Comprehensive PLAN UPDATE

PRELIMINARY DRAFT
July 3, 2015

ACKNOWLEDGMENTS

This would not have been possible without the support of the following individuals and organizations:

Plan Commission

Clinton Bohm - President
Mike Roberts - Vice President
Robby Halford
Bryan Sheward
Josh Westrich
Dennis Anderson
Jason Lawson

Steering Committee

Marc Applegate
Jessica Averitt Kaser
Susan Austin
Clinton Bohm, Chair
Bryan Brackemyre
Jim Cunningham
Carol Drake
Robby Halford
Steve Jacob
Katie Klimaszewski
Jim Longest
Kevin Russell
Kyle Weathers
Cairril Mills

Town Council

Susan Austin, District 1
Julie Whitman, District 2
Eric Miller, District 3
Dawn Semmler, District 4
Kevin Russell, District 5

Town Staff

Dax Norton, Town Manager
Tanya Sumner, Assistant Town Manager
Amanda Andrews, Clerk-Treasurer
Lauren Bailey, Director of Planning and Community Involvement
Steve Unger, Town Attorney
John Molitor, WPC Attorney
Dennis Anderson, Police Chief
Jason Lawson, Public Works Director
Josh Westrich, Fire Chief
Nathan Messer, Director of Parks and Recreation

Redevelopment Commission

Robby Halford - President
Sarah Ford - Vice President
Eric Miller - Secretary
Megan Swain
Julie Whitman

VISION AND GOALS

LAND USE

TRANSPORTATION & CIRCULATION

MUNICIPAL SERVICES

PARKS, OPEN SPACE, & RECREATION

ECONOMIC DEVELOPMENT

WHITESTOWN

Comprehensive PLAN UPDATE

Table of Contents

ACKNOWLEDGMENTS

CHAPTER 1	•	Introduction	page 6
CHAPTER 2	•	Community Background	page 10
CHAPTER 3	•	Vision and Goals	page 26
CHAPTER 4	•	Land Use	page 32
CHAPTER 5	•	Transportation & Circulation	page 56
CHAPTER 6	•	Municipal Services	page 64
CHAPTER 7	•	Parks, Open Space & Recreation	page 72
CHAPTER 8	•	Economic Development	page 78
CHAPTER 9	•	Implementation	page 92
APPENDIX A	•	Public Involvement	page 114
APPENDIX B	•	Tools & Resources	page 120

REFERENCE DOCUMENTS

- 2013 Whitestown Transportation Plan
- Whitestown Five-Year Parks and Recreation Master Plan
- 2012 Whitestown Downtown Revitalization Master Plan
- 2014 Whitestown Economic Development Plan
- Whitestown Recreation Impact Fee Zone Improvement Plan
- Fire and Police Five Year Strategic Plans

Chapter 1: Introduction

IN THIS CHAPTER

This chapter outlines the Indiana Code requirements, the planning process, how to use this Plan, and key terms and phrases.

- **Overview**
- **Purpose**
- **Standards**
- **The Planning Process**
- **History Overview**
- **Community Overview**
- **Using the Plan**
- **Key Terms and Phrases**

OVERVIEW

The Town of Whitestown initiated an update in 2014 to the existing comprehensive plan (adopted in 2005) to focus the efforts of the community around a unifying vision in response to unprecedented changes in growth in Whitestown, both in land area and population. Growth is expected to continue, requiring a unified vision for future development and the character of the Town.

As recognized on the acknowledgments page, a large group of dedicated citizens and Town staff were involved in helping this plan come to fruition. The Taylor Siefer Williams Design group along with the firm of GRW helped to craft the initial plan update. Concurrently with the plan update, the Town was working on an economic development plan with HWC Engineering. The Town retained HWC to merge the Economic Development Plan and the Comprehensive Plan Update into the finished 2015 Whitestown Comprehensive Plan Update before you.

The 2015 Whitestown Comprehensive Plan Update will serve as the guiding document that Town officials, decision makers, developers and residents can reference as development and reinvestment occurs. This plan is intended to be a flexible document and broad in nature so that the Town can respond to changes or unforeseen circumstances.

The ideas that will guide Whitestown into the future have been divided into five topic-focused plan elements that include:

- **Land Use**
- **Transportation & Circulation**
- **Municipal Services**
- **Parks, Open Space, & Recreation**
- **Economic Development**

Each plan element chapter contains guiding policies. Action steps are listed in the implementation chapter.

PURPOSE

The State of Indiana establishes the minimum requirements and purpose of a comprehensive plan (500 series of IC 36-7-4). The primary purpose of a comprehensive plan is to articulate the broader vision of the community and establish guiding principles and policies for future growth and development. Indiana Code states that a comprehensive plan should promote the public health, safety, morals, convenience, order or the general welfare for the sake of efficiency and economy in the process of development. A comprehensive plan does not focus on the needs and desires of one property owner, business or neighborhood. This plan is intended to be broad in nature to provide community leaders with the flexibility to implement the community-wide vision, goals and strategies while responding to changing community conditions that are likely to occur over the life of the plan.

STANDARDS

The State of Indiana has developed specific requirements and minimum content for a comprehensive plan (500 series of IC 33-7-4). The elements of a comprehensive plan, at a minimum, should include:

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

A comprehensive plan may also include a multitude of additional topics, community issues and strategies, such as surveys/studies of current conditions, maps/graphics, reports, and recommendations.

1: INTRODUCTION

THE PLANNING PROCESS

The purpose of The Whitestown Comprehensive Plan 2015 Update is to develop strategies for a successful future.

This Plan had many opportunities for the public to provide feedback through public meetings, a steering committee, and key person interviews. The information and ideas gathered from these public input opportunities were used to establish recommendations and concepts included in this Plan. See *Appendix A: Public Involvement* for more information on the public participation process.

The feedback provided serves as a foundation of the planning process. The process was guided by the following four key questions:

"Where are we now?"

"Where are we going?"

"Where would we like to go?"

"How do we get there?"

HISTORY OVERVIEW

The Town of Whitestown was incorporated in 1947 with an initial population of 499 from a special census taken in 1948. The Town was named after Senator Albert S. White. The current Town boundary encompasses nearly 6,760 acres.

For more about Sentator White and a detailed history of the community, see *Chapter 2 Community Background.*

COMMUNITY OVERVIEW

Below is an overview of community characteristics that define Whitestown. For a detailed report of the data trends see page 19.

Population Trends Summary:

- Whitestown's population in 2010 was 2,867.
- Whitestown's population has increased more than 5 fold from 2000 to 2010.
- Whitestown is less diverse in terms of race and ethnicity when compared to Indiana and the comparison communities.
- Whitestown's population has a very young median age compared to Indiana and is lower than all the comparison communities.
- Whitestown has a high rate of educational attainment beyond the high school level.

Housing Trends Summary:

- Whitestown has a smaller percentage of one-person households (19%) than Indiana (27%) but a higher percentage of households with school-aged children (44% in Whitestown compared to 33% in Indiana).
- The median housing value is similar to most comparison communities ($159,400) but Whitestown has a higher median rent ($1060/month).
- Whitestown has a comparable homeowner vacancy rate (2.8%) and a higher rental vacancy rate (13.7%).
- Whitestown has a newer and growing housing stock with over 66% of all housing units being constructed since 1990.

Economic Trends Summary:

- Whitestown has a larger number of persons commuting to work by means other than a private vehicle than most communities.
- The percentage of residents who are part of the workforce is much higher than most communities and unemployment is estimated to be 2.7%.
- The median household income is about $75,682; this is higher than Indiana, but lower than many of the comparison communities.

USING THE PLAN

This plan is divided into chapters that outline the direction the community wants to proceed for the future success of Whitestown:

CHAPTER 1: The **Introduction** presents the Indiana Code Requirements, planning process, and key terms.

CHAPTER 2: The **Community Background** chapter details the history of Whitestown and provides an analysis of the demographic, housing

and economic trends.

CHAPTER 3: The **Vision and Goals** chapter introduces the over-arching statements and goals describing the desired future of Whitestown.

CHAPTER 4: The **Land Use** chapter outlines strategies to achieve the community's land use goals for development and other uses.

CHAPTER 5: The **Transportation & Circulation** chapter outlines strategies for connectivity and safe movement throughout the community.

CHAPTER 6: The **Municipal Services** chapter outlines strategies to improve and maintain infrastructure, facilities and recreational amenities of the community.

CHAPTER 7: The **Parks, Open Space & Recreation** chapter outlines strategies to provide a diverse range of facilities and areas for physical activity and protected environments.

CHAPTER 8: The **Economic Development** chapter outlines strategies to maintain and build partnerships within and around Whitestown.

CHAPTER 9: The **Implementation** chapter outlines the overall timeline and sequencing of action steps.

APPENDIX A: The **Public Involvement** appendix outlines the public participation process and summarizes input received.

APPENDIX B: The **Tools & Resources** appendix outlines the tools, resources, programs and funding available to assist with implementation of the comprehensive plan.

Reference Documents

The following documents have been referenced during the creation of this plan and are hereby incorporated by reference into this Plan except to the extent that they are substantially superseded by this 2015 update.

- 2013 Whitestown Transportation Plan
- Whitestown Five-Year Parks and Recreation Master Plan
- 2012 Whitestown Downtown Revitalization Master Plan
- 2014 Whitestown Economic Development Plan
- Whitestown Recreation Impact Fee Zone Improvement Plan
- Fire and Police Department Five-Year Strategic Plans

KEY TERMS & PHRASES

Action Step – Specific steps that are recommended by the Plan and are important to understand in order to effectively use the document and implement the Plan's vision.

Vision Statement – A broad statement that creates a specific focus for the Plan Elements. Vision statements are usually lofty in scope yet attainable within the planning horizon of 20 years.

Key Person/Stakeholder – A person who is in some way responsible for implementing the Plan, in whole or in part, or has a vested interest in the outcome of the Plan.

Guiding Policies – A statement that reflects general or universal goals for the Plan Element.

Planning Horizon – The period of time the Plan intends to address community development or the community's vision. This Plan uses a 20-year planning horizon.

Policy – A definite course or method of action to guide present and future decisions. Policies can be legislative or administrative in approach.

Steering Committee – A group of people chosen to represent a cross-section of the community and guide the comprehensive planning process. They serve as liaisons between the community, the consultant, and Town staff during the planning process.

Chapter 2: Community Background

IN THIS CHAPTER

This Chapter details the history of the Town of Whitestown and existing conditions, serving as a starting point for the Plan's Vision and Elements.

- **Early History**
  - **Lincoln Funeral Train**
  - **Railroads**
- **Whitestown Incorporation**
- **Schools**
- **Utilities**
- **Annexations**
- **Anson**
- **Farm-Heritage Trail**
- **Infrastructure Improvements Projects**
- **Demographic Trends**
- **National Trends**
- **How Does Whitestown Compare?**
- **Whitestown Population Trends**
- **Whitestown Housing Trends**
- **Whitestown Economic Trends**

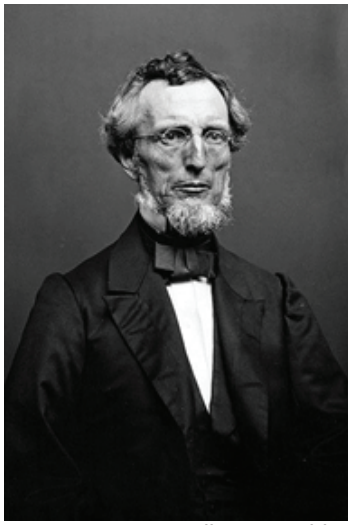
EARLY HISTORY

Indiana became a state in 1816. Two years later, the U.S. Government made an agreement, known as the "New Purchase Treaty," with the Miami Indians. The agreement made way for many new Indiana counties, including Boone County, to be formed. The treaty opened the land to speculators and settlers in 1820. The first land purchase within the area that would later become Boone County was in September 1822.

In 1828, the state authorized construction of Michigan Road from Indianapolis to Lake Michigan. Passing through the eastern part of Boone County, just east of Zionsville, the road became one of the most-traveled highways in the state. In 1829, legislation was passed in order to formally organize a new county northwest of Indianapolis. The new county, named in honor of legendary frontiersman Daniel Boone, was officially established on April 1, 1830, with a population of 622. JamesTown was expected to be the county seat, but state law required all county seats to be within two miles of the center of their counties, so in 1831, Lebanon became the county seat.

Throughout the 1830s and 1840s, railroads and canals competed for state funding. By 1849, just a little over 100 miles of track had been laid in the state, but in the 1850s there was an explosion of growth. In fact, by 1860, a remarkable 2,100 miles of Indiana railroad was in use! Boone County, situated between Indianapolis and Lafayette, was a beneficiary of this expansion. As the track routes were developed, the railroad determined to position a station along the tracks about every 8-10 miles. Accordingly, when the tracks were laid through Boone County in 1851, the Whitestown station was built on the land of Abram Neese in Section 19, approximately nine miles southeast of Lebanon on the rail line from Indianapolis to Lafayette. Several nearby Towns were formed along the same rail line, including Zionsville and ThornTown. The first train, *The Lafayette and Indianapolis*, passed through Whitestown on December 16, 1852.

Whitestown was initially called New GermanTown. As efforts were made to secure a post office, it was discovered that Indiana already had a Town with that name (in Wayne County). So, in 1852, the Town name was changed to Whitestown tp secure a post office. This was apparently in honor of U.S. Senator Albert Smith White, who served two terms in the Unitesd States House of Representatives (1837-1838 and 1861-1862), and one term in the US Senate (1839-1845). In 1845, he returned to Indiana where, among other roles, he served as president of the Indianapolis and Lafayette Railroad, whose rails ran through Whitestown. He re-entered politics in 1860 and was once again elected to the US House of Representatives (1861-1863). Mr. White famously served on the Select Committee on Emancipation and Colonization during the Lincoln administration. After his term in the House, he was appointed by President Lincoln to serve on a three-man commission formed in order to judge claims from citizens made against the government regarding attacks made by Native Americans. Thereafter he was named a judge for the U.S. District Court for Indiana where he served until his death in 1864. Senator White is buried in Greenbush Cemetery in Lafayette. His epitaph reads, "In all relations of life, admirable. As a friend, sincere. As a citizen, public spirited. As a lawyer, honest. As a legislator, wise. As a judge, without reproach."

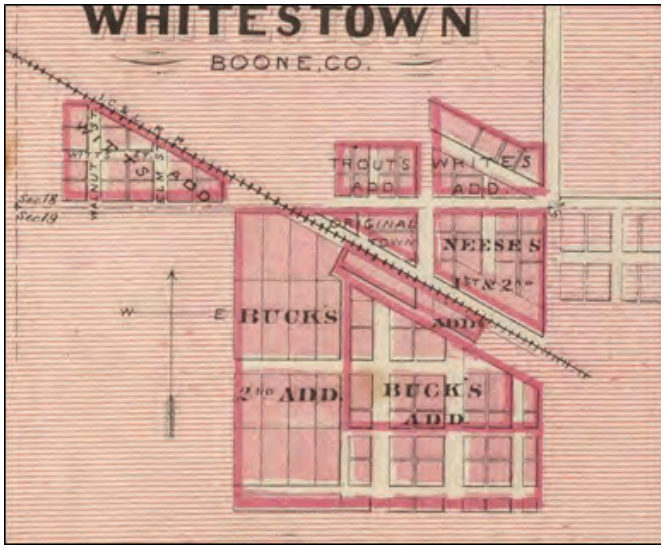


Senator Albert S. White (1803-1864)

LINCOLN FUNERAL TRAIN

In the spring of 1865, a train carried the body of assassinated President Abraham Lincoln on a nearly two-week-long funeral procession from Washington, D.C. to Springfield, Illinois, where the 16th president's body was laid to rest. The funeral train, called *The Lincoln Express*, consisted of no fewer than nine cars, including the funeral car, officers' car, six passenger cars and one baggage car. A pilot train operated 10-15 minutes ahead of

2: COMMUNITY BACKGROUND



An Early Whitestown Map, c.1876
(Note: map contains obvious errors)

the actual funeral train. The procession left Washington on April 21, 1865, and proceeded across the Northern states, stopping for formal funeral ceremonies in 12 major cities. Mourners in smaller communities watched the train as it passed through their Towns, many of them holding makeshift memorial services along the 1600-mile route. The train passed through Whitestown at 1:00 a.m. on May 1 where reportedly, 100 people gathered around a single bonfire. It then continued on through Lebanon, ThornTown, and other Indiana communities on its way to Chicago, arriving there at 11:00 a.m. On May 4, 1865, Lincoln's body was placed in the reception vault at Oak Ridge Cemetery in Springfield, Illinois, though he wasn't officially buried until 1901, when his cemetery monument was completed.

RAILROADS

The railroad was the impetus of Whitestown's creation and the central component of its early history. Whitestown served as an early trading and merchant center along the railroad corridor since it was located in a prime agricultural area. It connected the village to other regional communities and provided swift delivery of goods and passengers in and out of Whitestown. The grain elevator and train depot were vital facilities in the new Town.

Henry C. Lord, then-president of the Indianapolis and Cincinnati Railroad, acquired the Lafayette line after threatening to build a competing line through Crawfordsville. The Indianapolis and Lafayette Railroad owners yielded and the two railroad companies were merged, becoming the Indianapolis, Cincinnati and Lafayette Railroad on February 14, 1867. This event is noteworthy because it is the route through Crawfordsville that has stood the test of time. It is still active today, while the through-Whitestown route was completely abandoned nearly 30 years ago.

Over the years, due to mergers and buyouts, several different railroad companies operated the trains through Whitestown:

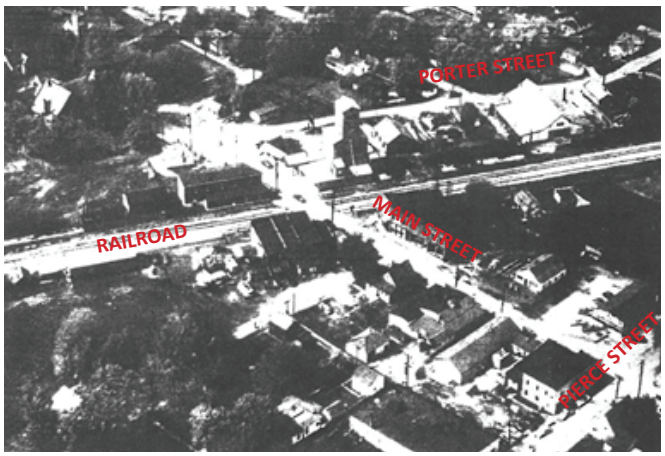
- 1852-1867 Lafayette and Indianapolis Railroad
- 1867-1880 Indianapolis, Cincinnati and Lafayette Railroad
- 1880-1889 Cincinnati, Indianapolis, St. Louis and Chicago Railway
- 1889-1930 Cleveland, Cincinnati, Chicago and St. Louis Railway, a.k.a. "The Big Four"
- 1930-1968 New York Central Railroad
- 1968-1976 Penn Central Company
- 1976 Conrail

The 11.6 mile rail line from Zionsville to Lebanon, including the segment in Whitestown, was abandoned in 1976 (Docket USRA-574) as part of the Conrail reorganization; the remaining segment of the original line from Indianapolis to Lafayette was ultimately abandoned in 1985 (Docket AB-167-637-N).

WHITESTOWN INCORPORATION

In September 1946, a petition for the incorporation of the Town of Whitestown was entered into the minutes of the Board of Commissioners of Boone County. The petition was signed by more than one-third of the resident real estate owners and legal voters within a 121.57-acre description of the boundary of the proposed Town limits. It asked that an election be ordered to determine whether or not the Town should be incorporated.

In the October 1946 meeting of the Board, Clyde O. Laughner stated under oath that he posted copies of a notice of intent to present a petition for incorporation at the October Board meeting at three locations: McMakin Printing Office, Loren Pipes' filling station and Carl Livengood's Hardware Store. Mr. Laughner filed a survey and map of the proposed incorporated area and a census of the resident population of the area.



This aerial photo, looking southwest, appeared in the *Indianapolis News*, May 16, 1953 (road names added)

The Board, satisfied with the proof of notice and that more than one-third of the residents had signed the petition, ordered that an election be held at Clarence Pipes' Skating Rink between 9:00 a.m. and 4:00 p.m. on October 26, 1946. This election apparently did not take place.

In the minutes of the February 1947 Board meeting, the election was rescheduled for the same hours on March 1, 1947, with the statement that "the restraining order heretofore issued by the Boone Circuit Court of the State of Indiana restraining and enjoining this board from proceeding further in this matter has been dissolved and that the petitioners in that action have been denied an injunction to restrain this board from assuming or exercising any further jurisdiction of this matter." No further information about this restraining order was found in the Commissioners' records.

In the March 3, 1947 Board meeting, Richard Adney, Attorney of Incorporation of the Town of Whitestown, filed the election returns, inspector oaths, affidavits and lists of voter names with the Boone County Auditor. These were approved by the Board and the following statement appears in their record: "And the Board now hereby declares, orders, adjudges that the territory referred to in the petition be incorporated as a Town under the laws of the State of Indiana, by the corporate name of the Town of Whitestown, Indiana."

A special census taken in 1948 set the Town's initial population at 499 (*Lebanon Reporter*, July 4, 1976). In the 1950 U.S. Census, the Whitestown population is shown to be 550. Ten years later, it reached its highest recorded 20th-century population at 613 residents.

SCHOOLS

In 1852, the state legislature established that local entities would administer the schools. As a result, in those days, townships, towns and cities each built and maintained independent schools for their children. Over 100 years later, the School Corporation Reorganization Act (1959) initiated a statewide dramatic change in the structure of Indiana schools. In the next ten years, the number of school corporations in Indiana dropped from

Whitestown High School, c.1928

900 to 400. In May 1963, at a public meeting, Worth Township residents voted 5:1 to join with the newly-organized Lebanon Community School Corporation (a consolidation of Center Township and Lebanon City Schools) in lieu of a liaison with Zionsville schools. Perry Township followed suit a month later. Soon thereafter, Zionsville, Eagle Township and Union Township would join to form a new school district of their own. After graduating its final senior class that spring, Whitestown High School was closed and students joined Lebanon schools the following year.

2: COMMUNITY BACKGROUND

UTILITIES

As the Town grew, it became apparent that improved public sewer infrastructure was needed. In the 1970s, a new wastewater treatment plant was constructed on the southeast side of Town. Then, in July 2004, Boone County Utilities (BCU) was acquired by Whitestown. The BCU purchase was extremely significant to the development and growth of the Town. The expansion of the utility territory also initiated a large annexation which included the Anson Planned Unit Development (PUD) area. The Anson PUD was and continues to be a high growth area for mixed used development. Once this area was annexed, utilities continued to be expanded which initiated further annexations and growth for the Town.

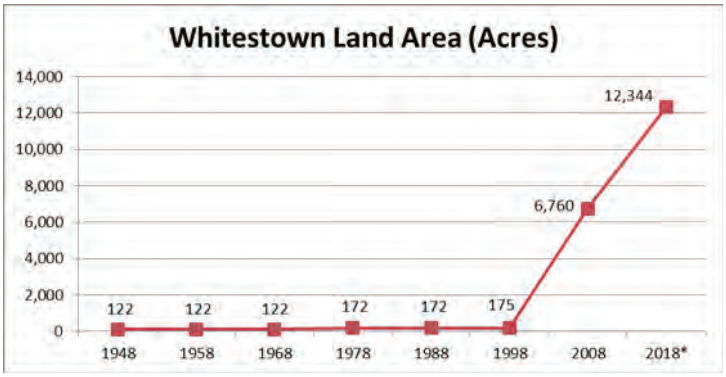
Another significant development of the BCU purchase is the increased financial solvency of the Whitestown Utilities. By increasing the utility company customer base, it allowed the utility to grow and cement their relevance in the area. The utility is now poised to serve larger areas than the Town limits such as the City of Lebanon and Perry Township. The BCU purchase can be traced back as the watershed event that continues to shape Whitestown's Town limits and utility today.

The original treatment plant served the original Town sufficiently, but with the explosion of growth in the Town's population and territory over the last 10+ years, it has become inadequate. In 2014, the Indiana Department of Environmental Management (IDEM) issued a construction permit for a new $20 million wastewater treatment plant on Town property along the county line southwest of the Town. Construction on the new plant began in 2014.

ANNEXATIONS

When the Town was incorporated in 1947, the boundary included approximately 122 acres (0.19 square miles). The next 50 years showed very little geographical growth as the Town boundary by 1998 had only increased to 175 acres (0.27 square miles) – a growth rate of less than 0.75%/year.

The next ten years would show remarkable growth in the Town, both in population and land area. Bolstered by the BCU purchase (see above) and the development of the Anson PUD, annexations enlarged the Town boundary to nearly 6,760 acres by 2008 – over 44%/year during that period.



* estimated

Table No. 2-1

Land Area of Communities in Indianapolis Area Counties
(Data from 2014 U.S. Census Gazetteer Files)

Community	County	Population Est.	Land Area (Sq. Miles)	"Density (Persons / Sq. Mile)"
Indianapolis	Marion	843,393	361.5	2,333.2
Zionsville	Boone	25,115	53.4	470.6
Carmel	Hamilton	85,927	47.5	1,810.2
Anderson	Madison	55,670	42.6	1,307.7
Fishers	Hamilton	83,891	34.4	2,437.7
Noblesville	Hamilton	56,540	31.6	1,789.2
Westfield	Hamilton	33,382	28.3	1,181.2
Greenwood	Johnson	53,665	24.9	2,151.9
Plainfield	Hendricks	30,097	22.2	1,358.6
Avon	Hendricks	13,708	18.1	757.6
Lebanon	Boone	15,781	15.6	1,009.9
Brownsburg	Hendricks	23,160	14.7	1,578.7
Whitestown	Boone	3,950	14.0	282.7
Franklin	Johnson	24,194	13.0	1,859.2
Greenfield	Hancock	21,249	12.9	1,653.1
Shelbyville	Shelby	19,253	11.6	1,664.9
Pendleton	Madison	4,219	11.2	377.1
Danville	Hendricks	9,424	6.9	1,359.9
Mooresville	Morgan	9,580	6.3	1,525.7
McCordsville	Hancock	5,183	4.7	1,098.1
Martinsville	Morgan	11,855	4.5	2,640.3

With several more annexations presently in process, it is anticipated that the Whitestown Town boundary will exceed 12,000 acres by 2018, positioning Whitestown as the tenth-largest community (measured by land area) in the nine-county Indianapolis area – 20% bigger than neighboring Boone County Seat, Lebanon.

ANSON

Anson Mills (1834-1924)

The Anson PUD is a 1700-acre, mixed-use, master-planned community located to the south/southwest of the original Town limits of Whitestown. The community is named for Boone County native son Anson Mills (1834-1924), an accomplished civil engineer, Union Army officer, and entrepreneur who grew up in nearby ThornTown. The Anson PUD's proximity to Indianapolis and Chicago, and its easy access to Interstate 65, make it a desirable location for businesses, homes and recreation. The site was annexed into Whitestown in 2007.

At its inception in 2004, developer Duke Realty envisioned a community of 650 single-family homes, over 2000 Townhomes and apartments, 13 million square feet of office, industrial, flex, medical and retail space, and over 200 acres of green space, including trails, parks, lakes and streams. It was estimated that the Anson PUD businesses would directly employ nearly 25,000 people with another 12,000 jobs created at other area businesses that would support the community. The economic impact of the development was expected to exceed $3.2 billion in Boone County each year. Construction on the first building in "AllPoints at Anson" began in 2006. Among the first companies to move into the area were Witham, Amazon.com, Medco, and ASI Limited. Retail giants such as CVS, Lowes and Meijer soon built new stores along Whitestown Parkway (formerly S.R.334), and assorted hotels, places of worship, banks and restaurants were opened in the area.

Nearby neighborhoods, such as Walker Farms, Maple Grove, and Eagles Nest, although outside the perimeter of the Anson PUD, also contributed greatly to the explosion of new housing in the area, developing over 1,600 single-family lots since the turn of the century. By 2014, thousands of apartments, Townhomes, and free-standing single-family homes had been built in and around the Anson PUD. Still more apartments and neighborhoods are in various stages of development throughout Whitestown, and it is estimated that by 2020, nearly 5,000 new housing units will be completed in the Town.

