Zionsville

2020 comprehensive plan

October 6, 200

by th

Zionsville Town Counc

prepared

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EXECUTIVE SUMMARY

The definition of "Planning" has been described as "the managing and directing of growth and change".

The Zionsville 2020 Comprehensive Plan (the "Comprehensive Plan") is an important and vital planning tool that will guide the growth and development of the Town of Zionsville, setting the vision for the Town for the next twenty years.

The Comprehensive Plan represents a guidebook for directing future growth in our community. Important components of the Town of Zionsville, its land use; essential services; transportation, and parks, are melded into a single, interlocking strategy to address the challenges facing the community and to build upon its many unique assets.

For purposes of guiding growth and development, the Town of Zionsville has identified its "planning area". This area, co-terminus with Zionsville's sewer service area, includes land within the corporate limits of the Town of Zionsville and unincorporated Eagle Township in Boone County. Coordination between the two political jurisdictions is vital to ensure a well-planned community. The Town of Zionsville strives to work with the Boone County Area Plan Commission and Boone County Commissioners through cooperative agreements and other inter-local measures to participate in and encourage quality and coordinated growth and development in areas outside of the Town of Zionsville's municipal boundaries that reflect and reinforce the recommendations of the Comprehensive Plan. The adoption of the Land Use Component (Chapter 6) of the Comprehensive Plan into the Boone County Comprehensive Plan by the Boone County Area Plan Commission and Boone County Commissioners is an historic result of this cooperation.

Zionsville Vision Statement:

The goals and recommendations of the Comprehensive Plan are set in place to achieve the Vision Statement for the Town of Zionsville, which is:

Maintain and enhance Zionsville as a vibrant, vital community with a small town atmosphere, reflecting its "village" heritage through:

- ensuring overall low-density development;
- maintenance of the village and downtown as the focal point of the community;
- enhancements to its commercial and light industrial zones;
- strengthening its architectural integrity / character;
- creation and maintenance of accessible green space;
- enhancement of its "urban forest";
- extension if its pathway system;
- the development of a two-lane "multiple dispersal" roadway / thoroughfare system;
- expansion of its recreation and cultural facilities.

Zionsville Mission Statements:

In order to achieve the Vision for the Town of Zionsville, the Comprehensive Plan defines the mission of Zionsville's town government to be:

- Direct and manage growth, through land use and infrastructure polices and ordinances in order to preserve and enhance the community character that makes Zionsville and Eagle Township a unique, distinctive, and identifiable place.
- Retain the small town atmosphere by encouraging well-planned and designed developments that complement and enhance the overall scale, density, pattern, and architectural integrity of the community. Emphasis shall be placed upon reservation and preservation of open/green space and its connectivity with existing and proposed pedestrian ways throughout Zionsville and its planning area.
- Ensure that essential services are provided to all citizens of the community and are properly expanded and maintained to meet and address the growing demands placed upon them.
- Manage resources prudently and productively to accomplish the goals set forth in this plan.

Zionsville Goals:

The Comprehensive Plan sets the following major goals to implement the Zionsville mission statements in support of the overall vision for Zionsville:

General Goals for Zionsville:

- To remain a town, and retain the small town atmosphere, with emphasis on the health, welfare, and safety of the community.
- To preserve the beauty of the natural environment and provide suitable recreational facilities for all residents.
- To preserve the central business district (Main Street) and maintain the village theme throughout all commercial areas in the community.
- To grow and develop in a planned manner.
- To assure adequate services are planned for all of the town's citizens.
- To ensure that the funding for public services is determined by and within the means of the economic base of the area.

Housing Goals:

- To assure full and equal opportunity to all residents, regardless of race, color, religion, national origin, or ancestry, to live in decent,

sanitary, and healthful quarters in order that the health, safety and general welfare of all the people of Zionsville may be protected.

- To encourage the development of a housing market that has an adequate supply of sound housing that is affordable for all age and income groups and to all sizes of families.

- To encourage a continuation of diverse architectural styles within residential neighborhoods.

- To encourage a continuing program of conservation and rehabilitation of existing housing stock.

- To encourage the of creation an Historic District in the Zionsville Village.

Economic Development Goals:

- The Town should continue to work closely with the Zionsville Redevelopment Commission to implement strategies for development in the identified Redevelopment Area. The desired result is to encourage quality and sustainable commercial and industrial developments, in order to expand the economic base of Zionsville, and encourage similar investment in the community.

- Implement the TIF Redevelopment Plan.

- Provide more employment opportunities for residents within the Town limits by attracting technology and high end office uses for the area located south of 106th street.

- Attract beneficial retail, commercial and office opportunities

- In order to compete with the national / chain retailers and restaurants emerging along SR 421 and other major arteries in the vicinity of Zionsville, the Town should attract businesses and shoppers with a marketing strategy based on the unique character of the area and financial incentives.

- Encourage the development of tourism facilities that improve the economic diversity of Zionsville without adversely affecting the unique character of the area and the quality of life enjoyed by visitors and residents.

- Continue to support and enhance the Zionsville downtown as an historic, unique and vibrant focal point of the community, both for the residents of Zionsville and its many visitors.

- Establish and protect historic commercial areas within the "Village" area of Zionsville.

- Continue to promote a healthy retail base, recognizing the contributions of both the "West Commercial" and "Main Street" Areas.

Parks and Recreation Goals:

- Acquire land to provide a green space zone around the perimeter of Zionsville game fields and playground areas interspersed with the housing developments and an interconnecting scenic trailway system.

- For areas that have already been acquired complete development of the property.

- Develop recreation facilities and programs in cooperation with school and private organizations.

- Continue on-going maintenance and upgrade of existing park facilities.

- Continue aggressive pursuit of funding sources to supplement the regular budget.

Land Use Goals:

- Expand the range and intensities of land use categories denoted on the land use component of the Comprehensive Plan to provide more detailed and focused land use recommendations for the Town of Zionsville Planning Area.

- Work with the Boone County Area Plan Commission and Boone County Commissioners through cooperative agreements or other inter-local measures to participate in and encourage sustainable growth and development in areas outside of the Town of Zionsville's municipal boundaries that reflect and reinforce the land use recommendations of the Zionsville Comprehensive Plan.

- Review and revise, as necessary, the existing zoning classifications of land within the planning area outlined by the Comprehensive Plan to ensure that zoning reinforces and fosters the long-term recommendations of the Plan.

- Integrate the recommendations of the Transportation Plan and Parks Master Plans into all future land use determinations to ensure that developments are well-planned and integrated into the overall long-term scheme of growth for the Zionsville Planning Area.

- Create a zoning overlay district that preserves and protects the natural topography and environment associated with the flood plains of Eagle Creek, Little Eagle Creek, Irishman's Run, Fishback Creek and similar streams and waterways in Zionsville and Eagle Township.

- Encourage creativity in the design of subdivisions to foster/protect open space and greenway corridors and other natural features.

- Maintain an overall residential density between 1.5 and 2.0 dwelling units per acre to ensure/reinforce the planned capacities of proposed infrastructure installations and improvements within the designated Zionsville Sewer District area (boundaries co-terminus with the Land Use/Comprehensive Plan boundaries).

- Support the general land use principle that the intensity and density of development, specifically residential development, decreases as it is located further from the core of the Town.

- New development occurring adjacent to existing/established areas of development shall be designed so as to be compatible with, and form a transition to, the existing/established development to which it is adjacent.

- Retain the small town atmosphere of Zionsville by encouraging well-planned and designed developments that complement and enhance the overall scale, density pattern, and architectural integrity of the community. Emphasis shall be placed upon open/green space reservation/preservation and its connectivity with existing and proposed pedestrian ways and trails throughout Zionsville and its planning area.

- Encourage commercial and industrial development within the Zionsville Redevelopment Area that is high quality and sustainable to expand the economic base of Zionsville and encourage similar investment in the community.

- Preserve the natural environment as an important asset and unique attribute of Zionsville and Eagle Township.

- Continue to support and enhance the Zionsville downtown as an historic, unique and vibrant focal point of the community, both for the residents of Zionsville and its many visitors.

- Establish and protect historic residential and/or commercial areas within the "Village" area of Zionsville.

- Promote high quality design throughout the built environment.

- Encourage the development of tourism facilities that improve the economic diversity of Zionsville without adversely affecting the unique character of the area and the quality of life enjoyed by visitors and residents.

- Minimize the effects of future land uses that have a high potential for adversely impacting the environment and character of an area.

- Work with the Boone County Area Plan Commission through cooperative agreements or otherwise to consider, participate in, and control the development of the areas surrounding Zionsville.

- The Zionsville Plan Commission shall review and revise, as necessary, current zoning ordinances to facilitate the goals and priorities incorporated in this Comprehensive Plan.

Essential Services Goals:

- Assure adequate services are planned for all of the town's citizens.

- Ensure proper coordination with the school corporation regarding facilities and services.

- Ensure that all facility development plans have an impact analysis and a cost benefit review.

- Ensure that the capital costs of capacity used are funded by the user of that capacity.

- Strengthen the zoning ordinance to require adequate lot drainage (both runoff and subsurface) for new construction in accordance with state requirements and flood plain regulations, and to require installation and, as needed, extension of storm water drains by the developer at his cost.

- Initiate a program for systematically upgrading the sanitary and storm sewers and street drainage systems within the "Village."

- Carefully inspect plumbing in new construction to prevent sump pump discharge and footing drains into sanitary sewers.

Transportation Goals:

- Provide improved mobility between the Zionsville area and Indianapolis regional transportation system.

- Create a new local access point to the interstate system and improve connections to Michigan Road.

- Improve east-west connections within the planning area.

- Create east-west and north-south links to better serve the TIF area, including improvements to 106th Street and the creation of a north-south connector from 96th Street to 106th Street.

- Work with "Context-sensitive design" principles in order to produce roadways that are more compatible with their physical environment and more acceptable to the surrounding community.

- Implement the "ten year program" established by the 2000 Transportation Plan Update.

- Continued to implement many of the recommendations of the Pedestrian and Bicycle Path System. Including identified Pathway Committee in its non-motorized transportation network.

- Create effective links to a regional system of pedestrian and bicycle pathway facilities.

- Ensure that regulatory changes are properly incorporated in the Zionsville Traffic Ordinance through amendment as they are implemented.

- Create, maintain, and utilize all appropriate legal authorities to ensure development, acquisition, and funding of parking facilities in the downtown village business areas.

- Establish a procedure to ensure the State Highway Department is notified when new street mileage is accepted to assure the town's receipt of proper gasoline tax revenues.

- Require sidewalks and curbing in all new developments and with any new construction.

- Study alternate routes through or around Zionsville to alleviate potential congestion problems.

Implementation:

As individual developments are proposed within the Zionsville Planning Area, *conformance with the recommendations of the Comprehensive Plan is expected*. Similarly, as the Town implements the various infrastructure and essential service elements of the Comprehensive Plan under its responsibility and authority, *adherence to the recommendations contained within this Plan is essential*.

It is anticipated that at full development, the Zionsville Planning Area will contain a population that may expand from its current 8,775 to approximately 21,000 by the year 2020. By ensuring that individual actions are consistent with the policies of the Comprehensive Plan, the Town can accommodate the growth anticipated by this plan and achieve its vision effectively, efficiently and equitably. This will entitle the Town Council and the Plan Commission to use the Comprehensive Plan's policies and recommendations to carefully consider the decisions of where specific types of developments occur.

The Comprehensive Plan is a policy document that must be flexible to adapt to the ever-changing conditions of the Town. The Comprehensive Plan recommends strategies for implementation of the vision through adjustments to existing activities and recommendations to take advantage of new opportunities. When and how these opportunities and recommendations are implemented is a function of the

ever-changing circumstances and conditions in the Zionsville Planning Area, available staff time on the part of the Town and its departments, Boards, and Commissions, and the Town budget. For these reasons, the periodic review and evaluation of the plan is recommended.

Key recommendations for implementing the Comprehensive Plan include the following: update the zoning and subdivision control ordinances to reflect the goals and policies of the plan; create a design standards and specification manual that will address plat requirements, design principles, specifications and standard construction details for public improvements; create subarea plans that look at detailed recommendations for the 421 Corridor within the entire planning area; SR 334 corridor; and Cooper Road Corridor; implementation of the thoroughfare plan and bikeway/pathway five-year plan improvement recommendations; prepare a preliminary document in accordance with the specified requirements in state law identifying and evaluating areas within the planning area for future annexations; continue on-going communication and coordination with Boone County; continue on-going communication and coordination with the Park Board; implement recommendations for utility improvements; create a capital improvements plan; and investigate impact fees.

In conclusion, the Comprehensive Plan represents the Town of Zionsville's guidebook and road map for "managing and directing change" with the Zionsville Planning Area to ensure that the overall vision for the Town is achieved.

CHAPTER 1 INTRODUCTION

The development of the Town of Zionsville hasn't just happened, it has been shaped and guided through the Comprehensive Plan to actively manage its growth and respond to the changing circumstances. The Comprehensive Plan outlines the vision for the planning area, the goals, objectives, and policies that help steer the community to that vision; and the individual plans that make that vision a reality.

Plans of this nature make it possible for towns like Zionsville to be in control of their own future. By creating a framework for planned growth, Zionsville can approach land use development, public services, resources, and public investments in a positive and pro active manner. It is anticipated that at full growth, Zionsville will encompass all of Eagle Township east of Kissell Road and significantly increasing its population from approximately 8,800 in 2000 to approximately 21,000 by 2020. By ensuring that individual actions are consistent with the policies of the Comprehensive Plan, the Town can accommodate this growth and achieve its vision effectively, efficiently and equitably without compromising the quality of life of its residents. This Plan enables the Plan Commission and Town Council to use its policies and maps to decide whether to approve proposed rezonings and carefully considering the decisions of where specific types of development should be located.

The Comprehensive Plan is a policy document for the Town. It will set the vision for the planning area for the next twenty years. Although it is not a zoning ordinance or a regulatory document, it is an official policy document that is adopted by the legislative body of the Town. This document plans for the physical, social and economic growth and redevelopment for the Zionsville planning area. The Plan encompasses at a variety of areas including land use, transportation, economic development, recreation and open space. In the Appendix of this Plan, the full documents of the "Zionsville Redevelopment Plan", "Zionsville Parks and Recreation Department Five Year Park and Recreation Master Plan", "Zionsville 2000 Transportation Plan Update", and Large Format Maps which are illustrated through this document.

1.1 History of Zionsville

Zionsville was platted in 1852. It served as one railroad stop between Indianapolis and Lafayette and became a local trade center. Due to the railroad and productive farmland around the town, Zionsville grew quickly. In the late 1800's, Zionsville became a unique cultural center in Boone County when Zion Park Assembly, Inc., a chautauqua-type organization, was founded on ten acres of land beyond the western town limits. Summer camp meetings, lasting approximately two weeks, were held annually until 1892 and included appearances by personalities such as Byron W. King, Albert J. Beveridge, and William Jennings Bryan. When vaudeville became popular in America, the original Zionsville Town Hall served as a theatre and became a regular stop on the vaudeville circuit.

In 1903, the Northwestern Division of Terre Haute, Indianapolis, and Evansville Interurban began hourly service through Zionsville from

Indianapolis to Lafayette. By 1910, the town's population had reached 840, and it became the second largest town in Boone County.

By 1937, Zionsville's population was 1,300. Growth in the town remained stable in the 1940's and 1950's. In the late 1950's and 1960's, the town experienced a business revival led by private citizens and business leaders. The concept of creating a "quaint Colonial Village" was shepherded by the Greater Zionsville Chamber of Commerce in an effort to improve the identity and business atmosphere of the Town. The "Miracle on Main Street" was born. Many businesses chose a Colonial style façade for remodeling. By 1965, approximately half of the Town's business structures had been remodeled. The Town had received national and regional attention and Zionsville businesses were competing favorably with nearby Indianapolis shopping centers.

While businessmen led the "Colonial Reconstruction Program" in Zionsville, the town was steadily improved by additional private interests. In 1962, the Hussey Memorial Library opened as one of the few privately endowed libraries in Indiana. The Patrick Sullivan Museum Foundation, a private foundation, was established in the 1960's with funds donated by Iva Etta Sullivan. In 1973 it built and now maintains the Patrick Sullivan Museum and Munce Art Center. Further private initiatives toward town improvement and preservation began in 1975 as local citizens and civic organizations volunteered time and funds to rebrick the crumbling center section of Main Street. Revitalization of Zionsville did not stop with Main Street. Scores of private homes have been restored in the village greatly adding to the charm, uniqueness and property values of the Town.

In the 1970's, a three-year program of tree planting was undertaken by private initiatives. Since 1995, through volunteer and Town efforts, hundreds of trees have been planted, restoring neighborhood streetscapes and beautifying corridor entrances. Zionsville was honored to be awarded a "Tree City" designation in 2001.

Zionsville has a well documented esprit de corps evidenced by an abundance of organizations. This is due to the familiarity of residents with one another and the strong sense of community that has been built. As a result, there is a strong belief in local control of local affairs.

As 1960's and early 1970's have come and gone, Zionsville experienced tremendous revitalization. The Town boundaries have expanded to grow as new residents employed in neighboring Indianapolis, streamed to Zionsville to live in the small town atmosphere that has developed with excellent schools and within a close drive to Indianapolis.

The population of Zionsville in 1970 was approximately 1,900, and jumped 112.6% in ten years to 3,900 in 1980 causing concern for the quality of life in town and the town's ability to support a rapidly expanding service while maintaining the quality of life residents desire.

By the mid-eighties, Zionsville's population had grown so much that Town officials decided to institute growth measures. As a result, the growth rate

slowed down for a while, until the restrictions on growth were lifted in the late 1990's and it began to rise again. During the implementation of these growth measures, growth slowed within the Town limits, but increased in the surrounding areas, under county jurisdiction, while maintaining the quality of life residents desire. As the Town enters a new decade and century, it will have to focus on such issues as managing the location of its growth and its ability to provide services.

1.2 History of the Master Plan Process

In 1968, Tec-Search Inc., prepared the Village Plan, which provided recommendations for next 20 years. The plan recommended ways to further encourage physical and economic expansion; however, it was never adopted formally as a comprehensive plan and many of its recommendations dealing with anticipating and accommodating the effects of growth were ignored.

Zionsville's population from 1970 to 1980, more than doubled from primarily due to the development of subdivisions on land annexed into Town. During this time, local citizens began to recognize that this unbridled growth threatened to drastically alter the quality of small town life in Zionsville and to place a strain on the town's essential services. Focusing primarily on the issues of growth and professional land use management of the town, the November 1979 Town Board election was won on a platform of controlled growth.

Following this election mandate to limit growth in Zionsville, the new Town Board, in January of 1980, appointed a three-person committee to begin basic research into the area of growth management. The committee reported the following recommendations to the Town Board in October 1980:

1. Zionsville should take steps to establish a professional growth management program.

2. A "committee of the community" should be appointed to begin a detailed examination of the issues.

3. The committee should be charged with responsibility to develop recommendations in conjunction with the Zionsville Plan Commission.

4. The members of the committee should represent all interested groups in the community.

5. All elements of the program should be reported to and approved by the Town Board before they would become effective.

In November 1980, a 19 person Citizens Advisory Committee (CAC) consisting of local representatives living in and around Zionsville was established by the Town Board. After its formation, the CAC began monthly meetings dealing with issues of municipal management.

In March 1981, the Town Board requested that the CAC prepare a set of goals and objectives for a 20-year population forecast for public review. These goals and statistics were presented at a May 9, 1981, public meeting and subsequently were incorporated into a Revised Facilities Plan filed with the U.S. Environmental Protection Agency as part of a request for federal funding to upgrade and expand the sanitary sewage treatment facilities for the town.

Following publication of the proposed plan by the CAC on January 3, 1983, the Zionsville Plan Commission held four nights of public hearings on the plan, March 7-10, 1983. The record of those hearings remained open through March 25, 1983.

The Plan Commission met in public session April 18-19, 1983, to review and mark-up the proposed plan based upon public comments received. The Plan Commission held a public hearing on the Growth Control ordinance and enabling ordinance on May 23, 1983. The Commission recommended a revised plan to the Town Board on May 23, 1983.

The Town Board adopted the plan as the Comprehensive Plan for Zionsville on June 6, 1983.

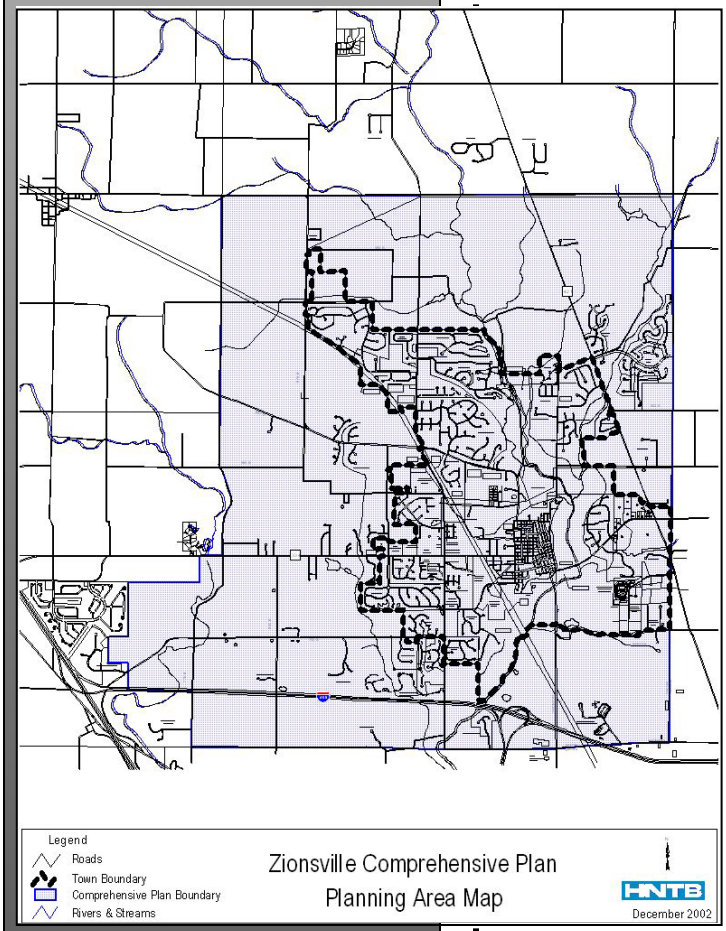


Figure 1.1: Zionsville Town Limits and Planning Area

Since 1983, the limits of the comprehensive plan area have been modified several times in accordance with the expanding jurisdiction of the Town. New goals for the Town were adopted and added to the Comprehensive Plan in 1998 and 2000. In 2002, the Plan Commission retained HNTB to assist in an update of the Comprehensive Plan. This document is therefore the result of more than three decades of effort on behalf of the Town of Zionsville to ensure planned development within its jurisdiction.

The Town of Zionsville intends that this document be its formal, statement of growth policy, pursuant to the provisions of applicable Indiana law. These recommendations should be followed by all municipal boards and commissions. It is expected that this document be a living entity that responds to the ever changing conditions and issues present in Zionsville.

1.3 Zionsville Planning Area

The planning area shown in Figure 1.1 Zionsville Town Limits and Planning Areas, represents the area in and around Zionsville's corporate limits which the Town has identified for the purpose of this plan. It is a representative area of parcels which will be given priority in planning and town administration. While these recommended boundaries are not "cast in concrete," they do represent certain planning objectives and physical limits. These boundaries can be changed by the Town Council during the 20-year planning period upon recommendation by the Zionsville Plan Commission.

Over the years, the Town's boundaries have changed in accordance with its population change. In 1990, the Town of Zionsville contained approximately 2.5 square miles and had a population of approximately 5,300 people. In 1990, Zionsville encompassed 9.6 percent of Eagle Township's area and 53.5 percent of its population. By 2000, the Town's Boundary's had increased to 5.8 square miles, a 57 percent increase in land area, while the town's population grew by only 39 percent, supporting the notion that lots in the town are larger. Additionally, with this growth, the Town had grown to incorporate 22.3 percent of Eagle Township's area, and 63 percent of its population.

1.4 Goals and Objectives

The goals and objectives serve as the foundation for the comprehensive plan. To establish this foundation, past planning efforts and trends are reviewed as well as input from many different sources including the Town Board, Plan Commission and Staff. The goals and objectives are the basis for the future land use map and policies the town wishes to implement over the next twenty years. These specific policy statements and recommendations will assist Zionsville in their decisions regarding future development.

General Goals for Zionsville:

1. To remain a town, and retain the small town atmosphere, with emphasis on the health, welfare, and safety of the community.

2. To preserve the beauty of the natural environment and provide suitable recreational facilities for all residents.

3. To preserve the central business district (Main Street) and maintain the village theme throughout all commercial areas in the community.

4. To grow and develop in a planned manner.

5. To assure adequate services are planned for all of the town's citizens.

6. To ensure that the funding for public services is determined by and within the means of the economic base of the area.

Housing Goals:

1. To assure full and equal opportunity to all residents, regardless of race, color, religion, national origin, or ancestry, to live in decent, sanitary, and healthful quarters in order that the health, safety and general welfare of all the people of Zionsville may be protected.

2. To encourage the development of a housing market that has an adequate supply of sound housing that is affordable for all age and income groups and to all sizes of families.

3. To encourage a continuation of diverse architectural styles within residential neighborhoods.

4. To encourage a continuing program of conservation and rehabilitation of existing housing stock.

5. To encourage the creation of an Historic District in the Zionsville Village.

Economic Development Goals:

1. The Town should continue to work closely with the Zionsville Redevelopment Commission to implement strategies for development in the identified Redevelopment Area. The desired result is to encourage quality and sustainable commercial and industrial developments, in order to expand the economic base of Zionsville, and encourage similar investment in the community.

2. Implement the TIF Redevelopment Plan.

3. Provide more employment opportunities for residents within the Town limits by attracting technology and high end office uses for the area located south of 106th street.

4. Attract beneficial retail, commercial and office opportunities

5. In order to compete with the national / chain retailers and restaurants emerging along SR 421 and other major arteries in the vicinity of Zionsville, the Town should attract businesses and shoppers with a marketing strategy based on the unique character of the area and financial incentives.

6. Encourage the development of tourism facilities that improve the economic diversity of Zionsville without adversely affecting the unique character of the area and the quality of life enjoyed by visitors and residents.

7. Continue to support and enhance the Zionsville downtown as an historic, unique and vibrant focal point of the community, both for the residents of Zionsville and its many visitors.

8. Establish and protect historic commercial areas within the "Village" area of Zionsville.

9. Continue to promote a healthy retail base, recognizing the contributions of both the "West Commercial" and "Main Street" Areas.

Parks and Recreation Goals:

1. Acquire land to provide a green space zone around the perimeter of Zionsville game fields and playground areas interspersed with the housing developments and an interconnecting scenic trailway system.

2. For areas that have already been acquired complete development of the property.

3. Develop recreation facilities and programs in cooperation with school and private organizations.

4. Continue on-going maintenance and upgrade of existing park facilities.

5. Continue aggressive pursuit of funding sources to supplement the regular budget.

Land Use Goals:

1. Expand the range and intensities of land use categories denoted on the land use component of the Comprehensive Plan to provide more detailed and focused land use recommendations for the Town of Zionsville Planning Area.

2. Work with the Boone County Area Plan Commission and Boone County Commissioners through cooperative agreements or other inter-local measures to participate in and encourage sustainable growth and development in areas outside of the Town of Zionsville's municipal boundaries that reflect and reinforce the land use recommendations of the Zionsville Comprehensive Plan.

3. Review and revise, as necessary, the existing zoning classifications of land within the planning area outlined by the Comprehensive Plan to ensure that zoning reinforces and fosters the long-term recommendations of the Plan.

4. Integrate the recommendations of the Transportation Plan and Parks Master Plans into all future land use determinations to ensure that developments are well-planned and integrated into the overall long-term scheme of growth for the Zionsville Planning Area.

5. Create a zoning overlay district that preserves and protects the natural topography and environment associated with the flood plains of Eagle Creek, Little Eagle Creek, Irishman's Run, Fishback Creek and similar streams and waterways in Zionsville and Eagle Township.

6. Encourage creativity in the design of subdivisions to foster/protect open space and greenway corridors and other natural features.

7. Maintain an overall residential density between 1.5 and 2.0 dwelling units per acre to ensure/reinforce the planned capacities of proposed infrastructure installations and improvements within the designated Zionsville Sewer District area (boundaries co-terminus with the Land Use/Comprehensive Plan boundaries).

8. Support the general land use principle that the intensity and density of development, specifically residential development, decreases as it is located further from the core of the Town.

9. New development occurring adjacent to existing/established areas of development shall be designed so as to be compatible with, and form a transition to, the existing/established development to which it is adjacent.

10. Retain the small town atmosphere of Zionsville by encouraging well-planned and designed developments that complement and enhance the overall scale, density pattern, and architectural integrity of the community. Emphasis shall be placed upon open/green space reservation/preservation and its connectivity with existing and proposed pedestrian ways and trails throughout Zionsville and its planning area.

11. Encourage commercial and industrial development within the Zionsville Redevelopment Area that is high quality and sustainable to expand the economic base of Zionsville and encourage similar investment in the community.

12. Preserve the natural environment as an important asset and unique attribute of Zionsville and Eagle Township.

13. Continue to support and enhance the Zionsville downtown as historic, unique and vibrant focal point of the community, both for the residents of Zionsville and its many visitors.

14. Establish and protect historic residential and/or commercial areas within the "Village" area of Zionsville.

15. Promote high quality design throughout the built environment.

16. Encourage the development of tourism facilities that improve the economic diversity of Zionsville without adversely affecting the unique character of the area and the quality of life enjoyed by visitors and residents.

17. Minimize the effects of future land uses that have a high potential for adversely impacting the environment and character of an area.

18. Work with the Boone County Area Plan Commission through cooperative agreements or otherwise to consider, participate in, and control the development of the areas surrounding Zionsville.

19. The Zionsville Plan Commission shall review and revise, as necessary, current zoning ordinances to facilitate the goals and priorities incorporated in this Comprehensive Plan.

Essential Services Goals:

1. Assure adequate services are planned for all of the town's citizens.

2. Ensure proper coordination with the school corporation regarding facilities and services.

3. Ensure that all facility development plans have an impact analysis and a cost benefit review.

4. Ensure that the capital costs of capacity used are funded by the user of that capacity.

5. Strengthen the zoning ordinance to require adequate lot drainage (both runoff and subsurface) for new construction in accordance with state requirements and flood plain regulations, and require installation and, as needed, extension of storm water drains by the developer at his cost.

6. Initiate a program for systematically upgrading the sanitary and storm sewers and street drainage systems within the "Village."

7. Carefully plumbing in new construction to prevent sump pump discharge and footing drains into sanitary sewers.

Transportation Goals:

1. Provide improved mobility between the Zionsville area and Indianapolis regional transportation system.

2. Create a new local access point to the interstate system and improve connections to Michigan Road.

3. Improve east-west connections within the planning area.

4. Create east-west and north-south links to better serve the TIF area, including improvements to 106th Street and the creation of a north-south connector from 96th Street to 106th Street.

5. Work with "Context-sensitive design" principles in order to produce roadways that are more compatible with their physical environment and more acceptable to the surrounding community.

6. Implement the "ten year program" established by the 2000 Transportation Plan Update.

7. Continue to implement many of the recommendations identified by the Pathway Committee in the Pedestrian and Bicycle Path System. Including its non-motorized transportation network.

8. Create effective links to a regional system of pedestrian and bicycle pathway facilities.

9. Ensure that regulatory changes are properly incorporated in the Zionsville Traffic Ordinance through amendment as they are implemented.

10. Create, maintain, and utilize all appropriate legal authorities to ensure development, acquisition, and funding of parking facilities in the downtown village business areas.

11. Establish a procedure to ensure the State Highway Department is notified when new street mileage is accepted to assure the town's receipt of proper gasoline tax revenues.

12. Require sidewalks and curbing in all new developments and with any new construction.

13. Study alternate routes through or around Zionsville to alleviate potential congestion problems.

CHAPTER 2 POPULATION AND DEMOGRAPHICS

Chapters Two, Three and Four analyze the demographic and socio-economic data of the planning area for Zionsville. For Zionsville to take control of its own future, decision-makers must have a clear understanding of the present state of the Town and the internal and external forces shaping it. The purpose of this analysis is to build a profile of the residents of Zionsville, identify any major trends, and project future growth. Data for this chapter was primarily based on the 2000 U.S. Census.

There are four factors which will contribute to the changing population of Zionsville: births, deaths, migration and annexation. While birth and death rates do see some fluctuation from one generation to the next, migration and annexation are much more sensitive factors. Migration of a population to or from an area is largely economically based. However, quality of schools and quality of life are often cited as factors as well. For example, the City of Indianapolis is almost completely built out and with the transportation network in place that makes access and commuting to downtown relatively easy, as well as a host of other factors, more people are choosing to move to the suburbs into other counties, which is causing surges in out-migration.

Annexation, while economically based for all parties involved also has an emotional component that inevitably plays a tremendous role in acceptance or resistance to annexation. While some annexations are voluntary and parties involved agree to annexation because of the benefits of services offered by the town, there are still some areas which may resist the change. Annexation could mean adding anywhere from fifty to five hundred people into the population immediately which need to be serviced.

Population trends in this comprehensive plan examine the changes in Zionsville's population in the regional context of Eagle Township, Boone County as well as in comparison to Indianapolis.

The 1950's in the United States brought widespread change in the housing and development patterns of American cities. Beginning with the conclusion of World War II and the return of the troops to the United States, a nationwide housing boom literally changed the character of metropolitan areas forever. New construction methods allowed homes to be built with tremendous speed, and the innovation of the thirty-year, twenty percent down-payment mortgage made home ownership a new possibility to many Americans. By the 1970's the interstate highway system in Indiana was complete, making it even easier for people to build their homes in rural areas and nearby small towns while commuting to center cities for work, recreation and entertainment.

2.1 Historic Population Growth and Trends

Boone County and Zionsville

From 1900 until 1950, Zionsville experienced constant growth that averaged approximately 2.0 percent growth per year, even though Boone County was losing population. Since 1950, the Indianapolis metro area's

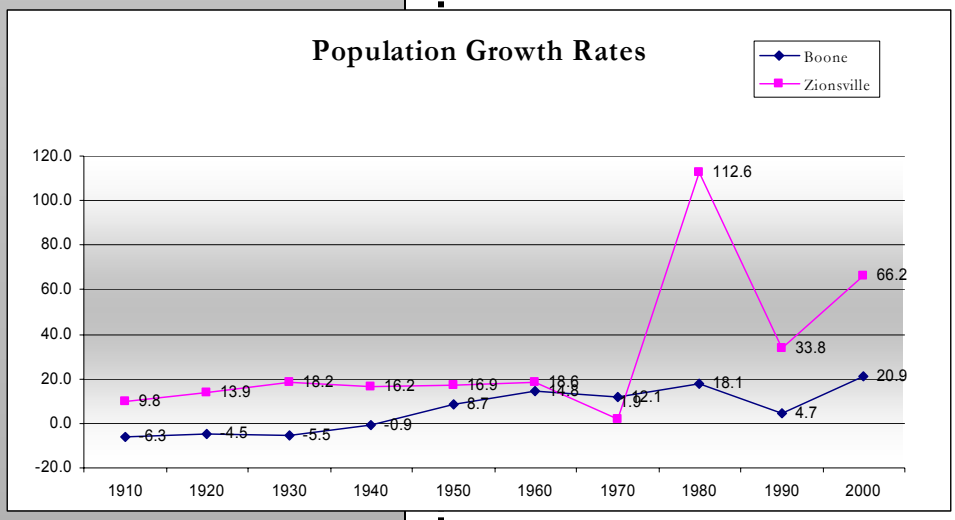


Figure 2.1: Population Growth Rates, Boone & Zionsville

population has greatly expanded. Hendricks County and Boone County have been the two fastest growing counties with growth of 323 percent and 92 percent, respectively. Boone County's growth rate, while initially losing population, recovered by 1950, and overall has averaged about a 0.6 percent growth per year since 1900's. Over the last 50 years, Zionsville has seen phenomenal growth with a 471 percent change, which is an approximate average growth rate of approximately 50 percent per ten years, as show in Figure 1, Population Growth Rates. These significant growth rates are directly attributable to the growth Indianapolis has experienced and the suburbanization of the surrounding counties.

In the late 1950's, Zionsville began a program of revitalizing its Village Business District on Main Street by improving the attractiveness of its store fronts and creating a Colonial theme. By the 1970's, with the completion of Interstate 465 surrounding Indianapolis and Interstate 65 through the center of Indianapolis, Zionsville was no longer an isolated village, but was instead within easy driving distance to downtown Indianapolis. These two factors greatly influenced the growth and development of Zionsville in the later half of the 20th century.

The 1983 Comprehensive Plan set out growth control strategies for the Town. During the mid 1980's, Zionsville officials implemented policies to limit the number of permits issued in the town, contributing to the fall in the growth rate during that time period. By the end of the nineties, the limit on permits issued for the Town of Zionsville was lifted. Zionsville's growth rate which had slowed to 33.8 percent in the 1980's, rose to 66.2 percent by the end of the 90's.

In comparison, Eagle Township continued to grow. Eagle Township growth rate increased from -1 percent in 1920, to 50 percent in 1980. By the 1990's as Zionsville lifted its permit limitations, Eagle Township's growth rate dropped to 23 percent.

These types of growth rates are anticipated to continue to climb as transportation systems are made more efficient and the quality of life in Zionsville remains desirable. Additionally, in comparison to the other towns in Boone County, Zionsville's location will cause it to continue to be a center of activity and development for the county.

Eagle and Union Townships

With the continued growth and redevelopment of areas in Indianapolis in the 1970's and the expanding transportation system, many families chose to move to Boone County. With easy access and high quality of life, many of these families chose to live in Zionsville. Eagle Township, the township in which Zionsville is located, has also seen associated growth trends similarly

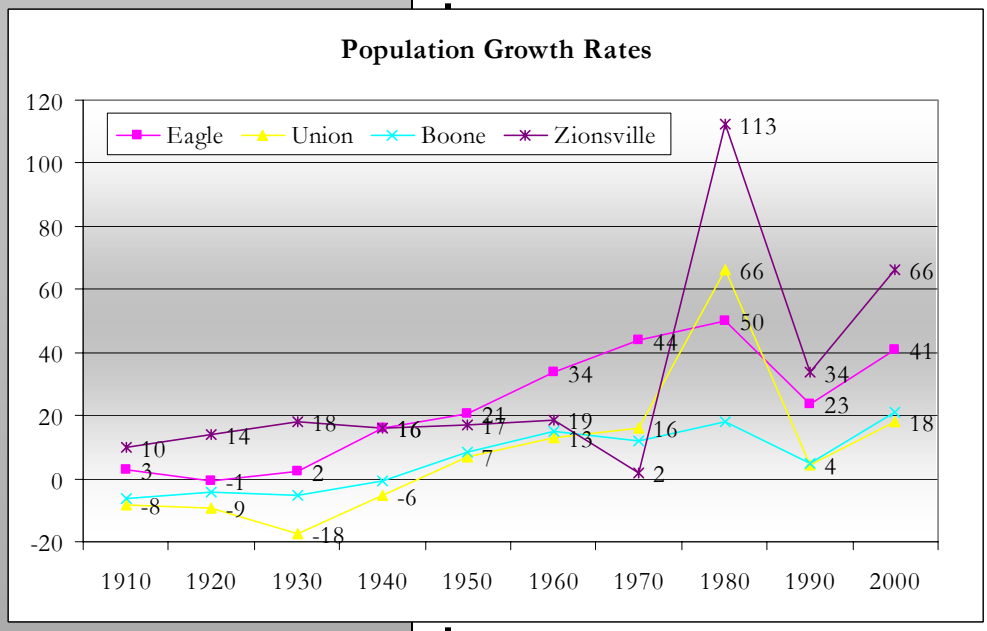
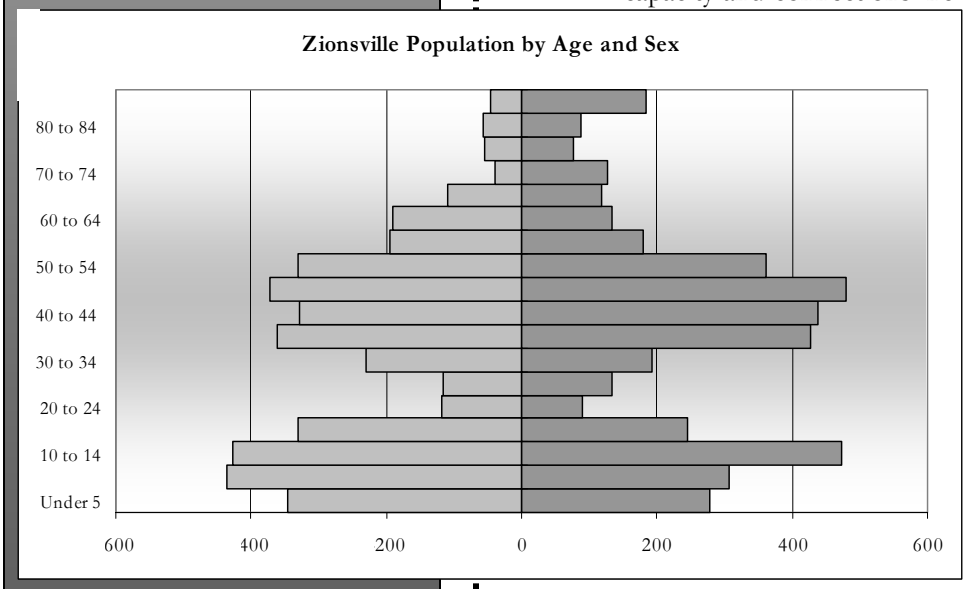


Figure 2.2: Population Growth Rates, Eagle & Union Township, Boone County, Zionsville

to Zionsville. Union which is located just north of Eagle Township has been following similar trends as well. Both Union and Eagle townships can be characterized as rural areas, which contain large areas of agriculture. Prior to 1970, both Eagle and Union Townships saw moderate growth, with Union township gaining population in 1950. After 1970, growth rates significantly increased, as shown in Figure 2: Union and Eagle Township Growth Rates. For Union Township, much of this growth in terms of persons, however has been slight, and can probably be attributed to the growth around Whitestown. In Eagle Township, much of this growth is directly attributed to the growth in Zionsville, the established quality of life, access to daily services and access to water, specifically on the east side of the Township. In the 1980's, when Zionsville put in place growth policies to manage development, growth continued to increase Eagle Township, beyond the amount of growth in Zionsville. The slower growth rates for all communities in the 1990's can be attributed to the recession that the state and country were experiencing and the higher interest rates for housing. However in the late 1990's and in 2000, as the economy has recovered, the housing market has stabilized and growth rates have soared to 41 percent in 2000 up from 23 percent in 1990 in Eagle Township. These can be attributed to the development of a number of large subdivisions outside the boundaries of Zionsville. As new subdivisions are being developed in this area, concerns regarding sewer capacity and connections increase, as well as demands on other county and town services. Because of the location of Zionsville and Eagle Township, growth will continue. The growth rate will be determined by both Zionsville and Boone County. How to address those land uses and the amount of growth will be further addressed in the Land Use Chapter of this document.



Source: Census 2000

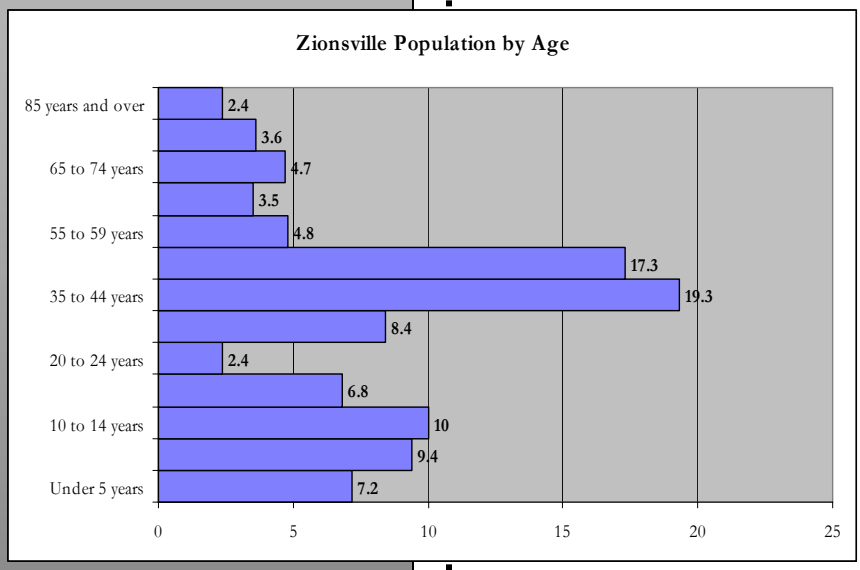
Figure 2.3: Population Age and Sex

2.2 Age Characteristics of Current Population

Figure 3 is the population pyramid for Zionsville for 2000. The graph is so named because in an ideal setting, the result of this display of data is in the shape of a pyramid. If an age segment of the population is either higher or lower than usual, the pyramid will be disfigured. Population pyramids for most communities will be slightly distorted to account for

differences in generation sizes. For example, the baby boom generation will cause a slight distortion because it is significantly larger than the generations before and after it. The population pyramid graph is read as follows. Each age and sex group is represented by a bar, with men to the left and the women to the right.

Zionsville's population pyramid indicates that it is an attractive community for mature couples with children. While the ideal shape is more triangular, Zionsville, like most communities has one of two common distortions: the large presence of ages 40-55, representing the baby boom generation and ages 15-24, which includes the age segment which has often left the community for college. Zionsville is well represented by the baby boom generation.



Source: Census 2000

Figure 2.4: Population by Age

Like many communities, Zionsville has a much lower percentage of young people between the ages of 20 and 34. This is could be due to young adults leaving for college.

The deficits in Zionsville's population are in the age groups of 70 and over. Traditionally, communities have a higher proportion of elderly in their community and as shown by Figure 4: Population by Age, Zionsville's elderly make up only 2.4 percent of the community. This usually indicates a deficit in elderly housing and as the baby boom generation ages, much more will be needed.

Regarding children in Zionsville, twenty-six percent (26.6%) of the population is less than 14 years old. This is a higher percentage than the average for Boone County (23.7%) or for the State (21.6%). This indicates that since the community is generally comprised of families, that educational and recreational services are present and close by for families to be utilized. One area that might be of concern is activities geared toward teenagers.

The largest age group is the 35 to 55 year olds, which account for 36.6 percent of the population, a significantly higher percentage than for Boone County (32.5%) or the State (29.2%).

2.3 Building Permits

While looking at a land use map can show where growth is located physically within Zionsville, it is not possible to derive from the land use map whether the areas represent dense population concentrations or only one or two homes on large lots. Therefore, the number of building permits issued per year is a better indicator of the vitality and demand on housing in Zionsville. As Figure 5 shows, the annual number of permits issued in Zionsville had varied until 1992, when it slowly but consistently, declined and then rose again in 1997, but at a much faster pace. The slow decline in the 90's accounts for policies put in place during the 80's by the Town to

limit the number of building permits to control the rate of growth. Prior to 1992, there are large jumps in residential permits in 1984 and 1988. Both of these large fluctuations in these years are due to the development of multi-family housing projects and permits issued for the construction of those units.

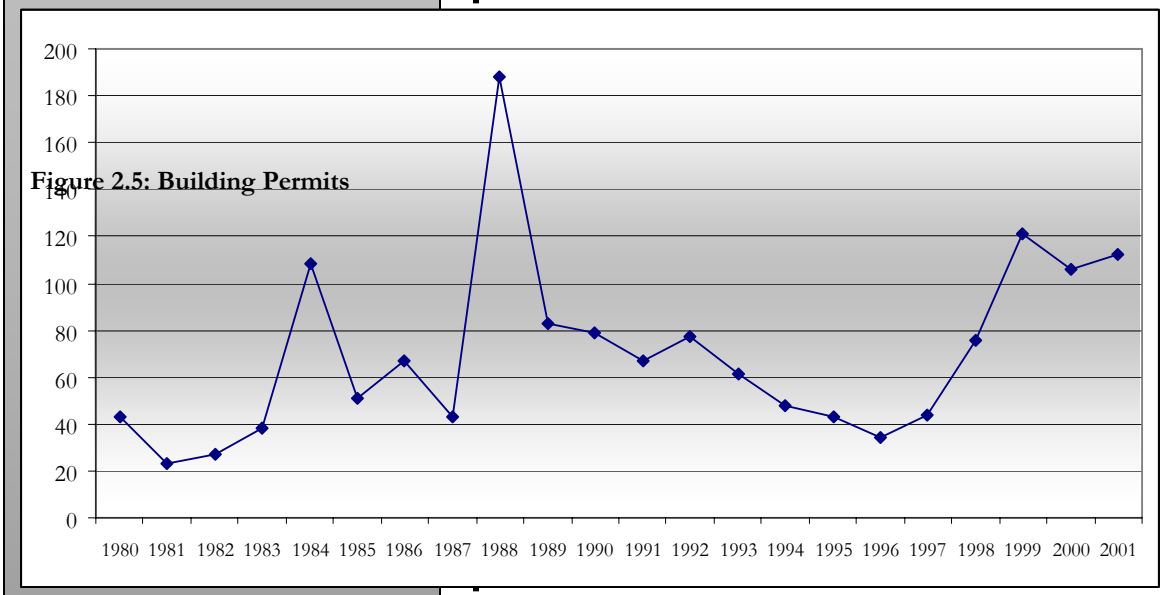


Figure 2.5: Building Permits

2.4 Population Projections

The planning period for the Zionsville Comprehensive Plan will span from 2000 to 2020. Population projections are estimates and determining the point in time when the growth will occur is nearly impossible to estimate. Therefore, it is imperative that this Plan allocate enough land resources to assure various development activities, including housing, employment, retail of goods and services, and parks or recreation areas.

In general, population forecasts are more accurate for shorter time periods than longer ones. Using assumptions pinpointing the exact period when growth will occur is very difficult due to unforeseen market fluctuations and changes in the economy. Therefore, it is important to recognize that growth will inevitably occur, and managing the location rather than the time period in which growth takes place is the best course of action.

Population projections can be calculated in different ways. In this section, future population estimates were made using the Indianapolis Economic Plan, a Growth Rate linear projection, the IBRC forecast, a Building Permit linear projection, the ESRI linear projection, and Comprehensive Plan Proposed Land Use allocations. The projections are based upon the trends specifically relating to the demographics for the Town of Zionsville. Additionally, annexation will likely occur within the next ten to twenty years to allow for growth and expansion of the Town. Therefore, because areas directly adjacent to the Town's boundaries are developed with subdivisions, and could be included in future annexations, the population projections have been further adjusted to accommodate this growth and provide a more accurate picture of continued growth in the Town. The following table displays the projections for each of the methods.

	1970	1980	1990	2000	2010	2020
Growth Rate[1]	1,857	3,948	5,281	8,775	13,621	17,817
Indy 2025 Economic Analysis Plan[2]	1,857	3,948	5,281	8,775	12,269	14,040
Indiana Business Research Center[3]	1,857	3,948	5,281	8,775	14,647	20,871
ESRI BIS[4]	1,857	3,948	5,281	8,775	13,488	17,222
Building Permits[5]	1,857	3,948	5,281	8,775	14,346	18,508

1. Forecast generated using linear regression and United States Census Bureau data
2. Report compiled by HNTB Corporation and Development Strategies from the City of Indianapolis
3. www.ibrc.indiana.edu
4. www.infods.com
5. Forecast generated using linear regression and United State Census Bureau and Housing and Urban Development data

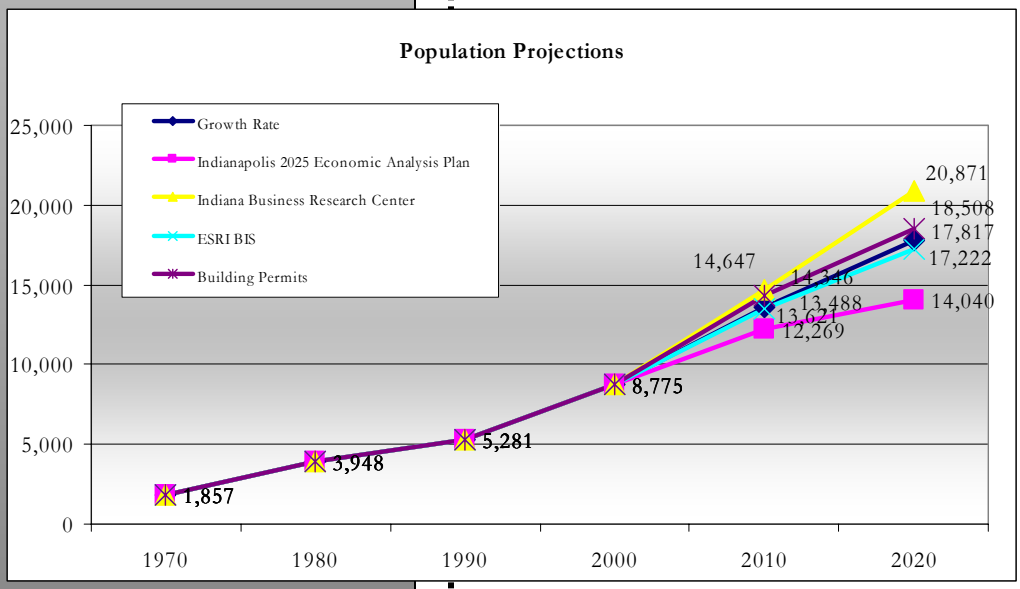


Figure 2.6: Population Projections

Growth Rate Linear Projection

This method looks at the average yearly growth rate of Zionsville's population from 1900 to 2000, holds that average constant and applies it to future years. With an average yearly growth rate of 3.1 percent, the anticipated population growth for the Town of Zionsville in 2020 is estimated at 17,817.

Indianapolis Economic Plan

The Indianapolis Economic Plan was created in 2002 as part of an effort by Indianapolis to understand how certain growth policies will affect population and employment growth in the metro area. Projections were created for population, households and employment growth in the Indianapolis Metropolitan Area up to 2025. The Plan made projections on the county level, including for Boone County. A step down approach was used to determine the ratio of population in Zionsville to Boone County in the form of a percentage. Using the growth projections for Boone County identified by the 2025 Indianapolis Economic Plan and the percentage from the step down approach, growth trends were created for the Town of Zionsville for 2020. Based on this method, the estimated population for the Town of Zionsville in 2020, is 14,040.

Indianapolis Business Research Center (IBRC) Forecast

The Indianapolis Business Research Center is the policy center for the IUPUI. The IBRC provides 2020 population projections for counties in Indiana. Again, using a step down approach and assuming that this percentage would remain constant, the growth percentage for the Town of Zionsville was derived from Boone County's estimate for 2020. The estimated population for the Town of Zionsville in 2020, is 20,871.

ESRI Linear Projection

ESRI is a data information business who specializes in collecting data, and providing projections at varying levels of a community. The information is often purchased to assist in comprehensive planning and market research and planning. As part of their package of information, ESRI includes some population projections. ESRI's population projections for Zionsville were completed to the year of 2006. This estimate was added to the linear regression model, a commonly used model to create population projections, to extend the projection to the year 2020. By this method, the population forecast for 2020 is estimated at 17,222.

Building Permit Linear Projection

The building permit forecast is based on the number of permits approved each year from 1990 to 2001. Building permits granted to single-family dwellings, from 1990 to 2001, were entered into a linear regression forecast model. The projected number of permits was then converted to population numbers by using the average household size of 2.8 from the 2000 US Bureau of the Census. By this method, the population forecast for 2020 is estimated at 18,508.

Additional Projections

Besides the projections completed above, two additional projections were created to further enhance and understand the future growth potential in Zionsville and Eagle Township.

Comprehensive Plan Area Build Out Scenario

The Comprehensive Plan allocates land uses to appropriate areas of the Town. Using the proposed future land use plan, the number of acres dedicated to each use category was calculated.

For this scenario, it was assumed that population growth would be based on the development of new housing in the Comprehensive Plan Area, incorporating Eagle Township. Each residential land use category in the comprehensive plan has a corresponding zoning district, and within that zoning district, a density expressed in dwelling units per acre has been set and adopted by the Town. These components helped determined the maximum build out using the highest allowed density in the district, and the minimum build out using the lowest density allowed in the district. The adjacent table shows the densities used.

At build out, the population of Zionsville could reach between 26,530 and 52,764 people. These numbers are significantly higher than those produced by the other forecasting methods, but this projection method is different from the previous ones. It is based on the capacity of land allocated for residential development to be build out at 100 percent. The total land acreage excludes floodplains, floodway areas, and woodlands which lend themselves less to development, and land reserved for infrastructure. This forecast is not limited to the year 2020, as land allocated for residential development will not likely be built out by that year.

Highest Density - Maximum Build Out	
RESIDENTIAL	1
EQUESTRIAN/ESTATE RESIDENTIAL	0.3
SINGLE FAMILY (LOW DENSITY)	2
SINGLE FAMILY (MED DENSITY)	2.5
VILLAGE RESIDENTIAL	5
MULTI-FAMILY	15
Lowest Density - Minimum Build Out	
RESIDENTIAL	0.3
EQUESTRIAN/ESTATE RESIDENTIAL	0.3
SINGLE FAMILY (LOW DENSITY)	1
SINGLE FAMILY (MED DENSITY)	1.5
VILLAGE RESIDENTIAL	4
MULTI-FAMILY	6

Based on Zionsville's Zoning District Designations

Figure 2.7: Densities Used for Land Use Allocations

By the year 2020, Zionsville's population will reach 18,500.

The population estimates that result from this method are more an indication of the potential of the land to support development. The projected population numbers would give an indicator of how many public facilities, utilities, commercial and recreational services would be needed if and/or when all the land would be developed.

Average Trend

Often, after creating a series of projections, there is an extreme with projections on the high end and others on the low end. In this situation, there is a range of projections. The Indianapolis Economic Plan projection (14,040) and the ESRI projection (17,222) are low; the IBRC (20,871) forecast is the highest followed by the Building Permit projection (18,508) and the Growth Rate projection (17,817). Therefore, to provide an additional projection, an average trend projection is created that falls within the middle of these projections to determine the reality of the situation and provide an additional projection for the town leaders and decision makers to consider when determining how much growth to plan for. For these projections, the creation of the average of these trends would correspond with the Building Permits Forecast, projecting a population of 18,500 for Town of Zionsville by the year 2020.

2.5 Conclusion

Zionsville's population is currently less than 10,000. It is projected to more than double the number of people by the year 2020. The Town of Zionsville needs to ensure that it can provide full services to its residents and maintain its quality of life while growing. The following chapter looks at housing needs to accommodate the increase in population.

CHAPTER 3 HOUSING

3.1 Present Conditions

One of the biggest concerns facing a growing population is the type of housing necessary to accommodate that growth. Thus, one of the topics that requires careful consideration is the composition of households and the housing types that those households require. The density of development, income levels of the residents and housing availability can be understood by examining the housing and income characteristics of Zionsville.

Housing Composition

The majority of Zionsville's housing stock (80.9%) is composed of single family houses. This is typical of a suburban setting around Indianapolis and of other communities in Indiana, in general. The attached single family houses, duplex, triplex and quadraplex unit structures are more prevalent in Zionsville than in Boone County or the State overall, with 4.1 percent of the housing as attached single family units and 5.7 percent of the housing as two to four unit structures. This indicates that Zionsville's housing policy supports and encourages alternatives to traditional single family homes, such as townhouses, row houses, and small apartment or condominium multi-family buildings. This policy can be particularly important as the population ages. Single people and couples who move into Zionsville early in their lifetime have the opportunity to take advantage of the many housing options as they move through their life rather than moving to another community to satisfy those housing needs. Similarly, while larger multi-family buildings of 10 or more units only account for 2.2 percent of the housing stock, there are some apartments available for young single people and the elderly. As the population ages and that segment becomes larger, Zionsville might consider developments which incorporate additional multi-family housing types.

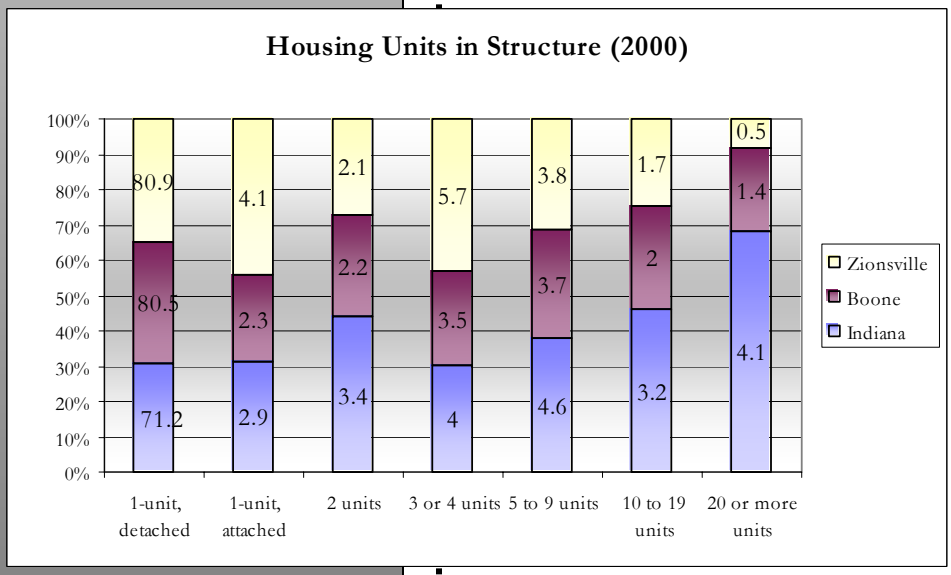


Figure 3.1: Housing Units in Structure

Household Size and Type

Nationally, the number of persons per household has been declining as a result of couples having fewer children, people staying single until later in life, people living longer, and an increase in the divorce rate. The average household size in Zionsville for 2000 was 2.8. This is higher than the average household size for Boone County (2.65) or for the State (2.53).

Families in Zionsville and Eagle Township are very traditional. When examining the breakdown of households into families, seventy-eight percent of Zionsville households (78.6%) are traditional families, which is higher than the State (68.6%). Of those traditional families, 45.5 percent

have children under 18, compared to 32.9 for the State, and 38 percent for Boone County. These statistics support the larger household size in Zionsville and that this community has more amenities that support and attract families.

According to the United States Census Bureau projections, the decline in the number of persons per household should level off at or near the current average of 2.5. It should be expected that Zionsville will decrease slightly more, however due to the limited number of elderly and the large number of children in the community, more than likely, it will level off slightly higher than the national average.

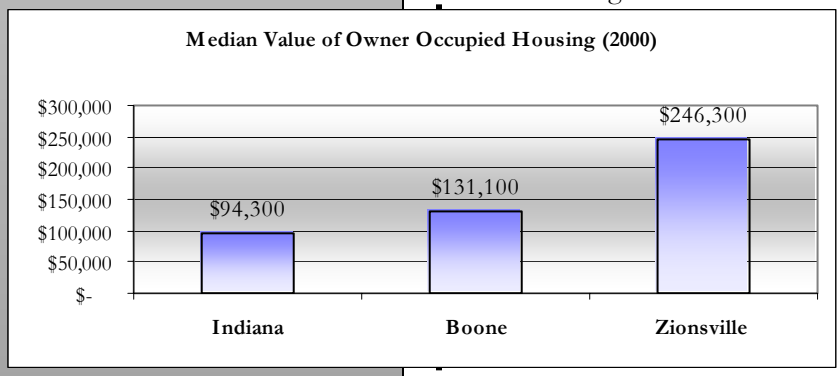


Figure 3.2: Median Value of Owner Occupied Housing

Housing Prices

The average median value of owner occupied housing in Zionsville in 2000 was $246,300. This value was twice the median value of housing in Boone County ($131,100), and nearly three times the median value of housing in Indiana ($94,300). Eagle Township ($220,200) and Union Township ($250,000) mirror the housing prices in Zionsville.

Housing valued between $150,000 and $500,000 constitutes 77.3 percent of Zionsville's housing stock. In comparison, only 36 percent of Boone's houses are situated in the same price bracket. The Town of Zionsville, Eagle Township, and Union Township houses are at the high end of the market.

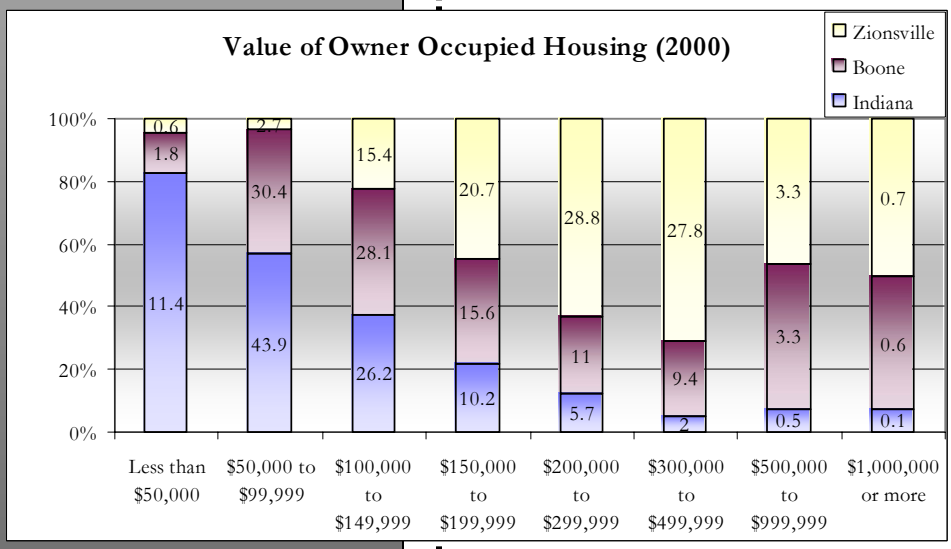


Figure 3.3: Value of Owner Occupied Housing

Tenure (Renter/Owner Occupied)

Most residences are owner occupied in Zionsville (80.5%), compared to 78.7 percent for Boone County and 71.4 percent for the State. Eagle Township and Union Township owner occupied housing accounts for 83.4 percent and 88.5 percent, respectively.

Age of Housing

Zionsville's houses are relatively new. The majority of Zionsville's housing stock (63.4%) was built between 1970 and 1990. Structures built prior to 1969 account for 27.3 percent of Zionsville's housing stock, while houses of that same age account for 47.5 percent, and 54.9 percent of Boone County's and Indiana's housing stocks, respectively.

Eagle Township has had the highest percentage of new construction between 1999 and 2000, compared to Union Township and Zionsville. During that period, 10 percent of its housing stock was built. In comparison, Union Township's construction for that same year accounted

for one percent of its housing stock. Eagle Township continues to experience a surge in construction.

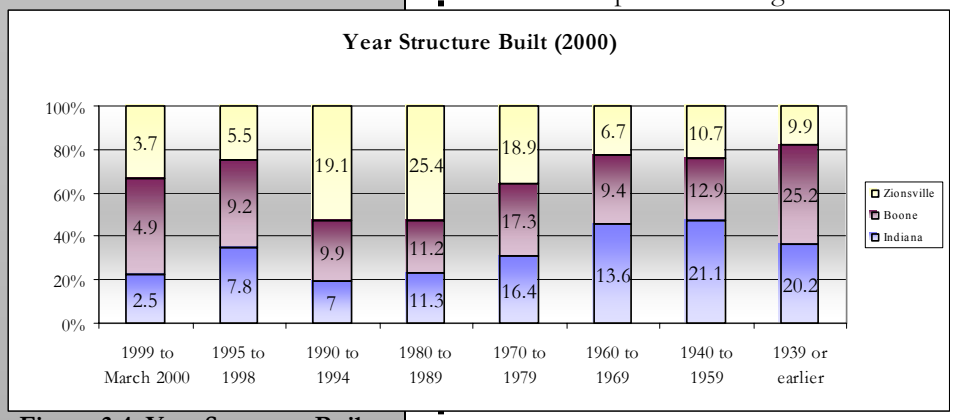


Figure 3.4: Year Structure Built

Although Zionsville has had a lot of new developments, the village center has historic structures that give the downtown area a sense of character. As Zionsville continues to develop it must continue to maintain a balance between new growth and the community's older fabric.

Vacancy Rate

In 1990, the homeowner vacancy rate in Zionsville was 1.2 percent. In 2000, Zionsville's homeowner vacancy rate dropped to 0.6 percent, which is very low compared to Boone County (1.2), and the State (1.8). Eagle Township and Union Township also have low but deferring vacancy rates 1.2 and 0.3.

In 1990, the rental vacancy rate in Zionsville was 10.3 percent. In 2000, the rental vacancy was at 7 percent in Zionsville, 7.2 in Boone County, and 8.8 in Indiana. Eagle Township and Union Township vacancy rates are 5.5 percent and 4.8 percent, respectively. Although Zionsville's rental vacancy dropped between 1990 and 2000, it is still higher than the rate in Eagle and Union Township. This is partly due to the fact that the latter have less renter occupied units.

The drop in vacancy rates of more than 3 percent, between 1990 and 2000, for renter occupied units may indicate that more people are seeking rental housing in the Zionsville area. When coupled with anticipated growth, low vacancy rates indicate a continued need for new housing. Because of its low vacancy rates, Zionsville's housing market seems stable and in demand.

Residential Developments - Subdivisions

Subdivision Development within Zionsville Town Limits - 1973 to Present

Residential development has been spurred by the availability and access to sanitary sewer and water facilities within the Town of Zionsville and with annexation of new areas into Town for residential development. A breakdown of residential subdivision development within the Town of Zionsville from 1973 to the present is found in the Figure 3.5. Residential Subdivision Development within Zionsville began in the early 1970's and continues to the present, as shown in Figure 3.6, Eagle Township Subdivisions by Year.

Prior to 1973, there was little new housing available in Zionsville. Any new homes that were built were located in the surrounding areas and had private wells and septic systems. By 1974, the first section of the 90 lot Irongate subdivision was opened. Irongate was annexed to the Town of Zionsville, and water and sewer services were extended to serve the subdivision.

In 1975, the first section of Raintree Place Subdivision was platted. This subdivision also was annexed into the Town of Zionsville, and water and sewer service was extended to its 109 lots.

Colony Woods was platted in 1975 also. Located north of Mulberry Street and east of County Road 975 East, its 304 lots made it the largest subdivision in Zionsville for over twenty years. Water and sewer services were provided to Colony Woods in its annexation to the Town of Zionsville.

In the late 1970's and 1980's, additional subdivisions were developed on land annexed into the Town of Zionsville. Again, water and sewer service extensions proved the impetus for this development. Sugarbush Hill (90 lots – 1978); Village Walk (168 lots – 1986), Colony Square (68 lots – 1987), Coventry Ridge (140 lots – 1986); Thornhill (195 lots – 1990); and the condominium development of Olde Dominion (115 units - 1982) continued the growth of Zionsville.

Subdivision Development in Zionsville

Name of Subdivision	Approximate Number of Lots	Year Approved	% Completed
Benderfield	11	1990	100%
Bloor Woods	24	2001	33%
Buttondown Farm	47	1998	75%
Cedar Bend	124	1978	95%
Clarkston	245	1979	100%
Clifden Pond	30	1993	85%
Colonial Heights	21	1977	
Colony Square	68	1987	100%
Colony Woods	304	1975	100%
Coventry Ridge	140	1986	100%
Hunt Club Village	55	1988	100%
Huntington Woods	84	1995	95%
Irongate	90	1974	100%
Long Brook	11		80%
Mulberry Place	17	2002	0%
Oak Ridge	150	1992	100%
Olde Dominion	115	1982	100%
The Preserve at Spring Knoll	257	2001	50%
Raintree Place	109	1975-76	100%
Ravinia	49	1998-99	60%
Sugarbush Hill	90	1978	100%
Spring Knoll	98	1998-99	100%
Smith Meadows	58	1997-98	100%
Thornhill	195	1988	100%
Timberridge	15	1973	100%
Village Walk	168	1986	100%
Wilderness Farms	128	2002	0%

Source: Town of Zionsville

Figure 3.5 Residential Subdivision Development within Zionsville Town Limits

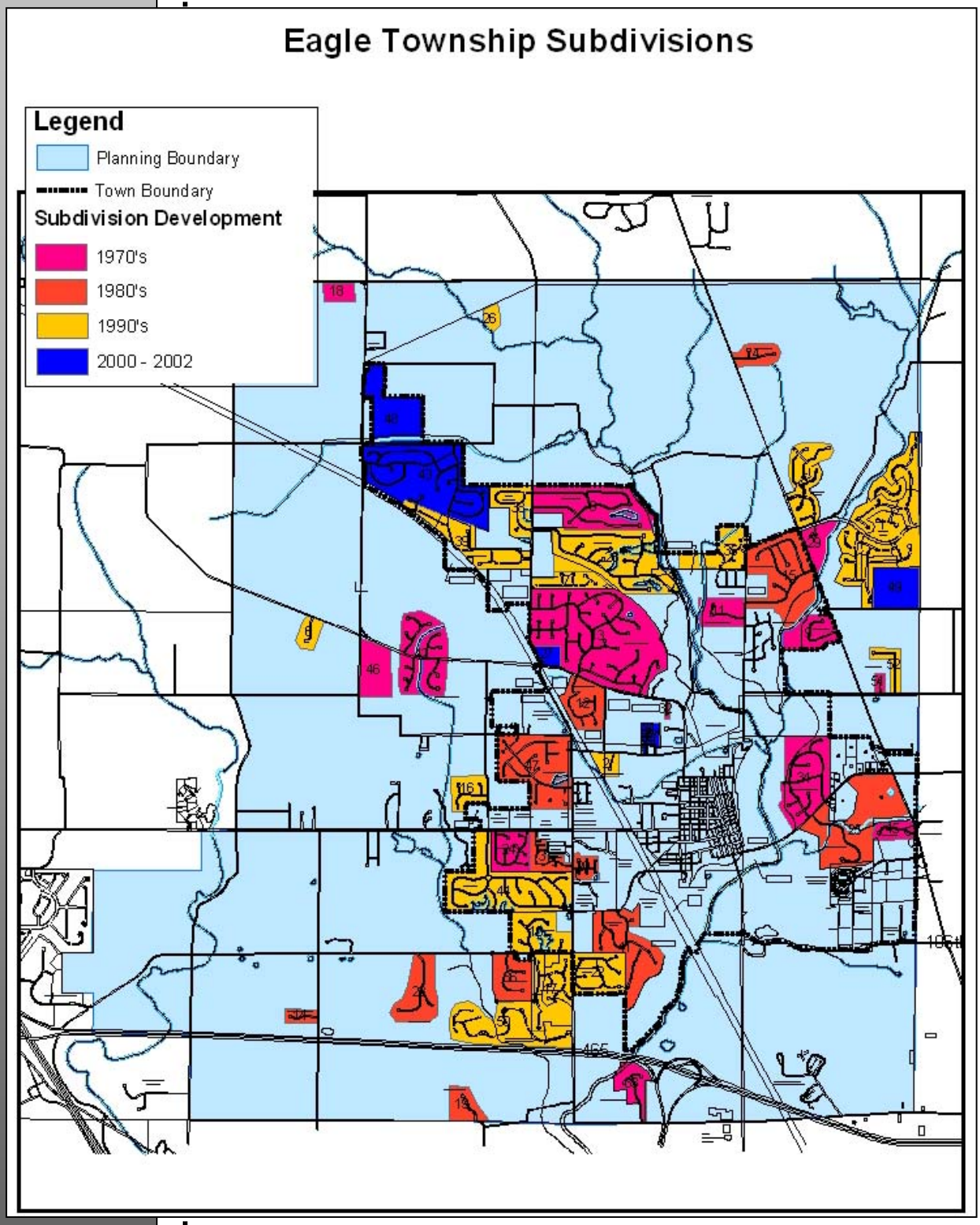


Figure 3.6 Eagle Township Subdivisions by Year

Development in the 1980's and 1990's has continued to follow the extension of water and sanitary sewer lines. Recently, growth has occurred to the north and west of the Village area, following the extension of sanitary sewer lines along what is known as the western interceptor sewer. The following subdivisions have been developed along this major infrastructure extension: Buttondown Farm (47 lots - 1998); Mulberry Place (17 lots – platted in 2002); Spring Knoll (98 lots –1998-99); the Preserve at Spring Knoll (257 lots - 2001); Smith Meadows (58 lots – 1997-98) and Wilderness Farms (128 lots – platted in 2002).

Subdivision Development Outside of Zionsville

Name of Subdivision	Year Approved	Township	Approximate Number of Lots	Acreage	Zoning
Austin Oaks	1995	EA	263	192.8	R2
Barrister Estates	1997	EA	8	10	AG
Bridlewood	1988	EA	20	27.7	R1
Britanny Chase	1996	EA	127	60.3	R2
Brocks Meadow	1995	EA	6	45	R2
Cheval de Sall	2001	EA	19	65.3	RE
Cooper Heights Estate	1988	EA	10	33.3	RE
Deer Ridge	1990	EA	26	31.6	R2
Enclave	2001	EA	122	82	R1
Fox Hollow	1993	EA	98	69.8	R2
Friends Meeting	1978	EA	33	40.9	R1
Harbridge Woods	1988	EA	6	22.5	RE
Hunt Country Preserve	1990	EA	10	40	RE
Huttersfield	2001	EA	13	30.3	R2
Irishman's Run	1984	EA	12	112.7	R1
Morris	1996	EA	4	17.9	R2
Oakwood	1973	EA	6	4	R2
Old Hunt Club	1994	EA	29	51.8	R1
Pineview Estates	1971	EA	19	26.8	R1
Roundstone	1987	EA	20	42	R2
Royal Run	1998	EA	700	274	R1&R2
Shannon Springs	2001	EA	16	45.9	R1
Stonegate	1997	EA	14	29	R1
Stonegate	1997	EA	431	235	R2
Sycamore Bend	1972	EA	53	40	R2
Village Green	1977	EA	65	48.3	R2
Willow Ridge	2001	EA	70	163.5	R2
Woodlands at Irishman's Run	1994	EA	55	72.5	R1
Zion Lane	1975	EA	8	5.9	R2
Zion Overlook	1997	EA	15	6	R2

Source: Boone County Area Plan Commission

Figure 3.7: Subdivision Developments Outside Zionsville

Subdivision Development outside Zionsville Town Limits - 1973 to Present

Development outside of the Town of Zionsville, yet within Eagle Township, specifically the designated Planning Area, has largely occurred adjacent to, or near, the municipal boundaries of the Town of Zionsville. Developments in this area have relied upon septic systems, private sanitary sewer systems, or sanitary sewer service provided by an alternate sanitary sewer service provider (Clay Township Regional Waste). Several of these subdivisions have subsequently been annexed into the Town of Zionsville (those annexed have been noted).

In 1973-74, Sycamore Bend subdivision, consisting of 53 total lots, was platted west of the Town limits. The subdivision relies upon private well and septic systems. Also in 1973 the 15-lot Timberridge subdivision was plated along US 421 (annexed). Cedar Bend Subdivision (124 lots – 1978, annexed); Colonial Heights (21 lots – 1977, annexed); and Clarkston (245 lots – 1979, annexed) all were platted just

outside of the Town of Zionsville. Each of these subdivisions has subsequently been annexed into the Town of Zionsville, with the provision of sanitary sewer service the primary impetus for annexation.

Subdivision development that has relied upon private sanitary sewer systems include the Woodlands at Irishman's Run (55 lots – 1994) and Fox Hollow Subdivisions (98 lots – 1993). These subdivisions developed to the south of the Town of Zionsville. In 2002, the Town of Zionsville purchased the private sanitary sewer package plant serving these two subdivisions from the Indianapolis Water Company. The Town plans to connect these subdivisions to the Zionsville Wastewater Treatment Plant and take the "package plant" off line.

Additional subdivision development has occurred along US 421 / Michigan Road and has followed the extension of sanitary sewer lines by Clay Township Regional Waste. The Austin Oaks Subdivision (263 lots – 1995) and Brittany Chase Subdivision (127 lots – 1996) both have developed east of US 421 to the immediate northeast of the Town of Zionsville. In 1999, a large multifamily development (The Reserve at Williams Glen Apartments, containing 367 units) was developed west of US 421 within the former Bennett Farms property. This development, served by Clay Regional Waste, currently is the largest apartment complex within the Town of Zionsville. The apartments were annexed into the Town of Zionsville in 1999.

In 2001-02, two subdivisions have been platted outside of the Town of Zionsville (west of the municipal boundaries along Hunt Club Road and County Road 850 East / Cooper Road) that are served by the Town of Zionsville sanitary sewer system. These two subdivisions, the Enclave (122 lots – 2001) and Shannon Springs (16 lots – 2001), both are serviced by the Town of Zionsville sanitary sewer system through sanitary sewer service agreements. Both subdivisions represent recent western residential expansions within the Zionsville Planning Area.

A breakdown of the total number of housing units developed within the Town of Zionsville is noted in Figure 3.8.

Decade	Town of Zionsville* (number of Units)
1970's	756
1980's	546
1990's	722
2000-02	426**
Total Units 1970-2002	2450**

* units currently within the town of Zionsville.

** includes lots platted, but not yet built upon.

Source: Town of Zionsville

Figure 3.8: Total Number of Housing Units Within the Town of Zionsville

3.2 Housing Projections

One essential component of any comprehensive planning activity is the identification of future housing demand within the planning area. Understanding the components that contribute to housing demand, monitoring their changes, and identifying trends takes on added importance for several significant reasons:

1. Residential development is the largest single user of urban land.

2. Local services to residential land consume the largest percentage of local and county fiscal resources.

3. Residential land usage establishes a basic pattern of development that is essentially stable and unalterable for five to six decades.

4. The quality of housing and the provision of viable neighborhoods is a measure of the overall livability of a community.

Housing demand is essentially a function of four factors: (1) population increase or decrease; (2) household sizes and rates of formation; (3) activities which change the current supply of existing housing units; and (4) adjustments to account for the existing stock of housing.

1. Population increases or decreases establish the basic "pool" from which the establishment of households can take place and thus from which basic housing demand can be derived. The demographic structure of the future population is also important, since it becomes a factor in household size and trends which affect those formations or dissolutions.

2. Household size is essentially a definition of the average number of people that live in a dwelling unit. Trends with respect to the number of people per household must be monitored in order to establish appropriate rates to apply to the basic Zionsville population "pool." Nationally, the trend has been toward smaller household sizes, thus increasing the demand for housing.

3. A variety of activities affects the current housing stock. Losses due to fire, demolition, and conversion to non-residential uses may decrease the supply, while construction activities increase the supply.

4. Generally adjustments to the housing stock can refer to annexation. With the high growth that Zionsville is seeing and the amount of services required for that growth, many times, communities such as Zionsville turn to annexation to keep pace with the growth versus the services. Annexation, therefore, can significantly increase the housing stock in the "corporate boundaries" without the "accounting" of building permits of the housing stock.

2025 Indianapolis Economic Plan

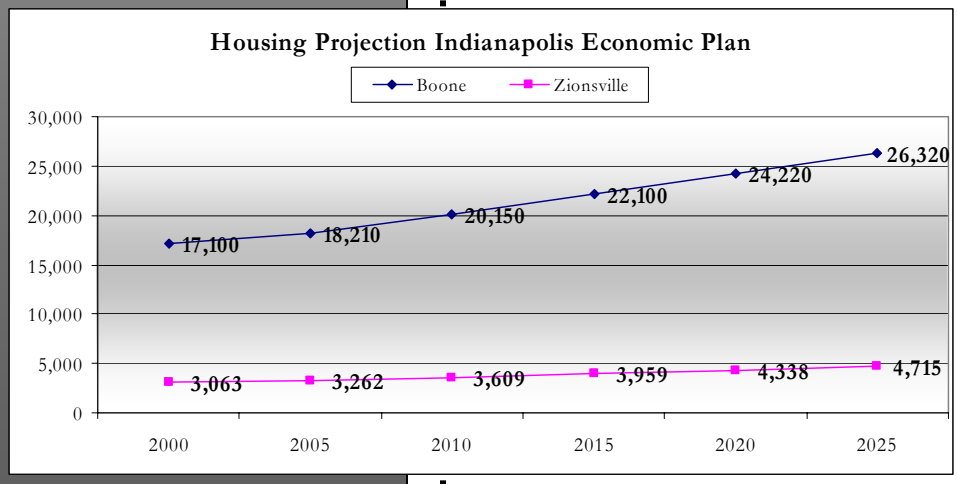


Figure 3.9: 2025 Indianapolis Economic Analysis Projected Number of Households

The Indianapolis Economic Plan was created in 2002 as part of an effort by Indianapolis to understand how certain growth policies will affect population and employment growth in the metro area. Projections were created for population, households and employment growth in the Indianapolis Metropolitan Area up to 2025.

The Plan created housing projections on the County level, including for Boone County. A step down approach was used to determine the ratio of housing units in Zionsville to Boone County in the form of a percentage. Using the housing projections for Boone County identified

by the 2025 Indianapolis Economic Plan and the percentage from the step down approach, housing growth trends were created for the Town of Zionsville for 2020. These trends were then adjusted to account for annexation of existing housing into the Town of Zionsville. The housing projection for Zionsville for the year 2020 was determined to be 5,532 housing units. This is a 2,469 unit increase from the 3,063 housing units already in Zionsville in 2000. This projection is conservative and reflects the forecasting method used by the Indianapolis Economic Plan.

Permits Linear Projection

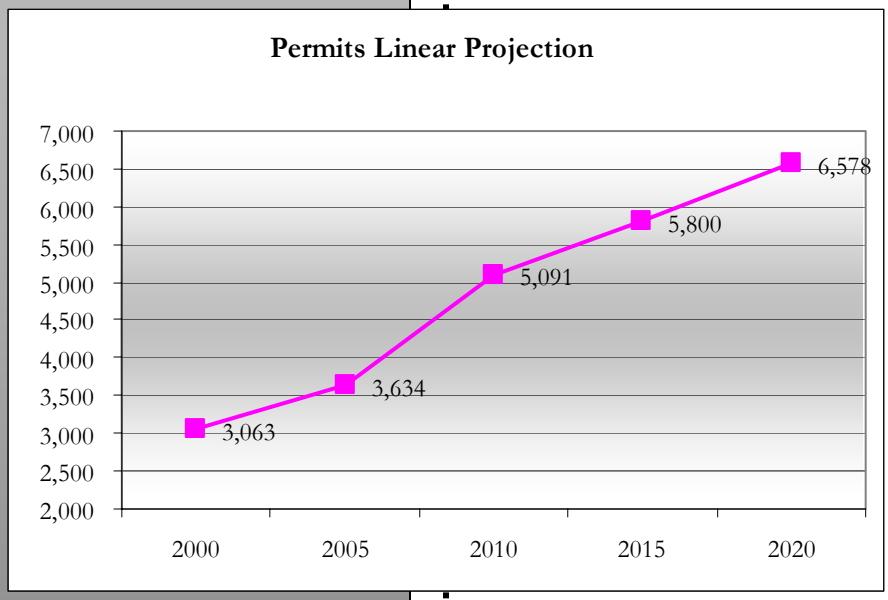


Figure 3.10: Permits Linear Projection

In order to forecast the number of permits that will be issued by the year 2020, the linear projection for building permits in Section 2.3 Population Projections, was used as well as anticipation of annexation of some subdivisions within the Zionsville Planning Area. Each permit corresponds to one housing unit. Between the year 2001 and 2020, it is estimated that there will be approximately 2,700 permits issued for single family dwellings. Consequently, the total housing units for the Zionsville jurisdiction projected for the year 2020 is 6,578. This projection includes not only the number of new housing starts that is anticipated based on building permit growth, but the potential for annexation to occur within the next ten to twenty years. This number is significantly higher than the previous projection, but it is likely to be more accurate given that it is based on current permit trends.

Zionsville's population is projected to increase, but the national trend for household size has been steadily decreasing. The population increase will increase demand on housing, and the smaller households will change the demand on the type of housing needed. The smaller household size will increase the number of new houses needed to accommodate the same number of people.

CHAPTER 4 ECONOMY

4.1 Present Economic Conditions

A community profile is not complete without a look at the economy of the area. Recent economic data is limited at the Town level, but recent data has been compiled on the county level. Specific economic data reported to the public for communities across the country is generally limited due to the size of the community and the small local scale. Zionsville's economy operates within the larger environment of Boone County. Part of the information gathered to update the comprehensive land use and strategic economic plan was gathered from many different sources including the Bureau of the Census, Bureau of Economic Analysis, Town of Zionsville and ESRI Business Information Solutions.

Employment by Residents

The U.S. Census data provides the employment breakdown for jobs held by the residents of Zionsville. According to Figures 1 and 2, Employment of Residents by Industry, the percentage of employees in the management, scientific, professional, and related sectors is much higher for Zionsville (56.7%), than for Boone County (34.5%), or the State of Indiana (28.7%). Conversely, the number of people employed in the retail service industry is lower for Zionsville (7.6%) than for Boone County (10.1%) or the State of Indiana (11.8%).

Generally, those persons in the management, scientific and professional sectors require a higher educational level and generally garner higher wages than those individuals in the retail services sector. The higher amount of professionals, managers and scientists can be due to the proximity of offices and Eli Lilly in downtown Indianapolis, Dow Industries and office parks in Park 100 off of 71st Street, the U.S. 31 Corridor in Carmel and in Castle Creek in Castleton and Allison Point off of Allisonville Road.

	Indiana	Boone	Zionsville
Employed civilian population 16 years and over			
Management, professional, and related occupations	28.7%	34.5%	56.7%
Service occupations	14.2%	13.4%	7.7%
Sales and office occupations	25.3%	25.7%	25.5%
Farming, fishing, and forestry occupations	0.4%	0.4%	0%
Construction, extraction, and maintenance occupations	10%	10.7%	6.9%
Production, transportation, and material moving occupations	21.4%	15.3%	3.3%

Source: US Bureau of the Census - 2000

Figure 4.1: Employment of Residents by Industry

	Indiana	Boone	Zionsville
Employment of Residents by Industry			
Agriculture, forestry, fishing and hunting, and mining	1.40%	2.10%	0%
Construction	6.60%	9.40%	9.10%
Manufacturing	22.90%	16.90%	16.70%
Wholesale trade	3.40%	5%	3%
Retail trade	11.80%	10.10%	7.60%
Transportation and warehousing, and utilities	5.20%	5.50%	3.70%
Information	2.10%	2.60%	1.50%
Finance, insurance, real estate, and rental and leasing	5.70%	7.80%	11.60%
Professional, scientific, management, administrative, and waste management services	6.30%	7.80%	11.60%
Educational, health and social services	19.30%	18.40%	23.20%
Arts, entertainment, recreation, accommodation and food services	7.30%	6%	4.50%
Other services (except public administration)	4.70%	4.90%	5%
Public administration	3.30%	3.30%	2.50%

Source: US Bureau of the Census - 2000

Figure 4-2: Employment of Residents by Industry (Detailed Breakdown)

Unemployment

One indicator of the health of an area's economy is the unemployment rate. Unemployment throughout the Indianapolis region was exceptionally low throughout the 1990's. In December of 2000, Boone County's unemployment rate was 3.3 percent. Generally, a rate that low is considered full employment, assuming most of the unemployed included in that 3.3 percent are simply in transition between jobs. While a low unemployment rate is good for residents of the region, it is a potential problem when trying to attract new businesses. Businesses considering locating in Boone County or specifically Zionsville may view a low unemployment rate as a lack of available employee base.

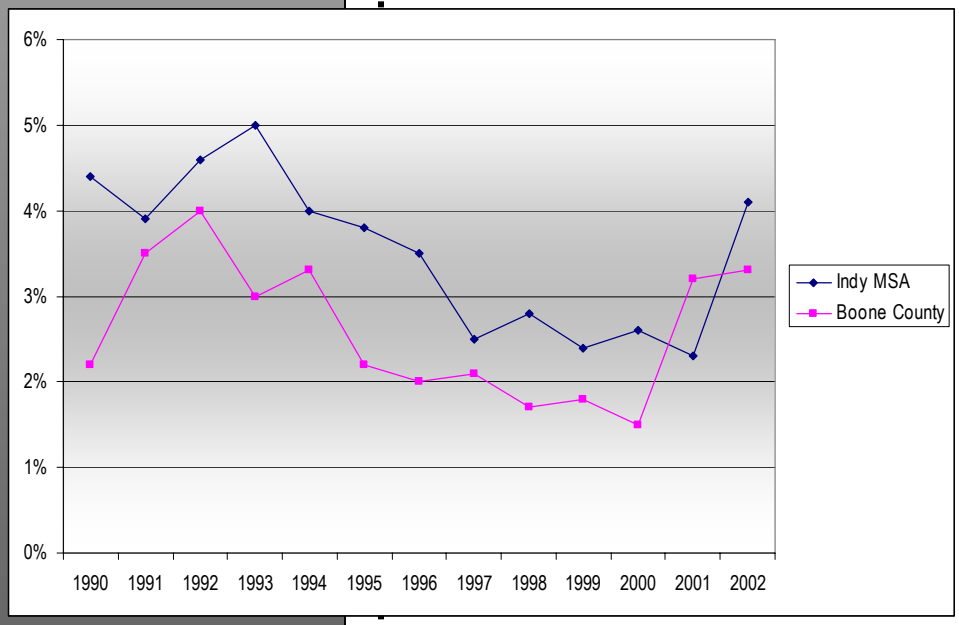


Figure 4.3: Unemployment Rates

Boone County unemployment trends have largely followed that of the Indianapolis Metropolitan Statistical Area. However, as the Country, State and region enters into a time period of an economic recession, these numbers have begun to rise. Because most of Zionsville's population works outside the County, there are only a few land use policies that Zionsville could put in place to decrease the effect of the recession on the Town. For example, several policies that Zionsville may want to consider in trying to encourage construction of offices, business parks and light industry/technology related establishments are real estate tax abatements (staggered over 10 years, starting at 100% abatement and declining each year to 10% the last year), sales tax credits and other

incentives. The state also offers incentives such as jobs tax credits; investment tax credits; workforce development assistance etc. depending on the size of the business. Coordination with the Redevelopment Commission and Boone County's Economic Development Agency is advisable.

Secondly, one of the most viable actions that Zionsville can take is public investment in the necessary infrastructure, utilities, roads and possible land assembly. These investments not only create the foundation for attracting new business consistent with the economic development planning policies adopted in the TIF Redevelopment Plan, but send a clear message to any prospective business that Zionsville is proactive, serious and willing to work with them to make the development of the area happen in a timely manner.

A more detailed market assessment for the entire community and planning area is needed to get a better handle on the market conditions/forces in Zionsville which would make this area attractive to developers and define the types of business activity that the local area can support. As mentioned in this chapter, there is very strong competition from other office and business parks and downtown employers who are located close by. The market analysis will help define what the local redevelopment area has which will make development of similar facilities economically feasible.

Zionsville should proactively consider acquiring and assembling some of the land — especially the area which is top priority or phase one in the redevelopment plan. The land would then be sold or leased to developers and companies. In general, developers favor timely development which involves among other things limited ownership and they are much more willing to go to a community with large tracks of land and/or limited ownership. In addition, if the community owns the land, even temporarily, they have much more leverage in working with the private sector in getting the type of development that they desire and consider compatible with the community.

While Zionsville works with the County Economic Development Director, the need for active on-going marketing and promotion focusing specifically on Zionsville is necessary in order to attract the types of developers that the community desires for the redevelopment. Even though land has been identified, zoned and plated for office/business parks, that does not guarantee that the companies and businesses will relocate there. The town could look at creating a summary poster plan of the comprehensive plan that individuals such as the Director of Planning and Administration, Town Council President, Redevelopment Commission President and others could hand out when discussing Zionsville with potential developers.

Finally, the other policy initiatives that Zionsville could undertake to help attract the right type of development is to undertake updates to the zoning and local regulations, permits and other required approvals so they are consistent with local policies and remove some of the barriers, whether they are real or perceived for developers and companies.

Commuting Patterns

Zionsville is a suburban community in Boone County located twenty minutes away from Indianapolis and therefore, Boone County is a net exporter of labor out of the county. As indicated by the type of employment residents have, many of these types of jobs are not located in the county. In fact, 54.4 percent of residents are employed outside of Boone County, in such counties as Hamilton, Marion, Hendricks, Clinton and Tippecanoe. An assumption can therefore be made that the Town does not retain many of its residents for employment. In the future, while Zionsville may target certain employment based land uses, the amount of jobs created by these businesses will not drastically affect commuting patterns and lifestyle of its community; however it will be a positive influence on the tax base.

Household Median Income

The Indianapolis region's good economic situation in the past decade is also reflected in the median household income of its residents. The median household income is the income at which as many households are earning more than that median income as are earning less than the median income. In 2000, Zionsville's household median income was $81,770. This is nearly twice as much as the median income for the State ($41,567) or Boone County ($49,632). Eagle Township ($72,926) and Union Township ($60,036) have lower median incomes than Zionsville, but still remain well above the State average. Zionsville residents' high median income can generally be attributed to higher education levels, and higher paying jobs which gives them greater purchasing power, as discussed below.

Sixty percent of Zionsville's population, above the age of 25, has a college degree, compared to 20 percent for Indiana and 27 percent for Boone County.

Household Purchasing Power

The ESRI Business Information Solutions ACORN report classifies the Town of Zionsville by neighborhood lifestyle segments. ACORN stands for "A Classification of Residential Neighborhoods." The ACORN system divides all U.S. residential areas into 43 clusters and then groups them into nine summary groups based on demographic characteristics such as income, age, household type, home value, occupation, education and other consumer behavior characteristics. Data compiled for this report is by product or service and includes the total expenditures, average spending per household and a spending potential index. The information in this report operates on the premise that similar interests and lifestyles tend to live in similar neighborhoods.

The ACORN profile identifies Zionsville's population as being affluent families with a high purchasing power. Eighty-nine point four percent of the residents of Zionsville are classified as being "top one percent," and fifty-five percent of those families are defined as "successful suburbanites."

ACORN's profile of the "top one percent" families is generally defined as older married couples in their peak earning years. Almost half are between the ages 35 and 64 years with their median age as 43 years old. Most are considered empty nesters, although many have older children attending college. For most households in this classification their sources of income include salaries, interest, dividends or rental property income. Most own their own single-family homes found in the older suburbs of large metropolitan fringe areas. Their median home value of over $400,000 is more than four times the national average. Well over 80 percent of these homes are valued at $250,000 or more. Their preferences for spending include clothing and apparel categories, frequently buying via mail or phone orders. They drive luxury cars and enjoy taking domestic and foreign excursions. They are active volunteers and fundraisers and also enjoy reading newspapers and playing racquet sports.

ACORN's profile of "successful suburbanites" is generally defined as families with an average household size of 3.1 persons, 19 percent above the national average. Families in this category are generally between the ages of 35 and 54 years old, with school aged children. Their median age is 37 years old, slightly higher than the U.S. value of 35.5 years. At $87,200, the median household income of "successful suburbanites" is more than twice that of the U.S. figure. Dual incomes and investments contribute to their affluence. Employment rates are high for men and women. The work force is professional, well educated and mobile. "Successful suburbanites" own homes in newer suburbs with a median home value of $210,500, twice the national average. Most of their single-family houses were recently built between 1980 and 1990. Located predominantly in the urban areas of metropolitan centers, they traded convenience for lifestyle and moved out to newer, suburban developments; over 30 percent commute across county or state lines to work. Their preferences include driving minivans and luxury cars, own swimming pools and PC's and play golf or tennis. They splurge on home furnishings and improvements, apparel, electronic "toys" and travel, and fund much of this spending with credit cares and loans. In fact, "successful suburbanites" are more likely than most of the other consumer markets to have loans. They attend concerts and movies; read two or more daily newspapers; and business, finance and metropolitan magazines.

Looking at the retail sales and household expenditures can help in setting goals for future commercial and retail business growth in the area. Retail sales are divided into merchandise groups, as follows: food and beverage stores, food and drinking establishments, general merchandise, home furnishings, and motor vehicles and parts dealers.

The general merchandise category which includes department stores, retail establishments, general stores, and the like, encompasses 12.92 percent of the retail sales in the metropolitan area. In comparison, retail sales in the general merchandise group only account for 4.8 percent of retail sales in Boone County. This difference remains the same as it was in 1980, and is due to the fact that Boone County does not have any major regional shopping malls or department stores and confirms that most residents desiring these types of services will travel to the Castleton area, Carmel, or Downtown Indianapolis.

Retail sales are reported by merchants and reflect the amount of merchandise being sold in the area. If the total retail sales are divided by the number of households, the results give an idea of how much residents might be spending in their area of residency. However, it should be noted that not just residents of the area purchase merchandise from these businesses, so the number can be slightly misleading. For Zionsville this can be due to primarily the downtown Village which also provides an element of tourism for Zionsville because of the types of shops and boutiques draw from a farther retail base than just Zionsville. The ESRI Business Information Solutions 2001 data is based on the consumer expenditure survey. The retail expenditure per household gives an indication of how much people spend on retail goods. The average retail expenditure per household for Zionsville is $56,963.

From the 2002 Sales Management Magazines figures on retail sales, the retail sales per household for Boone County is $23,433, compared to $37,206 for the Indianapolis Metropolitan Area. This confirms that most of the major retail purchases are made in the immediate Indianapolis area due to the amount and variety of regional businesses.

The Median Household Effective Buying Income (EBI), found in the 2002 Sales Management Magazine, is calculated based on resident's income. It gives an indication of the potential amount of income left for spending after taxes and other deductions on goods and services. The Median Household EBI for Boone County is $50,684, compared to $42,710 for the Indianapolis Metropolitan Area.

Although Boone County residents have a Median Household EBI of $50,684, the retail sales in the County per household are $23,433. This can indicate two things, that Boone County residents spend more than half of their disposable income outside the County, and potentially that they do not spend all of their residual income and it is deposited into some type of financial account such as savings, stocks, etc. The $56,963 spent in retail by Zionsville residents is not reflected in the Boone County retail sales which average $23,433 per household, indicating that specifically, the residents in Zionsville follow the same trends as others elsewhere in Boone County. When compared to the Indianapolis Metropolitan Area and Boone County, Zionsville residents have the highest spending power.

Businesses in Zionsville

The ESRI Business Information Solutions data provides the employment breakdown for jobs located and available within the town limits. Day time employees of Zionsville may or may not be residents of the Town. The largest portion of employees in Zionsville are found in the services (34.9%) and retail trade (22.2%) sectors. The majority of these residents will work within the Village Center, along the commercial development of SR334 and along Zionsville Road.

In the future, with a greater emphasis on the development of offices within the planning area, there could be a shift in the number of retail jobs versus office or technical jobs in Zionsville.

Employment trends

The Town of Zionsville's economy has to be placed in the larger context of Boone County, Hamilton County, Marion County and the State. One national and state trend that affects local economy is the shift from a manufacturing based to a service based economy. However, Boone County's manufacturing industry continues to be stable and rising slowly, with it still employing 16.7 percent of the workforce in this employment sector. Services and retail employment, as consistent with the national trend, have been rising fast and account for a large portion of the employment sector with 18.4 percent and 10.1 percent respectively. The construction industry in Boone County has been rising steadily since 1985. This can be attributed to all the new development happening in the County and Zionsville.

In regards to Hamilton and Marion Counties, their dominant service sector is education, health and social services with 19.4 percent and 18.4 percent, respectively. This trend is natural given that these two counties are where almost all major medical and ancillary medical services are located. There are many doctors' office located in downtown Indianapolis as well as along the U.S. 31 Corridor. Additionally, with the location of Butler, University of Indianapolis and IUPUI within Marion County, this would also explain the employment trend in this sector. Additionally, like Boone County and the State, Hamilton and Marion Counties have a higher percentage of employment in manufacturing, with 15.1 percent and 13.6 percent, respectively.

While in some employment sectors, Boone County may be higher, in general it follows the same trends as the counties around it. The key to any county's health is to ensure that their economy is diverse and not reliant on one major industry to support the economy and any related ancillary services that have developed as a result.

4.2 Projections

Employment projections are estimates and are hard to predict, especially in the uncertainty of today's economy. Using the Bureau of Economic Analysis historic employment data for Boone County, a linear projection was applied to determine the number of new jobs in the years 2010 and 2020. The employment projections for Zionsville were then calculated using a step down approach. The results are illustrated in the two tables below.

Employment Projection for Boone County

EMPLOYMENT BY INDUSTRY	1970	1975	1980	1985	1990	1995	2000	2010	2020
Ag. serv., forestry, fishing, and other	71	115	191	279	459		652	802	997
Mining	47	35	30	51	39		19	52	58
Construction	387	632	893	1,034	1,560	2,018	2,659	3,059	3,759
Manufacturing	1,879	1,568	1,633	1,842	1,985	1,943	2,568	2,403	2,627
Transportation and public utilities	403	531	591	652	541	564	701	743	811
Wholesale trade (SIC 50, 51)	401	633	591	594	848	960	1,209	1,326	1,566
Retail trade	1,921	2,077	2,566	2,641	3,177	3,607	4,006	4,549	5,237
Finance, insurance, and real estate	587	1,005	1,253	1,222	1,194	1,263	1,918	1,877	2,156
Services	1,437	2,199	2,847	3,612	4,423	4,831	6,486	7,540	9,104
Government and government enterprises	1,381	1,508	1,649	1,623	1,856	2,086	2,443	2,525	2,825
Private employment	7,133	8,795	10,595	11,927	14,226	15,629	20,218	22,271	26,208
Nonfarm employment	8,514	10,303	12,244	13,550	16,082	17,715	22,661	24,796	29,033
Total full and part-time employment	**10,354**	**12,099**	**13,722**	**14,841**	**17,114**	**18,602**	**23,510**	**25,134**	**28,988**

Source: Stats Indiana, BEA, and HNTB

Figure 4.4: Employment by Industry

All segments of the industry will continue to grow in Zionsville, especially the service and retail trade sectors, followed by the construction and wholesale trade sectors. Zionsville will follow the national trend with its service and retail sectors increasing their share of the employment market. Despite its continued growth, Zionsville's employment base remains limited and is primarily focused on retail, restaurants, and neighborhood services.

Employment Projections for Zionsville

EMPLOYEMENT BY INDUSTRY	2001	2010	2020
Agriculture/Forestry/Fishing/Mining	17	22	27
Construction	40	50	62
Manufacturing	18	20	21
Transportation, Communication, Utilities	10	11	12
Wholesale Trade	36	43	51
Retail Trade	101	117	135
Finance/Insurance/Real Estate	26	30	34
Service	159	195	236
Government	13	20	30
Total Employees	455	528	609

Source: ESRI 2001, Zionsville Town Hall Feasibility Study and HTNB

Figure 4.5: Employment Projection for Zionsville

The development of the TIF area (see section 4.3 Zionsville Redevelopment Commission) will give Zionsville the chance to expand and diversify its employment base. By looking at the available land for development and its land use designation, it is possible to determine the number of employees by industry that might be attracted to the area. If the TIF land area is completely built out, a total of approximately 460 employees could be added to Zionsville's work force. Of these employees, 211 of them would potentially work in the industrial sector, 189 would work in the technology parks, 47 would work in retail, and 12 would work in the designated mixed residential/office district. With the additional projections of labor force and the rapid residential growth of the area, more government employees will be needed to continue the level of service that developers, businesses and residents to which are accustomed.

4.3 Zionsville Redevelopment Commission

In 2002, the Zionsville Redevelopment Commission contracted HNTB to prepare a redevelopment study for the TIF area, south of 106th Street and north of 96th Street. The report was completed and adopted in the spring of 2002. The following is a brief summary of the recommendations made by the Redevelopment Plan.

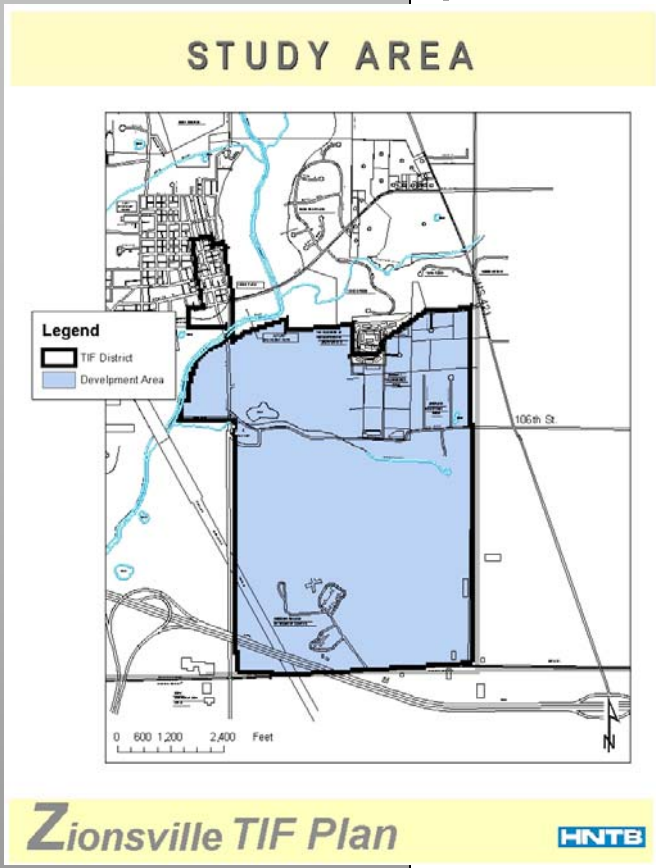


Figure 4.6: TIF Study Area

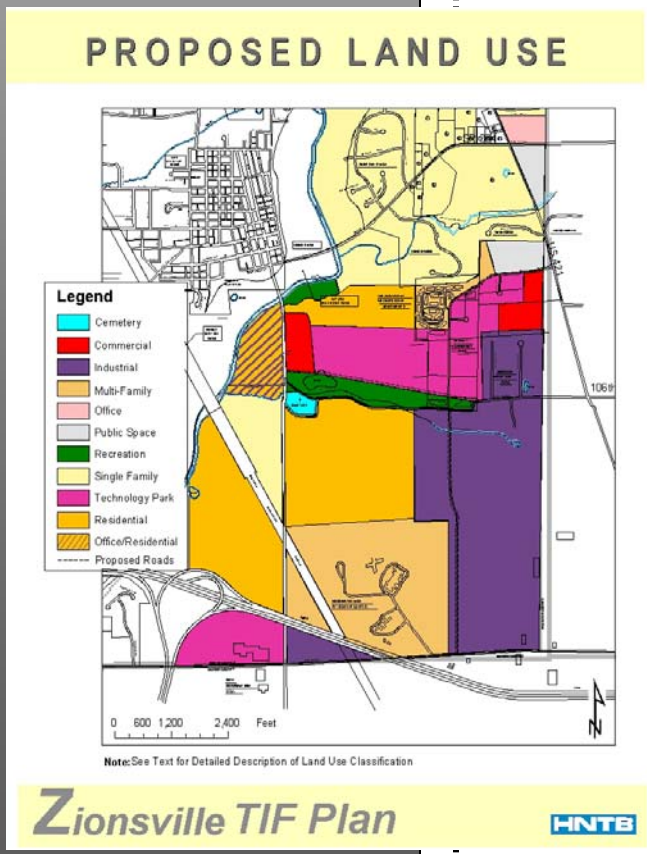


Figure 4.7: TIF Proposed Land Use

The entire text and all supporting documentation and maps of the Zionsville Redevelopment Plan, adopted by the Zionsville Redevelopment Commission in May, 2002, is hereby incorporated into and made a part of the Zionsville Comprehensive Plan and is included in its entirety as Appendix A of this document.

Purpose of the Redevelopment Plan for the TIF Area

The purpose of the Redevelopment Plan was to provide a context for the consideration of the development within a study area located in the southeast corner of Boone County in the vicinity of the Town of Zionsville. The study area was previously identified as having great strategic importance for the future development of the Town, resulting in a designation of a Tax Increment Financing (TIF) District for the funding of infrastructure to accommodate its future development.

It was the Town's desire to establish a TIF District to garner revenue to fund infrastructure improvements to this area. To help guide those improvements, a Redevelopment Plan for this area was needed to guide land use and economic development efforts.

The general location of the study area can be viewed on the Study Area map. The bold black line, on the adjacent map, outlines the TIF District boundaries. The northern area of the TIF district includes the downtown Village, bordered by Second Street on the west, Poplar Street on the north, and Elm Street on the east. The TIF boundary continues to the south and encompasses an area that extends just south of Eagle Creek as its northern boundary, the Boone-Hamilton County line as its eastern boundary, 96th Street as its southern boundary and Zionsville Road as its western boundary.

Additionally, it should be noted that the Redevelopment Plan study area boundary does not include all of the area of the TIF District adopted by the Town Council. The Redevelopment Area is a more concentrated area focusing on the underdeveloped and vacant land in the larger portion of the TIF area. The intent was to focus on the improvements and land uses in this area and provide recommendations as to its development.

The Town of Zionsville initially annexed an area southeast of the Town to 106th Street in March, 1998. At that time, an amendment to the Town's Comprehensive Master Plan was adopted to incorporate goals and objectives for future development of the jurisdiction. The Town adopted an Economic Development Area in February of 2000. The development area was created to include the sparsely developed area south of SR334, north of 96th Street, east of Zionsville Road and west of the Boone-Hamilton County Line.

Previous visioning efforts for this area have focused on its development as an employment center; however, the types of employment (industrial, office, or retail) to be developed are still being debated. Thus, an important step in planning for this area is to

consider the overall market feasibility for these various types of development. The Redevelopment Plan provides the first step in the analyses of potential market development for this area.

Also of importance in planning for this area are the characteristics inherent in the site itself, which affect its suitability for various types of development. These characteristics include such variables as topography, vegetation, ownership, visibility, and access, which can alternatively be viewed either as opportunities or constraints, depending upon the type of development being considered.

This objective of the Redevelopment Plan is to be used as a guide to the improvements and processes that the Redevelopment Commission and other Town bodies could undertake to help promote and spur development in the study area. The plan is intended to assist in facilitating orderly growth and compatible land use, supporting infrastructure development, including roads and utilities by identifying future land uses, including intensity and type, establishing potential development guidelines, supporting future financial planning within the TIF District, identifying potential annexation area expansion, and supporting agency funding applications and local economic development initiatives. The recommendations set forth in the plan are listed below.

The Town began updating its Comprehensive Land Use Plan in 2001. As a part of this effort, the Redevelopment Commission and the Plan Commission formed a subcommittee to discuss the future land use and transportation recommendations for the study area. The Proposed Land Use map illustrates the land use and transportation recommendations.

Recommendations of the Redevelopment Plan

Listed below are the Redevelopment Plan recommendations pertaining to road improvements, utilities, the adoption process and implementation of the plan, and site preparation.

Transportation Improvements

With the changing of land uses, some changes will need to be made to the transportation network to support more intense uses. Several transportation improvements have been identified in the study area to accommodate the new growth.

Creation of a New North/South Connector

The north/south connector will be a crucial part of the infrastructure improvements that will provide accessibility to inland properties. The road will be an extension of Bennett Parkway south connecting 106th Street to 96th Street. This connection is shown on the proposed land use map as a dotted line. This will open up a great deal of property to be used as an office and light industrial park. This improvement has been identified in the thoroughfare plan for the Town of Zionsville so that as property begins to develop, the Town can ensure that the necessary right-of-way is identified to support an adequately sized road.

Realignment of 106th Street

Another major improvement is the 106th Street extension/realignment. This project is a straightening of the road that would avoid the meandering alignment of the road at its western end, further enhancing the connectivity role it plays linking Zionsville Road to Michigan Road. The improvement to this road has been identified in the current thoroughfare plan. The Town applied for a grant application in April 2002 for funding from the Indianapolis Metropolitan Planning Organization to assist with this improvement and it was approved and funded in October of 2002. The Town has prepared a timeline and anticipates the project to begin in early 2003 with survey and preliminary engineering culminating with the construction of 106th Street beginning in 2006.

Upgrade of Zionsville Road

With the increase in intensity of uses, especially office and residential uses, the capacity of Zionsville Road will continue to be inadequate. The road is currently a two-lane road from 96th Street and I-465 into Town. It is proposed that over the next twenty years of the TIF, Zionsville Road be upgraded to a minimum three lane road with a turn lane or a four lane road to better handle the capacity and increased traffic flow. Additionally, since residential uses are proposed for this area, the addition of sidewalks to Zionsville Road will add to the property values in the area, provide for safe recreation opportunities, and provide access to other areas of the community, including the downtown.

Implementation

To assist with the implementation of the Redevelopment Plan, several action steps are recommended as follows. These action steps are not necessarily listed in the order in which they should occur, but as suggestions of improvements to be made over the life of the TIF district.

Adoption

The Redevelopment Plan has been adopted in 2002. In late 2002, the Redevelopment Commission met with stakeholders to discuss the plan and its goals for the redevelopment area. Presentations were made to both the Plan Commission and Town Council. The plan will provide the guidance needed to support the future development of ordinance changes and funding application to support for future transportation and other infrastructure improvements.

Coordination with County

To establish the TIF district, the Town and Boone County had to work together to grant Zionsville redevelopment jurisdiction. However, zoning beyond Town limits is not permitted to the Town due to the fact that Boone County has as Area Plan Commission. Therefore, until the land is annexed into the Town, Zionsville and Boone County must work together to ensure that future development is in accordance with the plan set forth herein to ensure a well-planned area.

To accomplish this, it is recommended that members of the Redevelopment Commission present the land use recommendations to the Zionsville and Boone County Plan Commissions and County

Commissioners. The Plan Commissions and County Commissioners should strive to establish cooperative agreements to encourage high quality development in this area.
Additionally, direct communication and coordination should continue to take place between the County Plan Commission and Town of Zionsville. The town staff should continue their involvement in the staff review of developments and provide comments to County planning staff.

