

# 2011 Whiteland Comprehensive Plan

# Acknowledgements

---

## *Steering Committee*

Julie Dwire, Town Council  
Ed Tichenor, Town Council  
Scot Ford, Plan Commission  
Dennis Capozzi, Town Manager  
Rusty Snyder, Wastewater Superintendent  
Amanda Alexander  
Woody Burton  
Charles Howard  
Rick Smith  
Jay Wise

## *Town Council*

David Kelsay  
Julie Dwire  
Scot Ford  
Alan Whitaker  
Ed Tichenor

## *Plan Commission*

Scot Ford, Vice President  
Gregory J. Anderson  
Dave Gabbard  
Richard Hill  
Gary Neeman  
Mark Powell  
Rusty Snyder

## *Board of Zoning Appeals*

Scot Ford, President  
Juanita Emery, Vice President  
Gregory J. Anderson  
Jennifer Whitaker

# Table of Contents

---

I.	Introduction.....	1
II.	Community Assessment .....	7
A.	Assets .....	8
	<i>Location</i> .....	8
	<i>Land</i> .....	8
	<i>Infrastructure</i> .....	9
B.	Challenges .....	9
	<i>Competition</i> .....	9
	<i>Image</i> .....	10
	<i>Identity</i> .....	11
III.	Future Direction .....	13
A.	Vision .....	14
B.	Goals .....	14
C.	Actions .....	16
D.	Land Use.....	20
IV.	Building Blocks (or Key Considerations) .....	25
A.	Utilities.....	26
B.	Parks .....	27
C.	Transportation .....	28
D.	Housing .....	36
E.	Public Uses.....	37
F.	Economic Development.....	39
	<i>Office and Industrial Parks</i> .....	39
	<i>Town Center</i> .....	39
	<i>Other Business Districts</i> .....	40
	Appendix.....	i
A.	Community Profile .....	ii
	<i>Demographics</i> .....	ii
	<i>Housing</i> .....	ix
	<i>Land Use</i> .....	xi
	<i>Transportation</i> .....	xii
B.	Tools.....	xiii
C.	Funding Sources .....	xiv



# I. Introduction

The comprehensive plan is a policy document that conveys the town's vision for the future and how it will achieve that vision. It contains recommendations and action plans that provide guidance to the Plan Commission members and Town Council as they are called upon to make land use decisions. The goals, recommendations, and future land use map need to be consulted and factored into these decisions. While the plan is an important and valuable tool, it is not law. It is adopted policy, intended to provide a foundation for the town zoning ordinance, which is the legal basis for regulating land use.

While the plan should be relied upon by the public, the development community, local agencies and others, it will be the Plan Commission that is primarily responsible for maintaining the plan, promoting its use and consistently following its guidance.

It is important to understand that the "plan" is more than the future land use map. The map is an illustration of intended land use patterns over the next 20 years. But the map is only a reflection of the goals and policies that have been adopted as the foundation of the plan. Therefore, decisions regarding development proposals, rezoning requests and public investments must be made in the context of those goals and policies, as well as the land uses designated on the future land use map.

Many elements of the plan should be routinely monitored. The goals, policies, actions and future land use recommendations must be regularly assessed to ensure that they still reflect the philosophy of the town's citizens and leaders; are consistent with economic and technological realities; and are being actively pursued or are no longer relevant.

While the plan has many uses, frequent reliance on the plan will come as the Plan Commission is faced with development proposals and rezoning requests. The Indiana Code establishes several criteria to be considered in making such decisions. Either directly or indirectly, most of these criteria relate to the comprehensive plan. Specifically, IC36-7-4-603, states:

*"In preparing and considering proposals under the 600 series [Zoning], the Plan Commission and the legislative body shall pay reasonable regard to:  
comprehensive plan;  
current conditions and the character of current structures and uses in each district;  
the most desirable use for which the land in each district is adopted;  
the conservation of property values throughout the jurisdiction;  
and  
responsible development and growth."*

The meaning of these criteria can be somewhat subjective and, in most cases, has not been illuminated by the legislature or court

opinions. However, a consistent interpretation should be followed by the town to ensure fair, rational and sound decisions are uniformly applied. Therefore, the following guidance is offered regarding the application of the criteria.

### ***Comprehensive Plan***

The comprehensive plan is this document, adopted by the Town Council as its land use policy. As noted previously, the essential elements of the plan to consider in evaluating a zoning decision are the conformance of the proposal with the goals and policies of the plan and the specific land use designation depicted on the future land use map.

### ***Current Conditions and Character in Each District***

Put another way, this criterion considers the compatibility of the proposed development or allowed uses with the existing or intended character of the surrounding area. While the land use patterns reflected on the future land use map consider such compatibility in a broad sense, actual development of individual parcels and the compatibility of such development with surrounding properties require closer scrutiny.

### ***Most Desirable Use***

Because the comprehensive plan considered transportation systems, natural features and related characteristics in formulating the recommended land use pattern, the appropriateness or adaptability of the land for various uses has already been considered. However, there may be other uses for which the land is suitable, as well. This criterion should be considered relative to suitability of the use (or zone district) in relation to the other criteria and the need for and availability of public infrastructure. Courts have routinely held that zoning must provide a “reasonable” use of property. Government may not “take” (even through legislation) private property without just compensation. However, this doesn’t mean that an owner is always entitled to the use that they want for a site, but a reasonable use of the property.

### ***Conservation of Property Values***

This criterion can be very subjective in the absence of site-specific studies that confirm or refute the impact of a proposed use or zoning district on the value of adjoining property. Neighboring property owners often argue against proposed developments based, at least in part, on a perceived negative impact on their property values. Though this is a common concern, there is typically little or no empirical evidence to support such claims.

### ***Responsible Development and Growth***

In many ways, this criterion is left to the interpretation of the town. Responsible development is essentially defined by the comprehensive plan through the future land use map and the goals and policies that have been adopted.

These general criteria must be applied to all zoning proposals, but other criteria may be considered relative to specific types of requests or forms of development. Some suggested criteria for locating non-residential development include the following:

### *Commercial*

- is the proposal supported by the future land use map?
- is the proposal consistent with land use and economic development goals of the comprehensive plan? and

#### *for neighborhood scale development...*

- does the proposed site have access to at least one collector or minor arterial?
- is the proposed building smaller than 20,000 square feet?
- is the proposed site between two and six acres in lot size?
- does the proposed site have reasonable proximity to residential development?
- is the proposed site accessible by pedestrians?
- is the proposed site served by public utilities?
- would the proposed uses serve the day-to-day needs of residents in the area?
- are the adjacent land uses commercial (neighborhood scale), residential, institutional?

#### *for community scale development...*

- does the proposed site have access to at least one minor arterial or higher classification roadway?
- is the proposed building smaller than 100,000 square feet (may be in multiple structures)?
- is the proposed site served by public utilities (or can it be)?
- can the proposed site be adequately buffered from residential uses?
- are the adjacent land uses commercial, residential, institutional?

### *Industrial*

- is the proposal supported by the future land use map?
- is the proposed site supported by public utilities (or can it be)?
- is the proposal consistent with the land use and economic development goals of the comprehensive plan? and

#### *light industrial development...*

- does the proposed site have access to a minor arterial or higher classification roadway?
- can the proposed site be adequately buffered from adjacent residential uses?
- are the adjacent land uses commercial, agricultural, industrial, institutional?

#### *heavy industrial development...*

- does the proposed site have access (though not direct) to a major arterial or higher classification roadway?

### **Neighborhood Commercial**

Limited business activity areas serving residents of the surrounding neighborhoods in the immediate area and having only a limited impact on nearby development

Suggested uses are individual medical offices, branch banks, small service establishments, day care centers, churches, convenience stores with limited hours of operation, small restaurants, and smaller public facilities

### **Community Commercial**

General business activities usually having a moderate impact on nearby development

Suggested uses are branch banks, churches, convenience stores, day care centers, general retail stores, grocery stores, indoor recreation facilities, medical offices

### **Light Industrial**

Research and development activities  
Packaging  
Assembly  
Manufacturing  
Storage (indoor)  
Warehousing  
Distribution  
Conducted entirely indoors

### **Heavy Industrial**

May include flammable or explosive material  
Outdoor storage  
Heavy truck use



- can the proposed site be adequately buffered from adjacent residential or commercial uses?
- are adjacent land uses industrial or agricultural?

### ***Planning and Zoning Relationship***

It is critical to understand the difference between the comprehensive plan and future land use map and the zoning ordinance and zoning map and how they interrelate. The plan is town policy, but not law. It is a long-range guide to the physical development of the town as a means of achieving desired goals.

The zoning ordinance is law and is the primary tool available to implement the plan's recommendations. It regulates the use of property in support of the plan.

Confusion sometimes arises regarding the relationship of the future land use map and the zoning map. The future land use map illustrates the desired or recommended development patterns and use of property over the 20 year planning period. The zoning map shows how property is zoned today. The two will rarely, if ever, be exactly the same. For example, property may be designated for eventual commercial or industrial development on the future land use map; but actually be zoned as agricultural. This may be due to the current lack of utilities serving the area, though expansion of those utilities is foreseen sometime during the planning period. Or it may be that there is a sufficient supply of available land already zoned for commercial or industrial purposes; but when that land is fully developed, there will be a need to open expanded opportunities elsewhere in planned locations.

Therefore, the rezoning of property is not necessarily inappropriate. Zoning classifications on individual parcels may change during the planning period; but should be consistent with the planning goals, policies and future land use recommendations. If not, the request most likely should be denied or the plan altered, based on new circumstances or changing conditions that favor an amendment.

### ***Plan Document***

The plan document has three basic components: community assessment, future direction, and building blocks. In the community assessment component the town's assets and challenges are examined. Future direction is the component that lays out the key pieces of the plan – vision, goals and objectives, actions, and the future land use map. Building blocks is the component that provides detail for some of the ideas in the future direction component such as the town center, transportation plan, parks, and utilities. In the appendix the demographic information for the town is highlighted. Tools and funding options are also included in the appendix.

Comprehensive Plan	Zoning Ordinance
Policy / Guide	Law
Shows how land should be used in the future	Regulates the use of land now
Decision-making	Implementation and Enforcement
Adopted by resolution	Adopted by ordinance

## ***Planning Processes***

Much has changed in Whiteland since the adoption of the last comprehensive plan in the late 1990s and the town's leaders felt a need to have an updated comprehensive plan to guide land use, transportation, and economic development in the community.

The Whiteland Comprehensive Plan was developed through a roughly year-long process where a steering committee worked with the consultants to develop a comprehensive plan that would meet Whiteland's land use, transportation, and economic development needs for the short and long term.

Early in the process the demographic information presented in the Appendix was shared with the steering committee, along with the existing land use map, to develop a common starting place for moving forward.

A community vision, presented in the Future Direction chapter, was developed by the steering committee along with goals and objectives for the development of the community. These were presented at a public open house during summer 2010. Future land use scenarios were discussed with the steering committee and a preferred land use concept was developed, along with the supporting transportation (thoroughfare) plan, and presented to the public during a community workshop in fall 2010. The future land use map and transportation map are included in the Future Directions (land use) and Building Blocks (transportation) chapters.

These elements provided the foundation of this comprehensive plan document, which also includes specific information about the concepts included in the goals or objectives, and implementation tools to assist the Town of Whiteland with putting the plan into action.

## II. Community Assessment

## A. Assets

---

### *Location*

Whiteland is conveniently and strategically located with an exit off I-65 east of the current corporate limits and US 31 running north/south through the community. Both roads are significant business and commuter corridors between Indianapolis and destinations south of the metro area. Whiteland is just far enough away from the suburban development adjacent to Indianapolis to maintain its own identity and character, but benefits from the metro area. Convenience of travel to the city for urban activities without having the inconveniences of urban and suburban development and traffic is one of Whiteland's unique characteristics.

From an economic development standpoint, Whiteland is also strategically located because it is outside of the contiguous metropolitan growth area, which is running out of available land for intense commercial and light industrial development, but is closer than other communities along I-65 with development potential.

Whiteland Road is also a key location asset since it is one of the few east-west roads in the county that connects the western part of Johnson County to I-65.

### *Land*

Developable land within the town that can be easily serviced with public utilities is a key asset for Whiteland. The town has been proactive about annexation east of the currently developed area. Land is also available in other areas of town. This annexation effort has allowed the town room to grow well into the future. Continued expansion toward I-65 will increase the economic development opportunities related to the major transportation network.

Approximately 50 percent of the land in the corporate limits is in agricultural use awaiting development, providing ample opportunity for quality, controlled growth. This allows for new development to be served with Whiteland's infrastructure and meet local quality standards for development while contributing to the community's tax base.

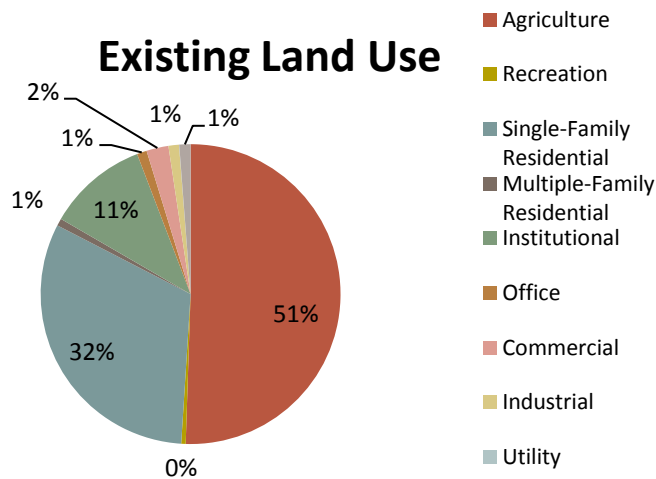
---

#### *Whiteland's Assets:*

*Location*

*Land*

*Infrastructure*



### Infrastructure

As Whiteland began to grow in the 1990s there was significant pressure on the community's water and wastewater infrastructure. As the town addressed the issues at the time, it was also proactive in planning for additional growth and built facilities that had the capacity needed for the future. At this time, Whiteland has adequate capacity with the water and wastewater systems to accommodate growth, having managed to stay ahead of the development curve. As new development occurs, the town will evaluate the excess capacity available to serve additional development and determine if upgrades are needed to support future development. Water is operated by the town for distribution. Whiteland operates its own wastewater treatment facility located west of US 31 and south of Whiteland Road.

