2025 COMPREHENSIVE PLAN

ADOPTED DECEMBER 13, 2004

RESOLUTION NUMBER 2004-34

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CHAPTER ONE

Introduction

A. Introduction
B. Planning Process
C. Principles of Land Use Planning
D. Plan Composition

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INTRODUCTION

The purpose of the Comprehensive Plan is to help guide Plainfield into the future. The Plan outlines the visions and concepts for the Plainfield planning area, through the use of clearly expressed goals, objectives, and policies that were directly articulated concepts of the citizens of Plainfield. Finally, the plan would be insignificant without the individual plans that serve as the blueprint for achieving the established goal.

The creation of a Comprehensive Plan makes it possible for cities and towns to be in control of their growth. Only with the completion of the Comprehensive Plan can a community ensure that future growth will provide a higher standard of quality of life for all in the community. This is done within the Comprehensive Plan by the creation of a framework for smart planned growth, through models in land use development, public services and resources, and public investments in a controlled positive manner.

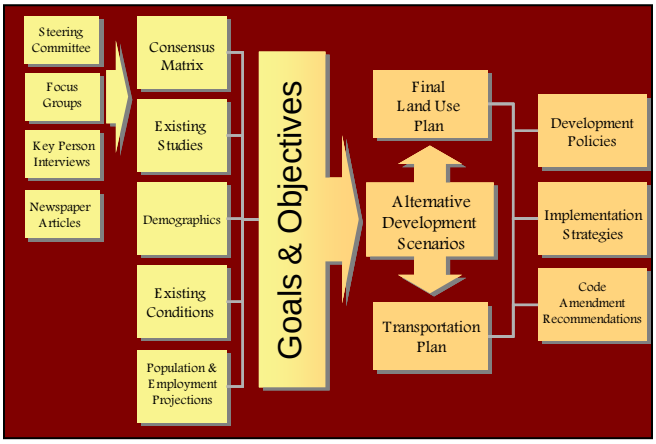
It is important to understand that while the Comprehensive Plan is a policy document that establishes the long term, twenty year vision of the community; it is by no means a zoning ordinance or any other regulatory document. On the other hand, it is an adopted legislative document thereby making it an official policy statement for effective decision-making in both the private development projects and community expenditures.

More precisely the Plan is the policy document that plans for the physical, social, economic growth and redevelopment of the Plainfield area. With this being true, the plan influences policy decisions in a broad variety of areas, including, but not limited to: land use, transportation, infrastructure and utilities, drainage, environmental conservation, economic development, recreation and open space, and housing.

PLANNING PROCESS

The planning process began in October 2002, when HNTB Corporation was selected as the consulting team to replace and update the 1993 Comprehensive Plan. The 2003 Town Center Comprehensive Plan Amendment and the Residential Design Guidelines remain current and valid components of the Comprehensive Plan.

Figure 1.1: Planning Process Diagram



The process for developing the Comprehensive Plan is reflected in the organization of this document. The first major phase of the Comprehensive Plan was gathering public input through various means, which included public meetings, key person interviews and focus groups. Demographic and economic information was researched and studied, and projections for the future population and land consumption in the planning area were conducted. The findings provided a foundation for the goals and aided in the development of the Land Use Alternatives. These alternatives were generated and later critiqued by the steering committee and the public, which led into the development of the final Land Use Alternative. This alternative was then used to develop the Land Use Plan. The Plan contains several components that form the elements of The Plan, such as future land use locations, transportation, economic development, and open space planning. Once the elements were in place, implementation strategies were researched and developed and an implementation plan was written.

PRINCIPLES OF LAND USE PLANNING

It is important to understand that land use planning at the local level can have serious implications on the fiscal health of both municipal and county governments, and on the ability of municipalities and other entities to provide utilities and services. Studies[1] have shown that scattered patterns of low-density development (a.k.a. "sprawl") can result in an inefficient delivery of such services as education and roads, higher costs for delivering public services, and inequitable patterns of costing out infrastructure.

More compact development patterns also have benefits for residents, in lower transportation costs, faster response times for emergency services (police, fire, and medical), and more convenience to shopping and employment areas. Some public services (i.e., sanitary sewer and wastewater treatment) result in environmental preservation. The implementation chapter discusses in more detail some of the quality-of-life impacts of the future land use plan, as well as its impacts on the overall character of the Planning Area.

These findings are intuitive – having a population spread out over a larger area results in more roadways, pipes, and vehicle miles traveled, than having that same population within a smaller area.

The final land use plan that resulted from this planning process represents a tradeoff between these interests. Thus, the final land use plan is a compromise that addresses the most fundamental concerns voiced by the public and the municipalities, as described in the next chapter.

[1] Northern Illinois University and the American Farmland Trust (1999), *Living on the edge: The Costs and Risks of Scatter Development*

PLAN COMPOSITION

The Plainfield Comprehensive Plan, herein referred to as "The Plan", is comprised of several remaining chapters.

Chapter Two: Goals and Objectives are the backbone of The Plan. This Chapter sets forth the desires of the Plainfield citizens and provides the direction for the land use plan.

Chapter Three: This chapter is broken into sub-chapters to address land use, housing, transportation, urban design, and community facilities. The Land Use Plan describes the future character, growth and development pattern for Plainfield. The Plan focuses on preserving and protecting the existing character of the Town while encouraging managed and directed growth and development. The Housing sub-chapter addresses the supply and demand of housing in Plainfield. It provides recommendations for future housing development. The Transportation Plan provides detail about the transportation network and the impact future land uses will have on the existing network and character of the Town. Recommendations are made to protect important corridors and to explain how treatments can be added to entrance gateways and corridors. Future improvements are also identified. that are necessary to support additional growth in those areas where the current network cannot support new growth. The Design Guidelines sub-chapter will supplement the land use map by discussing critical gateways, corridors and special study areas.

Chapter Four: Implementation provides the necessary policy steps for using and implementing this document. It provides guidance for ensuring that The Plan remains a living document to be used by the leaders and decision makers in the Town.

CHAPTER TWO

Goals and Objectives

A. Introduction
B. Goals and Objectives

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INTRODUCTION

The goals and objectives will serve as the foundation for the updated Plainfield Comprehensive Plan. To develop this foundation, past planning efforts were reviewed. Public input was also solicited on many different levels including key person interviews, focus groups and public meetings. The Comprehensive Plan will provide a series of goals, objectives and policies that will provide specific guidance to Plainfield's decision makers. This plan will be uniquely different from other planning studies completed in Plainfield for the following reasons:

First, this plan builds upon what was created through previous studies. It is important that this plan acknowledge and embrace the discussions and information gathered through these processes. These studies provided additional insight regarding issues identified by Plainfield leadership and its residents. General and specific recommendations in the Comprehensive Plan have resulted after reviewing these studies.

Second, the comprehensive plan sets forth goals, objectives and development policies that will help Plainfield manage growth and development for the next twenty years. A future land use plan map will graphically display the desired future land use pattern that supports the goals, objectives and development policies.

Third, the plan will adhere to the Indiana Planning Law. The Indiana State Code requires three elements to be addressed in a comprehensive plan and several permissible elements that can be included to support the basic three elements. The required elements as documented in Title 36-7-4-502 include:

- A statement of objectives for the future development of the jurisdictions;
- A statement of policy for the land use development of the jurisdiction;
- A statement of policy for the development of public ways, public places, public lands, public structures and public utilities.

In addition to the elements required by the Indiana State Code, the Plainfield Comprehensive Plan will include transportation, housing, and urban design elements. These elements were included in the 1993 Comprehensive Plan and are built upon for this Comprehensive Plan.

It is evident from previous planning efforts that the high quality of life in Plainfield is one of the major reasons that people remain in Plainfield and why growth continues. Plainfield's quality of life is captured by its location, the people, schools, parks and pathways and the small town character. The premise for this plan is to continue to build upon these strengths and opportunities of Plainfield.

Citizen input has been solicited through a public participation process. The citizens of Plainfield have provided their comments on where the Town growth should be heading in the future. These ideas have been captured in the Towns goals and objectives.

GOALS AND OBJECTIVES

The goals and objectives were used to develop the future land use and transportation plan maps. Specific policies and recommendations will assist Plainfield decision makers in the implementation of the goals and objectives.

The goals and objectives are the most fundamental elements of any comprehensive plan. They answer questions of how and why the Town should develop and provide the framework to direct that development through recommendations made by the staff and various development boards and policy decisions made by the Town Council. They are the most useful tool in directing future policy decisions on more precise elements of the plan. These policies and programs should be seen as dynamic because they are the measures that will be used to obtain the goals and objectives.

Goals are statements expressing abstract values; they are ideal conditions or outcomes to be sought. Since they are impossible to measure, they primarily reflect the values and desires of the Town for its future.

Objectives are more specific rules and guidelines that generally represent an expanded description of a particular aspect of a goal or a more precise desired outcome. They also include Town policies or a course of action to bring about the goals.

Policies and Recommendations are a series of implementation measures which support the goals and objectives. These measures are starting points and may require refinement over time. Similarly, additionally implementation measures may be needed over the life of the plan to respond to changes in market conditions, community needs, or other influences.

The Town should review the goals, objectives, polices and recommendations regularly to ensure that they are reflective of the community's vision of its future. These ideas cannot all be accomplished at once. The relative potential of these programs should be considered as the Town prepares its annual budget. The programs should be implemented when staff and budget resources permit.

Prior to setting the new goals and objectives for the comprehensive plan, a meeting was held with the Steering Committee on June 19, 2003 ,to review and discuss the past comprehensive plan's goals, objectives, and polices. In this review, each of the goals, objectives and policies from the 1993 Comprehensive Plan were reviewed to determine if it was attained, or if it should be carried over to the new comprehensive plan. Many of the objectives from the 1993 Comp Plan have been addressed in a satisfactory manner. However some objectives were not attainted due to situations outside the control of the Town. Further there were still several of these objectives should be updated and utilized in the new Comp Plan. The following are some Objectives from the 1993 Comp Plan that still have significant value, and should be kept:

- Small community and independent identity
- Increase employment
- Preserve and protect existing neighborhoods
- Annex contiguous areas
- Encourage *variety* of housing types and prices
- Adopt a thoroughfare plan
- Coordinate transportation improvements
- Require ROW to be dedicated
- Maintain and improve existing park facilities
- Seek a variety of revenue generating sources

The following Objectives from the 1993 Comp Plan have not been met or still require further attention:

- Stronger coordination with the county
- Strengthen the Town Center
- Maintain and encourage long term neighborhood stability
- Promote residential development to offset acquisitions by the airport
- Re-examine the southern sector and determine if land uses need to be re-directed
- Establish public and private landscape and streetscape features along corridors to enhance aesthetics

A final exercise the Steering Committee was asked to participate in was a guiding principles exercise. The purpose of this exercise was to provide direction regarding future goals and objectives. The summary of the results of the guiding principles exercise is as follows:

- Growth should be focused in new/undeveloped areas
- Infill should not be overlooked
- Plainfield's form should be compact
- Current or lower densities should be promoted
- Quality of residential and commercial should be higher
- There should be a jobs-housing balance
- Plainfield needs more north-south access
- Consider multiple modes of transportation
- Provide adequate east-west access

These goals and objectives are presented below, organized by major planning category include: Community Development, Economic Development, Land Use, Community Services, Transportation, Housing and Urban Design. The topic areas provide an orderly way to address the issues and present policies because of their familiarity to the residents and decision makers. However, it should

be noted that many of the goals and objectives will transcend from one category to another. Many of these planning categories encompass and make sure of past planning efforts. Because these issues have been of great concern to the Town in past planning efforts as well as in the present process, they deserve to be expressed and built upon.

GOALS AND OBJECTIVES

Community Development

Goal Statement: Protect and enhance both existing and future development in Plainfield through pro-active growth management programs and progressive development design guidelines.

Objectives

- Protect and enhance the identity of Plainfield's small town atmosphere. This can be accomplished by infilling vacant or under utilized parcels with compatible land uses and maintaining current densities in new development.
- Ensure high quality future development in the Town by enacting creative urban design standards and implementation procedures for non-residential uses and identified important corridors.
- Emphasize strict adherence to well-coordinated urban design themes as well as the organized phasing of adequate public infrastructure to support the Town's remaining undeveloped parcels outside the Town boundaries.
- Promote the development of vacant and under-utilized parcels in the Town boundaries to keep growth focused and Plainfield's land use form compact.
- Provide a focused growth strategy that links population and employment growth directly to land absorption to ensure that appropriately sized areas have been targeted for future growth.
- Continue to encourage streetscape and pedestrian improvements throughout the Town especially along identified key growth corridors.
- Plainfield should promote a healthy land use mix that allows for both economic development and housing growth and preservation without compromising either goal.
- Encourage the appropriate adaptive reuse of both publicly and privately owned structures in the Town.
- Development should be encouraged to adhere to the development densities listed in the land use plan. If a different density is desired, the Town shall amend the land use plan to incorporate that change in policy.

Economic Development

Goal Statement: Expand the Town's existing economic and employee base by exploring economic development opportunities in the areas of office parks, warehouse, light industrial, hospitality, and airport support uses in order to strengthen the existing economy, and generate revenue and employment opportunities.

Objectives

- Encourage hospitality and airport related uses related to retail and service development in appropriate areas in order to diversify the Town's economic base.
- Identify areas suitable for new economic development or the expansion of existing local operations, particularly on the east side of Town, with an emphasis on long-term planning opportunities for light industrial facilities, office parks, hospitality and airport support uses.
- Work with existing businesses and property owners to ensure the continued viability of the Town's existing economic development areas.
- Identify areas suitable for redevelopment, particularly along US 40 and the existing site of the Correctional Facility, and develop specific strategies on a site-by-site basis to encourage such redevelopment.
- Continue working with the Chamber of Commerce to identify business opportunities within the existing market place and areas within close proximity to the City of Indianapolis, Indianapolis International Airport, and future connection to light rail. Such activities will promote Plainfield as an ideal location for future location of businesses that could take advantage of these surrounding opportunities.

- Identify sectors within the local retail market where local spending is "leaking" to surrounding localities. Through a detailed targeted retail study, the Town can actively promote the development of new and specialty retailers to take advantage of market niche opportunities.

Housing

Goal Statement: To provide for a wide variety of housing types and price ranges for all Plainfield residents with an emphasis on high quality site planning and development that will enhance the current housing stock, strengthen existing neighborhoods and create new neighborhoods that reinforce the sense of community and small town atmosphere in Plainfield.

Objectives

- Preserve and protect existing neighborhoods by strengthening planning, zoning, and building code enforcement.
- Support the use of Community Development Block Grant (CDBG) programs and funding sources as a means of revitalizing threatened, older neighborhoods within the existing core of the Town. The areas that would be eligible for CDBG funds would need to qualify as low (below 50% of median household income) or moderate (below 80% of median household income) income to qualify. Eligibility can be determined using Census block group data or by income survey.
- Encourage and promote community development by encouraging the organization and/or continued activity of self-sufficient neighborhood groups.
- Adopt a pro-active housing program which targets and promotes opportunities for the improvement of existing substandard housing structures.
- Identify existing neighborhoods that need targeted strategies for infill development, neighborhood improvements and focused rehabilitation efforts to maintain the strong neighborhood fabric.
- Through changes in zoning, encourage the development of nursing homes, adult care centers, assisted living facilities and other housing types which provide amenities that are attractive to retirees.
- Conduct a detailed housing survey to identify substandard housing structures and areas where housing programs should be targeted.
- Create and maintain a map of neighborhoods and subdivisions.
- Identify and promote new development opportunities for single family attached and detached residential uses.
- Recognize the disproportionate allocation of multi-family housing within the Town and limit future development within these sectors of the Town through the creation of Town policy and enforcement.
- Preserve the integrity of the historic character of Plainfield by protecting historic buildings and neighborhoods from inappropriate uses.
- Limit the number of small, starter homes to be built in the future.

Land Use

Goal Statement: Plan for a balanced mix of residential, commercial, and economic development uses which will accommodate the projected demands for housing, commercial, industrial and airport related uses as well as promote new employment opportunities for present and future residents.

- Identify and promote new development and infill development opportunities on vacant or underutilized properties which are compatible with existing neighborhoods.
- Develop and implement initiatives and procedures to encourage development in target areas such as the hospitality district and commercial areas that are contiguous to the Town's jurisdictional boundary.
- Designate suitable areas for commercial, office and economic development uses to provide sufficient tax revenues to balance the cost of providing services for future residential growth.
- Create inter-jurisdictional land use agreements to provide for land use planning and economic development efforts where conflicts exist between jurisdictions.
- Ensure that new development will be adequately supported by existing or planned public services and infrastructure.

- Identify priority areas for future annexation.
- Undertake a detailed study of future areas identified for annexation to determine their most appropriate land use potentials.
- Implement creative growth management techniques and design guidelines which foster new and appropriate redevelopment activities.

Community Services

Goal Statement: Provide adequate levels of public services to all the people and businesses in the Town, recognizing the regional aspects of certain facilities and services necessitate regional planning and inter-jurisdictional cooperation.

- Continue long range master planning for the determination of the most effective timing and routing of public utility system extensions and street extensions, and other improvements.
- Cooperate with adjacent jurisdictions in advancing planning and implementation programs for park planning and recreation opportunities.
- Continue to build the excellent parks and recreation system through the development of a five year parks and recreation plan that will plan for upgrades to existing parks facilities, promote trails and plan for future extension of the greenway system.
- Develop a comprehensive storm water management plan which brings Plainfield in compliance with Rule 13, Phase II of Indiana Storm Water Quality Management Plan.
- Plan and maintain public buildings to serve the needs of the community.
- Enhance and expand fire and park facilities to serve the Town residents and visitors.
- Identify areas of the Town where sidewalks or pathways need to be connected or upgraded.
- Update the sidewalk plan in the 2003 Town Center Comprehensive Plan amendment and conduct a sidewalk analysis to determine the need for sidewalks in additional areas of Town.
- Expand and enhance the Town's system of parks and trails to provide recreation, while preserving scenic views, natural areas and connecting to a larger regional network.
- Continue to encourage new residential developments to provide sufficient open space and connection to the greenway system. This is accomplished through existing ordinance provisions, residential design guidelines, and through design review.

Transportation

Goal Statement: Establish the location, character, and capacity of Plainfield's transportation facilities to be compatible with the Future Land Use Plan specifically protecting and maintaining existing gateway corridors including Perimeter Parkway. Plan for future road and street improvements and alignments to be compatible with emerging land uses, and provide adequate capacities to serve future growth.

Objectives:

- Implement street improvements which are of the appropriate scale and capacity to serve long-range traffic demands, while respecting the scale of surrounding neighborhoods and development.
- Review the development of private road systems within proposed developments, especially single-family residential developments to ensure the standards, maintenance, and services provided are compatible with the Town's standards.
- Establish and reserve new public street alignments and adequate rights-of-way in future development areas by establishing strategies for transportation implementation and phasing in conjunction with the development of properties.
- Examine the existing sidewalk system in neighborhoods and study the feasibility of adding sidewalks to these areas through the development of a comprehensive Town Sidewalk and Pathway System Plan.
- Link the greenway trail in Plainfield with the trails in Avon, Mooresville and Indianapolis to create a regional system.
- Study and determine the feasibility and location for a future light rail station in Plainfield.
- Coordinate transportation improvements with other jurisdictions including INDOT, Avon, Mooresville, IAA and Indianapolis Metropolitan Planning Organization.

- Require that right-of-way on identified corridors be dedicated to the Town to ensure enough property to support the widening and other improvements to the corridor.
- Strengthen identified north-south and east-west accesses in order to implement the future land use plan.

Urban Design

Goal Statement: Protect and enhance both existing and future development in Plainfield through pro-active growth management programs and progressive community design guidelines.

Objectives:

- Protect and enhance the unique qualities of Plainfield's small town atmosphere, as well as its sense of history, place and culture.
- Promote development opportunities which respect, preserve and protect the Town's ambience, historic properties, Town Center, cultural attributes, parks and sensitive environmental areas.
- Ensure the high quality of future development in the Town by enacting urban design standards and implementation procedures for nonresidential uses.
- Emphasize strict adherence to urban design themes as well as the organized phasing of public infrastructure to support the Town's remaining undeveloped parcels.
- Develop attractive entrances to the Town along major corridors.
- Maintain and further develop the spacious, restful ambiance of the Town, which is created by its parks, greenways and open space.
- Increase the character and identity of the Town Center.
- Encourage visual compatibility between existing and new development.

CHAPTER THREE

The Plan

A. Land Use Principles
B. Housing
C. Transportation
D. Urban Design Elements
E. Community Facilities

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SUB - CHAPTER

LAND USE PLAN

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LAND USE PRINCIPLES

Introduction

The purpose of the 2025 land use plan is to provide a public policy basis for the Plan Commission, Town Council and those wishing to develop land in Plainfield regarding future growth and development in the Town. The 2025 land use plan is not a zoning document, and it is not intended to impose any legal limitations on the development of land. The plan is an advisory tool used by the Town to express its desired vision of the future. It identifies the land use pattern that will maintain the Town's quality of life and tax base.

The land use plan forms the basis for legally defensible zoning. The land use plan is an influencing factor is in the decision process for rezone requests since it provides recommendations about location, density, and other relevant factors. The land use plan should be seen as a flexible document, open to interpretation in the light of changing circumstances in the Town over the next twenty years.

The 2025 future land use plan is designed to guide future growth into a pattern that meets the future development goals of the Town, as defined by the public during this Comprehensive Planning process. The Town should consult the plan whenever future development is proposed.

During the formation of this future land use plan, the Town Staff and Comprehensive Plan Steering Committee carefully examined all of the information and public comment gathered through the Comprehensive Planning process. This information forms the basis for a plan that responds to the significant expected population increase (over 29,000 more residents, more than doubling the 2000 population), while balancing the mix of land uses without completely changing the current character of the Town. In order to balance the cost of development within the community, Plainfield needs to continue to maintain the balance of non-residential uses to keep the cost of services from increasing. This balance has to be planned so that additional residents will be accommodated within the planning area while still preserving land for industrial, commercial, airport and office uses. Plainfield is fortunate to have a balance of land uses currently and continuing this holding of land will ensure that a land use balance will be sustainable in the future.

In order to provide for a future land use equilibrium, an increasing population size, and the rights of individual property owners, the public hearing/input process was used to identify those areas that Town residents felt were the most important in determining Plainfield's unique character and growth tendencies. During the Comprehensive Plan process, the goals and objectives from the 1993 Comprehensive Plan were reviewed. It was agreed that some objectives have been addressed in a satisfactory manner, some are no longer attainable, and some still require further work. Previous goals and objectives that are still vital to the 2025 Comprehensive Plan include: small community and independent identity; increase employment; and the encouragement of a variety of housing types and prices. Objectives that have not been fully reached include: stronger coordination with the county as well as the Metropolitan Planning Organization (MPO), the Town of Avon, and the City of Indianapolis; maintain and encourage long term neighborhood identity, and establish public and private landscape and streetscape features along corridors to enhance aesthetics.

An exercise was undertaken to determine what future objectives this 2025 Comprehensive Plan should address. From this exercise, it was concluded that the Steering Committee and public valued certain objectives that when implemented together, would be contradictory. Two such contradictory objectives included the orientation of future development at current or lower densities and the form of the Town remaining compact. These objectives are contradictory because allowing development to occur at lower densities will require more consumption of land, causing the Town to spread out. Therefore either the Town will need to grow in area or densities will need to increase. Eventually, if densities are not increased in certain areas of the Town, growth will reach planning area boundaries, and the goals will have

to focus on redevelopment. Low density growth that consumes a large area of land will cause an increase in cost to the Town and its residents to provide services at the continued quality and level that exists today.

Resolving conflicts among goals and objectives is a major role of comprehensive planning. In that context, there are three distinct characteristics that must be evaluated in order to properly address local needs and to determine where Plainfield should direct growth in the future. One characteristic is the quantity of growth. Focusing on quantity will center a large portion of a plan's objectives on the type and amount of development. The second characteristic is the location of growth. With this characteristic, a plan's objectives will focus on the placement or direction that future growth will occur. The last characteristic is the quality of growth. Quality not only refers to how much the growth will cost, but also on the amenities and aesthetic characteristics associated with that development. The 1993 Comprehensive Plan focused primarily on the location and somewhat on the quantity of growth. Specifically, the plan contained a land use map that depicted the location of growth, but there was little linkage to the population and employment projections over a 20 year period. It was determined that the land use map developed for this 2025 Comprehensive Plan should be tied to population and employment projections and how they impact future land use absorption.

After review of the 1993 objectives and determining which objectives should be carried forward, further discussions were held with staff, the Steering Committee and public, and it was concluded that this Plan should have a focus on the quality of the growth in Plainfield. While the location and pattern of land use is basically preset due to past development, the Town can still influence the quality of the growth and how the market is influencing that growth. It was determined that certain parameters need to be put in place now to dictate the character and appearance of future growth so that the existing character of the Town can be maintained or enhanced.

Land Use Constraints

As stated previously, there are many factors influencing the location and quantity of growth within Plainfield. Some of these influencing factors are distinctly special to Plainfield. One such influencing factor is the environmental assessment of Plainfield, which can be seen in Figure 3.1: Environmental Assessment Map and Bat Habitat Areas. The map displays the limitations on development caused by environmental factors. Scattered throughout the planning area are the environmental limitations of woodlands, wetlands, lakes, and waterways. One element that makes Plainfield unique is the location of existing, proposed and restored wetlands and bat habitats. These extremely sensitive areas are clustered in the southeast corner of the planning area, primarily east of State Road 267, south of Interstate 70, and north of State Road 67. These bat habitats are particularly sensitive since growth and development cannot be located in these areas. This takes the special habitat out of the mix for land absorption. Additionally, the density of land uses around the area would be limited. The location of bat habitats in this area is due to the mitigation for the Indianapolis International Airport.

Another influential factor constraining development is the noise created by the taking off and landing of airplanes. Figure 3.2: Airport Noise Contour Map graphically displays the volume of noise caused by aircraft operations at Indianapolis International Airport. The severity of the noise impact depends upon the proximity and the path of flights into or out of the airport. The noise contours run from southwest to the northeast and are primarily located in the east southeastern portion of the planning area over several neighborhoods.

Figure 3.1: Environmental Assessment and Bat Habitat Areas (11x17)

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Figure 3.2: Properties Owned by the
Indianapolis International Airport (11x17)

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Figure 3.3: Noise Contours (11x17)

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This map has a major influence on development decisions in Plainfield because only certain types of development are allowed within this noise zone according to Federal Aviation Administration (FAA) standards.

According to the FAA published report entitled Land Use Capability and Airports in the areas within the 75 and over Day / Night Average Sound Level (DNL), the only compatible land uses include commercial, industrial and agricultural. In the 65-75 DNL range, the only activities that are considered compatible include recreational activities, such as outdoor sports and camping. All land use activities are considered compatible in areas that have 65 DNL or less. Airport Noise Contours change over time due to changes in aircraft operations and technology. Airplane engines and jets are becoming less noisy and it is possible that these contours will be readjusted at some point in the future to allow residential growth to occur within currently identified boundaries.

A final influential land constraint that places a restriction on the land use location decisions of Plainfield is the property owned by the Indianapolis International Airport. Figure 3.2: Properties owned by the Indianapolis International Airport Map shows the properties that have been purchased by the Indianapolis Airport. These properties have either been purchased as part of the airport's noise mitigation program or for the protection or transfer of environmentally sensitive areas. Most of the property is located in the eastern or the southeastern portion of the planning area. Properties located within or just outside Plainfield's existing planning jurisdiction make it difficult to legally control the activities that may occur there. Uses identified by the Town for this area may differ from those planned by the airport. This is especially important since a portion of the airport property centers around the area just south of the I-70 interchange, which is a pivotal growth area for Plainfield as it could mean additional tax base with commercial and airport related uses.

National Land Use Standards

Considering the Land Use Mix

One of the primary components of a comprehensive plan is determining the appropriate mix of land uses needed by a community. Two land use ratios are useful in this process: the existing land use ratio (to be discussed later in this section) and a standard ratio maintained by healthy communities. While there is no set ideal for a healthy land use mix, several studies have been conducted to determine recommendations which communities can use as a reference for their own land use plans. The comprehensive plan for Plainfield draws on the conclusions of a study conducted in 1992 by the American Planning Association.

TRENDS

The past explains how the existing pattern came to be. By analyzing the past, the growth pattern can be better understood, and from this pattern, growth trends can be established for various land uses. Trend analysis provides the opportunity to incorporate the effects of growth influences unique to Plainfield.

Residential Uses

As more people seek the location, convenience and quality of life offered in Plainfield, it is important that a proper residential mix be constructed. If one was to buy an existing house in Plainfield, there would be a fifty percent chance that it was built within the last twenty years (since 1980). Such a relatively young housing stock displays just how quickly Plainfield has been growing. Approximately two thirds of Plainfield's housing is of the single-family detached variety. Single-family detached homes are such a large portion of the housing stock that 79% of the subdivisions built in recent years have consisted of between 3 and 4 dwelling units per acre. This relatively moderate density requires a large portion of land to house people.

Plainfield and Guilford Township have comparatively equal median housing value, especially compared to the median values for the county, metropolitan region and the state. Guilford Township median home value is only $3,500 more than for Plainfield. Such a situation is uncommon

due to the fact that more expensive homes are usually located outside of cities and towns. Presently the majority of homes in Plainfield have values within the $100,000 to $150,000 range based on the last Census, while the median home value range that is desired within the community is $150,000 to $200,000.

The most aggressive population projection for 2025 was devised by applying a linear regression analysis to Plainfield building permit data gathered from the Housing and Urban Development web site. This population projection resulted in an estimate of approximately 47,600 people by 2025. This would require 12,200 new homes on approximately 3,500 acres of land, in addition to the land that has already been platted or zoned. Projected annually, roughly 140 acres of residential land would need to be set aside every year, in addition to the land that may be previously plated or zoned, until the year 2025.

Commercial Uses

Historically, Plainfield has been served by local commercial uses that meet the needs of those living in close proximity to them. The primary purpose of these local community nodes has been to meet the day-to-day shopping needs of Plainfield residents and the residents of Guilford Township.

The amount of retail use in a community is closely associated to the population or number of homes in the community, so it is not surprising that the majority of existing local retail has been built over the last twenty years, with the greatest part of new retail located within the U.S. 40 corridor. In 1990, 360 acres of commercial use existed, and by the year 2000, an additional 120 acres were added for a total of 480 acres.

Based on past trends, two separate retail projections were presented to the Plan Steering Committee. The Committee agreed with the most aggressive projection, indicating that by the year 2025, approximately 735 additional acres will need to be zoned or platted. This is a rate of approximately 30 acres per year. This projection was created by using the same ratio of housing units to commercial acreage as in 1990 and 2000.

Industrial Uses

In recent years industrial development has seen an increase that has been directly related to the existence and location of the Indianapolis International Airport. The largest proportion of the existing and recent industrial development in Plainfield exists within the three industrial parks near the airport, the Plainfield Business Park, the Airwest Business park, and Airtech Business Park. This industrial area was started in 1995 and accounts for over one thousand acres of industrial use. Assuming the rate of industrial growth since 1995 was to continue into the future, nearly 140 acres of land per year would need to be zoned or platted for industrial development through 2025, resulting in an additional 3,750 acres of industrial land. At this rate, the expected date of build out for the industrial parks would be 2010. In an exercise the Plan Steering Committee posed a question as to whether 3,750 acres of additional industrial land was needed or wanted in Plainfield by 2025.

Development of Land Use Scenarios

In June of 2003, a meeting was held with the Plan Steering Committee to identify the desirable quantity and location of growth within Plainfield. The Plan Steering Committee was presented with data related to existing uses and growth trends. The committee agreed with the projected population in the year 2025 and with the increase in residential housing units the increase would create. The committee also participated in an exercise to develop the locations of growth by the year 2025.

Land Absorption

Land absorption is the technique or process of determining how quickly the available land in an area will be consumed by development. Essentially, by calculating the speed at which development has been occurring historically, the amount of undeveloped land needed for such uses as new homes, retail and industrial businesses can be determined. This technique is helpful in determining the land use control or policy decisions of a specific area such as Plainfield. Evaluating the rate of growth is important for ensuring that the Town is able to provide the services that its residents demand.

Figure 3.4: Housing Development Trend by Residential Zone

	Average Density (Housing Units per acre)	Total Number of Lots Built in Housing Development	Percentage of Lots
R-1	0.9	3	0.07
R-2	1.67	163	3.65
R-3	2.85	309	6.91
R-4	3	432	9.66
PUD	3.9	3563	79.7

This will assist in the provision of governmental services in Plainfield and will reduce market constraints for land use development for developments such as a retail center by providing land that is properly zoned ahead of development rather than delaying a project (which is costly to the developer and the investor) because of the need for rezoning. Even though much of the land absorption process is mathematical, the process is essentially a simple trend analysis of what the actual conditions will be. All were approved by the Plan Steering Committee at the June, 2003 meeting.

Residential Land Use

The rate of land absorption was determined using many different sources of data and methods. First, the 2000 population and person per household information for Plainfield was gathered form the Bureau of the Census 2000. In 2000, the number of persons per household was 2.44, an assumption carried throughout the calculations in this section. Using the number of residential housing building permits issued by Plainfield (475), gathered from the Housing and Urban Development, linear regression was used to project the future population in 2025. Using this method an aggressive 2025 projected increase in population was found to be 47,600. The projected 2025 population increase was then divided by the number of persons per household (2.41) to find out how many additional housing units would be needed if Plainfield continued on its existing growth pace. A total of 19,760 units would be needed to sustain the future population projections with approximately 12,200 new additional units. By using a list of recent (past 6 years) housing developments to be built in Plainfield, an average density was found for each zoned residential area. Along with the average density, a percentage was determined regarding how many homes in each zoned residential area would eventually make up the total housing demand for the future population. Stated another way, a percentage was found to determine the likelihood that a development would occur in each residential zone area. The chart of these percentages and average densities can be seen in Figure 3.4, Housing Development Trend by Residential Zone. These are based on the residential development trends in Plainfield for the past six years.

Figure 3.5: Acres Needed by 2025

	Total Number of Additional Homes Needed by 2025	Average Density	Total Number of Additional Acres Needed by 2025
R-1	10	0.9	11
R-2	450	1.67	269
R-3	840	2.85	295
R-4	1200	3	400
PUD	9700	3.9	2487
Total	12,200	----	3462

The number of housing units or lots needed by 2025 in each residential zone was determined by multiplying the number of homes needed for the additional population in 2025 by the trend percentage of housing units of each zone. For example, 840 homes would be built in the R-3 residential zone (12,200 additional units needed divided by the percentage of lots in each zoning district based on trend). This number was then divided by the average density of each residential zone to determine the number of acres each zone would consume. The number of acres required by each residential zone may be seen in Figure 3.5, Acres Needed by 2025. Overall, it was calculated that an additional 12,200 homes would be required by 2025 and that these homes would be built on approximately 3,500 acres. If the growth of

Plainfield continued at its existing pace, approximately 490 homes would be built on 140 acres each year.

Commercial Land Use

The Commercial land absorption rate was found by determining the present ratio of residential dwelling units to commercial acreage. This ratio was used because a certain number of homes and population must be present for the commercial business to remain profitable. It was established that there are 7,051 households and 480 acres of developed commercial properties located in Plainfield. Based on the land absorption analysis for residential use, it can be assumed that the estimated additional 12,250 homes will require a proportional increase in commercial acreage. Using all of this information, the ratio was established that for every residential unit in Plainfield, 0.06 acres of commercial use are needed. This implies that in 2025, approximately 735 additional acres of commercial development will be needed. Roughly 30 acres of additional commercial property per year will need to be developed to ensure that added residents will be adequately supplied with the necessary commercial services in 2025.

The currently zoned commercial properties will be built out in 2047 assuming that 30 acres per year of commercial development will be needed and that 1,418 acres of the 1,898 acres zoned commercial remained undeveloped at the time of analysis.

Industrial Land Use

The industrial land absorption rate was found by determining the urbanized or developed growth over the last 20 years. It was concluded that the most recent industrial development has occurred in the Plainfield Business Park at Airwest and Airtech during the last seven years, so it is critical to determine the amount of acreage that Airwest and Airtech consume. Airwest and Airtech are located on 1,053 acres. Assuming that the industrial sector of Plainfield will continue to grow at the pace Airwest and Airtech has over the past seven years, it was calculated that 150 acres of land will be consumed every year. At this rate, 3,750 acres of industrial would be needed by 2025 to ensure Plainfield is able to continue to attract industrial businesses.

At the growth rate of 150 industrial acres being consumed each year, the currently zoned industrial acres will be consumed in 8 years, or by the year 2011. In other words, 1,137 acres of the 2,340 acres that are zoned industrial have been consumed, and just over half of the existing industrial zones will be consumed by new industrial businesses by 2011.

Land Absorption Exercise

Although absorption analysis yields a quantity and rate for growth, it does not identify the location of that growth. This task was undertaken by the Steering Committee. The Steering Committee was asked to split into two separate groups. Each group was given an existing land use map and representative pieces of colored paper that were scaled to represent the expected growth of each land use by the year 2025. For example, the residential square was yellow and represented 3,400 acres. The groups were then asked to cut up the representative pieces of paper and place them on the map where they believed growth of that land use would occur. The result was an estimate of amount of development by location.

The two resulting scenarios are presented on Figure 3.6: Land Absorption Exercise. The land absorption maps have many similarities. Both groups placed a large portion of residential to the west side of Plainfield, and most industrial to the east side of Plainfield near the existing industrial area. Both groups placed a significant amount of commercial near existing commercial areas, but one group tried diligently to fill in the vacant areas on U.S. 40 and SR 267. Both groups placed industrial on the existing bat habitats in the southeast portion of the planning area.

In terms of differences, one group placed a large portion of industrial in the southwest area of the planning area near the proposed I-70 exit at SR 39, while the other group placed a residential area on the existing quarry. This prompted detailed discussion regarding the future of this area. The discussion was conducted by focusing on the six different areas of development.

Figure 3.6a: Land Absorption Exercise, Steering Committee Group 1

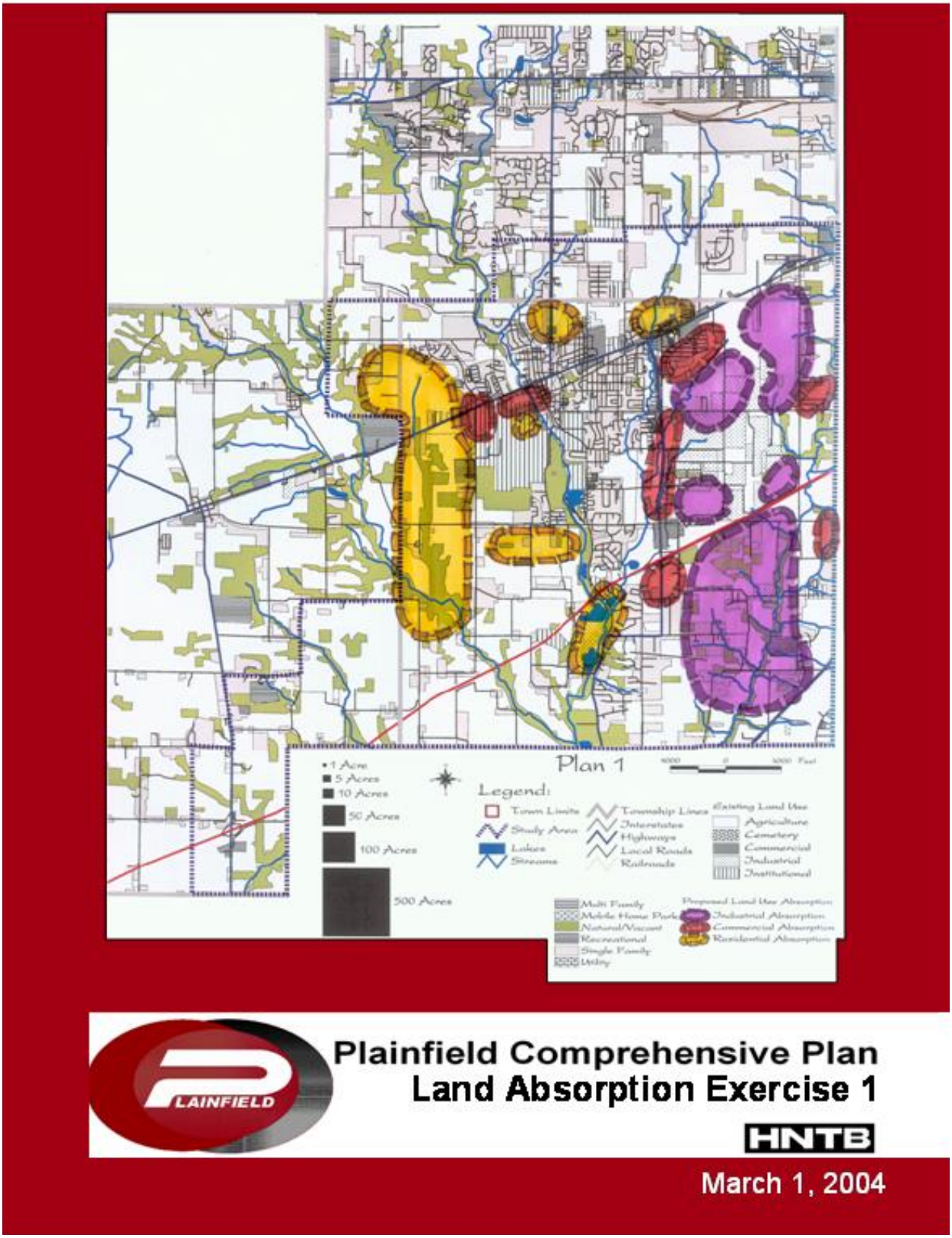
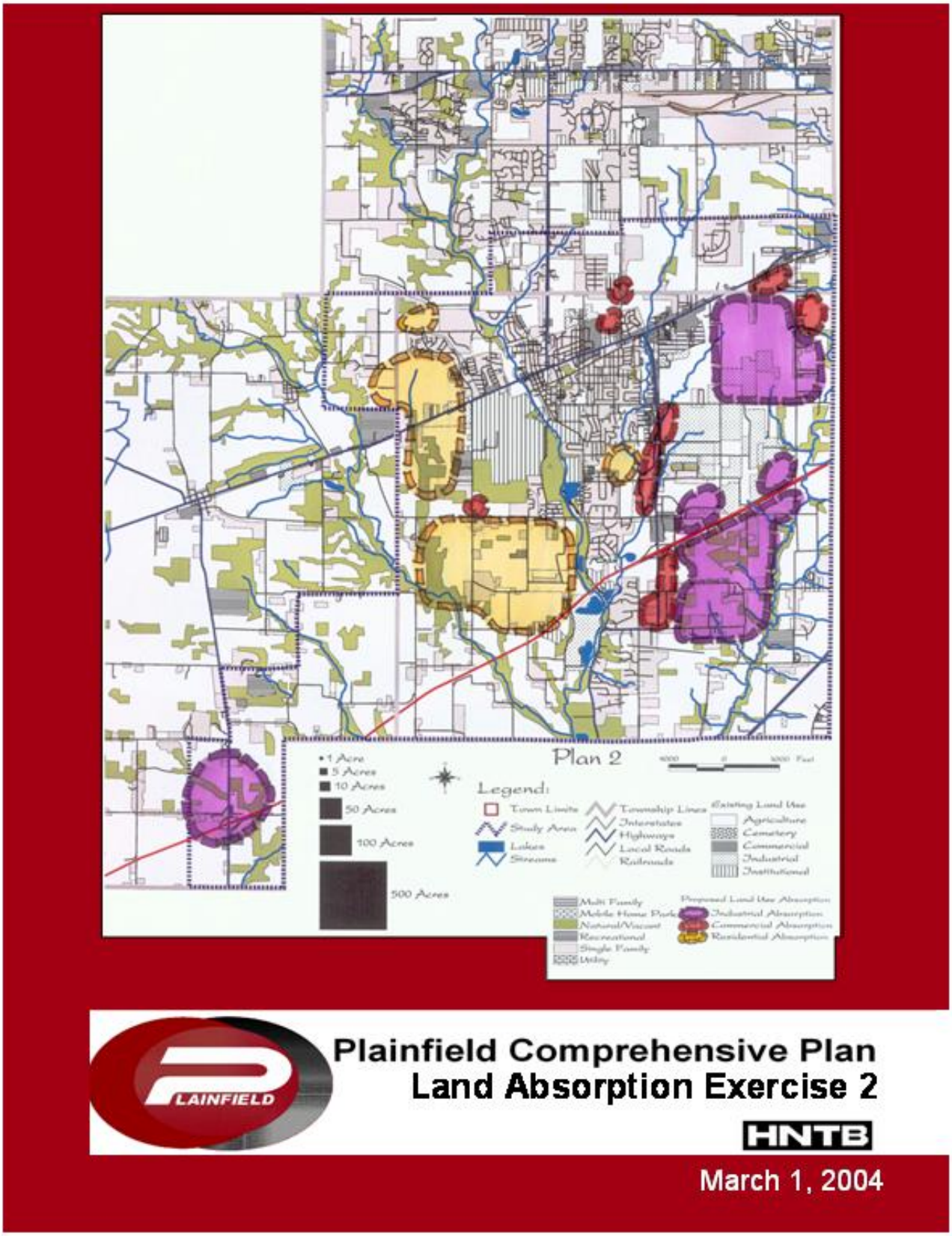


Figure 3.6b: Land Absorption Exercise, Steering Committee Group 2



The first was the regional access problems the development scenarios could create. Discussion in this area centered on the expansion of Moon Road to four lanes and other street expansions. The next category was the local access, which included such concerns as the elimination of the SR 267 jog south of I-70 and the continuation of Stanley Road to the west. Utilities were the next category considered with the location of the new wastewater treatment plant being a major determinant, and community facilities were reviewed, with the fire stations being the greatest concern. The next category was the implication for retention of open space. It was determined that if growth were to occur in the pattern that was displayed in the scenarios, open space would need to be better planned throughout Plainfield. Specifically, additional open space would need to be added in the northeast portion of the planning area. The final category was the evaluation of which corridors would require treatments. In general, it was determined that many corridors would require corridor improvements, but U.S. 40 and Dan Jones Road were at the top of the list.

On June 19, 2003 a workshop was held to discuss the implications of the growth scenarios in further detail. Figure 3.7, Development Implications, is the result of discussion regarding the land use scenarios created by the Steering Committee and the impact on the Town infrastructure. These discussions began to set the framework for transportation, utility and parks improvements.

FUTURE LAND USE PLAN

At the time the 1993 Comprehensive Plan was created, the Town was very proactive in thinking through the development of the Town and the location of future infrastructure and community facilities. The number, size and complexity of development proposals before the Plan Commission and Town Council during the 1990's was unprecedented. However, the Town used its 1993 plan to help manage the placement of that growth which has set in motion a defined land use pattern.

There is every indication, based on population forecasts and projected land absorption rates that this level of activity during the 90's will continue well into the future. There is an urgent need for a land use plan that brings together data from various planning elements undertaken as part of the Plainfield Planning Process, as well as other studies prepared in the region including the 2025 Indianapolis Economic Plan. The 2025 Comprehensive Plan will provide public officials with guidance for making decisions on development proposals and region-wide coordination of growth.

The 2025 Comprehensive Plan is a dynamic statement of public policy by the staff, Town officials and public. Figure 3.8, 2025 Future Land Use Map represents and illustrates the proposed physical arrangements of land use for the Town of Plainfield. This 2025 Future Land Use Plan builds from the work accomplished by the Town in the 1993 Plan. The 2025 Plan serves to translate community goals into a narrative and graphic illustration. It is based upon the existing land use, current zoning analysis, and the desires of the staff, Town officials and public as expressed in Steering Committee and public meetings.

The plan is intended to be a working document which will provide for the orderly development of the Town, assist the community in its effort to maintain and enhance a pleasant living environment, and foster economic development and redevelopment where needed. The 2025 Plan should be reviewed every five years, with citizen input, in light of changing demographics, changes in state or federal policies, major infrastructure improvements, major shifts in the regional employment base, public policy decisions, and economic and employment activities.

The 2025 Future Land Use Map is located in this subchapter and shows changes that reflect the goals and objectives expressed in this Plan, and other considerations such as population forecasts and natural resources. The 2025 land use designations on the map are estimated to exceed the land use needs of the projected population of 47,600 and do so while sustaining Plainfield's quality of life and community character.

Figure 3.7 Development Implications

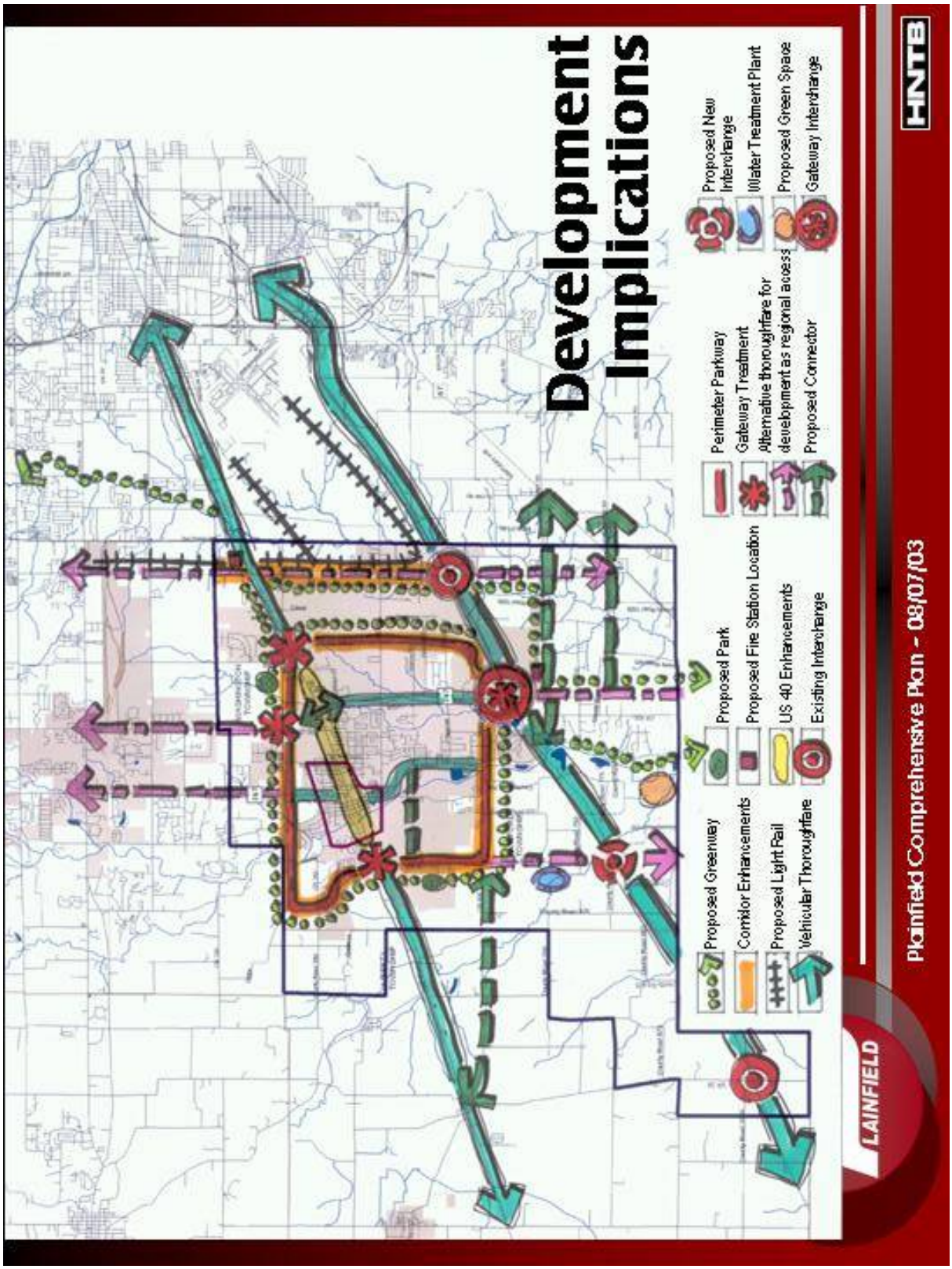


Figure 3.8: Future Land Use Map (11x17)

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The 2025 Comprehensive Plan provides a general reference and framework for land use allocations in Plainfield. The 2025 plan addresses issues on a community-wide scale, considering the development pressures brought on by growth in the Indianapolis region and at Indianapolis International Airport. It outlines how development should occur in a manner consistent with the stated goals and objectives. Within the larger context of this plan, there will always be localized areas that require more detailed analysis. Detailed analysis of specific areas may lead to land uses different than those indicated on the 2025 Future Land Use Map. These localized departures should be reviewed in the context of the goals and objectives of the 2025 plan.

The proposed land use categories were selected in an effort to create a long term plan for the development of the Town. These classifications and their general location are described below.

Densities of any new proposed subdivisions in any area should be based on prevailing Town standards and regulations, surrounding densities, the character of the new development and the capacity of infrastructure including sewer, water and roads to meet service needs. The review of subdivision proposals should also consider the rate of development and the infill of surrounding areas to ensure that the Town and other taxing bodies can provide adequate levels of service to new residents.

Relationship of Planning To Zoning

In order to achieve the land use classifications established in the Proposed Future Land Use Map, the Town will need to rezone land in some cases. Figure 3.9 establishes a connection between the land use classifications used in the Future Land Use Map and the Plainfield Zoning Ordinance. These combined districts have been compared to determine which land use classifications will require additional land to be zoned by 2025.

Much of the additional acreage will come from the rezoning of agricultural land for development, which is consistent with the policy of using agricultural land as a "holding" use for future development in the rapidly growing metropolitan community. Figure 3.10 demonstrates the land use classifications that have adequate land zoned and those which will need to have additional land zoned. Where there is a deficiency between the future needs and the current zoning, the number of acres needing to be rezoned is noted. Note that Planned Unit Developments are not included as a separate land use on the Proposed Future Land Use Map and therefore are not included in the analysis. Also, institutional uses are not a zoning classification so they have not been calculated.

The Town currently has adequate land zoned for R-4, Medium to High Density Residential uses and for R-5 and R-6, High Density Residential uses. The Town will need to rezone additional land for general commercial uses, industrial uses, community commercial uses, office uses, rural residential uses, R-1 Low Density and R-2/3 Medium Density Residential uses, as well as Town Center uses.

Figure 3.9 Relationship of Land Use to Zoning

Land Use Plan Category	Relationship to Current Plainfield Zoning Districts
Light Industrial / Warehouse	I-3
Airport Support	I-1, I-2
Regional Commercial	GC
Community Commercial	NR
Office	OD
Institutional	Not a specific district.
High Density Residential	R-5, R-6
Medium to High Density Residential	R-4
Medium Density Residential	R-2, R-3
Low Density Residential	R-1
Rural Residential	RR
Agriculture	AG
Town Center	TC
Mixed Use Commercial / Residential	GC
Mixed Use Office / Commercial	OD
Institutional / Office	Not a specific district.
Neighborhood Commercial Node	NR
Hospitality Commercial Node	GC, I-1
Interstate Commercial Node	GC

Agriculture Uses

The agricultural category applies to extensive areas located in the southwest corner of the Planning Area. A major strategy of the Town's objectives and Land Use Plan is to utilize these as holding areas until land is needed for growth and development. Generally, available land within the Town limits should be utilized before development occurs outside. As lands designated for low-density residential use are developed, areas designated for agricultural use within the Planning Area should be gradually re-classified for rural residential or low density residential use.

Lands within this designation shall remain primarily undeveloped except for single-family dwellings and accessory buildings on large lots and except for buildings related to agriculture or other uses which do not conflict with the rural areas specified on the map. Those lands that are developed with single-family uses shall be at a density one (1) dwelling units per five (5) acres, unless re-classified to a different land use category.

Once this area has been annexed into the Town to facilitate planning for the proposed interchange at County Road 600 (Moon Road) and I-70, the area should be re-examined. It may be advisable at that time to re-classify the land use to a higher residential density including rural residential and low density residential, with the upgrade of the roads in this area to support the development of the interchange.

Rural Residential Uses

Rural residential areas designated on the map act as a buffer use between existing agricultural uses, rural residential uses and low density residential uses. The uses within this land use classification are aimed at preserving older, larger lot areas where initially established in the county. Some of these areas may still be on septic tanks and wells.

These areas within the planning limits should be approved for single-family residential uses and other related low intensity uses such as open space, greenways and parks, with a density of approximately one dwelling unit per one and one-half acres. Because these lots are larger, the majority of single-family uses in this classification should be owner-occupied. These areas will typically be in small subdivisions of four houses or less or on single lots. The appropriate zoning classification for this district is RR, Rural Residential Classification.

Low Density Residential Uses

The largest residential classification is low density residential. This land use provides an environment of lower density, single-family detached dwellings, along with other related facilities such as parks, schools and churches. These areas are removed from the central core of the Town and are predominately served by water and sewer utilities. Only a few areas within the Town boundaries are appropriate for low density residential areas, including the area north of the proposed Vandalia Road Trail to approximately County Road 200 South as its northern most boundary and continues to the west bounded by County Road 400 on the west. A second area is proposed for Moon Road from US 40 to County Road 700 South as its southern boundary and west to County Road 400. A third area of low density residential is recommended for an area south of Hadley Road and west of Center Street. It is bound approximately to the east by County Road 825 East.

This category provides for single-family housing opportunities with a scale in a density range of ½ to two dwelling units per acre. Appropriate zoning districts to be applied to lands given this designation include R-1, Low Density Residential District and the PUD option. R-2 District may also be used if appropriate amount of open space is provided.

The low density residential designation should only contain single-family detached residential uses and limited public and institutional uses that are compatible with low density residential neighborhoods as detailed by the Town of Plainfield Zoning Ordinance. Because these areas have been identified in relatively undeveloped land areas, they will contain new, modern residential uses. Based upon past ownership patterns, the majority of these uses will be owner-occupied, single-family houses due to their location outside of the Town's jurisdiction and utilities have not been extended to many of the areas. Utilities are

required for any development classified as R-1 and above.

