



# Common Council

## Agenda Item

### Cover Sheet

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**MEETING DATE:** April 23, 2024

- ☐ Previously Discussed Ordinance
- ☐ Proposed Development Presentation
- ☐ New Ordinance for Discussion
- ☒ Miscellaneous
- ☐ Transfer

**ITEM or ORDINANCE:** #2

**PRESENTED BY:** Jonathan Hughes

- ☒ Information Attached
- ☐ Bring Paperwork from Previous Meeting
- ☐ Verbal
- ☐ No Paperwork at Time of Packets

**CITY OF NOBLESVILLE, INDIANA  
RESOLUTION NO. RC-17-24**

**A RESOLUTION AMENDING THE COMPREHENSIVE PLAN  
FOR THE CITY OF NOBLESVILLE, INDIANA  
TO UPDATE THE PARKS AND RECREATION  
ZONE IMPROVEMENT PLAN**

WHEREAS, the Common Council for the City of Noblesville, Indiana (“Council”) has previously adopted a Zone Improvement Plan for Parks and Recreation Facilities (“Original Plan”) as a part of the Comprehensive Plan for the City of Noblesville, Indiana (“City” or “Noblesville”); and

WHEREAS, the City has engaged Lehman & Lehman, Inc., to prepare a substantially updated Infrastructure Zone Improvement Plan for Parks and Recreation Facilities (“Updated Plan”), and

WHEREAS, pursuant to Ind. Code § 36-7-4-500, et seq., the Noblesville Plan Commission has conducted a public hearing on the Updated Plan and has certified its favorable recommendation on the Updated Plan to the Noblesville Council; and

WHEREAS, pursuant to Ind. Code § 36-7-4-511 and Ind. Code § 36-7-4-1318, the Council, having considered the Updated Plan and the recommendation of the Noblesville Plan Commission, now adopts the Adopted Plan as a part of the Noblesville Comprehensive Plan as set forth below.

NOW, THEREFORE, BE IT ORDAINED AND ENACTED by the Common Council of the City of Noblesville, Indiana, as follows:

1. The updated Infrastructure Zone Improvement Plan for Parks and Recreation Facilities, a copy of which is attached hereto as Exhibit A and made a part hereof, is hereby adopted for the City of Noblesville. The Noblesville Comprehensive Plan is hereby amended to include the Updated Plan, and the Updated Plan supersedes any inconsistent provisions in the Original Plan.

2. The terms and provisions of any other applicable Resolutions in conflict with the terms of this Resolution, if any, are hereby superseded.

3. The terms, paragraphs, sentences, words, and acts of this Resolution, Updated Plan, and the Noblesville Comprehensive Plan are separable, and if a court of competent jurisdiction hereof declares any portion of this Resolution or the Updated Plan unconstitutional, invalid, or unenforceable for any reason, such declaration shall not affect the remaining portions or acts hereof, or the Noblesville Comprehensive Plan, and the court shall substitute such provisions or acts with a constitutional, valid, and enforceable provision or act as would be necessary to effectuate the enforceability of this Resolution, the Updated Plan, and/or the Noblesville Comprehensive Plan.

4. This Resolution shall be in full force and effect from and after the date hereof as provided in Ind. Code § 36-7-4.

Approved on this \_\_\_\_\_ day of \_\_\_\_\_, 2024 by the Common Council of the City of Noblesville, Indiana:

AYE		NAY	ABSTAIN
	Mark Boice		
	Michael J. Davis		
	Evan Elliott		
	David M. Johnson		
	Darren Peterson		
	Pete Schwartz		
	Aaron Smith		
	Todd Thurston		
	Megan G. Wiles		

ATTEST: \_\_\_\_\_  
Evelyn L. Lees, City Clerk

Presented by me to the Mayor of the City of Noblesville, Indiana, this \_\_\_\_\_ day of \_\_\_\_\_, 2024 at \_\_\_\_\_ .M.

\_\_\_\_\_  
Evelyn L. Lees, City Clerk

MAYOR'S APPROVAL

\_\_\_\_\_  
Chris Jensen, Mayor

\_\_\_\_\_  
Date

MAYOR'S VETO

\_\_\_\_\_  
Chris Jensen, Mayor

\_\_\_\_\_  
Date

ATTEST: \_\_\_\_\_  
Evelyn L. Lees, City Clerk

# EXHIBIT A

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A Zone Improvement Plan for Parks & Recreation Facilities  
City of Noblesville Parks & Recreation Department

The proposed:

# City of Noblesville Recreation Zone Improvement Plan 2023-2032

For:

**City Parks & Recreation Facilities**

Prepared for:

**City of Noblesville Parks and Recreation**  
**City of Noblesville Plan Commission**  
**City of Noblesville City Council**

Noblesville, Indiana

Prepared by:

**Lehman & Lehman, Inc.**

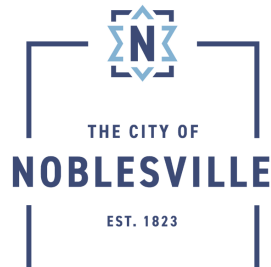
Landscape Architects and Planners  
Mishawaka, Indiana



