



WHITESTOWN

COMPREHENSIVE PLAN 2022

ADOPTION DATE: TBD

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PREPARED BY



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CHAPTER 01

INTRODUCTION

INTRODUCTION

THE PLANNING PROCESS

The purpose of the 2022 Whitestown Comprehensive Plan Update is to update Whitestown’s strategies for a successful future utilizing the previous comprehensive plan as the foundation. This planning process was guided by a steering committee and provided a number of opportunities for the public to provide feedback through public meetings, focus group meetings, and a public input survey. The information and ideas gathered from these public input opportunities were used to establish recommendations and concepts included in this Plan. See Appendix A: Public Involvement for more information on the public participation process.

The feedback provided served as a foundation of the planning process, and was guided by the following four key questions:

- “Where are we now?”
- “Where are we going?”
- “Where would we like to go?”
- “How do we get there?”

OVERVIEW

In 2021, Whitestown officials embarked on an update to the 2015 Whitestown Comprehensive Plan to focus the efforts of the community around a unified vision in response to unprecedented growth, both in geographic area and population. With this growth expected to continue for the foreseeable future, a unified vision is required regarding the type and location of future development and how this development may shape the character of the community. Much of this update centers on land use issues and specifically on recommendations or guidance for future growth within eight Special Development Areas.

The 2022 Whitestown Comprehensive Plan Update will serve as the guiding document that town officials, decision makers, developers, and residents can reference as development and reinvestment occurs within Whitestown. **This Plan is intended to be a flexible document and broad in nature so the Town can respond to changes or unforeseen circumstances.**

The ideas that will guide Whitestown into the future have been divided into five topic-focused Plan Elements that include:

- Land Use
- Transportation & Circulation
- Municipal Services
- Parks, Open Space, & Recreation
- Economic Development

Each Plan Element chapter contains guiding policies. Action steps are listed in Chapter 9 - Implementation. These action steps should be viewed as the everyday tools or methods utilized to translate goals into reality. They seek to balance the priorities of the Town while striving for immediate and noticeable progress toward long-term goals by completing (actionable) short-term projects.

PURPOSE

The primary purpose of a comprehensive plan is to articulate the broader vision of the community and establish guiding principles and policies for future growth and development. Indiana Code states that a comprehensive plan should promote the public health, safety, morals, convenience, order, and the general welfare for the sake of efficiency and economy in the process of development. A comprehensive plan does not focus on the needs and desires of one property owner, business, or neighborhood. This Plan is intended to be broad in nature to provide community leaders with the flexibility to implement the community-wide vision, goals, and strategies while responding to changing community conditions that are likely to occur over the life of the Plan.

STANDARDS

The State of Indiana has developed specific requirements and minimum content for a comprehensive plan (500 series of IC 33-7-4). The elements of a comprehensive plan, at a minimum, should include:

- A statement of objective for future development of the jurisdiction;
- A statement of policy for the land use development of the jurisdiction;
- A statement of policy for the development of public ways, public spaces, public lands, public structure, and public utilities.

A comprehensive plan may also include a multitude of additional topics, community issues and strategies, such as surveys/studies of current conditions, maps/graphics, reports, and recommendations.



INTRODUCTION

USING THE PLAN

This plan is divided into nine chapters outlining the various issues affecting how and where the community may grow over the next 5-10 years. These chapters include:

CHAPTER 1: The Introduction presents the Indiana Code Requirements, planning process, and key terms.

CHAPTER 2: The Community Background chapter details the history of Whitestown and provides an analysis of demographic, housing, and economic trends.

CHAPTER 3: The Vision and Goals chapter introduces the over-arching statements and goals describing the desired future of Whitestown.

CHAPTER 4: The Land Use chapter outlines strategies to achieve the community’s land use goals for development and other uses.

CHAPTER 5: The Transportation & Circulation chapter outlines strategies for connectivity and safe movement throughout the community.

CHAPTER 6: The Economic Development chapter outlines strategies to maintain and build partnerships within and around Whitestown.

CHAPTER 7: The Municipal Services chapter outlines strategies to improve and maintain infrastructure, facilities, and recreational amenities of the community.

CHAPTER 8: The Parks, Open Space, & Recreation chapter outlines strategies to provide a diverse range of facilities and areas for physical activity and protected environments.

CHAPTER 9: The Implementation chapter outlines the overall timeline and sequencing of action steps.

APPENDIX A: The Public Involvement appendix outlines the public participation process and summarizes input received.

APPENDIX B: The Tools & Resources appendix outlines the tools, resources, programs, and funding available to assist with implementation of the comprehensive plan.

Reference Documents

The following documents were referenced during the creation of this Plan and are hereby incorporated by reference into this Plan except to the extent that they are substantially superseded by this 2022 Plan Update.

- Whitestown Thoroughfare Plan Update (2020)
- Whitestown Parks + Recreation Master Plan (2018)
- Whitestown Bicycle + Pedestrian Master Plan (2018)
- Legacy Core District Master Plan (2018)
- Whitestown Economic Development Plan (2014)
- Whitestown Downtown Revitalization Master Plan (2012)
- Whitestown Recreation Impact Fee Zone Improvement Plan
- Fire and Police Department Five-Year Strategic Plans

KEY TERMS & PHRASES

Action Step – Specific steps that are recommended in this plan and are important to understand in order to effectively use the document and implement the plan’s vision.

Vision Statement – A broad statement that creates a specific focus for the Plan Elements. Vision statements are usually lofty in scope yet attainable within the planning horizon of 10 years.

Key Person/Stakeholder – A person who is in some way responsible for implementing the Plan, in whole or in part, or has a vested interest in the outcome of the Plan.

Guiding Policies – A statement that reflects general or universal goals for the Plan Element.

Planning Horizon – The period of time the Plan intends to address community development or the community’s vision. This Plan uses a 10-year planning horizon.

Policy – A definite course or method of action to guide present and future decisions. Policies can be legislative or administrative in approach.

Steering Committee – A group of people chosen to represent a cross-section of the community and guide the comprehensive planning process. They serve as liaisons between the community, the consultant, and Town staff during the planning process.

COMMUNITY CHARACTERISTICS

Below is an overview of characteristics that define Whitestown. For a detailed report of the data trends, refer to Chapter 2 – Community Background.

Population Trends Summary:

- Whitestown’s 2020 population of 10,178 has more than tripled since 2010.
- Whitestown’s population has become more diverse compared to 2010 census data and is more diverse than Boone County overall. In general, the population of the comparable communities has become more diverse reflecting the larger population of the State (as a percentage) in terms of race and ethnicity.
- Whitestown’s median age of 29.6 is much younger compared to Indiana and comparison communities.
- Nearly 61% of Whitestown’s population 25 years of age or older has earned a Bachelor’s degree or higher.

Housing Trends Summary:

- Whitestown’s median home value is similar to most comparison communities (\$231,100) and has a higher median rent of (\$1,345/month).
- In 2021 there were 421 single-family building permits issued in Whitestown representing over half of the total permits issued in Boone County (798).
- Whitestown has a newer and growing housing stock with over 92% of all housing units constructed since 2000.

Economic Trends Summary:

- Whitestown’s 83.7% rate of participation in the labor force in 2020 is significantly higher as a percentage of total population compared to Indiana’s rate of 63.7%.
- 74% of Boone County’s work force also lives in the county, and 20.7% of Boone County’s workers are commuting from the five adjacent counties (Marion, Hamilton, Hendricks, Clinton and Montgomery counties) to work.
- Whitestown’s median household income of \$96,024 is higher than the comparison communities (except for Zionsville) and significantly higher than Indiana’s (\$58,235).



CHAPTER 02

COMMUNITY BACKGROUND

IN THIS CHAPTER...

This Chapter details the history of the Town of Whitestown and existing conditions, serving as a starting point for the Plan’s Vision and Elements.

EARLY HISTORY

Indiana became a state in 1816. Two years later, the U.S. Government made an agreement, known as the “New Purchase Treaty,” with the Miami Indians. The agreement made way for many new Indiana counties, including Boone County, to be formed. The treaty opened the land to speculators and settlers in 1820. The first land purchase within the area that would later become Boone County was in September 1822.

In 1828, the state authorized construction of Michigan Road from Indianapolis to Lake Michigan. Passing through the eastern part of Boone County, just east of Zionsville, the road became one of the most-traveled highways in the state. In 1829, legislation was passed to formally organize a new county northwest of Indianapolis. The new county, named in honor of legendary frontiersman Daniel Boone, was officially established on April 1, 1830, with a population of 622. Jamestown was expected to be the county seat, but state law required all county seats to be within two miles of the center of their counties, so in 1831, Lebanon became the county seat.

Throughout the 1830s and 1840s, railroads and canals competed for state funding. By 1849, just a little over 100 miles of track had been laid in the state, but in the 1850s there was an explosion of growth. In fact, by 1860, a remarkable 2,100 miles of Indiana railroad was in use! Boone County, situated between Indianapolis and Lafayette, was a beneficiary of this expansion. As the track routes were developed, the railroad determined to position a station along the tracks about every 8-10 miles. Accordingly, when the tracks were laid through Boone County in 1851, the Whitestown station was built on the land of Abram Neese in Section 19, approximately nine miles southeast of Lebanon on the rail line from Indianapolis to Lafayette. Several nearby

Towns were formed along the same rail line, including Zionsville and Thorntown. The first train, The Lafayette and Indianapolis, passed through Whitestown on December 16, 1852.

Whitestown was initially called New Germantown. As efforts were made to secure a post office, it was discovered that Indiana already had a town with that name in Wayne County. So, in 1852, the Town’s name was changed to Whitestown to secure a post office. This was apparently in honor of U.S. Senator Albert Smith White, who served two terms in the United States House of Representatives (1837-1838 and 1861-1863), and one term in the U.S. Senate (1839-1845). In 1845, he returned to Indiana where, among other roles, he served as president of the Indianapolis and Lafayette Railroad, whose trains ran through Whitestown. He re-entered politics in 1860 and was once again elected to the U.S. House of Representatives (1861-1863). Mr. White famously served on the Select Committee on Emancipation and Colonization during the Lincoln administration. After his term in the House, he was appointed by President Lincoln to serve on a three-man commission formed to judge claims from citizens made against the government regarding attacks made by Native Americans. Thereafter he was named a judge for the U.S. District Court for Indiana where he served until his death in 1864. Senator White is buried in Greenbush Cemetery in Lafayette.

Lincoln’s Funeral Train

In the spring of 1865, a train carried the body of assassinated President Abraham Lincoln on a nearly two-week-long funeral procession from Washington, D.C. to Springfield, Illinois, where the 16th president’s body was laid to rest. The funeral train, called The Lincoln Express, consisted of no fewer than nine cars, including the funeral car, officers’ car, six passenger cars and one baggage car. A pilot train operated 10-15 minutes ahead of the actual funeral train. The procession left Washington on April 21, 1865, and proceeded across the Northern states, stopping for formal funeral ceremonies in 12 major cities. Mourners in smaller communities watched the train as it passed through their towns, many



COMMUNITY BACKGROUND

of them holding makeshift memorial services along the 1600-mile route. The train passed through Whitestown at 1:00 a.m. on May 1 where reportedly, 100 people gathered around a single bonfire. It continued through Lebanon, Thorntown, and other Indiana communities on its way to Chicago. On May 4, 1865, Lincoln’s body was placed in the reception vault at Oak Ridge Cemetery in Springfield, Illinois, though he wasn’t officially buried until 1901 upon completion of his cemetery monument.

Railroads

The railroad was the impetus of Whitestown’s creation and the central component of its early history. Whitestown served as an early trading and merchant center along the railroad corridor since it was in a prime agricultural area. It connected the village to other regional communities and provided swift delivery of goods and passengers in and out of Whitestown. The grain elevator and train depot were vital facilities in the new town.

Henry C. Lord, then-president of the Indianapolis and Cincinnati Railroad, acquired the Lafayette line after threatening to build a competing line through Crawfordsville. The Indianapolis and Lafayette Railroad owners yielded and the two railroad companies were merged, becoming the Indianapolis, Cincinnati, and Lafayette Railroad on February 14, 1867. This event is noteworthy because it is the route through Crawfordsville that has stood the test of time. It is still active today, while the route through Whitestown was abandoned nearly 50 years ago.

Over the years, due to mergers and buyouts, various railroad companies operated trains through Whitestown:

- ◆ 1852-1867 Lafayette and Indianapolis Railroad
- ◆ 1867-1880 Indianapolis, Cincinnati, and Lafayette Railroad
- ◆ 1880-1889 Cincinnati, Indianapolis, St. Louis, and Chicago Railway
- ◆ 1889-1930 Cleveland, Cincinnati, Chicago, and St. Louis Railway (“The Big Four”)
- ◆ 1930-1968 New York Central Railroad

- ◆ 1968-1976 Penn Central Company
- ◆ 1976 Conrail

The 11.6-mile rail line from Zionsville to Lebanon, including the segment in Whitestown, was abandoned in 1976 (Docket USRA-574) as part of the Conrail reorganization; the remaining segment of the original line from Indianapolis to Lafayette was ultimately abandoned in 1985 (Docket AB- 167-637-N).

INCORPORATION

In September 1946, a petition for the incorporation of the Town of Whitestown was entered into the minutes of the Board of Commissioners of Boone County. The petition was signed by more than one-third of the resident real estate owners and legal voters within a 121.57-acre description of the boundary of the proposed Town limits. It asked that an election be ordered to determine whether or not the Town should be incorporated.

During the October 1946 meeting of the Board, Clyde O. Laughner stated under oath that he posted copies of a notice of intent to present a petition for incorporation at the October Board meeting at three locations: McMakin Printing Office, Loren Pipes’ filling station, and Carl Livengood’s Hardware Store. Mr. Laughner filed a survey and map of the proposed incorporated area and a census of the resident population of the area.

The Board, satisfied with the proof of notice and that more than one-third of the residents had signed the petition, ordered that an election be held at Clarence Pipes’ Skating Rink between 9:00 a.m. and 4:00 p.m. on October 26, 1946. This election apparently did not take place.

In the minutes of the February 1947 Board meeting, the election was rescheduled for the same hours on March 1, 1947, with the statement that “the restraining order heretofore issued by the Boone Circuit Court of the State of Indiana restraining and enjoining this Board from proceeding further in this matter has been dissolved and that the petitioners in that action have been denied an injunction to restrain this Board from assuming or exercising any further jurisdiction of this matter.” No

further information about this restraining order was found in the Commissioners’ records.

During the March 3, 1947, Board meeting, Richard Adney, Attorney of Incorporation of the Town of Whitestown, filed the election returns, inspector oaths, affidavits, and lists of voter names with the Boone County Auditor. These were approved by the Board and the following statement appears in their record: “And the Board now hereby declares, orders, adjudges that the territory referred to in the petition be incorporated as a Town under the laws of the State of Indiana, by the corporate name of the Town of Whitestown, Indiana.”

A special census taken in 1948 set the Town’s initial population at 499 (Lebanon Reporter, July 4, 1976). The 1950 U.S. Census indicated the Whitestown population to be 550. Ten years later, it reached its highest recorded 20th-century population at 613 residents.

SCHOOLS

In 1852, the state legislature established that local entities would administer the schools. As a result, in those days, townships, towns and cities each built and maintained independent schools for their children. Over 100 years later, the School Corporation Reorganization Act (1959) initiated a statewide dramatic change in the structure of Indiana schools. In the next ten years, the number of school corporations in Indiana dropped from 900 to 400. At a public meeting in May 1963, Worth Township residents voted 5:1 to join with the newly organized Lebanon Community School Corporation (a consolidation of Center Township and Lebanon City Schools) in lieu of a liaison with Zionsville schools. Perry Township followed suit a month later. Soon thereafter, Zionsville, Eagle Township, and Union Township joined to form a new school district of their own. After graduating its final senior class that spring, Whitestown High School was closed, and students joined Lebanon schools the following year.

Today, Whitestown has a great working relationship with the public and private schools that serve the community, including the Lebanon Community School Corporation, Zionsville Community Schools, and Traders

Point Christian School. The Town strives to be responsive to the needs of each school and school district.

Both the Lebanon Community School Corporation and Zionsville Community Schools have future plans for expansion that may impact Whitestown. The Lebanon Community School Corporation has need for a K-5 elementary school and has land reserved for a future middle school. Zionsville Community Schools own a 32-acre parcel off Main Street in Whitestown that is reserved for an instructional building. They have a need for an additional elementary school.

UTILITIES

As Whitestown grew, it became apparent that improved public sewer infrastructure was needed. In the 1970s, a new wastewater treatment plant was constructed on the southeast side of Town. Then, in July 2004, Boone County Utilities (BCU) was acquired by Whitestown. The BCU purchase was extremely significant to the development and growth of the Town. The expansion of the utility territory also initiated a large annexation which included the Anson Planned Unit Development (PUD) area. The Anson PUD was and continues to be a high growth area for mixed used development. Once this area was annexed, utilities continued to be expanded which initiated further annexations and growth for Whitestown.

Another significant development of the BCU purchase was the increased financial solvency of the Whitestown Utilities. By increasing the utility company customer base, it allowed the utility to grow and cement its relevance in the area. The BCU purchase can be traced back as the watershed event that continues to shape Whitestown’s Town limits and utility today.

The original treatment plant served the Town sufficiently, but with the explosion of the Town’s population and territory over the last 15 years, it had become inadequate. In 2014, the Indiana Department of Environmental Management (IDEM) issued a construction permit for a new \$20 million wastewater treatment plant on Town property along the county line southwest of Whitestown. Construction of the new plant was completed in 2015.

COMMUNITY BACKGROUND

ANNEXATIONS

When Whitestown was incorporated in 1947, the boundary included approximately 122 acres (0.19 square miles). The next fifty years showed very little geographical growth as the Town boundary by 1998 had only increased to 175 acres (0.27 square miles) – an annual growth rate of less than 0.75%.

The next ten years would show remarkable growth in Whitestown, both in population and land area. Bolstered by the BCU purchase and the development of the Anson PUD, annexations enlarged the Town boundary to nearly 6,760 acres by 2008 – over 44% per year during that period.

As a result of several annexations since that time, Whitestown’s boundary now encompasses over 14 square miles, or 8,973 acres according to the 2020 U.S. Census Gazetteer Files. Since the previous Comprehensive Plan in 2015, Whitestown’s density (persons per square mile) has increased from 282.7 to 726.0 in 2020.

ANSON

The Anson PUD is a 1700-acre, mixed-use, master-planned community located southwest of Whitestown’s original Town limits. This PUD is named for Boone County native son Anson Mills (1834-1924), an accomplished civil engineer, Union Army officer, and entrepreneur who grew up in nearby Thorntown. The Anson PUD’s proximity to Indianapolis and Chicago and its easy access to I-65 make it a desirable location for businesses, housing, and recreational amenities. The site was annexed into Whitestown in 2007.

At its inception in 2004, developer Duke Realty envisioned a community of 650 single-family homes, over 2000 townhomes and apartments, 13 million square feet of office, industrial, flex, medical, and retail space, and over 200 acres of green space, including trails, parks, lakes, and streams. It was estimated the Anson PUD businesses would directly employ nearly 25,000 people with another 12,000 jobs created at other area businesses supporting the community. The economic impact of the development was expected to exceed

\$3.2 billion in Boone County each year. Construction on the first building in “AllPoints at Anson” began in 2006. Among the first companies to move into the area were Witham, Amazon.com, Medco, and ASI Limited. Retail giants such as CVS, Lowes, and Meijer also added new stores along Whitestown Parkway (formerly State Road 334), and various hotels, banks, and restaurants have opened in the area.

Nearby neighborhoods, such as Walker Farms, Maple Grove, and Eagles Nest surrounding the Anson PUD also contributed greatly to the explosion of new housing in the area. These neighborhoods, along with smaller developments in proximity to Anson represent approximately 1,600 single-family lots developed between 2000 - 2015.

THE BIG 4 TRAIL

The Big 4 multi-use trail, formerly known as the Farm Heritage Trail, includes a 2.4-mile section through Whitestown along the former Big 4 rail bed. Ultimately, it will be part of a larger, 60+ mile regional trail network connecting The Cultural Trail in Downtown Indianapolis to Prophetstown State Park just north of Lafayette, Indiana. A 10-mile segment from the west side of Lebanon to the north side of Thorntown at Sugar Creek is open for use, and the trail extends south through Whitestown and the Legacy Core.

In addition to serving as a recreational amenity, the Big 4 Trail will foster economic development in the community. It attracts both residents and visitors to the Legacy Core to shop, dine, and enjoy recreational activities, and serves as the backbone for an extensive network of planned trails throughout Whitestown. Collectively, these trails will greatly impact the Legacy Core and all of Whitestown in a number of ways including:

- Improved pedestrian/bicycle access creating a safe environment for visitors to the Legacy Core area as well as other parts of town.
- A network of recreational trails to promote health and fitness among community residents.
- An alternative means of transportation to school or work to help reduce pollution in the community.

TABLE 2.1: WHITESTOWN INFRASTRUCTURE PROJECTS		
PROJECT	OWNER	STATUS
Fire Station #71 Addition	Whitestown Fire Department	Complete
New Town Hall / Police Station	Town of Whitestown	Complete
New Wastewater Treatment Plant	Whitestown Municipal Utilities	Complete
A.S.White Dr. Bridge & Road Improvements at Fishback Creek	Boone County	Complete
New Roundabout at Indianapolis Road & Whitestown Parkway	Town of Whitestown	Complete
Main Street and A.S.White Roundabout	Town of Whitestown	Out to Bid
146th Street “Whitestown Bypass” Road Realignment	INDOT and Boone County	Complete
Ronald Reagan Parkway Extension	Town of Whitestown & Boone County	Concept Plan Only
New Storage Building	Whitestown Municipal Utilities	Complete
Big 4 Trail Whitestown Section	Whitestown Parks Department	Design Phase
Water Main Replacements	Whitestown Municipal Utilities	Complete
Perry Worth Road Realignment	Town of Whitestown	Complete
New Elevated Water Tank	Whitestown Municipal Utilities	Complete
New Sanitary Force Main and Lift Station Upgrades	Whitestown Municipal Utilities	Complete
Whitestown Parkway Widening	Valenti-Held	Complete
Perry Worth Road Widening and Roundabout	Town of Whitestown	Design Phase
New Whitestown Lift Station	Whitestown Municipal Utilities	Complete
Whitestown Main Street Lift Station	Whitestown Municipal Utilities	Out to Bid
Whitestown Wastewater Treatment Plant	Whitestown Municipal Utilities	Design Phase
New Midpoint Interchange	INDOT	Under Construction
133 Interchange Improvements	INDOT	Under Construction

COMMUNITY BACKGROUND

- A holistic network of destinations connecting diverse areas of town including the Legacy Core, athletic fields, proposed and existing parks, school playgrounds, neighborhoods, churches, and shopping/retail areas.
- Trailhead(s) in the Legacy Core providing safe access to the Big 4 Trail and the local trail network. These trailhead(s) could include amenities such as a Bark Park, nature/wetland park, parking, and equestrian facilities.

INFRASTRUCTURE PROJECTS

At the time of this comprehensive plan update, the projects in Table 2-1 on the previous page were in various stages of development in Whitestown.

EXISTING CONDITIONS

The comprehensive planning process is informed by not only the community’s vision for the future but also by historical trends, demographic characteristics, and physical data. These existing conditions provide a snapshot in time – they represent Whitestown today. This chapter compiles and analyzes demographic and economic data to answer two key questions during the planning process: “Where are we now?” and “Where are we going?”

This demographic analysis considers characteristics such as population, age, race, ethnicity, place of work, and educational attainment to identify demographic trends that will impact the future housing, education, jobs, recreation, transportation, community facilities, and other needs of Whitestown.

Data gathered and analyzed for the purposes of this comprehensive plan update were primarily from the U.S. Census Bureau, Census on Population and Housing, and U.S. Bureau of Labor Statistics. Unless noted otherwise, the following demographic information was derived from the 2016-2020 American Community Survey (ACS) estimates released by the U.S. Census in March 2022. As the community continues to change and updated data is released, trends and projections should be verified to ensure the assumptions made about

Whitestown’s population, demographics, education, and economy remain true. Revising projections will be especially important due to the rapid rate of growth of Whitestown which can create new and sometimes different community needs.

HOW DOES WHITESTOWN COMPARE?