Zoning Recommendations
The land use proposed in this Redevelopment Plan will require the rezoning of certain properties in the study area. This will include map changes and potentially some changes to the text of the zoning ordinance. It is recommended that in most cases the current zoning could be retained and then the property rezoned on a case by case basis as development continues. As indicated in earlier portions of the report, part of the study area is also located in Boone County. When the area south of 106th Street is eventually annexed into the town, it will be "rezoned" at the time of annexation to support the land use plan set forth for the redevelopment area.

1. Part of the "General Industrial" zoning designation in the western portion of the study area along Zionsville Road should be changed to a "Business" classification to support additional Downtown uses along Zionsville Road and provide the opportunity for linkages.

2. The area between the old 106th Street alignment and the new alignment currently contains the "Industrial" designation. If there is a desire to create a public space here, the zoning should be changed to "Open Land."

3. The northern area of the site, just west of The Reserve at Williams Glen Apartments, is currently designated as "Industrial". To encourage a medium-density single-family use, the area should be rezoned to a support this type of residential development.

4. An area located just north of Hoosier Village Retirement Center is currently zoned "Industrial". If single-family and two-family dwellings are desired in this area, it should be rezoned from "Industrial" to "Single Family Residential".

5. Additionally, an overlay district should be established for Zionsville Road, 106th Street and the new connector road to manage the appearance and location of development on the site and create a unique character for this area.

Site Assembly
The development area, as shown on the Study Area Map, is owned by approximately 140 property owners. Amongst them, there are three major owners, including the DOW chemical property with approximately 170 acres, the Ripberger property containing in total approximately 150 acres, and the Kunz Farm property with approximately 60 acres. The remainder of the site is split into small lots and owned by a multitude of property

owners. The consequences of this situation are the increased coordination level required and difficulty in promoting development in the area.

Site Preparation

The development area contains some old industrial sites that might harbor hazardous materials in their soils. Depending on the severity of the environmental hazard, the potential land use designation of certain sites might be limited. It is crucial to assess, early on, the severity of the threats of any brownfield sites and evaluate mitigation methods.

Additionally, the study area includes floodplains, wetlands, wooded areas, slope elevations and steep slope areas. The northwest portion of the study area contains many natural features that will need special consideration during the development review process, when choosing the suitability of potential development. Wooded land and floodplains, which add to the character of the area and provide a natural buffer, should be protected as much as possible and integrated into site plans.

Flat areas in the southeast and steep slopes in the northern portion of the development area might present some drainage problems. A drainage study might be needed at the time the site is developed to ensure that an increase in impervious surfaces does not cause ponding on the site or force runoff onto adjacent properties. Site plans including drainage, floodway and woodland protection should be reviewed by staff and the Plan Commission.

Provision of Public Improvements and Facilities

In order to initiate the redevelopment process and attract private investment, a number of public improvements will be required. These projects are intended to provide the context for future developments. It is anticipated that expenditures for redevelopment project costs will be staged in a reasonable and proportional basis to coincide with the expenditures for redevelopment by private developers and the projected availability of tax increment revenues.

Public improvements not only provide new amenities but also improve the attractiveness of an area. Sidewalks and trails are two examples of such enhancements that would create links throughout the development area, providing for pedestrian routes and linking recreational areas, including Eagle Creek. The Town should review its thoroughfare plan and update it to provide for the creation of pedestrian and recreational routes and require developers to provide sidewalks and trail links for new subdivisions.

Right-of-way designations for future road improvements, as discussed in the Transportation Improvements Section, and recreational routes along roads will have to be designated by the Town in their thoroughfare plan in order to require potential developers to include them in their development plans.

Finally, there are several pipelines that traverse the southeast quadrant of the study area. Research should be conducted to determine whether these lines have been abandoned and their designation of right-of-way. The location and type of right-of-way can have an impact on how development occurs in this area. Generally, pipeline rights-of-way require a minimum

setback from the pipeline and can affect where structures are situated on a site, potentially creating awkward sites for development.

Quality of Development /Urban Design Plans

To help insure the quality of development and provide guidelines for key viewshed areas, an urban design plan should be developed. An urban design plan should address those areas of 106th Street and Zionsville Road and 96th Street and Zionsville Road that serve as key entry gateways to the study area and the Town. These streets are the core of the study area, and as such, will largely set the image for the area. The guidance of an urban design plan on streetscape issues such as landscaping, signage and lighting would be invaluable in developing this area as a model mixed-use neighborhood.

Additionally, to implement the urban design plan, the Redevelopment Commission should work with the architectural review committee on developing architectural standards for non-residential uses in order to insure that new developments follow the aesthetic goals set by the Town, and that the area develops with an identifiable character that is also compatible with existing Town developments.

Water and Sewer Utility Plans

Utilities are one of the biggest drivers of development. The choice of location and size sewer lines is one of the best tools Zionsville has to steer growth in a certain order or direction. A basic analysis of the development impacts of the recommended land use should be included when the Town staff and Plan Commission are reviewing new development in the area.

Zionsville is currently increasing the capacity of its Wastewater Treatment Plant. The project started in April of 2002. The construction period is approximately 18 months, which would have the project completed in the fall of 2003. Once the plant is completed, there will be enough capacity to service the redevelopment study area. Capacity prior to the upgrade was 1 million gallons per day and will be upgraded to 2 million gallons per day. See Chapter 7, Services for more detailed information on Wastewater Services.

The Indianapolis Water Company provides services to the study area. The redevelopment study area is located within its service boundaries, however, there is no main located on the site, except at the intersection of 96th Street and Zionsville Road and on 106th Street (about 1/2 mile west of US 421).
The sewer service area for the redevelopment area is currently split between Zionsville to the west and the Clay Township Regional Waste District to the east. Sewer lines have extended mainly in the eastern portion of the study area and along 106th Street, where development has occurred. Individual properties in the rest of the area possess septic sewer tanks or is unserved.

The development area will have to support the new types of uses encouraged by the development plan but is currently not adequately served by utilities. Multifamily and industrial uses must have public utilities while individual single-family homes are not as reliant upon public services. However, with increases in density, residential uses will need public utilities

to develop. In the future, as the area further develops, the Town of Zionsville should coordinate the extension of the utilities into the development area and come to an agreement with the Clay Township Regional Waste District as to the service area boundaries.

Marketing of the Plan

The continual development of the area hinges on the marketing of the area. The Redevelopment Commission should continue to work with the Boone County Economic Development Director to understand conditions of the area and the desires of companies seeking to develop in the County to continually adapt to the changing conditions.

As a promotional tool, the Redevelopment Commission should consider the creation of an 18 by 24 inch poster plan for the area. The poster plan would show proposed land use and zoning, potential infrastructure improvements, highlight goals of the community and some of the existing conditions of the area, including transportation connections to areas outside of Boone County, and demographic characteristics.

Summary

Plans are intended to change over time as local conditions change. The last, but perhaps the most important, implementation action is continued monitoring and updating of the plan. The time frame of the Redevelopment Plan is to begin to make some of the infrastructure improvements in the area in the next three to seven years, understanding that is might take more than 10 years for some improvements, such as the north/south connector to be funded, designed and constructed. However, it might take from fifteen to twenty years, the life-span of the TIF, for this area to completely develop. Knowing when the development will occur is hard to predict as market conditions and the economy continue to change and dictate growth. The Town can encourage and promote development by making improvements in this plan. Changing conditions such as major shifts in interest rates and downsizing of companies, could have a significant impact on the effectiveness of the plan. Annual reviews by the Redevelopment Commission are already required for the incremental taxes. This would be a good opportunity to "self-review" the Redevelopment Plan on an annual basis.

CHAPTER 5 PARKS AND RECREATION

On December 12, 2001, the Zionsville Park and Recreation Board officially adopted the 2002 Master Plan for the Zionsville Parks and Recreation Department (titled the Zionsville Parks and Recreation Department's Five Year Parks and Recreation Master Plan or "2002 Master Plan"). The following is a summary of the recommendations contained in the 2002 Master Plan. The entire text and all supporting documentation and maps of the 2002 Master Plan is hereby incorporated into and made a part of the Zionsville Comprehensive Plan and is included in its entirety as Appendix B of this document.

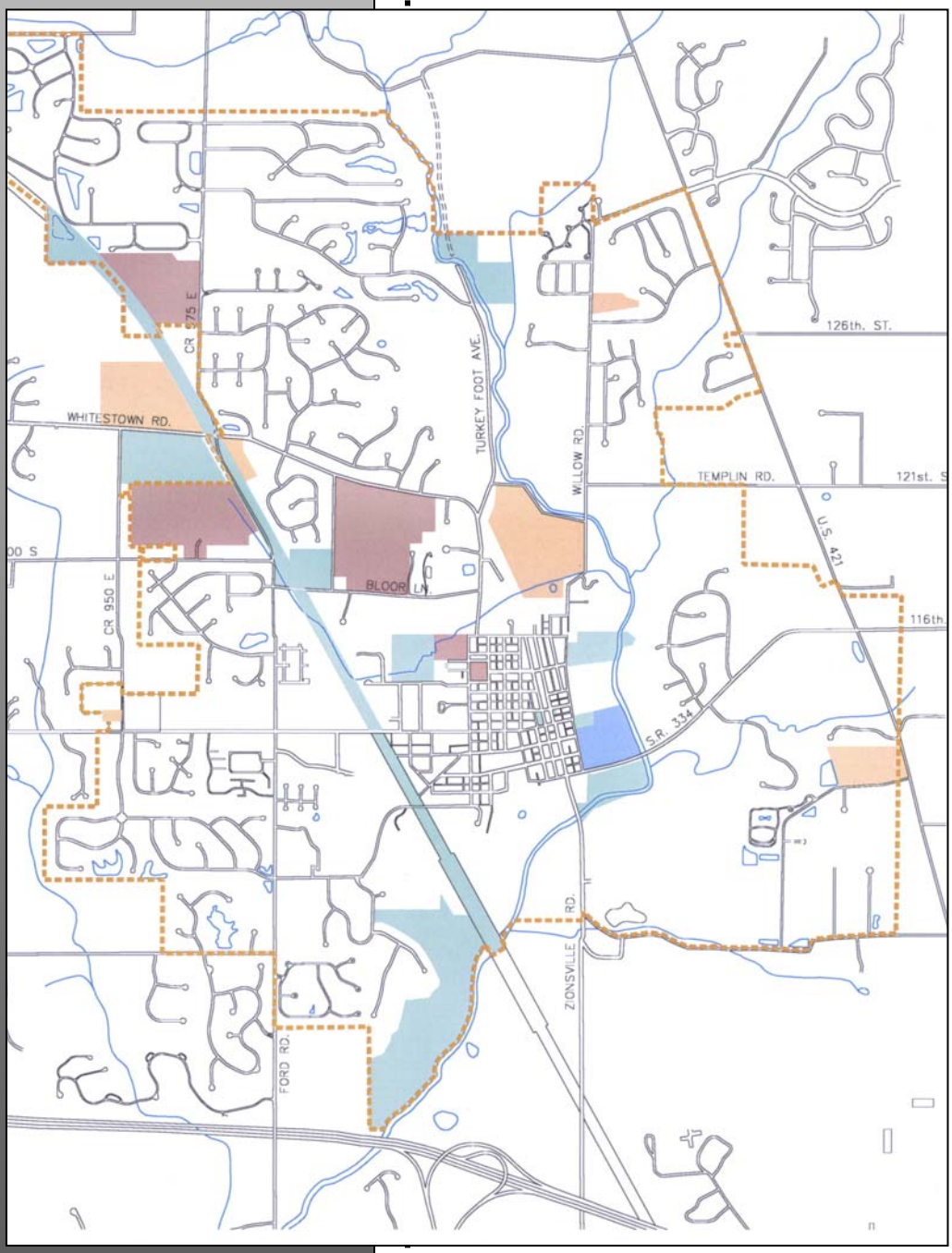


Figure 5.1 Existing Park Facilities

5.1 Existing Facilities and Programs

5.1.1 Inventory

The total community use of parks and recreation in Zionsville is an amalgam of offerings by the Parks and Recreation Department, the school systems, interest groups, and private commercial interests as depicted in Figure 5.1, Existing Parks Facility.

5.1.2 Public Parks

The public park system consists of fourteen park areas, one nature center, and one nature preserve subject to life estate.

A. Starkey Park

This 77-acre park is located a quarter-mile southwest of the village and is the largest park in Zionsville. Starkey Park is named for Lucile Starkey who bequeathed a major portion of the land to the Town in 1974 for use as a nature park. The park's wooded and open bottomland along Eagle Creek offers a respite from the fast lane and teaches respect, reverence, and appreciation for nature. Along with its scenic beauty, Starkey Nature Park offers hiking trails, nature study, picnicking, and perfect settings for photography. This park is a restricted to nature conservancy uses.

B. Jennings Field

This 10-acre park, located northwest of downtown, was donated in 1977 by Bill Jennings, the developer of an adjacent housing development. It contains four (4) soccer fields, a refreshment building with restroom facilities, a picnic shelter, and a playground area. It is also used by Zionsville Community Schools for their soccer and lacrosse programs.

C. Lincoln Park

This 1-acre park is nestled in the village. The park is dedicated to the memory of Abraham Lincoln, who stopped there in 1861 on his way to Washington, D.C. to be inaugurated as President of the United States. The tranquil setting is ideal for a quiet interlude. The gazebo at the north end of the park is used for weddings, summer concerts, and other special events. Other amenities include picnic tables, benches, a fountain, and a memorial dedicated to Abraham Lincoln.

D. Tennis Courts/Playground

Two lighted tennis courts are located on the East Side of the Village adjacent to Lions Park. The one acre mini-park also includes a tennis practice court. Adjacent to the tennis courts is an extensive playground. The playground was completely revamped in 1999 with new equipment designed specifically for 3 to 6 year olds.

E. Zionsville Rail Trail Park

This multi-use trail is a major component of the town's pathway system. The total length of the trail is approximately 3.5 miles. The trail begins at Nancy Burton Memorial Park, which was donated to the Parks Department in 1991 by Lee Burton in memory of his wife. At the southern terminus, a trail provides a connection to Starkey Park. The trail continues north to Mulberry Street, where a tunnel provides safe passage under the street. The section of trail that continues north to County Road 875 is known as the Dave Brown Rail Trail.

F. Turkey Foot Nature Park

This 16-acre addition was a donation in 1995 by Mr. Robert Carter, the developer of an adjacent subdivision. It is in the Eagle Creek flood plain with heavy woods. It is not yet developed and a major portion is not readily accessible until a bridge can be built over the creek.

G. Lefbo

A 7 acre donation by Lefbo in 2000 is adjacent to Turkey Foot Park. As with Turkey Foot, it is wooded and in the Eagle Creek Flood plain. Similarly to Turkey Foot, this land will be developed as nature preserve once a bridge provides access over Eagle Creek.

H. Village Corner

This 1400 square foot pocket park is at the Corner of Cedar and Main Streets in the center of downtown Zionsville. Established in 2001, with benches and plantings, it is a restful bit of greenspace. Village Corner is used for "Santa Claus" during the Christmas in Village celebration. The park also includes a street clock with carillon and an historical marker.

I. American Legion Trail Crossing

Located at the Northeast corner of Bloor Lane and Ford Road, the property was donated by the American Legion in 1998. The 2 acres have remained undeveloped since the donation because the land has been used for a construction staging area. The park is adjacent to the Rail Trail and Jennings Field. Plans are to develop it as a rest area and to include a memorial to the Eagle Township servicemen and women who lost their lives fighting for our country.

J. Creekside Nature Park

Donated by the Dow Chemical Company, these 18 acres lie along Eagle Creek and are just across SR334 from Lions Park. The property is wooded along the creek with a large open field adjacent to SR334. The property will be developed to provide fishing, hiking and trails, picnicking, and the re-creation of a natural prairie in the central area. This park will be completed in Spring of 2003.

K. Zion Nature Sanctuary

Located behind Eagle Elementary School this new 10 acre addition is heavily wooded. It is bisected by a ravine formed by Cross Creek (Saylor Drain). This area, once called Lake Como, was first used as a park and camp meeting ground in the latter half of the nineteenth century. It had a lake formed by a dam across the creek and even had a cable car crossing the lake. By the mid twentieth century, the park ceased being used and the lake was drained by blowing up the dam. The park will be developed with trails, a small pond and an outdoor classroom located adjacent to the pond. The sanctuary will be completed by June 2003.

L. Zion Nature Center

This is a building leased from Zionsville Community Schools on a minimum 10 year lease. It is adjacent to the Eagle Elementary School property and is across the schoolyard from Zion Nature Sanctuary. It has been developed to house nature exhibits, reference material and training aids to teach children about our natural heritage.

M. Carter Station

This 8-acre park, donated by Mr. Carter, is between the Spring Knoll and Cobblestone Lakes subdivisions. Carter Station will be developed

as a rest area for the trail with playground equipment, picnic areas, a pond, and a large open field for informal sports.

N. Elm Street Green

These 12 acres, purchased in 2001, are heavily wooded along Eagle Creek, with open field on the remainder. Several of the acres are across the creek on the eastern bank. The area along the creek will be left natural. It is planned that as property becomes available, the flood plain between this property and Lions Park will be acquired for park use. Once all the parcels are in place, the open fields will be used for a variety of purposes, including ball fields, playgrounds, picnic areas, etc.

O. Holliday Nature Preserve

These 50 acres of woodland along Eagle Creek are still in the possession of Mr. and Mrs. Holiday. They are donating the property subject to a life estate in donors. When it becomes park property, it will be operated as a nature preserve with hiking trails only.

P. Bradley Property

The Parks Department acquired 38 acres known as the Bradley Property in May of 2003. The future park does not have an official name. Suggestions on uses of the property were gathered at two public input meetings. As of June 2003 the Department is seeking proposals for a basic concept plan. The completion of the concept plan is expected by December 2003.

5.1.3 Schools

The Zionsville Community Schools play a major role in the community recreation mix. The Parks and Recreation Department works with the school district to maximize utilization of the facilities in the public interest. Currently, Zionsville Community High School uses Jennings Field for soccer team practices. School playgrounds and courts are used by the public for various recreational activities. Those who do not live in close proximity to a public park also utilize school facilities as neighborhood parks.

A. Zionsville High School/Old Zionsville Middle School

This 68-acre school complex contains 30 acres for recreation. Included are two athletic fields, two baseball diamonds, one practice diamond, two gymnasiums, eight tennis courts, one swimming pool, and a parking area. The indoor swimming pool in the high school is available to the public on a limited basis.

B. Pleasant View Elementary

Located on 10 acres, this school has 6 acres dedicated to recreation. This includes four basketball goals, one soccer field, and Pleasant Place Playground.

C. Eagle Elementary

This school is located on 15 acres, with 10 acres available for recreation. Included at this recreational area are one athletic field, one practice diamond, four basketball goals, and play equipment.

D. Zionsville Middle School

Opened in August of 2001, the Zionsville Middle School offers many recreational facilities. Included are 12 tennis courts, a 400m all weather 8 lane track, 2 full sized gyms (800 seating capacity), multipurpose/wrestling room, competition softball field, competition baseball field, 2 football practice areas, and 1 competition football field. Soon to be completed are a playground/physical fitness course, outdoor science lab, 2 outdoor concession stands and 1 indoor concession stand.

5.1.4 Private

Semi-public and private recreation facilities are an important part of the recreation opportunities in Zionsville. These facilities fulfill a function the Parks and Recreation Department has not been in a position to serve, but which are endorsed as valuable assets to the community.

A. Lions Park

Situated at the southeast entrance to the village, this 18-acre recreation facility operated by the Zionsville Lions Club has long been considered THE Zionsville Park. This is the most visible, best known, most used recreation park in town. The park consists of ten baseball, softball, and T-ball diamonds (four are lighted), one and one-half full-size lighted basketball courts, one volleyball court, one shelter house, playground areas with equipment, several picnic areas, and restroom facilities. The Lions Club community building is also located in the park. The fields are dedicated to and maintained by the Zionsville Little League organizations.

B. Azionaqua Swim Club

This 5-acre club has a full-size pool, as well as junior and baby pools. Volleyball courts and a shelter area are also included on the property. It is available to all residents for a nominal membership fee.

C. Zionsville Golf Club

The privately owned, 50-acre club is a nine-hole golf course open to the public. The course is approximately 3,000 yards with a nice variety of features for the intermediate golfer.

D. St. Alphonsus Athletic Field

This church-owned property on four acres has four soccer fields

utilized by the Zionsville Soccer Association as well as two basketball goals for general use.

E. Eagle Fields

Eagle Fields is the soccer complex owned and operated by AFS. The complex is 50-acres and consists of 14 full sized fields, one lighted championship field, and a combination concession stand, restrooms, and shelter building.

F. Zionsville United Methodist Church

A new church is currently being moved into. Recreational Facilities and programs are under development.

G. Advent Lutheran Church

Four athletic fields are located at the church. The fields are utilized for soccer and lacrosse.

H. Boys and Girls Club

The club is located on a 4 acre site adjacent to the Zionsville Rail Trail. The building contains gym, meeting and activity rooms for the youth of Zionsville.

5.2 Goals for the Future

The needs analysis for Zionsville Parks suggests directions and goals for the next five years. Separate plans of action to achieve several goals may be carried out simultaneously. Final implementation may vary over time depending on availability of suitable land, funding, and other resource constraints.

5.2.1 Land Acquisition

As shown in Figure 5.2, Green Space Plan Area, the parks plan proposes the acquisition of land to provide a green space zone around the perimeter of Zionsville's game fields and playground areas interspersed throughout housing developments and an interconnecting the scenic trailway system.

The parks plan is a continuation of the land acquisition concepts developed in the 1997 five year plan. Land acquisition is the top priority of the board and the community.

Considering topography and the center of gravity of the Town, the location of a green space zone is a band generally following Eagle Creek, Holliday Creek, and Fishback Creek. Providing a major axis through the center of this ring is the Zionsville Rail Trail. Major recreation fields to the north and west would complement the Lion's Park complex southeast of Town. Interconnecting trails would extend the philosophy established for the system currently being installed.

The ability to acquire any specific parcel clearly depends on the availability of both the land and the necessary funding. As the opportunity presents itself the following areas, are prime for addition to the parks.

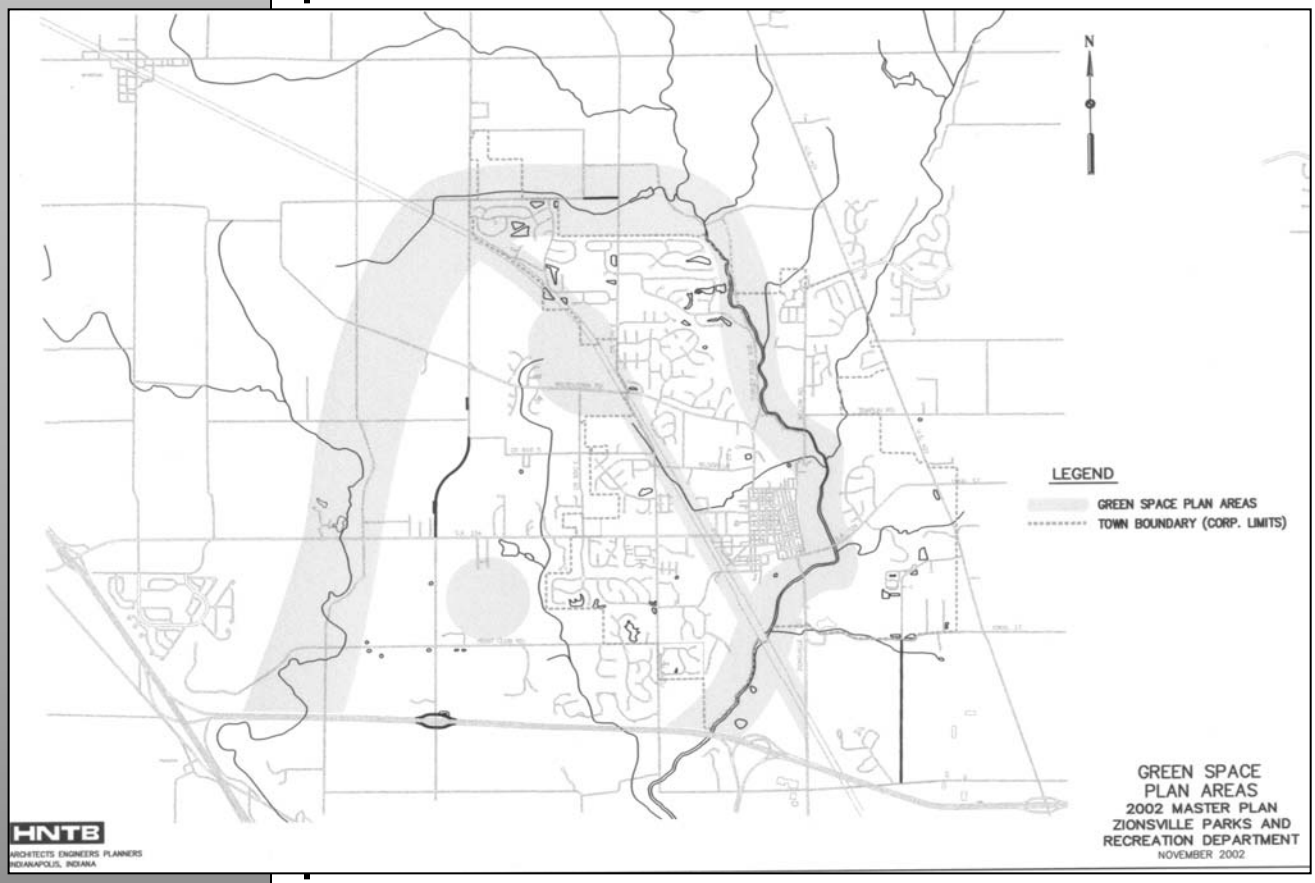


Figure 5.2: Green Space Plan Areas

A. **Zionsville Rail Trail**- Completed the Rail Trail north to County Road 875. Close to the Worth Township.

B. **Elm Street Green to Lions Park**- As and when available, acquire the flood plain land between these two properties to be used both for nature preserve along Eagle Creek and for game fields.

C. **Eagle Creek**- acquire land for a trail interconnecting parks bordering the creek: 96th Street to Starkey Park; Starkey to Creekside/Lions; Elm Street Green to Turkey Foot/Lefbo.

D. **Rail Trail Recreation Fields**- acquire land along or near the Rail Trail corridor particularly in the Mulberry Street Ford Road area for youth activities, ball fields, skate park etc.

E. **West**- acquire land in the western edge of the planning area for nature preserve and recreational use, along Fishback Creek if possible.

F. **Western Trail**- Promote the creation of a trail from the western edge of the plan area to the Rail Trail/pathway system

If this vision could be fully implemented, the total of all parkland would be approximately 2,000 acres, or 12 percent of the land in Eagle Township. Based on a population projection of 16,000 people for Eagle Township, this amount of parkland would amount to 125 acres per 1,000 people, which is close to the statewide average of 130. It is anticipated that these parks would also serve the people of Union Township, whose area and population are not included in these numbers. (It should be noted that Union Township has just established its own Parks Board. There is and will be a continuation of close cooperation and coordination between the two boards.)

The acquisition of any parcel of land for parks has two prerequisites, the availability of the parcel for acquisition and the means with which to achieve the transfer. The rapid growth of Zionsville means the undeveloped land available for parks is rapidly decreasing, and the value of the remaining land is increasing. While at the same time, the growing population requires an expansion of facilities just to maintain the existing level of quality.

Acquiring this land will require creativity and investigation of all possible arrangements. In the past, Zionsville has been fortunate to receive much of its land through the generosity of donors who wish to leave a legacy of open space for future generations. It is hoped that this would continue. We are committed to a spirit of cooperation so that whether the transfer to parks ownership is by a non-monetary means or by purchase, all parties will be satisfied with the outcome. The Parks Department will act as a facilitator for any arrangement that sets aside acreage in perpetuity for public use.

In addition to the acquisition of land, the Parks Department will accept the responsibilities of grantee for land conservation easements in the planning area. While a land conservation easement does not make the land available for public use, it does have two benefits that relate to the Town's "Vision". First, the easement immediately guarantees that the property in question will remain as green space in perpetuity. This helps to preserve and implement the vision of the town within a park. Second, it is more likely that the owner or future owners will consider donating the property for public use. With these benefits in mind, the Parks Department will actively promote land conservation easements as an alternative to direct acquisition when that path is not available.

Consideration of land for acquisition must be measured against certain criteria. It is not the intention of the parks plan to propose the indiscriminate acquisition of land. There are two criteria to be satisfied in land consideration: intended use and suitability assessment.

A. Intended use selection
    1. Nature preserve
    2. Game fields
    3. Playgrounds
    4. Trail-way
    5. Commons area
    6. Picnic area
    7. Water access
    8. Special identified use

B. Parameters to assess suitability for intended use
   1. In location of interest
   2. Adequate size
   3. Proximity to existing park land
   4. Suitable topography
   5. Natural habitat
   6. Compatibility with the surrounding land use

5.2.2 Complete the Development of New Parks

In recent years, the Parks Department has acquired a number of properties. These have come through private and corporate donations, transfers from other government entities, and by purchase. For each of these, there is development work that has to be done to make them functional and available for public use. The parks plan proposes that properties that have been acquired are completely developed.

A. **Zionsville Rail Trail (North Section)-** The tunnel under the new Ford Road Mulberry Street intersection has been completed by the Town. It provides safe passage under the street. The section of trail that continues north to County Road 875 is known as the Dave Brown Rail Trail.

B. **Carter Station-** Currently this property is completely undeveloped. Access has to be provided to the Rail Trail and the street. The land needs to be graded and seeded and amenities such as benches and a picnic area developed. There has been an indication that this work will be donated.

C. **Zion Nature Sanctuary**- Development of this property is being funded by a $191,000 Land Water Conservation Fund (LWCF) grant. This land is adjacent to Eagle Elementary and will have nature trails, a water feature, and an outdoor classroom for nature programs. Engineering design is complete. Construction will be completed in 2003.

D. **Creekside**- The first phase of development for this property is being funded by a Recreational Trails Program grant of $62,800. The Parks Budget is providing $12,000 for the engineering design. Creekside will include multi-use trails, bank fishing, and picnic areas. Engineering design and construction will be completed in 2003. The second phase will be establishing a several acre natural prairie. The prairie phase is estimated at $15,000, and will be funded from Park's budgets and should be complete by 2006.

E. **Turkey Foot/Lefbo Bridge**- These contiguous properties are currently inaccessible. Three sides are bordered by private property and the fourth by Eagle Creek. In order to reach the parks a footbridge will be built across the creek, at the end of Turkey Foot Road. Preliminary design work is complete. The cost of the bridge and associated trails is estimated at $450,000. Funding support is being sought from the INDOT Enhancement Funds program. Because of

the cost of this project, it will not be initiated until significant outside funding can be acquired. The target date for completion is 2006.

F. **American Legion Trail Crossing**- This two acre plot next to the Rail Trail will be developed as a rest area. The central feature will be a war memorial. Funding is likely to be a mixture of grants, donations in kind and Park Department Funds. Cost is estimated at $25,000.

5.2.3 Recreation Programs

The parks plan proposes further development of recreation facilities and programs in cooperation with school and private organizations.

The Parks Department supports private and special interest group sponsors of recreation programs for the Zionsville community. This is accomplished through the parks department acting as a catalyst or partner with other groups to expand and enhance recreation programs.

A. **Sponsor, Support, and Encourage Recreational Programs**- Continue to sponsor, support, provide facilities and seed money for recreational activities such as tennis programs, adult swim at the high school, garden plots, annual 10k run.

B. **Community Center**- This is a new program which began in 2002. Utilizing the old Upper Middle School, this program provides athletic opportunities, classes, and meeting rooms. The program was started as a volunteer operated activity and was funded by user fees and a startup grant from the Community Foundation of Boone County.

C. **Zion Nature Center**- Adjacent to Eagle Elementary and the Zion Nature Sanctuary, it is housed in the old Zionsville Community Schools administration building. The building is on a 10 year lease to Parks at $1 per year. As with the Community Center, this program was started as a volunteer operated activity. Exhibits have been acquired primarily through donations. The center will be operated in close coordination with ZCS (Zionsville Community Schools).

D. **Game Fields**- When an adequate parcel of land has been acquired the Parks Department will construct the ball fields that are required to meet the demands of the Town's growing population. The project is estimated to cost $2-4 million. It is planned that funding be a combination of HI grants and support from the user organizations.

E. **Skate Park**- The plan is to develop a moderate sized skateboard, and roller blade park. An ad hoc citizens committee has committed to raising the construction costs of $50,000. A suitable location for the park will be provided by the Parks Department, the most likely choice will be a portion of the game fields described in D above.

F. **Sledding Hill**- There is a portion of the Elm St. Property that would be suitable for this recreation activity. This project should only have minor costs and is planned for 2004.

G. **Ice Skating Pond**- The plan for this recreation activity is to create a shallow pond by flooding a suitably sized and located depression.

5.2.4 Existing Parks

On-going maintenance and upgrade of existing park facilities has been identified as an on-going goal. While a commitment is needed to acquire new land and expand physical facilities, it should not be accomplished at the neglect of existing parks. The present park system is here to be enjoyed by the people of Zionsville today, while expansion is the commitment to tomorrow. The prior 5 year plan included 36 suggested upgrade projects. Twenty-one of those projects have been completed. A number of the remainder have not been completed because of changing circumstances. Several of the remainder are being carried forward to the parks plan.

A. **Jennings Field Playground**- This project will move the playground closer to the parking area and replace the equipment that was discarded because of age. This work should be completed in 2004 and will be funded out of Park's budget.

B. **Zionsville Rail Trail Signs**- "Rules of the Road" signage has been placed at the entry points to the Rail Trail explaining safety and equal use instructions to users.

Clearly in the course of the next five years the need will arise for a number of maintenance and upgrade projects. However, with the substantial efforts of the last five years, the improvements required for the established parks have been completed. The bulk of the effort will be for acquiring new land and constructing the necessary facilities for the parkland that has been recently acquired.

5.2.5 Funding

Continued aggressive pursuit of funding sources to supplement the regular budget will be necessary. The goals defined in the parks plan represent a growth mode which requires significant funding. The total money required cannot come from the Town property tax base alone. It must be supplemented with other sources.

It is expected that a routine park operations expense will continue to grow at 10 percent per year as the park system expands. The Recreation Center and Nature Center, as they grow in usage and programs, will require funding to expand beyond what can be supported by volunteer efforts alone. There is an aggressive capital development program to bring the newly acquired parks on line. Land acquisition, when done by purchase, will require very significant funding.

Therefore, it is a primary objective of the Park Board to develop a range of funding strategies. In addition to the funds the standard budget funds received from the Zionsville town budgets and the Town's share of the Boone County parks budget, we will aggressively pursue other possibilities including:

- State and federal grants
- Private foundation grants (Zionsville Greenspace et. al.)
- Impact fees
- Expansion of the Parks System tax base to all of Eagle Township
- User fees
- Project specific fund raisers
- Corporate sponsorship
- Donations, volunteer labor and materials

5.2.6 Organization

The parks plan proposes to continue with the organizational structure developed in the 1997 five year plan, making adjustments as dictated by changing circumstances in the Town.

The work of the 1997 Five Year plan resulted in the current organization of the Parks Department. The major change in that plan was formally establishing several citizens advisory committees. These committees have been a great help in achieving the Parks Department objectives. Since the current organization has been successful there are no plans for major changes.

With the anticipated growth in activities and programs of the Community Center and the Zion Nature Center. The need may arise to establish the position of Assistant Superintendent for Recreation, reporting to the Superintendent of Parks.

5.2.7 Periodic Plan Review

The parks plan proposes that the Park Board review progress twice a year at its regularly scheduled meetings. To derive maximum benefit from the long range planning process, it is necessary to provide for periodic review. The review should measure progress against the plan. It should also consider whether changing circumstances suggest amending the plan.

While the plan will be a standard reference for our day to day decision making, a formal review once every six months is adequate. December is an obvious choice for a review. June is also appropriate, because this is the time when the board makes its budget recommendations for the following year.

5.8 Summary/Goals

These proposals are summarized in the goals listed below.

A. Land acquisition - Acquire land to meet the growing needs of the community. Areas of primary interest include Rail Trail extension, Elm Street Green/Lions Park, Game Fields, Eagle Creek Trails, parks for the western part of the community.

B. Complete New Parks - Develop the newly acquired properties including Rail Trail north, Zion Nature Sanctuary, Creekside, American Legion Trail Crossing, Carter Station, Turkey Foot/Lefbo.

C. Enhance Recreation - Develop Community Center and Zion Nature Center, build game fields, establish a skate park, sledding hill and ice-skating pond.

D. Continue Maintenance and Upgrading Established Parks - Jennings Field playground, Rail Trail ZCC rest area, Rail Trail Signs.

E. Funding - Aggressively pursue funding sources.

CHAPTER 6 LAND USE AND ZONING

6.1 Jurisdictional Area

Figure 6.1, Generalized Existing Land Use shows the 2001 existing land use within the geographical limits of the Comprehensive Plan for Zionsville, Indiana. The jurisdiction is co-terminus with Zionsville's sewer service area and represents the "Planning Area" for the Town of Zionsville.

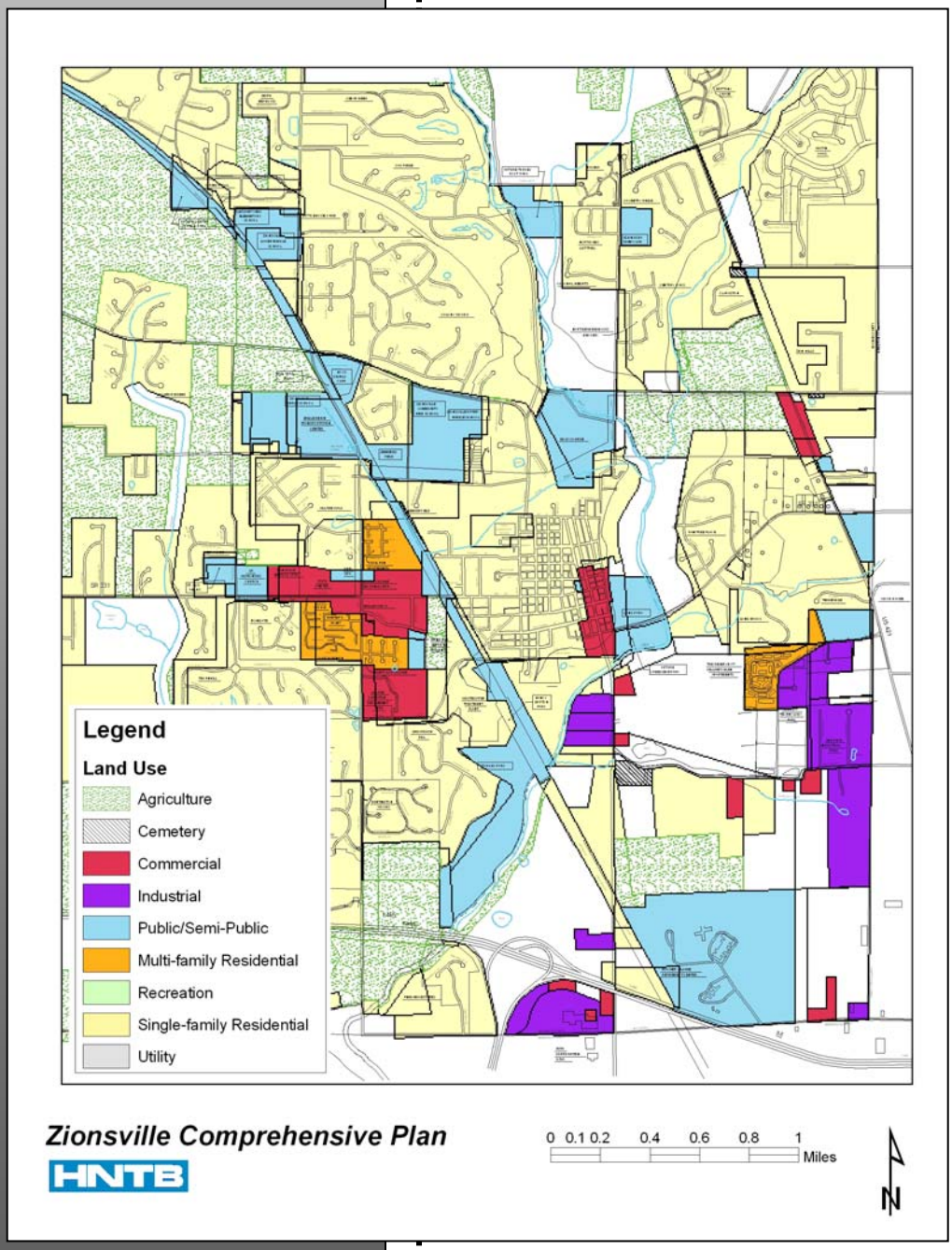


Figure 6.1: Generalized Existing Land Use

The jurisdictional area includes land within the corporate limits of the Town of Zionsville and unincorporated area of Eagle Township in Boone County. Coordination between the two political jurisdictions is vital to ensure a well-planned community. The Town of Zionsville strives to work with the Boone County Area Plan Commission and Boone County Commissioners through cooperative agreements or other inter-local measures to participate in and encourage sustainable growth and development in areas outside of the Town of Zionsville's municipal boundaries that reflect and reinforce the land use recommendations of the Zionsville Comprehensive Plan.

6.2 Goals and Policies for the Planning Area

6.2.1 Overall Policy Goal

Direct and manage growth, through land use policies and ordinances, in order to preserve and enhance the community character that makes Zionsville/Eagle Township a unique, distinctive, and identifiable place.

6.2.2 Land Use Policy Goals

1. Expand the range and intensities of land use categories denoted on the land use component of the Comprehensive Plan to provide more detailed and focused land use recommendations for the Town of Zionsville Planning Area.

2. Work with the Boone County Area Plan Commission and Boone County Commissioners through cooperative agreements or other inter-local measures to participate in and encourage sustainable growth and development in areas outside of the Town of Zionsville's municipal boundaries that reflect and reinforce the land use recommendations of the Zionsville Comprehensive Plan.

3. Review and revise, as necessary, the existing zoning classifications of land within the planning area outlined by the Comprehensive Plan to ensure that zoning reinforces and fosters the long-term recommendations of the Plan.

4. Integrate the recommendations of the Transportation Plan and Parks Master Plan into all future land use determinations to ensure that developments are well-planned and integrated into the overall long-term scheme of growth for the Zionsville Planning Area.

5. Create a new zoning classification that protects and preserves the Estate-Equestrian Land Use Category, established by the Comprehensive Plan to preserve and protect a unique region within the Zionsville Planning Area. The region features large estate development interspersed with horse farms, agricultural operations and undeveloped wooded, natural tracts of land. This area, known locally as "horse country", has long been the defining characteristic of the south central portion of Eagle Township south of State Road 334. The intent of the Estate-Equestrian Land Use Category is to strengthen and protect this unique land use pattern from encroachment of scatter-urban type uses. Agricultural and horse farm facilities are encouraged. Single-family residential uses should be similar in scale, density and context with the existing development pattern of the area. Compatibility with adjacent land uses will determine the appropriate density for any development in this category; however, it should not exceed a density of one unit per three acres.

6. Create a zoning overlay district that preserves and protects the natural topography and environment associated with the flood plains of Eagle Creek, Little Eagle Creek, Irishman's Run, Fishback Creek and similar streams and waterways in Zionsville and Eagle Township. In order to protect and preserve environmentally sensitive or open space areas within this category, development design techniques that allow land to be used for recreation, common open space and preservation of environmentally sensitive features in perpetuity are strongly encouraged. One such design technique are Cluster Subdivisions. Cluster Subdivisions are a form of development that permits a reduction in the minimum lot: area, width, setback and open space requirements, and to concentrate development in specific areas of the

subdivision while also maintaining the same overall density permitted under a conventional subdivision in a given zoning district, and the remaining land area is devoted to open space or recreational areas in perpetuity. Cluster Subdivisions are mandated in this overlay category. Cluster Subdivisions are intended to allow greater flexibility in design and development of Subdivisions in order to provide for more efficient use of land, protect topographical or other natural features or amenities, permit common area and open space reservation and preservation in perpetuity, and reduce overall development costs. Cluster Subdivisions promote imaginative design in the development of Subdivisions, which allows for better utilization of the unique physical qualities of the site in order to preserve them for not only the Subdivision residents, but the community as a whole. An important aspect of Cluster Subdivisions is the recording of documentary assurances, in the form of signed and notarized Commitments, that permanent reservation of open spaces areas shall be made and that adequate provisions are being made for the continuous and adequate maintenance of the Cluster Subdivisions open space, common areas, and recreational areas.

7. Encourage creativity in the design of subdivisions to foster/protect open space and greenway corridors and other natural features.

8. Maintain an overall residential density between 1.5 and 2.0 dwelling units per acre to ensure/reinforce the planned capacities of proposed infrastructure installations and improvements within the designated Zionsville Sewer District area (boundaries co-terminus with the Land Use/Comprehensive Plan boundaries).

9. Support the general land use principle that the intensity and density of development, specifically residential development, is reduced as it locates further from the core of the Town. New development occurring adjacent to existing/established areas of development shall be designed so as to be compatible with, and form a transition to, the existing/established development to which it is adjacent.

10. Retain the small town atmosphere of Zionsville by encouraging well-planned and designed developments that complement and enhance the overall scale, density pattern, and architectural integrity of the community. Emphasis shall be placed upon open/green space reservation/ preservation and its connectivity with existing and proposed pedestrian ways and trails throughout Zionsville and its planning area.

11. Encourage commercial and industrial development within the Zionsville Redevelopment Area that is of a quality and sustainability to expand the economic base of Zionsville and encourage similar investment in the community.

12. Preserve the natural environment as an important asset and unique attribute of Zionsville and Eagle Township.

13. Continue to support and enhance the Zionsville downtown as an historic, unique and vibrant focal point of the community, both for the residents of Zionsville and its many visitors.

14. Establish and protect historic residential and/or commercial areas within the "Village" area of Zionsville.

15. Promote high quality design throughout the built environment.

16. Encourage the development of tourism facilities that improve the economic diversity of Zionsville without adversely affecting the unique character of the area and the quality of life enjoyed by visitors and residents.

17. Minimize the effects of future land uses that have a high potential for adversely impacting the environment and character of an area.

6.3 Future Land Use Map and Land Use Categories

6.3.1 Future Land Use Map

Figure 6.2, Proposed Land Use Map, shows the future land use recommendations for the Comprehensive Plan Plan's "Planning Area". The various land use categories illustrated on the "Future Land Use Map" are detailed in Figure 6.3, Land Use Categories.

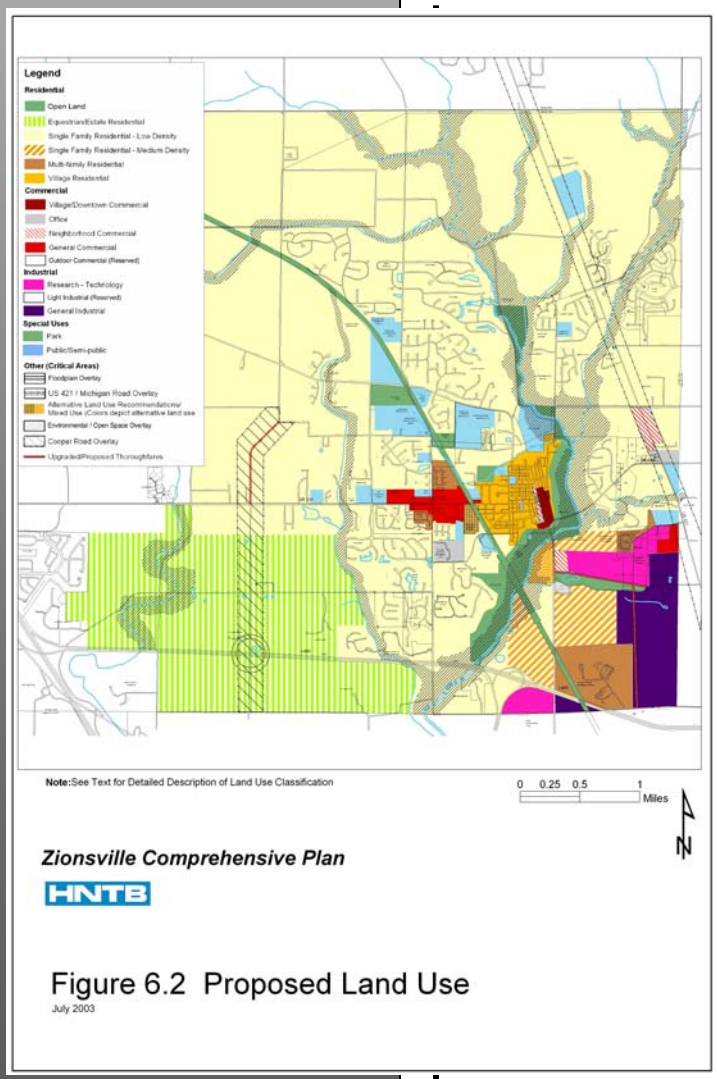


Figure 6.2: Proposed Land Use Map

Figure 6.3: Land Use Categories

Residential
▪ Open Land ▪ Equestrian/Estate Residential ("horse country") ▪ Single-family Residential – Low Density ▪ Single-family Residential – Medium Density ▪ Multifamily Residential ▪ Village Residential
Commercial
▪ Village/Downtown Commercial ▪ Office ▪ Neighborhood Commercial ▪ General Commercial ▪ Outdoor Commercial
Industrial
▪ Research-Technology ▪ Light Industrial ▪ General Industrial
Special Uses
▪ Park ▪ Church ▪ Public/Semi public (eg. Library, School)
Other (Critical Areas)
▪ Floodplain Overlay ▪ US 421 / Michigan Road Overlay ▪ Environmental / Open Space Overlay ▪ Cooper Road Overlay

6.3.2 Description of Land Use Categories

The land use categories illustrated on Figure 6.2 and enumerated in Figure 6.3 are explained in detail in this section. The purpose of these descriptions is to provide guidance to the Zionsville Advisory Plan Commission, Zionsville Town Council, and the general public as to the specific intent, typology and intensity of the specific land use category. Development and use of land within these categories is expected to conform to the intent outlined by the category.

1. Residential

Estate-Equestrian ("Horse Country")

The Estate-Equestrian Land Use Category is established to preserve and protect a unique region within the Zionsville Planning Area. The region features large estate development interspersed with horse farms, agricultural operations and undeveloped wooded, natural tracts of land. This area, known locally as "horse country", has long been the defining characteristic of the south central portion of Eagle Township south of State Road 334. The intent of the Estate-Equestrian Land Use Category is to strengthen and protect this unique land use pattern from encroachment of scatter-urban type uses. Agricultural and horse farm facilities are encouraged. Single-family residential uses should be similar in scale, density and context with the existing development pattern of the area. Compatibility with adjacent land uses will determine the appropriate density for any development in this category; however, it should not exceed a density should not exceed one unit per three acres.

Open Land

The Open Land Use Category is established to include land being used for agricultural activities, flood plain, and other rural uses, located near the periphery of the planning area boundary, which is not expected to develop for intensive urban or suburban uses within the near future. The intent of the Open Land Use category is to allow Agricultural Uses, to conserve the desirable characteristics of the land, and to protect the open area from the encroachment of scatter urban-type uses that may inhibit the overall development of the community in accordance with this Plan.

Single-family Residential – Low Density

The Single-Family Residential Land Use Category is established to promote neighborhoods within the Town of Zionsville by the development of a variety of housing types including Single Family Dwellings and limited public and institutional uses that are compatible with the surrounding residential neighborhoods, as detailed by the Town of Zionsville Zoning Ordinance. The category provides for a mixture of housing opportunities similar in scale with a density ranging from less than 1.0 to 2.0 Dwelling Units per gross acre. Compatibility

with adjacent land uses and thoroughfare access and capacity will determine the appropriate density and zoning classification for development in this category.

Single-family Residential – Medium Density

A higher intensity of residential uses is proposed for the areas west of a proposed north-south connector road to link 106th Street and 96th Street and east of Zionsville Road. Proposed for this area would be residential subdivisions that have a density of 1.5 to 2.5 dwelling units per acre. The housing proposed for this area would be smaller lots, potential clustered housing, zero-lot line housing or condominiums. All development should have perimeter landscaping and a bufferyard to help with transitions between uses.

Compatibility with adjacent land uses and thoroughfare access and capacity will determine the appropriate density and zoning classification for development in this category.

Multifamily Residential

The Multifamily Residential Land Use Category is established to promote the development of Multifamily Dwellings and limited public and institutional uses that are compatible with the surrounding residential neighborhood as detailed by the Town of Zionsville Zoning Ordinance. The Multifamily Residential Land Use category envisions on-site amenities allowing Multifamily Dwelling development with a density range of between 6.0 and 15.0 Dwelling Units per gross acre. Compatibility with adjacent land uses and thoroughfare access and capacity will determine the appropriate density and zoning classification for development in this category.

Village Residential

The Village Residential Land Use Category is established to promote and maintain the historic core or "village" neighborhoods within an area of the Town of Zionsville roughly bounded by Eagle Creek on the east, Cross Branch Creek on the north, the rail trail (former Penn-Central Railroad right-of-way) on the west, and Starkey Road-Sycamore Street/SR 334 on the south. The traditional height, bulk, area and setback features of these neighborhoods should be maintained, as well as their scale and proportion. The density range of the Village Residential Land Use Category is between 4.0 and 5.0 Dwelling Units per gross acre.

2. Commercial

Office Commercial

The Office Commercial Land Use Category is established to promote the development of areas where office uses, compatible office-type businesses, and some public and semi-public uses are developed in close proximity with commercial areas while serving as a buffer or

transitional area between commercial areas and existing or future residential areas. Uses within this Land Use category should be regulated in character to assure harmonious development with residential land uses and more intense commercial development.

Neighborhood Commercial

The Neighborhood Commercial Land Use Category is established to promote development of areas for convenience uses that tend to meet the daily needs of the residents of the immediate residential land uses. Uses within this land use category should be regulated in intensity and character to assure harmonious development with residential land uses served and are limited in size and scale to promote pedestrian access and ensure compatibility of this land use with adjacent residential development.

General Commercial

The General Commercial Land Use Category is established to provide a location for higher volume and higher intensity commercial uses than that of that the office commercial category. Activities in this land use category are often large space users located along a Primary Arterial Street.

Outdoor Commercial

The Outdoor Commercial Land Use Category is established to provide areas for those retail sales and service establishments which are characterized by outdoor display or sales of merchandise (automobile sales or rental), outdoor activities (commercial recreational enterprises), or those uses requiring extensive land areas (lumber yards). These types of uses tend to draw customers from a regional, rather than local, area. This land use category is located on Primary Arterial Streets or similar heavy commercial thoroughfares and not located adjacent to residential land uses.

Village / Downtown Commercial

The Village/Downtown Commercial Land Use Category is composed of the downtown business center. The category is intended to support development that will: (i) be compatible with and strengthen the existing character of the historic downtown and its unique Main Street area; and, (ii) promote a concentrated business area which maximizes the use of properties, encourages pedestrian activity, and discourages interruptions in the continuity of business frontages.

3. Industrial

Office / Research / Technology Industrial

The Office/Research/Technology Industrial Land Use Category is established to promote the development of research facilities, testing laboratories, and administrative facilities that are generally compatible in physical appearance and service requirements to office uses. Other uses, such as distribution, warehouse, and flex-space centers, and light manufacturing or assembly operations which are generally free from objectionable elements such as odor, dust, smoke or glare and are operated within enclosed structures, are also encouraged. This land use category is intended to function as a "gateway" land use, with easy access and high visibility from primary transportation routes, while acting as a transitional use or buffer between heavy industrial or outdoor commercial development and lower intensity residential or commercial land uses.

Light Industrial

The Light Industrial Land Use Category is established to encourage development of assembly and processing facilities that may require limited amounts of Outside Storage. These activities require extensive community facilities, and excellent access to Arterial Streets or Collector Streets. Land uses in this category may have limited Outdoor Storage/service areas and may generate heavy traffic, but such operations shall be subject to specific limitations imposed by the Town of Zionsville Zoning Ordinance.

General Industrial

The General Industrial Land Use Category is established to encourage development of manufacturing and processing facilities. Uses permitted in this category generally include those manufacturing and industrial activities which cannot be operated economically without creating some conditions which may be objection-able to the occupants of adjoining properties and for that reason must be grouped in areas where similar industrial uses are now located or where the uses will be best located in accordance with the this Plan. Land Uses in this category require extensive community facilities and excellent access to Arterial Streets. Land Uses in this category may have Outdoor Storage/service areas and may generate heavy traffic, but such operations shall be subject to specific limitations imposed by the Town of Zionsville Zoning Ordinance.

4. Special Land Use

The Special Land Use Category is established to encompass uses that have unique physical and operational characteristics that do not allow them to be easily categorized into a specific land use type (residential, commercial, industrial). Uses in this category may be appropriate to and compatible with a broader range of adjacent land uses. However, certain operational features of the uses (i.e. parking, hours of operation,

intensity of use) require that they be scrutinized in their location within the Town of Zionsville to ensure that these operational features will not have an adverse impact on adjacent uses. Specific Special Land Uses noted on the Land Use Plan are Churches, Schools, and Public/Semi-Public Uses.

5. Floodplain Overlay

The purpose of the Overlay, parallel to its corresponding zoning district, is to guide development in the Flood hazard areas in order to reduce the potential for loss of life and property, reduce the potential for health and safety hazards, and to reduce the potential for extraordinary public expenditures for Flood protection and relief. Under the authority granted to local units of government to control land use within their jurisdiction, which includes taking into account the effects of flooding, the Town Council adopted Floodplain management regulations based upon these boundaries in order to accomplish the following:

- to prevent unwise developments from increasing Flood or drainage hazards to others;
- to protect new Buildings and major improvements to Buildings from Flood damage;
- to protect human life and health from the hazards of flooding;
- to lessen the burden on the taxpayer for Flood control projects, repairs to Flood-damaged public facilities and utilities, and Flood rescue and relief operations;
- to maintain property values and a stable tax base by minimizing the potential for creating Flood blighted areas; and,
- to make Federally subsidized Flood insurance available for property in the Town of Zionsville by fulfilling the requirements of the National Flood Insurance Program.

6. Critical Area Designation:

Michigan Road Overlay

It is the purpose of the U.S. Highway 421 – Michigan Road Corridor Overlay to promote and protect the public health, safety, comfort, convenience and general welfare by providing for consistent and coordinated treatment of the properties bordering U.S. Highway 421 (also known as Michigan Road) in the Town of Zionsville, Boone County, Indiana.

It is recognized that U.S. Highway 421 is an important corridor to the Town of Zionsville. Therefore, it is the further purpose of the Overlay to promote coordinated, quality development per the Land Use recommendations set forth in this Plan; to establish basic standards in the zoning ordinance for structures, landscaping, and other improvements on the properties within the Overlay which promote high quality, innovative site design and at the same time encourage efficient land usage and encourage capital investments for the

development of those properties along and abutting U.S. Highway 421; and to promote the steady flow of traffic.

The Overlay further seeks to foster development that will provide land uses in this area with a special sense of place that will increase property values, protect existing residential uses, and attract new businesses. More specifically, the creation of this special sense of place shall be encouraged by means of the development of a coordinated set of design principles for buildings, site planning, landscaping and signs. These principles are intended to guide individual development activities so that they will work together visually in support of the common architectural theme described below.

Environmental / Open Space Overlay

Both the Town of Zionsville and Boone County recognize the importance and value in maintaining and preserving open space and environmentally sensitive areas. Open space and the unique natural features of the planning area establish the image of the quality of life in the Town for visitors and residents alike. Preservation of this natural beauty is required to enhance the general welfare and character of the area and the Town.

In order to protect and preserve environmentally sensitive or open space areas within this category, development design techniques that allow land to be used for recreation, common open space and preservation of environmentally sensitive features in perpetuity are recommended. Cluster Subdivisions are one such design technique. Cluster Subdivisions are a form of development that permits a reduction in the minimum lot: area, width, setback and open space requirements, and to concentrate development in specific areas of the subdivision while also maintaining the same overall density permitted under a conventional subdivision in a given zoning district, and the remaining land area is devoted to open space or recreational areas in perpetuity.

Cluster Subdivisions are mandated in this overlay category. Cluster Subdivisions are intended to allow greater flexibility in design and development of Subdivisions in order to provide for more efficient use of land, protect topographical or other natural features or amenities, permit common area and open space reservation and preservation in perpetuity, and reduce overall development costs. Cluster Subdivisions promote imaginative design in the development of Subdivisions, which allows for better utilization of the unique physical qualities of the site in order to preserve them for not only the Subdivision residents, but also the community as a whole. An important aspect of Cluster Subdivisions is the recording of documentary assurances, in the form of signed and notarized Commitments, that permanent reservation of open spaces areas shall be made and that adequate provisions are being made for the continuous and adequate maintenance of the Cluster Subdivisions open space, common areas, and recreational areas.

Implementation of this overlay zone can contribute in a significant way to preserving Zionsville's heritage and assist in accomplishing the mission statement of the Zionsville Parks and Recreation Department stated in its Master Plan 2002 of creating a "Town within a Park".

Cooper Road Overlay

The 2000 Transportation Plan Update for the Town of Zionsville recommends the extension of Cooper Road (County Road 850 East) north from State Road 334 to connect with County Road 875 East in order to provide an additional north-south connector through Zionsville / Eagle Township. In addition, the Plan also recommends the creation of an interchange at Cooper Road and I-465. These improvements are proposed to provide an alternate access route from emerging development areas north and west of Zionsville to destination located east and south of town and are a vital aspect of the Town's desire to provide for the dispersal of traffic, rather than concentrating it on a limited number of high-volume thoroughfares.

Although there are clear transportation benefits of a Cooper Road interchange with I-465, there is also genuine concern about its potential impact on the Cooper Road corridor and the surrounding area. Experience in other corridors leading to interchange areas suggests that these concerns are well founded. In the absence of positive control, the character of the area could change considerably, from a unique area of horse farms, estates, and fine residences, to one of retail and commercial uses often developed on interstate highway access routes. The land use plan for Boone County, and the recommendations of this Plan, provide for the retention of existing uses in the areas surrounding Cooper Road. Current zoning is consistent with these plans. In response to the concerns of citizens, and recognizing the potential for incompatible development, it is recommended that zoning controls be strengthened in this area through provision of an overlay zone.

The proposed overlay zone would specify criteria and approval requirements for land use, access, development standards, and other elements consistent with the goal of maintaining the integrity of the area.

The overlay zone would not replace or restrict the range of residential uses allowed in the underlying general use district, but would provide these additional development requirements and standards which must be met by any development in the designated area. Specific requirements of the overlay zone will be developed in consultation with area residents, the Town of Zionsville, and Boone County.

CHAPTER 7 ESSENTIAL SERVICES

This chapter examines the public services and facilities within the Town of Zionsville that not only fulfill basic needs of citizens but also significantly impact the quality of life within the Town. As the Town grows and the population increases, there will be escalating demand on these community facilities. The Town's desire is to provide its residents with access to a diverse selection of services and amenities.

7.1 Town Government

The implementation of a Comprehensive Plan is the responsibility of many aspects of the Town Government. Budgets, policies, projects and programs set in motion by Town Government can further the goals of the Comprehensive Plan. In addition, Town Government acts to enforce the ordinances put in place to ensure that development occurs following the goals set forth within the Comprehensive Plan. For purposes of this plan, Town Government has two key policy making arms, the Town Council and Plan Commission.

7.1.1 Town Council

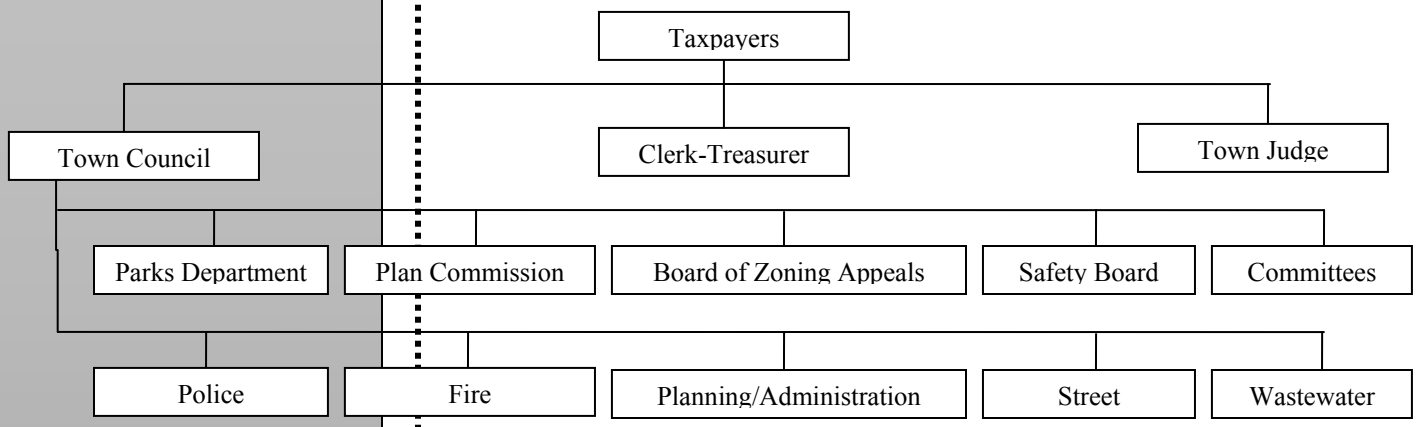
The Town of Zionsville is governed by a five-member Town Council. Each member is elected from specific geographic districts to a four-year term of office. The Town Council serves as the legislative and executive arms of the Town Government and administers the following Town Departments:

- Police
- Fire
- Streets
- Parks
- Wastewater
- Planning and Administration

The Town Council adopts policies and procedures, initiates projects, and sets the yearly budget for the Town and its operating Departments.

In addition, the Town also elects a Clerk-Treasurer to a four-year term. The Clerk-Treasurer acts as the chief officer for the Town, as well as a keeper of the public record.

The organizational breakdown of the Town of Zionsville government is as follows:



The Town Council has final approval over any creations of, or changes or revisions to, Comprehensive Plans, Zoning Ordinances and Subdivision Control Ordinances. For this reason, the Town Council plays the paramount role in the creation and implementation of land use and infrastructure policies and growth strategies for the Town.

7.1.2 Plan Commission

The Town of Zionsville Advisory Plan Commission (the "Commission") is comprised of seven members and is responsible for planning the physical development of the Town. The Commission members are appointed by the Town Council and its Executive (President) to staggered four-year terms of office. The Commission acts in an advisory capacity to the Town Council on Zoning and Subdivision Control Ordinance amendments, Comprehensive Plan revisions, and zone map change requests. The Commission has sole jurisdiction over the approval of subdivision plats and development plans. A separate five-member Board of Zoning Appeals in its quasi-judicial role is responsible for hearing use and development variances of the Town of Zionsville Zoning Ordinance. The members of the Board of Zoning Appeals also are appointed to staggered four-year terms of office by the Town Council, its President, and the Clerk-Treasurer.

The Commission and Board of Zoning Appeals are empowered to ensure that the recommendations of the Comprehensive Plan are followed relative to land use requests and that development complies with the provisions of the Zionsville Zoning Ordinance (Commission and Board of Zoning Appeals), Subdivisions Control Ordinance, and Town Construction Standards (Commission).

7.2 Police

The Zionsville police department provides community-oriented policy services, including patrol, investigations, animal control, community problem solving and enforcement of the zoning ordinance. The police department has 16 full-time officers and 6 reserve volunteer officers and a community services officer. The department moved in March 2001 and is now located at 1075 Parkway Dr. The department has 11 fully equipped police cars, one K-9 unit and 3 bicycles for patrol units. The police department functions through an advisory board which meets on a monthly

basis. Current manpower is adequate and enables the town to have full-time around-the-clock protection with at least two officers and one county dispatcher in service at all times. The department has no detention facilities; however, when needed, the Boone County Jail in Lebanon is used.

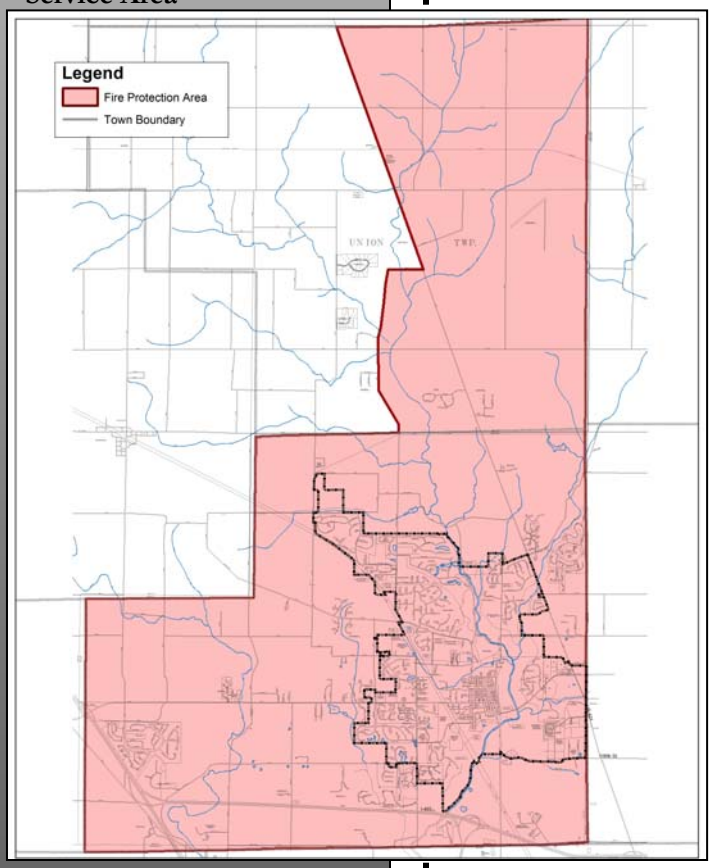
The Town has about 1.8 full-time police officers per 1,000 of population. This is slightly below the national standard of 2.0 officers per 1,000 population as determined by the Urban Land Institute's 1994 study.

Services outside the Town's jurisdiction are provided by the Boone County Sheriff's Department.

7.3 Fire and EMS Services

The Zionsville Volunteer Fire Department provides fire protection and related services to the Town of Zionsville, Eagle Township and a portion of Union Township. There are 38 volunteer members of the department. The fire station is located at 100 North Ford Road.

Figure 7.3: Current Zionsville Fire Department Service Area



Recently, the department took delivery of a new 2003 E1 95 foot mid mount platform ladder truck, Ladder Truck 91. It is expected that the new ladder truck will be placed into service August 1, 2003. The other Engines, Tankers, Rescue and Grass Rigs represent current vintage equipment.

As of January 2000, the Town of Zionsville and the Eagle and Union Township Trustees have agreed to pay for four part time paid stand-by fire fighters (Monday to Saturday, 7:00 a.m. to 5:00 p.m.) and to fund a part time Fire Chief. The volunteers augment the stand-by fire fighters and provide 24 hours, 7 day, a week coverage, as required. A major issue for the fire department is the continued availability of an adequate number of volunteers to meet the requirements of the Zionsville Volunteer Fire Department now and in the future.

The Zionsville Volunteer Fire Department started developing a 10 year Strategic Plan in early 2003 which will be adopted as a part of this Comprehensive Plan. It is expected that this Plan will propose a full time paid fire department as well as possibly additional fire station(s), expanding the fire protection area, integration of EMS and new organizational or funding structures.

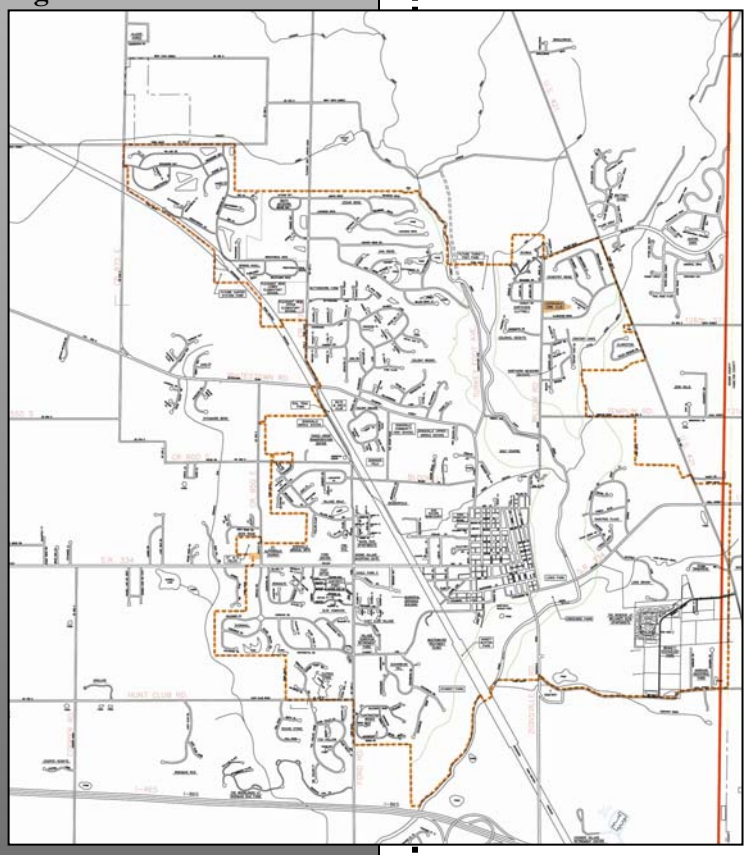
This is a pivotal period for the Zionsville Volunteer Fire Department. The issues under consideration will have significant impact on the future funding and organizational structure of the department.

7.4 Sanitary Sewers

7.4.1 Introduction

Identifying the location of sanitary sewer service areas is important to the growth and development of the Town. Without sewer service extended into the planning area, it is inadvisable for the Town to allow growth to occur. The Town currently has one sewer treatment facility, located at 855 Starkey Road. The current sewer service area is shown on Figure 7.3, Current Sewer Service Area. Figure 7.4, Future Sewer Service Area illustrates the future sewer service area boundaries for the Town of Zionsville. It is anticipated that eventually all new growth within this identified area will be serve by Zionsville's wastewater treatment facilities.

Figure 7.4: Current Sewer Service Area



The Zionsville wastewater treatment plant discharges to Eagle Creek in the southwest section of the Town. The existing treatment plant is a 0.95 mgd (million gallon per day) secondary treatment facility with effluent chlorination. The original plant was constructed in 1958. In 1985, the plant was upgraded to provide secondary treatment for a design average daily flow of 0.95 mgd and peak design capacity of 2.15 mgd. Additional improvements were constructed in 1993 and 1998. The most recent upgrade will be completed in late 2003.

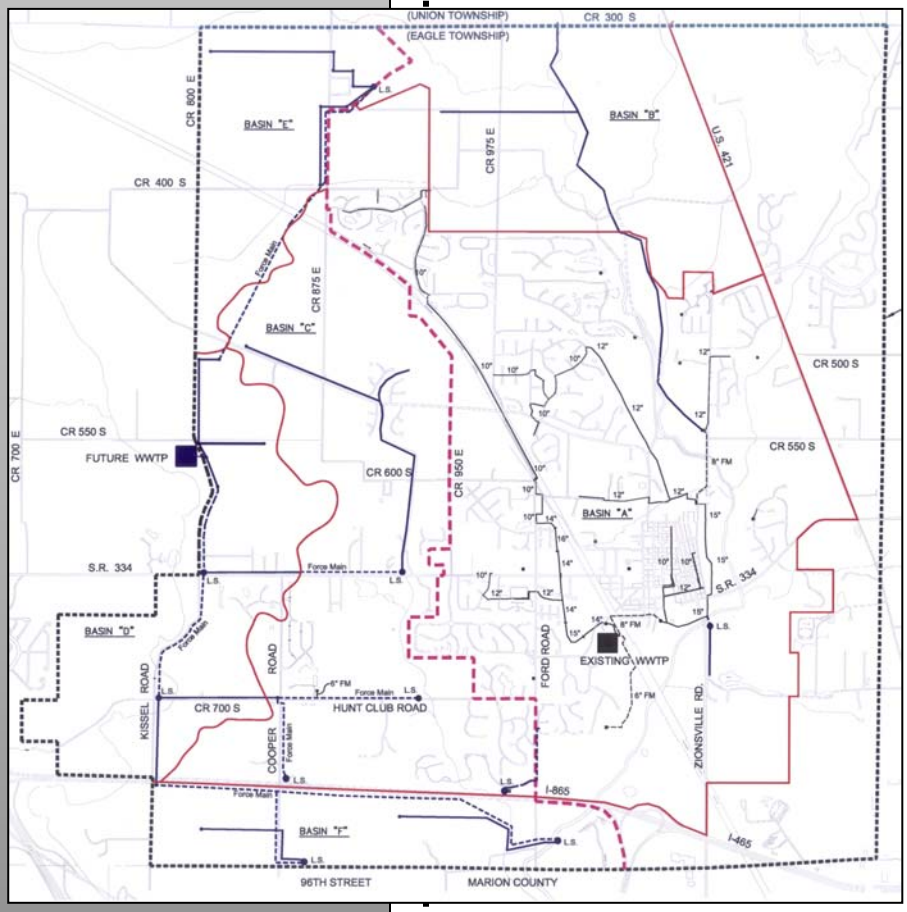
The existing plant consists of primary treatment, aeration, secondary clarification, anaerobic digestion, sludge thickening, sludge dewatering, chlorination, and dechlorination. Existing treatment facilities include a grit chamber, equalization basin, mechanical screen, two primary clarifiers, four aeration tanks, two secondary clarifiers, one primary anaerobic digester, two secondary anaerobic digesters, two thickening tanks, two chlorine contact tanks, three tertiary ponds, one belt filter press, and one sludge storage building.

The design average daily flow for the upgraded plant will be 2.0 mgd, while the design peak hourly flow for the plant is estimated to be 7.0 mgd. Plant facilities downstream of the grit removal will be sized to handle an average daily flow of 3.2 mgd.

The new process components for the upgraded plant include the replacement of one fine screen, one primary clarifier, four aeration tanks (expansion), two secondary clarifiers, two return sludge/ waste sludge pumps, the expansion of one chlorine contact tank, one tertiary pond, and an effluent monitoring / post-aeration / dechlorination structure. Additional facilities include one anaerobic digester and a new chemical feed building.

The 2000 population of the Town is approximately 8,800 people. Projections indicate that by 2020, the Town could have a population of up to approximately 21,000. In order to serve the growing population, a

Figure 7.5: Future Sewer Service Area



second treatment facility is needed and will have to be constructed as population continues to climb toward that 21,000 figure. It is not possible for the upgraded current plant to serve the projected population for 2020. Therefore, it has been planned that a new waste water treatment plant (WWTP) will be located on the west side of Zionsville's sewer service area to serve the western growth.

While sewer service is available, in general, within the corporate boundaries, there are still a number of properties within the Town that do not presently have sanitary sewer service. These conditions exist for a variety of historical reasons. For one, the Town has not required that properties be connected to the sewer system. However, as problems are encountered with septic systems, connections are made to the sewer system. Additionally, outside the corporate boundaries, but within the Town's sewer service area, there are several areas which would be developed in the near-term if sewers were available.

The Town continues to receive requests periodically from residents in those areas to provide sanitary sewer service. Figure 7.5 identifies the Town's Sewer Service area, those unsewered properties within the corporate boundaries, as well as those areas outside the sewer service area that are likely to need sewer service in the near-term. It is the intent of this chapter to provide guidance to the Town Council and Wastewater Department regarding these potential requests for sewer service and to provide a basis for planning how best to meet the future needs of these portions of the community.

7.4.2 Unserved Properties within the Corporate Boundaries

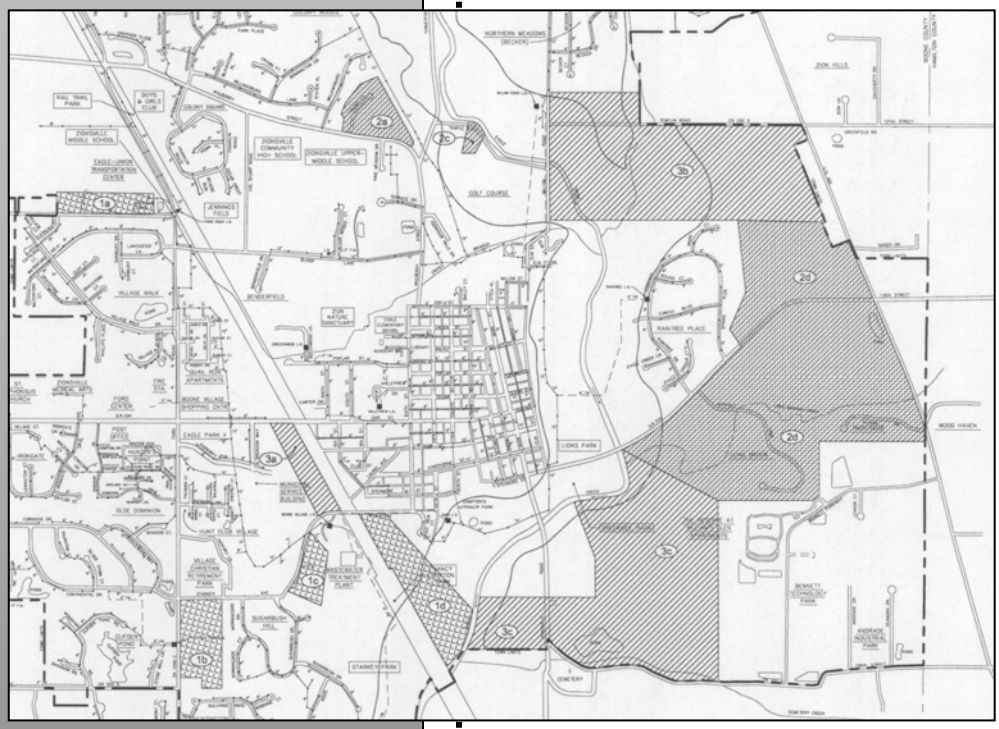
Categories of Unserved Properties

Eleven separate locations have been identified that fit into the category of "unserved" properties. In reviewing the various properties involved, they have been divided into three distinct categories, as described below. The categories delineate the nature of the property and existing agreements to provide sewer service.

1. Category 1 - Existing, developed properties that were annexed with a provision to provide sewer service.
2. Category 2 - Existing, developed properties with no commitment by the Town to provide sewer service. Providing service would be generally at the property owner's expense.

3. Category 3 – Currently undeveloped property with no commitment by the Town to provide sewer service. Providing sewer service would generally be at the property owner's expense.

Figure 7.6: Areas in Town Without Service



Current Unserved Properties

The locations of the 12 properties are identified, by Category, on Figure 7.5, Areas in Town Without Service. Following is a description of each of the 12 properties and their locations:

1. Category 1 –

   a. Cruse Road (CR 600 S): Seven homes are located along the north frontage of Cruse Road, two of whom have requested sewer service. There are additional homes located along the north frontage of Cruse Road and the along east frontage of CR 950 E that have not yet been annexed, but will be eventually. Consideration has been given to serving these homes. This will be built and completed by the end of Fall 2003.

   b. South Ford Road – A number of homes without sewer service are located on the east side of South Ford Road and south of Starkey Road. In order to accommodate these properties, a sewer that will serve all of the properties has been considered.

   c. Starkey Road - West: There are five homes located along the south side of Starkey Road, east of Sugarbush that do not have sewers. A request for sewer service has been made for two of the properties. All five properties will be served by the construction of a force main to be completed by Fall of 2003.

   d. Starkey Road – East: Approximately six homes are located along the east side of the old railroad right-of-way, south of Starkey Road and north of Eagle Creek. As of this time, none of the property owners have requested sewer service.

2. Category 2 -

   a. Colony Court Area: Colony Court is located immediately east of Colony Woods. Additional homes are located east of Colony Court, north of Mulberry Street and west of Turkeyfoot Road. Interest from property owners in this area for obtaining sewer service is developing.

   b. Templin Road Area: The area north of Templin Road, westward from the Corporate Boundary (west of US 421) and extending west

to Willow Road contains one residence, which has not yet requested sewer service. (A significant undeveloped tract also exists in this area, as described in area 3b.) Service to this home should be analyzed along with the undeveloped area. Area 2b is located adjacent to the Willow Road lift station.

c. Golf Course and Temple Avenue: This area contains one residence between Temple Avenue and Eagle Creek, west of Willow Road and east of Turkeyfoot Road, and the clubhouse at the golf course. Neither of these properties has requested sewer service, to date.

d. East SR 334: Residential properties south of SR 334 between US 421, and Eagle Creek and properties north of SR 334 between US 421 and Raintree, are located within the Corporate Boundary. This includes the Long Brook and Timberidge subdivisions and a number of individual residences. None of the property owners have requested sewer service. A part of this area could be designated for service by Clay Waste District.

3. Category 3 –

a. Railroad Corridor North of Starkey Road: A segment of undeveloped land is located west of and adjacent to the Rail Trail, south of SR 334 and north of Starkey Road. There have been no requests for sewer service in this area, to date.

b. Templin Road – Undeveloped: The area south of Templin Road, westward from the Corporate Boundary (west of US 421) and extending west to Willow Road, and an area north of Templin Road, eastward from Eagle Creek, are within the Corporate Boundary and contain developable land. The portion of this area east of Little Eagle Creek and south of Templin Road is being developed as the Lost Run Farms subdivision. This development will have a lift station that will discharge to the existing lift station located near the intersection of Willow and Templin Road.

c. Dow Property Area: The majority of the area east of Zionsville Road, south of Eagle Creek, north of 106th Street, and west of Bennett Technology Park is comprised of the Dow property. This area designation also contains property to the west, bounded by Zionsville Road, Eagle Creek, and 106th Street extended. This area contains some development, but is largely undeveloped land. No requests for sewer service have been received from property owners in this area.

The above represent all known areas located within Zionsville's Corporate Boundary that do not presently have sanitary sewer service.

Recommendations for those Properties Located within the Corporate Boundaries

This section provides suggestions regarding the Town's approach to serving these properties. General recommendations for addressing any planning for providing sewer service to these areas are as follows:

- The fiscal plans for each of the annexation plans affecting the above properties should be reviewed to verify the Town's legal responsibilities to those residents.
- Based on the legal findings, make a prioritized list of the projects, to the extent possible.
- Prepare preliminary engineering for the high priority projects. This should allow for the location of sewer routes and sewer sizing.
- Develop budget grade construction cost estimates to allow for fiscal planning.
- Begin acquisition of sewer easements for selected projects.

The status and recommendations for the individual projects are presented below:

Sewer Area		
No.	**Location**	**Comments**
1a	Cruse Road	Sewer service requested by two property owners. Gravity sewers have been designed to serve the annexed and yet-to-be annexed homes along Cruse and CR 950 E. Sewer will discharge to the Railroad Interceptor sewer. Construction of the first sewer will occur in 2003.
1b	South Ford Road	Property owner at south end requested service. Designed a gravity sewer along the back of lots that front on S. Ford Rd. with discharge to an existing sewer in Huntington Woods. The lower section was constructed in 2002.
1c	Starkey Rd. - West	Owner of two of five properties has requested service. Designed a force main to discharge to the lift station at north side of WWTP. Homeowners to provide grinder stations to access force main. The force main is to be constructed in 2003.
1d	Starkey Rd. - East	No requests for service at this time. Topography makes service difficult to provide. Will likely require a lift station on the east side of the railroad right-of-way and a force main discharging to the lift station at the north side of the WWTP. No engineering planning has been conducted at this time.
2a	Colony Court area	No requests for service to date. It is anticipated that a gravity sewer would be required to discharge to the Eastern Interceptor, in the old Interurban right-of-way which adjoins this area. Attention should be given to upgrading the Eastern Interceptor prior to adding this area to the system.
2b	Templin Road area	One residence is located in this area, but sewer service has not been requested. A significant undeveloped tract also exists in this area, as described in area 3b. Service to this area will be provided through the Lost Run Farms facilities.

Sewer Area		
No.	**Location**	**Comments**
2c	Golf Course and Temple Avenue	Neither the residence nor the golf clubhouse has requested sewer service, to date. It is anticipated that these two units would need to be served by grinder pumps and force main, discharging to the Eastern Interceptor.
2d	East SR 334	No requests for sewer service have been received from this area. Gravity sewers flowing to the Raintree system could serve portions of the area north and south of SR 334. However, the per-home cost would be high. The majority of this area would have to be pumped to the Zionsville system by lift station and force main. The alternative is to reach agreement with Clay Waste District to serve this area, as they are doing with other areas to the south, including the Bennett Technology Park and Andrade Industrial Park. This service area could extend west to the Dow property and north to Eagle Creek.
3a	Railroad Corridor N of Starkey Rd.	This undeveloped property has not had requests for sewer service, and no planning has been conducted. It is anticipated that the area can be served by a gravity sewer flowing south to the lift station at the north side of the WWTP.
3b	Templin Road - Undeveloped	This undeveloped property has not had requests for sewer service, and no planning has been conducted. Much of the property is in flood plain and would be difficult to develop. The major portion of this tract that is developable is east of Little Eagle Creek and is part of the Lost Run Farms development. Gravity sewers will convey flow to a new lift station east of Little Eagle Creek, and then be pumped through a force main to the Eastern Interceptor system at Willow Road.
3c	Dow Property area	No property owners in this area have yet requested sewer service. When service is required for any part of this area, an overall plan should be developed to serve the entire area. Zionsville should serve the Dow property and smaller properties both east and west of Zionsville Road. It is anticipated that gravity sewers will convey flow to a lift station located on the east/ south side of Eagle Creek. From that point, a force main would convey flow northward under Eagle Creek to the Eastern Interceptor. The Eastern Interceptor must be upgraded before these actions can occur.

Requests for sanitary sewer service from several of these areas could create financial problems on the Town. This is not just from the cost of designing and constructing the facilities to serve those areas, but also because of the condition of the Eastern Interceptor. Several of the areas described above

must discharge to the Eastern Interceptor, which currently experiences overloading conditions.

The cleaning and televising program completed in the recent past included the Town's two main interceptor sewers. The Western Interceptor was upgraded in 2002 to assure its structural integrity and its capacity to receive flow from the identified service areas. A similar program is needed for the Eastern Interceptor. This sewer, like the Western Interceptor, is 30-plus year old clay pipe that has structural and capacity limitation.

In addition, there is a constant heavy flow in the line that increases significantly during rainfall events. It is believed that this is largely due to sump pump connections to the Town's separate sanitary sewer system. These conditions result in surcharging of the Eastern Interceptor, to the extent that some manhole covers are lifted off the casting by the heavy flows.

The following additional recommendations are considered vital to the future growth and acceptance of new flows to the Eastern Interceptor:

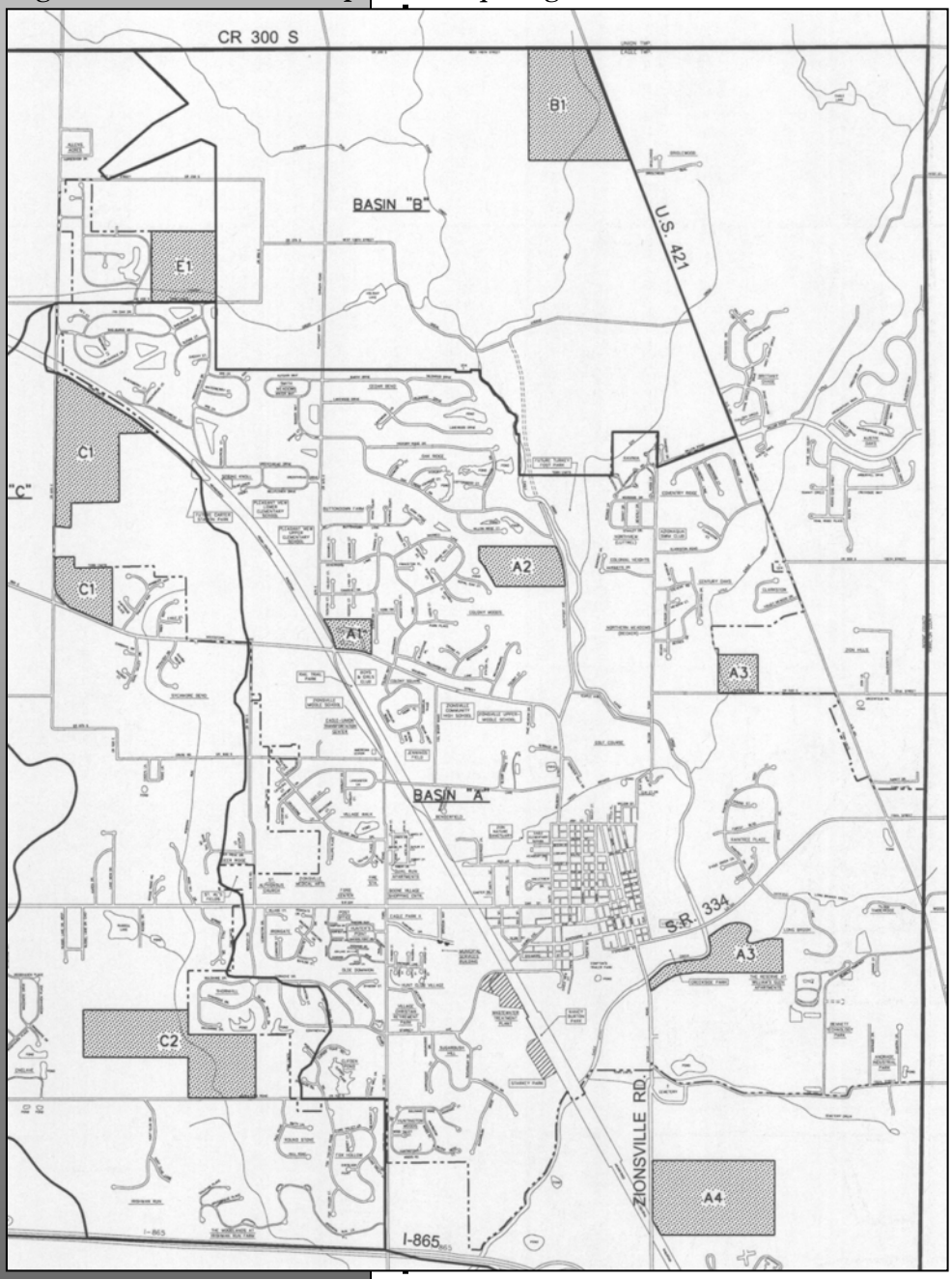
1. The existing Eastern Interceptor should be upgraded in size, as with the Western Interceptor, to serve the existing and projected service areas. This will provide the needed additional capacity and assure the structural integrity of this line for the future.
2. Areas tributary to this line that are suspected of having sump pumps connected to the sanitary sewer should be investigated to identify those connections. For the sake of the sanitary sewer system and the WWTP capacity, these connections should be removed. This is in accordance with the Town's sewer use ordinance and the requirements of IDEM and EPA. However, this will be a difficult program from a public relations viewpoint, and will require an extensive public information and communications program.

   The elimination of sump pumps will be a difficult process that will lead to other issues. Some residences will have a reasonable location to direct the sump pump outfall while others will not. The lack of swales, ditches, or storm sewers to receive the sump pump discharge will have to be addressed on a case-by-case basis. Completion of the sump pump identification process may lead to the need for a local storm water management project to receive these flows.

   The WWTP is being expanded to treat flows from the existing and projected growth areas. However, the projected flows from these service areas do not include the excessive flows reaching the plant during periods of heavy rainfall. Further, it would not be reasonable to design a WWTP to treat this level of flow, nor would IDEM approve such a design.

3. The Eastern Interceptor will eventually need to be extended northward through the Eagle Creek valley to receive flows from the designated service areas to the north of Town that are currently undeveloped. These identified unsewered areas are west of US 421 and south of the Eagle Township line.

Figure 7.7: Potential Developments Acquiring Service Outside of Town



7.4.3 Unserved Areas Outside the Corporate Boundaries in the Planning Area

The Town of Zionsville has identified specific areas of potential developments that could be approaching the development stage in the near future which would be feasible to connect to the Town's sewer system. These locations are within the Town's identified sewer service area. The locations of these potential developments are identified on Figure 7.6, Potential Developments Requiring Service Outside of Town.

This section identifies these potential developments and provides information regarding the means of providing sanitary sewer service to them. In some instances, there are limited options while some do have more than one possible means of providing service.

The recommendations provided here, in all cases, are intended to be in line with the Town's long-term wastewater master plan and to provide the Town with the maximum flexibility for providing wastewater services within the identified service area. Some options are dependent on upgrading portions of the Town's existing collection system, especially the Eastern Interceptor.

Construction cost estimates for the recommended improvements have not been prepared at this time. This can be done when consensus is reached on the desired means of providing service to the new developments and when additional information is obtained regarding the type, size, and layout of the planned developments.

The areas are broken down into six basins from Basin A to Basin F. Each basin's area is described and specific developments within each basin are identified and recommendations provided.

Basin "A" – The area in this basin is basically the service area for the existing WWTP, as served by the Eastern and Western Interceptors and the Sugarbush collection system. Although this basin is the most heavily developed of the six basins described, there are several areas that could require sewer service in the near future. In addition, the basin contains undeveloped land at the southeast corner of the Town's sewer service area, outside the corporate boundaries. There is little undeveloped area at the north side of the basin. However, it should be noted from Figure 7.6 that Basin B is directly north of Basin A, is simply a northward extension of the Eagle Creek watershed, and should be provided wastewater treatment at the existing WWTP. This is the only feasible means of serving the basin. The Clay Waste District serves a portion of the southeast corner of Basin A, under agreement with the Town.

- A1 – Villa Francesca Subdivision

  Location: West of Turkeyfoot Road and Eagle Creek, immediately south of Oak Ridge and east of Colony Woods

  Nearest Existing Sewer: The property abuts the upper portion of the Eastern Interceptor, which serves Colony Woods

  Recommended Service Approach: This development should be served by the Eastern Interceptor. However, this line is presently overloaded during rainfall periods. Flow volume in this interceptor may be reduced by elimination of sump pumps, thereby providing the needed capacity.

  Gravity / Force Main Connection: This development can be served by a gravity collection system that would discharge to the Oak Ridge Subdivision's lift station. The lift station discharges flow to the Eastern Interceptor. The capacity and condition of the lift station should be evaluated before making this decision, as a lift station upgrade may be required.

  Alternative Approach: There are no feasible alternatives for providing sanitary sewer service to this development area.

- A2 – Templin Road Area

  Location: Undeveloped property on the north side of Templin Road between US 421 and Willow Road.

  Nearest Existing Sewer: The existing lift station located at Willow and Templin Roads is located just to the west of the developable areas.

  Recommended Service Approach: This area should be served by the existing lift station at Willow and Templin Roads that discharges flow

to the Eastern Interceptor. The Eastern Interceptor is presently overloaded during heavy rainfall periods and the Eastern Interceptor improvement project should be completed, as has been done with the Western Interceptor. Also, flow volume in the interceptor may be reduced by elimination of sump pump connections to the system.

Gravity / Force Main Connection: This developable area can be served by a gravity sewer conveying flow to the collection system and lift stations being constructed for the Lost Run Farms development, as previously described for Area 3b.

Alternative Approach: There are no feasible alternatives for providing sanitary sewer service to this development area.

- A3 – Eagle Creek – Long Branch Creek Area

Location: Undeveloped property on the south side of Eagle Creek and Long Branch Creek, north of the Dow property, between Zionsville Road and Long Brook subdivision.

Nearest Existing Sewer: The Eastern Interceptor is located north of Eagle Creek at the western end of this area.

Recommended Service Approach: This development should be served by the Eastern Interceptor. However, the Eastern Interceptor improvement project should be completed, as has been done with the Western Interceptor, because of the heavy flows that occur during rainfall periods. Also, flow to the interceptor may be reduced by elimination of sump pump connections to the system.

Gravity / Force Main Connection: A lift station will be required to discharge flow under Eagle Creek to the Eastern Interceptor.

Alternative Approach: This development could possibly be served by the Clay Waste District. The eastern end of the property abuts the service area of the Clay Waste District. A lift station would also be required for this approach.

- A4 – Elder Farm Property

Location: Undeveloped property on the east side of Zionsville Road, south of 106th Street and immediately north of the old interurban right-of-way and the Hoosier Village Retirement Center.

Nearest Existing Sewer: There are no existing Town sewers near this property.

Recommended Service Approach: This development should be served by the future lift station that will be constructed to serve the Dow property, which is located between project areas A3 and A4. This new system will have a lift station located south of Eagle Creek. The location of this facility has not yet been established. This lift station will discharge to the Eastern Interceptor. However, the Eastern

Interceptor improvement project should be completed along with the disconnection of sump pumps.

A second lift station, in the Cemetery Creek valley, will be needed to pump flow north to the Dow lift station. Flow from the subject property can be conveyed to this lift station by new gravity sewer.

Gravity / Force Main Connection: Two lift stations will be required to discharge flow northward to the Town's wastewater system.

Alternative Approach: The proposed lift station could pump flow from the development north in the Zionsville Road corridor, under Eagle Creek, and discharge directly to the Eastern Interceptor, should this property be developed prior to the Dow property. Increasing flow to the Eastern Interceptor must recognize its capacity limitations. The Interceptor must be upgraded and/or significant sump pump disconnections must be made.

Another option is that a common lift station serving both project A4 and the Dow property could be located along Cemetery Creek, near the intersection of Zionsville Road and 106th Street. From this point, the force main could be pumped westward to the WWTP along a route to be determined. This would allow service to be provided to the larger "Dow area" without overloading the Eastern Interceptor, or having to complete its rehabilitation first. A significant concern relative to this option is obtaining an acceptable route for the force main to the WWTP, westward from Zionsville Road. It could be a lengthy and expensive matter to obtain the required easements. A second lift station would be required to convey flow from area A3, Eagle Creek-Long Branch area, to the main lift station at Cemetery Creek, or northward directly to the Eastern interceptor.

The Clay Waste District could possibly serve the A4 development. The eastern end of the Elder farm is in close proximity to Clay Waste District's wastewater treatment plant, south of 106th Street, between US 421 and Zionsville Road. A lift station could also be required for this approach.

Basin "B" – This area extends north of Zionsville, to US 421 and CR 300 S (Zionsville's planning area boundary). This basin, along with Basin A, represents the planned service area for the existing wastewater treatment plant. This area contains a large amount of flood plain area, but also a significant amount of developable land. This basin, and Basin E, is at the northern boundary of Zionsville's planning area. However, this basin can be served by the construction of the planned Eagle Creek Interceptor, which would extend northward up the Eagle Creek valley from the existing lift station located near the intersection of Willow and Templin Roads. This lift station discharges to the Eastern Interceptor. In order to accomplish this, however, the lift station would have to be upgraded, along with the Eastern Interceptor, to accept the additional flow.

Plant capacity for this major area must be preserved at the existing WWTP, as this is the only logical means of providing wastewater treatment for the

area. Currently, the only known development planning in the basin is as described below. However, the Holliday property is located in the southeast portion of the basin.

- B1 – Old Harris Property

  Location: Undeveloped property west of US 421 and south of CR 300 S (146th Street). The property contains a residence and a lake along the Gem Creek channel.

  Nearest Existing Sewer: There are no existing Town sewers near this property.

  Recommended Service Approach: This development could be served by the future Eagle Creek Interceptor that is planned to extend northward from the existing lift station located near Willow and Templin Roads. The interceptor is planned to extend northward to the vicinity of CR 300 S. However, this system will discharge to the Eastern Interceptor, which is presently overloaded during rainfall periods. In order for this to be an acceptable solution for this or other developments in Basin B, the Eastern Interceptor improvement project should be completed, as is currently being done with the Western Interceptor.

  Gravity / Force Main Connection: A lift station would be required to discharge flow westward to the future Eagle Creek Interceptor. The property is located in the Gem Creek watershed, which discharges to Eagle Creek less than a mile downstream. Easements would have to be acquired to construct the force main west to the Interceptor from the southwest corner of the development.

  Alternative Approach: No other acceptable alternatives are available to serve this area.

Basin "C" – This area is located immediately west of Zionsville and includes the Irishman's Run valley from the area of CR 400 S and the old interurban right-of-way. Basin C is part of the planned service area for the new Western WWTP. This area contains the developable area west of Town that will be requesting sewer service in the near future. The area contains a number of existing developments, in addition to a significant amount of undeveloped property. The area extends westward from near the Town's existing western corporate boundary to the basin divide between the Irishman's Run and Fishback Creek watersheds. The western boundary roughly aligns with Cooper Road.

- C1 – Bradley farm property west of new Methodist Church

  Location: This large property is located west of the new Methodist Church, north of Mulberry Street (Whitestown Road), east of CR 875 E, and south of the old interurban right-of-way, excluding the Sycamore Bend North subdivision. All of the annexed area in Basin C was re-zoned as R-SF-2.

Nearest Existing Sewer: There are no existing Town sewers near this property that have adequate capacity to provide service to the entire area. The northern part of this area abuts the Railroad Interceptor; however, the majority of the remaining capacity of the interceptor has already been targeted for the developing area north of CR 400 S. that includes the Wilderness Farms subdivision. The Railroad Interceptor extends southward to the lift station at the intersection of Cruse and Ford Roads. Southward from that point to the northwest corner of the Quail Run Apartments, the Western Interceptor is 10-inch pipe, the same as the Railroad Interceptor. This segment of the Western Interceptor does not have any excess capacity.

Recommended Service Approach: It has been planned that this area will ultimately be served by the new Western WWTP. This is based on the allocation of the various segments of the Zionsville planning area to either the existing WWTP or the planned Western WWTP.

In the interim, at least a portion of Area C could be taken to the existing WWTP, on a temporary basis, by conveying flow to the Western Interceptor at a location where it has been upgraded. To accomplish this, however, it is recommended that the collector sewer proposed in the Town's master planning for sewer expansion be constructed. The sewer service master plan shows that this proposed sewer is to extend from the northern side of the Sycamore Bend North subdivision southward along the Irishman's Run valley to SR 334. At that point, the master plan calls for the construction of a lift station, north of SR 334, to pump flow westward to the new Western WWTP. In the interim, a force main could pump flow eastward to the Western Interceptor. The point of discharge to the Interceptor would be at the south side of Boone Village. This section of the Interceptor was upgraded in 2002 and has the capacity to convey this flow.

Gravity / Force Main Connection: A gravity interceptor sewer would be required from the north side of Sycamore Bend North to SR 334. A lift station would then be required at the north side of SR 334, along Irishman's Run, with the force main extending eastward along the north side of SR 334 to the Western Interceptor, where it crosses SR 334, on the east side of Boone Village.

Alternative Approach: There is no other immediate means of providing sewer service to this area. Another route of the force main from a new lift station is possible, although the connection point would have to be at or south of the Quail Run apartments. The upgraded sizing of the Western Interceptor begins at the northwest corner of Quail Run. No connection point on the interceptor north of this location would have the required capacity.

- C2 – Kennedy Property

Location: This property is located north of Hunt Club Road, along Irishman's Run, between Ford Road (east) and Cooper Road (west).

Nearest Existing Sewer: The nearest existing Town sewers are located in Clifden Pond subdivision (east) and Thornhill subdivision (north). The Hunt Club Road force main, which extends from the Enclave eastward to Clifden Pond, passes in front of the Kennedy property. However, it is not possible to connect the Kennedy property or any other intermediate properties to this force main. This line was developed as a single-purpose force main as a part of the agreement with Boone County to serve the Enclave development.

Recommended Service Approach: The sewer master plan calls for a lift station to be located on the north side of Hunt Club Road, along Irishman's Run, to serve the following area: west of the Town's corporate boundary, north of Hunt Club Road, east of Cooper Road, and south of SR 334, exclusive of the Russell Lake area. (It is believed that flow from the Russell Lake area could be conveyed by gravity to the planned lift station at SR 334 and Irishman's Run.) Wastewater from this area could flow by gravity to the lift station at Hunt Club Road and Irishman's Run. This lift station would eventually pump flow westward to the new Western WWTP, to be located in the Fishback Creek watershed. This is the long-term solution.

Gravity / Force Main Connection: A lift station would be required to serve this area. It is recommended that it be located where the long-term plan indicates, on the north side of Hunt Club Road, along Irishman's Run. When the Western WWTP is on-line, the force main from this station can be redirected to this system.

Alternative Approach: The temporary solution used for the Enclave is not desirable due to capacity limitations of the lift station/sewers from Clifden Pond to the Western Interceptor. As a temporary measure, it is possible that this area could be served by pumping north from the new lift station to the collection system in the Thornhill subdivision. The capacity of the lift station and sewers from Thornhill to the Western Interceptor would have to be verified.

As another temporary alternative, a permanent lift station could be located somewhere within the Kennedy development to serve the area in accordance with the master plan. This would be a satisfactory approach only if the downstream system through Thornhill and the Western Interceptor were found to have adequate capacity, and the needed reserve capacity were maintained at the WWTP. Capacity must be reserved for major undeveloped areas in the eastern portion of the planning area, such as Dow and Holliday, that can only be served by the existing WWTP.

Basin "D" – This is the westernmost portion of the Town's sewer service area, abutting the Royal Run service area. Basin D is part of the planned service area for the new Western WWTP. This service basin contains the area known as "horse country." Also included is the Shannon Springs development, which is to be served through the Enclave subdivision, located in Basin C. At this time, the Town is aware of no major planned developments, although some property is currently posted for sale.

Basin "E" – This basin is in the northwestern portion of the Town's sewer service area, abutting the Whitestown/Boone County service area. Basin E is part of the planned service area for the new Western WWTP. This area is among the most distant from existing or planned wastewater treatment facilities, along with Basins D and F. A portion of this area is being served by Basin A, due to the available capacity of the Railroad Interceptor and its location adjacent to properties being served by that interceptor. The remainder of the area must be served by the new Western WWTP.

Basin "F" – This basin is on the southwestern corner of the Town's sewer service area, and is separated from the remainder of the service area by I-865. Basin F is part of the planned service area for the new Western WWTP. It has been identified as a separate service basin due to that separation, even though it is located in both the Irishman's Run and Fishback Creek watersheds. At least two lift stations could be required to provide wastewater service to this basin. There is potential development activity in the extreme western area of this basin.

General Conclusions

As properties west of the current corporate boundaries continue to exert pressure to develop and be served by the Town's wastewater treatment system, efforts will be made to accommodate the flows at the existing WWTP. This will work, to a certain extent. However, these points should be kept in mind:

1. Area A has been further extended to the northwest, by Carter's Wilderness Farms and, potentially, the property directly east of Wilderness Farms. This will effectively use up the capacity of the Railroad Interceptor. These two additions have increased the area originally allocated to the existing WWTP.

2. Area B, including the Holliday property, north of Town, has not yet developed and is allocated to the existing WWTP. If it is intended to provide service to this area by means of the existing Zionsville WWTP, capacity in the plant for this area must be preserved. If it is not, the only option, without a large lift station and extensive force main to the Western WWTP, is to allow Clay Waste District to serve this area.

3. The portion of Area A south of Eagle Creek, including the Dow property and area south of 106th Street, is currently within the Town's sewer service area. Capacity in the existing WWTP must be preserved for this area, or it will have to be served by Clay Waste District. There is no feasible way for this area to be served at the Western WWTP.

4. The identified service boundaries for the Western WWTP, while not as extensive as the service area identified for the existing WWTP, is a substantial area. There is no possibility that the existing WWTP can serve the entire western portion of Zionsville's sewer service area. A new Western WWTP will be required at some future time to serve this area. At that time, temporary force main connections to the existing WWTP must be redirected to the new Western WWTP. Master planning for the Town's sewer service area concluded that it would be

desirable to plan for two wastewater treatment plants, each having a nominal capacity of about 2 mgd.

5. The Irishman's Run package wastewater treatment plant acquired from the Indianapolis Water Company was converted to a lift station in 2003. The pumped flow from this lift station, from the Fox Hollow and the Woodlands at Irishman's Run developments, is pumped to the Sugarbush system, then to the existing WWTP. This will further reduce the available capacity of the existing WWTP to receive flow from new developments, and still be able to reserve capacity for the known larger developments within this plant's service area.

6. New development in the area west of Zionsville will require the construction of a significant amount of new sanitary sewers. It would be most desirable if this construction conformed to the Town's long-term development plan and its need to provide sanitary sewer service to the western portion of the Town's identified sewer service area.

7. It is believed that a significant flow contribution to the existing WWTP is received from sump pumps during wet-weather conditions. A program was initiated in 2003 to address this situation and reduce the flows over a period of time. However, this does not change any of the conclusions reached above. Planning and flow projections have been based on an average home water usage based on the identified number of homes. Elimination of this clear-water flow to the wastewater system will allow the plant to operate within the projected flow range without having the periodic high flows that currently stress plant operations.

8. The elimination of flows from sump pumps is made even more important by the inclusion of additional developments in the service area of the existing WWTP, both temporary and permanent. The Woodlands At Irishman's Run and Fox Hollow developments are now permanently part of the service area of the existing WWTP. Capacity must be reserved in that plant for the undeveloped areas in Basin A and B.

9. The primary concern is that, without adequate long-term planning, new developments will continue to be committed to the existing WWTP, even on a temporary basis. "Temporary" connections can eventually become permanent connections. This could result in the existing WWTP having a capacity problem before all of the major committed developments in Basins A and B have come on-line.

7.5 Storm Sewers and Drainage

As many towns in Indiana, Zionsville has concerns with storm sewers and drainage. Currently, the Town does not have a comprehensive storm sewer and drainage plan. This is not uncommon, as the size of the community has been small enough not to have needed a plan.

There are many older areas within the community that do not have storm sewers or if they do, they are inadequate. This includes the Village. Almost all of the subdivisions built after 1970 have installed storm sewers and many

of these subdivisions and commercial properties have storm water storage facilities. With the current subdivision regulations, standards are in place that required new developments to provide information and mapping of drainage solutions.

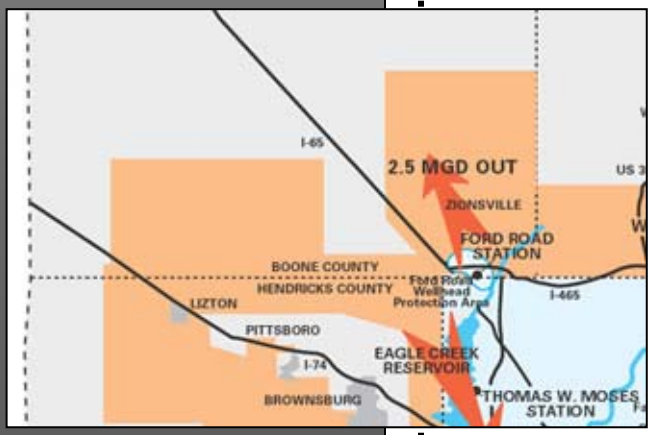
With the continued growth of the community, the Town is now at the lower end of the small community scale to be required to implement Rule 13 and develop Phase II of Indiana Storm Water Quality Management Plan. Under this program the town must address issues of storm sewers and drainage. The Town can undertake this program with a group, such as with other adjacent communities or Boone County in order to have one person oversee the entire program and implement it, or the Town can submit alone. Either direction, the following process must be adhered to:

- Step A (must be submitted 90 days after the effective date of the rule – likely October 2003)
  - Notice-of-Intent (NOI) letter
  - Initial Application – requires information such as the responsible entity, the schedule of activities for completion of the SWQMP, and a proposed budget for the storm water program (first 5-year permit term) with funding sources for each budget item.

- Step B (must be submitted 180 days (6 months) after the NOI letter is submitted)
  - Baseline characterization report, involving investigation of land usage in the Municipal Storm Sewer System (MS4) area and assessment of structural and nonstructural storm water Best Management Practices (BMP) locations, identification of sensitive areas, a review of existing and available monitoring data of the MS4 area receiving water, identification of areas causing potential and actual pollutant problems, and recommendations for placement and implementation of additional BMPs within the MS4 area.

- Step C (must be submitted 1 year after submittal of the NOI letter)
  - This involves submittal of the actual Storm Water Quality Management Plan, which will outline the implementation of the six Minimum Control Measures (MCM). As part of the plan, certification of each MCM program as well as identification of programmatic indicators (there are 34 listed in the rule) must be in place by submittal of the Part C application.

Figure 7.8: Indianapolis Water Company Service Area



7.6 Water

The Indianapolis Water Company (IWC) provides water for businesses and residents in Zionsville and portions of Eagle Township. The IWC was purchased by the City of Indianapolis in 2001 to serve as a regional water supply system that serves seven counties and over 266,000 customers. The IWC has established an advisory board with has representation from the counties and communities it serves, including a representative from Zionsville. Figure 7.7 illustrated the service area of the Indianapolis Water

Company for the Zionsville area.

The IWC has many sources of water. One of their surface supply sources is the Eagle Creek Reservoir. Indianapolis Water Company purchases water from this reservoir for treatment at the Thomas W. Moses Plant. IWC has four ground water stations that serve smaller portions of its area including the Ford Road Plant which is located south of I-865 on the west side of South Ford Road.

7.7 Street Department

The Town currently has seven full-time employees in the Street Department. This department is periodically assisted by other Town employees, particularly in the areas of rebuilding catch basins, and cutting and trimming trees. During periods of heavy snow or other dangerous winter conditions, five to six employees may be involved in operating the four trucks jointly equipped for salt application and snow removal, or three smaller trucks equipped only with snow-plows.

The street department has a self-propelled street sweeper, a large back-hoe and two tractors. Aside from the vehicles mentioned above, the street department has no other major equipment. All paving work is contracted with independent paving contractors. As growth continues, the Town will need to enlarge this department and add staff to continue to provide its basic services without compromising existing levels of service.