With Review by:

**Jonathan Moen, P.E.**

Reviewing Professional Engineer  
Triad Engineering, Inc.  
Indianapolis, Indiana



**March 2024**



The proposed:

# **City of Noblesville Recreation Zone Improvement Plan 2023-2032**

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This report was prepared under contract for the  
Department of Parks and Recreation, City of Noblesville by:

**Charles F. Lehman, ASLA, FRSA**  
**President, Lehman & Lehman, Inc.**  
**Landscape Architects and Planners**  
**510 Lincolnway East, Suite C**  
**Mishawaka, Indiana 46544**



**With Review by:**  
**Jonathan Moen, P.E., Reviewing Professional Engineer, Triad Associates, Inc.**

**Completed March 2024**

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# Noblesville Recreation Zone Improvement Plan Study

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March 2024

In 1991, the Indiana General Assembly passed an impact fee bill that created an alternative funding mechanism for infrastructure improvements in fast growing areas. The essence of the legislation was to allow local governments the option of passing onto new residents the cost of building the new infrastructure demanded by those same new residents.



This Infrastructure Improvement Plan for Parks and Recreation Facilities (Park Impact Fee Study) for the City of Noblesville is our 8th update of this impact fee. Our last study was completed in 2019. This update started several months ago, following the process as outlined by the 1991 Indiana Code. A Park Impact Fee Advisory Committee was established and worked with the Consultant in updating the current recreation component inventory along with the related standards. This update evaluated the recreation impact zone established in the last update. Population projections were arrived at by analyzing existing developments with capacity as well as new development parcels of the planning area, related residential building permits were forecasted, both current and future recreation component deficiencies were calculated, and costs for these infrastructure deficiency improvements were established for both current (2023) and future (2032) needs. The impact fee for the impact fee zone was determined by dividing the estimated costs of the 10-year deficiencies by the number of projected residential building permits of the impact zone during that same period.

You will recall that Park Impact Fees are collected prior to the issuance of each residential building permit, and the first collection will occur six (6) months after the final approval by the City Council of the Impact Fee ordinance. The fees are then placed in an interest bearing account, and related expenses for improvements are then paid from that account. Since impact fees cannot be used to fund current deficiencies, those improvements will need to come from other resources of the City. Park Impact Fees can only be used for the costs of the projected 10-year deficiencies determined by future populations.

An impact fee may not be collected for more than five years without a review and update of the Infrastructure Plan and adoption of the fee by City Council. Attached is a new Infrastructure Improvement Plan. The Parks and Recreation Staff prepared the plan with assistance from *Lehman & Lehman, Inc.* After preparation, the plan was submitted to *Jonathan Moen, P.E.* (Reviewing Engineer, Noblesville, Indiana), for final review and approval. The plan establishes new park and recreation standards for Noblesville and recommends a one-zone structure and Park Impact Fees that will be necessary in order to achieve the City of Noblesville's Park and Recreation standards.

After careful analysis, the Noblesville Park Infrastructure Advisory Committee and the Park Administrative Staff feels that the recommended Park Impact Fee of **\$4,122** are responsible fees for the recommended standards. The Noblesville Park Infrastructure Advisory Committee recommends acceptance of the fee by the Noblesville Parks and Recreation Board before being placed before the Noblesville Planning Commission and City Council for final adoption.

Adoption of these parks and recreation standards will ensure the continued delivery of quality parks and Recreation services for all of the Citizens of Noblesville.

Sincerely,

Noblesville Parks and Recreation  
City of Noblesville, Indiana

## Acknowledgements

### City of Noblesville Infrastructure Advisory Committee

#### Committee Members:

- Keith Blais, *Builder / Developer Representative*
- Kurt Meyer, *Real Estate Representative*
- Mike Maurovich, *Civil Engineer, Resident*
- Laurie Dyer, *Noblesville Board of Public Works*
- Steve Rogers, *AT&T, Noblesville Park Board*

#### Staff and Consultant Members

- Matt Light, *Deputy Mayor*
- Jim Hellmann, *Assistant City Engineer*
- Caleb Gutshall, *Planning Director*
- Chuck Lehman, *Lehman & Lehman, Inc. (Consultant)*

#### Mayor

- Chris Jensen

#### Deputy Mayor

- Matt Light

#### Common Council

- Mike Davis, *District 1*
- Todd Thurston, *District 2*
- Aaron Smith, *District 3*
- Mark Boice, *District 4*
- David Johnson, *District 5*
- Megan Wiles, *District 6, V.P.*
- Darren Peterson, *At Large, Pres.*
- Evan Elliott, *At Large*
- Pete Schwartz, *At Large*

#### Park Board

- Angie Sutton, *President*
- Steve Rogers, *Vice President*
- Wendy Stremlaw, *Secretary*
- Steve Butiste, *Member*
- Scott Noel, *Member*
- Christi Crosser, *School Board Representative*

#### Plan Commission

- Malinda Wilcox, *President*
- N. Scott Smith, *Vice President*
- Jim Hellmann, P.E., *Assistant City Engineer*
- Christine Albrechts-Cook
- Steve Cooke
- David Burtner
- Dr. Joe Forgey
- Gretchen Hanes
- Mark Boice
- Anita Rogers
- Angie Sutton