It is important to identify any trends unique to Whitestown and trends where Whitestown mirrors county or State trends. Comparison communities are used to help further identify these types of trends; this existing conditions analysis included the examination of four peer communities in Central Indiana. Each community was selected based on its geographic, demographic, and/or economic characteristics/trends similar to Whitestown. The comparison communities used in this analysis included:

- Avon (Hendricks County)
- McCordsville (Hancock County)
- Plainfield (Hendricks County)
- Zionsville (Boone County)

To maintain consistency, these comparison communities are the same four communities that were analyzed in the 2015 Comprehensive Plan Update. In addition, 2016-2020 ACS estimated demographics for Boone County and the State of Indiana were also used as

TABLE 2.2: LAND AREA OF COMPARABLE COMMUNITIES & INDIANAPOLIS			
COMMUNITY	POPULATION	LAND AREA (SQ. MILES)	DENSITY (PERSONS/SQ. MILE)
Avon	21,474	18.79	1,142.8
McCordsville	8,503	6.95	1,223.5
Plainfield	34,625	25.75	1,344.7
Whitestown	10,178	14.02	726.0
Zionsville	30,603	67.21	455.3

Source: 2020 U.S. Census Gazetteer Files

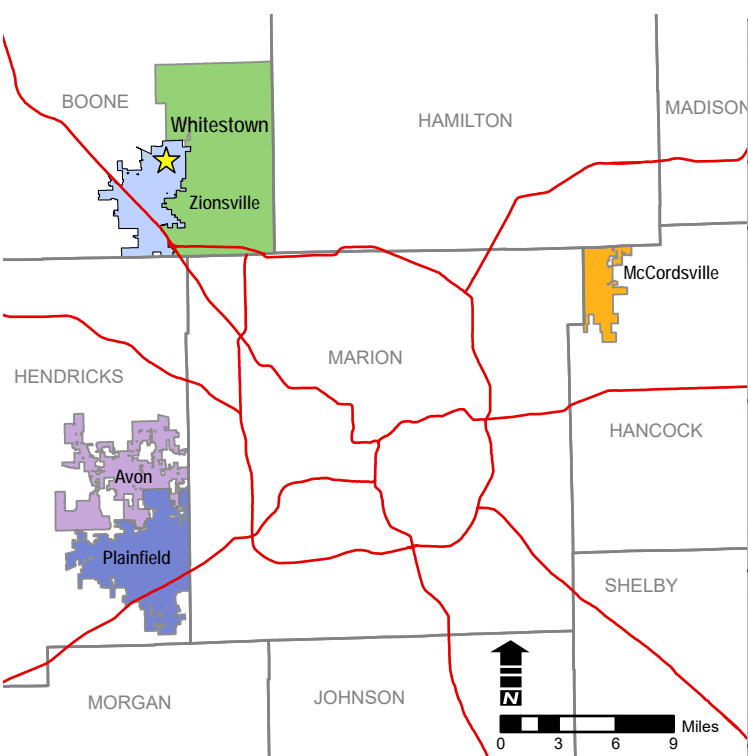


FIGURE 2.3: COMPARISON COMMUNITIES

comparisons in certain circumstances. It is important to note census geographies are not static; boundaries can change or be redrawn entirely due to changes in political boundaries, population growth, or other factors. For the purposes of comparing historical (such as 2010) and some limited 2020 U.S. Census data, the geographic areas are considered to be generally equivalent.

WHITESTOWN’S POPULATION TRENDS

Population

According to 2020 U.S. Census figures, Whitestown’s population was 10,178 compared to 2,867 in 2010. This rapid rate of growth represents a 255% increase in population since 2010. Whitestown’s population in 2000 stood at only 471 people. In fact, the Town petitioned for a special census in 2016 in order to accurately document its explosion of growth. This exceptional increase over the last 20 years is outpacing all comparison communities. From 2010 to 2020, Boone County’s population grew 25% and Indiana’s population grew by only 4.7%.

TABLE 2.4: POPULATION CHANGE 2000 - 2020					
COMMUNITY	2000 POPULATION	2010 POPULATION	% CHANGE (2000-2010)	2020 POPULATION	% CHANGE (2010-2020)
Indiana	6,080,485	6,483,802	6.6%	6,785,528	4.7%
Boone County	46,107	56,640	22.8%	70,812	25.0%
Avon	6,248	12,446	99.2%	21,474	72.5%
McCordsville	1,134	4,797	323%	8,503	77.3%
Plainfield	18,396	27,631	50.2%	34,625	25.3%
Whitestown	471	2,867	508.7%	10,178	255.0%
Zionsville	8,775	14,160	61.4%	30,603	116.1%

Source: U.S. Census 2016-2020 American Community Survey Estimates

COMMUNITY BACKGROUND

Age

Whitestown’s median age remained essentially the same between 2010 and 2020 at 29.6 years old which is significantly lower than Indiana’s median age of 37.8. This population is considered post-college and is likely representative of young families moving to the area. In fact, 35% of Whitestown’s population is under the age of 18 years old. As the chart indicates, Whitestown has a considerably smaller percentage of population over the age of 65 compared to the other communities and Boone County. A stable population would have generally equal percentages for almost all age groups except the oldest.

Race & Ethnicity

As noted in Table 2.6, Whitestown’s racial composition is slightly more diverse than the comparison communities, with 80.6% of the population identifying as White. With the exception of McCordsville, all of the comparable communities and Whitestown had less than 10.0% of its population identify as Black or African American, with Zionsville registering the lowest rate at 1.4%.

In 2020, 5.7% of Whitestown’s estimated population was of Hispanic or Latino origin, which was significantly higher than Boone County’s (3.2%), but lower than Indiana’s (7.1%). Between 2010 and 2020, the percentage of the Hispanic and Latino origin population grew across all comparable communities, Boone County and the State. This trend is likely to continue as national trends influence the Midwest and Indiana.

Education

Nearly 97% of Whitestown’s population (25 years and older) has achieved a high school diploma or higher which is slightly more than the four comparison communities with the exception of Zionsville. However, it is ahead of Indiana’s graduation rate of 89.3%. In regards to higher education, nearly 61% of the Whitestown population 25 years of age or older has earned a Bachelor’s degree or higher. Measured against the comparison communities (higher than all but Zionsville), Whitestown’s population is excelling in educational attainment.

TABLE 2.5: AGE OF POPULATION			
COMMUNITY	MEDIAN AGE	% UNDER AGE 18	% OVER AGE 65
Indiana	37.8	23.5%	15.7%
Boone County	38.1	26.3%	13.2%
Avon	36.3	23.2%	11.3%
McCordsville	35.2	26.3%	11.9%
Plainfield	38.6	22.9%	15.4%
Whitestown	29.6	35.0%	4.7%
Zionsville	41.0	28.0%	12.9%

Source: U.S. Census 2016-2020 American Community Survey Estimates

TABLE 2.6: RACIAL COMPOSITION			
COMMUNITY	WHITE ALONE	HISPANIC OR LATINO	AFRICAN AMERICAN
Indiana	82.3%	7.1%	9.4%
Boone County	91.9%	3.2%	1.8%
Avon	83.8%	6.6%	9.1%
McCordsville	82.3%	3.9%	13.5%
Plainfield	81.5%	5.6%	8.0%
Whitestown	80.6%	5.7%	6.2%
Zionsville	91.4%	2.2%	1.4%

Source: U.S. Census 2016-2020 American Community Survey Estimates

TABLE 2.7: EDUCATIONAL ATTAINMENT (Population 25 Years and Older)		
COMMUNITY	HIGH SCHOOL GRADUATE OR HIGHER	BACHELOR’S DEGREE OR HIGHER
Indiana	89.3%	27.2%
Boone County	94.6%	50.8%
Avon	95.2%	44.7%
McCordsville	96.2%	53.6%
Plainfield	93.5%	32.0%
Whitestown	96.9%	60.5%
Zionsville	98.3%	71.9%

Source: U.S. Census 2016-2020 American Community Survey Estimates

WHITESTOWN’S HOUSING TRENDS

Households and Families

According to 2016-2020 ACS estimates, Whitestown had 3,191 households in 2020 with an average of 2.77 people per household. Except for Zionsville, Whitestown’s average household size is slightly higher than the comparison communities, and larger than Boone County’s 2.56 average household size. Of Whitestown’s total households in 2020, nearly 74% of all households consisted of families and 21.2% were people living alone. Whitestown has significantly fewer one-person households (people living alone) when compared to the State (29%). Additionally, nearly 46% of Whitestown’s households had children under 18 years old (compared to only 30.7% in Indiana).

Home Value and Occupancy Rates

As noted in Table 2.9, the median home (occupied units) value in Whitestown in 2020 was \$231,100 which was considerably higher than the State median of \$148,500, below the Boone County median of \$245,200. It is also similar to most of the comparison communities with the exception of Zionsville (\$406,800). The median rent was \$1,345/month in Whitestown, which was also

TABLE 2.8: HOUSEHOLDS & FAMILIES COMPARISON				
COMMUNITY	NUMBER OF HOUSEHOLDS	AVERAGE HOUSEHOLD SIZE	NUMBER OF FAMILIES	AVERAGE FAMILY SIZE
Boone County	25,822	2.56	18,826	3.01
Avon	6,627	2.71	5,042	3.02
McCordsville	2,639	2.74	2,061	3.14
Plainfield	12,651	2.56	8,618	3.08
Whitestown	3,191	2.77	2,347	3.29
Zionsville	10,061	2.78	8,483	3.06

Source: U.S. Census 2016-2020 American Community Survey Estimates

Defining Households...

A household includes all the persons who occupy a housing unit (such as house, apartment, mobile home, group of rooms, or single room that is occupied as separate living quarters). The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements.

Defining Families...

A family is a group of two or more people related by birth, marriage, or adoption that live together; all such people are considered as members of one family.

considerably higher than the State median rent of \$844. Whitestown’s median rent was slightly higher than all comparison communities with the exception of Zionsville.

The occupancy rate of Whitestown’s total housing units was 93% in 2020. This was slightly below the comparable communities and Boone County overall (93.6%). As expected, homeownership brings substantial social and economic benefits to communities. The most up-to-date demographic data indicates that Whitestown’s housing stock is 73.2% owner-occupied. For a community with a strong industrial base such as Whitestown, it is healthy for a community to be within the range of 65% - 85% owner-occupied (see Table 2.10).

COMMUNITY BACKGROUND

TABLE 2.9: OWNER-OCCUPIED HOME VALUES - 2010-2020 COMPARISON			
COMMUNITY	2010 MEDIAN HOME VALUE	2020 MEDIAN HOME VALUE	% CHANGE
Indiana	\$123,300	\$148,500	20.4%
Boone County	\$174,300	\$245,200	40.7%
Avon	\$166,900	\$212,600	27.4%
McCordsville	\$192,000	\$242,900	26.5%
Plainfield	\$143,600	\$185,800	29.4%
Whitestown	\$159,400	\$231,100	45.0%
Zionsville	\$355,800	\$406,800	14.3%

Sources: 2010 U.S. Census and U.S. Census 2016-2020 American Community Survey Estimates

TABLE 2.10: HOUSING OCCUPANCY			
COMMUNITY	TOTAL HOUSING UNITS	% OF UNITS OCCUPIED	% OF UNITS OWNER-OCCUPIED
Indiana	2,903,720	89.6%	69.5%
Boone County	27,574	93.6%	78.6%
Avon	7,066	93.8%	78.3%
McCordsville	2,712	97.3%	89.9%
Plainfield	13,089	96.7%	64.7%
Whitestown	3,433	93.0%	73.2%
Zionsville	10,673	94.3%	84.6%

Source: U.S. Census 2016-2020 American Community Survey Estimates

Housing

Since the completion of the previous comprehensive plan in 2015, thousands of apartments, townhomes, and single-family homes have been built throughout Whitestown. Additional apartments and neighborhoods continue to be developed throughout Whitestown today. In fact, according to the Builders Association of Greater Indianapolis (BAGI), 1,705 single-family building permits were issued by the Town of Whitestown between 2015 and 2021.

In 2021 alone there were 443 single-family building permits issued in Whitestown. This represents over half of the total permits issued in Boone County (798). According to 2016-2020 ACS estimates, 92% of Whitestown’s housing units have been built since 2000. For reference, only 17.2% of housing units in Indiana have been built since 2000. While this covers over 20 years of new housing development, it is also representative of the significant overall growth and development the community has experienced during that time. Whitestown has far surpassed the comparison communities relative to the number of homes built since 2000. McCordsville (at nearly 78%) has the closest percentage of housing built since 2000, with the remaining three communities having percentages less than 55%.

TABLE 2.11: AGE OF HOUSING UNITS				
COMMUNITY	TOTAL HOUSING UNITS	% OF UNITS BUILT IN 2014 OR AFTER	% OF UNITS BUILT BETWEEN 2000-2013	% OF UNITS BUILT PRIOR TO 2000
Boone County	27,574	8.5%	27.6%	63.9%
Avon	7,066	15.7%	38.1%	46.2%
McCordsville	2,712	23.7%	53.9%	22.7%
Plainfield	13,089	10.5%	30.1%	59.4%
Whitestown	3,433	40.6%	51.4%	8.0%
Zionsville	10,673	6.0%	38.6%	55.4%

Source: U.S. Census 2016-2020 American Community Survey Estimates

WHITESTOWN’S ECONOMIC TRENDS

Total Workforce and Unemployment

According to 2016-2020 ACS estimates, of Whitestown’s population 16 years and older, 83.7% were in the labor force in 2020. Compared to Indiana (63.7%) Whitestown’s rate of participation in the labor force is significantly higher as a percentage of total population. The employed civilian labor force in Whitestown was 4,808 people.

Commuting & Place of Work

Slightly more than 85% of Boone County’s workers used a private vehicle (either by driving alone or carpooling) while traveling to work. The mean travel time to work was approximately 26 minutes. The percentage of county residents working from home was 11.7%, a percentage that is now certainly higher as a result the COVID-19 pandemic.

According to *Hoosiers by the Numbers* (2019 tax year), 74% of Boone County’s workforce also lives in the county, with 26% of the workforce commuting into the county. Of that 26% total, 20.7% of the workers are commuting from the five adjacent counties (Marion, Hamilton, Hendricks, Clinton and Montgomery counties) to work in Boone County. The top three counties include Marion County (8.4%), Hamilton County (4.7%), and Hendricks County (3.8%). Comparatively, those same five counties only comprised 15.8% of Boone County’s workforce in 2009, and 18.9% of the workforce in 2014.

Industries & Occupations

As a percentage of Whitestown’s employed population, the three largest employment sectors for 2020 were educational services, healthcare and social assistance (28.6%); followed by professional, scientific, and management/administrative services (18.6%); and manufacturing (14.6%). The top three occupations in 2020 were management, business, science and arts occupations (65.7%); followed by sales and office occupations (14.3%); and production, transportation and material moving occupations (9.7%). These three occupations totaled nearly 90% of the occupations held by residents in Whitestown.

Income

According to 2016-2020 ACS estimates, Whitestown’s median household income was \$96,024, approximately 61% higher than Indiana’s (\$58,235). When compared to the comparison communities, Whitestown trails only Zionsville in median household incomes. However, with the exception of Plainfield, Whitestown’s per capita income is below the comparison communities. Per capita income is frequently used in measuring a standard of living but can be skewed because it does not reflect income distribution.

TABLE 2.12: INCOME		
COMMUNITY	MEDIAN HOUSEHOLD INCOME	PER CAPITA INCOME
Indiana	\$58,235	\$30,693
Boone County	\$89,444	\$48,835
Avon	\$93,352	\$40,854
McCordsville	\$93,779	\$42,142
Plainfield	\$65,306	\$34,795
Whitestown	\$96,024	\$38,423
Zionsville	\$137,265	\$66,898

Source: U.S. Census 2016-2020 American Community Survey Estimates



CHAPTER 03

VISION & GOALS

VISION & GOALS

WHITESTOWN'S VISION

To be a welcoming, innovative community for all phases of life that encourages economic growth and high quality, well-integrated development with a broad range of uses and residential development types, thus;

- Expanding quality employment opportunities in Whitestown and the region.
- Enhancing the quality of place of the community.
- Growing the area's tax base.
- Incorporating urban design elements such as complete streets, form-based design codes, and building to lot lines.
- Becoming a dynamic and vibrant community that is proactive in addressing issues and responsive to citizens and stakeholders.
- Fostering a community identity and development climate that makes Whitestown one of the most unique communities in Indiana.

IN THIS CHAPTER...

This chapter outlines the overall vision for the 2022 Whitestown Comprehensive Plan Update.

DEVELOPING THE VISION

Whitestown is a community in transition. While the community benefits from a rich history, its present condition is more influenced by the significant growth and development that has occurred in the last fifteen years rather than its historical roots. As one of the fastest growing communities in Indiana, Whitestown has seen its employment base and residential population soar in recent years, bringing with it all of the advantages and disadvantages of significant growth. With all of this change, there is a strong desire for Whitestown to embrace this opportunity to redefine itself as a progressive community, incorporating many traditional urban design elements such as complete streets, form-based design, and building to lot lines in order to create a community unique to Central Indiana. As Whitestown chooses what type of community it will be in the future, it is essential that leaders not be constrained by traditional thinking and business-as-usual attitudes. Bold thinking, supported by strategic engagement of local and regional assets and opportunities, will leverage the significant potential of Whitestown and define a transformative and dynamic community character. Building this community character for a diverse and active population, while maintaining a sensitivity to growing in a sustainable and fiscally responsible manner, will help secure Whitestown as a distinctive regional location to live, work, learn, and play.

The vision for the Town of Whitestown outlines the direction of future growth, development, and services for the Town. This vision, highlighted on the following page, was originally developed as part of the 2015 Comprehensive Plan and remains relevant today. The community's vision reflects a bold perspective and sets high standards and clear expectations for the community. Communities such as Whitestown must grow, both commercially and residentially, if they are to achieve long-term sustainability. In order for

Whitestown to be the community it wants to be, it must define standards for growth, the key components to the success of the community, and the character of the future of Whitestown. This comprehensive plan sets the roadmap for achieving the following vision.

ISSUES IDENTIFICATION

1. There is a lack of a defined community character.

If a community does not work aggressively to define itself, it will be defined by others. In many ways this is the current state of reality for Whitestown. While significant activity has taken place in recent years inside the community, most of it has not been attributed to a "Whitestown Brand." Unlike neighboring communities like Zionsville and Carmel, the core character of Whitestown remains somewhat of a blank slate. This creates a tremendous opportunity for the community to define and articulate itself, while still building on the significant positive momentum already in place in the community.

2. Whitestown needs to be a place for all people.

If Whitestown is to maximize its potential, it must become a community that not only embraces all phases of life, but actively works to develop the infrastructure and amenities that are attractive to, and supportive of, each phase of the life cycle and to all people. This includes encouraging a mix of residential building types that are appealing to young professionals, families, and seniors; designing and building the public amenities that are essential for each age group; and supporting the non-residential use types at locations that best attract the diverse population base.



VISION & GOALS

3. Whitestown is beginning to become a community of subdivisions.

Like many communities in central Indiana, Whitestown is on the verge of becoming a bedroom community of subdivisions rather than a community of connected and integrated neighborhoods. Individuals begin to identify themselves by the subdivision in which they live, and business begin to identify with the development they are located in. It is essential that as the community grows, that emotional and physical connections be made to all areas of the community to support a true identity and a sense of ownership in their town.

4. Large footprint manufacturing and distribution facilities are beginning to define the economic base of the community.

While there is tremendous benefit to the employment growth in Whitestown, especially along the Interstate 65 corridor, in many ways the broader public perception of Whitestown is as a place for large industrial buildings. The truth is that strong utility service, accessibility and visibility of prime commercial real estate makes Whitestown the perfect location for a diverse business base, including office, research and development, and technology focused industry. Diversifying the business base will not only provide the resources and opportunities to support building a great quality of place, but it is also the key to long-term sustainability of Whitestown.

5. While the heart of the community beats strong, the core of the community needs revitalization.

The Legacy Core was once the focal point and heart of the community. Today, development patterns have shifted both of these closer to the Interstate 65 corridor. Despite this, the Legacy Core remains an important symbolic feature of Whitestown, as well as a real opportunity to create a unique and vibrant neighborhood within the community. Significant attention should be given to the revitalization of this area and its integration into adjacent areas of growth in Whitestown.

6. There is a lack of connectivity within the community.

As Whitestown continues to grow and expand west of Interstate 65, it is essential critical emotional and physical connections are made to connect developments, parks and other community areas to one another. These areas must not just feel interrelated, but must be physically connected with roads, trails, pathways and wayfinding signage. Such a strategy can result in these areas being more accessible and inviting to both the residents of, and visitors to, Whitestown.

OVERARCHING GOALS

In order to support and drive the implementation of this plan’s vision, it is important to establish an overarching set of goals to support the development of specific strategies. These goals are intended to be broad in nature and set the framework for more detailed conversations within the appropriate chapters of this plan.

1. Attract new, high-quality business and development to Whitestown to provide a diverse and sustainable employment and tax base for the community.
2. Develop programs and policies to support and encourage the continued success and growth of the existing business base within the community.
3. Continue to refine the Whitestown brand, convey a clear marketing message, and use relevant delivery systems to communicate Whitestown’s vision.
4. Continue and enhance focus on the development of a sustainable quality of place in Whitestown to serve all people.
5. Develop and maintain the proper municipal infrastructure to support the desired growth of the community and service to its citizens.
6. Make long-term sustainability a focus of all decision-making processes in the community.

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CHAPTER 04

LAND USE

GUIDING POLICIES

1. To achieve the vision for the community, Whitestown must promote unique designs, appropriately placed residential densities, and appropriate transitions between adjacent densities that provide market-driven product types that are attractive to individuals and families in all phases of life, especially young professionals and families.
2. For long-term community sustainability, it is essential that Whitestown maintain the proper balance of commercial, industrial, and residential uses.
3. To help develop the community spirit and identity desired by the residents of the community, Whitestown needs to grow as a collection of connected and integrated neighborhoods, not subdivisions.
4. To grow and retain the desired local labor force, the community needs to support housing options with amenities that serve both an urban and suburban lifestyle.
5. Development within the community needs to be designed to be efficient, compact, and walkable.
6. Future development should be encouraged to provide a mix of uses in appropriate areas in addition to high-quality and creative product design.
7. The community needs to grow and develop, but such activities need to be sensitive to how they relate to existing uses and agricultural areas.

IN THIS CHAPTER...

This chapter highlights the location and quantity of desired growth in Whitestown. It includes growth and land use strategies for Whitestown, a future land use map, and a description of each land use category. This element is required by Indiana Code.

CHAPTER OVERVIEW

A major element of any community is the land use pattern. This can include a variety of land uses and densities that are coordinated to result in an effective and well-organized community. Whitestown has appropriate locations for all land uses, from high-density mixed-use developments to low-density rural subdivisions. Providing the appropriate mix of these densities, land uses, and areas can result in a higher quality of life for the Town, residents, and businesses.

The components needed to promote strong land use decisions include:

- Variety of land use districts and densities,
- Compatibility with land uses,
- Redevelopment of areas in need of reinvestment,
- Enforcement and update to the zoning and subdivision regulations,
- Connectivity between areas, destinations, and activity zones, and
- Coordination with other community services and facilities as growth occurs.

INTRODUCTION

Several factors influence the desired land use direction of Whitestown. One of the most significant factors is the pace of growth that the community has experienced in the past 20 years. Much of this dynamic growth began with the approval and subsequent development of the mixed use project Anson. Prior to that point, Whitestown was perceived as a small town with limited desire to capitalize on its development potential. Following

the approval of Anson by Boone County officials and subsequent annexation into Whitestown, the community acknowledged to the world that it was ready to embrace growth opportunities. What remained undefined, however, was what opportunities and direction the community would choose to pursue. During the development of this Plan, it was identified Whitestown desires a mix of land uses to support a sustainable rate of growth for the community and to grow into a unique destination for residents and businesses.

Making this a reality is possible in Whitestown, especially given the current capacity and location of utilities which provides the opportunity for development activity to take place in most areas of the community. It is likely that areas within and around Anson, near Interstate 65 and its interchanges, and along Whitestown Parkway will experience non-residential development first. Residential development, however, will likely continue to develop from east to west across the community and within the Anson PUD. Additional thoroughfare and trail improvements will increase the likelihood of development in other areas of the community.

Long-term growth management policy requires that the community will be driven by two primary factors. The first is to continue to expand the potential envelop of growth and development within Whitestown. This means strategically locating infrastructure and mixing land uses to maximize the availability of developable property. The second factor is to maximize the density of development to support the character, activation, and return on investment for the community. Whitestown’s vision is to be a unique community with urban character and suburban amenities while also providing adequate open space to support the desired quality of life for the community. To achieve this balance, it may be necessary to support residential and commercial densities that exceed what is otherwise anticipated for suburban communities. Each future development should look for creative ways to mitigate any adverse impacts of greater density, while positioning each development to maximize and leverage the benefits that are inherent to more dense development practices.

GUIDING POLICIES

8. Where needed, the community needs to promote redevelopment and support those activities with the appropriate level of new development activity.
9. Future land use and density decisions need to be coordinated with the needs and availability of transportation, utilities, and other infrastructure facilities.
10. Larger planned unit developments are encouraged and should include flexible integration of a true mix of uses and unique design standards.
11. Continue to review, revise, and implement the Interstate 65 Land Use Overlay as part of managing development activities.
12. Ensure new developments preserve existing high-quality vegetation, natural features, and wildlife habitat.
13. Environmentally sensitive areas should be protected from new development through buffers and/or environmental best practices.
14. Higher density developments should use higher-quality building materials, landscaping, and architectural standards that are in-line with the Anson PUD Standards and the Unified Development Ordinance.

