

# COMPREHENSIVE MASTER PLAN

GUIDELINES FOR  
COMMUNITY GROWTH & CHANGE

Includes **2003** Update

Prepared by: Camiros, LTD  
November 1995

Update Prepared by: Noblesville Planning Department  
August 2003



# COMPREHENSIVE MASTER PLAN for the City of Noblesville, Indiana

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# 1: A PLAN FOR NOBLESVILLE

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*Adopted by Noblesville Common Council and Plan Commission, effective November 20, 1995*

Noblesville is a special place. It has notable historic landmarks and areas of undisturbed nature. It has neighborhoods both old and new. It has local businesses which have been in the community for many years, and others which are relatively new. But perhaps the biggest influence on Noblesville right now is its location on the brink of Indianapolis' fast-growing north side.

In early 1993, the City of Noblesville looked at its combination of special characteristics, contrasted those with the rapid suburbanization coming its way, and realized that some kind of plan was needed. While not wanting to discourage growth, the City was concerned that its special characteristics be protected. Noblesville would need to have a vision for the new future which was unfolding, and specific steps for how to reach that vision.

To determine the collective vision of its residents the City of Noblesville embarked on a two-year process called "Benchmarking". The process began with an evaluation of the participants' likes and dislikes. This was followed by three major phases: 1) the articulation of goals, 2) the establishment of benchmarks by which goal attainment could be evaluated, and 3) the development of strategies by which the goals and benchmarks could be attained. In effect, the Benchmarking process set up the framework to turn Noblesville's visions into realities.

Inherent to achieving the vision is addressing the land use issues that Noblesville is currently facing. These included accommodating anticipated growth, allocating land use activities, respecting environmental resources, and managing infrastructure.

Because the land use plan is based on the Benchmarking process it is a reflection of what Noblesville citizens want. Every concept in the plan is a building block necessary to reach the community's Goals, Benchmarks, and Strategies. Some of the guiding concepts of the plan are growth by neighborhoods instead of by subdivisions, village commercial centers, an employment-generating Corporate Campus, and a system of greenways. Without following the concepts herein, and the actions necessary to achieve them, the city will probably not be able to achieve its goals and benchmarks.

The City of Noblesville Comprehensive Master Plan is not an ordinance. It is, however, adopted policy recognized by law. It is a guide for making decisions relating to land use, public investments and services, and fiscal priorities. Most importantly it is a document reflecting the long-range goals the people of Noblesville have established for the city and the surrounding township, particularly with regards to how and when the land is used.

Ultimately, the implementation of the Comprehensive Master Plan requires the acceptance that Noblesville's future is affected by both personal and community actions. The individual decisions of each landowner, developer and resident affects the whole community. Municipal actions taken through zoning, service provision and public investments will also effect the lives of each citizen.

## 2: KEY ISSUES FOR THE PLAN

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A plan is a design for future action. It is a tool. However, to be effective, it must reflect what is existing as well as what is desired. The Noblesville Comprehensive Master Plan recognizes that the historic evolution of the community, its land use features, and its environmental resources are a foundation for developing proposals for the future. This chapter summarizes the characteristics of that foundation, as well as the issues or future needs which should be addressed through the plan. It is organized into four sections which discuss four key issues or “needs”:

1. The need to understand the amount of growth;
2. The need to accommodate the land use demands of growth;
3. The need to manage growth so as to respect environmental resources; and
4. The need to manage and provide the infrastructure for growth.

### UNDERSTANDING ANTICIPATED GROWTH

Noblesville has been a dynamic community nearly since its conception. Recent growth, however, has far exceeded any in Noblesville’s past. Understanding the magnitude of anticipated growth in terms of Noblesville’s present context is an important prelude for planning its future.

#### Historical Overview of Noblesville and Noblesville Township

The City of Noblesville is located in Noblesville Township in the geographic center of Hamilton County, Indiana. The planning area for the Comprehensive Master Plan is Noblesville Township. Hamilton County is the county directly north of Indianapolis. Noblesville is approximately 20 minutes northeast of Indianapolis and is within the Indianapolis Standard Metropolitan Area. State Routes 37, 32, 38, and 19 intersect here. Access is also provided by Interstate 69 from the southeast and US Highway 31 from the west.

Noblesville township is naturally divided into four quadrants of similar shape and size by the intersection of State Highway 32/38, which runs east to west, and the White River, which runs north to south.

The river is surrounded by many acres of wooded floodplain and contributes to the rolling topography through the center of the township. Areas on the eastern and western edges of the township are less affected by the river, are flatter, and contain mostly farmland. Morse Reservoir is found in the northwest portion of Noblesville Township, and is used for water retention and recreation.

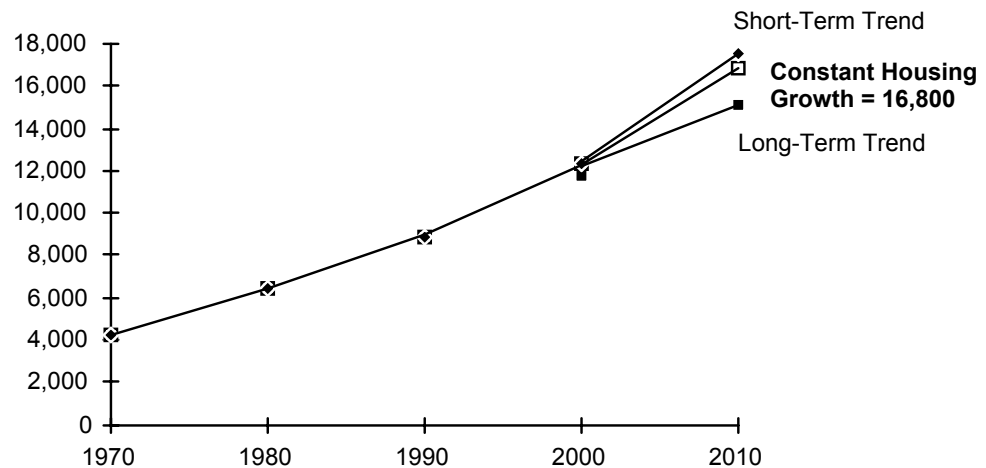
Noblesville was settled in the early 1830s by William Conner, whose homestead is now the site of Conner Prairie Pioneer Settlement, an outdoor living history museum that portrays life in 1836 Hamilton County, Indiana. Noblesville benefited from its location on the White River and its close proximity to Indianapolis to become an active trading center and, later, the county seat of Hamilton County.

## Housing and Population

Noblesville's growth in recent years, and its projected growth for the future, is best illustrated in its housing starts and population increases. Figure 1 illustrates Noblesville's recent housing start trends and projections.

Figure 1 shows that Noblesville has been in a growth spurt at least since 1970, but in recent years it has grown even more quickly. The actual rate of future housing growth will probably be somewhere between these long- and short-term growth trends. Based on these trends, Noblesville is projected to have a total of 16,800 housing units by 2010, about 7,900 more than the current figure of 8,900.

**Figure 1. Noblesville Township Housing Trends and Projections  
(in Housing Units)**



Source: U.S. Department of Commerce, Bureau of the Census  
Camiros, Ltd.

There is a quantifiable relationship between the number of housing units in a community and its total population. Based on the housing trends and projections shown above, the following population projections are forecast for Noblesville:

**Table 1. Noblesville Township Population Projections**

	Housing Units	Population
1990	8,900	22,000
2010	16,800	41,500
Township 50% Built-Out	26,100	64,500
Township 100% Built-Out	58,800	96,150

Source: U.S. Department of Commerce, Bureau of the Census  
Camiros, Ltd.

Table 1 shows that if Noblesville has 16,800 housing units in 2010, it can support a total population of about 41,500 people. At a point when half of the entire township is developed (about 15,000 acres), it can support about 26,100 housing units and 64,500 people. If the entire township were developed, it would hold about 58,800 housing units and 96,150 people. *Updates to the housing projection numbers are contained in Appendix A – Demographic Information.*

Of all housing units in Noblesville Township, only 10% are multi-family units. The remaining single family units were analyzed based on 1994 home sales. While not scientific, nor as detailed as a true market study, the results indicate that there is currently a market in Noblesville for single family homes of many types and price ranges.

If these trends continue, the amount of multifamily housing would probably be insufficient for the future market. In general, more families are expected to choose smaller, low-maintenance, multifamily homes in the future. However, the distribution of all single family housing types and prices would probably be unchanged, as shown in Table 2.

**Table 2. Distribution of Noblesville Township Single Family Home Sales by Type and Price Range (generalized)**

Type	Price	% of 1994 Sales and Projected % of Future Sales
Estate Lots	\$250,000+	5%
Suburban Custom	\$250,000+	10%
Semi-Custom or High-End Production	\$150,000-250,000	15%
Production	\$100,000 - 150,000	50%
Affordable Production & Patio Homes	Less than \$100,000	20%

*Source: Multiple Listings Service (MLS) Real Estate Database  
Camiros, Ltd.*

*Updates to the Housing and Population section are located in Appendix A – Master Plan Section Updates.*

## ACCOMMODATING THE LAND USE DEMANDS

Realizing that growth is coming, Noblesville needs to plan for where and when that growth should be allocated. The following discussion describes Noblesville's current land use conditions and factors for allocating new development.

### Existing Land Use

Noblesville most distinctive feature is its downtown, which still maintains the character of an Indiana county seat and trading center. The town center is dominated by a historic courthouse which is surrounded by a square of wide streets and active storefronts. Surrounding streets lead to a variety of vital residential neighborhoods including the historic Logan Street neighborhood.

The largest percentage of land outside the downtown and throughout the township is in residential use. There are a variety of home types in Noblesville and Noblesville Township, ranging from clapboard bungalows to new suburban lakefront homes to large countryside estates. The homes also vary widely in maintenance and price. The Pleasant Street neighborhood south of downtown may be a candidate for some restoration and redevelopment. The variety in home prices is a benefit to Noblesville, because it permits a diversity of family incomes.

Commercial areas exist in the traditional downtown; in the expanding highway oriented, regional serving commercial uses on SR 37 east of town and on SR 32 west of town; and south of downtown along 10th Street. While most downtown businesses are located in older, attached storefronts, the highway-oriented businesses are typically located in strip-type shopping centers.

Noblesville's primary industrial uses are located in an industrial park in the southeast portion of the township along the west side of SR 37. This park, which consists of warehouse-style buildings, is nearly built to capacity. Others industrial uses are found south of downtown on the west side of 10th Street and on scattered sites throughout the community. Most of Noblesville's industrial uses would be classified as "light industrial". Examples include businesses for glass cutting and distribution and the sale of building supplies and lighting fixtures.

Institutional uses represent a significant portion of the city and tend to be clustered together. Downtown Noblesville is home to Hamilton County government services. The public library, the jail, and a new high school (still under construction) are located in close proximity, just northeast of downtown. The existing high school, middle school, and an elementary school are also close by.

Agriculture is the dominant land use around the perimeter of the township. This includes the occasional farmhouse or countryside estate. Also found in the outlying areas are a number of surface mines from which gravel and sand are extracted.

*An Existing Land Use Map showing existing land use patterns in the township is contained in Appendix B – Comprehensive Master Plan Maps. Table 3 shows the existing, as well as projected, land use distribution in Noblesville Township.*

*An update to the Existing Land Use section is located in Appendix A – Master Plan Section Updates.*

## Trends-Based Scenarios for Land Use Growth and Distribution

Given Noblesville's recent growth in housing starts and population, certain scenarios could be projected for the township's land use growth and distribution. Table 3 describes a scenario for what Noblesville could become if present trends continue into the future. It illustrates the amount of land which is vacant or in agricultural use compared to the amount of developed land, the distribution of all land uses, the number of housing units, and the estimated population that the scenario could support. Data is given for 1) the existing land use distribution, 2) the point when the township is 50% built-out, and 3) an end-state when the township is assumed to be completely built-out.

Column one shows the existing distribution of land uses in the township. Sixty-two percent of Noblesville Township is vacant or agricultural. The remaining land uses are residential (24%), Industrial/Commercial/Service (6%), Infrastructure such as roads, etc. (4%), and Recreational (5%), for a total of 38% developed land. Noblesville Township currently has 8,900 housing units and a population of about 22,000.

Column two assumes that the trends in Noblesville's growth will continue. The amount of land in each land use category has been gradually changing over time. If that change were to continue, the distribution of land uses in 2010 would be Agricultural/Undeveloped 50%, Residential 32%, Industrial/Commercial/Service 7%, Infrastructure 5%, and Recreational 6%. This represents a total of 50% of the township developed. The Benchmarking Committee studied this scenario to discuss whether this land use distribution is appropriate for Noblesville. In the end they decided it was not, and the ratios which they did recommend are found in Part 3, "Benchmarking and the Plan."

**Table 3. Trends in Land Use Growth and Distribution**

	<b>Column 1. Existing</b>		<b>Column 2. No Change in Land Use Distribution (Township 50% Built-Out)</b>		<b>Column 3. Change in Land Use Distribution, but No Growth Management (Township 100% Built-out)</b>	
	<b>% of Total</b>	<b>Acres</b>	<b>% of Total</b>	<b>Acres</b>	<b>% of Total</b>	<b>Acres</b>
<b>Acres (Total)</b>	100%	31,360	100%	31,360	100%	31,360
<i>Agricultural/ Undeveloped:</i>	62%	19,580	50%	15,680	0%	0
<i>Developed:</i>	38%	11,780	50%	15,680	100%	31,360
Residential	24%	7,418	32%	10,035	60%	18,816
Industrial/ Commercial/ Service	6%	1,755	7%	2,195	17%	5,331
Infrastructure	4%	1,174	5%	1,568	9%	2,822
Recreational	5%	1,432	6%	1,882	13%	4,077
<b>Housing Units</b>	-	8,900	-	26,100	-	58,838
<b>Population</b>	-	22,000	-	63,500	-	96,150

*Source: City of Noblesville  
Camiro, Ltd.*

Column three assumes that the ratios recommended by the Benchmarking Committee were implemented, but that they were not completely adhered to and all of the agricultural or undeveloped land in the township was allowed to develop. While the percentage of each land use increased, their proportion to one another remained the same. This would result in over 18,000 acres of residential land, a number that would support a population of nearly 100,000.

This study is important to illustrate how Noblesville could develop without any changes in land use policy, or if changes in land use policy are not fully implemented. Ways to control how Noblesville can develop will be discussed under “Managing Infrastructure” and throughout the plan.

## **Existing Zoning**

The current planning area for the City of Noblesville comprises all of Noblesville Township. The City of Noblesville has legal jurisdiction regarding land use matters within the following areas: 1) its incorporated area, 2) other areas within two miles of the city, and 3) areas within the adjacent Delaware and Fall Creek Townships which are not incorporated into any other city or town. The City does not have legal jurisdiction over those parts of Noblesville Township which are unincorporated and outside of the two mile boundary. It is anticipated that as areas around Noblesville develop, be they located within or adjacent to Noblesville Township, they will become incorporated with the city.

The existing zoning districts throughout the City and Township generally follow the land use patterns described above. Most conform to the concept of buffering a high intensity use with moderate intensity uses, rather than having low- and high-intensity uses side by side. However, there are some instances of incompatible zoning, in which an industrial use may be found next to a residential use.

An interesting fact about zoning in Noblesville is that there is no agricultural zoning district; the lowest intensity zoning is residential. This means that any land in the planning area could presently be developed with a home or an entire subdivision, representing a serious growth issue.

## **Other No-Change Factors**

In addition to the number of acres developed, housing units constructed, or population projected, other aspects of Noblesville’s current growth trends also contribute to its resource framework. The following are characteristics of some recent development in Noblesville. These characteristics could continue in further development if not checked by land use policy changes:

- non-contiguous development, leading to gaps in the community fabric
- many small commercial centers
- lack of employment opportunities within Noblesville
- lack of enough adequate recreational opportunities for all residents.
- continued traffic problems from the southern city boundary to SR 32 and from the eastern half to the western half of Noblesville
- frequent development in the floodplain, resulting in flooding and septic failures
- larger, more expensive new home construction, leading to an imbalance in Noblesville’s socioeconomic make-up
- continued degradation of older neighborhoods
- location of community resources, such as sewer extensions, without regards to their costs
- loss of community character and neighborhood feeling.

By virtue of the Benchmarking Process, the people of Noblesville have communicated that they do not want development to continue in this fashion. The slogan for the process was, in

fact, “Changing Business As Usual”. The goals that the Benchmarking Committee formulated for changing business are outlined in “Benchmarking and the Plan”.

## **RESPECTING ENVIRONMENTAL RESOURCES**

A distinctive feature of Noblesville is its broad ranging and beautiful natural resources. Some of these will be issues in the plan because they are constraints to development, such as the floodplain and areas of poor soils. Others are at issue because they need to be preserved, such as the many acres of woodland surrounding the river. A detailed analysis of critical environmental areas in Noblesville is found in the **Critical Environmental Areas Plan** (Center 1994). Significant environmental issues are summarized below. *An Environmental Features map displaying the critical environmental areas is contained in Appendix B – Comprehensive Master Plan Maps.*

### **Surface Water**

The White River flows north to south through the center of the Noblesville Township. The City of Noblesville lies wholly within the White River’s watershed and is drained predominately by the White River, Cicero Creek, and Stony Creek. Morse Reservoir, located in the northwestern portion of the township, is created by a dam of the Cicero Creek. The river is a dominant form-giver to Noblesville Township and lends much character to the area. It tends to divide the township into eastern and western halves, as described in Figure 1, and also affects the local topography.

### **100-Year Floodplains**

For the purpose of this report, floodplains are defined as those lands subject to inundation by 100-year frequency floods, excluding stream channels and lake beds. All of the floodplains in Noblesville Township are associated with the White River drainage basin and include lands adjacent to Stony Creek and Cicero Creek. Floodplains make up over 3,000 acres of Noblesville Township and are a significant development constraint. The Benchmarking effort urges that building in the floodplain be avoided, and that the floodplains be used for recreational use and greenspace, instead.

### **Woodlands**

Woodlands are located primarily along the floodplains and on scattered sites throughout the township. The Benchmarking effort indicated that an important goal is to preserve all existing woodlands.

### **Soils**

Soil types affect land use planning because certain types are more suitable for development than others. Most soils in Noblesville are suitable for development, with the exception of the southwest quadrant of the township. That area is plagued by soils which do not easily support roads, sewers, or foundations and thus create significant additional cost constraints for development.



## MANAGING INFRASTRUCTURE

Accommodating and allocating anticipated growth is dependent, in part, upon managing infrastructure. The following section explains how. Three key areas of infrastructure investment are wastewater, stormwater and transportation.

### Wastewater

One of the primary factors in locating new development is the presence of sewer service. Noblesville's sewer service capacity is based on two factors: the capacity of the wastewater treatment plant, and the location of underground sewer lines.

Noblesville's wastewater treatment plant has been designed for construction in three phases. Phase One, the only phase currently constructed, serves a capacity of five million gallons per day. Phases Two and Three, once constructed, would each serve an additional five million gallons per day, for a total of fifteen million gallons per day. This is estimated as enough capacity to serve the entire township at total build-out with sewer service.

Noblesville's existing sewer lines also have a great deal of capacity. A basic sewer plan prepared by HNTB consultants shows existing and possible sewer extensions by watershed area. When a sewer line is extended into a new watershed, it is able to service the entire watershed. Therefore the new Sly Run sewer main will open up for development 5,300 acres in the northwest quadrant of the township, along the SR 38 corridor. Another new main, east of SR 37 at about 191st Street, has begun to open up 1,900 acres of that corridor for development.

Locating new sewer lines depends upon more than just the capacity of the treatment plant. The expense of crossing under the river is another constraint to locating sewer lines. An analysis of these factors indicates that some areas of Noblesville township are simply more suitable than others for the extension of sewers. The southwest quadrant of the township, for example, is least suitable for sewers. It has poor soils and would require the expenses of crossing under the river. Areas east of SR 37, on the other hand, can easily and inexpensively support sewers.

Given the capacity of Noblesville to support development with its existing sewer lines, care should be given as to extending new lines into unsuitable areas. Allowing sewer lines, and development, to occur in areas with poor soils will create long-term maintenance problems for the City. Indiscriminately allowing sewer lines, and development, raises serious growth management concerns which will be discussed further in "Establishing Limits to Growth" under Part 4.

*An update to the Wastewater section is located in Appendix A – Master Plan Section Updates.*

### Stormwater

Stormwater drainage in downtown Noblesville has traditionally been accomplished through the use of combined sewers for its stormwater and wastewater treatment needs. Newer developments on the outskirts of town accomplish their stormwater drainage needs with the construction of individual detention ponds and with conventional storm sewers. The benefits and constraints of these systems, as well as with other existing conditions related to stormwater management, are discussed in the **Critical Environmental Areas Plan** (Center, 1994), or CEAP.

The CEAP describes in detail the importance of our water, land, and air resources. Many people do not realize the extent to which water and land resources are related to each other and to stormwater management. A major source of water contamination in Noblesville, for

example, is through construction-related erosion which runs off into the streams as sedimentation. Not only can sedimentation increase the risk of flooding by blocking natural drainage channels, but the stream may become contaminated by contaminated soils. Flooding and contamination can sometimes also result from water which has run off of roads and buildings. Therefore, the existing conditions applicable to stormwater drainage in Noblesville include the quality of existing surface and groundwater, the magnitude and frequency of flooding, and the extent of erosion.

The CEAP reports much of the surface water in Noblesville to be of poor quality. The following surface water problems are related to poor stormwater management: the presence of combined sewers in parts of the downtown, industrial runoff, and construction-related erosion. Flooding is known to be a problem in Noblesville ever since the 1990 flood. Erosion has also been a problem, with as many as 36 cases reported to the Noblesville Department of Engineering in 1993.

Regarding future stormwater management considerations, the CEAP has this to say: "Currently, there is limited treatment of stormwater in Noblesville through retention ponds, so the majority of water is allowed to flow directly into the White River. While stormwater is not known to be a major source of pollution, as the city grows and additional stormwater is collected, it could begin to significantly impact the quality of the White River."

The goals of stormwater management, therefore, are to reduce: 1) erosion, 2) flooding, and 3) contamination of the water supply. While the CEAP recommends several business and environmental regulations for protecting our land and water, the stormwater management plan of this Comprehensive Master Plan focuses on those regulations related to land use decisions.

## **Transportation**

Transportation in Noblesville is focused upon State Road 37, which runs along the eastern border of the city. Highway 37 runs south to Indianapolis and north to Marion, Indiana. Noblesville is also accessed by SR 238, which runs to the southeast out of Noblesville where it intersects Interstate 69. State highways 32 and 38 converge near the eastern border of the township and run contiguously through the center of town. West of the river, they diverge again. SR 32 continues to run due west, eventually intersecting US Highway 31 in the Town of Westfield. SR 38 turns north, leading to the Morse Reservoir and its surrounding development. State Highway 19 also intersects SR 32 west of the River, running north to the towns of Cicero, Tipton, and Kokomo.

Within Noblesville, traffic uses Conner Street (SR 32 east-west), Logan Street (east-west, one block north of Conner), and Tenth Street (north-south, Allisonville Road outside of downtown). Connecting these roadways and providing access through the community and out to outlying areas are Pleasant Street, Cumberland Road, Ninth Street, and SR 38.

In the township, major roads tend to be located at one-mile intervals along the section lines. The number of east-west roads is restricted by the need to bridge the White River. The only east-west roads continuous throughout the township are 146th Street, Connor Street (SR 32/38), and 206th Street. Logan Street also has a bridge which was improved in 1980 to better move traffic within the city. In 1991, Logan Street was extended east of the river to SR 38, an improvement which has alleviated a great deal of the traffic on Conner Street. A remaining problem, however, is the truck traffic that uses Conner Street as its primary east-west route.

The lack of continuous east-west streets in the township is a significant problem for the existing thoroughfare system. Although the existing number of through streets with bridges appears to be adequate, there are still several discontinuous roads on both sides of the river which need better connections.

Another need is for quality north-south streets. Noblesville Township's primary north-south arterials are Cicero Road, Allisonville Road (10th Street), Cumberland Road, River Road, Hazel Dell/Little Chicago, and Hinkle Road. By using any of these streets, a driver has adequate access to Indianapolis, a primary destination for Noblesville residents. However, the growth of Noblesville has taxed the capacity of most of these streets. To support such heavy use they need to be widened and improved.

Attention should also be given to how Noblesville's primary streets greet the driver. For example, 146th Street could be a major southern gateway to Noblesville with physical and aesthetic improvements. Gateways could also be developed west of town on SR 32, north of town on SR 37, and east of town on SR 38.

### 3: BENCHMARKING AND THE PLAN

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The conflicts between Noblesville's existing resources and its rapid growth create several issues for which the City of Noblesville is understandably concerned. As the land use growth and distribution analysis points out, uncontrolled growth could threaten Noblesville's small-town atmosphere. To define a new vision for Noblesville in this time of growth, the City embarked on a process called Benchmarking.

Benchmarking provides a necessary framework for the land use plan by answering how the plan is to address the key issues facing Noblesville today. The Benchmarking process described: 1) the community's goals, 2) benchmarks for measuring goal attainment, and 3) strategies for achieving the goals.

The land use plan does not address all forty-seven goals, all one hundred ninety-five benchmarks, or all of the two hundred sixty-six strategies. Those regarding "Economy" and "People", for example, are particularly difficult to address in the land use plan. The land use plan focuses the attention of the city where the goals/benchmarks/strategies can be met through physical planning measures.

#### GOALS

The following goals are broad-based statements of community values and desires to be used to guide future decision making in the city. They provide a framework for more specific policies and *strategies*. Because they are a reflection of the opinions and general consensus of the community, as collected by the City of Noblesville during the Benchmarking process, the City can be assured that any decisions based on the goals will be in the public interest.

Figures 2, 3, and 4 illustrate Noblesville's Overarching Goals as well as the list of subgoals for each category: Land, Economy, and People. Several Land and Economy subgoals have been pinpointed as priorities. However, the remaining subgoals are also important in guiding the plan.

**Figure 2. Noblesville Goals for LAND**

## **Land**

**Overarching Goal:** Retain and Enhance our Distinctive Small Town Atmosphere

**Subgoals:**

*Priorities*

Control the pattern of growth in Noblesville.

Net assessed valuation should grow at a faster rate than the cost of providing services.

Industrial/Commercial growth is to be pursued if it supports the value, character, and place tests established as a part of Noblesville Benchmarking.

*Remaining Subgoals*

Reduce the risk of flooding.

No net loss of flood-fringe volume.

Increase the use of the floodplain for recreational use and greenspace.

Reduce nonrecreational development in the floodplain.

Protect and improve our environment.

Provide adequate greenspace.

Reduce hazardous waste risks in the community.

Identify and protect the community's critical assets.

(a) Environmental

(b) Historical

(c) Nonhistorical, unique physical

Local interests are encouraged to be involved in negotiating the appearance of growth.

Traffic congestion should be restricted to currently accepted Federal Standard "C".

Traffic/road location decisions should be sensitive to local business needs.

Create and maintain a fair level of service to all of Noblesville.

*Source: Final Benchmarking Report (Center 1994)*

**Figure 3. Noblesville Goals for ECONOMY**

## **Economy**

**Overarching Goal:** Expand and Support a Diverse Business Community

**Subgoals:**

*Priorities*

Business attraction and support activities shall center upon business which increases assessed value and makes minimum demands on public services.

Create a Comprehensive Master Plan. Consider the following uses: residential, industrial, business, open space, parks and recreation, agricultural and historic districts.

Pursue a marketing strategy for the community that retains the goals of the Benchmarking process.

A community direction for expanding businesses in Noblesville should focus on attracting small business.

*Remaining Subgoals*

The community direction for expanding business in Noblesville should focus upon those industries which feed the needs of existing businesses within the city and whose presence will stop dollars from leaving the county.

A community direction for expanding business in Noblesville should focus on attracting tourism-related industries.

It is Noblesville's goal not to have businesses in the community that would negatively impact quality of life.

The goal to expand the business community includes infrastructure expansions at community expense, particularly if the investments do not result in potential negative quality of life impacts.

Tax abatement can be used as a potential strategy to attract companies in selected instances to be identified.

Limit risk to existing local businesses when bringing new businesses to town.

Maintain and pursue diversity of commercial and industrial businesses.

Maintain a healthy downtown and wherever possible pursue retail/specialty shops over office space.

Create business/education/community partnerships.

Annexation may be used as a tool to increase assessed valuation, economic growth, and environmental protection.

*Source: Final Benchmarking Report (Center 1994)*

**Figure 4. Noblesville Goals for PEOPLE**

## **People**

**Overarching Goal:** A Compassionate and Diverse People Striving for Community and Family Excellence

**Subgoals:**

Reduce the number of families at risk.

Make child care accessible and affordable.

Increase opportunities for the community to work together.

Increase coordination between groups (such as governmental, institutional, neighborhood organizations, volunteer and social groups).

Coordinate a comprehensive approach to providing public and private recreational and leisure time opportunities which are economically and physically accessible throughout the community.

Support human diversity in housing, education, business, and government.

Expand emphasis for a drug free school environment.

Seek any and all help to address substance abuse problems in the community.

Promote family involvement in education.

Expand the possibilities of corporate and business sponsorship to help support Noblesville's School's programs.

Increase opportunities for nontraditional education.

Support programs and activities which promote the realization of the maximum potential of each student.

Support life-time learning.

Support the community use of educational facilities.

Foster intra-community relationships with the schools.

Promote training and educational opportunities for students to enter the local workforce, technical training, or university.

Reduce the number of families and persons at risk starting with education and awareness.

Educate the community about "at risk" issues.

*Source: Final Benchmarking Report (Center 1994)*

## BENCHMARKS

Benchmarks determine how the city will judge when its goals and subgoals have been met. One hundred ninety-five individual benchmarks, with increments given for the years 1996, 2000, 2005, and 2010; have been identified. As the end-state for the Benchmarks, 2010 is also the target date for the land use plan.

The Benchmark which most affects the land use plan is the stipulated distribution of land uses. This distribution reflects the housing start projections described in the Chapter 2. The projection assumed that the number of housing units in Noblesville would continue at a rate somewhere between the city's long term growth and the unprecedented high growth of the past few years. It resulted in an estimated need for 7,900 housing units by the year 2010. At an average density of three dwelling units per acre, this creates a need for an additional 2,600 acres of residential land. This figure was incorporated into the Benchmarking Report and was a major factor in allocating residential land in the land use plan.

The land use growth and distribution analysis, also found in Chapter 2, pointed out the existing distribution of land uses in Noblesville and the projected distribution of land uses if no policy changes are made. While the Benchmarking Committee recommended only small land use percentage changes, those changes represent a significant change in how Noblesville will develop. For example, the 2% increase in Industrial/Commercial/Service uses amounts to 627 acres, an area 25 times the size of the Marsh Supermarket property located west of SR 38 on SR 32. This helps the city to raise assessed value and lower the citizens share of the tax burden. The one-percent change in recreational use amounts to 303 acres, the equivalent of two more Forest Parks and a nine-hole golf-course.

It is important to note that these benchmark land use percentages are not projections. Rather, they are normative or policy statements of the future, and will occur only through the growth management actions reflected in the policies and strategies of this plan.

*An update to the Benchmarking section, including discussion of the 2003 Benchmarking Interim Report, is located in Appendix A – 2003 Benchmarking Update.*



## 4: THE LAND USE PLAN

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The Plan for future land use in Noblesville is described here in four parts:

1. Establishing limits to growth,
2. The land use concepts,
3. Descriptions of individual land use districts, and
4. Recommendations for infrastructure improvements.

### ESTABLISHING LIMITS TO GROWTH

The Benchmarking Report stipulates how many acres of each land use should be developed by the year 2010. One job of the land use plan is to show where those land uses will be located. Noblesville Township measures 49 square miles, and if developed at today's rate and densities, could support nearly 100,000 people once 100% built-out occurs. Yet the top priority "land" goal of the Benchmarking process is to control the pattern of growth. Controlling growth means not necessarily preventing growth, but guiding it to happen where, when, and in a manner supporting the community vision.

Based on the direction of Noblesville's existing conditions, key issues, and the Benchmarking process, the primary strategy for growth management in Noblesville is to responsibly manage the timing of infrastructure improvements. The pattern of future growth will be established by building infrastructure and other public facilities in advance of development.

The Benchmarking process supports the responsible timing of municipal improvements as a way to control growth with such statements as: 1) *Noblesville wants to control the pattern of growth*, 2) *net assessed value should grow at a faster rate than the cost of providing services*, and 3) *annexation should be used as a tool to protect critical environmental areas*. These goals, benchmarks, and strategies indicate that Noblesville wants compact growth. The key to achieving that is the responsible timing of municipal improvements.

The location of sanitary sewer service is one of the largest influences on the location of new development, since once sewer service is provided to an area, the City has little control over whether that area will develop. The high capacity of Noblesville's sewer treatment plant does not hinder sewer lines from being located anywhere in the township. But other factors do hinder the location of sewer lines in some locations: 1) those areas with poor soils, and 2) those that would require the costly crossing under the river. Both of these factors are present in the southwest quadrant of the township. At the same time, areas served by existing sewers, and by one new sewer line necessary to support the proposed Corporate Campus, can easily support development in Noblesville far beyond the development targets for 2010.

