

# downtown revitalization master plan WHITESTOWN, IN



**TSW**  
Engineers • Architects • Planners

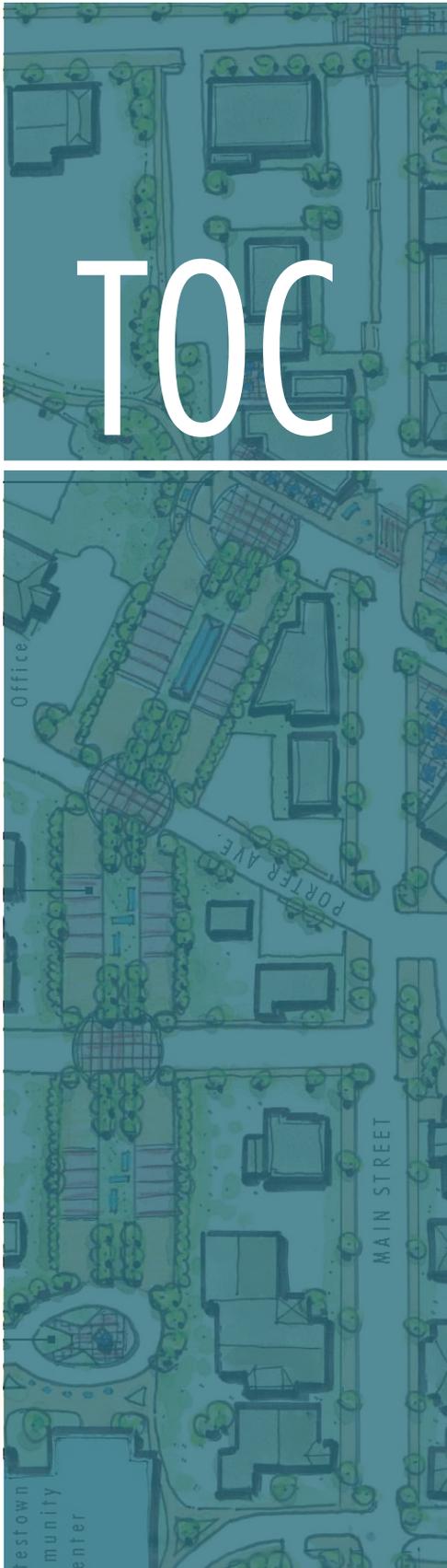
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WILLIAMS  
design group



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DECEMBER 2012





# TOC

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## ACKNOWLEDGEMENTS

This study would not have been completed without the support and input of representatives of the Town of Whitestown and its residents. The contribution of those, plus all who were involved throughout the planning process, is greatly appreciated.

### TOWN OF WHITESTOWN

#### *Town Council*

Dawn Semmler  
Susan Austin  
Kevin Russell  
Julie Whitman  
Eric Miller

#### *Plan Commission*

Mark Worthley  
Dennis Anderson  
L.J. Jernstadt  
Jan Jones  
Jason Lawson  
Joe Anderson  
Greg Semmler

#### *Town Staff*

Tom Combiths, Town Manager  
Amanda Andrews, Clerk-Treasurer  
Nathan Messer, Parks Board  
Brenda Piscitelli, Human Resources

### CONSULTING TEAM

GRW Engineers  
Taylor Siefker Williams Design Group



## DOWNTOWN (noun):

1. The hub of a a community;
2. A vibrant, locally based mixed use area that defines the character, culture and identity of a town or city.

## INTRODUCTION & PLAN PROCESS

The Downtown Revitalization Plan was initiated by the Town of Whitestown and the Whitestown Plan Commission with the intent of studying and determining a strategy for encouraging appropriate reinvestment in the downtown. Focused on public input, the study incorporated different opportunities to provide input to guide the decisions and recommendations set forth in this plan. These ideas and concepts were based on the community’s input and desires for the future of this area. The public also had an opportunity to provide input during the adoption process with hearings before the Whitestown Plan Commission and the Whitestown Town Council.

The project area, which encompasses the geographic boundaries of the historic town center (see graphic below), includes Pierce Street from west of Walnut St. to Jackson Run Creek on east and Main Street from Walker Farms subdivision to north of Lions Park entrance.

This document serves as the foundation and official guide for the transformation of historic downtown Whitestown. As with other planning studies, it is intended to be a working document which public officials consult often for direction and guidance in the redevelopment and reinvestment in the downtown.



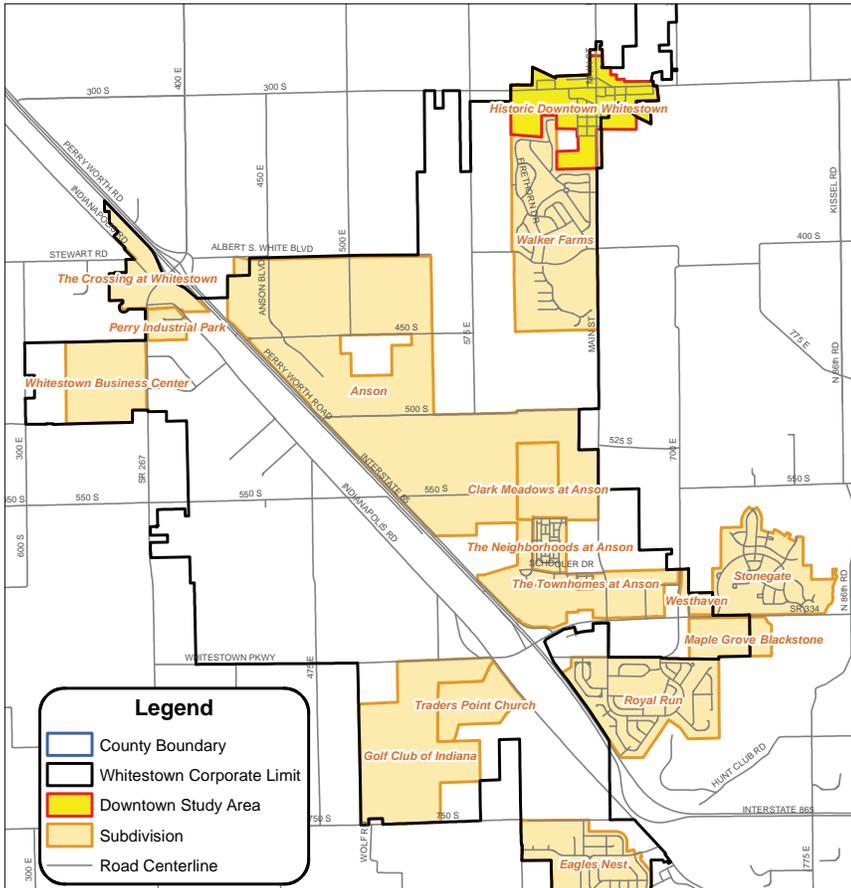
Historic image of North Main Street in downtown Whitestown



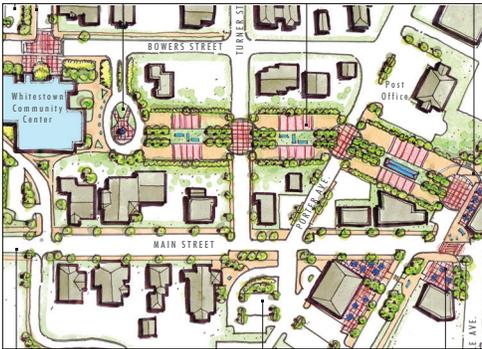
Existing pocket park in downtown Whitestown



Input being gathered during the downtown plan open house



Downtown project study area in relation to Town of Whitestown.



*Conceptual plan of the proposed Whitestown Town Commons*



*Illustrative sketch of enhancements along Main Street in downtown*



*Community focal point for festivals and events in the Whitestown Town Commons pavilion*

## DOWNTOWN WHITESTOWN VISION

Through the input gathered at the public working group meeting and public open house a vision for the future of Downtown Whitestown was crafted. It serves as the foundation for decisions made during the planning process and the actions recommended within the plan itself. The vision for Downtown Whitestown is one 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 place** for residents and visitors by celebrating its culture and past, while allowing for new businesses and hosting community-focused events.

## PLAN ELEMENTS

A series of plan goals and objectives were established to aid in achieving the established vision for downtown. Those goals, and related objectives, were organized around 1) Organizational Strategy, 2) Promotional Strategy, 3) Economic Strategy and 4) Design Strategy. Recommendations as part of the plan reinforce specific goals and objectives. These recommendations include both physical improvements as well as policy changes. A series of Plan Elements were identified and include:

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

## NEXT STEPS

Finally, a series of Action Steps were identified to provide the Town with the tools to implement the downtown plan and shape the community in a way that is consistent with the desired vision for the future. The Action Steps include project timeframes, potential funding sources, responsible parties and other details that will assist the community in achieving the vision.



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WILLIAMS  
design group

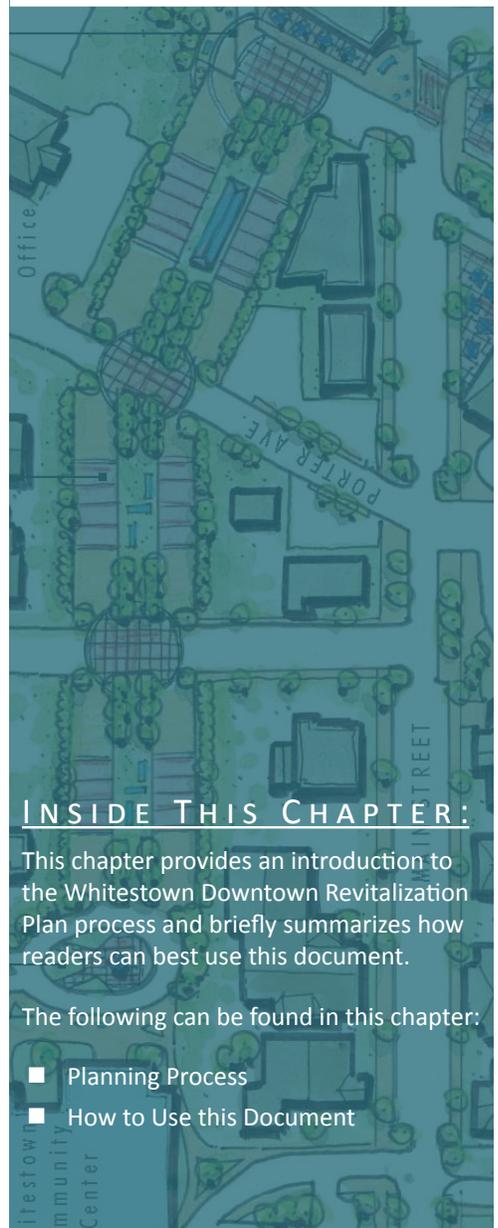




# introduction & planning process

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# introduction & planning process



## INSIDE THIS CHAPTER:

This chapter provides an introduction to the Whitestown Downtown Revitalization Plan process and briefly summarizes how readers can best use this document.

The following can be found in this chapter:

- Planning Process
- How to Use this Document



View of Downtown Whitestown along Main Street

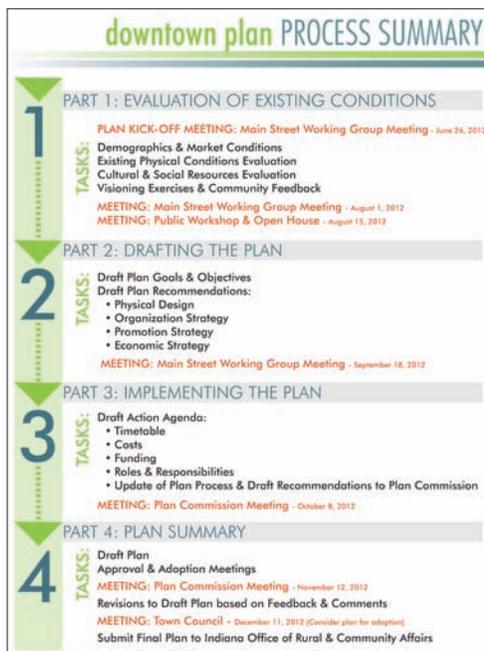


Figure 1-1: Downtown Plan Process

## STUDY AREA

It is important to define the physical boundaries of the downtown (Figure 1-2). The project area, which encompasses the geographic boundaries of the historic town center, includes Pierce Street from west of Walnut St. to Jackson Run Creek on east, and Main Street from Walker Farms subdivision to north of Lions Park entrance. The area contains a diverse mix of land uses, including a park, churches, industrial, residential and commercial buildings. Some areas include underused or deteriorating structures, implying to visitors an aging, uninviting downtown area. When visitors or users pass through the historic downtown on Main or Pierce Streets, they often leave without an appropriate impression of downtown Whitestown due to the perceived lack of investment and poor or unenforced design standards within the area.

## PLANNING PROCESS

The Downtown Revitalization Plan was initiated by the Town of Whitestown and the Whitestown Plan Commission with the intent of studying and determining a strategy for encouraging appropriate reinvestment in the downtown. Focused on public input, the study incorporated different opportunities to provide feedback to guide the decisions and recommendations set forth in this plan. These ideas and concepts were based on the community's ideas and desires for the future of this area. The public also had an opportunity to provide input during the adoption process with hearings before the Whitestown Plan Commission and the Whitestown Town Council. A summary of the planning process is provided in Figure 1-1.

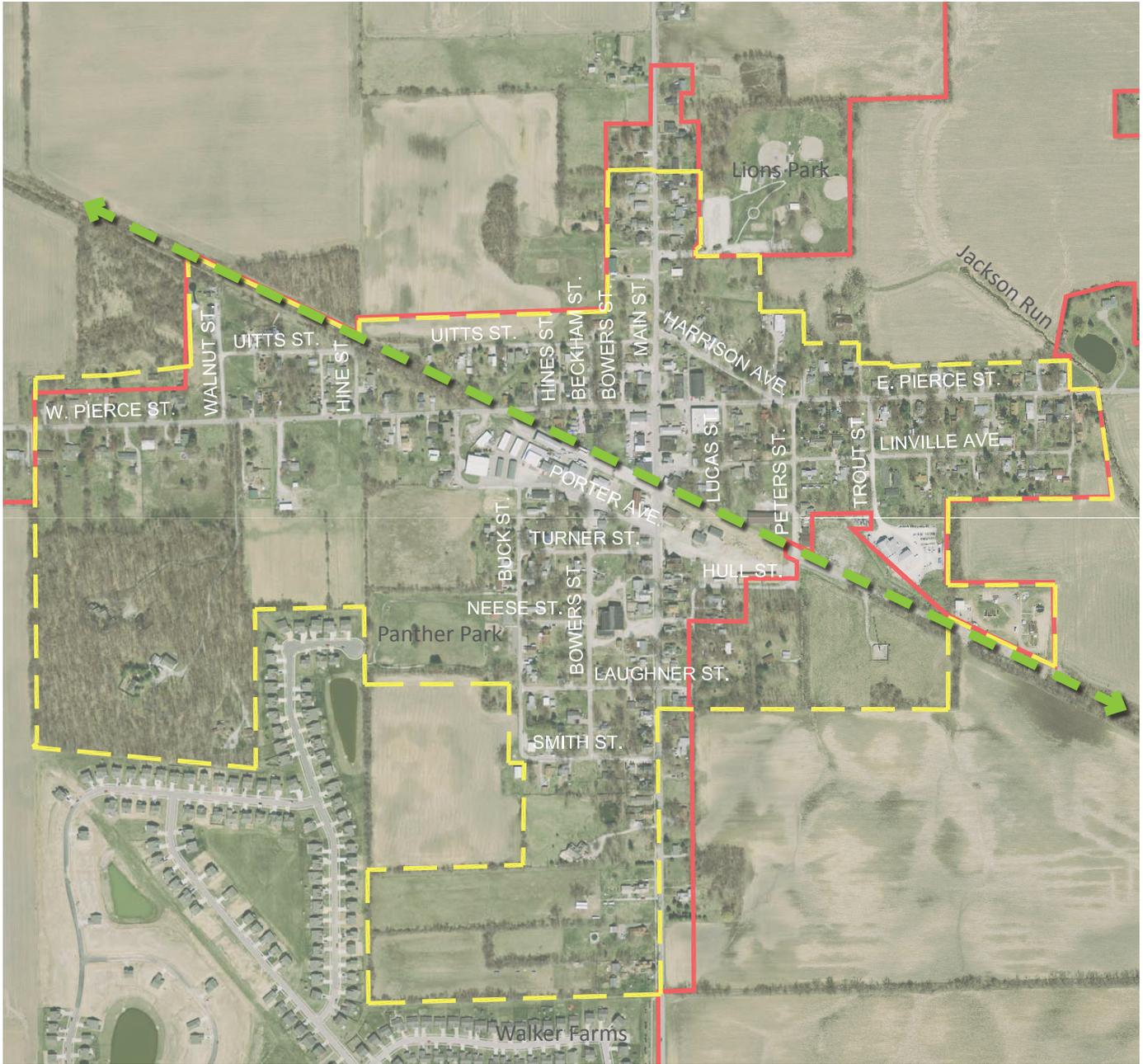
The tasks in the process were outlined to gain a solid understanding of the existing conditions downtown as well as the desires of the community. Prior to recommending physical and policy changes, an inventory of the past and current conditions was conducted. In addition, public input was gathered by means of workshop meetings, feedback from city officials and a public open house. The key results of this input are summarized in Chapter 3.

The result is a plan which identifies a clear vision and the necessary action steps to the revitalization and redevelopment of historic downtown Whitestown.

## HOW TO USE THIS DOCUMENT

This plan is envisioned as the first step in a downtown development program. The plan is designed to articulate a direction and vision to help guide community leadership in the development and reinvestment in downtown. The success of the downtown does not hinge on perfect parking layouts, optimal development sites and smooth traffic flow, but on the ability to stimulate interest and excitement within the community as well as creating a focal point for the town. Accordingly, this plan provides recommendations to begin the revitalization process toward creating an active and vibrant historic town center.

# project STUDY AREA



## legend:

-  Study Area Limits
-  Whitestown Town Limits

FIGURE 1-2: Plan Study Area



*The above images highlight community assets, such as churches and public open space in the downtown, as well as vacant storefronts that line Main Street.*

It is important to stress that these recommendations will not be realized without ongoing leadership by the community. The vision and goals outlined in the plan can only be realized by the dedication and commitment of those people who help make things happen. The intent of the Downtown Revitalization Master Plan is not to solve every perceived problem in the downtown area. Rather, it will provide recommendations that will contribute to the collective vision of the community and capitalize on the positive investment activity to maximize downtown's potential. Other elements, such as reviewing the zoning ordinance, developing design guideline standards and creating a permanent Main Street Organization to aide in the promotion of the downtown area, are needed to completely address the issues and be responsive to the transformation that will occur.

This report is organized to reflect the planning process that was initiated to develop the framework for the revitalization plan. The chapters of the report are outlined as follows:

- **Chapter 1:** Introduction and Planning Process
- **Chapter 2:** Existing Conditions
- **Chapter 3:** Needs Assessment / Public Participation
- **Chapter 4:** Establishing the Vision
- **Chapter 5:** Goals & Objectives
- **Chapter 6:** Plan Elements
- **Chapter 7:** Implementation
- **Appendices**

This document serves as the foundation and official guide for the transformation of historic downtown Whitestown. As with other planning studies, it is intended to be a working document which public officials consult often for direction and guidance in the redevelopment and reinvestment in the town center. Readers of the plan are encouraged to highlight, make notes, and check-off sections of the plan as they are accomplished. Most importantly, users are encouraged to refer to the plan often, continually monitoring the progress of the plan and insuring that the downtown is improving in a manner consistent with the overall vision and elements set forth.

Through careful and purposeful planning, public and private collaboration and hard-work, downtown Whitestown is poised to become a destination for recreation, entertainment and civic pride.



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SIEFKER  
WILLIAMS  
design group



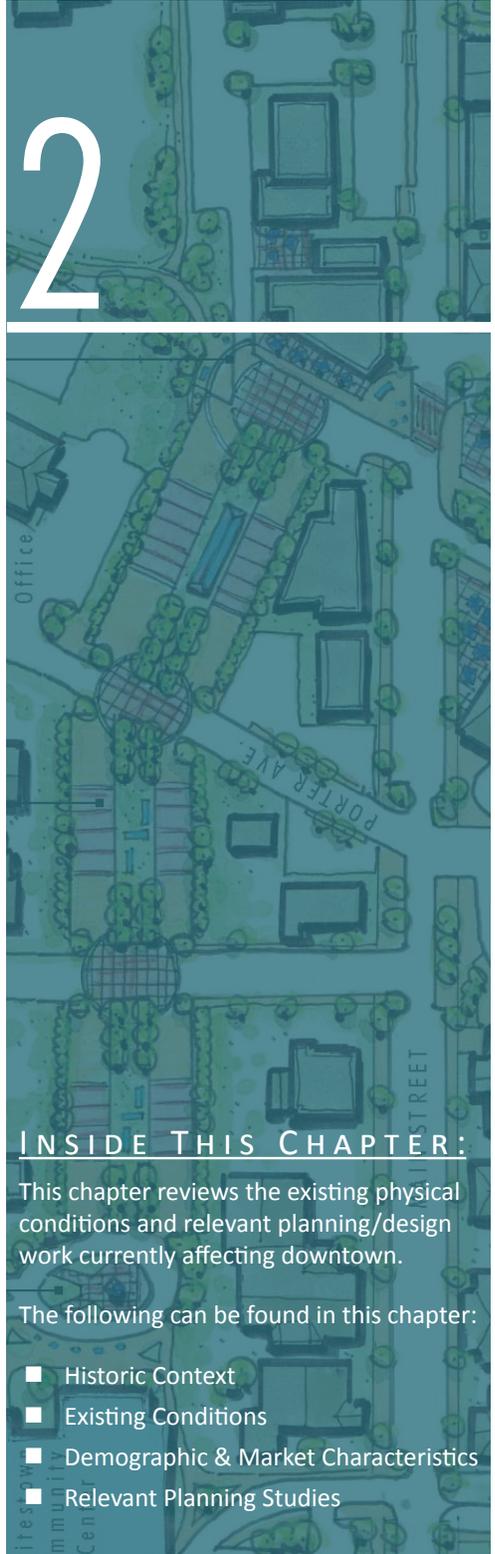


## existing conditions

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# existing conditions

## 2



### INSIDE THIS CHAPTER:

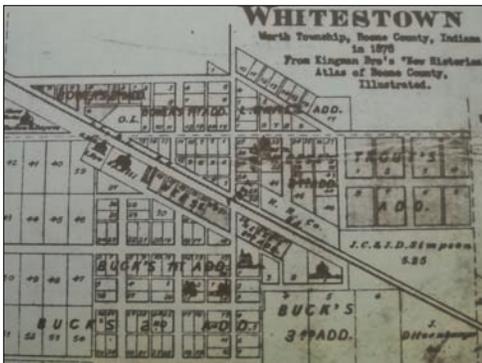
This chapter reviews the existing physical conditions and relevant planning/design work currently affecting downtown.

The following can be found in this chapter:

- Historic Context
- Existing Conditions
- Demographic & Market Characteristics
- Relevant Planning Studies



*Big Four Train at the Whitestown Depot,  
late 19th Century*



*Plat of Whitestown, circa 1876*



*Whitestown Elementary School building,  
mid 20th Century*

## INTRODUCTION

Along with public input, existing conditions form the basis for all planning documents. This chapter summarizes the existing physical conditions and reviews various policies and planned projects that impact downtown Whitestown. The demographic data highlights the existing population, economic and housing characteristics and reviews important policy and regulatory documents that guide the future development of downtown, including the Comprehensive Plan and current Zoning Ordinance. There are also several infrastructure-related projects that are currently moving forward in various stages of design and engineering that will impact downtown. These include road improvement projects on Main and Pierce Streets, and construction of the regional Farm Heritage Trail. Finally, a photographic inventory of existing physical conditions is provided to document the current urban form within the study area and the need/desire for certain enhancements within the downtown area.

