Grade Separation Plan would greatly benefit the neighborhood and therefore is fully supported.

Although several houses would be lost in the relocation of the railroad tracks, the remaining houses would benefit from the noise and aesthetic barrier, and the linear park along the tracks. The neighborhood would also benefit from Center Street carrying an even higher number of vehicles per day; thus reducing the traffic volume on Market Street.

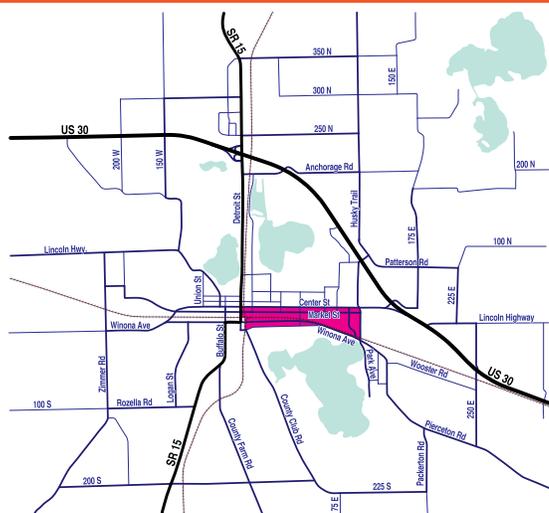
The plan would result in residential redevelopment and partial redevelopment of the Dollar General shopping plaza, all of which would add stability and additional amenities to the neighborhood.

Lastly, the grade separation of Center Street would allow neighborhood residents and employees a safer and more predictable route into downtown. It could also improve insurance rates for the neighborhood by providing emergency vehicles an unimpeded route during a fire or rescue event in the area.

# East Market Street Neighborhood Plan



## NEIGHBORHOOD BOUNDARY MAP



## MAP LEGEND

- Stabilize Residential Neighborhood
- # Multiple-family Residential Redevelopment
- # Residential Redevelopment
- Little Crow Property Redevelopment
- Gatke Property Redevelopment
- # Linear Park Expansion
- # Conversion Opportunities
- # Neighborhood Enhancement Opportunities
- Corridor Enhancement
- Define Curb Cuts
- Intersection Enhancement
- Sidewalk Enhancement
- Enhance Bike/Pedestrian Crossing
- ✱ Major and Minor Destinations
- Community Serving Commercial
- Existing Parks
- Arterial Street
- Collector Street
- Local Street
- Railroad
- Corporate Limits
- Lake/Waterway





A large graphic with a brown, shield-like background. The text "Center St." is written in large, white, outlined letters. Below it, a blue banner with white, bold, outlined text reads "GRADE SEPARATION PLAN".

# Center St.

## GRADE SEPARATION PLAN

## CENTER STREET GRADE SEPARATION PLAN

### Description

The Center Street and Railroad has been identified as a critical sub-area because:

- Railroad traffic greatly impacts vehicular and pedestrian traffic in the downtown, along Center Street, and along SR 15;
- Railroad traffic is expected to increase; and
- Police, fire and rescue services need an east/west route that is unimpeded by railroad crossings.

The area around Center Street where it crosses the Norfolk Southern Railroad has a mix of land uses ranging from single family residential, general commercial, downtown commercial, office, institutional and industrial. This area also is under-utilized and somewhat lacking in new investment and property maintenance. Most of the negative characteristics in this area are attributed to the constraints and impacts of railroad traffic, vehicular traffic, congestion, noise, and sometimes disinvestment of neighboring properties.

### Critical Area Boundaries

The Center Street and Railroad Sub-area boundaries are Fort Wayne Street (north), Park Avenue (east), CSX Railroad (south), and SR 15 (west).

### Implementation Strategy

**Strategy 1:** Deviate the Norfolk Southern Railroad tracks to the east to gain separation from SR 15. This separation allows Center Street to be routed under the railroad tracks at a 5% grade with a height clearance of 15 feet when it passes under the railroad tracks.

Gaining this grade separation is critical to life safety and emergency services by eliminating conflicts with vehicles and by allowing traffic to flow east and west without interruption when trains are coming through town.

**Strategy 2:** Build a sound barrier on the east side of the realigned tracks to protect the residential areas to the east from the noise of the railroad. This sound barrier could take many forms, but should be designed to not amplify sound into the downtown.

**Strategy 3:** Install a linear park and green buffer along the east side of the sound barrier allowing canopy trees and other vegetation to be planted, thus further reducing noise and odor from trains and improving the aesthetic of the rail corridor. This linear park would also host a trail for bicyclists and pedestrians and link Richardson-Dubois Park to Central Park, and potentially other parks.

**Strategy 4:** Create high quality redevelopment sites from under-utilized properties or from areas that formerly was used for the railroad tracks. Specifically, the area east of the Little Crow building would increase allowing fuller utilization of that building. Also, an entire city block north of the Little Crow building could be redeveloped more effectively without the train tracks dividing it in half.

**Strategy 5:** Gain greater separation from SR 15 along both, Main Street and Market Street. This additional separation will allow more cars to stack between SR 15 and the railroad tracks adding more safety and greater efficiency of circulation.

**Strategy 6:** Focus residential redevelopment and stabilization efforts on the adjacent blocks to the east of the relocated tracks. These efforts should include infrastructure improvements, tree planting, public-private partnerships, and the like. Efforts should also include encouraging more home ownership and less rental homes in near proximity to the railroad track after the improvements are made.

# PART 5: SUB-AREA PLANS