As developments are established, they should be encouraged to form as neighborhoods with neighborhood associations, unique identities and themes. The subdivisions should have access to a main thoroughfare. Smaller subdivisions should contain one entrance that is a divided entry and larger subdivisions should contain two or more entrances. Other characteristics such as street lighting, sidewalks, and connections to the greenway system should be considered at the time of development review.

One of the Town's goals is to foster creative subdivision designs. To help facilitate that goal, this Plan promotes using the established development incentives in its R1 and R2 districts.

Medium Density Residential Uses

Medium density residential areas are the next largest residential land use classification on the map. These areas are proposed for the core of the community and should be the character of new residential development in this future land use classification, as seen with the development of Meadowlark Lakes and Villas and Bentwood Park, but of higher standards. The majority of these areas are located within the Town and serviced by sewer and water utilities. Future development should be at a density of 1 ½ dwelling units up to 4 dwelling units per acre. The lower density residential areas should be located near the periphery of the community to provide a buffer between more intense uses located within the jurisdiction of the Town.

Traditional land use patterns contain more intense and dense land uses closer to the center of the community while lower density uses are located farther away from the core. The 1 ½ dwelling units up to 3 dwelling units should be located in the areas identified below:

- South of County Road 600 (Hadley Road) from approximately County Road 650 South to Center.
- South of Stanley Road to County Road 600 (Hadley Road) from Center to State Road 267 (Quaker Boulevard).
- White Lick Creek, west to the edge of the planning boundary and south of County Road 350 south to US 40.

The areas within the medium density residential designation that should be targeted as 3 to 4 dwelling units per acre should be located in the areas identified below:

- North of US 40 from Dan Jones to just east of County Road 900 East.
- South of County Road 200 South to US 40 and east of Clover Drive to Raceway Road.
- White Lick Creek, east to North Carr Road from the proposed Vandalia Trail south to US 40.
- South of US 40 to just north of Stanley Road and east from Center Street to SR 267.

Considerable land is proposed for medium density residential use because of the desirability of locating this type of land use closer to shopping, employment and institutional facilities such as schools, parks and churches. In general, zoning districts appropriate for medium density residential uses include R-2 and R-3 residential districts, with the PUD option. A majority of the three to four dwelling unit density is located in the main housing core where the neighborhoods have been established for decades. The residential uses in these areas should be a mixture of housing types, and should continue to maintain the existing residential character.

There are various areas in the Town that have developed at this density, including areas where duplexes and some apartments have been converted from existing large, older single-family houses through renovation.

Medium to High Density Residential Uses

The Medium to High Density residential use classification is proposed for both single-family residential uses and duplexes. Condominiums, townhouses, and apartment buildings with three or

fewer units per building are also proposed in this classification.

Medium to high density residential areas are recommended for the area proposed to be located north of County Road 600 South (Hadley Road), and east of County Road 600 (Moon Road). This area is currently undeveloped so it would consist of new residential uses. It is proposed that there would be a mixture of attached and detached single-family houses. The single-family houses should be predominately owner-occupied with some renter occupied dwellings. If new development occurs in the area, it should be developed as subdivisions. The corresponding zoning classifications are the R-4 and R-5 residential districts and the new Urban Residential District. Allowable densities in this land use classification range from 3 dwelling units to 5 dwelling units per acre.

Appropriate secondary uses would include public and institutional uses that are compatible with the surrounding residential neighborhood. These would include utilities, parks, churches, schools, day care centers, libraries, golf course, public swimming pool, and government buildings.

New subdivisions in these areas should carefully consider buffering requirements especially if higher density subdivisions are proposed to be located next to lower intensity uses. In such cases, the buffering should be the responsibility of the higher density or conflicting activity.

As new subdivisions are created in this land use classification, it is important that Plainfield encourage their development as cohesive neighborhoods containing a variety of housing types. Examples of this type of neighborhood are Glen Haven, Westmere and Peacock Lake.

In reviewing all residential development before the Plan Commission, the following strategies should be given priority for approval for development in this land use:

- Utilizing the absorption rate chart in the housing sub-chapter, require developments over 100 units to have a mixture of housing types. This could be accomplished by using the desired mix ratios within the subdivisions to create a mix of different densities. The purpose of this is to provide variety so housing contains a unique look versus being homogenous.
- Encourage the use of Planned Unit Developments to provide flexibility and creative thinking in the development and planning of a new "neighborhood" for Medium to High Density Land Use Classification.
- Allow an increase in density if a developer sets aside land for public use, whether it be a school, church, government facilities such as police outpost or fire station, parks or connections to the existing greenway system.
- Orient amenities to neighborhood uses and open them for community use.
- Provide at least two entrances for larger subdivisions and provide through streets. The developer should provide stub streets where development is adjacent to an undeveloped area.
- Develop signage with a theme that fits the character of the subdivision and is consistent in material or design with sign standards used by the larger subdivisions and the Town as a whole.

High Density Residential Uses

This designation should permit higher density residential land uses such as apartments, condominiums, townhouses or retirement and elderly residential uses. Since high density residential uses can generate significant amounts of traffic, they should therefore be located near major thoroughfares and employment centers. Both two-family and multi-family residential uses are proposed for this land use classification. The majority of these residential uses will be renter occupied versus owner occupied.

There are many areas of existing multiple family residential uses throughout the Town, including large developments such as the Stafford Point apartments south of Stafford Road and Lakeside at Walnut Hills adjacent to the Marsh shopping center.

The corresponding zoning classifications for the high density residential use classification are the R-

5 High Density Residential District and the R-6 High Density Residential District. Densities should typically range from 5 to 8 dwelling units per acre, but should not exceed 8 dwelling units per acre. The R-5 district permits both single-family and two-family residential uses while the R-6 district permits multi-family.

The lower density developments in this future land use classification should be located in areas abutting lower density residential developments to serve as transition areas. The highest density developments should be separated or buffered from other low density residential areas and should be in close proximity to commercial uses or adjacent to the Town Center or Metropolis Center. Appropriate uses in these highest density areas would be apartments and condominiums. They should not exceed the height of adjacent structures in order to remain compatible with overall existing and desired residential character of the community. Suitable secondary uses include public and institutional uses that are compatible with the surrounding residential neighborhood. Some of these uses would include utilities, parks, churches, schools, day care centers, libraries, golf course, public swimming pool, and government buildings. As land use philosophies change over time, it is important for Plainfield to remain flexible and open to new land use situations in the high density residential land use classification.

Undeveloped areas that are proposed for mixed use residential development include the areas north of Hadley Road (CR 600 South), between Center Street and Moon Road, the Metropolis Center and in the Town Center. Developments in these areas should be reviewed in individual fashion to determine their impact on the character of the surrounding developments and transportation facilities. These types of development should promote a mixture of single-family detached housing with multi-family housing, such as apartments, condominiums, townhouses, or cluster housing, scattered throughout. As a general rule, it is recommended that the apartment components do not exceed 25 percent of the total number of units within the defined development due to the high number of apartment units already existing in the Town.

These areas should be developed with the intent that some type of commercial will be located nearby, whether it is a neighborhood commercial node such as the one identified at the intersection of Moon Road and Hadley Road, or near a major employment area such as the Metropolis Center. The focus in these areas would be on retail, restaurants and housing that would create a walkable, self-contained neighborhood reducing reliance on the need of automobile use and parking.

To provide a strong residential character and accommodate commercial support uses, the design of these self-contained neighborhoods needs to be flexible. The intent is to establish a subdivision or mixed use development that responds to desired planning policies. The most efficient and flexible mechanism is the PUD process.

Densities within a PUD or subdivision proposed with high density residential uses should not exceed eight (8) dwelling units per acre. It is desired that these high density developments are located so that they serve as transition areas between commercial and other lower density residential land use classifications. Locations of these types of high density mixed use subdivisions and neighborhoods are desired for sites that would contain a combination reuse of existing commercial or industrial structures with new residential development. In essence, this involves infilling around existing development versus locating where the conversion of natural and agricultural land would be required.

In reviewing these proposals, the Town should provide more regard to a development whose location is consistent with the future land use plan, particularly if it provides benefits in the areas of buffering, architectural detail, landscaping and recreational amenities.

In the review of proposed multi-family developments, buffering requirements should be given careful consideration, especially next to lower intensity residential uses. In such cases, the buffering should be the responsibility of the higher

density or incompatible land use and not with the lower intensity use.

The desire of Plainfield to approve higher density residential developments should depend on how well the development architecturally and aesthetically blends into surrounding neighborhoods. The following are proposed guidelines for overcoming some of the obstacles to higher density housing:

- Higher density development is appropriate for areas which are irregularly shaped or which have woodlands, slopes or other environmental constraints.
- Multi-family housing is an appropriate "buffer" between areas of other medium to high density residential development and commercial uses.
- Limit the number of smaller homes that will be built in the future.

Institutional Uses

This land use category includes a number of private and institutional land holdings. Proposed representative areas include Plainfield Municipal Building, fire stations, recreation areas, Plainfield School Corporation, Boys School, Indiana State Penitentiary, Indiana Law Enforcement Academy, Elks Golf Course and various churches. Although all of these areas may not be generally accessible to the public, they do provide a number of open space functions and the plan recommends connecting them to other open space areas when feasible.

This land use classification allows the Town and other public and private interests to develop public uses that provide government offices and facilities, recreation facilities, public schools and churches. The quasi-public cemetery use is also proposed in this category, recognizing its relative permanence. Densities, building design and landscaping should be compatible with the surrounding area. Buffering requirements may or may not apply, depending on the nature of the activity and the location of that use in relation to other uses.

Office Uses

While this area is designated for office uses, it is proposed to provide a mixture of public/institutional, professional office and general offices, and business and personal service uses. Generally, this land use classification would not include retail commercial uses. It is anticipated that office uses might be single uses as well as multiple uses located in combination with one another within a single-building.

This designation is designed to maintain and promote flexible redevelopment of certain areas of the Town and in undeveloped designated areas provide office uses, compatible office-type businesses and some public and semi-public uses developed in close proximity with commercial areas while serving as a buffer or transitional area between commercial areas, existing or future residential or industrial areas. It is proposed that schools, churches, and day care uses would be allowed as special uses.

Two areas have been proposed on the future land use map including the property located to the east of Cinergy and the Lovell Field property located north of US 40 and east of Carr Road. This property is currently soccer and baseball fields, however in the future it is anticipated that this property could be developed as office or community commercial use. The corresponding zoning districts would include OD, Office District and I-1 research/office industrial district. Offices in these designated areas should be developed with one to three floor office buildings which is consistent with the office development in Plainfield.

Because these areas are located on US 40, existing development setbacks from the street should be utilized in order to maintain the street presence.

Town Center Uses

Town Center Plan was created by BDI, Inc. in 2003 as a corresponding update to the comprehensive plan. The Town Center plan addresses issues associated directly with the development and redevelopment of the heart of the historic downtown district of Plainfield and adjacent neighborhoods. Several factors were studied and detailed recommendations were identified for infrastructure, land use, redevelopment and

reinvestment. The Town Center boundaries have been identified in the context of the Comprehensive Plan and Future Land Use Map. Any time new development or redevelopment is proposed for this area, the Town Center plan should be consulted and reviewed, and decisions made on how that development meets the criteria identified in that plan, as well as the recommendations contained in this Plan. The corresponding zoning classification is the TC, Town Center District as well as two new districts, recently created including the MU, Mixed Use District which would contain small scale retail and professional offices and the UR, Urban Residential District that promotes a mix of residential densities on the same lot or building, as well as assisted living. Other existing zoning includes R4, R5, R6 and NR. All development within the Town Center district should be reviewed for conformance with the plan prior to approval, whether in these districts or other existing districts.

An existing opportunity to meet the goals of the Housing Chapter exists in the neighborhoods surrounding the Town Center. Housing in these areas is located in preexisting neighborhoods and if redeveloped would serve as an alternative housing type for low and moderate income families. Redevelopment of these areas could include renovation of existing buildings as well as infill of vacant lots. Some advantages of redeveloping the areas around the Town Center include:

- Preservation of the neighborhood character established in these areas.
- Small homes suitable for new family types such as single professionals, single-parent families and the elderly where smaller lots are desirable.
- Opportunities for affordable housing.
- Connections to existing utilities and other Town services.

To protect these existing neighborhoods, they should be buffered and protected from differing land uses by implementation of a mixture of the following strategies:

- Setbacks should be consistent with the existing setback along the street.
- Increase setbacks for non-residential structures and parking lots.
- Increase buffer standards to minimize the impact of transition from high intensity to lower intensity residential uses.
- Implement architectural standards for non-residential buildings adjacent to residential areas.
- Require extensive landscape standards for transitions of use. These could include a 10 to 15 percent increase over the existing standards. Some areas specific items that could be increased or added include plantings, mounding and decorative fences or walls.

In order to encourage redevelopment of existing areas, the Town will need to provide incentives to facilitate the process. Some of the key policies that could be implemented include:

- Create additional incentives in the zoning districts associated with the medium density residential areas. This could include the creation of development incentives, such as reduced parking and landscaping, for the new UR district.
- Encourage developers to take advantage of the new UR (Urban Residential) district adopted per the recommendations of the Town Center plan.
- Improve infrastructure at public or shared costs.
- Provide interim uses such as parks on vacant parcels.
- Utilize public-private partnerships by creating a demonstration project to spur interest in redevelopment in an area.
- Favor in-fill development within existing neighborhoods prior to annexing development which could contribute to the sprawl of the Town.
- Strengthen residential neighborhoods around the Town Center through infrastructure upgrades, redevelopment and infill development.
- Support home occupations with no evidence of their existence displayed.
- Do not support the conversion of homes to retail uses, especially in neighborhoods,

unless the use is located adjacent to the Town Center. These uses should not encourage the expansion of retail into the neighborhoods.

- A new district has been created to promote redevelopment in areas adjacent to the Town Center. This new district will be the MU District.

Community Commercial Uses

The community commercial use classification has been proposed to focus on providing shopping, service, recreation, employment and institutional facilities that are required and supported by the Town residents. These uses are proposed to include general commercial uses such as a large supermarket (Kroger, Marsh), drug store (CVS, Walgreens), chain retail/discount store (Walmart, Target, Best Buy, Home Depot), specialty shops, service stations, churches, parks, mid-size offices, personal services, and schools. Community commercial uses are considerably larger and more diverse than the neighborhood and interstate commercial nodes.

Community commercial land use classifications are recommended to be located within four major corridors of Plainfield: along US 40, from Carr Road east to County Road 900; on both sides of US 40; south of US 40, west of Moon Road and east to Vestal Road; and along the east side of Quaker Boulevard (SR 267) from Stanley Road to just north of Stafford Road. The appropriate zoning classification for these areas is the GC, General Commercial Zoning District. This district allows general commercial uses that provide a higher intensity and volume of commercial uses. Uses in this district are larger users and should be located on primary arterial streets. Some associated uses would include auto related uses, clothing, food service, restaurants, professional offices, public facilities, general and retail uses.

The community commercial areas should include a mix of commercial, office and institutional uses and facilities, as well as commercial and institutional uses that provide goods, services and facilities which are demanded less frequently than on a daily basis by the surrounding neighborhoods. These commercial areas should contain some office uses demanded by community businesses. Apartments may also be present as a second floor use in the TC District or in the new MU District for the Town Center. Otherwise, a PUD is required in commercial districts. In order to achieve a desired mix of uses within a single development in this future land use classification the PUD zoning district is needed.

Specific development policies should be adhered to when reviewing development within these nodes. This criterion includes:

- The principal commercial uses will likely be a super store supermarket or a large discount store or movie theater.
- Small out lots or single use community commercial developments should range from 5,000 to 25,000 gross floor area.
- Uses which should be avoided in the community commercial uses area include:
    - Any uses which would be considered a nuisance when located next to a residential neighborhood.
    - Warehouse, manufacturing and other industrial uses.
- In any given community commercial area, development guidelines for the amount of acres devoted to a use can be established to help organize land uses. The total acreage devoted to community commercial areas should range from 27 to 90 acres. Commercial uses should range from 15 to 40 acres, office uses should range from 10 to 30 acres, institutional uses should range from 2 to 20 acres and public spaces should range from 0.20 to 0.5 acres. To help asses the appropriate size of a commercial use within this land use designation, community commercial uses should generally service a population between 10,000 and 20,000 people and have a service radius of 1 to 2 miles.
- If a new community commercial area is proposed outside of the existing areas designated on the future land use map, then it should only radiate out approximately 1000 feet from the identified area along the roadway. Generally, commercial areas need roadway frontage to draw people into the businesses.

- Community commercial areas should be located no further than ¼ mile from any medium and medium to high density land use classifications to provide walkable access to the area as well as serve as a buffer between residential uses and other non-residential uses.
- The use of frontage roads or common access points should be used from the arterial road.

The manner in which community commercial areas should be arranged about an intersection is as follows:

- The development of community commercial areas should be focused on one side of the arterial to limit the amount of crossover traffic by residents over the arterial.
- For the other side of the arterial across from the community commercial areas, office and institutional uses could be included as support uses. However, office and institutional uses should not comprise more than 40 percent of the community commercial area. Uses might include a school, church, bank, insurance office, realty office, etc. These uses should not cause the total office or institutional acreage to exceed the ranges given for the community commercial uses.
- Residential uses are acceptable surrounding the community commercial areas but should be heavily buffered from the noise, view and traffic.
- These commercial community areas should have direct access to a primarily arterial road and access to a secondary arterial and local network.

Regional Commercial Uses and Mixed Use Regional Commercial/Residential

Regional commercial uses are specifically designated areas within the Town of Plainfield that contain shopping, services, recreation, employment and institutional facilities that are supported by the region. These areas are proposed to contain a regional shopping mall, like the Metropolis located at the southwest corner of Perimeter Parkway and Main Street, a number of major employers, restaurant, entertainment facilities, and community college. The regional commercial uses are considerably larger and more diverse than the community commercial uses.

The targeted areas proposed for regional commercial land use are surrounded by residential support areas. These support areas may contain high density single-family residential dwelling units, apartments, duplexes, and condominiums. Housing densities surrounding regional commercial uses tend to be higher than those in neighborhood nodes and community commercial areas.

Another large area has been proposed as a regional commercial area. This area is located south of US 40 from approximately County Road 900 East to Raceway Road. This area also extends along US 40, on both the north and south sides to the county line. The corresponding zoning classification is GC, General Commercial. The use of a PUD in this land use district is encouraged to allow the creativity and flexibility of a large retail development. The GC district allows general commercial uses that provide a higher intensity and volume of commercial uses. Uses in this district are larger users and should be located on primary arterial streets. Some associated uses would include auto related uses, clothing, food service, restaurants, professional offices, public facilities, general and retail commercial uses.

The nonresidential uses within regional commercial areas are intended to provide goods, services and facilities which are demanded less frequently than on a daily basis by the surrounding region. The uses in this area could be regional office space and apartments included as part of a development. Both neighborhood and community commercial uses may be incorporated as part of the regional commercial area, since the area may be located near neighborhoods and provide easy access to the residents of Plainfield.

Specific development policies should be adhered to when reviewing development within these nodes. This criterion includes:

- The principal commercial uses in regional centers will be a regional shopping mall or traditional commercial district.
- Uses that should be avoided in a regional commercial center include:
    - Uses that are considered a nuisance when located next to medium to medium to high density residential area.
    - Warehousing, manufacturing and other industrial uses.
- As a guideline for mixed uses within a regional commercial development, the total acreage devoted to regional commercial centers should be approximately 100 to 325 acres. Commercial designations should range from 50 to 145 acres, office designations should range from 25 to 75 acres, institutional designations should range from 2½ to 15 acres, high-density residential uses should range from 25 to 75 acres, and public spaces should range from 5 to 15 acres.
- To ensure that the Town locates businesses that are truly regional in nature, the service guideline for these commercial areas is a population between 80,000 and 200,000 people with a service radius of approximately a 15 to 30 minute drive.
- Uses should only radiate out approximately 1500 feet or (1/4 mile) from the development along the roadway to provide visible and easy access to the development. Typically these types of developments will be located on major visible corridors.
- Due to the amount of traffic generated, regional commercial areas should be located at least ¼ of a mile from high density land use classifications.

The manner in which regional commercial nodes should be arranged about an intersection is as follows:

- The regional commercial development has a more diverse and intense mix of land uses than either a community or neighborhood commercial area. This type of development should contain be 60 to 70 percent commercial with approximately 30 to 40 percent other uses.
- Direct access to the regional commercial development should be provided by at least two arterials.
- There should be clearly marked and defined entrances and exits from the development.
- Depending on the site configuration and community context, the site may require access to an arterial that provides direct access within 3 to 5 miles to an interchange with access to an interstate.

Neighborhood Commercial Nodes

The neighborhood commercial node has been designated as a special area that focuses on neighborhood service uses that are vital to the day-to-day activities of the residents in the surrounding neighborhood. Theses uses are generally developed as both stand alone uses as well as small strip centers. This node is proposed to specifically target neighborhood commercial uses such as dry cleaning, small owner operated restaurants, coffee shops, convenience stores, gas stations, video stores, beauty salons, etc. Support uses such as churches, banks, veterinary clinics, real estate or insurance offices are also appropriate uses for these nodes. These diverse facilities are ideally located in close proximity to one another in the node, so that all the essential facilities are located in one convenient location, accessible in a single stop.

Two areas have been proposed as neighborhood commercial nodes. These include the intersection of Saratoga Parkway and US 40, and the intersection of Moon Road and Hadley Road. The appropriate zoning classification for these areas is the NR, Neighborhood Retail Commercial Zoning District. This district allows a variety of everyday uses ranging from clothing services, educational uses, and food sales and service to office, professional services.

Neighborhood commercial nodes should be located in close proximity to higher density residential areas to allow for the greatest concentration of people within a neighborhood to access the node via a

short walk, with a single stop that services the shops and services in the node.

Specific development policies should be adhered to when reviewing development within these nodes. This criterion includes:

- Commercial uses should dominate a neighborhood node. There is usually one larger retail use which is the essential element of the node and should generally be the principal establishment.
- Architectural features that are compatible with neighborhood residential.
- Uses that should be avoided in a neighborhood node include:
    - Uses that are considered a nuisance when located next to a residential area.
    - Larger retailers including discount stores.
    - Warehousing, manufacturing and other industrial uses.
    - Large employers.
    - Establishments that do not primarily surround the neighborhood uses.
- The total acreage devoted to neighborhood commercial nodes should be 8 ½ to 30 acres. Commercial designations should range from 5 to 10 acres, office designations should range from 2 ½ to 10 acres, institutional designations should range from 1 to 10 acres, and public spaces should range from 0.10 to 0.25 acres.
- To gauge the size of development proposed for the neighborhood nodes, it should serve a population between 1,000 to 5,000 people and have a service radius of 0.5 to 1 mile.
- Uses should only radiate out approximately 700 feet or (1/8 mile) from the node along the roadway to ensure that it does not erode the residential character of the area.
- Access from major thoroughfares should be limited to no more than two curb cuts.
- Pathways or sidewalks should be incorporated into the neighborhood node to allow non-vehicular access to the node.

The manner in which a neighborhood node should be arranged about an intersection is as follows:

- The focused commercial center should only occupy one quadrant of the intersection. Support uses such as a day care, insurance office, or realty office may be located on the other three quadrants.
- A limited amount of other commercial use may be located on one other quadrant of the intersection provided that the total area on the quadrant does not exceed 3 acres; it does not include a shopping center; and it accommodates commercial services intended to serve pass-by traffic traveling in the opposite direction such as a service station or car wash, bank or drive-through restaurant.
- Office and institutional uses should occupy one or two of the other quadrants if limited commercial uses discussed in the bullet point above are not developed in the second quadrant. These uses should not cause the total office or institutional acreage to exceed the ranges given for the neighborhood node.
- Residential uses are acceptable on one or two of the quadrants of the neighborhood nodes, again providing that limited commercial or office/institutional uses are not located in the second or third quadrants. Any residential uses should be buffered with heavy landscaping from the noise and views.

Interstate Commercial Nodes

The Interstate commercial node targets motor vehicle oriented businesses that capture the pass-through consumer. This classification is proposed for two distinct nodes including the interchange of I-70 and Quaker Boulevard (SR 267), and the future interchange of I-70 and Moon Road. These nodes have been identified for high traffic commercial and service type uses that have little effect on local traffic patterns. Development located adjacent to residential land uses should be

heavily buffered and should be aesthetically regulated through architectural design guidelines to limit their visual impact on these uses.

The uses found in this district will be fast food restaurants, gas stations, convenience stores and other smaller commercial uses. It is possible that a movie theater or large discount retailer such as a Home Depot, Target or office supply store could be developed at these interchanges. These interchanges should limit industrial uses to one corner of the interchange. The corresponding zoning classification should be the GC, General Commercial zoning district.

Mixed Use Office/Commercial

The purpose of the mixed use office and lower intensity commercial land use designation is to provide flexibility to allow for adjustments in the office market. Lower intensity commercial uses would include such uses as copy service, paper supply, small retail, coffee shop, dry cleaning, etc. Big box retail, auto-related uses, and hotels are not appropriate uses in this mixed use district. Three areas have been identified on the land use map for this classification. All are proposed to be located along Quaker Boulevard.

The first area is recommended for the east side of Quaker Boulevard (SR 267) from Hadley Road north to Stanley Road. This area still has a large amount of land undeveloped and the character of the existing uses has been primarily commercial in nature. It is possible that the parcels directly west of the industrial parks may be more of an office-type character with some commercial services included.

The second area is recommended for the west side of Quaker Boulevard (SR 267) at the intersection of Stanley Road. This area is nearly fully developed and contains a large medical facility. Any additional development should be encouraged to be similar medical-related uses.

The third area is recommended for the east side of Quaker Boulevard (SR 267) from Stafford Road north to approximately US 40. This area has been developed with a mixture of office, commercial and institutional uses including a daycare facility, fire station, and putt putt/go cart race track. This area is nearly fully developed. Any future redevelopment should focus on office or community commercial uses.

Applicable zoning classifications would include the GC, General Commercial and I-1, Office/Research zoning districts. OD, Office District, and PUD may also be permitted after review.

Many of the development considerations identified in the office and community commercial sections of this plan apply to this land use classification.

Hospitality/Airport Support Uses

The hospitality/airport support use classification provides locations for additional higher wage, professional employment opportunities versus warehouse or process industrial, community and regional commercial. While some office space is accounted for in other areas, the total amount of office space available may not be sufficient for larger businesses, especially those that desire close proximity to the Indianapolis International Airport. This classification is also designated for additional hotels, parking areas, gas stations, restaurants, and a limited amount of commercial use to support the primary uses in this classification.

This area is proposed to be located south of I-70 and east of County Road 825 to the County Line. The related zoning classifications include OD, Office District, I-1 Research/Office Industrial District, and I-2 Office/Warehouse District and the GC District General Commercial. Typical uses are building trade offices and facilities, large and mid-sized corporate offices, offices for smaller firms, incubators, office supply stores, reproduction services, hotels, restaurants, and related commercial uses. This land use classification should be used as a transition area between industrial areas and residential or commercial uses.

Specific development policies should be adhered to when reviewing development within these areas. This criterion includes:

- Typical acreages of planned developments should be between 50 to 750 acres.

- Developments in this land use classification are planned developments that should have an interconnected internal road network and shared open spaces.
- The individual buildings should be sited so that they will relate well to one another and are of compatible design and materials.
- The primary uses within this designation should be office and hospitality uses such as restaurants and hotels, and airport related uses such as parking operations.
- A limited amount of commercial, institutional and service space may provide those goods and services needed on a regular basis by firms located in this area, such as office supplies, reproduction services, and eating establishments.
- Developments should provide for some formal outdoor space for public use such as a plaza.
- Residential areas should be prohibited within these developments, with the exception of hotels, motels and extended stay hotels.
- Uses which should be avoided in this designation include:
    - Most institutional uses. (All developments should be reviewed and analyzed on a case by case basis.)
    - Heavy industries and smokestack industries.
    - Industries generating pollution.
    - Agriculture.
    - Supermarkets.
    - Large discount stores or other large retailers.
    - Establishments which do not directly support the businesses and employee needs of the land uses.
- At least one access point to the development should be located on an arterial.
- Access to individual sites within the development should generally be from secondary or local roads within the development. Access points from arterials to individual internal sites should be kept to a minimum.
- The hospitality/airport support land use designation should include a location for a future local transit stop.

Hospitality Commercial Nodes

As part of the design of the new I-70 realignment and the new airport entrance, INDOT planned for the creation of an interchange at I-70 and the Ronald Reagan Parkway. This transformation presents the Town with a unique opportunity to provide for additional employment areas and tax base, allowing a more diverse economy for the community.

The land in the hospitality commercial node will be viewed as a gateway to the community and should be developed with a unique character, while giving prominence to this particular interchange. The northwest quadrant has been developed with industrial warehouse uses; however the other three quadrants are still undeveloped. This undeveloped area will allow the Town to manage the growth of the area.

Each quadrant of the interchange area is proposed to be developed with office, hotels and other hospitality and commercial support uses such as restaurants, coffee shops, or a small commercial center. The height of buildings should be regulated through proximity-slope setback regulations and in accordance with the FAA standards for structure height and land uses around airports. For Hendricks County, the FAA has set the standards with a runway protection slope setback of 1 foot of height for each 50 foot setback from a point located in a trapezoidal area 200 feet from the end of the runway.

The associated zoning classifications should include GC, General Commercial, OD, Office District and I-1 Office and Research Development Districts. It is advisable that since specific uses are desired in this location with a higher quality development and aesthetic goal, either an amendment to the gateway corridor standards or new zoning district classification are needed to accomplish these goals. The determination of these requirements should be developed through a

special study as designated on the future land use map.

Including adjacent areas, this gateway will become a new focal point for Plainfield. The core will include a prominent interchange, providing improved access to the Town of Plainfield via Ronald Reagan Parkway and alleviating some of the transportation concerns from Quaker Boulevard (SR 267). It will also create an additional regional employment center, flanked by similar hospitality and airport support uses, and light industrial uses to the north.

Specific development policies should be adhered to when reviewing development within these nodes. This criterion includes:

- Uses that should be avoided in the hospitality commercial node, include:
    - Any use considered to be a nuisance when located next to the adjacent or nearby properties as well as has a detrimental impact on the airport.
    - Any uses that generate pollution.
    - Neighborhood institutional uses such as neighborhood-sized libraries, parks, churches, schools, all of which are provided for in other areas of the plan.
    - Residential uses, due to the amount of traffic, noise and other impacts associated with this location and surrounding uses.
    - Warehouse or industries, as they are provided for in the industrial area to the north of the intersection. (It is possible, depending on the location and type of light industrial use, that it could be developed on one of the northern quadrants, if designed appropriately.)
    - Service type commercial uses. (It is possible that a small shopping center might be located on one quadrant, while the remaining quadrants are developed with office, hotels and other hospitality support uses.)
    - Truck stops. The number of gas stations and convenience stores developed in this interchange should be limited to two uses.
    - Parking operations such as shuttle services, parking lots, car rental agencies, etc. within the immediate interchange area. These should be developed within the hospitality/airport support land use classification
- The northeastern quadrant has been identified in the Ronald Reagan Parkway Master Plan as flex space to provide a combination of office/warehouse. The southwest and southeast quadrants have been identified as hospitality type uses. Parking and other airport relations uses are designated for the area south of I-70.
- At least one access point to the development should be located on an arterial.
- Access to individual sites within the development should generally be from secondary or local roads within the development. Access points from arterials to individual internal sites should be kept to a minimum.

Light Industrial/Warehouse Uses

The light industrial and warehouse land use classification identifies areas that provide employment in larger structures and in locations that are some distance from any residential activity. This classification is proposed for areas well served by major transportation modes and routes, to provide transportation efficiencies for the use and to prevent excessive mixing of industrial-type traffic from residential-oriented neighborhood traffic.

Appropriate uses in this classification are clean industries, warehouses, support businesses, research laboratories, and light manufacturing whose external and physical effects are restricted to the immediate area, having only a minimal effect on surrounding land uses. The corresponding zoning classifications include I-2 Office/Warehouse District, and I-3 Light manufacturing.

In reviewing current district standards, it is recommended that certain policy changes may be

necessary for the Town. For example, only limited heavy manufacturing has developed in Plainfield. Since there are only a few specific sites, including the area located west of Carr Road that contains heavy manufacturing, it may be advisable that the I-4 district be strictly limited. There are not any I-4 districts shown on the zoning map and future rezones should be carefully reviewed. With the development of land on the east side of Plainfield as light manufacturing and airport support uses, it is not desirable that heavy manufacturing uses be located within this area. Additionally, US 40 has developed with regional commercial uses, especially on the eastern edges of the community. It would be undesirable to rezone any portion of this area for heavy manufacturing.

Specific development policies should be adhered to when reviewing development in light industrial/warehouse areas. These criterions include:

- Typical acreages of planned industrial developments should be between 50 to 750 acres.
- Developments in this land use classification should have an interconnected internal road network that links to a larger regional network that can serve larger volumes of traffic.
- The individual buildings should be of a compatible design and materials.
- The primary uses with this land use designation should be large and small warehouses and light industrial uses.
- Commercial, institutional and residential uses within these areas should be prohibited.
- Uses which should be avoided in this designations include:
    - Most institutional uses. (All developments should be reviewed and analyzed on a case by case basis.)
    - Heavy industries and smokestack industries.
    - Industries generating pollution.
    - Agriculture.
    - Supermarkets.
    - Large discount stores or other large retailers.
- At least one access point to the development should be located on an arterial.
- Access to individual sites within the development should generally be from secondary or local roads within the development. Access points from arterials to individual internal sites should be kept to a minimum.
- There is a need for buffering by the industrial property owners on their properties to minimize the visual, noise and other impacts on all other land uses, except for other industrial properties. If industrial areas are located adjacent to other industrial properties, the buffering and landscaping standards should be minimal to provide an opportunity for aesthetic treatments to buffer loading areas and parking lots, and to provide separation of parcels.
- Where industrial properties are adjacent to other uses such as commercial uses or major transportation routes, significant buffering should occur such as increased landscape standards, berming, and approved fences or walls to mitigate visual impacts.

Special Study Areas

Four special study areas were proposed during the planning process. Two are located in proximity to Indianapolis International Airport, responding to the airport's expansion and change in primary access. A third is located along Quaker Boulevard (SR 267), and a fourth is located in the proximity of state institutional facilities. These special study areas are described in more detail below.

The first two study areas relate to the development of the airport. The first special study area is identified as the Ronald Reagan Parkway from County Road 200 to the interchange of the Parkway with I-70 which was underway at the time the plan was adopted. The second study area is proposed as the property south of the Ronald Reagan Corridor and I-70 interchange to County Road 800. It extends from SR 267 east to the

Marion/Hendricks County line. These are identified as special study areas in recognition of their potential for large employment centers for Plainfield, the amount of relatively undeveloped land, their high visibility as people pass through Plainfield, and their potential as positive gateways into the community.

The third special study area is proposed as the Quaker Boulevard (SR 267) Corridor. This area has several large parcels that are undeveloped. Existing development has occurred rather randomly along the corridor, without significant regard to cohesive development themes. Since this is a major corridor into the community, additional aesthetic standards, architectural standards, and associated infrastructure improvements should be reviewed and established.

The final special study area is proposed as the State Institutional Redevelopment Study area. This area has been proposed because of the amount of land devoted to the state penitentiary, Indiana Boys School and the police academy. There have been numerous informal discussions regarding the possible relocation of certain facilities, particularly in light of the deterioration that has occurred to some of the buildings in the area. The Steering Committee has determined that this area warrants further study to determine how it can best be redeveloped in the future should some of the land uses be relocated or cease to exist. Some potential ideas include institutional uses that are more locally oriented, such as a community college. Additionally, several significant historic buildings are located on the property. In order to encourage their survival these building may need to be placed on the historic register to protect them. In order to assess and understand the impact these buildings have on the site and its future development further study in the special study areas is warranted.

It is recommended that detailed analyses be conducted within these special study areas to carefully consider the unique conditions and opportunities associated with each location. These special studies should provide more refined and detailed plans that will act as supplements to the comprehensive plan. Data collection, analyses, and recommendations should focus on the specific needs of these areas. In some cases, land use and zoning recommendations may be the primary tools of implementation. In other cases, site design may be more important. The objective of special study area plans would be to establish a clear, agreeable direction for future development.

The special study area plans should identify specific land uses at a parcel by parcel level, streetscape improvements to enhance community identity, funding assistance methods for accomplishing community goals, and economic development and revitalization opportunities for new and existing businesses. Topics such as traffic congestion, available parking, streetscape aesthetics and amenities, noise, signage, and economic incentives should be addressed within the context of each special study area.

SUB - CHAPTER

HOUSING

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HOUSING

Introduction

In addition to food and clothing, housing represents one of the three basic needs for human survival. Housing is more than just a shelter that protects us from the elements. It also provides us with a place of comfort and promotes our overall sense of well being. Of all the basic needs, housing costs usually represent the largest single expense for most households. During the comprehensive planning process, issues regarding housing were a major concern and source of discussion. Since the 1993 Plan was created, the Town has discussed different housing policies and has undertaken monitoring tasks to help define this policy. In order to further assist and address the appropriate direction for the Town, a housing discussion is included in this updated comprehensive plan. The purpose of this chapter is to provide a clear image of trends affecting not only the existing housing stock and the various populations it serves, but to consider the future demand for housing over the planning period of the Comprehensive Plan.

Most of the information utilized in this component of the Comprehensive Plan comes from the U.S. Department of Commerce, Bureau of the Census and the Town of Plainfield. As such, some of the data is reported in Census Block Groups to assist with analysis. Census blocks groups are part of the Census hierarchy and are the smallest sub-areas at which data for households is reported. Twenty (20) census block groups are either totally or partially within the Plainfield Planning Boundary, as illustrated on Figure 3.11, Census Block Groups. What should be noted about the Census Block Groups is that they are geographically dispersed over large areas of the Town.

The Census of Population and Housing occurs every ten years, during the first year of each decade. Three decennial censuses are utilized in this chapter, from the years of 1980, 1990, and 2000. The most recent year available (2000) is very useful, but due to Plainfield's rapid growth and change, even this data is slowly becoming somewhat dated. To help gain a better understanding of the housing trends, information gathered from a housing survey conducted in the summer of 2002 by the Town of Plainfield will be used to supplement information.

HOUSING SUPPLY

Housing units constitute the primary unit of housing supply. Analyzing trends in housing units therefore provides insight into the patterns of supply that are evident in the Town. This section examines some of these trends.

Housing Units

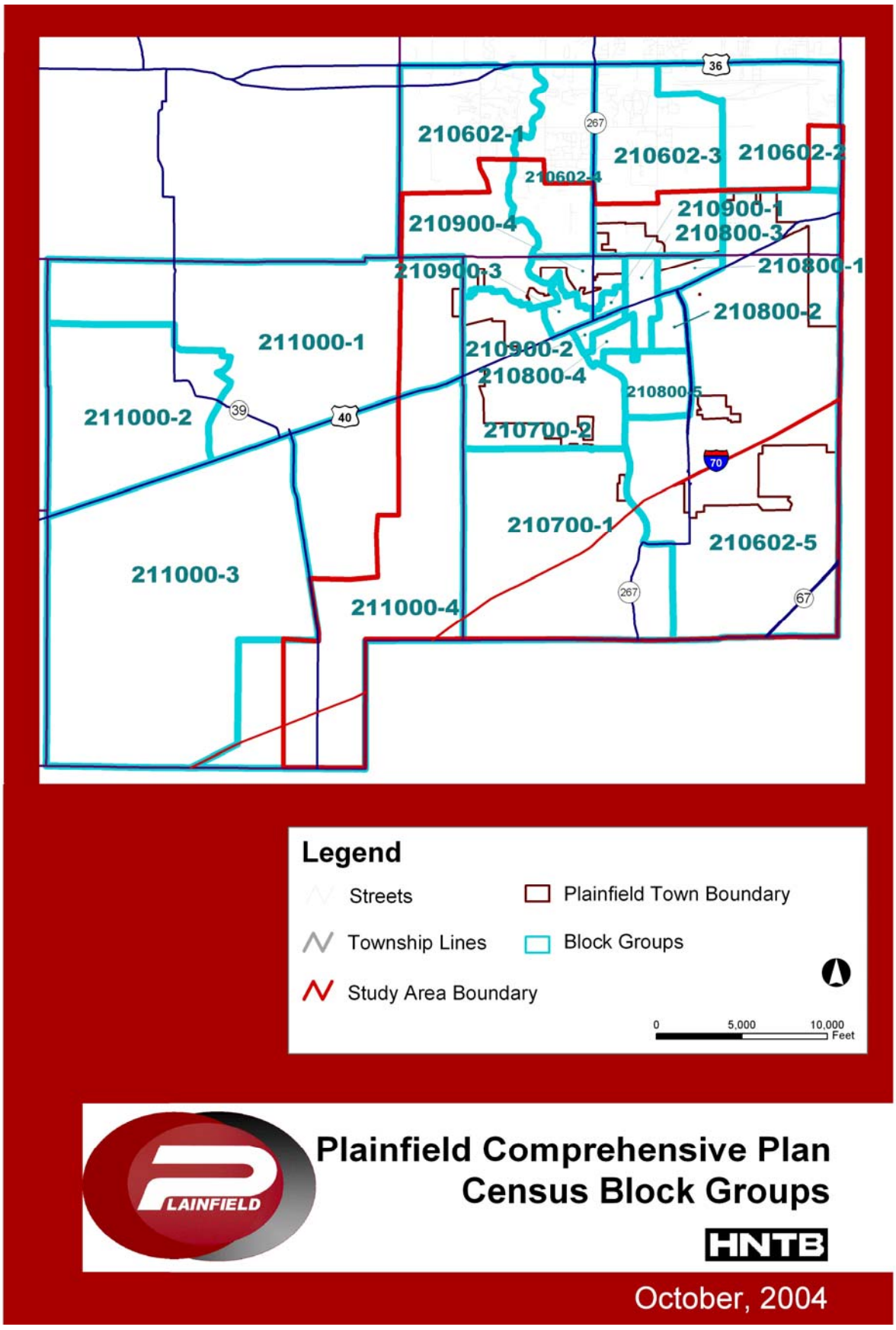
Based on the 1990 census data, there were approximately 4,300 housing units in the Town of Plainfield, as shown in Figure 3.11, Units in Structure. By 2000, the housing figure had increased significantly to approximately 7,500 units, a 75 percent increase. This significant increase can be attributed to many factors, including; a smaller sized household and an increasing population requiring more homes, annexation and the location of people to Plainfield due to its lower tax rate, quality of life, amenities and proximity to Indianapolis, where over 40 percent of the workforce travels to daily. This increased housing trend reflects the attractiveness of small town living and life in Plainfield in particular.

Figure 3.10: Units in Structure

Units in Structure	Town of Plainfield		Percent Change
	1990	2000	
1 unit detached	2850	4850	75%
1 unit attached	107	377	252%
2 to 4 units	530	559	5%
5 to 9 units	176	289	64%
10 to 19 units	350	611	75%
20 to 49 units	112	238	113%
50 or more units	68	102	50%
Other (See Note in text)	110	486	342%
Total Units Listed	4303	7512	75%

Source: US Census Bureau

Figure 3.11: Census Block Groups



The Town's housing stock includes a mix of both single family detached units and multi-family units as shown in Figure 8: Units in Structure. Based upon 2000 figures of the Town's housing stock, approximately 65 percent are single family units, while 29 percent are multi-family units and approximately 6 percent are "other". (Note: The category, "other" includes Census data for mobile homes. According to the Census, approximately 375 mobile homes were added to the Plainfield housing mix in the 1990's. The Plainfield staff has identified this as clearly erroneous, whether due to underreporting in 1990 and previous years or due to errors in 2000. Either way, reference to mobile homes has been removed from this section to avoid the presentation of information that is apparently incorrect.) In the past decade, residential growth has not only been in single family housing, but the most significant increases have been in the single family attached and multi-family segments. Plainfield has experienced some large multi-family projects over the past decade that has significantly increased the unit count. Attached single family homes have become a more popular housing option with a 252 percent change in units over that last ten years.

Figure 3.10 only tells a portion of the housing story over the past 10 years. What is not accounted for in Figure 3.10 is the vast number of units that have been approved for development between 2000 and 2004. These approved developments could have building permits issued relatively quickly for housing structures and would therefore have a significant impact on the housing supply in Plainfield in the immediate future. Figure 3.12: Updated Units in Structure, illustrates the strong housing growth from 2000 to 2004. This information was gleaned from public records provided by the Planning Department. Additionally, a housing inventory was undertaken in 2002 by the Town to collect information regarding the existing number of high density units and their location.

In reviewing and analyzing these two documents, the future housing stock regarding high density developments can be determined. There have been approximately 685 units approved for development that could be built out for future housing since 2000. These are developments with 5 or more units, so the impact brings the 2004 total unit count to 1,925 units. Which means the number of high density housing will increase over the next several years because the 685 units will be attached condos and apartments.

To provide a more current picture of what approvals have translated into actual residential units, the U.S. Bureau of the Census tracks building permits on a monthly basis each year. The 2000 census includes information through February, 2000. Therefore, in reviewing building permit information from March, 2000 to May, 2004, an additional 1,696 single family units, 92 duplex residences and 273 multi-family units were built. This totals 2,061 units that were permitted to be built between March, 2000 and May, 2004. Therefore, it can be assumed that there still remains another 412 units that can be developed from the 2,473 units that were approved through May, 2004.

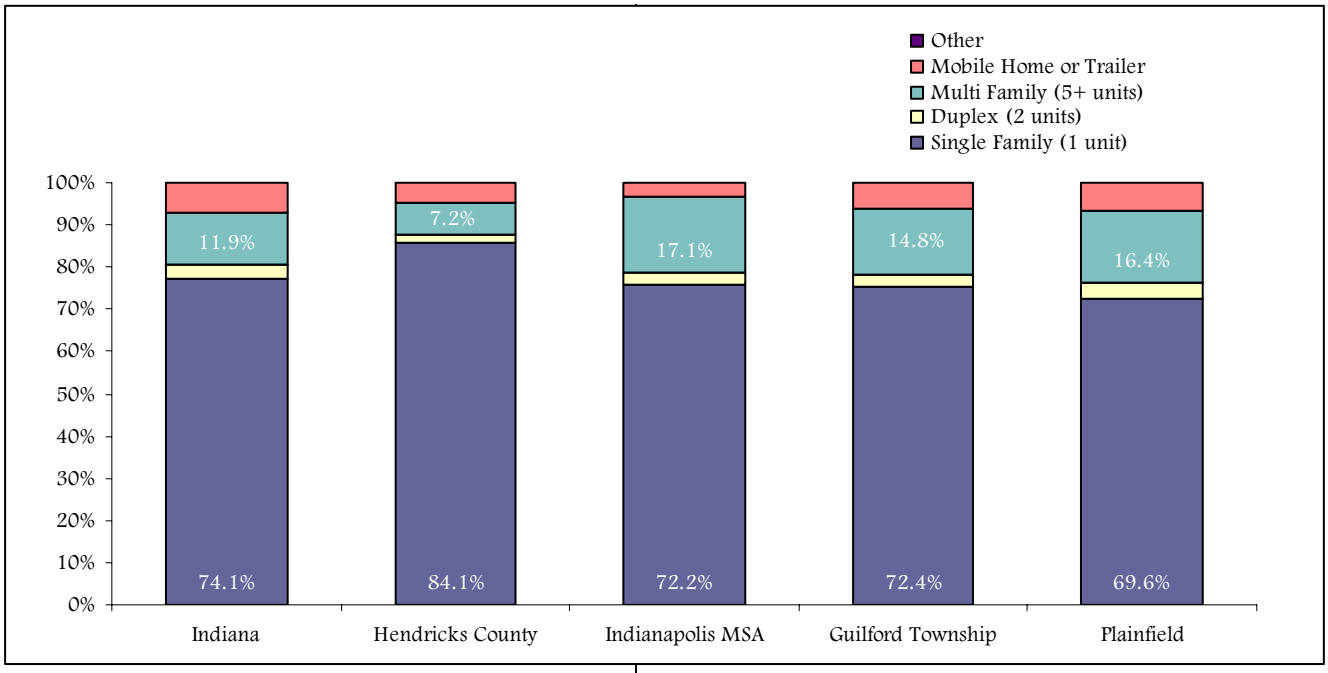
Figure 3.12: Updated Units in Structure, illustrates the impact that issued permits and approvals have on the housing stock. While the overall percentage for single family homes remained constant from 2000 to 2004, the biggest change is in the multi-family sector with an increase in the number of 5 or more units. In four years, there was an increase of 2 percent. Overall, Plainfield has approximately 30 percent of its housing stock in multi-family or mobile home housing. Additionally, at the time of this comprehensive plan, there were additional

Figure 3.12: Updated Units in Structure

Units in Structure	Town of Plainfield			Percent of Total 2000	Percent of Total 2004
	1990	2000	2004 + approved		
1 unit detached & attached	2957	5227	6923	70%	70%
2 units	321	244	336	3%	3%
3 to 4 units	209	315	315	4%	3%
5 or more units	706	1240	1925	17%	19%
"Other" (See Note in text)	110	486	486	6%	5%
Total Units	4303	7512	9985		

Source: Town of Plainfield & US Bureau of the Census

Figure 3.13: Housing Stock



developments waiting for approval that contained duplexes or multi-family units, including the Metropolis PUD, all of which will add to this percentage. From a policy standpoint, in order to maintain at least 70 percent of single family housing, the approval of multiple family housing should be monitored carefully and matched with the continued increase in single family units.

Housing Diversity

As shown in Figure 3.13, Housing Stock, the 2000 census indicates the most prevalent type of housing provided in Plainfield and Guilford Township is single-family which would correspond with a higher proportion of family households in the community. Approximately seventy percent of the housing stock in Plainfield is single family housing. Multi-family housing, which consists of three (3) or more units in a structure, comprises 27 percent of Plainfield housing stock, which is roughly equivalent to the MSA overall but higher than Hendricks County or Indiana as a whole (9.1 percent and 15.9 percent respectively). The multi-family units in Plainfield provide a more diverse housing mix than many of the other communities in the County by providing affordable housing options to young professionals as well as empty nesters. Currently, Hendricks County is one of the lowest overall providers of multi-family housing in the MSA.

According to the U.S. Census Bureau, there were 486 total mobile home units within Plainfield in 2000. Approximately 1,040 people live in those mobile homes of which the median value is 12,000 dollars. The majority of these units may be found in four separate mobile home parks, a number of which are located on Main Street (US 40). These parks include: Hi 40 Mobile Home Park (3069 E Main St.), Maple Grove Mobile Home Park (2490 E Main St.), Shrum Mobile Home Park (3603 Clarks Creek Rd.), and Westwood Mobile Home Community (2383 E Main St.). In the next year, it is anticipated that Wal-Mart will purchase the property where Westwood Mobile Home Community is located to build a Super Wal-Mart Store.

The remaining approximately fourteen percent (14%) of the population is housed in what the US Census Bureau refers to as group quarters. This figure includes persons in nursing homes, military quarters, and group homes. In Plainfield, the largest percentage of this category represents persons institutionalized in the correctional facilities and the Indiana School for Boys juvenile institution.

Housing Tenure and Vacancy Rates

Housing tenure refers to owner occupied versus renter occupied housing. Of the 7,512 housing units in Plainfield, 7,066 of them are occupied while the remaining 446 are considered vacant. The US Census defines a vacant housing unit as a housing unit in which no one is living at the time of enumeration, unless its occupants are only temporarily absent. The Department of Housing and Urban Development has developed a guideline for planning purposes. On average, a community should maintain approximately 25 to 30 percent of its housing stock as rental units.

Figure 3.14 Units in Structure by Tenure

Units in Structure	Town of Plainfield		Percent Change in Tenure
	1990	2000	
Owner	2,778	4,866	75%
1 unit detached	2576	4,198	63%
1 unit attached	49	278	467%
2 to 4 units	57	52	-9%
5 to 9 units	0	0	0%
10 to 19 units	0	0	0%
20 to 49 units	0	0	0%
50 or more units	0	0	0%
"Other" (See Note in text)	96	338	252%
Renter	1,470	2,200	50%
1 unit detached	226	479	112%
1 unit attached	58	61	5%
2 to 4 units	245	469	91%
5 to 9 units	435	251	-42%
10 to 19 units	323	512	59%
20 to 49 units	101	230	128%
50 or more units	68	102	50%
"Other" (See Note in text)	14	96	585%

Source: US Bureau of the Census

Of the 7,066 occupied units, approximately 70 percent of them are owner occupied, while the other 30 percent are renter occupied. Typically the bulk of a community's rental housing stock is multi-family units rather than single family housing, as shown in Figure 3.14 Tenure by Units in Structure. In 2000, of the 70 percent that are owner occupied, approximately 90 percent were single family residences. Of the 30 percent that were renter occupied, approximately 25 percent is single family residences. The largest areas of growth in tenure were in the owner occupied single family attached and mobile home and trailers. In renter occupied units, 20 to 49 units and "other" had the largest gains from 1990 to 2000.

In order to understand the demand of housing, occupancy rates are reviewed. In general, when a community has lower vacancy rates, coupled with anticipated growth, it indicates a housing demand. The US Department of Housing and Urban Development (HUD) sets the overall minimum vacancy rate at three (3) percent to ensure that adequate housing choices are being offered in a community. By the same standard, the owner vacancy rate should be at least 1.5 percent, and the rental vacancy rate should be at least 5 percent.

The vacancy rates for Plainfield reflect the Census Bureau's counts for homes for sale and for rent at the time of the Census in 2000, as shown in Figure 3.15 Owner and Renter Occupied Vacancy Rates. Temporary vacancies are not included. The owner vacancy rate is 1.42 percent, slightly lower than the recommended minimum. The rental vacancy rate is 9.95 percent, which is considered a healthy vacancy rate. These average vacancy rates suggest limited turnover in the housing stock and limited opportunities for persons desiring to buy housing in Plainfield, especially those looking for a range of options in either buying or renting. Therefore, there is a real demand in the housing market in Plainfield that might not be met. A discussion on the types of housing needed in Plainfield is in the section entitled Future Planning in this subchapter.

Figure 3.15: Owner and Renter Occupied Vacancy Rates

Owner Occupied			Renter Occupied		
Total Units	Vacant	% Vacant	Total Units	Vacant	% Vacant
4866	70	1.42%	2200	219	9.95%

Figure 3.16, Planning Area Vacancy Rates, shows the areas within the planning area where vacancy rates are the highest and lowest. There are two areas which have the highest vacancy including the block group located east of Center Street over to the Town limits and the block group just south of US 40 in what is known as the Town Center. The block group located east of Center Street contains a large area of land that is predominately industrial.

However, the reason for such high vacancy rates is because the area contains both a high number multi-family residential of apartments and duplexes, especially near Marsh Supermarkets and along Gladden Road and more established housing areas than some of the outlying areas that contain newer housing. Similarly, the area located south of US 40 also contains a mixture of duplexes and older, higher density housing as it was one of the first areas within the community to develop. At times, areas that are more established within the community can contain slightly higher vacancy rates due to its age and the condition of some of the homes. Likewise, apartments generally contain a higher vacancy rate because they are short term rentals rather than a long term investment. The Town should focus efforts in this area to review the condition of the housing in these two areas to better determine if the condition warrants some additional proactive measures by the Town.

Figure 3.17, Owner and Renter Occupied Housing, illustrates the location of owner versus renter occupied housing within the Plainfield Study Area and three areas have been identified. Two areas have the highest rental vacancy rates in Plainfield and are in the census block groups closest to the Town Center. One of the block groups is located just north of US 40 and east of Avon Road.

The other block group is located between Stafford Road and Stanley Road and just east of Center and west of SR 267. This area, as illustrated in the previous Figure 3.15, has a high vacancy rate. This area is a sensitive area for the Town because it contains established multi-family and single family housing which could be vulnerable for significant transition if the housing conditions are not monitored over time.

A third area that has higher renter occupancy is the block group located east of SR 267. It is possible with the development of more multi-family units in Metropolis that this area could move into an even higher vacancy bracket than currently exists. One significant factor to impact vacancy rates and help retain renters is to ensure that the design of future multi-family areas are higher quality with landscaping and architecture features and offer amenities such as a workout facility, access to trails, etc.

Age of Housing Stock

A factor that further influences housing character and housing price is the age of the housing. The age of a community's housing stock does not always indicate substandard condition. In fact, older housing stock is often a community asset. Older housing can be viewed by a community as another choice for the housing consumer. Older housing areas provide the potential for creating historic districts, which enable certain programs to be leveraged to assist homeowners in renovation and maintenance. In some cases, the need to repair older plumbing and heating systems can make older housing options prohibitively expensive or too much of a bother for certain segments of the population. Therefore, older homes are not attractive housing options for everyone. In reviewing the age of the housing stock, more than half of Plainfield's housing stock was built after 1980, as illustrated in Figure 3.18, Age of Housing Stock. The Town continues to take pride in the large number of historically significant houses which still remain. Of the Town's housing stock, approximately 12 percent is at least 50 years old.