Road infrastructure is also an asset to Whiteland in many ways. US 31 bisects the community. It is a four-lane divided major arterial. INDOT manages the roadway and improvements to the road. Within the existing corporate limits the other roads and streets are managed and improved by the town. East-west access is provided through town by Tracy Road and Whiteland Road. Within the arterial network is a system of collectors and local streets. Except for barriers including the drainage ditch, the railroad, and US 31, connectivity between parts of the community is generally good.

## B. Challenges

### Competition

While Whiteland's location is an asset, its proximity to other communities means there is competition from those communities for businesses, jobs, and residents.

Fulfilling niches within the broader market is how Whiteland will be able to address these challenges. Smaller, specialized and more convenient shops than those in the metro area will attract shopping activity to the community. Additionally, residents in Whiteland have expressed a preference to shop in Whiteland if

#### Whiteland's Challenges:

Competition

Image

Identity

there were better opportunities, so retaining some of the local retail expenditure is likely with additional retail development.

Convenience, quality, and choice are the characteristics that will make Whiteland a preferred location for residential development. While the town is more focused on attracting non-residential development, there is recognition that it is an attractive community for residential development and there will likely be more in the planning period.

Planning for economic development and proactively making land use and infrastructure decisions to support economic development will make Whiteland a viable place to work with a variety of employment opportunities.

### *Image*

Whiteland's perceived image may be at odds with its reality. In general, the town may suffer from the perception that it is not a thriving community with good schools, quality housing options, reasonable cost of living, or convenient location. Whiteland is working to address negative perceptions head-on with a strong vision of the community that supports its unique identity.

Upscale housing in large lot subdivisions, mid-level multi-story and ranch homes, classic small town older homes, and more modest homes are all part of the housing reality in Whiteland. As a community, Whiteland is committed to development of quality neighborhoods where people can afford to live comfortably.

The US 31 corridor commercial strip is an aesthetic challenge for the community since the siting, architecture, and landscaping of the businesses along the corridor are not as new or upscale looking as some areas north of town. Yet, the US 31 corridor may represent Whiteland to many who simply pass through the community.

Clark-Pleasant Community Schools has outstanding facilities and programs for students from elementary school through high school. Athletic opportunities are available in a variety of sports; and students of all abilities are encouraged and supported in the available programs. Whiteland Community High School has opportunities for the performing arts as well, including Rhythm Masters, a contemporary girl's choir, concert choir, the Expressions girl's choir, and the WCHS band. The schools are also a participant in the Central 9 vocational program. Opportunities like these need to be promoted to people considering Whiteland as a place to raise their family.

Whiteland Community High School consistently has one of the highest graduation rates in the county and frequently ranks near the top of county schools for SAT composite scores for college-bound seniors. More information about school performance (updated annually) can be found on the Indiana Department of Education web page.

### *Identity*

Due to its location in an area where communities are adjacent, or nearly adjacent, to one another it is difficult to tell where Whiteland begins and ends. This is particularly true along the borders shared with New Whiteland. Residents of Whiteland seem to have divided opinions of this, some favoring consolidation with New Whiteland, while many want to create a more distinct and unique identity for the Whiteland community. Consolidation is unlikely, and it is important for the town to work on developing a strong, unique identity that distinguishes itself from surrounding communities. A focal point for the Whiteland community, the town center, is discussed in the following chapters. This area will be an excellent opportunity for Whiteland to reinforce its unique identity.





## III. Future Direction

## A. Vision

---

In 2030, Whiteland will be an active community, conveniently located in the Indianapolis metro area, with a unique identity where people love to live, work, play, worship, and learn. While many people will choose Whiteland for its quality of life, as a place to raise a family including a center of activity, affordable homes, quality recreation amenities, and good schools; others will choose Whiteland for its employment opportunities. As it grows, Whiteland will strive to maintain a small town character that is valued by its residents.

## B. Goals

---

### ***Goal 1: Increase (or improve) the town's presence at Whiteland Road and I-65 by controlling development in that area***

- a. Provide input to Johnson County on development/redevelopment proposals for the interchange prior to having control of the area
- b. Exercise extra-territorial jurisdiction (ETJ) for planning and zoning in the area prior to annexation
- c. Annex to the interchange
- d. Develop a zoning overlay district for the interchange area
- e. Develop a corridor overlay district for the Whiteland Road corridor from I-65 to US 31
- f. Plan for Whiteland Road to have improved traffic flow and aesthetic improvements, managing access ahead of development
- g. Pursue a mixed-use business park at the interchange

### ***Goal 2: Create a balanced community by attracting business and industry to Whiteland***

- a. Market the community's assets for commercial and industrial development
- b. Distinguish between areas planned for retail/service uses, office uses, and industrial uses in the future land use plan and zoning map
- c. Focus on specialty or niche businesses with local owners
- d. Limit residential development of areas planned for non-residential development

### ***Goal 3: Improve pedestrian connectivity and recreation opportunities***

- a. Develop a 5-year Parks & Recreation Plan
- b. Create town park(s)
- c. Require passive and active recreation areas in new residential subdivisions

---

#### ***Extra-territorial Jurisdiction (ETJ):***

ETJ is commonly referred to as a community's "buffer zone" for planning and zoning

- d. Improve sidewalk connections between neighborhoods and schools
- e. Include sidewalks or multi-use paths in redesign plans for key corridors
- f. Develop a program for retrofitting neighborhood collectors with sidewalks
- g. Continue to require sidewalks or paths in new subdivisions and develop standards for them

**Goal 4: Create a defined identity for Whiteland**

- a. Identify branding elements for the town and implement a branding program
- b. Improve key gateways to the community
- c. Manage the quality of development at gateway locations
- d. Implement a median beautification program for US 31 through town
- e. Improve the town's web page as a marketing and communication tool
- f. Use social media as a communication tool

**Goal 5: Develop a town center**

- a. Determine location, needs and vision for a town center
- b. Revise zoning to support development of the town center (special district, overlay district, or form-based district)
- c. Develop a marketing strategy for attracting investment in the town center
- d. Provide incentives for renovation of older buildings

**Goal 6: Promote a high standard of quality for development**

- a. Revise the zoning ordinance to require development plan review for non-residential development proposals
- b. Incorporate architectural standards (including building material requirements) into the zoning ordinance
- c. Incorporate landscape standards for non-residential development in the zoning ordinance

**Goal 7: Create opportunities ranging from starter homes to executive housing, focusing on quality development**

- a. Revise zoning districts to allow greater variety of housing types
- b. Modernize the zoning ordinance definitions and standards regarding residential districts
- c. Provide safe pedestrian access to schools and recreation areas from residential neighborhoods

## C. Actions

TM = Town Manager

PC = Plan Commission

TC = Town Council

JCDC = Johnson County Development Council

PB = Parks Board

Action	Goal							Responsible Party	Timeframe	Funding
	1	2	3	4	5	6	7			
	Interchange	Balanced Land Use	Pedestrian Connectivity and Parks	Identity	Town Center	Quality Development	Housing			
Develop an annexation strategy to reach the I-65 interchange	X	X		X				TM TC	Short (1-3 years)	Local
Develop fiscal plans for annexation	X	X		X				TM Consultant	Short (1-3 years)	Local
Annexation proceedings	X	X		X				TC Attorney	Short (1-3 years)	Local
Determine extent of desired ETJ	X	X		X				TC	Short (1-3 years)	NA
Request ETJ from County Commissioners	X	X		X				TM TC	Short (1-3 years)	NA
Request notice for projects at I-65/Whiteland Road interchange	X			X				TM	Short (1-3 years)	NA
Draft and adopt a corridor overlay district for Whiteland Road				X		X		TM/Plan Director PC Consultant Attorney	Short (1-3 years)	Local
Draft and adopt an interchange overlay district	X			X		X		TM/Plan Director TC Consultant Attorney	Short (1-3 years)	Local
Inventory the available commercial and industrial property available		X						Asst. TM	Short (1-3 years)	NA
Redesign the web page to accommodate site selection needs		X		X				Asst. TM/TM TC JCDC	Short (1-3 years)	Local
Market individual sites for specific desired use	X	X		X				TM TC JCDC	Short (1-3 years)	

Action	Goal							Responsible Party	Timeframe	Funding
	1	2	3	4	5	6	7			
	Interchange	Balanced Land Use	Pedestrian Connectivity and Parks	Identity	Town Center	Quality Development	Housing			
Annual Plan Commission and BZA training on plan, implementation, and roles	X	X		X	X	X		Asst. TM Plan Director PC BZA	Short (1-3 years)	Local
Draft and adopt a 5-year Parks and Recreation Plan			X	X				TM PB	Short (1-3 years)	Local
Secure Indiana DNR approval of Parks & Recreation Plan			X					TM PB	Short (1-3 years)	NA
Identify parcels for park acquisition			X	X				Asst. TM PB	Short (1-3 years)	NA
Secure funding for park land acquisition			X					Asst. TM PB	Short (1-3 years)	NA
Develop site plans for each park parcel acquired			X	X				Asst. TM PB Consultant	Short (1-3 years)	Local
Improve park land			X	X				Asst. TM PB TC	Short (1-3 years)	Local Grants
Include sidewalks (or trails) in redesign/reconstruction of US 31			X			X		Asst. TM TC INDOT	Medium (3-10 years)	INDOT
Include sidewalks in design/redesign of Whiteland Road, Tracy Road, Hilltop Drive/CR 25 W, Graham Road/CR 225 E, and Front Street			X	X		X		Asst. TM Engineer TC	Medium (3-10 years)	Local

Action	Goal							Responsible Party	Timeframe	Funding
	1	2	3	4	5	6	7			
	Interchange	Balanced Land Use	Pedestrian Connectivity and Parks	Identity	Town Center	Quality Development	Housing			
Develop a plan to retrofit the following streets with sidewalks where they don't exist: Joseph Lane, Oakville Blvd., Hummingbird Lane, Davis Drive, West Street, Briar Hill Road, Greensprings Drive, Center Street, Christina Drive, Saint Charles Drive, Tracy Street, Tracy N Drive, Pearl Street, State Street, Walnut Street			X	X		X		Asst. TM Engineer TC	Long (10-20 years)	Local
Create a new town logo, font, colors, design theme, and tag line				X				Asst. TM TC	Short (1-3 years)	Local
Integrate branding elements into town communications				X				Asst. TM TC	Short (1-3 years)	Local
Redesign the web page to focus on marketing and communication								Asst. TM TC	Short (1-3 years)	Local
Design, fund, and install gateway signs at key locations				X				Asst. TM TC	Short (1-3 years)	Local
Design, fund, and install landscaping at key gateway locations				X				Asst. TM TC	Short (1-3 years)	Local
Draft and adopt a gateway overlay zoning district				X	X			TM PC TC Consultant	Short (1-3 years)	Local
Work with INDOT to design median treatments for US 31				X	X			Asst. TM Engineer TC	Short (1-3 years)	NA
Fund plantings and hardscape for US 31 median improvements				X				TC	Short (1-3 years)	Local

Action	Goal							Responsible Party	Timeframe	Funding
	1	2	3	4	5	6	7			
	Interchange	Balanced Land Use	Pedestrian Connectivity and Parks	Identity	Town Center	Quality Development	Housing			
Develop a maintenance plan/strategy for US 31 median improvements				X				Asst. TM Engineer PB	Short (1-3 years)	Local
Install and maintain improvements				X	X			Asst. TM	Medium (3-10 years)	Local Grant
Select a town center working committee to develop a needs assessment and vision for a town center		X		X	X			TC TM	Short (1-3 years)	Local
Conduct a feasibility study for development of a town center		X			X			TM TC Consultant	Short (1-3 years)	Local
Develop a conceptual plan for a town center		X		X	X	X		TM TC Consultant	Medium (3-10 years)	Local
Create marketing materials aimed at attracting developers to the town center				X	X			TM TC Consultant	Medium (3-10 years)	Local
Solicit a master developer for the town center project		X		X	X	X		TM TC Consultant	Medium (3-10 years)	Local
Adopt a development review process consistent with the 1400 series of IC 36-7-4	X	X		X	X	X	X	PC TC Consultant Attorney	Short (1-3 years)	Local
Adopt a PUD process consistent with the 1500 series of IC 36-7-4	X	X		X	X	X	X	PC TC Consultant Attorney	Short (1-3 years)	Local
Establish landscape standards for non-residential development and adopt them into the zoning ordinance						X		PC TC Consultant Attorney	Short (1-3 years)	Local
Update the overall zoning ordinance to be a defensible, user-friendly ordinance	X	X	X	X	X	X	X	PC TC Consultant Attorney	Medium (3-10 years)	Local

## D. Land Use

---

A future land use map is a broad, long-term depiction of the desired development of the community. The future land use map for Whiteland envisions development beyond the town's current corporate limits and reserves some land for development beyond the planning horizon of 20 years. While the plan is not the same as zoning, it should be used when making zoning decisions, considering whether a proposed zone change or use is appropriate based on the planned uses for a particular area.

The future land use map includes a business park at the I-65 interchange that could serve as a signature economic development location for Whiteland and include office (call center, back-office processing), warehousing and logistics, research and development, and light manufacturing uses. More conventional industrial uses are planned for adjacent to the interstate, extending east of I-65.

The future land use map shows a town center development with unique shops, restaurants, and government functions west of a roundabout at Whiteland Road and Graham Road. Industrial and business park uses would be served by a by-pass truck route, minimizing truck use of the roundabout.

To ensure the quality of development, the business park and town center would need to be subject to a development review process or planned unit development regulation. Traditional industrial uses are intensified where they already exist along the railroad corridor north of Whiteland Road.

Three parks are envisioned, one serving the southwest part of the town near the wastewater treatment plant and another on the northeast side of town near the school corporation's bus lot. A third park would be located behind the town center, south of Whiteland Road. The parks would be connected by a pathway that follows Grassy Creek, with an extension to the town center area.

Residential uses would continue where adjacent neighborhoods and subdivisions exist west of the railroad tracks. East of the railroad tracks new residential is envisioned on both sides of Whiteland Road. Beyond the 20 year planning horizon additional residential development is anticipated north of Whiteland Road between the railroad tracks and Graham Road and south of Tracy Road between the school corporation bus lot and I-65. Future residential development is also anticipated south of the town center to the boundary with Franklin, and west of the existing development on the west side of US 31. Commercial redevelopment is encouraged at Whiteland Road and US 31.



This plan supports the goals of:

- Increase(or improve) the town's presence at Whiteland Road and I-65 by controlling development in that area
- Create a more balanced community by attracting business and industry to Whiteland
- Improve pedestrian connectivity and recreation opportunities
- Create a defined identity for Whiteland
- Develop a town center
- Create opportunities across the economic spectrum ranging from affordable to executive housing

**Residential development** shown on the future land use map is primarily intended to be single-family subdivisions consistent with the town's residential architectural standards. This development should be served by sidewalks and have a circulation system that connects it to existing neighborhoods and activity locations in town.

