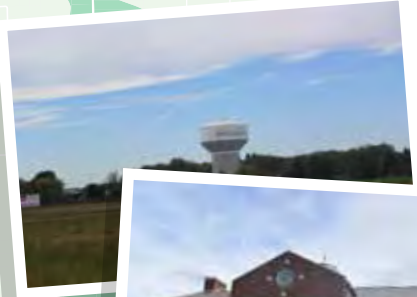
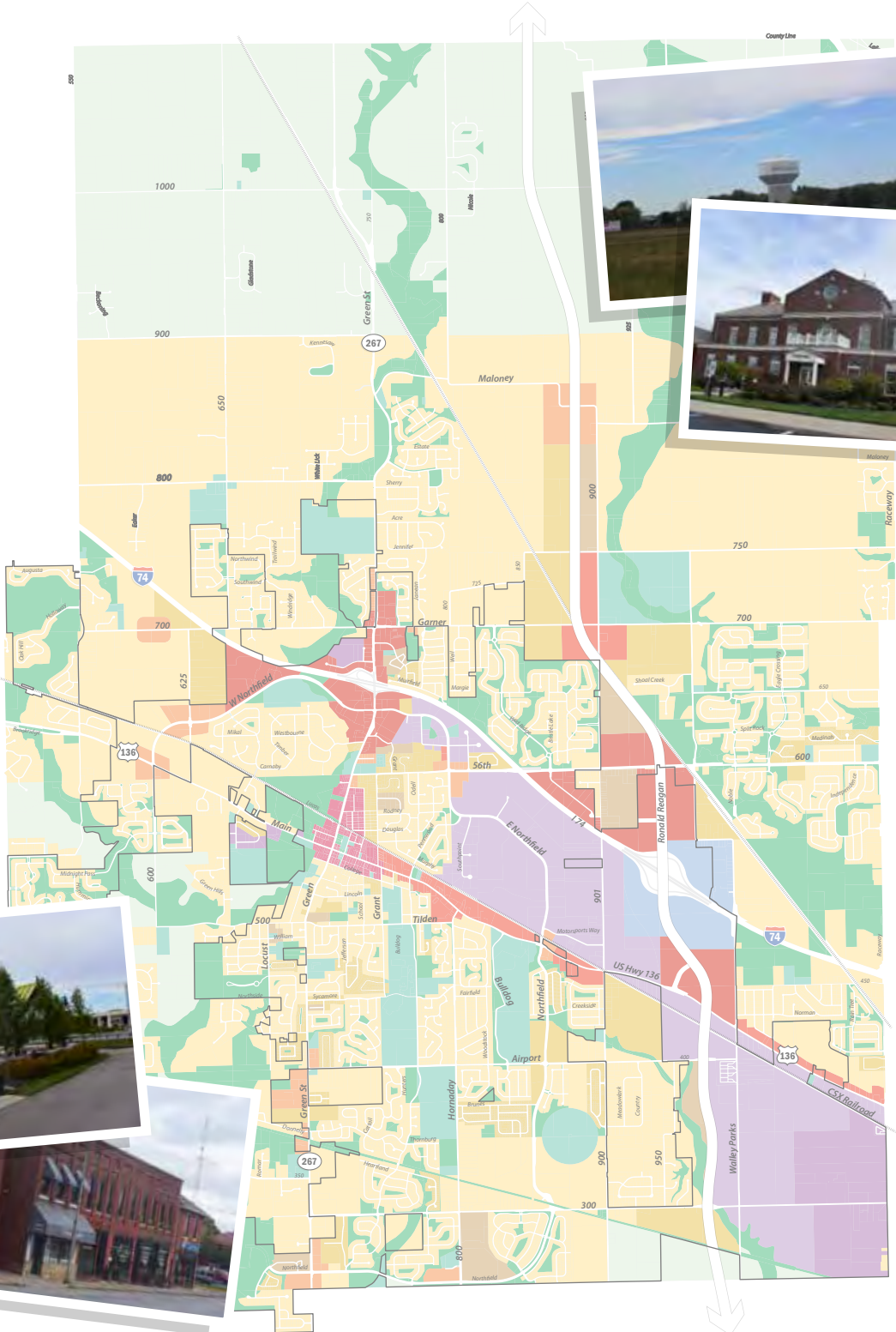


Town of Brownsburg COMPREHENSIVE PLAN

Adopted May 23, 2019



2019 Plan Update
prepared by Houseal Lavigne Associates

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The Brownsburg Town Council adopted The Town of Brownsburg Comprehensive Plan June 2012 by Resolution 2012-20 on July 26, 2012, and the plan became effective August 1, 2012.

