



Comprehensive Plan 2026

This 2026 Comprehensive Plan was adopted by the Fremont Town Council on December 16, 2025.

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INTRODUCTION

Planning in Indiana

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Planning in Indiana

The State of Indiana empowers municipalities to plan through Title 36, Article 7, Chapter 4 of the Indiana Code. Communities that intend to exercise their planning and zoning powers in Indiana must do so with the purpose of improving “the health, safety, convenience, and welfare of their citizens and to plan for the future development of their communities to the end:

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

What is a Comprehensive Plan?

A Comprehensive Plan is a policy document adopted by a community for the purpose of guiding development within its jurisdiction. The Fremont Comprehensive Plan is centered on the vision of the community and identifies goals, as well as policies and programs to achieve that vision.

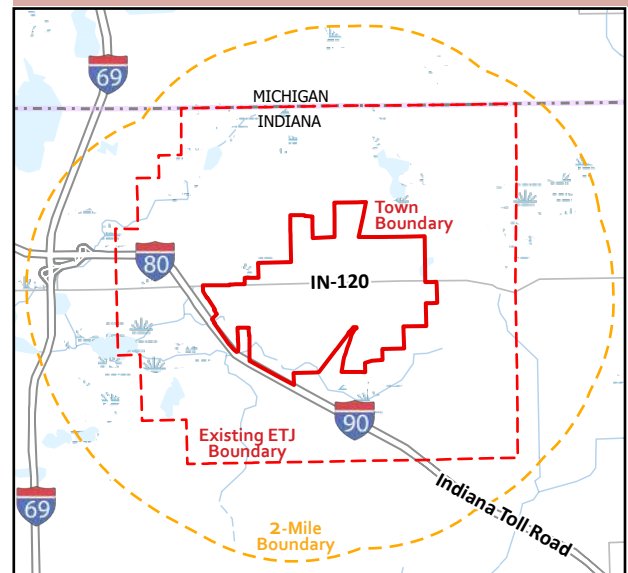
One reason a town or city goes through a comprehensive planning process is to consider the many different needs and desires of its community. Families, individuals, senior citizens, youth, home owners, renters, business owners, employed people and unemployed people all have unique benefits and challenges to living in Fremont. This plan considers these unique situations in establishing public policy and guidelines to direct future decision-making about development and growth in Fremont.

Indiana Code empowers municipalities to prepare and approve a Comprehensive Plan “for the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development.” (IC 36-7-4-501)

Extraterritorial Jurisdiction

Municipalities in Indiana may include in its planning any part of the contiguous unincorporated area within two miles from its corporate boundaries. (IC 36-7-4-205)

Fremont has a defined extraterritorial jurisdiction (ETJ) in this plan and envisions an extension to the west, along State Road 120 and the I-80/I-90 toll road.



Relationship to the Zoning Ordinance

Communities in Indiana may adopt a Zoning Ordinance to regulate land development per Indiana Code 36-7-4, 600 series. However, no zoning ordinance may be adopted until a comprehensive plan is approved for the municipality. With Fremont’s comprehensive plan, the Town establishes the policy that will guide zoning within its jurisdiction.

How Will this Plan be Used?

Fremont's Comprehensive Plan establishes goals for growth and development and a statement of land use policy for the Town. This plan provides local leaders, residents, property owners, potential developers, prospective investors, and funding partners with a clear direction for the town's desired future. In addition, for each land use type, the plan provides specific operational programs that, if completed, will move Fremont forward in the manner outlined and supported by its residents. By having such a plan, the Town demonstrates to itself and others that it has a viable future, and the community is dedicated to working together to ensure their vision becomes a reality.

When evaluating a particular project for consistency with the Comprehensive Plan, decisionmakers should recognize that the determination will not always be clear. It is possible that projects will comply with some goals of this Plan, while contradicting others. In those instances, the Plan Commission or Board of Zoning Appeals should sort out the highest priority or most important goals, thus clarifying whether the proposed project meets the intent of the Comprehensive Plan.

Keeping the Plan Updated

This plan is a guiding document for the Town and it is intended to be flexible and allow for changing conditions in the future. By regularly reviewing and updating the plan, the community will ensure it continues to be a relevant and useful tool for decision making, planning, and promoting Fremont as a great place to live, work, and do business.

While each community is different, five years is a common period for updating a comprehensive plan. This allows for progress towards identified goals while keeping the plan relevant and up to date with current data and local conditions. An annual review of progress towards plan goals is also very important. This can be done effectively during an annual reporting process that the Town would already be completing. Including this review as part of an annual budget cycle can also allow for better planning of projects and financial resources. In addition, this annual review will demonstrate to community, local partners, and potential project supporters the plan is central to the community and not just a document that sits on a shelf.

The Implementation Strategy (Chapter 4) of this plan is set up to facilitate efficient reviews and evaluation of progress.

How Was this Plan Developed?

The Fremont Comprehensive Plan was developed through the collaborative efforts of the Town of Fremont staff, volunteer steering committee, Planning Commission, Town Council, and the residents and stakeholders that participated in the multiple engagement efforts undertaken during this process. The Town of Fremont's current comprehensive plan was adopted in 2013. This update incorporates recent demographic data and analysis as well as new public input. A summary of the community engagement efforts for the Plan is included on the following page.

The process for updating this Plan was structured into four phases:

In the **Discovery** phase, the planning team gathered background information about the Fremont community, such as existing conditions, population trends, and current land use patterns. At this time, the team reviewed Fremont's existing Comprehensive Plan and Parks and Recreation Master Plan with a Steering Committee of local leaders to identify progress on previously stated goals and their relevance moving forward. This phase also included two communitywide surveys to gain insight into what is important to residents and other local stakeholders related to the town's character, services, and opportunities.

In the **Visioning** phase, the team worked closely with the Steering Committee to develop goals for the Plan and to consider the Future Land Use Map that will guide development decisions for Fremont in the future. The Parks Committee was engaged in this phase to provide insight into the Town's goals for parks and recreation.

In the **Framework** phase, all of the information gathered in the previous phases was reviewed, compared, and analyzed to identify specific policies and programs that can address the goals of the Plan. These actionable programs were further organized into an implementation strategy that includes a timeline for action, possible partners, and potential resources.

Finally, in the **Adoption** phase, the draft Comprehensive Plan was made available for public review online and at an open house event prior to its presentation to the Town Council for final adoption.

Process & Timeline

DISCOVERY

JANUARY - MARCH 2025

Gather background information:

- Existing conditions (land use, natural features, parks inventory and assessments)
- Population and economic trends
- Community character and sentiment on land use trends
- Current use of parks and recreation facilities
- Currently adopted planning documents

Convene Steering Committee and review initial findings.

VISIONING

MARCH - AUGUST

Identify vision and goals for land use and development decisions.

- Steering Committee meeting
- Parks Committee meeting
- Town Planning Workshop

FRAMEWORK

AUGUST - OCTOBER

Identify priorities and achievable actions for implementation.

- Needs analysis for parks and recreation
- Steering Committee meeting
- Parks Committee meeting

Assemble final Plan documents.

ADOPTION

OCTOBER - NOVEMBER

Finalize and adopt plan document.

- Public review period
- Open House for Draft Plans
- Public hearing and adoption

Engaging Fremont

This Plan was created to capture the community's vision for Fremont and provide goals and actions to help stakeholders turn their vision into reality. To that end, the process integrated multiple ways for the public to provide their perspective and feedback on developing plan elements. The following events and activities were key to developing a comprehensive plan that the community supports.

STEERING COMMITTEE

A volunteer Steering Committee engaged with the planning team at multiple points throughout the process to review progress and provide direction. The role of this committee was to provide guidance on major plan decisions, such as coordination of community engagement activities and strategies for plan implementation. Members were selected as a group of advisors for their local knowledge and expertise in town planning, economic development, parks and recreation, and business ownership.

The Steering Committee met four times throughout the plan's development with the following objectives:

- February 20: Review the Town's existing Comprehensive Plan and Parks and Recreation Plan for key goals and priority actions to bring into the updated plan.
- April 24: Discuss results of the Community Character Survey and Parks Use Survey, revise proposed plan goals, and discuss possible changes to the future land use map.
- September 11: Discuss results of the town planning workshop, revise proposed plan policies and programs, and finalize future land use map.
- October 9: Review full draft of the proposed comprehensive plan update.

PARKS COMMITTEE FOCUS GROUP

Fremont's 5-Year Parks and Recreation Master Plan underwent an update concurrently with the Comprehensive Plan update. The four-person Parks Committee provided critical insight into the priorities for the town's recreational opportunities. This group met twice to discuss recent projects and events, and to identify specific goals and actions for the next 5 years.

COMMUNITY CHARACTER SURVEY

An online survey was distributed communitywide early in the planning process to seek insight into what is important to Fremont residents and stakeholders. The survey was open February 26 to March 31 and

received 155 responses. Questions asked respondents to identify why they choose to live in Fremont, if they plan to stay, how likely they would be to recommend living in Fremont to someone else, what amenities are important to them, and how they feel about town growth through housing and business development.

Respondents had varied perspectives as residents, parents of school children, local employees, and visitors to the town's businesses, events, and parks. Many respondents are long-time residents, but representation also came from those who have lived in Fremont for only a few years. Households with young adults (age 18-24) and senior citizens (age 75+) were notably missing from the responses.

90 respondents requested notifications about the plan progress and events. Emails were sent to this group to inform them of the workshop, open house, and public meetings related to the Plan's adoption. Additional findings from this survey are incorporated throughout the Plan document. Full summary results are included in the appendix.

PARKS USE SURVEY

A second online survey was distributed to the Fremont community to seek insight specifically into the use of local parks and recreation facilities. The survey was open March 19 to May 12 and received 48 responses. Questions asked respondents to identify how often they visit each of the Fremont parks, what activities they engage in, what new recreational opportunities they would like the town to offer, how well current town parks and recreation facilities meet their expectations, and what their priorities are for the parks over the next 5 years.

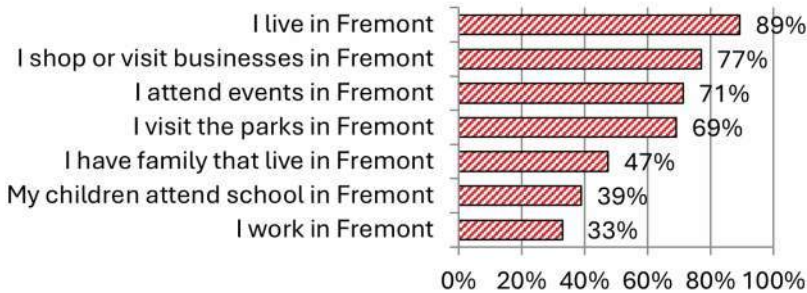
A higher percentage of respondents to this survey are newer residents to Fremont than those who responded to the Community Character Survey, with over 35% of respondents having lived in town for less than 5 years, compared to 17% of the Community Character Survey. In addition, a higher percentage (18%) of the respondents to this survey were young adults (age 18-24), compared to 9% of those responding to the Community Character Survey.

16 respondents requested notifications about the Parks and Recreation Plan progress and events. Emails were sent to this group to inform them of the workshop, open house, and public meetings related to the Plan's adoption. Additional findings from this survey are incorporated throughout the Plan document. Full summary results are included in the appendix.

Who responded to the **Community Character Survey**? (155 total responses)

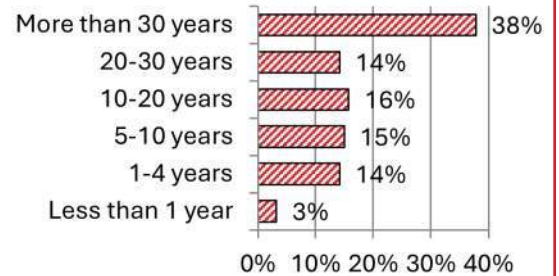
Please tell us what your interest is in Fremont.
(Check all that apply)

(2025 Fremont Community Survey, 139 Responses)



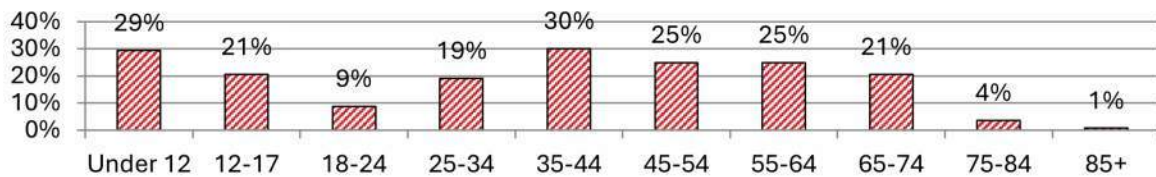
If you are a Fremont resident, how long have you lived here?

(2025 Fremont Community Survey, 127 Responses)



What ages make up your household? (Select all that apply)

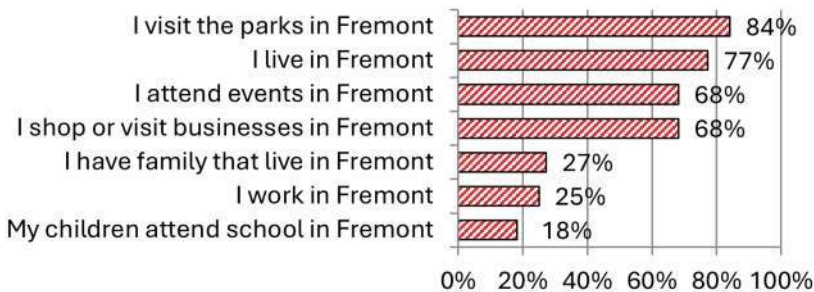
(2025 Fremont Community Survey, 136 Responses)



Who responded to the **Parks Use Survey**? (48 total responses)

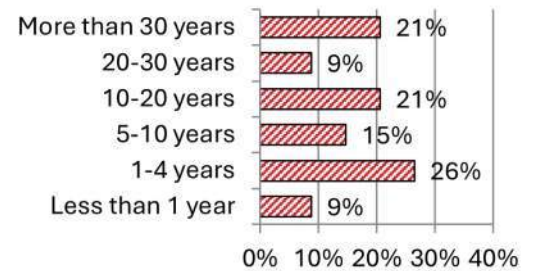
Please tell us what your interest is in Fremont.
(Check all that apply)

(2025 Fremont Parks Use Survey, 44 Responses)



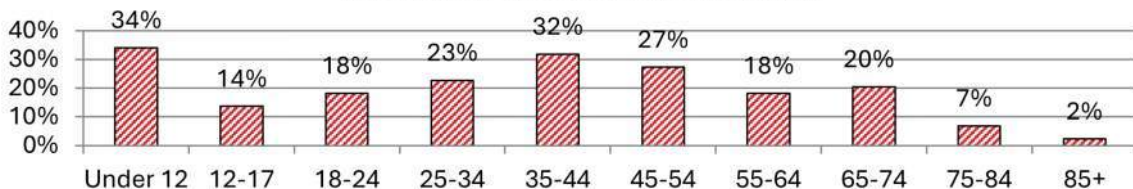
If you are a Fremont resident, how long have you lived here?

(2025 Fremont Parks Use Survey, 34 Responses)



What ages make up your household? (Select all that apply)

(2025 Fremont Parks Use Survey, 44 Responses)



TOWN PLANNING WORKSHOP

On August 7, the planning team and Steering Committee hosted a 4-hour public workshop event at Town Hall. A total of 21 people attended, including 2 Town staff and 3 Steering Committee members. The planning team led attendees in conversation about the proposed Comprehensive Plan goals, policies, and programs, including the proposed future land use map. As part of these conversations, attendees were asked to indicate their agreement/disagreement with each of the proposed policies and programs. Responses to this activity were integrated into final revisions to the policies and programs presented in the implementation strategy. Posters were also set up to present results from the two communitywide surveys, parks inventory, and a description of the planning purpose and process for updating the plan.



Example Response Sheets for Proposed Actions:

(Full results included in the appendix)

Programs for Public & Institutional Land Use		
Please read the following program & mark if you agree or disagree with each. If you have comments or suggested rewording of any please indicate which and what you would change on the comment sheet. Thank you for your feedback!		
The Town of Fremont provides many services and amenities to its residents, businesses, and visitors. The following programs will continue progress already made towards enhancing quality of life for all stakeholders.		
	AGREE	DISAGREE
Utilize the development approval process to ensure local public services, utilities, and services can meet the demand and expectations of current residents and businesses while facilitating new development.		
Enhance the East, West and South "entrances" into the town with a unique physical feature, thus establishing brand recognition at the primary gateways.		
Implement a wayfinding system to provide direction to various town assets. The wayfinding system signs and materials should utilize the town's brand strategy in its design.		
Market and promote local assets such as parks and public spaces to attract new businesses and residents to the community.		
Establish and improve local festivals or community events to help bring the town's people together and welcome visitors.	(not necessary, make it a new thing)	
Develop, maintain, and promote local assets such as parks, natural areas, and small town charm into a quality of place strategy to attract and retain businesses and residents to Fremont.		
Establish a town-wide stormwater management and erosion control		
Establish a stormwater utility in anticipation of future drainage needs.		

Programs for Residential Land Use		
Please read the following program & mark if you agree or disagree with each. If you have comments or suggested rewording of any please indicate which and what you would change on the comment sheet. Thank you for your feedback!		
The community has identified the need for a wide-range of housing types that will meet the demands and preferences of current and future residents as a priority for Fremont. The following operational programs can help to accomplish these efforts.		
	AGREE	DISAGREE
Develop and maintain an inventory utilizing tax records, complaints, utility service records, etc. to track and promote the reuse of under-utilized, vacant, or abandoned structures and lots for residential purposes.		
Investigate incentives such as residential tax abatements, residential tax increment financing, and public-private partnerships to attract new housing options within town limits.		
Work with property owners and experts to utilize or develop incentives to maintain historical structures in the community that are residential structures or could be converted for residential use.		
Utilize existing ordinances to enforce compliance while also working with partners and experts to identify resources to assist property owners in improving the safety and appearance of dilapidated buildings throughout the town, especially along primary corridors.		
Work with local partners to identify incentives to attract commuters and telecommuters to become Fremont residents.		
Work with property owners to identify and pro-actively zone land that is attractive for residential development.		

DRAFT PLAN OPEN HOUSE

A full draft of the Fremont Comprehensive Plan was made available to the public for review from October 13–November 10. The Town hosted an open house on October 30, inviting the public to discuss the draft plan in person. [\[Summary of responses, if any\].](#)

PUBLIC HEARING

Following the public review period, a public hearing was held at the [December 2](#) meeting of the Town Plan Commission. [\[Summary of responses, if any\].](#)

PLAN ADOPTION

The Fremont [2026](#) Comprehensive Plan was adopted by resolution on [December 16](#), 2025, by the Town Council. A copy of the resolution is included in the appendix.

Programs for Commercial Land Use		
Please read the following program & mark if you agree or disagree with each. If you have comments or suggested rewording of any please indicate which and what you would change on the comment sheet. Thank you for your feedback!		
A strong and diverse economic base is a priority for the Town of Fremont. The following programs will help to support commercial development and reinvestment in established commercial areas to avoid sprawl and build a more attractive and prosperous community.		
	AGREE	DISAGREE
Investigate incentives such as tax abatements, tax increment financing, and public-private partnerships to attract new commercial development within town limits and in commercial corridors including Downtown.	Need a Strong iconic Business/Attraction(s) (see Shipshewanna) exp downtown ✓ fix and fill the downtown corridor and 1st & 2nd	
Establish and <u>improve</u> local festivals or community events in Downtown to help bring the town's people together and welcome visitors.		
Work with local partners to identify and support the needs of existing businesses in Fremont so they can remain and grow in the community.		
Work with local partners to identify locations and promote Fremont's commercial areas for local service businesses, such as a grocery and household goods stores.		
Review the zoning ordinance to see if allowing for a mix of residential and commercial uses can help to strengthen neighborhoods, improve accessibility of commercial uses for residents, and strengthen local businesses by providing customers within close proximity.		
Develop a coordinated strategy to strengthen and diversify the local economy.		
Offer incentives to existing and potential small businesses to operate within Fremont town limits. ... to fix 2nd & 3rd & 4th & 5th		Need to have a viable Business Plan parking is an issue along the street

Programs for Industrial Land Use		
Please read the following program & mark if you agree or disagree with each. If you have comments or suggested rewording of any please indicate which and what you would change on the comment sheet. Thank you for your feedback!		
A strong and diverse economic base is a priority for the Town of Fremont. The following programs will help to support industrial development and expansion in the town to provide jobs and a steady tax base for the community.		
	AGREE	DISAGREE
Develop and maintain an inventory utilizing tax records, complaints, utility service records, etc. to track and promote the reuse of under-utilized, vacant, or abandoned structures and lots for industrial purposes.		
Utilize existing ordinances to enforce compliance while also working with partners and experts to identify resources to assist property owners in improving the safety and appearance of dilapidated buildings throughout the town, especially along primary corridors.	More Encouragement for Residents to Clean up Properties. Yes 	
Investigate incentives such as tax abatements, tax increment financing, and public-private partnerships to attract new and expansions of industrial businesses within town limits.		Abatement's area waste, ripoff
Work with local partners to identify and support the needs of existing businesses in Fremont so they can remain and grow in the community.		
Actively work with Steuben County Economic Development and Northeast Indiana's economic development organizations to promote Fremont's rail access, interstate access, and available industrial buildings and sites.		
Develop a coordinated strategy to strengthen and diversify the local ?		

COMMUNITY PROFILE

Town of Fremont Vision Statement

Location and History

Natural Features

Population and Household Characteristics

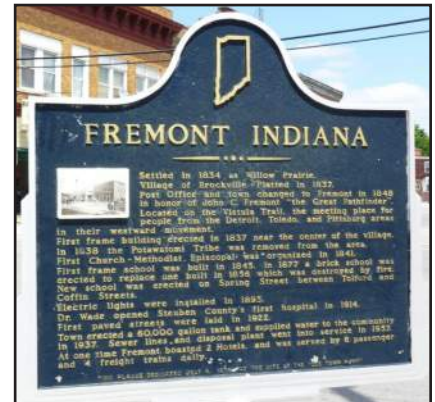
What Makes Fremont Special?





Town of Fremont Vision Statement

Fremont: A charming, community-focused, and vibrant small town that provides a great place to raise a family and conduct business, and that provides quality infrastructure and opportunities for connection.



Location and History

The Town of Fremont is located in Steuben County, in the northeast corner of Indiana, near the borders of both Michigan and Ohio. The area was first settled as Willow Prairie in 1834, platted as Brockville in 1837, and incorporated as the Town of Fremont in 1867. The Town encompasses a little over 3 square miles (1,992 acres).

Fremont was founded on the Vistula Trail, a Native American route between present-day Green Bay, Wisconsin, and Pittsburgh, Pennsylvania. The trail became a popular route for French missionaries and fur traders in the 1600s and 1700s. * It is now State Road 120, named Toledo Street in Fremont. Two major interstate highways now intersect near the town. The east/west Indiana Toll Road (I-80 / I-90) follows the town's southwest border and the north/south I-69 is just 2 miles to the west. These highways connect Fremont to many large cities within just a few hours drive.