Given that this land served by existing and recommended sewers can support so much development, and that Noblesville's goal is to control the pattern of growth, a key policy of this plan is that no further sewer extensions be permitted within the foreseeable future.

*Updates to this section are contained in Appendix A – Master Plan Section Updates.*

## PLAN CONCEPTS

The following plan concepts are the building blocks of the Comprehensive Master Plan. They come directly from the goals, benchmarks, and strategies of the Benchmarking Process and are an implementation tool for the overall plan. While the Benchmarking process helped to define Noblesville's vision of what the plan was to achieve, the land use concepts describe how to achieve the vision through the plan.

The Plan envisions Noblesville as a city of neighborhoods. Noblesville Township is conceptually divided into four quadrants by the intersection of SR 32, its east west thoroughfare, and a greenway corridor established through the floodplain. Each quadrant becomes a different neighborhood, each with its own identity and character. Each neighborhood is served by a village commercial center for retail and community services. The southeast neighborhood also features an employment center where it can take advantage of access to Indianapolis by SR 37 and I-69. The neighborhoods are linked by improved thoroughfares and by trails running along those thoroughfares and through the greenway system (*see the Land Use Plan, Thoroughfare Plan, and Noblesville Alternative Transportation Plan in Appendix B – Comprehensive Master Plan Maps*).

### Neighborhoods

Two key goals of this plan are: 1) future growth should occur as neighborhoods rather than subdivisions, and 2) a variety of housing types should be provided. An existing example of housing development that meets both goals is the Meadows subdivision, east of SR 37 in the northeast quadrant of the township. The Meadows is a large planned unit development which contains a variety of housing types. It includes amenities such as landscaped ponds and a central boulevard that contribute to the atmosphere of a "neighborhood" rather than "subdivision".

An existing opportunity to meet both goals is found in the Town Core. Housing there is located in preexisting neighborhoods, and if redeveloped would serve as an alternative housing type for small and moderate income families.

Policies to encourage more developments which meet Noblesville's housing goals are discussed below.

#### *Policies*

##### **Form and Character of New Development**

New neighborhoods such as the Meadows may be encouraged with zoning and subdivision revisions that include revised development standards. The following policies should be used for revising those standards:

- Encourage the use of Planned Unit Developments, which require broad and creative thinking about the site planning issues of a development.
- Increase the minimum size of PUDs to encourage larger developments. They are more likely to become neighborhoods instead of subdivisions.
- Require developments of over 50 units to have a ratio of different densities.
- Allow a density bonus when a developer sets aside land for public use.
- Amenities should be neighborhood-oriented and open to the public.
- Through-streets shall be required in all developments. Stub streets should be required where a development is adjacent to vacant land. Grid street layouts are encouraged to increase connections within neighborhoods and contribute to a neighborhood atmosphere.

- Combined drainage facilities (see Stormwater Management Plan) are encouraged to create lake/amenity features.
- Signage used in a development should be consistent in material or design with a sign standard used by the larger village neighborhood and the City as a whole.
- All developments in excess of 100 units should reserve 20% of all units for moderate income housing.

### **Developing Higher Density Housing**

Community acceptance of higher density housing depends mostly on how well the development blends into surrounding neighborhoods. The following are guidelines to reduce some of the obstacles to higher-density housing:

- Higher density housing is appropriate for areas which are small or irregularly shaped; or which have woodlands, slopes, or other environmental constraints.
- Multi-family housing is an appropriate “buffer” land use for those areas between higher-density single-family and commercial uses.
- Yards on the perimeter of a higher-density development should have the same setbacks as the yard to which they are adjacent or the yard across the street.
- Encourage the use of alleys to serve neighborhoods of minimum frontage lots. For example, when minimum lot frontage is less than fifty feet and minimum front yard setback is less than 20-25’, garages can be better accessed through alleys rather than at the front of the lot. This also allows utility lines and trash disposal to be in back of the house, increasing the attractiveness of the streetscape.
- Require developments with lots of less than 4,000 square feet to provide an area of permanent common open space. This could be a contribution to the City’s greenway system.
- The City should be able to require, through site plan review, the use of fences, landscaping, or other measures where higher density housing requires increased privacy.
- Streets in higher-density developments should be permitted to have curb-to-curb widths of 20-24 feet (See Thoroughfare Plan).

### **Conservation and Redevelopment of Existing Neighborhoods**

The issues affecting old Noblesville are extensive and require deeper study than the Comprehensive Master Plan can provide. The land use plan designates old Noblesville as a “Redevelopment” district for which further study, in the form of a *subarea plan*, should be conducted. Redevelopment would include renovation of existing buildings as well as infill of vacant lots. Advantages of redeveloping old Noblesville include:

- The preservation of part of Noblesville’s historic heritage
- Small homes suitable for new family types such as single professionals, single-parent families, and the elderly
- Opportunity for affordable housing
- Availability of existing utilities and other services

- The positive competition with agricultural land on which sewer expansion will be limited to control growth

Existing residential neighborhoods must be buffered and protected from differing land uses by implementation of a significant, substantial and appropriate mix of the following strategies:

- Require increased setbacks for structures and parking lots for non-residential uses abutting residential uses;
- Insert buffers of use to minimize the impact of transition from high-intensity uses to lower intensity residential uses;
- Implement architectural standards for non-residential buildings in close proximity to residential areas;
- Require extensive landscape standards for transitions of use, to consist of plantings, mounding, and/or decorative fences or walls.

Redevelopment may be encouraged in part by implementing the following policies:

- Rezone to allow reduced standards for parking, setbacks, or other development standards in this district to meet current market demand.
- Create a procedure to allow flexibility in redevelopment areas, such as the Planned Unit Development procedure that allows flexibility for large parcel development.
- Reduce planning department fees for development in this district.
- Improve infrastructure at public costs or shared cost.
- Provide interim uses such as public parks on vacant parcels.
- Develop a public relations program to encourage interest in redevelopment.
- Create a demonstration project in cooperation with non-profit agencies and volunteers.
- Redevelop the contaminated industrial site as a public project.

### ***Applicable Strategies***

The following strategies, drawn from the Comprehensive Master Plan Committee's list of Inclusive Strategies (Final Benchmarking Report, Center, 1994), should be used to advance the land use plan concept of neighborhoods. Each strategy is followed in parentheses with the name of the subcommittee by which it was formulated.

- Favor in-fill development over sprawl development (General Development).
- Promote strong residential neighborhoods which surround the downtown area. Strong neighborhoods help keep downtown alive (Business).
- Support home occupations as long as there is no physical evidence of a business on the outside of the home. Do not support retail uses of homes (Business).
- Create standards that will require the installation of greenspace on a per capita basis in new construction. Make sure that the supply which is dedicated meets demand created (Parks/Greenspace).
- Purchase park property while it is still available. Some cleaned up sites could be used as park area. Purchase small lots throughout town for rest areas (Parks/Greenspace).

- Place strict aesthetic controls (height, color, landscaping, light, and lot coverage) on developments which abut designated parks/greenspaces (Parks/Greenspace).
- Hold "Street-Fest" activities. This helps tie neighborhoods together (Parks/Greenspace).
- Create a community standard for acceptable affordable housing. Adopt a housing quality standard (At-risk).
- Develop a senior citizen's housing project (At-risk).
- Support weatherization programs (At-risk).
- Do not allow signage in neighborhoods for day care. It is not necessary (Day Care).
- Provide for affordable housing. Zone enough land R-2, R-3, R-4, and R-5 to ensure this (Land Use & Zoning).
- Create aesthetic zoning and noise buffer control zones to protect views and/or the character of residential neighborhoods, greenspace, or significant structures (Land Use & Zoning).
- Establish and protect historic residential neighborhoods (Land Use & Zoning).
- Allow bed and breakfast facilities in residential neighborhoods (Land Use & Zoning).

## **Village Centers**

Downtown Noblesville serves an important psychological and civic role. It contains community meeting places, employment centers and local government offices, as well as retail and entertainment establishments and residential neighborhoods. The downtown creates patterns of belonging and community identity for all of Noblesville. As Noblesville grows outside of this traditional downtown, however, it is important that the new growth maintains the character of the downtown, including the sense of belonging and identity that it brings to the people.

The Village Center concept ensures this sense of place by repeating the land uses, form and character of the downtown within each quadrant of Noblesville Township. In so doing, this concept becomes the predominant form-giver of the entire land use plan.

In the Village Center concept, Noblesville Township still forms the largest unit of identity for the community. This is broken down, however, into four districts: the northeast, the northwest, the southwest, and the southeast districts. Within each district, neighborhoods are established.

Each neighborhood should take on the name of a local geographic feature, such as the “Morse Lake Neighborhood” or the “River North Neighborhood”. An important aspect of this concept is that people should identify as part of a larger neighborhood and not just their individual subdivision.

At the center of each neighborhood the mixed-use Village Center is intended to meet the daily needs of the area residents and of the community in general. Ideally, all four centers could contain a mix of convenience retail shops, food services, personnel and business service uses and some community facilities such as, parks, schools, libraries, or churches. However, because each village center is in a unique geographic location with a variety of market needs and demands, the mix of uses are expected to vary with each center. And because the centers are expected to be programmed through market forces and demands, flexibility of uses is an important function of each plan.

As neighborhoods develop around each Village Center, the Centers will create patterns of belonging and identity for each neighborhood.

### **The Village Center concept:**

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

### **Village Centers Land Use and Design Characteristics**

The following are characteristics of the individual Village Centers:

#### **Northeast Center**

This may be the largest center with the broadest range of uses. It should be oriented around a neighborhood park that serves passive as well as active recreation. Perhaps as a part of the park, water retention for surrounding development could be used to serve as a lake/amenity feature. Uses envisioned for the center are service retail; community facilities such as a community recreation center, schools, and libraries; quasi-public facilities such as churches, clinics, retirement centers and day care centers.

<i>Acreage:</i>	
Retail	3-5
Community Service	15
Park	15
Lake	5
Multi-family	5
<i>Total</i>	<i>40-45</i>

### **Southeast Center**

This center will provide services for the proposed commercial center (see description on p.30) and surrounding residential neighborhoods. Service type retail functions should be the primary use, and would ideally be placed around a formal public green space. The business park plus exposure to a major highway may support a moderate sized/priced motel. Higher density multi-family housing should be located adjacent to the Village Center and should be linked via pedestrian connections. Community facilities are minimized but may include day care and public safety facilities.

<i>Acreage:</i>	
Retail	3-5
Motel	3-5
Public	5+
Multi-family	10-15
<i>Total</i>	<i>30-35</i>

### **Southwest Center**

This center should be considered as a large neighborhood convenience center. The appropriate mix of retail shops will perhaps be a large anchor store, food services, personal service uses, and professional offices. Community facilities such as day care, churches, senior housing, and a community center or recreation center. The plan should be built around a central focal point such as a neighborhood park that may contain a lake created by retention requirements. The center should be connected to the surrounding neighborhoods with an extensive hike and bike trail system.

<i>Acreage:</i>	
Retail	5-10
Community Service	5
Public	5-8
Park	5-10
Multi-family	possible
<i>Total</i>	<i>30-35</i>

### **Northwest Center**

Primarily a small neighborhood service center, this center should have a mix of retail shops, food service, personal services and professional offices. Community facilities may include day care, churches and a library. The focus of this development is a community green suitable in size (2-5 acres) for small neighborhood gatherings, festivals, art fairs, fund raisers, etc.

<i>Acreage:</i>	
Retail	2-5
Community Service	30
Park	2-5
<i>Total</i>	<i>40</i>

## ***Policies***

The Village Center concept can be achieved through zoning and municipal improvement policies.

### **Zoning Policy**

The zoning ordinance, as the document by which the community's police power is enforced, is a logical mechanism for implementing land use policy. Thus, zoning policy must foster the development of these centers. Two key aspects of this policy are to 1) limit commercial opportunity elsewhere in the township, and 2) establish use and urban design criteria.

The concept will not work without sufficient market to support a Village Center in each location. That market can only be generated by avoiding too much other commercial development. If a small strip center is allowed on every major street corner, it defeats the Village Center concept.

Some general design policies for each center are:

- The center should be linked to the regional and local trails system.
- Higher density housing should be encouraged to develop adjacent to center.
- Commercial portions of the centers should be located on major thoroughfares.
- The construction of apartments and/or office uses over retail shops should be encouraged in the commercial areas.
- The centers should be designed at a compact pedestrian scale.
- The centers should be well landscaped and contain a central greenspace or park as the focal point.
- Design of the Village Center should demonstrate a consistent architectural style of materials and signage.

Design characteristics of the individual Village Centers are described above in "Village Center Land Use and Design Characteristics." Illustrations of the Village Center concept are shown in Figures 5 & 6.



Figure 5. Typical Village Center Diagram

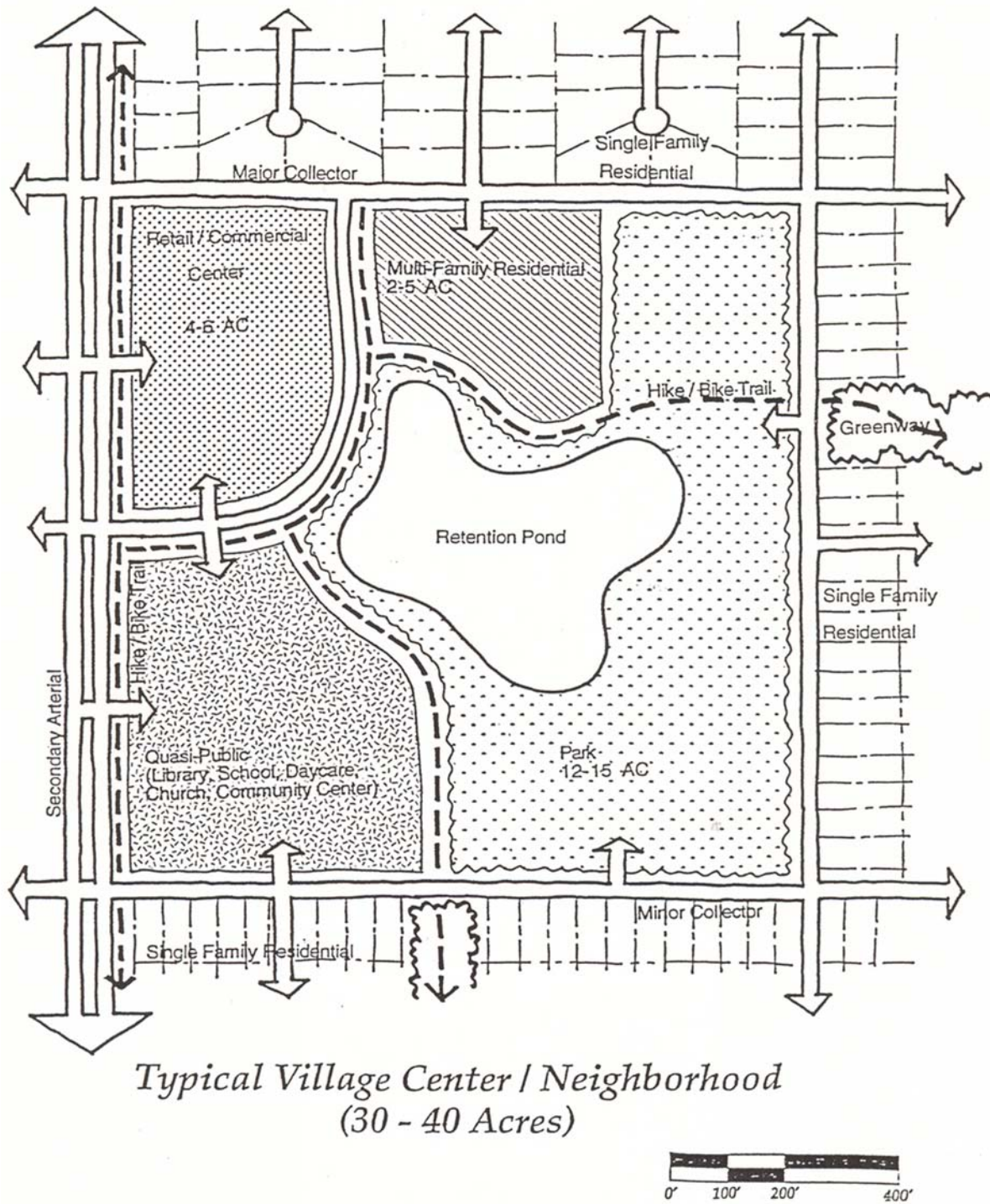
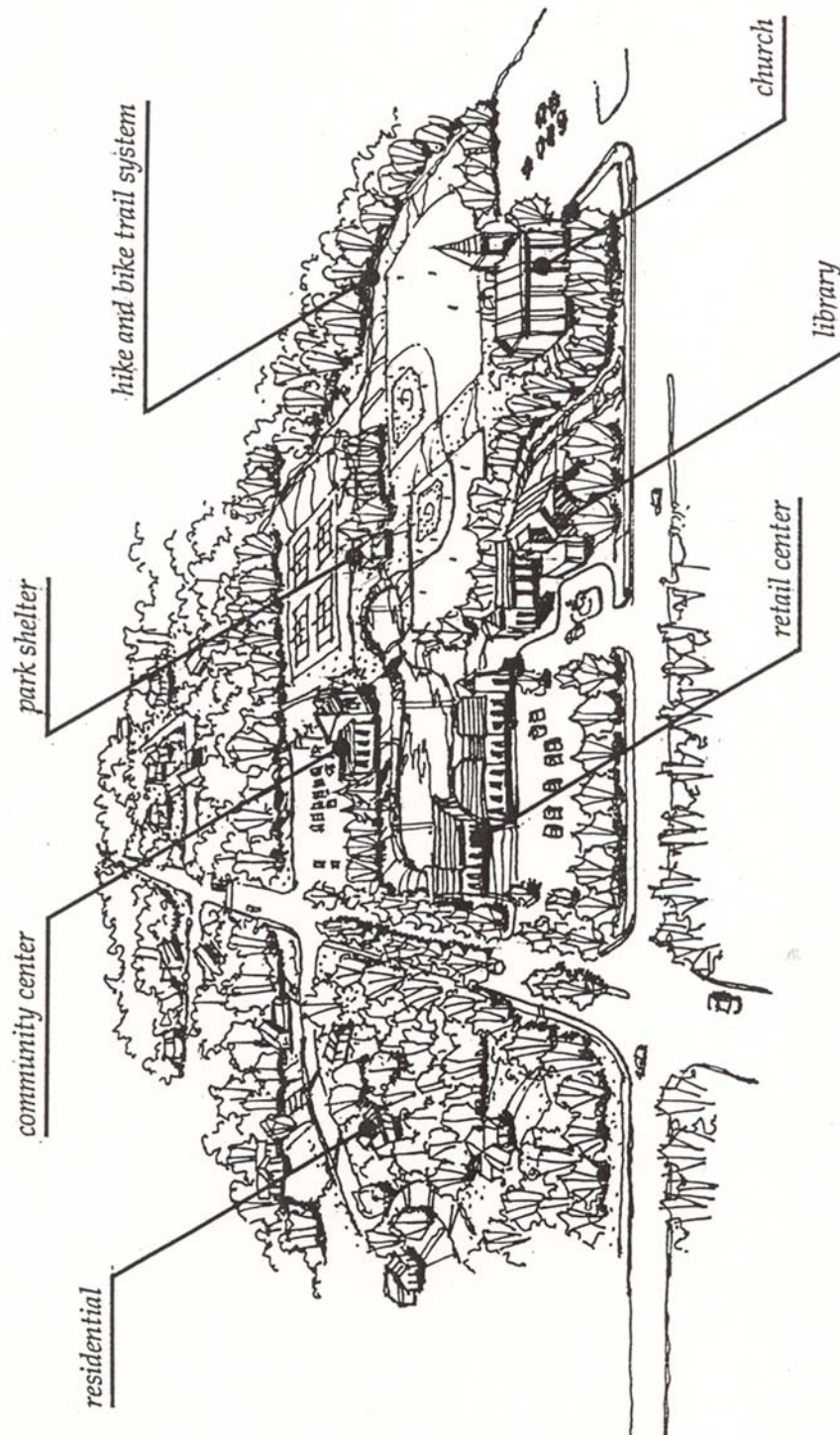


Figure 6. Village Center Concept Sketch



# VILLAGE CENTER CONCEPT NOBLESVILLE, INDIANA

## **Municipal Improvements Policy**

The most proactive way for the city to create Village Centers is to buy the land, provide the infrastructure to support it, and create development sites. This would ensure the development of Village Centers in the appropriate locations and with the appropriate form and character.

Necessary infrastructure would include the repair and/or reconstruction of the roads that serve the Village Centers (see “Thoroughfare Plan”) and the installation of the sewer extension that would serve the proposed Corporate Campus and its ancillary Village Center.

The City should support the Village Center concept by implementing the related concepts/policies of/for combined detention ponds (see “Stormwater Management Plan”) and a trails system linking neighborhoods with greenway and hike/bike trails (see “Greenways”).

As the Village Centers develop, the City should invest in specifically designed municipal signage, light fixtures, and street furniture for the centers. These accouterments should echo a common theme throughout the City but should have a slightly different design unique to each Village Center to reinforce the theme or character of its neighborhood.

## ***Applicable Strategies***

The following strategies are drawn from the Comprehensive Master Plan Committee’s list of Inclusive Strategies (Final Benchmarking Report, Center, 1994). Village Center concepts should be used to advance these ideas. Each strategy is followed in parentheses with the name of the subcommittee by which it was formulated.

- Discourage commercial development in the floodplain (General Development).
- Maintain a balance in zoning so that there is enough available business/industrial land which can be developed (Infrastructure).
- Provide equal access to opportunities for all citizens (Infrastructure).
- Promote attractive treatments of parking lots, streets, sidewalks, and building facades as a means to attract up-scale businesses (Business).
- Construct a community center (Parks/Greenspace).
- Allow neighborhoods to block a street once a year for a neighborhood wide party (Parks/Greenspace).
- Produce a specific School Master Plan which designates specific areas required for proper and reasonable school distribution. This plan is needed in order to require developers to dedicate land for these uses (Education).
- Support life-time learning opportunities which are brought to the neighborhoods or are held inside school facilities (Education).
- Create neighborhood tutoring programs. These can be held in public places such as churches and fire stations (Education).
- Encourage businesses to cooperatively provide child care for their employees’ children (Day Care).
- Provide more area for industrial and business zones (Land Use and Zoning).

## Corporate Campus

This document, adopted in November 1995, identified an area east of SR37 and south of SR238 to be set aside for future non-residential development. The intent of this significant land use decision is to ensure: 1) that the opportunities for commercial and industrial development afforded by proximity to the SR238 interchange with I-69 are realized; 2) that more and diverse employment opportunities are provided; and, 3) that the tax base in Noblesville over time is diversified to lessen the tax burden on homeowners. Since early 2001 the City of Noblesville, with the assistance of the land use planning firm of Camiros, Ltd., has hosted a series of focus groups and public meetings to discuss the future of this area, and developed a more detailed land use concept to guide future development in this area.

The extent of the area studied is indicated on the map entitled Corporate Campus-Existing Conditions located in *Appendix B – Comprehensive Master Plan Maps*. The study area, at approximately 3,600 acres or just over 5.5 square miles in size, is roughly equivalent to one-fourth of the total area of Noblesville itself. There is no doubt that the manner in which this area develops in the coming decades will have a significant impact functionally, aesthetically and financially on the City of Noblesville.

### Purpose of the Update

This section is intended to provide clear direction for the City as decisions are made regarding public investments in the Corporate Campus area, and to allow the City to clearly articulate its desired land use and development pattern to the private sector. Such proactive planning helps to ensure that appropriate and adequate public facilities and amenities are provided within the area, that traffic congestion is minimized, that stormwater drainage issues are effectively and efficiently addressed, and that environmental resources and critical floodplain areas are protected from inappropriate development.

The tremendous demand for new residential, commercial and industrial development in the Indianapolis region over recent years makes it clear that the City must take a proactive approach to defining the opportunities and constraints of the Corporate Campus area, maximizing its potential to become a new and attractive community anchor that will become an integral part of Noblesville's identity. The question is not *whether* but *when* real estate development demand will begin to significantly impact the area. Indeed, development has occurred in a few locations along SR238 and development proposals that will impact that area are already in the planning stages.

Planning for this area, and diligently implementing the plan, will require a change in mindset and a significant commitment on the part of City officials and staff. The scale of development projects reviewed in recent years may pale in comparison to the scale of development proposals presented for tracts of land within the Corporate Campus, and the "time horizon" for the development of such a vast area is hard to contemplate—on the order of forty to fifty years. In the meantime gaps in the development pattern will remain, and the temptation to make decisions independent of the plan will be great. Having a "clean slate" such as the Corporate Campus to plan and manage is a rare opportunity, and as one focus group participant stated, the City has "one chance to do it right."

Following are brief outlines of the *Existing Conditions* impacting the Corporate Campus planning area, summarizing the relevant *Master Plan Goals and Policies* adopted in 1995 that the Concept Plan addresses, and indicating the *Planning Issues* that were discussed during the focus groups and public meetings held during the planning process. Finally, the *Land Use Concept Plan* is presented and described.

## EXISTING CONDITIONS

*The Corporate Campus: Existing Conditions map, which graphically summarizes the key physical conditions within the study area that impact the Concept Plan, is located in Appendix B – Comprehensive Master Plan Maps.*

### Land Use

The major land uses that currently exist in and near the Corporate Campus study area are as follows:

- A 160-acre business park is under development at the northeast corner of SR37 and 146th Street. Current tenants are a surgery center and an 80,000sf speculative office building.
- A private, general aviation airport is located east of Promise Road and just north of the eventual alignment of 146th Street, and consists of a single unpaved runway and several small hangars.
- Verizon Wireless Music Center, a regional outdoor concert venue, is located at the northeast corner of 146th Street and Boden Road.
- Two subdivisions are located along the south side of SR238 within the study area: a small loop road between Cumberland Road and Howe Road, and the new Creekside development east of Summer Road and west of William Lehr Ditch.
- A transfer station is located just south of SR238 and just west of Summer Road (immediately west of Creekside).
- New “big box” retail is planned further north along SR37, including a Lowe’s Home Improvement Center and a Meijer’s.
- A 1,600 unit apartment community is planned for the southeast corner of SR37 and 146th Street, immediately south of the business park mentioned above.
- An existing “starter” industrial park exists at the northwest corner of SR37 and 146th Street. It is nearing capacity, with only a couple of sites still available.
- The only current development at the I-69 interchange with SR238 is an unsuccessful, vacant shopping center southwest of the interchange. It does not have ready access or good visibility from the interchange.
- A major landowner who owns significant acreage to the north of the I-69 interchange hopes to develop some of the property as a warehouse facility and the remainder as an office park. The plans have not yet been finalized.

There are several historic resources within or adjacent to the Corporate Campus area that have been identified and documented by the Hamilton County Historical Society in the “Hamilton County Interim Report” of the Indiana Historic Sites and Structures Inventory. They are indicated on the plan along with their key number from the document. Sites vary from a complete farmstead to a house, barn, church or cemetery. They are generally small in size, and their preservation should be accommodated within any land use plans that are developed in areas that will impact them.

### Circulation

Plans are underway to extend 146th Street as a four-lane boulevard east to connect with SR238 near the I-69 interchange. Currently 146th Street extends east only to Cumberland Road. The map indicates the likely configuration of the new 146th Street extension and the frontage and access roads that are planned for the eastern portion of the Corporate Campus. Plans are also in place to widen I-69 to six lanes east to the SR238 interchange, and to widen SR37 to six lanes from I-69 north to at least SR238. Once the extension of 146th Street is complete, SR238 will be downgraded, but will be widened and improved as a key local



access route. These upgrades will significantly improve the accessibility of the Corporate Campus area in the coming decade.

In addition to future roadway improvements, there is a possibility of future commuter rail service to connect Noblesville to downtown Indianapolis along an existing railroad alignment running parallel to SR37 on the west side. While it is not yet determined where station facilities might be located along the route, the potential exists for the area to be accessible by train at the western end. This, along with the future addition of regional bus or shuttle routes, will significantly impact the area's accessibility.

Finally, several potential hike/bike trail alignments have been mentioned in previous plans, including the Parks and Recreation Department's 2000 Infrastructure Improvement Plan. Potential alignments are indicated on the map.

### **Environmental**

Two floodplains impact the Corporate Campus, running along the two watercourses that fall within the study area. A strip of floodplain extends south into the study area just west of Marilyn Road and east of the existing Creekside residential development, along the William Lehr Ditch. A second, larger floodplain extends at varying dimensions to the east and west of Sand Creek from just north of 136th Street north to the Verizon Wireless Music Center.

Watershed boundaries are indicated on the map, and will impact the choice of locations for regional detention facilities. Several regional detention facilities will likely be needed due to the Corporate Campus falling into four separate watersheds.

Wooded areas are also indicated on the map. These areas fall into various land use categories in the Concept Plan, and should be maintained intact during development of the impacted parcels.

### **Utilities**

City sewer service is currently in place for two areas within the Corporate Campus boundary—the business park currently underway at the corner of 146th Street and SR37 and the Creekside residential subdivision just southeast of SR238 and Summer Road. Also indicated on the map is the extent of the service area for the sewer utility to the south, indicating that all of the Corporate Campus is within the potential service area of the City of Noblesville.

An underground gas pipeline traverses the eastern half of the Corporate Campus area from southwest to northeast. Overhead utility lines also impact the eastern portion of the area, extending north to south between Olio Road and Prairie Baptist Road.

## **PLANNING ISSUES**

The following issues were raised during working meetings with City staff and officials, focus groups with local developers, institutional and utility representatives, and public meetings hosted by City staff. They serve to augment the understanding of the area provided by the physical conditions survey and the review of current City planning policies.

### **Land Use/Infrastructure**

- The Corporate Campus should function as a self-contained “edge city” (including employment, retail, housing, services, day care, etc.), creating less traffic impact.

- Desired acreages and general locations should be determined, with some flexibility provided within the land use areas.
- A variety of lot sizes and development scales are needed within the Corporate Campus (ie: warehousing, incubator/starter industrial, corporate offices, smaller offices, etc.).
- A primary strategy should be to attract major “corporate headquarters” tenants.
- Lots that incorporate retail uses should be master planned so that the retail uses are well integrated.
- Heavy, noisy industrial uses need to be accommodated in some areas.
- The 146th Street corridor should be non-residential in character.
- An airport would be a desirable amenity, but not in its current location or within the study area.
- Heavy industry will need to be at the west end of the Corporate Campus if rail access is desired, but rail access would have to be brought across SR37 (very difficult to achieve).
- A higher education campus would be a desirable anchor use, such as a satellite university campus or a technical school.
- The type(s) of housing needed will depend upon the type of businesses attracted. Affordable housing will be needed to accommodate some of the workers in the area.
- Depending upon the number of housing units developed in the area, new public facilities may be needed.
- A majority of businesses will want an existing building ready to lease, or a site “ready to go” with services in place.
- High-technology businesses need to be accommodated with state-of-the-art utility service.
- Utilities need to be completely reliable and, to the extent possible, already in place.
- The larger regional congestion problems that will continue to plague the area need to be addressed.
- The overpass at SR238 over I-69 will need to be widened to accommodate any growth in the area.
- Future access directly to the Corporate Campus from SR37 will likely be restricted as it is widened to a six-lane thoroughfare.
- Public transit needs should be considered in planning for the area, including the possibility of future commuter rail service.
- A hike/bike trail system should be used to connect uses so that employees need not be entirely auto-dependent.
- Regional stormwater detention should be part of the plan; it can be turned into a community amenity.

### **Implementation/Regulation**

- Noblesville has many advantages: good schools, cultural amenities, golf courses, both high-end executive housing and affordable housing.
- Noblesville needs to grow its employment base; local children should not have to leave to find good opportunities.
- The City needs to be proactive and undertake public/private partnerships.
- Marketing will be key to the implementation of the plan.
- Development incentives should be part of the discussion (TIF, tax abatement).
- The entire area should be subject to Planned Development procedures, and have design controls varying by size and location of parcels.
- The design control mechanism could be an overlay (extra buffering and entry standards, varying levels of control by degree of visibility).
- The completion of the 146th Street extension is 3 to 4 years away; development phasing will be necessary to coordinate with this project.

**The Corporate Campus advances these goals set forth in previous chapters:**

- Control the pattern of growth in Noblesville.
- Industrial/Commercial growth is to be pursued if it supports the value, character and place tests established as a part of Noblesville Benchmarking.
- No net loss of flood-fringe volume.
- Increase the use of the floodplain for recreational use and green space.
- Reduce non-recreational development in the floodplain.
- Protect and improve our environment.
- Provide adequate green space.
- Identify and protect the community's critical assets: environmental, historical, non-historical (unique physical).
- Traffic/road location decisions should be sensitive to local business needs.
- Business attraction and support activities shall center upon business which increases assessed value and makes minimum demands on public services.
- A community direction for expanding businesses in Noblesville should focus on attracting small business.
- The community direction for expanding business in Noblesville should focus upon those industries which feed the needs of existing businesses within the City and whose presence will stop dollars from leaving the county.
- A community direction for expanding business in Noblesville should focus on attracting tourism-related industries.
- It is Noblesville's goal not to have businesses in the community that would negatively impact the quality of life.
- The goal to expand the business community includes infrastructure expansions at community expense, particularly if the investments do not result in potential negative quality of life impacts.
- Tax abatement can be used as a potential strategy to attract companies in selected instances to be identified.
- Maintain and pursue diversity of commercial and industrial businesses.
- Create business/education/community partnerships.
- Annexation may be used as a tool to increase assessed valuation, economic growth and environmental protection.
- Support human diversity in housing, education, business and government.