FARM HERITAGE TRAIL

This multi-use trail, under development across Boone County, is part of a 60+ mile connection between The Cultural Trail in downtown Indianapolis and ProphetsTown State Park just north of Lafayette, Indiana. A 10-mile segment from the west side of Lebanon to the north side of ThornTown at Sugar Creek is open for use. The trail is expected to extend south through Whitestown along the former rail bed and connect to the existing Zionsville Rail Trail at Boone County Road 875 E.

The Farm Heritage Trail project will foster economic development in Whitestown. It will bring both residents and daytime population into the Legacy Core to shop, dine and enjoy recreational activities, and it will provide the backbone of an extensive network of planned trails throughout Whitestown. These trails will greatly impact the historic downtown area and all of Whitestown in many ways, including:

- Improved pedestrian/bicycle access will create a safe environment for visitors to the historic downtown Whitestown area as well as other parts of the Town.
- Creation of a network of recreational trails will promote health and fitness among the community.

- Alternative means of transportation to school or work will help reduce pollution in the environment of the community.
- Linking the diverse areas of the Town, including historic downtown Whitestown, athletic fields, proposed and existing parks, school playgrounds, neighborhoods, churches and shopping/retail areas, will result in a holistic network of destinations, allowing each to benefit from the others.
- Trailhead(s) in the historic downtown will give safe access to the Farm Heritage Trail and the local trail network. The trailhead(s) could include amenities such as a Bark Park, nature/ wetland park, parking, and equestrian facilities.

INFRASTRUCTURE IMPROVEMENT PROJECTS

At the time of the preparation of this report, the projects in Table 2-2 are in various stages of development in Whitestown:

Table No. 2-2

Project	Owner	Status
Fire Station #71 Addition	Whitestown Fire Department	Complete
New Town Hall / Police Station	Town of Whitestown	Complete
New Wastewater Treatment Plant	Whitestown Municipal Utilities	Complete
A.S.White Drive Bridge and Road Improvements at Fishback Creek	Boone County	Complete
New Roundabout at Indianapolis Road and Whitestown Parkway	Town of Whitestown	In design
Main Street Improvements	Town of Whitestown	In design
146th Street “Whitestown Bypass” Road Realignment	INDOT and Boone County	In design
Ronald Reagan Parkway Extension	INDOT and Boone County	In design
New Storage Building	Whitestown Municipal Utilities	Being bid
Farm Heritage Trail Whitestown Section	Whitestown Parks Department	Under Construction
Water Main Replacements	Whitestown Municipal Utilities	Under Construction
Perry Worth Road Realignment	Town of Whitestown	Under Construction
New Elevated Water Tank	Whitestown Municipal Utilities	Under construction
New Sanitary Forcemain and Lift Station Upgrades	Whitestown Municipal Utilities	Under construction
Whitestown Parkway Widening	Valenti-Held	Under construction
New Gas Main and Substation	Vectren Corporation	Under construction

EXISTING CONDITIONS

The planning process for a comprehensive plan is informed by not only the community's vision for the future but also by historical trends, demographic characteristics and physical data. The existing conditions provide a snapshot in time – they represent Whitestown today. This chapter compiles and analyzes demographic and economic data to answer two key questions during the planning process: "Where are we now?" and "Where are we going?"

DEMOGRAPHIC TRENDS

The demographic analysis considers characteristics such as population, age, race, ethnicity, place of work, and educational attainment to identify demographic trends that will impact the future housing, education, jobs, recreation, transportation, community facilities and other needs of Whitestown.

Data gathered and analyzed for the purposes of this comprehensive plan update was primarily from the U.S. Census Bureau, Census on Population and Housing, and U.S. Bureau of Labor Statistics. Unless otherwise stated, the data used in this analysis was derived from the most recent, readily available data from the U.S. Census. As the community continues to change and updated data is released, trends and projections should be verified to ensure that the assumptions made about Whitestown's population, demographics, education and economy remain true. Revising projections will be especially important due to the rapid rate of growth of Whitestown. Communities can change quickly during rapid growth spurts which will in turn create new and sometimes differing community needs.

NATIONAL TRENDS

The United States is at a significant point in terms of changing demographic trends, and these trends are reflected in communities across the nation. With this, we need to consider questions such as: Who will be living in our community 20 to 30 years from now? How do we attract younger generations to our community? And, what dynamics should we plan for today?

America is Growing

The U.S. population has doubled since 1950. With 308.7 million people in 2010, the United States experienced the second lowest growth rate in the past century from 2000-2010 of 9.7%. By 2040, it is projected that the United States' population will be 440 million.[1]

The South and West had faster growth from 2000-2010 (14.3% and 13.8% respectively) than the Midwest and Northeast (3.9% and 3.2% respectively). In addition, just six states accounted for over half of the population increase in the U.S. in 2010 (Texas, California, Florida, Georgia, N. Carolina, and Arizona).[1]

The country is still growing but how we are growing as a population is changing dramatically. Nationally, people are delaying marriage and children. U.S. birth rates for women under 40 have generally been declining since the 1990s and they have increased for women 40-44 to the highest levels since 1967. Additionally, the mean age for first time mothers in the U.S. is consistently increasing, currently at 25.2 years.[2]

The "Traditional American Family" is now non-traditional. Husband-wife households only account for 48% of all households in 2010; the first time this figure fell below 50% of all households. Single-parent households are also dramatically increasing, growing about 40% from 2000-2010 (about 10% of all households). Unmarried couple households also grew by 41% during this time, nearly four times faster than overall household population grew (about 7% of all households). Many of the younger generations are showing a living preference for urban areas over rural areas. Multi-generational households also increased by 4.4% nationally. Finally, one in four households in 2010 consisted of someone living alone (one-person households), of which, one in three of single householders were over the age of 65.[3]

1 2010 Census Brief: Population Distribution & Change

2 CDC, National Vital Statistics Report, vol. 60, num. 2, November 2011

3 2010 Census Brief: Households and Families, SF 1, S1101

2: COMMUNITY BACKGROUND

America is Aging

Everyday 10,000 Baby Boomers reach the age of 65.[4] By 2050, one in five people in the United States will be over the age of 65. It's not a secret that Baby Boomers are reaching retirement age, and second to the size of a population group, age and gender are typically the most important demographic characteristics of a population for public policy. In 2010, 13% of the U.S. population was over the age of 65 years; furthermore, one in three single-households were over the age of 65. Nationally, the older population is more likely to live inside a Metropolitan Statistical Area (MSA). Women continue to outnumber men at older ages, but this gap is narrowing; at the age of 89, there are about twice as many women as men.[5]

America is Becoming More Diverse

By 2050, the U.S. is projected to become a Majority-Minority population, meaning that the white, non-Hispanic population will no longer be the majority. This trend is already present in the younger age cohorts as well as the overall population in many areas of the country; one out of 10 counties in the U.S. already has a Majority-Minority. Additionally, there are several states and the District of Columbia where the population follows this pattern, including Texas, California, Hawaii, and New Mexico.[6]

More than 50% of the growth in total population in the U.S. from 2000-2010 was due to the increase in the Hispanic population (15.2 million of 27.3 million people). Hispanics are now the nation's largest minority and are projected to approach one in every three people by 2050.[6]

The Asian population is also growing significantly nationally; this population currently totals only 5% of the U.S. population but is expected to be 9% of the population by 2050.[6]

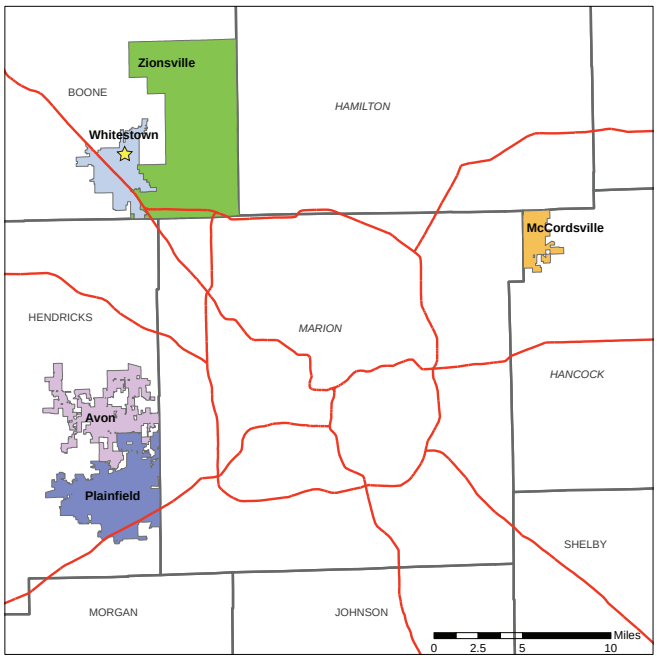
HOW DOES WHITESTOWN COMPARE?

It is important to identify any trends that are unique to Whitestown and trends where Whitestown mirrors county, regional, state or national trends. Comparison communities are used to help further identify these types of trends; this existing conditions analysis included the examination of peer communities in Indiana.

Each community was selected based on its geographic characteristics, demographic characteristics, and/or economic characteristics that share similarity to Whitestown. The comparison communities used in this analysis include:

- Avon, Hendricks County, Indiana
- McCordsville, Hancock County, Indiana
- Plainfield, Hendricks County, Indiana
- Zionsville, Boone County, Indiana

In addition, Boone County, the State of Indiana and the United States were used as comparisons.



Location of comparison communities

It is also important to note that census geographies are not static; boundaries can change or be redrawn entirely due to changes in political boundaries, population growth or other factors. For the purposes of comparing historical (such as 2000) and current (such as 2010) census data, the geographic areas are considered to be generally equivalent.

4 Pew Research Center (www.pewresearch.org)

5 2010 Census Brief: The Older Population, SF 1

6 2010 Census Brief: Overview of Race and Hispanic, SF 1, QT-P3

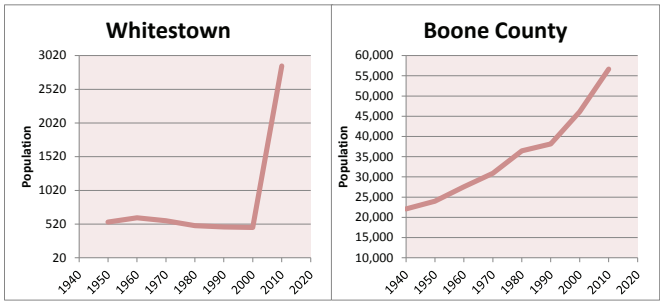
WHITESTOWN'S POPULATION TRENDS

Population

Whitestown's population in 2010 was 2,867 people, a 509% increase from 2000 (471). This exceptional increase is outpacing all comparison communities. From 2000 to 2010, Boone County, Indiana and the United States grew in population by 23%, 6.6% and 9.7% respectively.

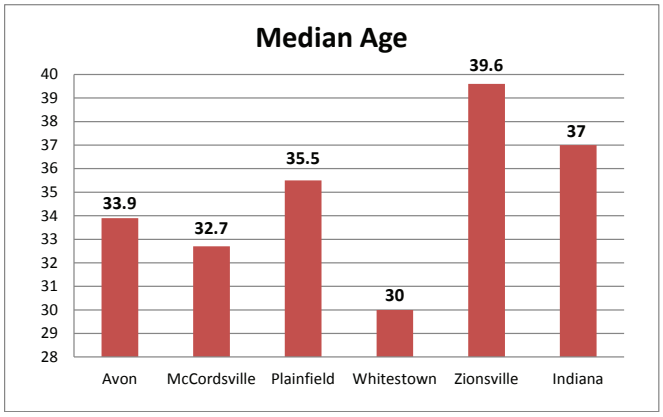
Table No. 2-3: Population Change

Community	Population Change (2000-2010)
Whitestown	509%
McCordsville	323%
Avon	99%
Zionsville	61%
Plainfield	50%



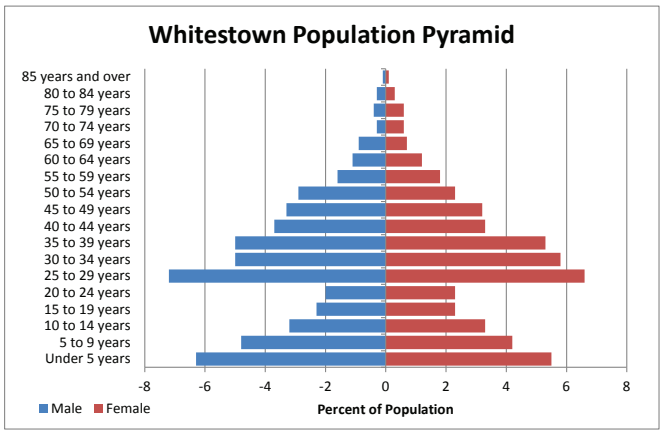
Age

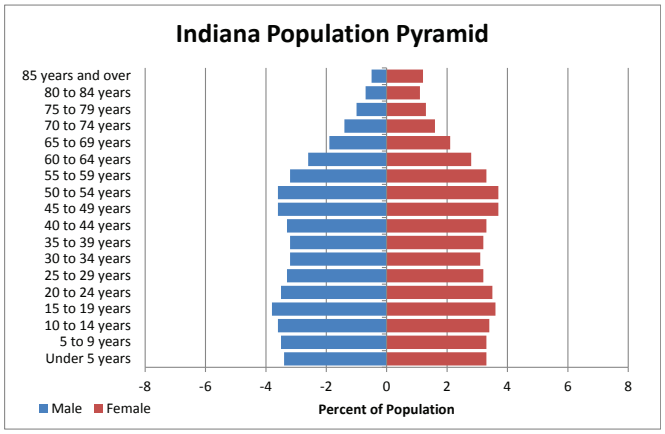
In 2010, the median age in Whitestown was 30 years old, lower than all of the comparison communities and significantly lower than Indiana's median age of 37. This young population demographic trend can clearly be seen in the 25–29 and 30–34 age groups in the population pyramid. This population is considered post-college and is likely representative of young families moving to the area.



The distribution of all age groups captured by the census (by percentage of total population) can be seen in the 2010 population pyramids for both Whitestown and Indiana.

A stable population would have generally equal percentages for almost all age groups except the oldest. A population pyramid with a wide base indicates high birth rates (growing population) while a narrow base indicates low birth rates (declining population).





Throughout the United States, the Baby Boomer generation is also usually very evident, producing a concentration in the chart from those born in the late 1940s to early 1960s (roughly 50–70 year old individuals today). Finally, the distribution of population between men and women generally follows state and national trends with women outnumbering men in the older age groups.

2: COMMUNITY BACKGROUND

Race & Ethnicity

Whitestown's racial composition generally exhibits less diversity than the comparison communities, with a higher percentage of the population identifying as White and a smaller as Hispanic or Latino origin.

DEFINING RACE & ETHNICITY:

Race and ethnicity are considered separate and distinct characteristics. Race categories include White, Black/African American, American Indian/ Alaska Native, Asian, Native Hawaiian/Pacific Islander, and Other Race. Ethnicity refers to a person's origin. Examples of Hispanic origin could include a person of Cuban, Mexican, Puerto Rican, South/Central American, or other Spanish culture or origin. People who identify their origin as Hispanic, Latino or Spanish can be any race.

Table No. 2-4: Racial Composition

Community	White (2000-2010)	Hispanic or Latino origin (2010)
McCordsville	85.6%	4.4%
Indiana	86.1%	6.0%
Plainfield	86.8%	4.0%
Avon	88.8%	4.3%
Whitestown	92.9%	3.5%
Zionsville	95.3%	2.1%

In 2010, 3.5% of Whitestown's population were of Hispanic or Latino origin, significantly less than Indiana (6.0%) and the United States (16.3%). Between 2000 and 2010, the Hispanic and Latino origin population grew by about 71% in Indiana and by about 31% in the United States. While Whitestown is less diverse than Indiana or the U.S., this segment of the population is likely to grow as national trends influence the Midwest and Indiana.

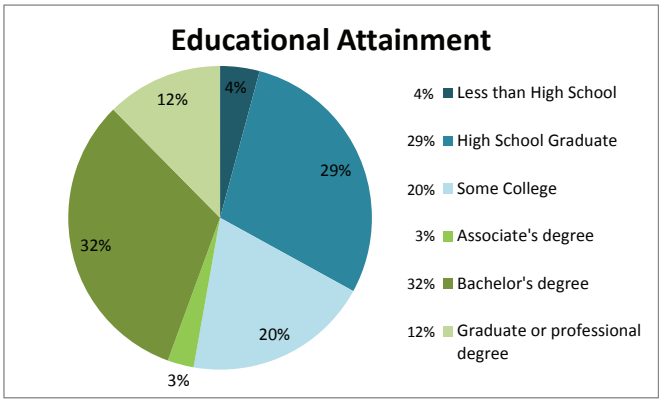
Education

A similar percentage of Whitestown's population (25 years and older) has achieved a high school diploma or higher compared to the comparison communities. However, it is ahead of Indiana in this measure (See Table No. B-5).

In regard to higher education, 44.4% of the Whitestown population have earned a Bachelor's degree or higher. Measured against the comparison communities (higher than all but Zionsville), Indiana (22.4%) and the United States (27.9%), Whitestown is excelling in educational attainment.

Table No. 2-5: Education

Community	Educational Attainment: High School Graduate or Higher (2010)
Zionsville	98.1%
Whitestown	95.7%
Avon	95.3%
McCordsville	92.8%
Plainfield	88.7%
Indiana	86.2%



Population Trends Summary:

- Whitestown's population has increased more than five fold from 2000 to 2010.
- Whitestown is less diverse in terms of race and ethnicity when compared to Indiana and the comparison communities.
- Whitestown's population has a very young median age compared to Indiana and is lower than all the comparison communities.
- Whitestown has a high rate of educational attainment beyond the high school level.

WHITESTOWN'S HOUSING TRENDS

Households and Families

Whitestown had a total of 798 housing units in 2010 with an average of 2.72 people per household. Whitestown's household size is similar to most of the comparison communities but larger than Indiana and the United States (2.53 and 2.58 people/household respectively). Of Whitestown's households in 2010, about 74% of all households consisted of families, 19% were people living alone and 7% were non-families. Whitestown has significantly less one-person households (people living alone) when compared to the state (27%) and United States (27%). Additionally, about 44% of Whitestown's households had children under 18 years old (compared to only 33% in Indiana).

DEFINING HOUSEHOLDS:

A household includes all the persons who occupy a housing unit (such as house, apartment, mobile home, group of rooms, or single room that is occupied as separate living quarters). The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements.

DEFINING FAMILIES:

A family is a group of two or more people related by birth, marriage, or adoption that live together; all such people are considered as members of one family.

Table No. 2-6: Number of Households

Community	Number of Households (2010)	Family Households (2010)	Average Household Size (2010)
Plainfield	9,747	69.3%	2.57
Zionsville	5,129	75.5%	2.75
Avon	4,457	75.9%	2.77
McCordsville	1,653	80.0%	2.90
Whitestown	1,053	73.5%	2.72

Table No. 2-7: Households Described

Community	Householder Living Alone (2010)	Households with persons 18 Years or Younger (2010)
McCordsville	15.1%	50.4%
Whitestown	18.5%	44.2%
Avon	19.4%	45.6%
Zionsville	22.0%	44.1%
Plainfield	25.7%	37.1%
Indiana	26.9%	33.3%

Housing

The median housing value in Whitestown in 2010 was $159,400, which is considerably higher than the state ($123,000). It is also similar to most of the comparison communities with the exception of Zionsville ($355,800). The median rent was $1,060 per month in Whitestown; this is higher than all comparison communities.

Table No. 2-8: Home Value

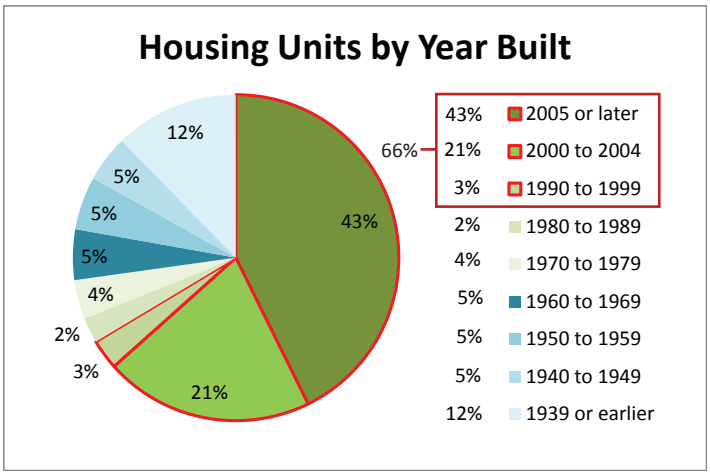
Community	Median Home Value (2010)	Median Rent (2010)
Zionsville	$355,800	$939
McCordsville	$192,000	$1,025
Avon	$166,900	$900
Whitestown	$159,400	$1,060
Plainfield	$143,600	$824
Indiana	$123,000	$683

Approximately 9.4% of housing units in Whitestown were vacant in 2010. This is slightly lower than Indiana (10.5%) but higher than all of the comparison communities. While the homeowner vacancy rate (2.8% vacant) is similar to the comparison communities, the rental vacancy rate (13.7%) is significantly higher than all communities except Zionsville (16.0%). In 2010, about 84% of Whitestown's housing units were owner-occupied and about 16% were renter-occupied. The percentage of owner-occupied housing units is similar to the comparison communities but higher than Indiana (72%).

Table No. 2-9: Housing Vacancies

Community	Owner Occupied Housing Units/ Homeowner Vacancy Rate (2010)	Rental Vacancy Rate (2010)
McCordsville	83.4% / 1.7%	4.2%
Plainfield	72.1% / 2.0%	7.0%
Zionsville	80.2% / 2.1%	16.0%
Whitestown	83.7% / 2.8%	13.7%
Avon	82.8% / 3.4%	6.7%

Over 66% of Whitestown's housing units were built in 1990 or later (outlined red in the chart below). While this covers new housing developments over the past 25 years, it also indicates significant growth and/or redevelopment within the Town. Only Avon (87%) and McCordsville (78%) have experienced a larger percentage of their housing stock being built since 1990. In contrast, only 26% of all housing units in Indiana were built since 1990.



Housing Trends Summary:

- Whitestown has a smaller percentage of one-person households (19%) than Indiana (27%) and a higher percentage of households with school-aged children (44% in Whitestown compared to 33% in Indiana).
- The median housing value is similar to most comparison communities ($159,400) and has a higher median rent ($1060/month).
- Whitestown has a comparable homeowner vacancy rate (2.8%) and a higher rental vacancy rate (13.7%).
- Whitestown has a newer and growing housing stock with over 66% of all housing units being constructed since 1990.

WHITESTOWN'S ECONOMIC TRENDS

Total Workforce and Unemployment

Of Whitestown's population 16 years and older, 80.6% are in the labor force in 2010. Compared to Indiana (66%) and the United States (65%), Whitestown's rate of participation in the labor force is significantly higher as a percentage of total population. The employed civilian labor force in Whitestown is 1,077 people.

Commuting & Place of Work

About 91% of Whitestown's workers used a private vehicle (either by driving alone or carpooling) while traveling to work, the lowest percentage of all comparison communities. The percentage of people walking to work in Whitestown is 2%, higher than all the comparison communities. The percentage of workers working at home was 6%, higher than all comparison communities but McCordsville (6.6%). The mean travel time to work is approximately 24 minutes for Whitestown's workers.

Table No. 2-10: Commute Time

Community	Mean Travel Time to Work (2010)
Indiana	22.8 minutes
Zionsville	23.4 minutes
Plainfield	23.6 minutes
Whitestown	23.9 minutes
Plainfield	26.9 minutes
Avon	27.7 minutes

Approximately 40% of Boone County workers worked within the county, reflecting that 60% of workers are leaving Boone County for employment. Additionally, 40% worked in Marion County, 9% in Hamilton County, 10% worked in another Indiana County, and 1% worked outside of Indiana.

Industries & Occupations

The largest industry in Whitestown in 2010 was the retail trade (19%) followed by education, healthcare and social assistance (17%).

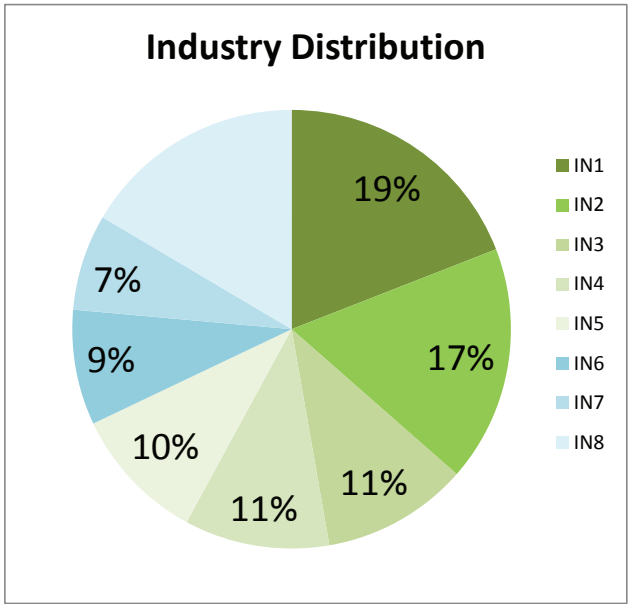
Table No. 2-11 Industries

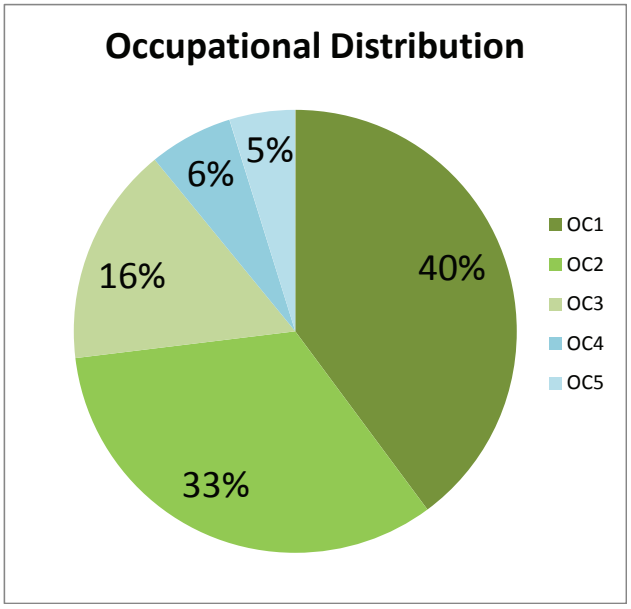
Industry	Industry Description	Percent of Labor Force
IN1	Retail trade	19%
IN2	Educational services, and health care and social assistance	17%
IN3	Finance and insurance, and real estate and rental and leasing	11%
IN4	Manufacturing	11%
IN5	Professional, scientific, and management, and administrative and waste management services	10%
IN6	Construction	9%
IN7	Arts, entertainment, and recreation, and accommodation and food services	7%
IN8	Other services, except public administration	7%
IN9	Wholesale trade	4%
IN10	Transportation and warehousing, and utilities	3%
IN11	Public administration	2%
IN12	Agriculture, forestry, fishing and hunting, and mining	1%
IN13	Information	0%

The largest occupations in Whitestown in 2010 were management, business, science and arts occupations (40%) followed by sales and office occupations (33%). These two occupations totaled 73% of the occupations held by workers in Whitestown.

Table No. 2-12: Occupations

Occupation	Occupation Description	Percent of Labor Force
OC1	Management, business, science, and arts occupations	40%
OC2	Sales and office occupations	33%
OC3	Service occupations	16%
OC4	Production, transportation, and material moving occupations	6%
OC5	Natural resources, construction, and maintenance occupations	5%





Income

Whitestown's median household income in 2010 was $75,682, 28% higher than Indiana ($58,944). When compared to the comparison communities, Whitestown is in the middle of median household incomes. Whitestown's per capita income also follows this trend. Per capita income is frequently used in measuring a standard of living but can be skewed because it does not reflect income distribution.

Table No. 2-13: Income

Community	Median Household Income (2010)	Per Capita Income (2010)
Zionsville	$126,433	$48,692
Avon	$80,378	$30,525
McCordsville	$78,611	$29,832
Whitestown	$75,682	$32,025
Plainfield	$64,833	$25,179
Indiana	$58,944	$24,058

Economic Trends Summary:

- Whitestown has a larger number of persons commuting to work by means other than a private vehicle than most communities.
- The percentage of residents who are part of the workforce is much higher than most communities and unemployment is estimated to be 2.7%.
- The median household income is about $75,682; this is higher than Indiana, but lower than many of the comparison communities.

