

***1995***  
***THOROUGHFARE PLAN***

*(Amended May 2008)*

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<b>UPDATE LOG</b>				
For Changes Made After 1995				
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3/17/99	all		Corrected topographical errors, updated staff list, added new classification of N.B.C.	AKW
4/25/03	ii - v		Updated Staff List and Table of Contents	BAS
4/25/03	17		Added Enterprise Drive	BAS
4/25/03		23	Map of the Planned Economic Thoroughfare	BAS
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## I. INTRODUCTION

Planning to meet transportation needs begins by forecasting the size and composition of the future population. The City of Anderson's urban area population is anticipated to increase but at a more moderate rate than anticipated by the 1962 City Master Plan. An increase in the population means an increase in the number of cars on the road and the number of miles traveled by those cars. Not only does more people mean more cars, it also means that more land will be used for urban activities. Land use plays an important role in planning for transportation services because an area's land uses and its system of roads are closely interrelated.

As the City of Anderson continues to experience an upsurge of growth and development, the increasing volume of new commercial and housing construction activity has begun to reshape the fabric of the City's transportation network. Current City growth patterns are dramatically different than what had been anticipated twenty years ago. In the 1970's, the northwest side of the City was forecasted to be the next development boom area.

One reason for this forecast was the proposed Indian Trails Parkway which, if it had been constructed, would have provided access to the northwest side of town. When The 1995 City of Anderson Thoroughfare Plan by definition, assists in the development of the City's transportation system by assuring the future availability of necessary right of way. In the 17 years since the 1978 Thoroughfare Plan was developed, rights of way requirements and travel patterns have changed. The purpose of this document is: 1) to update Anderson's 1978 Thoroughfare Plan to reflect the

traffic volumes were forecasted in the 1970's, Delco Remy still served as a major traffic generator. It was anticipated that General Motors employees would be drawn to new residential properties in the northwest section of the City thereby necessitating a new east/west arterial. Then in the late 1970's, General Motors began to layoff employees and close plants.

These layoffs and their associated impacts drastically impacted the 1970's forecasts.

New traffic generators, such as Meijer and Hoosier Park, have been constructed on the southeast side of town and have helped to establish this area as the unexpected hotbed of growth and development. The reversal of traffic patterns from the north to the south makes it necessary to redefine the transportation needs of the community as they relate to the location, alignment, dimensions, identification and classification of existing and proposed public streets, highways and other thoroughfares. In lieu of changing views on how streets and roads are classified on the local level in order to accommodate the transforming landscape, it has become imperative that consideration be given to the creation of customized streets that can be adapted to meet the needs of its environment.

changes that have occurred in the local transportation network; 2) to provide an effective tool for land use and capital expenditure planning; 3) to adhere to federal regulatory stipulations that allow for the receipt of federal highway funding; and 4) to assist in the construction of roads so that they are able to take the public to their destination safely and efficiently.

## II. APPLICATION OF THE 1995 THOROUGHFARE PLAN

Once the Thoroughfare Plan has been approved by the City legislative body, the Anderson Common Council, utilization of the plan by both the City and Madison County is similar in scope but can differ in actual application.

### A. City of Anderson

From the standpoint of the City, the primary focus in the utilization of the Thoroughfare Plan is acquiring the optimal right of way width necessary to accommodate future development and to assure maximum traffic efficiency and safety.

Public safety concerns rank high on the list of priorities for the City. The Thoroughfare Plan allows the City to determine which streets are better equipped to serve as emergency routes in the event of a natural disaster (i.e. snow, ice, tornado). Another use of the Plan is that of an economic development tool. By demonstrating to developers what the City envisions to be the potential growth areas through the identification and classification of existing streets, highways and other thoroughfares, the City will be able to manage its growth more effectively. Zoning is an area where the Thoroughfare Plan can serve as a useful device in the determination of the highest and best use of the land. Capital improvement projects and upgrading the local infrastructure are also activities where the City would actively integrate the

At the time of the adoption of the 1962 Master Plan, a thoroughfare plan for the City of Anderson was

Thoroughfare Plan into the planning process.

### B. Area Wide Planning

The Thoroughfare Plan serves the Madison County Council of Governments (COG) as a planning tool to show the State that a great amount of thought and consideration has been put into determining the direction and impact of our transportation system as it relates to growth. Since traffic congestion is a direct consequence of growth, COG is required to show, for regulatory purposes, how they intend to address the congestion.

The Thoroughfare Plan is also used by COG as an instrument in the consideration of alternatives designed to relieve or avert arterial congestion. In its role as the Metropolitan Planning Organization (MPO) for Madison County and the Anderson metropolitan area, COG plans for and administers the application of federal highway funds. The Thoroughfare Plan is utilized in this instance to forecast the need of federal highway funds in relationship to traffic demand in Anderson. COG is mandated to perform traffic volume counting in order to meet federal funding eligibility requirements. The count program would be difficult to implement without a Thoroughfare Plan because the Plan provides the pertinent information on the classification and location of each interstate, arterial, collector and local link within the Anderson Urbanized Area.

## III. HISTORY

### A. 1962 Master Plan

in place. This plan, the Traffic and Transportation Plan, was adopted as the transportation component of the new master plan.

The Traffic and Transportation Plan was based on the commonly used concentric belt system. Anderson's plan had five belt routes known as the Commercial belt, the Central Belt, the Inner Belt, the Intermediate Belt, and Outer Belt. These belts were designed to reduce or eliminate capacity problems on internal arterial routes and on other capacity stressed primary and secondary streets. Capacity problems would be softened by sending traffic around the belt ways instead of through points of congestion.

The projected growth trends used as a basis for the 1962 Master Plan, of which the 1962 Thoroughfare Plan was a component, were not realized. The expected continual growth in population supported by well-paying factory jobs evaporated as Anderson found itself suffering from the same woes inherent to many Rust Belt communities. In the years between 1962 and 1978 Anderson lost well-paying factory jobs and therefore jobs across the board. This began an exodus of much of the City's population. This impacted the 1962 Thoroughfare Plan and mandated its adjustment. New planning techniques, including the computer modeling of large amounts of base data, permitted a thorough re-evaluation of the 1962 Transportation Plan. This revision culminated into a new long-range transportation plan.

