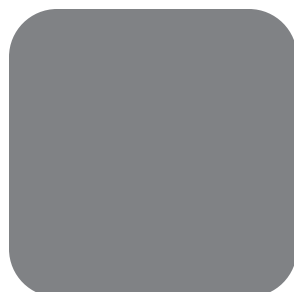
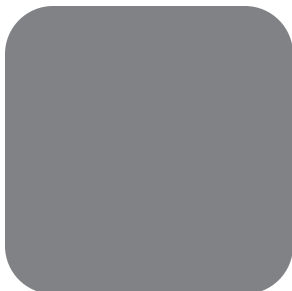


# Comprehensive Plan Town of Pittsboro, Indiana

Adopted September 16, 2014 (Resolution 2014-17)

Updated May 19, 2020 (Resolution 2020-04)



ORIGINAL

Resolution No. 2020 – 04

**TOWN COUNCIL  
OF TOWN OF PITTSBORO, INDIANA**

A Resolution Approving and Adopting the  
Update of the Comprehensive Plan for the Town of Pittsboro, Indiana

WHEREAS, the Town of Pittsboro adopted a Comprehensive Plan by Resolution 2014-17 on September 16, 2014; and

WHEREAS, the Town of Pittsboro has identified areas of the Comprehensive Plan that should be updated to reflect present community vision, goals, and objectives; and

WHEREAS, the Plan Commission did on April 8, 2020 hold a legally advertised public hearing to consider adoption of the attached Comprehensive Plan; and

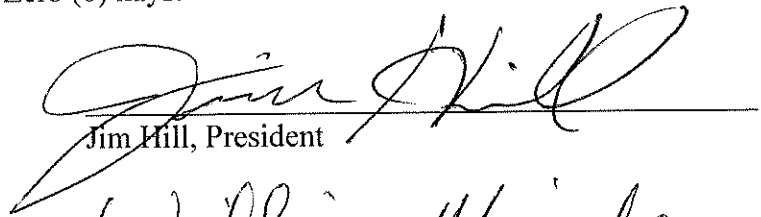
WHEREAS, the Plan Commission found that the Comprehensive Plan attached hereto and incorporated herein as Exhibit A meets the requirements of Indiana Code §36-7-4-500 et. seq., and this Comprehensive Plan is approved for the promotion of public health, safety, morals, convenience, order, and/or the general welfare and for the sake of efficiency and economy in the process of development in accordance with Indiana Code §36-7-4-501.

BE IT RESOLVED the Town Council of the Town of Pittsboro, Indiana, having reviewed, considered, and received favorable recommendation from the Town of Pittsboro Advisory Plan Commission following public comment, both written and verbal, after notice on March 12, 2020 and public hearing on April 8, 2020 at the Town Hall, 80 North Meridian Street, Pittsboro, Indiana, on the proposed update of the Comprehensive Plan, attached hereto and incorporated herein as Exhibit A, now hereby approves and adopts said update to the Comprehensive Plan to replace, in its entirety, the Comprehensive Plan for the Town of Pittsboro, Indiana.

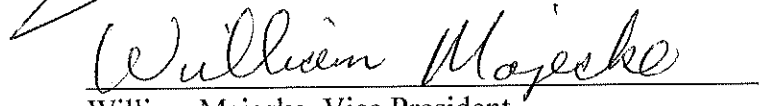
This Resolution shall be in full force and effect from and upon its adoption and recordation in accordance with the law. All prior adopted resolutions and exhibits or parts thereof in conflict herewith are superseded by this Resolution.

[The remainder of this page intentionally left blank; signature page follows.]

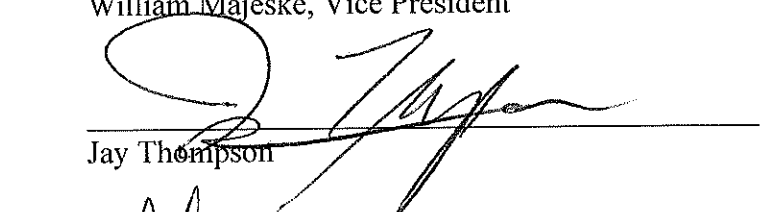
RESOLVED this 19<sup>th</sup> day of May 2020, by the Town Council of the Town of Pittsboro, Indiana, by a vote of five (5) yeas and Zero (0) nays.



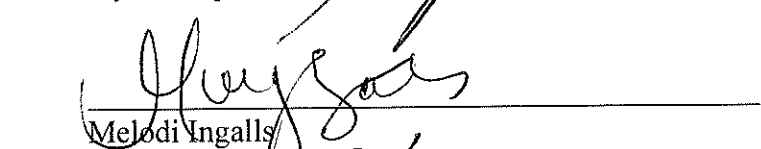
Jim Hill, President



William Majeske, Vice President



Jay Thompson

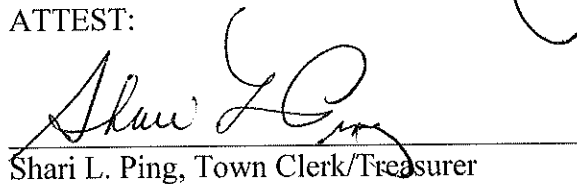


Melodi Ingalls



Jarod Baker

ATTEST:



Shari L. Ping, Town Clerk/Treasurer

I affirm, under the penalties for perjury, that I have taken reasonable care to redact each Social Security number in this document, unless required by law (Adam C. Peaper).

This instrument was prepared by Adam C. Peaper, Rundell Ernstberger Associates, 618 E. Market St., Indianapolis, IN 46202.

**ADVISORY PLAN COMMISSION  
OF TOWN OF PITTSBORO, INDIANA**

A Resolution Approving and Certifying the  
Update of the Comprehensive Plan to the Town of Pittsboro Town Council

WHEREAS, the Town of Pittsboro adopted a Comprehensive Plan by Resolution 2014-17 on September 16, 2014; and

WHEREAS, the Town of Pittsboro has identified areas of the Comprehensive Plan that should be updated to reflect present community vision, goals, and objectives; and

WHEREAS, the Plan Commission did on April 8, 2020 hold a legally advertised public hearing to consider adoption of the attached Comprehensive Plan; and

WHEREAS, the Plan Commission found that the Comprehensive Plan attached hereto and incorporated herein as Exhibit A meets the requirements of Indiana Code §36-7-4-500 et. seq., and this Comprehensive Plan is approved for the promotion of public health, safety, morals, convenience, order, and/or the general welfare and for the sake of efficiency and economy in the process of development in accordance with Indiana Code §36-7-4-501.

BE IT RESOLVED by the Advisory Plan Commission of the Town of Pittsboro, Indiana, that the update of the Comprehensive Plan, attached hereto and incorporated herein as Exhibit A, approved and certified to the Town of Pittsboro Town Council for its consideration.

Plan Commission Action: Six (6) ayes, Zero (0) nays, One (1) absent

Respectfully submitted,  
Advisory Plan Commission of Pittsboro, Indiana

By: Steve Maple  
President, Plan Commission

By: Heather Malone  
Secretary, Plan Commission

Date: APR 08 2020



# Acknowledgements

The Town of Pittsboro Comprehensive Plan would not have been possible without the tremendous input, feedback, and expertise of Town leadership and staff. We would also like to thank the citizens and business owners who devoted their time and ideas in hopes of creating a stronger community.

## TOWN COUNCIL

Jim Hill

Melodi Ingalls

William Majeske

Jay Thompson

Jarod Baker

Shelby Smith (Councilman during much of the planning process)

## PLAN COMMISSION

Linda Ash

Samantha Crouse

Don Joiner

Jason Love

Steve Maple

Jack Swalley

Cathy Vandivier

## TOWN STAFF

Jason Love, Town Manager

Shari Ping, Clerk Treasurer

Steve Maple, Building Commissioner

Chris York, Waste Water Treatment

Plant Supervisor

Scott King, Police Chief

Bill Zeunik, Fire Chief



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# 1

# In

## Introduction

### PURPOSE OF THE PLAN

The Town of Pittsboro Comprehensive Plan will serve as the general document to guide the Town's growth policies and planning decisions. This document is an update to the comprehensive plan adopted in 2014. Much has changed in Pittsboro since that time and the Town seeks to build on previous planning endeavors while expanding the vision and goals to cover the needs and values of today.

The overall purpose of the updated town comprehensive plan is to:

- Update and provide a vision of where the Town of Pittsboro wants to be in the future
- Create a new future land use map, that includes recently annexed properties, to help guide policy-making decisions
- Identify roadway and trail improvement projects
- Further define desired community character

- Be inclusive with stakeholders and the general public in shaping the vision, goals and policy framework of the plan

### HOW TO USE THIS PLAN

The Comprehensive Plan is a legal document that serves as a decision-making guide for both officials and citizens and is intended to serve as a tool for the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development. The Comprehensive Plan is not an ordinance. It is however, a policy document that will guide decision-making related to land use, growth, public investments, and economic development.

The Comprehensive Plan provides the basis for policies and regulations that will guide the physical and economic development of the community. The plan includes maps, diagrams, and representative imagery of the concepts presented in order to make the document more clear and accessible to Town officials, residents,

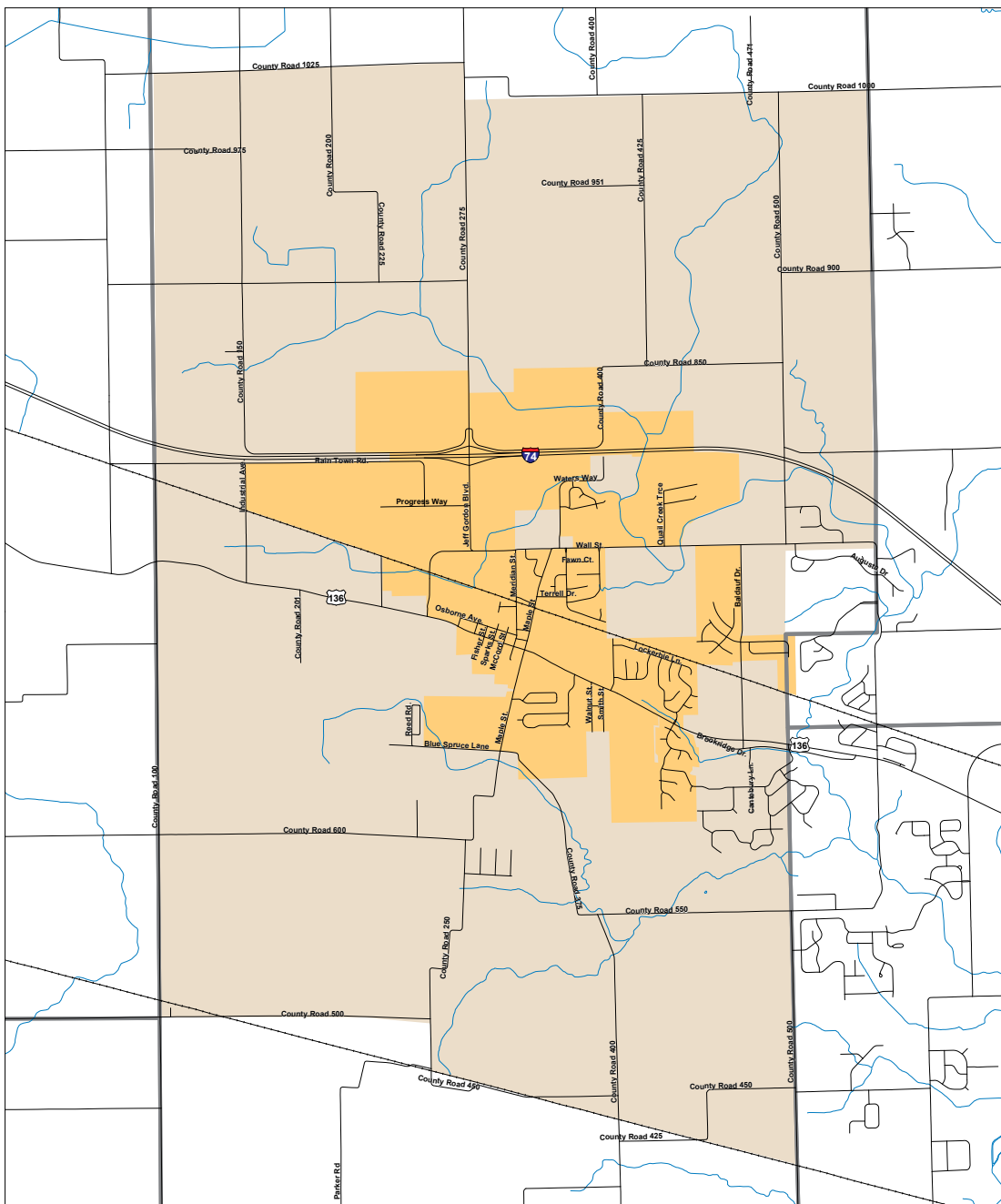
developers, and other groups.

The plan is organized around a vision statement and series of goals and objectives. The goal statements look to accomplish the overall vision by each addressing an element of the plan. The goal is then achieved through a series of objectives. Finally, action steps are identified for each objective. The action steps lay out

the sequential process that will be necessary to achieve the objective.

## PLANNING AREA

The Town of Pittsboro elected not to exercise extra-territorial planning authority and, therefore, has the power to make planning and zoning decisions only within the Town boundaries. However, in order to ensure compatibility of future growth and land



Planning Area: the above map shows the incorporated Town limits in orange and the project planning area in tan.

use changes, an area larger than the current Town boundaries was included in the future land use plan. This is not an official extra-territorial planning jurisdiction as recognized by state law but this area will have an effect on the Town's future tax base and utility service area. As such, it was examined in terms of future development potential in the event it is annexed into the Town and is placed within the Town's boundaries.. The map on the previous page depicts the incorporated Town boundaries (orange shading) as well as the overall "planning area" (tan shading).

## PLANNING PROCESS

Physical conditions, trends, previous studies, infrastructure plans, and public input all contributed to the development of the Comprehensive Plan. The planning process was coordinated by the Town's planning consultant with significant input from the Town Council, staff, and residents. Existing conditions information, areas of improvement, and future opportunities were identified through exercises conducted at several community workshops as well as special Town Council meetings. These regular meetings were used to review the vision, goals, objectives,

and recommendations of the plan, as well as updated future land use, transportation, and trails maps.

In addition to the 2014 Comprehensive Plan, previous Town planning initiatives, the Town of Pittsboro Unified Development Ordinance, flood hazard maps, and regional transportation plans were all reviewed for relevance and consistency with the vision, goals, action steps, and recommendations outlined in this plan. These previous planning efforts have informed this document and have influenced its recommendations.

## VISION

The vision statement was created based on input and guidance from the Plan Commission. The vision provides a sense of direction and creates a picture of what the community is in the future, once the plan is achieved. The vision and its related statements help to guide the remainder of the plan development. While not the only consideration, policy makers and decision makers should always remember the vision to help assess decisions in the future.

***Pittsboro is a safe, peaceful, and attractive community that takes pride in its character. Well planned growth and a balance of land uses have resulted in an attractive and energetic town with a vibrant downtown, safe neighborhoods, strong economy, and healthy environment. This vision is further supported with four core value statements:***

- ***A diverse and affordable housing stock attracting young professionals, families, and seniors.***
- ***A balanced and connected transportation network allowing safe and efficient movement by users of all ages and abilities.***
- ***A small town atmosphere with the provision of superior community services.***
- ***A lively downtown containing shopping,***



*A series of community meetings and Town Council work sessions were used to gather input and feedback during the process.*

*dining, offices, and residences, connected to all parts of the community.*

## GOALS

Goal statements were developed for five broad categories including land use, transportation, growth and services, downtown, and community character. In conjunction with the vision, these goals serve as the backbone of the plan and provide the basis for development decisions. The creation, evaluation, and implementation of plans, goals, and objectives are all policy decisions at the discretion of the applicable elected and appointed officials of the Town of Pittsboro. To help guide implementation, a series of objectives and action steps is presented for each goal later in the plan.

### Land Use

Continue to develop a thoughtfully balanced combination of land uses that support a mixture of residences, businesses, and industries while preserving natural features and environmentally sensitive areas.

### Transportation

Provide an efficient and connected transportation system that includes multiple modes and can be safely utilized by all ages and abilities.

### Growth & Services

Maintain fiscal responsibility and ensure superior provision of community services in coordination with land use planning and projected growth.

### Downtown

Capitalize on the existing businesses and historic qualities of the downtown to continue development of an inviting, small town, walkable district that includes shopping, dining, offices, and residences.

### Community Character

Protect and enhance positive elements of the built environment, cultural and historic resources, and intangible community characteristics to better define the identity of Pittsboro.



## Tp

## Town Profile



## LOCATION

The Town of Pittsboro is located in Hendricks County, Indiana, approximately 20 miles west of Indianapolis along Interstate 74. In 2017, the population of Pittsboro was estimated to be 3,224 (US Census Bureau, 2017 ACS 5-Year Estimates). The Town is bordered to the east by the Town of Brownsburg and unincorporated areas of Hendricks County. Unincorporated areas of the county also surround the Town to the north, south, and west. The Town limits include approximately 2,350 acres and are depicted on the map on the following page.

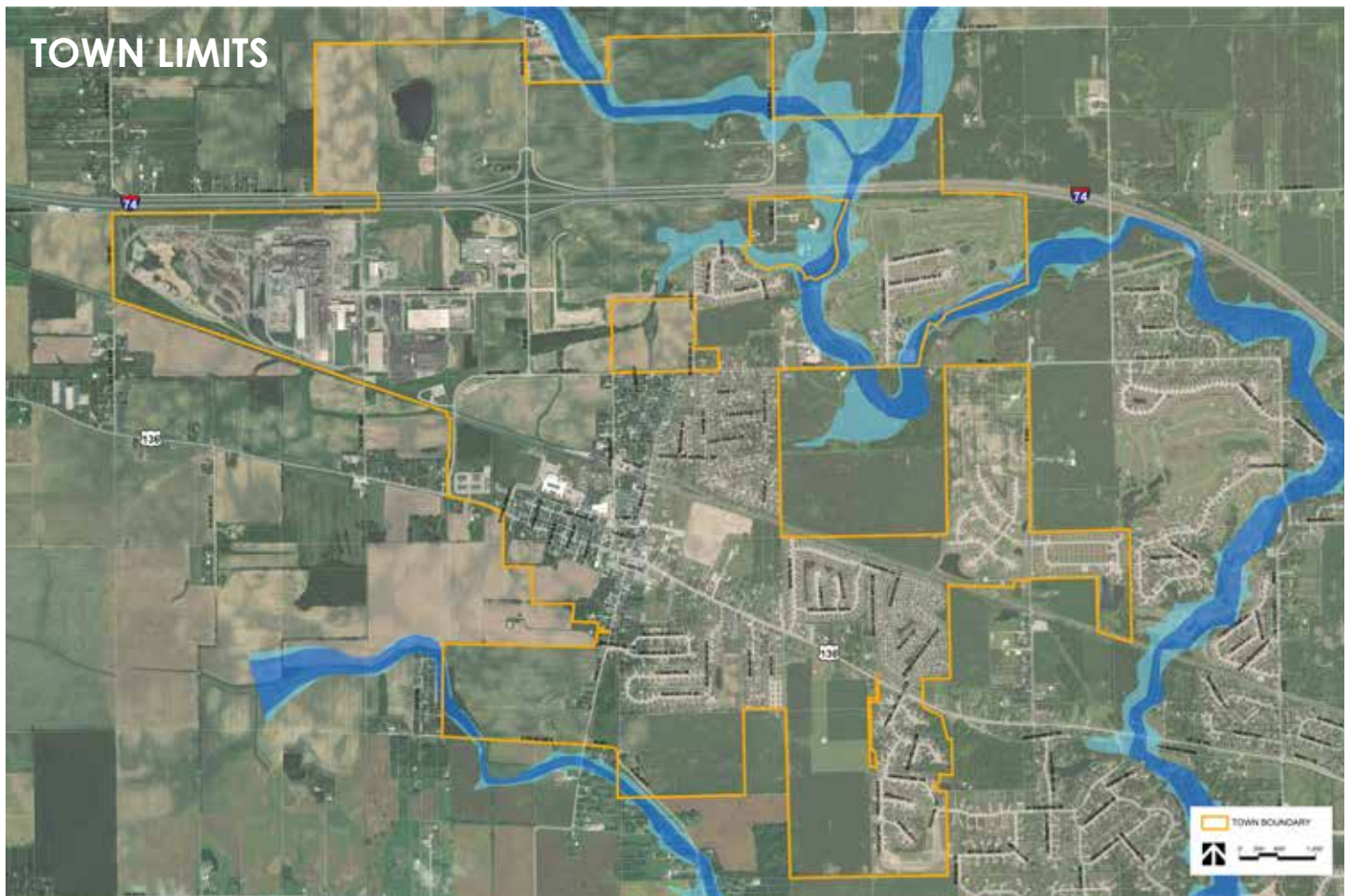
## HISTORY

The first recorded land entry for Middle Township, Hendricks County, Indiana was by Thomas Weaver in 1827. The Weavers did not actually live here until 1835 when they spent their first winter in a cabin that had been built by “squatters” or Native Americans. Other early land entries were made by the families of Watson and Jordan in 1829. Richard Richardson had a land entry in 1831 in the present town of Pittsboro. In 1830, Lemuel

McBee is thought to be the first settler, clearing land and building a cabin on the north side of Main Street, near the present 202 W. Main.