7.7.1 Ten-Year Resurface Policy

It is the goal of the Town of Zionsville to resurface its streets every ten years, depending upon available annual funding. Due to inherent subsurface conditions and the fallible nature of road construction material, the acceptable life of the superstructure, or surface of a roadway should be kept to ten years. Thoroughfares allowed to age beyond ten years will experience varying degrees of unacceptable and irreparable deterioration due to the interaction of a range of forces, both natural and manmade. Furthermore, the condition of roadways is highly visible to residents and visitors alike, and becomes an identifier of the level of government service and commitment to citizens and residents.

When developing the annual resurfacing program, particular care must be given when determining the scope of rehabilitation for a particular road or section of road. When conditions merit, the inclusion of curbing, guttering and storm-water collection is a high priority. The installation of curbs along roadways extends the life of any paved surface by preventing the breaking off of pavement edges. With no edge, lip or other controlling surface, patch material will be rapidly displaced when subjected to even standard light vehicular traffic. When this does occur, no amount of conventional cold-patching will sustain the life of the road. Furthermore, inefficient water management across, under, and through a structure will be the primary reason for early failure. Whenever repaving efforts are height-controlled along existing curbs and gutters, the milling of existing material must occur along said edges to allow for adequate thickness of new pavement while maintaining the desired water runoff control. For these

reasons, all efforts must be made to include any or all three aforementioned components when rehabilitating a roadway.

Traffic volume and subsequent rapidity of deterioration should serve to drive the annual evaluation and development of a road repair/repave schedule. It must be remembered, however, that while primary streets serving the greatest number of motorists generally receive the most attention, there frequently is no more important street to an individual than the one in front of his/her home. For this reason, it is important to maintain a well-balanced ratio of neighborhood streets to primary streets when developing maintenance schedules.

Streets are classified locally into four categories: primary arterial, secondary arterial, collector and local. Primary arterials are streets that are most likely to encounter high volumes of traffic on a daily basis and bisect the Town from east to west and north to south. Secondary arterials serve as streets passing through the suburbanized area in such a way as to interconnect the various areas of the community without unnecessarily requiring the use of a primary arterial. Collector streets are generally located in subdivisions or other developed residential areas that potentially serve a majority of residents in the immediate area. These roads may loop through a subdivisions, serve several other roads or cul-de-sacs, or provide a cut-through between primary streets. Finally, local streets are generally streets serving a very small number of homes, typically dead-end streets or cul-de-sacs.

The two primary types of road constructions material are asphalt and concrete. Asphalt roadways are more readily repaired due to the nature of the material. However, concrete can present unique situations. When concrete and its sub-base are sound, hot-mix asphalt may be an acceptable resurface material. There should be a minimum of one and one-half inches aggregate thickness of material, which necessitates the milling. If such a depth is not possible, full-depth reconstruction should be considered the preferred long-term solution.

When funding for street rehabilitation is limited in any given year, the tendency is to address many smaller stretches of road in a piecemeal fashion, which not a preferable solution. Whenever possible, it is preferable to address entire lengths of streets or larger, logical segments. This is beneficial for several reasons. Once the habit of spot replacement is established, it becomes increasingly difficult to break the pattern as small segments of road deteriorate and decay at different rates, necessitating a disjointed repair program. Additionally, the overall appearance of any given street is decreased. Although the same linear footage of roads may be repaired during any construction season, the desired effect and aesthetic on the community is diminished when efforts cannot be viewed on the whole when there has been consistency in rehabilitation.

7.7.2 Near-Term Improvements

The Town of Zionsville has identified three major road improvement programs beyond the scope of annual resurfacing and extending into either full-depth restoration or relocation: Main Street north of Cedar Street, the

realignment of 106th Street from Michigan Road to Zionsville Road and subsequent connector to 96th Street, and the straightening of the "S" curves near the south terminus of Willow Road as it enters the Village area.

The realignment of 106th Street has been approved by the IRTC of the MPO for a federal grant with construction occurring in 2005. Approximately $3,500,000 in federal funding has been approved for this $5,700,000 project. In mid-2003, the Town hired HNTB to scope the project to determine the new alignment of 106th street and the North-South Corridor as well as develop a cost estimate to design and build. As part of this scope, the alignments of these streets are being considered in the context of their surroundings and the impact they will have on the future redevelopment of the area and the significant natural features.

The Economic Redevelopment Commission has identified this project as critical to the development of the TIF district and the commercial tax-base of the town in general. The relocation of this road would provide much-needed additional space in an optimum location for commercial and light industrial development, as well as mixed land use in the region. For these reasons, it is paramount that Town officials work continuously towards the goal of putting local funding in place to match the federal grant.

Additionally, in order to further facilitate the development of Zionsville's TIF district, the Town and associated agencies and commissions have determined that a connecting street extending from Bennett Technology Park to 96th Street is a priority as well. This road should be designed and engineered concurrently with the engineering of 106th Street.

The Willow Road corridor has been identified as an important bike/pedestrian route. However, many natural barriers make this project daunting, most notably the necessity of crossing two creeks and the lack of right-of-way and proximity of homes to the road along the southern portion. The latter of these concerns was more or less eradicated when the Town was given a portion of land along Willow Road for the express purpose of straightening this segment. This area has long been known to be dangerous due to overgrown and inappropriate trees along the roadway and topographical barriers combined with two rapid, sharp turns resulting in very poor visibility for motorists. However, it has been identified as a critical point of improvement for public safety, and it would be extremely poor planning and counterproductive to construct a pathway which would itself be slated for relocation from the day it was complete. Therefore, the straightening of Willow Road should be considered a priority.

7.7.3 Streetscapes

In 2001, the Town of Zionsville was named a "Tree City USA". Many concerted and specific actions were taken to obtain such a designation, and must be continued in order to maintain this distinction. These include, but are not limited to, establishing a department within the Town responsible for tree-planting and landscaping in public rights-of-way, dedicating a line-item in the annual budget to be used specifically for tree-planting and observing Arbor Day annually by ordinance. Defining itself as a "Town

Figure 7.9: Zionsville Sidewalk Locations and Conditions

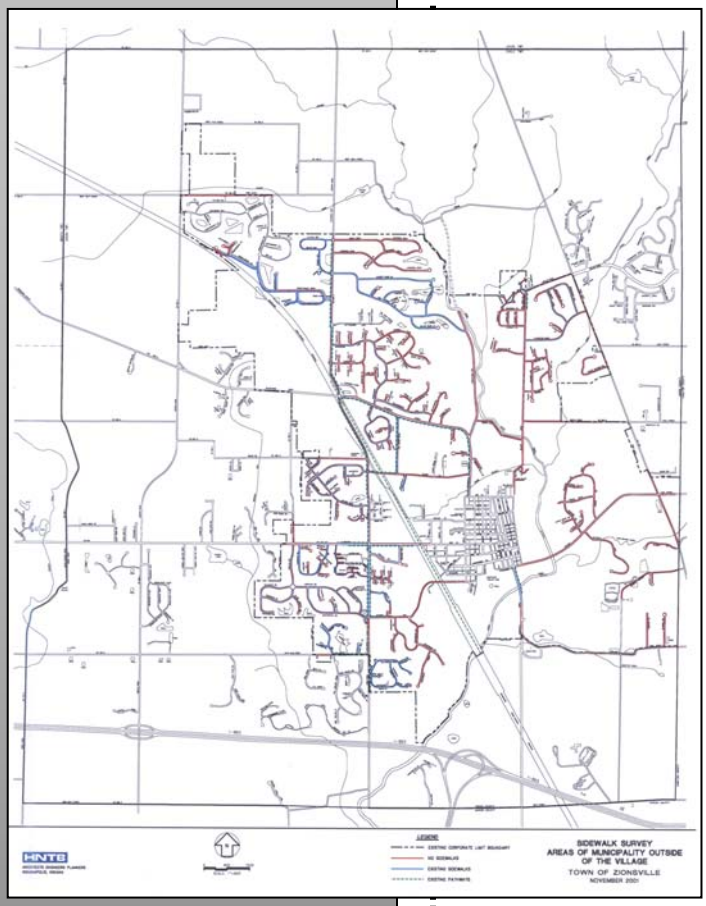
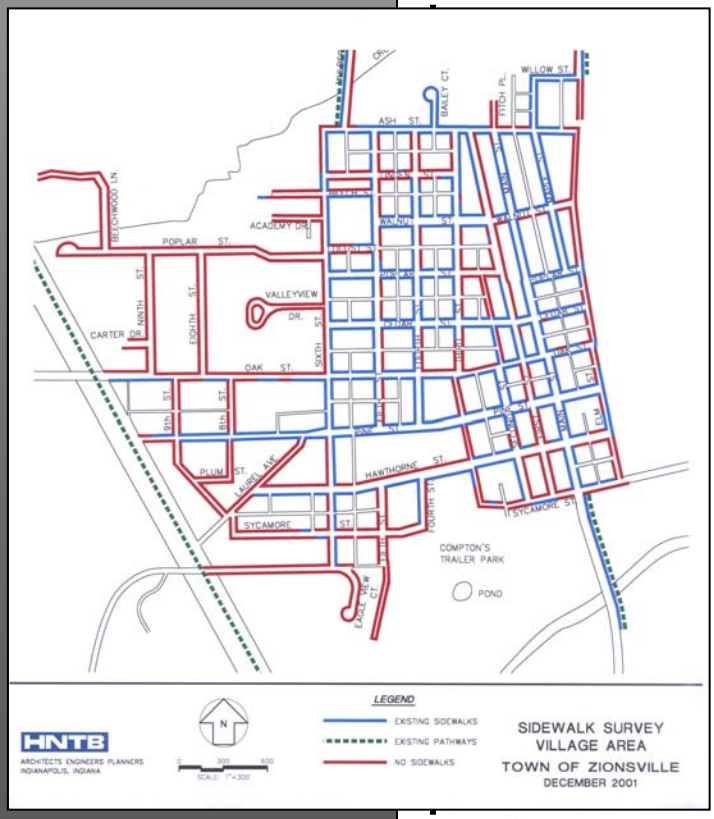


Figure 7.10: Zionsville Village Area Sidewalk Locations and Conditions



Within a Park" certainly suggests the high level of importance and support of publicly placed trees and landscaping.

The major roads coming into town should serve as a vanguard of Zionsville's commitment to streetscapes. These highly visible and often "first-exposure" corridors should take precedence over other areas when competing for the allocation of funds and resources. Specifically, the eastern and southern approach into Zionsville along SR 334 and Zionsville Road respectively, serve as a focal entry point for many people, visitors and residents alike. This area, which must be extended to include Sycamore St. and 1st St., should receive a high level of devotion by the town to the landscaping along the streets. This area abuts the old Downtown, which has long been regarded as the traditional, emotional and cultural center of Town, and is deserving of every effort put into the beautification of the streetscape. Since a major portion of this area is also known as State Road 334 and therefore is under the jurisdiction of the Indiana Department of Transportation, the Town must make all reasonable efforts to obtain permission for the placement of landscaping, appropriate signage and other unique beautification efforts along this important corridor.

7.7.4 Sidewalks

In recent years, the culpability of the Town in regard to pedestrian sidewalks located in pubic rights-of-way has been clearly defined. It should remain the policy of the Town of Zionsville to maintain a perpetual survey of existing sidewalks, their relative condition and schedule for replacement as well as to provide the necessary funding. Furthermore, areas without existing sidewalks where installation would prove beneficial should also be noted in the above referenced survey. When the installation of new sidewalks conflicts with the replacement of sidewalks in poor condition due to limited funding, the replacement of potentially dangerous conditions should take precedence.

The most pressing goal of the sidewalk replacement program is to provide a safe, off-road means of pedestrian travel along all roads within the Town of Zionsville. Safe walks mandate ADA complaint ramps at termini and crossings, as well as tolerable fluctuations in surface continuity. There should be no tripping hazards created by heaved or missing sections. Of secondary concern are gaps in the continuity of sidewalks, typically encountered from block-to-block, but also within any given block. The eradication of gaps will serve to substantially reduce mid-block or inappropriate street-crossing by pedestrians. Once these issues have been corrected, the addition of walks on both sides of street can be addressed to further reduce said crossing. Figures 7.8, Zionsville Sidewalk Locations and Conditions and 7.9, Zionsville Village Area

Sidewalk Locations and Conditions, indicate current sidewalk locations or lack thereof.

Since modern platted developments are required to install sidewalks at the time of development, the concentration of efforts will be placed on older, existing developed areas, specifically the Village area.

Once the correction of tripping hazards has been completed, replacement efforts should concentrate on popular corridors more likely to encounter pedestrian traffic. Cedar Street and Pine Street are two examples of such routes. Reconstruction should generally begin close to the Main Street or downtown area, and then extend into the residential areas working toward the connection to existing major established pathways.

7.7.6 Pathways

There are five categories that have been identified by the Zionsville Bikeway/Pathway Committee as part of the recommended Master Plan for the Zionsville Bikeway/Pathway System. The categories are as follows and correspond to the Pathway Maps.

Existing: Those pathways constructed prior to 2003.

Year 2003 – 2004 Projects: Those planned pathways on which construction should be completed by the end of 2004.

Future Projects: Those pathways that the Committee recommends should be constructed in the future to enhance safety, reduce traffic congestion on our streets and created additional recreational opportunities for Zionsville residents. (Note: The Master Plan Map reflects the Committee's recommendation that all future subdivisions built on existing county roads should be required to construct a pathway of standard specified dimensions under Zionsville's planning ordinances.)

Future Environmental/Open Space Pathway Projects: Those pathways that were added to the Master Plan at the request of Zionsville planning officials to reflect the desire to have pathways in open space areas near existing waterways to compliment the "Town within a park" concept. (Note: it was not the Committee's intent to infer that existing property rights be challenged; rather, the Committee recommends that these pathways only be pursued where land can be purchased, leased or donated, or where a Town ordinance requires the construction of a pathway as a part of a subdivision plan approval.)

INDOT Related Projects: Those pathways that should be constructed by the Indiana Department of Transportation as a part of their State Road 334 Project or their U.S. 421 (Michigan Road Project).

The Bikeway/Pathway Committee recommends that:

1. The Zionsville Plan Commission and the Zionsville Town Council incorporate the Bikeway/Pathway Master Plan into the Master Transportation Plan and other appropriate planning documents.

2. The Zionsville Town Council continue to appropriately fund construction of the Zionsville Bikeway/Pathway System, in accordance with the revised five-year plan, as it is necessary to enhance safety, reduce traffic congestion, and provide additional recreational opportunities to the residents of Zionsville. (Note: The Committee will continue to work with the Town Council and Town Officials to obtain grants, donations of land and donations of in-kind services to reduce the need to use tax dollars, and the Committee recommends that the Plan Commission and Town Council continue to require through appropriate ordinances that new subdivisions must construct pathways of standard specified dimension.)

Five Year Master Plan

<u>2003</u>

1. Construction

    a. Pathway on Willow Road from Templin Road to Azionaqua

2. Engineering

    a. Pathway on Willow Road from Templin Road to just north of Cross Branch Creek
    b. Right-of-way study for pathway on Starkey Road from Ford Road to Rail Trail

<u>2004</u>

1. Construction

    a. Pathway on Willow Road from Templin Road to just north of Cross Branch Creek
    b. Pathway on Starkey Road from Ford Road to Rail Trail

2. Engineering

    a. Pathway on Starkey Road from Ford Road to Rail Trail
    b. Pathway on north side of S.R. 334 from Ford Road to C.R. 950 East
    c. Pathway on Willow Road from Azionaqua to U.S. 421 (Michigan Road)

<u>2005</u>

1. Construction

    a. Pathway on north side of S.R. 334 from Ford Road to C.R. 950 East
    b. Pathway on Willow Road from Azionaqua to U.S. 421 (Michigan Road)

2. Engineering

   a. Pathway from Turkey Foot Park to Willow Road
   b. Pathway on south side of S.R. 334 from Ford road to Bentley Drive

2006

1. Construction

   a. Pathway from Turkey Foot Park to Willow Road
   b. Pathway on south side of S.R. 334 from Ford Road to Bentley Drive

2. Engineering

   a. Pathway on S.R. 334 from Eagle Creek Bridge to U.S. 421 (Michigan Road)
   b. Pathway on Turkey Foot Avenue from Turkey Foot Park to Mulberry Street

2007

1. Construction

   a. Pathway on S.R. 334 from Eagle Creek Bridge to U.S. 421 (Michigan Road)
   b. Pathway on Turkey Foot Avenue from Turkey Foot Park to Mulberry Street

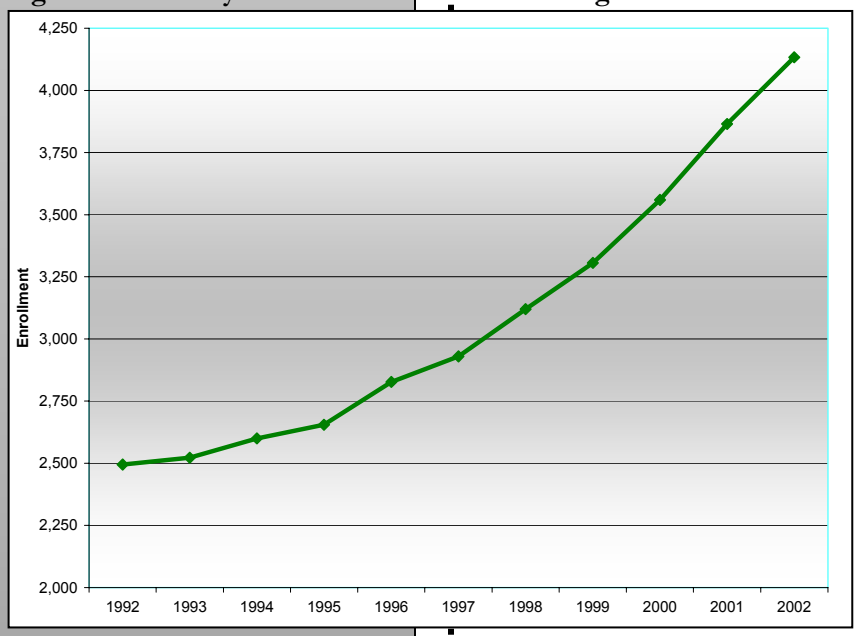
2. Engineering

   a. Pathway on C.R. 950 East from S.R. 334 to Whitestown Road
   b. Pathway on Whitestown Road from Ford Road to C.R. 950 East
   c. Pathway on east side of Ford Road from Starkey Road to Huntington Woods Road

7.8 Zionsville Community Schools

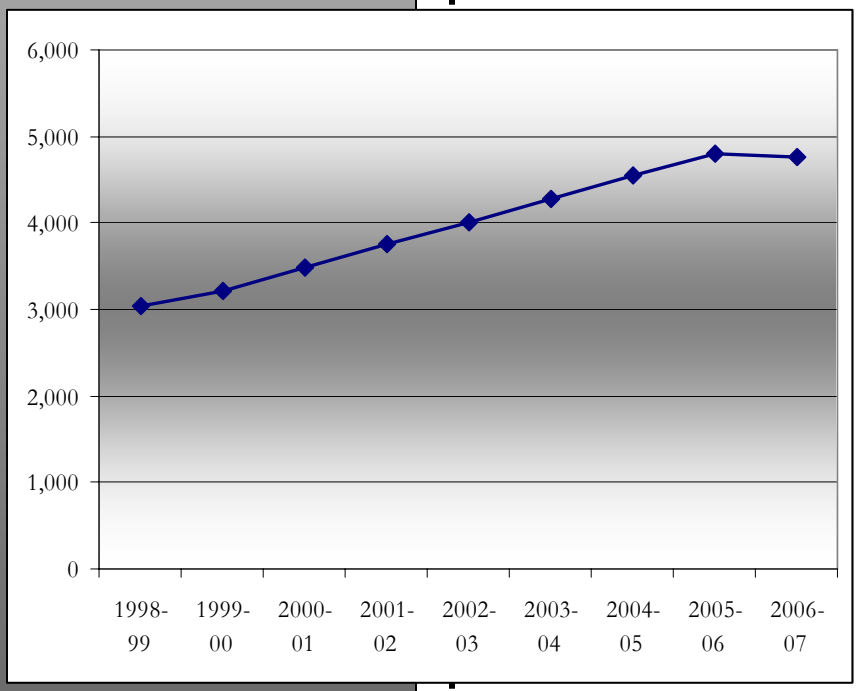
School performance is of interest to the Comprehensive Plan, not because of any great impact the Plan has on performance, but because performance is a significant factor in residential location decisions. Generally, people with children want to reside in a community with quality schools.

Figure 7.1: History of Enrollment - Ten Years Ago to Current School Year



Source: Zionsville Community Schools

Figure 7.2: School Corporation Enrollment and Projections



Source: Indiana Department of Education

Schools represent the most important community facility for many residents. The quality and conditions of school facilities determine many home buying and business location decisions. The Town's growth and the patterns of that growth directly impact the conditions of the schools in some ways including the number of staff, the amount of space needed, supplies, etc.

In 2003, Zionsville's schools were ranked second in the state in the Quality Index as determined by the Indiana State Chamber of Commerce. This index examines such indicators as ISTEP scores, graduation rate, attendance rate, SAT scores and SAT participation percentage. *("2002-2003 State of Our Schools Report")*

Zionsville has four K-4 elementary schools and one elementary school under construction that was opened in the Summer of 2002. There is also one middle school which educates students from grades 5 to 8, one high school and an educational service center. According to the Indiana Department of Education, their current enrollment for the 2002-2003 school year is slightly greater than 4000 students. Over the last five years, the growth of the schools has been fast and steady with more than five percent per year. By the year 2006, the Indiana Department of Education has projected that the enrollment in the schools will be approximately 4800 students as shown in Figure 7.2.

The Town and the school districts should continue to coordinate long-range plans to select school sites, establish multiple-use facilities, and ensure that school facilities have adequate utilities, fire protection, policy protection, street access and non-motorized access. As the population continues to grow, coordination efforts will need to be continued to maintain the high standards and quality the school system offers the Town and its residents.

CHAPTER 8 TRANSPORTATION

8.1 Streets

See Chapter 7, Section 7.7.1, 7.7.2, 7.7.3.

8.2 Sidewalks

See Chapter 7, Section 7.7.4.

8.3 Pathways

See Chapter 7, Section 7.7.5.

8.4 Transportation Plan

The Transportation Plan for the Town of Zionsville (officially titled the 2000 Transportation Plan Update or "Transportation Plan"), was updated in 2000 and adopted by resolution by the Zionsville Town Council on August 28, 2000. The Transportation Plan was subsequently amended by the Zionsville Town Council on April 2, 2001 (Resolution 2001-02), and June 3, 2002 (Resolution 2002-02). In the following section the future needs and recommendation for the Zionsville Planning Area are extracted from that plan to provide guidance for the Plan Commission and Town Council as new development occurs in the planning area. The entire text and all supporting documentation and maps of the Transportation Plan and its subsequent amendments are hereby incorporated into and made a part of the Zionsville Comprehensive Plan and are included in their entirety as Appendix C of this document.

8.4.1 Future Needs and Recommendations

8.4.1.1 Regional Access Needs

As Zionsville and the surrounding area continues to develop, it will be increasingly important to provide alternate routes for access to the Indianapolis regional travel network. The traditional routes of S.R. 334 to U.S. 421 or Zionsville Road will not adequately accommodate future demand. Neither will Ford Road in its current configuration and southern connections. Until alternate routes are provided, congestion on these roadways will continue to grow, with its inevitable negative impact on quality of life – for those along the roadways as well as those who rely on them for regional mobility.

Residents in and around Zionsville currently access the regional interstate highway system at the Michigan Road/I-465 interchange, the 86th Street/I-465 interchange, or the I-65/S.R. 334 interchange. The I-65/S.R. 334 interchange is increasingly congested and is out of the way for most trips. The 86th Street/I-465 interchange is also congested, and is not easily accessible except by rural county roads not designed for high traffic volumes.

The most direct connection to the regional interstate system for most Zionsville area motorists is the Michigan Road interchange with I-465. Although the planned widening of Michigan Road will improve service for part of the trip, it will increase the pressure of traffic demand on existing

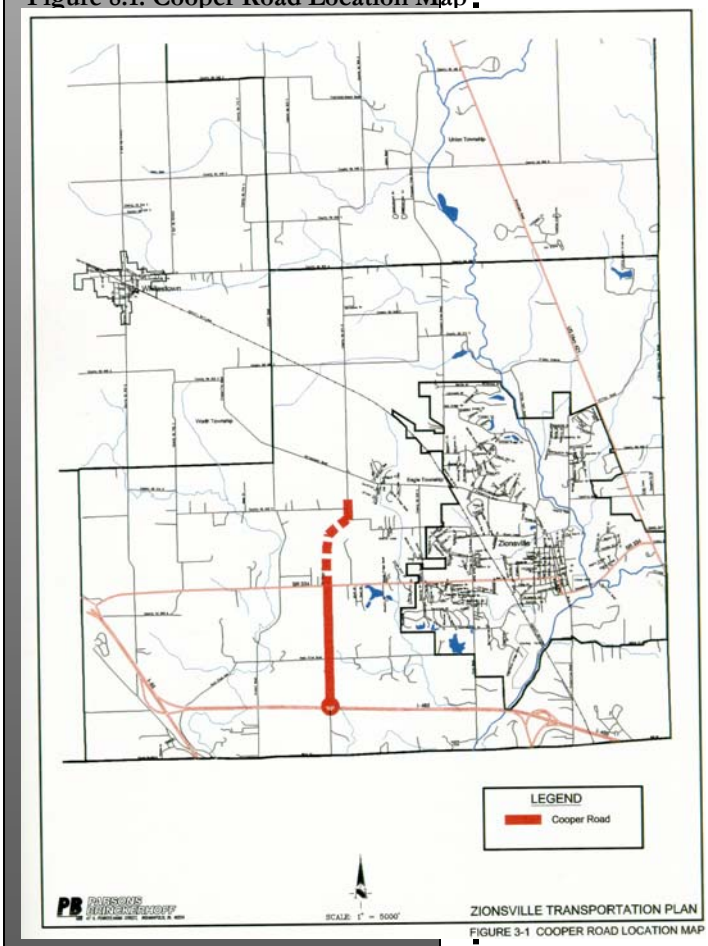
access routes, especially S.R. 334 through Zionsville. Traffic will also continue to grow on Ford Road, Zionsville Road, 96th Street, and 106th Street as motorists use these routes to access Michigan Road and Indianapolis.

The primary objective of regional travel alternatives identified in this study is to provide improved mobility between the Zionsville area and the Indianapolis regional transportation system. By dispersing traffic through the area rather than concentrating it on existing roadways already approaching capacity, both the motorist and the environment will be better served. Alternatives are designed to meet this objective by means of a new local access point to the interstate system and improved connections with Michigan Road.

8.4.1.2 Interstate Highway System Access

Previous transportation plans have reviewed potential opportunities for improved interstate system access in detail. Considering strict criteria for system access approval, one new access point is potentially feasible in the area. It is located on the northwest leg of I-465 where it is crossed by Cooper Road. This location is in general compliance with the two-mile interchange spacing requirement of the Federal Highway Administration (FHWA), and it would be well placed to serve future growth areas west and northwest of Zionsville.

Figure 8.1: Cooper Road Location Map



Cooper Road Interchange

The purpose of the Cooper Road Extension project is to provide an alternate access route from emerging development areas west of Zionsville to destinations located east and south of town. The location of Cooper Road within the overall roadway network is shown on Figure 8.1.

Zionsville and Boone County have identified areas west and northwest of Zionsville for future growth within the region. These growth forecasts are supported by pending availability of utilities and current residential development patterns. The most direct route to regional employment areas for many of these new residents would be through the downtown area of Zionsville, known locally as the "Village," via SR 334 and U.S. 421. Existing roadways cannot be expanded due to right-of-way constraints through the historic Village area.

The benefits of the Cooper Road Extension project were first identified in the Zionsville Transportation Plan Update of 1988. It would provide a safe alternative route for many trips from growth areas near Zionsville. Additional benefits of a Cooper Road interchange are listed below:

It would directly serve emerging growth areas and would provide excellent regional roadway system access. (Cooper Road is located west of Zionsville, east of Lebanon, and south of Whitestown.)

Traffic would be reduced on major routes through Zionsville as motorists divert to this new route. The greatest change would occur on S.R. 334, with traffic diversion also likely on Ford Road and Zionsville Road.

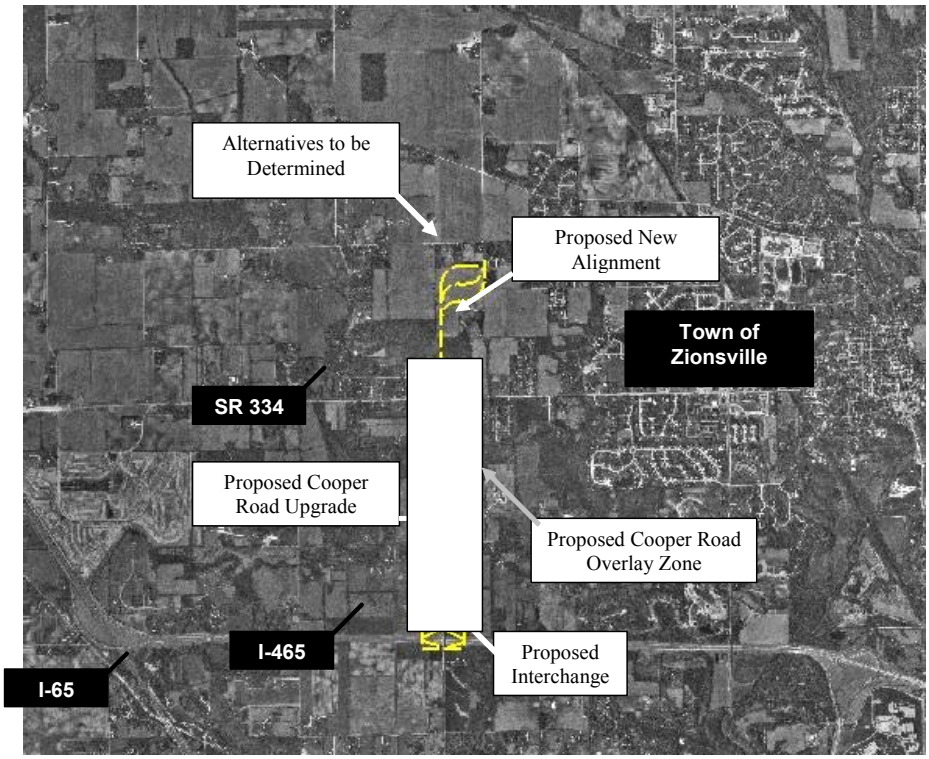
The interchange would operate at a high level of service with little disruption to existing traffic flow. This leg of I-465 is the lowest volume interstate segment in Central Indiana and operates well under capacity during all periods.

All users of the regional roadway system would benefit since traffic would be diverted from currently overloaded interchanges. These would include I-465 interchanges with Michigan Road and with 86th Street, and the I-65/S.R. 334 interchange.

This interchange would be relatively inexpensive to construct. Since the predominant traffic movements would be heavily balanced to the east, the option would exist to provide a partial interchange, such as a "half diamond," if allowed by FHWA.

Boone County has already recognized the potential benefits of a Cooper Road interchange and has included the project in their thoroughfare plan. INDOT staff are aware of the proposal, but have not completed any studies of the location. Likewise, the staff of the Indianapolis regional Metropolitan Planning Organization (MPO) would consider the project if it were proposed in local area transportation plans.

Figure 8.2: Cooper Road Site Plan



COOPER ROAD PROJECT SITE PLAN

PARSONS BRINCKERHOFF

Cooper Road Project Description

The Cooper Road Extension project is located on the southwest side of Zionsville between I-465 and West 121st Street. The project is made up of three elements. The first element would provide a new interchange with I-465 and Cooper Road. The second element would upgrade the existing two-lane section of Cooper Road between I-465 and SR 334. The third would provide a new two-lane roadway between the intersection of Cooper Road with SR 334 and the intersection of CR 875 E with Bloor Lane.

A site plan and typical section for the Cooper Road Extension project are provided on Figure 8.2. The total project length is approximately 2.1 miles. Cooper Road between I-465 and SR 334 forms just over half the route (6645 feet). This section would be upgraded as

a high quality two-lane road with little or no right-of-way required. The roadway would have open drainage, shoulders, landscaping, and an eight-foot path to serve bicycles and pedestrians.

The portion of the route north of SR 334 will be constructed as a new two-lane roadway. Most or all of these sections will require right-of-way acquisition. The specific alignment should be determined in pre-design location and environmental studies.

A new interchange with I-465 would be constructed at the south end of the project. The specific configuration would be determined in consultation with the Indiana Department of Transportation and the Federal Highway Administration.

Intersection traffic controls would be determined as a part of final project design. For purposes of cost estimating, four-way stop control with left turn lanes (or roundabout construction) is assumed where Cooper Road crosses SR 334.

The Cooper Road Extension project should be developed to meet design standards for a major collector with a design speed of 45 miles per hour. Environmental impacts should be documented in accordance with federal requirements, and public hearings should be held to discuss key project elements with the public prior to construction.

Estimated Cooper Road Construction Cost

A preliminary construction cost estimate for the Cooper Road Extension project is provided in Figure 8.3. Actual project cost may be lower depending on final details developed through public meetings and agency negotiations. Major variables relate to the interchange configuration and potential wetland mitigation requirements.

Figure 8.3: Cooper Road Cost Estimate

Preliminary Estimate of Project Cost
Project: Cooper Road Extension, Zionsville

Reconstruct two-lane collector roadway with bicycle path, ROW required, shoulders/open drainage, Utility Relocation required.

Traffic Controls	$ 240,000
Interchange	$15,000,000
Roadway – 2 Lane Parkway with bicycle path	$ 2,360,600
Intersection Treatments	$ 200,000
Contingencies	$ 350,000
R/W Relocations	$ 400,000
R/W Acquisition	$ 500,000
Engineering / Legal	$ 400,000
Total	**$19,450,600**

For budgeting purposes, the preliminary estimate of construction cost includes all project elements. In addition to direct construction costs, it provides allowances for right-of-way acquisition and relocation, design engineering, legal services, and contingencies.

Cooper Road Overlay Zone

Although there would be clear transportation system benefits if a Cooper Road interchange were constructed, there is also genuine concern about its potential impact on the Cooper Road corridor and the surrounding area. This concern was expressed clearly in previous transportation planning meetings in Zionsville.

Experience in other corridors leading to interchange areas suggests that these concerns are well founded. In the absence of positive controls, the character of the area could change considerably, from a unique area of horse farms, estates, and fine residences, to one of retail and commercial uses often developed on interstate highway access routes.

The land use plans of both Zionsville and Boone County provide for the retention of existing uses in the areas surrounding Cooper Road. Current zoning is consistent with these plans. In response to the concerns of citizens, and recognizing the potential for incompatible development, it is recommended that zoning controls be strengthened in this area through provision of a special overlay zone.

The proposed overlay zone would specify criteria and approval requirements for land use, access, development standards, and other elements consistent with local needs. Specific requirements of the overlay zone will be developed in consultation with area residents and the special zoning will be established early in the interchange development process in order to curtail potential speculation.

Examples of actions by other communities to protect selected corridors through the use of overlay zones are presented in Appendix B.

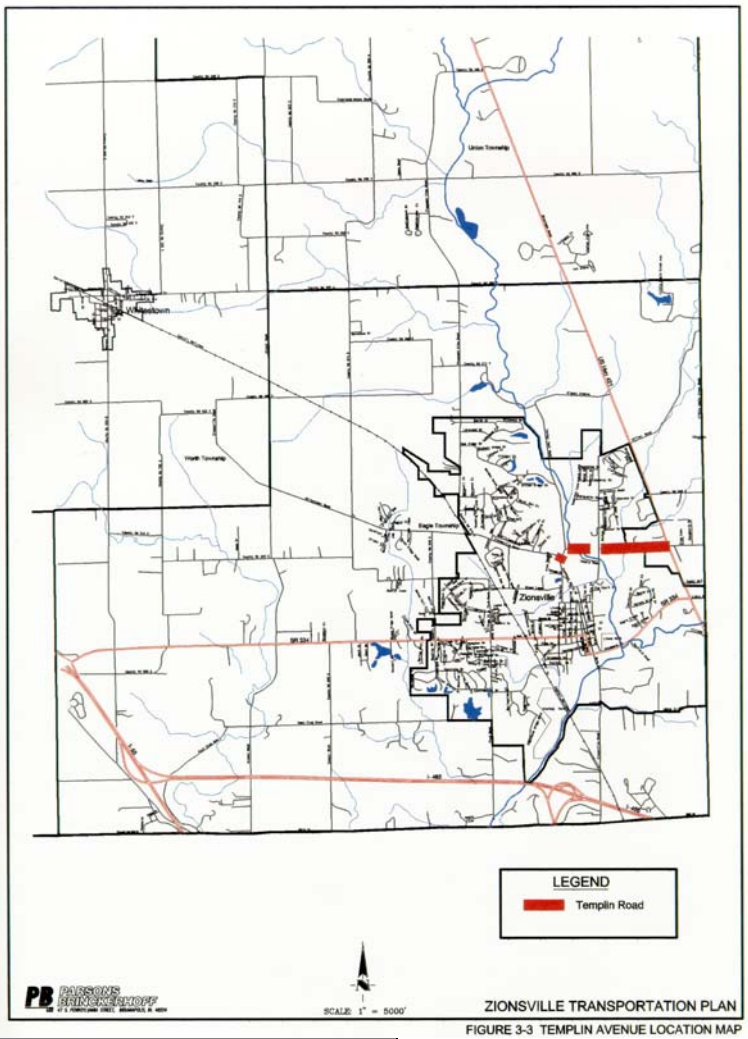
Overall, the Cooper road interchange project represents an opportunity for INDOT, Boone County, and the Town of Zionsville to work together to implement a beneficial transportation project while preserving a unique area of the region. There is a potential for this project to significantly improve conditions on roadways under the jurisdiction of each of these agencies, but without inter-agency cooperation, the project is not likely to occur.

8.4.1.3 Michigan Road (U.S. 421) Access

Topographical features north and northeast of Zionsville limit opportunities for east-west travel between the Zionsville area and Michigan Road. S.R. 334 is the primary link, passing through the heart of the town. South of S.R. 334, Michigan Road access is provided by 106th and 96th Streets. These roadways link with Zionsville by means of Zionsville Road and/or Ford Road. North of S.R. 334, linkages to Michigan Road are indirect, connect poorly with local roadways, and (from a regional

standpoint) are little used. These include Templin road, Willow Road, and O'Neal Avenue.

Figure 8.4: Templin Road Location Map



Templin Road Extension

In order to best serve emerging developments and to relieve the traffic demand on Zionsville streets, the most effective location for an alternative link to Michigan Road would be north of S.R. 334. As shown in past studies and confirmed by a review of current options, the best opportunity for serving east-west traffic from the north side of Zionsville would be provided by an extension of Templin Road to intersect with Mulberry Street. The location of Templin Road is shown on Figure 8.4.

Currently, Templin Road extends on a straight alignment from its intersection with Michigan Road westward one-half mile to a T-intersection with Willow Road. Although it is possible to use an indirect route of Willow Road, Temple Road and Turkeyfoot Avenue to reach Mulberry Street, the route is poorly designed for through travel. The Templin Road extension project would extend the roadway westward from Willow Road to Mulberry Street to provide a high quality link to U.S. 421.

The Templin Road Extension project would provide improved access for the school system, Colony Woods and other nearby subdivisions, and emerging growth areas to the west. It would enhance the attractiveness of the Village by reducing the amount of daily commuter traffic that passes through on First Street and/or S.R. 334.

The benefits of the Templin Road Extension project were first identified in the Zionsville Transportation Plan Update of 1988. It would provide benefits to a number of important local transportation markets, as listed below:

Zionsville Public Schools. Zionsville High School and Zionsville Middle School, with associated sports and recreation facilities, are located one-half mile east of the project area on Mulberry Street. Soon, with the addition of a new lower middle school, all but the elementary grades will be located near the project.

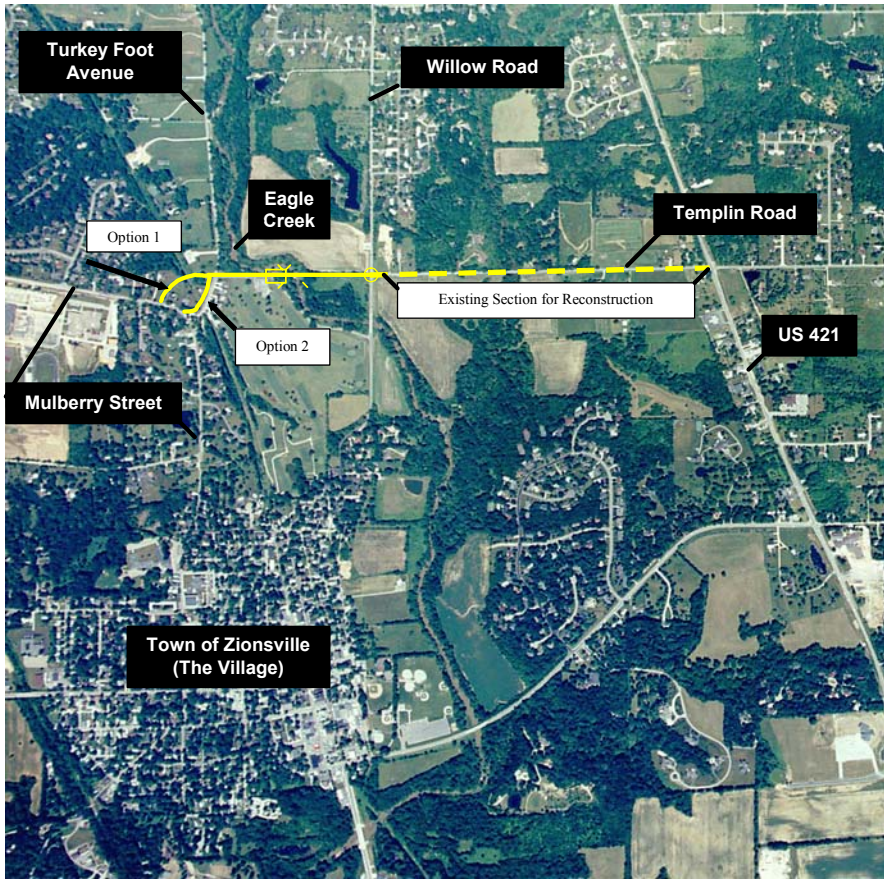
Emergency response vehicles. Zionsville's only fire station is located to the west on Ford Road. The station also houses local EMS and ambulance services. Besides improving response times along its path, the Templin Road Extension project would provide an improved connection to regional hospital care facilities from areas on the north and northwest sides of Zionsville.

Existing residential areas. The largest existing subdivision in Zionsville is Colony Woods, located across from the school complex immediately to the west of the project. Virtually all commuters from this area to Indianapolis

currently pass through the Village area. The Templin Road Extension project would provide a more direct link for this traffic, while reducing traffic concentrations through town.

Future growth areas. Areas west and northwest of Zionsville have been identified by Zionsville and Boone County for future growth within the region. Traffic from these growth areas will be served directly by the Templin Road Extension project.

Figure 8.5: Templin Road Extension Project Site Plan



TEMPLIN ROAD EXTENSION
PROJECT SITE PLAN

PARSONS BRINCKERHOFF

Templin Road Project Description

The Templin Road Extension project is located on the northeast side of Zionsville between Mulberry Street and U.S. 421. The project would replace or improve the existing intersection of Mulberry Street and Turkey Foot Road, and would provide a direct link to Templin Road at its intersection with Willow Road. The existing section of Templin Road between Willow Road and U.S. 421 would be upgraded to match the cross section of the new linkage, and a pedestrian and bicycle path would be constructed along the full length of the project.

A site plan for the Templin Road Extension project is shown on Figure 8.5. The total project length is approximately 1.1 miles. A continuous two-lane roadway is planned, with open drainage, shoulders, and an eight-foot path to serve bicycles and pedestrians.

Templin Road between U.S. 421 and Willow Road forms just over half the route (3500 feet). This section would be upgraded, with little or no right-of-way required. The remainder of the route would be constructed as a new two-lane roadway, including a new bridge structure over Eagle Creek. Most or all of this section would require right-of-way acquisition. Since a floodway would be impacted, the specific alignment through this area would be determined in consultation with the Indiana Department of Natural Resources.

Two alternatives are available for the Templin/Turkey Foot intersection. One option would include a gentle turn southward on new alignment from the point where Templin Road crosses Turkey Foot Avenue to a new intersection at Mulberry Street. This route would follow an existing swail between two homes. The second alternative would utilize the existing Turkey Foot Avenue approach to Mulberry Street. This would require

reconstruction and realignment of the Mulberry/Turkey Foot intersection, and would require one relocation.

Regardless of the alternative intersection treatment selected for the Mulberry Street intersection, the project would provide a significant safety benefit in replacing the existing substandard design of the Mulberry/Turkey Foot intersection. It is likely that a decision regarding the configuration of this intersection would be deferred until environmental impact studies are complete and a public hearing has been held.

Intersection traffic controls would be determined as a part of project design. Coordination with INDOT would be needed at Michigan Road. For the purpose of budgeting and programming, traffic signals have been assumed at each end of the project. Four-way Stop control with left turn lanes (or roundabout construction) is assumed where Templin Road crosses Willow Road.

A significant element of the Templin Road Extension project would be the provision of a pedestrian and bicycle path linking the Mulberry trail with the U.S. 421 corridor. Zionsville has been a local leader in the provision of safe facilities for non-motorized travel. This project would provide the opportunity to link the Zionsville pathway system with U.S. 421 paths to be constructed by INDOT, and ultimately, to the Hamilton County system at 121st Street.

The Templin Road Extension project should be developed to meet design standards for a rural collector roadway with a design speed of 45 miles per hour. Environmental impacts should be documented in accordance with federal requirements, and public hearings should be held to discuss key project elements with the public prior to construction.

Estimated Construction Cost

A preliminary construction cost estimate for the Templin Road Extension project is provided in Figure 8.6. Actual project cost may be lower depending on final details developed through public meetings and agency negotiations. Major variables relate to the bridge structure and associated wetland mitigation, and the final intersection alignment at Mulberry Street.

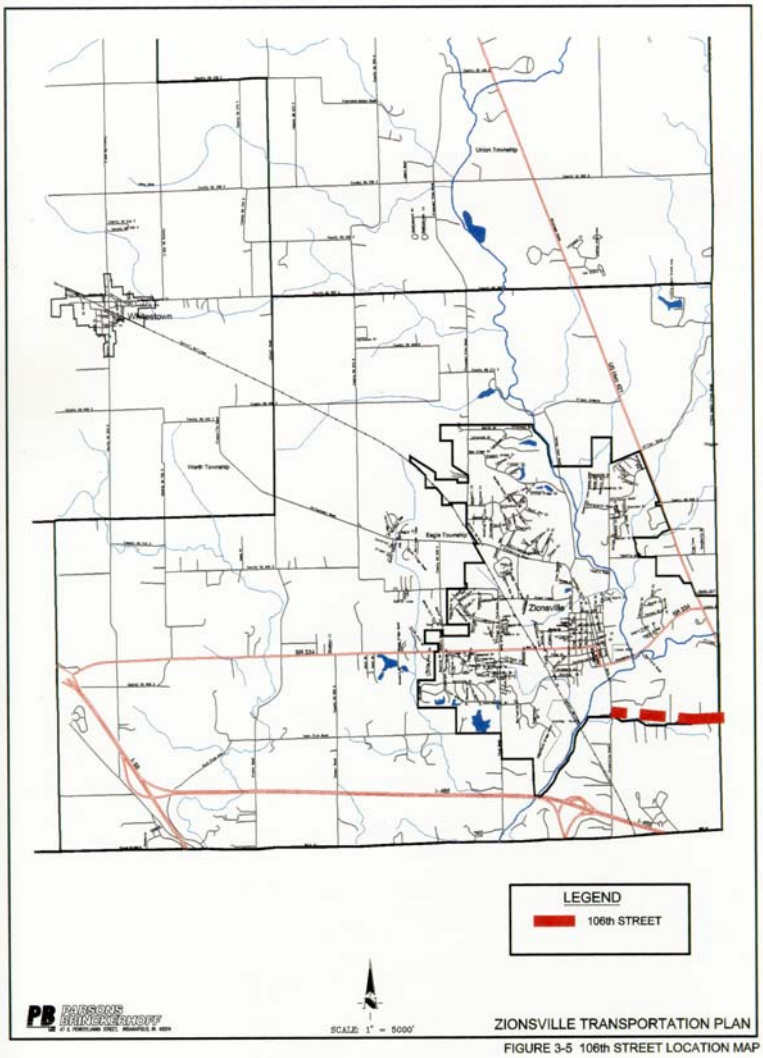
Figure 8.6: Templin Road Cost Estimate

Preliminary Estimate of Project Cost
Project: Templin Road Extension, Zionsville

Reconstruct one-mile two-lane collector roadway with bicycle path, shoulders and open drainage, ROW required, Utility Relocation Required.

Traffic Controls	$	240,000
Bridge	$	1,100,000
Roadway – 2 Lane with bicycle path	$	650,000
Intersection Treatments	$	200,000
Contingencies	$	350,000
R/W Relocation	$	450,000
R/W Acquisition	$	300,000
Engineering / Legal	$	450,000
Total	**$**	**3,740,000**

Figure 8.7: 106th Street Location Map



For budgeting purposes, the preliminary estimate of construction cost provided in Figure 8.6 includes all elements necessary to accomplish the Templin Road project. In addition to direct construction costs, it provides allowances for right-of-way acquisition and relocation, design engineering, legal services, and contingencies.

106th Street

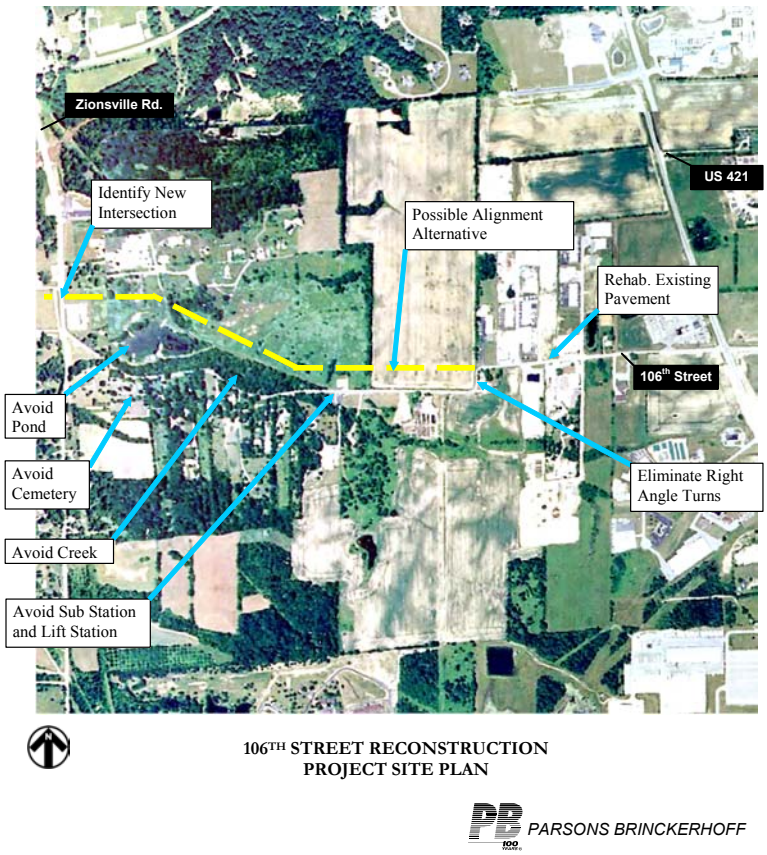
Another opportunity to provide an improved linkage from Zionsville to Michigan Road is the 106th Street project. Although this would not be an independent route from Zionsville (relying on Zionsville Road to connect with the Village) it would provide an option to S.R. 334 for accessing Michigan Road.

In addition to improving local mobility by providing an improved choice for accessing Michigan Road (and points east), the 106th Street project would improve existing poor geometric design and would be designed to accommodate heavy truck traffic. A Tax Increment Financing (TIF) area is currently being established to support commercial and industrial development in this area. This will enhance the local tax basis with little impact to Zionsville traffic flows.

106th Street Project Description

As shown on Figure 8.7, the project at 106th Street is located on the south side of Zionsville between U.S. 421 and Zionsville Road. The project would replace or improve the existing intersection of Zionsville Road and 106th Street. A new alignment north of existing 106th

Figure 8.8: 106th Street Reconstruction Project Site Plan



Street would provide a more direct route to U.S. 421. The project would also eliminate two 90-degree turns.

The location of the 106th Street project, including proposed realignment, is shown on Figure 8.8. The total project length is approximately 1.25 miles. The planned roadway typical section is a three-lane minimum (five-lane maximum) urban section with curb and gutters and closed drainage.

The western section of 106th Street to Zionsville Road would be on new alignment. Since a floodway would be impacted, the specific alignment should be determined in consultation with the Indiana Department of Natural Resources. Most or all of this section would require right-of-way acquisition. The eastern section of 106th Street to U.S. 421 would be reconstructed. Right-of-way width may vary depending on the final typical section.

Intersection traffic controls would be determined as a part of project design. Stop control with left turn lanes (or roundabout construction) is assumed where 106th Street connects with Zionsville Road.

The 106th Street project should be developed to meet design standards for an urban collector with a design speed of 45 miles per hour. Environmental impacts should be documented in accordance with federal requirements, and public hearings should be held to discuss key project elements with the public prior to construction. Figure 8.9 106th Street Cost Estimate illustrates preliminary project costs for the engineering and construction of this project.

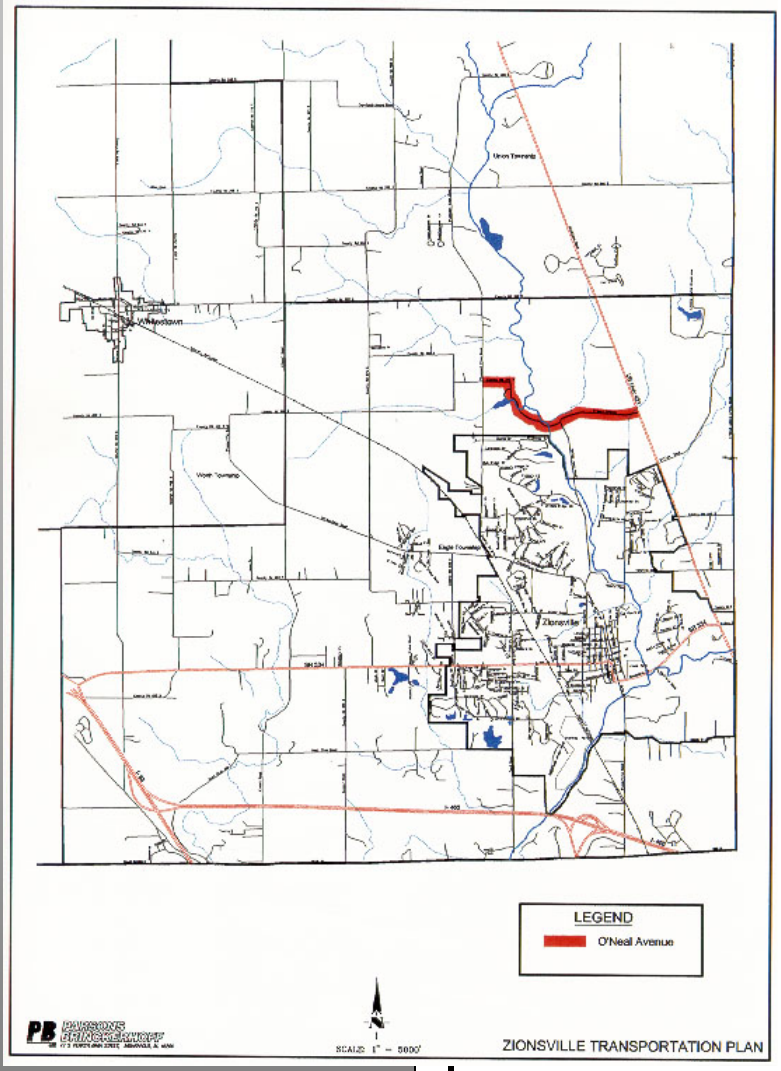
Figure 8.9: 106th Street Cost Estimate

Estimated Construction Cost
Preliminary Estimate of Project Cost
Project: 106th Street, Zionsville

Reconstruct 1.25 mile 3-lane urban collector roadway with bicycle path, shoulder and open drainage, ROW required, Utility Relocation Required.

Scoping	$ 10,000
Survey	$ 50,000
Environmental Documentation	$ 10,000
Preliminary Engineering	$ 400,000
R/W Services	$ 70,000
R/W Management & Supervision	$ 200,000
Land Acquisition	$ 600,000
Construction and CE Costs	$ 4,407,000
Total	**$ 5,747,000**

Figure 8.10: O'Neal Avenue Location Map



O'Neal Avenue Upgrade

As shown on Figure 8.10, O'Neal Avenue is the only east-west connector roadway north of Templin Road and south of C.R. 300S. This unimproved, low-volume roadway links Pleasant View Road with Michigan Road (U.S. 421), and passes through a large undeveloped area north of Zionsville. This area is split by the flood plain of Eagle Creek, which is oriented to the north and south. A narrow bridge is provided on O'Neal Avenue.

There is currently no significant regional need to upgrade O'Neal Avenue. The planned upgrading of C.R. 300S by Boone County and the low density of anticipated development to the west reduces the potential need to upgrade O'Neal Avenue in the future. Due to the aesthetic character of O'Neal Avenue, particularly in the portions passing through the flood plain, the existing roadway should be considered a scenic byway rather than an opportunity to serve modern traffic demands.

A new east-west roadway (on another alignment) may ultimately be needed to serve traffic generated by future development in this area. Traffic impact studies should be conducted at the time the development is proposed. The study should identify roadway needs specific to the planned uses so they can be incorporated into site plans. It should also address access to Michigan Road.

A specific location for a new east-west road is not identified here since it is dependent on the details of proposed development. It is unlikely to be needed before the surrounding area develops. If the roadway is ultimately needed, it could begin at C.R. 375S near its intersection with Pleasant View Road. It would continue to Michigan Road on new alignment from the point O'Neal Avenue enters the Eagle Creek flood plain.

North-South Connector Road between West 106th Street and West 96th Street

The Town of Zionsville, Indiana TIF Economic Development Area Plan has identified the crucial need for a north-south connector road to be constructed between West 106th Street and West 96th Street, connecting with Bennett Parkway. The proposed north-south connector will be a crucial part of the infrastructure improvements that will provide accessibility to inland properties within the area bounded by Zionsville Road on the west, West 106th Street on the north, the Boone-Hamilton County Line on the east, and west 96th Street on the south. The road will be an extension of Bennett Parkway south from its intersection with West 106th Street, connecting this east-west thoroughfare with West 96th Street.

The creation of this connector road will open up a great deal of property for development and will provide an alternate north-south thoroughfare to both Zionsville Road to the west and U.S. 421/Michigan Road to the east.

The proposed connector road will extend approximately 5,200 feet (.98 mile), in length between West 106th Street and West 96th Street.

Office, light industrial and residential development is proposed to flank, and gain access from, the connector road. Development occurring along West 106th Street, Zionsville Road, and West 96th Street will continue to occur in the southeast portion of the Town of Zionsville and abutting southeast portion of Eagle Township, causing the need for an alternate route to better disperse north/south traffic through this area and provide a "by-pass" to Zionsville Road and U.S. 421/Michigan Road.

This traffic pattern should be improved, thus strengthening the network of main streets in this part of Boone County, acting to reduce or stabilize the traffic loads from new development on existing collector and arterial streets in the area of Zionsville.

The proposed improvement will be classified as a collector road, and be designed to the specifications of the Town of Zionsville Construction Standards and Zionsville Subdivision Control Ordinance. Right-of-way dedication/reservation in compliance with these standards is important to ensure the improvements will be realized.

This improvement relates strongly to the proposed 106th Street realignment/upgrade in this Plan, and should be included as part of any future corridor alignment and/or improvement feasibility study proposed for this project.

8.4.1.4 Nonmotorized Travel System

Zionsville Pedestrian & Bicycle Plan

The Zionsville Pedestrian and Bicycle Path System was first conceived by a local Task Force in 1984 and 1985. The Plan was officially adopted as part of the Town's Thoroughfare Plan in 1986. According to the original plan, the primary goal of the system was to "provide improved and safe connections between the Village, parks, subdivisions, and schools of the community."

In 1992, a Land and Water Conservation grant was used to construct Nancy Burton Park, utilizing the abandoned Conrail right-of-way south of SR 334. In 1997, federal-aid highway (TEA) funding was used to construct additional path segments within the railroad right-of-way and along roadways near the schools. Some segments have been constructed with subdivisions and others have been built with Town funds. More than six miles of the originally planned 10-mile system are now in place.

Since 1993, progress on the system has been led by the Pathway/Sidewalk Advisory Committee, appointed by the Town Council. In a report to the Council in December, 1999, the Committee presented the most current

plan update, shown on Figure 8.11, and recommended a five-year plan for continued development.

Although recreation benefits are recognized, the Zionsville Pathway System is planned as an essential component of the transportation network. The system connects with existing path sections along several corridors of the Town and links these with the traditional sidewalk system of the Village. The linear park trail within abandoned railroad right-of-way forms the central spine of the system, linking four east-west pathway sections with the High School/Middle School area.

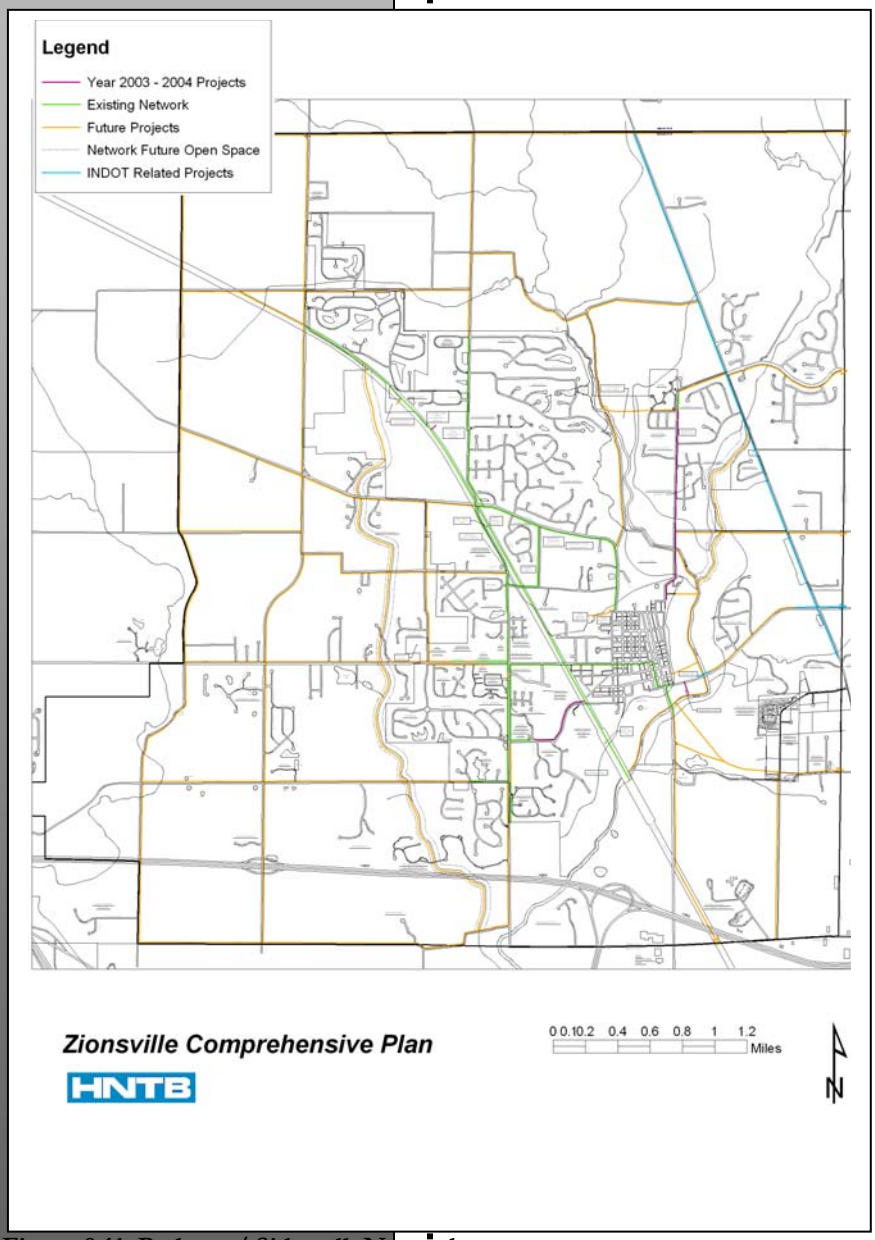


Figure 8.11: Pathway/ Sidewalk Network

The Zionsville Pedestrian and Bicycle Path System is designed to optimize mobility by providing effective regional coverage and connectivity between path segments. These were considerations in the sequencing of construction, so that mobility was optimized at each stage. An early priority was the railroad corridor "spine," combined with connections to Pleasant View Road, Ford Road, and Mulberry Street.

Combined with the existing sidewalk system, the current system provides linkages (within 500 feet) to nearly all facilities identified for service in the original plan. When the southern section of the Mulberry Path is completed in 2000, the following local activity centers will be served by the system:

Starkey Park
Lions Park
Jennings Field
Lincoln Park
Zionsville Golf Course
Zionsville Community High School
Zionsville Upper-Middle School
Zionsville Lower-Middle School

Original Zionsville residential areas
Fifteen residential subdivisions
Downtown "Village" Retail Area
Boone Village Retail Area
Medical Arts, Ford Center
U.S. Post Office
Eagle Elementary School
Pleasant View Elementary School Zionsville
Boys & Girls Club

Some of the remaining path sections pose significant engineering or property availability challenges. Pedestrian access is needed along S.R. 334 to serve Raintree Subdivision and link to Michigan Road, although there are currently no imminent plans by INDOT to modify the existing Eagle Creak

Bridge. A Starkey Road path would improve system safety and connectivity, but the terrain is difficult and right-of-way is limited. The Willow road segment is needed to link with Azionaqua Swim Club, although connecting to the sidewalk grid at the south end is complicated by right-of-way limitations.

Zionsville has been successful in implementing a pathway plan due to early planning and continuous involvement of interested citizens. The system has also expanded as a result of the early inclusion of related development standards in the Towns Subdivision Control Ordinance. Zionsville was one of the first municipalities in the region to require sidewalks or paths in all subdivisions.

Overall, Zionsville has an excellent start to implementing a functional and safe non-motorized transportation network. Through continued planning, regulation, and citizen involvement, the system will continue to serve an important mobility function in the community.

Regional System Connectivity

Effective links to a regional system of pedestrian and bicycle pathway facilities would provide an additional dimension for non-motorized travel in the area. In addition to serving the need for internal connections, the system could provide access to adjacent activity centers, such as the Carmel Towne Center, Fishers, and the Indianapolis Greenways System.

The Zionsville Pathway/Sidewalk Advisory Committee has met with the Carmel Department of Community Services to coordinate pathway plans with those of Carmel-Clay Township. A priority connection has been identified as the eastern extension of the S.R. 334 path across Michigan Road to connect with a path along 116th Street.

As regional roadways are constructed or improved, it will be increasingly important to address non-motorized travel needs in project designs. A significant example is the incorporation of sidewalks with the Michigan Road expansion project to be constructed by INDOT in 2000 and 2001.

Other regional opportunities will be enhanced by constructing pathways in conjunction with planned roadways. A path along Templin Road would provide a new connection to Michigan Road from the Mulberry Street/Colony Woods area. A 106th Street path would link the Village with Michigan Road. These new east-west paths could connect with 121st Street and 106th Street path segments in Clay Township. They should be extended to the county line in the Zionsville Plan.

Southern pathway connections are more difficult due to the barriers of the Eagle Creek flood plain and the restricted I-465 right-of-way. Ideally, this linkage would be provided by extending the railroad corridor path south of Nancy Burton Park. This has proven to be infeasible due to property owner resistance. In the absence of this connection, opportunities to extend the pathway system to the south should be considered in any future expansions of Zionsville Road, Ford Road, and Cooper Road.

Extensions of the pathway system to the north and west should be considered for all major roadway projects. Adjustments to the Zionsville Pedestrian and Bicycle System Plan in this area should be coordinated with non-motorized facility plans of Boone County.

Current Projects

In December, 1999, the Pathway/Sidewalk Advisory Committee recommended a development plan to the Town Council. The plan, including five groups of path segments and a listing of future links, is presented on Figure 8.12.

Priorities for the next three years are to fill in missing gaps on Mulberry and Ford Road, and to construct the Willow Road path to serve the Azionaqua Swim Club and subdivisions on the north side of Zionsville. Priorities during the following two years focus on a Starkey Road connection between Ford Road and Nancy Burton Park, and SR 334 linkages east and west of the Town.

Additional pathway linkages will be constructed at the time associated roadway projects are implemented. These could include the following during the next five years: Michigan Road, Templin Road, and 106th Street. It is anticipated that these segments would be financed by roadway construction funds as part of overall project development cost.

Figure 8.12: Pathway and Sidewalk Development Plan

PATHWAY / SIDEWALK DEVELOPMENT PLAN

Prepared by: The Pathway/Sidewalk Advisory Committee

PRIORITY GROUPINGS:		ESTIM. COST	CONST. YEAR
YEAR 2000:		(3)	
MU-2	Mulberry, Bloor to Ash	$200,000	2000
SF-2	So. Ford Rd., front of Farm Fun Daycare	$22,000	2000
GROUP 1:			
WR-3	Willow Rd, Eagle Creek to Azionaqua	$157,000	2001
WR-2	Willow Rd., Eagle Creek bridge	$180,000	2002
WR-1	Willow Rd., Eagle Creek to Village	$130,000	2003
GROUP 2:			
SK-1	Starkey Rd., Nancy Burton trailhead to Village Christian Parke	$143,000	2004
GROUP 3:			
W334-5	S.R. 334West, north side, Marsh property	$32,000	2003
W334-4	S.R. 334West, north side, Methodist to St. Al's soccer	$16,000	2003
W334-1	S.R. 334 West, south side, P.O. to Old Dominion	$8,000	2004
W334-2	S.R. 334 West, south side, Old Dominion to Irongate	$3,000	2004
W334-3	S.R.334 West, south side, Irongate Dr. to Bentley Dr.	$47,000	2004
GROUP 4:			
E334-1	S.R.334 East, north side, Eagle Creek to Raintree Dr.	$117,000	2005
E334-3	S.R. 334 East, Eagle Creek bridge access	(1) $300,000	2006
E334-2	S.R. 334 East, Raintree Dr. to Spring Dr.	$16,000	2005
E334-4	S.R. 334 East, Spring Dr. to US421	$64,000	2005
GROUP 5:			
TK-1	Turkeyfoot, Oak Ridge to Temple	$103,000	2007
TK-2	Turkeyfoot, Temple to Mulberry	$33,000	2007
SF-3	So. Ford Rd., east side, Starkey to Huntington Woods	$73,000	2008
FUTURE LINKS:			
950-1	950E, St. Al's to Whitestown Rd.	$173,000	
WH-1	Whitestown Rd., 950E to 975E	$61,000	
WR-4	Willow Rd., Azionaqua to US421	$64,000	
ZR-1	Zionsville Rd., Eagle Creek to 106th St.	$55,000	
106-1	106th St., Zionsville Rd. to County Line	(2) $257,000	

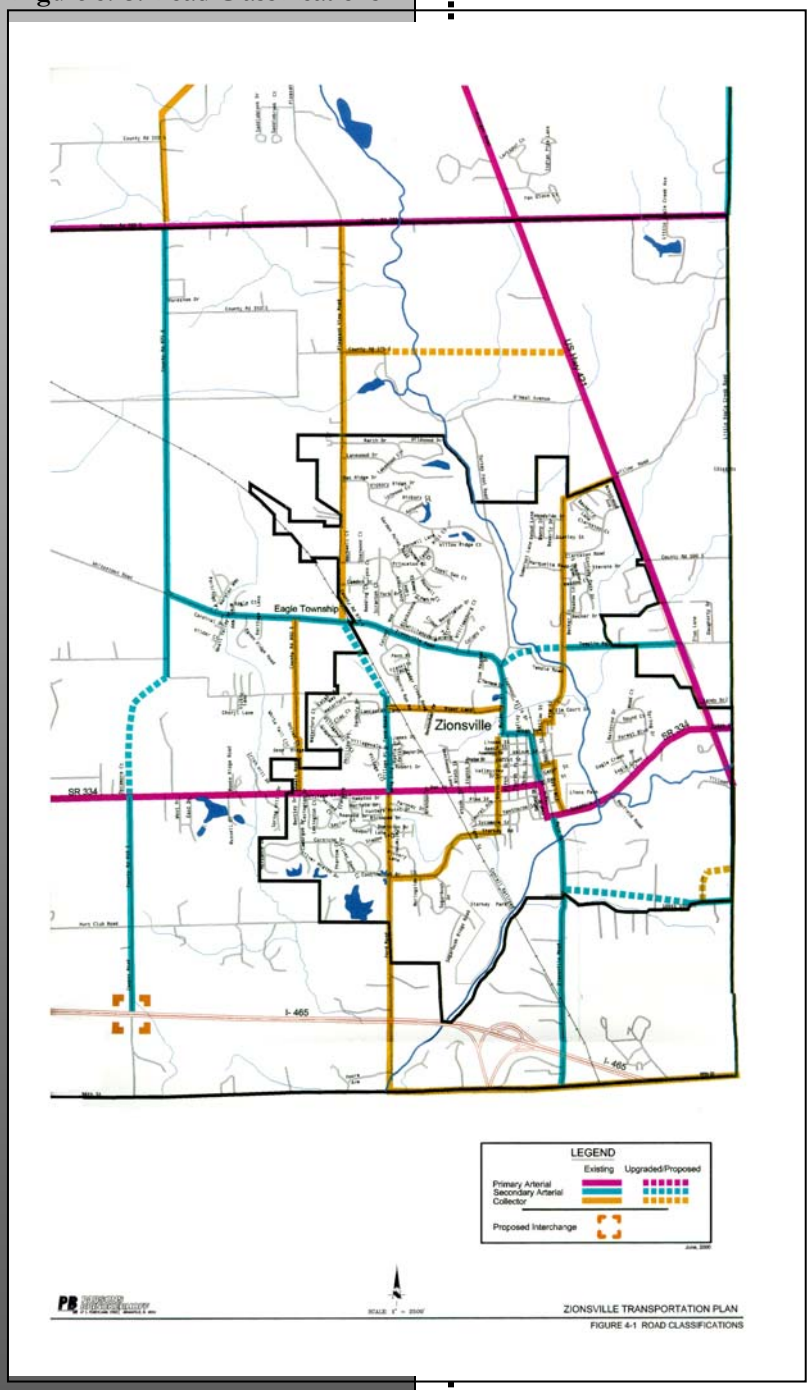
(1) Assumes no INDOT
(2) Reduce by $200,000 if part of Dow property development
(3) No inflation allowance

8.4.2 Recommended Transportation Plan

8.4.2.1 Zionsville Regional Transportation Plan

The Zionsville Regional Transportation Plan includes a thoroughfare plan component and a pedestrian and bicycle path plan component. Both elements play integral roles as part of the full transportation plan for the community.

Figure 8.13: Road Classifications



Roadway System

The Recommended Long-Range Thoroughfare Plan for the Zionsville area is shown on Figure 8.13. The plan classifies future roadways according to their role in the overall travel network, and identifies segments to be upgraded or added. It is a companion to the Boone County Thoroughfare Plan and has been developed with consideration of plans adopted by surrounding jurisdictions.

The overall pattern of planned roadways in and around Zionsville is intended to disperse traffic demand and provide options for travel to major destinations. This will be accomplished by improved access to the interstate system and by improving existing linkages to Michigan Road (U.S. 421).

The proposed Cooper Road interchange with I-465 will provide a new travel option for emerging growth areas between Zionsville and I-65. This new access point to the interstate highway system will require formal approval from the Federal Highway Administration and the Indiana Department of Transportation through a rigorous application process.

As a part of the Cooper Road interchange component of this plan, it is recommended that a special overlay zone be created along the Cooper Road corridor in Boone County. This overlay zone would be intended to protect the current character of land in the area and to avoid the auto oriented commercial development ordinarily found near major highway interchanges. Adoption and enforcement of overlay ordinance provisions would require the cooperation and active participation of Boone County.

Completion of the Ford Road Connector to Pleasant View Road and the extension of Cooper Road north of S.R. 334 will provide for north-south movements through this area, from 96th Street to 156th Street and beyond.

With the extension of Templin Road, motorists will

have a new, safe route to link northern Zionsville with Michigan Road (U.S. 421). East-west travel opportunities will also be enhanced by improvements to 106th Street between Zionsville Road and Michigan Road. Boone County plans to upgrade C.R. 300S will serve east-west travel north of Zionsville.

The Transportation Plan does not include provisions to upgrade O'Neal Avenue north of Zionsville. Due to the unimproved character of the existing roadway and the nature of the terrain through which it passes, O'Neal Avenue is better left as a country byway. Nor does it include a recommendation to extend existing Turkey Foot road to intersect with O'Neal Road. Control of development in the immediate area should make this unnecessary.

A new east-west roadway is shown north of Templin Road, although it is not warranted by current travel patterns or regional need. Its future need could be driven by localized development in the area. Developments proposed in this vicinity should be accompanied by traffic impact studies to indicate how access will be provided by the existing and planned roadway system, or by new linkages to Pleasant View Road and/or Michigan Road.

Pathway System

Minor adjustments are recommended to the Zionsville Pedestrian and Bicycle Path Plan (shown on Figure 9) to incorporate segments associated with recommended roadway improvements and to show extensions of the system beyond Town boundaries. The most significant addition is the Templin Road path between Mulberry Street and Michigan Road. This will also be an important link to the Willow Road Path, to be constructed in 2001 and 2002.

It is recommended that the Path System Plan indicate future connections to Carmel-Clay paths on 106th Street, 116th Street (via S.R. 334), and 121St Street (via Templin Road). Although development details would have to be considered in greater detail as part of project designs, future extensions should also be shown for Zionsville Road, Ford Road, and Cooper Road.

8.4.3 Plan Implementation

8.4.3.1 Implementation Coordination and Funding

The recommended Zionsville Transportation Plan includes three major new projects requiring multi-agency coordination and outside funding for implementation. These projects are the Cooper Road interchange and extension, the Templin Road extension, and the upgrade of 106th Street.

Cooper Road improvements will require the involvement and support of Boone County and INDOT. The extension of Cooper Road to "fill in the gap" north of S.R. 334 will be necessary if the roadway is to serve its intended purpose within the county system. Although this project will impact traffic patterns in Zionsville, it is located entirely within the county. Zionsville should support the county insofar as possible.

The proposed Cooper Road interchange will require approval and support of INDOT and the Federal Highway Administration (FHWA) to be implemented. The first priority of these agencies will be to protect the design standards and operational characteristics of the interstate highway system. A formal process must be followed to achieve interstate access approval. An interstate access study must address regional benefits, traffic impacts on adjacent interstate sections, and physical feasibility. As indicated in this report, these elements appear to be positive for this project.

A funding plan for Cooper Road improvements is still to be developed. A successful plan is likely to involve INDOT, Boone County, and Zionsville. Given the magnitude of the project, it is also likely to involve federal funding. These funds are programmed by the Metropolitan Planning Organization (MPO) for the Indianapolis Region, and require that the project be included in the Regional Transportation Plan. A funding plan should be included in the proposed interstate access study.

Another key component of the Cooper Road project will be the establishment of land use and access controls by means of a special overlay zone. The necessary ordinances and would be established and administered by Boone County, but clearly, the process would be most successful with active participation and support from Zionsville. Although the Cooper Road interchange is many years away, the overlay zone should be established in the near term to protect the corridor while it is still relatively undeveloped.

Zionsville would be the lead in advancing the Templin Road extension project. As a minimum, the project will require coordination with INDOT due to the intersection with Michigan Road, and the Indiana Department of Natural Resources due to the extensive flood plain to be crossed by the project.

Given the magnitude and regional impact of the Templin Road project, it is a clear candidate for federal funding. If urbanized area boundaries are extended following the 2000 census (as expected), this will involve the Indianapolis MPO as well as FHWA. Another potential option might be an earmark in federal funding legislation. The next major transportation bill (to replace TEA21) is due in 2003.

The 106th Street project is also of a magnitude that it warranted federal funding granted through the Indianapolis MPO in 2002. It is located in an area recently established for Tax Increment Financing of infrastructure improvements. This effective funding source required a 20% local match for construction. The Town was granted federal funds in the fall of 2002 of $3,526,000 for construction and CE costs with their matching portion of $2,221,000 for scooping, survey, environmental documentation, preliminary engineering, r/w services, r/w management and supervision and land acquisition. The matching portion can be paid through the TIF funds.

In addition to these major projects, there are other transportation priorities that must be addressed by Zionsville in coming years. Funding the Zionsville share of the Ford Road extension project is an immediate

priority. Ongoing investment will be required to continue implementation of the pathway system. Although not addressed in this plan, continued improvements to the brick surface of Main Street are warranted in the downtown Village area.

Finally, the region would benefit from a cooperative approach by Zionsville and Boone County in defining bridge and roadway improvements at Ford Road and 96th Street. Although this is currently outside Zionsville, there have been recent initiatives to annex this area into the Town. Even if that occurs, the bridge across Eagle Creek will still be a county responsibility in accordance with Indiana law. In either case, this area is a gateway to Zionsville, and the Town has a logical interest in assisting the county in finding the best long term solution to meet functional and aesthetic needs.

In summary, initiative is needed on a number of fronts to implement the Zionsville Transportation Plan. A suggested timetable is presented in the next section. The keys to success will be effective agency coordination and external funding support at a level that has not previously occurred in this area. This is appropriate, given the large areas served and the extensive transportation benefits of the proposed projects.

8.4.3.2 Implementation Schedule

The suggested schedule presented below is an ambitious one. It assumes that that Zionsville is successful in addressing the key funding and coordination elements discussed in the previous section.

2000/2001

- Conduct environmental studies and engineering design for upgrading 106th Street from Zionsville Road to Michigan Road (Zionsville Redevelopment Commission).
- Conduct environmental studies and engineering design for upgrading Templin Road between Mulberry Street and Michigan Road (Town of Zionsville).
- Propose Cooper Road interchange for inclusion in the Indianapolis Regional Long-Range Transportation Plan (Zionsville and Indianapolis MPO).
- Design and construct additional path segments in accordance with the current 5-year plan (Town of Zionsville).

2002/2004

- Acquire necessary right-of-way and construct 106th Street improvements. (Zionsville Redevelopment Commission).
- Preliminary and final engineering design of the north-south connector (Zionsville Redevelopment Commission and Town of Zionsville).
- Finalize engineering design and right-of-way acquisition, and construct Templin Avenue improvements (Town of Zionsville).
- Conduct location and environmental studies for the extension of Cooper Road north of S.R. 334 (Boone County and/or Zionsville).
- Prepare and adopt Cooper Road overlay zone ordinance (Boone County and Zionsville).

- Conduct interchange access study for Cooper Road interchange (Zionsville, Boone County, INDOT).
- Design and construct additional path segments in accordance with the current 5-year plan (Town of Zionsville).

2005/2010

- Finalize engineering design and right-of-way acquisition, and construct the Cooper Road extension project (Boone County and/or Zionsville).
- Complete environmental studies, engineering design, and right-of-way acquisition for the Cooper Road interchange project (Zionsville, Boone County, INDOT).
- Design and construct additional path segments in accordance with plans developed by the Pathway/Sidewalk Advisory Committee (Town of Zionsville).
- Acquire necessary right-of-way and construction north-south connector (Town of Zionsville).

2010

- Construct the Cooper Road interchange project (INDOT, Boone County and/or Zionsville).
- Design and construct additional path segments in accordance with plans developed by the Pathway/Sidewalk Advisory Committee (Town of Zionsville).
- Update Zionsville Long Range Transportation Plan (Town of Zionsville).

CHAPTER 9 IMPLEMENTATION STRATEGIES

The previous chapters of the plan focused on "what" to do, "where" to do it, with an understanding of "why" it needs to be done. While these items are certainly important, they are not adequate to ensure that the comprehensive plan is followed. "How" and "who" are components that also must be considered in developing a specific action agenda that can be followed that provides a step by step basis for implementing the comprehensive plan. Incorporation of Implementation Strategies work to ensure that the recommendations of the Comprehensive Plan are successful.

This Plan is policy document that must be flexible to adapt to the ever-changing conditions in the Town. The town has established that its vision is to be "a vibrant, vital community with small town atmosphere, reflecting 'village' heritage through overall low density, village as a focal point, commercial and light industrial zone, architectural integrity/character, accessible green space, urban forest, pathway system, two-lane 'multiple-dispersal' road system and recreational and cultural facilities." (As taken from the Zionsville, Indiana Overview for 2003). This chapter recommends strategies for implementation of that vision through the Plan's recommendations. It is expected that these recommendations will be considered adjustments to existing activities or opportunities for new ones. When and how these opportunities and recommendations are implemented will be a function of the ever-changing circumstances and conditions in Zionsville, available staff time on the part of the Town and its departments, boards and commissions and the Town budget. For these reasons, the periodic review and evaluation of the plan is highly recommended.

The implementation chapter is broken into three sections including follow up studies and action program, intergovernmental coordination and strategic planning program.

9.1 Follow-Up Studies and Action Program

This section will identify studies, ordinances and other activities that need to be undertaken to implement the comprehensive plan.

9.1.1 Zoning and Subdivision Ordinances

Once a comprehensive plan is updated, there are generally several recommendations that are new that should be incorporated into the zoning and subdivision ordinances where they can be implemented through regulations and enforcement. Zoning regulations typically regulate land uses through regulations that address such areas as height, floor-area ratios, building lot setbacks and other site and development requirements. Subdivision ordinances regulate the subdivision or splitting of land and place the burden of public infrastructure directly on the developer.

Zionsville adopted its most recent development ordinances in 2000. While periodic updates have been made to the ordinances to be more responsive to land use and development issues that have arisen since its inception, these updates did not consider all aspects of the ordinances. Therefore an examination and an analysis memo written that identifies conflict and troubled areas and determines if amendments of certain provisions in the ordinances will fine tune and address any land use and/or development issues or deficiencies.

This plan does recommend certain zoning changes and issues to be addressed. Below is a summary of those recommendations located throughout this plan.

- Within the TIF Redevelopment Area, a portion of the "General Industrial" zoning designation located in the western portion of the redevelopment study area along Zionsville Road should be changed to a "Business" classification to support additional Downtown uses along Zionsville Road and provide the opportunity for linkages.

- The area between the old 106th Street alignment and the new 106th Street alignment currently contains the "Industrial" designation. If there is a desire to create a public space here, the zoning should be changed to "Open Land."

- The northern area of the TIF Redevelopment Area, just west of The Reserve at Williams Glen Apartments, is currently designated as "Industrial". To encourage a medium-density single-family use, the area should be rezoned to a support this type of residential development.

- An area located just north of Hoosier Village Retirement Center is currently zoned "Industrial". If single-family and two-family dwellings are desired in this area, it should be rezoned from "Industrial" to "Single Family Residential".

- Create overlay districts for Zionsville Road, 106th Street, the new North-South connector road connecting 106th Street to 96th Street, and Cooper Road.

- The creation of a Historic District in the Zionsville Village.

- Review and revise, as necessary, the existing zoning classifications of land within the planning area to match up the comprehensive plan map with the zoning map.

- Create a zoning overlay district for Eagle Creek, Little Eagle Creek, Irishman's Run, Fishback Creek and other similar waterways in Zionsville and Eagle Township.

- Revise subdivision standards to further encourage creativity in the preservation of open space, greenway corridors and other natural features.

- Investigate additional incentive based zoning regulations that encourage the preservation of open space, greenway corridors and other natural features.

- Add standards to the subdivision control ordinance that require adequate lot drainage (both runoff and subsurface) for new construction in accordance with state requirements and flood plain regulations and to require installation, and as needed, extension of storm water drains by the developer at his cost.

- Implement Development Plan Approval requirements regarding architectural and design standards for development located within the TIF Redevelopment Area.

9.1.2 Design Standards Manual

To foster coordination between the Town Council, Plan Commission, Redevelopment Commission, Board of Zoning Appeals and developers the Plan Commission should create a design standards and specification manual that will address plat requirements, design principles, specifications and standard construction details for public improvements. The manual should provide guidelines for designing streets, blocks, lots, easements, open spaces, pathways, and other bicycle and pedestrian facilities and other site amenities. Additionally, pictures of specific architectural designs and buildings can be added that clearly illustrates what the Town is looking for regarding new development.

The specifications section could address the construction and installation of these features. Having all of these standards in one document provides clear, one-stop shopping for information on improvements throughout the Town and those developments desiring to be annexed into the Town.

9.1.3 Sub-area Plan Preparation

The comprehensive plan contains one sub-area plan that examines, in detail, conditions of an area and provides general recommendations for its growth and development. This sub-area plan was created as part of the TIF district for the redevelopment area located in the south-east portion of Eagle Township. Sub-area planning is basically planning at the neighborhood level, the road corridor level or for a downtown area, which is an important next step after completing a comprehensive plan. These sub-area plans are more detailed than the comprehensive plan and provide guidance on conservation, revitalization and redevelopment activities. They should look at providing more detailed and focused land use recommendations regarding the range and intensities of the land use categories denoted on the future land use map, extension of infrastructure, landscaping, open space, etc. The first phase of sub-area planning is to conceptualize and set forth these specific recommendations.

The second phase is implementation of a sub-area plan. Different from implementation measures in a comprehensive plan, the implementation of a sub-area plan is to take some of the conceptual design recommendations and implement them through changes in land use or zoning, construction documents for corridor enhancements, or extension of utilities. For example, in the case of a corridor plan, this would include developing construction documents and costing estimates to build the recommendations of the sub-area plan. In some cases, such as neighborhood sub-areas, this many include acquiring land for redevelopment accompanied by detailed land use planning.

Some ideas for future sub-area plans including updated sub-area plan for the 421 Corridor within the entire planning area; SR 334 corridor; and Cooper Road corridor. Some of these areas should be expanded to include the neighborhoods along side the corridor that would be impacted.

9.1.4 Transportation

To a certain extent, the success of the future land use recommendations of the Plan depends on how the transportation improvements are implemented. These improvements are highlighted in this comprehensive plan update. As new

developments are proposed before the Plan Commission, the Plan Commission should evaluate the impact the proposed development will have on the transportation network as well as any improvements such as turning lanes, widening of streets, sidewalks and linkages to the trail system that the developer might propose. The implementation of the thoroughfare plan and bikeway/pathway five year plans includes the following recommendations that should be reviewed and examined as new development is heard before the Plan Commission:

- Create a new local access point to the interstate system and improve connections to Michigan Road.
- Utilize "context-sensitive" design techniques to produce roadways that are more compatible with their physical environment and more acceptable to the Town.
- Update the ten year program established by the 2000 Transportation Plan Update.
- Conduct a study that identifies and studies alternative routes through or around Zionsville to alleviate potential congestion problems.
- Create a new north/south connector connecting 96th Street to 106th Street just east of Zionsville Road.
- Design and build the new segment realigning 106th street from the County line to Zionsville Road.
- Upgrade Zionsville Road from a two lane road to a four lane road with center turning lane to better handle to capacity and increased traffic flow. The feasibility of this upgrade should be documented in the study of alternative routes.
- Upgrade and extend Cooper Road to provide an alternative access route for the west area of Zionsville and Eagle Township. This project would be between State Road 334 and CR 575 South.
- Upgrade and extend Templin Road to serve emerging developments on the east side of Zionsville to U.S. 421. This project is between Mulberry Street and U.S. 421.
- Right-of-way study, engineering and construction for pathway on Starkey Road from Ford Road to Rail Trail.
- Engineering and Construction of pathway on Willow Road from just north of Cross Branch Creek to Templin Road.
- Engineering and construction of a pathway on northside of S.R. 334 west from Ford Road to C.R. 950 East.
- Engineering and construction of a pathway on Willow Road from Azionaqua to U.S. 421.

- Engineering and construction of pathway from Turkey Foot Park to Willow Road.
- Engineering and construction of pathway on southside of S.R. 334 from Ford Road to Bentley Drive
- Engineering and construction of pathway on S.R. 334 from Eagle Creek Bridge to U.S. 421.
- Engineering and construction of pathway on Turkey Foot Avenue from Turkey Foot Park to Mulberry Street.
- Engineering for pathway on C.R. 950 East form S.R. 334 to Whitestown Road.
- Engineering for pathway on Whitestown Road from Ford Road to C.R. 950 East.
- Engineering for pathway on eastside of Ford Road from Starkey Road to Huntington Woods Road.

9.2 Intergovernmental Coordination

This section will outline programs to maintain open lines of communication with outside agencies and members of the community whose activities affect, and are affected by, the comprehensive plan.

9.2.1 Relationship to Other Plans

The comprehensive plan provides a framework for future decision-making. The Plan recommends the preparation or periodic updates of a series of master plans for parks and trails, transportation improvements, and utilities. These plans are intended to describe detailed projects for inclusion in the Town's long range plans. These are also intended to address service, staffing and funding requirements in more detail.

Master plans are considered to be a part of the Plan. Each of these detailed plans should be drafted in such a manner that is consistent with the goals of the Plan. During the process of creating the master plan, there likely will be some suggested refinements to the policies and recommendations of this document. These refinements should be incorporated into the annual review and update process.

9.2.2 Annexation

Annexation helps Town's provide services, manage growth and ensure their communities' economic and physical well-being. Therefore, the next step for Zionsville is to develop a complete annexation strategy that looks at growth over this twenty year period within its defined Planning Area. This further study should map each of the proposed annexation areas and the timing of when that should occur. Also, other planning aspects of annexation should be examined including the number subdivisions within the area, the continuity of the area to the existing jurisdiction, existing land use and zoning, etc. Indiana code has clearly spelled out what should be analyzed when considering annexation. To conserve costs and position the Town for future action, the Town should embark upon preparing a

preliminary document that addresses these specific requirements to fully evaluate annexations. Additionally, the Town should embark on on-going communication with those areas outside of the Town to try and establish open lines of communication and support for future annexation into the Town.

9.2.3 County Planning

Every government is affected by what happens beyond its jurisdictional borders, and the Town of Zionsville is no exception. If fact, as documented throughout this plan, the growth beyond its borders will significantly impact Zionsville both physically and economically. Since this will continue, the Town must be proactive and coordinate with the County and the MPO, particularly in the area of land use planning and transportation improvement efforts.

Zionsville has established a good working relationship with the County Commissioners, Plan Commission, and staff to know what is happening in their back yard. Currently, the staff of Boone County and Zionsville work together to provide comments and feedback to developers for developments occurring near Zionsville. These comments can range from the specific standards for building roads or other infrastructure to the actual location of drainage connections and lift stations. By continuing to build and strengthen this relationship through cooperative agreements or other inter-local measures, the Town can aid in the monitoring and planning for land use and transportation improvements around Zionsville and Eagle Township to participate in and encourage sustainable growth and development and reflect and reinforce the land use recommendations of the Zionsville Comprehensive Plan.

9.2.4 Park Board

To ensure adequate availability of park and recreation programs and facilities, the Plan Commission will have to continue on-going communication and coordination with the Park Board. The Park Board has created a five year master plan that has been approved by the Indiana Department of Natural Resources. This master plan has been incorporated into the comprehensive plan to ensure consistency and continuity when reviewing future development plans. Some of the actions steps that have been outlined in the master plan that can affect future development include:

- Land acquisition to meet the growing needs of the population. Areas of primary interest include Rail Trail extension, Elm Street Green/Lions Park, Game Fields, Eagle Creek Trails, parks for the western part of the community.

- Complete new parks which would include the development of new land and property to provide for the Rail Trail north, Zion Nature Sanctuary, Creekside, American Legion Trail Crossing, Carter Station, Turkey Foot/Lefbo.

- Enhance recreation facilities through the development of a community center and the Zion Nature Center, building game fields, establishing a skate park, sledding hill and ice-skating pond.

- Continue to maintain and upgrade established parks including Jennings Field playground, Rail Train ZCC rest area, Rail Trail signs.

- Aggressively pursue funding sources.

9.2.5 Utility Improvements

As part of the development and administration of future utilities certain actions need to be taken to effectively manage capacity and improvements. The Town Council oversees the development, management and improvement of sanitary sewers and waste water treatment plant. As properties west of the current corporate boundaries continue to develop and require treatment by the existing plant, improvements to the plant will be required. The town has several options it needs to implement in order to prolong the capacity and life of the existing capacity and address future capacity as the Planning Area continues to develop out. Some of the items of implementation include:

- Preservation of capacity in the current waste waster treatment facility to service Carter's Wilderness Farms and the property directly east of it; potentially the Holliday property; or the area south of Town, south of Eagle Creek from 96th Street north the 106th Street.

- Examine and determine whether agreements need to be made with Clay Waste regarding services areas, specifically areas north of Town at the Holliday property; the area south of Town, south of Eagle Creek including the DOW property and the area south of 106th street;

- The design and construction of a new Western WWTP to serve the identified western portion of Zionsville and the Planning Area.

Regarding Storm Sewers and drainage, it has been identified through this plan that there are signification concerns with storm water drainage that needs to be addressed. Additionally with the implementation of a new regulations regarding storm water, action needs to be taken in order to conform Phase II of Indiana's Storm Water Quality Management Plan. The following steps need to be taken starting in 2003 in order to conform to these new regulations.

- Step A (must be submitted 90 days after the effective date of the rule – October 2003)
  - Notice-of-Intent (NOI) letter
  - Initial Application – requires information such as the responsible entity, the schedule of activities for completion of the SWQMP (Storm Water Quality Management Plan), and a proposed budget for the storm water program (first 5-year permit term) with funding sources for each budget item.

- Step B (must be submitted 180 days (6 months) after the NOI letter is submitted)
  - Baseline characterization report, involving investigation of land usage in the MS4 area and assessment of structural and nonstructural storm water BMP (Best Management Practices) locations, identification of sensitive areas, a review of existing and available monitoring data of the MS4 (Municipal Separate Storm Sewer System) area receiving water, identification of areas causing potential and actual pollutant problems, and recommendations for placement and implementation of additional BMPs within the MS4 area.

- Step C (must be submitted 1 year after submittal of the NOI letter). This involves submittal of the actual SWQMP, which will outline the implementation of the six MCMs (Minimum Control Measures). As part of the plan, certification of each MCM program as well as identification of programmatic indicators (there are 34 listed in the rule) must be in place by submittal of the Part C application.

Additionally besides complying with the Phase II of Indiana's Storm Water Permit Program the Town should look at the creation of a storm water utility to over see the implementation of the storm water quality management plan as set forth in IC 8-1.5-5-1 et seq. The purpose of creating this board would be to provide for the collection, disposal and drainage of storm and surface water and the relieving of sanitary sewers of this water. The implementation of this utility would allow the Town to create a special taxing district using bonds or service rates that would provide for the necessary upgrades and improvements identified in the storm water quality management plan.

If created, this board would have a board of directors appointed by the Town Council consisting of three directors, two of which can be of the same political party and would serve as a specified time frame as indicated by the Town Council. This board would then be allowed to hold public hearings, make findings and determinations at those hearings on cases, install, maintain and operate storm water collection and disposal systems, make all necessary or desirable improvements to the ground and premises under its control and issue and sell bonds of the special taxing district to acquire, construct, alter, add or extend the storm water collection and disposal system of the Town.

9.2.6 On-Going Communication

The importance of regular and continuing communication by the Town must be acknowledged. Town officials have a responsibility to communicate with its citizens and business owners about the success of the Town's Comprehensive Plan. Since the Town is already preparing an annual "State of the Town" report, this report should be expanded to include the Comprehensive Plan and the information detailed in Sub-section 9.3.2. The Town could reach more people through the use of its web page rather than simply relying on traditional methods of communication including newsletters and presentations. Since communication involves a two-way dialogue, the Town should look for regular ways to solicit input from its citizens.

9.3 Strategic Planning Program

This section integrates the comprehensive plan with the on-going operations and budget and capital improvements of the Town. The strategic planning program also includes provisions to ensure a regular review of the comprehensive plan and its implementation efforts

9.3.1 Administering the Plan

The comprehensive plan text and accompanying maps represents the "vision" of Zionsville residents for the future development of their community. The focus of this plan is a land use plan that visually depicts the development of areas within the Zionsville and its Planning Area utilizing a variety of land use management

techniques. This land use plan is a result of citizen and community leadership input that is represented in the recommendations of this plan.

The Future Land Use Plan illustrated in Chapter 6, Land Use and Zoning, of this plan is a snapshot of how Zionsville and its Planning Area should look in 2020. The uncertainty associated with the timing and location of future development requires the Town to remain flexible towards new growth and development to respond to the changing conditions in the economy and the Town.

As a final measure to administer the plan, the Town should investigate the creation of a poster plan to hand out to developers, businesses and future residents of the Town. This poster plan would in effect, be a marketing tool for the Town. This recommendation was established as part of the development of the redevelopment area on the south-eastern edge of the planning area as a way to market the Redevelopment Plan to specific businesses.

The creation of an overarching poster plan is an effective tool to marketing the desires of the town. The poster plan would illustrate the existing conditions of the area including the larger regional transportation system, demographics, propose land use and zoning, potential infrastructure improvements, and highlight the vision and the goals of the community.

9.3.2 Plan Commission Yearly Agenda

Each year at the January meeting, the Director of Planning should prepare and report to the full Plan Commission the status of events that occurred in the past year. This subject of this report could include the following:

- The number of subdivisions heard and approved before the Plan Commission;
- The built out of previously approved subdivisions and the subsequent update of the table and map contained in Chapter 3, Housing of this Plan;
- Square footage approved in site plan review;
- The type and number of variances approved by the Board of Zoning Appeals;
- The type and number of special exceptions approved by the Board of Zoning Appeals;
- Any land use or text amendments to the comprehensive plan;
- The number of building permits issued during the year broken down by type;
- Economic and population growth versus the growth rates illustrated in this plan; and
- Any other information that the Plan Commission deems relevant for their operations.

Once information for the past year has been documented, the Plan Commission should review the goals of the Comprehensive Plan to ensue that they are still consistent with the direction that the Town is moving or they need to be amended. Any changes or new goals would need to be amended to the plan. Then an action agenda of items the Plan Commission wants to accomplish over the coming year should be discussed and finalized.

This status update and action agenda should be forwarded on to the Town Council from the Plan Commission for their information as well as inclusion in any State of the Town report that might be provided to the residents. This action will also give

the Town Council the opportunity to suggest any items that might need to be addressed during a given fiscal year.

9.3.3 Town Budget

The annual budget is one of the most important tools for Plan implementation because it sets priorities for actions each year. Capital and operational funding decisions should directly reflect the goals and priorities set forth by the Town Council and the Plan Commission. The Plan should serve as the basis for staff's recommended work programs and a focus for the Town Council discussion of priorities from year to year. Specifically, Town staff should review the Plan's goals and implementation programs and recommend appropriate strategies to achieve the Plan's goals in a manner that is consistent with Plan policies.

9.3.4 Capital Improvements Program

Currently, the Town does not have a formal comprehensive capital improvements program upon which to make budgetary concerns. Therefore, the Town should create, maintain and regularly update a long-range and five-year Capital Improvements Program (CIP). Some specific times for potential inclusion in the CIP are storm water facilities, transportation (both vehicular and non-vehicular modes), park facilities, sanitary sewer improvements, fire and police stations and large equipment items (i.e. pumper trucks, upgrades of Town Hall, police vehicles, etc.).

The long-range CIP is an important planning tool to ensure that the Town's facilities are cost-effective and to ensure that the Town will be able to fund needed public facilities and infrastructure improvements. The long-range CIP should reflect the size, approximate location and estimated costs of improvements needed to serve anticipated growth for the next 15 to 20 years. The CIP should be updated at least once every five years or when significant changes to the base systems modify the Town's long term capital investment strategies. For example changes in service areas, significant changes in the Future Comprehensive Plan Map, changes in service demand or delivery patterns.

The five-year CIP should list short term projects needed to maintain existing levels of service, with each project being assigned a budget and a time frame for completion. The CIP also should delineate the portion of the project costs that are designed to provide new capacity and the proportion that is required to fund existing deficiencies. This delineation will enable the Town to quantify the capital costs associated with new development and to monitor the expenditure of the development fees. The five-year CIP should be updated annually to reflect the Town's budgetary decisions.

9.3.5 Impact Fees

Currently the Town does not engage in impact fees. However with the amount of new development anticipated for future growth, the Town should continue to investigate and determine whether impact fees are a viable alternative to assist in the funding of improvements in certain areas of Town impacted by this new development. Impact fees can be used for a variety of infrastructure projects, including park improvements (for residential developments) as well as road

improvements (for all developments), drainage, sewer and water improvements. Indiana statute governs the implementation of impact fees, and contains considerable regulations for the community to implement.

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HNTB Corporation

Redevelopment Plan

Town of Zionsville, Indiana
TIF Economic Development Area

Redevelopment Plan

Town of Zionsville, Indiana
Economic Development Area

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Executive Summary

The purpose of the Redevelopment Plan is to provide a context for considering development alternatives for a study area located in the southeast corner of Boone County in close proximity to the Town of Zionsville, Indiana.

The development trends of the region provide a greater understanding of the outside influences on Boone County and, more specifically, Zionsville. Over the past twenty years, the Indianapolis metropolitan regional population has grown by only 22 percent, while Boone County's urbanized land use has doubled. Development in the region has traditionally followed major roads, expanding both on the north-south and east-west axes. Once these axes developed out, infill of the northwest, southwest and southeast quadrants began to occur. The northwest quadrant will continue to extend along I-65 into Boone County and US 421 into Zionsville.

As part of the metropolitan region, Boone County has realized an increase in its share of the metropolitan population, reflecting growth at a rate faster than the metropolitan area as a whole. The Town of Zionsville population has grown from approximately 3,900 people in 1980 to approximately 8,800 people in 2000, an increase of approximately 55 percent. Population and employment projections show continual growth of the northwest quadrant, with Hamilton, Hendricks and Boone Counties as the fastest growing counties in the metropolitan region.

As US 421 continues to develop with commercial and industrial uses, more residential growth will continue west into Zionsville from Hamilton County. While these trends favor Zionsville, it should be noted that the population and employment projections do not indicate where specifically within each county this growth will occur.

In late 2001, NAI Olympia Partners presented a real estate market report for the Indianapolis Metropolitan Statistical Area. While the report takes into account the economic recession, there is a greater element of uncertainty than normally exists for such market forecasts. Overall, retail development has been the hardest hit by the current recession, which could affect retail potential in the near future. However, many retailers are continuing to expand. The suburban office market still contains some growth potential with a significant amount of available Class-A office space. Industrial and warehouse development has slowed in recent months due to the economic recession and with the market leaning toward buildings with 600,000 to 800,000 square feet under roof, the opportunities for warehouse development in the study area may be constrained.

One prominent factor for development is that the study area is located in an easily accessible area south of Zionsville. It is served by major transportation arteries, including Zionsville Road on the west, 106th Street to the north, 96th Street to the south, and SR 334 and US 421 to the north and east. There are four major land uses in the study area, including vacant, residential, industrial and institutional uses. Vacant land is the predominant land use, which provides opportunity for immediate development. Some of these areas are located near the intersection of Zionsville Road and I-465, the area between 106th and 96th Streets, and north of 106th Street. Industrial development is primarily located to the east of the study area on either side of 106th Street and interspersed along Zionsville Road. There are two significant uses in the study area, including Hoosier Village Retirement Center, located north of 96th Street, and the cemetery northeast of Zionsville Road, which should be considered regarding land use compatibility when proposing future land uses. Residential uses are primarily located along Zionsville Road in long narrow tracts of land.

Besides land uses shaping the development pattern of the study area, natural features will also influence its development. Features to be considered include floodplains, wetlands, wooded areas, slope elevations and steep slope areas. The northwest portion of the study area is occupied by a natural features corridor that will impact the suitability for potential development. The steep slopes and presence of floodplains are factors to be mitigated.

Finally, visibility plays an important role in the redevelopment potential of the area, especially for commercial development, while providing a constraint for industrial and warehouse development for which visual buffers from residential development are generally desired. The most visible areas within the study area include the strip parallel to US 421 to the northeast, a few scattered sites along Zionsville Road, and the large area to the southeast of the study area.

As the Town has moved forward with the Redevelopment Plan for the study area, consideration of funding needed for improvements became a major focus. When the TIF District was established, the initial efforts cited such improvements as transportation, expansion of utilities, development of sidewalks, continuation of a trail system, and mitigation of planning obstacles.

The goals and objectives of the Redevelopment Plan must be consistent with that of the Comprehensive Master Development Plan for Zionsville. When the northern portion of the study area north of 106th Street was annexed into the Town, goals and objectives were adopted for the area. Therefore, these same goals and objectives should be applied to the study area and be used by the Redevelopment Commission and Plan Commission in review of projects and improvements for the area.

The future land use for this area will contain several different land uses, including higher density residential, technology, industrial, commercial, business, recreation, and low density single family residential. The overall vision for this area is to provide a mixture of uses as it is the last area where the Town will have the opportunity to truly design and mold the highest and best use.

While much effort has been expended by the community and Town officials in developing this plan, after adoption it is often tempting for a community to relax a bit and let things take their course. However, to ensure that the Redevelopment Plan and the goals contained within this Plan are maintained, the Plan should be monitored and implemented. Implementation is the final step and the Plan Commission, Redevelopment Commission, and Town Council should be prepared to begin execution immediately upon adoption of this Plan. To assist with this execution, several action steps are recommended in the areas of adoption, coordination with Boone County, zoning recommendations, site assembly, site preparation, provision of public improvements and facilities, quality of development/urban design plans, water and sewer utility plans, and marketing of the Plan. These action steps are not necessarily listed in the order in which they should occur, but are mere suggestions of improvements to be made over the life of the TIF District.

CHAPTER 1: INTRODUCTION

Purpose

The purpose of the Redevelopment Plan is to provide a context for the consideration of development of a study area located in the southeast corner of Boone County in the vicinity of the Town of Zionsville, Indiana. The study area has previously been identified as having great strategic importance for the future development of the Town, which has resulted in a designation of a tax increment finance (TIF) district for the funding of infrastructure to accommodate its future development.

The general location of the study area can be viewed on the Study Area map on the following page. The bold black line on the following page outlines the TIF District boundaries. The northern area of the TIF district includes the downtown Village, bordered by Second Street on the west, Poplar Street on the north, and Elm Street on the west. The TIF boundary continues to the south and encompasses an area that borders just south of Eagle Creek as its northern boundary, the Boone-Hamilton County line as its eastern boundary, 96th Street as its southern boundary and Zionsville Road as its western boundary.

Additionally, It should be noted that the Redevelopment Plan study area boundary does not include all areas of the TIF District adopted by the Town Council. The Redevelopment Area is a more concentrated area focusing on the underdeveloped and vacant land in the larger portion of the TIF area. The intent was to focus on the improvements and land uses in this area and provide recommendations as to its development.

The Town of Zionsville initially annexed an area southeast of the Town to 106th Street in March, 1998. At that time, an amendment to the Town's Comprehensive Master Plan was adopted to incorporate goals and objectives for future development of the jurisdiction. The Town adopted an Economic Development Area in February of 2000. The development area was created to include the sparsely developed area south of SR334, north of 96th Street, east of Zionsville Road and west of the Boone-Hamilton County Line.

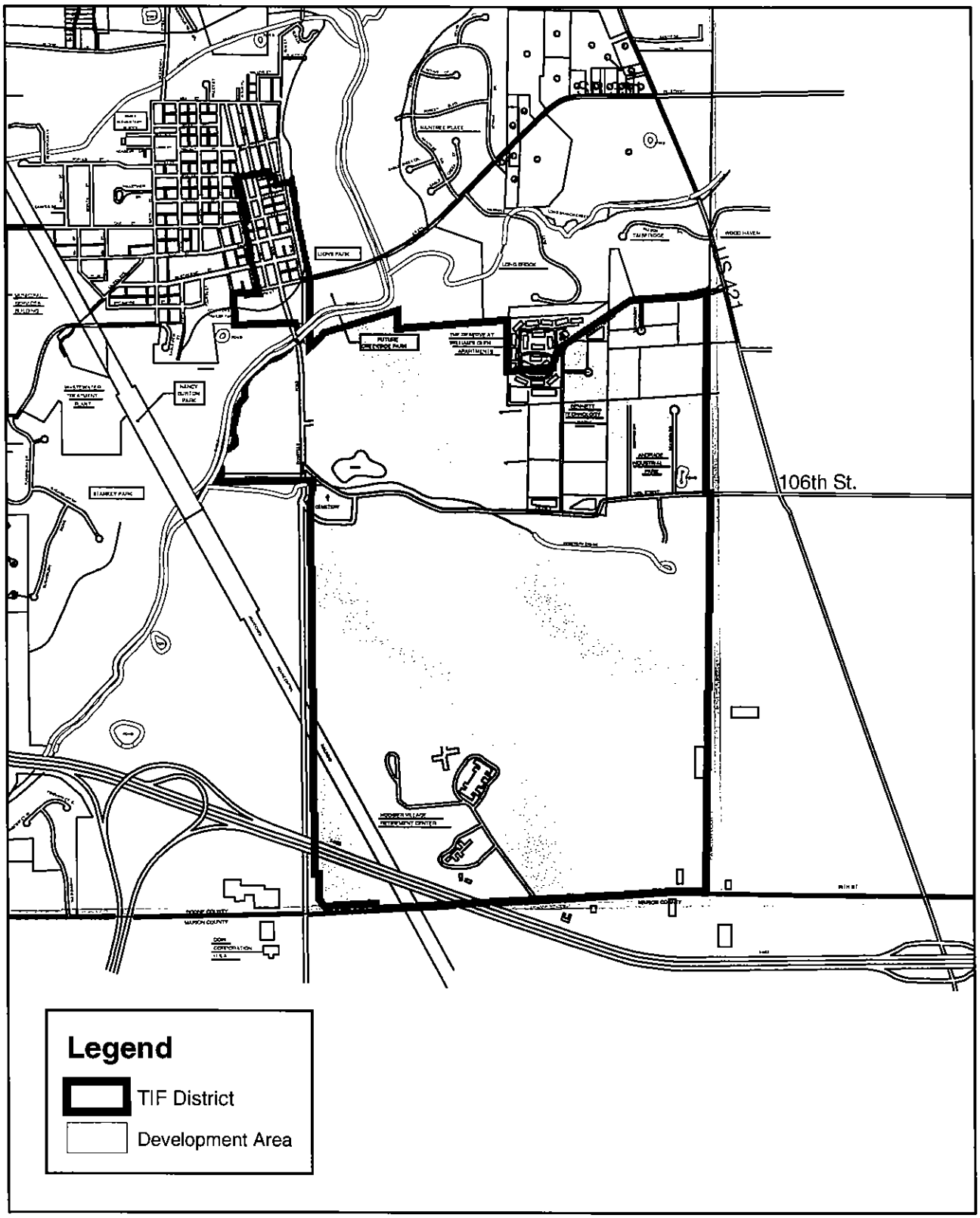
It was the Town's desire to establish a TIF District to garner revenue to fund infrastructure improvements to this area. To help guide those improvements, a Redevelopment Plan for this area was needed to guide land use and economic development efforts.

Previous visioning efforts for this area have focused on its development as an employment center; however, the types of employment (industrial, office, or retail) to be developed are still being debated. Thus, an important step in planning for this area is to consider the overall market feasibility for these various types of development. This plan provides the first step in the analyses of potential market development for this area.

Also of importance in planning for this area are the characteristics inherent in the site itself, which affect its suitability for various types of development. These characteristics include such variables as topography, vegetation, ownership[1], visibility, and access, which can alternatively be viewed either as opportunities or constraints, depending upon the type of development being considered.

[1] It is noteworthy that the Redevelopment Commission has previously conducted studies of ownership, which are not considered in this report.

Study Area



Zionsville TIF Plan

0 1,050 2,100 4,200 Feet

HNTB

This plan is more than a market study. It is to be used as a guide to the improvements and process that the Redevelopment Commission and other Town bodies could undertake to help promote and spur development in the study area. This plan should assist in facilitating orderly growth and compatible land use, supporting infrastructure development, including roads and utilities by identifying future land uses, including intensity and type, establishing potential development guidelines, supporting future financial planning within the TIF District, identifying potential annexation area expansion, and supporting agency funding applications and local economic development initiatives.

Organization of Report

The remainder of this report is divided into three additional chapters. The second chapter examines historical and projected trends in population and employment to answer general questions relating to the types of development being attracted to the area. This chapter also considers important characteristics of industrial and commercial markets that may affect the competitiveness of the area for certain types of development and considers the area's variables, including natural features, land use, and other features. The third chapter summarizes the issues and opportunities discuss at a roundtable discussion in March, 2002. The last chapter details recommendations and next steps the Redevelopment Commission should take in implementing this plan.

CHAPTER 2: EXISTING CONDITIONS

Regional Influences

To provide a greater understanding of outside development influences on Zionsville, it is relevant to review the historical growth of the metropolitan area, as depicted in the Historical Development Patterns Map from the "2025 Indianapolis Economic Analysis Report".