As stated in the 1978 City of Anderson, Indiana Thoroughfare Plan: "Since the transportation system serves, supports, and shapes land use development and since land use development generates a need for, and helps to shape the transportation system, the land use and transportation plans are closely interrelated." A current thoroughfare plan is a vital component in the development of a transportation system in that

## **B. 1978 Year 2000 Transportation Plan**

As a result of exhaustive research and analysis by the Madison County Council of Governments, Barton-Aschman, Incorporated Consultants, the Anderson City Planning Department, numerous City and County officials, and many other City and County departments, the 1978 Year 2000 Transportation Plan was developed. This plan was reviewed for technical considerations by the Federal Highway Administration.

The 1978 Year 2000 Transportation Plan was the most extensive transportation plan ever developed for the Anderson area. A great deal of computer modeling was conducted during the analysis stage. Data used to develop these models included detailed land use and socio-economic analysis information, travel origin-destination surveys and comprehensive projections of future conditions.

This transportation plan was developed to promote the following community objectives: the improvement of safety, access to centers of activity, downtown circulation, the reduction of existing congestion, adverse environmental impacts, and inter-model conflicts. Lastly, the plan was developed to support land development.

it assures the future availability of necessary right of way. The thoroughfare plan, by promoting a particular street network, is an indirect but important tool for facilitating an adopted land use pattern.

As with any transportation plan, some of the projections were incorrect or greatly underestimated. Since 1978, the character of Anderson has changed

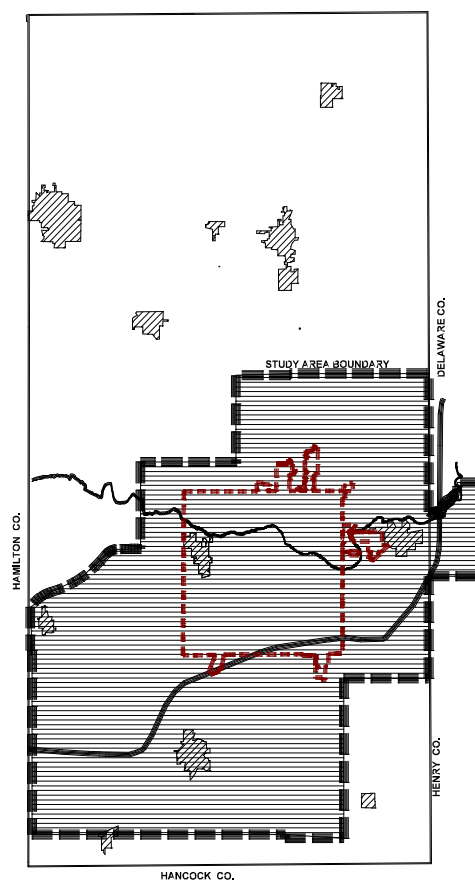
dramatically. In the early and mid 1980's, loss of jobs and population continued. Then in the late 1980's, loss of jobs and population began to slow. In the early 1990's, economic growth began to escalate in southeast Anderson. Economic growth continues to surge ahead in many parts of the community and is particularly strong in southeast Anderson around Interstate 69 interchange 26. The Year 2000 Plan fell short in its projections in five significant areas. The first three concern the environment surrounding Interstate 69 interchanges 22, 26 and 34. Neither the intensity or rate of growth at these interchanges were accurately projected. The fourth, a new development, concerns the realignment of State Highway 109. The fifth is the rejection by the community of the construction of an urban secondary arterial along the south shore of White River between Raible Avenue and 10th Street. These, along with numerous small deviations from the 1978 projections, date the logic used to develop the 1978 Thoroughfare Plan.

In 1991, the Intermodal Surface Transportation Efficiency Act (ISTEA) required that all metropolitan areas update their current long-range transportation plan. This federal mandate, along with the inherent shortfalls of the 1978 plan, have resulted in the current work being done to develop a new long-range transportation plan.

### **C. The Year 2015 Long Range Transportation Plan**

In 1993, the Madison County Council of Governments, Anderson The street network developed and delineated in this document will serve as a component of the Year

City Planning Department, Indiana Department of Highways, consulting firms and many county and city leaders, embarked on the development of a new long range transportation plan. The scope of



this plan includes not only the urbanized area of the City of Anderson but also most of Madison County. The new long range transportation plan will be completed in 1996. The map depicts the transportation study area, Madison County, and the City of Anderson.

2015 Plan. Because Anderson serves as the major traffic generator in Madison County, the

configuration of its traffic network will have a significant impact on the designation of County roads, particularly those that run through the City. The Year 2015 Transportation Plan must guide and encourage positive growth throughout the County. A well-researched and developed 2015 plan is vital to the continued economic health of the entire County.

#### **IV. FUNCTIONAL CLASSIFICATIONS**

The concept of functional classification is based upon the premise that individual roads, streets and highways do not operate independently of each other in any major way. Most The local transportation network plays a dual role in the channelization of traffic throughout the community by providing: 1) access to property, and 2) travel mobility. Access is a fixed requirement; it is necessary at both ends of any trip. Mobility, on the other hand, can be provided at varying levels. It can incorporate a wide range of elements but the two most basic elements are operating speed and trip travel time. The local transportation network consists of two segments: urban and rural. The urban and rural networks of Anderson possess fundamentally different characteristics as they pertain to density and types of land use, density of street and highway networks, nature of travel patterns and the way in which all of these elements are interrelated in the definition of highway function. An urban area, as defined by Title 23, Section 101 of the U.S. Code, is a place designated by the Bureau of the Census having a population of 5,000 or more and not within any urbanized area. A rural area is comprised of the areas outside the

travel involves movement through a network of roads and it becomes necessary to determine how to channel the travel into a system that is both logical and efficient. Functional classification is the process that groups roads, streets and highways into classes, or systems, according to the type of service, or function, they are intended to provide. Functional classification defines the nature of the channelization process by identifying the role that any particular road or street will play in serving the flow of traffic through a network of highways.