The Town of Pittsboro was founded on December 9, 1834, by John B. Hadley and named “Pittsborough” in honor of Hadley’s home in North Carolina. The spelling was later changed to “Pittsboro”. The original town had a plat of 30 lots. Most homes were of log or frame construction. On April 6, 1906, an election was held for incorporation of the Town. After incorporation came many infrastructure improvements and new services. Sidewalks were laid, street lights installed, and water service begun.

Middle Township was served by several one room school houses. Pittsboro’s original school building was built in 1913 at a cost of approximately \$23,000. Construction began in the spring, the cornerstone was laid on June 21st, and the building was completed in December. Pittsboro was built as a combined high school/grade school and opened with 27 high school students, four of whom graduated in 1914. (Source: Pittsboro Primary School)

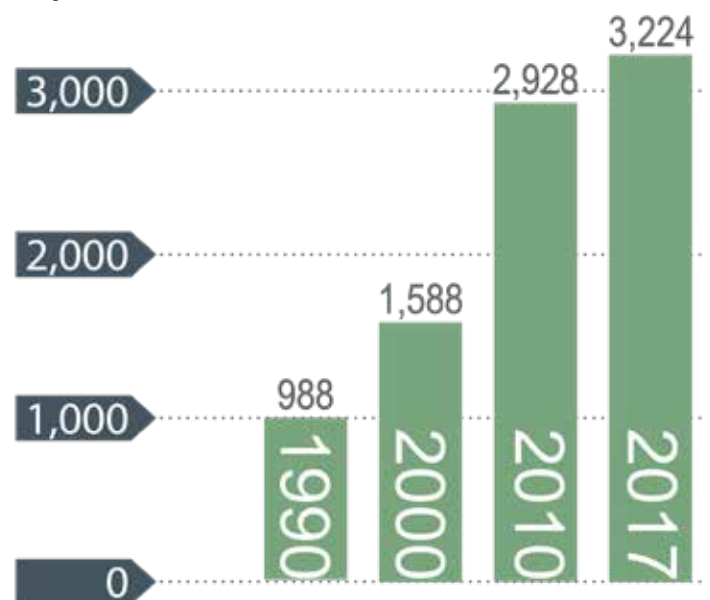


## DEMOGRAPHICS

The 2010 US Census reported the population of Pittsboro to be 2,928, with a median age of 36.3 years. By 2017, the Town was estimated to have grown to a population of 3,224. This represents a 10.1% increase in population. The median age in 2017 was 34.1 years, suggesting much of this growth was a result of families with children moving to the community.

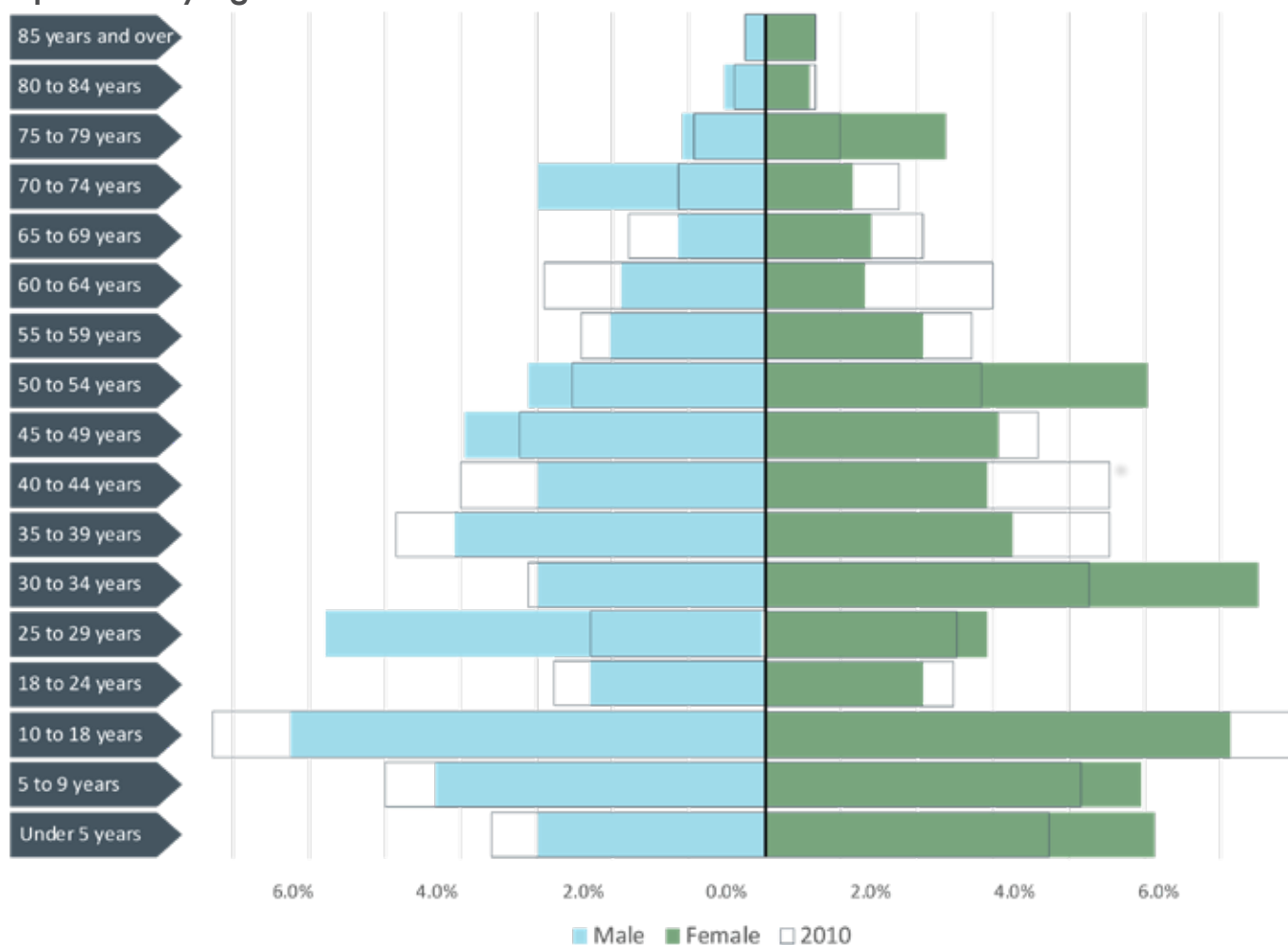
The chart to the right shows the Town population at each of the last three decennial census as compared to the 2017 estimate. The chart on the following page depicts the 2017 estimated breakdown of the Town's population by age and sex. The solid bars represent 2017 figures, while the thin black outlines represent figures from the 2010 census for comparison.

**Population Growth**



Source: US Census, Decennial Census and 2017 ACS 5-Year Estimates

## Population by Age and Sex



Source: US Census, Decennial Census and 2017 ACS 5-Year Estimates

## Income

### Median Household Income 2017

|                  |          |
|------------------|----------|
| Pittsboro        | \$72,955 |
| Hendricks County | \$74,245 |
| Indiana          | \$52,182 |
| United States    | \$57,652 |

Source: US Census, 2017 ACS 5-Year Estimates

The median household income is the standard measure of household earnings. Pittsboro's median household income is less than Hendricks County as a whole, but significantly greater than the Indiana and national median.

## Household Income



Source: US Census, Decennial Census and 2017 ACS 5-Year Estimates



## HOUSING

In 2010, there were 1,072 households in Pittsboro. Of these, 832 or 77.6% are considered family households while 240 or 22.4 % are considered non-family households. The average number of persons per household was 2.73 (US Census 2010).

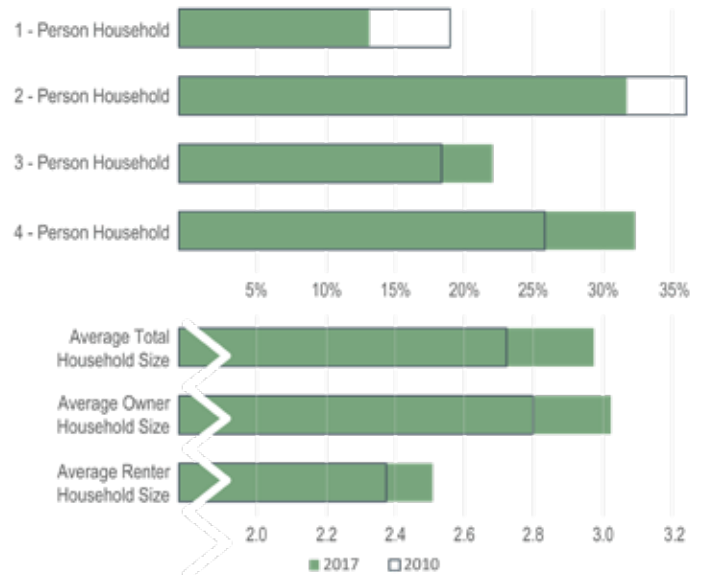
### House Value

#### Median value of owner-occupied housing units 2012

|                  |           |
|------------------|-----------|
| Pittsboro        | \$159,600 |
| Hendricks County | \$171,600 |
| Indiana          | \$130,200 |
| United States    | \$193,500 |

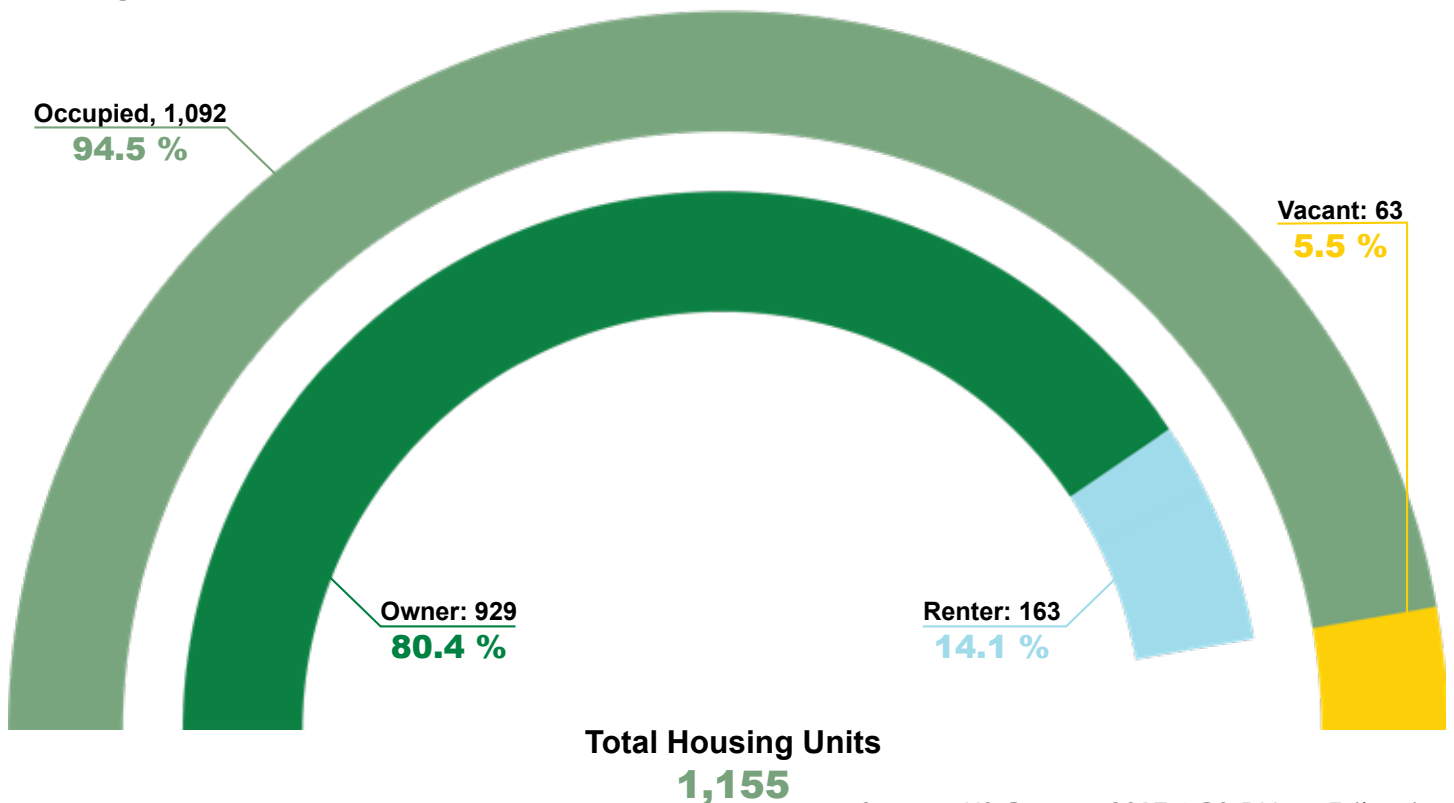
Source: US Census, 2017 ACS 5-Year Estimates

### Household Size



Source: US Census, Decennial Census and 2017 ACS 5-Year Estimates

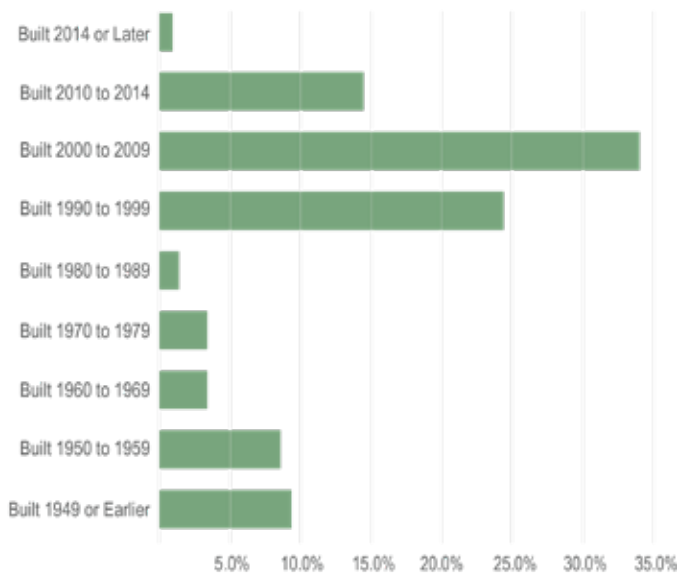
### Housing Tenure, 2017



Source: US Census, 2017 ACS 5-Year Estimates



## Housing, Year Structure Built



Source: US Census, 2017 ACS 5-Year Estimates

## EMPLOYMENT

Pittsboro's largest employer is the Steel Dynamics manufacturing plant foundry. After the plant was developed by Qualitech Steel in 1995 on the Town's northwestern edge, the plant was acquired by Steel Dynamics in the mid-2000s and employs about 500 people. The steel plant has expanded numerous times throughout the years since its acquisition to become the Indiana-based company's second largest facility (Source: Hendricks County Flyer, Chesterton Tribune).

## INFRASTRUCTURE & TOWN FACILITIES

The Town of Pittsboro provides its own public safety, fire service, recreational facilities, and utility services.

### Town Facilities

The Town Hall is centrally located on Meridian Street and houses a number of Town offices.

The parks system is regulated by a park board, which makes use of impact fees from residential development within the Town, and manages the Town's parks and park budget.

Scamahorn Park is the Town's largest park and hosts a number of local baseball and soccer games and leagues.

### Town Utilities

The Town provides electricity, natural gas, water, sanitary sewer, and storm sewer services. The Town's sewage treatment plant is located on Wall Street west of the Quail Creek subdivision.

### Public Utilities

Electric service outside of the Town's service area is provided by either Hendricks Power Cooperative or Duke Energy. This service includes the lines parallel to Jeff Gordon Boulevard and those lines that service Steel Dynamics.

The Town is bisected by a natural gas pipeline called the Panhandle Eastern Pipe Line. The pipe line makes development of parcels along its path difficult as structures cannot be built near its easement.

### Police

The Police Department employs a chief, major, and seven additional officers. The department is headquartered out of the Pittsboro Town Hall and provides patrols that include traditional police vehicles, ATVs, and bicycles.

### Fire

Fire coverage is provided by the Pittsboro Fire Territory, which is headquartered on US 136. The Town is a participant in the fire territory which services all of Middle Township. The department provides three different staffed shifts with five active members on each shift.

## EXISTING LAND USE

In order to plan for future growth and development, it is important to have an understanding of existing land use supply. The existing land use pattern shows not only where concentrations of certain uses are but also what land may be available for development and what type of development pressure that may be. The land use pattern will determine impacts to transportation infrastructure and municipal services and what mitigation factors may be required to sustain community growth.

Pittsboro's existing land use was studied using a combination of aerial analysis and site visits. The analysis of existing land use shows several clear patterns. Agriculture and single family residential development are the primary uses in Town. The downtown or Town Center area includes commercial properties along Main Street (US 136) and to a lesser extent Maple Street. This area is also characterized by residential development along a grid street pattern. Most of the newer residential development has been on the east half of Town. These subdivisions are designed around a system of curvilinear streets and cul-de-sacs more typical of post-World War II suburban growth. While single family homes are the most common form of residential development, multi-family housing is present in the Sterling Court Apartments located west of Meridian Street between the railroad and Pittsboro Elementary School.

Other primary land use classifications in Town are industrial and institutional. Steel Dynamics is by far the largest single industrial use occupying some 280 acres in the northwest portion of Town. Pittsboro Primary School and Pittsboro Elementary School are large institutional land uses. Other institutional uses include Town facilities and several religious institutions. Recreational land uses include Scamahorn Park, Scott Park, and Quail Creek Golf Club, which is open to the public.

## TRANSPORTATION NETWORK

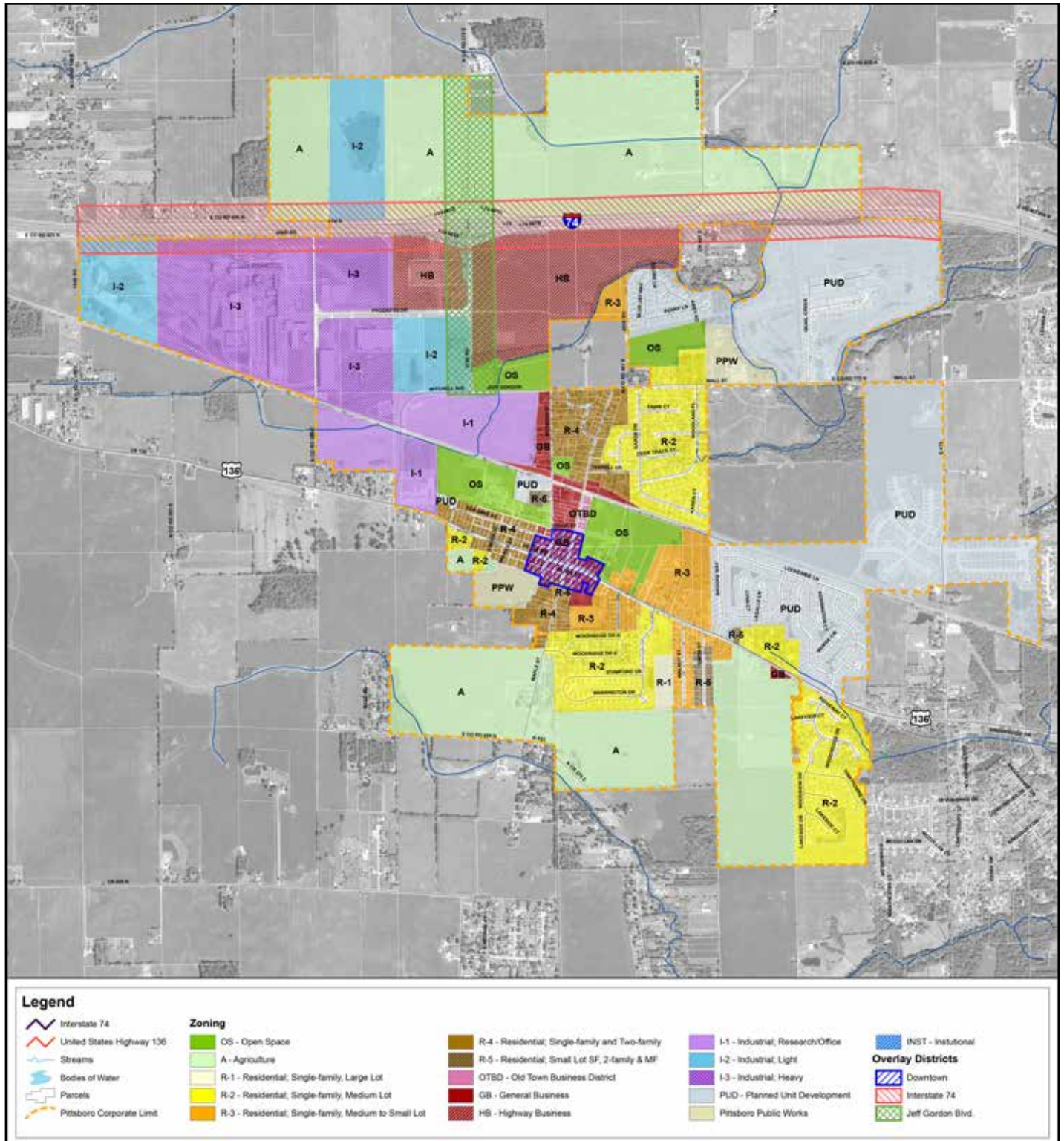
Transportation infrastructure is a critical part of the growth and success of a community. While Pittsboro's existing transportation network is not constrained by natural features, it is influenced by Interstate 74 to the north and the presence of the railroad tracks. Interstate 74 has limited expansion of the Town to the north and creates a barrier to accessing the agriculture lands north of Town. Jeff Gordon Boulevard/N County Road 275 E is the primary access to Town from Interstate 74 and the north but interstate crossings also exist just outside of Town along N County Road 75 E to the west and N County Road 550 E to the east. Similarly, the railroad limits north/south connectivity in Town; at grade crossings are present along Mitchell Way, Meridian Street, Maple Street, and Baldauf Drive.