**Long-term residential** is designated for areas that are anticipated for residential development in the future, beyond the plan's 20 year horizon. The Town Council should evaluate the development pattern regularly and revise the map to show areas as available for residential development, as needed. It is intended that development projects not be approved in the long-term residential areas unless the council believes there is capacity to absorb additional residential development within a reasonable timeframe.

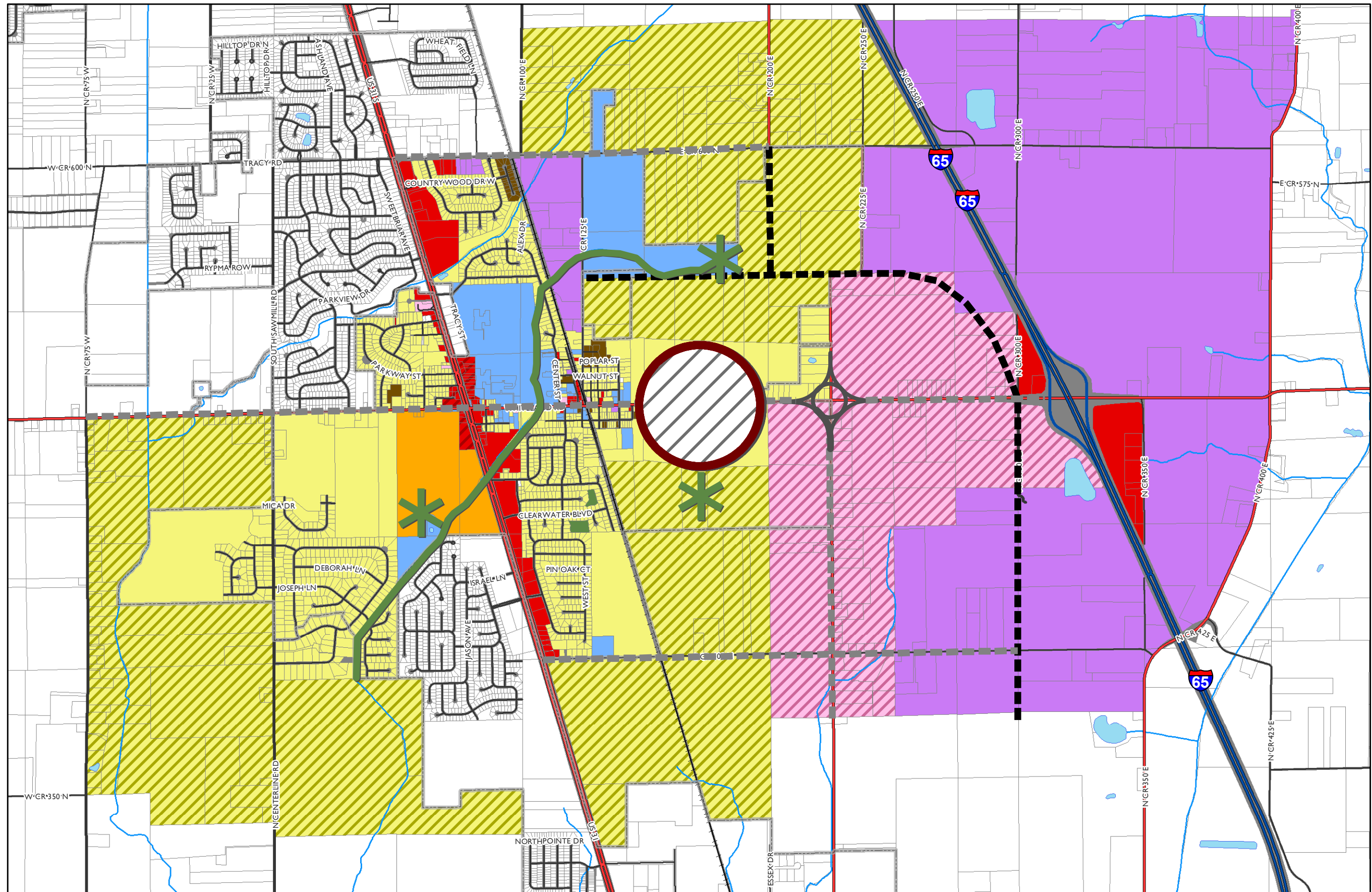
**Commercial** redevelopment and development shown on the map is intended for retail, professional office, restaurants, and similar uses. This type of development is only anticipated where it has access to a principal or minor arterial. Generally the building should be sited adjacent to the road with parking located behind or to the side of the building. Landscaping, architecture and building materials, signage, and site circulation are all important considerations for commercial development. Whenever possible, access management principles should be followed to manage driveway spacing and connectivity between buildings/sites.

**Business park** is the future land use classification for office, call center, professional services, and research and development uses that would be appropriate in a campus-like setting. Landscaping, quality architecture and building materials, and low profile signage are characteristics of the type of development anticipated in this area. The area should be developed with a master campus plan providing for internal collector roads and local streets, drainage facilities, and pedestrian circulation.

**Industrial** development, as shown on the future land use map, is intended to be warehousing, logistics, manufacturing, and

assembly facilities that have more intense transportation and land needs than business park uses and generally have few “customers” coming on-site. Landscaping and circulation patterns are still important features of the development in this area to maintain a quality image for the community.

The **town center** is more fully described in the next chapter, but is intended to be a mixed-use area with specialty retail, restaurant, professional office, and government office uses. The development pattern in the town center should emphasize relationship of buildings to the street, with the buildings being close to the street and parking located behind. Generally buildings in the town center will be taller than in other places in Whiteland, reaching three or four stories, especially adjacent to Whiteland Road. Architecture, building materials, streetscape, and signage are critical considerations for development in this area.



Town of Whiteland  
JOHNSON COUNTY, INDIANA

# Future Land Use Concept

- |                             |                          |
|-----------------------------|--------------------------|
| Single Family Residential   | Commercial               |
| Long-Term Residential       | Commercial Redevelopment |
| Multiple Family Residential | Office                   |
| Mixed PUD                   | Business Park            |
| Recreation                  | Light Industrial         |
| Institutional               | Road Improvement         |

- |  |                      |
|--|----------------------|
|  | Park                 |
|  | Town Center          |
|  | Roundabout           |
|  | Trail/Multi-Use Path |
|  | New Road             |

Note: The planning area is larger than the current town boundaries.





## IV. Building Blocks

or Key Considerations

---

### ***Capital Improvement Plan***

A plan which schedules permanent improvements, usually for a minimum of five years into the future, to fit the projected fiscal capability of the town. The plan is generally reviewed annually for conformity with the comprehensive plan and is extended out one year as the current year is moved into the operating budget.

## **A. Utilities**

---

Water, sewer, electric and gas service are critical components of the town's infrastructure that allow development to occur.

Whiteland has capacity in its utility services and can support additional development. With a history of fiscal responsibility and a desire to continue to grow and develop in a fiscally responsible way, a Capital Improvement Plan (CIP) would be a tool for Whiteland to monitor the available capacity and needed capital improvements and plan for the capital investments. CIPs are generally five-year plans that are updated annually as projects move from being in the CIP to a part of the annual town budget and work plan.

### ***Water***

Whiteland has agreements to purchase as much as 750,000 gallons per day of water and controls the distribution system in the community. Currently the town purchases approximately 360,000 gallons per day from the utility. The town recently built a second water storage tank to improve its water system in the southwest and throughout the town. With the second tank, the town has 600,000 gallons of water storage. While the town has stayed ahead of the growth curve in terms of the water utility, the storage capacity will need to continue to be evaluated as development occurs.

### ***Sewer***

For wastewater treatment, the town has an activated sludge system with a design capacity of 840,000 gallons per day and a peak capacity of 1.2 million gallons per day. The current average daily flow is 400,000 gallons per day. Effluent from the Whiteland wastewater treatment plant is discharged into Brewer Ditch. Similar to the water system, Whiteland has remained ahead of the demand curve but will need to continue to evaluate excess capacity as development occurs.

### ***Electric and Gas***

Whiteland's electric service is provided by Bargersville Utilities (86 percent), Duke Energy (11 percent) and Johnson County REMC (3 percent). The gas utility that serves Whiteland is Vectren Energy Delivery.

### ***Projects***

- Capital Improvements Plan (CIP)



## B. Parks

The desire for community parks has been expressed in Whiteland. The town does not currently have a park board, any park land, or a park plan. In order to provide for the quality of life desired by families in the community, Whiteland needs to develop a park system. The needs for park and recreation space can be provided in a variety of public and private ways. Private recreation opportunities exist in Rascal's Fun Zone and the Whiteland Raceway Park. Some opportunities for public recreation space currently exist through shared use of the Clark-Pleasant Community Schools facilities located in the community. To date, major residential subdivisions have not been required to provide open space, and few have.

Pedestrian connectivity is another challenge facing the community. Some neighborhoods have sidewalks, while others do not. There is no system for pedestrians to be able to safely move between key destinations like neighborhoods, schools, churches, and commercial areas. Newer major residential subdivisions (and commercial and industrial subdivisions) have been required to install four foot wide sidewalks on both sides of the street. However, the preferred width for sidewalks is five to six feet. A six foot wide sidewalk allows two people to walk comfortably side-by-side and provides space for pedestrians moving in the opposite direction to pass safely and comfortably.

A multi-use path along the legal drain could provide pedestrian connectivity between neighborhoods, the school properties, and retail areas at the intersection of US 31 and Whiteland Road, while providing a safe, off-road means of travel. The multi-use path would also connect future community parks and the future town center (through a spur along Pearl Street). Multi-use paths are generally ten to twelve foot wide asphalt surfaces, often with crushed stone along the sides for soft-surface running. Pedestrian scale signage is often incorporated to notify users when they are expected to stop for traffic, which users have the right-of-way on the trail, and which location or intersection they are approaching.

A major indicator of quality of life, particularly in family-friendly suburban communities, is community parks. Three parks are proposed for Whiteland, two of which would be community parks. These parks should meet the criteria for community parks established in the Implementation Tools and Techniques section of this chapter.

The third park in Whiteland would be an athletic complex with a variety of soccer fields, baseball and softball diamonds, and basketball courts. The athletic complex should meet the criteria established in the Implementation Tools and Techniques section

### *Criteria for the various types of parks:*

#### *Neighborhood Park*

- Focus on informal recreation
- Typically 5 acres or more
- 3 acre minimum size
- Service area ¼ to ½ mile (uninterrupted)
- Play areas for multiple age groups
- 2-3 acres of open space for informal use
- Basketball or tennis courts
- Picnic shelter

#### *Community Park*

- Meet community recreational needs, preserve unique landscapes and open spaces
- Minimum of 20 acres
- 40+ acres optimal
- Community-wide service area
- Play areas, informal use areas, basketball or tennis courts
- Athletic fields (minimal)

#### *Community Athletic Complex/Facility*

- Youth and adult athletic facilities
- 20+ acres
- 40-80 acres optimal

of this chapter. These facilities should be designed appropriately for their location in a flood plain area and be accessible by car, bike, and foot.

Public parks should be designed to meet the needs of a variety of users ranging from small children, to active sports teams, to fitness-oriented adults, and more passive older-adult users. Some parks are intended to be the neighborhood gathering place and are reached primarily by foot or bike. Others serve as a place for the whole community to meet to play and enjoy open spaces and events. Athletic facilities meet the needs of teams and organized group sports. Over time, criteria for the size, location, and uses of the various types of parks have developed. The role of neighborhood parks will be filled by open space developed within new major residential subdivisions and undeveloped parcels in existing neighborhoods.

### *Projects*

- Pedestrian mid-block crossing on Center Street where the sidewalk ends on the east side of the street
- Reserve enough right-of-way on Whiteland Road for 5 lanes (or four with median) and a multi-use path on at least one side (sidewalk on the other) in appropriate locations identified in the Transportation section
- Pedestrian crossing solutions for US 31
- Sidewalk along Whiteland HS property on Whiteland Road
- Multi-use trail along the legal drain
- Community parks located near town owned property and south of the new town center
- Athletic complex located south/southeast of the school corporation bus yard

## C. Transportation

---

Streets are among the town's most important public infrastructure and place-making elements because they define how a visitor, resident, or customer experiences the community. The street network must provide a well-designed system of streets, truck routes, sidewalks, and pathways that balance the needs of motorists with other users of the right-of-way, to offer travel options that can decrease Whiteland's carbon footprint and make Whiteland a healthier place to live. Policies and investment priorities that reflect balanced investment in all modes are needed to achieve the town's goals for the transportation system.

In addition to handling current traffic volumes, Whiteland's transportation network will need to accommodate additional traffic from growth in the town's undeveloped agricultural and rural residential areas toward I-65. Increased density of residential and hundreds of acres planned for development as a Town Center,



business parks, and industrial parks will require expanded access through new and upgraded roads to handle the additional demands.

### *Complete Streets*

Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street. Creating complete streets means transportation agencies must change their orientation toward building primarily for cars. Places with complete streets policies are making sure that their streets and roads work for drivers, transit users, pedestrians, and bicyclists, as well as for older people, children, and people with disabilities.

Whiteland should take steps to encourage and eventually require a complete streets approach to planning, development, and infrastructure projects in the city. Key tools being used by numerous communities, counties, and states in the Midwest include adopting a complete streets ordinance, passing a complete streets resolution, and preparing and adopting a complete streets plan. An advisory committee should be convened to explore options for Whiteland and make recommendations to the Town Council regarding what choice would be best suited to the town.

### *Access Management*

Access Management creates a set of tools and techniques that comprise a proactive control of vehicular access points to parcels adjacent to all manner of roadways, especially arterials. Good access management promotes safe and efficient use of the transportation network including:

- Access Spacing: increasing the distance between business driveways and traffic signals
- Driveway Spacing: Fewer driveways spaced further apart
- Safe Turning Lanes: dedicated left- and right-turn, indirect left-turns and U-turns, and roundabouts
- Median Treatments: two-way center left-turn lanes and non-traversable, raised medians with crossovers and turnarounds
- Right-of-Way Management: good sight distance, access location, and other access-related techniques.
- Cost-Effective Investment: inexpensive changes to individual access can delay or eliminate the need to add additional through traffic lanes.
- Business Vitality: Clear, safe, and well-designed access to corridor businesses promotes business growth and investment.