Figure 3.18: Age of Housing Stock

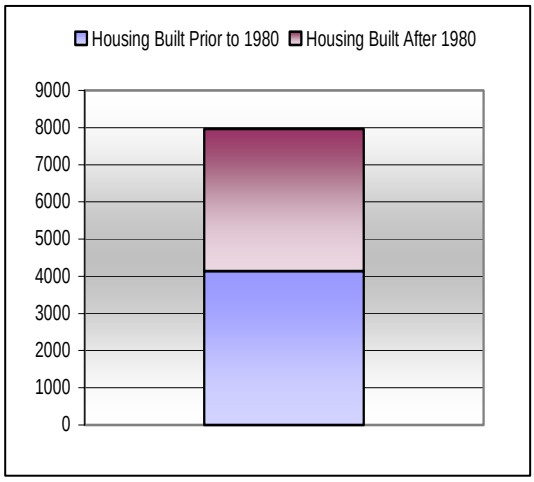


Figure 3.16: Planning Area Vacancy Rates

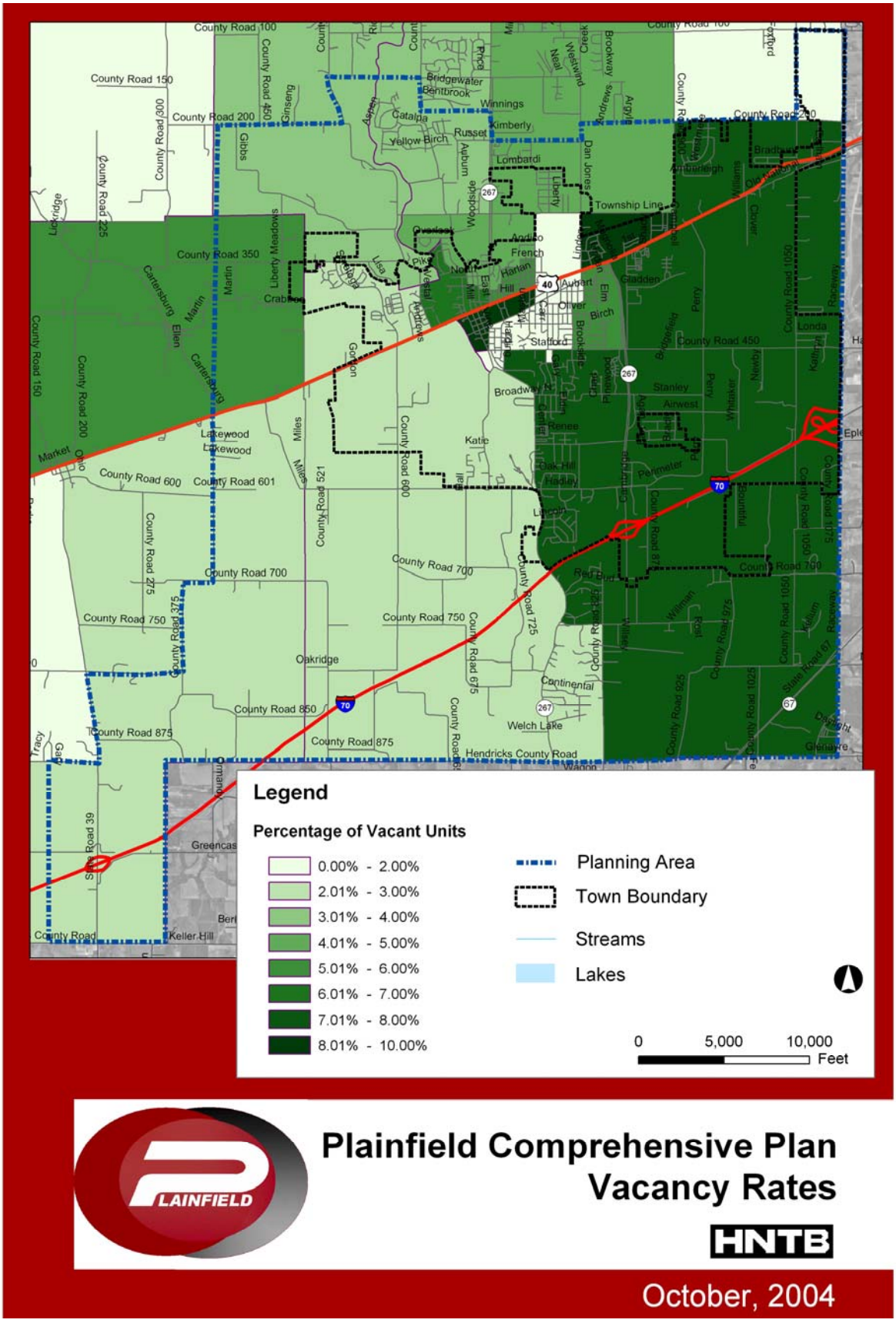
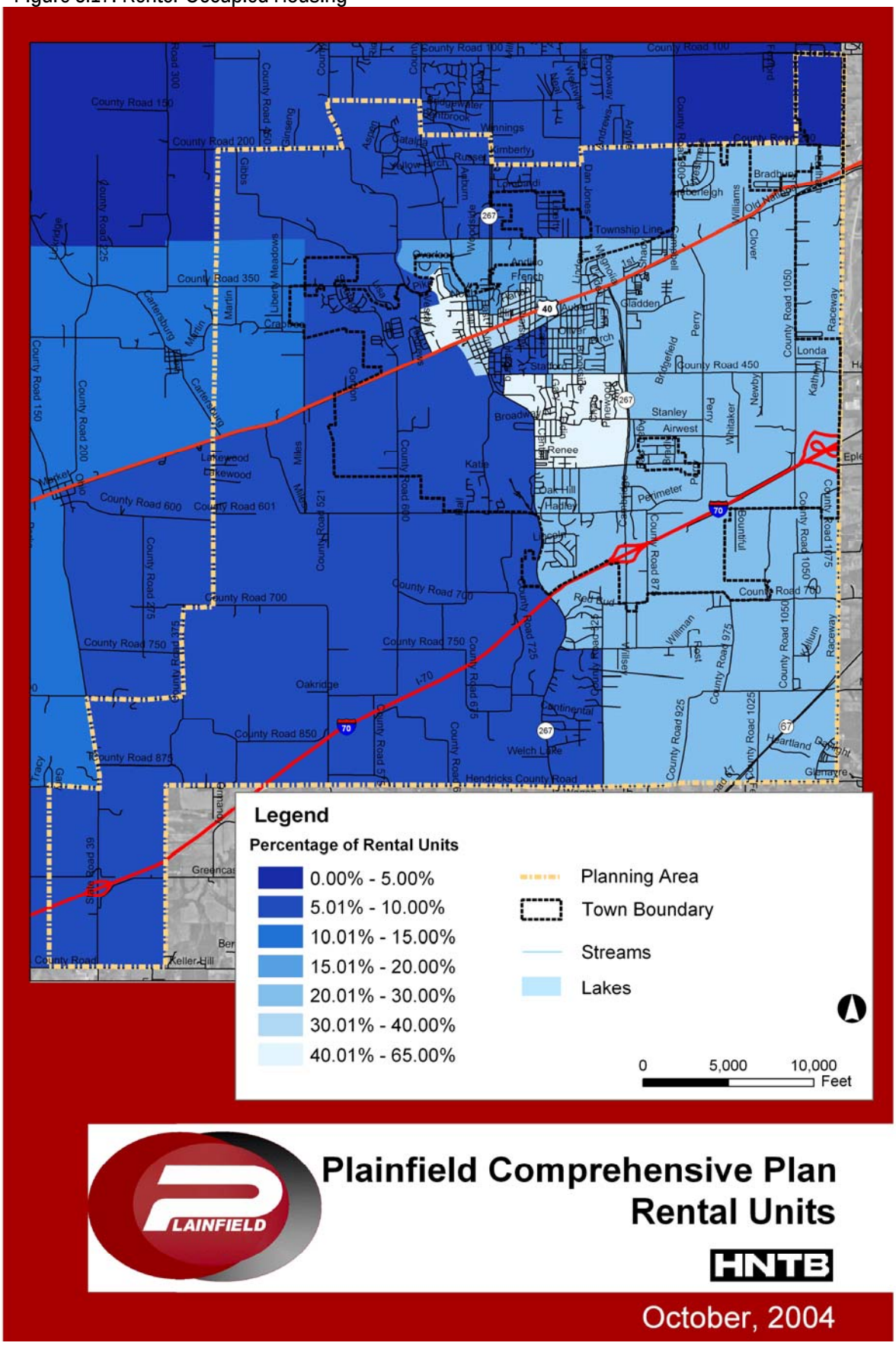


Figure 3.17: Renter Occupied Housing



In block group 2109001, which includes the majority of the Plainfield Town Center, 16 percent of the housing units were built before 1939. Block groups 2109002 and 2109003 contain the largest number (329) of units built before 1939. These two block groups are located within the Town Center core and contain a small portion of Lincoln Street and the Center Street South Neighborhood, as depicted in the 2003 Town Center Plan, Use Districts Map.

Housing Values

Median housing value is an important component of housing stock, because it indicates who can and cannot afford housing in a community. "Median" means that there are an equal number of properties valued higher and lower than the median number. The median housing value of owner-occupied units in Plainfield is higher than that of the state or the Indianapolis MSA, as shown in Figure 3.18, Comparative Median Housing Values. The median housing value in the Plainfield planning area was $124,900 in 2000, much higher than the state median of $94,300 and higher than the MSA median of $111,200. This is not surprising considering the rapid growth in the region and the corresponding demand for land. The overall median value for Guilford Township ($128,400) was slightly higher than for properties within the corporate limits of Plainfield, likely due to newer housing and lower density residential patterns in the unincorporated areas of the Township. Similar to Guilford Township, the median housing value for Hendricks County was also higher ($133,300), which likely reflects newer housing stock in communities further out from Indianapolis.

Figure 3.18 Comparative Median Housing Values

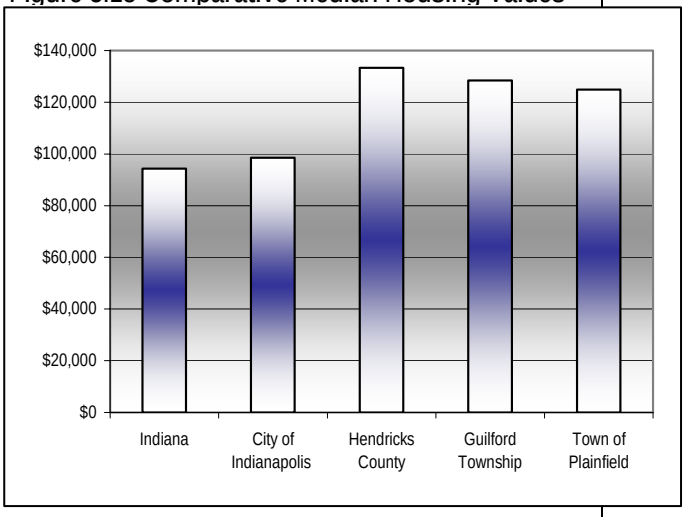
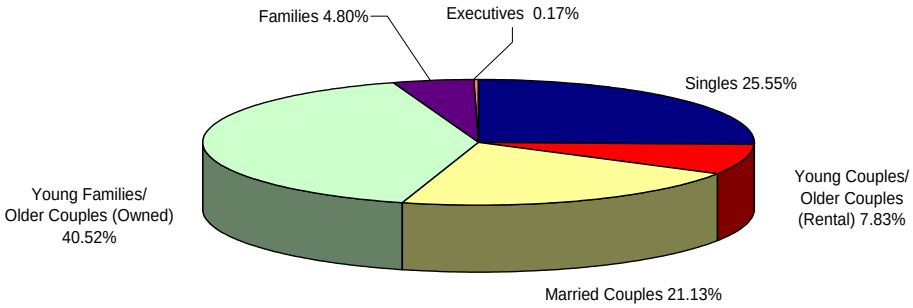


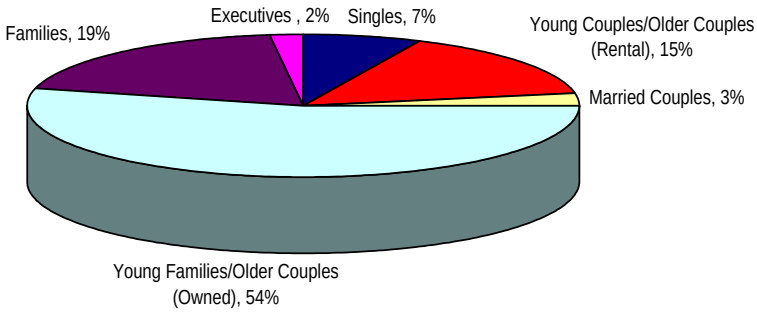
Figure 3.19: Plainfield Existing Housing Mix



In reviewing the total number of occupied housing units, classifications can be created that link the housing value to the preferences of household types in Plainfield. The housing values and associated household types are a general profile of the range of housing segments residents in a community required at different stages of their life. This profile is a typical profile that is found in communities surrounding the Indianapolis Metropolitan area. There are six different household types. Singles who rent typically will be young singles who rent apartments with a monthly rent of less than $650. The next category is young couples and older couples, who also rent, primarily due to their small family size and the lifestyle they live. They rent apartments, condos and townhouses that have a monthly rent of more than $650. The next group is owner-occupied starter homes with price ranges under $100,000. As incomes increase and family sizes expand the next level of housing units are the small family units which range from $100,000 to $200,000. Moderate size families and many baby boomers, as they enter the prime stage of their life, select family homes which range from $200,000 to $400,000. The last category of housing is the executive housing which starts at $400,000 and increases from there.

Of the 7,066 occupied housing units in Plainfield, approximately 41 percent of occupied housing units are owner-occupied young families and older couple housing in the prince range of $100,000 to $200,000. Singles (apartments for less than $650 per month) and married couples ($200,000 to $400,000) are the next largest categories with approximately 26 percent and 21 percent, respectively. One of the policy decisions Plainfield should determine is the continued ratio of housing types desired in the community. At the public meeting February 20, 2003, the public was provided this information regarding housing and how Plainfield compared to other communities surrounding Indianapolis including Avon, Brownsburg, Zionsville, Carmel and Greenwood. The public was asked for their opinion on the housing mix in Plainfield. The majority of the responses of the individuals who attended the meeting were a community housing mix similar to Fishers. The complete results from the exercise are included in the appendix of the Plan.

Figure 3.20 Desired Housing Mix



The veracity of this exercise, however, is somewhat of a concern due to the low turn out from the public. However, in order to begin to provide a policy on the desired housing mix, a starting point is needed.

Monthly Housing Costs

According to the US Census, the median monthly gross rent (rent plus separate utilities) for renter-occupied housing units in Plainfield was $629 in 2000, which is slightly lower than Hendricks County at $644, but higher than the MSA and the state overall, $570 and $521, respectively. Of the 2,186 specified rental units, 12 percent had monthly rents below $350, while an additional 17 percent fell within $351 to $499 range. More than 71 percent of the units (1518) had a monthly rent of more than $500.

The monthly mortgage for owner occupied housing units follows a similar pattern as the gross rent. The median monthly gross rent in Plainfield in 2000 was $960. Of the 4,866 owner occupied units, 18 percent had monthly housing costs below $350, while an additional 9 percent fell within $351 to $499 range. More than 73 percent of the units (3,562) had a monthly housing cost of more than $500.

Income to Housing Costs

The Indianapolis region's good economic situation in the past decade is reflected in the median household income of its residents. Median household income means that as many households are earning more than the median as are earning less than the median. The Federal Housing and Urban Development Adminis-tration (HUD) established definitions for income groups to determine income eligibility standards for various housing programs based on a percentage of median income.

In HUD terms, affordable housing is defined as persons whose income is less than 50 percent of the median income. HUD's guidelines for housing expenditures is that individuals should not spend more than 30 percent of their income on housing. With low income families this can become a burden and therefore low income housing is needed to accommodate these individuals.

Based upon HUD guidelines, the different income groups are as follows:

- Very Low Income Household = Less than 30 percent of median income
- Low income household = 30 to 50 percent of median income
- Low to moderate income household = 50 to 80 percent of median income
- Moderate income household = 80 to 120 percent of median income

- Middle/upper income household = 120 percent of median income

In 2000, Plainfield's household median income was approximately $46,780. This is approximately over five thousand dollars greater than the median income of the state (approximately $41,570) and over one thousand dollars greater than the median income of the Indianapolis region ($45,164). In contrast, the Hendricks County median income of $55,208 is nearly ten thousand dollars greater than the Indianapolis Metropolitan region income and the Town of Plainfield.

To figure the income limits for each household classification, the HUD guidelines are calculated below using Plainfield's median income. The information presented below indicates the monthly cost the household classification could afford given the income guidelines.

- Very low income household - Could afford up to $350 per month in housing costs
- Low income household – Could afford between $350 to $590 per month in housing costs
- Low to moderate income household – Could afford between $590 to $940 per month in housing costs
- Moderate income household – Could afford between $940 to $1,400 per month in housing costs
- Middle to upper income household - Could afford more than $1,400 per month in housing costs

Based on these income guidelines, in 2000, approximately 57 percent of households in Plainfield were considered to be moderate to upper income households. Approximately 25 percent of households were considered low to moderate income households. The remaining approximately 18 percent of households are considered as low to very low income households. With approximately 7,000 households in Plainfield, 18 percent of the households equates to approximately 1,260 households considered as low income households. Of that 18 percent, approximately 900 households are considered very low income with incomes below $15,000.

In reviewing all owner-occupied and renter-occupied housing units by monthly rent and mortgages, approximately 2,390 housing units are considered affordable housing with rents or mortgages below $590 per month. Of those 2,390 housing units, approximately 1,130 housing units are considered housing for very low income. With only 1,260 households considered low income households and more than 2,390 units which could be classified as low income housing, there is no shortage of affordable units. Therefore, Plainfield's housing market has options for lower income families.

Demand for Housing

Another component to consider in determining whether Plainfield should provide more affordable housing is the type of household that the housing is meant to attract. For example, simply examining the affordability analysis above based solely on supply would lead one to believe that the Town does not have enough affordable housing in its housing stock. The housing market consists of both a supply side (the housing units) and a demand side (the people who live in the housing). As the demand side of the equation shows, many of Plainfield's current and future residents may not be looking for traditional single family homes, no matter how affordable they are. To truly understand what is required for the future, the demand side of the equation must also be examined.

Household Changes

Gaining an understanding of how the number of households has changed in Plainfield and what indication those changes have for the demand in housing will help determine how Plainfield should prepare for the future. Figure 3.21, Population and Housing Changes, illustrates several important components of the demand for housing within Plainfield.

Figure 3.21: Population & Household Changes

Year	Population	Households	Persons per Household
1980	9,191	3,455	2.66
1990	10,433	4,199	2.47
2000	18,396	7,029	2.44

Nationwide, the average household size has declined since 1980 due to lower birth rates, increasing divorce rates, the tendency for older persons to maintain their own home after families have disbanded, and the large number of young adults forming one and two person households. It is assumed that these trends will continue to be exhibited in Plainfield. In 1990, the average household size for the Town was 2.47 persons per household. In the year 2000, the average household size had decreased to approximately 2.44 persons per household. While the household size decreased, the population continued to increase from 1990 to 2000. While the population continues to increase and the household size decreases, the demand for housing units will rise, indicating that more housing will be needed as supply dwindles to meet this demand.

Household Types

The demographic analysis section of this Plan graphically depicts several components of Plainfield's population which plays an important role in the demand for housing. One of the most important of these is age of the residents of the community. As a person ages, their stage in life generally dictates their choice of housing. The demographic analysis indicates that Plainfield's highest demographic component is the baby boom generation. This generation has children that are largely in their teen years or have already begun to leave home. As the baby boom generation continues to age, this will greatly influence their housing choices as they will likely seek smaller homes to accommodate their shrinking household sizes.

This correlates to another large demographic group in Plainfield: the elderly. Elderly persons are defined here as those persons 65 years of age or older. According to the 1990 Census, elderly persons represented approximately 15 percent (1,578 persons) of the total Town population. In 2000, there were 2,342 elderly persons in Plainfield, an increase of approximately 48 percent. The 2,342 total represented approximately 12 percent of the total population. This corresponded to approximately 1,513 households, with 1,120 (74.03%) owner-occupied. Of the 2,342 elderly persons identified in 2000, 9.12 percent were living in poverty.

Single person households comprise twenty-seven percent (27%) of Plainfield's total households, and the majority of these households are elderly householders rather than young singles. Single persons (young and old) have very different housing needs than families. They often prefer to rent rather than own, and their incomes are usually lower as they often rely on only one income source. Further, seniors have additional housing desires such as low maintenance (i.e. condominiums), better accessibility (one story), and perhaps even nursing options (congregate care) or planned recreational and social activities (seniors only neighborhoods).

The rise in the number of single person households is a trend that is occurring nationwide. Seniors are living longer. Young people are getting married later in life, and the divorce rate is rising. All of these factors lead to more single people living alone and a greater need for housing in a community to accommodate these non-traditional families.

Finally, Plainfield's demographics show a high number of families with children. These are the more traditional households for which communities are accustomed to planning. The United States has seen a reduction in the average household and family size in past decades, and Plainfield is no exception. However household and family sizes in Plainfield, and across the State of Indiana, have remained higher than national averages. Large families are still very common in Indiana.

While the market is always prepared with a ready supply of family oriented housing, these children will grow to be young adults who will be looking for housing options separate from their parents, and their parents will one day become empty nesters looking for smaller quarters. Housing is a constant cycle, and a healthy community provides housing for its residents at every stage of life.

ACORN

To further understand the current market demand for housing in Plainfield, the ESRI Business Information Solutions ACORN (A Classification of Residential Neighborhoods) survey was used to summarize the demographic groups living in the study area and their preferences for the types of housing they would purchase. This information is one piece of many types of information used by developers to understand the market and provide options for a given development. The information gathered by the survey describes the demographic group, their socioeconomic background (education, income, professions), their housing choices, and their "preferences" (hobbies). The information provided herein follows the similar characteristics as the existing housing mix in Plainfield, but provides insight and more detail into the socio-economic background, residential habits and their preferences to help Plainfield understand the type of housing and commercial uses that will be supported in the Town. The information displayed on the following table may prove useful to Town officials and future developers in making decisions regarding future housing projects and how they meet the needs of the residents of the community. In reviewing a development, based on the preferences below, and the other factors provided herein including the desired housing mix, future housing projections and location of housing, the Plan Commission has a basis for reviewing the price points offered by new residential developments and determining whether they match with the needs of the Town and meet the market demand as presented below. Because the ACORN survey information was not available for the exact boundary of the planning study area, the 46168 zip code was used.

The predominate neighborhood type in Plainfield is the semi-rural lifestyle. Approximately 50 percent of the households in the 46168 zip code are classified as semi-rural lifestyles. Their preferences towards residential housing in Plainfield are to purchase a home built after 1970 for approximately $132,000. These preferences are consistent with the trends illustrated thus far. The median housing value in Plainfield is approximately $124,000. Additionally, more than 50 percent of the housing stock was been built prior to 1980. In reviewing the other categories, the price range for the households characterized in the 46168 zip code area is on average between $70,000 to $132,000. There are a few classifications that fall on either side of that range. Based on these observations, a conclusion can be made that the general housing stock should continue to remain in the moderately priced housing range. The important translation however, is to ensure that the new housing constructed in Plainfield is of a quality and design that is desirable by the Town leaders, staff, and residents.

Private Sector and Housing Supply

The private sector is solely responsible for meeting the housing supply in the Town of Plainfield. During the last ten years, a number of housing units have been built to meet the demand for housing. Currently there are hundreds of units that are under construction in approved subdivisions and many more that have been platted in the last two years awaiting development. It is anticipated and planned for continued residential growth in the Town of Plainfield, as documented below.

It is estimated that the sales price range from homes will continue to be in the $150,000 to $200,000 range for single family homes. Almost all new single family homes built in the Plainfield market will have at least three or four bedrooms, which will add to the resale value.

Based upon the data about new housing construction and the acceptable vacancy rates for all types of units, it appears there is a demand for housing in Plainfield. As indicated previously, approximately 4,000 units have been approved for platting from 1995 until May of 2004. (*source: Town of Plainfield).* Since 1995, according to building permit records for the Town of Plainfield from the US Bureau of the Census, 3,520 units have been built. Therefore an assumption can be made that out of the 4,000 units approved for platting, approximately 480 housing units still currently remain in platted lots to be built upon. While these 480 units have been accounted for in the land use plan, additional residential acres have been set aside to accommodate the additional 19,760 housing units needed to support the population growth.

Semi-rural Lifestyles: 48.5% of the households in the 46168 Zip Code

Demographic	Socioeconomic	Residential	Preferences
Married couples, 35-54 years, with and without children at home.	Median household income of $61,500. Low unemployment. Varied income sources. Affluent.	Newer homes, built since 1970. Median home values above $131,500.	Spend a significant time outside of the home – swimming, lawn and garden, using the PC. They join political and civic groups. They play golf and attend movies.

Small Town Working Families: 12.3% of the Households in the 46168 Zip Code

Demographic	Socioeconomic	Residential	Preferences
Mostly families with school age children.	Median household income of $35,000. Mostly blue collar employees in main industries, manufacturing or farming	Owner occupied, single family structures. A few of these families live in apartments. Many live in older neighborhoods. The median home value is $71,800.	Their lifestyle includes a bit of country living, including hunting and fishing.

Upper Income Empty Nesters: 10.3% of the Households in the 46168 Zip Code

Demographic	Socioeconomic	Residential	Preferences
Usually empty nesters: married couples with no children living at home. Most are between the age of 45 and 64.	These couples are prosperous with a median income of $68,400. They are usually business owners or managers. 20% receive retirement or pension income. They are highly educated.	They own their homes with a median value of $157,300.	They play sports, including golf. They enjoy travel, museums, and concerts. They own swimming pools.

Heartland Communities: 9.8% of the Households in the 46168 Zip Code

Demographic	Socioeconomic	Residential	Preferences
Older couples, with the median age of 41.	Median household income is $27,000. Employment is low. Over 40% of households receive social security. Many are self employed in farming or other businesses. Nearly 1/3 of adults did not finish high school.	Older, single family, owner-occupied homes. Median home value of $54,900.	Heartland communities families enjoy camping, hunting fishing, and growing vegetables. They tend to have pets.

Newly Formed Households: 6.6% of the Households in the 46168Zip Code

Demographic	Socioeconomic	Residential	Preferences
Young, newly formed households, mostly between the ages of 20 and 34. Includes single parents, single-person, and shared households.	Moderate income with a median household income of $35,300. Unemployment and poverty are low. Half work in manufacturing and service industries.	Look for affordable housing in older single family homes and duplexes. Median home value is $73,300.	Visit zoos, play cards, gamble, and go camping.

Prosperous Older Couples: 5.1% of the Households in the 46168 Zip Code

Demographic	Socioeconomic	Residential	Preferences
Median age is 43.2 years, but nearly half are 55 years or older. Most are married, only a few have children living at home.	Median household income is $45,200, but median net worth is $88,900. Many are planning for retirement.	Own single family homes with a median value of $99,000. These homes are generally in older, established neighborhoods.	These people are investors. They enjoy golf, gardening, and gambling.

Older, Settled Married Couples: 3.7% of the Households in the 46168 Zip Code

Demographic	Socioeconomic	Residential	Preferences
Middle aged married couples, many with school age or adult children. Median age is 37.2 years.	Almost half earn $50,000 or more. Almost 20 percent are drawing retirement income.	Live in older, single family owner-occupied homes with a median value of $99,800.	Likely to own stock, savings accounts, bonds, IRAs and other securities, but also to be in debt. Tend to spend money on home improvements.

Rustbelt Neighbors: 2.5% of the Households in the 46168 Zip Code

Demographic	Socioeconomic	Residential	Preferences
Nearly 20 percent are 65 or older, however, many of these neighborhoods have younger families with children still at home. The median age is 39.6.	Almost 40% of the population has retired, so employment is low. The remaining jobs are blue collar, skilled and unskilled, and service. The median household income is $33,100.	Most homes are owner occupied, single family, and may be attached or detached. The median home value is $61,600.	These households prefer sedate past times such as watching TV, reading, and doing needle point.

Middle America: 1.3% of the Households in the 46168 Zip Code

Demographic	Socioeconomic	Residential	Preferences
This group represents 80% of the United States population. These householders are aged 45 to 64 with 70% of the households married couples. The average size of the families is 3.1 persons.	The median household income is $40,400. Unemployment is below average. Most work in manufacturing or farming.	Single family, owner-occupied homes are dominate, with a median value of $82,700. Most were built after 1970.	These families lives are centered around the home and the outdoors. They hunt and fish. They garden. They own pets.

Plainfield's housing mix has been maintained at a 70 percent owner occupancy rate and 30 percent renter occupied rate. Plainfield should aim to maintain this percentage. Increasing the renter occupied percentage beyond 30 percent could create such housing issues as disinvestment, absentee landlords, and property decline which would have a negative impact on the housing stock.

In order to maintain the 30 percent rental rate, the Town of Plainfield will have to diligently monitor its housing. This plan has provided the building blocks for census information. There are two methods the Town can employ to monitor housing stock. The first is to continue to maintain the platted lot subdivision list. Currently the Town maintains a list that identifies the subdivision name, zoning classification, number of lots and/or units, acres, overall density and gross density. Other elements to be added to this list include the year the subdivision was approved and platted, the type of subdivision (i.e. condo's, apartments, single family residences) broken down by number of lots devoted to each and number of lots built upon. To help monitor this information and keep a running total of owner occupied and renter occupied units, building permits are another source of information that can at least provide when a lot is built upon. This information is provided to the US Bureau of the Census on a monthly basis. Additionally, information provided by realtors or by the MIBOR website can also help the Town monitor the number of rental units between census periods.

Future Planning

Population projections form an integral part of the Comprehensive Plan because future needs are largely based on the expected population to be served. The Comprehensive Plan provides annual population projections for the years 2000 through 2025.

Five population forecasts were developed for the update of the Comprehensive Plan, as seen in Figure 3.22, Future Population Projections. These forecasts vary by source and are referred to as: Population Trends High, Building Permits, Indy Economic Analysis, IBRC, and Population Trends Low. The steering committee had many discussions regarding the population growth forecasts. Ultimately the steering committee decided that the Town should plan for the greatest amount of growth to ensure that the proper infrastructure and resources were in place to maintain the high quality of life residents currently enjoy.

For the housing analysis contained herein, the projection based on existing Plainfield building permits was utilized to calculate future housing needs. This projection was chosen because it provided a realistic trend and it was considered to be very attainable by the Town sometime in the future. Even if the Town does not reach the projected population of 47,600 by 2025, the necessary planning has been put in place to ensure that the needed infrastructure improvements will occur the population growth occurs.

Housing Needs

The Town's role in the housing process is to insure an adequate supply of decent, safe, and sanitary housing for all income groups currently living or expected to live in the Town. To satisfy this responsibility, the Town must determine the housing needs of the community and attract the public and private resources and skills to meet that need.

Number, Type and Tenure of Households

To further break down housing needs to specific benchmarks, the number and tenure of housing has been projected.. Figure 3.23: Housing Guidelines By Tenure, presents the projected number of housing units between 1990 and 2025. These projections were created from the population projections, housing projections and identified owner/renter occupancy ratio. These projections provide a guideline for the Town to monitor housing tenure in incremental years until 2025.

Figure 3.23 Housing Guidelines By Tenure

Housing Type	1990	2000	2015	2025
Owner Occupied	2,778	4,866	10,540	14,430
Renter Occupied	1,382	2,200	4,320	5,330
Total	4,160	7,066	14,860	19,760
SOURCE: HNTB				

Projected Housing Construction Guidelines

Figure 3.24: Housing Construction Guidelines, specifies the amount of new housing units that must be provided in Plainfield per year to attain the projected population by 2025. The number is based upon the existing housing stock, projections of population and households, and the vacancy rate. The analysis indicates that between 2000 and 2025, new construction should average 525 units per year to meet the needs of new households. Currently the Town has averaged roughly 520 units per year over the last four years. The 525 units are a guideline for the Town to monitor and use to help benchmark where the population growth stands for a given time period and if adequate number of housing is being provided to meet that growth. If the Town is issuing permits for more than 525 units per year consistently, year after year, then the Town will exceed its population growth projection. At that time, the Town may need to update the comprehensive plan to ensure that the appropriate resources and infrastructure is in place or manage the rate at which permits are issued. Likewise, if the Town issues permits for less than 525 units per year, then the Town is still prepared to manage its growth, and it will be at a slower rate than planned for in this document.

Figure 3.24 Housing Construction Needs

	2000-2025	Annual
New Household Formations	12,730	510
Additional Units Needed to Offset Vacancy Rate		
At 3% Vacancy Rate	380	15
Total New Construction	13,110	525
SOURCE: HNTB		

Housing Projections by Type and Zoning Classification

As requested by the Planning Director, a tool was generated to project the absorption of various housing types in five=year increments as an additional guide or "reference point" for the Plan Commission. This tool utilizes the land use absorption rates identified during the development of the land use plan and is consistent with the preliminary housing policy discussed at the public meeting and with the steering committee. This analysis is not intended to be precise. It is presented here as a general guideline to supplement other tools and sources of information in the assessment and monitoring of future growth.

A review of planned housing versus current zoning indicates that the Town will need to consider some rezoning requests and annexations to accommodate the projected future population of Plainfield in the manner anticipated by this plan. As these actions occur, all developments should be reviewed in light of the land use plan, the housing guidelines and the desired mix discussed here.

Analysis indicates that R1 through R3 classifications (low to medium density housing) will require an additional 500 and 600 acres respectively to accommodate the growth projections of this plan. This would constitute an approximate 50% increase in R1 property area and a 30% increase in R2/R3 property area. R4 through R6 classifications (medium to high density housing) are currently zoned at a higher level than that shown in the land use plan. A need of approximately 500 acres has been indicated in the plan; approximately 1400 acres are zoned.

The "excess" R4-R6 classified land is inconsistent with the desire expressed by the public and the steering committee to change the existing housing mix to reduce the number of multi-family units and starter homes to a smaller percentage of the overall housing stock. This modification of reducing multi-family and starter homes projects is in contrast to existing market trends in the Plainfield area. In order to implement this modified housing need, the Plan Commission and Town Council will need to take strong positions as projects are considered.

If the Town develops general commercial and industrial properties at the level shown in the land use plan, an additional approximately 1300 acres would need to be rezoned to one of these categories. This exceeds the potential rezone to residential use described in the last paragraph.

The recommendation is that the Town will need to rezone some properties in Town and annex others to meet the future needs identified in this plan. Rezones should be considered according to the land uses shown on the land use plan to accomplish the following:

1. Increase the amount of R1 – R3 zoning to meet forecasted demand (within Town limits + annexed areas).
2. Increase I and C zoning to meet forecasted demand (primarily within Town limits).
3. Reduce R4 – R6 zoning to meet local objectives, possibly by shifting to R1, R2, R3, I and or C.
4. Reduce agriculture zoning to meet Re – R3 residential zoning needs.

Further guidance is provided in Figure 18: Housing Projections by Type. These guidelines have been established to provide reference points for the Plan Commission and the Town of Plainfield regarding the number of housing units and absorption rates by zoning district and type of housing over time.

Figure 3.25: Housing Projections By Type

Zoning District	Housing Type	Avg. Density per Page 27	Current Mix of Housing By %	Desired Mix of Housing By %	Desired Mix 2000 - 2010	Desired Mix 2010 - 2015	Desired Mix 2015 - 2020	Desired Mix 2020 – 2025	Total Units/Total Acres
R-1	Executive	0.9 du/ac	0%	2%	100du 110 acres	50 du 55 acres	50 du 50 acres	50 du 50 acres	250 du 265 acres
R-2	Housing for families with children	1.67 du/ac	5%	19%	970 du 580 acres	470 du 280 acres	440 du 260 acres	440 du 260 acres	2320 du 1380 acres
R-3/ R-4	Housing for young families or older couples	2.85 du/ac	41%	54%	2750 du 970 acres	1330 du 470 acres	1250 du 440 acres	1250 du 440 acres	6580 du 2320 acres
PUD	Housing for young couples	3.9 du/ac	20%	3%	150 du 40 acres	70 du 20 acres	70 du 20 acres	70 du 20 acres	360 du 100 acres
PUD/ R-6	Rental housing for singles, young or older couples	7.0 du/ac	34%	22%	1120 du 160 acres	540 du 80 acres	510 du 70 acres	510 du 70 acres	2680 du 380 acres
TOTALS					5100 du 1860 acres	2465 du 900 acres	2320 du 840 acres	2315 du 840 acres	12200 du 4440 acres

1. Caution – for these projections assumptions were made, based on past trends, regarding housing type, income and matching potential zoning districts. It is possible that executive housing can be built in another district other than R-1.
2. Dwelling units based on population projection located in the Appendix on Page Appendix-21
3. Desired mix based on public meeting input for a housing mix similar to the Town of Fishers.
4. Figures may not add to total due to rounding

Conclusions

As the Town of Plainfield looks to the future demand for housing, a prudent caution is to be wary of looking only at the demand of the current residents. Future demand requires a bit of foretelling. One definite trend is that the present population will age. The baby boom generation will become the next generation's senior citizens, and that is a trend that can be planned for today. Likewise, while the Town has not yet been able to capture a large proportion of young people in their twenties, today's teens will become tomorrow's young professionals, and the ground work can now begin for creating a place for those teen's to return to after college. A healthy community is one in which persons at every stage of life can find their own niche in the housing community.

There is a strong relationship between economic development and housing. It was noted earlier in this Plan that a large proportion of the labor force in Plainfield is not college educated. However, as economic development in the Town increases, so too will the variety of jobs, skill sets, and education levels. This will likely result in an influx of people with different household income levels seeking housing of different values

As economic development increases, one particular housing type of key importance will be executive housing. Generally, the CEOs of companies prefer to live where they work, and housing options can significantly influence a company's decision of where to locate, both in terms of housing for the company's employees and its executives. As the Town seeks future job growth, it must consider the change in demand those future employees will place on the housing market and adjust the supply accordingly.

Generally, planning for the future focuses on new growth and development. However, the Town of Plainfield must be careful not to lose sight of one of its most valuable housing assets: its established housing core. The center of town consists of a rich blend of historic and older housing which provide consumers with a traditional neighborhood setting that is rarely duplicated in newer residential neighborhoods. Here a homeowner can purchase a unique home, full of character, which is within walking distance of the Town Center on a grid patterned street with mature trees. Unfortunately, because of their age, these neighborhoods and housing units require constant reinvestment and care.

While much of the burden of maintaining the housing stock rests on the individual homeowners, the Town can assist the older housing community by encouraging a sense of pride and enhancing the overall character of their neighborhoods. The Town should strive to give these neighborhoods a sense of identity. Suggestions include unique names for the neighborhoods and assistance in organizing neighborhood organizations, as the older communities do not have organized homeowners associations. The Town may wish to create entrance features similar in style to the gateway features detailed by the Town Center Plan for the commercial areas of Town, but on a smaller scale to identify the residential areas. A gateway feature is identified by the Town Center Plan as a "special identity feature notifying travelers that they are entering a special place."

The Town Center Plan also identifies the repair of and addition of sidewalks as an important project in the Town Center residential areas. These sidewalks increase mobility in these neighborhoods as well as social interaction allowing neighbors to walk about the neighborhood and interact with each other, giving them a safe pedestrian realm away from the street. A schedule for improvements is included in the Town Center Plan.

Finally, where housing stock does begin to deteriorate or fall into disrepair, the Town may wish to expand the realm of the Redevelopment Commission to assist in the redevelopment of residential properties. The Commission could team with local banks to offer low interest loans or tax incentives to redevelop property in these areas, preferably on an ownership basis, to encourage reinvestment into the historic core of the Town.

Like many other surrounding communities, Plainfield is struggling with the overall effect on the community of the quick housing boom that is providing starter and tract housing. Many of these new areas lack the identity of the older established areas of the community. In many cases, the perception that has been created by these

developments has been less desirable. Some of this may be due to the appearance of the housing, density of the development, or the amenities offered.

Starter housing does offer a needed component within the stages of the housing cycle. It allows young couples to experience Plainfield at an affordable cost. The positive side of this is that as incomes increase, these couples are likely to stay within the community, which will benefit and strengthen the community network. To diminish the negative perception of this type of housing, the quality of these developments needs to be closely monitored and reviewed. They need to be developed with a sense of character and identity that incorporates some aspect of Plainfield. This may be accomplished by incorporating amenities such as trails and open space like the linear park that has become such an identifiable trait in Plainfield or through signage and landscaping to offset some of the building materials and proximity of buildings to the street and neighboring residences. The Town has enacted Residential Design Guidelines to help provide assistance in the development of these subdivisions. The Town should be flexible in its application to these and other types of developments so that quality is maintained, but creativity is not limited.

As Plainfield plans for its future, there are several goals for the Town to achieve for its residential base to keep pace as its economic base continues to grow.

- Provide housing options that meet the demands of a diversity of residents at all stages of life.
- Provide housing options that are affordable to those who work in the Town of Plainfield.
- Be discerning in the quantity and quality of new residential development that is approved within the planning area.
- Continue to reinvest in the older residential areas of Town.
- Provide choices in the housing market for consumers, including traditional single family homes, multi-family units, condominiums, and senior living options.
- Write flexibility into local ordinances to permit developers to work with local Boards to permit innovative designs and new residential options.
- Using a Capital Improvement Plan and a concurrency development plan, time housing development with infrastructure development to ensure that growth occurs responsibly.
- The Town is currently establishing an UR, Urban Residential zoning district that would encourage multi-family housing behind commercial corridors. The Town might consider permitting live-work options that allow residential and commercial development to occur in the same structure in order to lessen reliance on the automobile and to allow more people to work close to where they live. An example of an existing area where they could have worked included Metropolis and the Town Center.

Policies:

- There are a number of uses for comprehensive information on housing conditions and supply within the Town. Revenue estimates, population estimates and projections, market information and grant applications are a few of the uses for the information in addition to general planning of the Town. The planning and building departments should be responsible for gathering and monitoring records including new residential growth and demolition of housing units, condition of units, vacancy rates, rents and housing costs as well as develop and maintain a log of approved subdivisions including the name of the subdivision, the location, year it was approved, the number of lots platted, and the number of lots constructed.
- The Town should undertake a targeted neighborhood comprehensive structure by structure conditions survey to establish a baseline for housing conditions in Plainfield. This information could be mapped on the geographic information mapping system that can then be used to analyze and monitor the conditions of structures to target specific neighborhoods needing improvements.
- The Town should identify older, transiting neighborhood areas to create a plan for each defined neighborhood. The plan should

include utility and service improvements, housing improvement projects, street and sidewalk improvements, parks, tree planting and any other type of project appropriate to the area. Such systematic planning will also help to establish improvement priorities within that specific area, rather than on a town wide basis. As one of the annual review items, the Plan Commission should survey the entire Town for neighborhood conditions that should be targeted in the following year.

- Review existing codes and ordinances yearly to ascertain if there are any regulations which unnecessarily drive up the cost of housing and slow the process for approval.
- Develop incentives, such as reduced setbacks and yards, for infill housing in existing neighborhoods where infrastructure currently exists or is planned. As part of the infill effort, the Town should work with area builders to determine possible joint public/private partnerships.
- Monitor affordable housing units by tracking the rent or monthly mortgage costs to ensure that the supply of affordable housing units meet the demand. This can be accomplished by working with a realtor, utilizing information on the MIBOR website or other equivalent to track annual housing sale and rental information. Additionally, when developments are brought before the Plan Commission, proposed price points should be provided to the Town staff for comparison and review with the Town policies and guidelines.
- Establish a housing subcommittee of the Plan Commission to review findings of the planning and building departments annually. The purpose of this subcommittee would be to discuss the current housing policies, housing mix ratios and owner occupied and vacancy ratios to ensure they are consistent with the policy direction of the Town.
- Adhere to the densities provided for in the land use chapter and depicted for residential housing in the housing chapter.
- Implement systematic and targeted programs of code enforcement and site cleanup. Form partnerships with neighborhood associations, churches, businesses and other groups to assist with this implementation.

SUB CHAPTER

TRANSPORTATION

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Transportation Plan

Introduction

The transportation plan for Plainfield builds upon the existing street and highway network. It is based on an analysis of current problem areas and future needs, and presents recommended improvements to the street system to address them. These recommendations are intended to improve traffic flow and safety, reduce energy consumption and travel time, enhance accessibility, and facilitate economic growth.

A transportation plan is a dynamic entity. It should be periodically analyzed and updated as technology evolves and social and economic conditions in Plainfield and the surrounding area change. Updating procedures require a continuous maintenance of data that affects the elements of this Plan. These data include land uses, transportation facilities, social economic data, and population data. Changes in any or all of these community characteristics could require an update of the transportation plan.

This transportation plan was developed to support the goals, objectives, policies and programs stated herein. It complements and supports the proposed land use plan and ensures that those land uses are adequately supported by the roadway network. The plan addresses the following elements: existing thoroughfare facilities, functional classification of roads, proposed thoroughfare facilities (and how they address goals and objectives), and proposed bicycle and pedestrian facilities.

The transportation planning process outlined in this plan is not intended to furnish final decisions, but instead it is intended to give the appropriate information and guidance to those who will be responsible for decision-making. By its nature, a transportation plan within a comprehensive plan is general. It identifies implications to the transportation system should the long range land use plan be realized.

Previous Transportation Plan

The last major update of the transportation plan for Plainfield was accomplished during preparation of the last comprehensive plan, adopted by the Town Council of Plainfield in 1993. Referred to throughout this document as the "1993 Plan," it related transportation needs to land use changes that had either recently occurred or were anticipated during the planning period.

With respect to transportation, the most important "new" element of the 1993 Plan was the provision for Perimeter Parkway to serve the internal mobility needs of Plainfield. The plan also recommended construction or upgrades to roadways serving the eastern portion of Plainfield, including Six Points Road (now referred to as Ronald Reagan Parkway), Stafford Road, Dan Jones Road, Perry Road, and Reeves Road. This focus was well founded as evidenced by the rapid growth of commercial and warehouse uses in that area. Virtually all of these roadways are either in some stage of design or construction, or are complete.

The 1993 Plan has been particularly effective in guiding transportation investment during the past ten years. It was developed to serve the near term growth pattern identified at that time. Now, the 1993 Plan provides an excellent foundation for the preparation of the current transportation plan, based on a review of existing conditions and an update of demographic and land use forecasts.

Existing Transportation Facilitates

The evolution of Plainfield's land use is closely related to how its transportation network has developed. Both have been influenced by the proximity of Plainfield to the City of Indianapolis and the Indianapolis International Airport. The core commercial area of Plainfield has developed around historic US 40/The National Road, commonly known in Plainfield as Main Street. As residential neighborhoods sprang up to support this commercial core, local roads were developed. Many of these old town roads adhere to a typical grid street pattern that provides easy access through the community.

As the Town began to grow south in the 1960's and 1970's, better access was needed for that side of Plainfield. Old SR 267 provides access south into

Mooresville, and the "new" SR 267, which was built by the Indiana Department of Transportation to link US 40 with Interstate 70, has emerged as the primary access corridor for this area. This route allows traffic from Plainfield to access I-70 and travel east to Indianapolis or west to Terre Haute and St. Louis. This major route spurred other development. New subdivisions south of Hadley Road (County Road 600 South) increased the use of SR 267 during the 1980's. In accordance with the 1993 Plan, many of the transportation routes east of SR 267 were upgraded and widened to accommodate commercial traffic associated with the warehousing that developed there during the late 1990's and early 2000.

As the southern and eastern areas of Guilford Township continue to develop, additional transportation infrastructure will be needed to keep the system efficient and safe. This transportation plan provides a framework for identifying those needs in the context of growth expectations and existing system characteristics. The various modes of Plainfield's current transportation systems are described below.

Roadways

Roadways are the primary method of transportation in Plainfield, moving private automobiles, motorcycles and trucks throughout the planning area and onto the regional transportation network. Plainfield is comprised of many different classifications of roadways in its system including an interstate highway, state highways, regional roads and local roads.

Development in the Town is mixed with residential, commercial and industrial uses. This development pattern generates a mix of system users, including commuters coming into or exiting Plainfield to work, truck traffic for delivery of goods and services, and daily trips of residents to service their needs. All in all, the transportation network has to be efficient and provide a level of service that allows a range of functions to occur simultaneously without breaking down.

The street system of Plainfield was established as a grid network of roadways which allowed easy access to individual properties and provided options for traveling from one place to another. The pattern evolved from the county road system which was established with through roadways located at one-mile increments along most section lines. The core of the grid network in Plainfield is bounded by Moon Road to the west, Township Line Road to the north, Six Points Road to the east, and Hadley Road to the south.

As the town developed, commercial and residential areas filled in the gaps following the grid pattern. On the west side of Town, old SR 267/Center Street has formed a natural edge to the grid pattern, as the land uses to the west of Center Street are a park and state correctional facility. This grid pattern channels traffic to several major thoroughfares, including US 40 which moves traffic east and west, and old 267, SR 267 and Dan Jones Road which all travel north and south. As decades have passed, new development trends have emerged in which subdivisions have been designed with more curvilinear streets intended to improve aesthetics and slow traffic in residential areas.

Recently, the biggest single influence on the land use and transportation pattern in Plainfield has been the Indianapolis International Airport and the development it has spurred. Located immediately east of Plainfield, the airport has impacted development directly through the purchase of land on the east side of the Town. More importantly, airport development has had an indirect effect on land use and travel patterns within Plainfield due to noise considerations. At the time the 1993 Comprehensive Plan was created, the impact of airport noise was anticipated and the land use plan included extensive commercial and large-scale warehouse developments in this area.

The 1993 Plan included a series of roadway improvements to serve anticipated land use changes west of the airport. As expected, the commercial and warehouse area has experienced a notable increase in automobile and semi-truck traffic. Roadway capacity on the east side has been increased through the development of the east leg of the Perimeter Parkway (Perry Road) and the improvement of Stafford Road.

The increase in truck traffic and private vehicles traveling to the commercial center on US 40 and the warehousing district in Airwest Business Park,

coupled with commuter travel to Indianapolis, has increased traffic congestion considerably on both US 40 and SR 267. Between the peak hours of 6:30 a.m. and 8:00 a.m. and 4:00 p.m. and 5:30 p.m., service levels on these two roads has been significantly reduced. This congestion can force vehicles to find alternative routes through Town on streets that are not designed for these traffic levels.

A major component of the 1993 Comprehensive Plan was the proposed Perimeter Parkway, a combination of new and existing roadways to be developed as a local loop roadway system in Plainfield. The time frame for this development ranged from intermediate to short range (3-10 years). It was anticipated that the parkway would include Hadley Road heading east to a new road named Perry Road, a north-south connector to County Road 300, west to Saratoga Parkway, and south connecting to Moon Road. Major sections of this loop have been completed, primarily on the east side of Town. While the majority of the route is in place via county roads, consideration should be given to improvements that are consistent with higher traffic demand.

Additionally, as part of the improvements to the airport, the Indiana Department of Transportation (INDOT) is proceeding with construction of the Six Points Road interchange. This interchange will link with the proposed Ronald Reagan Parkway project (formerly known as the North/South Corridor project). This corridor will connect I-70 north through Hendricks County to I-74 near Brownsburg. INDOT started construction of this interchange and "Segment One" of the road between I-70 and US 40 in 2003. Locally, the construction of this corridor will provide easier regional access and decreased truck traffic along SR 267 and other key parts of the planning area.

While physical improvements made to the transportation system will decrease congestion and improve the flow of traffic, the transportation system will also be impacted by the land use and access management policies of local and state jurisdictions and regional planning agencies. For example, access management and traffic improvements along SR 267 are controlled by INDOT. INDOT's policy decisions for curb cuts, approval of signage and placement of traffic signals have a direct bearing on the development of land use patterns and impact of transportation within this corridor. The same could be said of many of the connecting county roads and the relationship between the Town and the county (or the Town of Avon in the case of Dan Jones Road). Therefore, it is imperative that the Town coordinate its planning and transportation efforts with those entities, especially regarding access control, widening projects and land use development.

Pedestrian/Bicycle Pathways

The Town of Plainfield Parks Department has planned a trail system through the formulation of a greenways master plan completed as part of the 1993 comprehensive plan. Over the past ten years, significant elements of this plan have been constructed. These bicycle and pedestrian pathways provide recreational and enhanced transportation linkage opportunities for the residents of Plainfield.

The bikeway/pathway system is composed of two types of pathways: trails and sidewalks. A trail has been established just north of Main Street (US 40) on an abandoned rail line. This trail is called the Vandalia Trail. A portion has been constructed from Saratoga Parkway east to White Lick Creek. Current plans call for a western extension from Saratoga Parkway and an eastern connection from Franklin Park, following the abandoned rail line and connecting to Perry Road.

The White Lick Creek Trail was constructed to connect a series of parks along White Lick Creek in Plainfield. The trail connects with the Vandalia Trail north of Main Street (US 40) in Franklin Park near the Plainfield Recreation and Aquatic Center. It continues south across Main Street, connecting to nearby soccer fields, and continues south to connect to Friendship Gardens east of Center Street. The trail continues along Center Street connecting Swinford Park and Plainfield High School, and continues south to Jim Hummel Memorial Park. There is a two mile track that loops around this park and crosses over the White Lick Creek Bridge to the back side of the park. The trail along Center Street continues south and connects to the Hadley Road Trail. As it crosses this trail, it

becomes the South Center Street Trail. This trail currently terminates at Hawthorne Ridge Subdivision on South Center Street.

Two east-west trail connections have also been constructed. The Hadley Road Trail starts at CR 700 East and continues east to SR 267 where it terminates. The Stafford Road Trail starts at SR 267 and continues east to Ronald Reagan Parkway (Six Points Road/CR 1050 E). The town has planned another east-west connection from Brookside to SR 267 along Stanley Road.

The greenways master plan identified several areas that need additional trail connections, including Perimeter Parkway, a portion of US 40 from the White Lick Greenway to the west, Vandalia Road from Franklin Park to the east to Perimeter Parkway, Dan Jones Road from US 40 to Perimeter Parkway, Simmons Street between US 40 and Stafford Road, a portion along Stanley Road from Brookside Drive to Pinewood Drive, a small section from Bobby Court to Lincoln Trail, and Stafford Road from SR 267 to the County line. In accordance with the 1993 Plan, many of these connections are currently being designed for construction in 2004 or 2005.

The other component of the Plainfield pathway system is sidewalks. They are especially useful in built areas for connecting neighborhoods with parks, commercial centers, and community services. Currently most major subdivisions and developed areas within Plainfield have sidewalks that provide these connections. The 1993 Comprehensive Plan identified an overall sidewalk system plan that would connect with the trail system. Existing sidewalks identified for upgrading included those on both sides of US 40, along Stafford Road between Center Street and SR 267, along Stanley Road between Center Street and Brookside Drive, and along South Center Street between County Road 550 South and Hadley Road. Some of this reconstruction has occurred, primarily in conjunction with roadway improvement projects.

Air

As can be expected, Indianapolis International Airport has had a significant impact on the land use and transportation patterns of Plainfield, particularly in its southeast quadrant. Some of these impacts are related to physical changes at the airport and some are operational. The most significant operational impact is the noise created by the taking off and landing of aircraft. Figure 3.26: Airport Noise Contour Map graphically displays the volume of noise in the form of noise contours associated with airport operations. The severity of the airplane noise depends upon the proximity and path of air traffic flying into or out of the airport. The contour lines run from southwest to the northeast and are primarily located in the east southeastern portion of the planning area. These noise contours have taken on significant importance as the federal government has mandated the land uses that are allowable within these contours.

According to the FAA published report entitled "Land Use Compatibility and Airports," areas within the 75 and over Day/Night Average Sound Level (LDN) are only compatible with commercial, industrial and agricultural land uses. In the 65-75 LDN range, additional activities that are considered compatible include recreational activities such as camping and outdoor sports. All land use activities are considered compatible in areas that have 65 LDN or less.

As the airport has expanded its passenger and freight operations more flights have taken place during all periods of the day, but particularly at night when noise problems are most severe. To mitigate these impacts, the Indianapolis Airport Authority (IAA) has initiated a policy of buying land and in some cases buying homes or entire neighborhoods subjected to excessive noise. In addition, new developments have gravitated to uses that are more compatible with the noise impacts. These are reflected in the large industrial warehouse distribution district on the Town's southeast side. The emerging land development pattern has directly affected surface transportation components necessary to support the trucking associated with the warehouse/distribution complex.

