



2020 NOBLESVILLE COMPREHENSIVE PLAN

Adopted: February 11th, 2020

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01

INTRODUCTION

This introductory chapter offers some background information on comprehensive planning in general, with an emphasis on recognizing past and present community and economic development efforts. Included on the following pages is:

- An explanation of the 2020 comprehensive plan update;
- A re-introduction of the various planning areas that exist within the City's planning and zoning jurisdiction;
- A brief description of some of the City's more recent accomplishments related to community and economic development; and
- An acknowledgment of the participants of this most recent long-range planning effort.

INTRODUCTION

PURPOSE AND INTENT

What is a comprehensive plan?

A comprehensive land use plan is a document designed to guide community and economic development efforts, or any activity that affects local government over a ten- to twenty-year period after plan adoption with regular updates to the contents of the plan every three to five years. Included is guidance on local decisions related to:

- Public and private land development proposals
- The expenditure of public funds
- The availability of tax policy (tax incentives)
- Cooperative efforts and issues of pressing concern, such as creating an even more vibrant downtown and introducing more options for attainable housing.

Policy guide component

A comprehensive land use plan serves one of several functions, including:

- Offering successive public entities and agencies a common framework for addressing land use and development decisions.
- The means by which to weigh, or balance, competing community needs or varying private interests in land use and development.
- Promoting well-planned, orderly, and sustainable development patterns.
- Protecting valuable natural resources, and indispensable community amenities.

- Shaping the overall aesthetic, or appearance of the community.
- Preserving history and character.
- Fostering various facets of community life.
- Promoting economic development.
- Anticipating infrastructure needs.
- Providing a factual and objective basis for zoning decisions.
- Expressing the broader community's vision for the foreseeable future.

Land use plan map component

Serving as a compliment to the written narrative, the Future Land Use Map and the Future Built Form Map are a visual guide for current and future community and economic development efforts and policies. They bring together most of the elements of the comprehensive plan to illustrate what the broader community would like to see happen. Together, these maps are a critical component of any comprehensive plan in that it translates the vision, desired outcomes, and policy objectives into a tangible decision-making framework.

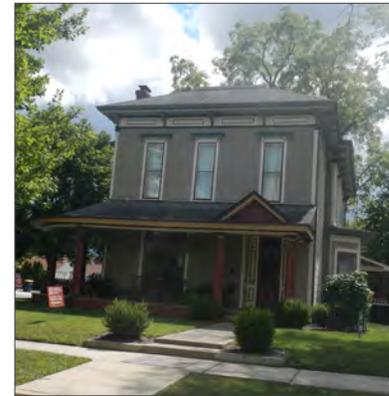
Relationship to zoning

The comprehensive plan is not an ordinance. A comprehensive plan is a policy document upon which the laws that regulate land development activities are based. Having relevant and up-to-date zoning and subdivision control regulations is often seen as the most effective and efficient way to ensure that current and future growth and development is consistent with the community's

vision and goals. A comprehensive plan is flexible and adaptive, whereas a unified development ordinance regulates what types of land use activities are permitted and how property can be developed. A comprehensive plan guides public, private and non-profit sectors in making land use and development decisions, whereas a unified development ordinance provides a municipality with the authority they need to administer and enforce its local rules and regulations.

Concurrent planning efforts

The following pages contain one-page summaries of the Downtown Streetscape Plan and the Noblesville Housing Study. These two planning initiatives were developed during the same period of time as this 2020 update to the City's comprehensive plan.



What is a streetscape plan?

A streetscape plan identifies specific improvements to the public realm that, once completed, would reinforce the community's identity and improve the image, function, and livability of an area. In Noblesville, representatives from the Department of Planning and Development, Engineering Department, and Public Works Department offer their technical assistance to the Downtown Committee.

About this initiative

In 2018, the Downtown Committee commissioned a downtown streetscape master plan for the newly designated Downtown District. The focus of the master plan is on improving the public right-of-way and public gathering places. The objectives of the plan are to:

- Aide in the rediscovery of the community assets and elements that are uniquely Noblesville.
- Expand the Downtown District to include Federal Hill Commons and engage the White River.
- Enhance walkability and strengthen economic vitality by creating an inviting and consistent streetscape with outdoor space for businesses and dining, improved pedestrian-friendly walkways, alternative transportation opportunities, and clearly identified public parking areas.

The plan includes an inventory of the existing natural and built features, as well as an analysis of the existing conditions. The imagery that was created, when combined with the discussions with the public and downtown stakeholders, offers a number of ways in which to strengthen

the sense of place in downtown Noblesville. Included are a series of programs and capital improvement projects that the City can include in current and future downtown initiatives. Several of the recommendations offered in the Noblesville Downtown Streetscape Master Plan have been incorporated and referenced throughout the City of Noblesville Comprehensive Plan.

Desired outcomes

The desired outcomes of the Downtown Streetscape Master Plan include:

- 01.** Strengthening the integrity of Noblesville's historic downtown by combining the efforts of various community groups and planning projects into a cohesive and comprehensive vision for the Downtown District.
- 02.** Embracing the existing historic significance of the Downtown District by enhancing, not changing, the character of the space and reinforcing the sense of place.
- 03.** Identifying opportunities to strengthen economic viability and diversify the commercial, service, and retail businesses of the Downtown District to better serve residents and visitors of Noblesville.
- 04.** Using the findings of the planning process to update existing planning documents and regulations that are actively used by the Noblesville Planning, Parks, Street, and Engineering Departments to guide the future development of the City and its various neighborhoods.



What is a housing study?

A housing study provides a complete inventory of the present housing stock, a forecast of future needs and demand, identifies the gap between present and future, and recommends action steps that can help bridge the gap. In Noblesville, the housing study will be used by the Planning Department to make informed decisions about how best to diversify the housing stock in Noblesville.

About this initiative

The Noblesville Housing Study was completed in three phases. The first phase was designed to determine what housing options exist within the city, as well as the housing options that may currently be missing. The analysis relied on information and data pertaining to past, present, and future housing trends to produce a residential market analysis. A few of the key takeaways included:

- Future households will be comprised of mostly empty nesters, young professionals, couples without children, and nontraditional families.
- There is a disparity between what people want and what’s actually being built in that nearly one-third of the local housing market is not being served by the current housing stock.
- More than 90 percent of new residential construction is single-family detached homes. But only half of consumers prefer that, leaving a third of households wanting something else without a way to get it.

- Over the next five years, senior-headed households are projected to grow, thus generating increased demand for alternative housing types that allow seniors to downsize and age in place.

The second phase was designed to bring the city’s housing policies and regulations, namely the architectural review process and architectural design standards, into alignment with the findings and recommendations of the residential market analysis. A few of the recommended changes to the City of Noblesville Unified Development Ordinance included:

- Eliminating the current Noblesville Architectural Design Guidelines and Architectural Review Board and associated processes
- Implementing citywide Architectural Standards to produce housing with desired residential architectural characteristics

The final phase was designed to prepare and establish a housing policy guide aimed at addressing the gaps in the city’s housing supply. A few of the key takeaways included:

- Infill and new developments should incorporate context-sensitive design that complements the scale, massing, rhythm, location, balance, and materials of its surroundings.
- Housing types such as carriage homes, townhouses, live/work units, flats, and apartments are appropriate in Noblesville.

- New neighborhood development shall include a minimum of three housing types, mixed-use nodes, beautified streets and enhanced landscaping, sidewalks on all streets, and introduce community gathering spaces.

Desired outcomes

Generally speaking, the desired outcome is a more diversified housing stock, specifically:

01. Neighborhoods that offer a variety of housing types.
02. Mixed-use nodes in close proximity to residential areas for convenient shopping and dining.
03. User-friendly transportation patterns that accommodate a variety of mobility options.
04. Pedestrian connectivity to nearby trail systems.
05. Unique public gathering places that facilitate interactions among residents, and the opportunity to play.
06. Housing developments that are designed to enhance and compliment the existing community.



INTRODUCTION

PLANNING HISTORY

The City of Noblesville has a long and rich history of long-range planning efforts, and the capacity to do long-range planning stretches beyond the City's Planning Department. Some plans are created with the entire community in mind. Others, like the plans on the following pages, were created to help guide local policy and decision making for a specific area or purpose.

2013 to 2015

In 2013 and then again in 2015, the City of Noblesville kicked off a process to update the City's comprehensive plan to, among other things:

- Update and provide a vision of where the City of Noblesville wants to be now and in the future;
- Create a new land-use map to help guide land use policy-making decisions;
- Outline economic opportunities and potential; and
- Be inclusive with stakeholders and the general public in shaping the vision, goals and policy framework within the plan.

2015 to 2019

The 2020 update to the City of Noblesville Comprehensive Plan builds upon past planning efforts. To remain effective in establishing local land use and development policies and regulations, local policy and decision makers seek to continually ask the right questions, evaluate its courses of action, address common pitfalls, and discard approaches to planning and land use and development regulations that no longer work. With this plan, local policy and decision makers reaffirm

their commitment to:

- Articulate and uphold a compelling vision for the future;
- Take a hard look at current practices and projected trends;
- Commit to approaching community and economic development in such a way as to achieve the best, measurable outcomes for the Noblesville community, as a whole;
- Seek out new ideas or ways of doing things; and
- Challenge conventional wisdom or the status quo when there is a strong and compelling case to do so.

Of particular importance to the City of Noblesville is the opportunity to:

- Accurately reflect community conditions;
- Keep pace with emerging trends in housing, retail, transportation access and mobility, and job growth, among others;
- Anticipate changes to land use activities and/or local development patterns in areas that are poised to attract public or private investment dollars; and
- Ensure that the City's policy guides and implementation tools will deliver the types of places that people want to be.

Increased east/west connectivity across the White River, and enhanced mobility, have been common themes throughout each long-range community and economic development plan for nearly a decade now. Last updated in 2015, the

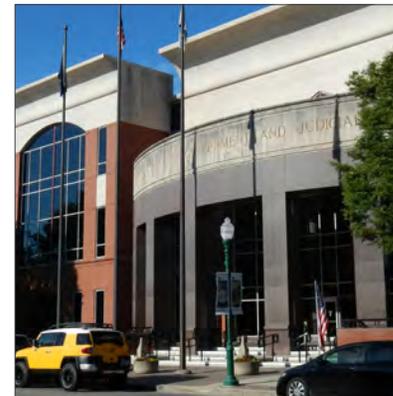
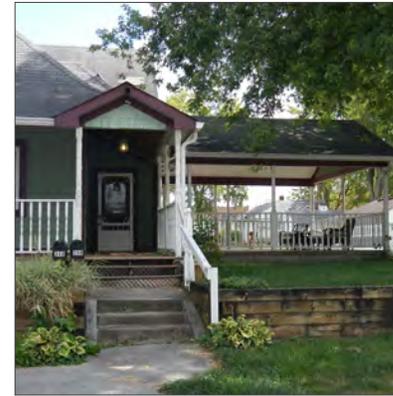
2013 comprehensive plan identified SR 32/SR 38/Conner Street through downtown Noblesville as the transportation corridor that has continued to experience higher traffic volumes and increased congestion. Fast forward to 2020 and the need to improve east-west mobility through downtown Noblesville continues to be a driving force for change within the community.

Related Planning Efforts

In addition to being a stand-alone document complete with a vision and action plan for implementation, the City of Noblesville Comprehensive Plan also serves as a roadmap for a number of functional or strategic plans. As a result, the following list of functional plans and studies is hereby adopted, by reference, as part of the City of Noblesville Comprehensive Plan:

01. City of Noblesville Economic Development Strategic Plan (created in 2002 and updated in 2012)
02. Southwest Quad Neighborhood Revitalization Plan (2014)
03. Hamilton County Transit Recommendations, Central Indiana Transit Plan (2016)
04. Arts & Economic Prosperity 5: The Economic Impact of Nonprofit Arts and Cultural Organizations & Their Audiences (2017)
05. City of Noblesville 2015-2019 Parks & Recreation Master Plan (April 2015), and Seminary Park Master Plan (2018)
06. City of Noblesville Housing Study (May 2018)
07. City of Noblesville Downtown Streetscape Plan (2018)

- 08. White River Vision Plan (2019)
- 09. Noblesville Sewer Master Plan (In Progress)
- 10. Noblesville Capital Improvement Plan (In progress)
- 11. City of Noblesville Alternative Transportation Plan (In Progress)
- 12. City of Noblesville Thoroughfare Plan (In Progress)



INTRODUCTION

Recent Accomplishments

Much has changed in Noblesville since the 2013 update of the City of Noblesville Comprehensive Plan. The past 5 to 10 years produced Federal Hill Commons, development east of SR 37, the Corporate Campus, and the build out of the Hamilton Town Center. And in that time, the community has achieved a number of accomplishments related to community and economic development.

Comprehensive planning is a difficult, but essential, undertaking. Much of what has been accomplished between 2013 and 2020 is in the institutionalization of a number of on-going best practices. From floodplain management and incentive packages, to local workforce development initiatives, the Planning Department – often working in association with the Economic Development and Engineering Departments – continues to effectively plan for the present and the future.

For a full list of completed and on-going tasks refer to Appendix A. The number of tasks completed within each category are represented as percentages shown to the left.

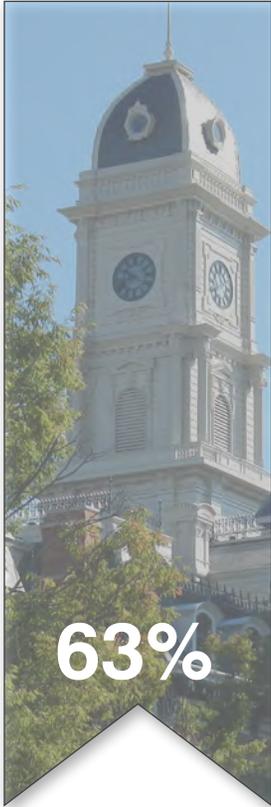


PARKS AND OPEN SPACE



50%

DOWNTOWN



63%

COMMUNITY INFRASTRUCTURE



67%

DESIGN AND PLACEMAKING



0%

ARTS AND CULTURE



100%

INTRODUCTION



PLANNING AND ZONING AREAS

As of 2019, the City's entire planning and zoning jurisdiction included more than 54 square miles of land area. Single-family residential development, which includes farmsteads and accounts for approximately one-third of the City's land area, continues to dominate the City's landscape. Agriculture is the next largest use at nearly 28 percent.

The Planning and Zoning Map on the following page illustrates the incorporated areas of the City (dark gray), as of September 2018. Also illustrated is the City's entire planning and zoning jurisdiction, which includes the City's extra-territorial jurisdictional planning area (light gray). The following pages describe all of the ways in which the Noblesville community can be described or organized when it comes to planning for community and economic development.

Incorporated Area

A municipal corporation is the legal term for a local governing body such as a city or town. The municipal corporation exists as a self-governing entity under the laws of the State in which it is located.

Incorporated in 1851, the City of Noblesville was first settled in 1818, laid out in 1823, and designated as the Hamilton County seat in 1824. The City's location and existing development patterns were largely influenced by the completion of the Peru and Indianapolis Railroad through Noblesville in 1851, and the addition of what became the Midland Railroad in 1875. The discovery of the City's first natural gas well near the corner of 11th and Pleasant Street resulted in the City's first large growth period beginning

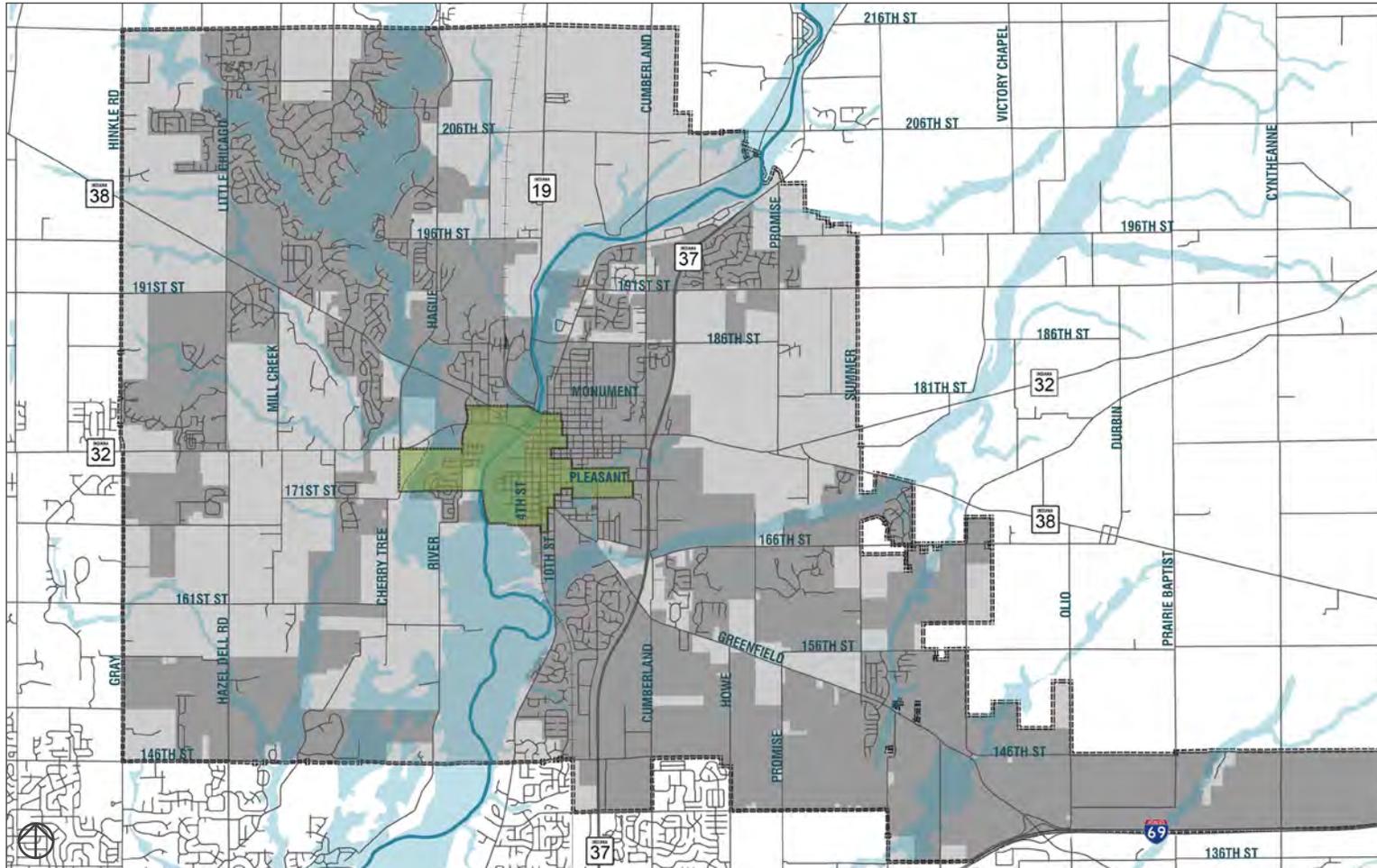
in 1888. Much of the growth that followed was a direct result of the City's proximity to Indianapolis. Today, the incorporated area consists of approximately 32 square miles of land, the White River, and is roughly bounded by 216th Street (north), 146th/I-69 (south), Boden Road (east), and Little Chicago Road (west).

Extra-Territorial Jurisdictional Area

In Indiana, municipal plan commissions are authorized under certain conditions to exercise their authority to govern planning and zoning policies and decisions outside of the incorporated area. With the additional territory, which can extend as much as 2 miles outside of the corporate limits, comes the responsibility of reviewing, approving, inspecting and enforcing land use and development policies and regulations. The benefit to the municipality is the added ability to ensure that – should an unincorporated area be annexed into the City in the future – the City can assume responsibility for the public infrastructure and services on which the residents and businesses have come to rely. The most effective way to do so is to govern the growth and development from the beginning.

For these and other reasons, Noblesville has exercised its ability to govern planning and zoning in some of the unincorporated parts of Noblesville and Wayne Township. In 2013, it was anticipated that future growth and development would continue east into Wayne Township. At that time, it was recommended that the City consider requesting another expansion of the City's extraterritorial jurisdictional area within Wayne Township. In 2018, the extra-territorial jurisdictional

Planning and Zoning Map



Map Legend

- | | |
|---|---|
|  Incorporated Area |  White River |
|  Extra-territorial Jurisdictional Area |  Central Hub Sub-area Boundary |
|  Floodplain |  Roads |

INTRODUCTION

area made up the City's remaining 22 square miles of land area where this comprehensive plan guides community and economic development decisions, and the use and development of private properties is governed by the City's Unified Development Ordinance.

Sub-Area Planning

Policy recommendations within Noblesville's planning and zoning jurisdiction are organized through a land-use framework. This framework is organized through transects, corridors, and districts to provide development recommendations according to the surrounding context and desired character. The City of Noblesville Future Land Use Map identifies the land use types, while the Built Form Map identifies planning areas through transects and activity centers. Together, these areas provide direction to the built form through use, scale, and character.

In addition to the the Built Form Map, corridors and gateways can be identified as planning areas. Corridors include transportation corridors, greenway corridors and natural corridors. Gateways include areas considered as significant entrance points into Noblesville.

The White River Vision Plan, a community-driven process in Hamilton County and Indianapolis-Marion County, developed a holistic vision and comprehensive draft plan in 2019. This plan explores the enormous potential of our river to enhance regional vibrancy, ecological integrity, livability and economic vitality. In 2020, this plan will help to guide local land use and development decisions along the White River through the City of Noblesville.

Districts exist to organize areas with a shared history, culture, or proposed future history. They offer the opportunity to speak directly to the unique or significant attributes of a specific area and/or its people. A planning district may be proposed by public policymakers, private developers, or both. A planning district can be temporary or permanent, official or unofficial. These districts often attract artists and artisans or consumers of history or culture, tourists, innovators, industry clusters, and the general public. And while they often require a willing network of cultural producers and associated institutions, favorable geographic and infrastructural settings, and public interest and support, they have the potential to generate greater economic development and growth as a collective rather than if they operated independently. Within the City of Noblesville there are several historic districts and tax increment financing districts, as well as a downtown district, and an arts and culture districts, to name a few. Each of these sub-areas is described in detail throughout this planning document.

ACKNOWLEDGMENTS

Comprehensive planning is a highly collaborative, community-driven process. Much of what has and will continue to be done to enhance the community of life that is afforded to anyone that chooses to live or otherwise invest in the City of Noblesville is due in large part to local community leaders. To the many elected and appointed officials, business leaders, non-profit partners, and residents that assisted with the 2020 update to the City's comprehensive plan, thank you.

Common Council

Brian Ayer
Mark Boice
Darren Peterson (Phase 2)
Wil Hampton
Mike Davis (Phase 2)
Pete Schwartz (Phase 2)
Greg O'Connor
Mary Sue Rowland
Aaron Smith (Phase 2)
Megan Wiles
Rick Taylor (Phase 1)
Roy Johnson (Phase 1)
Chris Jenson (Phase 1)

Plan Commission

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John Beery
David Burtner
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Mayor Chris Jensen (Phase 2)
John Beery
Steve Cooke
Denise Aschleman
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Robert Herrington
Judi Johnson
Sarah Reed
Justin Schuessler
Jim Hellmann (Phase 2)
Andrew Murray (Phase 2)

Steering Committee Phase 1

Dan Clark - Chamber/Ivy Tech
Melanie Derzhaverts - Investment Properties
Paula Gilliam - SWQ Resident
Bryan Glover - Plan Commission
Chuck Kiphart - County Planning Director
Seth Leeman - Baptist Pastor
Jay Merrill - IDI Composites
Jennifer Miller - HAND
Greg O'Connor - Council
Kathy Richardson - State Representative
Seth Warren - Riverview Health

Steering Committee Phase 2

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Alison Krupski
Andrew Murray
Blake Anderson
Bob Dubois
Chris Jensen
Darren Peterson
David Burtner
John Ditslear
Jonathan Issacs
Mark Heirbrandt
Tom Dickey

Roundtable Members Phase 1

John Adams - Real Estate Broker
Nathan Althouse - Resident
Brian Ayer - Real Estate Broker
Jim Hellman- City Engineer
David Burtner - Plan Commission / BZA
Emily Compton - Resident
Steve Cooke - Deputy Mayor
Sonya Cropper - Verdure Science
John Ditslear - Mayor
Ed Freeman - David Weekly Homes
Rick Heflin - Resident
Mark Heirbrant - County Commissioner
Robert Herrington - Communications Manager
Molly Hiatt - Resident
Todd Irwin - Blue Sky Technology
Chris Jensen - Council (Mayor Elect)
Judi Johnson - Economic Development
Patty Johnson - Street Commissioner
Kevin Jowitt - Chief of Police
John Kelley - ID Castings
Peggy Kumler - Corner Cottage Owner
Jack Martin - Martin & Martin Insurance
Corrie Meyer - Housing Study Phase III
Darren Peck - Property Owner
Sarah Reed - Planning Director
Mary Sue Rowland - Council
Stephanie Smith - Smithhouse
Rick Taylor - Council
Tom Dickey - Investor / Developer
Megan Wiles - Council
Greg Wyant - Fire Chief
Kelli Yates - Resident

ACKNOWLEDGMENTS

Graphics

A very special thank you to Brian Brosmer, a local photographer, and Sam Fee, Planning Department intern, for their contributions to the imagery and graphics provided throughout this plan.

Consultant Team Phase One



Consultant Team Phase Two



MAINTAINING THE PLAN

Reporting on the plan

In monitoring and evaluating the plan's performance, the Planning Department should seek to report their findings on a regular basis. A quarterly report demonstrating proof of progress year over year would be one way to ensure that the plan is being implemented. Include, in the report, the following:

- Circumstances or trends – both internal and external - that are impacting progress (or lack thereof).
- Recommendations as to the impact that the progress (or lack thereof) is having on both the organization and the Noblesville community.
- The necessary actions (including any deviations from the plan) on the part of elected and appointed officials or staff.

Updating the plan

Because this comprehensive plan is a living and breathing document, and because of the City's need to continue to respond to changing market conditions, deviations from this plan are to be expected. When deviating from the plan's recommendations, be sure to:

01. Note the circumstances or trends that are influencing the desire (or need) to change or otherwise deviate from the plan.
02. Explain why it might be necessary, or important, to go in another direction.
03. Identify the components of the plan that have or will be affected by the change/deviation.
04. Maintain separate versions of the plan and note the various changes that are made over time within the document itself.



02

EXECUTIVE SUMMARY

The following pages offer a glimpse of the most important components described throughout the entire document. This chapter works to address why planning is important and why communities should seek to manage growth. Additionally, the executive summary highlights how a community's vision and values can be used to create desirable outcomes and serves as a reminder that plan implementation is an on-going process.

EXECUTIVE SUMMARY

KNOWN TRADE-OFFS

Within any community there are any number of competing interests or needs. The use and development of land, which is itself a finite resource, can and does contribute to increased economic productivity. However, it can also negatively affect the extent and condition of natural ecosystems. Communities are affected by a variety of economic, environmental, and social factors, many of which have been integrated with the physical recommendations of this plan. Land use and development policies and regulations can have significant long-term impacts on the shape of a community and the quality of the places that exist. And, like any other policy, they can impose trade-offs between different parties, or between people and the environment. The following guiding principles offer a glimpse into the types of trade-offs that need to be considered when interpreting or administering this plan.

Hidden costs

Developers and land-users do not always bear the full cost of their activities or development. There are considerable, long-term costs associated with maintaining and operating transportation and utility infrastructure, for example. This is often especially true when it comes to managing parking within a central business district.

Externalities

Land use and development regulations are often the only surefire way of avoiding, or mitigating, factors that a local property owner or developer would not normally be inclined to concern themselves with. Examples include flooding downstream and meeting the housing needs of low and middle income households.

Economies of scale

Infrastructure networks and public services, such as hospitals, are often only possible where there are strong economies of scale in terms of the total number of households and their proximity to one another.

Unintended consequences

Planning regulations that exist to maintain and enhance the aesthetic character of a community can also limit the housing supply and drive up purchase prices.

Overbuilt, under-demolished, or both

From parking lots and retail spaces, to roadways and neighborhoods, there are instances where too much of something exists. There are other instances where a community is under-demolished. The disciplined practice of historic preservation aside, not all that exists should remain in perpetuity.

DESIRED OUTCOMES

If the vision statement is the ultimate end goal, the desired outcomes are the means by which to uphold and strengthen a community's shared values. They reinforce the widely-held positions of the collective population, as determined by the people and businesses that call Noblesville "Home." Remaining relatively unchanged over time, the desired outcomes provide a high degree of stability and predictability in what otherwise might appear to be a fluid planning process or fleeting plan recommendations.

Smart Growth

Accommodate the types (and mix) of land use activities and development types that have the ability to sustain and grow the City's tax base, while preserving and protecting the community's natural features and environmentally sensitive areas.

Complete Communities

Accommodate a wide range of housing and neighborhood options, while maintaining a relatively high degree of compatibility with the desired character of the immediate area, and access to nature.

Economic Mobility

Retain, expand, and attract an array of businesses and industries that offer not only jobs, but the types of career opportunities that generate wealth and afford people the opportunity to increase their standard of living.

Physical Connectivity

Provide a safe and efficient, multi-modal transportation system that connects people of all ages and abilities to the City's neighborhoods, employers, entertainment and attractions.

Vibrant Downtown

Capitalize on the existence of the downtown and its historic qualities to create a vibrant community hub.

Strong Sense of Place

Combine elements of the built environment, historic features, and intangible community characteristics to further strengthen the City's identity.

Small-Town Charm

Embrace, enhance and celebrate Noblesville's relaxed, genuine, unassuming, serene environment.



EXECUTIVE SUMMARY

KEY TAKEAWAYS

Placemaking

What is placemaking? A tool for community and economic development, placemaking is about improving the space that is comprised of the gathering places within a community- streets, sidewalks, parks, and buildings- to facilitate social interactions and improve a community's quality of life. It is both a process and philosophy that applies urban design principles, a set of values concerned with arrangement, appearance, and function of space to be expressed in the built environment, which work to make connections between people and places. It's about creating places where people want to live, work, and play.

The most successful placemaking efforts are community-driven, inclusive, context specific, and destination focused. Placemaking efforts can be identified and described four different ways. Each type serves a unique purpose, can be accomplished through a variety of projects or activities, and pursued by any combination of the public, non-profit, or private sector.

Standard Placemaking is the most common form of placemaking. It describes an incremental way to improve the quality and vitality of a place with many separate projects and/or activities over an extended period time. Standard placemaking projects could include street and façade improvements, residential infill, or park improvements. Many communities use streetscaping as a placemaking tool. The primary goal of many streetscaping projects is to enhance the pedestrian experience, without unnecessarily hindering the roadway's ability to facilitate the movement of people, goods, and services through

the area. Other standard placemaking projects involve using gateways and wayfinding signage to establish boundaries within a community and reinforce identity.

Creative placemaking, the use of arts and culture to strategically shape the physical and social character of a place in order to spur economic development, promote enduring social change, and improve the physical environment, is a unique type of placemaking. It is known to help establish or reinforce community identity and strengthen the sense of pride among community members. One example of creative placemaking offered by the Downtown Streetscape Plan is the canvas crosswalks. These crosswalks provide an opportunity to incorporate graphics and tie in art throughout the downtown. Each year the Arts Commission could host a competition to find new and creative designs for the crosswalks.

Tactical Placemaking involves a deliberate, phased approach to change through short-term, low-cost projects. This type of placemaking aims to transform underutilized spaces through programming with lighter, quick, cheaper projects or activities. It often means having a higher degree of tolerance for and a greater acceptance of "tactical urbanism," which is the temporary experimental transformation or modification of public spaces. Examples of tactical placemaking include the transformation of parking spaces into parks and pop-up retail establishments in vacant storefronts.

Strategic Placemaking is a targeted approach for achieving a particular goal. A common goal is creating a place that talented workers want to

live, work, play, and learn in which leads to job creating and economic growth in the community. These projects and activities are best suited in a downtown or along major corridors. Examples include mixed-use developments at targeted locations, and pedestrian pathways that connect parks and waterfronts. Alley activation could be applied to many, if not all, of the placemaking types, but a strategic placemaking project could be improving connectivity by using the alleys downtown for pedestrian pathways.

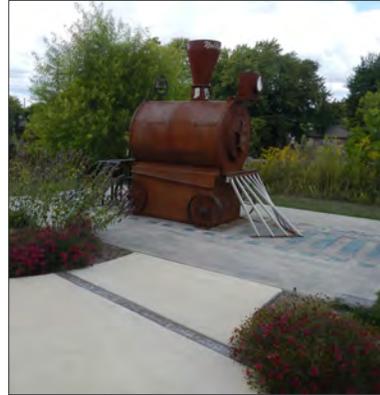
From standard placemaking through strategic, the desired outcome is the same, which is to create a quality place that offers a unique experience for residents of, and visitors to, the community. Placemaking determines someone's first impression of a space. Placemaking offers a sense of place. The following section works to describe how a community can use placemaking elements to create or enhance their identity and generate a unique experience for people within those spaces.

Downtown Streetscaping

The ideal downtown environment consists of a well-defined and expertly-executed system of physical site features with a specific design and character to them. Creating a unique experience or sense of place starts by identifying the specific site features that should be used throughout the Downtown District, and then, using the design consideration below, the City can make these site features stand out by adjusting the scale, color, materials, etc. Lastly, defining the desired style and character of the surrounding area can be used to create complementary features. This 3-step linear process should be carried out by one group or department, preferably the Department of Planning and Development since they would be responsible for implementation. But any department that may be affected should be included in the process. For an example, because the Street Department would be responsible for the maintenance of the street lights and planters, they should provide input on which features would be most appropriate with the time and resources they have available. Through implementing a criteria that uses the following elements, an identity will either be reinforced or start to emerge from the Downtown District.

Physical Site Features

These are features that are typically located in, or immediately adjacent to, the public right-of-way such as gateways, street signs, sidewalks/pedestrian paths, street lights, site furnishings, street trees, banners, perimeter plantings, planters, art installations, and pavers/pavement markers. Both the form (design)



and the function (intended use or purpose) of the features should be distinct to the downtown. For an example, this does not mean that only downtown Noblesville can have street trees, this is referring to the opportunity to use a different type of tree in the downtown. Selecting a tree that is different in color, size, or shape than the rest of the community would serve as a signal to people that they are in a new or different space. This will become more apparent when combined with other unique site features.

Design Considerations

The second ingredient to the criteria is identifying the features that should be regulated through design standards. Design considerations include scale, color, fonts, logos, patterns, materials, massing, location and placement, and durability. By establishing guidelines that are only applied to the Downtown District, the site features will start to create that distinction.

Style and Character

The third ingredient to the criteria is defining the style and character of the features. Style and character can be seen through the programming of public spaces, architectural styles of the surrounding buildings, and development patterns. For Noblesville, historic charm continues to be the underlining character description for every planning effort in and around the Downtown.

This comprehensive plan offers that the City use this information to develop a development criteria to use going forward. This criteria will reinforce the relationship between physical site features, design considerations, and the style and character. It is the policy of the City of Noblesville to:

- Create a distinctive identity and clear organizing structure, including a hierarchy of physical site features.
- Promote the development of numerous public gathering places to encourage social interaction.
- Promote displays of art in public buildings and gathering spaces.
- Support experimenting with temporary transformation of public space.

Context Sensitive Design

Urbanism is not just about large, metropolitan cities. Urbanism is for any community that seeks to offer its residents “complete community,” that offers a diverse range of human environments and experiences. By designating future development according to an area’s current context and characteristics, rather than simply by what uses are allowed, provides the city, its leaders, and its residents with the capacity to manage future growth, redevelopment, and public investments.

A master planning (and zoning) tool, urban transects illustrate and describe the various development patterns that exist within an established community. “For example, human habitats that are rural might consist of wide streets and open ditches. Human habitats that are more urban will likely consist of multi-story buildings and public squares. Accordingly, wide streets and open ditches should be allocated to more rural (areas), whereas multi-story buildings and public squares should be allocated to more urban (areas). This proper geographic ‘appropriation’ serves to better integrate natural and urban systems.”

The illustration on page 29 is an example of how

the prototypical American rural-to-urban transect might be applied to the Noblesville community. To do so is to demonstrate the city’s ability to accommodate all types of future growth and development. It presents an order to things; recognizing that the ratio and level of intensity of the natural, built, and civic functions of a city have been and will continue to be, represented by a full range of distinctive human habitats. The Center for Applied Transect Studies describes and promotes planning (and zoning) methodologies of the rural-to-urban transect through a system of neighborhood structures, which can be summarized as follows:

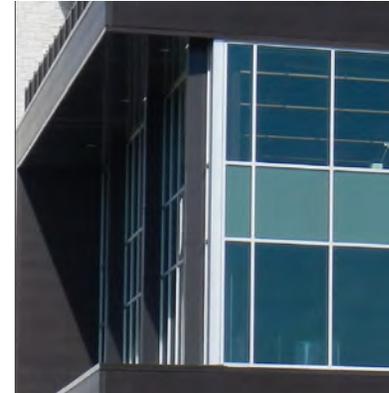
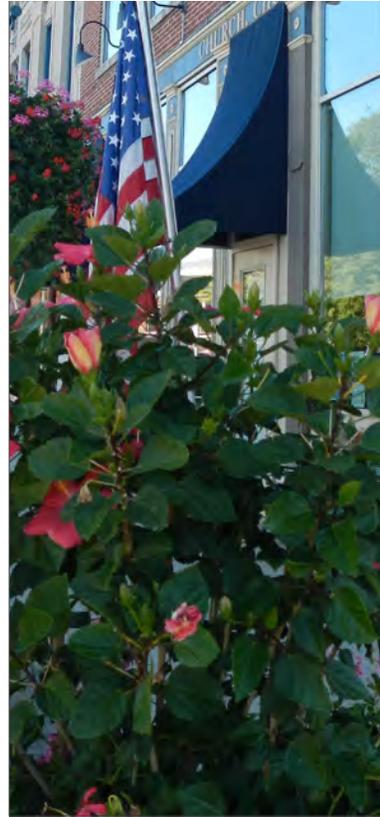
Natural – Lands approximating or reverting to a wilderness condition, including lands unsuitable for settlement due to topography, hydrology, or vegetation. From parks, river walks, waterways and trails, civic spaces are often the only development that exists within these transects.

Rural – Sparsely settled agricultural land and other large land tracts, often held speculatively near the encroaching edge of conventional suburban development. Where development has occurred, it is often in the form of single-family detached houses located on tracts of land that are 0.50 acres or larger. The distance between the roadway and home is deep, and infrastructure is sporadic. Automobile use is crucial, and civic spaces are limited to parks and greenways.

Sub-urban – Low density residential areas consisting of lawns and landscaped areas surrounding detached single-family homes. Most homes are 1- to 2-stories tall with some homes being 3 stories. This is often where 2- to 4-story multi-family housing developments are located. Home occupations and outbuildings introduce

some business activities into what are otherwise areas reserved exclusively for residential uses. Non-residential developments often take the form of a campus, business park, or shopping center. All three are auto-oriented and auto-dependent with blocks that are rather large and roads that are irregular. For decades, big-box stores and strip retail centers have offered a wide array of goods at a reduced price. They are often separated from the roadway by outlots occupied by casual dining establishments, fast-food restaurants, coffee shops, and/or gas stations, where only the parking lots offer some semblance of a civic space. Civic spaces in non-residential developments are often in the form of an on-site cafeteria or privatized gym. Civic spaces in residential developments are limited to privatized gyms, tennis/basketball courts, and pools. More recent developments – both residential and non-residential - include closed bicycle/pedestrian trail circuits.

General urban – Primarily residential in character, this transect can often accommodate a scattering of commercial (or industrial) uses and activities. It can often accommodate a wide range of residential building types. Setbacks and on-site landscaping vary. Building heights are typically between 2 and 3 stories, the only exception being a few taller mixed-use buildings. Streets have curbs, gutters, and sidewalks and come together to form medium-sized blocks. Civic spaces are often limited to parks and on- or off-street bicycle/pedestrian paths.



Urban center – Higher density mixed-use buildings that accommodate retail, offices, townhomes, and apartments. Roadways form a tight network of gridded streets complete with wide sidewalks, street trees, and planters. Buildings that aren't adjacent to the sidewalk have relatively shallow setbacks. Most buildings are less than 5 stories. Civic spaces range from sidewalks, parks, squares, and on-street bicycle/pedestrian paths.

Urban core – The highest density and height (4 or more stories), with the greatest variety of uses, and civic buildings of regional importance. The blocks are larger, trees and planters line the streets, and buildings are set close to wide sidewalks. Buildings are attached to form a continuous street wall. Pedestrian activity is high, and civic spaces include sidewalks, parks, plazas, and squares. The block faces that surround the Hamilton County Courthouse Square serve as Noblesville's urban core.¹

Suburban retrofit and full build-out of developable areas should take the form of a coherent neighborhood. Of particular importance is to allow for incremental redevelopment – parcel by parcel – and the adaptive reuse of existing buildings. This is especially true for strip malls, antiquated office parks, and outdated sub-urban (educational or medical) campuses, to ensure that all future development and redevelopment efforts produce coherent neighborhoods. It is the policy of the City of Noblesville to:

- Continue to build the political will to invest public money in the infrastructure changes that will be necessary, including introducing or strengthening the gridded-street system.

- Identify future centers and corridors of higher-intensity development, as well as spaces for preservation and restoration of the natural landscapes.
- Delineate and repair preservation areas by developing corresponding green space and repairing the transportation infrastructure that underpin these opportunities, thus increasing the amount of permeable surface and green space, and strengthening the transportation network.
- Master plan redevelopment areas so as to break up expansive tracts of land into smaller, walkable blocks, turning parking lots into true public gathering spaces, and auto-oriented street frontages into pedestrian-oriented street frontages.
- Resolve the spatial mismatch that exists when jobs and housing are spread far apart by diversifying the built environment; introducing schools, housing, shopping, parks, and businesses into conventional residential subdivisions, and vice versa.
- Require a range of housing options, as well as civic buildings and well-defined, well-programmed gathering places into all future developments.

Value Capture

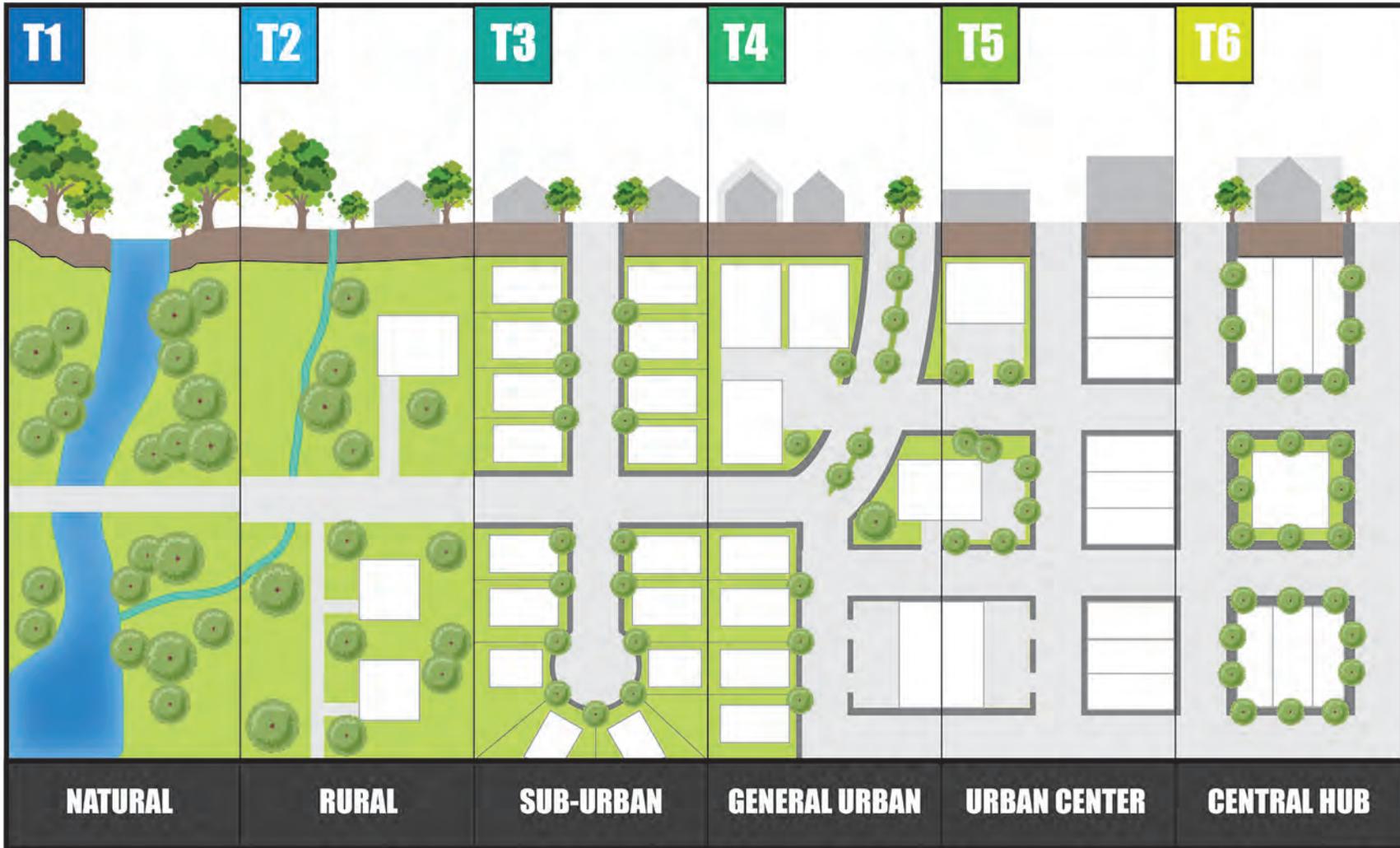
When coupled with other programs that offer some sort of financial incentive, a value capture incentive can further promote the community's long-term vision for an area. Financial incentives vary from community to community, but chief among them are sign and façade improvements, cost-share programs for sidewalk repairs, fee waivers (e.g., utility connection fees, permit and application fees, impact fees), physical infrastructure

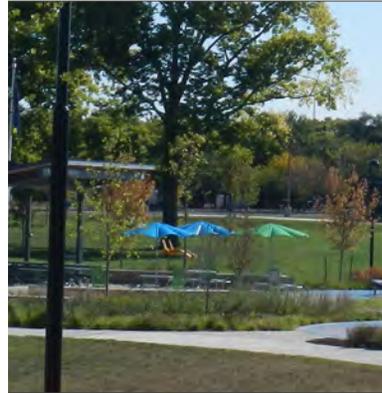
improvements, and rental assistance.

Under Indiana State statute, a city can offset the costs associated with improving or replacing public infrastructure, so long as it is directly tied to a need to promote economic development in an area. Once established, the government continues to tax each property based on its assessed value; however, instead of making all of the revenue available to each taxing unit, the increment is used to repay the bonds used to finance the infrastructure improvements. Once each bond has been repaid, the TIF district expires and the incremental value that resulted from the private investment is distributed to the various taxing authorities. The Tax Increment Financing Districts in and around the Central Hub serve to make the Central Business District competitive with other grayfield and greenfield locations. Redevelopment mode, where one might need to remodel, demolish, alter, or repurpose an entire property, building, or space, makes an adaptive reuse project relatively more expensive to do.

Economic improvement districts are also permitted by Indiana State statute. Economic improvement districts enable private property owners, rather than city government, to raise revenue through a special assessment. The revenue generated by what is otherwise a self-imposed tax must be used for public infrastructure projects, as opposed to assisting private property owners with improvements to the interior of a building. However, the list of eligible projects is long and varied to include such things as landscaping, streetscaping, improving or enhancing the public rights-of-way and quasi-public spaces, cleaning and maintaining public areas and facilities, promoting business activities and events, façade improvements, snow removal, support for business recruitment,

Rural to Urban Transect





construction of parking facilities, providing public safety above and beyond that which is already provided, and may even include the acquisition and rehabilitation of residential properties in the area. To be successful, an economic improvement district will require dedicated professional staff and resources – beyond that which is already provided by city staff and a league of volunteers – maintaining some accountability to the city’s residents. To provide an even greater impact, there would be even more opportunities for:

- Masonry and structural repairs;
- Sign removal, repair or replacement;
- Building additions; and
- Murals.

Taken one step further, mixed-use buildings – not just commercial buildings – could be made eligible for most of the city’s programs and services. The City of Noblesville could even go so far as to make any building within the Central Hub eligible for some or all of these programs, regardless of its use or activity. The financial incentives that tend to result in the greatest return on investment are those that:

- Assist with the renovation or modernization of existing buildings;
- Offer relocation assistance to businesses that fulfill an unmet demand;
- Land and building acquisition assistance for grayfield properties; and

- Utility extensions and connections, and public infrastructure improvements in and around the redevelopment area.