This page intentionally left blank.

Chapter 3: Vision and Goals

IN THIS CHAPTER

This chapter outlines the overall vision statement for the Whitestown Comprehensive Plan.

- **Overall Plan Vision Statement**
- **Element Vision Statements**

COMMUNITY VISION

Whitestown is a community in transition. While the community benefits from a rich history, its present condition is more influenced by the significant growth and development that has occurred in the last fifteen years rather than its historical roots. As one of the fastest growing areas in the Indiana, Whitestown has seen its employment base and residential population soar in recent years, bringing with it all of the advantages and disadvantages of significant growth. With all of this change, there is a strong desire for Whitestown to embrace this opportunity to redefine itself as a progressive community, incorporating many traditional urban design elements such as complete streets, form based design, build to lot lines, etc., in order to create a community unique to central Indiana. As Whitestown chooses what type of community it will be in the future, it is essential that leaders not be constrained by traditional thinking and business as usual attitudes. Bold thinking, supported by strategic engagement of local and regional assets and opportunities, will leverage the significant potential of Whitestown and define a transformative and dynamic community character. Building this community character for a diverse and active population base, while maintaining a sensitivity to growing in a sustainable and fiscally responsible manner, will help secure Whitestown as a distinctive regional location to live, work, learn and play.

VISION STATEMENT

The vision for the 2015 Whitestown Comprehensive Plan Update outlines the direction of future growth, development and service provision for the Town. The development of this vision was the result of many committee working group meetings and public input from public meetings and a series of stakeholder interviews. This vision was crafted to be a bold perspective and set high standards and clear expectations for the community. Communities must grow, both commercially and residentially, if they are to achieve long-term sustainability. In order for Whitestown to be the community it wants to be, it must define standards for growth, the key components to the success of the community, and the character of the future of Whitestown. This comprehensive plan sets the roadmap for achieving the following vision.

Vision Statement: *To be a welcoming, innovative community for all phases of life that encourages economic growth and high quality, well-integrated development with a broad range of uses and residential development types, thus;*

1. **Expanding quality employment opportunities in Whitestown and the region**
2. **Enhancing the quality of place of the community**
3. **Growing the area's tax base**
4. **Incorporating urban design elements such as complete streets, form based design, build to lot lines, etc.**
5. **Becoming a dynamic and vibrant community that is proactive in addressing issues and responsive to its citizens and stakeholders.**
6. **Fostering a community identity and development climate that make Whitestown one of the most unique communities in Indiana**

3: VISION

ISSUES IDENTIFICATION

1. **Lack of a defined community character**

   If a community does not work aggressively to define itself, it will be defined by others. In many ways this is the current state of reality for Whitestown. While significant activity has taken place in recent years inside the community, most of it has not been attributed to a "Whitestown Brand". Unlike neighboring communities like Zionsville and Carmel, the core character of Whitestown remains somewhat of a blank slate. This creates a tremendous opportunity for the community to define and articulate itself, while still building on the significant positive momentum already in place in the community.

2. **Need to be a place for all people**

   If Whitestown is to maximize its potential, it must become a community that not only embraces all phases of life, but actively works to develop the infrastructure and amenities that are attractive to, and supportive of, each phase of the life cycle and to all people. This includes encouraging the mix of residential building types that are appealing to young professionals, families, and seniors; designing and building the public amenities that are essential for each age group; and supporting the non-residential use types at locations that best attract the diverse population base.

3. **Beginning to become a community of subdivisions**

   Like many communities in central Indiana, Whitestown is on the verge of becoming a bedroom community of subdivisions rather than a community of connected and integrated neighborhoods. Individuals begin to identify themselves by the subdivision in which they live, and business begin to identify with the development they are located in. It is essential that as the community grows, that emotional and physical connections be made to all areas of the community to support a true identity and a sense of individual ownership of their Town.

4. **Large footprint manufacturing and distribution facilities are beginning to define the economic base of the community**

   While there is tremendous benefit to the employment growth in Whitestown, especially along the Interstate 65 corridor, in many ways the broader public perception of Whitestown is as a place for large industrial buildings. The truth is that strong utility service, accessibility and visibility of prime commercial real estate makes Whitestown the perfect location for a diverse business base, including office, research and development, and technology focused industry. Broadening the business base of the community will not only provide the resources and opportunities to support building a great quality of place, but it is also the key to long-term sustainability of the community.

5. **While the heart of the community beats strong, the core of the community needs revitalization**

   The Legacy Core once served as the center and heart of the community. Today, growth has moved both of these closer to the Interstate 65 corridor. Despite this, the Legacy Core remains an important symbolic component of the character of Whitestown, as well as a real opportunity to create a unique and vibrant neighborhood within the community. Significant attention should be given to the revitalization of this area and its integration into the other areas of growth within the community.

6. **Lack of connectivity within the community**

   As Whitestown continues to grow, and expand growth west of Interstate 65, it is essential that the critical emotional and physical connections are made to connect developments, parks and other community areas to one another. These areas must not just feel interrelated, but must be physically connected with roads, trails, pathways and wayfinding signage in a way that makes them accessible and inviting to the residents of Whitestown, and visitors to the community as well.

3: VISION

OVERARCHING GOALS

In order to support and drive the implementation of the vision of this plan, it is important to establish an overarching set of goals to support the development of specific strategies. These goals are intended be broad in nature and set the framework for more detailed conversations within the appropriate chapters of this plan.

1 Attract new, high-quality business and development to Whitestown in order to provide a diverse and sustainable employment and tax base for the community

a. Develop an appropriate economic development product to serve community interest and market opportunities

b. Create new shovel ready opportunities with strategic investment in infrastructure

c. Develop internal policies to support creating an economic development advantage for Whitestown

d. Develop appropriate public private partnerships to create economic development opportunities

2 Develop programs and policies to support and encourage the continued success and growth of the existing business base within the community

a. Provide support and resources for entrepreneurial initiatives within the community

b. Create active engagement and outreach strategies for existing business/industry

c. Promote workforce development opportunities for existing and new business

3 Develop a consistent and clear marketing message and delivery system that establishes the desired perception and identity of Whitestown

a. Develop new identify branding and associated marketing efforts around the new brand.

b. Capitalize on cross marketing partnerships (both public and private)

c. Implement a tiered marketing and outreach program

d. Identify and establish key design elements for gateways into the community

e. Coordinate messaging and resources with key local and regional stakeholders to find colloborative marketing solutions

4 Continue and enhance focus on the development of a sustainable quality of place in Whitestown to serve all people

a. Support the improvement and expansion of community amenities

b. Work to promote the continued development of quality residential product while being sensitive to the heritage of the community

c. Work to establish the community as a place for a diverse citizenry (with a focus on families and young professionals)

d. Continue the enhancement of municipal services to the community

e. Adopt local policies and practices that facilitate acceptance and tolerance of a diverse citizenry

5 Develop and maintain the proper municipal infrastructure to support the desired growth of the community and service to its citizens

a. Develop and maintain a thoroughfare system that is designed to efficiently and safely move vehicular traffic throughout the community.

b. Provide creative methods for pedestrian and alternative transportation connectivity throughout the community.

c. Build and maintain parks and recreation facilities that are coordinated to serve the community and the region in a fiscally responsible manner.

d. Maintain a high level of service for public safety facilities within the community.

e. Continue to enhance and expand local utility services to support local citizens as well as the types and locations for growth desired by the community.

6 Make long-term sustainability a focus of all decision making processes in the community

a. Ensure that proper steps are taken to preserve and protect environmental assets within the community.

b. Encourage redevelopment efforts to honor the heritage of the community.

c. Understand the fiscal impacts of decisions that are made to the community and weigh those impacts before decisions are made.

d. Strategically invest in the community in ways that create the desired return on investment over time.

e. Make decisions that are based on the long-term well-being of the community and are not constrained by the longevity of current leadership or political election cycles.

Chapter 4: Land Use

IN THIS CHAPTER

This chapter is one of the central focuses of a comprehensive plan. This chapter highlights the location and quantity of desired growth in Whitestown. It includes growth and land use strategies for Whitestown, a future land use map and a description of each land use category. This element is required by Indiana Code.

- **Overview**
- **Guiding Policies**
- **Future Land Use Map (with growth boundary)**
- **Future Land Use Map (existing corporate boundary)**
- **Special Development Areas**

LAND USE

guiding policies

1. To achieve the vision for the community, Whitestown must promote unique designs and residential densities that provide market driven product types that are attractive to individuals and families in all phases of life, especially young professionals and families.
2. For long-term community sustainability, it is essential that Whitestown maintain the proper balance of commercial, industrial and residential uses.
3. To help develop the community spirit and identity desired by the residents of the community, Whitestown needs to grow as a collection of connected and integrated neighborhoods, not subdivisions.
4. To grow and retain the desired local labor force, the community needs to develop with amenities that serve both an urban and suburban lifestyle.
5. Development within the community needs to be designed to be efficient, compact, and walkable.
6. Future development should be encouraged to provide a superior and creative product design and mix of uses.
7. The community needs to grow and develop, but such activities need to be sensitive to how they relate to existing uses and agricultural areas.
8. Where needed, the community needs to promote redevelopment and support those activities with the appropriate level of new development activity.
9. Future land use and density decisions need to be coordinated with the needs and availability of transportation, utilities and other infrastructure facilities.
10. Larger planned unit developments are encouraged and should include flexible integration of a true mix of uses and unique design standards.
11. Continue to review, revise and implement the Interstate 65 Land Use Overlay as part of managing development activities.

4: LAND USE

OVERVIEW:

A major element of any community is the land use pattern. This can include a variety of land uses and densities that are coordinated to result in an effective and well organized community. Whitestown has appropriate locations for all land uses, from high-density mixed-use developments to low-density rural subdivisions. Providing the appropriate mix of these densities, land uses and areas can result in a higher quality of life for the Town, residents and businesses.

The components needed to promote strong land use decisions include:

- Variety of land use districts and densities,
- Compatibility with land uses,
- Redevelopment of areas in need of reinvestment,
- Enforcement and update to the zoning and subdivision regulations,
- Connectivity between areas, destinations and activity zones, and
- Coordination with other community services and facilities as growth occurs.

INTRODUCTION

Several factors influence the desired land use direction of Whitestown. One of the most significant factors is the pace of growth that the community has experienced in the past 15 years. This pace has ranked Whitestown as the fastest growing community in Indiana on a percentage basis in 2015. Much of this dynamic began with the approval and subsequent development of the mixed use project Anson. Prior to that point, Whitestown was perceived as a small town with limited desire to capitalize on its development potential. With the approval of Anson, the community acknowledged to the world that it was ready to embrace growth opportunities. What remained undefined, however, was what opportunities and direction the community would choose to pursue. During the development of this plan, it was identified that Whitestown desires a mix of land uses to support a sustainable rate of growth for the community and to grow into a unique destination for residents and businesses.

Making this a reality is possible in Whitestown especially given the current capacity and location of utilities provides the opportunity for development activity to take place in most areas of the community. It is likely that areas within and around Anson, near Interstate 65 and its interchanges and along Whitestown Parkway will experience non-residential development first. Residential development, however, will likely continue to develop from east to west across the community and within the Anson PUD. Additional thoroughfare and trail improvements will increase the likelihood of development in other areas of the community.

Long-term growth management policy requires that the community will be driven by two primary factors. The first is to continue to expand the potential envelope of growth and development within Whitestown. This means strategically locating infrastructure and mixing land uses to maximize the availability of developable property. The second factor is to maximize the density of development to support the character, activation and return on investment for the community. Whitestown's vision is to be a unique community with urban character and suburban amenities. To accomplish this, it will be important to support development densities that are higher than typically anticipated for suburban Indianapolis communities.

FUTURE LAND USE

The future land use plan (map and accompanying text) provides local officials and decision makers with a tool to assist in making decisions and policies for attracting new growth and development. Locations for future land uses were based on the location criteria, public input, geographical limitations and existing conditions.

Generally, new development should be compatible with the surrounding area and provide appropriate transitions between densities and land uses. New development should also preserve and utilize the existing road and utility network while capitalizing on underutilized or undeveloped land.

The Future Land Use Map included in this chapter is intended to be used as a guide when land use decisions are made. Some flexibility in the implementation of this plan is intentional to allow the Town to respond to current market demands and community needs. Future land uses in areas that are already developed or that are included in approved Planned Unit Developments (PUDs) are shown to generally reflect the existing or approved development pattern.

LAND USE DESCRIPTIONS

Each land use identified on the Future Land Use Map is described below and is intended to be more general and broader than the Town's zoning districts to provide flexibility over the 20-year horizon of this plan. The following descriptions provide the intent of each land use category.

Parks / Recreation: Identifies existing public open space or recreation areas or areas that have a strong potential for parks and recreation due to location and/or physical constraints. Two large potential locations for future parks facilities are noted on the Future Land Use map, one on each side of Interstate 65. Other areas are located adjacent to and within the Golf Club of Indiana PUD.

Rural Residential: Includes detached single-family residential development that is less than two units per acre. These areas are intended for larger lot subdivisions and estates and are generally located northern and western edges of the community.

Low Density Residential: Includes single-family residential development between two and three and a half (2 to 3.5) units per acre. These areas are intended for medium to small-sized lot subdivisions with single-family detached houses. These areas are located primarily in the northeast and southern parts of the Town.

Medium Density Residential: Includes residential development between three and a half to seven (3.5 to 7) units per acre. These areas are intended for small lot subdivisions with single-family detached houses, duplexes, Townhomes, small apartment complexes or similar density residential. These areas are generally located in the northeast part of the Town along CR 650 E.

High Density Residential: Includes residential development greater than seven units per acre. These areas are intended for higher density residential developments that could include single-family, duplexes, Townhomes, large apartment complexes, or similar density residential. These areas are located in the southeast and northwest parts of Town, as well as within the Anson and Golf Club of Indiana PUDs.

Heavy Industrial: Intended for large-scale and industrial uses, including warehouses, manufacturing, assembly, regional/national distribution facilities or similar large-scale industrial uses. Heavy manufacturing uses that have significant environmental impacts or generate significant smoke, noise, or odors are not desired in these areas. This land use classification only exist in the currently developed industrial areas along the northern parts of Indianapolis Road.

Light Industrial: Intended for small to medium-scale, clean industrial uses, including warehouses, flex space, construction, distribution, or other small to medium-scaled industrial uses that are minimally or moderately obtrusive. Generally, this classification is contained in the northern part of the Anson PUD.

The Anson development is an example of a Planned Unit Development (PUD) in Whitestown.

Technology Industrial: Intended for industrial or office uses that focus on engineering or manufacturing technology that make production more efficient. These may include corporate offices, high tech manufacturing and research and development facilities. Uses in this category are clean and minimally obtrusive and can be master planned in a campus setting. This land use classification is primarily found between Indianapolis Road and Interstate 65, in the northwest quadrant of Town, and along Albert S. White Drive.

Commercial: Intended as a broad land use category that includes developments that serve the surrounding neighborhoods and region. Commercial developments can include retail, offices, restaurants, and other service-oriented uses and are generally adjacent to roads that can accommodate greater volumes of vehicular traffic, such as Whitestown Parkway and at the interchanges of Interstate 65.

Mixed Use: Intended for well-designed developments that include a mix of land uses, such as commercial, office and residential. Development in this area should consider internal connectivity for all modes as well as a higher level of aesthetic design.

Civic: Intended for public or semi-public uses that could include government buildings, emergency services, schools, religious facilities or similar uses. These uses are generally located in the southeast areas of the Town

Special Development Areas: These areas are intended for developments that include a mix of land uses, such as retail, office and residential, and are designed in pedestrian scale and reflect a unique character. Each of the development areas may have a unique character, as well as a preferred set of uses and development standards reflective of its location, function, and desired appearance within the development area. Additional details of each proposed area are listed later in this chapter.

Downtown Core Development Area: Intended for Whitestown's Legacy Core through the implementation of the Downtown Revitalization Master Plan. Additional details of this area are provided later in this chapter.

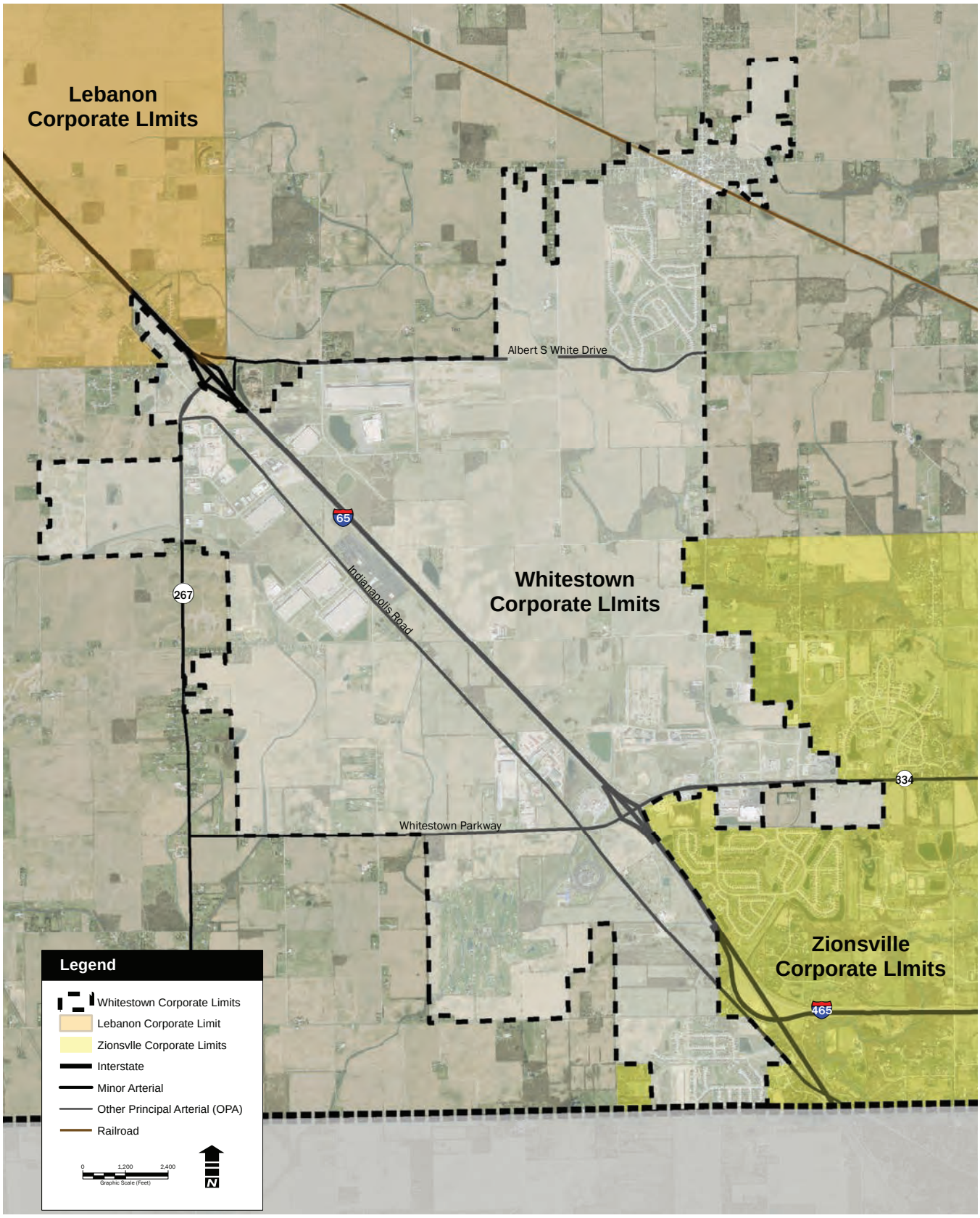
Agriculture: While not illustrated as a specific category on the land use maps, agriculture has been a significant part of the history and heritage of Whitestown and it continues to be a dominant land use in the community today. It is anticipated that as the community continues to grow, areas that are currently used for agricultural purposes will transform into developments within the community. However, there is a desire in the community to continue to respect and encourage the continued operation of current agricultural uses in Whitestown. Despite recent growth ,there remains a large area of agricultural land uses that will continue to exist as long-term land uses for Whitestown. This is especially true in the northern and western parts of the community. It is also anticipated, as the area continues to grow, there will be increasing opportunities for individuals to develop housing alternatives around smaller residential farms that encourage such activities as organic farming and the keeping of horses for personal use. This plan does not propose to develop an agricultural preservation plan or "greenbelt" within or around the community as a matter of land use policy or zoning law. However, the sustainable, compact growth policies promoted within this plan will have the net result of promoting growth and development that will deliver a similar long-term impacts to those of a more formal preservation policy.

FUTURE LAND USE MAP

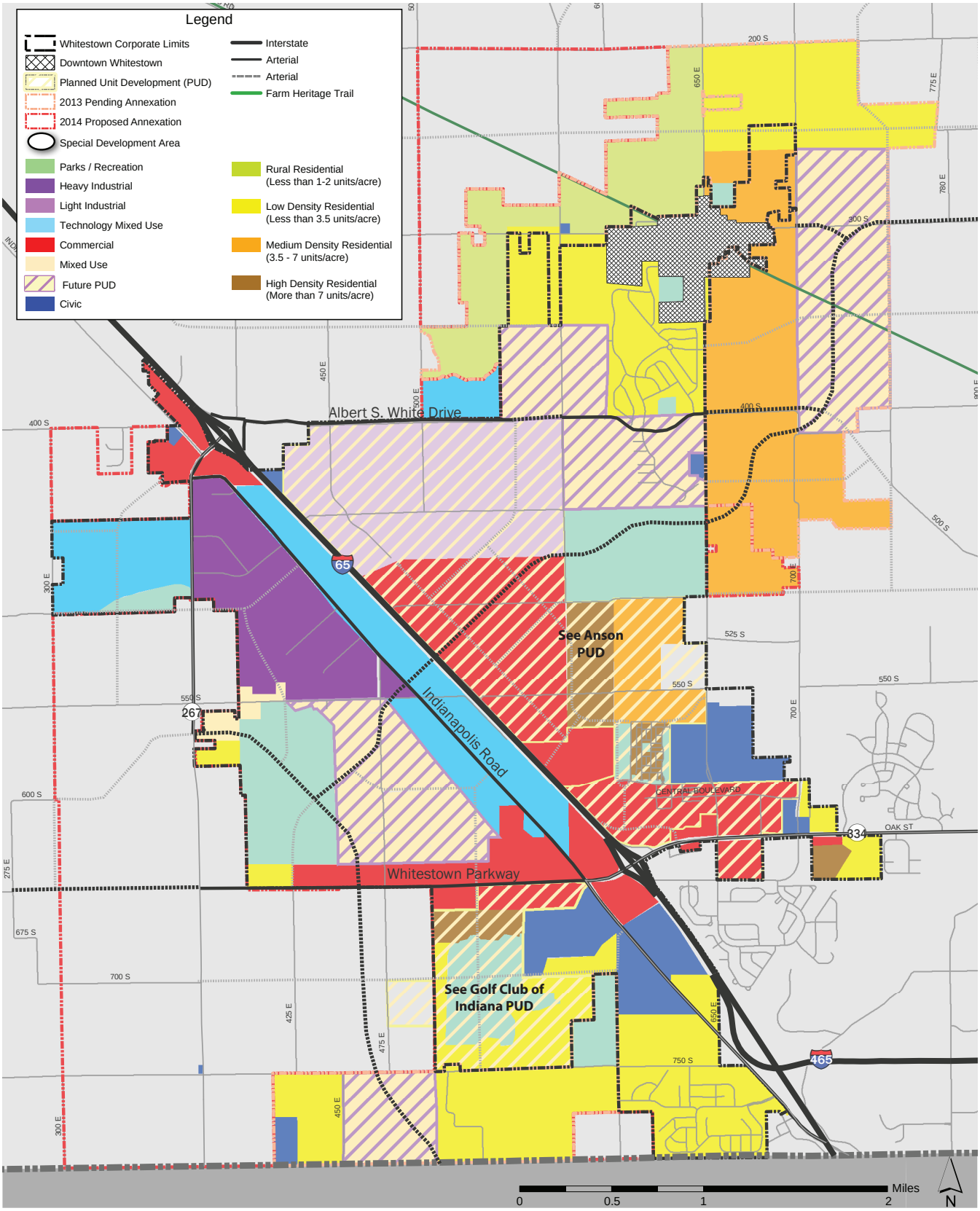
The Land Use Maps established in this chapter depict the desired future land uses for the existing corporate boundary of Whitestown, as well as future areas that may be served by annexations currently underway. The maps include special special development areas that are designed for integrated Planned Unit Developments (PUD) as described by this document. It is important to note that a significant portion of the areas in the map are already governed by approved PUDs (such as Anson and the Golf Club of Indiana) and it is anticipated that future development in these areas will continues to follow the uses and standards established inside those existing PUDs. The existing conditions map, prior to the land use maps, illustrates the existing boundaries of Whitestown and adjacent municipalities.

4: LAND USE

Existing Conditions Map



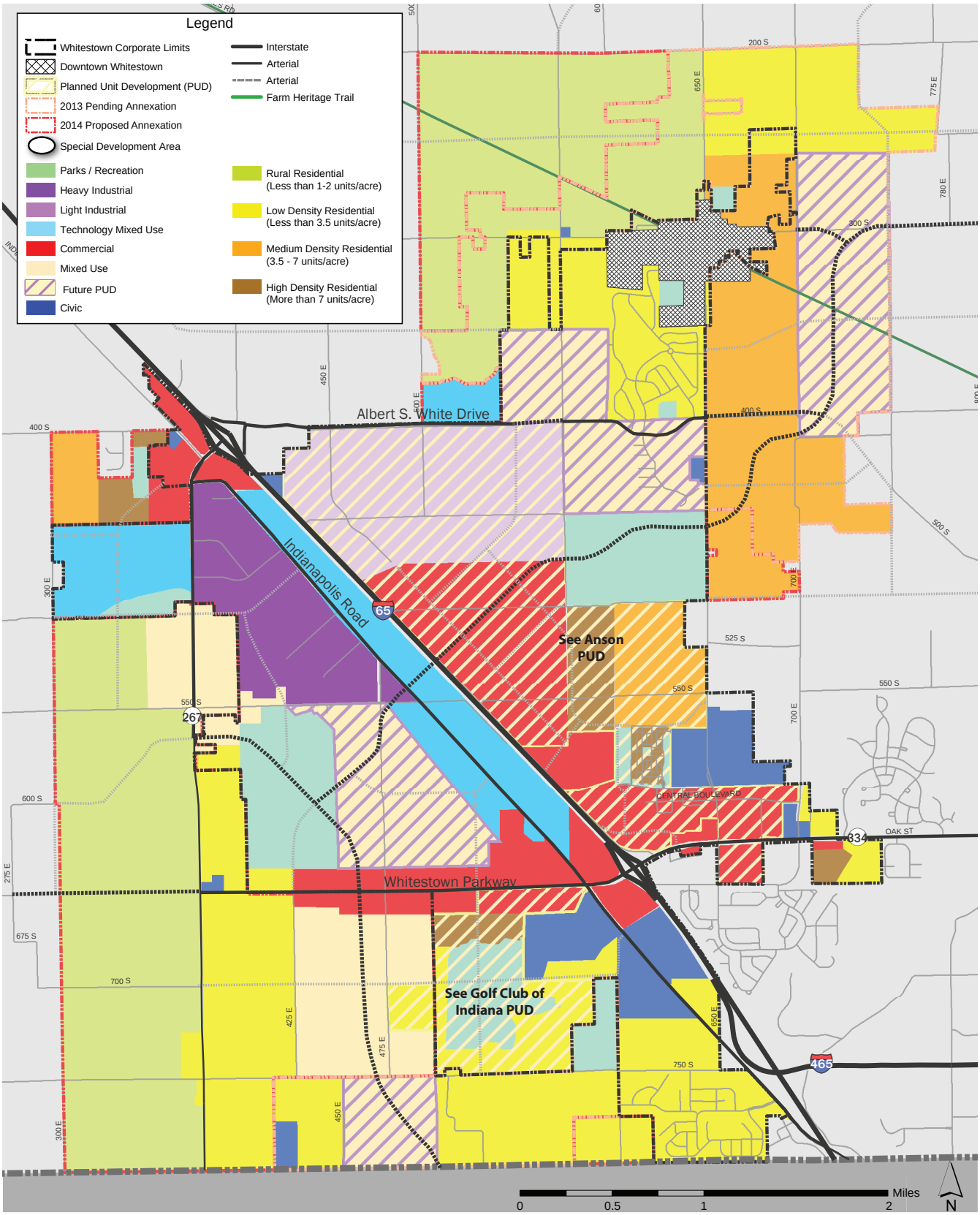
Future Land Use Map (Corporate boundary & 2013 pending annexation)



Note:
The future land use map is intended as a preferred guide for development based on conditions present during development of the comprehensive plan. The future land use map is intended to be flexible and a living document, allowing for revisions and adjustments as the community evolves.

