

WHITE COUNTY, INDIANA

# COMPREHENSIVE PLAN

MARCH 2, 2026



AMERICAN  
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# Table of Contents

Executive Summary.....	5
Acknowledgements.....	8
Special Thanks .....	8
County Officials.....	8
Steering Committee.....	8
1.0 Introduction .....	9
What is a Comprehensive Plan? .....	9
Purpose.....	10
Planning Process.....	12
Relationship to Other Plans and Past Efforts .....	13
How This Document is Organized .....	13
2.0 Community Profile .....	15
2.1 Demographic & Social Trends .....	15
Population Change and Structure.....	15
School District Fragmentation .....	15
Household Composition & Social Conditions .....	16
2.2 Economy & Workforce .....	16
Economic Base.....	16
Workforce Trends.....	16
Regional Positioning .....	16
2.3 Housing Market.....	17
Aging and Limited Housing Stock .....	17
Insufficient Rental and Multifamily Options.....	17
Housing Feasibility Challenges.....	17
Housing Turnover & Lifecycle Needs.....	17
2.4 Land Use & Development Pattern.....	17
2.5 Agriculture & Rural Landscapes .....	18
Economic Pressures & Land Access .....	18
Diverse Perspectives on Renewable Energy.....	18
Agricultural Evolution .....	18
2.6 Infrastructure & Utilities .....	18
Water & Wastewater Capacity.....	18
Broadband Access.....	19
Transportation & Safety .....	19
Energy Infrastructure.....	19
2.7 Community Facilities & Services.....	19
Healthcare Access.....	19
Childcare Shortages .....	19
Education & Youth Programs.....	19
Institutional Capacity.....	19
2.8 Natural Resources & Environment.....	19
Floodplains & Waterways.....	20
Wetlands & Aquifers.....	20
Environmental Hazards & Climate Considerations.....	20
Summary .....	20
3.0 Community Engagement Overview .....	21

3.1 Engagement Framework .....	21
Steering Committee .....	21
Stakeholder Engagement (April–May 2025).....	21
Public Engagement .....	22
3.2 What We Heard.....	22
Housing Affordability, Availability, and Diversity .....	22
Renewable Energy and Land Use Conflicts.....	23
Economic Development and Regional Positioning.....	23
Infrastructure and Institutional Capacity.....	23
Agricultural Viability .....	23
Workforce, Youth Retention, and Social Services .....	24
3.3 Contrasting Perspectives .....	24
Agriculture vs. Solar Siting .....	24
Growth vs. Preservation .....	24
Housing Types and Density.....	24
Regulatory Flexibility vs. Predictability.....	24
3.4 Influence of Public Input on the Plan .....	24
Refinement of Goals and Objectives .....	24
Land Use Framework Development .....	25
Implementation Priorities.....	25
Summary .....	25
4.0 Community Vision.....	26
4.1 Vision Statement .....	26
4.2 Five Countywide Goals .....	26
Goal 1 – Foster a Resilient and Efficiently Governed County .....	26
Goal 2 – Support Diverse, Affordable, and Feasible Housing Options .....	26
Goal 3 – Advance a Competitive, Sustainable, and Diverse Economy .....	26
Goal 4 – Enhance Quality of Life, Health, and Community Well-Being .....	27
Goal 5 – Plan and Invest for Safe, Connected, and Environmentally Resilient Infrastructure .....	27
4.3 Objectives.....	27
4.4 How the Vision and Goals Shape the Plan .....	28
5.0 Land Use Framework .....	29
5.1 Land Use Policy Framework .....	29
Purpose of Policy Areas .....	30
White County Land Use Policy Areas.....	30
5.2 Land Use Design Framework.....	32
Future Land Use Categories.....	33
5.3 Integrating Corridors, Small Towns, Lakes, and Rural Areas.....	34
5.4 Siting Guidance & Infrastructure Readiness.....	34
Infrastructure-Ready Growth .....	34
Renewable Energy Compatibility.....	34
Environmental Constraints .....	35
Summary .....	35
6.0 Planning Topics .....	36
6.1 Housing.....	36
Overview.....	36
Key Issues.....	36
Policy Direction .....	36

6.2 Economic Development .....	37
Overview .....	37
Key Issues.....	37
Policy Direction .....	37
6.3 Agriculture & Rural Land Stewardship .....	38
Overview .....	38
Key Issues.....	38
Policy Direction .....	38
6.4 Transportation & Mobility.....	38
Overview .....	38
Key Issues.....	38
Policy Direction .....	39
6.5 Public Utilities & Broadband .....	39
Overview .....	39
Key Issues.....	39
Policy Direction .....	39
6.6 Community Facilities, Health & Childcare .....	40
Overview .....	40
Key Issues.....	40
Policy Direction .....	40
6.7 Parks, Recreation, and Lakes Management .....	40
Overview .....	40
Key Issues.....	40
Policy Direction .....	41
6.8 Natural Resources & Environmental Resilience .....	41
Overview .....	41
Key Issues.....	41
Policy Direction .....	41
6.9 Renewable Energy & Energy Infrastructure .....	41
Overview .....	41
Key Issues.....	42
Policy Direction .....	42
Summary .....	42
7.0 Implementation Program and Critical Path Strategies .....	43
7.1 Implementation Philosophy .....	43
1. Capacity Building is Foundational .....	43
2. Infrastructure Sequencing Must Shape Growth .....	43
3. Performance-Based Regulation .....	43
4. Partnerships Multiply Capacity.....	43
5. Metrics Drive Accountability.....	43
7.2 Action Matrix.....	44
A. Governance & Capacity (Goal 1) .....	44
B. Housing (Goal 2) .....	44
C. Economic Development (Goal 3) .....	44
D. Agriculture & Energy (Goals 3 & 5).....	45
E. Transportation & Mobility (Goal 5).....	45
F. Public Utilities & Broadband (Goals 1, 2, 3, 5) .....	45
G. Community Facilities, Health & Childcare (Goal 4) .....	46

H. Parks, Recreation & Lakes (Goals 3 & 4) .....	46
I. Natural Resources & Resilience (Goal 5) .....	46
7.3 Critical Path Strategies .....	47
Critical Path Strategy 1: Modernize the Zoning & Subdivision Ordinances.....	47
Critical Path Strategy 2: Establish a Countywide Project Development & Grant Coordination Function.....	48
Critical Path Strategy 3: Implement Housing Feasibility & Infill Initiatives .....	50
Critical Path Strategy 4: Target Water, Sewer, and Broadband Investments in Growth Areas .....	50
Critical Path Strategy 5: Adopt a Renewable Energy Safety, Compatibility, and Decommissioning Ordinance Package .....	51
Critical Path Strategy 6: Launch a White County Childcare Expansion Partnership.....	51
Critical Path Strategy 7: Create a Senior Housing & Services Action Plan.....	52
Critical Path Strategy 8: Improve Rural Safety at High-Crash Hot Spots .....	52
Critical Path Strategy 9: Develop a Year-Round Tourism & Placemaking Strategy .....	53
Critical Path Strategy 10: Prepare a Countywide Trails & Active Transportation Plan.....	53
Critical Path Strategy 11: Establish an Interlocal Coordination Roundtable .....	54
Critical Path Strategy 12: Create a Downtown Revitalization & Small-Town Toolkit.....	54
Critical Path Strategy 13: Develop a Countywide Branding & Communications Strategy .....	55
How to Use Critical Path Strategies .....	55
7.4 Monitoring and Reporting .....	55
8.0 Appendices.....	57



## Executive Summary

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White County is a community rooted in agricultural heritage, strengthened by small towns, and connected by natural amenities and regional opportunities. As the county continues to evolve—facing new housing needs, workforce challenges, infrastructure pressures, and growing interest in renewable energy—this Comprehensive Plan sets a clear direction for the next 10–20 years.

Developed with guidance from residents, farmers, business leaders, nonprofits, local officials, and regional partners, the plan reflects what people value about White County and what they want it to become.

### Why the Plan Matters

The Comprehensive Plan guides decisions about **land use, housing, roads, utilities, economic development, parks, natural resources, and community services**. It helps White County:

- Plan for responsible growth
- Prioritize infrastructure investments
- Support small-town capacity
- Protect farmland and rural character
- Improve safety and quality of life
- Pursue grants and coordinate projects
- Decide where development should occur and where it should not

The plan does **not** change zoning by itself—it provides the long-term policy framework for future zoning updates and public investments.

### How the Plan Was Created

The plan is built on extensive community input:

- **Two countywide surveys**, with collectively over 1,000 responses
- Engagement at the **White County Fair**, Spirit of Monticello, and other local events
- **More than a dozen** stakeholder meetings (agriculture, small towns, business, education, public safety, renewable energy developers, nonprofits, etc.)
- Four meetings of a representative **Steering Committee**
- In-person and virtual open houses to educate the community about the plan following adoption.

Across these efforts, the message from the community was clear: White County is proud of its identity—and wants to grow in ways that strengthen, not compromise, what makes it special.

### What We Heard from the Community

Several themes were raised repeatedly:

#### 1. Housing is a major need.

Residents want more choices—starter homes, rentals, senior-friendly housing, and reinvestment in



## **2. Infrastructure limits growth.**

Many towns struggle with aging water and sewer systems. Broadband is not consistent everywhere.

## **3. Agriculture must remain strong.**

Farming is central to White County's economy and identity. People want to protect farmland while allowing flexibility for farm operations.

## **4. Renewable energy needs clear standards.**

Residents, landowners, and developers want rules that ensure safety, fairness, property protections, and farmland conservation.

## **5. Quality of life matters.**

Childcare shortages, limited healthcare access, parks and trails, lake access, senior services, and youth opportunities were commonly mentioned.

## **6. Small towns need more capacity.**

Communities want help with grant writing, project management, and zoning administration so they can keep up with development pressure and new opportunities.

### **Vision for the Future**

The community's vision is for a **resilient rural county** that:

- Maintains its small-town charm and agricultural landscapes
- Grows in areas with infrastructure in place
- Offers housing options for all ages and incomes
- Supports thriving local businesses and year-round tourism
- Invests in safety, utilities, and broadband
- Protects natural resources and community health
- Coordinates effectively across local governments

### **Key Goals of the Plan**

1. **Strengthen local government capacity** and coordination
2. **Expand housing options** and promote reinvestment
3. **Grow a diverse, resilient economy**
4. **Improve quality of life and access to services**
5. **Invest in safe, connected, and environmentally sound infrastructure**

### **Immediate Priorities: Critical Path Strategies**

The plan outlines **priority actions** for the next five years, including:



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- Updating zoning and subdivision regulations
- Establishing a countywide project and grant coordination function
- Expanding childcare and senior services
- Targeting water, sewer, and broadband upgrades
- Supporting housing feasibility and infill development
- Improving rural transportation safety
- Developing year-round tourism and lake-related improvements
- Creating a countywide trail and active transportation plan
- Strengthening economic development marketing
- Establishing renewable energy standards for safety and compatibility

These are the “must-do” items for the county to achieve early wins.

### Looking Ahead

This Comprehensive Plan is a living document. As White County grows, the plan will guide public decisions, private investment, zoning updates, and capital improvements. Annual progress reviews and five-year updates will help keep the plan relevant.

Above all, the plan ensures that **White County grows on its own terms**—protecting what residents value while embracing opportunities that strengthen the county’s future.



### Special Thanks

#### County Officials

##### County Commissioners

David Davis - District 1  
Kaleb Pass - District 2  
Mike Smolek - District 3

##### County Council

Raymond L Kramer, Jr - President  
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James G Annis  
Steve Christopher  
Janet J Faker  
Matthew A McKean  
Joanne Mosher

##### Area Plan Commission

###### Members

President: Jeff Demerly  
Vice President: Bradley Ward  
Gary Allen  
James Annis  
Pam Brown  
Becky Chitty  
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#### Steering Committee

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Pam Cochran, Clerk-Treasurer, Town of Reynolds  
Becky Chitty, White County Area Plan Commission  
Jeff Guingrich, White County Area BZA  
Lucy Dold, Director, Community Foundation of  
White County  
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Association  
Marty Huseman, Purdue Extension Educator



## 1.0 Introduction

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White County stands at an important moment in its long history—a period shaped by demographic change, new economic opportunities, pressing infrastructure needs, and a renewed desire to align growth with the county’s rural identity and values. The 2025 Comprehensive Plan provides a unified policy framework to guide land use, infrastructure investment, housing, economic development, and public services over the next twenty years. It replaces and updates the 2017 Comprehensive Plan and integrates strategic work conducted by local governments, community organizations, and regional partners.

This plan responds directly to the challenges and opportunities identified during the Educate and Explore phases of the planning process, including the extensive Existing Conditions Report, stakeholder meetings held throughout spring and summer 2025, and Steering Committee Meetings #1 and #2. Public outreach at the White County Fair, the Spirit of Monticello Festival, and the online surveys also provided critical insights into housing needs, renewable energy concerns, childcare shortages, infrastructure gaps, and the community’s strong connection to its rural heritage.

The Comprehensive Plan is both a strategic guide and a practical tool. As the county continues to attract agricultural enterprises, manufacturing employers, tourism visitors, and interest from renewable energy developers, this plan provides a balanced framework for directing growth to appropriate areas, protecting valued resources, improving the quality of life for residents, and strengthening local government capacity.

### What is a Comprehensive Plan?

A comprehensive plan is a community’s primary land use and policy document. It establishes a holistic, long-range vision for a county’s physical development, economic vitality, environmental stewardship, and quality of life. Comprehensive plans are not regulatory documents; rather, they form the foundation for regulations such as zoning and subdivision ordinances.

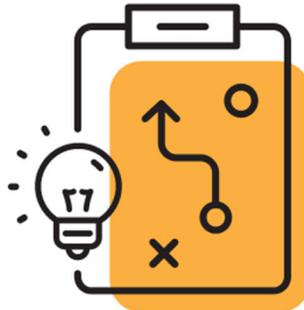
For White County, the comprehensive plan functions as:

- **A Unifying Vision.** It synthesizes the priorities of residents, businesses, agricultural stakeholders, youth and families, local governments, and regional partners.
- **A Policy Guide.** It directs decisions related to land use, housing, transportation, utilities, broadband, public facilities, parks, natural resources, and hazard mitigation.
- **A Basis for Zoning and Ordinance Updates.** The 2025 plan informs the ongoing zoning and subdivision code audit and anticipated transition toward stronger, clearer, and more consistent development regulations (as discussed with the Area Plan Commission and staff) .
- **A Coordinating Tool.** It aligns community investment—from roadside improvements to wastewater extensions, downtown revitalization, public safety equipment, and childcare expansion—within a shared strategic framework.