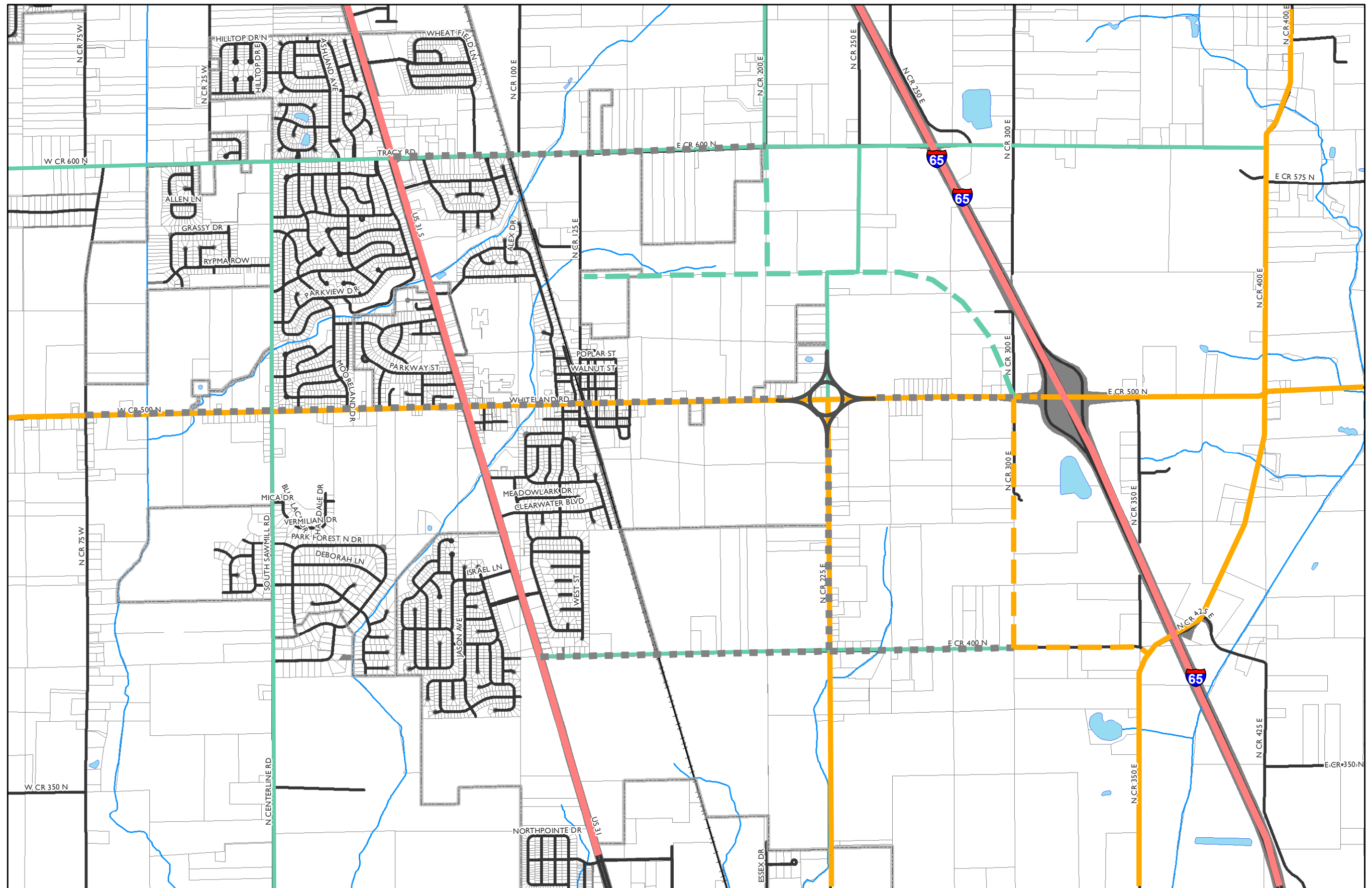
US 31 through Whiteland is in need of a comprehensive review of current access patterns, traffic data, and crash concentrations to identify site-by-site opportunities to implement access management through driveway closures, redesigned driveways, cross-access through adjacent parking areas, and construction or connection of service drives and frontage roads. An access management plan should be prepared with close coordination with the Indiana Department of Transportation (INDOT), which issues access permits along the corridor. Whiteland Road is also ripe for effective access management and has the advantage of being relatively undeveloped, making it possible to be proactive. The town should amend its zoning regulations to create an arterial overlay district to support effective access management.

#### *Traffic Impact Studies*

Traffic impact studies would be one way to ensure that Whiteland's transportation network is able to support proposed development. A traffic impact study is conducted by a transportation engineering firm, at the expense of the developer, to identify the impact a proposed development on the level of service for a particular street and propose ways to mitigate the impacts such as passing blisters, turn lanes, signal timing adjustments or additional travel lanes. Many communities require traffic impact studies for all non-residential development and for large major subdivisions. A traffic impact study can be requested as a part of the rezoning or development review process, but it is generally more equitable to require it for all development of a certain type or size.

#### *Projects: Enhancing and Improving Existing Streets*

The future transportation map shows the functional classification of existing and proposed streets. Functional classification is used for determining the needed right-of-way for streets in the subdivision process. The thoroughfare plan (as the future transportation map is also called) shows proposed roads to enhance the circulation pattern through Whiteland and support the proposed adjacent land uses. Key areas for improvement are described in this section.




Town of Whiteland  
JOHNSON COUNTY, INDIANA

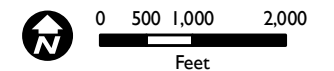
# Transportation

## Functional Classification

- Principal Arterial
- Minor Arterial
- Collector
- Local

## Transportation Improvements

- - - Future Collector
- - - Future Minor Arterial
- - - Road Improvement
-  Roundabout





## Intersection of Whiteland Road and US 31:

This busy intersection is a key focus area, and serves a number of purposes in Whiteland.

First, it handles more traffic than any other intersection, and serves as the “crossroads” of Whiteland. As such, the town should regularly work with INDOT to evaluate traffic operations for all modes and determine what changes or improvements may be needed. More specifically, additional development in the area and the potential for Whiteland Road to serve as a key east-west connector between I-65 and proposed I-69 will increase traffic and may warrant a roundabout, indirect left turns, and driveway closures in the intersection area.

Second, this intersection is a gateway for through traffic on US 31 passing through or coming to Whiteland. Streetscape amenities such as decorative lighting, mast arm signals, and themed signage and landscaping can promote the community in a high-quality, positive light.

Third, it provides a key non-motorized crossing that connects the east and west halves of the town for pedestrians and bicyclists. The Metropolitan Planning Organization (MPO) identified US 31 as a pedestrian corridor; funding for pedestrian improvements along all of US 31 should be solicited from INDOT and the MPO to further their goals and objectives and improve the environment for non-motorized users. At the intersection, crosswalk striping and high-visibility pedestrian signals, countdown crossing timers, and sidewalk connections are all needed to make this crossing an attractive alternative to motorized transportation. Currently, sidewalks are only provided in the southeast quadrant of the intersection, making crossing unsafe and signaling pedestrians that they are not intended to use the intersection.

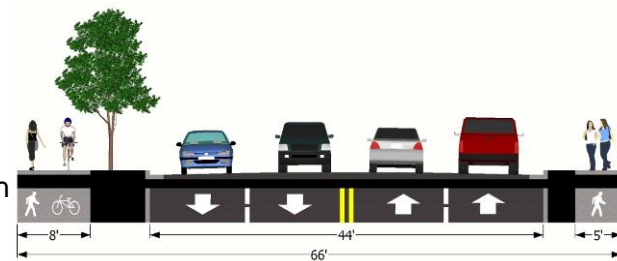
### Whiteland Road west of US 31:

This two-lane, suburban street connects the schools and planned town center with residential and agricultural offerings on the west side of US 31. Within the 66' right-of-way, the recommended cross section is to widen to four lanes, add a sidewalk on the north side (5'), and a shared pathway on the south side (8').



### Metropolitan Planning Organization (MPO)

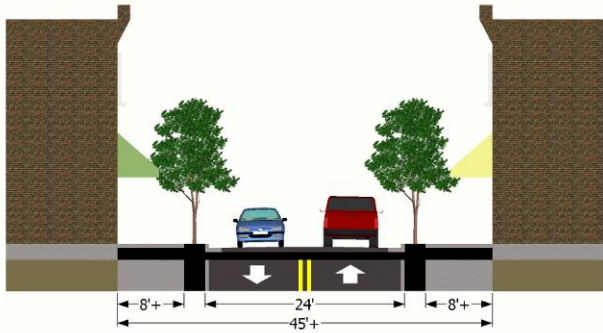
Each Urbanized Area with a population of 50,000 or more is required by Federal Regulations to have a designated Metropolitan Planning Organization (MPO) with the responsibility of conducting a continuing, cooperative and comprehensive transportation planning process. In the Indianapolis region, the City of Indianapolis, Department of Metropolitan Development (DMD) is the designated MPO.





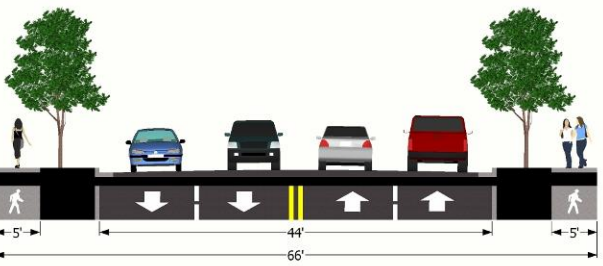
#### Whiteland Road east of US 31:

A narrow right-of-way of as little as 45' limits opportunities for major changes to the cross-section. Especially as construction is done on or along the corridor (by town, state, county), changes to this area should include requiring buildings be built very close to the right-of-way, installing street trees and themed street lighting and adding direction signage. In addition, the town should evaluate the benefits and costs of one or more non-motorized signalized crossings in this segment. More people living north and south of the older part of town will increase student, elderly, and other walking and biking and will need these critical linkages across major roads.



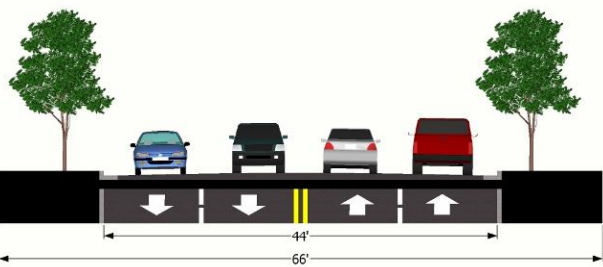
#### Whiteland Road east of town:

Connecting the traditional center of town to planned development areas and I-65 to the east, Whiteland Road will need to be expanded beyond its current 2 lane cross-section. Widening to a four lane street with a raised, landscaped median island separating directions of traffic would allow for a safe, attractive transportation link that also makes walking and biking an attractive option. In addition to providing sidewalks on both sides, this section would be able to use the center median as a refuge when crossing the street.



#### Whiteland Road east of CR 225 E:

East of the proposed roundabout, Whiteland Road will connect the planned town center and US 31 with the I-65 interchange. The street should be expanded to a four lane cross-section when volumes increase enough to approach design capacity. The design should be thoughtful to allow room on at least one side of the right-of-way to add a shared-use pathway in the future.

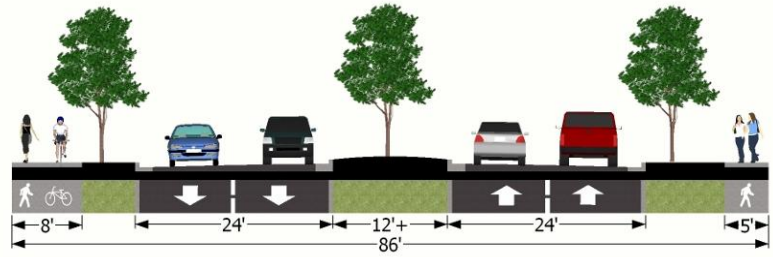


#### Whiteland/CR 225 E Roundabout:

Based on planned mixed-use development, input from the public, and key location of the intersection of Whiteland Rd and CR 225 E, this plan recommends the town conduct an in-depth analysis and traffic model to explore the construction of a modern roundabout to handle the traffic and provide a distinctive gateway feature at the town's front door. Several communities in Indiana have implemented roundabouts; a coordinated public awareness and education campaign would be needed to ease the transition into this new type of intersection design.

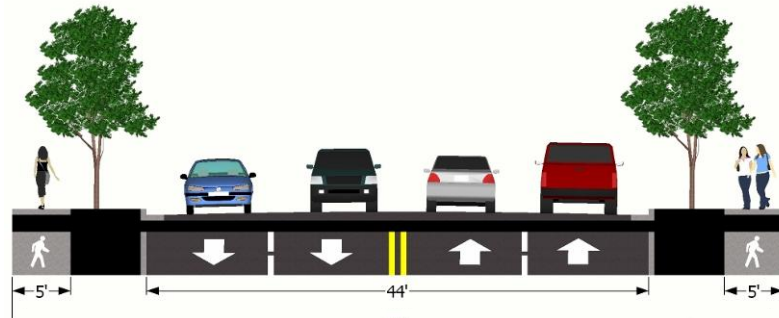
### CR 225 E:

Radiating north-south from the planned roundabout at Whiteland Rd, CR 225 E provides a critical connection to east-west Whiteland Rd corridor. As planned development for the area occurs and traffic volumes increase, this street should be reconstructed as a four lane cross section with a narrow median, sidewalk on the east side, and an eight (or more) foot wide shared use pathway on the west side. In addition to handling auto and truck traffic, this route will provide an important north-south link to walkers, bikers, and runners in the east side of Whiteland.



### Improved East-West Routes: CR 400 N and CR 600 N:

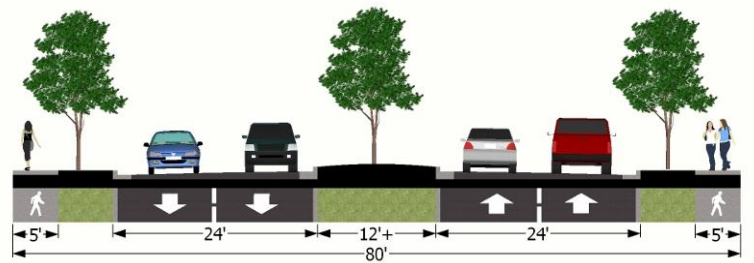
As collector streets, 400 N and 600N provide access to major streets such as US 31, Whiteland Rd, and I-65. Currently designed as a two lane cross-section without continuous sidewalks, these corridors should be evaluated regularly and expanded to a four lane cross section with sidewalks on both sides of the street, as needed by increasing traffic volumes.