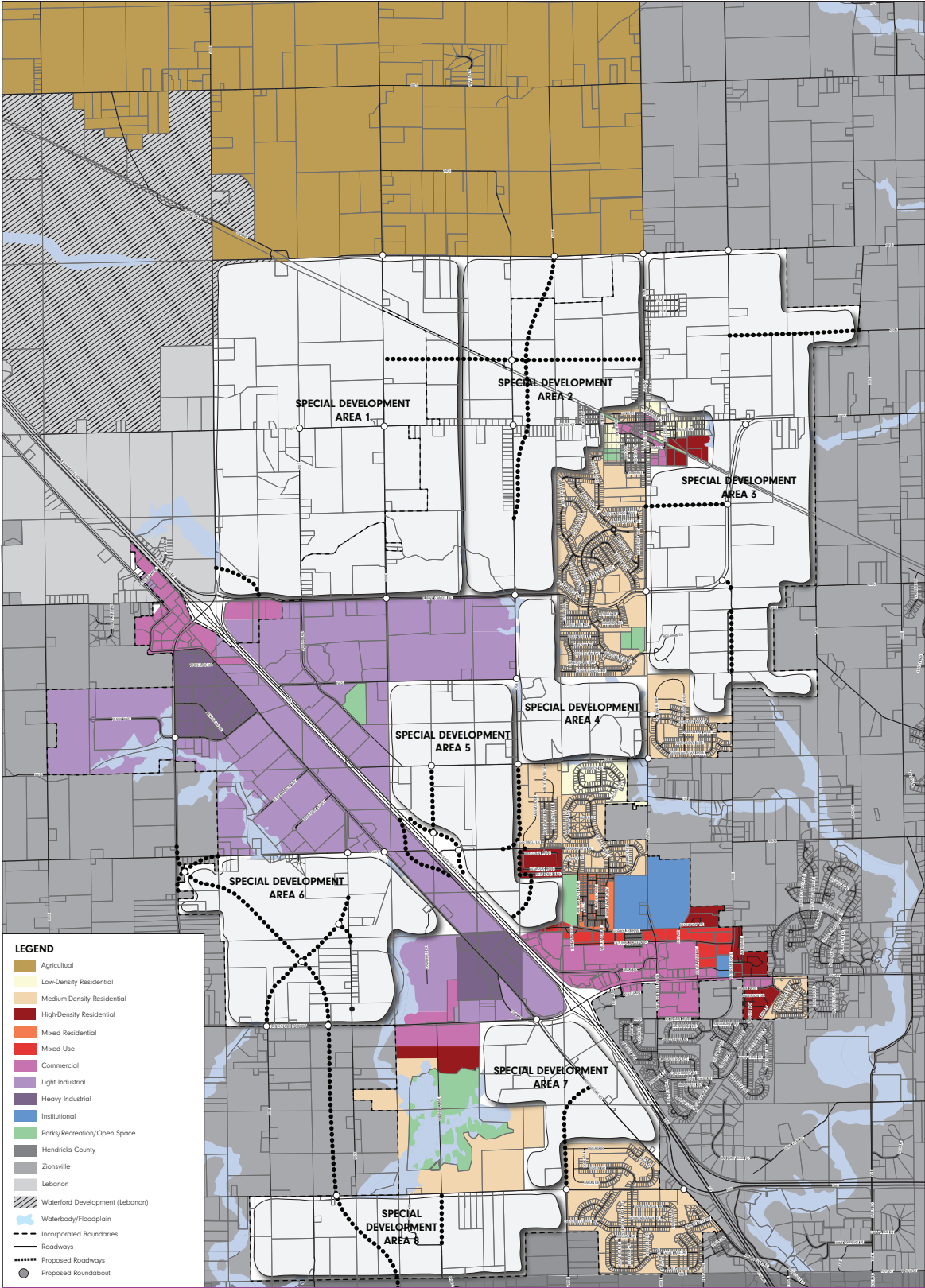


FIGURE 4.1: FUTURE LAND USE MAP

FUTURE LAND USE

The future land use plan (maps and accompanying text) provides local officials and decision makers with a tool to assist in making decisions and policies for attracting new growth and development. Locations for future land uses were based on the location criteria, public input, geographical limitations, and existing conditions.

Generally, new development should be compatible with the surrounding area and provide appropriate transitions between densities and land uses. New development should also preserve and utilize the existing road and utility network while capitalizing on underutilized or undeveloped land.

The Future Land Use Map included in this chapter is intended to be used as a guide when land use decisions are made. **Some flexibility in the implementation of this plan is intentional to allow the Town to respond to changing market demands and community needs.** Future land uses in areas that are already developed or that are included in approved Planned Unit Developments (PUDs) are shown to generally reflect the existing or approved development pattern.

FUTURE LAND USE MAP

The Land Use Maps established in this chapter depict the desired future land uses over approximately the next ten years. This includes uses within the existing corporate boundary of Whitestown, as well as future areas that have annexation potential. The maps include plans for Special Development Areas that are described in more detail later in this chapter. It is important to note that a significant portion of the areas in the map are already governed by approved PUDs (such as Anson and the Golf Club of Indiana) and it is anticipated that future development in these areas will continue to follow the uses and standards established inside those existing PUDs.

LAND USE DESCRIPTIONS

Each land use identified on the Future Land Use Map is described below and is intended to be more general and broader than the Town’s zoning districts to provide flexibility over the 10-year horizon of this plan. The following descriptions provide the intent of each land use category (See pages 38 - 39).



LAND USE DESCRIPTIONS
Agriculture
Agriculture has been a significant part of the history and heritage of Whitestown and it continues to be a land use in the community today. It is anticipated that as the community continues to grow, areas currently used for agricultural purposes will transform into developments within the community. However, there is a desire in the community to continue to respect and encourage the continued operation of current agricultural uses in Whitestown.
Low Density Residential
Includes single-family residential development of less than 1.75 units per acre. These areas are intended for medium to small-sized lot subdivisions with single-family detached houses. These areas are located primarily in the northeast and southern parts of the Town.
Medium Density Residential
Includes residential development between 1.75 to 4 units per acre. These areas are intended for small lot subdivisions with single-family detached houses, duplexes, townhomes, small apartment complexes, or similar density residential. These areas are generally located in the northeast part of the Town along County Road 650 East.
High Density Residential
Includes residential development greater than 7 units per acre. These areas are intended for higher density residential developments that could include single-family, duplexes, townhomes, large apartment complexes, or similar density residential. These areas are located in the southeast and northwest parts of Town, as well as within the Anson and Golf Club of Indiana PUDs.
Mixed Residential
Intended for areas where moderate to higher density residential developments exist or are desired. Desirable housing types include a balanced mix of single family detached, single family attached, townhomes, and limited multi-family. Developments should include diverse residential types with a variety of architectural styles. Densities should be between 4 and 7 units per acre within this district, while maintaining open space and providing desired amenities. Residential developments should be walkable and encourage connections to adjacent areas and nodes.
Commercial
Intended as a broad land use category that includes commercial developments serving the surrounding neighborhoods and region. Commercial developments can include retail, offices, restaurants, and other service-oriented uses and are generally adjacent to roads that can accommodate greater volumes of vehicular traffic, such as Whitestown Parkway, Indianapolis Road, CR 575, and at the Interstate 65 interchanges .
Mixed Use
Intended for well-designed developments that include a mix of land uses, such as commercial, office, and residential. Development in this area should consider internal connectivity for all modes as well as a higher level of aesthetic design.

LAND USE DESCRIPTIONS
Light Industrial
Intended for a range of light industrial uses, this category includes small to medium-scale and clean industrial uses, including warehouses, flex space, construction, distribution, or other small to medium-scaled industrial uses that are minimally or moderately obtrusive. This category also includes technology industrial uses that are intended for industrial or office uses that focus on engineering or manufacturing technology that make production more efficient. These may include corporate offices, high tech manufacturing and research and development facilities. These uses are clean, minimally obtrusive, and can be master planned in a campus setting.
Heavy Industrial
Heavy industrial uses may include large-scale and industrial uses, such as warehouses, manufacturing, assembly, regional/national distribution facilities or similar large-scale industrial uses. Uses in this category could have outdoor operation or production components. Heavy manufacturing uses that have significant environmental impacts or generate significant smoke, noise, or odors are not desired in Whitestown.
Institutional
Intended for public or semi-public uses that could include government buildings, emergency services, schools, religious facilities, or similar uses.
Legacy Core
Intended for Whitestown’s Legacy Core through the implementation of the Legacy Core Master Plan. Additional details of this area are provided in the 2021 Legacy Core Plan.
Special Development Areas
These areas are intended for developments that include a mix of land uses, such as retail, office and residential, and are designed in pedestrian scale and reflect a unique character. Each of the development areas may have a unique character, as well as a preferred set of uses and development standards reflective of its location, function, and desired appearance within the development area. Additional details of each proposed area are listed later in this chapter.
Parks, Recreation, & Open Space
<p>This land use category identifies a series of potential land uses that are intended to promote active and passive park, recreation, and open space uses. These uses are not intended to prohibit the potential for limited development in these areas, but such development must be sensitive to maintaining the feel and character inherent to the identified uses for this designation.</p> <p>Parks and recreation include spaces and activities that happen within both outdoor and indoor facilities. Active recreation involves physical activity while passive recreation usually does not. Active recreation often includes a mix of activities and facilities such as: athletic fields, courses and courts, buildings or structures for recreational activities, children’s play areas, dog play areas, bike paths, and community gathering places. Passive recreation area often refers to a mix of uses in a park, undeveloped land or minimally improved lands which can include the following: landscaped areas, natural areas, community gardens, picnic areas, and bodies of water. Future community, school, and other public facilities may also be included in these areas as the coordination and connectivity of civic facilities is important to create the unified gathering places and efficiency of services desired by the community. Open space is generally undeveloped areas that allow individuals opportunities to engage in outdoor activities, access nature, protect natural areas, and promote the continued agricultural use of properties.</p>

ZONING AS A DEVELOPMENT TOOL

The Whitestown Unified Development Ordinance (UDO) is the local tool for implementing land use policy. Thus, the Whitestown UDO must foster the development of concepts of this Plan. This is especially true of the developments of the Special Development Areas identified in this Plan. The concept will not work without a sufficient market to support a Special Development Area in each location. To achieve the maximum creativity from private developers, the Town should encourage creative zoning techniques such as form based zoning and Planned Unit Developments (PUDs) to facilitate the best development types for the community. The existing Whitestown UDO should also be reviewed and amended as necessary to ensure that the base standards are in place to support the vision of the community. This is especially true with regard to architectural controls and site development standards. These standards should also allow for the blend of uses while still being sensitive to the appropriate transitions between new uses and existing uses.

As stated previously, areas along existing thoroughfares where utilities are already in place are likely to develop sooner than other areas in the community. This is especially true in Anson and other areas east of Interstate 65. Some of these areas are supported by the Special Development Areas identified in this Plan, however, some of them are outside these areas. There are also several new corridors that are being planned (the future Ronald Reagan Parkway and 575 Corridor, as examples) that will provide access to areas that are within and outside of these Special Development Areas. Areas outside the Special Development Areas may be subject to traditional zoning approvals and governed by the underlying land uses identified within this Plan.

This comprehensive plan encourages the concept of transitioning from a town of subdivisions to a community of neighborhoods. To accomplish this, it will require a combination of improvements to better connect and coordinate existing developments, creative future design, and special considerations for new development projects. The best neighborhoods are not just a collection of houses within a subdivision, but they also contribute to a unique sense of place and community identity, with residents interacting socially with one another as well as contributing volunteer time, leadership, and civic

involvement. Key physical elements of neighborhoods include:

- 1. Seamless transition from residential to non-residential uses.
- 2. A well-balanced mix of land uses and services.
- 3. Uses are an integrated component of the neighborhood with adequate buffering and transition for noise, light, and parking intrusions. Heavy industrial areas will require significantly more buffering than light industrial uses.
- 4. Mixed density residential designed as a component of the neighborhood.
- 5. Multi-modal transportation (i.e. pedestrians, bicyclists, drivers) and walkability within the neighborhood and between neighborhoods and community amenities.
- 6. Design and architectural features that are visually interesting.
- 7. Encouraged human contact and social activities via things such as unique gather spots within the neighborhood.
- 8. A variety of choices in entertainment and activity options.

SPECIAL DEVELOPMENT AREAS

Throughout history, communities that have thrived have had successful core areas of commerce, living, and civic life. These cores contain community meeting places, employment centers, and municipal services, as well as retail and entertainment establishments and residential neighborhoods. These areas create a sense of belonging and community identity for the entire community. The Legacy Core provided this for Whitestown at one point, but as the community grew outside of its “downtown,” some focus has been lost on the sense of belonging and identity that the Legacy Core once brought to Whitestown.

The Special Development Area (SDA) concept is an effort to ensure this sense of place by creating unique development areas that are designed to have creative character that, while perhaps different from one another, are still coordinated and connected in ways that promote the overall character of the community.

It is important that people and businesses located in these areas identify themselves as part of the larger community.

Each development area will include a mix of uses such as convenience retail shops, food services, personal and business service uses, employment centers, and some community facilities such as, parks, schools, libraries, or places of worship. However, because each special development area is in a unique geographic location with a variety of market needs and demands, the mix of uses is expected to vary with each area. And because the centers are expected to be programmed through market forces and demands, flexibility of uses is an important function of each plan. As neighborhoods develop around each development area, it is important each area:

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

There are eight Special Development Areas proposed within this chapter. Four of the development areas are proposed along the existing interchanges on Interstate 65. Two of the development areas are proposed where the new mid-point interchange is being constructed. The remaining development areas have been proposed in strategic locations to tie together the broader community. Details of each of the development areas are listed in the following pages.

SPECIAL DEVELOPMENT AREA (SDA) GENERAL GUIDELINES

- 1. Where multiple buildings are proposed within a single development, consistent architectural themes are encouraged to be applied throughout the entire development.
- 2. Site access and signage must be carefully planned to orient drivers to a safe and efficient travel pattern.
- 3. Site design and parking lot layout must recognize the “double-fronted” nature of development sites in the SDA’s.
- 4. 360 degree building architecture design should be considered for all buildings.
- 5. Alternative transportation facilities should connect uses within the zones for safe, pedestrian travel, as well as connect individual areas to other areas within the community.
- 6. Flexibility and creativity are key to the success of the areas, so form-based zoning standards are encouraged to be part of the overall PUDs in the SDA’s.
- 7. Site layouts and design standards should be focused on creating active spaces that encourage energy and vitality in each SDA.
- 8. Mixed-use areas within the SDA’s should be designed at a compact pedestrian scale.
- 9. The SDA’s should be well landscaped.
- 10. The SDA’s should be master planned. It will take many years for areas to fully develop and no project within it should prevent the development of future projects according to the plan.
- 11. Centralized parking facilities should be encouraged within the commercial areas of the SDA’s and shared facilities should be available between the uses in the SDA’s.
- 12. Combined drainage facilities are encouraged to create lake/amenity features.
- 13. Through streets shall be required in all developments. Stub streets should be required where a development is adjacent to vacant land.

LAND USE

SPECIAL DEVELOPMENT AREAS

1. ALBERT S. WHITE WESTERN GATEWAY

This area serves as the northern gateway, so special attention must be paid to signage and landscaping along Albert S. White Drive. The land use to the north focuses on a mix of office, research, and technology to support an innovate corporate campus or technology park that transforms Whitestown into a regional research and technology area. The architecture may reflect the innovation of the medical/technology field through more contemporary architecture and modern

materials such as glass; however, more traditional styling elements are not discouraged if they respond to the style of adjacent buildings.

Further north, it is anticipated that Whitestown would annex land as far as County Road 200 South, and this land would be used for medium-density residential near the corporate boundary of Lebanon and mixed residential along the Big Four Trail.

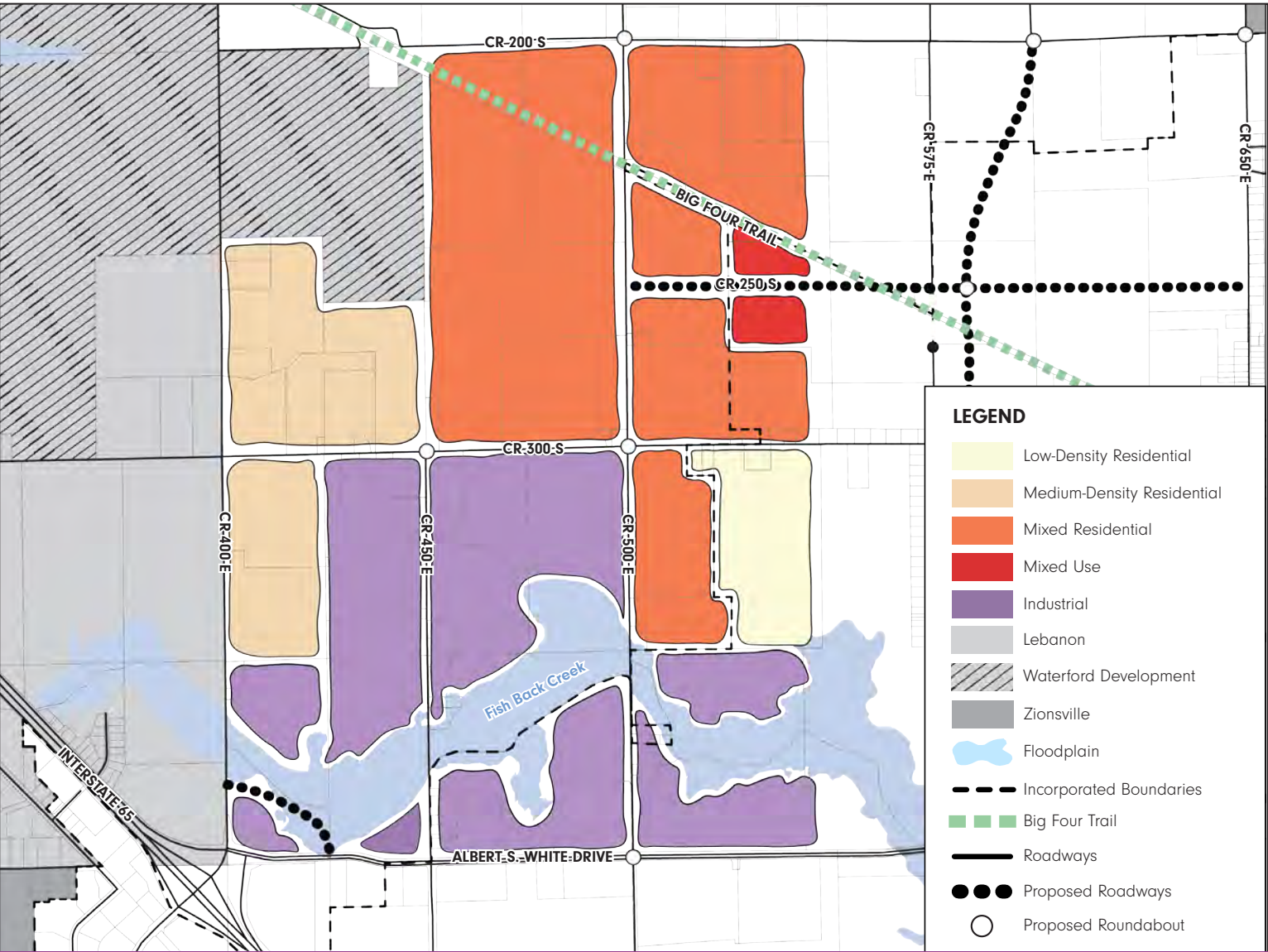


FIGURE 4.2: SPECIAL DEVELOPMENT AREA 1

2. MIXED USE - LEGACY CORE WESTERN GATEWAY

This area is located between Interstate 65 and the Legacy Core along the north side of Albert S. White Drive. This area is important because it serves as a transition between the more intense industrial uses currently planned to the west and the existing and planned single-family areas in northeastern Whitestown. This area will likely need to include some mixed residential, mixed use, and low-density residential areas as the Albert S. White Drive transitions from industrial uses to the Legacy Core. It is likely this area will include

some neighborhood retail uses, such as pharmacy, grocery, and other smaller retail uses. "Big box" retail uses would not be appropriate in this area. It is also important that the commercial in this area not injure market potential for redevelopment opportunities in the Legacy Core and the more intense retail uses that may be possible in Special Development Area 3.

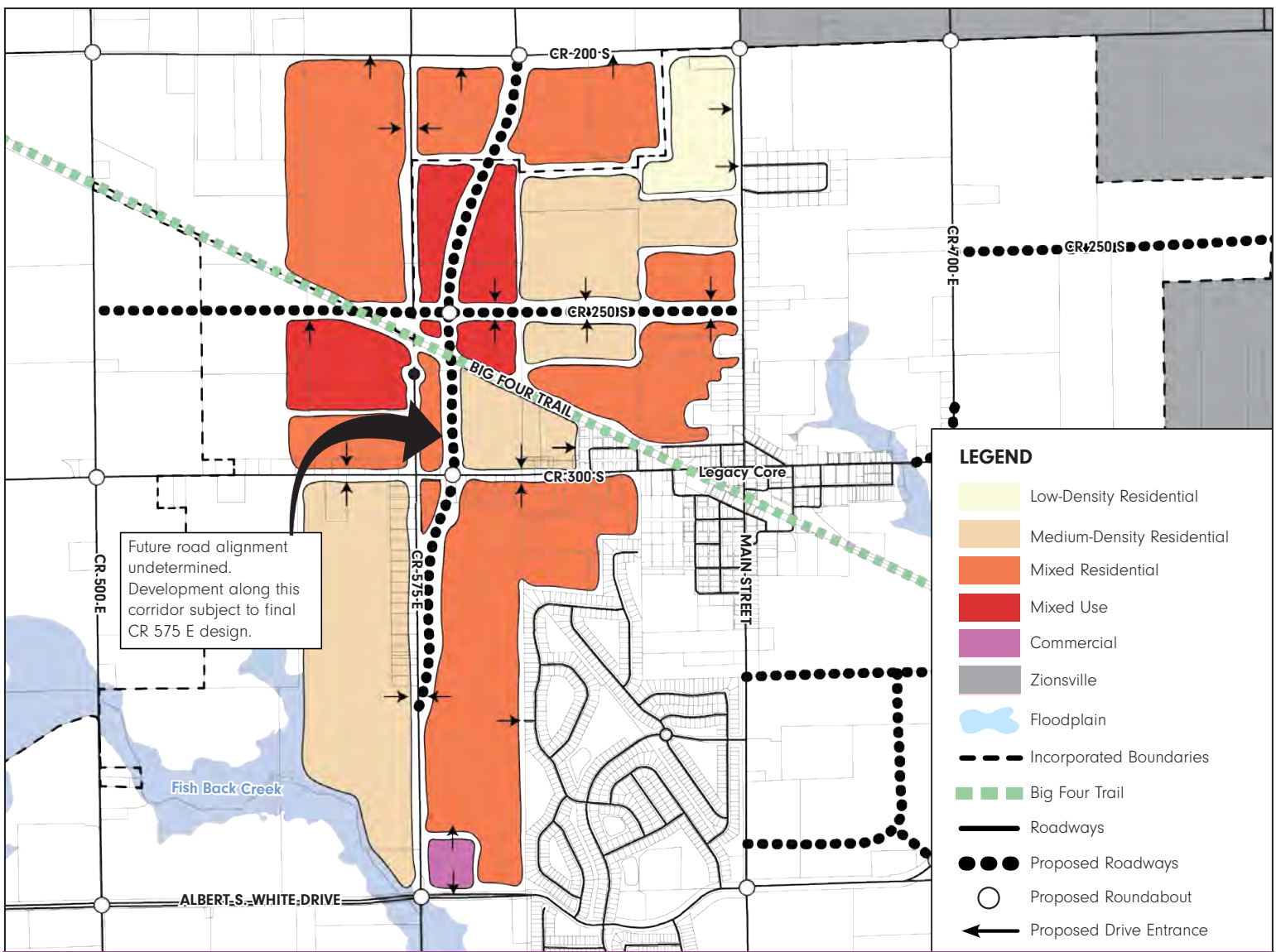


FIGURE 4.3: SPECIAL DEVELOPMENT AREA 2

LAND USE

3. MIXED USE - LEGACY CORE EASTERN GATEWAY

This area is in the northeast corner of Whitestown, east of the Legacy Core. Development in this area not only serves as the primary eastern gateway into Whitestown but supports the continued redevelopment opportunities of the Legacy Core. This area is also important because of its accessibility to the future extension of County Road 300 South/146th Street corridor between Interstate 69 and Interstate 65. As a gateway into both Whitestown and the Legacy Core, this area shall have an emphasis on high quality architecture, proportion, and detail.

This area is anticipated to include a collection of office, service retail, commercial retail uses, technology focused industrial businesses, and mixed density residential. Larger retail stores are not anticipated in this area, but smaller outlots are encouraged to be located near the street. There is a strong opportunity to focus the non-residential employment generators toward technology

based businesses. These will likely be smaller uses, and the area may serve as a small business technology incubator, allowing business to grow out of the area and locate expanded facilities in other locations within Whitestown.