The plan also anticipates emerging issues that were not present in earlier efforts, including large-scale renewable energy facilities, modern data centers, broadband-dependent economic opportunities,



# *What is a Comprehensive Plan?*



## **ACTION PLAN** **FOR A COMMUNITY'S VISION** **OVER THE NEXT 20 YEARS** ..... **PEOPLE • ECONOMY • PLACE**

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### **Purpose**

A comprehensive plan serves as the community's long-term policy guide for land use and development. In Indiana, the plan has a statutory role in defining:

- **A statement of objectives for the future development of the jurisdiction;**
- **A statement of policy for land use development; and**
- **A statement of policy for public ways, places, lands, structures, and utilities.**

These required elements are reflected throughout this document, ensuring that the plan complies with Indiana Code and provides a clear basis for future zoning, subdivision, capital improvement, and development decisions.

For White County, the comprehensive plan has several additional purposes:



- **A Framework for Daily Decision-Making**  
Local officials, boards, and commissions regularly face questions about rezonings, subdivisions, economic development projects, and infrastructure investments. This plan provides consistent, transparent guidance rooted in shared community values and data.
- **A Tool for Coordinating Local and Regional Investment**  
The plan helps align the actions of county departments, municipalities, utility districts, emergency services, economic development partners, and regional organizations such as KIRPC.
- **A Vision for Growth That Reflects Local Values**  
Public input consistently emphasized the need to preserve rural character, protect agriculture, plan for infrastructure-ready growth, and ensure that small towns have the capacity to participate in new opportunities.
- **A Roadmap for Funding and Implementation**  
Many recommendations in the plan require grant funding, state and federal partnerships, and inter-local cooperation. By defining clear priorities—and later identifying “Critical Path Strategies”—the plan strengthens White County’s ability to pursue these opportunities.

This plan is intended to guide near-term actions (0–5 years), midterm direction (5–10 years), and long-term vision (10–20 years), recognizing that growth and community needs evolve over time.



## Planning Process

The planning process followed a three-phase structure introduced at Steering Committee Meeting #1 :

### Phase 1: Educate

- Existing Conditions Report (demographics, housing, economy, land use, energy, infrastructure).
- Stakeholder interviews with agricultural, business, government, nonprofit, education, and energy sectors.
- Broad public outreach at county events, through online surveys, and through municipal channels.
- Initial Steering Committee direction-setting and SWOT-style input.

### Phase 2: Explore

- Drafting of goals and objectives based on data and public input.
- Steering Committee Meeting #2 review of demographic trends, housing conditions, energy issues, small-town capacity, and tourism opportunities.



- Land use policy workshops, including the “White County Oppoly” fiscal trade-off exercise for Steering Committee #3.
- Development of a countywide land use policy and design framework.

### Phase 3: Empower

- Implementation strategies, including Critical Path Strategies.
- Alignment with zoning and subdivision ordinance updates.
- Preparation for adoption by the Area Plan Commission, County Commissioners, and participating municipalities.
- Public meetings and open houses to review draft recommendations.

This process ensured that the plan is grounded in community input, reflects the diverse perspectives of White County’s stakeholders, and provides actionable guidance for decision-makers.

## Relationship to Other Plans and Past Efforts

The 2025 Comprehensive Plan builds directly upon:

- **The 2017 White County Comprehensive Plan**, whose legacy goals were evaluated and refined through both Steering Committee discussion and public engagement.
- **The 2023 City of Monticello Strategic Plan**, incorporated as a key municipal planning reference.
- **Local and regional studies**, including transportation safety initiatives, Purdue Research Foundation advanced industry analyses, renewable energy siting presentations, and the zoning and subdivision code audit currently underway .
- **Ongoing municipal and utility planning**, particularly wastewater and broadband expansion efforts.

The plan is not a standalone document; it functions as the countywide policy umbrella under which these efforts align and coordinate.

## How This Document is Organized

The remainder of this plan is divided into the following major sections:

### **Chapter 2 – Community Profile**

A concise summary of White County’s demographic, economic, housing, land use, agricultural, infrastructure, and environmental conditions.

### **Chapter 3 – Community Engagement Overview**

A synthesis of what was heard from residents, stakeholders, and the Steering Committee, along with how that input shaped the plan.

### **Chapter 4 – Community Vision, Goals, and Objectives**

A vision statement and five updated goals, each supported by objectives that guide decision-making and investment.



### **Chapter 5 – Land Use Framework**

The countywide land use policy map, land use design categories, corridor considerations, and guidance for renewable energy and infrastructure-ready growth.

### **Chapter 6 – Planning Topics**

Detailed strategies for housing, economic development, agriculture, transportation, public facilities, parks and recreation, natural resources, broadband, and renewable energy.

### **Chapter 7 – Implementation Program and Critical Path Strategies**

A prioritized set of near-term, high-impact actions that position White County for success, supported by an action matrix with responsible entities, timeframes, and potential funding sources.

### **Appendices**

Technical documents, data tables, stakeholder reports, Existing Conditions Report, and engagement summaries.



## 2.0 Community Profile

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The Community Profile provides an overview of the demographic, economic, environmental, and infrastructure conditions that shape growth and quality of life in White County. This chapter draws from federal and state datasets, stakeholder interviews, and public engagement conducted throughout 2025. Together, these factors establish the baseline from which the County's goals, policies, and land use framework were developed. Much of the technical analysis was detailed in the Existing Conditions Report (ECR), which is attached as Appendix A.

White County is a rural county with a diverse economic base—anchored by agriculture, manufacturing, tourism, and energy infrastructure—and a community identity deeply connected to small-town character and natural amenities. At the same time, the County faces increasing pressures related to housing availability, institutional capacity, infrastructure needs, and the saturation and continuation of large scale renewable energy projects. Understanding these conditions is essential for developing strategies that support a resilient, well-governed, and forward-looking White County.

### 2.1 Demographic & Social Trends

#### Population Change and Structure

White County's population has remained relatively stable over the past decade, with small fluctuations driven by workforce migration, aging households, and changes in household composition. Like many rural Indiana counties, White County is experiencing:

- A gradually aging population, particularly in the 55+ age groups, reflecting national rural trends.
- A smaller share of young adults, driven by limited housing options, childcare shortages, and employment patterns.
- Modest growth in certain townships connected to transportation corridors and lake communities.

Stakeholders across sectors—including education, healthcare, and local government—highlighted the challenges associated with these demographic patterns, particularly the pressure they place on school systems, emergency services, and small-town workforce needs. Education and nonprofit leaders emphasized teacher and staff retention challenges and the growing needs of an aging population .

#### School District Fragmentation

White County is served by **four school districts** (Frontier, North White, Tri-County, Twin Lakes), plus nearby systems that influence student mobility and workforce dynamics. The fragmentation creates:

- Varied access to programming, staffing, and extracurricular options;
- Challenges in coordinating youth services and workforce pipelines;
- Financial strain in districts facing enrollment declines.

These issues were repeatedly raised during Steering Committee and stakeholder discussions and influence the county's long-term planning for youth retention and labor force stability.



## Household Composition & Social Conditions

Public engagement identified significant social service needs, including:

- A severe childcare shortage (estimated deficit of more than 1,000 seats),
- Limited prenatal and OB services,
- Growing demand for senior services and mental health resources,
- Transportation gaps affecting youth, seniors, and low-income households.

These conditions affect both quality of life and workforce participation and directly inform the plan's goals for community well-being and institutional capacity.

## 2.2 Economy & Workforce

### Economic Base

White County benefits from a diverse economic foundation:

- **Agriculture** remains a dominant land use and major economic driver, supported by both small family farms and large agricultural enterprises.
- **Manufacturing** continues to provide stable employment, consistent with the strong manufacturing base noted in the ECR and Steering Committee Meeting #2 .
- **Tourism**, centered on lakes, recreation, and Indiana Beach, draws more than **3 million annual visitors**, though the majority of trips are short-stay rather than overnight.
- **Renewable energy projects**, including solar, wind, and battery storage proposals, have become increasingly influential in land use discussions.

### Workforce Trends

Major workforce themes emerged across stakeholder meetings:

- Out-commuting remains high, with many residents working in Lafayette, Tippecanoe County, and metro regions.
- Employers report difficulties attracting younger workers due to housing limitations and childcare constraints.
- Automation and shifting agricultural practices are reshaping labor needs, including rising demand for technically skilled positions.
- Broadband-enabled remote work presents new opportunities but requires continued infrastructure investment.

### Regional Positioning

White County occupies a strategic location in north-central Indiana with access to:

- **I-65** at the southwest corner;
- Major corridors including **US-24, US-231, US-421, and SR-43**;
- **Dual-grid connections to both MISO and PJM**, a unique advantage for industry and energy infrastructure development .



This positioning gives White County opportunities to attract advanced industries, logistics users, and tourism but also creates pressure for coordinated land use planning.

## 2.3 Housing Market

Housing was repeatedly identified as one of White County's most urgent needs. According to the ECR and stakeholder feedback, the county faces:

### Aging and Limited Housing Stock

The majority of homes in the county are decades old, and many require reinvestment to remain viable. Developers and residents noted limited supply of "move-in ready" homes across small towns and lake communities.

### Insufficient Rental and Multifamily Options

Steering Committee members emphasized the need for greater housing diversity, particularly for:

- Young professionals,
- Workers in manufacturing and service sectors,
- Seniors seeking downsizing options.

Although concerns about preserving community character exist, stakeholders acknowledged that modest, well-designed multifamily housing is essential for workforce growth.

### Housing Feasibility Challenges

Developers consistently cited infrastructure gaps, high construction costs, and limited market returns as barriers to new development. Small towns often lack the water and sewer capacity or staff support needed to facilitate projects.

### Housing Turnover & Lifecycle Needs

Education and nonprofit leaders noted mismatches between current housing options and the lifecycle needs of families and older adults. Without intentional planning and targeted incentives, the county risks losing younger residents and missing workforce opportunities.

## 2.4 Land Use & Development Pattern

Much of White County's land area is rural agricultural landscape, with development concentrated in Monticello, Monon, Brookston, Chalmers, Reynolds, and Wolcott. Key land-use characteristics include:

- **Strong agricultural land base**, including high-quality soils valued by both farmers and residents.
- **Concentrated commercial and industrial development** along major corridors, rail lines, and near municipal utility systems.
- **Seasonal housing and tourism-driven development** around Lake Shafer and Lake Freeman.
- **Emerging large-scale renewable energy proposals**, influencing land use, infrastructure needs, and community expectations.

The ECR identified constraints that must be considered in future land use decisions, including:



- Floodplain coverage along river and creek corridors,
- Aquifer sensitivity and wellhead protection areas,
- Roadway safety challenges at high-crash rural intersections,
- Utility availability and cost-of-service considerations.

These conditions inform the land use framework presented later in the plan, with an emphasis on directing growth to infrastructure-ready locations.

## 2.5 Agriculture & Rural Landscapes

Agriculture remains central to White County's identity, economy, and land use pattern. Through stakeholder engagement, several consistent themes emerged:

### Economic Pressures & Land Access

Farmers noted increasing land rents, rising property taxes, and reduced availability of leased ground. Many farm operations rely heavily on rented acreage, creating vulnerability when parcels are converted to non-agricultural uses.

### Diverse Perspectives on Renewable Energy

- Some farmers view solar leases as an important financial tool that stabilizes agricultural operations.
- Other residents and operators expressed concern about the loss of productive farmland, soil impacts, and the long-term consequences of converting agricultural land to utility-scale uses.
- Many stakeholders emphasized the need for **clear, fair, and predictable regulations** rather than outright prohibitions.

These perspectives reflect the nuanced balance required in the county's renewable energy and agricultural policies.

### Agricultural Evolution

Producers discussed the need for flexibility to adopt new technologies, diversify operations, and participate in value-added agriculture. Opportunities exist in agritourism, conservation practices, and partnerships with energy operators (e.g., digesters), though some technologies remain in limited use locally.

## 2.6 Infrastructure & Utilities

Infrastructure is a major determinant of where and how White County can grow. Across stakeholder groups, the following themes were prominent:

### Water & Wastewater Capacity

Many towns struggle with aging water and sewer systems, limited treatment capacity, and restricted ability to serve new housing or commercial projects. Developers identified utility constraints as the single most significant barrier to new construction.



## Broadband Access

Broadband service is widespread but variable in speed and reliability. Inconsistent broadband affects remote work opportunities, student performance, business competitiveness, and the feasibility of home-based enterprises. Addressing these gaps is a major priority for residents and employers.

## Transportation & Safety

The County's transportation system includes a mix of state highways, county roads, and rural arterials. High-crash intersections—particularly at rural crossroads—were repeatedly identified as safety concerns. Public transit is minimal, impacting youth, seniors, and low-income households.

## Energy Infrastructure

White County's access to multiple high-voltage transmission lines and the MISO/PJM grid is a competitive advantage for certain industries and renewable energy developers. However, this infrastructure also requires clear local standards for emergency access, siting, and land compatibility, as noted in multiple Management Team meetings about the ongoing code audit.

## 2.7 Community Facilities & Services

Stakeholder input highlighted several pressing gaps in community services:

### Healthcare Access

- No local obstetric (OB) services, requiring residents to travel for delivery care.
- Limited mental health services, especially for youth and seniors.
- Growing pressure on EMS and volunteer fire departments, particularly in rural areas.

### Childcare Shortages

The severe childcare deficit affects family retention, workforce availability, and employer recruitment. Stakeholders noted that childcare is a foundational barrier for young families who might otherwise remain in or relocate to White County.

### Education & Youth Programs

Nonprofit and education stakeholders emphasized:

- The need for improved school-community partnerships,
- Better alignment between vocational programs and local job markets,
- Enhanced programming and spaces for youth development.

### Institutional Capacity

Small towns consistently reported limited staff capacity for grant writing, project management, zoning enforcement, and long-range planning. This institutional capacity challenge is one of the most important structural issues facing the county.

## 2.8 Natural Resources & Environment

White County's natural resource system supports agriculture, recreation, and ecological health. The following environmental considerations are particularly important for planning:



## Floodplains & Waterways

Significant areas of White County are located in FEMA Zones A and AE. These areas have:

- A 1% annual chance of flooding,
- A 26% chance of flooding during a typical 30-year mortgage period,
- Different data availability (Zone AE includes base flood elevations).

Major waterways include the Tippecanoe River, Lake Shafer, and Lake Freeman, along with associated tributaries.

## Wetlands & Aquifers

Palustrine wetlands dominate portions of central White County, while lacustrine wetlands appear near lakes. Protecting aquifer recharge areas is essential for both municipal and rural water supplies, especially given the County's reliance on groundwater.

