

Hendricks County Comprehensive Plan



Hendricks County Comprehensive Plan

June - 1998

Prepared For:

The Hendricks County Area Plan Commission

Prepared By:

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Executive Summary

This Summary provides answers to the questions: Why Plan?, Who Plans?, What is the Plan?, What is the Relationship to Zoning?, and What is Included in this *Comprehensive Plan* for Hendricks County?

Why Plan?

All of us make plans as individuals, families, businesses and organizations. We plan so that we have some understanding of where we are going (vision) and to acquire information and knowledge (foundation) in order that we can make better decisions.

Our towns, cities, counties and region make plans for the same reason . . . so that informed decisions can be made by public agencies, private businesses, and individuals. Decisions are made every day about issues that affect us all.

Comprehensive Planning by public agencies, such as the Hendricks County Area Plan Commission, is usually concerned with the physical aspects of growth and development. Such plans are generally long range (20 years). These plans usually have several functional components such as: land use, transportation, parks, etc. Sometimes, sub-area plans provide more focus for neighborhoods, business districts or corridors. This *Comprehensive Plan* for Hendricks County and its functional and sub-area components provides the logical and legal basis for development regulations, capital improvement programs, and daily decisions.

Who Plans?

Comprehensive Plans in Indiana must conform in content to State statutes and may be completed by towns, cities, and counties by their Plan Commissions that are organized according to State statutes.

Hendricks County has an Area Plan Commission which provides planning and zoning functions for the entire unincorporated area and for municipalities that choose to participate. The Towns of Avon, Brownsburg, Danville, Pittsboro and Plainfield each have individual Plan Commissions that exercise authority within their corporate limits. The area of jurisdiction of the Hendricks County Area Plan Commission is illustrated in Figure 1.

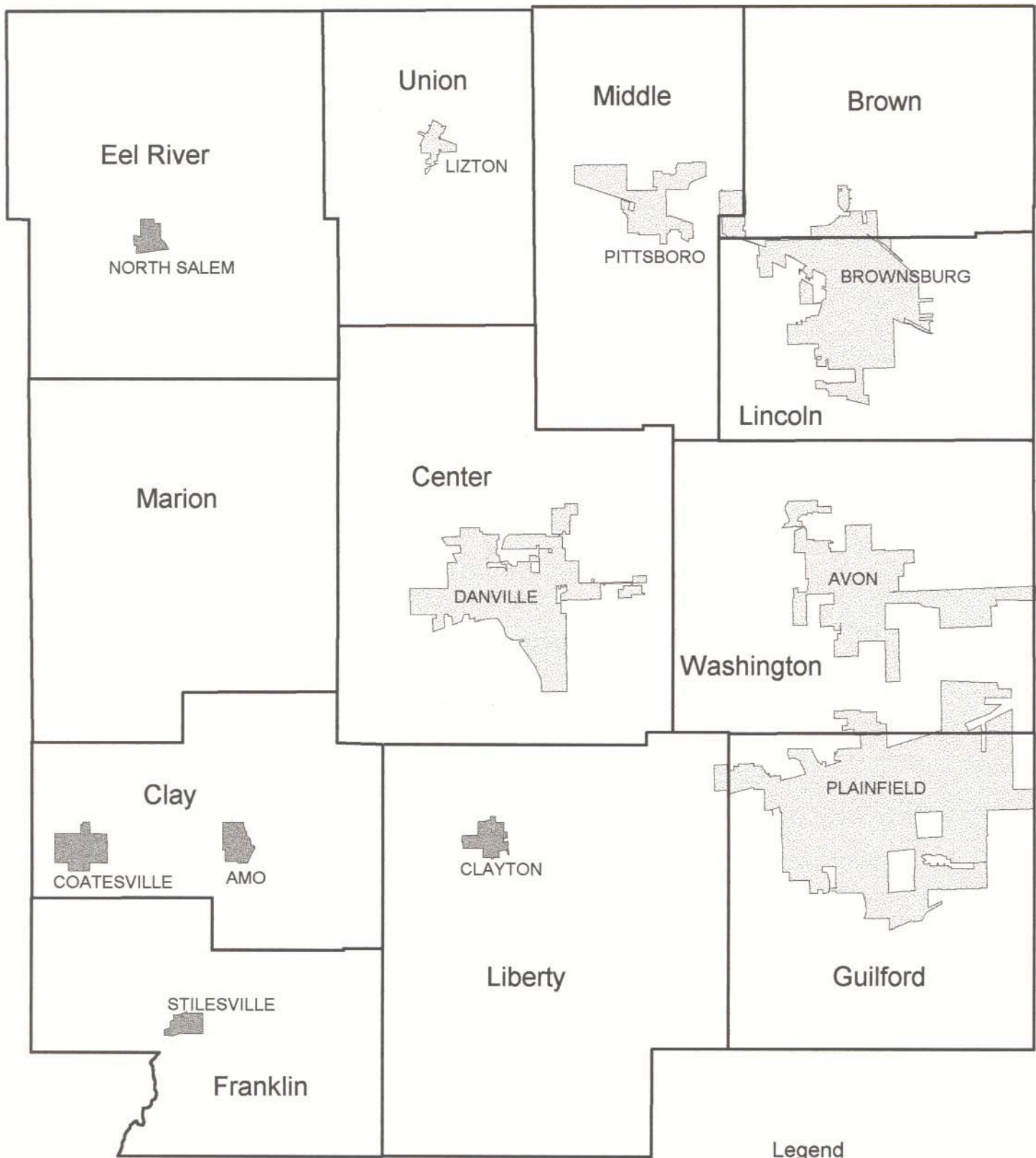


Figure 1 Planning Jurisdictions

Hendricks County Comprehensive Plan
May 1998



Legend

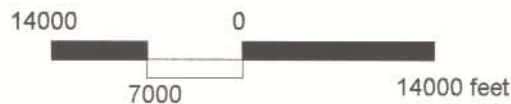
Incorporated Areas

 Self-Administered

 County Administered

Unincorporated Areas

 County Administered



What is the Plan?

This *Comprehensive Plan* for Hendricks County represents many months of research, analysis, and meetings with a Steering Committee, the general public, governmental officials, and private sector individuals. The process of preparing this *Comprehensive Plan* is described in the next chapter.

The motivation for preparing this *Comprehensive Plan* was the recognition that development pressures throughout the County have intensified since 1983 when the former *Comprehensive Plan* was adopted. The intensified pressures are the result of a healthy regional economy, increased levels of employment, and preferences for suburban living and schools. These pressures give rise to concerns about how, when, and where new development should occur and be provided with appropriate public facilities and services. The pressures also threaten the traditional qualities of life associated with small communities and the activities associated with farming.

This *Comprehensive Plan*, therefore, was completed and adopted to provide an overall guide for continuing development and change within the County. The *Comprehensive Plan* has the following characteristics:

- It is “long range” in that it reflects projections and thinking for the next two decades.
- It is “comprehensive” since it is based on an analysis of various opportunities and constraints along with projections of future needs.
- It is “general” in that it forms a policy guide for future development by proposing general -- rather than specific -- locations and sizes of elements.
- It is “flexible” so that the Area Plan Commission can consider new and different development methods.
- It is “coordinated” with the Towns and other entities to enable specific projects, proposals for development, and zoning matters to be considered within an overall context.

What is the Relationship to Zoning?

The *Comprehensive Plan* is a statement of County policy. It is neither a law nor a zoning map. In actuality, it is a number of interrelated maps, plans, policy statements, and text which will guide decisions of the County Commissioners and the Area Planning Commission regarding development. Zoning, however, is a law consisting of both a map and a written ordinance and is **one** of several regulatory devices used to implement the *Comprehensive Plan*. The zoning ordinance and

map are adopted in legal form by the County Commissioners upon the advice of the Area Plan Commission. The zoning ordinances prescribe the uses that are permitted within various districts shown on the zoning map. The ordinances further prescribe the intensity of use, various minimum or maximum dimensions of building setbacks and heights, and other restrictions.

The zoning map is based on, but differs from, the comprehensive plan map. The zoning map prescribes what development is permissible **today**, based on the current availability and capability of the local jurisdiction to provide public facilities and services. The comprehensive plan map prescribes in general terms the types of development for the **future**.

When an owner wants to develop a property for a use not allowed by current zoning, then the owner must petition the Area Plan Commission for a zoning change. The Area Plan Commission, upon consideration of the facts and the comprehensive plan, will recommend to the County Commissioners that the petition be either approved or denied. The County Commissioners may then adopt an ordinance to amend the zoning map to enable the development to proceed.

What is Included in this Comprehensive Plan?

The following parts of this *Comprehensive Plan* include:

- *Planning Process* a description of the many months of research, analysis and meetings that culminated with the adoption of the *Comprehensive Plan*.
- *Existing Conditions* a description of the natural and man-made features that affect development.
- *Forecasts* a determination of land demand based on projections of population and employment.
- *Policy Areas* the delineation of various sub-areas of the County that have unique characteristics deserving of special attention.
- *Policy Matrix* a presentation of organized statements that address various issues for each of the Policy Areas.
- *Land Use Plan* a depiction of the shape, form, intensity and extent of various types of land use.
- *Transportation Plan* a depiction of the framework for the current and future mobility and communication needs of the County.
- *Parks & Recreation Plan* a presentation of standards and responsibilities for developing a coordinated system of facilities.
- *Implementation Steps* a listing of activities and actions that are necessary to carry out the intentions of the *Comprehensive Plan*.

The attitude of enlightenment, understanding, enthusiasm, political will, and civic responsibility will prove most essential during the implementation of these plans.

Planning Process

The ten-month process of preparing this *Comprehensive Plan* involved an extensive and wide-ranging citizen participation process. The process was designed and conducted to provide opportunities for any interested citizen to participate.

The process began with the appointment of a diversified group of twenty-nine citizens to serve on a Steering Committee. The committee appointments were made by the County Commissioners who relied on suggestions from individuals and groups from throughout the County. As a result, the Steering Committee members represent all parts of the County and a wide variety of interests.

The role of the Steering Committee was to provide advice and assistance to the staffs of the Area Plan Commission and the planning consultant throughout the entire process. The Steering Committee met as a whole on eight occasions, attended and monitored eighteen Public Workshops, and also met in sub-committee groups to research and to discuss specific issues, and to draft policy statements regarding the issues.

The initial meetings of the Steering Committee were focused on reviewing maps and information prepared by the staffs. The maps and information provided a foundation of critical knowledge about existing conditions throughout the County. The maps and information were presented in a series of nine public workshops conducted during the summer of 1997 in various locations throughout the County. The two-hour workshops provided opportunities for citizens to express opinions about a wide variety of problems and opportunities facing the County. Nearly 300 persons attended these workshops.

Issues discovered in the first round of workshops were organized by the Steering Committee into seven broad categories:

- Development Standards
- Utilities
- Transportation
- Farmland Preservation
- Parks and Open Spaces
- Economic Development
- Intergovernmental Coordination

A newspaper survey was then designed to determine public opinions regarding these issues. The survey was published in the *Hendricks County Flyer* in September of 1997. A total of 702 responses were received and processed to provide a statistical profile of opinions.

The Steering Committee then sub-divided itself into study groups, each focusing on one of the seven issue categories. Each study group met on several occasions with staff to write policy statements that focus on different geographic areas of the county:

- Urban Service Areas
- Interchange Areas
- Agriculture Areas
- Towns & Fringes
- Transition Areas
- Major Corridors
- Flood Plains & Greenways
- Airport Influence Area

The topical policies, arranged by geographic areas, provide a matrix of interrelated statements that were used to guide the preparation of the Comprehensive Land Use/Transportation/Park & Recreation Plan for each Township and the County.

The Comprehensive Plans for each of the Townships were introduced to the public in a second series of nine local workshops conducted in early 1998. These plans were appropriately modified based on comments and suggestions provided by public participants.

The Township Plans were then merged into a seamless, coordinated *Comprehensive Plan* for the County. The *Comprehensive Plan* for the County was reviewed by the Steering Committee for final revisions before the formal adoption process began.

The process of adopting the Comprehensive Plan included public notifications that it was available for review at various libraries and governmental offices. A Public Hearing was conducted by the Area Plan Commission following the review period. The Area Plan Commission at its June 23, 1998 meeting recommended the Comprehensive Plan to the County Commissioners who adopted it by Resolution # 98-9 on July 13, 1998.

Existing Conditions

A variety of current information about the County provides the foundation for this Comprehensive Plan. The information includes an inventory of existing man-made and natural features that affect the shape, form, extent and intensity of development patterns.

Among man-made features that are documented herein and in the files of the County include:

- Land Use
- Sewer Service Areas
- Roads and Bridges
- Building Permits

Among the natural features that are documented herein and in the files of the County include:

- Flood Plains
- Soil Types
- Geology

The natural features were documented in great detail in the Hendricks County Comprehensive Plan that was adopted in 1983. These features are essentially unchanged and are included by reference in this document.

The information is displayed on maps produced by the County's Geographic Information System (GIS). As a result, each entire map, or any part of it, can be produced in larger or smaller versions for different purposes. The maps, in electronic format, can also be easily updated when new or additional information becomes available.

Existing Land Use

Existing land use was mapped referring to aerial photography taken in the spring of 1997 by the Indiana State Land Office. Field checks were conducted to verify the accuracy of the mapping and to clarify those land uses that could not be easily identified from the aerial photos. The results were carefully reviewed by the Hendricks County Planning Department staff, and in some instances, additional field checking occurred. No land use data was collected for the municipalities that have their own plan commissions and therefore are not within the jurisdiction of the Hendricks County Area Plan Commission.

It should be noted that the land use data collected is not parcel specific. The mapping illustrates how the land is actually being used, rather than how parcels are being used. In rural areas, little effort was made to map the locations of individual farm houses. Rather, farm houses are included as part of an overall agricultural use designation. Residential areas that are indicated in rural areas generally represent clusters of homes, often developed along the frontages of rural roads.

Figure 2 illustrates the current usage of land in Hendricks County. As can be seen, development in the County has loosely clustered along a North/South axis paralleling the White Lick Creek, and focused around the towns of Plainfield, Avon and Brownsburg.

A major advantage of the GIS mapping system is that detailed statistical summaries can be mapped. Table 2 summarizes the existing land use data showing that approximately 72.2% of the land area in the County is currently in use for agricultural production. Another 10.7% is woodland. Combined, these two categories account for about 83% of the land in Hendricks County.

The remaining 17% of the area in the County is non-agricultural land. Another 7.6% of the land in the County is included in the municipalities of Avon, Plainfield, Brownsburg, Danville, and Pittsboro. Yet another 7.3% of the land area of the County is in residential usage outside the incorporated towns. Commercial and industrial uses located outside of the incorporated towns account for less than 1% of the land area of Hendricks County.

These percentages vary greatly from one section of the County to another. For example, agricultural usage in Guilford, Lincoln and Washington Townships is now less than 50%. By contrast, agricultural uses make up more than 92% of Union Township.

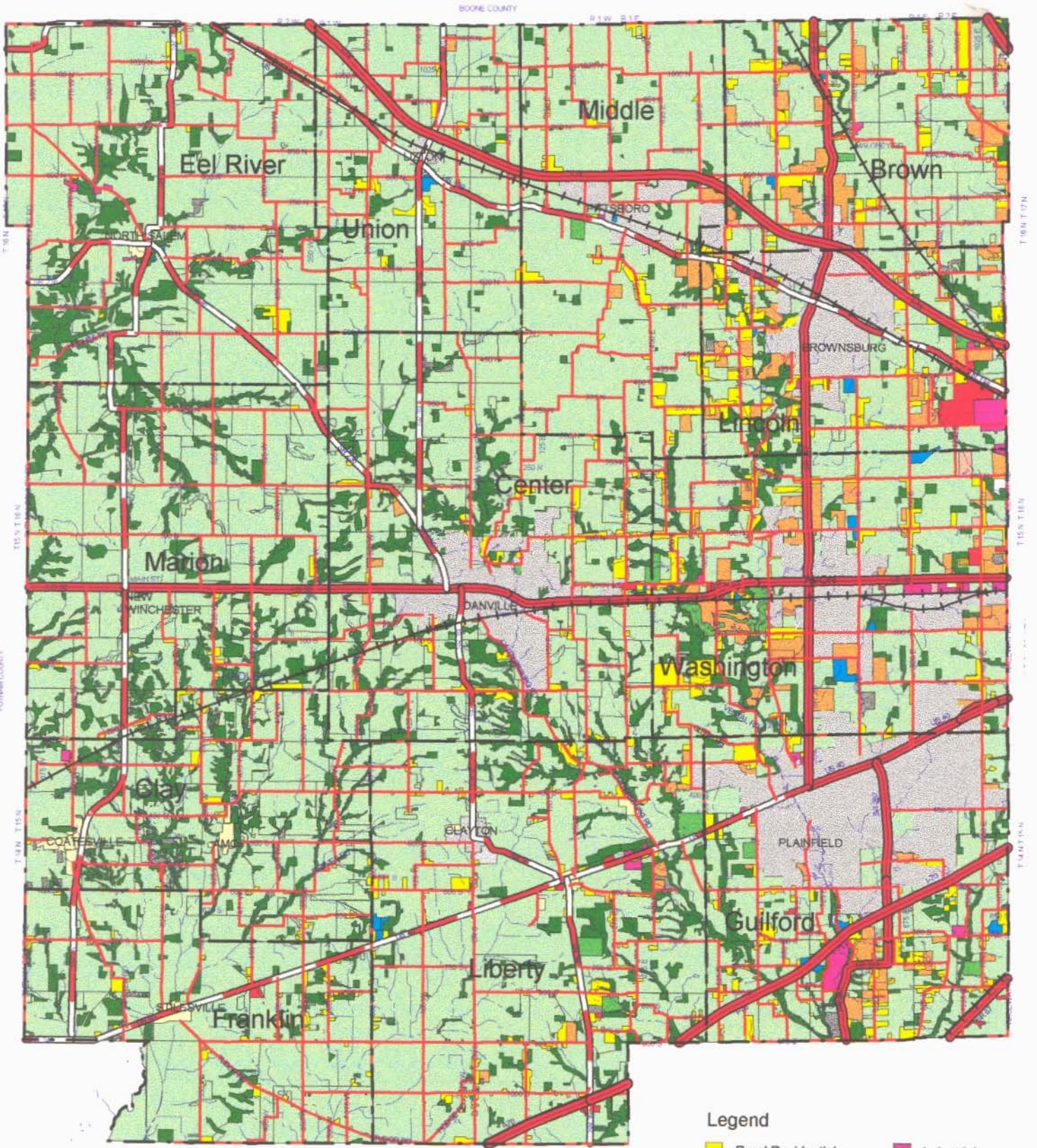
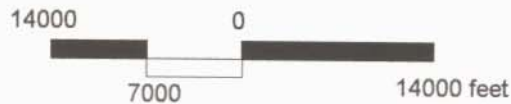


Figure 2 Existing Land Use

Hendricks County Comprehensive Plan
October 1997

Legend

- | | |
|----------------------|---------------|
| Rural Residential | Industrial |
| Suburban Residential | Institutional |
| Village Residential | Agricultural |
| Multiple Family | Recreation |
| Mobile Home Park | Woodlands |
| Commercial | Undeveloped |
| Office | Incorporated |



Historically, the trend in agriculture in Hendricks County is one of a gradual decline in the number of acres being farmed and a process of consolidation such that the number of farms has declined while the average size of farms has increased. Table 1 illustrates this trend since 1969 based on data derived from the U.S. Census of Agriculture. The number of farms has declined by 44% while the average size has increased by 54%. Total acreage in farming has declined by 13% over that period.