AMENDMENTS

The Brownsburg Town Council adopted an update to the Town of Brownsburg Comprehensive Plan by Resolution 2019-11 on May 23, 2019.

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An aerial photograph of a city street grid. A large, rectangular green park area is the central focus, divided into four quadrants by a central crosswalk. The surrounding area is filled with residential houses, commercial buildings, and parking lots. The image is presented in a stylized, slightly desaturated color palette.

CHAPTER 1

PLAN INTRODUCTION

A close-up aerial view of a residential area, showing several houses with green lawns and trees. The perspective is from a high angle, looking down on the neighborhood.

PLAN INTRODUCTION



The Town of Brownsburg has undertaken the development of a Comprehensive Plan to plan for future development and growth within Brownsburg and surrounding Brown and Lincoln Townships. The Comprehensive Plan will set forth long-range recommendations for the maintenance and enhancement of existing neighborhoods and commercial areas and advance strategies for the sustainable development and growth of the community.

PURPOSE OF THE COMPREHENSIVE PLAN

As the Town plans for its future, the Comprehensive Plan will serve as the Town's official policy guide for physical improvement and development. The Plan is comprehensive in scale and scope, addressing a wide range of issues that impact areas throughout the Town of Brownsburg and all of Brown and Lincoln Townships. The Plan should serve as a guide to land use and development; the movement of vehicles and pedestrians; revitalization of the Downtown; the provision of parks, schools and other public facilities; and preservation of environmental features and open space.

The Plan considers not only the current needs and opportunities in Brownsburg, but also presents a plan for new improvements and developments over the next twenty years. The Plan establishes the ground rules for private improvements and developments while providing a foundation for decision-making based on community consensus and community visioning. Brownsburg's Comprehensive Plan is designed to promote the Town's unique assets and should be used to achieve the collective vision of existing residents and business owners while serving to attract new families and desirable development.

THE PLANNING PROCESS

The Town of Brownsburg's Comprehensive Plan is the product of a multi-step, community-driven planning process. The process was designed to produce a Comprehensive Plan that assesses and builds on existing conditions and influences, establishing a vision, and developing policies and recommendations to serve as a guide for community decision making. The planning process was built on a foundation of community input and outreach and focused on both community-wide and area-specific recommendations. Subsequent updates to the Comprehensive Plan include public engagement and outreach to confer on those amendments that arise due to changes in development, revised policies, or completed or new implementation action items.

ORGANIZATION OF THE PLAN

The Comprehensive Plan is divided into the following 14 sections:

Section 1: Plan Introduction – This first section of the Plan provides a review of the community’s existing land use and development; inventories existing transportation, community facilities and parks and open space; and summarizes demographics and market potentials, ensuring the Plan is built on a foundation of economic reality.

Section 2: Community Outreach – This section presents a summary of the outreach exercises conducted as part of the planning process, highlighting community issues and opportunities.

Section 3: Vision Statement – This section describes the community’s desired future for the Town of Brownsburg in general terms. It provides a narrative sketch of how Brownsburg will become a better place in which to live and work over the next 20 years.

Section 4: Goals & Objectives – This section presents goals and objectives that provide specific actions for the Town and its Comprehensive Plan as it strives to achieve the vision established in the previous section.

Section 5: Land Use & Development Plan – The Land Use Plan illustrates and describes in general terms the type and location of future land uses within the Town of Brownsburg and its growth areas.

Section 6: Residential Areas Plan – This section provides detailed recommendations and policies targeted at the improvement of Brownsburg’s residential areas.

Section 7: Business Areas Plan – This section provides guidance for the commercial districts and employment centers located throughout the Town.

Section 8: Growth Areas Plan – This section establishes a strategy and rationale for growth and annexation in the unincorporated areas surrounding the Town.

Section 9: Transportation & Mobility Plan – The Transportation & Mobility Plan is intended to ensure an adequate transportation network exists to accommodate the efficient movement of vehicles and pedestrians throughout the community.

Section 10: Community Facilities Plan – This section identifies the future need for community facilities and offers long-range recommendations for future facility locations and improvements to ensure that residents are adequately served by the Town and its service providers.

Section 11: Parks, Open Space, & Sustainability Plan – This section provides recommendations intended to expand the park and trail system, protect and enhance Brownsburg’s natural areas, and ensure the long-term stability of the Town.