### Projects: New and Upgraded Streets

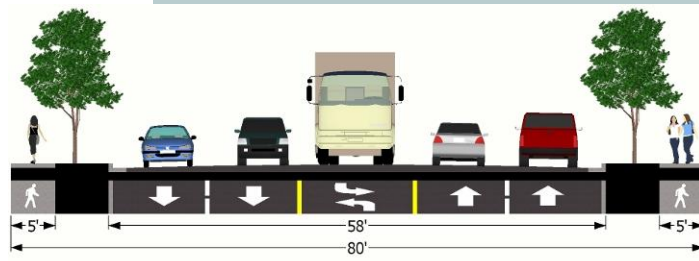
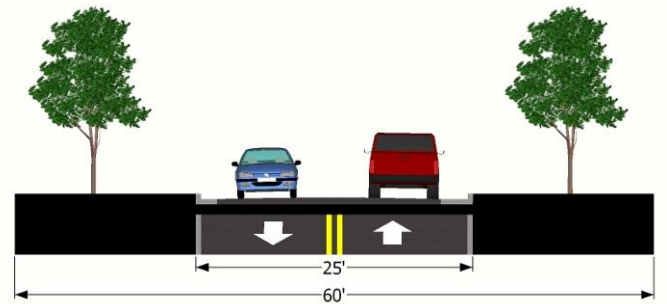
#### New Northside Access Collectors:

To improve access to the planned industrial, business, and town center areas located north of Whiteland Road, the town should construct two new two-lane access roads (parallel to Whiteland Rd and extending CR 200 E south from CR 600 N to the new parallel street. The route would keep trucks and employment traffic off Whiteland, connecting to the planned roundabout at CR 225 E or to Whiteland Road just west of the interchange with I-65. During public meetings, participants only supported the roundabout option at CR 225 if there was an alternate route for trucks that would keep them out of the roundabout.



#### Upgrade and Extend CR 300 E to CR 400 N east to CR 350 E as Truck Route:

To accommodate increasing truck and auto traffic in the east part of town as development occurs, the town should connect/extend CR 300 E south from Whiteland Road/CR 500 E to CR 400 N. That completed section and CR 400 N east to CR 350 E should be upgraded to minor collector status, including widening to four lanes with a center left-turn lane and sidewalks. The center turn lane will help with the higher volumes of trucks anticipated to use this route to access business and industrial development.



## D. Housing

Housing is the single-largest land use in Whiteland, aside from agricultural lands that have been annexed for development. Residential land uses account for nearly a third of the land in Whiteland. Much of the housing in Whiteland has been built in the past 30 years. Single-family detached homes are the preferred housing type and many of the homes have attached garages. Multiple family homes represent less than one percent of the land use in the county.

Older homes (built prior to 1950, some closer to 1900) are primarily near Main Street, in and around the downtown area. Some of these homes front on Main Street and have small businesses in them; others are mixed in with the commercial structures in the downtown corridor. The lots that these homes occupy are a little larger than those typically found in newer subdivisions. Along Main Street the lots are significantly deeper than they are wide. There are a variety of styles among the older homes from white clapboard “farm” style homes to Victorian and similar architecture. According to the Johnson County Interim Report of historic structures from 1985 there are five historic homes in the older area of Whiteland, four of which are considered contributing structures. Two additional structures are in the area that has been annexed into Whiteland. The homes in the traditional core of Whiteland are located at:

- 220 Railroad Street
- 600 Walnut Street
- 600 Brewer Street
- 432 Main Street

Housing developed after the 1970s is generally in subdivisions created under a single developer in a short period of time. Most of the housing in Whiteland is in these newer subdivisions. Lot sizes tend to be relatively uniform and in the quarter to third acre size range. These subdivisions predominately have curvilinear streets and sidewalks. Housing styles are primarily ranch and colonial or traditional American two-stories. Most of the housing is well-maintained, though some is in need of minor siding or roofing repair.

A few neighborhoods have relatively small front yards, which translate into short driveways. Experience teaches us that when driveways are short, multiple cars do not fit in the driveway without overhanging the sidewalk. This creates difficulties for pedestrians, people pushing strollers, and people who may be using walkers, canes, or wheelchairs. It also creates a situation where it is difficult for children to bike. Walkability, bikeability, and universal accessibility are some of the quality of life characteristics people seek in suburban communities and should be taken into consideration in the zoning and subdivision control regulations for





new housing development, potentially requiring driveways long enough to allow for two cars to be parked end-to-end in the driveway without overlapping the sidewalk.

### *Projects*

- Consider revisions to the zoning ordinance including development plan review for major subdivisions
- Improve walkability in existing neighborhoods where desirable
- Ensure walkability is a priority in new neighborhoods

## **E. Public Uses**

Whiteland is home to a number of public buildings as the central hub for the Clark-Pleasant School Corporation and Pleasant Township. Approximately eleven percent of the land in Whiteland is in institutional use. Public facilities provide a variety of needed services like education, recreation, police and fire protection, mail delivery, and coordination of infrastructure maintenance and repair, town management, and non-profit services. However, these facilities are also tax exempt and do not directly contribute to the town's financial resources for operations. Balancing taxable and tax-exempt properties in the community is critical to ensure adequate resources are available to provide for essential services.

### *Schools*

Whiteland Community High School is located near the intersection of Main Street (Whiteland Road) and US 31, just east of US 31. The facility includes the school and athletic fields.

Whiteland Elementary School is located on Center Street, as is the Clark-Pleasant School Corporation administrative building. These facilities are adjacent to the Whiteland Community High School campus.

Clark-Pleasant Academy is an alternative high school for students striving to meet graduation requirements for the state of Indiana. It is located on US 31, just northwest of Whiteland Community High School. The Academy is part of a partnership with the Simon Youth Foundation.

Neighborhood elementary schools are another quality of life amenity in many communities. Although the school district provides transportation to all students, Whiteland Elementary school is walkable from several areas of the town. However, there are physical barriers to making the routes safe and desirable. The sidewalk opposite the elementary school is interrupted for several blocks as it passes a local business, but there are no design features to make the mid-block crossing safe for children such as striping, school crossing signs, sidewalk ends signs, or a median.



Simple design changes could improve the safety of this crossing for families who choose to walk to school.

Whiteland High School could be walkable for much of the community; however, the school does not have sidewalks on its side of Main Street. This is a deterrent to walking to the school even from the east side of Whiteland Road for class, events, and games. The intersection of Whiteland Road/Main Street and US 31 is not currently configured for pedestrian crossing

### *Government Buildings*

Town hall and the police station are located at 549 Main Street in the downtown business district. A four-acre parcel on Pearl Street is occupied by the town's maintenance facilities. Wastewater treatment facilities for the town are located on the southwest side of the community, west of US 31. Pleasant Township has administrative buildings on Railroad Street, north of Main Street. The Whiteland Fire District station is located on South State Street southeast of downtown.

Ultimately the town hall and police functions would likely be relocated to the town center to encourage activity in that location and provide the most functional space for the town administration.

### *Places of Worship*

Whiteland United Methodist Church has frontage on Main Street across from Whiteland Community High School. The church's campus is approximately two acres. Whiteland New Life Church of God is also located on Main Street, though it is on the east side of downtown at State Street. Solid Rock Church Assembly of God is located on Center Street north of Main Street. Old Time Whiteland Baptist Church is on Front Street. Both of these churches have smaller campuses of approximately one-half acre. St. Thomas Episcopal Church is located at the south end of the community on CR 400S/Paul Hand Road on a five acre campus.

As non-residential projects, places of worship should be subject to development review to ensure adequate parking, circulation, landscaping, and buffering from adjacent uses. Places of worship need to be treated the same as other similar places of assembly.

### *Other Tax-Exempt Properties*

Crisis Pregnancy Center of Johnson County is located on the north side of Main Street, east of State Street. Immediately east of that is the New Whiteland Post of the VFW, which is also tax-exempt and has a nearly two-acre campus.



### *Projects*

- Implement infrastructure improvements near Whiteland Elementary School
- Relocate town hall and the police station to the town center
- Require development plan approval for non-residential uses

## **G. Economic Development**

---

### *Business and Industrial Parks*

There are four small, scattered-site industrial locations in Whiteland. Irving Materials, Inc. is located on Tracy Road/CR 600N adjacent to the railroad tracks. Some of the frontage on the south side of Tracy Road/CR 600N between the railroad tracks and US 31 is also in industrial use. A third industrial site is on the east side of the railroad tracks south of Brewer's Ditch. The site has access to the railroad and Front Street. The fourth location is on US 31 south of the intersection at Whiteland Road on the west side of US 31.

Two smaller industrial properties are also located in town, one at the southwest corner of Main and State Streets and the other on Williamson Street at the railroad tracks. The total land in industrial use is approximately 21 acres, or just over one percent of the land in the community.

Development of additional industrial land is an important economic development strategy for Whiteland in terms of job creation and development of additional tax base. Use of tools like TIF districts for development of business and industrial park areas between Graham Road and I-65 may help spur development in the area and finance improvements such as utilities and roads. In any case, business development activities should be fiscally, socially, and environmentally sustainable.

### *Town Center*

Downtown – roughly bounded by Walnut (north), Railroad (east), Pearl (south), and Center (west) streets – is the more traditional commercial core of the community. It includes government offices such as the town hall, township offices, and post office as well as churches, professional services, personal services, and retail or specialty trade shops. Buildings are closer to the street than on the US 31 corridor. Much of the corridor has sidewalks on at least one side of the street, though there are areas, particularly near the railroad tracks, that would be impassable with a stroller, walker, or wheelchair. Driveways in the downtown tend not to be well-defined and parking areas generally bleed into the travel lanes. Main Street is a two-lane road with a relatively limited right-of-way; no on-street parking is permitted on either side of the street.



### **Town Center:**

*Ideas for what the Town Center could look like*



A new town center, located between Graham Road and the railroad tracks, would provide an opportunity for Whiteland to develop a planned space that is uniquely Whiteland and distinguish the community from adjacent cities and towns. The town center should have a master developer to ensure that the project is sustainable as designed and financially feasible. Walkability, aesthetics, functionality, and public use would be key features of the town center as envisioned during the planning process.

Unique shops would draw shoppers into Whiteland and increase the likelihood of local residents spending money in Whiteland, rather than other nearby communities. Commercial space will also provide additional sources of property tax revenue by broadening the tax base.

Government services such as the town hall and police station are also envisioned in the town center, drawing people to the location. A park is planned for the south side of the town center behind the buildings. This component of the town center will allow the town to have more room for governmental functions as it grows and provide needed public recreation areas and gathering spaces.

### **Other Business Districts**

As discussed above, commercial and industrial land uses provide the basic tax base of the community and provide services and employment for local residents.

Less than four percent of Whiteland's land is in commercial and office uses, concentrated in two locations – US 31 and Main Street/Whiteland Road.

US 31 is a traditional highway corridor with commercial strip development. North of the Clark-Pleasant Community Schools property, the east side of Whiteland Road (in the town of Whiteland) is commercialized, primarily retail and entertainment, uses. Part of the commercial frontage of US 31 adjacent to the school property is not part of the incorporated limits of the town of Whiteland, though the area nearest the intersection with Main Street/Whiteland Road is incorporated. There is limited access to businesses from US 31, which is controlled by the Indiana Department of Transportation (INDOT). Generally the access is right-turn-in and right-turn-out. Several breaks in the US 31 median do allow for left-turns at key locations. Many of these properties could derive access from Tracy Road, but there appear to be few, if any, driveways accessing Tracy Road.

Commercial uses on Main Street are concentrated in two primary nodes, one at the US 31/Whiteland Road intersection and downtown Whiteland, between Center Street and the railroad tracks. At the US 31/Whiteland Road intersection, there is a

commercial presence on all four corners. The northeast corner has a gas station and some additional primarily retail uses. The southeast corner also has a gas station and a retail plaza that includes personal services and restaurants in addition to general retail uses. The southwest corner is occupied by a retail strip center with some personal service uses and a self-storage facility south of the retail uses. The northwest corner is a vacant grocery store site, widely considered by the community as a significant issue due to its development potential and prominent location contrasted with its current unkempt vacant condition. Buildings at this node tend to be set back from the road right-of-way and have well-defined driveways. Planting strips separate the sidewalk (where available) or parking from the roadway.

Redevelopment of the commercial areas along US 31 and Whiteland Road would enhance the image of Whiteland at key gateway locations. As redevelopment occurs, access management can be put in to place along with improved pedestrian access, landscaping, and similar considerations. Improvements to the corridor will increase the opportunity of infill development and development of vacant sites. TIF may be an appropriate tool for redevelopment. Revolving loan funds for façade and other improvements could also be a catalyst for redevelopment in the area.

Commercial development and redevelopment should be kept in perspective. Whiteland's population base and proximity to other communities with retail space means that its retail trade area is at the neighborhood scale. Neighborhood shopping centers provide for the sale of convenience items and personal services for daily needs. A typical neighborhood shopping center has a gross leasable area of approximately 50,000 square feet and would occupy three to ten acres of land. Convenience centers are similar to neighborhood centers and are typically 20,000 square feet of gross leasable area (ULI Shopping Center Development Handbook).

### *Projects*

- Master development plan for the town center
- Creation of TIF districts if feasible
- Creation of a revolving loan fund



# Appendix

## A. Community Profile

---

The community profile provides a snapshot of where Whiteland has been in terms of population, employment, housing, and educational attainment. The data is the most current available at the time it was collected, while some data has been released from the 2010 Census at the place level, not all of the data has been released and less data will be available from the 2010 Census than prior Censuses. Where available, official estimates have been provided to explain what has happened in the community since 2000.

### *Demographics*

**Population.** Whiteland experienced substantial population growth in the 1990s, as did many communities in the Indianapolis metro region. During the 2000s that growth slowed. While the official estimates for Whiteland were showing more significant growth throughout the 1990s, the 2010 Census population for Whiteland is 4,169. Population estimates tend to overestimate the population of towns in fast-growing metropolitan counties while underestimating the population in more rural communities which explains the significant changes for most communities in Figure A between the 2009 population estimate and the 2010 Census count. Between 1990 and 2000 the number of households in Whiteland grew by just over 67 percent. This is consistent with the 62 percent increase in population during the same period, and a 2 percent decrease in average household size from 2.98 in 1990 to 2.92 in 2000. However, between 2000 and 2010 the number of housing units (household figures are not yet available) grew by approximately 13 percent with a five percent increase in population. More people are remaining single (or remaining single longer) and families tend to have fewer children; therefore, the number of households increases but the population doesn't grow as fast as housing units or households.