Table 1
Active Farmland in Hendricks County

	1969	1974	1978	1982	1987	1992
Total acres	215,306	196,922	201,522	181,985	181,806	187,079
# of farms	1,408	1,240	1,198	997	926	792
Avg. Size	153	158	168	183	196	236

*The slight increase in acreage evident in 1992 may have resulted from the termination of the Federal cropland set-aside programs.

Figure 3 illustrates both the property subdivision lines and the location of the 100-year flood plain areas in Hendricks County as determined from the maps of the Federal Emergency Management Agency. While the flood plain areas have not changed since the 1983 Comprehensive Plan, this mapping is more detailed and informative as to the locations of the flood plains than was contained in the previous plan. It is important to map flood plain areas because they are generally considered to be unsuited for residential, and most industrial and commercial uses. Flood plain areas are, however, well suited for farmland, public recreational and park uses, and wildlife habitat. The indication of parcel lines serves both as a point of reference as to the location of flood plains and as a supplement to the existing land use mapping in that it indicates areas in which development activity has been most intense.

Sewer Service Areas

Sanitary sewer service availability is one of most important factors in determining where and when growth and development will occur. Without sanitary sewers, the density of development is restricted because substantial land area is required to support septic systems. In central Indiana, this is especially true, as most of the soils in the area are poorly suited for septic systems.

Table 2
Final Tabulation of Existing Land Use by Acreage

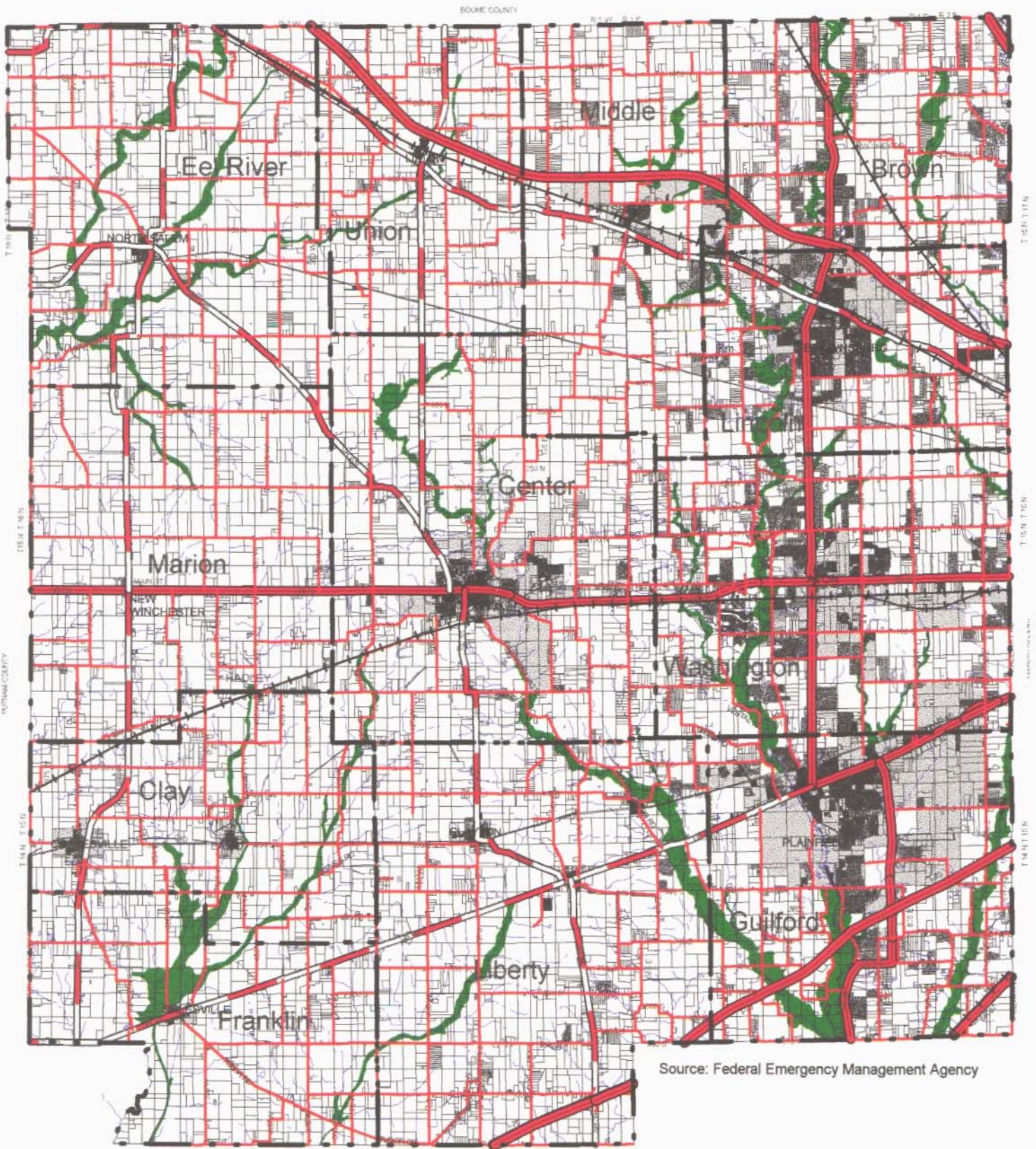
Twp.	Land Use	Acreage		Twp.	Land Use	Acreage		Twp.	Land Use	Acreage	
Brown				Guilford				Middle			
	Agricultural	11,915	73.5%		Agricultural	10,182	43%		Agricultural	16,078	89.7%
	Commercial	10	0.1%		Commercial	90	0.4%		Commercial	1	0.0%
	Incorporated*	692	4.3%		Incorporated*	8,501	35.8%		Industrial	19	0.1%
	Industrial	23	0.1%		Industrial	334	1.4%		Institutional	9	0.1%
	Institutional	44	0.3%		Institutional	127	0.5%		Recreation	78	0.4%
	Recreation	73	0.5%		Mobile Home Park	5	0.0%		Rural Residential	754	4.2%
	Rural Residential	1,407	8.7%		Recreation	123	0.5%		Suburban Residential	303	1.7%
	Suburban Residential	1,305	8.0%		Rural Residential	1,719	7.2%		Undeveloped	14	0.1%
	Undeveloped	89	0.5%		Suburban Residential	657	2.8%		Village Residential	32	0.2%
	Woodlands	661	4.1%		Undeveloped	144	0.6%		Woodlands	627	3.5%
	TOTAL	16,219	100%		Village Residential	11	0.0%		TOTAL	17,915	100%
					Woodlands	1,834	7.7%				
Center					TOTAL	23,727	100%		Union		
	Agricultural	20,813	69.0%						Agricultural	14,324	92.4%
	Commercial	45	0.1%						Commercial	12	0.1%
	Incorporated*	3,687	12.2%		Liberty				Institutional	79	0.5%
	Institutional	5	0.0%		Agricultural	24,550	79.8%		Rural Residential	434	2.8%
	Mobile Home Park	8	0.0%		Commercial	133	0.4%		Suburban Residential	51	0.3%
	Recreation	141	0.5%		Incorporated*	85	0.3%		Woodlands	599	3.9%
	Rural Residential	1,017	3.4%		Industrial	83	0.3%		TOTAL	15,499	100%
	Suburban Residential	99	0.3%		Institutional	86	0.3%				
	Undeveloped	95	0.3%		Recreation	344	1.1%		Washington		
	Woodlands	4,244	14.1%		Rural Residential	1,520	4.9%		Agricultural	11,881	49.5%
	TOTAL	30,154	100%		Suburban Residential	250	0.8%		Commercial	146	0.6%
					Undeveloped	129	0.4%		Incorporated*	3,790	15.8%
Clay					Village Residential	187	0.6%		Industrial	360	1.5%
	Agricultural	12,789	76%		Woodlands	3,416	11.1%		Institutional	232	1.0%
	Commercial	13	0.1%		TOTAL	30,783	100%		Mobile Home Park	138	0.6%
	Industrial	27	0.2%					Multiple Family	17	0.1%	
	Rural Residential	360	2.1%		Lincoln				Recreation	387	1.6%
	Undeveloped	261	1.5%		Agricultural	7,163	46.9%		Rural Residential	2,009	8.4%
	Village Residential	434	2.6%		Commercial	486	3.2%		Suburban Residential	2,296	9.6%
	Woodlands	2,958	18%		Incorporated*	2,950	19.3%		Undeveloped	147	0.6%
	TOTAL	16,842	100%		Industrial	343	2.2%		Village Residential	31	0.1%
					Institutional	95	0.6%		Woodlands	2,557	10.7%
Eel River					Mobile Home Park	16	0.1%		TOTAL	23,991	100%
	Agricultural	22,859	84%		Multiple Family	3	0.0%				
	Commercial	14	0.1%		Office	1	0.0%				
	Industrial	57	0.2%		Recreation	82	0.5%		Hendricks County		
	Institutional	28	0.1%		Rural Residential	1,624	10.6%		Agricultural	187,118	72.2%
	Multiple Family	2	0.0%		Suburban Residential	1,187	7.8%		Commercial	1,003	0.4%
	Recreation	76	0.3%		Undeveloped	83	0.5%		Incorporated*	19,705	7.6%
	Rural Residential	271	1.0%		Village Residential	5	0.0%		Industrial	1,246	0.5%
	Undeveloped	65	0.2%		Woodlands	1,233	8.1%		Institutional	706	0.3%
	Village Residential	127	0.5%		TOTAL	15,271	100%		Mobile Home Park	170	0.1%
	Woodlands	3,583	13%					Multiple Family	22	0.0%	
	TOTAL	27,082	100%		Marion				Office	1	0.0%
					Agricultural	19,878	80.2%		Recreation	1,307	0.5%
Franklin					Commercial	6	0.0%		Rural Residential	12,077	4.7%
	Agricultural	14,686	86%		Recreation	3	0.0%		Suburban Residential	6,148	2.4%
	Commercial	47	0.3%		Rural Residential	376	1.5%		Undeveloped	1,186	0.5%
	Institutional	1	0.0%		Undeveloped	27	0.1%		Village Residential	990	0.4%
	Mobile Home Park	3	0.0%		Woodlands	4,497	18.1%		Woodlands	27,649	10.7%
	Rural Residential	586	3.4%		TOTAL	24,787	100%		TOTAL	259,328	100%
	Undeveloped	132	0.8%								
	Village Residential	163	1.0%								
	Woodlands	1,440	8.4%								
	TOTAL	17,058	100%								

*Incorporated acreage only reflects municipalities which handle their own planning and zoning.

Because much of the County has soils that do not percolate well, it is not unusual for failing septic systems to cause waste effluent to rise to the surface and create a serious health hazard. In Hendricks County, this has occurred in a number of locations. Septic failures are most noticeable in established areas where homes are placed on small lots or parcels and there is inadequate drainage of storm water and ground water.

Figure 4 illustrates those areas of the County that are considered suitable for septic systems. It also illustrates those areas of the County in which sanitary sewer service is available, or where the responsibility for providing sewer service has been assigned to a service provider. Sanitary sewers in the county are provided by several entities including the various towns, conservancy districts, and private operators.

The operation of each of these service providers is overseen by the Hendricks County Regional Sewer Board. In 1993, the Sewer District Board assigned a consultant to develop a sanitary master plan for the eastern portion of Hendricks County. The area covered in this plan is indicated in gray in Figure 4. It should be noted that no funding mechanism has yet been established for the construction of sanitary sewers in these areas.



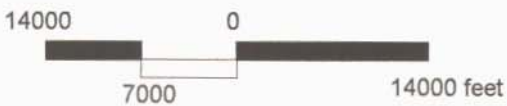
Source: Federal Emergency Management Agency

Figure 3 Flood Plain Map

Hendricks County Comprehensive Plan
May 1998



- Legend
- 100-year flood plain



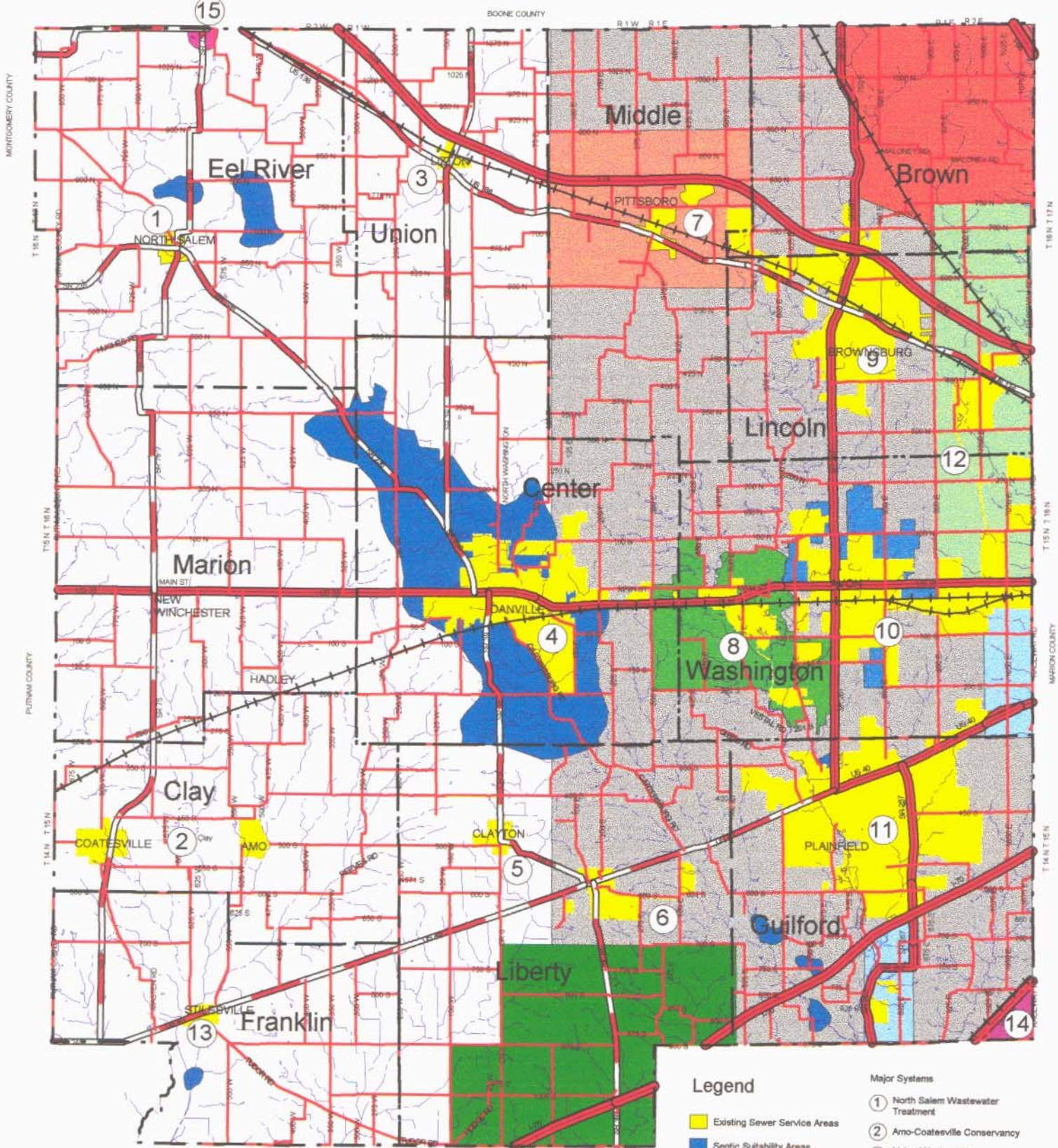



Figure 4
Sewer Jurisdiction Areas
 Hendricks County Comprehensive Plan
 May 1998

 Pflum,
 Klausmeyer & Gehrum
 Consultants, Inc.