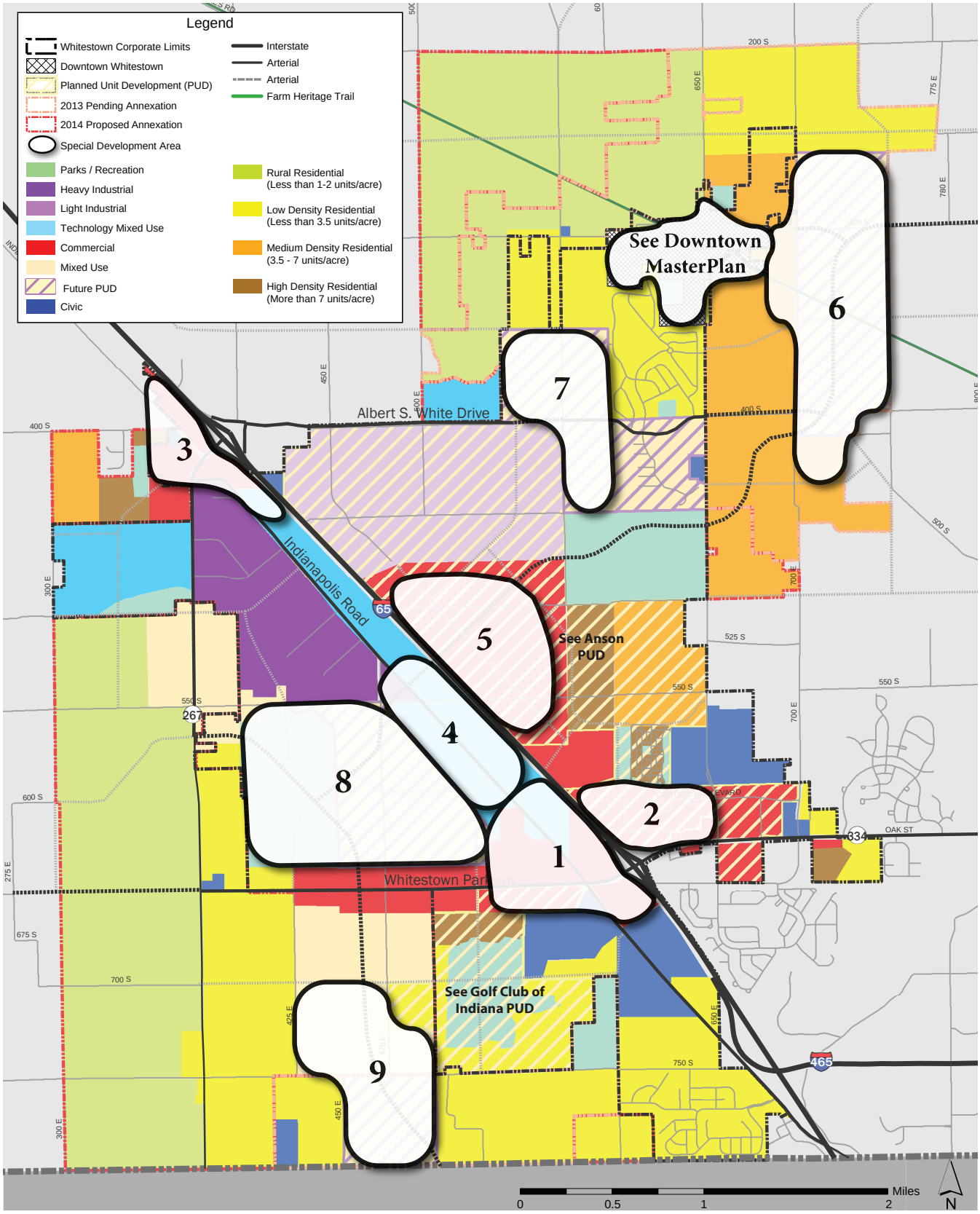
4: LAND USE

Future Land Use Map (with 2014 proposed annexation)



Note:
The future land use map is intended as a preferred guide for development based on conditions present during development of the comprehensive plan. The future land use map is intended to be flexible and a living document, allowing for revisions and adjustments as the community evolves.

Special Development Areas (with 2014 proposed annexation)



4: LAND USE

ZONING AS A DEVELOPMENT TOOL

The zoning ordinance, as the document by which the community's police power is enforced, is a logical mechanism for implementing land use policy. Thus, zoning policy must foster the development of concepts of this plan. This is especially true of the developments of the special development areas identified in this plan. The concept will not work without a sufficient market to support a special development area in each location. To achieve the maximum creativity from private developers, the Town should encourage creative zoning techniques such as form based zoning and Planned Unit Developments (PUDs) to facilitate the best development types for the community. The existing Whitestown Unified Development Ordinance should also be reviewed and amended as necessary to ensure that the base standards are in place to support the vision of the community. This is especially true with regard to architectural controls and site development standards. These standards should also allow for the blend of uses while still being sensitive to the appropriate transitions between new uses and existing uses.

As stated previously, areas along existing thoroughfares where utilities are already in place are likely to develop sooner than other areas in the community. This is especially true in Anson and other areas east of Interstate 65. Some of these areas are supported by the special development areas identified in this plan, however, some of them are outside these areas. There are also several new corridors that are being planned (146th Street and Ronald Reagan Parkway as examples) that will provide access to areas that are within and outside of these special development areas. It is anticipated that development within the special development areas will be driven by a series of connected and interrelated planned unit developments that are master planned to take advantage of the unique characteristics of each special development area, as well as serve the community as a whole. Areas outside the special development areas may be subject to traditional zoning approvals and governed by the underlying land uses identified within this plan.

SPECIAL DEVELOPMENT AREAS

Throughout history, communities that have thrived have had successful core areas of commerce, living and civic life. These cores contain community meeting places, employment centers, municipal services, as well as retail and entertainment establishments and residential neighborhoods. These areas create a sense of belonging and community identity for the entire community. The Legacy Core provided this for Whitestown at one point, but as the community grew outside of its "downtown" some focus has been lost on the sense of belonging and identity that the Legacy Core once brought to Whitestown.

The special development area concept is an effort to ensure this sense of place by creating unique development areas that are designed to have creative character that, while perhaps different from one another, are still coordinated and connected in ways that promote the overall character of the community. It is important that people and businesses located in these areas identify themselves as part of the larger community.

Each development area will include a mix of uses such as convenience retail shops, food services, personal and business service uses, employment centers, and some community facilities such as, parks, schools, libraries, or places of worship. However, because each special development area is in a unique geographic location with a variety of market needs and demands, the mix of uses is expected to vary with each area. And because the centers are expected to be programmed through market forces and demands, flexibility of uses is an important function of each plan.

As neighborhoods develop around each development area, it is important that each area:

- **Provides neighborhood/area identities and a sense of place**
- **Prevents haphazard commercial growth**
- **Reduces auto trips**
- **Encourages pedestrian access**
- **Creates a focal point for social and cultural life and for commerce**
- **Provides opportunities for higher density housing**

To achieve the maximum flexibility and creativity in design of each development area, it is anticipated that each will be approved as part of an individual Planned Unit Development (PUD). There are ten special development areas proposed within this chapter. Three of the development areas are proposed along the existing interchanges on Interstate 65. Two of the development areas are proposed where a potential new mid-point interchange could be constructed in the future. Four of the development areas have been proposed in strategic locations to tie together the broader community and help define the mixed use areas that surround them. One of the development areas addresses the Legacy Core. Details of each of the development areas are listed in the following pages.

GENERAL GUIDELINES FOR DEVELOPMENT AREAS

1. **Where multiple buildings are proposed within a single development, consistent architectural themes are encouraged to be applied throughout the entire development.**
2. **Site access and signage must be carefully planned to orient drivers to a safe and efficient travel pattern.**
3. **Site design and parking lot layout must recognize the "double-fronted" nature of development sites in this area.**
4. **360 degree building architecture design should be considered for all buildings.**
5. **Alternative transportation facilities should connect uses within the zones for safe, pedestrian travel, as well as connect individual areas to other areas within the community.**
6. **Flexibility and creativity are key to the success of the areas, so form based zoning standards are encouraged to be part of the overall PUDs for the zones.**
7. **Site layouts and design standards should be focused on creating active spaces that encourage energy and vitality in each area.**
8. **Higher density housing should be encouraged to develop adjacent to the areas.**
9. **Commercial portions of the centers should be located on major thoroughfares.**
10. **Core zones of the areas should be designed at a compact pedestrian scale.**
11. **The areas should be well landscaped and contain a central greenspace or park as the focal point.**
12. **The areas should be master planned. It will take many years for areas to fully develop and no project within it should prevent the development of future projects according to the plan.**
13. **Centralized parking facilities should be encouraged within the commercial areas of the areas and shared facilities should be available between the uses in the areas.**
14. **Combined drainage facilities are encouraged to create lake/amenity features.**
15. **Through streets shall be required in all developments. Stub streets should be required where a development is adjacent to vacant land.**

DESCRIPTION OF SPECIAL DEVELOPMENT AREAS

1 parkway west

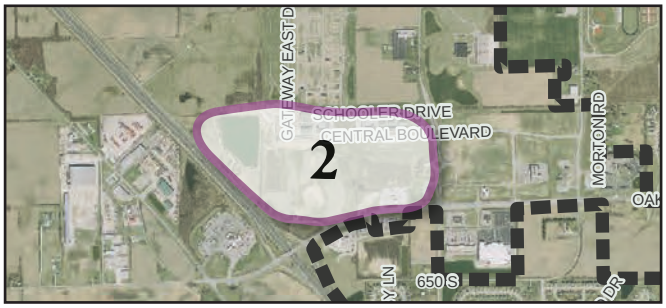
This area is along Whitestown Parkway west of Interstate 65 and is anticipated to include a collection of office, service retail and commercial retail uses. Larger stores may be located farther away from the primary thoroughfare with parking visible in front. Smaller outlots are encouraged to be located near the street. High quality building design and site improvements are a priority in this area because this corridor functions as the “spine” and gateway into the community.

Development Examples

Source: HWC Engineering

Source: HWC Engineering

2 parkway east



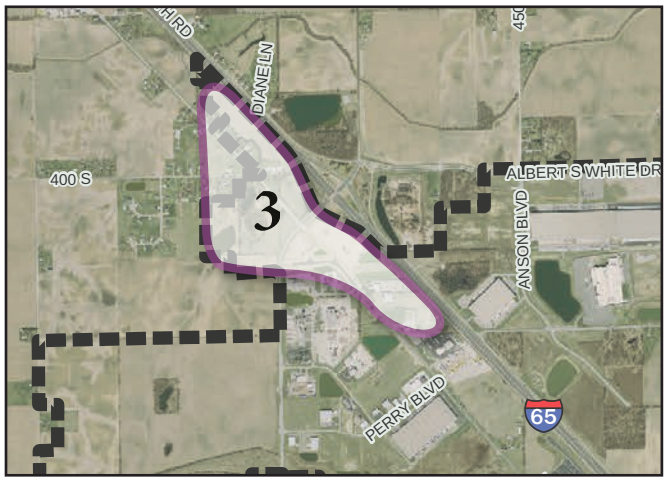
This area is along Whitestown Parkway east of Interstate 65 and is anticipated to be similar to Development Area 1, but the standards for this area are already established as part of the Anson Planned Unit Development (PUD).

Development Examples

Source: Ansonindiana.com

Source: Ansonindiana.com

3 Whitestown crossing



This area is west of Interstate 65 along IN 267. It is anticipated to include a collection of service retail and commercial retail uses, most of which are oriented to serving traffic along Interstate 65. This area does serve as the northern gateway into the community, however, so special attention must be paid to the gateway nature of this area and signage and landscaping should reflect this sensitivity. Larger stores are not encouraged around this area, but may be permitted under the correct circumstances. Where permitted, these uses should be located farther away from the primary thoroughfare with parking visible in front. Smaller outlots are encouraged to be located near the street. High quality building design and site improvements are a priority in this area, especially along facades that are visible from roads.

Development Examples

Source: HWC Engineering

Loves Truck Stop in Searcy, Arkansas - Source: Loves.com

4 midpoint interchange west

This area is west of Interstate 65 direclty across the interstate from the Anson PUD in the Interstate 65 Corridor Overlay. This area focuses on a mix of office, research and technology uses to support an innovative corporate campus or technology park that transforms Whitestown into a regional research and technology area. The area supports corporate office complexes, research and technology related uses, and some potential small light industrial uses (distribution, manufacturing and wholesale) that are completely enclosed in a building and are supportive of overall technology focused businesses. The architecture of this area is encouraged to reflect the innovation of the medical/ technology field through more contemporary architecture and modern materials such as glass; however, more traditional styling elements are not discouraged if they respond to the style of adjacent buildings. This area supports medium to large offices and should provide easy access and good visibility from major thoroughfares and interstate. This area shall have an emphasis on high quality architecture, proportion and detail.

Source: HWC Engineering

5 midpoint interchange east

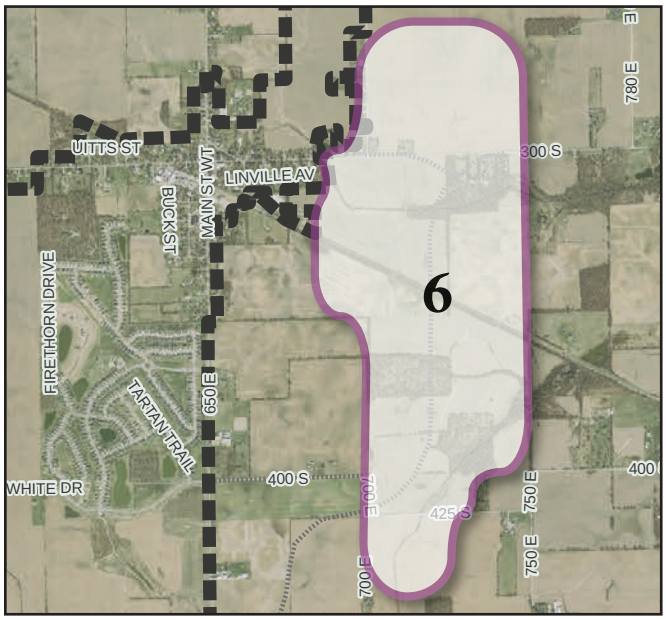
This area is directly across Interstate 65 from Development Area 4 and is in the Anson PUD. It is anticipated to be similar in land use and design to Development Area 4, however, the development standards for this area are defined by the Anson Planned Unit Development (PUD) ordinance text.

Development Examples

Source: Ansonindiana.com

Source: Ansonindiana.com

6 eastern gateway mixed use



This area is in the northeast corner of Whitestown east of the Legacy Core. This area may be the most significant area of future development for the Town. Activities in this area not only serve as the primary eastern gateway into Whitestown, but they will also support the continued redevelopment opportunities of the Legacy Core of the community. This area is also important because of its accessibility to the future extension of CR 300S/146th Street corridor between Interstate 69 and Interstate 65. This area focuses on a mix of uses with high importance on architecture signifying the entry into Whitestown. Given the unique nature of the property, and the possibility of a mix of uses being appropriate at this location, there is a high expectation on the level of quality and design that will go into any development at this location. This area shall have an emphasis on high quality architecture, proportion,and detail.

This area is anticipated to include a collection of office, service retail, commercial retail uses, technology focused industrial businesses, and mixed density residential. Larger retail stores are not anticipated in this area, but smaller outlots are encouraged to be located near the street. There is a strong opportunity to focus the non-residential employment generators toward technology based businesses. These will likely be smaller uses, and the area may serve as a small business technology incubator, allowing business to grow out of the area and locate expanded facilities in other locations within Whitestown

With the connectivity of this area with the Farm Heritage Trail and the proximity to the Legacy Core, residential uses will be an important component of the development within and around this area. It is likely that there will be a mix of residential use types within this area including traditional detached single-family homes, attached single-family product, condominiums, Townhomes, and multi-family product. It is anticipated that these uses will be market driven, but should address the need to cater to young professionals and those seeking a more urban living atmosphere. This means that this area will need to accommodate a mix of densities, including levels that are usually not permitted in most suburban communities.

6 eastern gateway mixed use

Development Examples

Source: Ansonindiana.com

Source: HWC Engineering

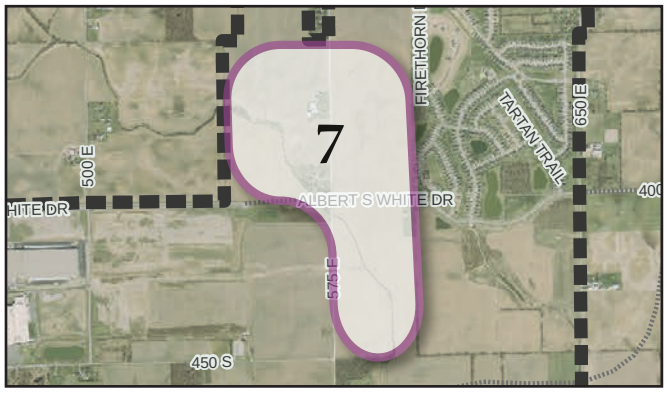
Source: HWC Engineering

Source: loopnet.com

Source: talktotucker.com

Source: Ansonindiana.com

7 Albert S. White mixed use



This area is is located between the Legacy Core and Interstate 65 along the Albert S. White Boulevard. This area is important because it serves as a transition between the more intense industrial uses currently planned for Anson and the existing and planned single-family areas in northeastern Whitestown. This area will likely need to include some higher density residential to help serve and as a transitional use, but may also contain smaller lot single-family uses. It is also likely include some neighborhood retail uses. These may include pharmacy, grocery, and other smaller retail uses, but “big box” retail uses would not be appropriate in this area. It is also important that the commercial in this area not injure market potential for redevelopment opportunities in the Legacy Core and the more intense retail uses that may be possible in Development Area 6.

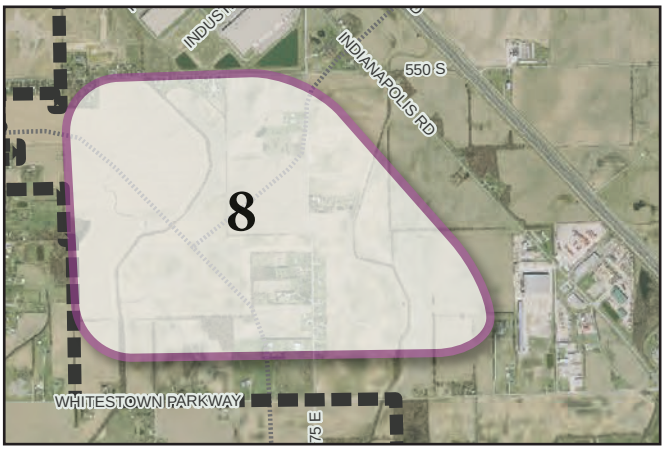
Development Examples

Source: HWC Engineering

Source: SMET Construction Services

Source: HWC Engineering

8 commerce district mixed use



This area is southwest of Development Area 4 in a currently undeveloped area. This area focuses on a mix of office, research and technology uses to support an innovative corporate campus or technology park that transforms Whitestown into a regional research and technology area. The area supports corporate office complexes, research and technology related uses, and some potential small light industrial uses (distribution, manufacturing and wholesale) that are completely enclosed in a building. The architecture may reflect the innovation of the medical/technology field through more contemporary architecture and modern materials such as glass; however, more traditional styling elements are not discouraged if they respond to the style of adjacent buildings. This area supports medium to large offices and should provide easy access and good visibility from major thoroughfares, Interstate 65, and the future extension of Ronald Reagan Parkway. This area shall have an emphasis on high quality architecture, proportion, and detail.

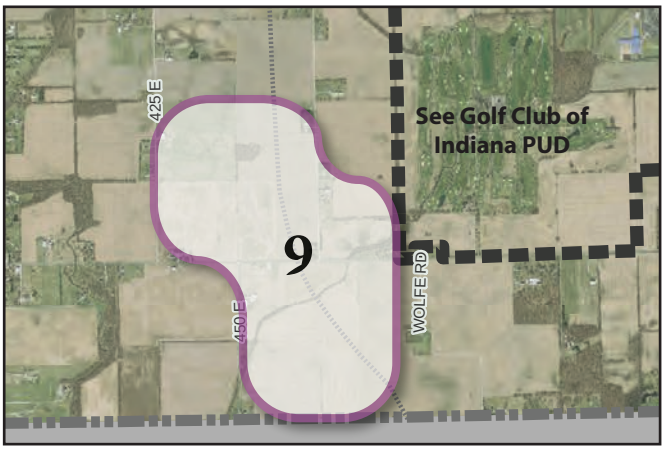
Development Examples

Source: HWC Engineering

Source: Ansonindiana.com

Source: indyfamilyresource.com

9 southern gateway mixed use



This area is located in the southern portion of Whitestown around 750 S and 450 E and will serve as the primary southern gateway to Whitestown. Similar to Development Area 7, this area will likely include some neighborhood retail uses. These may include pharmacy, grocery, and other smaller retail uses, but “big box” retail uses would not be appropriate in this area. It is also important that the commercial uses in this area be designed to primarily serve the residential uses in close proximity to the area, and not necessarily compete with the more intense residential uses planned along Whitestown Parkway. The majority of this mixed use area will be residential, with less dense residential product as the predominant use, but denser residential product expected closer to the commercial area of the area and along Whitestown Parkway.

Development Examples

Source: HWC Engineering

Source: HWC Engineering

Source: primeretailre.com

10 legacy core

In 2012, the Town of Whitestown and the Whitestown Plan Commission prepared and adopted the Downtown Revitalization Master Plan for the Legacy Core area. The intent of the plan was to study and determine a strategy for encouraging appropriate reinvestment in the downtown area. Focused on public input, the study incorporated different opportunities to guide the decisions and recommendations for the Legacy Core area. The project area, which encompasses the geographic boundaries of the historic Town center, includes Pierce Street from west of Walnut Street to Jackson Run Creek on the east and Main Street from Walker Farms subdivision to north of the Lions Park entrance.

LEGACY CORE VISION

Through the input g athered during the Downtown Revitalization Master Plan process, a vision for the Legacy Core was established that will:

Create a sense of identity by embracing its small Town character and cultivating a diverse base of uses and activities.

Preserve its character as a safe, involved community while creating a setting where residents can easily walk to locally owned businesses, visit with neighbors and attend local events.

Become a destination for residents and visitors by celebrating its culture and past, while allowing for new businesses and hosting community-focused events.

A series of specific objectives aimed at achieving the established vision for downtown include:

- Creation of an interconnected network of parks and open space around the downtown linked by the Legacy Core Shared-use Path;
- Improvements and enhancements for public infrastructure, including Main and Pierce Streets and the construction of the Farm Heritage Trail through downtown;

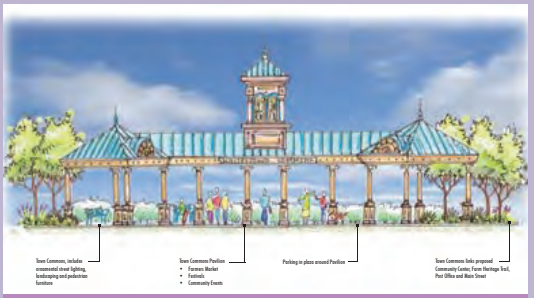
Investment in the historic downtown, or Legacy Core, includes residential stabilization, construction of the Farm Heritage Trail, as well as parking and street improvements.

- Construction of new downtown public amenities, including the Whitestown Town Commons public gathering space and the Whitestown Community Center; and
- Investment in both housing and commercial redevelopment and infill projects.

The specific recommendations, and related action step, for the Legacy Core were documented in the 2012 Downtown Revitalization Master Plan which is included as part of the overall Whitestown Master Plan and should be used as further reference for specific land use guidance and planning decision making for this area.

precedent images

Whitestown Town Commons: Community Center & Farm Heritage Trail Connections



Whitestown Town Commons: Pavilion & Farmers Market

Images and map highlight the recommendations from the 2011 Downtown Revitalization Master Plan.

legend:

PREDOMINATE LAND USES:
- Residential Land Use
- Retail / Commercial Business Core
- Industrial, Office or Manufacturing
- Open Space / Recreation
- Study Area Limits
- Whitestown Town Limits

SPECIAL FEATURES:
- Gateway Marker
- Trailhead/Rest Node
- Streetscape Enhancements
- Proposed Farm Heritage Trail
- Whitestown WALK! Loop Trail

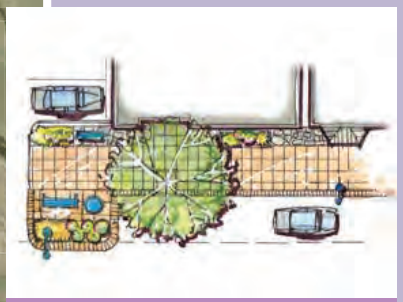
OPEN SPACE NETWORK:
1. Nature Park
2. Panther Park
3. Gathering Park
4. Lions Park (Sports Park)
5. Whitestown Town Commons

CONNECTIONS:
6. Farm Heritage Trail
7. Whitestown Walk! Loop Trail
8. Main & Pierce Street Enhancements

COMMUNITY INITIATIVES:
9. Whitestown Community Center
10. On-Street Parking Along Main Street
11. Main & Pierce Intersection Improvements
12. Community Gateway Markers
13. Residential Rehabilitation
14. Commercial Rehab & Infill
15. New Residential Infill
16. Pierce & Main Parking Lot
17. Town Hall Site Feasibility Study Option
18. Alber S. White Historical Museum

Downtown/Legacy Core Plan Elements & Land Use

Streetscape Enhancements @ Pierce & Main



Streetscape Enhancements

Map and images from the 2012 Downtown Revitalization Master Plan

This plan introduces the concept of transitioning from a town of subdivisions to a community of neighborhoods. To accomplish this, it will require a combination of improvements to better connect and coordinate existing developments, creative future design and special considerations for new development projects. The best neighborhoods are not just a collection of houses within a subdivision, but they also contribute to a unique sense of place and community identity, with residents interacting socially with one another as well as contributing volunteer time, leadership, and civic involvement. Key physical elements of neighborhoods include:

1. Seamless transition from residential to non-residential uses
2. A well balanced mix of land uses and services
3. Uses are an integrated component of the neighborhood with adequate buffering and transition for noise, light, and parking intrusions. Areas in heavy industrial areas will require significantly more buffering than those in light industrial or manufacturing.
4. Mixed density residential designed as a component of the neighborhood
5. Multi-modal transportation (i.e. pedestrians, bicyclists, drivers) and walkability within the neighborhood and between neighborhoods and community amenities
6. Design and architectural features that are visually interesting
7. Encourages human contact and social activities via things such as unique gather spots within the neighborhood
8. They are places where there are lots of options to choose from for entertainment and activities

This page intentionally left blank.

Chapter 5: Transportation & Circulation

IN THIS CHAPTER

This chapter identifies various objectives for roadway improvement, bicycle and pedestrian projects, as well as corridor enhancements.

- **Overview**
- **Guiding Policies**

TRANSPORTATION & CIRCULATION

guiding policies

1. Road networks within new subdivisions should link to the existing road networks in neighboring subdivisions / developments.
2. Plan and promote pedestrian circulation (walking, cycling, etc.).
3. Continue to implement a network of community-wide paths and trail system.
4. Develop and link pedestrian networks (sidewalks and trails) within new developments.
5. Improve mobility for youth, seniors, disabled and other residents in need.
6. Ensure accessibility and efficiency for emergency/first responder services.
7. Control access, entrances and curb cuts of major arterials or near intersections per the Whitestown Transportation Plan.
8. Encourage alternative means of transportation including carpooling, public transit, and complete streets to encourage less and alternative fuel use (electric, hydrogen, etc.)
9. Enhance community identity through attractive streetscapes.