## Environmental Hazards & Climate Considerations

Local officials and stakeholders identified concerns related to:

- Stormwater management in areas with aging or limited drainage systems;
- Wildfire and access risks near large-scale solar arrays;
- Heat stress and impacts on vulnerable populations.

These issues frame the need for climate-ready, hazard-informed infrastructure investments.

## Summary

The Community Profile shows a county rich in agricultural heritage, natural amenities, and regional strengths. At the same time, housing constraints, childcare gaps, infrastructure needs, renewable energy pressures, and limited municipal capacity present challenges that require coordinated action. These conditions—together with extensive engagement—form the basis of the plan's goals, land use framework, and implementation strategies.



## 3.0 Community Engagement Overview

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The success of a comprehensive plan depends on the extent to which it reflects the experiences, priorities, and values of the community it is intended to serve. From the outset, White County emphasized a transparent, inclusive, and data-informed engagement process—one that would reach residents, landowners, youth and families, local officials, agricultural stakeholders, energy developers, business leaders, and nonprofit organizations.

This chapter summarizes the engagement strategy, activities completed, and the major themes that emerged through the process. The findings presented here directly shaped the plan’s goals, land use framework, and implementation priorities.

### 3.1 Engagement Framework

Engagement for the Comprehensive Plan followed two coordinated tracks—**stakeholder engagement** and **public engagement**—introduced during Steering Committee Meeting #1 and carried through the Educate and Explore phases of the project.

#### Steering Committee

A 15-member Steering Committee representing county government, municipal leaders, economic development, education, real estate, agriculture, community foundations, and youth-serving organizations met at key milestones:

- **Meeting #1 (April 10, 2025):** Introductions, discussion of roles, review of the planning process, SWOT-style input, and early identification of key issues.
- **Meeting #2 (July 31, 2025):** Review of draft Existing Conditions Report (ECR), summary of engagement to date, discussion of emerging themes, and drafting of new goals.
- **Meeting #3 (October 15, 2025):** Interactive “White County Oppoly” land use trade-off exercise and discussion of draft goals and objectives.
- **Meeting #4 (January 12, 2026):** Land use policy and design discussion, and implementation strategies.

Steering Committee contributions provided essential direction, supplementing public input with grounded local knowledge of opportunities, constraints, and governance realities.

#### Stakeholder Engagement (April–May 2025)

A comprehensive series of sector-specific stakeholder meetings was conducted, covering:

- Renewable energy (residents)
- Renewable energy (agricultural producers)
- Renewable energy (developers)
- Agricultural stakeholders
- County and municipal officials
- Business and development community
- Education and nonprofit organizations
- Surrounding counties



- Utilities, including regional sewer district
- REMC
- Regional planning organizations (KIRPC)

These meetings generated detailed, candid discussions on topics including land use, energy siting, public infrastructure, agriculture, housing, economic development, childcare, social services, and governance. A full summary is provided in the **Appendix B: Stakeholder Input Report**.

## Public Engagement

Public outreach included the following activities:

### Countywide Online Survey #1 (Spring 2025)

Generated **283 responses**, an exceptional level of participation for a rural county. Public comments validated many issues identified by stakeholders, especially housing diversity, lake access, childcare, and renewable energy.

### Public Outreach at Events

The planning team and the Area Plan Commission promoted the plan and collected input during:

- The **Spirit of Monticello Festival**,
- The **White County Fair** (July 2025), and
- Various community events and municipal meetings.

These engagements strengthened participation from residents who do not typically attend formal meetings.

### Countywide Online Survey #2 (Fall 2025)

The second survey tested **draft goals**, explored trade-offs, and gathered feedback on potential recommendations, with added focus on youth, tourism, and land use. The timing was accelerated at the request of elected officials to provide visible progress during the fall of 2025. This survey generated **635 responses**.

### Second-Round Public and Virtual Open Houses (Winter 2025/26 -- pending)

Following adoption, a round of public involvement is anticipated to educate the community about the plan.

## 3.2 What We Heard

Across all engagement formats, several core themes emerged that consistently shaped discussion and ultimately guided the goals, land use framework, and implementation priorities.

### Housing Affordability, Availability, and Diversity

Nearly all groups identified housing as a critical countywide challenge. Key concerns included:

- A shortage of move-in ready homes;
- Limited rental and multifamily options;
- Barriers to senior downsizing;
- Housing feasibility issues tied to infrastructure and construction costs;



- Concern about preserving community character while pursuing new housing opportunities.

The Steering Committee emphasized the importance of housing diversity and infill rehabilitation as major planning priorities.

## Renewable Energy and Land Use Conflicts

Renewable energy emerged as one of the most complex and polarizing issues:

- Residents expressed concerns about safety, emergency access, farmland conversion, and adjacent property impacts.
- Agricultural producers indicated solar leases can provide economic stability.
- Developers highlighted compliance with national safety codes and sought clarity rather than restrictions.
- County officials emphasized the need for defensible, standards-based regulations.

This issue influenced both land use policy and zoning code audit discussions.

## Economic Development and Regional Positioning

Stakeholders recognized White County's potential to leverage:

- A strong manufacturing base,
- Its dual-grid advantage for energy-intensive businesses,
- Proximity to Lafayette and Purdue, and
- Tourism centered on lakes and recreation.

However, many felt the county was not fully capitalizing on these strengths due to limited marketing, workforce constraints, and insufficient year-round tourism offerings.

## Infrastructure and Institutional Capacity

Smaller towns consistently reported challenges related to:

- Aging water and wastewater systems;
- Limited technical staff or administrative support;
- Insufficient funding for major capital improvements;
- Difficulty managing growth and development pressures.

This theme became one of the planning process's most significant findings and informed the first proposed goal: **Foster a Resilient and Efficiently Governed County.**

## Agricultural Viability

Farmers expressed concerns over:

- Rising land rents and property taxes;
- Access to leased land;
- Public misconceptions about modern agriculture;
- Pressures from energy development;
- Inconsistent regulatory expectations.



Many called for policies that protect both agriculture and property rights without imposing inflexible mandates.

## Workforce, Youth Retention, and Social Services

Education and nonprofit stakeholders emphasized:

- Challenges retaining teachers and service providers;
- Barriers to youth retention tied to housing, wages, recreation, and amenities;
- Significant childcare and healthcare gaps;
- Transportation limitations affecting vulnerable populations.

These findings directly shaped goals related to community well-being, infrastructure, and economic development.

## 3.3 Contrasting Perspectives

While many themes were widely shared, several issues revealed meaningful differences in perspective:

### Agriculture vs. Solar Siting

Farmers and renewable energy developers often supported solar as a viable land use option. Residents and conservation-oriented stakeholders often opposed large-scale installations near homes or high-quality farmland.

### Growth vs. Preservation

Some stakeholders supported targeted growth as a means to improve housing, tax base, and services. Others worried that growth could strain infrastructure, alter rural character, or exacerbate conflicts.

### Housing Types and Density

Younger residents and employers emphasized the need for more rental and multifamily options. Some residents expressed caution about higher-density housing, citing concerns about aesthetics, traffic, and community character.

### Regulatory Flexibility vs. Predictability

Developers and agricultural operators preferred flexible regulations that allow for adaptation. Residents and officials preferred clearer rules and predictable standards to minimize conflicts.

Recognizing and balancing these contrasts is essential to achieving a plan that is both visionary and implementable.

## 3.4 Influence of Public Input on the Plan

Engagement was not merely informational—it directly shaped the plan's content:

### Refinement of Goals and Objectives

- Public and stakeholder input clarified the need to elevate institutional capacity as a central goal.
- Renewable energy concerns led to more explicit emphasis on safety, compatibility, and performance-based standards.



- Housing diversity, senior needs, and workforce alignment were strengthened based on repeated comments across meetings and survey data.
- Steering Committee recommendations restructured legacy goals, consolidating redundancies and addressing new issues.

## Land Use Framework Development

- The land use exercise for Steering Committee #3 identified trade-offs among agriculture, housing, commercial investment, renewable energy, and infrastructure availability.
- Corridor and growth area priorities were aligned with public input regarding safety, utilities, and development feasibility.
- Agricultural preservation and flexibility were balanced with rural character and energy siting concerns.

## Implementation Priorities

Public and stakeholder input heavily influenced the Critical Path Strategies, including:

- Modernizing zoning and subdivision ordinances;
- Establishing countywide project management capacity;
- Addressing childcare and senior service shortages;
- Advancing broadband and utility investments;
- Improving safety at rural hot-spot intersections;
- Developing year-round tourism strategies.

These priorities reflect issues raised repeatedly in meetings, surveys, and direct community conversations.

## Summary

White County's planning process engaged hundreds of residents, dozens of stakeholders, and a representative Steering Committee throughout 2025. The themes documented through this engagement shaped every major component of the comprehensive plan—from its goals to its land use framework to its implementation strategy.

The result is a plan that reflects the county's aspirations, acknowledges its constraints, and provides a practical path forward for the next decade and beyond.



## 4.0 Community Vision

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Chapter 4 establishes the long-term direction for White County through a unifying vision statement, five countywide goals, and supporting objectives. These components synthesize extensive public engagement, Steering Committee guidance, existing conditions analysis, and sector-specific stakeholder insights. Together, they define a roadmap for the County's next 10–20 years—one that is both community-driven and implementation-focused.

The Vision and Goals represent broad, aspirational statements, while the Objectives articulate actionable pathways to achieve these aspirations. They form the backbone of the remainder of the Comprehensive Plan, connecting public values to land use policy, infrastructure investment, economic development priorities, and the Critical Path Strategies presented in Chapter 7.

### 4.1 Vision Statement

**White County is a resilient rural community rooted in agricultural heritage, strengthened by thriving small towns, and connected by high-quality infrastructure. We strive to grow in ways that preserve our identity, expand housing and economic opportunity, enhance health and quality of life, embrace innovation in energy and industry, and support strong local institutions capable of serving residents today and in the future.**

This vision reflects key values consistently expressed throughout the planning process:

- Pride in rural character and agricultural landscapes;
- Recognition that growth must align with infrastructure readiness and community capacity;
- Commitment to supporting families, youth, seniors, and workers;
- Desire for year-round amenities, recreation, and economic vitality;
- Openness to new technologies—such as renewable energy—when guided by community-informed standards;
- Emphasis on collaboration among counties, towns, schools, utilities, and regional partners.

### 4.2 Five Countywide Goals

These goals and their origins are explored in more detail in Appendix C, Goals and Objectives:

#### Goal 1 – Foster a Resilient and Efficiently Governed County

Strengthen White County's ability to plan proactively, coordinate across jurisdictions, deliver services efficiently, and support small towns and rural areas with the tools and staffing necessary to manage growth and pursue opportunities.

#### Goal 2 – Support Diverse, Affordable, and Feasible Housing Options

Ensure that White County residents of all ages, incomes, and life stages can access quality housing by promoting rehabilitation, infill, infrastructure-ready development, and a broader mix of housing types.

#### Goal 3 – Advance a Competitive, Sustainable, and Diverse Economy

Enhance the county's economic resilience by supporting agriculture, manufacturing, tourism, entrepreneurship, and responsible energy development while leveraging regional assets such as



proximity to Lafayette/Purdue and dual-grid access.

## Goal 4 – Enhance Quality of Life, Health, and Community Well-Being

Improve access to healthcare, childcare, recreation, and community services; strengthen cultural identity; and support safe, connected places that improve health outcomes and retain residents.

## Goal 5 – Plan and Invest for Safe, Connected, and Environmentally Resilient Infrastructure

Guide development toward infrastructure-ready locations; improve transportation safety; expand mobility options; modernize utilities and broadband; and protect natural and environmental resources.

### 4.3 Objectives

Objectives translate each goal into specific, actionable areas of focus. These objectives are grounded in the ECR and shaped by Steering Committee and stakeholder input.

#### Goal 1 – Foster a Resilient and Efficiently Governed County

**Objective 1.1:** Modernize zoning and subdivision ordinances to support infill, housing diversity, and renewable energy compatibility.

**Objective 1.2:** Implement fiscal and infrastructure impact assessments for large-scale development.

**Objective 1.3:** Expand technical assistance, shared staffing, and grant-writing capacity for small towns.

**Objective 1.4:** Strengthen interlocal and inter-county collaboration on infrastructure, education, and economic development.

(Motivation: Steering Committee, County Officials, Stakeholder Meetings)

#### Goal 2 – Support Diverse, Affordable, and Feasible Housing Options

**Objective 2.1:** Encourage a balanced housing mix—single-family, multifamily, workforce, and senior-friendly.

**Objective 2.2:** Promote infill, rehabilitation, and adaptive reuse in towns and lake communities.

**Objective 2.3:** Align new housing development with utility capacity and broadband availability.

**Objective 2.4:** Foster partnerships among employers, developers, and nonprofits to support workforce housing.

(Motivation: ECR, Business Stakeholders, Public Engagement)

#### Goal 3 – Advance a Competitive, Sustainable, and Diverse Economy

**Objective 3.1:** Protect farmland and support the modernization of agricultural operations.

**Objective 3.2:** Establish clear, consistent renewable energy siting and decommissioning standards.

**Objective 3.3:** Expand year-round tourism tied to lakes, downtowns, and cultural heritage.

**Objective 3.4:** Leverage regional economic positioning (Purdue/Lafayette, MISO/PJM grid



connections).

**Objective 3.5:** Support entrepreneurship and small business growth, particularly in rural towns.

(Motivation: Agricultural Producers, Energy Developers, County Officials, Steering Committee)

#### **Goal 4 – Enhance Quality of Life, Health, and Community Well-Being**

**Objective 4.1:** Expand access to healthcare, childcare, mental health services, and senior support programs.

**Objective 4.2:** Improve recreational opportunities—including parks, trails, and community wellness facilities.

**Objective 4.3:** Strengthen arts, culture, local identity, and placemaking initiatives.

**Objective 4.4:** Improve walkability and bikeability near schools, neighborhoods, and attractions.

(Motivation: Education & Nonprofit Stakeholders, Public Engagement, Steering Committee)

#### **Goal 5 – Plan and Invest for Safe, Connected, and Environmentally Resilient Infrastructure**

**Objective 5.1:** Address rural crash hot spots with targeted safety improvements (e.g., intersection redesigns, roundabouts).

**Objective 5.2:** Expand mobility options, including rural transit, senior services, and active transportation facilities.

**Objective 5.3:** Prioritize infrastructure investments (water, sewer, broadband, power) in designated growth areas.

**Objective 5.4:** Protect floodplains, aquifers, and other sensitive natural resources.

**Objective 5.5:** Integrate climate adaptation and resilience standards into capital projects.

(Motivation: ECR, Stakeholder Input, County Officials)

## **4.4 How the Vision and Goals Shape the Plan**

The Vision, Goals, and Objectives provide the structure for the remainder of the Comprehensive Plan:

**Land Use Framework (Chapter 5):** Identifies policy areas and future development patterns aligned with infrastructure readiness, farmland preservation, small-town revitalization, and renewable energy compatibility.