The overall transportation system is organized around Main Street/US 136 and the larger County Road grid. A smaller grid block pattern emanates from the intersection of Main Street and Maple Street. Subdivisions in Pittsboro generally have a curvilinear street pattern, may include cul-de-sacs, and have one or two access points onto the adjacent collector or arterial roadway.

Transportation issues identified by the community during the planning process include:

- Intersection at Waters Way, Maple & Wall Street needs addressed
- Maple Street from US 136 north is too narrow
- Baldauf Drive has jurisdictional issues with County/Town control
- Baldauf Drive at US 136 could have better design
- Jeff Gordon Boulevard needs redesigned at Progress Way, Mitchell Way, and Wall Street
- Jeff Gordon Boulevard upgrade and beautification from Interstate 74 to Wall Street
- Private roads need to be clearly identified
- Terrell Drive (private drive) is not connected to Karen Drive in Deer Meadows
- Drainage is issue at US 136 & Maple Street (especially on the north side of the roadway)
- Offset intersection at Maple Street, County

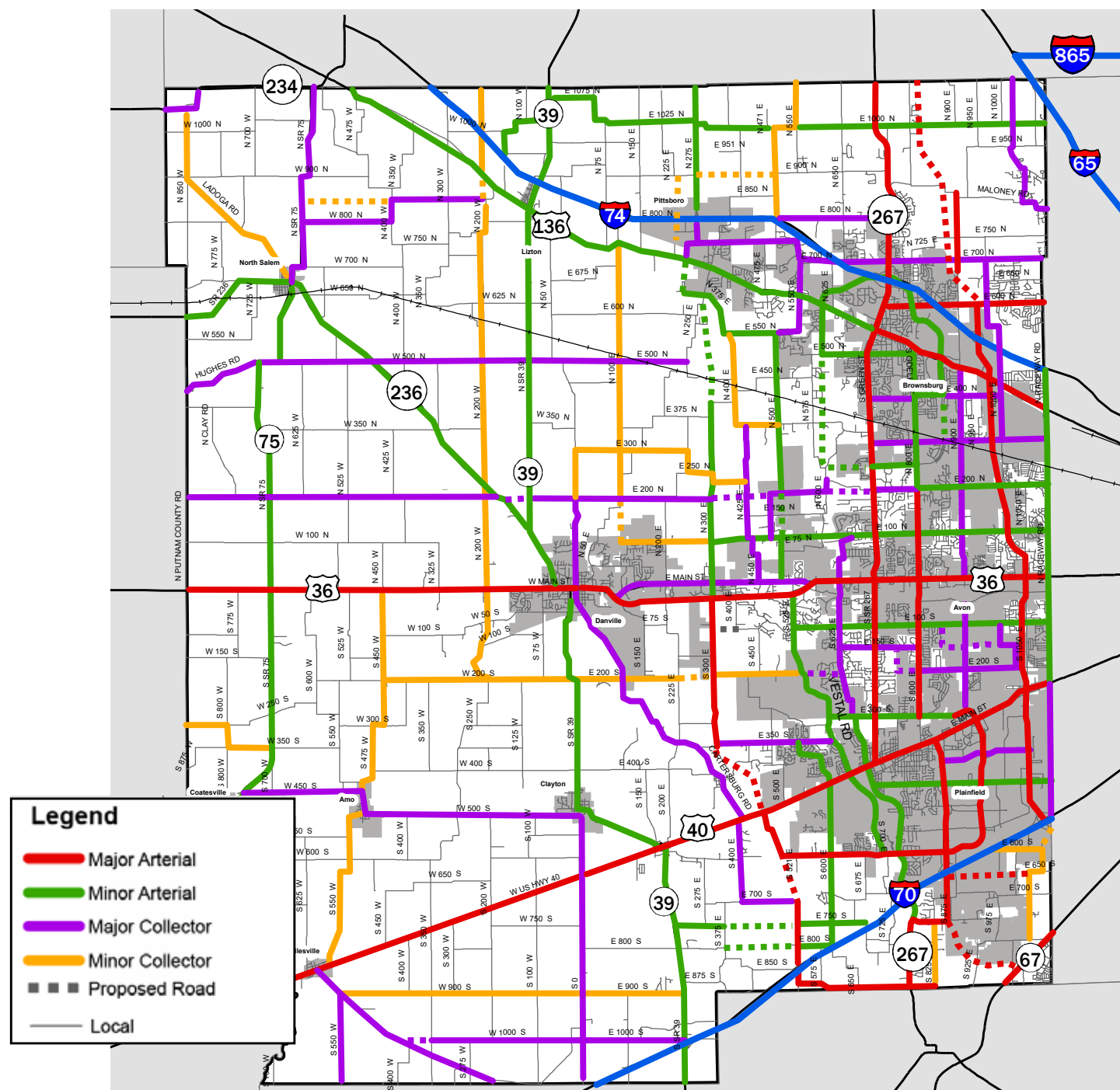
## Existing Zoning Map





- County Roads south of US 136 can be hazardous during inclement weather

# Hendricks County Thoroughfare Plan



Source: Hendricks County

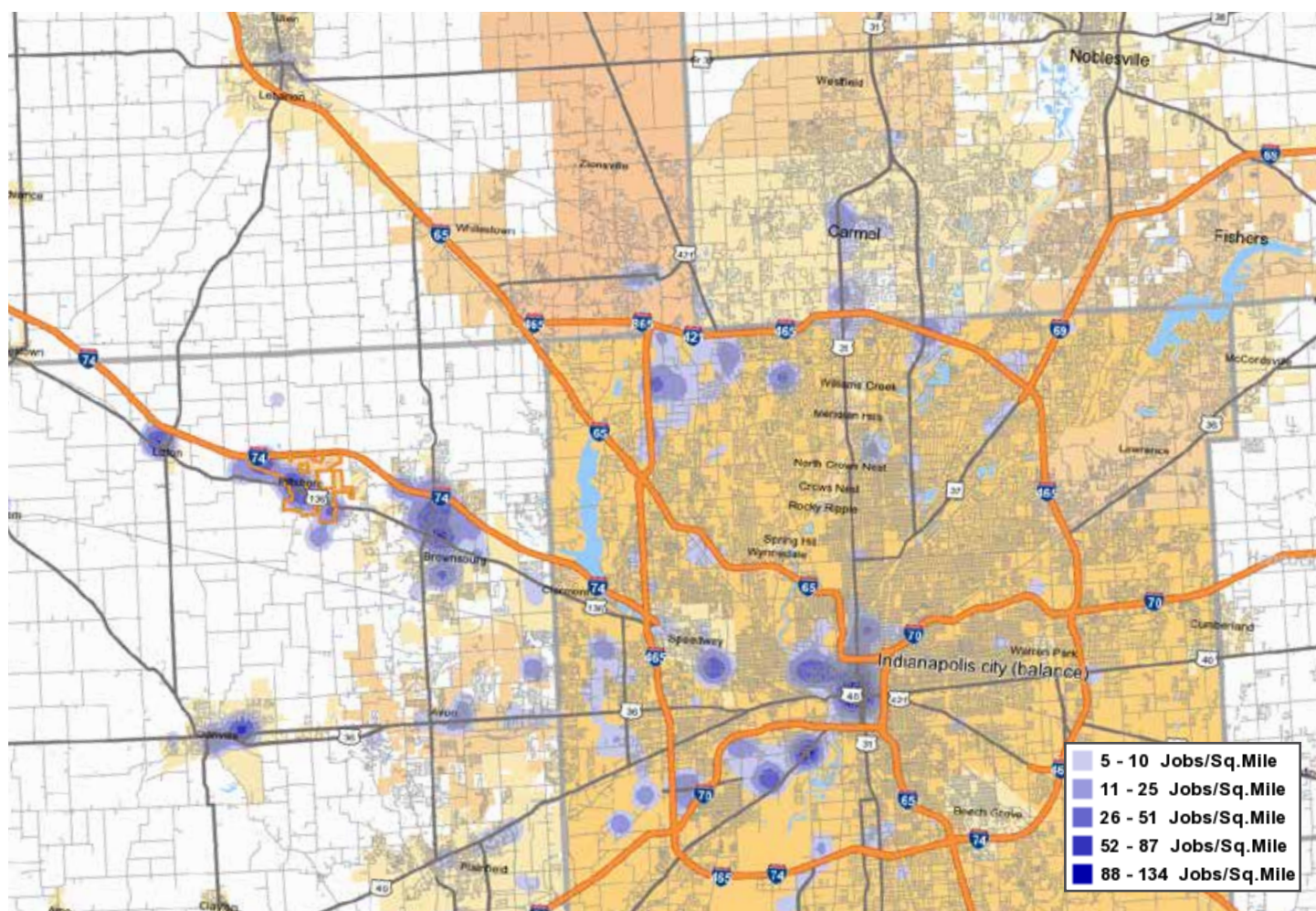
## INDOT Traffic Counts

| Road  | Functional Classification             | Annual Average Daily Traffic (AADT) | Year Collected |
|---|---------------------------------------|-------------------------------------|----------------|
| Interstate 74 (west of Jeff Gordon Boulevard) | Urban Principal Arterial - Interstate | 23,092                              | 2019           |
| Interstate 74 (east of Jeff Gordon Boulevard) | Urban Principal Arterial - Interstate | 25,597                              | 2019           |
| US 136 (west of Meridian St.)                 | Urban Minor Arterial                  | 5,419                               | 2019           |
| US 136 (east of Meridian St.)                 | Urban Minor Arterial                  | 7,738                               | 2019           |

Source: Indiana Department of Transportation

## Commuting Patterns

The following map exhibits the work location of individuals who live in Pittsboro. Darker purple-shaded areas indicate a higher concentration of jobs.

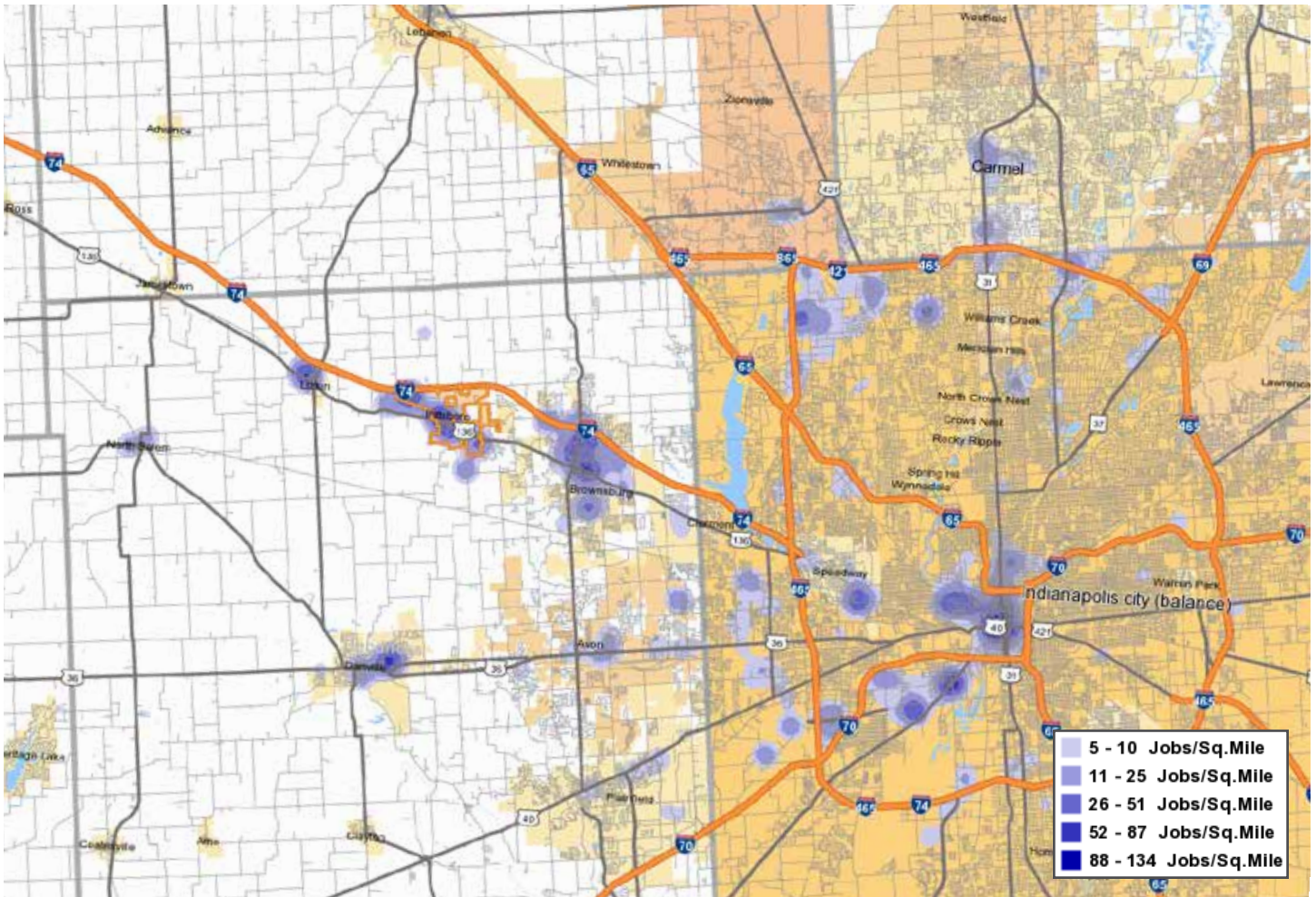


Source: U.S.Census Bureau, Center for Economic Studies



## Tp Town Profile

The next map exhibits the home location of people who are employed within the Town of Pittsboro. Again, darker purple-shading indicates a higher concentration of home locations.



Source: U.S.Census Bureau, Center for Economic Studies

The above commuting patterns show that residents of Pittsboro travel to Indianapolis, Brownsburg, Danville, and beyond for employment. However, Pittsboro employers pull from a smaller area which includes Brownsburg and Danville but few residents of Indianapolis.



# 3

# Vg

## Vision & Goals

### WHAT IS A VISION?

A vision is a statement that reflects local potential and makes a commitment to future action; it generally describes what the community wants to be. The vision statement is a clear, succinct, and purposeful statement that everyone generally agrees with and is easily understood to help define the direction in which the plan should proceed.

### WHY CREATE A VISION?

A vision provides a sense of direction and is the overall target for plan achievement, hence a vision is written as if you have traveled into the future and are describing Pittsboro as it should be. The vision is developed early in the planning process and helps shape the overall plan. The vision and its related statements help guide the decision-making process and the remainder of the plan. If an idea, policy or objective would help advance Pittsboro towards its vision it was included in the plan. If the idea did not help advance the Town towards the vision, then it was not included. The vision not only serves as part of a decision-making tool for the plan, but also

for the decisions that are made in implementing the plan. While not the only consideration, policymakers and decision makers should always remember the vision to help guide whether or not a decision is right.

### HOW WAS THE VISION CREATED?

The Plan Commission participated in a visioning exercise and was asked what they value about Pittsboro and what they would like to see improved in the future. Areas such as social and economic well-being, physical character, responsible growth, and pride in the community were discussed. The vision statement was then created from the commonly reoccurring words and phrases from the exercise. It was presented back to the Plan Commission and refined as the planning process proceeded.

## VISION STATEMENT

Pittsboro is a safe, peaceful, and attractive community that takes pride in its character. Well planned growth and a balance of land uses have resulted in an attractive and energetic town with a vibrant downtown, safe neighborhoods, strong economy, and healthy environment. This vision is further supported with four core value statements:

- A diverse and affordable housing stock attracting young professionals, families, and seniors.
- A balanced and connected transportation network allowing safe and efficient movement by users of all ages and abilities.
- A small town atmosphere with the provision of superior community services.
- A lively downtown containing shopping, dining, offices, and residences, connected to all parts of the community.

## WHAT ARE GOALS AND OBJECTIVES?

Goals and objectives outline a guide for future growth and development in a manner that will reflect the Town's unique character. In developing the goals and objectives, it is important to analyze demographics, housing, economic conditions, services and facilities, cultural and natural resources, and existing land use.

The Plan Commission worked closely with the Town's planning consultant to synthesize applicable information from previous plans and studies and issues identified during the visioning exercise into a series of goals and objectives. Goal statements were developed for five broad categories including land use, transportation and mobility, growth and services, downtown, and community character. The policy framework of the vision, goals and objectives serves as the backbone of the plan. The creation, evaluation, and implementation of the goals, and objectives are all policy decisions at the discretion of the applicable elected and appointed officials of the Town of Pittsboro.

## HOW ARE THE GOALS AND OBJECTIVES ORGANIZED?

The Comprehensive Plan is based upon goals and objectives. Each has a distinctive meaning and purpose in the planning process. Together, goals and objectives serve as the basis for development decisions. They are implemented by legislative and policy actions throughout the Town, such as zoning ordinances, design regulations, capital improvement programs, and building code enforcement.

### GOALS

Goals are concise statements that describe in general terms, a desired future condition that further defines the vision statement. They are the future of the plan and address those things the Town wants to accomplish over the life of the plan. Goals also form the framework for more detailed decision making and are used by the Town to establish priorities for public and private discussion and consideration, as well as to identify needed public improvements and services.

### OBJECTIVES

Objectives are statements that describe a specific, measurable, future condition to be attained during a stated period of time and, ultimately, the course of action required to achieve a stated goal. Furthermore, objectives are tasks that recommend how a goal will be accomplished. Objectives are statements of community intent against which individual actions and decisions are evaluated. Objectives should be sufficiently quantifiable to gauge the appropriateness of development applications, have a general time frame, and be understood by both the decision-makers and the general community.



## LAND USE

### Goal

Continue to develop a thoughtfully balanced combination of land uses that support a mixture of residences, businesses, and industries while preserving natural features and environmentally sensitive areas.

### Objective

|          |   |
|----------|---|
| <b>A</b> | Promote redevelopment, infill, and reconfiguration of underutilized properties already within the Town.   |
| <b>B</b> | Encourage residential development that reflects surrounding residential character and intensity to maintain the image representative of Pittsboro.  |
| <b>C</b> | Ensure changes in land use are supported by adequate transportation facilities.   |
| <b>D</b> | Improve the aesthetic quality of commercial and industrial development.   |
| <b>E</b> | Establish the area around Jeff Gordon Boulevard as an economic and employment center in Town.   |
| <b>F</b> | Use future land use planning and zoning regulations to protect and preserve critical wildlife habitats, natural drainage areas, and wetlands.   |
| <b>G</b> | Continue to review and update the future land use plan to ensure accordance with community goals and development trends.  |
| <b>H</b> | Promote light industrial and supporting commercial development north of Interstate 74.  |
| <b>I</b> | Encourage housing development that represents a range of sizes and affordability levels, close to services and amenities. This should include apartments, townhomes, nursing homes, and rehabilitation centers. |
| <b>J</b> | Utilize existing residential areas more effectively through infill construction on vacant lots and reducing barriers to the construction of accessory dwelling units.   |

## TRANSPORTATION

### Goal

Provide an efficient and connected transportation system that includes multiple modes and can be safely utilized by all ages and abilities.

### Objective

|          |   |
|----------|---|
| <b>A</b> | Adopt a complete streets policy to ensure future roadway designs and reconstructions consider safe and comfortable accommodations for all users.  |
| <b>B</b> | Coordinate future land use planning with transportation system improvements to ensure sufficient roadway capacity to serve anticipated traffic volumes.   |
| <b>C</b> | Explore options to include the provision of bicycle facilities as a development regulation in the zoning ordinance.   |
| <b>D</b> | Continue to advocate for INDOT improvements to the I-74/Jeff Gordon Boulevard interchange.  |
| <b>E</b> | Incorporate Town signage and branding into any future improvements at the I-74/Jeff Gordon Boulevard interchange.   |
| <b>F</b> | Construct Jeff Gordon Boulevard as a four-lane roadway with center median/left-turn lane, bicycle and pedestrian facilities, consistent landscape treatment, and improved pavement markings.  |
| <b>G</b> | Continue to examine modifications to the intersection of Jeff Gordon Boulevard and Wall Street.   |
| <b>H</b> | Realign the intersection of Wall Street and Meridian Street and include marked turn-lanes.  |
| <b>I</b> | Extend Maple Street north of Wall Street to connect to Waters Way.  |
| <b>J</b> | Identify gaps in the sidewalk system and develop a plan to complete connections.  |
| <b>K</b> | Continue implementation of identified trail priorities and continue to evaluate and plan for new trails.  |
| <b>L</b> | Pursue alternative transportation funding for trail projects.   |
| <b>M</b> | Continue to improve safety for pedestrians in and around residential neighborhoods in an effort to reduce overall traffic speeds and raise driver awareness, including amendments to Town design and construction standards to require traffic calming improvements in new development. |
| <b>N</b> | Promote cooperation among local, county, and INDOT (Crawfordsville District, Cloverdale Sub-District) departments that have jurisdiction over Pittsboro's transportation network.   |
| <b>O</b> | Ensure desired right-of-way for future transportation projects is dedicated as part of the development review process.  |
| <b>P</b> | Work with Hendricks County and the Indianapolis Metropolitan Planning Organization (MPO) on continued thoroughfare planning for a north/south connector from the I-74/Jeff Gordon Blvd. interchange to Danville and Plainfield.   |

## GROWTH & SERVICES

### Goal

Maintain fiscal responsibility and ensure superior provision of community services in coordination with land use planning and projected growth.