Legend

- Existing Sewer Service Areas
- Septic Suitability Areas
- Sanitrol Service Area
- White Lick Sewer Company Service Area
- Hendricks County Wastewater LCC Service Area
- West Central Conservancy Service Area
- Plainfield Sewer Service Area
- Tri-County Conservancy Service Area
- Jamestown Wastewater Treatment Service Area
- Proposed Pittsboro Municipal Wastewater Service Area
- Proposed Service Area
- Sewer Master Plan Study Area

Major Systems

- ① North Salem Wastewater Treatment
- ② Amo-Coatesville Conservancy
- ③ Lizton Wastewater Treatment Plant
- ④ Town of Danville Wastewater
- ⑤ Clayton Treatment Plant
- ⑥ Belleville Conservancy
- ⑦ Pittsboro Municipal Wastewater
- ⑧ White Lick Sewer Company
- ⑨ Town of Brownsburg Wastewater Treatment Plant
- ⑩ West Central Conservancy
- ⑪ Plainfield Municipal Sewer
- ⑫ Hendricks County Regional Sewer District
- ⑬ Town of Silesville
- ⑭ Tri-County Conservancy
- ⑮ Jamestown Wastewater Treatment

Forecasts of Population, Employment & Land Demand

Population

Historic Population Trends

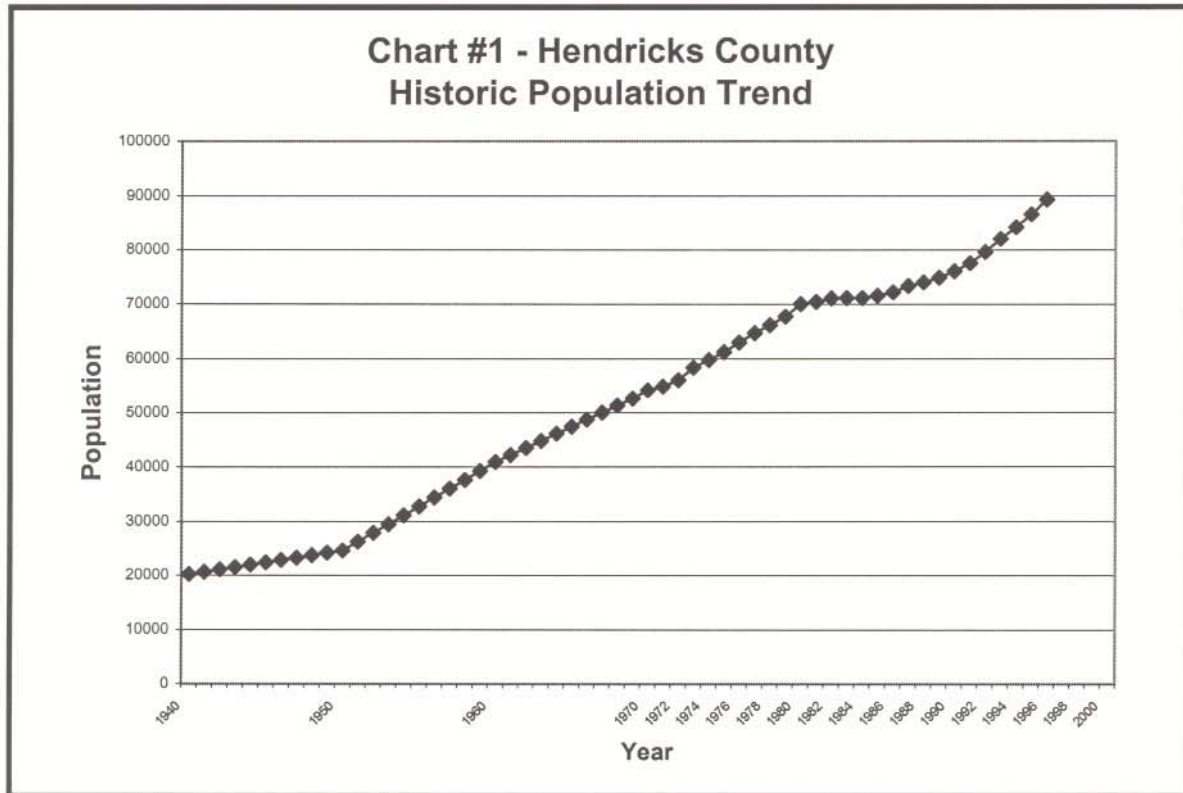
An analysis of population trends is a critical component of any comprehensive planning effort. Past trends and future projections provide the basis for estimating the amount of land that will be needed to accommodate future growth. The estimated population of Hendricks County in 1997 was 91,969. Chart #1 illustrates the historic trends of population in Hendricks County over the last 40 years. As can be seen, the population of Hendricks County has increased steadily over that period.

Two variations in the growth rate are also apparent. During the early 1980s, concurrent with a broad-based economic recession in the national economy, the rate of growth in Hendricks County slowed considerably. This is consistent with trends at that time in other parts of the Indianapolis region as well as in the Midwest. Two aspects of that recession in particular had significance for the Midwestern states. First, the industrial base of the Midwest was substantially eroded during the 1980s as manufacturing activities were shifted out of the United States to offshore locations, primarily in Asia and Latin America. Secondly, the farming business was especially hard hit during the 1980s recession, with many smaller family farms failing and the trend towards consolidation of farming into larger operating units accelerating.

The second variation has occurred during the 1990s as the rate of growth and development in Hendricks County accelerated rapidly. According to U.S. Census Bureau estimates, the annual rate of population increase in Hendricks County since 1990 has been at roughly 2.75%, a rate significantly greater than at any time in the prior 50 years. An analysis of building permits granted in Hendricks County since 1990 performed as a part of this study has essentially confirmed the Census Bureau estimates.

This trend appears to reflect a changing role for Hendricks County within the metropolitan region, as it is pulled more firmly into the urbanized area of Indianapolis. Generally, the fastest growing areas in the Indianapolis region over the last 20 years have been in the townships located along the northern and

western borders of Marion County, in both Hendricks and Hamilton Counties. This trend is one primarily related to a redistribution of population within the metropolitan area as opposed to overall increases.



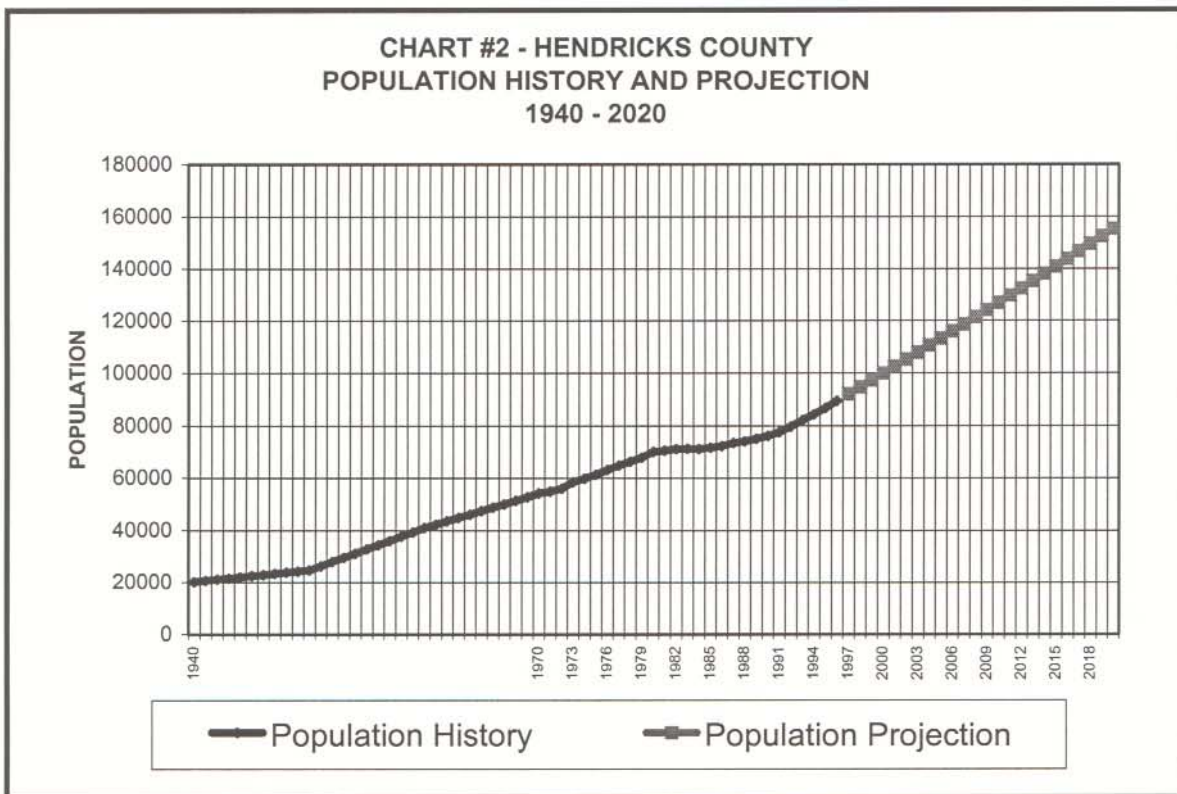
Future Population Estimates

For the purpose of estimating future growth in the County, population projections prepared by the firm of Woods & Poole Economics were obtained. These projections, which extend through the year 2020, essentially accept that the rate of County growth during the 1990s is likely to continue for the foreseeable future. This judgment is based on the conclusion that the factors driving the redistribution of population in the metro area are likely to remain unchanged.

Chart #2 illustrates the expected rate of growth over that period in relation to past trends in the County. This projection assumes a growth rate of approximately 2.37% per year over the next 20 years, a rate of increase slightly lower than the current pace. It must be observed that the middle years of the 1990s are witnessing a boom in homebuilding in the United States unmatched by any period

except the early postwar years of the late 1940s and early 1950s. The estimated rate of growth could mean an additional 63,300 persons in the County by the year 2020.

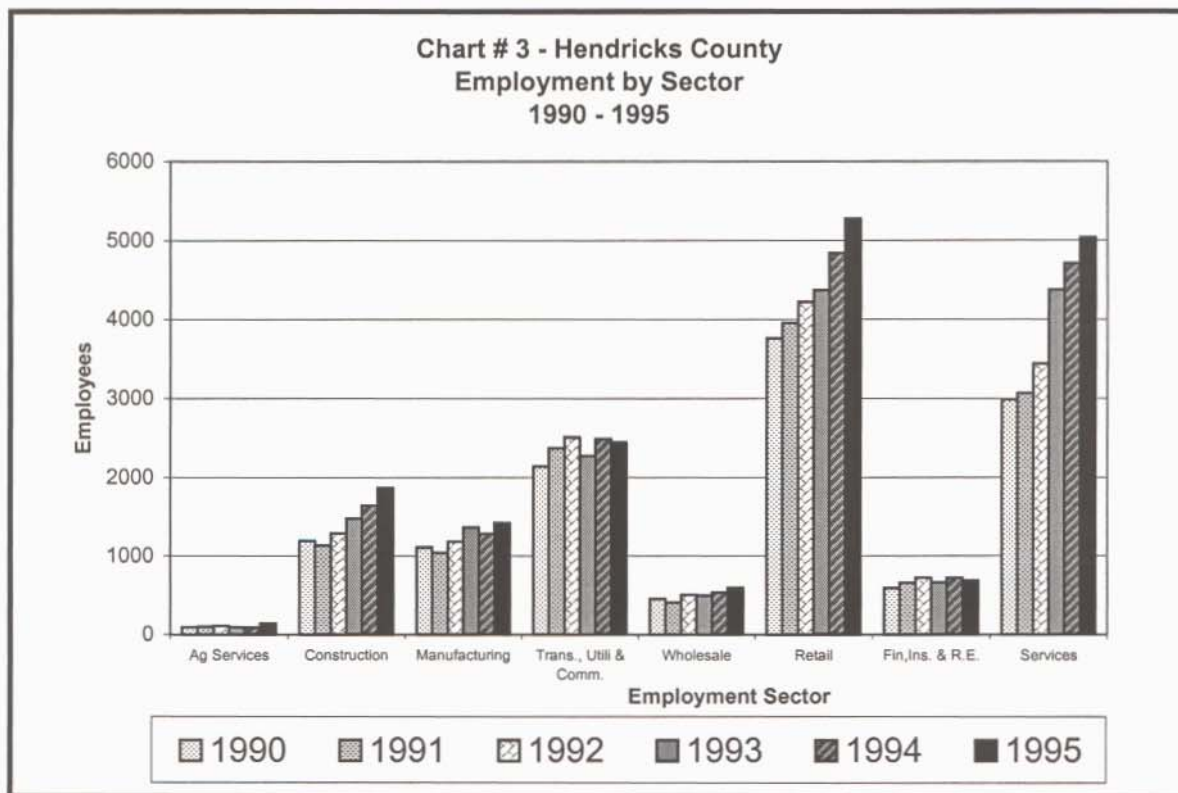
According to the U.S. Census Bureau, the number of persons in each average household in Hendricks County can be expected to gradually decline over the coming two decades. By the year 2020, it is expected that 2.6 persons will represent the average household in Hendricks County. These two pieces of information provide the basis for estimating the number of new households in Hendricks County over the planning period. Thus with 63,300 new residents, and a household size of 2.6, it is expected that 24,500 additional households could be located in Hendricks County by the year 2020. Stated another way, this represents 1,200 new households annually over the planning period.



Employment

Historically, employment within Hendricks County has remained at a low level relative to the residential population. According to the U.S. Census in 1990, only 33 % of County residents who were employed worked at jobs located in Hendricks County. The rest of the workforce (67%) commuted to jobs beyond Hendricks County.

As development in the County has continued and population has increased, employment in the County has also begun to increase. According to the most recent County Business Patterns Data released by the U.S. Census Bureau, employment in Hendricks County has increased by more than 57% between 1990 and 1995. By 1995, it is estimated that 17,517 persons were employed within the County. Chart #3 indicates the distribution of employment among the various economic sectors in Hendricks County in 1995. Increased employment is observed in construction, service, and retail sectors. To a large extent, this still reflects a pattern in which Hendricks County functions as a bedroom community for Indianapolis and Marion County.



Because most residents of Hendricks County work elsewhere, the nonresidential tax base of the county is limited. As a result of population increases, there is a resulting demand for public services and facilities. Property tax rates in some townships have risen significantly to generate funds for new schools and more teachers. This phenomenon has become a matter of concern for citizens and public officials who are interested in finding ways to encourage more non-residential development to share the property tax burden.

Projections of future employment in the County are necessary for determining the quantity of land that may be needed for commercial and industrial purposes. However, it must also be recognized that projections are largely based on past trends. A very successful economic development program could produce levels of employment that exceed projections. From a planning standpoint, it is also important to recognize that the locations in the county that are well suited to commercial and industrial development are limited in number and size, and should be identified and conserved as the valuable resource they are.

The County workforce in the year 2020 could consist of about 69,700 persons (45% of the resident population). If the creation of new jobs within the County continues at the current pace, then about 28,300 persons will be employed locally, and the rest (41,400) will commute to jobs in other counties. This would continue the current commuting pattern, aggravate congestion, and fail to result in the land use diversity that will be necessary to broaden the real estate tax burden.

If, however, all of the resident workforce of 69,700 persons were to be employed within the County, then triple the current number of jobs would need to be created by a vigorous economic development effort.

In the case of either projection, a substantial amount of land will be consumed for non-residential purposes.

Estimated Future Land Demand

Based on the foregoing estimates of population and employment, an estimate was made of the quantity of land that will be required to accommodate the expected growth.

For residential uses, the estimate was based on development densities that are consistent with those now occurring in the eastern portions of the County when public utilities are available. This estimate assumes that development will occur at the following average densities: 20% at 1 unit per acre, 50% at 3 units per acre, 20% at 5 units per acre, and 10% at 8-10 units per acre. This distribution of densities is much the same as is currently being built in Hendricks County. Using these assumptions, the estimated demand for residential land development in the County will be about 10,300 acres during the planning period.

The estimate for commercial and industrial development is based on an assumption of an average of 20 employees per acre. Using the range of potential employment discussed in the previous section, there would be a demand for commercial and industrial land in the range of 550 to 2,600 acres.

Combined, the resulting estimate of land which will be developed is in the range of 11,000 to 13,000 acres.

Several additional factors should also be taken into account for estimating the general amount of future development. First, while the actual amount of land that could be developed might be 13,000 acres, the plan should provide more land in each category to provide flexibility and choice and to not artificially inflate land values by creating a restrictive supply. Therefore the estimated land demand of 13,000 acres was more than doubled to provide economic flexibility and market choice.

The use of the land demand multiplier also insures that additional land would be available for the provision of infrastructure and public and semi-public facilities, such as roadways, parks, playgrounds, schools, fire houses, police stations, libraries, churches, etc. While this plan does address the locations of the primary thoroughfares and of parks that are of countywide significance, it does not address the locations of more localized facilities. It assumes that these facilities will be located by the proper authorities as development proceeds.

Once an estimate had been made of the potential development demand for land, an analysis was completed to identify areas most likely to experience development pressure in Hendricks County. This process involved identifying equivalent areas of land demand under three future development scenarios:

1. Development concentrated on the eastern edge of Hendricks County in the areas most accessible to Marion County;
2. Development concentrated around existing Towns, especially in the eastern half of the County; and
3. Development concentrated along the primary east-west thoroughfares.

A computer-assisted visual analysis map of overlays made it possible to identify those areas that appeared in all three scenarios, those that appeared in only two, and those that appeared in only one. These results are illustrated in Figure 5 and were used as the basis for forming the rough outline of an urban services area that provides the basic framework of this Plan.