With the connectivity of this area with the Big Four Trail and the proximity to the Legacy Core, residential uses will be an important component of the development within and around this area. It is likely that there will be a mix of residential use types within this area including traditional detached single-family homes, attached single-family homes, condominiums, townhomes, and multi-family homes. It is anticipated that these uses will be market driven but should address the need to cater to young professionals and those seeking a more urban living atmosphere. This means that this area will need to accommodate a mix of densities, including levels that are usually not permitted in most suburban communities.



FIGURE 4.4: CROSS-SECTION CONCEPT OF COUNTY ROAD 575 E

Downtown Thoroughfare Design from National Association of City Transportation Officials' Urban Street Design Guide



Mixed-use Development



Multi-family Development

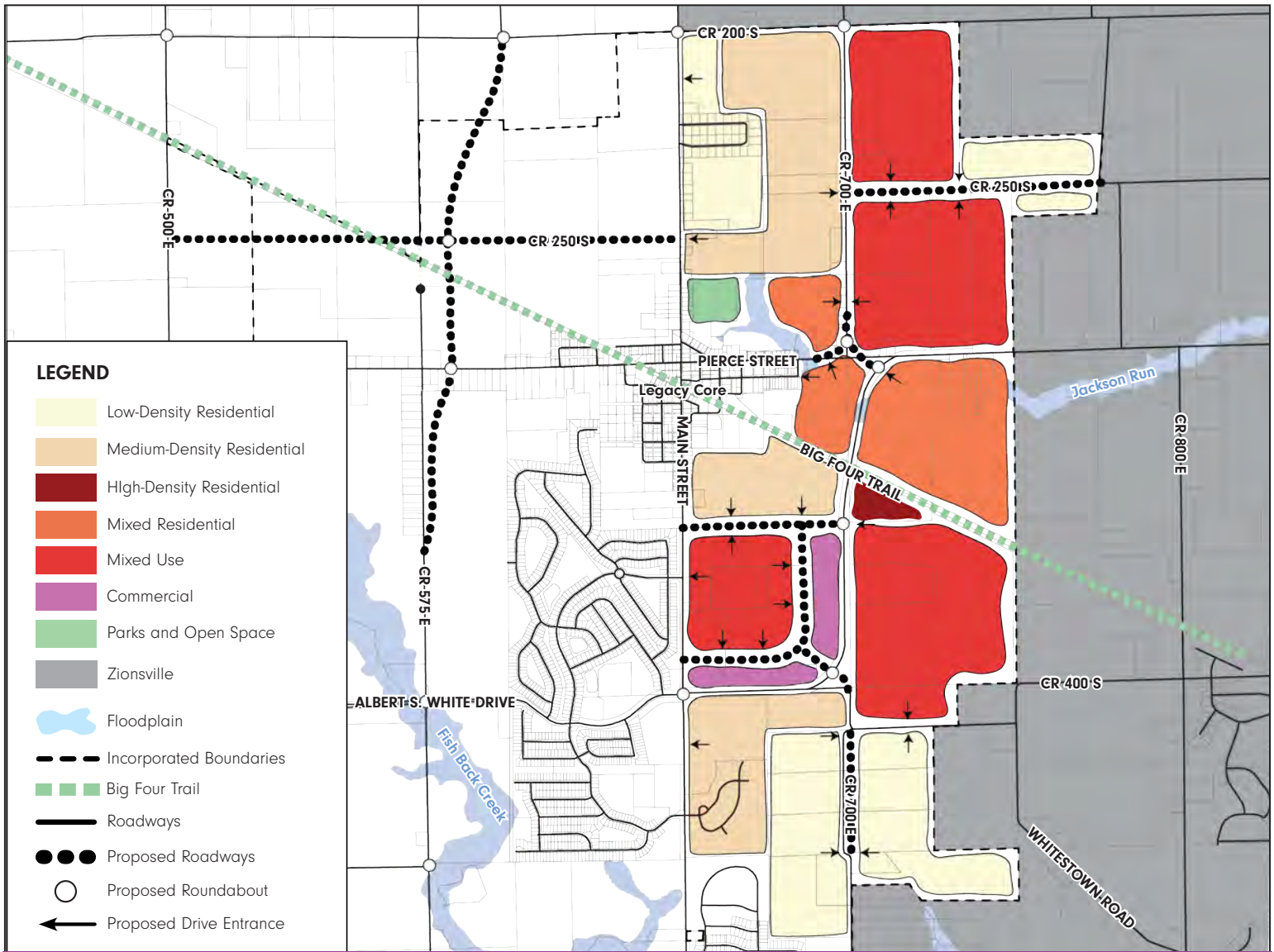


FIGURE 4.5: SPECIAL DEVELOPMENT AREA 3

LAND USE

4. FISHBACK CREEK RESIDENTIAL

This area intertwines with Fishback Creek and is a transition area between the Anson Planned Unit Development and the neighborhoods of Walker Farms and Heritage. Land uses identified for this area include mixed residential, low-density residential, and mixed use. White Lick Creek poses a challenge to development, but also an opportunity for open space preservation and bicycle and pedestrian connectivity.



Single-family Development

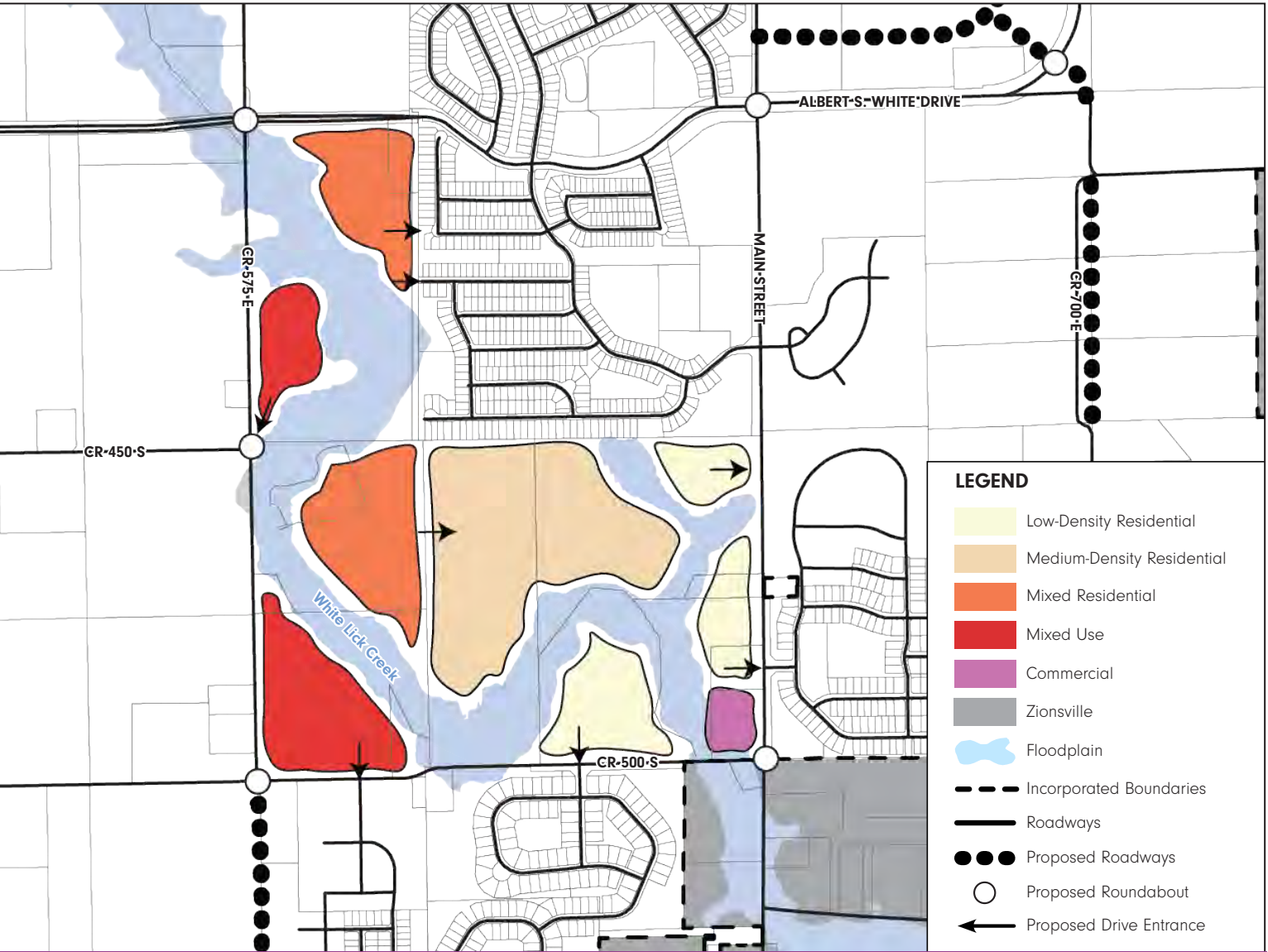


FIGURE 4.6: SPECIAL DEVELOPMENT AREA 4

5. MIDPOINT EAST

This area is east of the midpoint interchange and is in the Anson PUD. The development standards for this area are defined by the Anson Planned Unit Development (PUD) ordinance text.

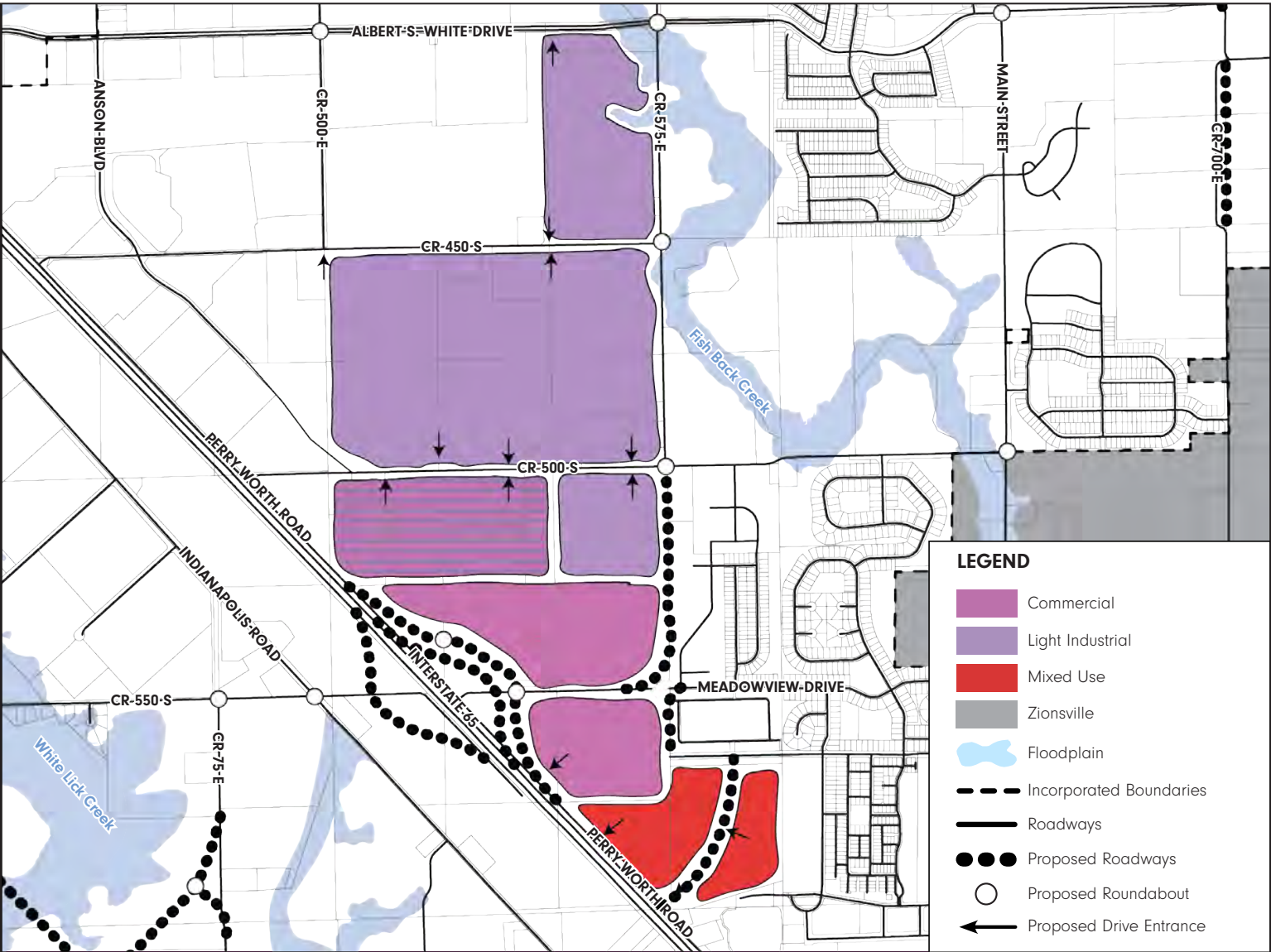


FIGURE 4.7: SPECIAL DEVELOPMENT AREA 5

LAND USE

6. MIDPOINT WEST

This area supports industrial and commercial land uses and should provide easy access and visibility from major thoroughfares, Interstate 65, and the future extension of Ronald Reagan Parkway. This area shall have an emphasis on high quality architecture, proportion, and detail. Where possible, greenspace should be integrated to protect sensitive environmental areas.

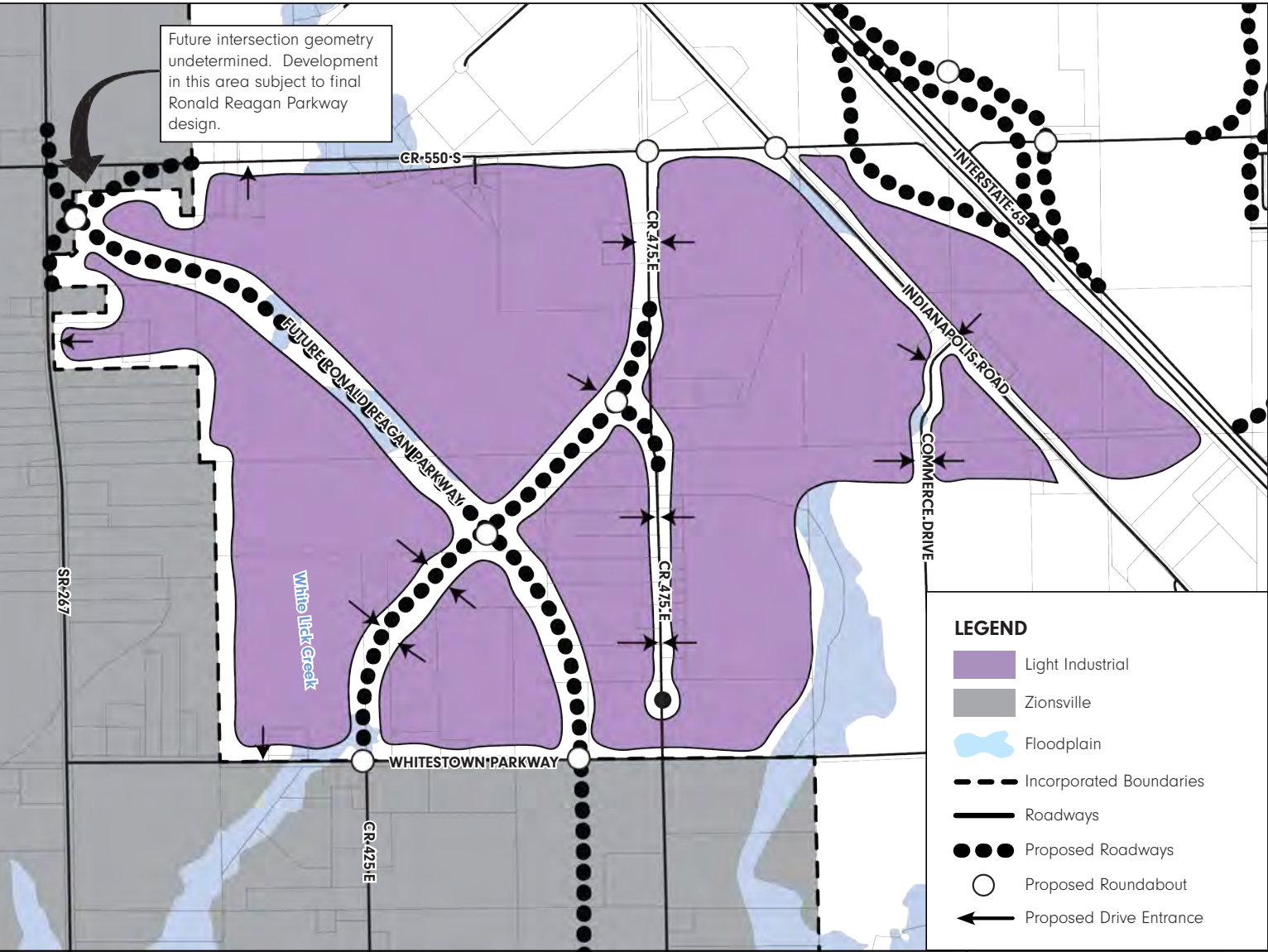


FIGURE 4.8: SPECIAL DEVELOPMENT AREA 6

7. INDIANAPOLIS ROAD CORRIDOR

This area is along Whitestown Parkway and Indianapolis Road in the southwest quadrant of Interstate 65. It is anticipated to include a collection of office, retail, hospitality, public/semi-public recreation and residential uses. High quality building design and site improvements are a priority in this area because this corridor functions as a new development area in the community and is highly visible from Interstate 65.

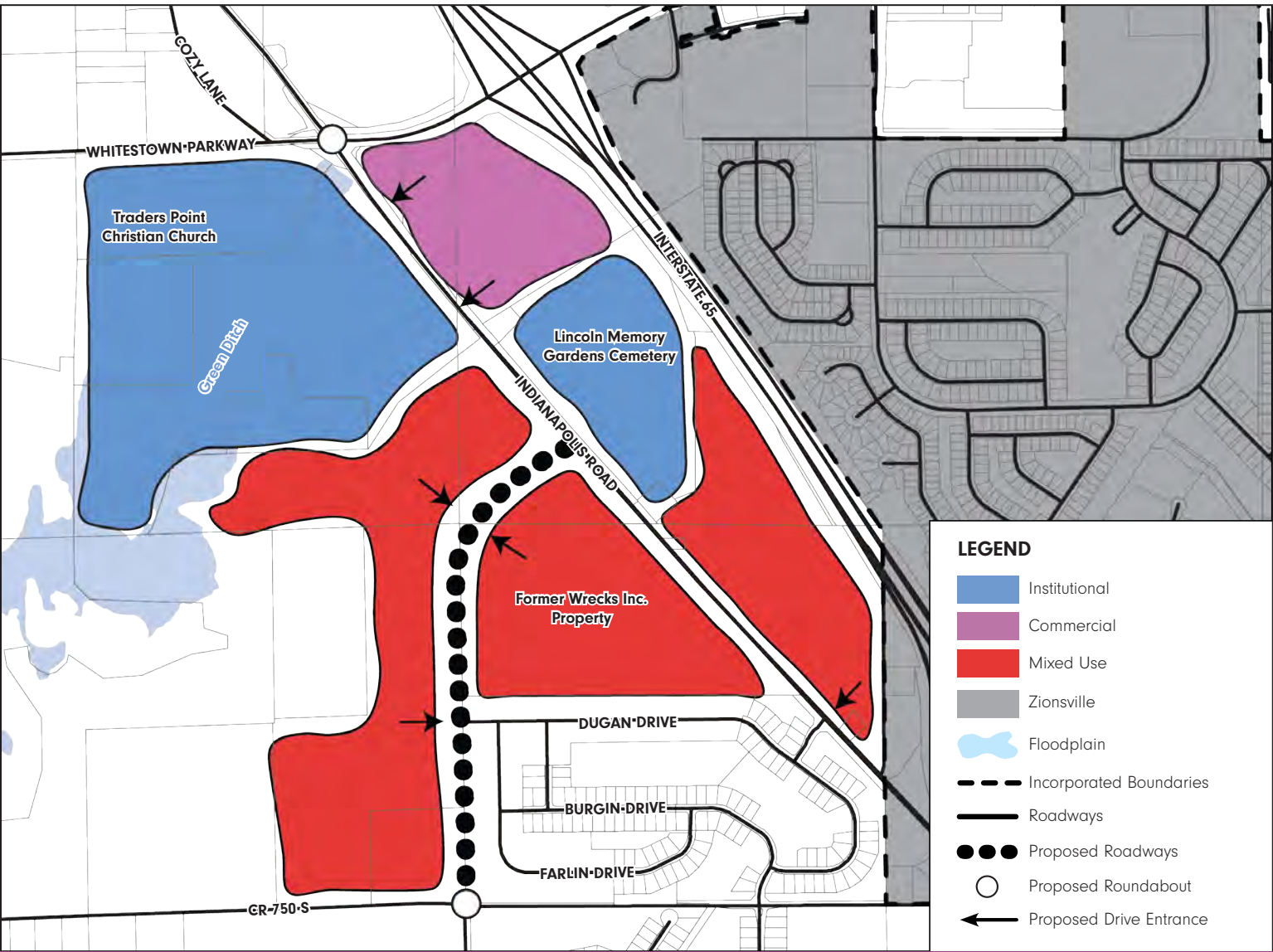


FIGURE 4.9: SPECIAL DEVELOPMENT AREA 7

LAND USE

8. SOUTHERN GATEWAY TRANSITION AREA

This area is located in the southwest portion of Whitestown around 750 S and 450 E and will serve as the primary southern gateway into Whitestown. This Special Development Area also acts as a transition area between institutional uses on the west to residential uses on the east. A Mixed Residential area will help transition land uses from future commercial in Hendricks County to low-density residential in Whitestown.

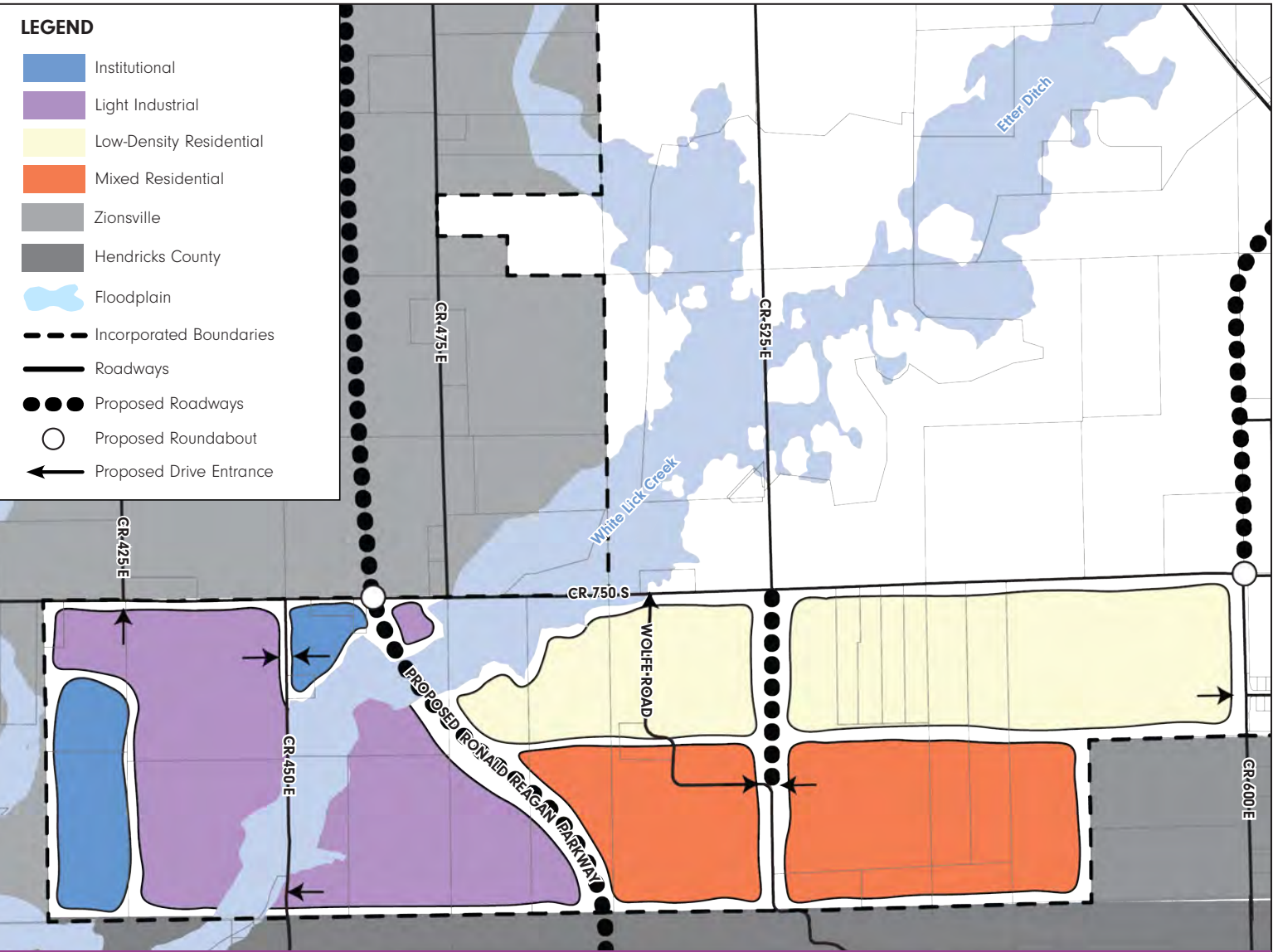


FIGURE 4.10: SPECIAL DEVELOPMENT AREA 8

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CHAPTER 05

TRANSPORTATION & CIRCULATION

GUIDING POLICIES

1. Road networks within new subdivisions should link to the existing road networks in neighboring subdivisions and developments.
2. Plan and promote pedestrian circulation (walking, cycling, etc.).
3. Continue to implement a network of community-wide paths and trail system.
4. Develop and link pedestrian networks (sidewalks and trails) within new developments.
5. Improve mobility for youth, seniors, disabled, and other residents in need.
6. Ensure accessibility and efficiency for emergency and first responder services.
7. Control access, entrances, and curb cuts of major arterials or near intersections per the Whitestown Thoroughfare Plan.
8. Encourage alternative means of transportation including carpooling, public transit, and complete streets to encourage less and alternative fuel use (electric, hydrogen, etc.)
9. Enhance community identity through attractive streetscapes.