##### **A. *Types of Classifications***

boundaries of urban (or urbanized) areas. It should be noted that as it pertains to the utilization of this Plan, the application of "rural" and "urban" is relative; it is based on the level of development that exists in the area or is forecasted to occur.

All roads can be assigned to one of six traditional functionalized categories. They are: interstate, expressway, primary arterial, secondary arterial, collector and local.

##### **1. Interstate**

Interstate highways provide for the expeditious movement of large volumes of through traffic between areas and/or across, around, or through the city or urban area. Interstates are divided highways with full control of access and are not intended to provide direct access to abutting land. An interstate has complete separation of conflicting traffic flows, while an expressway may have few or no grade separations. The interstate system consists of all

presently designated routes of the Interstate Highway System and is a sub-system of the primary arterial system.

## **2. Expressway**

Expressways provide the same rapid movement of large traffic volumes with a minimal number of intersection turning conflicts. An expressway does not provide direct access to abutting land and is commonly known as a "limited access facility."

## **3. Primary Arterial**

As previously defined, a rural road consists of those facilities that are outside of urban areas. The rural primary arterial system consists of a connected rural network of continuous routes that serve corridor movements that have trip length and density movements which indicate substantial statewide or interstate travel. They serve all, or virtually all, urban areas with a population of 50,000 and over and a large majority of those with a population of 25,000 or more. A rural primary arterial system also provides an integrated network without stub connections except where unusual geographic or traffic flow conditions dictate otherwise (e.g. international boundary connections or connections to coastal cities). In states that are more densely populated, this system may or may not include all heavily traveled routes which are multi-lane.

### ***b. Urban Primary Arterial Street System***

In every urban environment there exists a system of streets and highways which are identified as being unusually significant to the area in which they lie in terms of the nature and composition of the

Primary Arterials provide for the majority of trips entering and leaving the area and serves the major centers of activity on the highest traffic volume corridors.

The primary arterial system should carry important intra-urban as well as inter-city bus routes.

For primary arterials, the concept of service to abutting land should be subordinate to the provision of travel service to major traffic movements.

### ***a. Rural Primary Arterial Road System***

travel they serve. This system of streets and highways is known as the urban primary arterial system and should serve the major centers of activity of a metropolitan area and carry a high proportion of the total urban area's travel.

Another characteristic of this system is that it carries the major portion of trips into and out of the urban area as well as the majority of through traffic desiring to bypass the central city. Significant intra-area travel (such as between central business districts and outlying residential areas, between major inner city communities or between major suburban centers) should be served by urban primary arterial streets. Frequently, this system will carry intra-urban as well as inter-city bus routes. It should also be pointed out that the concept of service to abutting land should be secondary to providing service to major traffic movement. Finally, this system should provide continuity for all rural arterial roads which intercept the city boundary.

## **4. Secondary Arterial**

Secondary Arterials provide for interconnection with primary arterials and service to trips of

moderate trip length at a somewhat lower level of travel mobility than primary arterials. The secondary arterial street system includes all arterials not classified as a primary arterial and contains facilities that place more emphasis on land access than the higher system. Secondary arterials may carry local bus routes and provide intra-community continuity throughout the area.

**a. Rural Secondary Arterial Road System**

The rural secondary arterial road system should, in conjunction with the primary arterial system, form a rural network that links cities and larger towns as well as other traffic generators (e.g. major resort areas) that are capable of attracting travel over long distances. The urban secondary street system should interconnect with and augment the urban primary arterial street system by providing service to trips that are moderate in length at a somewhat lower level of mobility than primary arterials. This system also distributes traffic to smaller geographic areas than those outlined in higher systems. The secondary arterial street system includes all arterials that are not classified as a primary arterial and contains facilities that place more emphasis on land access and less on mobility. These streets may carry local bus routes and provide intra-community continuity but ideally should not penetrate identifiable neighborhoods.

**5. Collector**

Collectors provide both land access service and traffic circulation within residential neighborhoods, commercial and industrial areas. When attempting to differentiate between a

collector and a secondary arterial, the key lies in determining the percentage of land service function. If the level of land service falls below 50%, the street (collector) would function better as a secondary arterial. The collector differs from the arterial system in that collectors may penetrate residential neighborhoods and distribute trips from the arterials through the area to the ultimate destination. A collector also gathers traffic from local streets in residential neighborhoods and channels it into the arterial system.

**b. Urban Secondary Arterial Street System**

The main difference between the arterial system and the collector system is that the latter system is able to take trips to their final destination by penetrating residential neighborhoods with the trips gathered from the arterial. The collector streets also gather traffic from the local streets in the residential areas and channels it into the arterial system. In a Central Business District, the collector system may include a street grid that forms a logical

collector and a secondary arterial, the key lies in determining the percentage of land service function. If the level of land service falls below 50%, the street (collector) would function better as a secondary arterial. The collector differs from the arterial system in that collectors may penetrate residential neighborhoods and distribute trips from the arterials through the area to the ultimate destination. A collector also gathers traffic from local streets in residential neighborhoods and channels it into the arterial system.

pattern for traffic circulation. Within the Anderson transportation network, a collector has the following characteristics: 1) it is one mile in length or less; 2) it connects two arterials or an arterial and a major traffic generator; and 3) it can be customized according to its intended use.