***POLICIES***

**Growth and Development**

- Adopt a proactive and preemptive annexation policy with specific reference to critical environmental areas, to increase property tax base, and to control future development.
- Adopt a policy of restricting access to water and sewer utilities to areas within the corporate boundary, or to those areas which agree to a pre-annexation agreement.
- Use public investment in parks and infrastructure to target areas for potential new development.
- Target areas for planned infrastructure (roads, water, sewer) and appropriate zoning to support new business and industrial development.

**Flood Protection**

- Discourage any new development within the 100-year floodplain.
- Limit development in floodway fringe areas to non-structural development.
- Limit impervious surface development and rate runoff volume in the watersheds of 100-year floodplains.



**Open/Green Space Acquisition**

- Develop a community-wide and integrated system of greenways, bike trails and pedestrian paths to link schools, parks, neighborhoods and community activity centers.
- Increase the supply of open space and natural areas.

**Economic Development**

- Identify, acquire and develop a site for a new business park to serve as expansion space for existing businesses and as a location for new employment activity.

**Capital Incentives and Marketing**

- The City should proactively build the 146th Street corridor as an incentive for Corporate Campus development. This should be a major boulevard with a landscaped median providing access, visibility, and a sense of character to the campus.
- As this area is not currently served by sewer utilities, they should be extended to the area.
- The City also needs to actively market the campus and consider the economic development strategies found in “General Plan Policies.”

**Zoning**

- The City should commit to zoning the designated areas for a Corporate Campus and avoid too much office/industrial space elsewhere in the township.
- Uses allowed in the Corporate Campus would include office, research, technical and distribution uses. There is also the potential for a technical or business college.
- The following design policies should be reflected in the development of the Corporate Campus:
  - The park should be master planned. It will take many years for the park to build out, and no project within it should prevent the development of future projects according to the plan.
  - The park should be developed as a unified center. While the main frontage of the larger users should be on 146th Street, all users will also have interior frontage.
  - The Corporate Campus should utilize a combined stormwater detention system.... This system could be designed as a water feature and become a centerpiece for the Corporate Campus.
  - The Corporate Campus should have both auto and pedestrian linkages with the adjacent Village Center.
  - Centralized parking facilities should be encouraged within the Corporate Campus and shared facilities should be available between the Corporate Campus and the Village Center.
  - Significant investment should be encouraged. Larger users should be allowed to build three to six stories in height.

**Thoroughfare Plan Concepts**

- East-west access is provided by the improvement of 146th Street (widened to a four-lane boulevard with a landscaped median and an adjacent hike/bike trail).
- Union Chapel and Promise Roads should be connected and widened.
- The Southeast Village Center should be located along this Promise Road arterial.

**Special Character Corridor and Entry Treatments**

- Special character corridor and entry treatments are proposed for locations with significant traffic visibility. This includes most primary arterials and their intersections, especially 146th Street.
- Creating a special character corridor involves detailed study and perhaps an overlay zoning district. The following are possible design characteristics of special character corridors:
  - significant landscaping requirements;
  - increased sign regulations;

- parking provided behind, rather than in front of, the front setback line;
  - smaller building setbacks, to provide a sense of enclosure to the streetscape; and,
  - development prohibited from facing the road directly.
- The improvement of roads which serve the Corporate Campus should be considered a high priority capital expenditure. Most important of these is the 146th Street corridor.

#### **Stormwater Management Plan**

- Preserve wetlands. Wetlands can serve as site features and/or as destinations for the greenway trails system.
- Minimize impervious surfaces. The following are design standards for decreasing impervious surfaces and increasing stormwater absorption:
  - Allow for shared parking lots when users operate a different times of the day.
  - Reduce parking requirements for uses that can be accessed by trails or bicycle paths.
  - Implement a maximum, in addition to a minimum, amount of parking spaces.
  - Design parking lots to be broken up intermittently by rows of trees or other planting areas.
- As Noblesville grows, encourage the use of parking structures or underground parking instead of surface parking lots.
- This plan encourages the use of combined detention facilities (sometimes called “fee in lieu” detention areas). Cooperation among developers, and between developers and the City, is encouraged for the purpose of their construction.

#### **Neighborhoods**

- Higher density housing is appropriate for areas which are small or irregularly shaped.
- Multi-family housing is an appropriate “buffer” land use for those areas between higher-density single-family and commercial uses.

#### **Greenways**

- Prohibit development in the floodplain and utilize the open area as a City greenway system.
- The trail system should be linked, wherever possible, with other regional trail systems.
- The location for the trail system needs to be established in advance of development. As residential neighborhoods develop and the need for new parks arises, they should be sited in accordance with the predetermined trail system. All Village Centers should also be connected with trails.

### **LAND USE CONCEPT PLAN**

The Corporate Campus-Concept Plan, which is located in *Appendix B – Comprehensive Master Plan Maps*, depicts the future land use and circulation pattern recommended for the Corporate Campus area— the development pattern that the City will pursue and actively support. The plan achieves the intent of the goals and policies previously adopted during the Master Plan process undertaken in 1995. The plan also addresses the more recent issues and developments outlined in this memorandum.

A list of *Planning Strategies* used to develop the Concept Plan is presented below. Following the strategies, an *Acreage Projection* is provided that reflects the land uses indicated on the Concept Plan. Finally, descriptions of the *Land Use Categories* indicated on the Concept Plan are provided.

## Planning Strategies

The Concept Plan is based on the following planning strategies:

- The extension of 146<sup>th</sup> Street east to SR238 should be constructed proactively as a special corridor through the heart of the corporate campus to spur industrial and office development, with limited access points. The corridor should be non-residential in character along its entire length and utilize frontage roads to provide access to individual development sites. The right-of-way itself should be constructed to very high standards, including a continuous planted center median, and the quality of development along the corridor should be carefully considered and reviewed.
- High quality development at and around the interchange of I-69 and SR238 is critical to establishing the Corporate Campus within the regional marketplace, and will serve as a catalyst for development of the entire corridor between the interchange and SR37 to the west. The City should actively support the development of this area, if it is accomplished in a master-planned and quality-sensitive manner that reflects the City's development standards.
- The SR 238 overpass at I-69 should be upgraded to at least four lanes to accommodate both the current needs of the Verizon Wireless Music Center and future development both north and south of the interchange.
- Three other key "gateway" locations also require special design consideration: the intersection of 146<sup>th</sup> Street and SR37; the future intersection of 146<sup>th</sup> Street and Boden Road; and, the intersection of SR238 and SR37.
- SR238 should be widened and upgraded, potentially with a center median, after the 146<sup>th</sup> Street extension is in place. This roadway will likely be downgraded after 146<sup>th</sup> Street is completed, but will still function as a key "local" access route primarily to the residential neighborhoods and non-highway oriented commercial development that will be related to— and more accessible from— the north.
- Regional, shared stormwater detention facilities to serve the area should be actively pursued. A "community use/detention" area is indicated on the Concept Plan, along with two tentative locations for large detention "lakes." These detention facilities should be used as recreational amenities and/or focal points within the Corporate Campus, with accessibility from surrounding uses. It is estimated that up to 400 acres of land may be needed for detention purposes, but engineering a regional retention solution should carefully consider the possibility that some private landowners may prefer to provide on-site retention regardless of the existence of shared facilities if the cost to connect to a regional facility becomes prohibitive. A regional stormwater management district will be needed to coordinate the engineering, construction and maintenance of the system.
- Areas designated as floodplains, or that are wooded or otherwise environmentally sensitive, should be left undeveloped. They should be used as recreational amenities through the careful installation of a greenway/trail system or "low-impact" recreational facilities (such as ball fields) if needed to meet community needs. The City or a cooperating non-profit organization may need to purchase and hold "conservation easements" to maintain these sensitive areas in their natural state.
- The hike/bike trail system should be proactively planned so that appropriate right-of-way widths and land dedications can be secured. Connections should also be made to regional trails where feasible.
- Development standards for the Corporate Campus should be created to ensure attractive, high quality buildings and site improvements, generous landscaping and attractive entryways/key thoroughfares. All development occurring in the area should be subject to design review. The level of design control exercised should be dependent upon the visibility of the site from key thoroughfares, utilizing a "tiered" system of development standards.

- Commercial uses should be master planned within larger developments, rather than being developed “piecemeal” within areas designated for office and commercial development. A minimum site size should be determined, within which commercial structures are integrated into a coordinated site plan and circulation system and appropriate design and landscaping quality are assured.
- Sufficient freedom within the Concept Plan land use framework should exist to accommodate a major development “anchor,” such as a corporate headquarters, a university campus or a hospital complex. While contiguous development starting from the east and west ends of the Corporate Campus is anticipated, the location of a major catalyst project at another location may begin to alter the development dynamic, as spin-off development demand is created in the vicinity of the anchor use. The plan anticipates this possibility by providing some flexibility within each land use category.
- Extensions of the sewer system should be carefully phased to bring areas “on line” in a cost-efficient and logical manner, focusing on creating a contiguous development pattern wherever possible. Contiguous development will also make the provision of other utilities easier and more efficient to accomplish.
- Provisions should be made proactively for adequate public facilities such as police and fire stations, and schools and parks within residential areas, so that they can be sited in highly accessible locations. These facilities should also be held to high design standards.

### Acreage Projection

The Corporate Campus planning area contains a total of approximately **3,600 acres**. Existing developments, including the ongoing business park at 146th Street and SR37 and recent residential subdivisions, comprise approximately 225 acres (or 6.25%) of this total area. Designated floodplains, which are to remain undeveloped, comprise another approximately 225 acres (or 6.25%) of this total area. As a result, approximately **3,150 acres** (or 87.5% of the total area) are available for new development.

In conjunction with this planning study, Arthur Andersen conducted an analysis of the industrial and office market in the northern region of the Indianapolis metropolitan area, resulting in a projection of market demand for industrial and office space within the Corporate Campus through the year 2020. Their findings, taken from their April 16, 2001 report entitled Industrial and Office Park Analysis, are as follows:

#### Expected Net Acreage by 2020\*

Highway Commercial	40 acres
Office	30 acres
Distribution	196 acres
Manufacturing	51.5 acres
Office/Flex Showroom	80.5 acres
<b>TOTAL</b>	<b>398 acres</b>

\*180 acres by 2010 and 218 acres from 2010 to 2020

Source: Arthur Andersen

Because the acreages provided by Arthur Andersen were *net* figures, exclusive of needed circulation or detention areas, they were increased by 150% to result in *gross* acreages. Additionally, the figures were increased by a factor of 250% to reflect the following: 1) a development time horizon for the Corporate Campus of approximately 40 to 50 years; and 2) the need to build flexibility into the land use plan. As a result of these increases, the minimum gross acreages the Concept Plan should accommodate are as follows:

**Expected Gross Acreage at Buildout (40-50 years)\***

Highway Commercial	112.5 acres
Office	300 acres
Distribution	750 acres
Manufacturing	187.5 acres
Office/Flex Showroom	150 acres
<b>TOTAL</b>	<b>1,500 acres</b>

\*Included within gross acreage are the following: circulation (public streets and internal circulation routes); stormwater detention areas; and, easements for hike/bike trail system  
Source: Camiros, Ltd.

The table below summarizes the acreages indicated on the attached Concept Plan:

**Corporate Campus Concept Plan Acreage**

<i>Industrial / Office (types as indicated on plan)</i>	<i>1,400 acres</i>
<i>Distribution or Office</i>	<i>135 acres</i>
<i>Office / Highway Commercial*</i>	<i>565 acres</i>
<b>SUBTOTAL</b>	<b>2,100 acres</b>
Local Commercial	85 acres
Single Family Residential	755 acres
Multi-Family Residential/Commercial**	130 acres
Community Use / Detention	80 acres
<b>TOTAL</b>	<b>3,150 acres</b>

\*Commercial master planned with office development

\*\*Commercial master planned with residential development

Source: Camiros, Ltd.

As the table above indicates, the Concept Plan provides a total of 2,100 acres for industrial and commercial development, exceeding the expected gross acreage by 600 acres. This occurs for two reasons: 1) additional acreage allows for the possibility of accommodating an “anchor” use, such as a college campus or regional hospital, which may in turn spur increased market demand; and 2) some of the land, especially to the east of the I-69 interchange, may remain in agricultural use for the foreseeable future. For these reasons, additional land use flexibility was built into the Concept Plan.

The residential areas indicated on the plan will accommodate approximately 4,200 dwelling units. This is based on an assumption that single family areas will develop at 3 dwelling units per acre, and multi-family areas will develop at an average of 15 dwelling units per acre. At the current rate of housing growth in Noblesville, this constitutes approximately 6 years of absorption.

**Land Use Categories**

The following land use categories are indicated on the attached Corporate Campus- Concept Plan. They provide a development framework within which planned developments can be proposed that reflect a mixture of the allowable uses.

**Industrial/Office (purple):** This designation includes several categories of industrial and office use, which should be arranged in a “tiered” fashion along high visibility corridors. For example, industrial and distribution uses should generally be located behind office or lighter industrial uses that can appear more attractive and varied in appearance from the roadway. The distribution of these uses as noted on the plan is also sensitive to the need to buffer residential areas from uses that are noisier, bulkier and that generate more truck traffic.

- **Industrial:** Facilities engaged in processing or heavy manufacturing that require large scale facilities and may generate noise or other nuisances.
- **Light Industrial:** Facilities engaged in light manufacturing, finishing work or wholesale trade that are smaller in scale and unlikely to generate negative impacts on neighboring properties.
- **Distribution:** Facilities engaged in warehousing, storage or truck transfer that may generate significant truck traffic volume.
- **Office:** Office buildings of various scales from single story to multiple stories, varying from large single tenant “signature” facilities to multi-tenant buildings.
- **Flex/Showroom:** Facilities combining office space with significantly sized “raw” enclosed spaces to stock inventory or provide display space for visiting customers.
- **Technology Park:** Clean, quiet high-technology businesses that may have special infrastructure or security needs and can benefit from proximity to other similar businesses.
- **Incubator Industrial Park:** Small development parcels and smaller multi-tenant buildings catering to the “start-up” businesses that are a vital segment of a diverse industrial base.

**Office/Highway Commercial (red):** This designation includes both office buildings that desire to be located in “high profile” locations visible from 146th Street or I-69, and retail and service uses that are focused primarily on office employees, industrial employees and visitors arriving by car (including businesspersons and patrons of the Verizon Wireless Music Center). Such commercial uses might include hotels, full service restaurants and business-related services. These two uses should be master planned together on larger sites to allow for visual and functional integration. Commercial uses in these areas should be accessed from frontage roads or internal parking lots, rather than directly off of busy main thoroughfares.

**Local Commercial (orange):** This definition encompasses retail and service uses that cater primarily to nearby residents and employees. Structures will be smaller in scale than in “highway commercial” areas, and the overall character of the area will be more pedestrian-oriented and compact. Non-automobile access to these areas is particularly important.

- **Southeast Village Center:** The Southeast Village Center was anticipated in the 1995 Comprehensive Master Plan to occur in approximately the location indicated. It is expected to be roughly 30 to 35 acres in size and accommodate retail and service uses, a community green space or plaza, and institutional or public uses such as a church or police station. Automobile access is key, but pedestrian and bicycle access is also very important.

**Single Family Residential (yellow):** These areas will provide locations for “starter” single-family homes and other modestly priced housing options. Proximity to the employers of the Corporate Campus will be viewed as an asset for these developments. Access to these areas will primarily occur off of SR238, in order to segregate local traffic from the business-related traffic on 146th Street. These areas should be thought of as “neighborhoods” with cross connections rather than as discrete subdivisions.

**Multi-Family Residential/Commercial (brown):** These areas will provide locations for rental apartments and medium-density housing, such as townhouses or retirement villages. Proximity to the employers of the Corporate Campus will be viewed as an asset for these developments. Access to these areas will primarily occur off of SR238, in order to segregate local traffic from the business-related traffic on 146th Street. Depending upon the site plan and scale of the residential developments, it may be appropriate to consider accommodating some local commercial uses within these areas also.

***Recreation/Open Space (green):*** This definition covers designated floodplains and their immediate surroundings, and ensures that environmentally sensitive lands remain undeveloped. As Noblesville extends further west and the population west of SR37 increases, one of these areas may be a prime location for a new community park facility to conveniently meet the needs of the growing population.

***Community Use/Regional Detention (blue):*** This area is set aside as a potential location for a community use such as a recreational facility, a college campus or a hospital. It is also a potential location for a large regional detention facility, possibly in conjunction with a recreational use such as a golf course or ball field complex.

### ***Applicable Strategies***

The following strategies are drawn from the Comprehensive Master Plan Committee's list of Inclusive Strategies (Final Benchmarking Report, Center, 1994). Village Center concepts should be used to advance these ideas. Each strategy is followed in parentheses with the name of the subcommittee by which it was formulated.

- Establish a business/government partnership to install infrastructure in advance of industrial development (General Development).
- Infrastructure can be installed in advance of new business/industrial development at the community's (both Public and Private) expense (Infrastructure).
- Support an additional industrial park (Infrastructure).
- Maintain a balance in zoning so that there is enough available business/industrial land which can be developed (Infrastructure).
- Encourage businesses which help to lower personal property taxes (Business).
- Promote attractive treatments of parking lots, streets, sidewalks, and building facades as a means to attract up-scale businesses (Business).
- Increase the number of [nice] hotel rooms in Noblesville. Survey local businesses about potential hotel usage per month. Use this figure as a marketing tool to lure hotels (Tourism).
- Encourage tourism related activities (Tourism).
- Encourage businesses to cooperatively provide child care for their employees' children (Daycare).
- Provide more area for industrial and business zones (Land Use and Zoning).
- Locate industrial zones along appropriate corridors (Land Use and Zoning).
- Purchase park property while it is still available (Parks/Green Space).
- Place strict aesthetic controls (height, color, landscaping, light and lot coverage) on developments which abut parks/green spaces (Parks/Green Space).
- Provide for affordable housing. Zone enough land R-2, R-3, R-4 and R-5 to ensure this (Land Use and Zoning).
- Create aesthetic zoning and noise buffer control zones to protect views and/or the character of residential neighborhoods, green space or significant structures (Land Use and Zoning).
- Promote the use of floodplains for recreational uses and green space (Parks/Green Space).
- Set up regulations which allow the City to pursue alternative ways to acquire green space. These should include impact fees and purchasing of development rights on strategic properties (Parks/Green Space).
- Establish a business/government partnership to install infrastructure in advance of industrial development (General Development).

- Infrastructure can be installed in advance of new business/industrial development at the community's (both public and private) expense (Infrastructure).
- Support an additional industrial park (Infrastructure).
- Maintain a balance in zoning so that there is enough available business/industrial land which can be developed (Infrastructure).
- Encourage businesses which can help lower personal property taxes (Business).
- Promote attractive treatments of parking lots, streets, sidewalks and building facades as a means to attract upscale businesses (Business).
- Increase the number of [nice] hotel rooms in Noblesville. Survey local businesses about potential hotel usage per month. Use this figure as a marketing tool to lure hotels (Tourism).
- Encourage tourism related activities (Tourism).
- Locate industrial zones along appropriate corridors (Land Use and Zoning).
- Continue the policy not to allow direct access onto SR 37 (Infrastructure).
- Create a trail system to link parks, facilities and neighborhoods (Parks/Green Space).
- Establish identifiable entrances into the community that support the character of Noblesville (Sense of Community).



## **Greenways**

One of the major features of Noblesville Township is the wooded floodplain running throughout. The floodplain should become a greenway system, connecting the various parts of the township with natural trails and open space.

One of the major directives of the Benchmarking Report (Center, 1994) is to restrict development in the floodplain. Some reasons for this are to reduce flooding, erosion, and water contamination (see Stormwater Management Plan), to reduce septic failures, to preserve greenspace in general, and to provide more recreational opportunities. Much of this can be accomplished simply by restricting development in the floodplain. The recreational opportunities can be developed by the use of the trails system.

### ***Policies***

The overall trail system for Noblesville is made up of both greenway trails and roadside trails. Both the Greenway Trails and the roadside Hike/Bike Trails are illustrated in Figure 10. Roadside trails will be discussed further within the Thoroughfare Plan. Policies related to greenway trails are as follows:

- Prohibit development in the floodplain and utilize the open area as a city greenway system.
- The trail system should be linked, wherever possible, with other regional trail systems.
- The system should be internally looped, wherever possible, to avoid dead ends.
- Detailed studies should be made regarding the actual location and alignment of trails in the greenway corridor. In addition to following the river or creeks, the trails should seek to connect areas of special scenic beauty or natural habitats that can be utilized as interpretive areas.
- Interpretative areas should be enhanced with special plantings or treatments to encourage a high-quality environment for both the users and the animals to whom the habitats belong. Signage of a standard design for both natural and historical interpretive and regulatory use should be installed throughout the entire trail system. Maps should be developed for trail users as both way-finding measures and to locate and describe the interpretive aspects of the system.
- Care should be taken to give sections of the trails a certain theme or character that matches that of the neighborhood in which it is located. For example, this could be accomplished through a slight change in the signage or plant materials as the trails go through the different neighborhoods.
- Trails should be sponsored by various clubs, (be they private businesses, bicycle clubs, boy scouts, PTA, or senior citizen's groups) for maintenance and for safety through the use of trail rangers.
- Because the exact time frame for future development in Noblesville Township is unpredictable, the trails system should be implemented gradually. However, the location for the trail system needs to be established in advance of development. As residential neighborhoods develop and the need for new parks arises, they should be sited in accordance with the predetermined trail system. All Village Centers should also be connected with trails.

The installation of a trail system will be a major undertaking that is probably best accomplished in phases. The City must first decide whether and when to undertake further greenway trails study. This study is necessary for the trail plan to proceed, and will probably require engineering as well as planning and landscape architectural assistance in order to properly locate the trails.

Obviously, funding the trail system is a critical issue. The City should investigate outside funding mechanisms such as The Intermodal Surface Transportation Efficiency Act (ISTEA) (see Thoroughfare Plan). However, even if outside funds are available through ISTEA, etc., local resources will be needed to fund certain trail improvements. One issue that this raises is whether the trail system should be paid for solely by the city even if unincorporated township residents are allowed to use it as well. Some alternative and equitable ways to pay for the system include the creation of a park district to administer the trail system, or the use of *impact fees*.

The adjacent Town of Fishers uses park impact fees which are directly assessed on each new home constructed. Businesses are not assessed since they do not use the park and recreation facilities. Developers can pay the fee or, in lieu of paying the fee, can choose to install a park and recreation space. If the development is located along previously designated trail corridors, the developer is encouraged to develop that portion of the trail. All trails must be built to city specifications.

Noblesville is currently studying the feasibility of implementing a park impact fee. This study should be completed, adopted, and implemented.

### ***Applicable Strategies***

The following strategies, drawn from the Comprehensive Master Plan Committee's list of Inclusive Strategies (Final Benchmarking Report, Center, 1994), should be used to advance the greenways concept. Each strategy is followed in parentheses with the name of the subcommittee by which it was formulated.

- Maintain strict policies for granting variances in flood fringe and flood plain areas (General Development).
- Discourage commercial development in the floodplain (General Development).
- Adopt impact fees to pay for increased service demands of new development (Infrastructure).
- Infrastructure can be installed with general tax dollars in order to promote public greenspace/park projects such as the Riverwalk (Infrastructure).
- Market our current assets such as the train museum, Morse Reservoir, historic Noblesville, White River and Forest Park. Link these together with the train system, trails, and buggy rides. Build on these and expand possibilities to create a regional draw (Tourism).
- Encourage tourism related activities (Tourism).
- Promote the use of floodplains for recreational uses and greenspace (Parks/Greenspace).
- Support the use of impact fees to install parks/greenspace areas (Parks/Greenspace).
- Meet the benchmarks set by the committee (Parks/Greenspace).
- Set up regulations which allow the City to pursue alternative ways to acquire greenspace. These should include impact fees and purchasing of development rights on strategic properties (Parks/Greenspace).

- Create a trail system to link parks, facilities and neighborhoods. Alleys could be used as part of the trail link (Parks/Greenspace).
- Build a river walk. Petition the Legacy Fund for money to build a walkway over White River (Parks/Greenspace).
- Hold bike races, walks, or antique auto races from park to park (Parks/Greenspace).
- Build fitness areas for City trails during shop classes (Education).
- Plant trees in the flood fringe (Environment).
- Zone areas which are in the flood fringe recreational, open space/parks. Do not allow residential overlay zones to be located in flood fringe areas (Land Use and Zoning).
- Create aesthetic zoning and noise buffer control zones to protect views and/or the character of residential neighborhoods, greenspace, or significant structures (Land Use and Zoning).

In addition, this greenways concept relates to the “Land” goal #2: No net loss of flood-fringe volume.

## Wayne Township

This document, when adopted in November 1995, addresses land uses extending east to the Noblesville Township line. Due to recent development pressure that has extended residential development into Wayne Township in three areas, the City has identified a need to consider the appropriate course of development in Wayne Township in the coming decades. Since early 2001 the City of Noblesville, with the assistance of the land use planning firm of Camiros, Ltd., has hosted public meetings to discuss the future of this area, and has developed a more detailed land use concept to guide future development in this area.

The extent of the area studied is displayed on a map entitled Wayne Township-Existing Conditions, which is located in *Appendix B – Comprehensive Master Plan Maps*. The study area, at approximately 13,400 acres or 21 square miles in size, encompasses the western half of Wayne Township. The manner in which this area develops in the coming decades will have an impact functionally, aesthetically and financially on the City of Noblesville.

### Purpose of the Update

This Master Plan Update is intended to provide clear direction for the City as decisions are made regarding public investments in the western half of Wayne Township, and to allow the City to clearly articulate its desired land use and development pattern to the private sector. Such proactive planning helps to ensure that appropriate and adequate public facilities and amenities are provided within the area, that traffic congestion is minimized, that stormwater drainage issues are effectively and efficiently addressed, and that environmental resources and critical floodplain areas are protected from inappropriate development.

The tremendous demand for new residential, commercial and industrial development in the Indianapolis region over recent years makes it clear that the City must take a proactive approach to defining the opportunities and constraints in the western half of Wayne Township. The question is not *whether* but *when* real estate development demand will begin to significantly impact the area. Indeed, development has already occurred in a few locations along the western edge of the township— along SR238, just south of SR38 and just north of 206th Street— and further development proposals that will impact the area are already in the planning stages. The City must proactively state its policy as to the appropriateness and desirability of residential developments and to extending City services into Wayne Township to serve these new developments. Significant development pressure may not be imminent, but as the Corporate Campus to the south begins to take shape development pressure within Wayne Township will increase.

This section briefly outlines the *Existing Conditions* impacting the Wayne Township planning area, summarizes the relevant *Master Plan Goals and Policies* that the Concept Plan addresses, and indicates the *Planning Issues* that were discussed during the public meetings held during the planning process. Finally, the *Land Use Concept Plan* is presented and described.

## EXISTING CONDITIONS

The map entitled Wayne Township-Existing Conditions, contained in Appendix B – *Comprehensive Master Plan Maps*, graphically summarizes the key physical conditions within the study area that impact the Concept Plan.

### Land Use

The major land uses that currently exist in and near the Wayne Township study area are as follows:

- Three residential subdivisions have been developed or are in development currently along the western edge of Wayne Township: the “Creekside” and “Deer Path” subdivisions located just south and north (respectively) of SR238 just east of Summer Road; a golf course subdivision accessed off of SR38 and located just east of Summer Road (currently under construction); and a small section of a larger subdivision at the northeast corner of Summer Road and 206<sup>th</sup> Street.
- The Verizon Wireless Music Center, a regional outdoor concert venue, is located at the northeast corner of 146<sup>th</sup> Street and Boden Road at the southern boundary of the township.
- The small community of Clarksville is located along SR38 just north of 166<sup>th</sup> Street.
- Isolated, large lot residential development occurs along county roads throughout the township, but not in any significant concentrations.
- Isolated, small scale industrial uses and commercial enterprises occur along county roads throughout the township, but do not occur in any significant concentrations.
- A quarry is located between SR32 and SR38 just east of Stony Creek.
- The remainder of the Wayne Township planning area is predominantly agricultural, in active farming at various scales.

There are several historic resources within the Wayne Township planning area that have been identified and documented by the Hamilton County Historical Society in the “Hamilton County Interim Report” of the Indiana Historic Sites and Structures Inventory. They are indicated on the plan along with their key number from the document. Sites vary from a complete farmstead to a house, barn, church or cemetery. They are generally small in size, and their preservation should be accommodated within any land use plans that are developed in areas that will impact them.

### Circulation

Once the planned eastward extension of 146<sup>th</sup> Street is complete SR238 will be downgraded, but it will be widened and improved as a key local access route. This upgrade, along with planned improvements to the I-69/SR238 overpass and interchange area, will significantly improve the accessibility of the southwestern portion of Wayne Township in the coming decade. SR32 and SR38 currently provide, and will continue to provide, the primary access to the center portion of Wayne Township from the west.

A potential hike/bike trail alignment has been indicated along the William Lehr Ditch, to ultimately tie into the city-wide trail system that is in development.

### Environmental

Three floodplains impact the western half of Wayne Township, running along five watercourses that fall within the study area. A strip of floodplain extends north into the study area from just east of the existing Creekside residential development up to the quarry area north of SR38, along the William Lehr Ditch. This floodplain then extends further north along Stony Creek and the William Lock Ditch at widely varying widths. A second floodplain extends at varying dimensions to the east and west of Sand Creek from the Verizon Wireless Music Center up to Prairie Baptist

Road just south of SR38. A third, smaller floodplain follows a small watercourse that runs east-west just north of 196<sup>th</sup> Street and terminates west of Olio Road.

Watershed boundaries are indicated on the map. The western half of Wayne Township falls into two separate watersheds.

Wooded areas are also indicated on the map. These areas fall into various land use categories in the Concept Plan, and should be maintained intact during development of the impacted parcels.

## **UTILITIES**

City sewer service is currently in place for three residential areas within the Wayne Township boundary: the “Creekside” and “Deer Path” subdivisions located just south and north (respectively) of SR238 just east of Summer Road; a golf course subdivision accessed off of SR38 and located just east of Summer Road (currently under construction); and a small section of a larger subdivision just north of 206<sup>th</sup> Street at the township line.

An underground gas pipeline traverses the far northwestern corner of the Wayne Township planning area from southwest to northeast. Overhead utility lines also impact the area, extending both east-west north of 206<sup>th</sup> Street and diagonally across the entire planning area from near Summer Road and 196<sup>th</sup> Street at the northwest to east of the Verizon Wireless Music Center at the southeast.

## **GOALS AND POLICIES**

The plan goals and policies adopted in 1995 were reviewed, and the relevant goals and policies for this area are summarized below. This is *not* an exhaustive list of the plan goals or policies within each category indicated; only those that are directly relevant to— and addressed by— the concept plan are listed here.

### **Goals**

- Control the pattern of growth in Noblesville.
- No net loss of flood-fringe volume.
- Increase the use of the floodplain for recreational use and green space.
- Reduce non-recreational development in the floodplain.
- Protect and improve our environment.
- Provide adequate green space.
- Identify and protect the community’s critical assets: environmental, historical, non-historical (unique physical).
- Annexation may be used as a tool to increase assessed valuation, economic growth and environmental protection.
- Support human diversity in housing, education, business and government.

### **POLICIES**

#### **Growth and Development**

- Adopt a proactive and preemptive annexation policy with specific reference to critical environmental areas, to increase [the] property tax base, and to control future development.
- Adopt a policy of restricting access to water and sewer utilities to areas within the corporate boundary, or to those areas which agree to a pre-annexation agreement.
- Use public investment in parks and infrastructure to target areas for potential new development.

#### **Flood Protection**

- Discourage any new development within the 100-year floodplain.
- Limit development in floodway fringe areas to non-structural development.

- Limit impervious surface development and rate runoff volume in the watersheds of 100-year floodplains.

#### **Open/Green Space Acquisition**

- Develop a community-wide and integrated system of greenways, bike trails and pedestrian paths to link schools, parks, neighborhoods and community activity centers.
- Increase the supply of open space and natural areas.

#### **Stormwater Management Plan**

- Preserve wetlands. Wetlands can serve as site features and/or as destinations for the greenway trails system.
- Advocate swale drainage over traditional storm sewers. It is recommended that, where appropriate, developers minimize site grading and utilize the natural swales of the land for stormwater drainage. Swale drainage is most appropriate for low density developments where a rural or countryside character is to be emphasized.
- This plan encourages the use of combined detention facilities (sometimes called “fee in lieu” detention areas). Cooperation among developers, and between developers and the City, is encouraged for the purpose of their construction.

#### **Neighborhoods**

- Require development of over 50 units to have a ratio of different densities.
- Allow a density bonus when a developer sets aside land for public use.
- All developments in excess of 100 units should reserve 20% of all units for moderate income housing.
- Higher density housing is appropriate for areas which are small or irregularly shaped.
- Multi-family housing is an appropriate “buffer” land use for those areas between higher-density single-family and commercial uses.
- The City should be able to require, through site plan review, the use of fences, landscaping or other measures where higher density housing requires increased privacy.