### Objective

|          |  |
|----------|--|
| <b>A</b> | Manage growth to be consistent with infrastructure improvements and capacity.  |
| <b>B</b> | Continue to prioritize capital improvements to support both the existing and anticipated Town population.  |
| <b>C</b> | Continue to utilize the Town's annexation policy to maintain a fair level of service to all of Pittsboro while increasing assessed valuation, economic growth, and environmental protection. |
| <b>D</b> | Ensure new development projects contribute to the cost of infrastructure improvements necessitated by the development.   |
| <b>E</b> | Continue to improve Town/citizen communication and procedures for review and response to citizen concerns.   |
| <b>F</b> | Work with the Hendricks County Economic Development Partnership to develop a strategic economic development plan for the Town to complement ongoing regional efforts.                        |
| <b>G</b> | Explore incentives for redevelopment and infill projects in areas already served by necessary utilities and infrastructure.  |
| <b>H</b> | Ensure a mix of sizes and locations of public parks and open space to provide opportunities for both passive and active recreation.  |
| <b>I</b> | Create a plan for the Town-owned property south of W Main Street and west of S Maple Street.   |
| <b>J</b> | Update planning and zoning forms and applications and continue to improve digital access via the Town website.   |

## DOWNTOWN

### Goal

Capitalize on the existing businesses and historic qualities of the downtown to continue development of an inviting, small town, walkable district that includes shopping, dining, offices, and residences.

### Objective

|          |  |
|----------|--|
| <b>A</b> | Encourage pedestrian-oriented retail and service businesses to locate downtown.  |
| <b>B</b> | Support mixed use development with street-level retail on downtown properties.   |
| <b>C</b> | Ensure new structures built in the downtown reflect local character and context.   |
| <b>D</b> | Work with downtown property owners to create an organization dedicated to strengthening downtown aesthetics and function.                  |
| <b>E</b> | Create a downtown streetscape plan for Main Street as resources become available and interested parties are identified to lead the effort. |
| <b>F</b> | Improve bicycle and pedestrian connections between residential subdivisions and the downtown.  |
| <b>G</b> | Develop a public art program and identify appropriate locations for wall murals and freestanding art in the downtown.                      |

## COMMUNITY CHARACTER

### Goal

Protect and enhance positive elements of the built environment, cultural and historic resources, and intangible community characteristics to better define the identity of Pittsboro.

### Objective

|          |   |
|----------|---|
| <b>A</b> | Create visual gateways at key entry points into Town.   |
| <b>B</b> | Continue to utilize and update overlay district standards for major corridors to influence signage, landscape design, and building aesthetics.                                    |
| <b>C</b> | Develop a brand identity for the Town of Pittsboro to be used on signage, marketing, and other Town communications.   |
| <b>D</b> | Use the development review process to evaluate and improve how private projects can contribute to overall community character.  |
| <b>E</b> | Encourage public/private partnerships and cooperation in beautification and preservation efforts.   |
| <b>F</b> | Expand programming of parks and public spaces to create more festivals and events that celebrate the historical, cultural, and community identity of Pittsboro.                   |
| <b>G</b> | Increase civic participation across all age groups to build a more vibrant Pittsboro and grow the next group of community leaders.  |
| <b>H</b> | Improve the distribution of positive information about the community in order to spread good news and celebrate achievements, while combating negative attitudes and perceptions. |

A photograph of the Pittsboro Fire Department Station No. 111, a two-story brick building with a cupola on the roof. The station has two large bays with red fire trucks parked inside. The text "PITTSBORO FIRE DEPARTMENT STATION No. 111" is visible on the right side of the building.

# 4

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## Land Use

### WHY IS FUTURE LAND USE PLANNING IMPORTANT?

In order to plan for future growth and development, it is important to have an understanding of existing land use supply. The existing land use pattern shows not only where concentrations of certain uses are but also land available for development and what type of development pressures there may be. The current Town area is approximately 2,350 acres, or about 3.7 square miles. Single family residential development, agriculture, and industrial are the primary existing uses establishing the character of Pittsboro.

Future land use planning is an important part of the comprehensive plan process because it translates the vision, goals, and objectives into a tangible, physical form. Land use planning ensures a strong tax base, balances the mix of uses, promotes fiscally responsible infrastructure growth, and increases the quality of life for citizens in Pittsboro. The future land use map was created through examination of existing land use

patterns, zoning, resident input, and discussion with Town leadership and staff. In many instances, the existing land use is the desired future use and expected to continue indefinitely. However, there are some areas where changes in land use are anticipated as farm properties are developed for the first time or vacant and under-utilized properties are redeveloped.

The future land use plan should not be confused with zoning. While land use and zoning are related, they serve separate functions. Land use describes the activity that occurs on the land, single-family residential for example. Zoning then regulates the character, building size, density, and other development standards of that land use activity. There are often multiple different single-family residential zones, ranging from rural or estate in character to denser, traditional neighborhood forms like those around the Town center.

The future land use map is intended to be general in nature and not based on specific property lines. For this reason, it is drawn with

irregular shapes and symbols. This allows some development flexibility and interpretation on a project by project basis while still establishing the foundation by which to make judgments on the appropriateness of future development petitions. The land use plan is an influencing factor 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 as circumstances change in the Town over the next 20 years.

The Plan Commission, Town Council, and Town staff should use this map as a guide for future preservation, development, and redevelopment. Compatibility with the future land use map should be one of the many considerations analyzed as part of the development review process, and in reviewing new petitions for this area. If proposed projects conflict with the plan, certain questions should be asked as to why the conflict has occurred, whether there has been a shift in the value system of the community, whether it meets the intent of what is desired, or is it simply incompatible. Chapter 9, Implementation will detail more specifically the review and decision making process should a conflict occur.

The vision, goals, and objectives from Chapter 2 are incorporated into the future land use map that graphically illustrates the physical placement and organization of land uses throughout the Town. Physical planning includes defining locations for housing and businesses, the network for the delivery of goods and services, the condition of sewer and water systems, and the protection of natural resources.

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 Pittsboro should direct growth in the future. The first characteristic is the location of growth. With this characteristic, the plan focuses on the placement or direction that future growth will occur. The second characteristic is the quantity of growth. Focusing on quantity will determine the types,

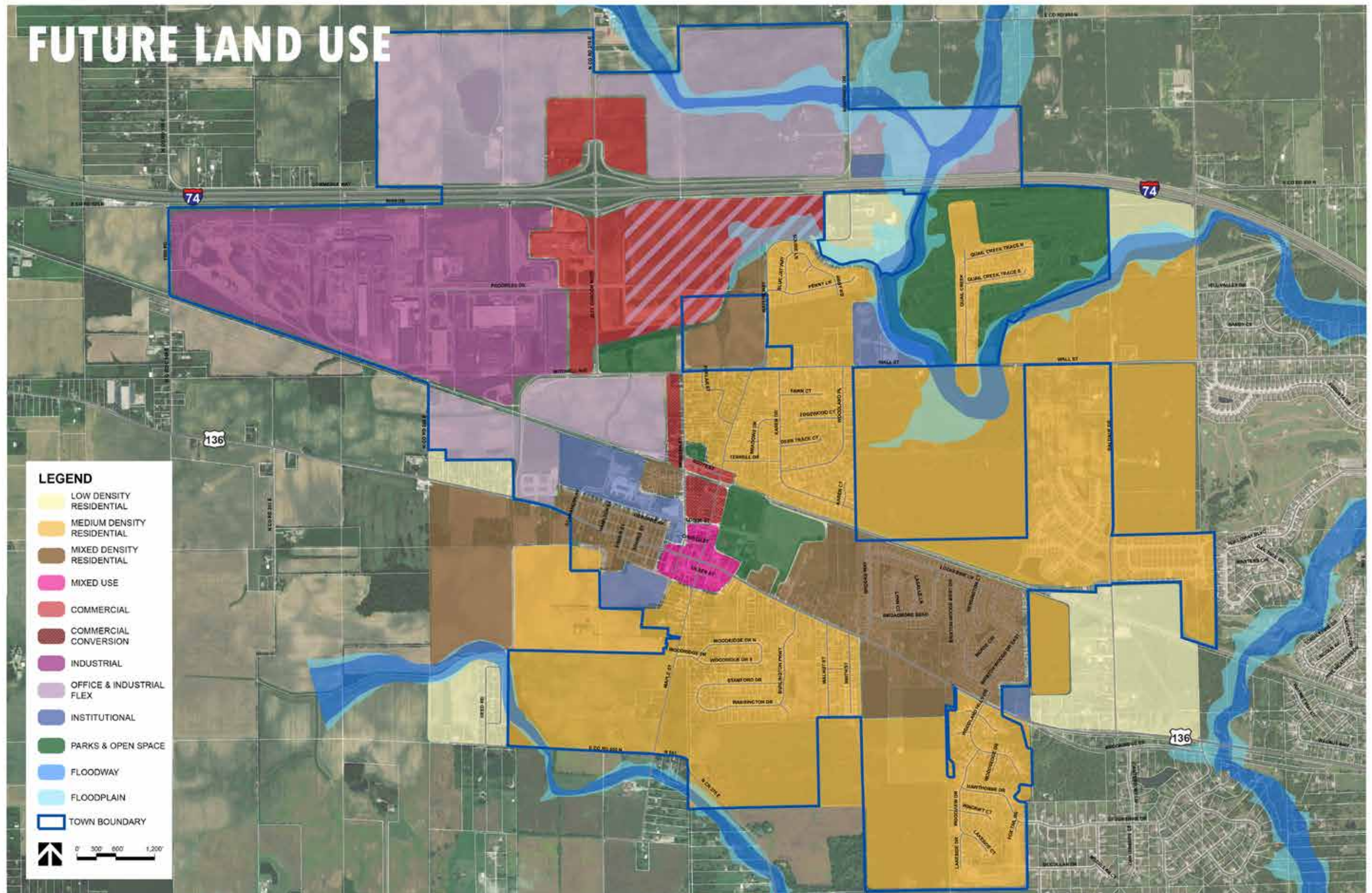
overall amounts, and densities of development appropriate for the Town. The last characteristic is the quality of growth. Quality factors include amenities and aesthetic characteristics associated with development.

The land use plan was developed around several strategies. First, the Town should continue to maintain its compact urban form. The second strategy maintains a contiguous development pattern. Both of these strategies will keep the costs of providing services and utilities down while increasing the tax base. Next, as the Town focuses on infill and redevelopment of parcels, a separation of intense uses from less intense uses should be maintained. The fourth land use strategy promotes a mix of uses within the downtown and other identified nodes. These identified areas should contain some component of commercial or office use on the first floor and office or residential uses on the upper floors. The final strategy is to continue to promote higher densities. While at times it can be an unpopular strategy, if higher density development is well designed and has quality construction it often maximizes the efficiency of infrastructure and helps to promote walkability in a community and bicycle-friendly design.

The following list of land uses and their descriptions accompanies the Future Land Use Map and serves as the guiding policy in making land use decisions within and around the Town of Pittsboro. Development character and not simply land use creates the overall image of the community and influences the attitudes of residents, visitors, and the business community. For this reason, the future land use designations aim to include descriptions of desired character and intensity in addition to generally permitted land uses.



# FUTURE LAND USE





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## FUTURE LAND USE DESCRIPTIONS



### Low Density Residential

The Low Density Residential district is established to provide areas for the development of single family detached, homes on large lots. This district can also be used for the location of limited public and institutional uses that are compatible with the adjacent residential areas they serve. Existing low density residential uses include large lot subdivisions as well as some strip development along county roads. Future residential strip development should not be allowed. Typical densities should range from one unit per acre to three units per acre and may be determined by the ability to extend public utilities.



### Medium Density Residential

The Medium Density Residential district is established to promote the development of traditional single family detached subdivisions. Small amounts of single family attached dwellings or duplexes may be included as a component of a larger development where overall density reflects adjacent development. Limited public and institutional uses are also appropriate. These neighborhoods should include coordinated open spaces and amenities, have adequate access to transportation systems, and must be served by public utilities. Gross densities will generally be between three and six units per acre.



### Mixed Density Residential

The Mixed Density Residential classification is intended for a range of housing types including single family detached homes on lots of varying size, townhomes, duplexes, and apartments. Densities and housing types may vary but should always consider surrounding character; more dense portions of a development should scale down to reflect adjacent context. These areas allow for greater flexibility in form and scale to achieve active, cohesive, and vibrant neighborhoods. Mixed residential developments should be designed around common open space and amenity areas. Multi-family apartments will only be appropriate at certain locations given



surrounding development patterns and the nearby transportation system. These areas should be developed in a walkable and connected pattern to reinforce traditional neighborhood design and quality residential character, architecture, building materials, and massing. Mixed residential development should be designed around natural features to highlight existing tree stands, ponds, and water courses as accessible community amenities. Parks, schools, religious institutions, and other community facilities may be included in the mixed density residential classification at appropriate locations.

### **Mixed Use**

The Mixed Use district may include properties that contain both residential and commercial uses in one building or it may be that residential, office, and retail uses are developed in close proximity with compatible character. The benefits of allowing mixed uses include the opportunity for diverse and affordable housing, bicycle and pedestrian-friendly destinations, and an enhanced sense of place. Uses in this district are established to promote development of areas for convenience uses that tend to meet the daily needs of the residents of the immediate residential areas. Uses within this district should be regulated in intensity and character to ensure compatibility with surrounding land uses. Development in this district should be limited in size and scale to promote pedestrian access.



### **Commercial**

The Commercial district is established to provide a location for higher volume and higher intensity commercial uses than that of the mixed use areas. Activities in this district are often large space users that prefer to be located along a primary arterial street. Uses in this district include shopping, service, recreation, office, institutional, and other employment generating uses. Generally, commercial development in this district should have a coordinated style or theme of architecture, and contain significant landscaping. .







## Commercial Conversion

The Commercial Conversion classification applies to properties that are currently experiencing, or are anticipated to experience, an increased demand for commercial and higher intensity residential uses in an area that has primarily been single family residential in use. It is important to protect the visual appearance and composition of these areas and to put forth a positive image for Pittsboro. Any new commercial uses should be compatible with the established residential character and improve the aesthetic and architectural character of the corridor.

## Industrial

The Industrial district is established to encourage development of manufacturing and processing facilities. Uses permitted in this district generally include manufacturing and industrial activities which may generate impacts to adjacent properties. As such, consideration must be given to location, buffering, and negative impacts associated with individual uses. Land uses in this district require extensive community facilities, infrastructure, and access to major transportation routes.



## Office & Industrial Flex

The Office & Industrial Flex district is intended to provide for a range of office, research and development, light industry, and small-scale warehousing uses that will create employment centers for Pittsboro. These areas could include a combination of both high intensity users with multi-story buildings on large parcels and groups of smaller structures in a campus setting. All operations shall be completely contained within enclosed structures. This district is intended to function as a "gateway" land use, with easy access and high visibility from primary transportation routes. Many light industrial operations resemble office buildings from the exterior and as such are compatible in flex areas. The district can also be used as a transitional use or buffer between heavy industrial or outdoor commercial development and lower intensity residential or commercial land uses. Some commercial support uses may be included as a secondary element.





### **Institutional**

The Institutional district identifies areas for the development of governmental, educational, and religious uses. Uses could include government offices and facilities, recreation facilities, public schools, and churches. Densities, building design and landscaping shall be compatible with surrounding area. Buffering requirements may or may not apply, depending on the nature of the activity and the location of the use in relation to other uses.



### **Parks & Open Space**

The Parks & Open Space district is established to promote the protection and recreational use of flood plains, public parks, and general open spaces. These areas are not expected or intended to develop for intensive urban or suburban uses within the near future. The Parks & Open Space district plans for land uses associated with recreation and protect natural areas, to conserve the desirable characteristics of the land.



### **Floodway & Floodplain**

While not specifically land uses, the floodway and floodplain have been identified on the future land use map to help inform thoughtful planning decisions regarding responsible development. The floodway includes the river channel and adjacent lands that are reasonably required to discharge flood waters downstream. The 100-year floodplain is any area that is susceptible to being inundated by water during a 100-year flood event. A 100-year flood is not one that will occur every 100 years but is instead a flood that has a one percent chance of happening in any given year.

## OBJECTIVES & ACTION STEPS

### GOAL

Continue to develop a thoughtfully balanced combination of land uses that support a mixture of residences, businesses, and industries while preserving natural features and environmentally sensitive areas.

*The creation, evaluation, and implementation of plans, goals, and objectives are all policy decisions at the discretion of the applicable elected and appointed officials of the Town of Pittsboro.*

### OBJECTIVES

#### **A. Promote redevelopment, infill, and reconfiguration of underutilized properties already within the Town.**

1. Conduct inventory and analysis of existing housing stock in the traditional Town core.
2. Identify non-residential buildings with adaptive re-use potential.
3. Identify targeted locations within the Town where incentives should be used for development.
4. Offer incentives to developers and property owners for property rehabilitation and infill construction. This may include: upgraded infrastructure, property tax abatements, or density bonuses.
5. Ensure development applications for properties within targeted locations comply with the recommendations of the comprehensive plan.

#### **B. Encourage residential development that reflects surrounding residential character and intensity to maintain the image representative of Pittsboro.**

1. Assess current residential activities in various parts of the city taking into account future land use, location, and existing development.
2. Assess the current Zoning Ordinance and zoning map to determine potential adjustments to residential activity levels,

architecture, bulk, massing, open space and setback requirements.

3. Amend the current Zoning Ordinance and zoning map to adjust requirements so that residential activity levels, architecture, bulk, massing, open space and setback requirements are more in-line with the character of existing development while also taking into account the desired intensity.

#### **C. Ensure changes in land use are supported by adequate utilities and transportation infrastructure.**

1. Develop an adequate facilities ordinance that limits the extension of Town utilities to those areas where annexation and identified growth and/or redevelopment is desired.
2. Where feasible and dependent upon available resources and property owner support, extend or upgrade Town utilities and infrastructure to targeted development and redevelopment areas in anticipation of desired growth.
3. Do not approve new developments where major utility infrastructure is needed and where utility infrastructure cannot be extended before applications for building permits are received.

#### **D. Improve the aesthetic quality of commercial and industrial development.**

1. Create a committee to lead efforts to improve the aesthetic quality of commercial and industrial development.
2. Conduct committee education on urban design and design regulation.
3. Identify funding opportunities for façade improvements and other aesthetic upgrades to existing businesses.
4. Review examples of design guidelines adopted by other communities.
5. Determine the type and character of development appropriate for the Town.



6. Amend the zoning ordinance to include design guidelines demonstrating desired aesthetics for commercial and industrial development.
7. Track the before and after condition of developments to evaluate the effectiveness of the zoning ordinance.

**E. Establish the area around Jeff Gordon Boulevard as an economic and employment center in Town.**

1. Establish a vision for Jeff Gordon Boulevard and adjacent lands.
2. Create a sub-area plan for the corridor that outlines land use and development character, access management, and multi-modal transportation facilities.
3. Create an economic development strategy for the corridor.
4. Work with property owners and the development community to implement recommendations of the sub-area plan.
5. Monitor and amend the Zoning Ordinance development regulations as necessary to ensure development products meet the community vision for the area.

**F. Use future land use planning and zoning regulations to protect and preserve critical wildlife habitats, natural drainage areas, and wetlands.**

1. Identify environmentally sensitive lands and critically important habitats within the Town.
2. Amend the Zoning Ordinance to include provisions for the protection of these sensitive or important areas. For example a Flood Hazard Zoning District or Overlay District could be used to protect lands within the floodway and floodplain.
3. Amend the Zoning Ordinance, as needed, to remove barriers to green infrastructure best practices and other sustainable development principles.

4. Work with property owners and developers to alleviate site planning issues and ensure habitat and natural feature protection.

**G. Continue to review and update the future land use plan to ensure accordance with community goals and development trends.**

1. Include a review of the future land use plan as an agenda item at one Plan Commission meeting per year.
2. Make minor amendments to the future land use plan and comprehensive plan text as needed. The amendment process should include public engagement and must be noticed and approved after a public hearing.
3. Update the comprehensive plan on a periodic basis. Unless otherwise directed by the Plan Commission or Town Council, plan updates should occur approximately every five years.