** Fremont history is summarized from information provided on the Fremont Area Chamber of Commerce website. (<https://fremontchamber.us/history.html>)*

Natural Features

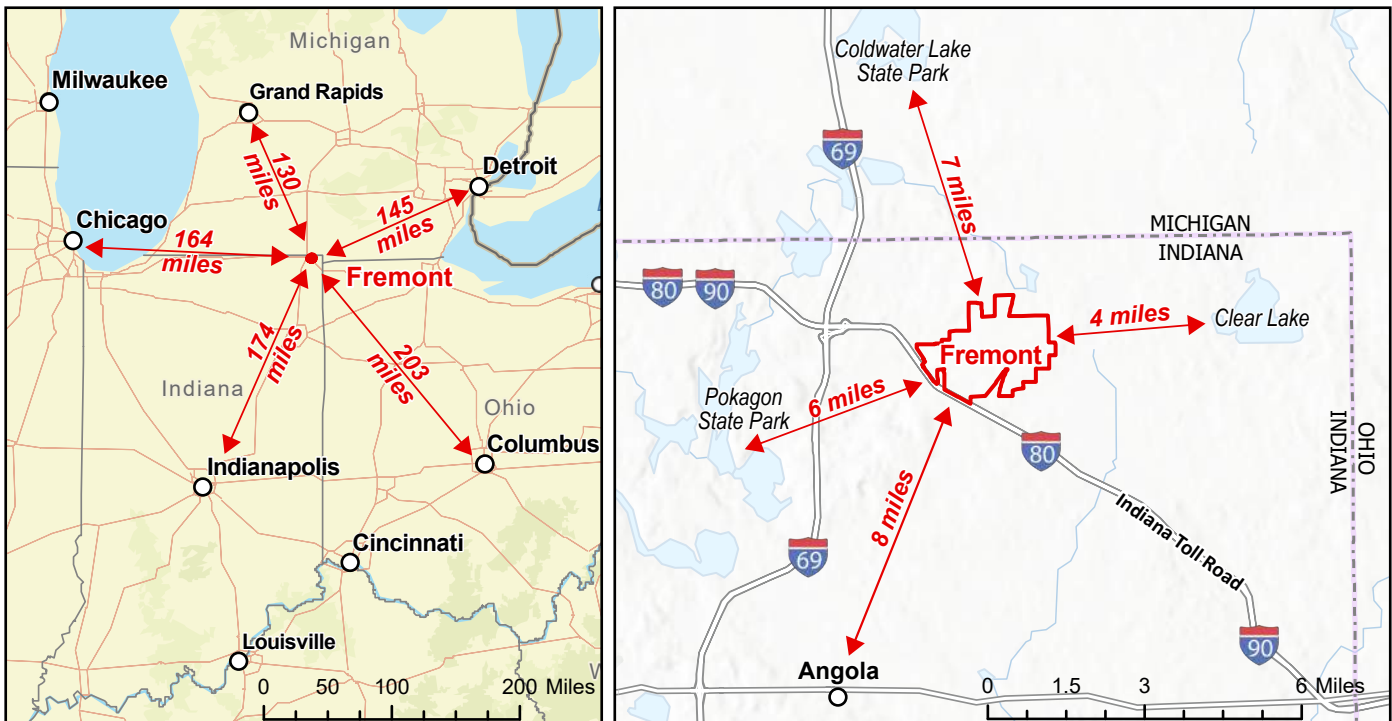
This area of Steuben County has many natural resources, including lakes, rivers, wetlands, meadows, and forests. Pokagon State Park is just a few miles to the southwest of town, offering both recreational and conservational benefits to surrounding communities. Fremont is within the Fawn River Watershed in the St. Joseph River Basin.

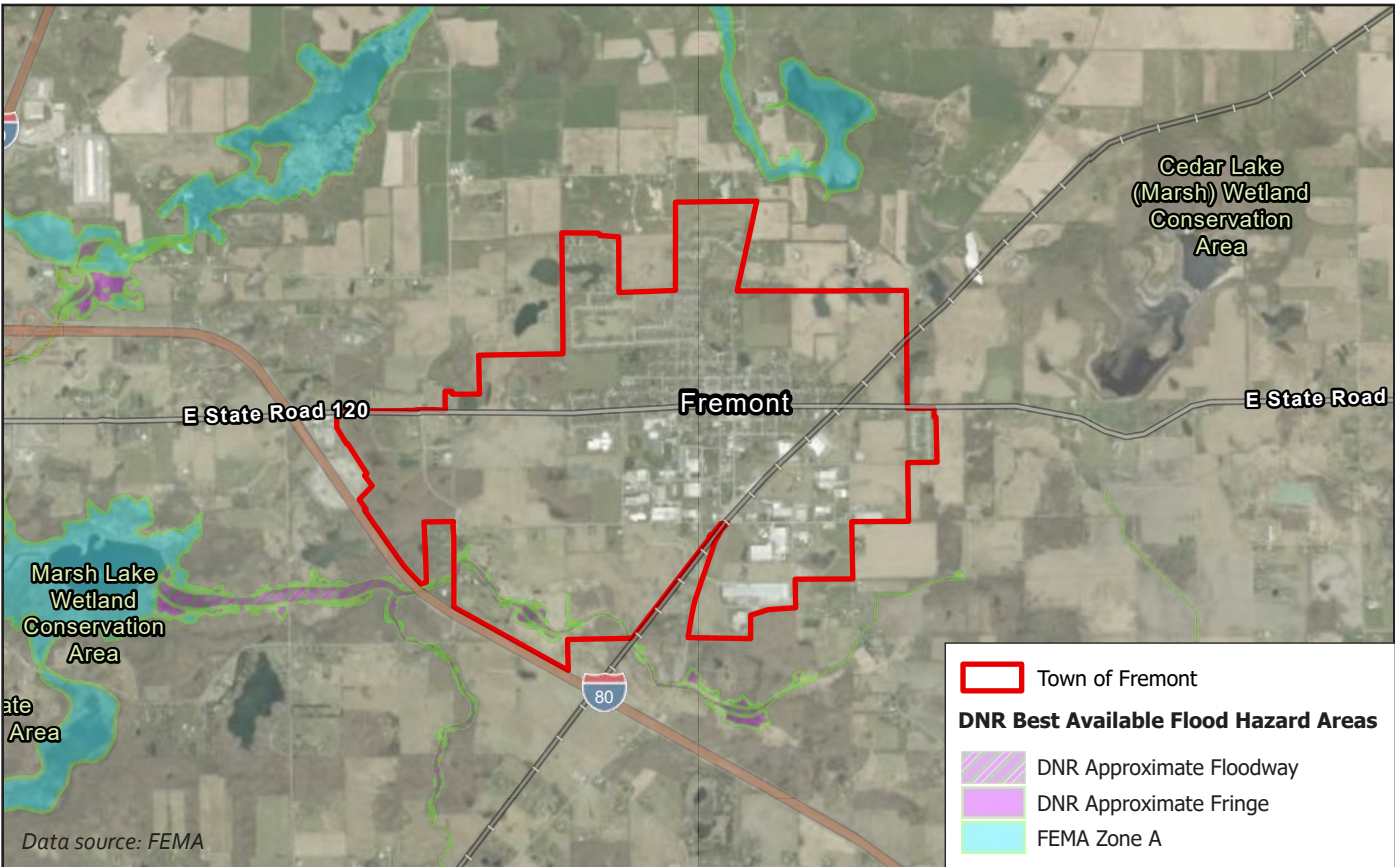
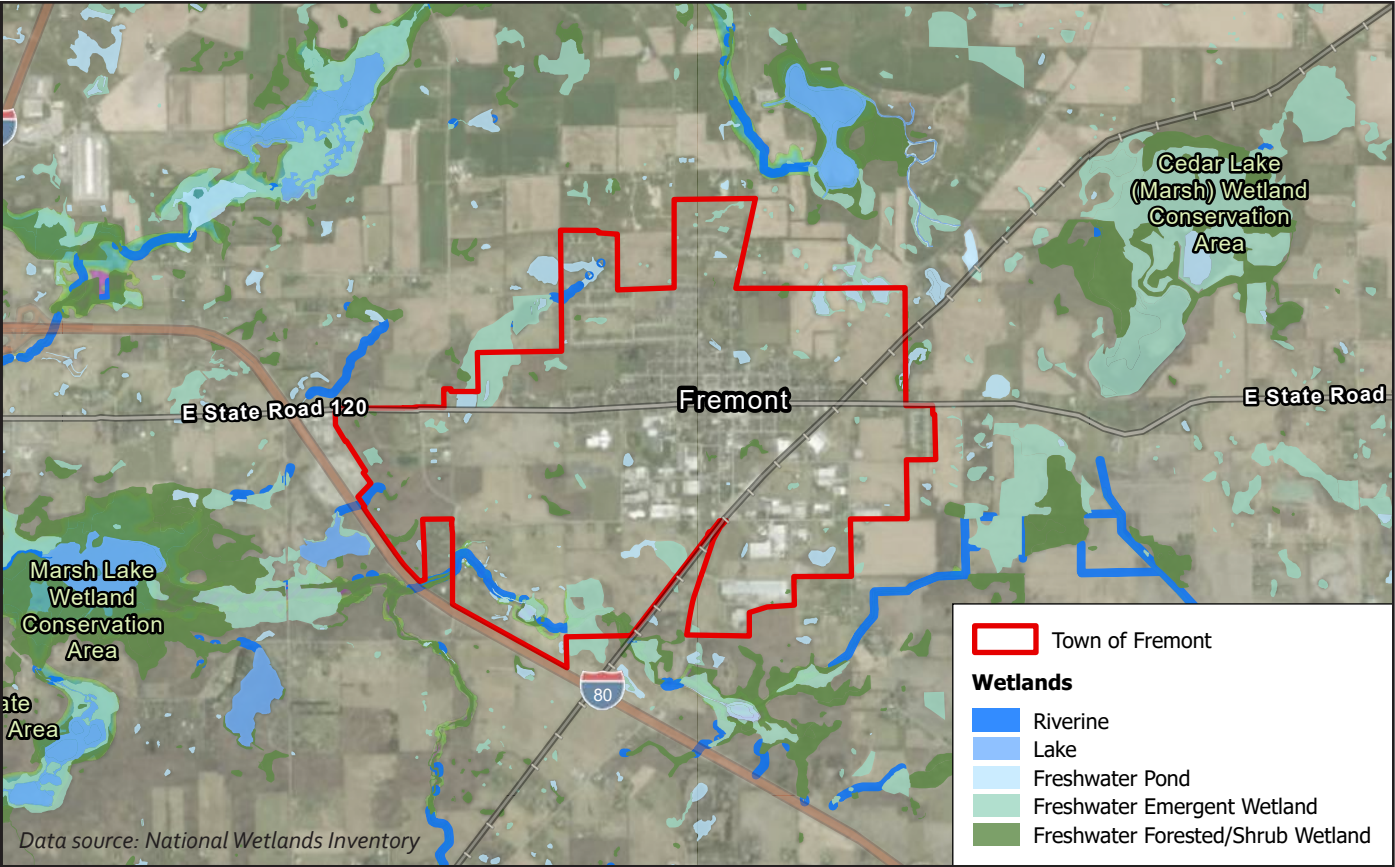
Within town limits, there are approximately 147.6 acres of wetlands, including emergent wetlands, deciduous forested wetlands, ponds, and rivers. These areas make up less than 8% of the total land area and are concentrated along the southwestern town border, around Eaton Lake and Garn Ditch, and west of Vistula Park. The only flood hazard areas in town surround Eaton Lake and the Garn Ditch.

Wetland Type	Acres in Fremont
Freshwater Emergent Wetland	75.3
Freshwater Forested/Shrub Wetland	25.1
Freshwater Pond	44.6
Riverine	2.6
Total	147.6

Approximate Distance by Road to Key Destinations

Distances estimated using Google Maps





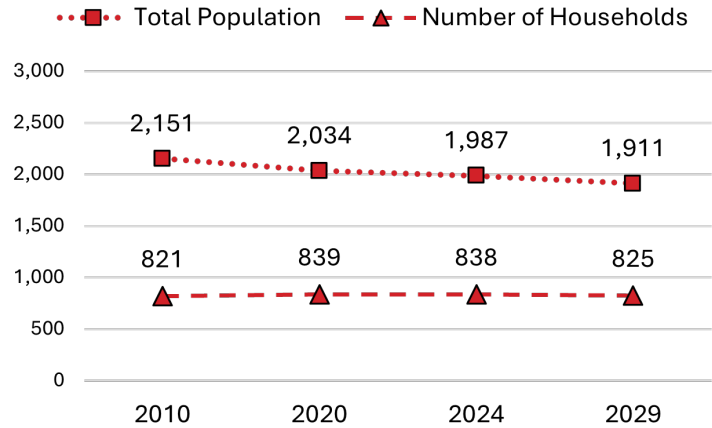
Population and Household Characteristics

According to US Census Bureau data, the population of Fremont declined by 5.4% between the 2010 and 2020 Census counts and is forecast to continue the decline. This is in contrast to trends seen in nearby City of Angola and Steuben County, which both saw increases during these years. Notably, the number of households in Fremont grew by 2.2% during the 2010-2020 decade as the number of people in each household ("household size") decreased from 2.6 people per household in 2010 to 2.4 in 2020.

At the same time, the median age of Fremont's population increased from 33 in 2010 to 37 in 2020. It is currently estimated at 39, compared to 32 in Angola and 43 in the County as a whole. Additionally, a higher percentage of Fremont's households have at least one resident with a disability (36%) than in Angola (30%) or the County (27%).

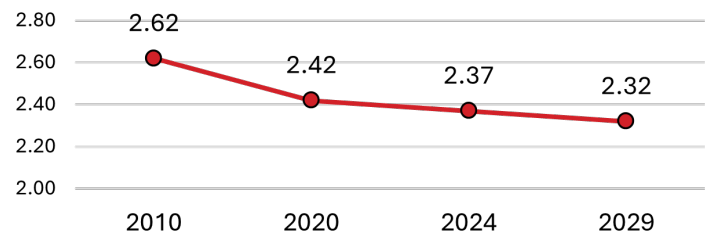
Population and Households

Census and Esri Forecasts



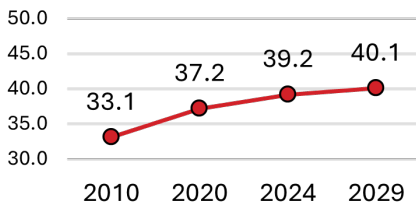
Average Household Size

Census and Esri Forecasts



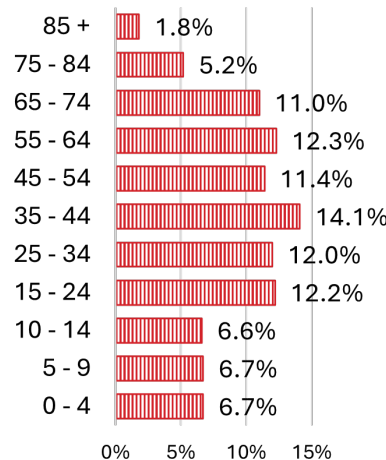
Median Age

Census and Esri Forecasts



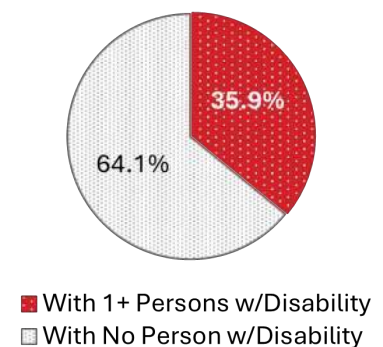
2024 Population by Age

Esri Forecast



Households by Disability Status

2018-2022 ACS Estimate



Select Comparison Data for Fremont, Angola, and Steuben County, Indiana

The following data were collected from Esri Business Analyst, using US Census Bureau and American Community Survey (ACS) sources.

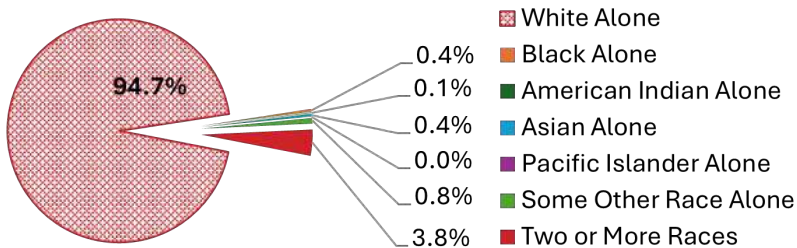
	Fremont, IN	Angola, IN	Steuben County, IN
Total Population	1,987	9,604	35,010
2020 Total Population	2,034	9,388	34,435
2010 Total Population	2,151	8,674	34,185
Total Households	886	3,372	13,765
2020 Households	839	3,399	13,766
2010 Households	821	3,143	13,310
Average Household Size	2.4	2.3	2.4
Median Age	39.2	31.8	43.0
Households with 1+ Persons with a Disability	35.9%	30.3%	26.9%
Population by Race: "White Alone"	94.7%	86.4%	91.6%
2020 Population, "White Alone"	94.7%	87.2%	92.5%
2010 Population, "White Alone"	98.6%	93.7%	96.8%
Population by Ethnicity: "Hispanic Origin"	2.8%	8.4%	4.6%
2020 Population, "Hispanic Origin"	2.7%	8.1%	4.1%
2010 Population, "Hispanic Origin"	1.8%	6.2%	2.9%
Median Household Income	\$58,272	\$63,305	\$76,189
Per Capita Income	\$31,059	\$31,062	\$40,742
Households with Income Below Poverty Level	10.3%	15.4%	9.6%
Highest Educational Attainment:			
Less than High School Graduate	7.1%	8.0%	7.1%
High School Graduate or GED/Alternative Credential	55.0%	37.0%	37.2%
Bachelor's Degree	6.5%	17.6%	17.3%
Graduate/Professional Degree	4.2%	10.8%	9.4%
Unemployment Among Population Age 16 and Older	6.8%	4.3%	4.2%

Sources: Esri Business Analyst, US Census Bureau, ACS 5-year estimates (2018-2022 for Fremont, 2019-2023 for Steuben County and Angola)

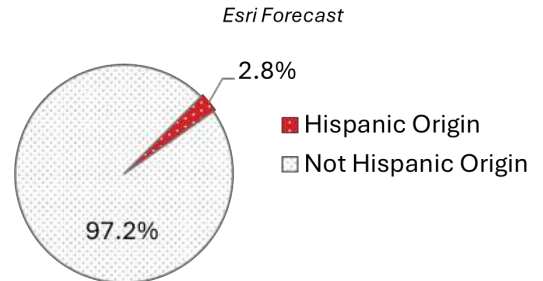
Racial and Ethnic Minority Populations

The percentage of the Fremont population who identifies as a race other than "White Alone" has increased since 2010, as has the percentage of those who identify as having "Hispanic Origin." While these changes have not been so drastic as to cause general alarm, the trend should be noted to acknowledge possible cultural shifts to come.

2024 Population by Race (Esri Forecast)

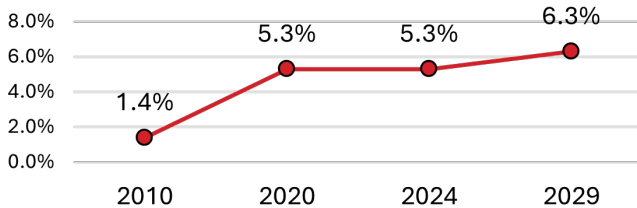


2024 Population Hispanic Origin (Esri Forecast)



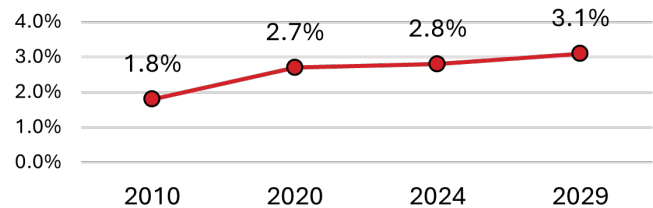
Population Race, Not "White Alone"

Census and Esri Forecasts



Population Ethnicity, Hispanic Origin"

Census and Esri Forecasts

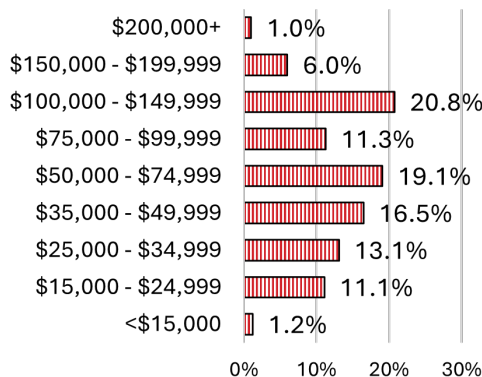


Income and Poverty

Median household income (\$58,272) and income per person (\$31,059) for residents of Fremont are both lower than the County overall and the City of Angola. Over 10% of households in Fremont have income below the poverty level, which is determined by household size and other factors.

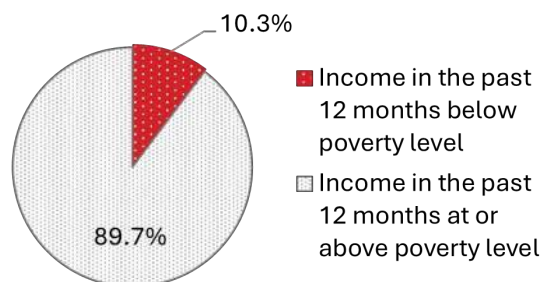
2024 Households by Income (Esri Forecast)

Esri Forecast



Households by Poverty Status (2018-2022 ACS Estimate)

2018-2022 ACS Estimate



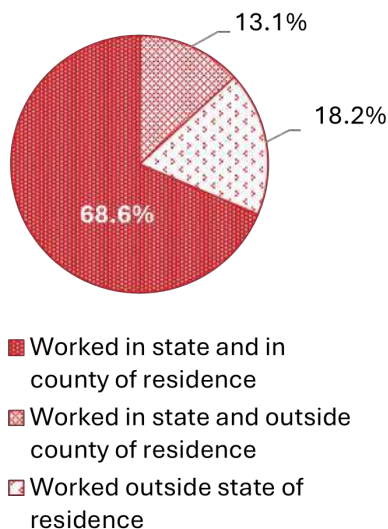
Education and Employment

Approximately 7% of Fremont's population has not completed a high school education. This is similar to the populations of Angola and Steuben County. More than half (55%) of the population has a high school diploma or GED/alternative credential as their highest educational attainment. This is a higher percentage than Angola and the County, which each have higher rates of students attaining higher education degrees.

Most of the employed population in Fremont works in the manufacturing or services industries, with each industry employing approximately 37% of the Fremont labor force. Occupations in these industries are largely in production and direct services, but also include transportation, professional, administrative support, and management positions.

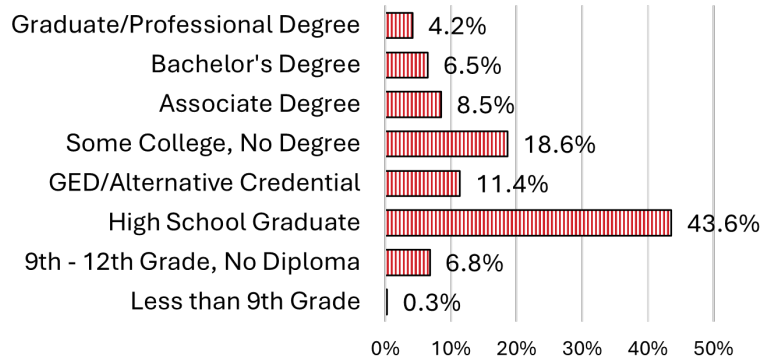
Most workers living in Fremont work within Steuben County. However, a sizable percentage work in a different county in Indiana (13%) or in a different state (18%). Fremont is located only a few miles from both the Michigan and Ohio borders, so intra-state commuting is to be expected.