## HISTORIC CONTEXT

Whitestown is located in Boone County, Indiana northwest of Indianapolis. As a prime agricultural area, the community initially served as an early trading and merchant center. It was laid out in 1851, at the time the railroad was built, on the land of Abram Neese. Initially named New Germantown, the name was officially changed to Whitestown in 1852 in honor of Albert S. White, a U.S. Senator and the first President of the IC & L Railroad, which runs through the town. The village became an important trading center along the railroad for the township and county. Whitestown High School graduated its last class in 1963. Today, downtown Whitestown represents rural small-town character while maintaining connections to the greater Indianapolis metropolitan area. It is close enough to “big city” amenities without losing its own small town identity and historic charm, which is so highly valued by its citizens.

## EXISTING CONDITIONS

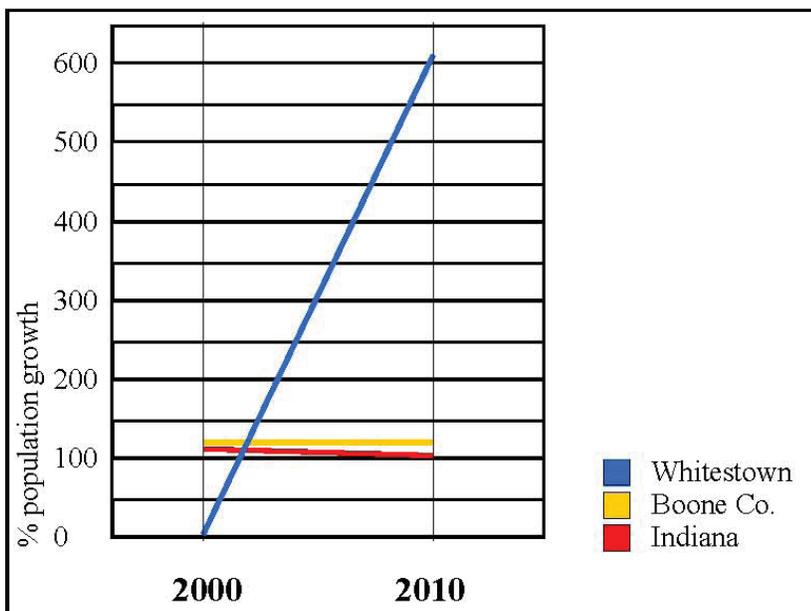
The first step in the process of the Downtown Revitalization Master Plan was to gain a solid understanding of the existing conditions downtown. To provide a thorough understanding of the existing conditions, data relevant to the revitalization of downtown was collected, mapped and analyzed. This information included a summary of existing demographic and market characteristics, land use, zoning, circulation, and physical character.

## DEMOGRAPHIC CHARACTERISTICS

### Population

After years of steady population, greater Whitestown has seen tremendous growth in recent years. The population increased by 608% between 2000 and 2010. Over the same period, Boone County increased 122.8% and the State grew 106%. The Town’s growth is largely due to the annexation of 6,500 acres of property south of the historic downtown district. Within the post-annexation Town boundary, three large new neighborhoods (Walker Farms, Anson and Eagle’s Nest) account for 77% (2,215 persons) of the Town’s population. The population within the pre-annexation Town boundary has not experienced any notable growth. In fact, population in the study area has decreased from 471 persons (2000) to 419 persons (2010), an 11% drop.

Source: 1980, 1990, 2000 & 2010 U.S. Census

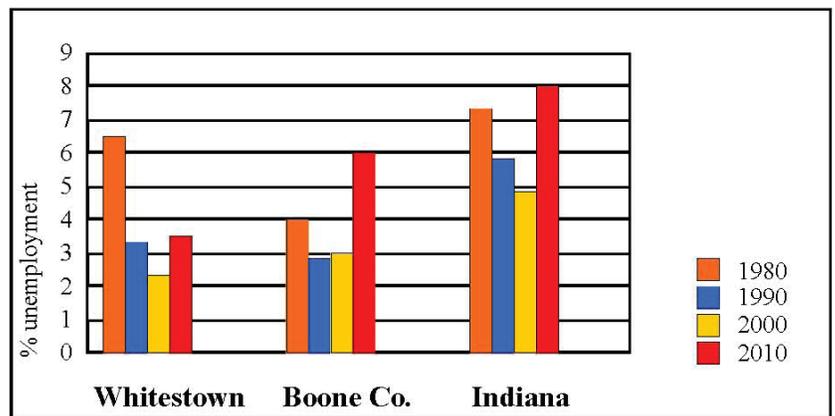


|      | <u>Indiana</u> | <u>Boone County</u> | <u>Whitestown</u> |
|------|----------------|---------------------|-------------------|
| 1980 | 5,490,210      | 36,446              | 497               |
| 1990 | 5,544,159      | 38,147              | 476               |
| 2000 | 6,080,485      | 46,107              | 471               |
| 2010 | 6,483,802      | 56,640              | 2,867             |

### Unemployment

The Whitestown unemployment rate has been below the state average since 1980. The Town rate increased from 2.3% in 2000 to 3.4% in 2010, while in 2010 both Boone County and Indiana experienced their highest unemployment rates in 30 years.

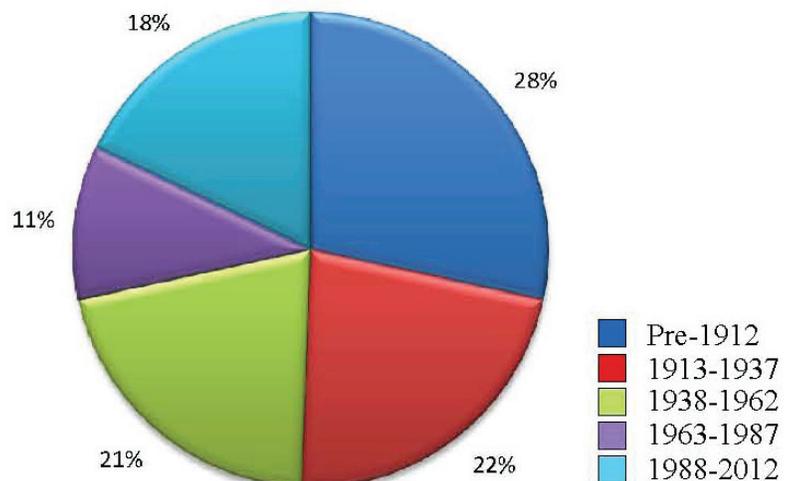
Source: 1980, 1990, 2000 & 2010 U.S. Census



### Housing Stock

Over 950 new homes have been built in greater Whitestown since 2001, but only 9 of those are within the downtown study area. The study area contains a diverse group of houses, ranging from historic to new construction. Only 18% of the homes are less than 25 years old, while nearly 75% of the homes in the study area are over 50 years old and 40% of those are more than 100 years old.

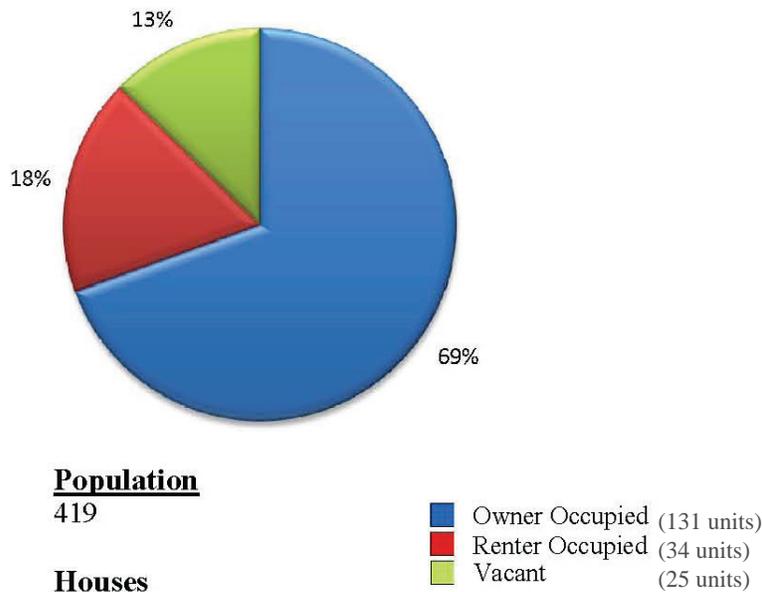
Source: Boone County GIS, 2000 and 2010 U.S. Census



*Housing Type*

In the downtown study area, there are 190 residential single-family units and a population of 419 persons – an average of 2.21 persons/unit. However, when taking into account only occupied units, the average increases to 2.54 persons/unit. This is still below the average household size of 2.69 persons/unit for greater Whitestown. Over two-thirds of the houses in the study area are owner-occupied. Approximately 25 homes were vacant at the time of the last U.S. Census.

Source: 2010 U.S. Census



**Population**  
419

**Houses**  
190

■ Owner Occupied (131 units)  
■ Renter Occupied (34 units)  
■ Vacant (25 units)

MARKET CONDITIONS

Whitestown’s median household income has consistently been significantly higher than the state median. Whitestown and Boone County appear to have felt the recent economic downturn to a somewhat lesser degree than the state as a whole. Whitestown’s median household income is roughly \$69,000 in 2012 dollars (\$66,027 in 2010).

Based on the median household income in Whitestown, the typical household could afford a monthly housing budget of almost \$1,700. According to the Fair Market Rent (FMR) in Boone County<sup>(1)</sup>, a four-bedroom home costs \$1,023, which easily falls within the Whitestown median budget figure. According to FMR, a two-bedroom unit costs \$747 per month in Boone County, but an individual earning minimum wage in Indiana can only afford a rent of \$377 per month. Therefore, in order to afford a two-bedroom unit in Boone County, an individual would have to work almost 80 hours per week or have a second person in the household also working full-time and earning at least minimum wage.

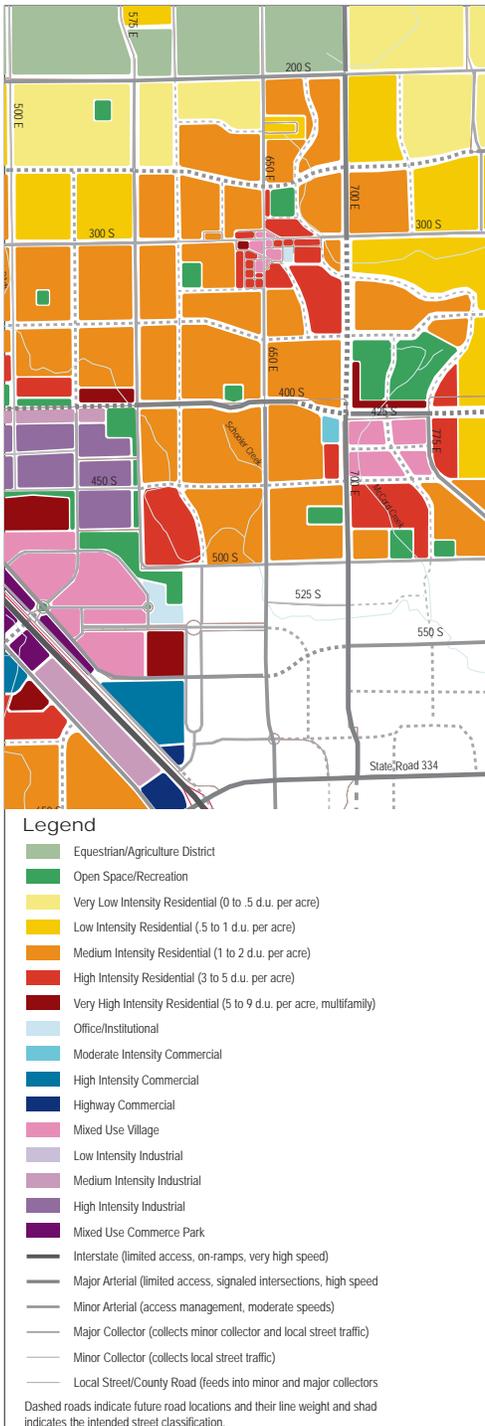
(1) Indianapolis, IN HUD Metro FMR Area

| TRADE AREA HOUSEHOLD INCOME |          |          |
|-----------------------------|----------|----------|
|                             | 2000     | 2010     |
| Indiana                     | \$41,567 | \$47,697 |
| Boone Co.                   | \$49,632 | \$68,594 |
| Worth Twp.                  | \$46,250 | \$59,871 |
| Whitestown                  | \$46,528 | \$66,027 |

## 2005 COMPREHENSIVE PLAN

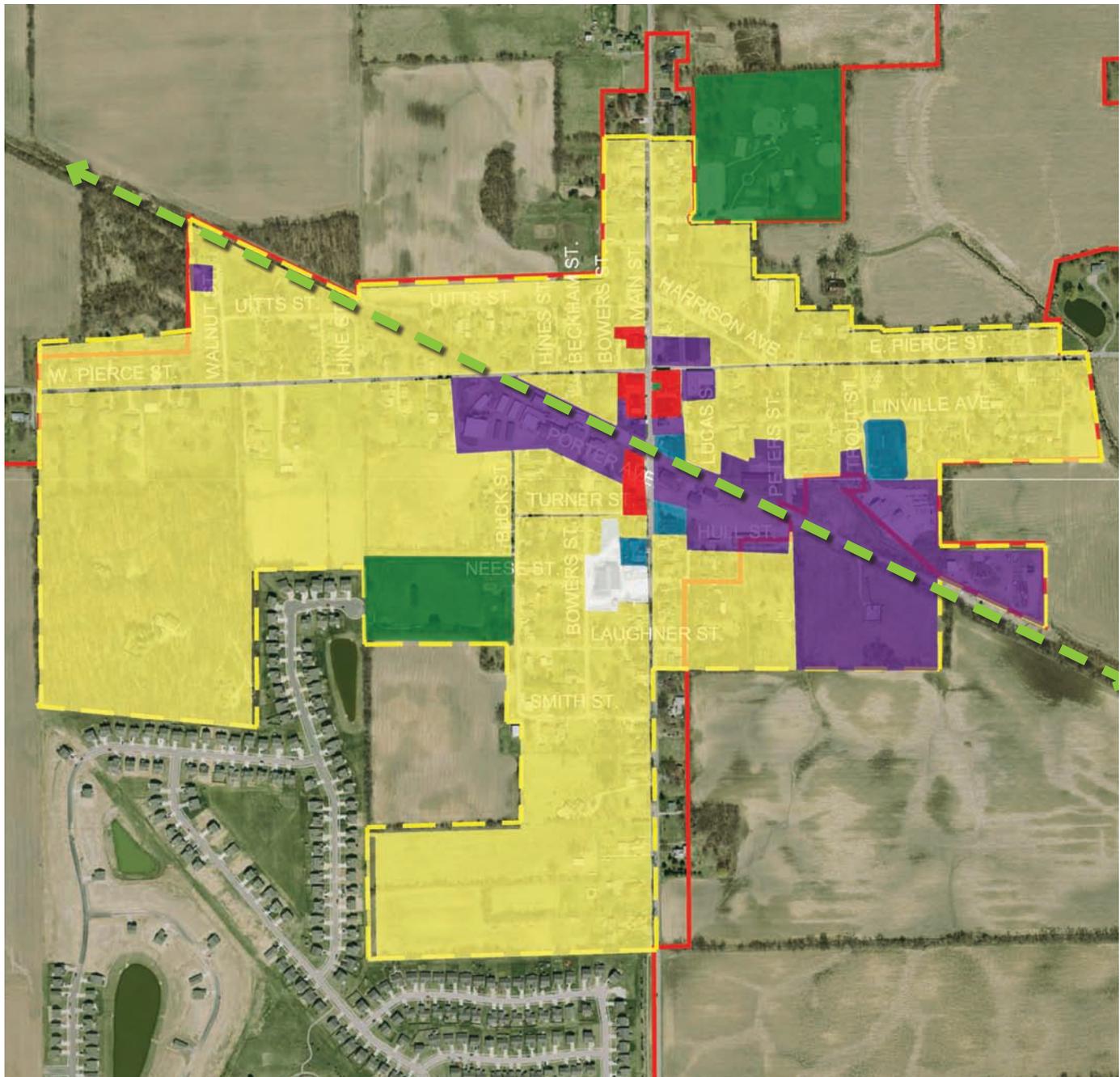
The Town of Whitestown Comprehensive Plan was adopted in 2005 (and amended in 2009) to direct the Town in making the most efficient use of land and investments in public services, facilities, and infrastructure. This plan also strives to balance the impact of the built environment with the protection and enhancement of important natural resources and the environment. A full summary of the goals and objectives relevant to the downtown study area as incorporated into the 2005 Comprehensive Plan can be found in Appendix B with a concise summary of related plan recommendations below.

- The Comprehensive Plan dedicates an entire chapter to the historic downtown area. Chapter 8 – The Legacy Core calls out the historic downtown as a “legacy district.” Recommendations for the legacy district include:
  - This district should be preserved and revitalized with new businesses.
  - A new area plan should be prepared.
  - Goals and objectives are itemized and have been established for the historic downtown area.
- The Plan also calls for objectives related to “Improvements” such as road improvements, park activities, and downtown revitalization, including:
  - IM 1.8 – slightly widen Pierce St and Main St in downtown Whitestown.
  - IM 2.5 – install and improve sidewalks along Pierce Street and Main Street in downtown Whitestown.
  - IM 5.2 – encourage redevelopment of the commercial buildings in downtown Whitestown.



*The Future Land Use Plan from the 2005 Town of Whitestown Comprehensive Plan featuring detail of the downtown and surrounding environs. Source: Town of Whitestown.*

# existing LAND USE



## legend:

- |  |   |   |
|--|---|---|
| <span style="display: inline-block; width: 20px; height: 10px; background-color: yellow; border: 1px solid black;"></span> Residential                         | <span style="display: inline-block; width: 20px; height: 10px; background-color: blue; border: 1px solid black;"></span> Social / Institutional   | <span style="display: inline-block; width: 20px; height: 10px; border-bottom: 2px dashed yellow;"></span> Study Area Limits           |
| <span style="display: inline-block; width: 20px; height: 10px; background-color: red; border: 1px solid black;"></span> Retail / Commercial Business           | <span style="display: inline-block; width: 20px; height: 10px; background-color: green; border: 1px solid black;"></span> Open Space / Recreation | <span style="display: inline-block; width: 20px; height: 10px; border-bottom: 2px dashed red;"></span> Whitestown Town Limits         |
| <span style="display: inline-block; width: 20px; height: 10px; background-color: purple; border: 1px solid black;"></span> Industrial, Office or Manufacturing | <span style="display: inline-block; width: 20px; height: 10px; background-color: white; border: 1px solid black;"></span> Vacant (Public Use)     | <span style="display: inline-block; width: 20px; height: 10px; border-bottom: 2px dashed green;"></span> Proposed Farm Heritage Trail |

FIGURE 2-1: Existing Land Use

## EXISTING LAND USE

The composition and layout of land uses plays an inherent role in the character of an area and how development will impact that character. There are no fixed standards regarding the composition of land uses in downtown. Rather, understanding and documenting the character allows a determination of what the area is now physically and what it should be in the future in accordance with the vision set forth by the community.

Greater Whitestown is fortunate to have a very diverse base of land uses and growing development. While some diversity exists in the downtown study area, it is predominately (74%) single-family residential. Only 10% of the study area is currently used for commercial purposes – offices, shops, restaurants, assembly, warehouses and churches comprise the mixed-use development.

## EXISTING ZONING

Resolving future land uses is a complex issue. The zoning of land to the appropriate use will influence the future land use pattern to a limited extent, while the rest of the influence will be primarily directed by market forces. It will be possible, as discussed later in Chapter 5 - Goals and Objectives, to influence the market through physical improvements, development incentives and market trends. The Town is currently working on an update to the Unified Development Ordinance.

Highlights of the existing Zoning Ordinance as it impacts the downtown area include:

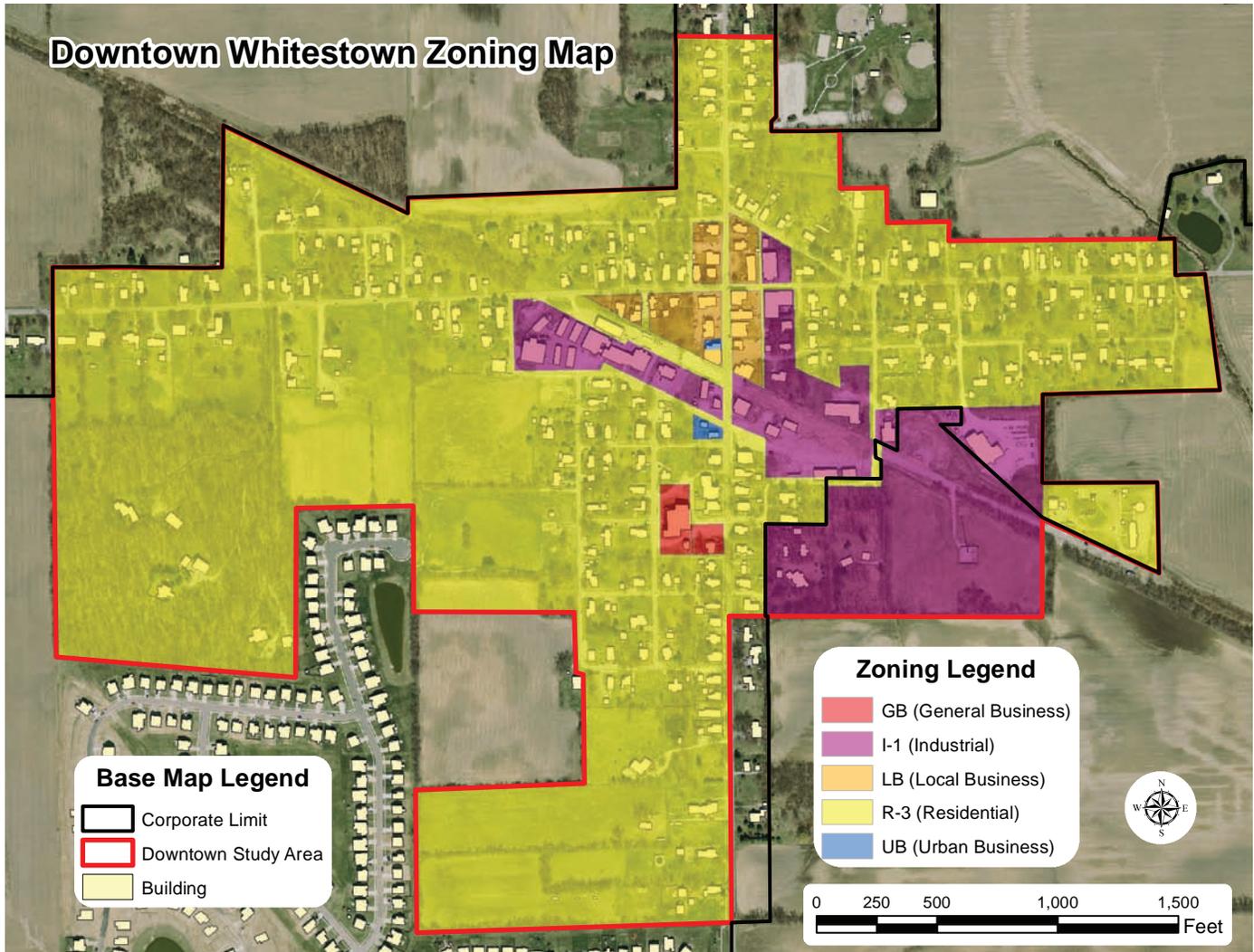
### *Zoning Ordinance*

- The Zoning Ordinance has one-size-fits-all districts for dense residential and urban business areas. These districts may not be entirely suitable for historic downtown Whitestown.
- Development in Whitestown requires connection to public utilities.
- Development standards throughout the ordinance need to be specifically tailored for the historic downtown in order to accommodate the existing small lots and dense development.