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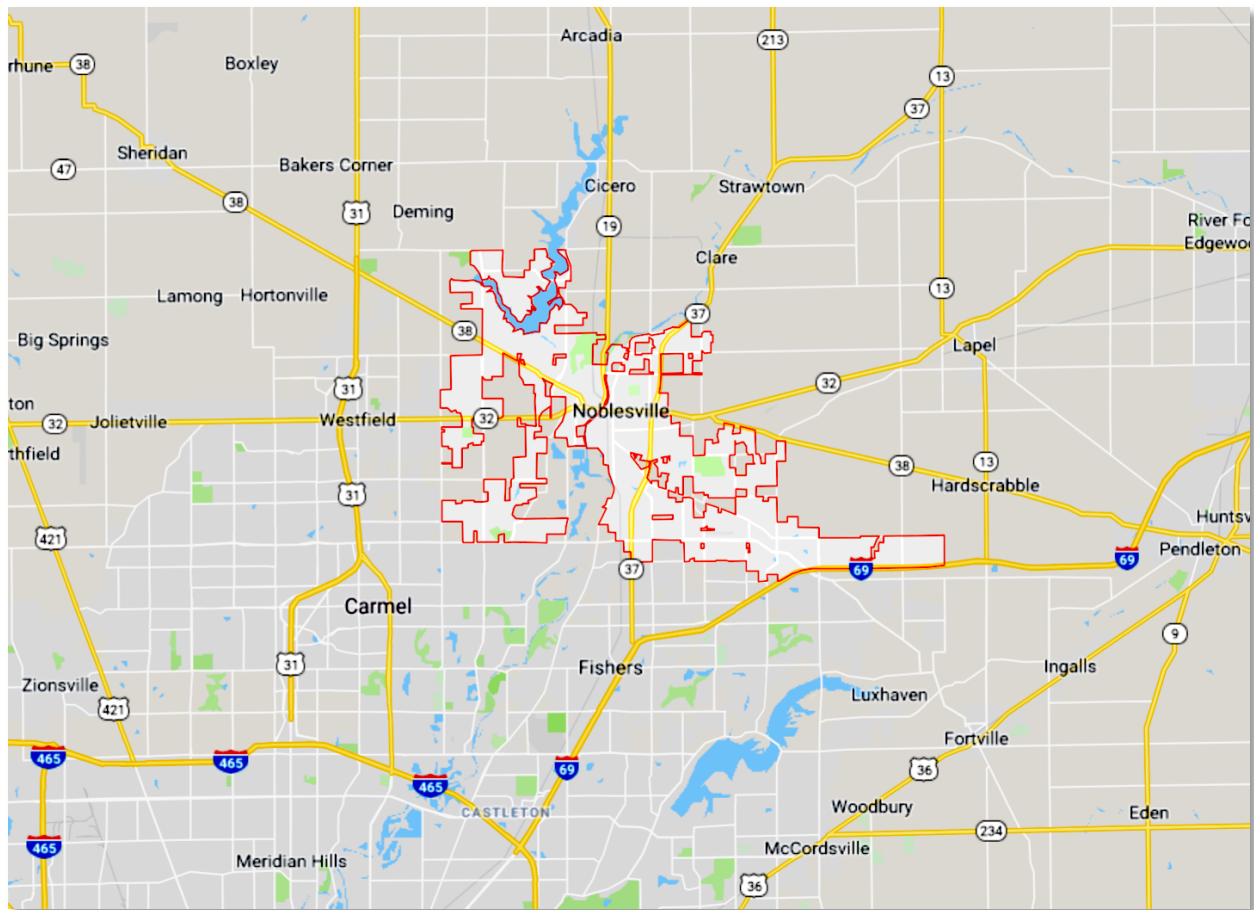
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# Noblesville Recreation Zone Improvement Plan Study

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*Regional context map of the City of Noblesville, Indiana*



## Executive Summary

### Background

The residential growth of the City of Noblesville and its surrounding area has, over the past decades, experienced significant growth in residential development. As a result, the public infrastructure systems (roads, drainage, water/sanitary utilities and parks) are, or will become, strained to keep pace with the demands placed on them.

In anticipation of these demands, the City of Noblesville is in the process of implementing and updating one of these public infrastructure systems by way of a Park Impact Fee Ordinance. Both the City's current *Comprehensive Plan 2020* and the *Parks and Recreation Master Plan Update (updated 2019)* have clearly indicated that the demand for recreational facilities will intensify because of the demographics of the growing population base. It is also recognized that a quality system of parks, green spaces and pathways/trails adds to the economic value and quality of life of the entire community.

The demands placed on the Park System by rapid growth have, and will, outpace the City's financial ability to provide the new and expanded facilities identified in the Parks and Recreation Master Plan. The current revenues are devoted almost entirely to maintaining and operating existing park facilities and programs. New sources of capital improvement revenue are needed. The Park Impact Fee Ordinance will continue to benefit the City and community in the future by keeping pace with the population growth while maintaining the level of adopted recreation standards. Keep in mind that this impact fee is a funding study which identifies park infrastructure priorities and components that could best fit the usage of Impact Fee Funding model. The priorities identified in the PIF study may not be the same as those found in the Park Five-Year Master Plan.