Workers Age 16+ by Place of Work
2018-2022 ACS Estimate



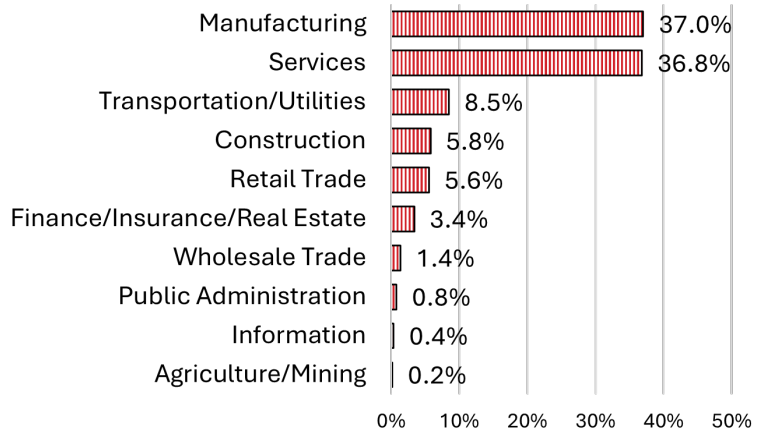
2024 Population 25+ by Educational Attainment

Esri Forecast



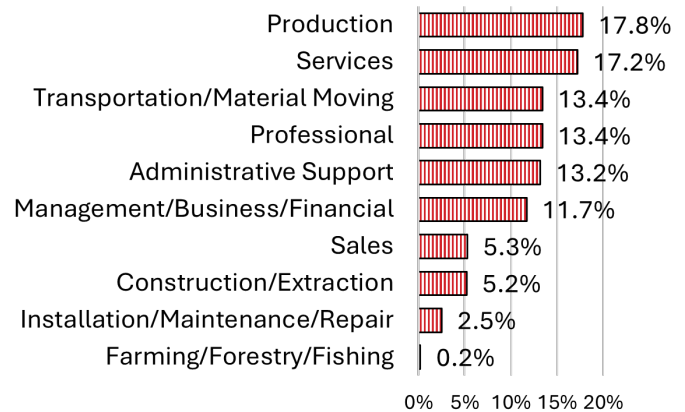
2024 Employed Population 16+ by Industry

Esri Forecast



2024 Employed Population 16+ by Occupation

Esri Forecast

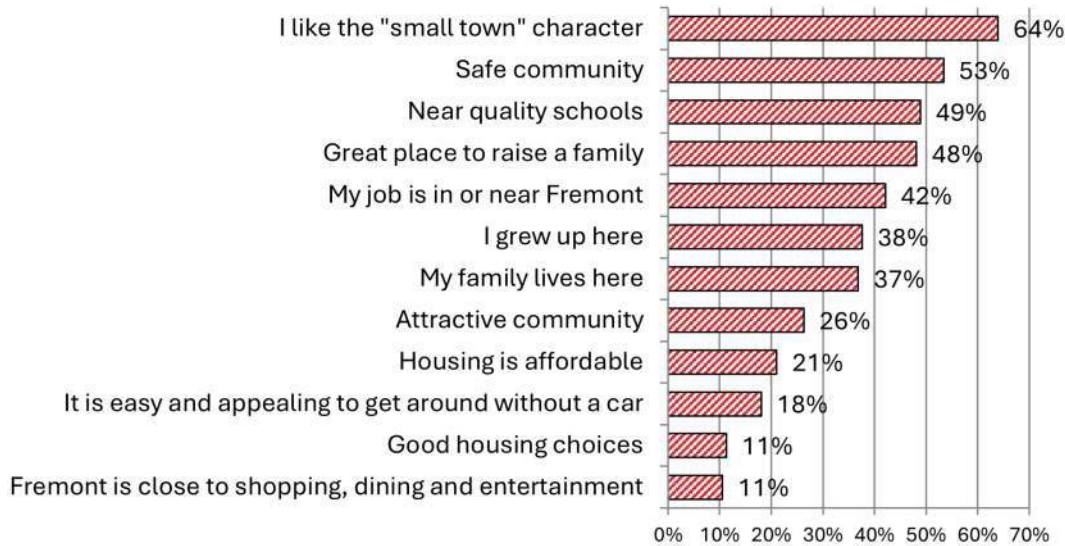


What Makes Fremont Special?

As part of the Community Character Survey, respondents who are residents of Fremont were asked to identify why they live in this community.

If you live in Fremont - why do you choose to live here? (Select all that apply)

(2025 Fremont Community Survey, 133 Responses)



Other (please specify)

- Close to a lot of lakes
- My children could play in sports, not pay to sit.
- We found a house that had everything we wanted for the right price.
- Moved to Fremont while daughters were attending Fremont Schools. Did not move after they graduated.
- Amazing library for a town this size
- Moved to be close to sibling
- Great school system

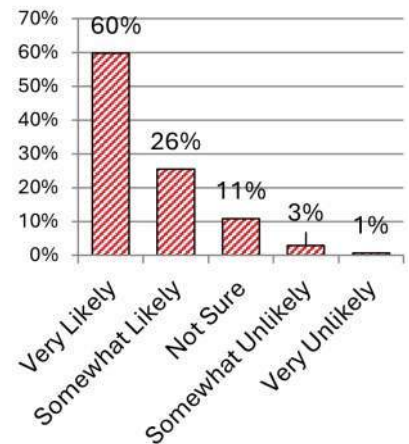
If you have moved to Fremont from another location, what attracted you? (60 Responses)

Larger font size indicates the theme was mentioned more often than the smaller font size. Survey themes were summarized by a human. Word cloud generated with worditout.com



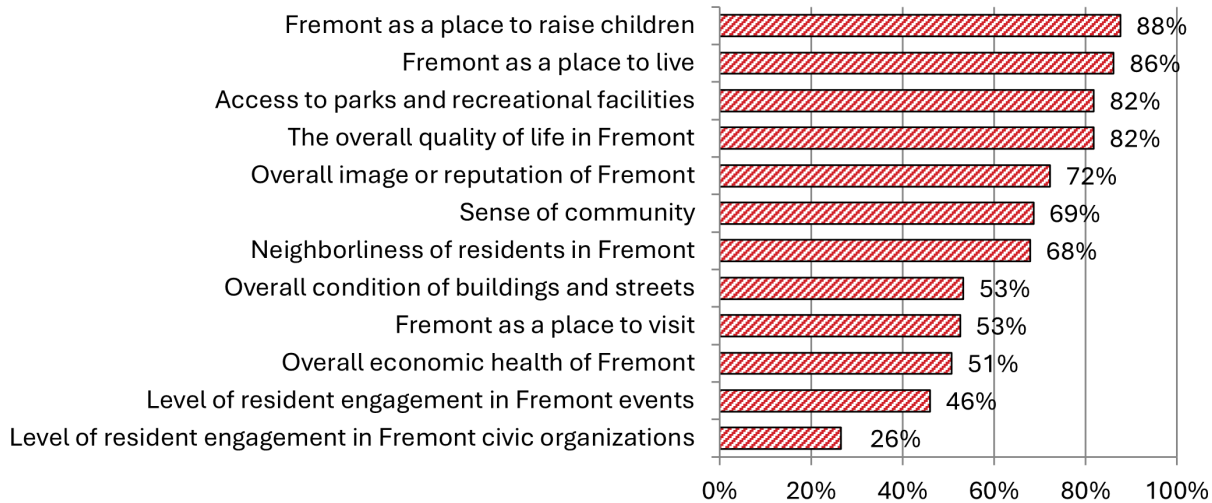
How likely or unlikely are you to recommend living in Fremont to someone else?

(2025 Fremont Community Survey, 137 Responses)



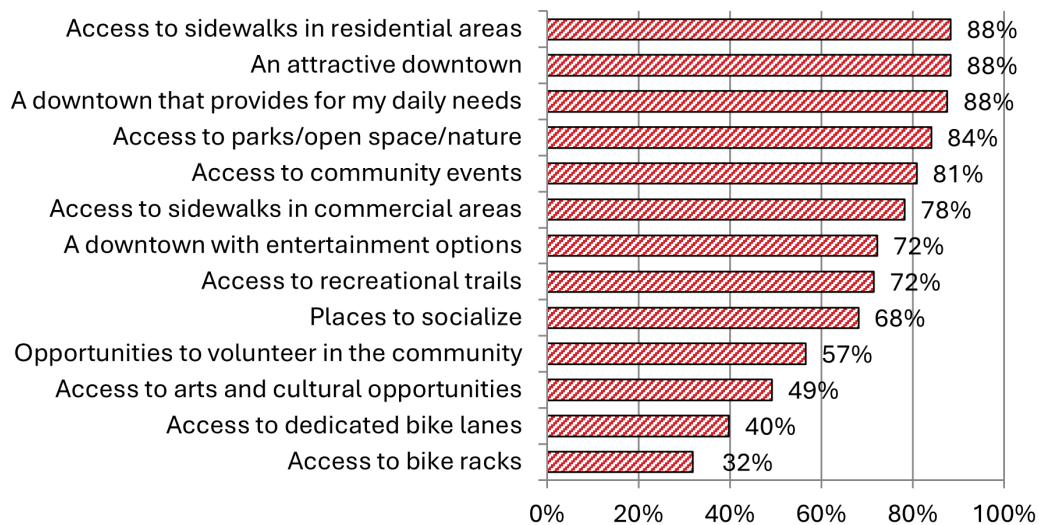
Percent of respondents who say the following aspects of quality of life in Fremont are "Good" or "Excellent"

(2025 Fremont Community Survey, 138 Responses)



Percent of respondents who say the following community assets are "Important" or "Very Important" to their satisfaction with the quality of life in Fremont

(2025 Fremont Community Survey, 138 Responses)



LAND USE PLAN

Statement of Goals for Land Use Planning

Actions to Address Land Use Goals

Land Use Policies

Overview of Current Land Uses

Overview of Proposed Future Land Uses

Government and Institutional Land Uses

Parks and Recreation Land Uses

Conservation Land Uses

Agricultural Land Uses

Residential Land Uses

Mixed (Residential and Commercial Business) Land Uses

Downtown Land Uses

Commercial Business Land Uses

Industrial Land Uses

Zoning Plan

Statement of Goals for Land Use Planning

Goals are general statements that express what the community wants to achieve. They are long-term and set the direction for the more specific policies and programs outlined in this plan. Following are goals the Town of Fremont seeks to achieve through this Comprehensive Plan and ongoing land use and development planning.



Improve the health, safety, convenience, and welfare of Fremont residents. [IC 36-7-4-201]



Ensure development patterns are consistent with the community's character and future needs.



Protect and enhance natural resources, such as wetlands, woodlands, and groundwater.



Provide essential services and utilities that meet the current and future needs of residents and businesses.



Provide housing options for residents of varying incomes, ages, household size, and self-sufficiency.



Protect and enhance property values throughout the town.



Continually work to improve community pride and the image of the town.



Provide safe and efficient connectivity for motorized and nonmotorized modes of transportation.



Make effective and economical use of public funds and resources.



Establish a strong and diverse economic base.

Actions to Address Land Use Goals

The Town of Fremont has identified the following actions to address the land use goals stated in this plan. These actions are listed again in the Implementation Strategy chapter, identifying lead and supporting roles and a general timeframe.

Legend (see previous page for full goal text):

									
Improve welfare of residents	Ensure development patterns match character	Protect and enhance natural resources	Provide essential services and utilities	Provide diverse housing options	Protect and enhance property values	Improve community pride	Provide safe and efficient connectivity	Be good stewards of public resources	Establish a strong and diverse economic base

Addresses the following goals:          

Administration and Management									
Admin 1: Utilize existing ordinances to enforce compliance while also working with partners and experts to identify resources to assist property owners in improving the safety and appearance of dilapidated buildings throughout the town, especially along primary corridors and downtown.	✓	✓		✓	✓	✓	✓	✓	✓
Admin 2: Use the zoning ordinance and development approval process to influence land use decisions that preserve high quality agricultural uses outside of corporate limits but within the Fremont ETJ.	✓	✓	✓						✓
Admin 3: Utilize the development approval process to ensure local public services and utilities can meet the demand and expectations of current residents and businesses while facilitating new development.	✓			✓		✓			✓
Admin 4: Utilize the zoning ordinance and development processes to direct development to areas outside of conservation land use or zoning districts, both within Fremont and its ETJ.	✓	✓	✓						✓
Admin 5: Utilize USDA Web Soil Survey, Farmland Classification field in the GIS layer to inform land use decisions for land taxed or zoned for agriculture with in the town and ETJ.	✓	✓	✓						✓
Admin 6: Maintain the sidewalk and trail network to provide safe bike and pedestrian options throughout Fremont to connect popular destinations and services.	✓			✓		✓	✓	✓	✓
Admin 7: Periodically review the safety of street corridors and intersections and prioritize improvements to the town's roadways.	✓			✓		✓		✓	✓
Admin 8: Develop and maintain an inventory utilizing tax records, complaints, utility service records, etc. to track and promote the reuse of under-utilized, vacant, or abandoned structures and lots for residential, commercial, and industrial purposes.	✓	✓	✓	✓	✓	✓	✓	✓	✓
Admin 9: Work with IDNR to proactively rezone land identified as conservation in the Future Land Use Map.	✓	✓	✓						✓
Admin 10: Develop a policy or MOU with Steuben County Health Department to prevent development utilizing well and septic on properties that the town would like to see annexed.	✓	✓	✓	✓					✓
Admin 11: Establish a town-wide stormwater management and erosion control ordinance.	✓		✓	✓		✓			✓

Note: "ETJ" is the extraterritorial jurisdiction area for which Fremont has claimed planning and zoning authority, per Indiana law.

Addresses the following goals:          

Research										
Research 1: Evaluate the benefits of expanding the ETJ to the west into the areas already served by Fremont public utilities.	✓	✓		✓		✓			✓	
Research 2: Review the zoning ordinance to determine if additional setbacks on land adjacent to conservation districts are needed to further protect these areas.	✓	✓	✓						✓	
Research 3: Review the zoning ordinance and subdivision control ordinance to determine if they can be used to incentivize conservation and preservation of prime agricultural land in the Fremont ETJ.	✓	✓	✓				✓		✓	
Research 4: Review the zoning ordinance to see if allowing for a mix of residential and commercial uses can help to strengthen neighborhoods, improve accessibility of commercial uses for residents, and strengthen local businesses by providing customers within close proximity.	✓	✓		✓	✓	✓	✓	✓	✓	✓
Research 5: Use current land use data from Steuben County to identify properties used for agricultural purposes within town limits and the ETJ.	✓	✓	✓						✓	
Research 6: Investigate incentives and programs to assist with affordability of housing units within town limits.	✓				✓				✓	✓
Research 7: Investigate incentives such as residential tax abatements, residential tax increment financing, and public-private partnerships to attract new housing options within town limits to make housing more available and affordable.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Research 8: Investigate incentives such as tax abatements, tax increment financing, and public-private partnerships to attract new commercial development within town limits and in commercial corridors including downtown.	✓	✓	✓	✓		✓	✓	✓	✓	✓
Research 9: Investigate incentives such as tax abatements, tax increment financing, and public-private partnerships to attract new and expansions of industrial businesses within town limits.	✓	✓	✓	✓		✓	✓	✓	✓	✓
Research 10: Investigate use of the Town's zoning and subdivision control ordinances to incentivize conservation and preservation of environmentally sensitive areas in the Town and ETJ.	✓	✓	✓			✓			✓	
Research 11: Work with IDNR and local advocates and experts to identify any additional critical resources that should be protected through conservation and/or preservation activities.	✓		✓	✓					✓	
Research 12: Work with local partners to identify and support the needs of existing businesses in Fremont so they can remain and grow in the community.	✓	✓		✓		✓	✓	✓	✓	✓
Research 13: Develop a coordinated strategy to strengthen and diversify the local economy.	✓						✓		✓	✓
Research 14: Work with local partners to identify incentives to attract commuters and telecommuters to become Fremont residents.	✓			✓	✓		✓	✓	✓	✓
Research 15: Work with local partners to identify locations and promote Fremont's commercial areas for local service businesses, such as a grocery and household goods stores.	✓	✓		✓		✓			✓	✓

Note: "ETJ" is the extraterritorial jurisdiction area for which Fremont has claimed planning and zoning authority, per Indiana law.

Addresses the following goals:          

Budget Development										
Budget 1: Provide financial and technical support for the efforts of the Parks Committee to establish and maintain quality parks and recreational opportunities.	✓	✓				✓	✓		✓	
Budget 2: Establish a capital budget to support incremental improvements to the pedestrian network, starting with the highest benefiting projects, recognizing the desire and need for a contiguous pedestrian network.	✓			✓		✓	✓	✓	✓	
Budget 3: Offer incentives to existing and potential small businesses to operate within Fremont's downtown.	✓	✓	✓	✓		✓	✓	✓	✓	✓
Budget 4: Offer incentives to existing and potential small businesses to operate within Fremont town limits.	✓	✓	✓	✓		✓	✓	✓	✓	✓
Facilities and Infrastructure Improvements										
Facilities 1: Make prioritized improvements to the town's roadways based on periodic reviews of the safety of street corridors and intersections.	✓			✓		✓		✓	✓	
Facilities 2: Expand the sidewalk and trail network to provide safe bike and pedestrian options throughout Fremont to connect popular destinations and services.	✓			✓		✓	✓	✓	✓	
Facilities 3: Implement a wayfinding system to provide direction to various town assets. The wayfinding system signs and materials should utilize the town's brand strategy in its design.	✓	✓		✓			✓	✓	✓	
Facilities 4: Enhance the East, West and South "entrances" into the town with a unique physical feature, thus establishing brand recognition at the primary gateways.	✓						✓		✓	
Facilities 5: Establish a stormwater utility in anticipation of future drainage needs.	✓		✓	✓		✓			✓	
Public Outreach										
Outreach 1: Partner with the high school to provide workforce development after identifying gaps in skills needed by local businesses and industries.	✓			✓			✓		✓	✓
Outreach 2: Work with IDNR, local advocates, and educators to increase public awareness and support for protecting natural resources through informational and educational activities.	✓		✓				✓		✓	
Outreach 3: Work with property owners and experts to utilize or develop incentives to maintain historical structures in the community that are residential structures or could be converted for residential use.	✓	✓			✓	✓	✓		✓	
Outreach 4: Work with property owners and experts to utilize or develop incentives to maintain historical structures in the downtown.	✓	✓			✓	✓	✓		✓	
Outreach 5: Work with property owners and experts to utilize or develop incentives to maintain historical structures in the community that are commercial structures or could be converted for commercial use.	✓	✓				✓	✓		✓	
Outreach 6: Work with property owners that are adjacent to the town to promote annexation of properties into the town for access to utilities and services and to reduce environmental impacts on groundwater.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Outreach 7: Work with property owners to identify and pro-actively zone land that is attractive for residential development.	✓	✓		✓	✓	✓	✓		✓	

Addresses the following goals:          

Marketing										
Marketing 1: Actively work with Steuben County Economic Development and Northeast Indiana's economic development organizations to promote Fremont's rail access, interstate access, and available industrial buildings and sites.	✓	✓		✓			✓	✓	✓	✓
Marketing 2: Contribute information to local partners to develop and maintain an inventory to promote development and redevelopment opportunities for industrial property in Fremont.	✓			✓					✓	✓
Marketing 3: Promote local assets such as parks, public spaces, natural areas, and small town charm as a quality of place strategy to attract and retain businesses and residents to Fremont.	✓	✓	✓			✓	✓		✓	✓
Marketing 4: Promote Fremont as a great place to live to help strengthen property values and provide a ready workforce for a vibrant economy.	✓					✓	✓			✓
Community Building										
Community 1: Establish and improve local festivals or community events to help bring the town's people together and welcome visitors in public spaces.	✓						✓		✓	
Community 2: Establish and improve local festivals or community events in downtown to help bring the town's people together and welcome visitors.	✓						✓		✓	

Legend (see page 23 for full goal text):

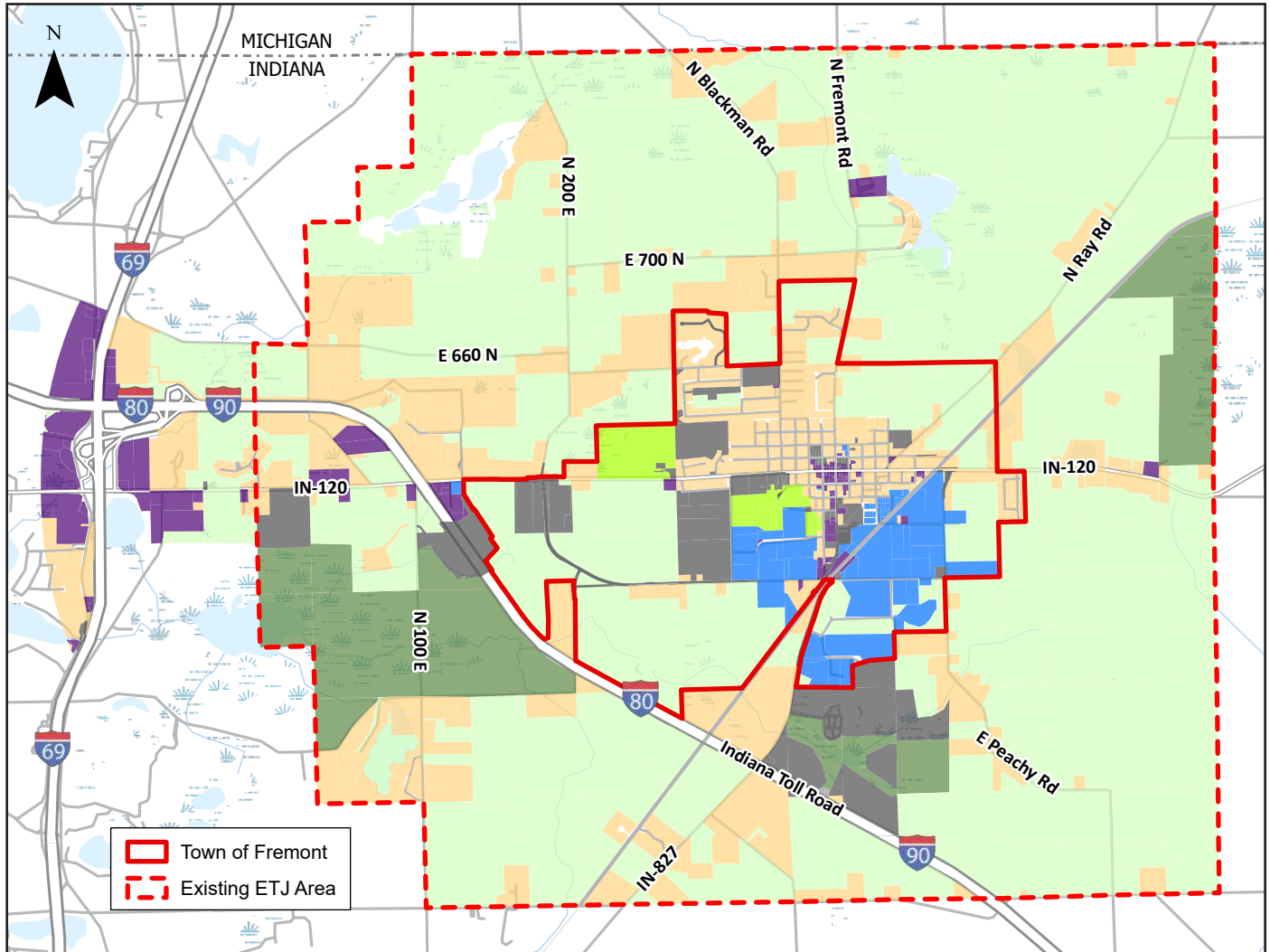
									
Improve welfare of residents	Ensure development patterns match character	Protect and enhance natural resources	Provide essential services and utilities	Provide diverse housing options	Protect and enhance property values	Improve community pride	Provide safe and efficient connectivity	Be good stewards of public resources	Establish a strong and diverse economic base

Land Use Policy

The Town of Fremont, through its staff, elected official, boards, and commissions will:

- *Support land use decisions that focus development within the town limits to protect the town's property values, promote reuse of vacant or underutilized property, provide additional housing opportunities, and reduce conversion of agricultural land and conservation areas in the ETJ - (Extra Territorial Jurisdiction).*
- *Require annexation (when possible) or use of annexation waivers (for areas that do not meet contiguity requirements) for all developments that wish to connect to Town of Fremont public utilities when it is beneficial to the Town or is necessary to prevent or resolve environmental concerns.*
- *Protect the town's character, assets, and property values while promoting new development through the effective and efficient use of regulations and resources.*
- *Ensure the Comprehensive Land Use Plan and its Future Land Use Map remain the basis for all land use decisions made within the Town and its ETJ.*
- *Regularly review the Comprehensive Land Use Plan and the Ordinances under Title XV: Land Usage (Subdivisions, Buildings, and Zoning) of the Fremont Code of Ordinances to ensure local priorities and values can be efficiently protected and when necessary, regulated.*
- *Develop, maintain, and promote local assets such as parks, natural areas, and small town charm into a quality of place strategy to attract and retain businesses and residents to Fremont.*
- *Strengthen the local economy by creating a business friendly environment with quality public services, infrastructure, and utilities.*