### *Subdivision Control Ordinance*

- The Subdivision Control Ordinance doesn't specifically address infrastructure design standards for historic downtown Whitestown.
- If new zoning districts and/or overlay districts are created for the downtown area, corresponding infrastructure design standards may need to be created as well.

# existing ZONING



## CURRENT DOWNTOWN INFRASTRUCTURE PROJECTS

There are several infrastructure projects that are either planned or currently under design that affect the downtown area, including street improvement projects and the Farm Heritage Trail project. Highlights of those projects as they impact the downtown area include:

### *INDOT LPA Project*

A 2012 INDOT LPA Grant for \$270,400 is helping fund the design and land acquisition for reconstruction of the two major streets in historic downtown Whitestown. This project includes new pavement, sidewalks, lighting, and critical storm water infrastructure. The Town's match for this project is \$67,600. The scope of the LPA Project is along Main Street from south edge of the old town limits to a point about 50 feet north of the entrance to Lions Park, and along Pierce Street from a point about 40 feet west of Porter Street to the Jackson Run Creek on the east edge of the old town limits. This nearly matches the geography of the downtown study area. There was some discussion about the possibility of extending the project westward to a point just west of Hines Street so that all four proposed "Whitestown Walk! loop" trail crossing sites would be included. Other project boundaries pose no problem from a downtown redevelopment perspective. Construction for this project is expected in 2014, after the Farm Heritage Trail project through downtown is expected to be completed.

The Town Council is considering a resolution that would require developers to install utilities underground when a construction project mandates that utilities be moved at all. If passed, this resolution will have immediate impact on the INDOT LPA Project, requiring all overhead telephone and electric lines along Main and Pierce Streets in the project limits to be underground, and thus eliminating telephone and power poles in the area. This would enhance the aesthetic of the downtown core.

### *Farm Heritage Trail*

The Farm Heritage Trail project connects the nearby communities of Zionsville and Lebanon, with future segments extending the trail to Lafayette. A 10-mile segment from the west side of Lebanon to the north side of Thorntown at Sugar Creek is currently open. The proposed trail crosses directly through the center of historic downtown Whitestown. The Whitestown portion of the Farm Heritage Trail is scheduled to be completed by 2013. This important regional trail project will greatly impact the historic downtown area in many ways, including:

- Pedestrian/bicycle access will create a safer 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.

- The trails may also be used for alternative means of transportation to school or work, which would help to reduce pollution in the environment of the community.
- The trails further link the diverse areas of the town, including historic downtown Whitestown, athletic fields, proposed and existing parks, school playgrounds, neighborhoods, churches and shopping/retail areas, resulting in a holistic network of destinations.
- Opportunity to construct trailhead(s) in the historic downtown that will give safe access to the Farm Heritage Trail and the local trail network.
- The trailhead amenities could include a Bark Park, nature/wetland park, as well as equestrian parking facilities.

This project through downtown Whitestown will foster continued economic development in the study area. It will bring both the residents and daytime population into historic downtown Whitestown to shop, dine and enjoy recreational activities.

Currently, a Recreation Trails Program (RTP) Grant has been awarded for construction of this segment of the Farm Heritage Trail in the amount of \$150,000. The budget (equal to approx.. \$6.70/lf) will only allow for the standard 10'-12' asphalt strip profile to be constructed. Other amenities, such as signage, bollards, benches, landings, equestrian soft-surface trail, etc. would need additional funding sources.

The segment through downtown Whitestown extends from CR 500 to CR 875 and would be a 10'-12' asphalt path with a 2' crushed stone shoulder on either side. This profile requires a minimum right-of-way of 20'. As the trail passes through downtown Whitestown, it is desired that a design aesthetic, unique to this community, be incorporated, as there are no design standards that mandate particular elements beyond the standard trail profile. There is potential for a demonstration equestrian trail segment extending from the east side of downtown towards the Zionsville rail trail. However, further study will evaluate the opportunity to provide equestrian trail amenities from the west side of town to provide a longer segment of this type of trail.

### *Property Acquisition Projects*

At this time, the Town has purchased the .17 acre lot at the southeast corner of Main Street and Pierce Street. Demolition of the existing building on that lot is anticipated in the spring of 2013. The Town has also acquired an appraisal and made an offer for the Whitestown High School Gym building (345 S. Bowers Street). Finally, property acquisition is underway related to the Farm Heritage Trail project. Property owners along the proposed route within the Study Area are supportive of the trail project.

### *CR 400 Bridge Project*

Although located outside the downtown study area, this project will have a significant positive impact on it. Presently, County Road 400 S (Albert S. White Boulevard) does not cross over Fishback Creek west of CR575E. The new bridge and accompanying road improvements in the area, scheduled for construction in 2013, will provide improved accessibility to I-65 and the Anson P.U.D. south of CR400S for all residents of the Town and visitors as well. It is expected that this section of road will eventually become part of the Ronald Reagan Parkway. The Parkway is anticipated to connect to CR300S (146th Street) east of downtown Whitestown. Should these road projects be completed as conceived, Downtown Whitestown's connectivity to neighboring communities will be greatly improved. This bridge and road improvements project is the first step toward that goal.

### *Transportation & Thoroughfare Plan*

Chapter 3 of the Comprehensive Plan, titled Foster Convenient Circulation, describes goals of the Town's transportation infrastructure development objectives. The five stated objectives are:

1. Develop, Enhance and Maintain an Efficient Roadway System
2. Develop, Enhance and Maintain an Alternative Transportation System
3. Improve Transportation Safety
4. Strive to Improve Air Quality
5. Appropriately Integrate the Transportation System Into the Community

The current plan specifically addresses the importance of planning for the Ronald Reagan Parkway, the character of collector streets and the desire to maintain a half-mile grid system, particularly in areas of moderate to high land use intensities.

A Transportation Plan Upgrade is currently in progress to propose legislative language designed to achieve the stated goals of the transportation elements of the Comprehensive Plan. The Transportation Plan Upgrade will address:

- Road Classification System
- Relationship of Road Classification System to I-65 Anson P.U.D. Road Description Proposals
- Access Management Policies
- Traffic Control and Traffic Calming Policies
- Alternative Transportation Network Policies
- New Street Naming, County Road Renaming, Private Roads, and Public Alley Policies
- Relationship and Coordination with the Indianapolis Metropolitan Planning Organization

The Transportation Plan is scheduled to be ready for public discussion in early 2013.

## CULTURAL AND SOCIAL RESOURCES

Although there are many areas for improvement and investment within downtown Whitestown, the planned Farm Heritage Trail will provide a new avenue of regional recreation and transportation alternatives to the downtown. A diverse range of uses are located in downtown including a branch of the U.S. Post Office, restaurants, speciality services, churches and lodges. Currently, the downtown hosts a variety of activities and festivals, including the Go-kart Grand Prix, National Night Out, the 5K Walk and Run, Easter Egg Hunt, and the annual American Legion's Halloween Party. In addition, two parks (Panther Park and Lions Park) provide recreational opportunities in the downtown area.

## EXISTING URBAN FORM AND PHOTOGRAPHIC INVENTORY

A photographic inventory was completed to document, examine and evaluate the current character and development of the downtown. This inventory documents entrances and gateways to the downtown, existing open spaces, including property for potential development, existing street, sidewalk and utility infrastructure, as well as pedestrian and community amenities, such as signage and street furniture. The information gathered during this site visit helped the design team better understand current conditions and the existing urban form of historic downtown Whitestown. Furthermore, utilizing these and other exemplary photographs, the design team was able to garner public input regarding specific design enhancements, transportation improvements, policy, land use, and programming recommendations. The photographs provided on the following pages are a sample of those utilized. The conditions represented in these photographs shape the foundation for the recommendations and enhancement strategies found as a result of this study.

# existing physical CONDITIONS

## Existing Streetscape



## Existing Connections



## Existing Wayfinding & Signs



## Existing Parking



## Existing Street Furniture / Open Space



## Existing Traffic & Circulation



## Existing Landscaping



## Existing Utilities & Lighting



FIGURE 2-3: Photographic Inventory Representative Images



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needs assessment / public outreach

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# needs assessment & public outreach

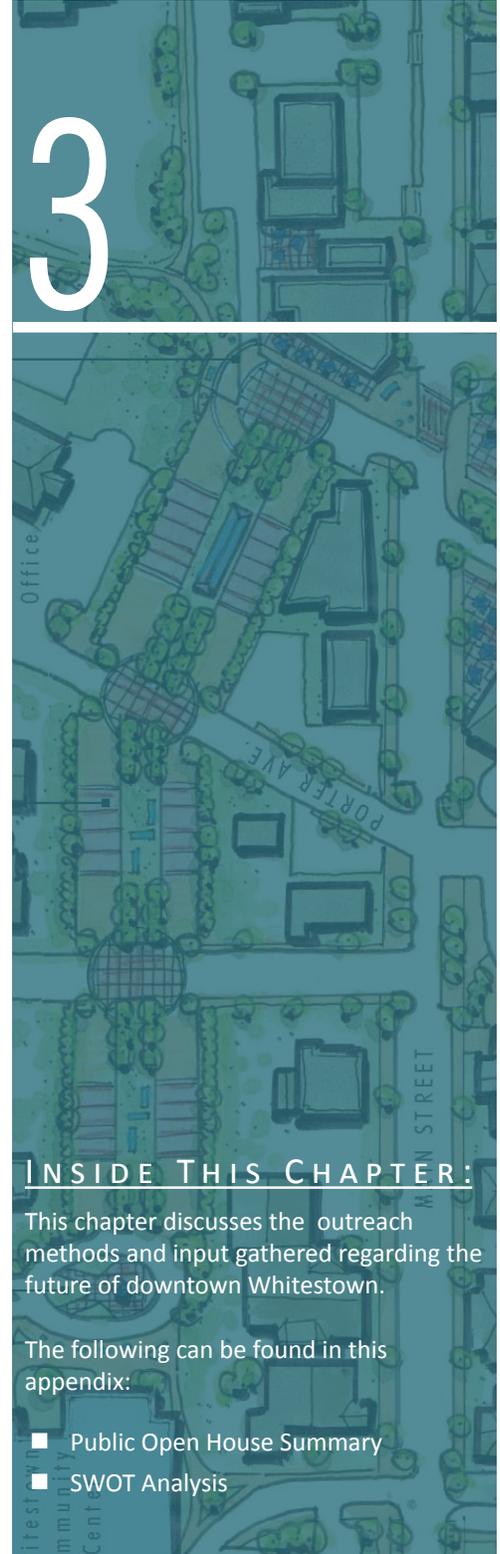
## 3

### INSIDE THIS CHAPTER:

This chapter discusses the outreach methods and input gathered regarding the future of downtown Whitestown.

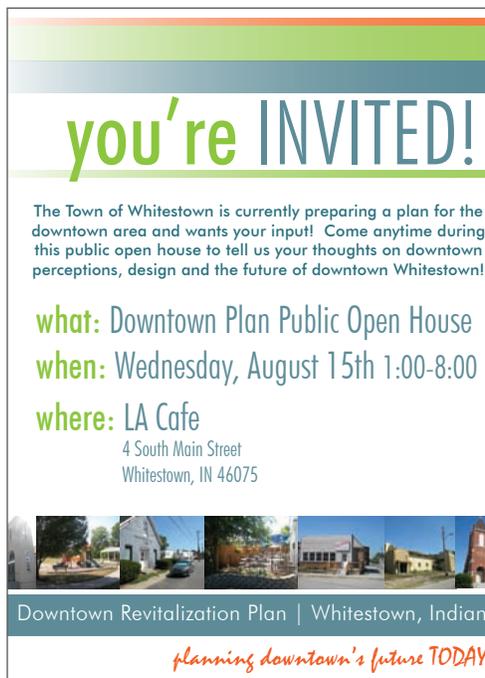
The following can be found in this appendix:

- Public Open House Summary
- SWOT Analysis





Welcome Sign at the Downtown Public Open House



Flyer advertising the Downtown Plan Public Open House

## INTRODUCTION

The planning team facilitated a public input process to help establish a vision and goals for the downtown. In order to document this input, a number of tools were utilized including a workshop meeting, feedback from Town officials, a downtown SWOT (Strength, Weakness, Opportunities and Threats) Analysis and a Public Open House. The input of the local community was utilized throughout the entire planning process to define and reinforce the community's wants and needs in relation to downtown. As part of this input process, several key issues have been identified as critical to the success of the downtown. Results indicated support of new infrastructure investment in the form of pedestrian amenities, the renovation / preservation of historic structures, creation of community focal point (facilities), and new open space development for community activities and programs.

## PUBLIC OPEN HOUSE

The public was invited to share their opinions, ideas and suggestions for downtown at a Public Open House, held in the heart of downtown at the LA Café on August 15, 2012. Participants were invited to walk through, interact with the displays, ask questions and voice their opinion on a variety of issues facing downtown Whitestown. The purpose of the Open House was to provide the community with the opportunity to comment on the current state of the downtown and to provide input on what the downtown should be in the future. The Open House was organized around the following topics:

### Land Use Exercise

- Participants were asked to review the existing land use of the downtown and provide comment regarding future land use changes as related to circulation, open space or development type/style.

### Visual Perceptions (Image Preference Survey)

- This exercise focused on participants' views on design elements, including streetscape enhancement style, parking, open space, and signage. An assessment of the participants' general opinions regarding the level of appropriateness of these issues was gathered through a voting exercise using dot stickers.

### Downtown Issues Priority Exercise

- Major planning issues related to urban design, land use and economic development were outlined and participants were asked to respond to them as a high/medium/low priority.

A summary of these exercises follows.



## what we HEARD

visual preference survey

● GREEN DOT = Very Appropriate ● YELLOW DOT = Somewhat Appropriate ● RED DOT = Not Appropriate

### Street Graphics



1



2



3

### Green Infrastructure



1



2



3

### Landscaping



1



3



2

### Lighting



1



2



3

## what we HEARD

visual preference survey

● GREEN DOT = Very Appropriate ● YELLOW DOT = Somewhat Appropriate ● RED DOT = Not Appropriate

### Street Furniture



1



2



1

### Roadway Crossings



3



1



2

### Specialty Treatments



5



4



2



3



1



6

## what we HEARD

downtown issues: LAND USE

| LAND USE                                     | This Element is<br><b>LOW Priority</b> | This Element is<br><b>MEDIUM Priority</b> | This Element is<br><b>HIGH Priority</b> | RANK |
|--|--|---|---|------|
| Townhomes                                    | 2                                      | 3   | 4                                       |      |
| Casual Restaurants                           | -                                      | 2   | 9                                       | 1    |
| Mixed-use Development (Retail / Residential) | -                                      | 1   | 5                                       | 4    |
| Fine Dining                                  | 3                                      | 4   | 4                                       |      |
| Distribution / Warehouses                    | 5                                      | -   | -                                       |      |
| Outdoor Storage                              | 4                                      | -   | -                                       |      |
| Industrial                                   | 5                                      | -   | -                                       |      |
| Sidewalk Cafes                               | 1                                      | -   | 7                                       |      |
| Car Dealers / Auto Repair                    | 6                                      | -   | -                                       |      |
| Greenway / Multi-Use Trail                   | -                                      | -   | 8                                       | 2    |
| Drive Thru Businesses                        | 3                                      | 3   | 2                                       |      |
| Specialty / Craft Shops                      | 1                                      | 2   | 5                                       | 3    |
| Apartments / Duplexes                        | 4                                      | 1   | 1                                       |      |
| Pocket Park                                  | -                                      | -   | 2                                       |      |
| Tourist Attractions                          | 2                                      | -   | 5                                       |      |
| Recreation / Playground                      | -                                      | -   | 8                                       | 2    |
| Surface Parking in Rear of Buildings         | 2                                      | 1   | 4                                       |      |
| Bed and Breakfast / Boutique Hotel           | -                                      | 2   | 4                                       |      |
| Metered Parking                              | 5                                      | -   | -                                       |      |
| On-street Parking                            | 1                                      | 3   | 3                                       |      |
| Pub / Taverns / Bars                         | 10                                     | 1   | 3                                       |      |

**Other Elements:** Use a post-it to write down any other important elements of the downtown that should be considered in this plan.

- Due to prevalence of family townhomes, recommend zoning for retail, small shop
- Control development of industry, light business separated by greenspace.
- Keep, improve & add parks, making them friendly and appealing to residents & visitors
- Connect neighbors with sidewalks & landscapes
- Encourage those who are improving property with rewards
- Encourage long-term infrastructure (landscaping, sidewalks, design improvements)

### TOP ISSUES:

1. Casual Restaurants
2. Greenway/Multi-use Trail
4. Specialty Stores
5. Mixed-use Development

## what we HEARD

downtown issues: ECONOMIC DEV.

| ECONOMIC DEVELOPMENT                     | This Element is<br><b>LOW Priority</b> | This Element is<br><b>MEDIUM Priority</b> | This Element is<br><b>HIGH Priority</b> | RANK |
|--|--|---|---|------|
| Downtown Specific Branding / Identity    | 2                                      | -   | 9                                       | 5    |
| New Retail Businesses / Retail           | -                                      | -   | 13                                      | 1    |
| Expand Dining Opportunities              | -                                      | 2   | 10                                      | 3    |
| Reinvestment in Residential              | 2                                      | 1   | 9                                       |      |
| Tourist Attractions / Destinations       | 3                                      | 2   | 4                                       |      |
| Incubator Space                          | 4                                      | 2   | 1                                       |      |
| Passive Recreation (e.g. bicycle rental) | 5                                      | 4   | -                                       |      |
| Business Recruitment (facility/group)    | 1                                      | 1   | 5                                       |      |
| Tax Incentives for Businesses            | 1                                      | -   | 11                                      | 2    |
| Public / Private Partnerships            | 3                                      | -   | 6                                       |      |
| Downtown Specific Market                 | -                                      | 5   | 2                                       |      |
| Facade Improvement Grants                | -                                      | 3   | 7                                       |      |
| Farmers / Craft Market                   | 1                                      | -   | 10                                      | 4    |
| Downtown Festivals / Events              | -                                      | 2   | 6                                       |      |
| Active Recreation (e.g. trails)          | -                                      | 1   | 8                                       |      |
| Entrepreneurialism                       | -                                      | 7   | 1                                       |      |
| Clean-up (e.g. 'Adopt-a-block')          | 3                                      | 3   | 6                                       |      |

**Other Elements:** Use a post-it to write down any other important elements of the downtown that should be considered in this plan.

- More affordable or less expensive for remodeling permits
- Communication with block residents for drainage and sidewalks

### TOP ISSUES:

1. New Business / Retail
2. Tax Incentives for Businesses
2. Expanded Dining/Restaurants
4. Farmers Market
5. Downtown Branding & Identity

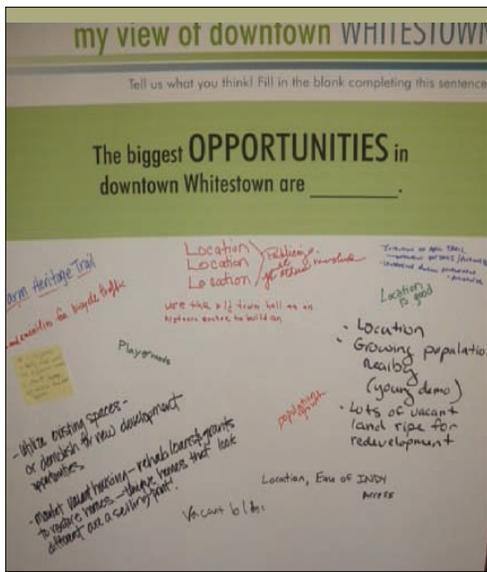
# what we HEARD

## downtown issues: URBAN DESIGN

| URBAN DESIGN                   | This Element is LOW Priority | This Element is MEDIUM Priority | This Element is HIGH Priority | RANK |
|--------------------------------|------------------------------|---------------------------------|-------------------------------|------|
| Bike Racks                     | 1                            | 4                               | 5                             |      |
| Pedestrian Oriented / Scaled   | -                            | 2                               | 8                             | 3    |
| Historic / Traditional Design  | -                            | 5                               | 5                             |      |
| Sense of Place or Identity     | 1                            | 1                               | 5                             |      |
| Stop Lights or Stop Signs      | 8                            | 1                               | -                             |      |
| Links to Other Destinations    | 1                            | 2                               | 6                             | 4    |
| Gateways                       | 3                            | -                               | 6                             | 5    |
| Preservation / Adaptive Reuse  | -                            | 3                               | 4                             |      |
| Traffic Calming                | -                            | 5                               | -                             |      |
| Public Plaza / Water Feature   | 1                            | 3                               | 1                             |      |
| Consistent Streetscape         | -                            | -                               | 9                             | 2    |
| Vehicular Wayfinding           | 4                            | -                               | 1                             |      |
| Street Trees                   | 1                            | 5                               | 4                             |      |
| Contemporary Design            | 3                            | 2                               | -                             |      |
| Pedestrian Wayfinding          | 4                            | -                               | 1                             |      |
| Access Management              | -                            | -                               | 4                             |      |
| Understandable Traffic Network | -                            | 1                               | 6                             |      |
| Additional Parking             | -                            | -                               | 10                            | 1    |

**Other Elements:** Use a post-it to write down any other important elements of the downtown that should be considered in this plan.

- TOP ISSUES:**
1. Additional Parking
  2. Consistent Streetscape
  2. Pedestrian Amenities
  4. Linkages (trails)
  5. Downtown Gateways



Responses to the SWOT Analysis are recorded during the Public Open House

## SWOT ANALYSIS

In addition to the Visual Perception (Image Preference Survey) and Downtown Issue Priority exercises, a discussion of the Strengths, Weaknesses Opportunities and Threats (SWOT) Analysis was conducted at both the public working group meeting and the Open House. A listing of these responses, including highlights of the most common or repeated responses, follows.

### STRENGTHS: Whitestown downtown has...

- A small, quiet, safe, and well-defined Town district
- A rich history and sense of community
- Mature trees
- Value (big “bang for the buck”)
- Convenient access to region and Indianapolis via Interstate 65
- Room for expansion of Town core district grid in every direction
- A committed Town Council

*Weaknesses:* Whitestown downtown also has...

- Too many vacant, run-down, empty properties
- Poor storm-water drainage
- No identity
- No destination points (i.e. shopping, trails, greenways, family destinations)
- Few Activities
- Poor Transportation (e.g. few sidewalks, limited parking, poor street maintenance)
- Municipal offices that are not in Town district
- A perceived lack of code enforcement

*Opportunities:* Whitestown downtown needs more...

- Public spaces/events (greenways, playgrounds, farmers market, festivals, concerts, etc.)
- New businesses (restaurants, specialty shops, retailers, small businesses, etc.)
- Transportation improvements (cycling, proposed Farm Heritage Trail, parking, road improvements, links to other destinations, etc.)
- Identity creation / branding (gateways, consistent streetscapes)
- Subsidies for qualified housing renovations
- Grant assistance opportunities

*Threats:* But Whitestown downtown has too many...

- Funding limitations (lack of downtown investment, limited capital, Anson investments on I-65, no rebound dollars in historic district, etc.)
- Land use imbalances (industrial development, high-density housing)
- Hefty permit fees
- Negative public perceptions (lack of marketing, historically poor reputation)
- People who resist change (farmers will probably not give up fields, unwillingness)

# input exercise SUMMARY

**my view of downtown WHITESTOWN**

Tell us what you think! Fill in the blank completing this sentence:

Downtown Whitestown **STRENGTHS** are \_\_\_\_\_.