**Planning Topic Strategies (Chapter 6):** Provides topic-specific pathways—housing, economic development, transportation, utilities, public services, natural resources, recreation, broadband, and renewable energy.

**Implementation & Critical Path Strategies (Chapter 7):** Translates goals and objectives into short-term priority projects with responsible parties, timelines, and potential funding sources.

This chapter forms the guiding blueprint for coordinated decision-making and investment across White County's governments, institutions, and communities.



## 5.0 Land Use Framework

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The Land Use Framework provides the geographic and policy foundation for guiding growth, conservation, redevelopment, and infrastructure investment in White County for the next 10–20 years. It translates the community’s vision and goals into spatial policy and design direction, balancing rural character with growth opportunities, agricultural preservation with property rights, and energy development with public safety and compatibility.

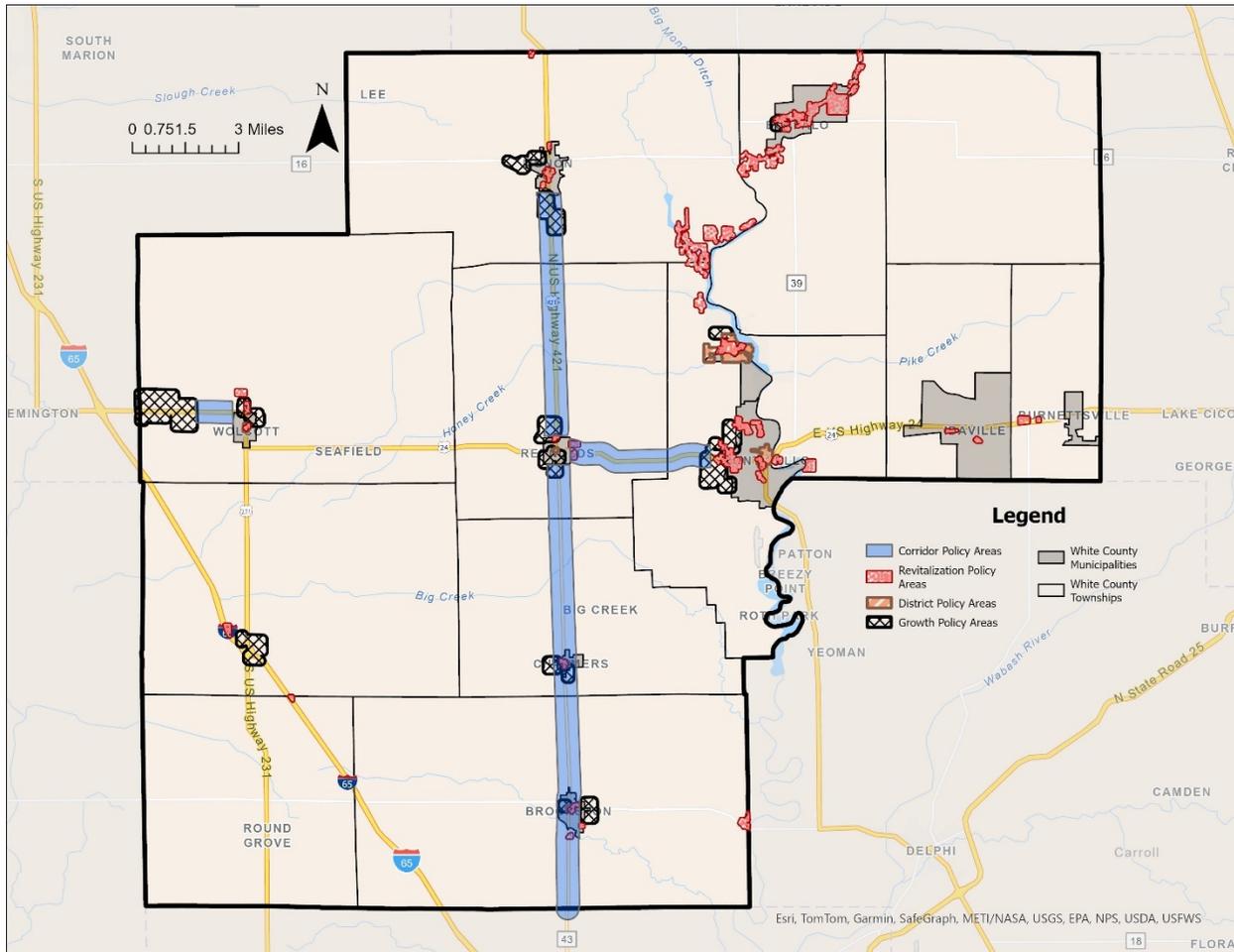
The Framework is organized into two interconnected components:

1. **Land Use Policy Framework** – describing *where* and *how* different types of change should occur.
2. **Land Use Design Framework** – describing *what* land uses and development patterns are appropriate in each place.

Together, these components guide rezoning, subdivision, infrastructure expansion, economic development, renewable energy siting, and capital improvements.

### 5.1 Land Use Policy Framework

The Land Use Policy Framework identifies areas where the nature, intensity, and management of growth should differ across the county. These policies reflect analysis of existing conditions; Steering Committee insights from Meetings #1–#3; stakeholder perspectives; and major infrastructure, environmental, and market constraints. Figure 1, below shows the Land Use Policy Framework arising from this process.



**Figure 1: Land Policy Map**

## Purpose of Policy Areas

Policy areas do **not** replace zoning. Rather, they:

- Establish a countywide growth strategy;
- Provide guidance for future zoning and subdivision decisions;
- Connect land use outcomes with utility and transportation capacity;
- Support agricultural viability and rural preservation;
- Direct infrastructure investment to sustainable locations;
- Define expectations for development form, intensity, and character.

## White County Land Use Policy Areas

### 1. Growth Areas

**Purpose:** Direct new residential, commercial, institutional, and industrial development to areas with existing or readily expandable utilities, transportation access, and public services.

**Characteristics:**



- Located near Monticello, Monon, Brookston, Chalmers, Reynolds, and Wolcott;
- Access to water/wastewater systems or feasible extensions;
- Proximity to major corridors (US-24, US-231, US-421, SR-43);
- Suitable soils and environmental conditions for development.

**Intent:**

- Prioritize infrastructure investment here;
- Streamline development approval for projects that meet design and compatibility standards;
- Support small-town revitalization and infill development.

## 2. Revitalization Areas

**Purpose:** Encourage reinvestment, adaptive reuse, and infill in older or underused areas—especially locations with aging structures, vacant parcels, or obsolete land uses; strengthen the economic and social vitality of small towns and lake communities, focusing on main streets, lakeside commercial districts, and historic neighborhoods.

**Characteristics:**

- Areas with stable form but lacking investment;
- Locations needing improved walkability, placemaking, and housing rehabilitation;
- Downtowns that serve as community anchors.

**Intent:**

- Encourage small business growth;
- Improve public spaces and pedestrian connections;
- Expand housing options within existing municipal footprints.

## 3. Stabilization Areas

**Purpose:** Preserve existing character while addressing maintenance, reinvestment, and targeted improvements to ensure long-term viability. *Note: Any area not otherwise labeled in Figure 1 is a designated stabilization area.*

**Includes:**

- Established neighborhoods;
- Older rural residential subdivisions;
- Lake communities with aging infrastructure.

**Intent:**

- Maintain property values through reinvestment;
- Promote septic-to-sewer transitions where feasible;
- Avoid incompatible adjacent land uses.

## 4. General Corridors

**Purpose:** Guide development along major corridors while ensuring safety, access management, and compatible land use patterns.



**Corridors Include:**

Portions of US-24 and SR-43.

**Intent:**

- Support highway commercial, industrial, and logistics uses in appropriate segments;
- Improve rural intersection safety (a major issue identified in the ECR and stakeholder meetings) ;
- Manage access to preserve corridor function and safety.

## 5. Districts

**Purpose:** Reinforce the economic, civic, and cultural role of the county’s historic town centers, as well as areas where history, culture, or tourism assets create unique community identity.

**Examples:**

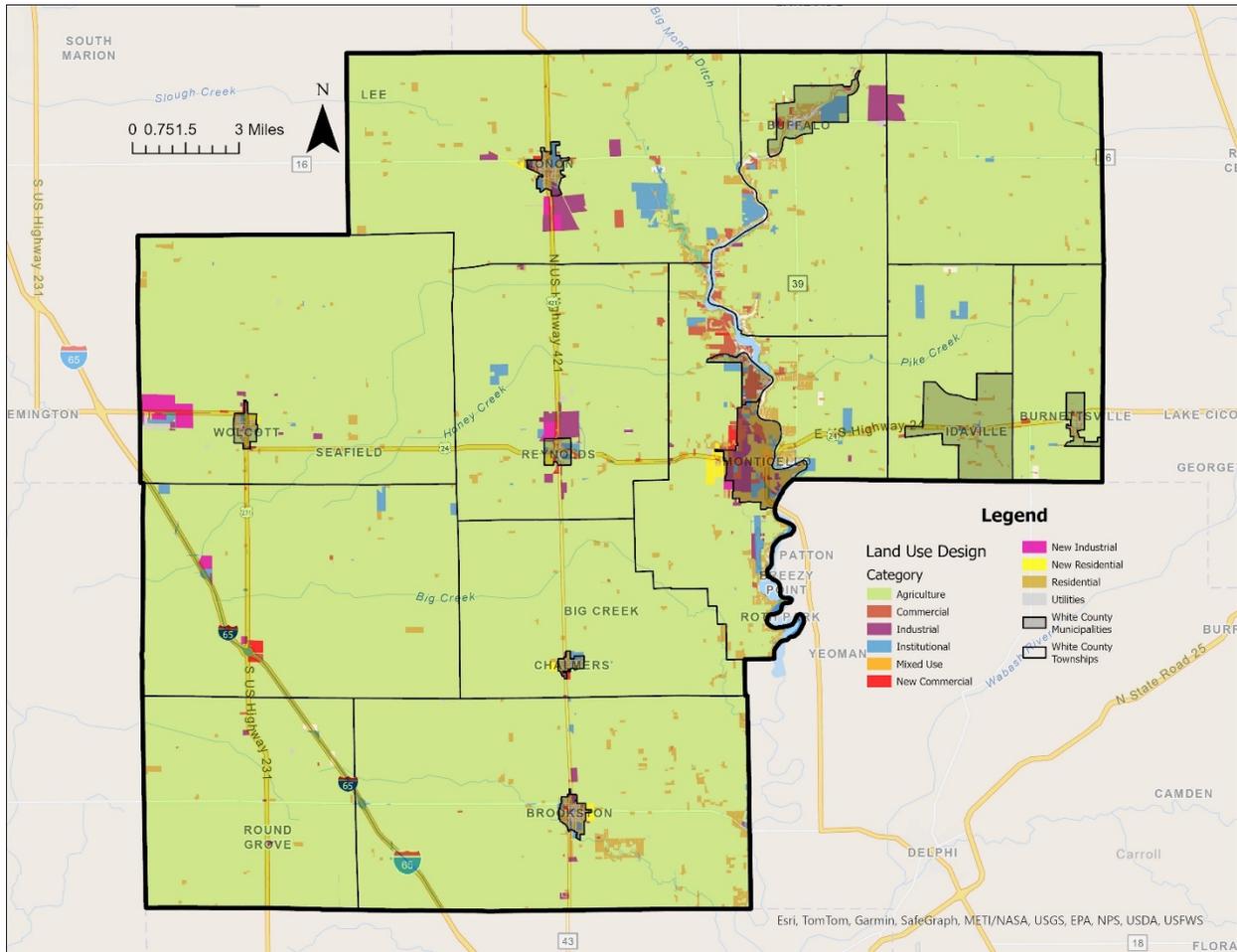
- City and town central business districts;
- Lakes tourism corridors;
- Riverfront areas;
- Historical or archaeological sites.

**Intent:**

- Prioritize mixed-use and community-serving development;
- Encourage upper-story housing;
- Improve facades, public spaces, walkability, and signage;
- Support year-round tourism tied to events and amenities.

## 5.2 Land Use Design Framework

While the Policy Framework guides *where* development should occur, the Design Framework defines *what* types of uses and development patterns should be supported. These categories form the basis for future land use mapping and zoning alignment. Figure 2, below, shows the future land use design for White County. Land use requirements for each category were calculated using population and earnings projections; see Appendix 8.4 for details.



**Figure 2: Land Use Design**

## Future Land Use Categories

### Agriculture / Ag-Enterprise

Primary agricultural lands, including large-scale farms, livestock operations, and supporting agribusiness uses. Compatible secondary uses may include agritourism, value-added processing, and (case-by-case) renewable energy facilities that meet performance standards.

### Residential

Type of housing varies by context, with low-density housing in rural areas not served by public utilities, and single-family and two-family housing within municipal limits or areas planned for municipal service expansion.

### Commercial

Community-serving commercial uses located along major corridors or within towns. Auto-oriented formats remain common, but design should improve access management and corridor aesthetics.



## Industrial & Logistics

Light and heavy industrial uses, warehousing, and logistics centers. Best suited for areas with utility capacity, rail access, and highway adjacency.

## Mixed Use Centers

Walkable nodes in towns or strategic corridors supporting a mix of residential, commercial, office, civic, and recreational uses. Ideal for downtown revitalization and redevelopment areas.

## Institutional / Civic

Schools, libraries, government buildings, community centers, and public service facilities. Also includes parks, trails, and open space areas.

## 5.3 Integrating Corridors, Small Towns, Lakes, and Rural Areas

During Steering Committee Meeting #3, the “**White County Oppoly**” exercise revealed important priorities and trade-offs among land uses, fiscal impacts, and infrastructure needs.

Key insights include:

- Growth should be directed to infrastructure-ready small towns;
- Lake communities require reinvestment, improved access, and careful design;
- Corridors should support economic development but require safer intersections;
- Large-scale renewable energy must be balanced with farmland preservation;
- Rural residential expansion should be limited to areas with suitable environmental conditions.

These insights inform the spatial structure of the Land Use Map and the sequencing of infrastructure investment.

## 5.4 Siting Guidance & Infrastructure Readiness

Implementation of the Land Use Framework requires consistent evaluation of infrastructure capacity and environmental conditions.

### Infrastructure-Ready Growth

New development should be prioritized in areas with:

- Water & sewer availability;
- Broadband access;
- Roadway safety and access management plans;
- Fire/EMS response capabilities.