The Plan does acknowledge that the 2020 Census data will provide the basis for the data on population and demographics for the City. The City has provided the Consultant with updated population estimates that were used as part of this study analysis.

### History of Park Impact Fees

In 1991, the Indiana General Assembly passed an impact fee bill that created an alternative funding mechanism for infrastructure improvements in fast growing areas.

The essence of the legislation was to allow local governments the option of passing onto new residents the costs of building the new infrastructure expected by those same residents.

### Impact Fees Facts

#### Need for and Application of Impact Fees

- Best applied to Fast Growing Communities (or projected)
- Considered as an "Entrance Fee" for residents to build and live in the Community
- Funds are applied directly to the infrastructure needs caused by the growth

#### Different Types of Impact Fees

- Recreation, Roads, Water/Sanitary Utilities, and Drainage

#### Impact Fee Studies

- Cover 10-year projection period
- Must be updated, at a minimum, every five years
- Also used to define development standards

# Noblesville Recreation Zone Improvement Plan Study

## Benefits of Park Impact Fees

- Future residents pay for the increased demand on infrastructure services (defined as Community Level of Service)
- Current residents do not bear the burden of infrastructure expansion due to population growth
- Maintains quality of life as community grows

## Development Impact Fees

Development Impact Fees, as described by this Zone Improvement Plan (herein Plan), will shift part of the cost of new and expanded park facilities from the community at large to the new developments that are generating the need for those new and expanded facilities. ***Impact fees, however, cannot be used to finance the current needs of improvements required to raise the Current Level of Service to the Community Level of Service, hereafter referred to as "deficiencies."***



Impact fee logic has long been debated, discussed and endorsed by those who are involved in public finance. In 1991, the Indiana General Assembly enacted legislation [Indiana Code (IC) 36-7-4-1300] (see **Appendix A**) that enables localities to impose Development Impact Fees for certain types of infrastructure improvements, including park and recreational facilities. Among other things required of the locality, the legislation stipulates that:

- An Impact Fee Advisory Committee be appointed
- An Impact Fee Zone be established
- A Zone Improvement Plan be prepared
- An Impact Fee be determined and
- An Impact Fee Review Board be appointed

## Park Infrastructure (Impact Fee) Advisory Committee

The Mayor of Noblesville appointed a Park Impact Fee Advisory Committee in 2023. The Committee consisted of members of the Park Board, Real Estate and Developer representatives. City staff members of the Planning and Engineering Departments were included in addition to others appointed to fulfill statutory requirements. The Committee, listed on the acknowledgment page, met on several occasions to research and review data, to establish standards for park facilities, and to formulate the plan and strategies as described herein.

Although the City Council has jurisdiction only within the Noblesville City limits, the Committee concluded early in its deliberations that the Study Area of this Plan should include all of the Noblesville Planning Area Boundary (the same area as encompassed with its Comprehensive Plan) for the following reasons:

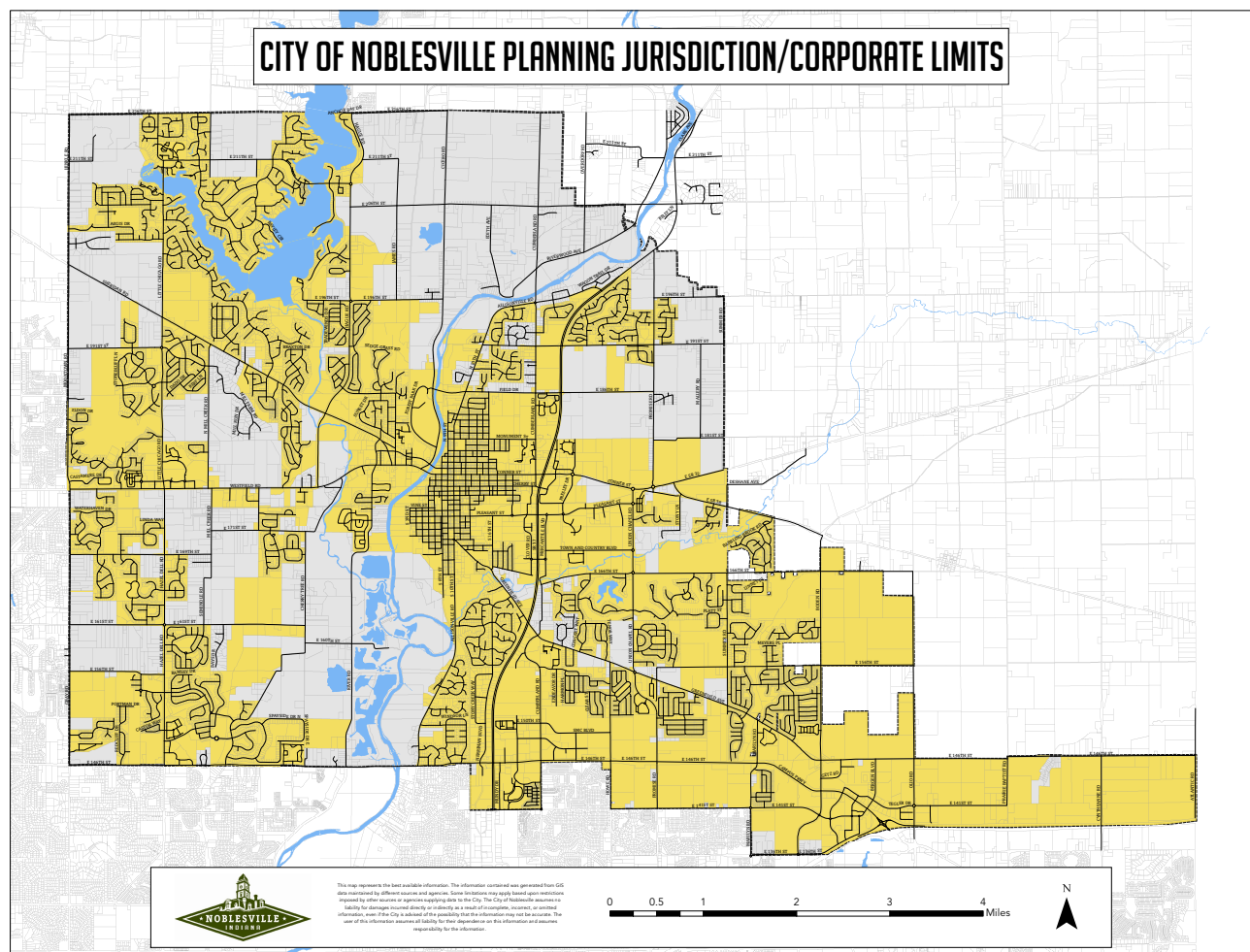
- It is reasonable to expect that some properties adjacent to the current corporate boundaries will become part of the City of Noblesville in the time frame of this study
- The City is continuing to grow into the planning area through voluntary annexation, and
- The City's entire land use planning area is within the future service area of the City

# Noblesville Recreation Zone Improvement Plan Study

## Impact Zone

Within the Study Area, the Advisory Committee recommended the establishment of a single (one) Impact Zone to coincide with the corporate and Comprehensive Planning boundary of the City as it continues to expand in the future through annexations. Thus, the Impact Zone is expected to expand through annexation until it encompasses the entire Planning Jurisdiction and future areas of annexation in Wayne Township within Hamilton County. More particularly the Impact Zone boundaries for the City of Noblesville are co-terminus with the existing corporate boundaries of the City. As such, boundaries may be extended from time to time through annexation, and over which boundaries the City exercises planning and zoning jurisdiction.

**Figure 1** is a map that shows the Study Area, which consists of Noblesville Planning Jurisdiction area and areas that may be annexed in the next five years which constitutes the boundary of the Impact Fee Zone. Also shown are the current corporate limits (in yellow).



**Figure 1 – Illustration the One Impact Zone in 2023 (source: City of Noblesville)**

# Noblesville Recreation Zone Improvement Plan Study

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## Zone Improvement Plan

The Zone Improvement Plan is described by this document and examines the existing park facilities, and determines the costs to (A) overcome existing deficiencies and (B) to meet future needs according to Community Level of Service standards.

## Impact Fee Review Board

As required by Indiana Code 36-7-4-1338, and before the Impact Fee is implemented, the City will establish an Impact Fee Review Board, consisting of Noblesville citizens. The law requires that the Impact Fee Review Board include one real estate broker and one engineer, both licensed in Indiana, and one certified public accountant.

## Other Planning Efforts Acknowledged in this Plan

As stated above, the City has previously adopted and updated its Comprehensive Plan and the Parks and Recreation Master Plan is in the process of being completed. The City of Noblesville has adopted the "Noblesville Alternative Transportation Enhancement Master Plan," otherwise known as the NAT Plan. This plan references the existing and proposed trails throughout the study area and is currently being updated.

This Park Impact Fee study acknowledges the City's Comprehensive Plan, Parks and Recreation Master Plan Update, and the NAT – Trails and Greenways Master Plan as constituting the vision for the City and its park system. The Impact Fee recommended in this Plan is a financial strategy that will help achieve that vision.