**TOP TOPICS:**

- Walkable core already built
- Has history
- Mature trees
- History theme / railroad history
- Proximity to Indianapolis
- Access to I-65
- Quiet
- Small-town feeling
- Proximity to Farm Heritage Trail
- Room for growth
- Sense of community'
- Safety
- Committed Town Council
- Ability to host community events/festivals
- No traffic

**my view of downtown WHITESTOWN**

Tell us what you think! Fill in the blank completing this sentence:

Downtown Whitestown **WEAKNESSES** are \_\_\_\_\_.

**TOP TOPICS:**

- Lack of incentives to clean-up residential properties
- No grocery store
- Too many empty spaces
- Poor drainage
- Few sidewalks
- Vacant, run-down properties
- No identity
- No amenities
- Not walkable
- Parking issues
- Street maintenance
- Lack of code enforcement
- No destination points (i.e. trails, greenways, family destinations)
- Access
- Lack of engaging younger population with activities

**my view of downtown WHITESTOWN**

Tell us what you think! Fill in the blank completing this sentence:

The biggest **OPPORTUNITIES** in downtown Whitestown are \_\_\_\_\_.

**TOP TOPICS:**

- Location — location — location!
- Playgrounds
- Expansion of rail trail (connections)
- Independent eateries / businesses
- Leveraging Anson development
- Growing population nearby
- Lots of vacant land ripe for redevelopment
- Ease of access
- Vacant buildings
- Farm Heritage Trail
- Services and amenities for bicycle traffic
- Opportunity for rehab programs / grant assistance
- Creation of destination
- Blank slate for "branding"
- Addition of amenities
- Farmers Market

**my view of downtown WHITESTOWN**

Tell us what you think! Fill in the blank completing this sentence:

The greatest **THREATS** to a successful downtown Whitestown include \_\_\_\_\_.

**TOP TOPICS:**

- Lack of investment in downtown — all being done in Walker Farms
- Allowing too much industrial development
- Lack of marketing
- Huge Anson investments on I-65; No rebound dollars in historic district
- Farmers will probably not give up fields
- People unwilling to change
- Vacant buildings
- Lack of parking
- Hi-density housing (housing options)
- Hefty permit fees for remodeling
- Capital
- No balance of land uses
- Public perception equals reality

Summary of the SWOT Analysis exercise

## CONCLUSION: LISTENING TO THE COMMUNITY INPUT

The vision for downtown Whitestown as well as the goals, objectives and related project action steps that were developed as part of this plan (outlined in Chapters 4-6) result from the strategic planning process that was driven by input from local business owners, citizens and community stakeholders. From this input, the vision and basic components of the plan framework were established. The following chapters outline this vision as well as the various goals and objectives necessary to achieve this desired vision for the future of downtown Whitestown.



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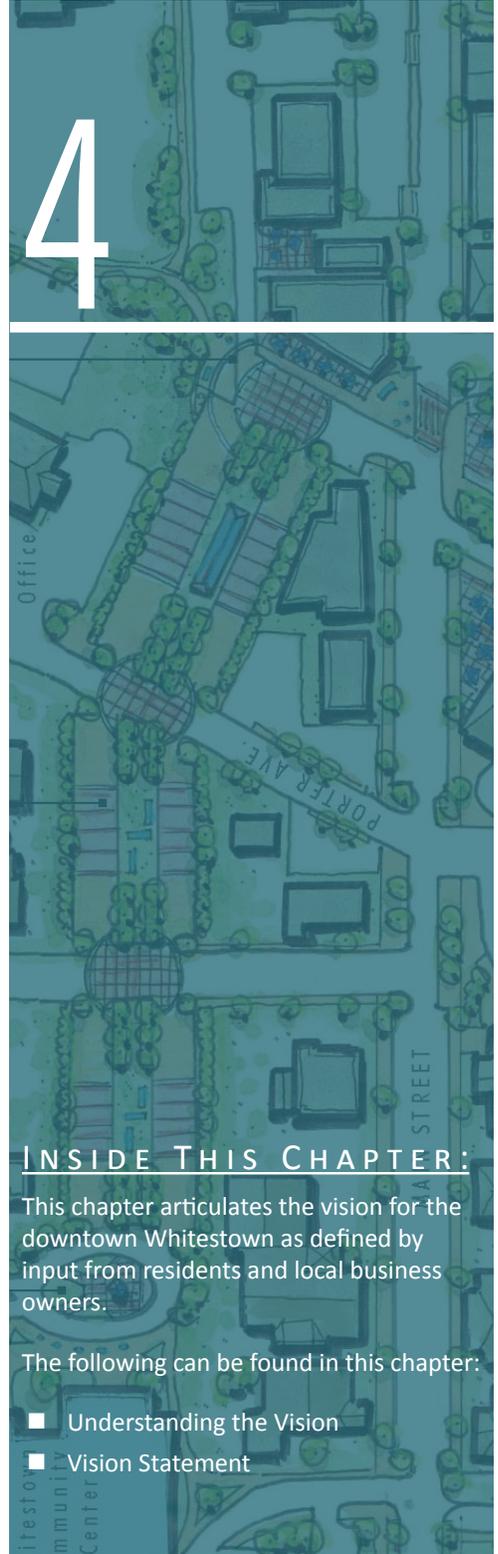




# establishing the vision

*planning downtown's future TODAY!*

# 4 establishing the vision



## INSIDE THIS CHAPTER:

This chapter articulates the vision for the downtown Whitestown as defined by input from residents and local business owners.

The following can be found in this chapter:

- Understanding the Vision
- Vision Statement



Former Town Hall on Main Street in downtown

## INTRODUCTION

The Whitestown Downtown Revitalization Plan is intended to define future land use and infrastructure investment of the downtown. It is important to develop this area in a way that creates a sense of place, provides community identity and promotes economic development while encouraging pedestrian activity and programming. This plan also serves as a guide for decision makers on the location, quality and quantity of future growth and its supporting infrastructure. Throughout the planning process, a variety of facilitated exercises with a cross-section of community stakeholders were utilized in developing this vision.

## UNDERSTANDING THE VISION, GOALS AND OBJECTIVES

A vision is a broad statement which communicates where the Town would like to be in the future. The vision for downtown focuses on the big picture - in a sense it is what the community desires with no constraints (financial, social or political). It expresses both the existing qualities and conditions that make the downtown unique as well as new qualities and attractions not currently found in the downtown.

The following vision was developed based on input gathered at the public working group meeting and a public Open House. It serves as the foundation for decisions made during the planning process and the actions recommended within the plan itself.

## VISION STATEMENT

Downtown Whitestown 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 place** for residents and visitors by celebrating its culture and past, while allowing for new businesses and hosting community-focused events.



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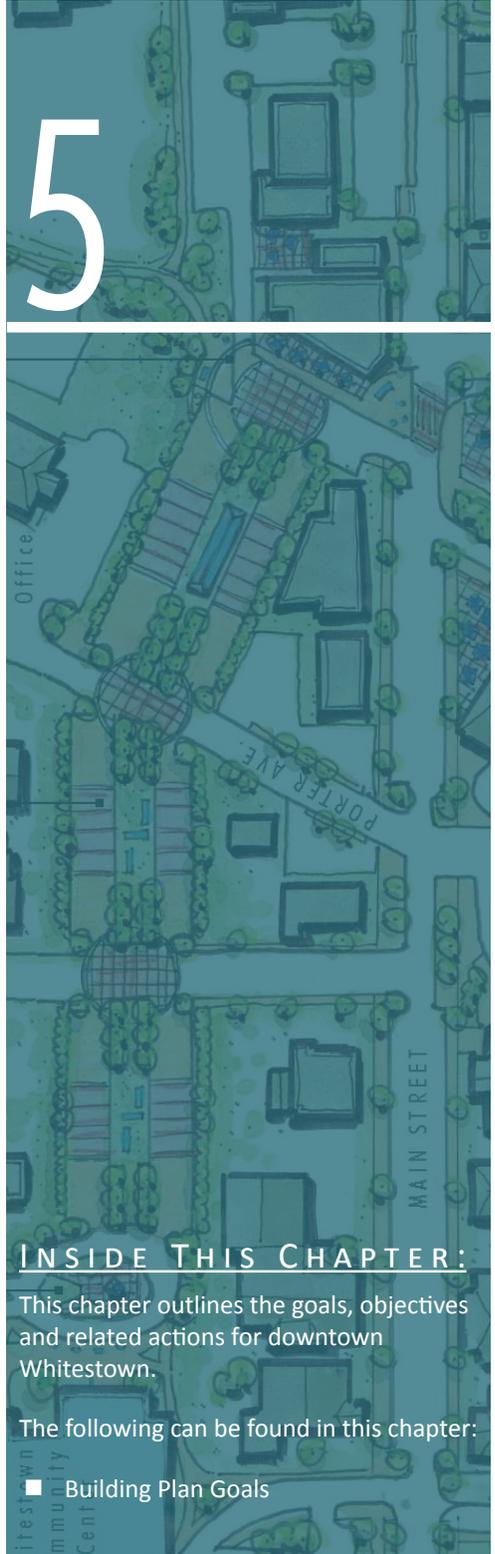
# Chapter 5

goals & objectives

*planning downtown's future TODAY!*

# goals & objectives

## 5



### INSIDE THIS CHAPTER:

This chapter outlines the goals, objectives and related actions for downtown Whitestown.

The following can be found in this chapter:

- Building Plan Goals



*Attendees at the Public Open House envisioning the future of downtown.*

## INTRODUCTION

In order to prioritize all of the recommendations provided by the Town and its residents, the planning team synthesized the key recommendations into a series of strategic goals. Goals, like vision statements, are broad in nature but usually provide a level of specificity which seeks to give purpose or define results. Goals are intended to be lofty but attainable within the planning horizon or timeline.

The following goals are statements expressing important values and desired outcomes for the downtown. Each goal represents some part of the vision and begins to provide direction for what the downtown should be. These goals have been established as a means for creating a vibrant downtown and can only be accomplished through the continued recruitment and ongoing support of public/private leadership partners who are committed to driving downtown investment. The goals are broad statements, meant to introduce a key idea or concept important for downtown growth and prosperity.

## BUILDING THE PLAN

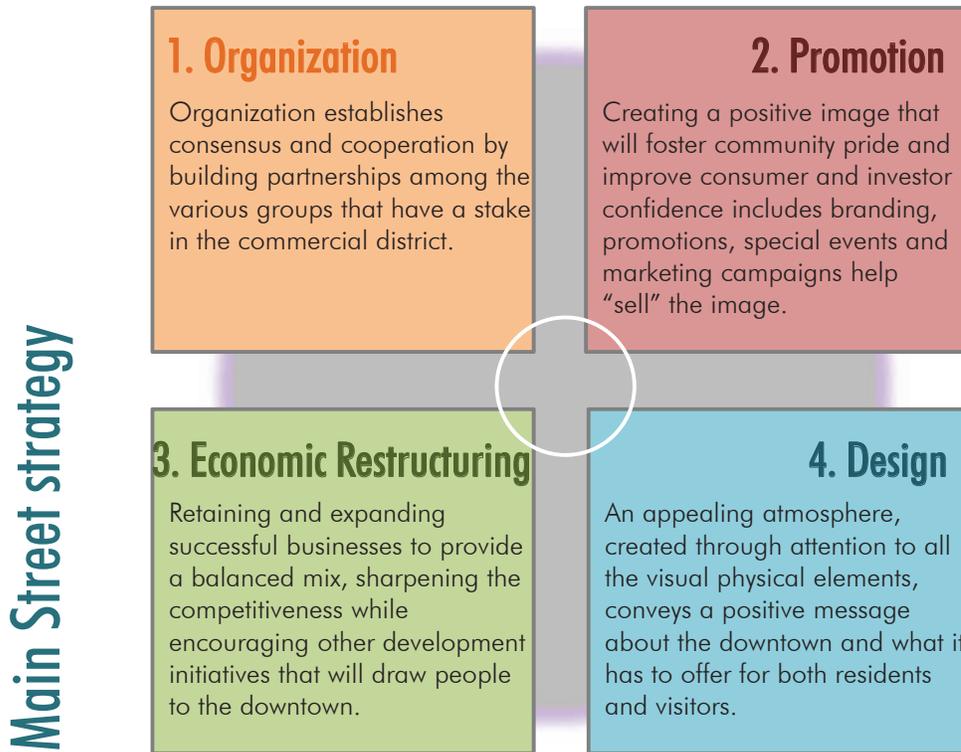
Based upon the feedback generated by the stakeholders and public groups, four key organizing goals were crafted that represented the issues, opportunities and expectations for historic downtown Whitestown. These goals include:

1. Organization Strategy
2. Promotion Strategy
3. Economic Restructuring Strategy
4. Design Strategy

These four goals serve as the main building blocks for this study and were used in developing the overall master plan. Each of the elements are reflected in the plan's objectives that further define both the physical and non-physical elements of the overall plan. The relationship of the four plan goals are graphically illustrated in the Plan Elements Diagram (Figure 5-1) and further explained in Chapter 6.

# building plan GOALS

*Lofty but achievable*



Whitestown downtown revitalization plan

*Planning downtown's future TODAY!*

Figure 5-1: Plan Goals Diagram

## PLAN GOALS & OBJECTIVES

The plan objectives provide a further level of specificity to each goal and often give specific tasks to reach the goals. Finally, implementation, or action steps, put the goals and objectives into motion and identify the specific tasks, responsible parties, and the appropriate timeframes to complete each step. The action steps for downtown Whitestown can be found in Chapter 7 of this document.

## project goal #1: ORGANIZATIONAL STRATEGY



Downtown Whitestown will ...

**Provide an organizational network** as a source for implementing the plan and providing key resources for funding opportunities.

### *Related Objectives:*

- Establish consensus and cooperation by building partnerships among the various individuals, organizations and groups that have a stake in the downtown.
- Provide an organizational network as a source for implementing the plan and providing key resources for funding opportunities.

### *Actions:*

- Re-establish Main Street Group to support downtown investment programs and initiatives.
- Utilize Town Staff / Consultant to coordinate implementation of plan related to existing ordinances.
- Review strategy to locate municipal functions in historic downtown.
- Conduct regular review and evaluation of historic preservation initiatives by the historic preservation community, and integrate preservation objectives in related planning work undertaken by the Town.
- Enlist business organizations and build partnerships for networking and strengthening of the community.
- Encourage the establishment of local organizations to give voice to Plan area business owners, residents, interest groups, and not-for-profits (e.g. Chamber of Commerce).
- Improve public notification process.

project goal #2: **PROMOTION STRATEGY**



Downtown Whitestown will ...

**Develop promotion activities**

*such as new branding for downtown and activity programming for a diverse range of events.*

*Related Objectives:*

- Create a positive image that will foster community pride and improve consumer and investor confidence – includes branding, promotions, special events, and marketing campaigns that help “sell” the image.
- Develop promotional activities and activity programming for a diverse range of events that will enhance the downtown image and give function, purpose and identity to the downtown.

*Actions:*

- Encourage an active lifestyle for residents through a variety of recreational opportunities (trails, parks and open spaces).
- Create public spaces for live entertainment, community concerts, festivals, or other programming.
- Establish a farmer’s market that showcases local agriculture and crafts, and promotes agricultural and artisan tourism.
- Allow local artists the opportunity to present public art in the downtown.
- Create branding and logo specific for the historic downtown area.
- Create a marketing development strategy for downtown that:
  - Markets greater Whitestown residents (Anson, Eagles Nest, etc.) to draw them into plan area attractions and amenities.
  - Leverages and markets existing assets for economic development – affordability, availability, convenience.
  - Encourages additional businesses that provide for the needs for town residents.
- Heighten public awareness of historic preservation in the community and improve preservation education efforts.

## building plan GOALS

*Lofly but achievable*

### project goal #3: ECONOMIC STRATEGY



Downtown Whitestown will ...

**Promote economic development** to create an identity that preserves Whitestown's small town charm and unique history while fostering new growth opportunities.

#### *Related Objectives:*

- Retain and expand successful businesses to provide a balanced mix, sharpening the competitiveness, while encouraging other development initiatives that will draw people to the downtown.
- Promote economic development to create an identity that preserves Whitestown's small town charm and unique history, while fostering new growth opportunities.

#### *Actions:*

- Create a marketing brochure promoting economic development within the downtown that utilizes the downtown branding strategy and logo.
- Address housing stock and vacant property development as opportunity to introduce new housing variety, including townhomes and single-family housing in appropriate areas in a range of housing market prices.
- Address housing stock related to substandard property redevelopment and provide technical assistance to existing homeowners for façade and improvement upgrades.
- Encourage reuse/renovation/replacement of unused and/or sub-standard buildings within the downtown area.
- Support economic assistance programs for historic preservation efforts.
- Review financial tools and incentive structure for downtown development, including such tools as grants, tax programs, and Adopt-a-Path programs.
- Solicit private sector partnerships.
- Review permit application process in order to expedite investment in downtown.
- Create potential incubator for small, locally-owned businesses that will continue to reinforce Whitestown's small town atmosphere.

- Review strategy to locate municipal uses in historic downtown through a Site Suitability Study for a new Town Hall.
- Improve historic downtown Whitestown’s interconnectivity with the regional and national transportation network, including trails and roadways.
- Update the Land Use Plan and create a Downtown Overlay Zoning District to establish allowable uses in the downtown core and nearby surrounding areas of expected development. The Overlay District should promote live-over-work and mixed-use developments that create housing choices for both young professionals and families, as well as address site design standards for development.
- Perform local school system expansion viability study.
- Establish and support local heritage tourism opportunities, such as the Lincoln Funeral Trail Route, Albert S. White Historical Museum, and Whitestown High School.

## project goal #4: DESIGN



Downtown Whitestown will ...

**Provide infrastructure expansion & a community focal point** *with businesses, residences and public spaces that are connected, functional and attractive for all users.*

### *Related Objectives:*

- Create an appealing atmosphere through attention to all the new and existing visual physical elements. This conveys a positive message about the downtown and what it has to offer for both residents and visitors.
- Provide infrastructure expansion and a community focal point with businesses, residences and public spaces that are connected, functional, affordable, and attractive for all users.

### *Actions:*

- Address downtown infrastructure development related to the addition of pedestrian amenities and other design enhancements for the Main and Pierce Street Projects.
- Create downtown zoning overlay district to provide a unified streetscape design and desired site development standards to enhance and maintain community identity.
- Encourage access for all users and ages, and allow for connectivity via roads, sidewalks, trails and public parking areas within the downtown to commercial and residential areas, established neighborhoods (e.g. Walker Farms) and the Farm Heritage Trail.
- Provide adequate pedestrian amenities including benches, signage, street trees, trash receptacles and bicycle racks.
- Provide pedestrian access and connectivity through a safe and well-maintained sidewalk network.
- Orient all users, including both pedestrians and vehicles, to key destinations and parking with signage, and other visual gateways / markers.
- Encourage traffic calming measures (lane width reductions) to reinforce safety and a pedestrian friendly environment.

- Create a loop trail system that connects the downtown to local parks, community destinations and the Farm Heritage Trail.
- Create a public space that celebrates Whitestown's history, natural resources, and culture.
- Add, protect, and enhance public parks, open-space areas, and cultural landscapes.
- Protect natural areas, including wetlands, wildlife habitats, woodlands, and open spaces.
- Provide technical assistance needed to preserve and improve historic properties.

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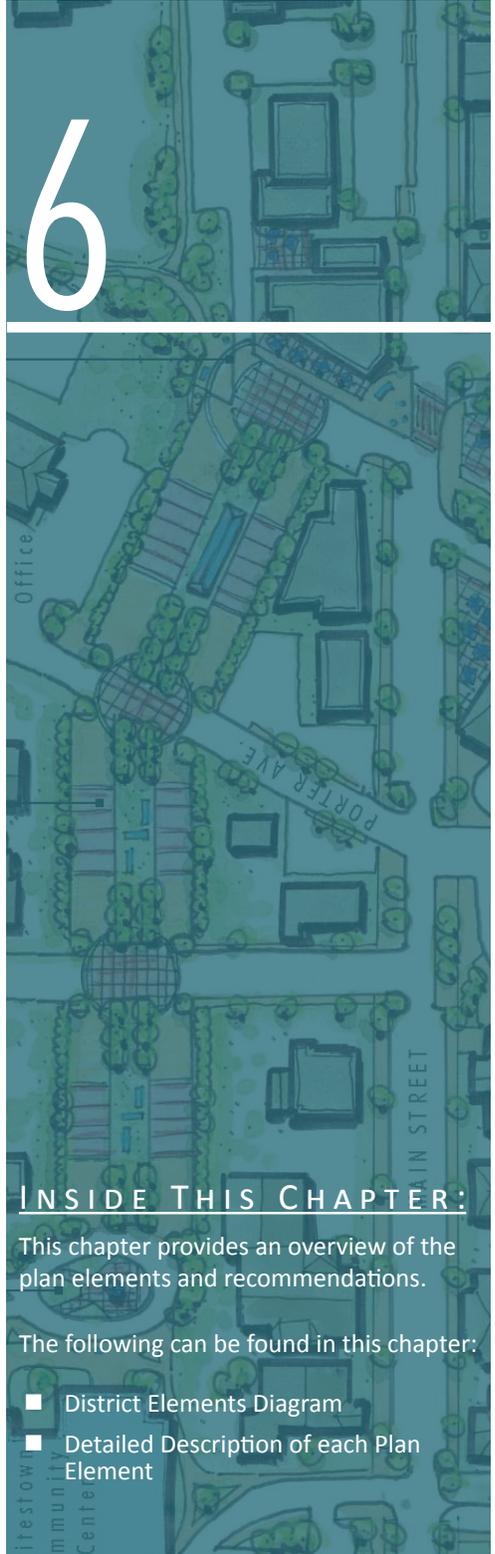
# Chapter 6

## plan elements

*planning downtown's future TODAY!*

# plan elements

## 6



### INSIDE THIS CHAPTER:

This chapter provides an overview of the plan elements and recommendations.

The following can be found in this chapter:

- District Elements Diagram
- Detailed Description of each Plan Element



*Sample of downtown development intensity*



*Wayfinding signage used to brand and direct users to downtown amenities*



*Desirable pedestrian amenities include decorative seating*

## INTRODUCTION

To make the Town attractive to businesses and to promote economic growth, Whitestown must rebuild and invest in the historic downtown area. A lifeless downtown, with empty storefronts, vacant lots, boarded up and unsafe buildings, insufficient parking, poor physical conditions, and unappealing streetscape aesthetics, is a significant detriment to growth, economic development and prosperity. In addition, these conditions have a real and negative impact on the community's self-esteem and the perception of the community by visitors who come to shop, dine, etc., and potential business owners and residents.

Whitestown will benefit in many ways by overcoming these challenges. Along with the investment currently being implemented in downtown, such as the Farm Heritage Trail and the INDOT LPA Project on Main and Pierce Streets, and continued new development along the I-65 corridor and throughout greater Whitestown, the projects proposed as part of this plan will continue to reinforce Whitestown as a desirable location for business, shops, dining, and recreational activities. The economic impact will be enhanced by the investment in downtown because:

- Downtown Whitestown will become inviting and attractive to new and existing businesses and residents,
- Downtown Whitestown will become more accessible to visitors and residents who will support new and existing businesses and activities,
- Downtown Whitestown will become a destination place for visitors and residents,
- Downtown Whitestown will showcase its past while looking to the future, and
- Downtown Whitestown's identity will be redefined and reignited.

## PLAN ELEMENTS DIAGRAM

The Plan Elements Diagram (Figure 6-1) reflects comments from the community and information from the market analysis and future development initiative that give direction to the land use pattern and physical improvement initiatives. The Plan Elements Diagram is intended to outline the predominate desired land use for certain areas (i.e. residential, commercial, etc.). This map is not intended to restrict development through rigid regulations. Several goals and objectives as previously described have been identified as criteria to be utilized for evaluating and monitoring development activity in the future. The Plan Elements Diagram provides one tool that the Town can utilize to help implement these goals and objectives.