To overcome the redevelopment challenges (and more):

- 01.** Identify and then accommodate (through local land use and development regulations, policies and guidelines, and administrative rules and procedures) the sale of goods and services that complement the types of uses that have historically operated from the Central Business District.
- 02.** Develop, adopt, administer, and then enforce a well-crafted zoning district(s) specifically for the planning areas of the Central Hub Sub-area. The zoning district(s) provisions should include but not limited to: dining and entertainment options, streetscaping, accommodation of civic, cultural and anchor institutions, co-locating Wi-Fi and broadband service; and more temporary uses (e.g. farmers markets, pop-up shops, garage sales) in highly traveled area.
- 03.** Ensure that the Central Hub and other mixed-use activity centers are multifunctional in its form and purpose. Buildings and structures should be multi-generational, and highly concentrated the closer one gets to the Courthouse Square. Uses should be mixed, horizontally and vertically. Streets (and alleys) should be compact and walkable. The predominance of large storefront display windows should seed local activity at the street.
- 04.** Improve the functionality of each building, site, and entire neighborhoods by facilitating incremental, sustainable growth. Rebuild by completing one catalytic project followed by the next – breaking projects into manageable phases and tasks – ensuring that they don’t become disparate parts by following the vision of this sub-area plan, and that of the City as a whole.
- 05.** Maintain and enhance the City’s share of the cultural and institutional assets located within the Central Indiana Region.
- 06.** Focus on quality placemaking – something that can only truly be accomplished at the sub-area, but which every site and building plays a role – rather than asking single new redevelopment projects to adequately address what are otherwise City-wide housing and transportation (read: parking) needs.
- 07.** Facilitate business expansions by offering technical support, and, where necessary, financial support. Subsidize parts of a private investment only when the subsidy directly relates to more than one desired outcome or community-derived redevelopment strategy. Further requirements include a sophisticated study or analysis that indicates that there is a need for whatever is being proposed in the area that it is being proposed.
- 08.** Use an ombudsman(s), an official appointed by a non-City entity to assist business owners in navigating the City’s regulatory and permitting processes to set the City of Noblesville apart from all other communities in terms of its support for entrepreneurs, innovators, and investors.
- 09.** Develop ambassadors who take care of such things as banners, graffiti removal, litter, wash down street furniture, water planters, and giving people directions and suggestions on where to go and what to do.

03

PUBLIC OUTREACH

The following pages summarize the community engagement efforts that were made available during the comprehensive plan update and the countless opportunities that were offered during other previous and concurrent planning processes that greatly influenced this plan. Generally speaking, the public input gathered during related planning efforts, such as the Housing Study and Downtown Streetscape Master Plan, offered direction on the challenges and opportunities that are addressed herein. Much of this information was used to identify core community values.

PUBLIC OUTREACH

COMMUNITY INPUT

Throughout 2017, 2018, and 2019, the city engaged local policy and decision makers, key stakeholders, and the public to produce the current comprehensive plan update. In addition to the vetted findings from past planning efforts, community stakeholders were invited to participate by attending a series of steering committee and roundtable group meetings.

Similar to the 2015 update of the City of Noblesville Comprehensive Plan, this most recent update took into consideration the extensive public outreach efforts that were a part of the development of the 2013 comprehensive plan and concurrent planning efforts.

The current update considered a number of the findings from other planning efforts happening alongside the comprehensive plan update. Key to the community input process were the:

- Visual Preference Survey
- Noblesville Housing Impression Survey conducted as part of the Noblesville Housing Study
- The public opinion survey conducted as part of the market analysis research for the Downtown Streetscape Master Plan
- Roundtable and Steering Committee guidance in the development of this plan.

Public Opinion Surveys

Visual Preference Survey

A visual preference survey was created to provide anyone, with an interest, an opportunity to help us understand what it means (and how it looks) to strengthen the downtown core referred to as the Central Hub. Both the public and private realm were considered. For the purpose of this plan, the public realm was limited to consider only the most heavily traveled roadway in each district, and the private realm was limited to the adjacent land use activities and development types along the district's most heavily traveled roadway.

Who took the survey? According to the demographic information that was collected as part of the survey, more respondents (45 percent) reported learning about the survey through social media than any other source. Most people (50 percent) have been a Noblesville resident for at least 10 years. Almost all respondents own the place they call home, as only 5 percent identified themselves as renters. Persons representing households with a total median household income between \$50,000 and \$99,999 per year represented nearly 50 percent of the total respondents. Approximately 40 percent of the participants lived in a two-person household.

Noblesville Housing Impression Survey

As a part of the Noblesville Housing Policy Guide process, an on-line housing survey was open to the public from December 15, 2017 through January 15, 2018. The survey received 620 total responses over the course of the month. The

questions ranged from general demographics to specific housing questions. The results were used to help identify the housing types that participants thought Noblesville lacked or wanted to see more of.

Downtown Streetscape Plan Survey

In May of 2018, the consulting team started their public engagement efforts. The bulk of the engagements came from the on-line survey with over 800 responses and the on-site, in-person survey that included over 40 participants. This survey provided participants an opportunity to tell the project team what they liked and disliked about Downtown Noblesville.

The Plan summarizes the results and discussions into several key components that influenced the vision of the downtown streetscape master plan including:

- Create a “wow-factor” while protecting the historic character of the Downtown District.
- Strengthen the district's sense of place.
- Provide connections into the Downtown District from the Riverwalk Greenway and other areas of the community.
- Develop a parking garage to provide ample parking for residents and businesses.
- Provide amenities that welcome residents and visitors to the Downtown District and make their visit more pleasant.
- Do not overwhelm the streetscape with too many amenities so they block the walks and create clutter.

Roundtable Engagement

In addition to the steering committee, there were five roundtable groups that were created based on their affiliations in the community such as local businesses, neighborhood residents, housing and real estate, elected and appointed officials, and city administration. While each group met to discuss similar topics, they offered input from a different perspective. Similar conversations about vision were had with each roundtable, only this time participants described the future of Noblesville in terms of a livable community. It was decided that Noblesville should strive to be a livable community that:

- Is safe and walkable
- Has a variety of dining options
- Offers all types of housing
- Accommodates mixed-use development projects
- Respects, celebrates, and complements the history of Noblesville
- Is easily accessible to amenities (parks, shopping, entertainment destinations)

Each group had 4- 10 community members and gathered together three times during the planning process, one of which was a joint roundtable meeting where all roundtable members were invited to attend one large workshop. Some of the key takeaways from the roundtable discussions include:

- Noblesville, as a whole, currently lacks some of the destinations that would make the city a more attractive place to conduct international business locally, while also contributing to the quality of life of residents; specifically, fine dining, and a night life/entertainment district.
- Residents envision Noblesville as an authentically historic town that is poised to emerge as a city with a genuine small town look and feel.
- Infill housing is seen as desirable, provided that the character and context of the existing neighborhood are considered as a part of the review and approval process.
- Noblesville should accommodate various types of housing units; of particular importance is the need for workforce housing.
- Developers and investors are looking for clear and concise rules and regulations, and for the adopted rules and regulations to be administered uniformly.



PUBLIC OUTREACH

Steering Committee Engagement

The steering committee process was divided into two phases. The first phase began in late summer of 2017 with a steering committee made up of various stakeholders that would provide guidance on key topics throughout the planning process. There were a total of eleven people invited to the table, ranging from city councilors and business owners to neighborhood residents, all of whom provided a unique viewpoint.

The second phase of the Steering Committee process was focused on specific topics within the draft plan including floodways, future land use, and future growth. Because of the technical nature of this content, the second steering committee included some new members representing various city departments, elected officials, appointed officials, and community business and development leaders. The second phase of the steering committee process used the findings of the first phase to help guide and calibrate future growth and land use decisions reflected in the plan. Their job was to take the framework established during phase one and practically apply it to the city's land use framework. Over the course of the planning process, the steering committees gathered together eight times.

The following list provides some insight on the key steering committee discussion outcomes that helped guide the development of the plan.

- Focus on quality development, meaning raising the bar on standards for everything from infrastructure design, streetscaping, and housing, while recognizing that there are already a number of areas where the community excels in level of quality. The example that was given was Noblesville Schools.
- Balance, meaning small and large businesses, areas that offer a reprieve from the hustle of everyday life as well as areas that are bustling with activity, active and passive recreation opportunities, and numerous housing and transportation options.
- Diversity, meaning a city that offers a quality of life regardless of one's age, ethnicity, economic status, household status, or religious beliefs, among others.
- Noblesville operates by the idea of "strengthen the core and the surrounding area will follow."
- Brownfields, undeveloped land, and redevelopment opportunities should be addressed in the plan.
- Attainable housing is a top concern for many.
- Connectivity for all types of users is important in Noblesville.
- The White River is viewed as less of a barrier and more of an asset for Downtown Noblesville.

COMMUNITY VALUES

Working closely with City staff, the project steering committee, roundtables, an extended team of engineering and design consultants, and conducting a public engagement survey, this update affirms the following things about:

- The City of Noblesville, specifically Downtown Noblesville, is organic and authentic and holds a true sense of community identity for the City.
- What once was seen as an obstacle, the White River is becoming a part of the connective tissue for the downtown and surrounding area including bridging the gap between downtown and the Federal Hill district.
- Traffic remains as a top concern along SR 37 and SR 32 through downtown.
- The historic character of the community remains as a top priority, as does the need for more shopping, dining and entertainment options.
- Small town feel is a core value, if not THE core value of the larger Noblesville community.
- The downtown area has the potential to become even more than it is today, particularly as it pertains to housing, businesses, and professional services.
- There remains a growing need to accommodate a greater number of development types, including multi-family housing and attainable housing.
- Walkable, mixed-use areas, and improved connectivity are things that most people value.
- Noblesville is an **authentic**, welcoming community that embraces our diversity. An unparalleled school system, historic *downtown*, expanded parks and recreation amenities, and variety of housing choices create a **high quality of life** for all citizens.
- The array of youth activities, sports clubs, and school programs make Noblesville a great recreational community.
- **Job opportunities** and social vitality attract diverse talent to the community. The strong schools, community services, reasonably priced homes, and close-knit *neighborhoods* produce an ideal place to raise a **family**, and expanded housing options, support services, and transportation choices create opportunities for longtime residents to remain in Noblesville as they age.
- As growth continues, Noblesville maintains its distinct **small town charm** while providing a high level of community services.
- Arts, culture, and civic engagement are embraced by a community that understands the social issues and needs of fellow residents.
- The historic downtown is strengthened and activated by **infill and redevelopment** projects including a mix of retail, restaurant, residential, and office uses.
- The Riverwalk connects downtown to Federal Hill Commons, Forest Park and neighborhoods to the north, and the South 8th and 10th Street corridors.
- The City is a model of economically, environmentally, and culturally responsible development. Office and industrial development in the *Corporate Campus* allows the City to create new employment opportunities and to increase assessed value.
- The transportation network is balanced and connected to provide opportunities for all ages and abilities. This includes **safe and efficient roadways**, pedestrian-friendly paths and sidewalks, trails, bicycle amenities, and public transportation.
- All of this will lead Noblesville toward becoming the employment, recreation, and residential destination of central Indiana.

04

EXISTING CONDITIONS

The following pages provide an overview of the Noblesville community in terms of its demographic and socio-economic make-up, housing stock, and existing development patterns and trends.

EXISTING CONDITIONS

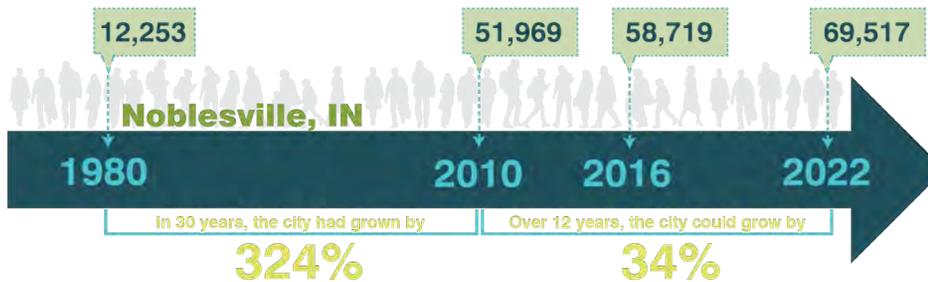
DEMOGRAPHIC INFORMATION

To effectively guide community and economic development policies and decisions, local policy and decision makers will often take an inventory of current conditions and trends at the local, regional, state, and national level. An analysis of existing development patterns and inventory of the type and mix of current land use activities can show where concentrations of similar uses and activities exist. The analysis can also indicate areas to target development and redevelopment efforts. The existing demographic and socio-economic conditions were created using secondary sources of information, including the U.S. Census on Population and Housing, the Bureau of Economic

Analysis, and several proprietary data sources. It builds off the baseline of information established by previous updates to the comprehensive plan to reflect current demographic and socio-economic conditions across the City of Noblesville.

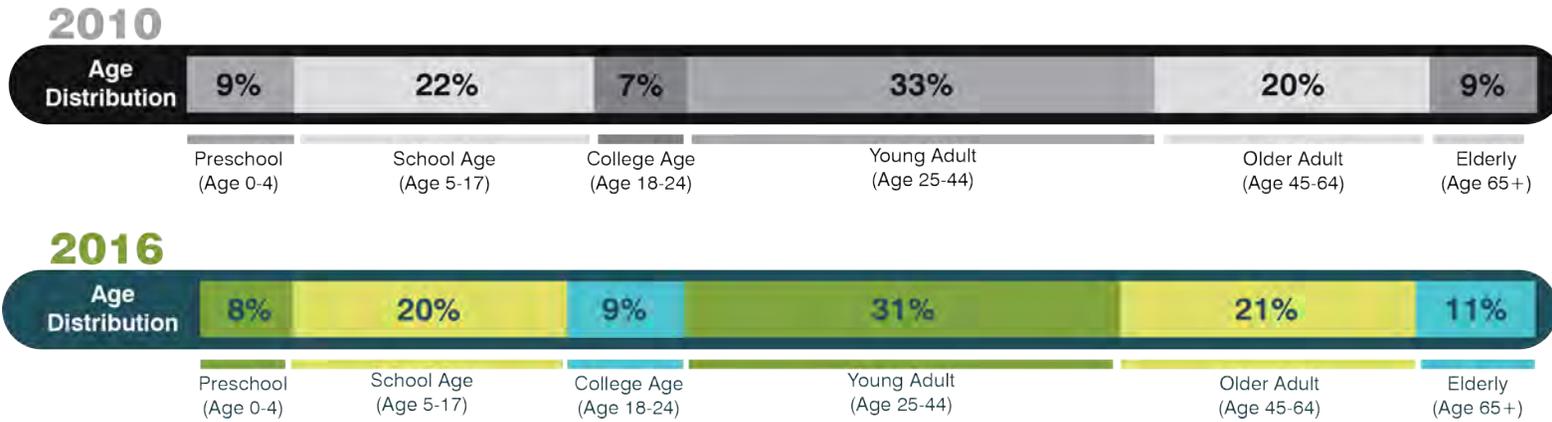
The information provided on the following pages answers the questions, “Where are we now?” and, “Where are we going?”

POPULATION CHANGE



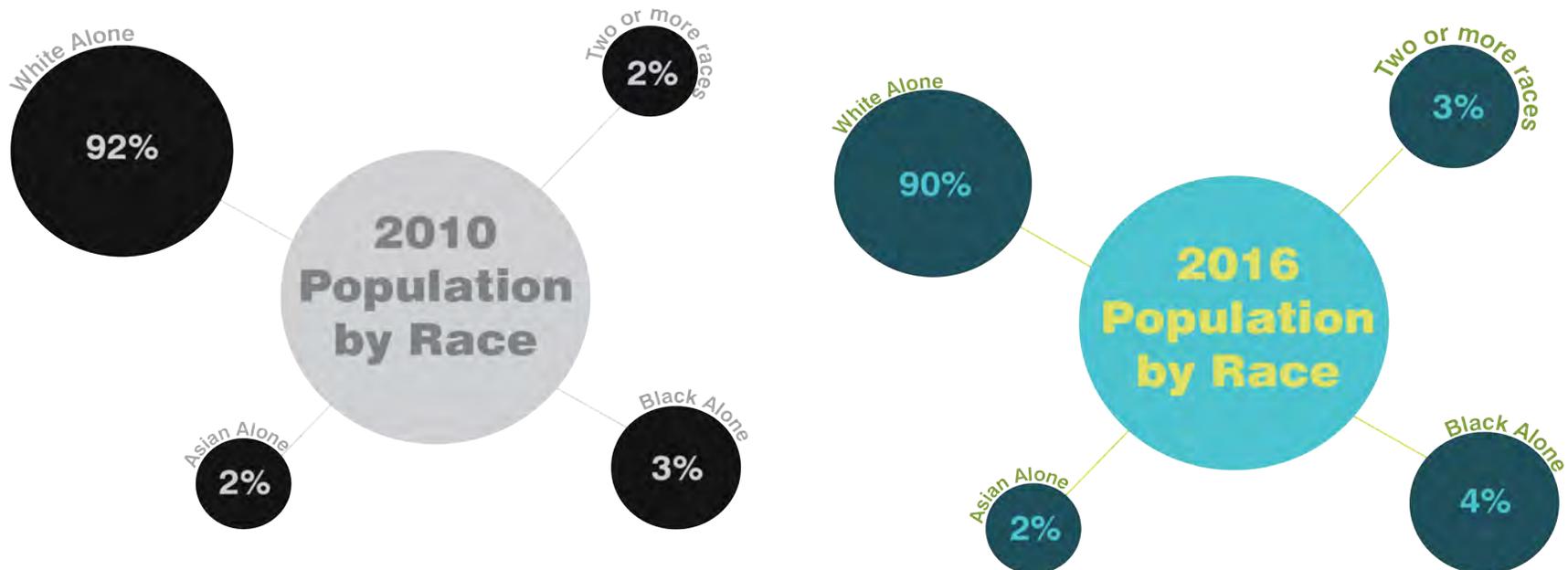
Source: U.S. Census Bureau: Decennial Census, Annual Estimates, and Projection Reports

AGE DISTRIBUTION



Source: U.S. Census Bureau, American Community Survey, latest 5-Year Estimates

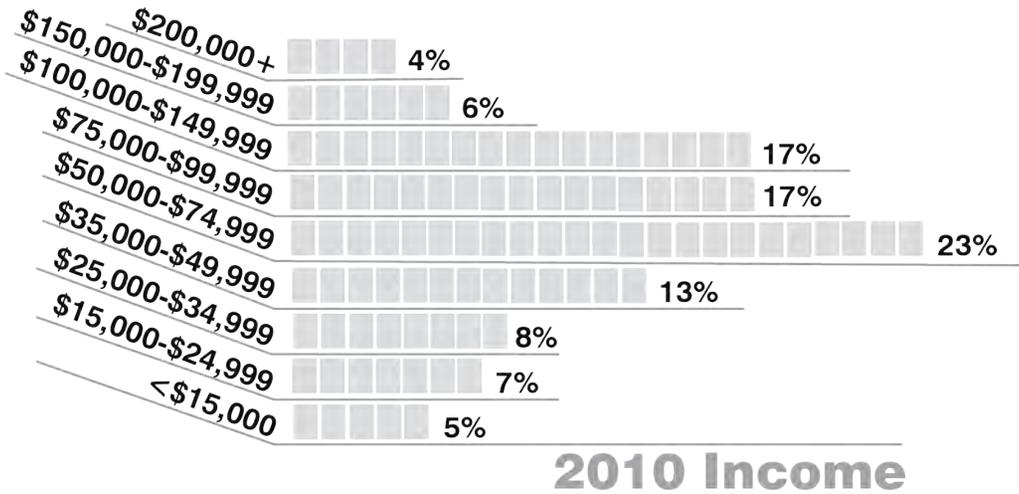
RACE DISTRIBUTION



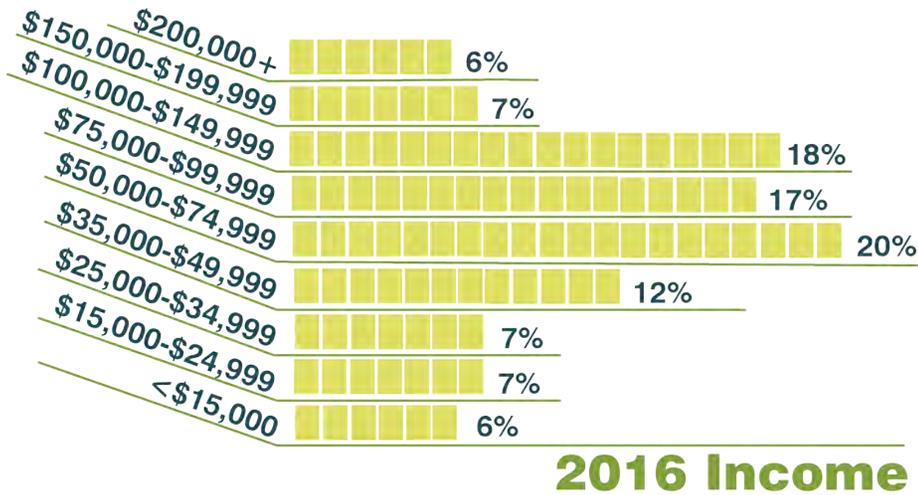
Source: U.S. Census Bureau, American Community Survey, latest 5-Year Estimates

EXISTING CONDITIONS

HOUSEHOLD INCOME



2016 Median Household Income: \$70,276



2010 Median Household Income: \$66,936

Source: U.S. Census Bureau, American Community Survey, latest 5-Year Estimates

EDUCATIONAL ATTAINMENT

2010

Educational Attainment

24%

have earned a high school diploma or equivalency



20%

started college but did not earn a degree



47%

have earned an Associates Degree or higher



2016

Educational Attainment

22%

have earned a high school diploma or equivalency



20%

started college but did not earn a degree



53%

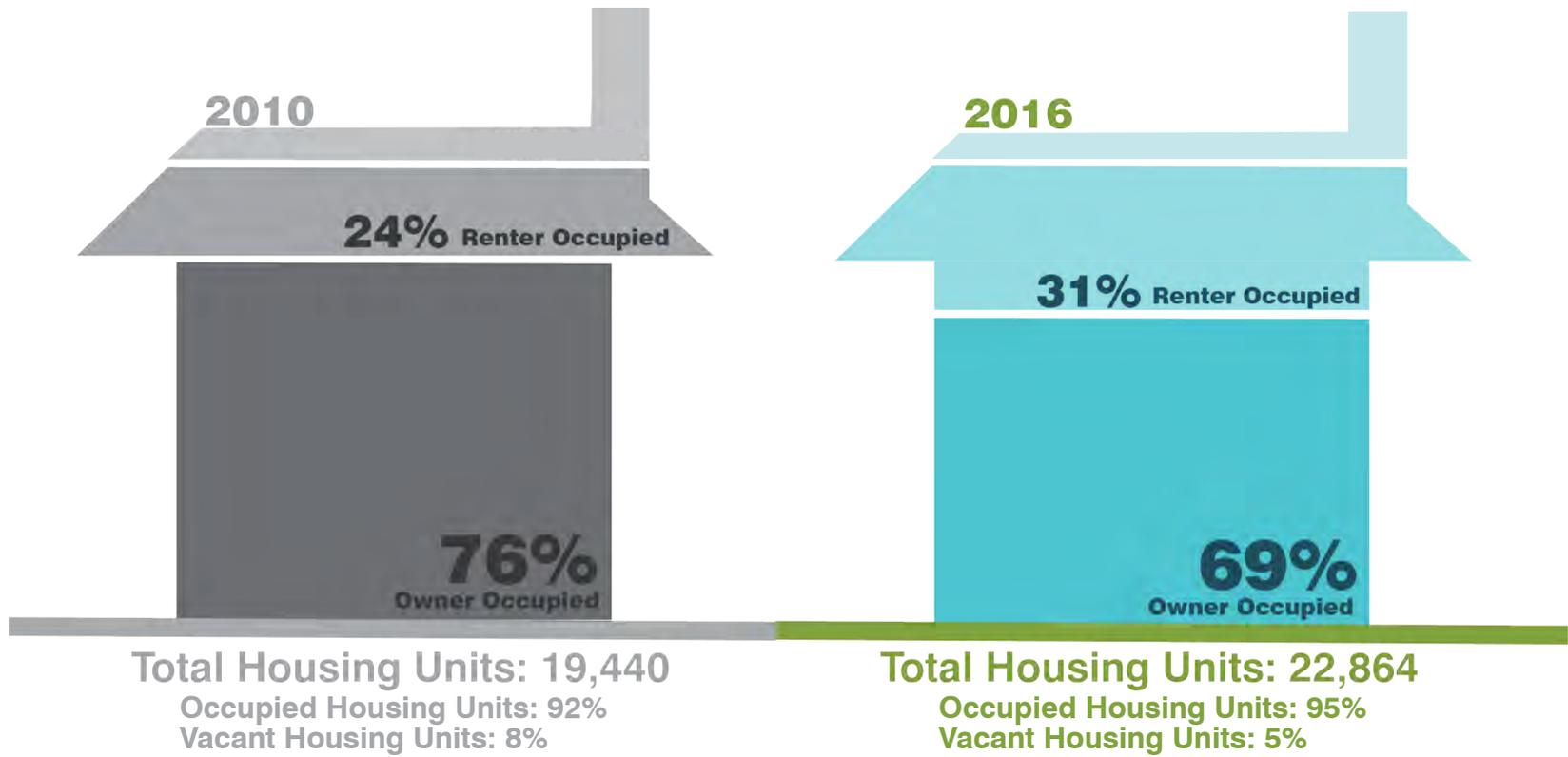
have earned an Associates Degree or higher



 = 5%

Source: U.S. Census Bureau, American Community Survey, latest 5-Year Estimates

HOUSING OCCUPANCY



Source: U.S. Census Bureau, American Community Survey, latest 5-Year Estimates



EXISTING CONDITIONS

LAND USE AND DEVELOPMENT ACTIVITY

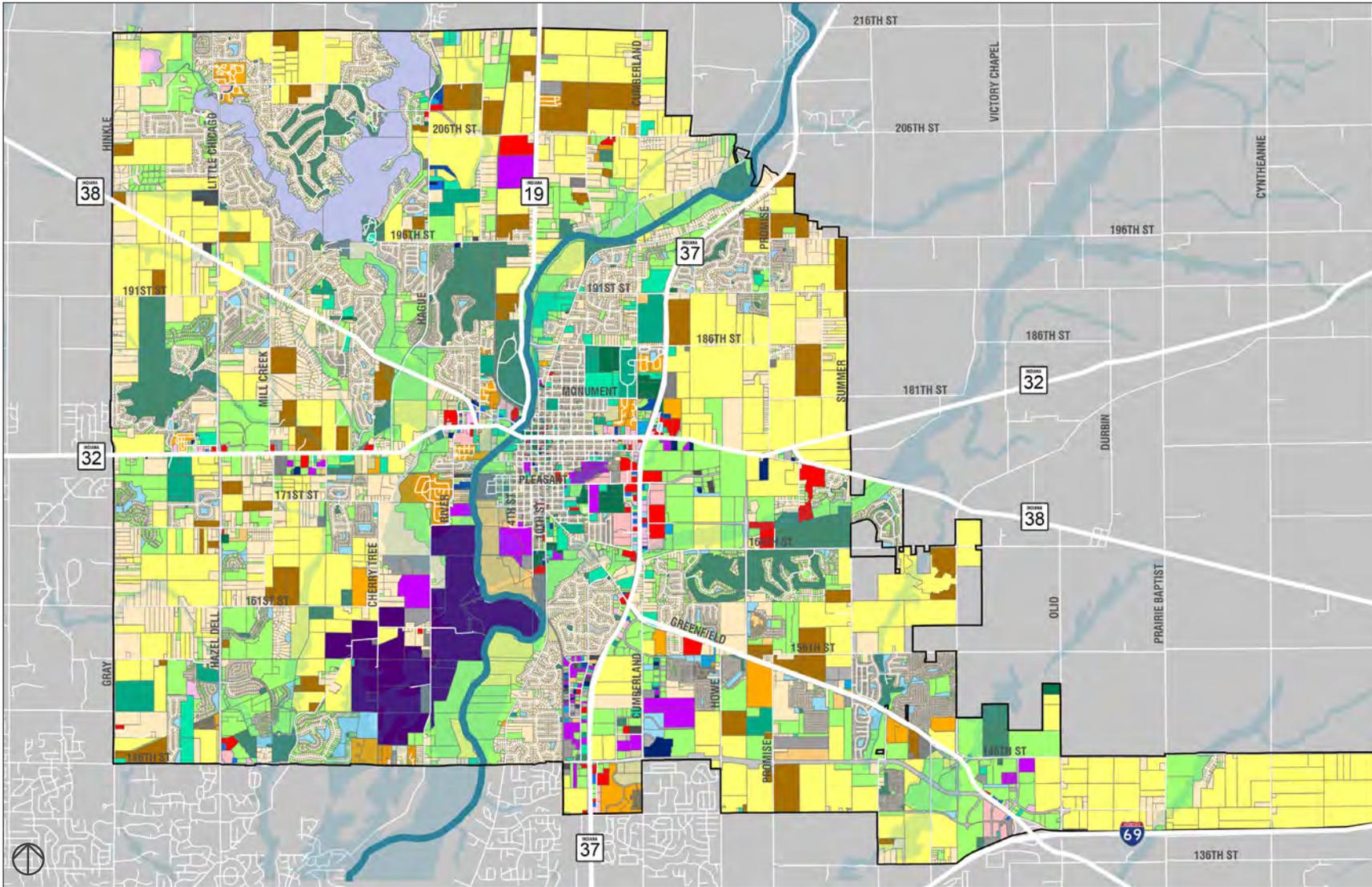
Land use is the term used to describe the type of activity that is allowed to occur on a property or in a structure located on a parcel of land. The purpose of land use planning is to promote orderly development and redevelopment within a community. The 2009 Land Use Inventory Map illustrates development patterns in Noblesville at that time. Evaluating land use patterns, densities, and relationship helps to identify where growth could happen because of available land and where growth needs to happen because of underutilized or underperforming areas.

Generally speaking, agricultural land is only present outside of the incorporated limits. Single-family homes is the predominate land use. There are a few clusters of multi-family residential developments scattered throughout the community. The vacant land use category illustrates clusters of undeveloped land that hold future opportunities, as well as the otherwise undevelopable land located in the floodplain. Industrial areas exist in the southwest quadrant near the White River. Institutional uses, primarily schools, are interspersed throughout the community. Commercial clusters include Downtown Noblesville and a number of transportation corridors, specifically the SR 37 and SR 32 corridors.

Map Legend

	Vacant
	Single Family
	Two Family
	Multi Family
	Mobile Homes
	Farmstead
	Agriculture
	Mining
	Detention/Retention Pond
	Utilities
	Construction
	Wholesale Trade
	In-Line Retail
	Downtown Mixed Use
	Retail
	Manufacturing
	Transportation/Warehousing
	Information
	Finance/Insurance
	Real Estate Rental Leasing
	Professional/Technical Services
	Administrative/Waste Services
	Healthcare/Social Services
	Accommodations/Food Services
	Other Services
	Educational Services
	Public Administration
	Arts, Entertainment, and Recreation
	Unknown
	Roadway
	Planning Jurisdiction Boundary

2009 Land Use Inventory



Source: City of Noblesville, Planning Department

EXISTING CONDITIONS

EXISTING MODES OF TRANSPORTATION

Land use and transportation planning are the traditional responsibilities of local, regional and State agencies. All land use activities rely on some form of transportation infrastructure in order to function, making transportation and land use mutually dependent and inseparable. Land use plans anticipate and account for transportation improvement projects.

The following pages provide a brief overview of the current transportation plan by mode of travel. The connections between local land uses and development are described throughout the action plan and illustrated by the Future Land Use Map and official Thoroughfare Plan Map.

Roadway Network

The roadway network in Noblesville is maintained by the Noblesville Engineering Department, Noblesville Street Department, and the Indiana Department of Transportation (INDOT). All major thoroughfares are assigned a functional classification using a system that is established and administered by INDOT and illustrated on the Thoroughfare Plan. The capacity of each roadway is monitored by the City of Noblesville and the Indianapolis Metropolitan Planning Organization. Where there is a lack of capacity or where capacity is projected to be needed, the Engineering Department may determine a road improvement project is necessary. However, if the road is operated and maintained by the State, INDOT will study and perform the improvements, at the agency's discretion.

Trail System

The Noblesville People Trails, which are described in detail in the Noblesville Alternative Transportation Plan, are several routes of existing and proposed pedestrian pathways. With over 150 miles of existing pathways, the City's greenway system serves a dual purpose. It offers an alternative mode of travel for commuters, and another form of recreation for residents and visitors alike. Once completed, the network will consist of over 250 miles of trails and greenways.

Local Bus

While Noblesville once offered several stops along Indianapolis' interurban streetcar system, today public transportation in Noblesville is limited to local buses and on-demand services. Bus services are provided by Janus Developmental Services and Prime Life Enrichment (eligible riders only), and carpool services organized by the Central Indiana Regional Transit Authority (CIRTA).

Janus Development Services offers door-to-door bus service available on-demand from 6 am to 6 pm Monday through Friday, and from 7 am to 3 pm on Saturday at a fare of \$5 one way. Of their ridership, 53 percent are from Noblesville. Services are provided to all members of the public, but advanced scheduling of trips is required.

- During the 2010-11 fiscal year, 18,294 rides to and from places of employment were provided.

Future Mass Transit

Future mass transit options for Hamilton County are, or will be, presented in the Hamilton County Transit Plan. Hamilton County has the opportunity (under Indiana law) to fund a public transportation system within the county (as a whole), or the individual townships of Clay and Washington in 2020. The following list of recommendations of the Central Indiana Transit Plan (June 2016), are applicable to Hamilton County and stem from a greater need to provide new local transit services in Hamilton County. More specifically, it is recommended that local communities, including the City of Noblesville:

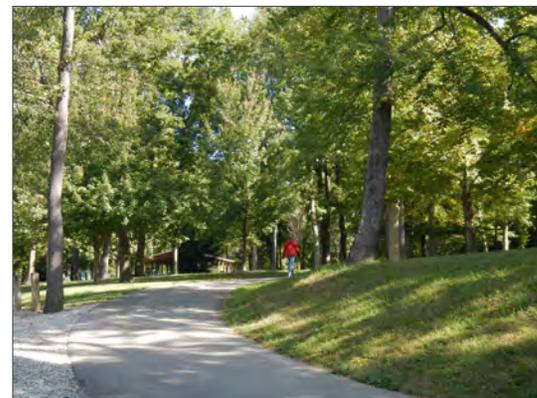
- Continue to invest in the types of infrastructure that make transit a more feasible option, specifically: sidewalks, multi-use paths and trails, bike lanes, bike-share systems, car-share systems (along with ride-hailing services), and bus shelters.
- Create a quality rider experience.
- Connect the areas with the most people, which often translates to areas where there are a relatively high concentration of jobs, recreation or entertainment opportunities, shopping and dining establishments, or healthcare providers.
- Leverage transit investments to generate economic development.
- Use transit vehicles and energy sources that minimize impacts to the environment.

- Engage the public throughout the planning, design, construction, and implementation phases.
- Participate and assist with local transit network planning efforts across the Central Indiana region.

In 2017, public comment gathered as part of the Indy Connect Initiative described the community preferences and priorities for transit in Hamilton County to help inform on-going community conversations, and to begin to develop a preliminary transit plan for the county.

To increase the number of transit riders, the City of Noblesville could direct public dollars toward areas that are:

- Densely populated in terms of both housing and/or jobs.
- Walkable, which often translates to smaller blocks and multiple travel routes.
- Contiguous to some other transit option, such as a bike-share or app-based rideshare service.
- In coordination with other regional and state-wide transit investments .



EXISTING CONDITIONS

PUBLIC AND PUBLIC SERVING UTILITIES

The following pages describe the public utility network, specifically the management of stormwater and sanitary sewer in and around the City of Noblesville. The collection, treatment, and distribution of the area's drinking water is trusted to Citizens Water and American Water. Electricity and gas users are primarily served by Duke Energy and Vectren, respectively. Like much of Hamilton County and the greater Indianapolis Region, the Noblesville community is well-covered by several telephone, internet, cable, and broadband service providers.

In addition to the City of Noblesville Capital Improvement Plan, the City maintains both a stormwater master plan, and a long-term control plan. Areas with current or projected growth have been prioritized and scheduled for study.

The following sections works to provide an overview of the current plans and existing infrastructure and its capacity along with identifying any related future improvements.

Stormwater Management

Over the course of the last several years, the City has been working to fulfill its obligation to state and federal agencies who are concerned with both the amount and the quality of the stormwater runoff that is generated in Noblesville. Adopted in 2005 and updated in 2008, 2014 & 2016, the current Stormwater Quality Management Plan (SWQMP INR_040127) includes:

- Efforts to educate and involve the public regarding stormwater quality improvement efforts;

- Development of a local ordinance to prohibit non-stormwater discharges to the storm drain system;
- Development of a local ordinance to regulate pollution originating from active construction sites;
- Development of a local ordinance to require stormwater filtration measures with new development; and
- Efforts to reduce stormwater pollution resulting from municipal activities.

The City of Noblesville Stormwater Utility ensures the proper maintenance and operation of all public and private drainage systems within the City. It is a goal of the City of Noblesville's Planning Department to identify and address significant issues related to stormwater quantity, quality, and management for the purposes of:

- Minimizing the occurrences of damage due to flooding;
- Improving surface water quality;
- Re-establishing and protecting wetland habitat;
- Improving the recharge of the region's potable water supply; and
- Providing for reuse and recreational opportunities.

Wastewater Management

Like the drainage systems, the wastewater systems in and around the City of Noblesville are constantly evolving as new development and redevelopment occurs. The City of Noblesville

Utilities Department ensures the proper maintenance and operation of the public sanitary sewer system within the City. It is essential to identify and address issues related to growth and development in order to efficiently and effectively serve both existing and new users.

The City of Noblesville is responsible for all operations, maintenance, and improvements to the City's sanitary sewer system excluding one area in Wayne Township. This area is receiving sanitary sewer service from Hamilton Southeastern Utilities.

First constructed in the late 1940s, the City of Noblesville Wastewater Treatment Plant was designed and later upgraded to reach its current capacity, which is:

- An average daily flow rate, which is the treatment capacity during dry weather, of 10 MGD, by design
- A headworks peak pumping capacity of 30 MGD
- A primary peak hourly treatment capacity of 20 MGD
- Wet-weather equalization storage of 4.6 million gallons (MG)

In 2018, the City of Noblesville collected and treated more than 2.2 billion gallons of wastewater, which is nearly 6.3 million gallons per day (MGD) from approximately 21032 customers before returning it to the White River.

The City of Noblesville's wastewater collection system consists of both combined sewers and separate sanitary sewers. The combined sewers

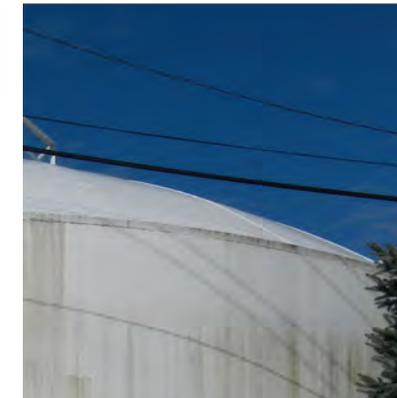
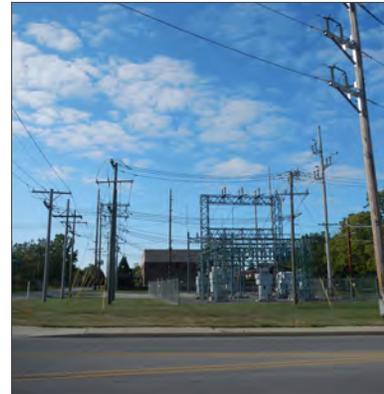
convey both sanitary wastewater and rainfall (or snowmelt), while the sanitary sewers convey strictly sanitary wastewater. The City's sewer system currently includes an area that is equal to 16,000 acres, which is served by approximately 287 miles of sanitary sewer. The combined sewer system covers 380 acres (or 2 percent of the current service area), which are served by approximately 13 miles of combined sewer. The storm sewer system includes 240 miles of sewer.

All of the properties within City limits are connected. Within the City's service area boundary (Noblesville Twp.) there are approximately 350 septic systems still in use within 4 subdivisions. This number is expected to decrease in the coming years, due in large part to nearby sewer availability.

The sanitary sewer system has been extended to serve the majority of the incorporated areas of the city. In doing so, the City has had to increase capacity at the sewage treatment plant. The current system has 21032 connections, 267 miles of gravity fed collection systems and 20 miles of sanitary force-main sewer, which includes 23 lift stations.

Preventative maintenance includes:

- Replacement of pipes within the public right-of-way during scheduled roadway construction projects or as needed based on inspections
- Rehabilitation, replacement or repair of aging pipes (0.5 miles lined, 12-15 point repairs annually)
- Rehabilitation of manholes, inlets, structures (110 to 120 annually)



- Infiltration and inflow inspections (35 to 40 miles annually including manholes)
- Root treatment (3000 to 3500 feet annually)
- Lift station repairs average between (1000 to 1200 hours annually). Similar hours apply to scheduled maintenance.

In addition to the need to perform preventative maintenance and serve Noblesville's growing number of homes and businesses, there are three major outstanding issues with the current sanitary sewer system:

- 01.** Implementation of Phase IV of the City of Noblesville's Long-term Control Plan, which would separate the city's combined stormwater/sewer system in Old Town into separate collection systems for stormwater and sanitary sewage. This will improve the stormwater drainage in this area, and remove unnecessary stormwater from entering the sanitary sewer treatment plant.
- 02.** Phosphorus removal at the wastewater treatment plant. This will improve stream conditions, as phosphorous tends to create algae blooms that reduce the amount of oxygen in the water.
- 03.** Air supply system replacement, which is an upgrade to increase efficiency and to reduce cost.

Based on previous studies, the following wastewater flows for undeveloped land have been assumed.

- Residential (with an average density of 3 D.U./acre) – 930 gpd/acre
- Commercial Retail – 750 gpd/acre
- Commercial Office – 930 gpd/acre

- Light Industrial – 1,000 gpd/acre
- Open space – 0 gpd/acre

Infiltration and inflow is the amount of clear water entering the collection system. Infiltration is attributable to water entering through main lines or service connections through defective pipes, pipe joints, connections or manhole walls. Inflow is attributed to water entering the collection system via roof leaders, drains, sump pumps, manhole covers, or cross connections with the storm sewer system. Infiltration and inflow decrease pipe and treatment plant capacity that could otherwise be used for sanitary waste. As part of the CSO Operational Plan the city cleans, televises, and repairs or rehabs sections of the entire collection system on ten year cycles. When problems are found and documented they are added to a list for repairs, and scheduled based on severity of the problem.

Capital improvement projects in the future will include:

- **Phase 5 of the CSO LTCP-** In this project the city will be doing some minor sewer separation in the southwest quad area, installing a 42" conveyance sewer to the underground storage tank at the treatment plant, installing a new storm sewer to the White River from 4th and Chestnut, and lining the 36" brick sewer that runs under Chestnut Street.
- **Treatment Plant Bio-Solids Project-** The city will start 2019 with a study to determine what the best method of disposal or recycling may be, as well as determining what additional

benefits may be gained from the methane gas byproduct. Based on the study, design will be initiated to begin implementation of the most effective course of action.

- **Storm Water Rehab, North & South Harbour- the North and South Harbour areas of Noblesville-** when developed used corrugated metal pipe (cmp) for storm water conveyance. The life span of this pipe has reached its limits. The city will initiate a program to either line or replace the deteriorating pipe within the next 5 to 10 years.
- **Sewer Rehabilitation-** In the older part of the city, there is approximately 3,600 ft. of brick sewer that will be lined with cured in place pipe (CIPP). In addition to this, the city has lined around 1,500 ft. of brick sewer in the historic downtown area in 2018. Other projects in the future include lining approximately 11,500 ft of the northwest interceptor that runs along the White River and State Road 19. Approximately 5,550 ft. of the northeast interceptor that runs along Wilson Ditch to Stony Creek Lift Station (LS002)
- **Stony Creek Lift Station (L/S 002)-** This is a major lift station which transports all the flows from along the state road 37 corridor and east to the city's eastern boundary. Development is progressing in eastern Noblesville and the lift station has reached its capacity. In 2020, improvements would be needed for the anticipated growth of the eastern half of the city.

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05



FLOODPLAINS



FLOODPLAINS

INTRODUCTION

In Indiana, watersheds are areas of land that contribute runoff, or shed water, from precipitation events to specific streams, rivers, or lakes. The runoff entering the waterbodies in these watersheds can carry various substances, debris, sediment, and contaminants. It is important to manage these watersheds through land and water use practices that protect and improve water quality. Implementation of best management practices (BMP's) is the way most municipalities manage watersheds. BMP's guide citizens to perform functions that will maintain or improve water quality in runoff.

Noblesville implements BMP's as required by the State of Indiana for entities with a population over 10,000 through its Municipal Separate Storm Sewer System (MS4). The MS4 implements the "Clean Storm Water Program" through an ordinance requiring developers to meet the requirements set forth in the City of Noblesville Stormwater Technical Standards Manual.

CONTENTS

Elements of a Floodplain

Floodplain Ordinance

Waterways as an Asset

Flood Control Practices

Floodplain Development Corridors

Development Opportunities

Action Items

PRIMARY ELEMENTS OF A FLOODPLAIN

FLOODPLAIN

The Federal Emergency Management Agency (FEMA) defines floodplains as areas that convey surface water from a storm event having a 1% chance to be exceeded in any one year (also referred to as the 100-year flood). Floodplains are made up of two zones, the Floodway and the Flood Fringe.

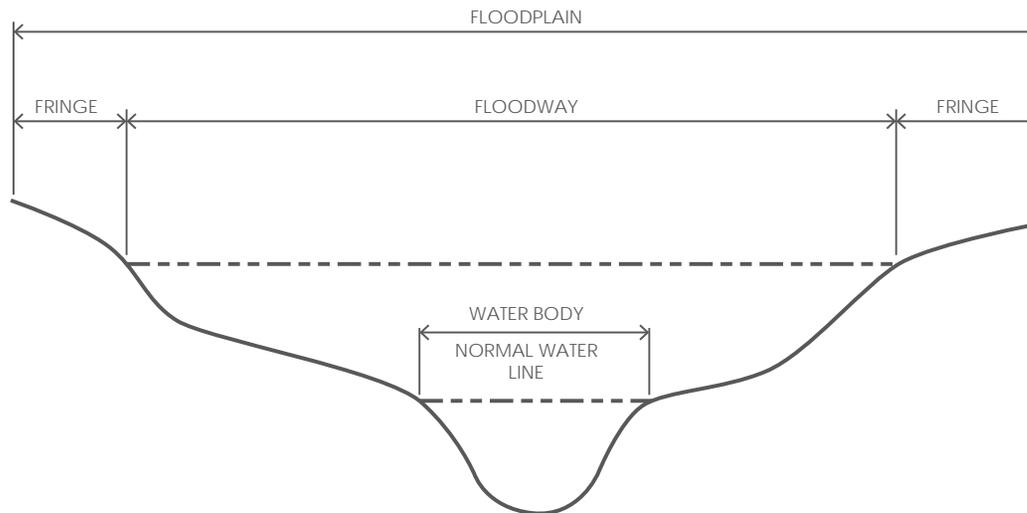
There are more than 5,000 acres of floodplains within the Noblesville planning jurisdiction, which is over 15 percent of the total land area. Additionally, there are nearly 900 acres of wetlands outside of the floodplain area which are also potentially sensitive environmental areas.

FLOODWAY

The floodway is the portion of the floodplain where the channel of a waterbody and the land around it are required to efficiently carry the flow created by the 100-year storm event occurring in the watershed upstream of it. The floodway is regulated by the Indiana Department of Natural Resources (IDNR). Nearly 3,500 acres of the floodplain are delineated as floodway in the Noblesville planning jurisdiction.

FLOOD FRINGE

The flood fringe is the portion of the floodplain lying outside of the floodway. The flood fringe is an area that will flood during the 100-year storm event, but is not essential to effectively convey flow downstream. Therefore, the flood fringe is not regulated by the IDNR and is instead regulated by the City of Noblesville.



FLOODPLAINS

NOBLESVILLE FLOODPLAIN ORDINANCE

Floodplain Administrator

Noblesville's floodplain ordinance gives the Director of Planning (or their designee) the authority to be the Floodplain Administrator. The job of the administrator is to ensure that development within the floodplains of Noblesville has met the requirements of the floodplain ordinance.

Development & Mitigation

Development within the flood fringe is only permitted for commercial and must be two feet (2') above or flood proofed to two feet (2') above the water surface created by the 100-year storm event as required by state law, referred to as the flood protection grade (FPG).