#### **Greenways**

- Prohibit development in the floodplain and utilize the open area as a City greenway system.
- The trail system should be linked, wherever possible, with other regional trail systems.
- The location for the trail system needs to be established in advance of development. As residential neighborhoods develop and the need for new parks arises, they should be sited in accordance with the predetermined trail system.

### **PLANNING ISSUES**

The following issues were raised during working meetings with City staff and officials, and during public meetings. They serve to augment the understanding of the area provided by the physical conditions survey and the review of current City planning policies.

#### **Land Use/Infrastructure**

- The Verizon Wireless Music Center creates nuisances for surrounding landowners. To the west the problems are primarily traffic-related, as SR238 becomes congested during events. To the east and south, noise pollution during concerts can travel up to two miles. If any development is to occur in the vicinity of the Music Center, traffic mitigation measures and noise buffering need to be implemented.
- Open space, such as a golf course, could potentially be used as a buffer around the Verizon Wireless Music Center.
- There is still significant land within Noblesville Township that is zoned residential and remains undeveloped. For this reason, it may be some time before Wayne Township experiences significant residential development pressure.
- As development occurs the need to address congestion at the I-69 interchange will become urgent.
- As development occurs additional public facilities may become necessary, including new schools, parks and public safety facilities.

- While affordable housing is needed, there is concern about the quality of the housing and the impact it might have on neighboring property values.
- A regional trail system should be incorporated into future developments.
- There is already concern that residential development is negatively impacting floodplains and wooded areas.
- The area north of Verizon Wireless Music Center is a potential location for a new airport.

### **Implementation/Regulation**

- Many landowners in the southern part of Wayne Township wish to continue farming in the near term. However, when they are ready to retire they would be interested in selling their land to developers.
- Regulations regarding noise and vibration can be created, but enforcement is very difficult.
- Land east of Verizon Wireless Music Center should not develop as residential because of access and noise issues, possibly through the use of conservation easements or some other mechanism.
- As regional detention solutions are implemented for the Corporate Campus planning area immediately to the south, it may be appropriate to locate a facility within Wayne Township to serve the area to the south.

### **LAND USE CONCEPT PLAN**

The Wayne Township-Concept Plan, located in *Appendix B – Comprehensive Master Plan Maps*, depicts the future land use and circulation pattern recommended for the western half of Wayne Township—the development pattern that the City will support. The plan achieves the intent of the goals and policies previously adopted during the Master Plan process undertaken in 1995. The plan also addresses the more recent issues and developments outlined in this memorandum.

A list of *Planning Strategies* used to develop the Concept Plan is presented below. Following the strategies, an *Acreage Projection* is provided that reflects the land uses indicated on the Concept Plan. Finally, descriptions of the *Land Use Categories* indicated on the Concept Plan are provided.

### **Planning Strategies**

The Concept Plan is based on the following planning strategies:

- Future development in the western half of Wayne Township should be primarily residential, with the area being served by commercial areas to the west and south.
- Future residential development within Wayne Township should be concentrated in the southwest quadrant, and should not extend north of SR38 or east of Olio Road. The area within the southwest quadrant provides ample development acreage to meet future needs, while creating a contiguous and efficient development pattern. In addition, it will be readily accessible from the south and west via SR 238 and SR38.
- The City should *not* extend sewer service beyond the development area described above and on the attached Concept Plan. Staging of the extension of sewers within the southwest quadrant will allow for some control over the pace of development and a contiguous development pattern. Contiguous development will also make the provision of other utilities easier and more efficient to accomplish.
- Residential developments should be designed as “neighborhoods” with cross connections to adjacent developments, rather than as isolated subdivisions.
- Residential development that occurs within Wayne Township should be of high design quality, and should provide a diversity of housing sizes and price levels.
- Provisions should be made proactively for adequate public facilities such as police and fire stations, and schools and parks within residential areas, so that they can be sited in highly accessible locations. These facilities should also be held to high design standards.



- Areas designated as floodplains, or that are wooded or otherwise environmentally sensitive, should be left undeveloped. They should be used as recreational amenities through the careful installation of a greenway/trail system or “low-impact” recreational facilities (such as ball fields) if needed to meet community needs. The City of a cooperating non-profit organization may need to purchase and hold “conservation easements” to maintain these sensitive areas in their natural state.
- The hike/bike trail system should be proactively planned so that appropriate right-of-way widths and land dedications can be secured. Connections should also be made to regional trails where feasible.
- If deemed appropriate through future planning studies, sites within the southwest quadrant should be set aside for larger community-oriented uses, such as a new airport facility or a regional detention facility to serve the Corporate Campus to the south.

### Acreage Projection

The Wayne Township planning area contains a total of approximately **13,440 acres**. Existing developments, including the Verizon Wireless Music Center and three recent or ongoing residential subdivision developments, comprise approximately 250 acres (or 2.0%) of this total area. Designated floodplains, which are to remain undeveloped, comprise another approximately 2,000 acres (or 15.0%) of this total area. As a result, approximately **11,190 acres** (or 83.0% of the total area) are available for land use planning consideration.

The Concept Plan indicates the following land use acreages:

<b>Wayne Township Concept Plan Acreage*</b>	
Housing Area A (Multi-Family)	160 acres
Housing Area B (Single Family)	325 acres
Housing Area C (Single Family / Countryside)	315 acres
Housing Area D (Countryside)	330 acres
Housing Area E (Countryside)	595 acres
Housing Area F (Countryside)	200 acres
Local Commercial	65 acres
Agricultural (remaining undeveloped)	9,200 acres
<b>TOTAL</b>	<b>11,190 acres</b>

\*Included within acreage are the following: circulation (public streets and internal circulation routes); stormwater detention areas; and, easements for hike/bike trail system.

Source: Camiros, Ltd.

The residential areas indicated on the plan will accommodate approximately 4,800 to 5,400 dwelling units. This is based on an assumption that single family areas will develop at 3 dwelling units per acre, countryside areas will develop at 1 dwelling unit per acre, and multi-family areas will develop at an average of 15 dwelling units per acre. At the current rate of housing growth in Noblesville, this constitutes approximately 7 to 8 years of absorption.

### Land Use Categories

The following land use categories are indicated on the attached Wayne Township-Concept Plan. They provide a development framework within which planned developments can be proposed that reflect a mixture of the allowable uses.

***Single Family Residential (yellow):*** These areas will provide locations for single-family homes at a density of up to 3 dwelling units per acre. Proximity to the employers of the Wayne Township will be viewed as an asset for these developments. These developments should be thought of as “neighborhoods” with cross connections rather than as discrete subdivisions.

**Multi-Family Residential (brown)** and **Multi-Family Residential/Commercial (brown/red)**: These areas will provide locations for rental apartments and medium-density housing, such as townhouses or retirement villages, at a density of up to 20 dwelling units per acre. Proximity to the employers of the Wayne Township will be viewed as an asset for these developments. Access to these areas will occur adjacent to SR238, to minimize traffic impacts on surrounding neighborhoods. Depending upon the site plan and scale of the residential developments, it may be appropriate to consider accommodating some locally oriented commercial uses within these areas also.

**Countryside (light brown)**: These areas are appropriate for low-density residential development of no more than 1 dwelling unit per acre. Access to these areas should occur primarily from the north along SR38, to minimize traffic conflicts with higher density areas to the south.

**Countryside** and **Single Family Residential/Countryside (light brown/yellow)**: This area should develop with a combination of these two designations, depending upon eventual market demand.

**Commercial (red)**: This definition encompasses retail and service uses that cater primarily to nearby residents and employees. The overall character of the area should be pedestrian-oriented and relatively compact. Non-automobile access to these areas is as important as automobile access in these areas.

**Floodplain (green)**: This definition covers designated floodplains and their immediate surroundings, and ensures that environmentally sensitive lands remain undeveloped. As Noblesville extends further west and the population west of SR37 increases, one of these areas may be a prime location for a new community park facility to conveniently meet the needs of the growing population.

**Agriculture (tan)**: These areas, including the entire planning area north of SR38, should remain in active agricultural use and should *not* be provided with City sewer service. Residential development at densities of one dwelling unit per three acres is acceptable, with homes remaining on private septic systems.

### ***Applicable Strategies***

The following strategies, drawn from the Comprehensive Master Plan Committee's list of Inclusive Strategies (Final Benchmarking Report, Center, 1994), should be used to advance the greenways concept. Each strategy is followed in parentheses with the name of the subcommittee by which it was formulated.

- Purchase park property while it is still available (Parks/Green Space).
- Place strict aesthetic controls (height, color, landscaping, light and lot coverage) on developments which abut parks/green spaces (Parks/Green Space).
- Create a community standard for acceptable affordable housing. Adopt a housing quality standard (At-Risk).
- Provide for affordable housing. Zone enough land R-2, R-3, R-4 and R-5 to ensure this (Land Use & Zoning).
- Create aesthetic zoning and noise buffer control zones to protect views and/or the character of residential neighborhoods, green space or significant structures (Land Use & Zoning).
- Promote the use of floodplains for recreational uses and green space (Parks/Green Space).
- Set up regulations which allow the City to pursue alternative ways to acquire green space. These should include impact fees and purchasing of development rights on strategic properties (Parks/Green Space).
- Zone areas which are in the flood fringe recreational, open space/parks. Do not allow residential overlay zones to be located in flood fringe areas (Land Use & Zoning).

## THE LAND USE PLAN DISTRICTS

*The Land Use Plan and Thoroughfare Plan are illustrated in Appendix B – Comprehensive Master Plan Maps. The land use districts identified in this illustration are designed to accommodate slightly more than the land use acreage established as 2010 Land Use Benchmarks, thereby assuring a certain degree of choice and flexibility in development sites. Table 4 shows the acreage for each land use category of the plan. Descriptions of the land use districts are given in the Land Use Plan Districts table in Appendix B – Comprehensive Master Plan Maps. Explanations of the updates to the Land Use Plan are located in Appendix A – Land Use Plan Update.*

**Table 4. Planned Land Use Distribution**

Use	Acres
<b>Total Acres</b>	31,360
<i>Acres Agricultural/ Undeveloped:</i>	14,739
<i>Acres Developed:</i>	16,620
Residential	10,035
Industrial/ Commercial/ Service	2,820
Infrastructure	1,568
Recreational	2,195
<b>Housing Units</b>	16,800
<b>Population</b>	41,500

*Source: Benchmarking Committee  
Camiros, Ltd.*

## INFRASTRUCTURE

Infrastructure improvements, in the form of a Thoroughfare Plan and a Stormwater Management Plan, are proposed to support the land use plan.

### Thoroughfare Plan

The Noblesville Thoroughfare Plan, *which is located in Appendix B – Comprehensive Master Plan Maps*, includes three major concepts: 1) the improvement of roads for transportation access, 2) the creation of special character roadways and entryways, and 3) the establishment of a roadside system of hike/bike trails. The most important recommended transportation improvement, the improvement of 146th Street, involves all three concepts.

The Plan recommends that 146th Street be widened to a four-lane divided boulevard with a landscaped median and an adjacent hike/bike trail. This improves access by: increasing the use of 146th as an east-west arterial, providing access to the proposed Corporate Campus, and helping to remove truck traffic from SR 32/Connor Street. Turning 146th Street into a landscaped boulevard defines Noblesville's southern border and gives the community a sense of uniqueness. The trail proposed alongside 146th Street connects to others throughout the community, improving pedestrian and bicycle access and advancing the neighborhood concept of the plan.

The following describes Noblesville's transportation concepts in further detail.

#### *Improving Roads for Transportation Access*

Improving transportation access in Noblesville is accomplished primarily by connecting and/or widening its arterial streets.

East-west access is provided by the improvement of 146th Street, as described above, and by the interconnection of 206th Street and Carrigan Road. While 206th Street has the advantage of bridging the White River, it ends in a "T" at Hague Road. If it were connected to Carrigan Road, only a few hundred feet away, this set of roads would become continuous township wide.

North-south access is improved by the connection and widening of discontinuous arterials in both halves of the township. East of the river, Union Chapel and Promise Roads should be connected and widened. The connection would require extending Union Chapel one mile north from its current terminus at 166th Street. The connection of these roads will be complicated by the nearby split of State Roads 32 and 38. However, this arterial will be very important as this eastern half of the township continues to develop. Both the Northeast and Southeast Village Centers should be located along this Union Chapel/Promise arterial.

On the western half of the township, Hazel Dell and Little Chicago Roads should be aligned at SR 32, then widened, to become the primary north-south arterial. This will improve access from the south (Indianapolis) to the residential areas west of Noblesville. This arterial also connects to the Southwest Village Center.

Traffic access within neighborhoods would be improved by the use of grid street systems instead of discontinuous subdivision streets. As the Neighborhoods concept recommended, streets which abut vacant land should be stubbed for later connection, and cul-de-sacs should be discouraged.

### ***Special Character Corridor and Entry Treatments***

Special character corridor and entry treatments are proposed for locations with significant traffic visibility. This includes most primary arterials and their intersections, especially 146th Street.

The purpose of special character corridor treatments is to: 1) avoid the visual clutter (signs, concrete parking lots) associated with many arterial roadways, and 2) enhance the appearance of these roadways so they are more enjoyable for Noblesville residents and visitors. The purpose of special character entry treatments is to identify to visitors that they have entered a special place: Noblesville.

Creating a special character corridor involves detailed study and perhaps an overlay zoning district. The following are possible design characteristics of special character corridors:

- significant landscaping requirements,
- increased sign regulations,
- parking provided behind, rather than in front of, the front setback line,
- smaller building setbacks, to provide a sense of enclosure to the streetscape,
- development prohibited from facing the road directly.

Creating a special entry treatment involves advance planning, to decide on a common theme that says “Noblesville” and that will be used in all future entries. A typical design would include extensive landscaping and specially-designed signage.

### ***Hike/Bike Trails***

The overall trail system for Noblesville is made up of both roadside hike/bike trails and greenway trails. Both of these interdependent trail systems are illustrated *in the Noblesville Alternative Transportation Plan in Appendix B – Comprehensive Master Plan Maps*.

Like arterial streets, trails improve the community’s overall transportation access. By allowing people to walk or bicycle, road traffic is lessened. The proposed trail system also acts like arterial streets by creating township-wide linkages.

Most of the roadside hike/bike trails should be located in a dedicated right-of-way at the edge of or alongside the roadway pavement. These routes can be indicated by pavement markings and/or signage.

All hike/bike trails should be hard surfaced and should connect to other trail systems wherever possible.

Policies for Greenway trails are discussed within the “Greenways” land use concept.

Recommended locations for these transportation improvement projects are found in Table 5. Policies for their implementation are found below.

Descriptions of the thoroughfare classifications shown on the Thoroughfare Plan are found in Table 6.

**Table 5. Recommended Transportation Improvement Projects**

Locations Needed	Type of Improvement Project			
	Structural Improvements and/or Widening	Special Character Corridor Treatments	Hike/Bike Trail <sup>1</sup>	Special Character Entry Treatments
146th Street	-	-	-	- (at SR 37 and also at Hazel Dell/Little Chicago)
161st Street	-	-	2	-
Abandoned Conrail Railway	-	-	-	-
SR32/Connor Street	-	-	- (Partial) <sup>2</sup>	- (at Union Chapel and also at Hazel Dell/Little Chicago)
206th/ Carrigan Road	-	-	-	-
Union Chapel	-	-	-	- (at SR 32/SR 38)
SR 37	-	-	-	- (at 146th Street)
Hazel Dell/Little Chicago	-	-	-	- (at 146th Street and also at SR 32/ Connor Street)
SR 238	-	-	-	- at Sumner Road (or at City boundary, if boundary extends beyond Sumner Road)

Notes: 1) Roads with Hike/Bike trail may require additional right-of-way.

2) Hamilton County Alternative Transportation Task Force(HCAT), Pathway Standards and Design Guidelines , 1995.

**Table 6. Thoroughfare Classifications**

	Limited Access Arterials	Primary Arterials	Secondary Arterials	Major Collectors	Minor Collectors	Local Streets	
						Urban	Rural
Applicable Streets	SR 37	SR 32, SR 38, SR 238, SR 19, Allisonville/ 10th Street and Little Chicago/ Hazel Dell, 141 <sup>st</sup> , 146 <sup>th</sup> , Brooks School Road, Cumberland Road (S of 238), Howe Road, Olio Road.	Union Chapel, Cumberland, River Road, Hinkle, 131 <sup>st</sup> , 136 <sup>th</sup> , 156 <sup>th</sup> .	As shown on Thoroughfare Plan map.		All not otherwise designated on the map and which do not meet the criteria for a Rural Road.	See “Notes 1 & 2” below.
Functions	Transports traffic between the community and the surrounding region.	Transports traffic across the community.	Main feeder street of the system.	Provide circulation between local streets and arterials.		Provide access to individual properties.	
Distance from similar thoroughfare	Varies.	1 1/2 to 2 miles	3/4 to 1 mile	1/4 to 1/2 mile	Varies.	No closer than 125 feet to any other thoroughfares	
Minimum Right-of-way	Regulated by State.	100 -120 feet	90 feet	80 feet	70 feet	50 feet	50 feet
Maximum Pavement Width (measured from back of curb)	Regulated by State.	60 feet, divided by 25 feet landscaped median.	56 feet	52 feet	36 feet	20 - 32 feet	20 - 32 feet
Driving Lanes	Regulated by State.	2 to 4 lanes	2 lanes	2 @ 12 feet	2 @ 12 feet	2 @ 11 feet	2 @ 11 feet
Parking Lanes	Regulated by State.	Not permitted.	Not Permitted.	2 @ 10 feet	1 @ 8 feet	1 @ 8 feet	Not Permitted.
Design Speed	Regulated by State.	35-45 mph	35-40 mph	30 mph	30 mph	25 mph	25 mph
Curb & Gutter	Regulated by State.	Required	Required	Required	Required	Required	*
Sidewalks	Regulated by State.	Required	Required	Required	Required	Required	Required
Landscaping	—	Required	Required	Required	Required	Required	Required

Notes: 1) Rural roads may be permitted in Open Space and Countryside areas, where average density is no more than one dwelling per three acres, and where runoff can be handled acceptably by surrounding topography.

2) Alleys may be permitted in higher-density areas as described in the “Neighborhoods” concept. The right-of-way for alleys should be 16 feet.

\* Curb & Gutter required within Noblesville corporate limits or in areas to be annexed.

\* Connect Union Chapel Road and Promise Road (at East 156th Street and Promise Road if possible)

## ***Policies***

### **Codify the Thoroughfare Plan**

To implement the thoroughfare plan it must be codified in the City's subdivision control ordinance. Because Noblesville is growing so quickly, this should be done as soon as possible. After the new Thoroughfare Classifications are adopted, new development will be required to provide the designated right-of-way. This is especially important for those areas where roads are proposed for connections and/or widening. It is recommended that, in the meantime, new developments be required to measure setbacks from the proposed right-of-way.

### **Improve Roads Which Serve the Corporate Campus and Village Centers**

The improvement of roadways which serve the proposed Corporate Campus should be considered a high priority capitol expenditure. Most important of these is the 146th Street Corridor. This roadway provides an attractive entry to Noblesville and creates access for the Corporate Campus and the connection to I-69. Roadways which serve the Village Centers should also be prioritized over other roadways. Later capitol improvements should include the installation of corridor improvements and entry treatments.

### **Undertaking Further Corridor Study**

Whether and when to undertake further corridor study is an important policy decision for the City of Noblesville. To design roadway corridors with the necessary degree of engineering and landscape architectural specificity requires detailed study. This would probably result in the creation of corridor overlay zoning districts and suggestions for capital improvements.

### **Investigate the Use of Outside Funds for Road Improvements**

An additional policy consideration of which the City should be aware regards the ISTEA program. The Intermodal Surface Transportation Efficiency Act (ISTEA) and its implementing legislation, the Clean Air Act Amendments (CAAA) and Congestion Mitigation & Air Quality Act (CMAQA), have redirected the process of transportation planning in the United States. As part of the Indianapolis Metropolitan Statistical Area, Noblesville has unique transportation issues which must be considered. While the city is small and relatively autonomous, a large amount of commuter traffic heads for Indianapolis each day from Noblesville.

ISTEA mandates that communities look beyond increased roadways as the only kinds of transportation improvements. Alternative means of transporting goods and people must be considered. Federal money is available to local governments through ISTEA, CMAQA and CAAA to provide alternative transportation improvements. The city should take advantage of funds provided through these federal acts to provide for the proposed trail system and potential railway improvements in the future.

### **Complete the Road Impact Fee Study**

The City of Noblesville is currently studying the feasibility of requiring road impact fees as a way to help pay for road improvements. Impact fees



are discussed as a way of paying for parks and open space within the “Greenways” concept. It is recommended that the Road Impact Fee Study also be completed, adopted, and implemented.

### ***Applicable Strategies***

The following strategies, drawn from the Comprehensive Master Plan Committee’s list of Inclusive Strategies (Final Benchmarking Report, Center, 1994), should be used to advance the thoroughfare plan. Each strategy is followed in parentheses with the name of the subcommittee by which it was formulated.

- Continue the policy to not allow direct access onto SR 37 (Infrastructure).
- Create a trail system to link parks, facilities and neighborhoods. Alleys could be used as part of the trail link (Parks/Greenspace).
- Establish identifiable entrances into the community that support the character of Noblesville (Sense of Community).

## **Stormwater Management Plan**

As described in Chapter 2, the goals of stormwater management are to reduce: 1) erosion, 2) flooding, and 3) contamination of the water supply. This comprehensive stormwater management system focuses on accomplishing those goals through land use decisions which protect both water and land resources. Specifically, it recommends an integrated system of natural drainage systems, supplemented by built systems where necessary, with an emphasis on reducing erosion, limiting runoff velocity, and ensuring that necessary runoff is filtered before re-entering the water supply.

The primary way this is accomplished is by retaining existing natural features. Natural features include slopes, wetlands, and vegetation. Each of these assists stormwater management in a unique way. Slopes enable stormwater to run off of land instead of pooling there where it can become contaminated or cause flooding. However, if too steep, slopes can increase runoff velocity, erosion, and flooding. Wetlands collect stormwater runoff and delay its release to conduits and streams. Some release excess rainfall only by evaporation or by absorption into groundwater, preventing any runoff whatsoever. Vegetation, including grass, collects stormwater which then can be absorbed into the ground and filtered as it permeates the soil.

This plan also recommends that, where man-made stormwater detention systems are necessary, they should be combined detention systems. A combined detention system is created when a group of adjacent or closeby land uses combine their stormwater detention requirements by constructing one large detention facility rather than several small ones. This is desirable because larger facilities can be used for aesthetic or recreational purposes and may be more efficient economically.

### ***Policies***

Policies for stormwater management include retaining natural features and combining drainage detention.

### **Preserve Wetlands**

Most wetlands in Noblesville are located in the floodplain areas and, because most stormwater flows to that area, are the most useful for stormwater management. With this in mind, the city may want to focus its

preservation efforts on those 862 acres of wetlands which are located within the floodplain (CEAP, Center 1994).

It is recommended that guidelines for wetlands preservation be established as provided in the CEAP (Center 1994).

There are many opportunities for wetlands to be integrated into the Noblesville Land Use scheme. Wetlands can serve as site features and/or as destinations for the greenway trails system and may or may not include opportunities for wildlife interpretation.

### **Advocate Swale Drainage Over Traditional Storm Sewers**

Like wetlands, other natural depressions also can hold water, slowing down runoff and thereby reducing erosion and increasing filtration. Thus, the loss of depressed storage areas through excessive site grading can have serious impacts on the rate and volume of site runoff. It is recommended that, where appropriate, developers minimize site grading and utilize the natural swales of the land for stormwater drainage.

Swale drainage is most appropriate for low density development where a rural or countryside character is to be emphasized.

The following design standards should be considered when utilizing swale drainage:

- Development should take advantage of the natural swales found on unimproved land.
- The cross section of swales should be parabolic as opposed to triangular or trapezoidal.
- Swales should be wide, shallow, and well-vegetated so as to move water slowly and reduce erosion.

### **Minimize Impervious Surfaces**

Minimizing the amount of impervious surfaces in development is a way of retaining natural features - it leaves more of the site open for grass and other vegetation. By routing runoff from impervious surfaces (such as driveways and parking lots) to natural absorption areas instead of to storm sewers, absorption of stormwater into the ground increases, thus filtering contaminants before they ever reach a drainage channel.

The following are design standards for decreasing impervious surfaces and increasing stormwater absorption:

- Allow for shared parking lots when users operate at different times of the day (this reduces the overall pavement in an area).
- Reduce parking requirements for uses that can be accessed by trails or bicycle paths.
- Implement a maximum, in addition to a minimum, amount of parking spaces.
- Design parking lots to be broken-up intermittently by rows of trees or other planting areas.
- As Noblesville grows, encourage the use of parking structures or underground parking instead of surface parking lots.

### **Community Detention Areas**

This plan encourages the use of combined detention facilities. Cooperation among developers, and between developers and the city is encouraged for the purpose of their construction.

Combined detention areas are sometimes called “fee in lieu” detention areas because they allow a developer to pay a fee to a cooperative, to the government, or to a public/private partnership, for the purpose of constructing the facility. This is “in lieu of” providing a small, independent facility on-site. When the local government is involved in constructing such a facility, it may require a “recapture fee” to eventually be paid back from the land developer or user.

A key component of these programs is that they require much advance planning and construction on the part of the partnership involved. Steps in implementing a community or fee in lieu detention program are:

- 1) Initiate watershed stormwater management studies to determine where community facilities should be built and how stormwater will safely be conveyed to the facilities.
- 2) Appropriate funds for land acquisition and facility construction.
- 3) Determine how the fee amount will be computed and how funds will be guaranteed from properties.
- 4) Establish the administrative framework for collecting fees and determining where and how they will be spent.
- 5) Secure options on community retention sites and proceed with construction when development indicates a need for action.

Clearly, the use of this approach requires a phased development plan and, if the city is involved, implementation through the city’s capital improvement program.

### ***Applicable Strategies***

The following strategies, drawn from the Comprehensive Master Plan Committee’s list of Inclusive Strategies (Final Benchmarking Report, Center, 1994), should be used to advance the stormwater management plan. Each strategy is followed in parentheses with the name of the subcommittee by which it was formulated.

- Separate storm and sanitary sewers in the old part of town (Environment).
- Require proper maintenance of septic systems. Enforce health laws (Environment).
- Require the regular monitoring of the water quality of our streams and reservoir (Environment).
- Hire a consultant to identify hazardous sites and to identify critical environmental areas (Environment).

## 5: IMPLEMENTING THE PLAN

---

This section includes three factors to consider in implementing the Comprehensive Land Use Plan: 1) general plan policies, 2) priority actions, and 3) maintaining momentum. The general plan policies are a supplement to the policies and strategies inherent with the individual land use concepts. The priority actions are shown in *Appendix B – Comprehensive Master Plan Maps*, and include specific steps that the city must take in the short term for implementation. Factors for maintaining momentum after the plan has been adopted are provided as long-term guidelines for the city.

### GENERAL PLAN POLICIES

Within each of the individual plan concepts is a set of policies, together with some of the applicable strategies which will help to implement them. When looking at the plan as a whole, however, there are additional policies and strategies that must be considered. While not always related directly to land use, they encourage factors such as education, environmental awareness, and community involvement which help to make Noblesville a healthy community and increase its quality of life.

The following are eight such general plan policies and the strategies necessary to implement them. The strategies were summarized from the list of specific strategies prepared by the Comprehensive Master Plan Committee. For a complete and verbatim list of strategies, see the **Benchmarking Report** (Center 1994).

#### Growth and Development Policy

##### *Policy:*

Encourage compact growth through the management of municipal improvements.

##### *Actions:*

- Encourage infill development with tax incentives and preferential zoning treatment.
- Assure that new development respects the size, scale and character of adjacent established buildings.
- Adopt a proactive and preemptive annexation policy with specific reference to critical environmental areas, to increase property tax base, and to control future development impact.
- Adopt a policy of restricting access to water and sewer utilities to areas within the corporate boundary, or to those areas which agree to a pre-annexation agreement.

- Conserve existing core neighborhoods through programs for historic preservation, property maintenance, and home improvements.
- Use public investment in parks and infrastructure to target areas for potential new development.
- Support the creation of neighborhood associations, block clubs, and homeowner associations through technical assistance.
- Target areas for planned infrastructure (roads, water, sewer) and appropriate zoning to support new business and industrial development.
- Establish a community-wide integrated and coordinated Capital Improvements Program and budget for investment in all public facilities, including schools, parks, and utilities.
- Establish a neighborhood challenge grant to fund neighborhood initiated projects.

## **Flood Protection Policy**

### ***Policy:***

Protect and preserve floodlands.

### ***Actions:***

- Discourage any new development within the 100-year floodplain.
- Limit development in floodway fringe areas to non-structural development (no buildings).
- Limit impervious surface development and rate runoff volume in the watersheds of 100-year floodplains.
- Continue public purchase of structures within the 100-year floodplain.

## **Open/Greenspace Acquisition Policy**

### ***Policy:***

Increase the amount of public open space for passive recreation and aesthetic use, and use this open space as a distinguishing mark of community character and identity.

### ***Actions:***

- Establish a per capita level of service with respect to green space and recreational space which exceeds national standards.
- Develop a community-wide and integrated system of greenways, bike trails, and pedestrian paths to link schools, parks, neighborhoods and community activity centers.
- Increase the supply of open space and natural areas through:
  - Public acquisition of open space through fee simple purchase.
  - Acquisition of open space through mandatory dedication.
  - Acquisition of development rights by public conservation easement.
  - Provision of property tax incentives for conservation dedication.
  - Creation of a green space fund for assessment of development impact fees.

- Establishment of a Parks Foundation (Community Land Trust) which would buy or receive land to be held in trust as natural or undeveloped land.
- Requirement of new developments to provide recreational amenities for the project or else to contribute to a community open space fund.

## **Economic Development Policy**

### ***Policy:***

Expand business opportunities in Noblesville through capital improvements, marketing, and cooperation.

### ***Actions:***

- Create a Noblesville Economic Development Corporation or an Economic Development Director which is responsible for, and has the authority to, implement economic development projects, programs, and business development strategies.
- Identify, acquire, and develop a site for a new business park to serve as expansion space for existing businesses and as a location for new employment activity.
- Undertake a targeted business development strategy focused toward small and minority businesses, tourism related businesses including lodging facilities, and towards downtown retail.
- Support regional cooperation in economic development initiatives. Expand the access for local businesses to technical assistance providers and business development resources available in the metropolitan area.
- Initiate a volunteer outreach program to visit and determine business development needs of all Noblesville businesses and sustain the outreach effort on an ongoing basis. This could be a combined public/private venture.

## **Environmental Improvement Policy**

### ***Policy:***

The City of Noblesville will continually strive to increase environmental awareness and activism.

### ***Actions:***

- Retain an Environmental Quality Coordinator for Noblesville.
- Establish a community-wide curbside recycling program.
- Develop a community-wide environmental education program.
- Use City governmental operations as a model to demonstrate sound environmental management practices. For example, review purchasing practices with respect to environmental impact, increase the environmental stewardship with respect to City-owned lands, and use best environmental practices with respect to government operations.
- Seek mechanisms to dramatically improve ride sharing/car-pooling.

## **Community Information Sharing Policy**

### ***Policy:***

Expand communication among Noblesville's government, businesses, organizations, and the citizens at large.

### ***Actions:***

- Retain a Community Information Officer responsible for: 1) a database of community events and activities; 2) a directory of community organizations; and 3) a community information system.
- Develop a Noblesville Forum as an ongoing body which sponsors bi-annual community-wide seminars on community issues (for example: the Minneapolis Civic League).
- Establish a common Noblesville bulletin board and schedule for all community events, and assure that all residents have access to the bulletin board. This would ideally be an electronic bulletin board which could be accessed somewhere within each village center.

## **Community Education and Assistance Policy**

### ***Policy:***

Support community-wide life-long learning.

### ***Actions:***

- Create strong linkages between existing education systems and the community through discussion, coordination, and program development.
- Encourage multiple use of all public facilities for community education purposes.
- Support policies and programs which advance the quality and quantity of child care.
  - Create a Child Care Coordinating Council.
  - Designate an organization that would act as a child care development ombudsman.
- Identify and monitor the status of at-risk populations. Address their needs through education, empowerment and community support services.

## **Volunteer Development Policy**

### ***Policy:***

Increase and promote community service.

### ***Actions:***

- Establish a Volunteer Resource Center where volunteers for all social, civic, community and service organizations could recruit, train and manage volunteer resources for social and community service programs and projects.
- Seek to establish a community standard whereby all residents devote some time or talent to community service initiatives.

- Promote Noblesville as a “neighboring” community where neighbors help and care about one another.
- Develop a mechanism to identify and develop business/community partnerships.
- Create a program of mentorship for a wide variety of life skill, business skill, talent and personal interest education.

## **PRIORITY ACTIONS**

While the preceding policies are necessary as Noblesville implements this plan, the Priority Actions Chart in Appendix B outlines the priority actions required for implementation. The priorities are organized into three phases: Interim (immediately after Plan adoption), Short Term (as soon as possible), and Long Term (after Short Term priorities have begun). The Short Term phase is also organized into three tracks which should be undertaken coterminously. The most important of these tracks is the revision of zoning and subdivision codes, as these are the legal documents with the power to enforce community policies.