**H. Promote light industrial and supporting commercial development north of Interstate 74.**

1. Coordinate with the Hendricks County Economic Development Partnership regarding future land use planning and recent infrastructure improvements in this area.
2. Work with property owners to market their properties in alignment with Town goals for development.
3. Continue to plan for and increase infrastructure capacity to serve new development.
4. Support property rezonings that are in line with the desired development character for the area.

**I. Encourage housing development that represents a range of sizes and affordability levels, close to services and amenities. This should include apartments, townhomes, nursing homes, and rehabilitation centers.**

1. Evaluate the Unified Development Ordinance and other planning documents to allow a diverse housing stock.
2. Amend the Unified Development Ordinance to include a range of residential and mixed use districts that include development standards and incentives for attached, detached, live work, mixed use, and accessory dwelling units.
3. Support land use and zoning changes that will lead to provisions for more diverse housing types.
4. Periodically review development regulations to assess their effectiveness in leading to a variety of housing types.

**J. Utilize existing residential areas more effectively through infill construction on vacant lots and reducing barriers to the construction of accessory dwelling units.**

1. Create an infill and redevelopment guide to identify appropriate building types and character in established neighborhoods.
2. Support desired infill and redevelopment through public investments in infrastructure improvements and beautification efforts.
3. Continually enforce Town codes to protect investment and property values in Pittsboro neighborhoods

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## Transportation

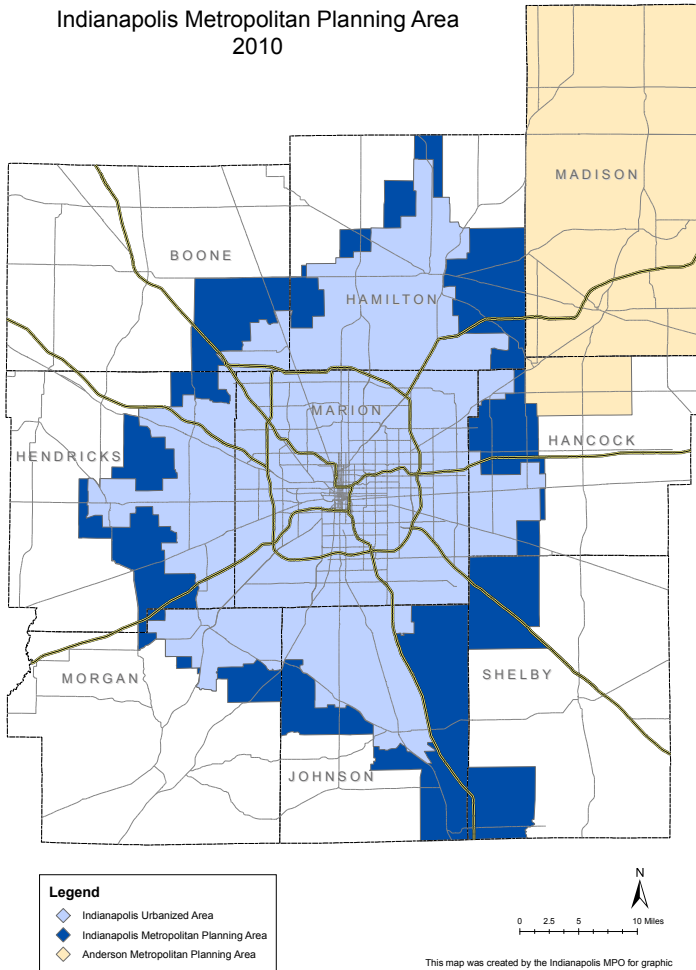
### INTRODUCTION

Pittsboro's size and location in the Indianapolis metropolitan area greatly influence transportation options and available travel choices. A recurring theme heard throughout the planning process was a desire to become more walkable and less car-dependent when trying to meet daily needs. Creating and maintaining a more balanced, multi-modal transportation system that serves users of all ages and abilities will require a change in thinking. Instead of focusing on moving as much traffic as quickly as possible often at the expense of other transportation modes, transportation decisions should be based on providing choice, balance, and making connections between driving, walking, and bicycling.

Multiple agencies and organizations have influence over roadways in Pittsboro. While the Town controls the majority of road segments and is responsible for their maintenance, some of the primary routes are controlled by the Indiana Department of Transportation (INDOT). This includes Interstate 74 and US Highway

136. Additionally, decisions made by Hendricks County and the Town of Brownsburg can have a substantial impact on travel within Pittsboro. The Indianapolis Metropolitan Planning Organization (MPO) is responsible for managing long-range transportation projects within the Metropolitan Planning Area (MPA) in which Pittsboro is included. Improvements to Interstate 74 and US Highway 136 will need to be identified long in advance and included in MPO long-range planning documents. Additional projects seeking federal Transportation Alternative Program funds must also be included in MPO regional plans. Going forward, coordination with all of these agencies will be necessary to protect and enhance both the local transportation network as well as connections to other regional destinations.

Indianapolis Metropolitan Planning Area  
2010



*Pittsboro falls within the Urbanized Area of the Indianapolis MPO's planning area.  
Source: Indianapolis MPO*

## TARGETED IMPROVEMENTS

In addition to creating more walking and bicycling options in Pittsboro, specific transportation issues identified during the planning process include:

- Intersections to monitor
  - » Waters Way / Maple Street / Wall Street
  - » Baldauf Drive and US Highway 136
  - » Maple Street, County Road 375 E, and County Road 651 N
- Width of Maple Street north of US Highway 136
- Design issues with Jeff Gordon Boulevard,

specifically at the intersections of Interstate 74, Progress Way and Wall Street

- Upgrade and beautification of Jeff Gordon Boulevard
- Private roads are not clearly identified
- Terrell Drive (private drive) is not connected to Karen Drive in Deer Meadows
- There are line-of-sight issues at Baldauf Drive
- Safe routes to the high school need to be identified

## TRANSPORTATION GUIDING PRINCIPLES

In addition to the objectives and action steps presented later in this chapter, a series of guiding principles was developed to help direct future transportation planning and decision making. The principles are:

- Safety is the main priority for all travelers.
- Pedestrian and bicycle travel should be a part of every plan.
- The transportation system must be integrated with adjacent existing and planned future land uses.
- Connectivity between existing neighborhoods, proposed trails, and community destinations is essential.
- Congestion should be minimized to provide a safer and more efficient vehicular transportation system.
- Continued coordination with other municipalities and organizations should be enhanced to support regional transportation planning.

## THOROUGHFARE PLAN

The thoroughfare plan map classifies roads and road segments according to the purpose they serve within the Town's transportation system. The designations are based on existing lanes and right-of-way, anticipated future land uses, and associated travel demand. The Thoroughfare Plan includes six classifications that also reflect urban, suburban, and rural context. Roadways that do not currently exist are shown as dashed lines on the following map. In all cases the

design specifications should be used as goals; in some instances insufficient right-of-way or unique characteristics will not make it possible to include the desired number of lanes, pedestrian or bicycle facilities, or planted buffer yards.

The 2006 Orderly Growth Plan may be used as a starting point for some of the recommended transportation improvement projects but additional study and engineering will be required when project implementation begins.

### Interstate

Interstates function as high-speed, limited access roadways with high traffic volumes on a daily basis. They include two or more travel lanes in each direction divided by a planted median or structural wall. To maintain traffic flow, all access must be fully controlled, intersections with other roadways be grade separated, and no driveways allowed. Wide lane widths and the presence of shoulders provide driver comfort and allow for higher speeds. Bicycle and pedestrian travel along interstates is prohibited.

Example: Interstate 74

### Urban Arterial

Arterials are designed to carry moderate traffic volumes at high levels of service for trips to, from, and within the community. In the urban context of the traditional town center, urban arterials are characterized by two travel lanes and the presence of sidewalks on both sides of the street. Both on-street parking and a planted buffer or tree lawn may or may not be present, depending on right-of-way width. Arterials generally need to accommodate a range of vehicle types including cars, trucks, and buses as well as pedestrians and bicyclists. Special design considerations should be made to ensure safe mobility of all users.

Example: Main Street, Meridian Street







### Suburban Arterial

In the suburban context, arterial roadways carry high traffic volumes at high levels of service. Access to adjacent development should be consolidated to significant points. The recommended design for suburban arterials is four lanes, divided, with a multi-use path and tree lawn on both sides. Like urban arterials, suburban arterials should be designed to accommodate a variety of users and vehicle types.

Example: Jeff Gordon Boulevard



### Suburban Collector

Collector roadways are designed for slower speed and shorter travel when compared to arterials. Collectors provide land access by collecting traffic from local roads and connecting to arterials. Collectors should be two lanes with a multi-use path along at least one side of the road. While interstates and arterials are often owned by the Indiana Department of Transportation, collectors are most commonly owned by the Town.

Example: Wall Street east of Meridian Street, E US Highway 136



### Suburban Local

Local roads are generally low traffic roads meant to provide access to adjacent development. In a suburban context, local roads are frequently the streets within a subdivision. Desired speeds are slower because of the residential nature of adjacent land uses. They should be two lanes and sidewalks should be present along both sides of the street. Bicycles are often able to share local streets with vehicles because of the comparatively lower speeds and traffic volumes.

Example: Brixton Woods Drive, Karen Drive

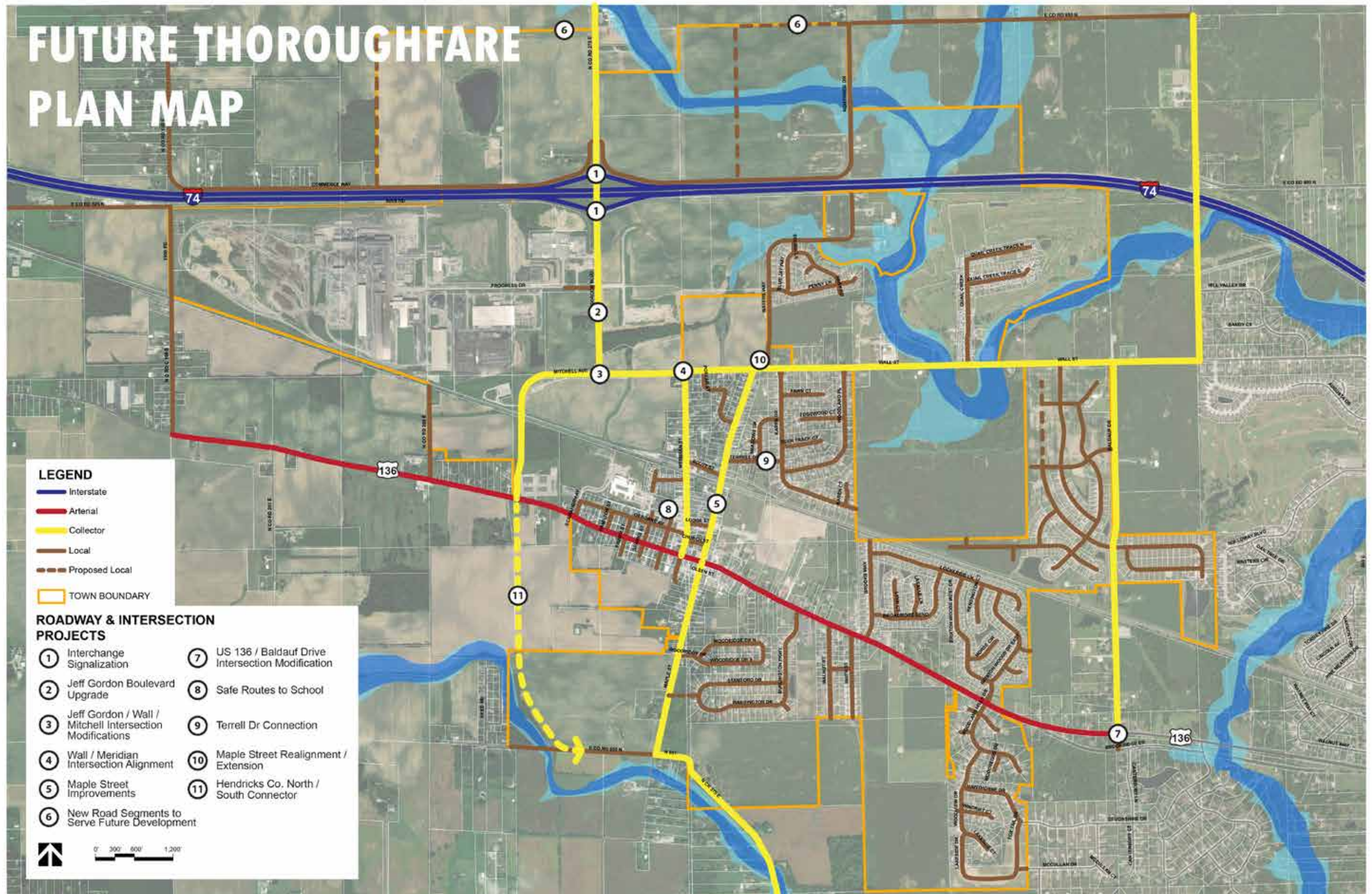


### Rural Local

In a rural context, local roads are often two lanes and do not include dedicated bicycle and pedestrian facilities. These are often numbered county roads.

Example: N County Road 475 E, E County Road 750 N







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The following table lists recommended roadway and intersection projects and relative priority. Roadway safety and level of service should be evaluated as development occurs and existing buildings change use. This list is meant only to be a guide and is subject to budgetary constraints and

changing conditions. Additionally, the decision to undertake any project at a particular time is a discretionary policy decision. Priorities may change and projects may need to be added to the list while others may be removed.

| PROJECT   | SHORT TERM<br>(0-3 YRS.) | MEDIUM TERM<br>(3-8 YRS.) | LONG TERM<br>(8+ YRS.) |
|---|--------------------------|---------------------------|------------------------|
| Interstate 74 Interchange Improvements                            |                          |                           | ✓                      |
| Jeff Gordon Boulevard Upgrade                                     |                          | ✓                         |                        |
| Jeff Gordon Boulevard / Mitchell Street Intersection Modification |                          |                           | ✓                      |
| Wall Street / Meridian Street Intersection Alignment              |                          | ✓                         |                        |
| Maple Street Improvements and/or Widening                         |                          | ✓                         |                        |
| New Road Segments   |                          |                           | ✓                      |
| US 136 / Baldauf Drive Intersection and Line of Sight Issues      |                          | ✓                         |                        |
| Safe Routes to Schools  | ✓                        |                           |                        |
| Terrell Drive and Karen Drive Connection                          |                          |                           | ✓                      |
| Maple Street Realignment / Extension                              |                          |                           | ✓                      |
| Hendricks County North / South Connector                          |                          |                           | ✓                      |

## TRAILS AND MULTI-USE PATHS PLAN

The need for improved bicycle and pedestrian facilities in Pittsboro was a consistent theme throughout the planning process. Multi-modal facilities not only provide increased transportation choices and recreation amenities but also contribute to community character, improve quality of life, and can act as an economic development tool. The Town should strive to develop a system that connects existing and future neighborhoods, commercial destinations, parks and schools, as well as other regional trails and paths.

The trails and multi-use paths recommended on the following map should generally be constructed as 10 - 12 foot wide, hard surfaces that can be shared by pedestrians, bicyclists, and other non-

motorized users. The primary distinction between a trail and a multi-use path is whether it is located adjacent to a roadway. Multi-use paths are located within the road right-of-way and may be present on one or both sides of the street. When present only on one side of the street, a sidewalk is recommended on the other side. Multi-use paths are often used as a transportation alternative; therefore, a planted strip should be installed as a buffer between the roadway and the path where feasible.

The word "trail" is used to describe paths that are not located adjacent to a road but instead follow natural features, rail corridors, utility corridors, or other features. These act as bicycle and pedestrian "highways" and frequently become popular recreation amenities in the community.

### Multi-Use or Side Path

Paved path, a minimum of 8' wide (10-12' preferred) hosting pedestrians and bicyclists. Typically located within a road right-of-way and can be an alternative to a sidewalk.

### Trail / Greenway:

Paved multi-use path, a minimum of 8' wide (10-12' preferred) used for recreation and commuting. Located along natural features, rail lines, or utility corridors. A linear park.

### Sidewalk:

Hard surface walkway, a minimum of 4' wide (6-8' preferred) along a street or right-of-way, typically for exclusive pedestrian use.

### Sidewalk Enhancement:

Replacement of existing sidewalk given poor condition. Widening where possible within existing right-of-way. Incorporation of ADA compliant curb ramps and tactile warning strips.









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## ENHANCED CROSSING APPLICATIONS

The following photos and text describe enhanced street crossing applications that should be

explored with all roadway and bicycle/pedestrian projects to ensure safe crossing for alternative transportation users.

### Crosswalk Striping

Crosswalks are used to assist pedestrians in crossing streets and help to alert motorists to their possible presence. Crosswalks legally exist at intersections whether they are marked or not, unless the pedestrian crossing is specifically prohibited. Parallel striping is the most basic type of crosswalk marking. Continental or ladder crosswalk markings provide greater visibility of the crossing location. The ladder style crosswalk is recommended to be the standard in Pittsboro.

### Raised crosswalk

Raised crosswalks can eliminate grade changes for pedestrians and give them greater prominence in the crosswalk. These treatments should only be used in areas where a special emphasis on pedestrians is needed. In all cases, detectable warnings must be used to alert people with vision impairments that they are entering the roadway. Additionally, raised crosswalks and medians should not have adverse impacts on emergency response routes.



### In-street signs

In-street "Stop for Pedestrians" signs are plastic, paddle signs placed in the center of the roadway at uncontrolled crosswalk locations. The purpose of in-street signage is to increase the awareness of crossing facilities at uncontrolled intersections and mid-block crossings.



### Rectangular Rapid Flashing Beacon (RRFB)

Flashing beacons call attention to the pedestrian crossing and are generally activated by pedestrian push button or a pedestrian detection device. Once activated, the beacon produces an irregular flashing pattern for a prescribed length of time. RRFBs are merely a warning device, not a traffic control device. RRFBs are useful at mid-block crossings but should not be installed at intersections controlled by stop sign or traffic control signals.



### Pedestrian Hybrid Beacon (HAWK)

A Pedestrian Hybrid Beacon is a combination of a beacon flasher and a traffic control signal for marked crosswalks. When a pedestrian presses the button to activate the beacon, a series of flashing and then solid lights require drivers to stop at a marked line, very similar to a typical traffic signal. Once the solid red light has been established, a "walk" signal is illuminated, indicating safe crossing for the pedestrian. HAWK signals should only be used at mid-block crossings.



## OBJECTIVES & ACTION STEPS

### GOAL

Provide an efficient and connected transportation system that includes multiple modes and can be safely utilized by all ages and abilities.

*The creation, evaluation, and implementation of plans, goals, and objectives are all policy decisions at the discretion of the applicable elected and appointed officials of the Town of Pittsboro.*

### OBJECTIVES

#### **A. Adopt a complete streets policy to ensure future roadway designs and reconstructions consider safe and comfortable accommodations for all users.**

1. Create a complete streets policy committee with representatives from the Engineering Department, Planning Department, Plan Commission, Town Council, Parks Department, and community.
2. Establish a vision, strategy, and goals for the policy.
3. Develop evaluation criteria for the provision of necessary modes.
4. Draft a complete streets policy to guide future transportation decisions.
5. Adopt the policy.

#### **B. Coordinate future land use planning with transportation system improvements to ensure sufficient roadway capacity to serve anticipated traffic volumes.**

1. Define criteria for evaluating capital improvements.
2. Maintain an on-going list of potential projects and anticipated capital needs.
3. Continue to require a traffic study where appropriate with new development petitions to ensure adequate roadway capacity.
4. Periodically update and adopt the Town's Capital Improvement Plan based on anticipated need and projected growth.

#### **C. Explore options to include the provision of bicycle facilities as a development regulation in the zoning ordinance.**

1. Determine facility types that are appropriate from a design and engineering standpoint for Pittsboro.
2. Incorporate facility design guidelines and standards into the overall construction standards for Pittsboro for both public and private projects.
3. Modify the zoning ordinance to incorporate facility standards and requirements for bicycle parking.
4. Adopt changes to the zoning ordinance.

#### **D. Continue to advocate for INDOT improvements to the I-74/Jeff Gordon Boulevard interchange.**

1. Designate a liaison to coordinate Town goals and objectives with INDOT and the Indianapolis MPO.
2. Take an active role in working to get an improvement project included in the next update of the MPO's Long Range Transportation Plan.

#### **E. Incorporate Town signage and branding into any future improvements at the I-74/Jeff Gordon Boulevard interchange.**

1. Maintain coordination with INDOT regarding potential improvements to the interchange.
2. Pursue funding for gateway and signage improvements.
3. Leverage local funding with INDOT to construct gateway and signage improvements as part of a larger INDOT interchange enhancement.



**F. Construct Jeff Gordon Boulevard as a four-lane roadway with center median/left-turn lane, bicycle and pedestrian facilities, consistent landscape treatment, and improved pavement markings.**

1. Identify and acquire funding for design.
2. Develop design alternatives and conduct preliminary engineering.
3. Conduct public outreach regarding overall project goals and alternatives.
4. Finalize design recommendations.
5. Identify and acquire funding for property acquisition and construction.
6. Acquire right-of-way.
7. Advertise for bids and select contractor.
8. Construct new roadway design.