IN THIS CHAPTER...

This chapter identifies various objectives for roadway improvement, bicycle, and pedestrian projects, as well as corridor enhancements.

TRANSPORTATION OVERVIEW

The 2020 Whitestown Thoroughfare Plan was developed as an incremental update to the 2018 Transportation Plan. It outlines a long-term vision regarding circulation, safety, efficiency, maintenance, relationship to future land uses and cost-effective implementation phasing. Detailed engineering and transportation studies will be needed for specific projects identified in that plan. The key components addressed in the 2020 Thoroughfare Plan update related to recent changes in the community related to:

- **Mid-Point Interchange:** The Indiana Department of Transportation has started construction of this mid-point interchange, and is scheduled for completion in late-2022. These changes informed updates to the Thoroughfare Map.
- **County Road 575 E Corridor:** With the mid-point interchange location finalized, the route for the County Road 575 E corridor was also established. Right-of-way requirements and conceptual plans for the corridor have been incorporated.
- **Approved Developments:** Numerous developments have been approved since the previous plan was adopted. The Thoroughfare Plan Map has been adjusted based on these approved plans.
- **Intersection Improvements:** Recommendations have been included to preserve right-of-way for future intersection improvements.
- **Roundabout Standards:** Standard sizes and right-of-way dedication requirements have been developed and incorporated into the plan.

EFFECTS OF GROWTH ON TRANSPORTATION

Transportation planning is a critical component of managing growth in Whitestown. The 2020 Thoroughfare Plan addresses many of the issues and opportunities facing the community. As noted in the plan, it serves as a:

"...long-range transportation planning tool for public officials, property owners, developers, residents and other parties involved in development and transportation projects. The plan provides guidance on creating a transportation system to support the town's needs in the short-term and long-term."

The Thoroughfare Plan also identified three overarching goals for the community:

1. Provide a transportation network which fully embraces multi-modal options and connectivity between options, including walking, bicycling, and the use of public transportation.
2. Provide a transportation network which delivers a high level of safety for all users, including pedestrians, bicyclists and motorists.
3. Provide a transportation network that supports ongoing and future economic development efforts in the Town and the region.

To accommodate future growth, the Thoroughfare Plan identified some key transportation improvements that could impact future development and the capacity of the local street network in Whitestown. The Thoroughfare Plan also recommended several road improvement projects necessary to manage this growth and improve vehicular circulation in Whitestown:

- ◆ County Road 400 S and County Road 400 E road/intersection improvements (in design)
- ◆ Improvements to Whitestown Parkway west of the Interstate 65 interchange to State Road 267 in anticipation of continued growth along this corridor



TRANSPORTATION & CIRCULATION

- ◆ Exit 133 Interstate 65 interchange construction
- ◆ Construction of the Interstate 65 mid-point interchange
- ◆ Coordinate with Boone County on the Ronald Reagan Parkway connections to Whitestown Parkway, County Road 550 S, the mid-point interchange, State Road 267, and Indianapolis Road
- ◆ Complete Anson Boulevard to County Road 500 S
- ◆ Reconstruct County Road 750 S from Indianapolis Road to Ronald Reagan Parkway as a three-lane roadway
- ◆ Resurface Main Street from County Road 500 S to the Legacy Core district boundaries and coordinate trail construction concurrently
- ◆ Complete intersection improvements at Whitestown Parkway and Stonegate Drive
- ◆ Intersection improvements at Main Street and Whitestown Parkway
- ◆ Improvements to Perry Worth Road from mid-point interchange to Whitestown Parkway
- ◆ Improvements to Indianapolis Road from Whitestown Parkway to State Road 267
- ◆ Reconstruct Whitestown Parkway from Indianapolis Road to Ronald Reagan Parkway
- ◆ Complete intersection improvements at County Road 575 E and Albert S. White Drive
- ◆ Resurfacing improvements to Albert S. White Drive to County Road 575 E
- ◆ Intersection improvements to State Road 267 and Indianapolis Road
- ◆ Intersection improvements at Albert S. White Drive and Main Street
- ◆ Intersection improvements at Whitestown Parkway and Heartland Road
- ◆ Intersection improvements at Whitestown Parkway and Veterans Drive

- ◆ Complete County Road 575 E Corridor from the mid-point interchange to the Town’s northern corporate limits of the town

These projects will have a lasting impact on future development patterns, the vehicular circulation system, and ultimately the overall character of Whitestown. Whereas these projects have a truly regional impact and are important growth management tools, the following projects have the potential to define the future identity of Whitestown:

Ronald Reagan Parkway

The Ronald Reagan Parkway will have a dramatic effect on the Town of Whitestown, but it is critical that its alignment and design represent the best interest of the community. As a major regional connector, the Thoroughfare Plan envisions that the Parkway should:

- Be a high volume, four-lane divided parkway with a minimum 150 foot right-of-way.
- Have a right-of-way corridor character that is similar to the Hazel Dell Parkway in Carmel, rather than a highway.
- Use large roundabouts at major intersections instead of traffic signals to improve vehicular flow, reduce noise, increase safety, and improve aesthetics.
- Have adequate right-of-way that includes pedestrian facilities - sidewalks on one side and asphalt side path on the other.
- Have a significantly landscaped right-of-way when adjacent to existing or proposed residential areas in order to complement and enhance those residential areas.

The Parkway is shown on the Thoroughfare Plan extending northward from the Boone County/Hendricks County line and connecting to State Road 267 just south of County Road 550 South.

146th Street Extension

The extension of 146th Street from Carmel to Whitestown will create an important east/west connector on the north side of Indianapolis. Connecting Interstate 65 with Interstate 69, and the eventual connections south to Interstate 70 on the Ronald Reagan Parkway and Olio Road in Fishers will create the northern leg of what many consider the outer beltway to Interstate 465. The extension is proposed to start east of original downtown Whitestown and continue west along County Road 300 South from the Worth Township line, turning south about ¼ mile east of County Road 700 East, turning back to the west along Albert S. White Drive (formerly County Road 400 South), then continuing west to Interstate 65. A second route takes the road in a southwesterly diagonal pattern from County Road 400 South to the new midpoint interchange that is currently being constructed between the two existing interchanges along Interstate 65.

Interstate 65 Midpoint Interchange

A new Interstate 65 midpoint interchange is currently under construction and is expected to be completed in late-2022. This new interchange will not only relieve congestion at the other two interchanges but could also serve as a catalyst for future mixed-use development on both sides of Interstate 65: the east side being a new heart for the Anson development, and the west side creating the potential for high tech industrial development along the Indianapolis Road corridor.

Existing Interchanges

Traffic congestion is common at the Interstate 65 interchanges, especially during peak traffic hours at the Whitestown Parkway interchange. The current Thoroughfare Plan calls for improvements at the interchanges, and INDOT is currently designing/revising updates to the interchange at Exit 133 to improve traffic flow. Such improvements will be critical if the community is to maximize development opportunities along the Interstate 65 corridor.

Alternative Transportation

The importance of multi-use trails and pedestrian connectivity is discussed throughout this Comprehensive Plan. Although the Thoroughfare Plan also discusses the need for community trails, the 2018 Whitestown Bicycle + Pedestrian Master Plan takes a comprehensive approach to alternative transportation issues and recommendations to ensure effective connectivity and pedestrian accessibility throughout Whitestown.

Mass Transit

For a number of years there has been discussion regarding opportunities for mass transit to serve areas north of Indianapolis. This service would be essential to attracting and retaining a dependable workforce to support a wide range of employment opportunities in the community. Transit service would also support increased development densities and the unique urban character recommendations outlined in this plan. While this may ultimately result in the creation of regional rail service, it is more likely that the greater affordability of bus service could provide a short-term solution to the existing transit need. It is important Whitestown partner with surrounding communities to find solutions to this issue. Potential solutions could include local park and ride alternatives (along Interstate 65), business sector recruitment for participation and support, and local government financing to ensure the long-term viability of a transit program.

TRANSPORTATION NETWORK MAP

The Future Thoroughfare Map lays out the future roadway network for the Town. The Thoroughfare Map utilizes the same terminology as the existing INDOT functional classification map to ensure continuity for future funding. Roadways shown in the Future Thoroughfare Map may someday be included in the functional classification map. However, the Future Thoroughfare Plan Map is specifically for the Town to plan for changes to its transportation network through the year 2037.

TRANSPORTATION & CIRCULATION

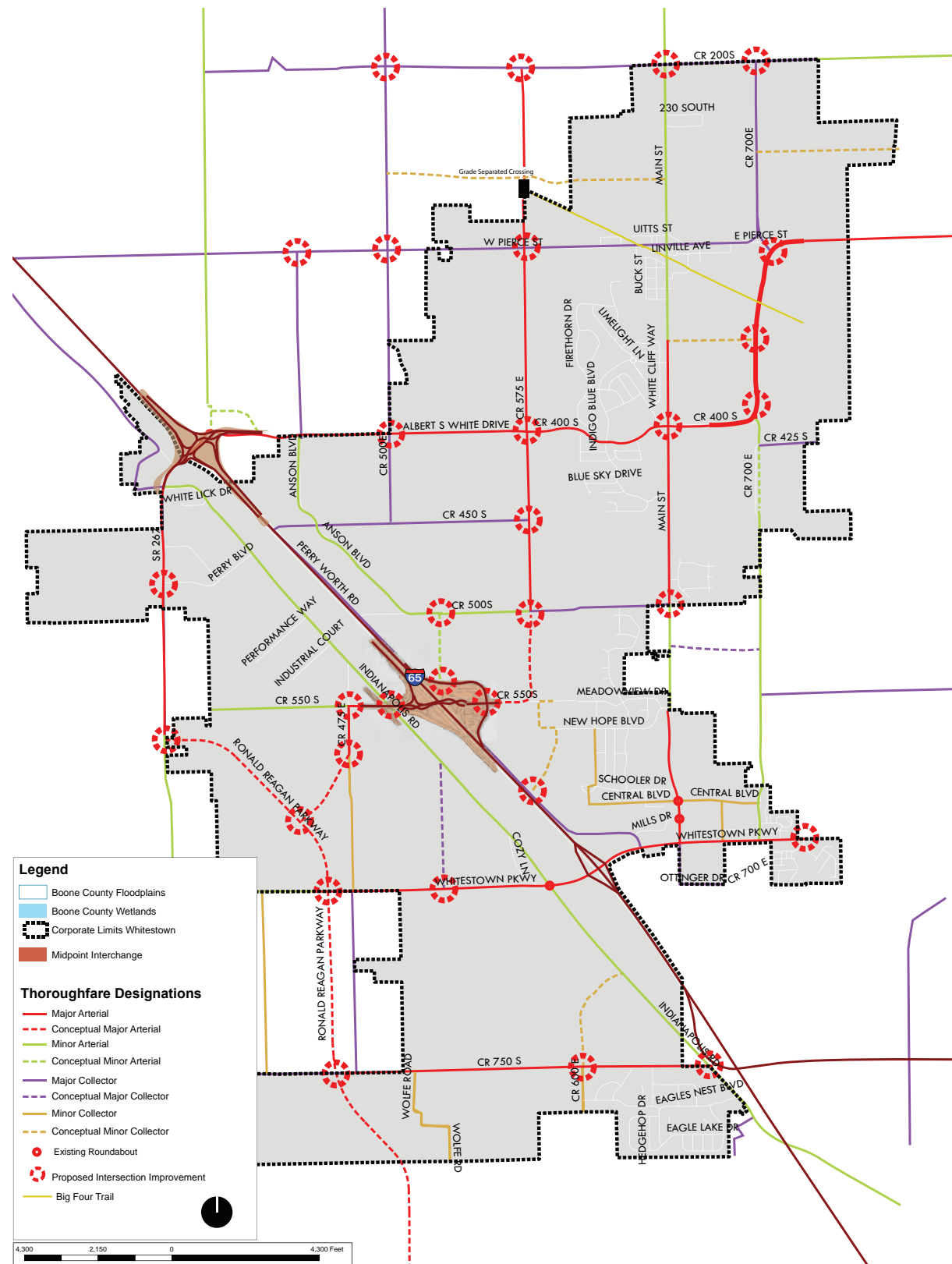


FIGURE 5.1: THOROUGHFARE PLAN MAP

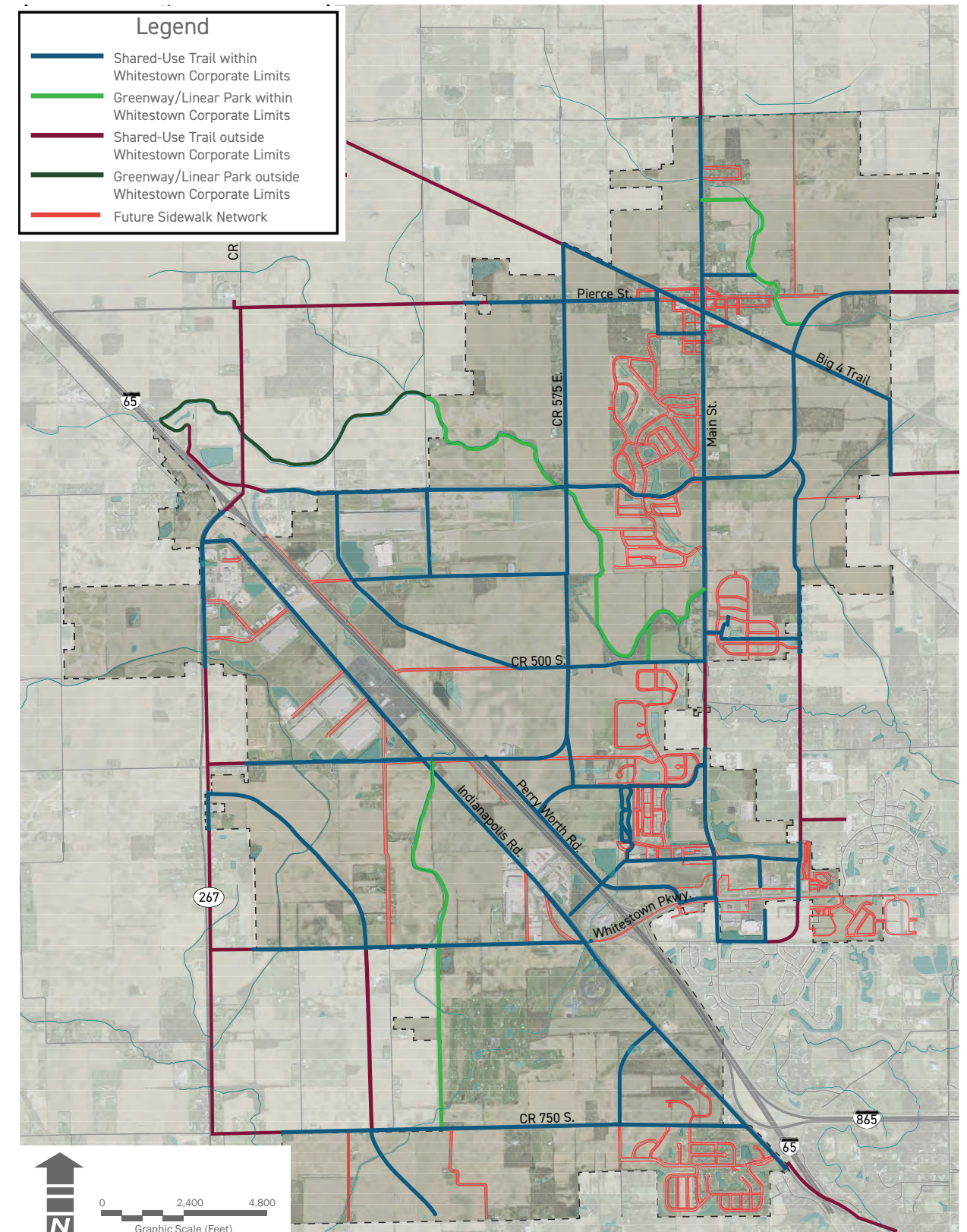


FIGURE 5.2: TRAILS MAP



CHAPTER 06

ECONOMIC DEVELOPMENT

GUIDING POLICIES

1. Net assessed valuation should grow at a faster rate than the cost of providing services.
2. Industrial/Commercial growth is to be pursued if it supports the value, character and quality of place desired by the community.
3. The Town's business expansion policy should be focused on industries that will address the needs of existing employers and institutions in the community, creating a business climate that will stimulate further investment and regional interest in Whitestown.
4. Maintain and pursue diversity of commercial and industrial businesses.
5. Develop a strategy for the use of public financial incentives as a potential attraction tool that includes performance criteria for participants to meet.
6. Work with local resources to establish a comprehensive workforce development strategy.
7. Foster relationships with higher education partners to develop technology transfer and incubator/entrepreneurial business development opportunities.
8. Identify and develop entrepreneurial talent within the community, also known as "Economic Gardening", through personal, peer group and community coaching by way of an entrepreneur training program.
9. Build community amenities that support the workforce demands of the businesses desired by the Town.
10. Continue to engage local school boards on the need to create local K-12 educational facilities to strengthen the community's long-term identity.
11. Include higher education programming and facilities to support continuing education opportunities to attract and retain a high quality workforce in Whitestown.

IN THIS CHAPTER...

This chapter summarizes the key community assets and constraints, as well as strategies and programmatic recommendations associated with the economic development policy of the community.

OVERVIEW

Economic development is an essential ingredient to the overall sustainability of a community. With changes in tax structures at the state level, it is more important than ever that communities grow their tax base and attract and retain high quality jobs and a well-trained workforce. It is also important Whitestown identify its critical assets and development constraints, and implement strategies designed to take advantage of, and overcome each respectively. This may include:

- ◆ Developing a list of desired business attraction targets.
- ◆ Establishing an effective business expansion and retention (BEAR) program.
- ◆ Supporting entrepreneurial activities within the community.
- ◆ Creating strategic partnerships with regional economic development and educational institutions.
- ◆ Maintaining effective communication and internal project review processes.
- ◆ Supporting public private partnership opportunities.
- ◆ Investing strategically in public infrastructure.

INTRODUCTION

Economic development means different things to different people. Traditionally, economic development has focused on building wealth in a community. It includes creating high wage jobs, building infrastructure to support assessed valuation growth and therefore tax base, and finding ways to provide support and incentives to local business within the community.

More recently, economic development is beginning to focus on the development of quality of place to support traditional economic development efforts. With the state's shift away from a traditional property tax structure to a more income/sales tax-based structure, it is becoming increasingly important where someone chooses to live and shop rather than where they work. While building quality places has always been an important factor in economic development, the need to attract and retain a talented workforce for a community and region has never been more important than now.

For Whitestown, both definitions are essential if the community is to realize its ultimate vision and maximize its potential. Whitestown benefits from a significant employment base and has experienced tremendous residential growth over the past 15 years. What became clear during the development of this plan, however, is that the Town aspires to be more than a collection of subdivisions and warehouses. To successfully attract more technology focused office and industrial uses, it is critical Whitestown have in place not just the infrastructure to support such facilities, but also the community climate that is attractive to the workforce that will feed those businesses. This chapter outlines the key elements to developing that progressive and dynamic climate.

KEY SITE SELECTION METRICS

Many business location decisions are driven by site selectors, developers and real estate brokers assisting businesses in their decision-making process. Before the economic downturn of 2008, the review process was designed to pick the location where a business might have the greatest opportunity to succeed. Today, the process is focused on selecting the location where a business might have the least opportunity to fail. This means that in many cases the process is not about selection, but elimination of alternatives. Often candidate locations are weighed against one another and, one by one, locations are removed from the list because of a failure to reach an assessment metric in the decision process. These metrics can be tangible such as interstate or utility access, or they can be intangible metrics such as a



ECONOMIC DEVELOPMENT

community’s responsiveness to requests for information or coordinated local leadership.

Over the past few years, there have been a number of “lessons learned” as a result of the COVID-19 pandemic. The shift to remote work options and virtual meetings has given some workers the ability to work from home, which in turn has given workers the freedom to live practically anywhere. This fundamental shift has served as a catalyst for communities to focus on improving their quality-of-life to attract and retain a quality workforce, in addition to investing in infrastructure and shovel-ready sites. In addition to quality-of-life, providing quality educational opportunities and programming is a critical component of improving efforts at attracting and retaining a quality workforce for Whitestown.

KEYS TO SUCCESS

Economic development is a competitive process. Factors such as regional amenities and trade areas certainly impact a community’s ability to be successful. But there are fundamental local criteria that must be in place for any community to experience successful economic growth in a very competitive economic development environment. Among these are:

Strategic Investment is Essential to Long-term Sustainability

Being prepared for development opportunities is a critical part of being successful. While site selection decisions used to be made over several months, they are now made in a few weeks. This means that communities that have not invested in critical infrastructure to prepare sites for development or are not prepared to do so as part of a public/private partnership, are often left without sites to market and lose the deals before they are ever really considered.

Plan for the Future, but be Flexible

Any plan is only as good as the best available information at the time the plan is written. Opportunities for development often occur in the middle of a plan’s implementation and in some cases these opportunities,

while good and worth pursuing, were never anticipated by the original plan. Flexibility is essential to ensuring that good decisions are made throughout the life of the plan. This flexibility must be tempered, however, by establishing an appropriate vision and relevant strategies that provide a decision-making framework to evaluate future opportunities and ensure the best decisions are made. Establishing the criteria to make the best decisions will ensure consistency in the implementation of the plan, maintain the spirit of the plan as future decisions are made and allow the necessary flexibility to deliver the best long-term development within the community.

Decisions Must be Made for the Short-term and the Long-term

Short-term success is key to successful plan implementation, but sustained economic success is a long-term proposition often taking years to see complete implementation of strategies identified in the plan. Communities are eager for new development and when quality opportunities are presented to them, communities should aggressively pursue them. However, there are times when short-term opportunities, or early “wins” may not be in their best long-term interests. In these cases, it is critical for communities to say “no.” This may be difficult to do since no one wants to walk away from a potential deal, but sometimes saying “no” is in the best long-term interest of a community.

Be Clear, Concise, and Consistent in Decision Making

As noted earlier, people involved in site selection decisions are looking to mitigate risk. It is critical that communities are responsive to requests for information, clear in their expectations and desires, concise in outlining timelines and development standards, and consistent in the application of standards from one project to another. This will create trust and confidence in potential development partners that their investment will be protected, as well as mitigate some of the risk inherent to private capital investment decisions.

Local Leadership is Key

Another part of mitigating risk is trusting the people with whom you do business. Being able to demonstrate that local entities work together and are focused on shared outcomes or goals is one of the first things that site selectors look for in communities. Being in a position to commit to investments such as infrastructure construction and incentives, and being able to deliver on that commitment, will help secure the deal. It will also set the tone in the larger development community that it is safe to do business with the community. Whitestown has developed a reputation for delivering on its promises which allows the community to build on existing momentum and strengthen its reputation as a trusted and reliable partner.

ISSUES AND OPPORTUNITIES

One thing that communities with a strong track record of economic development success do well is build a comprehensive toolbox of assets and programs they can use to their advantage. This toolbox also develops a shared understanding of the most efficient ways to engage these assets, and the proper circumstances and methods to use them. Whitestown has many opportunities to build this toolbox to position itself for long-term economic success. Among these opportunities are:

Higher Education

Whitestown is fortunate to be in reasonable proximity to several of the State’s prominent colleges and universities. There is currently no such facility inside Whitestown, however. To achieve the overall character and amenities desired by the community, improved access to higher education opportunities, especially those located within the Town, will help support business training, lifelong learning, and talent attraction within the community.