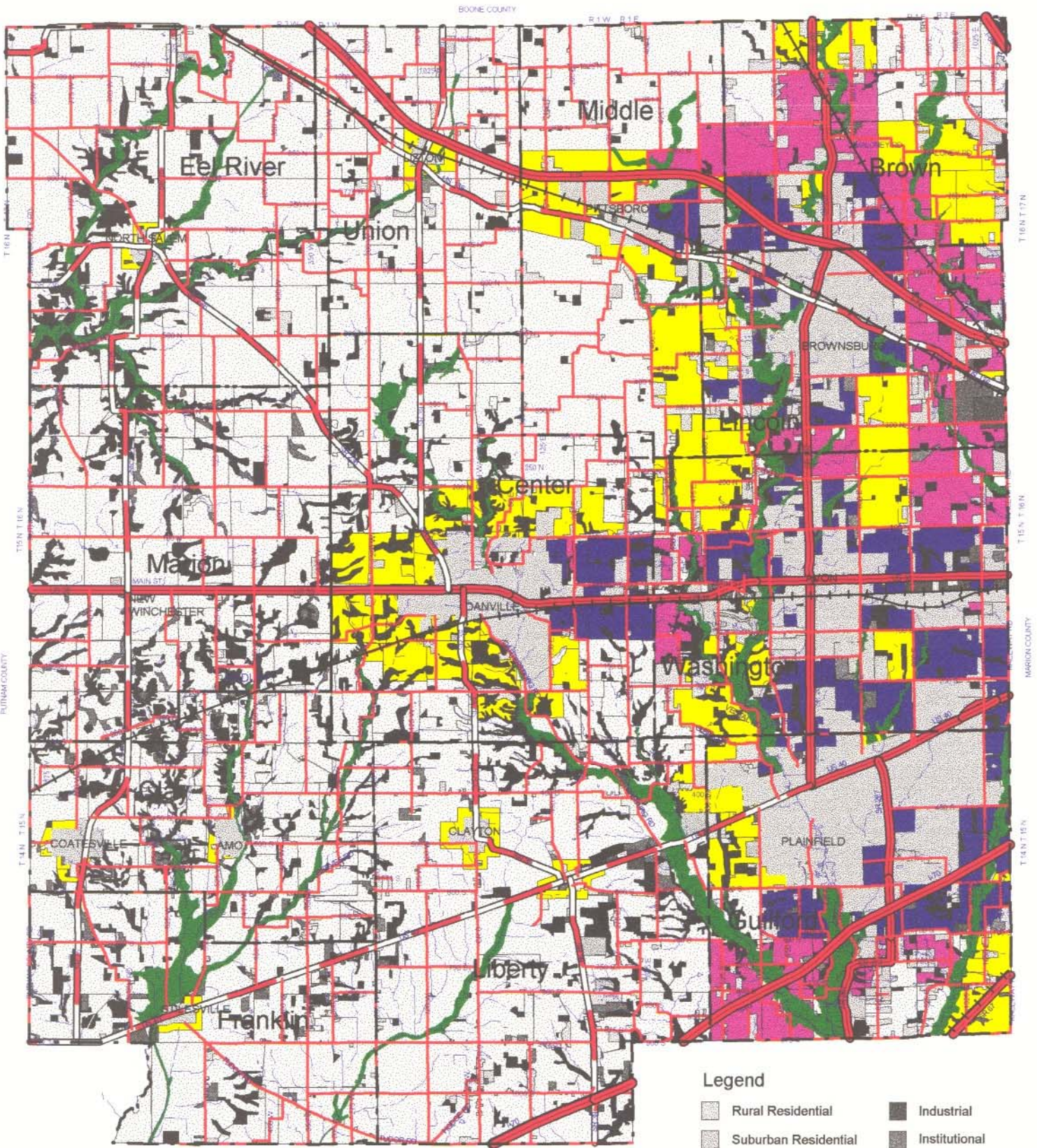


Figure 5
Combined Growth Scenarios
 Hendricks County Comprehensive Plan
 May 1998

Derivation of the Planning Policy Areas Map

As the planning process proceeded, the Comprehensive Plan Steering Committee began to loosely define general types of areas for which the plan would stipulate development policies. The policies reflected strategies for addressing the concerns that were raised in the many public meetings, the public survey, and the deliberation of the steering committee, which were all part of the process of preparing this Plan.

From this approach emerged the development of the Planning Policies Map and Matrix, which outline the basic philosophy that this plan seeks to achieve. As the policies were defined and grouped by topic, they were also grouped according to generalized sub-areas within the county. The land demand analysis described in the previous section also informed the process of developing the Policy Areas Map. The Policy Areas Map provided the basic framework for drafting the Land Use Plan, the Transportation Plan, and the Park and Open Space Plan, all of which are contained in this document. The Policy Areas Map, which evolved continuously throughout the planning process, is shown in its final form in Figure 6.

The most significant feature of the Policies Matrix and Policy Areas Map is the definition of an urban services area. The urban services area is the territory within which it is expected that urbanized development will be concentrated. In those portions of the County located outside the urban services area, it is expected that residential development will be limited in density and in extent, and that commercial and industrial development will be confined to areas in the vicinity of the existing towns. Agriculture-related commercial operations may be located along the major thoroughfares in these areas; however, it is envisioned that these uses will be limited in extent.

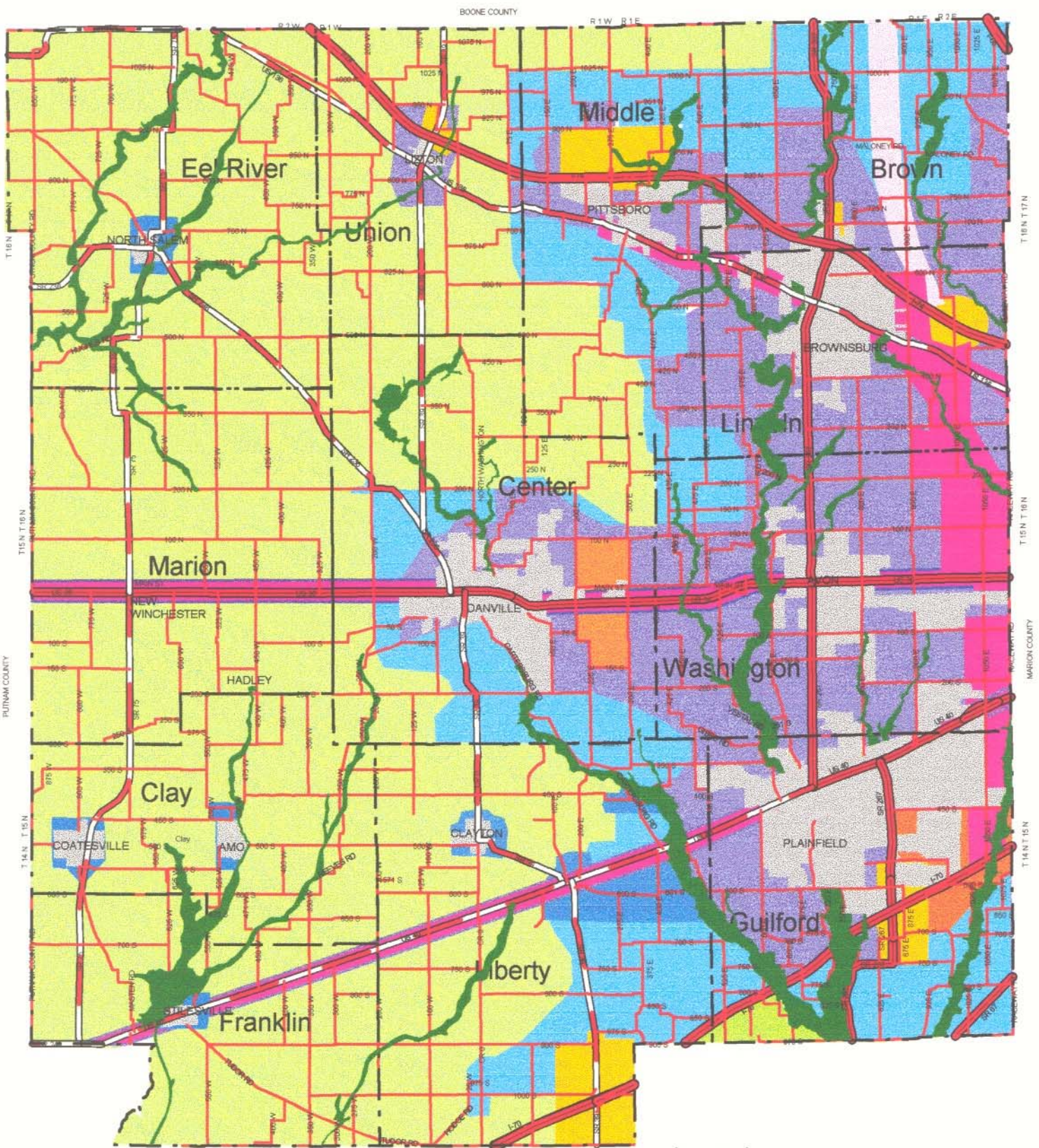
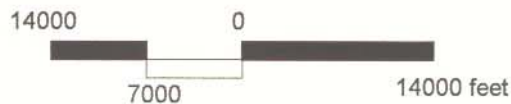


Figure 6
Policy Areas Map
 Hendricks County Comprehensive Plan
 May 1998

Pflum,
Klausmeier & Gehrum
 Consultants, Inc.



Legend

- | | |
|---|---|
|  Incorporated Areas |  Floodplains |
|  Urban Service Area |  Major Corridors |
|  Transitional Area |  Interchange Areas |
|  Towns Fringes |  Airport Influence Area |
|  Agricultural Areas |  Long Range Corridor Extension |

Planning Policies Matrix

Hendricks County has diverse characteristics, problems and opportunities, strengths and weaknesses. Recognizing this diversity, eight distinct sub-areas of the County were identified through the Citizen Participation Process and are illustrated by the Policy Areas Map:

- **Incorporated Areas** which have independent Planning and Zoning authorities
- **Urban Service Area** within which the full range of urban services and infrastructure is either being provided, or can be feasibly provided in the future, and where most of the new development is to be concentrated
- **Agricultural Area** within which farming activities are and will continue to be the dominant land use, where extensions of urban services are not practical, and where development not related to farming should be limited or discouraged
- **Transitional Area** that separates the Agricultural and Urban Service Area where farming activities are expected to be displaced by other forms of innovative development
- **Towns and Fringes** that do not have independent planning and zoning, but can and should support new development of appropriate character and scale
- **Flood Plains** that should be preserved, protected and enhanced for their value as drainage ways, open spaces and recreational potentials
- **Major Corridors** that provide transportation linkages and serve areas suitable for large-scale, high-quality development
- **Interchange Areas** surrounding existing and proposed interchanges with I-70 and I-74 where large-scale, high-quality development should occur

The Citizen participation process also identified seven (7) broad topics of concern that are each addressed by the following statements:

- **Development Standards** that allow flexibility of design and development that are consistent with a well-defined vision for the County that includes the wise use of its land and resources for both today and tomorrow

- **Transportation** that provides safe and efficient service to existing development and supports new development in conformance with the Comprehensive Land Use Plan
- **Utility Services** that are provided to areas in conformance with the Comprehensive Land Use Plan in order to shape the form and extent of development
- **Farmland Preservation** that recognizes the social, economic, and environmental value of farmland and farming activities
- **Parks and Open Space** plans, facilities and programs that are coordinated among the County and all local agencies to meet the various recreational needs of all residents
- **Economic Development** to increase the number of jobs, broaden the real estate tax base, and reduce commuting travel demands
- **Intergovernmental Coordination** to promote cooperation and to prevent conflicts of development throughout the County

The accompanying series of pages provide a matrix of statements that provide further details regarding these seven topics and eight sub-areas.

The policy areas map and the policy matrix then provide the basis and rationale for the Comprehensive Land Use Plan, the Transportation Plan, and the Parks and Recreation Plan.

DEVELOPMENT STANDARDS

Prepare and implement standards that allow flexibility of design and development that are consistent with a well-defined vision for the County that includes the wise use of its land and resources for both today and tomorrow.

Area Wide	<ul style="list-style-type: none"> • Create various districts, including agricultural districts, within the County • Write and apply uniform development standards, including performance standards, for each district • Include flexible provisions in development standards to be applied under strict conditions within a well-defined vision • Concentrate development in areas where public services exist or are likely to exist; therefore infrastructure maintenance costs are minimized • Create policies for funding new and /or expanded school needs as development occurs • Shorten the current 1-2 year de-facto tax abatement on new homes • Encourage new developments to be responsible for their proportionate share of the incremental cost of providing additional public facilities, infrastructure, and support services • Encourage balanced development including industrial, commercial and service as well as residential in order to provide adequate tax base and to promote the community's quality of life • Request developers to supply an economic impact statement regarding the proposed development • Provide formal opportunity for school district input during development approval process
Urban Service Area	<ul style="list-style-type: none"> • Concentrate development in areas where public service and maintenance costs would be minimized • Encourage innovative designs for open space subdivisions and planned unit developments
Transition Area	<ul style="list-style-type: none"> • Prepare innovative development standards for open space subdivisions and planned unit developments
Towns & Fringes	<ul style="list-style-type: none"> • Enact overlay development standards to enable small town character and history to be preserved
Agricultural Areas	<ul style="list-style-type: none"> • Limit the number or density of lots in agriculture districts • Review the minimum lot size to be exempted from subdivision regulation
Floodplains & Greenways	<ul style="list-style-type: none"> • Preserve floodways and greenways in creative ways for public enjoyment by allowing creative developments
Major Corridors	<ul style="list-style-type: none"> • Develop and impose overlay zones with special development standards to ensure highest quality of architectural design, lighting, landscaping and signage
Inter-changes	<ul style="list-style-type: none"> • Develop and impose overlay zones with special development standards to ensure highest quality of architectural design, lighting, landscaping and signage
Airport Influence Area	<ul style="list-style-type: none"> • Develop and apply standards including deed restrictions and noise overlay zones for development of non-residential uses in noise sensitive areas

TRANSPORTATION

Provide safe and efficient transportation systems throughout the County to serve existing development and to influence new development in accordance with the Comprehensive Plan

Area Wide	<ul style="list-style-type: none"> • Cooperate with regional transportation planning efforts • Develop and impose access and right-of-way control policies • Prepare strategy for providing transit service • Adopt County Thoroughfare Plan • Investigate new sources of revenue for transportation • Require needed rights-of-way to be dedicated in conformance with Thoroughfare Plan • Promote transit service for elderly handicapped, and disadvantaged • Develop new airport for general aviation • Provide for non-motorized transportation
Urban Service Area	<ul style="list-style-type: none"> • Coordinate County and Town Thoroughfare Plan • Improve transportation facilities in coordination with new development • Upgrade traffic control devices in response to increased traffic • Complete the North-South Corridor
Transition Area	<ul style="list-style-type: none"> • Design local street and pedestrian systems that interconnect cul-de-sacs, neighborhoods, and subdivisions
Towns & Fringes	<ul style="list-style-type: none"> • Extend town grid street systems to serve new development in traditional ways
Agricultural Areas	<ul style="list-style-type: none"> • Maintain rural roads and bridges to serve local residents • Improve width, shoulder and bridge weight capacity standards for rural roadways
Floodplains & Greenways	<ul style="list-style-type: none"> • Create low volume vehicular/bicycle/pedestrian parkways along floodplain edges in conjunction with new development
Major Corridors	<ul style="list-style-type: none"> • Apply driveway control standards to protect operational integrity of major roads and streets
Inter- changes	<ul style="list-style-type: none"> • Apply driveway control standards to protect interchange operations
Airport Influence Area	<ul style="list-style-type: none"> • Complete the North-South Corridor to serve development related to Indianapolis International and potential commercial development along the eastern edge of the County

UTILITY SERVICE

Provide urban services into areas in conformance with Comprehensive Plan in order to shape the form and extent of development

Area Wide	<ul style="list-style-type: none"> • Authorize the Regional Sewer Board to coordinate the assignments of sewer districts so that orderly extensions of service can be made • Establish mechanism to coordinate locations of all utilities including those for transmission of energy, water, sewage, communications and storm water runoff • Mandate annual inspection and maintenance of small package treatment plants • Establish mechanism to coordinate the locations or co-locations of communication towers
Urban Service Area	<ul style="list-style-type: none"> • Require all developments that discharge more than 10,000 gallons per day to be served by district water and sewer systems • Encourage Towns to extend utility services beyond their corporate limits at developers' expense
Transition Area	<ul style="list-style-type: none"> • Allow developments that discharge at least 30,000 gallons per day to be served by group systems than can in the future be connected to district systems when available at no or little cost to users • Discourage developments of a size and density that would require a group system that would discharge less than 30,000 gallons per day
Towns & Fringes	<ul style="list-style-type: none"> • Expand and extend existing water and sewer systems as needed to accommodate development consistent with small town and historic character
Agricultural Areas	<ul style="list-style-type: none"> • Allow individual septic systems and wells only if approved by County Health Department and by State Health Department when appropriate
Floodplains & Greenways	<ul style="list-style-type: none"> • Limit use of septic systems in floodplain and aquifer recharge areas • Maintain the hydrological capacities and characteristics of streams, ditches, and drainage ways
Major Corridors	<ul style="list-style-type: none"> • Coordinate the locations of all utility conduits (energy, water supply, sewage, storm water runoff, communication)
Inter- changes	<ul style="list-style-type: none"> • Extend utility services to interchange areas to serve large-scale, well-planned, mixed-use developments
Airport Influence Area	<ul style="list-style-type: none"> • Extend (or rehabilitate) water and sewer services to serve non-residential development in appropriate areas

FARMLAND PRESERVATION

Recognize the economic, social and environmental value of farm land and farming activities

Area Wide	<ul style="list-style-type: none"> • Support legislation to reduce property taxes on agricultural land • Investigate feasibility of purchasing or otherwise obtaining farmland development rights in critical areas as a way to preserve views of open space and to enable farming operations to continue • Establish three Agricultural Zoning Classifications within the County; A-1(Prime Agricultural), A-2 (Agricultural/Residential), and A-3 (Agricultural/Business)
Urban Service Area	<ul style="list-style-type: none"> • Include land most suitable for urban development considering market factors and the ability to provide infrastructure
Transition Area	<ul style="list-style-type: none"> • Cluster new development near urban service areas where they can be eventually served • Protect farming rights from objectors
Towns & Fringes	<ul style="list-style-type: none"> • Attract agricultural oriented businesses
Agricultural Areas	<ul style="list-style-type: none"> • Encourage continuation of agricultural, forestry, and agricultural activities including confined feeding • Disallow, discourage and/or delay, large urban development projects • Protect farming rights • Allow agricultural businesses in appropriate locations and circumstances • Limit the number and density of lots in Agricultural Areas • Provide regulation that protects the right of farmers to store machinery outdoors in agricultural areas
Floodplains & Greenways	<ul style="list-style-type: none"> • Maintain the hydrological characteristics and capacities of streams, ditches and drainage ways
Major Corridors	<ul style="list-style-type: none"> • Permit agri-business in suitable areas near major highway and/or rail corridors
Inter- changes	<ul style="list-style-type: none"> • Preserve large parcels of land for future well-planned mixed-use development projects • Support conservation and wilderness areas
Airport Influence Area	<ul style="list-style-type: none"> • Use land for agricultural purposes as interim or long-term use as appropriate • Encourage restoration of agricultural uses • Enforce standards for deactivation of wells and septics

PARKS AND OPEN SPACE

Coordinate and cooperate with local agencies and private sector to provide a variety of recreational facilities to meet the various passive and active recreational needs of all residents