Many of these actions are interrelated, as is indicated by their position in the Table. For example, an action required to implement Track 1, “Growth Management” is to “Zone for Countryside Residential Areas. This requires the implementation of Track 2, “Revise Zoning and Subdivision Ordinance and Zoning Map.”



## MAINTAINING MOMENTUM

This implementation strategy presents several items to assist the City Council and City Plan Commission in maintaining long-term momentum regarding the Comprehensive Master Plan. Four key ideas must be recognized by the community if the plan is to be maintained.

1. This Comprehensive Master Plan is a working document.
2. Comprehensive Master Planning requires cooperation with the county and surrounding communities.
3. This Comprehensive Master Plan must be administered in a fair and equitable fashion to all property owners.
4. This Comprehensive Master Plan should be reviewed and updated periodically.

These ideas are presented below in greater detail.

### **The Comprehensive Master Plan is a Working Document**

A common problem with many Comprehensive Master Plans is that they are not used after they have been adopted. Each time local planning commissions and government officials are reviewing zoning applications or other land use issues or deciding about public improvements or capital expenditures, the Comprehensive Master Plan should be consulted. If it seems to the Plan Commission or the City Council that the Comprehensive Master Plan is unclear or is inadequate to address the issue at hand, then it is time for the plan to be reviewed and updated so that it continues to be a useful tool for the city.

A simple and straightforward planning review procedure to guide the Planning Commission and the City Council as they apply this plan to future planning issues is presented here.

#### ***Planning Review Procedure***

When reviewing building permits, rezoning applications, subdivision plats and survey maps, the Plan Commission and City Council must ask the following question: Is the request compatible with the goals and policies detailed in the plan and the land use plan map?

The Plan Commission should review the policies for the appropriate land use district and for the use requested, along with any other city ordinances, to determine if the application complies.

- If the application satisfies the land use policies for the district, the Plan Commission may recommend approval of the application to the City Council.
- If the Plan Commission determines that the request does not satisfy the land use policies for the district, the Plan Commission may recommend to the City Council that the application either be approved with conditions to require compliance with the land use policies, be approved noting unique exception to the land use policies, or be denied.

If the Plan Commission determines that the request warrants a unique exception, the Comprehensive Master Plan should be reviewed to determine if, in that location, it still reflects city policy. The Plan Commission may recommend amendments to the plan based upon the criteria provided in the section entitled "The Comprehensive Master Plan Should Be Reviewed Periodically". If an amendment to the Comprehensive Master Plan is approved, requests for property development should comply with the new policies provided under the amended plan.

### ***Community Investment Review Procedure***

Reviewing community investments and expenditures should be done with the Comprehensive Master Plan at hand. This Plan, taken together with the capital improvement program, provides a guide for deciding how proposed improvements further the city's overall goals and policies. A few examples include: should a particular roadway be improved or widened; should land for a new park be purchased at a particular location; should a new sewer line be extended, thereby allowing a new subdivision; or should storm drains be replaced in an existing neighborhood?

When the City Council decides that the Comprehensive Master Plan needs revisions, the procedures for revising it should then be followed. Through continuous review of city policy, citizen participation in the political process will be enhanced, and the city will have an up to date statement of city goals to help guide community decisions.

### **Comprehensive Master Planning is a Multi-Jurisdictional Effort**

Planning issues often transcend governmental boundaries. It is extremely important that the City of Noblesville maintain and foster a solid working relationship with the school system, with surrounding units of government, Hamilton County, and State agencies such as the Department of Transportation and the Department of Natural Resources.

Such a recommendation for cooperation does not imply that all government agencies will or must agree on every issue. Rather, government agencies should maintain open communication to share concerns on land use issues, and to avoid misunderstandings that often lead to adversarial relationships. To promote this communication, all of Noblesville's neighboring jurisdictions, the County, and selected State agencies or departments ought to receive a copy of this plan as adopted, together with a letter from the City Council noting the important aspects that relate to each unit of government, department, or agency.

### **The Credibility of the Comprehensive Master Plan Depends on Fair and Equitable Application**

Good Comprehensive Master Plans sometimes fail to be effective simply because the Plan Commission is not properly advised or trained in land use and political issues. Over time, decisions which do not reflect the Comprehensive Master Plan can lead to a decline in the credibility of the Plan Commission and the plan itself, and sometimes to a public distaste for planning in general.

In most cities, the quality and value of planning, along with the credibility of city government, lies with the effectiveness of the plan commission. Therefore, it is in the city's best interest to select qualified individuals to serve on the plan commission and provide the necessary resources to allow them to function effectively. Some plan commission guidelines can be found in Albert Solnit's *The Job of the Planning Commissioner* (3rd Edition, APA, 1987).

A key problem with some planning commissions, for example, is that their decisions may seem unfair or arbitrary. Commissioners should avoid discussing the pros and cons of an agenda item before all testimony and evidence have been presented. The discussion should be based on the facts presented.

When voting, the commission should vote for specific reasons, not general opinions. For example, when registering a no vote, a preferable statement would be, "I'm voting NO on this proposal because it clearly violates our Comprehensive Master Plan," rather than, "This is such a lousy development that unless we stop it, it will ruin the city."

If a question of conflict of interest arises, it should be handled in advance. Do not wait for such problems to come up, particularly during a public hearing. Consult legal counsel and a consensus of the commission's conscience on such matters. The direct interests of a commissioner, those of close relatives and business associates, may pose questions of conflict of interest and should be openly considered as such.

## **The Comprehensive Master Plan Should be Reviewed Periodically**

Planners and planning commissions do not have all the answers when developing a plan. As a result, unforeseen changes can occur that may merit a decision different from what the Comprehensive Master Plan recommends. Many local governments will, unfortunately, decide to circumvent or simply ignore the plan rather than make appropriate changes to reflect the new conditions. The result is a plan that becomes less and less effective in dealing with land use issues. This leads the city to make arbitrary decisions.

Criteria for amending the Comprehensive Master Plan are established here which will provide a uniform method for periodically reviewing its contents, goals and policies.

### ***Criteria for Land Use and Zoning District Amendments***

The Noblesville City Council, upon recommendation of the Plan Commission, may amend the Comprehensive Master Plan maps or text using the following criteria. These criteria may also be used in considering whether a zoning requests is consistent with the intent of the plan.

- The location of a proposed district may vary by as much as 1/2 mile provided that the new location is appropriately served by utilities and roads and that the move does not change the character of adjacent districts, special character corridors, etc.
- New or modified districts should maintain the spirit of the underlying land use concept.
- Intense land use districts should be located in areas which make economic environmental sense and which are not environmentally unsuitable. They should not be located where it is expensive to provide utilities, streets, or other services.
- The overall balance of land uses in the township should not differ from that proposed by the land use plan and the Benchmarking Committee.
- Density Criteria (for zoning requests)
  - The density of a proposed residential land use shall be consistent with that specified in *the Land Use Plan Districts chart located in Appendix B – Comprehensive Master Plan Maps*.
  - A residential development of over 50 units may have sections of varying density, and its overall density may be considered the average gross density of the development.
  - Any section of a development that exceeds the recommended density, and which is adjacent to an existing residential lot, should have the same setbacks as the existing residential yard to which it is adjacent.
  - It is desired that areas of varying density be found throughout the township and within each village neighborhood.

### ***Comprehensive Master Plan Update Guidelines***

A common problem with Comprehensive Master Plans is the failure to make regular and systematic updates. Whether the required changes involve a map amendment as

described above, or include comprehensive updates, some formal guidelines should be followed by the Plan Commission.

Below are some general guidelines describing when updates should be made to the Comprehensive Master Plan by the Plan Commission, and how the update should be conducted to assure consistency and fairness.

### **Update Schedule**

Updates to the Comprehensive Master Plan should take place at the three times described below:

1. *Semiannual Updates:* Semiannual updates should occur to review the land use plan map where any district amendment described above is permitted for unique exceptions. Such amendments should occur to assure the Comprehensive Master Plan remains accurate.
2. *Annual Updates:* Annual updates should occur following a meeting of the Plan Commission to review the entire Comprehensive Master Plan. The Plan Commission should address any problems or deficiencies with the plan which may have been discovered during the previous year. The meeting of the Plan Commission should occur at the annual anniversary of the Comprehensive Master Plan adoption. Annual Updates should be made to the plan by resolution and approved by the City Board.
3. *Comprehensive Updates:* Every five years, the city should undertake a Comprehensive Master Plan update. Such an update should take into consideration revised demographic information, new land use regulations, and growth which has occurred in the City since the previous update. It should also review how well the previous Plan has enabled the city to accomplish its established Benchmarks. The actual timing and frequency of comprehensive updates is dependent upon the amount of growth and change that has occurred in the city since the previous Comprehensive Master Plan update.

### **Update Procedure**

To assure that all active copies of the Comprehensive Master Plan remain consistent and up to date after amendments, the following update procedure is recommended:

1. The city should maintain an unbound master copy of the Comprehensive Master Plan at the city hall. (A three-ring binder is commonly used for updating convenience)
2. Following the resolution approval of a Comprehensive Master Plan amendment, adopted changes should be made to the appropriate pages of the master copy of the Comprehensive Master Plan.
3. Copies of the amended page(s) should be provided to each Plan Commission member and to each City Council member for updating their own copy of the Comprehensive Master Plan.
4. New printed copies of the Comprehensive Master Plan should always be made from the master copy of the Comprehensive Master Plan.
5. The amended sections of the Comprehensive Master Plan should be published in the local newspaper so that those developers and members of the public with their own copies of the plan can also maintain their copies.

## Next Steps

Certain steps are required to begin immediate implementation of the Comprehensive Master Plan, as outlined in the Priority Action Chart. One of these steps is revising the zoning and subdivision regulations, to reflect the policies set forth in this document. Changes will include new zoning districts and requirements such as additional right of way for trail areas. The city will also need to begin preparing other documents which help to implement the Comprehensive Master Plan, such as subarea plans and a capital improvements plan, which are tied to growth management.

The final step in implementing the Comprehensive Master Plan is perhaps the largest: maintaining momentum. The city must maintain its documents and plans and keep them available for public review and inter-jurisdiction coordination.

By following these steps, the city will be able to proactively begin working towards achieving its vision of the future.



## APPENDIX A. 2003 MASTER PLAN UPDATE

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### INTRODUCTION

Noblesville has undergone a multitude of changes, additions, and updates during the period of time after the Comprehensive Master Plan was adopted for the City in November of 1995. Noblesville was, is, and will continue to be a popular place for prospective residents who are looking for a location to live within the Indianapolis area. Because of this reason, Noblesville has seen an explosion of development, both residentially and non-residentially, over the last eight years that was underestimated by any previous growth projections. The City has also made many improvements from a utility perspective, including thoroughfares and sewer service, which have changed the face of development predicted by the original Master Plan document. These characteristics have changed both the rate and location of growth over the last eight years and have changed the future perspective of both of these issues. The City of Noblesville today is in a much different position than that which was forecast by the 1995 Comprehensive Master Plan.

This update to the Comprehensive Master Plan document continues a process that began in 1993 with the creation of Noblesville Benchmarking, a method to translate citizens' visions of Noblesville into concrete measures that determine the success or failure of the city's progression into the future. The Noblesville Benchmarking Steering Committee recently completed its second Benchmarking Interim Report and presented its findings to the Noblesville Common Council. These findings were an integral part of the Master Plan update as the results clearly indicate the performance of the City over the last five years and help to portray areas where changes may be necessary.

Also an integral part of the update process was the 1995 Comprehensive Master Plan document itself. The Plan's section entitled "Maintaining Momentum" laid the framework for periodic updates to the plan itself. This section provided guidelines for comprehensive updates that should occur about every five years. These updates should "take into consideration revised demographic information, new land use regulations, and growth which has occurred in the City since the previous update." Also important to the timing and/or

frequency of the updates is the amount of growth and change that has occurred since the previous update.

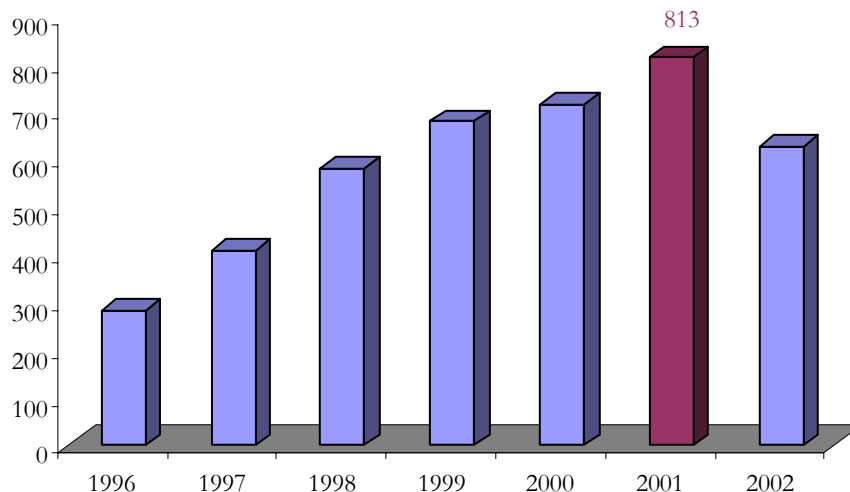
With the wide variety of changes in the development world that Noblesville has undergone during the last decade, the City has recognized the need for an update to the Master Plan document that was approved in 1995. The following discussion outlines the transitions that the City has taken since 1995, the issues that were raised during public meetings regarding the plan, and the changes and updates that have been made to the Master Plan itself.

## DEMOGRAPHIC INFORMATION – What has changed?

In order to fully understand the changes that Noblesville has undergone over the last eight years, it is important to provide demographic information that indicates or supports those same changes. The importance of providing this information is that the revised demographics can show changes in trends, especially relating to growth issues. These trends will help to create the projections that are used to support changes or updates to the Comprehensive Master Plan document and to the map. The new trends and projections can be compared to the trends and projections associated with the 1995 Plan; by comparing these, one can understand the progressions or regressions that the City has made based on the goals established by Benchmarking and the 1995 Master Plan. Trends that will be important to discuss are growth and population trends (building permits issued, housing), growth related Plan Commission activity, non-residential construction, and infrastructure expansion.

Noblesville's growth in recent years, and the projections for growth in the future, is best understood by examining recent housing starts and population increases. The following graph in Figure A-1 displays the number of building permits issued by the Noblesville Planning Department for Noblesville Township over the last seven years.

**Figure A-1. Noblesville Planning Department  
Building Permits Issued  
(Noblesville Township)**



*Source: Noblesville Planning Department*

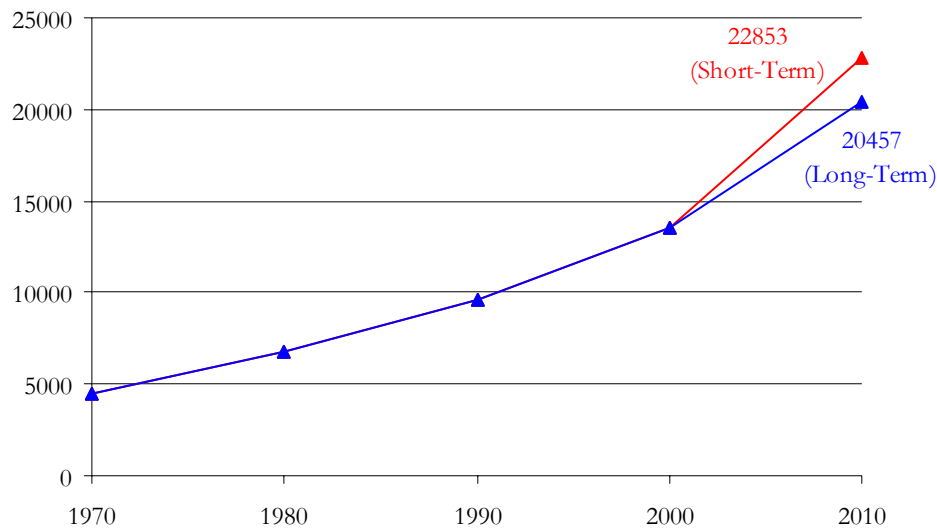
Figure A-1 shows that Noblesville has not only maintained the rate of residential construction but has actually increased the rate substantially over this time period, with an exception shown for the year 2002. Although there is a slight decrease indicated in 2002, the expectation is that the construction rates indicated by the years 1999 through 2001 will be attained if not exceeded from now until 2010 based on the number of residential lots



available in inventory and the number of new residential subdivisions that are planned over the next few years.

There is a direct correlation between the rate of residential construction and the number of housing units in Noblesville Township. This correlation can be understood using the graph in Figure A-2, which indicates housing units in Noblesville Township since 1970.

**Figure A-2. Noblesville Township Housing Trends and Projections (in Housing Units)**

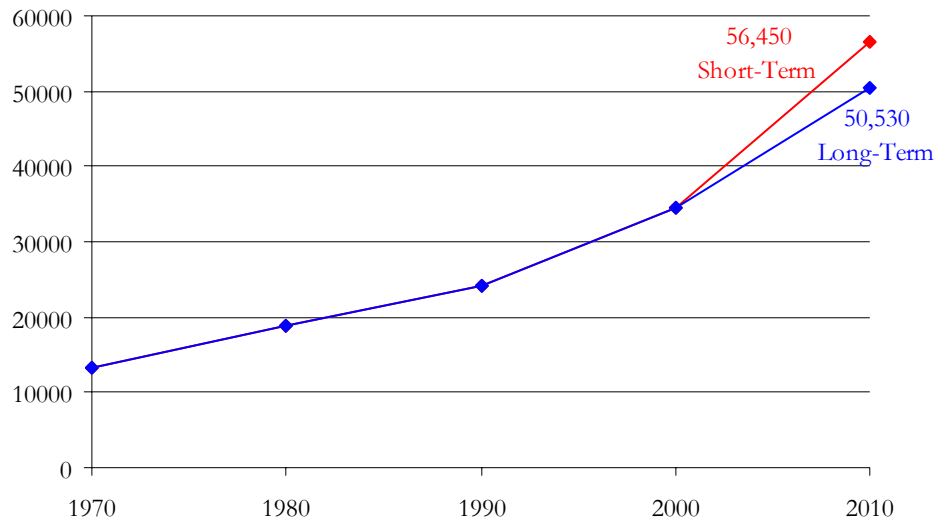


*Source: Bureau of the Census ([www.census.gov](http://www.census.gov)), Noblesville Planning Department*

Figure A-2 supports the trend exhibited by the residential construction graph in Figure A-1. Using the information contained in Figure A-1 for building permits issued from the year 2000 to 2002, it is possible to project future growth to the year 2010 for Noblesville Township. The actual rate of future housing units will probably fall somewhere between the long-term and short-term growth projections indicated by the graph. Based on the trends, Noblesville is projected to have a total of approximately 22,000 housing units by 2010, which is almost 8,500 more than the Census figure for the year 2000 of 13,548 units.

There is a quantifiable relationship between the number of housing units in Noblesville Township and the total population. This figure, the number of persons per housing unit, has been declining since 1970, but has remained at approximately 2 ½ persons per housing unit over the last 10 or 15 years. Using this figure, it is possible to project the total population for the Township in 2010 based on the housing unit trend established in Figure A-2. The following graph, labeled Figure A-3, indicates the population projections for Noblesville Township based on the housing unit trends shown in the previous graph.

**Figure A-3. Noblesville Township Population Trend and Projection**

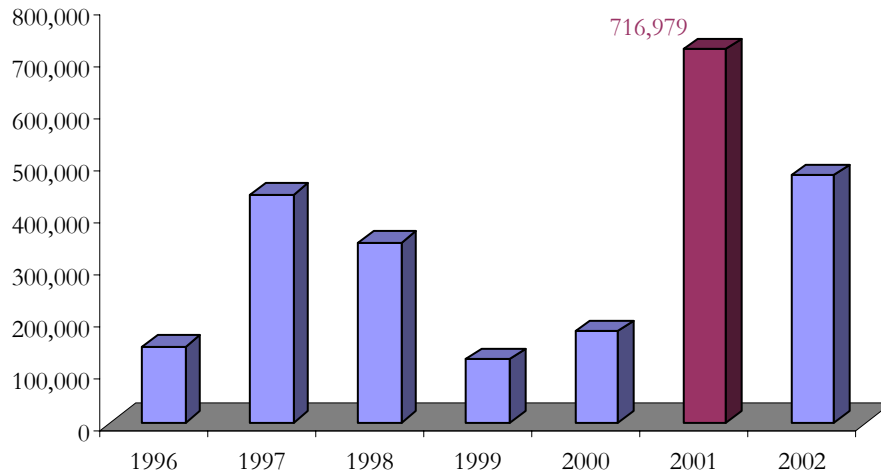


*Source: Bureau of the Census ([www.census.gov](http://www.census.gov)), Noblesville Planning Department*

The long-term and short-term population projections were calculated using the corresponding projections from Figure A-2. These figures have an important function in that they provide the City with goals for service provision, such as infrastructure expansion and fire or police protection.

While residential growth drives much of the discussion because of its large demand for services, non-residential growth is also an important element because non-residential uses generate a much higher amount of taxes than the cost to provide the services to the uses. The growth in these uses can help to offset the cost to provide services to the residential sector. Figure A-4 indicates the amount of residential growth in Noblesville over the last seven years. The number indicated for each year represents the amount of square feet of non-residential building space added by either the construction of a new building or an addition to an existing building.

**Figure A-4. Non-Residential Growth  
(Annual Square Feet Added)**

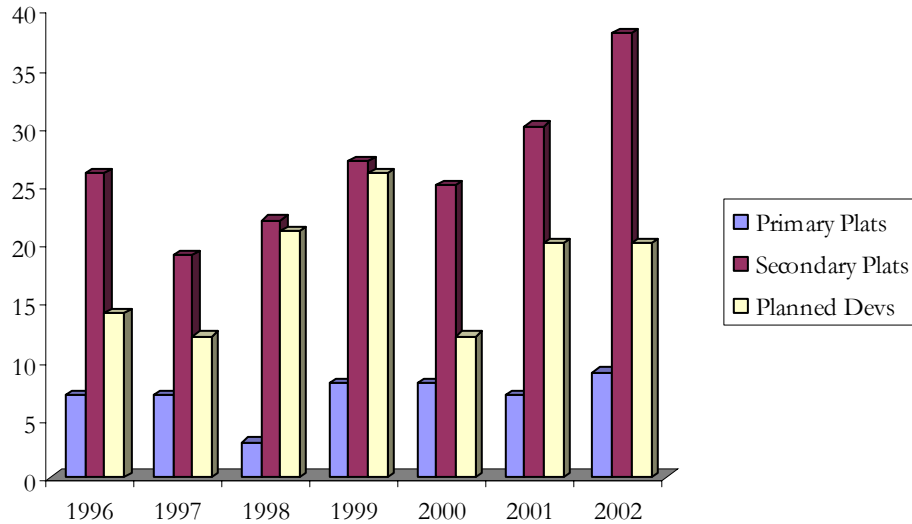


*Source: Noblesville Planning Department*

As indicated by the data, the years 2001 and 2002 showed the highest non-residential growth in square feet since 1996. Expectations are that this trend will be maintained as economic development becomes an increasingly important issue over the next decade.

Another method to visualize the growth and activity in the Noblesville area is to present the Noblesville Plan Commission activity as it relates to plats and planned developments. These two processes generate a majority of the activity related to the creation of new residential or non-residential subdivisions or planned developments. Figure A-5 shows the number of primary and secondary plats, and planned developments that were applied for over the last seven years.

**Figure A-5. Noblesville Township Plan  
Commission Activity**

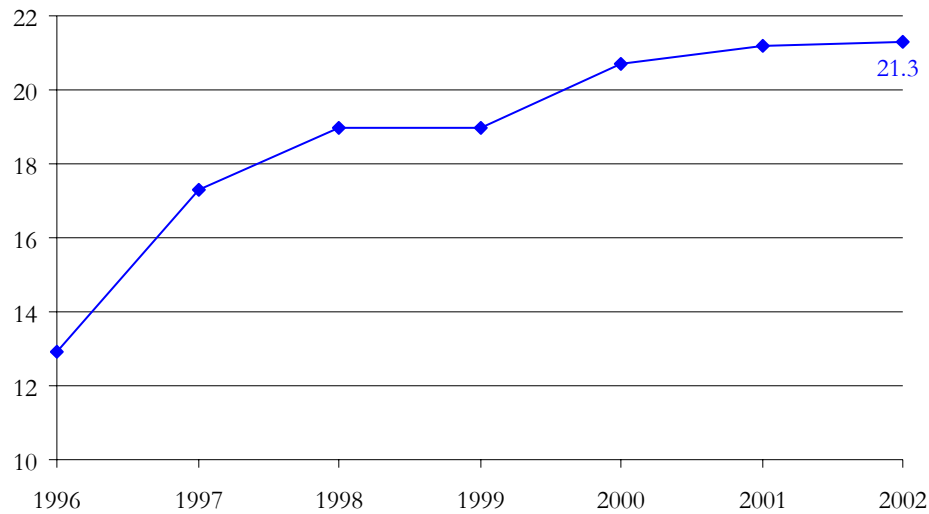


*Source: Noblesville Planning Department*

This chart shows that Noblesville Plan Commission activity has remained consistent during this seven year time period. Although this data is not directly related to the rate of growth, it does present information that may help to understand future rates of growth as these approvals translate to construction of new houses or non-residential buildings.

While the previous figures and discussion are related to the rate of growth, the following figure translates that rate into area. Figure A-6 indicates the Noblesville city limits area in square miles.

**Figure A-6. Noblesville Area in City Limits  
(Square Miles)**



*Source: Noblesville Planning Department*

Again, as Figure A-6 shows, Noblesville has not only been growing within its borders, but the borders have been expanding as well. This information is important to service provision because the services must meet the needs of the increasing population as well as the increasing area.

## MASTER PLAN SECTION UPDATES

While the 1995 Comprehensive Master Plan indicated that housing trends projected an increase in the number of housing units by the year 2010, the actual housing starts for the subsequent years had a much larger increase than that which was predicted. In order to fully understand the discrepancies, it is necessary to provide updates to those sections in the 1995 Plan that discussed rates of growth and development issues. The following updates reference sections and information contained in the original text of the 1995 Plan.

### ***Key Issues for the Plan – Understanding Anticipated Growth Housing and Population***

Figure 1 from page three of the 1995 plan provided housing trends and projections for Noblesville Township to the year 2010. This figure displayed a projection for the year 2000 of approximately 12,000 housing units and a constant housing growth projection of 16,800 housing units for the year 2010. The updated projection provided in Figure A-2 on page 4 of the 2003 Master Plan Update indicates that the Census data for housing units for the year 2002 is 13,548. The actual figure is over 1,500 housing units higher than the projection provided in the 1995 Plan. Given the fact that the actual number of housing units in 2000 is higher than the 1995 projected number, the housing unit projection for the year 2010 is also quite different. Figure A-2 provides a long-term trend for housing units in the year 2010 of 20,457 and a short-term trend of 22,853. Because of the large actual increase in the housing unit number for 2000, the projections for the year 2010 are between 3,600 and 6,000 housing units higher than the projection provided in the 1995 Plan.

Following along with the updates to the housing unit projection, the 2010 population for Noblesville Township is projected to be between 50,530 and 56,450, the long-term and short-term trends respectively. Based on the information provided in Table 1 on page three of the 1995 Plan, the projections for Noblesville at that time for the year 2010 were 16,800 housing units translating to 41,500 people. The new projections for 2010 are between 9,000 and 15,000 people higher than the original projections. This fairly large difference can be supported with two explanations. The first is that both the 1990 and 2000 housing unit data used in the 1995 Plan were lower than the actual number. This would provide for a lower projection for 2010. The second reason is that the actual rate of growth over the last six years has been much higher than what could have been projected in 1995. The trends at that point could not have projected the sharp increase in the number of housing units that was witnessed over the most recent five year time period.

### ***Key Issues for the Plan – Accommodating Land Use Demands Existing Land Use***

While Noblesville has not yet completed an updated land use survey, the landscape of the outlying parts of Noblesville Township has gone through many observed changes over recent years. The most notable and noticeable changes involved the transition of land from agricultural uses to residential uses, especially residential subdivisions. Because of the rate of growth, development has reached outlying parts of the township much faster than anticipated by the 1995 Plan. This transition will continue as infrastructure expands and improves to service the new uses, which will allow additional uses to develop more easily.

Non-residential uses also have a greater development potential than may have been considered in the 1995 Plan. The Noblesville Corporate Campus was discussed, but was only in the planning stages until recent years. Although construction is only beginning in this area, the next few years should see both residential and non-residential developments flourish and pave the way for additional new construction, especially non-residential uses. Other non-residential areas of Noblesville Township have also seen activity over recent years. The commercial area along the east side of State Road 37 has greatly expanded. A new commercial and office center is planned for the intersection of 146<sup>th</sup> Street and Hazel Dell Road, which will service west side Noblesville residents. Infill developments have been constructed in areas of current commercial uses.

An important aspect of this master plan update will be the completion of a new land use survey. This survey is currently in its early stages. The updated survey will help to define existing uses more clearly and will be the foundation for any rezones that may be required to update the zone districts according to the updated Master Plan map.

### ***Key Issues for the Plan – Managing Infrastructure*** ***Wastewater***

Since the 1995 Master Plan was completed, two major sewer lines have been put into place, opening up large areas of Noblesville Township for development. The first sewer line to be approved for construction was the line running to the southwest portion of Noblesville Township. Regardless of the issues raised in the 1995 Plan, there were several important factors that led to the construction of this sewer line. Since the implementation of this line, two major projects have been approved in the southwest portion of the township. The first is a new Catholic high school that is currently under construction on Gray Road. The second is a multi-use planned development that includes single-family, multi-family, and non-residential uses that is in the beginning stages of construction on Hazel Dell Road. The second sewer line put into place is the line running southeast along Stony Creek that services Noblesville's Corporate Campus. This line has great importance to the City as it fosters the development of the Corporate Campus, which is intended to support Noblesville's non-residential development future.

One important point noted in the 1995 Plan is that Noblesville's wastewater treatment plant and sewer lines have the capacity to support development in the area, which is still valid. Also noted is that care should be given when making decisions about extending sewer lines into new areas. Because the rate of development in the area is an issue, the extension of sewer lines into new areas, such as northeast Noblesville Township, has the potential to create growth management concerns. While the wastewater treatment plant would have the capacity to service the new growth to an extent, other services would be spread thin if growth is not kept to specific areas already serviced by sanitary sewer.

***The Land Use Plan – Establishing Limits to Growth***

The location of sanitary sewer service is the largest factor on the location of new development, because the possibilities for development become much greater when sewer service is present. Although the 1995 Master Plan discusses factors that would affect the placement of sewer in the southwest portion of Noblesville Township, these factors were overcome and the sewer was extended into this part of the township in the late '90s. Now that this area is more available for development, the Master Plan should reflect this and should help direct development more effectively, especially in this specific area.

***Given the amount of development potential in the areas currently serviced by sanitary sewer and the continuing issues of providing services to new residents and businesses, one of the key policies of the Master Plan continues to be that no further sewer extensions be permitted in the foreseeable future.***



## 2003 BENCHMARKING UPDATE

Since the initial Benchmarking report was introduced in 1994, Benchmarking has continued to be an active and effective tool for supporting the Noblesville Master Plan. In early 1996, a five-member Steering Committee was appointed by the Mayor and by the City Council to begin the first review of the community's progress toward its stated goals. The Steering Committee formed a 26-member Stewardship Commission. These volunteers were divided into teams, organized by the three main goal areas - Land, People, and Economy. Each team was responsible for collecting and reviewing the data identified as measurable in the 195 benchmarks of the original Benchmarking Report. This first phase of the Benchmarking process culminated with a meeting of the entire Stewardship Commission in February 1997. At this meeting, data collected by each of the teams were shared with the rest of the Stewardship Commission to create an assessment of the community's progress towards the first interim benchmark goals. Periodic reports would be developed at five-year intervals beginning in 2000. The following represents the first of those five-year reviews, conducted from late 2001 to early 2002.

The original 195 benchmarks were broken down into three benchmark categories of Land, Economy and People and then replaced by five categories as follows: People, Environment, Growth, Economy and Education. As part of assigning benchmarks to those five categories, the benchmarks were reduced to 131 for review by the current Steering Committee. The current Benchmarking Steering Committee is determined to produce a more dynamic, user-friendly tool. This tool will be clearly linked to all other strategic planning documents and management tools of significance that will be used by government and private organizations in Noblesville. The number of overall benchmarks has now been reduced to a more manageable level of 48. In order to help city government leaders and others in the community focus their efforts, the most critical benchmarks were identified in each of these five areas. The benchmarking report is supplemented by a communications plan, statistical analyses, a list of recommended data sources and a list of recommended collaborative partners to ensure the greatest possible leveraging of our limited local resources.

While the number of benchmarks has been reduced to 48 from the original 195, many of the original category subgoals are still valid and are still an important tool when discussing the Master Plan. Figures A-7, 8, 9, 10, and 11 illustrate goals for each category: Environment, People, Growth, Economy, and Education. Each of the goals are important guides for the plan, however, much of the emphasis is and should be placed on goals within the Environment, Growth, and Economy categories.