K-12 Education

Primary education is an asset and a challenge in Whitestown. The Town is currently served by both Zionsville and Lebanon school corporations. Zionsville

Community Schools consistently rank as one of the best school corporations in the State of Indiana, and the Lebanon Community School Corporation has been identified as a solid school alternative by local real estate brokers and developers. The challenge, however, is that neither school corporation is identified as a Whitestown school system. This contributes to Whitestown’s identity problem discussed in other parts of this plan. Any future school decisions must be sensitive to the best interests of the students and the historical service of individual properties within the area. Recognizing that, it is generally believed that having school facilities that are geographically local to Whitestown will better serve current and future students of the community. This does not mean that a new school district must be created, or even that a shift in current school jurisdictions is warranted. The ultimate location of future facilities will be determined by the school corporations. However, it is strongly encouraged that the location of such facilities be sensitive to the community’s desire to connect and engage these facilities with other civic uses, especially the community parks and open space system. Under any scenario, the key to supporting positive impacts on the character and brand of the community is the ultimate geographic location and designations of such facilities.

As the local school systems continue to grow, Whitestown can work with the Zionsville and Lebanon school boards to identify appropriate locations for future schools and facilities. The School District Map highlights boundaries of existing districts. Schools traditionally serve as anchors within communities and provide a sense of identity for the area. If growth within Whitestown justifies a new school, the Town should work with the appropriate school district to create a name that reflects its location (such as Whitestown Elementary School or Whitestown High School).

Addressing

Additionally, the local zip code boundaries cause confusion – many businesses and residents might have a Zionsville or Lebanon mailing address, but they are within the corporate limits of Whitestown. This issue should be resolved through the US Postal Service.

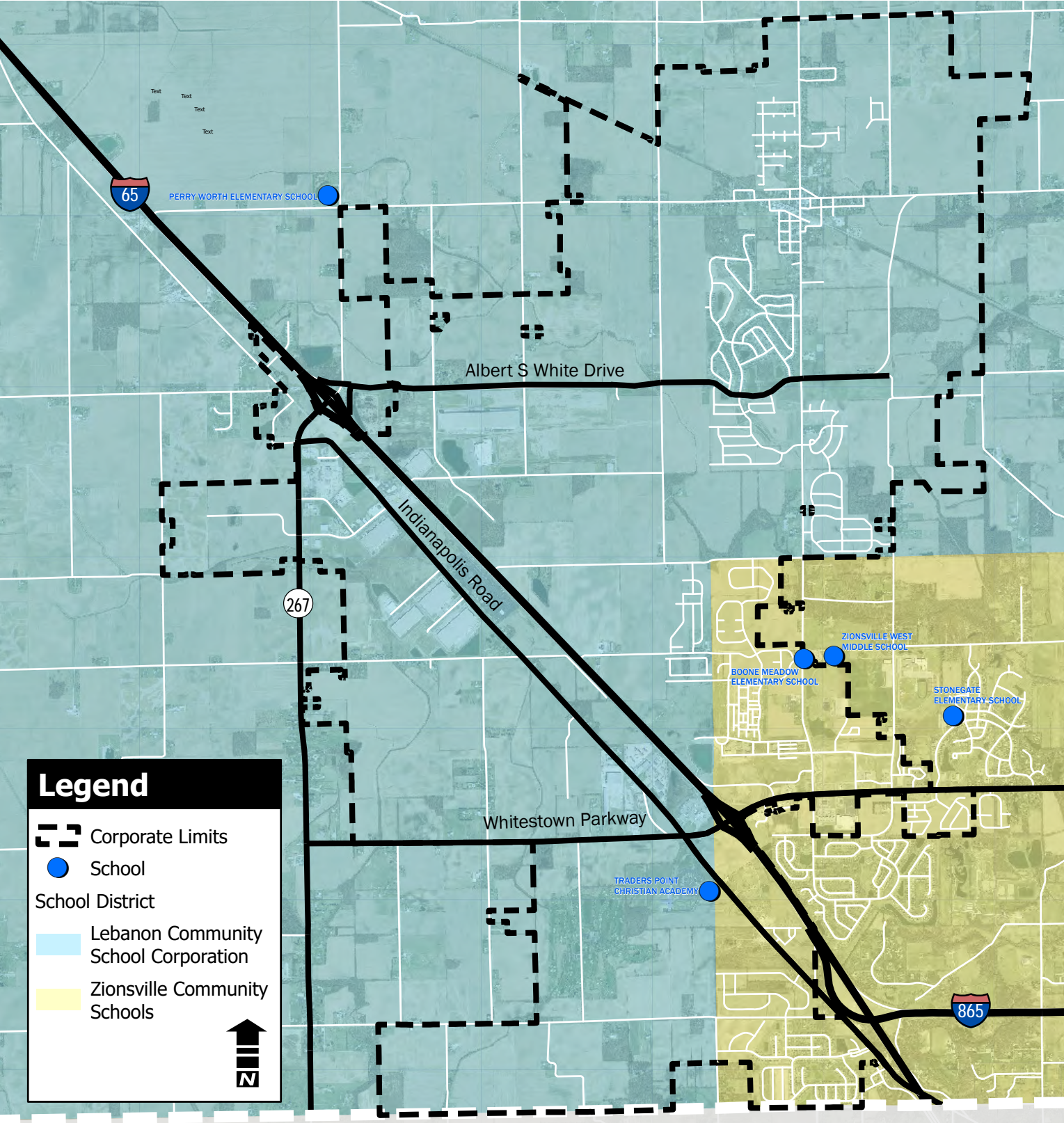


FIGURE 6.1: SCHOOL DISTRICT MAP

Messaging

Clear, honest, consistent communication between local government, residents, businesses, and potential members of the community is necessary for successful economic development. So much of the economic development process is based on trust, and trust starts when the lines of communication are open and predictable. At the heart of economic development is telling a good story. In order to compete from an economic development perspective, it is critical that Whitestown develop, hone, and sell its story and identity. Establishing the tools to create, package, and sell that message are important for Whitestown to achieve its long-term vision.

Public/Private Partnerships

Rarely does successful economic development occur without some combination of public and private investments. This type of public/private partnership can take many forms, but it is ultimately a successful effort to implement a common vision in a more efficient and cost-effective manner than may exist without such coordination. This is done while at the same time attempting, as best as possible, to limit the risk to each party.

These partnerships may result in the construction of needed infrastructure, construction of buildings for sale or lease, development of public amenities such as parks and open spaces, or in some cases, cross-marketing and competitive incentivization of targeted business types. Whatever approach is chosen, such partnerships are increasingly separating winning and losing communities, especially when it comes to development and redevelopment within the community core.

Site Readiness

Site and building availability and readiness for development are at the core of economic development success. It is important Whitestown has a known inventory (including level of readiness) of sites and buildings throughout the community. Whitestown is fortunate to have multiple development sites already in place and

ready for development. As the Town begins to build out these areas or begins to implement the development of the community zones identified in this plan’s Land Use Chapter, it may be necessary to partner with property owners or developers to assist in the readiness of a site for development.

Inter-jurisdictional Cooperation

While Whitestown cannot ultimately make decisions for surrounding cities, counties, or towns, it can influence decisions that have a regional impact. Many planning issues, such as stormwater, air quality, regional transportation, and many others, can be addressed at the local level, but it is more effective to coordinate solutions at a regional level. At a minimum, regional planning issues should be coordinated with Zionsville, Lebanon, Boone County, and the Indianapolis Metropolitan Planning Organization (MPO).

With the release of the 2010 Census data, Whitestown became eligible to become a member of the Indianapolis MPO. An MPO is a regional transportation-planning agency required by the Federal government for urbanized areas with populations exceeding 50,000. Membership in an MPO requires communities to participate in regional transportation planning. The MPO prepares a Regional Transportation Plan (RTP) for the planning area. For Whitestown, this means having the local road classifications and future road plans recognized for potential future funding opportunities.

ECONOMIC DEVELOPMENT
FOCUS AREAS

Focus on Business Attraction

Economic sustainability in Whitestown will require establishing the correct balance and mix of uses. Much of the local economy is currently defined by traditional industrial and distribution facilities. There are places identified within the Land Use chapter of the plan to support such development. Long-term community success, however, dictates that these current use types should be supported by additional primary employers focused on higher wage employment opportunities.

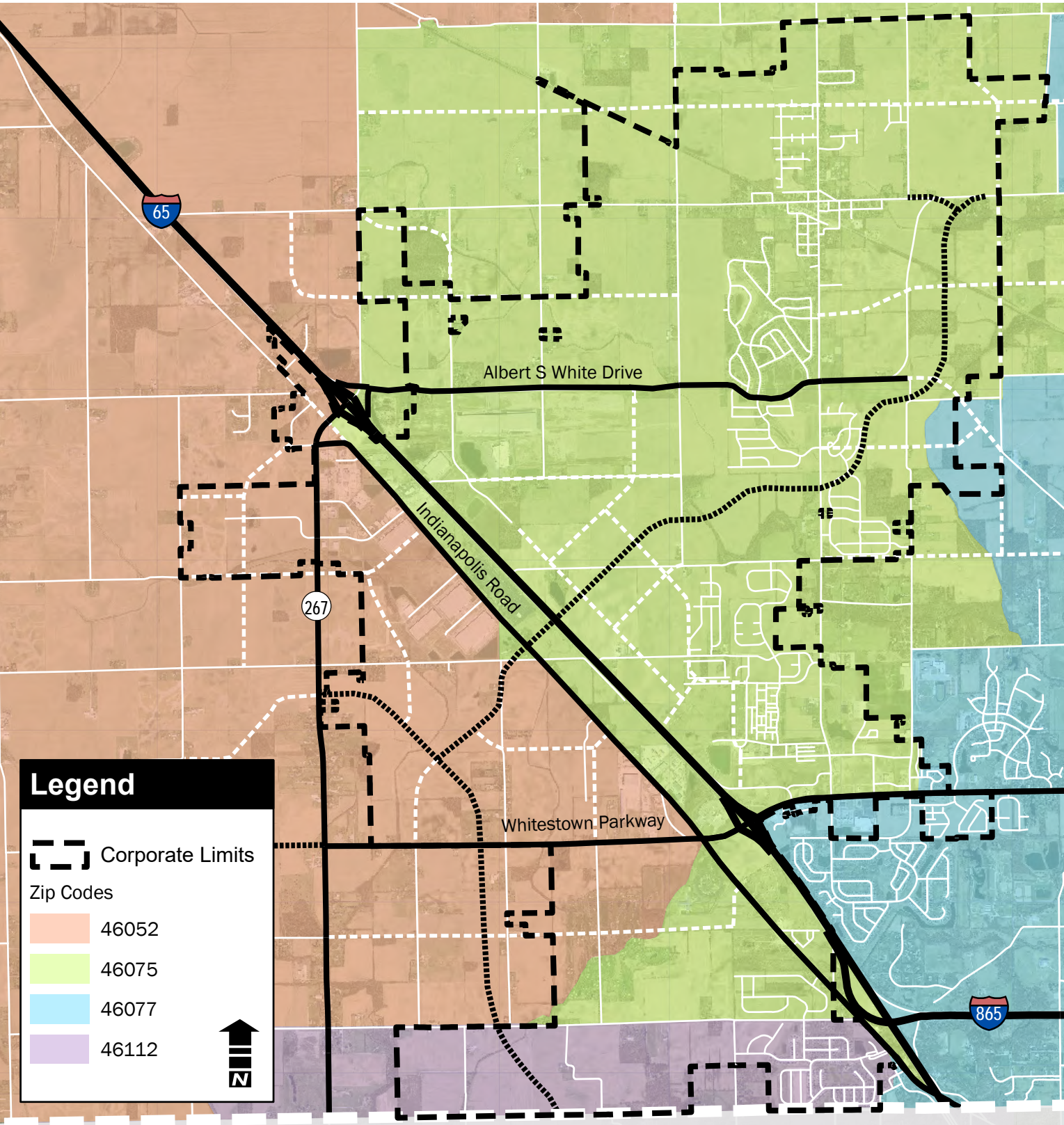


FIGURE 6.2: ZIP CODE MAP

Such a strategy would diversify the business base and strengthen the Whitestown’s tax base. These uses may include corporate headquarters, research and development facilities, and high-tech manufacturing opportunities. Market forces may not allow all communities to target such uses, but Whitestown’s geographic location, regional demographic profile, and strong visibility and access to major thoroughfares makes securing these types of employers possible.

Beyond primary employers, it is also important for Whitestown to focus on attracting the kinds of uses that support the overall attractiveness and quality of life of the community. These include retail shopping opportunities, hotels and conference space, restaurant and nightlife facilities, family-friendly recreational attractions, and locations for community gathering such as community centers and regional entertainment facilities. Such uses should not only be focused on serving the current and growing population base of Whitestown, but also developed and marketed as regional draws to strengthen Whitestown as a regional activity destination.

Mixed-Use Developments

Encouraging true mixed-use developments will be essential if Whitestown is to achieve the desired development character identified in this plan. By allowing a blend of uses that are oriented more by form and function than by specific land use, places will become more active. Increased densities can also create the energy necessary to create a series of special places within the community. By connecting these places with walkable trails and adequate transportation networks, these local destinations can encourage creativity in design that supports a function and feel as though these areas occurred organically over time rather than as part of a master-planned strategy. These areas tend to attract millennials and young professionals that are needed to support the long-term sustainability desired by Whitestown.

Construction of Speculative (Spec) Space

Another potential tool for Whitestown is the construction of speculative (spec) space targeted toward end users desired by the community. This space can serve as incubator space, location for a new attraction project or move-up space for a growing business seeking to expand. If pursued, this project should be designed as a public/private partnership that minimizes the risk to both parties and maximizes the flexibility and short-term viability of the facility. Establishing the right financing structure and location for the facility will be critical for the success of the facility.

Incentive Programs

In today’s competitive market, incentives are a necessary part of any successful economic development toolbox. The ability to offer programs such as tax abatement, low interest loans, and tax increment financing is often one of the first boxes that must be checked in any site selection decisions. In reality, there are many factors that are more important to a site selection decision than incentives. Availability and cost of workforce, supply chain logistics, accessibility to interstates and airports, utility costs, and infrastructure availability are among the factors that are often ranked by national site selectors as more important to ultimate site decisions than the level of incentives offered. In fact, the details of actual incentives may be one of the last topics of conversation in the site selection process. Despite that, if incentives are not identified as readily available very early on in the process, Whitestown will likely be eliminated from most selection processes. By providing a general understanding of the project requirements to qualify for incentives and providing pre-approved areas that can be supported by incentives, Whitestown will be well-positioned early on in site selection processes.

Existing Business Retention & Expansion

In most communities, the majority of job growth comes from the retention and expansion of existing businesses in the community. Given the potential for development

ECONOMIC DEVELOPMENT

within Whitestown, this may not hold true in the foreseeable future. Nonetheless, it is critically important Whitestown pursue opportunities to “grow their own and keep them at home” whenever possible. To do this, call programs must exist to reach out to existing businesses and their ownership/management to address any issues they may be having, what opportunities they see for growth and expansion, and how the Town of Whitestown might help facilitate the expansion of existing facilities.

Infrastructure

Well-maintained infrastructure is a critical component of successful economic development within a community. Increasingly companies are looking for the sites that are immediately available for construction. The best case is to have truly shovel ready sites with infrastructure in place that only require permit approval to begin development. The next best scenario, if infrastructure is not in place, is to ensure adequate capacity exists for future development and a plan is in place to extend needed infrastructure to the property quickly. Developers will be looking for guarantees on the timeline for when infrastructure will be available, and it is essential that Whitestown is in a position to deliver on its promises. As a result of Whitestown’s proactive efforts, infrastructure is a distinct advantage for the community since recent improvements resulted in increased water and wastewater capacity to serve future uses. Access to reliable and broadband should remain a top priority for Whitestown as it is an important driver of productivity and economic development.

Marketing

The importance of crafting the message and story of Whitestown should reflect or define the core ideals of the community such as the strength of its people, its regional significance, its small town values balanced with a progressive character that embraces diversity, activity, urban lifestyles, and sophistication. It must also speak to the “Whitestown Advantage” of workforce availability, geographic location, growth, reliable infrastructure and accessibility, great schools, and an increasingly identifiable sense of place.

Over the past five years, Whitestown has developed a Public Relations Department to help tell Whitestown’s story. This Department strives to be the most transparent local government in the state and uses a mix of social media, news releases, electronic newsletters, and website updates to share important and useful information to residents. Next steps in Department development could include expanding reach to regional outlets and then to a national and international audience. Ideally this will be done in coordination with county, regional, and state economic development agencies.

Quality of Place

Quality of place is a critical component of community sustainability, growing the community, and supporting economic development efforts. Whitestown is in a position to implement development standards truly unique in suburban Indianapolis. Increases in density, breaking down the traditional zoning boundaries to allow for true mixed-use development and form-based development opportunities, and encouraging a high level of organic yet coordinated architectural design will help establish Whitestown as a one-of-a-kind community in Indiana.

Given the need to reinvent the identity of the community, building the quality-of-place of Whitestown is even more important. Improving community gateways is one way to identify entries into the community. However, they should also be designed to project the community’s desired image. These gateway features should exhibit a strong foundation but inspire a progressive and welcoming image for Whitestown. It is also important to connect these gateways to other physical landmarks in the community and incorporate them along key corridors to create physical connections along either side of Interstate 65.

Focus should be given to strengthening community amenities such as local and regional trails, linkages between existing trails, a new central park on each side of Interstate 65, pathways across Interstate 65, the community center noted previously, and potentially a regional event/conference center. These amenities should be located as to help facilitate continued

residential growth in the community and be supported by the continued focus to enhance the walkability of the community.

Finally, the appearance or aesthetic qualities of development are important to the community as well. Establishing the correct overlay standards for areas along Interstate 65, supporting mixed-use development to create unique living and working opportunities and encouraging creativity in site design from private developers will help establish Whitestown as a unique destination for a variety of development types.

Internal Processes

Accountability and responsiveness are keys to a community’s economic development success. Having a local, single point of contact that can coordinate local data collection and resources, facilitate communication between prospects and various economic development agencies, and drive local approval processes is a differentiator between successful and unsuccessful communities. Whitestown is well positioned to staff this critical role.

Beyond staffing, it is also important Whitestown implement a decision-making process that facilitates quick responses to potential opportunities. This can include the creation of Planned Unit Development processes at key development locations within the community (such as the community zones), developing fast track approval processes for incentives, permitting, and zoning approvals, being clear, consistent, and predictable in policy implementation and decision making, providing enhanced communication within and outside of the community, and establishing expectations for the timing or phasing of development in key areas of the community.

Development Standards

Whitestown desires to be a community that encourages distinctive destinations linked together to create one unique place. To do this, developers will need to be given flexibility to be creative in the layout of their developments. However, too much creativity can lead to a final product that is so distinctly different and random that there is a total lack of cohesiveness.

For this reason, establishing some form-based design guidelines to guide development activities will be important. These guidelines will need to be flexible enough to allow creative license for private developers to design their vision for a project, yet still provide some early direction to their design efforts to ensure their final project becomes a seamless or cohesive part of the larger community. This form-based approach can be more challenging than traditional zoning as part of the development process, and for this reason it should be viewed as a partnership between the public and private sector. The Planned Unit Development (PUD) process in the Whitestown Unified Development Ordinance (UDO) is a mechanism that can help make the process easier for both parties, but Whitestown must use this tool appropriately to secure an end-product that will add to, rather than detract from, the overall character of Whitestown.

Education

Education is a defining issue for Whitestown. Most families identify very closely with the schools in which their children attended. They are an important quality-of-life factor that influences resident and business location decisions. For Whitestown, there is no “Whitestown” school. Being served by both Zionsville and Lebanon schools has exacerbated the identity crisis that has plagued the community in the past. Although the quality of education does not appear to be the issue in Whitestown, not having a local school dedicated to the community has been a perceived identity challenge. Conversations should continue concerning the possibility of re-establishing a Whitestown High School. This may be part of one of the existing school corporations, or a collaborative effort between the existing corporations. The geographic location and name of the facility will be an important part of the identity of Whitestown.

Higher education is also key to the long-term viability of the community. Whitestown is well positioned to support higher services and a higher education facility. Preliminary steps could include programming classes/ services in existing community facilities, but the long-term goal should be to establish a higher education facility or campus in Whitestown.



CHAPTER 07

MUNICIPAL SERVICES

GUIDING POLICIES

1. Provide facilities that serve all age groups and abilities.
2. Continue to provide a high level of service for all public services including emergency, public safety, utilities, and government facilities.
3. During development and redevelopment, sufficient land areas should be retained for future needs of parks, greenways, rights-of-way, utilities, fire and police stations, and other public purposes and services.
4. Co-locate community facilities and services when and where feasible to provide all residents and businesses easy access to Town services.
5. If utility service is approved or granted for developments outside the current corporate boundary, require a commitment to be annexed.

IN THIS CHAPTER...

This chapter identifies needs for municipal and public services, such as emergency response, utilities, public lands, or other semi-public uses. These services should be coordinated with future growth patterns.

OVERVIEW

From water and sewer to emergency services and parks, it is critical these services and amenities are adequately maintained and expanded to meet the needs of existing and future residents and businesses. These services are needed to keep Whitestown competitive and to maintain its high quality of life. Additionally, the capital investment to build and maintain these systems and services in a fiscally sustainable manner is important.

The components needed to accomplish this include:

- ◆ Public utilities
- ◆ Public services
- ◆ Public capital

MUNICIPAL SERVICES

Local infrastructure and services are one of the fundamental building blocks of good community and economic development policy. Whitestown's current sewer and water services and capacities position the community to provide the basic utility infrastructure to potential residential and non-residential prospects. The current systems are also designed to support, either through existing services or potential future expansion, the increased densities envisioned by this Plan. While not all areas planned for development are currently served with utilities, expansion plans are in place to extend main service lines to support future development when the need arises. Since the completion of the previous comprehensive plan, the community's broadband service has been expanded and upgraded to support the high-tech, progressive vision the community has for current and future development. In an effort to provide broadband service to all residents, Whitestown partnered with the Boone REMC in 2021 to offer free community WIFI at Anson Acres Park.

Sewer

The Whitestown collection system is comprised of separate sanitary sewers with no known overflows or bypasses. The sewers in "Original" Whitestown are considered the oldest within the collection system, dating back to the early 1970s and constructed of vitrified clay pipe (VCP). The remaining balance of sewers was constructed from the early 1990's to the present day consist of PVC pipe installed using modern pipe bedding/backfill techniques in accordance with Town standards.

In 2010, the Town completed a comprehensive sanitary sewer rehabilitation project within the "Original" Whitestown service area. This project was funded through the State Revolving Fund loan program, which gives low interest loans to Indiana communities to enhance and expand their water and wastewater facilities. The project consisted of approximately 9,000 linear feet of 8" cured-in-place-pipe (CIPP), 4,000 linear feet of 12" CIPP, 53 dig-up point repairs, and one manhole replacement.

The system is divided into two service areas – north (serving the original town boundary and properties to the west thereof) and south (serving the balance of the Town, including Walker Farms, Anson, Eagles Nest, and other relatively dense population centers).

In 2014 with Citizens Energy Group (CEG) sewer rates expected to increase and Whitestown's exponential population growth, Town officials determined that a new wastewater treatment plant (WWTP) was needed. This new plant would enable Whitestown to provide sanitary service to 100% of the Whitestown population. Construction of a new WWTP, located just outside the Town boundary along the Boone County line, was completed in 2015 with a design capacity of 1.70 MGD AVG. and 6.00 MGD peak flows. With this new system operational, the original WWTP was decommissioned in January 2016.

Domestic wastewater flow comprises approximately 60% of the total average daily flow of the system. Commercial/institutional and industrial contributions



MUNICIPAL SERVICES

make up approximately 13% and 7%, respectively. Residual infiltration/inflow accounts for approximately 20%.

Water

The water distribution system was first constructed in the mid-1950s, some periodically installed mains, and several new mains that were recently installed. A water main has been extended west to Perry Worth School and south to serve the Royal Run subdivision. There are existing transmission lines along Whitestown Parkway, Indianapolis Road, County Road 650 East and County Road 625 South. Another water main was installed to serve the developments at Anson, Perry Industrial Park, Walker Farms, Maple Grove, and Stonegate. The replacement of the remaining old water mains in the Legacy Core area (Phase III project) was completed in 2021.

Whitestown’s system also contains two booster pump stations – one along Whitestown Parkway at Maple Grove subdivision and another on Indianapolis Road just north of Eagles Nest subdivision. The Whitestown Parkway Pump Station is rated at 2 MGD and the Indianapolis Road Pump Station is rated at 6 MGD. As noted in Figure 6.1: Water and Sewer Boundary Map, storage is provided by three elevated tanks located throughout the community including:

- 150,000-gallon tank (on Walnut Street in the Legacy Core)
- 500,000-gallon tank (on Main Street in the Anson PUD)
- 2,000,000-gallon tank (near the Interstate 65/State Road 267 interchange)

Whitestown has a contract with CEG to purchase its water supply. This contract is currently for a daily maximum of 4 MGD.