Area Wide	<ul style="list-style-type: none"> • Create and maintain an inventory of park and open space facilities • Create a Task Force to promote inter-agency cooperation and to determine desirability of establishing a County Park System • Create a comprehensive, cooperative park and recreation Plan for the County • Cooperate with Schools and Churches to provide recreational opportunities • Promote cooperation of school districts and park entities to share land and facilities • Explore the use of recreational leases of privately owned woodlots and farmland to increase recreational opportunity at a reasonable cost
Urban Service Area	<ul style="list-style-type: none"> • Encourage Towns to develop and maintain local park facilities ranging in size between 5 and 50 acres serving a radius of not more than one mile • Cooperate to develop linkages for non-motorized travel between points of interest through greenway corridors or along roadways
Transition Area	<ul style="list-style-type: none"> • Encourage land to be purchased or dedicated for park/open space purposes as land is developed • Encourage innovative designs for open space subdivisions and planned unit developments
Towns & Fringes	<ul style="list-style-type: none"> • Encourage Towns to develop and maintain local park facilities • Encourage land to be purchased or dedicated for park/open space purposes as land is developed • Concentrate development within and adjacent to towns to preserve open space in rural areas
Agricultural Areas	<ul style="list-style-type: none"> • Investigate the feasibility of obtaining or dedicating farmland development rights in critical areas as a way to preserve views of open space and to enable farming operations to continue • Discourage “leap frog” and piecemeal frontage development
Floodplains & Greenways	<ul style="list-style-type: none"> • Identify, preserve, and/or acquire natural areas for park purposes such as floodplains, woodlands and wildlife habitat wherever possible • Preserve woodlots and hedgerows wherever possible for wildlife habitat
Major Corridors	<ul style="list-style-type: none"> • Incorporate provisions for non-motorized travel along designated corridors • Recognize the historic significance of U.S. 40 (National Road Corridor)
Interchanges	<ul style="list-style-type: none"> • Allow large-scale commercial recreational facilities to be developed under strict controls • Enhance appearance of open space areas within and near interchanges
Airport Influence Area	<ul style="list-style-type: none"> • Use appropriate surplus land for park/recreational/greenway purposes

ECONOMIC DEVELOPMENT

Recruit new businesses that add to non-residential tax base to spread the real estate tax burden
 Retain existing business and help them grow
 Encourage formation of new businesses
 Improve jobs/housing ratio to reduce travel demands

Area Wide	<ul style="list-style-type: none"> • Support the Hendricks County Economic Development Partnership and coordinate its policies with those of the Plan Commissions of the County and Towns • Accommodate healthy economic development priorities while meeting community, environmental and quality of life interests. • Encourage the establishment and support of a post-secondary educational institution to attract high-end business and industry and to promote a cultural quality of life • Investigate new sources of income to support such an institution • Reduce bureaucracy and time frame in development approval while still using common sense & strong ordinances to create quality development. • Enact legislation to place property on the tax rolls as soon as possible following development • Encourage restraint in use of Tax Increment Financing (TIF) and Tax Abatements, limited to small areas and short time spans • Use Tax Increment Financing (TIF) and Tax Abatements to encourage only the development of business and industries that add to the economic base of the community
Urban Service Area	<ul style="list-style-type: none"> • Accommodate non-residential development in areas where all infrastructure and services are available
Transition Area	<ul style="list-style-type: none"> • Require non-residential activities to have access to major highway corridors
Towns & Fringes	<ul style="list-style-type: none"> • Encourage revitalization of business districts
Agricultural Areas	<ul style="list-style-type: none"> • Permit agri-business in suitable areas near major roadway and/or rail corridors • Acknowledge and protect farming operations as vital component of economic base
Floodplains & Greenways	<ul style="list-style-type: none"> • Disallow non-residential development • Support conservation and wilderness areas • Encourage the bio-diversity of species
Major Corridors	<ul style="list-style-type: none"> • Promote well-designed large-scale non-residential development along North-South Corridor • Maintain overall quality of development in corridors to provide for long-term stability
Inter-changes	<ul style="list-style-type: none"> • Target land near interchanges for highest quality of non-residential mixed-use developments
Airport Influence Area	<ul style="list-style-type: none"> • Promote non-residential airport-related developments that add to the assessed values of Guilford Township • Promote non-residential development near County Airport in Center Township

INTERGOVERNMENTAL COOPERATION

Promote cooperation and consensus among all units of government to prevent conflict and promote coordination of development

Area Wide	<ul style="list-style-type: none"> • Expect Town, Township, and County officials to meet regularly • Coordinate development approval decisions among County and Town agencies • Recommend and support cooperation with regional health, utility, transportation, and park entities by County, Town and Township officials • Improve the effectiveness of the Area Plan Commission through training seminars for members of Plan Commissions and Zoning Boards
Urban Service Area	<ul style="list-style-type: none"> • Support the involvement of Town, County, and State entities when planning for transportation, utility services, economic development and post secondary education
Transition Area	<ul style="list-style-type: none"> • Seek mutual cooperation among Area and Town Plan Commissions in maintaining the integrity of the defined transition area
Towns & Fringes	<ul style="list-style-type: none"> • Encourage towns to cooperate when planning for contiguous areas which impact neighboring towns • Encourage binding agreements between towns in matters of development, utility extensions, health, transportation, recreation, and support services when developing mutually contiguous areas
Agricultural Areas	<ul style="list-style-type: none"> • Seek mutual cooperation in preserving prime agricultural land
Floodplains & Greenways	<ul style="list-style-type: none"> • Encourage cooperation and coordination of Town, County and State entities for the preservation of woodlands, flood plains, parks and wildlife refuges
Major Corridors	<ul style="list-style-type: none"> • Encourage Town, County, State and Federal entities to make binding agreements on development standards, access control, utility conduit locations and economic development
Inter- changes	<ul style="list-style-type: none"> • Seek approvals and funding for new interchanges of North-South Corridor with I-70 and I-74
Airport Influence Area	<ul style="list-style-type: none"> • Seek cooperation among townships, towns, the county, Indianapolis Airport Authority and the Federal Aviation Administration

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Land Use Plan

The Land Use Plan for Hendricks County is shown in Figure 7. The land use plan is a physical representation of the principals expressed in the Policies Matrix. The Plan illustrates a specific area that is expected to receive urban services (i.e. sanitary sewer and water with fire protection capability) at some point in the future. The Land Use Plan also indicates a specific area that is expected to remain essentially rural and oriented towards continued agricultural production. Recommendations are contained in this plan that this area be formally designated through agricultural zoning. As a matter of policy, urban services should not be extended into these areas.

The land use plan sets aside areas in the vicinity of each of the interstate interchanges and along the North/South Corridor which should be the focus of future economic development in the County. This is recognition of the inherent value of these areas to the County as a whole.

The plan identifies wooded greenways located primarily (but not exclusively) in and adjacent to the 100-year floodplains of the White Lick Creek, Big Walnut Creek and their tributaries. As indicated in the policy matrix, these areas offer opportunities for public recreational use and for innovative approaches to residential development such as is illustrated in Appendix B.

The plan also indicates areas on the fringes of the towns in the western part of the County that might be expanded based on a similar street grid and village fabric as now exists in those towns.

In southeast Hendricks County, the Plan identifies a general area that falls within the noise influence of the Indianapolis International Airport. The policies matrix specifies that special consideration should be given to the types of land uses that locate in this area to minimize future conflicts between the airport and its neighbors and to also take advantage of the economic development potential generated by proximity to the airport.

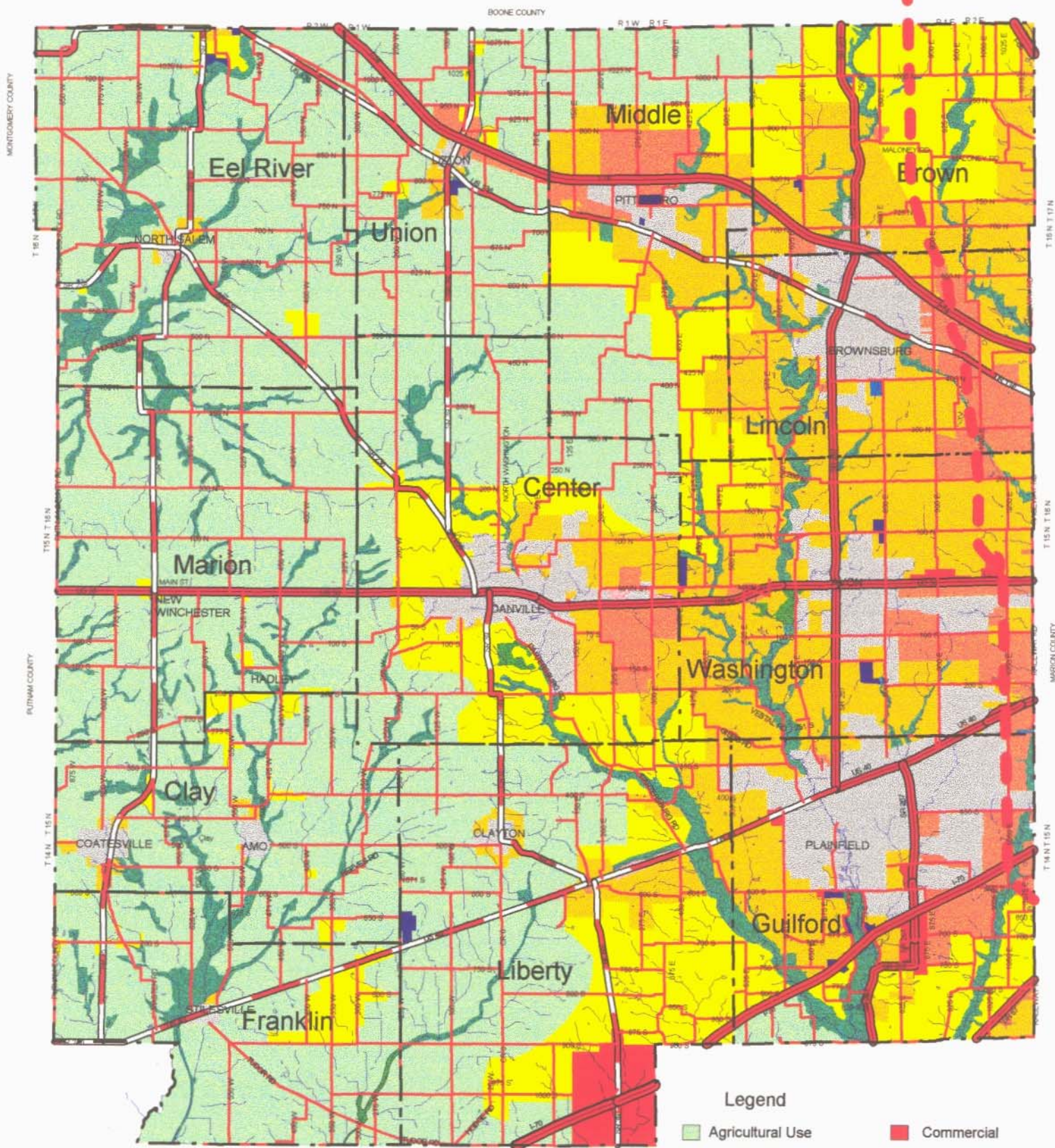


Figure 7 Land Use Plan

Hendricks County Comprehensive Plan
May 1998

**Pflum,
Klausmeier & Gehrum**
Consultants, Inc.



Legend

- | | |
|--|---------------------------------|
| Agricultural Use | Commercial |
| Low Density Residential
1 acre minimum
Open Space Subdivisions
Encouraged | Institutional |
| Medium Density Residential
w/ Urban Services
1-4 Units per Acre | Greenway/Floodplain
Corridor |
| Commercial/Light
Industrial | Incorporated Areas |
| Future Principal
Arterial | Arterial Corridor |

Transportation Plan

The Transportation Plan provides the framework for supporting the current and future mobility and communication needs of the County. The Transportation Plan has the following components:

- Thoroughfare Plan
- Bikeway Plan
- Airport Plan
- Railroad Plan
- Utility Corridor Plan

These components are consistent with the Development Policies and are supportive of the Land Use Plan. The components are also consistent with the Indianapolis Urban Area Transportation Plan and with the Thoroughfare Plans of the various Towns within the County. The Transportation Plan is illustrated in Figures 8 and 9.

Transportation issues transcend political boundaries and extend throughout the entire Indianapolis urban area and within each Town of the County. Therefore cooperation among agencies and coordination of plans and projects must receive ongoing attention.

Thoroughfare Plan

The Thoroughfare Plan comprises a system of limited access highways, rural roads, and urban streets which have been classified according to their functions.

Interstate Highway System

Three interstate highways pass through the County (I-65, I-74, I-70). Access to the interstate highway system is provided only at interchanges that have been approved by local, state, and federal agencies.

Three interchanges are provided along I-74 within Hendricks County at SR 267 (Brownsburg), CR 275 (Pittsboro), and at SR 39 (Lizton). Two interchanges are provided within the County along I-70 at SR 267 (Plainfield) and at SR 39. An interchange with I-65 is provided north of the County Line at SR 334.

The Thoroughfare Plan includes two new interchanges within Hendricks County to connect the North - South Corridor with I-70 and I-74. The North - South Corridor will connect with I-65 at the existing interchange with SR 334 in Boone County.

Large-scale, high-quality, development near these existing and future interchanges should be designed to take advantage of the accessibility and visibility of the sites and to protect the operational integrity of the interchanges.

Principal Arterial System

The Principal Arterial Urban Streets and Rural Roads in Hendricks County serve large numbers of both intra-regional and intra-county trips. Access to abutting properties is subordinate to the function of safely serving high volumes of traffic in an efficient manner along the arterial systems. Intersections along these roads and streets should be carefully controlled and limited to only public streets or major new development projects. Parking is generally not allowed along these roadways.

The current Principal Arterial System includes US 40, US 36 and US 136 connecting Hendricks County communities with one another and with the regional center of Marion County. The proposed North - South Corridor will provide Principal Arterial service for Hendricks County and for the larger metropolitan region. It is to interchange with I-70, I-74 and I-65 (in Boone County) and will provide improved accessibility to land that is suitable for large-scale non-

residential development. The proposed North - South corridor is an integral part of the Comprehensive Plan and its completion is of importance for both transportation and economic development purposes.

Minor Arterial System

The primary purpose of the Urban and Rural Minor Arterial system is to serve trips within the community, linking the local and collector streets with the Primary Arterials. A secondary function is to provide service to adjacent properties. As such, parking along Secondary Arterials should be prohibited except where additional and adequate width is provided.

Collector System

The Collector streets and roads link the local streets with the Primary and Secondary arterial streets and provide circulation within neighborhoods and communities. Parking may be allowed on Collector streets to serve adjoining properties.

Local System

The Local streets and roads provide access to property as their primary function. As such, this system carries low volumes of traffic at slow speeds.

Roadway and Bridge Inventory

An inventory of County roads and bridges was completed in 1996 by the private engineering firm, Beam Longest & Neff, Inc. The inventory is in the files of the County Engineer and includes information about the characteristics and conditions of the roadways, pavements, culverts, bridges, signs and accidents.

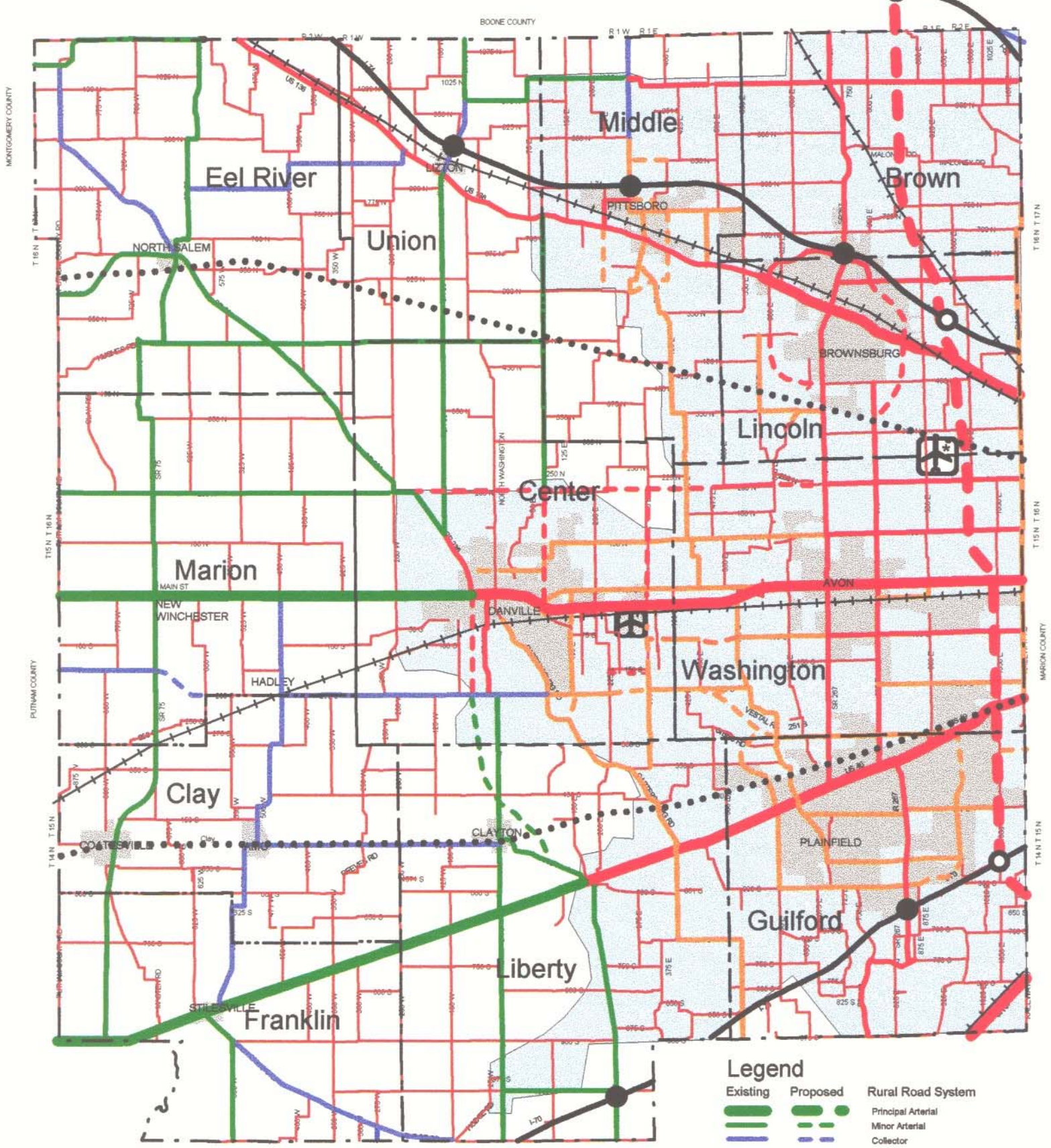


Figure 8
Thoroughfare Plan
 Hendricks County Comprehensive Plan
 May 1998

 Pflum,
 Klausmeier & Gehrum
 Consultants, Inc.