**G. Continue to examine modifications to the intersection of Jeff Gordon Boulevard and Wall Street.**

1. Use the 2006 Orderly Growth Plan as the basis to examine modifications to the intersection.
2. Retain engineering services to more closely examine potential intersection geometry and traffic volumes.
3. Conduct public outreach to determine the preferred intersection type (roundabout, signalized, etc.)
4. Retain engineering services to design the intersection modifications.
5. Construct intersection modifications as dictated by traffic level of service and adjacent land use needs.

**H. Realign the intersection of Wall Street and Meridian Street and include marked turn-lanes.**

1. Identify and acquire funding for design.
2. Develop design alternatives and conduct preliminary engineering.
3. Conduct public outreach regarding overall project goals and alternatives.
4. Finalize design recommendations.
5. Identify and acquire funding for property acquisition and construction.
6. Acquire right-of-way.
7. Advertise for bids and select contractor.
8. Construct new intersection design.

**I. Extend Maple Street north of Wall Street to connect to Waters Way.**

1. Identify and acquire funding for design.
2. Develop design alternatives and conduct preliminary engineering.
3. Conduct public outreach regarding overall project goals and alternatives.
4. Finalize design recommendations.
5. Identify and acquire funding for property acquisition and construction.
6. Acquire right-of-way.
7. Advertise for bids and select contractor.
8. Construct new roadway segment.

**J. Identify gaps in the sidewalk system and develop a plan to complete connections.**

1. Conduct a review of the existing sidewalk system.
2. Identify gaps and facilities in need of maintenance and repair.
3. Develop criteria by which to evaluate future sidewalk projects. Recommended factors include:
  - Presence of a school route
  - Prevalence of accidents
  - Pedestrian counts
  - Connections – will the segment connect two existing sidewalks
  - Auto traffic
  - Existing and needed right-of-way
4. Prioritize the list of sidewalk projects.
5. Obtain funding and/or dedicate Town funds to priority projects.
6. Obtain right-of-way and/or easements and install sidewalk connections.

**K. Continue implementation of identified trail priorities and continue to evaluate and plan for new trails.**

1. Create an Alternative Transportation task force.
2. Prioritize trail and other alternative transportation projects.
3. Develop implementation schedules.
4. Identify and pursue funding opportunities.
5. Construct trail facilities as funding becomes available.
6. Ensure all improvements are ADA compliant to achieve a range of mobility options and accessible community design.

**L. Pursue alternative transportation funding for trail projects.**

1. Create an Alternative Transportation task force.
2. Work with the Indianapolis MPO to include priority trail projects in the next update of the Indianapolis Regional Transportation Improvement Program (IRTIP).
3. Apply for Transportation Alternatives Program (TAP) grants administered by INDOT for the projects included in the IRTIP.
4. Work with the B&O Trail Association and other non-profits organizations to pursue private funding for trail projects.

**M. Continue to improve safety for pedestrians in and around residential neighborhoods in an effort to reduce overall traffic speeds and raise driver awareness, including amendments to Town design and construction standards to require traffic calming improvements in new development.**

1. In conjunction with safe routes to school planning, connectivity studies and amendments to the UDO, continue to encourage best-practices for traffic calming in residential areas.
2. Research best practices and develop acceptable standards for Pittsboro to incorporate into construction standards for public and private projects.
3. Amend the UDO to incorporate traffic-calming standards into subdivision design and roadways that will be dedicated to the Town, if warranted.
4. Determine areas where speed or volume reduction is necessary for safety considerations and incorporate traffic-calming measures into long-range transportation plan.
5. Pursue funding for implementation of public improvements.

**N. Promote cooperation among local, county, and INDOT (Crawfordsville District, Cloverdale Sub-District) departments that have jurisdiction over Pittsboro's transportation network.**

1. Meet with the Hendricks County Highway Department, local INDOT district, and Indianapolis Metropolitan Planning Organization to keep them informed of recommended transportation improvements in the comprehensive plan.
2. Continue to work with all jurisdictions to program transportation improvements into county, regional, and state capital improvement programs in order to secure funding.

**O. Ensure desired right-of-way for future transportation projects is dedicated as part of the development review process.**

1. Review and amend the UDO as necessary to ensure proper right-of-way dedication.
2. Continue coordination of regional transportation planning with the MPO and Hendricks County.
3. Continue to use the subdivision and site development plan review process to require dedication of needed right-of-way.

**P. Work with Hendricks County and the Indianapolis Metropolitan Planning Organization (MPO) on continued thoroughfare planning for a north/south connector from the I-74/Jeff Gordon Blvd. interchange to Danville and Plainfield.**

1. Continue participation in regional transportation planning organizations and committees.
2. Advocate to INDOT for prioritization of the north/south connector in their long-range plans and funding allocations.
3. Require right-of-way dedication if properties develop along the future route.

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# 6

# G S

## Growth & Services



### INTRODUCTION

There is little doubt that Pittsboro will continue to see growth into the future given the Town's unique character, quality schools, affordable homes, and proximity to Indianapolis. All growth and development within Pittsboro has a fiscal impact on Town resources in both a positive and negative manner. Development requires the extension of additional services which means increased personnel and capital costs. At the same time, most new development also increases tax revenues, offsetting some or all of those costs. Traditionally, commercial office development and industrial development requires a lower level of service outlays and pays a higher proportion of property taxes resulting in a new revenue increase for local government. This helps keep overall tax rates low. Conversely, low density residential development often requires higher service outlays and sometimes does not result in enough revenue to pay those outlays long-term. For this reason, it is important that a mix of land uses are encouraged so the net effect of development allows for expanded services without increasing tax rates.

Strategies to help assure more fiscally responsible development include encouraging higher densities and a mixture of uses in new projects. Low density and scattered development leads to costly and inefficient delivery of public services, including police and fire protection, schools, water, and wastewater utilities. Increased dependence on automobiles leads to higher traffic volumes and subsequent expenditures on road construction, maintenance, and traffic enforcement. Mixed-use projects which include commercial and residential uses provide a stable tax base. Additionally, mixed-use can lead to shorter trips, often including walking and bicycling, for daily needs. This means a reduction in traffic volumes allowing for decreased expenditures on roads. Regulating this pace of growth and future development patterns responsibly will ensure the long term success of the Town.

## INFRASTRUCTURE & UTILITIES

As Pittsboro continues to develop, the Town's growth must coincide with the expansion of the Town's utility systems. These systems require continual investment to keep pace with demand, replace aging infrastructure, and keep systems in a state of good function. Maintaining these systems depends upon future revenue streams. Most utilities are funded through monthly usage bills as well as tap and availability fees at the time of construction. Additionally, a flat fee is charged for stormwater and an impact fee is charged for parks.

Land use planning both within Town limits and in the surrounding area should precede and not follow annexation and the extension of utility infrastructure. Additionally, developers benefitting from public infrastructure expansion should be required to contribute to the financing of such expansion. Provisions in the zoning ordinance and subdivision control ordinance should be used to guarantee adequate public facilities and a high quality of life through infrastructure and service delivery.

## CAPITAL IMPROVEMENTS PLANNING

A capital improvements plan or capital improvements program (CIP) is a detailed guide for how the Town will plan and fund public facilities and infrastructure. It typically includes both new construction projects and the replacement or reconstruction of existing facilities. CIPs are generally created to detail a three to six year period and serves as a tool by which to implement comprehensive plan. The document states the Town's prioritization of the financial resources available for capital project spending by identifying which projects should be included, when they should be constructed, and how they will be financed.

It is recommended that the Town implement a capital improvements planning program. The plan would represent the Town's tentative commitment to projects unless circumstances or priorities change in the future. The commitment is more certain in the first year of the CIP and



*Costly capital improvement projects such as a utility upgrade or road reconstruction should be planned well in advance to ensure adequate funding.*

becomes increasingly more tenuous in subsequent years. Nevertheless, the CIP should be used as the Town's present plan and priority over the next three to six years.

## ANNEXATION

Annexation is the legal process by which a town or city expands its boundaries. Once an area is annexed, it receives municipal services such as police, fire and capital improvements. During the annexation process, the Town may apply zoning to the properties. Through application of the development controls in the zoning ordinance, annexation prevents the establishment of incompatible development and protects existing and future land uses. Annexation can therefore be used as a growth management tool by promoting orderly development patterns. Indiana Code (IC 36-4-3) specifies the methods and requirements that must be followed to pursue annexation.

Annexations may be initiated by the Town or by property owners. Traditionally, the Town has not pursued involuntary annexations, however they reserve that right. Annexations typically occur due to:

- Congruency
- Area is currently served by utilities



*Properties almost completely surrounded by the Town (left) as well as the area north of Interstate 74 (right) could potentially be annexed pending future development. Criteria should be developed to guide future annexations.*

- Agreement with developer who is developing parcel of land
- Petition by local residents

The Town has an annexation policy to provide the guidance and rationale by which to consider potential annexation actions and more closely match the timing of development to the provision of public services. This policy should be periodically reviewed to ensure compliance with State statutes and community goals. Additionally, as annexations are approved, the Town should update the future land use map to reflect the change in Town boundaries. The future land use map should reflect the existing use as the future use unless otherwise stipulated by the Town Council at the time of annexation.

## OBJECTIVES & ACTION STEPS

### GOAL

Maintain fiscal responsibility and ensure superior provision of community services in coordination with land use planning and projected growth.

*The creation, evaluation, and implementation of plans, goals, and objectives are all policy decisions at the discretion of the applicable elected and appointed officials of the Town of Pittsboro.*

### OBJECTIVES

#### A. Manage growth to be consistent with infrastructure improvements and capacity.

1. Discourage new developments where major utility infrastructure is needed and where utility infrastructure cannot be extended before applications for building permits are received.
2. Consider the cumulative impacts of new development including availability of services, transportation access, natural resources, and environmental constraints.
3. Encourage compact development to reduce land consumption and infrastructure costs.



**B. Continue to prioritize capital improvements to support both the existing and anticipated Town population.**

1. Maintain an inventory of existing capital assets.
2. Review Town finances with the Clerk Treasurer and the Town's financial advisor.
3. Review previously approved but unimplemented or incomplete projects.
4. Compile a list of new capital project requests, including anticipated costs.
5. Develop criteria by which to prioritize projects.
6. Prioritize the list of projects.
7. Develop the financing plan.
8. Adopt the Capital Improvements Plan.
9. Update the Capital Improvements Plan as projects are completed and funding is available.

**C. Continue to utilize the Town's annexation policy to maintain a fair level of service to all of Pittsboro while increasing assessed valuation, economic growth, and environmental protection.**

1. Identify and maintain an inventory of key assets and issues within potential growth areas.
2. Review the annexation policy to ensure compliance with State statutes and community goals.
3. Amend annexation policy as needed and adopt as a resolution to guide future annexation decisions.

**D. Ensure new development projects contribute to the cost of infrastructure improvements necessitated by the development.**

1. As resources become available, develop a fiscal impact model or standard method of analysis for new development.

2. Work with other Town departments and applicable jurisdictions to calculate accurate service costs.
3. Establish criteria for the review of fiscal impact studies and the degree to which they will influence the development review process.
4. Amend the zoning ordinance to include the fiscal impact analysis as part of the development review process.

**E. Continue to improve Town/citizen communication and procedures for review and response to citizen concerns.**

1. Continue to use the recently updated Town of Pittsboro website to post information about town meetings, events, and documents.
2. Explore ways to use the website to collect comments and concerns from residents.
3. Continue to utilize Facebook and consider additional social media tools to engage residents and keep them informed of Town business and happenings.
4. Review and amend zoning enforcement activities, including detailed procedures for written warnings, notices of violation, and civil citations (tickets).

**F. Work with the Hendricks County Economic Development Partnership to develop a strategic economic development plan for the Town to complement ongoing regional efforts.**

1. Approach the Hendricks County Economic Development Partnership to help mentor the Town and assist in the development of a strategic plan.
2. Establish Pittsboro's niche within the context of the larger Hendricks County and regional marketplaces.
3. Perform Town-wide economic development due diligence, including evaluation of market conditions, business needs, competition inventory, available resources, etc.



**G. Explore incentives for redevelopment and infill projects in areas already served by necessary utilities and infrastructure.**

1. Conduct outreach to neighborhood groups, the local construction industry, and the wider community to develop consensus around desired infill types and strategies.
2. Create an infill toolkit to identify appropriate building types and site design principles as resources become available and interested parties are identified to lead the effort.
3. Support private investment in targeted infill areas with investments in public infrastructure and municipal services.
4. Amend the zoning ordinance to better support infill development and include incentives for infill construction and rehabilitation of under-utilized properties.
5. Continue enforcing established Town codes to protect the property values of new infill development.

**H. Ensure a mix of sizes and locations of public parks and open space to provide opportunities for both passive and active recreation.**

1. Partner with schools to recognize school playgrounds as neighborhood park facilities.
2. Develop a 5-year parks master plan to guide capital planning and park programming.
3. Amend the zoning ordinance to ensure required open spaces and buffers are designed and constructed as usable spaces for recreation.
4. Coordinate efforts with Hendricks County Parks & Recreation and other area parks departments on regional recreation opportunities.

**I. Create a plan for the Town-owned property south of W Main Street and west of S Maple Street.**

1. Determine desired and appropriate use(s) of the property, such as an additional park space, solar energy array, or other Town purpose.
2. Conduct outreach to residents, especially those living or with businesses near the property.
3. Finalize design and construction documents for the determined best use.
4. Obtain funding for improvements.
5. Construct improvements when funding becomes available.

**J. Update planning and zoning forms and applications and continue to improve digital access via the Town website.**

1. Review existing forms with respect to changes in Indiana Code and amendments to the Town of Pittsboro Unified Development Ordinance.
2. Allocate funding for the time needed to prepare new forms and filing packets.
3. Update all forms to reflect current requirements and allow for digital completion.
4. Update planning and zoning documents on the Town website.

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D t

Downtown



## INTRODUCTION

Downtown Pittsboro has historically been the center of town activity and commerce. It includes a combination of retail, office, residential, and government uses. This mixture of uses makes the downtown a vibrant community center with historic charm. Downtown, including the Main Street, Maple Street, and Meridian Street corridors was mentioned throughout the planning process as critically important to the future success of Pittsboro. As development occurs along Interstate 74 and Jeff Gordon Boulevard, it will be increasingly important to protect the charm and preserve the value of the downtown so that it does not get ignored as a commercial center.

It is difficult to identify exact boundaries to the downtown but the intersection of Main Street and Maple Street is generally regarded as the center. From there, office, commercial, and civic uses transition to the traditional neighborhoods of Town. Annual average daily traffic along E Main Street was over 7,000 vehicles in 2011; average traffic along W Main Street was measured as over

5,200 trips for the same period. This suggests that almost 2,000 vehicles turn from E Main Street onto Maple and Meridian Streets every day.

As such a highly traveled and visible area in town, it is important to protect the existing character of the area and ensure new development and redevelopment reflects the established context. Special consideration must be given to the downtown when assessing future development applications. Too often development ordinances are focused on new development in greenfield, or previously undeveloped, areas. This can make new development and redevelopment in the downtown difficult because of smaller parcel sizes, transportation and access constraints, and existing infrastructure limits. The existing Downtown Overlay Zone recognizes some of these issues but further examination and amendments are necessary.

## STREETS

While it is important that pedestrians be able to safely move along and across all streets, it is especially important that streets in the downtown focus on pedestrians. Streets, especially in more urban contexts, are increasingly being recognized as important public spaces. Currently, automobiles dominate the streets of downtown and little consideration is given to the comfort of pedestrians. To create a more pedestrian-friendly environment in the downtown and improve overall downtown aesthetics, there are a number of pedestrian amenities and accessibility recommendations that should be considered as development occurs and roads are reconstructed and improved.

It is important to note that best practices and design specifications change over time and what are minimum and/or recommended standards today, may not be so in the future. In all cases, the final design of each facility will vary based on site conditions and constraints. The following guidelines are tools and application of these recommendations requires the judgment of a qualified design professional. Even when the specific guideline cannot be fully met, an attempt should be made to find a solution that best meets the vision, goals, and objectives of this plan. All designs should be consistent with American Association of State Highway and Transportation Officials (AASHTO), Indiana Department of Transportation (INDOT), and the Manual on Uniform Traffic Control Devices (MUTCD) standards.

## Sidewalks

Sidewalks are the most common pedestrian facility in both urban and suburban settings. They are typically constructed out of concrete and range from four to eight feet in width. Sidewalks are most commonly located within the public right-of-way between the roadway edge and the property line and are grade separated from the adjacent roadway with a curb. Current best practices recommend sidewalks be a minimum of 6 feet wide.

### Design Recommendations:

- Sidewalks should be accessible to all users and designed according to ADA standards.
- Two people should be able to walk side-by-side or pass each other comfortably.
- Sidewalks should be obstruction free. Common obstructions include sign posts, utility and signal poles, mailboxes, fire hydrants, and street furniture.
- Sidewalks should be graded to minimize standing water.
- Sidewalk users should feel secure and not at risk of adjacent vehicular traffic.
- Where parking is present next to a sidewalk, additional width may be necessary to mitigate the effects of vehicle encroachment.
- The sidewalk surface should be smooth and continuous.



*Wider sidewalks should be used in areas with high pedestrian traffic. Trees and street furnishings create a buffer between pedestrians and cars.*



*Obstructions in the sidewalk can create access issues for wheelchairs and other vulnerable users.*



- Decorative concrete and pavers can be used to improve aesthetics and increase visibility at conflict points.
- Landscape planting strips and street trees should be included where possible to provide a buffer between the sidewalk and adjacent travel lanes.

## Intersections

Most conflicts between roadway users occur at intersections, where travelers cross each other's path. For pedestrians and bicyclists, conflicts are exacerbated due to their greater vulnerability, lesser size, and reduced visibility. Principles of good intersection design are:

- Clearly defined spaces and travel paths for different modes
- Legibility in symbols, markings, and signs for all modes
- Corners should be clear of obstructions
- All corner features should meet standards for accessibility and universal design
- Intersections should be adequately lighted
- Pedestrian crossing distances should be minimized wherever possible

Additionally, smaller curb radii are generally better for pedestrians. A tight curb radius creates more space for pedestrians, shortens crossing distances, and requires vehicles to slow more as they turn the corner. However, curb radii must be kept at sizes sufficient to accommodate emergency vehicles.

## Crosswalks

Just as it is important for people to be able to safely walk along streets, people must be able to safely cross streets. Crossing a street should be easy, safe, convenient, and comfortable. A number of tools are available to improve safety and make crossing easier.

Crosswalks are used to assist pedestrians in crossing streets and help to alert motorists to their possible presence. Crosswalks legally exist at intersections whether they are marked or not, unless the pedestrian crossing is specifically prohibited. At non-intersections, crosswalk markings are used

to legally establish the crosswalk. Parallel striping is the most basic type of crosswalk marking. Continental or ladder crosswalk markings provide greater visibility of the crossing location. The ladder style crosswalk is recommended to be the standard in Pittsboro. More recently, decorative, embedded crosswalk markings have become popular because of their high visibility and ability to incorporate branding and system identity in the design. In these cases, the thermoplastic markings are embedded flush or slightly recessed in the asphalt surface rather than applied to the top. An example of one of these crossings can be seen on Meridian Street in front of Pittsboro Elementary School. It is possible that dirt and dust may settle more easily in these crosswalks. While this is not a serious problem, it should be considered for future maintenance programming.



*Traditional parallel crosswalk striping can become worn and less visible over time (top). A continental, or ladder, crosswalk is recommended for increased visibility and durability (bottom).*

## ADA Accessibility

In general, sidewalks should be free of obstructions and provide adequate passing space. Sidewalk grading should be smooth and without breaks. At intersections, every sidewalk should include a curb ramp with a contrasting, detectable warning and a clear landing at the top of the ramp. The ramp width should be a minimum of 3 feet and have a minimum slope of 5%, a maximum slope of 8.3%, and a cross slope of no more than 2%.

Detectable warnings are often in the form of raised tactile devices. Raised tactile devices alert people with visual impairments to changes in the pedestrian environment. They are often used at:

- The edge of depressed corners
- The border of raised crosswalks and intersections
- The base of curb ramps
- The border of medians

Contrast between the raised tactile devices and the surrounding pavement is important. Color contrast also alerts the devices to people with low vision.

All new sidewalks and sidewalk reconstructions should contain ADA compliant curb ramps. Existing curb ramps that are not compliant should be replaced as resources become available.

## Street Trees

The goal of adding street trees is not simply to add to the overall number of trees in the community but also to increase the tree canopy and shade pedestrian facilities. Benefits of street trees include:

- Improved air quality by absorbing carbon dioxide and producing oxygen.
- Slow and capture stormwater, increasing infiltration and evapotranspiration and slowing runoff.
- Creating shade to lower temperature and create a more pleasant pedestrian experience.
- Enhanced neighborhood aesthetics.
- Creating a vertical buffer between facility users and motor vehicles.
- Provide cover, food, and habitat for wildlife.

Understory landscaping refers to the landscape elements under the tree canopy in plantings within the right-of-way. Understory landscaping compliments and supports street trees, reduces impervious coverage, provides areas for groundwater infiltration, provides a buffer between pedestrian ways and travel lanes, and can improve streetscape aesthetics.

These landscape elements should be incorporated with roadway design and stormwater



Detectable warnings come in a variety of styles, colors, and materials including brick or concrete unit pavers (left) and steel plates (right).