5: TRANSPORTATION & CIRCULATION

OVERVIEW:

The 2013 Whitestown Transportation Plan outlines the long-term vision regarding circulation, safety, efficiency, maintenance, relationship to future land uses and cost-effective implementation phasing. Detailed engineering and transportation studies will be needed for specific projects identified in that plan. The components necessary to foster convenient circulation include:

- Promote orderly development
- Improve health, safety, convenience and welfare of residents
- Develop a comprehensive transportation network that integrates alternative modes
- Develop priorities for the Town's capital improvements program

TRANSPORTATION OVERVIEW

Transportation planning is a critical component of managing growth in Whitestown. The current Transportation Plan addresses many of the issues and opportunities facing the community. The Transportation Plan states that the plan "is a tool to guide public officials, developers, engineers, planners, residents, and other parties involved in developing long-term land use and transportation objectives. These include reserving rights-of-way for future roadways or roadway improvements, designating pavement widths, and making public and private funding decisions. The plan is not a traffic study intended to remediate immediate traffic concerns; rather it is a guiding document to address the long-term growth and development of the community as land development occurs."

As noted in the Land Use chapter, there has been, and there is anticipated to be in the future, significant development and growth within Whitestown. The current Transportation Plan states,

"The Town believes that tax-funded street and utility extensions should be planned and used to direct growth in the manner the community desires. Ideally, transportation systems would be in place prior to new developments. The financial resources to achieve this rarely exist, particularly when existing roads are involved. The commencement of the Anson PUD presents unique opportunities that could address the acknowledged economic shortcomings. It further challenges the local governments to address concerns outside the boundary of the PUD that will be impacted by its land uses. The extended build-out of the PUD, potentially by multiple developers, complicates local challenges. Other developments in and around Whitestown have been widespread and have relied on the county road network, which is not designed to accommodate urban traffic. By implementing a comprehensive Transportation Plan, the Town could avoid some of the negative traffic growth conditions other communities have experienced."

To manage this growth, the plan identifies some key thoroughfare improvements that will impact the areas of future development and the potential overall capacity of that development for Whitestown in the future. The Transportation Plan has identified several road improvement projects that are necessary to manage this growth. The plans states,

"the order of listing should be used only as an indication of the relative priority of a particular project. Each project listed should be reviewed to determine that it is justified before the project is implemented. Individual projects may be completed earlier or later than shown on this listing. This listing shows more projects than can be financed in some years. This listing does not include new traffic signals that may become warranted, any modernization of existing traffic signals, or any isolated safety or capacity enhancement projects."

Funded Arterial and Collector Road Projects (inside current Town Limits):

1. C.R. 400 S (A.S.White Drive) road improvements
2. C.R. 400 S (A.S.White Drive) bridge installation at Fishback Creek
3. Main Street and Pierce Street LPA road improvements
4. SR334 (Whitestown Pwy.) and C.R. 700 E traffic signal

Underway (in design) Arterial Road Projects (inside current Town Limits):

5. I-65/SR334 (Whitestown Pwy.) road/ interchange improvements
6. Perry Worth Road alignment shift at north end
7. Perry Worth Road alignment shift at south end
8. C.R. 650 S road improvements from S.R.267 to Indianapolis Road (County Project and subject of an Interlocal Agreement between the Town and Boone County, Federal and
9. State Project Number 0100662)

Future Arterial Road Projects (inside current Town Limits):

10. Ronald Reagan Parkway road extension
11. C.R. 650 E (Main Street) road improvements
12. Conceptual Diagonal Arterial Parkway road installation
13. Anson Boulevard road extension south of C.R. 450 S
14. 13. Indianapolis Road improvements at Whitestown Parkway
15. C.R. 500 S and C.R. 575 E road improvements
16. C.R. 650 S road improvements behind Lowe's

Other Arterial Road Projects (outside current Town Limits):

- C.R. 400 S and C.R. 400 E road/intersection improvements (in design)
- Ronald Reagan Parkway road extension (in design)
- 146th Street road extension/realignment (in design)
- Whitestown/Zionsville Road extension and improvements
- Conceptual Diagonal Arterial Parkway road installation
- C.R. 650 E road improvements north of Town
- C.R. 200 S road improvements
- C.R. 400 E and C.R. 450 E (Anson Boulevard) road extension/alignment shift north of C.R. 300 S
- C.R. 400 E road improvements north of C.R. 200 S
- C.R. 700 E road improvements north of Town at ZWMS
- C.R. 575 E road improvements north of Town

Certain of these projects, as well as other projects not listed in the current Transportation Plan, will have a lasting impact on the development character of Whitestown. These projects have a truly regional impact and, while all of the projects in the preceding list are important growth management tools, the following projects have the potential to define the future identity of Whitestown:

Ronald Reagan Parkway

The Ronald Reagan Parkway will have a dramatic effect on the Town of Whitestown, but it is critical that its alignment and design represent the best interest of the community. A major regional connector, the Transportation Plan envisions that the Parkway should:

- Be a high volume, four-lane divided parkway with a minimum 150-foot right-of-way.
- The right-of-way corridor should be more in character to the Hazel Dell Parkway in Carmel, rather than a highway.
- Large roundabouts should be used at major intersections instead of traffic signals to improve vehicular flow, reduce noise, increase safety, and improve aesthetics.
- The parkway's right-of-way should include pedestrian facilities; sidewalks on one side and asphalt side path on the other.
- When adjacent to existing or proposed residential areas, the parkway's right-of-way should be significantly landscaped to complement and enhance those residential areas.

The Parkway is shown on the Thoroughfare Plan extending northward from the Boone County/ Hendricks County line and connecting to S.R. 267 just south of C.R. 550 S.

146th Street Extension

The extension of 146th Street from Carmel to Whitestown will create an important east/west connector on the north side of Indianapolis. Connecting Interstate 65 with Interstate 69, and the eventual connections south to Interstate 70 on the Ronald Reagan Parkway and Olio Road in Fishers will create the northern leg of what many consider the outer beltway to Interstate 465. The extension is proposed to start east of original downtown Whitestown and continue west along C.R. 300 S. from the Worth Township line, turning south about ¼ mile east of C.R. 700E., turning back to the west along Albert S. White Drive (formerly C.R. 400 S), then continuing west to I-65. A second route takes the road in a southwesterly diagonal pattern from CR 400 S to a new midpoint interchange that would be created between the two existing interchanges along Interstate 65.

Midpoint Interchange

The potential midpoint interchanges created as a result of the 146th Street expansion open up the potential for mixed use development on both sides of the interchange. The east side being a new heart for the Anson development, and the west side creating the potential for High tech industrial development along the Indianapolis Road corridor.

Existing Interchanges

Traffic congestion is common at the interchanges along Interstate 65, especially at peak traffic time at the Whitestown Parkway interchange. The current Transportation Plan calls for improvements at the interchanges. Such improvements will be critical if the community is to maximize the development potential along the Interstate 65 corridor.

Alternative Transportation

The importance of trails are discussed throughout the Comprehensive Plan. The Transportation discusses the needs for community trails as well, but a detailed alternative transportation plan needs to be developed and adopted to ensure that the proper connectivity and pedestrian accessibility is provided in Whitestown.

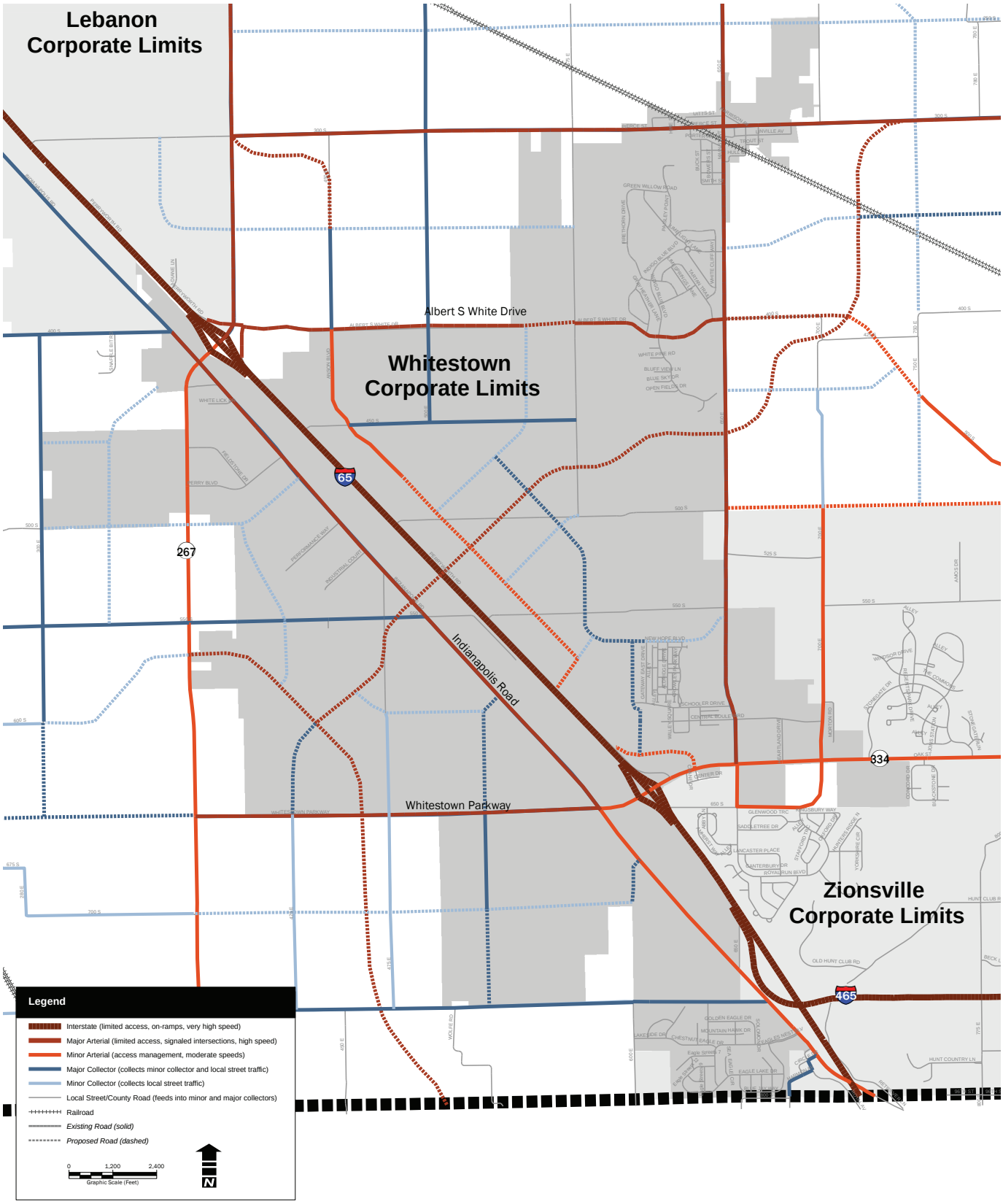
Mass Transit

Discussion has taken place for years about the opportunities for mass transit services to service the areas north of Indianapolis. This service is essential to supporting the attraction and retention of workforce in the community for a wide range of employment opportunities as well as supporting increased densities that are necessary to support the unique urban character outlined within this plan. While this may ultimately result in regional rail service being created, it is more likely that the greater affordability of bus service bus could provide a short-term solution to the existing transit need. It is important that the local communities, including Whitestown, work to find solutions to this issue that may include local park and ride alternatives (along Interstate 65), business sector recruitment for participation and support, and local government financing to ensure the long term viability of the program.

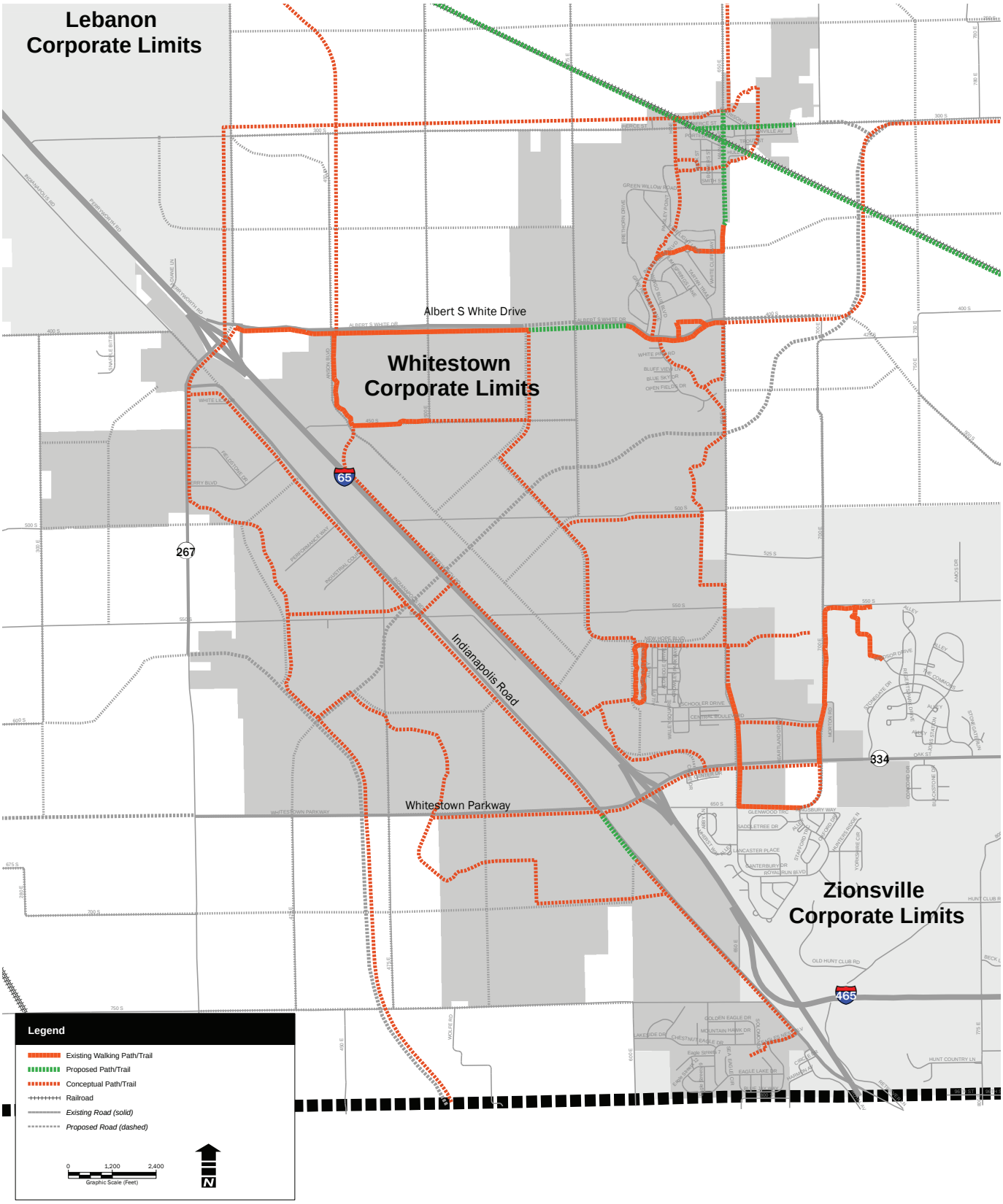
TRANSPORTATION NETWORK MAP

The 2013 Whitestown Transportation Plan includes all the findings and recommendations for transportation improvements throughout the study area. These recommendations include development of new roads, improvements to existing roadways, standardization guidelines for road improvements, and additions/improvements to the existing network of multi-use trails. The references maps on the following pages include classifications and routes gleaned from the transportation plan and INDOT for use as a reference within the comprehensive plan.

Transportation Map



Trails Map


Lebanon
Corporate Limits
Albert S White Drive
Whitestown
Corporate Limits
Indianapolis Road
Whitestown Parkway
Zionsville
Corporate Limits
65
267
334
465
Legend
Existing Walking Path/Trail
Proposed Path/Trail
Conceptual Path/Trail
Railroad
Existing Road (solid)
Proposed Road (dashed)
0
1,200
2,400
Graphic Scale (Feet)
N

Chapter 6: Municipal Services

IN THIS CHAPTER

This chapter identifies needs for municipal and public services, such as emergency response, utilities, public lands or other semi-public uses. These services should be coordinated with the future growth pattern.

Overview

- **Guiding Policies**
- **Utility Service Area Map**
- **Municipal Facilities Map**

MUNICIPAL SERVICES

guiding policies

1. Provide facilities that serve all age groups and abilities.
2. Continue to provide a high level of service for all public services including emergency and safety services as well as utilities and facilities.
3. During development and redevelopment, sufficient land areas should be retained for future needs of parks, greenways, rights of way, utilities, fire and police stations and other public purposes and services.
4. Co-locate community facilities and services when and where feasible to provide all residents and businesses easy access to Town services.
5. If utility service is approved or granted for developments outside the current corporate boundary, require a commitment to be annexed if feasible or when applicable.

6: MUNICIPAL SERVICES

OVERVIEW:

From water and sewer to emergency services and parks, it is critical that adequate services are provided to existing and future residents and businesses. These services are needed to make Whitestown competitive and to maintain a high quality of life. Additionally the capital and investment to build and maintain these systems and services in a fiscally sustainable manner is important.

The components need to accomplish this include:

- Public utilities
- Public services
- Public capital

MUNICIPAL FACILITIES OVERVIEW

Local infrastructure and services are one of the fundamental building blocks of good community and economic development policy. Whitestown's current sewer and water services and capacities position the community well to provide the basic utility infrastructure to potential residential and non-residential prospects. The current systems are also designed to support, either through existing services or potential future expansion, the increased densities envisioned by this plan. While not all areas that are planned for development are currently served with utilities to the property, plans are in place to be able to expand main service lines to support future development when the demand presents itself. One area of concern, however, is in the area of the community's broadband service. While "dark" fiber lines are available to connect the community to the main service hubs north and south of the community, the connecting infrastructure and current service within the community does not support the high-tech and progressive vision the community has for future development. This is one area that will need to be addressed in the future.

Sewer

The Whitestown collection system is comprised of 100% separate sanitary sewers with no known overflows or bypasses. The sewers in "Original" Whitestown are considered the oldest within the collection system, dating back to the early 1970s and constructed of vitrified clay pipe (VCP). The remaining balance of sewers was constructed from the early 1990's to the present day, consisting of PVC pipe installed using modern pipe bedding/ backfill techniques in accordance with Town standards.

In 2010, the Town completed a comprehensive sanitary sewer rehabilitation project within the "Original" Whitestown service area. This project was funded through the State Revolving Fund loan program, which gives low interest loans to Indiana Communities to enhance and expand their water and wastewater facilities. The project consisted of approximately 9,000 LF of 8" cured-in-place-pipe (CIPP), 4,000 LF of 12" CIPP, 53 dig-up point repairs, and one manhole replacement.

The system is divided into two service areas – north (serving the original Town boundary and properties to the west thereof) and south (serving the balance of the Town, including Walker Farms, Anson, Eagles Nest and other relatively dense population centers).

The original wastewater treatment plant near the southeast corner of the original Town line was

Service Area	Lift Station Name	No. of Pumps	Capacity (gpm)	Year Installed
North	Perry-Worth School	2	180	1995
South	Royal Run (East)	2	1,200	1997
South	Indy Road (West)	2	1,575	2000
South	Stonegate	2	500	2002
South	Walker Farms	2	850	2002
South	Eagles Nest	2	400	2004
South	Anson North	2	360	2005
South	Anson South	2	580	2005
North	Original Whitestown	2	620	2010
South	Clark Meadows	2	220	2013

constructed in the early 1970s. Only the Perry-Worth School and Original Whitestown Lift Stations pump to the Whitestown waste water treatment plan (WWTP). With more stringent discharge limits and increased population/flows, the WWTP was upgraded in 2001 to handle an average design and peak design flow of 0.25 million gallons per day (MGD) and 0.89 MGD, respectively. In 2010, the WWTP was further upgraded so that it is listed as a Class II facility. It is currently operating at approximately 68% of its average day design hydraulic capacity.

The Royal Run Lift Station serves as the main regional lift station serving the south Whitestown system. Flow from the eight other lift stations is routed either directly or indirectly to Royal Run. It then pumps waste to the Citizens Energy Group (CEG) sanitary sewer system in Indianapolis. The Town is currently under an agreement with CEG allowing them to convey wastewater from Royal Run lift station to the City's inter-connection point. This agreement spells out the maximum average day capacity of 0.600 MGD, and peak capacity of 1.512 MGD.

Domestic wastewater flow makes up approximately 60% of the total average daily flow of the system. Commercial/institutional and Industrial contributions make up approximately 13% and 7%, respectively. Residual infiltration/inflow accounts for approximately 20%.

With CEG sewer rates expected to increase and Whitestown expected to grow dramatically in the near future, it was determined that a new WWTP would be needed. This new plant would enable Whitestown to provide sanitary service to 100% of the Whitestown population. Construction on the new WWTP, located just outside the Town boundary along the Boone County line west of Eagles Nest subdivision, began in 2014. The new plant is designed for 1.70MGD AVG. and 6.00MGD peak flows and is currently in operation. The existing WWTP will is in the process of being removed.

Water

The water distribution system contains portions of water main that were installed in the mid-1950s, some periodically installed mains, and several new mains that were more recently installed. Water main has been extended west to Perry Worth School and south to serve the Royal Run subdivision. There are existing transmission lines along Whitestown Parkway, Indianapolis Road, 650 E. and 625 S. Water main has been installed to serve the developments of Anson, Perry Industrial Park, Walker Farms, Maple Grove, and Stonegate. The Town currently has a construction project underway to replace the remaining old water mains in the original Town.

Two booster pump stations exist – one along Whitestown Parkway at Maple Grove subdivision, and another on Indianapolis Road just north of Eagles Nest subdivision. The Whitestown Parkway Pump Station is rated at 2MGD and the Indianapolis Road Pump Station is rated at 6MGD. Storage is provided by one elevated tank with a capacity of 150,000 gallons, located on Walnut Street in the original Town, one (1) elevated tank with a capacity of 500,000 gallons, located on Main Street in the Anson PUD, and a new 2MG elevated tank near the I-65/S.R. 267 interchange. These locations are shown on the provided maps. The water itself is purchased from CEG. This contract is currently for a daily maximum of 4 MGD. Provisions in the Whitestown/CEG contract provide for increases to 6MGD by 2020 and further increases to 8MGD by 2035.

Police and Fire Services

Input gathered from stakeholders and citizens during the comprehensive planning process has identified that one of Whitestown's greatest assets is the safety of its citizens. This is in large part a result of strong police and fire services currently provided by the community. The community is currently served by three fire stations that are strategically positioned to serve both current citizens as well as future growth needs. Police service comes from a centralized station that has great thoroughfare access to serve areas in all directions within the community. As growth

continues within the community it will be important to monitor response times from the current facilities and expand as necessary to maintain outstanding service. One area that was mentioned during the planning process was the need to monitor closely the manner by which Emergency Medical Services (EMS) are delivered to the community. Current services are provided through a partnership with Witham Health Services and it is anticipated that this relationship will continue. EMS services are a critical part of the overall public safety plan for the community and moving forward each partner should seek the best programming and service provision alternatives to best service the community now and into the future.

Town Hall

With the 2015 relocation of Town Hall to a more central location along Whitestown Parkway, the facility is now positioned to be a central hub of community activity. Beyond the normal public meetings and services provided within the facility, the expanded meeting and activity space opens up a variety options for public gatherings and civic activity. This includes the possibility of renting the facility for athletic activities, business meeting and events and personal events. Ample parking, as well as outdoor space and opportunities for future expansion make this not just a good location for centralized municipal services, but a great welcome center and gathering place for the community.

Broadband

Internet service and broadband capacity has become as important to economic development efforts as sewer and water service. Key community stakeholders mentioned that they were concerned about the overall state of broadband access in Whitestown. While there is service to the community, the citizens mentioned that the limited number of options and relative level of capacity may not support the long-term community development and economic development desired by Whitestown. There are areas of strength regarding service (such as the sonnet ring serving the area inside of Anson) and the community does have access to significant regional broadband trunk lines. Some of these lines may not be “lit” but they none-the-less provide opportunities for significant future service capacity for the community. As the community continues to develop, growing broadband service will be an essential part of securing the types of businesses and residential densities desired by the community. Whitestown should seek to partner with service providers and developers inside the community to identify and provide solutions to the community’s short-term and long-term needs.

Planning and Economic Development

Site selectors, whether they are specific company representatives or brokers and developers representing the company, want to locate in communities where information is readily available, responsiveness is quick, and communication is complete, clear and concise. To accomplish this, the most successful communities create a single point of contact to process potential client requests and shepherd approval process for projects when necessary. While some of this role is played by the Boone County EDC, it is important that their work is supported with a local resource that is capable and prepared to do much of the leg work to respond to information requests from potential businesses. With recent staff additions and realignment of resources focused on community and economic development, the Town is well positioned to provide the support and accountability required to be competitive in all desired attraction projects.

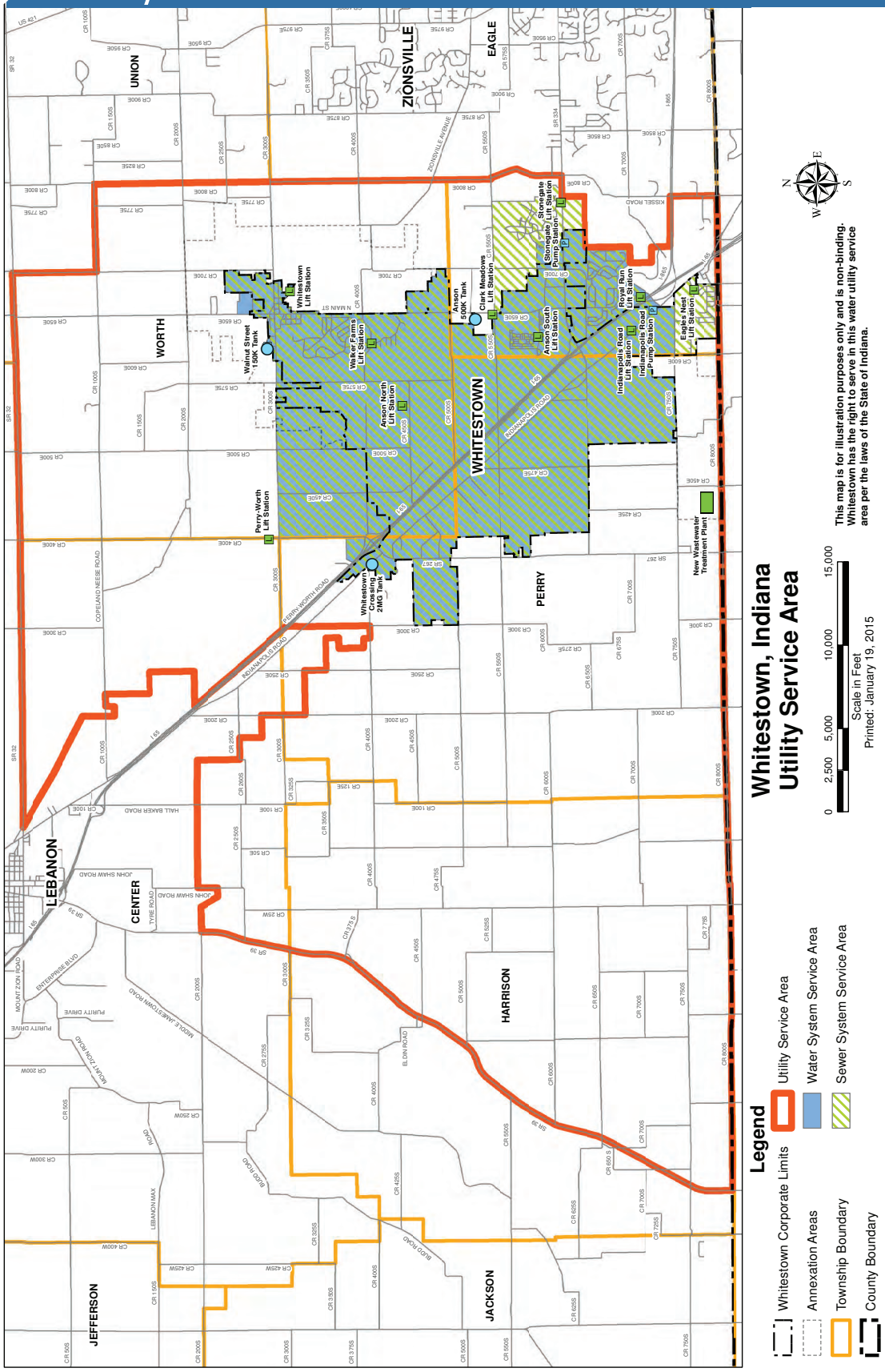
Maps

On the following pages are two maps that illustrate the various aspects of the Municipal Services in Whitestown. The first map, the Water and Sewer Boundary Map, depicts all the visible Water and Sewer Facilities within the Whitestown Municipal Utilities (WMU) service area. It also shows the limits of the areas already served by water, sewer and both. The WMU Service Area boundary is also shown. Note that in some areas, sewer and/or water service is already available outside of the existing Town boundary.