Legend		
Existing	Proposed	Rural Road System
		Principal Arterial
		Minor Arterial
		Collector
		Local Road
Existing	Proposed	Urban Road System
		Principal Arterial
		Minor Arterial
		Collector
		Local Road
Existing	Proposed	Interstate Highway System
		Highway Interchange
		Railroad Corridor
		Utility Corridor
		Airport
		*To be abandoned
		Urban Service Area



Typical Roadway Cross Sections

The table below and the diagrams contained in Appendix A prescribe the operational and dimensional characteristics of the various roadway classifications shown on the Hendricks County Transportation Plan. The classifications and minimum required right-of-way widths are summarized as follows:

Table 3
Thoroughfare Right-of-Way Requirements

	<u>Minimum Right-of-Way Width (Feet)</u>	
	Variable	Variable
<u>Interstate Highway</u>		
<u>Principal Arterial</u>	Urban	Rural
Type 1	100	160
Type 2	100	--
Type 3 (one way)	60	--
Type 4 (one way)	70	--
<u>Minor Arterial</u>	100	100
<u>Collector</u>		
Type 1	90	90
Type 2	90	--
Type 3	90	--
Type 4 (One-way)	60	--
Type 5 (Parkway)	100	--
<u>Local</u>		
Type 1	70	70
Type 2	70	--
Type 3 (Parkway)	80	--

Bikeway Plan

The Hendricks County Transportation Plan establishes a Framework Bikeway System that can be extended to connect with local bikeway subsystems that may be implemented in the future by Towns and developers to connect with schools, parks, libraries and other activity centers.

The Framework Bikeway System shown on Figure 9 recognizes three groups of bicyclists:

Group A - Advanced Bicyclists

Experienced riders who can operate under most traffic conditions. They comprise the majority of the current users of collector and arterial streets. The Bicycle Federation of America estimates that fewer than 5 percent of all bicyclists can be defined as an experienced bicyclist.

Group B - Basic Bicyclists

Casual or new adult and teenage riders who are less confident of their ability to operate in traffic without special provisions for bicycles. Some will develop greater skills and progress to the advanced level. This is the largest group.

Group C - Children

Pre-teen riders whose roadway use is initially monitored by parents. Eventually they are accorded independent access to the system. Separate facilities are the safest type for this group.

In most situations, basic bicyclists can be combined with children. Thus, in general, the “Design Bicyclist” concept recognizes two broad classes of riders: Group A “Experienced” and Group B/C “Average.”

The Framework Bikeway System classifies three types of bikeways in consideration of the different user groups:

Class I - Bicycle Path

This type of bikeway consists of a completely separated right-of-way for the primary use of bicycles. These bikeways are used most often by Group B/C bicyclists. Class I Bike Paths are the most expensive to build, but they offer the greatest safety for the user and to the transportation system.

Class II - Bicycle Lane

This type of bikeway refers to a lane within the roadway right-of-way which is designated by striping, signage, and pavement markings for preferential or exclusive use by bicyclists. Predominate use is by Group B bicyclists, with some use by Group A. Children do not use this type of bikeway. Class II Bike Lanes are moderate in cost to build, and offer only a moderate level of safety.

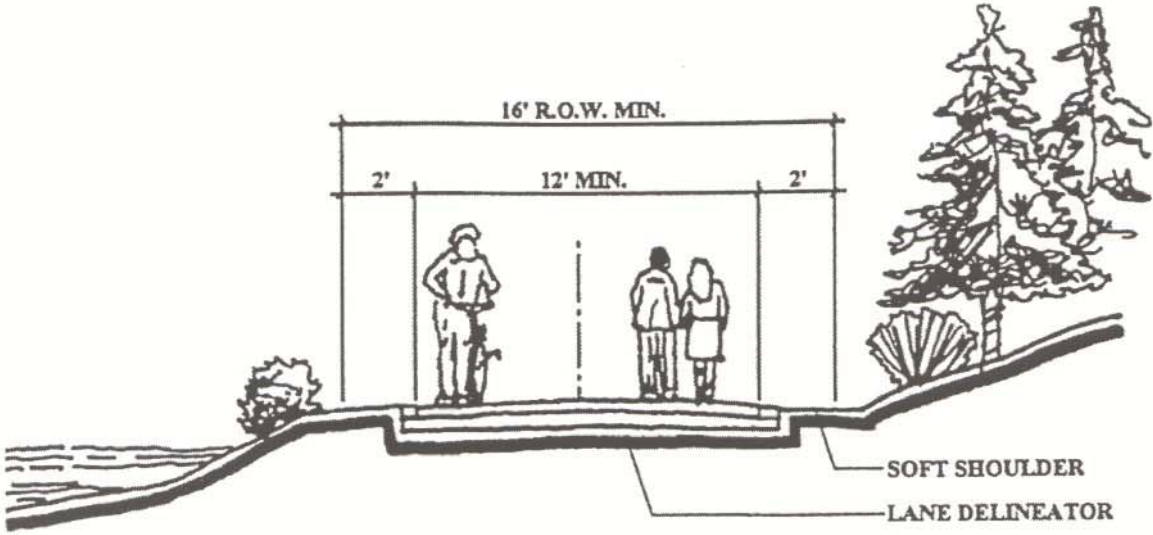
Class III - Shared Roadway

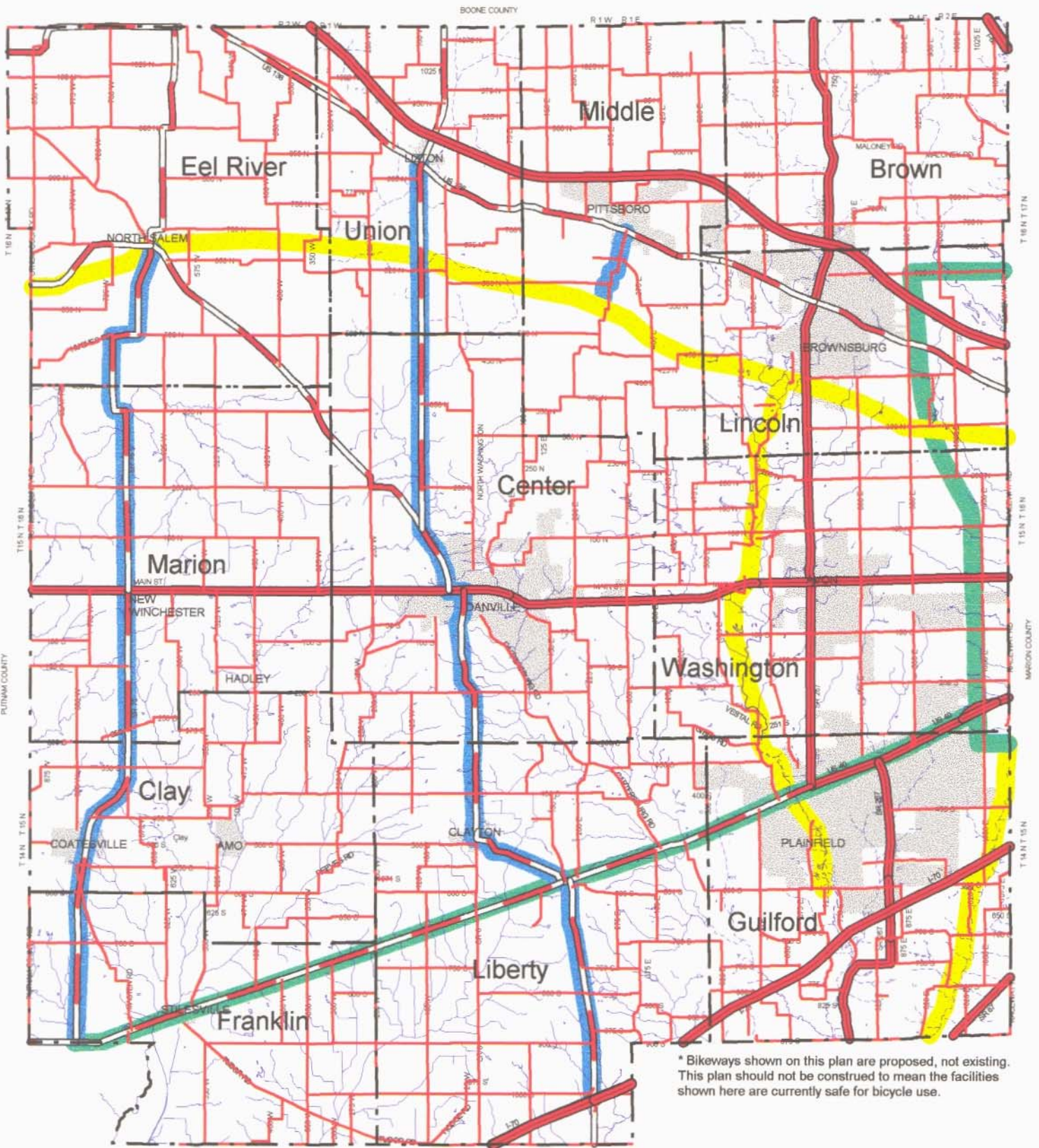
This type of bikeway refers to a right-of-way designated by signs or permanent markings as a bicycle route, but which is also shared with pedestrians and motorists. Class III Shared Roadways are the least expensive bikeways to build, but they are also the least safe for users. Because of the proximity to moving vehicular traffic, this type of bikeway is used almost solely by Group A bicyclists.

The following chart prescribes the recommended roadway design options and widths to accommodate Average Bicyclists (Group B/C). Indiana statutes prohibit bicycling along controlled access freeways and interstate highways.

<u>Average Motor Vehicle Operating Speed</u>	<u>Average Daily Traffic</u>					
	<u>Less than 2,000</u>		<u>2,000 - 10,000</u>		<u>Greater than 10,000</u>	
	<u>Class</u>	<u>Width</u>	<u>Class</u>	<u>Width</u>	<u>Class</u>	<u>Width</u>
Less than 30 mph	III	14 ft	III	14 ft	II	5 ft
31 - 40 mph	II	5 ft	II	6 ft	II	6 ft
41 - 50 mph	II	5 ft	II	6 ft	II	6 ft
Greater than 50 mph (no parking)	II	6 ft	II	6 ft	II	6 ft

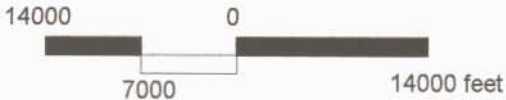
The following diagram illustrates the recommended design standard for a Class I Bicycle Path on an exclusive right-of-way.





* Bikeways shown on this plan are proposed, not existing. This plan should not be construed to mean the facilities shown here are currently safe for bicycle use.

Figure 9
Framework Bikeway System
 Hendricks County Comprehensive Plan
 May 1998



- Legend**
-  Class I Route
 -  Class II Route
 -  Class III Route

Airport Plan

The Indianapolis Airport Authority owns land within Hendricks County in Guilford, Lincoln, Washington, and Center Townships.

The property owned by the Authority in Guilford Township is associated with Indianapolis International Airport and has been purchased to either control development in noise sensitive areas, or to provide land to mitigate adverse environmental impacts. The redevelopment of suitable properties for non-residential development should be encouraged, provided, however, that sound levels within the buildings are acceptable. The use of other airport properties for public recreational purposes should be encouraged, particularly along the East Fork of White Lick Creek.

The property owned in Center Township has been purchased for a new general aviation airport. The facility will have a single N-S runway, taxiways and hangers and will eventually require that CR 150 S be vacated west of CR 300 E. Development should be restricted to non-residential types north and south of the site within noise sensitive areas.

The property owned in Lincoln and Washington Townships is currently used for general aviation purposes but will be vacated and sold to help offset the cost of the new general aviation airport in Center Township. The property is within the North - South Corridor which adds to its value for potential non-residential use.

Railroad Plan

Four active railroad lines, shown by Figure 8, pass through portions of Hendricks County, each radiating from Marion County. The most active is Conrail which extends across the entire County, passing through Avon and Danville. The rail yard in Avon is used to organize rail cars into trains. Amtrak and CSX railroads use the route that passes through Brownsburg and Lizton. Segments of two other low traffic rail lines pass through the northeast and southeast corners of the County. Each of these railroads serve an important transportation and economic function within the County and the region. In addition to transporting people, raw materials, agricultural products, and manufactured goods, the rail corridors also provide routes for drainage and communication lines.

The railroads also represent a barrier for north-south travels through and within the County. Few of the roads and streets within the County have separated crossings of the railroads. As a result, traffic delays and rail crossing safety are serious concerns.

The proposed North - South Corridor will provide a new grade separated crossing of the Conrail tracks in Avon. Additional grade separation opportunities should be studied in association with other roadway improvement projects.

Utility Corridor Plan

Two abandoned railroad lines extend through and beyond Hendricks County. Each is approximately 20 miles in length within the County. Legal studies are required to determine if the former railroad lines can be sold by the railroad companies, or if the properties automatically revert to the adjacent land owners when no longer used by trains.

Irrespective of ownership, the properties continue to have value because of their lengths, gradients and unobstructed routes. As such, the corridors can and do provide utilitarian purposes as routes for drainage, sanitary sewers, and fiber optic cables. The corridors also provide opportunities for other utility, transportation, communication and recreation uses.

As such, it is in the interest of adjacent property owners and the general public to not disrupt the route continuity of these former railroad lines. Therefore, new buildings should not be constructed on or within 80 feet of the boundary lines of properties formerly used for railroading.

Transit Plan

Currently there is no comprehensive public transportation service offered within Hendricks County, although rides are provided informally, by social agencies, churches and volunteers and to elderly or disabled persons. In addition, school districts transport students in standard and specially equipped buses.

The increasing numbers of total and older residents within the County will bring demands for some form of public transportation service in addition to the transportation needs of students.

In recognition of the growing importance of public transportation, a Task Force should be appointed by the County Commissioners to:

- a. determine transport resources and services now available to County residents;
- b. determine ways to coordinate or consolidate these resources to provide broader and more effective service with the County; and
- c. cooperate with other Counties and Cities to determine the possibility of establishing transit services throughout the central Indiana region.

Park & Recreation Plan

Historically in Hendricks County, park facilities have been provided by the various towns and townships, with little participation by County government. The Towns of Plainfield, Danville, Brownsburg and Avon, as well as Washington and Guilford Townships all maintain local park facilities. As the County grows and develops, these localized facilities are becoming insufficient to meet the needs of the population. There is an increasing demand for facilities that are focused more broadly at the regional or countywide level using a more urbanized approach to these issues, especially in the eastern half of the County.

The historic pattern in which localized park facilities are owned and maintained by local entities obviously will continue to play an important role in the County. However, there is also a role emerging for County government to become involved in the provision of facilities that are more regional in nature. More importantly, the need to establish a coordinated system of facilities is most critical before the area becomes fully developed and the difficulty and cost of property acquisition becomes insurmountable. Thus, this Park and Open Space Plan is directed towards establishing generalized park and open space standards for and towards defining the role that should be assumed by the County and by more local levels of government.

Historically, park and recreation standards were developed at a national level and applied to communities without taking into account regional and demographic differences. It is now recognized that this standard approach fails to account for important differences from one part of the country to another and from one community to another. In 1992, Pflum, Klausmeier & Gehrum Consultants went through a process of reviewing and modifying the recognized national standards to make them compatible with expectations in the Indianapolis metropolitan area.

These modified standards were relied on as the basis for developing park and recreation standards for Hendricks County. Table 4 lists the various types of park and recreation facilities that, taken together, form a complete park and recreation system. Figure 10 illustrates the locations of the existing park and recreation facilities within the County as well as indicating the proposed locations of new facilities to be developed by the County.

The role of the County envisioned by this plan is focused on two goals. It is recommended that the County develop two or three regional parks. One would be established in the central part of the County in the area between Danville and

Avon. Another would be established in the northwest area of the County in the Big Walnut Creek watershed. A third park would be established along the East Fork of White Lick Creek in land now owned by Indianapolis International Airport. These three locations are indicated in Figure 10.

The regional park in the central part of the County should consist of at least 200 acres and should be completed in the next decade in view of ongoing development in the eastern part of the County.

The proposed park in the northwest part of the County is intended as a long-range recommendation that is in keeping with the expected levels of population by the end of the planning period. The Big Walnut Creek area is clearly the most scenic and topographically interesting area of the County and is thus well suited for this use. This location would also fit well with the eventual use of the B&O rail right-of-way as a rails-to-trails facility connecting the park to the more populated areas of the County.

The third park along the East Fork of White Lick Creek could provide for passive recreational pursuits in areas that are intended for preservation as wildlife habitats and wetlands. This park, in conjunction with a trail system, should be pursued in cooperation with the Indianapolis Airport Authority which owns the land.

In addition to developing a regional park system, there is also a role for the County in coordinating a greenway program that seeks to set aside for public use portions of the greenways associated with the floodplain areas. This plan envisions the use of these areas to provide a coordinated trail system that links the County together and provides access to both the County and local park and recreation facilities. The open space subdivision concept illustrated in Appendix B could be used as a mechanism to bring this about through public-private partnership.

It is recognized that County government must create an institutional mechanism that can develop a County Park system. At this time no such structure exists. Many suggestions have been made that the County should establish a Park Board for this purpose. Others have felt that this function should be accomplished as a department of County Government. This Plan makes no recommendations as to the proper approach to resolving this issue. However it is clear that the current structure is not sufficient to meet this need.