## Conclusions

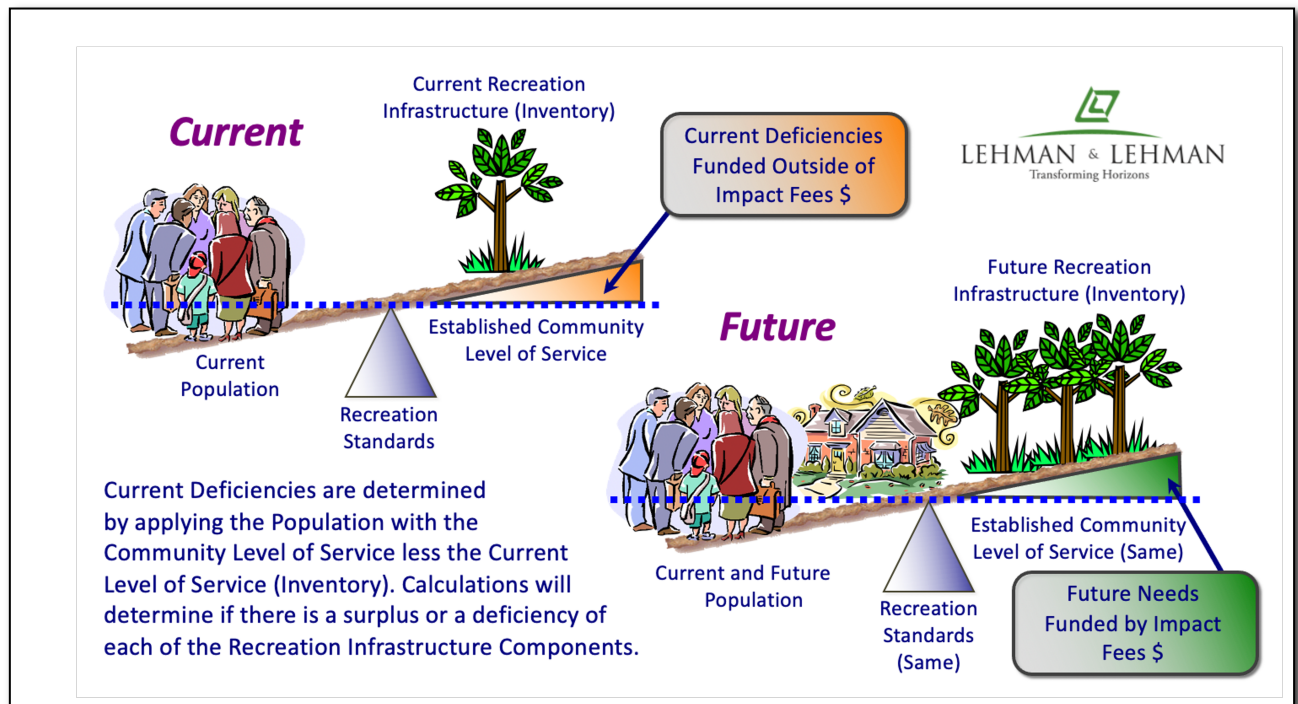
1. The Park Impact Fee Advisory Committee recommends to the City of Noblesville that a new Park Impact Fee (PIF) Ordinance be adopted instituting a new Park Impact Fee of **\$4,122**. It is also recommended that an annual inflation rate be factored into the impact fee amount.
2. Following the State Code [IC 36-7-4-1340(a)], Park Impact Fee collection will start six months after approval of the ordinance. The funds collected will be kept in a "Park Impact Fee" line item of the City's Budget.
3. The Park Impact Fee Advisory Committee did recommend an annual adjustment (i.e. *Gross Domestic Product* annual figure or fixed percentage) factored into the impact fee amount. The Advisory Committee also recommended the application of a Housing Equivalent adjustment. The Advisory Committee noted both of these Park Impact Fee adjustments as part of the study but deferred a decision in applying these adjustments to the Plan Commission and/or the City Council.
4. The City of Noblesville should establish criteria, as policy, for the acceptance of land donations for park use and/or open space. Also, the City of Noblesville, through its Parks Department, will address, annually, the distribution priorities of the Park Impact Fee revenues.
5. The City's Park and Recreation Master Plan Update as well as the Noblesville Alternative Transportation Master Plan Update should reflect the standards and goals established as part of this study.
6. Collection of the Park Impact Fee will occur when residential building permits are pulled. As an option, payments can be established using an installment plan as per IC 36-7-4-1324.
7. Reporting of Park Impact Fee's transactions will be done annually noting Park Impact Fees collected and the disbursements for recreation infrastructure components used as part of the impact fee calculations used during the Park Impact Fee ordinance period.
8. A new Park Impact Fee update study will be considered annually but the update study should begin at the end the fourth year of the Park Impact Fee ordinance allowing time for there to be a smooth transition between the retiring ordinance and the newly adopted ordinance.

# Park Impact Fee Study Process

The process of defining a Park Impact Fee for a community involves a series of steps. Those steps include the following:

1. Establish the Park Impact Fee Advisory Committee
2. Define the Impact Zone
3. Collect current census populations and trends
4. Inventory the current recreation infrastructure for land and facilities (Current Level of Service)
5. Establish Community Level of Service for recreation land and facilities
6. Analyze housing building permits and trends (both inside City limits and within the planning area)
7. Analyze current deficiencies and 10-year infrastructure needs based on Community Level of Service and projected population forecasts
8. Determine costs for meeting current deficiencies and future needs based on Community Level of Service
9. **Park Impact Fee = Future Recreation Infrastructure Need Costs / Projected 10-year Residential Building Permits (As per IC 36-7-4-1321 which states that the Impact Fee = Impact Costs – Non-Local Revenues – Impact Deductions / 10-Year Forecast Building Permits)**
10. Prepare a Zone Improvement Plan
11. Recommendations to the Park Board and the Plan Commission
12. Ordinance for City Council's Review and Adoption