## **6. Local**

Local streets consist of all facilities not on one of the higher systems. It serves roads, streets, and highways are assigned a specific classification according to the type of service they are intended to provide. For the most part, the factors that are normally used to determine how a street should be classified are clear cut. However, because of the unique geographic location of an area or because of changes that occur in the concepts and criteria that are used to decide how a street should be classified, it is sometimes necessary to develop variations in the classification and/or design of a thoroughfare so that it will be able to adapt to the geographic area in which it is located. In other words, the street or road must be "customized" in order to meet the need of current and/or future transportation demand. The term "customized" can be described as a street that contains a mixture of the characteristics of one or more classifications.

### **1. Factors that Necessitate Change**

In the City of Anderson, it has become evident through the recent influx of commercial development and the resulting change in the economic climate, population and the expansion of the City's

primarily to provide direct access to abutting land and access to the higher order systems. It offers the lowest level of mobility and usually contains no bus routes. Also, service to through traffic movement usually is deliberately discouraged.

### **B. Specialized Classification Adaptation for Anderson**

boundaries (especially in the southeast part of town) that the concept of "customized" classifications must be given consideration. When the aforementioned changes occur, they tend to have a direct impact on the factors that affect the City's transportation network and thereby necessitate change. The first of these factors is land access, or simply stated, "Can I get there from here?" If the route which people have used for years to reach "there" is altered, accessibility becomes a major issue. Mobility also must be taken into account when evaluating if it is necessary to deviate from the standard functional classification definitions. If a thoroughfare can move traffic from "here" to "there" but limited or restricted movement is encountered en route, mobility plays a vital role in the creation of new concepts. The size of a city plays a role in the access vs. mobility issue. In a city the size of Anderson (approximately 39 square miles), the rationale used in determining the role a primary arterial would play in the movement of traffic would be entirely different than the rationale used by a city the size of Chicago. In Anderson, access is more important than mobility in the movement of traffic on a primary arterial. In Chicago,

mobility would be more important on a primary arterial due to the massive size of the metropolitan area.

An increase in residential or commercial development in previously un- or under- developed areas (which is the case in Anderson) results in increased levels of traffic and changes in traffic patterns. Existing or new streets and roads must be designed so that they can provide adequate service to these developments. Sometimes a thoroughfare is classified within a certain category because of anticipated growth or development in the area that it serves or because an existing high traffic volume generator (such as a factory) exists in the area. But when the development does not occur or the traffic generator is eliminated, the situation will call for creating a new version of the thoroughfare.

The size and characteristics of Anderson and the future direction of its growth make it possible to redefine the traditional functional classification categories that were defined earlier in this document. Our views have changed in terms of how certain streets and roads function and what kinds of service they perform. With this in mind, the Planning Department and the City Engineer's Office collaborated in formulating the concept that Anderson's transportation/ thoroughfare network consists of three (3) types of roads: 1) Primary Arterials, 2) Locals, and 3) Customized.

The role of primary arterials remains the same as they have been traditionally. The new classification concept calls for secondary arterials and collectors to be merged into a special category of streets that will be customized according to their application.

Streets also define the atmosphere and provide an identity to the areas they service. Wide streets discourage pedestrian activity and diminish the neighborhood attribute found in so many established locals; therefore, street widths and future rights of way need to be adequate for anticipated growth, but not excessively wide to impact the urban environment.

In order to balance the needs of the pedestrians and the needs of the vehicles, a classification labeled Neighborhood Business Collector is created as a subcategory of Collector. Its primary characteristics are its location in existing built-up areas and the relative narrow right of way demand.

## **2. Modified Street Characteristics**

Although these two classifications (secondary arterial and collector) fall into the "gray area", the classifications will continue to be utilized in a somewhat traditional sense. This is due to the fact that a framework is needed on which to develop the Thoroughfare Plan City map and the ancillary proposed right of way table. As defined by the U.S. Department of Transportation, it would appear that roadway classifications are clear and objective in their application to various roadways. While this is more truly the case with interstates, expressways, primary arterials and locals, it is certainly not the case with secondary arterials and collectors. This is because the characteristics which are inherent to secondary arterials and collectors are frequently found to be easily interchangeable in real world applications. As a result, the application becomes subjective

as factors such as road length, land service and traffic movement are weighted as determining factors in deciding which road classifications should be assigned to these thoroughfares. This is demonstrated in the following illustration:

TRADITIONAL CHARACTERISTICS

**Road A - Collector**

1 mile or less  
low traffic movement  
high land service

**Road B - Secondary Arterial**

1 mile or more  
high traffic movement  
low land service

If you have a road (Road C) that is one mile or less (which fits the description of collector) but has a low land service function and high traffic movement (which are secondary arterial characteristics), it can be placed in the above described "gray area" category. Virgil Cook Boulevard serves as an example of Road C. A reverse example of Road C would be Alexandria Pike; it is over one mile in length but has low traffic movement and high land service. The rights of way on these streets will vary because of the amount of development where they are located or because they were designed as a custom application of one of the functional classifications.

The streets that are classified as "local" within the Anderson transportation network perform the same functions that are defined above: direct access to abutting land, low mobility and access to the higher level road systems. All local streets will be of an urban design. A subcategory of the local street system when the location of a street is indicated in the Thoroughfare Plan as following an existing road or street or when it follows a section, half section or other established property line, the

classification are private access drives. The basic characteristics of this subcategory include low volume and design considerations that do not require a public street.

## V. IMPLEMENTATION PROCEDURES

City of Anderson Ordinance No. 9-62 (See Appendix A on page 32), the Thoroughfare Plan Ordinance, contains the procedural steps required to implement the Thoroughfare Plan. The sections of the Ordinance that are pertinent to the development of real estate are summarized below.

### A. Opening or Widening of Streets

When a street that is classified in the Thoroughfare Plan is to be platted as a part of a subdivision, the right of way for the street should be as specified in the Thoroughfare Plan. If the circumstance occurs that a street borders a tract of land that is to be subdivided, the owner of the land shall be required to plat only half of the right of way width that was designated for that street, measured at 90° to the center line of the street.