Table 4
Park and Recreation Facility Standards

<i>Facility</i>	<i>Size</i>	<i>Responsible Entity</i>	<i>Per/population</i>	<i>Service Radius</i>
Block Park	¼ to ¾ acres	Neighborhood Association	1 per 600 – 1,500 persons	¼ mile
Neighborhood Park	6 – 15 acres	Town or Township	1 per 2,500 – 6,000 persons	½ mile
Community Park	35 – 80 acres	Town or Township	1 per 10,000 – 25,000 persons	1 – 2 miles
Regional Park	200- 300 acres	County	1 per 50,000 – 70,000 persons	10-15 miles
Special Facilities	<i>NA</i>	Town, Township And County	<i>NA</i>	<i>NA</i>

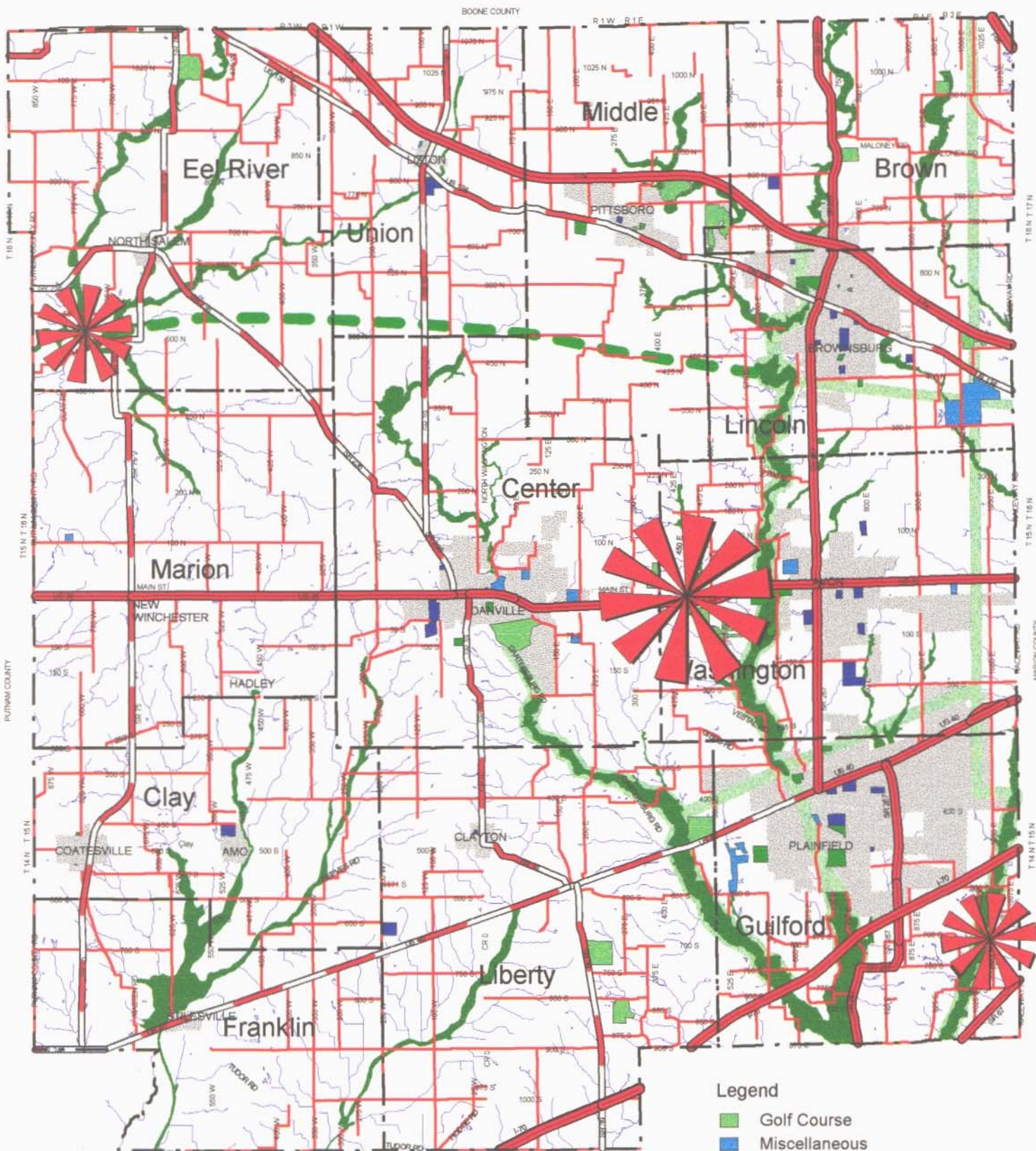


Figure 10
Parks and Open Space Plan
 Hendricks County Comprehensive Plan
 May 1998

Implementation Steps

This Comprehensive Plan for Hendricks County embodies ideals and concepts, policies and directions rather than rigid specifications. Future needs have been examined in terms of population, housing, economy, physical and natural features, land use and infrastructure. Policies have been developed for various topics and sub-areas to guide the County in managing the development that is expected.

In order for the policies in this Comprehensive Plan to become a reality, cooperation and communication between the County Council, the County Commissioners, the Plan Commission, various other public and private agencies, and local citizens needs to continuously occur.

Leadership and Legislation

Leadership and legislation must exist in the County to make the Comprehensive Plan a success.

County Commissioners

Adoption of this Plan by the County Commissioners assures that the policies embodied in this Plan are followed. The County Commission should direct staff members and the Plan Commission to consider the Comprehensive Plan in their day-to-day decision-making process.

Plan Commission

After the County Commissioners adopt the Comprehensive Plan, the Plan Commission has the responsibility of conforming zoning laws and decisions to the new policies of the Plan. Also the Zoning and Subdivision Control Ordinances should be reviewed and revised to upgrade the present ordinances and bring them into compliance with the current State Code. After the revisions to the existing ordinances, the Plan Commission should continue to keep the proposals in this Plan up-to-date.

Steering Committee

The Steering Committee that guided the preparation of this Comprehensive Plan should continue to monitor the implementation and application of its policies. Sub-committees should be charged with specific oversight topics including: park and open space issues, transit service, and revisions of development ordinances.

Private Sector

The citizens of the County have had the opportunity for input into the Comprehensive Plan at public workshops and hearings before it was adopted. Additional input must be solicited as the Plan Commission adopts new and updated zoning regulations. Implementation of this Comprehensive Plan will necessitate cooperation between the various Towns, private agencies and groups such as Chambers of Commerce, the Economic Development Partnership, private business groups, civic associations, neighborhood groups and local volunteers.

Financing

It is the responsibility of the County Council to identify financial resources and to budget funds to carry out the policies of this Plan. The appropriation of funds for various planning activities will help assure that the County develops according to this Comprehensive Plan.

In addition, new and innovative methods of financing public improvements and services should be studied and implemented as appropriate to stabilize the burden paid by the existing residents and to assure that new development carries its fair share. Tax increment financing, development impact fees, special assessment districts, user fees, income taxes, lodging and restaurant taxes, State and Federal grants, and other sources should all be considered.

Actions

The following chart provides a list of various activities and actions that are necessary to carry out the intentions of the Comprehensive Plan. These actions should be monitored by continuing the volunteer services of the Steering Committee and through quarterly and annual reports of the Area Plan Commission and its professional staff.

Activities & Actions	Year						
	1998	1999	2000	2001	2002	2003	
Development Standards							
• Prepare and Adopt Development Ordinances (Zoning, Subdivision, Signage, Landscaping & Special Overlay Districts)		■	→				→
• Request developers to determine full impacts of major projects	■						→
• Encourage new developments to be responsible for their approximate share of the incremental cost to provide additional public facilities, infrastructure and support services	■						→
Transportation							
• Continue cooperation and coordination of regional and local transportation planning							→
• Pursue new sources of transportation revenues							→
• Seek approvals and funding for new interchanges	■	■					
• Complete the North-South Corridor	■	■	■	■	■	■	
• Develop and apply access control standards		■					→
• Adopt Thoroughfare Plan and Standards	■						
Utility Service							
• Assign sewer districts to entities within urban service area		■					→
• Establish mechanism to coordinate locations of all utility systems and facilities		■					→
• Mandate annual inspections and maintenance of small package sewage treatment plants		■					→
• Require all developments in urban service areas that discharge more than 10,000 gpd to be served by district water and sewer systems		■					→
• Discourage developments in transition areas of a size and density that would require a group system that would discharge less than 30,000 gpd		■					→
• Allow individual septic systems and wells only if approved by County Health Department and by State Department when appropriate		■					→

Legend:



Task



Process



Events

Activities & Actions	Year						
	1998	1999	2000	2001	2002	2003	
Farmland Preservation							
• Prepare and adopt Coordinated Development Ordinance that includes Agricultural zoning categories and land subdivision regulations		■	→				→
• Investigate feasibility and funding sources for purchasing development rights from farmland owners in critical areas		■	→				→
• Encourage continuation of agricultural activities in agricultural areas							→
Parks and Open Space							
• Create and maintain inventory of park and open space facilities		■	→				→
• Establish a Task Force to promote inter agency cooperation and to determine desirability of a County Park System	■	→					
• Create a comprehensive, cooperative park and recreation plan for the County			■				
• Integrate provisions for non-motorized travel along designated corridors	■	→					→
• Recognize historic significance of U.S. 40 corridor	■	→					→
Economic Development							
• Support Hendricks County Economic Development Partnership							→
• Encourage establishment of post-secondary educational institution					■	→	
• Enact legislation to place property on tax rolls as soon as possible after development		■					
• Establish policies and criteria for Tax Increment Financing and Tax Abatements for small areas, short durations, and for targeted businesses and industries		■					
• Promote large-scale, well-designed non-residential development along North-South Corridor		■	→				→
Intergovernmental Cooperation							
• Encourage Town, Township and County officials to meet regularly							→
• Provide training seminars for members of Plan Commissions and Boards of Zoning Appeals	•	•	•	•	•	•	
• Encourage binding agreements between Towns and County in all development matters in mutually contiguous areas							→
• Seek cooperation and coordination between Area Plan Commission and Town Plan Commissions							→
• Establish unified County database of building permits, demographic information, economic statistics, maps and other information		■	→				→

Legend:



Task



Process



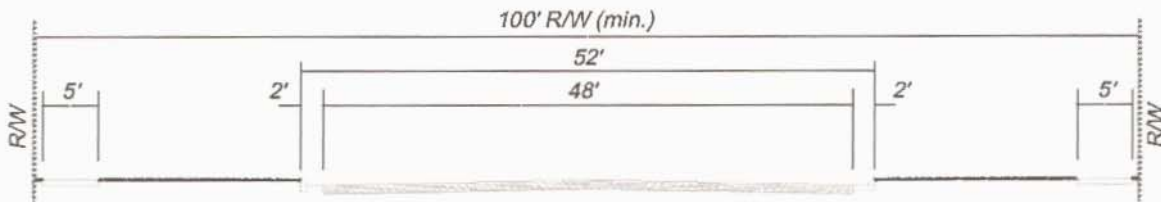
Events

Appendix A
Typical Thoroughfare Cross-sections

Urban Principal Arterial

TYPE 1

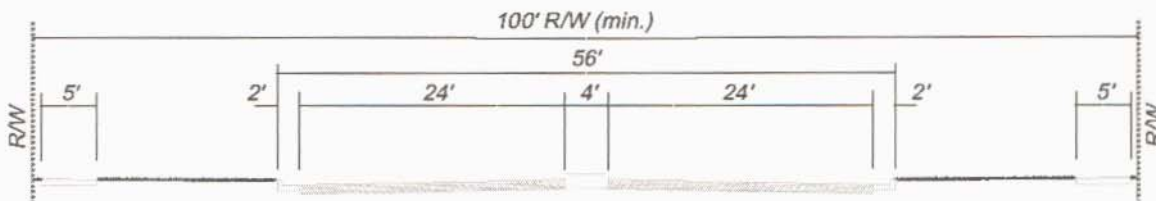
This section provides two 12-foot wide lanes in each direction. The 16-foot wide median allows room for a 12-foot wide left turn lane to be constructed at major access points. Parking is not allowed on this section.



Urban Principal Arterial

TYPE 2

This alternative cross-section provides two 12-foot wide lanes in each direction. Additional pavement would be necessary to provide for a 12-foot wide left turn lane to be constructed at major access points. Parking is not allowed on this section. The 4-foot wide median should be non-mountable unless a mountable median is approved by the Area Plan Commission.



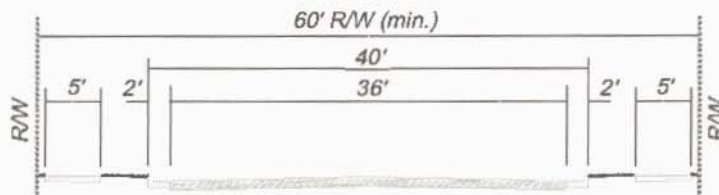
This section is to be used only in cases where an existing street is being widened and the use of the standard cross-section would necessitate the acquisition and removal of buildings.

Urban One Way Arterial

TYPE 3

This is the standard cross-section where on-street parking is prohibited. This section provides two or three 12-foot wide lanes in one direction. Parking is not allowed on this section.

One-way arterial streets are to be used only in the older parts of Towns where widening to provide adequate pavement width for two-way traffic should require the acquisition and removal of buildings.

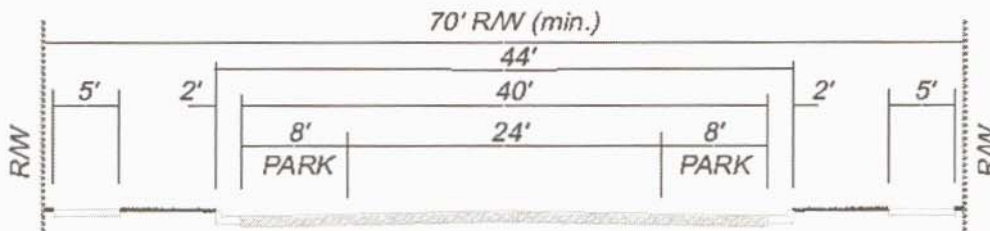


Urban One Way Arterial

TYPE 4

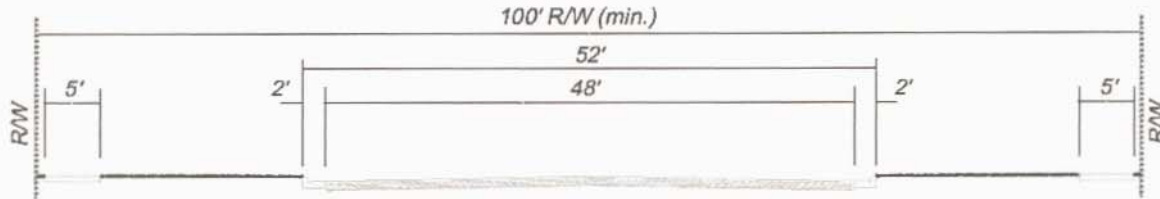
This is the standard cross-section where on-street parking is allowed. This section provides two 12-foot wide lanes in one direction and two 8-foot wide parking lanes.

One-way arterial streets are to be used only in the older parts of the Towns where widening to provide adequate pavement width for two-way traffic would require the acquisition and removal of numerous buildings.



Urban Minor Arterial

This cross-section provides two 12-foot wide lanes in each direction. Additional pavement would be necessary to enable a 12-foot wide left turn lane to be constructed at major access points. Parking is not allowed on this section.

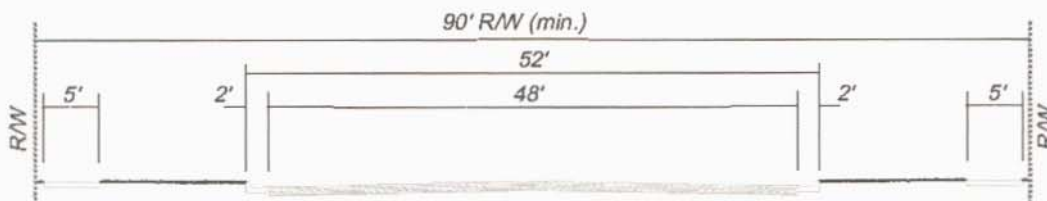


Urban Collector

TYPE 1

This alternative cross-section provides two 12-foot wide lanes in each direction. Additional pavement may be required to provide for a 12-foot wide left turn lane at major access points. Parking is not allowed on this section.

This section is to be used when existing traffic volumes exceed 7,000 vehicles per day on an average weekday or if other conditions warrant the construction of four lanes.

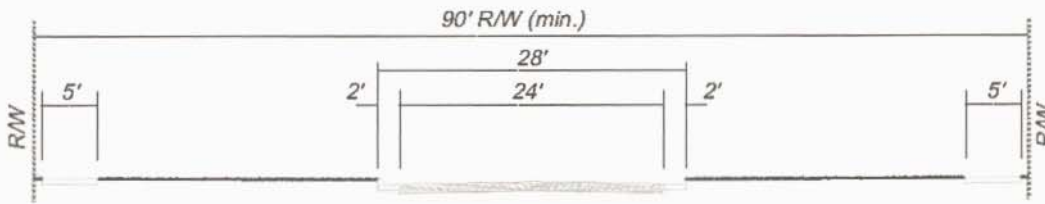


Urban Collector

TYPE 2

This cross-section provides one 12-foot wide lane in each direction and a 12-foot wide left turn lane at major access points. Parking is not allowed on this section.

This section is to be used only when traffic volumes are not expected to exceed 5,000 vehicles per day within the next ten years.

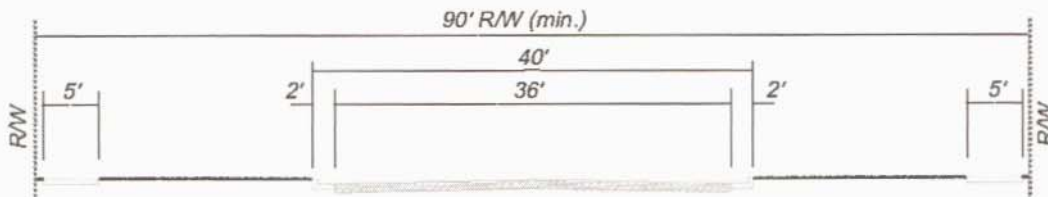


Urban Collector

TYPE 3

This alternative cross-section provides one 12-foot wide lane in each direction. Additional pavement may be required to provide for a 12-foot wide left turn lane at major access points. Parking may be allowed on one side except at major access points.

This section is to be used only when existing traffic volumes are not expected to exceed 5,000 vehicles per day within the next ten years.