*Street trees and landscape treatment help to beautify the pedestrian realm and provide a buffer to vehicle travel lanes.*

management systems to maximize ecological benefits. Bioretention facilities, vegetated swales, and other best management practices should be incorporated into new roadway construction and existing roadway reconstruction wherever possible.

### Site Furnishings

Additional amenities and site furnishings in the downtown should be selected and located to provide convenience to visitors and employees while not impeding on pedestrian access and roadway function. Additionally, site furnishings and amenities should be sensitive to the surrounding context and ongoing maintenance requirements.

**Benches:** providing seating and rest areas. Benches and other site furnishings should be selected and placed in accordance with ADA requirements and any other Town standards. Maintenance agreements should be established for any furnishings that will be placed on private property.

**Trash receptacles:** Trash receptacles should be placed at key locations in the downtown. Co-located trash receptacles and benches is often good practice. A trash pick-up schedule should be established; if trash cannot be picked-up on a regular basis, it is often better to not have a receptacle.

**Lighting:** Appropriately scaled lighting can improve the safety and visibility of pedestrians. Light fixtures can help to define the buffer between the sidewalk and the street. Future provision of lighting will need to be evaluated based on the availability of right-of-way, utilities, and capital. Lighting can represent a significant cost in roadway and pedestrian projects and should be used in areas of maximum benefit. Considerations and discussions about lighting should include:

- Fixture durability
- Lighting/timing control system
- Long-term maintenance
- Compatibility with existing Town lighting
- Fixture height, spacing, and shielding
- Compatibility with surrounding uses
- Energy usage with a preference for LED fixtures.



*A bioretention facility used to filter stormwater and increase infiltration.*





*Site furnishings can greatly improve the pedestrian experience. Benches, bicycle racks, pedestrian-scaled lighting, trash receptacles, and bollards can make the downtown a safer and more inviting place to be.*

**Bicycle parking:** providing bicycle parking is essential to a successful bicycle network. In addition to reducing theft, the availability of bike parking can prevent the use of signposts, parking meters, trees, and fences to be used as locking locations. Bikes locked to these items may interfere with bicycle and pedestrian traffic flow or make the facility inaccessible to persons with disabilities.

Secure bicycle parking should be included at all public facilities. Additionally, the provision of bicycle parking should be incorporated into the zoning ordinance and development review process. Guidelines for the location of bicycle parking include:

- Easy access from the street and/or bicycle facility
- Protected from motor vehicle travel ways and parking areas

- Visible and easy to locate
- Out of the way of pedestrian traffic and building access
- Near areas where bicycle facilities end and transition to pedestrian only areas

**Bollards:** Bollards are posts, which can be used to block vehicle access to bicycle and pedestrian areas. Clearance of 5 feet should be provided between bollards to allow entry by wheelchair users and bikes with trailers. Because bollards are obstructions in the facility travel way, they should be used with careful consideration. Areas where bollards are appropriate include where there is a higher likelihood of motor vehicles driving onto paths or where public open spaces abut roadways.

## BUILDINGS

There are several opportunities for infill and redevelopment of vacant or underutilized properties in the downtown. Design and placement of new infill buildings presents many challenges in order to match existing context and character. New buildings should be compatible with existing development but reflect contemporary building practices and requirements. Design controls are included in the zoning ordinance but provide substantial flexibility; what one interprets as “good design” will vary by individual and setting. The following should be considered when creating new buildings in downtown Pittsboro:

### Placement

Buildings should be located adjacent to the sidewalk with minimal setbacks from the public right-of-way. Placing buildings close to the sidewalk creates a more pleasant pedestrian experience as people do not have to walk a great distance from the sidewalk, through a parking lot, to the building entrance. Parking should be located to the rear or sides of buildings. Where parking is placed to the side of a building, landscape screening should be used to shield views of large parking areas from the right-of-way. However, proper visual clearance should be provided at drives and alleys.

### Façade

The façade, or front, of a building has a tremendous impact on the character of the street and pedestrian experience. Facades on new buildings should be original and not try to replicate some historic detail. Often, copying historic details detracts from the authenticity of a place and ultimately compromises area character. If the design of a new façade reflects the adjacent buildings in terms of scale and composition while containing individual details, it is generally perceived as compatible.

Additionally, visibility into and out of buildings is an important consideration when evaluating downtown facades. Being able to see in a building from the sidewalk and being able to view street life from inside the building creates a dynamic environment. Building permeability creates a

more diverse and attractive sidewalk than a blank building wall and generally makes pedestrians feel more comfortable as they walk along a street. Windows in existing buildings should be preserved and/or replaced and not removed. Windows in new buildings should be designed according to how they affect the street.

### Materials

The goal of new architecture in the downtown is not to recreate historic structures but respect them. This can be achieved through the use of higher quality building materials, especially at the pedestrian level. The existing Downtown Overlay Zone already includes some standards for building materials in new construction. These standards should be reviewed with respect to recent development projects to ensure they are achieving desired outcomes. Precast panels made to look like brick or wood should be avoided.



*Windows should be maximized along first floor facades to allow views into and out of stores and restaurants.*



## PARKING

One of the key differences between development that occurs in downtowns and urban areas versus typical suburban, auto-oriented development is the provision and location of parking. Suburban development is predicated on convenience and often includes large portions of the site dedicated to parking and offering spaces close to building entrances. While convenient, these developments increase dependence on automobiles, can reduce physical activity, increase stormwater volumes because of large impervious surfaces, and generally do not contribute to a community's identity or sense of place. However, this has become a dominant development form and has led to issues in many downtowns.

For one, development ordinances geared towards greenfield development often establish minimum parking standards. These minimum standards require larger parcels to accommodate the building uses and associated parking. In downtown parcels and on infill lots, it is often impossible to accommodate these parking requirements. Additionally, even when there is an adequate supply of parking, a shortage is often perceived because customers and employees

cannot park right in front or as close as they would like to destinations.

For these reasons, it is important to coordinate a downtown parking management system to effectively compete with the perceived convenience of suburban-style parking lots. The Town of Pittsboro currently owns two parking lots in the downtown. One is at the northwest corner of Main Street and Maple Street and along the south side of Main Street, just east of Maple Street between Family Cuts Barber Shop and the Pittsboro Veterinary Clinic. Municipally provided parking is a planning best practice for pedestrian-oriented districts and these two lots do an excellent job of supplying parking to the downtown area. However, both of these properties are high profile locations in the downtown and could receive development pressure as the economic success of the district continues. If land use changes occur on these parcels, it will be important to coordinate the parking requirements included in the Town's development ordinances with additional Town supplied parking in the downtown.

## STORMWATER

Similar to parking, stormwater in urban areas is best controlled at the district level. Issues with drainage near the intersection of Maple Street and Main Street were identified as a concern during the existing conditions gathering stage of the planning process. Areas of urban development often have a higher percentage of impervious coverage when compared to suburban areas. Combined with smaller parcel sizes, it is often difficult to manage stormwater on-site through detention and retention mechanisms. As parcels redevelop, they will be required to meet the stormwater standards of the zoning ordinance which were likely not in place when the parcel was first developed. Oftentimes, it is difficult to comply with these newer standards on smaller, infill lots.

The Town should consider amending development regulations for the downtown area in regard to stormwater management. This is not to say that stormwater best management practices should be ignored or that property owners not have to install any stormwater management systems.



*Town-owned parking lots help to alleviate issues associated with small parcels in the downtown.*



Instead, the Town should encourage low impact development (LID) and alternative management means while also considering the provision of regional stormwater detention for the downtown. LID is a strategy to minimize runoff by: decreasing site disturbance during construction, preserving existing natural features on a site, reducing the amount of impervious coverage, disconnecting drainage flows, and increasing opportunities for infiltration. This can be accomplished through a combination of thoughtful site design, bioretention structures, and porous pavements on the site. Additionally, the Town can implement green infrastructure practices within the right-of-way. Sometimes called rain gardens or stormwater planters, these engineered structures contain soil and vegetation in a sunken planter. They are commonly installed along streets where parallel parking lanes approach an intersection or between the street and sidewalk. Stormwater flows into the planter which is used to filter pollutants and increase infiltration into the ground, thereby reducing stormwater flows.

If stormwater continues to be an issue, a regional stormwater detention system may be required. Typically, the town would construct the regional detention facility and associated infrastructure and then new development and redevelopment would connect to it in lieu of installing on-site mechanisms. Utility connection fees and/or stormwater drainage rates would be charge to help offset the cost of construction and maintenance.



*The alley pictured at top and detailed above looks very similar to traditional concrete. In reality it is porous pavement that allows stormwater to run though it and infiltrate the ground. It does require annual maintenance vacuuming to ensure the pores do not fill with sediment.*



*Rain gardens, also known as stormwater planters, such as those pictured above can be used to slow stormwater runoff and filter the first flush of pollutants as they run off the roadway. When combined with other ornamental plantings they can contribute to overall downtown aesthetics.*

## OBJECTIVES & ACTION STEPS

### GOAL

Capitalize on the existing businesses and historic qualities of the downtown to continue development of an inviting, small town, walkable district that includes shopping, dining, offices, and residences.

*The creation, evaluation, and implementation of plans, goals, and objectives are all policy decisions at the discretion of the applicable elected and appointed officials of the Town of Pittsboro.*

### OBJECTIVES

#### A. Encourage pedestrian-oriented retail and service businesses to locate downtown.

1. Consider pedestrian-oriented retail and service businesses the highest priority for new downtown development.
2. Create incentives such as permit streamlining, fee waivers, or tax deferrals for projects that positively contribute to the downtown environment.
3. Require new development and redevelopment to properly address the pedestrian environment and include amenities for bicyclists and pedestrians.
4. Provide pedestrian infrastructure and amenities within the public right-of-way and on Town owned properties within the downtown.
5. Utilize best practices to minimize conflicts between pedestrians and vehicles in pedestrian-oriented areas.

#### B. Support mixed use development with street-level retail on downtown properties.

1. Review the zoning ordinance and amend as necessary to remove barriers to mixed-use development projects.
2. Ensure new development and redevelopment reflects the surrounding scale and is compatible with the existing character.

3. Encourage residential units that are attractive to a variety of residents in terms of age, income, and life stage.
4. Create incentives such as permit streamlining, fee waivers, or tax deferrals for projects that positively contribute to the downtown environment.

#### C. Ensure new structures built in the downtown reflect local character and context.

1. Review the zoning ordinance and amend as necessary to ensure new buildings are compatible with existing development in terms of building height, scale, massing, building material, and architectural details.
2. Create an infill toolkit that includes guidelines and visibly demonstrates desired character for the downtown.
3. Create a special committee to review downtown infill projects and forward a recommendation to the Plan Commission.
4. Continue enforcing established Town ordinances to protect property values of both existing and new development.

#### D. Work with downtown property owners to create an organization dedicated to strengthening downtown aesthetics and function.

1. Recruit involved and interested downtown business owners to form a "Downtown Business Committee."
2. Obtain and review information on other downtown business associations, merchant organizations, and/or main street coalitions to review organization structure and service best practices.
3. Develop a mission statement and list of services and activities to be performed by the organization.
4. Recruit additional downtown property owners and residents to establish a stronger organization.
5. Coordinate Town-led improvements and activities with the downtown organization.

**E. Create a downtown streetscape plan for Main Street as resources become available and interested parties are identified to lead the effort.**

1. Determine overall streetscape project scope and objectives.
2. Create a committee of stakeholders to help guide the overall shape and design of the plan.
3. Secure funds for the planning process.
4. Conduct a search and selection process to find a consultant that specializes in streetscape design and planning.
5. Utilize significant public involvement to develop the plan.
6. Adopt the final plan as an amendment to the comprehensive plan.

**F. Improve bicycle and pedestrian connections between residential subdivisions and the downtown.**

1. Advocate with INDOT for improvements to US 136, with an emphasis on a safe and complete pedestrian and pedestrian facility on at least one side of the street and enhanced crossings at major intersections.
2. Continue planning for and pursuing grants to fund bicycle and pedestrian improvements along Town streets.
3. Ensure new development contributes to and helps connect existing neighborhoods and pedestrian facilities.

**G. Develop a public art program and identify appropriate locations for wall murals and freestanding art in the downtown.**

1. Review the UDO to ensure the ordinance does not discourage artistic expression.
2. Examine the UDO and ensure that the ordinance encourages public art as a part of a larger open space program.
3. Modify the UDO as needed through the zoning ordinance amendment process.
4. Work with the arts community through an arts master planning process to determine locations throughout the community where public art could enhance or contribute to improved neighborhood aesthetics and sense of place.
5. Develop an information piece to make property owners aware of potential funding sources and allies within the community that can assist with public art creation, selection or installation.



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8

Cc

## Community Character



### INTRODUCTION

Community character is a subjective concept that combines both tangible and intangible elements including social, cultural, economic, and physical attributes of a place. The relationship between these elements creates a unique community fabric that influences the quality of life a resident or visitor experiences. Positive character attributes are often associated with affordability and choice in housing, quality schools, a strong economy, access to recreation and entertainment, and a healthy environment. Just as important to the overall character of the community is the interaction of residents with each other and their surroundings; this includes civic pride, heritage, community organizations, and cultural and faith-based institutions.

Strong community characteristics improve the Town's economic standing while contributing to its reputation and image. These characteristics are what make people want to live in Pittsboro and make businesses want to locate here. In order to be effective, the implementation responsibilities

of this plan must rest with both public and private agencies and organizations. A strong working relationship between Town staff, community leaders, business owners, developers, and other residents is critical to successful community building.

### GATEWAYS

A gateway is a landmark, streetscape, or land use transition that a resident or visitor first sees and experiences when entering a particular area. It not only provides a physical and sensory point of entry into a place but helps to define community identity and can have a significant impact on perceptions of the area. Gateways should not be thought of simply as objects placed in the landscape, but as a series of spaces and elements that are interconnected and provide a unique and identifiable sense of place.

Pittsboro's major gateways and entry corridors provide a range of experiences from highway oriented businesses to residential thoroughfares and even rural county roads. Currently there are



*Gateway treatments should incorporate signage, decorative plantings, and other features to announce entry into Pittsboro.*

few distinguishing features such as welcome signs, landscape design, or architectural detail to inform travelers of their entrance into Pittsboro. Gateway design themes could include Town history, landscape features, or community branding and marketing.

Gateway designs may include a combination of the following:

- Public art
- Monument signs
- Wayfinding signs (vehicular or pedestrian scaled depending on location)
- Pedestrian plaza space
- Pedestrian amenities such as benches, chairs and trash receptacles
- Shade trees
- Ornamental plantings
- Enhanced lighting
- Passive recreation space

The existing welcome signage along Jeff Gordon Boulevard, south of Progress Way, should be expanded to create a major gateway into town. As one of the most prominent entry points into Pittsboro, welcoming travelers coming from

Interstate 74, this major gateway should include masonry pier signage, improved lighting, and decorative plantings. This effort should be combined with other recommendations of this plan including improvements to Jeff Gordon Boulevard and a detailed branding strategy for the town. Pedestrian infrastructure and wayfinding signage is not currently needed at this gateway location but as development occurs along Jeff Gordon Boulevard, this gateway will be a unique opportunity to include pedestrian space and amenities along the corridor.

Another main gateway is recommended along E Main Street/US Highway 136 near the eastern edge of town. The exact location of improvements would need to be coordinated with the Indiana Department of Transportation and property owners adjacent to the roadway. This gateway should include monument signage to match the Jeff Gordon Boulevard gateway but will need to be reduced in size as right-of-way purchase will likely be required. Minor gateways should be located along W Main Street and S Maple Street. Gateway locations do not have to be right at the town limits as these could change in the future. Significant intersections or areas of land use transition could be used as gateway locations.



## STREETSCAPES

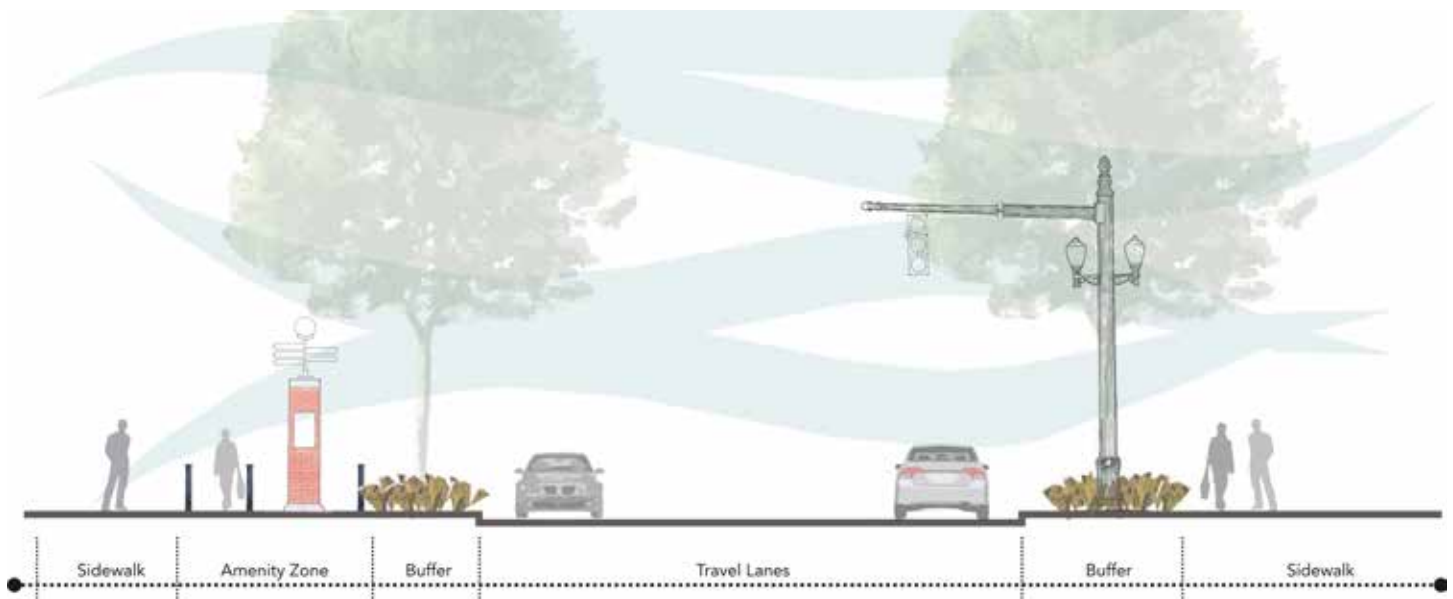
The term streetscape refers not only to the paved roadway but also the adjacent sidewalks and bicycle facilities, planted areas, open spaces, and amenities like signs, art, and furniture. Additionally, how buildings address the public right-of-way with entrances, windows, landscaping, and other site features like driveways and parking lots contributes to streetscape design and perception. Along with gateways, well thought-out streetscapes contribute to creating community identity and can improve the economic vitality of an area by making it more inviting as a destination in the eyes of customers and visitors. Streetscapes designed for all modes of travel including automobiles, bicycles, and pedestrians create activity along the corridor that can lead to increased sales for retail businesses, higher property values, and improved safety and security for all travelers.

Roadway modifications and streetscape improvements were recommended for Jeff Gordon Boulevard as part of the 2006 Orderly Growth Plan. The town should build on these efforts to create an overall streetscape plan that establishes design standards and dimensions as well as preferred furnishings, lighting, trash receptacles, bicycle racks, and landscaping details applicable to all major roads within Pittsboro. Streetscape



*Medians can be used to control traffic and beautify major corridors.*

treatments will vary depending on roadway classification and travel volumes, adjacent land uses, and available right-of-way. As roadway improvements are considered in the future and as private development occurs along major roadways, these streetscape recommendations should be implemented. At a minimum, streetscape recommendations should be created for Main Street, Meridian Street, Maple Street, Wall Street, and Jeff Gordon Boulevard.



*This conceptual streetscape rendering depicts ample pedestrian space, a planted buffer, and wayfinding signage.*

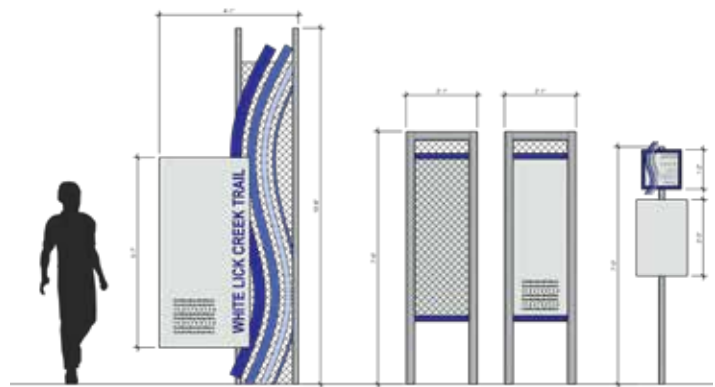
## BRANDING

Developing a brand identity has long been used by businesses and corporations to build a customer base, launch a new product, or maintain a certain image. Communities can use many of the same techniques to build confidence in existing residents, attract visitors, and grow the local economy. More than a logo and tagline, a brand is a set of tools used to create differentiation of the community and over time build an appearance, feeling, and imagery among residents and the surrounding region.