### B. Location of Streets

street should conform to this specified location. However, if a street lies entirely within a subdivision and is not designated as following an existing road or an established property line, the

alignment may be varied when such a variance promotes the plan of a neighborhood development unit in accordance with good site planning principles and if the alignment provides for the continuity of traffic movement. A street with an irregular alignment shall follow the alignment shown in the Thoroughfare Plan and shall be subject to a survey by the Plan Commission, other public agencies, or by the owners of the land. This survey shall be subject to the approval of the Commission prior to the dedication of the street.

### **C. Issuance of Permits**

Any permits authorized by the City including, but not limited to, Improvement Location Permits, shall be issued only if the proposed street right of way will be protected from encroachment. In this instance, the proposed street right of way lines will be considered as the front line of lots and tracts bordering such street. Building setbacks, as stipulated in the Zoning Ordinance, will be calculated from the proposed right of way line.

## **VI. SUMMARY**

To reiterate, the most important factor to keep in mind when utilizing the 1995 Thoroughfare Plan is the preservation of right of way. As it becomes more and more apparent that development both commercial and residential, is on the increase in the Anderson area, the necessity of balancing growth and access must become a prime consideration in the planning process. Growth must be facilitated but not at the risk of creating congested travel. Forecasting future rights of way widths and setting aside the Cross sections are presented at the maximum proposed right of way

maximum amount possible is the best way to alleviate this risk.

Another significant factor to be aware of whenever this Plan is utilized is that the City map and the proposed right of way table in Section IX of the document should serve as the final authority and primary reference in the determination of the right of way width. The information contained in the map and the table provides the best interpretation possible of where the City anticipates future development to occur along with annexations, infrastructure upgrades and other growth related activities that influence rights of way requirements.

From a planning perspective, a well developed thoroughfare plan is essential to future development. Increased development results in changing traffic patterns which in turn alters mobility and land access. All things considered, the quality of a thoroughfare plan and how well it provides insight into foreseeable development and land use could mean the difference between success and failure.

## **VII. CROSS SECTIONS**

A cross section by definition is a graphic representation formed by a plane cutting through an object at a right angle to its width. In this application cross sections are a graphic representation of the composition and a layout of a particular segment of a roadway. They serve as a sampling meant to be characteristic or typical of that roadway segment. In this document multiple cross sections are presented for primary arterials, secondary arterials and collectors.

for each of the three classifications. Maximum proposed

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right of way is the optimal width necessary to assure the safest and most efficient traffic flow possible. The maximum proposed right of way is intended for use in undeveloped areas of the City.

Roads may be installed with an actual right of way which uses much less ground than preserved by the proposed right of way. This is a phased application with the road being built to meet current demand. These roads will be widened, eventually, to proposed right of way standards as demand increases.

Another instance where maximum proposed right of way is unrealistic to implement is within established urbanized areas. The high cost of right of way acquisition, conflict with existing development and the potential of rendering urbanized parcels of property unusable due to new setback requirements necessitated by new proposed rights of way makes implementation of the new optimal standards impossible. As stated in the 1978 Thoroughfare Plan, "The right of way proposed for a specific urban street is often a compromise aimed at achieving the highest possible operating efficiency within the confines of realistically available right of way." Rights of way in established urban areas of Anderson are of varying widths, therefore multiple rights of way will be listed for each classification on the Table of Proposed Rights of Way of Major Streets on Page 23.

The cross sections demonstrate the following street components: traffic lanes, medians (raised and non-raised), gutters and curbs. They also demonstrate the following street amenities: sidewalks, ditches and green space. It is the street amenities which determine whether a road is categorized as urban or rural. Rural roads are generally constructed in areas with little pedestrian traffic, therefore sidewalks are usually not installed. Rural roads also facilitate drainage through shoulder and drainage ditches in lieu of curbs, gutters and storm sewers used with urban streets.

As Anderson continues to grow, it could be necessary to upgrade rural roads to urban road configurations. This type of event mandates a continued vigilance and commitment to correct or upgrade the 1995 Thoroughfare Plan.

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Map

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Map

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Map

## VIII. CONCEPTUAL ALIGNMENTS

The following five conceptual alignments represent possible roadway configurations which could be necessary to deal with future volume and access demands. Each of the five alignments have not developed past the preliminary discussion stage, therefore no engineering design work has been done. The conceptual layouts are a product of the planning process and discussions held between the planning staff and the City and County engineers. The five plans are located on the Street Classification Map located on page 31. Each design is located within a circle and numbered one through five.

1. Columbus Avenue/10th Street Bridge

This conceptual alignment involves the construction of a new bridge across White River. The new bridge will connect Columbus Avenue with 10th or 8th Streets. A map of this possible bridge connector is located on page 18. The installation of this connector will serve two purposes. First, it would serve to alleviate the excess volume on Scatterfield Road. By connecting Columbus Avenue this project would allow the completion of an east/west arterial discussed in the previous paragraph. With the realignment of these two roads, a continual east/west arterial will be established from Mounds Road where it enters the City from the east to Raible Avenue, thereby creating an easier traffic flow across town. Also, if

and Range Line Road with the new bridge and 10th or 8th Streets, a traffic circulation scenario is established which will allow a greater volume of traffic to flow north or south thereby reducing the volume stress currently in existence on Scatterfield Road.

Secondly, diverting some of the traffic from Scatterfield Road to Columbus Avenue enhances the possibility of economic development moving from the Scatterfield Road closer to the downtown. Studies conducted by the engineers will determine the exact bridge placement and road alignment. This bridge construction and road alignment must be sensitive to its impact on the established residential neighborhoods on both the north and south sides of the river.

The next two conceptual alignments deal with a deficiency in the east/west arterial traffic flow. South of the downtown area between 8th and 38th Streets, there is no efficient route to cross town from east to west.

2. 22nd/23rd Streets Realignment

engineering studies indicate the demand exists, 23rd Street would be extended west to Brown Street and tied into 22nd Street. However, with the current reconstruction of the intersection of Dr. Martin Luther King Jr. Boulevard/Madison Avenue/22nd Street, this plan would have to be evaluated after construction is completed to determine

what, if any, impact will result from the fact that 22nd Street would no longer go straight through this intersection. A map of this realignment is located on page 19.