Any development taking place within the flood fringe in Noblesville is required by city ordinance to compensate the volume of the flood fringe filled at a 3:1 ratio. In other words, any development in the flood fringe will need to add three times as much flood fringe as is taken up by development. Specific requirements of the current ordinance are discussed in greater detail later in this chapter.

In relation to these requirements, recommendations are provided on how development should proceed within specified areas of the floodplain. Recommendations on floodplain development are presented in this section through defined Floodplain Development Corridors. More discussion is given to the downtown development opportunities and flood plain mitigation options later within this section.

Reduced Impact

The impacts of flooding events can vary greatly from minor inconveniences to catastrophic losses. Having a floodplain ordinance in place to regulate development within and mitigation of floodplains is important because it helps protect citizens, businesses, buildings, infrastructure, the economy, and the natural environment from losses due to flooding disasters.

Impacts of a flooding event often include:

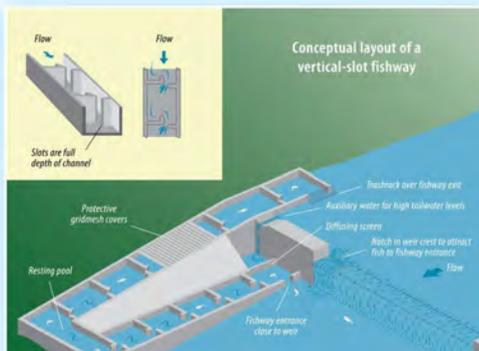
- Road closures / costs to close roads
- Inconvenience to motorists
- Additional demand on emergency personnel
- Compromised emergency access
- Property damage and/or loss of function
- Personal injury and/or loss of life
- Construction delays
- Economic / financial strain

WATERWAYS AS AN ASSET

Ecological Functions

Floodplains provide natural storage and conveyance of flood waters. Natural areas and waterway systems within the floodplain also provide critical habitats for fish and wildlife species. To preserve these habitats, it is important to consider the following development practices.

- Remove or modify low head dams
- Link habitat at roadway crossings / developed areas (geomorphic connectivity)
 - Low water crossings
 - Wildlife crossings
 - Fishways
 - » Ladders
 - » Ramps
 - » Vertical systems



Source: Lachlan Riverine Environmental Water Management Plan

Wildlife Species

Waterways also provide an important function as habitat for a wide variety of wildlife species. Habitat loss is a significant threat to many species and is a growing concern in areas where expansion of the built environment threatens even more loss. Below is a sample of some of the species that could benefit from utilizing waterways to increase suitable habitat.

Endangered / Threatened Species known to have habitat in the region include:

- Indiana Bat
- Northern Long-Eared Bat

Migratory Birds with a presence in the region include:

- Bald Eagle
- Black-Billed Cuckoo
- Bobolink
- Cerulean Warbler
- Dunlin
- Eastern Whip-poor-will
- Kentucky Warbler
- Lesser Yellowlegs
- Prothonotary Warbler
- Red-Headed Woodpecker
- Rusty Blackbird
- Semipalmated Sandpiper
- Wood Thrush

Wetlands

There are numerous potential wetland areas within Noblesville. Additional wetlands can result in cleaner waterways and less flooding, along with the following benefits:

- Habitat for wildlife
- Store and filter runoff

Wetlands are regulated by IDEM and USACE, their oversight also includes the following:

- Also regulate work within streams
- Requires mitigation if impacts are great enough
- Wetland mitigation is very expensive so wetlands hinder development

BATS EAT INSECTS AND SERVE A VALUABLE ROLE IN PEST CONTROL, ESPECIALLY IN AGRICULTURE.



BATS CONTRIBUTE UP TO \$53 BILLION IN NON-TOXIC PEST CONTROL AROUND THE WORLD.

Source: US Fish & Wildlife Service; USDA Forest Service

FLOODPLAINS

Flood Controls

- Two-stage ditches
- Repurposed quarries
- Regional detention areas
- Floodwalls

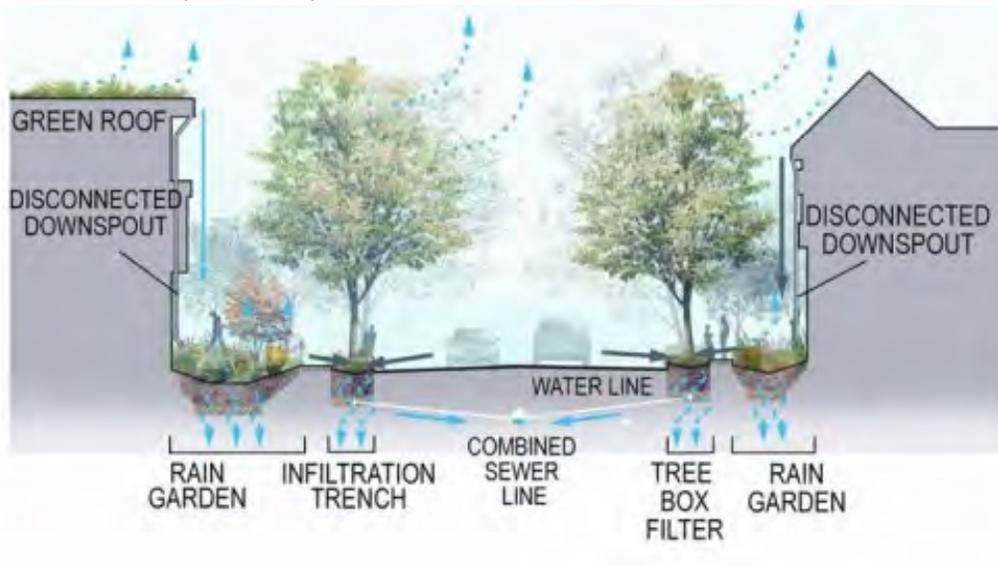
Low-Impact Development / Best Management Practices

Local flooding control can be enhanced through measures such as Low Impact Development (LID) and Best Management Practices (BMP's). One growing modern practice is the utilization of Green Streets / LID / BMPs. These practices utilize natural features in predominately gray (impermeable) areas to improve stormwater quality.

LID / BMP examples include:

- Vegetated buffers
- Hybrid swales
- Permeable paving
- Stormwater planters
- Rain gardens
- Planted medians and boulevards
- Tree boxes
- Green roofs

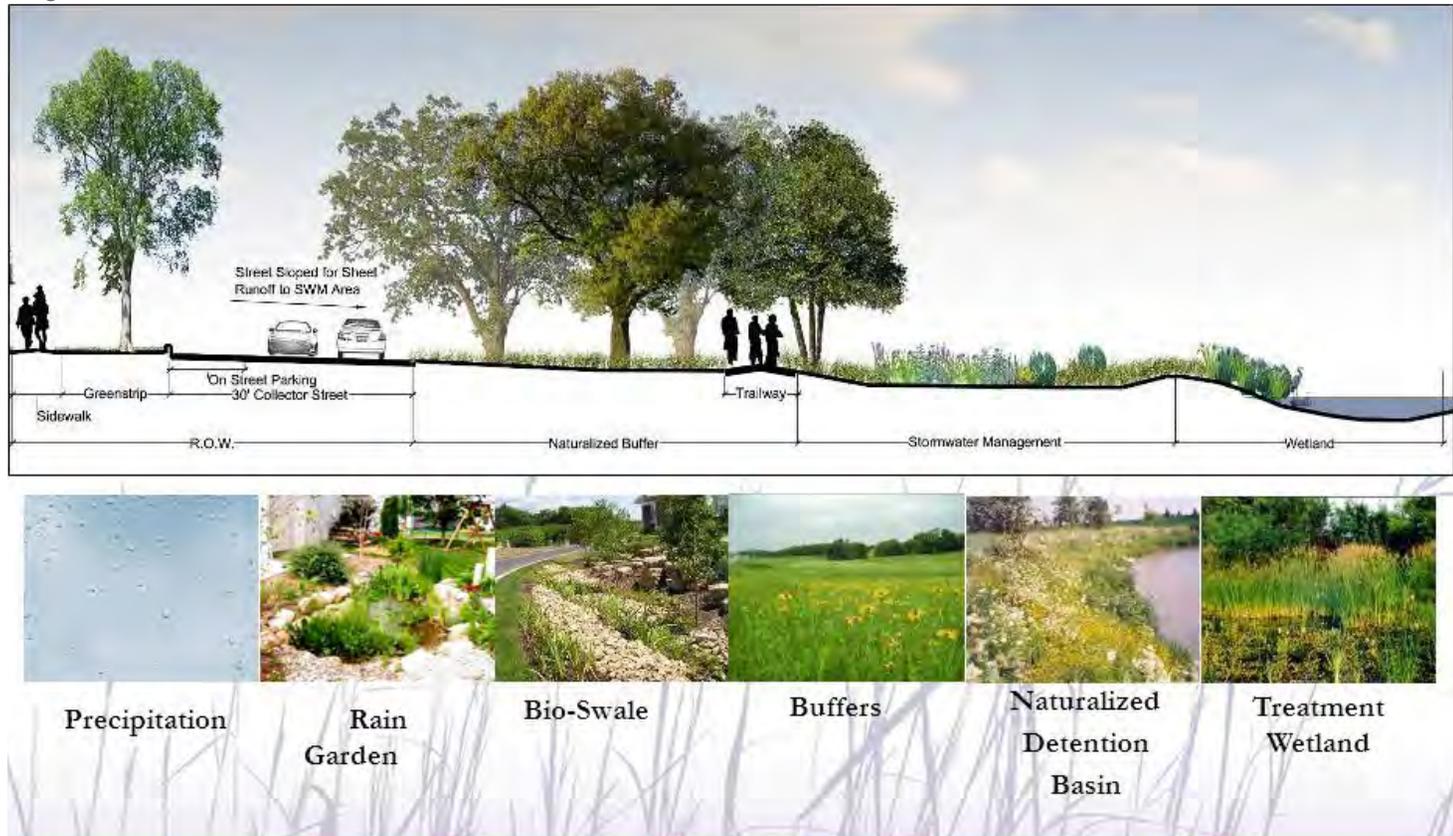
Section: Low-Impact Development



Source: Lee+Papa and Associates, Inc.

Low-Impact Development / Best Management Practices

Diagram: Urban Stormwater Treatment Train



Source: Applied Ecological Services, Inc.

FLOODPLAINS

FLOODPLAIN DEVELOPMENT / REDEVELOPMENT CORRIDORS

Overview

Any development within a floodplain presents potential risks for increased flooding events and negative environmental impacts without mitigation. Mitigation requirements are in place to help minimize or manage these impacts; however, any proposed development within the floodplain should be carefully considered by the floodplain administrator before granting approval.

Process

In order to guide floodplain development and redevelopment in the Noblesville planning jurisdiction, three corridors were created along with a list of potential uses and restrictions. These corridors were designated based on current conditions as well as future planning goals. The Floodplain Development Corridors Map on the following page serves as a tool to inform final decision making which ultimately rests with the Noblesville Floodplain Administrator.

Corridors

The three Floodplain Development Corridors are illustrated and further described on the adjacent map and following pages.

Preservation

These are areas where the greatest opportunity or need for floodplain protection with the planning area exist. Development impacts within these areas should be minimized.

Opportunity

Opportunity corridors represent areas where the tradeoffs between floodplain impacts and development opportunities should be balanced. These areas are near or within existing development and present opportunities for enhanced activity within the floodplain, if proper impact mitigation measures are followed.

Rural

These are areas where higher floodplain impact uses are more feasible due to a combination of low existing development pressure and ample land available to allow for proper impact mitigation.

More detail on specific locations, allowable development, and impact mitigation recommendations related to each of these corridors is included on the following pages.

FLOODPLAINS

PRESERVATION

Locations

This corridor is shown in red on the Floodplain Development Corridors Map, and includes, but is not limited to the following areas:

- Potters Bridge
- Blatchley Nature Study Club
- Meander areas where erosive forces could allow river movement

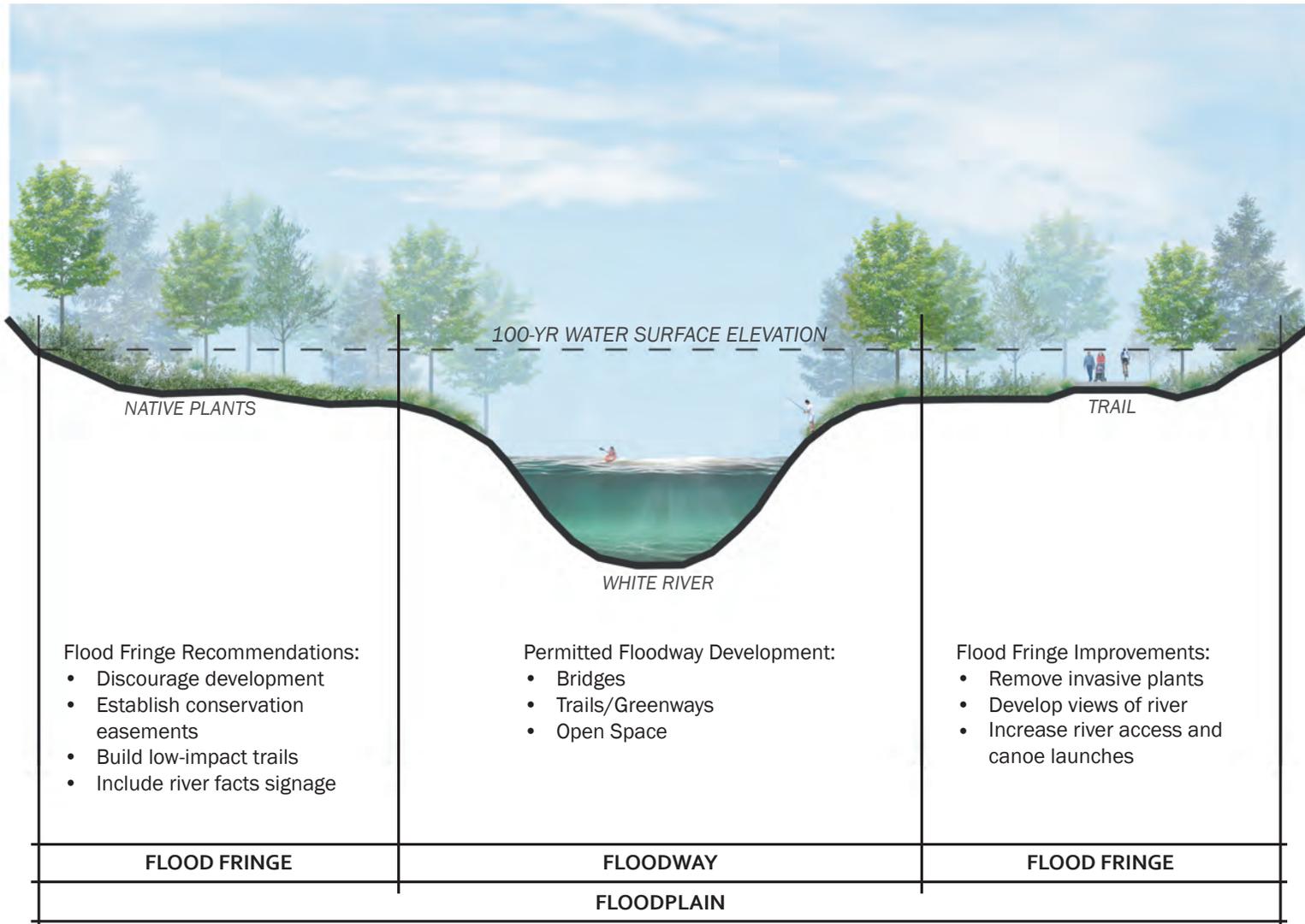
Allowable Development

- Low-impact parks
- Nature trails
- River access points / canoe launches
- Conservation easements
- Historic and cultural signage
- Scenic river crossings with focus on geomorphic connectivity

Recommendations

- Avoid future development outside the list of allowable items
- Purchase and/or dedicate land for conservation easements
- Create low-impact parks and trails to encourage interaction with the river
- Place informational signage to educate visitors on the historical, cultural and environmental importance of the river
- Implement a zoning overlay to protect and/or regulate use within the floodway and floodfringe areas

Preservation Corridor Diagram



FLOODPLAINS

OPPORTUNITY

Locations

Opportunity areas, shown in green on the corridors map, are best suited in downtown Noblesville, low-density residential areas, the Riverfront Development District, and the Central Hub District. A more detailed discussion on downtown floodplain opportunities are discussed later in this section. Floodplain opportunity corridors include:

- Ruoff Home Mortgage Music Center District
- Stony Creek outside of Wayne Township
- Forest Park
- Fox Prairie Golf Course
- Federal Hill Commons Park
- Riverfront Park
- 1700 Firestone Blvd – Superfund Site
- Hague Road Nature Haven

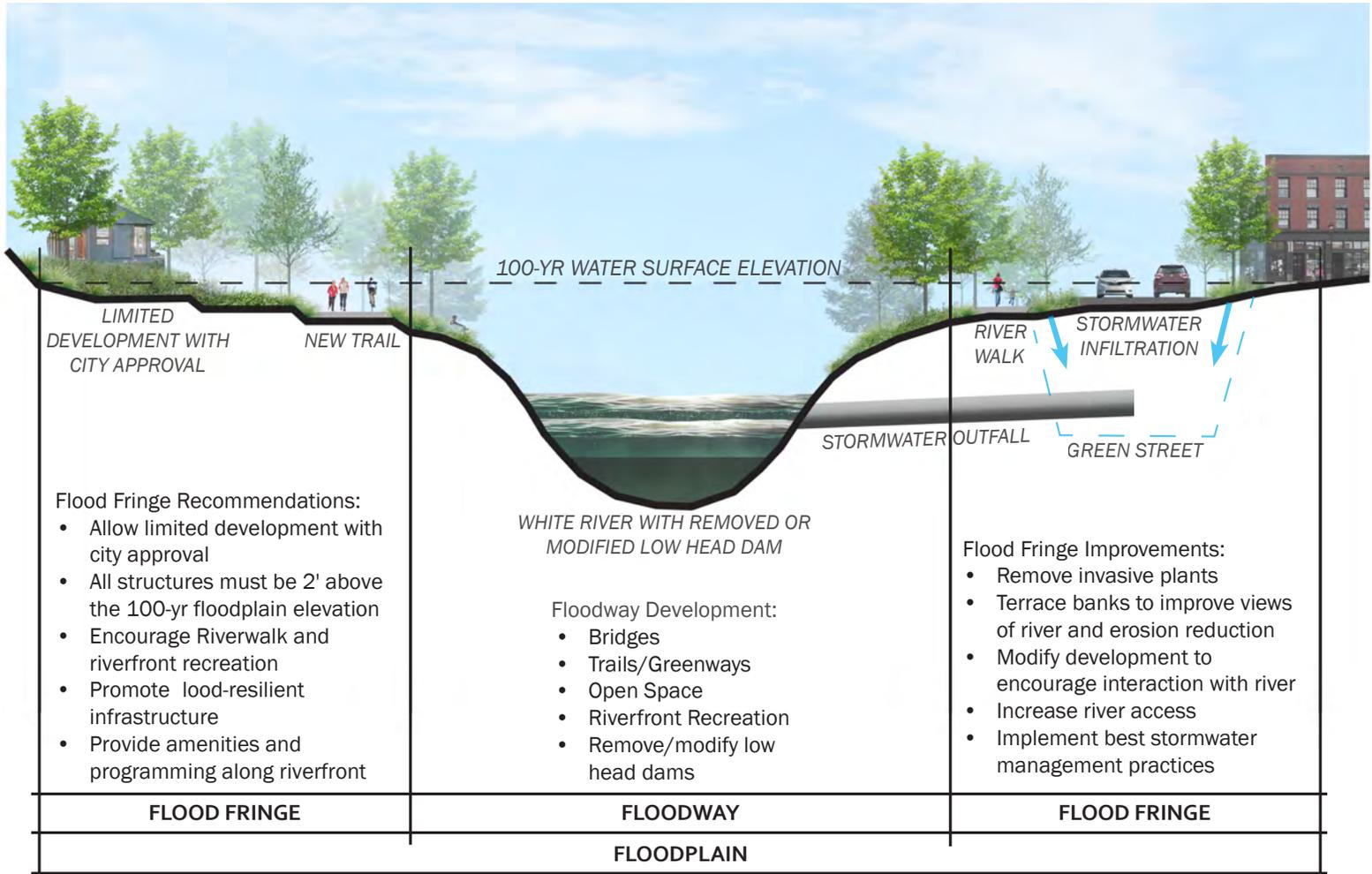
Allowable Development

- Developed parks, ranging in type from Fox Prairie to Federal Hill Commons
- Enhanced trails and greenways
- Historic and cultural signage
- Designed-to-Flood infrastructure
- Fishways
- Intermodal to Mass Transit Transportation
- Green Streets and LID Corridors
- Scenic river crossings with focus on geomorphic connectivity
- Proposed development opportunities with pre-approved mitigation plans.

Recommendations

- Modify existing development, such as low-head dams and structures, to encourage interaction with and protection of the river.
- Implement Green Streets, Low-Impact Development, and Stormwater Best Management Practices.
- Create riverfront destinations, such as parks, trails, dining and programmed activities.
- Terrace river banks to improve views, development opportunities and erosion control.

Opportunity Corridor Diagram



FLOODPLAINS

RURAL

Locations

Rural floodplain areas, shown in dark blue on the corridors map. These have greater opportunity for development, particularly high-impact uses such as agriculture and mining. This is due to their location outside of downtown and suburban areas where flooding events have lesser impacts and mitigation requirements are more easily fulfilled. Rural corridor areas include:

- o Quarry areas that can be re-purposed
- o The majority of Wayne Township
- o Southern and western Noblesville

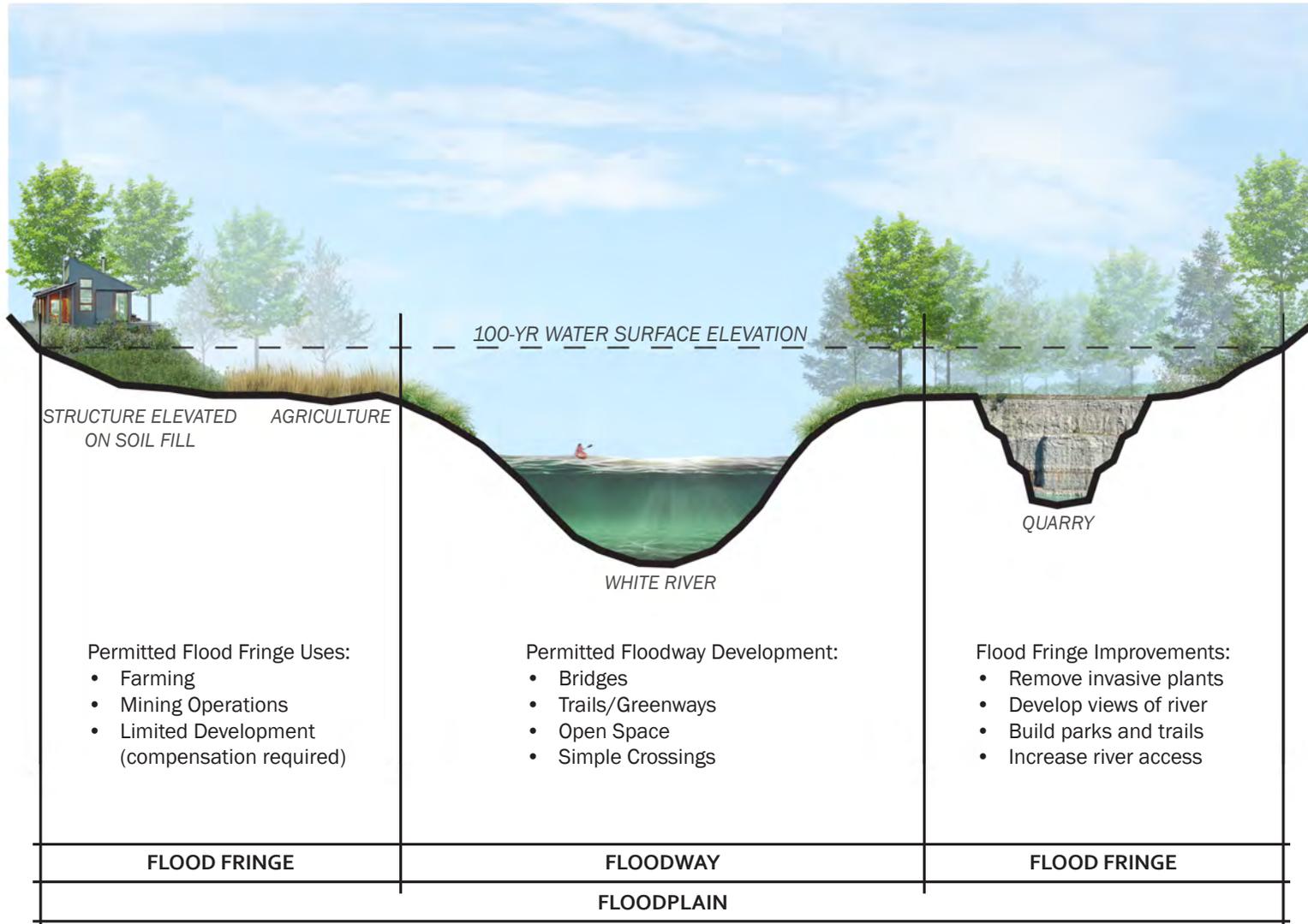
Allowable Development

- o Agriculture / farming
- o Mining operations
- o Limited structures
- o Simple river crossings
- o Nature parks, trails, and greenways

Recommendations

- o Allow development through implementation of City ordinances and design standards
- o Incentivize watershed BMP's, such as agricultural conservation practices supported by NRCS
- o Remove invasive plants to improve environmental health along the riverfront
- o Increase river access and visibility

Rural Corridor Diagram



FLOODPLAINS

DOWNTOWN FLOODPLAIN DEVELOPMENT OPPORTUNITIES

The area on the east side of State Road 19 from Conner Street to approximately Field Drive is within a floodway. The Floodway is under the jurisdiction of IDNR meaning that development is severely limited. The Floodway within the area extends to the west side of State Road 19 from a point south of Field Drive to a point just north of Conner Street.

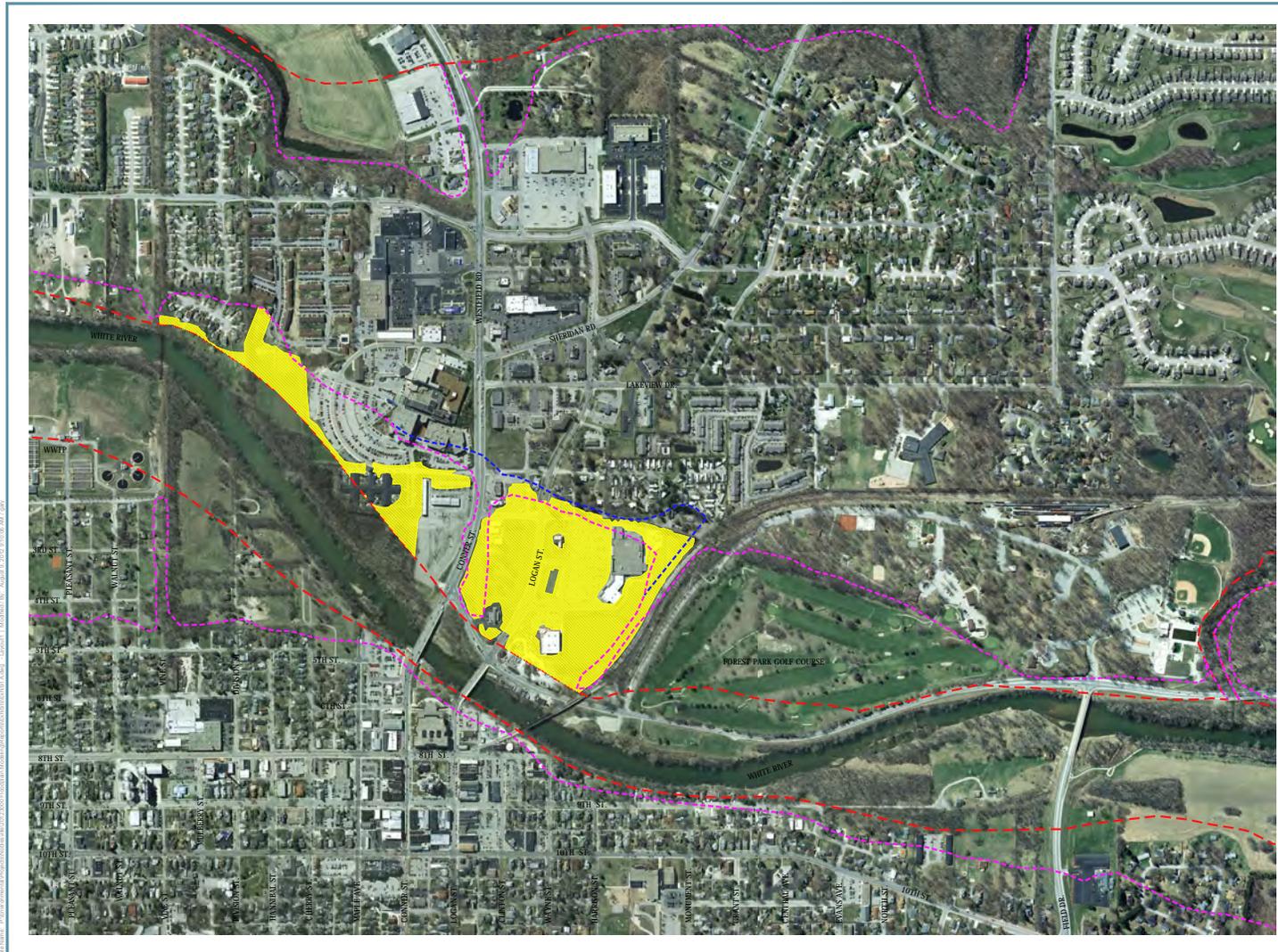
According to the Indiana Floodplain Information Portal (INFIP), the 100-year water surface elevation in the area of the Kroger (172 W. Logan St.) is 761.9'. Further downstream, in the area of the former Kahlo lot, the 100-year water surface elevation is 760.8'.

The map on the following page provides a detailed look into the recent LOMR study completed by the city near the downtown and Federal Hill Commons. Most of the parcels along Logan Street and Conner Street north/south of SR 19 are outside of the current floodway but are within the current floodplain, making redevelopment of these areas challenging. Many areas north/south of the river are outside of the floodway, but Conner Street appears to be a dividing line between floodway impacted parcels, with parcels east/west of Conner Street showing significantly more area within current floodplain limits than areas east/west of Conner Street.

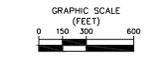
A recent review of publicly available state LIDAR (light detection and ranging) data indicates that certain parcels, such as the former Kahlo lot, are at an approximate elevation that is out of the floodplain. Going north, Federal Hill Commons is the lowest point in the area. Further north, there is a lower elevation point, resting below flood elevation levels, at the entrance to the former Kroger Lot off Logan Street. Currently, parking lots are what remains of the Kroger lot, which sit below flood elevation.

SR 19, as mentioned previously, slopes slightly down to Logan Street. North of there, the low point in SR 19 is near the underpass crossing under the Nickel Plate. This area frequently experiences flooding, often a few times every year near the bridge and along Forest Park.

Previous Floodplain Study Map



City of Noblesville
Floodplain Study



- LEGEND**
- - - - - Existing 100 Yr. Floodway Boundary
 - - - - - Existing 100 Yr. Flood Plain Boundary
 - Proposed 100 Yr. Flood Plain Boundary
 - - - - - Existing 500 Yr. Flood Plain Boundary

Exhibit A
Floodplain Boundaries
Historical / Updated

FLOODPLAINS

COMMUNITY-WIDE FLOODPLAIN OPTIONS

Flood Impact Fees / Floodplain Compensation Banks

Examples of a 'fee based' impact fee to the floodplain are not readily available. However, there may be ways to assess a fee given the nature of the developable area in Noblesville.

One option would be to construct a certified levee or levee wall that would remove the State Road 19/ Kroger/Kahlo lot area from the 100-yr flood fringe. Once removed from the flood fringe, the area would immediately be developable, regardless of what was to be constructed. The construction of the levee would be funded through the City. The area would also be removed from the flood fringe. The City in this case would be obligated to follow its 3:1 compensation ratio requirement for floodplain storage loss. Therefore, a location to provide 3 times the volume within the floodplain would need to be identified.

The City could recoup its investment by charging developers a permit fee in this district on a per acre basis. This could be established by the cost of the levee construction to the city divided equally amongst the acreage it opens to development. In this case, a TIF district could also be established to assist with ongoing maintenance of the levee.

Another option would be to allow development to occur with the anticipation that they will have to meet the 3:1 compensation for fill to reach 2' above the 100-year flood elevation. This option would add cost to development construction and reduce the capital investment from the City for a levee along with the liability associated with that levee. The City could still provide the 3:1 compensation area as a "floodplain compensation bank" prior to and in anticipation of incentivizing development in the area, allowing the developer to pay the City to provide the floodplain compensation for them.

Considering the two options, a wall seems very unlikely. The wall would need to cross State Road 19 or Logan Street at least once in order to block the Kroger/Godby area from the flood waters. Additionally, a way to isolate the area from the flood and still allow drainage would need to be determined, which would likely involve a costly stormwater lift station to pump out drainage from behind the wall.

It's more likely that the area south of the underpass and west of the floodway including Logan Street, north to Kroger and Godby would be built up to remove it from the floodplain. This raising of grade would likely be less expensive than a floodwall and will ultimately have less liability for the City. This would allow for development to take place in any area west of the floodway.

Ordinance Requirements

As mentioned previously, the area to be filled would need to be mitigated at a 3:1 ratio. According to the Noblesville Floodplain Ordinance (8G 159.109), when it is not possible to avoid fill within the floodplain the applicant may seek a waiver of the prohibition to not allow fill within a 100-year floodplain. The waiver of this prohibition must be received with a request to rezone the property, and both requests must be approved by the Plan Commission and City Council.

With these requirements in mind, especially the need for the compensatory storage to be “located on-site, adjacent to, or opposite the areas filled” and is recommended for flood storage to be located upstream. A likely area for the compensatory storage is the regional detention area immediately to the east and north of the Kroger site, which has potential to become a dry detention area or an expanded detention area. However, more information and studies are needed to assess the suitability of this area.

Other potential areas for compensatory storage that are not necessarily located near the Kroger/ Godby site include the area to the north of the White River and along River Road/ Stony Creek where quarries are present, as well as some properties north of downtown that are not currently developed and could provide potential green spaces. The quarries could be expanded for compensatory storage and used as year-round facilities providing flood storage and also recreational opportunities.

Finally, all of this work to the floodplain will require studying and remapping of the flood zones. The study would confirm the existing flood zones in the area, and the remapping could be done through a Conditional Letter of Map Revision based on Fill (CLOMR-F) followed by a LOMR-F, which will certify the remapped floodplain through FEMA.

FLOODPLAINS

Master Drainage

For master drainage plans with regional detention, areas of anticipated development need to be identified. Area(s) for the regional detention needs to either be purchased by the City or come to an agreement through a public/private partnership to develop a regional detention site. The City would also need to conduct a stormwater/drainage study of the area to establish where and how large drainage infrastructure would need to be.

Regional Detention

The area for regional detention would be set on its own parcel within the developed area. The parcel would then be identified in the Covenants and Restrictions as a “Common Area” for the development. “Common Areas” would be defined as those areas of or for the benefit of the entire development (including any portions subject to an easement or right of way) together with appurtenant improvements, devoted to the common use and enjoyment of the Owners, including any combination of the following: originally platted lakes, retention ponds, legal drains, parks, sidewalks, median strips, development signage areas, traffic controls, development entrances, park traffic signals/signage and drainage areas.

The development would then be established as a quasi-HOA that would pay an additional fee on a per acre basis established by the cost to construct and maintain the pond. The City would then remain responsible for the care and maintenance of the “Common Areas”.

Multifunctional Ponds

The ponds could be designed with the development in mind; as wet-bottom with a fountain feature for commerce parks or as dry-bottom, multi-function facilities for residential development. The dry-bottom ponds could provide areas for recreation like ball fields, parking areas, or other recreation areas. There is also the potential to build hard infrastructure that could allow for an expandable pond so that the stormwater storage potential could be steadily increased as development occurs. A variety of means can be implemented to provide the required storage including a traditional large, single pond location or more linear storage that could potentially provide stormwater treatment as well. Both systems would require developers to install on-site piping that drains to them or have a site that is graded to drain to the detention areas.

The ponds and planned regional detention make a development more attractive to developers and owners because the maintenance with a pond is eliminated. The pond is designed to allow a certain percentage of its watershed to be constructed as impervious area. This dictates the type of development that might occur.

Shovel-Ready Sites

Making a site shovel ready also adds to the attractiveness of a site. A shovel ready site is where planning and engineering is advanced enough that with sufficient funding, construction can begin nearly immediately. Indiana has a site certified program through the Indiana Office of Community and Rural Affairs (IOCRA). This approach is typically employed for larger sites where enough floodplain area is present to offset the impacts that new development will create. Further guidance on shovel ready sites from IOCRA's website reads:

The Indiana Site Certified program certifies sites that are ready for economic development. Communities of any size may apply for the designation through the Indiana Office of Community and Rural Affairs. Indiana recognizes three tiers of readiness: Silver, Gold, and Prime.

- The Silver tier defines boundaries with a clear title, establishes a price, demonstrates executive level local government support, defines utility capacity and distance, and provides documentation such as Phase I environmental assessment, ALTA, topographical, and property layout.
- The Gold tier builds upon Silver by requiring a minimum of 20 contiguous acres, a location no more than 5 miles from a state highway, a completed geo tech study, a seismic hazard map, proper zoning, a desktop archaeological investigation, utilities be located to the property line or future build be located in public right-of-way, and area be free from recognized environment concerns.
- The Prime tier builds upon Gold by requiring 30 contiguous acres, a location no more than 2.5 miles from a state highway, and an archaeological investigation. In addition, the LUG, LEDO or REDO must own the property or an option must be held with the owner.

06

LAND USE PLAN

The following pages serves as transition from the present to the future. This chapter offers guidance on current and future land uses and development and redevelopment areas, as well as some of the transportation access and mobility implications that could result from these types of changes in the near- and long-term.

LAND USE PLAN

LAND USE PLANNING

Noblesville's Land Use Plan guides policies encompassing all aspects of development. How land use is defined today will set the tone for future housing, economic development, and quality of life outcomes for Noblesville residents. This forward-looking plan establishes a vision for future development that reflects the aspirations and needs of Noblesville.

This Future Land Use Plan is not a zoning ordinance and does not define development at a parcel level. Instead, it acts as a guide to development and redevelopment efforts within a broadly defined area.

A traditional land use map is used to define the desired future relationship among various development types within a specified area. Land use is still an essential factor for Noblesville. However, as the community continues to grow, determining the desired character of development types becomes a top priority. Prioritizing the character of development creates room for creativity in development that establishes a sense of place while remaining consistent with the desired look and feel across Noblesville. The following chapter establishes desired future land uses in the traditional sense and helps further define desired built form patterns, connectivity, and amenities as they relate to geographic transects within the community.

Guiding Principles

- 01.** Focus on infill and redevelopment for short term growth.
- 02.** Take a measured approach to allow physical expansion through new development within Noblesville's planning jurisdiction and Wayne Township.
- 03.** Encourage attractive and diverse development within all areas of Noblesville's planning jurisdiction and Wayne Township with an emphasis placed on quality construction, context-sensitivity, and community connection.
- 04.** Promote mixed-use development along key corridors, activity centers, within urban neighborhoods, and employment centers.
- 05.** Promote a variety of housing types and densities to serve multi-generational and diverse population needs.
- 06.** Connect amenities such as parks, employment centers, shopping, and entertainment to residential areas through trail networks and complete streets.

ORGANIZING THEMES

Throughout the development of the Land Use Plan, Noblesville stakeholders and land-use committee members were engaged to provide professional, personal, and community represented viewpoints. These viewpoints provide direction toward future development within and surrounding Noblesville. The ongoing conversations with these groups arrived at three overarching themes that frame the land use principles and framework throughout this plan. Each of these themes is introduced below and is discussed in greater detail on the following pages

Strategic Growth

Noblesville's population is projected to grow into the foreseeable future. Where and how Noblesville accommodates that growth will have lasting fiscal and quality of life impacts for present and future generations. Continued expansion into undeveloped areas requires significant investment in public infrastructures such as roads, sidewalks, and utilities. Growth within undeveloped areas will also require the development of new amenities such as schools, parks, and public safety facilities.

Increasing the value of these public investments requires adopting a future development and redevelopment pattern that minimizes costs through a combination of infill and redevelopment in addition to carefully planned outward expansion. Therefore, infill and redevelopment should be prioritized. However, areas with new development opportunity may be considered so long as the development is compatible to Noblesville's long-term development goals and if the area in consideration is located close to existing development.

Prioritizing infill and redevelopment while carefully considering areas of new development is a proactive strategy in accommodating both short and long-term population and housing growth. Not only does it minimize new infrastructure costs, but it places Noblesville in a strategic position to

Diverse Opportunities

Resident needs and desires are not uniform, which means that development types and amenities in Noblesville must fulfill a wide variety of potential demands. Because of projected demographic shifts, a variety of housing types and amenities at different scales is necessary to ensure that housing needs are met for all generations. This variety will aid in retaining existing residents as they enter into new life stages and to accommodate changing lifestyle needs of future generations. Offering various living opportunities will have the following additional benefits:

- Help support workforce retention and attraction efforts.
- Ensure access to amenities and economic opportunities supportive of Noblesville's diverse population
- Help secure Noblesville's future as a unique destination for visitors and a desirable place to live.

Community Context

Noblesville residents desire quality development that is connected to the broader community and which offers a unique sense of place. Ensuring all new development is context-sensitive will help fulfill these desires through a built form that is appropriately scaled, fits within the community identity, and is connected to the places and amenities that residents cherish. Context appropriate development requires forethought and planning on the following interrelated elements;

- Scale
- Land form
- Visual character and quality
- Amenities
- Transportation networks
- Building form, design, and orientation

All of these elements must work together in harmony to help successfully define the future character and quality of life desired in Noblesville. Embracing a context-appropriate development mindset will create places where residents feel connected and comfortable.

LAND USE PLAN

STRATEGIC GROWTH

Choosing Where to Develop

Ongoing discussions with residents, stakeholders, and elected officials resulted in the identification of areas most suitable for infill, redevelopment, and new development to support anticipated future growth. Overwhelming themes among these discussions include the following:

- A desire to prioritize infill and redevelopment of previously built areas before expansion into undeveloped areas.
- Focusing on the quality of new development, defined as being built to last and blending in with desired community character.
- Encouraging connectivity among residential areas and other community amenities such as parks, schools, and shopping areas.

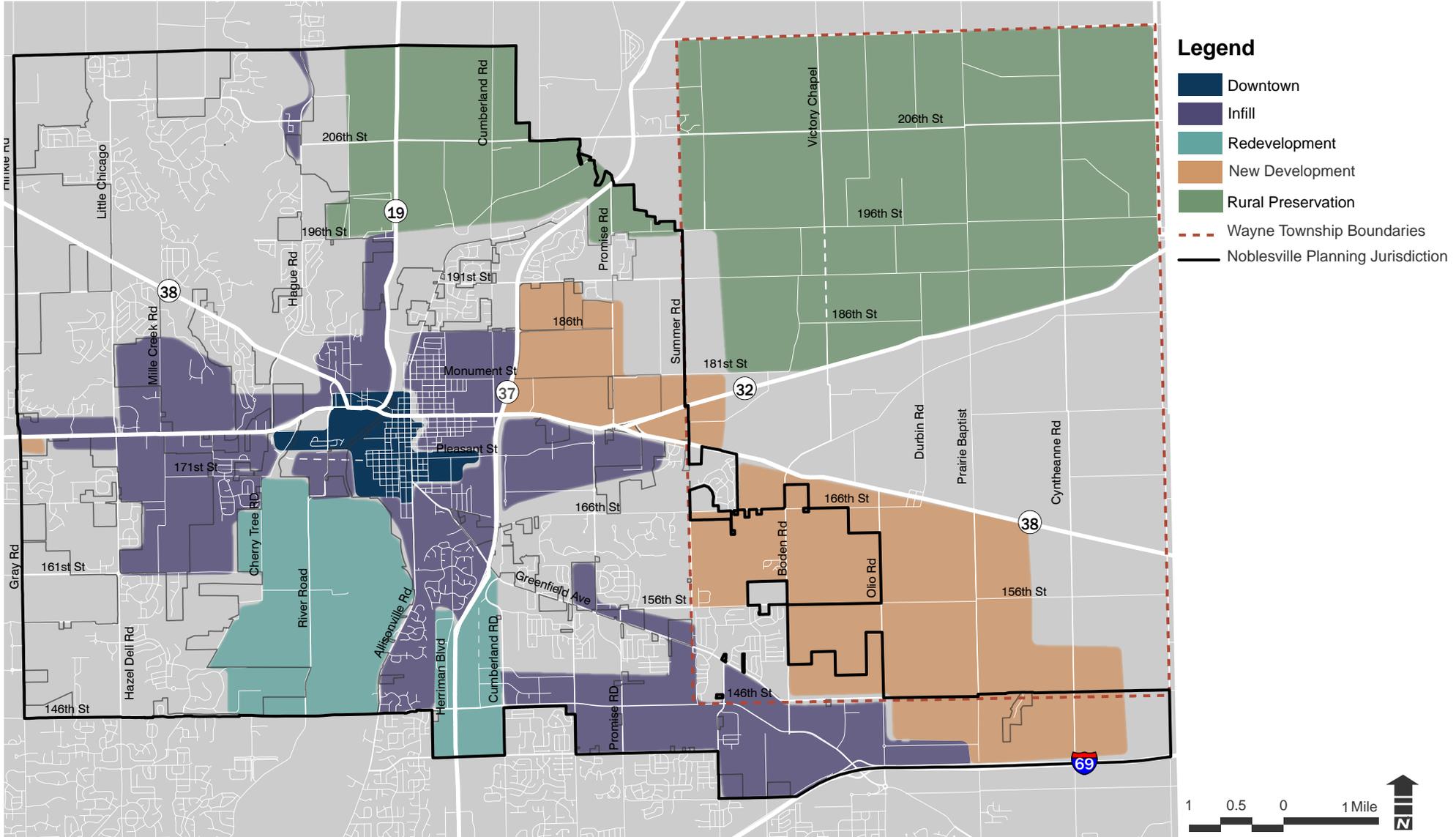
The Infill and Redevelopment Map identifies the general areas of Noblesville within Noblesville's 2019 planning jurisdiction boundaries. These areas identify where the highest potential for infill, redevelopment, and new development exists. The following definitions provide additional detail on specific characteristics of Infill, Redevelopment, and New Development.

Infill: Areas identified as infill are generally located within previously developed portions of the Noblesville planning jurisdiction. Infill includes areas that may have been previously underdeveloped or developed to a lower density than what is desired for the future. These areas should generally promote a diverse range of appropriate development types and densities to help establish the desirable future mix of development densities and types.

Redevelopment: These areas primarily focus on portions of the community where potential redevelopment exists. Redevelopment could mean reshaping the existing development pattern in order to create a more desirable future form. Development in these areas could be used to redefine the current form, character, density, and use mix to achieve more desirable future land use patterns. This may include transitioning existing development to new uses or the complete demolition and reconstruction of existing development to be more consistent with current and future needs.

New Development Areas: Opportunities for significant new development within the current Noblesville planning jurisdiction are limited due to the high percentage of current build-out. This pushes the best opportunity for further development to the fringes of the existing community and into adjacent land currently under Hamilton County planning jurisdiction within Wayne Township. The areas set for immediate, medium, and long-term expansion within Wayne Township identified on the following map are discussed in greater detail within the Noblesville Future Growth Plan on page 188.

Infill and Redevelopment Map



2019 JURISDICTION

LAND USE PLAN

DIVERSE OPPORTUNITIES

Among the recommendations in this plan is a desire to increase resident access to employment and quality of life opportunities. Doing this will require a shift in future development focus toward increasing infill and redevelopment opportunities while requiring more diversity and interconnectivity within the built environment. Fulfilling this recommendation will also require promoting a diverse mix of housing options.

This sentiment is echoed in the previously completed Noblesville Housing Study (Housing Study) and the subsequent Housing Policy Guide (Policy Guide). Both of these planning documents formulate a framework for how best to meet the future needs of a changing and expanding population in Noblesville. The findings of those plans have been heavily referenced in developing this future land use policy. Two of the primary outcomes of the Housing Study were; 1.) The need to expand housing diversity to help meet the demands of a changing population and shift

in housing markets and, 2.) The lack of middle-tier housing offering attainable, low-maintenance lifestyles connected to nearby amenities.

Within areas identified for infill or redevelopment, the housing study presents a variety of housing types that would encourage diversity in housing choices for current and prospective residents.