Figure 3.26: Airport Noise Contours

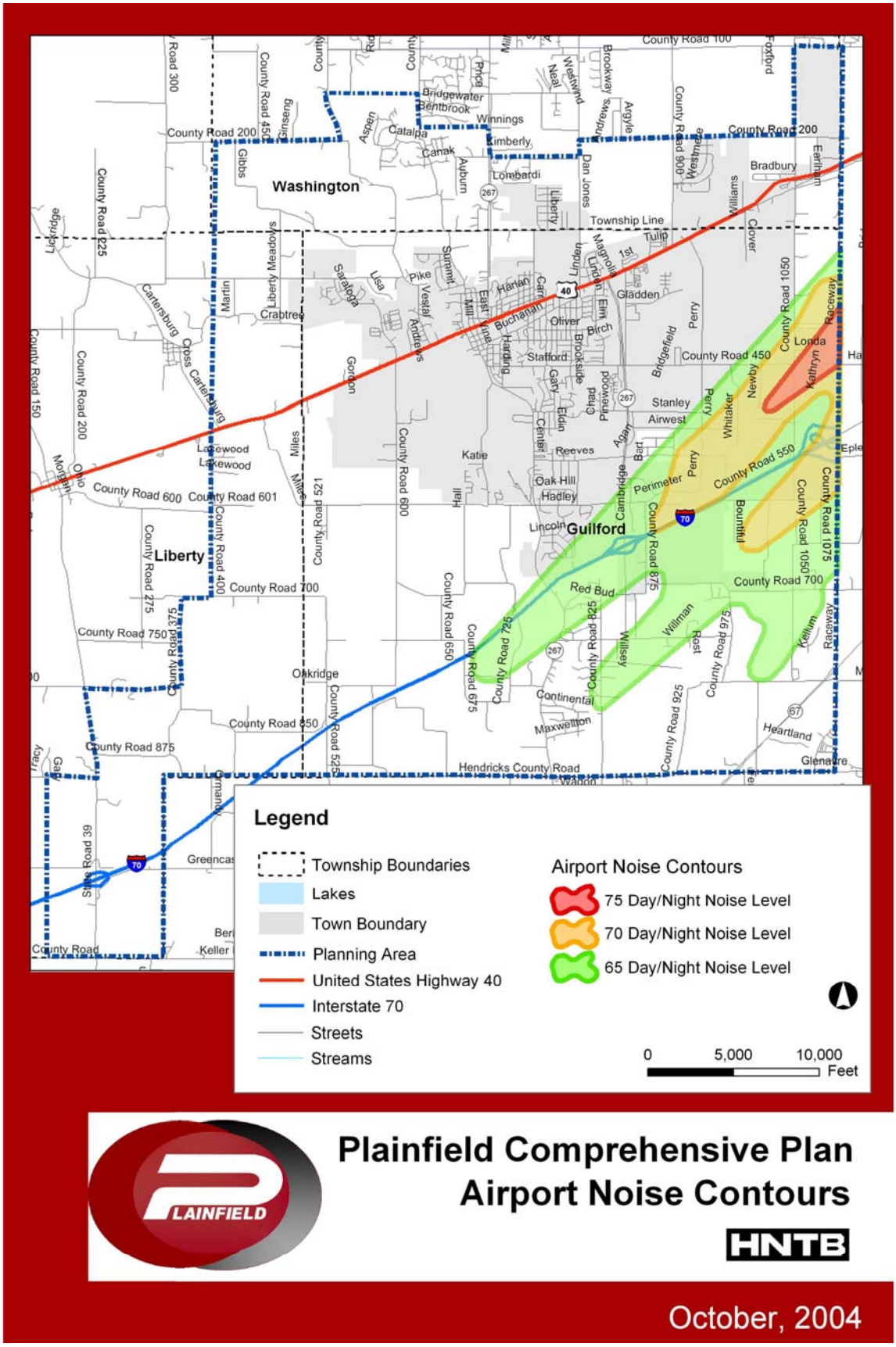
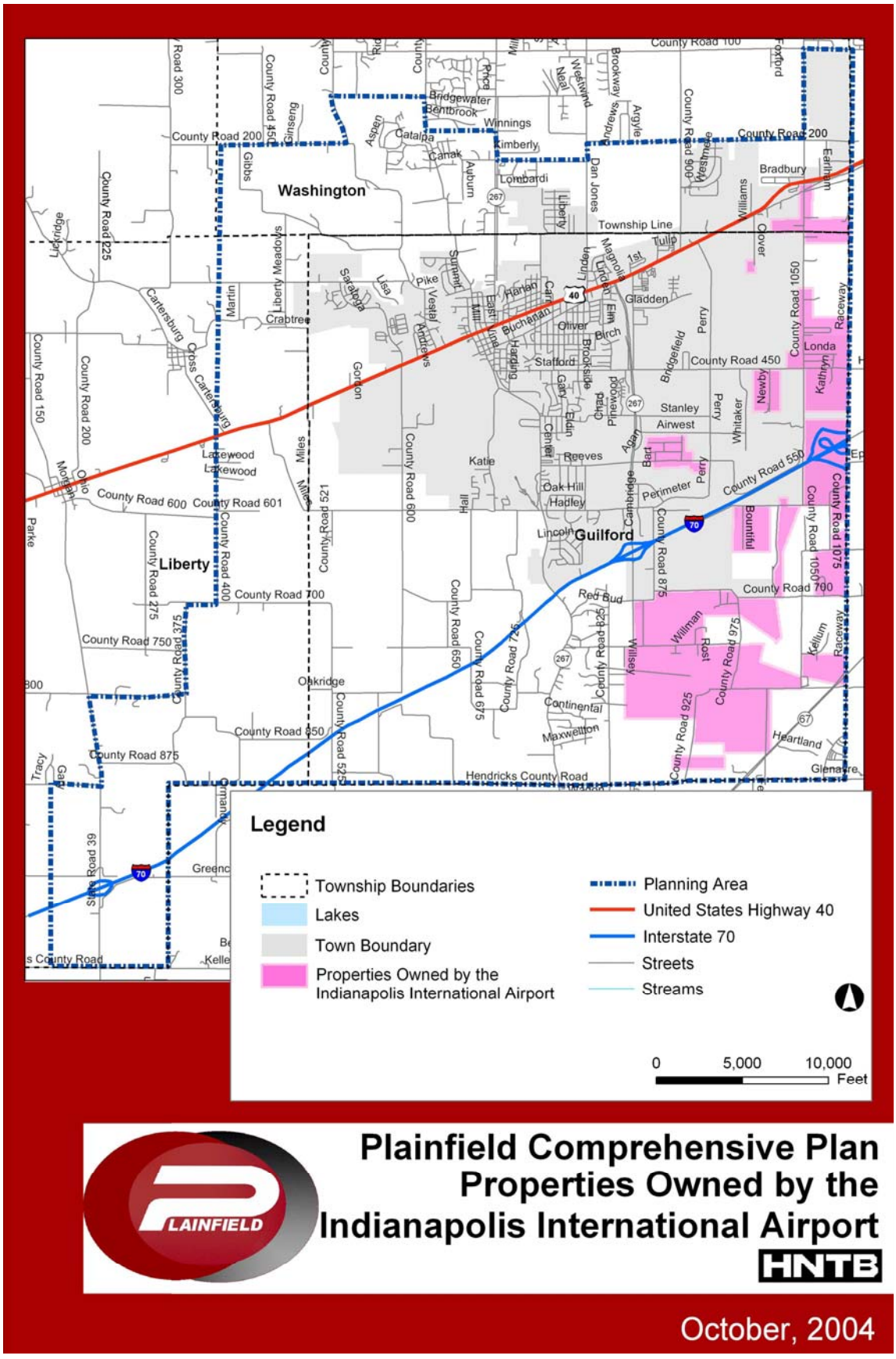


Figure 3.27: Airport Properties



Properties owned by the Indianapolis International Airport also have a direct effect on the land use location decisions of Plainfield. Figure 3.27: Properties Owned by the Indianapolis International Airport Map shows the properties that have been purchased by the Indianapolis Airport Authority. These properties have been acquired either through the airport's noise mitigation program or for the protection or transfer of environmentally sensitive areas. Much of the property is located either on the eastern edge of Plainfield or in the southeast portion of the planning boundary area.

In 1975, the IAA completed a master plan which called for the reconfiguration of the airport for a midfield terminal. Instead of the terminal being at a remote corner of the airport, the plan called for the terminal to be placed in the middle of the airport, equally spaced between two east-west runways. To serve this new terminal, the master plan also called for a major change in the access and egress of the airport. A new interchange from I-70 was planned, with primary access to be provided from the west. This interchange will have major implications for Plainfield since it will essentially reorient the airport's front door from the west side of Indianapolis to the southeast corner of Plainfield. This reorientation was the impetus of the Ronald Reagan Parkway project through Hendricks County, beginning at I-70 in Plainfield and traversing through Avon and Brownsburg before ultimately connecting to I-74. Clearly, the new airport entrance and the associated Ronald Reagan Parkway interchange will have significant implications for Plainfield and its regional and local circulation patterns.

Roadway Classification System

Like other communities, Plainfield uses a functional classification system for the administration, planning and design of roadways. These classifications are defined to serve expected future land use and to provide continuity within the transportation network. The subdivision control ordinance provides an associated set of minimum design standards that are in keeping with the hierarchy of the system and are governed by the specific transportation services the roadway network is expected to provide within the community. Plainfield has five types of functional classifications: interstate, primary arterial, secondary arterial, collector, and local road.

Interstate Highways

Interstates are used to move high volumes of traffic from state to state. They are part of a larger state and federal network that interconnects and allows travel from one area of the country to another. Interstate highways do not provide direct access to properties; instead they provide access to arterials that link to the local network.

One interstate highway traverses through the Plainfield Planning Area. I-70 links Plainfield with the City of Indianapolis, Terre Haute and St. Louis. The I-70 interchange with SR 267 provides access to Brownsburg and Mooresville. As stated previously, a second local interchange is currently under construction at Six Points Road and I-70. It will connect with Ronald Reagan Parkway which will provide north-south access through Hendricks County. INDOT is responsible for maintenance and aesthetic improvements to these local interchanges. The Town should maintain a relationship with INDOT to understand what future improvements are planned for the interchanges and how corridor enhancements can be used to define the entrances into Plainfield.

Arterials

The primary purpose of arterials is to carry traffic through the region, across the Town and from collector streets in residential areas to major destinations in and beyond the planning area. Arterials often connect communities within rural and urban areas. Since access to properties is a secondary function of arterials, driveways, side street entries and on-street parking are often limited on these routes. Arterials should provide a high operating speed and should have direct routing to favor longer trip lengths.

With the exception of interstates, arterials typically carry larger volumes of local traffic than roadways of other functional classifications. These roads can be rural or urban in character. In rural or outlying areas, arterials serve most of the interstate and intrastate trips. They connect urbanized areas

such as Avon, Danville, and Mooresville. In urban areas, arterials serve the major activity centers of the urban area and carry a high proportion of the total vehicle miles of travel within the urban area.

Divided Primary Arterials

Divided primary arterials are divided streets separated by either pavement, grass, or landscaped median that interconnect with and augment the primary and secondary arterials. Divided primary arterials are generally urban in nature, connecting commercial, office and industrial areas within the Town. They serve trips of moderate length and provide access to planned areas or large individual sites including subdivisions, neighborhoods, office parks or business parks. These divided primary arterials generally have a minimum right-of-way of 100 feet with a minimum pavement width of 24 feet for each group of travel lanes. SR 267 (Quaker Boulevard) from US 40 (Main Street) to Camby Road is an example of a divided primary arterial.

Primary Arterials

Primary arterials are those that serve as the "trunk lines" of the thoroughfare system. In Plainfield, they bisect the Town from east to west and north to south. These generally have a minimum right-of-way of 80 feet with a minimum pavement width of 48 feet. There are currently three primary arterials within the planning area:

- US 40 (Main Street)
- Perimeter Parkway Access (300 South, Moon Road, Hadley Road/600 South, and Perry Road)
- Ronald Reagan Parkway (Six Points Road)

Secondary Arterials

Secondary arterials interconnect the various areas of the community with the primary arterial system. They are used primarily for the mobility they provide rather than for access to abutting property. Secondary arterials are typically two-lane, but they can also be developed as divided boulevards. These generally have a minimum right-of-way of 70 feet with a minimum pavement width of 40 feet. Existing secondary arterials within the planning area include the following:

- Dan Jones Road
- SR 267 from intersection of CR 750S and SR 267 to Center Street
- Stafford Road
- Reeves Road from SR 267 to Ronald Reagan Parkway
- Center Street from US 40, south to edge of Planning Area
- CR 675 East

Collectors

Collector roads serve traffic movements between arterial and local streets, and serve through traffic within local areas. They have the dual function of providing land access and traffic circulation within residential neighborhoods and commercial and industrial areas. Collectors typically link neighborhoods or areas of similar land uses with arterial streets. They generally have a minimum right-of-way of 70 feet and a minimum pavement width of 36 feet. Collector streets should be planned so as not to disrupt the activities within the areas they serve. The biggest issues surrounding collector streets are continued maintenance and the lack of connections or through streets which provide access between subdivisions and neighborhoods. Improvements for this category include extending and improving existing collectors. There are numerous collectors located in the planning area, as listed below:

- Reeves Road between Center Street and SR 267
- Stanley Road between Center Street and SR 267
- CR 900 East
- CR 725 East
- CR 600 East between Hadley Road to CR 750 South
- CR 600 South from Moon Road, west
- CR 300 South
- CR 700 East
- CR 525 East
- CR 750 South
- Vestal Road
- Gibbs Road
- CR 725 South [E]
- North Carr Road
- Camby Road
- CR 750 South between SR 267 and CR 975 East

- CR 800 South
- CR 925 East
- CR 1025 East

Local Roads

The function of local roadways is to provide access to abutting properties. These streets are not intended to provide extended mobility or high operating speeds. They usually have lower traffic volumes than the higher roadway classifications. Improvement needs on these streets vary from collectors and arterials since they are not typically volume driven. Instead, maintenance is the issue on these roads and improvements should be identified and prioritized based on engineering factors (degree of disrepair, cost estimate to repair, number of properties receiving access, etc.).

Roadway Design Standards

As stated previously, an important element of functional classification is the association with minimum roadway design standards. Figure 3.28 shows the roadway design standards in effect during June, 2004. (These standards may be amended from time to time by the Town Council by means of the Subdivision Control Ordinance.

Existing Traffic Volumes

In order to analyze the impact growth will have on the Town's transportation system, traffic counts were mapped for various locations throughout the roadway network. For purposes of area wide planning, traffic volumes are ordinarily expressed in terms of average daily traffic (ADT). The ADT for a roadway segment is the number of vehicles using that road on a typical weekday. The term sometimes refers to a 24-hour traffic count corrected for seasonal and daily variations.

An estimate of current daily traffic volumes in Plainfield is shown on Figure 3.29: Plainfield Average Daily Traffic Estimates. This information is taken from a number of sources. Traffic count data near SR 267 south of US 40. Generally, future traffic volumes from these development areas were estimated using trip generation rates available from the Trip Generation Report, Institute of Transportation Engineers (ITE), Sixth Edition, 1997. for various state roadways was provided by the Indiana Department of Transportation. Traffic impact studies submitted to the Plan Commission provided recent data in the vicinity of major developments. These two sources provided data for the most highly traveled routes in the Town. At locations that have not changed significantly during the past ten years, traffic counts from the 1993 transportation plan were factored to provide an estimate of current conditions.

The purpose of illustrating traffic volume data is to provide a frame of reference for the Plan Commission as to the current usage of existing roadways. Future roadway classifications that comprise the Proposed Thoroughfare Plan are based on forecasted data, as discussed in the next section.

Future Development Impacts

Clearly, there is an inherent link between the transportation system and the land uses within the Town. In order to plan effectively for meeting future transportation needs, this linkage must be quantified and translated into future facility requirements. Thus, the basis for future transportation planning is the proposed land use associated with the Comprehensive Plan. This linkage is approximated in this plan update by identifying areas of major land use change, generating estimated traffic volumes from those areas, and adding that traffic to existing traffic volumes to provide a measure of total future demand. Once this demand is estimated, it can be compared to existing capacity to identify future system needs.

As shown in Figure 3.8: Future Land Use Map, primary growth areas will be residential on the west side of Town near Moon Road, industrial and warehouse east of SR 267 between US 40 and I-70, commercial and office south of I-70 near the SR 267 interchange, and commercial.

In most cases, new trips were estimated directly by applying the trip generation rates to estimates of the type and intensity of future land use indicated in the plan. An exception is the commercial area south of US 40 and east of SR 267, where the results of a recent traffic impact study* provided the best estimate of future demand.

Figure 3.28: Roadway Design Standards

Article 3.3
Streets

TABLE 3.3 - A: MINIMUM DESIGN STANDARDS FOR STREETS

	All Uses			Commercial / Industrial Uses				Residential Uses	
	Divided Arterial	Primary Arterial	Secondary Arterial	Collector	Commercial Use / Local	Industrial Use / Local	Collector	Local Collector	Local
Right-of-Way	100 ft.	80 ft.	70 ft.	70 ft.	50 ft.	60 ft.	70 ft.	60 ft.	50 ft.
Pavement Width	2 @ 24 ft.	48 ft.	40 ft.	36 ft.	26 ft.	28 ft.	36 ft.	30 ft.	26 ft.
Median	16 ft.	No	No	No	No	No	No	No	No
Curb & Gutter	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Back-to-Back of Curb	2 @ 28 ft.	52 ft.	44 ft.	40 ft.	30 ft.	32 ft.	40 ft.	34 ft.	30 ft.
Depth and Materials	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)	(2)
Sidewalks	Yes - 6 ft.	Yes - 6 ft.	Yes - 6 ft.	Yes - 6 ft.	Yes - 6 ft.	Yes - 6 ft. (1)	Yes - 6 ft.	Yes - 6 ft.	Yes - 4 ft.
Maximum Grade	(2)	(2)	(2)	6.0%	6.0%	6.0%	6.0%	6.0%	6.0%
Minimum Grade (5)	.5%	.5%	.5%	.5%	.5%	.5%	.5%	.5%	.5%
Curve Radius	(2)	(2)	(2)	200 ft.	200 ft.	200 ft.	75 ft.	75 ft.	75 ft.
Length of Tangent	(2)	(2)	(2)	200 ft.	200 ft.	200 ft.	150 ft.	150 ft.	100 ft.
Sight Distance	(2)	(2)	(2)	240 ft.	200 ft.	200 ft.	240 ft.	200 ft.	200 ft.
Corner Radius	(2)	(2)	(2)	40 ft.	40 ft.	40 ft.	25 ft.	25 ft.	20 ft.
Transition Curve (3)	N/A	N/A	N/A	N/A	70 ft./60 ft.	70 ft./60 ft.	N/A	N/A	50 ft./40 ft.
Cul-de-Sac (4)	N/A	N/A	N/A	N/A	140 ft./120 ft.	140 ft./120 ft.	N/A	N/A	100 ft./80 ft.

(1) Sidewalks not required in I-2, I-3 and I-4 *Districts*.
(2) Standards as required by Town Engineer or Indiana DOT Design Standards.
(4) Cul-de-Sac listed in terms of diameter of Right-of-Way / Back-to-Back of Curb diameter.

Town of Plainfield 3.3-7

Figure 3.29: Plainfield Average Daily Traffic Estimates (11x17)

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[*FOOTNOTE: "Traffic Impact Study for Plainfield Marketplace", prepared for Premier Properties, Inc. by American Consulting, Inc., April 9, 2003] In addition to considering a number of diverse uses as part of this major development, that study also considered 2,800 single family homes within a three mile radius. The trip generation analysis for that study was based on the same ITE reference document as used for estimating trips from the land use plan.

A number of adjustments were necessary to prepare the forecasts for use in plan development. Average rates were used to convert from land area to the variables used for trip generation (ie. floor areas). Adjustments for background traffic were minimal (0%-1% depending on location) since the level of development assumed in the land use plan accounted for all traffic movements except those beginning and ending outside the study area. In some cases, trip generation data was provided only for peak periods.

These estimates were adjusted to daily trips by applying factors to account for approximately 10 percent of daily traffic during the peak hour for office and warehouse uses, and 12 percent during the peak hour for retail, grocery and restaurant uses. (Daily rates were available and were used for residential and other uses in the plan.)

One special adjustment was necessary to reflect a land use somewhat unique to Plainfield. When applying the typical ITE rates for warehouses, very large volumes of traffic were generated for the area east of SR 267 in the Air Tech Park and Airwest Business Park areas. If these rates were correct, Plainfield would already be experiencing gridlock on many of the existing roadways of the area. A review of the ITE base data indicated that much smaller warehouses had been used to generate the standard trip generation rates. Plainfield staff indicated that this inconsistency had been identified in previous traffic studies for the area, and special studies had been undertaken to match the characteristics of local warehousing with actual traffic volumes as measured by count data. These locally generated rates were used to generate traffic from warehouse uses included in the plan.

With daily trip estimates available from major development areas of the land use plan, the next step was to assign these to the roadway network. This was accomplished on a site-by-site basis using a logical distribution reflecting an orientation to major regional roadways. The interaction between land uses was also considered, particularly between residential and non-residential uses since many of the employment and shopping trips would originate within the areas where trips were generated from new homes within Plainfield.

Once trips had been generated and assigned, they were added to existing traffic data shown on Figure 3.28, Plainfield Average Daily Traffic Estimates to provide generalized forecasts of future demand. Although there were numerous assumptions and approximations used in the process, it provided results that were sufficiently reliable to support the following observations and conclusions regarding future conditions:

1. US 40 will continue to operate near capacity. Traffic volumes on US 40 are currently near 40,000 vehicles per day on the east side of Plainfield. This demand could approach 50,000 vehicles per day during the next 20 years, with volumes over 30,000 vehicles per day through most of Plainfield. *High traffic volumes on US 40 reduce the utility of this primary arterial for serving local travel needs. This was recognized in the recommendation of a Perimeter Parkway System in the 1993 Plan. Current planning studies reinforce the need identified previously for additional east-west capacity within Plainfield in order to maintain local mobility.*

2. SR 267 north of I-70 will continue to draw high volumes of traffic, even after Ronald Reagan Parkway and the Six Points Road interchange are operational. Traffic demand could approach 50,000 vehicles per day (nearly twice existing) immediately north of I-70 when the commercial/warehouse area east of SR 267 is built out and when housing areas mature on the west side of Town near Moon Road. *This indicates a need to provide alternate routes for accessing the regional highway network from housing areas on the west side of Plainfield. It*

also indicates that INDOT and the town should make provision for increasing the capacity of portions of SR 267 in the future.

3. Traffic volumes on SR 267 south of I-70 will be much higher than today if the area is developed to the highest intensity as indicated by the land use plan. Although the impact is localized, average daily traffic could be as high as 45,000 vehicles per day at the interchange. This could reduce the potential benefit of providing a "southern route" to the interchange from the west to relieve traffic demand. *More detailed planning is needed for the area south of I-70 to refine land use assumptions and to define an effective roadway plan that meets future mobility needs. This may include consideration of a new route for SR 267 that links more directly with SR 67 south of Plainfield.*

4. Completion of the Six Points Road interchange and upgrades to Ronald Reagan Parkway will be essential for servicing the planned commercial development on the east side of Plainfield. Estimated traffic just north of the interchange approaches 40,000 vehicles per day, similar to US 40 and SR 267. This roadway will operate with Stafford Road to provide a new gateway to Plainfield. *It will be important for Plainfield to establish high standards for access control on Ronald Reagan Parkway north of I-70. Although the need is not likely to occur until the area is completely built out, it may be desirable in the future to upgrade Stafford Road to five or six lanes, at least between Ronald Reagan Parkway and Perry Road. It appears that a new local roadway planned between Ronald Reagan Parkway and SR 267 will provide the additional east-west capacity necessary during the planning period of this plan.*

5. Continuing to improve Perimeter Parkway will be essential for maintaining local mobility within Plainfield in the future. Perry Road will play an increasingly important role in serving Air Tech Park, Airwest Business Park, and the extensive commercial areas near US 40, and in providing relief for SR 267. Township Line Road on the north will provide an important alternate to US 40 for east-west travel. Hadley Road and Moon Road will serve much higher volumes of traffic when residential areas develop to the west. *Consideration should be given to providing for a minimum of four lanes over the entire length of Perimeter Parkway. Timing would be dependent on the rate of growth of anticipated land use.*

6. Provision should be made now for serving future growth areas that are currently sparsely developed. This is especially true for areas on the west side of town near Moon Road and south of Hadley, and for the entire area south of I-70 to the Hendricks - Morgan County line. *Representative alignments and connections for southern and western areas should be included in the Transportation Plan now, subject to refinement based on more detailed alignment studies that take into account the many constraints of the area, including mines, gravel pits, drainage ways and the airport's wildlife habitat restoration area.*

The observations and recommendations presented above relate to the "big picture" of future transportation characteristics and needs of Plainfield. In combination with the application of sound planning principles related to roadway spacing for general mobility, they form the basis for development of the recommended transportation plan presented in the next section.

RECOMMENDED TRANSPORTATION PLAN

Introduction

Plainfield is at a critical juncture in the development of its transportation system. Changes currently underway on the regional roadway network will literally redefine access and mobility for Plainfield and the area surrounding it. It is particularly important at this point in time that the Town anticipates its future needs and develops its transportation infrastructure in a manner that best meets those needs.

The Proposed Thoroughfare Plan presented here is intended to guide the Town in addressing its short term problems and meeting its long term needs as it develops its local roadway system. Future land use patterns and traffic projections provide a long

term perspective for the recommendations. Recognizing that the quality of a transportation system environment can be as important as the system's capacity, additional recommendations are detailed for enhancing the aesthetic character of the system.

Multi-modal travel opportunities are currently limited in Hendricks County. Studies are underway by the Metropolitan Planning Organization to evaluate the feasibility of a regional mass transit system to serve the nine-county area surrounding Indianapolis. Plainfield should continue to monitor and participate in planning activities for this regional system and be prepared to respond if and when plans become more firm. A description of the current regional study and a discussion of light rail transit potential is presented in a subsequent section.

With respect to non-motorized travel, the Recommended Transportation Plan identifies a series of actions to improve the Town's bicycle and pedestrian system. These recommendations include sidewalks, path extensions, and related enhancements in conjunction with planned roadway projects.

Identification of Future Needs

Based on a review of the future land use plan, the existing transportation network and the available traffic data, a number of issues and opportunities have been identified for future development of the roadway network. These are discussed on a route by route basis below.

Perimeter Parkway

The 1993 Comprehensive Plan recommended the development of the Perimeter Parkway as a circumferential route within the Town of Plainfield to serve internal circulation needs and to relieve some of the traffic demand on local roads. This parkway was intended to serve as a route to I-70 for residential traffic on the west side and truck traffic on the east side of Town. Significant portions of the parkway have been built. Perry Road and Saratoga Parkway have been constructed to complete a loop around Plainfield, but the work should continue to provide the loop proposed by the 1993 Plan. Improvements are needed to the existing roads that form a portion of the loop (Moon Road, CR 300 South, and Hadley Road) to provide the capacity necessary to support future growth, especially with more intense residential development located on the west side of the Town.

SR 267

SR 267 serves as the major north-south thoroughfare route for Plainfield. The road has been improved as a multi-lane limited access corridor from US 40 to just past the I-70 interchange. Given the intensity of development in the area at build-out and assuming that it may be required to serve the large area of residential development planned for the west side of town, provision should be made for adding one additional lane in each direction in the future.

The southern leg of SR 267 currently transports local traffic from Plainfield to Mooresville. This section of highway has two lanes, with narrow shoulders, sharp curves, and hilly terrain at some locations. Without major improvements, traffic service is likely to deteriorate as residential development continues to occur on the south and west side of Plainfield, and non-residential uses develop on the east side of the Town. More importantly, the land use plan calls for intense commercial development south of I-70. More detailed plans should be developed for this area, including the realignment of SR 267 to provide a more direct link to SR 67 near Heartland Crossing.

Dan Jones Road

Although Dan Jones Road does not extend through the entire county, it currently serves as an important collector between Plainfield and Avon. In fact, the 1993 Comprehensive Plan identified Dan Jones Road as a more significant link than SR 267 north of US 40. Traffic growth since that time has confirmed this priority. During recent years, the Town of Plainfield has advanced an improvement project for Dan Jones Road to the construction stage, with work to be complete before the end of 2005. Avon has also targeted this road for future upgrades to augment the north-south movement of traffic between the two communities.

Hadley Road

In the 1993 Comprehensive Plan, Hadley Road was identified as a secondary arterial as part of the Perimeter Parkway. Over the past 10 years, the segment has emerged as an important local link between the western growth areas of the Town, across South Center Street to SR 267 and the Plainfield Business Park to the east. This roadway should ultimately be widened to four lanes.

Ronald Reagan Parkway

Ronald Reagan Parkway is currently under construction. This roadway parallels Perry Road and will connect I-70 with US 40, and eventually with I-74 in Brownsburg. Given the importance of this roadway to future access and mobility, Plainfield should manage access and maintain a high standard for this roadway. Plainfield is currently working with other jurisdictions along the route to establish standards that should provide a high degree of functionality and character for this important roadway.

Stafford Road

Stafford Road will play an increasingly important role in the Plainfield thoroughfare system following the completion of Ronald Reagan Parkway and the Six Points Road interchange. In combination, these roadways will provide a shorter path from I-70 to Air Tech Park, portions of Airwest Business Park, and the center of town than that which exists today via SR 267. Since Stafford Road will be the only continuous east-west roadway (other than US 40) that will link Ronald Reagan Parkway, SR 267 and Center Street. Care should be taken in maintaining future options for this corridor. Based on a build-out of the land use plan, traffic forecasts indicate that the roadway will be at the threshold of requiring six lanes. The actual need for added travel lanes will depend on intensity of development, drive locations and capacity of parallel routes. As future development occurs in the area, consideration should be made for future widening to six lanes, at least between Ronald Reagan Parkway and Perry Road, and ideally, all the way to SR 267.

Airport Connections

As noted previously, the reconfiguration of the Indianapolis International Airport introduces significant opportunities for the Town of Plainfield. It is critical that the Town participate actively in decision-making with the airport in order to preserve this highest compatible local access. Specifically, the West Airport Perimeter Road will serve as a local circulator around the airport. This road currently exists but is under review as to connections for service roads and local circulation to Plainfield and Ronald Reagan Parkway. Two local access opportunities need to be explored in detail. These include the connection of Stafford Road into the West Airport Perimeter Road and an extension of the United Airlines maintenance entrance road westward from West Airport Perimeter Road to Ronald Reagan Parkway.

Stafford Road has undergone significant improvement between SR 267 East and CR 1050 East (proposed Ronald Reagan Parkway). It is recommended that the upgrade of Stafford Road continue to the county line and link with a proposed extension that would connect directly into the reconstructed West Perimeter Road of the airport. In addition to improving overall mobility in the area, this connection would provide an alternate access point for the airport in the event of an accident or other blockage of the airport entry interchange. Coordination with the airport should continue to insure that this connection can be accomplished without compromising airport interchange operations.

On the east side of Town in Airtech Industrial Park, Airtech Parkway serves as a connection from Stafford Road to the new Ronald Reagan Parkway. The purpose of this roadway is to serve industrial truck traffic accessing the warehouses in the industrial park. With the reconstruction of the airport's West Perimeter Road an opportunity will exist to extend Airtech Parkway from Ronald Reagan Parkway to the Perimeter Road.

Extension of Plainfield Commons Drive to Airtech Parkway

Over the last five years, development has been occurring very rapidly in Airtech Park and Plainfield Commons, and this area will soon see the development of a "Metropolis" Lifestyle Center. It will capitalize on the existing roadway from the Plainfield Commons. A connection is needed that would link Plainfield Commons with Airtech Parkway, which eventually connects with Ronald

Reagan Parkway and a proposed extension to the Airport's West Perimeter Road. In addition to assisting with the flow of east-west traffic in the near term, this connection may reduce the pressure to expand Stafford Road when the area ultimately builds out.

New interchange at I-70 and the extension of Moon Road

The future land use plan identifies a significant amount of new residential development on the west side of Plainfield over the next twenty years. As this area continues to develop the most likely route for residents to access the regional roadway system would be by way of Moon Road and Hadley Road. With traffic levels increasing on these two routes, an alternative will be needed to alleviate the congestion. An effective alternative would be the provision of a new I-70 interchange at Moon Road. Recognizing that the development of a new interchange is a complex process that typically takes ten to fifteen years, the initiation of communications with INDOT should occur well ahead of established need. Plainfield should also introduce the concept to the Metropolitan Planning Organization (MPO) for consideration in the update of the regional transportation plan.

Recognizing that approval of a Moon Road interchange would most likely occur well into the future (if at all), Plainfield should plan for conditions with and without this connection. A new crossing over I-70 for Moon Road would maintain the interchange option while also allowing the development of a new "southern route" to the SR 267/I-70 interchange and/or to SR 67. Moon Road is in need of significant improvement including curb and gutter, widening and the addition of turn lanes as subdivisions develop along the road. Access limitations should be applied as the area develops in recognition of its future role as a major thoroughfare. The planning for the Moon Road extension, Moon Road crossing, and Moon Road interchange should occur in conjunction with the more detailed studies previously recommended for the area south of I-70.

Since it would provide an additional entrance to Plainfield from I-70, aesthetic gateway treatments should be designed for this interchange area. It is recommended that the Town adopt a policy position regarding the development and aesthetics of the new interchange and initiate preliminary discussions with INDOT when the southern area studies are complete.

PROPOSED THOROUGHFARE PLAN

The Proposed Thoroughfare Plan for Plainfield is presented in the form of a revised functional classification system map on Figure 3.29: Proposed Thoroughfare Plan. The plan is intended to guide future roadway construction by linking the roadway classifications with the standards provided by the subdivision control ordinance. New roadways, linkages and realignments are indicated with dashed lines. Roadways not otherwise classified on Figure 3.30 are classified as "local."

Major changes in functional classification and/or roadway alignments are discussed in the previous paragraphs outlining potential system problems and reviewing major facilities. Other adjustments are included in the plan to improve system continuity or to balance the mobility offered by the system. Unless otherwise indicated in the discussion of specific routes, the timing of improvements should be driven by the timing of development.

Although the future layout and capacity of the roadway system is the primary component of the transportation plan, other components warrant attention as a part of this plan update, including alternative transportation facilities (greenways and transit). These topics are addressed in the remainder of this section. Aesthetics and general development guidelines are addressed in the next chapter.

ALTERNATIVE METHODS OF TRANSPORTATION

Alternative modes of transportation in Plainfield could include pedestrian facilities, bicycle trails, or mass transit (buses or rail). Plainfield's development pattern is moving more towards an urban character with the new commercial and industrial components within the Town. Plainfield has done an excellent job in the past of developing a pedestrian and greenway network, and the Town recognizes that transit may play a role in helping to ease congestion in the future. Plainfield should expand its pedestrian trail and greenway network to

interconnect the community and to link with trails outside of the Town, and should continue to coordinate with other jurisdictions regarding regional transit opportunities.

Regional Transit

In 2003, the Indianapolis Metropolitan Planning Organization undertook a Regional Rapid Transit Study known as "Directions." The MPO worked with several consultants and a task force to develop this comprehensive study of rapid transit in the greater Indianapolis area. The study examined rapid transit service for the region and began to address area wide issues that were raised during the Northeast Corridor Environmental Impact Study regarding the development of a regional system. Directions is a multi-phase study that will identify preferred corridors and a recommended transit technology.

The first two phases of the study defined potential technologies and a system of travel corridors that would best serve the region. The task force and MPO designated bus rapid transit (BRT), light rail transit (LRT), and automated guideway transit (AGT) as the modes to be studied, and identified several corridors as preferred options for further review. Two potential alignments were identified between downtown Indianapolis and the Indianapolis International Airport. Airport entry and circulation options are currently under review by the Indianapolis Airport Authority in the context of detailed planning for the new midfield terminal. These options have not yet been identified.

Phase Three will further define and prioritize these transit corridors and technology options, and may include initiation of a "new starts" funding application with the Federal Transit Administration (FTA).

If the opportunity arises for the establishment of regional transit at the edges of Plainfield's planning area, future consideration should be given to the location of this station as well as additional connections from the Town, including pedestrian and bicycle facilities. The Town should also revisit the land use component around this station to identify commercial opportunities to capitalize on the location of the facility.

If the regional transit plan moves forward, the Town should update the zoning ordinance to encourage transit oriented development around the transit station. The Town might also consider adopting transit oriented policies for each project site and neighborhood, either through a district or overlay zone, to ensure that land near the transit station is supporting the uses surrounding it and is not under utilized.

GENERAL CORRIDOR IMPROVEMENT POLICIES

In addition to the location-specific components of the Transportation Plan, the following general corridor improvement policies are recommended for consideration by the Town of Plainfield.

- Limit Curb Cuts

The number of entrances and exits along US 40, Dan Jones Road, SR 267, Perry Road and eventually Ronald Reagan Parkway will directly affect the long-term operation of these roadways. These arterials have a primary purpose of moving traffic through the planning area and a secondary purpose of providing access to business and residential areas. A desirable alternative to the many different curb cuts on these arterials would be to group these multiple access points into single entrances that would serve many buildings. In some cases, this may include combining existing entrances and/or encouraging new businesses to use existing curb cuts. With special signage and landscaping, this initiative could enhance the character of the corridors while improving traffic flow and easing access to properties.

On Dan Jones Road, the number of subdivision entrances is likely to increase as development occurs on this secondary arterial. The Plainfield Access Control Ordinance will be a key in limiting the number and distance between access points and providing appropriate ingress and egress lanes.

Figure 3.30: Proposed Thoroughfare Plan
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Access to US 40 and SR 267 is controlled by INDOT through the issuance of driveway permits. INDOT has become more protective of access to its facilities in recent years, as evidenced by the number of access points on US 40 (the old National Road), compared to the more recently constructed section of SR 267 north of the I-70 interchange. The Town should continue to coordinate with INDOT regarding access and enhancements along these corridors, especially in light of the agency's new policies regarding community impact assessments and context sensitive design.

- Encourage Cross Easements Between Parking Lots

Grouping entrances presents the issue of access from one business to another without the use of an arterial. In general, along the commercial areas of SR 267 and Perry Road, access between businesses is not an issue since the developments are relatively recent and have been influenced by the Town's Access Control Ordinance. Earlier developments along US 40, however, are served by an excessive number of curb cuts for large retail centers, restaurants and other commercial properties. Typically, parking lots have been created for each of these businesses and individual curb cuts have been provided on US 40. The connection of parking lots and the creation of a frontage roads (where feasible) would maintain access while enhancing the flow of traffic.

- Provide Landscaping

Landscaping enhances the visual aesthetics of a corridor and provides identity to an area. Landscaping provides many different functions, including a softening of intensive land use activities, acting as a buffer between uses, providing relief from expansive areas of asphalt pavement, and identifying key entrances and exits. Landscaping improvements can involve sidewalks, curb and gutter, and general streetscape improvements in addition to trees and vegetation. It is most effective when it is integrated within parking lots and along the rights-of-way.

Planting designs can be created that define corridors and provide aesthetic beauty to the area. This can be accomplished by the creation of new landscaping standards and implementing them through corridor overlay zones that target specific corridors. In order to have the most positive impact, the Town should focus on corridors with key activity centers, such as US 40, the interchange of SR 267 and I-70, the proposed new interchange at I-70 and Moon Road, the intersection of Hadley Road and Moon Road, and along SR 267 from US 40 to I-70.

- Manage Business Signage

Excess signage along arterials is a major problem in many communities. While signage is the primary means for a business to promote itself or for wayfinding for the motorist, often the number, size and style of signage can distract and mesmerize motorists traveling down a corridor. To positively impact the character along its corridors, a desired style and look should be established by Plainfield. By establishing a unique identity for each corridor, standards can be implemented that regulate height, size, style and arrangement of signage. This would enhance the visual aesthetics of the corridors, provide clear direction for motorists, and provide a unifying element for varying land uses. Key areas where this should be implemented include US 40, SR 267, Perimeter Parkway, Ronald Reagan Parkway, and Perry Road. As the area south of I-70 develops with commercial and business uses, a sign program should be reviewed to provide a common theme of signage for that special area. The Town should also develop a common theme for wayfinding signs within the Town. Implementation of these signage provisions should be accomplished by means of the zoning ordinance.

- Improve Drainage

Drainage improvements could include the removal of open ditches, addition of curb and gutter, and addition of storm water lines and inlets. These improvements would improve the local drainage patterns and enhance roadside aesthetics. Several county roadways proposed for upgraded improvements are likely to include the construction of storm drainage systems and curb and gutter. Future improvement opportunities should be

analyzed on a situation by situation basis as new development occurs in vacant areas.

- Add Sidewalks

The addition of sidewalks along collector and local roadways would encourage pedestrian and bicycle movement within neighborhoods and subdivisions. These could be used as a secondary layer of pedestrian pathway management providing the ability to travel from a neighborhood to an activity center without the safety issues associated with the use of heavily traveled roadways. All new subdivisions as well as major commercial, office and industrial centers should be required to install sidewalks or paths that will interconnect into the proposed pathway, trail and greenway network. This should be accomplished through the zoning and subdivision ordinances.

- Institute Traffic Calming Measures

Traffic calming measures should be analyzed and applied to neighborhood or subdivision streets as warranted. Measures could include speed bumps, roundabouts, medians, textured pavements, rumble strips, raised crosswalks, and other special features. Traffic calming measures could help retain the residential nature of neighborhood streets by discouraging high operating speeds and non-local traffic.

- Improve Connections/Access

The design of residential subdivisions has changed over the past years. The size of lots, styles of houses, right of way configurations, and community amenities have been a function of subdivision regulations and the zoning ordinance. Curb cuts for newer subdivisions should align with those of older, adjacent developments where feasible. Neighborhood streets should be extended to intersect with other local streets to improve neighborhood connections and access, and those streets should align with one another.

SUB-CHAPTER

URBAN DESIGN

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URBAN DESIGN ELEMENTS

Urban design is often overlooked as a component of long-range planning, but it is a foundation element of this comprehensive plan. Urban design is a way to identify what is good and bad in the organization of a community's buildings, cultural features and form. It is a shaping process that creatively merges the new with the old, innovation with conformance, and organization with chaos.

There are three major objectives of a comprehensive plan. The first is to guide the quantity and type of future development. This is accomplished through population, housing and employment projections. These projections translate into land absorption rates that indicate the quantity of future land use classifications that need to be planned. The second objective is to guide the location of future development. This is achieved by taking the quantity of land use and dispersing it throughout the planning area. The end result is the land use map which helps town officials review future development. The final objective is to guide the quality of future development, which is achieved through urban design guidelines and policies.

Throughout Plainfield's initial stages of development, the process of organizing the Town's buildings, institutional features and natural areas was oriented around the Quaker Church and US 40, or the street network. With the commitment of Town staff and leaders and an active group of citizens, the Town Center and the rest of Plainfield is effectively organized and functions as a vibrant mixed use community with a balance of land uses. As the Town continues to grow, identifying optimum land uses will be more difficult than it was with the small town core. The trend has become more accelerated during the past decade. Identifiable residential neighborhoods have given way to the rapid development of commercial and industrial uses on the east side of Town due to the expansion of the airport and the construction of the Ronald Reagan Parkway.

As a result of rapid growth, development has not always met the high standards established in the Town Center. Recognizing that the Town Center has evolved within a completely different context than that of Plainfield's major commercial and industrial corridors and residential neighborhoods, the Urban Design Strategy presented here approaches these segments differently. An overriding goal of the plan is to ensure that these different areas of the community are understood and designed so that they establish a strong sense of place that defines Plainfield with its own unique character and identity.

The comprehensive plan serves as the guiding element of Plainfield's growth management process and sets the tone and protocol for how future development and redevelopment within the Town is to be shaped. From a Town-wide perspective, the goal of urban design is to maintain, strengthen and enhance the unifying characteristics of the community and the patterns which yield its unique identity. From an individual project perspective, the purpose of implementing an urban design strategy is to ensure that new buildings and improvements conform to the characteristics which embrace the "vision" for Plainfield.

In order to achieve the identified goals, the plan establishes an "urban design framework" around which future development within Plainfield can be patterned. This framework provides an urban design "vocabulary" through which land use, architecture, landscape design, transportation improvements, community facilities and recreation areas can be organized. The implementation of this framework should be a priority of the Town staff, in the context of the market, the rights of property owners, and the visual impact of the results.

An urban design framework can be established through the implementation of zoning, subdivision control and site planning ordinances that provide for the use of historic districts, and corridor regulations. The Town has already exhibited its commitment to establishing sound urban design policies through the implementation of residential design guidelines that direct the growth and development of residential uses. These guidelines provide the first important step towards establishing the linkages of a complete community urban design strategy. Some of the recommendations are already being implemented by the Town through

the Zoning Ordinance, Architectural Review, Residential Design Guidelines and the Town Center Comprehensive Plan Amendment. They are included in the plan update to reinforce their importance to the development of Plainfield. The implementation recommendations for the land use form include:

- Preparation of nonresidential design guidelines
- Establishment of a Town Center overlay district to provide implementation and enforcement authority to the guidelines established in the Town Center Plan Amendment. It is envisioned that this overlay district would cover the jurisdiction identified in the Town Center Plan. The Overlay district would encompass all base jurisdictions to provide consistency in development and design in this special area. Additionally, by creating an Overlay district, the design standards become required rather than optional.
- Update of the Town's design and construction standards manual
- Design and construction of entrance gateway projects
- Design and construction of corridor landscape improvement projects

Public/Private Partnerships

The success of an urban design strategy in Plainfield will not occur solely through the creation and implementation of ordinances, but will result from a commitment of the development community and the Town's leaders. As the Town has reviewed new commercial development, one of the lessons learned has been the "give and take" required by both the developer who identifies the specific market opportunity and designs the project, and the staff who ensure that the project is compatible with existing land use and the comprehensive plan. At times, good planning and quality development could be short-circuited due to lack of time and staff resources. A partnership needs to be undertaken between developers and the Town staff which takes good planning and carries it through to quality development. For this partnership to be effective, a dialogue should take place from the inception of the project to its completion. The parties involved in this dialogue should fully explore planning issues, concerns, and site opportunities at every level in the development process.

The plan recognizes that in order to be effective, the responsibilities for implementation must rest with both the public and private sector. As Plainfield continues to develop, the success of the comprehensive plan can be measured by the success or failure of development projects. The Plan's vision is defined by the many decisions which address location, density, scale, infrastructure, visual aesthetics and phasing of projects. Accordingly, the tools and methods to be incorporated into the framework of the plan must focus on each individual aspect of the development process.

In order for this partnership to be successful, a dialogue must be applied through close working relationships between Town staff, developers and their design consultants on each and every land use application. To that end, the Plan promotes the idea of conducting pre-application conferences and urban design work sessions prior to each of the key milestone in the process – rezone, preliminary plat, site plan review, subdivision process, drainage process and building permits.

The previous comprehensive plan established the policy basis for addressing urban design issues such as gateways, corridors, and the Town Center. In this plan, an emphasis is placed on providing an urban design framework for the Town's various planning areas and corridor. This framework provides greater planning detail than what is normally found in a traditional comprehensive plan. It addresses future development opportunities and limitations for each area while establishing guidelines for the scale, order, intensity and architectural expression of that development.

Principals of Urban Design

This plan recognizes that quality design emerges from addressing issues related to project feasibility, design continuity and site-specific conditions. Within any given site planning exercise, certain fundamental urban design principals should be carefully tested within this context. Good urban design principles support the goals, objectives and design guidelines for protecting the cultural, historical and architectural character of Plainfield. Design guidelines provide the fundamental criteria for a community to achieve an identifiable character

or image. They are typically based on existing architectural and spatial relationships and the overall aesthetic qualities desired. The design guidelines provided in this section provide a framework for future design to ensure that the best design solutions are achieved within given areas of Plainfield.

The Plan emphasizes that every new and redevelopment project in Plainfield should strive to incorporate urban design fundamentals that embrace a positive character for Plainfield. In order to achieve urban development that achieves the goals of the Plan, development applications should demonstrate a clear understanding of the broader Town goals include:

- Compatible land uses;
- Harmonious growth along corridors;
- Appropriate architecture related to massing, image, form and scale,
- Preservation of open space and the creation of recreational amenities; and
- Efficient access, circulation and parking to serve developments.

The Plan in its entirety must put forth a coordinated land use strategy of location, quantity and quality to achieve these goals. There will not be one plan or ordinance that will provide all the design solutions desired by the Town. Rather, it will be a combination of the comprehensive plan, zoning and subdivision control ordinances, corridor and historic district guidelines, environmental regulations, site design regulations and other ordinance and standards that will complete the program. It is the intent that these documents will remove the mystery from the design review process and provide some measure of predictability for property owners. The guidelines will also ensure that decisions of the Design Review Committee are objective and consistent for all building, sign, and landscaping projects.

Urban Design Guidelines

Activities of a community are reflected in the patterns of its land use, but there is more to creating great places than simply providing the structure for the community's land uses. The type, location and intensity of different land uses also affect how a community's future goals are met and represented on the Future Land Use Map. For community identity and strong sense of place, a town needs to have community character that reflects the values of its residents through quality development. The urban design guidelines seek to define and translate visually perceivable physical forms of the community that contribute to the quality and character of the Town of Plainfield.

Four different areas of physical design are examined in this section: single family residential development, single family attached and multifamily residential development, commercial, office and industrial development. While focusing on these particular areas, many of the design principles can be applied across the Town. These design guidelines have been developed to provide guidance relating to the design of the community. The intent of the guidelines is to encourage the creation of useful and lasting community improvements that will be enjoyed for years to come.

These design guidelines offer specific recommendations for the design and placement of Town design elements, including buildings, streetscape elements, open space, signs, etc. The main principles illustrated in these guidelines include a focus on pedestrian comfort and human-scale, accessibility, visual interest, and architectural and historic compatibility.

The design guidelines are based on three goals. First, they provide developers a tool for understanding the comprehensive design intent and character desired by the Town of Plainfield. Second, they provide standards by which proposed developments will be evaluated for their compliance with the design intent. Third, they suggest and encourage design approaches that facilitate the design intent of the plan.

These guidelines do not dictate design decisions, but they do provide standards or guidelines to be followed. These guidelines work to prevent incompatible new construction or rehabilitation by acting as a base for objective decision making. Each guideline describes and illustrates ways that existing places and new developments may be

designed, altered and improved to achieve the most desirable solution. Each guideline also provides criteria to evaluate the appropriateness of specific design decisions involved in a project. Attention to these guidelines will help to contribute to a unique and attractive Town, especially along the entrance corridors.

The framework and design of the Town will always need to be adaptable to change as the Town continues to evolve and develop. Continued improvements and an increased vitality in Plainfield will depend on the Town's commitment to these guidelines. Successfully applied, these guidelines will contribute to an improved quality of life, economic vitality, and a positive visual image for the Town of Plainfield.

Single Family Residential

General Site Design Principles

- New development should be compatible with the adopted Comprehensive Plan and Residential Design Guidelines Manual.
- New residential development should be reasonably-scaled and compatible with adjacent neighborhoods

Transportation Design Principles

- Residential neighborhood transportation planning should utilize a hierarchical system of internal roadways.
- Individual single family residences should not have direct access to major collector roads and highway arteries.
- Streets should be designed with minimal disturbance of the natural environment and should be sensitive to excessive earthwork and steeply sloped terrain features.
- Residential street alignments should reinforce a "neighborhood sense of scale" and should avoid monotonous street layouts: principles of traditional neighborhood design should be tested.
- Subdivisions should be located with entrances directly across the street from one another.
- On-street parking should be minimized in low-density single-family communities.
- Public utilities should be accommodated, to the extent possible, within proposed street rights-of-way.
- Sidewalks and walkways should be of appropriate size, based on the density of the neighborhood. A 9' strip should separate the roadway from the front yard, including a 4-6' sidewalk as appropriate for the density of the neighborhood.
- Sidewalk design should facilitate access to existing and future greenways and trail.
- Residential streets should not adversely impact sensitive environmental areas, as defined by the Comprehensive Plan.
- Connections should be made to stub streets.

Landscape Design Principles

- Existing vegetation should be preserved.
- Street trees should be located along all neighborhood streets.
- Landscape design concepts should be sensitive to the placement of utility infrastructure (and vice versa).
- Subdivision entrances should incorporate special landscaping treatment, signage, lighting and other amenities to "identify" the project.
- The use of a variety of landscape materials is encouraged.
- Neighborhood "focal points" should be identified during the site planning process, and varying scales and varieties (including seasonal diversity) of trees, shrubs and flowers should be employed to promote visual interest and quality.
- Large open spaces, natural areas and common areas which do not receive scheduled maintenance should employ low-maintenance landscape materials.
- Individual residential lots should be landscaped to protect solar access to residences, to protect residences from wind during the winter and to orient plantings to promote site air flow during hot weather.
- Outdoor lighting, signage, mailboxes, accessory structures, fencing and site furnishings should be compatible with a consistent neighborhood design theme and be compatible with the Plainfield Zoning Ordinance Architectural Review guidelines and Residential Design Guidelines Manual.

Open Space and Environmental Principles

- Dominant natural features as well as sensitive environmental areas should be integrated into the design of the neighborhood.
- Each single-family development should provide sufficient levels of open space, conservation areas, "pocket-parks" and other recreation areas for its residents.
- Greenbelts or landscaped easements along major transportation routes should be incorporated into the neighborhood open space system.
- Grassed swales should be employed for storm drainage, where possible, with structural outfalls located well above the floodplain limits.
- All electric and telephone utility lines should be placed underground with above ground appurtenances and service areas screened, bermed and/or landscaped from public view, when possible.

Architectural Design Principles

- Plainfield's Residential Design Guidelines Manual should be followed where applicable.
- New housing and infill housing should be of a consistent massing and scale within each neighborhood.
- Single-family building types should be selected and sited with sensitivity to and respect for the existing terrain and natural features of the site.
- Similar and visually compatible architectural materials should be utilized within a given cluster of single-family residences.
- Within single family neighborhoods, compatible design themes should be pursued, while avoiding repetitious facade treatments from house to house.
- Residential architecture should embrace sustainability principles and consider energy conservation in site planning.

Single Family Attached and Multi-Family Residential Development

General Site Planning Principles

- New attached and multifamily residential developments should be compatible with the adopted Comprehensive Plan and Residential Design Guidelines .
- New attached and multifamily residential developments should be designed employing a "neighborhood-scale" to housing orientations and massing. Excessively large neighborhoods should be avoided.
- Residential buildings should be clustered to conform to the Plan's goal of siting units in the most developable areas (planning sub-areas).
- Site planning and housing design for these residential developments should consider potential highway noise impacts.
- Attached residential development site planning should evaluate and respond to energy conservation site planning techniques.
- Where non-residential structures are to be incorporated into community designs, consideration should be given to be architectural compatibility with residential units.

Transportation Design Principles

- Transportation planning should utilize a hierarchical system of internal roadways, incorporating both public and private streets and private parking areas.
- Multifamily and attached residential units should not have direct access to any public street unless they are part of a mixed use or townhouse development
- Private drives and parking areas should be coordinated with the Town's street system.
- Streets and parking bays should be designed with minimal disturbance of the natural environment and should be sensitive to excessive earthwork and steeply sloped terrain features.
- Residential street alignments should reinforce a "neighborhood sense of scale" and should avoid linear, monotonous street layouts.
- Street and parking area signage should provide for clear directions and safe movement throughout the neighborhood.
- On-street parking should be avoided on public streets within attached and multifamily communities, with reasonable provisions made for street standards to accommodate an emergency parking lane. This does not apply to mixed-use development with residential uses or townhouse development.

- Private off-street parking areas should be buffered and landscaped from primary views from public streets.
- Sidewalk design should facilitate access to existing and future greenways and trail.
- Dedicated, screened, and off-street parking areas should be provided for special vehicle storage (campers, boats, recreational vehicles). Such vehicles should not be permitted in normal parking areas.
- Proper linkages should be provided for pedestrian access from buildings to parking areas.
- A pedestrian/open space system linking neighborhood activity centers should be provided.
- Public utilities should be accommodated, to the extent possible, within proposed street rights-of-way.
- Residential streets as well as private driveways and parking areas should not adversely impact the sensitive environmental areas, as defined by the Comprehensive Plan.

Landscape Design Principles

- Existing quality vegetation should be preserved.
- Street trees should be located along both public and private neighborhood streets.
- Special landscape treatments should identify and reinforce neighborhood and building entry areas.
- Landscape design concepts should be sensitive to the placement of utility infrastructure (and vice versa).
- Community entrances should incorporate special landscaping treatment, signage, lighting and other landscape amenities to "identify" the project.
- Neighborhood "focal points" should be identified during the site planning process, and varying scales and varieties (including seasonal diversity) of trees, ornamental shrubs and flowers should be employed to promote visual interest and quality.
- Well landscaped special use areas, such as pools, tennis courts and other neighborhood recreation areas, should be provided.
- In elderly housing neighborhoods special recreational and landscaped amenities should be provided.
- Large open spaces, natural areas and common areas which are not likely to receive scheduled maintenance should employ low-maintenance landscape materials.
- Building clusters should be landscaped to protect solar access to residences, to protect residences from wind during the winter and to orient plantings to promote site air-flow during hot weather.
- Outdoor lighting, signage, mailboxes, accessory structures, fencing and site furnishings should be compatible with a consistent neighborhood design theme and be compatible with the Plainfield Zoning Ordinance and Residential Design Guidelines.
- Walls and fencing should be employed to enhance the privacy and enjoyment of outdoor spaces adjacent to residential units.

Open Space and Environmental Principles

- Dominant natural features as well as sensitive environmental areas should be integrated into the design of the neighborhood.
- Attached and multifamily residential projects should provide sufficient levels of open space, conservation areas, parks and other active recreation areas for its residents.
- Plainfield's Greenway System, greenbelts and landscaped easements along active, external transportation routes should be incorporated into the neighborhood open space system.
- Grassed swales should be employed for storm drainage, where possible, with structural outfalls located well above the floodplain limits.
- Parking lot drainage designs should seek to minimize cumulative runoff concentrations.
- All electric and telephone utility lines should be placed underground with above ground appurtenances and service areas screened, bermed and/or landscaped from public view, where possible.
- Screened and landscaped on-site storage areas for refuse and wastes should be provided for easy and safe access to the residents.

Architectural Design Principles

- Plainfield's Residential Design Guidelines Manual should be followed where applicable.
- New and infill housing should be of a consistent massing and scale within

each neighborhood grouping or building cluster.
- Attached and multifamily building types should be selected and sited with sensitivity to and respect for the existing terrain and natural features of the site.
- Similar and visually compatible architectural materials should be utilized within a given cluster of neighborhood buildings.
- Within higher density neighborhoods, a consistent design theme should be pursued, while avoiding repetitious facade treatments from building to building.
- Unit siting should employ varied frontage setbacks.
- Siting of residential buildings should consider clustering units around courtyard-styled areas or other "thematic" landscape focal points in order to reinforce neighborhood scale and visual appeal from building approaches.
- Lighting at parking and loading areas should be mounted on walls or posts at a height of 25 feet or less unless appropriate light levels dictate another lighting plan.
- Free-standing and wall mounted fixtures should incorporate cutoffs to screen the view of light sources from neighboring residential uses.
- Fixtures and posts should be consistent throughout the development.
- Lighting should be used to highlight building entrances.

Commercial, Office and Industrial Development

Large commercial structures, office spaces (particularly flexible office space) and industrial development facilities have many of the same circulation, parking, and massing concerns and are treated similarly in the urban design plan.

General Site Planning Principles
- New commercial and office development should be compatible with the adopted Comprehensive Plan.
- New commercial and office development should be designed in a scale compatible with adjacent development and street systems.
- Site planning and architectural designs for these non-residential developments should consider potential highway noise impacts.
- Major office projects and large employment centers should employ "campus" design programs, accentuating integrated site planning, landscaping and architectural concepts.
- Parking areas should be located outside of required yard areas.
- If the site is "double-fronted", with visibility from an adjacent highway, the site layout should seek to minimize unfavorable views from the highway.
- In general, setbacks at new buildings should reflect the setback of neighboring buildings, in order to facilitate a consistent appearance and coordinated parking and access solutions.