The intersection of Main Street and Pierce Street is the perceived center of the downtown district. These streets naturally divide the downtown into four quadrants. These quadrants could eventually become distinct in purpose and content. Even now, the southeast quadrant primarily contains light manufacturing commercial facilities. Today, two of these quadrants contain public parks. The Farm Heritage Trail will extend through and link the southeast and northwest quadrant. Trailheads flanking the downtown core along the former railway provide reasonable and functional locations for new parks to be added in these remaining two quadrants. These four parks would function as open space anchors, further contributing to the sense of order and purpose throughout the downtown.

As illustrated, the Farm Heritage Trail should be reinforced as a key component of the downtown experience. This greenway is utilized as the central spine of the green space network which connects several land uses including the commercial core and adjacent neighborhoods within the downtown. The open space anchors should be further linked via a local community trail program that loops around the downtown core.

This network of green space initiatives throughout the downtown will also promote the introduction of new neighborhoods such as the new housing development proposed north of Uitts Street. At the same time, the existing single family residential neighborhoods surrounding the downtown core should be revitalized, and additional homes of appropriate scale and design should be introduced where appropriate. As new developments and properties are introduced, consideration should be given to providing additional housing styles, such as townhomes, multi-family, etc. throughout the Town.

The existing commercial / retail areas concentrated within the downtown should be utilize infill projects, upper-story residential and office spaces, and newly developed mixed-use buildings in order to establish a diverse central core. As the historic center of Whitestown, the downtown area should be considered as a potential location for a new municipal office and Town Hall. This would reinforce and encourage private investment in the historic downtown area.

Highlights of specific projects identified in the Plan Elements Diagram (shown in Figure 6-1) are summarized on the following pages.

# plan ELEMENTS



## 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

Figure 6-1: Plan Elements Diagram

## 1. Nature Park

In the vicinity of the existing Walnut Street water tower, there are approximately 10 acres of undeveloped wooded land, making this area a desirable location for the northwest quadrant’s park. When fully developed, this park would feature a wetland, woodlands, local walking trails, Whitestown Walk! Loop Trail access, parking, Farm Heritage Trail Equine Access Trailhead, and nature center.



Example of trail through wetlands in Nature Park

## 2. Panther Park

This existing 6.5-acre park, centrally located in the southwest quadrant, one block west of the proposed Community Center (historic Whitestown Gym), is a traditional small-town park with a small pavilion, picnic shelters and tables, parking, mature trees, and a children’s playground. This park will become one of the anchors and access points of the proposed Whitestown Walk! Loop Trail. In addition, there is potential for the park to be expanded to the south and/or north with the addition of a small amphitheater, picnic shelters and specialty gardens, such as a Childrens’ Garden. The site to the north is one being considered for the location of the new Town Hall. The existing water wells in the park are no longer being used, and need to be abandoned.



Example of small amphitheater that could be an added amenity in Panther Park

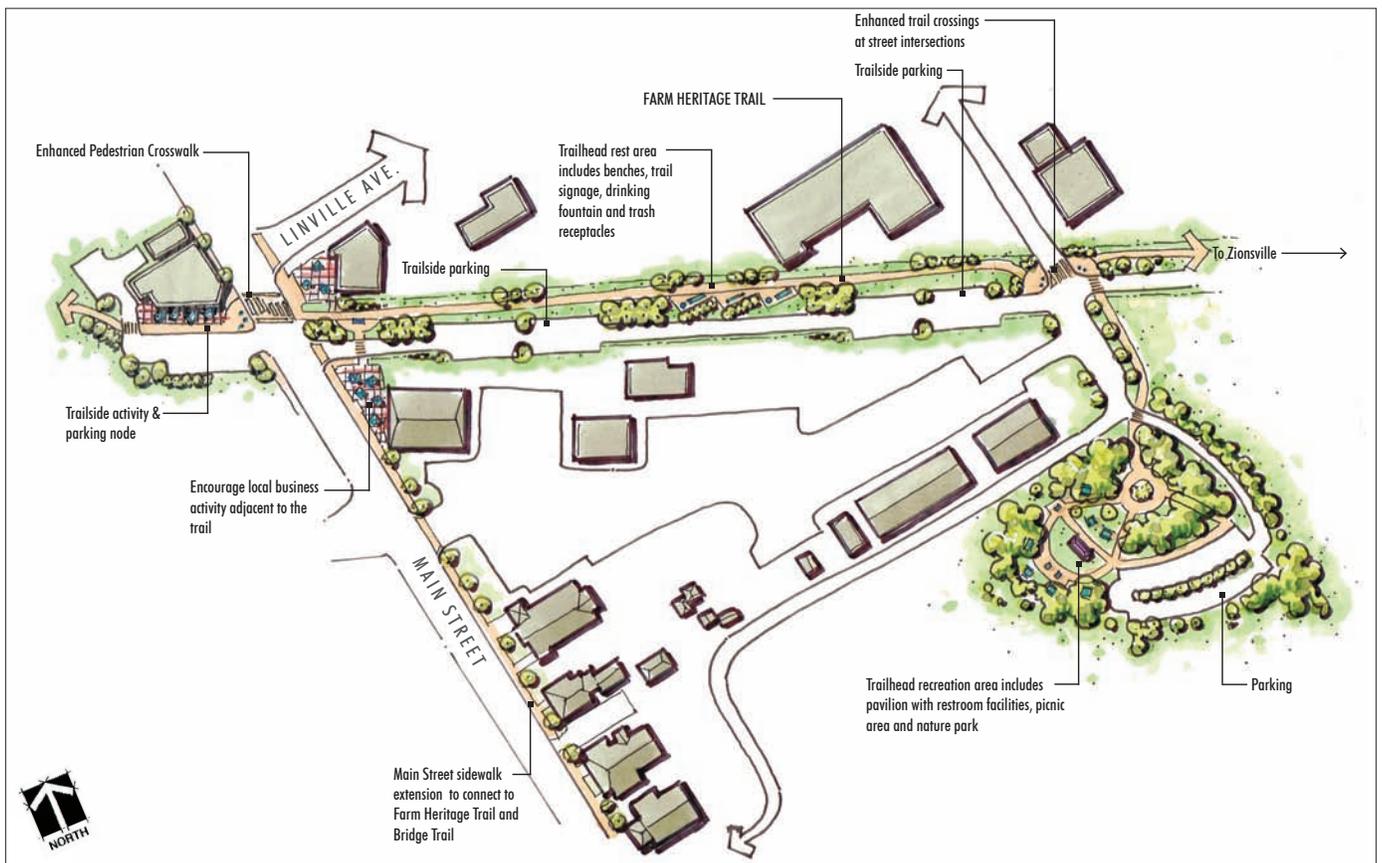


Photo of Panther Park

### 3. Gathering Park

A 10-acre parcel surrounding the existing telephone signal tower southeast of the Whitestown town limits is in an ideal location for this park and trailhead. This trailhead, in the southeast quadrant, would have multiple uses. The first would be to provide easy direct access to the Farm Heritage Trail and the proposed Whitestown Walk! Loop Trail network, whether arriving on foot or by car. A second use would be to create a complementary recreation area for community residents and their pets. The recreation area would include a Bark Park and nature park. Throughout the nature park, there would be picnic areas for family and friends to gather. The trailhead would also include a pavilion with public restroom facilities, drinking fountains, seating, amenities for bicyclists, splash/play fountains, wayfinding signage, and a Visitor Information Center.

This project would include a parking lot and pavilion that would include a Visitor Information Center as well as restroom, and necessary items for the Bark Park (like animal waste disposal containers and fencing). Most of the existing trees in the area would remain, and new vegetation would enhance the park setting.



Gathering Park at Farm Heritage Trail trailhead site

#### 4. *Lions Park*

This is a private 10.8-acre park owned and operated by the Lions Club. Presently it contains four baseball fields, supporting facilities, a basketball court, a picnic pavilion, and ample parking. With its location in the northeast quadrant, there is much room for further development of the park to the north and east. The existing ballfields already establish this park as a sports park, so further development could logically include a skateboard park, tennis courts, Whitestown Walk! Loop Trail access, park entrance improvements, additional parking, as well as expansion of the sports fields.



*Photo of Lions Park*

#### 5. *Whitestown Town Commons*

The Whitestown Town Commons would extend approximately three blocks from the Community Center to the Farm Heritage Trail on the site behind the commercial buildings that front on Main Street from Neese Street to Porter Street. This promenade would be a key feature of the new development in the Town, providing a destination and gathering place, as well as an enjoyable and functional location for community events, farmers' markets, festivals, etc. The Commons could include both vehicular and pedestrian access through the site that can be closed during events or programs. Proposed new commercial infill developments along Main Street would have direct access to the Commons to the west, making further connections to the trail network simple and safe for residents and visitors alike. The Commons would include pedestrian amenities, street trees, landscaping, specialty paving, and a functional central pavilion that reflects the design aesthetic of the early Whitestown depot.

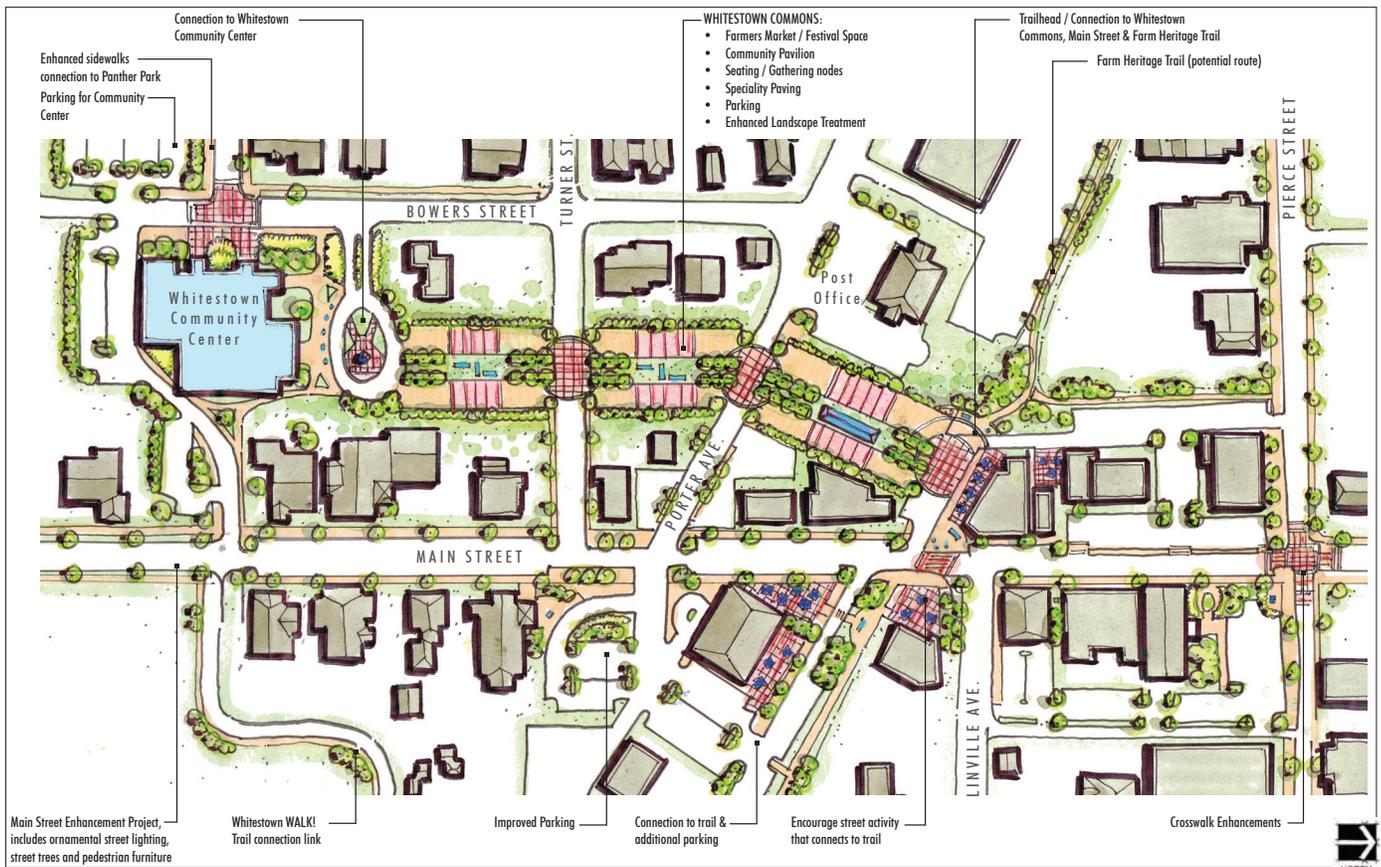
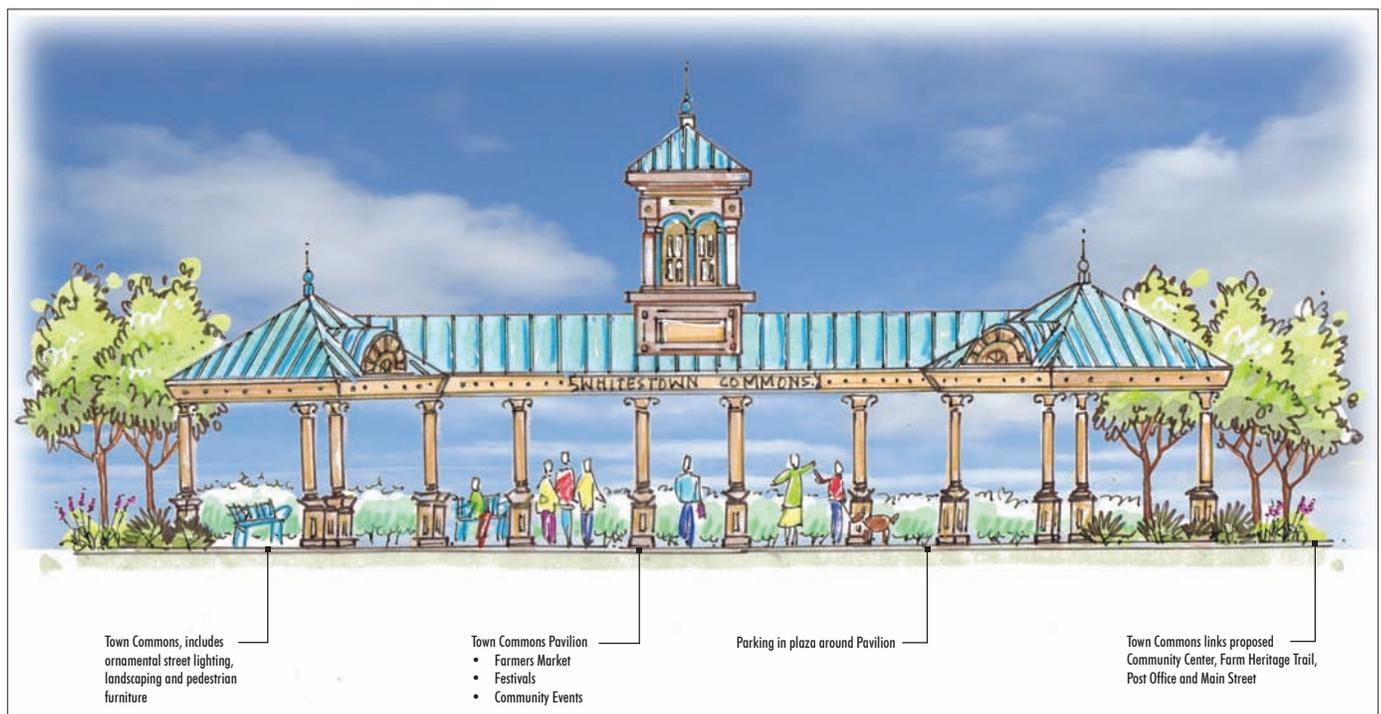


Illustration of proposed Whitestown Town Commons



Concept rendering of central pavilion in Whitestown Town Commons

## 6. Farm Heritage Trail

### Route:

The Farm Heritage Trail is a proposed multi-use trail along the former Big Four rail corridor between Zionsville and Lafayette, highlighting Indiana’s rich agricultural heritage while providing a conduit for transportation, recreation, tourism and appropriately-scaled economic development. Ultimately this rural non-motorized path for walking, bicycling and equestrian will provide an unbroken 60+ mile trail connection between the Museum at Prophetstown and the future Cultural Trail in downtown Indianapolis. Ten miles of crushed and compacted stone trail is already open from Lebanon to Sugar Creek Bridge north of Thorntown, and the “Rail Trail” in Zionsville is an existing 3.5 mile asphalt paved segment. The proposed segment in downtown Whitestown will connect to Zionsville’s “Rail Trail” to the east and extend to CR500E west of Town – approximately 4.25 miles. This portion is scheduled for completion in 2013.

### Crossings:

Crosswalks located where the Farm Heritage Trail will cross the LPA Project site (along Main and Pierce Streets) will need to be designed so that they cross the road perpendicular to the road centerline. Aesthetically designed landing nodes will need to be designed/constructed on either side of the road to ensure safety for pedestrians, motorists, and cyclists. The crossing itself should be more pronounced in design – perhaps a stamped concrete or hard-surface paver, with ample wayfinding signage, lighting, signals, etc. Motorists driving through these locations need to be made aware that they are crossing the regional Farm Heritage Trail. Users of the Farm Heritage Trail need to be aware that they are crossing a major roadway.



*Illustration of proposed Farm Heritage Trail  
(Graphic provided by Town of Whitestown/Green 3)*

## 7. Whitestown Walk! Loop Trail

### Route

This approximately 1.5-mile asphalt multi-purpose trail traverses all four quadrants of historic downtown Whitestown by connecting the open space anchors (parks), the Farm Heritage Trail, the proposed Community Center, the proposed Town Commons, the core business district, and all neighboring downtown residential areas. In addition, a 1/3 mile extension trail from Panther Park to the south connects to an existing network of trails in nearby Walker Farms subdivision, allowing neighborhood residents easy access to the revitalized downtown area and its amenities. Much of the route is already within right-of-way, but some segments would require easements and/or property acquisition.

### Crossings

In addition to the two Farm Heritage Trail crossing sites, the Whitestown Walk! Loop Trail route would require four smaller crosswalks (two on Main Street, and two on Pierce Street). These crosswalks would be simpler in design than those at the Farm Heritage Trail crossings – perhaps only a standard thermoplastic pedestrian crossing bar pattern with an accompanying landing node. This would help to signify the importance of the Whitestown Walk! and differentiate it from the Farm Heritage Trail, standard sidewalks, and pedestrian crosswalks. Like the Farm Heritage Trail crossings, these Loop Trail crossings would need to cross the road perpendicular to the road centerline.

### Rest Nodes

Each segment of the Whitestown Walk! Loop Trail would include at least one intermediate node with wayfinding signage, an animal waste disposal container, a small shelter and/or shade tree, seating, and a drinking fountain. These nodes would provide an informal gathering place and rest area and could be enhanced with interpretive signage that highlights cultural and historical facts about downtown Whitestown.

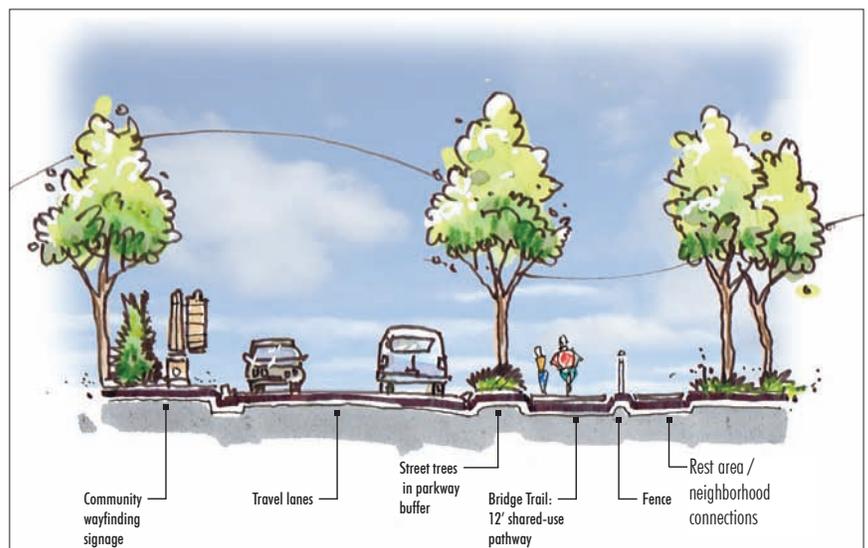


Illustration of Whitestown Walk! Loop Trail - multi-use pathway system

**8. Main & Pierce Street Enhancements**

The Historic Downtown Whitestown Streetscape project would further contribute to establishing an inviting public space in the downtown area. This project, along with the INDOT funded Main Street and Pierce Street road reconstruction project, would allow safe pedestrian access to the downtown area while also accommodating vehicle traffic at an appropriate speed. Parking would also be available in well-defined on and off-street parking areas.

Bicycle access and pedestrian access to the downtown area would be created via the proposed trail network in the Town. Pedestrian amenities along Main and Pierce Streets would include seating, planters, gateway signage, ornamental street lighting, banners, street trees, curb bump-outs, site furniture, bicycle racks, and wayfinding signage.

This project is truly a top priority for Whitestown. The road reconstruction project is already funded through the INDOT LPA program and is in design and environmental review phase. It is scheduled for construction in 2014. The Streetscape project will need to be completed during the road reconstruction project in order to minimize disruption downtown.

There are several locations where access needs to be studied further and adjustments made. Ample parking and pedestrian accessibility are of great importance in these locations. Among them are these parcels:

**Along Main Street...**

- At the Neese Street ROW into the gravel area south of the Methodist Church,
- At the gravel area north of the Lutheran Church,
- At the rail bed – future site of the Farm Heritage Trail,
- At the L.A. Cafe and grocery store, and
- At the intersection with Pierce Street.

**Along Pierce Street...**

- At the rail bed – future site of the Farm Heritage Trail,
- At the grocery store on the SW corner of Main Street,
- At the intersection with Main Street, and
- At the commercial buildings east of Main Street.