The orange area in the center of the map represents the contiguous developed area in 1960. Moving outward, the red area represents the growth of the area through 1980. The outermost, purple area is the contiguous developed region in 2000. The region stretches from Boone and Hamilton Counties in the north to Johnson County to the south. Between the mid 1980's and 2000, the population of the Indianapolis Metropolitan Region only increased by twenty-two percent (22%), while the urbanized land area of the region doubled. This large consumption of land area was due to a development pattern in suburban communities characterized by low density residential developments. This development pattern also included large, low density commercial facilities to serve these residential developments.

Development in the Metropolitan Region has traditionally first expanded along the north-south and east-west axes, followed by infill of the northwest, northeast, southwest and southeast quadrants of the area.

A closer look at the northwest quadrant reveals a development pattern that continues to extend north along I-65 and US 421. Development policies have managed to control growth in Eagle Township (Boone County), resulting in major bursts of development around it, notably along US 421, in the form of office park developments and retail strip development as shown on the Land Use Map.

Historical Trends

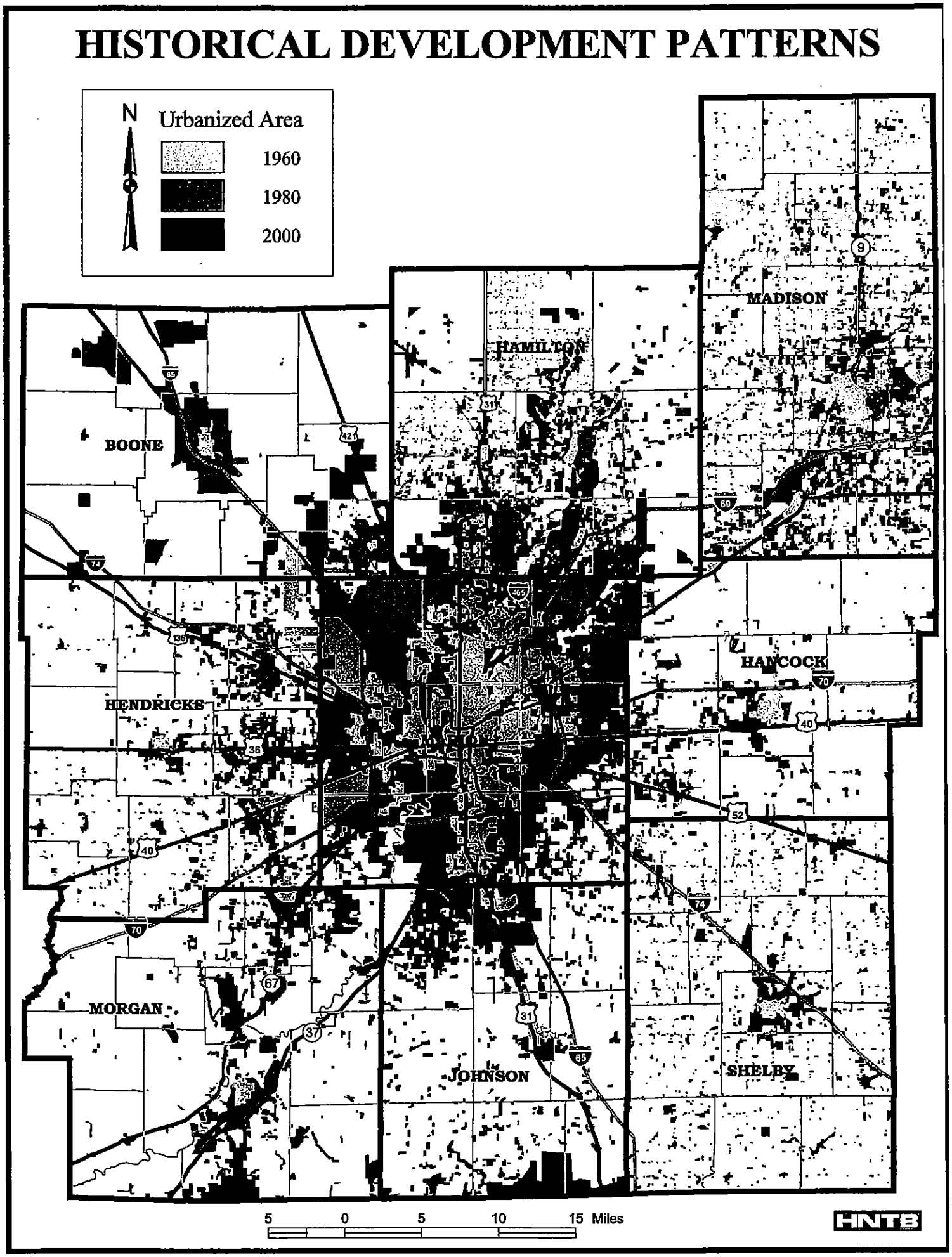
Boone County is a component of the nine-county Indianapolis Metropolitan Statistical Area (MSA). Not only has it been growing in absolute numbers, but its share of the total metropolitan population is increasing, indicating that it is growing at a faster rate than the metropolitan area as a whole:

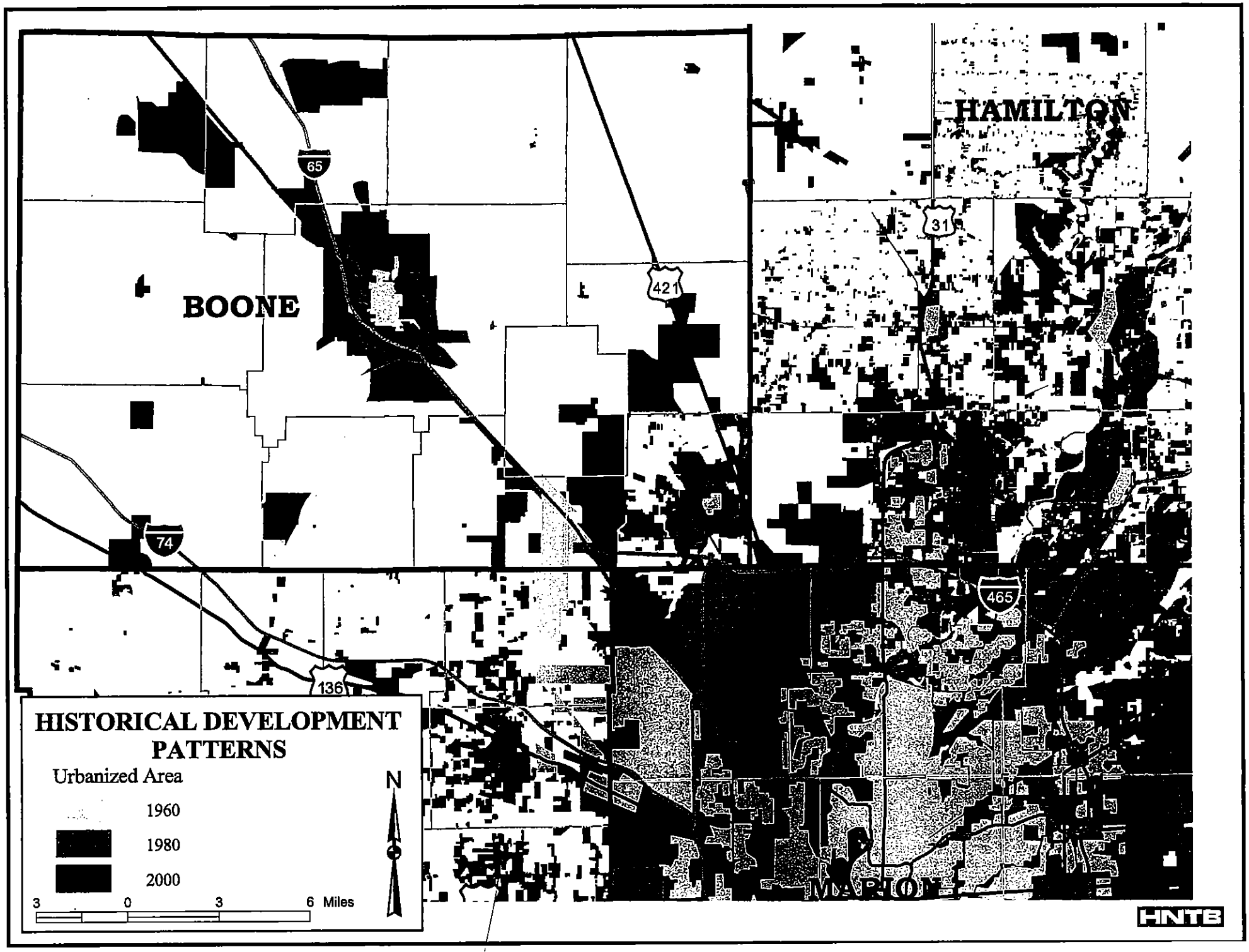
Table 1: Historical Population Change

	1970	1980	1990	2000
Boone Cty.	30,870	36,446	38,147	46,107
% change		18%	5%	21%
Metro Region	1,248,335	1,305,911	1,380,491	1,607,486
% change		5%	6%	16%

Much of the MSA growth has been within Boone, Hamilton and Hendricks Counties. The population of the Town of Zionsville has increased from 3,948 in 1980 to 8,775 in 2000, an increase of 55.01 percent.

HISTORICAL DEVELOPMENT PATTERNS




HAMILTON
BOONE
MARION
65
31
421
74
465
136
HISTORICAL DEVELOPMENT PATTERNS
Urbanized Area
1960
1980
2000
3 0 3 6 Miles
N
HNTB

Population and Employment Trends Projections

Projections were obtained from the recent 2025 Indianapolis Economic Analysis Report commissioned by the Indianapolis Department of Metropolitan Development. These projections were developed for all nine counties of the Indianapolis MSA, which includes Boone County. The population projections were based upon statewide projections developed by the Indiana Business Research Center at Indiana University, and adjusted for recent population trends and land use patterns. The employment projections were derived from the MSA projections developed by the U.S. Bureau of Economic Analysis (BEA) that were similarly adjusted for recent population trends and land use patterns. Table 2: Population and Employment Projections, lists the results for Boone, Hamilton and Marion Counties.

Table 2: Population and Employment Projections

BOONE COUNTY	2000	2005	2010	2015	2020	2025
Population	46,100	49,500	53,400	57,300	61,100	64,900
Percent of Metro Population	*2.9%*	*3.0%*	*3.1%*	*3.2%*	*3.3%*	*3.4%*
Total full- and part-time employment	21,421	23,200	24,600	25,900	27,500	30,900
Employment per Capita	0.47	0.48	0.48	0.49	0.49	0.51
Percent of Metro Employment	*2.0%*	*2.1%*	*2.2%*	*2.3%*	*2.4%*	*2.6%*
Wage and salary employment	14,726	16,020	17,190	18,140	19,300	21,600
Proprietors' employment	6,695	7,110	7,250	7,490	7,840	8,470
Farm employment	791	700	630	560	480	320
Nonfarm employment	20,630	22,430	23,810	25,070	26,660	29,750
Private employment	18,849	20,810	22,280	23,680	25,490	29,140
Ag. serv., forestry, fishing, and other	530	560	590	620	660	730
Mining	53	60	60	60	70	70
Construction	2,180	2,460	2,560	2,690	2,850	3,160
Manufacturing	2,208	2,300	2,360	2,410	2,460	2,530
Transportation and public utilities	665	710	760	790	840	930
Wholesale trade	1,079	1,170	1,230	1,290	1,370	1,520
Retail trade	3,963	4,200	4,380	4,550	4,750	5,120
Finance, insurance, and real estate	1,474	1,580	1,670	1,750	1,850	2,050
Services	6,698	7,790	8,670	9,520	10,650	13,030
Government and government enterprises	2,344	2,510	2,640	2,750	2,890	3,160

Table 2: Population and Employment Projections (continued)

HAMILTON COUNTY	2000	2005	2010	2015	2020	2025
Population	182,700	195,200	220,600	245,900	270,700	295,300
Percent of Metro Population	***11.2%***	***12.3%***	***13.2%***	***14.0%***	***14.7%***	***16.2%***
Total full- and part-time employment	105,000	117,700	125,000	129,200	132,600	146,400
Employment per Capita	***0.60***	***0.60***	***0.58***	***0.55***	***0.53***	***0.50***
Percent of Metro Employment	***9.9%***	***10.6%***	***11.0%***	***11.3%***	***11.5%***	***12.5%***
Wage and salary employment	79,255	90,450	99,150	103,920	107,190	121,220
Proprietors' employment	25,751	28,270	26,930	26,350	26,520	26,090
Farm employment	713	650	610	590	580	510
Nonfarm employment	104,293	118,080	125,460	129,670	133,130	146,800
Private employment	103,544	120,250	130,240	135,770	140,470	159,500
Ag. serv., forestry, fishing, and other	1,832	2,010	2,150	2,220	2,280	2,510
Mining	490	530	570	590	610	670
Construction	8,353	9,230	9,880	10,200	10,470	11,540
Manufacturing	11,789	13,690	14,750	15,360	15,870	17,930
Transportation and public utilities	5,004	5,130	5,680	5,800	5,980	6,590
Wholesale trade	7,497	8,300	8,850	9,130	9,380	10,330
Retail trade	21,435	25,120	27,210	28,400	29,400	33,490
Finance, insurance, and real estate	14,769	17,040	18,050	18,670	19,160	21,110
Services	32,374	39,200	43,100	45,400	47,330	55,330
Government and government enterprises	8,243	8,970	9,330	9,520	9,670	10,230

MARION COUNTY	2000	2005	2010	2015	2020	2025
Population	860,50	866,600	856,700	846,900	837,800	829,300
Percent of Metro Population	***52.6%***	***49.5%***	***47.1%***	***45.0%***	***43.2%***	***40.0%***
Total full- and part-time employment	700,30	723,600	732,000	724,400	712,600	689,000
Employment per Capita	***0.85***	***0.90***	***0.93***	***0.95***	***0.96***	***0.96***
Percent of Metro Employment	***65.8%***	***64.3%***	***63.4%***	***62.4%***	***61.3%***	***58.3%***
Wage and salary employment	625,53	649,180	62,170	49,310	631,740	608,110
Proprietors' employment	74,777	74,500	65,780	69,280	73,600	80,520
Farm employment	349	310	310	320	340	370
Nonfarm employment	699,96	723,370	727,640	718,260	704,990	688,270
Private employment	626,33	653,820	658,850	647,910	632,280	612,820
Ag. serv., forestry, fishing, and other	3,283	3,510	3,490	3,460	3,390	3,310
Mining	808	740	770	760	740	730
Construction	35,791	36,850	37,080	36,620	35,940	35,090
Manufacturing	80,299	78,230	77,820	78,710	79,880	81,220
Transportation and public utilities	42,577	44,650	44,580	44,110	43,260	42,240
Wholesale trade	45,191	47,210	47,320	46,760	45,880	44,800
Retail trade	124,04	128,870	130,140	127,970	124,940	121,120
Finance, insurance, and real estate	60,999	62,540	63,100	62,270	61,120	59,680
Services	233,33	251,220	254,550	247,260	237,130	224,650
Government and government enterprises	73,979	69,860	69,090	70,670	73,060	75,810

Source: Indianapolis Economic Analysis -Indianapolis Department of Metropolitan Development

Several conclusions can be drawn from the information in Table 2:

1. Hamilton County's population is expected to grow at a rate of approximately 2.5 percent per year, making it the fastest growing county in Indiana. This could have direct implications on Zionsville as US 421 continues to develop with commercial and industrial uses, encouraging more residential growth to continue west from Hamilton County into Zionsville.

2. Boone County will continue to grow at a moderate rate of about 1.5 percent per year, making it the third fastest-growing county in the MSA (behind Hamilton and Hendricks Counties). This growth rate exceeds that of the MSA as a whole, meaning that Boone County will accommodate an increasingly larger share of the MSA's population. A similar conclusion applies to the employment projections, which indicate a growth rate of about 2.1 percent per year.

3. Over the next 25 years, the population growth for Marion County is expected to slow and eventually decline. Non-farm employment will see an increase until about 2020 and then start to decline. With the build-out of the northern townships of Marion County and the decline in its overall population, growth will continue to move north where there is available land.

4. All major non-farm employment sectors will increase, but the financial/real estate and services sectors will see the largest increases. The service sector will approximately double in size by the year 2025 for Boone and Hamilton Counties.

5. Population projections in both Boone and Hamilton Counties indicate a strong demand for residential construction, and hence construction employment. Also, the population change in Boone County may influence retail development as stores move to areas closer to their customers.

6. While these projections speak to each county as a whole, they do not tell where specifically within each county these areas of growth will most be felt. Studies of historical urbanized growth, as discussed in the Regional Influences section, for the urbanized region reveals that most of the growth within the past two decades mirrored the course of major transportation investment, most notably the interstate highway system. Zionsville is on the urbanizing "frontier" of the MSA, such that development pressures in the study area are expected to continue to increase in relation to the access provided to nearby major transportation facilities.

Market Conditions

Most of the information in this section is derived by a market report from NAI Olympia Partners developed at the end of 2001. The information was developed for market segments of the Indianapolis MSA. The market segments were greatly affected by the economic recession of 2001, which continues at the time of this writing. The recession introduces an even greater element of uncertainty than what is normally found for such market forecasts.

Commercial Development

Retail development is the market sector hardest-hit by the current recession. The current lack of consumer confidence will greatly affect retail potentials in the near future. Still, many retailers are continuing to expand within the MSA, including Target, Stein Mart, Costco, Home Depot, Lowe's, Menard's, Marsh, and others. A large retail expansion is currently taking place close to the study area, at 106th Street and Michigan Road, including a new Target Super Store and Ritters Frozen Custard.

The suburban office market still sees some growth, although vacancies in Class-A office space are currently high. Park 100 currently has a little over 200,000 square feet vacant, a slight increase over 2000 levels. The Meridian Corridor has a little more than 300,000 square feet vacant, and Carmel's office market is very soft, with more than 600,000 square feet vacant; both of these markets suffered occupancy losses in 2001. These statistics may indicate a general softness in the office market on the north and northwest sides of Indianapolis.

Industrial and Warehouse Development

The market report for industrial development focuses a great deal on distribution facilities, no doubt because of the overall excellent transportation accessibility of the MSA. A general trend in the increase of warehouse building sizes is noted, with the current market leaning towards buildings with 600,000 to 800,000 square feet under roof (up from 150,000 square feet during the 1980's), which may constrain the opportunities for warehouse development in the study area. Construction of warehouse and light industrial development has slowed in recent months due to the economic recession.

Competing Facilities

When deciding on the types of facilities to be developed in the study area, competing facilities in the greater MSA should be considered. Five corridors were identified as being potential competitors to the study area and are briefly described below in terms of type, quantity and vacancy rates and tenant changes.

- US 31 / Meridian

  Meridian Corridor office space lost close to 200,000 square feet in absorption in 2001 and has currently a little more than 300,000 square feet vacant. There have been no new developments of significant size.

- Park 100 / INTECH

  Park 100 currently has a little over 200,000 square feet vacant, a slight increase over 2000 levels. Park 100 office park has gained close to 100,000 square feet in absorption this past year. It is the only office park that has experienced such growth. Better transportation access and larger sites have contributed to the attractiveness of the area.

  New office buildings in 2001 in the INTECH park averaged in size between 110,000 and 140,000 square feet

  Three out of the ten major industrial lease transactions for 2001, listed by Olympia Partners, took place in Park 100 and were between 300,000 square feet and 435,000 square feet

- Carmel

  Carmel office space lost more than 100,000 square feet in absorption in 2001. Carmel's office market is very soft, with more than 600,000 square feet vacant. There have been no new developments of significant size.

- US 421 / Michigan Road

  Michigan Road between 86th and 106th Streets has seen new big box retail growth. This node includes Marsh, Walgreen's, Walmart, Sam's Club and Kroger. The latest additions are Costco and Super Target.

  As mentioned above, this node has become an anchor in the area and is still growing. It represents an asset for new development in the study area, which can take advantage of its proximity to this existing development. However, it limits commercial development to the northeast side of the site.

  This corridor is not separately listed in the market report, therefore specific absorption data is not available.

- Boone County

  Olympia Partners indicates significant growth in the suburban market, listing eight new industrial parks, one of which is the Lebanon Business Park.

  Two out of the ten major industrial lease transactions for 2001 took place in Lebanon. They were: Con-Agra (495,000 square feet) and Pearson Education (1,088,000 square feet).

  Lebanon appears to be emerging as a major industrial node within the MSA.

  The Boone County Economic Development Corporation has provided a list of recent developments in the County (square footage information was not available), including:

  <u>New to the area:</u>

  Gander Mountain, Lebanon, 2000

  General Cable, Lebanon, 1999

  Haynes International, Lebanon, 1999

  <u>Expansions, new facilities, all in 1999:</u>

  Pamida, Lebanon, Discount Retail

  Pearsons Education, Lebanon, Books (mentioned above)

  Sanders Building & Contracting, Whitestown, Building equipment

Browning Technology Park, Zionsville

USA Manufacturing, Lebanon, Heating and AC units

Site Conditions

Existing Land Use and Zoning

The character of the area and its existing land uses can determine the types of new uses that could be developed. In some areas, a policy of encouragement of development that is similar to existing uses may be feasible, while conversion of existing land uses as a policy may be in order in other areas to enhance the character of the area and increase land value. The existing zoning of the land area also indicates the types of uses that could be developed. It should be noted that in some cases, zoning might not match the existing land uses. In subsequent phases of this project, those issues will need to be addressed. Please refer to the attached Existing Land Use map and Zoning map. The zoning map is not the official map of the Town or the County. The area north of 106th Street is zoned under the Town of Zionsville while the area south of 106th Street is zoned under Boone County.

Zionsville Road and 106th Street are the two major roadways that cross the site. The northern segment of Zionsville Road, at the entrance to the Town, and the southern segment of Zionsville Road, at 86th Street and the I-465 interchange, represent important gateways to the study area and should be the subject of special treatment. These areas are presently occupied by commercial and industrial uses or are vacant. The northern segment of Zionsville Road is zoned commercial and the southern section is zoned residential and industrial.

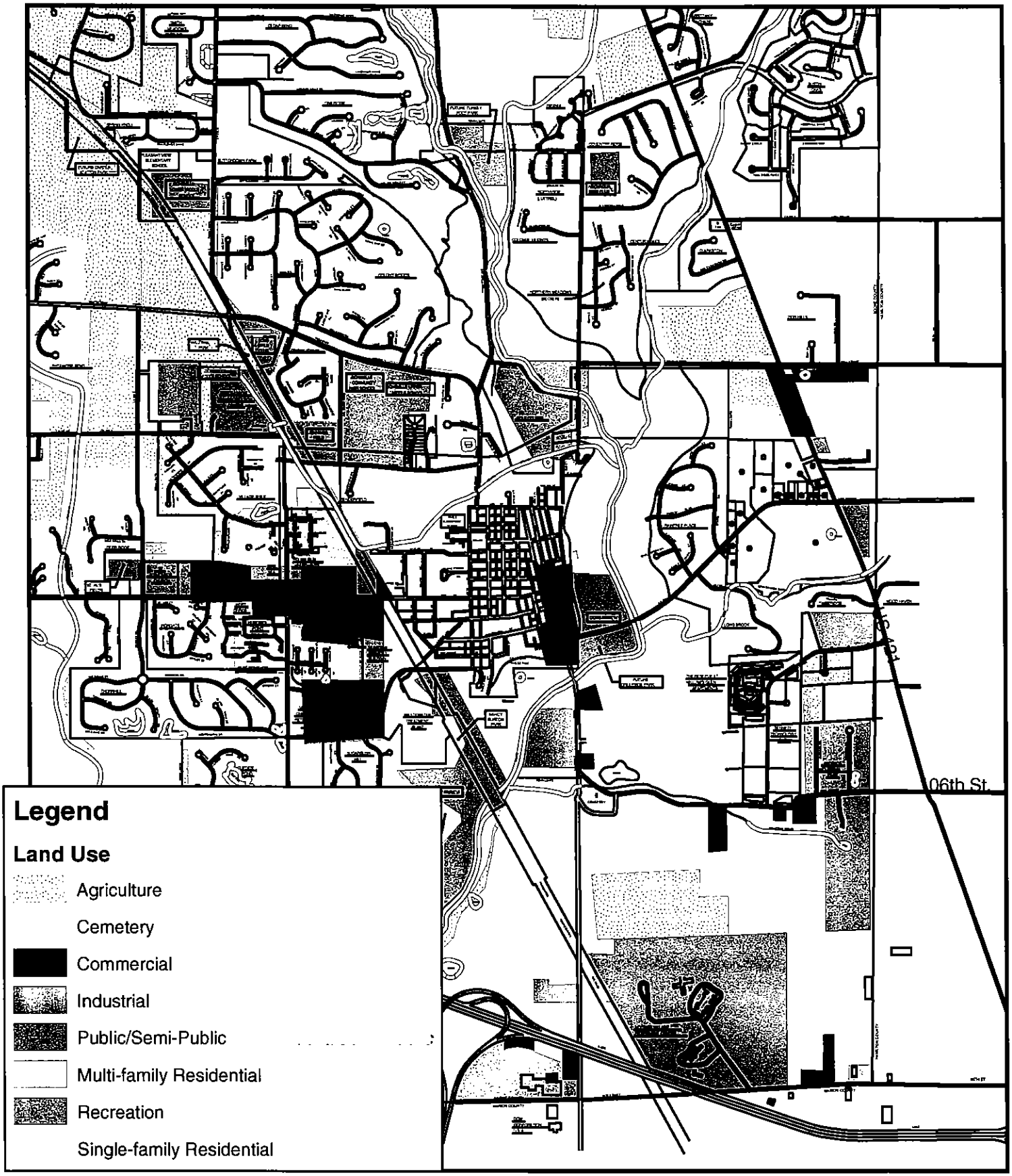
Narrow tracts of frontage residential uses are found in the central portion of the study area, along Zionsville Road and along the south side of 106th Street, resulting in a partial separation of the inland from the major roadways. A north/south roadway has been proposed to link 106th Street to 96th Street that, if implemented, would greatly enhance access to that part of the study area. The inland is currently predominantly vacant and/or agricultural and thus has major development potential. The inland has been zoned R4 for high density residential uses.

To the north of 106th Street, large tracts of vacant land have been designated for future industrial (I-1) and residential uses (RSF-2).

Industrial development is predominant to the east of the study area, on either side of 106th Street. Properties abutting the county line have been zoned I1 and, if developed as such, would reinforce the existing trend. To the south of I-465, the existing land uses match the I-1 industrial zoning designation.

Large institutional grounds like the Hoosier Village Retirement Center north of 96th Street and the cemetery northeast of Zionsville Road represent large tracts of land that cannot feasibly be converted or developed.

EXISTING LAND USE



Zionsville TIF Plan

HNTB

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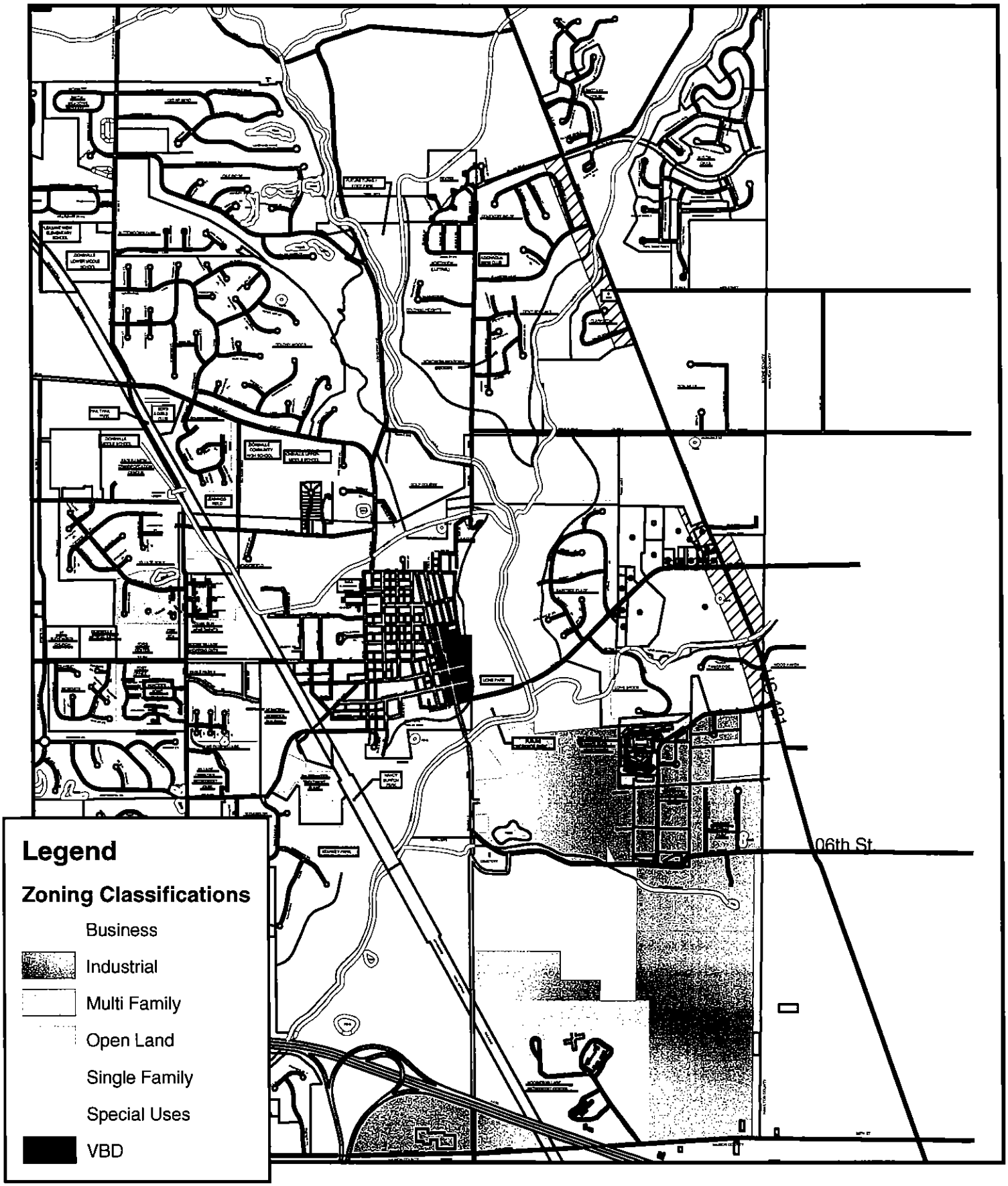
ZONING



Zionsville TIF Plan

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Natural features

The natural features of an area will greatly influence its future land use character. Features taken into consideration for the study area include floodplains, wetlands, wooded areas, slope elevations and steep slope areas. On the attached Natural Features Map, floodplains are represented by gray hatched lines, wetlands are in blue hatched lines, wooded areas are in green, slopes are in increasing shades of gray and steep slopes of more than ten percent are represented in red.

The northwest portion of the study area is occupied by a corridor containing many natural features that will have to be taken into consideration when choosing the suitability of potential development. The steep slopes and presence of floodplain generally constrain development, although there are some pockets of suitable development areas.

The prime land for development in the study area is found in the flat area in the southeast portion of the study area. This area has few natural area constraints on development and good access to 96th Street following the construction of the proposed north-south connector street.

The wooded areas are an attractive feature that would enhance the character of the land to be developed. Many of these wooded lands in the center of the study area are in low slope areas and would be particularly appropriate for office development. Conversely, these areas may be unsuitable for industrial development due to the large encroachment upon natural habitat and the potential for increased construction costs.

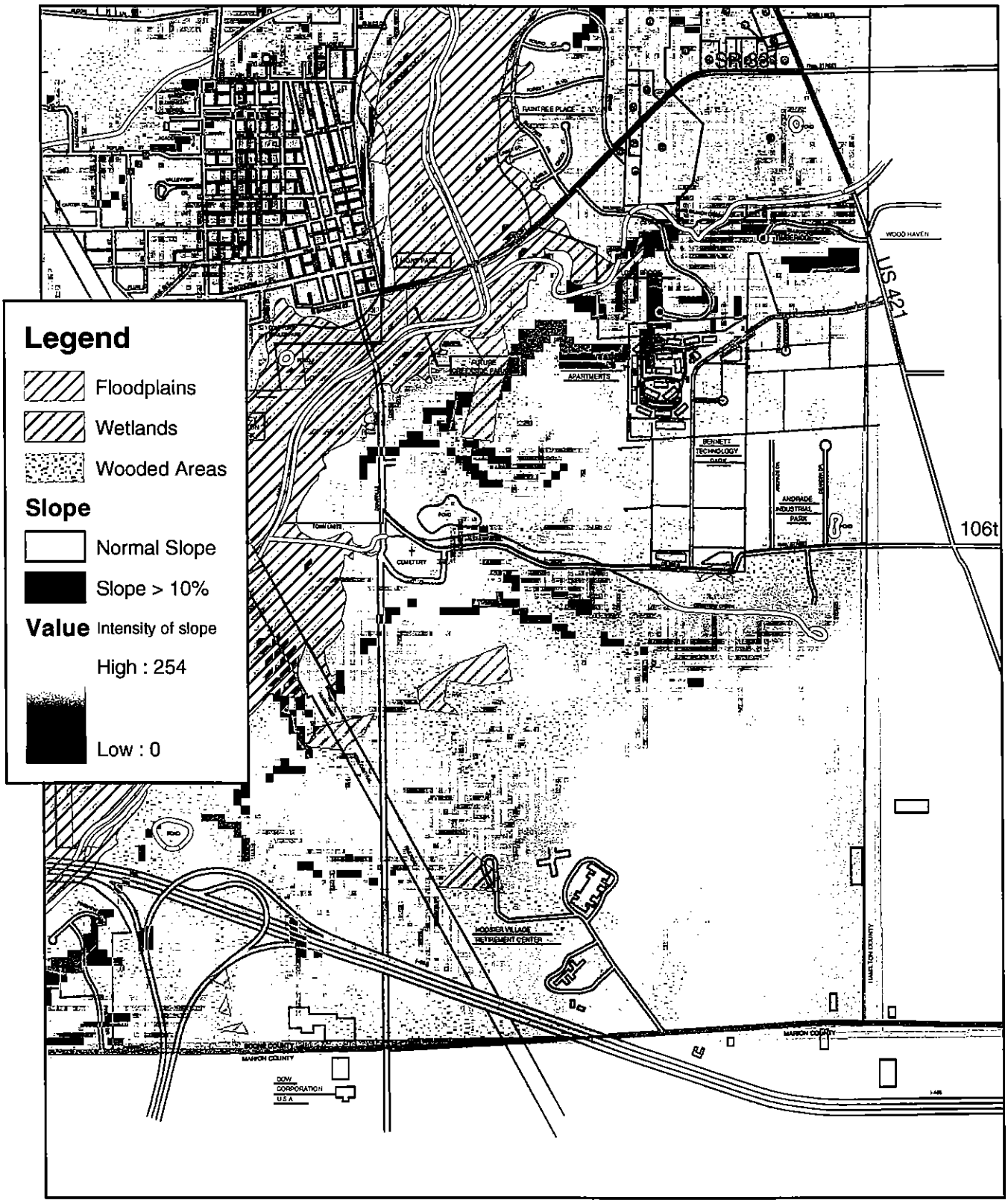
Visibility

Visibility from major arteries is crucial for the success of commercial developments. Visibility also represents a constraint upon industrial and warehouse development for which visual buffers from residential development are generally desired. This report analyzed visibility within the study area to determine its potential impact.

Sixteen observation points were selected along Zionsville Road, SR 334, 106th Street and US 421. The geographic information system (GIS) developed for this project analyzed potential visibility areas by comparing the digital topography to the observation points. The shaded areas represent the number of points from which the site is visible. The darker the pink shading, the more visible the area is from the road network. See the attached Visibility map.

The strip parallel to US 421 to the northeast, the scattered areas along Zionsville Road, and the large area southeast of the study area are the most visible sites from the defined observation points.

Environmental Features



Zionsville TIF Plan

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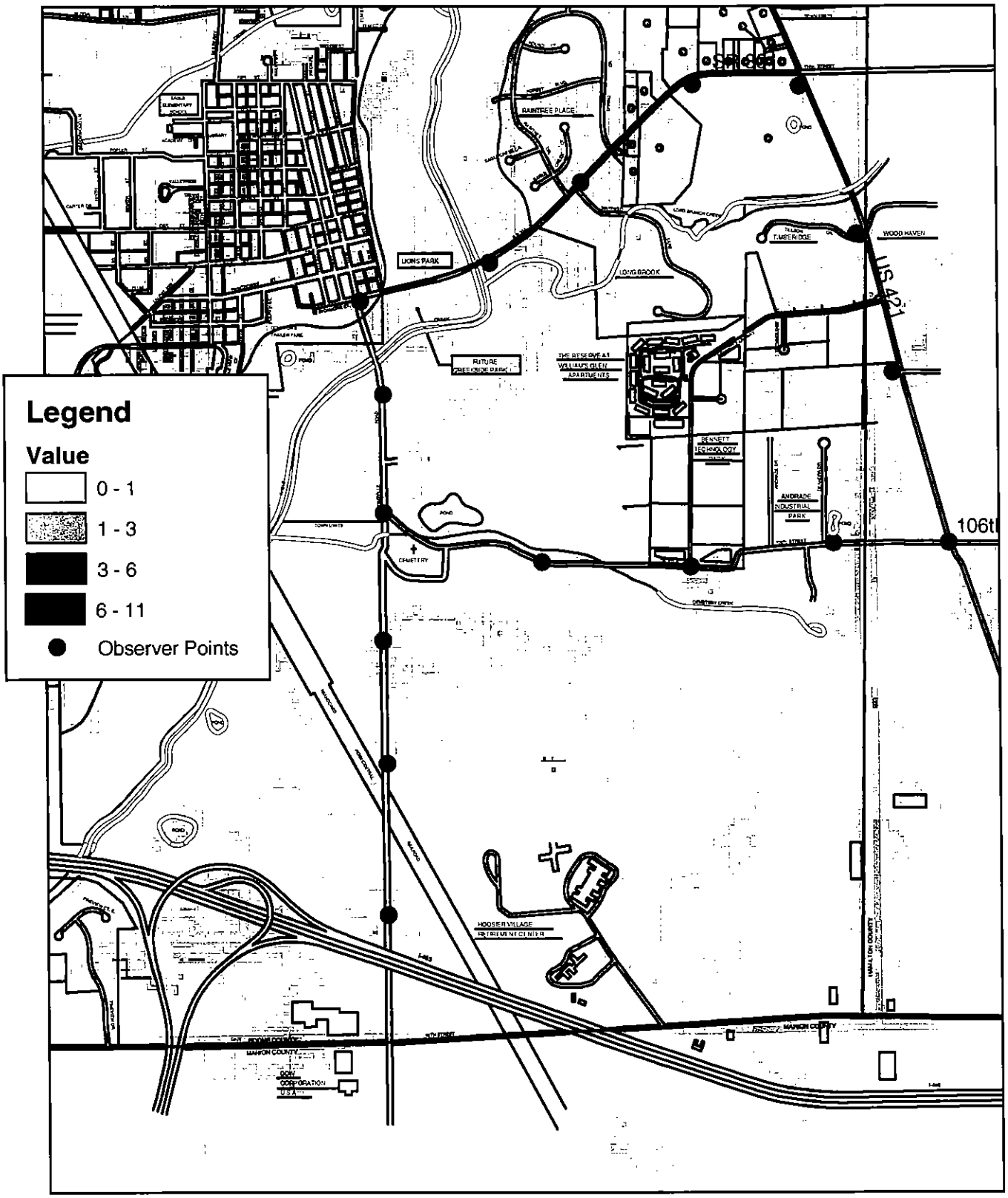
Site Visibility



Zionsville TIF Plan

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Summary: Opportunities and Constraints

Opportunities	*Constraints*
• Residential and employment growth projected for Boone County	• Current office market is overbuilt
• Warehousing and light industry market is steadily growing	• Upward trend in size of warehouse / industrial buildings
• Excellent transportation features, including I-465 and US 421	• Interior access south of 106th Street is difficult – proposed new road should mitigate this
• Vacant / agricultural land south of 106th Street	• Strip residential uses along Zionsville Road and 106th Street
• Pre-existing industrial uses north of 106th Street	• Floodplains, wetlands and steep slopes in portions of the study area, particularly along Eagle Creek
• Presence of natural areas providing for interesting visual contrast	

CHAPTER 3: REDEVELOPMENT PLAN INPUT

To gain a further understanding of the market conditions and what the market would support and refine the direction of the plan, a stakeholders meeting was held on March 1st, 2002. The Redevelopment Commission invited stakeholders to the roundtable discussion concerning the development future of the study area. The objective of the meeting was to obtain feedback to the development potential of the area, from developers, realtors, and economic and transportation professionals. The SWOT analysis consisted of asking the participants to describe the Strengths, Weaknesses, Opportunities and Threats of the study area.

Dan Brackemyre opened up the meeting explaining the Redevelopment Commission's objectives. Cynthia Bowen from HNTB conducted a SWOT analysis asking the participants to describe the Strengths, Weaknesses, Opportunities and Threats of the study area. Members present included: Dan Brackemyre, Zionsville Redevelopment Commission; Ken Cushman, Cushman Interests/Signature Group; Dean Lerg, Zionsville Redevelopment Commission; John Talbot, Estridge Development; John Meyers, Parsons Brinkeroff; Philip Roth, Indianapolis MPO, Arnie Macy, A.M. Macy Company; Keith Gambrel, Zionsville Redevelopment Commission; Ed Mitro, Town of Zionsville; Rob Lukemeyer, Baseline, Inc.; John Dobosiewicz, Carmel; Jamie Browning, Browning Investments; Lynnette Deograuas, Buckingham Companies; Mark Thune, Zionsville Redevelopment Commission and Andy Buroker, Town Attorney.

The stakeholders views are summarized as follows:

Strengths

- The study area is serviced by major transportation arteries and is regarded as having good access. Its proximity to I-465 and the airport further reinforce this idea. The future north/south expansion linking 106th Street to 96th Street, if implemented, would greatly enhance access to the inland area.

- The inland and the majority of the rest of the study area are currently predominantly vacant and/or agricultural and thus have major development potential.

- Some concern was raised about the quality of the commercial uses present on the site. Most of the existing commercial uses are semi-industrial in nature, not geared towards residential uses. The area along Zionsville Road is seen as providing an opportunity to increase quality commercial development and provide some linkage to the downtown.

- The study area encompasses diverse natural features that would be best taken advantage of and preserved by planning for different uses to be developed on the site. For example, the prime land for development in the study area is found in the flat area in the southeast portion of the study area. The wooded lands in the center of the study area are in low slope areas and would be particularly appropriate for office or residential development. Conversely, these areas may be unsuitable for industrial development due to the large encroachment upon natural habitat and the potential for increased construction costs.

- Zionsville is regarded as having an affluent population with high purchasing power. The TIF area has potential for a variety of housing options to blend in with the current residential uses. However, there was discussion on how residential development does

not provide the necessary revenue increment and therefore, ideally, would be limited in a TIF district

- Michigan Road between 86th and 106th Streets has become an anchor in the area and is still growing. It represents an asset for new development in the study area that can take advantage of its proximity to this existing development. The majority of development occurring on Michigan Road is large-scale commercial and retail development.

- The wastewater treatment plant of Zionsville will be expanded, and the increased capacity of the system will allow for more development.

Weaknesses

- Some concerns were raised about the connectivity of the road network in the area. A definite connection between 106th Street and 96th Street is needed to help open up the land and promote development.

- There was concern that in the future, 96th Street would have to be increased to three lanes in order to serve the TIF area due to the increased development along Michigan Road and the TIF.

- Concern was expressed in gaining right-of-way for the construction of the north/south corridor connecting 96th and 106th Streets. It was suggested that the corridor be included into the Town's transportation plan. As the property develops, requiring the dedication and reservation of right-of-way will then be much easier.

- An important issue was raised about the future character of the narrow, two-lane Zionsville Road. Traffic travelling the southern portion of Zionsville Road will increase as the development within the TIF district increases. Because this is an important gateway into Zionsville, it will have to be treated as such and special design standards should be implemented.

- The study area is located in what some of the participants characterized as an area with the potential to become a "booming development area". However, some participants thought that the cost of land and high taxes could hinder development, especially for industrial uses.

- Competition in the area is mainly from downtown and Michigan Road and includes such markets as the food service industry, day care establishments, convenience stores, and general everyday uses. Michigan Road between 86th and 106th Streets has seen new big box retail growth. This node includes Marsh, Walgreen's, Walmart, Sam's Club and Kroger. Latest additions are Costco and Super Target. Development for this area needs to be diverse and compliment the surrounding uses rather than compete with it, which could have negative impacts on the surrounding areas and the timing of development.

- The TIF district should not be an island of development, which would ultimately try to compete with the surrounding developments or re-create the village. Key locations and types of retail to be targeted need to be clearly identified.

- The DOW properties are seen as having limited development potential because of the environmental hazards that might be present in the soil. DOW has indicated that when selling this property, they would place a deed restriction on the property prohibiting residential development on the site.

- The pace of development within the redevelopment area could be directly effected because the redevelopment area is located in two different planning jurisdictions. To help promote development, coordination between county and town agencies is essential.

Opportunities

- The size of the redevelopment area in itself represents an opportunity for many types of developments to take place. It contains the last largest land area to be annexed into the Town of Zionsville that can be redeveloped with higher density residential, commercial and industrial uses.

- The site represents the opportunity to raise the bar for quality of development in Zionsville. Because there is a large amount of vacant land in the redevelopment area, the Town is in a position where development standards can be crafted to ensure quality residential, commercial and industrial development that maintains the character of the Town.

- Development on the site could allow for some flexibility with the co-existence of multifamily residential, commercial and industrial uses. Many suggestions were made as to the types of development the site could include. Also discussed was the type of development, such as single family development versus multifamily development. Consensus seemed to be around the development of a mixed-use area and higher density residential. Possible types of residential development are condominiums and clustered housing.

- There have been rumors, but no confirmation, that the DOW properties could be contaminated and considered a brownfield site. Even though this has not been investigated or proven, DOW has indicated that when the property is sold a deed restriction prohibiting single family residential will be placed on the property.

- There was a consensus among the group that there are not currently any opportunities in Zionsville that meet the retirement population's need for housing. The site contains potential for development of retirement-sized housing that could include smaller to zero lot line dwelling units or condominiums.

- The property owned by DOW and the Kunz Alfalfa Farm property represents good opportunities for development. Both properties are currently underdeveloped and with the transportation enhancements in the redevelopment area, these lots contain large acreages that can provide for mixed-use developments.

- The node at Zionsville Road and 106th Street represents an opportunity to develop retail and extend the village with a design strategy. The current concern in developing retail in the redevelopment area is the connection with the Village, to ensure that it is not replicated, and uses developed that compete with the Village. Establishing a land use link

at this node can be an important element and gateway into this redevelopment area and link it to the character of older Zionsville.

Threats

- The current Zionsville Ordinance does not have any provisions regarding retirement type housing. In order to accommodate this type of housing, the ordinances need to be reviewed and ordinances drafted to provide for this option if desired.

- While the redevelopment area provides an opportunity to provide higher densities, concerns were expressed about development density being possibly too high. The opinion of the public regarding density may not support higher density for this area.

- PUD's are regarded as being a negative endeavor partly because of the perception by the community regarding the lack of amenities provided by the development to the community.

- The study area straddles two jurisdictional areas that can present problems for implementation. Coordination between Boone County and Zionsville is needed until the area is under the town's jurisdiction. The lack of coordination could slow improvements and development in the area.

- Concerns were raised about having residential development in a TIF district. Allowing the area to develop as low density, single-family residential defeats the purpose of establishing a TIF district in the area, as the increment gained from residential development would not be as great or any at all to help with infrastructure improvements.

- Concerns were expressed about the character of new developments in the TIF district not resembling the rest of Zionsville's developments. Zionsville has worked hard to establish and maintain an up-scale, high quality character. The redevelopment area should incorporate that character as it develops with non-residential uses. Discussion occurred to ensure this compatibility, although additional development standards might need to be established for the area to create higher standards that govern non-residential development to minimize the impact on existing residential development.

- At times, the development mentality can be one of the "last person mentality", where once residents have moved in, no more development should be allowed to occur within the area. This could be a potential in the redevelopment area with the amount of single family residential currently established.

Chapter 4: Recommendations

When the Town decided to move forward with the redevelopment plan for the study area, it was because local officials were considering a way to fund improvements. When the TIF district was established, the initial efforts included such items as transportation improvements, expansion of utilities, development of sidewalks and continuation of a trail system, and mitigate planning issues.

The previous chapters described the existing conditions in the area, with major emphasis on the need for mixed land uses, improvements to the transportation system, protection of natural features and indications of market conditions. The purpose of this chapter is to provide recommendations and strategies to promote redevelopment in this area.

Goals and Objectives

In developing this plan, it was the Redevelopment Commission's objective to develop the study area within the parameters set by the TIF designation, the community's input and the objectives of the Comprehensive Plan.

The goals and objectives of the plan must be consistent with that of the Comprehensive Master Development Plan for Zionsville. When the northern portion of the study area north of 106th street was annexed into the Town, goals and objectives were adopted for the area. For the purposes of this plan, the study area is planned to eventually be located within the Town of Zionsville and therefore should be reviewed and developed under those same goals.

The following goals have been adopted for the Town of Zionsville through the year 2004. They were developed for the Town's Master Development Plan and were reinforced when the TIF district was adopted and should be reviewed when new development for the study area is before the Plan Commission.

Goals for the Town of Zionsville

1. To remain a town, and retain the small town atmosphere, with emphasis on the health, welfare and safety of the community.

2. To preserve the beauty of the environment and provide suitable recreational facilities.

3. To preserve the central business district (Main Street) and maintain the village theme throughout all commercial areas in the community.

4. To grow and develop in a planned manner.

5. To assure adequate services are planned for all of the town's citizens.

6. To ensure that the funding for public services is determined by and within the means of the economic base of the area.

The following goals for the Town of Zionsville's Master Development Plan and the Redevelopment Plan satisfy the Indiana Code requirements for a statement of policy for development of the Redevelopment Study Area. Additionally, these goals have been reinforced by the documentation of the existing physical and market conditions in this plan and by the Plan Commission, Redevelopment Commission and the stakeholders in the area. The

Zionsville Master Development Plan has further defined goals for the Redevelopment Area that should be reinforced through the recommendations of this plan. These include overall town policy goals and land use policy goals.

Overall Policy Goal

Direct and manage growth, through land use policies and ordinances, in order to preserve and enhance the community character that makes Zionsville/Eagle Township a unique, distinctive, and identifiable place.

Land Use Policy Goals

1. Expand the range and intensities of land use categories denoted on the land use component of the Master Development Plan to provide more detailed and focused land use recommendations for the Town of Zionsville Planning Area. (Priority Action)

2. Work with the Boone County Area Plan Commission and Boone County Commissioners through cooperative agreements or other inter-local measures to participate in and encourage sustainable growth and development in areas outside of the Town of Zionsville's municipal boundaries that reflect and reinforce the land use recommendations of the Zionsville Master Development Plan. (Priority Action)

3. Review and revise, as necessary, the existing zoning classifications of land within the planning area outlined by the Master Development Plan to ensure that zoning reinforces and fosters the long-term recommendations of the Plan. (Priority Action)

4. Integrate the recommendations of the Thoroughfare Plan and Parks Master Plans into all the future land use determinations to ensure that developments are well-planned and integrated into the overall long-term scheme of growth for the Zionsville Planning Area. (Priority Action)

5. Create a new zoning classification that protects and preserves the Estate-Equestrian Land Use Category, established by the Master Development Plan to preserve and protect a unique region within the Zionsville Planning Area. The region features large estate development interspersed with horse farms, agricultural operations and undeveloped wooded, natural tracts of land. This area, known locally as "horse country", has long been the defining characteristics of the south central portion of Eagle Township south of State Road 334. The intent of the Estate-Equestrian Land Use Category is to strengthen and protect this unique land use pattern from encroachment of scatter-urban type uses. Agricultural and horse farm facilities are encouraged. Single-family residential uses should be similar in scale, density and context with the existing development pattern of the area. Compatibility with adjacent land uses will determine the appropriate density for any development in this category, however, it should not exceed a density range of between 0.5 and 1.0 dwelling units per gross acre. (Priority Action)

6. Create a zoning overlay district that preserves and protects the natural topography associated with the flood plains of Eagle Creek, Little Eagle Creek, Irishman's Run, Fishback Creek and similar streams and waterways in Zionsville and Eagle Township. In order to protect and preserve sensitive or open space areas within this category, development design techniques that allow land to be used for recreation, common open space and preservation of sensitive areas in perpetuity are strongly encouraged. One such design technique are Cluster Subdivisions. Cluster Subdivisions are a form of a

development that permits a reduction in the minimum lot: area, width, setback and open space requirements, and to concentrate development in specific areas of the subdivision while also maintaining the same overall density permitted under a conventional subdivision in a given zoning district, and the remaining land area is devoted to open space or recreational areas in perpetuity. Cluster Subdivisions are mandated in this overlay category. Cluster Subdivisions are intended to allow greater flexibility in design and development of Subdivisions in order to provide for more efficient use of land, protect topographical or other natural features or amenities, permit common area and open space preservation and preservation in perpetuity, and reduce overall development costs. Cluster Subdivisions promote imaginative design in the development of Subdivisions, which allows for better utilization of the unique physical qualities of the site in order to preserve them for not only the Subdivision residents, but the community as a whole. An important aspect of Cluster Subdivisions is the recording of documentary assurances, in the form of signed and notarized Commitments, that permanent reservation of open space areas shall be made and that adequate provisions are being made for the continuous and adequate maintenance of the Cluster Subdivisions open space, common areas, and recreational areas. (Priority Action)

7. Encourage creativity in the design of subdivisions to foster/protect open space and greenway corridors and other natural features

8. Maintain an overall residential density between 1.5 and 2.0 dwelling units per acre to ensure/reinforce the planned capacities of proposed infrastructure installations and improvements within the designated Zionsville Sewer District area (boundaries co-terminus with the Land Use/Master Development Plan boundaries).

9. Retain the small town atmosphere of Zionsville by encouraging well-planned and designed developments that complement and enhance the overall scale, density pattern, and architectural integrity of the community. Emphasis shall be placed upon open/green space reservation/preservation and its connectivity with existing and proposed pedestrian ways and trails throughout Zionsville and its planning area.

10. Encourage commercial and industrial development within the Zionsville Redevelopment Area that is of a quality and sustainability to expand the economic base of Zionsville and encourage similar investment in the community.

11. Preserve the natural environment as an important asset and unique attribute of Zionsville and Eagle Township.

12. Continue to support and enhance the Zionsville downtown as an historic, unique and vibrant focal point of the community, both for the residents of Zionsville and its many visitors.

13. Establish and protect historic residential and/or commercial areas within the "Village" area of Zionsville.

14. Promote high quality design throughout the built environment.

15. Encourage the development of tourism facilities that improve the economic diversity of Zionsville without adversely affecting the unique character of the area and the quality of life enjoyed by visitors and residents.

16. Minimize the effects of future land uses that have a high potential for adversely impacting the environment and character of an area.

Future Planning - Land Use and Transportation Recommendations

The Town began updating its Master Development Land Use Plan in 2001. As a part of this effort, the Redevelopment Commission and the Plan Commission formed a subcommittee to discuss the future land use and transportation recommendations for the study area. The map on the next page illustrates the land use and transportation recommendations for the study area and is further described in detail below.

Proposed Future Land Use for Study Area

The future land use for this area contains several different land uses including higher density residential, technology, industrial, commercial, business, recreation, low density single family residential. The overall vision for this area is to provide a mixture of uses as it is the last area where the Town will have the opportunity to truly design and mold the highest and best use.

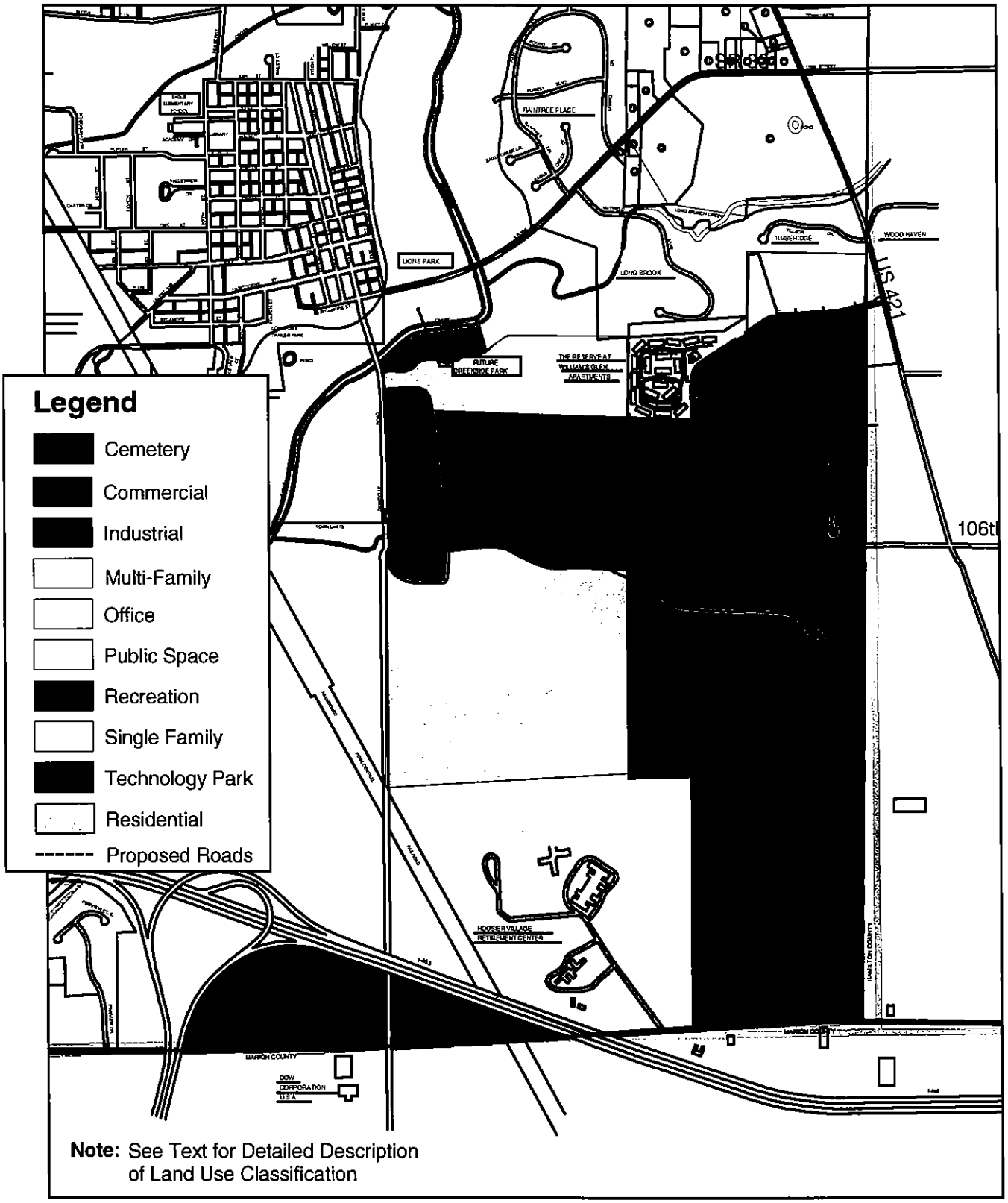
Single Family Residential is defined as a category providing a mixture of housing opportunities and limited public and institutional uses that are similar in scale and compatible with surrounding residential neighborhoods with a density ranging from less than 1.0 to 2.0 dwelling units per gross acre. Lower intensity single family residential uses are proposed for the area west of The Reserve At William's Glen Apartments and to the west of Zionsville Road from the south edge of Cemetery Creek to just north of the abandoned Penn Central Railroad. These areas would contain 1.0 to 1.5 dwelling units per gross acre. This is to take advantage of the steep slopes, wooded areas and wetlands along this area and the housing is proposed to be larger lots, higher-end custom housing.

Higher intensity residential uses are proposed for the areas west of a proposed north-south connector and east of Zionsville Road. Additionally, a combined area for lower intensity and higher intensity residential areas are proposed for the area just west of Zionsville Road, south of the abandoned Penn-Central Railroad and north of I-465. Proposed for this area would be residential subdivisions that have a density of 1.5 to 2.5 dwelling units per acre. The housing proposed for this area would be smaller lots, potentially clustered housing, zero-lot line housing or condominiums. All development should have perimeter landscaping and a bufferyard to help with transitions between uses.

In terms of determining intensity of residential uses, compatibility with adjacent land uses and thoroughfare access and capacity will determine the appropriate density and zoning classification for development in this category.

Multifamily Residential is defined as a category where development provides on-site amenities with a density ranging between 6.0 and 15.0 dwelling units per gross acre. This category is established to promote the development of multi-family dwellings and limited public and institutional uses that are compatible with the surrounding residential neighborhood as detailed by the Town of Zionsville Zoning Ordinance. This type of use may be appropriate for the areas close to Hoosier Village Retirement Center. Any multi-family residential developments should contain such amenities as bufferyards, landscaping, and common open space areas. Compatibility with adjacent land uses and thoroughfare access and capacity will determine the appropriate density and zoning classification for development in this category.

PROPOSED LAND USE



Note: See Text for Detailed Description of Land Use Classification

Zionsville TIF Plan

HNTB

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N

Neighborhood Commercial allows the promotion of development of areas for convenience uses that tend to meet the daily needs of the residents of the immediate residential land uses. Uses within this land use category should be regulated in intensity and character to assure harmonious development with residential land uses served and are limited in size and scale to promote pedestrian access and ensure compatibility of this land use with adjacent residential development. The redevelopment of the Pizza King site allows for the opportunity to tie into the character of the downtown. Therefore, the development on this site should reflect the use and character of those businesses downtown rather than the commercial uses permitted throughout the rest of the Town. The location of this use would be a "gateway" use into the study area and therefore landscaping, lighting and signage should be reviewed to ensure that it meets the design standards for a gateway.

General Commercial allows for higher volume and higher intensity commercial uses than the office commercial category. Activities in this land use category are often large space users along Primary Arterial Streets. The general commercial areas are proposed to be located north of 106th Street and just west of U.S. 421. The location of this area would be to establish a link of these commercial uses with those retail/commercial uses on the U.S. 421 corridor and provide services to surrounding office, industrial and residential development in the study area.

Office Commercial allows for office-type businesses and some public and semi-public areas developed in close proximity with commercial areas while serving as a buffer or transition area between commercial areas and existing or future residential areas. Uses within this land use category should be regulated in character to assure harmonious development with residential land uses and more intense commercial development.

Office Residential allows for higher intensity residential (see residential section for densities) and office-type businesses with some public and semi-public areas developed in close proximity with commercial areas. This area will serve as a buffer or transition area between commercial areas and existing or future residential areas. Uses within this land use category should be regulated in character to assure harmonious development with residential land uses and more intense commercial development. This area is located to the west of Zionsville Road, southeast of Eagle Creek.

Recreation allows for the preservation of land in either a natural wooded state or park setting with recreational amenities. Two areas proposed for the study area including an area south of Eagle Creek and east of Zionsville Road and an area that would be south of the proposed realignment of 106th Street and east of Zionsville Road. The designations of these areas are to protect natural features and provide some recreation benefits for the new development within the study area.

Office, Research and Technology Industrial aims to promote the development of research facilities, testing laboratories, and administrative facilities that are generally compatible in physical appearance and service requirements to office uses. Other uses, such as distribution, warehouse, and flex-space centers, and light manufacturing or assembly operations which are generally free from objectionable elements such as odor, dust, sound or glare and are operated within enclosed structures, are also encouraged. This land use category is intended to function as a "gateway" land use, with easy access and high visibility from primary transportation routes, while acting as a transitional use or buffer between heavy industrial or outdoor commercial development and lower intensity residential or commercial land uses. This use is proposed on the north side of 106th Street.

Light Industrial encourages the development of assembly processing facilities that may require limited amounts of outside storage. These activities require extensive community facilities and excellent access to arterial streets and collectors streets. Land uses in this category may have outdoor storage and may generate heavy traffic, but such operations will be subject to specific limitations imposed by the Town's Ordinance. This area is proposed south of Bennett Parkway and a continuation of the existing industrial park.

General Industrial encourages development of manufacturing and processing facilities. Uses permitted in this category generally include those manufacturing and industrial activities which cannot be operated economically without creating some conditions which may be objectionable to the occupants of adjoining properties and for that reason must be grouped in areas where similar industrial uses are now located or where the uses will be best located in accordance with Zionsville's Comprehensive Plan and Redevelopment plan. Land uses in this category may have outdoor storage and may generate heavy traffic, but such operations will be subject to specific limitations imposed by the Town's Ordinance. This use is proposed to be located south of 106th Street and west of the Boone–Hamilton County Line. The construction of a north-south connector will help with the development of this land.

Environmental Overlay encourages the protection and preservation of environmentally sensitive or open space areas within this category, development design techniques that allow land to be used for recreation, common open space and preservation of environmentally sensitive features in perpetuity are recommended. One such design technique is Cluster Subdivisions. Cluster Subdivisions are a form of development that permit a reduction in the minimum lot area, width, setback and open space requirements, and concentrate development in specific areas of the subdivision while maintaining the same overall density permitted under a conventional subdivision in a given zoning district, and the remaining land area is devoted to open space or recreational areas in perpetuity.

Transportation Improvements

With the changing of land uses, some changes will need to be made to the transportation network to support more intense uses. Several transportation improvements have been identified in the study area to accommodate the new growth.

Creation of a new north/south connector

The north/south connector will be a crucial part of the infrastructure improvements that will provide accessibility to inland properties. The road will be an extension of Bennett Parkway south connecting 106th Street to 96th Street. This connection is shown on the proposed land use map as a dotted line. This will open up a great deal of property to be used as an office and light industrial park. This improvement will need to be identified in the thoroughfare plan for the Town of Zionsville so that as property begins to develop, the Town can ensure that the necessary right-of-way is identified to support an adequately sized road.

Realignment of 106th Street

Another major improvement is the 106th Street extension/realignment. This project is a straightening of the road that would avoid the meandering alignment of the road at its western end, further enhancing the connectivity role it plays linking Zionsville Road to Michigan Road. The improvement to this road has been identified in the current thoroughfare plan. The Town

is preparing a grant application to be submitted in April 2002 for funding from the Indianapolis Metropolitan Planning Organization to assist with this improvement.

Upgrade of Zionsville Road

With the increase in intensity of uses, especially office and residential uses, the capacity of Zionsville Road will continue to be inadequate. The road is currently a two-lane road from 96th Street and I-465 into Town. It is proposed that over the next twenty years of the TIF, Zionsville Road be upgraded to a minimum three lane road with a turn lane or a four lane road to better handle the capacity and increased traffic flow. Additionally, since residential uses are proposed for this area, the addition of sidewalks to Zionsville will add to the property values in the area, provide for safe recreation opportunities, and access to other areas of the community, including the downtown.

Other Recommendations

While much effort has been placed by the community and Town officials in developing this plan, after its adoption it is often tempting for a community to relax a bit and let things take their course. However, to ensure that the Redevelopment Plan and the goals contained within this plan are maintained, the plan should be followed and implemented. Implementation is the final step and the Plan Commission, Redevelopment Commission and Town Council should be prepared to begin execution immediately upon adoption of this plan. To assist with this execution, several action steps are recommended as follows. These action steps are not necessarily listed in the order in which they should occur, but as suggestions of improvements to be made over the life of the TIF district.

Adoption

It is recommended that once the draft Redevelopment Plan has been adopted, the Redevelopment Commission should meet with stakeholders, as discussed under the section "site assembly". Once public input is obtained, the Redevelopment Commission should hold a public hearing to recommend adoption by the Plan Commission and Town Council to provide the necessary policy for all boards and commissions of the Town to implement. The plan would then provide the guidance needed to support the future development of ordinance changes and funding application to support for future transportation and other infrastructure improvements.

Coordination with County

To establish the TIF district, the Town and Boone County had to work together to grant Zionsville redevelopment jurisdiction. However, planning and zoning is not permitted to the Town with the establishment of an Area Plan Commission in Boone County. Therefore, until the land is annexed into the Town, Zionsville and Boone County will have to work together to ensure that future development is in accordance with the plan set forth herein to ensure a well-planned area.

To accomplish this, it is recommend that members of the Redevelopment Commission present the land use recommendations to the Zionsville and Boone County Plan Commissions and County Commissioners. The Plan Commissions and County Commissioners should strive to establish cooperative agreements to encourage high quality development in this area.

Additionally, direct communication and coordination should continue take place between the County Plan Commission and Town of Zionsville. The town staff should continue their involvement in the staff review of developments and provide comments to County planning staff.

Zoning Recommendations

The land use proposed in this redevelopment plan will require the rezoning of certain properties in the study area. This will include map changes and potentially some changes to the text of the zoning ordinance. It is recommended that in most cases the current zoning could be held current and then the property rezoned on a case by case basis as development continues. As indicated in earlier portions of the report, part of the study area is also located in Boone County. When the area south of 106th Street is eventually annexed into the town, that would be an appropriate time to rezone that portion of the land to ensure that it develops as proposed in the land use plan.

1. Part of the "General Industrial" zoning designation in the western portion of the study area along Zionsville Road should be changed to a "Business" classification to support additional Downtown uses along Zionsville Road and providing the opportunity for linkages.

2. The area between the old 106th Street alignment and the new alignment currently contains the "Industrial" designation. If there is a desire to create a public space here, the zoning should be changed to "Open Land."

3. The northern area of the site, just west of The Reserve at Williams Glen Apartments, is currently designated as "Industrial". To encourage a medium-density single-family use, the area should be rezoned to "Single-Family Residential".

4. An area located just north of Hoosier Village Retirement Center is currently zoned "Industrial". If single-family and two-family dwellings are desired in this area, it should be rezoned from "Industrial" to "Single Family Residential".

5. Additionally, an overlay district should be established for both Zionsville Road, 106th Street and the new connector road to manage the appearance and location of development on the site and create a unique character for this area.

Site Assembly

The development area, as shown on the Study Area Map, is owned by approximately 140 property owners. Amongst them, there are three major owners, including the DOW chemical property with approximately 170 acres, the Ripberger property containing in total approximately 150 acres, and the Kunz property with approximately 60 acres. The remainder of the site is split into small lots and owned by a multitude of property owners. The consequences of this situation are the increased coordination level required and difficulty in promoting development in the area. In order to facilitate the development procedure and anticipate problems, it is crucial that all property owners be invited to a meeting to present the goals for the development of the area and seek input on the future growth, development and improvements to the area before the plan is adopted.

Additionally, the stakeholders invited to the roundtable in early March 2002, should be invited to a second roundtable session in order to comment on the plan and gain feedback on the proposed land use plan and recommendations.

Site Preparation

The development area contains some old industrial sites that might harbor hazardous materials in their soils. Depending on the severity of the environmental hazard, the potential land use designation of certain sites might be limited. It is crucial to assess, early on, the severity of the threats of any brownfield sites and evaluate mitigation methods.

Additionally, the study area includes floodplains, wetlands, wooded areas, slope elevations and steep slope areas. The northwest portion of the study area contains many natural features that will need special consideration during the development review process, when choosing the suitability of potential development. Wooded land and floodplains, which add to the character of the area and provide a natural buffer, should be protected as much as possible and integrated into site plans.

Flat areas in the southeast and steep slopes in the northern portion of the development area might present some drainage problems. A drainage study might be needed at the time the site is developed to ensure that an increase in impervious surfaces does not cause ponding on the site or force runoff onto adjacent properties. Site plans including drainage, floodway and woodland protection should be reviewed by staff and the Plan Commission.

Provision of Public Improvements and Facilities

In order to initiate the redevelopment process and attract private investment, a number of public improvements will be required. These projects are intended to provide the context for future developments. It is anticipated that expenditures for redevelopment project costs will be staged in a reasonable and proportional basis to coincide with the expenditures for redevelopment by private developers and the projected availability of tax increment revenues.

Public improvements not only provide new amenities but also improve the attractiveness of an area. Sidewalks and trails are two examples of such enhancements that would create links throughout the development area, providing for pedestrian routes and linking recreational areas, including Eagle Creek. The Town should review its thoroughfare plan and update it to provide for the creation of pedestrian and recreational routes and require developers to provide sidewalks and trail links for new subdivisions.

Right-of-way designations for future road improvements, as discussed in the Transportation Improvements section, and recreational routes along roads will have to be designated by the Town in their thoroughfare plan in order to allow potential developers to include them in their development plans.

Finally, there are several pipelines that traverse the southeast quadrant of the study area. Research should be conducted to determine whether these lines have been abandoned and their designation of right-of-way. The location and type of right-of-way can have an impact on how development occurs in this area. Generally, pipeline rights-of-way require a minimum setback from the pipeline and can affect where structures are situated on a site, potentially creating awkward sites for development.

Quality of Development /Urban Design Plans

To help insure the quality of development and provide guidelines for key viewshed areas, as identified on the Site Visibility Map, an urban design plan should be developed. An urban design plan should address those areas of 106th Street and Zionsville Road and 96th Street and Zionsville Road that serve as key entry gateways to the study area and the Town. These streets are the core of the study area, and as such, will largely set the image for the area. The guidance of an urban design plan on streetscape issues such as landscaping, signage and lighting would be invaluable in developing this area as a model mixed-use neighborhood.

Additionally, to implement the urban design plan, the Redevelopment Commission should work with the architectural review committee on developing architectural standards for non-residential uses in order to insure that new developments follow the aesthetic goals set by the Town, and that the area develops with an identifiable character that is also compatible with existing Town developments.

Water and Sewer Utility Plans

Utilities are one of the biggest drivers of development. The choice of location and size of water and sewer lines is one of the best tools Zionsville has to steer growth in a certain order or direction. A basic analysis of the development impacts of the recommended land use should be included when the Town staff and Plan Commission are reviewing new development in the area.

Zionsville is currently increasing the capacity of its Wastewater Treatment Plant. The project is anticipated to proceed in early April 2002, depending on IDEM approval. The construction period is approximately 18 months, which would have the project completed in the fall of 2003. Once the plant is completed, there will be enough capacity to service the redevelopment study area.

The Indianapolis Water Company provides services to the study area. The redevelopment study area is located within its service boundaries, however, there is no main located on the site, except at the intersection of 96th Street and Zionsville Road and on 106th Street (about 1/2 mile west of US 421).

The sewer service area for the redevelopment area is currently split between Zionsville to the west and the Clay Township Regional Waste District to the east. Sewer lines have extended mainly in the eastern portion of the study area and along 106th Street, where development has occurred. Individual properties in the rest of the area possess septic sewer tanks.

The development area will have to support the new types of uses encouraged by the development plan but is currently not adequately served by utilities. Multifamily and industrial uses must have public utilities while individual single-family homes are not as reliant upon public services. However, with increases in density, residential uses will need public utilities to develop. In the future, as the area further develops, the Town of Zionsville should coordinate the extension of the utilities into the development area and come to an agreement with the Clay Township Regional Waste District as to who will adequately serve the property.

Marketing of the Plan

The continual development of the area hinges on the marketing of the area. The Redevelopment Commission should continue to work with the Boone County Economic

Development Director to understand conditions of area and desires of companies seeking to develop in the County to continually adapt to the changing conditions.

As a promotional tool, the Redevelopment Commission should consider the creation of an 18 by 24 inch poster plan for the area. The poster plan would show proposed land use and zoning, potential infrastructure improvements, highlight goals of the community and some of the existing conditions of the area, including transportation connections to areas outside of Boone County, and demographic characteristics.

Summary

Plans are intended to change over time as local conditions change. The last, but perhaps the most important, implementation action is continued monitoring and updating of the plan. The time frame of this plan is to make improvements in the area in the next three to seven years. However, it might take from fifteen to twenty years, the life-span of the TIF, for this area to completely develop. Knowing when the development will occur is hard to predict as market conditions and the economy continue to change and dictate growth. The Town can encourage and promote development by making improvements in this plan. Changing conditions such as major shifts in interest rates and downsizing of companies, could have a significant impact on the effectiveness of the plan. Annual reviews by the Redevelopment Commission are already required for the incremental taxes. This would be a good opportunity to "self-review" the Redevelopment Plan on an annual basis.

MASTER PLAN

2002

PARKS

EXECUTIVE SUMMARY
2002 Master Plan
Zionsville Parks and Recreation Department

Parks and recreation facilities are a major factor in the perception of a community as a good place to live. Zionsville is fortunate to have a good park system that serves the community well. Our community is under growth pressure, which threatens to overwhelm the system. The 2002 Master Plan proposes to continue an aggressive program to meet the needs of Zionsville in the decades ahead.

Zionsville has 14 parks, with total area of approximately 255 acres. This is an increase from 7 parks with 150 acres in 1997 the start of our previous Master Plan. During this same period, our population has grown from 12,500 to 14,000 with a further growth to 15,500 (est.) by 2005. The Master Plan is based on these demographics.

To determine community needs and wants, four procedures were used: 1) solicited input from community organizations and leaders, 2) general survey, 3) open public meeting with special invitations to members of our citizens advisory committees, and 4) open general meeting. All four methods indicated the same conclusions and priorities. The top five concerns of the citizens are:

1. Acquire more land
2. Complete the development of newly acquired properties
3. Provide more game fields, recreation facilities and programs, including the Community Center and Nature Center.
4. Continue maintenance and upgrading of established parks and playgrounds
5. Continue coordination with other community organizations.

Of these, the acquisition of land stands far ahead as the most important and urgent issue to be addressed.

Considering the needs of the community, and how they might be met, the Master Plan proposes the following strategic objectives:

1. The acquisition of land to provide green space around the perimeter of the Town, game fields and playground areas, and an interconnecting scenic trailway system.
2. Complete the development of properties we have acquired.
3. Further development of recreation facilities and programs, in cooperation with school and private groups.
4. On going maintenance and upgrade of existing facilities.
5. Continued aggressive pursuit of funding sources to supplement the regular budget.

Specific goals have been developed to implement these strategic objectives. This is a major challenge to the citizens of Zionsville and Eagle Township. Implementation of this plan can contribute in a significant way to preserving Zionsville's heritage. With the continued support and involvement of our energized and active citizenry we can continue to build toward our goal of a "Town within a Park".

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1.0 INTRODUCTION

Parks and recreation facilities are a primary factor in the perception of a community as a good place to live. Zionsville is fortunate to have a good park system, which has served the people well over the past decade. However, the Zionsville area is under growth pressure, which threatens to overwhelm the existing system.

This Master Plan continues an aggressive parks and recreation program to meet the expectations of a growing town. It establishes direction for the Zionsville Parks and Recreation Department as a long range plan beginning with 2002.

This plan will be the basis for action taken by the Zionsville Parks and Recreation Department as well as a reference document for future projections and needs.

1.1 OVERVIEW

Contained in this plan are several major sections important to the Zionsville Parks Department in summarizing the existing situation and detailing action for the future. Following is a brief explanation of each section in the plan.

Section 1.0, Introduction, explains the purpose of this plan as well as describing the past plan and declaring the mission statement of the Zionsville Parks Department.

Section 2.0, Description of the Community, focuses on relevant statistics, including demographics and socio-economic profile, and also describes the planning area and its geographical features.

Section 3.0, Existing Facilities and Programs, gives a full inventory of the physical parks and a description of current programs. This section also describes the current organization of the Zionsville parks, along with costs, and includes the ADA evaluation of existing facilities.

Section 4.0, Needs Analysis, details the process utilized by the Zionsville Parks Department for collecting and assessing the community's priorities and preferences with regard to parks and park programs. Specifically, civic organization input, recommendations from parks advisory committee volunteers and the public survey are explained and summarized, as well as a description of a meeting held for public input regarding parks. Based on the public sentiment expressed via these methods, action priorities for the future are outlined in this section.

Section 5.0, Plan for the Future, details the future goals derived from the public input expressed in Section 4.0. Land acquisition goals, development plans for newly acquired properties, recreation program priorities, and existing facility upgrades, are all discussed in this section. Funding plans are described along with an outline of the personnel organization needed to support future plans. Finally, a priority action summary of the future plans is provided.

Section 6.0, Appendix, contains all pertinent documents referenced in the above sections, including detailed results from all public input collected. Finally, this section includes the adopting resolution, checklists and other documents required by the DNR master plan process.

1.2 PAST PLAN

The previous Zionsville Parks and Recreation Master Plan covered the years 1997 through 2001. The following is a brief review of the main objectives and the progress achieved.

1. Land Acquisition- at the start of the plan, there were 7 parks totaling 150 acres. At the present, there are 15 facilities with a total of 255 acres on hand or irrevocably pledged.
2. Recreation Facilities- Progress in this area includes the Community Center and the Zion Nature Center, scheduled to start in 2002.
3. Improve Existing Parks- Projects completed include a major renovation of Lincoln Park. There was a complete replacement of the playground, adjacent to Lions, with all new equipment designed specifically for 3 to 6 year olds, new safety surface, and an ADA accessible path from the Lions parking lot. The Rail Trail/Nancy Burton were upgraded with sections resurfaced, new rest areas etc.
4. Funding Sources- during the period several grants were received, negotiations with Boone County resulted in a more equitable distribution of County funds; there has been a sizeable increase in Town funding.
5. Organization, Park Board and Superintendent- the administrative and organization changes recommended by the plan have been implemented and will be endorsed by this plan.

Many of the goals from the previous plan have been achieved, while some remain in progress. Because of the continuing rapid growth of our community, our top priority, land acquisition, increases in urgency.

1.3 MISSION STATEMENT

The Park and Recreation Board has formally endorsed the following mission statements:

It is the Mission of the Zionsville Park and Recreation Department, for the public good, to:

a) Acquire and develop park lands,
b) Maintain and improve park and recreation facilities,
c) Promote active use of parks; passive use of parks as green spaces; recreational and educational programs; the preservation of nature.

This master plan is a guide to implement the mission. Accomplishment of its objective will contribute to the preservation of Zionsville's heritage as a rural Victorian village as it moves toward our vision of a town within a park.

The Heritage

A Victorian village in a rural setting.

The Vision

A town within a park.

:

The Mission

It is the mission of the

Zionsville Parks and Recreation Department, for the public good, to:

1. Acquire and develop park lands;
2. Maintain and improve park and recreation facilities;
3. Promote active use of parks, passive use of parks as green spaces, recreational and educational programs, and preservation of nature.

2.0 THE COMMUNITY

2.1 GENERAL DESCRIPTION

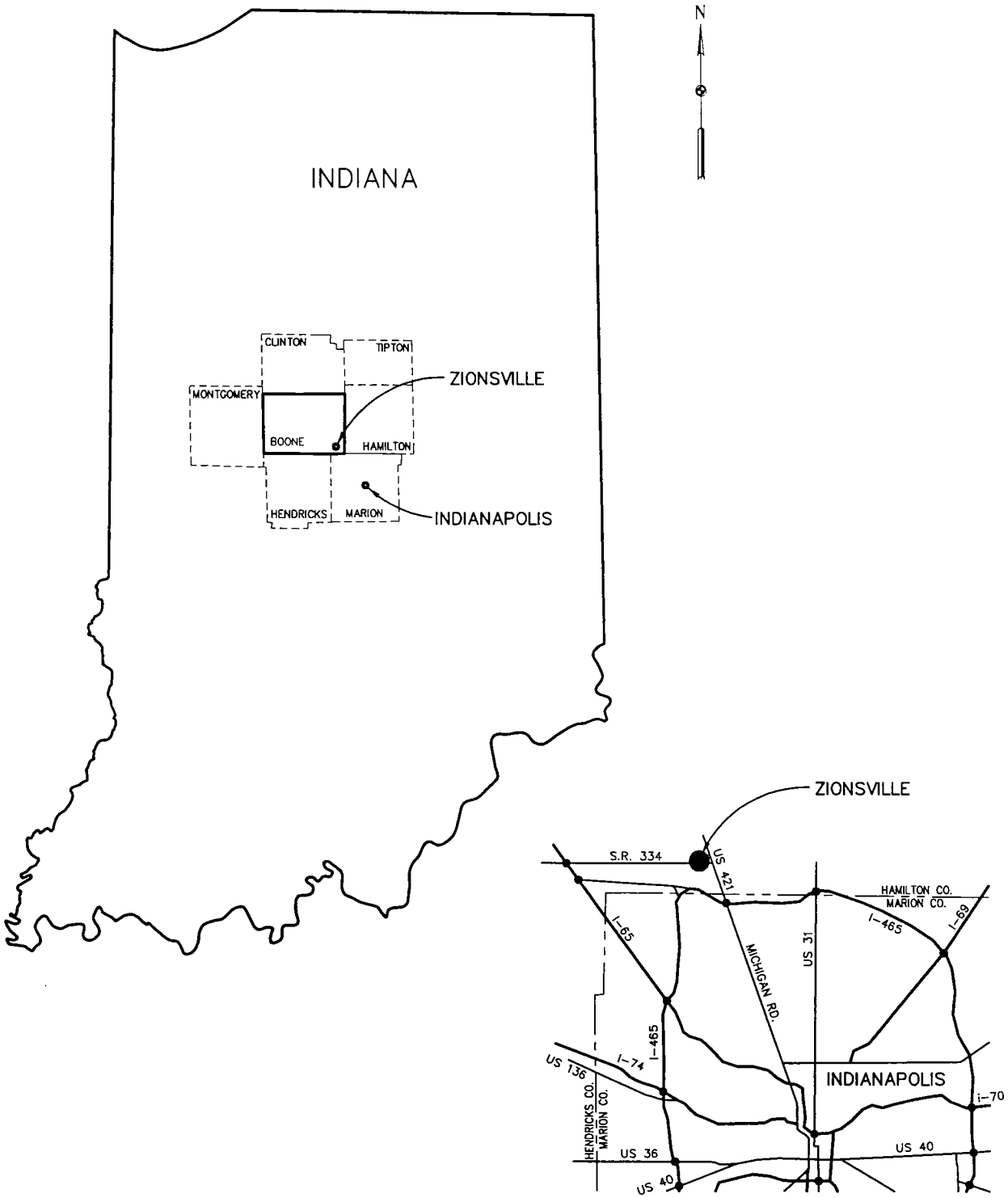
Zionsville is a central Indiana town of 8,775 people, located in Eagle Township with 13,910 people (2000 census) at the southeastern corner of Boone County. Zionsville is fifteen miles northwest of the center of Indianapolis. State Road 334 extends in an east/west direction and is the main thoroughfare through the Town. Interstate 65 is located eight miles west of Zionsville via SR 334. 1-65 provides ready access to Indianapolis and Chicago.

The Town of Zionsville has a strong cultural influence on the surrounding township and all residents of Eagle township consider themselves part of the Zionsville community. In the 1960s store owners and businessmen in Zionsville began to remodel the downtown business district in a Colonial style. Today, the quaint village is home to many fine shops and eateries. Each year thousands of people visit Zionsville to shop and eat in the historic business district. Most of the houses in the older residential "village" of Zionsville have been renovated and restored consistent with their Victorian heritage.

Zionsville is the place of residence for many people who are employed in neighboring Indianapolis. These people enjoy the small town atmosphere and close proximity to Indianapolis.

The Town of Zionsville is one of the few communities in Indiana that continues to control development through a set of growth policies. These policies were established to promote controlled quality development, and architectural styles, which are compatible with the community theme. However, most growth of the Zionsville area has occurred in the township outside the town limits. Development in these areas presents the greatest challenge to the heritage of Zionsville.

Zionsville, through its "quaint village" theme, quality school system, and outstanding cultural and recreation facilities, has established itself as one of the finest places in central Indiana for people to live, work, and shop.



ZIONSVILLE LOCATION MAP

2002 MASTER PLAN
ZIONSVILLE PARKS AND
RECREATION DEPARTMENT
DECEMBER 2001

HNTB
ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

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2.2 PLANNING AREA

The enabling ordinance for the Parks Department does not define a park district boundary. However, since the parks are for the benefit of Zionsville residents, and are supported by other town services such as police, their locations should be within or near the Town boundaries. Over time, the Town boundaries change as township areas are developed and annexed. When considering locations for future parks and greenspace, it is necessary to look ahead to what the ultimate geographic limits of the Town might be.

For its future planning, the Town has defined a sewer planning district, which roughly encompasses the area from 146th Street in the north to 1-465 spur in the south, and Michigan Road (U .S. 421) in the east to CR 875E in the west. This is considered a fair approximation of the future Town limits.

Considering the sewer planning district, geographic features, and existing open space, a planning district for Parks purposes is recommended to be approximately the same as the sewer planning area, except to push the western boundary west within Eagle Township to CR 700E. This 20 square mile planning area encompasses topographic features attractive for a green belt, and it is dimensionally symmetrical around the Ford Road/Oak Street intersection, which is becoming the center of gravity of the Town.

2.3 DEMOGRAPHICS

Eagle Township, which encompasses Zionsville and the surrounding area, has grown from approximately 8,000 people in 1980 to 14,000 in 2000*. The growth has been linear at about 300 people per year. The 2000 population figure reflects a household count of approximately 4,800 units at 2.8 members per household. It is anticipated that there will be a continued increase in population over the next decade at the same rate.

44% of the households in the Township have children 16 and under. Interestingly, the Zionsville area is attractive to mature couples whose children have left home, as well as to families with children. New arrivals represent both groups.

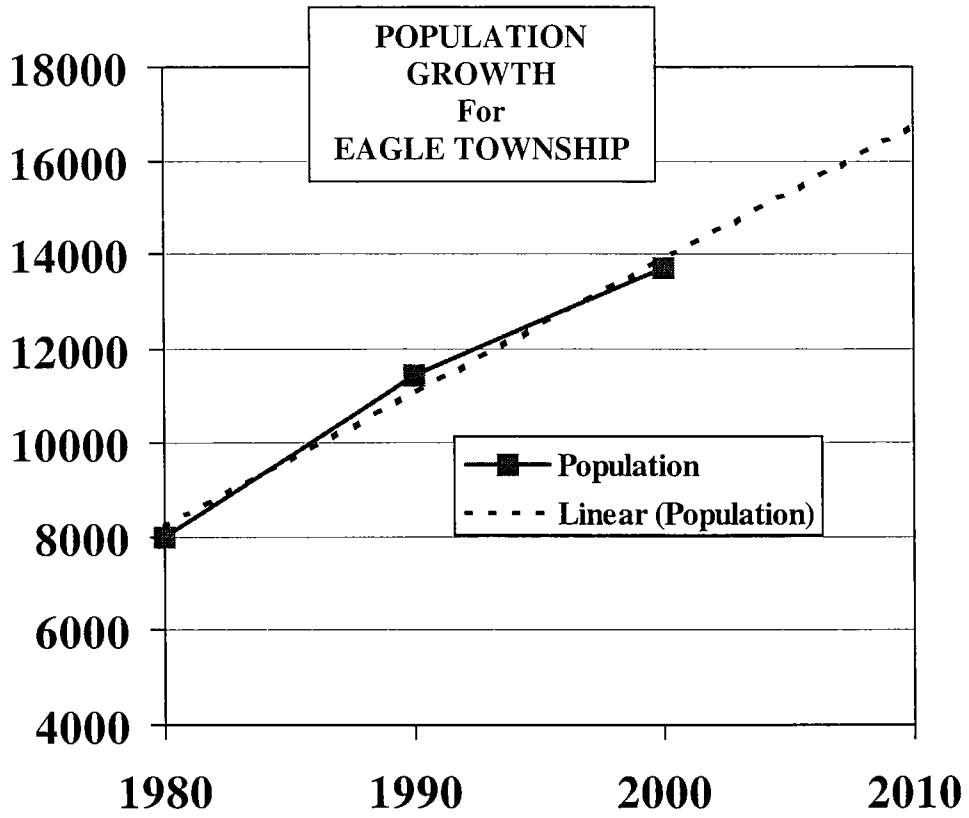
The largest segment of the population is the 25 to 55 year olds, which is the primary child rearing group. Children under 15 are 26% of the population while those over 54 represent 15%. Older teens and young adults is the smallest segment of the population.

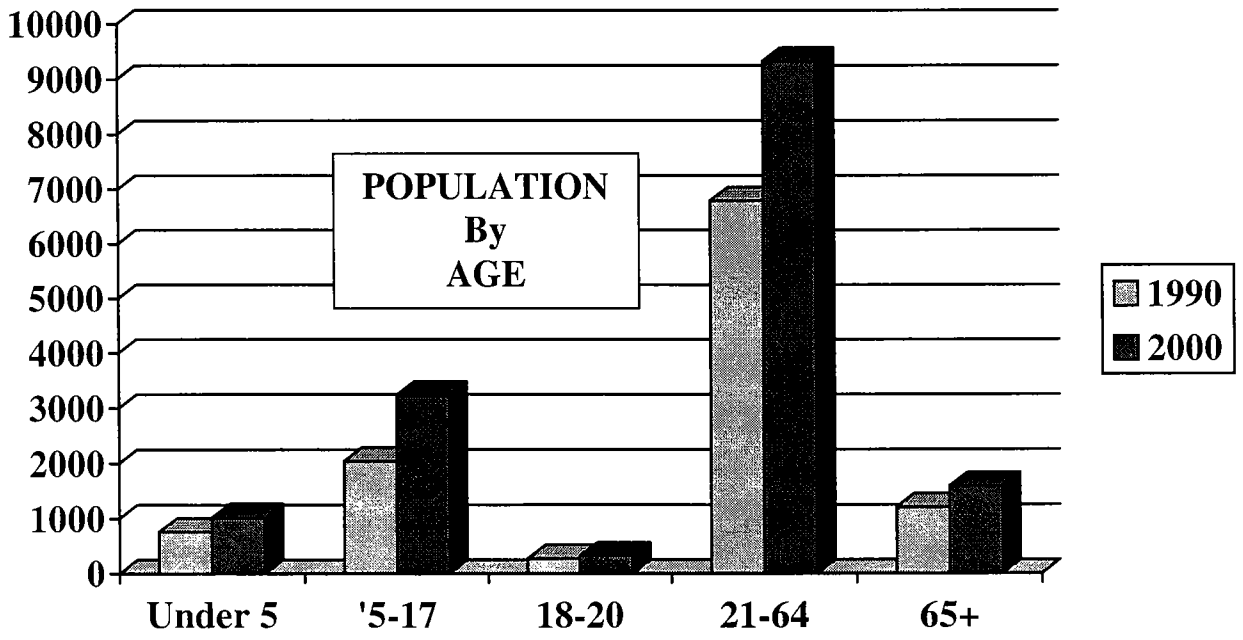
The highest density of population is the "village" and the condominium/apartment complexes at the Ford Road/Oak Street location. The housing developments surrounding these two centers have less dense settlement patterns. It is anticipated that commercial development will proceed at an accelerating pace along the Michigan Road corridor to the east, and the I - 65 corridor to the west. This will result in higher population density in those locations while the rest of the Township will fill in with lower density development per the Boone County master plan.

Most of the population is active, energetic, engaged and involved in pursuit of a range of activities to enhance their life experience. There is a demand for intellectual, cultural, and physical exercise opportunities. There is a concern for nature and the environment. In 2001 Zionsville became only the second community in the nation to be certified as a "Backyard Wildlife Habitat" community by the National Wildlife Federation.

* Data source: is the 2000 census.

POPULATION TRENDS
2002 MASTER PLAN





2.4 GEOGRAPHY

Eagle Township, which includes the town of Zionsville, lies in the central part of Indiana known as the Central Drift region. This area was formed by the three major glaciers that entered Indiana. The last, the Wisconsin glacier, retreated back to the north about 10,000 years ago leaving behind huge deposits, of glacial till. The resulting soil conditions are variable in texture, drainage characteristics, and structural soundness.

The topography of the landscape is generally flat to rolling terrain, with elevation variation between 815 and 925 feet above sea level. Topographical deviations are found along Eagle Creek and its upper reach tributaries, Irishman's Run, and Fishback Creek.

The most significant geographic feature is Eagle Creek, which flows north to south in the eastern side of the Township, and then loops southwest where it flows to Eagle Creek Reservoir northwest of Indianapolis. This stream has significant year round water flow, has a sizeable flood plain, and is prone to flooding in the spring.

The northern part of the Township is laced with small tributary creeks which come together to provide the bulk of water flow in Eagle Creek. In addition, Irishman's Run forms a north-south depression in the central part of the Township that flows to Eagle Creek at the south Township border. Likewise, Fishback Creek forms a north-south depression in the western part of the Township where it flows south into Eagle Creek Reservoir.

There are three small lakes at creek headwaters, plus numerous ponds, which act as natural and man-made drainage retention areas. There are no significant permanent wetland areas beyond the banks of the creeks, lakes, and ponds.

The Township is checkered with woodlands, open meadows, and farm acreage under active cultivation, as well as the residential areas of Zionsville. The most densely wooded areas are along Eagle Creek and the headwater creeks in the northern part of the Township. Significant wooded tracts also exist along the Fishback Creek and Irishman's Run depressions.

2.5 SOCIO-ECONOMIC PROFILE

Zionsville has become primarily a bedroom community with a strong orientation towards Indianapolis, while continuing to have many elements of the rural village. Zionsville is the community focus of Eagle and Union Townships, which are served by the schools, library, parks, and commerce.

The Zionsville area has become a haven for professional people with above average income and education. It is a homogeneous group culturally and economically.

72% of adults have formal education beyond high school. 78% of adults are in executive, professional, sales, and administrative occupations. 75% of the households have two or more working adults. *

Most of the population is active, energetic, engaged, and are involved in pursuit of a range of activities to enhance their life experience. There is demand for intellectual, cultural, and physical exercise opportunities. There is concern for the nature of the community. Zionsville is only the second community in the nation to be certified by the National Wildlife Federation as a Backyard Wildlife Habitat Community. Youth sports programs such as soccer, baseball, football, swimming, lacrosse etc are strongly supported. The community pulled together with hundreds of volunteers to build a new multi-element playground at one of our schools.

* Data source: "Equifax National Decisions Systems" study for PSI Energy Corporation, March, 1996.

3.0 EXISTING FACILITIES AND PROGRAMS

3.1 INVENTORY

The total community use of parks and recreation in Zionsville is an amalgam of offerings by the Parks and Recreation Department, by the school systems, by interest groups, and by private commercial interests.

3.1.1 PUBLIC PARKS

The Park system, of Zionsville Parks and Recreation, consists of fourteen park areas, one nature center, and one nature preserve subject to life estate.

A. Starkey Park

This 77-acre park is located a quarter-mile southwest of the village and is the largest park in Zionsville. Starkey Park is named for Lucile Starkey who bequeathed a major portion of the land to the Town in 1974 for use as a nature park. The park's wooded and open bottomland along Eagle Creek offers a respite from the fast lane and teaches respect, reverence, and appreciation for nature. Along with its scenic beauty, Starkey Nature Park offers hiking trails, nature study, picnicking, and perfect settings for photography. This park is a restricted use nature conservancy.

B. Jennings Field

This 10-acre park, located northwest of downtown, was donated in 1977 by Bill Jennings, the developer of an adjacent housing development. It contains four (4) soccer fields, a refreshment building with restroom facilities, a picnic shelter, and a playground area. It is also used by Zionsville Community Schools for their soccer and lacrosse programs.

C. Lincoln Park

This 1-acre park is nestled in the village. The park is dedicated to the memory of Abraham Lincoln, who stopped there in 1861 on his way to Washington, D.C. to be inaugurated to the Presidency of the United States. The tranquil setting is ideal for a quiet interlude. The gazebo at the north end of the park is used for weddings, summer concerts, and other special events. Other amenities include picnic tables, benches, a fountain, and a memorial dedicated to Abraham Lincoln.

D. Tennis Courts/Playground

Two lighted tennis courts are located on the East Side of the village. The one acre mini-park also includes a tennis practice court. Adjacent to the tennis courts

is an extensive playground. The playground was completely redone in 1999 with new equipment designed specifically for 3 to 6 year olds.

E. Nancy Burton Memorial Park

This 21-acre park is an abandoned railroad right-of-way located southwest of the village. It was donated to the Town in 1991 by Lee Burton in memory of his wife. It is a beautiful, shaded, 7/8 mile long lane opening out on a high vista bridge over Eagle Creek. This park with its southern terminus adjacent to Starkey Park offers a wonderful hiking and jogging venue. There is a handicap accessible wooden ramp from the bridge to Eagle Creek, providing access to Starkey Park.

F. Rail Trail Park

This 23-acre park, also 7/8 mile long, is part of the same abandoned railroad right-of-way located northwest of the village. It meets Nancy Burton Park at SR334 and provides an interconnected pathway forming a major foot and bike route as part of the Town pathway system. At the northern end of the park, a tunnel has been completed under the new Ford Road and Mulberry Street intersection. The next phase will be extension of the path from Mulberry to Carter Station a new park located another ½ mile North.

G. Turkey Foot Nature Park

This 16-acre addition was a donation in 1995 by Mr. Robert Carter, the developer of an adjacent subdivision. It is on the Eagle Creek flood plain with heavy woods. It is not yet developed and a major portion is not readily accessible until a bridge can be built over the creek.

H. Lefbo

A 7 acre donation by Lefbo in 2000 is adjacent to Turkey Foot Park. As with Turkey Foot it is wooded Eagle Creek Flood plain. Similarly to Turkey Foot this land will be developed as nature preserve once a bridge provides access over Eagle Creek.

I. Village Corner

This 1400 square foot pocket park is at the Corner of Cedar and Main Streets in the center of downtown Zionsville. Established in 2001, with benches and plantings, it is a restful bit of greenspace. Village Corner is used for "Santa Claus" during the Christmas in Village celebration. Future plans include a street clock with carillon and an historical marker.

J. American Legion Trail Crossing

Located at the Northeast corner of Bloor Lane and Ford Road, the property was donated by the American Legion in 1998.The 2 acres have remained undeveloped since the donation, because the land has been used for a construction staging area. The park is adjacent to the Rail Trail and Jennings Field. Plans are to develop it as a rest area and to include a memorial to the Eagle Township servicemen and women who lost their lives fighting for our country.

K. Creekside Nature Park

Donated by the Dow Chemical Co., these 18 acres lie along Eagle Creek and are just across SR334 from Lions Park. The property is wooded along the creek with a large open field adjacent to SR334. The property will be developed to provide fishing, hiking and biking trails, picnicking, and the re-creation of a natural prairie in the central area. (Note the Inventories map shows the facilities as planned).

L. Zion Nature Sanctuary

Located behind Eagle Elementary School this new 10 acre addition is heavily wooded. It is bisected by a ravine formed by Cross Creek (Saylor Drain). This area, once called Lake Como, was first used as a park and camp meeting ground in the latter half of the nineteenth century. It had a lake formed by a dam across the creek and even had a cable car crossing the lake. By the mid twentieth century, the park ceased being used and the lake was drained by blowing up the dam. The park will be developed with trails, a small pond and an outdoor classroom located adjacent to the pond. (Note the Inventories map shows the facilities as planned).

M. Zion Nature Center

This is a building leased from Zionsville Community Schools on a minimum 10 year lease. It is adjacent to the Eagle Elementary School property and is across the schoolyard from Zion Nature Sanctuary. It is being developed to house nature exhibits, reference material and training aids to teach children about our natural heritage.

N. Carter Station

This 8-acre park, donated by Mr. Carter, is near what will be the northern terminus of the rail trail. Carter Station will be developed as a rest area for the trail with playground equipment, picnic areas, a pond, and a large open field for informal sports.

O. Elm Street Property

These 12 acres, purchased in 2001, are heavily wooded along Eagle Creek, with open field on the remainder. Several of the acres are across the creek on the eastern bank. The area along the creek will be left natural. It is planned that as property becomes available, the flood plain between this property and Lions Park will be acquired for park use. Once all the parcels are in place, the open fields will be used for a variety of purposes, including ball fields, playgrounds, picnic areas etc.

P. Holiday Nature Preserve

These 50 acres of woodland along Eagle Creek are still in the possession of Mr. and Mrs. Holiday. They are donating the property subject to a life estate in donors. When it becomes park property, it will be operated as a nature preserve with hiking trails only.

3.1.2 SCHOOLS

The Zionsville Community Schools play a major role in the community recreation mix. The Parks and Recreation Department works with the school district to maximize utilization of the facilities in the public interest. Currently, Zionsville Community High School uses Jennings Field for soccer team practices. School playgrounds and courts are used by the public for various recreational activities. Those who do not live in close proximity to a public park also utilize school facilities as neighborhood parks.

A. Zionsville High School/Old Zionsville Middle School

This 68-acre school complex contains 30 acres for recreation. Included are two athletic fields, two baseball diamonds, one practice diamond, two gymnasiums, eight tennis courts, one swimming pool, and a parking area. The indoor swimming pool in the high school is available to the public on a limited basis.

B. Pleasant View Elementary

Located on 10 acres, this school has 6 acres dedicated to recreation. This includes four basketball goals, one soccer field, and Pleasant Place Playground.

C. Eagle Elementary

This school is located on 15 acres, and 10 acres are available for recreation. Included at this recreational area are one athletic field, one practice diamond, four basketball goals, and play equipment.

D. Zionsville Middle School

Opened in August of 2001, the Zionsville Middle School offers many recreational facilities. Included are 12 tennis courts, a 400m all weather 8 lane track, 2 full sized gyms (800 seating capacity), multipurpose/wrestling room, competition softball field, competition baseball field, 2 football practice areas, and 1 competition football field. Soon to be completed are a playground/physical fitness course, outdoor science lab, 2 outdoor concession stands and 1 indoor concession stand.

3.13 PRIVATE

Semi-public and private recreation facilities are an important part of the recreation opportunities in Zionsville. These facilities fulfill a function the Parks and Recreation Department has not been in a position to serve, but which are endorsed as valuable assets to the community.

A. Lions Park

Situated at the southeast entrance to the village, this 18-acre recreation facility operated by the Zionsville Lions Club has long been considered THE Zionsville Park. This is the most visible, best known, most used recreation park in town. The park consists of ten baseball, softball, and T-ball diamonds (four are lighted), one and one-half full-size lighted basketball courts, one volleyball court, one shelter house, playground areas with equipment, several picnic areas, and restroom facilities. The Lions Club community building is also located in the park. The fields are dedicated to and maintained by the Zionsville Little League organizations.

B. Azionaqua Swim Club

This 5-acre club has a full-size pool, as well as junior and baby pools. Volleyball courts and a shelter area are also included on the property. It is available to all residents for a nominal membership fee.

C. Zionsville Golf Club

The privately owned, 50-acre club is a nine-hole golf course open to the public. The course is approximately 3,000 yards with a nice variety of features for the intermediate golfer.

D. St. Alphonsus Athletic Field

This church-owned property on four acres has four soccer fields utilized by the Zionsville Soccer Association as well as two basketball goals for general use.

E. Eagle Fields

Eagle Fields is the soccer complex owned and operated by Zionsville Soccer Association. The complex is 50-acres and consists of 14 full sized fields, 1 lighted championship field, and a combination concession stand, restrooms, and shelter building.

F. Zionsville United Methodist Church

A new church is currently being moved into. Recreational Facilities and programs are under development.

G. Advent Lutheran Church

Four athletic fields are located at the church. The fields are utilized for soccer and lacrosse.

H. Boys and Girls Club

The club is located on a 4 acre site adjacent to the Zionsville Rail Trail. The building contains gym, meeting and activity rooms for the youth of Zionsville.