Transportation Design Principles
- Transportation planning should utilize a hierarchical system of internal roadways, incorporating both public and private streets and private parking areas.
- Individual parking spaces for commercial and office developments should not directly access any public street.
- Private drives and parking areas should be coordinated with the street system.
- Interior street alignments should reinforce an appropriate sense of scale relative to the proposed commercial development massing and should avoid linear, monotonous street layouts.
- Street and parking area signage should provide for clear directions and safe movement throughout the planned development.
- On-street parking should be avoided on public streets serving commercial and office projects with reasonable provisions made for street standards to accommodate an emergency parking lane.
- Private off-street parking areas should be buffered and landscaped to the extent possible from primary views from public streets.
- Sidewalks should be provided for pedestrian access (emphasizing handicap access needs) from buildings to parking areas and adjacent properties.

- Public utilities should be accommodated, to the extent possible, within proposed street rights-of-way.
- If connections to trails are provided, bicycle parking for employees should be conveniently located near building entrances.
- Sidewalk design should facilitate access to existing and future greenways and trails.
- Truck loading areas should be located beside or behind the building to the extent feasible.
- Provide adequate on-site areas for truck loading and maneuvering, where feasible as dictated by site constraints.
- Cul-de-sacs within new planned business or industrial parks are strongly discouraged since they promote inefficient circulation patterns, particularly for large vehicles.
- Truck and auto entrances should be separated, and auto parking areas should be isolated from truck movement and loading areas.
- Where possible, connections should be made to adjoining parking areas and access to lots should be consolidated through the use of shared curb cuts.
- Parking areas should be screened by buildings or landscaping. Long, unbroken rows of parking should not be allowed. Large fields of parking should be adequately landscaped.

Landscape Design Principles

- Existing significant vegetation should be preserved.
- Street trees should be located along both public and private commercial streets.
- Shade trees should be provided in landscaped medians in all parking lots, employing consistent species groupings to reinforce the character of development and ambience of the parking areas.
- Special landscape treatments should identify and reinforce major commercial or office entry areas as well as primary building entry zones.
- Landscape design concepts should be sensitive to the placement of utility infrastructure (and vice versa).
- Entrances from public streets should incorporate special landscaping treatment, signage, lighting and other landscape amenities to thematically "identify" the project.
- Significant physical "focal points" of the site should be identified during the conceptual planning process, and varying scales and varieties (including seasonal diversity) of trees, ornamental shrubs and flowers should be employed to promote visual interest and quality at key nodes.
- Large open spaces, natural areas and common areas which are not likely to receive scheduled maintenance should employ low-maintenance landscape materials.
- Outdoor lighting, commercial signage, directional signage, mailboxes, accessory structures, fencing and site furnishings should be compatible with a consistent project design theme and be compatible with the Plainfield Zoning Ordinance.
- Off-street parking areas, building foundations, and signs should all be landscaped.
- Fences and barriers should be constructed of consistent and compatible high quality materials to create a coordinated appearance.
- The perimeter of parking lots and loading areas adjoining residential land-uses and less intense commercial uses should be screened with continuous landscaping, berms and/or low walls or other appropriate features, such as the example shown below.
- Retention ponds, where required, should be designed as landscape features.

Open Space and Environmental Principles

- Dominant natural features as well as sensitive environmental areas should be integrated into the design of commercial and office areas.
- Commercial and office projects should provide sufficient levels of open space, conservation areas, parks and other recreation areas for its employees and visitors.
- Greenbelts and landscape easements along active, external transportation routes should be incorporated into the open space system.
- Parking lot drainage designs should seek to minimize cumulative runoff concentrations.
- All electric and telephone utility lines should be placed underground with above ground appurtenances and service areas screened, bermed and/or landscaped from public view, where possible.
- Screened and landscaped on-site storage areas for refuse and wastes should be

provided for easy and safe access to the residents.
- A landscaped "backdrop" should be established along the rear property lines of commercial development, with landscaping compatible with the screening needs of adjacent land uses.

Architectural Design Principles
- New commercial and office buildings should be of a consistent massing and scale within each grouping or building cluster.
- Similar and visually compatible architectural materials should be utilized within a given cluster of commercial buildings.
- For commercial and office developments, a consistent design theme should be pursued, while avoiding repetitious facade treatments from building to building.
- Primary building entries should be segregated from service oriented entries.
- Siting of commercial buildings should consider clustering units around courtyard-like areas to reinforce the scale of the area and visual appeal from building approaches.
- Lighting at parking and loading areas should be mounted on walls or posts at a height of 25 feet or less unless appropriate lighting levels dictate a different lighting plan.
- Free-standing and wall mounted fixtures should incorporate cutoffs to screen the view of light sources from neighboring residential uses.
- Fixtures and posts should be consistent throughout the development.
- Lighting should be used to highlight building entrances.
- Wherever possible, signs should be located low to the ground, in the driver's line of vision. Roof-mounted signs are prohibited. Pole signs are allowable for integrated centers in the CG district.
- Building sign sizes should primarily reflect viewing distances for drivers.
- Building signs oriented to adjacent highways can be larger in scale.
- At multi-tenant developments, shared monument signage should be encouraged.
- Monument and wall signage should be designed appropriate for the scale of the building.
- Sign support structures should be minimal or architecturally integrated with the overall development.
- Street-facing façades of office buildings should vary in height to create visual variety.
- Warehouses should avoid blank elevations on street frontages through the use of building indentation and architectural details, such as “faux window treatments”, related to the "structure" of the building.
- New facades should be well composed, and articulated with a variety of materials and planes and should be compatible with surrounding buildings.
- Building entrances should be highlighted with accent elements, lighting or other features that aid in orientation.
- Visitor entrances should be prominent, preferably through the use of a portico or awning that will provide weather protection.
- Stairways, fences, trash enclosures and other accessory elements should be designed as integral parts of the facility design.
- New commercial, office, and industrial facilities over 200,000 square feet should install 800 mhz cable antenna to facilitate public safety radio reception throughout the community as buildings affect the reception of 700 and 800 mhz radios used for public safety.

AESTHETIC CONSIDERATIONS

An important consideration in the implementation of plan recommendations will be the character or aesthetics of the roadways, particularly those that provide gateway entrances into the Town. Appearance has much to do with a strong sense of community. Design standards, which can be contained in a zoning ordinance, are one way to make areas more attractive while enhancing or protecting a certain character within the Town. Design standards need to be strictly enforced in order to yield success. Incentive programs can help ensure that individuals adhere to the design guidelines provided.

Plainfield currently has established a set of design standards for the development of residential subdivisions and neighborhoods within the Town. Guidelines have also been adopted for key gateway corridors, addressing landscaping, trails,

signage and lighting. These elements create an identifiable character along a roadway corridor and could have a noticeable effect on the entire community.

The Town has the opportunity to participate in aesthetic improvements as part of its street projects and can influence the design of state highways through proactive involvement and communication. Recently, INDOT has undertaken an initiative of context sensitive design, whereby roadways are designed with the character of the site and the Town in mind.

Additionally, transportation enhancements are supported by FHWA as long as they do not interfere with the overall function of the transportation corridor. Efforts for maintaining public property and sidewalks along corridors would also benefit community aesthetics.

The major corridors, both existing and proposed, will continue to serve as the "front door" to the Town of Plainfield, and are often viewed primarily from the vehicle. These corridors include Ronald Reagan Parkway, Stafford Road, SR 267 from US 40 to I-70, Perimeter Parkway, and US 40 from the edge of the Town Center to the county line. In some cases, it will be best to utilize the natural environment, including woods, fields and water features, to provide aesthetic enhancement. These features compliment roadway facilities because they provide the visual richness at a scale that matches the built environment. In areas where development has become so dense that the natural environment is removed, the character of the corridor will often defined by competing features, and other elements must be relied upon to define, highlight, and unify these spaces.

The recognition that corridors around the Town of Plainfield play an important role in defining the image and aesthetic quality of the community is an important first step in establishing a unified image. For the purpose of the comprehensive plan, recommendations for regional transportation, local transportation and community gateways are suggested. For each treatment, a basic summary is provided. Additional detailed design will be needed on a project by project basis to properly address site-specific technical aspects of the project and to coordinate with the various utilities, regulatory agencies and adjacent property owners. It is anticipated that once a design has been established for the different characters of roads within the Town, these design standards could be replicated in other areas through Town initiatives and developer cooperation.

A general overview of the corridor enhancements for all areas includes the following recommendations:

- Remove and bury overhead power lines
- Develop thorough landscape guidelines
- Install unique/ornamental lighting
- Develop and implement overall wayfinding signage treatment plan
- Expand and connect to the community greenway system
- Provide shared access/parking for new developments
- Develop parking lot guidelines for landscape and locating off-street parking lots
- Improve and provide new access and frontage roadways
- Encourage development at an appropriate scale
- Screen incompatible land uses

Benefits of these enhancement projects include:

- Positive Town image and identity
- Stronger sense of place
- Improved safety for both pedestrian and vehicular movement
- Quality standards to help attract business and generate tax revenues

Regional Transportation

Ronald Reagan Parkway

The Ronald Reagan Parkway corridor has been master planned as a continuous corridor from Interstate 74 near Brownsburg to Interstate 70 in Plainfield. Conceptual elements proposed for the corridor include:

- Informal landscape plantings throughout the corridor

- The use of landscape plantings and berms to screen parking lots and undesireable views.
- Landscaped medians with a mix of hardscape and softscape treatments.
- Consistent use of like or similar materials to reinforce a consistent aesthetic character throughout the entire corridor
- Consistent use of decorative light fixtures and signal poles that reinforce the aesthetic of the corridor.
- The use of structured gateway elements.
- The use of specialty wall and signage treatments.
- The application of corridor specific thematic devices including banners, pole medallions, and imagery incorporated into built features.
- The development of a themed corridor-specific wayfinding signage system.
- Enhanced wall treatments at bridges that reinforces the aesthetic of the corridor through the use of like or similar elements.
- The inclusion of a multi-use trail along the length of the corridor
- Strict access management standards including the limiting of curb cuts and median openings, consistent traffic signal spacing, and the use of internal roadway systems with shared access to the corridor.

SR 267 Corridor North Treatment

Enhancement opportunities exist with the median along the 267 corridor. Where appropriate and allowable by clear zone safety standards, the addition of shade trees and wildflower/perennial plantings along the median are encouraged. Shoulder areas should be maintained and enhanced with the addition of ornamental street lighting and the removal of overhead utility lines.

SR 267 Corridor South Treatment

In the segment of the corridor where a planted median is not feasible, additional plantings are encouraged along the edge of the right-of-way. The expansion of the pedestrian walk/trail is also encouraged, separated from the roadway by the planted parkway strip.

Local Transportation

Perimeter Parkway Corridor Treatment

Conceptual elements proposed for the Perimeter Parkway include:

- Ornamental street lighting
- Shade trees and perennial plantings in median
- Wayfinding signage (with graphic orientation) in median
- Pedestrian walk/greenway connection with appropriate graphic signage along route. The walk should be separated from the roadway by a planted parkway strip.

US 40 Corridor Treatment

In areas where significant development has already occurred and there is limited available space for landscape treatments, the addition of a coordinated palette of site amenities is recommended. Specific furnishings include:

- Decorative tree guards along street trees
- Ornamental fencing to screen parking lots
- Ornamental street lights with pedestrian side-arm and graphic banners
- Decorative bus shelters, planters, trash receptacles
- Wayfinding signage
- Limited curb-cuts into parking lots/development sites

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SUB - CHAPTER

COMMUNITY FACILITIES

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COMMUNITY FACILITIES

This section summarizes the analysis of existing public services provided by the Town to its citizens. Included in this summary is a general analysis of the efficiency of the systems and public infrastructure used by the Town to help provide these services. Recommendations are included for improving public service delivery in four major categories: Community Facilities, Public Utilities, Stormwater Management and Open Space, and Parks and Recreation.

Plainfield recognizes the importance of addressing its utility and community facility needs. With its excess water supply, sanitary sewer capacity, public safety and medical coverages, a balance of facilities and services are available to all residents within the planning area. The Town has demonstrated a willingness to invest in its educational infrastructure as well, as demonstrated by provision of a new library building in the late1990's and current planning for a new high school to meet the demands of the increasing youth population. Plainfield is demonstrating a clear commitment to providing modern education facilities to assure the future competitiveness of its citizens.

The task of evaluating future demands for community services and infrastructure is challenging due to the high anticipated growth rate for the area. In the absence of effective planning, Plainfield could face greater challenges in the future for providing adequate utility and governmental services to its residents and businesses. Figure 3.31, Community Facilities, identifies the locations of Plainfield's existing community facilities.

Community Facilities

Community facilities consist of all public buildings, utilities, services, and lands serving Plainfield's residents. A primary function of the Town government is to provide police and fire protection, water and sewer services, parks and recreation facilities, and other services needed by the community. It is the responsibility of the Town of Plainfield to provide these services within the bounds of its legal authority and its financial capability. The following paragraphs briefly summarize the existing conditions of community facilities in the Town, and provide recommendations for continued effective service.

Town Government

The Town's governmental facilities are centrally located on US 40 and Center Street in downtown Plainfield.

The Town is governed by a five-member Town Council. Each member is elected from specific geographic districts to a four year-term of office. Each member of the Town Council is responsible for addressing certain areas of the Town such as streets, parks, or public works. The Town Council serves as the legislative and executive arm of the Town Government and administers the following Town Departments:

- Police
- Fire
- Streets
- Parks
- Public Works
- Planning
- Building and Engineering
- Administration

The Town Council adopts policies and procedures, initiates projects, and sets the yearly budget for the Town and its operating departments. The Town Council has final approval over the creation and/or revision of the Comprehensive Plan, Zoning Ordinance and Subdivision Control Ordinance. For this reason, the Town Council plays an important role in the creation and implementation of land use and infrastructure policies, as well as growth strategies, for the Town.

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

The Town Manager is appointed by the Town Council. The Town Manager is responsible for carrying out the day-to-day duties of the Town to ensure that municipal activities run smoothly. The Town manager works closely with all departments of the Town and its staff to ensure that the directives of the Town Council are carried out.

While the Town Council is responsible for policy decisions, they rely on the Town Manager and staff to provide recommendations regarding the direction of that policy.

Plan Commission
The Town of Plainfield's Advisory Plan Commission is comprised of seven members and is responsible for planning the physical development of the Town. Plan Commission members are appointed by the Town Council and the President of the Town Council to staggered four-year terms of office.

The Plan Commission acts in an advisory capacity to the Town Council on zoning and subdivision control amendments, comprehensive plan amendments, and rezone's. The Plan Commission has sole jurisdiction over the approval of subdivision plats and development plans.

The Plan Commission is empowered to ensure that the recommendations of the comprehensive plan are followed relative to land use requests and that development complies with the provisions of the Plainfield Zoning Ordinance, Subdivision Control Ordinance, Residential Guidelines and Town Construction Standards.

Board of Zoning Appeals
The Board of Zoning Appeals is a separate five-member quasi-judicial board that is responsible for hearing use and development variances from the Town of Plainfield's Zoning Ordinances. The members of the Board of Zoning Appeals also are appointed to staggered four-year terms of office by the Town Council, its President and the Clerk-Treasurer.

Design Review Committee
The Design Review Committee is a six-member citizen committee that is responsible for providing the Plan Commission with recommendations regarding development plans, planned unit developments and site plans submitted to the Town. Five of the Design Review Committee members have voting privileges.

The Design Review Committee reviews such issues as building elevations, landscaping, architecture, signs and lighting with the goal of creating the best design for Plainfield. The Design Review Committee has design review responsibility for Plainfield's gateway corridors including US 40, I-70, SR 267 and the Perimeter Parkway. The Design Review Committee also reviews developments close to residential districts, PUDs, and additional items requested by the Director of Planning.

Police
The Plainfield Police Department provides community-oriented policy services, including patrol, investigations, animal control, community problem solving and enforcement of the zoning ordinance. The Patrol Officers handle emergencies, provide criminal patrol, control traffic flow and perform other duties.

The department employs Community Service Officers that perform non-emergency police duties including vehicle checks, lockouts, fingerprinting, etc. The department also has a Detective Division that follows up on information obtained by the uniform division officers. Finally, the department has a support services division that is responsible for public relations, media relations, grant writing, department forms development, information technology and the Law Enforcement Accreditation process.

Fire Protection Services & Emergency Medical Services
The Plainfield Fire Department provides fire protection and related services to the Town of Plainfield and Guilford Township.

The Town has one tower truck that has a 105 foot ladder, Truck 122 which contains a 65 foot ladder for rescue, two engines and a Rescue Truck. The Town also maintains a 1997 Ambulance, a 1996 Ambulance, a 1999 Paramedic Ambulance, a Rescue Boat, and a 4x4 with a Med-Bed.

The main headquarters for the fire department is located at 4010 Clarks Creek Road. There are two other stations within Plainfield, including Station 121 at 4004 Clarks Creek Road and Station 122 at 216 West Main Street.

Figure 3.31 Community Facilities (11x17)

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The fire department promotes fire education and safety within the community by giving demonstrations to area schools and civic groups. In past years, the fire department has hosted a Safety Fair that emphasized personal, family and child safety. The department also conducts fire inspections of homes and commercial establishments. It is important that a member of the fire department review site plans for subdivision and all non-residential development being developed in Town to ensure adequate access for fire and rescue equipment, addressing, and fire safety systems. This review is a requirement of the inspection process.

Prior to the development of the comprehensive plan, four facilities had been identified to provide services as additional growth occurred. These four facilities are shown in Figure 3.32, Fire Station Location Map. Given the amount of growth that is anticipated in this plan, these four facility response areas were mapped to ensure that the Town's jurisdiction would be covered and the fire department could maintain its high level of service. The service areas for the two existing and four proposed Plainfield Fire Departments were mapped using an extension of ArcView called Network Analyst. The program calculated the amount of time it took to travel the road network from a stationary point to any destination based on the average road speed. For the Plainfield fire stations, the program calculated how far along each roadway a vehicle could travel within the target response time of three minutes. The program used an average road speed of 35 miles per hour to account for slowing down at stop lights and turns. Because of the limited access to I-70, the highway was not used as a possible route. Based on this analysis and service allocations of the existing and proposed station, a fifth station will be needed to serve the development that will occur east of SR 267. This station is proposed to be located at County Road 1050 East, North of I-70 and south of County Road 450. The fire department is best equipped to determine the equipment and staffing needs for new stations as well as the timing and sequence of new station construction based on population growth, response times, and local budgetary considerations.

Medical/Health Facilities

The Town contains one medical facility operated by the Hendricks Community Health Network. The Plainfield Medical center is located north of Stanley Road and west of Quaker Boulevard (SR 267). There are also several doctor's offices, nursing home/convalescent centers and assisted living facilities within the Town.

Within the upcoming planning period, nursing home facilities in the region will be an increasingly important consideration of health care providers, consumers and policy makers. The Town's elderly population is expected to mirror the regional and national demographic trend of increasing at a rate faster than any other age group. The 2004 Future Land Use Plan attempts to respond to this trend by encouraging the development of elderly housing and assisted living communities within high density areas.

Town Engineer

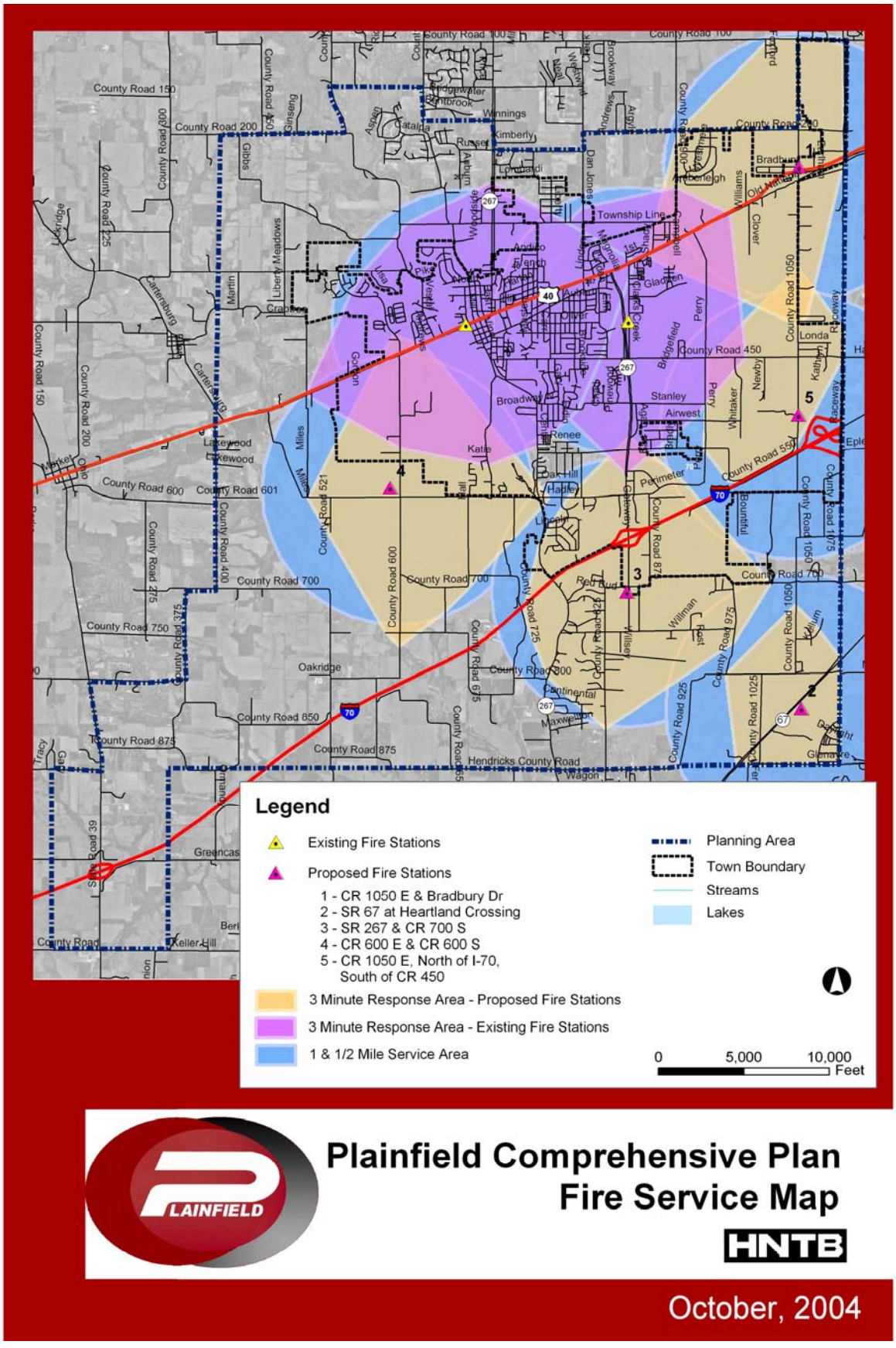
The Town Engineer is responsible for managing the building and engineering department. The department is responsible for working with the Planning Department to review all new developments, subdivisions, infrastructure and structures within the Town. The building department issues all building permits and completes inspections within the Town, including foundations, buildings, pools, decks and accessory buildings.

In addition to reviewing the development within Plainfield, the Town Engineer is responsible for managing all public works projects undertaken by the Town, including the design and paving of new streets, the creation of parks, extension of water and sewer lines, and construction of other Town infrastructure components.

Planning Department

The Planning Director is responsible for all aspects of planning and zoning for the Town, including current planning, long-range planning, zoning compliance and other related administrative duties. The Planning Director is responsible for ensuring that growth in the Town is high quality, orderly, and in accordance with the Comprehensive Plan.

Figure 3.32 Fire Station Location Map



In addition, the Planning Director is responsible for the protection of property values, and the protection of the public heath and welfare of the citizens. The Planning Director oversees the creation and implementation of the Comprehensive Plan, Official Zoning Map, Zoning Ordinance, and Subdivision Control Ordinances. The Planning Director reviews all petitions for development, rezones, variances, special exceptions and other administrative functions. The Planning Director provides recommendations to the Plan Commission, Board of Zoning Appeals, Design Review Committee, and Town Council.

Public Works

The Town of Plainfield's Department of Public Works manages the capital assets of the Town, including water treatment and distribution, waste water collection and treatment, streets and parks. The department is responsible for the following major tasks:

- Street repair and maintenance;
- Maintenance, repair and installation of street signs and parking signs;
- Snow removal;
- Installation, maintenance and repair of water and sewer lines, and lift and pump stations;
- Mowing along all Town street right-of-ways and Town grounds;
- Hydrant Flushing;
- Trash removal;
- Leaf removal;
- Yard waste removal;
- Hazardous waste removal;
- Appliance removal;
- Maintenance and repair of all Town vehicles and equipment; and
- Meter reading and utility markings.

The Town Engineer and the department also own and maintain a wide variety of service vehicles and other assorted equipment.

Water Supply and Treatment

This report is intended to summarize the updated findings of a study for the Town of Plainfield municipal water system. The information provided herein is intended as a summary of the 2004 update to the previously completed "Preliminary Engineering Report of Water System", January 1985 and "Master Plan For Water Distribution System For Delivery of Municipally Produced Water To Areas Outside Plainfield", April 1987, both prepared by Butler, Fairman & Seufert, Inc. The 2004 update addresses those areas of the water system that varied from the original studies previously noted and provides an opportunity to integrate the variances into a new planning document. Figure 3.33, Water Master Plan depicts the master plan.

Recommendations for water system improvements are based upon the water system serving approximately 40,000 persons. Preliminary estimates suggest that such may occur near year 2025. At that time, the peak day water demand from retail water customers is estimated to be about 11.2 MGD based upon current usage patterns. Additional information regarding the anticipated future production requirements will be provided in later sections of this report.

Existing Water System

Currently, the waterworks consists of six source water wells, four water treatment facilities, two elevated and one ground storage tank, two pressure booster stations, and several hundred thousand feet of water main ranging in size from 4-inch diameter to 18-inch diameter. Growth of the system since the previous studies has been largely driven by need associated with development of land surrounding Plainfield. Implementation of water system improvements in coordination with development and transportation projects has been successful in terms of meeting customer needs and providing redundancy, especially within the distribution system. Perhaps the most interesting development is the Indianapolis Water Interconnect that occurred in 2002. Previous planning documents for the water system anticipated that Plainfield Water System would possibly purchase water as a result of the interconnect. In the end, it has turned out that the Plainfield Water System has available water to provide wholesale delivery to Indianapolis Water rather than the opposite as previously anticipated.

Source of Water Supply and Treatment

Source water is pumped from two independent aquifers at several locations throughout the community. Sufficient development of source water supplies has occurred such that current well capacities are at least equal to the current maximum water treatment capacities of the specific treatment facilities being served. As the developed wells begin to age, some of the production capabilities may diminish in terms of the mechanical system pumping groundwater to the treatment facilities. The anticipated approach to such limitations is proper well maintenance and potentially abandonment of aging wells in conjunction with developing new wells.

Water treatment is provided at four locations throughout the distribution system. Currently, water treatment plants are located at Anderson Park, Swinford Park, Franklin Park, and immediately south of C.R. 750 S. between County Roads 600 E. and 650 E. (a.k.a. Southwest Water Treatment Facility). The rated capacities of each are 4.0 MGD at Anderson Park, 3.0 MGD at Swinford Park, 0.5 MGD at Franklin Park, and 2.0 MGD at the Southwest Water Treatment Facility. The result is a total rated treatment capacity 9.5 MGD which is sufficiently greater than recent peak day pumping requirements of approximately 5.5 MGD. The Swinford Park and Franklin Park facilities are older than the other facilities. Additional maintenance activities at these facilities will be required to keep each in proper operating condition.

Finished Water Storage

Finished water storage consists of two elevated water storage tanks and one ground storage tank. A 500,000 gallon elevated storage tank is located on the east side of Carr Road immediately south of the old railroad corridor. The 500,000 gallon tank is reported to have been erected in the 1950's and the exterior appears to be in good condition. There is only limited knowledge of the tanks interior condition and as such a detailed tank inspection is recommended.

Similarly, a 1,000,000 gallon elevated storage tank is located immediately east of State Road 267 approximately 1/2 mile north of Stafford Road in conjunction with a fire station. The 1,000,000 gallon tank was reportedly constructed in 1979 and again the tank exterior appears to be in good condition with a need for a detailed inspection specifically related to the tank interior.

A 750,000 gallon ground storage tank was recently constructed in conjunction with the Southwest Water Treatment Facility. The ground storage tank was constructed on the same site as the water treatment facility and serves to supplement the peak day demands thus maintaining the elevated storage tanks at higher levels and providing improvements to the system in terms of pressure stability.

Water Distribution System

The distribution system has been in operation for many years and is constantly being upgraded and improved. As previously noted, water mains range in size from 4-inch diameter to 18-inch diameter. Expansion of the distribution system in recent years has largely been in conjunction with transportation and development projects to promote the timeliness and efficiency of such efforts. Looping of large diameter water mains to allow multiple flow paths, transmission of large volumes of water over long distances, and facilitate maintenance activities is needed in some areas. Distribution system improvements to provide increased pressure stability are also needed in some areas of the system. Currently, two water booster stations are in operation to assist with pressure stability concerns and provide for wholesale delivery of finished water at the Indianapolis Water Interconnect.

Future Water System Improvements

Plans for growth of the water system are based upon the anticipated needs of the water system to serve 40,000 persons along with required considerations associated with terrain of the developed land area that would be encompassed by growth of the system. The actual timing for such development to occur is subject to a number of variables and consequently somewhat difficult to predict. For the purposes of the study, it is considered that development and expansion of the system to serve 40,000 persons will occur in about 20 years or near 2025.

Figure 3.33: Water Master Plan (11x17)

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The possibility of additional interconnection with the Indiana Boys School water system and the Liberty Water System appears to be reasonable. The numerous factors associated with making such decisions on both sides need to be evaluated prior to proceeding with these efforts. In addition, portions of the planning area are already being provided water service from other suppliers. Due to territorial agreements, these areas are not being considered for water service as part of the water study.

Future Source of Water Supply and Water Treatment

Based upon projection of the current water demands and populations to the end of the planning period, it is estimated that source and treatment capacities will need to be approximately 12.2 MGD in order to meet the anticipated demand and allow for replenishment of lost storage that would result in the event of a major fire on a peak demand day during the hot summer months. In addition, wholesale supply of as much as 2.5 MGD of finished water is a realistic consideration. Therefore, planning for source and treatment needs requires consideration of the ability to produce 14.7 MGD of finished water.

The Anderson Water Treatment Facility and the Southwest Water Treatment Facility were each designed with an expandability element such that the treatment capacity of each plant can be doubled with some minor effort. As such, it is conceivable that the rated treatment capacity of the Plainfield Municipal Waterworks could be expanded from its current 9.5 MGD to 15.5 MGD in reasonably short order. An interesting element is that for long term considerations, the Franklin Park Treatment Facility is not required to meet peak day production requirements. Consideration of the value of the Franklin Park Water Treatment Facility in terms of redundancy of operation is a separate consideration. Review of aquifer performance testing should be completed prior to implementing expansion of the treatment facilities.

Future Finished Water Storage

Expansion of the finished water storage portion of the distribution system is required to meet the needs of the anticipated development. The intent of additional finished water storage is to provide for anticipated needs associated with growth as well as assist in reducing current problems in the existing system. That is, additional storage will be needed as peak day demands approach the available treatment capacity. Further, it appears possible to implement the additional storage in a way that benefits existing pressure fluctuation problems associated with terrain and demand in developing areas.

Future Water Distribution System

For the purpose of long range planning and correction of existing system problems, the need for large diameter water mains is the focus of the evaluation. As such, water mains smaller than 12-inch diameter are not considered as part of distribution system evaluation. Numerous 8-inch diameter water mains will be required to realize full development of the planning area. It is recommended that the smaller water mains be considered in reviewing proposed development plans.

Concerns related to the existing system are primarily north of U.S. Route 40 at both the northwest and northeast sections of the planning area, with the northwest section being a current problem. Actual terrain considerations as well as current and future development suggest that storage will be needed in these areas. Implementation of a new booster station similar to the current Carr Road booster station along with the storage and distribution improvements appears to be a reasonable approach.

Waste Water Collection and Treatment

The Plainfield area has experienced dramatic growth in the past ten years. The shape, extent, intensity and pace of development continue to create challenges to provide wastewater collection and treatment.

The following paragraphs provide a brief description of the existing wastewater collection system and treatment facility, and outline a staged program of improvements to satisfy the expectations of future development. Figure 3.34 depicts the Waste Water Collection Plan. A more thorough technical report of this topic is incorporated herein by reference.

Existing Conditions

Plainfield has focused much of its attention upon the wastewater treatment and collection of its Community. The existing wastewater treatment plant on South Center Street has a capacity or more than 4 million gallons of average daily flow. The Town is constructing the South Wastewater Treatment Plant planned in previous master plans. The initial capacity will be 2 million gallons per day and be available in the spring of 2005.

The collection facilities consist of combined storm/sanitary and exclusive sanitary sewers ranging in size from 8-inch to 48-inch in diameter. There are currently approximately 52 miles of combined and sanitary sewer in the Plainfield collection system. Most of these are located on the eastern side of the current service area. However, expansion of service to the area west of White Lick Creek is currently underway and will continue in the foreseeable future.

There are a number of wastewater projects currently underway. A lift station, force main and collection sewer are being constructed along Clarks Creek to serve the South Wastewater Treatment Plant. A major improvement is also being designed for the regional lift station located at Crystal Bay on the south side of Plainfield. Future near-term projects will remove the Deer Creek and Belleville wastewater treatment plants from service.

The Town has successfully improved its sewer system and eliminated many capacity issues within the system. Twin challenges of eliminating combined sewers and extending sanitary sewers remain.

Recommendations

The following staged program of improvements is designed to be consistent with the patterns and intensities of development that are depicted in the Land Use Plan.

Immediate Needs

The Deer Path and Belleville wastewater treatment plants have capacity and operational limitations. The Town will create lift stations and force mains to connect these systems to the South Wastewater Treatment Plant. The two wastewater treatment plants will be removed from service.

Major interceptors will likely be completed in the Clarks Creek basin to eliminate lift stations in the conveyance system. The completion of the Clarks Creek Interceptor and the South Wastewater Treatment Plant will open up areas south of I-70 for development, especially around SR 267.

Providing sewer service in areas surrounding the Town of Plainfield stimulates development, which results in an increased tax base for the Town of Plainfield. Financing strategies for the improvements remains a critical need for the Town of Plainfield. The Town will use various funding mechanisms from public and private sources so that new development pays its own way. Tax increment financing, impact fees, tap-in fees, 15-year reimbursements, and user fees will continue to be used.

Short Range (2007 to 2012)

During the three to eight-year period, the Town of Plainfield will be continuing to build upon the initiatives started during the previous three years. Major collector interceptors will continue to be used. Flow constrictions in the conveyance system will have to be eliminated. Long-term financing mechanisms will probably have to be adjusted during this period to keep pace with the new laws and regulations.

During the three to eight-year period is an increased emphasis on combined sewer elimination. The Town's long-term control plan for combined sewers proposes a 20-year plan for achieving this goal. The details of the plan will require final concurrence and approval by the Indiana Department of Environmental Management in 2005. By 2007, implementation should be well underway.

Horizon (beyond 2012)

The Town of Plainfield will undergo as much change in the next 10 years and beyond as it has in the past 10 years. Plainfield's facilities will be serving most of the planning area with wastewater treatment and conveyance systems, possibly serving as a regional wastewater provider without regard to political jurisdictions.

Figure 3.34: Waste Water Collection Plan
(11x17)

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Parks and Recreation

Plainfield's well-developed parks system is the envy of surrounding communities. The Town's vision is to create a fully integrated park and trail system stretching connecting all of the parks. The Park and Recreation Department maintains several parks including the newly opened Plainfield Skate Park, Anderson Park, Franklin Park, Friendship Gardens, White Lick Creek, Newby Lane Park, The New Community/Aquatic Center, and Swinford Park.

Anderson Park

Anderson Park is Plainfield's smallest park with seven acres. It is located west of Center Street across from Swinford Park. Anderson Park was named after Frank Anderson, a 27-year park employee and foreman.

Anderson Park contains a picnic shelter and a children's playground, as well as bench seating that can be used for sunning. It is connected to Swinford Park by a walkway that crosses South Center Street, and to Hummel Park via a walkway that winds south along South Center Street.

The Plainfield Skate Park was recently created within Anderson Park.

Franklin Park

Franklin Park is Plainfield's oldest park, founded in 1935. Franklin Park is located at the corner of Mill Street and Lincoln Street, and serves the residents on the north side of Town. Franklin Park is named for Charles "Sap" Franklin, the Town's first marshal. The park is located along White Lick Creek and helps to connect the White Lick Creek Trail.

Franklin Park contains 2 shelter houses, 4 lighted tennis courts, a skateboard area, 4 lighted ball diamonds, 2 concession stands, playground equipment, a private play area for children under six, a volleyball pit, several horseshoe pits and exercise stations. The park serves as home to many of Plainfield's youth league baseball programs.

Friendship Gardens

Friendship Gardens is one of Plainfields newest parks. It is a 13-acre park located at the intersection of Center Street and Stafford Road along White Lick Creek. The land was donated to the Town by the Plainfield Juvenile Correctional Facility, and many community groups, businesses, governmental units, and citizens contributed to developing the park.

The park is considered a passive recreation park. It contains a fountain waterfall, shade trees and landscape flower gardens. The park contains a Heritage Walk and Veteran's Memorial, and Friendship Garden's Gazebo Pavilion is the centerpiece of the park.

Hummel Park

Hummel Park is a Township Park that is located at the intersection of South Center Street in Plainfield and Stanley Park. Hummel Park was created in 1984 on land donated to the Township by the State of Indiana. The park was named for Jim Hummel, a former Township Trustee. Hummel Park is connected to the Plainfield Parks system via paved walkways.

Hummel Park is one of the largest township parks in the state of Indiana, with 200 acres. The park contains a 1-1/8 mile paved track, multiple picnic shelters and gazebos, nature trails, sports fields and a community center. The park straddles the banks of White Lick Creek, with a 300-foot wooden bridge connecting the main park with a smaller area of park land on the east side of the creek. The park provides softball, baseball and soccer fields, as well as several basketball courts and playground areas. On the west side of the park, there are nature trails and wooded areas. Picnic shelters are located on both sides of the park.

The Guilford Township Community Center was constructed in Hummel Park in 1988. It provides administrative offices for both the park and the Township, and contains meeting facilities for the community.

Swinford Park

Swinford Park, a 25 acre park, is located at the corner of South Center Street and Longfellow Lane adjacent to the Plainfield High School. Swinford Park was founded in 1968 and was named for Carlos "Red" Swinford, the Town's first fire chief.

Swinford Park contains playground equipment, 2 lighted and 2 unlighted tennis courts, a volleyball court, a horseshoe pit, 4 ball diamonds (3 lighted and 1 unlighted), and one shelter house. Like Franklin Park, Swinford Park features a private playground for children under six and provides facilities for the Plainfield Girls Softball Association.

Newby Lane Park

Newby Lane Park is located on the east side of Town along Stafford Road. Recently, a master plan was created which identified how to develop the area into a community park.

Plainfield Recreational Facility

In 2004, the Plainfield Park and Recreation Department opened Splash Island, Plainfield's indoor recreation center. The recreational facility is an indoor and outdoor water park and recreational facility. It is located west of the Town Hall and can be accessed from either US 40 via Vestal Road. The Recreational Center connects to both Franklin Park and White Lick Creek Park.

Proposed Park Locations

During the Comprehensive Plan process, two additional parks were identified to be added to the Park System. These areas are shown on Figure 3.35, Park and Greenway Improvement Map. One park is located west of Moon Road and south of County Road 700. The Town has acquired the property and have identified it as a key connection for the future parks. It is anticipated that this park would serve the new residential growth areas on the west side of Town.

The second location identified for a park is on the northeast side of Town, north of US 40 and east of Shady Lane. It is anticipated that this park would serve new development areas on the northeast side of Town.

Greenway, Pedestrian, Bikeway Network Improvements

Providing linkages between land uses of different types and intensities strengthens the sense of community and helps establish identity for residents and visitors. The land uses discussed in this plan should be accessible to residents by driving, walking and bicycling. Providing alternatives to vehicular transportation, through proximity of land uses or by constructing new alternative routes, lessens traffic congestion and helps to maintain the Town's character.

Additionally, trail developments within the region present exciting recreational opportunities that enhance the quality of life for Plainfield residents. Trail improvements provide an inexpensive means to improve the overall quality of life and availability of recreation amenities within the Town.

For the purpose of this comprehensive plan, the term "pathway" refers to sidewalk connections. The term "trail" refers to linear routes with public access for recreation or transportation, such as walking, jogging, hiking, bicycling, and motorcycle or all-terrain vehicles. The term "greenway" refers to linear open spaces established along natural corridors such as a creeks that connect parks, nature preserves, community facilities and historic sites with residential areas. A greenway may or may not be open to recreational use.

Over the past several years, the Town of Plainfield and Guilford Township have constructed approximately four miles of greenway trails. The linear park trails link Hummel, Anderson, Swinford, Friendship Gardens and White Lick Creek Parks.

The development of the linear park system represents a sustained effort by the Plainfield Town Council and Guilford Township Board to promote and enrich the quality of life for Plainfield-Guilford Township residents, which was one of the hallmark ideas in the 1993 comprehensive plan. In August, 1997, the comprehensive plan was amended to include a Comprehensive Greenway Master Plan component.

The basic structuring element in the greenway plan is the concept of a linear park system extending along White Lick Creek. This concept incorporates several existing park facilities into a cohesive system that takes advantage of the opportunity to utilize undevelopable portions of the floodway for a productive public purpose.

Currently, Hummel Park, Anderson Park, Swinford Park, and Friendship Gardens are all located in or adjacent to the White Lick Creek floodway and are all linked by a bicycle/pedestrian path. The

Greenway Master Plan includes a proposed extension of this path to the north bordering White Lick Creek along the Plainfield Juvenile Correctional Facility campus, across U.S. 40, and then north to connect with Franklin Park.

The current system and the proposed future linkages will provide additional transportation and recreational facilities throughout the Town, linking parks, schools, libraries, businesses and residential areas together. It is anticipated that ultimately, this path system will extend as far north as Avon, as far east as Indianapolis, and as far south as Mooresville. The Town has constructed many other trails including West Hadley Road, East Stafford Road, Airtech parkway, Center Street and Saratoga Parkway. The Town has identified and is planning more segments along the Ronald Regan Parkway, the Town Center and other roadways in the Town. See the Transportation Section for the identification of additional links and improvements.

The Plainfield Greenways System links a growing residential community, White Lick Creek, five parks and the Main Street district. The trail is within the abandoned Pennsylvania Railroad right of way (Vandalia Trail) that has been converted to a trail in the Saratoga community. The trail runs east along the abandoned railroad to a point west of White Lick Creek, where it continues south to a pedestrian bridge that provides access to Franklin Park at approximately Lincoln Street.

The priorities for this comprehensive plan are to continue to improve access to existing facilities, provide additional recreational opportunities for residents, and extend the pedestrian pathway and greenway system on a larger planning area scale. The following pathway and greenway enhancements should be considered to facilitate access to community facilities and neighborhoods. These are illustrated in Figure 3.31: Parks and Trail Improvements.

- Perimeter Parkway – Since it connects with many outlying subdivisions, Perimeter Parkway is a natural choice to provide a pathway parallel to the roadway. This has been recognized in designs advanced and/or constructed by the Town. Perimeter Parkway pathways will connect CR 300 South to the Vandalia Trail through Franklin Park, and will provide access to Avon's trail network near Dan Jones Road. The pathway connection along Hadley Road provides an opportunity to connect with an established greenway along White Lick Creek.

- Vandalia Trail –The Vandalia Trail is an old abandoned rail line. A portion of this trail connection has been constructed to link into the linear greenway developed by Plainfield. Consistent with current plans, the Town should continue to focus on the extension of this trail from Franklin Park to the east of Town. Coupled with the trail proposed for the Perimeter Parkway that will traverse across CR 300 South, this extension will serve some of the older neighborhoods on the north side of Town. This trail also has the ability to link into trail connections for Avon and ultimately, the Elks Club.

- Extension along Stafford Road – The Town currently has sidewalks along Stafford Road. The sidewalks connect Friendship Gardens, Plainfield High School, the Plainfield Library, several neighborhoods, and a small commercial center. A trail extension has been constructed along Stafford Road east of SR 267, providing access to Newby Lane Park and connecting with the Perry Road pathway.

- Crossing Improvement at Stafford Road and SR 267/Quaker Boulevard – One of the areas of concern the Town has identified is the crossing of SR 267 for the continuity of a larger pathway network. SR 267 poses a significant barrier to pedestrians due to high traffic volumes, high speeds and extensive pavement width. Plans should be made to provide at least one pedestrian grade-separation across SR 267. Two crossings would be desirable between I-70 and U.S. 40.

- In reviewing the connections along SR 267, there are only two viable options for

at-grade crossings: Stafford Road and Stanley Road. The crossing at Stafford Road may be preferable for numerous reasons including the existence of an established trail, traffic signal control, and the ability to retrofit the intersection to accommodate a trail crossing. A well marked at-grade crossing would be most appropriate, with signage and features similar to a trail head. The ability exists to provide crossing relief in the median for pedestrians, but timing of the signals would need to be optimized to ensure ease of access.

- Extension along Stanley Road – Another linkage recommended by the 1993 Plan is the extension of sidewalks along Stanley Road from Brookside Drive to SR 267. This connection is anticipated for construction in 2005. It will link with a connection between Stafford Road and Stanley Road.

- Southfield Drive linkage between Stafford Road and Stanley Road – With an established connection at Stafford Road, the proposed crossing, and the extension for Stanley Road, a connection will be needed between Stafford Road and Stanley Road. Southfield Drive, to be constructed in 2004/2005 will include the provision of a six-foot sidewalk between Stafford Road and Stanley Road. This will form an interior community loop within the Town, from the linear greenway along Center Street to SR 267, linking several neighborhoods and essential community services.

- Ronald Reagan Parkway – With the construction of Ronald Reagan Parkway, a prime opportunity will exist to incorporate a trail connection alongside the roadway. Construction plans for the section from Stafford Road to US 40 include this facility. It should be extended further north through adjacent sections of Ronald Reagan Parkway, at least to the B&O corridor. This connection would link Plainfield's pathway and greenway system with the larger regional network of Central Indiana.

- Camby Road – As the area to the east of SR 267 develops, a trail connection would be beneficial to connect this area into the larger pathway and greenway system. Camby Road may provide an opportunity for improvements to handle the increased traffic as this area builds out. This trail connection should be considered in the recommended special study of roadway improvements to serve this area.

- Continuation of Linear Greenway along White Lick Creek past Hadley Road – Plainfield has constructed a linear greenway that extends from Franklin Park to Hadley Road along White Lick Creek. It is proposed that this greenway continue south through the planning area to the county line. The connection would preserve valuable natural areas as well as provide connections to reconstructed old gravel pits that are proposed for residential development in the future.

Figure 3.35 Park and Greenway Improvements Map (11x17)

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It has been proposed that the trail continue east along the Vandalia Trail to Perry Road and connect to U.S. 40. The existing trail slopes down the White Lick Creek embankment and beneath U.S. 40 along a walkway adjacent to the west abutment. It continues on the south side of US 40, back up the embankment on the south side of the bridge, and links to Friendship Gardens further south. The trail continues through Friendship Gardens to Center Street on the south side of Stafford Road. A crosswalk on Center Street connects with an existing paved path that connects Swinford Park, Anderson Park and Jim Hummel Memorial Park.

Schools

School performance is of interest to the Comprehensive Plan, not because of any great impact the Plan has on quality of schools, but because performance is a significant factor in residential location decisions. People with children place a high priority on residing in a community with quality schools. Many would say that schools represent the most important community facility in terms of home or business relocation decisions. The magnitude and pattern of the Town's growth directly impact school needs, including facility size and location, the number of staff needed, supplies, and the level of required investment for education.

Plainfield has four K-4 elementary schools including Central Elementary, Van Buren Elementary, St. Susanna, and Brentwood Elementary. There is also one middle school which educates students from grades 5 to 8, one high school, an educational service center and the Plainfield High School which teaches students from grades 9 to 12. According to the Indiana Department of Education, the current enrollment for the 2002-2003 school year is slightly greater than 4,000 students. Over the last five years, the growth of the schools has been fast and steady, at more than five percent per year. By the year 2006, the Indiana Department of Education has projected that the enrollment in the schools will be approximately 4,800 students. The Plainfield School Corporation projects that by 2011, enrollment will have increased to approximately 5,300 students

The Plainfield School Corporation has recently purchased 40 acres of property located on the southwest corner of the intersection of Hadley Road and Moon Road, as shown on Figure 3.31, Community Facilities Map to prepare for this continued growth. At this time, The Plainfield School Corporation has not yet decided what type of school facility will be located on that site. Additionally, the Town is pursuing the building of another school and sport field. This site is located west of Quaker Boulevard, south of Stanley Road, and north of Hadley Road. The Town and the school districts should continue to coordinate long-range plans to select school sites, establish multiple-use facilities, and ensure that school facilities have adequate utilities, fire protection, policy protection, street access and non-motorized access. As the population continues to grow, coordination efforts will need to be continuous in order to maintain the high standards and quality of the school system the Town currently enjoys.

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CHAPTER FOUR

V. Implementation
- A. Introduction
- B. Administering the Plan
- C. Economic Tools
- D. Physical Conditions
- E. Leadership

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IMPLEMENTATION

The Plainfield Comprehensive Plan reflects a twenty year time period. This planning period allows adequate time to implement new development ordinances, land use patterns, transportation networks and facility plans. Capital improvement funding strategies, funding sources and planning techniques are important facets of the comprehensive plan's implementation and ultimate success.

The previous chapters of the comprehensive plan focused on "what" to do, "where" to do it, with an understanding of "why" it needs to be done. While these items are certainly important, they are not adequate to ensure that the plan is followed. "How" and "who" are components that also must be considered in developing action items to follow. Implementation is the phase of the planning process which turns the goals and policies, as stated in the plan, into realities. While the various components of the comprehensive plan contain goals and policy statements, specific implementation strategies and techniques have only been partially identified. Since methods of implementation are issue-specific, identification of all possible alternatives for achieving a desired end is not feasible. In many circumstances, it will be necessary to develop and adopt detailed plans or studies prior to implementation. In addition, policies listed in this plan have not been prioritized as to their relative importance.

Administering the Plan

The comprehensive plan text and accompanying maps represent the "vision" of Plainfield residents for the future development of their community. The focus of this plan is a conceptual land use plan that visually depicts the development of areas within the Plainfield Planning Area utilizing a variety of land use management techniques. This conceptual plan is a result of citizen and community leadership input that is represented in the recommendations of this plan.

The Future Development Plan illustrated in Chapter Five of this plan does not provide exact snapshots of how Plainfield and its planning area will look in 2020. The uncertainty associated with the timing and location of future development requires the community to remain flexible towards future possibilities.

ECONOMIC TOOLS

Town Budget

The annual budget is one of the most important tools for Plan implementation because it sets priorities for actions each year. Capital and operational funding decisions should directly reflect the goals and priorities set forth by the Town Council and the Plan Commission. The Plan should serve as the basis for staff's recommended work programs and a focus for the Town Council discussion of priorities from year to year. Specifically, Town staff should review the Plan's goals and implementation programs and recommend appropriate strategies to achieve the Plan's goals in a manner that is consistent with Plan policies.

If funds are not available for specific recommendations, the Town needs to evaluate whether they should be removed from the Plan during the annual review. When there is a conflict between budget priorities and the goals and policies of this Plan, the Town Council should consider whether those goals and policies remain valid for Plainfield. If they are valid, then the Town Council should re-evaluate budget priorities.

Tax Increment Financing Districts

The purpose of the Town of Plainfield's Redevelopment Commission is to oversee tax increment financing districts. Due to the amount of development in Plainfield, the Town should consider continuing to use TIF districts as appropriate for building infrastructure improvements and to redevelop areas for future commercial and industrial growth. Decisions on the use of TIF should carefully consider the type of businesses being attracted and their potential benefits and impacts on the Town.

Capital Improvements Program

Currently, the Town does not have a comprehensive capital improvements program upon which to prioritize budgetary concerns. Therefore, the Town should maintain and annually

update a long-range and five-year Capital Improvements Program (CIP).

The long-range CIP is an important planning tool to ensure that the Town's facilities are cost-effective and to ensure that the Town will be able to fund needed public facilities and infrastructure improvements. The long-range CIP should reflect the size, approximate location and estimated costs of improvements needed to serve anticipated growth for the next 15 to 20 years. The CIP should be updated at least once every five years or when significant changes to the base systems modify the Town's long term capital investment strategies. For example changes in service areas, significant changes in the Future Development Plan Map, or changes in service demand or delivery patterns will create a need for the CIP to be updated.

The five-year CIP should list short term projects needed to maintain existing levels of service, with each project being assigned a budget and a time frame for completion. The CIP should also delineate the portion of the project costs that are designed to provide new capacity and the portion that is required to fund existing deficiencies. This delineation will enable the Town to quantify the capital costs associated with new development and to monitor the expenditure of development fees. The five-year CIP should be updated annually to reflect the Town's budgetary decisions.

The following is a list of capital improvement projects that are supported by the recommendations developed within the comprehensive plan:

- A sidewalk repair, replacement, and construction plan including funding mechanism and schedule.
- The sequence, timing, and structure/equipment needs for additional fire stations including funding mechanism.
- A road improvement plan that prioritizes repair, rebuild, reconstruction, and construction projects and identifies schedule and funding mechanism.
- Renovation/replacement of the existing Town Hall facilities to meet the needs of the town administration and departments. Include scheduling and funding mechanisms.
- Repair, replacement, and upgrade of the water and sewer treatment plants and distribution systems including schedule and funding mechanism.
- Upgrade of police/fire safety communications equipment and infrastructure including schedule and funding mechanisms.
- Initiate and adopt a strategic development plan and capital improvements plan for newly annexed properties to ensure that future development patterns will be consistent with the existing character of Plainfield.

PHYSICAL CONDITIONS

Land Use and Zoning Amendments

The Plan is a statement of policy. However, it is not a regulatory document. The most common regulatory tools for implementing a comprehensive plan include local zoning and subdivision ordinances. Of all the implementation measures available for use, zoning by far will receive the most attention in ensuring the implementation of the comprehensive plan. By updating the zoning and subdivision ordinances and bringing them into conformity with the Plan, the Town has two powerful tools to make its vision become a reality. The adoption of the Plan "outdates" the ordinances and it is therefore recommended that the zoning and subdivision ordinances be updated. Some items that should be included in the ordinance are as follows:

- The zoning maps should generally remain consistent with the future land use plan. However, within the overall land use pattern established by the Plan there is considerable room for variation between the land use plan and zoning map. The zoning categories do not need to be identical to the Plan land use categories as guidelines were provided to create a link between future land use and the current zoning districts. However, the zoning map should be reviewed and inconsistencies between the zoning map and the Plan addressed.
- Add a hospitality and airport district to regulate the land uses on the east side of Quaker Boulevard (SR 267) around the new Ronald Reagan Corridor Inter-Change.

- Add specific zoning and subdivision regulations which promote development that favors preservation of historic buildings, makes mandatory the establishment of trail linkages and encourages creative subdivision design.
- Increase landscaping standards, especially perimeter buffer yards to increase buffers between uses and increase aesthetic appeal.
- Set forth design considerations that provide for unique architectural designs in commercial, industrial and office areas similar to what has been created for housing and subdivisions.
- Provide neighborhood and local commercial and industrial lot size maximums, so that the Town can manage the size of sites within neighborhoods.
- Continue to monitor the established corridor development plan requirements for gateway corridors including Perimeter Parkway, Stafford Road, SR 267, and Ronald Reagan Parkway that address design issues, such as landscaping, architectural style, lighting, signage and other considerations.
- Promote integrated development of landscaping, trails and open space into new development and redevelopment projects.

Subdivision Control Ordinance

The regulations of the Town's Subdivision Control Ordinance are primarily concerned with the platting of lots, the layout of streets, the location of public spaces and the construction of public improvements associated with the process of subdividing land. In addition, the Ordinance contributes to the maintenance of clear and accurate land records. Subdivision ordinances also typically respond to the need to protect floodplains, wetlands and other sensitive environmental areas, including the Bat Habitat located in the southern portion of the airport owned property. These environmental conservation matters have been identified in the comprehensive plan and its policies for the overall pattern of growth and the prospects of expenditures for public facilities.

The Town's subdivision ordinance should be reviewed as part of the next steps in the implementation of the comprehensive plan.

Sub-area Plans

A sub-area plan provides specific recommendations for development. Sub-area planning, which is planning at the neighborhood level, the road corridor level or for a downtown area, is an important step after completing the comprehensive plan. These sub-area plans are more detailed than the Comprehensive Plan. Sub-area plans provide the downtown, entry corridors and existing neighborhoods with guidance on conservation, revitalization and redevelopment activities. The first phase of sub-area plans includes detailed conceptual design recommendations and polices. The second phase of the sub-area plan is to take some of the conceptual design recommendations and implement them. In the case of a corridor or gateway plan, this would include developing construction documents and cost estimates to build the recommendations of the Plan. In some cases such as neighborhood sub-areas, one additional task of the sub-area plan may be to acquire land for redevelopment accompanied by detailed land use planning.

In addition, sub-area planning is known for leading to an overall increase in citizen involvement, leadership development and neighborhood commitment. The Town should take the next step in its planning program and develop sub-area plans first for Airport Study area, which encompasses the land south of I-70 and east of SR 267, then for major entry corridors including Quaker (SR 267) and finally a redevelopment sub-area plan for State Institution Redevelopment Area.

Neighborhood Preservation

The residents of Plainfield take great pride in their neighborhoods. The integrity of many areas can be threatened by zoning and development practices that could result in projects that would be considered incompatible for existing neighborhoods.

New development projects, if not properly done, can have a dramatic impact on the character and viability of existing neighborhoods. However, other actions such as the division of platted lots into smaller lots and the granting of variances, provide more subtle but lasting change within a given

neighborhood area. Finally, the consistent enforcement of regulatory codes and ordinances can have a long term positive impact on existing neighborhoods.