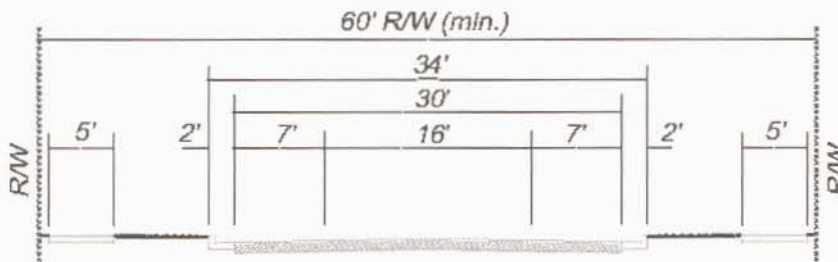


Urban One Way Collector

TYPE 4

This section provides one 16-foot wide lane in one direction and two 7-foot wide parking lanes.

One-way collector streets are to be used only in the older parts of the Towns where widening to provide adequate pavement width for two-way traffic would require the acquisition and removal of numerous buildings.

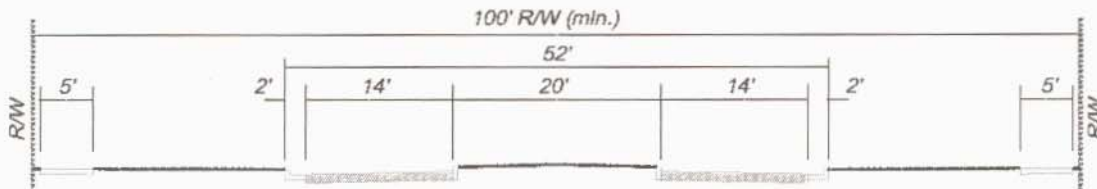


Urban Collector Parkway

TYPE 5

This is an alternative parkway cross-section for collector streets. This section provides one 14-foot wide lane in each direction. The median allows room for a 12-foot wide left turn lane at major access points. Parking is not allowed on this section.

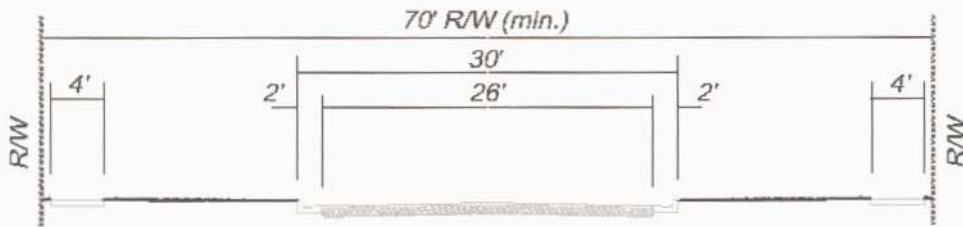
This section is to be used only when traffic volumes are not expected to exceed 5,000 vehicles per day in the next ten years.



Urban Local

TYPE 1

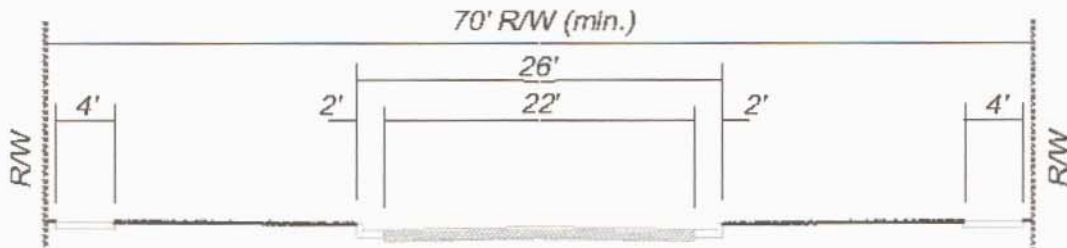
This is the standard cross-section for local streets. This section provides for two-way traffic with no on street parking.



Urban Local

TYPE 2

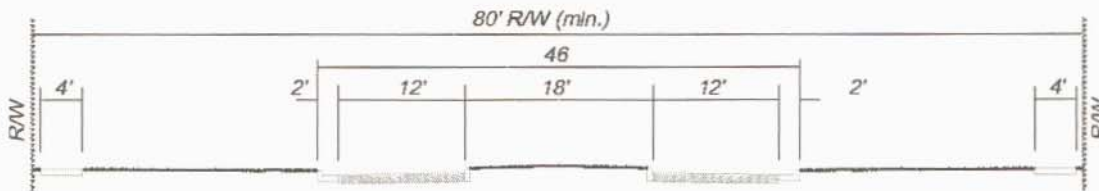
This is an alternative cross-section for local streets. This section is the minimum street width that is acceptable. This section is to be used only when the minimum size of lots fronting on the street is one acre, off-street parking areas are provided, or when parking is restricted to one side of the street.



Urban Local

TYPE 3

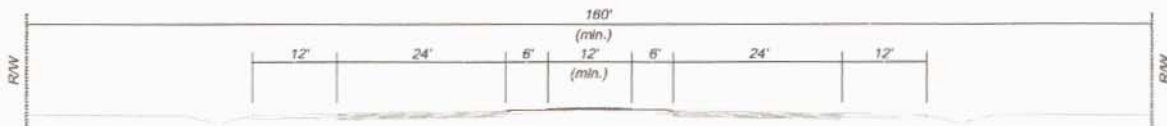
This is an alternative parkway cross-section for local streets. This section provides a 12-foot wide traffic lane in each direction with a median. Parking is not allowed on this section.



Rural Principal Arterial

This is the standard cross-section for rural arterial roads in rural areas. This section provides two 12-foot wide lanes in each direction. Additional pavement would be necessary to provide for a 12-foot wide left turn lane to be constructed at major access points. Parking is not allowed on this section.

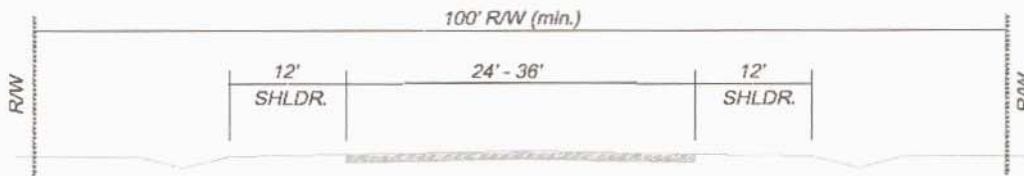
This section is to be used outside the urban service area which is expected to remain rural for the next twenty years, or within the urban service area where adequate right-of-way is available.



Rural Minor Arterial

This section provides one or two 12-foot wide lanes in each direction, depending on traffic demands. Additional pavement would be necessary to provide for a 12-foot wide left turn lane to be constructed at major access points. Parking is not allowed on this section.

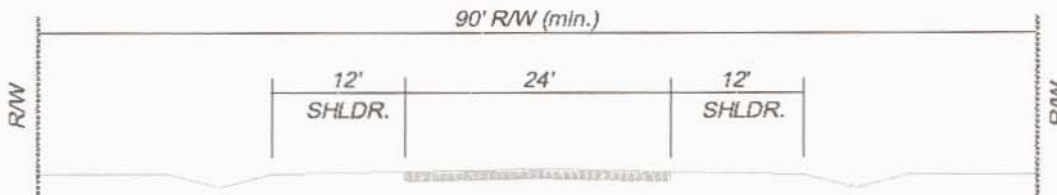
This section is to be used only outside the urban service area which is expected to remain rural for the next twenty years.



Rural Collector

This section provides one 12-foot wide lane in each direction. Additional pavement would be necessary to provide for a 12-foot wide left turn lane to be constructed at major access points. Parking is not allowed on this section.

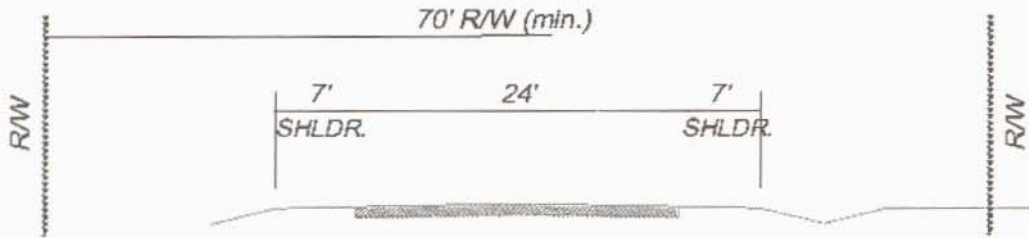
This section is to be used only outside the urban service area which is expected to remain rural for the next twenty years.



Rural Local

This section provides one 12-foot wide lane in each direction. Additional pavement would be necessary to provide for a 12-foot wide left turn lane at major access points. Parking is not allowed on this section.

This section is to be used only outside the urban service area which is expected to remain rural for the next twenty years.



Appendix B
Open Space Subdivision Concept

Open Space Subdivisions

This appendix contains a description and illustrations relating an innovative approach to designing residential subdivisions. This approach, which has been gaining acceptance around the nation, has sometimes been described as being much like a golf course development without the golf course.

In essence, the open space subdivision allows greater flexibility in site design, smaller lot sizes, and less extensive street and utility construction in exchange for a dedication to public or semi-public usage of key portions of the site. In this manner, particularly sensitive or valuable areas of the site can be preserved without the need for public acquisition to bring that about.

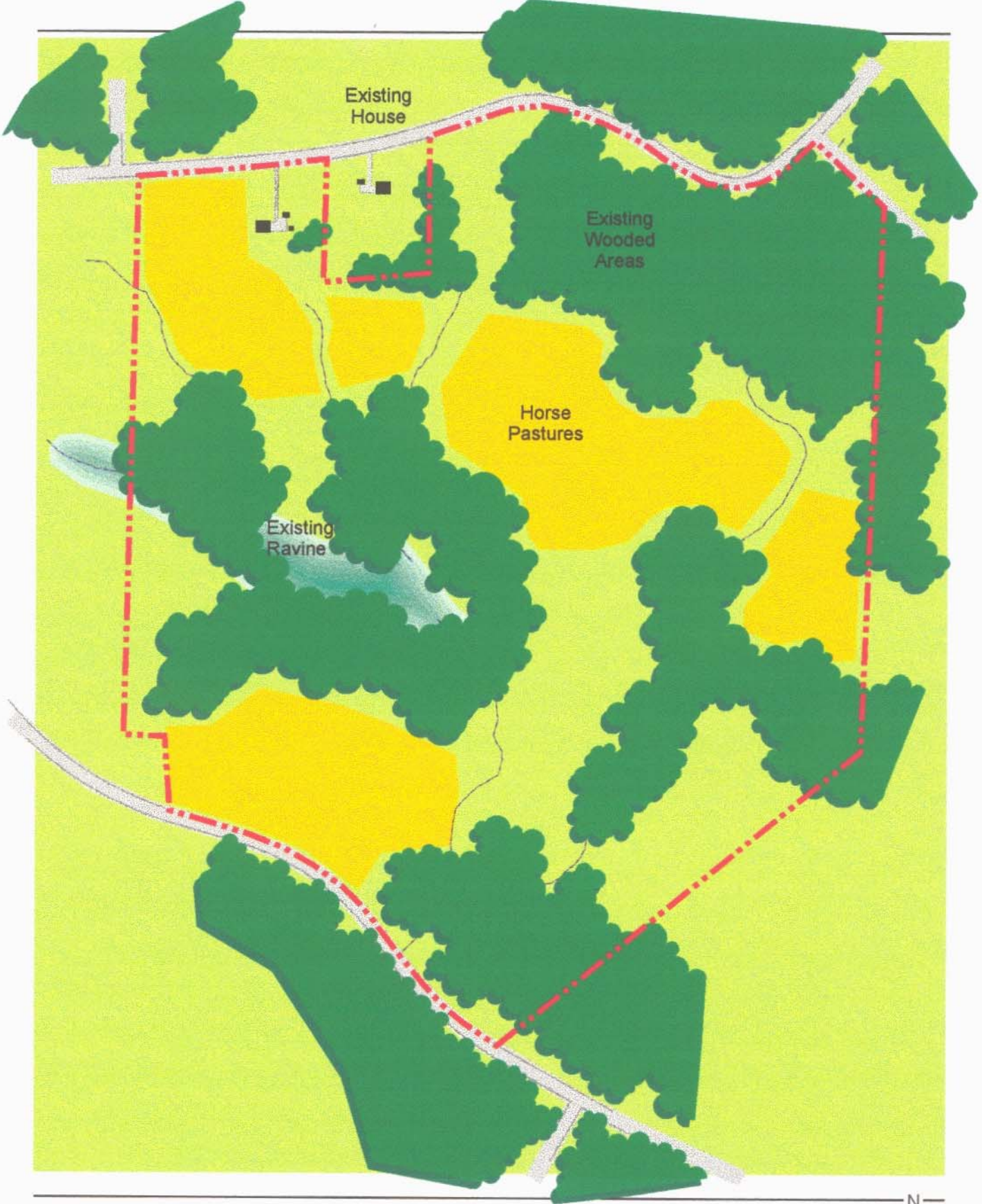
For this approach to be feasible in Hendricks County, it may require modifications of both the zoning ordinance and the subdivision regulations. However, as there are areas of the County in which there is obvious applicability for this technique, the potential payoff could be substantial. Particularly along the White Lick Creek and its various tributaries, this technique could be utilized to begin establishing a network of greenways available for public use in the creek beds and flood plains along the creeks. Done in conjunction with strategic placement of publicly-owned facilities, this technique could provide a cost-effective means of providing an extensive open-space and greenway system in Hendricks County.

In designing an open-space subdivision, the site planner begins by identifying the most valuable areas of the site that should be preserved as development proceeds. This may be a substantial woodlot, a rural road frontage, an old farmhouse, a wooded ravine, or any one of a number of other things. The site planner then lays out the development, placing the homes in such a way as to protect those valuable assets and to also minimize the length of streets and utility lines that will be required. The platting of the individual lots is the last step in the process, rather than the first as it is in the conventional approach to laying out subdivisions.

The site planner of a conventional subdivision studies the requirements of the zoning ordinance, calculates the maximum number of lots that can be placed on the site in conformance with those requirements, and then proceeds to carve up the site so as to maximize the number of salable lots. Streets are placed only when the maximum number of lots has been satisfied, and quite often, valuable site assets are destroyed in the process. No public open space is left unless required by local site planning regulations.

It should be noted that modification of the Hendricks County development regulations to allow more innovative residential site planning approaches was a concept that was broadly supported by the public throughout the planning process.

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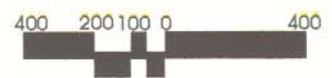
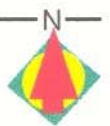


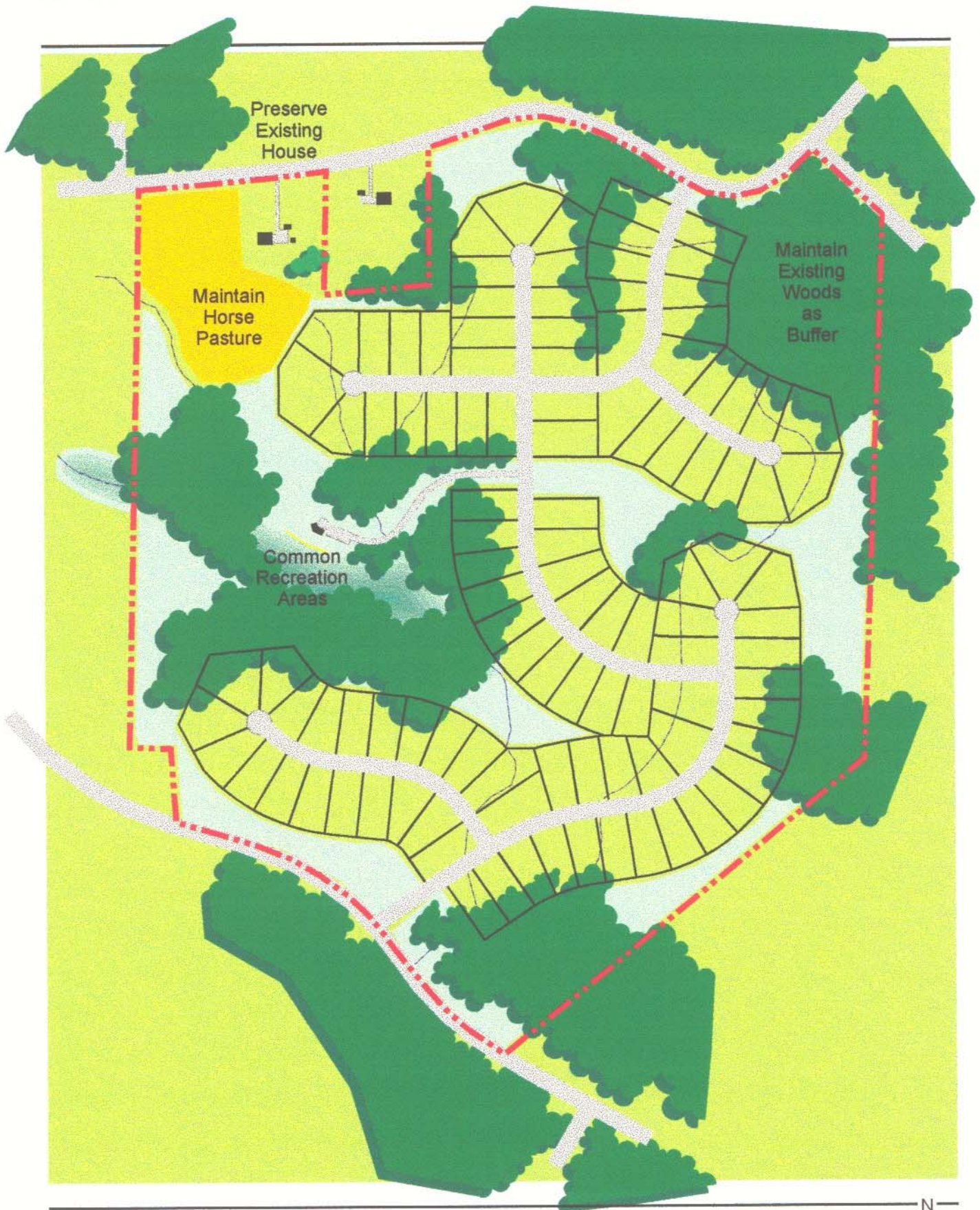
Hendricks County Comprehensive Plan
 Rural Residential Concept Area
 Undeveloped Site





Hendricks County Comprehensive Plan
Rural Residential Concept Area
Fully Developed Site





Hendricks County Comprehensive Plan
 Rural Residential Concept Area
 Open Space Development Plan