RECREATION FACILITIES
2002 Master Plan
Zionsville Parks and Recreation

PUBLIC PARKS

Starkey Park
Jennings Field
Lincoln Park
Tennis Courts/Playground
Nancy Burton Park
Rail Trail Park
Turkey Foot Park
Lefbo
Village Corner
American Legion Trail Crossing
Creekside Nature Park
Zion Nature Sanctuary
Zion Nature Center
Carter Station
Elm Street
Holiday Nature Preserve

SCHOOLS

Zionsville High School/(Old) Zionsville Middle School
Pleasant View Elementary
Eagle Elementary
Zionsville Middle School

SEMI PUBLIC and PRIVATE

Lions Park
Azionaqua Swim Club
Zionsville Golf Club
St. Alphonsus Athletic Field
Eagle Fields
Zionsville United Methodist Church
Advent Lutheran Church
Boys and Girls Club

Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Starkey Park

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Sugarbush Drive

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

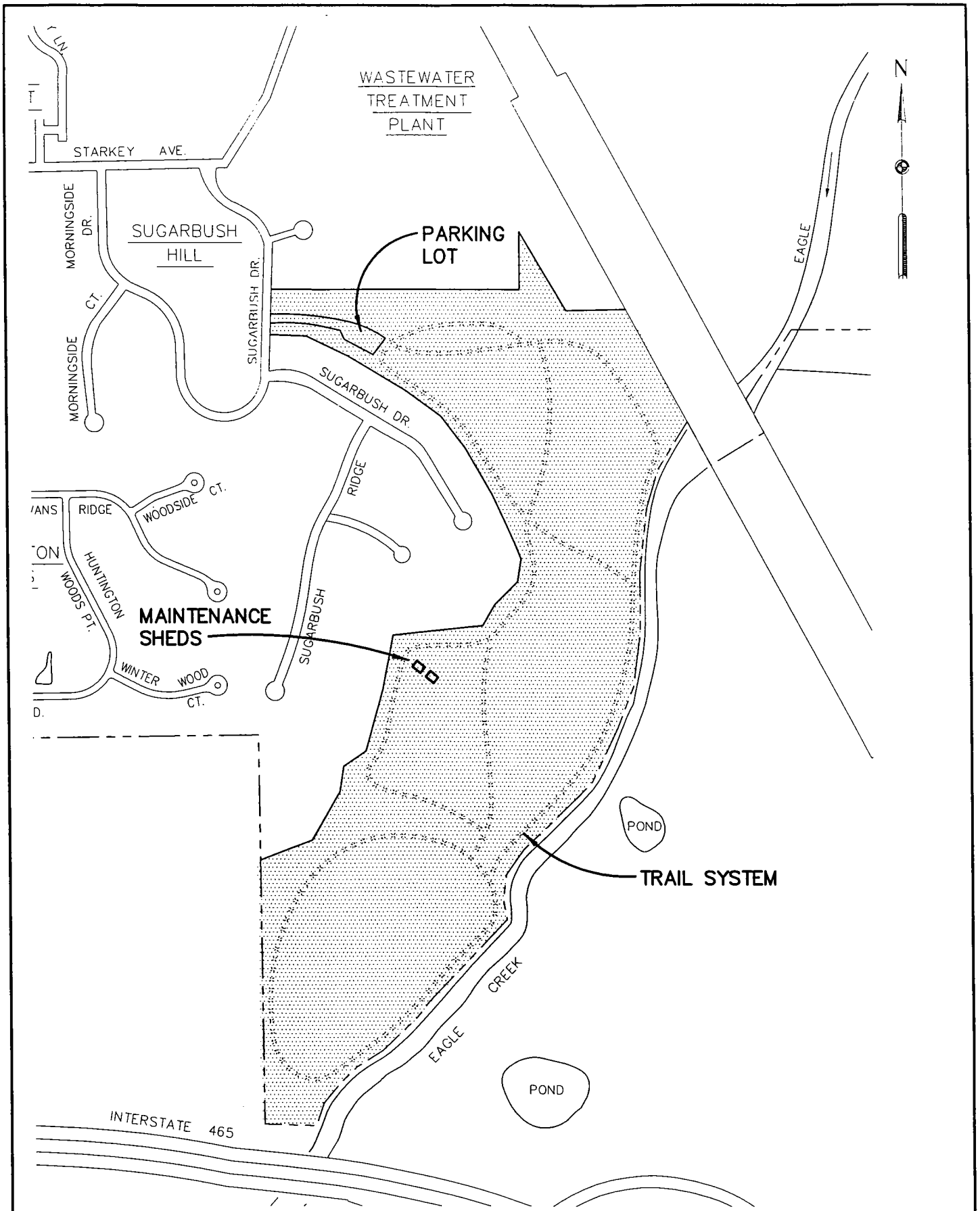
ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
77 acres

NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)
Eagle Creek
(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, _X_bank fishing, _X_picnicking (# __picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, _X_foottrails, __fitness trails,
__bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, _X_nature interpretation (__nature center),
__cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), _X_X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: _____

COMMENTS: **Operated as a Nature Conservancy**



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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

STARKEY NATURE PARK

2002 MASTER PLAN

ZIONSVILLE PARKS AND
RECREATION DEPARTMENT

DECEMBER 2001

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Jennings Field

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Corner of Bloor Lane and Hal Sharpe Road

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
10 acres

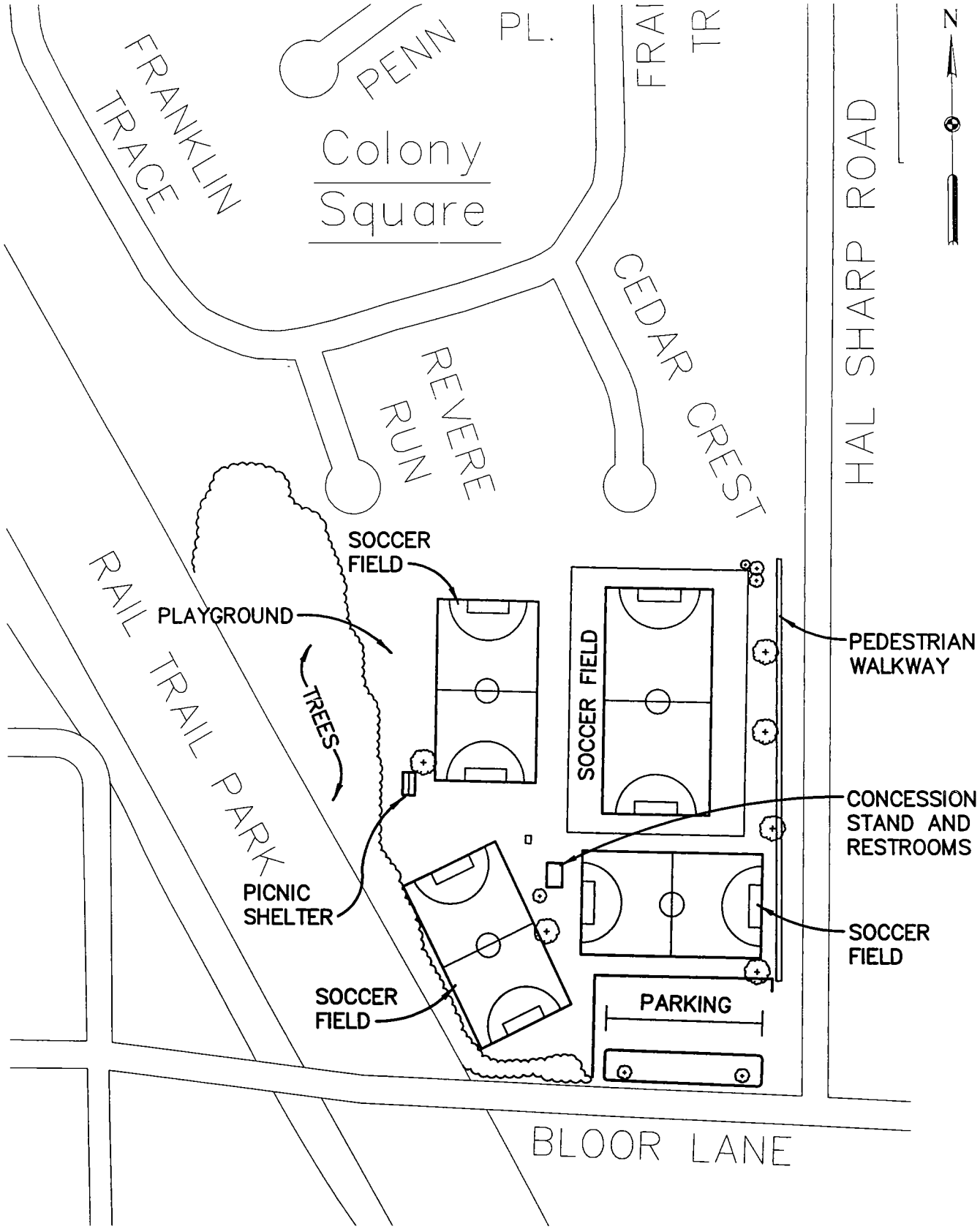
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)

(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, __bank fishing, _X_picnicking (# _1_picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), _X_ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #_4_football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails,
__bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center),
__cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: _____

COMMENTS:



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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

JENNINGS FIELD

2002 MASTER PLAN
ZIONSVILLE PARKS AND RECREATION DEPARTMENT
DECEMBER 2001

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Lincoln Park

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Corner of Oak Street (State Road 334) and First Street

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
1 acre

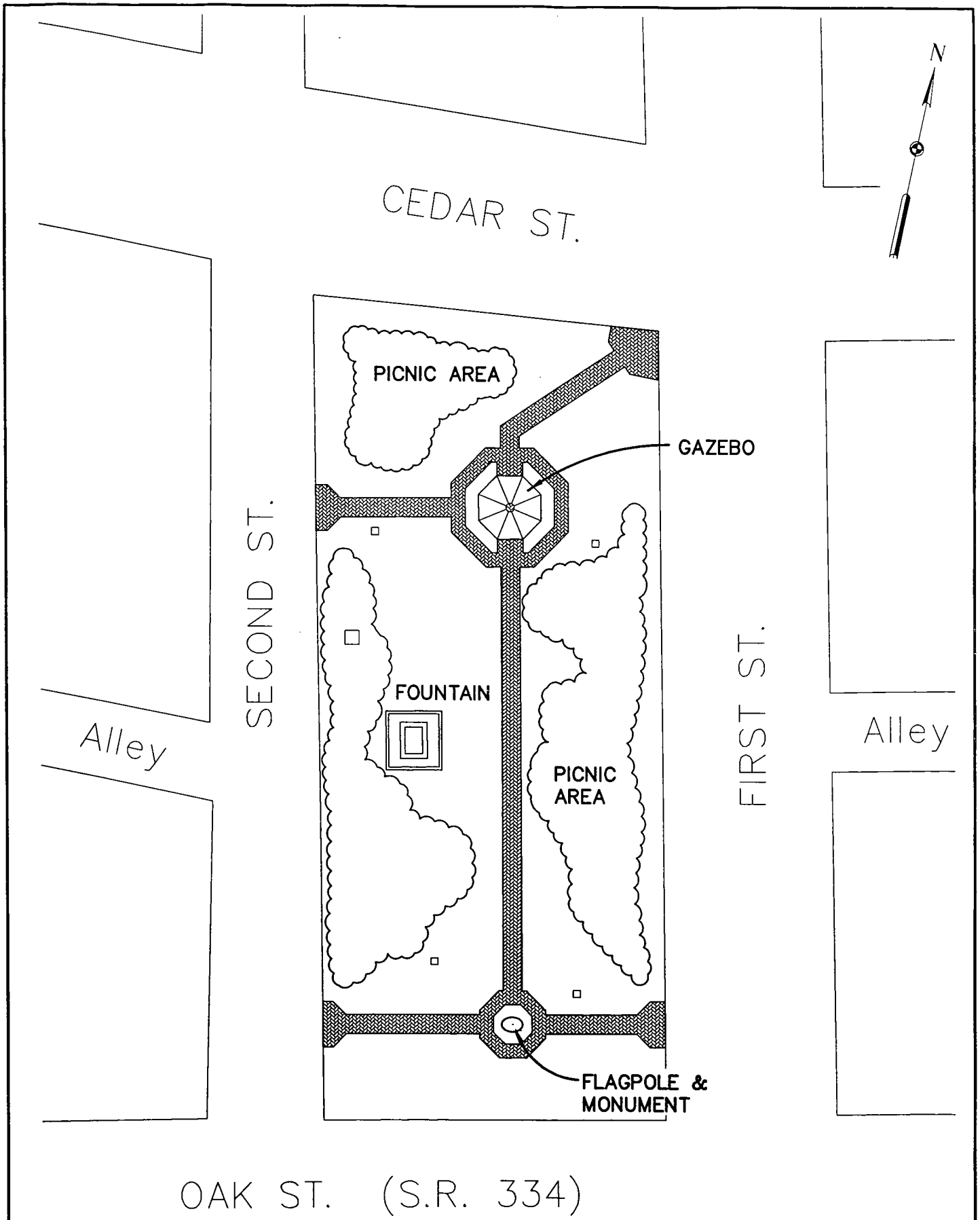
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)

(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, __bank fishing, _X_picnicking (# __picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails,
__bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center),
__cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: **Gazebo**

COMMENTS: **Located in the downtown area**



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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

LINCOLN PARK

2002 MASTER PLAN
ZIONSVILLE PARKS AND
RECREATION DEPARTMENT
DECEMBER 2001

Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Tennis Courts and Playground

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Adjacent to Lions Club Park (corner of Elm Street and State Road 334)

NAME OF OWNING/OPERATING AGENCY:

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
1 acre

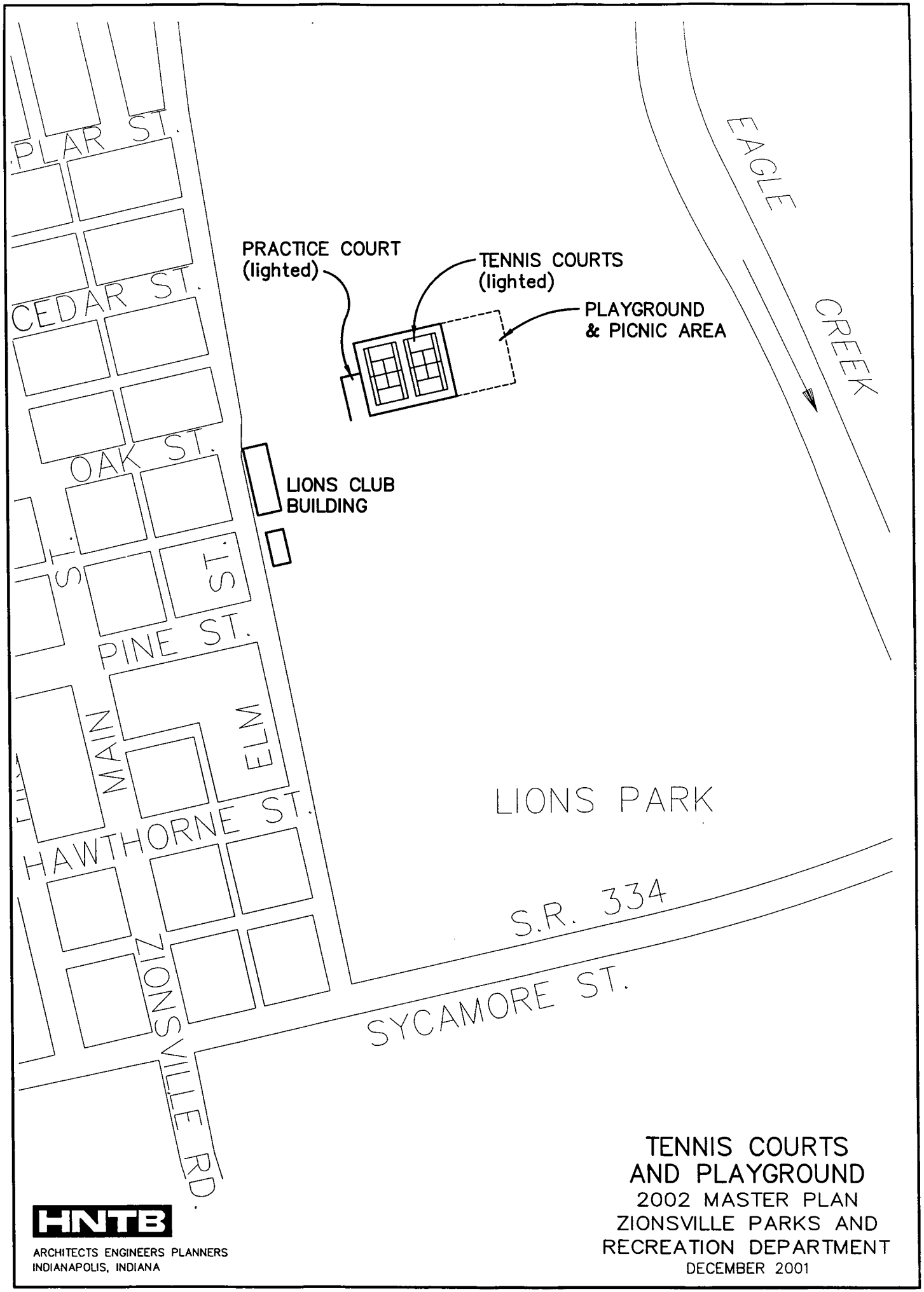
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)

(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing, __fishing pier, __bank fishing, _X_picnicking (# __picnic shelters), __ Class AA camping (full hookups), __Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity), __Class C camping (primitive), _X_ playground, __swimming beach, #__swimming pools, #_2_ tennis courts, #__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf, __handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails, __bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns, __hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center), __cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails, __ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing,
_X_ other: **1 Practice Court and Playground is Handicap Accessible**

COMMENTS: **Tennis Courts are lighted**



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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Nancy Burton Memorial Park (a part of the Zionsville Rail Trail)

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Between Eagle Creek and State Road 334

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
21 acres

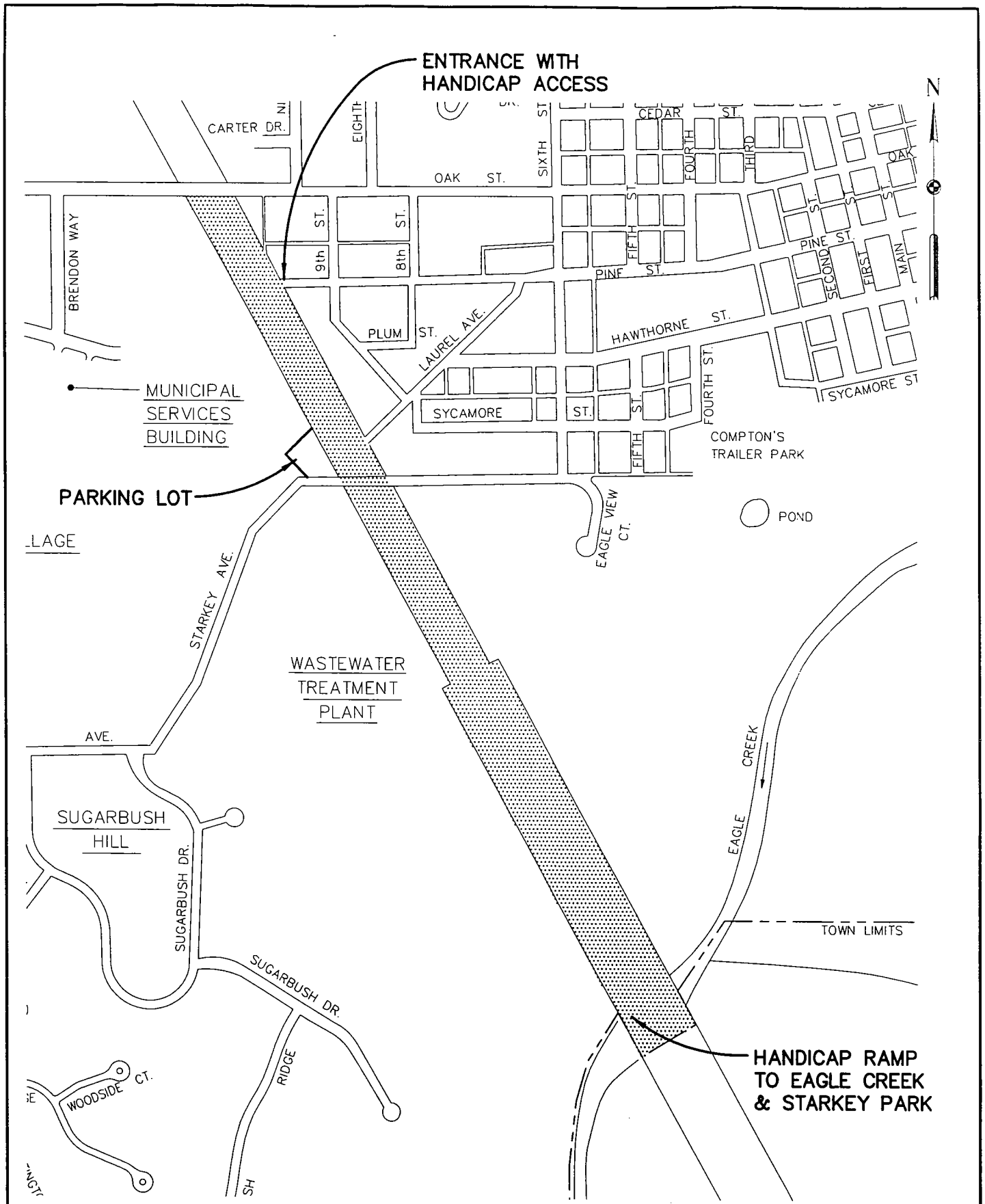
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)
Eagle Creek
(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (_X_Yes, ___No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, _X_bank fishing, _X_picnicking (# __picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, _X_foottrails, __fitness trails,
_*_bike trails, _*_horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center),
__cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), _X_X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: _____

*** Bike and Horse trail is 1.2 miles long and is separated from main trail. Horses are <u>not allowed</u> on the main trail.**

COMMENTS: **A Rails to Trails Project**



HNTB

ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

NANCY BURTON PARK

2002 MASTER PLAN

ZIONSVILLE PARKS AND
RECREATION DEPARTMENT

DECEMBER 2001

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Zionsville Rail Trail

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
From State Road 334 (Oak Street) to Carter Station

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
23 acres

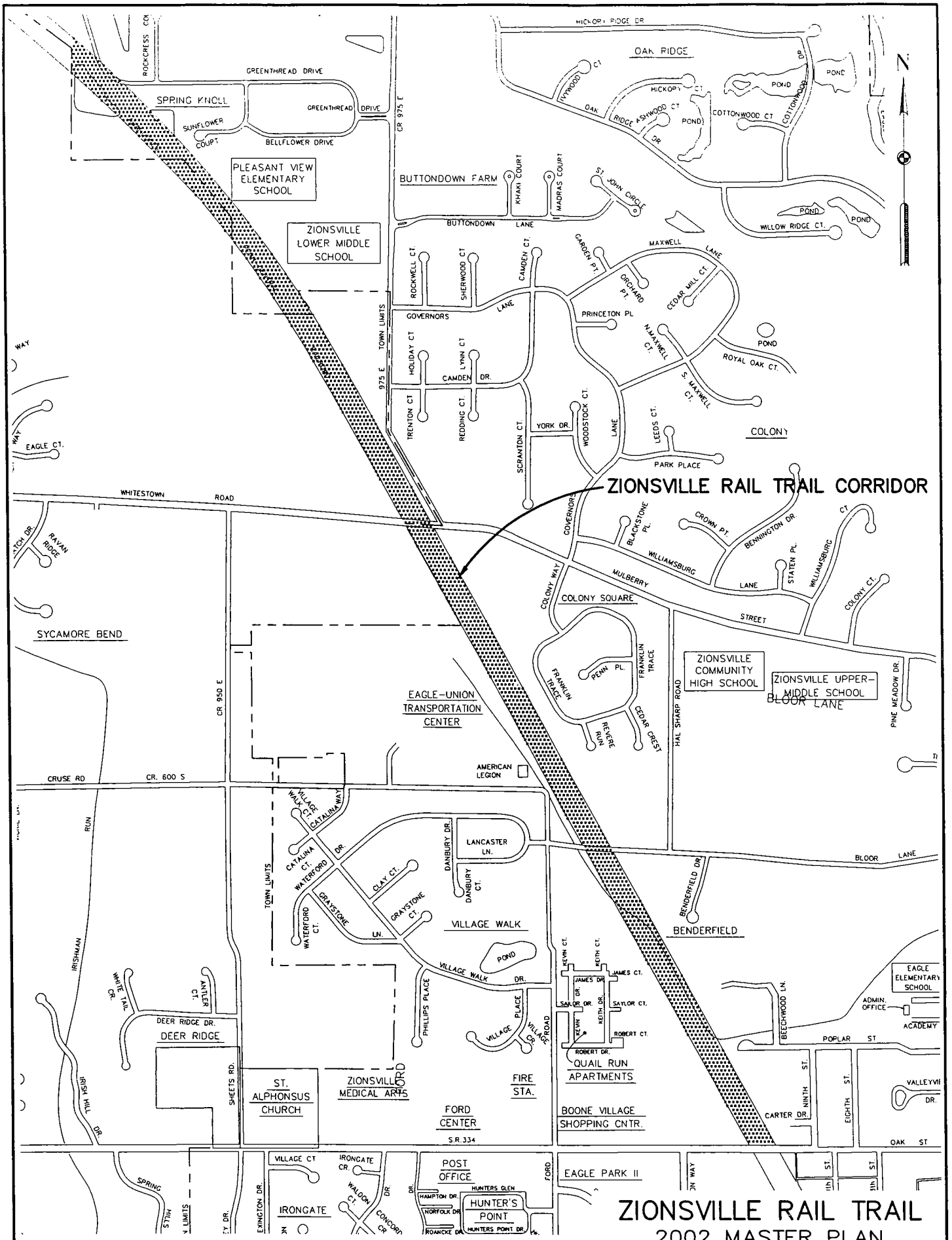
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)

(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing, __fishing pier, __bank fishing, _X_picnicking (# __picnic shelters), __ Class AA camping (full hookups), __Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity), __Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts, #__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf, __handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, _X_foottrails, __fitness trails, _X_bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns, __hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center), __cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails, __ice skating (__warming shelter), _X_X-country skiing, __downhill skiing, __sledding/tobogganing, __ other: _____

COMMENTS: **Rails to Trails Project**



ZIONSVILLE RAIL TRAIL

2002 MASTER PLAN

ZIONSVILLE PARKS AND RECREATION DEPARTMENT

DECEMBER 2001

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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Turkey Foot Nature Park

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Turkey Foot Road at Oak Ridge Drive

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

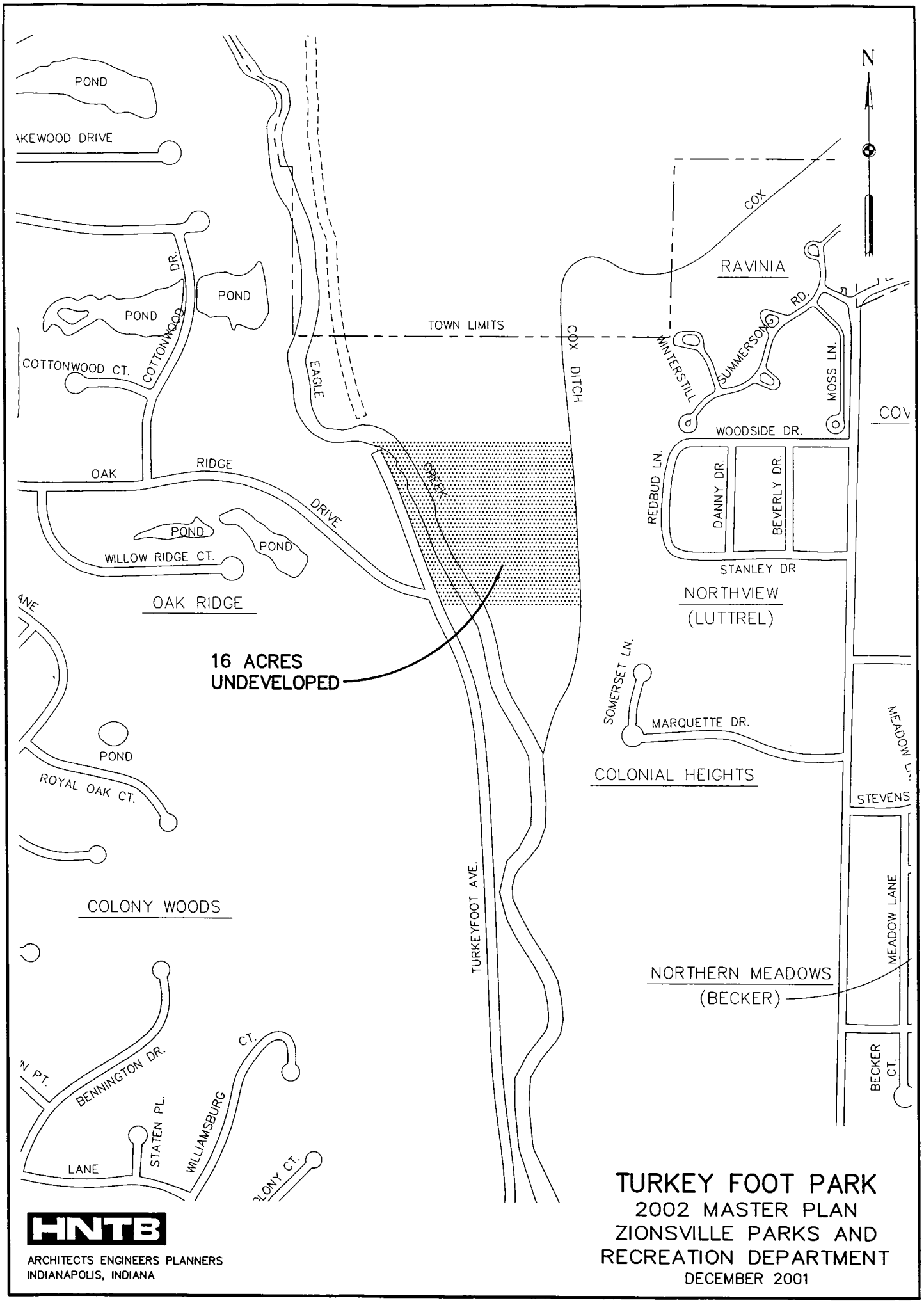
ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
16 acres

NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)
Eagle Creek
(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, __bank fishing, __picnicking (# __picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails,
__bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center),
__cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: _____

COMMENTS: **Undeveloped**



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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

TURKEY FOOT PARK

2002 MASTER PLAN

ZIONSVILLE PARKS AND RECREATION DEPARTMENT

DECEMBER 2001

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
LEFBO Property

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Adjacent to Turkey Foot Nature Park

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

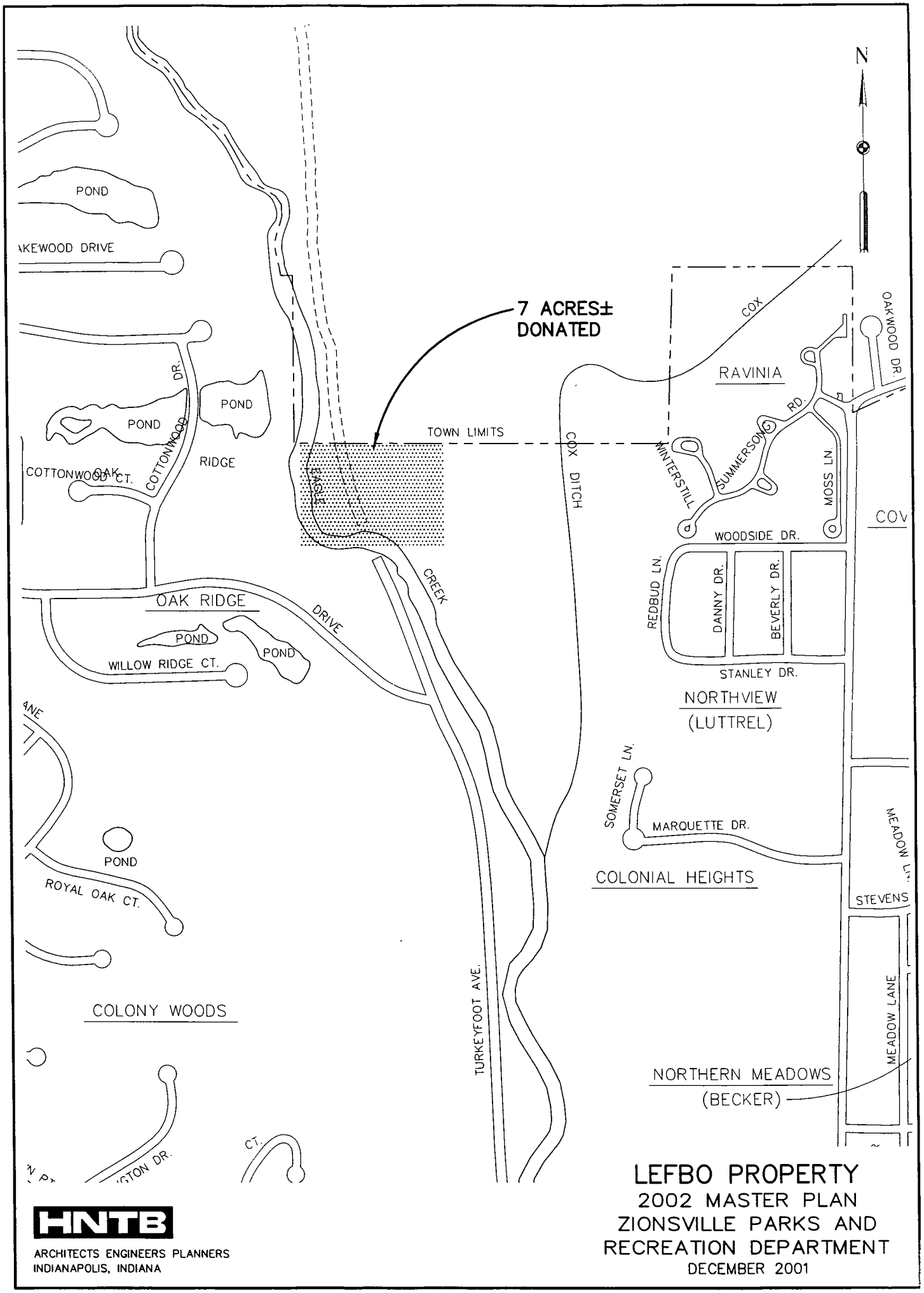
ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
7 acres

NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)
Eagle Creek
(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, __bank fishing, __picnicking (# __picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails,
__bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center),
__cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: _____

COMMENTS: **Undeveloped**



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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

LEFBO PROPERTY

2002 MASTER PLAN
ZIONSVILLE PARKS AND
RECREATION DEPARTMENT
DECEMBER 2001

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Village Corner

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Corner of Cedar Street and Main Street

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
1377 Square Feet

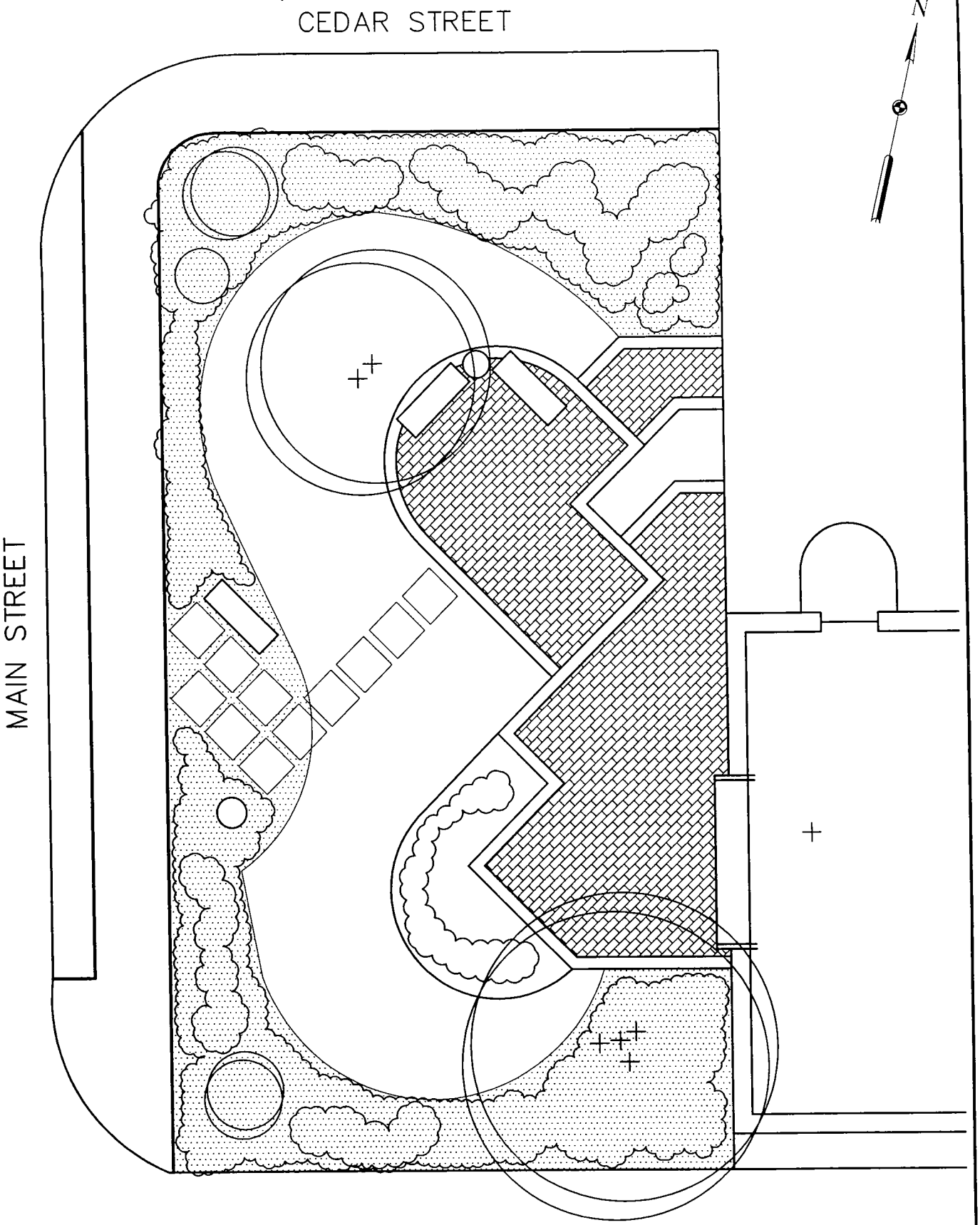
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)

(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing, __fishing pier, __bank fishing, __picnicking (# __picnic shelters), __ Class AA camping (full hookups), __Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity), __Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts, #__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf, __handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails, __bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns, __hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center), __cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails, __ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing, __ other: _____

COMMENTS: **This very small park provides a rest area and Greenspace in downtown Zionsville.**



VILLAGE CORNER
2002 MASTER PLAN
ZIONSVILLE PARKS AND RECREATION DEPARTMENT
DECEMBER 2001

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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
American Legion Trail Crossing

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Northeast Corner Ford Road and Bloor Lane

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
2 acres

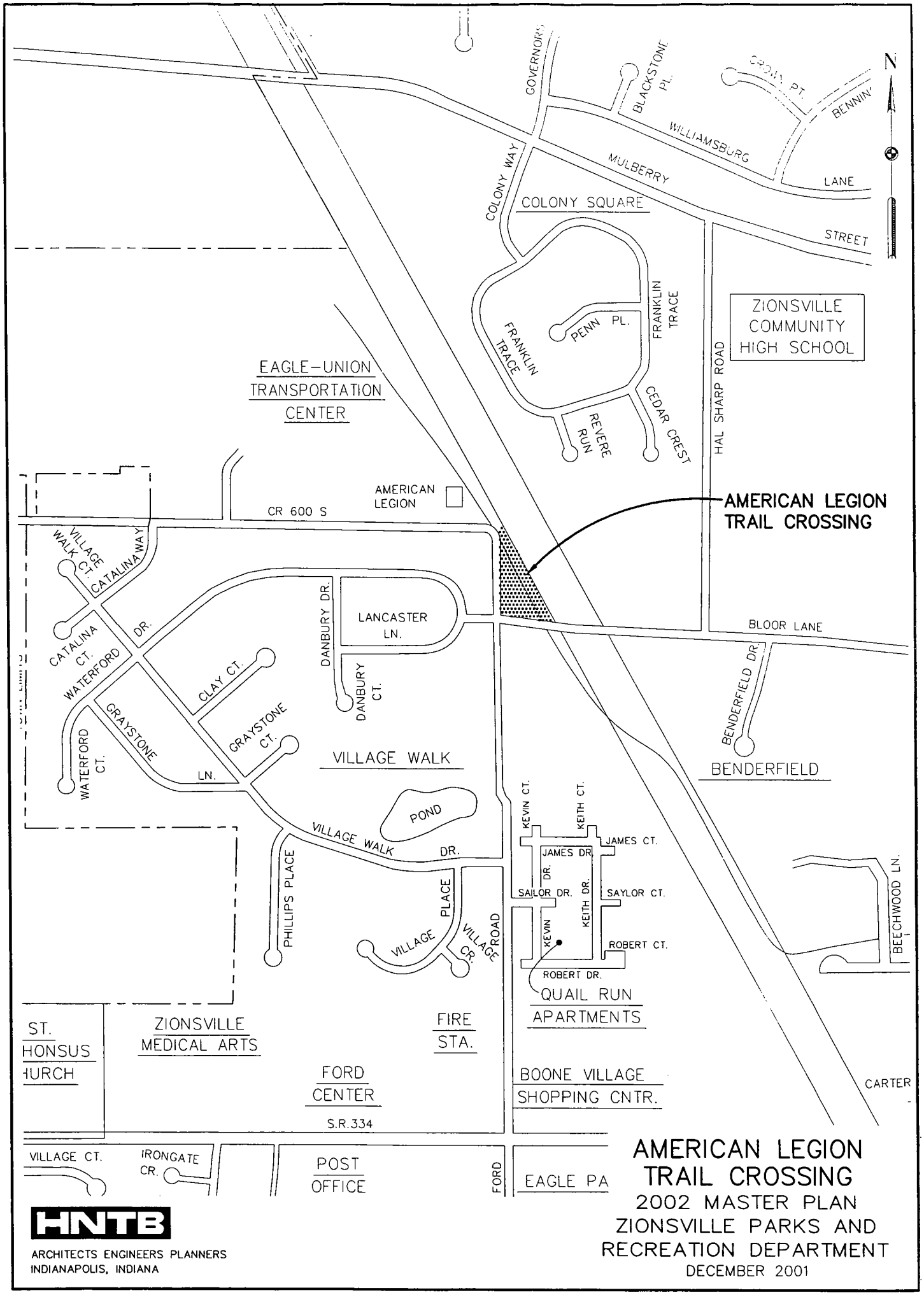
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)

(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing, __fishing pier, __bank fishing, __picnicking (# __picnic shelters), __ Class AA camping (full hookups), __Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity), __Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts, #__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf, __handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails, __bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns, __hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center), __cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails, __ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing, __ other: _____

COMMENTS: **Undeveloped**



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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

AMERICAN LEGION TRAIL CROSSING

2002 MASTER PLAN
ZIONSVILLE PARKS AND RECREATION DEPARTMENT
DECEMBER 2001

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Creekside Nature Park

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Off of State Road 334 (Oak Street) approximately 1 block east of Main Street

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

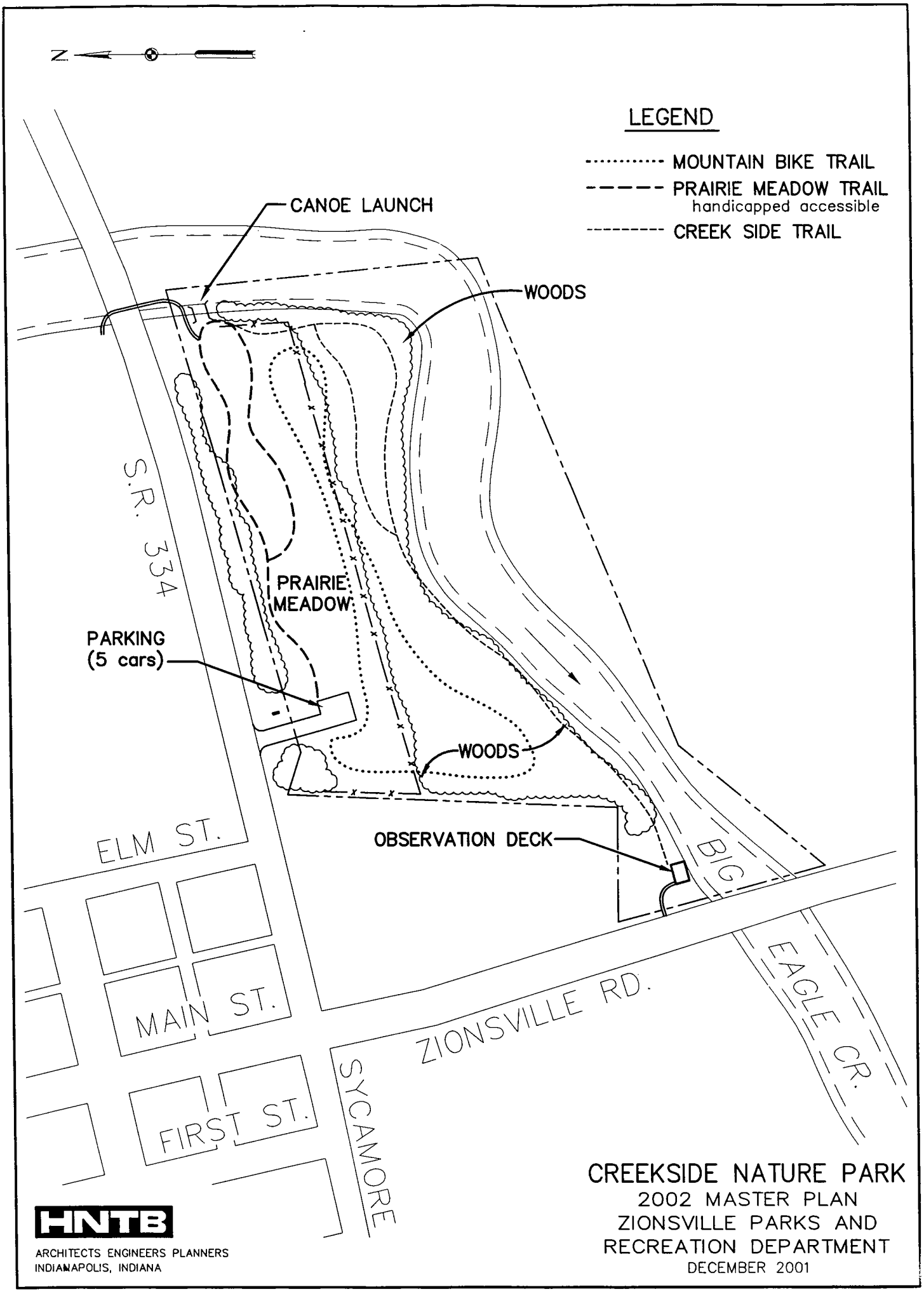
ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
18 Acres

NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)
Eagle Creek
(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No). **RTP Grant was utilized.**

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, _X_ canoeing, _X_fishing pier, _X_bank fishing, _X_picnicking (# __picnic shelters), __ Class AA camping (full hookups), __Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity), __Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts, #__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf, __handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, _X_foottrails, __fitness trails, _X_bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns, __hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center), __cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails, __ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing, __ other: _____

COMMENTS: **Multi Use Park**



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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Zion Nature Sanctuary

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Behind Eagle Elementary School (350 N 6th Street)

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

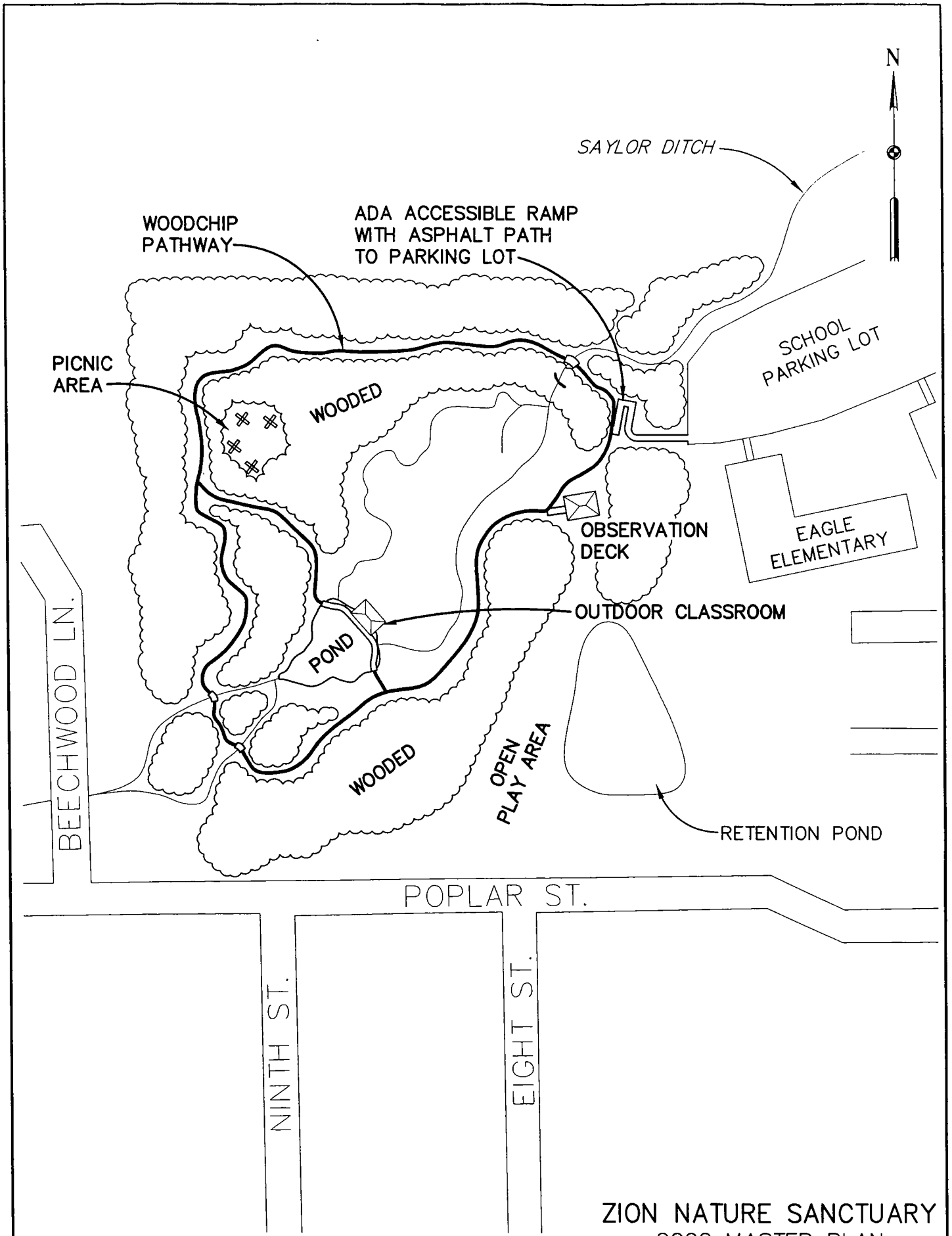
ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
10 Acres

NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)
Cross Creek (Saylor Drain)
(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (_X_Yes, ___No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, __bank fishing, _X_picnicking (# __picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, _X_foottrails, __fitness trails,
__bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, _X_nature interpretation (__nature center),
__cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: **Outdoor Classroom**

COMMENTS: **Operated as a Nature Sanctuary**



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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

ZION NATURE SANCTUARY
2002 MASTER PLAN
ZIONSVILLE PARKS AND RECREATION DEPARTMENT
DECEMBER 2001

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Zion Nature Center

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
690 Beech Street

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(___Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)
Nature Center

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
1 acre

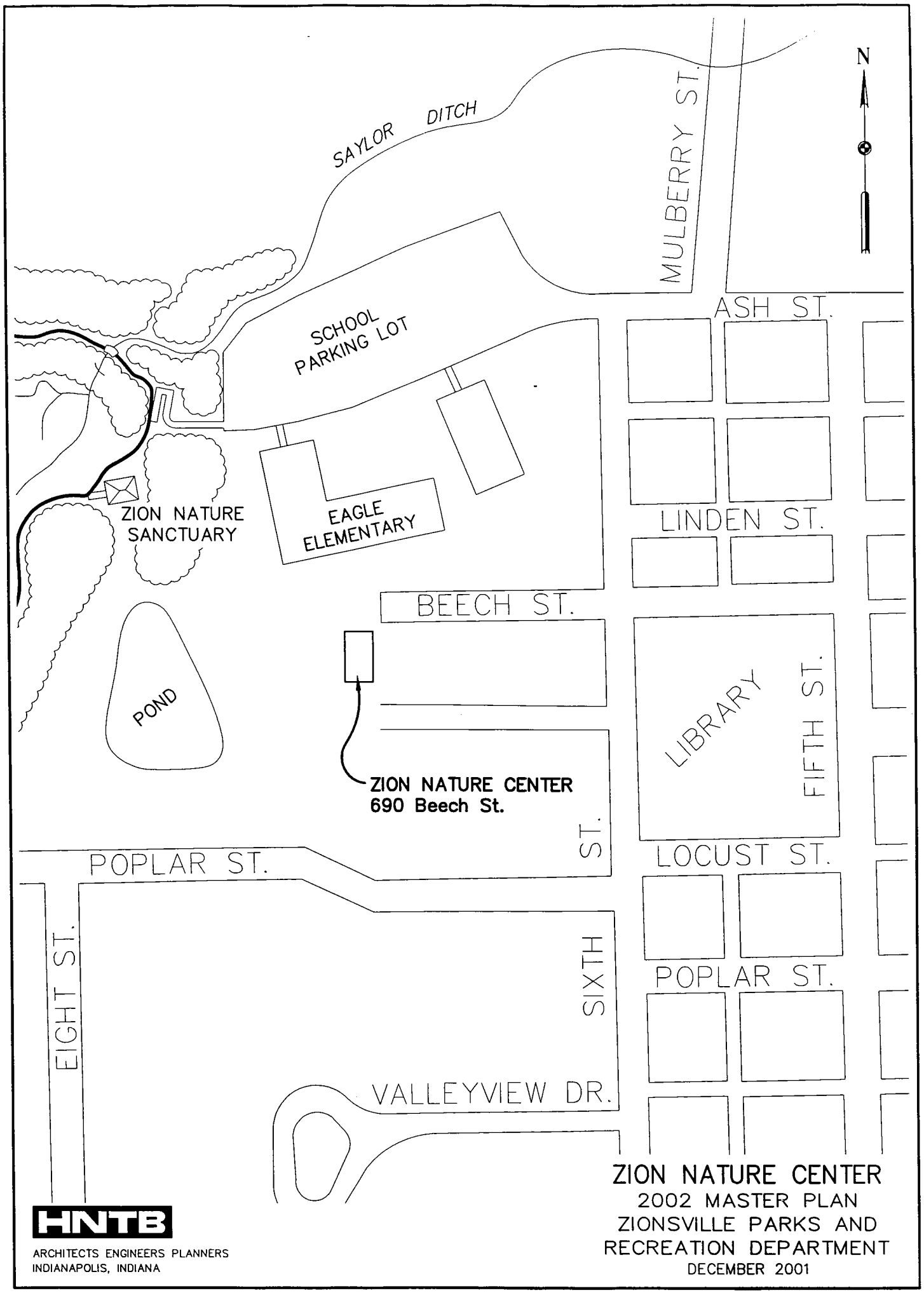
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)

(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, __bank fishing, __picnicking (# __picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails,
__bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, _X_nature interpretation (_X_nature center),
_X_cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: _____

COMMENTS: **Zion Nature Center will open to the public in January of 2002**



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ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

ZION NATURE CENTER
2002 MASTER PLAN
ZIONSVILLE PARKS AND
RECREATION DEPARTMENT
DECEMBER 2001

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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Carter Station

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
Greenthread Drive

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
8 acres

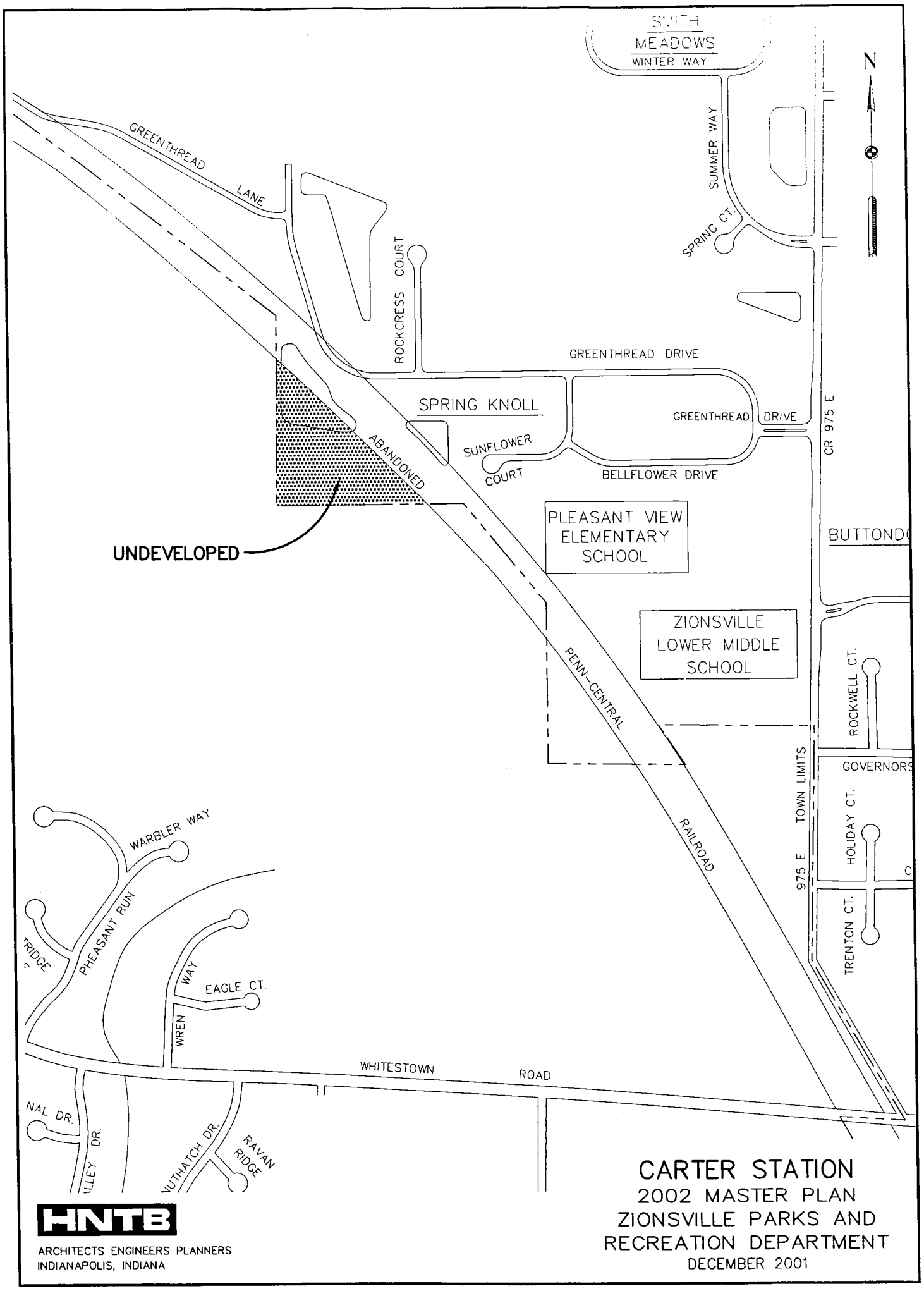
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)

(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, __bank fishing, __picnicking (# __picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails,
__bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center),
__cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: _____

COMMENTS: **Undeveloped**



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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Elm Street Property

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
295 North Elm Street

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

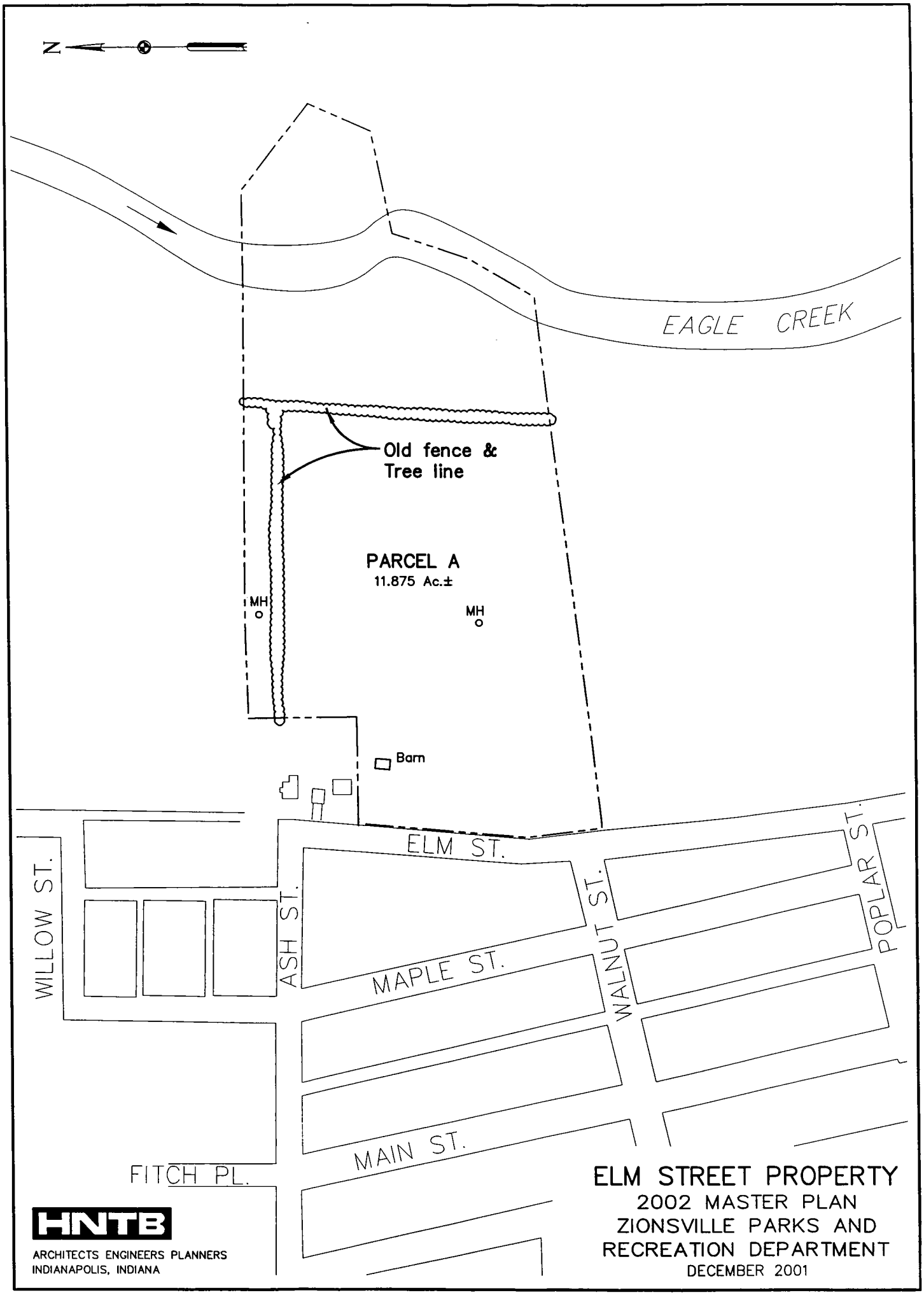
ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
12 acres

NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)
Eagle Creek
(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing, __fishing pier, __bank fishing, __picnicking (# __picnic shelters), __ Class AA camping (full hookups), __Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity), __Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts, #__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf, __handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, __foottrails, __fitness trails, __bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns, __hunting, __shooting range, __archery range, __zoo, __nature interpretation (__nature center), __cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails, __ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing, __ other: _____

COMMENTS: **Undeveloped**



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Statewide Public Outdoor Recreation Areas Inventory

This information will be used by DNR in preparation of the SCORP and in special studies; it is also available to other interested persons. Please fill out one form for each recreation area which is controlled by the park board.

NAME OF RECREATION AREA:
Holliday Nature Preserve

COUNTY:
Boone

LOCATION/ADDRESS OF AREA: (So that the area can be found; no P.O. Boxes, please!)
North of Zionsville on CR 975 East

NAME OF OWNING/OPERATING AGENCY:
Zionsville Parks and Recreation Department

TYPE OF OWNER/OPERATOR:
(___Federal, ___State, ___County, ___Twp., _X_Municipal)

TYPE OF AREA: (Check 1 only: what it's called or what it primarily is.)
(_X_Park/Recreation Area, ___ Forest, ___ Fish /Wildlife Area, ___ Access Site (Fish/Boat),
___State Dedicated Nature Preserve, ___Reservoir, ___Historic/Cultural Area)

ACREAGE UNDER AGENCY CONTROL: (Land & water)
(Round to the nearest whole number; if fraction is ½, round UP when the whole number is EVEN and DOWN when the whole number is ODD. Example: 10.5 would become 11, and 9.5 would become 9.)
50 acres (Subject to life estate in donors)

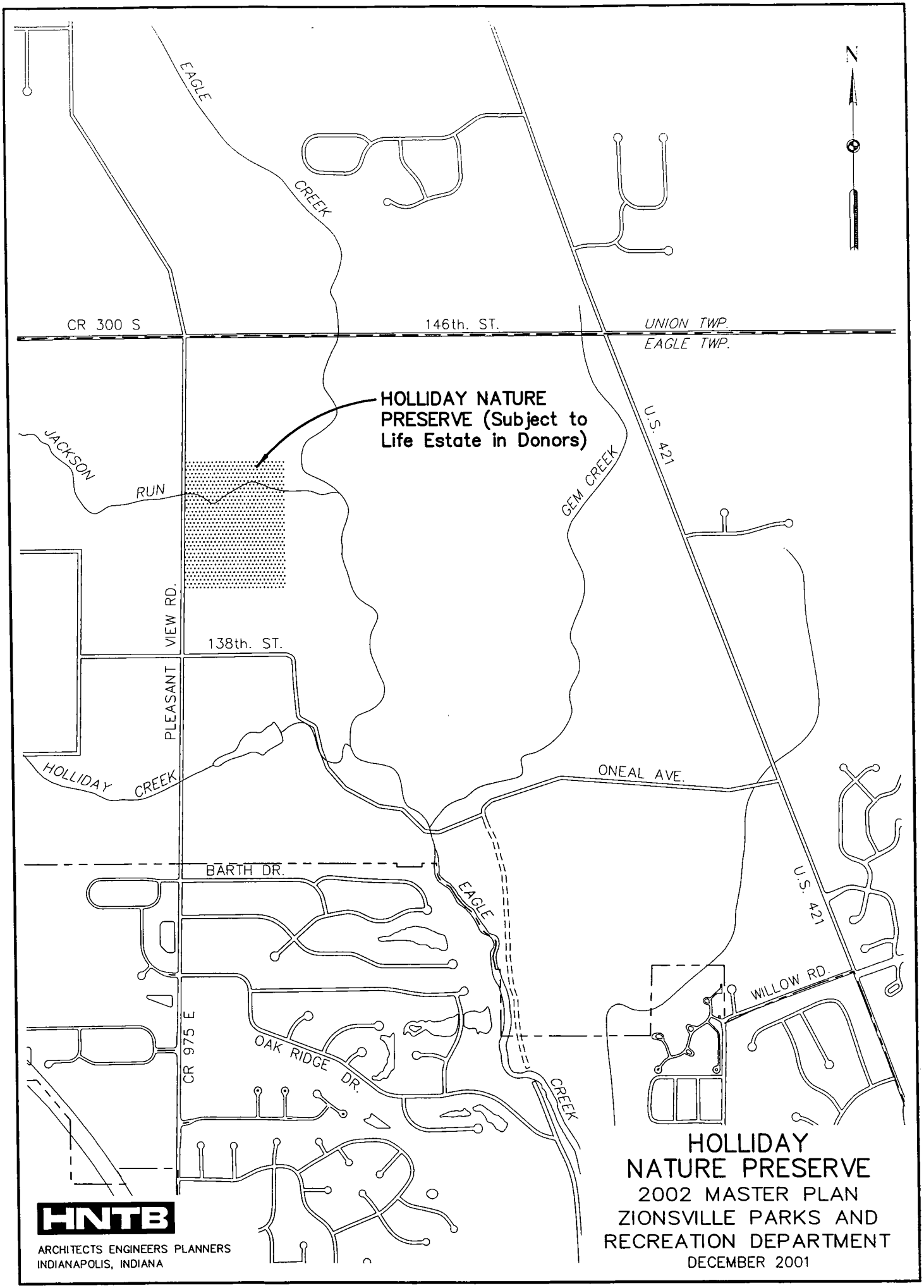
NAME OF LAKE(S) OR STREAM(S): (On or abutting the property)

(only for lakes totally contained within the property boundaries; round the number as above.)

LWCF: (Were Land & Water Conservation Funds used on the property?) (___Yes, _X_No).

ACTIVITIES/FACILITIES: (Check if available; only include numbers where # is indicated.)
__Boat launching ramp, __boat docks (__overnight mooring), __boat rental, __waterskiing, __ canoeing,
__fishing pier, __bank fishing, __picnicking (# __picnic shelters), __ Class AA camping (full hookups),
__Class A camping (modern restrooms, electricity), __ Class B camping (modern restrooms OR electricity),
__Class C camping (primitive), __ playground, __swimming beach, #__swimming pools, #__ tennis courts,
#__softball/baseball diamonds, #__football/soccer fields, #__basketball courts, __golf, __ miniature golf,
__handball/racquetball, __horseshoe courts, __shuffleboard courts, __volleyball, _X_foottrails, __fitness trails,
__bike trails, __horse trails, __ORV trails, __backpacking, __group camp buildings, __cabins, __inns,
__hunting, __shooting range, __archery range, __zoo, _X_nature interpretation (__nature center),
__cultural/historic interpretation, __visitor center, __amphitheaters, __snowmobile trails,
__ice skating (__warming shelter), __X-country skiing, __downhill skiing, __sledding/tobogganing,
__ other: _____

COMMENTS: **Will be operated as a nature preserve**



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Facilities Summary Other Master Plan	Z'ville H.S.	Pleasant.	Eagle Element.	Z'ville M.S.		Lions Park	Azion. Swin Club	Z;ville Golf Club	St. Al's Field	Eagle Fields	ZUMS	Advent Lutheran	Boys & Girls Club
Tot Area Acres	68	10	15	26		18	5	50	4	50		4	4
Rec Area Acres	30	6	5	12		18	5	50	4	50		4	4
Parking	X	X	X	X		X	X	X	X	X			X
Shelter						X				X			X
Picnic Area/ Benches						X							
Play Equipment		X	X	X		X							X
Restroom	X					X	X	X					X
Maint. Bldg.													
Tennis Courts	8			12									
Soccar Fields		1							4	15		4	
Football Fields				3		1							
Baseball Fields				1		5							
Softball Fields				1		2							
Gymnasium	2			2									
Swimming Pool	1						2						X
Basketball Goals		4	4			5			2				
Volleyball Court	2					1							
9 Hole Golf							1	1					
Running Track	1			1									
Undeveloped/Underdevelopment											X		

Facilities Summary Parks Master Plan	Starkey	Jennings	Lincoln	Tenn/Play	Nancy B.	Rail Trail	Turkeyft	Lefbo	Village C.	Am.Leg.	Creekside	Zion anct.	Zion Cent	Carter Stn	Elm St.	Holiday
Tot Area Acres	77	10	1	1	21	21	16	7	<1	2	18	10	<1	8	12	50
Rec Area Acres	77	10	1	1	21	21	16	7	<1	2	18	10	0	8	12	50
Parking	X	X		X	X				X							
Shelter		X	X													
Picnic Area/ Benches	X	X	X	X	X	X			X							
Play Equipment		X		X												
Restroom		X														
Maint. Bldg.	X															
Tennis Courts				X												
Soccar Fields		4														
Football Fields																
Baseball Fields																
Softball Fields																
Gymnasium																
Swimming Pool																
Basketball Goals																
Volleyball Court																
9 Hole Golf																
Running Track																
Undeveloped/Underdevelopment							X	X		X	X	X	X	X	X	X

3.2 PROGRAMS

The Zionsville Park and Recreation Department only offers a limited number of programs to the public. Many additional programs are available through the private facilities and local organizations. Program offerings by the Zionsville Parks Department include:

1. Nature Hikes, held at Starkey Park for interested groups of various ages
2. Garden Plots, tilled plots available for rental by the public
3. Tennis Lessons, instructor available for summer tennis lessons
4. Adult swim program at Zionsville H.S.
5. ZPARKS 10k trail run

Thanks to the active nature of the Zionsville population and the cooperative spirit of the community, many recreational programs are available from a variety of sources, which supplement the Parks Department offerings. These programs include the following:

1. Swimming lessons, competitive swim teams, and lifesaving instruction through the Azionaqua Swim Club.
2. For children aged 5-18, arts and crafts, woodworking, T-ball, youth basketball, games, and computers at the Boy's and Girl's Club.
3. Instructional soccer camps, fall and spring soccer league play, sponsored by the Zionsville Soccer Association
4. Youth football league play by the Zionsville Youth Football League.
5. Baseball and softball for youths by the Zionsville Little League.
6. For gardeners and nature lovers, the Village Garden Club offers interesting programs and trips.
7. Golf lessons and league play at the Zionsville Golf Club.
8. Youth competitive swimming offered by the Zionsville Swim Club.
9. Summer Day Camp for children at Lions Club Park, sponsored by the Y.M.C.A.
10. Summer school academic programs in remedial and enrichment classes offered by the Zionsville School Corporation. Athletic programs include football, baseball, basketball, softball, volleyball, tennis, and swimming lessons.
11. Zionsville Lacrosse Club offers camps and team play.
12. Other clubs offering opportunities in the Zionsville area include Flying Eagles 4-H Club, Boy Scout Troop 358, Cub Scout Pack 358, and Girl Scouts (Daisies, Brownies, Juniors, Cadets, and Seniors)

ZIONSVILLE RECREATION PROGRAMS
2002 Master Plan
Zionsville Parks and Recreation Department

ZIONSVILLE PARKS AND RECREATION DEPARTMENT
Guided nature walks
Tennis lessons
Garden plot program
Adult Swim
10k Run

ZIONSVILLE YOUTH SOCCER ASSOCIATION

ZIONSVILLE YOUTH FOOTBALL LEAGUE

ZIONSVILLE LITTLE LEAGUE BASEBALL

ZIONSVILLE LACROSSE CLUB

SOFTBALL LEAGUES

YOUTH ORGANIZTIONS
Boy Scouts
Girl Scouts
4-H
Boys/Girls Club
YMCA day camp

SCHOOLS
Summer school program
Athletic programs

AZIONAQUA SWIM CLUB
Lessons
Leisure and competitive swimming

ZIONSVILLE GOLF COURSE
Lessons
League Play

3.3 ORGANIZATION

The Zionsville Department of Parks and Recreation was formed by the Zionsville Town Council in 1974. An updated ordinance superseding the 1974 ordinance was passed in 1990 to comply with the provisions of Indiana code 36-10-3 governing the establishment and powers of parks departments throughout the state. The State strongly encourages park districts and provides support of park issues through its Department of Natural Resources.

The Parks Department is governed by a 5 member Board, 4 of who are appointed by the Town Council and 1 by the Zionsville Community Schools Board of Education. The Park Board, in turn, appoints a superintendent, counsel, and other staff as necessary. Funds are appropriated by the Town Council for Park Board management to meet its objectives.

Under the ordinance, the Parks Board is empowered to acquire and develop sites and facilities to conduct such programs as are generally understood to be park and recreation functions. The Parks Department is a semi-independent agency of the Town government, which provides for a higher degree of management focus and flexibility within the general interest constraints of the Town Council. The Parks Department has no taxing authority, and obtains most of its funding from general Town revenues. Other sources of funding can be sought as a supplement to Town funding.

The Board organizes itself with a President, Vice-President, and Secretary. The Board appoints legal counsel, and employs a full time Park Superintendent. The Superintendent has one full time employee and hires part time help as required for maintenance work.

For convenience and consistency with other Town employees, the Town provides salary administration and benefits for Parks employees. The Town Clerk's office also provides clerical and communication support.

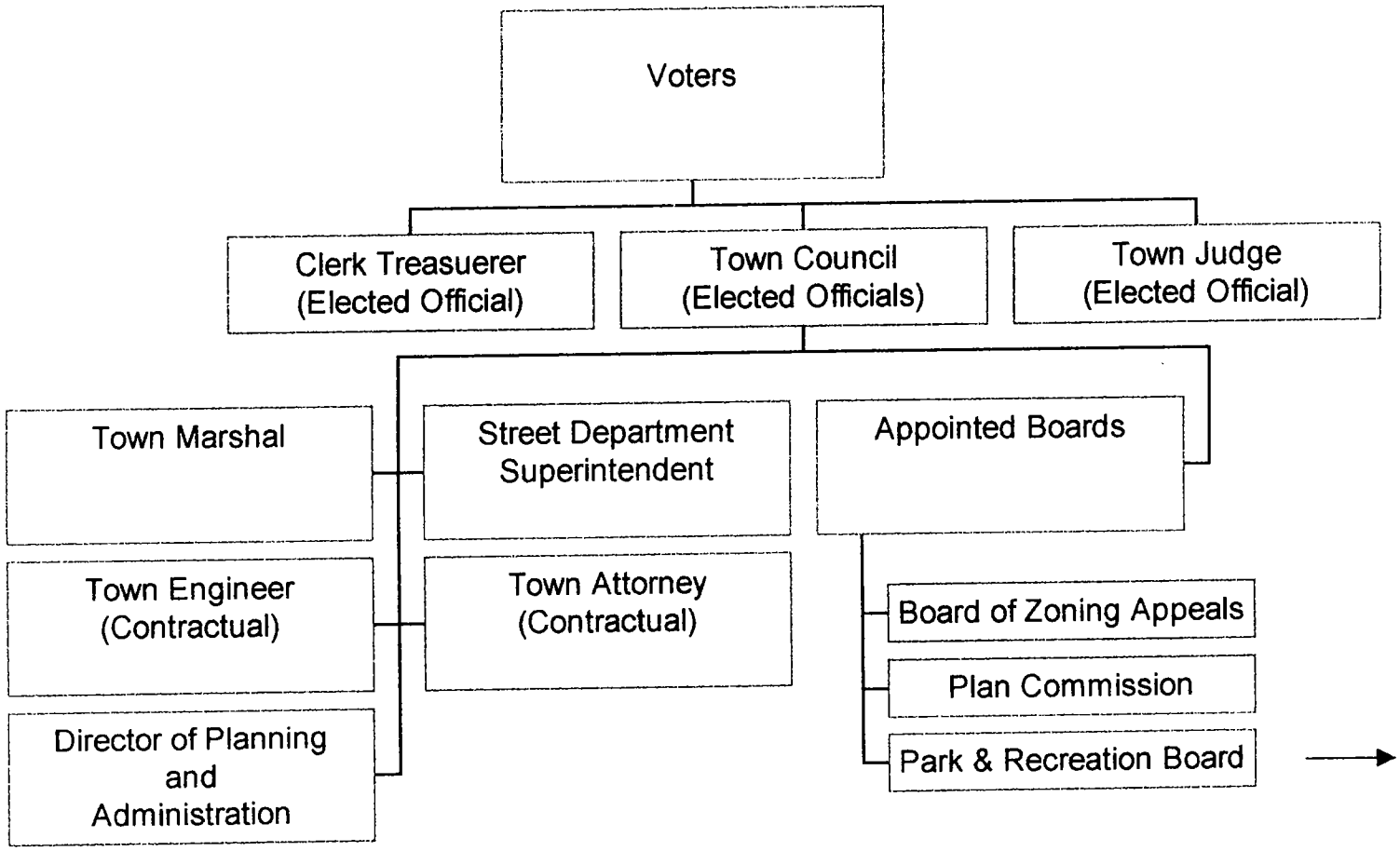
The Board is assisted in its efforts by volunteer citizens advisory committees. The board has 5 regular standing committees for advisory help on recreation, finance, land, communications, and facilities. Each Board member is assigned to one of the regular committees. From time to time ad hoc committees are formed for specific projects such as the Zion Nature Center.

In 2001, the Board along with Advisory Committee members organized the Zionsville Greenspace Foundation. The ZGF is an independent non profit foundation, organized under the umbrella of the Boone County Community Foundation, to raise funds for the purchase of greenspace in our community. Although ZGF is an independent non-governmental foundation, its board includes two Park Board members. It works closely with the Board to achieve our goals of increased greenspace for community use.

ZIONSIVLLE TOWN GOVERNMENT ORGANIZATION

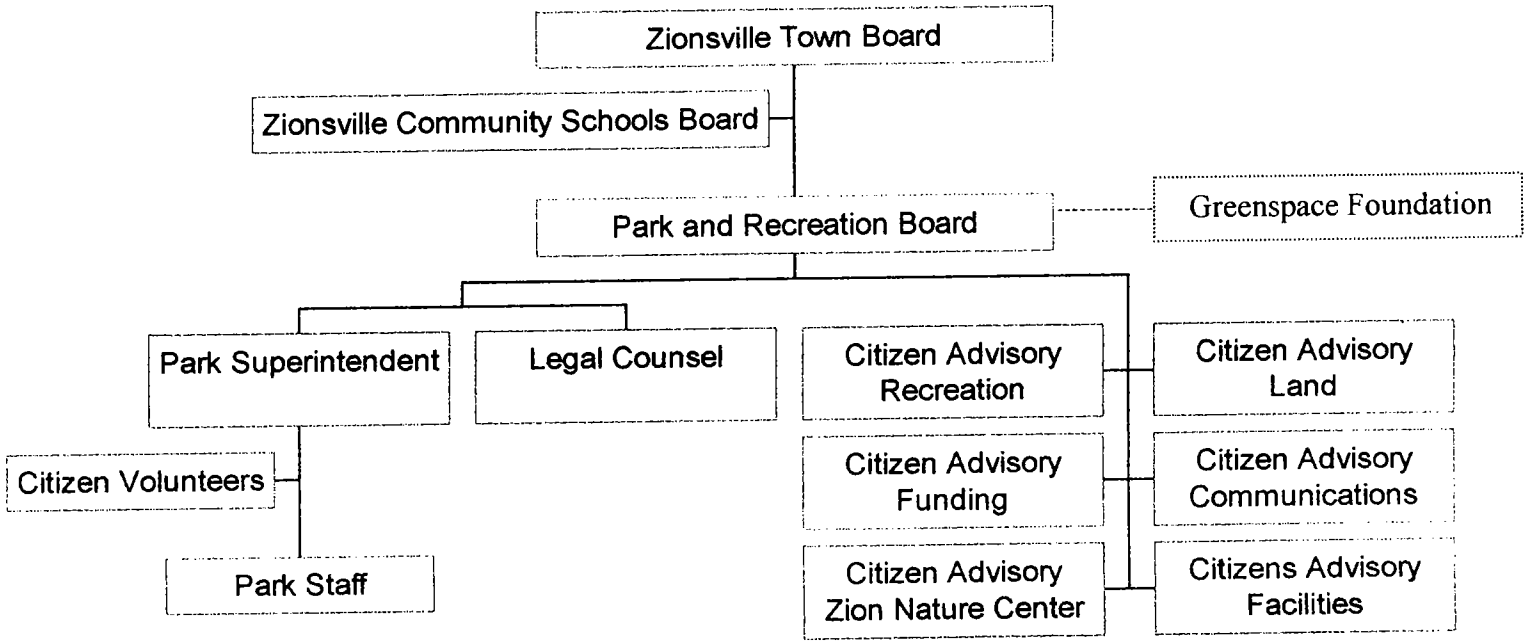
2002 MASTER PLAN

ZIONSVILLE PARKS and RECREATION DEPARTMENT



ZIONSVILLE PARKS and RECREATION ORGANIZATION

2002 MASTER PLAN



ZIONSVILLE PARKS AND RECREATION DEPARTMENT

Offices- 1075 Parkway Drive, Zionsville, IN 46077

Mailing/Billing Address- 110 S. 4th St., Zionsville, IN 46077

Office phone-733-2273

Office fax-733-2275

Internet Site- www.zionsville.net/parks/

Email-zparks@iserve.net

Superintendent- Mr. Al Smith- cell phone 372-2538

ZIONSVILLE PARK AND RECREATION BOARD

President- George H. Tikijian- December 31, 2005

Vice President- Jeffrey Glass- December 31, 2003

Secretary- Linda Oxenrider- December 31, 2004

Member- Art Small- December 31, 2002

Member ZCS representative- Deb Ruckman (serves at the discretion of school board)

Attorney- Roger Burrus

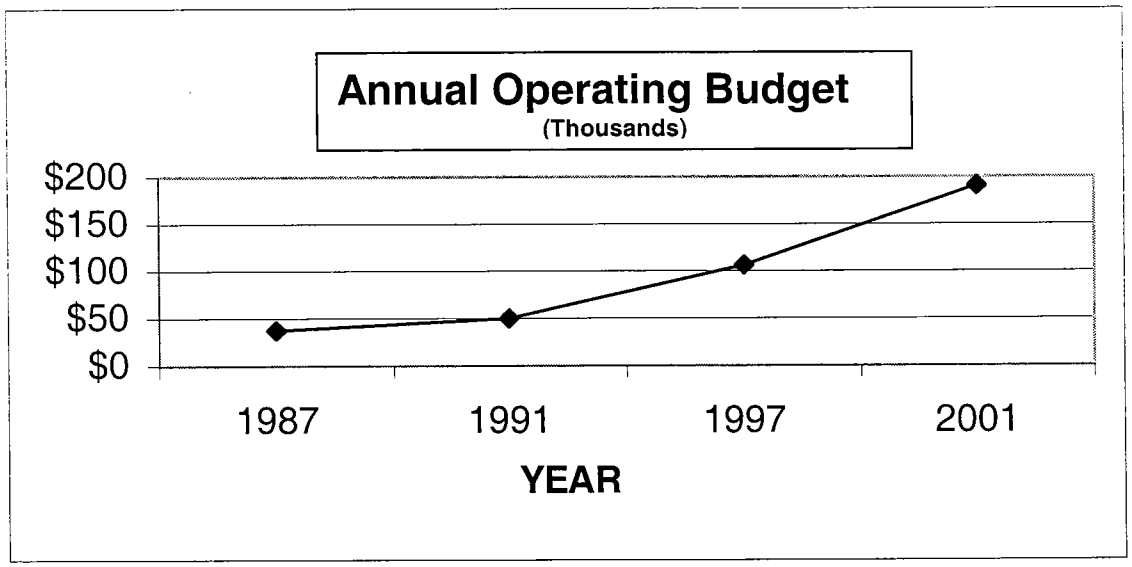
3.4 COSTS

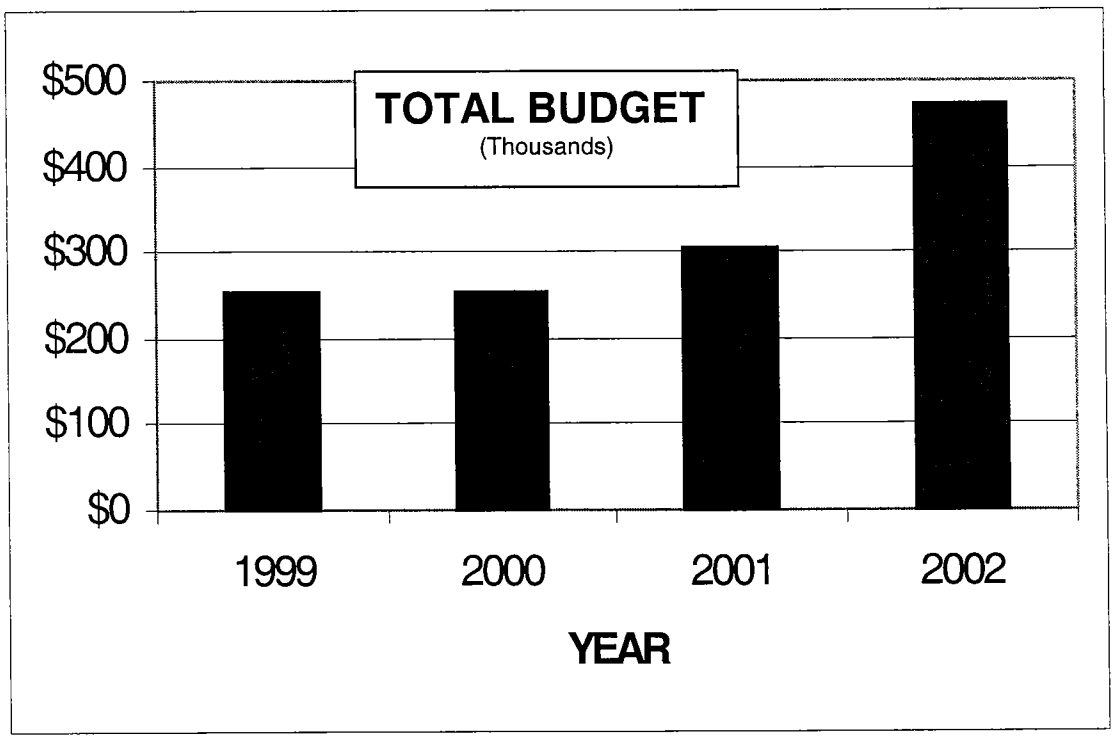
Operating expenses for the Zionsville Parks Department have grown over the past 15 years at an average rate of 10% per year. Expenses for 2001 were approximately $190,000, and 2002 operating expenses are budgeted at $215,000. Operating expenses are defined as those associated with on-going operations, repairs, upgrades, and do not include capital set aside for land acquisition. The historical expense increases reflect the growth in park land in service, the increasing role of the Parks Department in the community, and inflation.

Even with this historical growth, the Parks Department budget remains a very modest portion of the local tax dollar. The 2001 Parks budget was only 8% of Zionsville municipal expenses. When the costs of schools and library are also considered, ONLY ONE PENNY OUT OF EACH LOCAL TAX DOLLAR IS USED FOR PARKS AND RECREATION.

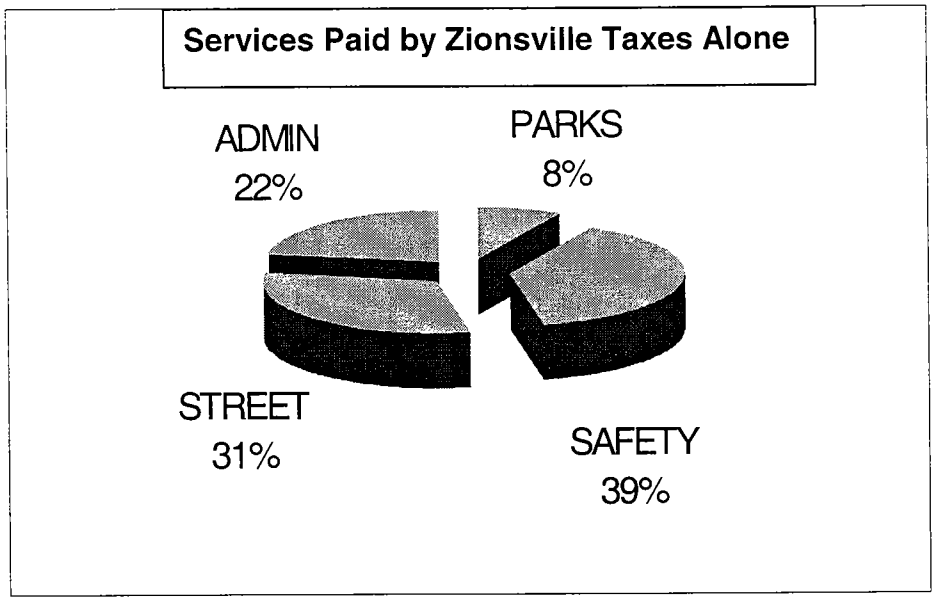
In addition to operating costs, the 2002 budget sets aside $100,000 to be added to the non-reverting account for future land acquisition or other major capital requirements. 2001 was the first year this set aside was increased from $40,000. In 2001, $117,000 was used for the purchase of 12 acres along Eagle Creek (Elm Street Property). In addition to the non-reverting fund, the total cost of $170,000 was reached through a grant of $25,000 from the Northside Landfill Remediation Fund, $18,000 from the Zionsville Greenspace Foundation and $10,000 from the Parks operating budget. This purchase is likely to be typical of future acquisitions that will require a combination of municipal funds, state or federal grants and private donations.

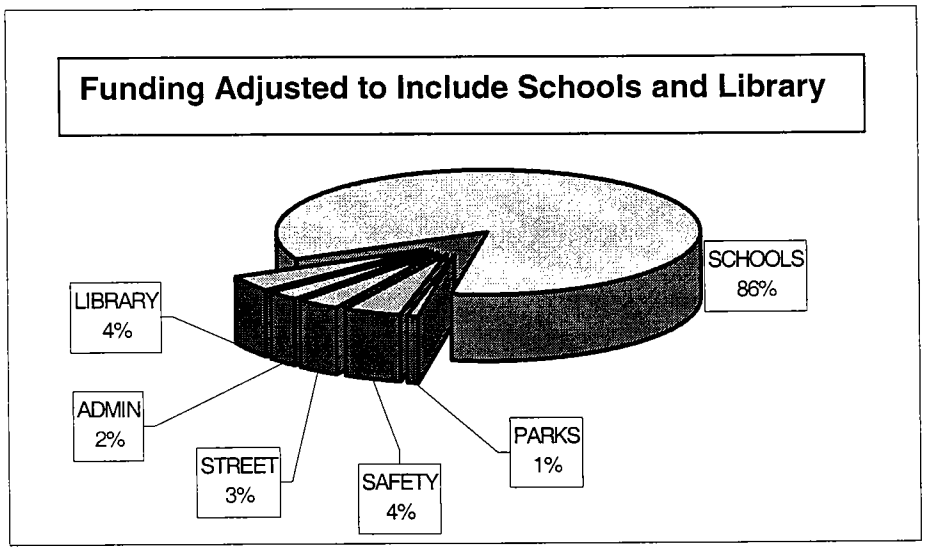
HISTORICAL EXPENSES
2002 MASTER PLAN
ZIONSVILLE PARKS AND RECREATION





RELATIVE 2001 EXPENDITURES
2002 MASTER PLAN
ZIONSVILLE PARKS AND RECREATION





3.5 MAINTENANCE

Full time staff includes the Parks Superintendent and one technician. Additionally we hire one summer employee. With a limited staff, five approaches are used to maintain our system.

1. Seasonal contracts for routine repetitive tasks. This program includes periodic mowing of Lincoln Park, Jennings Field, and the parking area of Starkey Park.
2. Shared responsibility with "tenant" organizations. An agreement with Zionsville Community Schools provides ZCS with the authority to schedule Jennings Field for use by the ZCS soccer teams. In exchange, ZCS takes responsibility for fertilizing, weed control, sprinklers, trash removal, and the restroom /concession stand. We provide mowing and trimming.
3. Outside vendors for mechanical/electrical repair. All routine and non-routine repair and maintenance that requires skills not available in our limited staff (automotive, mechanical equipment, electrical etc) is contracted on an as needed basis.
4. Volunteers. We are fortunate to have active public-spirited citizens. Garden Clubs and Master Gardener organizations will regularly volunteer to do annual plantings, particularly in Lincoln Park and Village Corner.
5. In house inspection and maintenance. Our own staff does all other routine and non-routine work. Included in this category are: routine maintenance and clearing of our nature trails and Zionsville Rail Trail, mowing along the Rail Trail and those 'rougher' areas of the park system not covered under contracts described in 1 above, plowing the Rail Trail, maintenance of the rustic bridges and fences in Starkey.

Additionally all of the parks and playgrounds are inspected on a regularly scheduled basis.

3.6 ADA EVALUATION

It is the intent of the Zionsville Parks and Recreation Department to comply with section 504 of the Americans with Disabilities Act. All new and upgrade projects will provide for access and usability by the handicapped as required by law and common sense consideration of those users.

All the facilities have been reviewed for the status of handicapped accessibility. To the extent that the facilities have been developed there is accessibility.

Lincoln Park, Village Corner, the tennis court/Playground Area, and Jennings Field are all open and level with suitable entrances and parking areas. Nancy Burton Park has parking and access ramp at Pine Street, and the southern end has an extensive ramp down to Eagle Creek. The Zionsville Rail Trail from State Road 334 (Oak Street) to Mulberry Street is fully accessible. Starkey Park is a nature preserve and handicapped accessibility is limited to the entrance picnic area, which is open with a paved parking lot. Turkey Foot/Lefbo property, Carter Station, North Zionsville Rail Trail (Mulberry Street to Carter Station), American Legion Trail Crossing, Holliday Nature Preserve, and Elm St. have not yet been developed. Zion Nature Sanctuary, Zion Nature Center, and Creekside are in the development stage and will be accessible.

Continuing upgrade for handicapped use is on-going as part of the facility improvements to be carried out as plan goals are implemented.

HANDICAP ACCESSIBILITY STATUS
2002 Master Plan
Zionsville Parks and Recreation Department

LINCOLN PARK
Entrances wide with no steps
Grass areas level.
Accessible brick walkways.

TENNIS/PLAYGROUND
Entrance through Lions Park has wheelchair ramp.
Playground fully accessible.
Full width gate opening to tennis courts.

JENNINGS FIELD
Parking lot paved.
Ground level to picnic area.
Concession stand and restroom accessible.

STARKEY PARK
Parking lot paved.
Ground level to picnic area.

NANCY BURTON MEMORIAL PARK
Handicap parking and paved ramp at Pine Street entrance.
Trail hard packed and level.
Handicap ramp to Eagle Creek.

ZIONSVILLE RAIL TRAIL
Fully handicap accessible.

VILLAGE CORNER
Handicap accessible.

TURKEY FOOT/LEFBO PROPERTY, NORTH ZIONSVILLE RAIL TRAIL, CARTER STATION, AMERICAN LEGION TRAIL CROSSING, HOLLIDAY NATURE PRESERVE, and ELM ST. PROPERTY
Undeveloped

ZION NATURE CENTER, ZION NATURE SANCTUARY, and CREEKSIDE
Being developed with handicap accessibility.

4.0 NEEDS ANALYSIS

Plans for the future must be based on the perceived needs and desires of the Parks Department constituency in the planning area. A four step approach was taken to determine the public sentiment:

1) Letters were sent to civic organizations, town officials, youth groups, churches, etc.
2) Survey questionnaires.
3) A public meeting to which all Parks Advisory Committee Chairpersons and members were invited
4) General public input meeting.

4.1 CIVIC GROUPS INPUT

A letter soliciting input was sent to as many civic organizations as we could identify. Included were youth groups, service organizations, churches, recreational and sports groups. Additionally letters were sent to town and school officials. The letters requested input for the master plan update and included an attachment summarizing the parks current status and planned projects.

A copy of the letter and a summary of the responses are included in the appendix.

4.2 SURVEY QUESTIONNAIRES

A survey questionnaire was inserted in the "ZionsvilleTimes Sentinel" newspaper. With a circulation of approximately four thousand, the newspaper reaches most households in Zionsville/Eagle Township. The questionnaire was also made available at the Library, Town Hall, the Municipal Services Building and the Chamber of Commerce. A copy of the questionnaire and a summary of results are in the appendix. The survey covered the following areas:

1) Existing Facilities- evaluate existing facilities and suggest what should be changed or added.
2) Recreation- should passive or active parks be emphasized and what additional facilities and programs should be developed.
3) Land- should we obtain land for parks, and where should future parks be located.
4) Funding- how should land acquisition be funded
5) We also asked if the respondent would volunteer to help
6) Other comments.

4.3 ADVISORY COMMITTEE MEMBERS INPUT MEETING

The Parks Board and Parks Department are helped in meeting our goals by a number of citizens advisory committees. These unpaid volunteers have demonstrated a special interest in our parks and with their work on the committees a familiarity with our needs. All advisory committee members were invited to a public meeting to provide their input. (It should be noted that there were members of the public who were not committee members, who also participated.) Summary notes from the meeting are in the appendix.

4.4 GENERAL PUBLIC INPUT MEETING

A public meeting was held to discuss the issues developed in the survey and our other outreach efforts. The results were generally consistent with the survey returns and other inputs. A summary of the meeting is included in the appendix.

4.5 ACTION PRIORITIES

The following priorities reflect the perceived wishes of the community without any Park Board adjustments. Plans to implement these action priorities are outlined in Section 5.

1. Acquire more land for both active and passive use
2. Complete the development of the newly acquired properties
3. Provide more recreational facilities and game fields
4. Develop the Community Center.
5. Develop the Zion Nature Center
6. Upgrade and increase playground facilities
7. Continue and expand recreation programs
8. Continue coordination with other community organizations

One message that was loud and clear from the public input was the urgent desire for more land. The theme from the last five year plan of "A Town Within a Park", has clearly resonated with the community and reflects the majority view. The Rail Trail, which is a part of the parks system, and the bike/pathway network, which is administered by the street department, are very popular and heavily used, and should be expanded to the extent possible.

Finally, a brief comment on 'informal input". All of the board members are active in a number of other community organizations, service clubs, youth athletics, churches, etc. During the course of the past year, all board members have received comments and recommendations on the direction the parks should take. Virtually without exception, these suggestions mirror those arising from our formal needs analysis. While such anecdotal evidence should not form the basis of this master plan, it helps to reinforce the conclusions that have been reached.

5.0 PLAN FOR THE FUTURE

The needs analysis suggests directions and goals for the next five years. Separate plans of action to achieve several goals may be carried out simultaneously. Final implementation may vary in time depending on availability of suitable land, funding, and other resource constraints.

5.1 LAND ACQUISITION

THIS PLAN PROPOSES THE ACQUISITION OF LAND TO PROVIDE A GREEN SPACE ZONE AROUND THE PERIMETER OF ZIONSVILLE GAME FIELDS AND PLAYGROUND AREAS INTERSPERSED WITH THE HOUSING DEVELOPMENTS AND AN INTERCONNECTING SCENIC TRAILWAY SYSTEM.

This plan is a continuation of the land acquisition concepts developed in the 1997 five year plan. Land acquisition is the top priority of the board and the community.

Considering topography and the center of gravity of the Town, the location of a green space zone is a band generally following Eagle Creek, Holiday Creek, and Fishback Creek. Providing a major axis through the center of this ring is the Zionsville Rail Trail. Major recreation fields to the north and west would complement the Lion's Park complex southeast of Town. Interconnecting trails would extend the philosophy established for the system currently being installed.

The ability to acquire any specific parcel clearly depends on the availability of both the land and the necessary funding. As the opportunity presents itself the following areas, are prime for addition to the parks.

1. **Zionsville Rail Trail**-Extend the Rail Trail north to the Worth Township border.
2. **Elm Street to Lions Park**- As and when available, acquire the flood plain land between these two properties to be used both for nature preserve along Eagle Creek and for game fields.
3. **Eagle Creek**- acquire land for a trail interconnecting parks bordering the creek: 96th Street to Starkey Park; Starkey to Creekside/Lions; Elm to Turkey Foot/Lefbo.
4. **Rail Trail Recreation Fields**- acquire land along or near the Rail Trail corridor particularly in the Mulberry Street Ford Road area for youth activities, ball fields, skate park etc.
5. **West**- acquire land in the western edge of the planning area for nature preserve and recreational use, along Fishback Creek if possible.
6. **Western Trail**- Promote the creation of a trail from the western edge of the plan area to the Rail Trail/pathway system

If this vision could be fully implemented, the total of all parkland would be approximately 2,000 acres, or 12% of the land in Eagle Township. Based on a population projection of 16,000 people for Eagle Township, this amount of parkland would amount to 125 acres per 1,000 people, which is close to the statewide average of 130. It is anticipated that these parks would also serve the people of Union Township, whose area and population are not included in these numbers. (It should be noted that Union Township has just established its own Parks Board. There is and will continue a spirit of close cooperation and coordination between the two boards.)

The acquisition of any parcel of land for parks has two prerequisites, the availability of the parcel for acquisition and the means with which to achieve the transfer. The rapid growth of our community (doubling of population in 20 years see Section 2.3) means the undeveloped land available for parks is rapidly decreasing, and the value of the remaining land is increasing. While at the same time, the growing population, requires an expansion of facilities just to maintain our level of quality.

Acquiring this land will require creativity and investigation of all possible arrangements. In the past, Zionsville has been fortunate to receive much of its land through the generosity of donors who wish to leave a legacy of open space for future generations. We would hope that would continue. We are committed to a spirit of cooperation so that whether the transfer to parks ownership is by a non-monetary means or by purchase all parties will be satisfied with the outcome. The Parks Department will act as a facilitator for any arrangement that sets aside acreage in perpetuity for public use.

In addition to the acquisition of land, the Parks Department will accept the responsibilities of grantee for land conservation easements in our planning area. While a land conservation easement does not make the land available for public use, it does have two benefits that relate to our "Vision". First, the easement immediately guarantees that the property in question will remain as green space in perpetuity. This helps to preserve and implement our vision of a town within a park. Second, it is more likely that the owner or future owners will consider donating the property for public use. With these benefits in mind, we will actively promote land conservation easements as an alternative to direct acquisition when that path is not available.

Consideration of land for acquisition must be measured against certain criteria. It is not the intention of this plan to propose the indiscriminate acquisition of land. There are two criteria to be satisfied in land consideration: intended use and suitability assessment.

A. Intended use selection
    1. Nature preserve
    2. Game fields
    3. Playgrounds
    4. Trail-way
    5. Commons area
    6. Picnic area

7. Water access
8. Special identified use

B. Parameters to assess suitability for intended use
1. In location of interest
2. Adequate size
3. Proximity to existing park land
4. Suitable topography
5. Natural habitat
6. Compatibility with the surrounding land use

5.2 COMPLETE THE DEVELOPMENT OF NEW PARKS

THIS PLAN PROPOSES THAT WE COMPLETE THE DEVELOPMENT OF PROPERTIES WE HAVE ACQUIRED.

In recent years the Parks Department has acquired a number of properties. These have come to us through private and corporate donations, transfer from other government entities, and by purchase. For each of these there is development work that has to be done to make them functional and available for public use.

1. **Zionsville Rail Trail (North Section)**- The tunnel under the new Ford Road Mulberry Street intersection has been completed by the Town. The right of way has to be prepared and paved from the tunnel to Carter Station. There has been an indication that this work will be donated.
2. **Carter Station**- Currently this property is totally undeveloped. Access has to be provided to the Rail Trail and the street. The land needs to be graded and seeded and amenities such as benches and a picnic area developed. There has been an indication that this work will be donated.
3. **Zion Nature Sanctuary**- Development of this property is being funded by a $200,000 LWCF grant. This land is adjacent to Eagle Elementary and will have nature trails, a water feature, and an outdoor classroom for nature programs. Engineering design is in progress. Construction should be completed in 2002.
4. **Creekside**- the first phase of development for this property is being funded by a Recreational Trails Program grant of $62,800. The Parks Budget is providing $12,000 for the engineering design. Creekside will include a mountain bike trail, nature trails, a canoe launch and fishing spot, and an overlook. Engineering design is in progress and construction should be completed in 2002. The second phase will be establishing a several acre natural prairie. The prairie phase is estimated at $15,000, and will be funded from Park's budgets and should be complete by 2006.
5. **Turkey Foot/Lefbo Bridge**- these contiguous properties are currently inaccessible. Three sides are bordered by private property and the fourth by Eagle Creek. In order to reach the parks a footbridge will be built across the creek, at the end of Turkey Foot Road. Preliminary design work is complete. The cost of the bridge and associated trails is estimated at $450,000. Funding support is being sought from the INDOT Enhancement Funds program. Because of the cost of this project, it will not be initiated until significant outside funding can be acquired. The target date for completion is 2004.
6. **American Legion Trail Crossing**- this two acre plot next to the Rail Trail will be developed as a rest area. The central feature will be a memorial to the war dead of our community. Funding is likely to be a mixture of grants, donations in kind and Park Department Funds. Cost is estimated at $25,000. The goal is to have the memorial dedicated in 2002 Zionsville's sesquicentennial.

5.3 RECREATION PROGRAMS

THIS PLAN PROPOSES FURTHER DEVELOPMENT OF RECREATION FACILITIES AND PROGRAMS IN COOPERATION WITH SCHOOL AND PRIVATE ORGANIZATIONS.

The Parks Department supports private and special interest group sponsors of recreation programs for the Zionsville community. The Parks Department can act as a catalyst or partner with other groups to expand and enhance recreation programs.

1. **Sponsor, Support, and Encourage Recreational Programs**- Continue to sponsor, support, provide facilities and seed money for recreational activities such as tennis programs, adult swim at the high school, garden plots, annual 10k run.
2. **Community Center**- This is a new program scheduled to begin in 2002. Utilizing the old Upper Middle School, this program will provide athletic opportunities, classes, and meeting rooms. The program will start as a volunteer operated activity and will be funded by user fees and a startup grant from the Community Foundation of Boone County.
3. **Zion Nature Center**- Adjacent to Eagle Elementary and the Zion Nature Sanctuary, it will be housed in the old Zionsville Community Schools administration building. The building is on a 10 year lease to Parks at $1 per year. As with the Community Center, this program will start as a volunteer operated activity. Exhibits will be acquired primarily through donations. The center will be operated in close coordination with ZCS (Zionsville Community Schools).
4. **Game Fields**- when an adequate parcel of land has been acquired; we will construct the ball fields that are required to meet the demands of our growing population. The project is estimated to cost $100,000. It is planned that funding be a combination of HI grants and support from the user organizations. The project is scheduled for completion in time for the 2003 baseball season.
5. **Skate Park**- The plan is to develop a moderate sized skateboard, roller blade park. An ad hoc citizens committee has committed to raising the construction costs of $50,000 A suitable location for the park will be provided by the Parks Department, the most likely choice will be a portion of the game fields described in 4 above.
6. **Sledding Hill**- There is a portion of the Elm St. Property that would be suitable. This project should only have minor costs and is planned for 2004.
7. **Ice Skating Pond**- The plan is for a shallow pond that can be created by flooding a suitably sized and located depression.

5.4 EXISTING PARKS

THIS PLAN PROPOSES THE ON-GOING MAINTENANCE AND UPGRADE OF EXISTING PARK FACILITIES.

While a maximum commitment is recommended to acquire new land and expand physical facilities, it should not be done at the neglect of existing parks. The present park system is here to be enjoyed by the people of Zionsville today, while expansion is our commitment to tomorrow. The prior 5 year plan included 36 suggested upgrade projects. 21 of those projects have been completed. A number of the remainder have not been done because of changing circumstances. Several of the remainder are being carried forward to this plan.

1. **Jennings Field Playground**- This project will move the playground closer to the parking area and replace the equipment that was discarded because of age. This work should be completed in 2003 and will be funded out of Park's budgets.
2. **Village Corner Street Clock**- A street clock with carillon will be added to Village Corner. The $24,0000 cost will be met by donations from community organizations, and Parks funds. Dedication of the clock is planned to be a Zionsville sesquicentennial event.
3. **ZCC Rest Area of Rail Trail**- The rest area that was funded in total by donation was completed and dedicated in 2001. It will be landscaped in 2002.
4. **Zionsville Rail Trail Signs**- Once consensus can be reached on the appropriate working, "rules of the road" signage will be placed at the entry points to the Rail Trail

Clearly in the course of the next five years the need will arise for a number of maintenance and upgrade projects. However, with the substantial efforts of the last five years, the improvements required for the established parks have been completed. The bulk of the effort will be for acquiring new land and constructing the necessary facilities for the parkland that has been recently acquired.

5.5 FUNDING

THIS PLAN PROPOSES THE CONTINUED AGGRESSIVE PURSUIT OF FUNDING SOURCES TO SUPPLEMENT THE REGULAR BUDGET.

The goals defined in this plan represent a growth mode which requires significant funding. The total money required cannot come from the Town property tax base alone. It must be supplemented with other sources.

It is expected that routine Park operations expense will continue to grow at 10% per year as the Park system expands. The Recreation Center and Nature Center as they grow in usage and programs will require funding to expand beyond what can be supported by volunteer efforts alone. There is an aggressive capital development program to bring the newly acquired parks on line. Land acquisition when done by purchase will require very significant funding.

Therefore, it is a primary objective of the Park Board to develop a range of funding strategies. In addition to the funds the standard budget funds received from the Zionsville town budgets and the our share of the Boone County parks budget, we will aggressively pursue other possibilities including:

State and federal grants

Private foundation grants (Zionsville Greenspace et. al.)

Impact fees

Expansion of the Parks System tax base to all of Eagle Township

User fees

Project specific fund raisers

Corporate sponsorship

Donations, volunteer labor and materials

5.6 ORGANIZATION

THIS PLAN PROPOSES TO CONTINUE WITH ORGANIZATION DEVELOPED IN THE 1997 FIVE YEAR PLAN, MAKING ADJUSTMENTS AS DICTATED BY CHANGING CIRCUMSTANCES.

The work of the 1997 Five Year plan resulted in the current organization of the Parks Department (refer to Section 3.3). The major change in that plan was formally establishing citizens advisory committees. These committees have been a great help in achieving our objectives. Since the current organization has been successful there are no plans for major changes.

With the anticipated growth in activities and programs of the Recreation Center and the Zion Nature Center (refer to Sect. 5.3, 2 & 3). The need may arise to establish the position of Assistant Superintendent for Recreation, reporting to the Superintendent of Parks.

5.7 PERIODIC PLAN REVIEW

This plan proposes that the Board review progress at its regularly scheduled meetings in June and December.

To derive maximum benefit from the long range planning process, it is necessary to provide for periodic review. The review should measure progress against the plan. It should also consider whether changing circumstances suggest amending the plan.

While the plan will be a standard reference for our day to day decision making, a formal review once every six months is adequate. December is an obvious choice for a review. June is also appropriate, because this is the time when the board makes its budget recommendations for the following year.

5.8 SUMMARY/GOALS

These proposals are summarized in the goals listed below.

1. Land acquisition- acquire land to meet the growing needs of the community. Areas of primary interest include Rail Trail extension, Elm Street/Lions Park, Game Fields, Eagle Creek Trails, parks for the western part of the community.

2. Complete New Parks- develop the newly acquired properties including Rail Trail north, Zion Nature Sanctuary, Creekside, American Legion Trail Crossing, Carter Station, Turkey Foot/Lefbo.

3. Enhance Recreation- develop Community Center and Zion Nature Center, build game fields, establish a skate park, sledding hill and ice-skating pond.

4. Continue Maintenance and Upgrading Established Parks- Jennings Field playground, Village Corner clock, Rail Trail ZCC rest area, Rail Trail Signs.

5. Funding- aggressively pursue funding sources.

PRIORITY ACTION SCHEDULE
2002 MASTER PLAN
ZIONSVILLE PARKS & RECREATION

Year	Site	Action	Cost Estimate	Potential Source of Funds
Continuing	See chart Sect. 5.1	Acquire Land	TBD	Budget, Gramts. Donations
2002	Zion Nature Sanctuary	Construct paths and facilities	$200,000	LWCF grant
2002	Creekside	Construct paths and facilities	$81,000	Budget, RTP grant
2002	Rail Trail	Grade and pave Rail Trail from Mulberry to Carter Station	$50,000	Donation in kind
2002	American Legion Trail Crossing	Design & build memmorial to war dead of community	$25,000	Grants, donations, budget
2002	Community Center	Startup Community Center programs	$25,000	Community Foundation grant budget, volunteers
2002	Zion Nature Center	Establish nature center begin collections	$15,000	Budget, volunteers
2002	Various	Established park upgrades (see section 5.4)	$33,000	Budget, donations
2003	TBD	Construct ball fields	$100,000	HI grants, support from user organizations
2003	Carter Station	Develop property for park use	$35,000	Donation in kind
2004	Turkey Foot Bridge	Construct Turkey Foot Bridge	$450,000	INDOT grant, budget
2004	TBD	Skate park	$50,000	Fund raising by ad hoc citizens committee
2004	Elm St.	Establish sledding hill	$5,000	Budget
2005	TBD	Ice skating pond	$10,000	Budget
2006	N/A	Develop new 5 year plan	$5,000	Budget

6.0 APPENDIX

6.1 Master Plan Checklist

6.2 Section 504 Assurance of Compliance

6.3 Board Resolution Adopting the Master Plan

6.4 DNR Plan Approval

6.5 Needs Analysis

- 6.5.1 Letter sent to Community Organizations and Leaders
- 6.5.2 Results of Community Leader/Organization letter
- 6.5.3 Newspaper Survey
- 6.5.4 Summary of Results Newspaper Survey
- 6.5.5 Public Meeting with Advisory Committee Members for Plan Input
- 6.5.6 General Public Meeting for Plan Input

6.6 Public Meeting Presenting Plan

Five Year Park and Recreation Master Plan Checklist

Local Agency-- Zionsville Parks and Recreation

Plan Requirements----------Section

Definition of Planning Area.....2.2

Goals of the Plan.....1.0

The Park Board Department..... ..3.3

Natural Features and Landscape.....2.4

Man-made, Historical, and Cultural.....2.1

Social and Economic Factors.....2.5

Accessibility and Universal Design.....3.6

Section 504 Compliance Form (original signatures).....6.2

Public Participation 6.5

Needs Analysis 4

Priorities and Action Schedule.....5.8

Public Presentation of Plan.....6.6

Board Resolution Adopting Plan.....6.3

ASSURANCE OF COMPLIANCE
SECTION 504
OF THE REHABILITATION ACT OF 1973

The Zionsville Parks and Recreation Board has received and read the guidelines for compliance with Section 504 of the Rehabilitation Act of 1973 issued by the United States Department of the Interior and will comply with these guidelines and the Act.

SIGNIATURE _____
APPLICANT PRESIDENT

George H. Tikijian
(president's printed name)

SIGNIATURE _____
APPLICANT SECRETARY

LINDA OXENRIDER
(secretary's printed name)

DATE DEC 12, 2001

ZIONSVILLE PARK AND RECREATION BOARD

A Resolution Adopting 5 Year Master Plan

WHEREAS, The Zionsville Park and Recreation Board is desirous of providing a quality parks and recreation system for the citizens of Zionsville, Indiana; and,

WHEREAS, in doing so the Zionsville Park and Recreation Board recognizes the importance of sound planning in order to meet the needs of its citizens; and,

WHEREAS, the Zionsville Park and Recreation Board, in updating their FiveYear Parks and Recreation Master, has sought the opinions and input from the officials and citizens of the Town of Zionsville in developing its Five Year Parks and Recreation Master Plan; and,

WHEREAS, the Zionsville Park and Recreation Board desires to make itself eligible to meet certain requirements for participation in various Federal and Indiana outdoor recreation programs administered by the Indiana Department of Natural Resources.

NOW THERE, BE IT RESOLVED that Zionsville Park and Recreation Board has reviewed a final draft document of the Five Year Parks and Recreation Master Plan on December 12, 2001, and by unanimous declaration, does hereby accept and adopt such document as it official plan for the next five years, for the growth and development of parks and recreation opportunities in Zionsville.

Dated this 12th day of December 2001

George H. Tikijian, President

Attest:

Linda Oxenrider/Secretary

DNR Indiana Department of Natural Resources

Frank O'Bannon, Governor
Larry D. Macklin, Director
Division of Outdoor Recreation
402 W. Washington St., Rm. W271
Indianapolis, IN 46204-2748
PH: 317/232-4070
FAX: 317/233-4648

January 3, 2002

Mr. George Tikijian, President
Zionsville Parks and Recreation Board
1075 Parkway Drive
Zionsville, IN 46077

Dear Mr. Tikijian:

We have completed the review of the draft for the *Zionsville Parks and Recreation Department's Master Plan*. The plan is very well written, and meets all of the Department of Natural Resources' local planning requirements for participation in the Division of Outdoor Recreation's grant programs.

Upon completion of the masterplan, **please submit one copy by April 15, 2002.** Many of our grant programs require applicants to have an approved plan, so we suggest you submit your plan as soon as possible in order to be eligible for all funding opportunities.

If you have not already done so, we suggest you publicize the findings of the plan along with a summary of the five-year action schedule. You may also want to invite local government leaders and interested civic groups to review the final masterplan before printing it.

If you have any questions about the planning requirements or grant programs, please call me at (317) 232-4070.

Sincerely,

Jim Watson, Ph.D.
State and Community Outdoor Recreation Planner
JFW
cc: Al Smith, Superintendent

An Equal Opportunity Employer
Printed on Recycled Paper

6.5.1 Letter To Community Organizations and Leaders

April 25, 2001

Dear Fellow Zionsviller,

Zionsville Parks and Recreation has started the process of updating our 5 year Master Plan. A key element of this effort is input from the community on what our goals, needs, and priorities should be. To that end, we are sending letters to a wide range of community organizations, seeking that input. We will also conduct a survey through the paper, and hold public meetings.

For your consideration, I have attached a summary of our established parks and programs and those that are in the planning and implementation stage.

Our vision has been "A town within a park". With the heavy growth pressure in our area, it has been a major priority to expand our facilities and programs to meet the challenges of growth and to help maintain the character of our community.

It would be very helpful if you or your organization could reflect on what you see as the needs and priorities for parks and recreation. If you have any questions, please feel free to contact any of the Park Board members, who are: the undersigned, Vince Flecker, Jeff Glass, Linda Oxenrider, and Art Small, or our Parks Superintendent Al Smith. We would be pleased to receive your input in any form that is convenient for you, by personal contact with one of us, phone, letter, or email (zparks@iserve.net).

While we are not likely to identify organizations with comments, if you specifically do not want to be identified with any or all of your suggestions and comments please say so.

The previous 5 year plans have been a significant help in guiding our efforts. Community input was a key element in developing the plans and providing the credibility they must have to be useful.

Thank you, for your time and effort.

Sincerely,

George H. Tikijian
President, Zionsville Park and Recreation Board

1 Atch.

ZIONSVILLE PARKS AND RECREATION

The Vision
"A town within a Park"

MISSION STATEMENT

It is the mission of the Zionsville Parks and Recreation Department, for the public good to:

1. Acquire and develop park lands;
2. Maintain and improve park and recreation facilities
3. Promote active use of parks, passive use of parks as green spaces, recreational and educational programs, and preservation of nature.

CURRENT FACILITIES and PROGRAMS

Lincoln Park
Starkey Park
Jennings Field
Tennis Courts/Tot Lot Playground (adjacent to Lions Park)
Nancy Burton and Zionsville Rail Trail (to Mulberry St.)
Garden Plots
Turkey Foot & Lefbo (Needs a bridge across Eagle Creek at the foot of Turkey Foot Rd. for access to the property, currently seeking a grant for funding.)
American Legion Crossing (Will be developed as a rest area after the Ford Rd. extension is complete.)
Carter Station (Will be developed with shelter, picnic tables, playground equipment, and open area play field.
Village Corner (Still needs landscaping, and we hope to add a street clock and carillon)
Programs: Adult swim at the High School, summer tennis programs, 10k run.

FACILITIES and PROGRAMS IN PROCESS OR SOON TO BE

Creekside Park-Across 334 from Lions Park, awaiting final clearance of deed, will be developed through a DNR grant to include hiking and mountain bike trails, fishing area, canoe launch facility, overlook, prairie.

Zion Nature Sanctuary- behind Eagle Elementary will be developed with a DNR grant to include nature trails, scenic overlook, outdoor classroom, and small pond.

Zion Nature Center- 690 Beech St. which is currently the ZCS administration building will be developed as a nature center primarily as an educational tool. We will need volunteers to man the center and donations of exhibit material.

Elm Street Property- 12 acres from Elm St. to the Creek. This land is in the process of being purchased through the combined efforts of Parks, the DNR and Zionsville Greenspace Foundation. Plans have not been developed for its use.

Zionsville Rail Trail North of Mullberry- After completion of the Ford Rd. extension will be developed north to Carter Station and beyond to 875.

Community Center- Once the new upper middle school is in use, parts of old UMS will be available for use as a community center. Planning is now in progress for its utilization

Skate Park- will be developed only if an appropriate site can be found and it can be 100% funded by private means.

(Zion Nature Sanctuary, Zion Nature Center, and the community center have become available through the Zionsville Community Schools)

6.5.2 Result of Community Leader/Organization Letter

CIVIC GROUPS INPUT

2002 FIVE YEAR PLAN

July 12, 2000

In March and April of this year, we sent letters to a number of civic organizations and to town officials. We asked for their input and suggestions for our new master plan. The following is a summary of the responses received.

Dick Crane Town Council President

He said that the last 5 year plan has stood up well and that he has little to add beyond that. He strongly believes that land acquisition is the highest priority and major emphasis

Dr. Howard Hull ZCS

1. Work with school on recreation programs and continue the great cooperation now in place.
2. Find a way to get more money from the county.
3. Continue emphasis on signage replacement and upkeep generally.

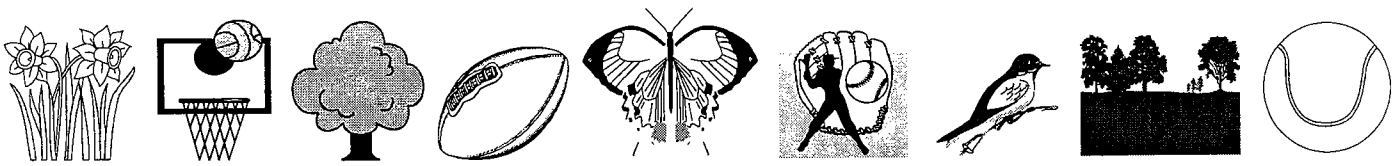
Welcome Wagon of Zionsville

1. Develop and post guidelines for bikers and walkers sharing the trails.
2. Become more proactive about bike helmet safety.
3. Create more bike/walking trails around town, i.e. a loop.
4. Build a par course or a vita course along the bike trail as a place to stop and exercise.
5. Establish a dog park where dogs can be exercised.
6. Have plastic bag dispensers and trashcans along the trail and in the parks for cleaning up after dogs.
7. Establish a program where individuals can purchase a tree to be planted in a park as a memorial to another person. A small plaque on the tree could name the person being memorialized and the donor. (Fayetteville, NC does this).
8. Better publicize parks within Zionsville i.e. a map. (Several of our members who are new in town did not know how to find the Zionsville rail trail or Starkey Park).
9. Severna Park MD used their rails to trails path for a successful fundraiser. They held a Walk for Education, which attracted hundreds of families. It was held on a Saturday in spring. Registration fees included a water bottle and T-shirt. Something similar might be successful in raising money for the Zion Nature Center.

WHAT IS THE FUTURE FOR ZIONSVILLE'S PARKS?

Tell Us What You Want!

Help us in preparing our new five year plan. Your Zionsville Parks and Recreation Board is requesting public input for planning the future course of our parks. Here is your opportunity to play an active role assisting the Parks and Recreation Board in developing suggestion and ideas for the future of Zionsville Parks. Complete the questionnaire and return it to Zionsville Parks and Recreation, 110 S. 4th St. Zionsville, IN 46077. Come to our **Special Parks Planning Meeting on Wednesday September 12, 2001 at 7:30 PM at Town Hall.** After a brief regular Park Board meeting from 7 to 7:30, the entire time will be devoted to a "Public Parks Planning Forum". The forum will be open to public discussions of survey responses and other ideas and suggestions on the future of our parks. **Please mail in this survey and attend our planning session!!** The consensus of the survey, planning sessions, and other community input will be incorporated into the new 5 year Parks Master Plan.