Source: Noblesville Housing policy Guide

Diversifying Housing Options

While much of Noblesville’s residential areas will remain as single-family, areas within and surrounding the downtown as well as areas identified for infill should accommodate a variety of housing units situated in any number of building or development types. Building from the findings and recommendations of the Housing Study, the following pages describe the remaining housing (unit) types, as well as additional information about the various forms for buildings and developments.

Housing Unit Types

Housing developments range from small and medium lot single-family (detached) residential developments to live/work structures.

Housing types include:

- *Townhome*
- *Courtyard Multi-Family*
- *Mixed Use*
- *Accessory dwelling units*
- *Tiny Home*
- *Multiplex*
- *Bungalow Court*
- *Live/Work Developments*

Single-family detached homes are often referred to as “single-family residential.” This term refers to a free-standing residential structure, where the garage (when present) can be attached or detached. Like the homes themselves, the size of the lot they sit on can vary significantly from one neighborhood to another. This is currently the predominant type of housing in Noblesville and should continue to be considered in the future. However, diversifying away from single family development will help establish new patterns within the community. This will make it easier to fulfill other long term desires such as connectivity, convenience, and recreation opportunities. The following pages present additional housing types that should be considered for future developments in addition to, or in combination with, traditional detached single family houses.

LAND USE PLAN

RECOMMENDED NEW HOUSING TYPES

Townhome



A **townhome** is a single-family attached residential that is traditionally owner-occupied with smaller lawn-sizes and traditionally uniform in style.

This style of housing is desirable for residents who want to own their own homes but prefer lower maintenance housing options.

Mixed-Use



A **mixed-use** development combines residential and non-residential uses, where the land uses occupy the same parcel or series of parcels (**i.e., horizontal mixed-use**), or structure or series of structures (**i.e., vertical mixed-use**).

Accessory Dwelling Unit



An **accessory dwelling unit** or carriage homes are stand-alone structures located on the same parcel within residential zones. These units are often newly constructed or converted background structures such as garages, sheds, and carport areas to provide additional housing options.

Accessory dwelling provides additional housing options in single-family residential areas. They are a component to promoting infill within traditionally single-family to suburban neighborhoods while providing attainable housing options to Noblesville residents. The development of these units is highly encouraged in areas within a 15-minute walking distance to nearby amenities and along major corridors.

Tiny Home



Tiny homes are small residential structures that are typically 1000 square feet or less. Traditionally these structures are constructed on wheels and off-site by the owner, but are encouraged to be built as more permanent structures, are concentrated together and are located around amenities. These structures may also be constructed as an accessory dwelling unit in single-family residential areas.

Tiny homes offer unique housing opportunities for residents who desire a lower-cost, lower-impact lifestyle. These units can range in price and style and even come as ready-made kits that are available for purchase online. Therefore, it is important that these units are built according to the style and character of the surrounding neighborhood.

Multiplex



A **multiplex** is a medium-sized structure that consists of five to ten side-by-side and/or stacked dwelling units, typically with one shared entry or individual entries along the front facade. Multiplexes are multi-unit homes separated by floors, but provide the look and feel of a single unit townhome.

Bungalow Court



A **bungalow court** consists of a series of small, detached structures, providing multiple units arranged to define a shared (interior) courtyard that is typically perpendicular to the street. The shared courtyard takes the place of a private rear yard and often serves to enhance the sense of community experienced by the residents.

Live/Work Developments



Live/work developments are small- to medium-sized attached or detached structures consisting of one dwelling unit above or behind a flexible ground-floor space that is often reserved for office or retail uses and activities. Both the primary ground-floor flex space and the second-floor residential unit are owned by one entity; however, while the ground-floor flex space is entered from the front, the second-floor residential unit is often entered from the rear.

Courtyard Multi-Unit



A **courtyard multi-unit** is a medium- to large-sized structure consisting of multiple side-by-side and/or stacked dwelling units accessed from a courtyard or series of courtyards. Each unit may have its own individual entry, or several units (often no more than three) may share a common entry.

LAND USE PLAN

COMMUNITY CONTEXT

Establishing a sense of place is essential for any redevelopment or new development project. A variety of development styles and diversity are what make a place attractive. However, building in a form or pattern unsympathetic to the surrounding context can make any development feel disconnected or out of place. Establishing and maintaining a robust set of contextual expectations will help Noblesville retain and strengthen its identity as growth continues. The following text and map on the next page further define two key elements for consideration in establishing a context-appropriate future development pattern in Noblesville.

Gateways

Noblesville's character and identity are unique to Hamilton County. Noblesville's small-town feel and the historic nature of its downtown are significant assets contributing to the City's identity. These assets, as well as its desirable location, are primary drivers for Noblesville's growth.

It is important to distinguish Noblesville's identity from the surrounding areas. Consideration toward branding, design, built form, and land use are important considerations to all areas of Noblesville, but especially for gateway areas.

Gateway areas are critical components in establishing a sense of place and context within a community. They are the first areas of a community someone experiences. The sense of knowing you have arrived creates a sense of welcome and uniqueness to the area. The following map identifies significant gateways across the town.

Corridors

Unlike a thoroughfare map, the corridors identified in the Corridors and Gateways Map on page 89 provide recommendations to achieve a desired look and feel of a road or trail network. These recommendations ensure appropriate interaction to surrounding uses, encourage pedestrian and bike mobility, and enhance aesthetic qualities to the overall built environment.

Trail Corridor Passive: These trails are located in natural areas, rural areas or areas with lower density. This corridor is highly interactive with the surrounding environment with access points to natural areas and parks. Signage should be placed consistently along the corridor to provide adequate way-finding.

Trail Corridor Active: These trail corridors are located closer to urban centers and mixed-use residential areas. This trail corridor is highly activated through front facing entrances, patios, and safe connections to and from retail, dining, and commercial establishments. Therefore, surrounding and adjacent uses are encouraged to orient and develop towards the trail.

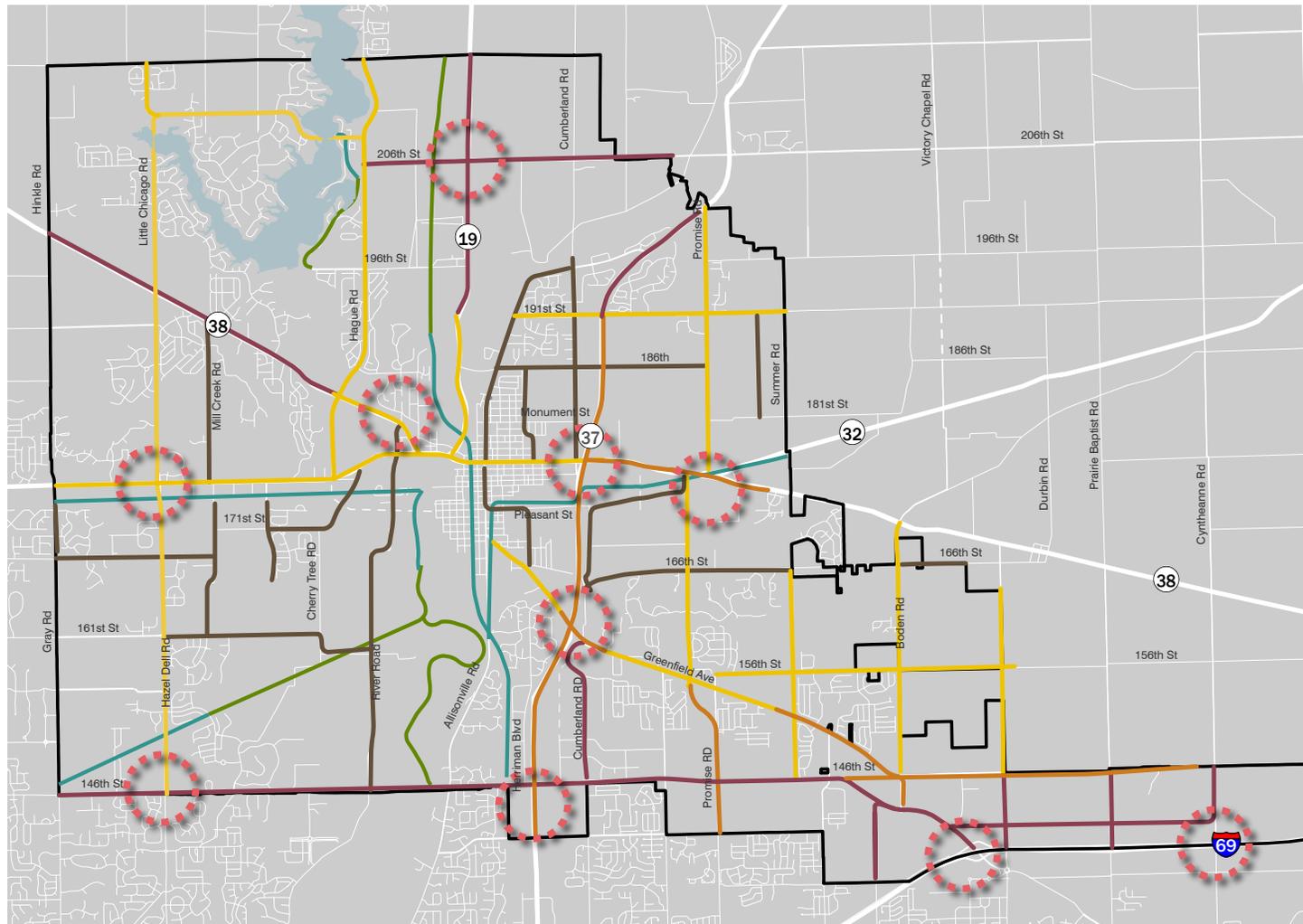
High Volume Corridor: These roads are intended to accommodate more significant amounts of traffic at a higher speed. These corridors accommodate higher intensity uses, such as employment centers and commercial uses. If possible, secure additional right-of-way for additional lanes or multi-use paths connecting to the broader trail network.

Commerce Corridor: Uses along these roads are typically medium to larger-scale retail and office space. Infill of commercial, dining, and retail is encouraged within underutilized parking lots. Parking lots should orient towards the back with a multitude of native trees and vegetation buffers to reduce surface runoff. Multi-use paths are supported along these corridors.

Community Corridor: These corridors share similar land uses to commerce corridors but are more residential in use with smaller-scale retail. Buildings should orient toward the street with consideration to the surrounding context. In choosing where to locate parking spaces, it is recommended to preserve right-of-way for bike lanes, sidewalks, or multi-paths along these corridors and to provide safe pedestrian connections directly to storefronts.

Local Corridor: Local corridors are heavily pedestrian focused and community oriented. Development along these corridors are encouraged to orient toward the street to encourage more human scaled, multi-modal connectivity along the corridor.

Gateways and Corridors Map



- Legend**
- Trail Corridor- Passive
 - Trail Corridor- Active
 - High Volume Corridor
 - Commerce Corridor
 - Community Corridor
 - Local Corridor
 - Noblesville Planning Jurisdiction
 - Wayne Township Boundaries
 - Gateways

LAND USE PLAN

LAND USE PLAN

The Future Land Use Map and the Built Form Map serve as key tools for implementing land-use policies. The Future Land-Use Map identifies appropriate uses within Noblesville's planning jurisdiction, while the Built-Form Map guides the scale and character of development. Together, these maps guide land use and development policies established in this plan. They should then be used in conjunction to develop a built form tool kit.

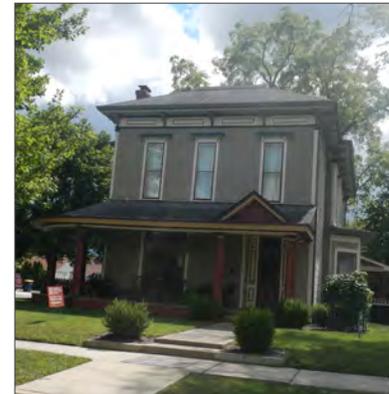
The Gateways and Corridors Map on page 87 and the Thoroughfare Plan is also an important reference in establishing this tool-kit. Building off this plan, a built-form tool kit will further define scale, design, and overall character of each use within more specified areas.

Future Land Use Map

The Future Land Use Map on page 96 defines the type of use allowed within identified areas but is limited in its ability to define the scale and character of the development. The land-uses are defined in the Future Land-Use Map according to use and type. The Land-Use Map works in tandem with the Built-Form Map to guide the built-form of each use as it relates to the surrounding context.

Future Built Form Map

The Built Form Map on page 99 defines the scale of development through transects and activity centers. Developing at an appropriate scale is achieved through a balance between form and mass. The Built Form Map provides general guidelines to attain this balance by defining the desired scale intensity, connectivity, and amenities through transects and activity centers across Noblesville and Wayne Township.



FUTURE LAND USE TYPOLOGIES

Land Use Categories

Land use categories are intentionally broad. Planning district boundaries are general depictions of where one type of development meets another. The future land use map serves as a visual representation of how and where change could occur in Noblesville.

Neighborhoods

Neighborhood typologies are predominately residential uses. Neighborhood supportive uses such as parks, schools, and retail may either be embedded or in close proximity to residential uses and encompasses the following use categories:

Residential

Residential Infill

Mixed Residential

Rural/Estate Residential

Traditional Residential

Commercial

The commercial typology primarily supports commercial and retail uses such as shopping, dining and entertainment and encompasses the following use categories:

Local Commercial

Community Commercial

Regional Commercial

Employment centers

The primary uses within the Employment Center typology are industrial and campus style office uses that operate on a larger scale and are often less compatible with residential uses and encompasses the following use categories:

Innovation/Flex

Production

Light Industrial

Community

The Community typology supports community oriented uses that are primarily public or semi-public and encompass the following use categories:

Institutional

Parks

Preservation/Natural Areas

Residential Land Uses

Residential



Low-scale one to two-unit single-family residential is the predominant use. This can include one to two-story single-family detached, townhomes, live/work units, duplexes and accessory dwelling units. Small-scale institutional, public and semi-public uses may be permitted.

Amenities: Parks and recreational opportunities are nestled within these residential areas, often developer driven. Institutional, public and semi-public uses may be permitted.

Infill Residential



One to two-unit homes are the predominant use with multi-family uses mixed throughout. Uses include, rowhouses, duplexes, smaller-unit multi-family, live/work units, and smaller lot single-family detached ranging from 1-4 stories. Small-scale institutional, public, semi-public uses, and neighborhood retail uses may be permitted.

Amenities: Residential areas should have access to parks and recreational opportunities and are within walking distance to neighborhood activity centers.

Mixed Residential



This typology encourages a variety of housing types with accompanying mixed-use retail and office located along intersections and corridors. Scale and building heights are dependent upon the surrounding context but can range from 1-5 stories in height. Mixed residential areas within urban transects contain more multi-family units such as flats, multiplexes, and townhomes, with some single-family detached homes permitted. Single-family home types are more common within suburban transects but are compact in scale and are interspersed with single family attached homes and multi-family units.

Amenities: Mixed-residential areas are highly walkable and neighborhood-oriented with access to adjacent recreational opportunities. These areas may be adjacent to employment centers, activity centers and the commercial regions, acting as a buffer to lower-intensity neighborhood and residential uses.

Rural/Estate Residential



The Rural/Estate residential typology is predominately located in environmentally sensitive areas and is more rural in nature. These areas provide land for agricultural purposes and large-lot single family homes. Designated areas currently served by sewer are encouraged to develop either as conservation subdivisions or in a manner that mitigates environmental risk and promotes open space. Areas not presently served by utilities must develop at a density consistent with the surrounding rural uses and allow for on-site septic systems.

Amenities: These areas are surrounded by green/open space and agricultural uses. Trails are encouraged to connect to natural areas and parks.

Commercial Nodes

Traditional Residential



Characterized as the most established neighborhoods in Noblesville, the predominate land use within this typology is single-family residential with a diversity of design styles encompassing varying periods of city development. There is an established development pattern which includes a mixture of housing types set upon a highly walkable, gridded street network. Commercial and multi-family residential development is inconsistent with the desired scale, character, and intensity within traditional neighborhood areas.

Amenities: These areas are within walking distance to the downtown core, parks, and public spaces. The traditional development patterns of these areas are well preserved. Neighborhood serving businesses and amenities may be permitted within areas deemed appropriate.

Neighborhood



Neighborhood commercial serves a smaller geographic area by providing smaller scale retail services to residents. These can include uses such as grocery stores, dry-cleaners, and dining establishments.

Corridor



Corridor commercial serves the local population through medium-scale retail amenities and other commercial amenities. Other uses, such as office space, entertainment, and dining may be permitted.

Regional/Highway



This commercial serves a much greater geographic area and caters to large box stores. These are typically located along major intersections and within proximity to interstate exits through frontage roads.

Employment Districts

Innovation/Flex



Assembly facilities, research and design labs, technology, maker spaces, small-scale food distribution, and flex office/commercial are the predominant uses within the Innovation/Flex typology. This typology allows for lower-intensity production and office/retail use that is compatible to the surrounding neighborhood and commercial development. A mix of vertical and horizontal uses are typical to promote campus environments with office space and some residential located within upper levels and retail space generally located on the ground level. Scale varies greatly with mixed-use spaces located along intersections, corridors, and adjacent to surrounding commercial and residential areas.

Amenities: Green spaces should be found within or adjacent to production sites. Adequate bike facilities are common with trails and paths connecting to nearby residential and commercial areas.

Production



Manufacturing, research, design, robotics, and technology are common uses found in production areas. These uses are larger in scale but have a lesser impact on the surrounding environment and can be in closer proximity or act as a buffer to heavier industrial uses. Due to the scale and lack of street level interaction, residential uses are incompatible within these areas.

Amenities: Green spaces for employees should be found within or adjacent to production sites. Trails and paths leading to green spaces and adjacent commercial areas with dining options are encouraged.

Light Industrial



Industrial activities of a higher intensity such as warehousing, storage facilities, construction, and utility providers are the primary uses within this area. These uses are typically larger in scale with greater impact to the surrounding environment due to noise, vibration, and pollution. Adjacent uses of a lesser intensity, such as commercial production, and innovation/flex uses act as buffers to surrounding residential uses.

Amenities: It is recommended that buffer zones and green infrastructure are implemented to offset any aesthetic or environmental impact to adjacent uses.

Parks and Community

Parks & Recreation



Park spaces provide recreational open spaces to the surrounding area. These areas go beyond recreation to promote community gathering, entertainment, and learning for residents and visitors. Civic and institutional uses such as museums, recreation centers, and libraries are compatible uses. Other uses such as dog parks, farmer's markets and other seasonal events are also compatible.

Natural Area/Preservation



These areas are intent on preserving natural features and protecting wildlife and waterway systems. Natural buffers and lower intensity uses separate these areas from higher intensity uses.

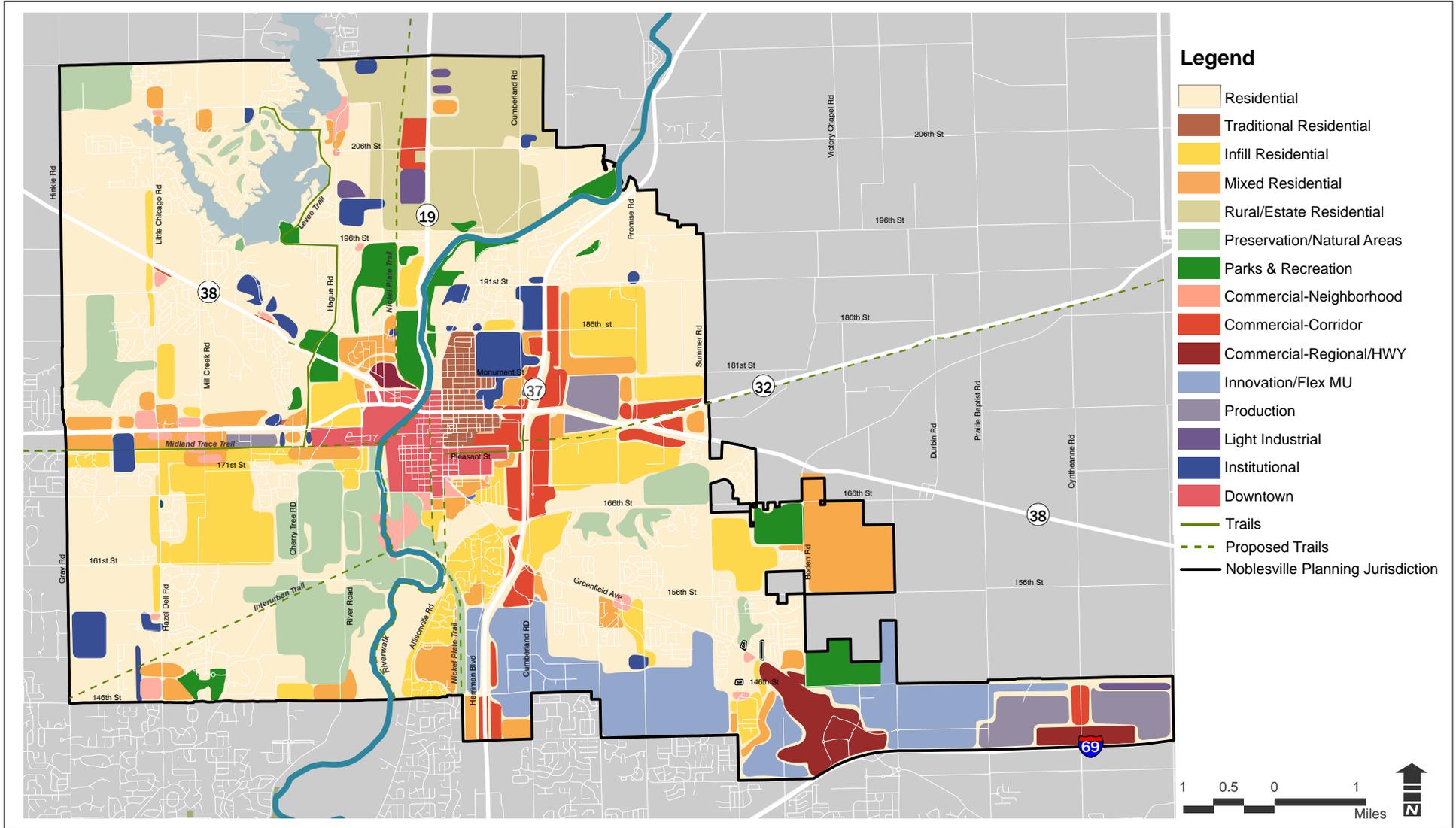
Institutional



A mixture of civic spaces such as museums, government services and administration and schools.

Amenities: Public or semi-public green spaces are embedded within these uses. They promote gathering and year-round programming such as festivals, farmer's markets and other events. These spaces also promote passive activation through monuments, recreational amenities, and seating areas.

Future Land Use Map



*SEE BUILT FORM FOR DOWNTOWN DEFINITIONS

LAND USE PLAN

BUILT FORM ANALYSIS

Developing at an appropriate scale is achieved through a balance between form and mass. The Built Form Map provides general guidelines to attain this balance by defining the desired intensity, connectivity, and amenities through transects and activity centers. The Transect and Activity Center definitions on the following pages illustrate the differences in scale and character of the underlying land-uses introduced in the Land Use Map.

Transects

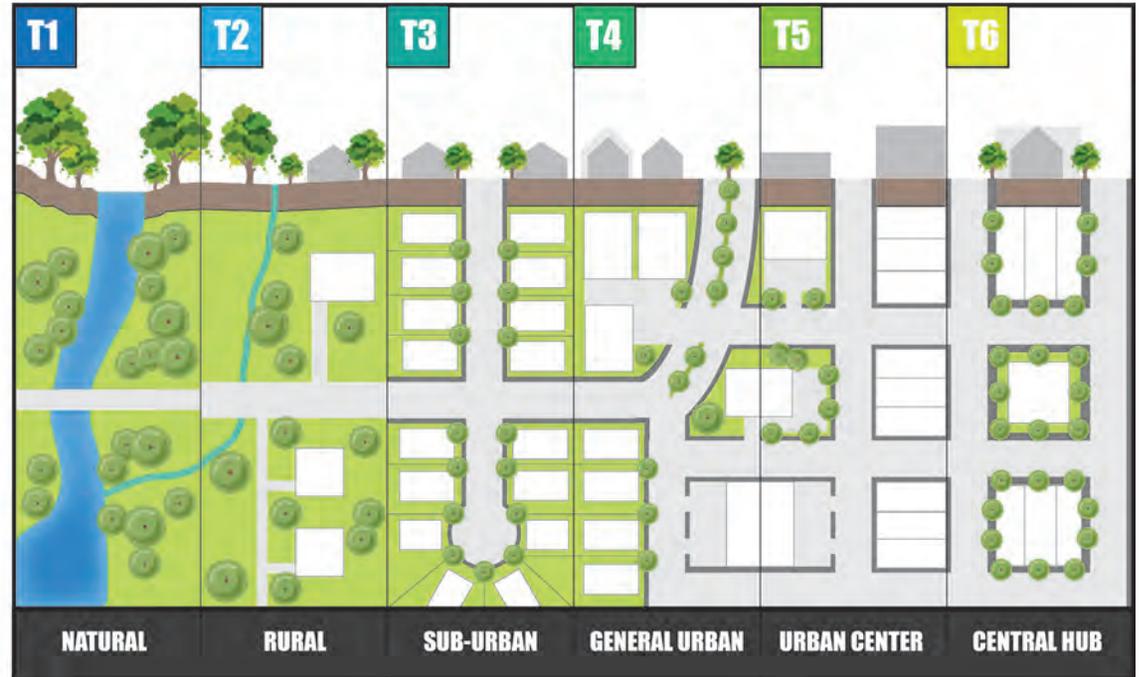
As discussed in the Executive Summary, the urban to rural transect is a tool used to define the various development patterns within a community. The transects defined within this map are visionary and are not a direct reflection of the existing development patterns within a community.

Activity Centers

Activity centers are areas of concentrated activity that are focused on social connectivity while providing a variety of housing types and amenities to residents and visitors. Three levels of activity centers are defined according to scale and intensity.

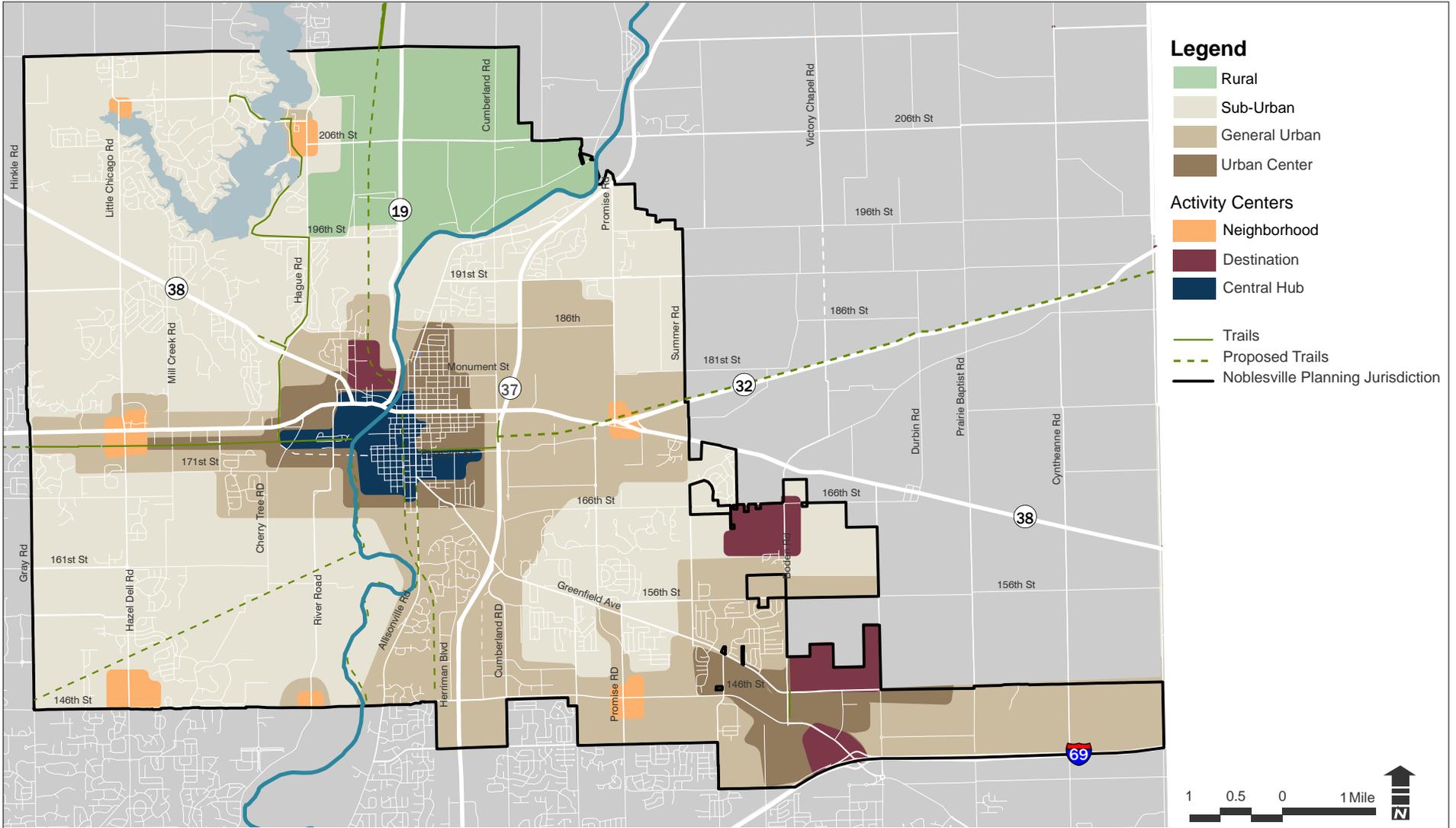
Corridors and Gateways

The Corridors and Gateways Map discussed on page 89 are also organizational elements used to determine the scale and character of more specified areas. For simplicity these elements remain separated from the Built Form Map. They can be applied in context as Noblesville continues to define the character and scale of the community over time.



The traditional rural to urban transect model provides a contextual framework into the scale of development.

Built Form Map



LONG-RANGE PLAN

TRANSECT DEFINITIONS

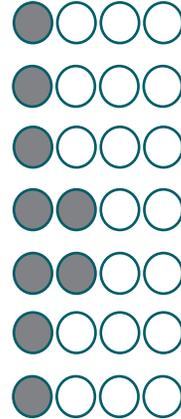
Rural

Rural areas are made up of agricultural uses, larger estate residential developments, and environmentally sensitive areas. Rural transects traditionally rely upon on-site septic; however, some areas within this transect may be served by sewer.

Uses

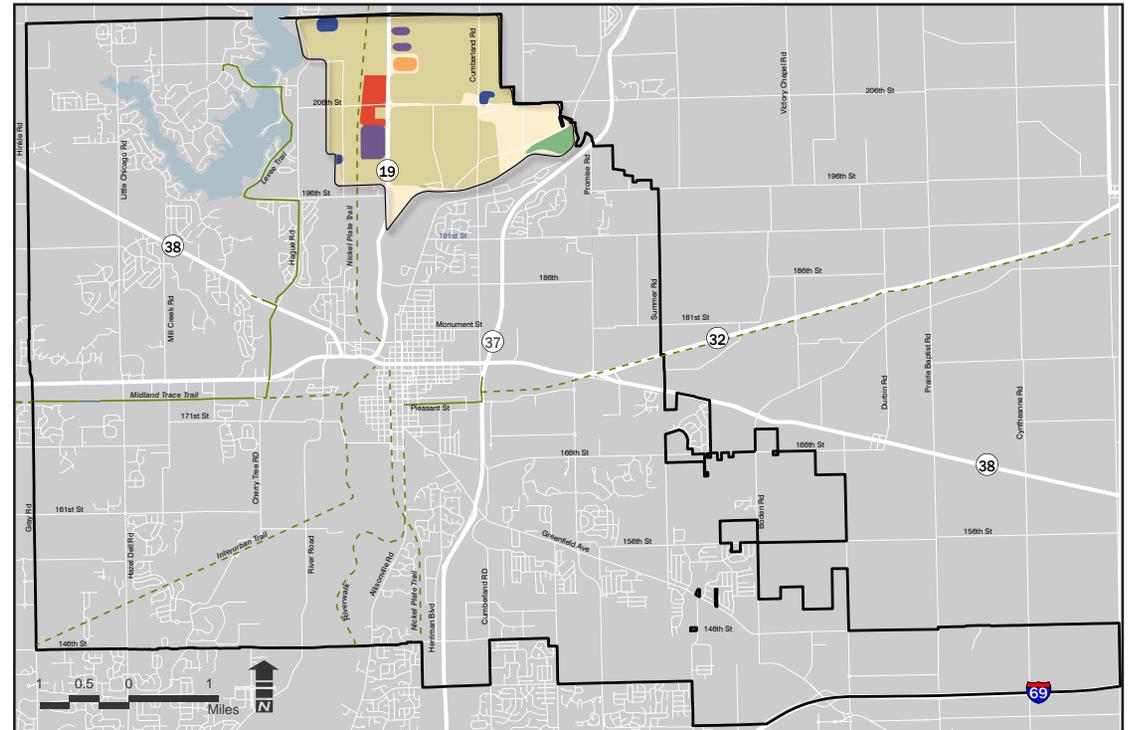
- Rural/Estate Residential
- Residential
- Employment
- Natural Areas
- Commercial
- Institutional
- Mixed-Residential

Intensity



Anticipated Intensity

All uses are low-intensity ranging from 1 to 2.5 stories in height and are separated in use and form. Residential uses are single-family detached located on larger tracts of land or located within cluster subdivisions. Industrial uses are smaller in scale with minimal impact to the natural environment. Commercial and institutional uses are typically located at intersections along state roads or higher volume county roads.



Connectivity

Transportation is primarily reliant upon motor vehicles with variable access to regional trail systems connecting to more urban centers. Sidewalks are mostly non-existent. Multi-use pathways and greenways with adequate wayfinding along state roads may serve longer bike commutes. State and Country Roads are the common road type where sidewalks are non-existent.

Amenities

Open space and natural areas are more common occurring along floodway and flood-fringe areas and trail networks. Commercial uses primarily serve a larger region such as convenience stores, general stores, and co-ops. Agri-tourism and agri-business operations such as wineries, breweries, and orchards may draw in tourism and are encouraged to develop around regional trail networks.

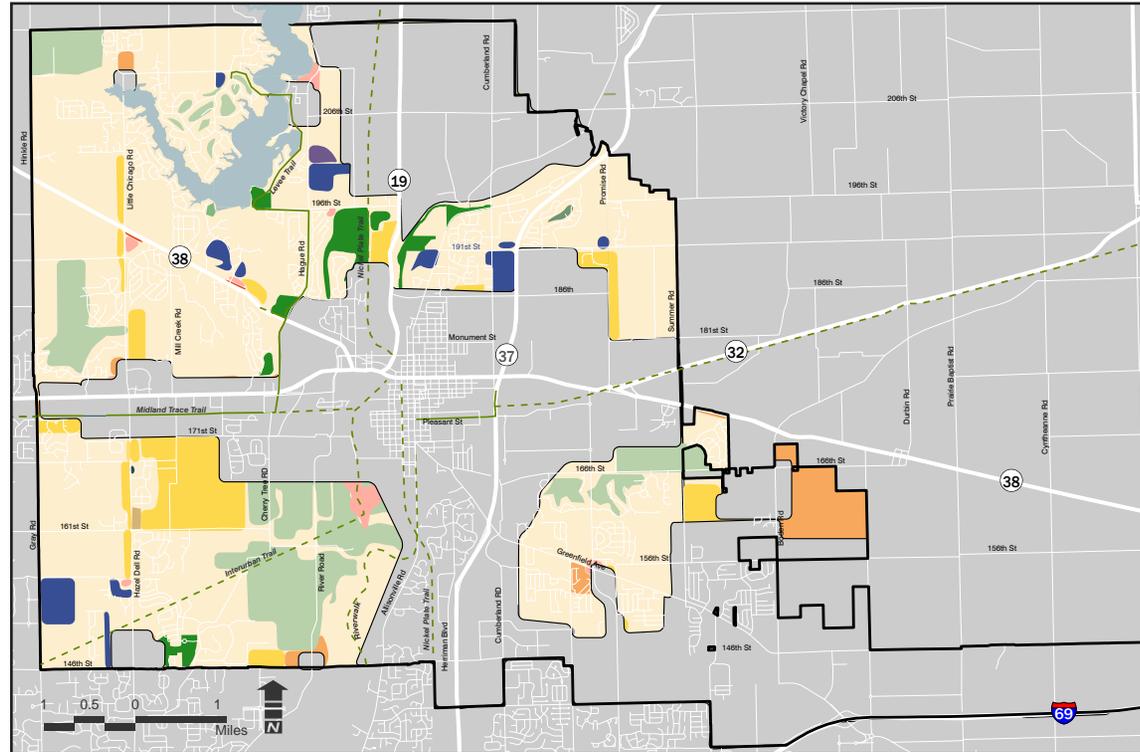
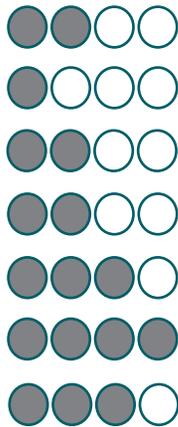
Suburban

Suburban areas primarily consist residential uses with plenty of green space at a lower scale. Commercial and institutional uses are traditionally located adjacent to residential areas.

Uses



Intensity



Anticipated Intensity

Uses and housing types correspond to the underlying land uses. The scale of development remains consistent to a lower-suburban land-use with building heights ranging from 1-3 stories. Employment centers, commercial, mixed-use and institutional uses are located along busy corridors and intersections. The scale of housing and mixed-use developments may increase in scale, but must remain consistent with the surrounding context.

Connectivity

Residents are reliant upon motor vehicles, but neighborhoods are walkable and bikable. Local and residential street networks must include a sidewalk or multi-use path. Roads are more curvilinear with minimal alley access. Subdivisions must connect to one another and to the larger street network. Sidewalks and pathways must also be connected to the city-wide sidewalk and trail network. Surface parking is located towards the back of the lot with safe pathways connecting trails to building frontages.

Amenities

Semi-public and public parks and open spaces are embedded within residential developments. This includes schools and community centers. Trees are present along private properties and public right-of ways. A range of recreational amenities are offered within these spaces. Employment centers and commercial and entertainment uses such as grocery stores, restaurants, and art venues are primarily accessed by car, but are safely accessible through bikeways and pathway connections leading up to business fronts.

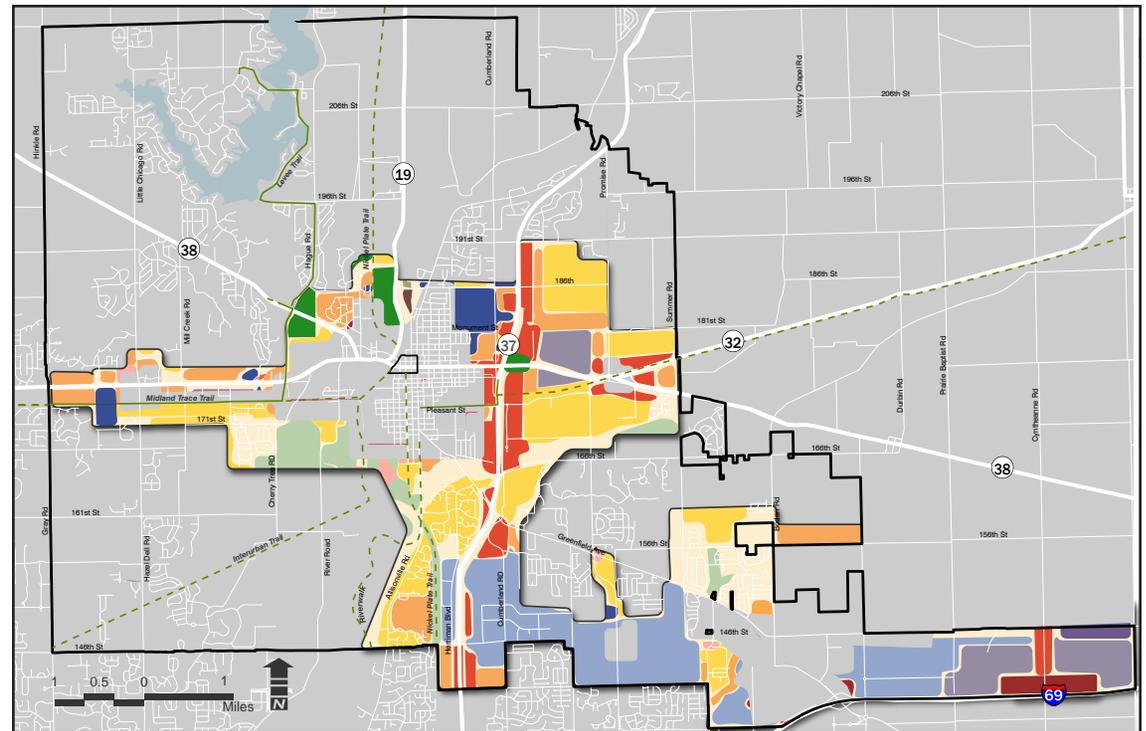
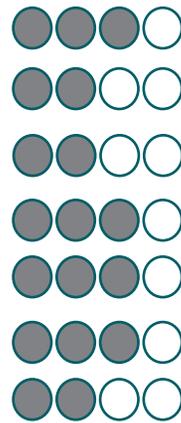
General Urban

These areas contain a broader variety of housing styles and intensities with more mixed-use developments occurring throughout the general urban area.

Uses



Intensity



Anticipated Intensity

General urban is a mixture of urban and suburban style of development where block patterns are more grid-like with alleyways as development moves closer to urban centers. Accessory dwelling units may be permitted. Multi-unit residential, commercial nodes, and mixed-use centers are more common, but are lower in scale and located along corridors. Building heights range from 2-4 stories where 4 story buildings may be permitted bordering the urban center.

Connectivity

Semi-reliant on vehicles, but retail and amenities are within a 20 minute biking or walking distance. All development includes sidewalks and is connected to or adjacent to the trail path system. Complete street networks are more common closer to urban centers. All non-residential development should be accessible by bike or foot.

Amenities

Housing is adjacent to parks, recreational amenities, schools, and churches and within walking or biking distance to commercial nodes and employment centers. There is a higher percentage of tree canopy along sidewalks and local streets.

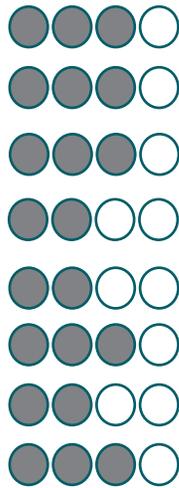
Urban Center

Urban centers offer a diverse range of housing options and employment options at higher concentrations. Mixed-use developments and pedestrian oriented streets are a common feature throughout the Urban Center.

Uses

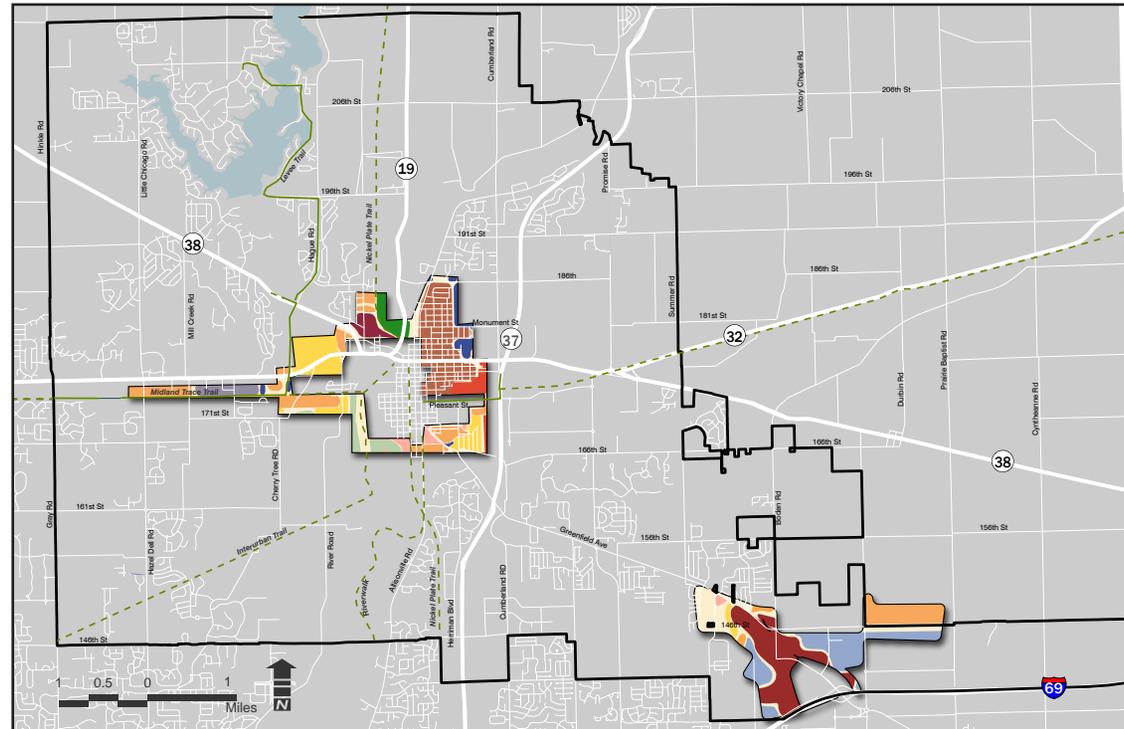
Residential
Infill Residential
Mixed Residential
Traditional Residential
Commercial
Institutional
Parks & Recreation
Employment

Intensity



Anticipated Intensity

Compact single-family residential units are primarily located closer to the outer edge and within existing urban neighborhoods. Townhomes and live/work units make up a majority of the single-family homes with retail corner stores. Multi-unit homes and condos are front-facing along streets and trails. Mixed-use units with retail located on the first floor are primarily located at street intersections and main corridors.



Connectivity

Very walkable and bikable with pedestrian oriented streets. Streets should prioritize pedestrian activity with marked cross-paths at intersections and designated bike lanes along main corridors.

Amenities

Residents are within walking distance or adjacent to parks and open spaces. Public spaces, schools, and civic spaces are embedded within the area and are accessible by foot. Trees and planters are common along sidewalks with gateway and wayfinding signage readable at the pedestrian and vehicle scale.

LAND USE PLAN

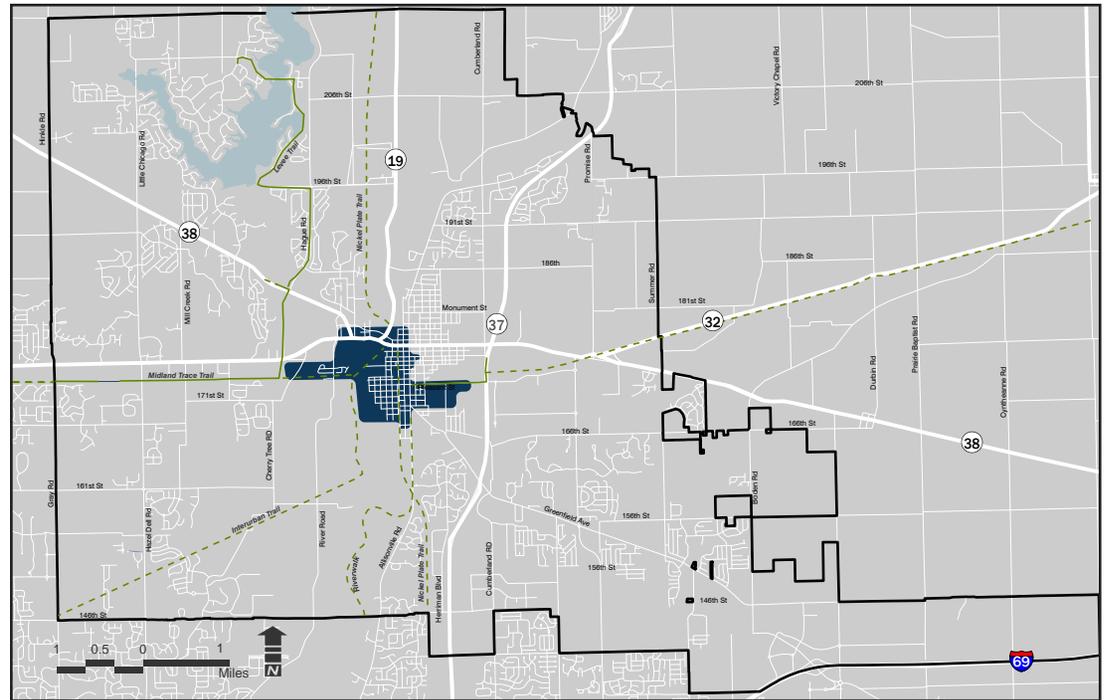
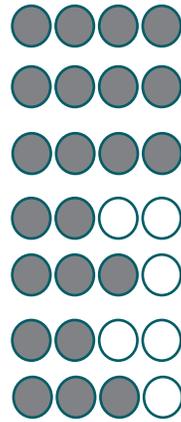
Activity Center: Central Hub

The downtown provides a mixture of residential, employment, and entertainment options and serves as the central-hub of Noblesville.