### Renewable Energy Compatibility

Siting should rely on **performance standards**, ensuring:

- Emergency access and shutoff;
- Soil and drainage protections;
- Setbacks and vegetative buffering;
- Decommissioning bonds and salvage plans;



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- Compatibility with agricultural and rural land use patterns.

## Environmental Constraints

Floodplains, wetlands, aquifer protection zones, and steep slopes require special consideration and may restrict certain types of development.

## Summary

The Land Use Framework establishes an organized, data-driven, and community-informed approach to guiding future development and conservation in White County. It serves as the spatial foundation for zoning alignment, infrastructure investment, economic development, housing priorities, and the Critical Path Strategies in Chapter 7.



## 6.0 Planning Topics

Chapter 6 provides policy direction for White County’s core planning topics. These themes emerged consistently through the Existing Conditions Report, stakeholder meetings, public outreach during 2025, and the Steering Committee’s visioning and goal-setting sessions. Each section below builds upon the Goals and Objectives in Chapter 4 and prepares the foundation for the Implementation Program in Chapter 7.

### 6.1 Housing

#### Overview

Housing availability, diversity, and feasibility represent some of the most urgent issues facing White County. Engagement revealed that the lack of move-in ready housing, limited rental options, and aging stock restricts the county’s ability to retain youth, attract workers, and support seniors—issues repeatedly highlighted in the ECR and by stakeholders.

#### Key Issues

- **Aging housing stock** with significant rehabilitation needs.
- **Limited multifamily and rental options**, especially for young professionals and service workers.
- **Feasibility challenges** due to infrastructure limitations, construction costs, and small-town capacity.
- **Senior housing shortages**, including downsizing and supportive care options.
- **Seasonal lake housing** that constrains year-round supply.

#### Policy Direction

1. **Encourage diverse housing types**—single-family, duplexes, townhomes, and appropriately scaled multifamily—in Growth Areas and Revitalization Areas.
2. **Promote infill and reuse** of vacant or underutilized properties in towns and lake communities.
3. **Improve feasibility** by aligning housing with water, sewer, broadband, and transportation infrastructure.
4. **Support rehabilitation** through incentives, partnerships, and coordinated code enforcement.
5. **Partner with employers** on workforce housing initiatives.

These directions directly support **Goal 2: Support Diverse, Affordable, and Feasible Housing Options**.

Figures 1 (Land Policy Framework) and 2 (Land Use Design) collectively show where the plan recommends that residential options be focused. These include:

- Growth areas for new residential development, including the following:

<b>Community</b>	<b>New Acres</b>
Monticello	251.13
Monon	70.39
Reynolds	18.46



Wolcott	31.37
Chalmers	59.47
<u>Burnettsville</u>	<u>24.75</u>
Total	455.57

- Infill residential development within revitalization areas specified in Figure 1.
- Second-story residential development in mixed-use buildings within central business districts, primarily Monticello.

## 6.2 Economic Development

### Overview

White County's economy is anchored by agriculture, manufacturing, tourism, and energy infrastructure. Stakeholder input emphasized the need to capitalize more effectively on regional positioning, diversify the economic base, and strengthen the county's attractiveness to both employers and workers.

### Key Issues

- Strong manufacturing base but persistent workforce shortages.
- Under-leveraged tourism assets—especially Indiana Beach and the lakes—which draw over 3 million visitors annually but for short stays.
- Limited marketing and identity for economic attraction.
- Opportunities in renewable energy and advanced industries tied to dual electric grid access.
- Infrastructure limits that constrain business investment in small towns.

### Policy Direction

1. **Advance agriculture, manufacturing, and logistics** through infrastructure-ready industrial sites and modernized zoning.
2. **Grow year-round tourism** by improving lake access, downtown districts, cultural programming, and wayfinding.
3. **Support entrepreneurship** with broadband access, coworking spaces, and small-town revitalization strategies.
4. **Leverage regional assets** (Purdue, Lafayette, dual grid) to attract advanced industries.
5. **Align workforce initiatives** with schools, employers, and training providers.

These recommendations support **Goal 3: Advance a Competitive, Sustainable, and Diverse Economy**.

Figures 1 (Land Policy Framework) and 2 (Land Use Design) collectively show where the plan recommends that economic development options be focused. While land supply for these uses was identified in the Purdue Research Foundation report, the anticipated absorption was guided by projections outlined in Appendix 8.4, and total 960 acres. Existing industrial areas served as a focus for new economic development, primarily around the communities of Monon, Monticello, and Reynolds; new areas were identified at the US 24 and US 231 interchanges of I-65.



## 6.3 Agriculture & Rural Land Stewardship

### Overview

Agriculture remains the defining land use and economic sector in White County. Engagement highlighted the importance of preserving farmland while allowing producers the flexibility to adapt to market demands—including renewable energy, agritourism, and value-added products.

### Key Issues

- Rising land rents and property taxes strain farm operations.
- Need for voluntary tools to preserve high-quality farmland.
- Diverse perspectives on solar as both an economic opportunity and a land use concern.
- Public misunderstandings about modern agriculture and its infrastructure needs.
- Limited recognition of emerging opportunities such as agritourism and on-farm businesses.

### Policy Direction

1. **Protect agricultural productivity** through voluntary conservation tools, flexible zoning, and compatibility protections.
2. **Support farm viability** by allowing diverse agribusiness and processing operations.
3. **Balance wind, solar, and battery siting** with farmland preservation through performance-based standards.
4. **Promote agritourism** to diversify farm income while protecting rural character.
5. **Encourage soil and water conservation** practices across agricultural operations.

These recommendations advance Goals 1, 3, and 5.

Figure 2: Land Use Design shows that the majority of the county is slated for agriculture in the decades to come. Stakeholder meetings with farmers revealed some skepticism over the identification of “prime agricultural areas,” as these are primarily based on soil types, without considering drainage, transportation, and encroachment; therefore, the land use design map does not have a formal identification of these areas.

## 6.4 Transportation & Mobility

### Overview

White County’s transportation system is shaped by high-speed rural corridors, local roads, limited sidewalk networks, and the absence of formal transit. Safety and infrastructure condition were major themes across stakeholder groups.

### Key Issues

- Safety concerns at rural intersections identified as crash “hot spots.”
- Limited mobility options for seniors, youth, and workers without vehicles.
- Access management challenges along major state corridors.



- Lack of trails and pedestrian connections between neighborhoods, schools, and recreational assets.
- Rural road and culvert maintenance needs exceed available resources.

## Policy Direction

1. **Target rural safety improvements**, including intersection redesign, roundabouts, rumble strips, and signage.
2. **Develop a countywide trail and active transportation plan** (a concept raised during Management Team discussions).
3. **Improve school-area mobility** with sidewalks, crossings, and shared pathways.
4. **Plan for future mobility services**, including nonprofit transit, demand-response solutions, and senior rides.
5. **Align transportation with land use**, ensuring corridor development is compatible with safety and access goals.

These actions support **Goal 5: Safe, Connected, and Environmentally Resilient Infrastructure**.

Figure 1: Land Policy Framework shows corridor areas centered along US 24 and SR 43 that should be subject to additional consideration. The communities along these corridors have been slated for growth in residential and economic development, and one purpose of calling out the corridors is to ensure that their transportation function is not undermined by excessive driveway access.

## 6.5 Public Utilities & Broadband

### Overview

Infrastructure capacity has emerged as one of the most significant constraints on growth. Stakeholder meetings revealed that water, wastewater, and broadband limitations directly affect housing feasibility, industrial recruitment, and quality of life.

### Key Issues

- Aging water and wastewater systems in small towns.
- Limited capacity for new subdivisions or industry in several areas.
- Broadband access varies widely across the county; reliability issues disrupt work and education.
- Small towns lack staff capacity to manage utility planning or pursue state/federal funding.

### Policy Direction

1. **Prioritize utility expansion in Growth Areas** identified in Chapter 5.
2. **Support collaborative or regionalized utility solutions** for small towns.
3. **Promote broadband redundancy and expansion**, especially in underserved rural areas.
4. **Modernize development standards** to reflect long-term utility needs.
5. **Tie infrastructure sequencing** to land use policies to avoid leapfrog development.



These initiatives support Goals 1, 2, 3, and 5. Note that the allocations of growth areas in Figure 1 was primarily intended to focus new development in or near existing service areas.

## 6.6 Community Facilities, Health & Childcare

### Overview

Throughout engagement, residents and service providers emphasized some of the most critical service gaps in the county: childcare, healthcare access, senior services, and mental health. These gaps shape quality of life, workforce participation, and family retention.

### Key Issues

- Severe childcare shortage (estimated >1,000 seats).
- Lack of local obstetric (OB) services.
- Growing need for senior services and aging-in-place supports.
- Limited mental health providers, especially for youth.
- Transportation barriers to accessing services.

### Policy Direction

1. **Support childcare expansion** through employer partnerships, zoning flexibility, and facility development.
2. **Collaborate with healthcare partners** to expand primary care, behavioral health, and specialty services.
3. **Build senior support systems**, including home-based services and aging-friendly housing.
4. **Promote community hubs** that co-locate services in small towns.
5. **Integrate public health and emergency preparedness** into capital planning.

These directions support **Goal 4: Enhance Quality of Life, Health, and Community Well-Being**. While note being explicitly identified in Figures 1 or 2, it is assumed that new or expanded facilities would be located within existing incorporated areas.

## 6.7 Parks, Recreation, and Lakes Management

### Overview

Recreational assets such as Lake Shafer and Lake Freeman are central to White County's identity and tourism economy. Residents consistently expressed interest in expanded lake access, trails, and community wellness facilities.

### Key Issues

- Limited public access points to lakes.
- Desire for expanded trail networks and walkability in towns.
- Aging or underutilized park facilities.
- Seasonal tourism patterns that limit economic capture.
- Opportunities to connect parks with downtown revitalization and health initiatives.



## Policy Direction

1. **Improve lake access and amenities** while protecting shoreline ecology.
2. **Develop a connected trail system**, linking towns, parks, and schools.
3. **Upgrade parks and recreation facilities** based on community priorities.
4. **Expand year-round programming** to diversify tourism.
5. **Integrate recreation planning** with health and placemaking initiatives.

Supports Goals 3, 4, and 5. Note that growth areas in Figure 1 are generally located so as not to conflict with recreational areas; the area around Indiana Beach is also called out as a special district for tourism-based uses.

## 6.8 Natural Resources & Environmental Resilience

### Overview

Environmental conditions—including floodplains, aquifers, wetlands, and sensitive ecosystems—shape development patterns and provide essential ecosystem services. Balancing growth with environmental protection is central to long-term resilience.

### Key Issues

- Significant acreage in FEMA Zones A and AE.
- Palustrine wetlands and aquifer recharge areas needing protection.
- Stormwater challenges in towns with aging drainage systems.
- Climate-related impacts: heat, flooding, and extreme weather.

## Policy Direction

1. **Protect floodplains and wetlands** from incompatible development.
2. **Strengthen aquifer protection**, including wellhead planning.
3. **Use green infrastructure** to manage stormwater.
4. **Integrate climate resilience** into capital projects and emergency planning.
5. **Preserve natural areas** that contribute to recreation and ecological health.

Supports **Goal 5: Environmentally Resilient Infrastructure**. Growth areas in Figure 1 were generally located in areas away from environmentally sensitive areas. Note that the lakefront areas are generally already built out.

## 6.9 Renewable Energy & Energy Infrastructure

### Overview

Renewable energy emerged as one of the most important and sensitive topics during engagement. Residents, farmers, and developers emphasized different concerns and priorities, and county officials highlighted the need for clear, defensible regulations.



## Key Issues

- Safety concerns for fire access, emergency shutoffs, and battery storage.
- Farmland conversion, soil protection, and drainage impacts.
- Property value concerns for adjacent landowners.
- Need for predictable permitting and performance-based standards.
- Opportunities for tax revenue, landowner income, and dual-grid advantages.

## Policy Direction

1. **Adopt standards-based siting regulations**—not caps—to ensure compatibility, safety, and fairness.
2. **Require emergency response coordination**, including access roads and shutoff protocols.
3. **Strengthen decommissioning and bonding requirements** to protect landowners and taxpayers.
4. **Encourage agrivoltaics and vegetative groundcover** that support pollinators and soil health where feasible.
5. **Guide renewable energy to appropriate areas** through the Land Use Policy Framework.

Supports Goals 1, 3, and 5.

## Summary

The planning topics in Chapter 6 reflect the priorities of White County’s residents, businesses, agricultural operators, and local governments. They form the strategic core of the Comprehensive Plan and lay the groundwork for the implementation actions and Critical Path Strategies that follow in Chapter 7.



## 7.0 Implementation Program and Critical Path Strategies

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The Implementation Program transforms the vision, goals, and policy direction of the White County Comprehensive Plan into actionable steps. It is the “work plan” for the next 5–20 years. While earlier chapters describe *what* White County seeks to achieve, this chapter defines *how* those outcomes will be realized, *who* will lead them, *when* actions should take place, and *what resources* will be necessary.

Implementation is a shared responsibility. County departments, municipalities, the Area Plan Commission (APC), the White County Commissioners and Council, utility providers, school districts, nonprofit partners, and the private sector each play a critical role. The plan recognizes local capacity constraints—especially in small towns—and positions collaboration, shared services, and strategic partnerships as key tools moving forward.

The Implementation Program includes three components:

1. **Implementation Philosophy & Approach**
2. **Critical Path Strategies (0–5 years)**
3. **Implementation Matrix** with action steps, responsible parties, and potential funding sources

### 7.1 Implementation Philosophy

The following principles guide implementation:

#### 1. Capacity Building is Foundational

Steering Committee meetings and stakeholder interviews repeatedly emphasized that small-town staffing limitations constrain project execution. Capacity building—including grant writing, project management, and zoning administration—is a prerequisite for many initiatives.

#### 2. Infrastructure Sequencing Must Shape Growth

Utility and transportation investments should be aligned with the Growth Areas and Policy Areas defined in Chapter 5. Development should not outpace infrastructure capability.

#### 3. Performance-Based Regulation

Implementation of zoning and subdivision reforms—especially for renewable energy—must prioritize safety, compatibility, fiscal responsibility, and defensibility.

#### 4. Partnerships Multiply Capacity

Many of the county’s challenges—childcare, housing feasibility, broadband, trail networks—cannot be solved by any single entity. Regional, state, and nonprofit partnerships are essential.

#### 5. Metrics Drive Accountability

Annual reporting should track progress in housing units, infrastructure investments, economic indicators, safety improvements, and implementation milestones.