SURVEY

EXISTING PARKS AND FACILITIES

How would you evaluate Zionsville's existing parks and park facilities? _____

_____

What if anything would you like to see changed or added? _____

_____

_____

_____

RECREATION

Should Zionsville parks emphasize active or passive use or both? _____

_____

What recreation facilities and programs should be addressed/developed? _____

_____

_____

_____

Zionsville Parks Board Questionnaire

Place
Stamp
Here

Zionsville Park Board
110 South 4th Street
Zionsville, IN 46077

Fold Here

Fold Here

LAND RESOURCES

With open land being developed and the rapid growth of our community, should we seek to obtain land for parks, recreation and greenspace? _____

_____

Where should future parks be located? _____

_____

_____

FUNDING

How should land acquisition, park facilities and programs be funded? _____

_____

_____

Would you be willing to volunteer your time, resources and, if applicable, your land for the future of Zionsville Parks? _____

_____

ANY OTHER COMMENTS OR SUGGESTIONS ON THE FUTURE OF OUR PARKS? _____

_____

_____

The Zionsville Parks and Recreation Board is looking forward to hearing from you regarding the future of Zionsville's Parks. If you should have any questions, please contact the Zionsville Parks Department. **See you on September 12, 2001**

6.5.4 Summary of Newspaper Survey

NEWSPAPER SURVEY RESULTS

2002 FIVE YEAR PLAN

9-18-01

PRELIMINARY COMMENTS

1. A number of respondents did not distinguish between the Parks Department and Lions Club. The Lions Club comments were overwhelmingly positive. Two suggestions were to replace the pavilion (enclosure with kitchen) because of its age. The other was to provide a place to buy soft drinks. There was one suggestion for more trash bins so the park would be cleaner.

2. Some of the percentages will add to more than 100% and others to less. In many instances, there are multiple suggestions on the same survey. In the other case, the question was not responded to on some of the surveys.

3. I believe many respondents lumped the rail trail with the pathway system. In some cases it is obvious that the reference is to one or the other. One very clear outcome of the survey is that the trail and pathways are a very positive addition to our community. It is safe to say they are very well liked and the community wants them extended.

4. The results are based on a total of 72 surveys received.

EVALUATE THE PARKS

The people who respond to a survey of this nature are those who care about the subject and who hold opinions either positive or negative. Those of us who have worked over the years to establish and grow our park system can take satisfaction with the results of this question.

Very Good/Excellent-45%, Good-36%, Adequate- 16% Less than Adequate- 3%

Some of the comments in this area were: Starkey and Bike Trails jewels; well maintained; too many rec. areas need more greenspace; need more ball parks (the need for more ball parks comments exceeded by a wide margin those who said we have enough or need less.)

ACTIVE OR PASSIVE

Both- 65%, Emphasize Active-14%. Emphasize Passive-6%

Clearly the respondents preference is to add both types of parks. Interestingly, one comment was "I hate to think our town will become even more athletic".

PARKS ADDITIONS /CHANGES

The following is in order of mentions. In some cases I combined results. I added together 'need more parks' and 'need more green space'. I also summed picnic tables and benches.

26% need more parks and/or green space.
15% need more trails pathways.
15% have a skate park
13% extend the rail trail (I treated this separately because it was specific to adding to the North.
8% More benches/picnic tables
4% complete the parks
4% provide better publicity (brochure etc, comments primarily from newcomers to town.
4% do nothing.
3% have Dog Park.

The following are single mentions.

Have non-residents pay a user fee (this was mentioned in the context of the failed annexation).
Need more parks before the subdivisions take all the land
Nature Center at Starkey, unclear if this person knows of planned center at Zion.
Need more in Union not just Eagle.
Shallow wading pool in Lions Park
Finish Turkey Foot, and as a separate comment build a 'rustic bridge'
Have a canoe launch ramp
Indoors skate park

RECREATION FACILITIES/PROGRAMS

12% more summer programs, activities, classes, summer camps
15% provide a public pool (in some cases this was clearly because Azionaqua was considered too expensive, in other instances it was not clear if the respondent knew of Azionaqua).
10%more activities for specific age groups: seniors, evening adult, preteens, teenagers
6% extend summer programs or add programs in the other three seasons
6% more programs like the concerts
7% provide a community center
6% provide more ball fields (I believe most expressed this sentiment in types of parks question)

6% provide nature programs (examples given were bird watching, nature hikes)
Receiving one or two mentions were:

More sports programs
Ice rink
Water park
Indoor track and tennis facility
Exercise workout sites
More tennis programs and more tennis courts
Crafts classes
Tee ball for 4 and 5 year olds
Roller blade facility

Some general comments were:

The community should devote one night per week to family fun.
The new high school pool should be shared with all residents.

WHERE SHOULD WE BUILD PARKS

The most common response was some version of everywhere, anywhere you can etc, the following enumerates the specific suggestions.

17% north near the intersection of the Rail Trail and Mulberry, near the new ZUMS, Boys and Girls club
13% West Side

The rest were all single comments including: build an East/West trail, the flood plain, Zionsville (I believe this comment was another relating to the failed annexation), North of Pleasant View, and connect Lions to Elm Street. Additionally there were suggestions for specific plots of land

SHOULD WE OBTAIN LAND FOR PARKS

Yes 88%

No 3%

Maybe 1%

Among the comments were:

There were many comments of the nature "Ring the town" clearly the 97 master plan phrase "A Town Within a Park" has resonated with the community.
Near the Rail Trail
Seek gifts or donations never "imminent domain" (sic).
Share land with the schools

It (increasing our park system) will make all the difference between mediocrity and excellence.
Every child should have a park within a safe bike ride.
Some respondents suggested specific plots of land, all of which are well known to the Parks Department and Land Resources Committee

HOW SHOULD WE FUND

44% taxes- 3 % said not taxes.
38% gifts and donations
25% grants.
19% fundraisers
10% impact fees
7% use fees
3% sponsors
3% bequests

One recommendation was to stop growth until a commercial tax base can be established.

OTHER COMMENTS

15% had comments that were complimentary to the parks, the staff, the Parks Board, the citizens advisory committees.
There were several comments referring again to rapid growth and the fear of losing the character of Zionsville.
One person asked that we publish the master plan.
One comment expresses genuine surprise that the Parks Dept. was not more directly involved in providing sports.
There was one quite negative comment (from a survey that was generally negative on all points); "We may have to change our name to Park City."
One other noted he broke the rules on bike usage in Starkey, and ended with 'Zionsville _____" (expletive deleted).

6.5.5 Public Meeting with Advisory Committee Members

ADVISORY COMMITTEE MEMBERS INPUT

2002 FIVE YEAR PLAN

JULY 11, 2001

The following are notes from the public input meeting with advisory committee members. (This was an open public meeting, some of the input was from the general public).

LAND

Land Acquisition should be the top priority

National Parks and Recreation recommend 90 acres per 1000 population; Zionsville is 25 acres per 1000

Need to make people more aware of urgency with the rapid loss of open land

We need both passive and active use parks

We need more baseball and other ball fields

Eagle creek link Elm St. north to Willow and Turkey foot, link south to lions Creekside all the way to Starkey and Marion County line, consider both purchase and conservation easements.

Consider greenways along Eagle and Fishbach creeks.

Find land for a skate park

Is there any idle ZCS property that can be acquired for a park in addition to Zion Nature Sanctuary?

Taxes- can we get a referendum on the ballot that would allow people to vote more tax money for parks?

ACTIVE USE SUGGESTIONS

Provide more playgrounds, Carter Station and Jennings.

Make Jennings field playground more accessible, move closer to parking lot or rail trail or provide a bike stroller friendly path to playground.

Provide a water park (see Indy Parks at 61st and Broadway)

Paint a center stripe on rail trail for better traffic flow.

Provide a good gravel surface on berms to make to make rail trail effectively wider

Provide more picnic tables and benches, near playgrounds and elsewhere.

More water fountains

Provide more winter activities ice rink, sledding hill consider elm street.

Provide a Frisbee golf course, possibly at Carter Station

Make Turkey Foot available before a bridge is built, by allowing backpackers to reach the park using the connection from Holliday Road to the old bridge site.

NATURE CENTER/COMMUNITY CENTER

Maintain support for the development of the Community Center at the old UMS

Plan on increasing support for the Nature Center so that it can ultimately transition from all volunteer to paid staff sufficient to provide regular hours for the public.

6.5.6 General Public Meeting Input

PUBLIC MEETING INPUT
September 12, 2001
2002 FIVE YEAR PLAN

The following are notes from the five year plan public input meeting, held on September 12, 2001

Most of the meeting was spend discussing the need for land.

1. Highest priority should be the acquisition of land.

2. We need both nature parks and recreation type parks.

3. Establish a trail from Lions Park north along the creek

4. Extend the Rail Trail to the township border.

5. Develop a path to the West and connected to the town pathway system

6. Developers should donate a portion of the development to parks

7. Provide an ice skating pond (in Creekside)

8. Add signage to the Rail Trail establishing rules of use.

9. Runners prefer limestone screenings for Rail Trail, but recognize northern section should probably be paved.

6.6 Public Meeting Presenting the Plan

PUBLIC MEETING PRESENTING THE PLAN
December 13 2001
2002 FIVE YEAR PLAN

The following are notes from the public meeting presenting the five year plan held on December 13, 2001

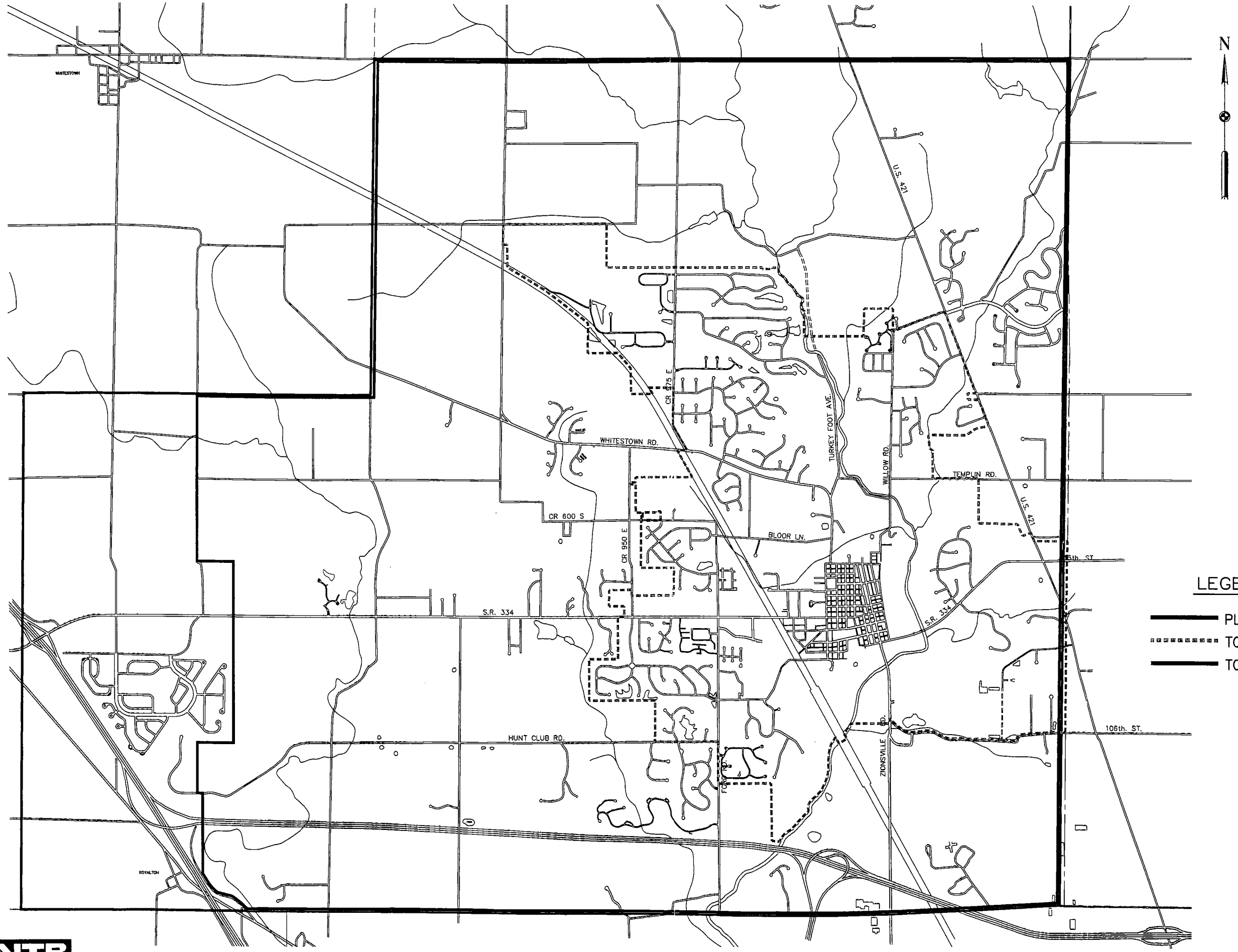
Mr. George Tikijian, Park Board President made the presentation.

The presentation included:

- An introduction explaining the importance of the planning exercise.
- A brief summary of the progress during the current 5-year plan.
- Brief highlights of background information collected for the plan such as demographics, finances, and organization.
- A description of the processes used in acquiring public input for the plan.
- Finally, a summary of the plan for the future and our priority goals.

There were a few questions on the process by social studies students in the audience. There were no questions or objections raised about the plan itself. After the presentation, the board voted to adopt the draft plan.

Zionsville Parks & Recreation Department
110 South Fourth Street Zionsville, IN 46077
(317) 873-5410 FAX (317) 873-8021



LEGEND

- PLANNING AREA BOUNDARY
- TOWN BOUNDARY (CORP. LIMITS)
- TOWNSHIP BOUNDARY (EAGLE)

HNTB

ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

PLANNING AREA
2002 MASTER PLAN
ZIONSVILLE PARKS AND RECREATION DEPARTMENT

DECEMBER 2001

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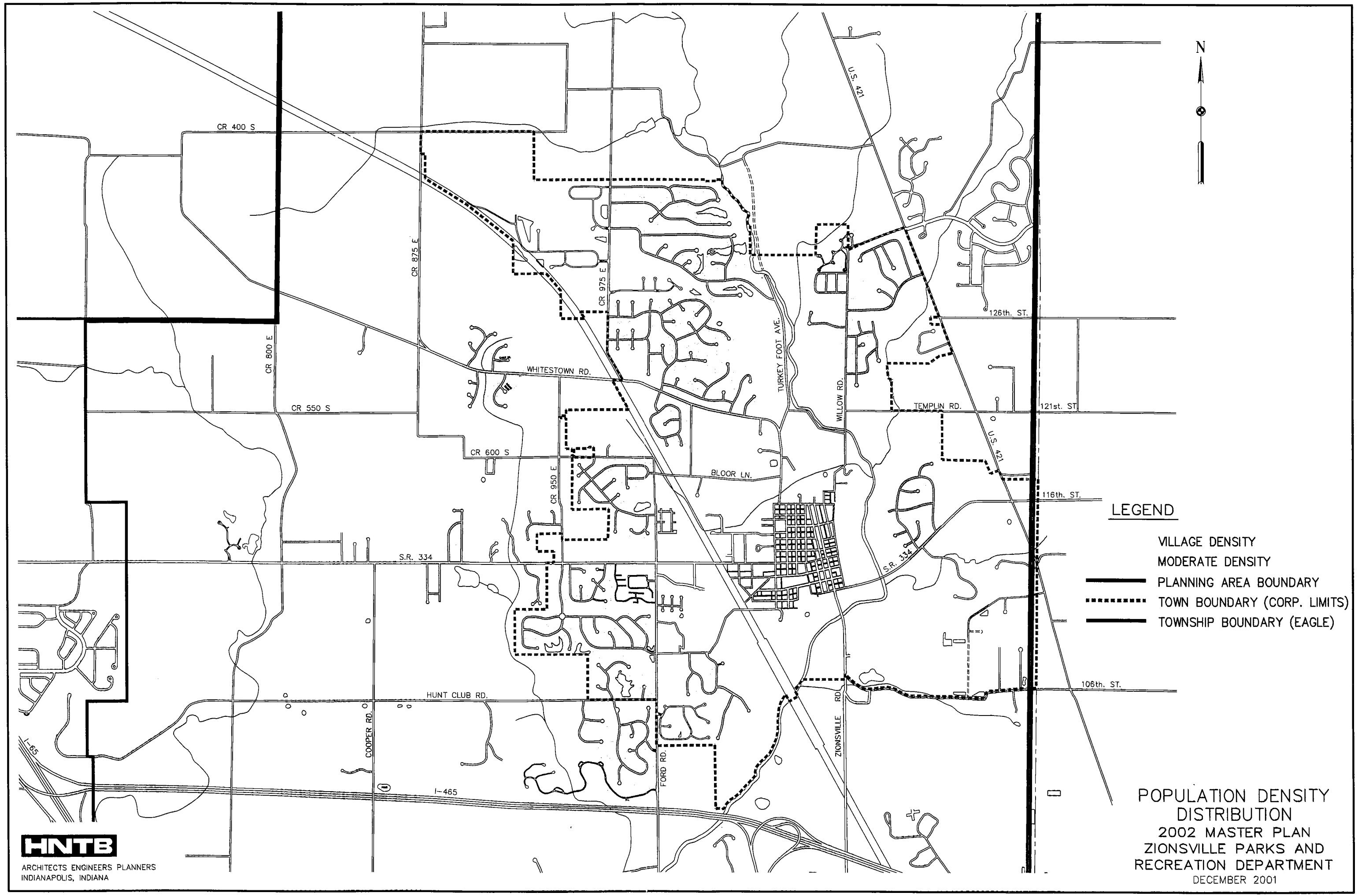

POPULATION DENSITY DISTRIBUTION
2002 MASTER PLAN
ZIONSVILLE PARKS AND RECREATION DEPARTMENT
DECEMBER 2001

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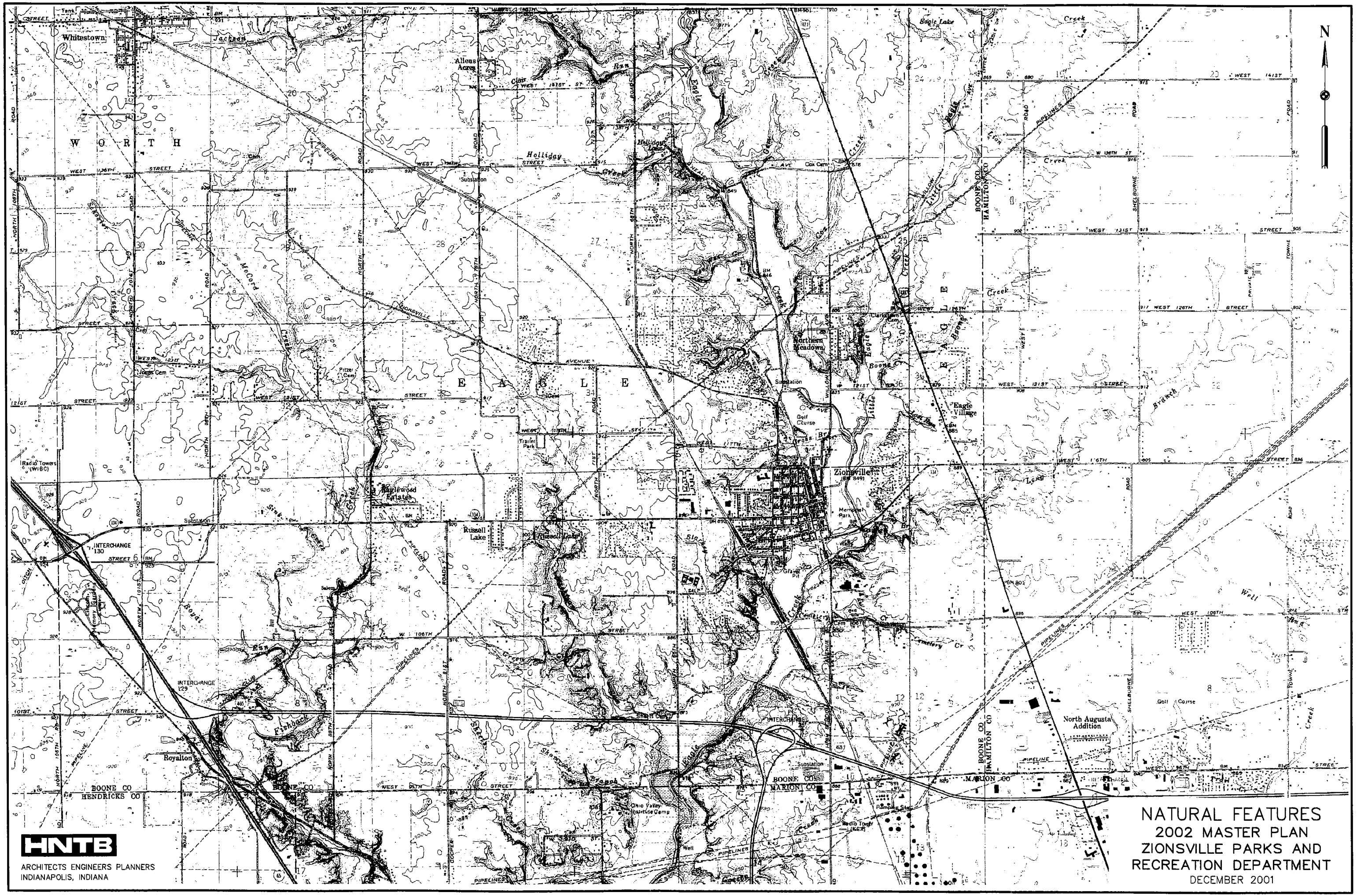

NATURAL FEATURES
2002 MASTER PLAN
ZIONSVILLE PARKS AND RECREATION DEPARTMENT
DECEMBER 2001

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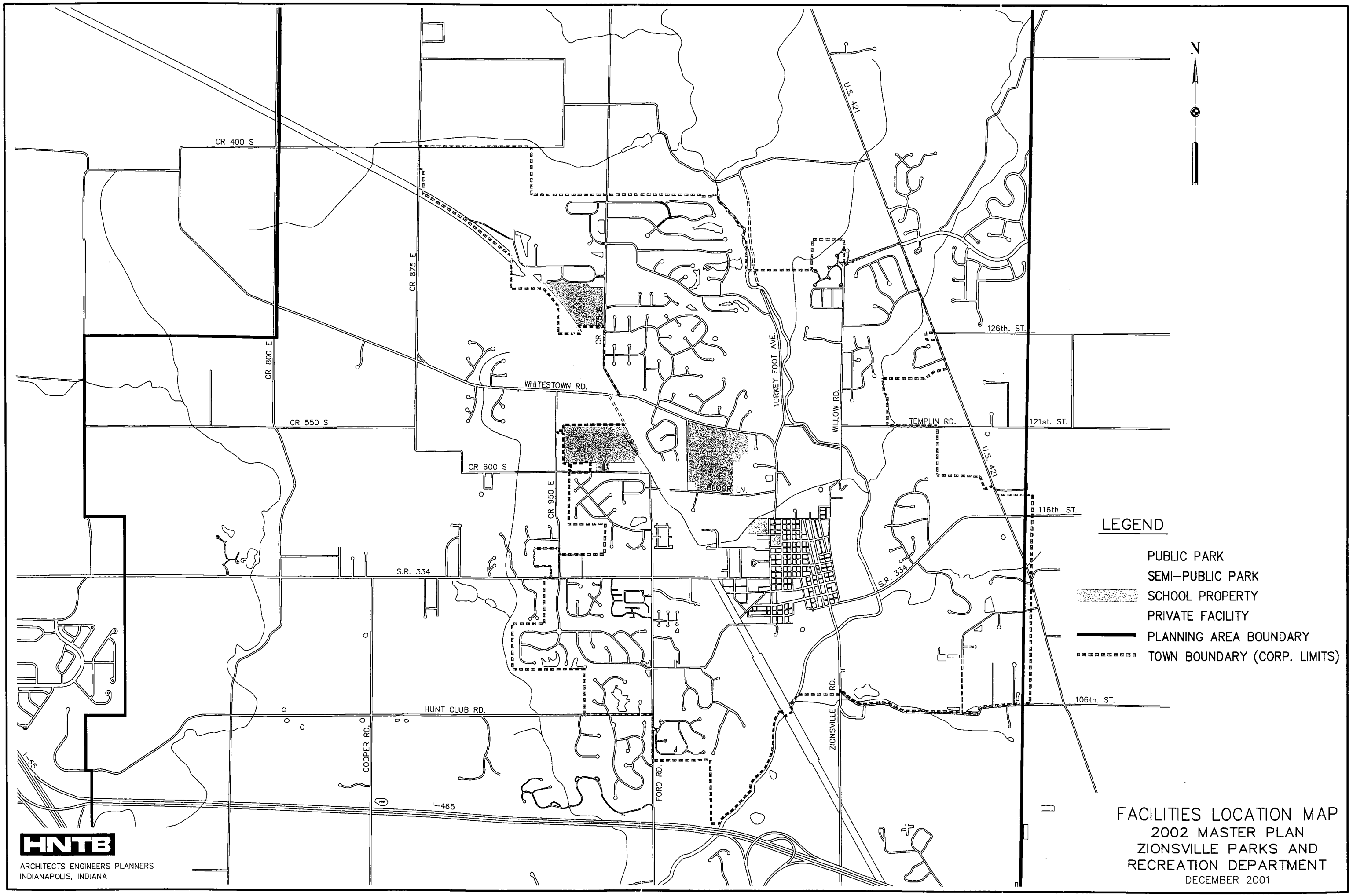

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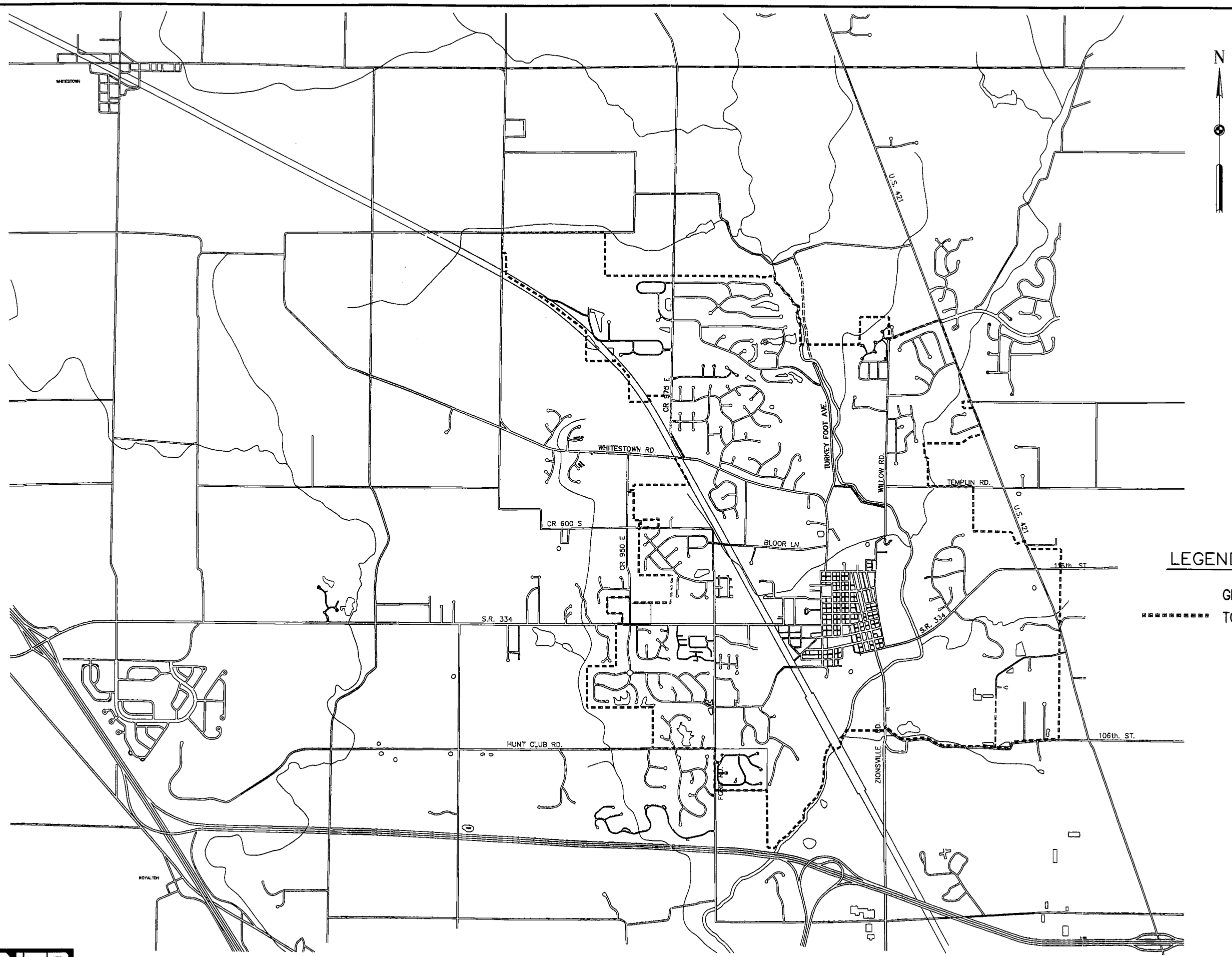

N

LEGEND

GREEN SPACE PLAN AREAS

TOWN BOUNDARY (CORP. LIMITS)

HNTB

ARCHITECTS ENGINEERS PLANNERS
INDIANAPOLIS, INDIANA

GREEN SPACE
PLAN AREAS
2002 MASTER PLAN
ZIONSVILLE PARKS AND
RECREATION DEPARTMENT
DECEMBER 2001

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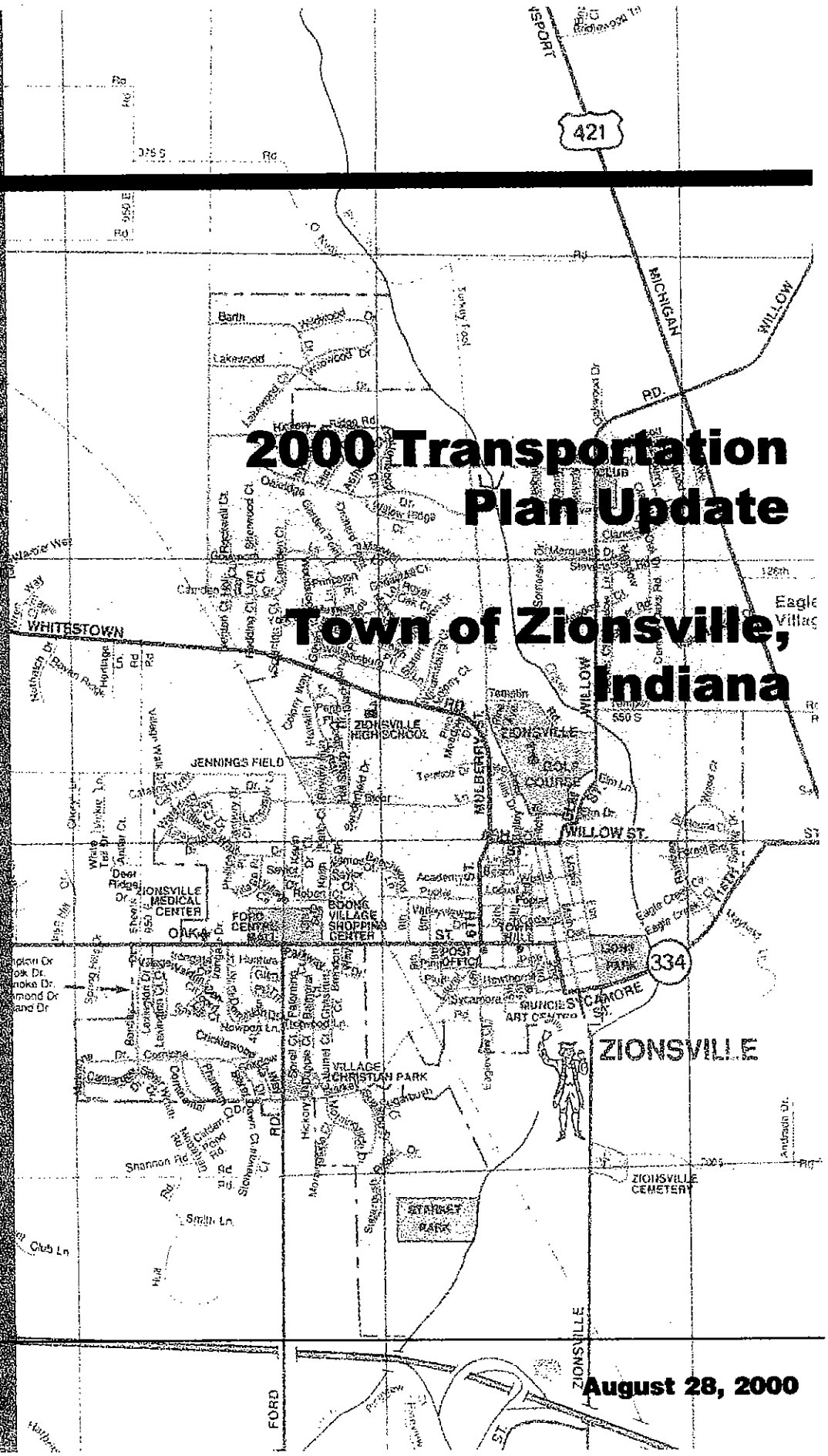
2000 Transportation Plan Update

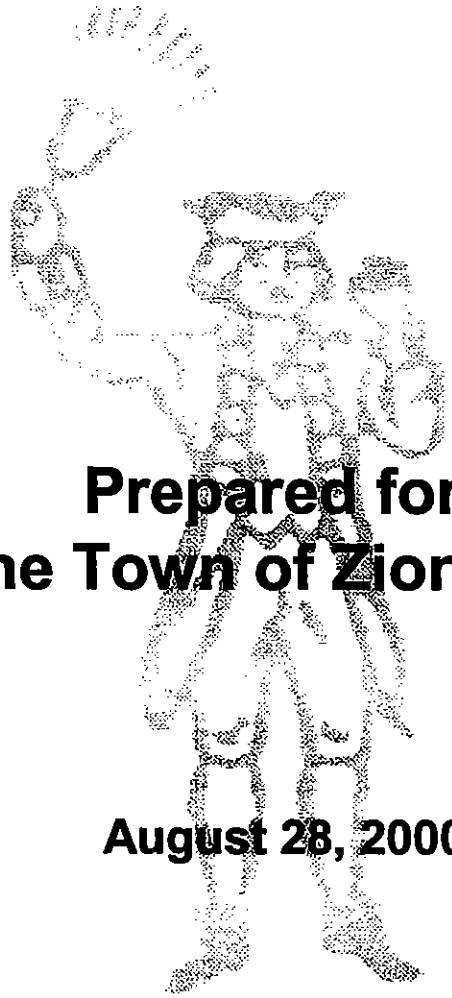
Town of Zionsville, Indiana



PB PARSONS BRINCKERHOFF

August 28, 2000

2000 Transportation Plan Update



Prepared for:
The Town of Zionsville

August 28, 2000

Prepared by:
Parsons Brinckerhoff Quade & Douglas, Inc.
47 South Pennsylvania Street • Suite 600
Indianapolis, Indiana 46204–3678
Phone: (317) 972-1706 • Fax: (317) 972-1708

PB

2000 TRANSPORTATION PLAN UPDATE
TOWN OF ZIONSVILLE, INDIANA

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2000 TRANSPORTATION PLAN UPDATE
TOWN OF ZIONSVILLE, INDIANA

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1. INTRODUCTION

1.1 Purpose

The last comprehensive review of Zionsville's long range transportation needs was completed in June 1988. The purpose of this Transportation Plan Update is to review transportation and land use trends since 1988, and to identify a long range transportation plan which is responsive to Zionsville's current needs.

1.2 Study Area

For purposes of this study, the Boone/Hamilton County line, Boone/Marion County line, Kissell Road, and 156th Street define the study area. A relatively large study area was chosen to capture the overall "influence area" of the Zionsville transportation system. As shown on Figure 1-1, this study area extends beyond the corporate limits of Zionsville.

1.3 Related Plans by Others

Boone County recently completed a countywide Comprehensive Plan Update, which included Eagle Township and the area surrounding Zionsville. These land use plans are shown on Figures 1-2, and 1-3, respectively. The Boone County Thoroughfare Plan, adopted in 1999, is shown on Figure 1-4.

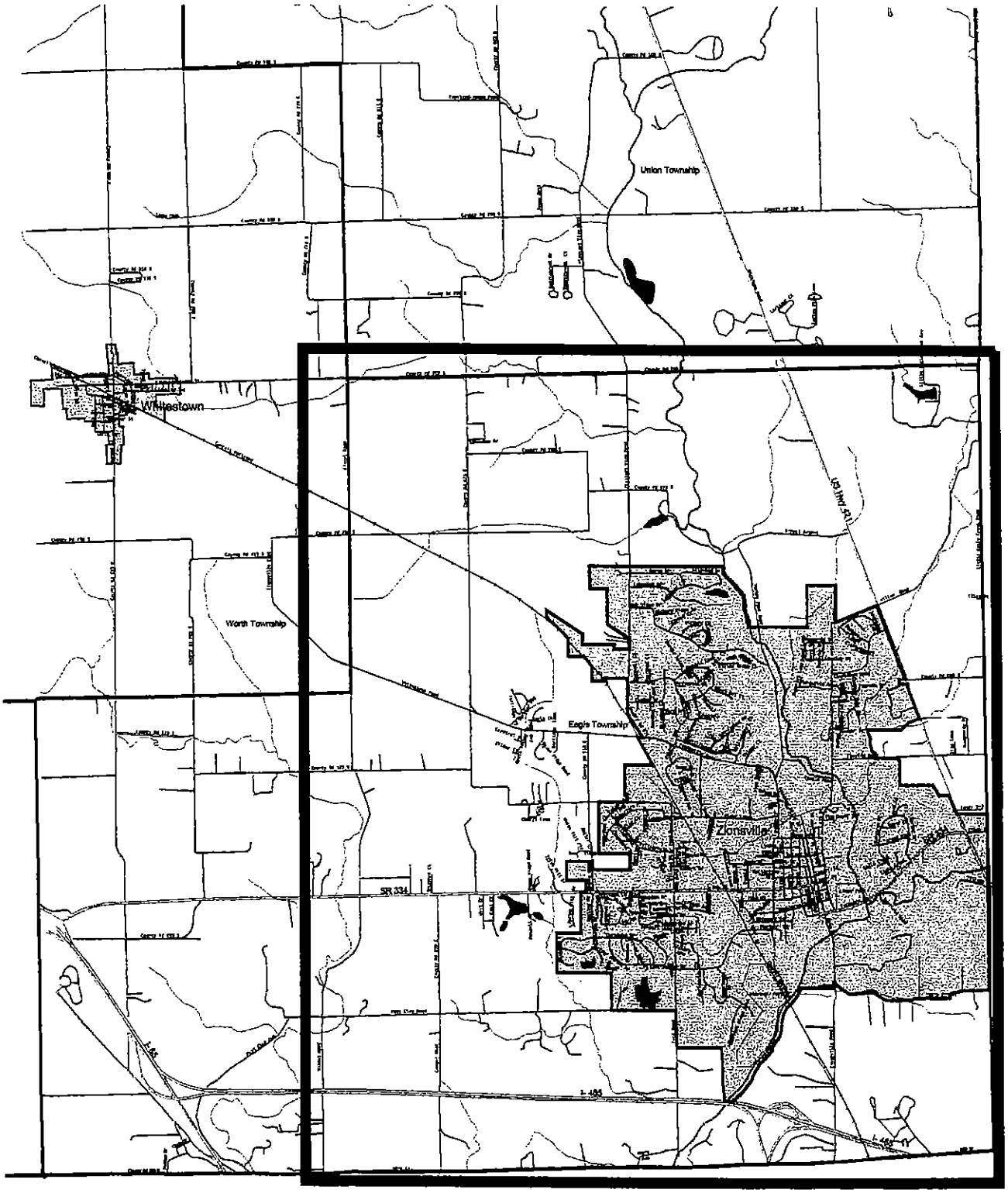
As shown on Figure 1-2, most land use in Boone County continues to be agricultural. The largest incorporated areas of the county are Zionsville and Lebanon. Both are expected to be growth centers in the future.

The Boone County Comprehensive Plan is the guiding document for development of land outside Zionsville. Since current travel patterns of many of these areas include Zionsville roadways, it is important to consider these areas in planning for long-term needs of the Town. Recognizing these relationships, the Zionsville Plan Commission has taken an active role in providing input regarding regional land use decisions.

The land use plan for Eagle Township, including Zionsville, indicates a growth pattern that extends that which exists today. Most of the area is identified for low-density residential development. The Boone County Thoroughfare Plan reflects the uses and densities shown. Actual densities may vary, based on utility availability and how zoning measures are actually applied to individual developments.

For Zionsville, the most significant change in the recently adopted Boone County Thoroughfare Plan was the addition of a Cooper Road interchange with the I-465/I-65 connector, commonly known as the "dogleg", west of the Michigan Road interchange with I-465. This project was first proposed in the 1988 Zionsville Transportation Plan as an alternate access point to the Indianapolis regional interstate highway system.

In addition to providing a basis for coordinating regional transportation plans, the Boone County Thoroughfare Plan Update reports provided traffic counts and forecasts useful to this study. Twenty-four hour counts were available for the entire regional roadway system, including all major roads entering or leaving Zionsville. Traffic forecasts were developed for the entire county.



PB PARSONS BRINCKERHOFF
135 47 S. PENNSYLVANIA STREET, INDIANAPOLIS, IN 46204

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 1-1 STUDY AREA

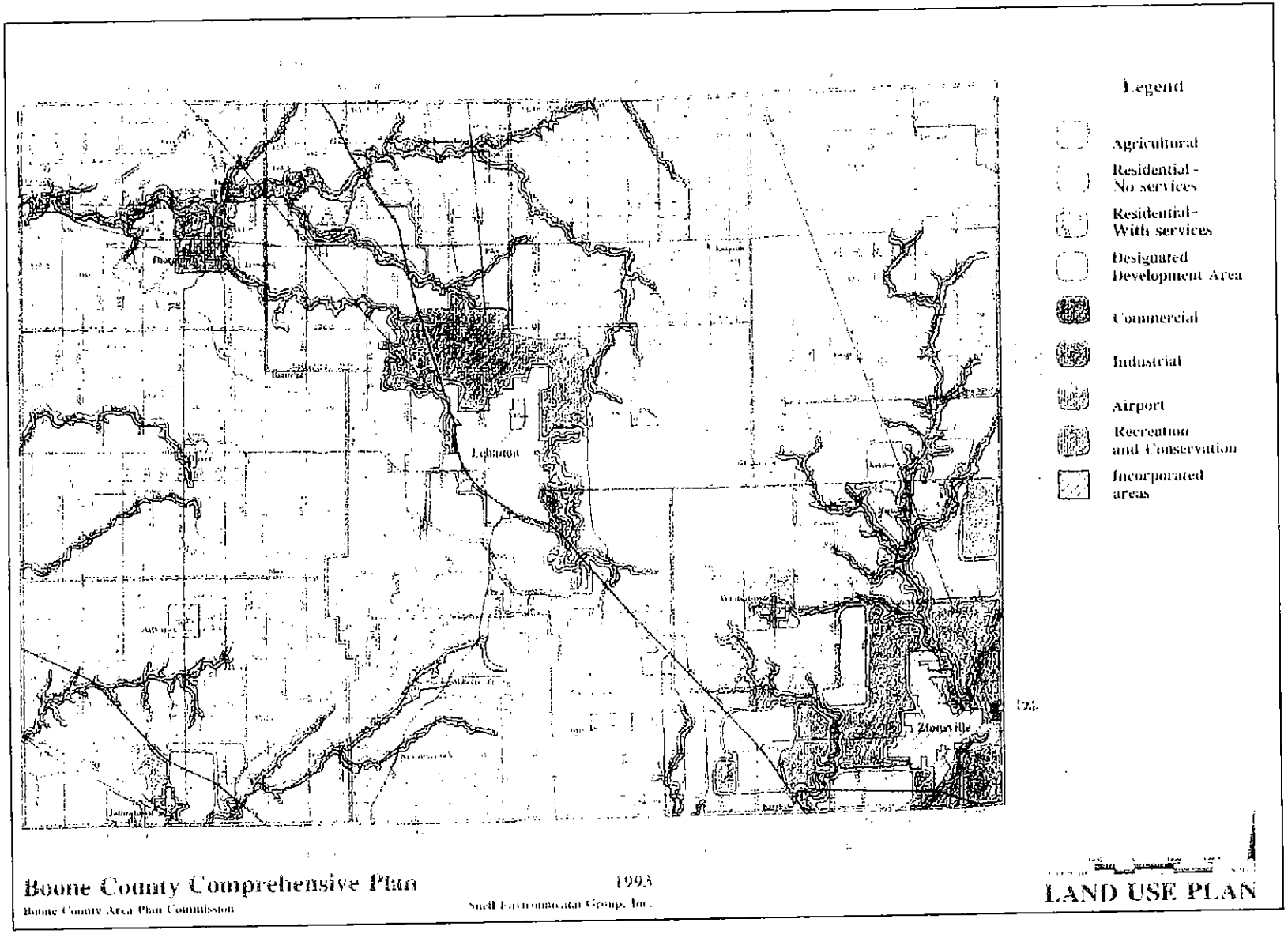
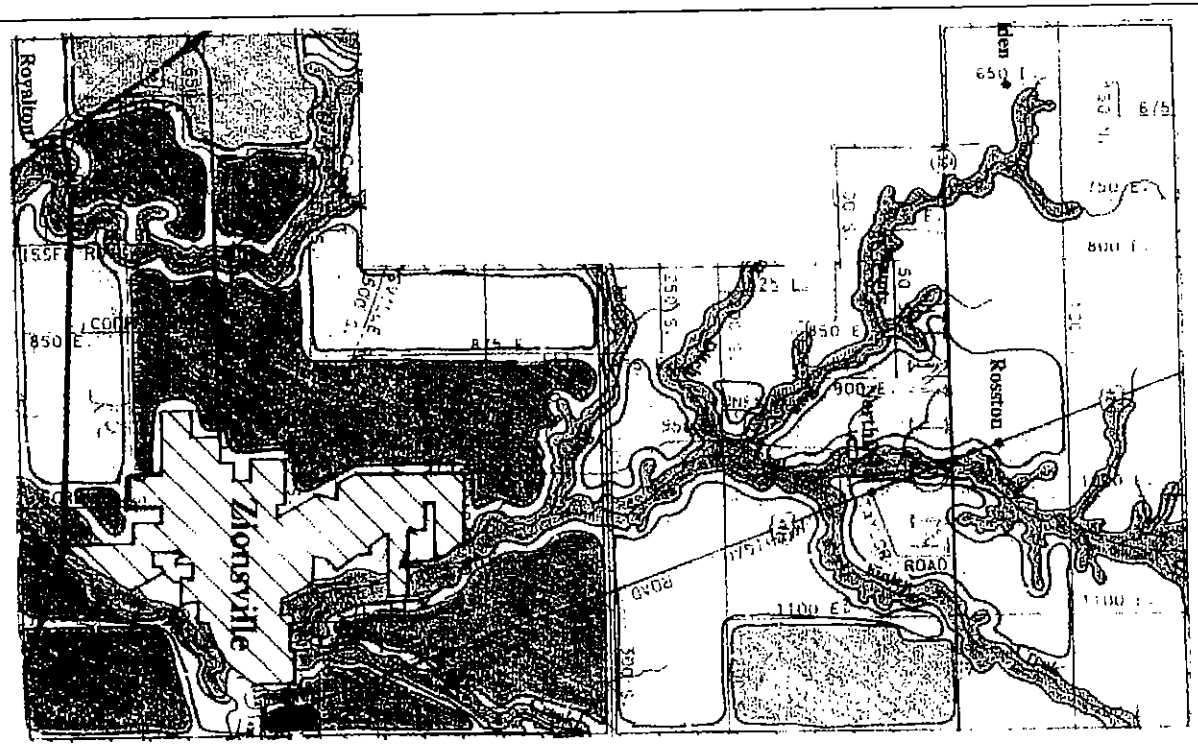

Legend
Agricultural
Residential - No services
Residential - With services
Designated Development Area
Commercial
Industrial
Airport
Recreation and Conservation
Incorporated areas
Lebanon
Zionsville
Boone County Comprehensive Plan
Boone County Area Plan Commission
1998
Snell Environmental Group, Inc.
LAND USE PLAN

Figure 1-2



Legend

- Agricultural
- Residential - No services
- Residential - With services
- Designated Development Area
- Commercial
- Industrial
- Airport
- Recreation and Conservation
- Incorporated areas

Scale in feet: 5000 0 5000 10000

1993

North

Snell Environmental Group, Inc.

Boone County Comprehensive Plan

Boone County Area Plan Commission

Land Use Plan (Union/Eagle Townships)

Figure 1-3

PARSONS BRINCKERHOFF

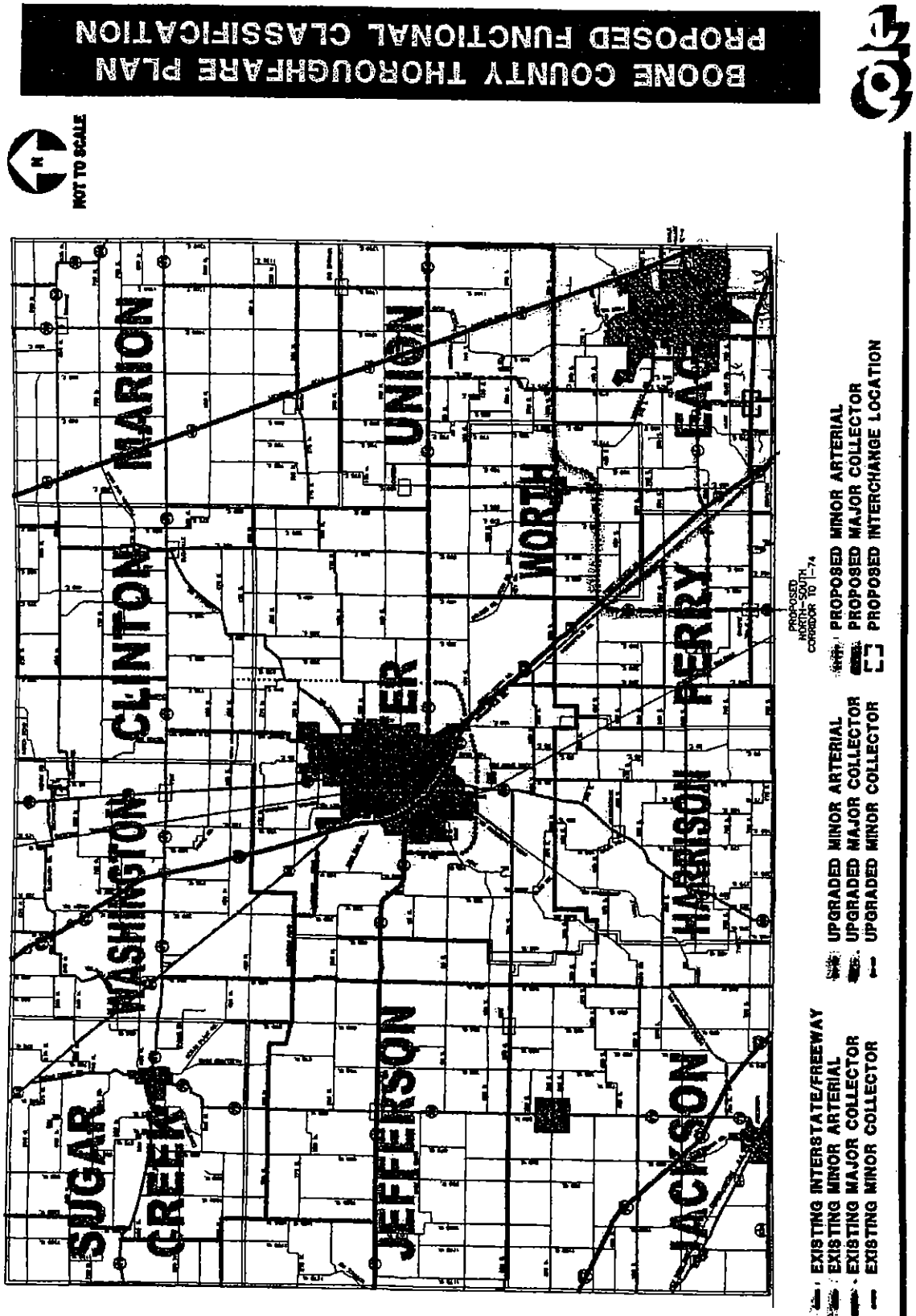

BOONE COUNTY THOROUGHFARE PLAN
PROPOSED FUNCTIONAL CLASSIFICATION
NOT TO SCALE
SUGAR CREEK
WASHINGTON
CLINTON
MARION
JEFFERSON
UNION
WORTH
HARRISON
PERRY
JACKSON
EAGLE
PROPOSED NORTH-SOUTH CORRIDOR TO I-74
EXISTING INTERSTATE/FREEWAY
EXISTING MINOR ARTERIAL
EXISTING MAJOR COLLECTOR
EXISTING MINOR COLLECTOR
UPGRADED MINOR ARTERIAL
UPGRADED MAJOR COLLECTOR
UPGRADED MINOR COLLECTOR
PROPOSED MINOR ARTERIAL
PROPOSED MAJOR COLLECTOR
PROPOSED INTERCHANGE LOCATION

Figure 1-4

Another important project for Zionsville is the upgraded arterial status and realignment of C.R. 300S north of the Town. This roadway would extend 146th Street from Hamilton County into Boone County as a minor arterial. Plans call for a bypass south of Whitestown and a connection to C.R. 400 S. In the future, this link between Michigan Road and I-65 will provide an important alternative to S.R. 334 for serving east-west travel in the greater Zionsville area.

Comprehensive planning in Marion County (Indianapolis) is conducted on a Township basis. The Pike Township Comprehensive Plan is shown on Figure 1-5. The transportation plan for Marion County is included in the regional plan of the Indianapolis Metropolitan Planning Organization (MPO). As shown on Figure 1-6, this plan includes portions of Boone County, including Zionsville.

The Pike Township Comprehensive Plan has not changed significantly since the last plan update. Land use adjacent to Zionsville is residential, except near Michigan Road, which continues to attract commercial development, particularly near I-465. Recently, 96th Street has been straightened and improved along the northern Marion County line. This has resulted in increased use of Ford Road for Zionsville access to Indianapolis and/or I-465 at the Michigan Road interchange.

The Carmel-Clay Plan Commission conducts planning and zoning for the portions of Hamilton County to the east. The current Carmel-Clay Land Use Plan is shown on Figure 1-7. Except near Michigan Road, the entire western portion of Clay Township is shown as low density residential.

The continued development of high quality offices in Carmel, particularly along U.S. 31, is establishing the area as an employment destination for many trips. Improved opportunities for good east-west travel is a goal shared by Zionsville and Carmel/Clay Township.

The 20-year Thoroughfare Plan for Carmel and Clay Township was adopted in 1999. It is shown on Figure 1-8. The pattern of planned roadways is essentially the same as when the previous Zionsville Transportation Plan was prepared. Most notably, 116th Street (extending to S.R. 334 through Zionsville) continues to be shown as a primary parkway, ultimately to be four-lane as it approaches the Boone County line and Zionsville. Likewise, 146th Street is planned as a four-lane primary arterial to the Boone County Line, where it links with C.R. 300S.

A short, but significant segment of Michigan Road is located in Western Clay Township, extending from 96th Street to just south of 116th Street (S.R. 334). Commercial development nodes are planned at both the 96th Street and 106th Street intersection areas. Hamilton County has established an overlay zone and TIF district for the interchange area of I-465 and Michigan Road, including 96th Street to the east and west. Although 96th Street will be widened at its approaches to Michigan Road, it will remain two lanes where it enters Boone County.

Plans of adjacent jurisdictions are a significant consideration in any plan since travel patterns and land use developments are not sensitive to political boundaries. The public trusts that adjoining jurisdictions will coordinate appropriately and provide an integrated system that best meets everyone's needs. That objective is an important consideration in the development of this plan.

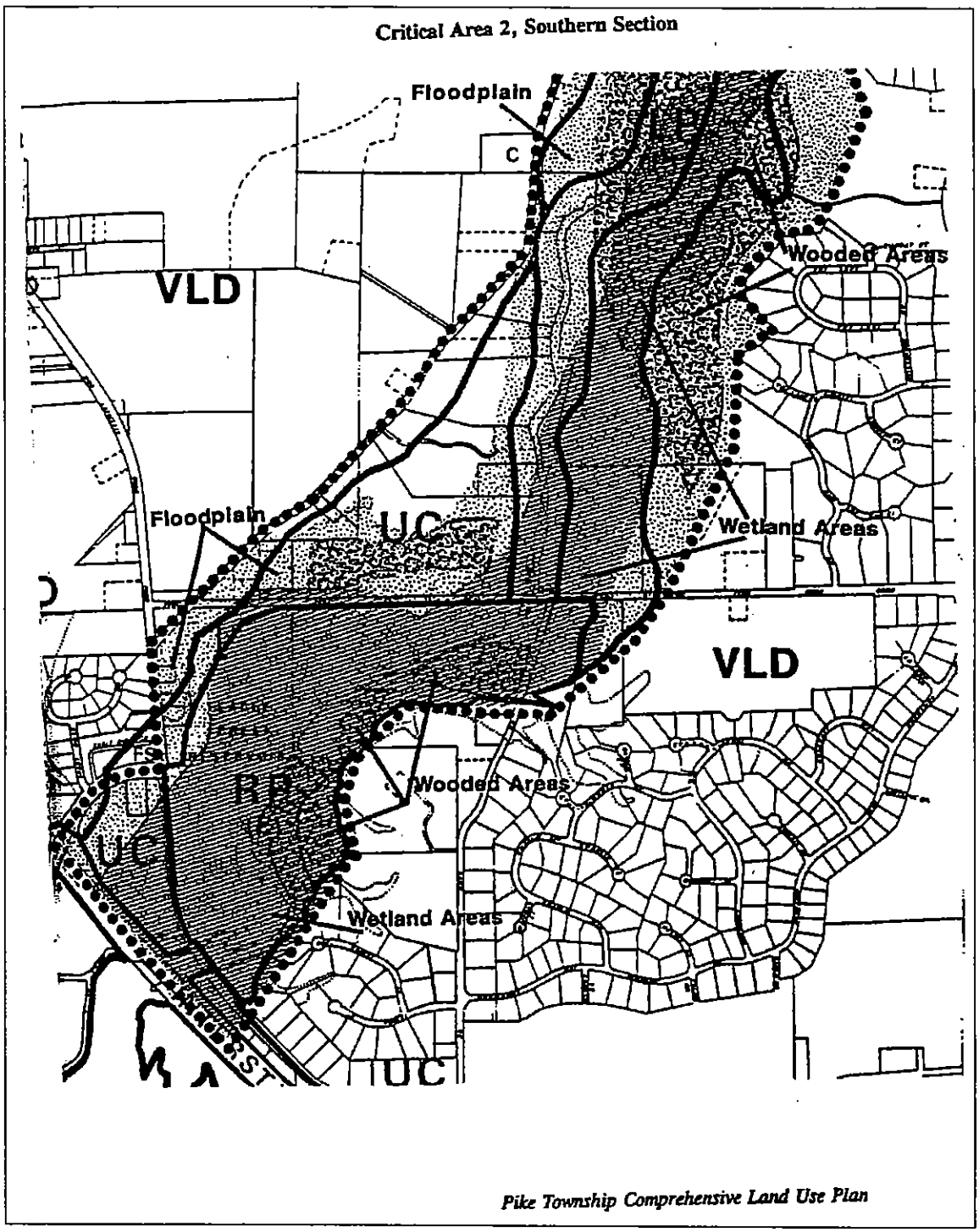

Critical Area 2, Southern Section
Floodplain
C
Wooded Areas
VLD
Floodplain
UC
Wetland Areas
VLD
RE
Wooded Areas
UC
Wetland Areas
UC
Pike Township Comprehensive Land Use Plan

Figure 1-5a

Map 10 - Critical Area 1

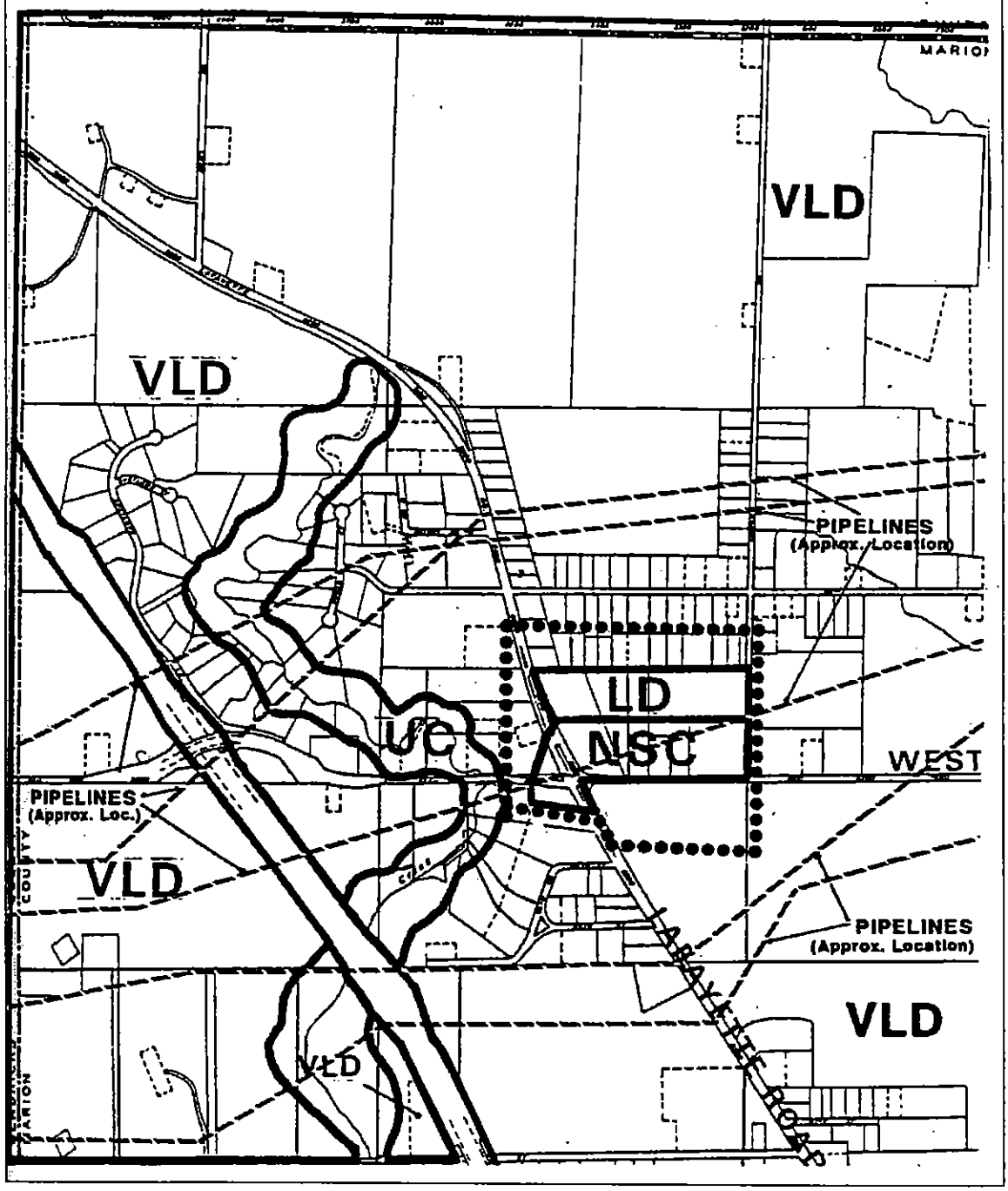
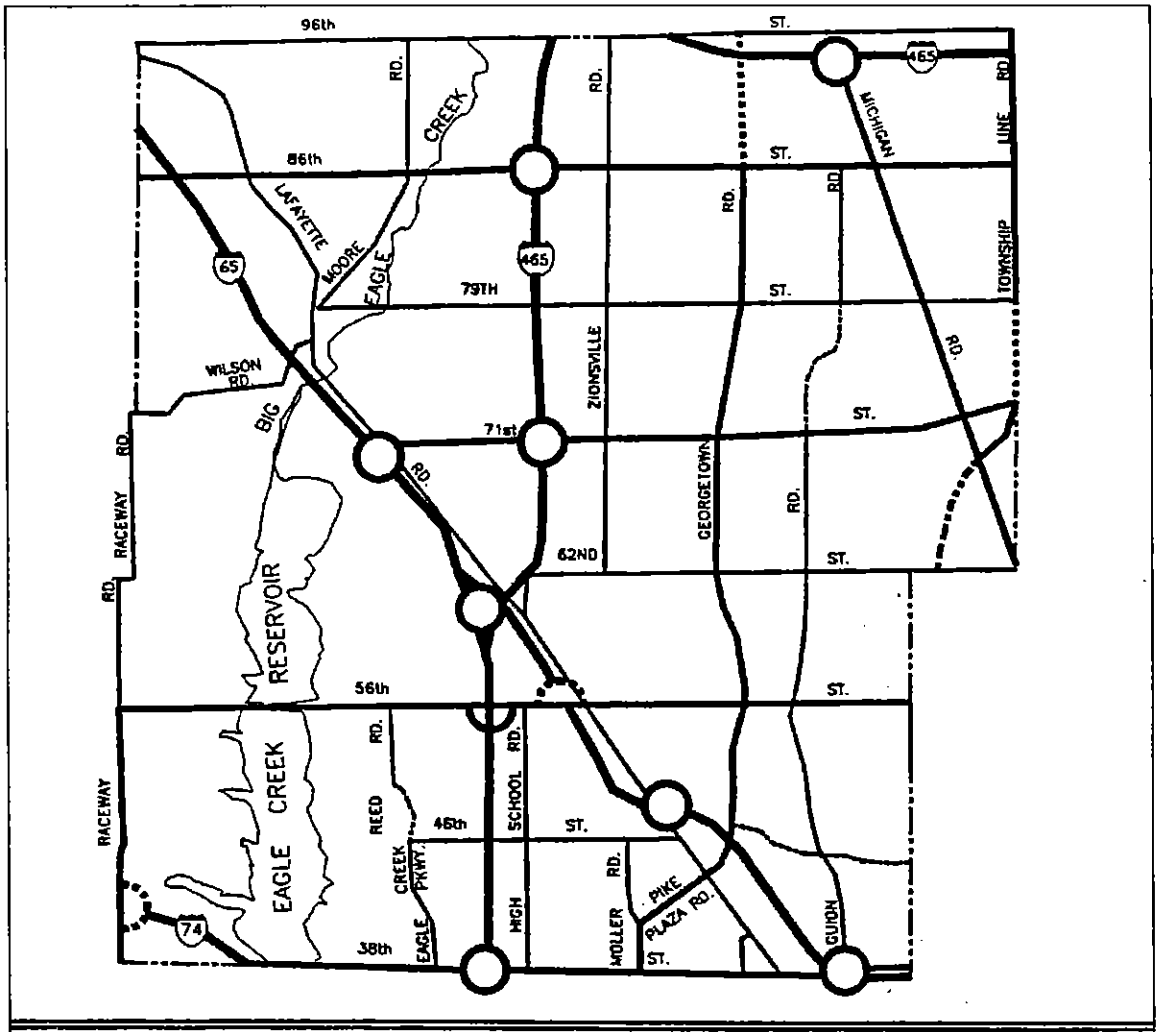


Figure 1-5b



MAP 5

PIKE TOWNSHIP

PORTION OF THE OFFICIAL THOROUGHFARE PLAN MAP, 1991

EXISTING	PROPOSED	
○	○	INTERCHANGE
———	- - - - -	FREEWAY
———	- - - - -	PRIMARY
———	———	SECONDARY

THE PREPARATION OF THIS MAP WAS FINANCED IN PART BY A COMMUNITY DEVELOPMENT BLOCK GRANT

DECEMBER, 1992
DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING
INDIANAPOLIS-MARION COUNTY, INDIANA

Figure 1-6

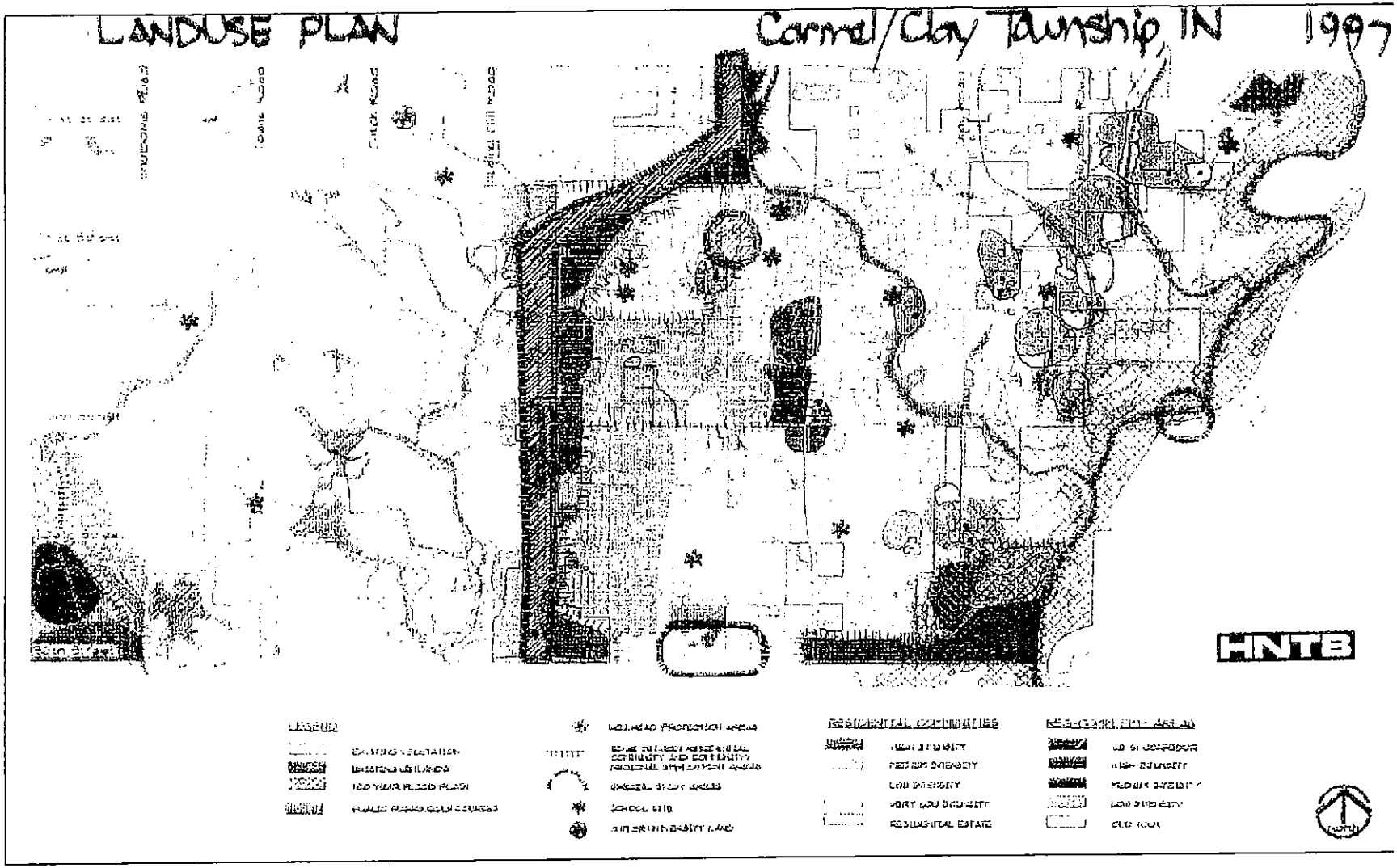

LANDUSE PLAN
Carmel/Clay Township, IN
1997
HNTB
LEGEND
RESIDENTIAL COMMUNITIES
HIGH DENSITY
LOW DENSITY
RESIDENTIAL ESTATE
LOW DENSITY
LOW DENSITY

Figure 1-7

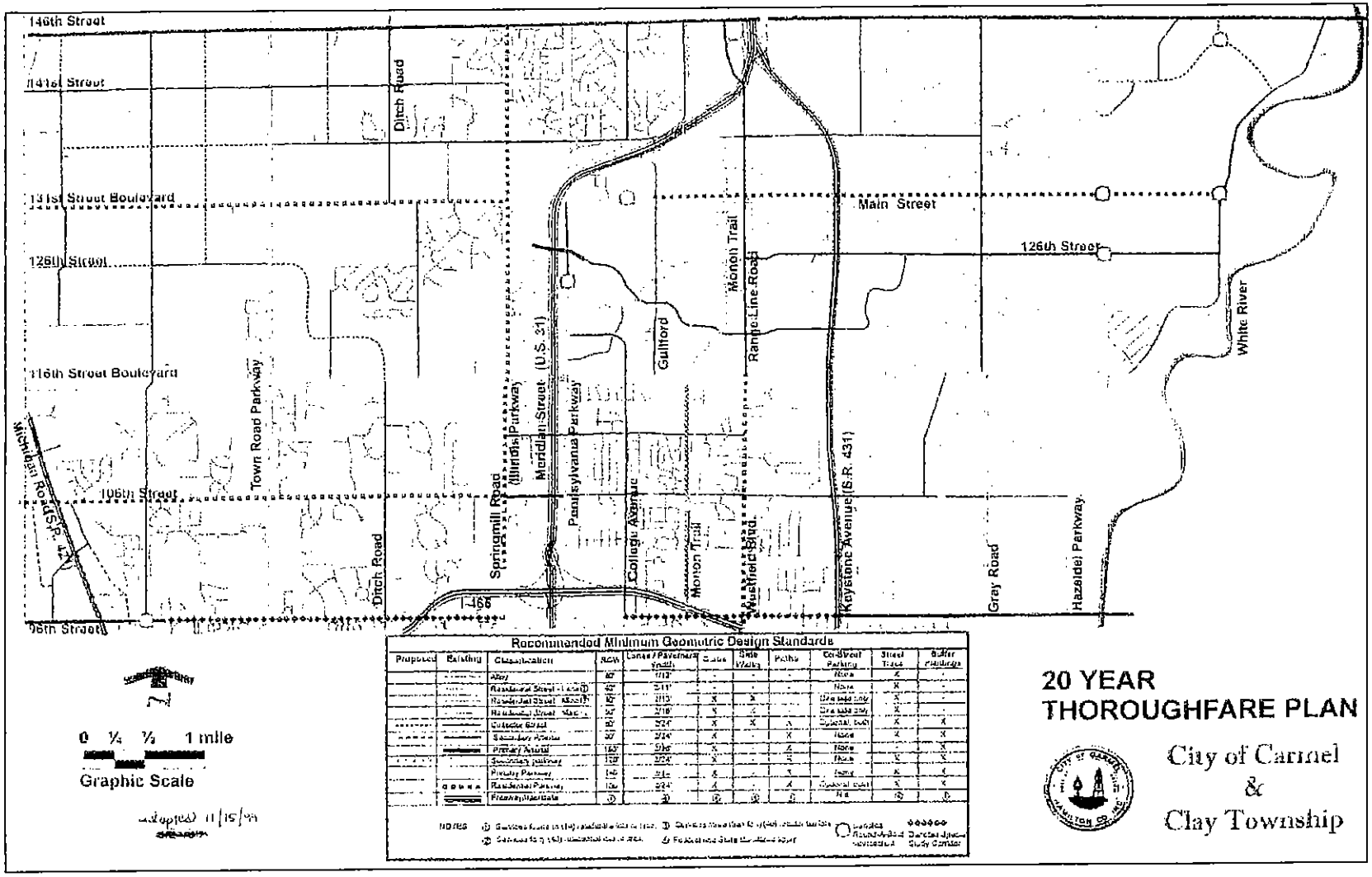

146th Street
141st Street
131st Street Boulevard
126th Street
116th Street Boulevard
106th Street
96th Street
Ditch Road
Town Road Parkway
Michigan Road (S.R. 431)
Springmill Road
Illinois Parkway
Meridian Street (U.S. 31)
Pennsylvania Parkway
Guilford
College Avenue
Monon Trail
Rangeline Road
Westfield Blvd.
Keystone Avenue (S.R. 431)
Main Street
126th Street
Grey Road
Hazeldel Parkway
White River
I-465
0 ¼ ½ 1 mile
Graphic Scale
Recommended Minimum Geometric Design Standards
20 YEAR
THOROUGHFARE PLAN
City of Carmel
&
Clay Township

Figure 1-8

1.4 Current Projects

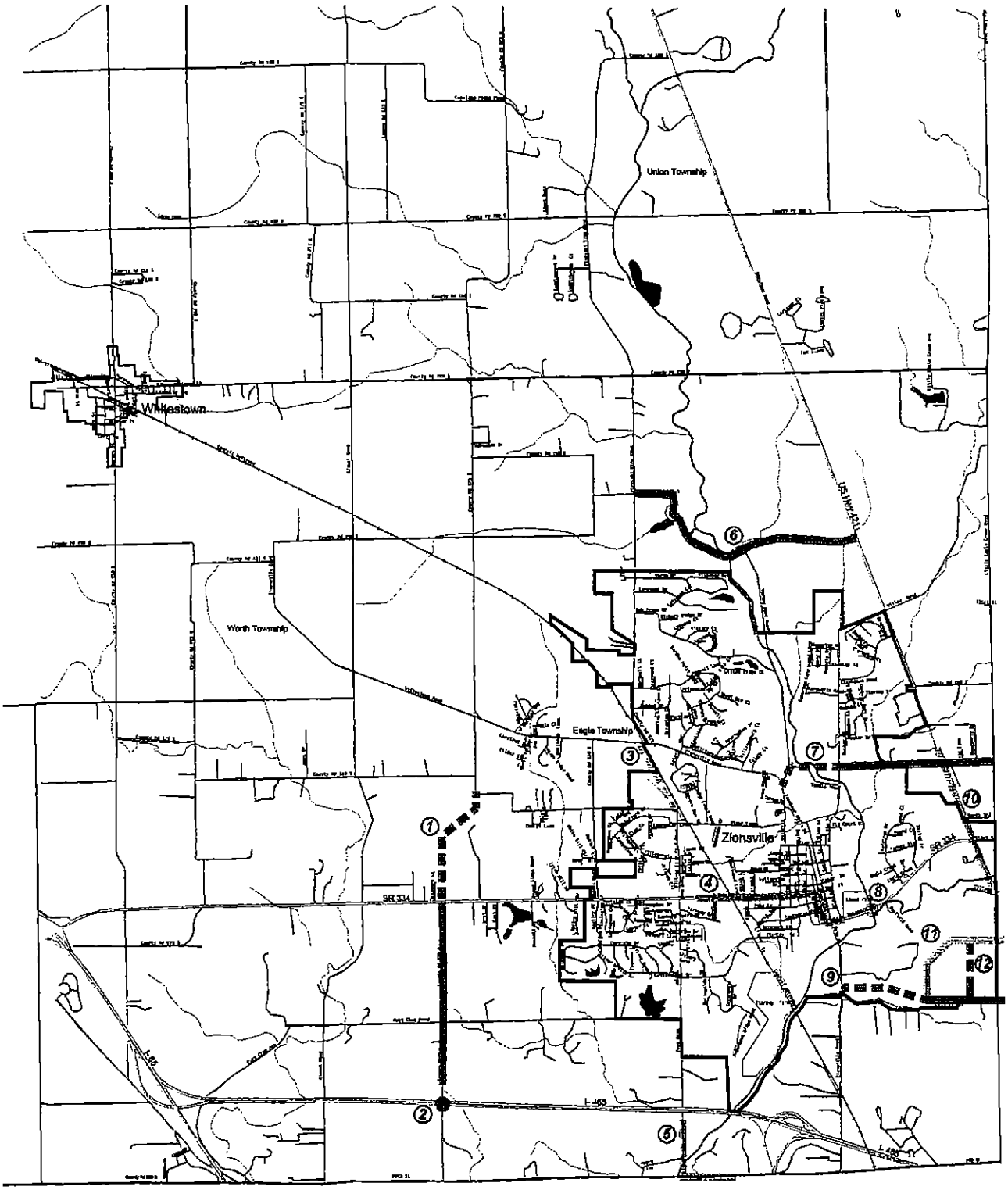
A number of projects to serve the Zionsville region are currently in various stages of development, as shown on Figure 1-9.

The most significant project from a regional transportation perspective is the widening of U.S. 421 (Michigan Road) by INDOT, from I-465 to Eagle Village, just north of S.R. 334. This project will provide a four-lane divided roadway with curb and gutters and sidewalks for its entire length. The first phase from I-465 to 103rd Street will be completed in 2003. The final phase extending north to Templin Road is scheduled to begin in 2003, and constructed during 2004 and 2005.

Another project of significant interest to Zionsville is the rehabilitation of S.R. 334 by INDOT, from the railroad bridge east of Boone Village to Main Street in the Village. This project will include storm sewers, pavement reconstruction, new curbs and gutter, and sidewalk improvements. Travel lanes will not be added as part of this project. Construction of the roadway will be completed in 2003, followed by a landscaping project in 2004.

A project to improve Ford Road at its intersection with 96th Street, including the replacement of the existing Ford Road bridge, has been postponed as the project is reviewed in response to public comment.

Other roadway projects in the area are being proposed or constructed as a part of developments that are proposed or under construction. Construction of this type is expected to continue. Providing guidelines for appropriate right of way dedication, alignment, and configuration of roadways provided with developments is a key purpose of this plan.



1. Cooper Rd. Rehab \ New Alignment
2. I-465 Interchange
3. Ford Rd. Extension, 2002
4. SR 334 Rehabilitation, 2001
5. Ford Rd. / 96th St., 2001
6. O'Neal Rd. Rehabilitation
7. Templin Rd. Rehabilitation
8. SR 334 Bridge Replacement, 2009
9. 106th St. Realignment, 2003+
10. US 421 Added Travel Lanes, 2000/2001
11. Bennett Parkway, 2000
12. Andrade Rd. Rehab \ New Alignment

LEGEND

Proposed
Committed

N

SCALE: 1" = 5000'

PB PARSONS BRINCKERHOFF
47 S. PENNSYLVANIA STREET, INDIANAPOLIS, IN 46204

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 1-9 ROADWAY PROJECTS

1.5 Progress Since the 1988 Plan

The 1988 Zionsville Transportation Plan included a one-page proposed schedule to guide the implementation of recommended alternatives. A review of progress on these items provides a useful reference for this update.

Many of the recommendations of the 1988 plan have been implemented or are generally "on schedule" with proposed timelines, including:

- S.R. 334/Main Street Traffic Signal by 1990 – done
- S.R. 334 and Ford Road Reconstruction by 1995 – done
- S.R. 334 Rehabilitation through Zionsville by 2000 – to be bid in 2001
- Ford Road Extension by 2000 – done

Two recommendations not advanced from the 1988 plan are consideration of a one-way pair of First and Second Streets, and development activities for the proposed Cooper Road interchange. The First and Second Streets one-way pair concept is no longer seriously being considered due to the sensitivities of existing land uses and a lack of public support. The Cooper Road interchange continues to be a consideration for this and other regional transportation plans.

Among the recommended actions by 2000 were an update of the Transportation Plan and initiation of development activities for the Templin Road Extension project. This plan is in accordance with that recommended time line, and the Templin Road Extension project is addressed in detail elsewhere in this report.

2. PAST TRENDS AND FUTURE FORECASTS

2.1 Census Data

The 2000 Census was underway at the time this plan was being completed. Due to the age of data from the 1990 Census, it is not presented in detail here. Selected descriptive data about Eagle Township are listed below to indicate the relative role of Zionsville within the county. It is expected that the 2000 Census will provide similar findings with regard to Zionsville and Eagle Township.

In 1990, Eagle Township represented 26% of the county's population, second only to Center Township (including Lebanon), with 37%.

In 1990, approximately two thirds of the population of Eagle Township was located in Zionsville.

Eagle Township accounted for 25% of the County's households in 1990, second to Center Township with 40%.

Eagle Township led the county in median household income, followed closely by Union and Harrison Townships.

Eagle Township represented the lowest median age for housing (1973) followed closely by Union Township (1972).

Overall, Eagle Township was identified in 1990 as an area of high-quality suburban growth. During the 1990's, Zionsville and the area surrounding it continued to attract similar development and indications are that this trend is likely to continue.

2.2 Population and Land Use

The 1988 Transportation Update provided forecasts of population and land use through the year 2010. This information provided the basis for traffic forecasts and alternatives evaluated in that study. Current data indicates that Zionsville has grown generally as expected, but the influence of developed areas outside the town may have been underestimated.

2.2.1 Population Growth

The population of Zionsville was less than 2,000 in 1970. Growth since then has been steady, primarily in the form of high quality single family residential subdivisions. By 1984, the population had grown to nearly 5,000, and the Town instituted growth control measures. As a result, the growth rate slowed. In 1998, the population of the Town was estimated to be approximately 7,200.

The historic and forecasted growth rate for Zionsville is shown on Figure 2-1. It should be noted that the 1988 Plan forecasts of 7,400 (yr 2000) and 7950 (yr 2010) are generally consistent with current expectations. By year 2020,Zionsville population is forecasted to increase to approximately 9,000.

Town of Zionsville
Population History and Projection

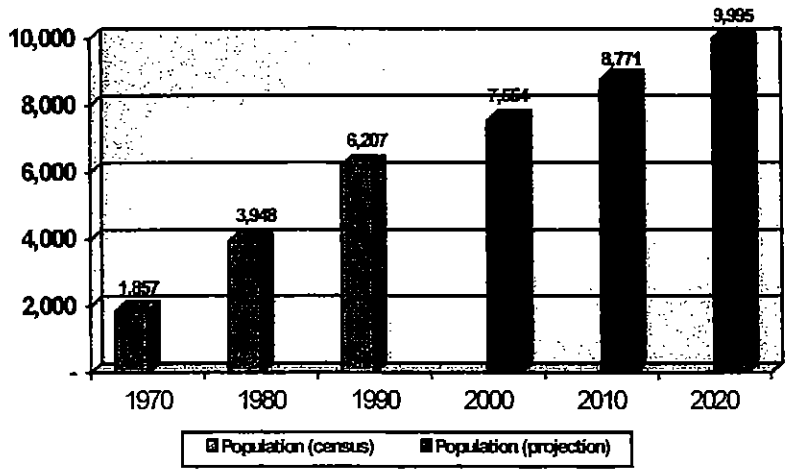


Figure 2-1

Not surprisingly, population growth in Eagle Township is expected to grow at a higher rate. Figure 2-2 presents township population data and forecasts for the years 1970 through 2020. As indicated, most of the growth during the next 20 years will be outside the incorporated area of Zionsville.

Eagle Township
Population History and Projection

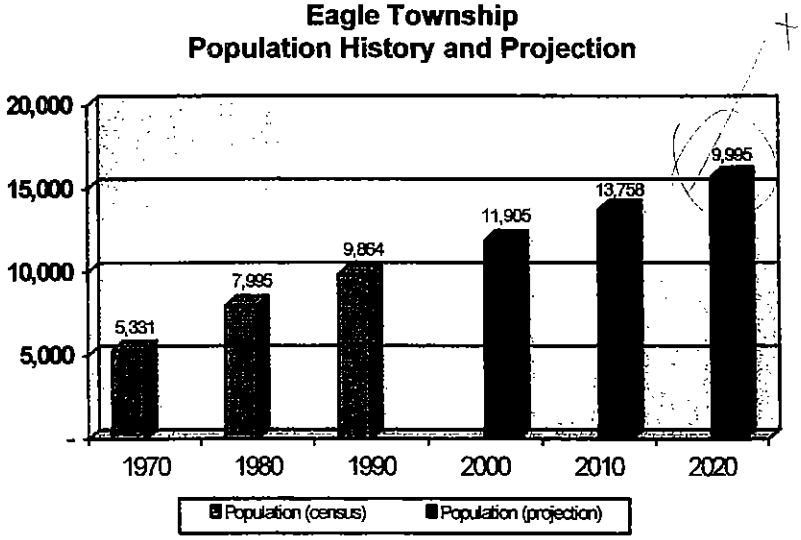


Figure 2-2

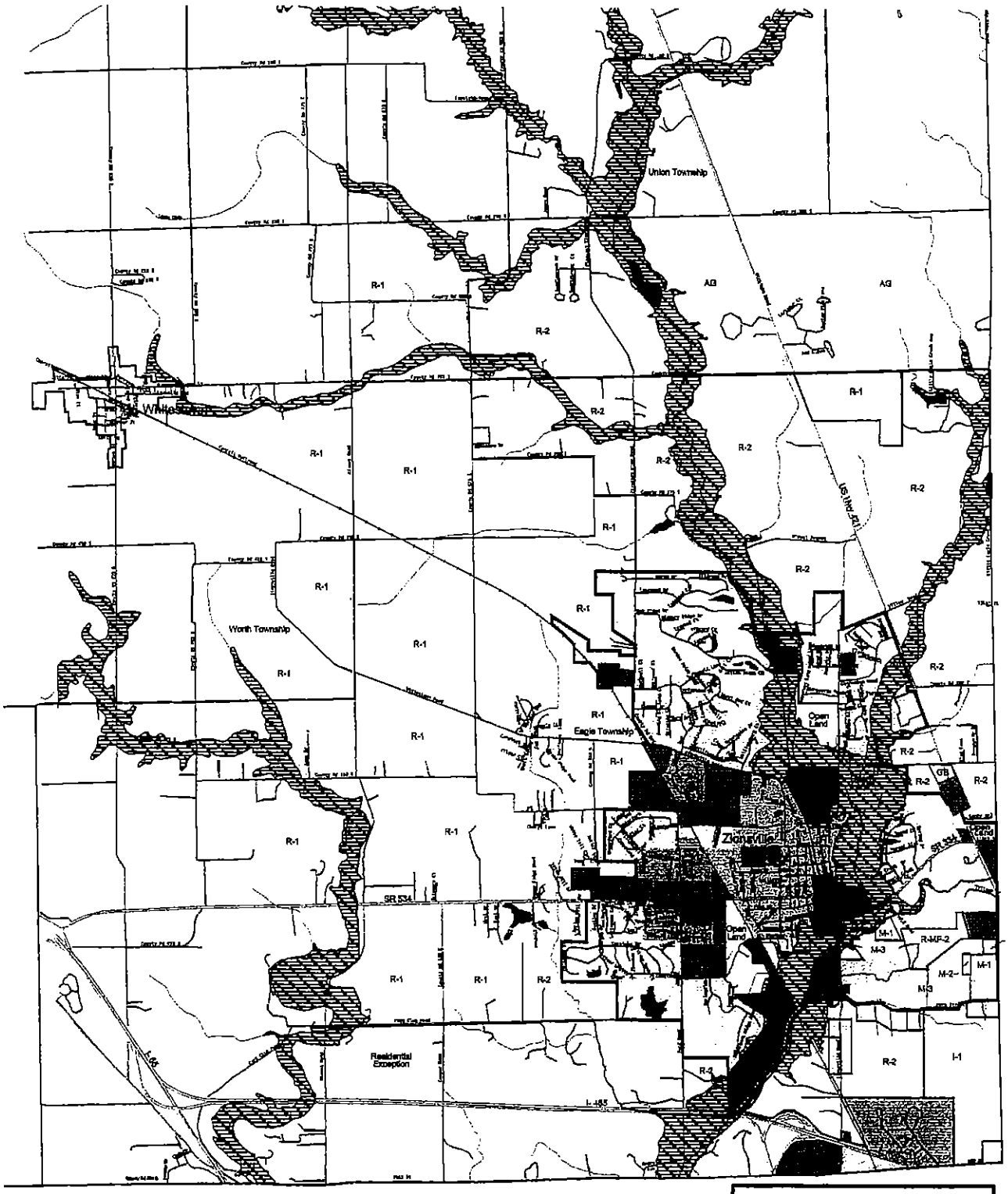
2.2.2 Land Use

Existing land use in Zionsville is shown on Figure 2-3. As predicted in the 1988 Transportation Plan, predominant growth areas continue to be west and northwest of the Town. This is due in large part to the topographical limitations and flood plain constraints to the east. A commercial and office area has matured near Ford Road and S.R. 334, and other areas have developed residentially.

Most residential growth forecasted for 2010 along Ford Road and north of Colony Woods has already occurred. Generally, the urbanized area is continuing to grow to the west and north. Since most regional trips are destined to the east and south, this emerging growth area is of particular concern to Zionsville. Although they are outside the Town, providing options for future travel to and from these areas is a necessary part of local traffic planning.

Developments east of Zionsville have little impact on Town roadways, except to the extent that they increase the role of U.S. 421 as a destination for local trips. Forecasted land use patterns east of Zionsville were not identified in the previous plan. Residential development such as Austin Oaks on the east side of U.S. 421 and commercial development at 106th Street will draw more traffic to U.S. 421. These land uses were considered in the project design for widening the roadway to four lanes.

Plans are emerging for a new local commercial/industrial corridor along 106th Street between Zionsville Road and U.S. 421. From a transportation standpoint, the development is well placed with respect to the Town. Zionsville will be impacted to the extent that specific land uses generate new traffic, but associated local roadway improvements will benefit the Town by adding system capacity. The economic benefits of the development and the proposed traffic improvements to 106th Street are likely to offset the impact of any new trips through Zionsville.



LEGEND

- Residential
- Village Residential
- Multifamily
- Special Use
- Village Business
- Business
- Industrial
- Approx. Floodplain

PARSONS BRINCKERHOFF
47 S. PENNSYLVANIA STREET, INDIANAPOLIS, IN 46204

SCALE: 1" = 5000'

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 2-3 LAND USE MAP

2.3 Traffic Growth Trends

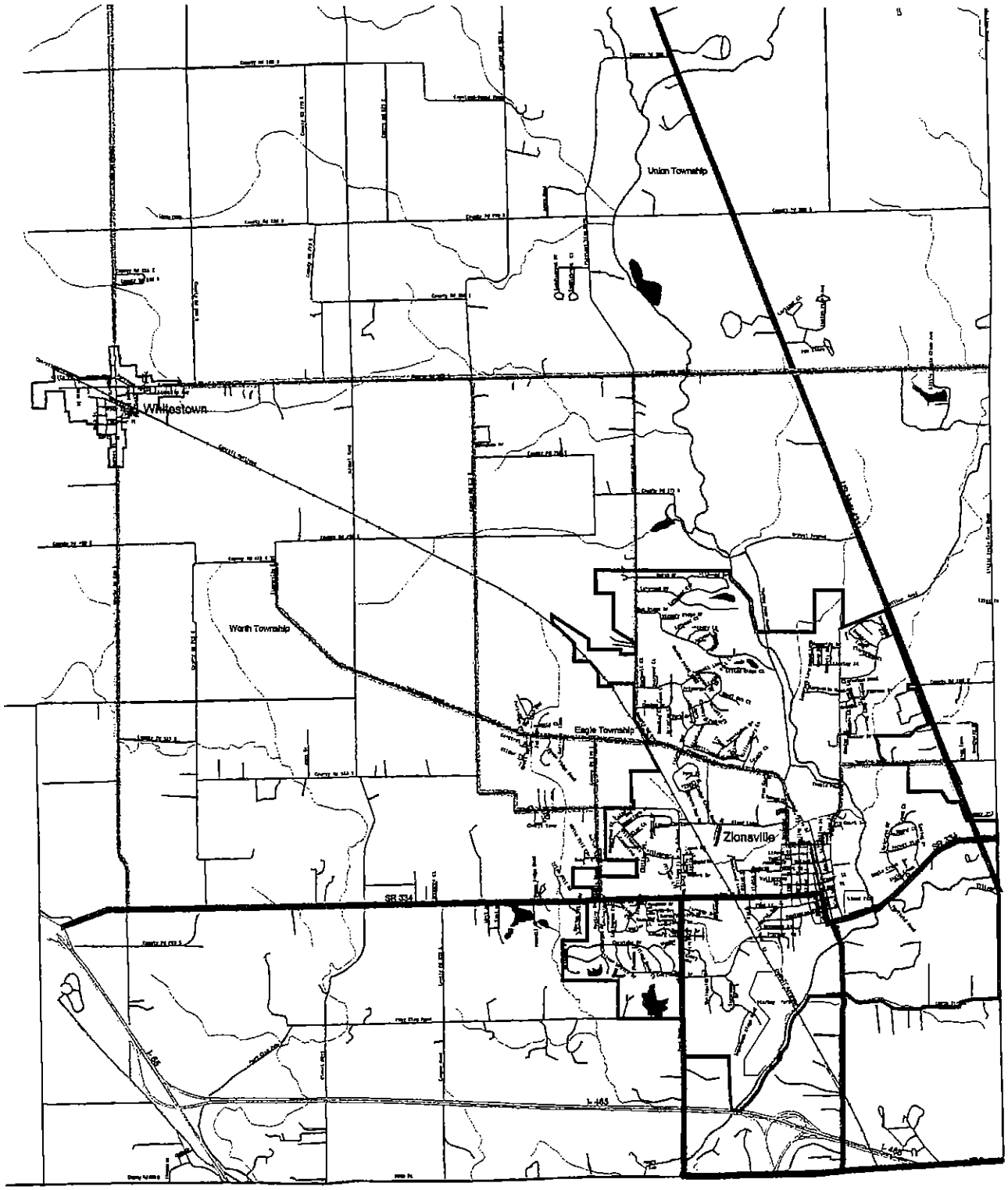
An extensive traffic counting program was carried out throughout the county during the summer of 1998 in as part of the Boone County Thoroughfare Plan update. INDOT maintains a four-year counting program for state highways in the area. Based on this data, Figure 2-4 shows relative traffic volumes of major roadways serving Zionsville.

Overall, the roadway system continues to operate at relatively low volumes except on key routes that pass through Zionsville to serve destinations to the south and east. The highest volume route through Zionsville continues to be S.R. 334, with about 10,300 vehicles per day. Zionsville Road serves approximately 7,800 vehicles per day, and Ford Road carries approximately 6,500 vehicles per day. All other roadways would be considered low-volume, carrying less than 5,000 vehicles per day.

An interesting pattern emerges from a review of traffic growth on S.R. 334. Between 1987 and 1997, traffic grew from 7,540 to 10,350 vehicles per day between Ford Road and First Street. Between First and Main Streets, traffic dropped from 11,240 to 10,300 during the same 10-year period. Traffic on S.R. 334 east of Main Street was stable (9980 vs 9850) during the period.

These traffic growth trends suggest that since 1988, traffic volumes on S.R. 334 through Zionsville have stabilized at about 10,000 vehicles per day. At the same time (1988-1998), volumes have increased from about 4,500 to 7,800 vehicles per day on Zionsville Road, and from about 2,000 to 6,500 vehicles per day on Ford Road near 96th Street. During a similar period (1987 to 1997), traffic on S.R. 334 west of Ford Road increased from 4,300 to 9,550 vehicles per day.

Traffic growth in Zionsville has apparently reached a plateau, as motorists use alternate routes offered by Zionsville Road and Ford Road. As traffic increases on Zionsville Road and Ford Road, the character of these corridors will be affected. Moreover, the added congestion will result in additional motorists using S.R. 334. The former trend of steady traffic growth through Zionsville is likely to resume in the absence of additional alternatives for access to regional destinations.



LEGEND

	0-1000
	1001-5000
	>5000

PB PARSONS BRINCKERHOFF
47 S. PENNSYLVANIA STREET, INDIANAPOLIS, IN 46204

N

SCALE: 1" = 5000'

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 2-4 AREA TRAFFIC VOLUMES

2.4 Future Development Impacts

To gauge the relative impact of future growth, estimates of traffic generation were developed for alternate build-out scenarios in developable areas west and northwest of Zionsville. Traffic estimates were developed for four large potential development areas, as shown on Figure 2-5.

Using average development assumptions of one, two, or three units per acre, trips were generated using guidelines of the Institute of Transportation Engineers. Generalized assignments were made to area roadways to represent likely paths of travel, and the results are shown on Figure 2-5. No major modifications to the existing roadway system were assumed in developing this assignment.

As indicated on the table, traffic volumes on area roadways are sensitive to the density of development. Two-lane roadways begin to operate at poor service levels when volumes range between 15,000 and 20,000 vehicles per day. Sample sections operate below this level at one unit per acre.

With two units per acre, S.R. 334 would require four lanes to serve nearly 24,000 vehicles per day, and other sample roadways would be congested with two lanes. At higher average densities, all major routes to the south and east would be congested.

There are two ways that Zionsville can meet future roadway needs in a manner acceptable to the community. The first is to consider traffic impacts of proposed land use changes and control development in a manner consistent with local goals. The second is to avoid concentrations of traffic by providing alternate routes from emerging growth areas to regional employment centers and activity areas.

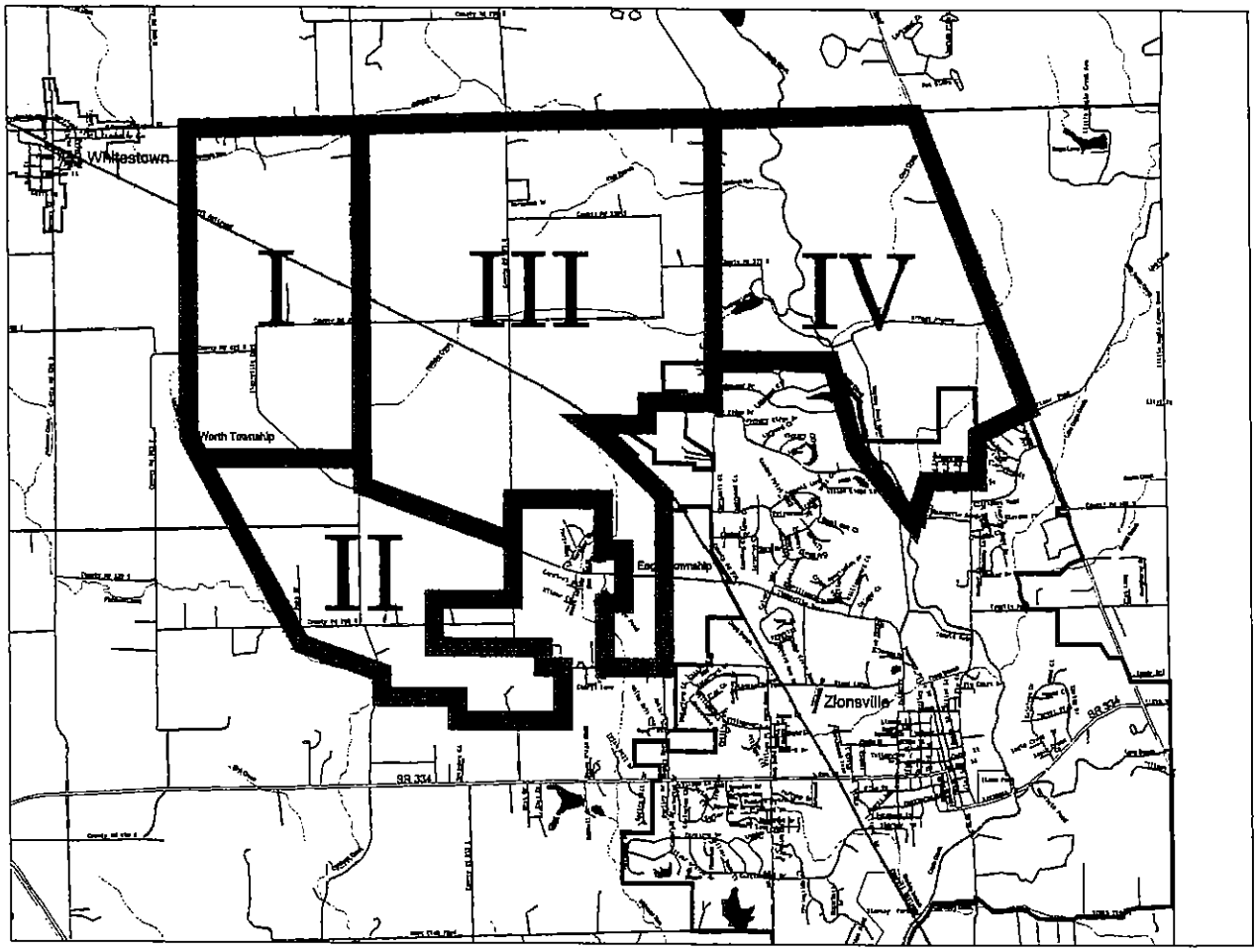
The recently completed Boone County Thoroughfare Plan provided traffic forecasts for roadways in the Zionsville area. These forecasts and their underlying assumptions were reviewed in the preparation of this update. They provide a useful reference for traffic planning in and around Zionsville.

Boone County traffic forecasts are shown on Figure 2-6. These forecasts suggest that long-range needs can be met with a system of good two-lane roads if development is controlled and traffic concentrations are avoided by providing motorists with alternate routes.

When new developments are proposed, both the Town and the County should require traffic impact studies that comply with guidelines established by the Institute of Transportation Engineers. These guidelines should be tailored to local needs and formally adopted.

The Boone County zonal system provided a basis for comparison with the four zones used in this study. Overall, the areas identified as developable in the county's zone system were comparable to the assumptions used here. The county model differed, in assuming that only 60% of this area would be built out (20-year planning period).

It is recommended that Zionsville consider full build-out in transportation planning. A lower assumption may be valid in other areas of Boone County, but past building trends and the availability of utilities in Eagle Township make it likely that this area will build out in the foreseeable future.



TOTAL TRIP GENERATED

Area	Total Acres	Developable Acres	Average Number of Homes Per Acre: ONE Daily Trips	TWO Daily Trips	THREE Daily Trips
I	1,500	1,125	11,250	22,500	33,750
II	750	563	5,625	11,250	16,875
III	1,900	1,425	14,250	28,500	42,750
IV	1,125	563	5,625	11,250	16,875
TOTAL	5,275	3,675	36,750	73,500	110,250

TRAFFIC ON SELECTED ROADWAYS

	1998 counts	Average Number of Homes Per Acre: ONE Daily Veh.	TWO Daily Veh.	THREE Daily Veh.
Kissell North of 334	100	9,200	18,325	27,425
Whitestown rd west of Ford	1,300	7,675	14,050	19,425
SR 334 3west of Ford	7,100	15,500	23,900	32,300

PB PARSONS BRINCKERHOFF

SCALE: 1" = 5000'

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 2-5 TRAFFIC FORECAST AREA

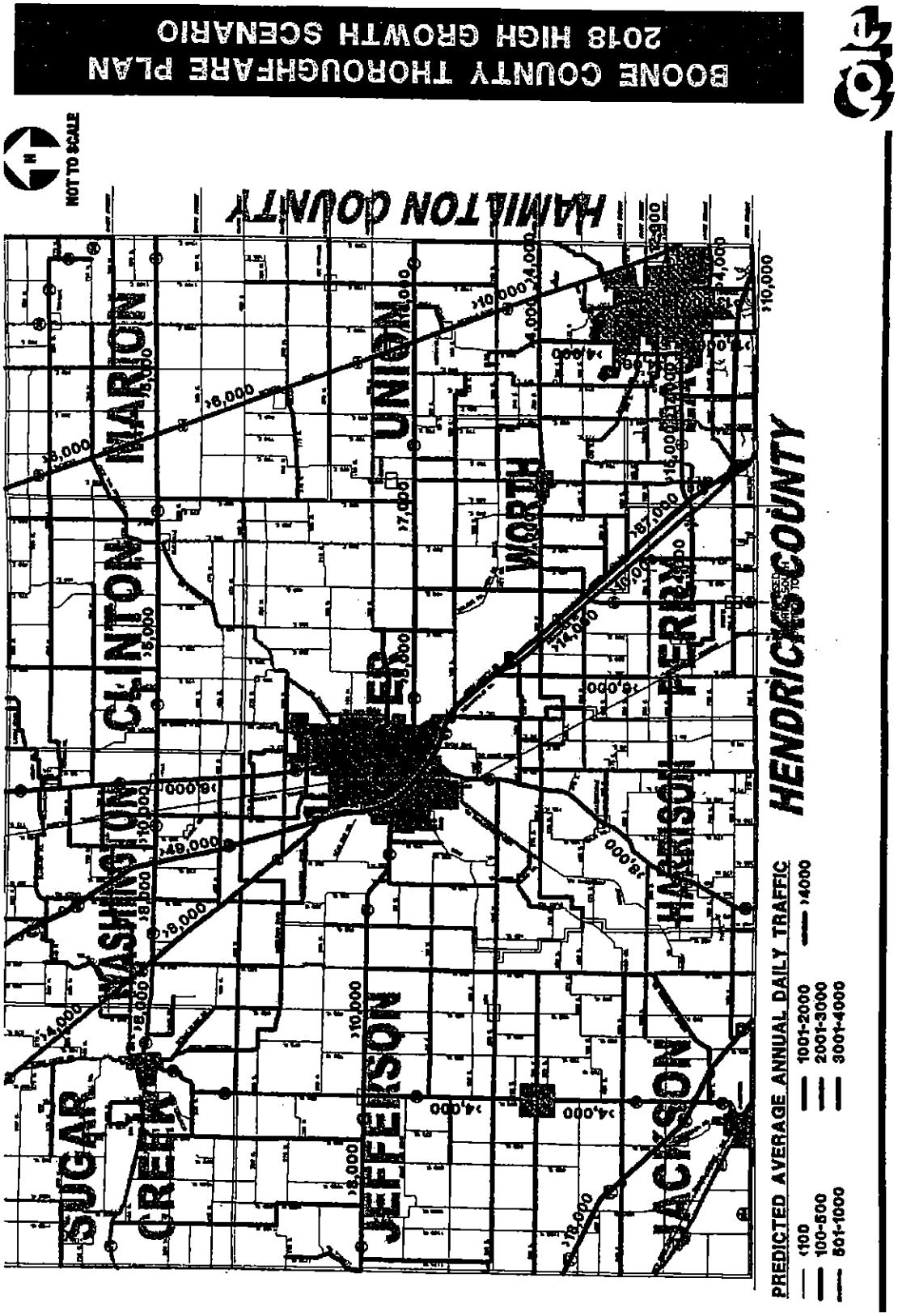

BOONE COUNTY THOROUGHFARE PLAN
2018 HIGH GROWTH SCENARIO
NOT TO SCALE
HAMILTON COUNTY
HENDRICKS COUNTY
SUGAR CREEK
WASHINGTON
CLINTON
MARION
JEFFERSON
UNION
WORTH
HARRISON
PERRY
JACKSON
PREDICTED AVERAGE ANNUAL DAILY TRAFFIC
<100
100-500
501-1000
1001-2000
2001-3000
3001-4000
>4000

Figure 2-6

3. FUTURE NEEDS AND RECOMMENDATIONS

3.1 Regional Access Needs

As Zionsville and the surrounding area continues to develop, it will be increasingly important to provide alternate routes for access to the Indianapolis regional travel network. The traditional routes of S.R. 334 to U.S. 421 or Zionsville Road will not adequately accommodate future demand. Neither will Ford Road in its current configuration and southern connections. Until alternate routes are provided, congestion on these roadways will continue to grow, with its inevitable negative impact on quality of life – for those along the roadways as well as those who rely on them for regional mobility.

Residents in and around Zionsville currently access the regional interstate highway system at the Michigan Road/I-465 interchange, the 86th Street/I-465 interchange, or the I-65/S.R. 334 interchange. The I-65/S.R. 334 interchange is increasingly congested and is out of the way for most trips. The 86th Street/I-465 interchange is also congested, and is not easily accessible except by rural county roads not designed for high traffic volumes.

The most direct connection to the regional interstate system for most Zionsville area motorists is the Michigan Road interchange with I-465. Although the planned widening of Michigan Road will improve service for part of the trip, it will increase the pressure of traffic demand on existing access routes, especially S.R. 334 through Zionsville. Traffic will also continue to grow on Ford Road, Zionsville Road, 96th Street, and 106th Street as motorists use these routes to access Michigan Road and Indianapolis.

The primary objective of regional travel alternatives identified in this study is to provide improved mobility between the Zionsville area and the Indianapolis regional transportation system. By dispersing traffic through the area rather than concentrating it on existing roadways already approaching capacity, both the motorist and the environment will be better served. Alternatives are designed to meet this objective by means of a new local access point to the interstate system and improved connections with Michigan Road.

3.2 Interstate Highway System Access

Previous transportation plans have reviewed potential opportunities for improved interstate system access in detail. Considering strict criteria for system access approval, one new access point is potentially feasible in the area. It is located on the northwest leg of I-465 where it is crossed by Cooper Road. This location is in general compliance with the two-mile interchange spacing requirement of the Federal Highway Administration (FHWA), and it would be well placed to serve future growth areas west and northwest of Zionsville.

3.2.1 Cooper Road Interchange

The purpose of the Cooper Road Extension project is to provide an alternate access route from emerging development areas west of Zionsville to destinations located east and south of town. The location of Cooper Road within the overall roadway network is shown on Figure 3-1.

Zionsville and Boone County have identified areas west and northwest of Zionsville for future growth within the region. These growth forecasts are supported by pending availability of utilities and current residential development patterns. The most direct route to regional employment areas for many of these new residents would be through the downtown area of Zionsville, known locally as the "Village," via SR 334 and U.S. 421. Existing roadways cannot be expanded due to right of way constraints through the historic Village area.

The benefits of the Cooper Road Extension project were first identified in the Zionsville Transportation Plan Update of 1988. It would provide a safe alternative route for many trips from growth areas near Zionsville. Additional benefits of a Cooper Road interchange are listed below:

It would directly serve emerging growth areas and would provide excellent regional roadway system access. (Cooper Road is located west of Zionsville, east of Lebanon, and south of Whitestown.)

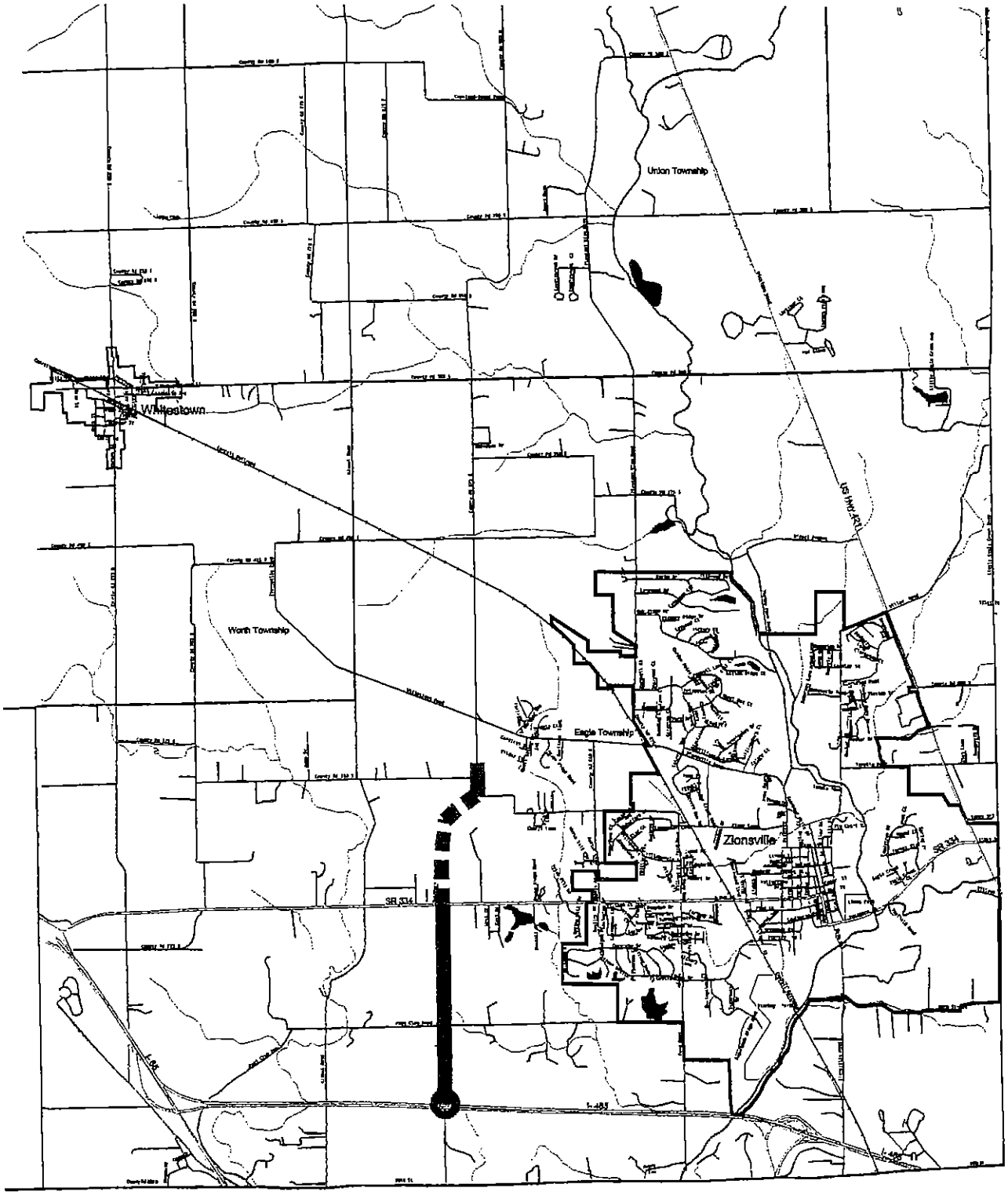
Traffic would be reduced on major routes through Zionsville as motorists divert to this new route. The greatest change would occur on S.R. 334, with traffic diversion also likely on Ford Road and Zionsville Road.