Uses



Intensity



Anticipated Intensity

The downtown contains multi-unit residential, office, retail, eating and drinking places. Uses are primarily vertically mixed throughout the downtown with retail, dining, commercial, and services located on the first floor while offices and residential uses are located among the upper floors. Buildings can range in size and are typically between 2-5 stories in height. As development continues into downtown, measures must be in place to protect existing neighborhoods from incompatible commercial uses.

Underlying land uses are to be determined for the Downtown/Central Hub as an amendment to this plan.

Connectivity

The downtown provides high-priority accessibility to pedestrians with complete streets serving the downtown. All buildings should be front facing with bicycle facilities and storage located throughout the downtown. Parking is well managed through parking garages, on-street parking, and underground garages. Surface parking lots are discouraged.

Amenities

Residents are within walking distance to parks and open spaces. Public spaces, schools, and civic spaces are embedded within the area and are accessible by foot. Trees and planters are common along sidewalks with gateway and wayfinding signage readable at the pedestrian scale.

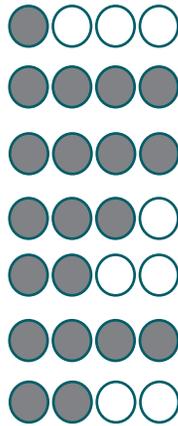
Activity Center: Destination

Destination centers provide a mixture of amenities that accommodate entertainment, park, and retail attraction sites including the Ruoff Music Center, Federal Hill Commons, and Hamilton Town Center.

Uses

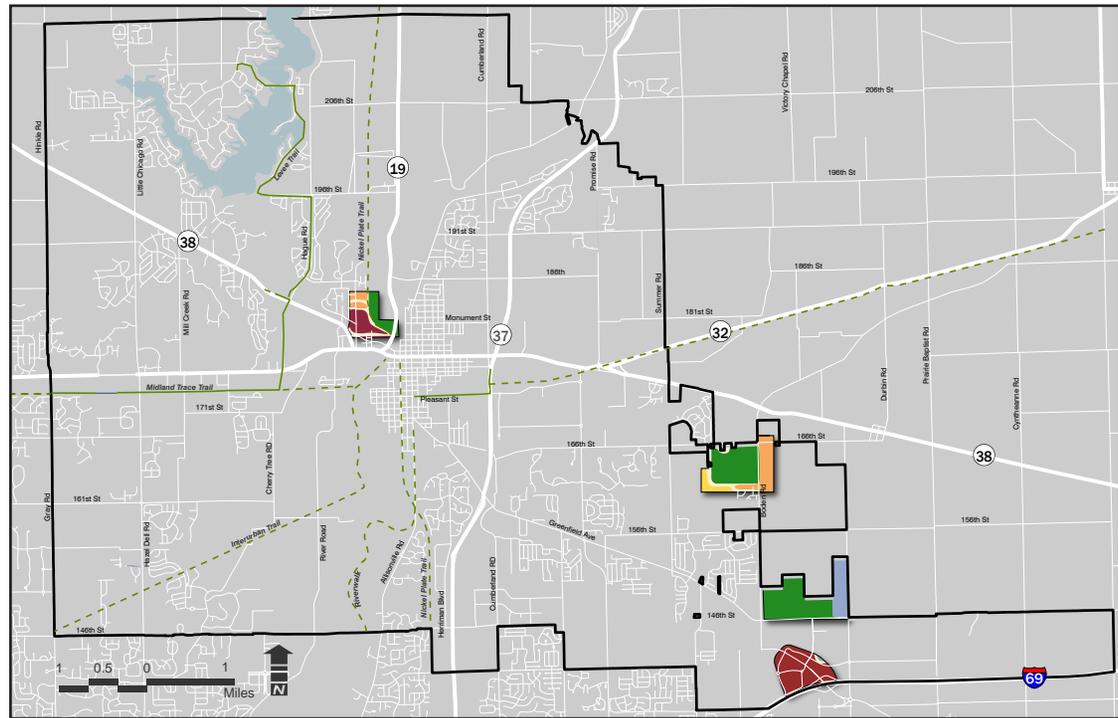
- Residential
- Infill Residential
- Mixed Residential
- Commercial
- Institutional
- Parks & Recreation
- Employment

Intensity



Anticipated Intensity

A mix of residential, recreational, office, entertainment and institutional uses are permitted based on surrounding context. Form, scale and intensity of use within this area must also fit into the surrounding context.



Connectivity

Typically nestled within intersections of major roadways. The centers must provide safe pedestrian connections across intersections. Retail uses must provide adequate and safe pedestrian connections into and within developments.

Amenities

Semi-public and public spaces are encouraged. Outdoor seating and activated storefronts are common features among retail locations. Campus green areas and public spaces are common features surrounding attraction sites.

LAND USE PLAN

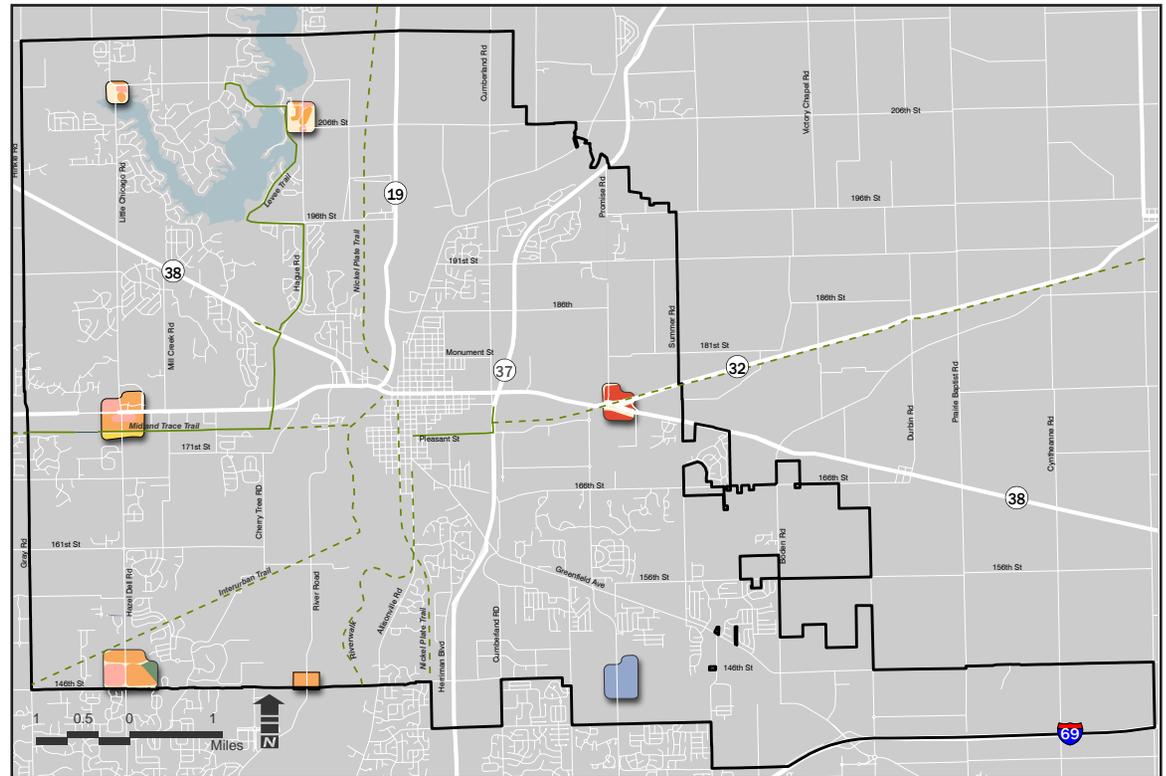
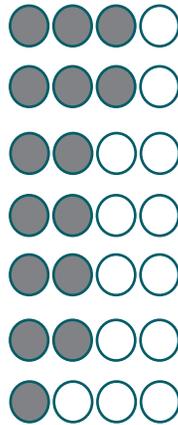
Activity Center: Neighborhood

Neighborhood mixed-use provides local amenities primarily serving the needs of residents within proximity to the area.

Uses



Intensity



Anticipated Intensity

A mix of residential, recreational, office, entertainment and institutional uses are permitted based on surrounding context. Form, scale and intensity of use within this area must also fit into the surrounding context.

Connectivity

Typically nestled within intersections of major roadways. Must provide safe pedestrian connections across intersections. Retail uses must provide adequate and safe pedestrian connections.

Amenities

Residents are within walking distance to parks and open spaces. Public spaces, schools, and civic spaces are embedded within the area and are accessible by foot. Trees and planters are common along sidewalks with gateway and wayfinding signage readable at the pedestrian scale.



TRAVEL IMPLICATIONS

In addition to future land use planning, it is essential for communities to have a plan for roadway infrastructure for multiple reasons. In 2008, the City of Noblesville adopted a Thoroughfare Plan to improve future access, circulation, and connectivity throughout the community. Since then, some planned roadway projects such as the roundabout at the intersection of Olio Road and Tegler Drive and the road extension of Town and Country Boulevard have been completed. Other planned roadway projects are still in the making.

The thoroughfare map on the following page classifies existing and proposed roadways into 6 categories; interstate, state, primary, secondary, collector, and local. Often times the classifications are determined by the level of service provided which considers speed, traffic flow, and driver comfort. The following pages outline some of the key points of the Thoroughfare Plan.

Roadway Classifications

As previously mentioned, all major thoroughfares are assigned a functional classification using a system that is established and administered by INDOT. Within the City of Noblesville:

- The highest-volume roadway within Noblesville's planning area is Interstate 69, which passes through the extreme southern portion of the City.
- The primary arterials carrying the highest volume of traffic across the City, are S.R. 37, S.R. 38, S.R. 32, and 146th Street. While state roadways are under INDOT's jurisdiction, it is necessary for Noblesville to consider and recommend changes to INDOT to address the city's thoroughfare needs.
- Traffic count maps present average annual daily traffic (AADT) that is carried by roads in Noblesville.
- Traffic count data is used by both the City and by the State to determine where new road projects may be warranted and where roadways are beyond capacity. Capacity decisions correlate with the previous functional classification map as the larger roads (S.R. 37, S.R. 38, 146th Street, and S.R. 32) have the highest traffic volumes.
- Noblesville's Thoroughfare Plan is not the same as a functional classification map. Since functional classifications are determined at the state level, Noblesville's future thoroughfare plan identifies recommended changes through local planning.

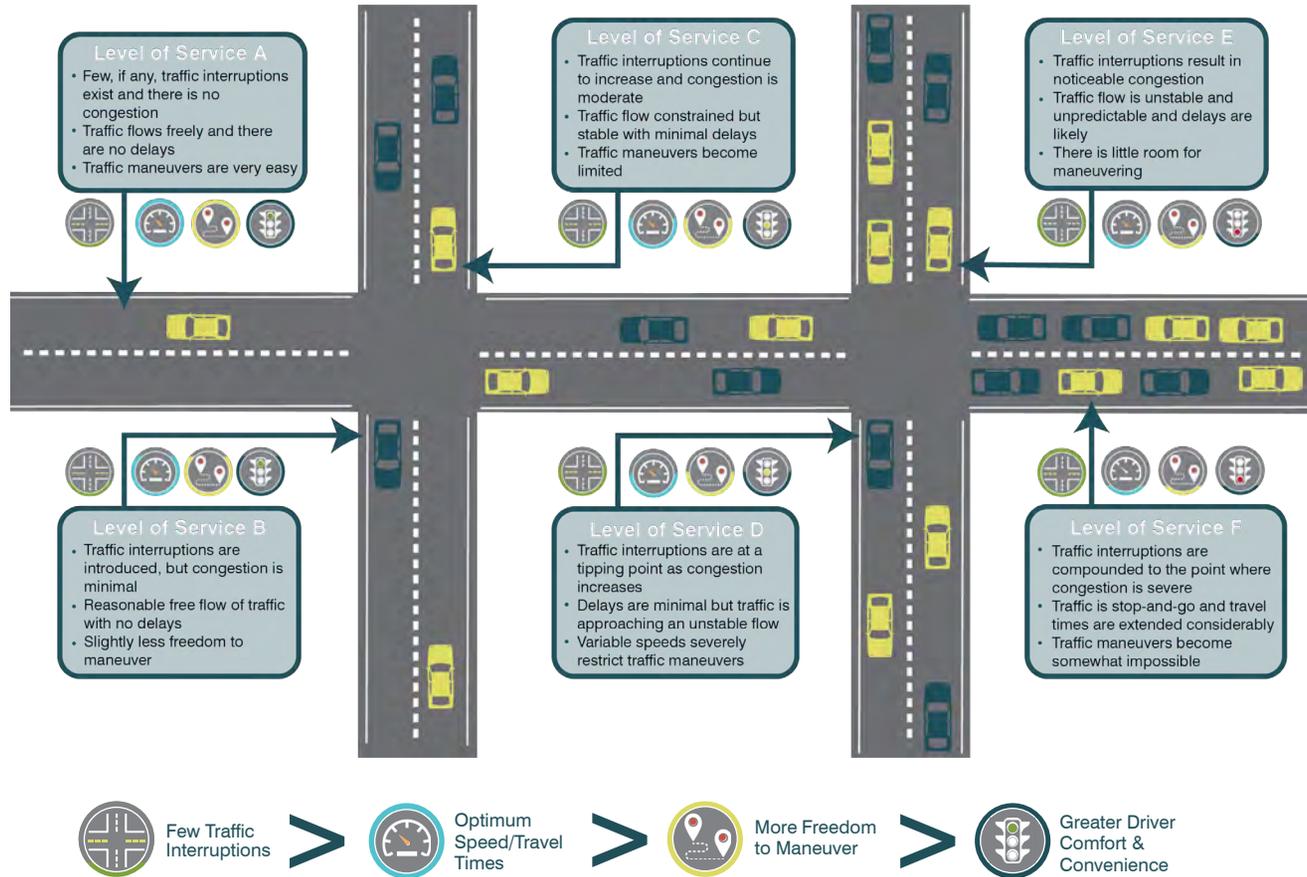
Transportation Improvements

Major infrastructure-siting policies identified by the City of Noblesville Department of Planning in response to the 2019 Thoroughfare Plan, are likely to include:

- Preventative measures that will keep development from establishing curb cuts or driveways along either side of a county road
- Adding road miles in an efficient and sustainable way
- Establishing right of way standards (ROW) for significant east/west and north/west corridors.
- Ensuring that each roadway has the proper designation and/or roadway classification
- The mileage of new public roads created/accepted in designated growth areas or areas of increased growth as opposed to preservation areas
- The number and acreage of new lots created in designated growth vs. rural areas, with a possible distinction made between subdivision and non-subdivision lots
- Access management and other traffic calming measures
- Bicycle and pedestrian connectivity
- Incorporation of green stormwater infrastructure
- Provisions for alley access and connectivity

LAND USE PLAN

Level of Service



Level of Service

The level of service infographic was created as an educational tool to illustrate the how a roadway operates at the various levels and the differences between each. The graphic helped the project team explain how level of service is different than school grades. For a roadway to be operating at an efficient level, it *does not* have to be at LOS A. Most design or planning efforts typically use service flow rates at LOS C or D to ensure an acceptable operating service for users. Currently, the city uses LOS D as an accepted LOS and is used for road impact fee studies.

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07

ACTION PLAN

This action plan answers the question, “How are we going to get to where we want to be?” Organized between six distinct categories beginning with housing and jobs and ending with growth management, each element of the action plan includes a policy objective, strategy summary and a list of action steps. Each element of the action plan is intended to house mutually reinforcing strategies and action steps.

ACTION PLAN



INTRODUCTION

How to use the action plan? In addition to the six categories, there are three components that make up the action plan; policy objectives, strategy summaries, and action steps. Each component is described below.

Policy Objectives

Policy objectives are the “What” as determined by “Whom.” Written as concise statements of community intent, policy objectives are the measures by which individual actions and decisions are evaluated.

The policy objectives included on the following pages are the standards, or principles, to which the existing Noblesville community aspires. They are the value propositions, or promises to current and future generations of the City.

Strategy Summaries

Strategy is “How.” A strategy identifies the course of action, or the path, for local decision makers to follow, which in this case includes developers and individual property owners. Strategies should be sufficiently quantifiable so as to gauge the appropriateness of a land use or development decision. Further, they should also be written in such a way as to be easily understood by both the decision-makers and the general public.

The strategy summaries included on the following pages offer ways in which to align day-to-day decision-making with the community-derived vision for the future, or build support for a local policy or decision.

Action Steps

As the comprehensive plan is a broad document with a long-term planning horizon (20 or more years), the action steps are specific tasks that can be completed in the near-term (three to five years). The completion of executing the tasks and implementing policies is carried out through the Noblesville Plan Commission, the Noblesville Common Council, and the Planning Department.

The authority to develop and adopt the plan lies with the Noblesville Plan Commission. However, the ability to allocate resources and to implement one or more components of this plan lie with the Noblesville Common Council. Most importantly, both the plan commission and council are to ensure that the city has the capacity and resources to implement the policies, strategies, and action steps that are outlined in the following pages. On a day to day basis, it is the Planning Department’s responsibility for seeing that these policies, strategies and action steps are implemented and reported on over time.

Because what gets measured gets done, the action steps must be measurable. The action steps included on the following pages are the specific tasks that planning staff can do to ensure the City’s tools are the right tools, and that steps are being taken to implement the City’s vision.

Capstone Projects

This action plan houses over 30 policy objectives, each with multiple action steps to complete in order to work towards achieving the objective. In an effort to help prioritize or call to attention the importance of the project, there are 4 policy objectives that have been labeled as a capstone project. In most instances, there will be a number of strategies and action steps within each section that need to be completed prior to embarking on the capstone project for that section. The capstone projects are:

- Land Use Pattern Book & Infill Design Toolkit
- Multi-modal Transportation Planning
- The Riverwalk: A Riverfront Redevelopment
- Fiscal Impact Modeling

ACTION PLAN

HOUSING & JOBS

Introduction

There are a number of social, demographic, and economic trends that have caused recent shifts in how land is used and developed. One such trend is in creating livable communities that provide increased economic opportunities, active lifestyles, and walkable urbanism. It also includes enhanced measures to protect, restore, and connect people to natural areas and permanent open space.

Generally speaking, residents follow jobs, retail follows rooftops, and all land uses have an impact on the City's ability to finance and deliver public services. While residential real estate provides housing for thousands of households and often is the greatest source of wealth and savings for many families, housing rarely pulls its own economic weight. The costs associated with most residential developments can often exceed the tax revenue that is generated. This is especially true for new residential developments that require roadway and utility infrastructure to be extended. And while residents can, and often do, work from places outside of where they live, it is often the industrial and commercial developments that generate the revenue needed for a community to simply maintain its fiscal health.

To retain and attract an agile workforce requires thoughtful consideration of the need attainable housing. Low and middle income housing plays a substantial role in local economic development. It provides a competitive advantage to any community that is looking to retain and attract qualified workers. This substantiates the inherent need to accommodate and balance a mix of residential and non-residential developments as

well as the type and mix of housing types.

Liveable Communities

Livable communities exhibit several key characteristics:

Design – designing places – both urban and suburban – buildings are oriented to the street, parking is in the rear; block sizes are small; street connectivity is high; sidewalks are wider and lined with trees. Both individual buildings and larger developments are scaled, massed, and laid out in such a way as to produce a compact, pedestrian-scaled environment.

Density – increasing both the total number of households and the number of non-residential destinations in a given area. This results in increasing the local buying power of a community while simultaneously accommodating employers, retailers, and eating and drinking establishments closer to where people live and work.

Diversity – an increase in the number and types of land uses. This is achieved by residential and non-residential uses that are allowed to locate close to one another, vertically or horizontally. Leveraging good design, a modest increase in residential density, and diversity of land uses, housing types, and housing prices will allow distinctive and exciting places to be created.

Destinations – maintaining, enhancing, or creating community focal points, such as parks, village centers, a vibrant downtown, civic spaces, and other public gathering places and connecting them to neighborhoods, employment centers, and

institutional campuses.

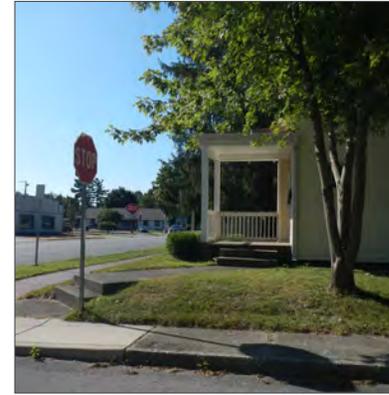
Building from the findings and recommendations of the 2018 Housing Policy Guide, the following policy objectives, strategies, and action steps describe tasks the City can complete to influence the design, density, diversity and increase the number of destinations in any given area to retain and attract a qualified, agile workforce.

Policy Objectives

The policy objectives that relate directly to housing and jobs include:

- 01.** Becoming well-equipped to facilitate parcel-level infill development, larger scale redevelopment, and future growth.
- 02.** Assessing the capacity of the local housing supply and its relative condition over time.
- 03.** Incrementally increasing the City's net residential density.
- 04.** Accommodating a full range of housing options across various parts of the community.
- 05.** Expanding, in number and in type, the opportunities for attainable housing.
- 06.** Increasing the number of instances where residents can access most of their daily needs within walking distance.
- 07.** Assisting with the retooling of the City's development incentive packages and performance criteria based on a few targeted public policy goals.

- 08. Actively partnering in workforce development efforts led by the Economic Development Department.
- 09. Actively participating in the retention, expansion and attraction of jobs.



ACTION PLAN

CAPSTONE PROJECT: Land Use Pattern Book & Infill Design Toolkit

Policy Objective

Become well-equipped to facilitate parcel-level infill development, larger scale redevelopment, and future growth.

Strategy Summary

Land-use patterns are determined both by physical attributes of a landscape and socio-economic factors. Land use in the City of Noblesville is the result of the interactions that take place among economic, regulatory, environmental, geographic, social, and cultural forces over time. In addition to facilitating new growth and development, the City must be equally diligent about facilitating infill development and redevelopment. As existing developments begin to reach the end of their intended lifespan and the quantity of vacant developable land continues to diminish, infill development and redevelopment represent an increasing proportion of the development activity in Noblesville.

A comparative land use tool and decision tree differs from specific local government permit application checklists that address development and redevelopment projects. By offering more of a macro view, the land use pattern book can be applied quickly and easily by local government staff to compare how proposed projects respond to community values and the City's priorities. The typologies themselves are descriptive, non-hierarchical, and primarily based on the physical properties of the existing and proposed land uses. By providing a clear visual framework to assist in the prioritization of planning and negotiate the best possible outcomes of proposals that fit within the City's long-term vision, the City can become even more efficient and effective at:

- Accommodating a range of choices in housing and lifestyle
- Adequately addressing the unique challenges, such as commercial creep and redevelopment of historic structures of a particular neighborhood or area
- Retaining and enhancing distinctive neighborhood and community characteristics
- Supporting a number of environments in which homes are closer to quality services, employment, education, alternative modes of transportation, cultural opportunities, and recreational facilities
- Disseminating a greater understanding of land use settlement patterns and the types of development projects that will sustain the City in the future
- Discerning the opportunity costs of the associated development
- Correlating community-held values with the values of a proposed project
- Assisting local policy and decision makers in finding effective ways to enter into more productive conversations about current and future community and economic development opportunities

Similarly, established residential neighborhoods often present opportunities for additional housing through development of vacant/abandoned lots or removal of obsolete or unsafe structures. This activity presents the opportunity to improve the fabric of an existing neighborhood. The Urban Land Institute (ULI) notes that the back-to-City trend is energizing demand for infill units in

established areas such as Noblesville's core.

Many challenges are inherent to developing or redeveloping vacant and underutilized parcels in established neighborhoods. These challenges include the scattered location and potentially low number of infill parcels, obsolete development regulations, outdated infrastructure, and potential environmental contamination (brownfields). Furthermore, many modern development regulations favor the development of greenfield properties where there are few constraints and land is readily available. To promote and facilitate infill development and the redevelopment of underutilized areas, the resulting Land Use Pattern Book would be accompanied by an Infill Design Toolkit that is designed to:

- Improve the aesthetics of underutilized and blighted areas and help catalyze additional revitalization efforts.
- Increase or enhance local tax revenues in parts of the City that are already served by public and public serving utilities.
- Incrementally increase the residential density and account for the need to increase attainable housing across the entire Noblesville community.

The following action steps represent some, but not all, of the activities necessary to accomplish this objective. Rather, they are intended to be pursued alongside several other objectives including those that are outside of this policy objective.

Action Steps

01. Further develop the planning transects for a Central Hub Sub-Area Plan, and supplement them with corresponding land use typologies.
02. Identify non-residential buildings with the potential to be adapted to residential use.
03. Designate targeted residential infill and (non-residential) redevelopment areas.
04. Develop and publish an infill design toolkit, a problem-solving resource containing strategies for achieving context-sensitive design in infill development. This toolkit would set forth ways of overcoming some of the unique design challenges of development on individual parcels and smaller redevelopment sites.
05. Convert application data into a consistent language that can be easily compared.
06. Develop and share graphic illustrations of the City's desired housing types including residential, non-residential, and mixed-use development patterns.
07. Where none exist, or where they are not easily recognizable, identify neighborhood boundaries whether historic or existing. Elect leadership roles within each neighborhood akin to homeowner's association presidents to further strengthen communication efforts.
08. Access the current Unified Development Ordinance for ways to reduce one or more land use restrictions or the various architectural, bulking, massing, open space, or setback requirements.
09. Amend the current Unified Development Ordinance and zoning map to adjust requirements so that residential activity levels, architecture, bulk, massing, open space and setback requirements are more in-line with the character of existing development while also taking into account the desired transect.
10. Work with the Economic Development Department to retool the City's incentive packages to offer incentives to developers and property owners for property rehabilitation and infill construction.
11. Work with the Engineering Department and Utilities to fast track planned infrastructure and services upgrades in designated infill and redevelopment areas.
12. Establish a process and timeline for monitoring and updating the Land Use Pattern Book and Infill Design Toolkit.

ACTION PLAN

Housing Supply

Policy Objective

Assess the capacity of the local housing supply and its relative condition over time.

Strategy Summary

To fully leverage the findings and recommendations of the residential market analysis completed as part of the City's 2018 housing study, the City will need to periodically evaluate and analyze its existing housing stock. Of particular importance will be the need to continue to make note of supply characteristics, including: vacancy rates, class of housing products, rental rates, absorption trends, development amenities, unit types and sizes, rents, and the year a structure was built. The analysis would also take into consideration changing demographic characteristics related to population, number of households, household type and size, income characteristics, employment, and owner versus renter occupancy.

Questions to consider when analyzing the housing stock include:

- Where will potential buyers and renters likely be moving from (draw area)?
- Who currently lives in the draw areas and what are they like?
- How many are likely to move to Noblesville given appropriate units are available?
- What types of units will be in demand?
- Do those appropriate units currently exist or do they need to be constructed?

- How quickly might they buy or rent these units?

The local policy and decision makers can continue to use this information to refine the City's newly established housing policy and to coordinate the activities of multiple City departments, local community organizations, and private stakeholders. By continually assessing both the positive and negative trends affecting the community, City leaders can further anticipate housing trends and ensure that residential development regulations allow for the construction of units in demand.

Action Steps

01. Create or otherwise subscribe to a third-party vendor that offers services for the creation and maintenance of an easily accessible online dashboard (dynamic or static) that shows:
 - Housing vacancy rates
 - Housing costs and affordability
 - Housing mix and type
 - Building inventories
 - Permits issued
 - Housing under construction
 - Absorption rates (or assumptions)
 - Demographic/household information (including population and housing projections)
 - History of incentives issued or offered
 - Values
 - Other similar statistics

02. Establish a mechanism and framework for maintaining the development dashboard, and the ability to monitor and report on the data.
03. Establish a preliminary set of performance measures related to the makeup of the City's housing stock, as well as methods to regularly record and share this information over time.
04. Periodically provide key leadership, department heads and governing bodies with a summary snapshot of the City's housing stock, identifying known gaps or deficiencies and the steps that the City's Planning Department is prepared to take to update local policies or regulations related to housing.



ACTION PLAN

Residential Density

Policy Objective

Incrementally increase the City's net residential density.

Strategy Summary

While older parts of a community tend to offer a variety of housing options, conventional subdivisions contain a homogeneous housing stock that caters to one particular segment of the market. Oftentimes, an individual will not have the same demands through their entire life and find they need to relocate outside of their neighborhood or community to meet their housing needs. As families expand there is more demand for areas in which different family generations can live closer together. Integrating several different housing types within a primarily single-family residential neighborhood can have a significant impact on the long-term viability of a neighborhood. It will also meet the needs of Noblesville's residents as their station in life and housing preferences change.

Even older, established neighborhoods can stand to benefit from increasing both the number and type of housing options available. Accessory dwelling units offer a number of benefits when working to increase the City's residential density. They increase the number of housing units within a neighborhood without significantly altering the underlying fabric of the surrounding community. It allows aging adults to live closer to their families and provides an attainable option for young professionals who are entering the workforce to set down roots in an otherwise established neighborhood. Furthermore, it offers a source of passive income for property owners looking to help offset their own housing costs or increase

their disposable income.

Action Steps

01. Determine the most appropriate base residential zoning districts to increase residential densities and propose amendments to the Unified Development Ordinance.
02. Develop a set of criteria or requirements to be incorporated into any new planned unit development and amend all applicable provisions of the City's planned unit development regulations, development requirements, and local review and approval processes accordingly.
03. Prepare educational materials to be distributed by the City to homeowner's associations and real estate agents describing the change.
04. Establish a preliminary set of performance measures related to the densification of the City's residential neighborhoods, as well as methods to regularly record and share this information over time.



ACTION PLAN

Unmet Housing Demand

Policy Objective

Accommodate the full range of housing options across various parts of the community.

Strategy Summary

Conventional zoning and subdivision regulation have become extremely rigid and are often responsible for creating neighborhoods where the only housing type that is permitted, by right, is detached single-family homes. In fact, there are often multiple residential land use classifications devoted to this particular housing type. Many communities, including the City of Noblesville, have begun to introduce standards and regulations that expand the definition of housing beyond single-family and multi-family residences.

Of particular importance are the missing middle housing types, specifically attached single-family homes and multi-family buildings. The Urban Land Institute (ULI) has found that the proximity of this type of multi-family to single-family housing actually has an upward impact on property values and net property tax receipts. Furthermore, ULI found that the type of market that attached single-family housing often attracts singles or couples without children which places no additional demand placed on area schools.

Some of the benefits of accommodating the missing middle housing types in more base zoning districts, by-right, include:

- Moderate increases in residential density, but at a lower perceived level
- A more sustainable and efficient use of public infrastructure
- An increase in the total buying power of an area and its ability to attract retail and services within or near the area
- The ability to maintain the character of the area in terms of comparable lot widths and building footprints
- The ability to accommodate the construction of smaller housing units which can often translate to lower development costs and make them more accessible to a growing number of home buyers.

In 2016, the City commissioned a three-part housing study to:

- Gain a better understanding of the make-up of the City's current housing stock;
- Determine what the future demand for housing might be; and
- Identify specific development regulations to modify.

The result is a housing policy guide that is equal parts market analysis, design guidelines, and land use regulations to assist with local efforts to:

- Expand the types and mix of housing products;

- Identify locations for residential infill and redevelopment; and
- Incentivize and/or actively recruit homebuilders.

Action Steps

- 01.** Develop a full set of detailed definitions to characterize the desired housing stock.
- 02.** Prepare an annual forecast of the future supply and demand taking into account population projections, housing trends, and consumer preferences for housing and neighborhoods.
- 03.** Develop and then institutionalize a series of routine market reports to provide to local policy and decision makers to identify or discuss opportunities to partner with private investors and respond to underserved markets.
- 04.** Identify and explain good examples of compatibility between various housing types.
- 05.** Review and assess the City's current Unified Development Ordinance to accommodate accessory dwelling units near the central core, and the missing middle housing types throughout the entire community.
- 06.** Determine where accessory dwelling units can and should be permitted by right, and propose amendments to the Unified Development Ordinance.
- 07.** Determine which provisions of the Unified Development Ordinance need to be amended to allow established residential districts to incorporate attached single-family housing units, by right.

08. Amend the appropriate residential districts of the Unified Development Ordinance to include standards and regulations for the construction of missing middle housing types, by right.
09. Develop a set of criteria or requirements to be incorporated into any new planned unit development and amend all applicable provisions of the City's planned unit development regulations, development requirements, and local review and approval processes accordingly.
10. Revise the City's review and approval processes to require developers and builders to demonstrate an understanding of the City's need to offer a variety of product types at various price points and support findings with economic data.
11. Prepare educational materials to be distributed by the City to homeowner's associations and real estate agents describing the change.
12. Establish a preliminary set of performance measures related to the incorporation of the missing middle housing types, as well as methods to regularly record and share this information over time.

ACTION PLAN

Attainable Housing

Policy Objective

Expand, in number and in type, the opportunities for attainable housing.

Strategy Summary

The construction and management of attainable housing is often done by non-profit agencies and non-profit developers specialized in such projects. In addition to construction and management, these non-profits may also provide housing assistance services, deliver social services, and advocate for attainable housing. Local municipalities are often partners in these projects to coordinate funding and other incentives. Private sector developers rarely develop attainable housing without financial assistance from non-profits or government because the projects do not provide sufficient revenue. They may also lack knowledge of the funding and approval processes, and on a geographic level, where the attainable housing is needed most.

Non-profits and private sector developers can collaborate on mixed-income projects to the benefit of both groups. Private sector developers can provide technical building and development expertise and a different set of financial resources. Non-profits can help to identify the areas of need, receive alternate funding not available to private developers, and help to navigate the attainable housing process. The City should work to facilitate these partnerships and provide assistance where possible.

Action Steps

01. Complete a Housing Needs Assessment to determine the current and forecasted need within the community by
 - Identifying the target population
 - Writing a clear goal that states the desired outcome of the assessment
 - Deciding who will conduct the assessment and how it will be paid for
 - Establishing a public engagement plan
02. Explore creating a standard that requires a percentage of newly constructed units to be attainable to those with area median incomes that fall under a certain percentage.



ACTION PLAN

Walkable Urbanism

Policy Objective

Increase the number of instances where residents can access most of their daily needs within walking distance.

Strategy Summary

Following World War II, modern zoning has neatly carved the City into various districts of residential, commercial and industrial use. Each of these uses is organized and isolated from the other. Although this seemed like a good idea at the time, it has led to cities that are no longer walkable and require quite a bit of travel to move from home to work or to play.

Throughout the same period of time, the makeup of the traditional family and household changed considerably. Traditional two parent with children households have decreased and singles are estimated to soon be the largest share of households. Also, the baby boomer generation is now entering retirement years which means increased demands for walkability.

Walkable urbanism reverses this trend of isolationism and operates on the premise that a place is more attractive when housing is closer to jobs and the necessities of everyday life. By blending residential, commercial, cultural, institutional, and in some circumstances, industrial uses into one area, walkable urbanism:

- Allows for greater housing variety and density
- Reduces travel costs between housing, workplaces, retail businesses, and other destinations
- Encourages more compact development

- Strengthens neighborhood character
- Promotes pedestrian and bicycle friendly environments

Action Steps

01. Identify centers of activity and establish a walkable radius of one-quarter or one-half mile and designate the area as mixed-use.
02. Replace minimum parking requirements with comprehensive parking management strategies.
03. Amend the Unified Development Ordinance to allow targeted non-residential uses within residential zoning districts, by right.
04. Develop a set of criteria or requirements to be incorporated into any new planned unit development and amend all applicable provisions of the City's planned unit development regulations, development requirements, and local review and approval processes accordingly.
05. Reference the City's thoroughfare plan and assess the potential for eliminating unnecessary road capacity recommendations.
06. Identify street intersections where visibility is poor, and work with engineering, streets and utilities to improve visibility at intersections.
07. Identify streets with unsafe travel speeds and coordinate with engineering, streets, and utilities to plan, design, install and maintain traffic-calming measures.



ACTION PLAN

Policy-based Development Incentives

Policy Objective

Assist with the retooling of the City's development incentive packages and performance criteria for non-residential development or targeted residential areas within or near the downtown.

Strategy Summary

Development incentives are used to motivate developers to provide a public benefit that they would not otherwise provide, in exchange for increases in development potential, streamlined approval processes, or lower development costs. Development incentives come in many forms, including:

- Tax abatements
- City-led infrastructure and amenity upgrades
- Reduced impact fees
- Fast track or streamlined permitting
- Reduced development requirements for standards such as lot size, setback, or parking
- Tax deferrals
- Density bonuses

Incentive tools such as tax abatements are an important weapon in the economic developer's arsenal to help attract and retain key businesses that will generate jobs and wealth for the local economy. There are a number of best practices that other communities have used to help protect public investments in the private sector, but also make sure they remain competitive in growing their community. Best practices include:

- Aligning incentives with a well-defined economic development strategy.

- Conducting a thorough cost-benefit analysis of a development proposal request to determine the overall net fiscal impact in relation to the economic return to the community in the short-, mid- and long-term future.
- Establishing clear performance criteria, such as the number of jobs created, increases in the assessed valuation, wages offered to employees, participation in workforce training programs, and infrastructure development. Penalties or clawback provisions will need to be incorporated should the property owner fail to meet the agreed upon performance requirements.
- Providing oversight and regularly evaluating the City's incentive program and offerings.

While the City's Strategic Economic Development Plan, as amended from time to time, is intended to house the City's overarching economic development strategy, the action steps that follow build off of the first best practice and ensure that the City's development incentives align with a well-defined set of community and economic development goals.

Action Steps

- 01.** Work with the Economic Development Department to develop a comprehensive set of community and economic development goals to develop a clearly defined set of policy based development incentives.
- 02.** Evaluate the City's current financial incentive program and products for their ability to realize the City's broader community and economic development objectives.
- 03.** Systematically revise the City's development incentives program to target the desired outcome.



ACTION PLAN

Job Growth

Policy Objective

Actively partner in workforce development efforts led by the Economic Development Department.

Strategy Summary

Oftentimes, labor force problems are not a lack of workers, but a lack of workers that possess the necessary skills for a particular job. Growing and expanding industry sectors is limited by the available supply of qualified labor. Providing and improving a ready and trained workforce greatly improves a locality's ability to attract, retain, and expand business and higher wage/higher skill jobs. Monitoring Noblesville's industry strengths and emerging industry clusters, in terms of labor needs, helps as part of the City's overall business attraction, retention and expansion strategies.

The Economic Development Department and the Workforce Development Council are continuously engaged in the local business community to help determine potential skill gaps, among other things. In addition, the Workforce Development Council has partnered with local schools and higher education institutions, such as Ivy Tech, to develop training programs that address skills gaps issues with the incumbent and emerging workforce. Business roundtables are another great component of the City's overall business retention and expansion strategy. Specific examples include:

- Internship program across various City departments and agencies
- Workforce Development Council

- Workforce 200, a group that is convened by the Economic Development Department to discuss ongoing workforce issues in general, as well as how to address education and workforce needs for at-risk youth
- Hamilton County Workforce Innovation Network (HCWIN) to offer a site at Ivy Tech Hamilton County i for workforce training through partnerships across public education, the business community and the State Department of Workforce Development (DWD)
- Stay Here Grow Here, Noblesville's formal business retention and expansion program initiated in 2012 continues to strengthen communication between the City and the local business community.
- Accelerate Indy program sponsor, providing a framework by which the Indianapolis region can realize economic development opportunities and better utilize existing assets while boosting the region's collective image
- Career ladder programs to improve access to higher paying jobs through continuing education and training

While the City's Strategic Economic Development Plan, as amended from time to time, is intended to house the City's overarching workforce development strategy, the action steps that follow build off of the need to continually engage with employers and their employees. It further recognizes that quality of life and quality of place play an instrumental role in retaining and attracting

workers.

Action Steps

01. Identify opportunities to accompany representatives from the City's business retention and expansion program when they visit local businesses.
02. Explore ways to offer information and assistance to businesses with respect to land use and transportation as well as enforcement or development and redevelopment opportunities where necessary.



ACTION PLAN

Business Growth

Policy Objective

Actively participate in the retention, expansion, and attraction of jobs.

Strategy Summary

Working with the Economic Development Department, the Planning Department seeks to assist in the City's efforts to support job growth by growing the supply chain and fostering business startups and small business.

The supply chain refers to the overall process from moving a good from raw materials to finished product for the consumer. An individual business's supply chain includes the suppliers that sell goods to the business and the buyers who buy finished product from that business. Depending upon the type of business, economic forces such as transportation costs or the need for specialized skilled labor pools make it more advantageous for various business types to locate closer together. These are called business clusters. A cluster analysis with a supply chain focus can identify existing product flows and help determine if attraction of new businesses or expansion of existing businesses can decrease supply chain costs and improve the overall business climate. This can be done through a combination of cluster analysis and identification, econometric modeling, and individual interviews and surveys with local businesses.

Supply chain analysis can help a region understand how a regionally significant industry is connected to other industries located both inside and outside the region. By understanding the way the industry fits into its overall supply chain, the region can begin to make strategic decisions

about the types of industries it should seek to attract, retain, and help expand.

While the City's Strategic Economic Development Plan, as amended from time to time, is intended to house the City's overarching supply chain development strategy, the action steps that follow build off of the need to continually monitor the City's land use and development regulations for their ability to foster and support economic development efforts. Further, it recognizes that quality of life and quality of place play an instrumental role in retaining and attracting employers.

Starting or maintaining a small business is a complicated endeavor. Compliance with Federal, State and local regulations, maintaining cash-flow, financials, and human resources can be overwhelming and time consuming. A one-stop center can provide an easier way for small business owners within the City to get information on local regulations, code compliance, and licensing and regulations all in one place. It can also serve as a liaison with other City departments to help resolve issues or streamline the application processes. A one-stop center can also help direct business owners to the correct State and Federal agencies for issues that may be outside of local control.

An efficient one-stop center should be able to address:

- All planning and development matters of concern to local business;
- Local economic indicators and labor market statistics;
- Local development plans;

- Land availability;
- Building regulations and permits;
- Business licensing and related permits;
- Connections with local financing and capital providers.

Action Steps

- 01.** Develop a list of attributes or characteristics that make for a "business-friendly" community from a land use (activity) and development perspective.
- 02.** Perform a high level audit of the current Unified Development Ordinance (UDO) to determine its level of "business-friendliness".
- 03.** Using the City's list of target industry sectors/clusters as determined by the Economic Development Department, determine if there are any barriers within the City's UDO and related ordinances to retaining or attracting businesses within each industry sector.
- 04.** Identify and acquire software that can assist in connecting with existing businesses to help the City understand and respond to their business needs.
- 05.** Work with representatives from the Economic Development Department to, among other things:
 - Determine overall information needs that existing businesses and new startups are requesting in terms of information, assistance and compliance;
 - Identify overall information that will be available through a one-stop venue;

- 
- Determine lead and partner organizations and responsibilities;
 - Market the business center through other economic development agencies, financial institutions and City departments.
- 

ACTION PLAN

ACCESS & MOBILITY

Introduction

Transportation and land use are inextricably linked. Land use activities have a strong bearing on needs, options, and issues relating to the local and regional transportation system. Road and other transportation improvements generally spur development. Both the location of the development and the pattern of development affect transportation access and mobility. This transportation-land use link is essential to managing growth, and successfully integrating land use changes and transportation improvements. Within the City of Noblesville there is a growing need for improving alternatives to the privately owned automobile. Of particular importance is the need to increase the number of options to bike, walk, and ride public transportation.

Successful integration of land use and transportation policies requires much more than strong comprehensive planning. Efforts need to be made to improve both transportation access and mobility, while simultaneously improving connectivity.

Access refers to the opportunity for system use based upon proximity to the mode of travel. Mobility refers to the ability and level of convenience to move goods and services. Connectivity refers to the location of the origin and destination of a particular user and is largely defined by how dense and direct the connections of the pedestrian and roadway networks are. A well-connected, multi-modal transportation network has many short links, numerous intersections, and minimal dead-ends. As

connectivity increases, travel distances decrease and route options increase. This allows more direct travel between destinations, creating a more accessible and resilient system.

Connectivity

Many communities use a connectivity index to measure how well new roads, roadway improvements, and other transportation facilities will connect destinations. Motorized and non-motorized connectivity are best measured separately as pedestrian pathways can often be used to connect cul-de-sacs or cross natural features where roads are not feasible or undesirable. By design, some roadways are completely devoid of pedestrian facilities.

There are a number of general “rules of thumb” when it comes to improving connectivity for pedestrians. They include the following:

- Encourage average intersection spacing for local streets to be no less than 300 to 400 feet.
- Limit intersection spacing for local streets to no more than 600 feet.
- Limit intersection spacing for arterial streets to no closer than approximately 1,250 feet.
- Limit spacing between pedestrian/bicycle connections to no more than 350 feet, accommodating mid-block crossings where block lengths tend to be longer.
- Limit block sizes to no more than 5-12 acres.

- Limit cul-de-sacs to no more than 20 percent of streets within a development.
- Limit the length of cul-de-sacs to no more than 200 to 400 feet.
- Discourage gated communities and other restricted access roads.
- Require multiple access points between a development and the arterial street network.

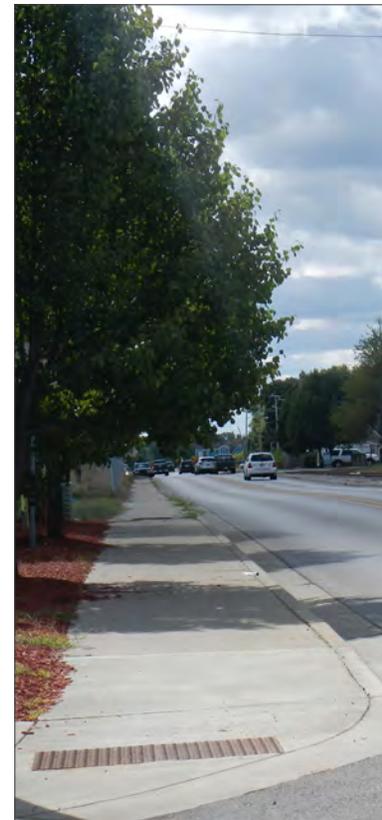
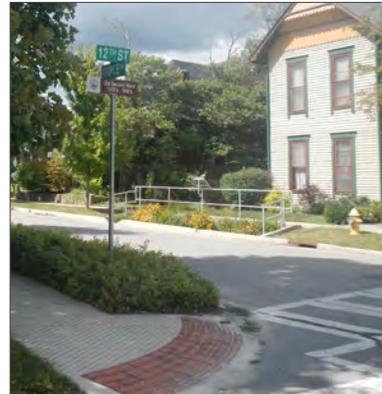
Building off of the findings and recommendations of the Noblesville Thoroughfare Plan, the Noblesville 2018 Housing Study, and industry best practices, the following pages describe the steps that the City can take to improve and enhance the local and regional transportation network.

Policy Objectives

The policy objectives that relate directly to access and mobility include:

- 01.** Completing the transition to multi-modal transportation planning.
- 02.** Maintaining an adequate supply of public parking and better manage the demand for parking within Downtown Noblesville.
- 03.** Increasing the City’s commitment to accommodating walking and biking.
- 04.** Anticipating changes in land use planning, urban design and transportation/transit planning as autonomous vehicles begin to come online.
- 05.** Offering guidance on the need to prepare for the adoption of plug-in electric vehicles (PEVs) in the Noblesville community.

- 06. Planning and programming capital improvements across all City departments, giving priority to areas that are experiencing or are expected to experience highest levels of residential or employment growth.
- 07. Working with Hamilton County and INDOT to influence the future use and design of strategic State and county routes.



ACTION PLAN

CAPSTONE PROJECT: Multi-modal Transportation Plan

Policy Objective

Complete the transition to multi-modal transportation planning.

Strategy Summary

All-modes streets, also called complete streets, are designed to allow the safe access and movement of all users regardless of age and ability: which includes pedestrians, bicyclists, motorists, and transit riders. An all-modes policy ensures adequate consideration is given to multiple transportation users and abilities when designing, constructing, and reconstructing roadways and adjacent transportation facilities.

An all-modes policy is not a design prescription that states all roadways must contain every transportation element possible or that existing roadways must immediately be retrofitted. Instead, the all-modes policy requires that consideration be given to each transportation mode (walking, bicycling, driving, and transit). Not all roads will be part of transit routes and some conditions may exist that prevent the inclusion of bicycle facilities. The intent is to recognize transportation corridors as more than streets for cars and to provide appropriate pedestrian and bicycle facilities in as many locations as possible.