3. Mounds Road/23rd Street Alignment

This new scenario would serve several purposes. First, it would create easier access to State Road 9/Scatterfield Road for the neighborhoods located in the 22nd/23rd/Pitt Streets area. Secondly, the aforementioned neighborhoods are situated in an economically stagnant part of town and while it is very close to the Mounds Mall commercial area, it is buffered from the economic benefits because of the lack of efficient access. Economic revitalization would be possible with the addition of a new connector road between Mounds Road and 23rd Street. Finally, the connector would serve to tie in with the realignment of 22nd and 23rd Streets by completing the east/west arterial discussed earlier. See page 20 for a map of this alignment.

The primary purpose of the following scenarios, all of which

As the southeast side of the City continues to expand and Scatterfield Road traffic volume counts steadily increase, Range Line Road could become a vital alternative route for accessing the southeast. Depending on the engineering studies, tying in Range Line Road and the new State Road 109 will create a link that can

are located in the southern section of the City that is currently experiencing rapid growth, is to lay out the basic circulation needs of the area. As development continues to occur in and around these areas, the creation of these roads would help to accommodate the inevitable increase in the traffic patterns.

4. Enterprise Drive/Park Road Alignment

This conceptual alignment involves creating a southwest tie-in of Enterprise Drive and Park Road. The exact alignment of this configuration is unknown; however, the City Engineer's preference at this time would be to relocate the existing intersection of Park Road and 67th Street to the west. The purpose of this new alignment would be to provide a western access to the Flagship (a business/industrial park located on Enterprise Drive) and to facilitate continued growth on the southeast section of town. See page 21 for map of this alignment.

5. Range Line Road/New State Road 109 Alignment

function as a belt which would 1) extend from the southern end of Range Line Road to connect at some point to the new State Road 109; or 2) be designed as an east/west road that would intersect Range Line Road at a 90° angle. A map of this alignment is located on page 22.

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6. Enterprise Drive (frontage road)

The financial benefits that are gained by locating on a frontage / access road are well understood. Two of these are the visibility gained by locating near an interstate and the ease of access to the national interstate system. The long range vision for Anderson's frontage road begins at the intersection of the railroad and Enterprise Drive in Flagship Industrial Park on the west. At the east end, ultimately, Virgil Book Boulevard will connect with Enterprise Drive at the intersection of these two roads with 53<sup>rd</sup> Street.

Map #6 shows the preliminary location of the frontage road. This design allows the majority of this new road, between Columbus Avenue and Dr. Martin Luther King Jr. Boulevard to be located in current farmland. In this way only a small number of residences and business are impacted by the installation of this new road.

Columbus Avenue / 10<sup>th</sup> Street Bridge

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Realignment of 22<sup>nd</sup> and 23<sup>rd</sup> Streets

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Connection of Mounds Road and 23<sup>rd</sup> Street

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Connection of Enterprise Drive and Park Road

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Range Line Road / New State Road 109

Economic Thoroughfare Map

Prepared By:  
Anderson City Planning Department

## IX. MAP AND TABLE

### A. *Table of Proposed Rights of Way of Major Streets*

The following table is organized in the following manner: named north/south streets are listed in alphabetical order and numbered streets are listed in sequential order. The street segments (i.e. the "From-To" columns) are arranged from north to south and west to east coinciding with the direction of the named thoroughfare. Any street not specifically included in the table should be considered a local street with a proposed 50 ft. right of way. Should conflicts arise between the map and this table, the table shall have priority. It is reflected in the table below that some rights of way widths have been reduced from the desired optimal width. These variations in

right of way width within the same functional classification occur because: 1) the presence of development surrounding the thoroughfare would restrict the potential for expansion; or 2) the thoroughfare is a custom application of one of the classifications. Concept streets are represented by italicized letters in the table.

#### Functional Class Abbreviations

U.P.A. Urban Primary Arterial  
 R.P.A. Rural Primary Arterial  
 U.S.A.\* Urban Secondary Arterial  
 R.S.A.\* Rural Secondary Arterial  
 C.\* Collector  
 N.B.C\*Neighborhood Business Collector

\* Denotes streets that fall under the "customized" classification discussed in Section IV (B) and whose rights of way may vary due to the fact that it can be customized depending on its designed use.

WEST/EAST				
STREET NAME	FROM	TO	FNCTL CLSSFCTN	PRPSD R.O.W.
1. <i>Charles Street</i>	<i>State Road 9 South</i>	<i>Dan Patch Circle</i>	C.	80'
2. Cincinnati Avenue	Wheeler Avenue	Ohio Avenue	U.S.A.	80'
3. Cross Street	Layton Road	Raible Avenue	R.P.A.	100'
	Raible Avenue	Eastern City Limits	U.P.A.	100'
4. Enterprise Drive	Con Rail	Dr. Martin Luther King Jr. Blvd.	R.S.A.	80'
	<i>Dr. Martin Luther King Jr. Blvd.</i>	<i>State Road 9</i>	C.	100'
5. Gun Barn Road	Layton Road	Anderson-	C.	80'