Overview of Current Land Uses



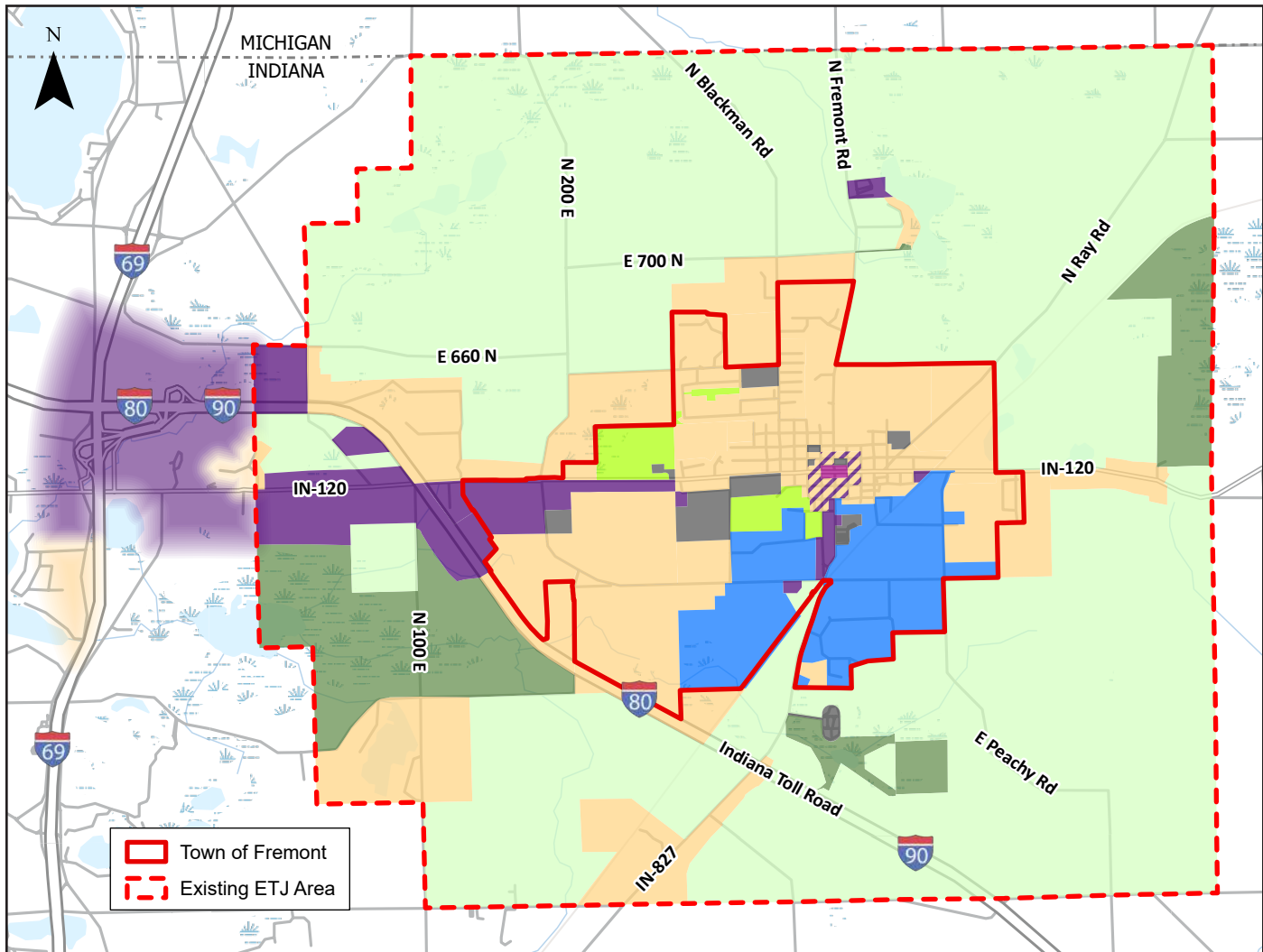
- Government and Institutional
- Parks and Recreation
- Conservation
- Agricultural
- Residential
- Commercial Business
- Industrial

Note: Current land uses were primarily derived from property class codes recorded in Steuben County Government parcel data, dated 2024. Conservation areas were added in from DNR managed lands data. Current parks are shown based on Town records.

In the latter part of the 20th century, the Town of Fremont developed similarly to other communities in the U.S., with land uses generally separated by residential, commercial, and industrial uses. Fremont has a small downtown with some locally owned businesses, including restaurants, specialty shops, grocery, and personal services. Surrounding downtown and to the north of town is the bulk of current residential uses. Industrial uses are concentrated in the southeast of town.

In the extraterritorial jurisdiction area, outside of the town limits, residential uses are being developed throughout the agricultural areas, sometimes in concentrated subdivisions, but generally dispersed throughout. Larger retail businesses, including the Outlet Shoppes, and multiple hotels and restaurants are to the west, beyond the current ETJ boundary, surrounding the I-69 and I-80/I-90 Indiana Toll Road interchange.

Overview of Proposed Future Land Uses



As opportunities present for growth and development within the Fremont town limits and ETJ, planning and zoning decision makers will look to this comprehensive plan and its proposed future land use map for guidance. This map is an illustration of the vision and goals Fremont's residents and stakeholders have set for preferred areas for various land uses. This map is not intended to be parcel-specific, but rather presents a broad overview of where certain land uses will be encouraged.

The next page provides brief descriptions for the location and purpose of each of the land uses presented in this map. In general, the Town would like to encourage residential, commercial business, and industrial growth to develop within the corporate boundaries, as opposed to the ETJ area. Commercial businesses will be encouraged to locate along main thoroughfares, especially along IN-120 / Toledo Street,

Broad Street, and Wayne Street. Industrial businesses will be encouraged to fill in where space is available in the southeast of town. Residential growth will be encouraged in all other areas of town, but especially near the existing schools, parks, and downtown.

Most areas in the current ETJ, outside of town limits, will be encouraged to remain in agricultural use, with the exception of commercial business development along IN-120. Town leaders are considering options to expand the extraterritorial jurisdiction to the west to include areas that are already served by, or could easily be extended to, with town water and sewer utilities. These new areas would be encouraged primarily for additional commercial business development.

General Descriptions for Future Land Uses

 Government and Institutional	Establishes land for government offices and facilities, schools, and other institutions that serve the public's needs. Land uses include municipal, county, and state services, utilities, streets, schools, and the public library.
 Parks and Recreation	Establishes land for public, private, or quasi-public park and recreational facilities. Land uses include playground, splash pad, skateboard park, dog park, sports field, trails, golf course, and public spaces with tables and benches.
 Conservation	Preserves natural amenities and provides passive recreation when appropriate. Approximate boundaries were determined using Indiana DNR data of recorded conservation areas. These areas include Marsh Lake Conservation Area, Ropchan Wetland Conservation Area, Cedar Swamp Wetland Conservation Area, and Fish Lake Public Access Site.
 Agricultural	Preserves undeveloped areas within the town's extraterritorial jurisdiction area for productive agricultural uses until appropriate development is proposed. Areas for this land use are primarily within the ETJ, outside Fremont town limits.
 Residential	Establishes residential areas near public amenities and served by municipal water and sewer. No distinction is shown for varying levels of density. Continued residential uses and future residential development will be encouraged within town limits and in areas in the ETJ that are already served by town water and sewer utilities.
 Mixed (Residential and Commercial Business)	Establishes a transitional area between downtown and residential neighborhoods that encourages a diversity of housing and business types.. This area will be encouraged for both residential and small business uses.
 Downtown	Establishes land for an urban commercial core which provides goods and services to the community and visitors; and to protect historic character. The Downtown includes a two-block central business area along Toledo Street. Generally considered walkable commercial area for daily household needs and entertainment opportunities.
 Commercial Business	Establishes land for businesses to provide goods and services to the community, region and tourists. These areas are intended for commercial businesses outside of the downtown area and generally located along main transportation corridors: Interstate 69, Indiana Toll Road (I-80/90), East State Road 127 / West Toledo Street, South Broad Street, and South Wayne Street.
 Industrial	Establishes opportunities for industrial businesses to thrive in town, especially those that provide employment for Fremont residents. This land use will be encouraged primarily within town limits, in the southeast side of town.

Government and Institutional Land Uses

The Town of Fremont currently owns approximately 82.5 acres of land within town limits, which includes Town Hall, municipal offices, police department, fire department, waste water treatment facility, water towers, parks, and approximately 28 acres of open field east of Vistula Park. Other government and institutional land uses include utilities, schools, libraries, and cemeteries.

TOWN SERVICES

Fremont town services include Police, Fire, Sewer, Street, Water, and Zoning and Code Enforcement. Town utilities are administered through the Clerk-Treasurer's office.

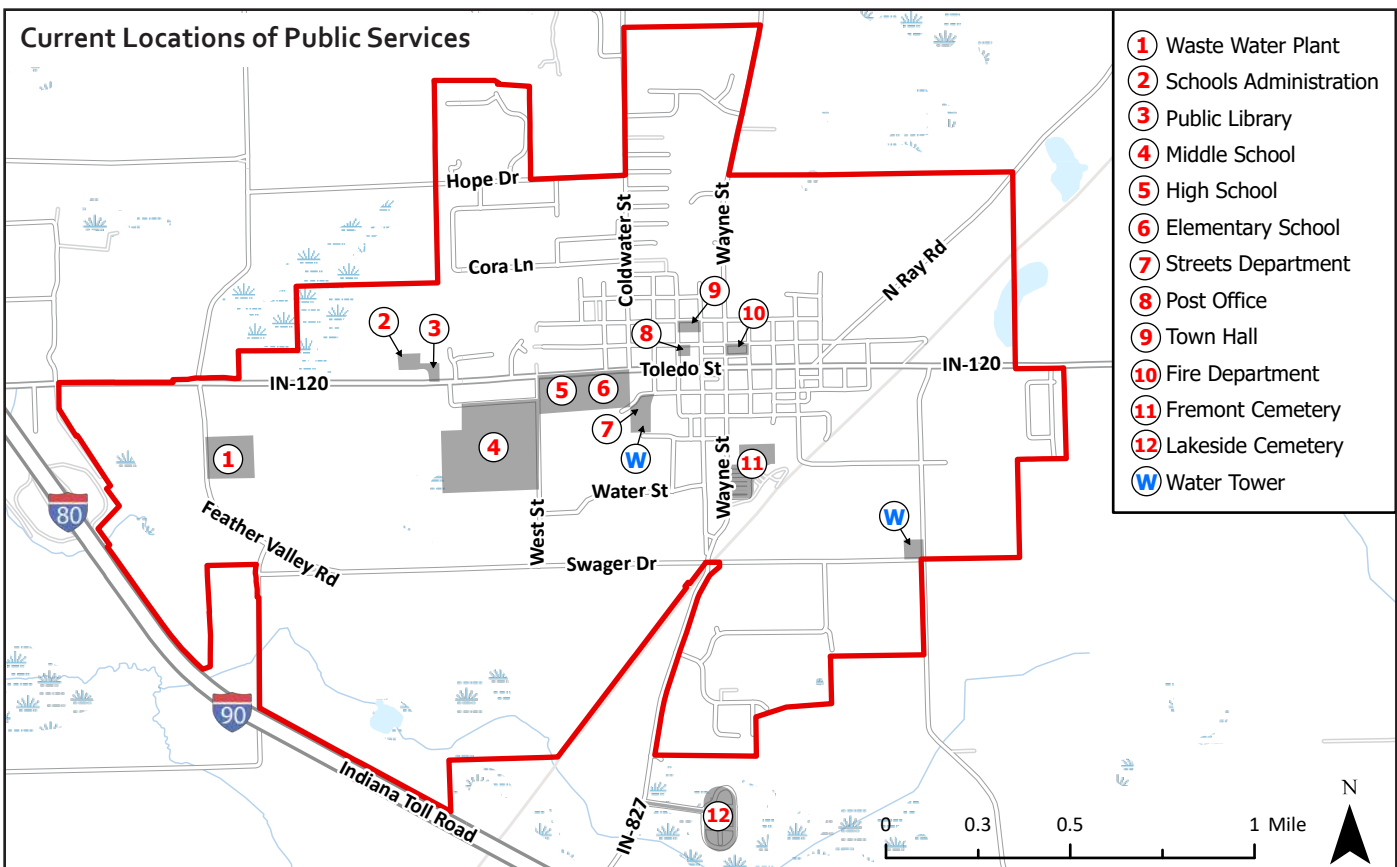
UTILITIES

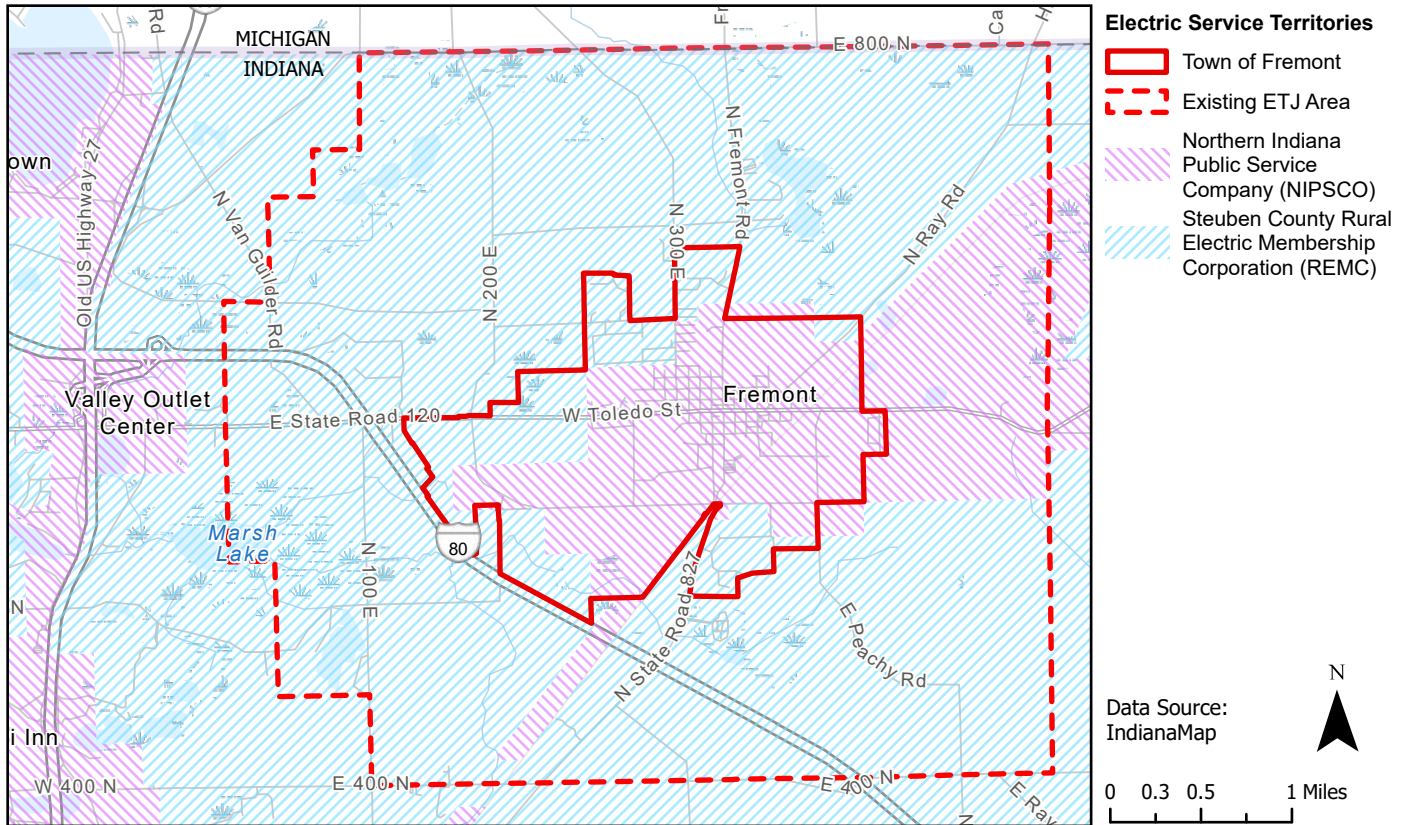
The Town of Fremont provides both sanitary sewer and water to residents and businesses within the corporate boundaries, and sanitary waste treatment to areas around the outlet mall (I-69 and I-80/I-90 interchange) and Clear Lake (east of Fremont). Currently, the town's

wastewater treatment facility is at approximately 60% capacity, receiving an average of 333,385 gallons per day, or 120 million gallons per year. Water treatment is at approximately 50% capacity and water service is at 50% capacity.

New construction within Fremont's ETJ area is required to connect to the town's sewer line, if the line is constructed by the property. Currently, the only properties outside town limits that this affects are on IN-120, west of town. The Town does not require annexation to connect.

Electric service is provided mostly by Northern Indiana Public Service Company (NIPSCO) within town limits. Steuben County Rural Electric Membership Corporation (REMC) provides electric to edge areas of town and throughout most of the ETJ area. NIPSCO is the only provider of natural gas for properties in the Fremont area.





STREETS

The town of Fremont has 21 miles of street and two state highways through town (IN-120 and IN-827). The Streets Department provides leaf pick up in the Fall and brush pick up March–October. This department is also responsible for maintenance of the parks, such as mowing and repairing facilities.

SCHOOLS

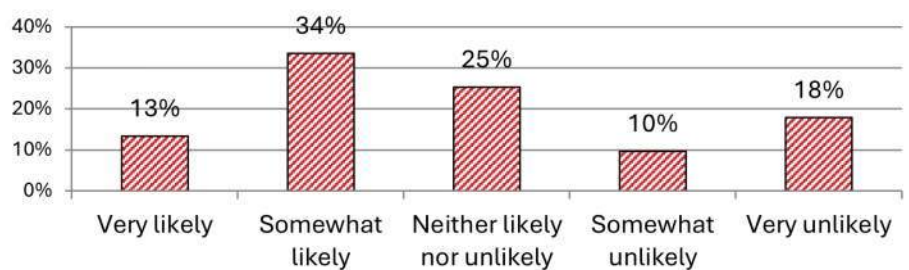
Fremont Community Schools administer public education facilities for elementary, middle, and high school students. All three buildings are centrally located in town. Respondents to the 2025 Community Survey listed “near quality schools” as the #3 reason for why they choose to live in Fremont and one of the top reasons offered for why they moved to town. Many comments throughout the survey indicate respondents are very pleased with the schools available to students.

LIBRARY

The Fremont Public Library provides free access to informational, educational, recreational, and cultural resources for library users of all ages and backgrounds. In addition to physical literary collections, the library offers digital services, public events and programming, meeting rooms, and a media lab. Library cards are available for residents and property tax payers of Fremont, Jamestown, and Clear Lake Townships.

How likely would you be to support efforts to increase taxes to support new amenities and municipal services?

(2025 Fremont Community Survey, 134 Responses)



Streets Classification and Features

**MAJOR ARTERIAL**GENERAL DESCRIPTION

Designed to carry heavy volumes of traffic to major destinations in, out, or through the jurisdiction of the town.

EXAMPLE: State Road 120 / Toledo Street

STREET FEATURES

Min. Right-of-Way Width	80 feet in urban areas and 100 feet in rural areas
Min. Building Setback	25 feet from Right-of-Way
Max. Number of Lanes	2 lanes
Min. Lane Width	12 feet
Turn Lanes	At major intersections
Curbs	Required in urban areas for water management
Sidewalks	Required
On-Street Parking	Typically in urban areas
Street Trees	Preferred in urban areas

DESIGN PRIORITIES

- Strict minimizing of new curb cuts
- Width of travel lanes
- Vehicular and pedestrian safety at intersections
- Sidewalks on both sides of street
- Proper drainage
- Handicap ramps at intersections

TRAFFIC MANAGEMENT OPTIONS

- Defined turn lanes at major intersections
- Slower speed limit
- Greater enforcement of speed limits

**MINOR ARTERIAL**GENERAL DESCRIPTION

Designed to carry traffic to minor destinations in, out, or through the jurisdiction of the town.

EXAMPLE: State Road 827

STREET FEATURES

Min. Right-of-Way Width	60 feet in urban areas and 80 feet elsewhere
Min. Building Setback	25 feet from Right-of-Way
Max. Number of Lanes	2 lanes
Min. Lane Width	11.5 feet
Turn Lanes	Not applicable
Curbs	Required in urban areas for water management
Sidewalks	Required
On-Street Parking	Typically in urban areas
Street Trees	Preferred in urban areas

DESIGN PRIORITIES

- Minimizing of curb cuts outside urban areas
- Vehicular and pedestrian safety at intersections
- Sidewalks on both sides of street
- Proper drainage
- Handicap ramps at intersections
- Sensitivity to context in urban areas

TRAFFIC MANAGEMENT OPTIONS

- Defined turn lanes at major intersections
- Slower speed limit in urban areas
- Greater enforcement of speed limits
- Street signs



COLLECTOR

GENERAL DESCRIPTION

Designed predominantly to provide linkages between local streets and arterial streets.

EXAMPLES: North Wayne Street, Swager Drive, Ray Road, Reed Road

STREET FEATURES

Min. Right-of-Way Width	50 feet in urban areas and 60 feet elsewhere
Min. Building Setback	25 feet from Right-of-Way
Max. Number of Lanes	2 lanes
Min. Lane Width	11 feet, plus 8 feet for each lane of on-street parking
Turn Lanes	Not applicable
Curbs	Preferred in urban areas, otherwise not required
Sidewalks	Required
On-Street Parking	Typically in urban areas
Street Trees	Required

DESIGN PRIORITIES

- Sidewalks on both sides of street
- Proper drainage
- Handicap ramps at intersections
- Sensitivity to context

TRAFFIC MANAGEMENT OPTIONS

- On-street parking
- Signage



LOCAL STREET

GENERAL DESCRIPTION

Designed primarily to provide access to platted residential lots and other individual properties. These streets generally connect with collectors and other local streets. Local streets may include non-through streets.

EXAMPLES: Follett Lane, Spring Haven Drive, Prairie Lane, Deborah Drive, Pearl Street

STREET FEATURES

Min. Right-of-Way Width	46 to 50 feet
Min. Building Setback	25 feet from Right-of-Way
Max. Number of Lanes	2 lanes
Min. Lane Width	11 feet, plus 7 feet for each lane of on-street parking
Turn Lanes	Not applicable
Curbs	Required in medium or high density areas
Sidewalks	Required
On-Street Parking	Optional
Street Trees	Required

DESIGN PRIORITIES

- Providing safe access to adjacent lots
- Sidewalks on both sides of street
- Proper drainage
- Handicap ramps at intersections
- Sensitivity to context

TRAFFIC MANAGEMENT OPTIONS

- On-street parking
- Signage

FUTURE GOVERNMENT AND INSTITUTIONAL LAND USES

PURPOSE:

To establish land for government offices and facilities, schools, and other institutions that serve the public's needs.

GENERAL LOCATIONS:

Integrated carefully into residential and commercial areas.