A series of steps can be taken which involve both regulatory and administrative measures:

- Adopt Neighborhood Design Standards – The deterioration of older, more established neighborhoods can occur when new residential infill design is incompatible with the scale, density and character of existing neighborhoods. By incorporating neighborhood design standards within the zoning ordinance, the existing character of neighborhoods can be better maintained to prevent new developments and additions to existing structures which are incompatible.

  While the Town has established general residential design requirements, these are targeted towards new development within subdivisions rather than infill development into existing neighborhoods. Additional regulations should be developed which govern infill development. The intent of these regulations would be to ensure that building designs are compatible with the characteristics of neighborhoods in terms of scale, mass, building patterns, and facade articulation. Design elements of prevalent neighborhood architectural styles and regulations that ensure that accessory buildings are compatible with the principal structure should also be included. This will allow for modern design and interpretation of neighborhood architectural styles.

- Increase Housing and Property Maintenance Code Enforcement – While enforcement of zoning is an on-going process, more attention should be provided to code enforcement in existing neighborhoods. Typically, enforcement would target rental properties, as they are more susceptible to enforcement violations. All properties should abide by minimum standards. Therefore, stepping up housing and property maintenance enforcement will involve the evaluation of existing codes to determine necessary revisions. Furthermore, additional staff would be necessary to increase enforcement efforts.

- Review of Lot Division/Combination Requirements – Lot size compatibility with existing neighborhood standards can be incorporated into the subdivision control ordinance and zoning ordinance. Procedures outlining the compatibility determination process will ensure that lot divisions do not create incompatible building sites.

Community Aesthetics

Appearance has much to do with a strong sense of community. Design standards, which can be contained in a zoning ordinance, are one way to make areas more attractive, while enhancing or protecting a certain character of the Town. Design standards, however, need to be strictly enforced in order to ensure success. Incentive programs such as increasing density, permitting zero lot and reducing yards and setbacks can help ensure that individuals adhere to the design guidelines provided.

The Town has taken the step of creating design standards for residential areas. However, creating a premier economic address in the Town will require design standards for non-residential development. Design standards will offer more regulation than design guidelines, and will require review by the Design Review Committee.

Examples of non-residential design standards that could be added to the zoning ordinance to improve the appearance of commercial and industrial areas include reducing the amount of parking allowed in the front of a building, prohibiting buildings from "turning their backs" onto major corridors, and keeping service areas (storage, trash pick-up, loading) behind the building. Architectural standards that could be put in place include massing, materials, lighting, roof pitch, visual appeal, compatibility, entry way treatments, wall treatments, and window treatment. While some of these elements are incorporated into the design standards, creating a Non-residential Architectural Standards Manual will increase the enforceability and visibility of the requirements.

Increased "streetscape" standards that address landscaping and signage will provide a noticeable effect on the entire community, and will be very effective in developing the "look" along selected roadway corridors. The Town has an opportunity to participate in aesthetic improvements as part of street projects it undertakes, and can influence the design of state highways through proactive involvement.

Transportation

To a certain extent, the success of the future land use recommendations of the Plan depends on how the transportation improvements highlighted in this comprehensive plan are implemented. A detailed transportation plan has been included as part of this comprehensive plan update. As new developments are proposed before the Plan Commission, the Plan Commission should evaluate the impact the proposed development will have on the transportation network. In addition, the Plan Commission should also consider the impacts of any improvements such as turning lanes, widening of streets, sidewalks and linkages to the trail system that the developer might propose.

To help facilitate review of developments and plan for future improvements including the continued development of Plainfield greenway and pathway system, a five year capital improvements program should be established and updated to reflect the needs, desires and priorities of the Plan Commission as new developments continue to occur in Plainfield. Plainfield has done an excellent job of monitoring and planning for near term roadway investments, whether publicly or privately funded. This multi-year scheduling should be expanded to include any acquisitions of land for trails, the linear greenway, and identified parks on the community facilities map. Other items to include would be sidewalks and on-street bike lanes and construction costs for all of these projects.

Some regional transportation planning has been occurring, including the Central Indiana Suburban Transportation Mobility Study (CISTMS) and the upcoming Indy Regional Transportation Plan (IRTP). Other on-going efforts include the MPO's continued update of their Regional Transportation Improvement Program. Because the Plainfield transportation network is included in the Indianapolis urbanized area identified by the Federal Highway Administration, it is imperative that Plainfield's transportation program is communicated and included MPO plans. In this way, future changes and impacts that are identified by the MPO can be responded to by the Town, and any federal funding eligibility will be established for priority projects. Continued participation in MPO activities will ensure Plainfield the greatest level of control over the design and implementation of transportation projects in the Town.

LEADERSHIP

Annual Review / Monitoring

The Town of Plainfield will continue to grow and change, and so should the Plainfield Comprehensive Plan. The Town should review the Plan annually in order to determine whether or not its recommendations are still relevant and to propose strategies to be pursued under the coming year's budget. It is important to understand that changing conditions can have significant impacts on the effectiveness of the Plan.

The recommendations in this Plan are intended to depict the Town's composition and growth to the year 2025, but the Plan should not be expected to be valid until that time without further updates. A system for the annual review of the Plan and implementation efforts should be put in place; in addition, another full update to the Town's comprehensive plan should be planned within the next five to ten years.

The annual review of the Plan should monitor such things as:

- Major differences between projected economic and demographic growth rates and actual growth;
- Necessary adjustments to the implementation tools and techniques - these may be brought on by changes in state legislature, etc.;
- Deviations by the Plan Commission or Town Council from the Comprehensive Plan, and why those deviations were made;

- Requests for amendments to the Comprehensive Plan, in order to determine if there is a pattern of requested changes emerging; and
- Changes in the local/regional political structure that may affect the implementation of the Plan.
- Creating a geographic information system (GIS) to maintain and update information relating to land use patterns and locations. Such a system would enable the Town's staff to accurately track patterns of development, changes in population, and other new developments pertinent to the implementation of the Plan.

Relationship to Other Plans

The comprehensive plan provides a framework for future decision-making. The Plan recommends the preparation of a series of plans for parks and trails, transportation improvements, and utilities. These plans are intended to describe detailed projects for inclusion in the Town's long range plans. These are also intended to address service, staffing and funding requirements in more detail.

Master plans are considered to be a part of the Plan. Each of these detailed plans should be drafted in such a manner that is consistent with the goals of the Plan. During the process of creating the master plan, there likely will be some suggested refinements to the policies and recommendations of this document. These refinements should be incorporated into the annual review and update process. One such Master Plan would be the Ronald Reagan Corridor Master Plan created in 2004.

Annexation

Annexation is a key tool for the Town to increase its tax base, level of control over development, and provide greater opportunity to attract businesses to the area. Annexing property into a jurisdiction is often an emotional process. Annexation helps cities and towns provide services, manage growth and ensure their communities' economic and physical well-being by increasing their tax base. As the Town continues to grow to the west and south, an annexation strategy will be needed to determine the priority of bringing areas into the Town limits. In this strategy, the Town should give consideration to each proposed annexation area and the possible timing of annexation. A separate annexation plan should be prepared for the Town and should include a cost estimate of planned services, method or methods of financing those services and a plan for organization and extension of those services. Additionally, the Town should embark on on-going communication with those the citizens and businesses outside of its current jurisdiction to try and establish open lines of communication and support for future annexation into the Town. Plainfield should develop an annexation strategy in accordance with State Law. Complete a detailed annexation study that identifies and prioritizes contiguous areas to be included in the Town's boundaries, determines the most appropriate land use potentials and determines how services, if needed, will be delivered to the site.

Regional Planning

Every government is affected by what happens beyond its jurisdictional borders, and the Town of Plainfield is no exception. As documented throughout this process, growth from Indianapolis and Avon has impacted the Town and its development and it will continue to do so physically and economically. The Town must be proactive and coordinate with the Hendricks County and Avon, particularly in the area of land use planning, to manage growth that occurs outside the Plainfield town boundaries. As this plan was created, discussions with the County as well as with officials in Avon has allowed some joint planning to begin to occur. Once the Comprehensive Plan is adopted, the newly adopted Comprehensive Plan should be presented to the Hendricks County Area Plan Commission, the Avon Plan Commission, the Airport, the Hendricks County Economic Development Partnership, and the Indianapolis MPO staff. This open communication will provide an understanding to these other organizations regarding the goals and development policies of the Town and its anticipated growth for the future. This understanding will assist the MPO and the Airport in its identification of projects and land use impacts as these continue to move forward.

Plainfield's growth over the next twenty years is expected to exceed the Town's current boundaries. However, Plainfield cannot control land use and zoning outside its Town boundaries, and therefore requires the Town to rely upon the relationships it

has established with Hendricks County and the Town of Avon in implementing similar growth goals and strategies. Therefore an ideal situation would be for the County to amend its comprehensive plan regarding Guilford Township to include the recommendations of the Plainfield Comprehensive Plan. Likewise, the Town of Plainfield should seek to strive for an inter-jurisdictional boundary agreement or "buffer area" which delineates the growth boundary between the Plainfield and Avon and therefore allows the management of each Town's desired land use patterns and jurisdictional boundary.

Additionally, establishing joint review of projects with both Hendricks County and Avon in areas outside the Town's boundaries will lessen the impact of developers "pitting" county and both Town's interests against one another to get the better design and infrastructure deal.

Another area of regional planning exists with the Indianapolis Airport. As documented in other sections of the plan, the airport has a distinct bearing on the future growth of the community. The airport owns several parcels of land in the Town and there are still questions regarding the future development of those parcels by the airport. At the time of this plan, the airport had just begun its land planning process to detail development outside the immediate area of the airport to determine potential future uses. Plainfield has taken that first step in defining within its planning boundaries the Towns desired development. As the planning processes continue discussions are needed between the airport and the Town to ensure that the best possible development scenario exists for both entities. Additionally, during this process issues such as signage, specifically billboards and the placement of rental car facilities were identified with the steering committee. Concerns have risen regarding the number of billboards locating near and within the Town's boundaries. It is the Town's desire to limit such uses and it detracts from the overall quality and character Plainfield has established. This issue highlights a need of communication and understanding between these two entities to create a solution to these ever present issues.

On-Going Communication

The importance of regular and continuing communication by the Town with its residents must be acknowledged. Town officials have a responsibility to communicate with their citizens and business owners about the success of the Town's Comprehensive Plan. In past efforts accomplished by the Plainfield government leaders, communication has been a key in attracting new citizens. With the advent of the World Wide Web, it is now easier to keep the residents of Plainfield up to date with decisions and projects in the Town. Since the Town already prepares an annual "State of the Town" report, this report should be expanded to include the Comprehensive Plan. The Town could reach more people by posting this information on the webpage.

Since communication involves a two-way dialogue, the Town should look for new ways to solicit input from its citizens. Citizen involvement and support is a very important tool for implementation. The citizen turnout for the public meetings conducted as a part of this plan was not as successful as Town leaders desired. Therefore, such efforts as establishing a citizen committee responsible for assisting with the implementation of the Plan will get citizens involved and active in Town efforts and foster ownership in the implementation of the Plan.

Summary Recommendations

When implemented, the above recommendations, goals, objectives and policies will guide growth and development in Plainfield over the next twenty years. However, due to funding and staffing resources, the implementation of these all at once and the responsibility of that implementation is not feasible. Therefore, the recommendations has been prioritized. The priorities are provided in a time frame and responsibility is assigned to different departments, boards, commissions and private entities in Plainfield. The time frames established are merely to provide some guidance in the manner in which to implement the recommendations. It should not take the place of the Plan Commission and Town Council reviewing and prioritizing the recommendations based upon resources and current conditions in the community. It may be possible that a recommendation made for the long term be implemented in the short term. It

will be the responsibility for the Plan Commission, Town Council and Town Manager to make the determination. Listed below are the specific recommendations for implementation. The table lists the action, the time frame and the lead decision makers to take responsibility over the action.

ACTION	IMPLEMENTATION RESPONSIBILITY	IMPLEMENTATION TIMING
Planning		
Create detailed annexation strategy	Town Manager's Office/Planning Staff/ Plan Commission	Intermediate
Initiate and adopt a strategic development plan and capital improvements plan for newly annexed properties.	Town Manager's Office/Planning Staff/ Plan Commission	Intermediate
Prepare subarea plan for Airport Study Area	Planning Staff/ Plan Commission	Short Term
Prepare subarea plan for SR 267.	Planning Staff/Town Engineer/ Plan Commission	Short Term
Prepare subarea plan for State Institutional Redevelopment Area.	Planning Staff/ Plan Commission	Long Term
Land Use and Zoning		
Review the zoning map for inconsistencies between the zoning map and the Plan	Plan Commission	Intermediate
Add a hospitality and airport district to regulate the land uses on the east side of Quaker Boulevard (SR 267) and south of I-70.	Plan Commission	Short Term
Eliminate the I-4 Heavy Industrial District.	Plan Commission	Intermediate
Add specific zoning and subdivision regulations which promote development that favors preservation of historic buildings, makes mandatory the establishment of trail linkages and encourages creative subdivision design.	Plan Commission	Intermediate
Set forth design considerations that provide for unique architectural designs in commercial, industrial and office areas similar to what has been created for housing and subdivisions.	Plan Commission	Intermediate
Continue to monitor the established corridor development plan requirements for gateway corridors including Perimeter Parkway, SR 267, and Ronald Reagan Parkway that address design issues, such as landscaping, architectural style, lighting, signage and other considerations.	Planning Staff	Long Term
Promote integrated development of landscaping, trails and open space into new development and redevelopment projects.	Planning Staff	Long Term
Neighborhood Preservation		
Adopt Neighborhood Design Standards.	Town Council/ Plan Commission	Long Term
Increase Housing and Property Maintenance Code Enforcement.	Planning Staff	Intermediate
Review Lot Division/Combination Requirements.	Planning Staff	Short Term

ACTION	IMPLEMENTATION RESPONSIBILITY	IMPLEMENTATION TIMING
Administration/Leadership		
Review requests for amendments to the Comprehensive Plan, in order to determine if there is a pattern of requested changes emerging.	Planning Staff	Long Term
Create a geographic information system (GIS) to maintain and update information.	Town Engineer	Intermediate
Undertake annual review and update of comprehensive plan.	Plan Commission/Town Council	Long Term
Continue on-going coordination with Hendricks County, Avon, Brownsburg, IAA and Indianapolis MPO	Town Council	Long Term
Meet with Hendricks County officials to discuss amending the County Comprehensive Plan to implement the future land uses planned for Guilford Township	Planning Staff	Short Term
Establish joint review with Hendricks County for projects within Guilford Township	Planning Staff	Long Term
Housing		
Gather and monitor records including new residential growth and demolition of housing units, condition of units, vacancy rates, rents and housing costs as well as develop and maintain a log of approved subdivisions including the name of the subdivision, the location, year it was approved, the number of lots platted, and the number of lots constructed.	Planning Staff	Long Term
The Town should undertake a targeted neighborhood structure by structure conditions survey to establish a baseline for housing conditions in Plainfield.	Planning Staff	Long Term
The Town should identify older, transitioning neighborhood areas to create a plan for each defined neighborhood.	Town Council	Long Term
Establish a housing subcommittee of the Plan Commission to review findings of the planning and building departments annually.	Plan Commission	Intermediate
Implement systematic and targeted programs of code enforcement and site cleanup.	Planning Staff	Long Term
Transportation		
Complete Construction of Perimeter Parkway	Town Engineer	Intermediate
Complete southern link of 267/67	Town Engineer	Long Term
Widen Hadley Road	Town Engineer	Long Term
Complete Ronald Reagan Corridor	Town Engineer	Intermediate
Widen Stafford Road	Town Engineer	Long Term
Initiate studying of new interchange @ I-70/Moon	Town Engineer	Long Term
Monitor traffic conditions before/after Six Points Road Interchange	Town Engineer	Short Term
Continue to maintain current transportation project Capital Improvements Program	Town Engineer	Short Term

Parks and Recreation		
Complete Trail connections identified in Comp Plan	Parks Staff	Intermediate
Investigate development of Park @ Moon & CR 700	Parks Staff	Intermediate
Investigate development of new park on Northeast	Parks Staff	Intermediate

Short Term – actions needed to be completed in 1 – 5 years
Intermediate – actions needed to be completed in 5 – 10 year time frame
Long Term – actions needed to be completed in 10 to 20 year time frame

APPENDIX

A. Community Assessment
B. Public Participation Results

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APPENDIX A

Community Assessment

A. Growth in the Region
B. Development Trends
C. National Land Use Standards
D. Population, Employment and Housing Growth
E. Population, Employment and Housing Projections
F. Elements of a Healthy Community Discussion

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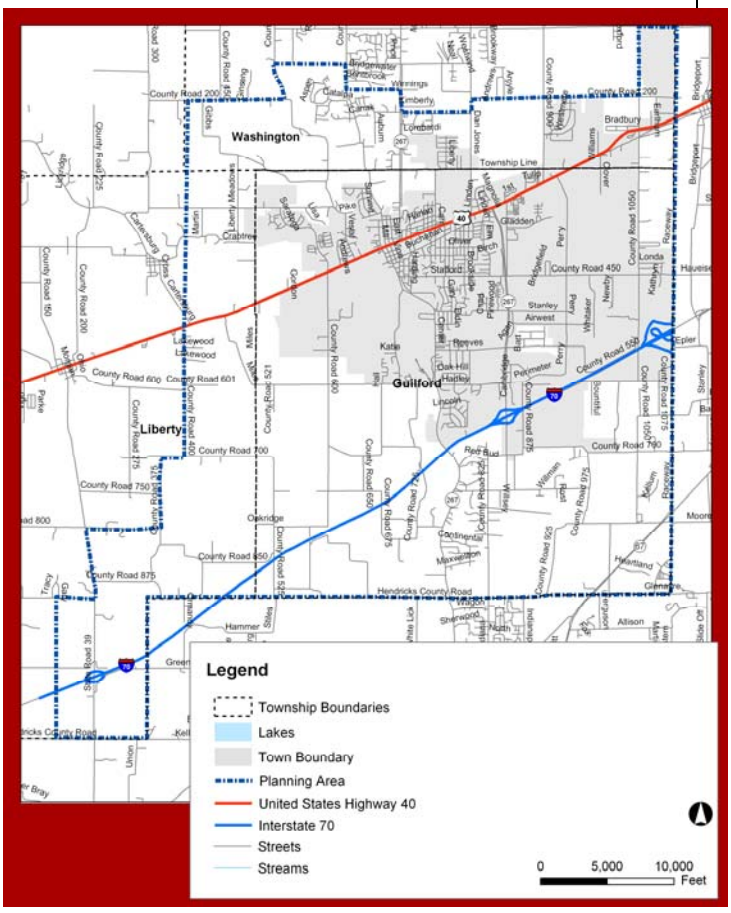
GROWTH IN THE REGION

As the Town of Plainfield and the Indianapolis region grow, Plainfield will need to address many issues related to development including transportation, Town services (parks, sewer, public safety, schools, etc.) and other factors that will affect the Town's quality of life.

Plainfield is located approximately 15 miles west of Indianapolis, adjacent to the Indianapolis International Airport. Plainfield's location in Hendricks County places it within the Indianapolis Metropolitan Statistical Area (MSA), which includes eight counties in central Indiana (Boone, Hamilton, Hancock, Hendricks, Johnson, Marion, Morgan and Shelby Counties). Plainfield's planning area consists of the Town of Plainfield and Guilford Township, as shown in Figure A.1, Plainfield Study Area.

1Figure A.1: Plainfield, Indiana Study Area



DEVELOPMENT TRENDS

Part of the growth that Plainfield has experienced is due to its proximity to the City of Indianapolis and the Indianapolis International Airport. Figure A.2, Plainfield's Regional Context, illustrates the growth pressures from the City of Indianapolis. The red area illustrates the 1960 regional growth pattern. As shown in this illustration, the growth pattern was contained within Marion County. In 1980, Indianapolis's growth, shown in yellow, began to expand outside its boundaries into other counties including Hamilton and Johnson County. By 2000, as shown by the purple, growth from Indianapolis has stretched into the nine surrounding counties. As the availability of land decreased in Indianapolis, growth will continue to stretch out into the surrounding counties.

In order to respond to this growth, the City of Indianapolis Metropolitan Development conducted the Indianapolis Economic Analysis 2025. The purpose of this study was to understand the growth pressures facing Indianapolis and the impacts it would have on the surrounding region. Figure A.2, shows the land use patterns that were projected if specific policies were implemented to manage growth and development. Figure A.3, Indianapolis Economic Analysis 2025 Plan shows a development pattern where growth is targeted along the major corridors including I-70. The map on the right illustrates a development pattern that focuses new development in urbanized areas such as Plainfield. Both of these development patterns indicate that regardless of which growth policies are implemented throughout the region, heavy growth will continue in Plainfield. Plainfield has an opportunity to enact land use policies that will manage the location and quality of development so that it is compatible with the desires of the Plainfield residents.

Figure A.2 Plainfield's Regional Growth Context

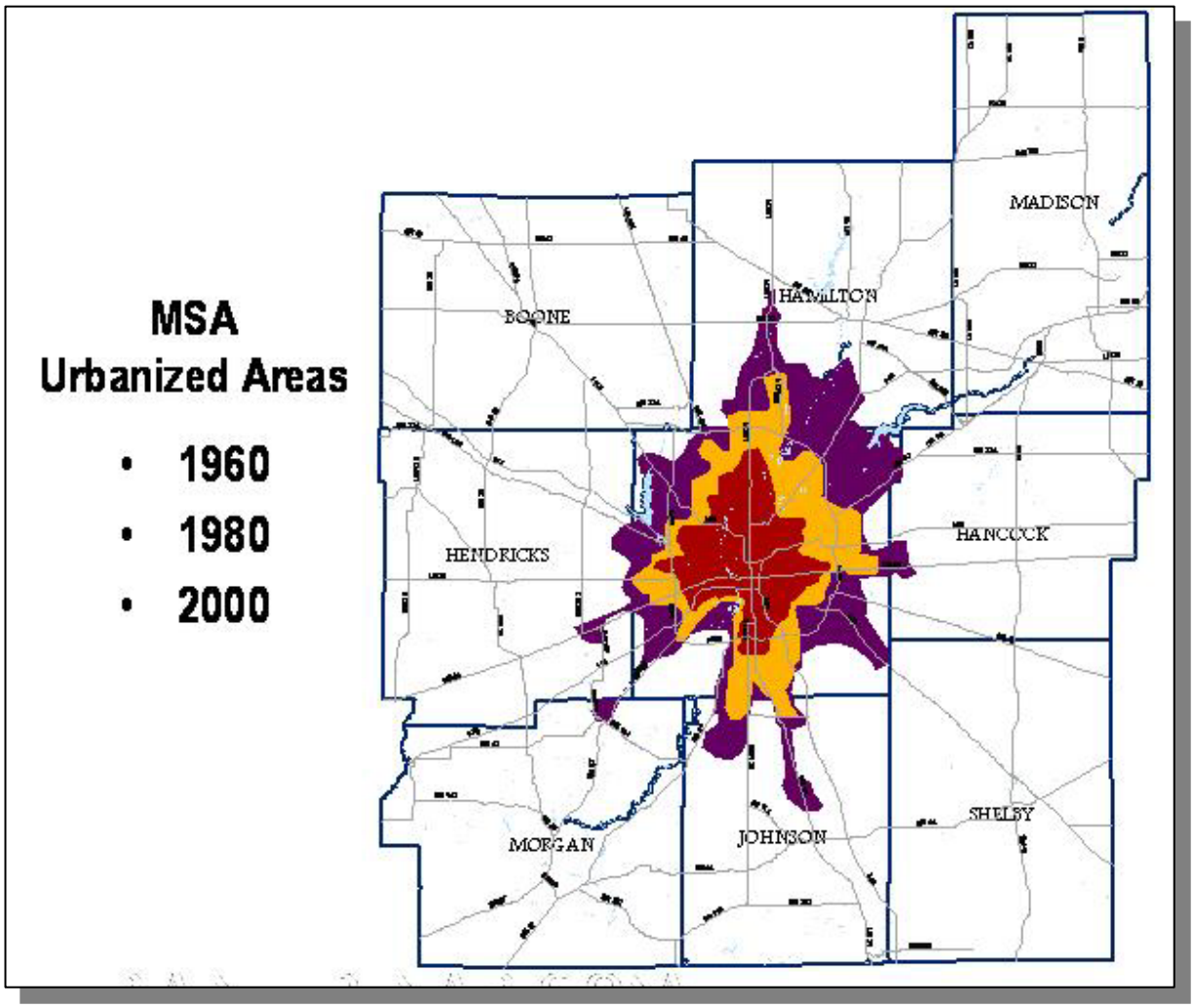
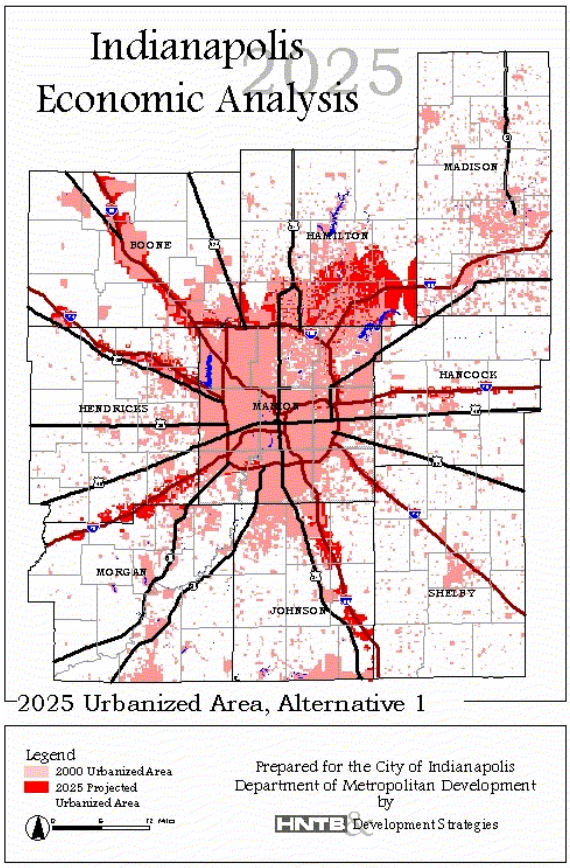
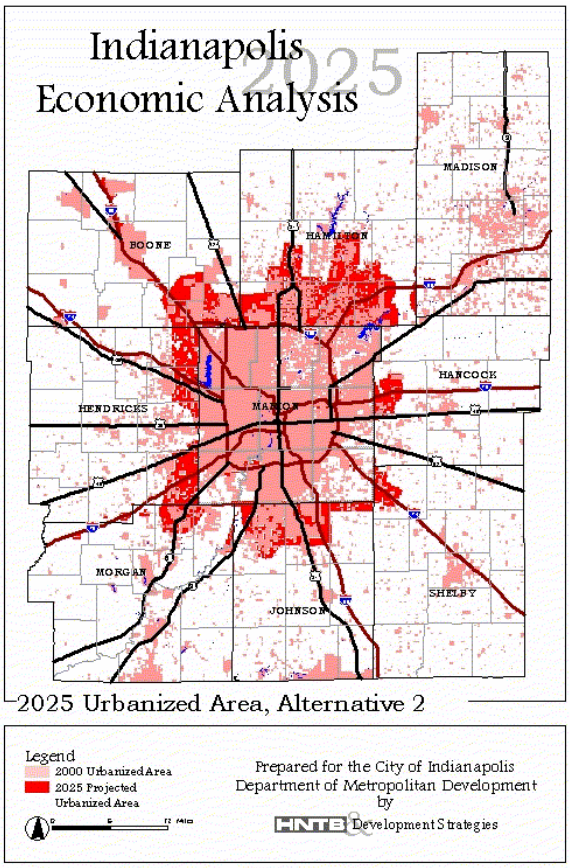


Figure A.3 Indianapolis Economic Analysis 2025 Plan





The growth that has occurred in Plainfield can be attributed to its location and access, As shown in Figure A.4, Influences of Development. With its proximity to the City of Indianapolis, growth has spread outward from Indianapolis into Plainfield. The non-residential growth has allowed Plainfield significant opportunities to upgrade its infrastructure in places while providing other amenities such as parks, sidewalk connections and the attraction of regional shopping areas. Currently, as well as in the future, there will be additional regional factors that will continue to play a role in Plainfield's development evolution including the expansion of the Indianapolis International Airport and its new terminal and entryway at the front door of the Town. The construction of the Ronald Regan Parkway and the interchange at I-70 has begun which will open up more land and access on the east side of Plainfield for industrial and airport related development. The MPO has also discussed the creation of a light rail system which could likely run from downtown to the airport with a potential transit stop near the Town. These regional influences will only continue to spur more growth and development within Plainfield.

NATIONAL LAND USE STANDARDS

Considering the Land Use Mix

One of the primary components of a comprehensive plan is determining the appropriate mix of land uses needed by a community. Two land use ratios are useful in this process: the existing land use ratio (to be discussed later in this section) and a standard ratio maintained by healthy communities. While there is no set ideal for a healthy land use mix, several studies have been conducted to determine recommendations which communities can use as a reference for their own land use plans. The comprehensive plan for Plainfield draws on the conclusions of a study conducted in 1992 by the American Planning Association.

American Planning Association's 1992 Land Use Study

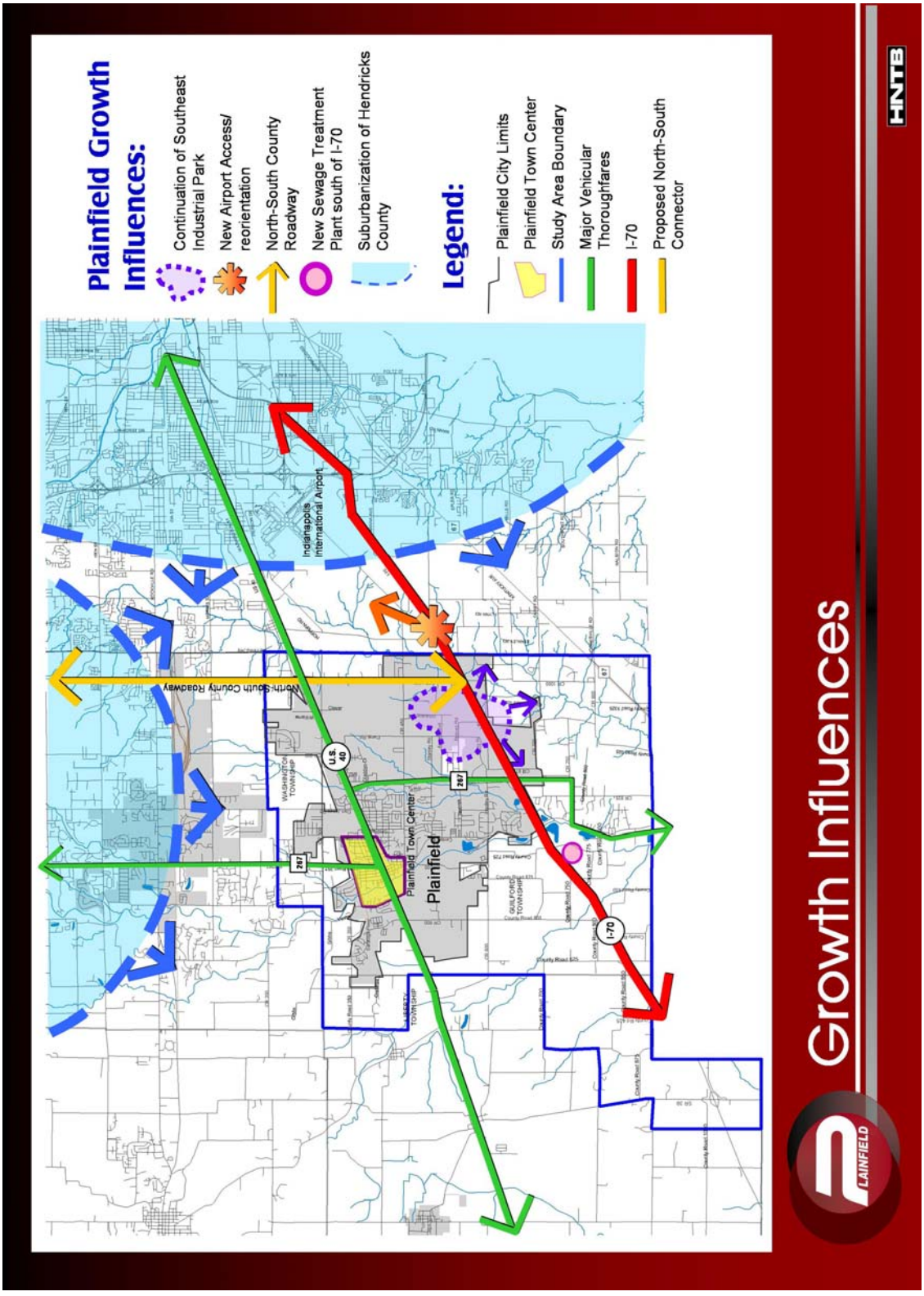
In 1992, the American Planning Association (APA) published a study in which they examined communities across the United States in order to determine a standard land use mix. Land use ratios were taken from 66 communities and were then divided into two categories: under 100,000 population (22 communities) and over 100,000 population (46 communities). The study did not include any Indiana cities or towns in the small communities category, but several mid-western communities from Kentucky, Illinois, Missouri, and Wisconsin were included. The communities falling into the small categories ranged in size from 1,400 people (Midway, KY) to 88,000 people (Bellevue, WA and Costa Mesa, CA).

Figures gathered for the communities reflect their land use ratios for developed land. Because this study calculated a ratio of the urban land use mix, agricultural and vacant lands were not included in the figures. The categories used were as follows:

- *Residential* – including single-family, multi-family, and mobile homes.
- *Commercial* – including commercial and office uses as well as parking lots.
- *Industrial* – including both light and heavy industry.
- *Public Use* – including institutional (schools, hospitals, fire stations, churches, etc.), parks and recreation (both public and private), and transportation and utility facilities.

For comparisons to Plainfield's existing land use pattern, two case studies were used. The first was an average of all Midwestern Cities, no matter the size of the community and the second was only those communities similar in size to Plainfield. The conclusions are as follows.

Figure A.4 Influences of Development



Study Conclusions

Residential

Residential land uses have traditionally occupied the most land in both large and small communities. Previous studies have shown the percent of urban land occupied by residential uses as between 42 percent (study conducted in 1955) and 48 percent (study conducted in 1983). The APA study conducted in 1992 showed that the average percentage of all urban land being used for residential uses in Midwest communities was 48 percent and as high at 52 percent for cities and towns similar to Plainfield. Single family housing accounts for most of this land as is comprised of approximately 41 percent of urban land while multi-family housing comprises only 11 percent. In comparison, Plainfield's residential land use is approximately 51 percent.

This rise in residential land in communities similar to Plainfield is most likely due to the suburban sprawl that occurs as these cities and towns become commuter communities for the larger cities. Additionally, commercial and industrial uses are expected to increase in small communities, which will result in a slightly lower residential percentage in the future, as seen in Plainfield.

Commercial

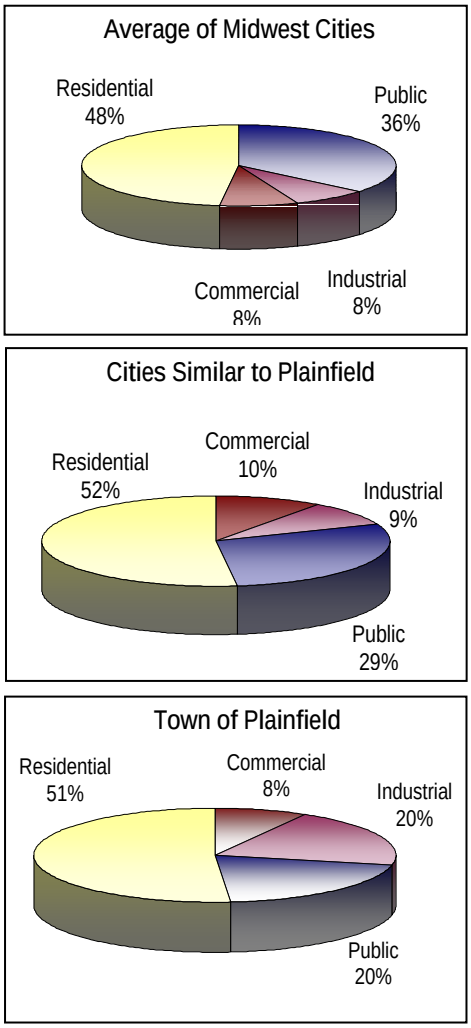
Like residential uses, the proportion of commercial uses in both small and large communities has increased since the first study conducted in 1955. The earlier study found that commercial uses comprised only 2½ percent of developed land, but by 1992 that number had increased to 8 to 10 percent, as illustrated for Average of Midwest Cities and Cities Comparable to Plainfield, respectively. Plainfield's commercial land use mix is comparable with 8 percent.

For larger communities, the commercial land use ratio is expected to level at its current ratio of 10 percent. However, the amount of land used for commercial uses in smaller communities is expected to increase. The trend of offices moving out of central cities and into suburbs and smaller towns is expected to boost the commercial land use ratio in smaller communities. As with the trend in Plainfield, as more roof tops and industrial uses are developed, this percentage increases. With the addition of the Plainfield's Metropolis Center, it is anticipated that the commercial land use percentage will likely rise.

Industrial

The industrial land use ratio has held steady at about 8 percent since 1955 for small communities.

Figure A.5: National APA Study



Averages of Midwest communities similar to Plainfield have held in this range with about 8 to 9 percent of their land use mix containing industrial. However, larger cities have seen a decline in the amount of land used for industrial purposes (from 12 percent in 1983 to 10½ percent in 1992). This shift is a result of a shift in economies from industrial to service. The economic shift shows up in industrial land use ratios from large cities because such cities had historically been reliant on industry. The shift in the economy has not had as

much of an affect on smaller communities because industrial uses have been small or non-existent.

Unlike the other two case studies, Plainfield's industrial land use has shifted significantly to approximately 20 percent of its urbanized land uses. This shift can be attributed to the industrial growth on the east side of the community due to the proximity to I-70 and access to the Indianapolis Airport.

Public Use
The public use category is broad, encompassing parks, transportation, utilities and institutional uses. Changes in this category are typically small and tend to follow increases in residential development, as that type of development requires the addition of right-of-way and utilities. The land use ratio for public uses in 1992 for Communities Similar to Plainfield was 29 percent and 36 percent for Average of Midwest Cities. Public uses for Plainfield is approximately 20 percent. This proportion is slightly lower for Plainfield. While it is slightly lower, probably due to the larger offset of industrial, it should be noted that Plainfield does contain several public uses that provide a larger service to the state. (i.e. Boys School, State Prison, Law Enforcement Academy) among its other local uses of parks, government buildings and schools.

The Average Mix
Plainfield's land use mix shows some difference from the average mix reported by the APA. Among the differences are a smaller public use sector even though Plainfield has a large service to the state, and a higher industrial sector due to the development of the land west of the Indianapolis International Airport with predominately large warehouse uses.

POPULATION, EMPLOYMENT AND HOUSING GROWTH

For a community to take control of its own future, decision makers must have a clear understanding of the present state of the community and the internal and external forces shaping it. The following is a profile of the Town of Plainfield and its planning area, Guilford Township. The profile is divided into three general categories: population and the economy. Both of these will have significant impacts on the future development of the Town and surrounding Township.

Communities are not isolated places; they are living organisms, constantly changing and responding to the environments around them. Thus the following profile of the Town of Plainfield and its planning area will be looked at in the context of its position within Hendricks County, the Indianapolis Metropolitan Statistical Area (MSA), and the State of Indiana.

For the most part, data presented are taken from the 2000 Census. Unless noted otherwise, this is the source for data presented in the Figures in this chapter. Where appropriate, 1990 Census data or data from other sources are presented for comparison or to illustrate a trend over time.

Population Characteristics

Population Growth
Plainfield's location within the Indianapolis MSA makes it sensitive to the growth pressures of the City of Indianapolis and neighboring suburbs. As the population of Indianapolis has moved farther away from the city center, it has extended into the surrounding counties, creating rapid growth pressure in what were formerly small rural towns. This pattern of suburbanization began for the Indianapolis metropolitan region, and in large cities all over the nation, following World War II when home mortgage loans became easier to obtain. The first communities that began to see growth in the Indianapolis region were Carmel and Greenwood, two established cities that became well connected to Indianapolis in the early1970s with the construction of the interstate highway system.

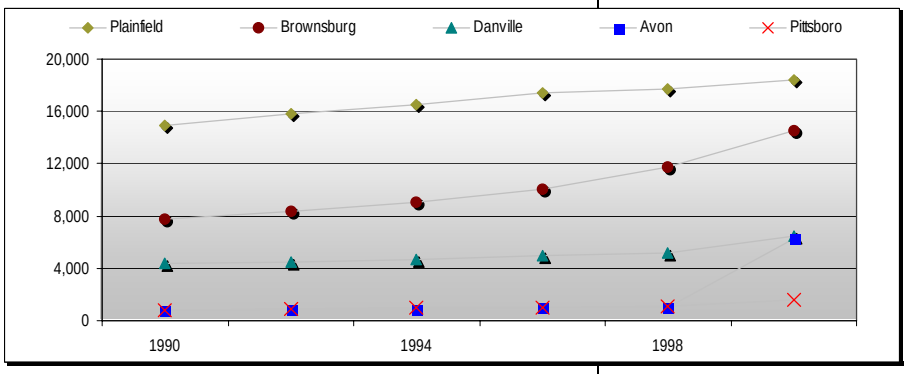
Plainfield was the first community in Hendricks County to face rapid growth, since it is the closest to Indianapolis' historic city limits. Danville, the Hendricks County seat, was the largest Town in the County prior to 1960. However, by 1960, both Plainfield and Brownsburg had exceeded Danville in population, with Plainfield growing the fastest and assuming its current position as the largest

Town in the County. Plainfield's population increased from 14,953 in 1990 to 18,396 in 2000, a 23.0 percent increase for the decade.

Figure A.6, Hendricks County Population Growth, indicates the growth of Hendricks County's largest communities between 1990 and 2000. While all five communities continue to grow, Brownsburg has shown the fastest growth (87.3 percent), as indicated by the increasing steepness of the line on the graph. Plainfield, while still the largest town, is growing at a slower rate (23.0 percent growth rate from 1990-2000); between the years of 1990 and 2000, the gap between the sizes of Brownsburg and Plainfield narrowed from approximately 7,000 residents in 1990 to approximately 4,000 residents in 2000.

Source: US Census Bureau

Figure A.6: Hendricks County Town Population Growth

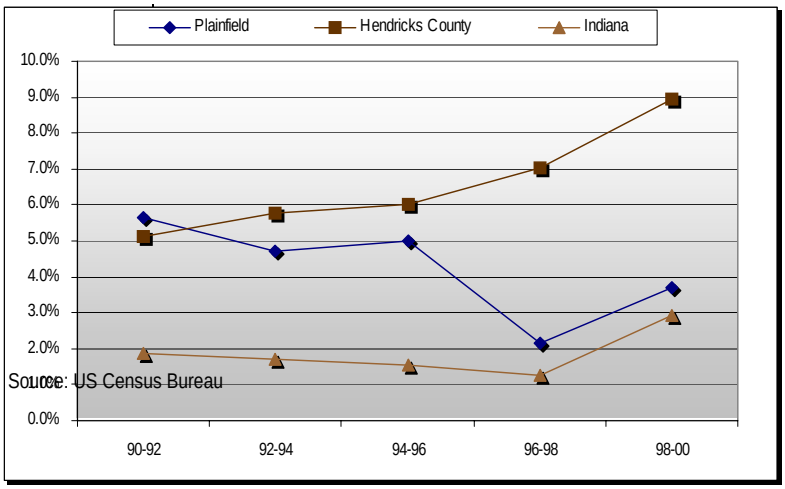


Not only are Hendricks County communities growing, but the County ranked third in the state for overall population growth and second in the state for rate of growth in 2000. Hamilton and Johnson Counties, also in the Indianapolis MSA, are the only counties that surpass Hendricks County in overall population growth from 1990 to 2000. Not only is the Indianapolis region growing fast relative to other areas in Indiana, but in 2000 Hamilton County was the 27th fastest growing county in the United States. This growth is likely to have an impact on Hendricks County as people continue to seek housing in semi-rural and/or small town areas within a short commuting distance to Indianapolis. These opportunities are becoming less available north of the Town.

As Figure A.7, Rate of Recent Population Change indicates, the growth rate of Plainfield in the 1990s trailed the growth rate for the County as a whole, indicating that while the County continues to face heavy growth pressure from Indianapolis, the most rapid growth has moved beyond Plainfield and is more heavily impacting County communities that are further from the center of the Town. This phenomenon likely reflects the diminishing availability of developable land within Plainfield, with development activity moving out to the next "tier" of suburban communities. It is important to note that, while growth in Plainfield is beginning to increase at a slower rate, Hendricks County as a whole is projected to grow at a rate nearly commensurate with Hamilton County through 2025, increasing from 104,100 in 2000 to 183,600 in 2025 (a 76.4 percent increase). Growth rate projections developed by the Indiana Business Research Bureau at Indiana University (IBRC) are presented in Figure A.8, County Growth Projects, and indicate that the *rate* of growth is expected to peak between 2005 and 2010.

While the rate of growth alone creates implications for planning, the composition of that population says a great deal more. Looking at the composition of that growth involves looking at the age, education levels, and household types of those

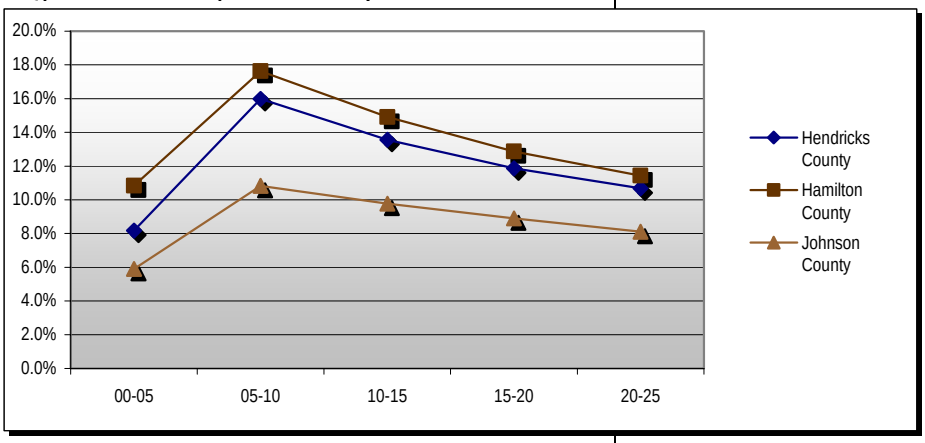
Figure A.7: Rate of Recent Population Change



Source: US Census Bureau

moving to the area in order to understand the demands that the growing population will place on the Town.

Figure A.8: County Growth Projections



Source: IBRC

Age Distribution

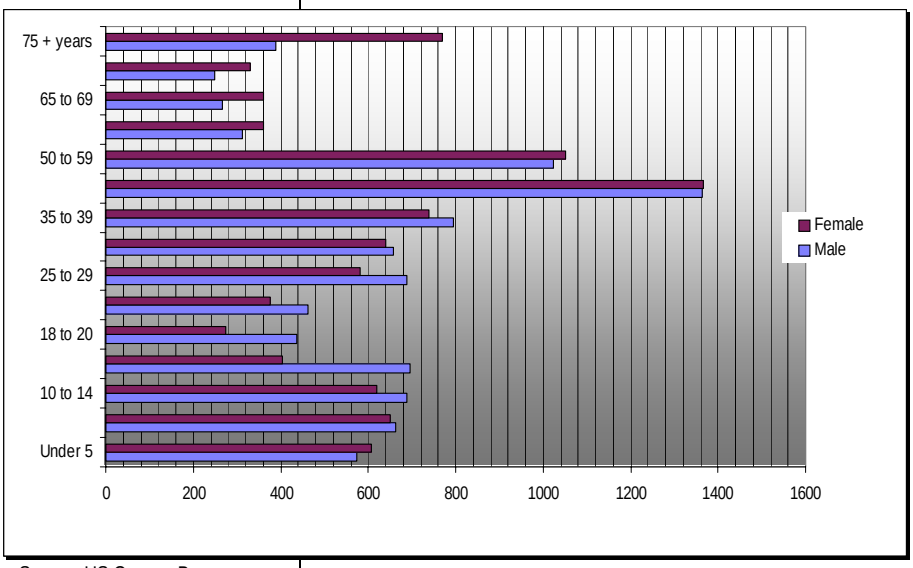
Figure A.9, Age Distribution, presents an age distribution for the Town of Plainfield in 2000. Distributions for most communities will be slightly distorted to account for differences in generation sizes. For example, the baby boom generation will cause a slight distortion because it is significantly larger than the generations before and after it. However, Plainfield's population pyramid shows more than just a slight generational distortion. Rather than having a higher proportion of persons at the base of the pyramid (children and young adults), the highest proportion by far is in the 40-49 year old age group. While this is consistent with the baby boom generation, it is much more pronounced than in most communities.

While the distortion in the 40-49 age group causes the number of people in some of the other age groups to appear small, Plainfield does have a significant amount of population between the ages of 25 and 40 years. This is the age group which is statistically likely to have school-age children, so it is not merely coincidence that the number of young children (under the age of 18) is proportionate to the number of people in the 25 to 40 age group. There is a lower population in the 18 to 24 age group, which is not uncommon for a Town without a college or university.

The pyramid declines at retirement age, a natural phenomenon, but jumps again at the age group of 75 and older, a portion of the population that is usually the smallest. In fact, there are more persons aged 70 and above than people in their early twenties. This indicates an attractiveness of the area for seniors. However, the narrowing of the population pyramid between the ages of 60 and 75 indicates that retirees may be leaving and then returning to the community once they are older.

The distribution of age in Plainfield has many

Figure A.9: Age Distribution



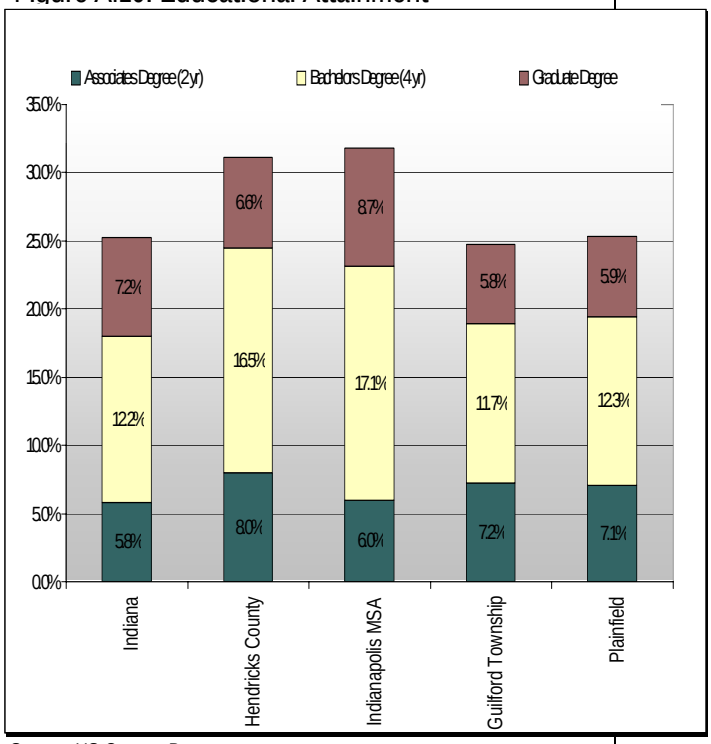
Source: US Census Bureau

planning implications: a need for more services for senior citizens due to the large proportion of persons who will retire during the planning period; a current inability to hold the recent retiree population; a high proportion of older seniors, especially widowed females; a need for opportunities for children; and, opportunities for teens and young adults as those children age over the planning period.

Education

Another important component of the population is the education level of the community's residents. This correlates to the type of labor pool available for both current and future employers. As Figure A.10, Educational Attainment indicates, both Plainfield and Guilford Township have essentially the same percentage of college graduates (25.3 and 24.7 percent, respectively) as the state of Indiana as a whole (25.2 percent). By contrast, the Indianapolis MSA (31.8 percent), and Hendricks County (31.1 percent) have a higher percentage of college graduates.

Figure A.10: Educational Attainment



Source: US Census Bureau

Thus, a higher percentage of the labor force in Plainfield is suited for jobs that do not require a college education. However, in the regional context of the MSA and the mobility of workers, it is necessary to further investigate the local economy and employment mix to understand the potential plan implications of this phenomenon. Plainfield must evaluate which jobs it will try to attract within its corporate limits and which jobs will be supplied to residents by other communities within the Metropolitan area. This issue will be explored further in the Economic Characteristics section to follow.

Households

One of the biggest issues facing a rapidly growing population is the type of housing necessary to accommodate that growth: one of the topics that requires careful consideration is the composition of households and the housing types that those households require. Nationally, the number of persons per household has been declining as a result of couples having fewer children, people marrying later in life, and an increase in the divorce rate.

In 2000 there were 7,051 households in Plainfield, reflecting a 69.5 percent increase from the total of 4,160 households in 1990. Similar to the National trend, there has been a 1.2 percent decline in the number of persons per household in Plainfield, from 2.47 persons per household in 1990 to a 2.44 person average household size in 2000. Plainfield also has a lower average household size than the state, Hendricks County, the Indianapolis MSA and

Guilford Township, as Figure A.11 Average Household Size details. Because a higher number of persons per household usually correlates with a higher number of children per household, these averages can have significant impacts on projections regarding the education system.

Figure A.11, Households By Type, 2000 indicates the percentage of non-family households in Plainfield and in the region. Non-family households include single person households, such as young singles or widowed senior citizens. The percentage of households with persons over 65 is higher in Plainfield than in the

MSA, the County and the state as a whole. It appears that the significant number of childless households in Plainfield are keeping the Town's average household size lower than regional averages.

Figure A.11, Households By Type, 2000

	Indiana	Hendricks County	Indianapolis MSA	Guilford Township	Plainfield
% Family Households	68.6%	78.0%	66.9%	72.0%	69.7%
% Non-Family Households	31.4%	22.0%	33.1%	28.0%	30.3%
% Households with persons under 18	35.7%	41.8%	36.4%	37.2%	36.5%
% Households with persons over 65	22.5%	18.4%	19.7%	21.9%	23.2%

Source: US Census Bureau

Population Summary

In summary, Plainfield has been facing rapid growth over the past decade, both within the Town's corporate limits and within the surrounding Township and County. This is a growth that has corresponded to the growth of the City of Indianapolis, and an increasing relocation of the Town's population to the suburbs. Observations as to the movement of that population indicate that Plainfield and the rest of the northwest corner of the Indianapolis area will continue to grow in the future. Plainfield appears to have a slightly older population, as well as a higher share of small households, and has a slightly lower percentage of college educated residents than the surrounding region.

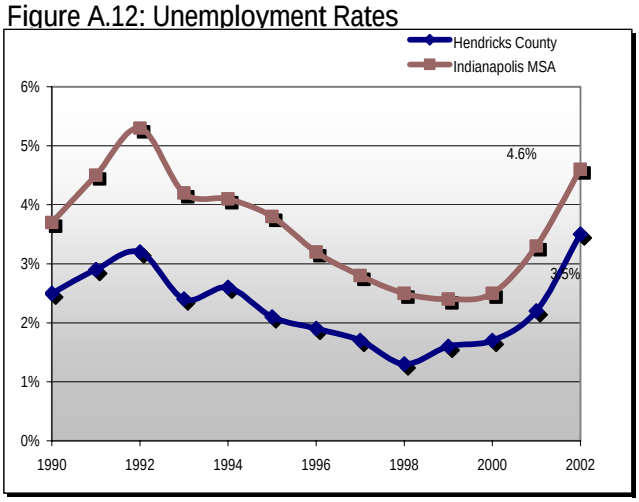
Economic Characteristics

For any community profile to be considered complete it must look at the economy of the area. With the recent release of economic data at the Town, Township and County level a relatively detailed report can now be written about the economy of any area. The limitations on a detailed comprehensive report are due mainly to the constraints placed on specific economic data that is reported to the public for communities across the country and is generally limited due to the size of the community and the small local scale. Part of the information gathered to update the comprehensive land use was gathered from many different sources including the Bureau of the Census, Bureau of Economic Analysis, the Indiana Business Research Center, Town of Plainfield and ESRI Business Information Solutions.

Unemployment

A strong indicator of the economic health of an area is the unemployment rate. Unemployment throughout the Indianapolis region was exceptionally low and has been throughout the 1990s, as illustrated in Figure A.12 Unemployment Rates. In December of 2002, Hendricks County's unemployment rate was 3.4 percent. Generally, a rate that low is considered full employment, assuming most of the unemployment included in that 3.4 percent are simply in transition between jobs. While a low unemployment rate is good for residents of the region, it is a potential problem when trying to attract new businesses. Businesses considering locating in Hendricks County or more specifically Plainfield, may view a low unemployment rate as a lack of available employee base.

Figure A.12: Unemployment Rates



Source: IBRC

Hendricks County unemployment trends have largely followed that of the Indianapolis Metropolitan Statistical Area. However, as the Country, State and region presently sits in a time period of an economic recession, these numbers have risen. As of February 2003, Plainfield's unemployment rate of 5.5 is larger than Indianapolis Statistical Metropolitan rate of 4.9 but is similar to the State's percent. Even with this being true, the annual unemployment rate has remained consistently lower than that of the region, indicating that its residents are securing a good percentage of available jobs throughout the area. Whether or not those jobs are actually located in Hendricks County, however, will be examined at length later in this analysis.