***Figure A-7. Environment Subgoals***

- Reduce the Risk of Flooding
- No Net Loss of Floodway Fringe Volume
- Increase the Use of the Flood Plain for Recreational Use and Greenspace
- Reduce Non-Recreational Development of the Flood Plain
- Reduce Risks of Pollutants in the Community
- Protect and Improve Our Environment
- Provide Adequate Greenspace

***Figure A-8. People Subgoals***

- Reduce the Number of Families and Persons at Risk Starting with Education and Awareness (Poverty)
- Reduce the Number of Families and Persons at Risk Starting with Education and Awareness (Households)
- Reduce the Number of Families and Persons at Risk Starting with Education and Awareness (Health Care)
- Reduce the Number of Families and Persons at Risk Starting with Education and Awareness (Alcohol and Other Drug Abuse)
- Reduce the Number of Families and Persons at Risk Starting with Education and Awareness (Family Abuse and Other Violence)
- Reduce the Number of Families and Persons at Risk Starting with Education and Awareness (Teenage Pregnancy and Parenting)
- Make Child Care Affordable and Accessible

***Figure A-9. Growth Subgoals***

- The goal to expand the business community includes infrastructure expansions at community expense, particularly if the investments do not result in potential negative quality of life impacts
- Maintain a healthy downtown and wherever possible pursue retail/specialty shops over office space
- Identify and Protect the Community's Critical Assets: Environmental, Historical, and Non-Historical/Unique Physical
- Annexation may be used as a tool to increase assessed valuation, economic growth, and environmental protection
- Industrial/Commercial growth is to be pursued if it supports the value, character, and place tests established as part of benchmarking
- Control the Pattern of Growth in Noblesville
- Create and Maintain a Fair Level of Service to All of Noblesville

***Figure A-10. Economy Subgoals***

- Net assessed valuation should grow at a faster rate than the cost of providing services
- A community direction for expanding business in Noblesville should focus on attracting tourism-related industries that support the image of Noblesville
- A community direction for expanding business in Noblesville should focus on attracting small businesses
- Tax abatement can be used as a potential strategy to attract companies in selected instances to be identified
- Limit risk to existing local businesses when bringing new businesses to town
- Maintain a healthy downtown and wherever possible pursue retail/specialty shops over office space
- Pursue a marketing strategy that retains goals of the benchmarking process
- Identify and Protect the Community's Critical Assets: Environmental, Historical, and Non-Historical/Unique Physical
- Reduce the number of families and persons at risk starting with education and awareness (Basic Skills)

***Figure A-11. Education Subgoals***

- Reduce the number of families and persons at risk starting with education and awareness (Basic Skills)
- Reduce the number of families and persons at risk starting with education and awareness (Child and Youth Development)
- Increase the opportunities for non-traditional education
- Support programs and activities which promote the realization of the maximum potential of each student
- Support the community use of education facilities
- Foster intra-community relationships with the schools
- Create business/education/community partnerships

## **MASTER PLAN UPDATE PROCESS**

Because the 1995 Master Plan was created using a public process, it was important that the current update involve as much public input as possible. In order to obtain this public input, several meetings were scheduled inviting both general public and specialists. Also important to this process was to survey current decision makers in Noblesville, such as the Common Council and Plan Commission.

### ***Public Comment***

Allowing the general public to comment on the state of Noblesville and how the Master Plan has directed change was an integral part of the update process. In order to illicit comments from general citizens, a series of public meetings was held that targeted specific areas of the township. The meetings were advertised in the local newspapers inviting citizens to discuss issues relating to the Master Plan. The township was divided into four quadrants and a meeting was scheduled in a public meeting place in the specified quadrant. Between the four quadrant meetings, over 350 residents of Noblesville attended to discuss Master Plan issues. Each meeting began with a general presentation outlining growth issues in Noblesville in order to frame the follow-up conversations. Following the presentation, members of the audience divided into small discussion groups to raise issues relating to the Master Plan and discuss any potential changes that may need to take place to meet the goals established in both the Benchmarking and Master Plan processes. A compiled summary of the issues raised at the various public comment meetings is enclosed in Appendix C.

### ***Focus Groups***

While the public meetings were meant to illicit comments from general citizens interested in the Master Plan update, the focus group meetings directed conversation toward specific issues. The four issues involved were environment/recreation, social/education, land use, and infrastructure. Each issue was discussed at its own meeting with specialists in each category invited to provide insight into what goals are being met and those where more attention is needed. Over 60 specialists in their field attended one of the four focus group meetings. A fifth focus group included all Noblesville Department Directors who were invited to discuss general Master Plan issues as they related to his or her department. The summarized comments from the five focus groups are included in Appendix C.

### ***Surveys***

A final source of input important to the update process was a survey that was sent to individuals on the Noblesville Plan Commission and Common Council. A copy of the survey is enclosed in Appendix D. The survey included questions relating to the Master Plan that were directed to important issues that would be included in the update.

## MASTER PLAN UPDATE ISSUES

While there were many issues discussed at each of the community meetings, many of the conversations related to several large overarching issues. The issues and comments are varied, are often dependent on the area of the township, and are somewhat conflicting depending on the audience. The issues range from a variety of topics such as, but not limited to, controlling growth, housing, recreational opportunities, infrastructure, preserving existing houses and businesses, environmental concerns, and preserving the current Master Plan. Complete lists of the various issues raised during the community meetings are contained in Appendix C of this update.

The issue that formed the basis for much of the discussion during the update process was the rate of growth in Noblesville and how this was affecting service provision and the cost of the services. Many citizens at the community meetings were concerned about how fast Noblesville was growing based on the residential construction numbers provided at the meetings. Because of the rate of growth, several comments were made that Noblesville services would not be able to keep up with the growth and would be stretched thin. One major theme was that preserving the small town atmosphere was important and there needed to be a balance between the new construction and the existing homes and businesses.

One of the major topics of discussion was the issue of affordable housing. There were many comments both for and against the implementation of affordable housing. There were also comments about the nature of affordable housing, such as apartments versus condos versus low density single-family housing. Much of the discussion touched on the issue of proper locations for this type of housing. Many agreed on the use of the Corporate Campus for affordable housing, but there were mixed feelings about other locations in the township for these types of uses.

Another topic of discussion at both the community forums and the environment/recreation focus group was the need for additional recreational opportunities throughout Noblesville Township. Many people discussed the need for public recreational facilities in the western part of the township, but also recognized the fact that there are few if any opportunities east of State Road 37. Another issue discussed during the focus group meeting was the possibility of the creation of a partnership between the City and the schools for providing recreational facilities. The overarching issue within all of the meetings was the need to accommodate for additional facilities both in the text of the Master Plan and within the Land Use Plan.

There were several issues with regard to infrastructure at each of the various meetings. The major topic of conversation was traffic congestion and safety concerns. Many people were concerned that infrastructure development was not keeping up with the fast pace of residential growth. Others were concerned about the placement of sewer lines and whether the presence of sewer lines should affect the land use designation for specific areas of the Master Plan. One positive issue that ran throughout the meetings was the implementation of the NAT plan. Most participants were pleased with the walking trails and with the idea of connecting the township by this type of system.

As was previously mentioned, another important issue was the preservation of existing residential neighborhoods and commercial uses, especially with respect to the downtown area. The participants recognized the fact that the residential and commercial downtown area is a major component of Noblesville's "small town atmosphere." There were also concerns about existing commercial buildings along the State Road 37 corridor and how these uses would be affected by additional non-residential development in other parts of the township. Several participants were concerned that these buildings would be vacated and that there would be no incentives to reuse the buildings. Another major issue with regard to existing residential neighborhoods was the need for additional code enforcement to help with the maintenance of these areas.

Environmental concerns became important when discussing the nature of development in Noblesville. Participants were concerned that the rate and nature of growth would cause environmental concerns in the future if these issues are not addressed up front. Several participants were concerned that the existing Master Plan is not strong enough when discussing preserving existing natural features, such as woodlands and wetlands. Others were concerned about water and air quality in the future, again, as the rate of growth continues.

One concern that was discussed in the community forums related to the Land Use Plan itself. While most participants realized that some small revisions may be necessary, many stated that the current Master Plan is working and that major revisions to the plan are not needed. Several stated that the current plan has not been given the opportunity to "play itself out." Another issue dealt with the fact that the current Zoning Map is not consistent with the Master Plan Map and updates need to be considered.

While the community meetings were important to raise issues relating to the Master Plan update, the survey sent to the Noblesville Plan Commission and Common Council turned the issues into questions in order to provide some direction for the update. The questions discussed issues ranging from the rate of growth in Noblesville to providing recreational opportunities to the validity of land use categories. A summary of the survey results is included in Appendix D. While many of the results were fairly mixed, several of the questions returned an overwhelming response in one direction or the other. One such question, relating to economic development, stated that there is a need for incentives for existing businesses and for the reuse of existing non-residential buildings. There was also an overwhelming response that preserving existing natural features is a primary issue in the Master Plan and that the Master Plan map should designate areas for recreational facilities and the preservation of natural features. One method for the development of recreational facilities was also discussed. There was a positive response in the survey to a partnership between the City and Noblesville schools that would provide recreational facilities, both for the schools and for the general public.

## LAND USE PLAN UPDATE

Using the information collected during the various public meetings and surveys, the land use plan for the City of Noblesville was updated, incorporating some of the issues mentioned previously. While the map itself can only address certain issues, many other issues are addressed in the text of the existing Master Plan and in the text of the update. Much of the discussion at the meetings raised concerns that were addressed previously in the text, which strengthened the existing language for future time periods. A copy of the updated land use map is located in Appendix B.

The process for updating the map first involved changing the map to reflect the addition of those developments that were approved since the 1995 Plan. The areas approved for residential development were changed on the plan to the “Existing Residential/Infill” land use designation. Major areas where this change took place include the southwest and southeast quadrants with scattered sites throughout the remainder of the township. Other areas include the non-residential area on the east side of State Road 37 that was updated from the “Office” land use designation to the “Commercial” designation.

Another update that took place was the addition of major thoroughfares to the plan. This change was made only to allow for an easier time when pinpointing locations on the map based on roadways.

One large change that was made to the overall map involved the deletion of the “Single-Family beyond 2010” land use designation. The reasoning for this change included the fact that Noblesville has been growing at a faster rate than previously projected and several of these areas have been approved for construction or are already built. Most of these designated areas are already serviced by public utilities, which makes them readily available for development. In keeping with the philosophy for the “Single-Family beyond 2010” that these areas would develop residentially, each area was updated to one of the remaining residential land use designations.

The major physical change to note is the creation of an additional residential land use designation titled “Single-Family Low Density.” This addition would bring the total residential map designations from 3 to 4 (Countryside, Single-Family Low Density, Single-Family Mixed Density, Existing). As shown on the map, the new land use designation is shown mainly in the southwest and northwest portions of the township and in scattered areas in the remaining portions of the township. For comparison purposes, much of the area shown as “Single-Family Low Density” was changed from either “Countryside” or “Single-Family Mixed Density.” The thought process involved in the creation of this land use designation included a decision that “Countryside” is still a valid land use designation and needs to be preserved and protected in specific areas. A decision was also made that recent changes in development and zoning have changed the character of other specific areas of the township and “Countryside” may no longer be the most valid use designation in these areas. One area of note is the southwest portion of Noblesville Township. This area was designated as “Countryside” in the 1995 Plan. While a majority of this area remains undeveloped, several changes have been made that have affected the land use decision. The most influential change was that sewer service was extended southwest from the treatment plant to service this area. This reflects a different philosophy from that which was discussed



in the 1995 Plan in that this area is now more readily available for development. While sewer service is the major infrastructure addition, several road expansions/improvements have also been made or have been planned for the southwest quadrant. The largest project was the expansion of 146<sup>th</sup> Street to a four lane thoroughfare. Hazel Dell Road is also planned for a large expansion at some point in the near future. The final change of note to the southwest quadrant of Noblesville Township is the various development approvals that have occurred since the 1995 Plan. The density and land uses of the projects vary slightly from that which is designated for the “Countryside” land use. Much of this discrepancy occurs because a vast majority of the southwest quadrant is zoned for land uses that are denser than that which is allowable in the “Countryside” designation.

The addition of the “Single-Family Low Density” designation reflects the decision to update portions of the township, but only allows slightly more dense development than would have otherwise been permitted in the previous “Countryside” land use area. As will be discussed later in more detail, the change in the map designation from Countryside to Low Density Single-Family is from a maximum of 2 units per acre to 2.4 units per acre.

Along with the map changes, there would also be several text changes that would reflect the changes made to the map with regard to the “Countryside” and “Single-Family Low Density” land use designations. Again, the thought is that the “Countryside” land use designation is still valid and in this case, should actually be strengthened. The definition and understanding of the “Countryside” classification is more concrete than previously and the proposed changes to the “Countryside” designation reflect this. The difference in this process would be that the “Countryside” area is focused in smaller areas and that the new land use designation of “Single-Family Low Density” would be used in the remaining areas. The rationale behind the choice of location for the two use designations involves the current locations of sanitary sewer and the ability and potential for estate lot development. Using this logic, the southwest portion of the township, with existing sanitary sewer and approved residential and non-residential development, would fit within the “Single-Family Low Density” designation and areas such as the northeast portion of the township, where sanitary sewer does not exist today and is mainly large lot (5+ acres) residences, would be preserved for the “Countryside” designation. This does not necessarily eliminate the possibility of estate lot development occurring within the “Single-Family Low Density” areas because of the fact that the maximum allowable density within this map designation is only slightly higher than the maximum density of the original “Countryside” designation. This provides protection for estate lot developments at a low density, even if the maximum density is constructed next door. In order to create a more definitive difference between the two use designations and to help preserve the “Countryside” areas to a greater extent, the allowable densities within the residentially designated areas were adjusted to more closely reflect the zone districts that would create the desired outcomes. The following chart represents the changes that are proposed:

<b>Countryside</b>	1 unit per 2 acres (private septic systems) 1 unit per acre (sanitary sewer)
<b>Single-Family Low Density</b>	1 unit per 2 acres (private septic systems) 2.4 units per acre (sanitary sewer)

**Single-Family Mixed Density**      1 – 5 units per acre

***Current Densities***

***Countryside***      *1 unit per 2 acres (private septic systems)*  
*2 units per acre (sanitary sewer)*

***Single-Family Mixed Density***      *1 – 6 units per acre*

These changes in densities would align the “Countryside” land use designation with the SR zoning district and the “Single-Family Low Density” land use designation with either the SR or R-1 zoning district. The updates in the land use designations effectively decrease the number of lots that potentially could be constructed in these areas based on the new densities. The following chart indicates how the changes in density have affected the potential number of lots that could be developed within the land use designations.

***1995 Master Plan***

	<b>Total Acres</b>	<b>Max Density</b>	<b>Max Potential Units</b>
<i>Countryside</i>	8455 acres	2 units per acre	16910 units
<i>Mixed Density</i>	3716 acres	6 units per acre	22296 units
		<b><i>Total Units</i></b>	<b><i>39206 units</i></b>

***2003 Master Plan Update***

	<b>Total Acres</b>	<b>Max Density</b>	<b>Max Potential Units</b>
<i>Countryside</i>	4840 acres	1 unit per acre	4840 units
<i>Low Density</i>	4980 acres	2.4 units per acre	11952 units
<i>Mixed Density</i>	2266 acres	5 units per acre	11330 units
		<b><i>Total Units</i></b>	<b><i>28122 units</i></b>

***Non-Residential Designations***

It should be noted that the changes made have been focused on residential uses specifically. With the institution of the Corporate Campus and the recent non-residential rezone in the southwest part of the township, much of the need for non-residential uses has been preliminarily addressed. The issue of a need for additional multi-family uses within the township in the future has been researched; however, it is difficult, based on the existing market, to estimate the future needs. It appears that the current market for multi-family housing has been met and is perhaps saturated. There is additional land designated for

multi-family uses within the Corporate Campus and at several locations in the western portion of the township that have not currently been developed and would be available for future market needs. Some discussion at the public meetings suggested a balanced east and west distribution of retail uses, which at this point is greatly skewed toward the eastern half of Noblesville Township. At this point in time, the southwest portion of the township is only beginning to develop and the need for retail uses may be satisfied by the village center on State Road 32 and the recently approved non-residential development along 146<sup>th</sup> Street. No changes have been proposed regarding multi-family uses considering the current availability of land for this land use. Only minor additions have been made with regard to commercial land uses. It is recommended that this issue be revisited as development moves farther along in the western half of the township and the needs can be more easily understood.

It should also be noted at this point that there are cases on the land use map where non-residential land use classifications are adjacent to lower density residential areas. In those areas where the land remains vacant, it is recommended that the more intense non-residential uses, especially commercially oriented, should be buffered by a transition use. The transition uses should be either a low-intensity non-residential use such as offices or a higher-intensity residential use such as multi-family or high density single-family. Landscape buffers between these uses and the low-density residential areas should also be highly visible. Some of these non-residential designations have been made in areas that are not currently serviced by sanitary sewer. These designations were made in anticipation of future needs for non-residential uses. It is not recommended at this time that any sanitary sewer extensions be made to service these areas. It is also recommended that there would be no zoning changes approved until such time as sanitary sewer is available to the properties in question.

## **MASTER PLAN UPDATE FOLLOW-UP PROCESS**

The updated Master Plan map reflects a fairly significant decrease in the density of certain land use designations in an effort to direct future growth into specific areas of Noblesville Township. Also important to the update is that the land use designation of certain areas of the township was amended to more closely reflect the developments that have been approved in the area and to reflect the existing zone district. While the land use designation on the Master Plan map was changed to reflect the zone district in some areas, other areas remained consistent with the current land use. The “Countryside” designation is focused in the northeast portion of Noblesville Township where there is no sewer service and where the potential for estate lot development is the strongest. In order to update the zoning map to reflect the changes made to the Master Plan map, all areas designated as “Countryside” should be rezoned to the SR (Suburban Residential) zone classification. The effectiveness and success of this map update relies on the rezone of these areas.

The process for updating the zoning map would first require the completion of an updated land use inventory. This inventory would identify properties that would potentially become non-conforming uses if a rezone would occur. These uses would be noted so that the final rezone could eliminate many of the non-conformities.

Once a study is completed of the land use inventory to determine non-conforming uses, the City of Noblesville must initiate the rezoning of these properties to reflect the land use designation of the Master Plan. In order for estate lot development to occur, the rezone must take place to preserve the areas in the SR zone classification.

## **MASTER PLAN UPDATE REVIEW PROCESS**















Because of the rapid rate of growth that Noblesville has experienced since the completion of the 1995 Master Plan, it will be important to regularly review and update the Plan from this point forward. The text of the 1995 Plan noted a process for updates that should be adhered to in order to maintain the effectiveness of the update and the plan from this point forward. This process is noted on pages 67 and 68 of the 1995 Plan.

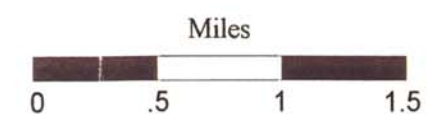
## **APPENDIX B. COMPREHENSIVE MASTER PLAN MAPS**



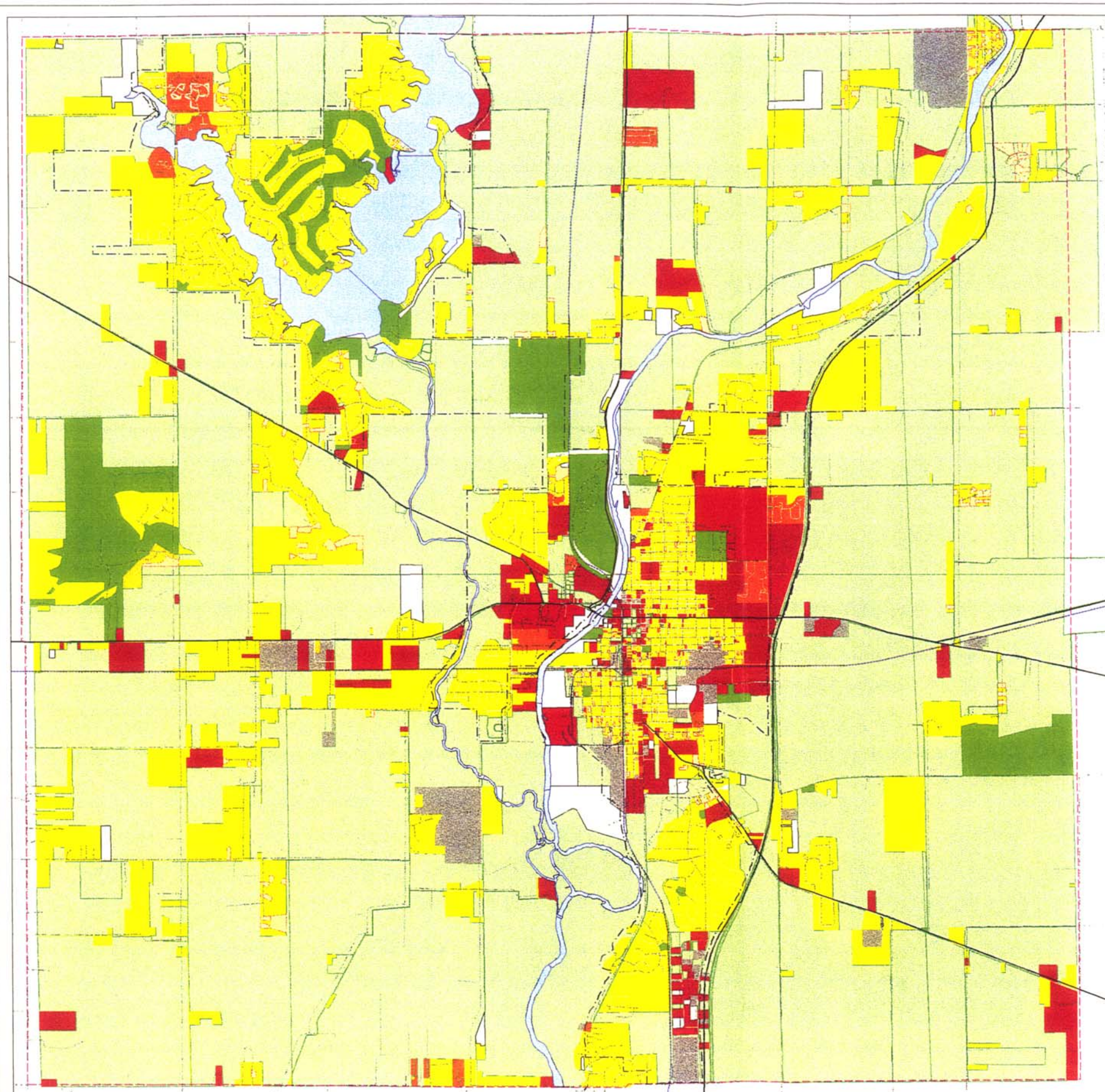
# Noblesville Township

## Existing Land Use

-  Agriculture
-  MultiFamily Housing
-  Two Family Households
-  Single Family Households
-  Residential Vacant
-  Recreational
-  Commercial Service
-  Commercial Office
-  Manufacturing
-  Unused/Undeveloped
-  Highways
-  Railroads
-  Water
-  Township
-  Noblesville City Boundary















The POLIS Center  
The Center for Urban Policy  
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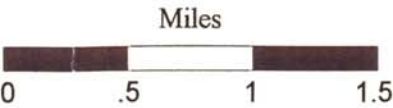




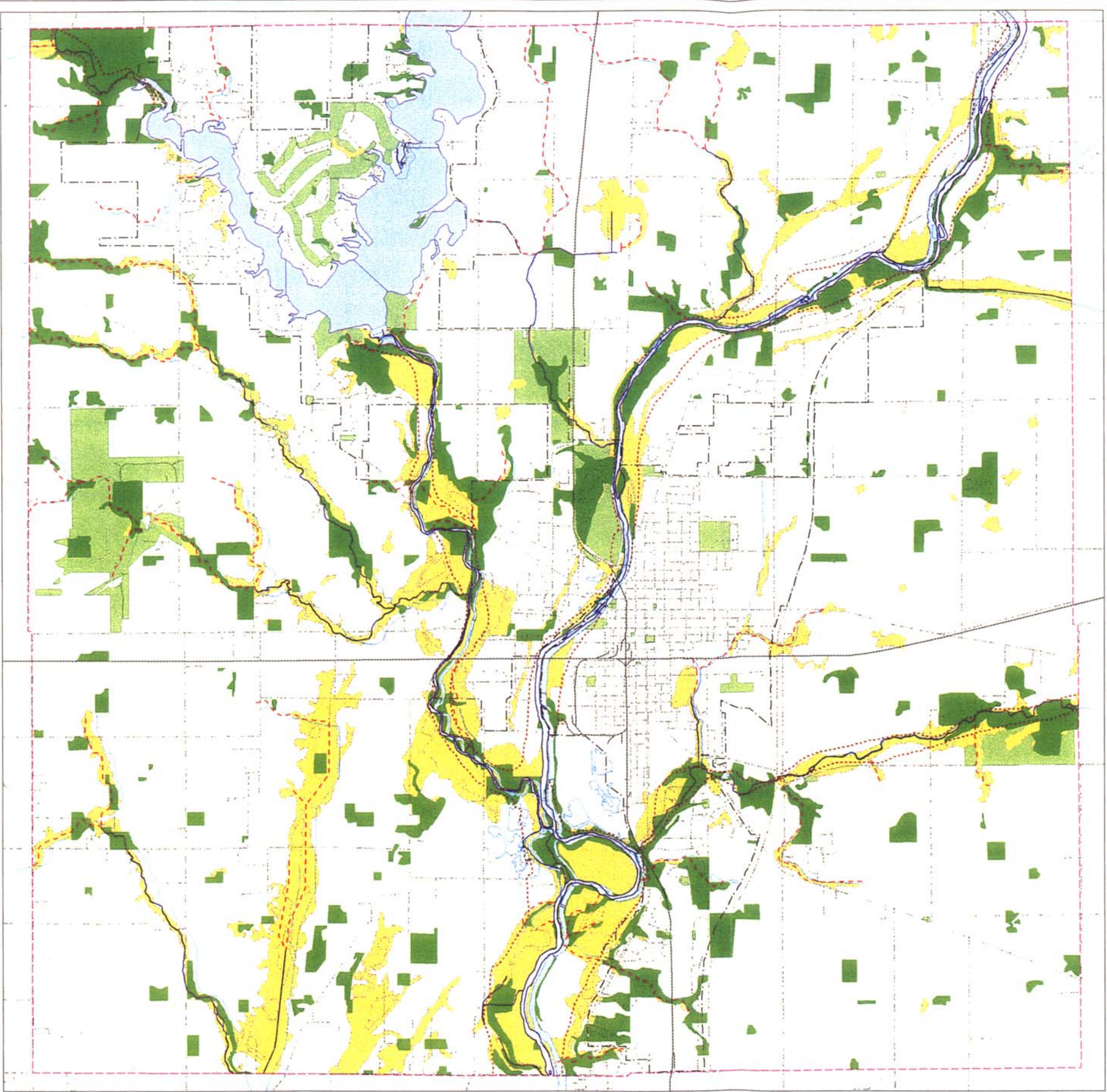
# Noblesville Township

## Environmental Features

-  *Recreational*
-  *Soils Unsuitable For Development*
-  *Tree Stands*
-  *Water*
-  *Streams*
-  *Roads*
-  *Railroads*
-  *Floodway*
-  *Intermittent Flow*
-  *Permanent Flow*
-  *Noblesville City Boundary*
-  *Township*



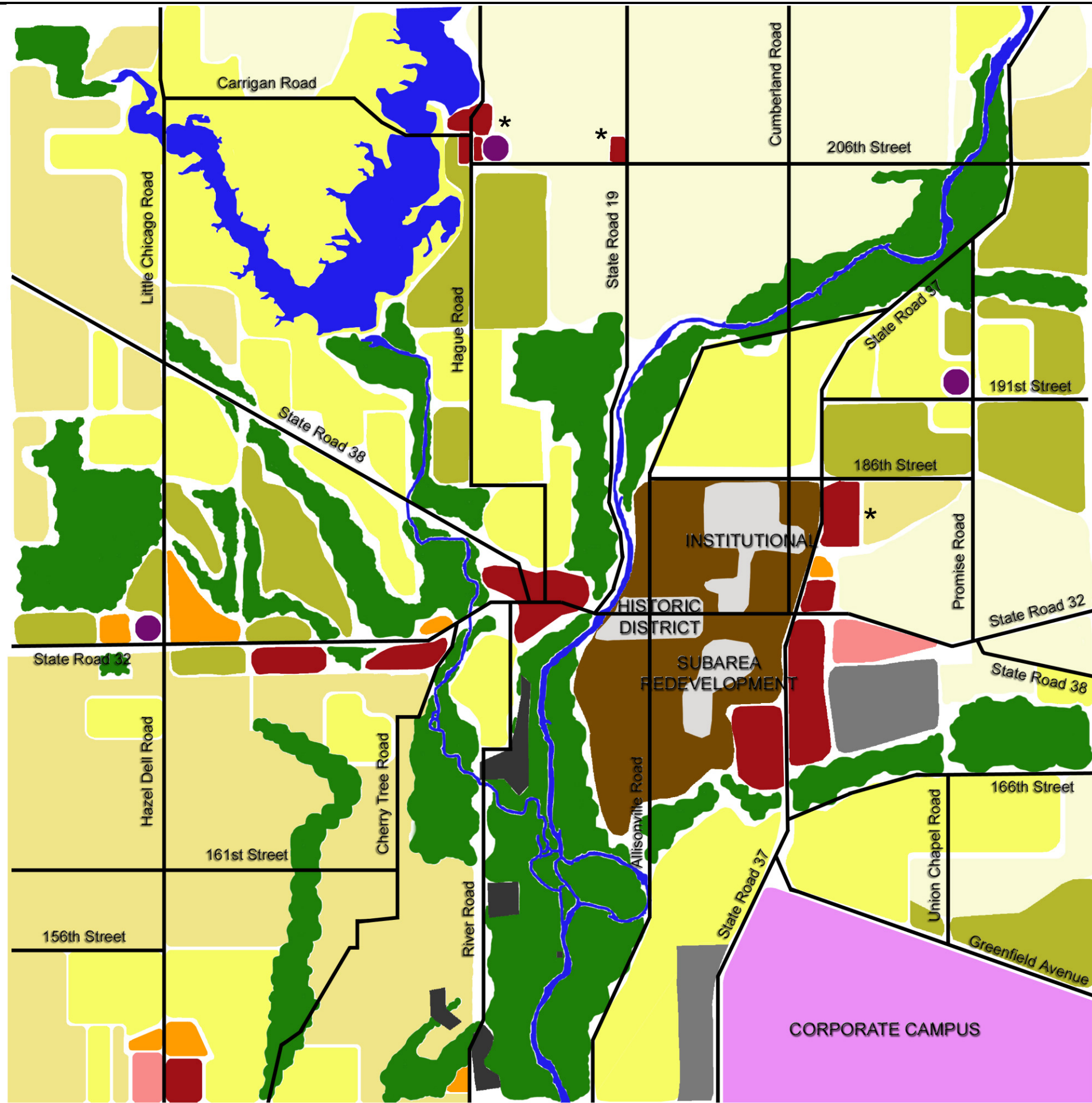
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# MASTER PLAN

## CITY OF NOBLESVILLE, INDIANA



### MASTER PLAN LEGEND

- Existing Residential / Infill
- Single Family Mixed Density
- Single-Family Low Density
- Countryside
- Multi-Family
- Town Core
- Village Center
- Office
- Commercial
- Light Industry
- Heavy Industry
- Recreation / Open Space