APPLICATIONS:

- Government office
- Library
- School
- Post office
- Cemetery

EXAMPLES:

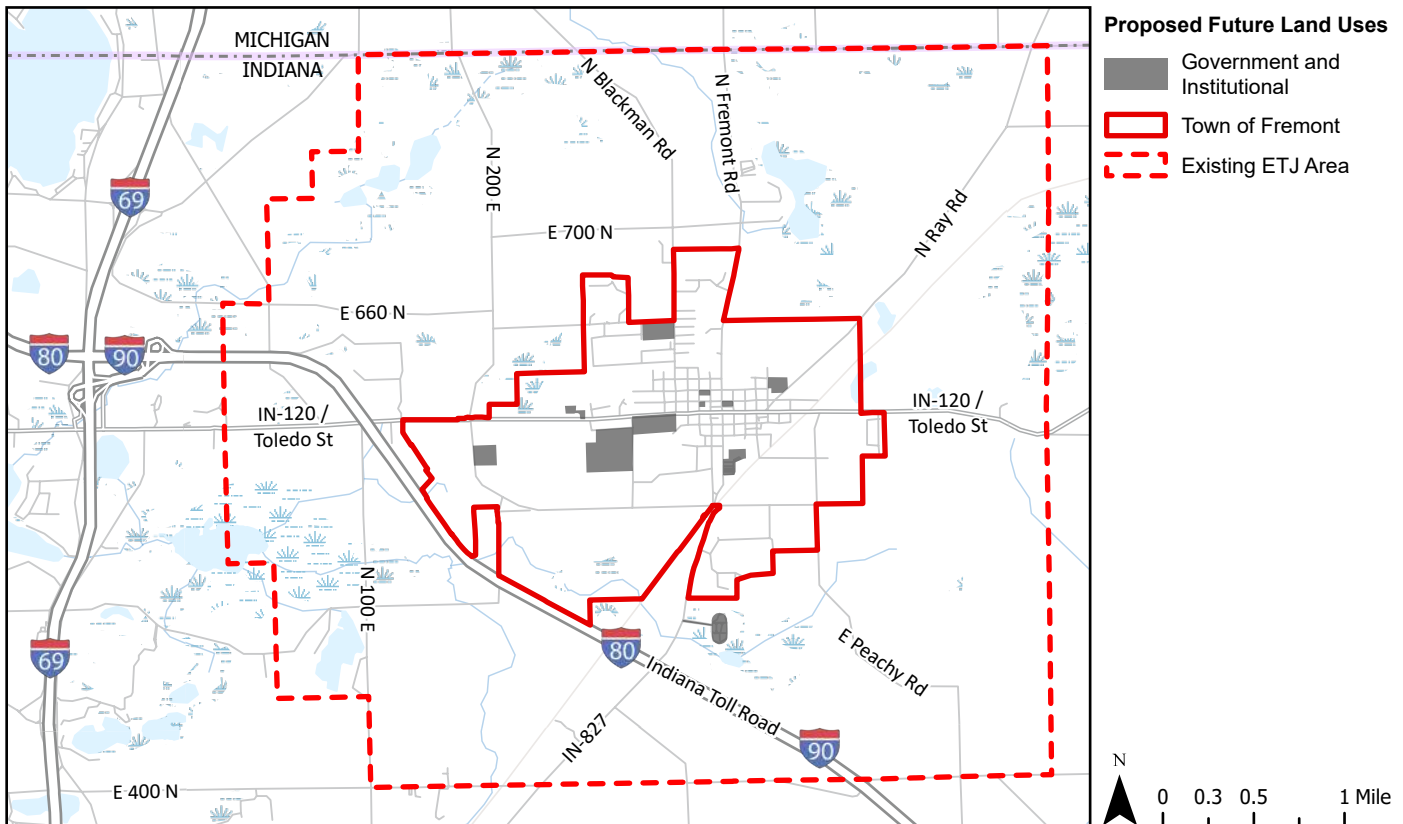
- Fremont Town Hall
- Fire Station
- Fremont Public Library
- Fremont High School

APPROPRIATE ADJACENT USES:

- *Best Fit:* All land uses

STRUCTURE AND DEVELOPMENT FEATURES:

- Very sensitive to the surrounding context



Parks and Recreation Land Uses

The Town of Fremont currently manages six parks on approximately 13 acres of parkland. The Town has added many new parks and recreation facilities in recent years that have expanded opportunities for its residents and visitors, including installation of the following new facilities:

- Fremont Pickleball Courts
- Splash Pad at Rocket Ship Park
- New exercise equipment at Rocket Ship Park
- Dog Park at Broad Street Park
- Peek-A-Boo Park

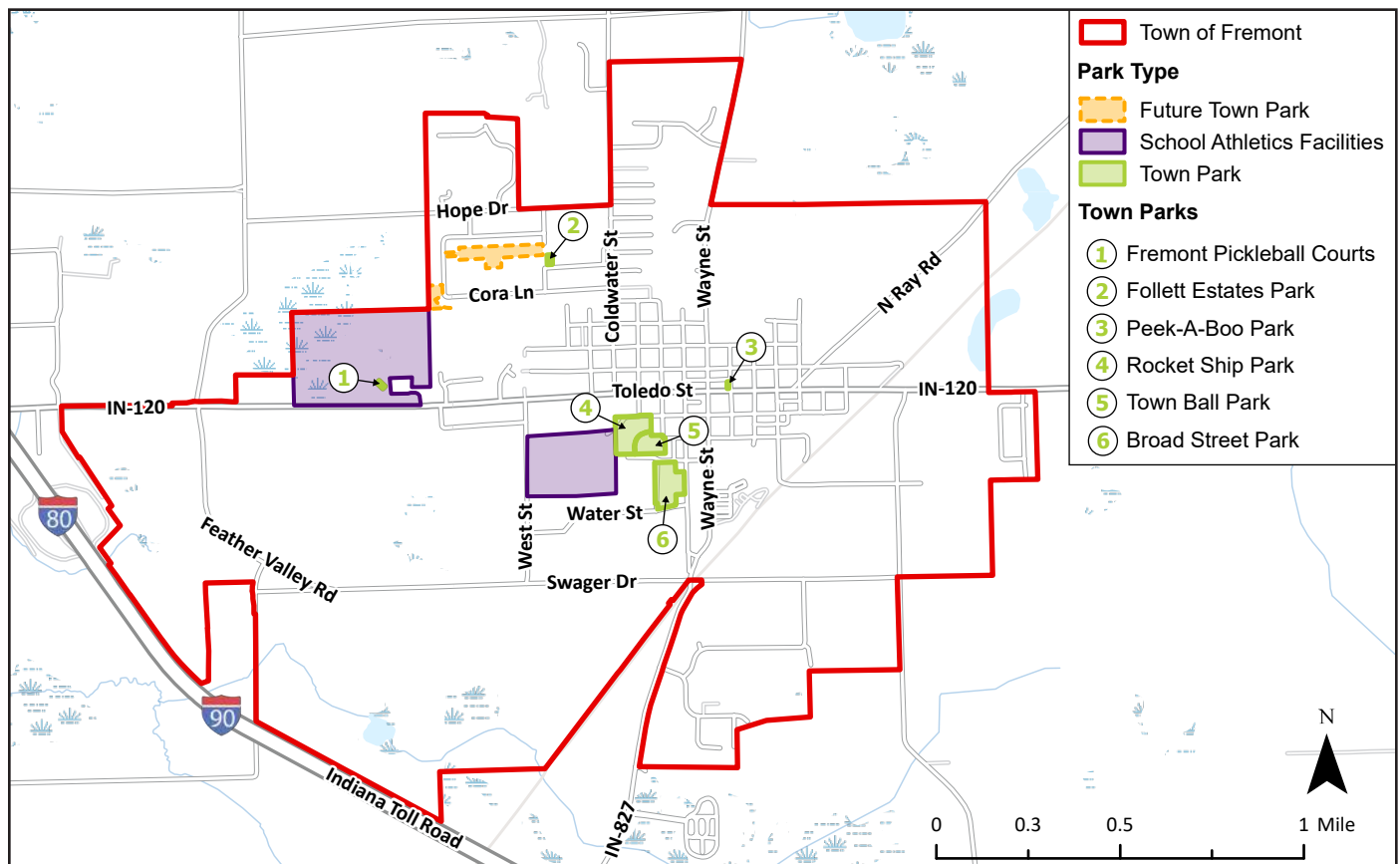
In addition, the Town is considering more new facilities, including a re-located Follett Estates Park and a trail to connect it to Vistula Park.

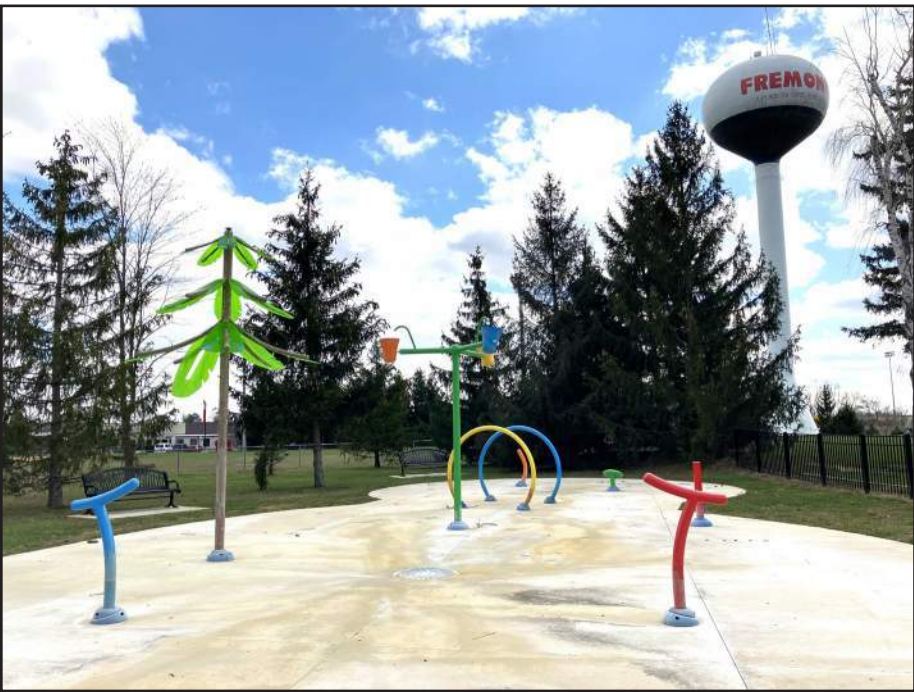
The town does not have a Parks Department. The Street Department maintains the parks facilities and supervises seasonal staff. A Parks Committee is responsible for setting the mission and goals for parks and recreation in the town. In 2025, the town adopted an updated 5-Year Parks and Recreation Master Plan, which outlines priorities identified by the community.

GOALS FOR PARKS AND RECREATION

The Parks Committee has set the following four goals for providing parks and recreation opportunities in Fremont:

- Assure that each park property, all playground equipment, and park amenities and facilities are in excellent condition, clean, free from trash, safe, and convey a positive impression and experience to residents and visitors.
- Provide recreational facilities that meet the needs of the Fremont community, considering the resources available for purchasing, installing, and maintaining the amenity.
- Build resource capacity for the advancement of parks and recreation in Fremont. Specifically, enhance the leadership, volunteer base, and financial resources.
- Improve ADA compliance of parks and recreation facilities to meet the accessibility needs of visitors with mobility challenges.





FUTURE PARKS AND RECREATION LAND USES

PURPOSE:

To establish land for public, private, or quasi-public park and recreational facilities.

GENERAL LOCATIONS:

Anywhere in town limits.

APPLICATIONS:

- Playground
- Splash pad
- Skateboard park
- Dog park
- Sport courts/field
- Trails
- Picnic tables
- Public benches
- Community center
- Golf course

LOCAL EXAMPLES:

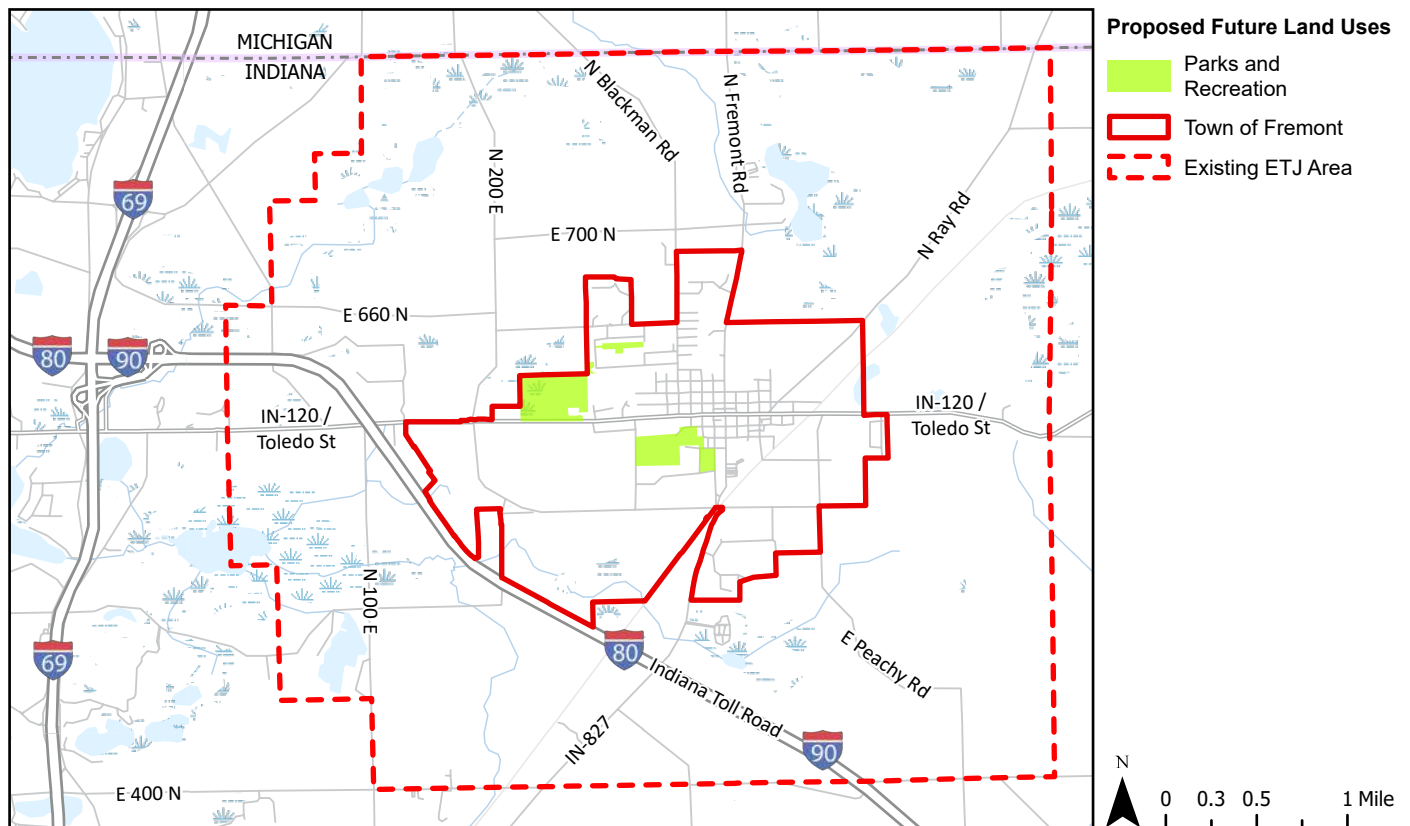
- Rocket Ship Park
- Broad Street Park
- Follett Estates Park
- Town Ball Park
- Peek-A-Boo Park
- Vistula Park
- School Athletics Facilities

APPROPRIATE ADJACENT USES:

- *Best Fit:* All land uses

STRUCTURE AND DEVELOPMENT FEATURES:

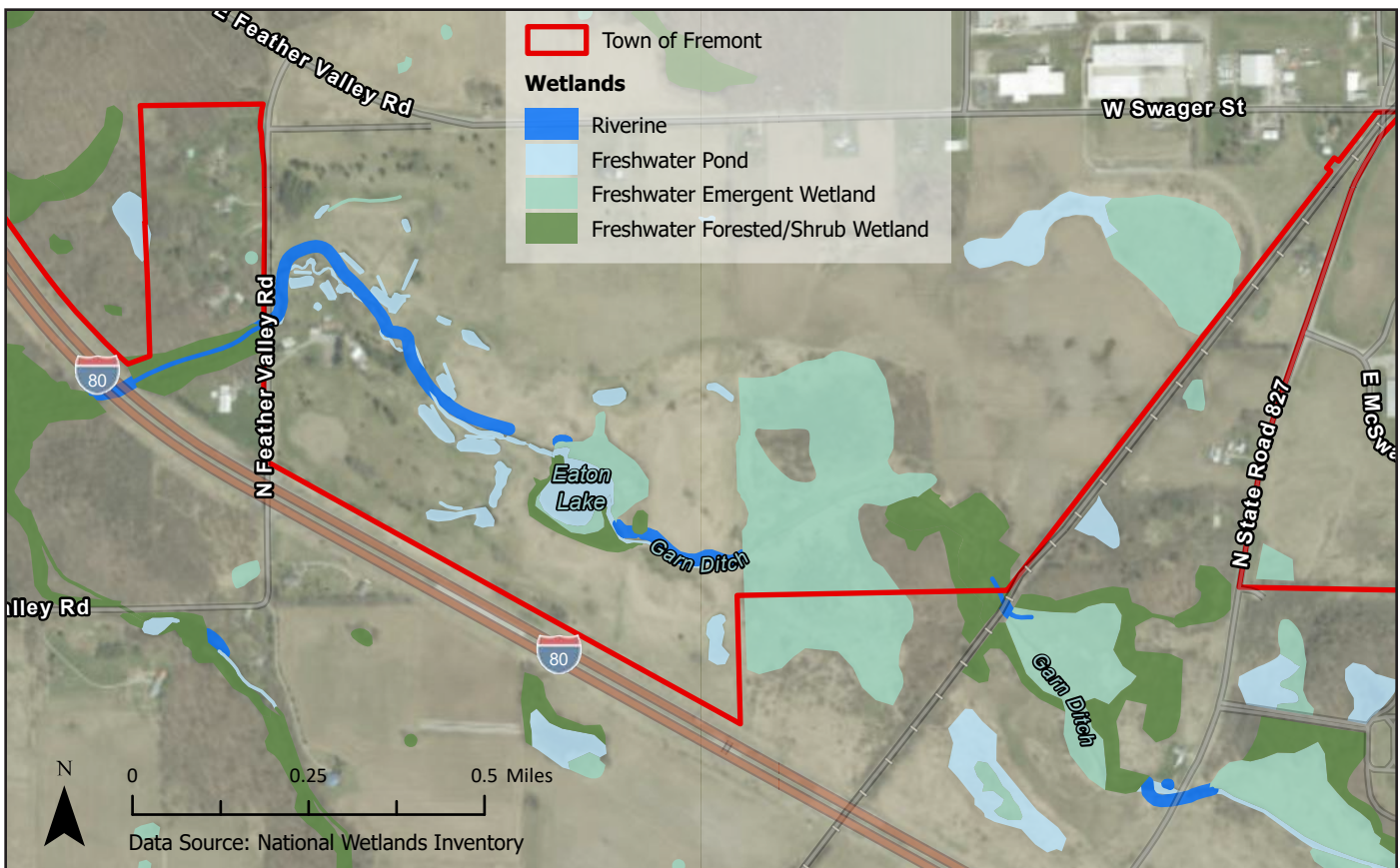
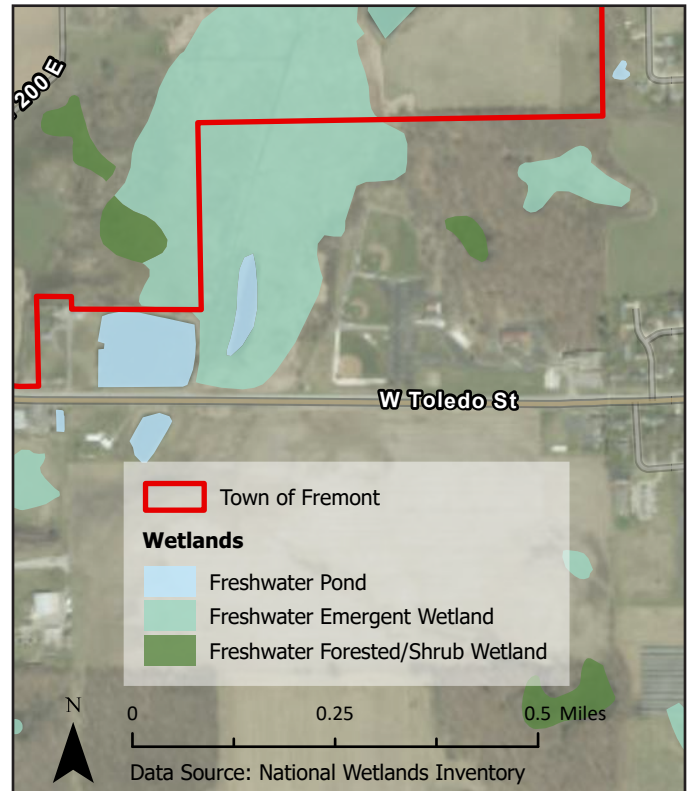
- Maximum 1-story buildings or shelters
- High quality design and construction for longevity and to improve community character
- Outdoor lighting should be sensitive to neighboring properties
- Trails and sidewalks connecting park facilities to residential neighborhoods



Conservation Land Uses

Fremont’s ETJ area includes existing conservation areas that the town desires to protect. Approximately 780 acres of existing conservation areas recognized by the Indiana DNR are located within Fremont’s ETJ. These include Marsh Lake Conservation Area, Ropchan Wetland Conservation Area, and Cedar Swamp Wetland Conservation Area. An additional 2 acres are managed by DNR Fish and Wildlife at Fish Lake as a Public Access Site.

In addition, there are natural resources (wetlands, woodlands, wildlife habitats, and groundwater) within town limits that its residents value and want to enhance and protect. Areas to consider for special protections from development impacts include wetlands on the west side of Vistula Park and on the southwestern town border, around Eaton Lake and Garn Ditch.



FUTURE CONSERVATION LAND USES

PURPOSE:

To preserve natural amenities and to provide passive recreation when appropriate.

GENERAL LOCATIONS:

Natural areas owned by land trusts, the State of Indiana, a non-profit association, or governmental entity. Land in conservation easements can also be considered a Conservation land use.