Median Household Income

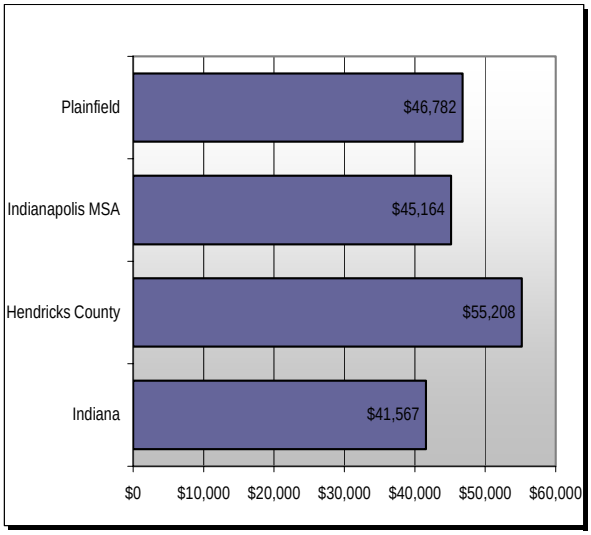
The Indianapolis region's good economic situation in the past decade is also reflected in the median household income of its residents. Median household income means that as many households are earning more than the median as are earning less than the median.

In 2000, Plainfield's household median income was $46,782, as shown in Figure A.13, Median Household Income. This is over five thousand dollars greater than the median income of the State ($41,567) and one thousand dollars greater than the median income of the Indianapolis region ($45,164). In contrast though, the Hendricks county median income of $55,208 is nearly ten thousand dollars greater than the Indianapolis Metropolitan region income.

Industry Growth

To this point, the economic analysis has focused on the jobs held by the residents of Plainfield and Hendricks County but not on the jobs that are actually available within the Town or County's limits. The following analyses will look at job growth within the County as well as the proportion of people working within Plainfield and Hendricks County as opposed to commuting to other employment centers. As the Indianapolis region has grown, more than just people have spread into neighboring communities. Those communities are beginning to see a growth in jobs as well. The latest official government figures for industries are for 2000, and they show growth in all sectors of industry* in Hendricks County, Figure A.14 Employment by Industry. Throughout the 1990s, Hendricks County has seen dramatic increases in the number of jobs in the service industry and retail industry (the top two industries in Hendricks County). The most prevalent job types in Hendricks County's retail industry are related to general merchandise stores, grocery stores, automobile dealerships, gas stations, restaurants, miscellaneous retail and shopping goods; and the most prevalent job types in Hendricks County's service industry are related to health services, business services, personnel services, and membership/religious organizations.

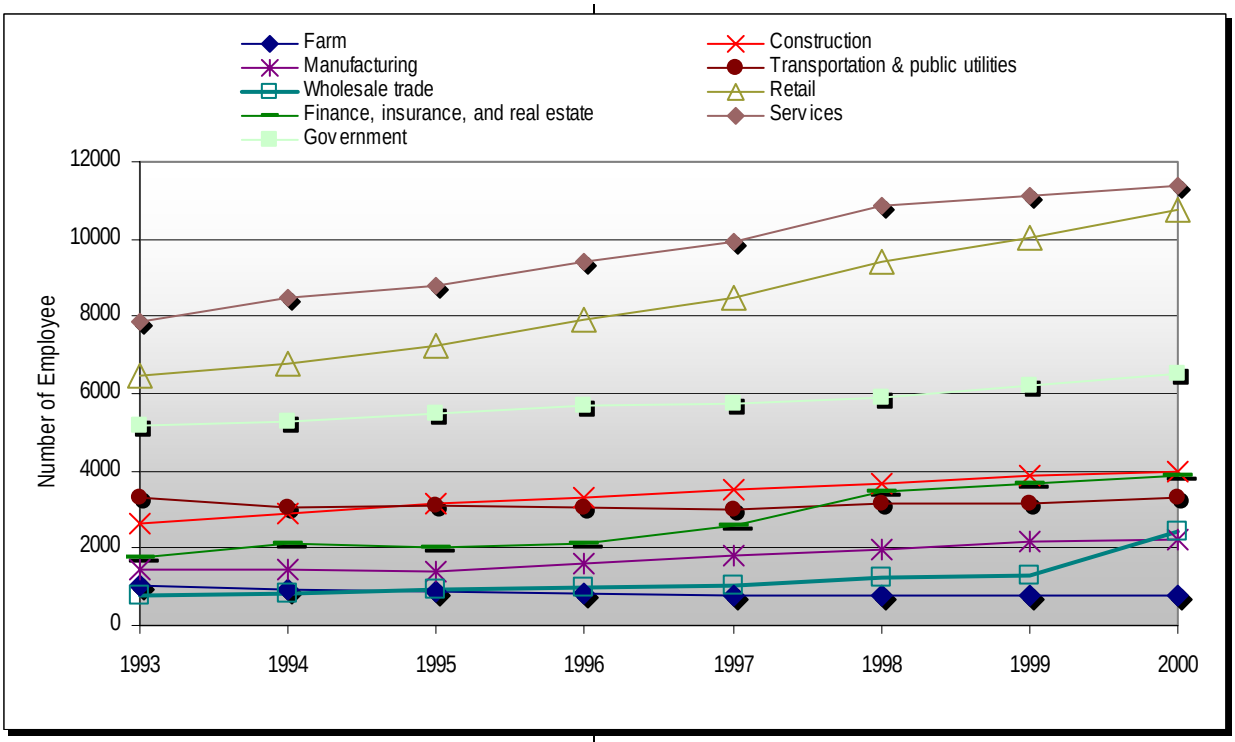
Figure A.13: Median Household Income



Source: US Census Bureau

* Figures for mining and agricultural services (forestry and fishing) were not considered because their numbers were nominal.

Figure A.14: Employment by Industry



The only industry in Hendricks County that showed a decline in the 1990s was the farming industry and is mostly due to the increasing amount of development that is occurring on existing farmland. Surprisingly though, the manufacturing industry which has been declining nationwide has displayed a steady increase. As a result of the overall growth in the county, the construction industry has shown steady increases, exceeding the number of jobs in the Transportation and Public Utilities field, a field which captures a great deal of jobs with Cinergy/PSI as the County's largest employer.

Similar industrial information is not available for Plainfield, but the Town can expect similar trends with the number of retail and service jobs increasing, especially given that the Indiana Youth Center and School Corporation are two of the largest employers in the Town. Additional major retail and service employers in Plainfield include the grocery stores (Kroger and Marsh) and Wal-Mart. Brightpoint is the number one manufacturing industry employer.

The ESRI Business Information Solutions data provides the employment breakdown for jobs located and available within the town limits. Day time employees of Plainfield may or may not be residents of the Town. The largest portions of employees in Plainfield are found in the services (33.8%) and retail trade (22.5%) sectors. A large proportion of residents also work in the service industry in education and other professional and related services (19.2%).

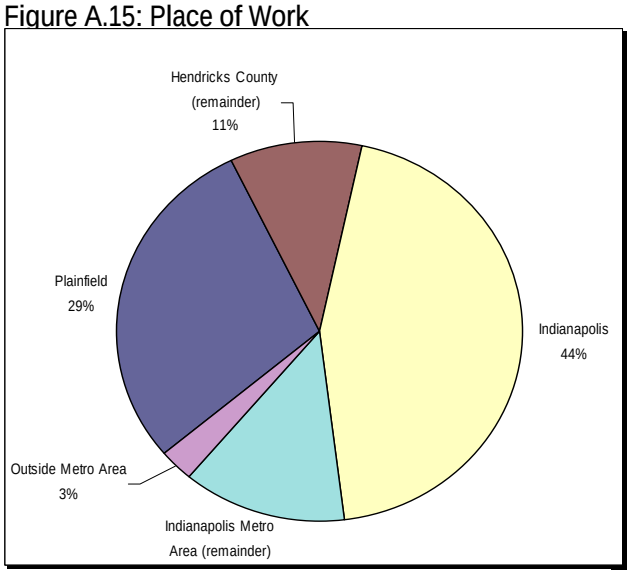
Unfortunately, service industry and retail jobs, although abundant and increasing in Hendricks County and nationwide, are not high paying jobs. In 2000, the average earnings per job in the service industry were $21,277 and the average pay was only $17,329 for retail jobs. Manufacturing jobs, however pay substantially higher at an average rate of $31,163 per year.

Although Hendricks County has shown growth in the manufacturing sector in the past decade, manufacturing jobs still make up a small sector of the County's economy, and the area's number of retail and service jobs is rapidly increasing.

Commuting Patterns

Plainfield, like many smaller communities located outside of a large City, but still considered in the metropolitan area find that many of its residents work outside of the community's limits. In fact, a considerable portion of Plainfield's residents do not work in Plainfield, nearly 70%, as shown in Figure A.15 Places of Work. More than 40% commute to Indianapolis, and another 24% commute elsewhere in the nine county metropolitan area (including elsewhere in Hendricks County). These numbers are on the way down though as those residents that are commuting to Indianapolis and the rest of the Hendricks County have taken jobs within the remaining portions of the Indianapolis Metropolitan region. This commuting pattern, reflects the attractiveness of small town living and life in Plainfield in particular, despite the lack of available local jobs. In the future the Town may choose to capture more of the region's job growth so that people who live in Plainfield can also work in Plainfield. On the other hand, Plainfield may choose to continue to offer a small town lifestyle to Indianapolis commuters. Or the Town may choose to do a mixture of the two scenarios, making commuting to Indianapolis a viable option while providing a job base in Plainfield as an option as well.

Figure A.15: Place of Work



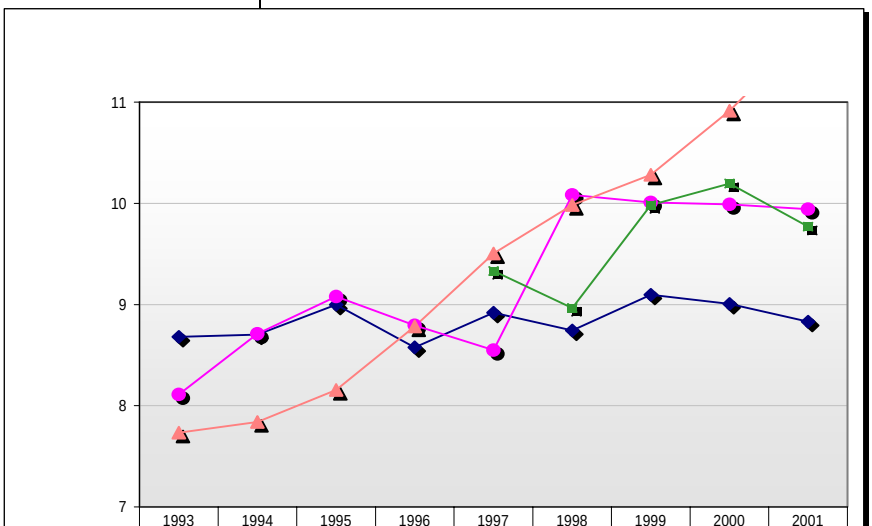
Source: US Census

Tax Rates

One of the largest concerns of having a commuting population base (and an unequal proportion of residential to commercial and industrial businesses), is a higher property tax. For every $1.00 of tax revenue collected from a residential subdivision, $1.22 is spent by the municipality to provide services to that subdivision.** The substantial growth in Brownsburg has meant rapid tax increases. Plainfield has gone from having the highest property tax rate of any Hendricks County community (8.7% in 1993) to the lowest tax rate of any Hendricks County community (8.8%) in 2001, as shown in Figure A.16 Tax Rates.

However, for every $1.00 of tax revenue collected from a commercial development, only $0.32 is demanded in public services.** Thus, communities which wish to keep their property taxes down need to offset residential growth with commercial and industrial growth. Fortunately for Plainfield, non-residential growth has recently taken off as a result of initiatives to improve infrastructure and increase incentive programs that have resulted in an

Figure A.16: Tax Rates in Hendricks County



	1993	1994	1995	1996	1997	1998	1999	2000	2001
Plainfield	8.6796	8.7025	8.9986	8.5764	8.9193	8.7426	9.0962	9.0056	8.8302
Danville	8.1096	8.7095	9.0782	8.795	8.5496	10.0827	10.0086	9.9889	9.9425
Brownsburg	7.7345	7.8388	8.1543	8.7838	9.5056	9.9824	10.2825	10.9148	11.6886
Avon					9.3315	8.9653	9.9823	10.1966	9.7694

impressive swell in commercial, retail and industrial assessed valuation since 1995. Due to such amazing growth in non-residential developments, especially in the industrial assessments, Plainfield has been able to stabilize property tax rates thereby reducing the property tax burden on its residents.

Summary

In summary, the Hendricks County and Plainfield economy is growing in all industries. As is the national trend, retail and service industries, although lower paying, are the most common and the fastest growing industries in the Town and in the County. However, 71% of Plainfield residents commute outside of the Town for work, and remaining a bedroom community is likely to continue to put pressure on property taxes which have remained relatively stable over the past decade.

POPULATION, EMPLOYMENT AND HOUSING PROJECTIONS

Trends

The past explains how the existing pattern came to be. By analyzing the past, the growth pattern can be better understood, and from this pattern, growth trends can be established for various land uses. Trend analysis provides the opportunity to incorporate the effects of growth influences unique to Plainfield.

Residential Uses

As more people seek the location, convenience and quality of life offered in Plainfield, it is important that a proper residential mix be constructed. If one was to buy an existing house in Plainfield, there would be a fifty percent chance that it was built within the last twenty years (since 1980). Such a relatively young housing stock displays just how quickly Plainfield has been growing. Approximately two thirds of Plainfield's housing is of the single-family detached variety. Single-family detached homes are such a large portion of the housing stock that 79% of the subdivisions built in recent years have consisted of between 3 and 4 dwelling units per acre. This relatively low density requires a large portion of land to house people.

Plainfield and Guilford Township have comparatively equal median housing value, especially compared to the median values for the county, metropolitan region and the state. Guilford Township median home value is only $3,500 more than for Plainfield. Such a situation is uncommon due to the fact that more expensive homes are usually located outside of cities and towns. Presently the majority of homes in Plainfield have values within the $100,000 to $150,000 range, while the median home value range that is desired within the community is $150,000 to $200,000.

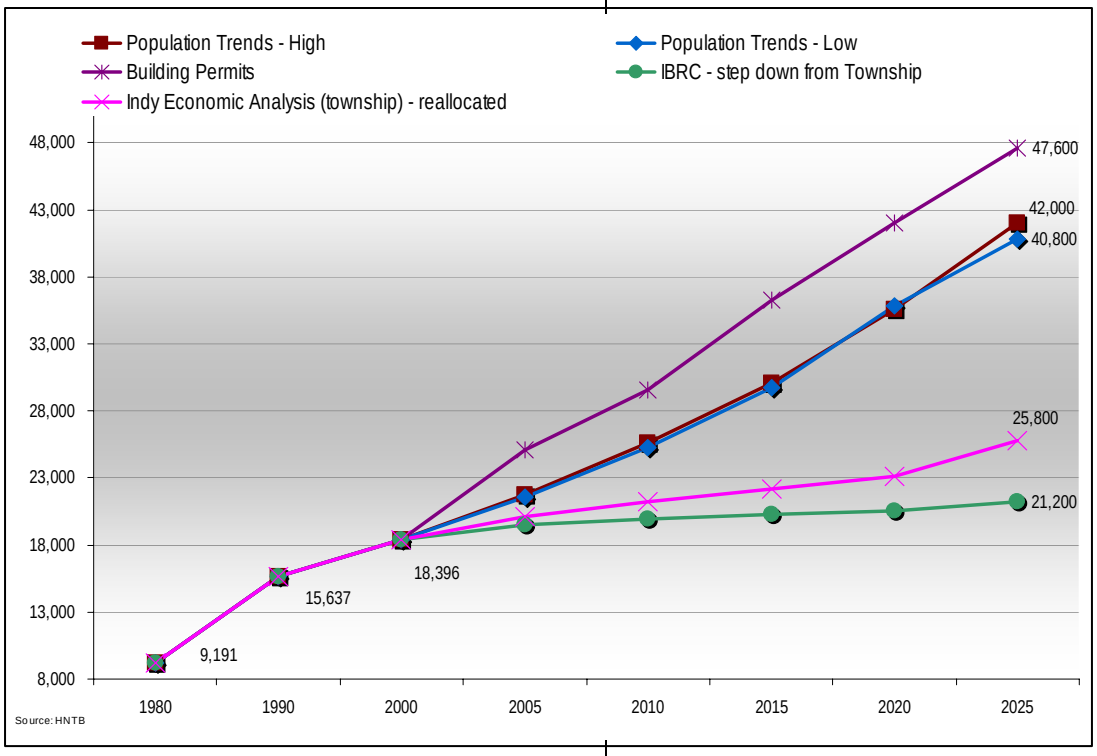
As shown in Figure A.17, Population Projections, the most aggressive population projection for 2025 was devised by applying a linear regression analysis to Plainfield building permit data gathered from the Housing and Urban Development web site. This population projection resulted in an estimate of approximately 47,600 people by 2025. This would require 11,200 new homes on 3,400 acres of land, in addition to the land that has already been platted or zoned. Projected annually, roughly 140 acres of residential land would need to be set aside every year, in addition to the land that may be previously plated or zoned, until the year 2025.

Commercial Uses

Historically, Plainfield has been served by local commercial uses that meet the needs of those living in close proximity to them, as shown in the aerial Figure A.19 Trends in Retail. The primary purpose of these local community nodes has been to meet the day-to-day shopping needs of Plainfield residents and the residents of Guilford Township.

The amount of retail use in a community is closely associated to the population or number of homes in the community, so it is not surprising that the majority of existing local retail has been built over the last twenty years, with the greatest part of new retail located within the U.S. 40 corridor. In 1990, 360 acres of commercial use existed, and by the year 2000, an additional 120 acres were added for a total of 480 acres.

Figure A.17 Population Projections



Source: IBRC

Based on past trends, two separate retail projections were presented to the Plan Steering Committee. The Committee agreed with the most aggressive projection, indicating that by the year 2025, approximately 735 additional acres will need to be zoned or platted. This is a rate of approximately 30 acres per year. This projection was created by using the same ratio of housing units to commercial acreage in 1990 and 2000.

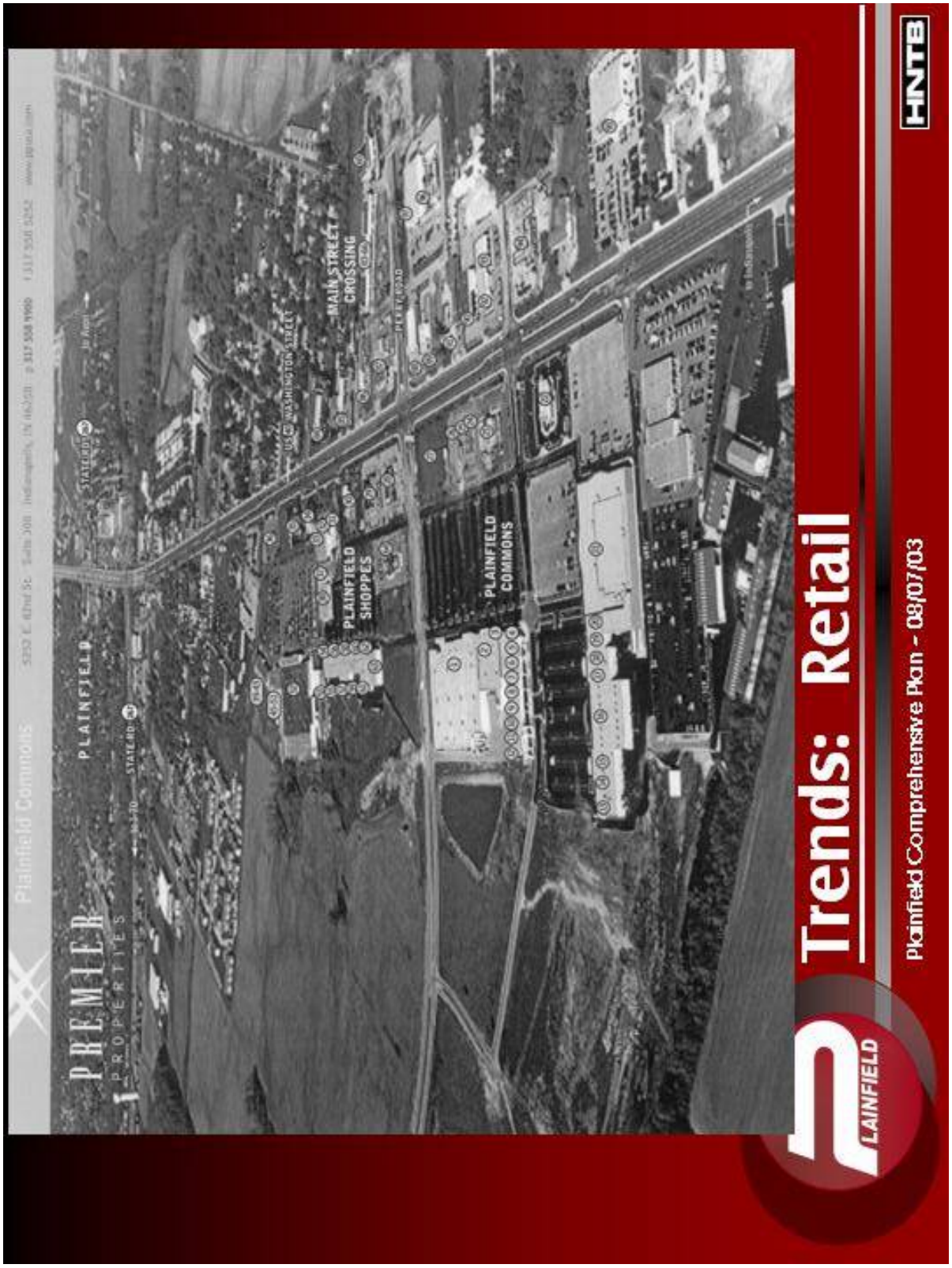
Industrial Uses

Industrial development has never been a large proportion of the land use in Plainfield, but in recent years it has seen a rise that has been directly related to the existence and location of the Indianapolis International Airport. The largest proportion of the existing and recent industrial development in Plainfield exists within the Plainfield Business Center at Airwest, as shown in the aerial Figure A.18, Trends in Industrial: Airwest. This Plainfield Business Center was started in 1995 and accounts for over one thousand acres of industrial use. If the rate of industrial growth since 1995 was to continue at the same rate, nearly 140 acres of industrial land per year would need to be zoned or platted through 2025, resulting in an additional 3,750 acres of industrial land. At this rate, the expected date of build out for the Airwest Business Center would be 2010. The question was posed by the Plan Steering Committee if 3,750 acres of additional platted industrial acreage is needed or wanted in Plainfield by the year 2025.

ELEMENTS OF A HEALTHY COMMUNITY

Before a community can succeed and be healthy, the foundation for success must be in place. This foundation can be described as the "Elements of a Healthy Community" encompassing Leadership, Economic Development and Physical Conditions. These Elements support the operational functions of a community while implementing recommendations found herein.

Figure A.18 Trends in Retail



The "Elements" are fundamental to any community and can be utilized as key benchmarks in comprehensive planning to determine the existing health of a community. Currently, Plainfield has some of these elements existing in its community. However there are improvements that can be made that would help Plainfield achieve a higher level of health and success. The evaluation of Plainfield's current status as measured by these "Elements of a Healthy Community" is entirely subjective based on the community analysis, demographic research, interview discussions, public input and comparisons to other communities similar to Plainfield. The "Elements of a Healthy Community" is a measuring tool used to establish a baseline of fundamentals needed to ensure an economically and socially viable community. It should be noted though that not every community has every component under each element. However, the majority of these elements are present within successful and healthy communities. This chapter will focus on defining the elements of a healthy community, detailing each of the components that comprise an element, and providing an assessment of components that currently exist and those that are still needed in Plainfield.

Economic Vitality

Economic Vitality refers to the economic health of a community over the next twenty years. There are several components that relate to the economic health of a community including market potential, opportunities for growth and development, business core, public/private agenda, entrepreneurialism and an active business recruitment and retention program. These components are essential to the health and success of a community and are linked to the physical conditions and leadership elements of a community.

Market Potential

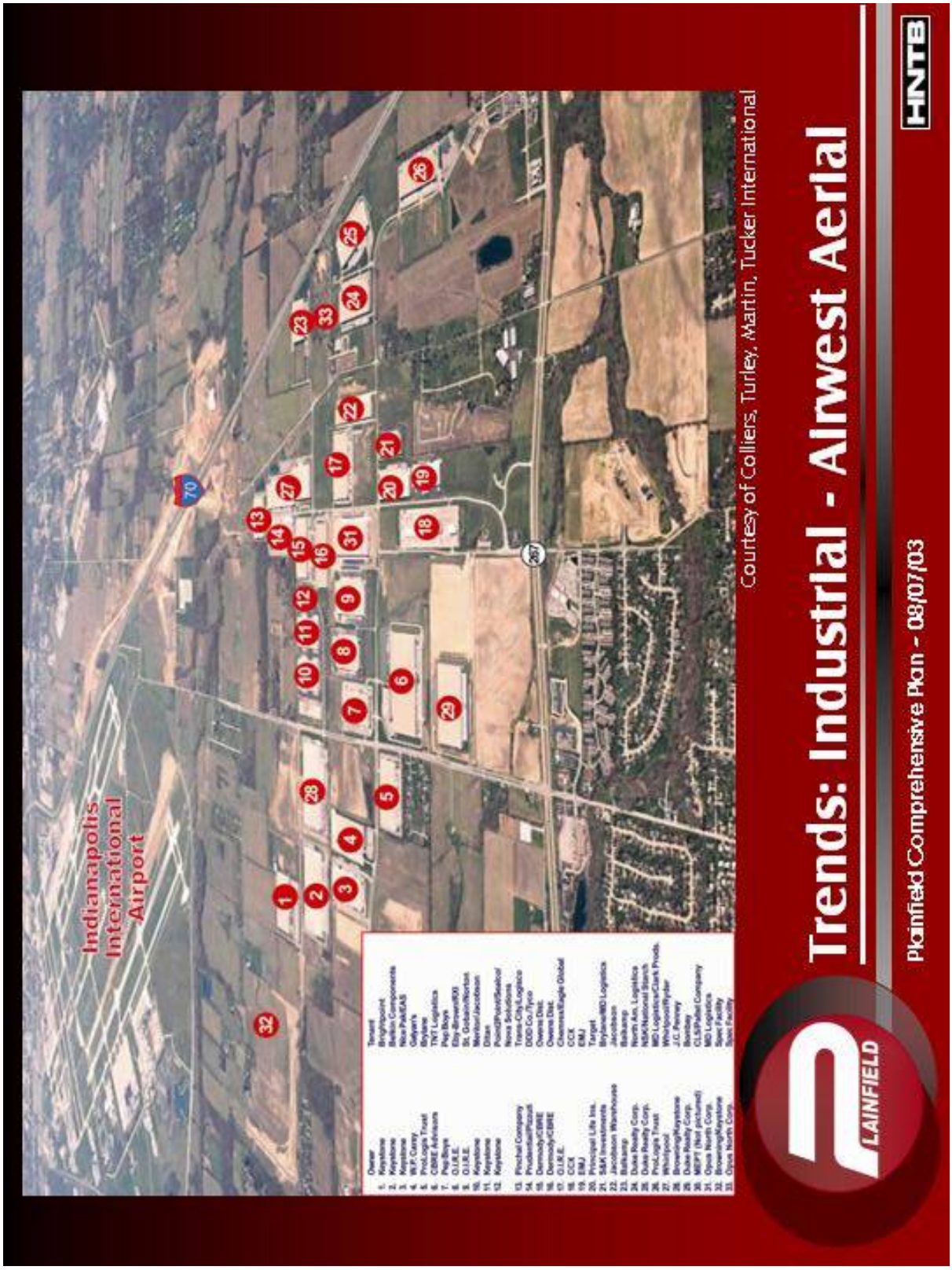
Some communities are content with being bedroom communities of a larger metropolitan area. At one time, Plainfield could be classified as such a community. However, with its booming regional economy due to warehouse and other light industrial uses and its continued commercial growth, Plainfield is establishing it sown employment sector and its market potential keeps increasing.

Since the 80's, the Town has begun to diversify its economic base, not reliant on one type of market sector or employer. This is due to the impact of the Indianapolis Airport. Several decades ago, a noise study was completed which impacted the residential uses located on the east side of Town. As part of the mitigation, several houses were purchased by the Airport and the residents relocated. With this move, the land on the east side of Quaker Boulevard became prime for other types of development. Working with developers, the Town supported a vision to turn the east side of Quaker Boulevard into an industrial park, now known as AirWest and AirTech. This allowed Plainfield to generate some of the largest industrial leases in the Indianapolis Area. Plainfield has the land capacity to support more growth of that nature and has planned for the road infrastructure needed for future developments.

When discussing market potential with the public and community leaders several strengths were identified that Plainfield can utilize to expand its market potential, including its regional location to the City of Indianapolis. Plainfield is located just west of the Indianapolis Airport at a major east-west interstate (I-70). It has a major north-south access with State Route 267 which links, Plainfield, Avon, Brownsburg and Mooresville and will have another limited access major north-south corridor with the construction of the Ronald Regan Parkway that will connect I-70 to I-74 and eventually I-65. Additionally, the steering committee and public identified low tax rates, the availability of land, the housing mix and existing park and recreational opportunities as existing strengths that the community can use to market to potential businesses.

Likewise, several concerns were identified including how development occurs and the quality of that development. Plainfield can be considered a high growth community and therefore can demand a higher quality of design and growth from development. The question to be answered is how far the community will be willing to go to achieve its goals.

Figure A.19 Trends in Industrial: Airwest



Other concerns that were identified included the "soft" market for office during this current economic climate. Over the past decade and a half, some office development has occurred along Quaker Boulevard (SR 267) in the form of medical offices and the Hendricks Regional Hospital facility. Until very recently office growth has been limited in Plainfield. In 2003, a new office development was approved to become the new Galyan's Headquarters and in early 2004, a mixed use development was approved that will have a combination of office and industry located northwest of the new Ronald Regan Interchange with I-70. As the airport continues its expansion with the building of the new terminal and its new entrance, office, hospitality and airport support uses will desire to be located at that new entrance. With the abundance of land located on the east side of Plainfield, the potential exists for strong development.

A final concern that was discussed that could impact Plainfield's market potential is the concern for housing for executives. The housing market in Plainfield has been very strong. Plainfield has a variety of housing styles from the old historic housing located near the Town Center and the custom built homes along Hadley Road to the production houses providing opportunities to singles and young families. What is noticeably missing is the upper end housing for executives whose businesses are located in Plainfield. Discussions with the public, steering committee and other individuals in the Town indicate that the market may not be strong enough to provide a high end level of housing in Plainfield. Additionally, the past comprehensive plan did not have a housing element that addressed the housing needs and desires of the community to ensure that all housing types were provided.

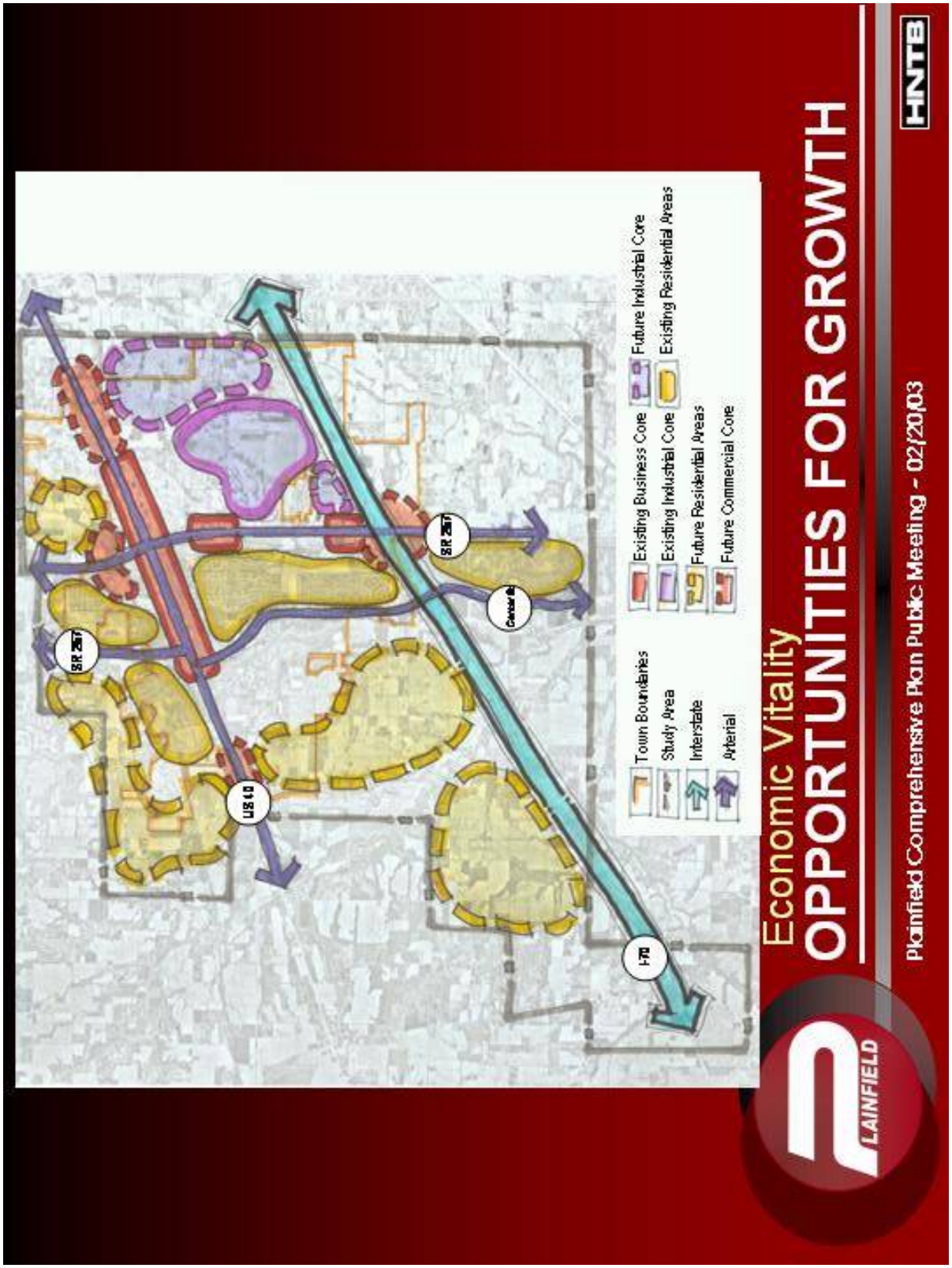
Opportunities for Growth and Development

Once employment trends are identified and the market potential assessed, ensuring that there are opportunities for growth and development within the community is critical. Areas should be identified as to where specific activities should occur and how those activities manifest themselves in new employment and residential land use areas that would be built on vacant and agricultural land.

When discussing opportunities for growth and development with the public and community leaders several ideas regarding future potential development sites were expressed. It was a general consensus that Plainfield has plenty of available land within its planning areas. However a key issue discussed was whether the community should try to retain its compact nature using a higher density of development or continue to develop at a lower density. The result of this discussion was a compromise to maintain existing densities, however infilling vacant parcels of land with compatible development. Additionally, in order to create the future land use scenarios, development trends were utilized to establish a planned amount of growth to be allocated throughout the Town's existing jurisdiction and future planning area.

Figure A.20, Economic Vitality: Opportunities for Growth, starts to examine where this new growth will occur in the Plainfield study area. Presently commercial development, designated in red, is located on either U.S. 40 or Quaker Boulevard (State Road 267). Major new commercial developments that have occurred on US 40, especially east of SR 267 include The Orchard Market Place development and the Metropolis Center which is anticipated to have an outdoor concept mall with JC Penny's as an anchor store, a theater, apartments, and other general retail. On County Road 600 (part of the Perimeter Parkway), Sugar Grove will include commercial and residential developments. These commercial areas serve the local and regional community. Much of the commercial located along these two corridors can be considered general commercial uses. Future commercial areas are expected to fill in the vacant gaps along U.S. 40 and Quaker Boulevard (State Road 267). One particular area that will be closely watched for future commercial uses is the area south of Interstate 70 on State Road 267 as the new Ronald Regan Parkway and I-70 interchange is built.

Figure A.20 Opportunities for Growth and Development



Existing industrial, designated with the color purple, is largely located east of Quaker Boulevard between U.S. 40 and I-70. Future growth in the industrial sector is expected to fill in the vacant parcels within the existing industrial areas particularly near the State Road 267 and Interstate 70 interchange and along the newly constructed Ronald Regan Parkway. Further industrial growth is expected to occur north and northeast of the present industrial area.

Residential, represented by the color yellow on the map, is presently located in the central section of the planning study area, largely between Center Street and Quaker Boulevard, with the newer existing growth in residential occurring west of Center Street and south of Hadley Road (CR 600 South). Major new residential developments in 2001 included Nottinghill, Rockingham, Glen Haven West, Providence Estates, the Passage Condominiums, Fairfield Woods, Hickory Woods and Westmere and Woodbrook Subdivisions on County Road 900 between County Road 200 South and US 40. It is anticipated that the growth in residential will occur both to the west of Center Street and to the west of the Indiana Correctional Facility due to the abundance of undeveloped and agricultural land available. It is also anticipated that growth will continue to expand to the northwest section of the study area past Saratoga. One of the main concerns on the north side of Town is the buffer development area between Plainfield and Avon around County Road 200. Therefore one item of discuss for this plan will be the resolution of boundary limits and interjurisdictional agreements.

While several development opportunities have been identified, a specific focus and strategy is needed for development and redevelopment of sites within Plainfield. Just as the Town is undertaking the comprehensive plan to ensure policies are in place, an economic development plan is needed that goes beyond the basic demographic analysis in this comprehensive plan and focuses on the market analysis for Plainfield. While the comprehensive plan identifies targeted locations for economic growth and development, the exact use developed there would be determined more by the market. An economic development plan for the Town would outline a direct strategy for business development and the types of businesses the Town should attract. An economic development plan should focus on the revitalization of the Town Center and the core businesses to be located there. In addition, the location of office and airport related uses west and south of State Road 267 dictates a specific strategy be created that targets specific hospitality uses rather than potential car rental and parking facilities for the airport. Finally, as more businesses locate in Plainfield, a need may arise for a facility for continuing education as well as additional training for employees. The steering committee has also discussed the future of the large institutional site where the current Indiana Boy's School and State Prison are located. Such a large site offers the ability of a multitude of redevelopment uses include the potential for redevelopment into a future local college.

While the public and steering committee has identified more tangible elements to focus on, from a physical land use perspective there are certainly opportunities for growth and re-development in Plainfield. There is sufficient land for future development overall, however, new development must be organized to ensure access, compatibility and to create diverse districts. The immediate need is to determine how new development can be accommodated with necessary infrastructure upgrades, limiting the impact on older, existing development and ensuring that contains the quality Plainfield desires.

The prospects for expansion outside of the Town jurisdiction occur primarily west of Quaker Boulevard, west of Moon Road and northwest of Saratoga Parkway as residential and employment corridors. These primary corridors already have two major drivers for growth: major access into the community and to the larger region, utilities and access to the recreation network. The final development plan will further refine how these core areas should develop out over the next twenty years.

Business Core

Every community should have a distinct business core where employment and service areas are located. It fundamentally links to the principle of the separation of incompatible land uses and creating a distinct identity within a community.

Communities generally have several business cores that focus on neighborhood, community and regional needs that might not be necessarily located adjacent to one another.

The public and community's leaders have identified several areas as key components to their business core. One of the strengths of the core is the length of time many of the businesses have been in the community. These businesses were started in Plainfield and have continued to prosper by offering unique services and establishing a loyal patronage from the local residents. Two major corridors were identified as keys to the business core including Main Street (US 40) and Quaker Boulevard (SR 267).

Plainfield is very fortunate to have these established land use districts within its Town. The identifiable business core is shown in Figure A.21, Business Core. Plainfield has two primary business cores including Quaker Boulevard and Main Street (US 40). The commercial areas located at the Interchange of I-70 and Quaker Boulevard are identified as gateway uses. The uses along both Main Street and Quaker Boulevard are community and neighborhood uses which have a higher likelihood of being locally owned and operated. The users along the west end of Main Street have creatively reused their existing buildings to maintain the core of the Town Center. The Town, in its efforts to revitalize the area, in the past decade has built the Town Hall and recently completed a Town Center Master Plan.

Main Street (US 40), which is part of the Old National Road, is used as a main corridor into the Town from Indianapolis. It contains a range of community convenience type uses with the strip malls, restaurants, gas stations, institutional uses, residential and regional commercial uses with the development of the Metropolis Center. Key to the anchors of this corridor is the current location of Town Hall and adjacent White Lick Creek Park, which anchors the west end of the corridor and the Kohls, Target and Metropolis Shopping Area which provide clothes and house wares to Plainfield's residents.

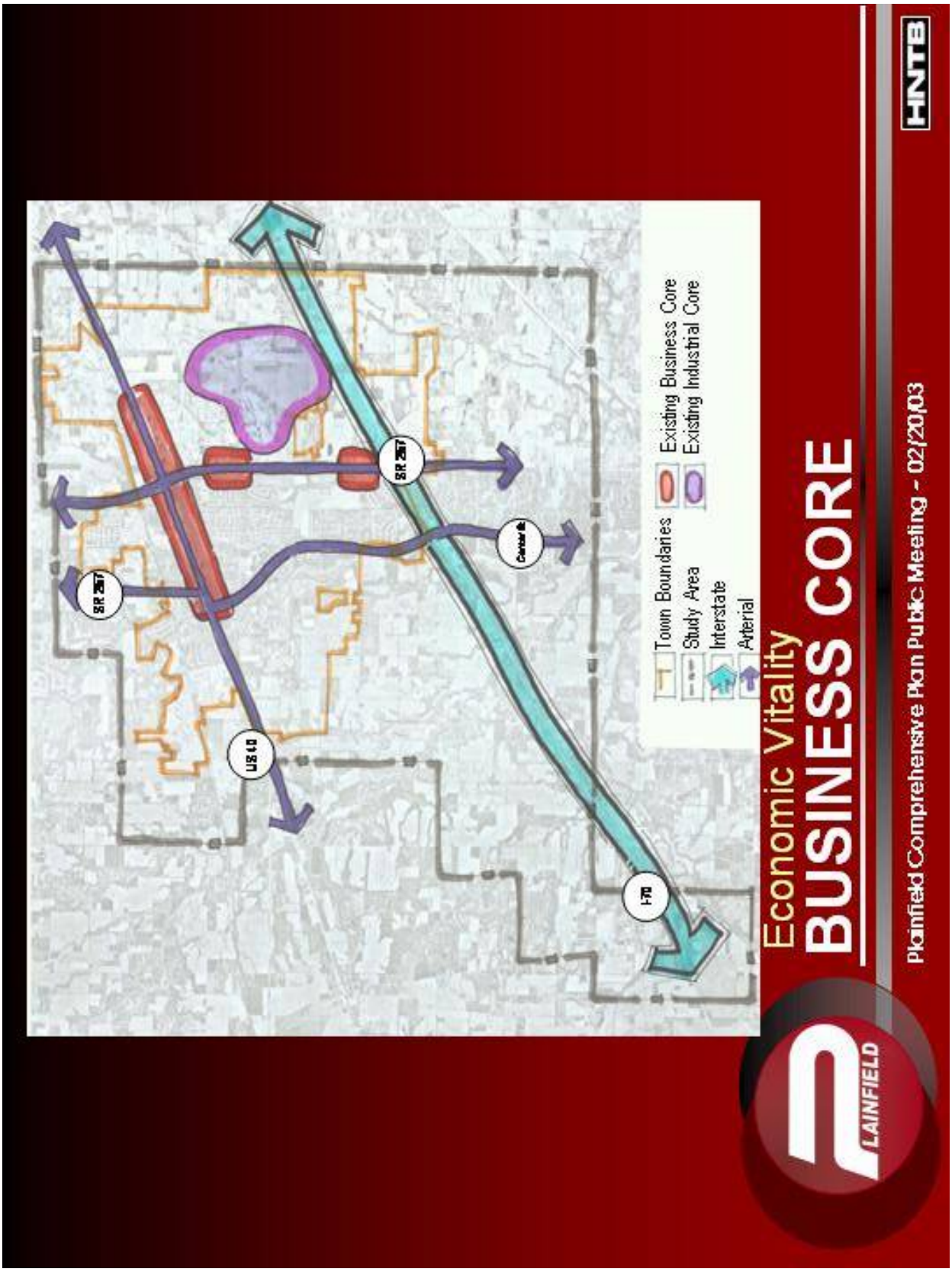
There were several areas noted that the Town begun to focus improvement efforts. The first was to establish an identity for the business core along US 40. There are three distinct areas of transition on US 40. The first area is the Town Center where local government uses, a church and school and small local businesses are located. The second area is the local commercial including Banning Engineering and the adjacent strip center, Walgreens, and the Plainfield Plaza. This area contains uses that serve the local needs of its residents. These sites have been developed as automobile oriented versus the Town Center which has a more pedestrian orientation. The third area is the regional commercial area, which includes all the commercial uses east of Quaker Boulevard. As one drives through this area, they virtually blend into one another and the only distinguishing elements between the districts are the types of uses. Discussions by Town officials and the recently completed Town Center Plan have identified a streetscape enhancement program to provide an identity to these core business areas. Along with this theme, discussions regarding the expansion of the existing core, focusing on redevelopment of key parcels such as Lovell Field, which is owned by Cingery, and the old Wal-Mart facility.

There have also been discussions about the vacancy of the existing Wal-Mart facility due to a potential new Walmart Superstore along US 40.

Entrepreneurialism

Entrepreneurialism can be one of the focuses within a business core. Entrepreneurialism focuses on the opportunities provided to the small business owner to allow them to flourish within the context of the local economy. Generally, these types of businesses are found within a downtown corridor and provide more unique services in order to compete with larger businesses such as Walmart, Home Depot, Jo Ann Fabrics, chain restaurants, etc. They are more apt to either serve the local population or are unique enough to draw from a larger area where the business draws from a tourism element.

Figure A.21: Business Core



These types of businesses can range from restaurants, to business services or specialty retail outlets. Generally they are smaller in nature and do not require large tracts of land or a large building to provide their services.

Plainfield's entrepreneurial climate has allowed many small businesses to flourish. The public has identified with these uses and would like to see them targeted and focused along the Town Center. In 2003, a Town Center Master Plan was completed to provide for economic development strategies and public improvements to the center to ensure that it flourishes. The development and redevelopment of some parcels in this corridor will have some advantages for the smaller businesses in the form of tax incentives, improvement loan programs and façade preservation programs for redeveloping and rebuilding in this corridor. In fact, there could be even more advantages with the designation of a special district which would provide the necessary structure for an identity for the area while providing the needed economic incentives to the smaller businesses to improve their structures. With past emphasis on the Town Center, with the building of the Town Hall at the corner of Center and Main Streets and the development of the White Lick Creek Park and the Recreation and Community Center to the west of the Town Hall, this area, dieing because of competition with other community retail centers, is now finding an identity of its own. Additionally, improvements made to this area, including streetscape enhancements and the addition of second story residential uses would continue to enhance this revitalization and identity. Continuation of revitalization efforts and rejuvenating this area will become the key businesses core and activity center it once was.

The other key area identified as a potential for local servicing businesses is the development of Quaker Boulevard as a community commercial and office corridor. This corridor has some well established land uses including the Marsh plaza, Bank One, Stafford Point Medical Center, Assisted Living Facility and the Hendricks Regional Health Facility located just north of Stanley Road.

Active Business Recruitment/Retention Programs

Ensuring that there is a mixture of small and large businesses within the community relies upon an active business recruitment and retention program. Every community who has identified employment areas will have to actively recruit to draw new businesses to the area. This includes setting forth a marketing campaign and understanding the community's unique strengths. Additionally, identifying the incentives and investments the community is willing to commit is paramount in order for new businesses to be established. These programs can range from providing certain utility services to tax abatement. Depending on how far the community is willing to go and the terms it wants to establish will among other physical characteristics help it to prevail. However, while attracting new businesses to the area, a community must also not forget to undertake a program that supports and maintains the health of the existing businesses. This can include establishing programs to ensure low interest or no interest loans to renovate older or tired structures. This may include assisting a business in finding a new location within the community and providing them with some level of incentive to stay. No matter what the economic initiative, an active business recruitment and retention program is needed for survival of a community like Plainfield competing within its region.

Overall, the public and community leaders indicated that Plainfield has very strong active business recruitment and retention programs. This can be seen with the retention of Galyan's as a cornerstone of a past era's small business. Galyan's, once a small mom and pop sporting goods shop was and still is located on US 40, just west of the Kroger Plaza and across from the old Walmart site. However, in the past two decades with a relatively strong economic market and specialized product this small mom and pop shop has been able to flourish into one of the leading retailers for sporting goods. As part of its heritage, Plainfield worked with Galyans to find a new site upon which to build a new store and headquarters. Areas of concern would be the Town Center and older strip malls such as Plainfield Plaza where

small local businesses could fall prey to the much larger economy and competition of Walmart, and Target. It is imperative that this area focus on providing unique services to the residents of the Town, where the much larger commercial and regional centers cannot.

Public/Private Agenda

Finally, in order to make some of the above economic elements happen and ensure the economic health of a community, a public and private agenda is needed to move a Town forward. It is a guarantee that a community will invest from the public side to ensure economic development. This comes in the form of ensuring that public utilities are extended, developable land has been identified and zoned properly, application processes are streamlined and transportation infrastructure is in place. However to be truly successful and healthy, there should be public-private agendas that make the economic initiatives of a community a reality. This agenda usually comes in the form of the Plainfield Chamber of Commerce organizing local businesses and figuring out ways to invest in specific areas within the community. The Chamber of Commerce also helps in identifying those economic goals and objectives the community wants to see for an area and uses private investment to help make it happen. For example, the upgrading of a street including the repaving, adding of lights and landscaping, can be accomplished through a public/private agenda working with the Chamber of Commerce or Plainfield Plus group. These parties work together to secure funding nationally or from the state to design and build such an improvement. Another option, if the area is developing from vacant land, is to work with the developer in a partnership to provide some of those elements within the build out of the development. Numerous opportunities within a community exist for the linking of a public and private agenda to ensure that the economic vitality of the community continues.

Plainfield is at a much greater advantage than some communities because it has a strong business core that supports the community and a Chamber of Commerce that focuses on economic development. In the future, Plainfield needs to continue to leveraging its relationships with the Chamber of Commerce, Plainfield Plus and the Hendricks County Economic Development Association to continue to develop more of a public/private partnership regarding development.

Physical Conditions

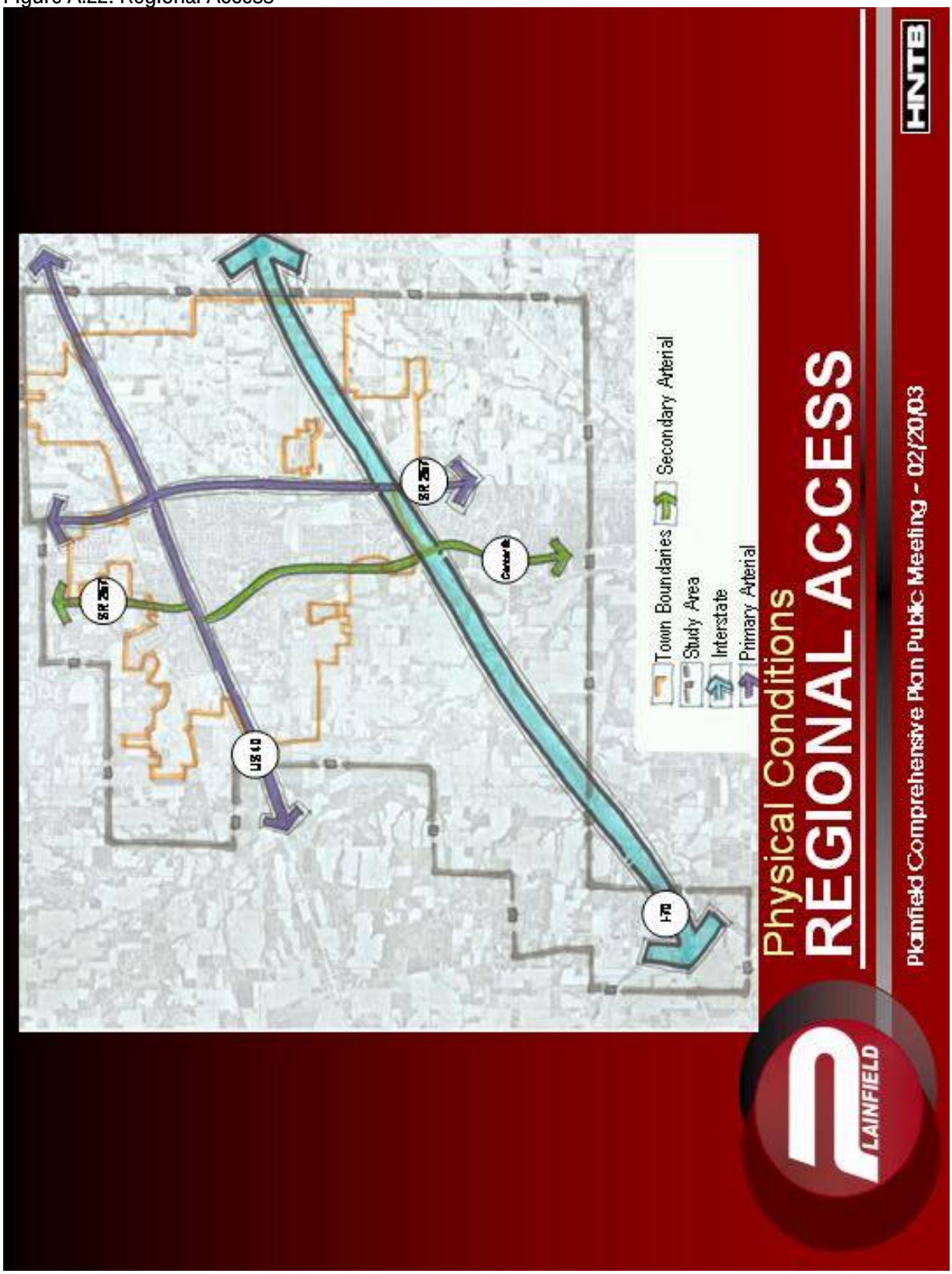
Physical conditions refer to the health of a community regarding its physical development and improvements over the next twenty years. There are several components that relate to the physical health of a community including regional access, internal access, appearance, sense of place, gateways, strong linkages, landmarks, historic fabric, open/public space, and public utilities. These components are essential to the health and success of a community because they are the improvements that a community can immediately see which inspires confidence in leadership and fosters economic development opportunities.

Regional Access

Every community has developed for a reason, whether it is a suburb of a major metropolitan area or because as the United States developed, rail or water was a primary access way for the trading of goods and services. Today, with the creation of the interstate system in the 1970's, regional access has become crucial for communities not located within a major metropolitan area to survive. Regional access is one of those components that not every community has, and those who do view it as a prime opportunity for economic development. It provides major access outside of the community to a larger region and therefore becomes a marketing point of the community. How those interchanges are treated, though, can play a major role in the economic development of the community.

Figure A.22, Regional Access, illustrates the major vehicular access into Plainfield and the study area. All of the routes displayed on the map are those streets that would be used to access the greater regional network. These streets are vital to Plainfield not only because they carry the highest volumes of traffic, but they also play an important role in representing the identity of the community. While these regional routes have been designed to carry people from place to place, they become important corridors in which to showcase Plainfield. Interstate 70, represented on the map with the color blue, links east and west and connects Plainfield with Indianapolis and Terre Haute and St. Louis.

Figure A.22: Regional Access



Internal Access

Good internal access is essential for every community to promote the flow of traffic safely within and throughout the community. Internal access is comprised of east-west and north-south connections. In many communities one of these internal access flows dominates over the other as a primary means of connecting one place to another. Having a strong internal access system allows users to exit off regional access points and get to their destination point quickly. Good internal access is a key seller when a prospective business is looking to locate within the community. How internal access flows to undeveloped land and how it accesses the larger regional network can be an opportunity or a weakness for a community.

Plainfield has understood the importance of maintaining and up keeping their roads. What has helped in that effort is that parts of their internal street network is part of the state network. As shown in Figure A.23, Internal Access, Plainfield has three major arterials, including SR267, US 40 and Center Street, which help residents and businesses move people, goods and services throughout the system.

SR 267 and US 40 are the primary arterials that are the most heavily traveled. When examining this system, however, two of the three major arterials are north-south connectors. US 40 is the only east-west route that provides internal access out to the larger network. There are two other roads that have been identified as center to the internal network. The Perimeter Parkway and Ronald Regan Parkway will provide east-west and north-south access to the larger network. Ronald Regan Parkway is currently being improved and will soon provide an additional north-south access route on the far east side of Town. Perimeter Parkway has been improved in certain areas including the east leg, and the southwest leg at Saratoga Parkway. Eventually when all improvements are finished, this Parkway will provide the much needed east-west connections via Hadley Road and County Road 200. Once improvements are made to the Ronald Regan Parkway and the Perimeter Parkway, they will increase the importance of these corridors within the Plainfield roadway network. New development will be attracted to the I-70/Ronald Regan Parkway interchange and residential development in the southwest portion of the Town will be facilitated by the completion of the Perimeter Parkway.

Plainfield's proximity to the airport has a direct impact on the needed road improvements in the area. The new I-70 interchange at Ronald Regan Parkway (formerly Six Points Road) was proposed to serve the relocated air passenger terminal. The Ronald Regan Parkway with its new interchange at I-70 and planned improvements will become a major axis for Plainfield. Stafford Road was reconstructed to serve airport generated traffic from east to west.