Figure 2 – Community Level of Service Illustration



## Population and Residential Development Trends

The City of Noblesville and the surrounding planning jurisdiction area have experienced the most significant population growth in the state. The current growth rate of residential development within the City of Noblesville (as well as most of Indiana) was slowed and impacted by the 2007-2009 economic conditions. Since then the City has continue to grow almost back to its pace prior to the downturn. It is still anticipated that residential development will continue over the next 10 years. This study will look at various sources to determine the new residential growth rate over the next ten years. Keep in mind that these projections will be reviewed and updated when this Zone Improvement Plan is updated in the next five years per IC 36-7-4-1340(b) along with the 2020 Census.

During the course of this study the Consultant worked closely with the City Planning Department to review upcoming residential developments in both Noblesville Planning Jurisdiction as well as existing developments where growth remains.

### Trends in Residential Building Permits History

Various population projection resources were reviewed including that of the Building Department and U.S. Census, past twenty-year trends in new residential building permits, as well as another population growth model discussed below. **Figure 3** (below) illustrates Noblesville's Growth History in residential building permits per year between the years 1996 to 2023. The last five-year average (2019 to 2023) was 892 residential building permits per year. Applying the 2.64 persons per household (2020 Census), this annual average of 892 residential building permits would equal an average of 2,356 persons per year.

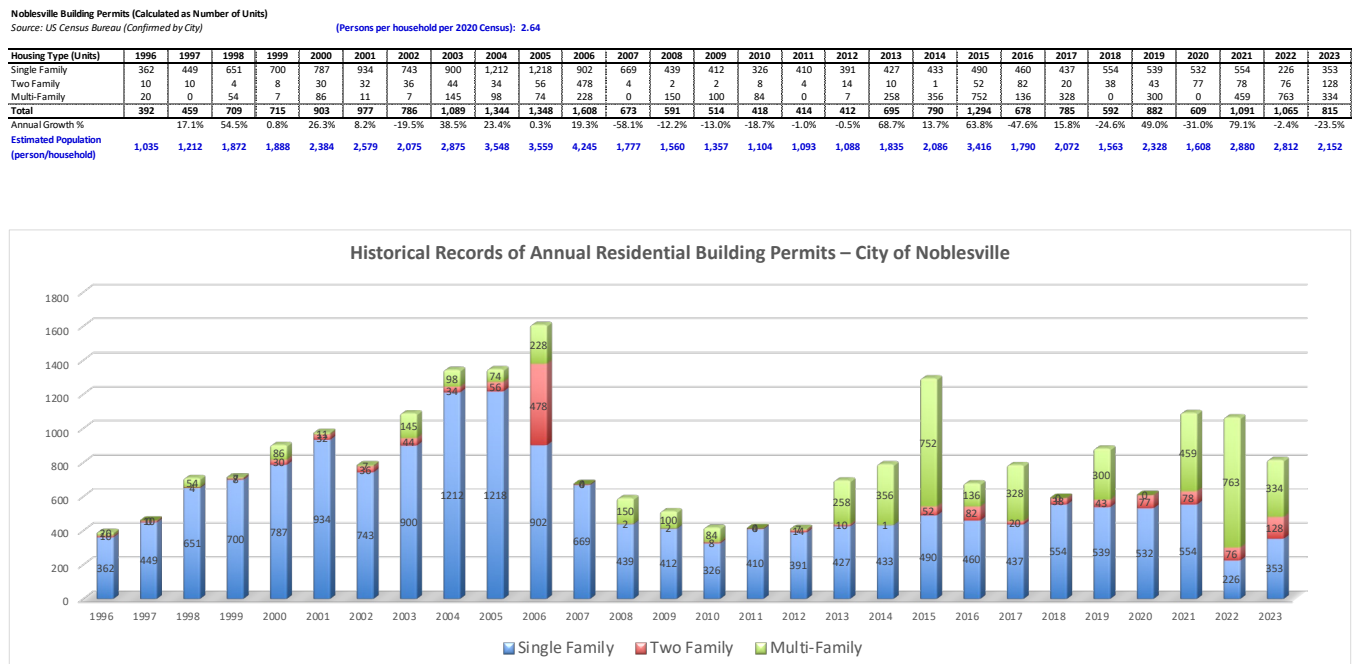


Figure 3 – Noblesville Residential Growth History

# Noblesville Recreation Zone Improvement Plan Study

The following Figure 4 illustrates the total Annual New Residential Building Permits along with a Trend line.