APPLICATIONS:

- Nature preserve
- Nature center
- Protected wetlands
- Passive recreation
- Eco-tourism

LOCAL EXAMPLES:

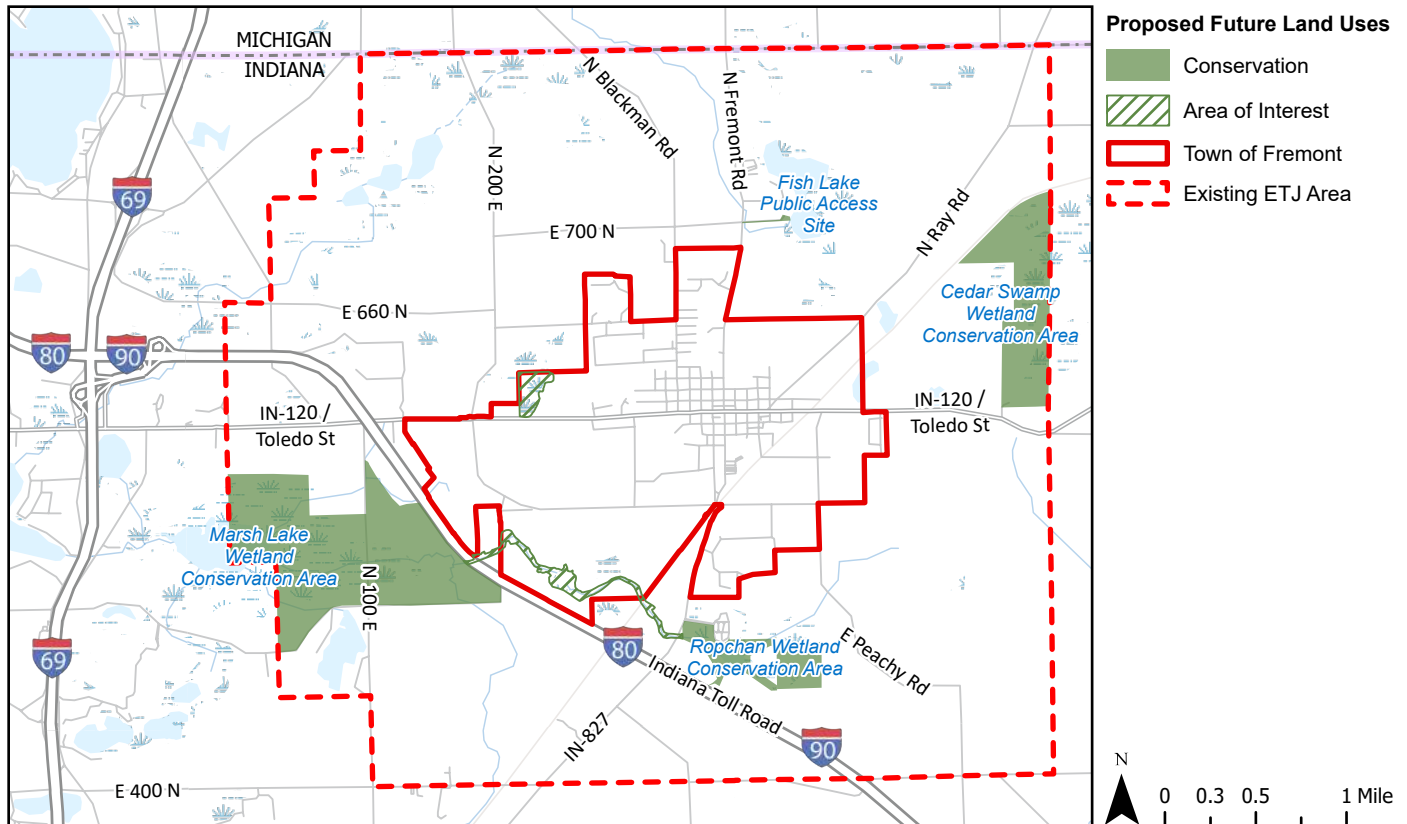
- Marsh Lake Conservation Area
- Ropchan Wetland Conservation Area
- Cedar Swamp Wetland Conservation Area
- Fish Lake Public Access Site

APPROPRIATE ADJACENT USES:

- *Best Fit:* Government/Institutional, Parks and Recreation, Conservation
- *Conditional Fit:* Agricultural, Residential, Mixed Use, Downtown, Commercial Business, Industrial

STRUCTURE AND DEVELOPMENT FEATURES:

- Site designed to protect and enhance environmental features
- Unimproved trails
- Generally, un-subdivided parcels



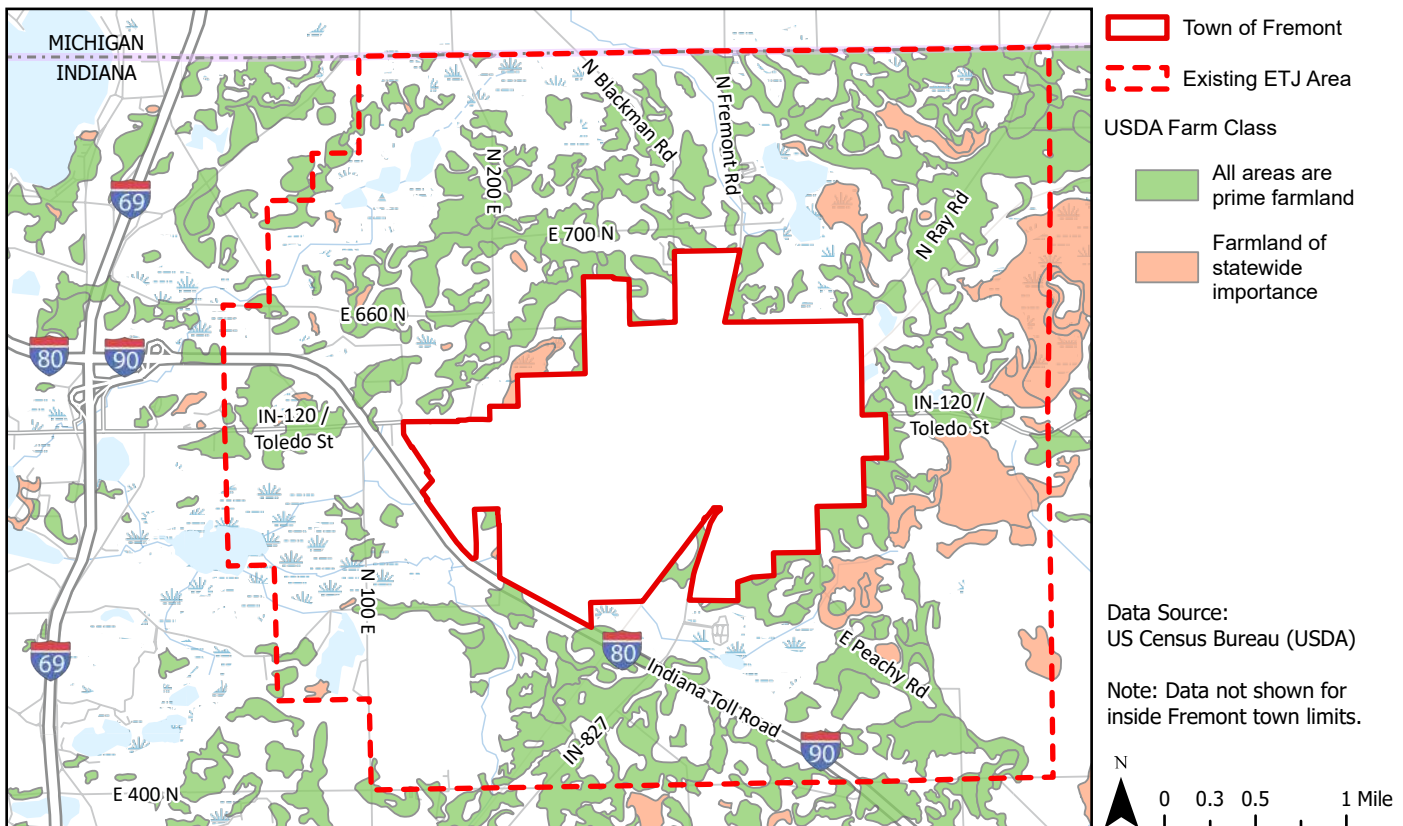
Agricultural Land Uses

The Town of Fremont desires to protect and preserve agricultural land within its extraterritorial jurisdiction. The US Department of Agriculture has mapped prime farmland to help identify areas that communities may want to prioritize for continued and future agricultural use, based on specific soil and environmental characteristics.

To encourage preservation of agricultural land in the ETJ, Fremont will direct new development to locate within the town limits and in the ETJ where town utilities are already available or are easily extended. According to Steuben County land use data, approximately 42% (more than 840 acres) of land within Fremont's town limits is currently being taxed as agricultural land. Areas that are currently in agricultural use within town limits will be encouraged to be developed into residential uses. The historical Erastus Farnham House is the only agricultural use within town limits the town has designated to remain in agricultural use.

"Prime farmland" is defined in the US Code of Federal Regulations (CFR), Title 7 § 657.5 as follows:

Prime farmland is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops, and is also available for these uses (the land could be cropland, pastureland, rangeland, forest land, or other land, but not urban built-up land or water). It has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed, including water management, according to acceptable farming methods. In general, prime farmlands have an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, acceptable acidity or alkalinity, acceptable salt and sodium content, and few or no rocks. They are permeable to water and air. Prime farmlands are not excessively erodible or saturated with water for a long period of time, and they either do not flood frequently or are protected from flooding.



FUTURE AGRICULTURAL LAND USES

PURPOSE:

To preserve undeveloped areas within the town's extraterritorial jurisdiction area for productive agricultural uses until appropriate development is proposed.

GENERAL LOCATIONS:

Distributed generally outside the town's developed areas.

APPLICATIONS:

- Farm
- Farmstead
- Single-family detached residential
- Crop production
- Low impact pasturing
- Ag tourism
- Hobby farm
- Roadside stand
- Orchard
- Forestry
- Agro Business

LOCAL EXAMPLES:

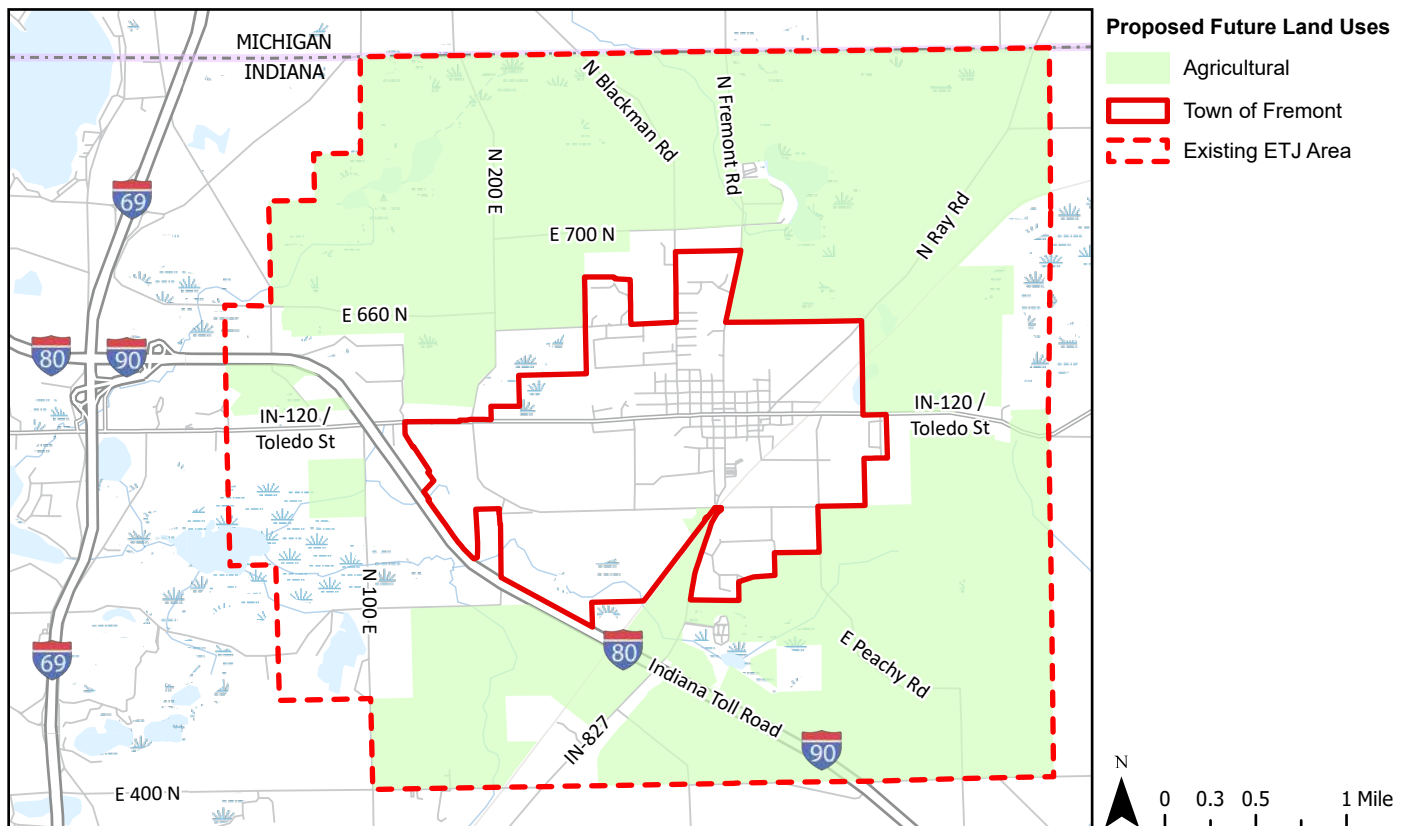
- Local farms

APPROPRIATE ADJACENT USES:

- *Best Fit:* Government/Institutional, Parks and Recreation, Agricultural, Residential, Mixed Use, Commercial Business, Industrial
- *Conditional Fit:* Conservation, Downtown

STRUCTURE AND DEVELOPMENT FEATURES:

- Barn and accessory buildings supporting agricultural uses
- Single-family home on permanent foundation



Residential Land Uses

Residential uses in Fremont are concentrated in neighborhoods surrounding the downtown and in the north half of town. Housing styles are primarily single-family homes, but also include small multi-family buildings, assisted living apartments, and mobile home units. Respondents to the Community Survey strongly support additional single-family houses and many believe other styles of housing would be a positive addition to the town, including duplexes and mixed-use developments that include both commercial and residential uses. Over 47% believe residential development is occurring at the right pace for the community. Nearly 31% say more residential growth is needed.

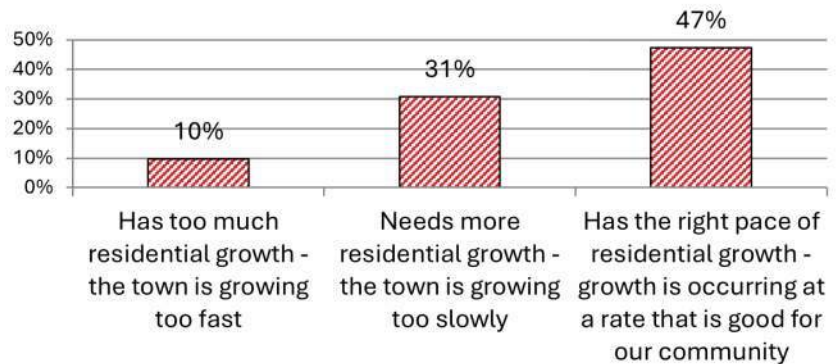
Affordability of housing in Fremont was brought up at the Town Planning Workshop as a major concern. The town will encourage a mix of housing styles and investigate incentives and programs to assist with affordability, including strategies to attract new housing options.

While the population is expected to continue to decrease slightly, the number of households will likely remain stable or increase. Local and national trends show that the average household size is

decreasing, which means fewer people per residence and, therefore, more residences are needed per 1,000 people. To meet this need the Town will encourage new developments to locate within town limits and in the extraterritorial jurisdiction (ETJ) where town utilities are already available or are easily extended. According to Steuben County land use data, approximately 42% (more than 840 acres) of land within Fremont’s town limits is currently being taxed as agricultural land. This land will be prioritized for new residential development.

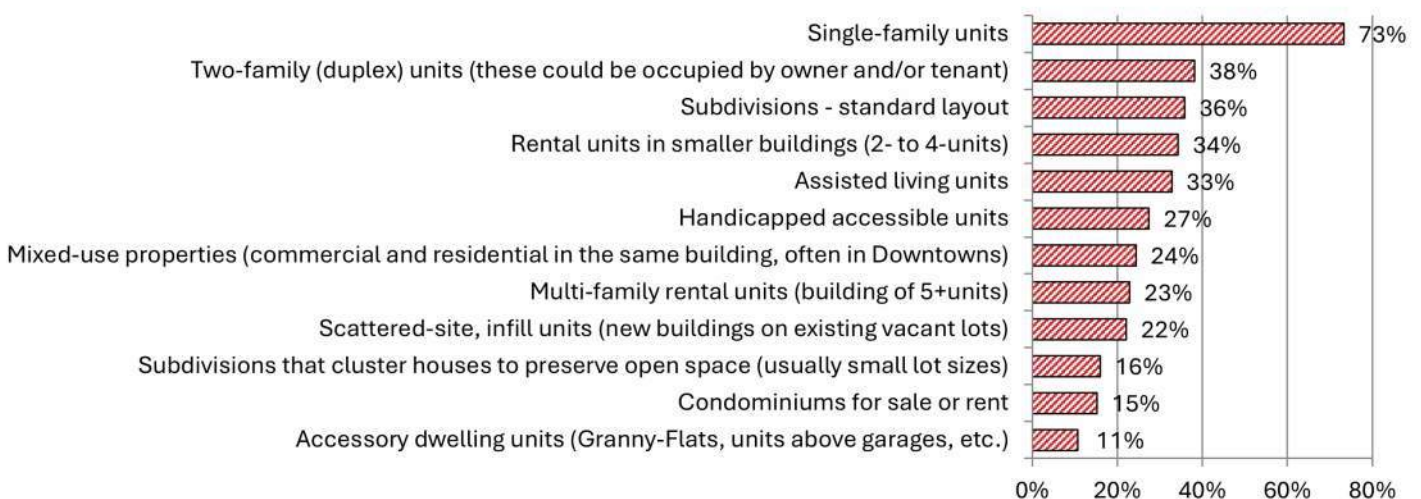
When you think about residential growth in Fremont, do you think it...

(2025 Fremont Community Survey, 133 Responses)



I feel that the following types of housing would be a positive addition to Fremont. (Select all that apply)

(2025 Fremont Community Survey, 131 Responses)



FUTURE RESIDENTIAL LAND USES

PURPOSE:

To establish residential areas near public amenities and served by municipal water and sewer.

GENERAL LOCATIONS:

- Sites that have streets, infrastructure, and public services to support medium densities
- Sites near downtown, schools, and parks

APPLICATIONS:

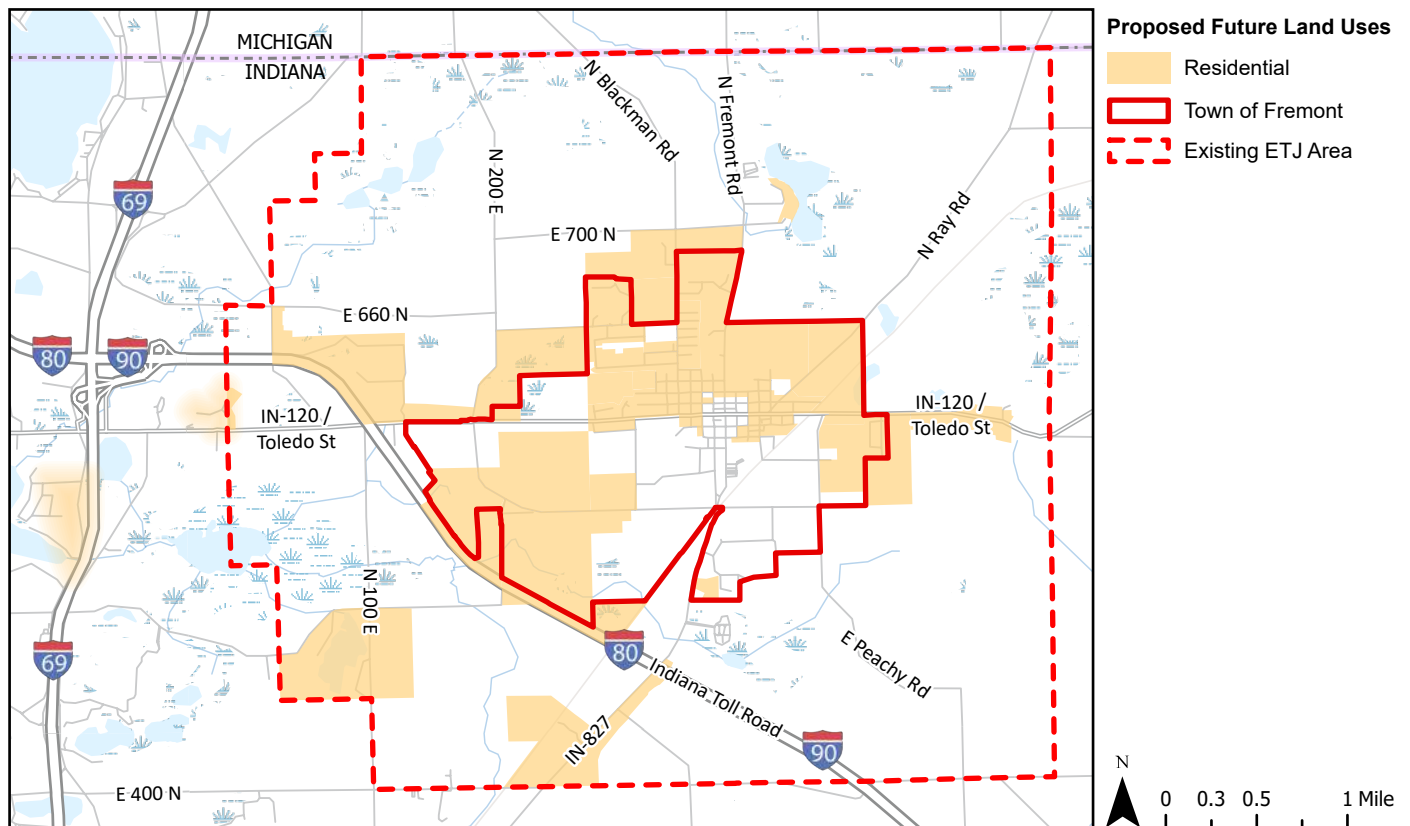
- Single-family residential
- Two-family residential (duplex)
- Townhouses
- Accessory dwelling units
- Retirement community
- Assisted living facility
- Apartment complex

APPROPRIATE ADJACENT USES:

- *Best Fit:* Government/Institutional, Parks and Recreation, Agricultural, Residential, Mixed Use, Downtown, Commercial Business
- *Conditional Fit:* Conservation, Industrial

STRUCTURE AND DEVELOPMENT FEATURES:

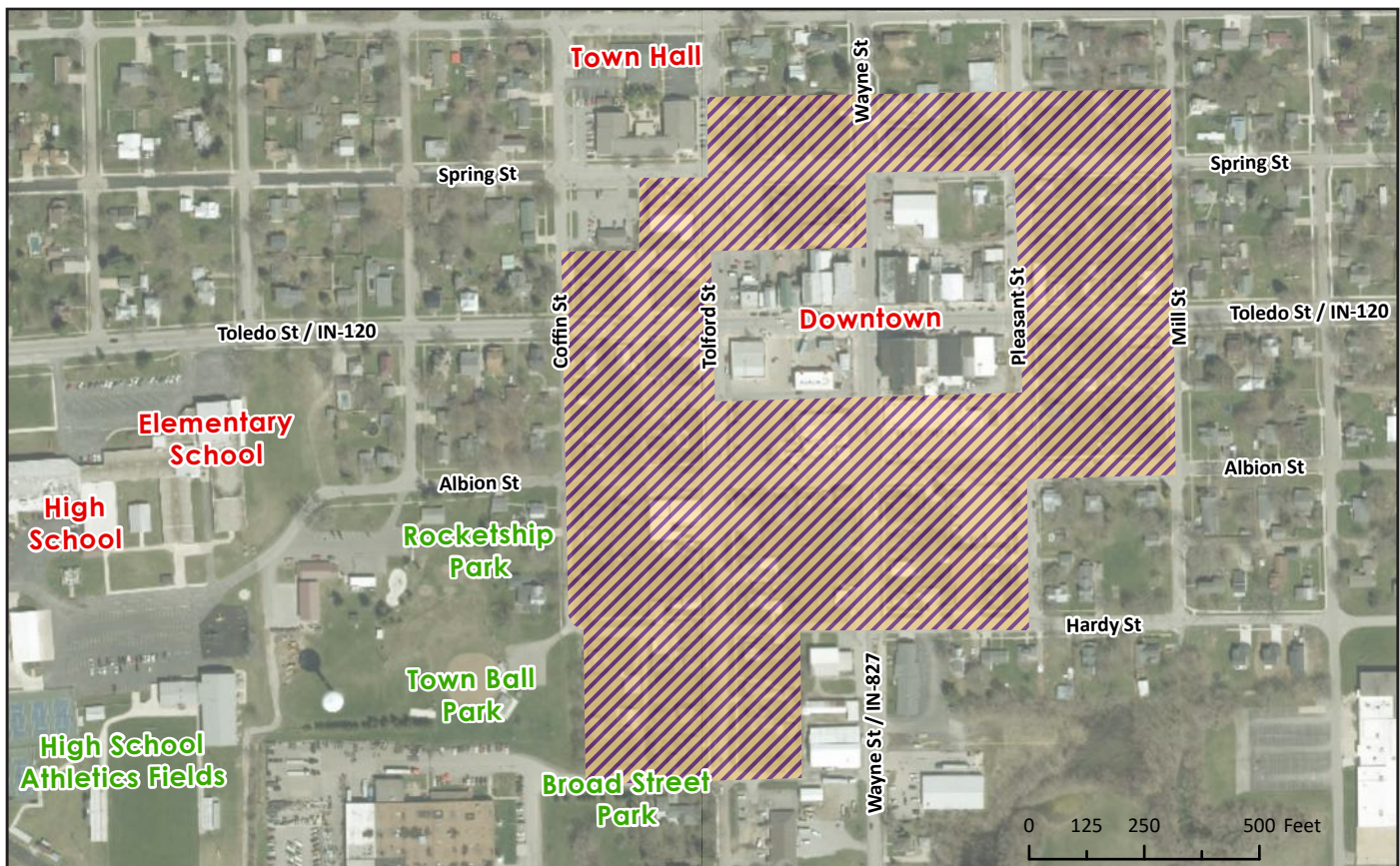
- Maximum 2-story homes
- Up to three (3) story apartment buildings when it clearly fits the context



Mixed (Residential and Commercial Business) Land Uses

While land uses in Fremont are generally segregated (i.e. residential areas are separate from commercial areas, which are separate from industrial areas), there are areas of the town where some overlap has occurred. In particular, the blocks surrounding the downtown include a variety of residential uses along with several small businesses that support daily needs.

This is a beneficial development pattern for towns that want to encourage services to locate within easy access of where people live. By identifying this transitional “mixed-use” area between the downtown and residential neighborhoods, Fremont improves convenience and connectivity between residents and businesses, both of which are important for a strong and diverse economic base.



FUTURE MIXED (RESIDENTIAL AND COMMERCIAL BUSINESS) LAND USES

PURPOSE:

To establish a transitional area between downtown and residential neighborhoods that encourages a diversity of housing and business types.