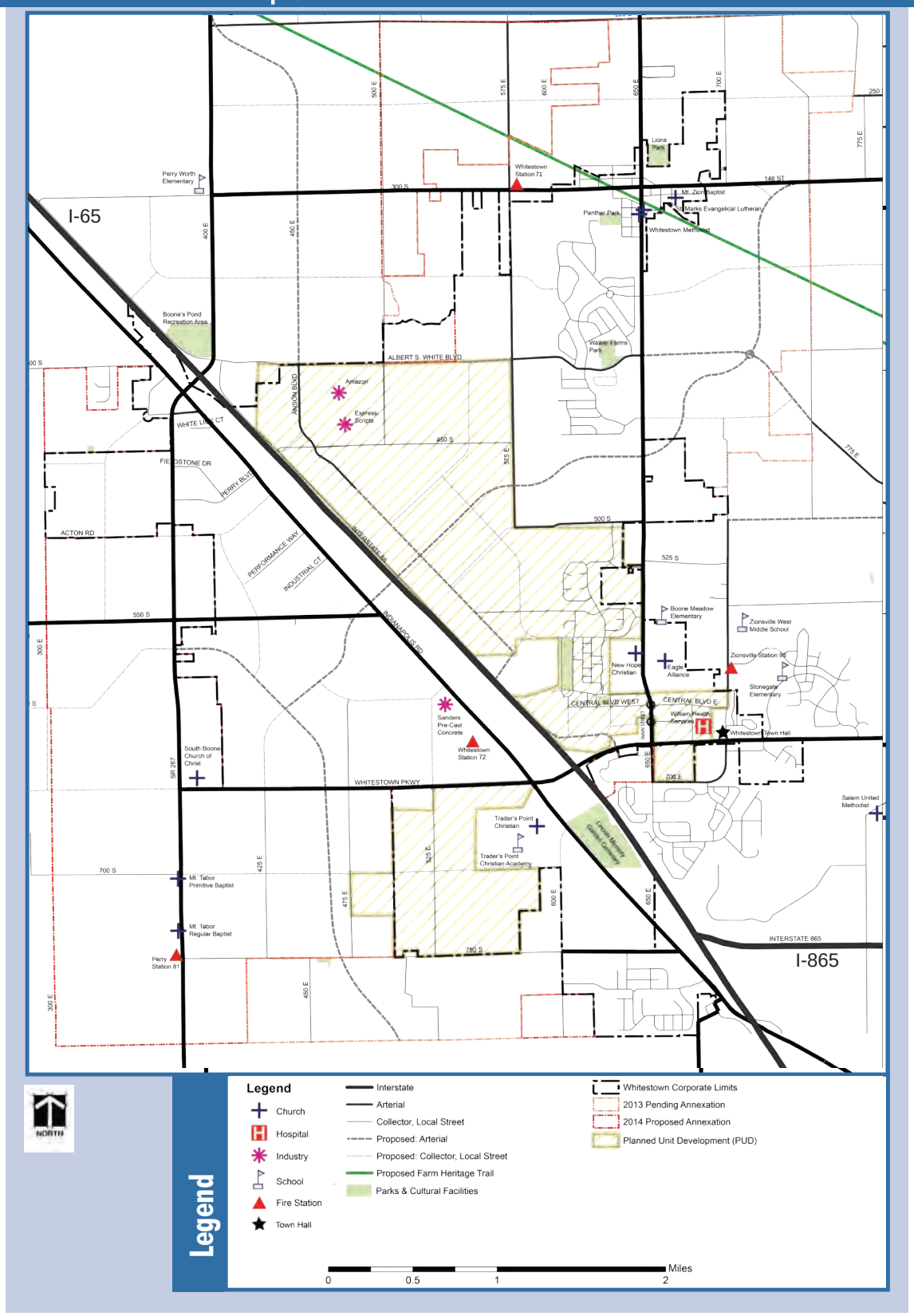
The second map, the Facilities Map, illustrates the various public facilities that exist in the Town. This includes churches, schools, parks, hospitals and cemeteries. In addition, several of the major employers in Whitestown are shown.

6: MUNICIPAL SERVICES

utility service area



facilities map



Chapter 7: Parks, Open Space, & Recreation

IN THIS CHAPTER

This chapter highlights several broad goals regarding public open spaces for parks and recreational facilities. Specific detail regarding the implementation of these types of facilities are further highlighted in the reference Five-Year Parks and Recreation Master Plan document.

- **Overview**
- **Guiding Policies**
- **Existing & Proposed Park, Recreation and Open Space, and Facilities Map**

PARKS, OPEN SPACE & RECREATION

guiding policies

1. Support efforts to make trails accessible, reliable, safe, convenient and attractive to minimize environmental impacts.
2. Preserve natural areas to provide habitats for plants and animals that improve the quality of life.
3. Require best management practices when development is within or in close proximity to an environmentally sensitive feature.
4. Focus equally on maintaining existing parks and actively acquiring strategic park facilities.
5. Strive to develop park amenities that generate revenue (user fees), community pride and regional excitement.

7: PARKS & OPEN SPACE

OVERVIEW:

Protecting Whitestown's environmental and open space resources can enhance the quality of life. As new development occurs, areas that are environmentally sensitive should be protected and maintained. These areas can be used for recreation and education in addition to supporting a healthier community.

The components to meet the community's needs include:

- Maintaining existing natural areas and water bodies
- Preserving important environmental features and areas
- Protecting groundwater and surface water quality in addition to air quality
- Preserving natural drainage areas, including the 100-year floodplain
- Encouraging environmentally sensitive practices
- Maintaining, enhancing and expanding existing park and recreation facilities

OVERVIEW

The Whitestown Parks Department prepared a Five-Year Parks and Recreation Master Plan in 2013 to the standards set forth by the Indiana Department of Natural Resources. Subsequently, a Recreation Impact Fee Zone Improvement Plan was prepared. These two policy documents set forth both an outline of physical improvement strategies as well as mechanisms and tools for which these recommendations can be implemented. This Comprehensive Plan reinforces the strategies outlined as part of those planning and policy efforts.

The following is an excerpt from the Five-Year Park and Recreation Master Plan that highlights the needs identified as part of that planning effort. It aims at increasing both the quantity and quality of park, open space and recreational facilities in Whitestown.

Top Needs and Desires

- Restrooms at parks
- Parking at Walker Park & Trail
- Safe pedestrian crossing of Interstate 65
- Additional trail connections to neighborhoods
- Splash Pad
- Additional future or long-term projects also were identified that included: equestrian facilities, target shooting range, indoor sports facility, alternative sports park (disc golf, skate park, ga ga ball pits, etc.), community pool/water park, performance pavilion, and a dog park

Each of these projects will have a positive influence on the overall quality of life in the community, but some will have a greater impact than others. One area identified as part of the comprehensive planning process was Whitestown's ability to serve not only the needs of its growing population, but to be a regional destination for activity areas and entertainment. The Town's Impact Fee Zone improvement plan stresses the need to successfully expand and enhance local park and recreation amenities proportionately with the rate of growth of the community. This will support the continued residential growth in the community as well as overall community economic development efforts. The broader context of the community's regional position, however, provides several potential projects that could have a positive impact on Whitestown beyond the enhancement of local quality of life. Whether by increasing visitor traffic to the community, enhancing the connectivity and accessibility of the community, or expanding the services that can be offered by the community, these projects can enhance the local quality of life, but also provide positive economic impacts to the community.

Panther Park is one of the existing open space and recreation facilities in Whitestown.

Development of a Whitestown community center

The purpose of this facility would be to provide year round indoor activity space that might be programmed as a public facility or in coordination as a public/private partnership. Community events, activities and rituals are key to activation of a community and establishing a strong community character. This facility may include several types of these events as well as programming for things such as, but is not limited to: sports activities, educational activities, community meeting spaces, etc. It would be ideal to locate this facility on one of the large parks planned for either side on Interstate 65. While it is likely that public funding will be required for at least a portion of a facility, Worth Township has been setting aside funds for a uses such as this and may be one source of public funding for the facility.

Establish large parks on both sides of Interstate 65

While Whitestown has several parks facilities in the community, it does not currently have such facilities on the west side of Interstate 65 and the current spaces are relatively small. One opportunity for the community would be to create large "centralized" park facilities on each side of the community. These spaces may include active areas such as ball fields and playgrounds or they may remain open space for active or passive use. It is essential that these areas become recreational destinations for the community by being connected by trails, pedestrian networks, and roads to all development areas within Whitestown. If designed and located properly, these areas should serve as places for the community to gather together for active programming and community events and passive social interaction.

Completion of the Farm Heritage Trail

Similar to the way that Interstate 65 connects the community to the world via roads, the Farm Heritage Trail will potentially open the community to a vast regional trail network. Eventually stretching from Lafayette to Indianapolis, the completion of this regional trail will not only serve local citizens, but provide significant growth and economic development potential to the community. With the eventual expansion of the 146th Street/County Road 400 corridor to Interstate 65, this will provide future connectivity of the Farm Heritage Trail to other regional trails including the Monon Trail.

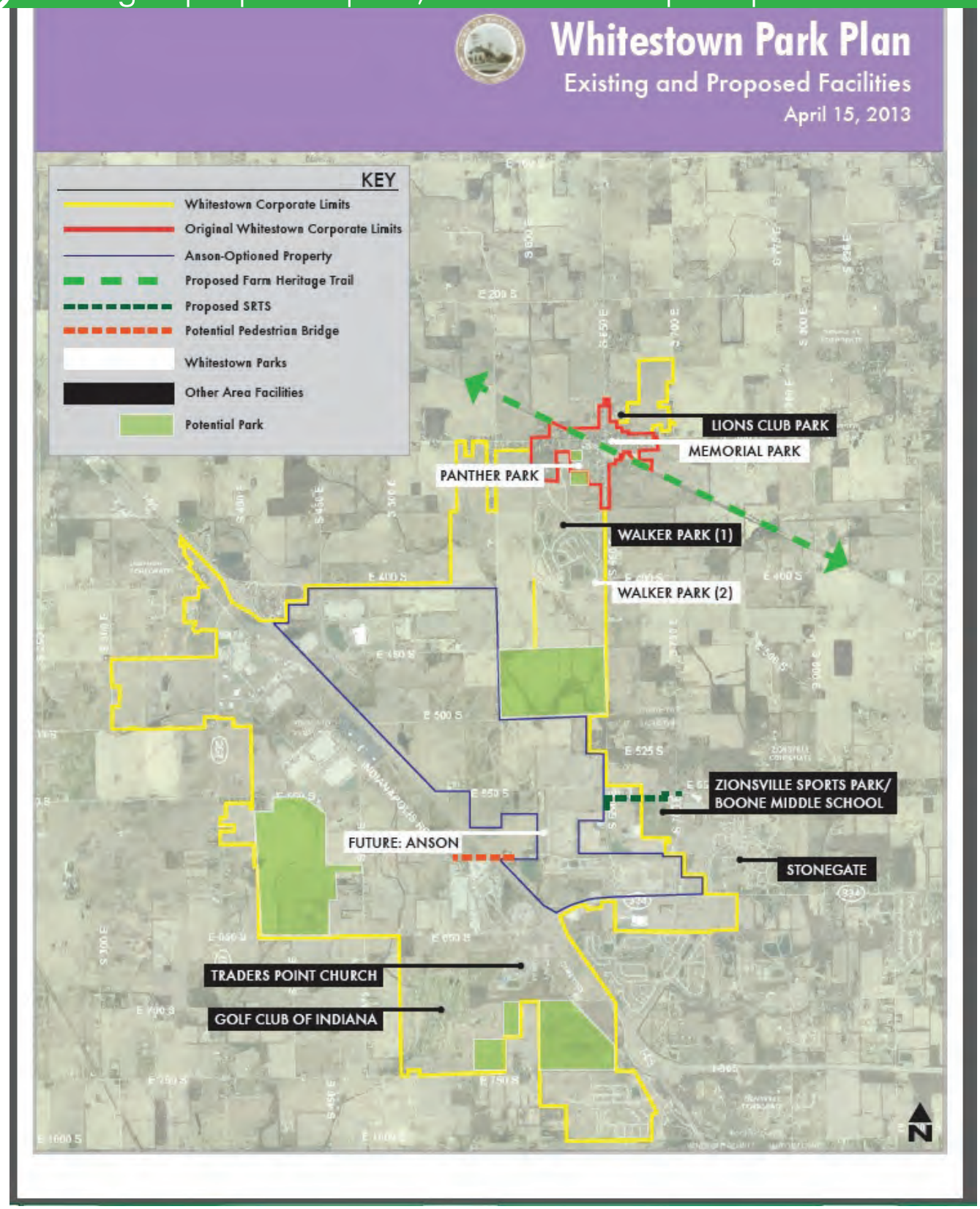
Trail and pedestrian connectivity throughout the community

The Farm Heritage Trail is a critical piece of regional infrastructure, but equally important is ensuring that the local trail network connects the community to the regional trail. This local trail and pedestrian path network needs to be planned and developed to make connections between neighborhoods, from residential areas to commercial areas, to community parks and recreation areas and to the regional trail network. This integrated system needs to create the feeling and practice that all paths lead to the designated community gathering places identified in this chapter.

Development of a regional event center

Given the geographic and demographic position of the community, the development of a regional event center may be a marketable possibility for Whitestown. This facility should be sized and programmed as not to compete with other regional centers in the area, but should still be large enough to maximize the utility of the space and ensure that most available events and activities can be accommodated. Space in the center may allow such uses as youth sports, concerts and entertainment events, conference and meeting space, reception and catering space, and community event space.

existing & proposed park, recreation & open space facilities



Map from the Whitestown 2013 Five-Year Parks and Recreation Master Plan

Chapter 8: Economic Development

IN THIS CHAPTER

This chapter summarizes the key community assets and constraints, as well as strategies and programmatic recommendations associated with the economic development policy of the community.

- **Overview**
- **Guiding Policies**
- **Site Selection Metrics**
- **Keys to Success**
- **Issues and Opportunities**
- **Areas of Focus**

ECONOMIC DEVELOPMENT

guiding policies

1. Net assessed valuation should grow at a faster rate than the cost of providing services.
2. Industrial/Commercial growth is to be pursued if it supports the value, character and quality of place desired by the community.
3. The Town's business expansion policy should be focused on industries that will feed the needs of existing employers and institutions in the community, creating a business climate that will stimulate further investment and regional interest in Whitestown.
5. Maintain and pursue diversity of commercial and industrial businesses.
6. Develop a strategy for the use of public financial incentives as a potential attraction tool that includes performance criteria for participants to meet.
7. Work with local resources to establish a comprehensive workforce development strategy.
8. Foster relationships with higher education partners to develop technology transfer and incubator/entrepreneurial business development opportunities.
9. Identify and develop entrepreneurial talent within the community, also known as "Economic Gardening", through personal, peer group and community coaching by way of an entrepreneur training program.
10. Build the amenities within the community that support the workforce demands of the business that are desired by the Town.
11. Continue to engage local school boards on the need to create local K-12 educational facilities to support the long-term community identity.
12. Include higher education programming and facilities to support continuing education opportunities for the attraction and retention of high quality workforce in Whitestown.

OVERVIEW:

Economic development is an essential ingredient to the overall sustainability of a community. With changes in tax structures at the state level, it is more important than ever that communities grow their tax base and attract and retain high quality jobs and workforce. It is also important that Whitestown identify its critical assets and development constraints and implement strategies that are designed to take advantage of and overcome each respectively. This may include:

- Developing a list of desired business attraction targets
- Establishing an effective business expansion and retention (BEAR) program
- Supporting entrepreneurial activities within the community
- Creating strategic partnerships with regional economic development and educational institutions
- Maintaining effective communication and internal project review processes
- Supporting public private partnership opportunities
- Strategic investment in public infrastructure

INTRODUCTION

Economic development means different things to different people. Traditionally, economic development has focused on the building of wealth in a community. It includes creating high wage jobs, building infrastructure to support assessed valuation growth and therefore tax base and finding ways to provide support and incentive to local business within the community contribute to this growth.

More recently, economic development is beginning to focus on the development of quality of place to support traditional economic development efforts. With the state's shift away from a traditional property tax structure to a more income/sales tax based structure, it is becoming increasingly more important where someone chooses to live and shop than where they work. While building quality places has always been an important factor in economic development, the need to attract and retain a talented workforce for your community and region has never been more important than now.

For Whitestown, both definitions are essential if the community is to realize its ultimate vision and maximize its potential. Whitestown benefits from a significant employment base, and has experienced tremendous residential growth over the past 15 years. What became clear during the development of this plan, however, is that the Town aspires to be more than a collection of subdivisions and warehouses. To achieve success in attracting more technology focused office and industrial uses, it is critical that the community have in place not just the infrastructure to support such facilities, but also the community climate that is attractive to the workforce that will feed those businesses. This chapter will discuss the key elements to developing that progressive and dynamic climate.

KEY SITE SELECTION METRICS

Many business location decisions are driven by site selectors, developers and real estate brokers assisting businesses in their decision making process. Before the economic downturn of 2008, the review process was designed to pick the location where a business might have the greatest opportunity to succeed. Today, the process is focused on selecting the location where a business might have the least opportunity to fail. This means that in many cases the process is not about selection but elimination of alternatives. Often candidate locations are weighed against one another and, one by one, locations are removed from the list because of a failure to reach an assessment metric in the decision process. In some cases, these metrics are physical such as interstate or utility access. In other cases, these metrics are tied less to physical factors such as a community's responsiveness to requests for information or coordinated local leadership.

Inside Indiana Business recently noted a survey conducted by Area Development Magazine of site selection consultants across the country. According to the survey, the top 10 ranked criteria for business and industry location decisions are:

1. Labor costs
2. Highway accessibility
3. Availability of skilled labor
4. Availability of advanced information and communication services
5. Construction costs
6. Energy availability and costs
7. Corporate tax rates
8. Crime rate
9. Available buildings and shovel ready sites
10. Tax exemptions/incentives

Two of the top three criteria are focused on the availability and cost of the community's workforce. This reinforces the need for communities to focus on improving their quality of life to support the attraction and retention of a quality workforce in the community, not just infrastructure and site availability. In additioan to quality of life, providing higher education opportunities and programming is a critical component of improving efforts at attracting and retaining a quality workforce in Whitestown.

KEYS TO SUCCESS

Economic development is a competitive process. Factors such as regional amenities and trade areas certainly impact a community's ability to be successful, but there are fundamental local criteria that must be in place for any community to experience successful economic growth in a very competitive economic development environment. Among these are:

Strategic investment is essential to long-term sustainability

Being ready for development opportunities is a critical part of being successful. While site selection decisions used to be made over several months, they are now made in a few weeks. This means that communities that have not invested in critical infrastructure to open sites for development or are not prepared to do so as part of a public/private partnership, are often left without sites to market and lose the deals before they are ever really considered.

Plan for the future, but be flexible

Any plan is only as good as the best available information at the time the plan is written. Opportunities for development often occur in the middle of a plan's implementation and in some cases these opportunities, while good and worth pursuing, were never anticipated by the original plan. Flexibility is essential to ensuring that good decisions are made throughout the life of the plan. This flexibility must be tempered, however, by establishing the correct vision and strategies to provide a decision making framework that can evaluate future opportunities and ensure the best decisions are made. Establishing the criteria to make the best decisions will ensure consistency in the implementation of the plan, maintain the spirit of the plan as future decisions are made and allow the required flexibility to deliver the best long-term development within the community.

Decisions must be made for the short-term and the long-term

Short-term success is key to successful plan implementation, but truly sustainable economic success is a long-term proposition often taking years to see complete implementation of strategies identified in the plan. Communities are hungry for development to occur and when good opportunities are presented, communities should aggressively pursue them. Sometimes, however, early opportunities may not be in the best long-term interest of the community. In these cases, it is critical for communities to say no. This is very difficult to do as nobody wants to walk away from a potential deal, but sometimes saying no is the best decision.

Be clear, concise, and consistent in decision making

As mentioned previously, people involved in site selection decisions are looking to mitigate risk. It is critical that communities are responsive to requests for information, clear in their expectations and desires, concise in outlining timelines and development standards, and consistent in the application of standards from one project to another. This will create trust and confidence in potential development partners that their investment will be protected, as well as mitigate some of the risk inherent to private capital investment decisions.

Local leadership is a key

Another part of mitigating risk is trusting the people with whom you do business. Being able to demonstrate that local entities work together and are interested in common outcomes is one of the first things that site selectors look for in communities. Being in a position to commit to items such as infrastructure construction and incentives, and being able to deliver on that commitment, will help secure the deal. It will also set the tone in the broader development community that it is safe to

do business with the community. Whitestown has a tradition of delivering on its promises and this allows the community to build on existing momentum and build a reputation as a trusted and reliable partner.

ISSUES AND OPPORTUNITIES

One thing that communities that experience economic development success do well is build a strong toolbox of assets and programs that they can use to their advantage. This toolbox also develops a shared understanding of the most efficient ways to engage these assets, and the proper circumstances and methods to use them. Whitestown has many opportunities locally to build this toolbox to position itself for long-term economic success. Among these opportunities are:

Higher Education

Whitestown is fortunate to be in reasonable proximity to several of the State's prominent colleges and universities. There is currently no such facility inside Whitestown, however. To achieve the overall character and amenities desired by the community, having better access to higher education opportunities, especially ones located within the Town, will help support business training, lifelong learning and talent attraction within the community.

K-12 Education

Primary education is an asset and a liability in Whitestown. The Town is currently served by both Zionsville and Lebanon school corporations. Zionsville consistently ranks as one of the best school corporations in the State of Indiana, and Lebanon School Corporation has been identified as a solid school alternative by local real estate brokers and developers. The challenge, however, is that neither school corporation is identified as a Whitestown school system. This helps foster the identity problem for Whitestown discussed in other parts of this plan. Any future school decisions must be sensitive to the best interests of the students and the historical service of individual properties within the area. Recognizing that, it is generally believed that having school facilities that are geographically local to Whitestown will likely better serve current and future students of the community. This does not mean that a new school district must be created, or even that a shift in current school jurisdictions is warranted. What this does mean is that consideration should be given to locating needed future school buildings and facilities within Whitestown, and subsequently identifying them as Whitestown facilities (such as Whitestown Elementary). These facilities could be within the Zionsville School Corporation, Lebanon School Corporation, or a product of discussion and collaboration between the two. Under any scenario, the key to supporting positive impacts on the character and brand of the community is the ultimate geographic location and designations of such facilities.

Messaging

Clear, honest, consistent communication between local government, residents, businesses and potential members of the community is necessary for successful economic development. So much of economic development is based on trust, and trust starts when the lines of communication are open and predictable. At the heart of economic development is telling a good story. In order to compete from an economic development perspective, it is critical that Whitestown develop, hone and sell its story and image. Establishing the tools to create, package and sell that message will be important for Whitestown to achieve its long-term vision.

Public/Private Partnerships

Rarely does successful economic development occur where there is not a combination of both public and private investment. This type of public/private partnership can take many forms, but is ultimately an effort to successfully implement a common vision in a more efficient and cost effective manner than may exist without such coordination. This is done while at the same time attempting, as best as possible, to limit the risk to each party.

These partnerships may result in, among other things, the construction of needed infrastructure, vertical construction of buildings for sale or lease, development of public amenities such as parks and open spaces or in some cases cross marketing and

competitive incentivization of targeted business types. Whatever approach is chosen, such partnerships are increasingly separating winning and losing communities, especially when it comes to development and redevelopment within the community core.

Product Delivery

Site and building availability and readiness for development are the core of economic development success. It is important for Whitestown to have a known inventory (including level of readiness) of sites and buildings in Whitestown. Whitestown is fortunate to have multiple development sites that are already in place and ready for development. As the Town begins to outgrow these areas, or begin to desire implementation of the development of the community zones identified in the Land Use Chapter of this plan, it may be necessary to partner with property owners of developers to assist in the readiness of a site for development.

Inter-jurisdictional Cooperation

While Whitestown cannot ultimately make decisions for surrounding cities, counties and Towns, the Town can help to influence decisions that have a regional impact. Many planning issues, such as stormwater, air quality, regional transportation and many others, can be addressed at the local level, but it is more effective to coordinate solutions at a regional level. At a minimum, regional planning issues should be coordinated with Zionsville, Lebanon, Boone County and the Metropolitan Planning Organization (MPO).

The Town became a member of the Indianapolis Metropolitan Planning Organization (MPO) in 2012 due to the release of the 2010 Census data. An MPO is a federally-required, regional transportation-planning agency for urbanized areas with populations exceeding 50,000.

Membership in an MPO requires communities to participate in regional transportation planning. The MPO prepares a Regional Transportation Plan (RTP) for the planning area. For Whitestown, this means having the local road classifications and future road plans recognized for potential future funding opportunities.

Additionally, the local zip code boundaries cause confusion – many businesses and residents might have a Zionsville or Lebanon mailing address but they are within the corporate limits of Whitestown. This issue should be resolved through the US Postal Service. Refer to Boone County Zip Code Map on the following page.

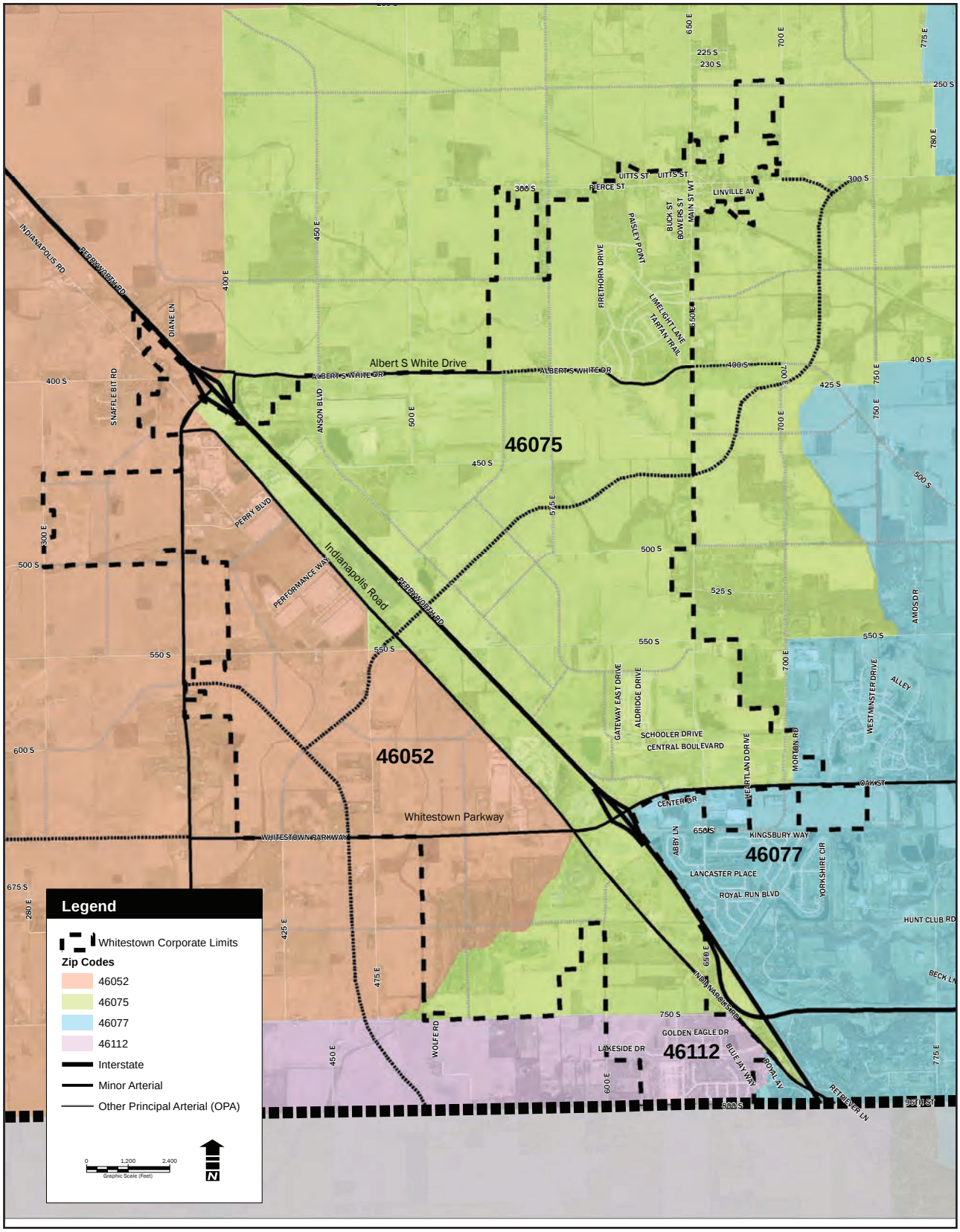
Local School Districts

As the local school systems continue to grow, Whitestown can work with the school boards (Zionsville and Lebanon) to identify appropriate locations for future schools and facilities. The School District Map on page 86 highlights boundaries of existing districts. Schools traditionally have become an anchor within communities and provide a sense of identity for the area. If growth within Whitestown justifies a new school, the Town should work with the appropriate school district to create a name that reflects its location (such as Whitestown Elementary School or Whitestown High School).