The interchange would operate at a high level of service with little disruption to existing traffic flow. This leg of I-465 is the lowest volume interstate segment in Central Indiana and operates well under capacity during all periods.

All users of the regional roadway system would benefit since traffic would be diverted from currently overloaded interchanges. These would include I-465 interchanges with Michigan Road and with 86th Street, and the I-65/S.R. 334 interchange.

This interchange would be relatively inexpensive to construct. Since the predominant traffic movements would be heavily balanced to the east, the option would exist to provide a partial interchange, such as a "half diamond," if allowed by FHWA.

Boone County has already recognized the potential benefits of a Cooper Road interchange and has included the project in their thoroughfare plan. INDOT staff are aware of the proposal, but have not completed any studies of the location. Likewise, the staff of the Indianapolis regional Metropolitan Planning Organization (MPO) would consider the project if it were proposed in local area transportation plans.



LEGEND

Cooper Road

PARSONS BRINCKERHOFF
47 S. PENNSYLVANIA STREET, INDIANAPOLIS, IN 46204

SCALE: 1" = 5000'

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 3-1 COOPER ROAD LOCATION MAP

3.2.1.1 Cooper Road Project Description

The Cooper Road Extension project is located on the southwest side of Zionsville between I-465 and West 121st Street. The project is made up of three elements. The first element would provide a new interchange with I-465 and Cooper Road. The second element would upgrade the existing two-lane section of Cooper Road between I-465 and SR 334. The third would provide a new two-lane roadway between the intersection of Cooper Road with SR 334 and the intersection of CR 875 E with Bloor Lane.

A site plan and typical section for the Cooper Road Extension project are provided on Figure 3-2. The total project length is approximately 2.1 miles. Cooper Road between I-465 and SR 334 forms just over half the route (6645 feet). This section would be upgraded as a high quality two-lane road with little or no right of way required. The roadway would have open drainage, shoulders, landscaping, and an eight-foot path to serve bicycles and pedestrians.

The portion of the route north of SR 334 will be constructed as a new two-lane roadway. Most or all of these sections will require right of way acquisition. The specific alignment should be determined in pre-design location and environmental studies.

A new interchange with I-465 would be constructed at the south end of the project. The specific configuration would be determined in consultation with the Indiana Department of Transportation and the Federal Highway Administration.

Intersection traffic controls would be determined as a part of final project design. For purposes of cost estimating, four-way stop control with left turn lanes (or roundabout construction) is assumed where Cooper Road crosses SR 334.

The Cooper Road Extension project should be developed to meet design standards for a major collector with a design speed of 45 miles per hour. Environmental impacts should be documented in accordance with federal requirements, and public hearings should be held to discuss key project elements with the public prior to construction.

COOPER ROAD
PROJECT SITE PLAN

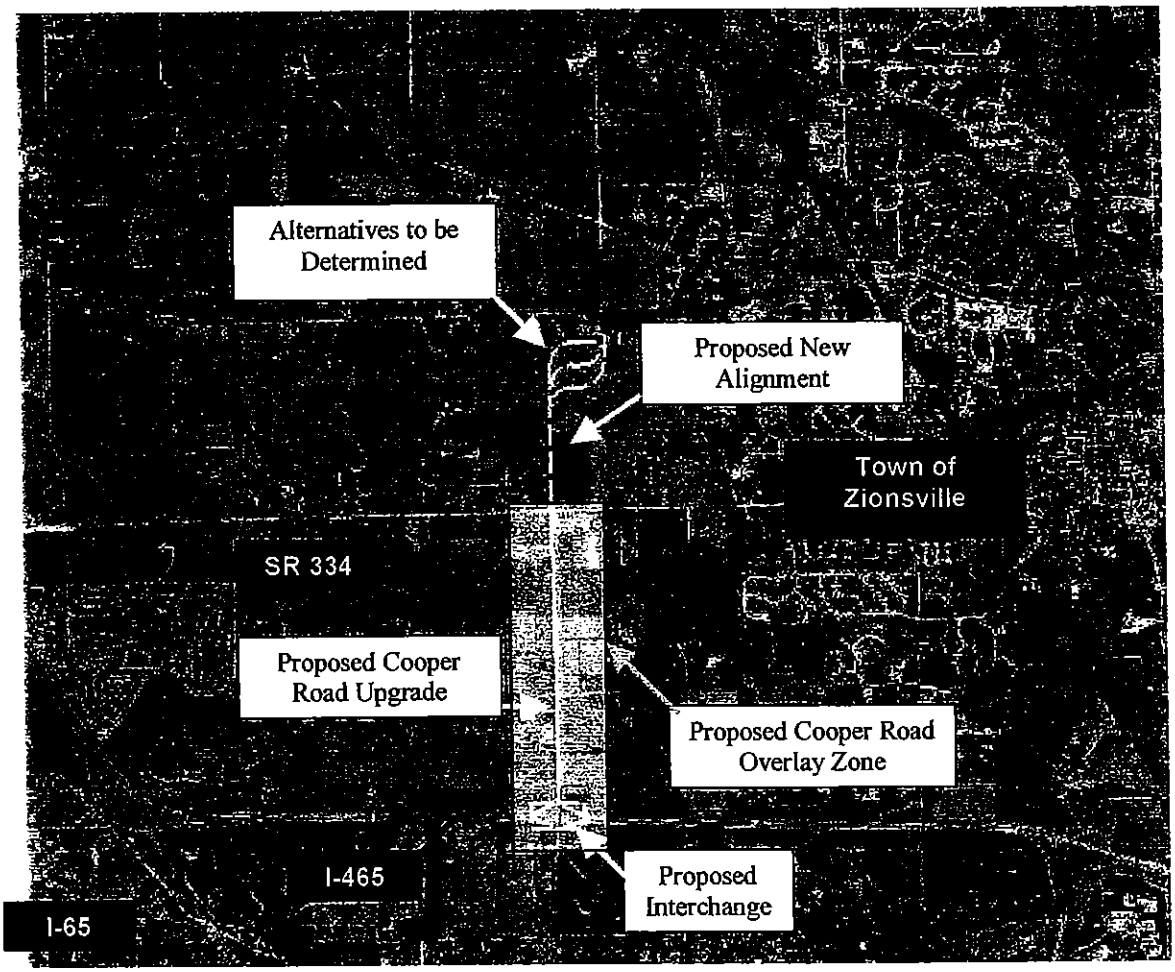


Figure 3-2

3.2.1.2 Estimated Cooper Road Construction Cost

A preliminary construction cost estimate for the Cooper Road Extension project is provided in Table 3-1. Actual project cost may be lower depending on final details developed through public meetings and agency negotiations. Major variables relate to the interchange configuration and potential wetland mitigation requirements.

Preliminary Estimate of Project Cost
Project: Cooper Road Extension, Zionsville

Reconstruct two-lane collector roadway with bicycle path, ROW required, shoulders/open drainage, Utility Relocation required.

Traffic Controls	$	240,000
Interchange	$	15,000,000
Roadway – 2 Lane Parkway with bicycle path	$	2,360,600
Intersection Treatments	$	200,000
Contingencies	$	350,000
R/W Relocations	$	400,000
R/W Acquisition	$	500,000
Engineering / Legal	$	400,000
Total	**$**	**19,450,600**

TABLE 3-1

For budgeting purposes, the preliminary estimate of construction cost includes all project elements. In addition to direct construction costs, it provides allowances for right of way acquisition and relocation, design engineering, legal services, and contingencies.

3.2.1.3 Cooper Road Overlay Zone

Although there would be clear transportation system benefits if a Cooper Road interchange were constructed, there is also genuine concern about its potential impact on the Cooper Road corridor and the surrounding area. This concern was expressed clearly in previous transportation planning meetings in Zionsville.

Experience in other corridors leading to interchange areas suggests that these concerns are well founded. In the absence of positive controls, the character of the area could change considerably, from a unique area of horse farms, estates, and fine residences, to one of retail and commercial uses often developed on interstate highway access routes.

The land use plans of both Zionsville and Boone County provide for the retention of existing uses in the areas surrounding Cooper Road. Current zoning is consistent with these plans. In response to the concerns of citizens, and recognizing the potential for incompatible development, it is recommended that zoning controls be strengthened in this area through provision of a special overlay zone.

The proposed overlay zone would specify criteria and approval requirements for land use, access, development standards, and other elements consistent with local needs. Specific requirements of the overlay zone will be developed in consultation with area residents and the special zoning will be established early in the interchange development process in order to curtail potential speculation.

Examples of actions by other communities to protect selected corridors through the use of overlay zones are presented in Appendix B.

Overall, the Cooper road interchange project represents an opportunity for INDOT, Boone County, and the Town of Zionsville to work together to implement a beneficial transportation project while preserving a unique area of the region. There is a potential for this project to significantly improve conditions on roadways under the jurisdiction of each of these agencies, but without inter-agency cooperation, the project is not likely to occur.

3.3 Michigan Road (U.S. 421) Access

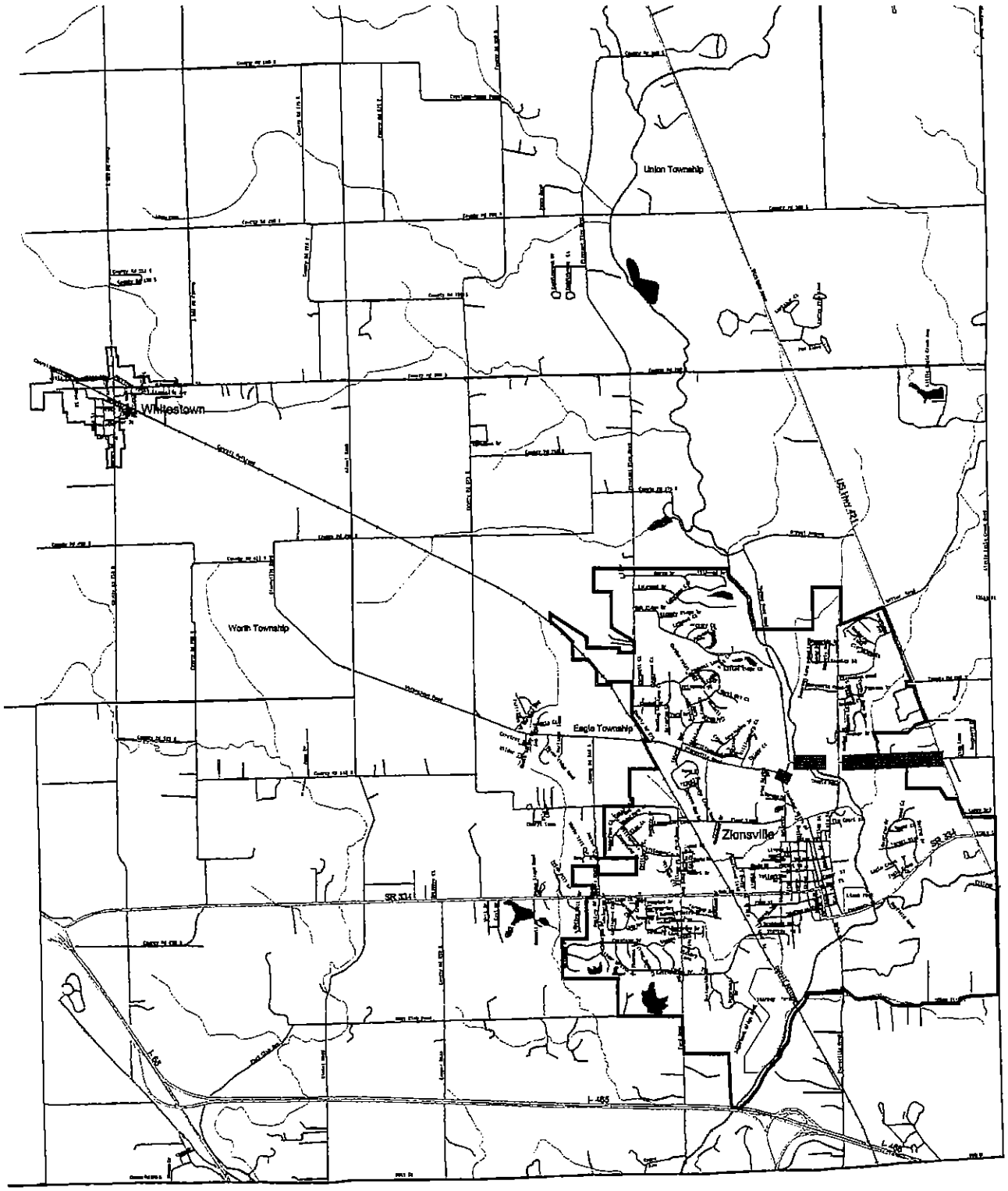
As shown on Figure 1-1, topographical features north and northeast of Zionsville limit opportunities for east-west travel between the Zionsville area and Michigan Road. S.R. 334 is the primary link, passing through the heart of the town. South of S.R. 334, Michigan Road access is provided by 106th and 96th Streets. These roadways link with Zionsville by means of Zionsville Road and/or Ford Road. North of S.R. 334, linkages to Michigan Road are indirect, connect poorly with local roadways, and (from a regional standpoint) are little used. These include Templin road, Willow Road, and O'Neal Avenue.

3.3.1 Templin Road Extension

In order to best serve emerging developments and to relieve the traffic demand on Zionsville streets, the most effective location for an alternative link to Michigan Road would be north of S.R. 334. As shown in past studies and confirmed by a review of current options, the best opportunity for serving east-west traffic from the north side of Zionsville would be provided by an extension of Templin Road to intersect with Mulberry Street. The location of Templin Road is shown on Figure 3-3.

Currently, Templin Road extends on a straight alignment from its intersection with Michigan Road westward one-half mile to a T-intersection with Willow Road. Although it is possible to use an indirect route of Willow Road, Temple Road and Turkeyfoot Avenue to reach Mulberry Street, the route is poorly designed for through travel. The Templin Road extension project would extend the roadway westward from Willow Road to Mulberry Street to provide a high quality link to U.S. 421.

The Templin Road Extension project would provide improved access for the school system, Colony Woods and other nearby subdivisions, and emerging growth areas to the west. It would enhance the attractiveness of the Village by reducing the amount of daily commuter traffic that passes through on First Street and/or S.R. 334.



LEGEND

Templin Road

PB PARSONS BRINCKERHOFF
127 S. PENNSYLVANIA STREET, INDIANAPOLIS, IN 46204

SCALE: 1" = 5000'

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 3-3 TEMPLIN AVENUE LOCATION MAP

The benefits of the Templin Road Extension project were first identified in the Zionsville Transportation Plan Update of 1988. It would provide benefits to a number of important local transportation markets, as listed below:

Zionsville Public Schools. Zionsville High School and Zionsville Middle School, with associated sports and recreation facilities, are located one-half mile east of the project area on Mulberry Street. Soon, with the addition of a new lower middle school, all but the elementary grades will be located near the project.

Emergency response vehicles. Zionsville's only fire station is located to the west on Ford Road. The station also houses local EMS and ambulance services. Besides improving response times along its path, the Templin Road Extension project would provide an improved connection to regional hospital care facilities from areas on the north and northwest sides of Zionsville.

Existing residential areas. The largest existing subdivision in Zionsville is Colony Woods, located across from the school complex immediately to the west of the project. Virtually all commuters from this area to Indianapolis currently pass through the Village area. The Templin Road Extension project would provide a more direct link for this traffic, while reducing traffic concentrations through town.

Future growth areas. Areas west and northwest of Zionsville have been identified by Zionsville and Boone County for future growth within the region. Traffic from these growth areas will be served directly by the Templin Road Extension project.

3.3.1.1 Templin Road Project Description

The Templin Road Extension project is located on the northeast side of Zionsville between Mulberry Street and U.S. 421. The project would replace or improve the existing intersection of Mulberry Street and Turkey Foot Road, and would provide a direct link to Templin Road at its intersection with Willow Road. The existing section of Templin Road between Willow Road and U.S. 421 would be upgraded to match the cross section of the new linkage, and a pedestrian and bicycle path would be constructed along the full length of the project.

A site plan for the Templin Road Extension project is shown on Figure 3-4. The total project length is approximately 1.1 miles. A continuous two-lane roadway is planned, with open drainage, shoulders, and an eight-foot path to serve bicycles and pedestrians.

Templin Road between U.S. 421 and Willow Road forms just over half the route (3500 feet). This section would be upgraded, with little or no right of way required. The remainder of the route would be constructed as a new two-lane roadway, including a new bridge structure over Eagle Creek. Most or all of this section would require right of way acquisition. Since a floodway would be impacted, the specific alignment through this area would be determined in consultation with the Indiana Department of Natural Resources.

TEMPLIN ROAD EXTENSION
PROJECT SITE PLAN

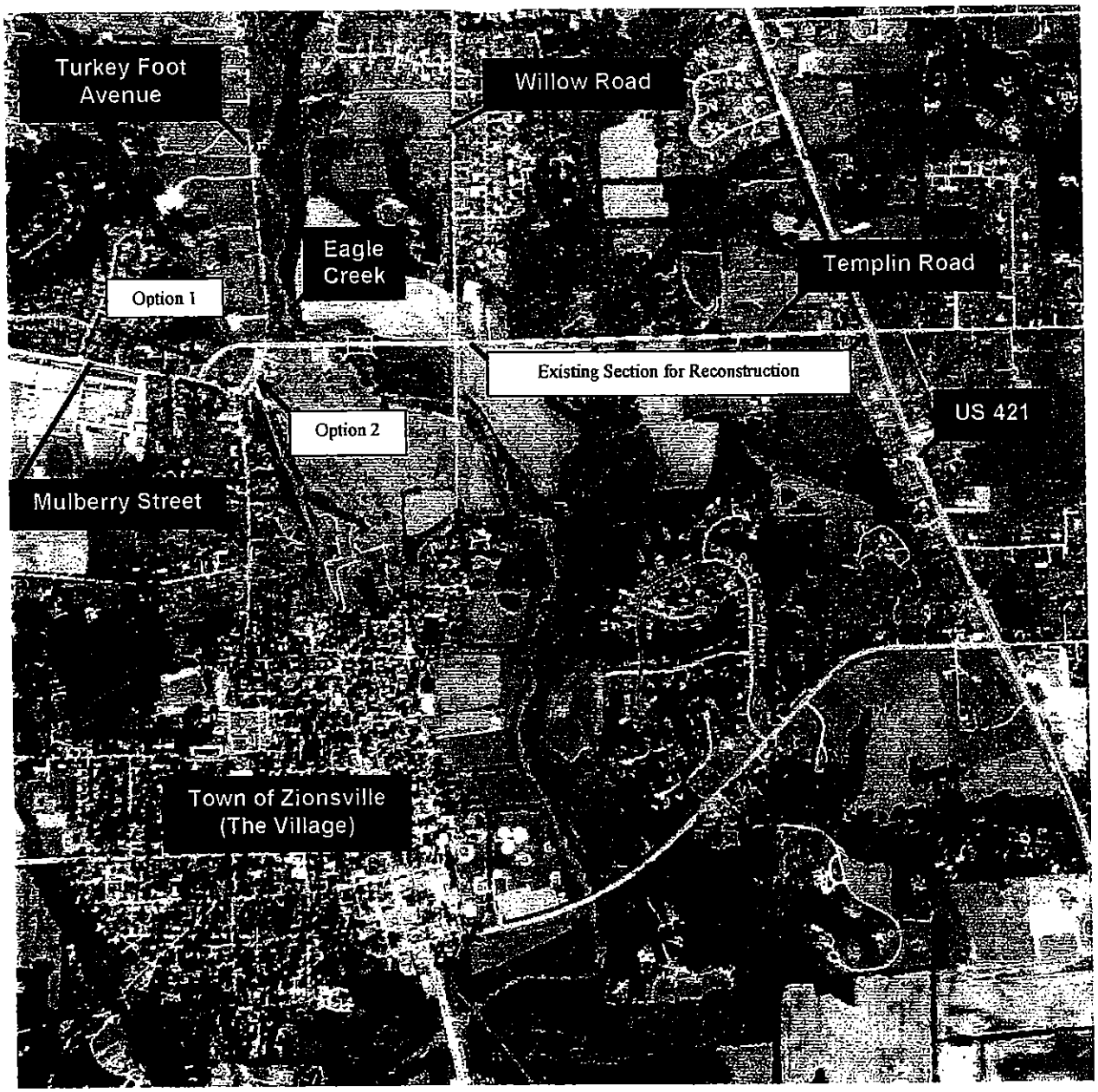


Figure 3-4

Two alternatives are available for the Templin/Turkeyfoot intersection. One option would include a gentle turn southward on new alignment from the point where Templin Road crosses Turkey Foot Avenue to a new intersection at Mulberry Street. This route would follow an existing swail between two homes. The second alternative would utilize the existing Turkey Foot Avenue approach to Mulberry Street. This would require reconstruction and realignment of the Mulberry/Turkey Foot intersection, and would require one relocation.

Regardless of the alternative intersection treatment selected for the Mulberry Street intersection, the project would provide a significant safety benefit in replacing the existing substandard design of the Mulberry/Turkey Foot intersection. It is likely that a decision regarding the configuration of this intersection would be deferred until environmental impact studies are complete and a public hearing has been held.

Intersection traffic controls would be determined as a part of project design. Coordination with INDOT would be needed at Michigan Road. For the purpose of budgeting and programming, traffic signals have been assumed at each end of the project. Four-way Stop control with left turn lanes (or roundabout construction) is assumed where Templin Road crosses Willow Road.

A significant element of the Templin Road Extension project would be the provision of a pedestrian and bicycle path linking the Mulberry trail with the U.S. 421 corridor. Zionsville has been a local leader in the provision of safe facilities for non-motorized travel. This project would provide the opportunity to link the Zionsville pathway system with U.S. 421 paths to be constructed by INDOT, and ultimately, to the Hamilton County system at 121st Street.

The Templin Road Extension project should be developed to meet design standards for a rural collector roadway with a design speed of 45 miles per hour. Environmental impacts should be documented in accordance with federal requirements, and public hearings should be held to discuss key project elements with the public prior to construction.

3.3.1.2 Estimated Construction Cost

A preliminary construction cost estimate for the Templin Road Extension project is provided in Table 3-2. Actual project cost may be lower depending on final details developed through public meetings and agency negotiations. Major variables relate to the bridge structure and associated wetland mitigation, and the final intersection alignment at Mulberry Street.

Preliminary Estimate of Project Cost
Project: Templin Road Extension, Zionsville

Reconstruct one-mile two-lane collector roadway with bicycle path, shoulders and open drainage, ROW required, Utility Relocation Required.

Traffic Controls	$	240,000
Bridge	$	1,100,000
Roadway – 2 Lane with bicycle path	$	650,000
Intersection Treatments	$	200,000
Contingencies	$	350,000
R/W Relocation	$	450,000
R/W Acquisition	$	300,000
Engineering / Legal	$	450,000
Total	**$**	**3,740,000**

TABLE 3-2

For budgeting purposes, the preliminary estimate of construction cost provided in Table 3-2 includes all elements necessary to accomplish the Templin Road project. In addition to direct construction costs, it provides allowances for right of way acquisition and relocation, design engineering, legal services, and contingencies.

3.3.2 106th Street

Another opportunity to provide an improved linkage from Zionsville to Michigan Road is the 106th Street project. Although this would not be an independent route from Zionsville (relying on Zionsville Road to connect with the Village) it would provide an option to S.R. 334 for accessing Michigan Road.

In addition to improving local mobility by providing an improved choice for accessing Michigan Road (and points east), the 106th Street project would improve existing poor geometric design and would be designed to accommodate heavy truck traffic. A Tax Increment Financing (TIF) area is currently being established to support commercial and industrial development in this area. This will enhance the local tax basis with little impact to Zionsville traffic flows.

3.3.2.1 106th Street Project Description

As shown on Figure 3-5, the project at 106th Street is located on the south side of Zionsville between U.S. 421 and Zionsville Road. The project would replace or improve the existing intersection of Zionsville Road and 106th Street. A new alignment north of existing 106th Street would provide a more direct route to U.S. 421. The project would also eliminate two 90-degree turns.

The location of the 106th Street project, including proposed realignment, is shown on Figure 3-6. The total project length is approximately 1.25 miles. The planned roadway typical section is a three-lane minimum (five-lane maximum) urban section with curb and gutters and closed drainage.

The western section of 106th Street to Zionsville Road would be on new alignment. Since a floodway would be impacted, the specific alignment should be determined in consultation with the Indiana Department of Natural Resources. Most or all of this section would require right of way acquisition. The eastern section of 106th Street to U.S. 421 would be reconstructed. Right of way width may vary depending on the final typical section.

Intersection traffic controls would be determined as a part of project design. Stop control with left turn lanes (or roundabout construction) is assumed where 106th Street connects with Zionsville Road.

The 106th Street project should be developed to meet design standards for an urban collector with a design speed of 45 miles per hour. Environmental impacts should be documented in accordance with federal requirements, and public hearings should be held to discuss key project elements with the public prior to construction.

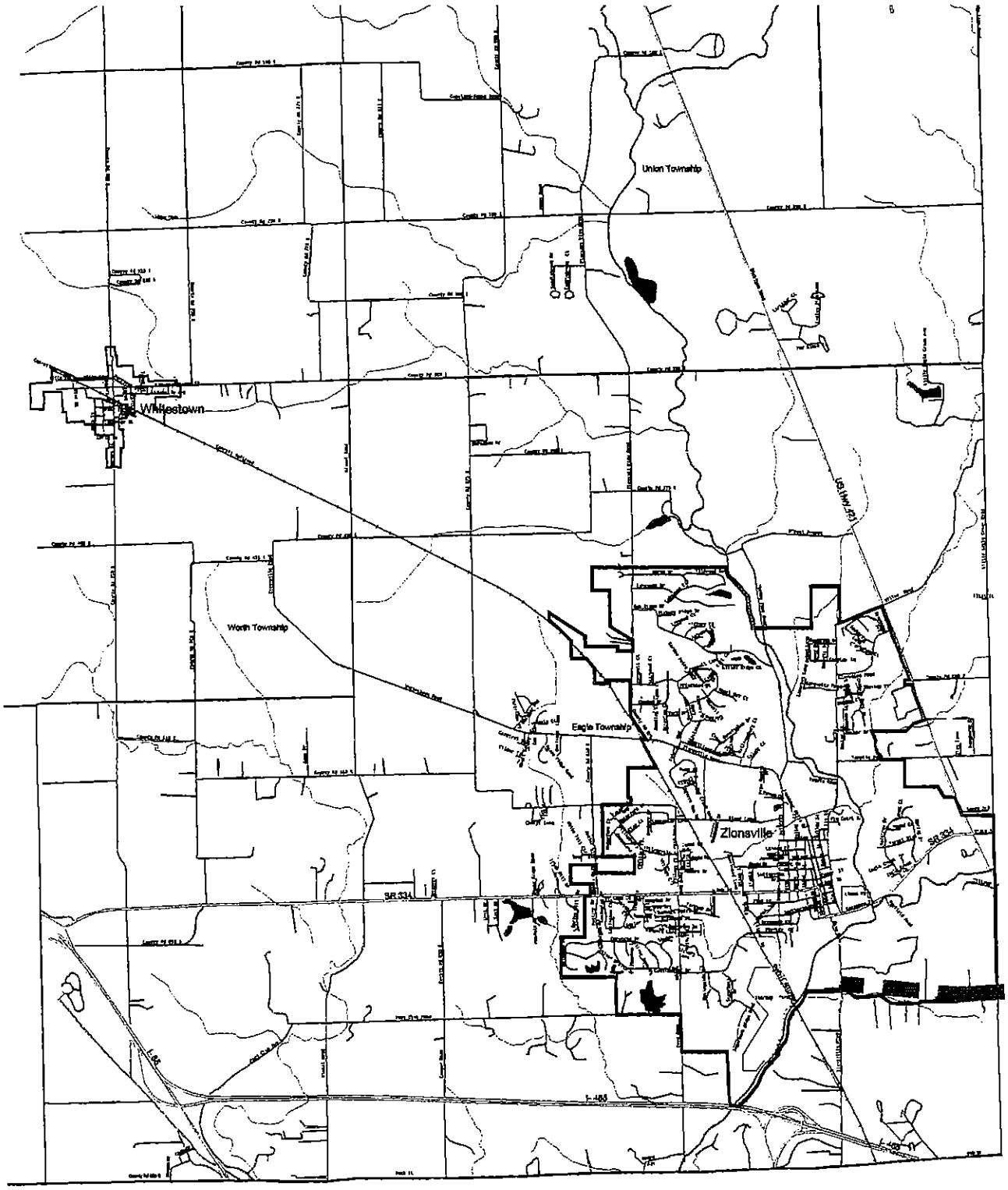
3.3.2.2 Estimated Construction Cost

Preliminary Estimate of Project Cost
Project: 106th Street, Zionsville

Reconstruct 1.25 mile 3-lane urban collector roadway with bicycle path, shoulder and open drainage, ROW required, Utility Relocation Required.

Roadway – 3-Lane with bicycle path	$	2,092,400
Intersection Treatments	$	255,000
Contingencies	$	306,500
R/W Acquisition	$	500,000
Engineering / Legal / Survey	$	346,000
Total	**$**	**3,499,900**

TABLE 3-3



LEGEND

106th STREET

PB PARSONS BRINCKERHOFF
47 E. PENNSYLVANIA STREET, INDIANAPOLIS, IN. 46204

SCALE: 1" = 5000'

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 3-5 106th STREET LOCATION MAP

106TH STREET RECONSTRUCTION PROJECT SITE PLAN

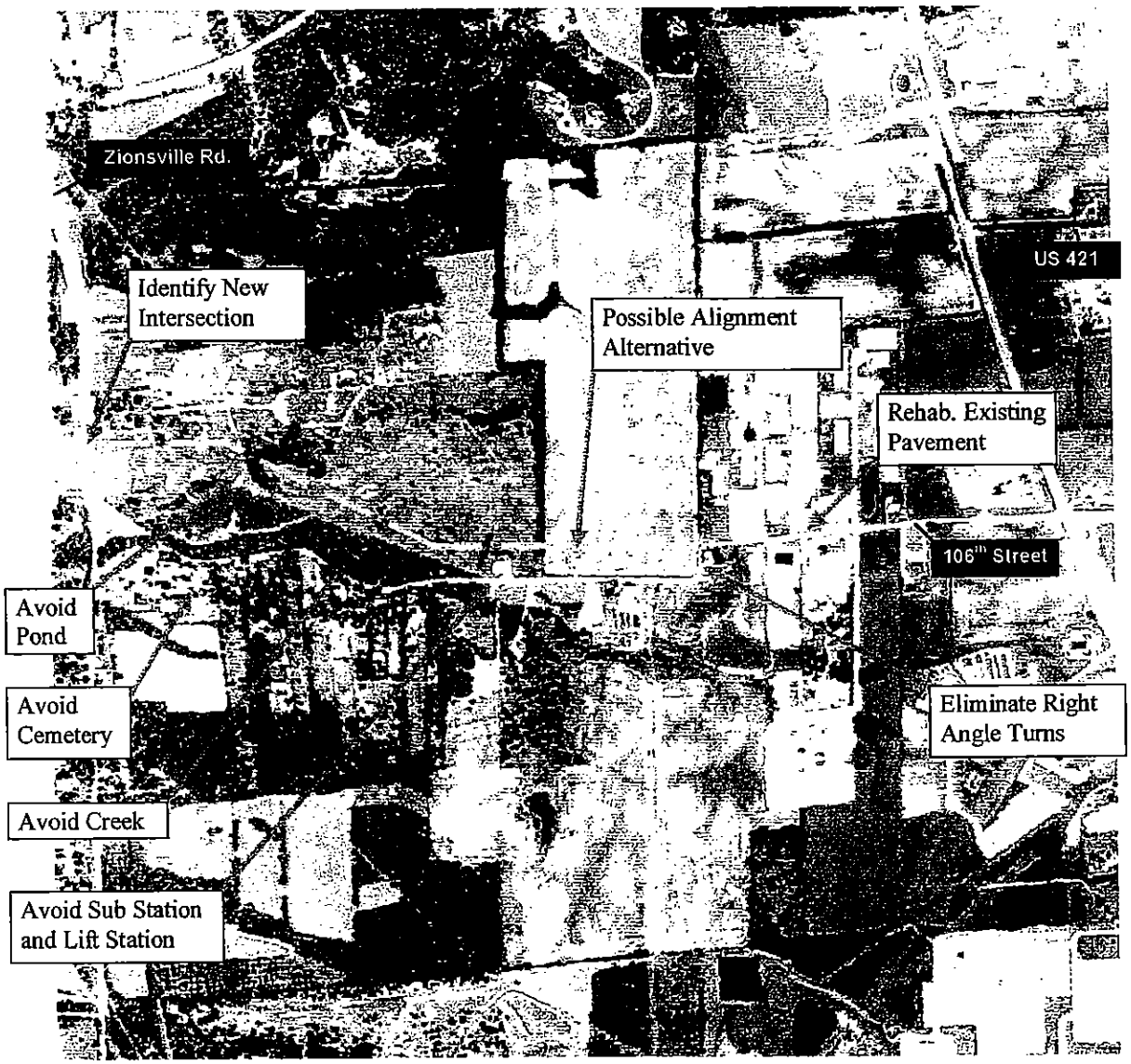


Figure 3-6

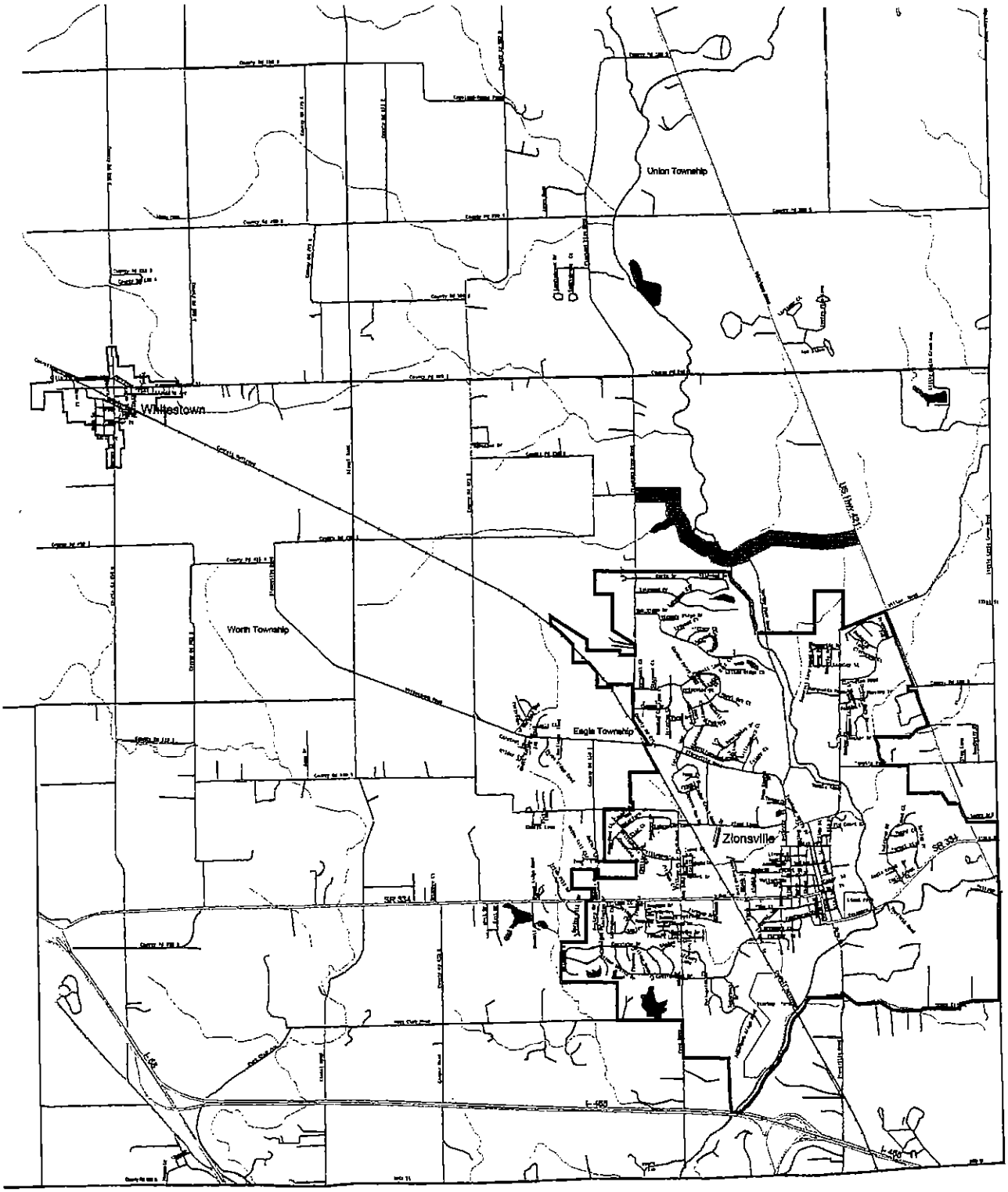
3.3.3 O'Neal Avenue Upgrade

As shown on Figure 3-7, O'Neal Avenue is the only east-west connector roadway north of Templin Road and south of C.R. 300S. This unimproved, low-volume roadway links Pleasant View Road with Michigan Road (U.S. 421), and passes through a large undeveloped area north of Zionsville. This area is split by the flood plain of Eagle Creek, which is oriented to the north and south, as shown on Figure 2-3. A narrow bridge is provided on O'Neal Avenue.

There is currently no significant regional need to upgrade O'Neal Avenue. The planned upgrading of C.R. 300S by Boone County and the low density of anticipated development to the west reduces the potential need to upgrade O'Neal Avenue in the future. Due to the aesthetic character of O'Neal Avenue, particularly in the portions passing through the flood plain, the existing roadway should be considered a scenic byway rather than an opportunity to serve modern traffic demands.

A new east-west roadway (on another alignment) may ultimately be needed to serve traffic generated by future development in this area. Traffic impact studies should be conducted at the time the development is proposed. The study should identify roadway needs specific to the planned uses so they can be incorporated into site plans. It should also address access to Michigan Road.

A specific location for a new east-west road is not identified here since it is dependent on the details of proposed development. It is unlikely to be needed before the surrounding area develops. If the roadway is ultimately needed, it could begin at C.R. 375S near its intersection with Pleasant View Road. It would continue to Michigan Road on new alignment from the point O'Neal Avenue enters the Eagle Creek flood plain.



LEGEND

O'Neal Avenue

PARSONS BRINCKERHOFF
127 S. PENNSYLVANIA STREET, INDIANAPOLIS, IN 46204

SCALE: 1" = 5000'

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 3-7 O'NEAL AVENUE LOCATION MAP

3.3.4 Ford Road/96th Street Improvements

Ford Road is commonly used with 96th Street to access the Indianapolis area. The predominant route is to the east, where 96th Street links with Zionsville Road and Michigan Road. To the west, 96th Street intersects with Moore Road. When the Ford Road Extension project is complete, Ford Road will intersect with Mulberry Street and provide a direct connection to Pleasant View Road to the north. Besides providing more direct service between S.R. 334 and Mulberry Street, Ford Road will be a primary access route for Zionsville schools.

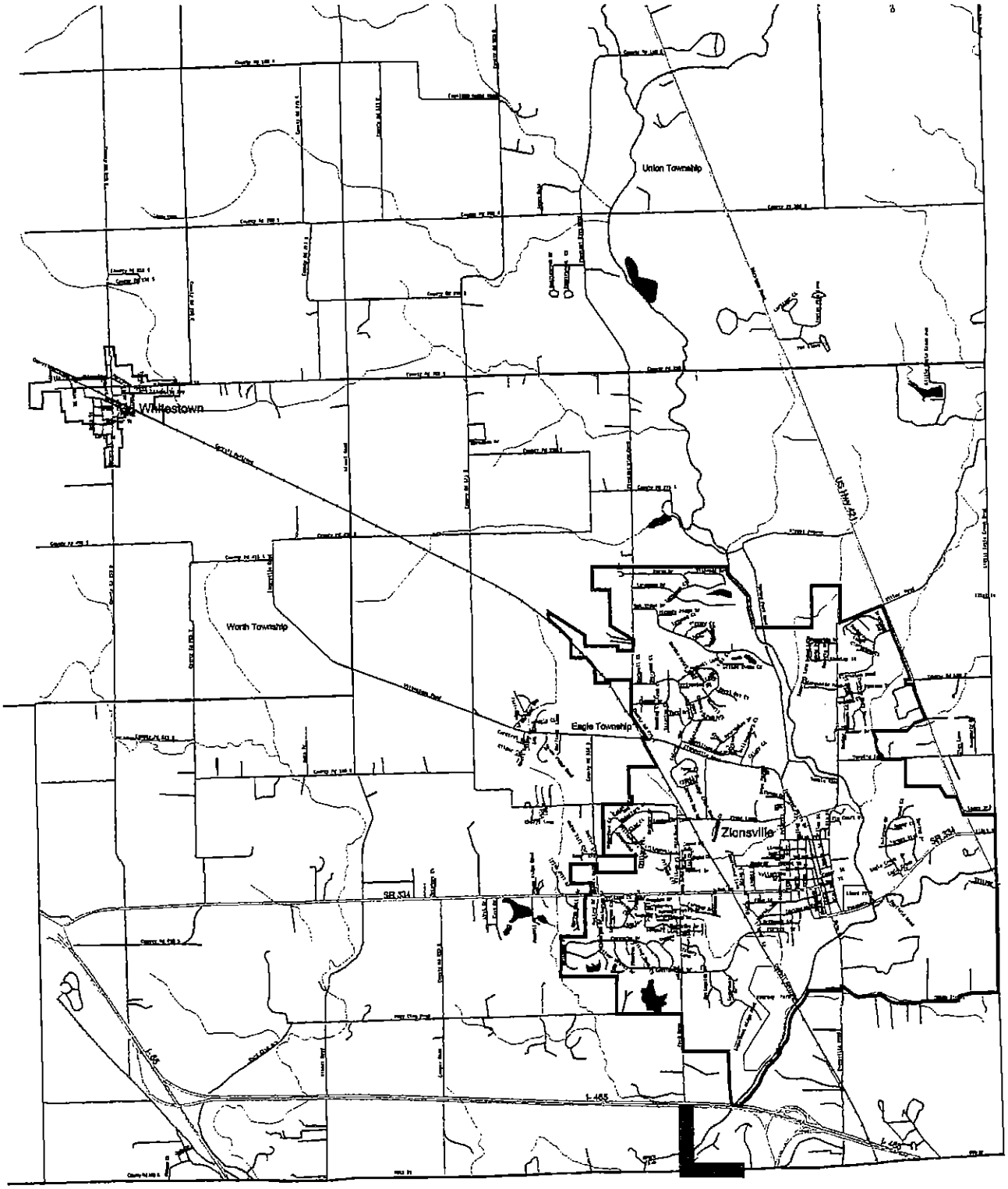
The location of the Ford Road/96th Street project is shown on Figure 3-8. Land use along Ford road transitions from commercial at the signalized intersection with S.R. 334, to suburban as it passes housing to the south, to rural past the I-465 overpass. (A new interchange with I-465 is unfeasible due to the proximity of an existing interchange.) South of I-465, the corridor is rural and Ford Road enters a wooded area. At this location, Ford road intersects with West 96th Street and crosses Eagle Creek, then turns sharply left to become East 96th Street.

The approaches to the Eagle Creek Bridge are located in flood plain, including Ford Road and its intersections with East and West 96th Street. In 1999, Boone County initiated engineering design for a project to replace this bridge and its approaches. The project was intended to improve the safety and capacity of the bridge and to raise the roadway out of the flood plain. Nearby residents opposed the project due to its impact on the scenic character of this corridor, and suggested that work be limited to necessary repairs of the existing bridge. Final design has been deferred pending final resolution of these issues.

The dilemma faced by the community at Ford Road and 96th Street relates to conflicting goals. On the one hand, Ford Road and 96th Street is an important regional roadway linkage that serves a larger number of vehicles every day. On the other hand, it is a scenic gateway to the community, providing a "canopy of trees" which is particularly attractive for residents and motorists. Both the functional and aesthetic goals are valid. The two conflicting viewpoints are described briefly below.

3.3.4.1 Boone County Bridge Project #220, 96th Street over Eagle Creek

This project stemmed from the semi-annual bridge inspection required by the Federal Highway Administration. The bridge was inspected by Floyd Burrows, Inc. in 1997 and the results call for replacement by 2002. Deficiencies cited include gaps between beams, south abutment worn, narrow two lanes, poor horizontal alignment, and substandard guardrail.



LEGEND

Ford Road/96th Street

PARSONS BRINCKERHOFF

SCALE: 1" = 5000'

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 3-8 FORD/96TH LOCATION MAP

Under contract to Boone County, the firm of Beam Longest and Neff initiated engineering design based on a design speed of 40 miles per hour. A new alignment was proposed across Eagle Creek to eliminate geometric problems, allow for more efficient skew, improve hydraulics, allow the passing of a 100-year storm, and eliminate road overflow. Placing the bridge on new alignment would allow the old bridge to remain in service during construction.

A 24-foot roadway is proposed, requiring an obstruction free zone of 12 feet (with shoulders) or 18 inches (with curbs). These dimensions are in accordance with design standards of Boone County and comply with federal funding design criteria. As proposed, the project would eliminate the tree line that overhangs the roadway from both sides along 96th Street. In addition to being located well below 100-year flood elevation, the trees are located within the designated hazard area (clear zone) of the roadway.

Responding to public concerns, County officials instructed the engineer to consider a reduced design speed of 30 miles per hour in an effort to lessen impact and preserve trees. Although this provided more flexibility in alignment and grades, it did not change the cross section or clear zone requirements of the road.

Given the low elevation of the roadway sections approaching the existing bridge, it is unlikely that any scenario that raises the pavement above 100-year flood elevations would allow the preservation of all existing trees. Likewise, the existing bridge is not in danger of collapse, but it cannot be economically reconstructed to provide adequate width and guard rail protection in compliance with current standards.

The standards used for the Boone County designs are drawn from *A Policy on Geometric Design of Highways and Streets* of the American Association of State Highway and Transportation Officials (AASHTO). These standards have evolved over a period of years based on research and experience of highway agencies in the provision of safe roadways. Compliance with these standards is required for projects utilizing federal funding.

At public meetings held for this plan update, citizens have continued to question the need for a full bridge replacement and called for a relaxation of standards in recognition of the unique environment through which this project passes.

3.3.4.2 Alternate Proposals - Boone County Bridge Project #220, 96th over Eagle Creek

Residents near the Ford Road/96th Street project area point out the scenic and unique nature of the wooded area surrounding the existing bridge. They acknowledge the deficiencies identified in bridge inspection reports, but suggest that rehabilitation of the existing structure would be sufficient to serve community needs. In addition to the "canopy of trees," they suggest the area has historic significance, including an Indian burial site that should be preserved.

Regardless of the historic character of the area, it does constitute a southern gateway to the Zionsville area from the south. Areas to the east and south have become increasingly industrial, and former natural areas have been disturbed. Likewise, I-465 and suburban development has transformed areas to the north. If this wooded area is compromised, there will be little or no "transition" at this community gateway.

3.3.4.3 Context-Sensitive Design

One letter to the Boone County Commissioners quoted AASHTO, *A Policy on Geometric Design of Highways and Streets,* as follows: "...existing bridges that tolerably meet geometric criteria can be retained. Each bridge needs to be examined on an individual basis, considering the design factors unique to that structure. Only after careful analysis and consultation with the community, should a determination be made."

Deviations from commonly held design standards should be considered with great care. Trade-offs between safety and environmental preservation need to be very carefully defined before any decision is made. Design engineers and concerned citizens need to establish a common understanding of these trade-offs so that pros and cons of alternative approaches can be fully considered. One approach would be to implement a process known as "context-sensitive design."

Context-sensitive design is intended to produce roadways that are more compatible with their physical environment and more acceptable to the surrounding community. Although the term is not a familiar one in Indiana, context-sensitive design is receiving increased attention within the national highway design community.

AASHTO is currently working on a "bridging document" to link the discussions of safety and liability in *A Policy on Geometric Design of Highways and Streets* (AASHTO) with *Flexibility in Highway Design* (FHWA). These documents are expected to be completed in 2000. They will basically amend, supplement, and adapt the FHWA publication *Flexibility in Highway Design.*

AASHTO is sponsoring five pilot states to implement the context-sensitive design procedures and train other states in their respective AASHTO regions. These five states will take the lead in incorporating the principles of flexibility into their project development and design process. They are: Connecticut, Kentucky, Maryland, Minnesota, and Utah.

In order to carry out the process of context-sensitive design, professionals concerned with highway development must:

- Understand public expectations and need for early involvement.
- Understand linkages – environment, community values, aesthetics, and engineering.
- Use creative, safe design solutions that balance community and engineering values.
- Understand the importance of multi-disciplinary teams.

It is unknown whether the context-sensitive design approach will result in a substantial difference in design from that already developed for the Ford Road/96th Street project. Nevertheless, the inclusive focus of this method will insure that community, environment, and aesthetics issues will be addressed in a similar manner to engineering, cost and functionality. Regardless of the final solution, there will be a common understanding of project goals, methodologies, and outcome.

It is recommended that the context-sensitive design process begin with the establishment of a project committee or local task force to define the fundamental goals of the project and, ultimately, to evaluate the pros and cons of alternatives in detail. Task force members should represent all project stakeholders, including abutting property owners, interested citizens, agency staff, and professionals involved in project design.

No specific recommendations are made in this plan regarding the design of the Ford Road/96th Street project. It is suggested that this determination be deferred, pending the outcome from the process recommended above.

3.4 Nonmotorized Travel System

3.4.1 Zionsville Pedestrian & Bicycle Plan

The Zionsville Pedestrian and Bicycle Path System was first conceived by a local Task Force in 1984 and 1985. The Plan was officially adopted as part of the Town's Thoroughfare Plan in 1986. According to the original plan, the primary goal of the system was to "provide improved and safe connections between the Village, parks, subdivisions, and schools of the community."

In 1992, a Land and Water Conservation grant was used to construct Nancy Burton Park, utilizing the abandoned Conrail right-of-way south of SR 334. In 1997, federal-aid highway (TEA) funding was used to construct additional path segments within the railroad right of way and along roadways near the schools. Some segments have been constructed with subdivisions and others have been built with Town funds. More than six miles of the originally planned 10-mile system are now in place.

Since 1993, progress on the system has been led by the Pathway/Sidewalk Advisory Committee, appointed by the Town Council. In a report to the Council in December, 1999, the Committee presented the most current plan update, shown on Figure 3-9, and recommended a five-year plan for continued development.

Although recreation benefits are recognized, the Zionsville Pathway System is planned as an essential component of the transportation network. The system connects with existing path sections along several corridors of the Town and links these with the traditional sidewalk system of the Village. The linear park trail within abandoned railroad right-of-way forms the central spine of the system, linking four east-west pathway sections with the High School/Middle School area.

The Zionsville Pedestrian and Bicycle Path System is designed to optimize mobility by providing effective regional coverage and connectivity between path segments. These were considerations in the sequencing of construction, so that mobility was optimized at each stage. An early priority was the railroad corridor "spine," combined with connections to Pleasant View Road, Ford Road, and Mulberry Street.

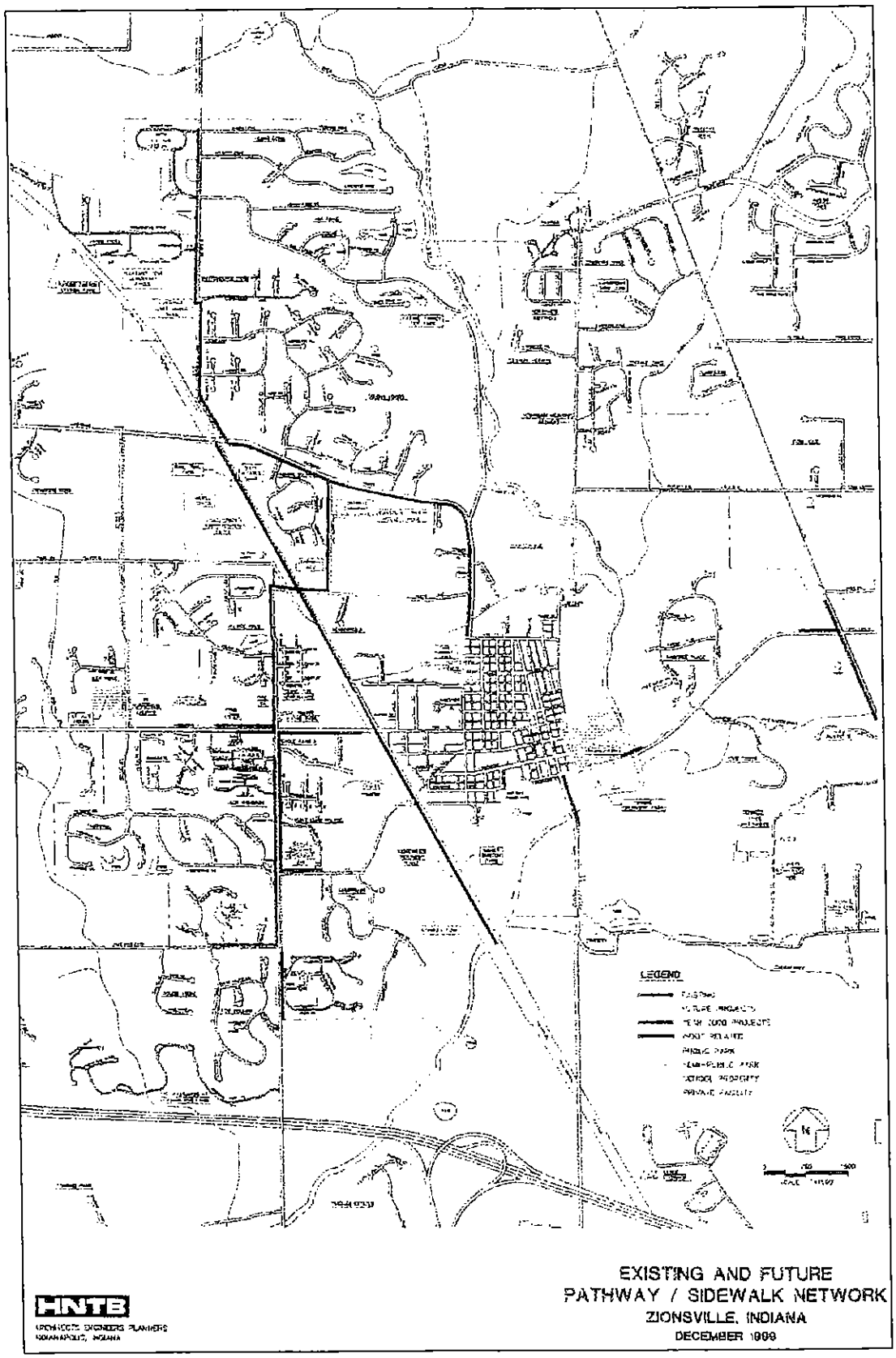

LEGEND
HNTB
EXISTING AND FUTURE
PATHWAY / SIDEWALK NETWORK
ZIONSVILLE, INDIANA
DECEMBER 1999

Figure 3-9

Combined with the existing sidewalk system, the current system provides linkages (within 500 feet) to nearly all facilities identified for service in the original plan. When the southern section of the Mulberry Path is completed in 2000, the following local activity centers will be served by the system:

Starkey Park	Original Zionsville residential areas
Lions Park	Fifteen residential subdivisions
Jennings Field	Downtown "Village" Retail Area
Lincoln Park	Boone Village Retail Area
Zionsville Golf Course	Medical Arts, Ford Center
Zionsville Community High School	U.S. Post Office
	Eagle Elementary School
Zionsville Upper-Middle School	Pleasant View Elementary School
Zionsville Lower-Middle School	Zionsville Boys & Girls Club

Some of the remaining path sections pose significant engineering or property availability challenges. Pedestrian access is needed along S.R. 334 to serve Raintree Subdivision and link to Michigan Road, although there are currently no imminent plans by INDOT to modify the existing Eagle Creak Bridge. A Starkey Road path would improve system safety and connectivity, but the terrain is difficult and right of way is limited. The Willow road segment is needed to link with Azionaqua Swim Club, although connecting to the sidewalk grid at the south end is complicated by right of way limitations.

Zionsville has been successful in implementing a pathway plan due to early planning and continuous involvement of interested citizens. The system has also expanded as a result of the early inclusion of related development standards in the Towns Subdivision Control Ordinance. Zionsville was one of the first municipalities in the region to require sidewalks or paths in all subdivisions.

Overall, Zionsville has an excellent start to implementing a functional and safe non-motorized transportation network. Through continued planning, regulation, and citizen involvement, the system will continue to serve an important mobility function in the community.

3.4.2 Regional System Connectivity

Effective links to a regional system of pedestrian and bicycle pathway facilities would provide an additional dimension for non-motorized travel in the area. In addition to serving the need for internal connections, the system could provide access to adjacent activity centers, such as the Carmel Towne Center, Fishers, and the Indianapolis Greenways System.

The Zionsville Pathway/Sidewalk Advisory Committee has met with the Carmel Department of Community Services to coordinate pathway plans with those of Carmel-Clay Township. A priority connection has been identified as the eastern extension of the S.R. 334 path across Michigan Road to connect with a path along 116th Street.

As regional roadways are constructed or improved, it will be increasingly important to address non-motorized travel needs in project designs. A significant example is the

incorporation of sidewalks with the Michigan Road expansion project to be constructed by INDOT in 2000 and 2001.

Other regional opportunities will be enhanced by constructing pathways in conjunction with planned roadways. A path along Templin Road would provide a new connection to Michigan Road from the Mulberry Street/Colony Woods area. A 106th Street path would link the Village with Michigan Road. These new east-west paths could connect with 121st Street and 106th Street path segments in Clay Township. They should be extended to the county line in the Zionsville Plan.

Southern pathway connections are more difficult due to the barriers of the Eagle Creek flood plain and the restricted I-465 right of way. Ideally, this linkage would be provided by extending the railroad corridor path south of Nancy Burton Park. This has proven to be infeasible due to property owner resistance. In the absence of this connection, opportunities to extend the pathway system to the south should be considered in any future expansions of Zionsville Road, Ford Road, and Cooper Road.

Extensions of the pathway system to the north and west should be considered for all major roadway projects. Adjustments to the Zionsville Pedestrian and Bicycle System Plan in this area should be coordinated with non-motorized facility plans of Boone County.

3.4.3 Current Projects

In December, 1999, the Pathway/Sidewalk Advisory Committee recommended a development plan to the Town Council. The plan, including five groups of path segments and a listing of future links, is presented on Table 3-4.

Priorities for the next three years are to fill in missing gaps on Mulberry and Ford Road, and to construct the Willow Road path to serve the Azionaqua Swim Club and subdivisions on the north side of Zionsville. Priorities during the following two years focus on a Starkey Road connection between Ford Road and Nancy Burton Park, and SR 334 linkages east and west of the Town.

Additional pathway linkages will be constructed at the time associated roadway projects are implemented. These could include the following during the next five years: Michigan Road, Templin Road, and 106th Street. It is anticipated that these segments would be financed by roadway construction funds as part of overall project development cost.

PATHWAY / SIDEWALK DEVELOPMENT PLAN

Prepared by:
The Pathway/Sidewalk Advisory Committee

PRIORITY GROUPINGS:		ESTIM. COST	CONST. YEAR
YEAR 2000:		(3)	
MU-2	Mulberry, Bloor to Ash	$200,000	2000
SF-2	So. Ford Rd., front of Farm Fun Daycare	$22,000	2000
GROUP 1:			
WR-3	Willow Rd, Eagle Creek to Azionaqua	$157,000	2001
WR-2	Willow Rd., Eagle Creek bridge	$180,000	2002
WR-1	Willow Rd., Eagle Creek to Village	$130,000	2003
GROUP 2:			
SK-1	Starkey Rd., Nancy Burton trailhead to Village Christian Parke	$143,000	2004
GROUP 3:			
W334-5	S.R. 334West, north side, Marsh property	$32,000	2003
W334-4	S.R. 334West, north side, Methodist to St. Al's soccer	$16,000	2003
W334-1	S.R. 334 West, south side, P.O. to Old Dominion	$8,000	2004
W334-2	S.R. 334 West, south side, Old Dominion to Irongate	$3,000	2004
W334-3	S.R.334 West, south side, Irongate Dr. to Bentley Dr.	$47,000	2004
GROUP 4:			
E334-1	S.R.334 East, north side, Eagle Creek to Raintree Dr.	$117,000	2005
E334-3	S.R. 334 East, Eagle Creek bridge access	(1) $300,000	2006
E334-2	S.R. 334 East, Raintree Dr. to Spring Dr.	$16,000	2005
E334-4	S.R. 334 East, Spring Dr. to US421	$64,000	2005
GROUP 5:			
TK-1	Turkeyfoot, Oak Ridge to Temple	$103,000	2007
TK-2	Turkeyfoot, Temple to Mulberry	$33,000	2007
SF-3	So. Ford Rd., east side, Starkey to Huntington Woods	$73,000	2008
FUTURE LINKS:			
950-1	950E, St. Al's to Whitestown Rd.	$173,000	
WH-1	Whitestown Rd., 950E to 975E	$61,000	
WR-4	Willow Rd., Azionaqua to US421	$84,000	
ZR-1	Zionsville Rd., Eagle Creek to 106th St.	$55,000	
106-1	106th St., Zionsville Rd. to County Line	(2) $257,000	

(1) Assumes no INDOT
(2) Reduce by $200,000 if part of Dow property development
(3) No inflation allowance

Table 3-4

4. RECOMMENDED TRANSPORTATION PLAN

4.1 Zionsville Regional Transportation Plan

The Zionsville Regional Transportation Plan includes a thoroughfare plan component and a pedestrian and bicycle path plan component. Both elements play integral roles as part of the full transportation plan for the community.

4.1.1 Roadway System

The Recommended Long-Range Thoroughfare Plan for the Zionsville area is shown on Figure 4-1. The plan classifies future roadways according to their role in the overall travel network, and identifies segments to be upgraded or added. It is a companion to the Boone County Thoroughfare Plan and has been developed with consideration of plans adopted by surrounding jurisdictions.

The overall pattern of planned roadways in and around Zionsville is intended to disperse traffic demand and provide options for travel to major destinations. This will be accomplished by improved access to the interstate system and by improving existing linkages to Michigan Road (U.S. 421).

The proposed Cooper Road interchange with I-465 will provide a new travel option for emerging growth areas between Zionsville and I-65. This new access point to the interstate highway system will require formal approval from the Federal Highway Administration and the Indiana Department of Transportation through a rigorous application process.

As a part of the Cooper Road interchange component of this plan, it is recommended that a special overlay zone be created along the Cooper Road corridor in Boone County. This overlay zone would be intended to protect the current character of land in the area and to avoid the auto oriented commercial development ordinarily found near major highway interchanges. Adoption and enforcement of overlay ordinance provisions would require the cooperation and active participation of Boone County.

Completion of the Ford Road Connector to Pleasant View Road and the extension of Cooper Road north of S.R. 334 will provide for north-south movements through this area, from 96th Street to 156th Street and beyond.

With the extension of Templin Road, motorists will have a new, safe route to link northern Zionsville with Michigan Road (U.S. 421). East-west travel opportunities will also be enhanced by improvements to 106th Street between Zionsville Road and Michigan Road. Boone County plans to upgrade C.R. 300S will serve east-west travel north of Zionsville.

The Ford Road/96th Street corridor should be studied further to determine the future character of the intersection and bridge across Eagle Creek. An inclusive approach called "context-sensitive design" is recommended, with the active involvement of people living in the corridor. Regardless of the outcome, it is likely that Ford Road will continue to carry a portion of southbound traffic from Zionsville to 96th Street and Marion County.

The Transportation Plan does not include provisions to upgrade O'Neal Avenue north of Zionsville. Due to the unimproved character of the existing roadway and the nature of the terrain through which it passes, O'Neal Avenue is better left as a country byway. Nor does it include a recommendation to extend existing Turkeyfoot road to intersect with O'Neal Road. Control of development in the immediate area should make this unnecessary.

A new east-west roadway is shown north of Templin Road, although it is not warranted by current travel patterns or regional need. Its future need could be driven by localized development in the area. Developments proposed in this vicinity should be accompanied by traffic impact studies to indicate how access will be provided by the existing and planned roadway system, or by new linkages to Pleasant View Road and/or Michigan Road.

4.1.2 Pathway System

Minor adjustments are recommended to the Zionsville Pedestrian and Bicycle Path Plan (shown on Figure 3-9) to incorporate segments associated with recommended roadway improvements and to show extensions of the system beyond Town boundaries. The most significant addition is the Templin Road path between Mulberry Street and Michigan Road. This will also be an important link to the Willow Road Path, to be constructed in 2001 and 2002.

It is recommended that the Path System Plan indicate future connections to Carmel-Clay paths on 106th Street, 116th Street (via S.R. 334), and 121St Street (via Templin Road). Although development details would have to be considered in greater detail as part of project designs, future extensions should also be shown for Zionsville Road, Ford Road, and Cooper Road.

4.2 Plan Implementation

4.2.1 Implementation Coordination and Funding

The recommended Zionsville Transportation Plan includes three major new projects requiring multi-agency coordination and outside funding for implementation. These projects are the Cooper Road interchange and extension, the Templin Road extension, and the upgrade of 106th Street.

Cooper Road improvements will require the involvement and support of Boone County and INDOT. The extension of Cooper Road to "fill in the gap" north of S.R. 334 will be necessary if the roadway is to serve its intended purpose within the county system. Although this project will impact traffic patterns in Zionsville, it is located entirely within the county. Zionsville should support the county insofar as possible.

The proposed Cooper Road interchange will require approval and support of INDOT and the Federal Highway Administration (FHWA) to be implemented. The first priority of these agencies will be to protect the design standards and operational characteristics of the interstate highway system. A formal process must be followed

to achieve interstate access approval. An interstate access study must prepared to address regional benefits, traffic impacts on adjacent interstate sections, and physical feasibility. As indicated in this report, these elements appear to be positive for this project.

A funding plan for Cooper Road improvements is still to be developed. A successful plan is likely to involve INDOT, Boone County, and Zionsville. Given the magnitude of the project, it is also likely to involve federal funding. These funds are programmed by the Metropolitan Planning Organization (MPO) for the Indianapolis Region, and require that the project be included in the Regional Transportation Plan. A funding plan should be included in the proposed interstate access study.

Another key component of the Cooper road project will be the establishment of land use and access controls by means of a special overlay zone. The necessary ordinances and would be established and administered by Boone County, but clearly, the process would be most successful with active participation and support from Zionsville. Although the Cooper Road interchange is many years away, the overlay zone should be established in the near term to protect the corridor while it is still relatively undeveloped.

Zionsville would be the lead in advancing the Templin Road extension project. As a minimum, the project will require coordination with INDOT due to the intersection with Michigan Road, and the Indiana Department of Natural Resources due to the extensive flood plain to be crossed by the project.

Given the magnitude and regional impact of the Templin Road project, it is a clear candidate for federal funding. If urbanized area boundaries are extended following the 2000 census (as expected), this will involve the Indianapolis MPO as well as FHWA. Another potential option might be an earmark in federal funding legislation. The next major transportation bill (to replace TEA21) is due in 2003.

The 106th Street project is also of a magnitude that warrants federal funding. It is located in an area recently established for Tax Increment Financing of infrastructure improvements. This is an effective funding source for initial engineering and the required 25% local match for construction. As with Templin Road, federal funding availability and MPO coordination requirements will depend on inclusion of this portion of Zionsville in the urbanized area designated by FHWA following the 2000 census. This area is likely to be defined in 2002.

In addition to these major projects, there are other transportation priorities that must be addressed by Zionsville in coming years. Funding the Zionsville share of the Ford Road extension project is an immediate priority. Ongoing investment will be required to continue implementation of the pathway system. Although not addressed in this plan, continued improvements to the brick surface of Main Street are warranted in the downtown Village area.

Finally, the region would benefit from a cooperative approach by Zionsville and Boone County in defining bridge and roadway improvements at Ford Road and 96th Street. Although this is currently outside Zionsville, there have been recent initiatives to annex this area into the Town. Even if that occurs, the bridge across Eagle Creek will still be a county responsibility in accordance with Indiana law. In either case, this area is a gateway to Zionsville, and the Town has a logical interest in assisting the county in finding the best long term solution to meet functional and aesthetic needs.

In summary, initiative is needed on a number of fronts to implement the Zionsville Transportation Plan. A suggested timetable is presented in the next section. The keys to success will be effective agency coordination and external funding support at a level that has not previously occurred in this area. This is appropriate, given the large areas served and the extensive transportation benefits of the proposed projects.

4.2.2 Implementation Schedule

The suggested schedule presented below is an ambitious one. It assumes that that Zionsville is successful in addressing the key funding and coordination elements discussed in the previous section.

2000/2001

- Construct Ford Road extension, between Bloor Lane and Mulberry Street (Zionsville and Boone County).
- Formulate and adopt traffic impact analysis guidelines for developments (Zionsville Plan Commission).
- Conduct environmental studies and engineering design for upgrading 106th Street from Zionsville Road to Michigan Road (Zionsville Redevelopment Commission).
- Conduct environmental studies and engineering design for upgrading Templin Road between Mulberry Street and Michigan Road (Town of Zionsville).
- Implement a context-sensitive design process to identify a consensus solution for the Ford Road/96th Street area (Zionsville and Boone County).
- Propose Cooper Road interchange for inclusion in the Indianapolis Regional Long-Range Transportation Plan (Zionsville and Indianapolis MPO).
- Design and construct additional path segments in accordance with the current 5-year plan (Town of Zionsville).

2002/2004

- Acquire necessary right of way and construct 106th Street improvements. (Zionsville Redevelopment Commission).
- Finalize engineering design and right of way acquisition, and construct Templin Avenue improvements (Town of Zionsville).
- Conduct location and environmental studies for the extension of Cooper Road north of S.R. 334 (Boone County and/or Zionsville).
- Prepare and adopt Cooper Road overlay zone ordinance (Boone County and Zionsville).
- Conduct interchange access study for Cooper Road interchange (Zionsville, Boone County, INDOT).
- Design and construct additional path segments in accordance with the current 5-year plan (Town of Zionsville).

2005/2010

- Finalize engineering design and right of way acquisition, and construct the Cooper Road extension project (Boone County and/or Zionsville).
- Complete environmental studies, engineering design, and right of way acquisition for the Cooper Road interchange project (Zionsville, Boone County, INDOT).
- Design and construct additional path segments in accordance with plans developed by the Pathway/Sidewalk Advisory Committee (Town of Zionsville).

2010

- Construct the Cooper Road interchange project (INDOT, Boone County and/or Zionsville).
- Design and construct additional path segments in accordance with plans developed by the Pathway/Sidewalk Advisory Committee (Town of Zionsville).
- Update Zionsville Long Range Transportation Plan (Town of Zionsville).

Zionsville Public Hearing notes – 121399

Ralph Stacey

- Has concerns about the County information that was presented and potential conflict between improvements to SR 32 v. 146th Street.
- Zionsville needs to consider how to balance the thoroughfare plan with housing starts and on-going economic development efforts.
- When can we anticipate gridlock at Main and SR 334?
- Questioned the need for a Zionsville bypass.
- Consider an extension of Willow Road to the north.
- Consider aesthetics and placing wiring underground at intersections.

George (something)john

- Consider replacing the bridge over Eagle Creek on Turkey Foot Road.

Ray Wagner

- He takes Ford Road/96th Street to Moore Road; can we influence the placement of a temporary stop at Ford Road and 86th Street? Can we work with Marion County to do this?

Mrs. Sutton

- Representing Citizens for the Preservation of Rural Roads and Scenic Byways (resident of 96th Street).
- Mentioned a manual for inducing flexibility in highway design, a manual for guidance for modifying AASHTO standards.
- Mentioned an Indian burial site.
- Mentioned Eagle Creek nature preserve.

Dwayne Davison

- Consider pedestrians and bicyclists in this plan.
- The Zionsville pathways committee has done well; include their work.
- There are social advantages to this as well as exercise and alternative transport mode.

Jim Strickland

- Is opposed to a new bridge and (sweeping) road realignment at Ford and 96th.

Sam Sutkind (sp)

- Mentioned a possible new interchange on I-465 at Cooper Road; suggested it as a necessary link to help disperse traffic and save/delay roadway widenings.

Tom (?)

- From the Zionsville Redevelopment Commission. (Dan Brockemeier defined the Redevelopment Commission boundary.)
- Need to consider what are Zionsville's goals for economic vitality.
- Town gateways are limited.
- Truck routes (also alternatives for through traffic) should be considered.
- SR 334 should accommodate traffic flow – not so many stops, more turn lanes.
- Work with Boone County on improvements.
- Pedestrian/bike paths are very important to the community.
- Consider the impact of improvements on the community.

Carol Rogers

- Concerned with Ford Road/96th Street issue; asked for a show of hands from like-minded folks in attendance = 6+/-.
- Consider the widening of US 421 north of CR 500 S.

Mrs. Samuel Reid Sutphin
6360 West 96th Street
Zionsville, Indiana 46077

November 8, 1999

Ms. Lana Funkhouser
President, Zionsville Plan Commission
Zionsville Town Hall
110 South Fourth Street
Zionsville, Indiana 46077

Dear Lana:

Enclosed is a letter sent to Mr. Ferrell today that I've wanted to write for a long time. Also, the letter from Frank Alig defending the structure of the Eagle Creek bridge. If we can keep the Boone County Highway Commission from unnecessarily building a new bridge, there would be no need for a new road as designed cutting through Mrs. Everhart's, the Strickland's and my land which includes the Indian burial site, as well as Sam Sutphin's on the other side of the road. By raising the level of the road 6-8 feet, it would be impossible not to cut down some of "the canopy of trees" even though Mr. Truitt wrote in his letter to the Zionsville Commissioners that they would "save the trees". If and when there would be a "new" bridge, it could be built by the county over the old one and Zionsville would not have to put in a new road.

Thank you for considering these aspects of our neighborhood bridge that is at least historic in its present position and is an asset to one of Zionsville's most scenic stretches of rural countryside.

Sincerely,

Lisa

Lisa S. Sutphin

Enclosures

FRANK S. ALIG, INC.
BRIDGE CONSTRUCTION • GENERAL CONTRACTING • SURVEYS
8080 NORTH PENNSYLVANIA STREET
INDIANAPOLIS, INDIANA 46240
317-251-8600 251-7400

October 21, 1999

Mrs. Samuel R. Sutphin
6360 West 96th Street
Zionsville, Indiana 46077

Re: Boone County Bridge No. 00220
Ford Road over Big Eagle Creek

Dear Mrs. Sutphin,

In 1971, Concrete Structures Corporation of Indianapolis, Indiana, of which I was president, manufactured and delivered twelve prestressed concrete bridge beams for the above referenced bridge. These beams were eighty-eight feet long, 4 feet wide and 42 inches deep, and were designed and manufactured in accordance with AASHTO Standard specifications for HS-20-44 loading.

Before installing the prestressed beams, the contractor repaired and lowered the then existing concrete abutments and pier, extending their width and installing a new concrete cap to provide proper bearing for the new beams.

On October 14, 1999 I examined the existing bridge and found it to be in generally good condition. There were some places where the steel beam guardrailing had been damaged, with the steel posts pulling away from the beam coping. This creates a situation where water could enter the hollow portion of the beams and damage them. This should be repaired immediately to protect the beams and restore the guardrail back to its original condition. There was some minor spalling on the bottom of the beams where some steel straps used in manufacturing of the beams have begun to rust.

The two abutments and center pier appear to be in good condition and should remain servicable for several more years, the south abutment could not be checked for scour, but the sheet piling installed around its base would significantly reduce the chances of this problem.

In generel with some general maintenance of the concrete overlay, and repair of the guardrail, this bridge could remain serviceable for many more years. Slowing down the speed of the increased traffic and limiting its tonnage would add more years to the life of an already stable bridge that should only have necessary repairs.

In 1989 Concrete Structures Corporation was sold and I retired, the company no longer makes concrete products.

Yours sincerely,

Frank S. Alig
Indiana Porfessional Engineer No. 4558

January 13, 2000

Zionsville Plan Commission

Please accept these comments as a part of the public hearing process for development of the new transportation plan:

Considering the strong feelings of some members of the community about the scenic nature of 96th Street between Ford Road and Zionsville Road, the new transportation plan should identify scenic roads in the planning area for "protection". Some examples might be O'Neal Road, Hunt Club Road, or Salem/Kissel Road. Saving the historic iron bridge on O'Neal road should be included in the plan. A discussion of possibilities in the planning stage may reduce the need for "crisis management" in the future. If this category of road would be approved, it would allow orderly development of design standards for improvement of the roads while maintaining the scenic quality.

The transportation plan for Zionsville should be linked to the plans that Marion and Hamilton Counties have for their roads. Will Moore Road, Cooper Road or Salem/Kissel Road be improved south of 96th Street to allow these roads to accept more traffic from an improved Zionsville system? In like manner, what improvements are planned for 106th, 116th, 131st, and 146th in Hamilton County? Do the classifications planned by Zionsville match the classifications of the adjacent counties?

The plan should include criteria to require interconnection of residential and commercial developments. Motorists should not have to exit onto a roadway from one development and then turn into the next drive or street for the next development. The same can be said for the path system for bicycles and pedestrians. If there are concerns about drivers using these connections for other than inter-development travel, traffic calming techniques could be employed to make it inconvenient for anything but inter-development trips. The interconnections would also provide alternate accesses for emergency services.

More generally, traffic calming techniques can be utilized to encourage use of some routes and discourage use of others.

Protective buying is an option to help insure that the "new road" parts of the plan have a place to be installed when the funds become available. With the escalating land prices in the Zionsville area, it seems that protective buying will be money well spent. It would also demonstrate the community's commitment to the plan. The availability of right-of-way might make it attractive for a developer to offer to construct part of a road on that right-of-way in order to have better access to a property ripe for development.

If the Cooper Road interchange is proposed as a part of the plan, an overall traffic impact study should be conducted to determine the effects of the introduced traffic on the overall interstate system. This would include the ability of the interchange at the 905 mile marker on the "dogleg"

or 25 mile marker on the loop to handle the increased traffic without modification to that interchange. It does no good to get on the interstate only to sit in line at an area that does not have the capacity to move the traffic. One idea that seems to have been lost in recent years is that this is an INTERSTATE system. It is not a commuter system to relieve local communities of the responsibility for good local roads. The interstate should not be used to move traffic from west Zionsville to College Park or Park 100. If that is intended, what improvements will Zionsville make to the US 421 interchange or the 86th Street interchange to accommodate the increased traffic? In considering capacity, actual directional count information for peak hours should be considered, not just daily averages.

Roads in the planning area should have realistic speed limits. Based on observations of past performance, Zionsville has the opinion that any roadway in its boundaries should be 30 mph or less. An example of this would be Zionsville Road south from SR 334 to 106th Street. After construction by Boone County, the road operated at 40 mph. When Zionsville annexed the area, the speed limit was lowered to 30 mph. The design speed did not change and the traffic did not change. The only apparent change was the agency having jurisdiction over the road. Roadways that do not meet the statutory definition for 30 mph should be studied and posted in conformance with the IMUTCD. Also, roads that do meet the statutory definition for posting at 30 mph may be posted at higher limits if a traffic engineering study shows it is appropriate. It is not reasonable to plan a road system with roads designated for movement of higher traffic volumes and then arbitrarily post them at 30 mph. With no speed limit advantage, motorists have less incentive to use the planned route than some lesser route with the same speed limit. Streets posted with realistic speed limits should move traffic more efficiently.

A strong statement should be made that traffic signals will only be installed in accordance with the warrants in the IMUTCD. Existing unwarranted signals should be identified and removed. Unwarranted signals increase delays and pollution. In my opinion, the signal on 96th Street west of Zionsville Road and the signal on Zionsville Road north of 96th Street should be studied and removed if traffic fulfilling a warrant from the IMUTCD is not observed.

Another misused traffic control is the STOP sign. This is not a speed control device although it appears to be used as such in many locations throughout Zionsville. Unwarranted STOP signs are impediments to the free flow of traffic and increase air pollution. Traffic calming techniques and enforcement of speed are preferable alternatives to unwarranted STOP signs.

In considering the development of thoroughfares, the capacity of the links and the nodes (the connecting streets and the intersections) should be separated. There has been talk of developing some roads (links) in the area with more lanes than they currently have but no discussion was offered for improving the capacity of the intersections (nodes) at either end of the road. There is no need to spend money to improve a link if traffic equal to its capacity can't get onto or off of it at the node. Again, actual peak hour directional counts should be used for evaluations not just daily averages.

There was comment at the hearing that the pathway system should be considered a part of the transportation plan. Because pedestrians and bicycles present an impediment to motor vehicles using a roadway, an ordinance should be passed requiring pedestrians to use sidewalks or

pathways that are constructed parallel to streets or roadways. Where pathways designed for bicycles parallel roadways, bicycles should also be required to use them instead of the roadway.

If bicycle and pedestrian paths are being considered as alternative transportation modes in the plan process, it seems appropriate other alternative modes should also be considered. Again coordinating with Marion and/or Hamilton Counties, plan where Zionsville should locate corridors for light rail or other mass transportation modes. An area for park and ride should be considered in the plan as an alternative to providing for more single occupant vehicles. Zionsville lost a viable corridor when the old railroad right-of-way was converted to park use. It still may be possible to use the old railroad right-of-way south of the park to plan a mass transportation corridor. This should be done before the Indiana Department of Transportation considers removal of the existing bridge over the old rail right-of-way because reestablishment of this crossing of the interstate would be an expensive undertaking.

In closing I must state that although I have worked for the Indiana Department of Transportation for 30 years, with over 20 of the years in the traffic area, the above comments are my personal opinions as a property owner in the affected area. In no way should these comments and opinions be considered the opinions or comments of the Indiana Department of Transportation.

Thank you for the opportunity to comment on this important issue. I apologize for the delay in writing. If the board or its consultant have any questions about the above, please feel free to contact me.

Respectfully submitted,

Larry K. Rust, P.E.
5225 Willow Road
Zionsville, IN 46077
873-4703

Dexter bracing for growth along critical entry corridor

Friday, February 20, 1998
By SARAH HOLLANDER
NEWS STAFF REPORTER

DEXTER - When acres of vacant land along Dexter-Ann Arbor Road is developed - and it seems obvious it will - residents don't want this southeast gateway into the village turning into Anyplace USA.
That's the reasoning behind the Dexter-Ann Arbor Road Corridor Study, a document meant to update guidelines for what happens there: from where parking is located, to how buildings look, to landscaping, lighting and sidewalks.
An important impression and sense of community is at stake, Dexter's Zoning and Ordinance Officer Janet Keller said. The area in focus covers 333 acres compared to the 10 acres of the central business district.
The corridor is one of the few areas in the village where developable land still exists. The village predicts about 2,300 new residents by 2005 and a traffic count increase of about 50 percent - or 5,500 cars per day - mainly as a result of development in the area. "I do like the little village I live in and I'd like to see it maintain the feel of a little village," said Chuck Colby, a Dexter resident who participated in the corridor study. The study proposes extending the village in a way that the new development doesn't look like another town plopped on the edge of the old town, he said. The study covers the area from the village boundary to Kensington Street, a scene that changes on a regular basis. For years the view remained much the same, with open views on both sides and a scattering of various homes and businesses. Now, for-sale signs for new developments dot the road. To the south there's Dexter Crossing, with 262 homes, 12.5 acres of multi-family housing, a grocery store and retail and office center planned. To the north there's Huron Commons (70 condominiums planned), Huron Farms (102 homes planned) and Orchard Hills (231 homes planned) along with a new medical office building. "As soon as they started clearing land it really sunk in how fast the area was going to change and how much it was going to change," said Juli Huddleston, who owns the Jazzercise business on Dexter-Ann Arbor Road and lives right around the corner. Huddleston also helped with the study. "It makes a more uniform look as you're coming into the village, so you don't just have a little bit of this and a little bit of that," she said. The plan's intent is to guide future land-use decisions. The Planning Commission already approved the study. A public hearing for a proposed overlay zoning district is scheduled for March 2. Some study goals include:

- Encouraging development in the corridor that is supportive and distinct from downtown.
- Establishing a compact commercial center at the Dan Hoey Road intersection rather than allowing commercial development to spread out in a strip along the entire corridor.
- Promoting development of business offices in the corridor to allow more retail and service development at the central intersection and downtown.
- Linking the corridor to existing parts of the village, using techniques like building near the street to create a street facade, locating parking in the rear, laying sidewalks, planting trees and other landscaping for buffers between pedestrians and traffic, adding lighting that blends in with downtown and bike routes.

Many people driving into Dexter from Ann Arbor and other points east make their way into the village along a tree-lined, two-lane road. Residents don't want the village's boundary to become a visual shock.
While the study's creators don't want new development mimicking downtown, Colby said, they do want to harmonize the development with the rest of the village. "It's about maintaining the community of Dexter instead of creating another community that you drive through on your way to Dexter," he said.

SCENIC CORRIDORS

To aid in the enhancement of the area's aesthetic qualities and improve traffic movement along its thoroughfares, the Plan recommends establishing scenic corridor guidelines. By adopting these guidelines, the area will be afforded the opportunity to maintain and enhance many of the communities' visually pleasing characteristics along its thoroughfares. Finally, by regulating the number and locations of future driveway access points the guidelines will work to promote safer and smoother traffic movements across the area.

DESIGN GUIDELINES FOR SCENIC CORRIDORS

Scenic corridors are designated along streets and highways that are major gateways to the towns of the Northwest which provide an important first impression of the area. The Scenic Corridors shown on the Future Land Use map extend 1,500 feet on either side of the designated thoroughfares.

1. **Buildings**
   - All non-residential building exteriors visible from the scenic corridor should be brick, stone, wood, or other natural materials. Corrugated and/or sheet metal are not permitted unless screened by a planting yard.
   - The size and scale of new buildings should be similar to that of existing buildings in the area.
   - The architectural style of new buildings should be similar to or compatible with that of surrounding buildings.
   - There should be a visual continuity between old and new buildings.
   - Large, flat blank expanses on a facade are not acceptable. The large "box" development is not appropriate (i.e., warehouse building and large retail store).
   - Mobile homes are not to be visible from the scenic corridor. A planting yard should be in place to provide opaque screening from the scenic corridor.
2. **Accessory Structures**
   - Prefabricated metal or fiberglass shed and carports are not to be visible from the corridor.
3. **Site Access**
   - Multiple access along a roadway frontage, which results in complicated or confusing traffic patterns, is not permitted. This will be accomplished through guidelines within the communities' Scenic Corridor Overlay District Requirements.
4. **Parking**
   - Limit parking in front of commercial structures to parallel and angle parking on the street; other parking must be behind or at the side of the building.
   - Landscape parking areas to screen them from the corridor and surrounding areas. Also, use landscaping in the interior of parking areas to define vehicular and pedestrian paths.
   - Outside the Town Service Core, gas station pump islands and drive-thrus are required to be behind the building.
5. **Signs**
   - Billboards are prohibited.
   - Allow monument signs, wooden signs, and signs on buildings. Signs should be no higher than six (6) feet in height nor more than 50 square feet in area.
   - Require unobtrusive signage that is compatible in scale, size, material, and character with the building.
   - Signs should have indirect lighting or cut-out letters.
6. **Communication Towers**
   - Communication towers should be set back a minimum of twice the tower's height from all Scenic Corridor boundaries.
7. **Fence**
   - Limit chainlink or similar fencing to back or side yards in Residential and Non-Residential areas and use shrubbery or climbing vines to minimize the appearance from the street. Fences of natural materials (i.e., wooden and stone) would be permitted in the front facing the street.

PRESERVING RURAL CHARACTER

One theme echoed throughout the development of the Northwest Area Plan is the loss of rural character in the area. The urban services boundary formed by Pleasant Ridge Road, along the southeast boundary of the study area, has resulted in acre lot, suburban sprawl for most of Northwest Guilford County. While this type of development is popular, as evidenced by rapid growth in the area, it is very land intensive. The proliferation of cookie-cutter acre lot subdivisions eliminates agriculturally productive land, destroys environmentally sensitive areas and rural views, maximizes land disturbance activity, and socially segregates us into manicured lawn pockets of homogeneity. Current development patterns in the Northwest area are limited by existing zoning regulations and the necessity for individual sewage disposal systems. However, it is not limited by the transportation network, or the amount of developable land, and only slightly encumbered by watershed protection goals.

Consider the following scenario: a 100-acre development, consisting of 100, one acre lots. This is the type of development pattern commonly found in the Northwest. With this type of development 100 percent of the land becomes privately owned as individual lots or paved over in streets. An alternate development pattern would allow the same 100 lots on 50 acres with a ½ acre lot size. The remaining 50 acres of the site would be preserved as permanent open space. This type of development could be used to preserve scenic rural views, productive farmland, or wildlife habitats. An additional recommendation would be to identify the areas worthy of preservation before development occurs. This would allow for the capability to plan links between the preserved areas to create an open space network. Another aspect of rural preservation is the protection and sustainability of existing residential and commercial core areas in the rural communities that define Northwest Guilford County. Most of the residential core areas in Stokesdale and Summerfield consist of lots ranging in size from 20,000 to 30,000 square feet and 100 feet in width. Current development regulations and community-based attitudes concerning lot size discourage historical, traditional development in these communities. Commercial areas, such as Stokesdale's Main Street area, also suffer because of the dependence on well water and septic systems for sewage treatment. Providing for development that achieves community goals such as preservation of open space and economic goals such as maintaining or slightly increasing residential densities is possible through innovative planning techniques. These recently popularized techniques are commonly referred to as *rural by design* or *conservation design subdivisions* and *neo-traditional* or traditional neighborhood development. Northwest Guilford County has a unique opportunity to implement development guidelines that work to preserve and encourage the historical development patterns in the community centers as well as create "open space networks" through subdivisions designed with conservation in mind. Before drafting development regulations, one must understand their purpose and goals. Having identified the purpose, preserving rural character, below are some of the goals identified by the area plan for future development within Northwest Guilford County:

- Preserve areas with productive soils for continued agricultural and forestry uses by preserving blocks of land large enough to allow for efficient operations;
- Preserve areas containing unique and sensitive natural features such as wildlife habitats, migration corridors, steep slopes, streams, wetlands and floodplains;
- Minimize land disturbance and erosion through retention of existing vegetation and reduction of infrastructure needs;
- Preserve scenic views and other elements of the county's rural character including historic and archaeological sites and structures;
- Provide for the active and passive recreational needs of residents;
- Provide for greater efficiency in the siting of services and infrastructure by reducing street length and utility extensions, thus lowering the cost of housing and future cost of infrastructure maintenance; and
- Create traditional neighborhoods that are accessible to open space amenities, mimic historic development patterns and create a strong community identity.

With these goals in mind, the implementation of innovative development guidelines can be viewed as part of a four-step process.

Identifying Areas to be Preserved

Inventory Analysis - Establish a list of areas and elements of rural character that are to be preserved. For example, floodplains, plant and animal habitats, trail corridors, and rural views are possible candidates for inclusion.

Establish Criteria for Defining Areas - Develop guidelines for identifying areas to be preserved. For example, define rural view, adopt a open space/recreation plan identifying trail corridors, use the Natural Resources Inventory prepared for the County to identify animal habitats.
Predetermination of Specific Areas to be Preserved - Use the criteria to develop a map showing areas to be preserved. The final analysis may be an identification of regions or subareas of the Northwest study area where conservation design in subdivisions should be used.

Developing Regulatory Standards
Determine specific design standards to be employed when a conservation design is used and establish enforcement standards for its use. Examples of standards include density limitations, amount of required area to be preserved, street design minimums, and maintenance requirements for the area preserved.

Enforcement
Voluntary - Identify areas to be preserved, develop regulatory standards, publish results and encourage use of conservation design subdivision through the development review process and negotiation.
Zoning District - Since rezoning is required for Major Subdivisions, create a Conservation Design zoning district and use the rezoning process to force compliance.
Overlay Zoning - Create and apply a Conservation Design overlay zoning district. After identifying the areas to be preserved, create districts or subareas to apply the overlay zoning, which would then require development in those areas to employ conservation design.
Subdivision Regulations - Incorporate criteria for preserving areas into the subdivision standards. Then, when designing the subdivision, if the site meets the established criteria, conservation design must be used.
Modify Current Regulations - The Guilford County Development Ordinance currently contains a Planned Development zoning district. With minor modification this zoning district could be used to accomplish the above-mentioned goals.

Establishing a Public Education and Awareness Program
Because a conservation design subdivision is a new and innovative development strategy, acceptance by developers, potential buyers, and the community at-large is vital. Acceptance can be achieved through education, publication, support, and promotion of the Area Plan document. Promotion should focus on the following aspects:

- Flexibility in Development Design
- Allowing Development at Current Zoned Densities while preserving open space
- Lower Development Cost - Less Infrastructure
- Increased Property Values - Lots adjoining open space have a higher dollar value.
- Initially will provide a Marketing and Sales Advantage - The first several developments will have an edge, offering a unique product.

From Cary, NC:

THOROUGHFARE CORRIDOR BUFFER DISTRICT

The purpose of the Thoroughfare Corridor Buffer District is to establish the least burdensome regulations to provide orderly development along controlled/limited access highways, to encourage the most appropriate use of adjacent lands, to maintain the scenic natural beauty of the area, and to promote the safe and efficient movement of traffic. These thoroughfares commonly establish an image of the quality of life in the Town for visitors and residents alike. Preservation of this natural beauty is required to enhance trade, capital investment, tourism, and the general welfare. In this regard, the regulations set forth in this Part are an integral part of the Town's overall efforts to maintain and enhance the character and appearance of the Town. These regulations also will facilitate the adequate provision of transportation by promoting the safe and efficient movement of traffic and by encouraging development which reduces or eliminates visual clutter and poor site layout.
As an overlay district, the Thoroughfare Corridor Buffer District does not replace or restrict the range of uses allowed in the underlying general use district or conditional use district classification for the property, but provides additional development requirements and standards which must be met by any development on the property. All development within this overlay district shall comply with the regulations of this Part.

10.1.1Purpose and Intent.

(a) The purpose of the Thoroughfare Corridor Buffer District is to establish the least burdensome regulations to provide orderly development along controlled/limited access highways, to encourage the most appropriate use of adjacent lands, to maintain the scenic natural beauty of the area, and to promote the safe and efficient movement of traffic. These thoroughfares commonly establish an image of the quality of life in the Town for visitors and residents alike. Preservation of this natural beauty is required to enhance trade, capital investment, tourism, and the general welfare. In this regard, the regulations set forth in this Part are an integral part of the Town's overall efforts to maintain and enhance the character and appearance of the Town. These regulations also will facilitate the adequate provision of transportation by promoting the safe and efficient movement of traffic and by encouraging development which reduces or eliminates visual clutter and poor site layout.

(b)As an overlay district, the Thoroughfare Corridor Buffer District does not replace or restrict the range of uses allowed in the underlying general use district or conditional use district classification for the property, but provides additional development requirements and standards which must be met by any development on the property. All development within this overlay district shall comply with the regulations of this Part.

(Ord. No. 97-035, 9-24-97)

10.1.2Location of District.

The Thoroughfare Corridor Buffer District is hereby established along both sides of existing and planned controlled/limited access highways within the Town's jurisdiction and Extraterritorial Jurisdiction Area, as indicated on the Official Map of Zoning Districts and/or Official Transportation Maps (e.g. Thoroughfare Plan Maps). The Thoroughfare Corridor Buffer District covers all lands within 100 feet of the right-of-way along both sides of each controlled-access highway, except at interchanges, where the overlay district shall extend back to the established point of the intersecting roadway where the controlled access ends or begins. This District also regulates the height of buildings and structures within 1,250 feet of the outer boundary of the 100-foot corridor buffer area (see Section 10.1.5). In simpler words, the lands within 100 feet of the right-of-way as mentioned above are covered by regulations that preserve vegetation and provide an Opaque Type A buffer (see Section 14.1.5 (e)) while the lands within 1,250 feet of the outer boundary of the corridor specifically are covered by the height limitations.

(Ord. No. 97-035, 9-24-97)

10.1.3 Plan Approval Required.

All development within the Thoroughfare Corridor Buffer District shall require submission of a site plan or subdivision plan in accordance with Chapter 5 of this Ordinance, and approval of such plan by the Town Council or the Director of Development Services.

(Ord. No. 97-035, 9-24-97)

10.1.4. Buffer Requirement.

(a)A buffer strip, with a width extending 100 feet from and parallel to the right-of-way boundary of the controlled access highway, shall be maintained on all property within the Thoroughfare Corridor Buffer District. The Town Council may reduce the required width of this buffer strip as part of its approval of the development plan, taking into consideration the topography of the area, traffic volumes for the designated thoroughfare, surrounding land uses, existing land uses, the actual location of the corridor, the size of land parcels affected by the buffer, and whether the buffer requirement would render the entire property unusable. In reducing the width of the buffer strip, the Town Council shall ensure that the applicant will provide appropriate landscaping meeting the requirements of subsection (b) below. In no event, however, shall the Town Council reduce the required width of the buffer strip to less than 30 feet.

(b)Within the required buffer strip, all existing vegetation shall be maintained in a natural, undisturbed state and, unless the existing natural vegetation provides such a buffer, the applicant shall install and maintain an Opaque Type A buffer meeting the requirements of Chapter 14, Part 1 of this Ordinance. The owners of the property and their agents, heirs, or assigns are responsible for maintenance of the buffer and the consequences resulting from damage to the buffer in accordance with Section 14.1.11. Maintenance Responsibility and Replacement of Damaged Vegetation.

(c) No development shall be allowed within the required buffer strip. However, the Town Council may, in approving the development plan for the property, permit the construction of streets or easements through the buffer strip upon finding that such construction is necessary for safe ingress, egress, or utility service to the site. The nature and limits of such construction must be designated on the approved development plan.

(Ord. No. 97-035, 9-24-97)

(a)In order to preserve the natural beauty and tree-lined view of interstate highways and controlled access highways, no building or structures (with the exception of communication-related towers) within 1,250 feet of the right-of-way of any interstate highway and/or controlled access highway included in the Thoroughfare Corridor Buffer District shall exceed a height of 60 feet above the centerline elevation of the highway travel lane (not the associated entrance/exit ramps) nearest the building or structure. The exception to this requirement is this height limit may be increased by one foot for each two feet of additional setback from the required buffer (as measured from the 100-foot-wide boundary), up to a maximum height of 150 feet; and provided further that this height limit shall not apply where it would limit a structure or building's height to less than 60 feet above the highest finished grade at the building's foundation. All buildings and site plans which were approved or constructed prior to August 25, 1988, are hereby deemed to be conforming with this requirement; however, any addition to or expansion of any such building or site plan shall conform to this requirement.

(b)The Town Council may increase the maximum height limit as part of its approval of a development plan taking into consideration the topography of the area, traffic volumes for the designated thoroughfare, surrounding land uses, existing land uses, the actual location of the corridor, any existing or proposed buffers. In increasing the maximum allowed height, the Town Council shall ensure that the applicant meets the other requirements and the intent of this Part.

(Ord. No. 93-37, § 1, 10-28-93; Ord. No. 97-035, 9-24-97; Ord. No. 98-015, 8-27-98)

10.1.6 Variances.

The Zoning Board of Adjustment shall not grant a variance which modifies the width of the buffer required under this Part, or which modifies the amount or type of vegetation required by the Town Council under this Part.

(Ord. No. 97-035, 9-24-97)

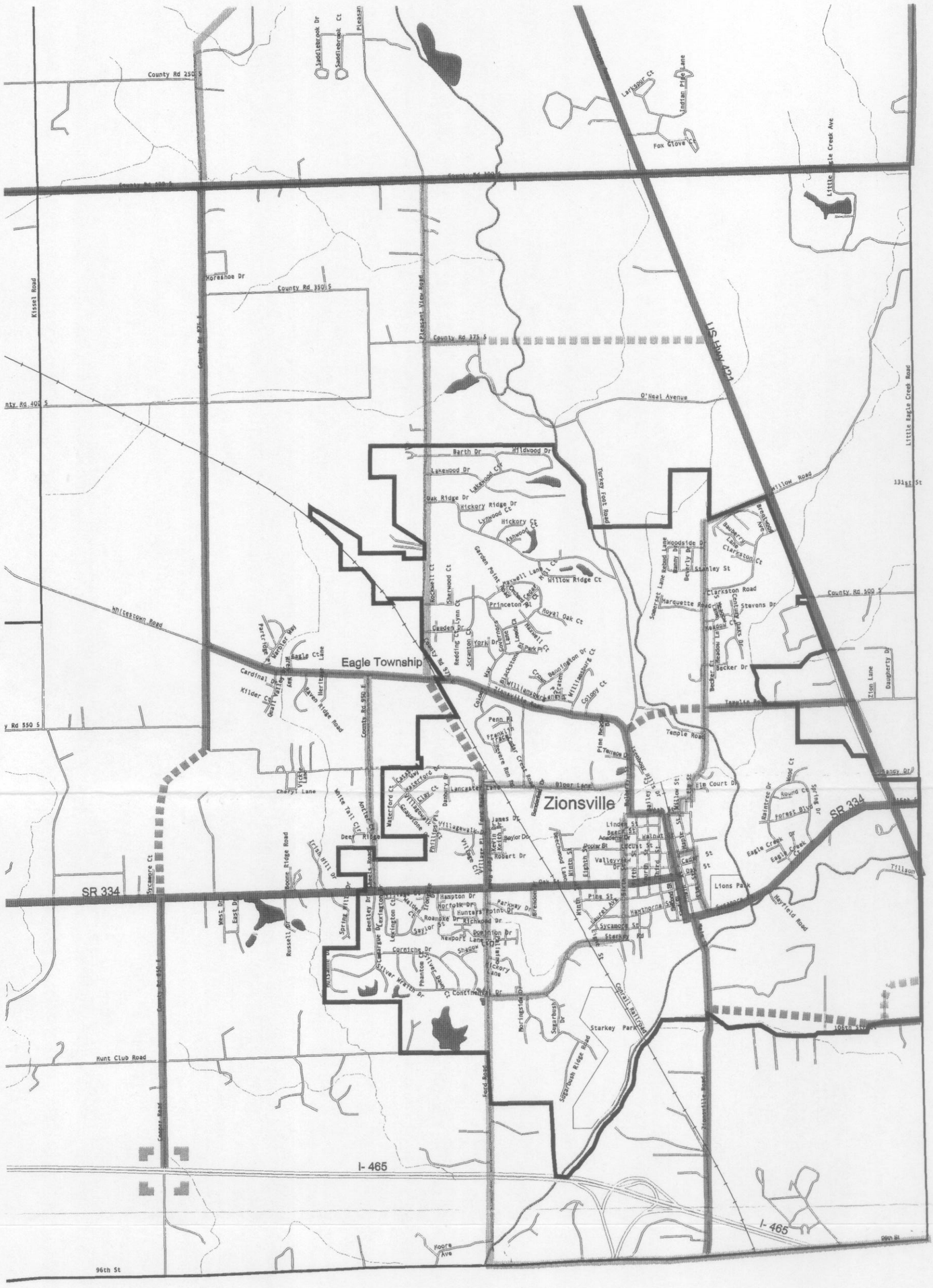
10.1.7. Existing Nonconforming Structures.

Where a structure existed within the buffer strip required under Section 10.1.4 at the time the property was classified into the Thoroughfare Corridor Buffer District, and that structure does not conform to the requirements of this Part, any change or addition to that structure which would require development plan approval under Chapter 5 of this Ordinance shall comply with the requirements of this Part. Such structure shall be governed in all other respects by Chapter 17 (specifically, "Expansion, Alteration or Major Repair of Nonconformities" and other related sections) of this Ordinance.

Fairfax County, VA

Overlay Zoning Districts impose additional regulations or restrictions on uses. Types of Overlay Districts include,

- D (Historic District) -- Area of historic importance protected through architectural controls within the district
- AN (Airport Noise Impact Overlay District) – Area in which soundproofing of residential, commercial and industrial structures may be required in order to minimize the impact of aircraft noise
- SC (Sign Control) -- Intensely developed commercial and industrial area in which special controls on freestanding signs are placed
- HC (Highway Corridor) – Area along a segment of a major highway in which controls are placed on certain highway-oriented uses
- NR (Natural Resource) -- Area in which sand and gravel extraction and stone quarrying may be permitted with the approval of a special permit
- WS (Water Supply Protection) – Area in which controls are place to protect public water supplies from the danger of water pollution.