GENERAL LOCATION:

- One to two blocks surrounding the downtown core.

APPLICATIONS:

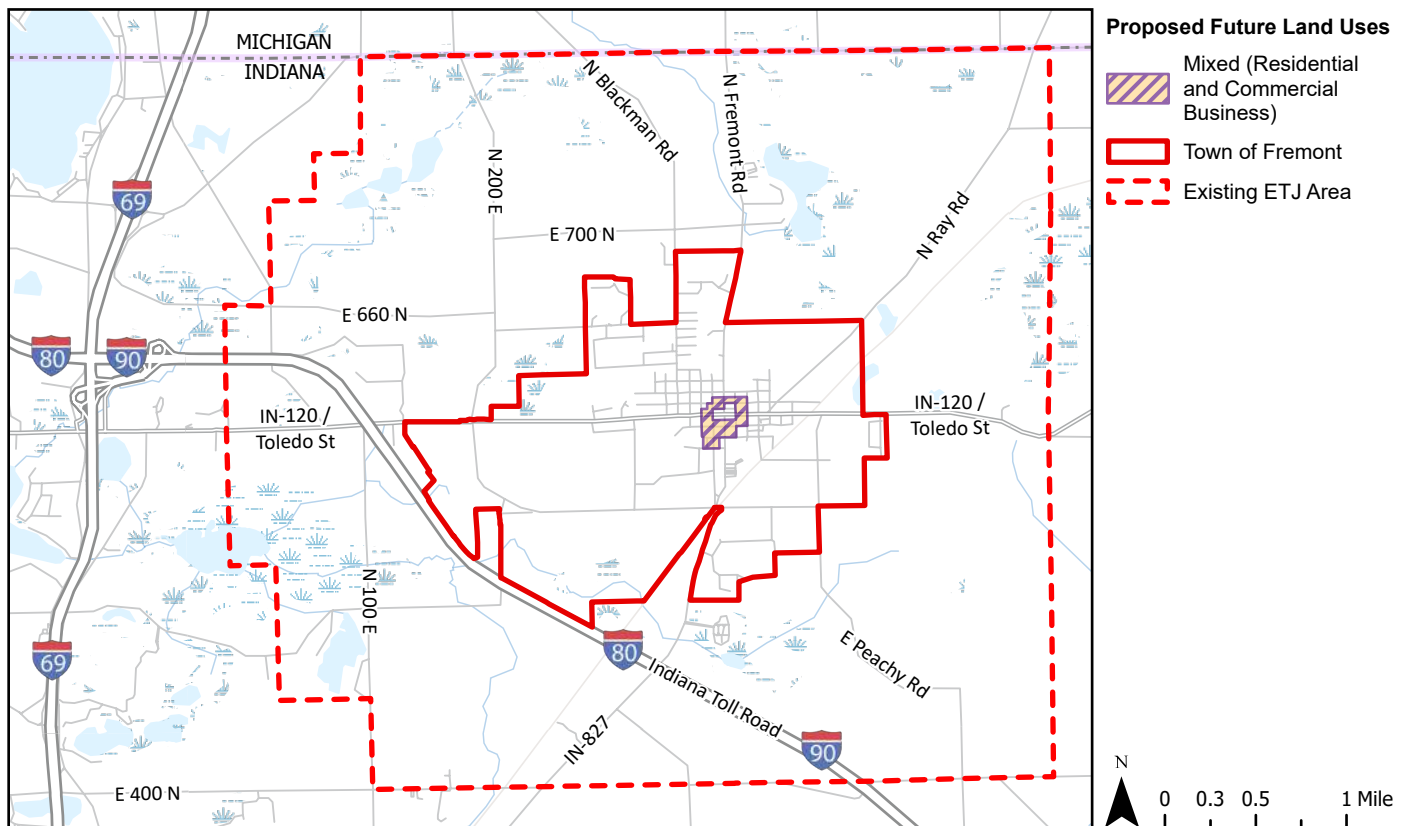
- Single-family residential
- Two-family residential (duplex)
- Townhouses
- Accessory dwelling units
- Retirement community
- Assisted living facility
- Apartment complex
- Small retail
- Small restaurant
- Entertainment
- Coffee shop
- Personal services
- Government/Institutional offices

APPROPRIATE ADJACENT USES:

- *Best Fit:* Government/Institutional, Parks and Recreation, Agricultural, Residential, Mixed Use, Downtown, Commercial Business
- *Conditional Fit:* Conservation, Industrial

STRUCTURE AND DEVELOPMENT FEATURES:

- Maximum 2-story homes
- Up to three (3) story apartment buildings when it clearly fits the context
- Discourage drive-through
- Pedestrian-scale building and site features
- Sidewalks and pedestrian safety features



Downtown Land Uses

Downtown is the heart of Fremont’s small-town charm. The two blocks of Toledo Street, between Tolford Street and Pleasant Street, include several restaurants, retail shops, hardware store, hair salon, and ice cream shop. The Town recently transformed a lot on the corner of Toledo Street and Pleasant Street into a pocket park after removing a dilapidated building that had sat empty for years. Downtown is also the location for Music Fest, an annual event sponsored by the Chamber of Commerce. This event brings residents and visitors together for a weekend of music, food, craft vendors, and a town parade and fireworks.

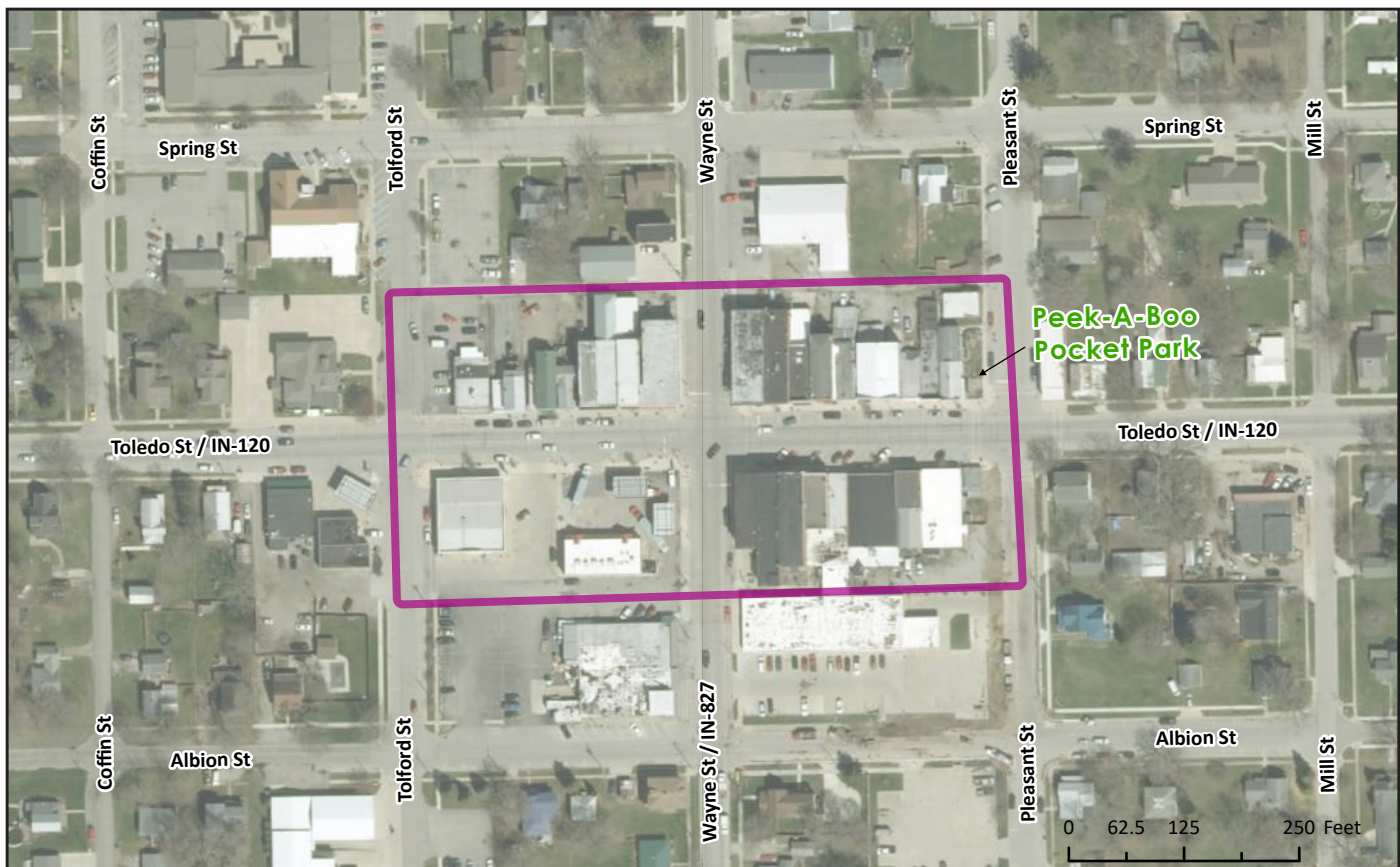
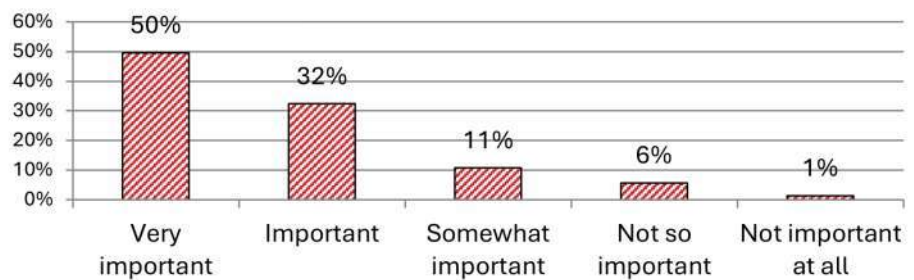
The Town is currently in the process of establishing a designated outdoor refreshment area (DORA) in the downtown. A DORA allows individuals who are at least 21 years old to purchase alcoholic beverages from approved vendors and retail establishments and carry them

outside to be consumed within the DORA boundaries. As of September 2025, there are 43 communities in Indiana with an active DORA.

Fremont’s Historical Society is also located in the downtown and is taking an active role in beginning to protect and restore some of the most historically significant buildings. This is work that is supported by many respondents to the Community Survey - more than 82% said it is important to preserve or restore existing buildings in the downtown.

How important is it to you to preserve or restore existing buildings in the downtown?

(2025 Fremont Community Survey, 139 Responses)



FUTURE DOWNTOWN LAND USES

PURPOSE:

To establish land for an urban commercial core which provides goods and services to the community and visitors; and to protect historic character.

GENERAL LOCATION:

- Toledo Street (IN- 120) between Tolford Street and Pleasant Street.

APPLICATIONS:

- Small retail
- Small restaurant
- Entertainment
- Coffee shop
- Personal services
- Office (preferred in upper floors)
- Residential (no first floor or below-ground apartments)
- Government/Institutional offices

EXAMPLES:

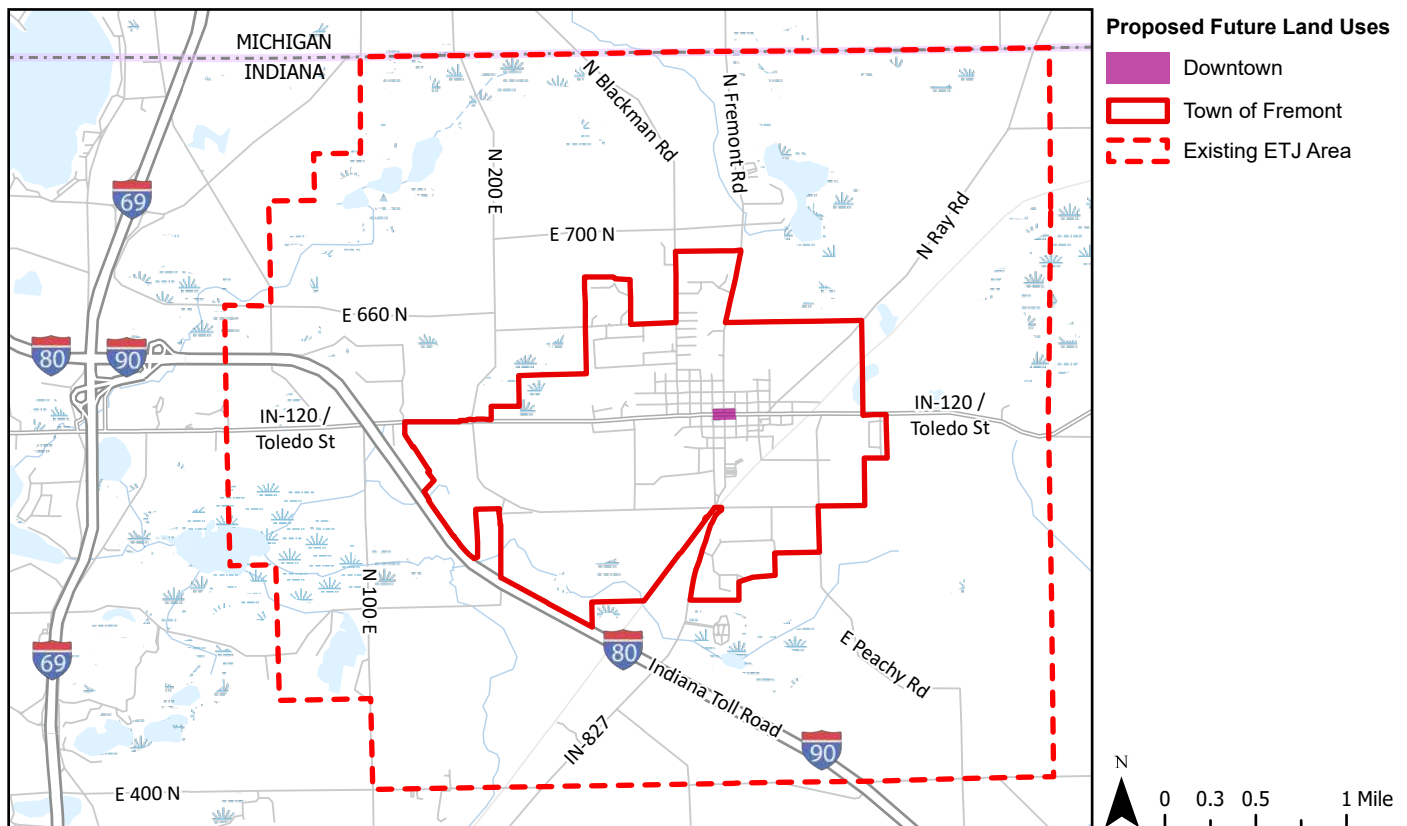
- Patchwork & Sparkle Ceramics
- What the Fork
- GW's Butcher Block
- Rugiono's
- Fremont Hardware
- The Unicorn Hair Salon

APPROPRIATE ADJACENT USES:

- *Best Fit:* Government/Institutional, Parks and Recreation, Residential, Mixed Use, Downtown, Commercial Business
- *Conditional Fit:* Conservation, Agricultural, Industrial

STRUCTURE AND DEVELOPMENT FEATURES:

- Discourage drive-through
- Buildings built up to the property lines
- Parking on-street or in rear parking lots
- Discourage one (1) story buildings
- Pedestrian-scale building and site features
- Sidewalks and pedestrian safety features
- Maintain historic character of buildings



Commercial Business Land Uses

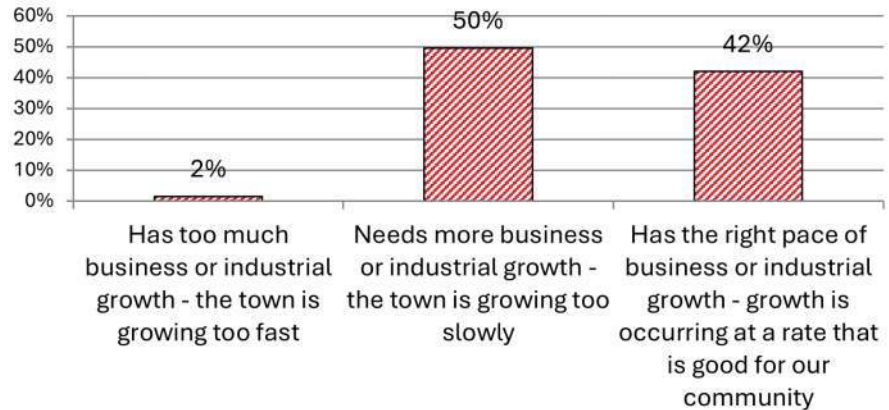
Outside of the downtown, commercial areas in Fremont are generally located along the main transportation corridors: East State Road 127 / West Toledo Street, South Broad Street, and South Wayne Street. The I-69 / Indiana Toll Road (I-80/90) interchange provides access to the popular Outlet Shoppes, as well as several hotels, gas stations, convenience stores, and fast food restaurants.

The interchange is outside of Fremont’s existing extraterritorial jurisdiction; however, it is within the town’s 2-mile buffer from the corporate boundaries in which the Town can claim jurisdiction for planning purposes. The Town envisions this area as primarily commercial business and already provides sanitary waste treatment services for properties here.

Nearly 50% of respondents to the Community Survey say more business or industrial growth is needed. Another 42% say business or industrial growth is occurring at the right pace for the community. Most respondents feel locally-owned restaurants (75%) and locally-owned retail (64%) would be a positive addition to Fremont.

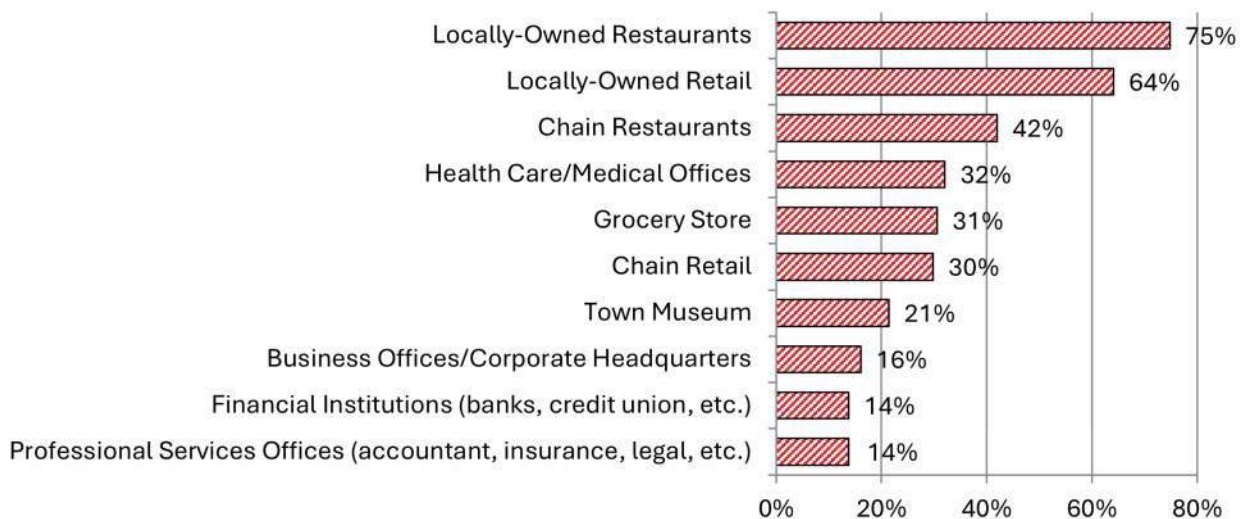
When you think about business or industrial growth in Fremont, do you think it...

(2025 Fremont Community Survey, 133 Responses)



I feel that the following types of businesses would be a positive addition to Fremont. (Select all that apply)

(2025 Fremont Community Survey, 131 Responses)



FUTURE COMMERCIAL BUSINESS LAND USES

PURPOSE:

To establish land for businesses to provide goods and services to the community, region and tourists.

GENERAL LOCATIONS:

- Primarily along Toledo Street (SR 120) and South Wayne Street (SR 827)
- Selectively when the site clearly benefits the community and is compatible with neighbors

APPLICATIONS:

- Retail
- Restaurant
- Office
- Entertainment
- Coffee shop
- Gas station
- Services
- Hospitality

EXAMPLES:

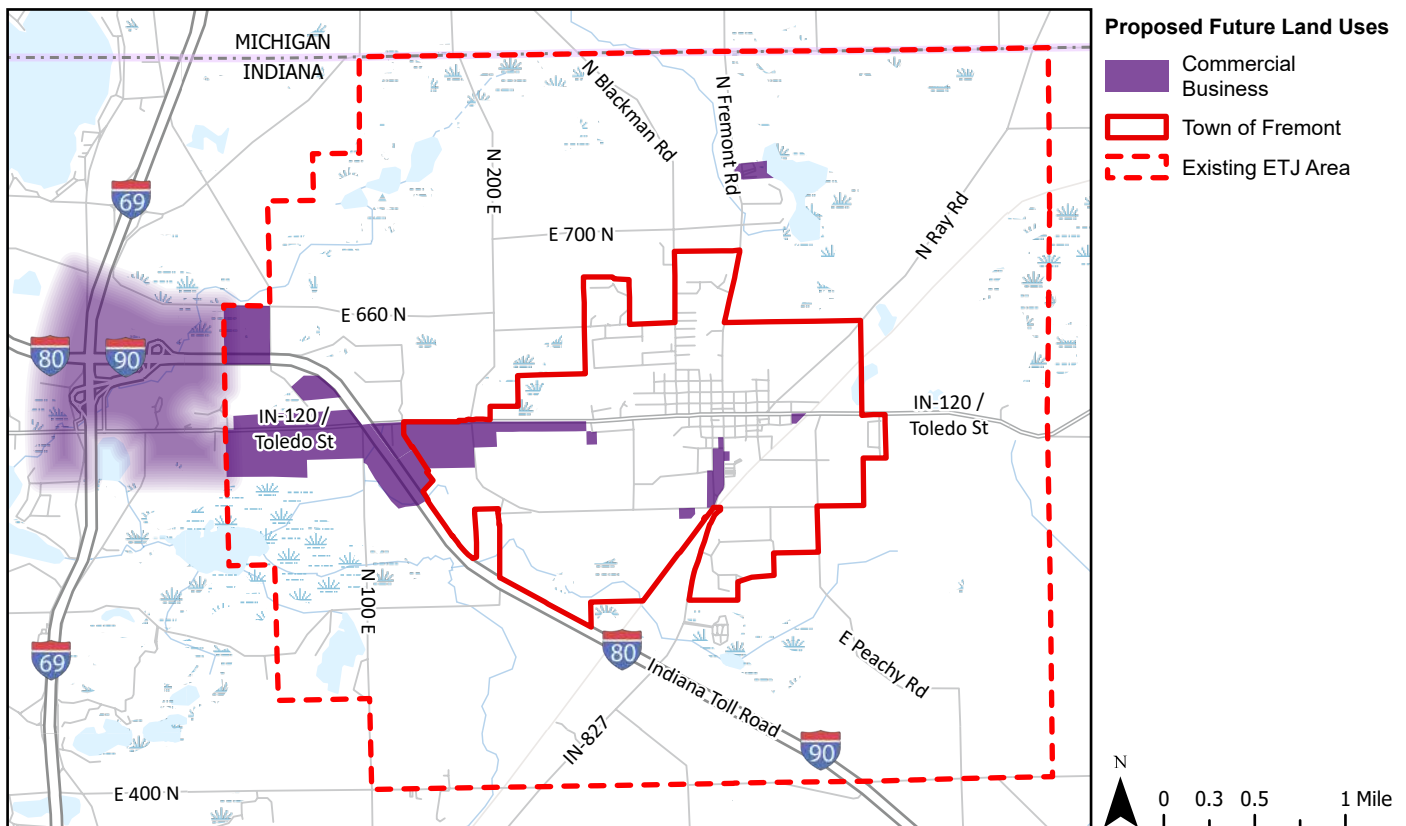
- Fremont Village Foods
- Farmers State Bank
- Dollar General
- Fremont Coin Laundry
- Fremont Family Dentistry
- Black's Garden Center

APPROPRIATE ADJACENT USES:

- *Best Fit:* Government/Institutional, Parks and Recreation, Agricultural, Residential, Mixed Use, Downtown, Commercial Business, Industrial
- *Conditional Fit:* Conservation