*Conceptual rendering of the enhancements along Main Street*



*Example of neighborhood sidewalk desired as part of the Main & Pierce streetscape enhancements*

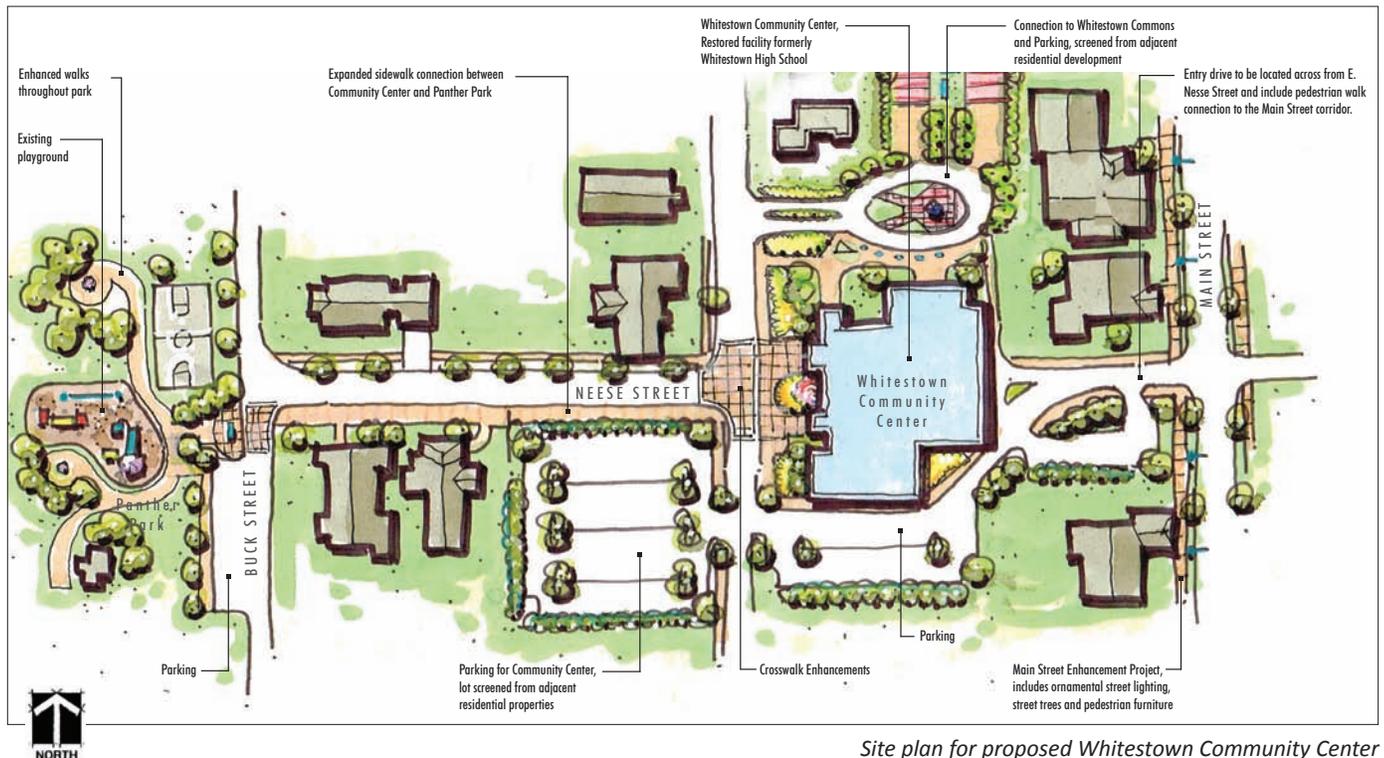


Rendering of the interior of the restored historic High School Gym as part of the Whitestown Community Center

9. Whitestown Community Center

The rehabilitation and conversion of the historic Whitestown High School gym into a town Community Center would bring an important historic part of the Town back to life. This project would create an inviting destination for local groups, clubs and organizations to hold events and meetings, a historic gymnasium for year-round youth recreation, and a central indoor public facility to communicate information to the public. The Community Center would certainly be one of the highlights of the revitalized downtown area and a major contributor to a renewed sense of community pride and civic vitality.

The renovation of the historic structure would include the installation of walls, doors, windows, new ADA-compliant accessible restrooms, new bleachers and hardwood basketball floor, lighting, etc. to create functional and flexible spaces that accommodate the community’s needs. The bleachers would seat approximately 500 people, and additional seating could be made available on the gym floor if needed, making this the only assembly space in the downtown district large enough to hold all the current residents of the Town. It will connect directly to the Whitestown Walk! Loop Trail and the proposed Whitestown Commons, while providing indoor space for even more programming opportunities and downtown community events.



Site plan for proposed Whitestown Community Center

10. *Parking*

There is a potential to incorporate some on-street parallel parking within the LPA project design, utilizing two distinct profiles – one with on-street parallel parking, and one with a “parkway” green space. Pedestrian sidewalks would be outside of these elements in either profile. In general, the parkway profile would be typical outside of the downtown urban core, while the on-street parallel parking profile would be typical wherever possible within that area. The urban core was defined as extending from Neese Street north along Main Street to Harrison Avenue, and from the Farm Heritage Trail crossing along Pierce Street east to Lucas Street. As the LPA Project moves forward, design refinement will include a review of the possibility of including any on-street parking.

There are two gravel areas along Main Street: at the Methodist Church and the Lutheran Church. These are used typically on Sundays for parishioner parking (approximately 25 cars on an average Sunday). These lots will need to be more clearly defined as the LPA project, specifically new curbs and sidewalks, modifies the existing site access for vehicles.

There are at least four specific locations where there is existing perpendicular parking along Main Street and Pierce Street. These will need to be carefully designed so that the sidewalk is clearly defined even though vehicles pulling in/out of parking spaces will be crossing the sidewalk. The areas of concern are:

- Main Street in front of the Methodist Church,
- Main Street in front of the LA Café.,
- Pierce Street along the North side of the grocery store at the corner of Main and Pierce Streets. This small retail building may not require these spaces, and
- Pierce Street along the south side of the historic skating rink building.



Example of rear parking lot

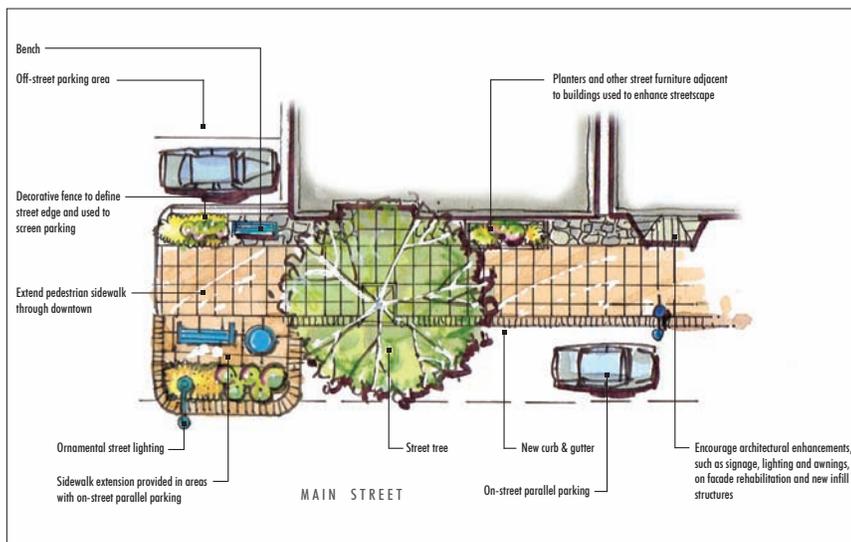


Illustration of on-street parallel parking with streetscape enhancements.



Example of potential cross-walk treatment at Main & Pierce Streets intersection

### 11. Main & Pierce Intersection Improvements

The intersection of Main Street and Pierce Street is presently shown with visibly large radii. Future design and engineering work will re-examine this and revise it to the minimum requirement. The roads are presently engineered as primary collector roadways, with two 12' driving lanes, curb and gutter, grass parkway strip, sidewalks, and 6" underdrain. There is potential to reduce the lane width slightly in the urban core to create more room for on-street parking and/or wider sidewalks for greater pedestrian accommodation. There are also potential opportunities to incorporate vegetated bioswales to aid in stormwater management throughout the LPA project site.

### 12. Community Gateway Markers & Wayfinding

Four gateway areas have been identified to be enhanced surrounding the downtown. These gateways could include signage, banners, planters and lighting. In addition, a comprehensive wayfinding signage program should be designed and implemented throughout downtown that reinforces the brand and logo for the area and provides direction to community amenities, such as the Whitestown Walk!, Community Center, parks, trailheads and Farm Heritage Trail.

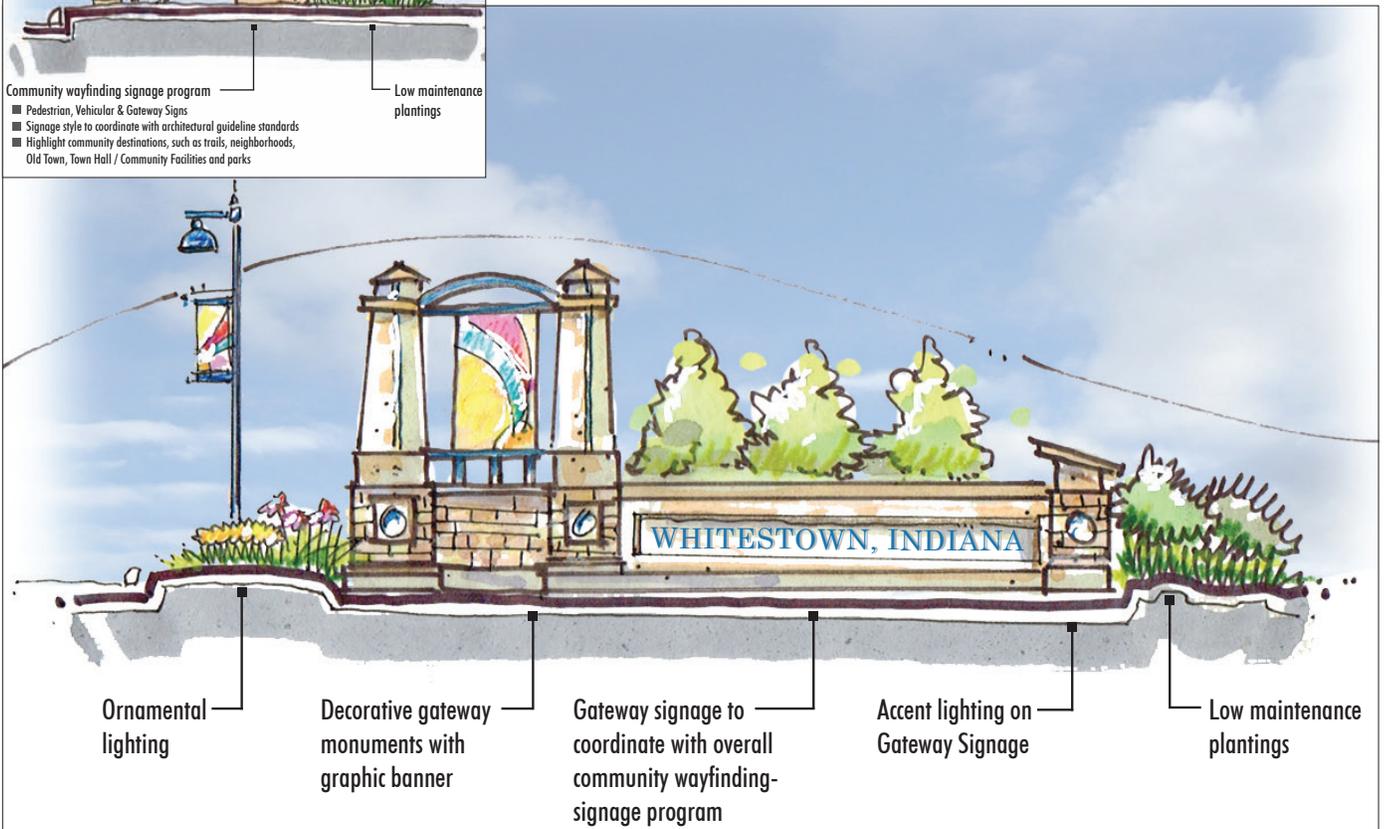
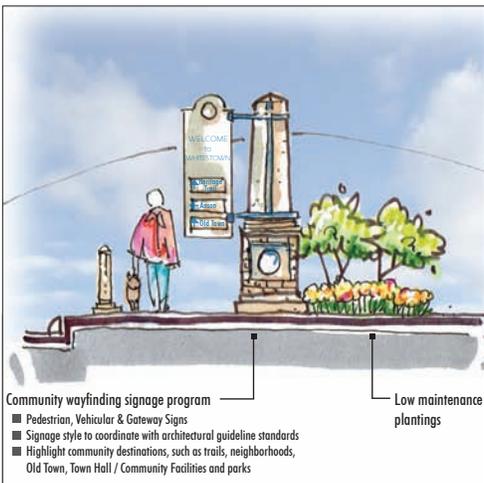


Illustration of community wayfinding signage (top) and gateway markers (bottom)

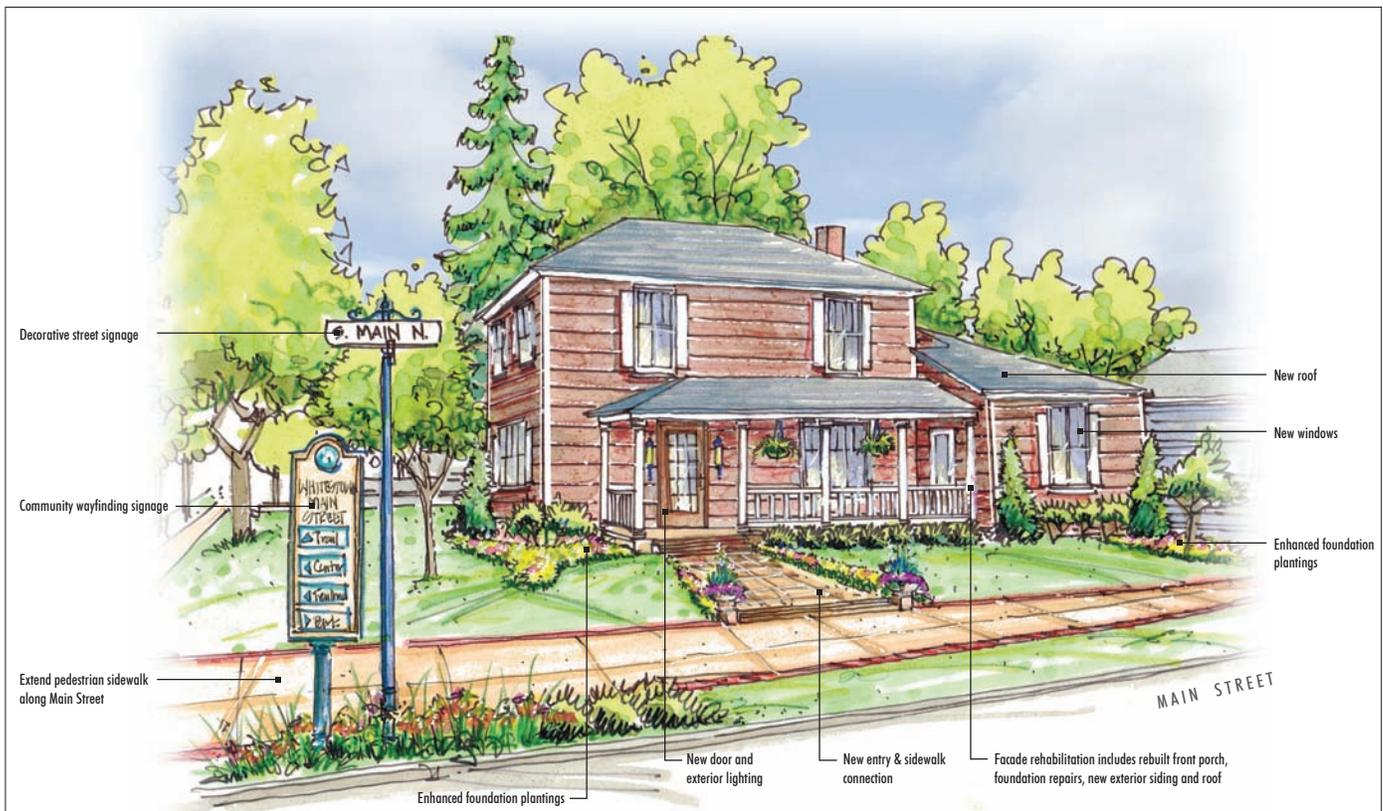
13. Residential Rehabilitation

To ensure that the historic downtown Whitestown area is inviting to private business investment, it is important to provide residential rehab assistance to homes in need of repair. The “curb appeal” of the houses should be updated to enhance the streetscape and new façade of the buildings.

This project would coincide with the downtown Whitestown commercial façade improvements project. This would include new landscaping, painting, siding replacement, roofing, etc. to improve the physical structure and properties. At least ten homes have already been identified to participate, with more properties likely to benefit from such a program.



“Before Image” of residential rehabilitation



“After Image” of residential facade rehabilitation

**14. Commercial Rehab & Infill**



Example of commercial infill development with 2nd floor residential units

This will include the rehabilitation of the front façade of the downtown buildings to maintain a link to the past, while updating for the future. This will attract more businesses to fill the downtown area with commerce. In addition, there is an opportunity to develop a new, zero-lot-line, three-story, mixed use building on the west side of Main Street south of and adjacent to Farm Heritage Trail. This commercial development would contain:

- Approx. four small, urban style, loft apartments on the top floor,
- Office Space on second floor – perhaps occupied initially by the municipal offices, and
- Retail space on ground floor that could potentially accommodate the existing hair salon and pet groomer, a restaurant, and one other tenant. These street level shops would also open to the proposed Town Commons adjacent to the west.

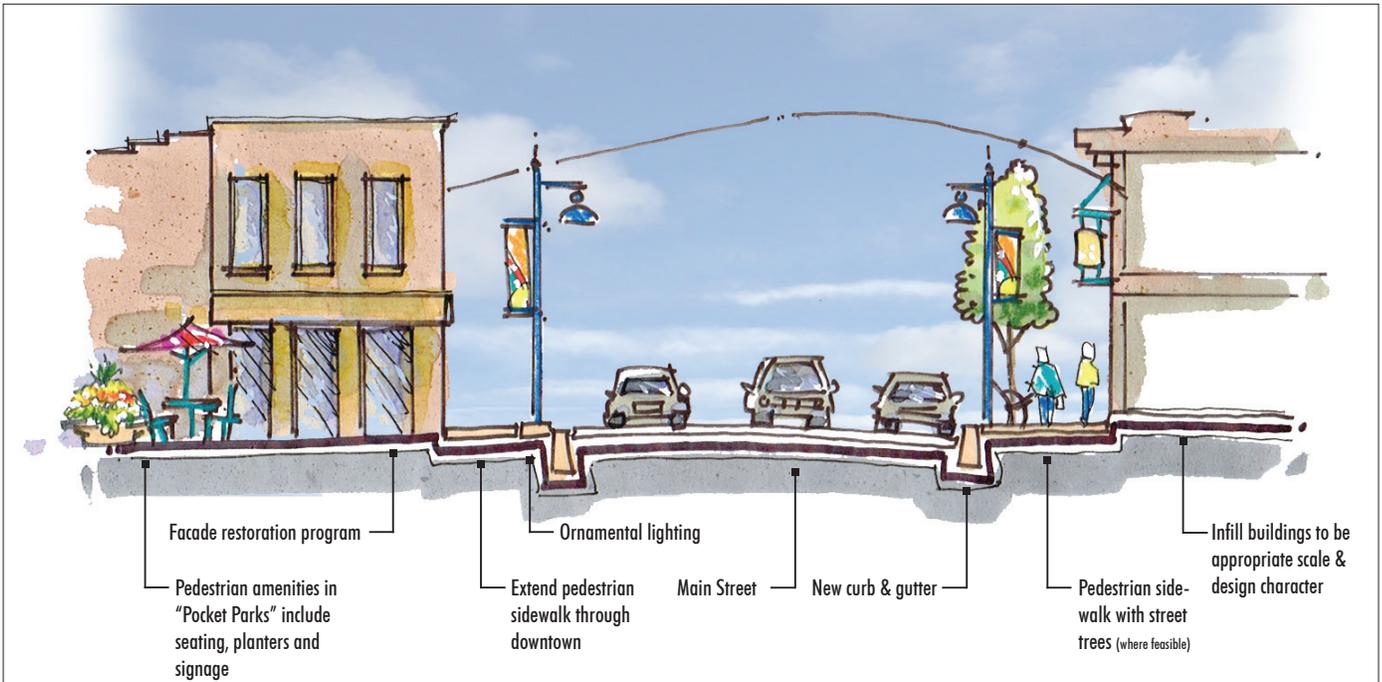


Illustration of commercial rehabilitation along with streetscape enhancements along Main Street

**15. New Residential Infill**

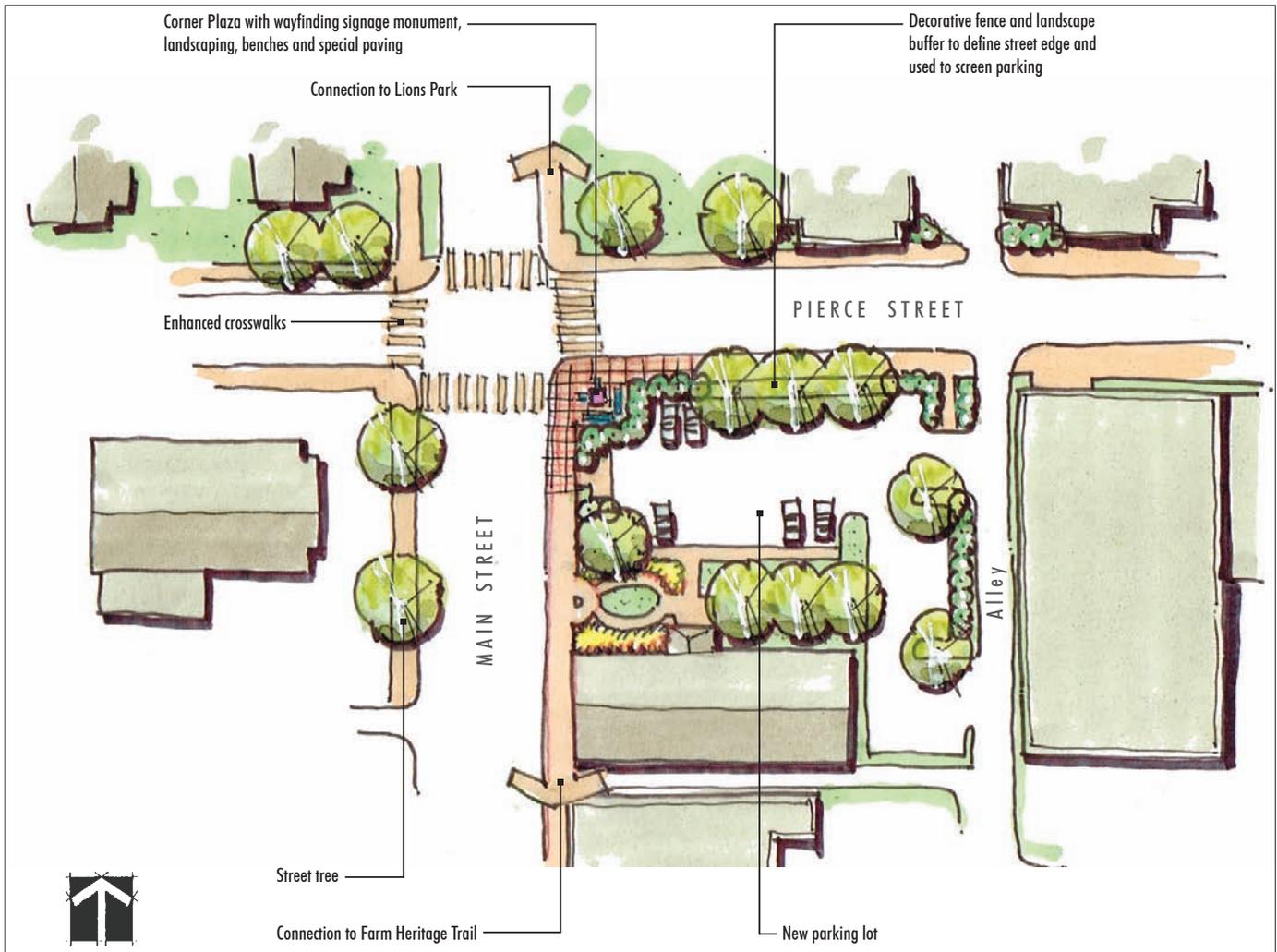


Example of residential infill development

The introduction of new housing styles, such as townhomes, will benefit from both new and existing green space initiatives, as well as trail connections throughout the downtown. There are several vacant lots scattered throughout the Town that are ripe for development, and a sizable new neighborhood development option is proposed in this Plan along a proposed residential street north of and parallel to Uitts Street. The new street would extend from Main Street west to connect to the north end of Walnut Street near the Farm Heritage Trail and proposed new Nature Park anchor. Including the property along the north side of Uitts Street in this area, there is potential for residential development along a resultant 3,750' of road frontage. As an example of the potential size of this new neighborhood, this frontage length could accommodate over 60 homes on 60' lots.