Based on the 1993 Comprehensive Plan and discussions with various Town staff and steering committee members, roadway improvements to the internal network to be reviewed include:

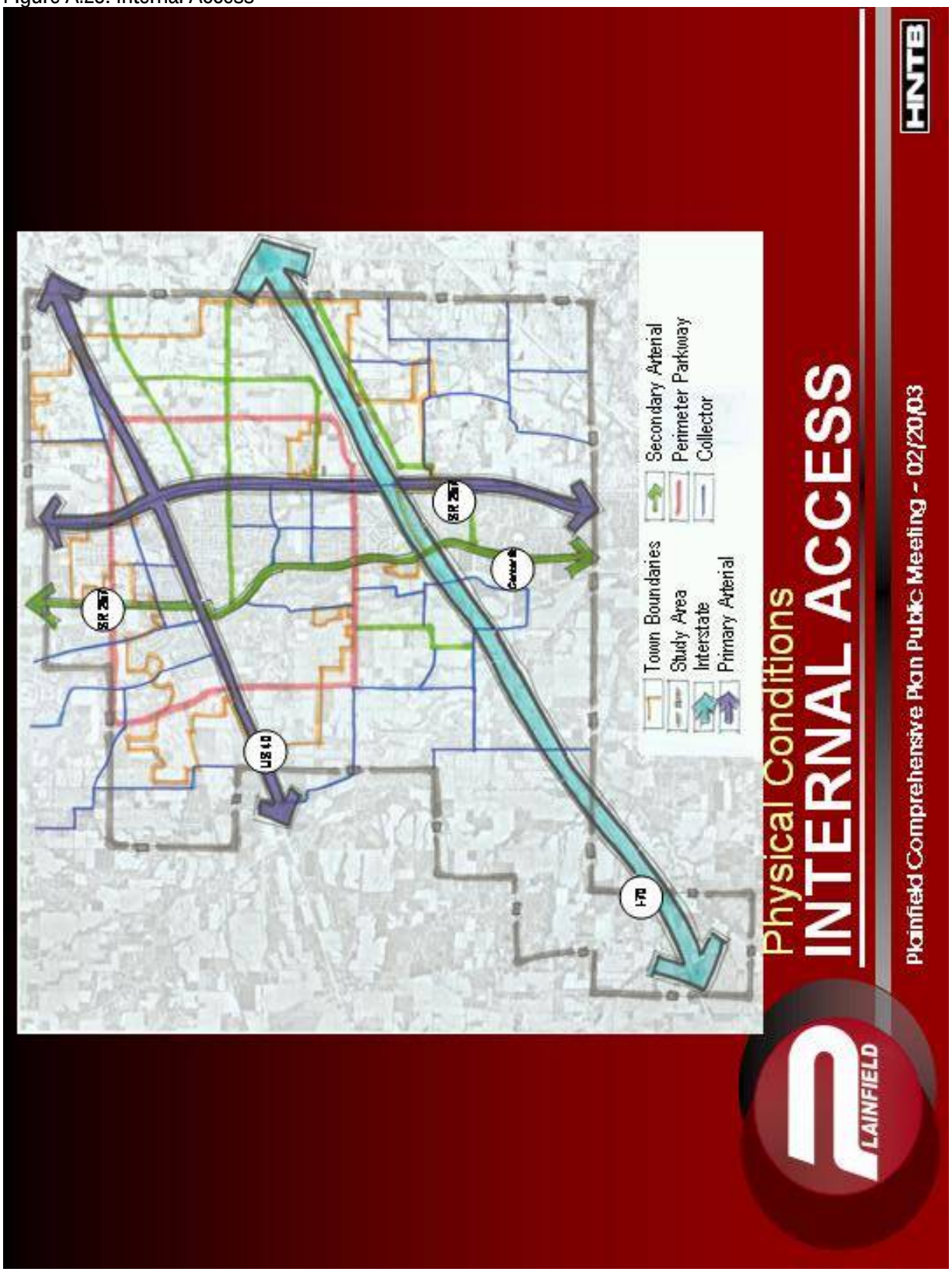
- The Perimeter Parkway has been completed in some areas but new segments still need to be created to the north-east around the Saratoga Parkway and to the south-west along Moon Road and Hadley Road.

- The proposed Northeast roadway parallel to the Perimeter Parkway, will alleviate traffic from Ronal Regan Corridor, SR 267, and Perry Road, and will open lands for development to the east in the industrial area.

- SR 267 does not connect straight through; instead it jogs on US 40 which causes some traffic congestion at peak hours from cars traveling north-south. Identifying Dan Jones road as the new 267 may help to alleviate this congestion.

In 1993, the majority of local streets operated at levels under capacity except a few locations at peak hours. The 1993 Transportation Plan projected that at full build out, assuming no improvements were made, deficient levels of service would exist at several locations: SR 267 at the north south, US 40 between center and SR 267, Center Road, CR 725, Hadley, Stanley, Stafford.

Figure A.23: Internal Access



Appearance

The general thought of most people is that the first impression is a lasting one. The same can be applied to the appearance of a community. When an outsider enters a community what they see visually is how they will always connect and think of a community. The appearance of a community is directly linked to that identity of the community - What is that community about or What is it trying to promote about itself? These types of questions refer back to such areas as market potential, economic development and housing. How each of the areas are addressed and where they impact the community and define the community is what will influence the impression of appearance in the community.

Appearance is generally established through design guidelines. At the core of the issue is the quality of development. Many communities struggle with upgrading their development. Small changes such as corridor improvements or themes to offset an area as a special district or corridor begin to add to the appearance of the community, spurring design changes and a higher quality of development located along those corridors.

While several comments have been made from the public and leadership regarding the appearance of certain areas of the community and a much needed theme, Plainfield does have character that can be incorporated into a theme and design guidelines. Even though Plainfield is a suburban community of Indianapolis, upon approach, Plainfield has a very urban quality at its core with a higher range of densities. This has lead to the development of Town Center and the focus of the Town continues to promote and to maintain the existing housing stock, improve the White Lick Creek Corridor and recruit unique businesses to the area. The housing in the surrounding Town Center neighborhoods boasts smaller lots and higher densities with moderate sized houses that face the street. Parking is typically in the rear or along side the house, with porches that line the street and are inviting to the neighbors.

The commercial development along US 40, whether it is the Plainfield Plaza or the newer development such as the Plainfield Commons or the Metropolis, all have an established theme that is carried out in the architecture, lighting and signage as well as how the buildings orient the lots. Even the industrial areas, viewed from I-70 provide an image to passersby. All of this is an established character that Plainfield should continue to build upon in its new development.

Sense of Place

Creating a sense of place within a community means creating a core within the community that could contain commercial, residential, civic buildings, and/or open space. This core becomes a focal point for the community. These core areas are generally not developed at a community wide scale, but a neighborhood scale. This sense of place is generally identified as an activity center that unifies the neighborhood. Its character often represents the area and plays into the image or identify of the community as a whole. At a neighborhood level this core could be a park, a small commercial district, a plaza or community center.

When residents were asked what they liked about Plainfield and why they live there, most replied that it was family oriented, still had the small town atmosphere, has a level of historic identity and has access to more regional type commercial areas. Plainfield has established a sense of place in several areas throughout the community. As show in the following Figure A.24, Sense of Place, there are several areas that residents in Plainfield can identify. Parks and schools are located where residents in the neighborhoods can access them. The Town Center is another area which gives Plainfield that sense of place and identity. The neighborhoods surrounding the "town center core" are also established and well defined neighborhoods. However, though these neighborhoods are established and some have historic character and structure, several of these areas need to be given special attention to limit their deterioration and to limit the conversion of their uses. Additional ways to create a sense of place are through a series of themes for special key areas such as a special signage program for Town parks and schools, and lighting and banners along key corridors.

Figure A.24: Sense of Place

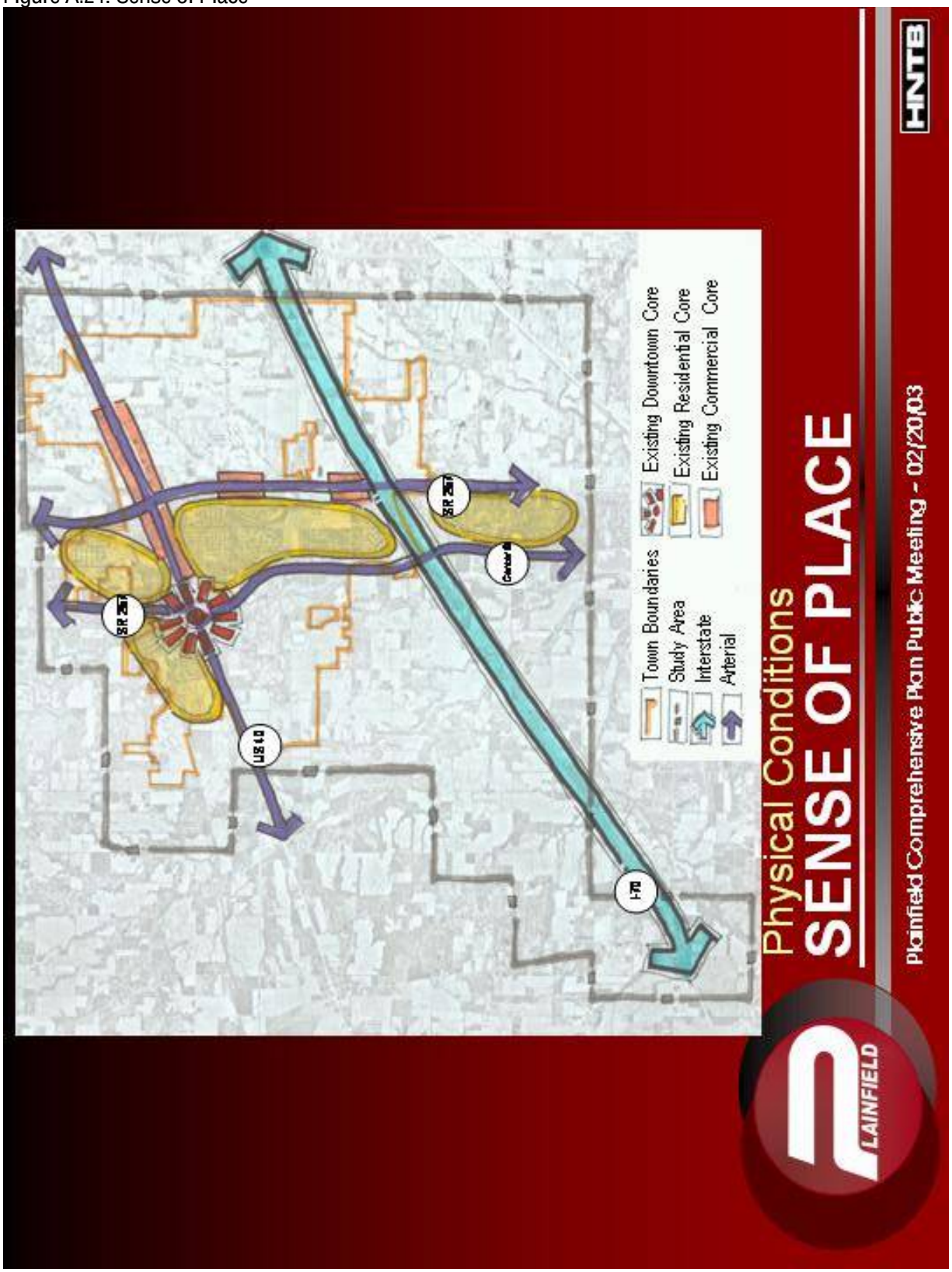


Figure A.25, Schools, highlights the location of schools in Plainfield and in the planning area. The majority of the schools located on the map belong to the Plainfield Community Schools with the exception of St. Susanna a private pre-school to sixth grade school.

Presently, including St. Susanna, there are four elementary schools, one middle school and one high school which serve not only Plainfield but most of Guilford Township as well. Schools are vital to the community and sense of place not only for the knowledge they offer to area surrounding children but also for the identity and common bonds they provide to the community. Schools, colored dark red, are located in the central portion of the developed Plainfield area or very near Plainfield Town Center. The only exception would be Plainfield High School which is located just south of the Town Center core off of Center Street and enrolls over 1,100 students.

Gateways

Gateways are those key areas along an access route into the community which become the markers that identify the entrance into a community. These areas are identified as those key access routes that are highly traveled entries into the community. These gateways are usually identified as significant places with specific treatments including welcome signs, landscaping and special uses to set the area apart.

There are several existing gateways currently into Plainfield. Figure A.26, Gateways illustrates the internal and external gateways or entrance points that are vital to the economic and business health of Plainfield and the planning study area. These areas are vital to the economic sector of Plainfield due to their location on high traffic volume streets and for their overall placement in relation to potential business destinations. In order to properly present the gateways the map also displays the locations of the existing businesses within Plainfield. Gateways marked with a red dashed circle, represent the locations where people would be entering or leaving the Plainfield boundary study area for economic purposes. Such gateways are located at the interchanges of U.S. 40 and County Line Road, State Road 267 and County Road 300 with the largest gateway at the Interstate 70 and State Road 267 interchange. This location is considered the largest gateway because it is the location in which the majority of trucks and other business transfers must pass to conduct business within Plainfield. The internal gateways, represented by a red asterisk star, are the location which any person doing business internally within Plainfield must physically pass to conduct their business. An example of an internal gateway is State Road 267 and U.S. 40 interchange.

Future recommendations should examine a potential theme for these gateways including signage, landscaping and special standards for development of uses along the gateways. Additionally, because the ultimate recommendation of the plan will include the expansion of boundaries as well as other connections, gateways which are further away from the Town should be identified as key gateways to implement design standards.

Strong Linkages

Strong linkages generally refer to and examine how neighborhoods, retail centers, schools and parks are connected through a softer component of greenways, pathways and sidewalks. Linkages have become one of those quality of life issues that help to market a community to both residential and non-residential users. Beyond the streets and a vehicular level, there is a pedestrian side to a community that often is overlooked. Providing the ability for children, teenagers, adults and the elderly to walk, jog, bicycle and skate safely from their neighborhood to school or to the park or grocery store enhances the quality of life, provides for a level of independence and adds to the value to the community.

Currently, Plainfield has a very strong greenways, pathways and sidewalk program that connects neighborhoods, schools, parks and commercial areas. Couple this with the location of the parks and key landmarks such as the Town Hall, Dairy Queen, Plainfield High School it is evident why these linkages were planned for pedestrian and bicycle access. As with any plan update, there are more linkages that can be created.

Figure A.25: Schools

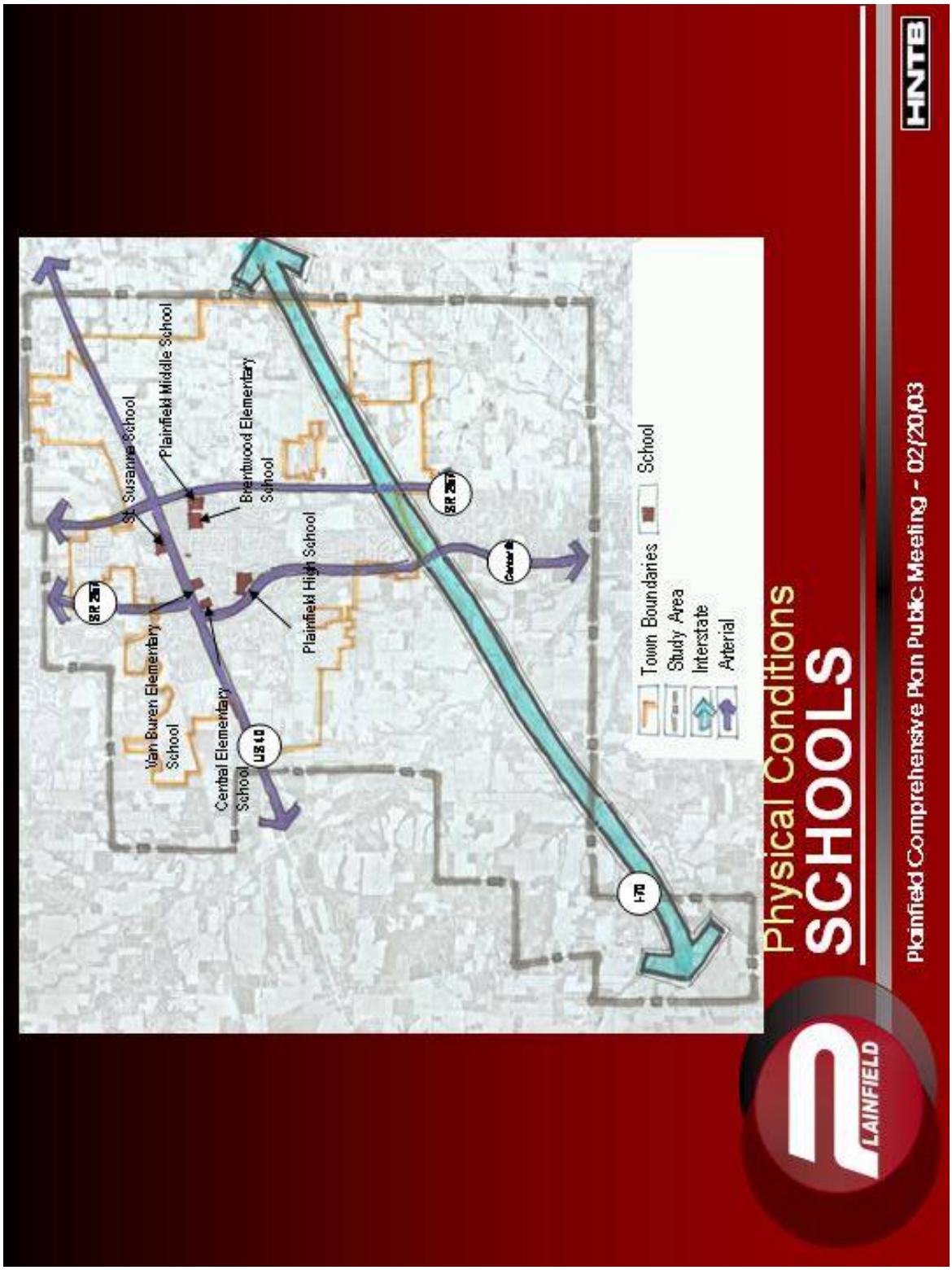


Figure A-26: Gateways

Two needs have been identified, a trail linkage/connection to the neighborhoods on the northeast side of Town and extension of linkages to the west and southwest side of Town where future residential neighborhoods are planned in the future. Additionally, Plainfield should consider trail linkages that will link up with the City of Indianapolis' greenway network and Avon's trail system to create a regional network of greenways and pathways.

Landmarks

Landmarks play a role in the identity, sense of place and history of a community. These are generally markers that should be preserved or protected because they have a value to the community whether historic because it is an old building, because a battle occurred, or because it is significant to the development of a community such as a school or park.

Plainfield's development pattern has been scattered with several identity markers that have added value and a sense of place to the community. The public identifies with the landmarks shown in Figure A.27, Key Landmarks. These landmarks may even be considered so much of an interesting destination that people may travel a long distance from outside the Plainfield study area to experience its qualities or to do business with its staff of professionals. Some landmarks may even be a point of orientation that provides a visual cue in the process of locating other structures or destinations. Identifiable landmarks include Plainfield Town Hall, Cinergy offices, Quaker Church and Central Elementary School, all located on U.S. 40. The largest grouping of landmarks is located in the northwest portion of the planning area south of U.S. 40 and east of Center Street. Most of the landmarks located in this area provide valuable social services not only to Plainfield and Hendricks County but also to the greater metropolitan Indianapolis region. These social services include the Indiana Juvenile Correctional Facility also known as the Indiana Boys School, the Plainfield Correctional facility, and the Indiana Law Enforcement Academy. Also located in this area is Friendship Gardens a contemplation-oriented park, Swinford Park, Plainfield High School and Hummel Park, a 75 acre Guilford Township park, all of which tie into the White River Greenway Linear Park.

Historic Fabric

It is important for any community to recognize its past. Mainly due to the fact that the past helped establish the character and qualities that the community now posses. For this reason a community creates a Comprehensive Plan. The most common form of recognition of the past is the preservation of it, primarily through the use of the protection of the community's historic or unique structures and districts being placed on the State or National Registered list of Historic Places. Some communities have had the ability to retain many older buildings together in a core area and register them on the list of historic places. For those communities who have this opportunity, building upon this old heritage can provide for a unique core of housing or business which can incorporate a market potential which other communities around it cannot capitalize on.

The majority of the landmarks identified in Figure A.28, Historic Fabric, because Plainfield is now over 150 years old it should be no surprise that Plainfield contains many historic features that deserve to be preserved. One such feature that is displayed on the map is the location of the Plainfield Historic District which is roughly located on U.S. 40 between Center Street and the northern extension of State Road 267. The Historic District is identified by the yellow circle. Located south of the Historic District is one of Plainfield's National Registered Historic Sites, colored in orange on the map, the T.H.I.&E. Interurban Station. Located to the west of the Interurban Station, in Friendship Gardens is the 1886 Warren Truss Bridge, which as of March, 2003, was considered a pending nomination to be placed on the National Registry. Plainfield's other National Registered Historic Sites are located south of Plainfield's Town Boundaries and include the Sugar Grove Meetinghouse and Cemetery built in 1870 located on Hadley Road and the Kellum/Jessup-Chandler Farm in operation from 1862 to 1924. It is evident that Plainfield is a community that takes great pride in its past and will strive to have more historic structures placed on the National Register of Historic Places.

Figure A.27: Key Landmarks

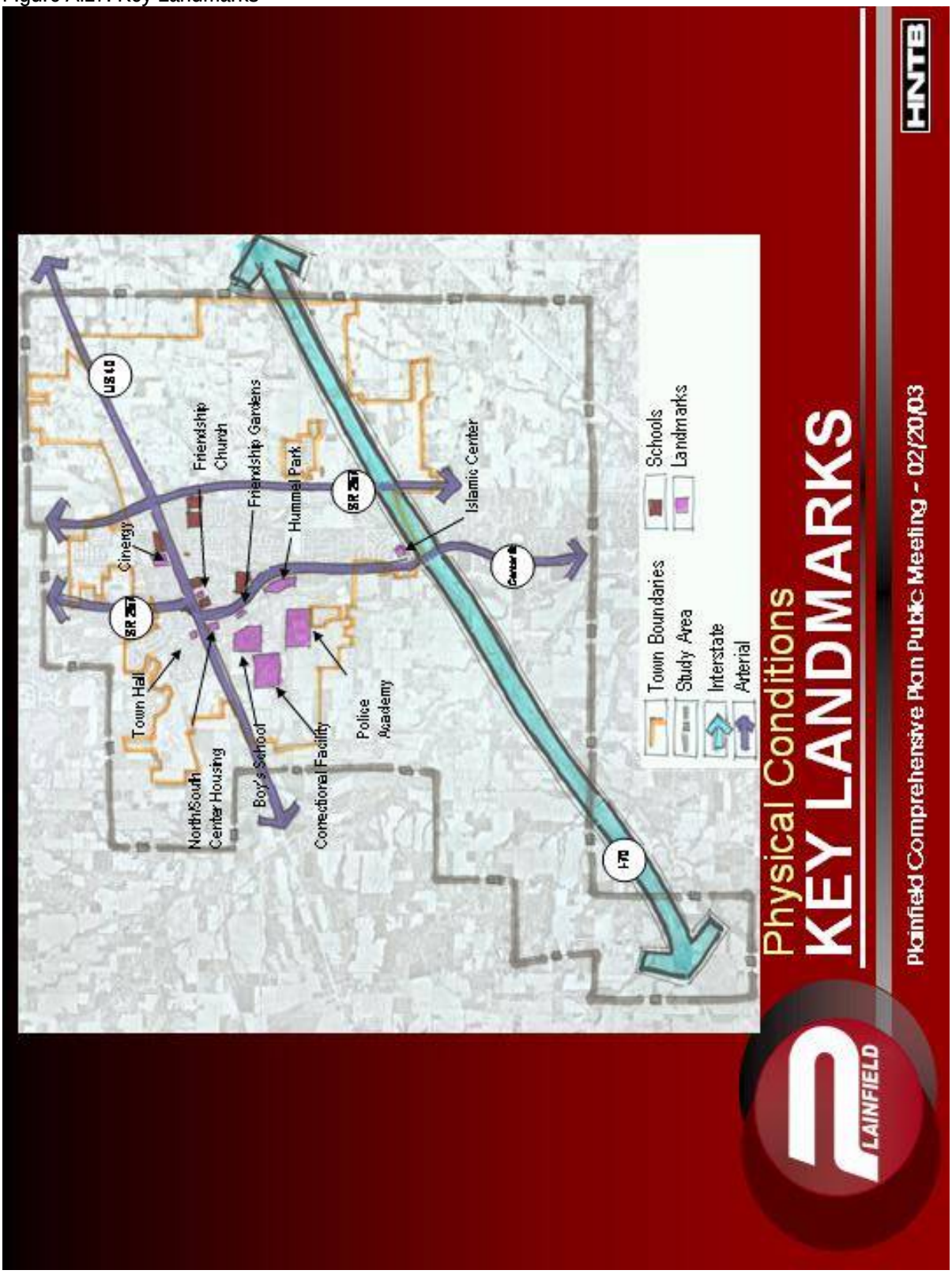
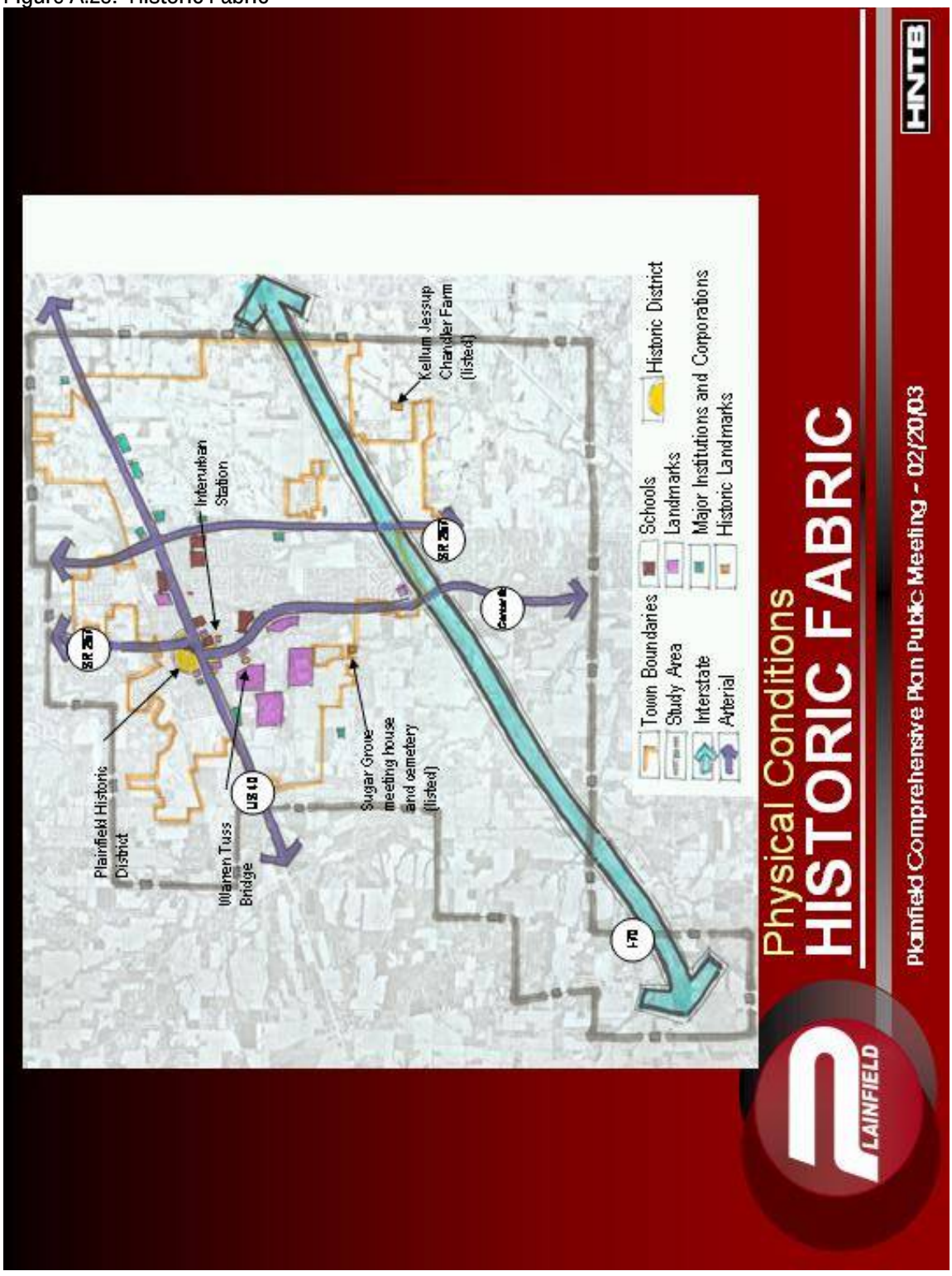


Figure A.28: Historic Fabric



Open/Public Space

Every community strives to have some type of open space. How that open space manifests itself within a community differs depending on the goals of the community. It is generally one of those valuable commodities, not only for its aesthetic qualities but for its recreation and ecological benefits. Open space can take the form of public or semi-public open space. Generally public open space will refer to those areas within the community that have been identified as natural areas for protection due to wetlands or tree masses or areas for public use such as parks and greenways but it can also be identified as buffer areas against incompatible uses or as agricultural land. This is an important physical component to a community because it enhances the sense of community and place due to the physical character and presence it brings. Open space can become the core of the community. The location of the public open spaces within a community becomes a catalyst for establishing a sense of place and community.

Semi-public open space is deemed as those areas within a community that are provided within any development and are essential to building neighborhoods and a community. Semi-public open space are those transitional areas such as porches which greet the street, front yards which are defined by shorter yards and proportional landscaping which provides and inviting atmosphere. These spaces allow people to have some semblance of privacy within their home environment while still providing a friendly, neighborly atmosphere and interaction.

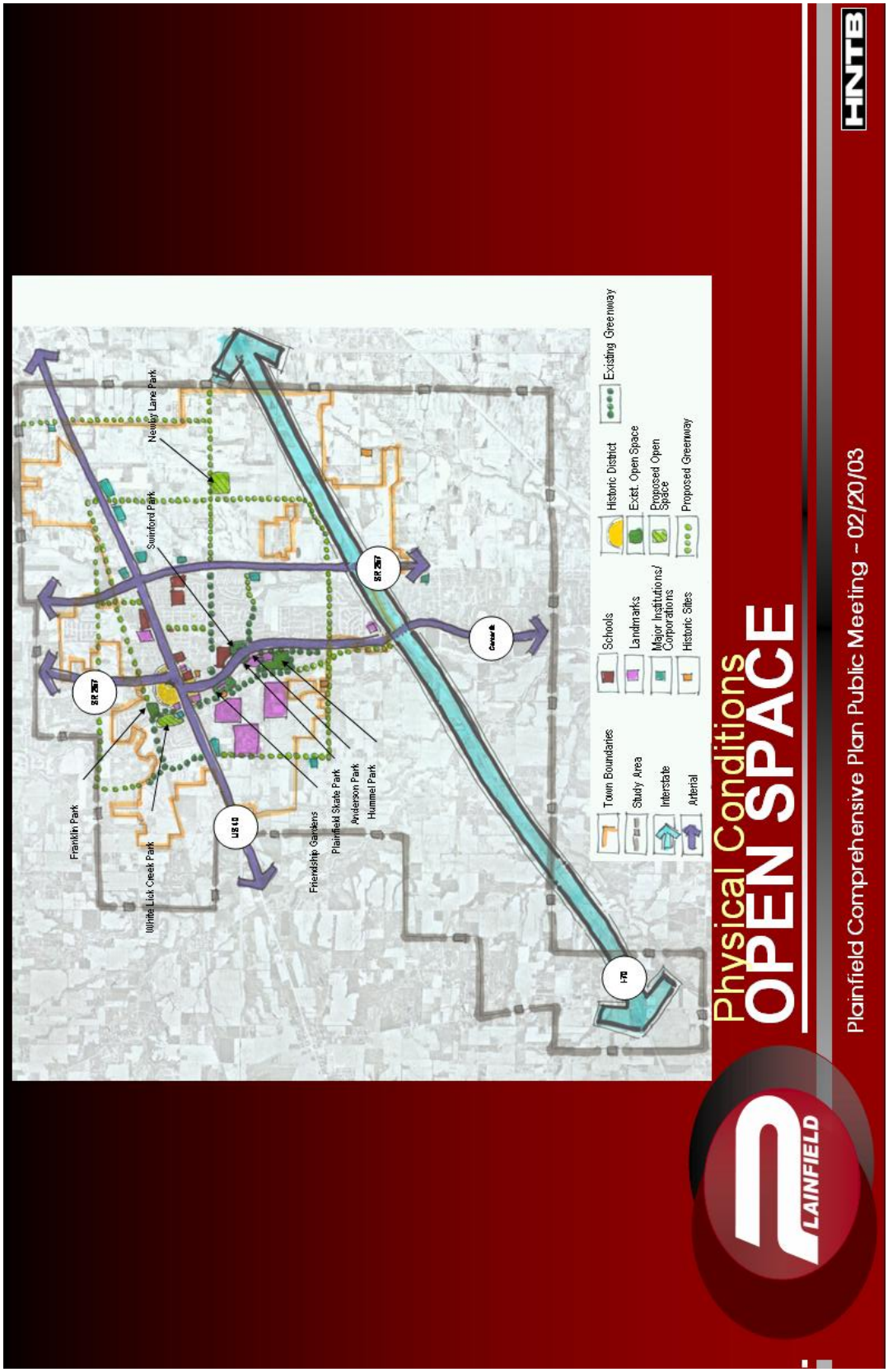
As shown in Figure A.29, Open Space, the Town has put substantial effort into planning their park network. There are currently seven parks located in Plainfield. The parks are labeled in dark green on the map. The Town has made every effort to link these parks together with sidewalks, pathways or greenways. There is a gathering of parks along Center Street which is linked by the White Lick Creek Greenway. These parks include Franklin Park, Friendship Gardens, Anderson Park, Swinford Park and Hummel Park. Plainfield is also in the process of trying to develop new greenways and open spaces. Proposed greenways extend the existing greenway along Center Street further south, along the Perimeter Parkway, and running east / west along Stafford road and Stanley Road. Presently, there are two proposed parks that are colored light green with diagonal lines. White Lick Creek Park is proposed to be located north of U.S. 40 near Franklin Park while Newby Lane Park is proposed to be located in the northwest section of the planning area. The Town is currently developing a Skate Park to be opened in late 2003 and the Plainfield Recreation Center which will contain indoor and outdoor pools. The recreation center will be opened in the Summer of 2004. There are numerous opportunities for Plainfield to further enhance its open space network by continuing to increase their greenway system, path system and provide parks to developing residential areas.

Public Utilities

Community infrastructure is a key physical condition that directly controls and manages the growth and development of the community and the timing at which it occurs. Impacts of development can be minimized through the use of appropriate infrastructure technology. The type of development and the density of development will determine what type of infrastructure is appropriate and how it should be utilized. Individual septic systems must take into account soil conditions and appropriate filtration. If individual well systems are needed, then considerations have to be given to their location in approximation to the septic system and the structure. In the use of well and septic systems, lower densities are a must to avoid contamination. Most communities have established water and wastewater facilities to service development at a much higher rate and prevent the use of septic and well systems. In general, the ability of a community to provide sewer and water facilities dictates the rate and density at which growth will occur. If a community has the ability to provide these services, a much higher density can be achieved which creates a critical mass for economic development.

With higher intensities of development, run-off detention can become more of a concern to communities. The issue revolves around the collection and treatment of this run-off as it contains pollution including chemicals from vehicles, pesticides, etc.

Figure A.29: Parks and Open Space



Generally, communities require retention ponds to collect this water and filter it into a storm water system which provides for the capacity for it to be carried into the wastewater collection system and be treated before being released again.

Other public infrastructure that communities provide to promote development include electric, gas, telephone, cable and fiber optics. While not as substantial in affecting the location and type of development, it still can be a necessary component in the type of development attracted and how the community markets this infrastructure in comparison to other communities.

As shown in Figure A.30, Public Utilities Service Area, the entire planning area has the capability to be serviced with water from Plainfield. The only other remaining area without Plainfield water services is the southeast section of the study area around State Road 67 and the northern central section of the study area near the intersection of State Road 267 and County Road 300. Even though both of these areas are not provided with water service from Plainfield both areas are served by the Indianapolis Water Company. The only area represented on the map that has neither Plainfield nor Indianapolis water service is in the southwest section of the planning area, particularly around the Interstate 70 and State Road 39 interchange.

Because of this restraint on the growth of an area it is important to examine the locations to which sewer service is provided by Plainfield. When the Plainfield sewer service area is examined it is quickly noticed that much of the Plainfield Town Boundary area is covered but outside the Town Boundaries and the remaining study area is not covered by any sewer service provider. Knowing this, it is easy to conclude that all of the planning boundary area outside of the Town Boundaries is using a septic tank or other water disposal system. Within the existing Town Boundaries some areas exist that are not on the Town Sewer systems. These include areas south of Interstate 70, and areas on the western portion of the Town including the Correctional Facilities grounds. Other smaller not serviced areas include areas both east and west of State Road 267 and patches of areas along the northern Town Boundary.

In discussions with the Public Works Department and other staff members, the Town has identified and is designing both new water and sewer plants. The locations of these plants are anticipated to be south of Hadley Road and west of SR 267. It is anticipated that these plants will service the southern residential developments and some of the industries and airport related uses in the industrial park.

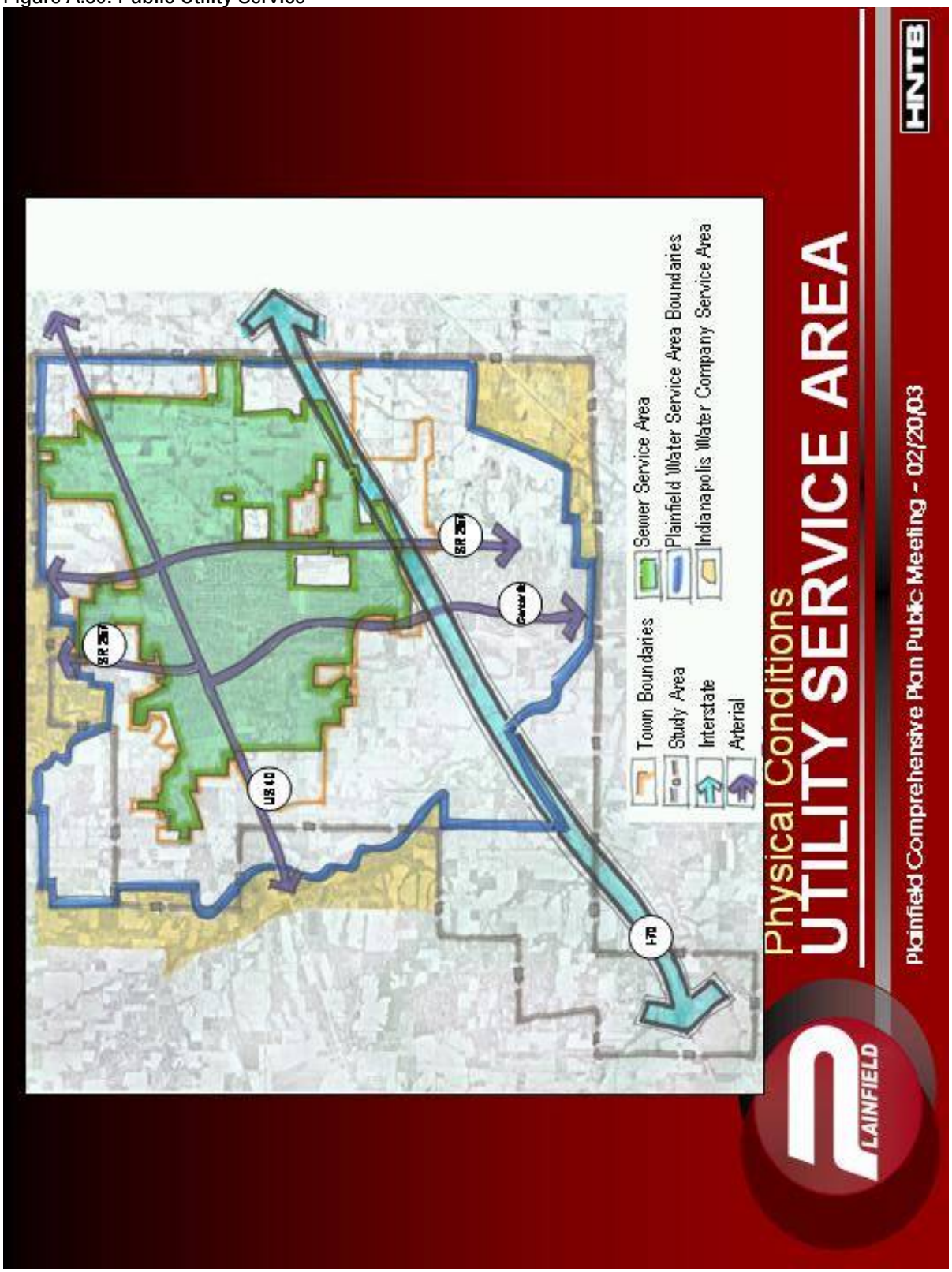
Leadership

Leadership refers to a community's ability to achieve goals and objectives including the implementation of the Comprehensive Plan. Leadership within the community includes the organization of improvements and implementation steps, the definition of roles within the community and oversight and marketing of the community through the implementation of the plan. There are several leadership components that relate to the leadership within the community including visionary and plans for the future, fiscally responsible, confidence of citizenry, strong intergovernmental cooperation, corporate participation and major institutional presence.

Visionary - Plan for the Future

The planning process is about creating a vision and plan for the future. It is an opportunity for a community to set in motion plans for creating their vision that is different and unique from any other community. The comprehensive planning process is the primary tool for communities to define their goals and objectives that establish the growth policies that define their land use and transportation patterns. The comprehensive plan becomes the foundation for implementation measures such as zoning and subdivision control ordinances.

Figure A.30: Public Utility Service



For a comprehensive plan to be effective, it must represent and express the desires of its citizens through the expression of the future appearance and character of the community. The vision within a plan must be a statement that incorporates the protection of health, safety and welfare of the citizens and businesses in the community. This is Plainfield's second comprehensive plan update since 1993. During that time period, amendments have been added to the Plan including the amendment that added the greenways plan.

Additionally, Plainfield's leadership takes pride in ensuring that its vision is fully implemented. Each Town Council member is assigned a specific duty to oversee in the implementation of town business. Some of the areas include streets, public works, parks, economic development, and general development. From the constant review by the Plan Commission regarding the development of Plainfield to the annual report produced by department heads, Plainfield is proactive in managing its growth.

Fiscal Responsibility

Once the vision is set and policies have been created to direct growth and development, it is important for the community to be fiscally responsible in this implementation. There are several recommendations and improvements that are identified within a comprehensive plan. Unfortunately, a community cannot implement all of these changes at once because the amount of capital is not available. Therefore part of being fiscally responsible is planning out all improvements and their timing and funding through a capital improvements program.

Another component to being fiscally responsible within a community is managing the finances of new projects. There are several ways that communities can fund projects. The most traditional way is through the taxes and the creation of a Town Budget. Management of the budget along with a capital improvements program is one way for a community to remain fiscally responsible. From a planning perspective a community can impact this budget through land-use planning. It has long been proven that residential land uses far exceed their use in services than they pay out in taxes, versus non-residential uses which provide more in taxes than they use in services. The community has to determine and establish in its vision an appropriate mix of land uses to balance the vision and growth direction of the community to achieve the desired level of quality of life. Overall, Plainfield has remained very fiscally responsible in managing its budget, keeping taxes low and maintaining a balance of residential and non-residential land uses. Due to its management of the budget, the Town has been able implement major improvements to sewer and water systems and embark on constructing two new facilities, building a community recreation facility, developing two parks, establishing its greenway system, creating a Town Center plan and updating its comprehensive plan.

Existing Land Use Mix

Documenting existing land-use explains a lot about growth and development patterns over time. As indicated in this section, this growth history and development plays a part in understanding what type and mixture of growth will work for Plainfield in the future. The planning area for Plainfield incorporates the Town's limits and unincorporated areas in Guilford Township. While the areas outside the Town's jurisdiction have been included in The Plan, the Town currently does not have planning or zoning control over these areas.

Figure A. 31: Plainfield Existing Land Uses Breakdown

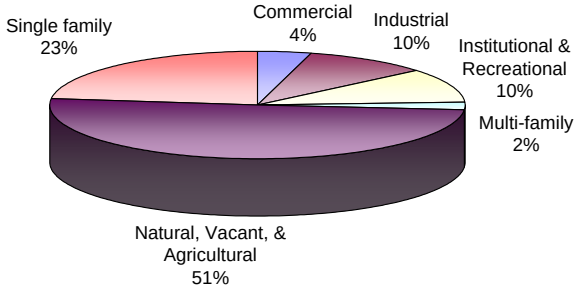


Figure A.32: Plainfield Planning Area Existing Land Uses Breakdown

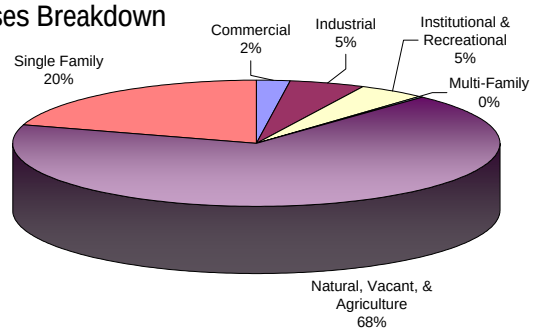
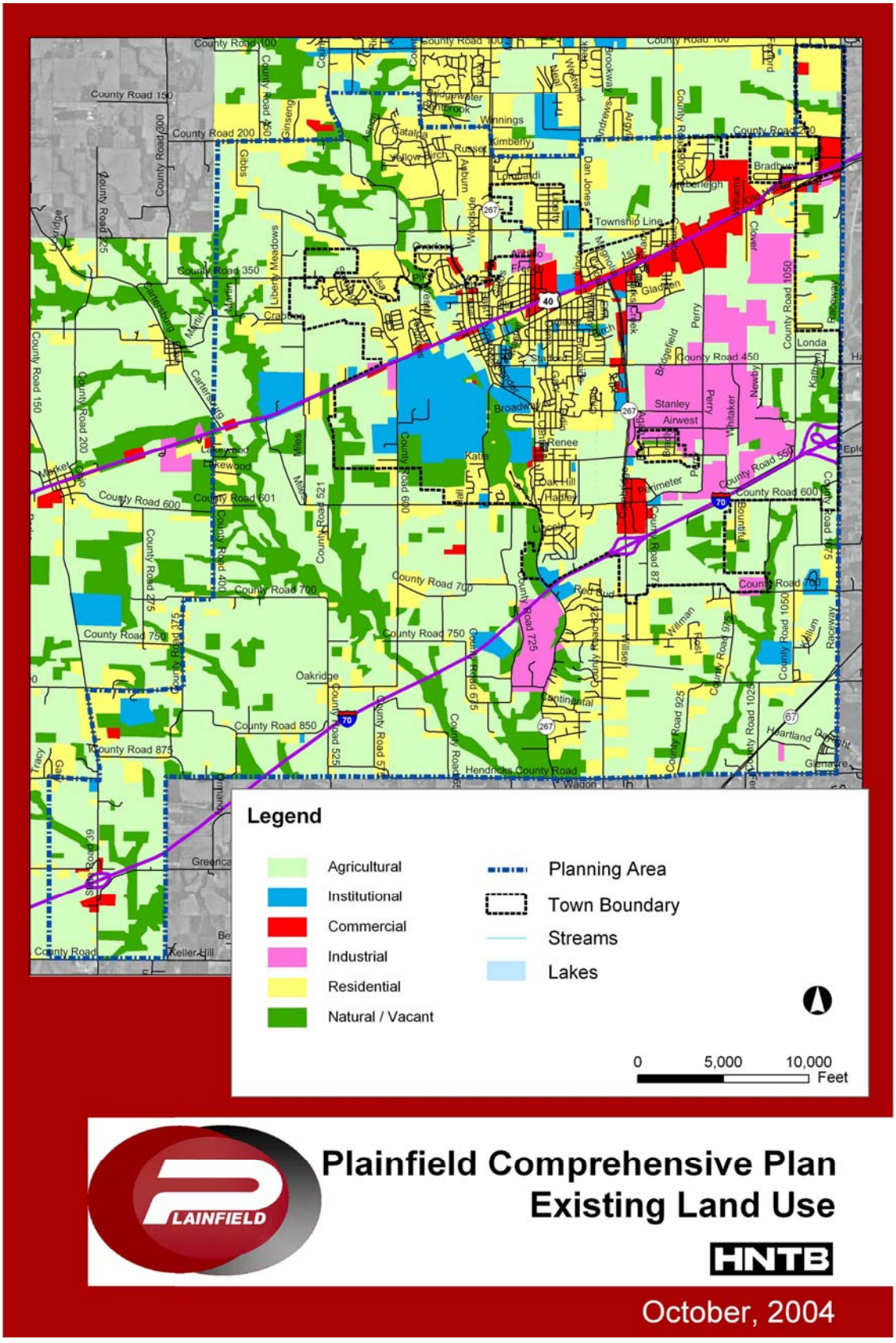


Figure A.33: Existing Land Use



Development patterns in the growth area reflect both constant and changing community land use priorities, as shown in Figure A.31, Existing Land Use Breakdown. As the surrounding areas have grown, two land use patterns have emerged: residential development on the west side of town, west of SR 267; and regionally oriented non-residential development east of SR 267. Figure A.33, Existing Land Use, illustrates existing land uses in the town and planning area.

Within the Town, more land is used for natural, vacant and agricultural purposes (51 percent) than for any other single use. Single family uses are the next most common land use, comprising 23 percent of all land. Commercial uses account for only about 4 percent of the Town's land use. Ten percent of the land in the Town is institutional or recreational. In the unincorporated portion of the planning area, the primary land use is agriculture or natural (68 percent), with residential areas comprising twenty percent and two percent as commercial.

Capital Improvement Plan

In investigating existing conditions, it was found that the Town, in and of itself, did not have a specific capital improvements program aligning all of the improvements including parks, road improvements, fire and police service expansion, water and sewer infrastructure improvements, etc. However, while the Town does not have a compiled Capital Improvement Plan, many of the individual departments and service areas compile a plan to present to the Town Council regarding improvements and equipment they will need over the coming years. The fire and police departments present their information in the form of an annual report. The Parks and Recreation department focuses on maintaining and upgrading existing facilities and seeks their additional funding through the Public Works Department. The road improvements are coordinated with Hendricks County, the Indianapolis Metropolitan Planning Organization and the State in their respective transportation improvement plans. The Public Works department works with the Town Council and Town Manager to determine improvements and their adequate funding. The Planning Department presents their needs to both the Plan Commission and the Town Council to prioritize and assess future studies and additional staff. To help facilitate better coordination and understanding that resources are scarce, it would be the recommendation of this plan that the Town move to a more formal process of a capital improvements plan to manage its improvements and finances.

Strong Intergovernmental Cooperation

Strong intergovernmental cooperation is needed to ensure the implementation of the vision and achieve the goals and objectives of the plan. In many cases cities and towns do not have planning and zoning jurisdiction outside of their boundaries. Additionally, other services provided to residents and businesses such as fire protection, water and sewer services are not under the complete control of the city and town. Therefore, in order to manage and control growth intergovernmental cooperation and agreements are needed to manage how services are provided and extended, especially sewer and water. Establishing open lines of communication with other jurisdictions will only help a community further its goals and vision with regard to land-use and growth.

Regarding intergovernmental cooperation, for Plainfield, this happens on many different levels including relationships with other towns in Hendricks County, MPO, the county boards and commissions and various state agencies including the Department of Transportation and Department of Environmental Management. None of these relationships were created overnight and are affected by the turnover in personnel or election of new political candidates. However as with any relationship it takes constant management and work to make these relationships stronger.

Corporate Participation and Major Institutional Presence

Strong leadership within a community extends beyond governmental leadership into civic leadership including strong corporate participation and an institutional presence, as shown in Figure A.34, Civic and Other Institutions. Having strong corporate participation helps in marketing a community to new businesses looking to locate in the Town. Corporate leadership also promotes support of other local community activities whether it is through the sponsorship of a local athletic team, boys or girls scouts or helping to beautify an

area. These types of sponsorships and participation establish business ties within the community, helping it to grow through corporate participation. If expansion ever occurs, corporate partnership provides a higher likelihood that the business will stay in the community.

Additionally, another partnership can be formed through a major institutional presence if located within a community. The major institutional presence can take the form of a college or university which can provide a partnership through continuing education and opportunities for cultural activities not otherwise found in a community. Other types of institutions which can establish a strong presence in a community include local church networks, major hospitals, or county governments.

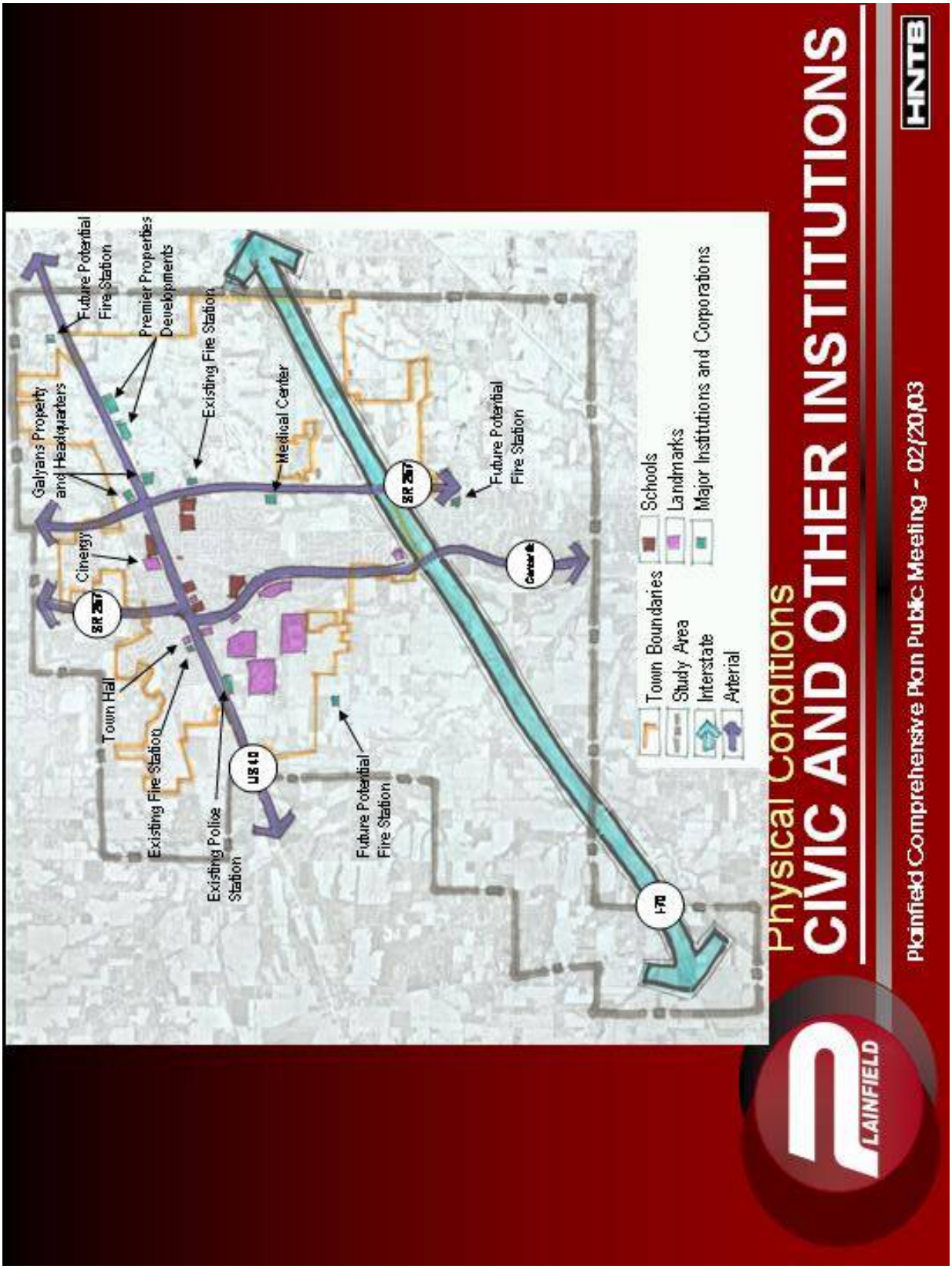
The public and Town leaders rate this specific component as average, where improvement can always be made. The Town has benefited from strong corporate participation and presence from the Hendricks Regional Hospital, schools, banks, Guilford Civic Association, Plainfield Plus and the Chamber of Commerce. These entities are finding ways to support the community not only through the sponsorship of a variety of events but also through the donation of time and volunteerism to Town events and projects. However areas that the Town can improve on include the creation of a corporate development plan that looks at how to translate the vision of the Town to the local businesses and how the local businesses, depending on their desired level of involvement, can participate and provide support to the Town whether through the donation of time or resources.

Confidence of Citizenry

All of these leadership components together provide confidence from the citizenry in the community and its leadership. In order for the Town to move forward and achieve success of its goals and objectives, support from the community is needed. This confidence is established during the planning process by educating the public on the issues pertinent to the community and gaining feedback from the public. This give and take process allows for communication, feedback and changes within the community which establishes a level of trust between the public and its leadership. Throughout the planning process there should be multiple opportunities for public input and feedback to ensure the direction of the community is consistent with what its resident's desire.

Overall, Plainfield has its core group of supporters that attend many of the Town events and provide direction on where the Town should head. The Town has also utilized its website, the local newspapers and its Town newsletters to communicate with its residents. The Town needs to work with this group to gain even more support throughout the larger community. This will be a struggle as citizens are busy with work, family events, activities and other social commitments. Many times residents in a community do not turn out until there is a significant issue that directly affects them. This trend should not be taken as a lack of confidence by the citizenry, but it does pose a challenge in trying to find additional, interesting ways to get the public involved and establish on-going communication. Once this plan is adopted, the leadership will have to find creative ways to sell the citizens on the implementation measures of the plan.

Figure A.34 Civic and Other Institutions



APPENDIX B

Public Participation Results