Section 12: Image, Identity, & Community Character Plan – This section provides a framework for improving the overall appearance and character of the Town and its neighborhoods and commercial areas.

Section 13: Key Focus Areas Plan – This section presents recommendations regarding land use, development, and improvements for key focus areas within Brownsburg and its growth areas.

Section 14: Implementation – This section presents specific actions, as well as potential funding sources, that the Town should pursue as it endeavors to implement the recommendations of the Comprehensive Plan.

COMMUNITY PROFILE

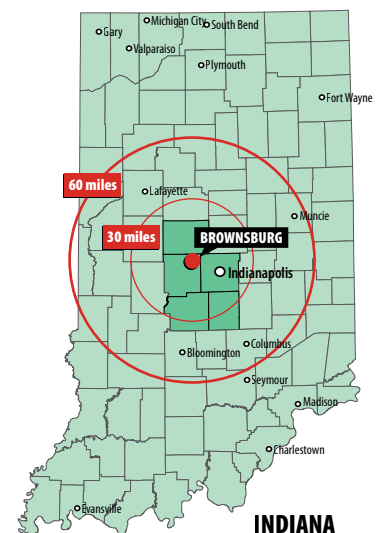
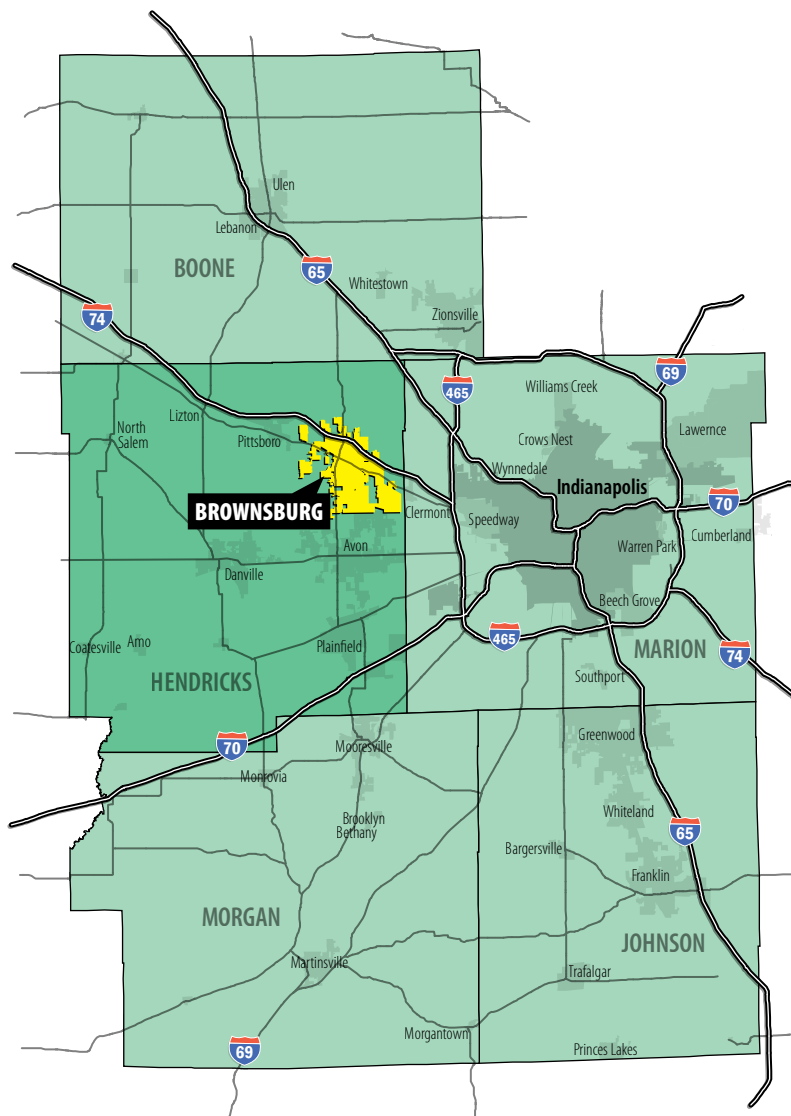
Existing conditions were inventoried and compiled to create a detailed Community Profile that establishes the basis for the Comprehensive Plan. The Community Profile is the product of community outreach and extensive data collection and analysis. It focuses on current conditions and influencing factors within the Town of Brownsburg and its planning jurisdiction is composed of Brown and Lincoln Townships. Demographic and market analysis figures were updated in 2019.