Figure A: 2000-2009 Population Estimates with 2010 Census Population

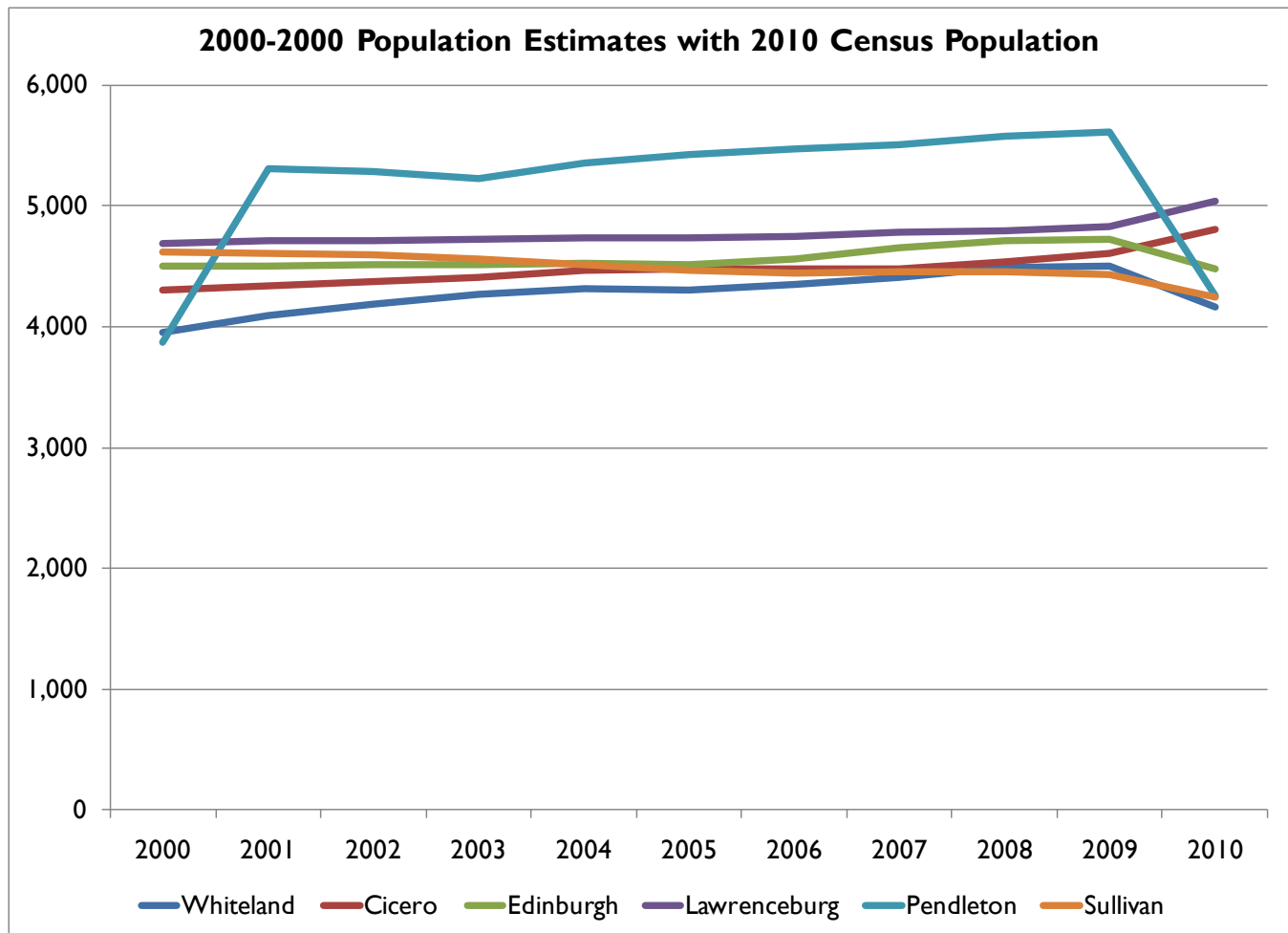
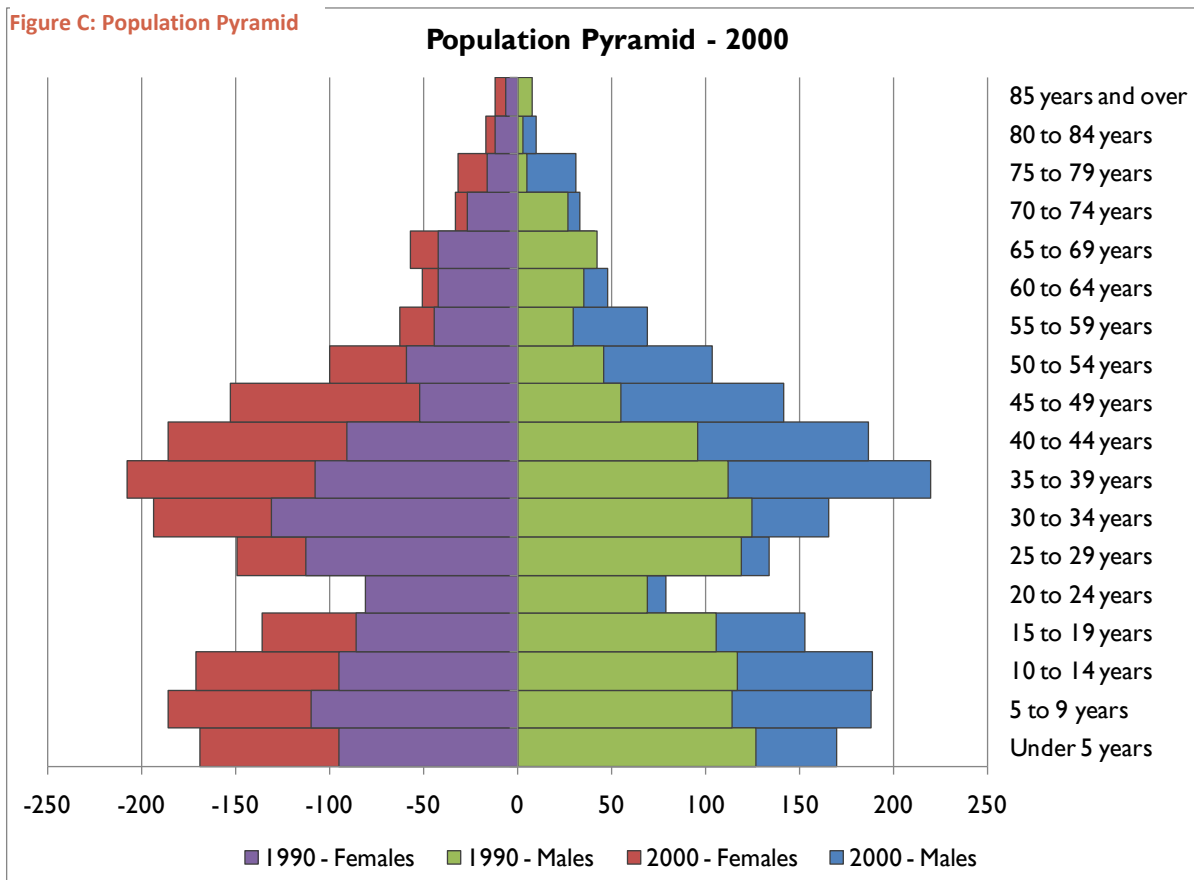


Figure B: Household Size (Census 2000)

Household Size								
	Whiteland	Cicero	Edinburgh	Lawrenceburg	Pendleton	Sullivan	Johnson County	Indiana
Total:	1,347	1,651	1,818	1,955	1,430	1,971	42,434	2,336,306
1-person household	202	297	511	671	430	709	8,999	605,378
2-person household	437	692	521	607	454	631	14,611	789,600
3-person household	252	320	323	290	192	274	7,649	388,854
4-person household	272	226	270	245	236	223	7,114	332,396
5-person household	161	70	139	121	82	100	2,823	149,211
6-person household	23	32	22	21	36	25	893	46,103
7+-person household	-	14	32	-	-	9	345	24,764

Source: US Census Bureau

**Age.** The population pyramid showing the age cohort distribution by gender for Whiteland (Figure C) in 2000 is similar to that found in many communities throughout Indiana and the nation. The majority of Whiteland's population, (52%) is aged 25 to 59 years. The town also has a significant number of residents under the age of 20, (35%). These two majority age groups were also found in the 1990 population of Whiteland, but due to the 62% growth rate between 1990 and 2000, they have become more prominent. Generally the pyramid shows that Whiteland is an attractive community for working-age adults between 30 and 55, often with children. Since Whiteland does not have a college or university, it is not uncommon that the age 20 to 24 cohort is small. It would be particularly true in 2000 as that age group represented the smallest birth-years in modern history.



**Growth.** Prior to 1950, Whiteland's population remained relatively stagnant, growing only 39 percent in 50 years (between 1900 and 1950). Since 1950 however, the community has experienced a population boom, growing nearly 800 percent between 1950 and 2010 (see Figure D). While Whiteland averaged a 10 percent yearly growth rate during the last century, growth has slowed since 2000. Figure E shows the estimated population for Whiteland comparable jurisdictions from 2000 to 2009 with 2010 Census population counts. The Census population in 2010 was approximately 4,200 people, an increase of more than 5 percent over 2000 as shown in Figure A. Again, the difference between the population estimates and the Census population count explains the significant decrease between 2009 and 2010.

Figure D: Historic Population

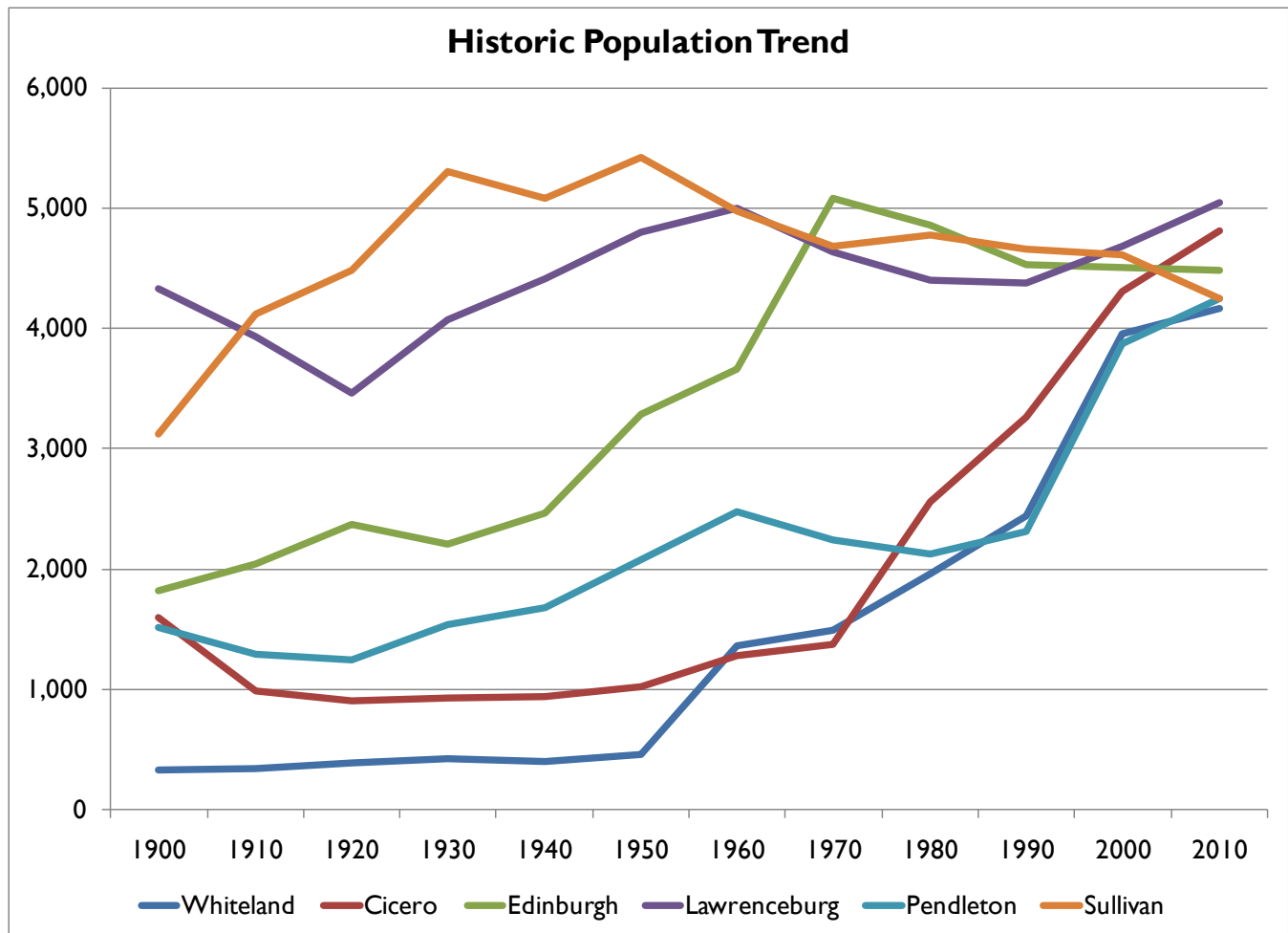


Figure E: Population Estimates 2000-2008

Population Estimates 2000-2009 with 2010 Census Population								
	Whiteland	Cicero	Edinburg	Lawrenceburg	Pendleton	Sullivan	Johnson County	Indiana
2000	3,958	4,303	4,505	4,685	3,873	4,617	115,209	6,080,485
2001	4,091	4,339	4,504	4,718	5,307	4,605	118,745	6,124,967
2002	4,184	4,380	4,514	4,714	5,285	4,595	121,883	6,149,007
2003	4,275	4,409	4,516	4,730	5,233	4,562	124,013	6,181,789
2004	4,312	4,464	4,522	4,741	5,353	4,515	126,426	6,214,454
2005	4,308	4,485	4,517	4,737	5,422	4,468	129,336	6,253,120
2006	4,350	4,480	4,558	4,754	5,475	4,441	133,188	6,301,700
2007	4,411	4,484	4,657	4,781	5,513	4,460	136,657	6,346,113
2008	4,487	4,533	4,716	4,800	5,575	4,457	139,722	6,388,309
2009	4,502	4,614	4,724	4,828	5,610	4,429	141,201	6,423,113
2010	4,169	4,812	4,480	5,042	4,253	4,249	139,654	6,483,802

Source: US Census Bureau and Indiana Business Research Center

**Employment.** Whiteland residents were employed in a wide array of fields that range from white- to blue-collar jobs in 2000. The largest percentage of the resident population (nearly 22%) worked in the manufacturing sector (see Figure F). The education, retail, and transportation sectors were the town’s next highest employers. Within these sectors, Whiteland residents held many different types of jobs. Most residents held management, professional, sales, and office occupations (see Figure G). These positions accounted for 56 percent of jobs held by those living in Whiteland. Most businesses employing Whiteland residents were located outside the town boundaries. The majority (57%) of employed residents traveled less than 30 minutes for work and only 14 percent of residents reported traveling more than 45 minutes.