STRUCTURE AND DEVELOPMENT FEATURES:

- Defined curb cuts onto public streets
- Buffer less intense adjacent uses
- Strive for quality development by promoting non-monotonous facades, landscaped parking lots, and use of quality materials
- Screen outdoor storage areas when adjacent to roadways or residential uses
- Connected to public utilities



Industrial Land Uses

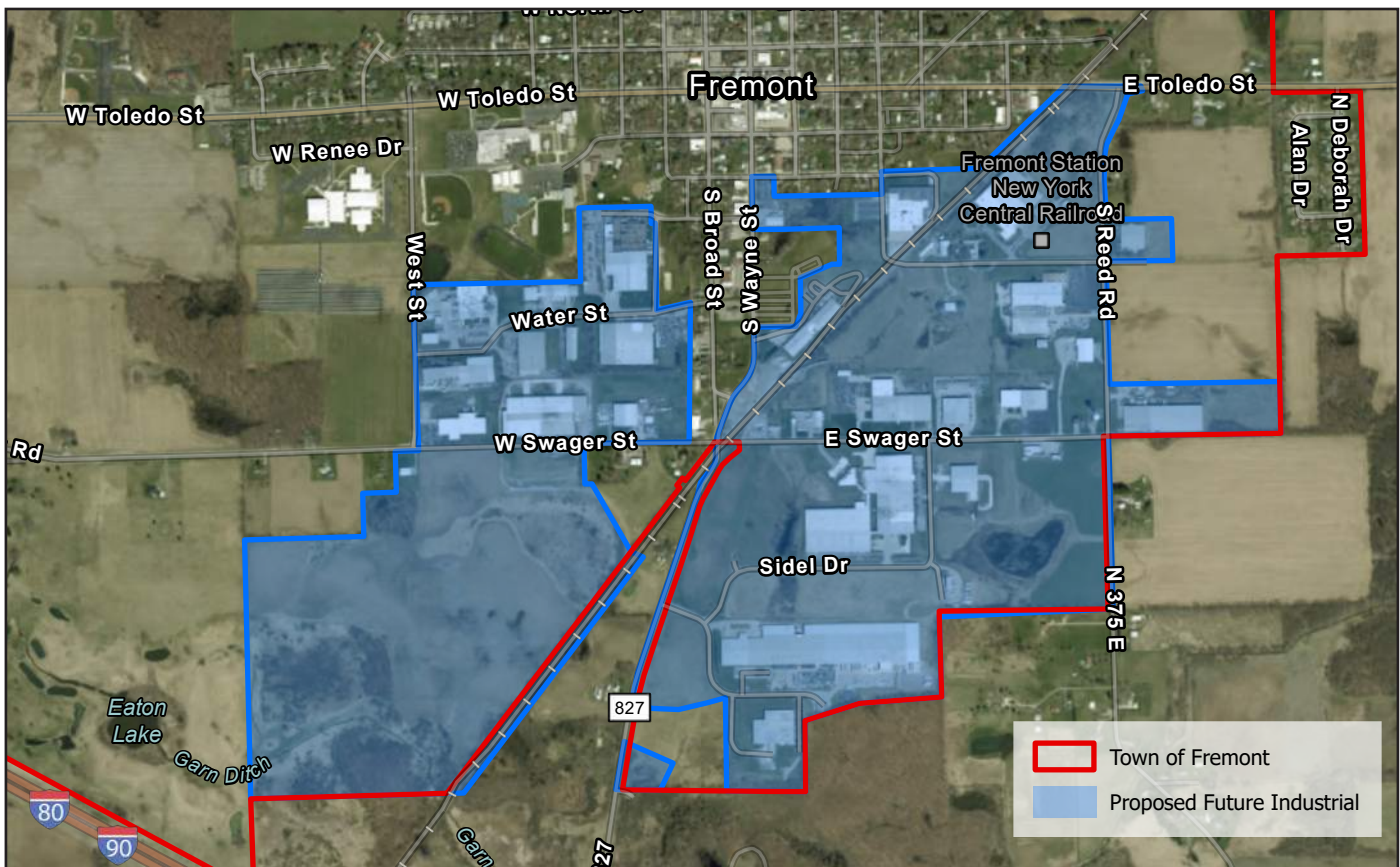
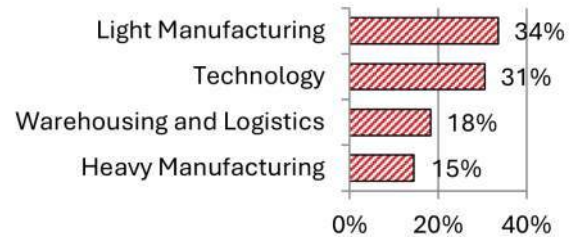
Fremont’s access to rail and two interstate highways provides benefits that many other communities cannot offer industrial businesses. The town is already home to many industrial users and an estimated 37% of the town’s employed population (age 16 and over) is currently employed in the manufacturing industry (Esri 2024 forecast).

Industrial uses are concentrated in the southeast quarter of Fremont, within town limits. Approximately 15% (297 acres) of the town’s land is taxed as industrial use, according to Steuben County data. More than 125 acres are taxed as light manufacturing and assembly. Another 10 acres are taxed as small industrial shops. There is no heavy manufacturing use in Fremont.

Respondents to the Community Survey suggest there is some support for additional light manufacturing and tech businesses. The Town has identified approximately 200 additional acres that the Town would encourage for new industrial development. All future industrial uses will be encouraged to locate inside town limits and primarily in the south of town where industrial uses are already operating to make efficient use of existing infrastructure and keep truck traffic to a minimum in the rest of the town.

I feel that the following types of industrial businesses would be a positive addition to Fremont. (Select all that apply)

(2025 Fremont Community Survey, 131 Responses)



INDUSTRIAL LAND USES

PURPOSE:

To establish opportunities for industrial businesses to thrive in town, especially those that provide employment for Fremont residents.

GENERAL LOCATIONS:

- Located along the Railroad
- Southeast quadrant of the town, south of Hardy Street

APPLICATIONS:

- Agriculture processing, storage and supply
- Manufacturing and production
- Assembly
- Warehousing and distribution
- Science and technology companies
- Construction trades

EXAMPLES:

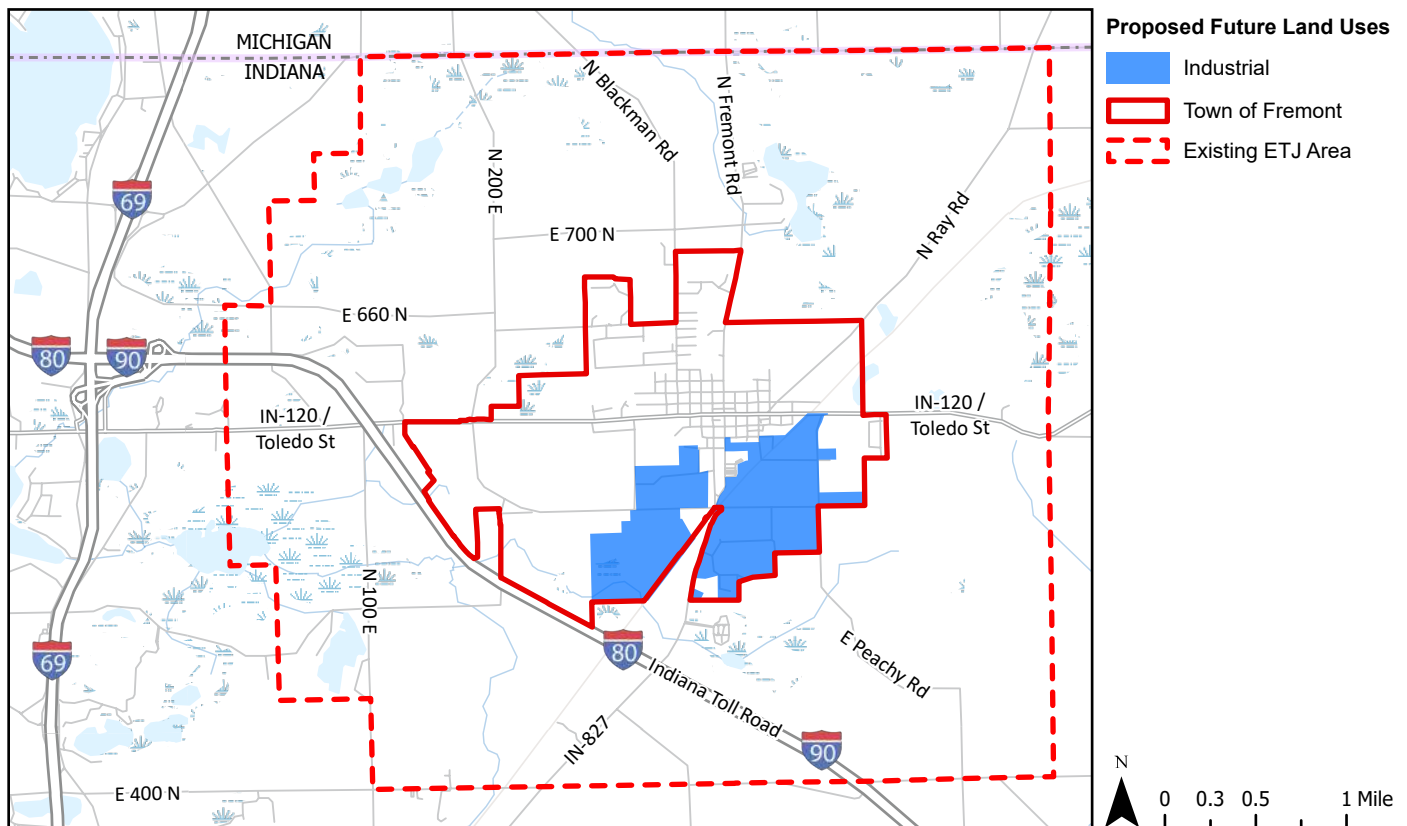
- Dexter Axle
- West Baking
- Rees, Inc
- Carver Non-Woven Technologies
- Swager Communications

APPROPRIATE ADJACENT USES:

- *Best Fit:* Government/Institutional, Parks and Recreation, Agricultural, Commercial Business, Industrial
- *Conditional Fit:* Conservation, Residential, Downtown

STRUCTURE AND DEVELOPMENT FEATURES:

- Screen outdoor storage areas when adjacent to residential development
- Buffer residential uses
- Connected to public utilities



Zoning Plan

FUTURE LAND USES AND CORRESPONDING ZONING DISTRICTS

The future land uses presented in this Comprehensive Plan do not directly relate to the Town's zoning districts. The table below shows how the future land uses could correspond to the districts outlined in Fremont's Zoning Ordinance.

	Conservancy District (CD)	Agriculture District (A)	Residence District 1, Single Family Residential (R-1)	Residence District 2, Two-Family Residential (R-2)	Residence District 3, Multi-Family Residential (R-3)	Residence District 4, Manufactured Home Subdivisions (R-4)	Central Business District (CB)	Small Business District (B-1)	Large Business District (B-2)	Ultra-Light Industry District (I-1)	Light Industry District (I-2)
Government and Institutional	No district relation. Allowed in all districts										
Parks and Recreation	No district relation. Allowed in all districts										
Conservation	✓										
Agricultural		✓									
Residential			✓	✓	✓	✓					
Mixed (Residential and Commercial Business)			✓	✓	✓	✓	✓	✓			
Downtown							✓				
Commercial Business							✓	✓	✓		
Industrial										✓	✓

APPROPRIATE ADJACENT LAND USE TABLE

The table below provides a quick reference for determining land use compatibility. The information in this table mirrors the content in each of the land use sections in this chapter.

	Government and Institutional	Parks and Recreation	Conservation	Agricultural	Residential	Mixed (Residential and Commercial Business)	Downtown	Commercial Business	Industrial
Government and Institutional	B	B	B	B	B	B	B	B	B
Parks and Recreation	B	B	B	B	B	B	B	B	B
Conservation	B	B	B	C	C	C	C	C	C
Agricultural	B	B	C	B	B	B	C	B	B
Residential	B	B	C	B	B	B	B	B	C
Mixed (Residential and Commercial Business)	B	B	C	B	B	B	B	B	C
Downtown	B	B	C	C	B	B	B	B	C
Commercial Business	B	B	C	B	B	B	B	B	B
Industrial	B	B	C	B	C	C	C	B	B

B = "Best Fit." These are ideal uses to be located adjacent to each other.

C = "Conditional Fit." These uses may be appropriate when the more intensive development is installed with sensitivity to the adjacent, less intense land classification.

IMPLEMENTATION STRATEGY

How this Chapter is Organized

The following pages outline a list of actions the Town of Fremont has identified as ways to work towards the Town's land use goals. See page 23 for a list of these goals and pages 24–27 to see how each action addresses the stated goals.

Actions have been **categorized** by type:

- Administration and Management
- Research
- Budget Development
- Facilities and Infrastructure Improvements
- Public Outreach
- Marketing
- Community Building

Each category has been further divided to highlight the expected **timeframe**:

- Ongoing: Action will not be completed, but rather is continuous or recurring.
- M 1–12: Action will be completed within the first year after plan adoption.
- Y 1–5: Action will be completed within years 1 to 5.
- Y 6–10: Action will be completed within years 6–10.
- Y 10+: Action is anticipated to be completed after 10 or more years.

Lead role and supporting **roles** are identified for each action:

The role identified as the "Lead" will take responsibility for initiating the action and coordinating its progress. Roles identified as "Supporting" will provide input, direction, and resources as able.

Lead Role:

Supporting Role:

Administration and Management			
ONGOING	Admin 1: Utilize existing ordinances to enforce compliance while also working with partners and experts to identify resources to assist property owners in improving the safety and appearance of dilapidated buildings throughout the town, especially along primary corridors and downtown.	Steuben County Building Department	Clerk-Treasurer, Zoning Administrator, Town Council, Property Owners, Historical Society
	Admin 2: Use the zoning ordinance and development approval process to influence land use decisions that preserve high quality agricultural uses outside of corporate limits but within the Fremont ETJ.	Zoning Administrator	Clerk-Treasurer, Plan Commission, BZA
	Admin 3: Utilize the development approval process to ensure local public services and utilities can meet the demand and expectations of current residents and businesses while facilitating new development.	Zoning Administrator	Clerk-Treasurer, Plan Commission, BZA
	Admin 4: Utilize the zoning ordinance and development processes to direct development to areas outside of conservation land use or zoning districts, both within Fremont and its ETJ.	Zoning Administrator	Clerk-Treasurer, Plan Commission, BZA
	Admin 5: Utilize USDA Web Soil Survey, Farmland Classification field in the GIS layer to inform land use decisions for land taxed or zoned for agriculture with in the town and ETJ.	Zoning Administrator	Clerk-Treasurer, Plan Commission, BZA
	Admin 6: Maintain the sidewalk and trail network to provide safe bike and pedestrian options throughout Fremont to connect popular destinations and services.	Street Department	Clerk-Treasurer
	Admin 7: Periodically review the safety of street corridors and intersections and prioritize improvements to the town's roadways.	Street Department	Clerk-Treasurer
	Admin 8: Develop and maintain an inventory utilizing tax records, complaints, utility service records, etc. to track and promote the reuse of under-utilized, vacant, or abandoned structures and lots for residential, commercial, and industrial purposes.	Clerk-Treasurer	Steuben County Building Department, Police, Fire, Street, Water, and Wastewater Departments
M 1-12	Admin 9: Work with IDNR to proactively rezone land identified as conservation in the Future Land Use Map.	Zoning Administrator	Clerk-Treasurer, Town Council, IDNR, Legal Counsel
	Admin 10: Develop a policy or MOU with Steuben County Health Department to prevent development utilizing well and septic on properties that the town would like to see annexed.	Clerk-Treasurer	Town Council, Steuben County Health Department, Legal Counsel
Y 1-5	Admin 11: Establish a town-wide stormwater management and erosion control ordinance.	Clerk-Treasurer	Town Council, Legal Counsel

Lead Role:

Supporting Role:

Research			
M 1-12	Research 1: Evaluate the benefits of expanding the ETJ to the west into the areas already served by Fremont public utilities.	Clerk-Treasurer	Town Council, Zoning Administrator, Police, Fire, Street, Water, and Wastewater Departments, Consultant
	Research 2: Review the zoning ordinance to determine if additional setbacks on land adjacent to conservation districts are needed to further protect these areas.	Zoning Administrator	Clerk-Treasurer, Legal Counsel, Consultant
	Research 3: Review the zoning ordinance and subdivision control ordinance to determine if they can be used to incentivize conservation and preservation of prime agricultural land in the Fremont ETJ.	Zoning Administrator	Clerk-Treasurer, Legal Counsel, Consultant
	Research 4: Review the zoning ordinance to see if allowing for a mix of residential and commercial uses can help to strengthen neighborhoods, improve accessibility of commercial uses for residents, and strengthen local businesses by providing customers within close proximity.	Zoning Administrator	Clerk-Treasurer, Legal Counsel, Consultant
	Research 5: Use current land use data from Steuben County to identify properties used for agricultural purposes within town limits and the ETJ.	Zoning Administrator	Clerk-Treasurer, Steuben County GIS, Consultant
Y 1-5	Research 6: Investigate incentives and programs to assist with affordability of housing units within town limits.	Clerk-Treasurer	Town Council, SCEDC, Consultant
	Research 7: Investigate incentives such as residential tax abatements, residential tax increment financing, and public-private partnerships to attract new housing options within town limits to make housing more available and affordable.	Clerk-Treasurer	Town Council, SCEDC, Consultant
	Research 8: Investigate incentives such as tax abatements, tax increment financing, and public-private partnerships to attract new commercial development within town limits and in commercial corridors including downtown.	Clerk-Treasurer	Town Council, SCEDC, Consultant
	Research 9: Investigate incentives such as tax abatements, tax increment financing, and public-private partnerships to attract new and expansions of industrial businesses within town limits.	Clerk-Treasurer	Town Council, SCEDC, Consultant
	Research 10: Investigate use of the Town's zoning and subdivision control ordinances to incentivize conservation and preservation of environmentally sensitive areas in the Town and ETJ.	Zoning Administrator	Clerk-Treasurer, Legal Counsel, Consultant
	Research 11: Work with IDNR and local advocates and experts to identify any additional critical resources that should be protected through conservation and/or preservation activities.	Clerk-Treasurer	Town Council, IDNR, Consultant
	Research 12: Work with local partners to identify and support the needs of existing businesses in Fremont so they can remain and grow in the community.	Chamber of Commerce	Clerk-Treasurer, Business Owners, Town Council, SCEDC
	Research 13: Develop a coordinated strategy to strengthen and diversify the local economy.	Chamber of Commerce	Clerk-Treasurer, SCEDC, Consultant
	Research 14: Work with local partners to identify incentives to attract commuters and telecommuters to become Fremont residents.	Chamber of Commerce	Clerk-Treasurer, Business Owners, Town Council, SCEDC
	Research 15: Work with local partners to identify locations and promote Fremont's commercial areas for local service businesses, such as a grocery and household goods stores.	Chamber of Commerce	Clerk-Treasurer, Business Owners, Town Council, SCEDC

Lead Role:

Supporting Role:

Budget Development			
ONGOING	Budget 1: Provide financial and technical support for the efforts of the Parks Committee to establish and maintain quality parks and recreational opportunities.	Town Council	Clerk-Treasurer, Parks Committee, Street Department
	Budget 2: Establish a capital budget to support incremental improvements to the pedestrian network, starting with the highest benefiting projects, recognizing the desire and need for a contiguous pedestrian network.	Town Council	Clerk-Treasurer, Street Department, Parks Committee, Chamber of Commerce, Fremont Schools
	Budget 3: Offer incentives to existing and potential small businesses to operate within Fremont's downtown.	Town Council	Clerk-Treasurer, Chamber of Commerce
	Budget 4: Offer incentives to existing and potential small businesses to operate within Fremont town limits.	Town Council	Clerk-Treasurer, Chamber of Commerce
Facilities and Infrastructure Improvements			
ONGOING	Facilities 1: Make prioritized improvements to the town's roadways based on periodic reviews of the safety of street corridors and intersections.	Street Department	Clerk-Treasurer
	Facilities 2: Expand the sidewalk and trail network to provide safe bike and pedestrian options throughout Fremont to connect popular destinations and services.	Street Department	Clerk-Treasurer
Y 1-5	Facilities 3: Implement a wayfinding system to provide direction to various town assets. The wayfinding system signs and materials should utilize the town's brand strategy in its design.	Clerk-Treasurer	Town Council, Street Department, Parks Committee, Chamber of Commerce
	Facilities 4: Enhance the East, West and South "entrances" into the town with a unique physical feature, thus establishing brand recognition at the primary gateways.	Clerk-Treasurer	Town Council, Street Department, Chamber of Commerce, Consultant
Y 6-10	Facilities 5: Establish a stormwater utility in anticipation of future drainage needs.	Clerk-Treasurer	Town Council, Consultant
Public Outreach			
ONGOING	Outreach 1: Partner with the high school to provide workforce development after identifying gaps in skills needed by local businesses and industries.	Fremont Chamber of Commerce	Fremont Schools, Business Owners
	Outreach 2: Work with IDNR, local advocates, and educators to increase public awareness and support for protecting natural resources through informational and educational activities.	Clerk-Treasurer	IDNR, Fremont Schools
	Outreach 3: Work with property owners and experts to utilize or develop incentives to maintain historical structures in the community that are residential structures or could be converted for residential use.	Fremont Historical Society	Property Owners, Steuben County Building Department, Clerk-Treasurer, Town Council
	Outreach 4: Work with property owners and experts to utilize or develop incentives to maintain historical structures in the downtown.	Fremont Historical Society	Property Owners, Steuben County Building Department, Chamber of Commerce, Clerk-Treasurer, Town Council

		Lead Role:	Supporting Role:
ONGOING	Outreach 5: Work with property owners and experts to utilize or develop incentives to maintain historical structures in the community that are commercial structures or could be converted for commercial use.	Fremont Historical Society	Property Owners, Steuben County Building Department, Chamber of Commerce, Clerk-Treasurer, Town Council
	Outreach 6: Work with property owners that are adjacent to the town to promote annexation of properties into the town for access to utilities and services and to reduce environmental impacts on groundwater.	Clerk-Treasurer	Property Owners, Town Council, Legal Counsel
	Outreach 7: Work with property owners to identify and pro-actively zone land that is attractive for residential development.	Clerk-Treasurer	Property Owners, Zoning Administrator, Town Council, Legal Counsel
Marketing			
ONGOING	Marketing 1: Actively work with Steuben County Economic Development and Northeast Indiana's economic development organizations to promote Fremont's rail access, interstate access, and available industrial buildings and sites.	Fremont Chamber of Commerce	Steuben County Economic Development, Clerk-Treasurer
	Marketing 2: Contribute information to local partners to develop and maintain an inventory to promote development and redevelopment opportunities for industrial property in Fremont.	Fremont Chamber of Commerce	Steuben County Economic Development, Clerk-Treasurer
	Marketing 3: Promote local assets such as parks, public spaces, natural areas, and small town charm as a quality of place strategy to attract and retain businesses and residents to Fremont.	Fremont Chamber of Commerce	Steuben County Economic Development, Clerk-Treasurer
	Marketing 4: Promote Fremont as a great place to live to help strengthen property values and provide a ready workforce for a vibrant economy.	Fremont Chamber of Commerce	Steuben County Economic Development, Clerk-Treasurer
Community Building			
ONGOING	Community 1: Establish and improve local festivals or community events to help bring the town's people together and welcome visitors in public spaces.	Fremont Chamber of Commerce	Steuben County Economic Development, Clerk-Treasurer
	Community 2: Establish and improve local festivals or community events in downtown to help bring the town's people together and welcome visitors.	Fremont Chamber of Commerce	Steuben County Economic Development, Clerk-Treasurer

APPENDIX

- A. 2025 Fremont Community Survey Results
- B. 2025 Fremont Parks Use Survey Results
- C. Town Planning Workshop Sign-in Sheet
- D. Town Planning Workshop - Proposed Programs
- E. Historic Structures List
- F. Draft Comprehensive Plan Open House Sign-in Sheet
- G. Draft Comprehensive Plan Open House Comments Received
- H. Public Hearing Minutes
- I. Resolution of Adoption