16. Main & Pierce Street Parking Lot

The building at the southeast corner of Main and Pierce Streets is dilapidated beyond repair and will soon be demolished. This site clearing will provide the opportunity to create new off-street parking for downtown patrons. A new asphalt parking lot with line striping and drainage would be created in the foot print of the existing building. Preliminary design sketches suggest that this lot could contain approximately 20 spaces. The parking lot would have a planted buffer between it and the new downtown sidewalks with pedestrian access ways from both Main and Pierce Streets and vehicle access from the alley off Pierce Street and Linville Avenue.



Prototypical treatment of the Main & Pierce Street parking lot



Potential location for new Whitestown Town Hall (shown in orange) as related to the overall downtown area

**17.** *Town Hall/Municipal Complex Site Feasibility Study*

The current municipal facility location on Cozy Lane does not meet the Town’s current needs and is inconsistent with the Town’s desire to infuse new life and activity into the historic downtown district. The original Town Hall building on Main Street is no longer able to contain the municipal offices – prompting them to move out of this building and temporarily into the Cozy Lane facility.

The Town already owns a 7-acre parcel on Main Street south of the downtown study area, and preliminary plans for new municipal offices on that site have been prepared. This location still seems to fall short of the desire for the Town Hall to be within the original Town limits. At least two other site options do exist, one being the southeast corner of Main and Pierce, the other being the vacant 5.5-acres of land north of Panther Park. Other sites might also be worth consideration.

This Plan recommends steps to conduct a Site Feasibility Study in order to determine the best location for a new Town Hall and its suitability to be located in downtown Whitestown.



Conceptual rendering of Albert S. White Historical Museum

**18.** *Albert S. White Historical Museum*

This building on Main Street just north of the proposed Farm Heritage Trail, is one of the oldest homes in Whitestown. Originally, it was the home of Ambrose Neese, the initial town planner of Whitestown. Most recently, the building has served as Town Hall and Police Station. It is currently vacant.

A museum in the historic downtown area would help create a close-knit community feel for residents and visitors alike. It would also give a sense of purpose back to the structure which is prominently located on the Town’s primary street. With the museum in place, new area residents would be helped to develop roots and appreciate the history of the Town. The proposed museum could be named the Albert S. White Museum, honoring the man for whom this great Indiana town was named. It would house photographs, documents, and artifacts of the area.

# realizing the downtown VISION



BEFORE IMAGE



Street trees in parkway buffer

Planted parkway buffer used to define street edge and screen parking

Extend pedestrian sidewalk through downtown

New curb & gutter

Planted parkway buffer

Community wayfinding signage

Ornamental street lighting with accent banners

Expanded sidewalk along Main Street

Encourage architectural enhancements, such as landscaping, decorative fencing and lighting on facade rehabilitation and new infill structures along Main Street

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TAYLOR  
SIEFKER  
WILLIAMS  
design group





# Chapter 7

## implementation

*planning downtown's future TODAY!*

# implementation

## 7

### INSIDE THIS CHAPTER:

This chapter provides the implementation steps necessary to make the Whitestown Downtown Plan a reality. A timeline, implementation tables, and potential funding sources are provided.

The following can be found in this chapter:

- Timeline
- Implementation Tables
- Implementation Tools



The proposed Whitestown Town Commons and Farm Heritage Trail connection are key recommendations in this downtown revitalization plan.

## INTRODUCTION

It has been mentioned throughout this Revitalization Master Plan that this document is not the end, but rather serves as a means to the end. It is representative of the community's hopes and desires, and downtown Whitestown should evolve during the next several years into a place in which Whitestown residents and visitors will want to spend time – a place that offers opportunities for recreation, work, residence, shopping and entertainment.

Planning efforts for creating such a place do not “just happen.” The marketplace, without a roadmap, will often seek the path of least resistance. Community plans that do not include specific steps and tools for accomplishing goals often result in failed expectations and skepticism. A master plan document must first provide a vision with specific projects about which the community can be excited. These projects should serve as the building blocks for realizing the ultimate goal of an attractive downtown with a variety of amenities. The potential Plan Elements outlined in this document are intended to serve as that road map for the community, its leadership, and potential investors. The plan attempts to identify steps that can be taken that will lead to early success and create the momentum that will support the heavy lifting associated with the plan's more ambitious projects. The Plan Elements each require a series of action steps to carry out the initiative. These action steps are a series of measures which support the goals and objectives. These measures are starting points and may require refinement over time. Similarly, additional implementation measures may be needed over the life of the plan to respond to changes in market conditions, community needs or other influences.

## PLAN ACTION STEPS

While the vision, goals and objectives are the heart of a long range plan, equal focus must be placed on ensuring that the community's vision becomes reality. Part of the implementation process is having an Action Plan that details steps that should be taken, who is responsible for implementation of an action, and the timeline for completion. Potential funding sources are also suggested as a part of the Action Plan where applicable and sufficient information is available.

### *Type of Action Step*

Capitol Improvement Action Step (C)

Local Policy Action Step (P)

This plan addresses two types of action steps: Capital Improvements and Local Policies. Capital improvements, such as infrastructure improvements, are often referred to as “bricks and mortar” and usually serve to increase the value of the adjacent properties and the Town itself. Local policies deal with updating, or, in some instances, creating local land use regulations to better control the types of uses adjacent to and within the public realm. Capital improvement action steps are shown in orange with a C (such as Action Step C.1) and local policy action steps are shown in blue with a P (such as Action Step P.1).

### *Timeline*

While the start-up and completion timelines are identified for each action step on the following pages, it is important to realize various factors that can influence those timelines. First, with the reality of the current market, conditions are not in favor of new, private development. However, the Town should be planning now in anticipation of the market becoming more favorable for private development. Also, if funding becomes available, action steps can be started and/or completed prior to the specified timeframe.

The timeline, illustrated in Figure 7-1, has been created to show the start-up and duration of the action steps. Capital improvement projects proposed by this plan are indicated by a solid dot, while policies are indicated by an open circle. It is also important to modify this timeline based on current conditions and funding. This should be a living document that responds to current conditions of the market and funding opportunities.

### *Implementation Tables*

Each action item is organized into a table format, and accompanied by a column for notes. This document is intended to be a living, breathing document and users are encouraged to mark-up, make notes and keep track of the progress of the various action steps.

Each action step addresses the following:

#### *Task*

Tasks are part of the plan that detail what must be accomplished to achieve the greater vision. They are paired with an appropriate timeframe for completion.

#### *Description*

It is understood that the actual steps taken may differ from those prescribed by the table; the detailed description is intended to serve as the optimal order of implementation for successfully completing a given task.

#### *Responsible party / parties*

While the Town Council is ultimately responsible for the successful implementation of this plan, some tasks will be most successful if implemented by or in partnership with others. The responsible party / parties should always be a high-level champion who reinforces the purpose and intent of the plan, takes responsibility for implementing specific action items and monitors the progress of each task.

#### *Potential funding source / sources*

While not inclusive in nature, a potential list of funding sources has been provided for each task as a starting point. Many funding sources will vary depending upon the year, quarter, month as well as the number and type of entities involved.

*Other resources*

Other resources are likely to include: human capital (i.e. manpower or labor) from volunteers; donated supplies, materials or equipment; and coverage by the media. Resources may also include professionals with expert knowledge in a particular technical area

*Prerequisites*

Due to the very nature of this strategic plan, nearly all of the tasks are interdependent. Therefore, a list of prerequisites is provided for each task to aid in the successful implementation of each of the recommended action items.

*Start-up*

Not all projects can begin at once. Rather, the start-up of a given task will occur in the short-, mid-, or long-term future. Short-term typically means between zero and three years (i.e. 2013-2015), mid-term between four and six years (i.e. 2016-2019), and long-term between seven to twenty years (i.e. 2020-2032). A task that is entirely dependent upon the successful completion of another task would fall outside of these start-up possibilities, in which case the conditions for start-up for these tasks are described in more detail on their respective tables.

*Target completion timeline*

The target completion timeline is intended to inform the user about the anticipated amount of time needed to complete a given task – barring any unforeseen conditions.

*Re-occurrence*

While some tasks are intended to be completed just once during the planning horizon, some of the tasks prescribed by this plan will be more successful and have a greater impact if they are repeated or maintained continuously. Therefore, each task has been evaluated to include a recommendation about the frequency with which a task should be repeated.

*Goals & Objectives*

Because of the changing nature of communities, it is important to tie each task back to the applicable goal and objectives from which it originated. This will provide insight and justification for each task as others become involved in implementation and evaluation of plan progress.

*Notes*

The notes are intended to be used by leaders of the community as they carry out these tasks. They may also include additional instruction or clarification triggered by one or more of the other variables addressed in the table.

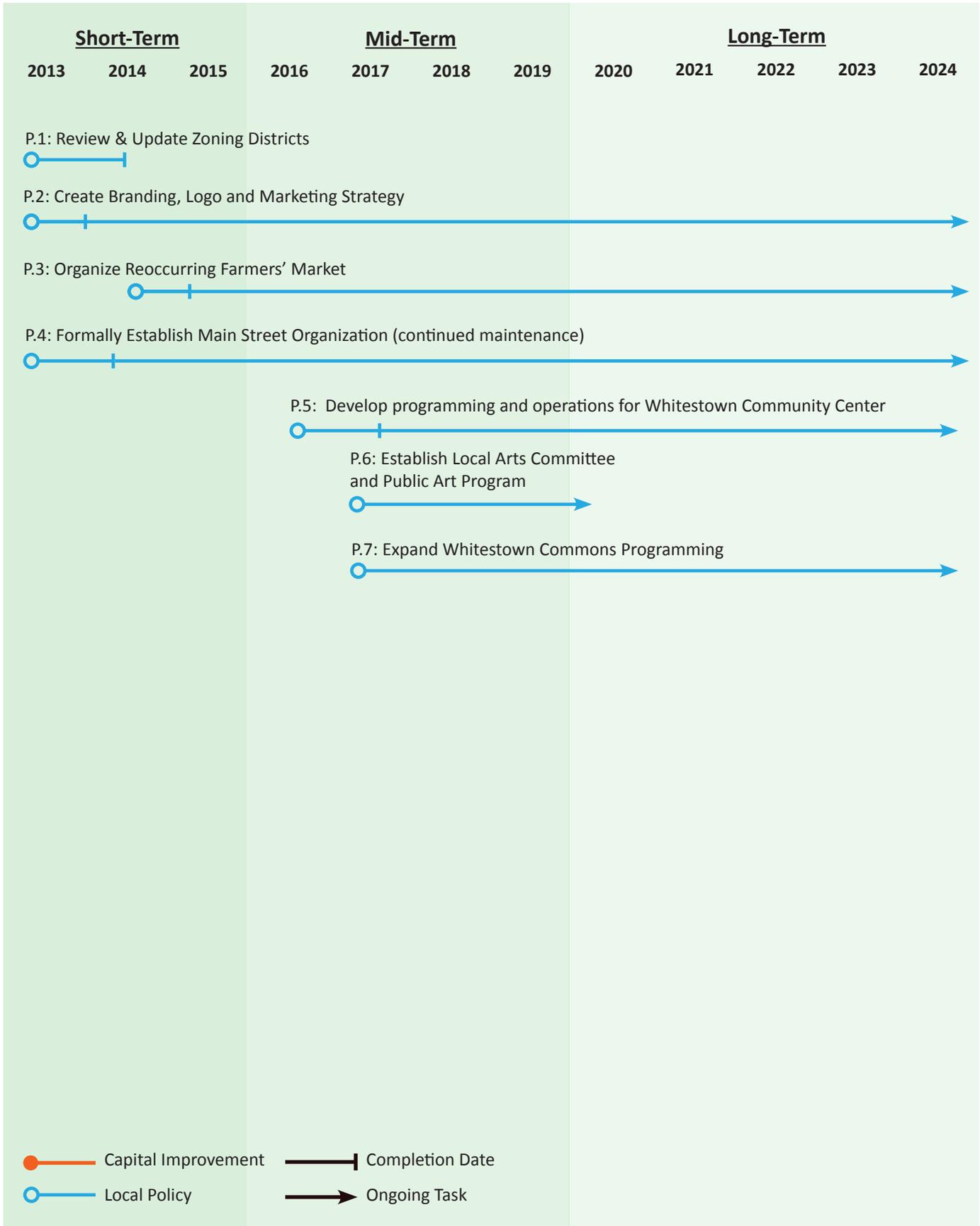


Figure 7-1: ACTION AGENDA: Target Completion Timeline

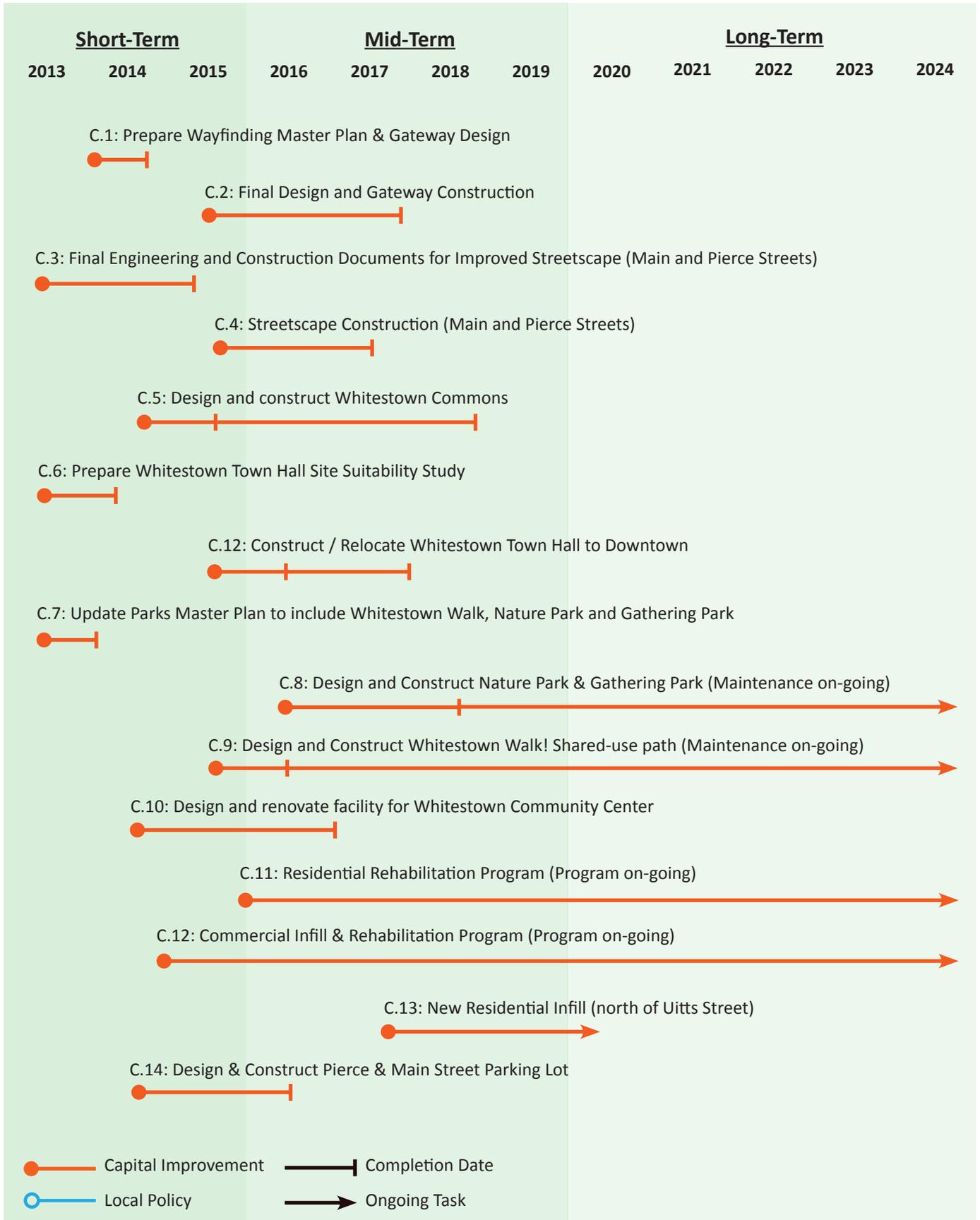


Figure 7-1: ACTION AGENDA: Target Completion Timeline







































## IMPLEMENTATION PROGRAMS, TOOLS AND FUNDING OPPORTUNITIES

### *Zoning*

Updates to the existing zoning is one of the primary implementation tools for the downtown. It is the means of legislatively determining the location, quality, and quantity of new development. The zoning regulations are legally enforceable. Whitestown's current zoning regulations do not promote uses that are consistent with this plan. The zoning regulations should be updated following the adoption of the Downtown Revitalization Master Plan to ensure contiguity between the two documents and to encourage the implementation of the plan.

### *Capital Improvement Planning*

Capital Improvement Plans (CIP) are a system of documenting the capital investments that a community plans on making over the next five years. These plans identify projects, timelines, estimated costs, and funding sources and are linked to the budget process. They are a means of planning ahead for capital improvements and ensuring implementation of specific projects by connecting them more closely to the budget process. Whitestown's CIP would include funding needed for this projects identified as part of this plan in addition to any other capitol improvements the Town is planning to undertake.

### *Tax Abatement*

Tax abatement is a phase-in of property taxes that is designed 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 and 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.

### *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.

### *Main Street Program*

Through the National Trust for Historic Preservation, the Indiana Main Street Program strives to bring economic vitality to Indiana's downtowns and assist communities with revitalization efforts. The program is based on the four-point approach of the National Main Street Center which is a division of the National Trust for Historic Preservation. The four points or components of the program are organization, promotion, design and economic restructuring. Various funds are available to certified Main Street communities for projects such as real estate acquisition, facade improvements, new facility construction or streetscape improvements. Becoming a certified Main Street Community is approximately a two-year process, however, much of the work needed to establish this entity for Whitestown has already been completed. This plan has been organized around the Main Street Four Point Approach to aid in the final application process for Whitestown to become a certified Main Street Community. The specific steps, as outlined by the Indiana Main Street Application Process are as follows:

- 1.** Contact your region's Community Liaison from our Office of Community and Rural Affairs for an introduction to Indiana Main Street. The Community Liaison will give the community a basic overview of what Indiana Main Street is, outline the steps to becoming a Main Street community, and answer basic questions about the program.
  - At this meeting, the Community Liaison will leave the community with the Indiana Main Street Step 1 Form.
  - The community will determine if the Main Street Program is a good fit for their community. If so, they will return the Indiana Main Street Step 1 Form back.
- 2.** Send IMS Step 1 Form in to learn more information about the program.
- 3.** The Program Manager for Indiana Main Street will contact the interested community to set up a meeting.
  - This meeting should include all parties who are interested in starting a Main Street effort in your community.
  - The agenda for the meeting will include: The origins of Main Street, the Main Street Four Point Approach, efforts in your community, interest in your community, and then next steps to forming your Main Street.
  - All of these areas will need to be decided and in place before applying to become an Indiana Main Street community.
- 4.** The community will contact Indiana Main Street once the next steps form is complete.
- 5.** Indiana Main Street will review the next steps form, perform an additional follow up with community, and then release an application to the community.
  - Applications will only be given to communities who meet the criteria set by Indiana Main Street.

6. The community will return the completed application to Indiana Main Street.

7. Indiana Main Street will contact the community to set up a visit with the Board and other members of the Main Street efforts in that community.

- This meeting will determine if the organization has everything in place and if the organization is sustainable.
- Indiana Main Street will notify they community at this meeting whether the application has been approved.

More information is available from the Indiana Office of Rural and Community Affairs at <http://www.in.gov/ocra/2364.htm>.

### *Community Development Block Grant (CDBG)*

The CDBG program is available to city and county governments for a variety of projects. Entitlement communities are ineligible. The CDBG program areas and descriptions are listed below.

#### *Community Projects*

Funds may be used to address human service needs such as senior centers, crisis centers and facilities that provide services to low and moderate income persons. Funds may also be used to revitalize downtown area through Community Focus Fund., administered by OCRA.

#### *Economic Development*

Funds may be used to create or retain jobs, and provide for the training and human services that allow for professional advancement of low-income persons.

#### *Public Facilities*

Funds may be used for infrastructure needs that primarily develop water and wastewater systems as well as infrastructure in support of housing projects.

### *Land and Water Conservation Fund (LWCF)*

The Land and Water Conservation Fund was passed by Congress in 1965 to assist eligible governmental units in the provision of new park areas. The LWCF is a matching assistance program that provides grants for 50% of the cost for the acquisition and/or development of outdoor recreation sites and facilities. Since the LWCF is a reimbursing program, the project sponsor does not receive the grant funds at the time of application approval. The sponsor must have the local matching 50% of the project cost available prior to the application. The sponsoring park and recreation board is reimbursed 50% of the actual costs of the approved project. In order to receive the

money reserved for the project, a billing must be submitted to your grant coordinator that enables the participants to request the federal share of the cost incurred throughout the grant term. The Land and Water Conservation Fund applicants may request amounts ranging from a minimum of \$10,000 up to a maximum of \$200,000. If any changes are made to the manual/application they will be posted by March 1. Applications are available online or upon request from the Division of Outdoor Recreation. The application is required to be submitted or post-marked by June 1. Only park and recreation boards established under Indiana law are eligible. The park and recreation board must also have a current 5-year master plan for parks and recreation on file, approved at the Division of Outdoor Recreation. Grant applications may consist of land acquisition and/or facility construction or renovation for local public parks for outdoor recreation. New parks or additions to existing parks may be funded.

The land acquisition or development may not be started until final approval is received from the Federal Government. All land to be developed must be controlled by the park board through direct ownership. Examples of types of projects include:

- Acquiring park or natural area
- Picnic areas
- Sports and playfields, such as playgrounds, ballfields, court facilities and golf courses
- Water oriented facilities for boating, swimming, and access to lakes, rivers and streams
- Natural areas and interpretive facilities
- Campgrounds
- Fishing and hunting areas
- Winter sports facilities
- Amphitheaters and bandstands
- Parks adjacent to schools for mutual use
- Outdoor natural habitat zoo facilities
- Roads, restrooms, utilities, park maintenance buildings
- Nature Centers

Source: [www.in.gov/dnr/outdoor](http://www.in.gov/dnr/outdoor)

### *Transportation Alternatives (TA)*

Transportation Alternatives (formerly Transportation Enhancements) funding support transportation-related activities that are designed to strengthen the cultural, aesthetic, historic, and environmental aspects of our transportation infrastructure. Federal funding is available to government agencies to provide support for transportation and community improvement projects. On July 6, 2012, President Barack Obama signed into law the Moving Ahead for Progress in the 21st Century Act (MAP-21), which reauthorizes the nation's surface transportation laws at current spending levels through September 2014.

### *Transportation Alternatives*

Under MAP-21, the Transportation Enhancements program is re-named Transportation Alternatives, 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 new eligible projects categories:

- continue bike/ped facilities and expand the definition of these projects
- establish a category for “Complete Streets” projects (not to be confused with a national Complete Streets policy)
- retain conversion of abandoned railroad corridors for trails for pedestrians and bicyclists, or other non-motorized transportation users
- retain the scenic byways category
- 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)
- archeological activities related to transportation projects
- retain the Environmental Mitigation Activities category
  - to address stormwater management control and water pollution prevention, and wetlands mitigation
  - to reduce vehicle-caused wildlife mortality

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.

### *Recreational Trails Program*

Under the law, the Recreational Trails Program (RTP) is continued at the current funding levels, but must be authorized by the Governor to participate in the program each year. For 2013, Governor Daniels did sign on to participate in the RTP program for Indiana.

*Complete Streets*

The language that would have established a national Complete Streets policy is not included in the final conference agreement. The language was originally incorporated in the Safety for Motorized and Non-Motorized Users provisions of the Senate Commerce Committee’s freight title of the Senate-passed transportation bill, MAP-21. During the conference negotiations the entire freight title was removed from the final agreement. However, the Highway Safety Improvement Program language in the report includes a new, more comprehensive definition of street users that is based on Complete Streets language.