Figure F: Employment by Industry 2000

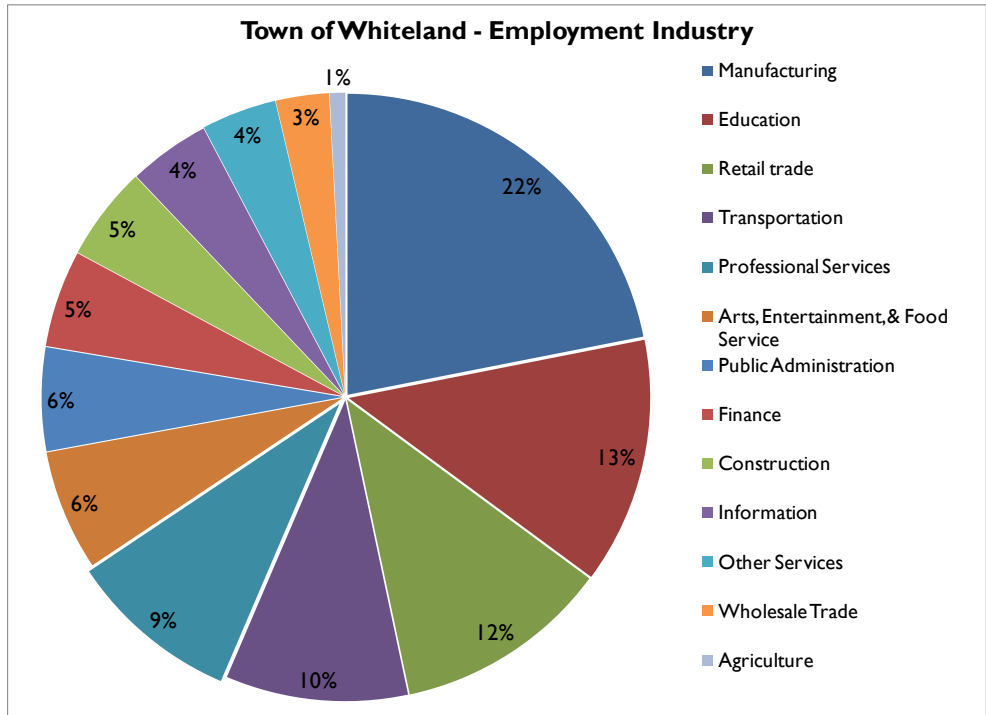
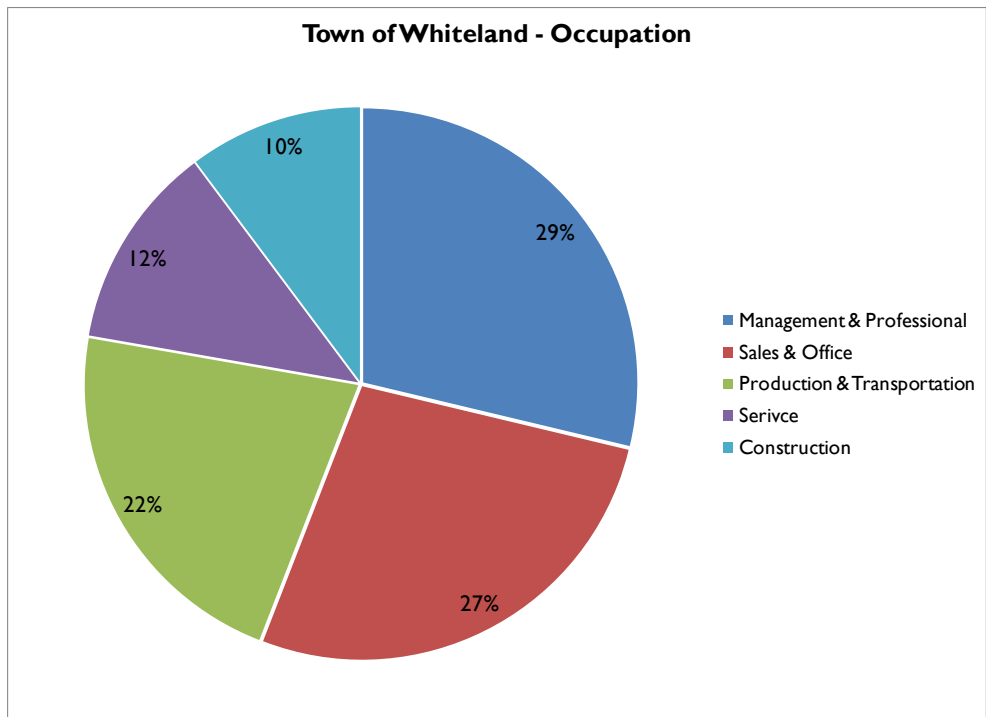
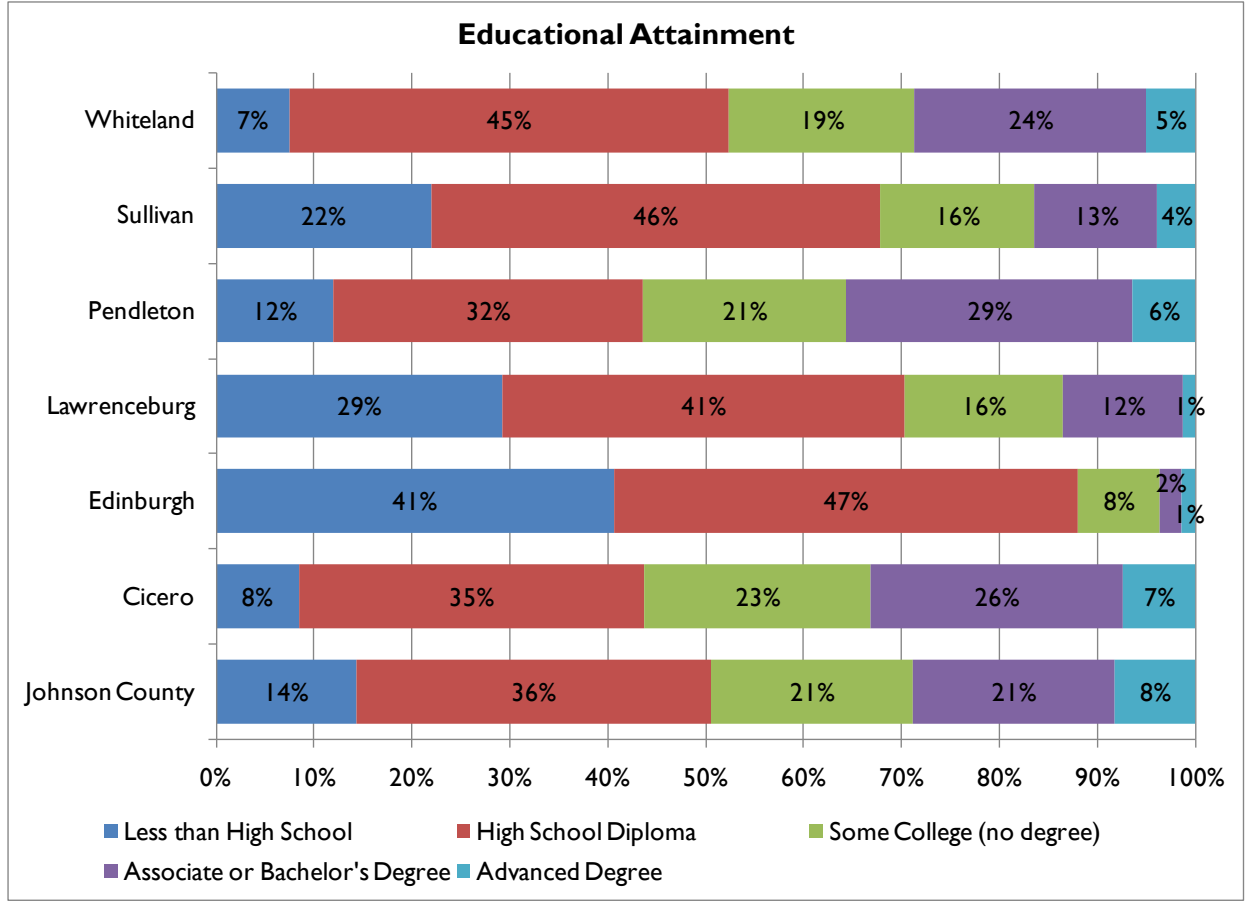


Figure G: Employment by Occupation 2000



**Education.** Whiteland has a well educated population, as 93 percent of residents over age 25 had at least a high school education in 2000, well above Johnson County and Indiana, as a whole. Also, 29 percent of residents had earned a college degree in 2000.

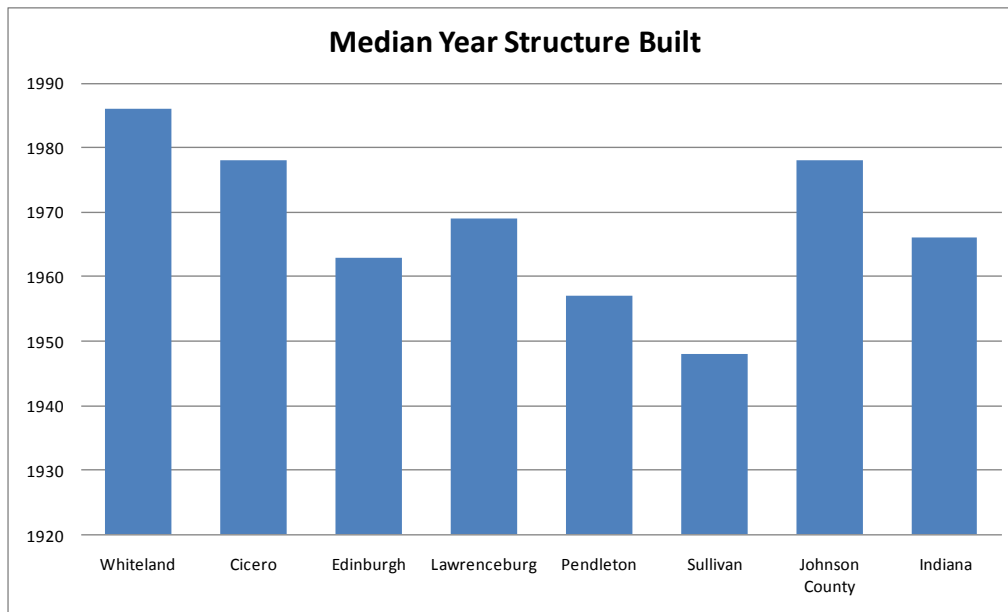
Figure H: Educational Attainment 2000



## Housing

While Whiteland incorporated as a community in 1886, much of the community's housing growth came more than a century later. The median year of housing structures built in Whiteland is 1986, making its housing stock newer than all comparable communities (as seen in Figure I). The town's relatively new housing stock may account for its higher median value which, in 2000 (2010 data not available) for owner-occupied homes was \$107,300. This is well above the State of Indiana (\$94,300), but less than Johnson County (\$122,500). Housing prices have fluctuated significantly since 2000, but there is no official data for Whiteland from the Census since the community is under 25,000 population. Fortunately, housing prices in Indiana are more stable than in other parts of the country, and have not suffered dramatic declines in the past few years because they did not experience substantial increases earlier in the decade.

**Figure I: Median Year Structure Built – Residential 2000**



Housing in and around Whiteland is generally well maintained. Predominately, housing takes two forms; 1) older homes centered around the historic town center east of US-31 near the intersection of Whiteland Road and Center Street, and 2) new subdivisions scattered throughout the remainder of the town. Approximately 60% of all housing units were built after 1980.

Whiteland has a nearly 6% vacancy rate. This rate is the lowest of all comparable communities as shown in Figure J. Whiteland also had the lowest percentage of renter occupied units in 2000, data for 2010 is not available (see Figure K). Low vacancy and high home ownership rates contribute to viable neighborhoods and provide a strong community foundation.