WEST/EAST				
STREET NAME	FROM	TO	FNCTL CLSSFCTN	PRPSD R.O.W.
		Frankton Road		
6. Hartman Road	Indiana Avenue	State Road 9	R.S.A.	80'
7. Indian Trails Parkway	9th Street	Wheeler Avenue	U.S.A.	80'
8. Lindberg Road	Alexandria Pike	Range Line Road	R.S.A.	80'
9. Moss Island Road/North Shore Boulevard	Anderson-Frankton Road	Raible Avenue	R.S.A.	80'
10. Mounds Road	22nd Street	Range Line Road	U.P.A.	100'
	Range Line Road	East County Road 100 South	R.P.A.	100'
11. Nichol Avenue	Layton Road	Arrow Avenue	U.P.A.	100'
	Arrow Avenue	John Street	U.S.A.	72'
12. North Shore Boulevard/Moss Island Road	Anderson-Frankton Road	Raible Avenue	R.S.A.	80'
13. Ohio Avenue	Pearl Street	22nd Street	U.P.A.	100'
14. School Street	Broadway	Crystal Street	C.	66'
	Crystal Street	State Road 9 North	C.	80'
15. State Road 32	State Road 9 South	Eastern City Limits	R.P.A.	100'
16. University Boulevard	Grand Avenue	State Road 9 South	U.S.A.	80'
17. Vanbuskirk Road	Raible Avenue	Madison Avenue	U.S.A.	80'
18. Vineyard Street	Madison Avenue	Broadway	C.	66'
19. Winding Way	Central Way	8th Street	C.	66'
20. 5th Street	Sycamore Street	Madison Avenue	C.	66'
	Madison Avenue	Jackson Street	U.S.A.	66'

WEST/EAST				
STREET NAME	FROM	TO	FNCTL CLSSFCTN	PRPSD R.O.W.
	Jackson Street	Main Street	U.P.A.	100'
21. 7th Street	Main Street	Central Avenue	U.P.A.	72'
22. 8th Street	Layton Road	Raible Avenue	R.P.A.	100'
	Raible Avenue	Jackson Street	U.P.A.	72'
	Jackson Street	Range Line Road	U.P.A.	80'
23. 9th Street	Brown-Delaware	Fletcher Street	U.S.A.	72'
24. 10th Street	College Drive	State Road 9 South	U.S.A.	80'
	State Road 9 South	Lennox Street	R.S.A.	66'
	Lennox Street	Range Line Road	R.S.A.	80'
25. 10th Street Bridge	Columbus Avenue	10th Street	U.P.A.	100'
26. 11th Street	John Street	Pearl Street	U.S.A.	66'
27. 12th Street	Brown-Delaware	Pearl Street	U.S.A.	66'
28. 13th Street	Jackson Street	Pearl Street	C.	66'
29. 14th Street	Arrow Avenue	Ohio Avenue	U.P.A.	72'
30. 16th Street	Raible Avenue	Madison Avenue	C.	66'
31. 17th Street	Brown Street	Jackson Street	C.	66'
32. 18th Street	Raible Avenue	Arrow Avenue	C.	66'
	Ohio Avenue	State Road 9 South	C.	80'
33. 19th Street	Madison Avenue	Columbus Avenue	C.	80'
34. 22nd Street	Raible Avenue	Madison Avenue	C.	66'
	Madison Avenue	Main Street	U.S.A.	80'
35. 23rd Street	Brown Street	Monroe Street	U.S.A.	66'
36. 25th Street	Layton Road	Park Road	R.S.A.	80'
	Park Road	Dr. Martin Luther King Jr.	U.S.A.	80'

WEST/EAST				
STREET NAME	FROM	TO	FNCTL CLSSFCTN	PRPSD R.O.W.
		Boulevard		
	Dr. Martin Luther King Jr. Boulevard	Brown Street	C.	66'
	Main Street	Noble Street	C.	66'
	<i>Dr. Martin Luther King Jr. Boulevard</i>	<i>Columbus Avenue</i>	<i>C.</i>	<i>66'</i>
37. 29th Street	Dr. Martin Luther King Jr. Boulevard	Madison Avenue	U.S.A.	100'
	Madison Avenue	Columbus Avenue	U.S.A.	66'
38. 31st Street	Central Avenue	Columbus Avenue	C.	66'
39. 32nd Street	Layton Road	Moore Road	C.	80'
	Columbus Avenue	State Road 9 South	U.S.A.	80'
40. 38th Street	Layton Road	Raible Avenue	R.P.A.	100'
	Raible Avenue	Range Line Road	U.P.A.	100'
41. 53rd Street	Layton Road	Madison Avenue	R.P.A.	100'
	Madison Avenue	State Road 9	U.P.A.	100'
	State Road 9 South	Range Line Road	R.P.A.	100'
42. East 53rd Street Parkway	East 53rd Street	Range Line Road	R.P.A.	100'
43. West 53rd Street Parkway	Dr. Martin Luther King Jr. Boulevard	West 53rd Street	R.P.A.	100'
44. 56th Street	<i>State Road 9 South</i>	<i>59th Street</i>	<i>C.</i>	<i>80'</i>
45. 59th Street	State Road 9 South	<i>56th Street</i>	R.S.A.	80'
	<i>State Road 9 South</i>	<i>Range Line Road</i>	<i>R.S.A.</i>	<i>80'</i>
46. 65th Street	<i>Approx. 1,336 feet west of State Road 9 - South of I-69</i>	<i>Range Line Road</i>	<i>C.</i>	<i>80'</i>
47. 67th Street	Layton Road	Ridgeview Drive	R.S.A.	100'

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WEST/EAST				
STREET NAME	FROM	TO	FNCTL CLSSFCTN	PRPSD R.O.W.
	Columbus Avenue	Range Line Road	R.S.A.	100'