Design elements of multi-modal streets often include:

- Sidewalks
- Dedicated bike lanes
- Safe and accessible pedestrian crossings
- Accessible pedestrian signals
- Comfortable and accessible bus stops

- Crosswalk countdown timers
- Pedestrian-scaled lighting
- Protected median islands for wide crossings

Not every street will need all of these elements. However, every street should be designed to balance safety and convenience for everyone, regardless of age, ability, or transportation mode. The benefits of these streets include:

- Improved safety
- Encouragement of walking and biking as opposed to driving
- Improved public health
- Improved environmental quality
- Allowance for mobility of the elderly, children, and persons with disabilities
- Fiscal responsibility through demand side management and expensive retrofits

The Noblesville Alternative Transportation Plan (NAT) complements the thoroughfare plan in mapping out future expansion of transportation facilities related to bicycling and walking. The NAT Plan has provided a good long-range vision of the future expansion of these facilities and has identified a number of future projects. The next step to further refine the NAT Plan is to develop an implementation strategy that would prioritize projects based upon need and the availability of funding from local and external funding sources. This will require interfacing directly with the Indianapolis Metropolitan Planning Organization (Indianapolis MPO), the regional agency responsible for long-range planning and funding

of local transportation projects.

Action Steps

01. Create an all-modes policy stakeholder committee with representatives from the Engineering Department, Planning Department, Plan Commission, Common Council, Parks Department, and community.
02. Establish a vision, strategy, and goals for the all-modes policy.
03. Develop evaluation criteria for the provision of necessary modes.
04. Draft an all-modes policy to guide future transportation decisions.
05. Adopt the policy.
06. Create an alternative transportation task force.
07. Prioritize projects identified in the Noblesville Alternative Transportation Plan.
08. Develop implementation schedules.
09. Identify and pursue funding opportunities.
10. Prepare a Transportation Master Plan that identifies policies, programs, and projects intended to improve facilities and services. This plan should balance the needs of the various populations and users of the transportation system within the City of Noblesville.
11. Identify a City staff person to act as lead coordinator/convener between the City and Indy Connect planning team.
12. Work with Hamilton County (or Clay and Washington townships) to: actively participate in the Transit Board; increase

funding for Hamilton County Express; and participate in any future efforts to create a county-wide vision for rapid transit for all or parts of Hamilton County.

ACTION PLAN

Downtown Parking Management

Policy Objective

Maintain an adequate supply of public parking, and better manage the demand for parking within Downtown Noblesville.

Strategy Summary

When it comes to parking, most communities with a strong central business district will tell you they have a parking problem. Some people believe that the problem is one of a perceived lack of parking spaces. Others will offer examples of areas where parking spaces are unavailable. The root cause of any real or perceived parking problem is often one of how well parking within a downtown area is signed, marketed, and managed. Often times the root of the problem is the important distinction between opportunistic parking – specifically the abundance of parking that is available at other employment and shopping destinations within a community – and dedicated parking.

There are several behaviors that complicate efforts to efficiently and effectively manage parking. First, people who might be best served by a longer-term parking space park in a time-constrained free parking space. Only to move their car to a different spot a few feet away as the time limit starts to approach. This phenomena has been described as “car shuffling.” When this occurs, the problem isn’t one in which there is a shortage of parking spaces, but rather a misuse of the spaces that are designed to facilitate rapid turnover throughout the work day. Another phenomenon that exists is one where business owners and/or their employees park their personal vehicles in the prime parking spots located just outside of their respective business. The resulting outcome is that business owners and/or their employees further hinder their

customers’ ability to park near the entrance to their business. As numerous studies have shown, convenient parking is often just a few more steps away. These two actions, combined with peak travel times, downtown deliveries, through traffic, and any number of mobility factors in the Central Business District, contribute to the pervasive opinion it is difficult to find a parking space in downtown Noblesville.

Parking is a resource and should be managed as such. A real and perceived lack of parking can deter visiting people from stopping downtown to shop, dine, or seek out public gathering places. Conversely, too much parking can have the effect of unnecessarily increasing sales prices and lease rates of both residential and commercial spaces. It also reduces the amount of developable land. To effectively manage parking in an area requires a specific and varied set of tools. The city’s existing parking management program should be updated to include one or more of the following strategies.

To maximize the city’s current parking system and ensure that parking is managed in the most effective and efficient manner going forward, both the current Unified Development Ordinance and existing parking management program should be reviewed and updated to:

- Ensure the Central Business District and surrounding areas offer both short and long-term (or daily) parking options. This would require using some combination of shared, remote, and area permit parking options. The appropriate rate structure(s)

will facilitate turnover in areas where there are high concentrations of uses. It will also ensure that there are spaces available throughout the entire day.

- Identify and promote more “park once” environments where motorists can park in one location and walk from place to place, visiting multiple destinations with one stop.
- Look into technological advancements in metered parking to improve the user experience and data collection, revenue collection to enhance the overall management of the parking system. Of particular interest are technologies which pair with smartphone applications that help motorists locate available parking spots and pay for parking using a variety of payment methods, and that will alert the motorist when their time is about to expire. For added functionality, look for data collection systems that can also facilitate demand-responsive pricing, if necessary.

In 2016 the City commissioned a parking study to identify options that can reduce time motorists spend looking for parking. In addition, turnover at the most convenient spaces was evaluated. To ensure that the City (and county) can continue to accommodate longer-term parking for both employees and visitors, the study recommended:

- Improving parking wayfinding signage, specifically the numbering, mapping, and increased visibility of the “P,” a universal symbol for surface lots and structures to identify a public parking spot.
- Updating the parking map.

- Acquiring land for a future (off-street) parking structure.

Because parking within the Central Business District is subject to ever-evolving demands, the City must consider multiple ways in which to address on-going and future parking concerns and issues. This would include maximizing the parking system and maintaining (or increase) its ease of use.

Action Steps

01. Create a land use and transportation self-assessment tool to compare current land use and transportation conditions against established best practices.
02. Utilize a study to develop best alternatives which may include changing; time requirements, permitting, parking practices of businesses, special spaces, wayfinding, metering and pricing, adding additional supply on or off street, and parking standards.
03. Determine recommendations to implement and modify the downtown strategic plan or long-term transportation plan as necessary.
04. Modify the UDO, if required, to change parking standards within the downtown area and adopt modifications.
05. Research the implementation of district-wide rather than site-based parking solutions.
06. Adopt parking maximums for the Central Business District and surrounding non-residential areas.
07. Establish a fund and offer developers the opportunity to contribute to the fund and support shared/public parking facilities in lieu of parking spaces on-site.
08. Establish a parking catchment zone where minimum parking requirements can be reduced for properties that fall within a given distance of a shared/public parking facility.
09. Further research, develop and adopt strategies that work to make existing parking more efficient, reduce future parking demand, and enhance (or do not hinder) walkability.
10. Create a parking management plan to include the collection of more data, analyses, possible system upgrades, and fee considerations.

ACTION PLAN

Bicycle and Pedestrian Mobility

Policy Objective

Increase, both in terms of the number and types of facilities, the City's commitment to accommodating walking and biking.

Strategy Summary

Using bicycles for recreation and transportation is becoming more popular. As urban areas grow, bicycle travel decreases congestion decreases pollutant emission and improves overall public health and well-being. Furthermore, bicycling can help fill the gap for the "last-mile" connection issues bus or rapid transit have with connecting the rider to their final destination.

Improving facilities is important for bicycle and pedestrian safety. In a twenty year old study, the Federal Highway Administration (FHWA) found that nearly 70 percent of hospital treated bicycle accidents did not involve a motor vehicle. These were accidental falls that occurred either on the roadway or facilities such as sidewalks. These incidents were the result of a lack of maintenance and other preventable hazards. Proper maintenance and improvement of facilities for bicyclists can decrease accidents and improve the overall enjoyment of riding. Capital improvement plans and public works projects should always evaluate and consider the addition of bicycle facilities to improve an all-modes approach to travel.

Improving facilities in private development is also a key component of promoting cycling within the community. Adequate facilities for secure bicycle parking and safe facilities for riding in private developments will improve safety and demand for cycling as a mode of transportation. As

development provides for parking and facilities for the automobile, development should also provide for facilities for the safe travel and secure parking for the bicycle. For example, many communities are modifying their development standards using a combination of requirements and incentives to improve bicycle facilities. With that being said, public/private partnerships can be a critical component in developing new and/or improving existing bike and pedestrian facilities. A public/private partnership is an arrangement between a public (government) entity and a private (non-government) entity by which services that are the responsibility of (or have traditionally been delivered by) the public entity are now to be provided by the private entity under a set of terms and conditions. Not only do these partnerships help meet financing needs, the overall level of service and design may improve because the infrastructure is a component of the development design.

Many contemporary neighborhood transportation networks were designed for vehicles and excluded walking and cycling. Furthermore, they often did not take into account the use of the street as an extension of the yard, especially where children and play activities are concerned. Frequently, roads were designed to be wide with large sight lines which encourages higher vehicle speeds. Newer techniques employ changes to roadway design that help reduce vehicle speeds and raise driver awareness. This collection of design tools is often called "traffic calming." This technique actually began in the Netherlands and was called "Woonerven" which translated means "living yards." The Dutch understood the local street in a residential neighborhood has multiple functions

apart from automobile travel.

Traffic calming usually utilizes the three "E" approach of engineering, education and enforcement. Enforcement usually takes the form of increased patrols as well as simple methods such as posting radar speeds on signs to make drivers more aware. This approach blends into the education measures which also includes outreach programs and signage for drivers to understand how to be more aware in residential areas. Finally, from a road design standpoint, a number of effective tools have been utilized to either slow vehicles or help discourage through-traffic on some streets. Although effectiveness varies based upon the design and use, Fehr and Peers, an engineering firm with expertise in traffic calming design, found overall speed reductions of 10 to 20 percent and/or overall volume reductions of 20 to 40 percent. Safety impacts saw reduced collisions from 11 to 75 percent dependent upon the design used.

Action Steps

01. Determine best-practice facility types that are considered acceptable from a design and engineering standpoint for Noblesville.
02. Incorporate facility design guidelines and standards into the overall construction standards for Noblesville for both public and private projects.
03. Modify and adopt changes to the UDO to incorporate facility standards and requirements for parking and travel into the ordinance.
04. Evaluate current regulations for their ability to require more bicycle and pedestrian connections. Require bicycle facilities on plans in addition to pedestrian facilities.
05. As part of the Capital Improvements Planning process, report on the progress annually/quarterly and update the CIP every 5 years.
06. Map and prioritize the construction of missing pieces of the trail system, including the activated alleys (existing and proposed).
07. Amend the UDO to incorporate traffic-calming standards and devices, such as raised intersections, raised crosswalks, curb extension, chicanes, textured pavement, roundabouts, neckdowns and chokers, diversters, into subdivision and roadway designs as appropriate.
08. Create a Riverfront Master Plan to address underutilized opportunities and growing recreational needs along the White River.
09. Continue planning for the Hague Road Nature Haven and begin implementation of the plan.
10. Work with the Parks Department to expand their mission beyond being “dedicated to the leisure time interests of the local populace, and to the care of the natural resources of the area,” to describe greenways/trails as linear parks, but also as transportation infrastructure for commuting purposes.
11. Establish two new trail head locations, one being near Cherry Tree Road along the Midland Trace and the second location being near the intersection of 8th Street and Pleasant Street.
12. Plan to extend the trail in Forest Park south to the pedestrian pathway along SR 32.
13. Continue/finish identifying the needs of all users established by the NAT Plan to include: cyclists, runners, roller bladers, strollers, wheelchair users, groups, visitors, adjacent property owners, kayakers/ canoers/boaters, emergency responders, and the owner/agency responsible for their on-going operation and maintenance, and current or future improvements.
14. Continue/finish developing descriptions of the types of pathways/facilities established by the NAT Plan to include: shared/multi-use paths, earthen/gravel footpaths, designated bike lanes, on-street sidewalks, blueways, greenways, and other easements.
15. Continue planning for the extension of the Midland Trace Trail.
16. Plan to continue extending the Riverwalk south as directed in the Noblesville Alternative Transpiration Plan.
17. Establish alternative northwest and east-west arterials along existing rural roads to reduce traffic congestion as the population grows.
18. Prioritize mixed-use neighborhood and corridor development to reduce local traffic congestion.
19. Secure wide right-of-way for future development along corridors such as S.R.38 and S.R. 32 for trail expansion.
20. Establish complete street networks to promote multi-modal transportation options and safe pedestrian connections.
21. Expand and connect current trail networks such as the Midland Trace, Levee Trail, Nickel Plate, and Interurban to include amenities and residential areas.

ACTION PLAN

Automated Mobility Policy Framework

Policy Objective

Anticipate changes in land use planning, urban design, and transportation/transit planning as autonomous vehicles begin to come online.

Strategy Summary

Like many professionals, City planners are beginning to think about the impacts that autonomous vehicles will have on the built environment now and in the future. In anticipation of a larger update to this comprehensive plan, the Planning Department is preparing to identify planning, policy, and research directions and needs to prepare the community for the transformations that will take place across transportation, transit, and land use planning.

Alongside the purported positive benefits are likely to be the potential for negative impacts. The secondary and tertiary impacts are even more elusive. Planners, as they have in the past, will play an important role in helping communities maximize the benefits and minimize conflicts imposed by the new technology. Thought leaders in planning and transportation met to discuss implications associated with the types of changes autonomous vehicles are likely to impose on communities. According to the resulting report, *Preparing Communities for Autonomous Vehicles*, the implications to land use planning, urban design, and transportation/transit planning will include addressing impacts associated with:

- The level of autonomy and/or vehicle ownership model
- Vehicle miles traveled (VMT) and mode split
- Growth management and value capture

- Site design, parking
- Right-of-way design and usage
- Traffic management
- Availability of Wi-Fi and electricity (for electric vehicles)
- Insurance and liability
- Jobs, specifically truck drivers, delivery drivers, taxi drivers, rail workers, and transit workers
- Social inequities, specifically those that would disproportionately affect low-density areas and rural communities, and low-income or disabled persons in any community

The report cites Seattle's *New Mobility Playbook* as one such example. It includes a preliminary automated mobility policy framework for addressing equity and accessibility, pilots and partnerships, infrastructure and street design, mobility economics, and land use and building design. The report adds that Seattle's proposed tiered road-pricing mechanism, which incentivizes automated vehicles of three or more is an example of a possible approach. Other mechanisms suggested by the report include: variable congestion pricing; VMT fees; parking policies/pricing that discourage privately owned vehicle parking; curbside pickup and drop-off fees; incentives that increase vehicular occupancy (e.g., lanes, drop-off and pickup zones), and spaces reserved for shared autonomous vehicles.

In order to effectively plan for the future, the City must move beyond "wait and see". This will entail passing formal resolutions and setting in motion plans to address greater transportation options

and find ways to accommodate driver-less cars throughout the City.

Action Steps

01. Establish a Citywide and district level baseline, and then monitor effects on parking demand and supply as AV's come online.
02. Identify and begin to document the ways in which AV's can serve the community's broader vision for the future.
03. Transition from planning for a single future to scenario planning for all long-range planning exercises. Explore and characterize a range of possible futures and corresponding policy responses that support the broader community vision.
04. Amend or replace prescriptive use regulations with more flexible approaches to accommodate demand for conversion of existing properties (i.e. parking lots and gas stations) and the emergence of new uses, including those offering electric recharging stations.
05. Revise the City's site development checklist to include considerations related to site design as part of the standard development review and approval process.
06. Provide for increased density enabled by the reduction in land needed for parking.
07. Implement growth management strategies to limit sprawl and reinforce desired development patterns.

- 08.** Develop new street typologies and typical cross-sections for different types of streets (i.e. narrower lane widths, on-street parking reduced or eliminated, ample sidewalks and bicycle lanes, etc.).
- 09.** Assist the Engineering Department in identifying new approaches for the use of public rights-of-way. Formulate pricing and incentives to promote shared rather than single-occupancy vehicles.
- 10.** Develop and incorporate guidance for locating and designing on-street drop-off and pickup areas in future comprehensive plan updates.
- 11.** Research the implementation of district-wide rather than site-based parking solutions.
- 12.** Designate sites for parking facilities in a district plan and institute provisions for developers to pay into a fund to construct the facilities.
- 13.** Create both development incentives and disincentives to encourage use of shared-vehicles to discourage excess VMT.
- 14.** Develop a plan for reclaiming abandoned or underutilized infrastructure for public or private use.
- 15.** Develop flexible parking policies that regulate garages and other infrastructure to allow for the conversion of parking structures into office or commercial as AV's come online.

ACTION PLAN

Electric Vehicle Readiness

Policy Objective

Offer guidance on the need to prepare for the mass adoption of plug-in electric vehicles (PEV's) in the Noblesville community.

Strategy Summary

The mass deployment of plug-in electric vehicles (PEV's) has been in the making for several years.

According to information provided by the U.S. Department of Energy, PEV's provide a new transportation option. PEV's the potential to benefit a community's economy, energy security, and environment; adding that PEV readiness requires a community-wide effort, as the implications associated with siting and maintaining an adequate amount of charging infrastructure reaches beyond planning, regulations, and the like. Using the PEVs scorecard developed and disseminated by the U.S. Department of Energy's Alternative Fuels Data Center, the City of Noblesville can assess the community's readiness for the arrival of PEVs and electric vehicle supply equipment (EVSE) by:

- Evaluating the community's PEV readiness
- Obtaining feedback
- Recording and tracking progress toward PEV readiness.

To ensure that the Noblesville community develops the proper infrastructure, and to further ensure that PEV infrastructure is coordinated across all sectors – utilities, emergency services, permitting agencies, local government, and the like – the Planning Department is prepared to create a framework for local policy and decision

making related to PEVs and EVSE.

Action Steps

- 01.** Survey current conditions, forecasts, trends and the ability of the community to site the infrastructure that is needed to site or otherwise approve electric vehicle supply equipment (EVSE), to determine the status of PEVs in the area and the most sustainable way to move forward at a local level.
- 02.** Research comparable programs and model ordinances to develop a working knowledge of the unique and varied demands that PEV drivers will place on local roads, and create a guidance for the short-, mid- and long-term future.
- 03.** Review and assess the City's current Unified Development Ordinance and related codes and permitting practices for their ability to usher in PEVs along the City's primary roadways, within employment and shopping centers, and other public areas that could reasonable accommodate EVSE, including: permitting EVSE in single-family residences; notification requirements as part of the permitting process; adopting minimum requirements for PEV parking and allowing a reduction in the minimum number of non-PEV parking spaces in return; and specifying design guidelines for PEV parking spaces, for example.
- 04.** Develop a community information and education campaign to build awareness around the land use and (re)development implications that are likely to result from the increase in demand for PEVs, as well as some information about local, State, and Federal incentives that exist or that are being developed.
- 05.** Work with representatives from the Economic Development Department to attract and retain local PEV manufacturing and service providers, and to establish them as part of the local policy and decision making framework.
- 06.** Work with representatives of the Economic Development Department to retool the City's incentive packages to target public funds to help grow, or keep up with the growing PEV market.
- 07.** Develop, adopt, and implement a Plug-in Electric Vehicles and Charging Infrastructure Program, building in mechanisms for maintaining the need to plan until such time as the siting and installation of EVSE is standardized.



ACTION PLAN

Capital Improvements Programming

Policy Objective

Plan and program capital improvements across all City departments, giving priority to areas that are experiencing or are expected to experience highest levels of residential or employment growth.

Strategy Summary

Capital improvement planning creates a roadmap to guide the City's future capital projects and infrastructure assets. The Capital Improvement Plan (CIP) identifies potential projects and anticipated funding sources needed for the planning, design, and construction of such projects. Examples of projects to be included in the CIP are new streets, park improvements, fire stations, and other public building construction. Land purchases may also be included as they are considered capital assets.

Because of limited financial resources, evaluation criteria should be established to prioritize projects. The two primary sources of funding for capital projects are revenues and the issuance of City bonds. Revenue sources include sales and development taxes, State shared revenue, and utility fees. Municipal bonds are often used to fund large projects. Payments are then made by the municipality to the bond holders over an established period of time.

Of particular importance is the extension of an east-west corridor, and Hague Road south of SR 32 to connect with Cherry Tree Road. Today, Hague Road extends from its southern terminus at State Road 32, north past 216th Street where it becomes Stringtown Pike. The 2008 thoroughfare plan recommended continuing Hague Road south

to connect to Cherry Tree Road. This new road segment would provide additional north/south connectivity for the growing southwest quadrant of the City as well as providing improved access to the already established residential areas in the northwest quadrant.

Action Steps

01. Define criteria for evaluating capital improvements.
02. Prepare a set of population and employment projections at the start (or end) of the year.
03. Prepare a list of targeted infill, development and redevelopment areas to incorporate into the plan.
04. Prepare and prioritize an annual list of funded, planned, and anticipated capital improvement projects.
05. Assist the Engineering Department in the development of design alternatives and preliminary engineering drawings for all transportation planning projects.
06. On behalf of the Engineering Department, conduct public outreach and engagement meetings for all capital improvement projects.
07. Counsel the Engineering Department on all final designs.
08. Assist the Engineering Department in applying for funding for the property acquisition and construction phases.
09. Amend the City's UDO to reflect the recommendations of the City's new Sanitary Sewer Master Plan upon its completion.



ACTION PLAN

State and County Roadways

Policy Objective

Work with Hamilton County and INDOT to influence the future use and design of strategic State and county routes.

Strategy Summary

Within Noblesville, there are a number of State roads that are operated and maintained by the Indiana Department of Transportation (INDOT). The City has no real authority over how these roads are designed or maintained. The State dictates speed limits and traffic control measures. In addition to State roads, there are a number of county roads that are operated and maintained by Hamilton County. Many of the major transportation routes throughout the community are State and county roads. From a transportation perspective, these routes are assets to the community that the City has little control over. By establishing working relationships with both agencies, there could be honest communication between all parties involved. The City may have the opportunity to influence future decisions in terms of use and design by being “in-the-know” and participating or partnering with the agencies in transportation improvement efforts.

For an example, working with INDOT to improve State Road 19/Cicero Road will allow Noblesville to communicate to the State how making more context sensitive modifications to the roadway in the future would work to preserve the local neighborhood character. Establishing a partnership may allow for both parties to get the

desired outcome for which they were hoping.

Action Steps

01. Work with INDOT and Hamilton County to develop a pedestrian connectivity plan to connect Federal Hill Commons and Historic Downtown Noblesville.
02. Analyze, assess and prioritize pedestrian walkway disconnects pursuant to inclusion in the Noblesville Alternative Transportation Plan (NAT Plan).
03. Analyze, assess and prioritize bike lanes and bikeways as the pertain to vehicular traffic safety.



ACTION PLAN

PLACEMAKING

Introduction

Placemaking is a multi-faceted approach to the planning, design and management of public spaces. Placemaking capitalizes on a local community's assets with the intention of creating places that further promote people's health, happiness, and well-being.

Lyncheon Elements

Kevin Lynch, a sociologist and urban designer, surmised through observation there were a number of basic urban elements humans instinctively use to help guide their navigation and visually associate a geographic area with a "place."

Wayfinding, distilled to its root, is the function on how we move and find our way through the built environment. More functionally this includes signage, pavement markings and more subtle elements like change in pavement color or sidewalk design that helps guide us from place to place. In the urban environment there are primarily five types of wayfinding elements:

Paths - The area where we move and circulate whether on foot or by vehicle.

Markers - These are items that are mental landmarks and can include monuments, arches, kiosks, banners, or memorable public art.

Nodes - These are the destinations or stops that people would make on a path such as a major intersection, a park, shopping center or a plaza.

Edges - These are linear elements that act as physical or perceived boundaries or transition

points. This may include infrastructure elements like an interstate or geographic features like rivers and lakes.

Districts - These are places with a similar character throughout, such as Downtown Noblesville, Broad Ripple or Fountain Square in Indianapolis. They have an identifiable meaning and place associated with them.

Place-based Initiatives

The most ambitious placemaking initiatives not only focus on the aesthetics and how comfortable a space is, they concentrate multiple investments in both infrastructure and human capital in a single location, as well. The fresh perspective and renewed interest on the part of local property owners and area investors can help to ensure that aging infrastructure is maintained or replaced. Success begets success and entire neighborhoods are lifted up over time.

Compared to community organizing, place-based initiatives build community in place and are therefore better able to address the complex interactions that must take place within a community in order for growth to occur and for community-based initiatives to be self-sustaining. Included are efforts to redevelop or strengthen the civic and social infrastructure alongside an area's physical infrastructure. Recognized best practices in place-based initiatives include:

Start with a carefully conceived plan. Build on what has been proven to work elsewhere, and start with a strong theory of change describing the steps necessary and partnerships required to

achieve desired outcomes.

Bricks and mortar are necessary but not sufficient. Link people and place-based strategies within a master vision. Promising practices lean toward provision of funds for education, social services, health care, the arts, and other community services to promote upward mobility and improved quality of life for neighborhood residents.

Work with strong local partners. Support local partners with the proven capacity to deliver results. Share responsibility for learning and results with grantees and partners. Like any partnership, the clearer the terms and the more consistently they are implemented, the more successful the enterprise will likely be.

Pay close attention to civic infrastructure. Community engagement, collaborative partnerships across sectors and geographies, and explicitly connecting a given community to the physical and environmental systems that surround it is vital.

Engage and promote civic groups within the community. On-going community outreach and engagement, structured community planning, and early action investments that increase awareness and increase appreciation for the arts, for example, are critical. Allow time to find willing and able residents who already understand the neighborhood and want to spark a change.

Develop a governance structure. Clearly define the rules of engagement from the start. Be certain to develop long-term expectations for

the governance group. Be prepared for the time and sustained capacity building it takes to build a strong governance group, which can be a two- to three-year process itself.

Build community capacity for implementation.

Reach clarity about the various roles and responsibilities related to technical assistance. Determine when investments in developing strategic capacity for implementation make sense and provide needed time and resources. Align leadership development strategies with the initiative's goals.

Manage toward measurable goals. Lasting community revitalization will ultimately require change along multiple dimensions. Initiatives must be clear about the goals that will define success and metrics for assessing progress.

Create Pilot Projects. Be willing to take risks on a small scale. It may be difficult to ascertain whether or not a community is accepting of a concept or idea. The best way to get feedback is to implement it and solicit public input. Ask, "Why?" rather than "What?" Start with small, low-cost investments, embrace failure and learn from any missteps that are made along the way.

Plan for the Long-Term. Be sure that whatever is implemented can be sustained, both in terms of its funding and its governance structure. Plan for on-going operations and maintenance. Have a plan for decommissioning a built project prior to the end of its useful or intended lifespan.

Capacity for Change

A community's capacity is often the combination of knowledge, skills, relationships, interactions and organizational resources that enable residents,

civic leaders, the public and private sectors and local organizations to transform neighborhoods into places of opportunity. The following types of capacity are suggested by some to be essential for successful and sustainable neighborhood transformation:

- Managing a broadly supported community process designed to improve results for children and families in a particular neighborhood
- Working with neighborhood residents as leaders, "owners" and implementers of neighborhood transformation efforts
- Creating strategic and accountable partnerships that engage multiple sectors and share accountability for results
- Collecting, analyzing and using data for learning and accountability
- Designing and implementing strategies based on the best available evidence of what works
- Developing financing approaches that better align and target resources
- Addressing policy and regulatory issues
- Using sophisticated communications strategies to build public and political will
- Deepening organizational and leadership capacity

This comprehensive plan seeks to continue to build the community capacity throughout several key areas within the City, beginning with the Riverwalk.



ACTION PLAN

CAPSTONE PROJECT: Riverfront Redevelopment District

Policy Objective

Activate the White River and surrounding properties, while giving due consideration to the need for the long-term protection of the natural asset.

Strategy Summary

The White River is a high quality natural resource uniquely poised to catalyze both growth and conservation near the City's core. The City has already begun to capitalize on this resource with the creation of the Downtown Riverwalk, a trail and bridge connection spanning the river. In 2015, the City adopted an ordinance creating the [Riverfront District] to increase retail and tourism activities. Typically, Indiana communities are limited on the number of alcoholic beverage licenses based upon population. Those licenses are also bought and sold on the open market which drastically increases the cost. This discourages many new restaurants from opening as they depend upon alcohol sales as an important component of their revenue stream to maintain economic viability. The riverfront district designation allows communities the ability to issue an unlimited number of licenses sold at the State designated purchase rate. This improves the opportunity for new business startups and increases the number of restaurants and nightlife opportunities. These districts can only be designated within 1500 feet of a river or stream and must be part of an overall economic development strategy. As a part of the district designation, the City is required to adopt rules regarding eligibility for the licenses.

Most recently, the City of Noblesville has partnered with Hamilton County Tourism and the City of Indianapolis/Visit Indy to prepare the White River Master Plan. The goal is to form a defining experience for visitors and a cornerstone element of the quality of life for residents. This is the first step in developing a comprehensive vision and to fully realize the potential of the riverfront area afforded to residents and businesses in Noblesville.

Upon completion of the regional master plan, the City should create a Riverfront Master Plan/ Riverfront Recreational Plan specifically for the Riverfront District. The master plan should outline a vision for strengthening the function, appearance, and economic potential of the riverfront while preserving the unique character and important natural resources present in Noblesville. A series of strategic objectives should be developed to guide public and private investment, ultimately resulting in a vibrant mixture of recreational amenities and entertainment destinations. Specifically, the plan should address:

- Linkages between the river, downtown, Federal Hill Commons, and surrounding residential areas.
- Sustainable landscape and recreation development that protects the floodplain and habitat areas.
- Sustainable development concepts that address and take advantage of the river while respecting sensitive environmental features.

- Unique land use and recreation opportunities created by the presence of the river and riverbank areas.

Another important – if not critical – aspect of the master plan will be the need to distinguish between buildable/usable lands and those that are particularly valuable or vulnerable to changes. In general, planning for permanence involves a commitment beyond proposing strategies that simply blunt the impacts of new development on these special places. In many cases, non-regulatory and investment approaches may prove to be the most appropriate protection mechanisms. While the apparent cost of such strategies may initially raise eyebrows, the investment may be viewed as increasingly worthwhile when the costs of permanently losing the area or feature are considered. The challenge is to effectively identify, quantify and communicate this choice to the public.

Building off of the findings and recommendations of the White River Activation Project, the City of Noblesville should create and implement a Riverfront Enhancement Program complete with opportunities for growth and redevelopment, but also adequate protections for the natural resources that are present.

Action Steps

01. Discuss needs with Parks and Recreation Department, as well as City Council to assess recreational needs and complete an evaluation of riverfront development opportunities as they tie in with Federal Hill Commons and Forest Park.
02. Secure funding to study the area, develop a request for proposals and select a consultant to complete the Master Plan.
03. Submit study to City Council for adoption and commission a feasibility study to analyze different phases of the Master Plan and determine costs, timing and economic impact.
04. Implement realistic priority timelines based on availability of funds and redevelopment of corridors and amenities adjacent to the riverfront.
05. Create a Riverfront Master Plan/ Riverfront Recreational Plan to address underutilized opportunities and growing recreational needs.
06. Discuss with Hamilton County intentions to fully redevelop Phase III of the original RiverWalk Master Plan.
07. Create a fundraising mechanism to enhance the RiverWalk with benches, trees and additional landscaping and hardscapes including but not limited to monetary donations, adopt-a-bench programs and grant requests.
08. Look for additional opportunities to tie the RiverWalk into other downtown attractions and amenities such as the Nickel Plate Arts center, historic district tours and existing trail networks.
09. Plan, adopt and schedule remaining phases of the Noblesville RiverWalk.
10. Form a Riverfront Master Plan stakeholder group.
11. Determine additional park and facility needs within the community.
12. Examine riverfront areas that may be able to address some of these recreational needs.
13. Conduct a public engagement process to gain input on desired uses and activities in the riverfront area.
14. Develop Riverfront Master Plan/ Riverfront Recreational Plan with the assistance of a consultant if necessary.
15. Adopt the Riverfront Master Plan/Riverfront Recreational Plan as a piece of the Comprehensive Plan and Parks Master Plan.
16. Assess the impact of the Riverfront Master Plan to the area's land use strategies.

ACTION PLAN

Downtown Regeneration

Policy Objective

Create an even more vibrant and attractive downtown, while recognizing and addressing the unique housing and business issues that are present throughout the downtown area.

Strategy Summary

Building off of the City's Downtown Facades Grant Program, and the recently completed Downtown Streetscape Plan, this comprehensive plan prescribes a regenerative approach to downtown community and economic development.

Next to large-scale redevelopment areas and previously undeveloped areas that are being converted to non-agricultural land, there are the in between places. Referred to as stabilization, regeneration, or re-use, the approaches to effectively manage growth in some areas and effect change in others often require incremental public investments in the existing public infrastructure, public gathering spaces, and even a few private redevelopment projects. Of particular importance are efforts related to streetscape enhancements, façade improvements and housing.

The term streetscape refers to the overall design, architecture and art that creates the public right-of-way of a street. This includes not only the road pavement, but the sidewalks, common areas, open space, and amenities like signs, art, and furniture. A well thought-out and designed streetscape contributes to creating a sense of place and improves the economic vitality of an area by making it more inviting as a destination in the eyes of customers and investors. Also, streetscapes designed for all-modes of

transportation including automobiles, bicycles, transit and pedestrians create activity in front of stores and businesses which leads to increased sales for retail, higher property values, and improved safety and security.

Action Steps

01. Inventory the poles, planters, flower baskets, banners and parking within the Downtown area.
02. Incorporate signs as an element of the City's façade improvements efforts and programs.
03. Develop a set of priorities for retaining and attracting the businesses (closing one or more of the gaps that exist) that directly align with the long-term vision of this plan based on the retail gap analysis
04. First identify, and then communicate the assets of both the CBD to site selectors, leaders of the City's target industry sectors, supply chain, as well as county, State and Federal economic development and government officials.
05. Study the use of land readjustments, or land pooling, where owners of contiguous land voluntarily consolidate their land under one redevelopment authority, usually a local government agency, for the purpose of redeveloping the neighborhood, and equitably share both the costs and the benefits of the project outcomes.
06. For existing buildings suitable for adaptive reuse, identify a revenue source and vehicle capable of providing gap funding, the difference between the rehabilitation costs and the market value of the unit(s) when a residential conversion is completed.
07. Explore the development of an adaptive reuse ordinance, and the creation of a housing development and investment zone(s), and other innovative zoning instruments.
08. Propose and adopt UDO amendments to allow residential uses by right in most instances throughout the Central Business District, and as part of commercial and/or industrial developments.
09. Regularly conduct a periodic assessment of the downtown housing market to ensure that the City is incentivizing the production of the types of housing units, including attainable housing units, that are known to be in short supply.
10. For co-located developments that are non-residential in character, facilitate the establishment of shared parking areas.



ACTION PLAN

Downtown District

Policy Objective

Maintain a Downtown District, and Downtown District Committee for the purpose of guiding future downtown improvements and growth.

Strategy Summary

Many municipalities use committees to establish stronger connections between neighborhoods and local government. Program goals vary from place to place but liaison responsibilities commonly include:

- Information distribution
- Organizing neighborhood and community groups
- Advocating on behalf of the neighborhood
- Coordinating City services with needed user groups
- Anticipating neighborhood needs and presenting issues to City staff
- Promoting and marketing neighborhood events

Organizationally, the program models vary where liaisons may be volunteer individuals, City staff positions, or non-profit groups. In all, there should be open and on-going communication between liaisons, the City, and their representative neighborhoods.

Action Steps

01. Maintain the Downtown District committee, which is currently a representative group of downtown organizations, businesses, and residents
02. Officially establish the downtown district boundary and “service area.”
03. Determine candidate interests in the neighborhood liaison position
04. Designate an individual or organization as the downtown neighborhood liaison to coordinate activities between the City and downtown community
05. Appoint the Council Economic Development Committee as the advisory committee to oversee downtown development and projects similar to their role in other economic development initiatives
06. As more focused needs arise, assign various sub-committees to special projects or programs comprised of applicable and affected parties
07. Meet with various downtown partners to reaffirm and discuss roles and the future of collaborations on events and programming
08. Re-allocate responsibilities for downtown enhancement and initiatives to better illustrate accountability
09. Confirm sufficient City representation on local boards and committees
10. Add entire boards of community and downtown partners to e-newsletter recipient list and maintain accuracy
11. Create communication liaisons to push developments and announcements in order to disseminate information
12. Market the resource of the Community Vision for Excellence Volunteer Coordinator to help facilitate volunteer needs in the downtown area
13. Improve communication channels to better inform the public and applicable organizations on downtown redevelopment



ACTION PLAN

Historic District Design Guidelines

Policy Objective

Regulate redevelopment of historic Downtown Noblesville to preserve downtown's historic charm, especially among structures near the square.

Strategy Summary

Indiana Code provides the ability for local communities to set up historic landmark and district designations to help protect the character and structures of neighborhoods and commercial districts of historic or cultural value. This is a geographic area that can vary in size in which historic buildings are protected. The district's rules and protection are governed by a local historic preservation commission. These districts must be established through local ordinance. The ordinance will also provide for the rules and guidelines to be enforced within the district. Once the district is created, property owners that want to construct, modify or demolish structures within the district must apply to the local historic preservation commission for approval.

The local historic preservation commission enforces and follows the enabling ordinance and the rules and guidelines therein. Design guidelines provide a clear road map for property owners to understand what is allowed within the district. This provides a sound basis for the commission's decision-making and more predictability for the property owner.

These guidelines are intended to address:

- Architectural character
- Building scale and massing
- Orientation of structures
- Demolition
- Signage
- New construction standards
- Landscaping

Action Steps

Working alongside the Noblesville Preservation Alliance and others, the Planning Department will complete the following action steps.

- 01.** Develop a historic district plan
- 02.** Create a historic overlay district
- 03.** Develop and adopt a set of design guidelines.



ACTION PLAN

Downtown District Pattern Book

Policy Objective

Create a Downtown District pattern book that offers a way to influence quality investment without regulating every aspect that makes Downtown unique.

Strategy Summary

Local government can use design standards and pattern books as a method for creating, preserving, and reinforcing the distinctive development type and architectural character of an area. While architectural design standards are typically more regulatory and tend to restrict creativity, pattern books may contain guidelines that serve as benchmarks and offer guidance in terms of assistance and recommendations. Therefore, the purpose of a pattern book is to serve as an illustrated guide for not only the City, but also architects, builders and residents of Noblesville as they plan new projects, design infill buildings, or contemplate any changes that impact the public realm in the Downtown District. The community's interest is three-fold: 1) enhancing the cultural and historic integrity of downtown; 2) promoting a cohesive look and feel; and 3) fostering creativity.

As envisioned by this comprehensive plan, the Downtown District pattern book includes both community and architectural patterns. Community patterns provide recommendations for elements or features in the public realm, or any adjacent public space, including street design, setbacks, lot size, building orientation, parking and alleys, and open space. This falls directly in line with the physical site features described in the Placemaking section of the Central Hub Sub-Area Plan. Physical site features are design elements and enhancements

that are found in the public right-of-way or extend into the public realm such as gateways, signs, awnings, sidewalks, banners, pavers, planters, and more. Recommendations for these features would be found within the community pattern section of a pattern book. Architectural patterns provide recommendations or regulations for the private realm by illustrating residential, commercial, and/or mixed-use architectural styles and defining standard elements like roofs, windows, doors, materials, and colors that match the existing or desired style.

Using the finding and recommendations of the Downtown Noblesville Streetscape Master Plan, the City can start to understand what elements or features are appropriate, contribute, or detract from the unique character and identity of the Downtown District. The use of brick pavers, mature street trees, buildings that address and active the street, functional alleys, and original facades are thought to be contributing features. There are a variety of natural conditions of any built up area, such as vacant buildings or spaces, unkempt structures, auto-oriented uses, super blocks, and facades that have been covered up, that are known to detract from the character of the Downtown District. Additionally, it is important to understand what patterns already exist in the surrounding area and what is considered desirable. Public input can help connect and inform residents, builders, and developers to the process. Getting the public involved will start to build a level of trust and assurance that the document will be consistent with desired outcomes of the community. When the time comes to start choosing specific site features there are trade-offs to consider including:

- Which site features are the most dominant elements?
- What are the competing interests for the same space?
- Which elements are going to be unique to Downtown?
- Which elements should be used throughout the entire City?
- How does the City establish a uniform but flexible style?

The Downtown District Pattern Book should offer a clear explanation of the ways in which the resulting combination of physical site features, design considerations, and the defined style and character – when applied – will protect and enhance the historic charm that is present today.

Action Steps

01. Establish who will oversee the project, prepare an RFP/RFQ, and hire the consulting team.
02. Determine goals for the pattern book. (Will it be regulations or suggested guidelines? How will it be used and by whom?)
03. Gather stakeholder input and facilitate open communication among builders, realtors, residents, developers, city staff, etc.
04. Seek out another community in the region that has created a similar pattern book. Learn from their experience.
05. Determine how the book will be shared. Will there be hard copies? Will the public have the ability to download a PDF on your website?

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- 06.** Define various locations or areas within the Downtown District that should be addressed in the pattern book.
 - 07.** Determine the appropriate building types and site layout for each location to include as concept diagrams within the pattern book.
 - 08.** Identify the time period and architectural styles that represent the local historic content of each location. Include illustrations and photo examples in the pattern book.

ACTION PLAN

Activity Centers

Policy Objective

Create distinctive neighborhood nodes that include a mix of uses at a walkable scale with the appropriate amount and types of bicycle and pedestrian amenities, and the full complement of civic spaces and public gathering places.

Strategy Summary

The village center concept was first developed as part of the 1995 comprehensive master plan with the idea of repeating the form, character and uses of downtown Noblesville within each quadrant of the City. However, the historic context, government activity, and unique location of the downtown have made implementation difficult.

The original village center concept has been modified over the years to reflect contemporary development trends and market realities. It is now being recommended in the future land use chapter that new development be (re)directed to various types activity centers when possible to:

- Create neighborhood identity
- Increase bicycle and pedestrian activity
- Reduce automobile dependence
- Provide public gathering spaces and areas of activity
- Allow for a mixture of uses

Activity centers are intended to become hubs of neighborhood life with a diverse mixture of uses and housing types, thus accommodating the ability for residents to work, socialize, exercise, shop, and generally meet their daily needs and services in close proximity to where they live. Activity centers typically attract neighborhood

support retailers with small trade areas such as drug stores, dry cleaners, and small food stores. Unlike community commercial, and certainly regional commercial, shopping areas, the retail spaces within an activity center are not meant to supplant or attract regional stores or big box retailers. Coupled with the desire to maintain and enhance the walkable environment and permit homes within close proximity to shopping and dining establishments, (re)development in these areas should result in a reduction in the number of car trips on nearby arterial roadways.

Action Steps

- 01.** Identify additional opportunities to facilitate the development of activity centers to support a denser, mixed use, pedestrian environment. Include existing village centers/ neighborhood centers in this identification.
- 02.** Establish formal boundaries for activity centers that reflect existing development patterns and established characteristics of the area.
- 03.** Amend the UDO standards for activity centers and/or mixed use districts to allow a wider range of housing choices, inclusion of office and retail uses, promote bicycle and pedestrian connectivity, and emphasize community green spaces.
- 04.** Initiate commission sponsored rezonings of property at activity centers to more proactively prepare for implementation.



ACTION PLAN

Gateways

Policy Objective

Establish and maintain a well-defined, well-designed, strategically placed gateway system for the City of Noblesville.

Strategy Summary

A gateway is a landmark, streetscape, or land use transition a resident or visitor first sees and experiences when entering an area. It not only provides a physical and sensory point of entry into a place but also helps to define community identity and can have a significant impact on perceptions of the area.

Currently, there are few distinguishing features such as welcome signage, landscape treatment, or architectural detail to let people know that they have reached the City of Noblesville. For example, the Allisonville Road/South 10th Street corridor hosts a steady volume of vehicular traffic while accommodating single-family residential homes, national retailers, vacant and operational industries, and civic institutions. The corridor's role as a transportation thoroughfare, commercial district, and residential street has resulted in conflicting land uses, traffic inefficiencies, and unsafe pedestrian environments.

Noblesville's major corridors provide a range of experiences from regional shopping destinations and highly landscaped intersections to aging commercial thoroughfares. The existing signage and landscape treatment at the corner of State Road 32 and State Road 37 is not readily apparent because its size does not correspond with vehicle speeds along the adjacent roadways and the scale of surrounding development. A plan should be created to expand this gateway and integrate

the area into the connectivity master plan to better connect downtown Noblesville to the State Road 37 corridor.

Specific gateway elements could include:

- Public art
- Wayfinding signage, both vehicle and pedestrian scale
- Public plaza space
- Enhanced bicycle and pedestrian facilities
- Site furnishings such as benches, chairs, and trash receptacles
- Shade trees
- Additional ornamental plantings

Principal elements of a gateway master plan include:

- Desired land use and development character along the Allisonville Road/South 10th Street and South 8th Street corridors.
- The design of roadway improvements to best support the desired land use mix and community character while maintaining a safe and efficient transportation system.
- How non-roadway and right-of-way improvements (e.g. sidewalks, bicycle lanes, landscaping, lighting and furnishings, and signage) should be incorporated to increase the aesthetic appeal of the corridor, encourage new investment, and support multiple modes of transportation.

Action Steps

01. Coordinate gateway stakeholders to oversee planning and design of gateway elements.
02. Identify potential expansion area and amenities to be included as part of the gateway design.
03. Coordinate design and phasing with other City departments and/or consultant.
04. Acquire funding and, if necessary, easement or property purchase.
05. Construct improvements.
06. Establish an on-going maintenance plan.
07. Develop designs that serve to create paths and linkages that extend the downtown theme across the river, but also embrace existing neighborhoods.
08. Install the gateway elements.
09. Integrate gateway entrances into the connectivity master plan in order to improve both vehicular and pedestrian traffic along each corridor.



ACTION PLAN

Wayfinding

Policy Objective

Establish and maintain a well-defined, well-designed, strategically developed wayfinding system for the City of Noblesville.

Strategy Summary

A wayfinding and signage system can better unify a community, define edges and districts, and help visitors and residents find attractions and other key destinations. A wayfinding and signage master plan can help ensure that Noblesville has identifiable and predictable markers in key locations to make navigating the community easier.

A good wayfinding program for Noblesville could include:

- Developing a vehicular and pedestrian wayfinding system for destinations throughout the City with a focus on the core of the City;
- Developing a wayfinding system that will create an overall identity for the City, is compatible with its character, and will also help to differentiate existing and emerging districts;
- Providing signage to direct visitors to parking lots and garages;
- Reducing visual clutter and increase consistency of City signage;
- Promoting walking and bicycling;
- Creating common interpretive signage in the City's parks, trails and cultural areas;

- Addressing ADA guidelines and considerations in the design of the program.

Principal elements of the plan should include:

- Desired land use and development character along the City's major transportation corridors, such as Allisonville Road/ South 10th Street and South 8th Street.
- The design of roadway improvements to best support the desired land use mix and community character while maintaining a safe and efficient transportation system.
- How non-roadway and right-of-way improvements (e.g. sidewalks, bicycle lanes, landscaping, lighting and furnishings, and signage) should be incorporated to increase the aesthetic appeal of the corridor, encourage new investment, and support multiple modes of transportation.

Action Steps

- 01.** Inventory Noblesville's:
 - Distinctive, memorable buildings,
 - Unobstructed sight lines,
 - Street lighting,
 - Vehicular, multi-use, and pedestrian pathways, and
 - Identifiable places, such as a neighborhood or a district.
- 02.** Research and document best practices in context sensitive design, crime prevention through environmental design, placemaking, and transportation safety.

- 03.** Generate a list of user profiles to incorporate into both the planning process and the final plan.
- 04.** Develop the wayfinding system to include the following sign typologies: gateway/identity, street, directional, en route, information panels, complementary information, trail markers, advisories, transportation/transit.
- 05.** Develop the brand.
- 06.** Map the sign locations in relation to key destinations and facilities.
- 07.** Develop an on-going operations and maintenance plan.
- 08.** Integrate the wayfinding and signage master plan into other current and future planning efforts.



ACTION PLAN

Creative Placemaking

Policy Objective

Remove barriers and introduce provisions that have the potential to strengthen or otherwise highlight the arts, culture, and humanities within the City.

Strategy Summary

In 2017, the City of Noblesville Economic Development Department assisted the Noblesville Cultural Arts District in being designated as a Statewide Cultural District by the Indiana Arts Commission: making Hamilton County the only place in Indiana with two cultural arts districts designated by the State. Often times, these districts are considered to be a “well-recognized, labeled, mixed-use area of a community in which high concentrations of cultural assets serve as the anchor.” Not only does the Noblesville Cultural Arts District make the City (and county) stronger, but it makes the State of Indiana stronger in the ways that it supports community life and economic vitality. Included in the district are the Nickel Plate Arts Campus and the Logan Street Sanctuary.