\* See Text regarding Transition Uses

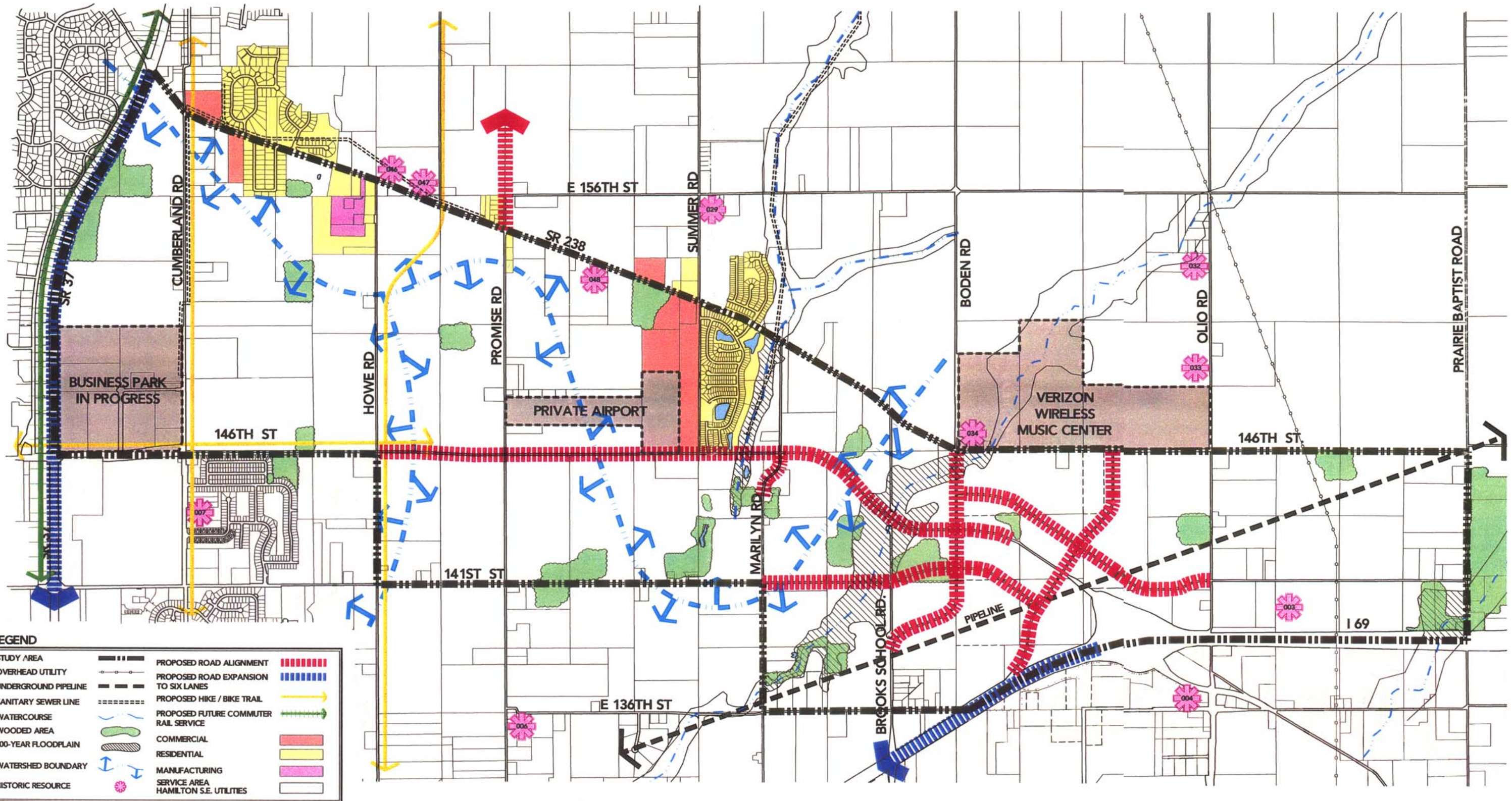




Land Use Plan Districts

District	Existing Condition	Development Capacity	Land Use Policies
Existing Residential/ Infill	Miscellaneous subdivisions, mostly newer production housing.	Little additional land left in these areas for development.	These areas should be allowed to build-out in their current manner and density.
Countryside	Agricultural land and residential development on estate-size lots.	Northeast quadrant where sewer service does not currently exist.	These areas should be set aside for low-density “Countryside” residential, to ensure that they retain their rural character and are reserved from the high-density development for which they are less suitable. Density = 1 dwelling/2 acres on septic & 1 dwelling/acre on sewer.
Single Family Low Density	Residential development, including estate-size lots and low density single family	Southwest quadrant where sewer line exists along with several approved subdivisions. Other scattered sites also exist adjacent to lower density neighborhoods.	These areas should expect a mix of “Countryside” residential along with slightly more dense single-family subdivisions in an attempt to transition between estate lot development and higher density residential neighborhoods. Density = 1 dwelling/2 acres on septic & 2.4 dwellings/acre on sewer.
Single Family Mixed Density	Miscellaneous subdivisions, old and new, all types and price ranges.	Much vacant land surrounding existing subdivisions is available and is served by sewer. There is a need and desire to create neighborhoods instead of subdivisions.	A neighborhood name and character should be designated for each quadrant of the township. Future subdivisions should be connected to their overall neighborhood by their streets, trails, signage, names and character. Subdivisions should contain areas of varying density which are buffered from one another, where appropriate, by community parks/open space. The rate, type, and price range of residential development should be balanced over time between the east and west sides of the township. Density = 1-5 units/acre.
Multi-family	Little multifamily housing exists in Noblesville.	There will be a need for more multifamily housing in the future as Noblesville grows and families get smaller.	Multifamily development is recommended for those areas between single family and commercial development and for small areas where lower-density development is unfeasible. Village centers could also contain some multi-family housing. Density = 7 - 20 units/acre.
Office	Office development currently exists in the Town Core and in scattered other locations.	There is a need to create employment opportunities for area residents, and a potential market for office development in the SR 37 Corridor.	Office development is proposed for the perimeter of the Corporate Campus, fronting SR 37 and 146th St. (See "Corporate Campus"). Additional office development may be suitable for the southeast corner of SR 37 and SR 32/38.
Commercial	Commercial development in the Town Core is mainly older development. New shopping centers exist west of SR 37 (Walmart Plaza), south of downtown (Kenley's), and west of the river on the north side of SR 32 (Kroger, Marsh, etc.)	There is significant additional commercial land available for development.	These existing commercial areas should be allowed to build-out in their current manner and density. Additional commercial space will be provided in the Village Centers.
Light Industrial	Noblesville’s only industrial park is located at the northwest corner of SR 37 and 146th Street. Other industrial sites are located in the Town Core and throughout the township.	The existing industrial park is nearly built to capacity. The other industrial sites are not necessarily suitable for industrial development due to their proximity to residential development. There is a need to create employment opportunities for area residents, and a potential market for light industrial development in the SR 37 Corridor.	Light industrial development is proposed for the interior of the Corporate Campus (see “Corporate Campus”). Additional light industrial development may be suitable for the area southeast of the office development proposed for the corner of SR 37 and SR 32/38.
Town Core	A vital area with development representing all land uses. Most is older development, and at least some is in need of repair. Several municipal buildings have been constructed in the past few years.	The Town Core is a valuable historic resource and should be preserved. There is an opportunity for tourism development.	There is a need to examine more closely the issues of Noblesville’s Town Core through three subarea plans: Downtown Historic (courthouse, Logan Street, etc.), Institutional (schools, library, jail), and Redevelopment (Pleasant St./Firestone area).
Village Centers	Village Centers are proposed for areas with little current development.	The Benchmarking Report has requested more areas for commercial development. There is also a need to lend identity to new development in Noblesville and to create new neighborhoods.	Village Centers are areas where a mixture of uses is focused for their mutual benefit. Residences and community facilities increase the market for commercial uses. The presence of nearby commercial uses adds convenience to area residents and users of community facilities. A central park/open space feature increases enjoyment of the Center and helps to give it a sense of place.
<i>Northeast Village Center</i>	Area is just beginning to develop with production-type homes. Much additional open land is available.	As the neighborhood grows it will be able to support a large commercial center.	This would be a large Center with broad range of uses and a suburban, community-oriented atmosphere. A neighborhood park could include sports fields and play equipment. Combined drainage detention (See "Stormwater Management") could serve as a lake/amenity. Uses could include service retail, a community recreation center, schools, and a branch library, churches, clinics, retirement centers and day care centers. Acreage: Retail 3-5, Community service 15, Park 15, Lake 5, Multi-family 5, TOTAL =30 to 40.
<i>Southeast Village Center:</i>	Much of this area is currently vacant or in agricultural use. It is the proposed area for the Corporate Campus.	The proposed Corporate Campus, as well as adjacent residential neighborhoods, would help to support this service-oriented center.	This service commercial Center would have a more urban feel befitting the corporate locale. It would ideally be organized around a formal public plaza. Uses could include service commercial, day care, public safety facilities, and possibly a motel. Multi-family housing would be located adjacent to the Center and connected via pedestrian pathways. Acreage: Retail 3-5, Motel 3-5, Community service 5, Public Open Space 5, Multi-family 10-15, TOTAL = 30 to 35.
<i>Southwest Village Center</i>	The southwest quadrant contains mainly agricultural and low density residential uses. The specific area recommended for the center is a major gateway to Noblesville for those entering via SR 32 or Hazel Dell Road.	The area can support a medium-sized commercial center due to its gateway location.	Uses in this Center could include retail shops, fast food, personal service uses, and professional offices. Community facilities could include day care, churches, senior housing, and a community or recreation center. The Center should be built around a central focal point such as a neighborhood park that may contain a lake created by drainage detention requirements. It should be connected to the surrounding neighborhoods and school with the hike and bike trail system. Acreage: Retail 5-10, Community service 5, Park 5-10, Public 5-8, Multi-family possible, TOTAL =30 to 35.
<i>Northwest Village Center</i>	This area contains a mixture of residential subdivisions, some of which are 20-30 years old and others which are brand-new. Some commercial development also exists.	The area can support a small, neighborhood-oriented commercial center.	This small neighborhood service Center could include a mix of retail shops, food service, personal services and professional offices. Community facilities may include day care, churches and a branch library. The focus of this Center could be a public green suitable in size (2-3 acres) for small neighborhood gatherings, festivals, art fairs, fund raisers, etc. Acreage: Retail 2-5, Community service 30, Park 2-5, TOTAL = 40.
Recreation/ Open Space	A floodplain running through Noblesville Township contains approximately 3,000 acres, much of which is wooded. Some development exists.	Flooding is a problem and the Benchmarking Report recommends that no further development be allowed in the floodplain. Benchmarking also proposes that the floodplain be put to recreational use.	The floodplain becomes a greenway system. Appropriate areas are developed with parks and other destination-points, which are then linked by greenway trails. These trails can link with the hike/bike trails of Noblesville and Hamilton County.





# CORPORATE CAMPUS - EXISTING CONDITIONS

Master Plan Update 2001  
Noblesville, Indiana

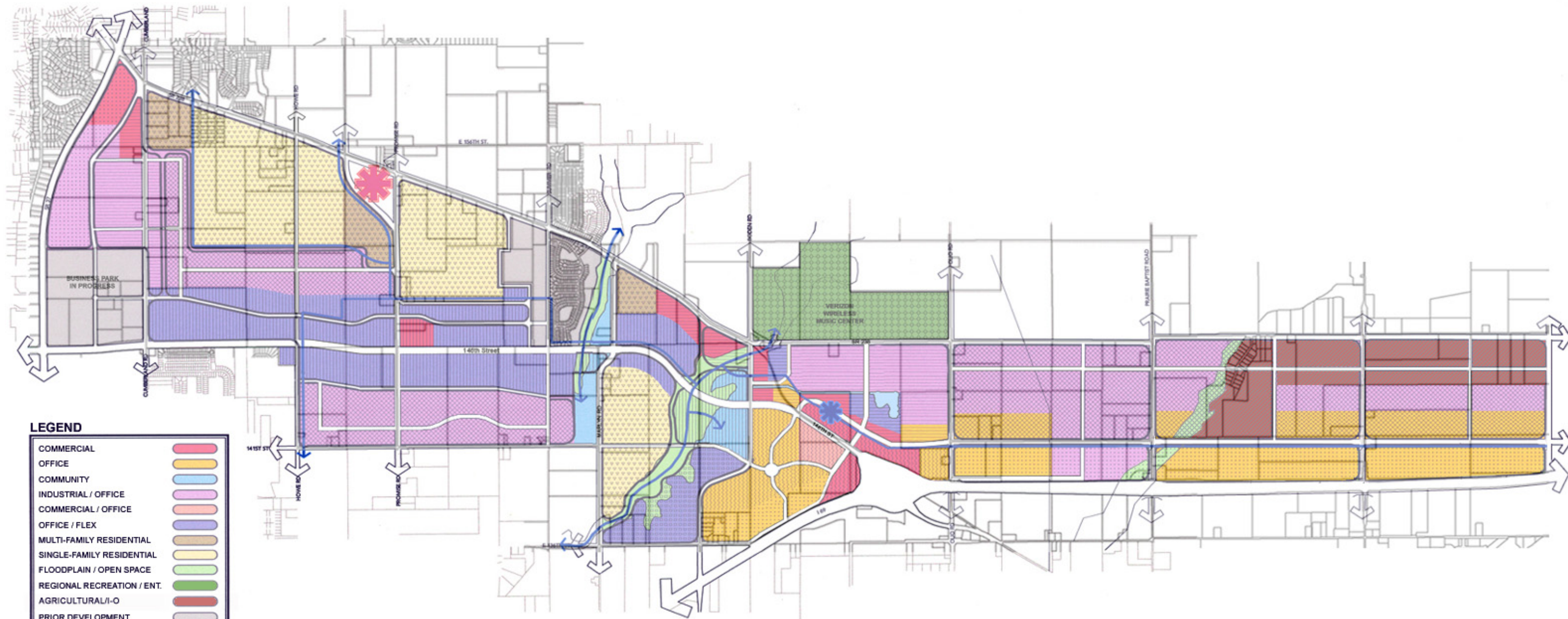
DATE: JUNE 13, 2001  
SCALE: 1" = 2000'



**CAMIROS**

Planning, Zoning, Economic Development, Landscape Architecture  
411 South Wells Street, Chicago, Illinois 60607 Phone: (312) 922-9211





**LEGEND**

COMMERCIAL	[Red box]
OFFICE	[Yellow box]
COMMUNITY	[Light blue box]
INDUSTRIAL / OFFICE	[Pink box]
COMMERCIAL / OFFICE	[Purple box]
OFFICE / FLEX	[Dark blue box]
MULTI-FAMILY RESIDENTIAL	[Brown box]
SINGLE-FAMILY RESIDENTIAL	[Light green box]
FLOODPLAIN / OPEN SPACE	[Light blue box]
REGIONAL RECREATION / ENT.	[Green box]
AGRICULTURAL/I-O	[Dark green box]
PRIOR DEVELOPMENT	[Grey box]
POTENTIAL HIKE / BIKE TRAIL	[Blue dashed line]
TRADITIONAL RETAIL	[Blue star symbol]
VILLAGE CENTER	[Red star symbol]
<b>CHARACTER AREAS:</b>	
INTERCHANGE	[Dashed line symbol]
146TH ST. CORRIDOR	[Dotted line symbol]
VIEW CORRIDOR	[Dashed line symbol]
INTERCHANGE FLEX	[Dotted line symbol]
SECONDARY CORRIDOR	[Dashed line symbol]
INTERNAL	[Dotted line symbol]
MIXED RESIDENTIAL	[Dotted line symbol]
REGIONAL REC. / ENT.	[Dotted line symbol]
AGRICULTURAL/I-O	[Dotted line symbol]

# LAND USE AND SUBDISTRICTS

Corporate Campus Park District  
Noblesville, Indiana

DATE: AUGUST 11, 2004

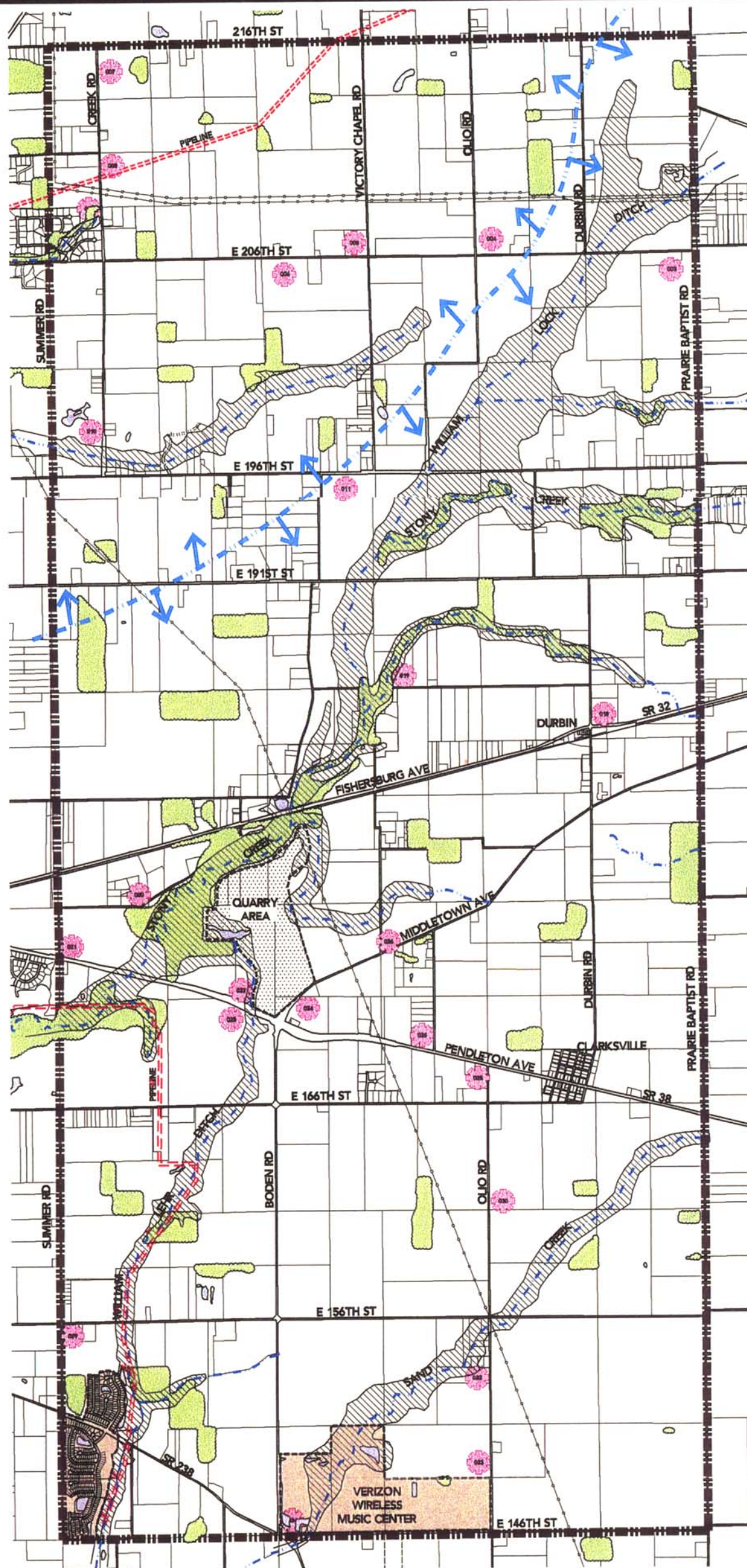
SCALE: 1" = 2000'



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# LEGEND

STUDY AREA	
OVERHEAD UTILITY	
UNDERGROUND PIPELINE	
WATERCOURSE	
VEGETATION	
100-YEAR FLOODPLAIN	
HISTORIC RESOURCE	
WATERSHED BOUNDARY	

## WAYNE TOWNSHIP - EXISTING CONDITIONS

Master Plan Update 2001  
Noblesville, Indiana

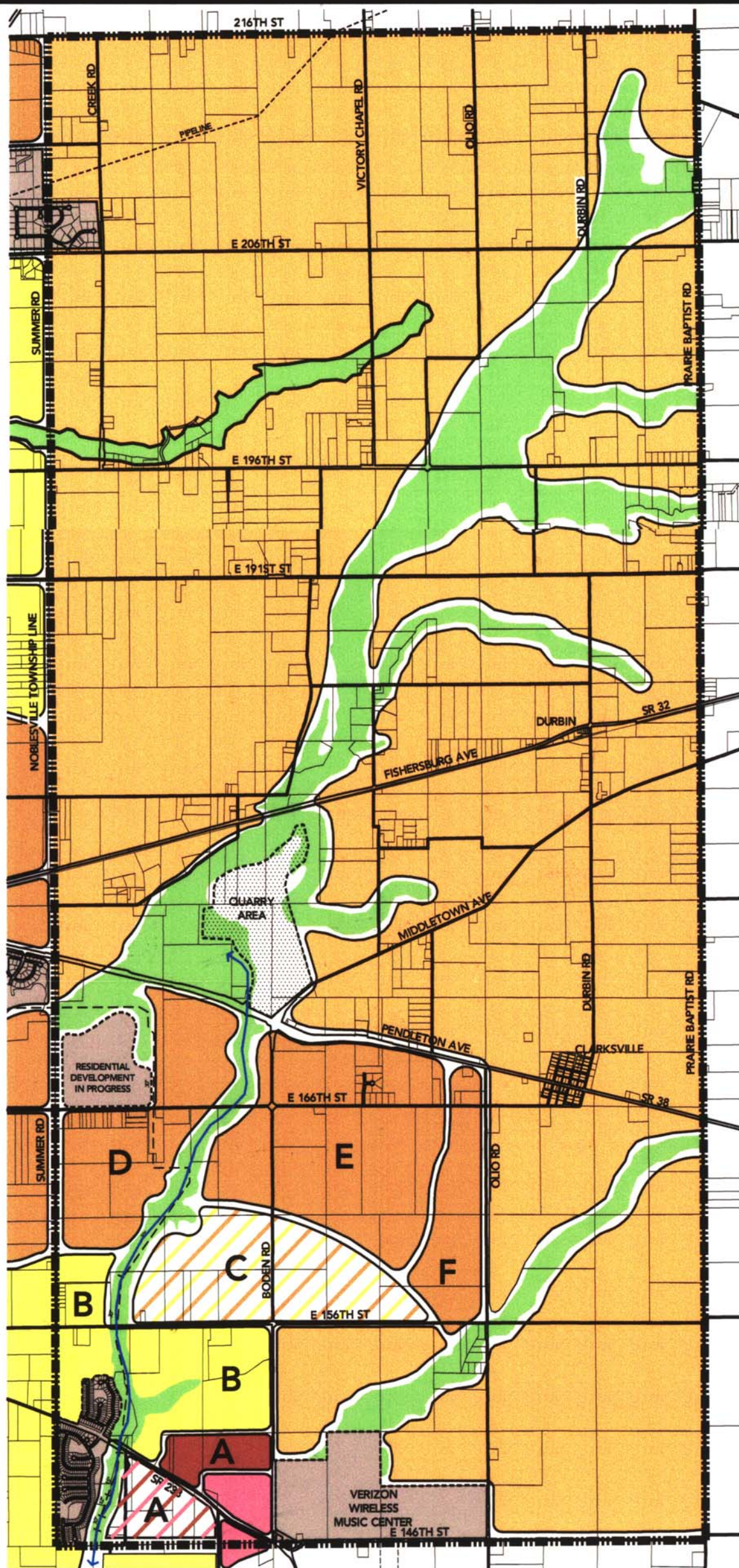
DATE: MAY 23, 2001  
SCALE: 1" = 3000'

0' 1500' 3000' 6000' NORTH

**CAMIROS**

Planning, Zoning, Economic Development, Landscape Architecture  
411 South Wells Street, Chicago, Illinois 60607 Phone: (312) 922-9211





# LEGEND

STUDY AREA			
SINGLE FAMILY RESIDENTIAL (3 DU/ACRE)	Yellow	SINGLE FAMILY OR COUNTRYSIDE	Light Orange
MULTIFAMILY RESIDENTIAL (10-20 DU/ACRE)	Dark Orange	MULTIFAMILY OR COMMERCIAL	Dark Orange
COUNTRYSIDE (1 DU/ACRE)	Light Orange	EXISTING DEVELOPMENT	Light Brown
COMMERCIAL	Pink	AGRICULTURE (UNDEVELOPED)	Yellow
FLOODPLAIN (UNDEVELOPED)	Green	PROPOSED HIKE / BIKE TRAIL	Blue Line

DATE: JUNE 13, 2001  
SCALE: 1" = 3000'

0' 1500' 3000' 6000' NORTH

## WAYNE TOWNSHIP - CONCEPT PLAN

Master Plan Update 2001  
Noblesville, Indiana

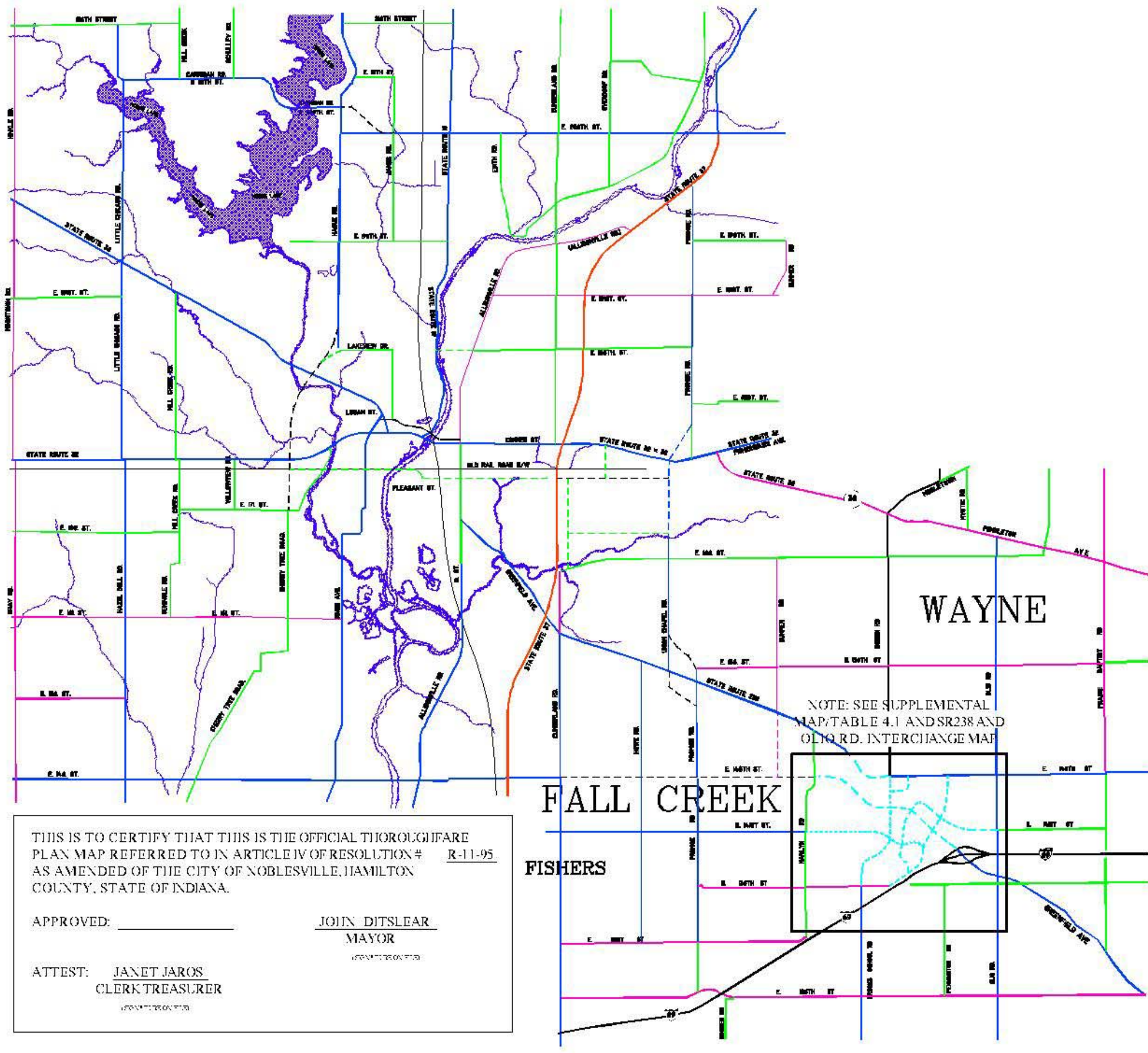
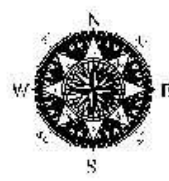
**CAMIROS**  
Planning, Zoning, Economic Development, Landscape Architecture  
411 South Wells Street, Chicago, Illinois 60607 Phone: (312) 922-9211



# NOBLESVILLE THOROUGHFARE PLAN



	EXPRESSWAY	240 FEET
	PRIMARY ARTERIAL	140 - 200 FEET
	SECONDARY ARTERIAL	100 FEET
	COLLECTOR	80 FEET
	PROPOSED NEW ROAD	
	RAILROAD	
	INTERSTATE	



THIS IS TO CERTIFY THAT THIS IS THE OFFICIAL THOROUGHFARE PLAN MAP REFERRED TO IN ARTICLE IV OF RESOLUTION # R-11-95 AS AMENDED OF THE CITY OF NOBLESVILLE, HAMILTON COUNTY, STATE OF INDIANA.

APPROVED: \_\_\_\_\_ JOHN DITSLEAR  
MAYOR

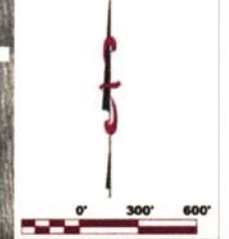
ATTEST: JANET JAROS  
CLERK TREASURER



WAYNE TWP.

T. 18 N.

R. 5. E.



**LEGEND**

- ALLOCATION AREA (TIF BOUNDARY)
- GROUP 1
- GROUP 2
- GROUP 3
- GROUP 4
- GROUP 5
- X X X DEMOLITION 1
- X X X DEMOLITION 3
- X X X DEMOLITION 4
- ROAD IMPACT FEE BOUNDARY & RESTRICTED TAX ABATEMENT DISTRICT BOUNDARY
- LIMITED ACCESS RIGHT-OF-WAY

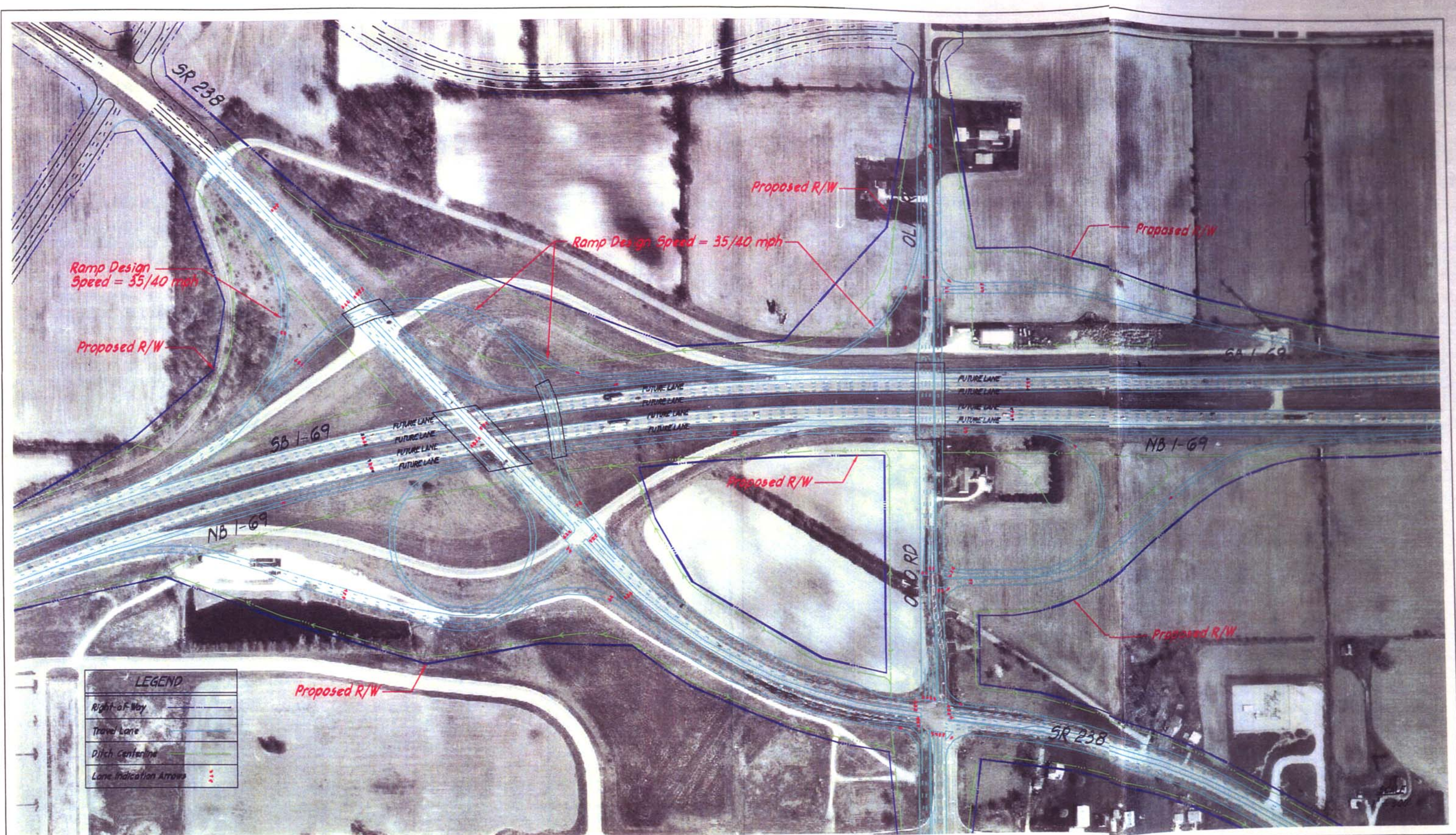
FALL CREEK TWP.