COMMUNITY SETTING

The Town of Brownsburg is a community of more than 27,000 in Hendricks County located approximately fifteen miles northwest of Indianapolis. Brownsburg is a predominantly single-family community with a healthy mix of rental and multi-family housing. The community is well known for the Lucas Oil Raceway Park as well its quality schools and housing. Brownsburg’s planning area comprises the areas within the Town of Brownsburg, Brown Township, and Lincoln Township.

The Town is well positioned for convenient access to and from the City of Indianapolis and the greater Indianapolis region. The Town of Brownsburg is served by four significant routes: Interstate 74, US Route 136 (Main Street), Green Street, and Ronald Reagan Parkway. The newest section of Ronald Reagan Parkway, completed in December 2017, connects I-70 to I-74 and ends at E County Road 600 N (56th Street). The Parkway will eventually connect to Interstate 65 to the north. The Town also hopes to be served by a hi-speed rail system that will provide public transit service between Chicago, Lafayette, Indianapolis, Cincinnati and Louisville.

Brownsburg is located in a steadily growing area that benefits from proximity to Indianapolis. Hendricks County was one of three counties in Indiana to grow by more than 25% between the 2000 Census and 2010 Census. Just under half of Brownsburg residents work in Indianapolis, and the gap between the number of jobs and homes within the Town has decreased. The character of Brownsburg has continued to shift from that of a ‘bedroom community’ to a commercial destination and employment center.



HISTORY OF BROWNSBURG

Named after James B. Brown, the Town of Brownsburg was first settled in the early 1800s and was first incorporated in 1848. Originally six acres in area, the Town of Brownsburg nearly tripled in size to 16 acres by 1870. Rail service began in the community in 1879, with regular commuter train service established in 1910, spurring further growth in the community. The community's first independent high school as well as the community's first public library were both built in 1917. As the community grew, so did demand for commercial development, and in the 1950s the East Main Street area emerged as an important commercial corridor.

In the 1950s the Town's population more than doubled to reach nearly 4,500, which represented the community's first major period of development. Consistent growth and development followed throughout much of the later 20th century before Brownsburg's population again doubled in the 1990s to over 14,500. The Town has grown to reach a 2018 population of 27,000. Hendricks County is projected to grow by over 50,000 through the year 2040 and, given the current proportion of Hendricks County residents living in Brownsburg, the Town could grow proportionally by more than 8,200 over the same period.

DEMOGRAPHIC & MARKET OVERVIEW

Changes in population, households and demographic composition will influence future land use and development and a range of issues within Brownsburg. This section provides an overview of a market analysis that was conducted to establish a firm understanding of existing market conditions within the community and inform decision making with regard to land use and development.

DEMOGRAPHIC DATA

Demographic data for to the Town of Brownsburg was assessed independent of and in comparison to the area located within Brown and Lincoln Townships. Current estimates for 2018 (the most recent year for which updated data is available) were contrasted with five-year projections for 2023 to highlight anticipated demographic shifts and market trends within Brownsburg and the surrounding area. While projections can be made beyond this time frame, the degree of accuracy in which market potential can be assessed would be reduced. Market data for this analysis were obtained from ESRI Business Analyst, a nationally recognized provider of market and demographic data.

DEMOGRAPHIC OVERVIEW

The magnitude of anticipated population change between 2018 and 2023 varies by age group, but all age cohorts are projected to remain stable or experience some degree of growth. Patterns differ significantly between lower and middle income households, and upper income households. In addition to a net increase in population, the purchasing power of the community is expected to increase significantly as a result of decreases among lower income households and a significant increase among upper income households.

Demographic Summary								
	2018		2023		Change			
	Brownsburg	Brown/Lincoln Township	Brownsburg	Brown/Lincoln Township	Brownsburg		Brown/Lincoln Township	
Population	26,366	47,002	29,249	51,922	2,863	10.9%	4,920	10.5%
Households	9,735	16,715	10,777	18,437	1,042	10.7%	1,722	10.3%
Median Age	38	38	39	39	1	2.3%	1	2.4%
Median Household Income	78,974	84,745	89,906	96,961	10,932	13.8%	12,218	14.4%
Average Household Income	95,380	101,079	109,663	115,096	14,283	15.0%	14,017	13.9%
Per Capita Income	35,231	36,064	40,406	40,972	5,175	14.7%	4,908	13.8%

Source: ESRI Business Analyst; Houseal Lavigne Associates

Population Change

Demographic projections indicate that the population and number of households within both Brownsburg and the surrounding Brown and Lincoln Townships will increase between 2018 and 2023. Both areas are anticipated to experience an increase in population and household income over the next five years.