Broader Stakeholder Collaboration

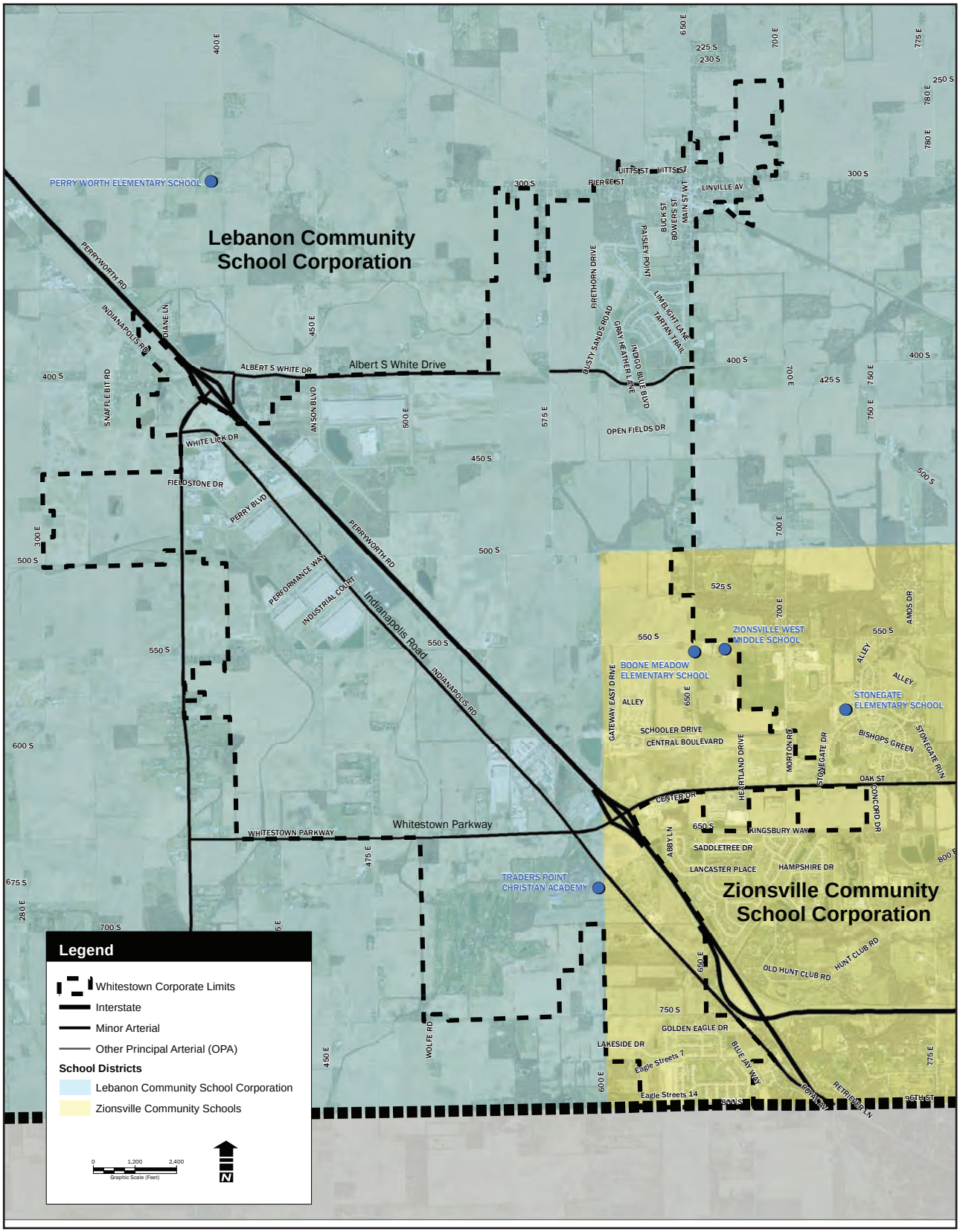
- Public
- Town
- Boone County Economic Development Corporation
- Township, State, Federal
- School Districts
- INDOT OCRA
- Special Districts (i.e. Fire) Non-Profit
- Boone County Chamber of Commerce
- Main Street
- Historical Society
- Tourism
- Cultural Groups
- Faith-Based Organizations
- Service Organizations
- Private Developers
- Lending Institutions
- Building Suppliers
- Property Owners
- Local Businesses

zip code map


46075
46052
46077
46112
Albert S White Drive
Indianapolis Road
Whitestown Parkway
Legend
Whitestown Corporate Limits
Zip Codes
46052
46075
46077
46112
Interstate
Minor Arterial
Other Principal Arterial (OPA)
0
1,200
2,400
Graphic Scale (Feet)
N

8: ECONOMIC DEVELOPMENT

school district map



ECONOMIC DEVELOPMENT FOCUS AREAS

focus on business attraction

Economic sustainability in Whitestown will require establishing the correct balance and mix of uses within the community. Much of the local economy is currently defined by traditional industrial and distribution facilities. There are places identified within the land use chapter of the plan to support such development. Long-term community success, however, dictates that these current use types must be supported with additional primary employers that diversify the business base with a greater focus on higher wage employment opportunities and strong support of the local tax base. These uses may include corporate headquarters, research and development facilities, and high-tech manufacturing opportunities. Market forces may not allow all communities to target such uses, but Whitestown's geographic location, regional demographic profile, and strong visibility and access to major thoroughfares makes securing these types of quality end users possible.

Beyond primary employers, it is also important for Whitestown to focus on attracting the kinds of uses that support the overall attractiveness and quality of life of the community. These include retail shopping opportunities, hotels and conference space, restaurant and nightlife facilities, family-friendly recreational attractions, and locations for community gathering such as community centers and regional entertainment facilities. These uses should be focused not just on serving the current and growing population base of Whitestown, but also be planned as regional draws supporting Whitestown as a regional activity destination.

mixed use developments

Encouraging truly mixed use developments will be essential if Whitestown is to achieve the desired development character identified by this plan. By allowing a true blend of uses that are oriented more by form and function than by specific land use, places will become more active and increased densities can create the energy necessary to create a series of special places within the community. By connecting these places with walkable trails and adequate transportation networks, these areas can encourage creativity in design that supports a function and feel as though these areas occurred organically over time rather than as part of a master planned strategy. These areas will tend to attract the millennials and young professionals that are needed to support the long term sustainability desired by Whitestown.

construction of speculative (spec) space

One tool that might be useful for Whitestown is the construction of speculative (spec) space targeted toward end users desired by the community. This space can serve as incubator space, location for a new attraction project or move up space for a growing business currently located in the area. If pursued, this project should be designed as a public private partnership that minimizes the risk to both parties and maximizes the flexibility and short-term viability of the facility. Establishing the right financing structure and location for the facility will be critical for the success of the facility.

incentive programs

Incentives are a necessary part of any successful economic development toolbox. Being able to offer programs such as tax abatement, low interest loans and tax increment financing is often one of the first boxes that must be checked in site selection decisions. The truth is that there are many factors that are much more important to a site selection decision than incentives. Availability and cost of workforce, supply chain logistics, accessibility to interstates and airports, utility costs and infrastructure availability are among the factors that are often ranked by national site selectors as more important to ultimate site decisions than the level of incentives offered. In fact, the details of actual incentives may be one of the last topics of conversation in the site selection process. Despite that, however, if incentives are not identified as generally available very early on in the process, Whitestown will likely be eliminated from most selection processes. By providing a general understanding of the project requirements to qualify for incentives, and providing preapproved areas that can be supported by incentives, Whitestown can place itself in a position with early competitiveness in site selection processes.

8: ECONOMIC DEVELOPMENT

existing business retention and expansion

In most communities, the majority of job growth comes from the retention and expansion of businesses that are already located within the community. Given the potential for development within Whitestown, this may not hold true in the foreseeable future. Nonetheless, it is critically important that Whitestown take the opportunities to "grow their own and keep them at home" whenever possible. To do this, call programs must exist to reach out to existing businesses and their ownership/management to discover any issues that businesses may be having, what opportunities they see for growth and expansion, and how the community might help facilitate expansion of existing facilities.

infrastructure

Infrastructure is a critical component of successful economic development within a community. Increasingly companies are looking for the sites that are most immediately available for construction. The best case is to have truly shovel ready sites with infrastructure in place that only require permit approval to begin development. The next best scenario, if infrastructure cannot already be in place, is to ensure that capacity exists for future development and a plan is in place to bring infrastructure to the property within a short time span. Developers will be looking for guarantees on the timeline by which infrastructure can be made available and it is essential that Whitestown be in a position to deliver on its promises. In some ways infrastructure is a distinct advantage for Whitestown as recent improvements have provided significant capacity for water and wastewater to serve future uses. Broadband capacity remains a concern in Whitestown, however, as existing fiber lines have not been activated to maximize existing capacities and secondary extensions have not been put into place to extend service in the most efficient manner throughout much of the community.

marketing

The importance of crafting the message and story of Whitestown to alter preconceived perceptions has already been discussed. This message, or new identity, must define the core ideals of the community such as the strength of its people, its regional significance, its small Town values balanced with a progressive minded character that embraces diversity, activity, urban lifestyles, sophistication and a touch of the bohemian. It must also speak to the "Whitestown Advantage" of workforce availability, geographic location, growth, strong infrastructure and accessibility, great schools, and an increasingly defined sense of place.

Equally important to crafting the message is communicating that message to a broad range of audiences. It is suggested that this be accomplished with a tiered marketing approach. First, reach out to local brokers, developers and news outlets to test the new "brand". Gauge local feedback, especially for existing citizens, to see if the message is well received. Once local support is secured, reach out to more regional outlets to expand the message. Finally, take the message to a national and international audience. This is usually best done in coordination with County, regional and State economic development agencies. Most important in this messaging is to deliver on the message. Institute the decision making process that supports delivery of the new vision and constantly and consistently feed out incremental successes as stories and news items to build momentum behind the new brand. Whitestown has already taken the first step in this process by engaging a marketing professional to assist in developing the message and adding staff to help support local delivery of the message.

quality of place

Quality of place is a critical component of community sustainability, growing the community, and supporting economic development efforts. Whitestown is in the position to support truly unique development standards for suburban Indianapolis. Increases in density, breaking down the traditional zoning boundaries to allow for true mixed use development and form-based development opportunities, and encouraging a high level of organic yet coordinated architectural design will help establish Whitestown as a one of a kind community in Indiana.

Given the need to reinvent the identity of the community, building the quality of place of Whitestown is even more important. Improving gateways into the community is one way to identify the entry into the community. However, they should also be designed to project the community's desired image. This means that they should exhibit a strong foundation, but inspire a progressive and welcoming image for Whitestown. It is also important to connect these gateways to other physical landmarks in the community, and use them to create physical connections from one side of Interstate 65 to the other.

Focus should be given to supporting the further development of community amenities such as local and regional trails, linkages between existing trails, a new central park on each side of Interstate 65, pathways across Interstate 65, the previously mentioned community center and potentially a regional event/conference center. These amenities should be located as to help facilitate the continued residential growth in the community and be supported by the continued focus to enhance the walkability of the community.

Finally, the visible nature of development is important to the community. Establishing the correct overlay standards for areas along Interstate 65, supporting mixed use development to create unique living and working opportunities and encouraging creativity in site design from private developers will help establish Whitestown as a unique destination for both residential and non-residential development.

internal processes

Accountability and responsiveness are keys to a community's economic development success. Having a local single point of contact that can coordinate local data collection and resources, facilitate communication between prospects and the county and regional economic development agencies and drive required local approval processes is a differentiator between successful and unsuccessful communities. Whitestown is well positioned to staff this critical role.

Beyond staffing, it is also important that Whitestown put in place the tools that facilitate quick response to potential opportunities. This can include the encouragement of Planned Unit Development processes at key development locations within the community (such as the community zones), developing fast track approval processes for incentives, permitting, and zoning approvals, being clear, consistent, and predictable in policy implementation and decision making, providing enhanced communication within and outside of the community, and setting the expectation of the timing and phasing of development in key areas of the community.

development standards

Whitestown desires to be a community that encourages distinctive places tied together to create one unique place. To do this, developers will need to be given flexibility to be creative in the layout their development. However, too much creativity can lead to an end product that is so mismatched and random that things do not feel like they go together at all. For this reason, establishing some form based guidelines to give direction to development activities will be important. These guidelines will need to be flexible enough to allow creative license to the private sector to develop their vision of place for each individual development, yet still provide some early direction to their thought processes so that they do not develop a product that is inappropriate for the community. These processes will be more challenging than traditional zoning based development projects, and for this reason should be viewed as partnerships between the public and private sector. The planned unit development process that is contained in the Whitestown Unified Development Ordinance is a mechanism that can help make the process easier for both parties, but Whitestown must be careful to ensure that the tool is used properly to secure the end product that is desired by the Town.

education

As stated previously in the plan, education is a defining issue for Whitestown. Most people with families identify very closely with the schools which their children attend. Local schools are a source of pride, identity and character for communities as well. They are also an important quality of life factor that influences resident and business location decisions. In Whitestown's case, there is no "Whitestown" school. Being served by both Zionsville and Lebanon schools has exacerbated the identity crisis that has plagued the community in the past. The quality of local education does not appear to be the issue in Whitestown, but not having a local school dedicated to the community is a perceived identity challenge. Future conversations need to be had about the possibility of re-establishing a Whitestown High School. This may be part of one of the existing school corporations, or part of a collaboration between the existing corporations, but the geographic location and name of the facility will be an important part of the identity of Whitestown.

Higher education is also a key to the long term viability of the community. Whitestown is well positioned, because of its geographic location and regional demographic profile, to support higher services and a higher education facility. Early steps may include programming classes/services in existing community facilities, but the long term goals should be to locate a higher education facility or campus within Whitestown.

This page intentionally left blank.

Chapter 9: Implementation

IN THIS CHAPTER

This chapter is used to identify resources necessary to accomplish the plan's overall vision, goals and strategies.

- **Partnerships**
- **Tools & Resources**

IMPLEMENTATION OVERVIEW

Completing the planning process for the Whitestown Comprehensive Plan is not the end of this effort; rather, it marks a starting point for achieving Whitestown's long-term vision as the Town begins implementation of the plan's action steps. A comprehensive plan must first provide a vision and direction for the Town, but the plan must also outline clear steps on how to make this plan a reality. The vision and plan elements detailed in this plan provide guidance for future decisions, policies and overall intent. This chapter serves as the "roadmap" for how to get there. The strategic action plan included in this chapter should be viewed as a tool that translates the vision and plan elements into actionable steps.

This plan calls for commitments by numerous public and private sector entities. It is a strategic action plan intended to provide an overall direction through various immediate, short-term, mid-term and long-term action steps. The action steps seek to balance the priorities of the Town while allowing for immediate and noticeable progress through the completing of short-term projects. If those charged with implementing the recommendations of this plan are diligent in identifying and removing barriers to success, the opportunity to realize the vision will be greatly enhanced. Multiple programs and tools are outlined in this chapter. These provide an overview of funding programs and various means of implementing this plan. While the vision and goals are the heart of a long range plan such as this, equal focus must be placed on ensuring that the community's vision becomes reality.

PARTNERSHIPS

Forming a foundation of strong partnerships, both locally, regionally and state-wide, with public, private and not-for-profit organizations is crucial in order for the plan to succeed. While visionary, there is a fiscal reality that must be recognized if this plan is to become a reality. Key to this will be the creation and nurturing of a number of other partners to assist in implementing various aspects of the plan. Simply stated, the action steps in the Whitestown Comprehensive Plan cannot and should not be viewed as being implemented solely by the Town; many partners are also responsible for successful implementation.

PARTNERSHIPS

PUBLIC

- Town
- Boone County Economic Development Corporation
- Townships
- County
- State (INDOT, OCRA)
- Federal
- School Districts
- Special Districts (i.e. Fire)

NON-PROFIT

- Boone County Chamber of Commerce
- Main Street
- Historical Society
- Tourism
- Cultural Groups
- Faith-Based Organizations
- Service Organizations

PRIVATE

- Developers
- Lending Institutions
- Building Suppliers
- Property Owners
- Local Businesses

9: IMPLEMENTATION

DOCUMENT REVIEW

The plan elements and their related action steps need to be reviewed, evaluated and updated when necessary to reflect changing community desires, trends and the economic climate within the community. In order to do this, an annual review of this plan should be coordinated to identify any minor changes or plan amendments. A thorough update of the plan should be undertaken, at a minimum, every five years in order to remain current.

Comprehensive Plan Review Steps:

- The Redevelopment Commission and Plan Commission should hold two working sessions a year to evaluate progress that is being made on the Comprehensive Plan.
- It is important to follow up and determine if progress has occurred. If progress has not occurred on particular action steps, it should be determined if the action is still pertinent, if there is a lack of resources or if priorities have changed.
- An unbiased report card should be used to assess progress.
- The Plan should be updated every 5 years. This can be a simple evaluation of the overall plan to see if it is meeting current needs. Additional elements can be added as needed.

REVIEW ZONING / WHITESTOWN UNIFIED DEVELOPMENT ORDINANCE

The existing Zoning Ordinance should be reviewed and updates identified to reflect the policies and recommendations set forth in this plan for Whitestown. Specific attention should be focused on:

- Permitting the mix of desired uses that correspond with the Future Land Use Map area (e.g. live-over-work, mixed uses etc.)
- Increasing landscaping or other design standards via an Overlay District along identified major corridors and the Legacy Core area.
- Evaluating parking regulations in the Town to ensure the regulations don't result in too few or too many parking spaces.
- Updating signage regulations to discourage clutter while providing for a streamlined approval process for new and expanding businesses and institutions.
- Include flexibility for PUD's to accomodate the zone concept.

SUB-GOALS AND ACTION STEPS

The following pages outline sub-goals and action steps from each chapter in the plan. The sub-goals are concrete goals formed from the guiding policies and chapter text. The action steps table are concrete steps that should be understaken towards achieving those goals.

LAND USE

SUB GOALS

1. Manage community growth and mitigate conflicting land uses.
2. Establish sustainable land uses and distribution of land use.
3. Distribute land uses to maximize connectivity and quality of life.
4. Promote redevelopment.
5. Minimize conflicts between development and the natural environment.
6. Manage density and intensity.
7. Promote distinct areas.
8. Enhance neighborhoods
9. Promote the use of quality materials and aesthetic standards
10. Coordinate future land use with transportation, utilities and facilities.

action steps

	Implementation Timeline
MANAGE COMMUNITY GROWTH AND MITIGATE CONFLICTING LAND USES.	
A. Revise the Whitestown Unified Development Ordinance (UDO) as needed, to be consistent with the Comprehensive Plan.	Short-Term
B. Revise the Whitestown UDO on a regular basis to minimize land use conflicts (including conflicts with public facilities, land or parks).	Ongoing
ESTABLISH SUSTAINABLE LAND USES AND DISTRIBUTION OF LAND USE.	
C. Reserve land needed for public facilities, utilities and infrastructure as the Town grows (including schools, utilities, safety, parks, etc.).	Ongoing
D. Allow incentives that encourage a variety of home types and price ranges that support a diverse population.	Ongoing
DISTRIBUTE LAND USES TO MAXIMIZE CONNECTIVITY AND QUALITY OF LIFE.	
E. Allow incentives that encourage higher visual quality and mixed use developments.	Ongoing
PROMOTE REDEVELOPMENT.	
F. Allow incentives for redevelopment of existing buildings, infrastructure and infill opportunities throughout Whitestown.	Ongoing
MINIMIZE CONFLICTS BETWEEN DEVELOPMENT AND THE NATURAL ENVIRONMENT.	
G. Adopt regulations that require new development to preserve existing high-quality vegetation and natural features or habitats.	Short-Term
H. Adopt regulations that protect environmentally sensitive areas from new development through a buffer or best practices.	Short-Term
MANAGE DENSITY AND INTENSITY.	
I. Adopt standards that require higher density development to use higher quality building materials, landscaping, and architectural standards; also require best practices for development layout (including subdivisions).	Short-Term
J. Require open space and/or public recreation in higher density developments.	Short-Term
PROMOTE DISTINCT AREAS.	
K. Allow incentives that encourage development to support the overall character of Whitestown.	Ongoing
L. Revise the Whitestown UDO to require land uses within each area to comply with the overall intent of the area while also enabling PUD's to accommodate innovative mixed use developments that will invigorate the community zones identified in this Plan.	Ongoing

	Implementation Timeline
ENHANCE NEIGHBORHOODS.	
M. Continue to review and implement the permit review process to encourage amenities in proposed new developments.	Ongoing
N. Review and upgrade Code Enforcement to enhance neighborhood stability.	Short-Term
O. Review potential grant or incentive programs to promote and encourage historic property maintenance and rehabilitation.	Short-Term
PROMOTE THE USE OF QUALITY MATERIALS AND AESTHETIC STANDARDS.	
P. Develop design/architectural guidelines articulating the use of materials, design features and building design for new developments.	Short-Term
Q. Continue to enforce the adopted Whitestown UDO for development standards, including landscape requirements, building setbacks, screening, etc.	Ongoing
R. Adopt design standards that discourage "generic" design (such as strip commercial development) and low quality materials that do not reflect the character of Whitestown.	Short-Term
COORDINATE FUTURE LAND USE WITH TRANSPORTATION, UTILITIES AND FACILITIES.	
S. Adopt ordinance that requires all residential, commercial and industrial development to be physically connected by roads, sidewalks and trails.	Short-Term
T. Support existing regulations that expects new development to have adequate utility capacity and infrastructure (water, sewer, streets, sidewalks, trails, etc.) before development is approved or annexed.	Ongoing

This page intentionally left blank.

TRANSPORTATION & CIRCULATION

SUB GOALS

1. Develop, enhance and maintain an efficient roadway system per the updated Transportation Plan.
2. Develop, enhance and maintain an alternative transportation system, including the potential for pedestrian, bicycle and equestrian networks.
3. Improve transportation safety.
4. Strive to improve air quality.
5. Plan for enhanced transportation corridors.
6. Coordinate transportation network with the appropriate land-use development strategies.
7. Provide strong regional links via the existing I-65 interchanges and the proposed Ronald Reagan Parkway corridor.
8. Identify and strengthen connections through trails, greenway and multi-use paths.

action steps

	Implementation Timeline
DEVELOP, ENHANCE AND MAINTAIN AN EFFICIENT ROADWAY SYSTEM PER THE UPDATED TRANSPORTATION PLAN.	
A. Implement recommendations outlined as part of the adopted Whitestown 2014 Transportation Plan.	Ongoing
B. Review and update the Transportation Plan at least every five years to adjust for previously unknown circumstances, roadway classifications, opportunities and completed projects.	Mid-Term
C. Complete the Pierce Street and Main Street project and sidewalk resurfacing as identified in the Transportation Plan.	Mid-Term
DEVELOP, ENHANCE AND MAINTAIN AN ALTERNATIVE TRANSPORTATION SYSTEM, INCLUDING THE POTENTIAL FOR PEDESTRIAN, BICYCLE AND EQUESTRIAN NETWORKS.	
D. Complete a comprehensive Pedestrian & Bicycle System Plan for Whitestown that incorporates any pedestrian or bicycle network identified as part of the Whitestown Park & Recreation Plan, Downtown Revitalization Master Plan and Transportation Plan.	Short-Term
E. Continue to participate in the development and design of the Farm Heritage Trail and seek funding for continued development of trail connections outside of Whitestown.	Mid-Term
F. Continue implementation of the recently passed Complete Street Ordinance.	Ongoing
IMPROVE TRANSPORTATION SAFETY.	
G. Prepare traffic study analysis to identify dangerous or high-accident corridors and intersections and explore a variety of traffic calming measures, including construction of roundabouts, to increase safety for vehicles and pedestrians.	Short-Term
H. Continue to implement and upgrade traffic signals for intersections as traffic counts warrant.	Ongoing
STRIVE TO IMPROVE AIR QUALITY.	
I. Reduce inefficiencies in motor vehicle circulation/idle time in order to minimize emissions, implement roundabouts and connectivity between developments per the Transportation Plan.	Ongoing
PLAN FOR ENHANCED TRANSPORTATION CORRIDORS.	
J. Prepare a Corridor Enhancement Plan that identifies the design standards for corridor system beautification and streetscape design.	Short-Term
K. Include gateway and signage/wayfinding enhancements as part of the Corridor Enhancement Plan. Gateway areas to include, but not be limited to, I-65, Whitestown Parkway, S.R. 32 and future Ronald Reagan Corridor.	Mid-Term

	Implementation Timeline
COORDINATE TRANSPORTATION NETWORK WITH THE APPROPRIATE LAND-USE DEVELOPMENT STRATEGIES.	
K. Require adequate access to appropriate thoroughfares and proper separation from residential use for proposed new development(s).	Ongoing
PROVIDE STRONG REGIONAL LINKS VIA THE EXISTING I-65 INTERCHANGES AND PROPOSED RONALD REAGAN PARKWAY CORRIDOR.	
L. Coordinate with final design of the Ronald Reagan Parkway to ensure a adequate right-of-way for accommodation of pedestrian & bicycle system, vegetation/street trees and intersection treatments to improve vehicular flow, reduce noise, increase safety, encourage appropriate development access and improvement aesthetics.	Long-Term
M. Develop Corridor Overlay Zone for implementing outcomes of the Corridor Enhancement Plan to ensure desired treatment along Ronald Reagan Parkway and I-65 Interchanges.	Mid-Term
IDENTIFY AND STRENGTHEN CONNECTIONS THROUGH TRAILS, GREENWAYS AND MULTI-USE PATHS.	
N. Complete a comprehensive Pedestrian & Bicycle System Plan for Whitestown incorporating a pedestrian or bicycle network identified as part of the Whitestown Five-Year Park & Recreation Plan, Downtown Revitalization Master Plan and Transportation Plan.	Short-Term

This page intentionally left blank.