Fire Services

One of Whitestown’s greatest assets is the safety of its citizens. This is in large part a result of strong police

and fire services currently provided by the community.

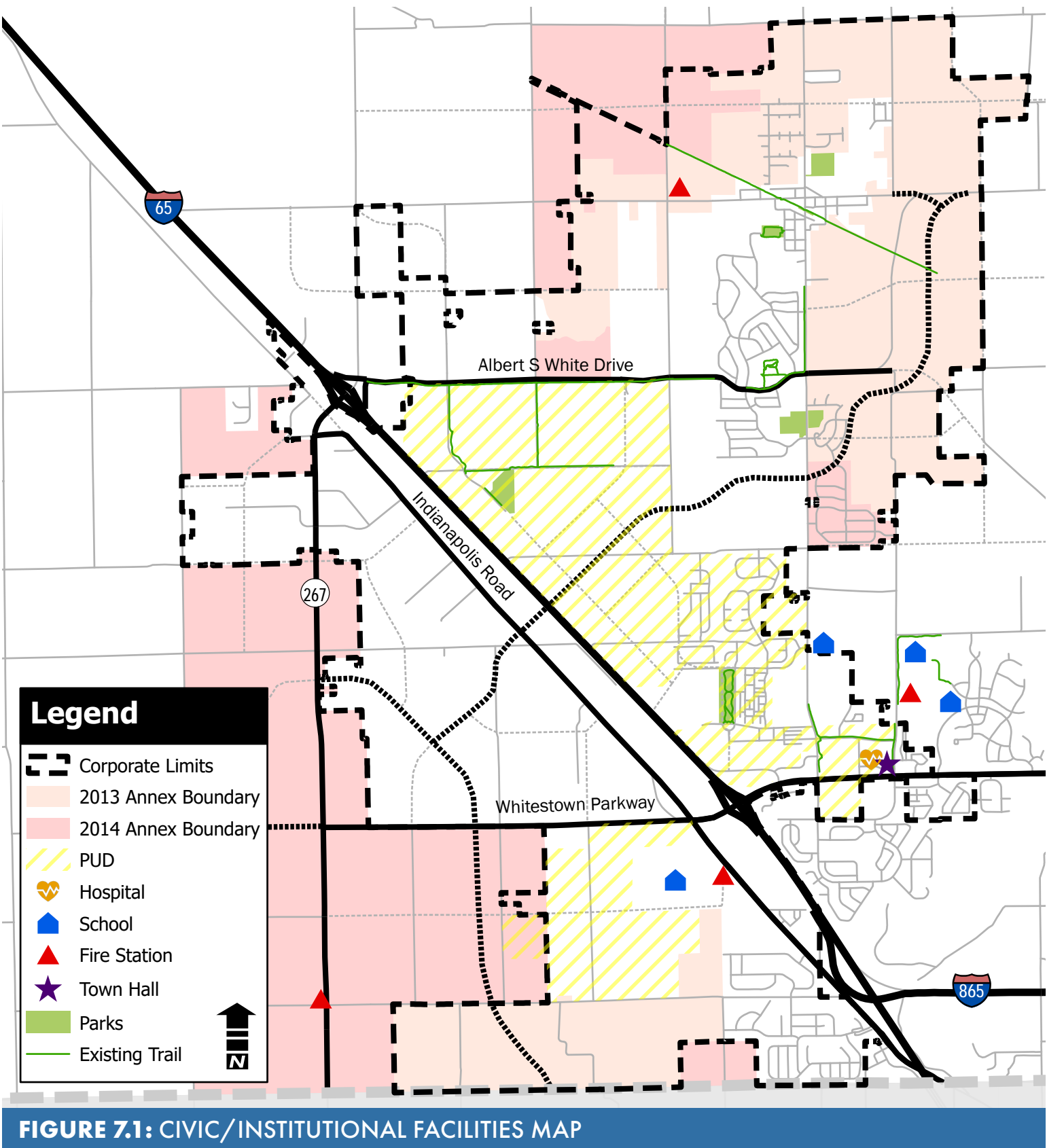
The community is currently served by our ISO Class 2 Fire Department with two stations strategically positioned to serve both current citizens as well as future community growth for Fire, EMS, and Rescue response needs. The fire department has identified several goals for the department in the future. These include:

- Continue to plan and evaluate the need for additional stations as the community expands in different geographical areas
- Improve and maintain ISO Fire Protection Class Rating
- Expanding EMS service to include a second Advanced Life Support transporting ambulance
- Continue to evaluate and improve all Fire, Emergency Medical Services, Rescue, Prevention, and Public Education services

Police Services

Police service comes from a centralized station that has great thoroughfare access to quickly respond to all areas of the community. As service calls are expected to increase 40% - 60% between now and 2025, it will be important to monitor response times and expand services/staffing as needed to maintain the department’s outstanding service. As of 2022, the Whitestown Police Department is comprised of 29 sworn personnel and two civilian staff members. The police department has identified several goals as outlined in its 5-year Growth Plan 2020-2025 including:

- Increase full-time Police staffing from 25 to 40 Police/Public Safety Officers
- Establish two full-time officer - Traffic/Crash positions
- Increase civilian Police staffing one (1) full-time Crime Scene Investigator
- Increase Patrol/Narcotic K9 Program to four (4) positions



MUNICIPAL SERVICES

- Establish one (1) full-time Training Coordinator Position
- Continue the Police Fleet Lease/Purchase Program
- Establish an Outdoor Shooting Range
- Establish a Drone Program
- Establish an Interdiction Enforcement Unit (ICE)
- Establish a Cyber-Crimes Unit focusing on Internet Crimes Against Children (ICAC)
- Upgrade current outdated in-car camera system throughout entire fleet

In addition to the staffing and capital items listed above, the Whitestown Police Department also intends to expand its list of services as outlined in its 5-year Growth Plan to include:

- Additional patrol and enforcement areas
- Neighborhood and business Crime Watch and Prevention
- Reserve Police and Public Safety Officer program
- Citizens Academy

Town Hall

With construction of the new Whitestown Town Hall in 2015 along Whitestown Parkway, the facility is now conveniently positioned as a central hub for community activities. Beyond the normal public meetings and services provided within the facility, the expanded meeting and activity space accommodates a variety of public gatherings and civic events. Ample parking, as well as outdoor space and opportunities for future expansion make the Town Hall not just a good location for centralized municipal services, but a great welcome center and gathering place for the community.

Broadband

Internet service and broadband capacity has become as important to economic development efforts as sewer and water service. Since the completion of the previous comprehensive plan, the community’s broadband service has been expanded and upgraded to support the high-tech, progressive vision the community has for current and future development. In an effort to provide broadband service to all residents, Whitestown partnered with the Boone REMC in 2021 to offer free community WIFI at Anson Acres Park. As the community continues to develop, reliable and accessible broadband service will be an essential strategy for securing the types of businesses and residential densities desired by Whitestown.

Planning and Economic Development

Site selectors, whether they are specific company representatives or brokers representing a company, want to locate in a community where information is readily available, inquiries are answered in a timely manner, and communication is complete and concise. To accomplish this, the most successful communities have a single point of contact to process potential client requests and shepherd the approval process for projects when necessary. While some of this role is the responsibility of the Boone County Economic Development Corporation, it is important that their work is supported by a local resource capable and prepared to do much of the leg work to respond to information requests from potential businesses. With recent staff additions and realignment of resources focused on community and economic development, Whitestown is well positioned to provide the support and accountability required to be competitive relative to business attraction efforts.

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CHAPTER 08

PARKS, OPEN SPACE, & RECREATION

PARKS, OPEN SPACE, & RECREATION

GUIDING POLICIES

1. Support efforts to make trails accessible, reliable, safe, convenient, and attractive to minimize environmental impacts.
2. Preserve natural areas to provide habitats for plants and animals, and improve local quality-of-life.
3. Require best management practices when development is within or in close proximity to an environmentally sensitive feature.
4. Focus equally on maintaining existing parks and actively acquiring strategic park facilities.
5. Strive to develop park amenities that generate community pride, regional excitement and revenue (user fees).

IN THIS CHAPTER...

This chapter highlights several broad goals regarding public open space for parks and recreational facilities. Specific details regarding the implementation of these types of facilities are further highlighted in Whitestown’s 2018 Parks and Recreation Master Plan.

OVERVIEW

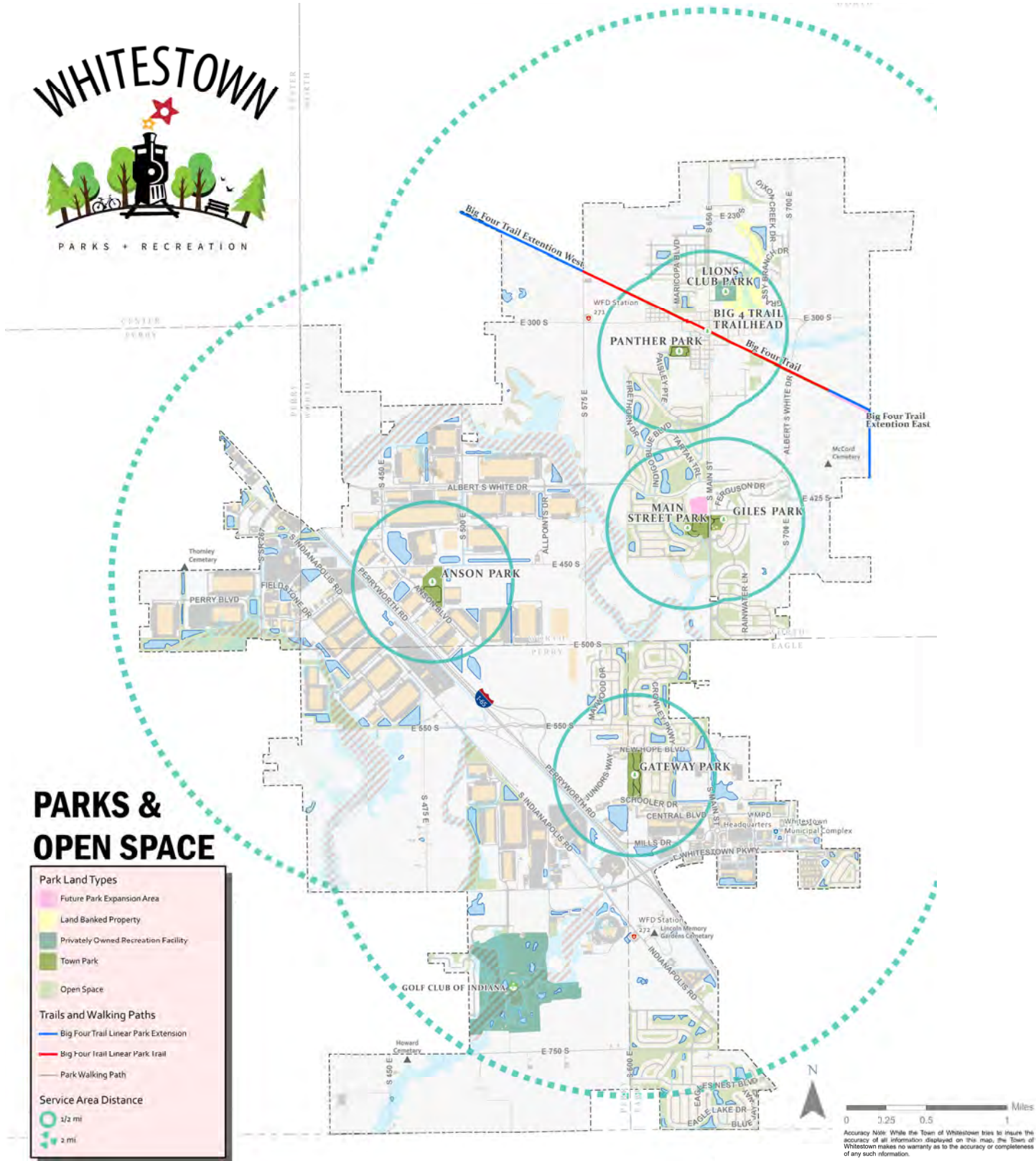
Protecting Whitestown’s environmental and open space resources can enhance quality-of-life. As new development occurs, environmentally sensitive areas should be protected and maintained. These areas can be used for recreation and education in addition to supporting a healthier community.

The components to meet the community’s needs include:

- ◆ Maintaining existing natural areas and water bodies.
- ◆ Preserving important environmental features and areas.
- ◆ Protecting groundwater and surface water quality in addition to air quality.
- ◆ Preserving natural drainage areas, including the 100-year floodplain.
- ◆ Encouraging environmentally sensitive practices.
- ◆ Maintaining, enhancing, and expanding existing park and recreation facilities.

EXISTING FACILITIES

The Town of Whitestown maintains a variety of existing parks and recreational facilities. These are illustrated on the following page in Figure 8.1 from the 2018 Parks and Recreation Master Plan.



PARKS, OPEN SPACE, & RECREATION

PARKS AND RECREATION MASTER PLAN

Whitestown’s vision for its parks and recreation facilities is outlined in its 2018 Parks and Recreation Master Plan. Additionally, the Town adopted a Recreation Zone Improvement Plan and Impact Fee in 2014. Together, these documents form both an outline of physical improvement strategies as well as mechanisms in which these recommendations are impacted. The Town is currently working on updating its 2018 Parks and Recreation Master Plan, which is expected to be adopted in early 2023. The intent of this Comprehensive Plan is to follow the policies and recommendations outlined in these existing planning documents adopted by the Town. For now, these include the 2018 Master Plan and the 2014 Recreation Zone Improvement Plan. However, this will change in 2023 when the new Master Plan and potentially any future plans are adopted.



PARK AND RECREATION PRIORITIES

Since the current Master Plan will be replaced soon, this comprehensive plan update does not summarize those plan goals. Instead, the following summary of needs and priorities is provided to identify common themes between the current plan and the intent of the Master Plan currently in development. The following list should be considered preliminary recommendations which are subject to revision with the adoption of the 2023 Master Plan.

1. Develop greenways to support Whitestown’s goal to be the most walkable and bikeable town in the state of Indiana.
2. Partner with youth sports organizations to expand the number of youth sports fields available in the greater Whitestown area.
3. Upgrade existing parks with facilities to meet the needs of the growing community.
4. Strategically add or expand parks to meet short- and long-term recreational needs. (See Figure 8.2 illustrating underserved areas)
5. Provide park facilities both north and south of Interstate 65.
6. Provide natural and passive recreation facilities.
7. Provide staffing to support parks facilities and programming.

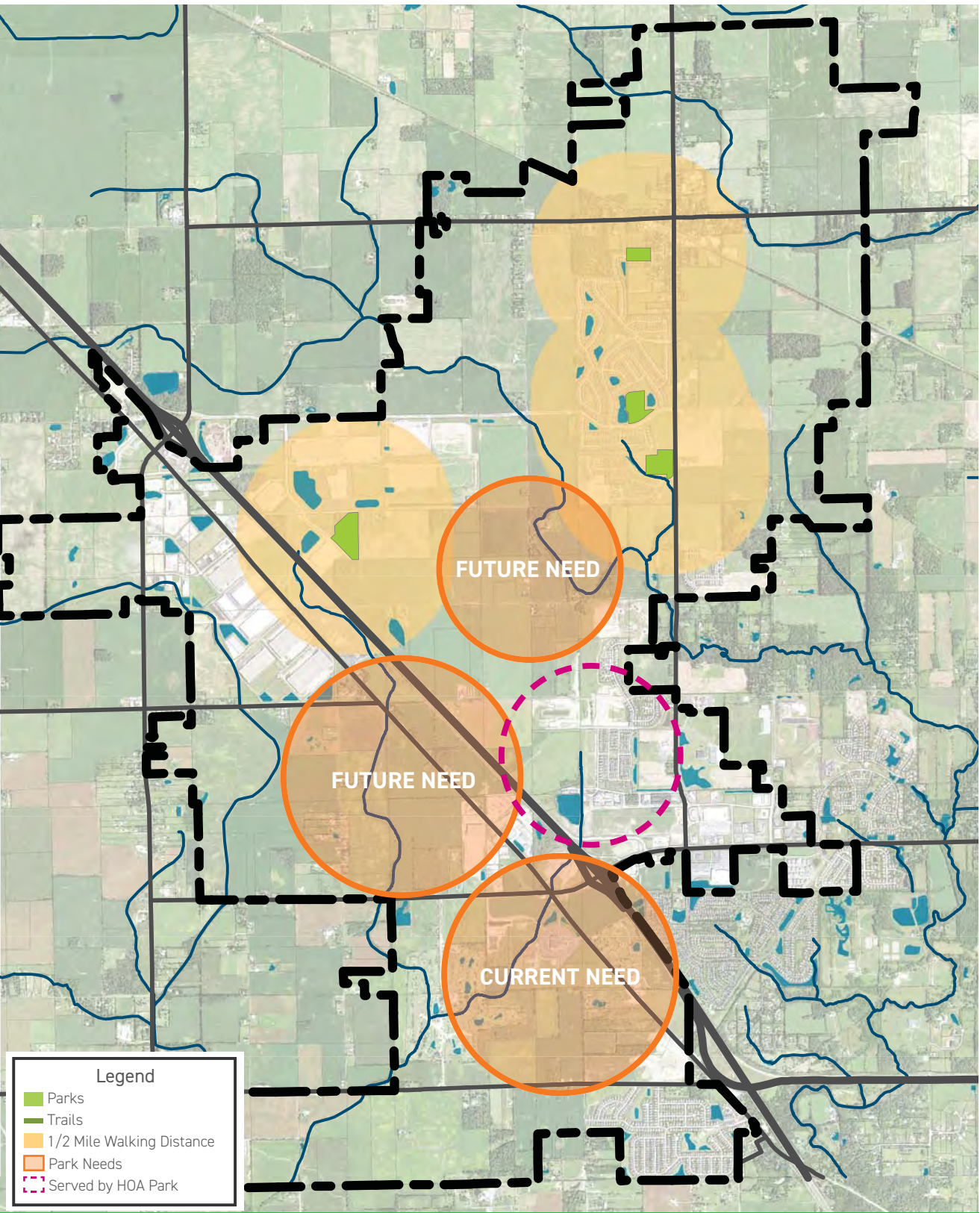


FIGURE 8.2: NEEDS ASSESSMENT

Source: Whitestown 2018 Parks + Recreation Master Plan



CHAPTER 09

IMPLEMENTATION

COMPREHENSIVE
PLAN REVIEW STEPS

1. The Redevelopment Commission and Plan Commission should hold two working sessions a year to evaluate progress that is being made on the Comprehensive Plan.
2. It is important to follow up and determine if progress has occurred. If progress has not occurred on particular action steps, it should be determined if the action is still pertinent, if there is a lack of resources, or if priorities have changed.
3. An unbiased report card should be used to assess progress.
4. The Plan should be updated every five years. This can be a simple evaluation of the overall plan to see if it is meeting current needs. Additional elements can be added as needed.

IN THIS CHAPTER...

This chapter is used to identify resources necessary to accomplish the plan’s overall vision, goals and strategies.

IMPLEMENTATION OVERVIEW

Completing the planning process for the Whitestown Comprehensive Plan is not the end of this effort; rather, it marks a starting point for achieving Whitestown’s long-term vision as the Town begins implementing the action steps. A comprehensive plan must first provide a vision and direction for the Town, but the plan must also outline clear steps on how to make this vision a reality. The vision detailed in this plan provide guidance for future decisions, policies, and overall intent. This chapter serves as the “roadmap” for how to get there. The strategic action plan included in this chapter should be viewed as a tool that translates the vision into actionable steps.

This action plan is intended to provide an overall direction through commitments by public and private sector entities, as well as through immediate, short-term, mid-term, and long-term action steps. The action steps seek to balance the priorities of the Town while allowing for immediate and noticeable progress through the completing of short-term projects. If those charged with implementing the recommendations of this plan are diligent in identifying and removing barriers to success, the opportunity to realize the vision will be greatly enhanced. The programs and tools outlined in this chapter provide an overview of funding programs and various means of implementing this plan. While the vision and goals are the heart of a long range plan such as this, equal focus must be placed on ensuring the community’s vision becomes reality.

PARTNERSHIPS

Forming a foundation of strong partnerships, both locally, regionally, and state-wide, with public, private, and non-profit organizations is crucial in order for the plan to succeed. While visionary, there is a fiscal reality that must be recognized if this plan is to become a reality. Key to this will be the creation and nurturing of a number of other partners to assist in implementing various aspects of the plan. Simply stated, the action steps in the Whitestown Comprehensive Plan cannot and should not be viewed as being implemented solely by the Town; many partners are also responsible for successful implementation.

Public

- Town
- Boone County Economic Development Corp.
- Townships
- County
- State (INDOT, OCRA)
- Federal
- School Districts
- Special Districts (i.e. Fire)

Non-Profit

- Boone County Chamber of Commerce
- Main Street
- Historical Society
- Tourism
- Cultural Groups
- Faith-Based Organizations
- Service Organizations

Private

- Developers
- Lending Institutions
- Building Suppliers
- Property Owners
- Local Businesses

COMPREHENSIVE PLAN REVIEW

The plan elements and their related action steps need to be reviewed, evaluated, and updated when necessary to reflect changing community desires, trends, and the economic climate within the community. In order to do



IMPLEMENTATION

this, an annual review of this plan should be coordinated to identify any minor changes or plan amendments. A thorough update of the plan should be undertaken, at a minimum, every five years in order to remain current.

REVIEW WHITESTOWN UNIFIED DEVELOPMENT ORDINANCE

The existing Ordinance should be reviewed and updates identified to reflect the policies and recommendations set forth in this plan for Whitestown. Specific attention should be focused on:

- Permitting the mix of desired uses that correspond with the Future Land Use Map area (e.g. live-over-work, mixed uses etc.)
- Increasing landscaping or other design standards via an Overlay District along identified major corridors and the Legacy Core area.
- Evaluating parking regulations in the Town to ensure the regulations don't result in too few or too many parking spaces.
- Updating signage regulations to discourage clutter while providing for a streamlined approval process for new and expanding businesses and institutions.
- Include flexibility for Planned Unit Developments to accommodate the concepts in the Special Development Areas and the Future Land Use Map.

SUB-GOALS AND ACTION STEPS

The following pages outline Sub Goals and Action Steps from each chapter in the plan. The Sub Goals are concrete goals formed from the guiding policies and chapter text. The Action Steps identified should be undertaken to achieve the goals.

SUB GOALS: LAND USE
Sub Goal 1: Manage community growth and mitigate conflicting land uses.
a. Revise the Whitestown Unified Development Ordinance (UDO) as needed, to be consistent with the Comprehensive Plan.
b. Revise the Whitestown UDO on a regular basis to minimize land use conflicts (including conflicts with public facilities, land, or parks).
c. Facilitate coordination efforts with adjacent municipalities on land use and utilities planning.
d. Minimize conflicts between development and the natural environment through the use of buffer areas and other methods.
Sub Goal 2: Establish sustainable land uses and distribution of land uses.
a. Reserve land needed for public facilities, utilities and infrastructure as the Town grows (including schools, utilities, safety, parks, etc.).
b. Encourage a variety of home types and price ranges that support a diverse population.
c. Promote adequate access within and to surrounding neighborhoods, parks, and natural areas.
Sub Goal 3: Promote redevelopment.
a. Allow incentives for redevelopment of existing buildings, infrastructure, and infill opportunities throughout Whitestown.
b. Follow the redevelopment strategies outlined in the Legacy Core District Master Plan to assist in redevelopment efforts in the Legacy Core District.
Sub Goal 4: Encourage density in appropriate areas and manage transitions between land uses.
a. In new developments or redevelopment projects, require appropriate amenities to transition/connect to adjacent land uses.
Sub Goal 5: Promote the "Whitestown Brand" through development and other built projects.
a. Allow incentives that encourage development to support the overall character of Whitestown.
b. Revise the Whitestown UDO to require land uses within each area to comply with the overall intent of the area while also enabling Planned Unit Developments to accommodate innovative mixed use developments that will invigorate the community zones identified in this Plan.
c. Encourage higher visual quality and mixed-use developments.
Sub Goal 6: Promote the use of quality materials and aesthetic standards.
a. Continue to enforce the adopted Whitestown UDO for development standards, including landscape requirements, building setbacks, screening, etc.
Sub Goal 7: Coordinate future land use with transportation, utilities, and facilities.
a. Support existing regulations that require appropriate utility and infrastructure commitments (water, sewer, streets, sidewalks, trails, etc.) to support new developments.