## 7.2 Action Matrix

### A. Governance & Capacity (Goal 1)

Action	Lead	Partners	Timeframe	Funding Sources
<b>Modernize zoning &amp; subdivision ordinances</b>	APC	Commissioners, Council, ASI, Municipalities	0–2 years	County budget, ARPA remaining, OCRA planning grants
<b>Create countywide grant/project coordination capacity</b>	Commissioners	Municipalities, KIRPC, Foundation	0–2 years	CDBG Planning, READI 2.0, USDA RD
<b>Establish interlocal coordination roundtable</b>	APC	Towns, Utilities, EDC	0–1 year	N/A
<b>Train small-town officials in planning &amp; zoning</b>	APC	State agencies, Purdue Extension	Ongoing	OCRA, Purdue Extension

### B. Housing (Goal 2)

Action	Lead	Partners	Timeframe	Funding Sources
<b>Conduct housing feasibility analysis</b>	Commissioners	Towns, Developers, Employers	0–2 years	OCRA Housing Planning, IHCD, READI
<b>Identify and prioritize infill sites</b>	APC	Towns	0–2 years	County/Town budgets
<b>Update zoning for diverse housing types</b>	APC	Commissioners, ASI	0–3 years	Local funds
<b>Launch employer-assisted workforce housing initiative</b>	EDC	Employers, IHCD	1–4 years	IHCD Workforce Housing, private partnerships
<b>Create senior housing &amp; services plan</b>	Commissioners	Senior services providers	1–3 years	Older Americans Act, CDBG

### C. Economic Development (Goal 3)

Action	Lead	Partners	Timeframe	Funding Sources
<b>Market industrial sites near dual-grid assets</b>	EDC	Utilities, Towns	1–3 years	EDA, utility economic development funds
<b>Develop year-round tourism strategy</b>	Tourism Board	Towns, Parks Dept.	1–2 years	Tourism funds, READI
<b>Support entrepreneurship hubs in small towns</b>	EDC	Foundation, Library, Broadband providers	2–5 years	USDA RD, EDA
<b>Advance agribusiness</b>	Commissioners	Farmers,	2–10 years	OCRA, USDA Value-



expansion zones		Agribusiness		Added Producer Grants
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### D. Agriculture & Energy (Goals 3 & 5)

Action	Lead	Partners	Timeframe	Funding Sources
Adopt renewable energy performance standards	APC	Fire/EMS, Landowners, Developers	0–2 years	Local funds
Establish decommissioning/bonding requirements	APC	Legal Counsel	0–2 years	N/A
Launch voluntary farmland preservation toolkit	Commissioners	Landowners, Land Trusts	1–3 years	USDA ACEP, NRCS
Promote agrivoltaics & pollinator-friendly solar	Commissioners	Developers, Farmers	2–5 years	State/federal incentives

### E. Transportation & Mobility (Goal 5)

Action	Lead	Partners	Timeframe	Funding Sources
Prioritize rural safety improvements	Highway Dept.	INDOT	0–5 years	HSIP, INDOT, County MVH
Develop countywide trails & active mobility plan	Parks Dept.	APC, Towns	1–3 years	LWCF, Next Level Trails
Improve sidewalks & crossings near schools	Towns	Schools, County Highway	2–6 years	Safe Routes to School, CDBG
Plan for demand-response mobility	Commissioners	Nonprofits, Senior Services	3–5 years	FTA 5310, local partners

### F. Public Utilities & Broadband (Goals 1, 2, 3, 5)

Action	Lead	Partners	Timeframe	Funding Sources
Create coordinated utility expansion plan	Commissioners	Towns, Utilities	0–3 years	OCRA Water/Wastewater Planning
Target broadband buildout in unserved areas	Broadband Task Force	Providers	0–5 years	BEAD, ARPA, private match
Modernize development standards for utility readiness	APC	Utilities	1–3 years	Local funds
Address drainage & stormwater issues in	Towns	County	1–10 years	CDBG, SBA, FEMA BRIC



towns		Surveyor		
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### G. Community Facilities, Health & Childcare (Goal 4)

Action	Lead	Partners	Timeframe	Funding Sources
<b>Develop childcare expansion initiative</b>	Commissioners	Employers, Nonprofits	0–3 years	OECOSL grants, ARPA
<b>Expand behavioral health services</b>	Health Providers	Schools, Nonprofits	1–5 years	HRSA, SAMHSA
<b>Support senior service network expansion</b>	Senior Services	Towns	1–5 years	Older Americans Act
<b>Create community service hubs in small towns</b>	Towns	Nonprofits, Libraries	2–6 years	CDBG, Foundations

### H. Parks, Recreation & Lakes (Goals 3 & 4)

Action	Lead	Partners	Timeframe	Funding Sources
<b>Improve lake access &amp; amenities</b>	Parks Dept.	Tourism Board	1–5 years	Tourism funds, LWCF
<b>Upgrade park facilities countywide</b>	Parks Dept.	Towns	1–10 years	DNR grants, foundations
<b>Expand trails linking towns, parks &amp; lakes</b>	Parks Dept.	APC, Highway	2–10 years	Next Level Trails, TAP
<b>Develop placemaking program for downtowns</b>	Towns	EDC, Tourism	1–5 years	READI, OCRA

### I. Natural Resources & Resilience (Goal 5)

Action	Lead	Partners	Timeframe	Funding Sources
<b>Update floodplain &amp; drainage management standards</b>	Surveyor	APC, Towns	1–4 years	FEMA BRIC
<b>Protect aquifer recharge areas</b>	Commissioners	Utilities	1–3 years	State revolving funds



<b>Implement green infrastructure in towns</b>	Towns	County	1–10 years	SRF, CDBG
<b>Integrate climate adaptation practices</b>	Commissioners	EMA, Highway	2–10 years	FEMA Hazard Mitigation

## 7.3 Critical Path Strategies

Critical Path Strategies are the most important actions necessary to implement the Comprehensive Plan. They are achievable within five years, have broad community support, and position the county for long-term success.

Some proposed projects and programs will incorporate public outreach and engagement activities in their planning process. To provide transparency in the decision-making and implementation process, responsible parties must keep the public informed of the changes and progress resulting from the implementation of this plan. All identified Critical Path Strategies will benefit from informing the public of potential changes, anticipated impacts and benefits, and when the community can expect to see those changes implemented. Public outreach will give businesses and residents time to prepare for the changes, become educated about and aware, and potentially reduce adverse public reactions.

### Critical Path Strategy 1: Modernize the Zoning & Subdivision Ordinances

Implement the code audit findings, focusing on:

- Renewable energy performance standards;
- Housing diversity and infill;
- Rural residential compatibility;
- Modern definitions and approval processes;
- Corridor access management.

**Purpose:**

To update White County’s zoning and subdivision regulations so they are clear, consistent, legally defensible, and aligned with the Comprehensive Plan’s vision—supporting housing diversity, infrastructure-ready growth, agricultural viability, and standards-based regulation of emerging land uses such as renewable energy.

**Action Steps | Parties to Involve**

- 1. Complete the comprehensive zoning and subdivision code audit**
  - Lead: White County Area Plan Commission (APC)
  - Partners: County Attorney, Consultant Team (Planning & Legal), County Commissioners
- 2. Reorganize ordinances toward a unified, user-friendly structure (UDO-style organization)**
  - Lead: APC
  - Partners: Consultant Team, County Attorney
- 3. Modernize definitions, use tables, and approval procedures**
  - Lead: APC
  - Partners: Consultant Team, Plan Commission



4. **Update housing-related standards to support infill, rehabilitation, and housing diversity**
  - Lead: APC
  - Partners: Municipal Officials, Developers, Housing Stakeholders
5. **Align subdivision standards with infrastructure capacity and Growth Areas**
  - Lead: APC
  - Partners: County Highway Department, Utilities, Municipal Engineering Staff
6. **Adopt performance-based renewable energy standards** (safety, setbacks, emergency access, vegetative buffering, decommissioning, bonding)
  - Lead: APC
  - Partners: Fire/EMS, Emergency Management, County Attorney, Landowners, Energy Developers
7. **Strengthen access management and corridor standards** for safety and long-term roadway function
  - Lead: APC
  - Partners: INDOT, County Highway Department
8. **Conduct public review and statutory hearings** (work sessions, Plan Commission hearing, Commissioner adoption)
  - Lead: APC
  - Partners: Public, Municipal Councils, County Commissioners
9. **Prepare user guides and staff training materials** to support implementation and compliance
  - Lead: APC
  - Partners: Consultant Team, County Staff

**Time Frame:**

**0–24 months**

- Code audit completion and reorganization: 0–6 months
- Draft ordinance updates and public review: 6–18 months
- Adoption and implementation support: 18–24 months

**Estimated Cost:**

**Moderate**

- Consultant planning and legal support
  - Public engagement and document production
  - Staff training and implementation materials
- (Potential to phase costs over multiple budget years.)

**NOTE:**

**Pursuing CPS 1 is foundational to successful implementation of the Comprehensive Plan.**

Modernized zoning and subdivision regulations are a prerequisite for housing development, infrastructure investment, renewable energy management, economic development competitiveness, and grant readiness. Delays in this strategy will limit progress on nearly all other Critical Path Strategies.

## Critical Path Strategy 2: Establish a Countywide Project Development & Grant Coordination Function

**Purpose:**

To strengthen White County's ability to plan, fund, and implement priority projects by creating a coordinated countywide function focused on project development, grant identification, application preparation, and interlocal coordination—particularly in support of small towns with limited administrative capacity.

**Action Steps | Parties to Involve**



- 1. Define the scope and structure of the countywide project development and grant coordination function**
  - Lead: White County Commissioners
  - Partners: Area Plan Commission (APC), County Council, Municipal Leaders
- 2. Determine staffing model** (county staff position, shared-services model, or on-call consultant support)
  - Lead: White County Commissioners
  - Partners: County Council, APC, Municipal Clerks, Human Resources
- 3. Establish formal participation agreements with municipalities and utilities**
  - Lead: White County Commissioners
  - Partners: Municipal Councils, Utility Boards, County Attorney
- 4. Create a standardized project intake and prioritization process** aligned with the Comprehensive Plan and Capital Improvement needs
  - Lead: APC
  - Partners: Commissioners, Municipal Staff, Utility Providers
- 5. Develop a centralized grant calendar and funding matrix** (state, federal, philanthropic, utility-based)
  - Lead: Grant Coordination Function
  - Partners: KIRPC, State Agencies, Economic Development Organizations
- 6. Prepare shovel-ready project packages** (scope, cost estimates, maps, letters of support) for priority infrastructure, housing, and community facility projects
  - Lead: Grant Coordination Function
  - Partners: Municipal Engineers, Utilities, Consultants
- 7. Coordinate interlocal and regional grant applications** to avoid duplication and maximize competitiveness
  - Lead: Grant Coordination Function
  - Partners: Municipalities, Neighboring Counties, Regional Organizations
- 8. Track awarded grants and support post-award compliance and reporting**
  - Lead: Grant Coordination Function
  - Partners: County Auditor, Project Managers, State/Federal Agencies
- 9. Provide annual reporting to Commissioners, APC, and municipalities** on funding pursued, awarded, and projects delivered
  - Lead: Grant Coordination Function
  - Partners: County Council, Municipal Leaders

**Time Frame:**

**0–12 months (establishment), ongoing thereafter**

- Program design and agreements: 0–3 months
- Staffing or consultant procurement: 3–6 months
- Full operational launch: 6–12 months

**Estimated Cost:**

**Low to Moderate (annual, scalable)**

- Part-time to full-time staff position *or* consultant retainer
  - Software/tools for grant tracking and project management
  - Modest administrative and training costs
- Costs may be offset through successful grant awards and shared municipal participation.

**NOTE:**



**Pursuing CPS 2 is essential to implementing the Comprehensive Plan at scale.**

Without dedicated project development and grant coordination capacity, White County and its municipalities will continue to miss funding opportunities, struggle to advance shovel-ready projects, and face delays in infrastructure, housing, and quality-of-life investments.

## Critical Path Strategy 3: Implement Housing Feasibility & Infill Initiatives

**Purpose:**

To increase the supply of attainable, workforce, and senior-friendly housing by addressing regulatory, infrastructure, and financial barriers—particularly in towns and established neighborhoods.

**Action Steps | Parties to Involve**

1. Identify priority infill and redevelopment sites
  - Lead: APC
  - Partners: Municipal Staff, County Assessor
2. Conduct housing feasibility and market gap analysis
  - Lead: Commissioners
  - Partners: Developers, Employers, IHEDA
3. Align zoning standards with housing diversity goals
  - Lead: APC
  - Partners: Municipal Councils
4. Coordinate utility extensions to support housing-ready sites
  - Lead: Utilities
  - Partners: Towns, County
5. Launch employer-assisted workforce housing partnerships
  - Lead: EDC
  - Partners: Major Employers, Developers

**Time Frame:** 0–36 months

**Estimated Cost:** Moderate

**NOTE:** Housing feasibility is a prerequisite for workforce retention and economic growth.

## Critical Path Strategy 4: Target Water, Sewer, and Broadband Investments in Growth Areas

**Purpose:**

To ensure infrastructure investments support planned growth and avoid inefficient, scattered development.

**Action Steps | Parties to Involve**

1. Map infrastructure capacity and constraints
  - Lead: Utilities
  - Partners: APC, Engineers
2. Prioritize Growth Areas for phased utility expansion
  - Lead: Commissioners
  - Partners: Towns



3. Coordinate funding strategies for infrastructure projects
  - Lead: Grant Coordination Function
  - Partners: Utilities
4. Expand broadband redundancy and service coverage
  - Lead: Broadband Task Force
  - Partners: Providers

**Time Frame:** 0–60 months

**Estimated Cost:** High (capital-intensive)

**NOTE:** Infrastructure sequencing shapes long-term land use outcomes.

## Critical Path Strategy 5: Adopt a Renewable Energy Safety, Compatibility, and Decommissioning Ordinance Package

**Purpose:**

To provide clear, defensible regulations for renewable energy that protect public safety, farmland, and adjacent property owners.

**Action Steps | Parties to Involve**

1. Draft performance-based standards
  - Lead: APC
  - Partners: Fire/EMS, EMA
2. Establish decommissioning and bonding requirements
  - Lead: APC
  - Partners: County Attorney
3. Integrate emergency response protocols
  - Lead: EMA
  - Partners: Developers
4. Conduct public review and adoption
  - Lead: APC
  - Partners: Commissioners

**Time Frame:** 0–24 months

**Estimated Cost:** Low to Moderate

**NOTE:** Standards-based regulation reduces legal and political risk.

## Critical Path Strategy 6: Launch a White County Childcare Expansion Partnership

**Purpose:**

To address the countywide childcare shortage that limits workforce participation and family retention.