Source: American Society of Landscape Architects; [www.asla.org/FederalGovernmentAffairs](http://www.asla.org/FederalGovernmentAffairs)

*Indiana Landmarks Endangered Places Grants*

To spark community revitalization and bolster preservation in towns throughout the state, Indiana Landmarks operates grant and loan programs available only to local non-profit preservation organizations. Nonprofit preservation organizations can apply for grants from Indiana Landmarks for a variety of projects. More information regarding the grant and loan programs can be found on their website at [www.indianalandmarks.org](http://www.indianalandmarks.org).

**MAIN & PIERCE STREET ENHANCEMENT  
PRELIMINARY ESTIMATE**

The chart below outlines an initial cost estimate for the inclusion of pedestrian and aesthetic enhancements for the Main and Pierce Street LPA project. This estimate is utilized in the Short-Term Projects Funding Worksheet on the following page.

| Item  | Quantity | Units | Unit Cost | Total Cost         | INDOT Share | INDOT Cost       | Remaining Cost*  |
|---|----------|-------|-----------|--------------------|-------------|------------------|------------------|
| <b>Lighting, Utilities &amp; Paving</b>                 |          |       |           |                    |             |                  |                  |
| Street Lights (60' avg spacing)                         | 104      | each  | \$5,000   | \$520,000          | 50%         | \$260,000        | \$260,000        |
| Conduit (entire alignment length x2)                    | 13370    | lf    | \$13      | \$167,125          | 100%        | \$167,125        | 0                |
| Wire  | 13370    | lf    | \$2       | \$27,810           | 100%        | \$27,810         | 0                |
| Street Trees  | 232      | each  | \$350     | \$81,200           |             | \$0              | \$81,200         |
| Tree Grates   | 66       | each  | \$1,175   | \$77,550           |             | \$0              | \$77,550         |
| FHT Crossing Signals (school flashing system cost used) | 2        | each  | \$26,600  | \$53,200           |             | \$0              | \$53,200         |
| Specialty Concrete                                      | 680      | sys   | \$100     | \$68,000           | 37%         | \$25,352         | \$42,648         |
| Accent Pavers   | 1350     | sys   | \$117     | \$157,950          | 37%         | \$58,887         | \$99,063         |
| <b>subtotal</b>   |          |       |           | <b>\$1,152,835</b> |             | <b>\$539,174</b> | <b>\$613,661</b> |
| <b>Pedestrian Furniture &amp; Enhancements</b>          |          |       |           |                    |             |                  |                  |
| Banners   | 36       | each  | \$250     | \$9,000            |             | \$0              | \$9,000          |
| Hanging Baskets on Light Standards                      | 36       | each  | \$250     | \$9,000            |             | \$0              | \$9,000          |
| Planters  | 8        | each  | \$1,000   | \$8,000            |             | \$0              | \$8,000          |
| Bench Seating at nodes and central intersection         | 22       | each  | \$1,350   | \$29,700           |             | \$0              | \$29,700         |
| Bicycle Racks (approx. six loops)                       | 2        | each  | \$1,800   | \$3,600            |             | \$0              | \$3,600          |
| Trash Receptacles                                       | 19       | each  | \$1,500   | \$28,500           |             | \$0              | \$28,500         |
| Pet Waste Receptacles                                   | 6        | each  | \$2,000   | \$12,000           |             | \$0              | \$12,000         |
| <b>subtotal</b>   |          |       |           | <b>\$99,800</b>    |             | <b>\$0</b>       | <b>\$99,800</b>  |
| <b>TOTAL</b>  |          |       |           | <b>\$1,252,635</b> |             | <b>\$539,174</b> | <b>\$713,461</b> |
| <b>Signage</b>  |          |       |           |                    |             |                  |                  |
| Wayfinding Signage                                      | 8        | each  | \$6,000   | \$48,000           |             | \$0              | \$48,000         |
| Gateway Signage   | 4        | each  | \$15,000  | \$60,000           |             | \$0              | \$60,000         |
| <b>TOTAL</b>  |          |       |           | <b>\$108,000</b>   |             | <b>\$0</b>       | <b>\$108,000</b> |

\* Whitestown match and/or other grants; OCRA = \$250,000

## SHORT-TERM PROJECTS FUNDING WORKSHEET

Public funding will be necessary for a variety of the infrastructure and planning projects highlighted as part of this study. While the public sector role costs may appear challenging, complex and at times insurmountable, it is important to realize that the public investment will come from a variety of local, state and federal sources. For the short-term projects identified as part of this plan, the following worksheet outlines further detail regarding funding sources and coordination efforts necessary for the implementation of these initial projects.

| Project Number in Plan  | Action Code | Project Name   | Estimated Project Timeline               | Estimated Cost Range   | Funding Source(s)  | Amount of Town Match Required   | Milestone Dates related to funding                                       |
|---|-------------|--|--|--|--|---|--|
| <b>Short-Term Projects related to the INDOT LPA Road Improvements Project</b> |             |  |  |  |  |   |  |
| -   | -           | INDOT LPA Main and Pierce Streets Road Improvements        | Construction in 2014                     | \$4 million (construction)   | \$270,400 LPA Grant<br>\$3,209,000 LPA   | \$67,600 Design<br>\$800,000 Const.   |  |
| 8   | C3/C4       | Main and Pierce Street Pedestrian & Aesthetic Enhancements | Construction in 2014 concurrent with LPA | \$1.25 million   | General Fund;<br>OCRA/CDBG Funding;<br>MAP-21 TA Funding;<br>Main Street Grant Funding   | Varies - typically 10%-20% depending on program type  | Grant applications vary depending on program type.*(see notes below)     |
| 12  | C1/C2       | Community Gateway Markers and Wayfinding                   | Early 2015 as LPA is completed           | \$15,000-\$30,000 (design & planning study);<br>\$108,000 (construction) | General Fund;<br>Transportation Alternatives Program (TAP) funding;<br>Private/Donations | Design & planning study General Fund;<br>Construction funding match varies depending on program type, typically 10%-20% | Grant applications vary depending on program type.*(see notes below)     |
| 10  | C14         | On-Street Parking  | Construction in 2014 concurrent with LPA |  | Part of INDOT LPA Main and Pierce Streets Road Improvements                              | N/A   |  |
| 11  | C3/C4       | Main And Pierce Street Intersection Improvements           | Construction in 2014 concurrent with LPA | \$15,000-\$25,000  | General Fund;<br>OCRA/CDBG Funding;<br>MAP-21 TA Funding;<br>Main Street Grant Funding   | Varies - typically 10%-20% depending on program type  | Should be included as part of Main and Pierce Street Enhancement funding |
| 16  | C14         | Main and Pierce Street Parking Lot                         | Construction in 2013 prior to LPA        | \$200,000-\$300,000 (not including land acquisition)                     | General Fund   | N/A   |  |
| <b>Other Short-Term Projects</b>  |             |  |  |  |  |   |  |
| 17  | C6          | Town Hall/Municipal Complex Site Feasibility Study         | 2013                                     | \$30,000-\$50,000 for Planning Study                                     | General Fund   | N/A   |  |
| 1-7   | C7          | Update 5-Year Park and Recreation Master Plan              | 2013                                     | \$8,000  | Parks Fund   | N/A   |  |
| -   | P1          | Create Downtown Zoning Overlay District                    | 2013                                     | \$15,000-\$30,000  | General Fund   | N/A   |  |
| -   | P2          | Create Branding, Logo, and Marketing Strategy              | 2013                                     | \$15,000-\$30,000  | General Fund;<br>Private/Donations   | N/A   |  |
| -   | P4          | Establish Main Street Organization                         | 2013                                     | N/A  | General Fund (support)   | N/A   | Support of Boone County EDC Main Street Coordinator position             |

**Notes:**

\* For CDBG Funding, OCRA administers the various grant programs. Application due dates vary, and should be verified for appropriate submittal dates. For specific programs, visit the website for current information at [www.in.gov/ocra](http://www.in.gov/ocra). The recently passed MAP-21 legislation does include funding for Transportation Alternative Programs (TAP) that include pedestrian and sidewalk enhancement projects. All TAP funds must be obligated to eligible projects submitted by eligible entities through a competitive process. For the suballocated funds in the urban areas with populations 5,001 to 200,000, and the areas with populations 5,000 and below, the State DOT selects the projects. Under the previous Transportation Enhancements (TE) funding, INDOT sent a letter to every LPA in Indiana to announce the call and states which LPA group and/or project type was being considered for application. Attached to that letter were instructions on how to apply and due dates for submittal. It is anticipated that a similar process will be utilized under the new funding application process.



TAYLOR  
SIEFKER  
WILLIAMS  
design group



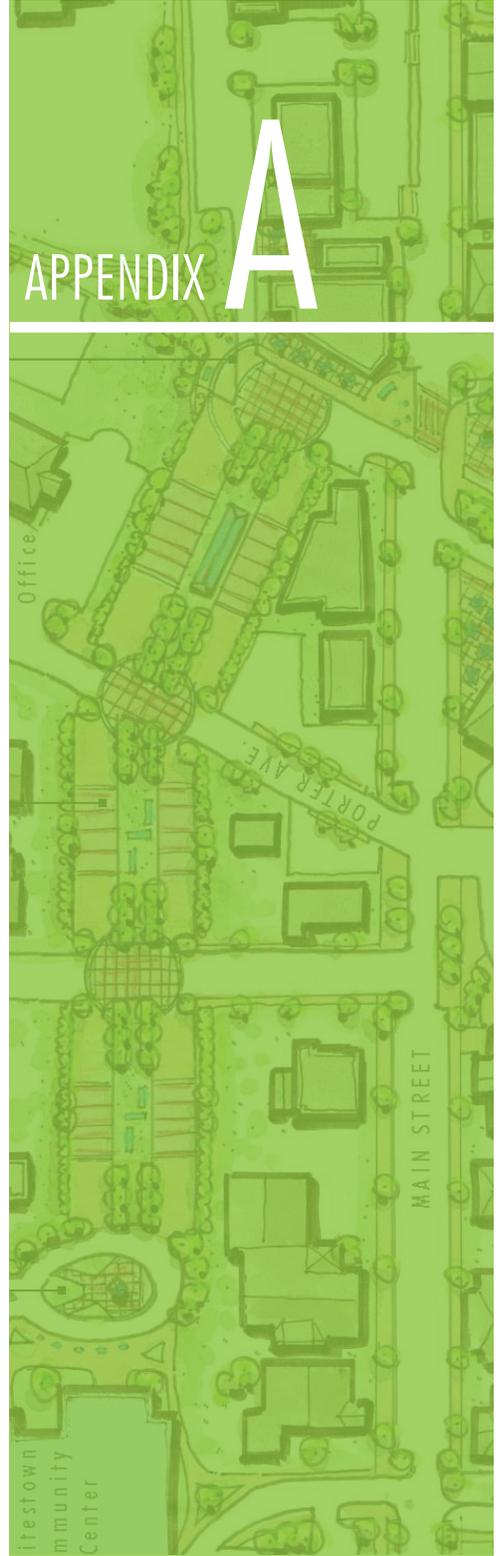


# Appendix A

## organizational partnerships

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# organizational partnerships



## INTRODUCTION

The following groups each have a stake in historic downtown Whitestown. Building partnerships from these groups establishes consensus and cooperation, and helps get things done!

### *Focus Groups:*

- Bicyclers
- Equine Community
- Motorcyclers (via LA Cycles)
- Humane Society

### *Local Residents & Invested Groups:*

- Homeowners
- Church groups – Methodist, Baptist, and Lutheran churches are in Project Area
- Lodges – American Legion Post 410 and Celestial Lodge 525

### *Local Businesses in Area:*

- Cathedral Marble and Granite
- The Beamery
- LA Cycles
- Gun Store
- Pet Grooming
- Beauty Salon
- Curry Restaurant
- LA Cafe Restaurant
- Ralph's Bar
- Graphix Co.
- Stewart's Insulation
- BelMar Products
- Keeker Aircraft Interiors

*Area Non-Profit Groups (not limited to Study Area):*

- Alpha Kappa Psi
- American Legion
- Boone County Humane Society
- Boone Meadow PTO
- Clearview Education
- Cornerstone Baptist Church
- Eagle Church
- Fall Creek Valley Foundation
- Free and Accepted Masons of Indiana (Celestial Lodge 525)
- Hoosiers Helping Homeless Pets
- Indiana Assoc. for the Gifted
- Indiana Organic Growers
- International Assoc. of Lions Clubs
- J&J Foundation
- Lebanon Schools
- Lions Club of Whitestown
- New Hope Christian Church
- Order of Eastern Star of Indiana
- Panama Christian Evangelism
- Toastmasters International
- Traders Point Christian Church
- US Bowling Congress
- Voiture Nationale La Societe Des 40 Hommes et 8 Chevaux
- White River Working Dog Club
- Worth Township Fire Protection
- Zeta Phi Beta Sorority
- Zionsville West Middle School PTO

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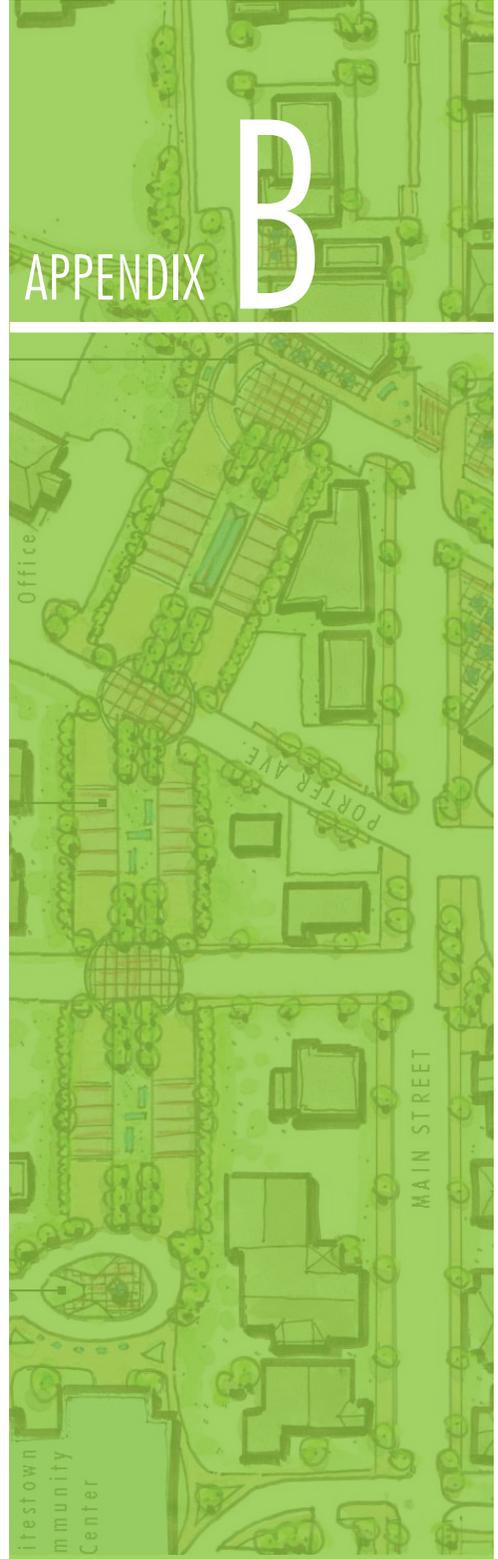


# Appendix B

2005 comprehensive plan

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# 2005 comprehensive plan reference



## Redevelop the Legacy Core

### Introduction

The future of Whitestown's downtown is of great concern to the existing residents. Its legacy as the core of the Town is ever relished and many people wish for the vitality to return. Any degradation to the downtown seems to have a parallel effect on each resident's sense of pride and belonging.

In most towns the downtown is considered the heart of the community. In Whitestown's past, that has also been true. However, as Whitestown annexes and growth dominantly occurs to the south and west, the downtown will no longer be geographically at the center of Town. In fact, with Anson, Stonegate, and other commercial development near the interstate, Whitestown's downtown will continue to be de-emphasized.

A significant challenge to successful improvement is the ever increasing competition from nearby commercial districts in Zionsville and Lebanon. Competition will be greatly realized when each phase of Anson's development is completed. This competition has already resulted in modest growth and investment in the old downtown.

Other significant challenges to the downtown include aging infrastructure, mitigating storm water drainage, dilapidated buildings, overgrown and poorly maintained trees, narrow roads, minimal right-of-way, excessive curb-cuts, and undefined streetscape.

Whitestown's downtown is also controlled by a relatively small number of owners. This can be an opportunity or a liability. The opportunity comes if the persons are "friends of the Town" and have the financial means to be stewards of vitality. More often when a single person or group has a dominant role in ownership, downtowns do not thrive. There are several reasons why this occurs, but the most frequent is when they are property rich, but cash flow from the buildings does not justify the necessary investment.

The most significant amenities to support im-

provements in the downtown include: proximity to established neighborhoods, an ever increasing residential population, popularity of L.A. Cycles/Cafe, historic structures, proximity to post office, abandoned rail corridor, local history, and nearby employment.

To reestablish the downtown as a vital commercial center, Whitestown must invest in infrastructure, facilitate a catalyst commercial project, and establish character goals. Whitestown will also have to strive to increase the population in close proximity to the downtown. Population can be increased by allowing upper story housing, encouraging infill development on vacant lots, and building-out contiguous areas in a complementary fashion (i.e. grid streets and alleys).

The remainder of this chapter contains the goal, objectives, implementation measures (IM), and elaboration on specific steps related to redeveloping the legacy core.

### Redevelop the Legacy Core Goal

Reestablish commercial and social vitality in historic Whitestown downtown; and advance aesthetic and functional components such to regain town-wide pride in the district.

#### Objective 1: Establish Critical Mass of Uses

- IM 1.1** Rehabilitate historic structures; bringing them up to current standards for commercial or residential (upper floors only) uses.
- IM 1.2** Encourage the full redevelopment and reuse of a noncontributing vacant structure in the downtown core.
- IM 1.3** Encourage the expansion of existing uses and structures in context to the character goals for the downtown.
- IM 1.4** Encourage the conversion of residential uses to commercial uses when the structure breaks the continuity of the commercial district.

## Redevelop the Legacy Core

### Objective 2: Address Parking Needs and Locations

- IM 2.1** The town should encourage parking areas to be paved and better organized to maximize the number of available spaces.
- IM 2.2** Reduce the curb cuts off of Main and Pierce Streets. This will free up more curb line for additional on-street parking.
- IM 2.3** When parking pressure increases, the Town should consider establishing a public parking lot behind existing buildings in the Town center.

### Objective 3: Improve “Downtown” Characteristics and Design Elements

- IM 3.1** Encourage maintenance and enhancement of historic structures.
- IM 3.2** Install pedestrian amenities like benches, decorative street lighting, street trees and crosswalk delineation.
- IM 3.3** Encourage parking to be installed at the rear of buildings.
- IM 3.4** Improve the “urban edge” through Town by requiring new buildings to be built to the sidewalk. Also, requiring parking lots that front Main or Pierce Street to have a short wall continuing the hard edge established at the back of the sidewalk.

### Objective 4: Address Specific Vehicular and Pedestrian Accessibility and Circulation Needs

- IM 4.1** Slightly widen Main and Pierce Street in each direction to the edge of the built community.
- IM 4.2** Install sidewalks along Main and Pierce Street to the edge of Town to improve pedestrian access to the downtown.
- IM 4.3** Reduce curb cuts off of Pierce and Main Street to improve safety and circulation in the downtown; and to increase parking opportunities.

### Objective 5: Establish a Downtown Theme

- IM 5.1** Build on the character goals established in Chapter 7, and develop a unique theme for the legacy downtown.
- IM 5.2** Prepare a physical plan for the downtown which encompasses character and theme goals.
- IM 5.3** Establish incentives for investment and occupancy of buildings in the downtown.

The following sections provide the essential information relating to redeveloping a downtown.

#### Critical Mass Before Aesthetics

Over the last two decades, communities have been investing millions of dollars in aesthetic improvements without significant gains to their downtowns. It is often believed that if a community makes the downtown look good, that businesses will want to be there. This is not true.

Businesses want quality space in a location that best meets their needs. Retail and entertainment uses generally need high visibility and proximity to a specific population. Offices generally need employee parking, notable addresses, and quality work environment; including lunchtime amenities.

A better strategy for revitalization is to improve building quality and to recruit businesses to fill them. The number one criteria for most businesses is the quality and fit of the building; and proximity to the owners and managers homes.

Whitestown should investigate and consider one or more of the following strategies:

#### Strategy 1:

Work in partnership with a developer to purchase and demolish one of the derelict buildings in the downtown. Following the demolition, build a new two-story structure with architectural appeal. Secure one or more tenants to fill the space.

## Redevelop the Legacy Core

### Strategy 2:

Select a retail or entertainment theme to build a critical mass of competing or complementary enterprises. The concept is simply that people are willing to travel much farther to a “district” that has more than one shop that offers what they are looking for. For instance, if Whitestown’s downtown had three wedding dress shops, a florist, a seamstress, and party rental store; a bride-to-be would choose to come to Whitestown over Castleton because she can shop for multiple items that she is in the market for. The same concept works with nearly any business theme.

### Strategy 3:

Build a new recreation center or enhance an existing park in, or near the downtown. The strategy is to achieve an enviable recreation amenity that will draw “tourists” to the downtown area. With greater visitation to the downtown, more businesses may be interested in locating in the downtown.

### Strategy 4:

Recruit retail businesses that sell products via catalog and internet and that do not rely on drive-by traffic. Similarly, attract service businesses that provide their services via call-in and internet. Restaurants that provide a unique culinary experience can also thrive in small towns.

Whitestown currently does not have the population necessary to support a lot of retail and commercial businesses. Therefore, the types of businesses listed above may be able to thrive in the legacy district.

### Strategy 5:

Focus on entrepreneurs and start-up businesses. Most savvy entrepreneurs and start-up businesses will look for a place that is cheap, and that offers the core needs for their business. The theme for Whitestown would be to become an “incubator” for new businesses, providing the basic needs for entrepreneurs. There are hundreds of businesses

being run from homes in southern Boone County and that may be interested in an office away from home.

The available office space in southern Boone County is sparse and usually is expensive and large in size. Few home-based businesses need over 800 square feet, but that is about the smallest space available in the market. Anson is likely not going to fill this niche, thus giving the legacy district a competitive edge.

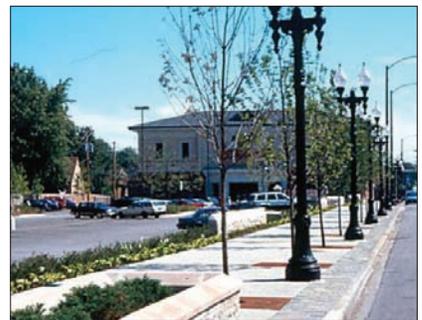
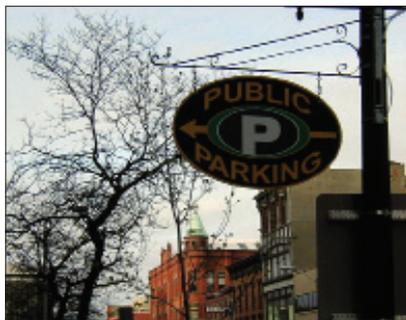
### Strategy 6:

Incentives may have to be offered to encourage someone to take the first step. Until the district is reestablished with vitality, many potential investors are going to be afraid to take the risk. Tax breaks, public improvements, assembly of land, and partnership investment are potential means of providing incentives.

**Downtown Whitestown  
will create a sense of identity,  
preserve its character and  
become a destination place!**

*- Excerpt from the Whitestown Downtown*

*Revitalization Plan Vision Statement*





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