NORTH/SOUTH				
STREET NAME	FROM	TO	FNCTNL CLSSFCTN	PRPSD R.O.W.
1. Anderson-Frankton Road	Cross Street	Moss Island Road	R.S.A.	80'
2. Alexandria Pike	Killbuck Trace	Grand Avenue	R.S.A.	80'
3. Arrow Avenue	8th Street	25th Street	C.	80'
4. Broadway	State Road 9 North	South end of Broadway Bridge	U.P.A.	100'
5. Brown Street	14th Street	17th Street	U.P.A.	100'
6. Brown-Delaware	6th Street and Jackson Street	14th Street	U.P.A.	100'
7. Central Avenue	7th Street	Boulder Pass	U.P.A.	72'
8. Central Way	Winding Way	32nd Street	C.	66'
9. College Drive	University Boulevard	10th Street	C.	66'
10. Columbus Avenue	Ohio Avenue	I-69	U.P.A.	80'
	I-69	67th Street	R.P.A.	100'
11. Coventry Drive	Lindberg Road	10th Street	C.	66'
12. Crystal Street	School Street	School Street	C.	80'
13. Fairview Street	14th Street	29th Street	C.	66'
14. Grand Avenue	Indiana Avenue	Alexandria Pike	C.	66'
	High Street	Intersection of University Boulevard and Milton Avenue	C.	80'
15. Indiana Avenue	Cross Street	Grand Avenue	C.	66'
16. Jackson Street	South end of Broadway Bridge	17th Street	U.P.A.	100'
17. John Street	3rd Street	14th Street	C.	66'
18. Layton Road	Cross Street	Gun Barn Road	C.	80'
	8th Street	67th Street	R.P.A.	100'
19. Madison Avenue	Northern City	Cross Street	R.P.A.	100'

NORTH/SOUTH				
STREET NAME	FROM	TO	FNCTNL CLSSFCTN	PRPSD R.O.W.
	Limits			
	Cross Street	53rd Street	U.P.A.	100'
	53rd Street	67th Street	R.P.A.	100'
20. Main Street	5th Street	53rd Street	U.P.A.	100'
	53rd Street	67th Street	R.P.A.	100'
21. Milton Avenue	University Boulevard	8th Street	U.S.A.	72'
22. Moore Road	25th Street	32nd Street	C.	80'
23. Noble Street	Ohio Avenue	31st Street	C.	80'
24. Nursery Road	Lindberg Road	10th Street	C.	80'
25. Park Road	8th Street	67th Street	R.P.A.	100'
	67th Street	Enterprise Drive	R.P.A.	100'
26. Pearl Street	11th Street	Ohio Avenue	C.	66'
27. Dr. Martin Luther King Jr. Boulevard	17th Street	Con Rail	N.B.C.	66'
	Con Rail	I-69	R.P.A.	100'
28. Pitt Street	22nd Street	32nd Street	C.	66'
29. Pitt Street Connector	Pitt Street	Ohio Avenue	U.P.A.	80'
30. Raible Avenue	Cross Street	30th Street	U.P.A.	80'
	30th Street	38th Street	R.P.A.	100'
31. Raible Avenue Bridge	North Shore Boulevard	6th Street	U.P.A.	100'
32. Range Line Road	Cross Street	67th Street	R.P.A.	100'
	67th Street	State Road 109	R.P.A.	100'
33. Ridge Road	38th Street	60th Street	C.	80'
34. Ridgeview Drive	60th Street	67th Street	C.	80'

NORTH/SOUTH				
STREET NAME	FROM	TO	FUNCTNL CLSSFCTN	PRPSD R.O.W.
35. Romine Road	Cross Street	Moss Island Road	C.	80'
36. Shepherd Road	Cross Street	Lindberg Road	C.	80'
37. State Road 9	Broadway	I-69	U.P.A.	100'
	I-69	67th Street	R.P.A.	100'
	67th Street	Southern City Limits	R.P.A.	100'
38. Sycamore Street	5th Street	8th Street	C.	66'
39. Truman Bridge	Main Street	University Boulevard	U.S.A.	100'
40. Virgil Cook Boulevard	Dan Patch Circle	53rd Street	C.	100'
	38th Street	Dan Patch Circle	C.	100'
	53rd Street	59th Street	C.	100'

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***B. City Street Classification Map***

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**X. APPENDIX**

**A. *Ordinance #9-62***

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ordinance

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ordinance

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ordinance

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ordinance

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ordinance

**B. Statutory Powers**

Indiana Code (IC) 36-7-5, which addresses thoroughfare planning regulations for local governments, outlines the exercise of the powers granted to local plan commissions, works boards and legislative bodies in the implementation of thoroughfare plans. The aforementioned statute applies to each municipality that has established a city plan commission per IC 36-7-5-1.

**1. Anderson Plan Commission**

The powers and authority of the City of Anderson Plan Commission, as granted by the State of Indiana in carrying out a thoroughfare plan, are as follows:

- \* Adopting, by resolution, a city thoroughfare plan;
- \* Recommending the ultimate location and width of all thoroughfares included in the plan; and
- \* Recommending to the Board of Public Works the order in which any improvements that are to be made and paid for out of the thoroughfare fund shall be carried out.

**2. Board of Public Works**

The Board of Public Works is another local government entity that possesses certain powers and duties concerning thoroughfare plans. Those powers include:

- \* Holding a public hearing on the plan;
- \* Approving the plan;
- \* Appropriating or condemning property;
- 2. the opening, changing, widening, straightening, or vacating of any public way, public way crossing,

- \* Laying out, changing, widening, straightening or vacating public ways or places;
- \* Awarding and paying damages;
- \* Assessing and collecting benefits;
- \* Adopting a resolution for the implementing of a project in order to carry out a thoroughfare plan; and
- \* Advertising for bids, letting contracts and assessing costs in conjunction with an approved project.

**3. Anderson Common Council**

The City of Anderson Common Council may:

- \* Adopt, by ordinance, the plan as the official plan of the city;
- \* Amend the plan as needed; and
- \* Establish a thoroughfare fund by levying a tax of fifteen cents (\$.15) on each one hundred dollars (\$100.00) of taxable property in the city to be used for work related to the thoroughfare plan. If the costs of the projects exceed the balance in the thoroughfare fund, the city may issue bonds in an amount that is sufficient enough to pay all or part of the costs.

Authorized projects proposed under the thoroughfare plan chapter of the Indiana Code include:

- "1. the appropriation of property;
- 3. The removal of any pavement, sidewalk, curb, parkway,

- 
- building, or other structure;
  4. the grading of any public way or public place; or
  5. the construction or reconstruction of any pavement, street, sidewalk, curb, or structure." (IC 36-7-5-9. to 9.5)