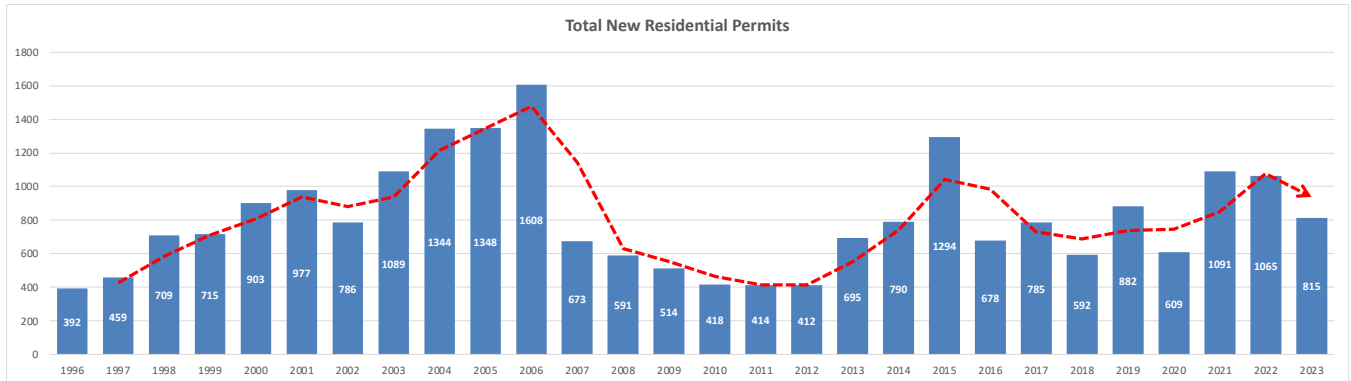


Figure 4 – Noblesville Residential Growth History with Trend Line

## Residential Growth Strategies

Future Growth of the City will follow the land use patterns and zoning densities as per the City's Comprehensive Plan. The following figures illustrate the proposed land use plans for the Comprehensive Planning Boundary and the proposed land uses for the current corporate limits. Below is **Figure 5** – is the Future Land Use Plan for Noblesville from the 2020 Comprehensive Plan.

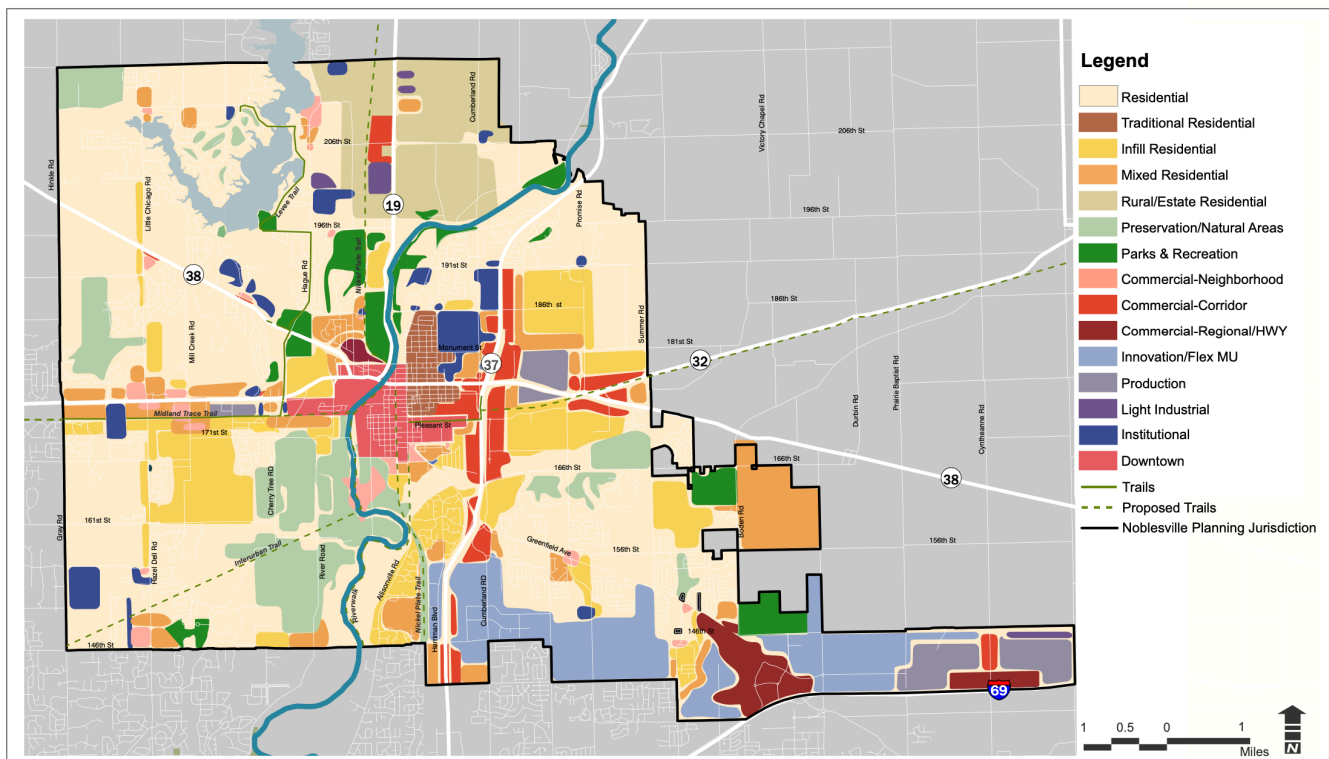


Figure 5 – City of Noblesville Future Land Use Plan (source: City of Noblesville 2020 Comp. Plan)