**Action Steps | Parties to Involve**



1. Quantify childcare supply and demand
  - Lead: Commissioners
  - Partners: Schools, Employers
2. Identify zoning and facility barriers
  - Lead: APC
  - Partners: Providers
3. Support new and expanded childcare facilities
  - Lead: Commissioners
  - Partners: Nonprofits, Employers
4. Pursue state and federal childcare funding
  - Lead: Grant Coordination Function
  - Partners: OECOSL

**Time Frame:** 0–36 months

**Estimated Cost:** Moderate

**NOTE:** Childcare is foundational economic infrastructure.

## Critical Path Strategy 7: Create a Senior Housing & Services Action Plan

### **Purpose:**

To support aging residents through appropriate housing, transportation, and service options.

### **Action Steps | Parties to Involve**

1. Assess senior housing and service gaps
  - Lead: Commissioners
  - Partners: Senior Providers
2. Identify sites for senior-friendly housing
  - Lead: APC
  - Partners: Developers
3. Coordinate transportation and in-home services
  - Lead: Senior Services
  - Partners: Nonprofits

**Time Frame:** 0–48 months

**Estimated Cost:** Moderate

**NOTE:** Aging-in-place reduces long-term public service costs.

## Critical Path Strategy 8: Improve Rural Safety at High-Crash Hot Spots

### **Purpose:**

To reduce serious injuries and fatalities on county roads through targeted safety investments.



**Action Steps | Parties to Involve**

1. Identify and rank high-crash locations
  - Lead: Highway Department
  - Partners: INDOT
2. Develop conceptual safety improvements
  - Lead: Highway Department
  - Partners: Engineers
3. Pursue HSIP and state safety funding
  - Lead: Grant Coordination Function
  - Partners: INDOT

**Time Frame:** 0–60 months

**Estimated Cost:** High

**NOTE:** Safety projects yield high public benefit and grant competitiveness.

## Critical Path Strategy 9: Develop a Year-Round Tourism & Placemaking Strategy

**Purpose:**

To expand economic benefits from tourism beyond the summer season.

**Action Steps | Parties to Involve**

1. Inventory tourism assets and gaps
  - Lead: Tourism Board
  - Partners: Towns
2. Strengthen downtown and lake placemaking
  - Lead: Towns
  - Partners: EDC
3. Coordinate branding and event programming
  - Lead: Tourism Board
  - Partners: Chambers

**Time Frame:** 0–36 months

**Estimated Cost:** Low to Moderate

**NOTE:** Tourism diversification supports small-town vitality.

## Critical Path Strategy 10: Prepare a Countywide Trails & Active Transportation Plan

**Purpose:**

To improve walkability, recreation access, and community health.

**Action Steps | Parties to Involve**



1. Identify priority trail corridors
  - Lead: Parks Department
  - Partners: APC
2. Engage public and stakeholders
  - Lead: Parks Department
  - Partners: Schools
3. Pursue trail funding and partnerships
  - Lead: Grant Coordination Function
  - Partners: DNR

**Time Frame:** 0–36 months

**Estimated Cost:** Moderate

**NOTE:** Trails support health, tourism, and quality of life.

## Critical Path Strategy 11: Establish an Interlocal Coordination Roundtable

**Purpose:**

To improve coordination among county, municipal, utility, and economic development entities.

**Action Steps | Parties to Involve**

1. Define membership and meeting structure
  - Lead: Commissioners
  - Partners: Towns
2. Align capital plans and priorities
  - Lead: APC
  - Partners: Utilities
3. Track shared initiatives and outcomes
  - Lead: Grant Coordination Function
  - Partners: All Participants

**Time Frame:** 0–12 months

**Estimated Cost:** Low

**NOTE:** Coordination increases efficiency and funding success.

## Critical Path Strategy 12: Create a Downtown Revitalization & Small-Town Toolkit

**Purpose:**

To provide towns with practical tools for redevelopment, design, and economic activation.

**Action Steps | Parties to Involve**



1. Develop toolkit components (façades, zoning, grants)
  - Lead: APC
  - Partners: Towns
2. Provide training and technical assistance
  - Lead: Grant Coordination Function
  - Partners: OCRA
3. Support pilot downtown projects
  - Lead: Towns
  - Partners: EDC

**Time Frame:** 0–36 months

**Estimated Cost:** Low to Moderate

**NOTE:** Small-town success depends on accessible implementation tools.

## Critical Path Strategy 13: Develop a Countywide Branding & Communications Strategy

### **Purpose:**

To unify messaging around White County’s identity, assets, and opportunities.

### **Action Steps | Parties to Involve**

1. Define core brand themes and audiences
  - Lead: EDC
  - Partners: Tourism Board
2. Develop consistent messaging and visuals
  - Lead: EDC
  - Partners: Consultants
3. Coordinate use across agencies and towns
  - Lead: Commissioners
  - Partners: Municipal Leaders

**Time Frame:** 0–24 months

**Estimated Cost:** Low

**NOTE:** A clear identity improves tourism, investment, and resident pride.

## How to Use Critical Path Strategies

The following pages guide White County and community partners in implementing the identified Critical Path Strategies. Each program's dedicated work plan will include a timeframe of no longer than five years and an estimated cost.

## 7.4 Monitoring and Reporting

To ensure effectiveness, the APC and Commissioners should prepare an **Annual Implementation Report** tracking:



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- Housing units built by type and location
- Infrastructure investments by jurisdiction
- Economic development activity
- Rural safety metrics
- Broadband expansion progress
- Progress on Critical Path Strategies

A five-year full Plan Review should be conducted to adjust priorities.



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## 8.0 Appendices

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Appendix A: Existing Conditions Report

Appendix B: Public Engagement Summary

Appendix C: Goals and Objectives Analysis

Appendix D: Projections Methodology



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## Appendix 8.1 Existing Conditions Report

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(to be added in later for formal adoption)



## Appendix 8.2 Public Engagement Summary

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### Purpose of This Appendix

This appendix documents the public outreach methods, schedule, participation levels, and key findings that informed the White County Comprehensive Plan. The outreach program was designed to meet statutory expectations for public involvement, exceed minimum best practices for rural county planning, and ensure that community values directly shaped plan goals, policies, land use guidance, and implementation priorities. The engagement process emphasized transparency, accessibility, geographic reach, and sector diversity, recognizing that White County includes both incorporated communities and extensive rural areas with varied interests and constraints.

### Public Outreach Goals

The outreach program was structured around five primary objectives:

1. **Inform** residents and stakeholders about the purpose of the Comprehensive Plan and how it would be used.
2. **Listen** to community concerns, priorities, and lived experience.
3. **Test assumptions** derived from data analysis and the Existing Conditions Report.
4. **Identify trade-offs** among land use, infrastructure, agriculture, housing, and economic development.
5. **Build consensus** around goals, priorities, and near-term implementation strategies.

### Overall Outreach Timeline

Public engagement occurred throughout the planning process, with increasing specificity over time.

Period	Engagement Focus
Spring 2025	Awareness-building, issue identification
Summer 2025	Validation of findings; land use and growth discussions
Fall 2025	Testing of goals, priorities, and strategies
Winter 2025	Confirmation of direction and implementation focus

This phased approach allowed early input to shape later recommendations rather than reacting to a completed plan.

### Engagement Methods

#### 1. Countywide Public Survey #1 (Spring 2025)

**Purpose:**

To gather broad input on community priorities, challenges, and perceptions early in the planning process.

**Timing:**

Launched Spring 2025; open approximately 30 days.

**Format:**

Online survey accessible via desktop and mobile devices.

**Participation:**

- **283 completed responses**, an unusually strong response rate for a rural county.

**Topics Covered:**

- Quality of life



- Housing availability and condition
- Infrastructure and utilities
- Economic development and employment
- Agriculture and farmland
- Renewable energy perceptions
- Parks, lakes, and recreation
- Transportation and safety

**Key Findings:**

- Housing diversity and availability emerged as a top concern.
- Infrastructure capacity—particularly water, sewer, and broadband—was widely cited as limiting growth.
- Strong support for agriculture as a defining county asset.
- Mixed but strongly held views on renewable energy development.
- Broad interest in expanded recreation, lake access, and community amenities.

Survey results directly informed the Existing Conditions Report and Steering Committee discussions.

## 2. Community Event Outreach (Summer 2025)

**Purpose:**

To reach residents who may not participate in online surveys or formal meetings.

**Events Included:**

- **White County Fair (July 2025)**
- **Spirit of Monticello Festival**
- Other community gatherings and municipal events

**Methods:**

- Informational displays
- One-on-one conversations
- Distribution of plan information and survey links

**Key Outcomes:**

- Increased visibility of the planning effort
- Input from a broader demographic cross-section
- Reinforced importance of lakes, small towns, and agriculture
- Helped validate survey findings

## 3. Stakeholder Meetings (April–May 2025)

While technically distinct from general public outreach, stakeholder meetings played a critical role in capturing in-depth community perspectives and are included here for completeness.

**Participants Included:**

- Agricultural producers
- Renewable energy developers
- Renewable energy–affected residents
- Business and development community
- County and municipal officials
- Education and nonprofit leaders
- Regional partners (KIRPC and neighboring counties)

**Format:**

Facilitated group discussions focused on issues, opportunities, and constraints.

**Key Findings:**

- Small-town institutional capacity is a major limiting factor.
- Housing feasibility is constrained by utilities and market conditions.



- Renewable energy requires clearer, defensible standards rather than prohibitions.
  - Childcare and healthcare gaps directly affect workforce retention.
  - Strong interest in coordinated infrastructure and grant-seeking efforts.
- A full summary is provided in the Stakeholder Input Report.

## 4. Steering Committee Engagement (April–October 2025)

A representative Steering Committee provided structured public oversight and guidance.

### Meetings Held:

- **Steering Committee #1 – April 10, 2025**
- **Steering Committee #2 – July 31, 2025**
- **Steering Committee #3 – October 15, 2025**

### Activities Included:

- Review of Existing Conditions
- SWOT-style discussions
- Drafting and refinement of goals
- Land use trade-off analysis using the “White County Oppoly” exercise
- Review of emerging policy direction

### Key Contributions:

- Identified institutional capacity as a top countywide issue
- Supported infrastructure-ready growth strategy
- Emphasized need for housing diversity
- Helped balance competing perspectives on renewable energy
- Shaped the final goals and objectives

## 5. Countywide Public Survey #2 (Fall 2025)

### Purpose:

To test draft Goals and Objectives and assess community priorities and trade-offs before finalizing recommendations.

### Timing:

Launched mid-October 2025; open approximately 30 days.

### Focus Areas:

- Agreement with proposed goals
- Ranking of priority actions
- Perceptions of growth trade-offs
- Tourism and quality-of-life priorities
- High-level land use considerations

### Notable Adjustments:

At the request of elected officials, Survey #2 was advanced earlier than originally scheduled to demonstrate visible public engagement during fall 2025.

### Key Findings:

- Broad support for the five-goal framework
- Strong emphasis on housing, infrastructure, and childcare
- Continued demand for clear renewable energy standards
- High value placed on lakes, trails, and year-round amenities



## 6. Public Open Houses (Winter 2025-2026)

### Purpose:

To educate residents on plan content and priorities; this is planned for after adoption in early 2026

### Formats:

- In-person open house
- Virtual interactive open house

## Summary of Public Outreach Findings

Across all engagement methods, several consistent themes emerged:

- Strong support for **housing diversification and reinvestment**
- Recognition that **infrastructure limits growth**
- Desire to **protect agriculture while allowing flexibility**
- Demand for **clear, fair renewable energy standards**
- Concern about **childcare, healthcare, and senior services**
- Interest in **lakes, trails, and quality-of-life amenities**
- Awareness that **small towns need more technical capacity**

These findings directly informed the plan's Vision, Goals, Land Use Framework, Planning Topics, and Critical Path Strategies.

## Role of Public Input in Plan Development

Public outreach was integrated at every stage of plan development:

- Survey #1 shaped the Existing Conditions Report
- Stakeholder meetings refined problem statements
- Steering Committee input guided goal development
- Survey #2 tested draft recommendations
- Open houses confirmed implementation priorities

As a result, the Comprehensive Plan reflects not only data analysis, but the lived experience and priorities of White County residents.

## Conclusion

The public outreach program for the White County Comprehensive Plan was robust, inclusive, and iterative. It provided multiple opportunities for residents and stakeholders to shape the plan over time, ensuring that final recommendations are grounded in community values, practical realities, and shared aspirations for the county's future.



## Appendix 8.3: Goals and Objectives Analysis

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### Introduction

In a comprehensive plan, goals serve as broad statements of the community's long-term aspirations. They provide a shared vision of what White County seeks to achieve across areas like housing, infrastructure, economic development, agriculture, and quality of life. Objectives then build on these goals by identifying more specific actions or measures that help turn vision into policy and projects. Together, goals and objectives provide both inspiration and direction, ensuring that the plan guides not only today's choices but also long-term decision-making by county leaders, towns, and partner organizations.

At our last steering committee meeting, we discussed some of the goals in the prior 2017 Comprehensive Plan, which included roughly 20 goals organized by theme. Many of these remain relevant, such as supporting agriculture, guiding balanced land use, promoting tourism, and enhancing quality of life. However, the structure often resulted in redundancy—branding, for example, appeared across several sections—and some goals were too narrow or vague to provide clear direction. Others lacked attention to emerging issues that have since become central to White County, such as renewable energy siting, broadband, childcare, and workforce alignment.



Public input underscored concerns about housing shortages, childcare gaps, and access to lakes and recreation. Stakeholder meetings elevated topics such as institutional capacity, renewable energy conflicts, agricultural viability, and regional economic positioning. Steering Committee deliberations emphasized the need for housing diversity, renewable energy compatibility, agricultural modernization, and a stronger countywide governance framework. The result is a streamlined set of five updated goals that are intended to be clearer, broader, and better aligned with today's challenges and opportunities.

## Proposed New Goals

Proposed here for discussion are five (5) new goals for the current comprehensive plan update, as follows:

- **Goal 1 – Foster a Resilient and Efficiently Governed County:** White County's ability to manage growth depends on strengthening institutional capacity and coordination across jurisdictions. Many small towns lack the staff or expertise to pursue grants, manage development, or update codes, which places them at a disadvantage when opportunities arise. This goal emphasizes interlocal cooperation, shared services, and modernized planning tools to make growth more predictable and equitable. It also integrates fiscal and infrastructure impact assessments into decision-making, ensuring new development pays its way and does not overburden existing communities.
- **Goal 2 – Support Diverse, Affordable, and Feasible Housing Options:** Housing emerged as one of the most pressing issues in the current planning process, with shortages affecting young families, workers, and seniors alike. This goal moves beyond documenting housing conditions to actively promoting solutions that balance feasibility with diversity. It prioritizes infill, rehabilitation, and adaptive reuse of existing housing stock, while also encouraging new residential development in areas with available utilities and services. Partnerships and expanding the range of housing types will help residents at all income levels to access safe, attainable housing.
- **Goal 3 – Advance a Competitive, Sustainable, and Diverse Economy:** White County's economy is rooted in agriculture, strengthened by manufacturing, and increasingly shaped by tourism and renewable energy. This goal seeks to preserve that diversity while leveraging the county's locational advantages and grid access for future growth. Protecting farmland remains critical, but it must be balanced with clear, compatible standards for renewable energy siting to ensure landowners and communities benefit without compromising rural character. Expanding year-round tourism, supporting small business development, broadband expansion, regional economic partnerships, and workforce development programs all have a role in addressing this goal.