MUNICIPAL SERVICES

SUB-GOALS

1. Implement and maintain police, fire, public safety, and public works five-year plans.
2. Create a public gathering space that reflects the character of Whitestown and provides space for public events and festivals.
3. Improve emergency response services as the Town expands.
4. Maintain high quality government services.
5. Adequately expand water, sewer and storm water services.
6. Expand needed private utility services.
7. Develop and promote a solid waste management plan that emphasizes waste reduction and recycling.

action steps

	Implementation Timeline
IMPLEMENT AND MAINTAIN POLICE, FIRE, PUBLIC SAFETY, AND PUBLIC WORKS FIVE-YEAR PLANS.	
A. Coordinate with police, fire, public safety, and public works departments to implement and maintain each department's five-year plan to ensure safe and reliable service.	Ongoing
CREATE A PUBLIC GATHERING SPACE THAT REFLECTS THE CHARACTER OF WHITESTOWN AND PROVIDES SPACE FOR PUBLIC EVENTS AND FESTIVALS.	
B. Prepare feasibility study for programming and space requirements for a multi-purpose Community Events Center and Park that would include, but not be limited to, a facility for activities and outdoor gathering / recreation space.	Short-Term
C. Acquire land for Community Events Center and Park	Mid-Term
IMPROVE EMERGENCY RESPONSE SERVICES AS THE TOWN EXPANDS.	
D. Require sufficient emergency services, equipment and facilities to be in place before new developments are approved.	Ongoing
E. Determine the optimal locations for emergency response stations (police, fire, EMS) to maintain excellent service and/or rating for existing and future developments. Purchase land in advance if possible.	Ongoing
MAINTAIN HIGH QUALITY GOVERNMENT SERVICES.	
F. Develop design and quality standards for the construction of all facilities and infrastructure planned for public ownership.	Short-Term
G. Create and maintain a capital improvement plan (CIP).	Ongoing
ADEQUATELY EXPAND WATER, SEWER AND STORM WATER SERVICES.	
H. Require sufficient fire hydrants to be in place and require adequate water pressure to be maintained for all new development or before areas are annexed.	Ongoing
I. Develop and implement a long-term sanitary and stormwater master plan to address sewage and drainage problems throughout the Town.	Short-Term

	Implementation Timeline
EXPAND NEEDED PRIVATE UTILITY SERVICES.	
J. Coordinate with private utility providers (natural gas, electric, telecommunications, and broadband) to develop an inventory of existing assets, analyze gaps in service, and develop an infrastructure plan in existing and future development areas so world class service can be provided.	Ongoing
K. Prioritize expansion and upgrades of telecommunication and broadband networks to support areas of future development that will rely heavily on cutting edge technology.	Ongoing
DEVELOP AND PROMOTE A SOLID WASTE MANAGEMENT PLAN THAT EMPHASIZES WASTE REDUCTION AND RECYCLING.	
L. Implement a fiscally responsible Town-wide recycling program to minimize waste.	Long-Term

This page intentionally left blank.

PARKS, OPEN SPACE & RECREATION

SUB-GOALS

1. Conserve and restore natural areas, including wood lots, open space and water features.
2. Promote environmental sustainability through the built environment and programs.
3. Promote education and programming opportunities.
4. Institute and maintain a variety of parks, facilities and recreational programs and natural areas.

action steps

	Implementation Timeline
CONSERVE AND RESTORE NATURAL AREAS, INCLUDING WOOD LOTS, OPEN SPACE AND WATER FEATURES.	
A. Develop a local program that conserves, sustains and restores natural areas and incorporates State and Federal programs.	Mid-Term
B. Adopt regulations that require canopy trees and other vegetation to be planted for all new development.	Short-Term
PROMOTE ENVIRONMENTAL SUSTAINABILITY THROUGH THE BUILT ENVIRONMENT AND PROGRAMS.	
C. Adopt minimum performance standards for all new public facilities that minimize their environmental impact.	Short-Term
PROMOTE EDUCATION & PROGRAMMING OPPORTUNITIES.	
D. Create and expand youth and adult recreation programming opportunities and outreach initiatives that support healthy lifestyles.	Ongoing
E. Coordinate with the school systems to provide educational opportunities or "outdoor classrooms" for youth to learn about the environment.	Long-Term
F. Identify and promote other community-wide events and efforts that promote Whitestown (such as the National Night Out program).	Immediate
G. Implement programming outlined as part of the Park & Recreation Five-Year Master Plan in terms of year-round, inclusive recreation programming.	Ongoing
INSTITUTE AND MAINTAIN A VARIETY OF PARKS, FACILITIES AND RECREATIONAL PROGRAMS AND NATURAL AREAS.	
H. Implement physical improvement recommendations and regularly update the Parks Five-Year Master Plan.	Mid-Term
I. Implement the Park Impact Fee Master Plan.	Ongoing
J. Determine land that can be developed for open space and parks in areas prior to being annexed.	Ongoing
K. Continue to implement the recently adopted complete street policy that requires pedestrian and bicycle facilities to be incorporated into new roads and developments.	Short-Term
L. Develop a trails and greenways master plan that includes both on-street and off-street facilities.	Immediate
M. Complete the Farm Heritage Trail within Whitestown.	Short-Term
N. Implement a volunteer program and/or event that supports maintenance and upkeep of parks.	Short-Term
O. Complete a feasibility study for a multi-purpose Community Events Center & Park to identify appropriate programming (youth activities, senior activities, rental space, etc.) that should be included as part of both indoor and outdoor community gathering/recreation space.	Immediate
P. Provide opportunity for a regional park.	Ongoing

ECONOMIC DEVELOPMENT

SUB-GOALS

1. Become an economic development destination that possesses sites and assets that are unique to the region and attractive to high quality/high wage businesses.
2. Support a diverse and vibrant business base in the area that is focused on providing opportunities for both small and large businesses.
3. Develop standards and tools to improve the aesthetic quality of the community and provide for the appropriate mix of future land uses.
4. Work to define the desired identity and story of Whitestown and then communicate that message through marketing efforts and local projects.
5. Develop key partnerships to help support the overall economic development strategy of Whitestown.

action steps

	Implementation Timeline
BECOME AN ECONOMIC DEVELOPMENT DESTINATION THAT POSSESSES SITES AND ASSETS THAT ARE UNIQUE TO THE REGION AND ATTRACTIVE TO HIGH QUALITY/HIGH WAGE BUSINESSES.	
A. Pursue the creation of a State Certified Technology Park at a key location within the community	Mid-Term
B. Create State Certified Shovel Ready opportunities with strategic investment in infrastructure and partnerships with private property owners	Mid-Term
C. Develop internal policies to support creating an economic development advantage for Whitestown	Short-Term
D. Develop appropriate public private partnerships to create economic development opportunities and mitigate the risk of public investment	Mid-Term
E. Fast track approval	Short-Term
SUPPORT A DIVERSE AND VIBRANT BUSINESS BASE IN THE AREA THAT IS FOCUSED ON PROVIDING OPPORTUNITIES FOR BOTH SMALL AND LARGE BUSINESSES.	
F. Support a mix of potential business sites to support start-up business opportunities as well as locations for growing and established businesses	Mid-Term
G. Investigate the business model for the construction of spec space/shell buildings at the interchange to accelerate development opportunities	Short-Term
H. Develop and implement a workforce development strategy in cooperation with the Boone County Economic Development Corporation	Mid-Term
I. Formalize and implement an entrepreneurial support program for Whitestown to support new business start-ups	Mid-Term
J. Consider the creation of business incubator space and graduation space within one of the zones established by this plan.	Mid-Term
DEVELOP STANDARDS AND TOOLS TO IMPROVE THE AESTHETIC QUALITY OF THE COMMUNITY AND PROVIDE FOR THE APPROPRIATE MIX OF FUTURE LAND USES.	
K. Formalize a streamlined and trasnparent development approval process to ensure delivery of high quality products to the community.	Short-Term
L. Review the newly adopted Whitestown Unified Development Ordinance and amend accordingly to encourage more form-based zoning projects within the community.	Short-Term
M. Establish internal expectations of return for economic development incentive programs within Whitestown based on criteria such as wage level, job numbers, engagement of local workforce, and private investment in the project.	Short-Term

	Implementation Timeline
WORK TO DEFINE THE DESIRED IDENTITY AND STORY OF WHITESTOWN AND THEN COMMUNICATE THAT MESSAGE THROUGH MARKETING EFFORTS AND LOCAL PROJECTS.	
N. Continue to work to develop the Whitestown "brand" and supporting story elements to accompany it.	Short-Term
O. Enhance communication opportunities between the Town and the neighborhoods and local business community with expanded online newsletter and social media efforts.	Ongoing
P. Implement multi-tiered marketing effort for the new community character and development opportunities in collaboration with the Boone County Economic Development Corporation.	Short-Term
Q. Identify the key locations of gateways within the community.	Short-Term
R. Develop design criteria and layouts of thematic elements of potential gateway projects.	Short-Term
S. Develop and implement a coordinated community wide wayfinding program to support local citizens as well as visitors to the community.	Mid-Term
DEVELOP KEY PARTNERSHIPS TO HELP SUPPORT THE OVERALL ECONOMIC DEVELOPMENT STRATEGY OF WHITESTOWN.	
T. Secure control of key development parcels through agreements with private property owners to help facilitate early development of key nodal properties.	Short-Term
U. Select key catalyst projects around which to formalize public private partnership opportunities.	Short-Term
V. Initiate conversations with local schools boards and state elected officials regarding the potential for future school facilities.	Mid-Term
W. Reach out to existing higher education institutions about possible short-term programming opportunities to initiate discussion regarding a long-term physical presence in Whitestown.	Short-Term

This page intentionally left blank.

Appendix A: Public Involvement

IN THIS APPENDIX

This appendix documents the public participation process.

- **Steering Committee & Public Meetings**
- **Project Website**
- **Adoption Hearings**

This chapter documents the public participation process throughout the development of the Whitestown Comprehensive Plan update. The collection of public input was facilitated by Steering Committee Meetings, public workshops/ open houses, key person interviews, and a project website. Each form of public involvement included several facilitated exercises to capture the community's vision of the future.

STEERING COMMITTEE & PUBLIC MEETINGS

A Steering Committee was formed to guide the planning process and overall direction of the Comprehensive Plan update. The committee of 13 members represented different groups within the community including residents, business owners and government and local organizations.

STEERING COMMITTEE MEETING #1 May 22, 2014

The purpose of this initial meeting was to provide an overview of the planning process, establish key roles, review the existing conditions and demographics, acknowledge relevant plans, provide an overview of the previous Plan and begin to collect input on the Plan's vision. The Steering Committee was asked to share their ideas about the future of Whitestown through three exercises.

Exercise #1 - Whitestown 20 years from now...

The committee was asked to think 20 years into Whitestown's future and then use short phrases to create a list of what they would like to see. A select summary of the results follows:

- Community Center / Gathering Space
- Saving rural areas (N&W)
- Library / Youth support
- Own school system
- Walkability / connected trail system
- Complete streets (walk & bike)
- Local food industry = healthy community
- Distinct community / character
- Public transportation considerations

Exercise #2 - Future Land Uses

The committee was provided large format aerial maps of the Town and color coded markers. They were then asked to identify where they thought various land uses should be located in the future.

Exercise #3 - Land Use Issues

In this final exercise, the committee was asked to identify what businesses, amenities, and features are most important to them and which they would like to see in the future. They were asked to circle the words that were very important to them, mark a line through those that they would not like to see and do nothing to words or phrases that they felt indifferent toward. A summary of the results follows:

MOST Desirable	User Response	Do Not Want
Farmers Market	12	0
Library	10	0
Greenway or Multi-use Trail	10	1
Pedestrian Signage	9	1
Outdoor Dining	9	1
Improved Streetscape	8	0
Parks & Open Space	8	0

LEAST Desirable	User Response
Adult-Oriented Businesses	13
Heavy Industrial	12
Car Dealers	7
Gated Community	7
Duplexes	6

STEERING COMMITTEE MEETING #2 June 12, 2014

The second Steering Committee Meeting included reviews of the feedback from the last meeting, the draft vision statements, and the draft future land use map. Following this was an extensive exercise to assess the performance of the previous Plan Elements.

Exercise - Element Assessment

The committee was asked to assess progress by grading a list of the objectives and action steps from the previous Plan in regard to their completeness. In addition, they were asked to identify if each item should be considered relevant moving forward.

STEERING COMMITTEE MEETING #3
July 24, 2014

The revised Draft Future Land Use Map and the Draft Elements and Strategies were presented to the committee for review.

PUBLIC OPEN HOUSE #1 & #2
August 20, 2014

The first public meeting was held in an open house format where participants could discuss details with staff and consultants one-on-one.

Multiple large format boards with the proposed Plan Elements and related Plan Strategies were displayed with feedback forms to capture the public's thoughts and ideas. Also on display was information explaining what a comprehensive Plan is, why the Plan is being updated, and an overview of the planning process and timeline. Additionally, changes that have occurred in Whitestown since the adoption of the last Plan (2005) were listed including:

1. Community & Population Growth
2. Business Growth
3. Changes in Market / Economy
4. Transportation Changes - Ronald Reagan Corridor
5. Heritage Trail Planning / Design
6. Updated Small Area Plans (Downtown and Parking)

The public was asked to provide feedback to help determine the final Plan recommendations and initiatives. The proposed Plan Elements on display and reviewed included:

1. Convenient Circulation
2. Compact Form
3. Community Needs
4. Environment

5. Character
6. Legacy Core
7. Relationships

STEERING COMMITTEE MEETING #4
August 28, 2014

At this Steering Committee Meeting, an overview and update of the open house, project website statistics and Albert S. White Boulevard were presented.

STEERING COMMITTEE MEETING #5
September 28, 2014

At this Steering Committee Meeting, an overview and update of the input received, project website statistics, and Plan Element revisions were presented.

The proposed Plan Elements on display and reviewed included:

1. Transportation & Circulation
2. Land Use
3. Utilities & Facilities
4. Environment
5. Character
6. Legacy Core
7. Relationships

STEERING COMMITTEE MEETING #6
October 28, 2014

The Committee revisited visioning at this Steering Committee Meeting with two visioning exercises. The Committee also began the review of the Guiding Policies and Action Steps for each Plan Element.

Exercise #1 - Whitestown 20 years from now...

The first exercise asked the committee to think 20 years into Whitestown's future and then use short phrases to create a list of what they would like to see in the future.

Exercise #2 - Future Land Uses

This exercise asked the Committee to write down one word that they felt should describe Whitestown

in the future. This could include what they felt represents Whitestown, how they felt Whitestown is viewed by the general public or even what they wanted Whitestown to be known for in the future.

Exercise #3 - Guiding Policies & Action Steps

This exercise asked the committee to indicate whether they agree or disagree with the Guiding Policies and Action Steps for each Plan Element. Additionally, the committee was asked to indicate when they thought the Action Steps should be started based on an implementation timeline from immediate to long-term. Comments on reorganization of action steps, the replacement of the *Environment* Plan Element with *Parks, Open Space & Recreation*, and changes to individual action steps were recorded.

STEERING COMMITTEE MEETING #7
November 19, 2014

Updates to the Plan Elements and Action Steps, the draft Future Land Use Plan and draft mission statement were presented at this Steering Committee Meeting.

Exercise #1 - Updated Plan Elements and Action Steps

This exercise was a continuation of the review of the Guiding Policies and Action Steps for each Plan Element. Based on feedback from the last Steering Committee Meeting, Action Steps were reorganized under the updated Plan Elements.

The proposed Plan Elements on display and reviewed included:

1. Transportation & Circulation
2. Land Use
3. Utilities & Facilities
4. Parks, Open Space & Recreation
5. Character
6. Legacy Core
7. Relationships

STEERING COMMITTEE MEETING #8
February 5, 2015

This meeting served as a kick-off meeting to the process to merge the draft version of the comprehensive plan and the economic development plan. This meeting also reviewed the draft plans for areas which will require additional thought or coordination.

STEERING COMMITTEE MEETING #9
April 16, 2015

The current draft was reviewed for formatting and content area. The strengths, weaknesses, opportunities, and threats to Whitestown were reviewed.

STEERING COMMITTEE MEETING #10
April 30, 2015

Plan goals for the individual chapters were reviewed. Land use was discussed in depth as it relates to the future vision for the community.

STEERING COMMITTEE MEETING #11
May 28, 2015

A revised land use map was reviewed. Reformatting of appendix items and chapter arrangement was discussed.

STEERING COMMITTEE MEETING #12
June 25, 2015

A draft of the reformatted and combined plans was reviewed.

PROJECT WEBSITE

A project website, www.PlanningWhitestown.com, was established and maintained throughout the planning process to communicate information to the public and Steering Committee. Meeting agendas, summaries, and draft documents were placed on the website. Comments regarding the Plan could be submitted through a form on the site or by email to the team.

ADOPTION HEARINGS

Per Indiana statute IC 5-3-1-2, a public hearing was held before the Plan Commission on MONTH DAY, YEAR for their recommendation of the Whitestown Comprehensive Plan.

Following this, a public hearing for adoption was held before the Whitestown Town Council on MONTH DAY, YEAR.

Appendix B: Tools and Resources

IN THIS APPENDIX

This appendix documents the tools, resources, programs, and funding available to assist with implementation of the comprehensive plan.

- **Tools & Resources**
- **Programs & Funding**

TOOLS & RESOURCES

A short description of the various tools, resources, programs and funding that have been identified or described in this plan is included below. This is not an exhaustive list of all tools, programs or funding sources that can be utilized by the Town. It is intended to provide further explanation and to act as a starting point for future actions.

Capital improvement Planning

A Capital Improvement Plan (CIP) is a system of documenting the capital investments that a community expects to make in the short-term, often five years. A CIP identifies projects, timelines, estimated costs, and funding sources and is linked to a community's budgeting process. It is a means of planning ahead for capital improvements and ensuring implementation of specific projects by connecting them more closely to the budgeting process. Whitestown's CIP would include funding needed for any capital improvement the Town is planning to invest in, regardless of which Town department will be responsible for operating and maintaining the given investment.

Redevelopment Association of Indiana

The Redevelopment Association of Indiana, a part of the Indiana Association of Cities and Towns (IACT), is a membership organization for redevelopment board members and redevelopment staff representing 46 cities, Towns and counties. The Redevelopment Association operates under the premise that while there are legally mandated actions and commonly adopted practices, there also is abundant room for local innovation and Indiana ingenuity. One of the association's principal missions is to serve as an informational and educational resource for existing redevelopment commissions and units of government considering the establishment of a redevelopment commission. Association members are available to share their experiences. Additional information can be found at http://www.citiesandTowns.org/content/affiliated/RAI_DHT.htm.

Redevelopment Association of Indiana Handbook (2006)

This handbook, produced by the Redevelopment Association, provides how-to information regarding the establishment of a redevelopment commission, designation of a redevelopment or economic development area, elements of a redevelopment or economic development plan, establishment of an allocation area, project financing, acquisition and disposition of real estate and the use of tax increment financing and tax abatement. It also includes an inventory of cities, Towns, and counties with TIF districts, sample resolutions and other instruments, as well as a roster of association members.

Tax Abatement

Tax abatement is a phase-in of property taxes and is intended to encourage development in areas that would not otherwise develop. Tax abatement is one of the tools widely used by municipal governments to attract new businesses to the community, or to encourage investment in new equipment or facilities that will improve the company while stabilizing the community's economy. Communities may develop procedures for abatement application and policies on the amount and length of the abatement that will be approved and procedures to ensure compliance with the terms of the statement of benefits.

PROGRAMS & FUNDING

Community Development Block Grant (CDBG) Program

Planning Grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). Through the Indiana Office of Community and Rural Affairs, Indiana requests federal funds to help rural communities with a variety of projects such as sewer and water systems, community centers, health and safety programs, and many others. These funds help communities improve their quality of life and ensure the health and safety of their citizens.

Community Development Block Grant (CDBG) Program, Planning Grants

The goal of the program is to encourage communities to plan for long-term community development. Community leaders can apply for projects relating to such issues as infrastructure, downtown revitalization, and community facilities. Grants are available for comprehensive plans, downtown revitalization plans, economic development plans, historic preservation plans, water system plans, sewer system plans, storm drainage plans, five-year park plans and more.

Community Development Block Grant (CDBG) Program, Stormwater Improvement Program (SIP)

Property owners in many communities across the state of Indiana suffer from flooded property and sewer backups due to inadequate stormwater management. Flooding is expensive to clean up, depresses property values, and degrades water quality.

Community Development Block Grant (CDBG) Program, Public Facilities Program (PFP)

Community facilities enhance the lives of residents in numerous ways. Libraries, museums, community centers, and performance spaces open doors to knowledge and ideas, culture, and enjoyment. In addition to community facilities, emergency services (fire stations, fire trucks and EMS stations) and historic preservation projects are eligible for PFP.

Downtown Enhancement Grants

The Downtown Enhancement Grant program is designed to foster innovative approaches to activities, which support and promote community based planning, pre-development, and research initiatives. The goal of these projects is to improve the quality of life and opportunities for increasing private investment and employment in Indiana Main Street (IMS) communities. The Downtown Enhancement Grant priorities are directed by OCRA's strategic plan and the National Main Street Four Point Approach.

Indiana Department of Transportation (INDOT) LPA Grants

INDOT works proactively to assist Local Public Agencies (LPA) in addressing capital needs. By statute, INDOT shares gas tax revenue distributed out of the state Motor Vehicle Highway Fund (MVHF) and Local Road and Street Fund (LRSF) with local communities. Distributions out of these funds are made by the auditor's office to each local community for use on road and street projects.

INDOT also makes available 25% of the federal funds apportioned to it under Congressional Highway Authorization Bills. This is a practice carried out by internal policy and is done under no requirement of any state or federal statute. INDOT also handles all of the program administration, contract letting and post-contractual Federal obligations for local communities. This alleviates additional financial burdens for local communities and provides a means for all communities to participate in federal-aid funding.

Investment Tax Credit Programs

Income tax credits are the principal governmental subsidy available for privately owned and funded historic preservation activities. Both the federal government and the state of Indiana offer a Rehabilitation Investment Tax Credit (RITC) equaling 20% of rehabilitation costs for qualified work at income-producing properties that are certified historic buildings. A net subsidy equaling 40% of qualified rehabilitation costs may be yielded by participation in both programs. Eligible properties include commercial buildings, factories, and old houses as long as they are income producing, such as rental properties. Owner-occupied private residences are eligible only for the Indiana Residential Historic Rehabilitation Credit (RHRC-see below).

Land and Water Conservation Fund (LWCF)

LWCF federal grants can be used to protect important natural areas, acquire land for outdoor recreation and develop or renovate public outdoor recreation facilities such as campgrounds, picnic areas, sports/playfields, swimming facilities, boating facilities, fishing facilities, trails, natural areas and passive parks. The minimum grant request is $5,000 and the maximum request is $75,000 with a local match requirement.

Main Street Revitalization Program (MSRP)

The Indiana Office of Community and Rural Affairs assists Indiana's rural residents in their endeavors to create successful, sustainable communities and improve local quality of life. MSRP grants are funded with federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). The goal of the Main Street Revitalization Program is to encourage communities with eligible populations to focus on long-term community development efforts.

Recreational Trails Program (RTP)

Under the MAP-21, the Recreational Trails Program (RTP) is continued at the current funding levels under the Transportation Alternatives Program. Funding for RTP is a set-aside from the TAP. However, the governor of each state may opt out of the RTP if it notifies the U.S. Department of Transportation Secretary not later than 30 days prior to apportionments being made for any fiscal year.

Source: American Society of Landscape Architects

Residential Historic Rehabilitation Credit

The Residential Historic Rehabilitation Credit is available to Indiana state income taxpayers who undertake certified rehabilitations of historic buildings that are principally used and occupied by a taxpayer as that taxpayer's residence. The State incentive allows a taxpayer to claim a State Income Tax credit for 20% of the total qualified rehabilitation or preservation cost of a project. The Division of Historic Preservation and Archaeology, Indiana Department of Natural Resources administers the program.

Stellar Communities

The Stellar Communities program is a multi-agency partnership designed to fund comprehensive community development projects in Indiana's smaller communities. The Indiana Housing and Community Development Authority, Indiana Office of Community and Rural Affairs, and Indiana Department of Transportation, along with the State Revolving Fund, are participating in this innovative program.

The Stellar Communities program embodies collaborative government partnerships and successfully leverages state and federal funding from multiple agencies to undertake large-scale projects. Through this program, Indiana is doing more with current resources and making a bigger impact in communities, even with a slimmer budget. Whitestown was a Stellar Community Finalist in 2011.

Source: www.IN.gov/OCRA

Skills Enhancement Fund

The Skills Enhancement Fund (SEF) provides assistance to businesses to support training and upgrading skills of employees required to support new capital investment. The grant may be provided to reimburse a portion (typically 50%) of eligible training costs over a period of two full calendar years from the commencement of the project.

Tax Increment Finance (TIF)

Tax increment finance is a tool for municipalities and counties to designate targeted areas for redevelopment or economic development through a local redevelopment commission. Those redevelopment or economic development areas can then be designated as allocation areas which trigger the TIF tool. When TIF is triggered, the property taxes generated from new construction in the area are set aside and reinvested in the area to promote development, rather than going to the normal taxing units (governments, schools, etc.). The taxing units do not lose revenue, they simply do not receive revenue from the additional assessed valuation that would not have occurred "but for" the reinvestment in the area through the TIF proceeds.

Transportation Alternatives Funding

The new Transportation Alternatives (TA) program will receive about $780 million to carry out all TA projects, including SRTS and RTP projects across the country, which represents about a 35% reduction from the current $1.2 billion spent on these programs. Under the bill, states will sub-allocate 50% of their TA funds to Metropolitan Planning Organizations (MPOs) and local communities to run a grant program to distribute funds for projects. States could use the remaining 50% for TA projects or could spend these dollars on other transportation priorities.

Source: American Society of Landscape Architects

Transportation Alternatives (Formerly Enhancements):

Under MAP-21, the Transportation Enhancements program is re-named Transportation Alternatives Program (TAP), with the current twelve eligible activities categories consolidated into six categories. The bill eliminates the bike/ped safety and education programs, transportation museums, and the acquisition of scenic and historic easements categories.

The six eligible project categories are:

1. Continue bike/pedestrian facilities and expand the definition of these projects.

2. Establish a category for safe routes for non-drivers, including children, older adults, and individuals with disabilities.

3. Retain conversion of abandoned railroad corridors for trails for pedestrians and bicyclists, or other non-motorized transportation users.

4. Retain the scenic byways category (however, the stand alone National Scenic Byways programs is completely eliminated).

5. Establish a community improvement category that includes:
   - Inventory control of outdoor advertising;
   - Historic preservation and rehabilitation of historic transportation facilities;
   - Vegetation management practices in transportation rights-of–way (formerly landscaping and scenic beautification);
   - Landscaping and scenic enhancement projects ARE eligible under TAP as part of the construction of any federal-aid highway project, including TAP-funded projects, but TAP funds cannot be used for landscaping and scenic enhancement as independent projects;
   - Under this vegetation management category, routine maintenance is NOT eligible as TAP activity except under the RTP; and
   - Archeological activities related to transportation projects.

6. Retain the environmental mitigation activities category
    - To address stormwater management control and water pollution prevention, and wetlands mitigation; and
    - To reduce vehicle-caused wildlife mortality

Safe Routes to School (SRTS) Program

Under the bill, the Safe Routes To School (SRTS) program was eliminated as a stand-alone program. However, SRTS projects are still eligible for funding under the TAP. As such, SRTS projects are now subject to all TAP requirements, including the same match requirements – 80% federal funding, with a 20% local match. SRTS coordinators are not required under MAP-21 but are eligible for funding under TAP. Thus, states may decide to retain their SRTS coordinators and use TAP funds to pay for them.

Source: American Society of Landscape Architects

WorkKeys

WorkKeys® enables Hoosiers to examine their individual strengths and weaknesses and also compare their skills to job profiles which can help substantially when looking for jobs or career advancement opportunities. The program helps ensure Hoosiers find the right jobs to be successful.

Reference Documents

Reference Plans & Documents

Several additional adopted plans and studies provide more detailed review and specific recommendations that support this Comprehensive Plan. Those documents, as well as this Comprehensive Plan, form the Whitestown Master Plan. These additional plans include:

- **Whitestown Transportation Plan**
- **2012 Downtown Revitalization Master Plan**
- **Whitestown Recreation Impact Fee Zone Improvement Plan**
- **Whitestown Five-Year Parks and Recreation Master Plan**
- **2014 Whitestown Economic Development Plan**

WHITESTOWN

Comprehensive PLAN UPDATE

WHITESTOWN

Comprehensive PLAN UPDATE