There are concerns with trying to develop a branding strategy or expand on existing efforts. Incorporating cliché statements and themes in a brand can be interpreted as artificial and contrived and therefore off-putting. Additionally, if the brand doesn't resonate with the local community, it will not be accepted and used as a selling point. The best brands are relevant to locals and done with creativity. While a community's history is important, branding should reflect what the community is today and what it is going to be tomorrow.

While the Town continues efforts to improve town-resident communication, the Town colors and logo should be incorporated elsewhere into signage, documents, and community events to better develop a Pittsboro brand. Additionally, a town tagline or slogan should be developed. The logo, tagline, and color palette should then be used in combination with a selected typeface to develop typical signage, letterhead, and other documents. These branding standards may also be incorporated into gateway treatments and wayfinding signage. After developing these elements, the Town should undertake a marketing campaign to help existing local businesses grow and to attract new businesses and development.

*Use of the Town logo and website should be expanded to better market Pittsboro as an attractive business and residential community.*



*Branding themes should be incorporated into wayfinding signage and gateway design to further establish the brand.*

## OBJECTIVES & ACTION STEPS

### GOAL

Protect and enhance positive elements of the built environment, cultural and historic resources, and intangible community characteristics to better define the identity of Pittsboro.

*The creation, evaluation, and implementation of plans, goals, and objectives are all policy decisions at the discretion of the applicable elected and appointed officials of the Town of Pittsboro.*

### OBJECTIVES

#### A. Create visual gateways at key entry points into Town.

1. Appoint a lead person or committee to begin a gateway initiative.
2. Coordinate gateway locations with applicable local, county, and state transportation agencies to ensure constructability.
3. Design gateway treatments to include unique signage, lighting, landscape, and pedestrian amenities.
4. Obtain review and necessary approvals by applicable agencies.
5. Adopt gateway plans as an amendment to the comprehensive plan.

6. Secure funding sources through a combination of public and private means.
7. Construct gateways as funds are available.

**B. Continue to utilize and update overlay district standards for major corridors to influence signage, landscape design, and building aesthetics.**

1. Assess existing land uses, design elements, natural features, and transportation infrastructure along major corridors.
2. Review development and redevelopment projects that have occurred within overlay districts since the adoption of the 2004 zoning ordinance.
3. Discuss the pros and cons of recent projects and potential amendments to improve the districts.
4. Conduct outreach to property owners within overlay districts about suggested zoning changes.
5. Draft final overlay district updates.
6. Hold public hearing and adopt amendments.

**C. Develop a brand identity for the Town of Pittsboro to be used on signage, marketing, and other Town communications.**

1. Create a joint committee or expand the role of an existing community organization to lead the development of a branding and marketing strategy. Representatives could include Town employees, business leaders, and residents as well as County economic development professionals.
2. Develop a list of desired outcomes and a timeline for implementation of the branding program.
3. Identify groups or individuals likely to benefit from the implementation of a branding and marketing program and solicit funds from those beneficiaries in addition to public contributions.

4. Secure the services of design/marketing professionals to prepare the branding package.
5. Develop an annual marketing budget and lead individual to oversee on-going marketing and website updates.
6. Monitor program success and amend as needed to achieve desired results and newly emerging targets.

**D. Use the development review process to evaluate and improve how private projects can contribute to overall community character.**

1. Conduct on-going discussion and education on current planning trends and best practices with Town staff, the Plan Commission, and the Town Council.
2. Develop a standards checklist based on the goals, objectives, and recommendations of this document as well as other Town goals and plans (Parks Department, Police and Fire Departments, Town Utilities, etc.).
3. Establish criteria by which to review proposed projects in relation to the standards checklist.
4. Explain the application and review process to potential developers and use it to evaluate projects.
5. Review and amend the checklist as necessary.

**E. Encourage public/private partnerships and cooperation in beautification and preservation efforts.**

1. Create a contact list of Town departments and private entities that have an impact on beautification and preservation issues.
2. Encourage the creation of interest groups to support beautification and preservation efforts. Examples include a parks foundation, preservation society, trail/bicycle group.
3. Establish a regular meeting schedule to discuss efforts and issues.





4. Identify a pilot project to highlight beautification efforts.
5. Continue beautification and preservation efforts, analyzing successes and failures.

**F. Expand programming of parks and public spaces to create more festivals and events that celebrate the historical, cultural, and community identity of Pittsboro.**

1. Identify under-utilized parks and public spaces and determine if design enhancements are needed.
2. Work with the Parks Board/not-for-profits/businesses to ensure a continuous cycle of planning, implementation, evaluation, and modification of programs and services for parks and public spaces
3. Identify programming that can occur each season, such as: public garden program, 5k, yoga in the park, food truck festival, movies in the park, ice skating, or a community clean up.
4. Promote inter-generational programming through outdoor activities, education, community service, and more.
5. Periodically survey organizational partners and users to rate satisfaction and identify gaps and opportunities in programming events.

**G. Increase civic participation across all age groups to build a more vibrant Pittsboro and grow the next group of community leaders.**

1. Create a committee comprised of Town officials, business owners, and community volunteers.
2. Outreach to community non-profits and service organizations to coordinate efforts.
3. Ensure an active and engaged membership on the committee, bringing new members on as needed.
4. Encourage committee members to join Town boards and commissions as a first step into Town leadership.

**H. Improve the distribution of positive information about the community in order to spread good news and celebrate achievements, while combating negative attitudes and perceptions.**

1. Form a local project committee of Town officials and residents to develop goals and objectives of a communications plan.
2. Determine the communication mechanisms needed to reach a broad audience of Pittsboro residents and business owners.
3. Implement needed communication mechanisms including updates to the Town website and social media accounts.
4. Evaluate results and the reach of official and unofficial Town communications.

# 9

# Im

## Implementation

### INTRODUCTION

The Town of Pittsboro Comprehensive Plan is written to reflect the desired land use pattern, quality of development, and improvements needed for managed growth of the Town for the next 20 years. This 20-year period allows adequate time to implement new development ordinances, adjust existing land use patterns, and improve the multi-modal transportation network. It also allows the Town adequate time to formulate capital improvement funding strategies and sources to implement the recommendations and achieve ultimate success of this planning effort.

The overall intent of this plan has been to follow a planning process that would result in implementation of the goals, objectives, and recommendations discussed in previous chapters. This plan has also identified specific action steps and techniques related to the stated goals, objectives, and recommendations. The proper implementation of this plan will require that the Town prioritize the numerous recommendations and actions steps. In some instances it will

be necessary to further develop and adopt more detailed construction plans, marketing materials, or ordinances to properly implement recommendations.

### ADMINISTRATION

The Comprehensive Plan represents the vision for the Town as it has been expressed by the community through the planning process. The focus of this Plan is built around Land Use, Transportation & Mobility, Growth, Downtown, and Community Character.

The future land use map illustrates the targeted development of areas within the Town. To that end, the future land use map, itself, is a visual representation of the recommendations and the future direction of growth. The map is a conceptual snapshot of how the Town should look in the future in terms of land use. Because of the uncertainty associated with the timing, market conditions, and location of future development, the administration of this plan will require that Pittsboro remain flexible in the possibilities

associated with the future development, while still remaining true to the overall intent of this plan.

Much of the administration and implementation of this plan will be the responsibility of the Advisory Plan Commission. The Plan Commission was instrumental in the creation of this plan and heavily involved throughout the planning process. Additional responsibility will fall on the Town Manager, Building Commissioner, Board of Zoning Appeals, Park Board, and planning consultant.

### **INTERPRETATION**

The Pittsboro Comprehensive Plan should serve as the Town's guide for land use and development policies for projects both currently in the Town and surrounding lands should they be annexed into Town limits. The long range goals, objectives, and action steps, along with the supporting maps, are intended to guide development decisions towards the community's collective vision of the future. Members of the town staff, Plan Commission, and Town Council should interpret the goals and objectives as a long-term and deliberately broad vision. The commission and council should keep in mind that this plan reflects the community's values. Town officials cannot expect to control all circumstances. However, the spirit of this plan should be adhered to in order to ensure that the community's values are maintained. The strategic action steps, on the other hand, are intended to direct the day-to-day decisions concerning more specific and task oriented activities. Members of the Town Council should interpret the strategic actions steps by saying, "given our long-term goals and changing community conditions, these are the projects and programs that we want to complete in the short-term and long-term, and this is how we plan to accomplish them." Interpreting the plan in this way will enable the members of both the commission and town to justify their approval, or denial, of any proposed development or redevelopment in Pittsboro.

When a new annexation, rezone, planned unit development (PUD), subdivision, or site plan review request is filed with the Plan Commission, the Town planning staff should review and evaluate the application against the Comprehensive Plan and the Town's development ordinances and provide

a staff report with a formal recommendation to the Plan Commission regarding its findings. The staff report should include an evaluation of the development and the degree to which the proposed project conforms to the plan's goals, objectives, recommendations, and future land use and transportation maps.

The Pittsboro Comprehensive Plan does not contain the actual decisions that should be made; however, it does serve as a reminder and provide guidance of the community's collective vision for the future growth and development of this area and should be interpreted as such.

### **REZONING**

Zoning protects the rights of individual property owners while promoting the general welfare of the community. The purpose of zoning is to locate specific land uses where they are most appropriate. In determining the most appropriate zoning designation, the Town must consider such things as public utilities, road access, and the existing or established development pattern of the area in which development is proposed.

In general, the Plan Commission and Town Council should consider that a rezone is only justifiable under the following circumstances:

- When the requested rezoning is consistent with long range land use plans adopted by the appropriate governing body
- When there was an error or oversight in the original zoning of the property
- When changes have occurred to conditions in the vicinity of the property which prevent the reasonable use of the property as currently zoned
- When the requested rezoning benefits the community at large

Rezoning should not be granted because of a single concern expressed by a property owner or group of property owners. The community's collective vision for the future is not negotiable.

Should the Plan Commission recommend approval to the Town Council for numerous rezones that are substantially inconsistent with the future land use map associated with the Comprehensive Plan,



the plan should be updated. This is an indication that the area's conditions, issues and/or priorities have changed.

## ANNUAL REVIEW

Planning does not have a defined beginning and end. It is an on-going process that responds to new information and circumstances and incorporates changing conditions into decisions. Circumstances that may change include physical conditions of buildings and/or infrastructure, economic climate, the natural environment, and social and community goals.

A disciplined schedule for plan review is helpful in plan implementation. Noting areas of the plan's success helps to build support for future planning activities. The identification of less successful components of the plan may suggest a need for refinement and/or amendment. The Plan Commission should conduct a thorough annual review of the plan, asking whether the conditions on which the plan was predicated still hold true.

Also, prior to preparing the annual Town operating budget, an assessment should be completed that documents the impacts of the plan implementation activities. This assessment should consist of the following:

- 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, Town Council, and/or Board of Zoning Appeals from the plan, and why those deviations were made
- Requests for amendments to the plan, in order to determine if there is a pattern of requested changes emerging
- Changes in the local/regional political structure that may affect the implementation of the plan
- Identifying the programs and projects completed that were identified in the plan.

- For each implementing program/project, develop criteria that can be used to measure the effectiveness of the program, apply those criteria, and write a report summarizing the strengths and weaknesses of the program
- Identify new programs, if any, that could be implemented

This review should be completed prior to Town budgeting time in order to ensure adequate funding is in place if they will be required from the Town budget.

## ZONING & SUBDIVISION CONTROL ORDINANCE UPDATES

The Comprehensive Plan is a statement of policy and it is not a regulatory document. The most common regulatory means for implementing the plan include zoning and subdivision ordinances. Zoning is the most direct method for regulating land use. In addition to restricting uses, zoning ordinances also dictate the bulk of development (typically through height requirements, floor-area ratios, etc.) and its site placement (typically through the use of building setbacks). The subdivision ordinance relies on the right of municipalities to regulate the subdivision of land, and places the burden of implementing public infrastructure directly on the developer.

Currently the zoning for Pittsboro is managed through Town's Building Commissioner, on-call planning consultant, and the Plan Commission. Therefore, the Town should consider revising its ordinances to be consistent with the recommendations of this plan.

## PRIORITIZATION

The following pages list each plan objective as well as the relative priority of each. Four priority timeframes were developed and the Plan Commission participated in a work session to assess the priority of each objective. The priority timeframes are:

- Immediate – On-going to one year
- Short – One to five years
- Medium – Six to ten years
- Long – More than ten years

These recommendations are intended to serve only as a guide for plan implementation and should be considered flexible. Implementation will depend on budgetary limitations, staff availability, citizen involvement, and other changing conditions. The decision to undertake any project at a particular

time is a discretionary policy decision. These priorities are not a commitment to complete these projects and initiatives in the identified timeframe and should only be used for planning purposes. It may be beneficial to reassess priorities as part of the annual review process.

| LAND USE   |   |                  |
|--|---|------------------|
| Goal   |   |                  |
| Continue to develop a thoughtfully balanced combination of land uses that support a mixture of residences, businesses, and industries while preserving natural features and environmentally sensitive areas. |   |                  |
| Objective  |   | Priority         |
| <b>A</b>   | Promote redevelopment, infill, and reconfiguration of underutilized properties already within the Town.   | <b>Immediate</b> |
| <b>B</b>   | Encourage residential development that reflects surrounding residential character and intensity to maintain the image representative of Pittsboro.  | <b>Immediate</b> |
| <b>C</b>   | Ensure changes in land use are supported by adequate transportation facilities.   | <b>Immediate</b> |
| <b>D</b>   | Improve the aesthetic quality of commercial and industrial development.   | <b>Immediate</b> |
| <b>E</b>   | Establish the area around Jeff Gordon Boulevard as an economic and employment center in Town.   | <b>Medium</b>    |
| <b>F</b>   | Use future land use planning and zoning regulations to protect and preserve critical wildlife habitats, natural drainage areas, and wetlands.   | <b>Immediate</b> |
| <b>G</b>   | Continue to review and update the future land use plan to ensure accordance with community goals and development trends.  | <b>Short</b>     |
| <b>H</b>   | Promote light industrial and supporting commercial development north of Interstate 74.  | <b>Immediate</b> |
| <b>I</b>   | Encourage housing development that represents a range of sizes and affordability levels, close to services and amenities. This should include apartments, townhomes, nursing homes, and rehabilitation centers. | <b>Short</b>     |
| <b>J</b>   | Utilize existing residential areas more effectively through infill construction on vacant lots and reducing barriers to the construction of accessory dwelling units.   | <b>Short</b>     |

# TRANSPORTATION

## Goal

Provide an efficient and connected transportation system that includes multiple modes and can be safely utilized by all ages and abilities.

| Objective |   | Priority         |
|-----------|---|------------------|
| <b>A</b>  | Adopt a complete streets policy to ensure future roadway designs and reconstructions consider safe and comfortable accommodations for all users.  | <b>Immediate</b> |
| <b>B</b>  | Coordinate future land use planning with transportation system improvements to ensure sufficient roadway capacity to serve anticipated traffic volumes.   | <b>Immediate</b> |
| <b>C</b>  | Explore options to include the provision of bicycle facilities as a development regulation in the zoning ordinance.   | <b>Short</b>     |
| <b>D</b>  | Continue to advocate for INDOT improvements to the I-74/Jeff Gordon Boulevard interchange.  | <b>Immediate</b> |
| <b>E</b>  | Incorporate Town signage and branding into any future improvements at the I-74/Jeff Gordon Boulevard interchange.   | <b>Long</b>      |
| <b>F</b>  | Construct Jeff Gordon Boulevard as a four-lane roadway with center median/left-turn lane, bicycle and pedestrian facilities, consistent landscape treatment, and improved pavement markings.  | <b>Long</b>      |
| <b>G</b>  | Continue to examine modifications to the intersection of Jeff Gordon Boulevard and Wall Street.   | <b>Medium</b>    |
| <b>H</b>  | Realign the intersection of Wall Street and Meridian Street and include marked turn-lanes.  | <b>Medium</b>    |
| <b>I</b>  | Extend Maple Street north of Wall Street to connect to Waters Way.  | <b>Long</b>      |
| <b>J</b>  | Identify gaps in the sidewalk system and develop a plan to complete connections.  | <b>Short</b>     |
| <b>K</b>  | Continue implementation of identified trail priorities and continue to evaluate and plan for new trails.  | <b>Medium</b>    |
| <b>L</b>  | Pursue alternative transportation funding for trail projects.   | <b>Medium</b>    |
| <b>M</b>  | Continue to improve safety for pedestrians in and around residential neighborhoods in an effort to reduce overall traffic speeds and raise driver awareness, including amendments to Town design and construction standards to require traffic calming improvements in new development. | <b>Short</b>     |
| <b>N</b>  | Promote cooperation among local, county, and INDOT (Crawfordsville District, Cloverdale Sub-District) departments that have jurisdiction over Pittsboro's transportation network.   | <b>Immediate</b> |
| <b>O</b>  | Ensure desired right-of-way for future transportation projects is dedicated as part of the development review process.  | <b>Immediate</b> |
| <b>P</b>  | Work with Hendricks County and the Indianapolis Metropolitan Planning Organization (MPO) on continued thoroughfare planning for a north/south connector from the I-74/Jeff Gordon Blvd. interchange to Danville and Plainfield.   | <b>Long</b>      |



## GROWTH & SERVICES

### Goal

Maintain fiscal responsibility and ensure superior provision of community services in coordination with land use planning and projected growth.

### Objective

### Priority

|          |  |                  |
|----------|--|------------------|
| <b>A</b> | Manage growth to be consistent with infrastructure improvements and capacity.  | <b>Short</b>     |
| <b>B</b> | Continue to prioritize capital improvements to support both the existing and anticipated Town population.  | <b>Immediate</b> |
| <b>C</b> | Continue to utilize the Town's annexation policy to maintain a fair level of service to all of Pittsboro while increasing assessed valuation, economic growth, and environmental protection. | <b>Medium</b>    |
| <b>D</b> | Ensure new development projects contribute to the cost of infrastructure improvements necessitated by the development.   | <b>Immediate</b> |
| <b>E</b> | Continue to improve Town/citizen communication and procedures for review and response to citizen concerns.   | <b>Immediate</b> |
| <b>F</b> | Work with the Hendricks County Economic Development Partnership to develop a strategic economic development plan for the Town to complement ongoing regional efforts.                        | <b>Short</b>     |
| <b>G</b> | Explore incentives for redevelopment and infill projects in areas already served by necessary utilities and infrastructure.  | <b>Immediate</b> |
| <b>H</b> | Ensure a mix of sizes and locations of public parks and open space to provide opportunities for both passive and active recreation.  | <b>Medium</b>    |
| <b>I</b> | Create a plan for the Town-owned property south of W Main Street and west of S Maple Street.   | <b>Short</b>     |
| <b>J</b> | Update planning and zoning forms and applications and continue to improve digital access via the Town website.   | <b>Short</b>     |

## DOWNTOWN

### Goal

Capitalize on the existing businesses and historic qualities of the downtown to continue development of an inviting, small town, walkable district that includes shopping, dining, offices, and residences.

### Objective

### Priority

|          |  |                  |
|----------|--|------------------|
| <b>A</b> | Encourage pedestrian-oriented retail and service businesses to locate downtown.  | <b>Immediate</b> |
| <b>B</b> | Support mixed use development with street-level retail on downtown properties.   | <b>Immediate</b> |
| <b>C</b> | Ensure new structures built in the downtown reflect local character and context.   | <b>Immediate</b> |
| <b>D</b> | Work with downtown property owners to create an organization dedicated to strengthening downtown aesthetics and function.                  | <b>Short</b>     |
| <b>E</b> | Create a downtown streetscape plan for Main Street as resources become available and interested parties are identified to lead the effort. | <b>Short</b>     |
| <b>F</b> | Improve bicycle and pedestrian connections between residential subdivisions and the downtown.  | <b>Long</b>      |
| <b>G</b> | Develop a public art program and identify appropriate locations for wall murals and freestanding art in the downtown.                      | <b>Medium</b>    |

| COMMUNITY CHARACTER   |   |                  |
|---|---|------------------|
| Goal  |   |                  |
| Protect and enhance positive elements of the built environment, cultural and historic resources, and intangible community characteristics to better define the identity of Pittsboro. |   |                  |
| Objective   |   | Priority         |
| <b>A</b>  | Create visual gateways at key entry points into Town.   | <b>Medium</b>    |
| <b>B</b>  | Continue to utilize and update overlay district standards for major corridors to influence signage, landscape design, and building aesthetics.                                    | <b>Immediate</b> |
| <b>C</b>  | Develop a brand identity for the Town of Pittsboro to be used on signage, marketing, and other Town communications.   | <b>Immediate</b> |
| <b>D</b>  | Use the development review process to evaluate and improve how private projects can contribute to overall community character.  | <b>Immediate</b> |
| <b>E</b>  | Encourage public/private partnerships and cooperation in beautification and preservation efforts.   | <b>Immediate</b> |
| <b>F</b>  | Expand programming of parks and public spaces to create more festivals and events that celebrate the historical, cultural, and community identity of Pittsboro.                   | <b>Short</b>     |
| <b>G</b>  | Increase civic participation across all age groups to build a more vibrant Pittsboro and grow the next group of community leaders.  | <b>Medium</b>    |
| <b>H</b>  | Improve the distribution of positive information about the community in order to spread good news and celebrate achievements, while combating negative attitudes and perceptions. | <b>Short</b>     |