Arts and cultural strategies help illustrate and enhance the identity of a community and contribute to Noblesville’s sense of place. An inventory of arts and cultural aspects of the community can help it better understand and embrace its historic, cultural, economic and social context. Preserving this identity is important in maintaining the fabric of what makes the community unique, which is a key building block for its future.

The American Planning Association believes a multi-pronged strategy is important for increasing awareness and building a stronger appreciation for the arts as a part of community building:

The Community Inventory - It is important to understand Noblesville’s context through the art and cultural activities that tell the story of its history, its present and its future. This includes an inventory of the places and spaces that do or could facilitate arts and culture in the community.

Celebrating Character - Celebrating character is done through building on the inventory by developing policies and programs that help build upon this context. Character is not something that can be created, it is something innate based upon the people and places that make up Noblesville. The plan’s vision embraces many of the assets that contribute to Noblesville’s small town character and strives to preserve and protect it as the City grows.

Implementation Framework - Developing policies to advance and protect art and cultural assets are key to protecting community character. An arts master plan can extend upon the work of the comprehensive plan to focus specifically on the development of art and cultural assets. Ensuring development regulations that integrate public art in both public infrastructure and private development helps weave the fabric of the community into new growth. A cooperative framework for advancement of the arts will help ensure arts organizations can pool finite resources for better promotion of programs and activities that celebrate Noblesville’s arts and culture.

Programming - Education and initiating

conversation and discourse on art helps better advance and define the community’s context and character. Workshops, classes, walking tours, festivals, displays, performances and other events help inspire the community and improve civic engagement and participation.

Tourism - Ensuring sufficient infrastructure such as walkable streets (i.e., safe streets with strong visual connections, enhanced aesthetics, and accommodations for people of any age or ability), adequate roads, and sewer and water are important for providing growth of the tourism industry. Capital and land use planning that engages the tourism industry will help to identify issues and collaborative solutions. Tourism infrastructure not only include attractions, but also hotels, restaurants and food service.

Project Considerations considerations include:

- Long-term Works of Art - These include what we most often traditionally refer to as public art such as sculptures, fountains and memorials. They are intended to be permanent fixtures.
- Temporary Works of Art - These include works such as revolving and portable installations, temporary art events and types of art constructed of materials that will break down over time, such as some environmental works of art or painted wall murals.
- Integrated Works of Art - Typically these are part of a larger capital improvements design (i.e., a streetscaping project). These

works can include benches, railings, stairs, flooring, glass works, surface treatments, etc. Artists are usually secured as part of the overall design team for these projects.

Building off of these and other key initiatives, the City is committed to further improving community and economic development efforts through the arts.

Action Steps

01. Update the sign ordinance, as necessary, to accommodate sign encroachments and murals where appropriate.
02. Update the City's land use and development regulations to accommodate co-op arrangements, such as small-batch-manufacturing and for-profit shared spaces, and live-work spaces.
03. Ensure history, arts and cultural aspects are considered in City planning and design projects.
04. Work to ensure the Unified Development Ordinance is friendly and encouraging towards public art and artistic expression on both public and private properties.
05. Work with the Noblesville Arts Council to determine the overall need for art studio space, arts programming and facility needs, and assist with preserving these spaces.
06. Lead by example. Allocate a percentage of capital improvements funding to be devoted to public art, and identify CIP projects that can use some art.
07. Allow public art as a part of the City's open space requirements.
08. Develop a process for handling mural requests, and identify various key locations where the City and property owner would support their installation.
09. For art installations, develop, adopt, and maintain siting criteria and permitting processes and procedures, paying particular attention to timeframe considerations, the need for funds in support of on-going maintenance and operation of the installation, as well as a requirement for decommissioning the installation.
10. Continue to implement the Alley Activation Plan by promoting the use of the alley network to provide additional pedestrian and bicycle connections to and from downtown.
11. Encourage the use of alleys for events that celebrate the arts and contribute to Noblesville's unique sense of place.
12. Explore creating an annual Crosswalk Canvas and Banner competition every year as directed in the Downtown Streetscape Plan.
13. Work with the arts community through a public arts master planning process to determine locations throughout the community where public art could enhance or contribute to improved neighborhood aesthetics and sense of place.

ACTION PLAN

GROWTH MANAGEMENT

Growth management, which for the purposes of this plan, is the term for a specific set of regulatory policies and tools aimed at influencing how growth occurs within and around the City. Designed and developed to affect density, the availability of land, a mix of land use activities, or the timing of development, growth management policies frame and facilitate growth; they do not seek to prevent or limit it. Strong growth management recommendations are key to ensuring the efficient use of land and public infrastructure dollars.

Why manage growth or seek to effect change? In most instances, the future land use will coincide with the existing land use. Within any community there are often only a handful of areas that are highly susceptible to change. And although no significant change in housing densities are expected in the City's extensive single-family neighborhoods, the City's historic urban core, selected commercial corridors (e.g., State Road 37 and Pleasant Street), retail corridors/destinations (e.g., Hamilton Town Center), and employment districts are where more intensive (re)development may occur.

The land use plan ensures that local policy and decision-making is conducted from the perspective of the community as a whole, rather than a single property or development project. Mapping the City's land uses is an opportunity to ensure that there is an adequate amount of land to accommodate the type, intensity, location, scale, and distribution of land use activities and development desired by the larger community. It establishes where and how people can construct (or maintain) buildings and carry out activities. And while comprehensive planning focuses primarily

on the built environment, the need to do so lies squarely with and for the people and the places in which they choose to live. Choice is a defining feature of the best neighborhoods and sustainable livable communities, whether it's choice in housing options, modes of transportation, or other urban amenities. This comprehensive plan seeks to increase the number of options available for housing, transportation, and community amenities.

Policy Objectives

The policy objectives that relate directly to growth management include:

01. Using fiscal modeling in the development review process to ensure new development can financially support public services.
02. Focusing on infill and redevelopment opportunities, where appropriate, and seeking measured growth through annexation of unincorporated areas near the central core and east of the city.
03. Seeking to turn brownfields into catalysts for central City infill and redevelopment.
04. Protecting the floodplain.
05. Reducing the risk of flooding.
06. Requiring more efficient land uses and development types to ensure a higher net fiscal impact.
07. Programming the actions of the City of Noblesville Comprehensive Plan.



ACTION PLAN

CAPSTONE PROJECT: Fiscal Impact Modeling

Policy Objective

Use fiscal modeling in the development review process to ensure new development can financially support public services.

Strategy Summary

Development within Noblesville has a fiscal impact on City resources in both positive and negative manners. Development requires the extension of additional City services which often means increased personnel and capital costs. At the same time, most new development also increases tax revenues that could potentially off-set some or all of those costs. Traditionally, commercial office development and industrial development often require a lower level of service outlays and pay a higher proportion of property taxes, which result in new revenue increases for local government. This helps keep overall tax rates low. At the same time, low density residential development often requires higher service outlays that sometimes does not result in enough revenue to pay those outlays long-term. It is important that a mix of development is encouraged so the net effect of development allows for expanded services without negatively impacting City budgets.

To ensure more fiscally responsible development, fiscal impact modeling should be used in the development review process of larger developments. Fiscal impact studies can help analyze and project the potential cost to provide services to a new development and what the expected revenues will be to the City. The study can be used to help guide decision-making when it comes to development approvals and agreements resulting in the extension of utilities, services, and financial incentives to new

development.

Action Steps

01. Evaluate and benchmark the net impact of tax exempt properties, including city, county, State, not-for-profit, and religious institutions, as a percentage of the City's total land area at the city-level.
02. Develop a fiscal impact model or standard method of analysis for new development.
03. Work with other City departments and applicable jurisdictions to calculate accurate service costs.
04. Establish criteria for the review of fiscal impact studies and the degree to which they will influence the development review process.
05. Amend the Unified Development Ordinance to include the fiscal impact analysis as part of the development review process.
06. If necessary, request jurisdictional authority from County Commissioners.
07. File map and description of territory involved with Hamilton County Recorder.



ACTION PLAN

Annexation

Policy Objective

Focus on infill and redevelopment opportunities, where appropriate, and seeking measured growth through annexation of unincorporated areas near the central core and east of the city.

Strategy Summary

Annexation is the legal process by which a City expands its boundaries. Once an area is annexed, it receives municipal services such as police, fire and capital improvements. During the annexation process, the City may apply zoning to the properties. Through application of the zoning controls in the Unified Development Ordinance, annexation prevents the establishment of incompatible development and protects existing and future land uses. Annexation can therefore be used as a growth management tool by promoting orderly development patterns. To be annexed, Indiana law says one of two conditions must be met:

- The area is at least one-eighth contiguous, the density of the territory is at least three persons/acre, 60 percent of the territory is subdivided, or the territory is zoned commercial, industrial, or business, or
- The territory is contiguous, except that at least one-fourth rather than one-eighth of the boundary must coincide with municipal boundaries; and the land is needed and can be used by the municipality for its development in the reasonably near future.
- Annexations may be initiated by the City or by property owners.

The City should develop an annexation policy to provide the guidance and rationale by which to consider potential annexation actions and more closely match the timing of development to the provision of public services. The policy should include specific criteria for both voluntary and involuntary annexations.

Through voluntary annexations, the City of Noblesville expanded its corporate limits by more than 370 acres in 2017, thereby increasing the total amount of square footage for non-residential buildings by 12 percent that same year.

Action Steps

01. Identify and maintain an inventory of key environmental assets and issues within the extra-territorial planning area.
02. Develop evaluation criteria for annexation, giving due consideration to such things as: existing and planned development; environmental assets and liabilities; service delivery needs; infrastructure and utility capacity; fiscal impacts.
03. Draft criteria into an official annexation policy.
04. Adopt annexation policy as a resolution to guide future annexation decisions.
05. Identify potential areas targeted for future annexation.
06. Infuse efficient land use and development concepts, or principles, into a comprehensive annexation plan for remaining areas of the City of Noblesville, including its extra-territorial jurisdiction.
07. Develop formal annexation plans for the future expansion of the City's jurisdictional boundary.
08. Develop and adopt an annexation policy centered on environmental assets and liabilities in order to maintain a fair level of service to all of Noblesville.
09. Create an outreach program to identify key community assets.
10. Consider threats and assess asset vulnerabilities.
11. Prioritize protective actions based on degree of vulnerability and feasibility of protection.
12. Provide educational resources highlighting community assets, further developing public support for their protection.
13. Adopt development regulations within the Unified Development Ordinance that require the preservation of critical community assets.
14. Analyze and implement recommendations from the 2012 Christopher Burke study to increase and infuse environmentally friendly options into the City's development codes.



ACTION PLAN

Brownfield Reclamation

Policy Objective

Seek to turn brownfields into catalysts for central City infill and redevelopment.

Strategy Summary

The U.S. Environmental Protection Agency (US EPA) defines brownfields as properties where expansion, redevelopment, or reuse may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Contamination does not necessarily have to exist; just the fact that it is suspected often causes buyers and developers to steer clear of these types of properties. Brownfields may be a single lot or multiple parcels which were used together and they may be in urban, suburban, or rural communities. Common examples include abandoned manufacturing facilities, auto salvage businesses, old dry cleaners, and gas stations.

Brownfields are tremendous opportunities for redevelopment in areas where land is scarce and property values are high, such as in many urban locations. However, if left unchecked, brownfields can have negative community impacts which include:

- Becoming eyesores when boarded up and not properly maintained.
- Soil, air, and water pollution can be present both on- and off-site, sometimes to the point where future development on the property must be limited to certain land uses to protect the public.
- Safety issues can be significant if the site is used for criminal activity, illegal dumping, or contains dangerous remnants from previous occupancy.

- The above-mentioned impacts can then create economic costs in the form of police and fire resources and lower tax revenues because of negative effects on surrounding property values.
- Aesthetic and safety concerns can lead to loss of neighborhood morale and feelings of disinvestment.

To make brownfield redevelopment successful and mediate the negative impacts of abandoned brownfields, reuse assessments should be performed that consider environmental assessments, market conditions, community needs, opportunities for funding partnerships, and any potential barriers to implementation. Depending on the results of the environmental assessment, and assuming that contamination exists, there are a range of clean up options. If substantial redevelopment is unlikely in the near term, interim uses such as parks and open spaces can help to improve overall neighborhood character. If no contamination exists, the site has a clean bill of health and a major barrier to reinvestment in the property is removed.

Action Steps

- 01.** Assess and prioritize brownfield redevelopment opportunities and partnerships as catalysts to additional central City infill and redevelopment.
- 02.** Establish and maintain a comprehensive database of brownfield sites including an assessment of health and environmental hazards, existing structures, and potential re-uses.

- 03.** Establish criteria by which to evaluate brownfield redevelopment opportunities.
- 04.** Prioritize brownfield redevelopment opportunities using evaluation criteria.
- 05.** Work with the Indiana Brownfields Program to identify technical and financial assistance opportunities for owners and developers of brownfield sites.



ACTION PLAN

Floodplain Management

Policy Objectives

Designate floodplain corridors to direct future development in areas where it is appropriate, to serve as a community asset, and to provide protection from the derimental impacts to and from adjacent land uses.

Strategy Summary

Flooding is a natural and recurring event for a river or stream and is caused when heavy or continuous rainfall exceeds the absorption rate of soils and the flow capacity of the river or stream. This inundation causes the river course to overflow its banks onto adjacent lands. Floodplains are those adjacent, low-lying lands most subject to recurring floods. Floodplains are therefore expected to naturally flood and create hazards for many forms of development. The Flood Hazard District regulates permitted uses in the floodplain as part of the Unified Development Ordinance.

To increase recreational opportunities in Noblesville, ensure continued protection of floodplain areas, and promote greater public interaction with natural features, floodplains should primarily be used for public open space and conservation. Ways in which the City can open the floodplain area to public use or conservation include fee simple property purchase, dedication as part of a development plan, or through the use of conservation easements. Fee simple purchase involves using City funds to purchase all or parts of properties in the floodplain. Dedication as part of a development plan could occur if a portion of a parcel or multiple parcels which include floodplain areas were developed. Again, the Flood Hazard District regulations would control how floodplain areas could be developed, but some parcels contain both flood and non-flood areas with the

non-flood portion having a different zoning district application. As part of the development process, the property owner would transfer ownership of the floodplain areas to the City. Conservation easements are legal agreements between the property owner and the local government, or a land trust in some cases, that permanently limit the use of the land to ensure its protection from development. The landowner continues to own the land, and any future owners must respect the easement. In regard to floodplain management, the easement would only cover the flood prone portion of the parcel.

Action Steps

To accommodate recreation and redevelopment along the riverfront, and also maintain an adequate amount of flood storage area for the surrounding community, the City should:

01. Acquire or secure protection of lands within the flood plain through City purchase, dedication as part of a development plan, or dedication of conservation easement.
02. Pursue opportunities and partnerships with private land owners for floodplain conservation and public access.
03. Determine areas appropriate for public recreational, educational, and research use as well as those areas that should be protected.
04. Coordinate access improvements to the areas deemed appropriate for public use in coordination with long-range parks planning.
05. Continue to regulate the floodplain as a zoning district and restrict the types of development that can occur in the floodplain.

06. Evaluate the existing regulations and change any regulations that don't support this Objective.

To direct appropriate future development opportunities within and surrounding floodplain corridors, the City should:

07. Preservation/Low-Impact Areas: conservation easements, low-impact trails, native plants
08. Opportunity Areas: recreation, parks, trails, canoe launches, destinations, strategic and approved floodway fringe development opportunities
09. Rural Areas/High-Impact: agriculture, quarries, incentivized conservation practices
10. Preserve key portions of floodplains and other natural corridors for use as natural areas and passive recreational opportunities.

The City should support the creation of flood-resilient riverfront destinations that increase the number of locations for the public to have a close but safe river experience in the following ways:

11. Elevate new development above anticipated water levels while focusing retail and any utilities to identified areas outside of the floodplain.
12. Encourage sustainable and designed-to-flood riverfront development, such as pavilions, parks, natural amphitheaters, overlooks, sports fields, etc.
13. Connect, promote, and program the White River for residents making it an accessible regional asset and a driver for economic development and workforce attraction.

- 14. Terrace riverbanks to curb erosion and create 'high points' for long views of the river and provide shade and amenities along the riverfront.
- 15. Develop ongoing seasonal programming to activate the riverfront.
- 16. Review and amend existing local floodplain regulations to be consistent with identified objectives.
- 17. Study the relocation of identified facilities away from the riverfront floodplain to increase useable land for river focused natural and recreational areas.
- 18. Study the feasibility of removing State Route 19 between Federal Hill Commons Park and the river to increase downtown riverfront access opportunities.
- 19. Upgrade existing boat launches at Forest Park, west of the river and south of the proposed Pleasant Street bridge connection.
- 20. Connect riverfront trails to the existing Noblesville sidewalk and bicycle networks.

Utilize floodway corridors for trail connections to the riverfront, downtown, and regional trail networks in the following ways:

- 21. Plan interpretive trails through floodplain corridors that connect stories, people, and places and that Remain sensitive to historic neighborhood fabric and vulnerable environmental areas.

- 22. Support the planned Pleasant Street extension and rail bridge conversion to a pedestrian bridge to connect the existing Riverwalk to West Noblesville.
- 23. Strategically purchase land south of downtown to extend the Riverwalk.
- 24. Connect future trails to regional trails such as Midland Trace and Nickel Plate, and Interurban.

Encourage the protection and increased use of Morse Reservoir as a community attraction in the following ways.

- 25. Apply special watershed management attention to areas contributing flow to the reservoir.
- 26. Establish a community partnership with Cicero with whom the reservoir is shared.
- 27. Develop pedestrian access from other opportunity areas to public places along the reservoir, such as Morse Park/ Beach and the Boys Club Camp.

ACTION PLAN

Low Impact Development

Policy Objective

Reduce the risk of flooding.

Strategy Summary

Human development has a profound effect on the natural environment; consequently, communities must balance this growth and development with protection of the environment. Zoning and subdivision ordinances are the primary way local governments shape the built environment. Unfortunately, many ordinances are out of date and do not reflect current best management practices. It is important to identify areas of the ordinance that prevent or prohibit the use of these best practices and identify where incentives and encouragement can be placed into the ordinance so future development is in congruence with the vision of environmental protection established by the community.

Conventional development includes buildings, roads, and sidewalks that are all impervious surfaces. These impervious surfaces do not allow stormwater to infiltrate and recharge groundwater supplies. Instead, stormwater travels over the land and runs off at a rate much higher than would occur on the site before development. This stormwater runoff carries pollutants and sediment to receiving lakes, streams, and rivers, thus degrading water quality. Additionally, increased stormwater volumes contribute to greater downstream flooding. Stormwater management has typically occurred at the site level, using pipes, curbs, and detention basins to direct and/or temporarily store the stormwater.

Low impact development (LID) and green infrastructure practices have been developed to mitigate the negative impacts of stormwater at the site, municipal, and watershed levels. LID is a strategy to minimize runoff by decreasing site disturbance during construction, preserving existing natural features on a site, reducing the amount of impervious coverage, disconnecting drainage flows, and increasing opportunities for infiltration. This can be accomplished through a combination of thoughtful site design, bio-retention structures, and pervious pavements.

Flooding events have been some of the most widespread and costly natural disasters in the United States despite continued investment in structural flood controls and other non-structural measures. Flood events and impacts are anticipated to increase in the future due to an increasing frequency and severity of storms as well as the pressure for more development in at-risk areas. Continued application of the Flood Hazard District in the Unified Development Ordinance is critical to reduce future impacts and associated costs of flooding.

The Flood Hazard District boundaries include all areas of the Special Flood Hazard Area (SFHA), including the floodplain, floodway, and floodway fringe as identified in the Flood Insurance Study of Hamilton County and Incorporated Areas, dated February 19, 2003. SFHAs are those that would be under water during a 100-year flood. A 100-year flood does not mean a flood of that magnitude can only happen once every 100 years but rather, there is a 1 percent chance of a flood of that magnitude every year. Uses allowed in the Flood Hazard District are limited to agriculture and public parks and playgrounds. Campgrounds and

marinas are also allowed but only by Conditional Use. The floodway fringe may be developed to a greater intensity than the Flood Hazard District permits if the developed land's elevation is increased through the use of cut and fill to a level 2 feet above the regulatory flood profile, as long as there is no net loss of floodway fringe and compensatory storage is added at a 3:1 ratio. The property must also be rezoned to a district appropriate for the use intended.

Action Steps

01. Review and amend the Unified Development Ordinance and other development regulations, as needed, to remove barriers to green infrastructure best management practices.
02. Add detailed standards for specific best management practices to the City of Noblesville Stormwater Technical Standards Manual.
03. Encourage development proposals to include green infrastructure. This may include reduced stormwater utility fees and height or density bonuses.
04. Utilize the recommendations in the floodplain chapter of the comprehensive plan to guide regulation of appropriate floodplain development activities.
05. Periodically review the identified boundaries of the Flood Hazard District to ensure they coincide with the 100-year floodplain.
06. Identify and maintain a database of at-risk properties and structures within the Flood Hazard Area.

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- 07.** Purchase at-risk properties in the floodplain as resources are available.
 - 08.** Select a pilot project in a visible downtown location to test the feasibility and functionality of implementing green street practices.

ACTION PLAN

Efficient Land Use and Development

Policy Objective

Require more efficient land uses and development types to ensure a higher net fiscal impact.

Strategy Summary

Comprehensive plan updates provide an opportunity not only to identify some of the consequences of a dispersed development pattern relative to your community's financial resources and the delivery of services, but to adjust local fiscal and investment policies in an effort to grow in a less costly fashion.

Many of the arguments against a sprawling growth pattern have centered on its adverse impacts on natural resources or on overall community character. Perhaps an even more compelling argument for managing growth is that sprawl is expensive. A dispersed development pattern, which may appear less costly in the short-term, ultimately requires more infrastructure and services than a more compact pattern – and these added costs are ultimately borne by citizens in the form of higher taxes and fees.

Of particular importance is the need to make crucial linkages between investment and growth policies. In the development of its capital improvement plan and other fiscal strategies, the City can target investments to growth areas, and avoid investments in outlying areas likely to spur development and further increase costs. All fiscal policies should be evaluated as to their impact on future growth patterns, with an eye toward avoiding unanticipated consequences.

Action Steps

Strategic Growth Action Steps

01. Update the zoning ordinance so that all residential zoning areas are flexible in supporting a variety of housing types and uses that fit within the neighborhood context.
02. Reduce the number of single-use or single-product zones throughout Noblesville.
03. Prioritize infill development within areas that are supported by existing infrastructure and utilities.
04. Within infill residential zones, prioritize missing middle housing types.
05. Avoid leapfrog development within underserved areas through controlled and measured growth policies. Prioritize development expansion closest to existing development.
06. New development must support a variety of densities, housing types and neighborhood amenities to promote economic opportunities and neighborhood stability.
07. Secure wide right-of-way for future development along corridors such as S.R. 38 and S.R. 32 for trail expansion.
08. Establish complete street networks to promote multi-modal transportation options and safe pedestrian connections.

Diverse Opportunities Action Steps

09. Understand implications of existing development standards on the product type, mix and price points.
10. Modify development regulations to ensure desired development patterns and product types are allowed by right (read: a low cost alternative to the status quo) within a single development or existing neighborhood.
11. New housing development within downtown and urban centers should reserve 10% of its units as attainable housing.
12. Expand recreational offerings within the parks system such as linear parks, natural areas, and dog parks.
13. Encourage more green space and natural amenities within office parks for employees such as trails and picnic areas for breaks.
14. Require development proposals to incorporate green spaces and recreational amenities within residential developments and employment centers that connect to trail systems and open to the general public.
15. Work with developers to provide a mixture of housing types and styles that correspond to the surrounding context within each project proposal.
16. Establish homeownership and repair programs to maintain neighborhood stability within the downtown and surrounding areas.
17. Ensure attainable housing options are in proximity to amenities and economic opportunities

Community Context Action Steps:

18. Promote a sense of place and identity within each neighborhood node, corridor, and central hub through development standards.
19. Move away from exclusionary land-use designations to a more form based approval process to promote desired character and aesthetics.
20. Establish Gateway Overlay Zones requiring unique design standards to promote a sense of identity as visitors and residents enter into Noblesville.
21. Develop an infill and built-form pattern book that builds upon the Land Use and Rural Transects map, and the housing policy guide to guide future development patterns.
22. Prioritize placemaking efforts within parks and riverfront to promote economic development and workforce attraction.
23. Preserve the historic and unique character of the downtown through it's own design standards so that the downtown remains as a destination area and the heart of Noblesville.
24. Promote unique and human scale character and form within all designated activity centers.
25. Shift zoning ordinance towards a form-based regulation within activity centers and the Central Hub to promote context-sensitive design for a small town feel yet allows for growth and diversification of housing options.

Infill and Redevelopment Action Steps

26. Infill and redevelopment must support a variety of densities, housing types and neighborhood amenities to promote economic opportunities and neighborhood stability.
27. Consider redevelopment potential west and east of the White River.
28. Identify buildable areas along the riverfront and in floodplains for waterfront development.
29. Reduce the number of single-use or single product type zones throughout Noblesville.
30. Identify areas to pilot smaller and attainable housing developments such as accessory dwelling units and smaller footprint housing.
31. Suburban infill needs to take on urban characteristics like adding more housing units to a block, having locally-owned restaurants, comprehensive connectivity, parks with diverse amenities, and well-designed streets and buildings.

New Development Action Steps

32. Develop alternative revenue models to require less efficient housing typologies to pay their entire share of infrastructure and service delivery costs.
33. Ensure physical expansion is measured and controlled to promote connectivity to existing developments.

34. New development must support a variety of densities, housing types and neighborhood amenities to promote economic opportunities and neighborhood stability.
35. Focus infill and redevelopment efforts within Noblesville's downtown and surrounding areas while focusing expansion efforts within southeastern portions of Wayne Township (see Wayne Township).
36. Anticipate and plan for development near a potential future interchange at Interstate 69 and Cyntheanne Road. Ensure development along this interchange has its own unique identity and does not replicate the corporate campus.
37. Within Wayne Township, concentrate short-term growth to areas south of S.R. 32 in Wayne Township.
38. Within Wayne Township, concentrate medium-term expansion between S.R. 32 and S.R. 38 and along Cyntheane Road.
39. Limit expansion north of S.R. 38 and preserve as rural. Only consider development as areas north of S.R. 32 develop out.
40. Limit growth (short and medium-term) to the south, central, and western portions of the City of Noblesville and Wayne Township to preserve rural character of the northern edge of Wayne Township.

ACTION PLAN

Maintaining the Comprehensive Plan

Policy Objective

Program the actions of the City of Noblesville Comprehensive Plan.

Strategy Summary

A guide for day-to-day decision making, this comprehensive plan provides a preferred scenario for the future and represents the broader vision and values of the Noblesville community. However, the community is constantly changing and the City is prepared to adapt to new opportunities and situations. Decision makers recognize the broader intentions of the plan, which is to make decisions that best serve the community as a whole. By monitoring and routinely updating the Noblesville Comprehensive Plan, the City is able to keep the plan current and adapt to the changing community conditions. This comprehensive plan is intended to be a living document. For this and other reasons, the development and the implementation of the plan are without end. Long-range planning is itself, **an on-going, iterative process**. In addition to serving as a reference guide for on-going decision making, this comprehensive plan includes an action plan that aims to address specific community and economic development issues and opportunities.

Action Steps

Some immediate next steps to consider when it comes to implementing this comprehensive plan include, but are not necessarily limited to, the following:

01. Make both the executive summary and the full comprehensive plan available to all residents, both electronically and in hard copy.
02. Have plenty of hard copies throughout the community for the public to access, including such places as the local public library and area schools. This is in addition to the copies that the State requires a community to make available per Indiana Statute.
03. Identify other local policy and decision-makers who would benefit from having a copy of the executive summary to use as a desk reference, and distribute hard copies and electronic copies to them along with a memo of how they might use it.
04. Appoint an implementation oversight committee, and begin the process of developing a robust set of performance measures for the entire plan.
05. Establish a decision framework for determining when to selectively revise the plan, create a new policy section, update the existing conditions, introduce a plan supplement, or completely rewrite the entire plan.
06. Create an Implementation Guide, institutionalizing the on-going evaluation of the plan's implementation by organizing the action plan into a structured program that can be used to further coordinate implementation.
07. Highlight the implementation schedule and performance measures on the City's website and in the City's annual report.
08. Offer opportunities for regular public input on the plan's implementation; at a minimum, schedule at least one public forum every two years.
09. Revisit the strategies that just don't seem to be working, or which may no longer be relevant.
10. Revisit the Future Land Use Map as it pertains to:
 - Identifying areas suitable for residential infill
 - Better addressing the siting of Village Center nodes
 - Sewer availability / connectivity limitations and other site suitability / vulnerability challenges
 - Assets, such as Ruoff Home Mortgage Music Center, that need some additional land use and zoning protections
 - Increasing residential densities in some areas, like the area around Finch Creek Park



SA1



NOBLESVILLE FUTURE GROWTH PLAN



NOBLESVILLE FUTURE GROWTH PLAN

INTRODUCTION

The Noblesville Future Growth Plan serves as a guide to development in anticipation of short and long-term community growth needs. The purpose of this plan is to outline proactive steps the City can take for shaping and desirable future growth pattern as outlined in the 2019 Noblesville Comprehensive Plan update. This sub area plan helps position Noblesville to take a proactive position on establishing a sustainable future growth pattern in an area primed for additional development pressure.

Noblesville's future growth strategy includes a combination of approaches. These would include infill, redevelopment, and new development. The Comprehensive Plan provides direction on where each approach may be most appropriate. Based on recent demographic trends outlined in the comprehensive plan, the City will not be able to accommodate all future growth needs through infill and redevelopment projects alone. This means that new land must be looked at for future growth of the City. Directing this growth to appropriate locations is a challenge that encompasses many different factors, including land availability and current growth trends.

Based on current land availability and municipal boundaries, areas for future new development are predominantly concentrated along the eastern edge of Noblesville. This includes portions of the current Noblesville Planning Jurisdiction but also areas outside of the current jurisdiction. For the purposes of this plan, the study area is defined as including the following areas:

01. Eastern areas within the current Noblesville Planning Jurisdiction.
02. Portions of northern Fall Creek Township; specifically, between I-69 and the southern boundary of the planning jurisdiction.
03. Large portions of Wayne Township; this area presents the primary opportunities for future growth because of location, proximity, municipal boundaries, and quantities of undeveloped land.

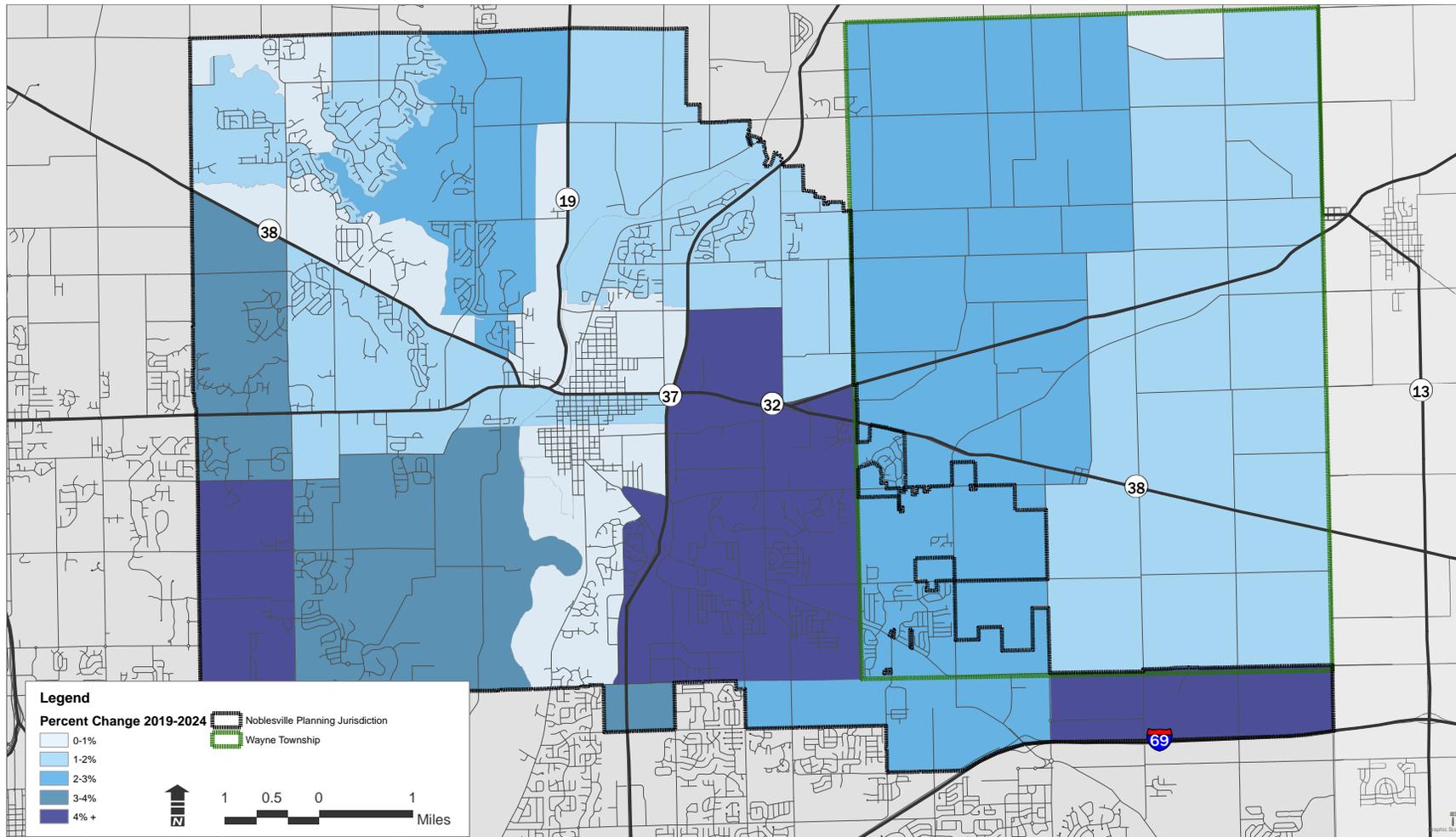
The maps on the following pages illustrate projected population growth percentages and annual compound housing growth rate for various portions of the Noblesville Planning Jurisdiction. Growth percentages are depicted by census block group due to the availability of specific localized data for these areas. The map shows the areas with the highest percentage growth include the following:

- The southwest portion of Noblesville, near the 146th St. and Hazel Dell intersection,
- The western boundary of Noblesville with the City of Westfield, along SR 32 and SR 38
- The eastern portion of Noblesville along the boundary with Wayne Township and Fall Creek Township.

Each of the previously mentioned higher growth areas are expected to continue to grow in the near future. Correspondingly, a proposed additional I-69 interchange along Cyntheanne Road will likely increase development pressures long term. Another factor is due to the decreasing supply of undeveloped land bordering the municipal boundaries. Due to the amount of undeveloped land, the eastern portion of the community has the greatest potential to accommodate expected long-term growth needs. The regional context surrounding Noblesville is shown in the map on page 192.

Additional factors are also at play, such as the desirability of living in Noblesville, priming robust growth pressure along the eastern boundaries of Noblesville for many years into the future. This future growth plan considers the most influential among those factors and lays out a strategy and recommendations for how, where, and what should be considered for short and long-term development there.

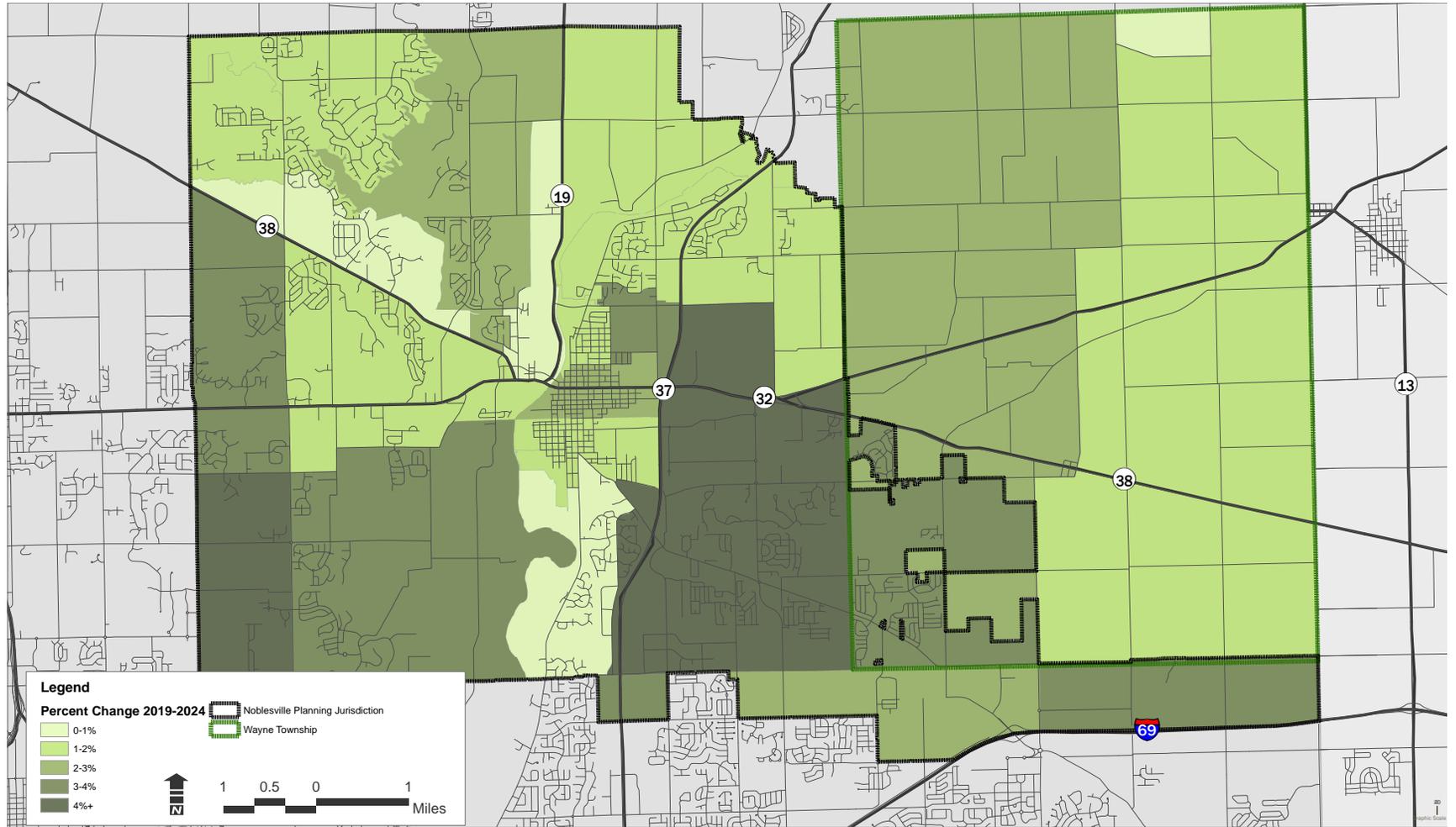
Projected Noblesville and Study Area Population Growth Rates 2019-2024



*This analysis does not consider the proposed I-69 Interchange at Cynthanne Road

Source: ESRI 2019-2024 Population Statistics; derived from American Community Survey 2013-2017 5 Year Averages.

Projected Noblesville and Study Area Housing Compound Growth Rate 2019-2024



*This analysis does not consider the proposed I-69 Interchange at Cyntheanne Road

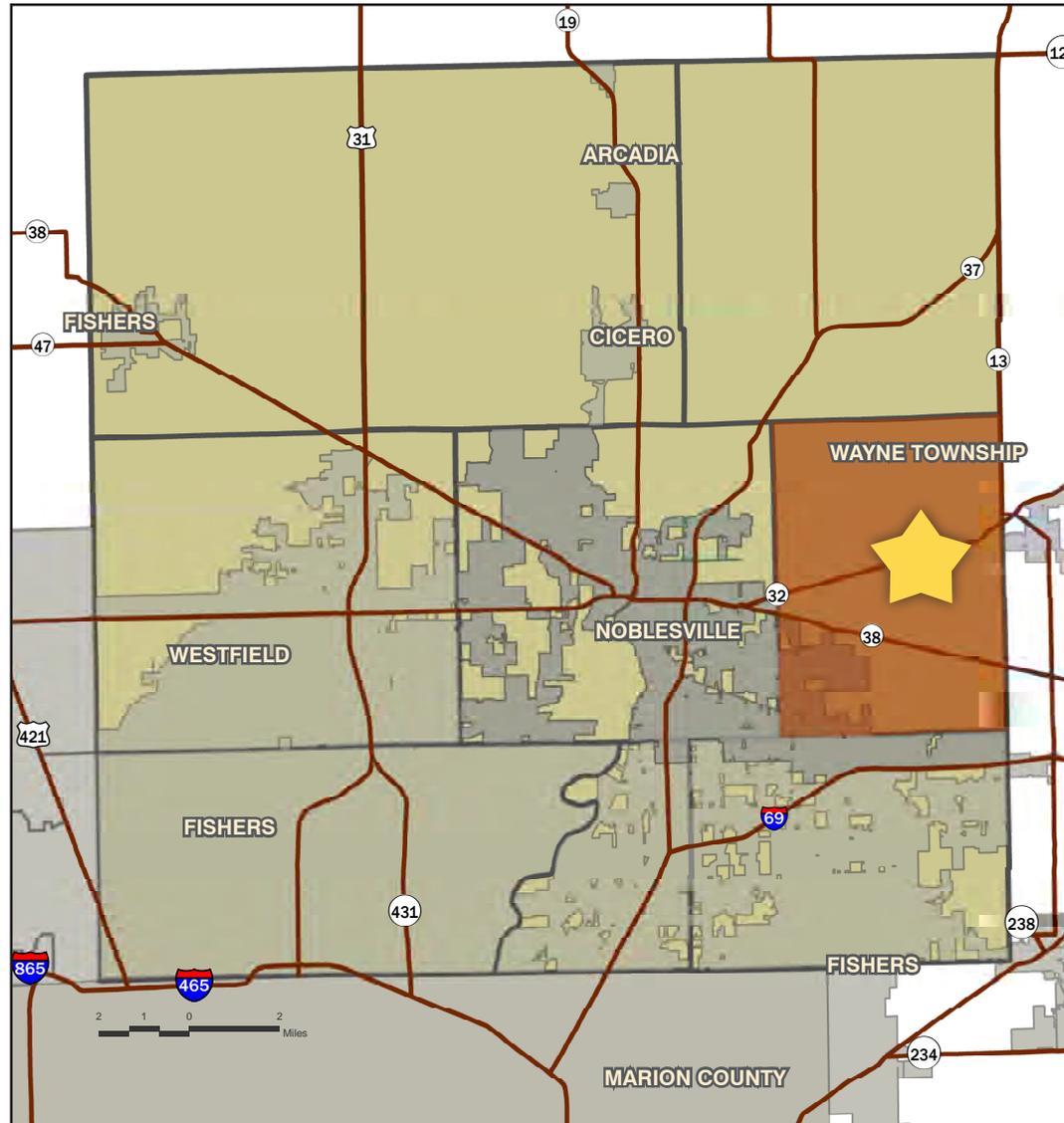
Source: ESRI 2019-2024 Annual Compound Housing Growth Rate; derived from American Community Survey 2013 2017 5 Year Averages.

KEY CONSIDERATIONS:

Below are some of the key considerations surrounding the discussion of future growth along Noblesville's eastern boundary:

01. It is important to understand that the land area being considered in this growth area plan has the potential to be almost as big as Noblesville's current land area. As a result, it will need to be developed with a full range of additional or expanded services including police and fire, parks, trails, schools, and grocery stores, and other retail accommodations.
02. Over time, growth in this area may shift the focus of energy away from the current heart of the community in downtown. There will be significant challenges to avoid an East Noblesville/West Noblesville dynamic and to maintain the presence and appeal of downtown when it is no longer the geographic center of the community. This plan outlines some key strategies that can be implemented to aid in creating a more unified presence for the entire community, including:
 - Trail and road connectivity
 - Uniformity in school districts
 - Key gateways and streetscape design
 - Signage
 - Community Services
03. This area currently serves as a major gateway into Noblesville due to existing regional attractions such as the Corporate Campus, Hamilton Town Center, and Ruoff Music Center. These existing uses continuously usher in large volumes of visitors, employees, and residents to the area. This current activity is an important catalyst for the long-term success of the region, but it also amplifies the need to put a forward-looking plan in place. Due to its significance as a primary gateway and its economic impact, there is a desire to establish a strong identity as growth continues to occur in this area. Placemaking and branding efforts are key strategies to establish Noblesville's identity within this gateway.
04. Without municipal oversight this area is at risk for less structured county scale development. This poses risk of inefficiency in providing necessary services and infrastructure for all Hamilton County taxpayers.
05. Due to its proximity to Noblesville's planning jurisdiction, the future growth within this area will have lasting impacts on Noblesville, Wayne Township, Fall Creek Township, and Hamilton County. The Noblesville Future Growth Plan should be used as a guidebook for the City and all other stakeholders. This will ensure development is measured, appropriate, and delivers lasting positive economic and quality of life opportunities for the area.

Regional Context Map



EXISTING CONDITIONS & INFLUENCING FACTORS

There are several existing factors shaping the future of this area. The discussion below briefly touches on some of the most important among those.

Growth Pressure

Eastern portions of Noblesville are the primary location for significant new future development in the region. This is largely due to the fact that neighboring communities are land locked and much of the land designated for industrial and commercial development is quickly being developed. This places added pressure on undeveloped land in the study area due to the high visibility and access to I-69.

- The Noblesville Planning Jurisdiction within Wayne Township contains 855 acres of land that are potentially developable, The entire Wayne Township Jurisdiction may experience an annual housing growth rate of .57% by the year 2024 (ESRI 2019-2024 Annual Compound Housing Growth Rate) as depicted within the Compound Housing Growth Rate map on page 190.
- The Corporate Campus Within Fall Creek Township and the Eastern Edge of Noblesville are experiencing significantly higher growth pressures. The eastern block group along Noblesville's eastern edge is projected to experience a 5.1% housing growth rate and a 4.14% population growth rate. The Noblesville Corporate Campus area is projected to experience up to a 4% housing and population growth rate (ESRI 2019-2024 Annual Compound Housing Growth Rate, ESRI 2019-2024 Population Growth Rate).

- There is a significant amount of potentially developable land available within the Noblesville Corporate Campus. The intent for this area is to accommodate larger scale, campus style employment opportunities and retail. This leaves little strategic opportunity for housing development. The Southeastern Edge of Noblesville is almost built out. Infill and redevelopment within Noblesville's center and new development along the northeastern edge will accommodate portions of the growth. However, the desire to live closer to I-69 and to major employment destinations will likely increase the demand for housing within just North of the Corporate Campus and along the western edges of Wayne Township.

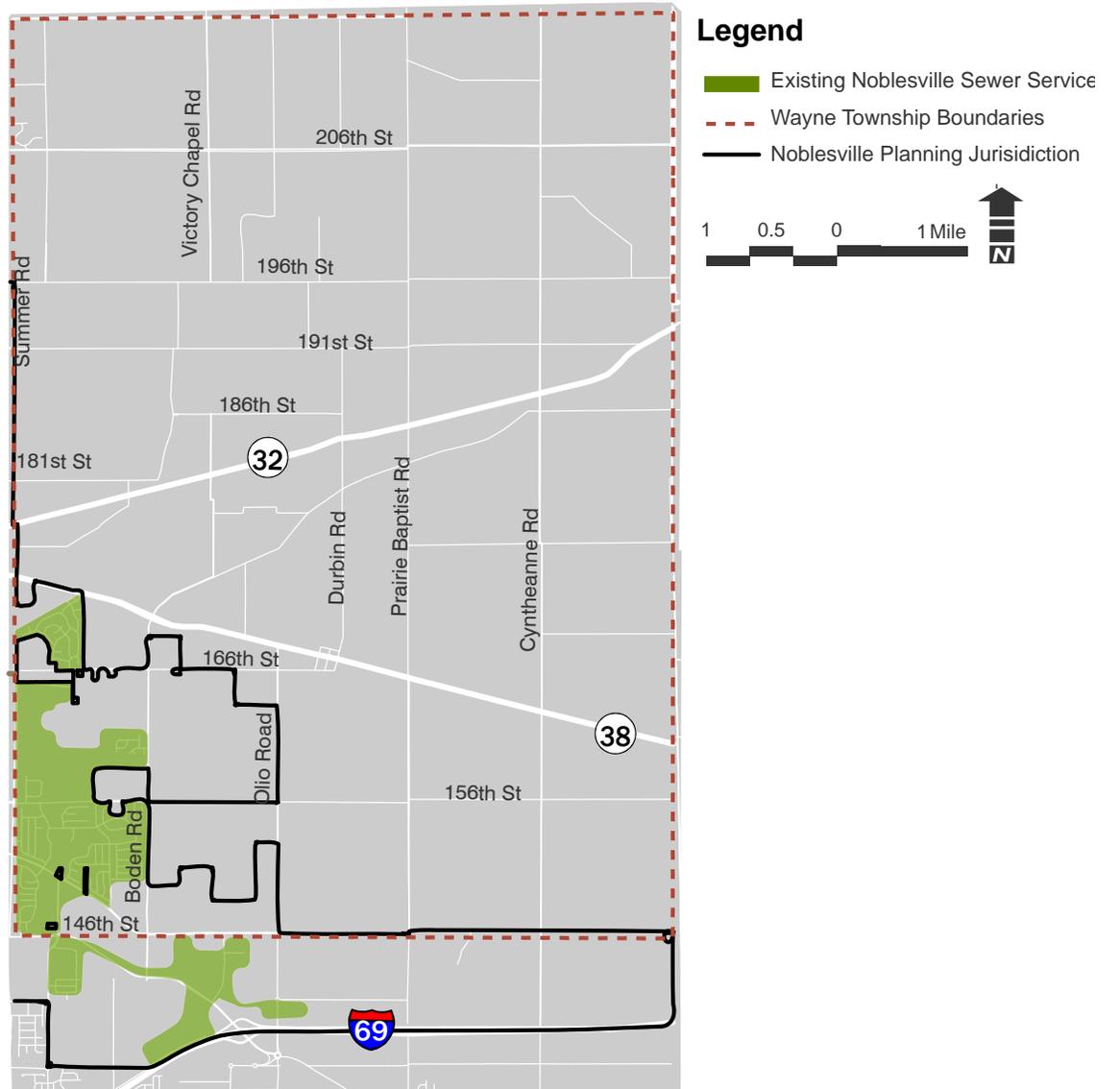
Jurisdictional Boundaries

It has been previously mentioned that large tracts of undeveloped ground within the study area exist. This provide an opportunity for future growth that will define the context, identity and character of the area for many generations. Ease of access and surrounding development activity are already placing additional pressure on available land within the study area. Due to these factors, implementing the recommendations in this plan is time sensitive and of critical importance to Noblesville. At present, much of the study area is outside of the current Noblesville Planning Jurisdiction which means Noblesville will eventually need to take formal responsibility over large portions of the study area.