IMPLEMENTATION

SUB GOALS: TRANSPORTATION AND CIRCULATION
Sub Goal 1: Develop, enhance, and maintain an efficient roadway system in Whitestown.
a. Implement recommendations outlined in the Whitestown Thoroughfare Plan.
b. Review and update the Thoroughfare Plan at least every five years to adjust for previously unknown circumstances, changed roadway classifications, new opportunities, and completed projects.
Sub Goal 2: Develop, enhance, and maintain an alternative transportation system, including the potential for pedestrian, bicycle, and equestrian networks.
a. Follow recommendations made in regard to trails and sidewalks in the Bicycle and Pedestrian Plan, the Park and Recreation Master Plan, the Legacy Core District Master Plan, and the Thoroughfare Plan.
b. Continue to participate in the development and design of the Big Four Trail and seek funding for continued development of regional trail connections.
c. Continue implementation of the Town’s Complete Streets Ordinance.
d. Work with the Central Indiana Regional Transit Authority (CIRTA) to expand the Whitestown Connector route and provide needed amenities at bus stops.
Sub Goal 3: Improve transportation safety.
a. Identify and monitor corridors and intersections with high crash or collision rates and explore potential safety improvements.
b. Continue to upgrade traffic signals at intersections as warranted.
c. Minimize and work to appropriately align curb cuts.
Sub Goal 4: Strive to improve air quality through transportation improvements.
a. Where appropriate, select transportation solutions that reduce emissions produced by motor vehicles, such as roundabouts.
Sub Goal 5: Plan for enhanced transportation corridors.
b. Prepare a Corridor Enhancement Plan that identifies corridors to be enhanced as well as design standards for beautification and streetscape design. Corridors to include, but are not limited to, Interstate 65, Whitestown Parkway, State Road 32, Albert S. White Drive, CR 575 and the future Ronald Reagan Parkway.
c. Include gateway and wayfinding signage as part of the Corridor Enhancement Plan.
Sub Goal 6: Coordinate the transportation network with appropriate land-use development strategies.
a. Require adequate access to appropriate thoroughfares and proper separation from residential use for proposed new development(s).

SUB GOALS: TRANSPORTATION AND CIRCULATION
Sub Goal 7: Provide strong regional links via the existing Interstate 65 interchanges and the proposed Ronald Reagan Parkway Corridor.
a. Coordinate the final design of the Ronald Reagan Parkway to ensure adequate right-of-way is available to accommodate the pedestrian and bicycle system, vegetation and street trees, and intersection treatments that improve vehicular flow, reduce noise, increase safety, encourage appropriate development access, and improve aesthetics.
b. Develop a Corridor Overlay Zone for implementing outcomes of the Corridor Enhancement Plan to ensure desired treatment along Ronald Reagan Parkway and I-65 Interchanges.

IMPLEMENTATION

SUB GOALS: ECONOMIC DEVELOPMENT
Sub Goal 1: Become an economic development destination that possesses sites and assets that are unique to the region and attractive to high quality/high wage businesses.
a. Develop internal policies to support creating an economic development advantage for Whitestown.
b. Develop appropriate public/private partnerships to create economic development opportunities and mitigate the risk of public investment.
c. Target land appropriate for a campus-like park suited for life sciences, medical, or biotech.
Sub Goal 2: Support a diverse and vibrant business base in the area that is focused on providing opportunities for small and large businesses.
a. Support a mix of potential business sites to support start-up business opportunities as well as locations for growing and established businesses.
b. Develop and implement a workforce development strategy in cooperation with the Boone County Economic Development Corporation.
c. Formalize and implement an entrepreneurial support program for Whitestown to support new business start-ups.
Sub Goal 3: Develop standards and tools to improve the aesthetic quality of the community and provide for the appropriate mix of future land uses.
a. Establish internal expectations of return for economic development incentive programs within Whitestown based on criteria such as wage level, job numbers, engagement of local workforce, and private investment in the project.
Sub Goal 4: Continue to refine the desired identity and story of Whitestown and ensure that message is communicated through marketing efforts and local projects.
a. Continue to refine the Whitestown “brand” and supporting story elements to accompany it.
b. Ensure the Town is using appropriate platforms to disseminate information to citizens, business owners, developers, and visitors.
c. In collaboration with the Boone County Economic Development Corporation, implement a multi-tiered marketing effort for development opportunities in Whitestown.
d. Identify the key locations of gateways within the community and work to ensure they reflect the Whitestown “brand.”
e. Develop and implement a coordinated town-wide wayfinding program to help citizens and visitors navigate the community.
Sub Goal 5: Develop key partnerships to help support the overall economic development strategy of Whitestown.
a. Pursue agreements with private property owners to help facilitate early development of key properties.
b. Select key catalyst projects around which to formalize public/private partnership opportunities.
c. Continue conversations with local school boards and state elected officials regarding the potential for future school facilities.
d. Initiate discussion with existing higher education institutions about programming opportunities in Whitestown.

SUB GOALS: MUNICIPAL SERVICES
Sub Goal 1: Implement and maintain five-year plans for police, fire, public safety, and public works departments.
a. Coordinate with police, fire, public safety, and public works departments to implement and maintain each department’s five-year plan to ensure a high level of service.
Sub Goal 2: Improve emergency response services as the Town expands.
a. Require plans for sufficient emergency services, equipment, and facilities to be in place as new developments are approved.
b. Determine the optimal locations for emergency response stations (police, fire, EMS) to maintain excellent service and/or rating for existing and future developments. Purchase land in advance, if possible.
Sub Goal 3: Maintain high-quality government services.
a. Develop design and quality standards for the construction of all facilities and infrastructure planned for public ownership.
b. Create and maintain a capital improvement plan (CIP).
c. Develop a staffing plan that helps outline the number of staff needed as the Town grows to maintain the current level of service the Town is providing.
d. Facilitate coordination efforts with adjacent municipalities on land use planning and new development efforts.
Sub Goal 4: Adequately expand water, sewer, and storm water services.
a. For any new developments and annexations, require plans to be in place with approvals that provide sufficient fire hydrants and adequate water pressure to serve these new areas
b. Develop and implement a long-term sanitary and stormwater master plan to address sewage and drainage issues in the Town
Sub Goal 5: Expand needed private utility services.
a. Coordinate with private utility providers (natural gas, electric, telecommunications, and broadband) to develop an inventory of existing assets, analyze gaps in service, and develop an infrastructure plan in existing and future development areas so world-class service can be provided.
b. Prioritize expansion and upgrades of telecommunication and broadband networks to support areas of future development that will rely heavily on cutting-edge technology.
c. As the expansion of cellular technology continues, carefully balance the need for new cellular antenna towers and small cells with the impacts new facilities have on adjacent land uses.
Sub Goal 6: Develop and promote a solid waste management plan that emphasizes waste reduction and recycling.
a. Implement a fiscally responsible Town-wide recycling program to minimize waste.

IMPLEMENTATION

SUB GOALS: PARKS, OPEN SPACE & RECREATION
Sub Goal 1: Conserve and restore natural areas, including woodlots, open space, and water features.
a. Adopt regulations that encourage developers to conserve, preserve, or restore natural features found on potential development sites.
Sub Goal 2: Promote outdoor education and recreational/entertainment programming opportunities.
a. Create and expand youth and adult recreation programming opportunities and outreach initiatives that support healthy lifestyles.
b. Coordinate with the school systems to provide outdoor educational opportunities, or “outdoor classrooms,” for youth to learn about the environment.
c. Implement programming outlined as part of the 2018 Park and Recreation Five-Year Master Plan in terms of year-round, inclusive recreation programming.
Sub Goal 3: Institute and maintain a variety of parks, facilities, recreational programs, and natural areas.
a. Implement recommendations outlined in the Whitestown Five Year Parks and Recreation Master Plan and regularly update the Plan.
b. Continue to implement the Park Impact Fee Master Plan.
c. Complete the Big Four Trail within Whitestown.
d. Implement a volunteer program and/or event that supports maintenance and upkeep of parks.
e. Explore the opportunity to develop a regional park.
f. Work with AARP on a Walkability Survey and develop an action plan to increase walkability within the Whitetown community.

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CHAPTER 10

APPENDICES



APPENDIX A - PUBLIC INVOLVEMENT

This appendix documents the public participation process.

This chapter documents the public participation process throughout the development of the Whitestown Comprehensive Plan update. The collection of public input was facilitated by Steering Committee meetings, a public website, a public input survey, stakeholder meetings, and a public open house. Each form of public involvement included several facilitated exercises to ensure the vision for Whitestown was still in-line with the 2015 Comprehensive Plan.

STEERING COMMITTEE

A Steering Committee was formed to guide the planning process and overall direction of the Comprehensive Plan update. The Steering Committee consisted of eight members that represented Town departments and leadership roles in the community. The Steering Committee met four times over the course of the planning process to review community data, public feedback, and consultant recommendations.

STEERING COMMITTEE MEETING 1
AUGUST 25, 2021

A Steering Committee kick-off meeting was held August 25, 2021, at the Whitestown Municipal Center. The purpose of the plan and project goals were reviewed, as well as the schedule and process. Public participation methods were discussed and selected. The Steering Committee discussed the top planning issues this plan could address, and reviewed how land use has evolved in Whitestown over the past five years. The Committee reviewed the consultant assessment of the past comprehensive plan.

STEERING COMMITTEE LAND USE WORK SESSION

SEPTEMBER 29, 2021

Due to the high rate of development that has occurred in Whitestown over the past five years, the Steering Committee meet for a special Land Use Work Session. During this session, the Committee reviewed the type of development that occurred in the sub-areas that were identified in the 2015 Comprehensive Plan and discussed areas of Whitestown that were next in line for potential development. Along with land use within Whitestown’s incorporated boundaries, the Committee reviewed the future land use maps of adjacent jurisdictions, including Lebanon, Boone County, Zionsville, and Hendricks County. The Committee also selected critical stakeholder groups to interview to gather input and feedback.

STEERING COMMITTEE MEETING 2
OCTOBER 6, 2021

The second Steering Committee meeting was held on October 6, 2021. The Committee reviewed the draft Future Land Use Map and Sub-area Plans. The Committee was also given an update on the public participation status and selected a date for the Public Open House.

STEERING COMMITTEE MEETING 3
MARCH 1, 2022

For the third Steering Committee meeting, Committee members agreed to review the results from public participation, the Future Land Use Map and Sub-area Maps, and the draft vision, goals, and objectives over a two week period.

PUBLIC ENGAGEMENT

PROJECT WEBSITE AND VIDEO

To keep the public connected to Whitestown’s planning process, a website for the plan was launched on September 14th, 2021. The website was used to inform the public about project components, public input opportunities, and to review draft documents. A project video was also crafted and available on the website to



help explain the comprehensive planning process and encourage public input.

STAKEHOLDER MEETINGS

Valuable insight and feedback were captured during the five Stakeholder meetings that were held between December 7th, 2021 through December 9th, 2021. Over 25 stakeholders were interviewed in focus groups of Legacy Core/Home Owner Association representatives, education representatives, business and economic development representatives, residential developer representatives, and department heads.

Key findings from the stakeholder meetings:

- Housing: Concerns about affordability, transition between warehouses and residential neighborhoods, and ensuring a range of housing types are available from single-family to empty nester.
- Traffic: Overall concerns about increased traffic and providing the infrastructure to support it.
- Public Transportation: Bus stops and other support for alternative transportation may be needed.
- Jobs: There may be a need for a better cross-section of jobs and careers within the Town.
- Economic Development: Land should be reserved for medical/biomedical science jobs.
- Coordination between Municipalities: There is a coordination challenge between adjacent municipalities that should be addressed.

APPENDICES

- Staff Capacity: To maintain Whitestown’s current level of service, staffing may need to grow.

PUBLIC INPUT SURVEY

A public input survey was available online from September 15th, 2021, to October 3rd, 2021. The survey was advertised on the Town’s social media and through a press release, which helped the Steering Committee obtain 408 responses from the public. Information gathered from the survey was used to inform future discussions with the Steering Committee and to help guide the revision of goals and objectives outlined in the comprehensive plan.

Key findings from the public input survey:

- Land Use: Most agree there is enough land for new businesses, housing, and parks and recreation. However, many indicated that not enough entertainment options were available.
- Transportation: The majority agreed that existing transportation facilities were generally in good condition and it was easy to travel around Whitestown. However, respondents indicated that there was concern for future transportation infrastructure growth and that more attention was needed in the areas of community walkability, bikeability, and public transit.
- Municipal Services: Respondents agreed that Whitestown welcomes public engagement and that municipal buildings are convenient and accessible.
- Community Wellness, Culture, and Education: There was strong consensus that Whitestown is a great place to live, work, and raise a family. The community is welcoming to newcomers and public schools have a good reputation. As reflected in the land use category, respondents indicated that more shopping, dining, and entertainment options are desired.
- Parks, Recreation, and Open Space: Respondents

indicated that Whitestown has plenty of park and recreation opportunities and that parks are well maintained and programmed.

- Economic Development: Survey respondents indicated that they would support incentives to attract and retain small businesses and large employers. Respondents also felt like there are enough jobs available in Whitestown.

PUBLIC OPEN HOUSE

A Public Open House was held on January 20th, 2022, at 6:30 pm at the Whitestown Municipal Center. An online version of the Public Open House was available from January 25th, 2022 through February 6th, 2022. Total, there were 169 participants: 31 attended the in-person open house and 138 attended the online version. Participants were presented with drafts of the Future Land Use Map and Sub-area Maps and asked if they agreed or disagreed with the proposed land uses.

Key findings from the public open house:

- The land uses proposed in Special Development Areas 2, 3, 5, 6, 7, and 8 were approved by 50% or more of the participants.
- The land uses proposed in Special Development Areas 1 and 4 were approved by less than 50% of participants.



Public Open House on January 20th, 2022.

ADOPTION

A final draft of the Comprehensive Plan Update was presented to the public and the Plan Commission at a regularly scheduled Plan Commission Meeting on July 11th, 2022. The Plan Commission made a favorable recommendation to the Town Council to adopt the Comprehensive Master Plan Update.

On August 10th, 2022, the final draft of the Plan was presented to the public and the Town Council at a regularly scheduled Town Council Meeting. The Town Council voted to adopt the 2022 Whitestown Comprehensive Plan Update.



APPENDIX B - TOOLS AND RESOURCES

This appendix documents the tools, resources, programs, and funding available to assist with implementation of the comprehensive plan.

TOOLS & RESOURCES

A short description of the various tools, resources, programs and funding that have been identified or described in this plan is included below. This is not an exhaustive list of all tools, programs or funding sources that can be utilized by the Town. It is intended to provide further explanation and to act as a starting point for future actions.

CAPITAL IMPROVEMENT PLANNING

A Capital Improvement Plan (CIP) is a system of documenting the capital investments that a community expects to make in the short-term, often five years. A CIP identifies projects, timelines, estimated costs, and funding sources and is linked to a community’s budgeting process. It is a means of planning ahead for capital improvements and ensuring implementation of specific projects by connecting them more closely to the budgeting process. Whitestown’s CIP would include funding needed for any capital improvement the Town is planning to invest in, regardless of which Town department will be responsible for operating and maintaining the given investment.

REDEVELOPMENT ASSOCIATION OF INDIANA

The Redevelopment Association of Indiana, a part of the Accelerating Indiana Municipalities (AIM), is a membership organization for redevelopment board members and redevelopment staff representing 46 cities, Towns and counties. The Redevelopment Association operates under the premise that while there are legally mandated actions and commonly adopted practices, there also is abundant room for local innovation and Indiana ingenuity. One of the association’s principal

missions is to serve as an informational and educational resource for existing redevelopment commissions and units of government considering the establishment of a redevelopment commission. Association members are available to share their experiences. Additional information can be found at http://www.citiesandTowns.org/content/affiliated/RAI_DHT.htm.

REDEVELOPMENT ASSOCIATION OF INDIANA HANDBOOK (2006)

This handbook, produced by the Redevelopment Association, provides how-to information regarding the establishment of a redevelopment commission, designation of a redevelopment or economic development area, elements of a redevelopment or economic development plan, establishment of an allocation area, project financing, acquisition and disposition of real estate and the use of tax increment financing and tax abatement. It also includes an inventory of cities, Towns, and counties with TIF districts, sample resolutions and other instruments, as well as a roster of association members.

TAX ABATEMENT

Tax abatement is a phase-in of property taxes and is intended to encourage development in areas that would not otherwise develop. Tax abatement is one of the tools widely used by municipal governments to attract new businesses to the community, or to encourage investment in new equipment or facilities that will improve the company while stabilizing the community’s economy. Communities may develop procedures for abatement application and policies on the amount and length of the abatement that will be approved and procedures to ensure compliance with the terms of the statement of benefits.

PROGRAMS & FUNDING

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) PROGRAM

Planning Grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). Through the Indiana Office of Community and Rural Affairs, Indiana requests federal funds to help rural communities with a variety of projects such as sewer and water systems, community centers, health and safety programs, and many others. These funds help communities improve their quality of life and ensure the health and safety of their citizens.

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) PROGRAM, PLANNING GRANTS

The goal of the program is to encourage communities to plan for long-term community development. Community leaders can apply for projects relating to such issues as infrastructure, downtown revitalization, and community facilities. Grants are available for comprehensive plans, downtown revitalization plans, economic development plans, historic preservation plans, water system plans, sewer system plans, storm drainage plans, five-year park plans and more.

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) PROGRAM, STORMWATER IMPROVEMENT PROGRAM (SIP)

Property owners in many communities across the state of Indiana suffer from flooded property and sewer backups due to inadequate stormwater management. Flooding is expensive to clean up, depresses property values, and degrades water quality.

APPENDICES

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) PROGRAM, PUBLIC FACILITIES PROGRAM (PFP)

Community facilities enhance the lives of residents in numerous ways. Libraries, museums, community centers, and performance spaces open doors to knowledge and ideas, culture, and enjoyment. In addition to community facilities, emergency services (fire stations, fire trucks and EMS stations) and historic preservation projects are eligible for PFP.

DOWNTOWN ENHANCEMENT GRANTS

The Downtown Enhancement Grant program is designed to foster innovative approaches to activities, which support and promote community-based planning, pre-development, and research initiatives. The goal of these projects is to improve the quality of life and opportunities for increasing private investment and employment in Indiana Main Street (IMS) communities. The Downtown Enhancement Grant priorities are directed by OCRA’s strategic plan and the National Main Street Four Point Approach.

INDIANA DEPARTMENT OF TRANSPORTATION (INDOT) LPA GRANTS

INDOT works proactively to assist Local Public Agencies (LPA) in addressing capital needs. By statute, INDOT shares gas tax revenue distributed out of the state Motor Vehicle Highway Fund (MVHF) and Local Road and Street Fund (LRSF) with local communities. Distributions out of these funds are made by the auditor’s office to each local community for use on road and street projects.

INDOT also makes available 25% of the federal funds apportioned to it under Congressional Highway Authorization Bills. This is a practice carried out by internal policy and is done under no requirement of any state or federal statute. INDOT also handles all of the program administration, contract letting and post-contractual Federal obligations for local communities. This alleviates additional financial burdens for local communities and provides a means for all communities to participate in federal-aid funding.

INVESTMENT TAX CREDIT PROGRAMS

Income tax credits are the principal governmental subsidy available for privately owned and funded historic preservation activities. Both the federal government and the state of Indiana offer a Rehabilitation Investment Tax Credit (RITC) equaling 20% of rehabilitation costs for qualified work at income-producing properties that are certified historic buildings. A net subsidy equaling 40% of qualified rehabilitation costs may be yielded by participation in both programs. Eligible properties include commercial buildings, factories, and old houses as long as they are income producing, such as rental properties. Owner-occupied private residences are eligible only for the Indiana Residential Historic Rehabilitation Credit (RHRC- see below).

LAND AND WATER CONSERVATION FUND (LWCF)

LWCF federal grants can be used to protect important natural areas, acquire land for outdoor recreation and develop or renovate public outdoor recreation facilities such as campgrounds, picnic areas, sports/playfields, swimming facilities, boating facilities, fishing facilities, trails, natural areas and passive parks. The minimum grant request is \$5,000 and the maximum request is \$75,000 with a local match requirement.

MAIN STREET REVITALIZATION PROGRAM (MSRP)

The Indiana Office of Community and Rural Affairs assists Indiana’s rural residents in their endeavors to create successful, sustainable communities and improve local quality of life. MSRP grants are funded with federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD). The goal of the Main Street Revitalization Program is to encourage communities with eligible populations to focus on long-term community development efforts.

RECREATIONAL TRAILS PROGRAM (RTP)

Under the MAP-21, the Recreational Trails Program (RTP) is continued at the current funding levels under the Transportation Alternatives Program. Funding for RTP is a set-aside from the TAP. However, the governor of each state may opt out of the RTP if it notifies the U.S. Department of Transportation Secretary not later than 30 days prior to apportionments being made for any fiscal year.

Source: American Society of Landscape Architects

RESIDENTIAL HISTORIC REHABILITATION CREDIT

The Residential Historic Rehabilitation Credit is available to Indiana state income taxpayers who undertake certified rehabilitations of historic buildings that are principally used and occupied by a taxpayer as that taxpayer’s residence. The State incentive allows a taxpayer to claim a State Income Tax credit for 20% of the total qualified rehabilitation or preservation cost of a project. The Division of Historic Preservation and Archaeology, Indiana Department of Natural Resources administers the program.

SKILLS ENHANCEMENT FUND

The Skills Enhancement Fund (SEF) provides assistance to businesses to support training and upgrading skills of employees required to support new capital investment. The grant may be provided to reimburse a portion (typically 50%) of eligible training costs over a period of two full calendar years from the commencement of the project.

TAX INCREMENT FINANCE (TIF)

Tax increment finance is a tool for municipalities and counties to designate targeted areas for redevelopment or economic development through a local redevelopment commission. Those redevelopment or economic development areas can then be designated as allocation areas which trigger the TIF tool. When TIF is triggered, the property taxes generated from new construction in the area are set aside and reinvested

in the area to promote development, rather than going to the normal taxing units (governments, schools, etc.). The taxing units do not lose revenue, they simply do not receive revenue from the additional assessed valuation that would not have occurred “but for” the reinvestment in the area through the TIF proceeds.

TRANSPORTATION ALTERNATIVES FUNDING

The new Transportation Alternatives (TA) program will receive about \$780 million to carry out all TA projects, including SRTS and RTP projects across the country, which represents about a 35% reduction from the current \$1.2 billion spent on these programs. Under the bill, states will sub-allocate 50% of their TA funds to Metropolitan Planning Organizations (MPOs) and local communities to run a grant program to distribute funds for projects. States could use the remaining 50% for TA projects or could spend these dollars on other transportation priorities.

Source: American Society of Landscape Architects

TRANSPORTATION ALTERNATIVES

Under MAP-21, the Transportation Enhancements program is re-named Transportation Alternatives Program (TAP), with the current twelve eligible activities categories consolidated into six categories. The bill eliminates the bike/ped safety and education programs, transportation museums, and the acquisition of scenic and historic easements categories.

The six eligible project categories are:

1. Continue bike/pedestrian facilities and expand the definition of these projects.
2. Establish a category for safe routes for non-drivers, including children, older adults, and individuals with disabilities.
3. Retain conversion of abandoned railroad corridors for trails for pedestrians and bicyclists, or other non-motorized transportation users.
4. Retain the scenic byways category (however, the stand alone National Scenic Byways programs is completely eliminated).

APPENDICES

5. Establish a community improvement category that includes:

- Inventory control of outdoor advertising;
- Historic preservation and rehabilitation of historic transportation facilities;
- Vegetation management practices in transportation rights-of-way (formerly landscaping and scenic beautification);
- Landscaping and scenic enhancement projects ARE eligible under TAP as part of the construction of any federal-aid highway project, including TAP-funded projects, but TAP funds cannot be used for landscaping and scenic enhancement as independent projects;
- Under this vegetation management category, routine maintenance is NOT eligible as TAP activity except under the RTP; and
- Archaeological activities related to transportation projects.

6. Retain the environmental mitigation activities category:

- To address stormwater management control and water pollution prevention, and wetlands mitigation; and
- To reduce vehicle-caused wildlife mortality

SAFE ROUTES TO SCHOOL (SRTS) PROGRAM

Under the bill, the Safe Routes To School (SRTS) program was eliminated as a stand-alone program. However, SRTS projects are still eligible for funding under the TAP. As such, SRTS projects are now subject to all TAP requirements, including the same match requirements – 80% federal funding, with a 20% local match. SRTS coordinators are not required under MAP-21 but are eligible for funding under TAP. Thus, states may decide to retain their SRTS coordinators and use TAP funds to pay for them.

Source: American Society of Landscape Architects

WORKKEYS

WorkKeys® enables Hoosiers to examine their individual

strengths and weaknesses and also compare their skills to job profiles which can help substantially when looking for jobs or career advancement opportunities. The program helps ensure Hoosiers find the right jobs to be successful.

REFERENCE PLANS & DOCUMENTS

Several additional adopted plans and studies provide more detailed review and specific recommendations that support this Comprehensive Plan. Those documents, as well as this Comprehensive Plan, form the Whitestown Master Plan. These additional plans include:

- Whitestown 2020 Thoroughfare Plan
- Whitestown 2017 Legacy Core Plan
- Whitestown 2017 Bicycle and Pedestrian Plan
- Whitestown Recreation Impact Fee Zone Improvement Plan
- Whitestown 2017 Five-Year Parks and Recreation Master Plan
- Whitestown 2014 Economic Development Plan