- **Goal 4 – Enhance Quality of Life, Health, and Community Well-Being:** Livability and community identity are at the heart of White County’s long-term success. This goal emphasizes expanding access to healthcare, childcare, and social services—areas where the county faces significant gaps that affect family retention and workforce participation. Recreational assets and non-motorized facilities enhance both health outcomes and economic vitality. Finally, cultural heritage and branding are framed not as stand-alone concepts but as part of a holistic quality-of-life strategy that celebrates small-town identity, lake amenities, and White County’s role as both a welcoming community and a visitor destination.
- **Goal 5 – Plan and Invest for Safe, Connected, and Environmentally Resilient Infrastructure:** Infrastructure is the foundation of White County’s growth and resilience, and this goal ensures that investments are safe, connected, and environmentally sound. Targeted safety improvements at rural crash hot spots, along with expanded mobility options, will make transportation safer and more accessible for all residents. Utilities and broadband upgrades are prioritized in growth areas to ensure development is efficient and fiscally responsible. At the same time, protecting aquifers, floodplains, and other sensitive resources is essential to long-term resilience.

## Objectives

In comprehensive planning, goals set the broad vision of what a community wants to achieve, but they are often too general to guide decision-making on their own. Objectives expand upon goals by breaking them into more specific, actionable, and measurable components. While a goal may articulate the desired outcome—such as improving housing options—objectives clarify *how* that outcome will be pursued, whether through promoting infill, diversifying housing types, or aligning new development with existing infrastructure.

This section delineates draft objectives associated with the draft goals and notes their source and motivation.

### Goal 1 – Foster a Resilient and Efficiently Governed County

- **Objective 1.1:** Modernize zoning and subdivision ordinances to support infill, diverse housing, and renewable energy compatibility. *(Motivation: ECR, Steering Committee)*
- **Objective 1.2:** Establish fiscal and infrastructure impact assessments for major developments. *(Motivation: Steering Committee, Stakeholder Interviews)*
- **Objective 1.3:** Build institutional capacity in small towns through shared services, technical training, and grant-writing support. *(Motivation: Stakeholder Interviews, Steering Committee)*



- **Objective 1.4:** Develop interlocal and inter-county collaboration groups on infrastructure, education, and economic development. *(Motivation: Stakeholder Interviews, Steering Committee, Public Engagement)*

## Goal 2 – Support Diverse, Affordable, and Feasible Housing Options

- **Objective 2.1:** Promote a balanced mix of housing types—single-family, multifamily, workforce, senior-friendly—based on market demand. *(Motivation: ECR, Stakeholder Interviews, Public Engagement)*
- **Objective 2.2:** Promote infill, rehabilitation, and adaptive reuse of existing housing stock in towns and small cities. *(Motivation: Stakeholder Interviews, Steering Committee)*
- **Objective 2.3:** Align housing development with utility and broadband availability to ensure cost-effectiveness and feasibility. *(Motivation: ECR, Stakeholder Interviews)*
- **Objective 2.4:** Encourage partnerships between employers, developers, and nonprofits to deliver workforce and affordable housing. *(Motivation: Stakeholder Interviews, Public Engagement)*

## Goal 3 – Advance a Competitive, Sustainable, and Diverse Economy

- **Objective 3.1:** Protect and promote the modernization of agricultural operations of all sizes while minimizing farmland fragmentation. *(Motivation: Stakeholder Interviews, ECR, Steering Committee)*
- **Objective 3.2:** Establish clear renewable energy siting and decommissioning standards that protect farmland, neighboring residents, and emergency access. *(Motivation: Stakeholder Interviews, Public Engagement)*
- **Objective 3.3:** Expand year-round tourism tied to lakes, downtown revitalization, and cultural assets. *(Motivation: Public Engagement, Steering Committee)*
- **Objective 3.4:** Strengthen regional positioning by leveraging Lafayette/Purdue proximity and grid interconnection for advanced industries. *(Motivation: ECR, Stakeholder Interviews, Steering Committee)*
- **Objective 3.5:** Support entrepreneurship and small business development in rural towns through broadband access and local incentives. *(Motivation: Stakeholder Interviews, Public Engagement)*

## Goal 4 – Enhance Quality of Life, Health, and Community Well-Being

- **Objective 4.1:** Improve access to healthcare, childcare, and senior services, addressing gaps in underserved communities. *(Motivation: Stakeholder Interviews, ECR, Public Engagement)*
- **Objective 4.2:** Expand recreational opportunities, including trails, parks, and wellness facilities, with equitable distribution countywide. *(Motivation: Public Engagement, ECR, Steering Committee)*
- **Objective 4.3:** Strengthen cultural heritage and community branding as both resident identity and visitor attraction. *(Motivation: Steering Committee, Public Engagement)*



- **Objective 4.4:** Promote walkability and bikeability through non-motorized facility connections between schools, neighborhoods, and attractions. *(Motivation: Public Engagement, Stakeholder Interviews)*

#### **Goal 5 – Plan and Invest for Safe, Connected, and Environmentally Resilient Infrastructure**

- **Objective 5.1:** Reduce rural crash hot spots through safety improvements such as intersection redesigns and roundabouts. *(Motivation: ECR, Stakeholder Interviews)*
- **Objective 5.2:** Expand rural transit and mobility options for seniors, youth, and workers. *(Motivation: Stakeholder Interviews, Public Engagement)*
- **Objective 5.3:** Invest in broadband, water, sewer, and power infrastructure in growth-ready areas to guide development. *(Motivation: ECR, Steering Committee)*
- **Objective 5.4:** Protect aquifers, floodplains, and sensitive natural resources through conservation and hazard mitigation measures. *(Motivation: ECR, Stakeholder Interviews)*
- **Objective 5.5:** Incorporate climate adaptation and environmental performance standards into all capital projects. *(Motivation: Steering Committee, Stakeholder Interviews)*



## Appendix 8.4: Projections Methodology

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### 1. General Principles and Methodological Framework

#### 1.1 Planning Objective

The primary objective was to develop **order-of-magnitude projections** for residential, commercial, and industrial land demand that:

- Are grounded in recognized demographic and economic datasets;
- Explicitly account for regional growth pressures;
- Can be adjusted as assumptions change; and
- Are suitable for informing long-range land use policy rather than site-level zoning decisions.

To that end, projections were developed using a spreadsheet-based model that allows assumptions—especially the degree of growth diversion from Tippecanoe County—to be modified and tested for sensitivity.

#### 1.2 Data Sources

The following data sources were used consistently across all land use categories:

- **Existing Land Use:** White County Auditor parcel-based land use data.
- **Demographic and Economic Projections:** Woods & Poole Economics, Inc. countywide projections (population, households, household size, and earnings by sector).
- **Community-Level Population Data:** U.S. Census and ACS data used to “step down” countywide projections to individual communities.
- **Local Planning Documents:**
  - City of Monticello Comprehensive Plan (2023, OCRA-funded).
- **Projection Horizon:** 2025 (baseline year) to 2050.

#### 1.3 Regional Spillover Assumptions

A central feature of the methodology is the explicit recognition that White County’s future growth is influenced by **recent and planned residential and employment growth in northern Tippecanoe County**. Rather than assuming White County grows independently, the model incorporates:

- A portion of Tippecanoe County’s projected population growth shifting into White County; and
- A smaller, more conservative share of Tippecanoe County’s employment and earnings growth spilling over, reflecting White County’s role as a complementary rather than primary employment center.

Commercial land demand was further adjusted to reflect anticipated growth in **countywide tourism activity**, particularly around Lake Shafer, Lake Freeman, and Indiana Beach.

### 2. Residential Acreage Projections

#### 2.1 Countywide Population Context

Table 1 summarizes the Woods & Poole population projections that establish the regional context.



**Table 1. Woods & Poole Population Projections (2025–2050)**

County	2025 Population	2050 Population	Numeric Change	Percent Change
Tippecanoe County	191,402	215,418	+24,016	+12.5%
White County (base)	24,885	24,490	-395	-1.6%

Two adjustments were then made:

1. **Tippecanoe County Diversion:**  
Ten percent of Tippecanoe County’s growth (2,402 persons) was assumed to locate in White County by 2050.
2. **White County Adjustment:**  
Based on recent building permit activity, the White County 2050 population was adjusted upward to **26,130 persons**, representing approximately 5 percent growth rather than decline.

With the addition of diverted population, the revised **White County 2050 population is 28,530**, a net increase of 14.6 percent over 2025.

## 2.2 Community-Level Population “Step Down”

The countywide projection was allocated to individual communities using a combination of adopted plan assumptions and recent population trends.

- **Monticello:** Projections from the 2023 Comprehensive Plan were used (5,450 in 2025 to 5,910 in 2050).
- **Other Towns:** 2020–2025 trends were extended to 2050.
- **Unincorporated Areas:** Assumed modest growth.

Prior to applying Tippecanoe County diversions, baseline 2050 projections were as follows:

**Table 2. Baseline 2050 Community Population Projections (Pre-Diversion)**

Community	2025	2050
White County (total)	24,885	26,130
Monticello	5,450	5,910
Monon	1,950	2,000
Reynolds	500	550
Wolcott	930	1,000
Chalmers	550	600
Brookston	400	350
Unincorporated Areas	15,110	15,720

## 2.3 Allocation of Diverted Tippecanoe County Population

The 2,400 diverted residents were distributed as follows:

- **10% each** to Monticello, Monon, Reynolds, and Wolcott;
- **30% each** to Chalmers and Brookston.



This reflects proximity to growth pressures and relative development capacity.

**Table 3. Revised 2050 Population Projections (Post-Diversion)**

<u>Community</u>	<u>2050 Pop</u>
White County (total)	28,530
Monticello	7,330
Monon	2,480
Reynolds	680
Wolcott	1,240
Chalmers	1,030
Brookston	600
Unincorporated Areas	15,160

## 2.4 Household Growth and Residential Acreage

Woods & Poole projects an average household size of **2.41 persons per household in 2050**, compared to 2.39 in 2025. Applying this assumption yields the household increases shown below.

**Table 4. Projected Household Change (2025–2050)**

<u>Area</u>	<u>Net New Households</u>
White County	1,427
Monticello	761
Monon	213
Reynolds	74
Wolcott	125
Chalmers	198
Brookston	83
Unincorporated Areas	-28

Using representative residential densities for each community, the household increases were converted to land demand.

**Table 5. Residential Acreage Change**

<u>Area</u>	<u>Acres (+/-)</u>
White County (total)	+433.33
Monticello	+251.13
Monon	+70.39
Reynolds	+18.46



Area	Acres (+/-)
Wolcott	+31.37
Chalmers	+59.47
Brookston	+24.75
Unincorporated Areas	-22.25

### 3. Commercial Acreage Projections (Countywide)

Commercial land demand was assumed to scale proportionally with residential growth.

- **Without Tippecanoe County diversion:**  
94 new acres (approximately 5 percent over the 2025 base of 1,925 acres).
- **With Tippecanoe County diversion:**  
282 new acres.

To reflect increased tourism promotion and activity, a **2.5 percent premium** was applied to total commercial development (including existing), adding **55 acres**.

**Total projected commercial growth (2025–2050): 337 acres**

#### General Location Assumptions

- Tourism-related growth (55 acres): primarily near Monticello and Indiana Beach.
- Town-based growth: approximately 20 acres each in Monticello, Chalmers, and Burnettsville.
- Interstate-oriented growth:
  - 105 acres near SR 18 interchange
  - 105 acres near US 231 North interchange
  - 32 acres (15%) near US 231 South interchange

### 4. Industrial Acreage Projections

#### 4.1 Earnings-Based Method

Given the increasing capital intensity of manufacturing, **manufacturing earnings** were used as a proxy for industrial land demand.

- **White County manufacturing earnings:**  
\$171.0M (2025) → \$222.4M (2050)  
Increase: \$51.4M (+30%)

#### 4.2 Tippecanoe County Spillover

A conservative **5 percent** of Tippecanoe County's manufacturing earnings growth was assumed to spill into White County:

- Tippecanoe County growth: \$316M (2025–2050)
- 5% diversion: \$15.8M



This results in **total White County manufacturing earnings of \$238.2M in 2050**, a 39 percent increase over 2025.

Applying this increase to existing industrial acreage (1,925 acres) yields an estimated **962 acres of additional industrial land demand**.

### 4.3 General Location Assumptions

- SR 18 interchange: 30%
- US 231 North interchange: 30%
- US 231 South interchange: 10%
- Monticello: 10%
- Reynolds: 20% (reflecting central labor access)

## 5. Comparisons of Purdue Research Foundation work to Projected Demand

Recent work by the PRF did an assessment of supply of residential and industrial land, guided by a suitability assessment for the location of those uses. Table 6, below, shows the general comparison between demand and supply for these uses. The overall assessment is that supply significantly outstrips demand, which is desirable in that the County can accommodate all the projected demand.

Furthermore, residential demand and supply seem reasonably distributed, although it appears that Monticello is starting to approach the limit of suitable residential sites. The proposed allocation of industrial land within the County is also comparable, although the PRF’s avoidance of allocating industrial land to Reynolds is perhaps objectionable.

**Table 6. PRF comparisons: Acreage – demand and supply**

Area	Residential acreage		Industrial Acreage	
	Demand	Supply	Demand	Supply
White County (total)	433.33	1,736	962	2,574
Monticello	251.13	288	96	257
Monon	70.39	247	0	0
Reynolds	18.46	429	192	0
Wolcott (inc. US 231N /I-65 interchange)	31.37	269	288	977
Chalmers (inc. US 231S /I-65 interchange)	59.47	503	0	0
Brookston	24.75		0	0
Elsewhere	0	0	384	1,570



## 6. Closing Observations

These projections are intentionally conservative, transparent, and policy-oriented. They are not intended to prescribe exact locations or timing of development, but rather to:

- Establish a **reasonable envelope of future land demand**;
- Inform land use categories and growth areas in the Comprehensive Plan; and
- Provide a defensible basis for discussion with the Area Plan Commission, elected officials, and the public.