Sanitary Sewer

Sanitary service is one of the largest factors currently limiting growth potential in eastern portions of Noblesville. Much of the study area is within the Hamilton Southeastern Utilities service territory and sanitary sewer service has not yet been extended to most of the study area. The map on the following page shows the current limits of sanitary sewer services within the study area. Areas outside of this currently employ on-site septic. Cooperation with the sewer utility on a plan for future sewer services is paramount. Determining feasible timelines for sanitary sewer extension will help set expectations for realistic development and growth policies.

Current Sanitary Sewer Service Availability



Existing Conditions & Influencing Factors, Continued

I-69 and Exit 210

Exit 210 is a major hub of activity. Past planning and public investment activities by the City of Noblesville have paid dividends and now this area has become a major regional center for retail, hospitality, entertainment, industrial, and residential activity. The improvement of the I-69 interchange at this location leads people to the Noblesville Corporate Campus, Hamilton Town Center Mall, and Ruoff Music Center in a more efficient manner. This exit acts as a primary gateway into Noblesville from the south. This location also serves as a primary gateway for residents, visitors, and commuters to many other communities to the south including Fishers and Fortville. Due to its success, traffic spilling out from exit 210 creates added stress and congestion to Noblesville's main connectors leading to and from this portion of the community. Local and regional traffic patterns serving, and surrounding Exit 210 will be an important consideration for the future success of this area.

The existing Noblesville Corporate Campus continues to build out and has capacity to house increased regional employment opportunities. As this occurs, there will be a need for additional housing, services, and amenities for more people. This will bring added pressure for additional residential, retail, restaurant, and entertainment options in the areas surrounding the campus. The only place for new development to occur near Noblesville to accommodate this demand is north of the corporate campus and east of the existing planning jurisdiction within Wayne Township. The quantity of existing undeveloped land in

Wayne Township will naturally attract much of this increased development demand.

Proposed Interchange

A proposed interchange along I-69 and Cyntheanne Road has been discussed for a number of years. This new interchange would be a significant investment that acts as a catalyst for new development further east and north from I-69 into Wayne Township. The interchange will open new areas with potential for increasing commercial, industrial, retail, and residential opportunities in southeastern portions of the township. It will also help improve local and regional connections to important employment centers, commercial centers, and amenities. There is tremendous potential of the Cyntheanne Road Interchange to work in tandem with Exit 210 rather than against it. Further study and a partnership with Fishers will be required to determine technical feasibility and assess the economic impact of this interchange.

Olio Road

Olio Road is a major north south corridor that begins at S.R. 38 and continues south through Hamilton and Hancock Counties until it connects with I-70. Olio Road also provides the only current north-south interstate crossing into Wayne Township which makes it a preferred corridor for local traffic looking to avoid Exit 210 and Campus Parkway congestion near I-69.

Regional Attractions

High traffic volumes and easy interstate access allows for larger scale retail, dining, and entertainment amenities to continue to develop in Noblesville. Amenities such as the Ruoff Music Center and Hamilton Town Center are currently a significant regional attraction for Wayne Township and Noblesville. Building the proposed interchange will increase opportunities for larger scale retail development in this area and will push potential for new commercial and housing development north along Cyntheanne Road towards S.R. 38.

Schools

School affiliation shapes the identity of an area. Most of Wayne Township is currently within Hamilton Southeastern Schools (HSE) jurisdiction. This sets up a future dynamic where a significant number of new residents, and their children reside in Noblesville but attend school outside of the community. Anticipated future growth in this area presents challenges for HSE Schools as the growing population within Wayne Township will add significant numbers to the HSE Schools population, exacerbating already challenging facility overcrowding concerns.

DESIRED OUTCOMES

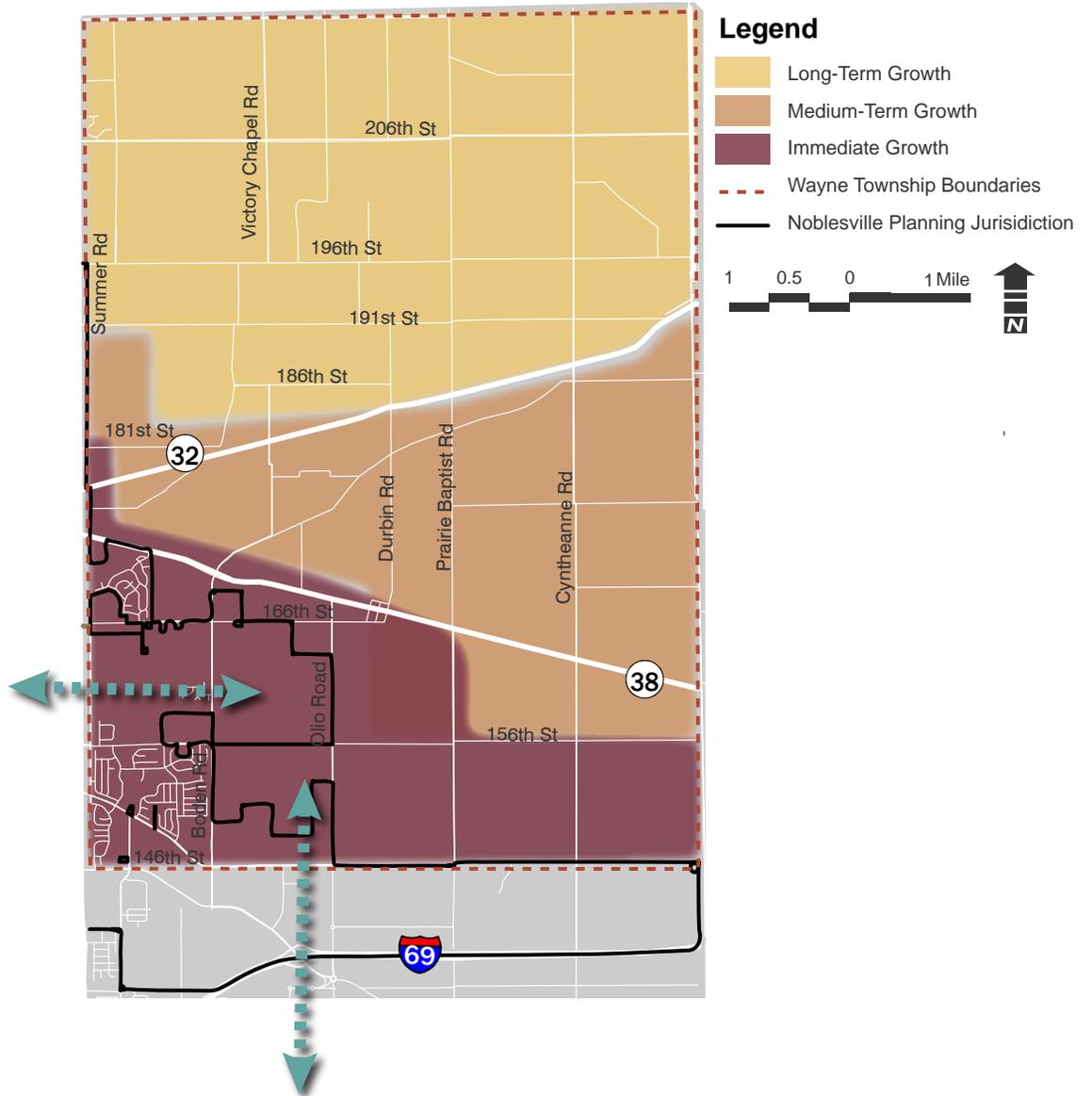
The primary objective for this plan is to guide sustainable, measured growth along the eastern edge of Noblesville into unincorporated portions of Wayne Township. The map on the right illustrates where future growth is desired over periods of time and illustrates some of the important relationships among key factors shaping the future of this area.

In general, growth in Wayne Township is defined incrementally through short, medium, and long-term development, as follows:

- 1. Immediate:** Concentrate immediate growth within areas south of S.R. 38 in Wayne Township and Fall Creek Township.
- 2. Medium Term:** Concentrate medium-term expansion in areas between S.R. 32 and S.R. 38 and along Cynthearne Road.
- 3. Long-Term:** Limit expansion north of S.R. 32 to help preserve rural character. Only consider development here as areas north of S.R. 38 reach development capacity.

In order to guide incremental and sustainable growth in Wayne Township, it is important to consider growth strategies that will encourage the right type of development at the right pace. The following page outlines key outcomes related to growth and development.

Combining this vision with the other land use, transportation, and development priorities contained in this plan provides a complete picture of the desired future growth for this area. Key policy guidelines and action items relating specifically to future development in the area are included on the final pages of this chapter.



Identity

There is a strong desire to maintain the identity of Noblesville within the study area. This is challenging as one of the primary character assets for Noblesville is downtown and the study area is quite distant from there. Most of the study area is within the Hamilton Southeastern Schools jurisdiction, furthering the potential for disparate identity. The primary means of creating unity in identity between these distant locations will be the following:

- Creating a development character and style that is unique, while at the same time honoring key elements of Noblesville's development history.
- Making physical connections utilizing opportunities along major corridors as new road and trail projects are completed.
- Adopting a common hierarchy of regional and local gateway treatments including monuments, landscaping, and signage.
- Working to unify school identity
- Establishing a clear identity through gateway and streetscape design with unique banners, signage, wayfinding, etc.
- Ensuring amenities are provided within the sub-area to serve future residents and businesses. These should align with amenities that are currently destinations within Noblesville.

Variety of Uses and Activities:

Given the large areas under consideration there should be an expectation a wide variety of uses and activities will be required over time. Determining the proper mix of uses to support current and future demand is important. However, defining the relationship of those various uses to one another is essential. Moving toward a more form-based development model will allow for a wider mix of uses to be incorporated into future development plans. This will further support the overarching community desire to create a more walkable and connected development pattern in Noblesville. Noblesville can set a new precedent for development that provides a variety of uses and activities.

Sensible Growth:

Noblesville's primary desire is to grow incrementally outward in a manner that is economically feasible and sustainable long-term. Future development within the study area is primarily focused within the southern and southwestern edges of Wayne Township and the northern portions of Fall Creek Township. Based on the discussions with Wayne Township stakeholders, the tiered concept of growth within the township that is depicted on the map on page 196 is feasible.

Trails and recreation

A proper mix of trails and other recreational amenities will be necessary with future development. The city has made significant investment in developing the first phases of Finch Creek Park and is working on the extension of the Midland Trace Trail corridor. These are attractive assets to current and prospective residents that should be expanded in the future. The need and opportunity for additional parks, trails, and open space assets should be considered with all future development that occurs within the study area. These can become a unifying element for the entire community and will increase the attractiveness of the area. It will reinforce connections to the Noblesville's downtown.

The Wayne Township Gateways and Corridor Plan Map on the following page provides a snapshot of current and proposed trail networks. Current trails primarily surround Hamilton Town Center leading into the center of Noblesville. Proposed trails within the study area include the Midland Trace Trail which is expected to extend along SR 32. A multi-use path is being proposed along Cyntheanne Road. As the Corporate Campus and the Southern portion of Wayne Township continue to develop, it is recommended for multi-use pathways are included along all major transportation corridors and within individual developments. The net result should be an interconnected system of trails enabling bicycle and pedestrian access throughout all portions of the study area, Noblesville, and Hamilton County communities. The map to the right depicts preliminary thoughts on where many of these major trail corridors can be located.

Noblesville Growth Area Gateway and Corridor Plan



LAND USE RECOMMENDATIONS

The future land use recommendations for Wayne Township and the Eastern Noblesville Planning Jurisdiction reflect the considerations and desired outcomes discussed in this section. The land uses and their definitions correspond to the desired land use types recommended throughout Noblesville's Planning Jurisdiction, are applied to the map on page 201. Refer back to the Land Use Plan for a detailed breakdown of these definitions as they relate to use, connectivity, and amenities.

Neighborhoods

Neighborhood typologies are predominately residential. Neighborhood supportive uses such as parks, schools, and retail may either be embedded or in close proximity to residential uses and encompasses the following use categories:

Residential

Residential Infill

Residential Mixed

Rural Residential

Commercial

Commercial typology primarily supports commercial and retail uses such as shopping, dining and entertainment and encompasses the following use categories:

Local Commercial

Community Commercial

Regional Commercial

Employment centers

The primary uses within the Employment Center typology are industrial and campus style office uses that operate on a larger scale and are often less compatible with residential uses and encompasses the following use categories:

Innovation/Flex

Production

Light Industrial

Community

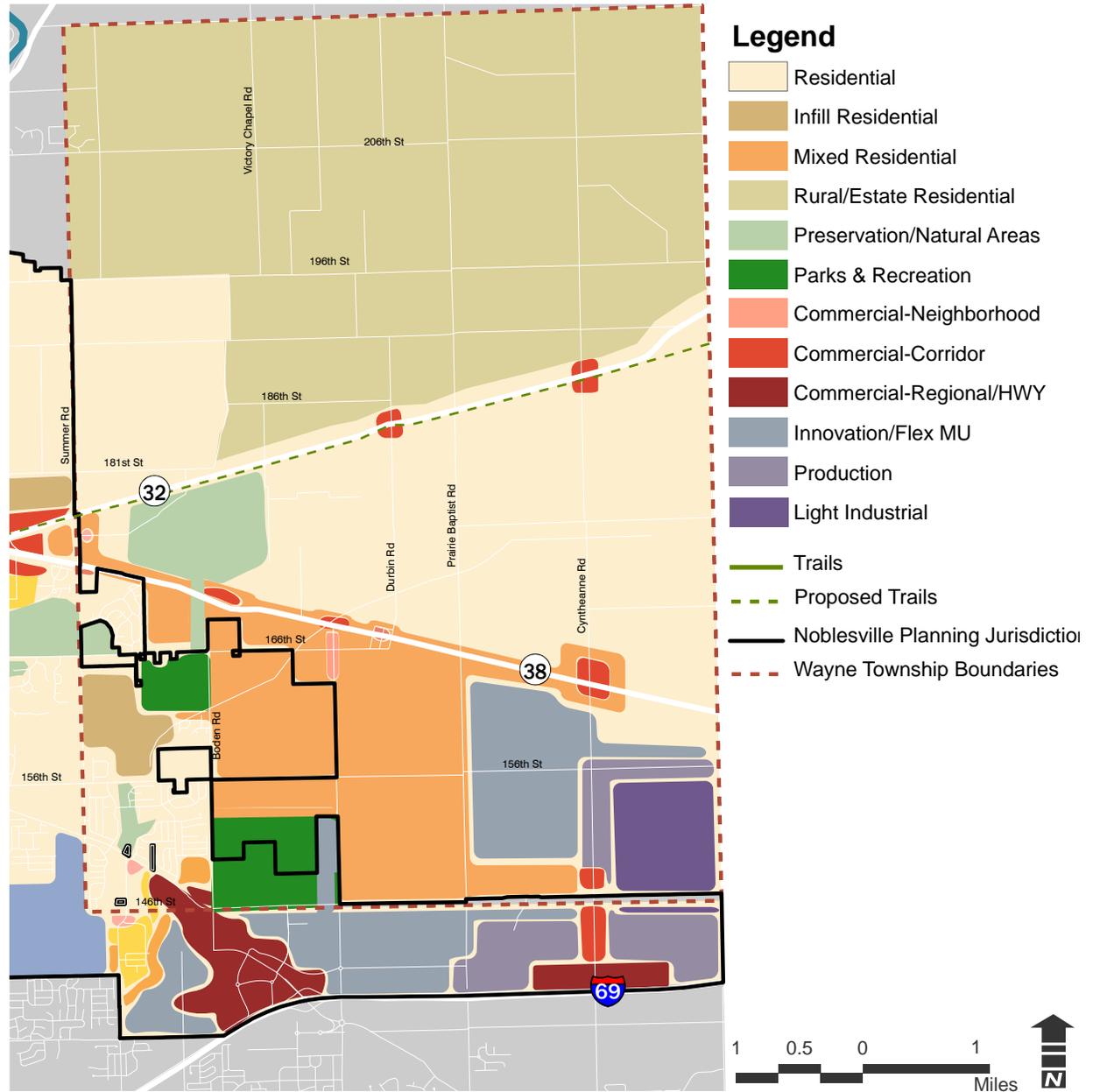
The Community typology supports community oriented uses that are primarily public or semi-public and encompass the following use categories:

Institutional

Parks & Recreation

Preservation/Natural Areas

Noblesville Future Growth Area Desired Land-Use Map



Predictable Development:

Establishing a future land use policy containing built form guidelines provides tools necessary to ensure growth is measured and reaches the desired outcomes. Included in the Land Use chapter of the comprehensive plan is consideration for the Wayne Township area. The recommendations from the Land Use Map and the Built Form map are a direct reflection of the desired outcomes for Wayne Township. Refer to the Land Use Chapter for more detailed recommendations regarding land use and built form.

Community and Stakeholder Collaboration:

Collaboration among key stakeholders and community members associated with the Noblesville Future Growth Area will be important. Including the right people in development decisions will lead to informed discussions and better understanding of key concerns, challenges, and opportunities as proposals are considered. Most importantly, it will foster greater trust and cooperation among the varying stakeholders and streamlining the decision making and approval process.

Stormwater Infrastructure:

With the potential for Wayne Township to be a quickly growing part of Noblesville, areas of future development can be more easily identified. These areas of future development are prime examples to implement regional detention plans as described in the Master Drainage Plan section of this report. Regional stormwater planning can often allow for a greater number of acres within an area to be developed . Along with Low Impact Development approaches (LID), a regional approach can conserve significant acreage and can assist with the overall maintenance of the regional drainage system. This allows for increased development potential as lots can be oriented and constructed in a manner that incorporates stormwater controls into parking lots and buildings and maximizing developable land area.

A master drainage plan for areas to be developed in Wayne Township could include stormwater infrastructure as an amenity. Alternative approaches like (LID) can allow stormwater detention requirements to be met, present pleasant aesthetics, and provide for a healthy ecosystem. LID typically involves increasing stormwater infiltration practices and detaining stormwater in a more linear fashion than traditional practices. For example, rather than collecting stormwater directly along the curb line, runoff can be collected in stormwater biocells.

Property zoning ordinances for these LIDs can include the requirement that future lot developments utilize “green” stormwater infrastructure. The goal is to avoid wet ponds and to emphasize “green” stormwater controls. These controls can be incorporated into parking lots and buildings to minimize additional land disturbance and maximize development acreage. Future lots could then be anticipated to utilize “green” infrastructure such as permeable pavements, green roofs, rain gardens, rain barrels and bio-swales.

Roadway Connections:

The current Noblesville Thoroughfare Plan recommends a series of road network upgrades and roundabouts surrounding Exit 210. Below is a brief description of the application of that plan within Wayne Township, and some of the future projects which should be considered:

- Proposed I-69 and Cyntheanne Road Interchange: To accommodate an increase in traffic flow, Noblesville’s Future Thoroughfare Plan proposes an extension of 141st Street, providing an additional east/west connection from Cyntheanne Road to the Corporate Campus area. As well, Cyntheanne Road is expected to develop to take advantage of the proposed interchange leading to a heavier traffic flow along this north south corridor. Cyntheanne Road and 146th Street are proposed to increase their classification as primary road networks in anticipation of the proposed interchange. Roundabouts along 195th Street and 146th Street are proposed to ease traffic congestion.

Notable North/South Connections:

- Cyntheanne Road is proposed for future upgrade to a primary roadway establishing itself as a major North/South thoroughfare. The intent is to accommodate higher traffic volumes for a proposed new interchange along I-69.
- Boden Road and Olio Road will also serve as a major north/south thoroughfare with a proposed extension between 186th Street and E 196th Street connecting to Victory Chapel Road.
- Prairie Baptist Road is also proposed to upgrade as a secondary thoroughfare.

Notable East/West Connections:

- 146th Street leading to Greenfield Avenue is proposed to be upgraded as a primary thoroughfare. This will complete the connection between the Corporate Campus towards Downtown Noblesville.
- 156th Street serves as a secondary thoroughfare connecting the southern portion of Wayne Township to Greenfield Avenue toward SR 37 and downtown Noblesville.
- East 206th Street is set to serve as the primary thoroughfare for northern Wayne Township leading towards Morse Reservoir.
- 191st Street will serve as a secondary thoroughfare for the northern and middle portions of Wayne Township.

Floodway and Flood Fringe Areas:

The Floodway and Flood Fringe Areas cover a significant portion of Northern Wayne Township. The desire for this area to remain rural by its residents and with growth focused southward provides a safeguard against encroaching development. However; agricultural runoff, mining, and other uses can degrade the health and integrity of the floodplain and waterway system. However, these important ecological corridors can also be protected while serving a dual purpose for trail corridors or to help with stormwater runoff. A detailed floodplain discussion along with recommendations related to future floodplain development is included in Chapter 05 of this plan.

Schools

School districting in Wayne Township is a top issue among Noblesville and Wayne Township stakeholders. This shared concern extends beyond capacity to a lack of identity and a sense of connectedness to Noblesville and to Wayne Township. To address these concerns conversations between the Schools and city officials will be necessary. As new growth occurs in the eastern part of Noblesville serious discussions need to take place regarding school alignment. These conversations need to address community identity, facility investment, and administrative capacity.

RECOMMENDATIONS

Maintaining a Sense of Place and Identity

Establishing a sense of place and identity for Wayne Township will require literal and figurative connections with Noblesville as development occurs. Gateway signage, unique street design, wayfinding, and public art that can be employed as unifying elements between new development areas and current Noblesville.

While it is important to establish Noblesville's identity within the study area, it is not the intent to replicate Downtown Noblesville. New development within the study area must balance its own sense of place and identity within the broader context of the community. This is an opportunity to create a special place with its own unique identity and energy that works with key elements of the community's existing character.

Key goals:

- 01.** Continue to develop out the Corporate Campus as a regional economic destination.
- 02.** Residents within developed areas of Wayne Township identify and feel connected to Noblesville.
- 03.** Developed areas within Wayne Township should provide unique amenities and attractions to residents and visitors.

Key Policy Items:

- 01.** Establish gateway overlay districts along Exit 210 and proposed Cyntheanne Road Interchange with design and built form criteria.
- 02.** Establish a special zoning district or design overlay within proposed activity centers as identified in the Land Use Plan.
- 03.** Help facilitate discussions with key stakeholders regarding the future of school service within the study area.

Measured, Sustainable Growth

Development should be controlled and measured to minimize the occurrence of leapfrog development. Leapfrog development refers to sporadic pockets of development requiring utility connections and infrastructure. Often, this type of development imposes greater financial burden on city and the taxpayers.

Key goals:

- 01.** Short-Term Growth: First, growth should be consolidated and prioritized within southern portion of the study area (below SR 38) and along the eastern edges of Noblesville's planning jurisdiction.
- 02.** Medium-Term Growth: Limit development within the middle portion of Wayne Township (between SR 38 and SR 32) while only accepting development if it meets the highest quality standards and fits into the long-term vision for Wayne Township.
- 03.** Long-Term Growth: Limit development north of SR 32 to avoid leapfrog development and to protect the rural nature and natural resources of the area. This area should only be considered for development as the southern and middle portions of Wayne Township have significantly developed. Other than areas that are the closest to Noblesville Township, this area should be the last to significantly develop within Wayne Township.

Key Policy Items:

- 01.** Address drainage issues by adopting a master drainage plan to consolidate retention ponds.
- 02.** Work with Hamilton County to establish a consensus regarding land use and zoning policy for Wayne Township
- 03.** Only allow development along SR 32 and SR 38 that fits into the long-term vision for Wayne Township
- 04.** Promote preservation of the Floodplain area by limiting all types of development beyond low-impact recreation offerings (see Floodplain Chapter)
- 05.** Update other community planning documents to accommodate future expansion of services to include immediate growth areas of Wayne Township.
- 06.** Begin discussions about future school needs within the immediate growth area of Wayne Township.
- 07.** Review the need for council re-districting.

A Variety of Uses and Activities

There is a strong desire for a mixture of residential choices and businesses along the southern edge of the study area. As discussed throughout this Comprehensive Plan, the desire permeates the community to provide a diversity of living options and amenities within proximity to one another. Diversifying housing styles and character makes for a culturally exciting and desirable place to live for people of all ages. It also provides opportunities for residents seeking moderately priced housing with little to no maintenance required. The amount of undeveloped land within Wayne Township provides Noblesville the chance to set a precedent for development to provide a variety of uses and activities.

Key Policy Items:

- 01.** Require developers to provide green space within developments that are publicly accessible.
- 02.** Require developers to build missing middle housing types.
- 03.** Adopt zoning to allow for a mixture of intensities and housing types within residential and mixed-use areas.
- 04.** Urban vs. Rural
- 05.** Development review processes to vet mixed-use projects
- 06.** Neighborhood retail centers

High Quality, Unique Development

High quality, unique development is the goal for the study area. The city should actively work to attract the types of development desired for this area and should hold firm on declining proposals which do not meet expectations.

Key Policy Items:

- 01.** Establish a form-based zoning policy that ensures development style and characteristics fit within the surrounding context of the area.
- 02.** Establish a land-use pattern book that clearly defines criteria for built form and style within Wayne Township.
- 03.** Only allow development that meets the standards and criteria defined specifically for Wayne Township.

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APPENDIX

Within this appendix, you will find supplementary information that was used to help develop some of the content within this plan. Each of the following items were referenced at some point throughout the document.

APPENDIX

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PLANoblesville- Completed and On-going Tasks (As of December 2016)

LAND USE	
Maintain and grow responsibly a balance of land uses that support the tax base of Noblesville while preserving natural features and environmentally sensitive areas.	
a	Reduce the risk of flooding by encouraging the use of green infrastructure best management practices in all new development and redevelopment.
b	Protect the floodway and floodplain through continued application of the Flood Hazard District.
c	Develop an annexation policy centered around environmental assets and liabilities in order to maintain a fair level of service to all of Noblesville.
d	Use fiscal impact modeling in the development review process to ensure new development can financially support public services.
g	Promote residential redevelopment and infill in the traditional neighborhoods south of Conner Street.
h	Explore expanding the City's planning jurisdiction to better plan for growth into Wayne Township.
i	Ensure proper zoning and land uses to encourage compact mixed use at Village Center nodes.
j	Encourage residential development that reflects surrounding residential character and intensity with a focus on providing efficient services and maintaining the urban fabric that is representative of Noblesville.
HOUSING & NEIGHBORHOODS	
Provide diverse housing options that are compatible with the established character of the surrounding community.	
c	Expand opportunities for housing partnerships with non-profits and the development community.
d	Create incentives such as permit streamlining, fee waivers, or tax deferral for builders and organizations that provide infill construction and rehabilitation on underutilized properties in a manner that compliments and enhances the surrounding
f	Conduct a residential market analysis to help guide UDO changes to support current and future market demand.
h	Develop neighborhood plans to improve the quality of life, preserve the culture and history, and improve the aesthetic and sense of place of each neighborhood.

APPENDIX

PLANoblesville- Completed and On-going Tasks (As of December 2016)

ECONOMIC DEVELOPMENT	
Attract, retain and expand an array of businesses and industries that create jobs and wealth for residents and support the economic vitality of the City.	
c	Continue to partner with the Workforce Development Council to determine which workforce skills are missing in Noblesville and how they can be developed through continuing education opportunities.
d	Continue to partner with the Noblesville School Corporation to incorporate science, technology, engineering, and mathematics (STEM) as well as business classes more closely with curriculums.
e	Continue industry roundtable discussions for business to business sharing on pertinent issues affecting certain industry sectors.
f	Initiate a formal business visitation program to improve communications and relationships with current businesses to identify needs and wants to strengthen the local business climate.
h	Embrace regionalism and increase partnerships with local resources.
i	Further develop the business appreciation program, including events, webinars, and awards.
j	Continue to develop collaborative partnerships between area universities, colleges, secondary schools, and local employers to develop job placement programs for qualified workers.
k	Work with local secondary schools, colleges, universities, and employers in key employment sectors to develop career ladder programs to improve access to higher paying jobs through continuing education and training.
o	Continue to develop and maintain relationships between the business community and regulatory bodies.

PLANoblesville- Completed and On-going Tasks (As of December 2016)

TRANSPORTATION	
Provide a safe and efficient transportation system that connects neighborhoods, employers, and attractions that can be utilized by all ages and abilities.	
b	Evaluate options to include bicycle facilities in public works projects and as a development regulation in the Unified Development Ordinance.
c	Partner with other Hamilton County communities to improve overall transit services within Hamilton County including expanding paratransit services and developing fixed route services.
d	Engage INDOT to evaluate SR 37 scenarios in order to maintain volume capacity but improve overall urban context, provide for pedestrian and bicycle facilities for improved safety and accessibility, and improve access to existing and future planned
f	Develop a prioritization schedule and implementation plan for current bicycle/pedestrian trails that are identified in the Noblesville Alternative Transportation Plan and identify funding opportunities to pursue.
g	Continue to improve connectivity between existing neighborhoods, existing and proposed trails, and destinations such as commercial areas and schools with improved pedestrian facilities such as sidewalks, multi-use facilities, and connector paths.
h	Update the existing thoroughfare plan to include prioritized projects from the Noblesville Alternative Transportation Plan, identified connectors, and reflection of complete streets guidelines and standards.
i	Complete development and construction of the Noblesville Riverwalk, including a connection to the Midland Trace Trail.
j	Continue to work with the Indianapolis MPO in implementation of the Indy Connect strategy for rapid-transit service between Noblesville and Indianapolis.
k	Continue to improve safety for pedestrians in and around residential neighborhoods in efforts to reduce overall traffic speeds and raise driver awareness.
l	Enhance coordination of a bicycle and pedestrian safety program for residents to improve awareness and the correct use of new facilities proposed in the Noblesville Alternative Transportation Plan.
m	Develop a parking management program in the downtown area to improve overall parking efficiency and manage demand to improve access for local businesses and government services.
o	Develop a park-and-ride facility in correlation with the proposed transit station near 146th Street.
p	Obtain "Bicycle Friendly Community" status from the League of American Bicyclists.
s	Further examine and analyze alternates for east/west connectivity and the threshold of demand that will deem that investment necessary.
t	Connect Boden Road and Brooks School Road between Campus Parkway and 136th Street.

APPENDIX

PLANoblesville- Completed and On-going Tasks (As of December 2016)

PARKS & OPEN SPACE	
Create additional park and recreation amenities to serve residents and visitors and accommodate new growth while continuing superior maintenance and programming of existing facilities.	
a	Increase the use of the floodplain for public recreational use and greenspace.
b	Continue planning for the Eastside Finch Creek Park and begin implementation of the plan.
e	Maintain a 5-year parks master plan to guide capital planning and continue to implement the strategies laid out in the plan.
h	Improve and expand upon interpretive stations, facilities, and signage to better utilize parks as learning spaces.
DOWNTOWN	
Capitalize on existing successful areas of the downtown and its historic qualities to expedite revitalization of surrounding neighborhoods and create an around the clock, vibrant, mixed-use district.	
a	Improve Riverwalk/Riverfront connectivity with downtown.
b	Improve communication channels to better inform the public and applicable organizations of downtown activity.
c	Put together a retail market assessment of what is missing in the downtown landscape to encourage diverse usage.
d	Create a downtown streetscape plan for Conner Street and 8th, 9th, and 10th Streets between Maple Avenue and Logan Street.
e	Create a Riverfront Redevelopment District ordinance in downtown Noblesville to improve entertainment choices.
f	Create a stronger connection between downtown and the west side of river through increased pedestrian and bicycle amenities and a wayfinding and beautification program.
g	Develop a Historic District Plan for the area surrounding the historic Hamilton County Courthouse and Courthouse Square.
h	Review and amend the Downtown District standards to allow for increased residential uses away from the Courthouse Square.

PLANoblesville- Completed and On-going Tasks (As of December 2016)

COMMUNITY INFRASTRUCTURE	
Develop community infrastructure and services to support the socioeconomically diverse population in coordination with land use planning and projected growth.	
b	Foster intra-community relationships with the schools to develop better cooperative strategies.
c	Support the City's Community Oriented Policing Program linked with neighborhood liaisons.
DESIGN & PLACEMAKING	
Goal	Combine elements of the built environment, historic features, and intangible community characteristics to further establish a sense of place and identity for Noblesville.
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ARTS & CULTURE	
Goal	Enhance and celebrate arts and culture to strengthen the social fabric of the City.
a	Increase residents' awareness of the community's heritage by promoting arts and culture preservation programs and activities.
b	Develop a program to highlight arts and cultural strengths as well as support the provision of adequate infrastructure to attract tourism- related industries that support the image of Noblesville.
c	Continue to support a city-wide arts organization to foster programming and funding in the arts and humanities.
d	Assist in supporting an arts center facility for performance, educational, and retail space for Noblesville artists.
e	Facilitate public arts projects, such as murals, by helping to identify appropriate locations.

APPENDIX

Visual Preference Survey Results

Spaces & Places	"Back of the House" Services District				Village Center District				Hospitality District				Central Business District			
	Cross-Section & Plan		Character Photo		Cross-Section & Plan		Character Photo		Cross-Section & Plan		Character Photo		Cross-Section & Plan		Character Photo	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Public Realm																
1 64' ROW E	15	15%	4	27%	21	25%	8	38%	21	30%	7	33%	12	18%	6	50%
			5	33%			6	29%			7	33%			4	33%
			6	40%			7	33%			7	33%			2	17%
2 66' ROW E	21	21%	4	19%	21	25%	4	20%	13	19%	4	31%	12	18%	1	8%
			13	62%			14	70%			8	62%			6	50%
			2	10%			1	5%			0	0%			1	8%
			2	10%			1	5%			1	8%			4	33%
3 72' ROW E	27	26%	13	48%	9	11%	5	56%	13	19%	3	24%	13	19%	5	42%
			3	12%			2	22%			4	31%			5	42%
			11	41%			2	22%			6	46%			2	17%
4 80' ROW E	25	25%	5	19%	11	13%	2	18%	10	14%	1	10%	15	22%	1	7%
			8	31%			3	27%			3	30%			2	13%
			9	35%			5	45%			5	50%			8	53%
			4	15%			1	9%			1	10%			4	27%
5 115' ROW	14	14%	5	36%	23	27%	8	35%	13	19%	3	23%	16	24%	3	19%
			5	36%			10	43%			5	38%			9	56%
			4	29%			5	22%			5	38%			4	25%
Private Realm																
A 12' Setback	23	27%	8	36%	17	22%	6	35%	24	34%	5	21%	12	18%	4	33%
			9	41%			6	35%			11	46%			8	67%
			5	23%			5	30%			8	33%			0	0%
B 32' Setback	39	41%	9	23%	35	45%	14	40%	28	40%	7	25%	28	42%	15	54%
			19	49%			17	49%			13	46%			7	25%
			5	13%			3	9%			3	11%			4	14%
			6	15%			1	3%			5	18%			2	7%
C 78' Setback	28	29%	6	21%	18	23%	2	11%	14	20%	1	7%	16	24%	1	6%
			17	61%			15	83%			11	79%			11	67%
			5	18%			1	6%			2	14%			4	25%
D 90' Setback	6	6%	1	17%	7	9%	0	0%	4	6%	2	50%	10	15%	0	0%
			2	34%			4	57%			2	50%			6	60%
			3	50%			3	43%			0	0%			3	30%
			0	0%			0	0%			0	0%			1	10%

Visual Preference Survey Results

SWQ Neighborhood District				White River Habitat Area				River Road Neighborhood District				Cicero Creek Habitat Area			
Cross-Section & Plan		Character Photo		Cross-Section & Plan		Character Photo		Cross-Section & Plan		Character Photo		Cross-Section & Plan		Character Photo	
#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
39	58%	23	64%	22	36%	10	45%	22	37%	11	50%	25	44%	11	44%
		9	25%			11	50%			9	41%			13	52%
		4	11%			1	5%			2	9%			1	4%
9	15%	3	33%	13	21%	4	31%	11	18%	3	27%	13	23%	3	23%
		5	56%			3	23%			6	55%			3	23%
		0	0%			6	46%			2	18%			6	46%
		1	11%			0	0%			0	0%			1	8%
7	11%	2	29%	7	11%	3	43%	4	12%	3	43%	2	4%	1	50%
		2	29%			2	29%			2	29%			1	50%
		3	43%			2	29%			2	29%			0	0%
6	10%	0	0%	9	15%	1	11%	17	23%	0	0%	13	23%	1	8%
		2	3%			3	33%			4	29%			4	31%
		3	50%			2	22%			5	36%			4	31%
		1	17%			3	33%			5	36%			4	31%
4	6%	1	25%	10	16%	4	40%	6	10%	0	0%	4	7%	1	25%
		1	25%			3	30%			3	50%			2	50%
		2	50%			3	30%			3	50%			1	25%
29	47%	3	10%	28	46%	3	11%	22	37%	6	27%	29	51%	4	14%
		5	17%			2	7%			2	9%			2	7%
		21	73%			4	14%			5	23%			3	10%
						19	68%			9	41%			20	69%
20	32%	7	35%	25	41%	6	24%	23	38%	4	17%	17	30%	3	18%
		13	65%			6	24%			10	43%			5	29%
		0	0%			0	0%			2	9%			1	6%
		0	0%			1	4%			3	13%			1	6%
						12	48%			4	17%			7	41%
8	13%	1	13%	5	8%	0	0%	11	19%	0	0%	8	14%	0	0%
		7	88%			0	0%			6	55%			1	13%
		0	0%			0	0%			0	0%			1	13%
5	8%			3	5%	5	100%	4	7%	5	45%	3	5%	6	75%
		0	0%			0	0%			0	0%			0	0%
		4	80%			1	33%			1	25%			0	0%
		0	0%			0	0%			0	0%			0	0%
		1	20%			1	33%			1	25%			1	33%
						1	33%			2	50%			2	67%

APPENDIX

Visual

Public – 64' ROW

One travel lane each way with landscaped median and sidewalks with buffer between the sidewalk and roadway

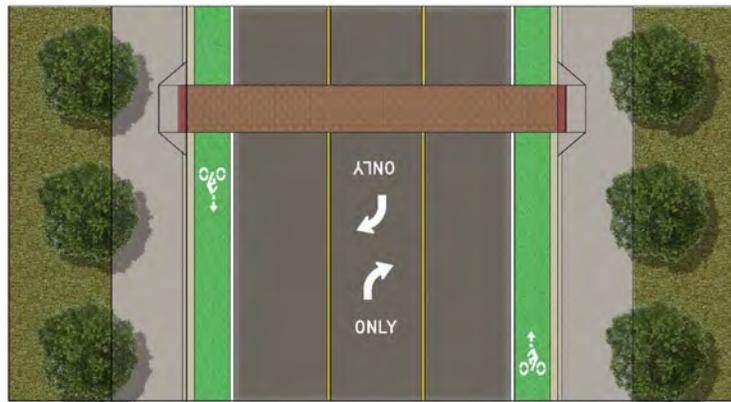


64' RIGHT OF WAY



Public – 66' ROW

One travel lane each way with a shared left turn lane in the center, bike lanes, and sidewalks with no buffer between the sidewalk and roadway



66' RIGHT OF WAY



1



2



3

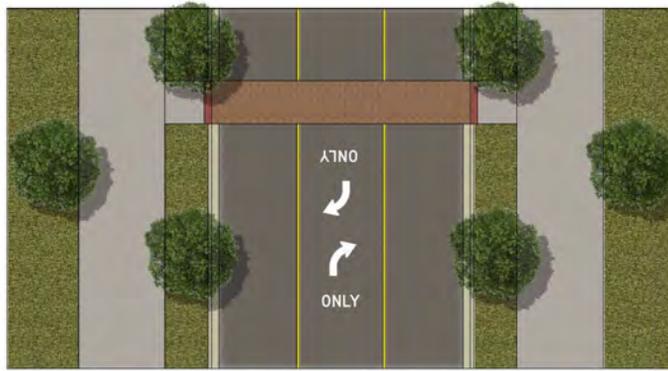


4



Public – 72' ROW

One travel lane each way with a shared left turn lane in the center and sidewalks with a buffer between the sidewalk and roadway



72' RIGHT OF WAY



1



2

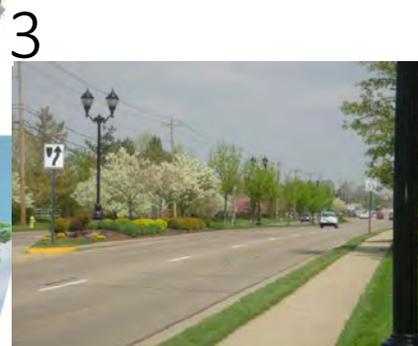
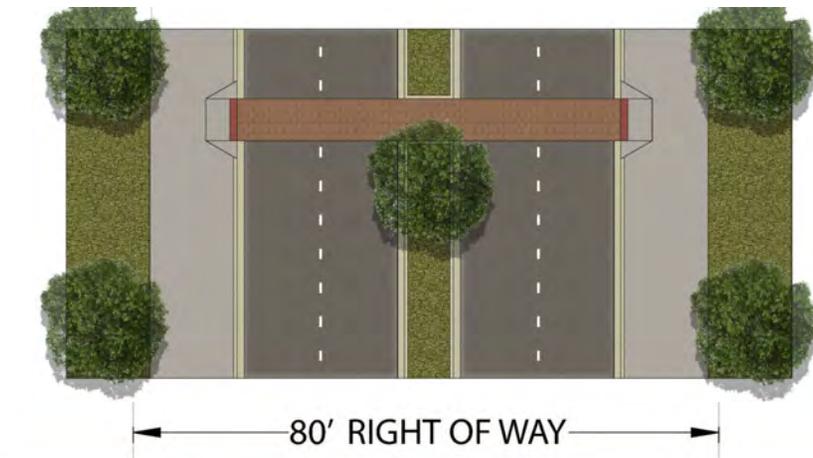


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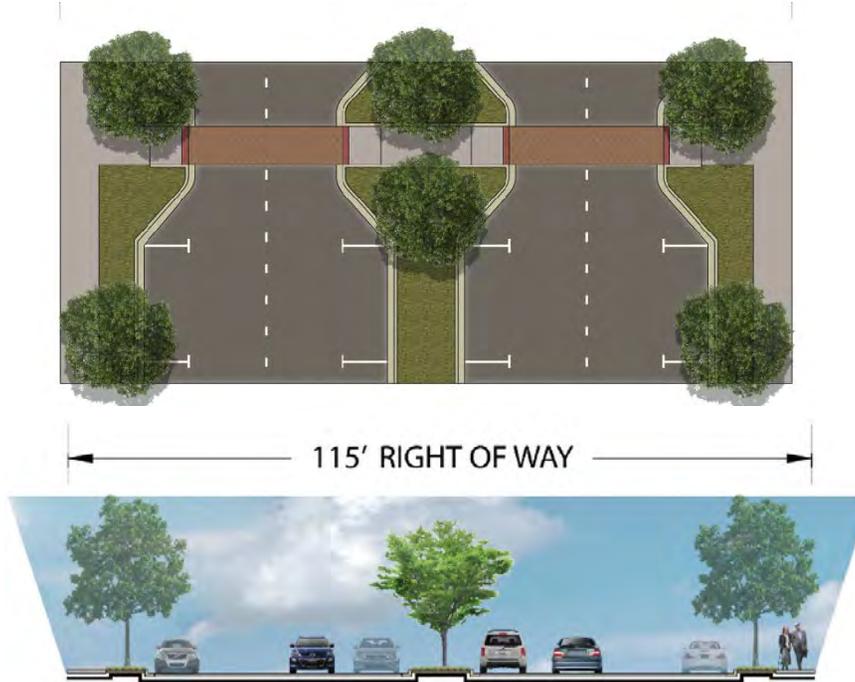
Public – 80' ROW

Two travel lanes each way with landscaped median and sidewalks with no buffer between the sidewalk and roadway



Public – 115' ROW

Two travel lanes each way with median, parallel parking, and sidewalks with buffer



1



2



3



Private – 12' Setback

Development directly along the street with a sidewalk that serves as the transition space

12' PRIVATE SPACE

12' PRIVATE SPACE



1



2



3



4



Private – 32' Setback

Development setback from street by wide sidewalks with amenities like benches, trash cans, etc.



1



2



5



3

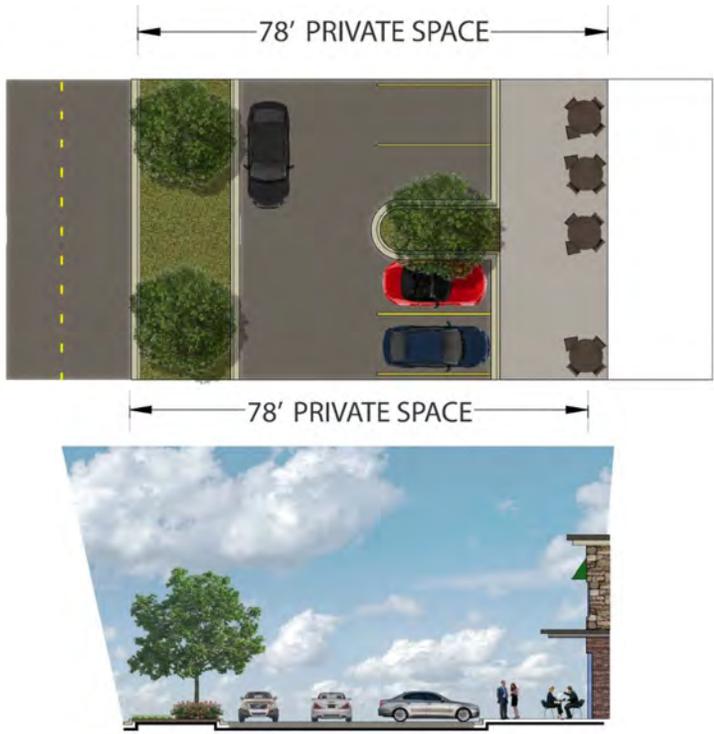


4



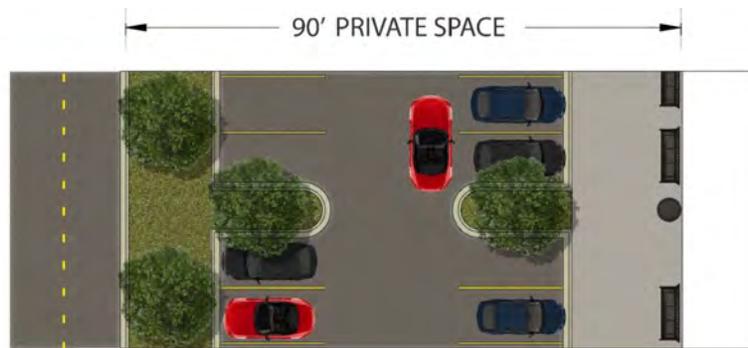
Private – 78' Setback

Development setback from the street with one row of off-street parking



Private – 90' Setback

Development setback from street with two rows of off-street parking



1



2



3



4



5



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The Parking Study

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