LEGEND

	Existing	Upgraded/Proposed
Primary Arterial		
Secondary Arterial		
Collector		
Proposed Interchange		

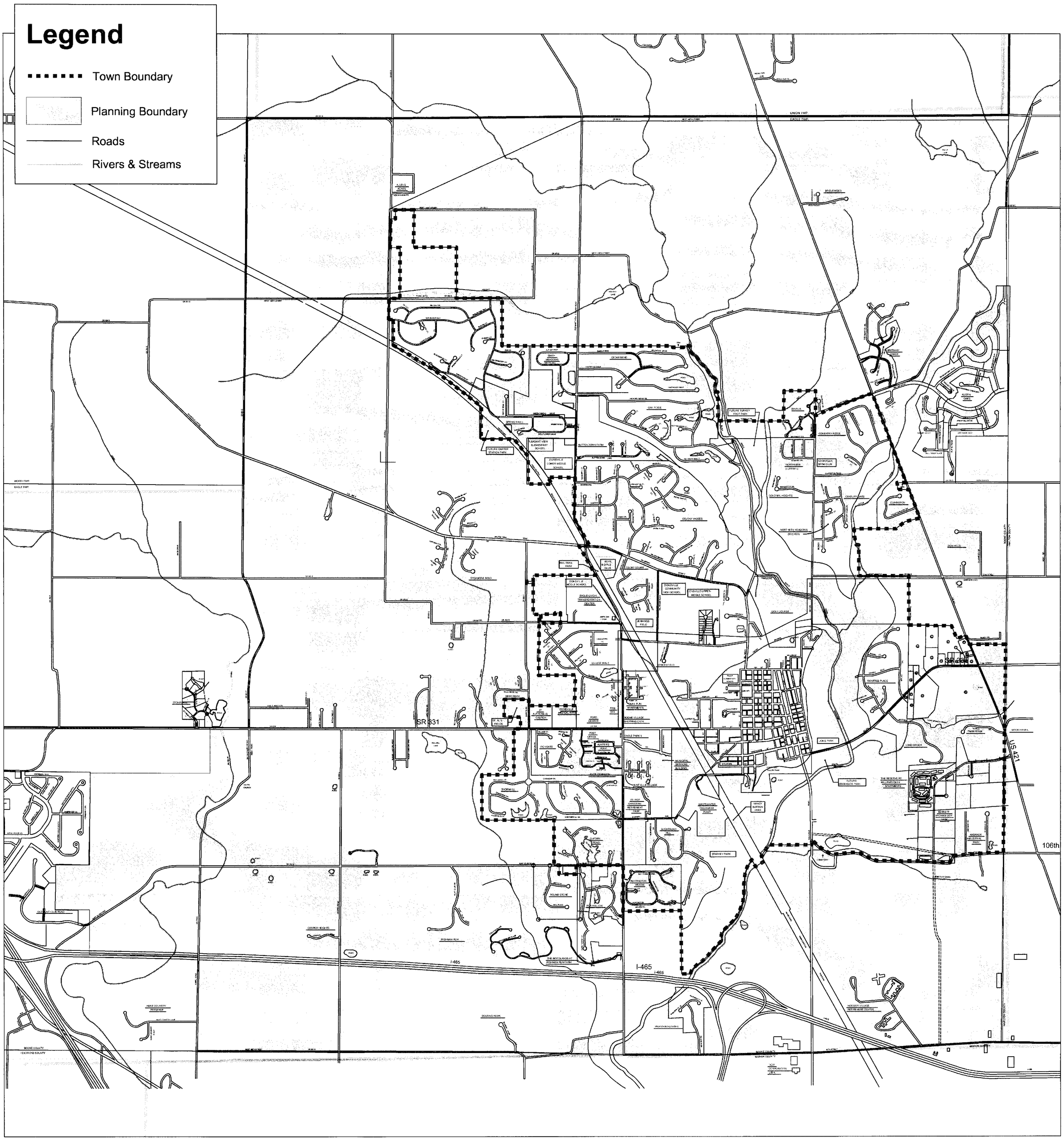
June, 2000

PB PARSONS BRINCKERHOFF
47 S. PENNSYLVANIA STREET, INDIANAPOLIS, IN 46204

SCALE: 1" = 2500'

ZIONSVILLE TRANSPORTATION PLAN

FIGURE 4-1 ROAD CLASSIFICATIONS



Note: See Text for Detailed Description of Land Use Classification

0 0.1 0.2 0.4 0.6 0.8 1 1.2 1.4 Miles

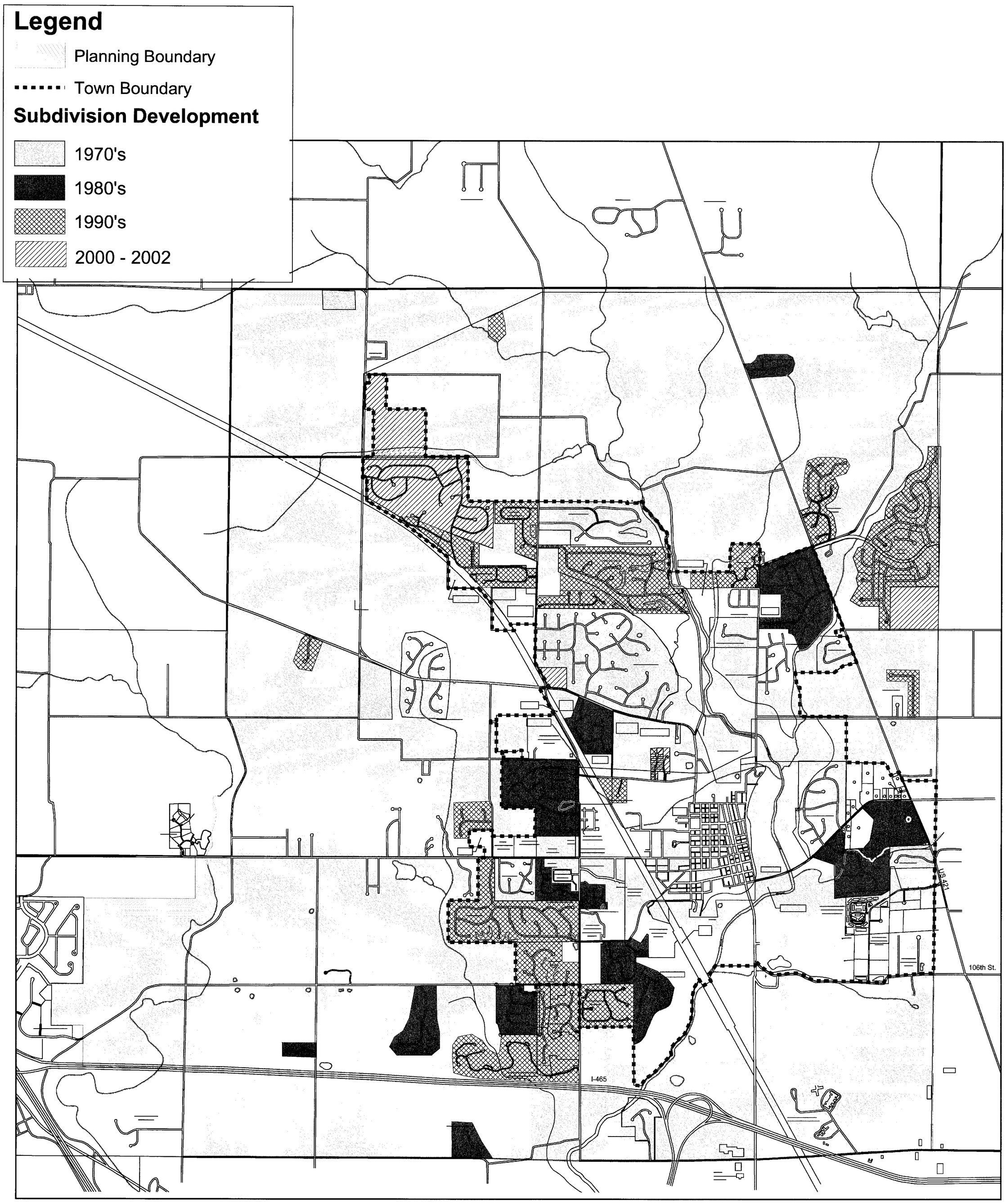
N

Zionsville Comprehensive Plan

HNTB

Figure 1.1 Zionsville Town Limits and Planning Area

July 2003



Zionsville Comprehensive Plan

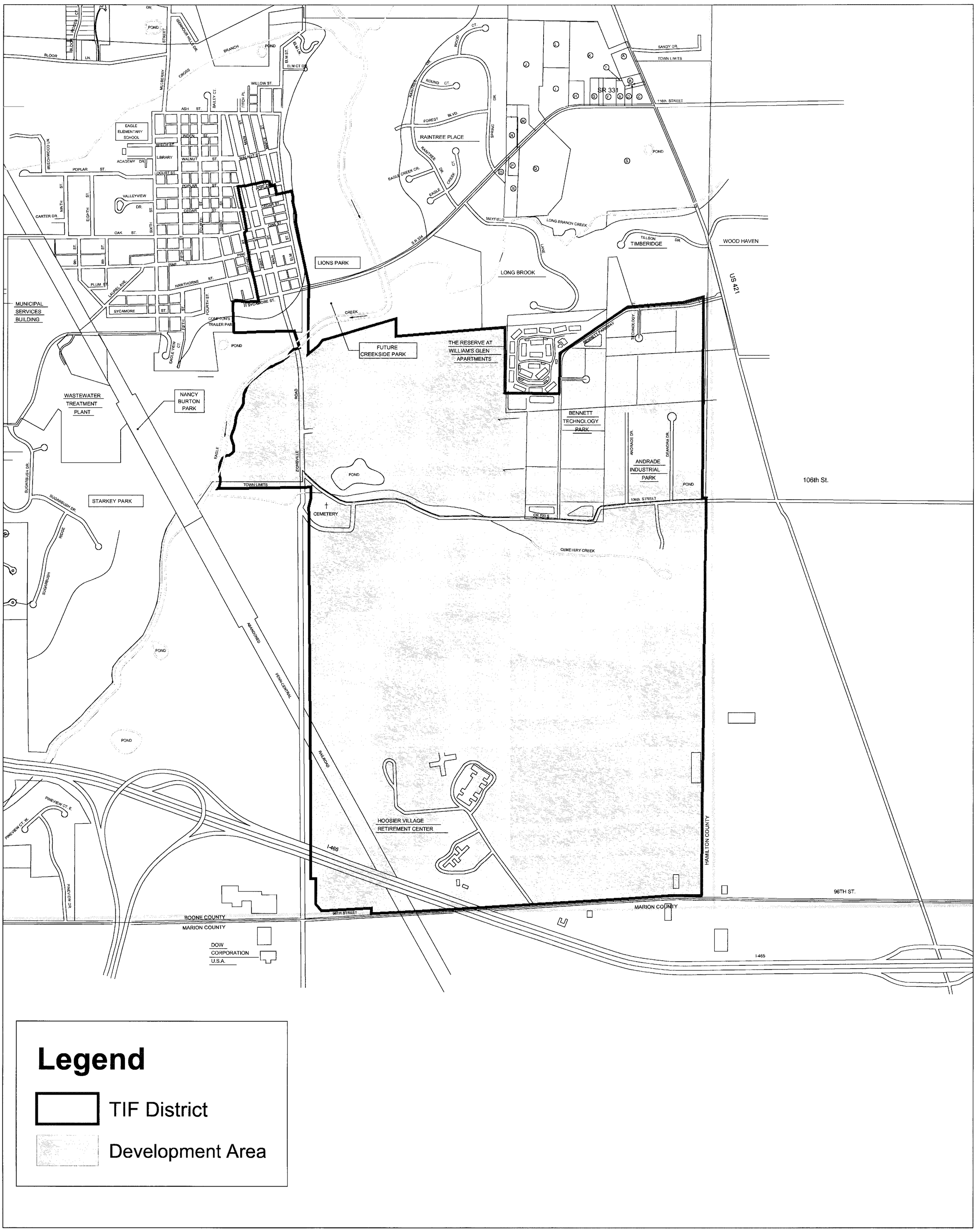
HNTB

0 0.1 0.2 0.4 0.6 0.8 1 1.2 1.4 Miles

N

Figure 3.6 Eagle Township Subdivision by Year

July 2003



Zionsville Comprehensive Plan

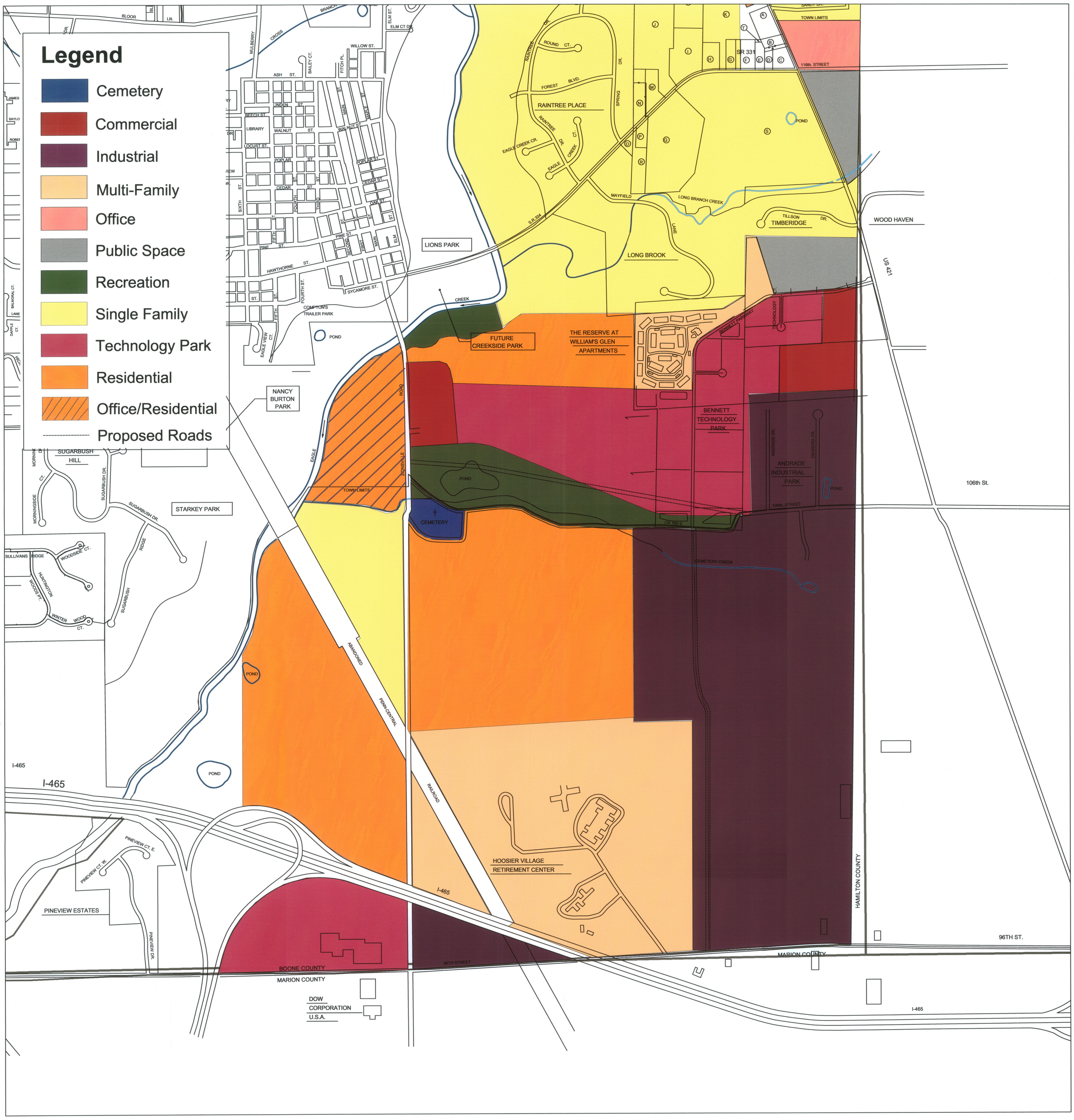
HNTB

0 0.1 0.2 0.4 0.6 0.8 Miles

N

Figure 4.6 TIF Study Area

July 2003



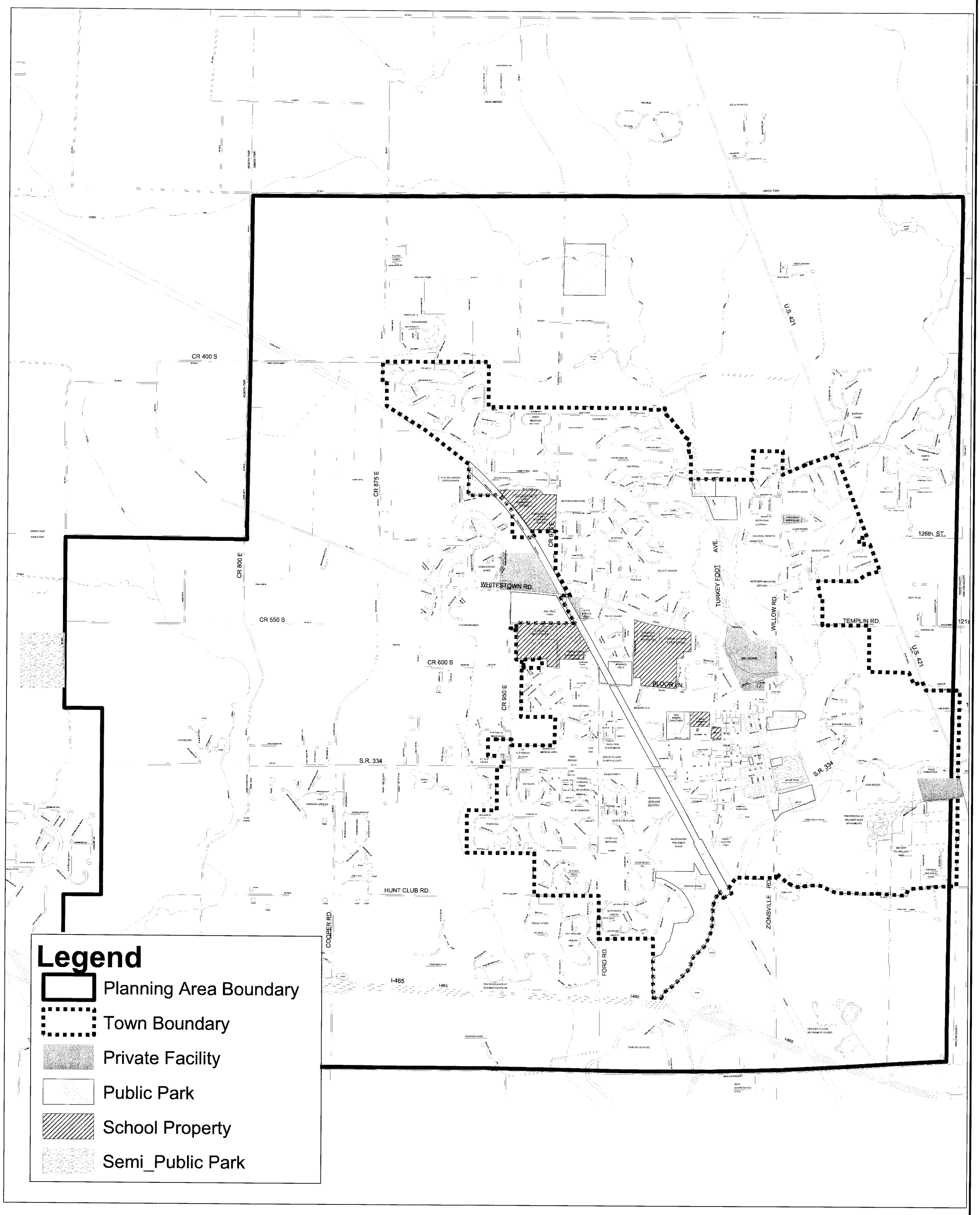
Note: See Text for Detailed Description of Land Use Classification

Zionsville Comprehensive Plan

HNTB

Figure 4.7 TIF Proposed Land Use

July 2003



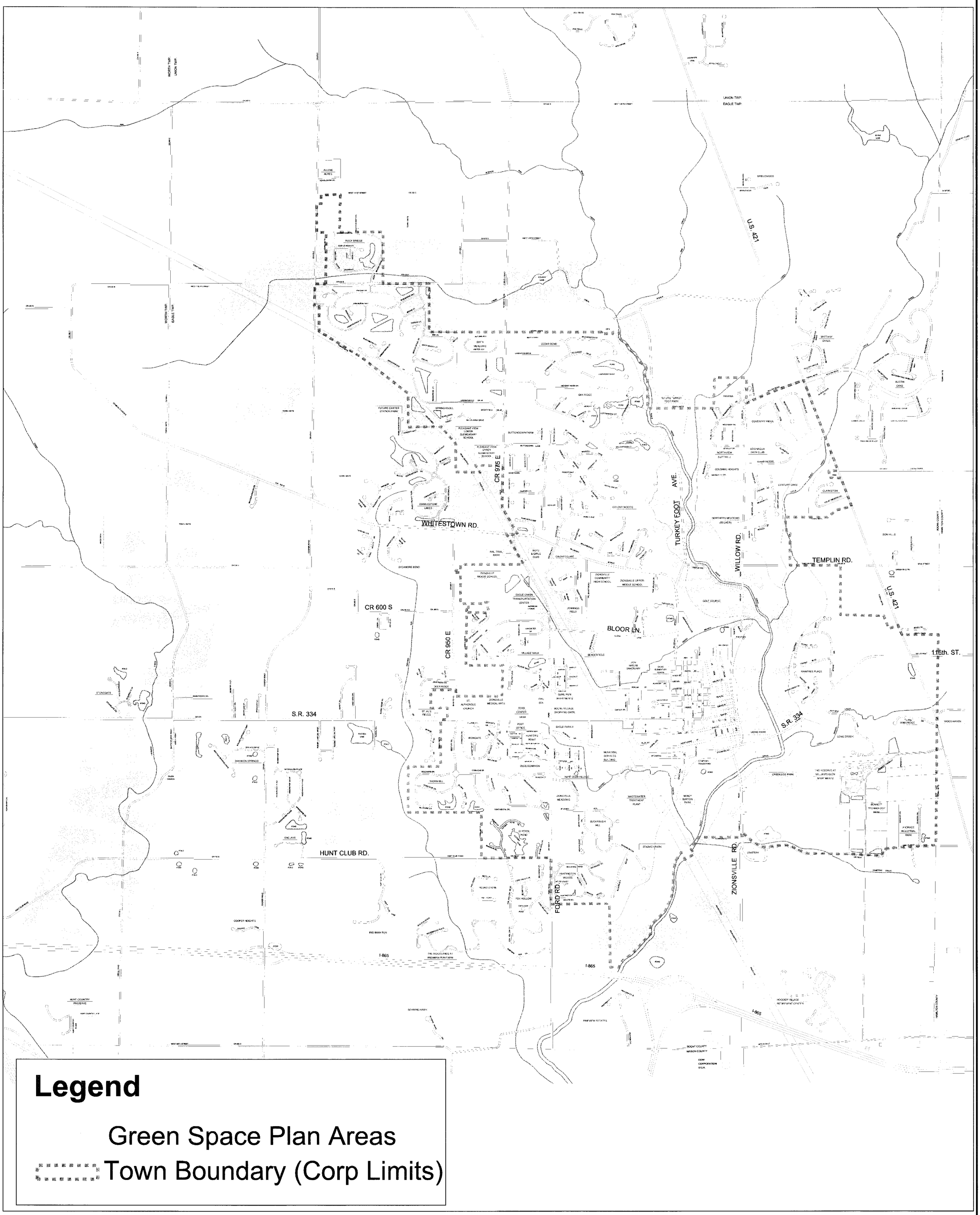
Zionsville Comprehensive Plan

HNTB

Figure 5.1 Existing Parks Facilities

July 2003

Not To Scale

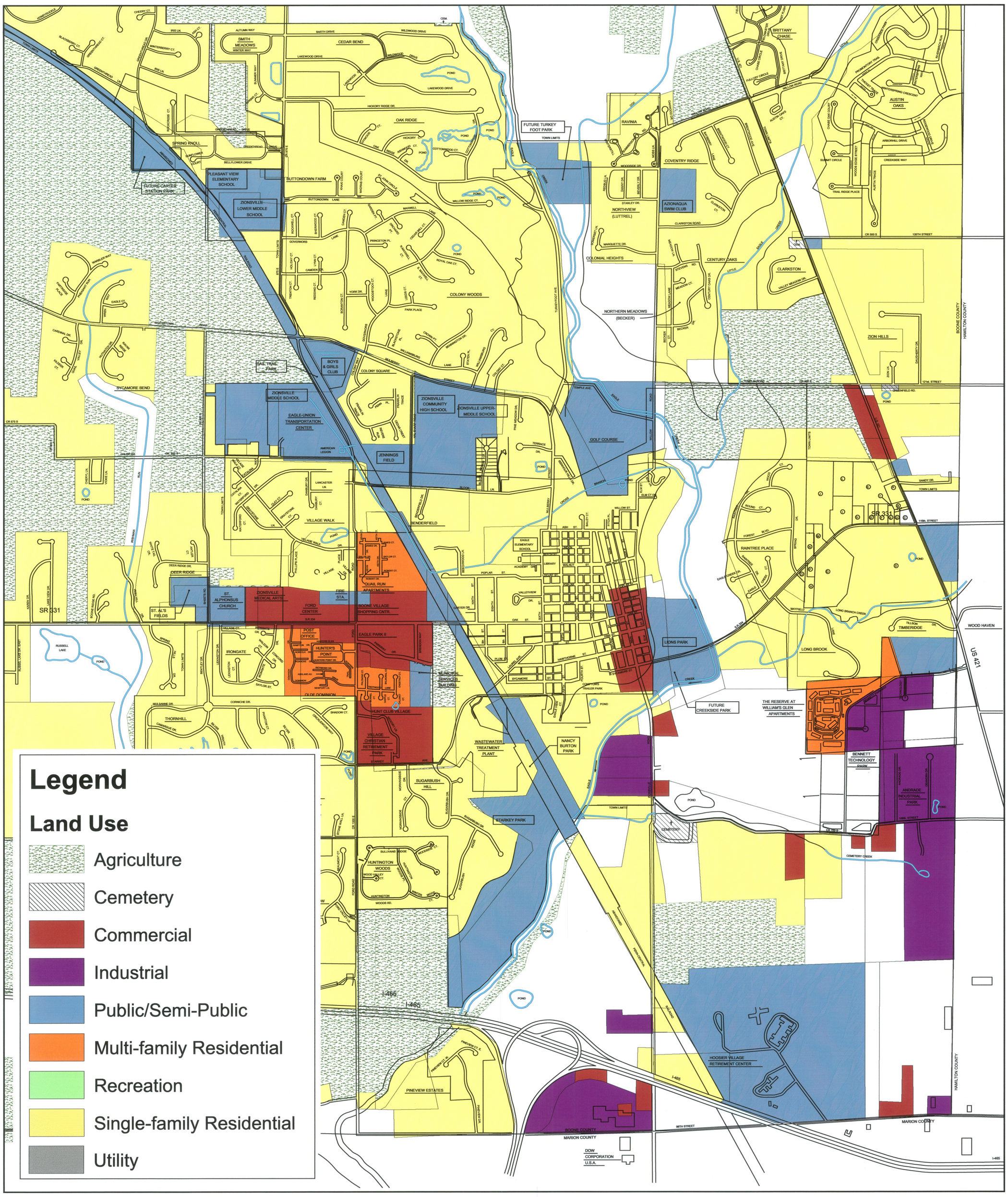


Zionsville Comprehensive Plan

HNTB

Figure 5.2 Green Space Plan Areas

July 2003
Not To Scale

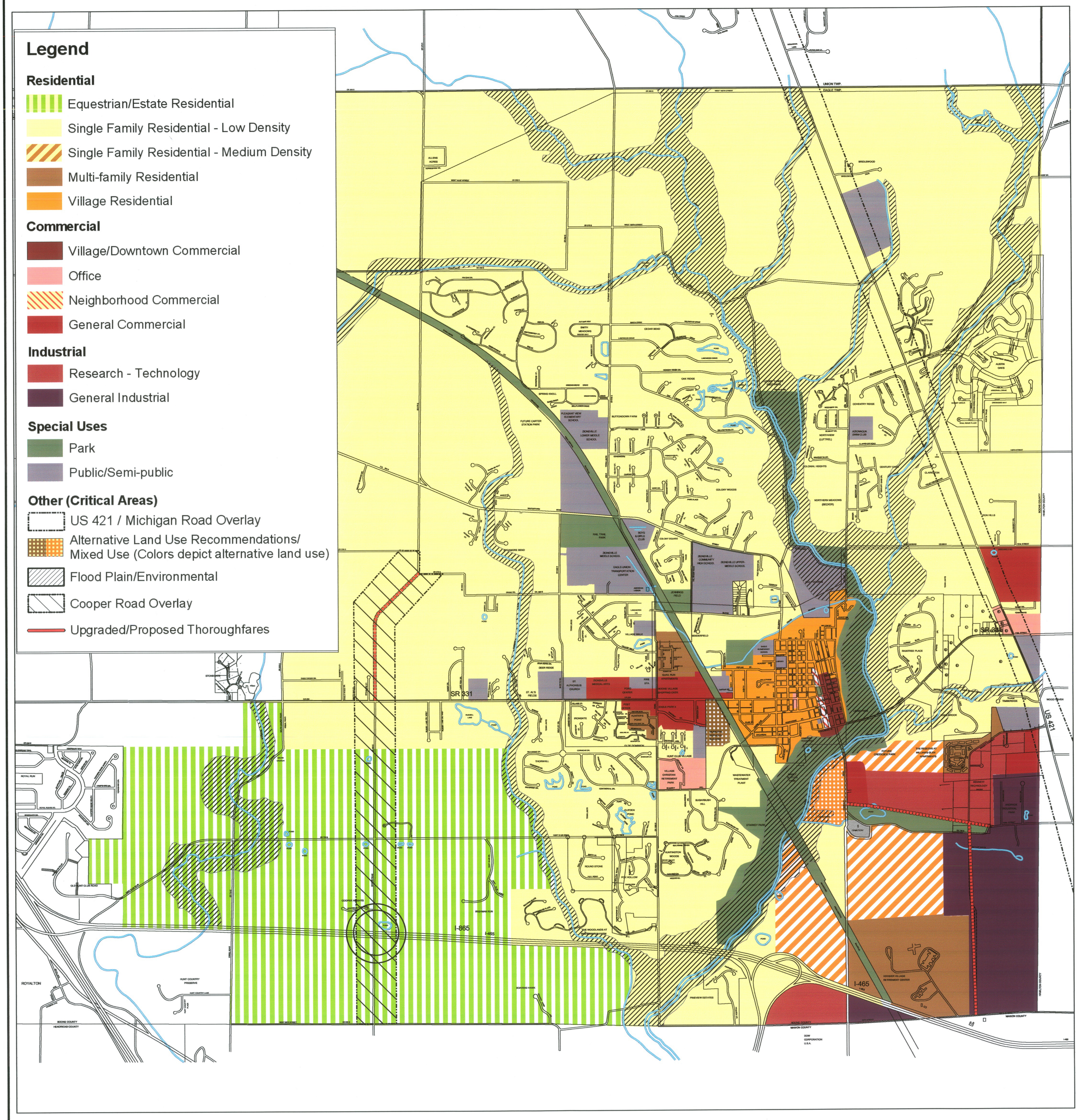


Zionsville Comprehensive Plan

HNTB

Figure 6.1 Generalized Existing Land Use

July 2003



Note: See Text for Detailed Description of Land Use Classification

0 0.25 0.5 1 Miles

N

Zionsville Comprehensive Plan

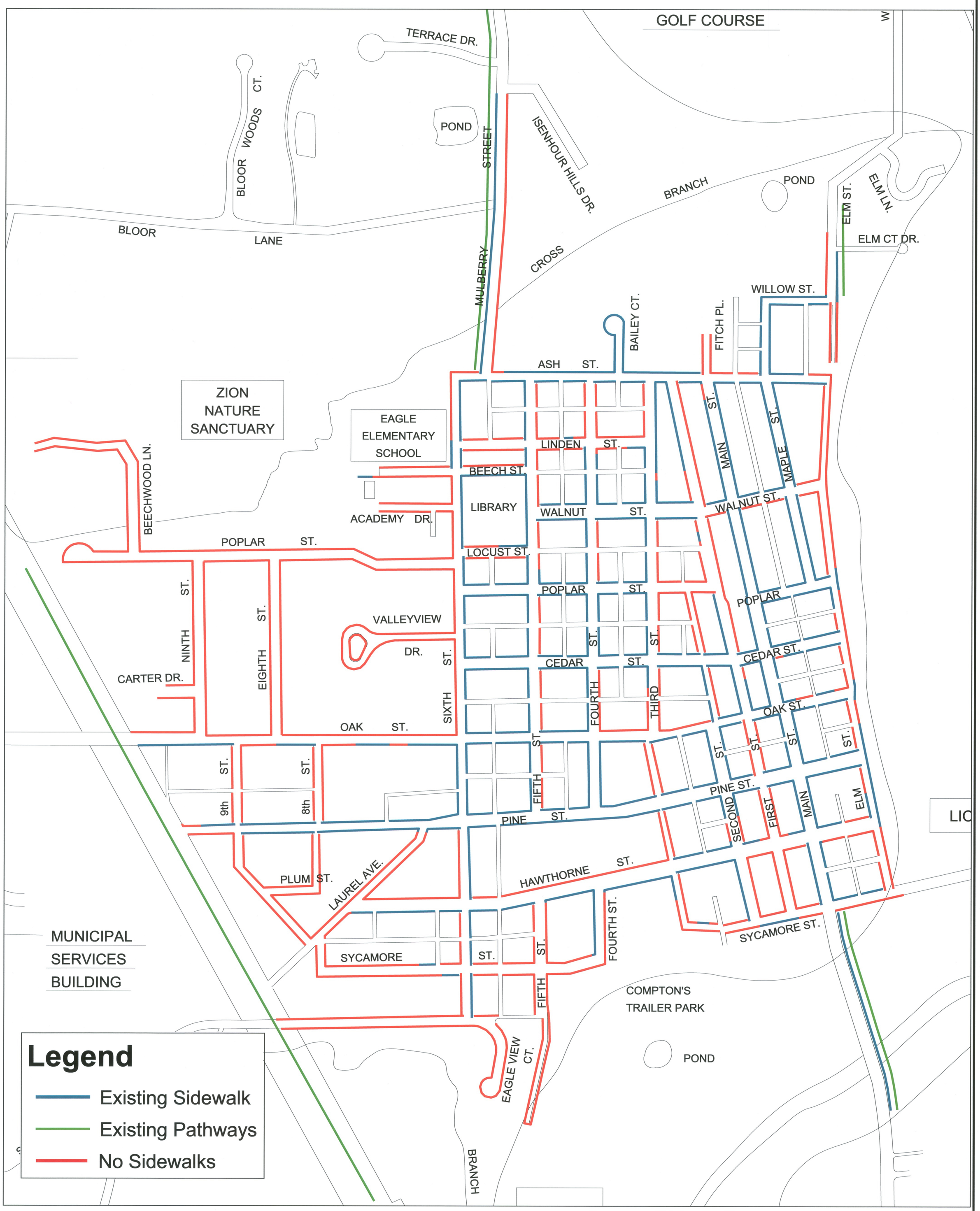
HNTB

Figure 6.2 Proposed Land Use

July 2003

This is map is an original -- 12-08-03

6.2 map is in 37993 mxd folder

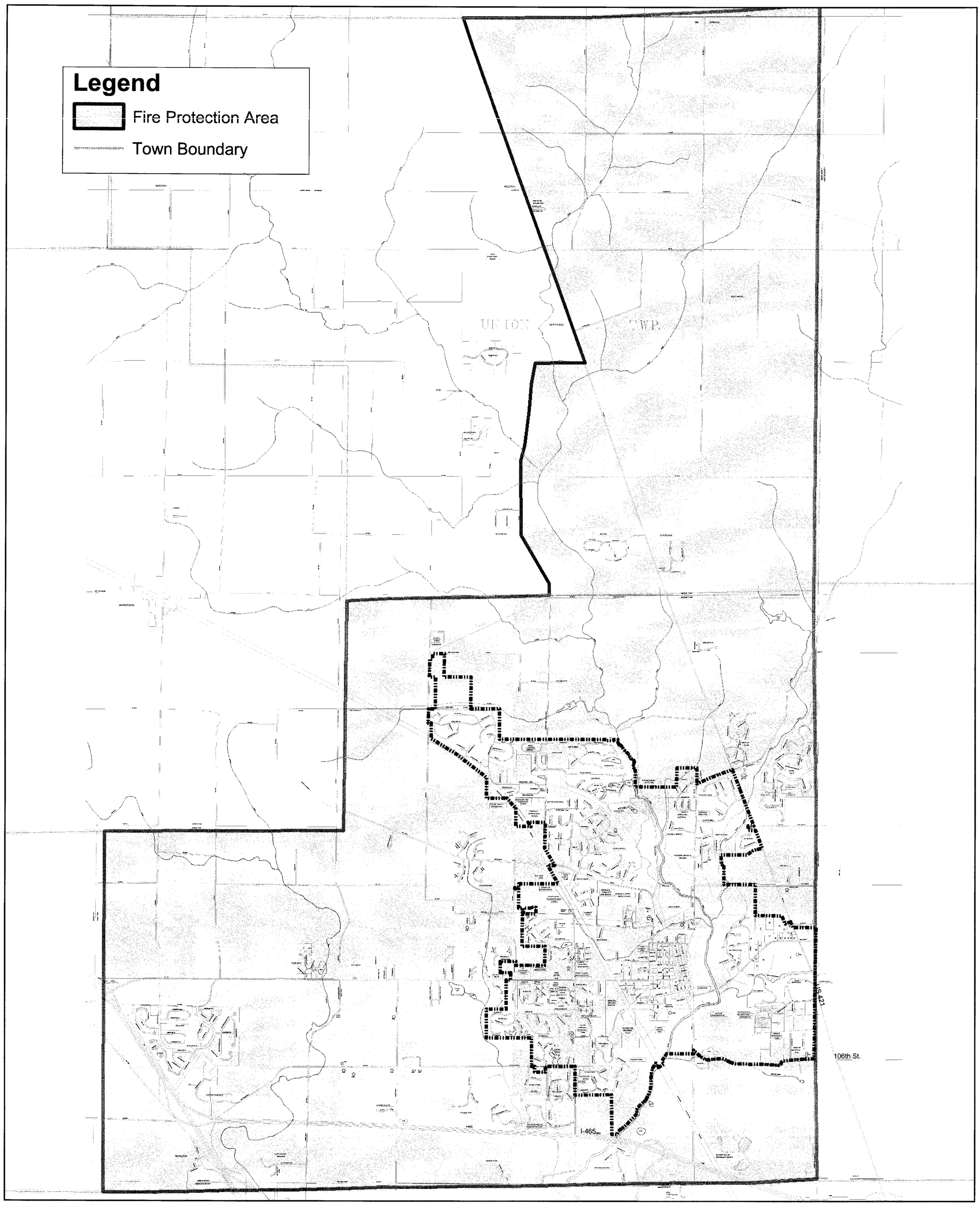


Zionsville Comprehensive Plan

HNTB

Figure 7.10 Zionsville Village Area Sidewalk Location and Conditions

July 2003
Not To Scale



Zionsville Comprehensive Plan

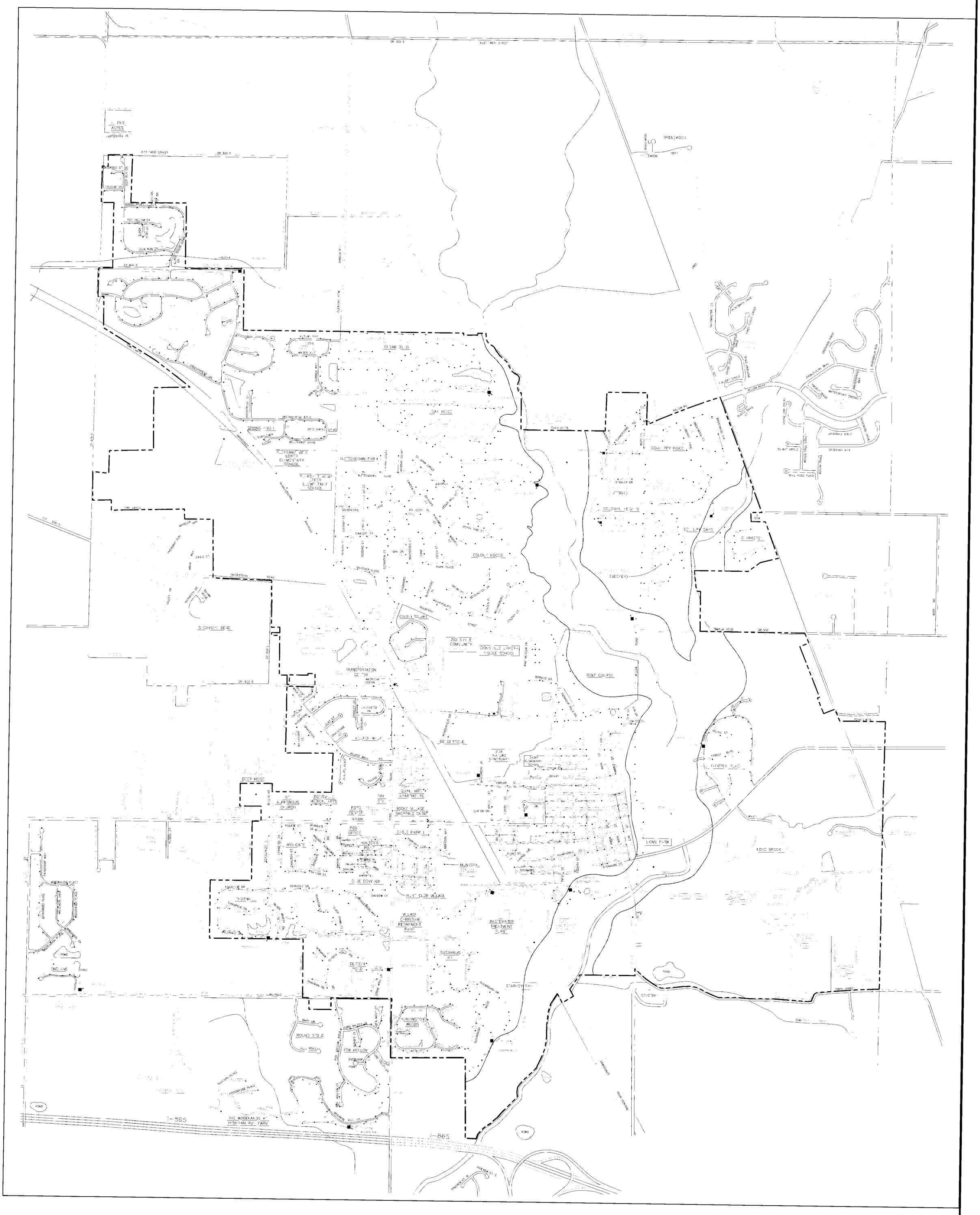
HNTB

0 0.25 0.5 1 1.5 2 Miles

N

Figure 7.3 Current Zionsville Fire Department Service Area

July 2003



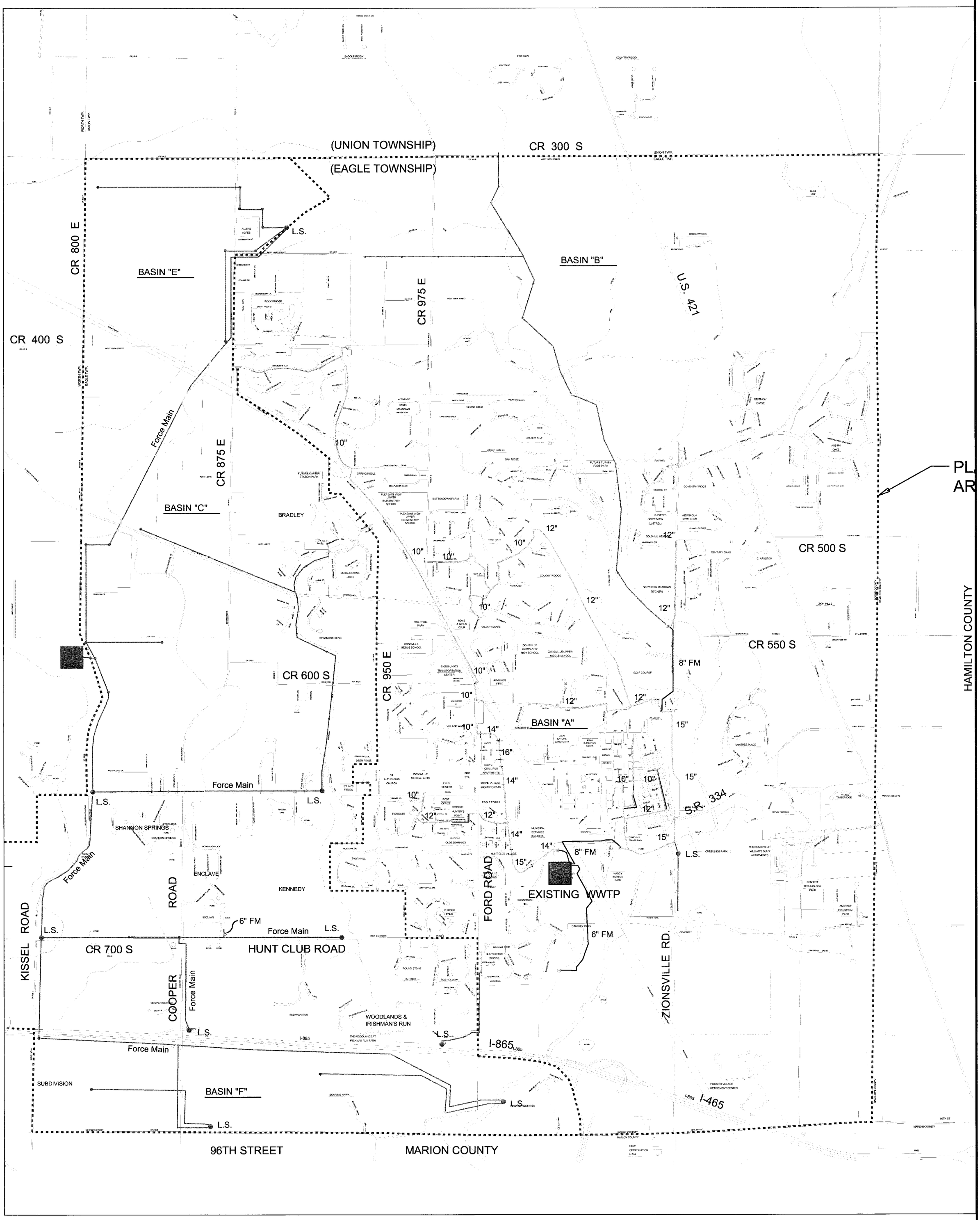
Zionsville Comprehensive Plan

HNTB

SCALE: 1"=2000'

Figure 7.4 Current Sewer Service Area

July 2003

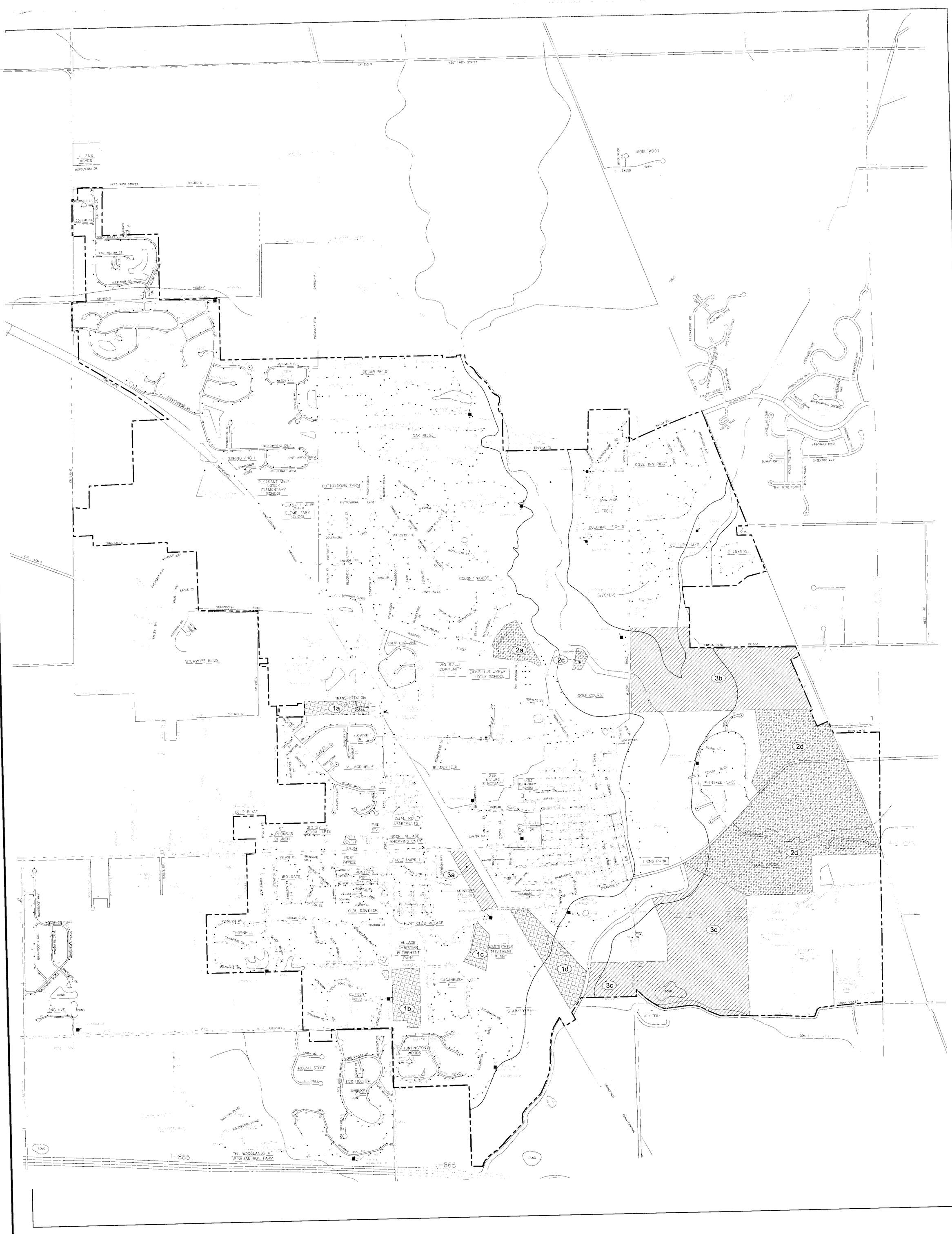


Zionsville Comprehensive Plan

HNTB

Figure 7.5 Future Sewer Service Area

July 2003
Not To Scale



Zionsville Comprehensive Plan

HNTB

SCALE: 1"=2000'

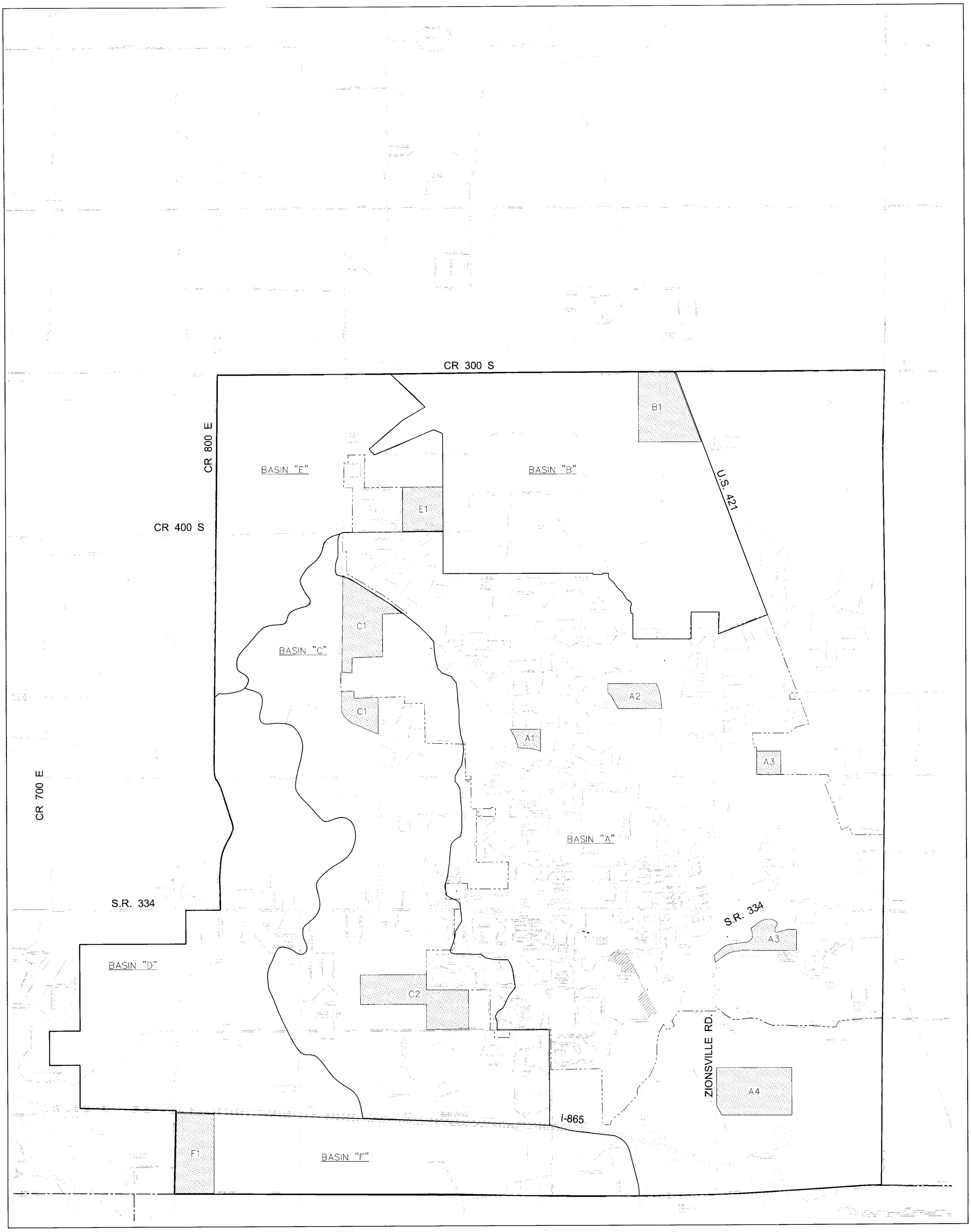
LEGEND

- CATEGORY 1
- CATEGORY 2
- CATEGORY 3

N

Figure 7.6 Areas in Town Without Sanitary Sewer Service

July 2003



Zionsville Comprehensive Plan

HNTB

SCALE: 1"=3000'

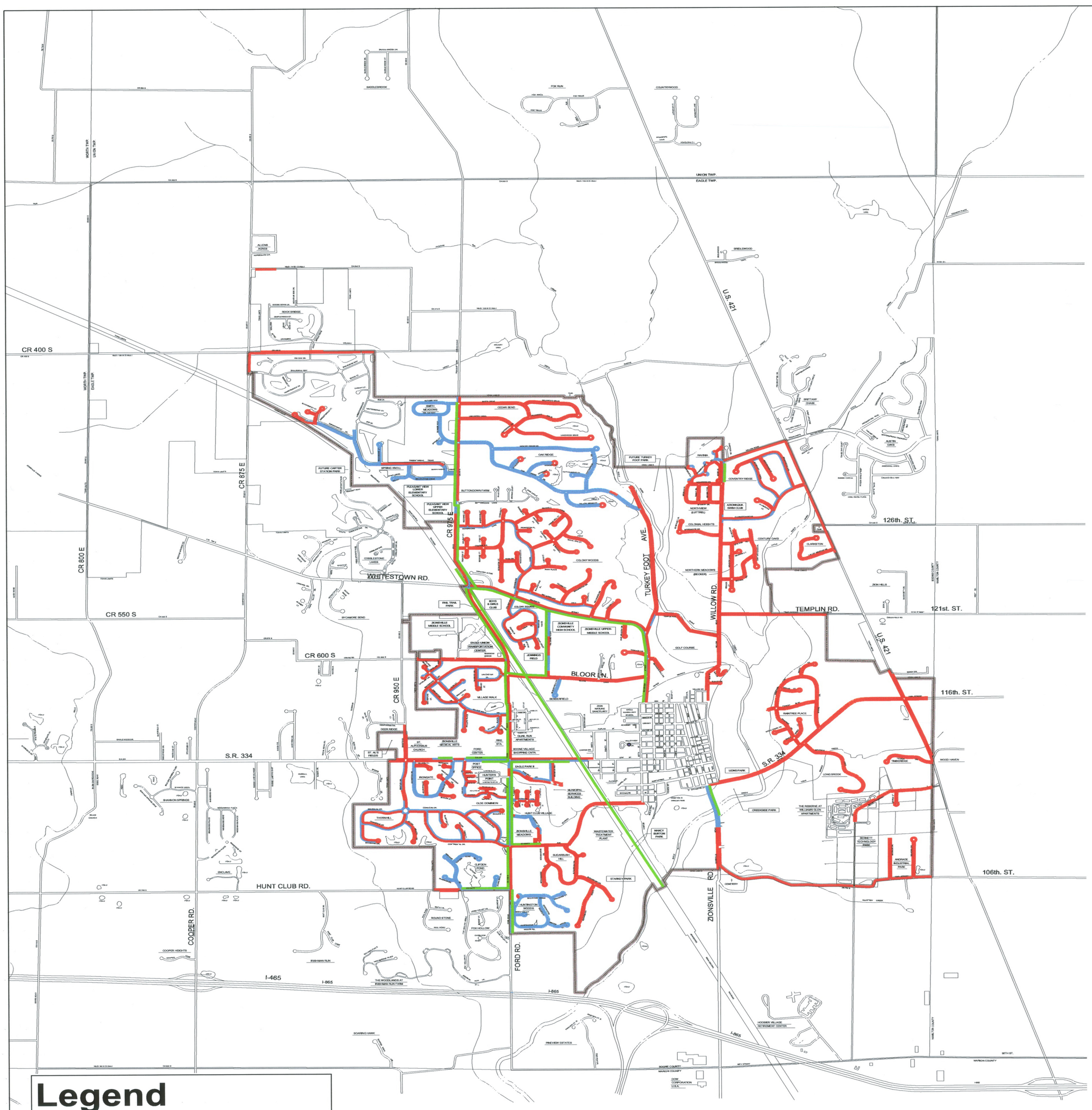
LEGEND

- EXISTING CORPORATE BOUNDARY
- MASTER PLAN BOUNDARY
- DRAINAGE BASIN BOUNDARIES
- POTENTIAL DEVELOPING AREA

N

Figure 7.7 Potential Development Requiring Sanitary Service Outside Town

July 2003



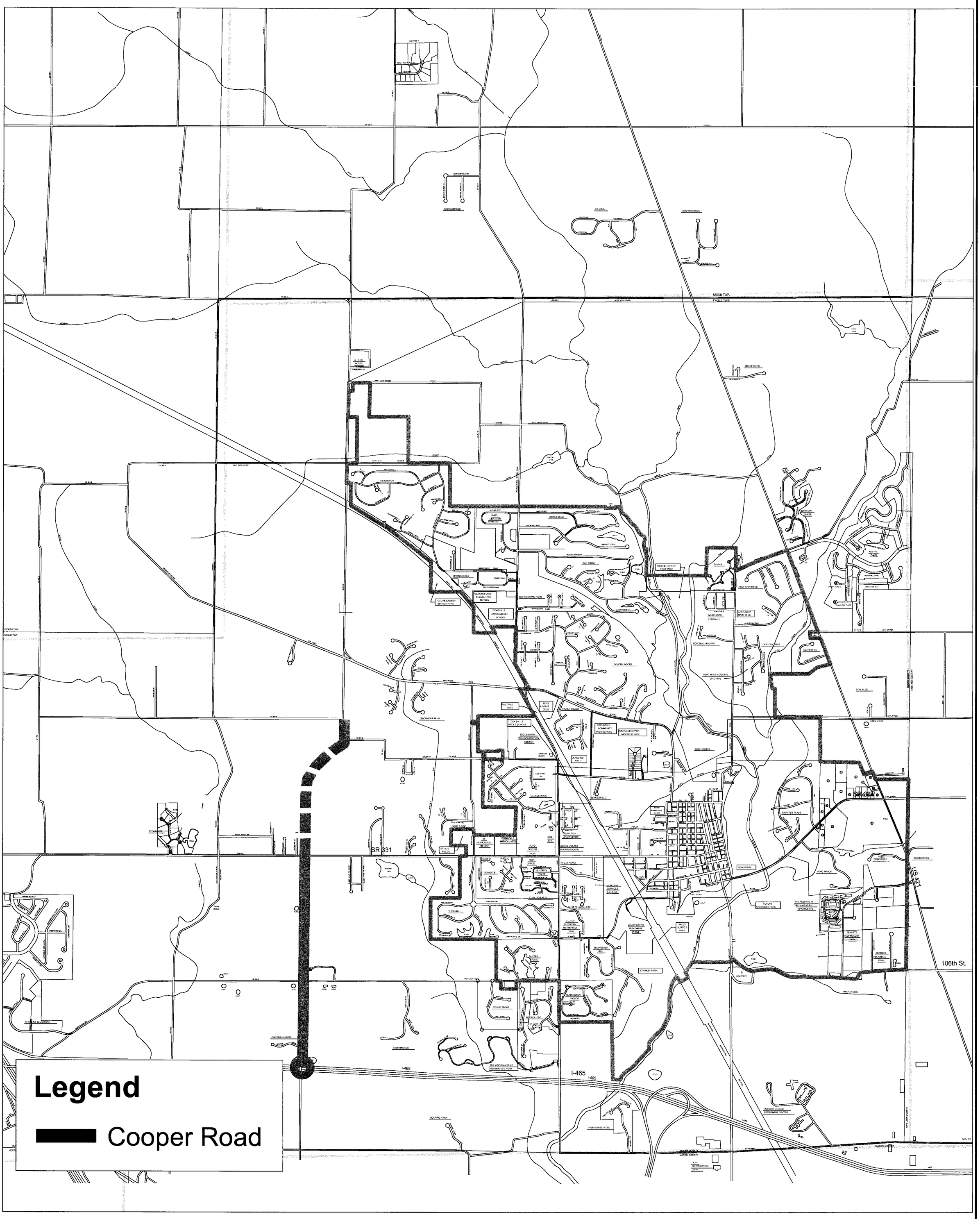
Zionsville Comprehensive Plan

HNTB

Figure 7.9 Zionsville Sidewalk Locations and Conditions

July 2003
Not To Scale

N

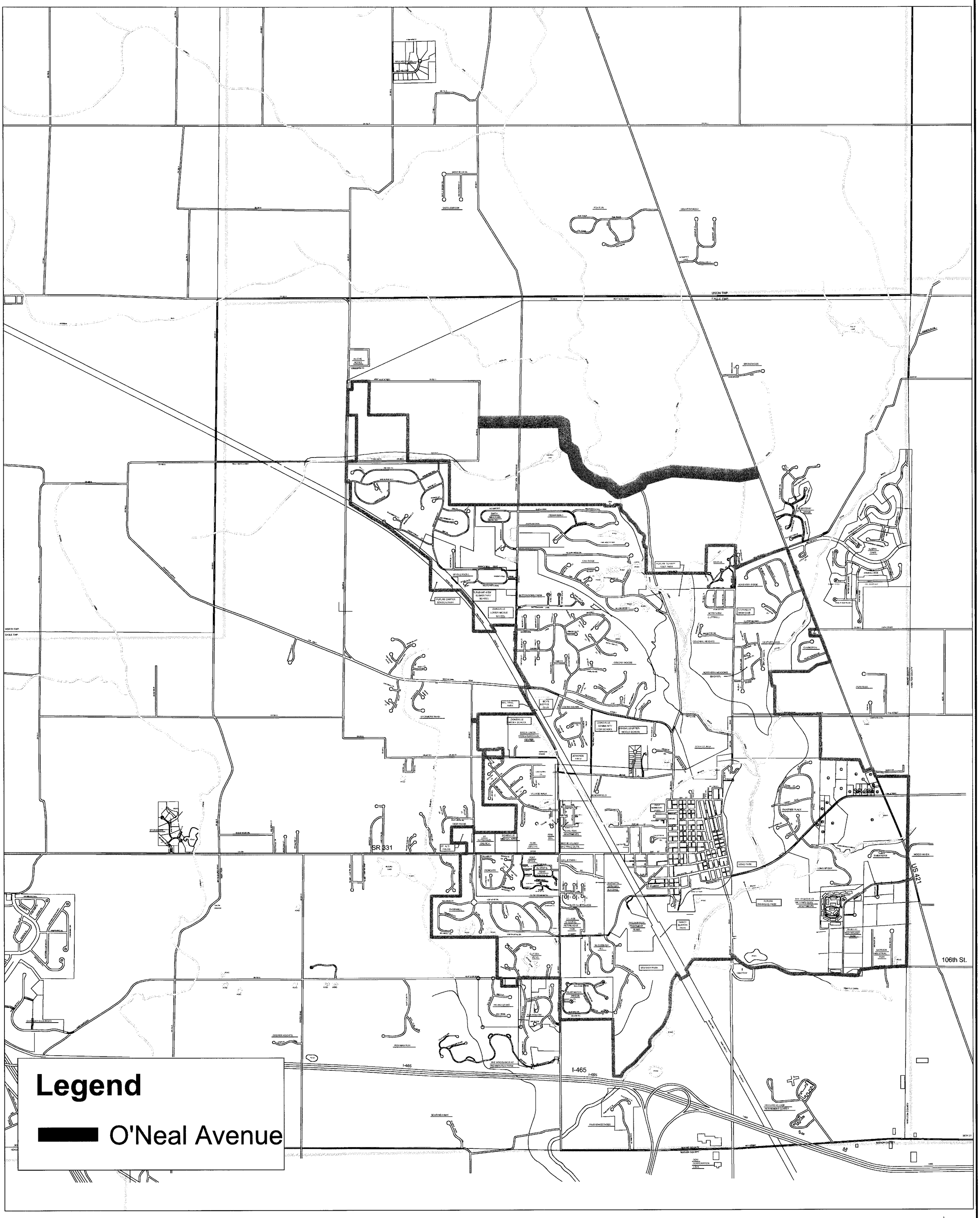


Zionsville Comprehensive Plan

HNTB

Figure 8.1 Cooper Road Relocation Map

July 2003

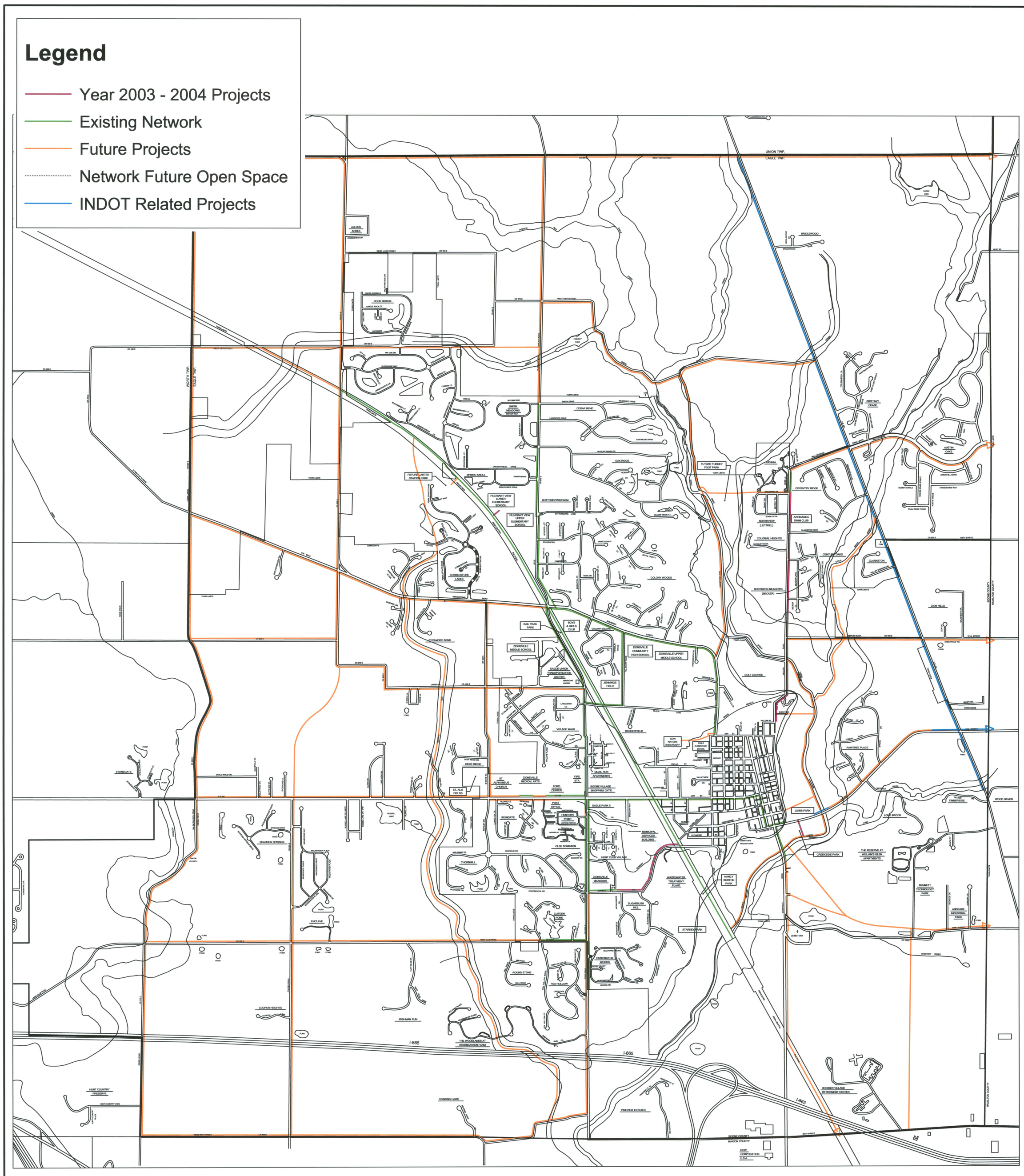


Zionsville Comprehensive Plan

HNTB

Figure 8.10 O'Neal Avenue Location Map

July 2003

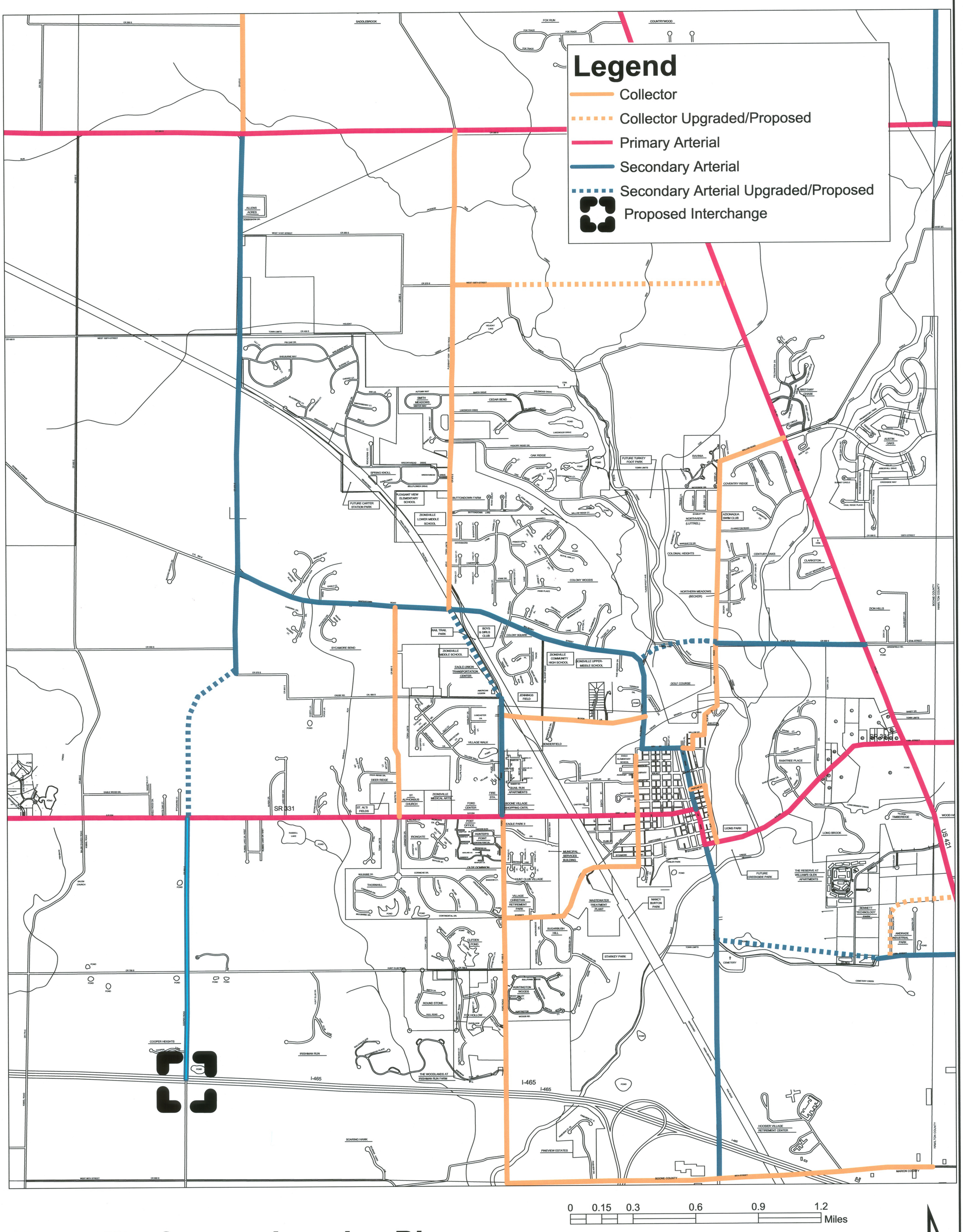


Zionsville Comprehensive Plan

HNTB

Figure 8.11 Pathway/Sidewalk Network

July 2003

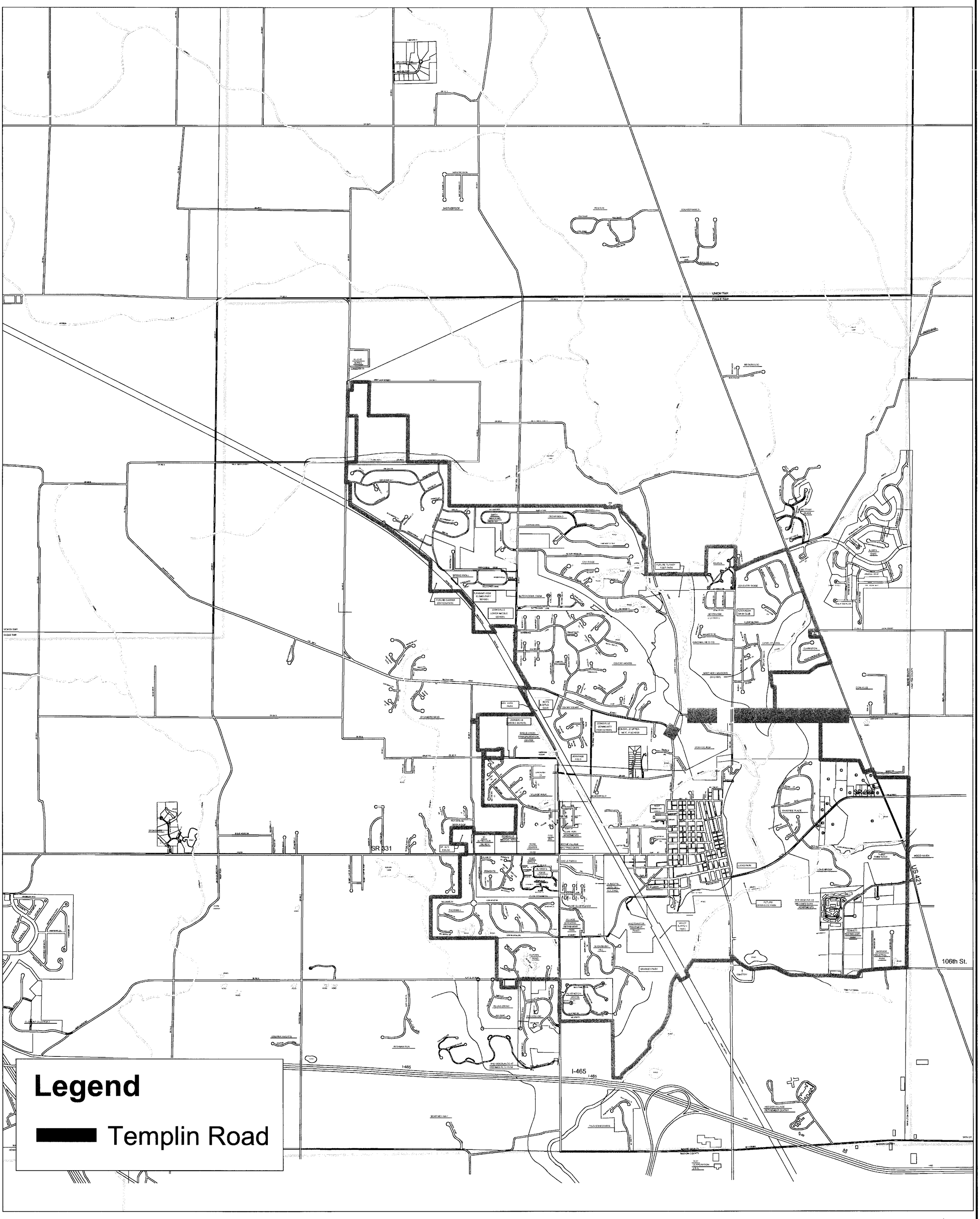


Zionsville Comprehensive Plan

HNTB

Figure 8.13 Road Classifications

July 2003

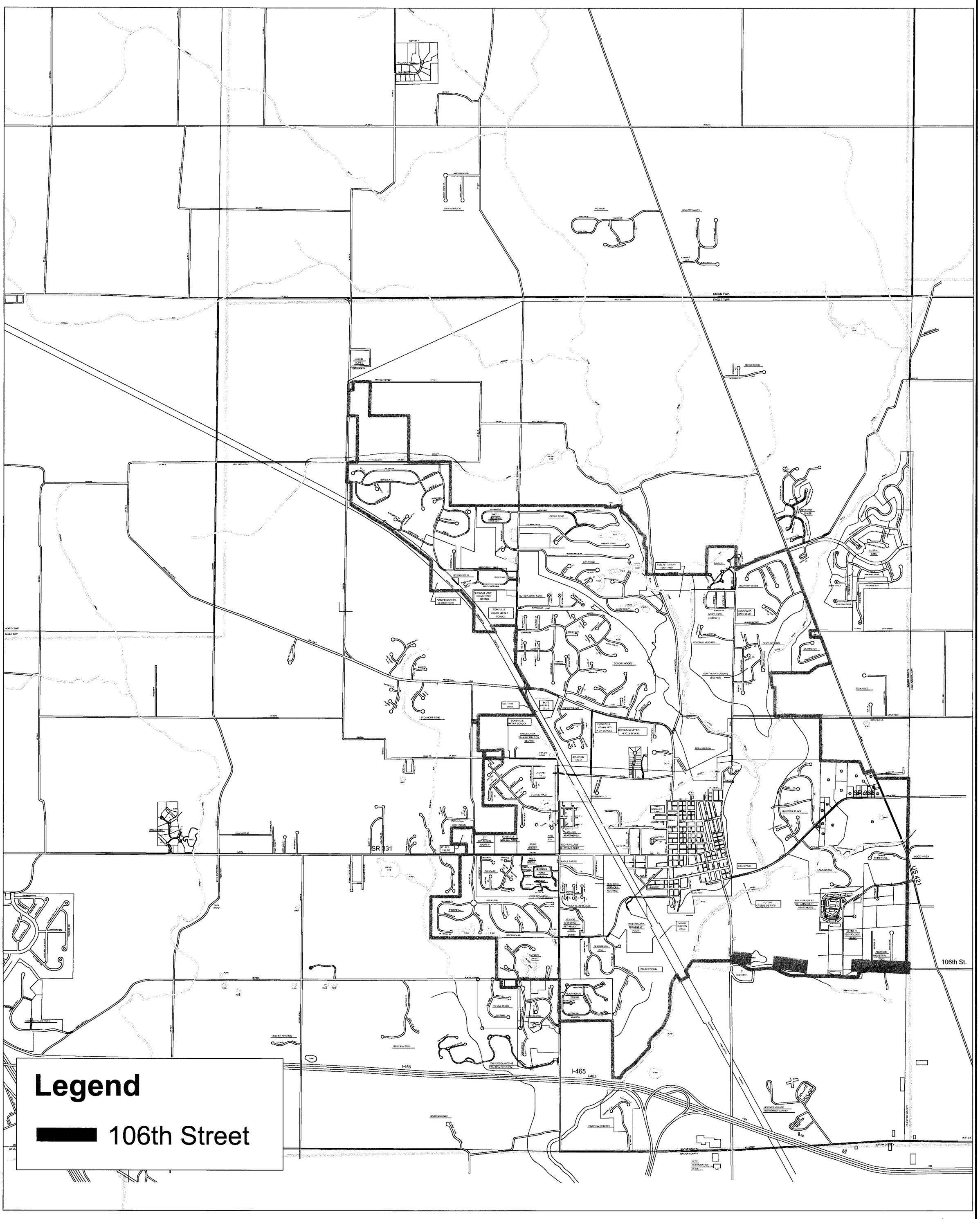


Zionsville Comprehensive Plan

HNTB

Figure 8.2 Templin Road Location Map

July 2003



Zionsville Comprehensive Plan

HNTB

Figure 8.7 106th Street Location Map

July 2003

Draft

TOWN OF ZIONSVILLE COMPREHENSIVE PLAN: RURAL AMENDMENT

DATE: 2010

GOALS, OBJECTIVES, AND ACTION PLANS

GOALS, OBJECTIVES, AND ACTION PLANS

The purpose of this chapter is to establish the goals, objectives, and action steps that will guide future growth and development in a manner that will reflect the community's unique character.

WHAT ARE GOALS, OBJECTIVES, AND ACTION PLANS?

This portion of the Comprehensive Plan is based upon goals and objectives. Each has a distinctive meaning and purpose in the planning process. Together, goals and objectives can serve as the basis for development decisions. They may be implemented by legislative and policy actions throughout the community, such as zoning ordinances, design regulations, capital improvement programs, and building code enforcement.

Goals are concise statements that describe in general terms, a desired future condition that further defines the vision statement. They are the future of the plan and address those things the Town wants to accomplish over the life of the plan. Goals also form the framework for more detailed decision making and are used by the Town to establish priorities for public and private discussion and consideration, as well as to identify needed public improvements and services.

Objectives are statements that describe a specific, measurable, future condition to be attained during a stated period of time and, ultimately, the course of action required to achieve a stated goal. Furthermore, objectives are tasks that recommend how a goal will be accomplished. Objectives are statements of community intent against which individual actions and decisions are evaluated. Objectives should be sufficiently quantifiable to gauge the appropriateness of development applications, have a general timeframe, and be understood by both the decision-makers and the general community.

Once the goals and objectives are established, the Action Steps necessary to achieve the objective are determined. An Action Step is an organized activity to accomplish an objective. Responsible Parties for each of the action steps are then formulated.

GOALS, OBJECTIVES, AND ACTION PLANS FOR THE TOWN OF ZIONSVILLE

Seventeen goals have been identified for Rural Zionsville that are intended to enhance existing conditions and maintain the level of services to which the current residents have become accustomed.

1. Promote local policies and practices that protect LAND through the use of best management practices to ensure sustainable long-term use
2. Promote local policies and practices in regards to SOLID WASTE through the use of best management practices to ensure sustainable long-term use
3. Improve leadership and the effectiveness of government agencies through investment in education and training
4. Review the Comprehensive Plan regularly
5. Encourage proactive local government
6. Promote the development of a transportation system to ensure the most efficient and safe movement of people and goods
7. Employ best management practices to minimize negative short- and long-term impacts of development
8. Encourage the expansion of existing infrastructure to targeted growth areas through coordination between utility providers, municipalities, and the County
9. Create development standards to define growth character appropriate to the culture and heritage unique to the area within the county it occurs
10. Identify target growth areas that take into account environmental sensitivity, agriculture conservation, and existing infrastructure availability
11. Growth standards shall reflect a cohesive and unique character that emphasizes a connection between creating a rural and small town sense of place and the convenience between places to live, work, and play
12. Limit land-use conflicts
13. Improve appearance of residential subdivisions
14. Improve appearance of individual homes and dwellings
15. Encourage mixed-use development and the flexibility to create traditional neighborhood developments (TND)
16. Encourage a variety of housing types
17. Support green development and environmentally responsible residential development and housing

Goal 1: Promote local policies and practices that protect LAND through the use of best management practices to ensure sustainable long-term use.

- **Objective:** Create an agricultural map that identifies the prime farming areas in Rural Zionsville based on yield reports and/or soils depths.

Action Steps:

1. Define and classify different agriculture
2. Collect and examine soil depth yield reports
3. Work with agriculture industry representatives to help identify prime farming land based soil reports (medium)

Goal 2: Promote local policies and practices in regards to SOLID WASTE through the use of best management practices to ensure sustainable long-term use.

- **Objective:** Explore and review the Ordinance to incorporate special land-use standards for environment protection.

Action Steps:

1. Form working relationship with IDEM to gain assistance in appropriate actions/language needed for environmental protection
2. Review current Permitted Land Uses

Goal 3: Improve leadership and the effectiveness of government agencies through investment in education and training.

- **Objective 3.1:** Create minimum standards for continuing education for County staff, such as requiring a minimum number of hours of attending professional development seminars, conferences, and/or classes. (Immediate ongoing)
- **Objective 3.2:** Hold educational meetings throughout the year for all governmental staff, town boards, county council, commissioners and the public aimed at keeping the general public and governmental agencies informed of planning activities and programs.

Action Steps:

1. Determine content, frequency, subject matters, and invitees for such meetings (medium ongoing)
2. Encourage press attendance and reporting of these meetings to encourage attendance by those who should participate (medium ongoing)

Goal 4: Encourage proactive local government.

- **Objective:** Strongly encourage Plan Commission and staff to attend learning seminars and conferences or similar opportunities to increase knowledge and understanding of new and best planning practices.

Goal 5: Promote the review and update the existing transportation system to ensure the most efficient and safe movement of people and goods.

- **Objective 5.1:** Identify new and existing alternate routes connecting within the county and to adjacent communities to promote the most efficient and safe modes of transportation routes.
- **Objective 5.2:** Promote and cooperate in area regional transportation efforts to expand alternative methods of transportation

Action Steps:

1. Develop a plan for alternative transportation (i.e. Park and Ride, Bus)
2. Develop a regional transportation task force

- **Objective 5.3** Capitalize on the assets of the Indianapolis Executive Airport.

Action Steps:

1. Identify the maximum service the airport could provide
2. Support zoning and transportation (Thoroughfare Plan) the potential of the Indianapolis Executive Airport
3. Study the development an overlay district for State Road 32

Goal 6: Employ best management practices to minimize negative short- and long-term impacts of development.

- **Objective 6.1** Hold utility coordination meetings with utility providers, plan commission members, and planning staff in order to understand the capacity and demands of utilities and land use.
- **Objective 6.2** Require developers to communicate with utilities as part of the Development Plan process in order to prevent overburdened utility systems and help plan for future capacity needs.
- **Objective 6.3** Create dedication standards and construction standards for shared commercial driveways in order to ensure safety and control traffic flow at entrances and exits.

Goal 7: Update Traffic Impact Zone Improvement Plan including Rural Zionsville areas. This effort should encourage the expansion of existing infrastructure to targeted growth areas through coordination between utility providers, the Town, and the County.

• **Objective:** Update the road-impact system to encourage developers to develop on existing paved roads.

Action Steps:

1. Prepare a capital improvements plan for major projects in the thoroughfare plan for the next five years
2. Prepare supportable fee calculations
3. Allow the Comp Plan to identify and outline targeted growth areas now so that areas can be identified for the capital improvements plan
4. Rank project priority

Goal 8: Create development standards to define growth characteristics that are appropriate to the culture and heritage unique to the area in which it occurs.

• **Objective 8.1** Protect large blocks of farmland designated for agriculture while discouraging the creation of smaller parcels providing for limited development in areas suitable for agriculture production.

Action Steps:

1. Define and identify large blocks of productive agricultural land
2. Develop definitions of presumptive protected agricultural areas and uses
3. To the extent necessary, develop zoning rules and regulations to implement and facilitate this goal and objective

• **Objective 8.2** Require more development with land conservation to encourage a neighborhood feel while conserving viable farmland and sensitive areas.

Action Steps:

1. Review and identify appropriate maximum/minimum setbacks within the agricultural district
2. Develop definition of presumptive protected agricultural areas and uses
3. To the extent necessary, develop zoning rules and regulations to implement and facilitate this goal and objective

• **Objective 8.3** Require major subdivisions to be tied in with existing infrastructure network.

Action Steps:

1. Create map of existing infrastructure network
2. Work with utility companies to examine current and future capacity loads
3. Amend and adopt new ordinance language to address the requirements for new developments to tie into existing infrastructure network

Goal 9: Identify target growth areas that take into account environmental sensitivity, agriculture conservation, and existing infrastructure availability.

Action Steps:

1. Explore mixed use districts, planned use developments, or flexible zoning
2. Study the need for to require fiscal impact studies for these types of developments

- **Objective 9.1** Define "development regions" within Zionsville that have specific needs or require certain development standards.

Action Steps:

1. Define and identify overlay districts (i.e. airport, State Road 32, etc)
2. Identify and define specific needs that would support the development of the overlay district(s)

- **Objective 9.2** Encourage a variety of housing opportunities through zoning districts and overlays.

Goal 10: Growth standards shall reflect a cohesive and unique character that emphasizes a connection between creating a rural and small town sense of place and the convenience between places to live, work, and play.

- **Objective 10.1** Allow flexible mixed-use zoning provisions, to reduce dependency on automobiles, and create healthier pedestrian-oriented communities through creative design in targeted growth areas that have adequate infrastructure.
- **Objective 10.2** Encourage cluster development as opposed to strip residential or commercial uses along existing roadways and require these new commercial, industrial, and major residential developments are located in proximity to existing or planned infrastructure.
- **Objective 10.3** Require new developments to incorporate necessary extensions through pedestrian and vehicular inter-connectivity between all types of developments and including, but not limited to, existing or a planned Greenway/Trail Master Plan.

Action Steps:

1. Evaluate and modify as necessary Land Use Ordinances to allow for safe pedestrian traffic
2. Evaluate and modify as necessary Land Use Ordinances to foster pedestrian and vehicular inter-connectivity through requiring sidewalks and stubbed streets

Goal 11: Limit land-use conflicts

- **Objective 11.1** Require agricultural uses to build conservation buffers to provide a barrier from pollutants moving into surface waters.

Action Steps:

1. Provide conservation programs for the benefit of farmers
2. Promote public awareness of the importance of conservation buffers

- **Objective 11.2** Establish a conservation easement program as another method to protect agricultural land
- **Objective 11.3** Develop a policy regarding agricultural setbacks to help minimize the impacts of tilling, fertilizing, and pesticide treatment.

Action Steps:

1. Define a streamline process to enforce setbacks
2. Develop a punitive ordinance to cover the cost of removal of structures and plantings in setbacks

- **Objective 11.4** Follow a manure management system, outlined by the State (IDEM), for farmers to follow that address collection, transfer, storage, possible treatment, hauling, and utilization (land application) to reduce odor.

Action Steps:

1. Follow the State guidelines
2. Inform the public that the State regulates guidelines for local farm operations

- **Objective 11.5** Encourage farmers to adopt best management practices for nutrients and pest control in order to enhance soil and water quality.

Action Steps:

1. Develop programs and educate farmers on best management practices for pest control and nutrients
2. Develop programs and educate farmers on best management practices for proper point source storm water runoff

Goal 12: Develop strong attraction, retention, and expansion efforts through assessment of local business needs and targeted marketing for business attraction.

- **Objective:** Develop a program to ensure local incentive areas target higher-wage generating businesses to improve the wealth of Town of Zionsville residents, as well as reduce the burden on existing social service programs

Action Step:

Establish criteria for "premium" business development projects within the Town of Zionsville by working with Town, County, and State officials

Goal 13: Improve appearance of residential subdivisions

- **Objective 13.1** Incorporate anti-monotony provisions in the zoning ordinance.
- **Objective 13.2** Support and encourage developments that use a variety of building materials, colors, and architectural design that encourages the use of higher-quality building materials.

Action Steps:

1. Review current zoning ordinance for residential architectural standards
2. Draft ordinance language for desired residential architectural standards
3. Amend current zoning ordinance to reflect desired architectural standards

- **Objective 13.3** Develop basic architectural standards for residential subdivisions based upon context of geographic location surrounding uses.

Action Steps:

1. Review current ordinance for contextual architectural residential standards
2. Establish methodology for determining contextual architectural residential standards
3. Draft ordinance language for desired contextual standards
4. Amend current zoning ordinance to reflect desired contextual standards

Goal 14: Encourage mixed use development and the flexibility to create traditional neighborhood developments (TND).

- **Objective:** Amend the ordinance to allow mixed-use and/or TND developments to accommodate development that incorporates varying types of uses.

Action Steps:

1. Establish a means of encouraging mixed-use and TND development methods
2. Draft ordinance language for desired subdivision layout and mixed-use standards

Goal 15: Support green development and environmentally responsible residential development and housing.

- **Objective** To reduce impact of growth on energy use and waste generation provide incentives to developers for residential developments that earn State of Indiana Five Star Energy Star certification.

Action Steps:

1. Review current ordinance for residential development standards with regard to energy and waste generation
2. Identify the desired characteristics of energy-efficient and minimal waste generation type development
3. Draft ordinance language for desired residential architectural materials standards
4. Amend current zoning ordinance to reflect desired architectural materials standards

LAND-USE PLAN

PROPOSED FUTURE LAND USES

Agriculture

Agriculture is one of the largest land uses on the Future Land-Use Plan. Agricultural areas are identified on the Future Land-Use Map as Production Agriculture and General Agriculture. These areas were identified to conserve the rural character in the unincorporated areas of the county, as well as to protect farming operations.

General Agriculture -- The general agriculture areas are intended to serve as buffers between medium- or high-intensity land uses, and the relatively low-intensity residential uses. These areas will allow both continued farming and some residential development that may occur on well and septic. General agricultural areas are not intended to include intensive agricultural uses, such as confined feeding. All new residential development will need to be accepting of adjacent agricultural uses. Existing residential lots containing single-family housing units could also have agricultural-related uses, such as stables and small-scale, non-commercial food production, and limited livestock production. Activities characterized as agri-tourism (farmers' markets and roadside stands) may also be in these areas.

Residential

The overall character of both existing and future residential development in rural Zionsville is low density (less than one dwelling unit per acre), single family. Residential areas adjacent to (or within) corporate limits are considered more appropriate for moderate-density (one to three dwelling units per acre) to high-density (more than three dwelling units per acre) development simply because of their proximity to existing utility services.

Low-Density Residential -- The low-density residential areas are intended to be primarily single-family development, with less than one dwelling unit per acre, but may also include institutional uses, such as civic, church, and educational facilities, or may contain neighborhood serving mixed-use developments. These areas radiate out to areas of anticipated growth without "leapfrogging" over agricultural land. Development should occur near established areas where new residents can work, shop, and play, and should not rely on well and septic systems. Conservation subdivisions are an appropriate type of development when the low-density residential site includes natural areas that can be preserved, including such things as riparian areas, wetlands, and woodlots.

Medium-Density Residential -- The medium-density areas are characterized by smaller-lot subdivisions (one to three dwelling units per acre) that contain single-family dwellings and some duplexes. Medium density residential requires sufficient access to goods and services, transportation, parks and open spaces, and is located near incorporated cities and towns that may eventually these subdivisions. Medium density residential development should have a high level of connectivity to adjacent residential and non-residential uses. These areas of medium density often serve as transitional areas between low-density residential and more intensive commercial or institutional activities. Development in these areas should only occur with public water and public sewer and on adequate roads.

High-Density Residential -- The high-density residential classification supports more than three dwelling units per acre and is limited generally to a few areas on the outer edges of incorporated communities. Proximity to incorporated areas is critical because existing infrastructure, safety services, access, and public utilities are already in place to serve this type of development. Furthermore, high-density residential is one of the key components to mixed-use developments. It is anticipated these sites will be adequate for future high-density residential needs of the community, providing sites
for a wide range of residential development, including smaller lot single-family, zero-lot line, townhouses, duplexes, and apartment complexes. Development in this area should only occur with public water and public sewer and on adequate roads.

Institutional

This classification includes areas for public or semi-public uses, such as facilities for government, private, and public schools, religious organizations, correctional institutions, libraries, medical facilities, emergency services, and civic or social organizations. These uses are scattered throughout the county but are generally located in or near existing incorporated areas. While these uses generally do not consume large amounts of land, it is important to plan for expansion of existing facilities or new institutional areas, because these uses expand in response to residential, commercial, and industrial growth. New institutional facilities should be built to architectural, lighting, landscaping, and site design standards that reflect the desired character of the area where they are located.

Open Space

Open space areas on the Future Land-Use Map represent land that is not intended or suitable for development, other than for agricultural and recreation activities where appropriate. Open space areas include sensitive environmental areas such as wetlands and land within the 100-year floodplain.

Parks and Recreation -- Parks can include both active and passive recreational areas, which may be either publicly or privately owned. Sports fields would be considered "active," while nature parks containing trails, picnic areas, and grassy open spaces are passive. Parks may be publicly owned by local government or privately owned (i.e., by a homeowners association or a recreation business). Some non-profit organizations may also own park or recreation areas (i.e., club soccer fields or ball fields). Not all appropriate park locations have been shown on the Future Land-Use Map. Offers of donations of other large parcels of land should be considered for future park development.

Greenways -- Greenways are a system of publicly owned trails and open space connected throughout the county. Trails may be existing or proposed and are typically intended for bicycle and pedestrian use ("hard" surface), but some rural trails ("soft" surface) may also support horses. Land designated for greenways may include property in floodplains and other environmentally sensitive areas. Shared utility easements and trails may also be considered. Greenways should connect to existing and proposed parks and town or city trail systems whenever possible.

Conservation Areas -- This designation refers to lands unsuitable for development due to the potential impact of development on the environment. Conservation areas may be publicly or privately owned and may also be owned by non-profit organizations. These areas include many different types of natural features, such as floodways, wetlands, woodlands, and riparian areas. The conservation designation helps protect environmentally sensitive natural features from potential negative impacts, such as pollution, sedimentation, and erosion. It also promotes the safety and protection of private investment and property in flood-prone areas or areas that may present other natural hazards. There should be minimal development in or near the floodplains. Adjacent land-use designations should provide areas of transition or buffers between the conservation areas and more intense development. No conservation areas have been shown on the Future Land-Use Map at this time, allowing property owners the ability to designate their land as a conservation area in the future.

Mixed Use

Mixed-use developments can produce new and unique nodes in a community that can have the added benefit of reducing traffic and providing for a variety of land uses. By integrating different uses such as residential, offices, and retail, many daily vehicle trips can be eliminated or reduced in length. Furthermore, mixed-use development generates a type of community that integrates various land uses and housing types to create a form more like the downtowns of the past rather than dominated suburbs we have come to know. Ideally, mixed-use communities allow residents to walk to shops, schools, places of worship, and parks. Zoning often prohibits this type of development, but Zionsville has the opportunity to adopt new zoning codes which would encourage it.

The mixed-use, land-use classification strives to integrate a mix of land uses to keep residential and non-residential lands in balance for a variety of reasons, including increasing quality of life, maintaining housing affordability, reducing vehicular traffic, and generating tax revenues for existing and future services and facilities. Mixed-use areas may be either new "greenfield" type development, in the form of "new town" type developments, or may occur by further developing existing incorporated areas or highway and major thoroughfare corridors. It is intended mixed-use development conform to traditional neighborhood development (TND) principles, such as connectivity, promotion of pedestrian-oriented transportation, and increased commercial and residential density. Development of mixed-use areas should not occur without public water and public sewer.

The mixed-use designation may be applied to any mix of land uses. Typically mixed use includes a commercial center and residential areas, such as those seen within small towns, but mixed use may also include any combination of open space, institutional, residential, commercial, industrial, and agricultural uses that are compatible with each other and the surrounding land uses. In addition to land-use compatibility, scale and patterns of the mix of uses must be compatible to succeed.

New mixed-use development should occur where public utilities are available and where adequate infrastructure and support services are in place. While the Future Land-Use Map shows new areas of mixed-use development, additional areas may be added in the future, when conditions warrant. It is not intended that new mixed-use development "leapfrog" into undeveloped areas of rural Zionsville.

Mixed-use infill development, including small parks, schools, churches, neighborhood-serving businesses, single-family and multi-family residences should be encouraged in the small towns, as long as they are compatible uses and respect the traditional/historic scale and pattern of the area. Developers and residents are encouraged to rehabilitate existing structures and residences whenever possible.

Commercial Future commercial development is located along major thoroughfares and intersections, adjacent to existing commercial uses and as smaller-scale nodes in mixed use or residential areas. All commercial development should occur on public utilities.

Commercial -- Commercial areas are typically located along areas of heavy vehicular traffic, on major road corridors and at major intersections. These areas contain goods and services to serve the needs of the county, including such things as convenience and grocery stores, "big box" retail, shopping centers, and restaurants. Commercial development has a big impact on the small town and county image, prompting the need for high-quality development standards, including site design, building materials, architecture, landscaping, and signage. Controlled access, frontage roads, and synchronized traffic signals along major road corridors should be used to mitigate traffic congestion and safety concerns.

Commercial Node -- These are smaller scale commercial areas intended to serve only the surrounding area's needs, not the needs of the entire community. Commercial nodes do not have to be located at major intersections or on major road corridors as long as adequate attention is given to access and circulation. Buildings and sites are expected to be smaller in scale, but should still adhere to development standards. The Town is encouraged to allow for additional small, commercial nodes in and amongst residential areas that would include personal services and convenience stores compatible with the neighborhood character to reduce trip generation. It is not intended that shopping centers or "big box" retailers be allowed within commercial nodes.

Industrial

Future industrial development includes both light- and heavy-industrial uses and should be located near existing industrial areas that have interstate and/or rail access. These high-intensity areas should be protected from the encroachment of other land uses in order to preserve economic viability, but at the same time, must provide buffers to lessen their impact and make them more compatible with adjacent land uses. Special attention should be given to traffic management, particularly relative to truck traffic. All industrial development should occur on public utilities.

Light Industrial -- Light industrial uses include manufacturing, bulk warehousing, and distribution, where all activities take place inside a building and there is no outside storage. Light industrial is typically located along major road corridors, and in business parks designated for industrial. Consideration should be given to adequate utilities, road access and classification and possibly rail access. State-of the-art technology, such as fiber optics, is also important. Light industrial development is generally incompatible with residential uses due to traffic, hours of operation, etc., and should be well buffered from adjacent uses. Views of truck loading, truck parking, service bays, dumpster, recycling, and storage facilities should be screened from roadways.

Heavy Industrial -- Heavy industrial includes more intense industrial uses, which may also include outside storage and operations. Considerations are similar to those of light industrial; however, higher impacts from noise, odor, etc., should be expected. Heavy industrial uses should generally only be located so they have direct access to major thoroughfares. Larger buffers from adjacent land uses are required. Heavy industrial uses should always be considered incompatible with residential uses. It is important to screen all areas of outside storage and operations from adjacent land uses and surrounding roadways.

Airports

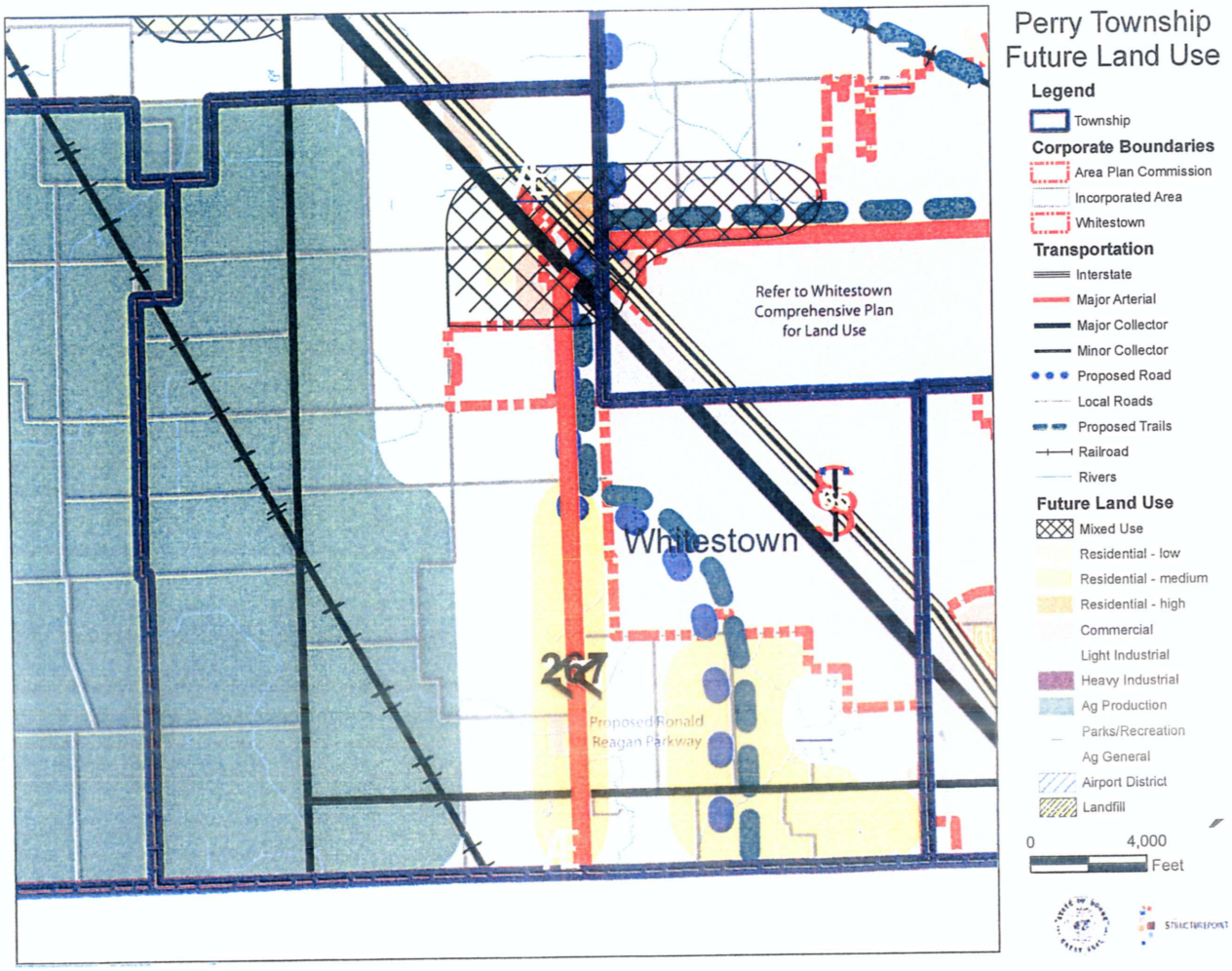
The Town of Zionsville has the Indianapolis Executive Airport, which is expected to remain in operation. No new airports are anticipated. When making land use decisions regarding expansion of the airport and development surrounding the airport, land-use compatibility, the impact on existing uses, residential density, land-use intensity, noise (also beyond the boundary of the airport), and general safety should all be considered.

Land Use Plan
Perry and Worth Townships

The intersection of Highways 421 and 334 serves as an entry corridor into Zionsville. New commercial and mixed-use development should be restricted to the east side of US 421. New development should follow the US 421 overlay standards.

The Indianapolis Executive Airport (formerly Terry Airport), provides an excellent resource to industrial and commercial uses in and around Boone County. The airport has experienced substantial growth due to the overflow of general aviation uses from Indianapolis International Airport. The capacity of the airport, its proximity to surface transportation to Indianapolis along SR 421and US 31, and existing area commercial and industrial land uses provide the perfect opportunity for mixed-use development to occur around the airport with focus on additional commercial and industrial opportunities. Specific development standards and land-use requirements that help protect existing property values, promotes the health and safety of the surrounding areas while accommodating future airport expansion should be incorporated into any type of growth and new development in or around the airport

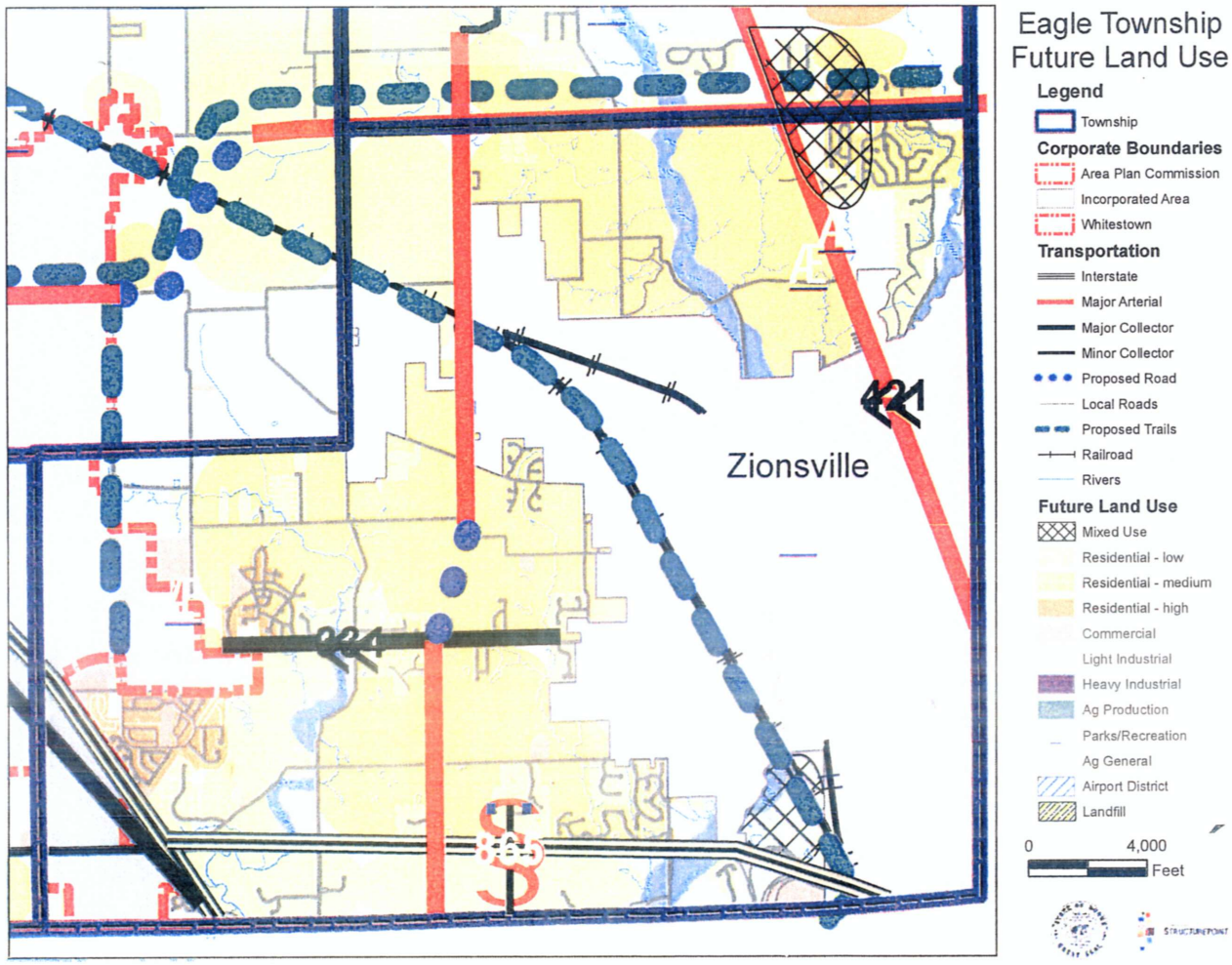
Perry and Worth Townships



Land Use Plan
Eagle and Union Townships

Eagle and Union Townships have continued to experience the most intense development pressure in Boone County, Due to their proximity to Indianapolis and the access from I465 and US Hwy 421. Zionsville exhibits an attractive small-town atmosphere and the surrounding area boasts rural scenery including rolling hills, streams, and floodplains, roads lined with mature trees and the horse farms southwest of town.

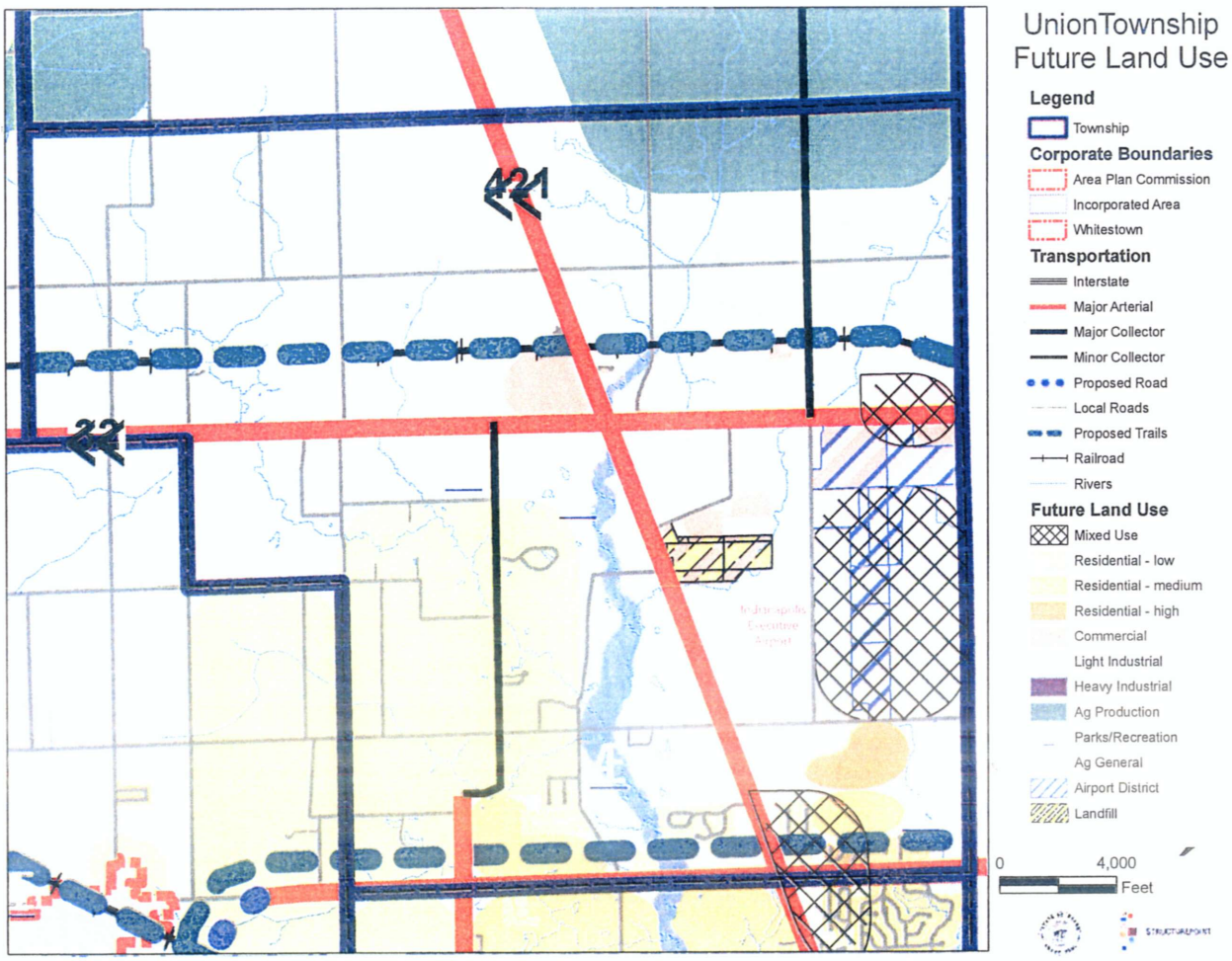
The landscape within Eagle and Union Township exhibits a scenic character with rolling hills, wooded stream flood plains and tree-lined country roads. The flood plains of Big and Little Eagle Creeks and the accompanying tributaries have limited development along the northeast side of Zionsville but provide a network of available open space, particularity connecting Union Township with Eagle Township and Zionsville. The floodplain of Fishback Creek creates open space links between southwest Boone County and the Northern Marion County that should be preserved as potential greenways connecting developed areas. A portion of the abandoned Penn Central Railroad line through Zionsville has been developed as a linear trailway. Efforts should be made to expand this trailway along the abandoned railroad right-of-way to the northwest connecting Zionsville with Whitestown and eventually linking with Lebanon.



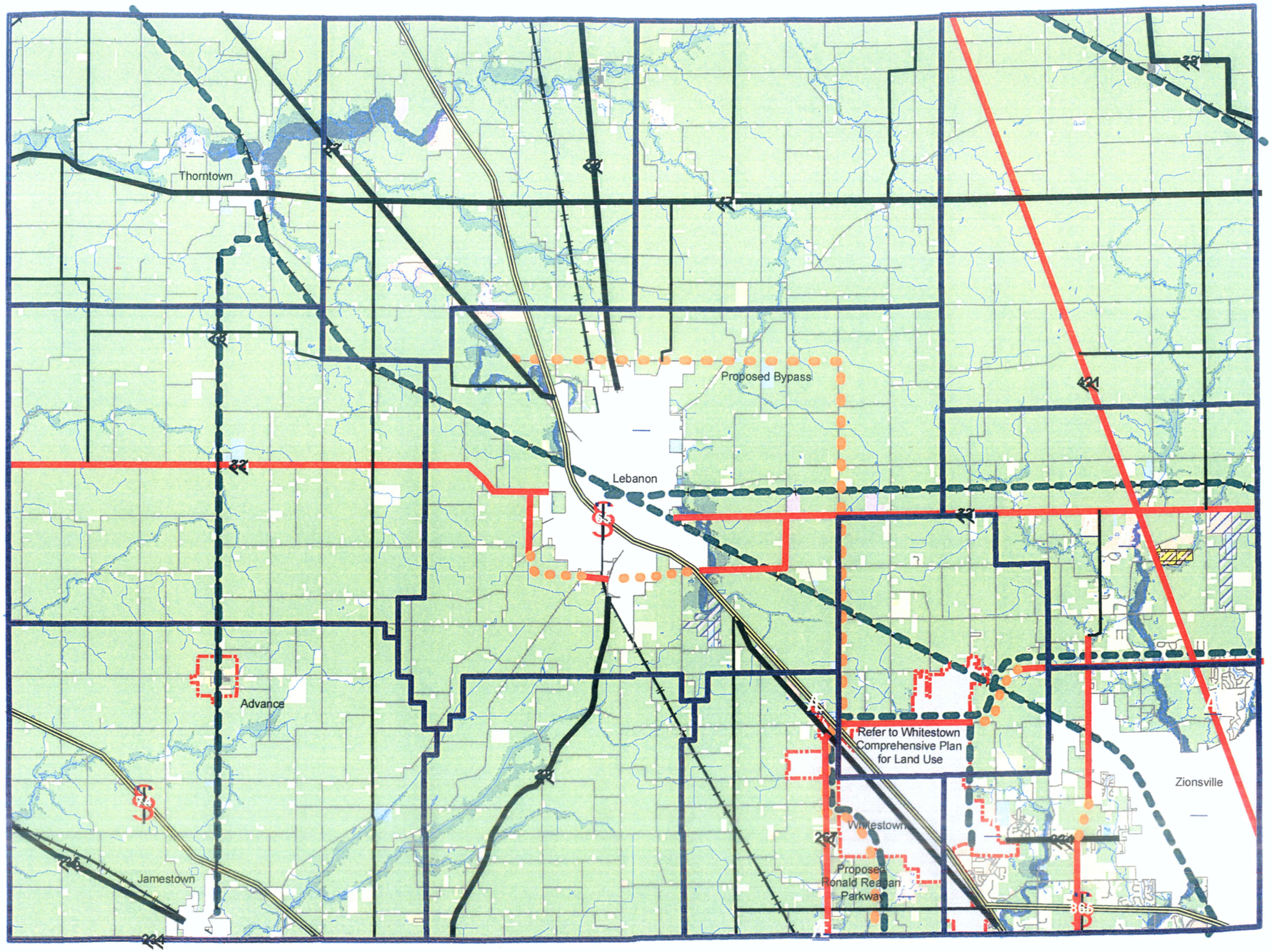
Land Use Plan
Union Township

The desirability of the rural, small town character and quality of life of the area combined with ease of access to two townships has created a brisk real estate market for new residential development. Many new homes in the area surrounding Zionsville tend to be high priced compared to other areas of the county. Strip residential development had occurred along a number of the rural roads creating safety and traffic concerns. Sanitary sewer availability from Zionsville and especially Whitestown has contributed to more residential development.

New residential areas are proposed throughout rural Zionsville adjacent to existing residential development. With respect to undeveloped property that is currently adjacent to land developed at 1.75 dwelling units per acre or less, the new development should be consistent with that existing density. Public input strongly supports new residential development and should respect the unique rural and natural character of the area. A variety of open space preservation techniques should be employed to insure new development respects the existing scenic features of the landscape



Boone County Existing Land Use



Legend

- Township

Corporate Boundaries

- Area Plan Commission
- Incorporated Area
- Whitestown

Transportation

- Interstate
- Major Arterial
- Major Collector
- Minor Collector
- Proposed Road
- Local Roads
- Proposed Trails
- Railroad
- Rivers

Existing Land Use

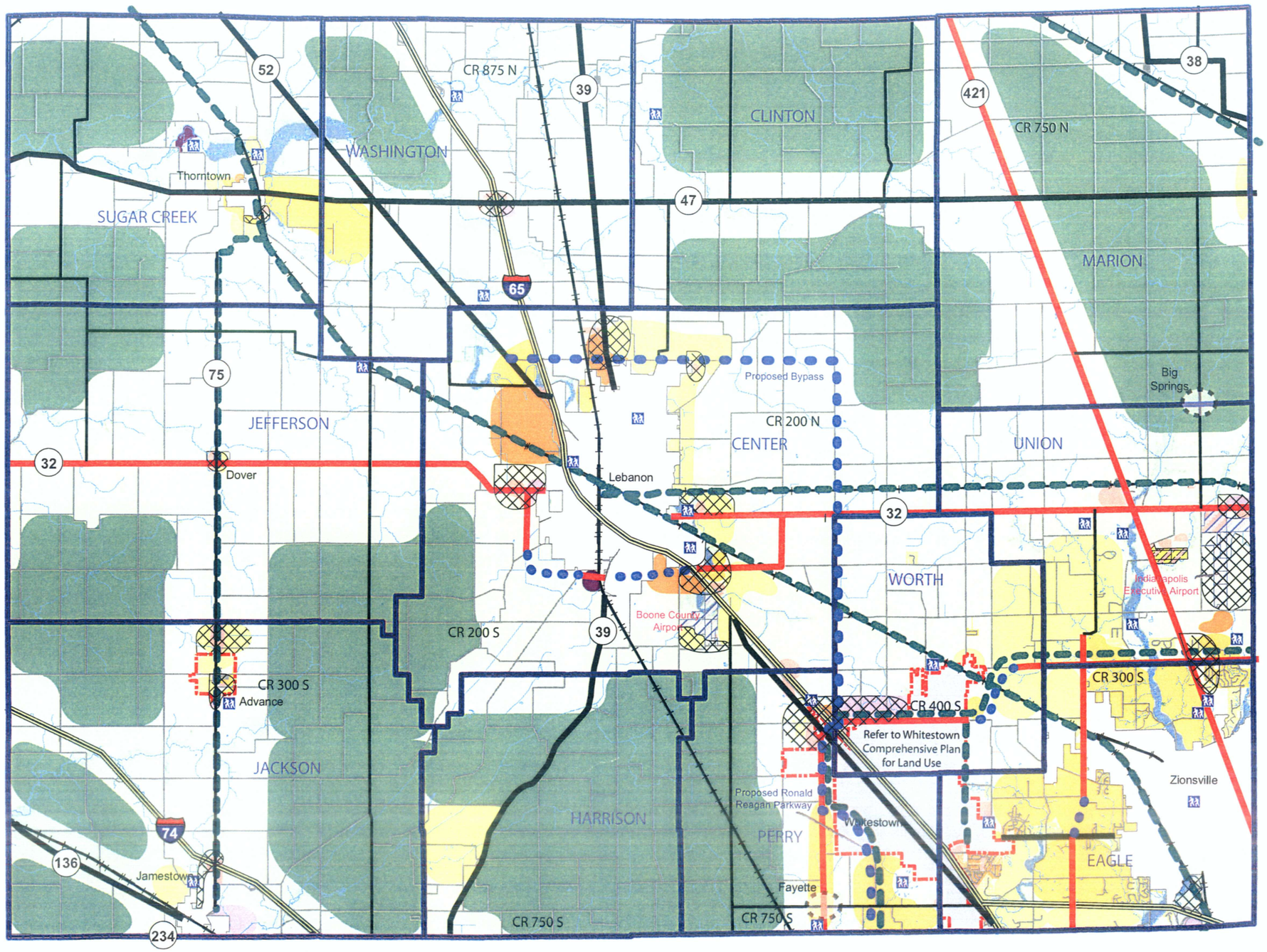
- Unknown
- Residential - Low
- Residential - Medium
- Commercial
- Light Industrial
- Heavy Industrial
- Parks/Recreation
- Ag General
- Public Land
- Parks/Recreation
- Landfill
- Airport District

0 2 4 Miles

1 inch equals 2 miles

AMERICAN STRUCTUREPOINT INC

Boone County Future Land Use



Legend

- Township

Corporate Boundaries

- Area Plan Commission
- Incorporated Area
- Whitestown

Transportation

- Interstate
- Major Arterial
- Major Collector
- Minor Collector
- Proposed Road
- Local Roads
- Proposed Trails
- Railroad
- Rivers

Future Land Use

- Mixed Use
- Residential - low
- Residential - medium
- Residential - high
- Commercial
- Light Industrial
- Heavy Industrial
- Ag Production
- Parks/Recreation
- Ag General
- Airport District
- Landfill

0 2 4 Miles

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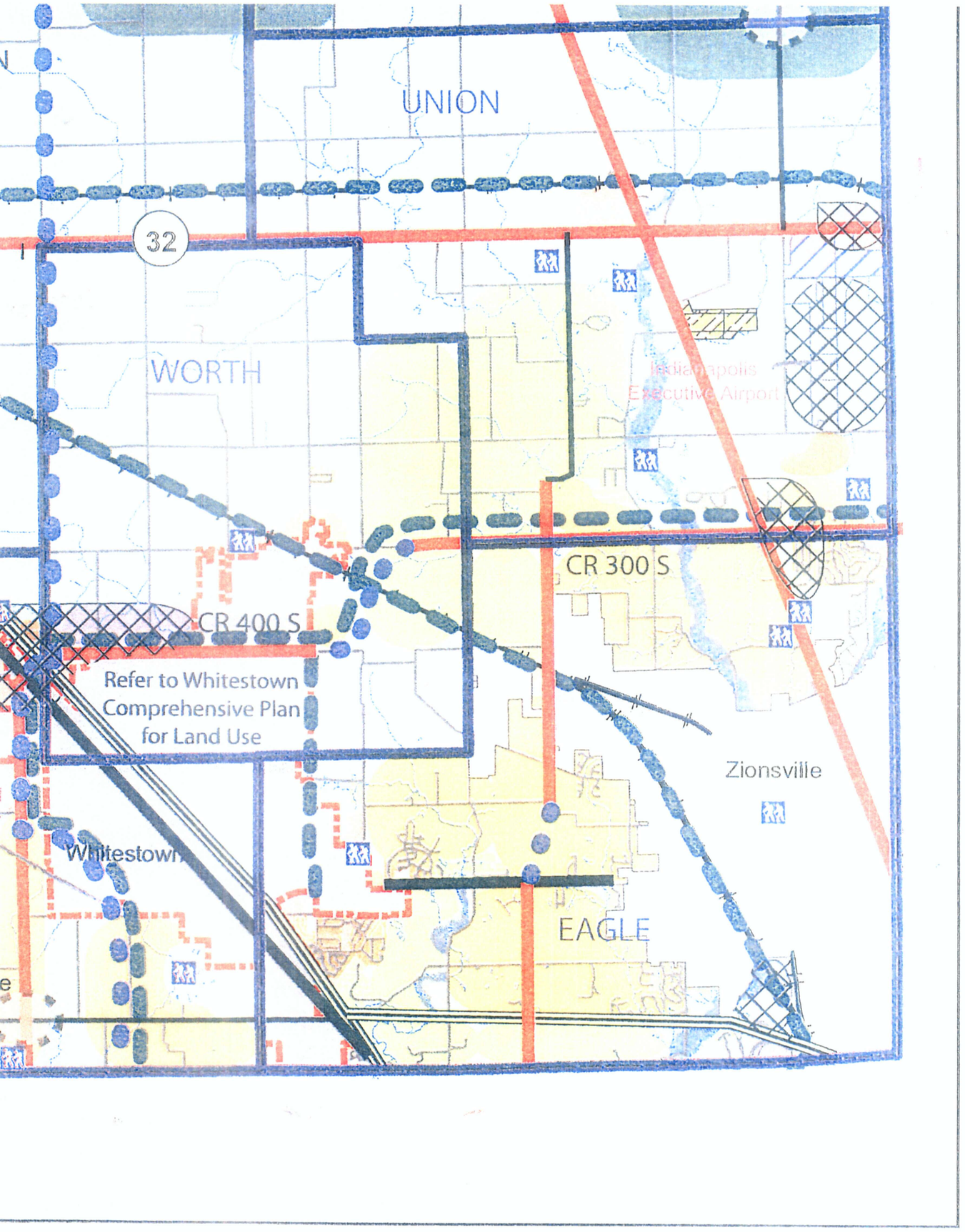
STRUCTUREPOINT


UNION
32
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Executive Airport
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Refer to Whitestown
Comprehensive Plan
for Land Use
Zionsville
Whitestown
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