Figure J: Housing Vacancy Status 2010

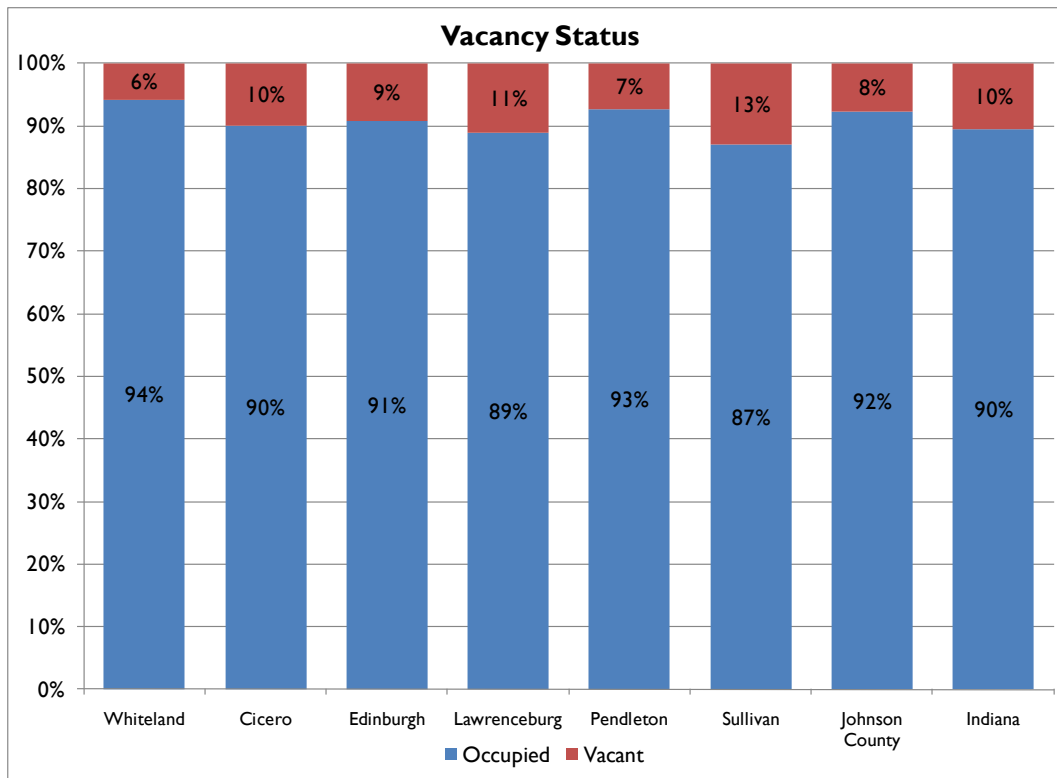
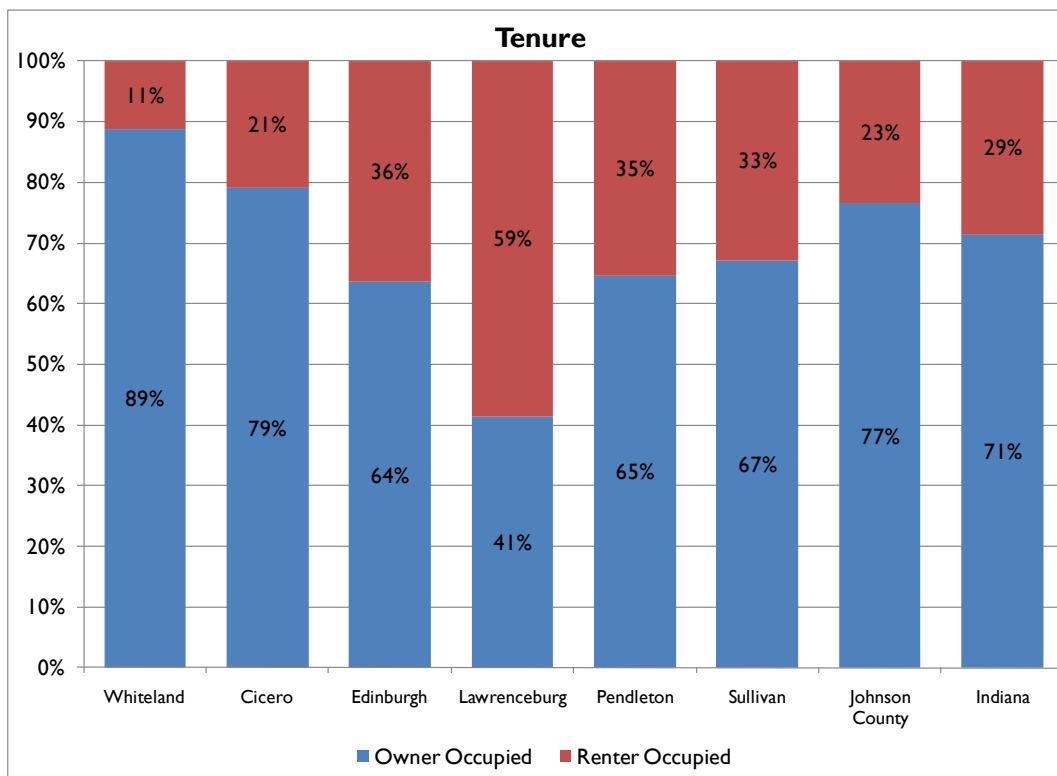


Figure K: Housing Tenure 2000





## Land Use

Existing land use patterns reveal the community's composition, development trends and the amount of land available for future development. Knowing what land is committed to various uses also provides a foundation for the future land use map, unless significant redevelopment is planned.

Land uses are typically classified as residential (with multi-family residential as a separate category), commercial (with office as a separate category), industrial, institutional, utility, agriculture, and open space or recreation. Vacant land is also identified. The land uses for Whiteland are based on the property tax records from Johnson County, with corrections for changes that are not documented (new uses or change of use) from the county.

In most small communities, and especially communities where employment is typically in another location (bedroom communities), residential land uses are the largest category. In Whiteland agriculture is the largest land use (50%) since the community has proactively annexed land for future growth. Whiteland has 928 acres of agricultural land inside the corporate boundaries. The second largest land use is residential (33%). Nearly all of the residential land in the town is occupied by single-family homes.

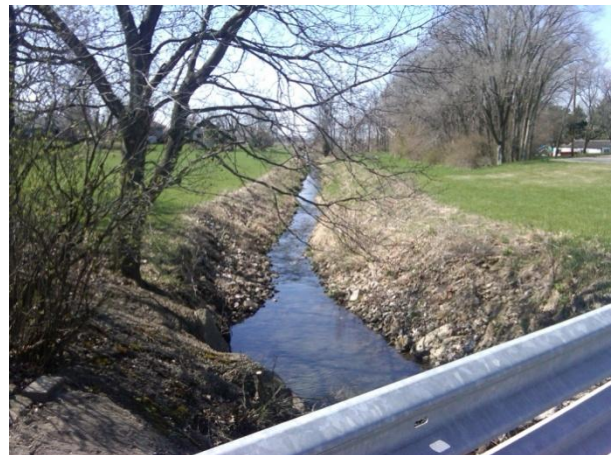
The next largest land use in Whiteland is institutional, comprising nearly 11 percent of the area of the town. More information about the specifics of institutional uses is in the Public Lands and Facilities chapter. Typically communities with more than ten percent of their land in institutional use are home to a college, university, or correctional facility. In Whiteland, while there is no such large user, there are several schools and related facilities that account for a significant amount of land.

Commercial and office uses comprise approximately 2.5 percent of the land use. As noted in the Commercial and Industrial chapter, the commercial areas are largely concentrated in two defined areas. Industrial sites, however, are scattered and are related to the specific location needs of each business (rail, highway access). Industrial land uses account for a little more than one percent of the land in Whiteland.

## Natural Features

Two streams transverse Whiteland – East Grassy Creek runs through the northwest corner of the community and Brewer's Ditch cuts through the middle of the community. Grassy Creek runs along the west side of the town in the area west of Sawmill Road. Each of these waterways has a small floodplain. Brewer's Ditch is piped under Main Street and US 31, but has surface flow in most other areas.

There are some relatively steep slopes on the north bank of East Grassy Creek and along the east bank of Grassy Creek. Outside of the stream areas the topography of Whiteland is rather flat.



### *Historic Features*

Seven structures in Whiteland are listed in the Johnson County Interim Report published by the Indiana Historic Landmarks Foundation in 1985. Five of them are residential, located at scattered sites throughout town (see the Housing chapter), and the final two are SouthPointe (formerly Whiteland Baptist Church) on West Street south of Main Street and the United Methodist Church on Main Street east of US 31 across from Whiteland Community High School. SouthPointe was built around 1880 in the Gothic Revival architectural style. The Whiteland United Methodist Church, built in 1904, is Romanesque Revival architecture similar to the Whiteland Methodist Episcopal Church.

### *Transportation*

Transportation corridors have played a role in the development patterns and economy of the Whiteland area throughout its history: first along the railroad corridor, second along US 31, and most recently along the I-65 corridor. US 31 and I-65 are the two Principal Arterial streets in Whiteland, with wide rights-of-way and significant capacity to handle car and truck traffic through Whiteland.

Whiteland Road (CR 500 N), the City's main east-west street, handles traffic connecting with I-65 interchange and other Minor Arterials/Collectors (CR 225 E, Centerline Rd, and CR 400 E), but has a very limited right-of-way through the center of town (as little as 45 feet wide) that limits opportunities to add capacity for all modes. In the context of Johnson County's Comprehensive Plan, Whiteland Road is a proposed east-west corridor to serve as the main connector between I-65 and the proposed I-69 (along the US 37 alignment). In the Corridor Location Map for the south portion of the Indianapolis MPO, CR 500 N is shown as part of the East-West Corridor, west of Whiteland ([http://www.in.gov/indot/files/corridor\\_oversize\\_south.pdf](http://www.in.gov/indot/files/corridor_oversize_south.pdf)).

INDOT 2007 Average Daily Traffic (ADT) counts for I-65 at Whiteland Road were 64,510 vehicles north of Whiteland Road and 57,010 south of Whiteland Road. More than 10,000 vehicles per day used the Whiteland Road interchange. Approximately 16,500 vehicles on I-65 at Whiteland Road were classified as commercial vehicles. The main north-south spine through Whiteland, US 31, had traffic counts conducted in March 2011. They were conducted north of Whiteland Road and showed an Average Daily Traffic (ADT) count of 24,380. This is an increase of approximately 2/3 since the last counts were conducted in 2007.

No non-motorized trails currently exist in Whiteland. Newer subdivisions typically have 3-5 foot wide sidewalks, with older subdivisions lacking sidewalk facilities. The pedestrian network is incomplete and does not allow for safe non-motorized circulation between neighborhoods or in commercial corridors.

As more intense development envisioned in this plan occurs (especially east of town), improvements to motorized (additional lanes, medians, roundabouts, new streets) and non-motorized (sidewalks and pathways) facilities will be needed to maintain and improve the quality of life and realize the vision and goals of the plan.

## B. Tools

---

Adoption of the comprehensive plan is not an end in itself. It is the foundation to creating a better community. But implementation of the plan, realizing the vision for the community, will require a variety of tools that are currently not being used or are not as effective as they need to be. Key tools include the following:

### *Parks Board*

A local parks board can serve as a champion to establish, grow, and manage parks in the community. Requirements for the formation, operation, and activities of a local Parks Board are in IC 36-10-3: General Park and Recreation Law. A sample ordinance for establishment of a parks board can be found at:

<http://www.in.gov/dnr/outdoor/files/municipalsampleordinance.pdf>

Impact fees are a way to get money for parks from development instead of requiring dedications of land. They can be challenging to establish and administer so they are something to consider as the town grows, but may not be the preferred option now. More information about impact fees is available at:

[http://www.in.gov/indot/div/projects/i69planningtoolbox/\\_pdf/Impact%20Fees.pdf](http://www.in.gov/indot/div/projects/i69planningtoolbox/_pdf/Impact%20Fees.pdf) and the law is available in IC 36-7-4-1300 series.

### *Open space requirements for subdivisions*

While parks provide open space and recreation opportunities for all residents of the community, there are opportunities for small, specialized, conveniently located open spaces within new subdivisions. Many communities require 10 percent open space as a part of all new residential subdivisions and some require that six percent of the open space be for active recreation.

Most communities require that a Homeowner's Association (HOA) be established to manage the open space. Some communities are requiring professionally managed HOAs to guarantee that someone (other than the collective homeowners) is responsible for the maintenance of the open spaces.

## C. Funding Sources

---

### ***Transportation Enhancements (TE)***

The Indiana Department of Transportation will provide project reimbursements (no more than 80% of a project's costs) totaling approximately \$20 million in federal transportation funds. Transportation enhancements (TE) are surface transportation related activities designed to strengthen the cultural, aesthetic, and environmental aspects of the nation's intermodal transportation system. The intent is to help communities become involved in their local transportation system. A few of the eligible activities include provisions of facilities for pedestrians and bicyclists, acquisition of scenic or historic sites, scenic or historic highway programs, landscaping, historic preservation, rehabilitation and operation of historic transportation buildings and preservation of abandoned railway corridors. All projects must be related to surface transportation.

Each application should be limited to one project but several applications may be submitted to INDOT. Applications are generally due mid-August.

Source: Toolbox Guide to Development Funds

### ***Tax Increment Finance (TIF)***

The tax increment finance ("TIF") mechanism in Indiana permits a town, city or county, through a local redevelopment commission, to designate targeted areas for redevelopment or economic development. Those areas can then be designated as "allocation areas" which triggers the TIF process. After such a designation is made, property taxes generated from new construction in the area, rather than going to the normal taxing units (e.g., schools, cities, counties), can be set aside and invested back in the area to promote development. These property tax revenues can be leveraged by the issuance of TIF bonds, the proceeds of which also can be used to promote development in the area. TIF revenues may be used directly to finance public infrastructure, land acquisition, site improvements, and other public improvements. Alternatively, TIF revenues may be pledged to the payment of bonds or lease rental obligations issued or incurred to finance such projects. Only taxes on real property, and taxes on depreciable personal property used in industrial, manufacturing, warehousing, research and development, processing, distribution, or transportation related projects, qualify for the use of the TIF mechanism.

Source: Toolbox Guide to Development Funds

### ***Recreational Trails Program***

The Recreational Trails Program is a matching assistance program that provides funding for the acquisition and/or development of multi-use recreational trail projects. The RTP funding represents a portion of the revenue by the Federal Highway Trust Fund from the federal motor fuel excise tax paid by users of off-road recreational vehicles. The project sponsor will not receive a cash grant at the time of project approval. The sponsor must pay the bills and then be reimbursed for a maximum of 80% of the expenses incurred for the project according to the terms of the project agreement. Eligible applicants are all units of government and agencies incorporated as not-for-profit corporations. Applicants may request grant amounts ranging from a minimum of \$10,000 up to a maximum of \$150,000. Applications are available online or from the Division of Outdoor Recreation. Applications are due by May 1.

Source: Toolbox Guide to Development Funds

### ***Land and Water Conservation Fund***

The Land and Water Conservation Fund is a matching assistance program that provides grants for 50% of the cost for the acquisition and/or development of outdoor recreation sites and facilities. Since the program began, Indiana has received approximately \$75 million in federal funds. This is a reimbursing program whereby recipients do not receive the grant funds at the time that the application is approved. A billing procedure enables the participant to request the federal share of the cost incurred throughout the grant term. Eligible applicants are legally established Park and Recreation Boards who have a five year master plan that has been approved by the Division of Outdoor Recreation. Eligible types of projects include: picnic areas, sports and play fields, golf courses, water oriented facilities, natural areas, linear greenbelts and trail corridors, and amphitheaters and bandstands. All facilities must be for (or support) outdoor recreation. Approved applicants have the opportunity to receive funding from \$10,000 to \$200,000. Application/manuals are available on line or by request. Applications must be postmarked or delivered to the Division of Outdoor Recreation on or before June 1 of each year. Project sites are inspected and then rated using objective-rating criteria.

Source: Toolbox Guide to Development Funds

Toolbox Guide to Development Funds is an online directory maintained at Ball State University. The database is updated regularly and includes a variety of funding sources available to local units of government and similar organizations. The Toolbox Guide to Development Funds is available at

<http://cms.bsu.edu/About/AdministrativeOffices/BBC/Resources/ToolboxGuide.aspx>