10-15-02

**EXHIBIT "A"**  
**MASTER INFRASTRUCTURE PLAN**

**AMERICAN CONSULTING, INC.**  
ARCHITECTS CONSULTANTS ENGINEERS  
7260 SHADELAND STATION  
INDIANAPOLIS, INDIANA 46256 (317) 547-5580  
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# Hamilton County Interchange Study

SR 238 & Ohio Road Interchange  
Alternative B-1: Modified Parclo Interchange



**AMERICAN CONSULTING, INC.**  
ARCHITECTS CONSULTANTS ENGINEERS  
7260 SHADELAND STATION  
INDIANAPOLIS, INDIANA 46256 (317)547-5580

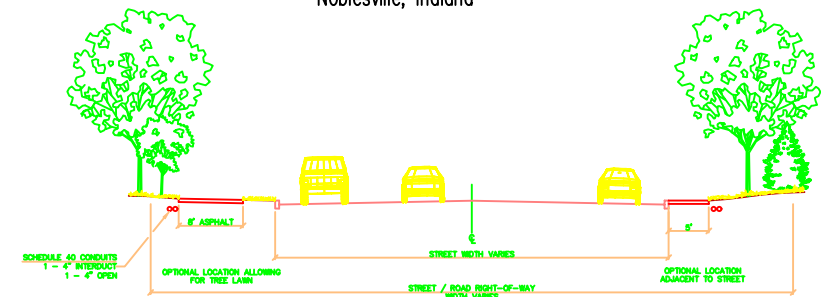


# NOBLESVILLE ALTERNATIVE TRANSPORTATION (NAT) MASTER PLAN

NOBLESVILLE CORPORATE LIMITS & NOBLESVILLE TOWNSHIP

PREPARED FOR:

City of Noblesville and Noblesville Parks and Recreation  
Noblesville, Indiana



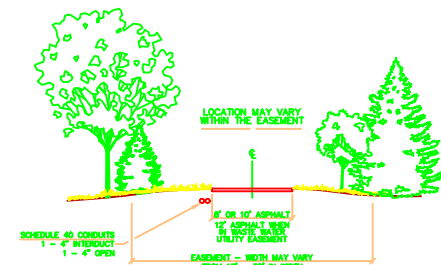
NOTES:  
1.) MAINTENANCE AND UPKEEP BY BOARD OF PUBLIC WORKS & STREET DEPARTMENT.  
2.) TRAILS WILL BE LIGHTED WITH THE STREET LIGHTING.  
3.) TRAILS WILL BE DEVELOPED ON BOTH SIDES OF STREET.  
4.) ALTERNATIONS TO DESIGN STANDARDS WILL BE PERMITTED WITH APPROVED VARIANCE AND SITE CONDITIONS.  
5.) LOCATION OF CONDUIT MAY VARY TO EITHER SIDE OF TRAIL PAVEMENT.

DESIGN SPECS:  
A: CONCRETE -  
4" THICK - 4000 P.S.I. @ 28 DAY LIMESTONE  
AGGREGATE WITH AIR ENTRAINING AGENT  
REINFORCED WITH WIRE MESH  
B: ASPHALT -  
3" BITUMINOUS SURFACE, #6 OR #8, LV  
5" COMPACTED AGGREGATE BASE #53

## A NAT DETAIL - RIGHT-OF-WAY APPLICATION

NOT TO SCALE

TRAIL SEGMENTS: ①②③④⑤⑥⑦⑧⑨⑩⑪⑫⑬⑭⑮⑯⑰⑱⑲



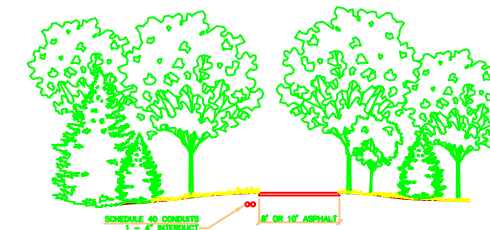
NOTES:  
1.) MAINTENANCE AND UPKEEP BY PARKS & RECREATION DEPARTMENT  
AND WASTE WATER UTILITY.  
2.) LOCATION OF CONDUIT MAY VARY TO EITHER SIDE OF TRAIL PAVEMENT.

DESIGN SPECS:  
3" BITUMINOUS SURFACE, #6 OR #8, LV  
5" COMPACTED AGGREGATE BASE #53

## B NAT DETAIL - EASEMENT APPLICATION

NOT TO SCALE

TRAIL SEGMENTS: ①②③④⑤⑥⑦⑧⑨⑩⑪⑫⑬⑭⑮⑯⑰⑱⑲



NOTES:  
1.) MAINTENANCE AND UPKEEP BY PARKS & RECREATION DEPARTMENT.  
2.) LOCATION OF CONDUIT MAY VARY TO EITHER SIDE OF TRAIL PAVEMENT.

DESIGN SPECS:  
3" BITUMINOUS SURFACE, #6 OR #8, LV  
5" COMPACTED AGGREGATE BASE #53

## C NAT DETAIL - OPEN SPACE APPLICATION

NOT TO SCALE

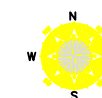
TRAIL SEGMENTS: ①②③④⑤⑥⑦⑧⑨⑩⑪⑫⑬⑭⑮⑯⑰⑱⑲

### TRAIL LEGEND

- |  |  |                                  |
|--|--|----------------------------------|
| ① Hazeldale Trail                      | ⑩ Schools Trail                              | ⑲ Wellington/Fishers Trail       |
| ② South Harbor/East Harbor Levee Trail | ⑪ Northeast Village Center Trail             | ⑳ Southeast Village Center Trail |
| ③ Harbors Village Center Trail         | ⑫ Eastern Village Centers Connectors Trail   | ㉑ Stoney Creek Trail             |
| ④ County White River Trail Extension   | ⑬ Central Indiana Railroad Trail             | ㉒ Stoney Creek-Deer Creek Trail  |
| ⑤ State Road 38/Hague Trail            | ⑭ Central Indiana/Interurban Trail Connector | ㉓ 146th Street Trail             |
| ⑥ The Harbors/Forest Park Trail        | ⑮ River Road Trail                           | ㉔ Carrigan Road/206 Street Trail |
| ⑦ White River Trail-Potters Bridge     | ⑯ White River Trail-Southside                | ㉕ Cumberland Road Trail          |
| ⑧ Forest Park Trail                    | ⑰ Interurban Trail                           |                                  |
| ⑨ White River/Allisonville Road Trail  | ⑱ Wellington Parkway Trail                   |                                  |

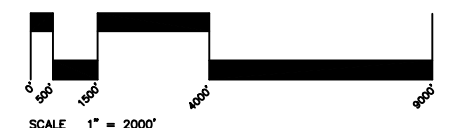
### LEGEND

- CORPORATE LIMITS
- RAIL LINES (ABANDONED)
- PROPOSED TRAIL
- PROPOSED VILLAGE CENTER
- TRAIL OVERPASS/UNDERPASS
- SCHOOL LOCATION
- CITY PARKS
- OPEN SPACE AND COUNTY PARKS
- MUNICIPAL LOCATION
- WATER BODY



Landscape Architecture & Planning  
202 Lincolnway East  
Mishawaka, IN 46544  
www.lehmanandlehman.com  
Ph. 219-257-0255 Fax 219-257-1966

Date: 11/03/98  
Revised: April 21, 2000



Priority Actions Chart

Interim	Short-Term			Long-Term
Guidelines for Staff Review of Development Applications	Track 1. Growth Management	Track 2. Revision of Development Codes	Track 3. Economic Development	Regional Park and Open Space Creation
<p>Provide copies of the Plan for review by local developers, the school board, and others.</p> <p>When evaluating applications for developments, rezones, subdivisions, and variances, review sections of the plan that apply to the application’s land use, location, etc.</p>	<p>Extend sewers to southeast quadrant to serve Corporate Campus, and to southwest quadrant.</p> <p>Zone for Countryside Residential areas.</p> <p>Discourage development in the floodplain.</p>	<p>Revise Zoning And Subdivision Ordinances and Zoning Map:</p> <p>Zoning Map should include:</p> <ul style="list-style-type: none"><li>• Corporate Campus zoning district.</li><li>• Countryside Residential District.</li><li>• Village Center zoning districts.</li><li>• Overlay districts for special character corridors.</li></ul> <p>Zoning text should include:</p> <ul style="list-style-type: none"><li>• Discouragement of development in the floodplain.</li><li>• Corporate Campus zoning district.</li><li>• Countryside Residential District.</li><li>• Village Center zoning districts</li><li>• Overlay districts for special character corridors.</li><li>• Site planning standards to encourage the goals of the stormwater management plan.</li></ul> <p>Subdivision ordinance should include:</p> <ul style="list-style-type: none"><li>• Stormwater Management standards limiting grading, permitting swale drainage.</li><li>• Requirements for the preservation of wetlands, vegetation, and other natural features.</li><li>• Additional right of way for designated thoroughfares and specially designated corridors.</li><li>• Standards for trails and paths.</li><li>• Program for combined or “in-lieu” stormwater retention.</li><li>• Other standards as necessary to implement the special zoning districts, such as stub streets.</li><li>• Standards for signage, lighting, and street furniture within individual Village Centers.</li><li>• Required dedication of land for schools, parks, etc.</li></ul>	<p>Install sewer main extending to the proposed Corporate Campus location.</p> <p>Improve 146th Street according to the Thoroughfare Plan.</p> <p>Annex and develop land north of the I-69 and 238 interchange.</p>	<p>Acquire, design, and develop floodplain for parks/open space.</p> <p>Acquire right-of-way (where necessary), design, and construct trails system.</p> <p>Acquire right-of-way (where necessary), design, and construct specially designated corridors.</p>

## APPENDIX C. PUBLIC MEETING ISSUES

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**Northeast Quadrant Community Forum**

**September 10, 2002**

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Number of Citizens in Attendance: 85

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### INPUT/ISSUES/AREAS OF CONCERN:

- Discrepancies between Master Plan and Zoning Map – lack of consistency with Master Plan
- Infrastructure concerns – Promise Road status (primary arterial, right-of-way)
- Consider overpasses in Corporate Campus to handle traffic
- Lack of employment opportunities
- Re-evaluate Village Centers
- Centralized commercial on major thoroughfares (SR 37, 146<sup>th</sup> Street)
- Corridor containment
- Neighborhood parks
- More parks, walkways, trails
- More opportunities for diverse housing
- Traffic on Edith Avenue caused by potential growth
- Preservation of countryside – maintain the integrity
- Preservation of existing natural features – woodlands, wetlands
- Limit the number of new housing units in the City of Noblesville
- Concerned with overpopulation of schools
- Increase the impact fees in order to benefit schools
- Barrett's Law in Hamilton County
- Infrastructure is not keeping up with growth

---

**Southeast Quadrant Community Forum**

**September 12, 2002**

---

Number of Citizens in Attendance: 70

---

**INPUT/ISSUES/AREAS OF CONCERN:**

- Lack of affordable housing
- Growth control
- Re-use of existing businesses/buildings
- Update Master Plan more frequently
- Downtown parking
- Maintaining/preserving agricultural
- Code compliance
- Aesthetics of Herriman Boulevard
- Aesthetics of Corporate Campus
- Amount of input the City will have in the 146<sup>th</sup> Street extension
- Alternative transportation to alleviate traffic on State Road 37
- Better transportation system, i.e. more frequent stops, routes to areas where those in need reside, better buses
- Being that Noblesville is the County seat, provide services to satisfy a diversified community
- Safety concern
- NAT trails – would like more built
- NAT trails – will it be utilized enough to compensate for its cost
- Concerned with 50 MPH speed limit on Allisonville Road near 146<sup>th</sup> Street
- Control growth of high end housing
- Consider providing jitneys
- Funding for regeneration/preservation/maintenance of older neighborhoods
- Realize the tax base created by manufactured housing communities
- Positive and negative input with respect to Village Centers
- Control density
- No commercial construction along Allisonville Road
- Need for diversity of housing (affordable housing)
- Control rate of growth
- Look at and compare to Zionsville master plan and zoning techniques
- Reuse and redevelop existing housing and commercial buildings
- Revisit and update Master Plan more frequently
- Parking downtown
- Must find additional incentives for existing businesses
- Agricultural zoning district
- Code compliance is a must for maintaining existing downtown
- Higher density housing is acceptable in the right locations
- Maintaining existing businesses should be just as important as attracting new

---

**Northwest Quadrant Community Forum**

**September 18, 2002**

---

Number of Citizens in Attendance: 50

---

**INPUT/ISSUES/AREAS OF CONCERN:**

- Maintain Master Plan
- Consider implications, such as traffic, related to growth
- Avoid population growth
- Maintain small town atmosphere
- Control cost of housing
- Concerned that developers control growth in Noblesville
- Taxes in relation to schools
- Preserve land
- Limit population by limiting certain types of housing, i.e. affordable housing
- Create an incentive to prevent development
- Create an appropriate infrastructure system
- Need for mixed/diversity housing
- Need for senior housing
- Concern regarding stormwater management
- Possible need for mass transit system in future
- Create a greater sense of “community pride”
- Create more recreation areas
- Implement more Village Center concepts
- Overcrowding of schools associated with growth
- Build more high end housing
- Hague Road extension – what impact will it have?
- Housing density is a concern – is higher density better?
- Raise impact fees to offset the cost of growth
- Infrastructure is an issue with fast paced growth
- Mixed housing types
- Traffic from the north is a concern and need to accommodate
- Alternative transportation
- Need for additional recreational amenities (diversity and location)
- Senior citizen housing
- Land preservation
- Stormwater Phase II needs to be integrated into this plan
- Outlet of the trail system onto South Harbour Drive, not the clubhouse property
- Need for the location of parks throughout the entire township
- Need to incorporate the master plans from the other departments
- Possible designation of areas for schools, firehouses, other public services
- Great need for the involvement of schools in this plan
- Look at technology infrastructure – where it exists today, what are the plans for the future

- Provision of areas suitable for mass transit stations
- Study the impact of the US 31 improvements and presence of traffic in the northwest portion of the township
- Community is one of the things that brought us to this area
- Downtown is a great asset, try to preserve it
- Need for access to downtown in ways that do not involve automobiles
- Protection of water resources

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**Southwest Quadrant Community Forum**
**September 19, 2002**


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Number of Citizens in Attendance: 140

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**INPUT/ISSUES/AREAS OF CONCERN:**

- Do not want traffic in area to increase beyond current levels
- Do not support more curb cuts along 146<sup>th</sup> Street or Hazel Dell Road
- Backward attempt to shove the new proposed commercial development “down our throats”
- Question why we would need to invalidate the plan just because of the thoroughfare improvements and sewer line
- Currently fire and police protection are not adequate to accommodate this area
- More cooperation between government entities (Noblesville, Hamilton County, Carmel, Westfield, Fishers)
- Do not want density substantially increased because it would cause an increase in taxes that would have to go towards building new schools
- Could agree to a change in the master plan to allow higher density housing but could not agree to a change to allow commercial uses
- Residents in the area relied on the designation of countryside on the Master Plan for future development – relied on the residential designation to move to larger lots and did not expect commercial development in the area
- Did not see a need to have retail and service businesses in the immediate area – they were comfortable driving several miles to obtain these staples
- More continuity between government entities in regard to how the borderlines will look and how they develop – residents do not want a complete distinction between the “Carmel side” and the “Noblesville side” with regard to land uses, should be some relation between the sidewalks and streetlights on one side and the sidewalks and streetlights on the other side
- A proposal from the current designation of countryside to commercial was too drastic a change for this area
- Convinced that growth is a money issue with the City of Noblesville
- Velocity of growth is detrimental to the quality of life
- Do not want the Master Plan changed
- Concerned that property value will decrease as a result of commercial/multi-family development
- Concerned that commercial development in the area will affect businesses located on SR 37
- Character of life will become less desirable if commercial/multi-family is built in area
- Residents expected estate type houses to be built in the area
- Residents do not want multi-family or affordable housing built in the area
- Residents do not want market trends to dictate growth
- Pattern and type of growth should be consistent with the area
- Noblesville should realize its vision and work toward growing in that direction
- Give Master Plan a chance to “play itself out”
- Realize benchmarking and encourage City officials to tour communities such as St. Charles, Illinois

- Residents believe sewer was installed as a foresight to large development
- Need for a study on the number of users of major thoroughfares in Noblesville Township
- Combine all master plans
- Analysis of Phase II Stormwater impact on all future development plans
- Need parks in the southwest quadrant
- Stay the course
- Location in this quadrant puts them close enough to all existing and proposed commercial
- Emergency response and schools do not support changing the master plan – response is at its maximum and schools are becoming crowded with no future schools proposed at this time
- The bike trails and alternative transportation plan are good
- Lack of public open space
- Neighborhood cannot be defined by density of housing
- Large lots can create a sense of community
- Need for reasonable integration of different density housing
- There are already plenty of apartments approved, there are no more needed
- What type of image does immediate commercial create? Hazel Dell and 146<sup>th</sup> Street is about to become a major gateway into our community
- These roads are residential thoroughfares – there is already too much commercial when you take into account the Corporate Campus and existing zoning (SR 37)
- Quincy, Illinois is an example of a community that managed to siphon all the commercial away from downtown and has essentially killed the downtown
- Balance of commercial and residential development needs to be maintained
- Stay with the core values
- Carmel has a village center planned at 146<sup>th</sup> and Gray Road for over 10 years
- There needs to be cooperation between municipalities
- Maintain Master Plan
- Concern about property values
- Traffic
- Nothing has changed to merit a change to the Master Plan
- Small town atmosphere
- Do not need service/retail uses that close, will not walk anyway
- Carmel will do the same thing on the south side
- No commercial
- Not opposed to development, just do not like the proposal
- Want unique development
- Density and lot sizes are both issues



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**Environment/Recreation Focus Group**

**September 9, 2002**

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Invited Guests in Attendance: 10

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**INPUT/ISSUES/AREAS OF CONCERN:**

- Ground water quality/quantity
- Practical/purposeful utilization of greenspace in Planned Developments – retention ponds and small parks do not solve recreational needs
- Placing large recreation areas near growing infrastructure in order to help preserve quality of life
- Phase II Stormwater will go a long way for recreational space – environmental easements will not allow for trails within 250' of White River
- Need recreational opportunities east of SR 37
- Youth football and baseball in need of land
- Capacity of the wastewater plant and its ability to manage growth
- Consider consolidating water utility providers
- Protect wetlands at a local level
- New trail system and its relevance to South Harbour
- Development at Hazel Dell and 146<sup>th</sup> Street and possible repercussions by neighboring citizens
- Consider an optimistic approach to growth as opposed to a conservative projection
- Consider implementation of a timeline with respect to the goals of the Master Plan
- Possible involvement of City with respect to additional recreational spaces
- Cooperation between City and schools with respect to land acquisition
- Consideration of a new park, comparable to Forest Park
- Address air quality
- Viability of open space in new PDs
- Community parks – need for additional, look at land acquisition for regional facilities
- Look at the NAT trail endpoints (parking, trash, etc.)
- Partnership between City and schools – regional recreation opportunities, land acquisition
- Need to include areas where the City will grow into in the future
- Inclusion of larger areas for community parks in areas throughout the township besides trails
- Re-evaluation of the park impact fee

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**Social/Education Focus Group**

**September 11, 2002**

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Invited Guests in Attendance: 6

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**INPUT/ISSUES/AREAS OF CONCERN:**

- Consideration for parking garage in downtown area
- Create trails that lead to areas of interest and recreation, i.e. Frisbee area, ice cream parlors, etc.
- Create more recreational uses for children and adolescents
- Promote festivals and affordable recreation
- Possibility of mass transit in the future
- Overcrowding of schools – building new schools
- Need additional affordable housing
- Realize how to change mentality of people in relation to Master Plan when addressing affordable housing
- Tax base – consider performing census to research affordable housing issue
- Maintenance of existing residential areas and downtown sewers
- Development of agricultural land and the impact it will have
- Increasing social problems due to growth (alternative education and similar programs will grow)
- More partnership between schools and businesses – consider school-to-work programs
- Promote volunteerism
- Consider requiring high school graduates to participate in community service

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**Land Use Focus Group**

**September 16, 2002**

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Invited Guests in Attendance: 15

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**INPUT/ISSUES/AREAS OF CONCERN:**

- Pay close attention to the language associated with the Master Plan
- Manage, prioritize, and strategically control growth
- Need for affordable housing
- Transportation – consider more rail options, such as park and ride stations
- Consider building upward rather than outward
- City cease to be what people expected
- Define what Noblesville is trying to maintain
- Growth is not happening fast enough, nor is it large enough – the faster the City achieves 100% build-out, the better
- Focus and educate the public on the positive impacts of growth
- Define “management of growth”
- Concern that the pace of growth cannot absorb people in a rational way
- Concern over growth affecting small town character
- Concern of the City becoming a disjointed community
- Incorporate Village Center concept into neighborhoods
- Realize that Noblesville is the County seat, therefore creating a crowded downtown atmosphere
- Continue to encourage community functions such as the Street Dance and Farmer’s Market in order to preserve the small town atmosphere
- Realize that people will continue to move here as long as there is infrastructure to support it
- Realize that people are attracted to the community and will therefore be more inclined to reside here
- Investigate the financial impact of growth and where it is taking the community
- Encourage governmental entities to recognize and publicly support growth
- Concern with the pace of growth
- Location of businesses is important
- Mixed use developments should be encouraged
- Dense developments should be encouraged in the right locations
- Connectivity of uses and parts of the township is important
- Multi-family uses should be a priority
- Variety of housing types
- Preservation of existing houses and businesses
- Amenities are the key (recreational, social, etc.)
- Prioritization of growth
- Affordable housing will need to be considered more
- Can the Master Plan accommodate possible park and ride locations?
- Important to quantify “small town atmosphere”

- Create identity for neighborhoods
- Use infrastructure as a development tool
- Must look at financial impact of growth

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**Infrastructure Focus Group**

**September 17, 2002**

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Invited Guests in Attendance: 10

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**INPUT/ISSUES/AREAS OF CONCERN:**

- Realize the traffic impact created by the White River
- Be aware of the capacity of the wastewater plant
- Indiana-American Water Co. at 85% capacity
- Be prepared to service the needs of the Corporate Campus
- Investigate capital expenditures in Hamilton County
- Control growth
- Be ahead of the curve with respect to infrastructure, including technology and communications
- Consider a conduit plan – lease out to telecommunication companies and other services
- Determine technology, i.e. fiber optics, forefront to bringing communication development online
- Realize that density translates into traffic
- Investigate demands within specific areas and how much energy is used in relation to density
- Consider how the east-west corridor will affect the downtown area
- Recognize the possibility of the need for a mass transit system in the future

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**Director's Meeting Focus Group**

**September 25, 2002**

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Invited Guests in Attendance: 10

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**INPUT/ISSUES/AREAS OF CONCERN:**

- Need cost/benefit analysis to look at service provision
- Update impact fees
- Residential growth rate is concern
- Grow from “inside-out”
- Annexation – firm up boundary lines, plan for annexing “holes”
- Fees – look at waiving fees for existing buildings
- Southwest sewer line constructed to handle 3 units/acre
- Look at doing a cost/benefit analysis on the projections that the Master Plan calls out – where does the City break even on a single-family house
- Does the Corporate Campus encompass enough land to offset the single-family cost
- Look at obtaining the projections on increased staffing needs for each department that the population increases are going to bring about
- Wastewater treatment plant was designed to accommodate all of Noblesville Township and the Corporate Campus
- We live and die on growth
- Slow down residential growth?
- Pull single-family development closer to current city limits – current configuration of development adds a drain on services and increases costs
- Keep as much commercial and industrial zoning as possible
- Firm up the boundary lines and don't exclude single properties from annexation attempts
- Look at the interlocal agreement between the police and sheriff dealing with service areas
- Road improvements, fire station, etc. in the works

## APPENDIX D. SURVEY QUESTIONS AND SUMMARY

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### MASTER PLAN QUESTIONNAIRE

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This questionnaire includes both yes or no questions and short answer questions. The questionnaire is anonymous, so please be as truthful as possible. Space is provided after each question for additional comments or suggestions.

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1. Which objectives of the existing Comprehensive Plan have been most effectively accomplished?

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2. Which objectives of the existing Comprehensive Plan have experienced the greatest frustration or counteraction?

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3. Which of the objectives of the existing Comprehensive Plan do you think should remain a priority as we look at amending the Comprehensive Plan today?

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4. Which of the objectives of the existing Comprehensive Plan are no longer important or no longer an issue as we look at amending the Comprehensive Plan today?

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5. Do you believe it is more important to restrict growth (slowing growth down), direct growth (deciding when and where growth occurs), or manage growth (ensuring the community is prepared to respond/react to growth before it occurs)?

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6. Are you satisfied with the way Noblesville has accommodated/responded/managed/directed growth over the last five years? Explain.

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7. What would you change about Noblesville to make it a better place to live? To work? To do business?

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8. Should the rate of population growth in Noblesville be of any concern? (i.e. too fast, too slow)

YES \_\_\_\_\_

NO \_\_\_\_\_

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9. Should Noblesville institute policies that limit the number of housing units built each year within Noblesville Township?

YES \_\_\_\_\_

NO \_\_\_\_\_

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10. What is your definition of "controlling growth?"

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11. What do you consider to be qualities that are unique to Noblesville and how can these qualities be translated into future development?

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12. Should there be additional emphasis on preserving and creating incentives for existing businesses?

YES \_\_\_\_\_

NO \_\_\_\_\_

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13. Should there be additional emphasis on preserving and creating incentives for the reuse of existing vacant non-residential buildings?

YES \_\_\_\_\_

NO \_\_\_\_\_

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14. Is there a need for additional non-residential development in Noblesville outside of the Corporate Campus?

YES \_\_\_\_\_

NO \_\_\_\_\_

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15. Should the Corporate Campus be the only alternative for future REGIONAL non-residential developments?

YES \_\_\_\_\_

NO \_\_\_\_\_

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16. (Thinking regionally) Is there a need for additional retail/service locations west of the White River to service Noblesville Township and the surrounding residents?

YES \_\_\_\_\_

NO \_\_\_\_\_

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17. Is the "countryside" land use designation an effective land use policy if a sewer line is present?

YES \_\_\_\_\_

NO \_\_\_\_\_

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18. Should areas currently designated as "countryside" be preserved? (i.e. no sewer, estate lots)

YES \_\_\_\_\_

NO \_\_\_\_\_

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19. Should the Master Plan provide additional areas for higher density developments (3-6 units/acre) in areas outside the Corporate Campus?

YES \_\_\_\_\_

NO \_\_\_\_\_

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20. Is there a need for affordable housing outside of that which is provided within the Corporate Campus?

YES \_\_\_\_\_

NO \_\_\_\_\_

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21. Has Noblesville provided enough multi-family or low maintenance residential developments to accommodate the future market trends?

YES \_\_\_\_\_

NO \_\_\_\_\_

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22. Is there a need for additional regional/local public recreational facilities throughout Noblesville?

YES \_\_\_\_\_

NO \_\_\_\_\_

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23. Should preservation of existing natural features, other than floodplain, be a primary issue in both Master Planning and public policy?

YES \_\_\_\_\_

NO \_\_\_\_\_

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24. Should the Master Plan land use map designate areas for recreational facilities and the preservation of existing natural features or should these be provided for only in the text?

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25. Should the City consider partnering with Noblesville Schools to provide recreational facilities? (land acquisition, development)

YES \_\_\_\_\_

NO \_\_\_\_\_

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26. Should the presence of the sewer line in the southwest quadrant of the township affect the land use designation for this area? (currently countryside)

YES \_\_\_\_\_

NO \_\_\_\_\_

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27. Do you believe that a more balanced east-west distribution of retail sites would be beneficial, in the long run, to traffic flow?

YES \_\_\_\_\_

NO \_\_\_\_\_

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28. How do you envision the 146<sup>th</sup> Street corridor from Gray Road to Allisonville Road when fully developed?

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29. Given what we have learned in the last few years – that large lots do not always yield “quality” developments – would you be open to a mix of densities if it meant these developments would follow the PD procedure?

YES \_\_\_\_\_

NO \_\_\_\_\_

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30. With consideration given to the changes in southwest Noblesville Township since 1996 (i.e. extension of water and sewer lines, expansion of 146<sup>th</sup> Street) is it still reasonable to expect large lot residential projects to develop in this area?

YES \_\_\_\_\_

NO \_\_\_\_\_

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31. Is 146<sup>th</sup> Street and Hazel Dell Road an appropriate location for a Village Center?

YES \_\_\_\_\_

NO \_\_\_\_\_

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Additional paper has been provided if there is not enough room for all your comments. Please make a note on your additional comments as to which question you are responding. Thank you in advance for your time and consideration.

***Summary – Twelve Respondents***

1. Which objectives of the existing Comprehensive Plan have been most effectively accomplished?

*Corporate Campus, affordable housing, thoroughfare planning,*

2. Which objectives of the existing Comprehensive Plan have experienced the greatest frustration or counteraction?

*SW Noblesville Township, affordable housing in Corporate Campus, thoroughfare planning, countryside, discrepancies between comp plan and zoning map, locations of village centers, update process*

3. Which of the objectives of the existing Comprehensive Plan do you think should remain a priority as we look at amending the Comprehensive Plan today?

*Slow residential growth, maintain existing plan, thoroughfare planning, density, fix discrepancies between comp plan and zoning map, control pattern of growth, provide appropriate housing, increase NAT activity, prioritize non-residential growth in Corporate Campus, village centers, Corporate Campus*

4. Which of the objectives of the existing Comprehensive Plan are no longer important or no longer an issue as we look at amending the Comprehensive Plan today?

*Use of countryside in light of extending utilities, all remain important*

5. Do you believe it is more important to restrict growth (slowing growth down), direct growth (deciding when and where growth occurs), or manage growth (ensuring the community is prepared to respond/react to growth before it occurs)?

*All compliment each other*

*Restrict – 2 Direct – 2 Manage – 8*

6. Are you satisfied with the way Noblesville has accommodated/responded/managed/directed growth over the last five years? Explain.

*Yes – 9 No – 3*

7. What would you change about Noblesville to make it a better place to live? To work? To do business?

*Stop “monopoly type housing”, more retail on west side, more affordable housing, improve roads, increase number of trails, more parks, stronger stance on residential growth, increase parking downtown, attract businesses, improve traffic, lower tax rate*

8. Should the rate of population growth in Noblesville be of any concern? (i.e. too fast, too slow)

*Yes – 8 No – 4*

9. Should Noblesville institute policies that limit the number of housing units built each year within Noblesville Township?

*Yes – 5 No – 6 Maybe – 1*

10. What is your definition of “controlling growth?”

*Creating a balanced inventory of residential/ non-residential uses, allowing growth while maintaining existing qualities, allow less deviation from standards, impact fees, high standards*

11. What do you consider to be qualities that are unique to Noblesville and how can these qualities be translated into future development?

*Town square and small unique shops, downtown, good schools, gateway development, benchmarking process, good roads, Township recreation programs, mature trees*

12. Should there be additional emphasis on preserving and creating incentives for existing businesses?

*Yes* – 11     *No* – 1

13. Should there be additional emphasis on preserving and creating incentives for the reuse of existing vacant non-residential buildings?

*Yes* – 11     *No* – 1

14. Is there a need for additional non-residential development in Noblesville outside of the Corporate Campus?

*Yes* – 9     *No* – 3

15. Should the Corporate Campus be the only alternative for future REGIONAL non-residential developments?

*Yes* – 2     *No* – 10

16. (Thinking regionally) Is there a need for additional retail/service locations west of the White River to service Noblesville Township and the surrounding residents?

*Yes* – 10     *No* – 2

17. Is the “countryside” land use designation an effective land use policy if a sewer line is present?

*Yes* – 4     *No* – 8

18. Should areas currently designated as “countryside” be preserved? (i.e. no sewer, estate lots)

*Yes* – 7     *No* – 3     *Undec* – 2

19. Should the Master Plan provide additional areas for higher density developments (3-6 units/acre) in areas outside the Corporate Campus?

*Yes* – 4     *No* – 8

20. Is there a need for affordable housing outside of that which is provided within the Corporate Campus?

*Yes* – 5     *No* – 7

21. Has Noblesville provided enough multi-family or low maintenance residential developments to accommodate the future market trends?

*Yes – 6      No – 3      Undec – 3*

22. Is there a need for additional regional/local public recreational facilities throughout Noblesville?

*Yes – 9      No – 1      Undec – 2*

23. Should preservation of existing natural features, other than floodplain, be a primary issue in both Master Planning and public policy?

*Yes – 12      No – 0*

24. Should the Master Plan land use map designate areas for recreational facilities and the preservation of existing natural features or should these be provided for only in the text?

*Map – 9      Text – 0      Undec – 3*

25. Should the City consider partnering with Noblesville Schools to provide recreational facilities? (land acquisition, development)

*Yes – 12      No – 0*

26. Should the presence of the sewer line in the southwest quadrant of the township affect the land use designation for this area? (currently countryside)

*Yes – 7      No – 5*

27. Do you believe that a more balanced east-west distribution of retail sites would be beneficial, in the long run, to traffic flow?

*Yes – 9      No – 3*

28. How do you envision the 146<sup>th</sup> Street corridor from Gray Road to Allisonville Road when fully developed?

*Nice home sites, walking trails, public park by river, low impact retail/village center, residential area, nicely landscaped residential area, quality mix of commercial and residential, some retail/commercial, professional offices*

29. Given what we have learned in the last few years – that large lots do not always yield “quality” developments – would you be open to a mix of densities if it meant these developments would follow the PD procedure?

*Yes* – 9      *No* – 3

30. With consideration given to the changes in southwest Noblesville Township since 1996 (i.e. extension of water and sewer lines, expansion of 146<sup>th</sup> Street) is it still reasonable to expect large lot residential projects to develop in this area?

*Yes* – 7      *No* – 5

31. Is 146<sup>th</sup> Street and Hazel Dell Road an appropriate location for a Village Center?

*Yes* – 7      *No* – 5