- » Brownsburg's population is projected to increase by 10.9% to over 29,000 by 2023. The area within Brown and Lincoln Townships is expected to grow at a slightly slower pace, increasing by 10.5% over the same period.
- » The Town is projected to gain over 1,000 households (10.7% increase) between 2018 and 2023, while the Townships are projected to grow by over 1,700 households (10.3% increase) over the same period.
- » Between 2018 and 2023, the median age of both areas is projected to increase by 0.9 years, between 38.5 and 39.2 years old.
- » The median household income within Brownsburg is anticipated to increase by 13.8% between 2018 and 2023, rising from \$78,974 to \$89,906.
- » The portion of the Brown and Lincoln Township area population that is made up of residents from the Town of Brownsburg is projected to remain consistent at approximately 56%. This is an increase of population share for the Town of approximately 4% since 2010. The average household income of the Townships is approximately 2% lower than that of the Town.

Households by Income

The projected change in the number of households was analyzed with respect to the household's income grouping or cohort. Changes projected to occur between 2018 and 2023 (the most recent years for which detailed household and income data are available) are shown as they pertain to each respective household income cohort in the Town and in Brown and Lincoln Townships. The comparison of these two areas provides insight into differences between the Town and its surrounding rural areas.

Overall, both Brownsburg and the surrounding Townships are experiencing declines among total number of lower income households, with decreases in the Town in all cohorts earning less than \$50,000 and decreases in the Townships in all cohorts earning less than \$75,000. All other income cohorts are increasing in the number of households in each grouping. The shift in households by income cohort identifies a few key takeaways.

- » Within both areas, households income gains are prevailing over decreases, signaling that on a whole, households are becoming more affluent than less affluent.
- » Within both areas, the total number of households earning less than \$50,000 is projected to decrease, and the total number households earning more than \$75,000 is projected to increase.
- » Overall share of lower income households is greater in the Town of Brownsburg than in the Townships.
- » Overall share of higher income households is greater in Brown and Lincoln Townships, with the share of households earning over \$100,000 far exceeding the same share in Town incomes.

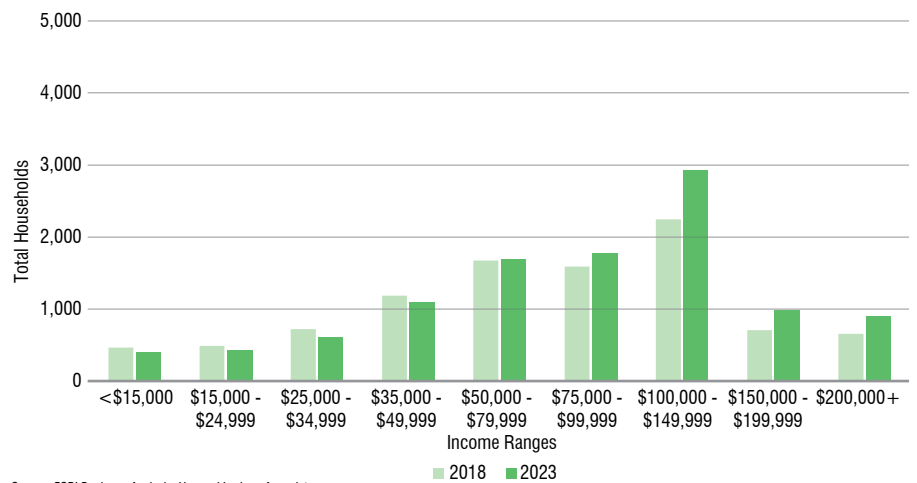
Demographic Implications

Both Brownsburg and the surrounding Townships are projected to grow again over the next five years, looking forward to the year 2023. It is anticipated that Brownsburg will experience moderate growth among youths aged 0-19, a small decline in young adults aged 20-24, solid increases in adults aged 25-44, minimal change among middle aged population aged 45-54, and the most significant growth among those aged 55, including 'empty nesters' and seniors. Median household income is also projected to continue grow, with an annual compound rate of growth of approximately 1.4%.

Collectively, these changes indicate that area households are becoming more affluent and that the total population is aging. These demographic shifts may be indicative of a continuing demand for owner-occupied, multi-family housing including condominiums, townhomes, and senior housing.

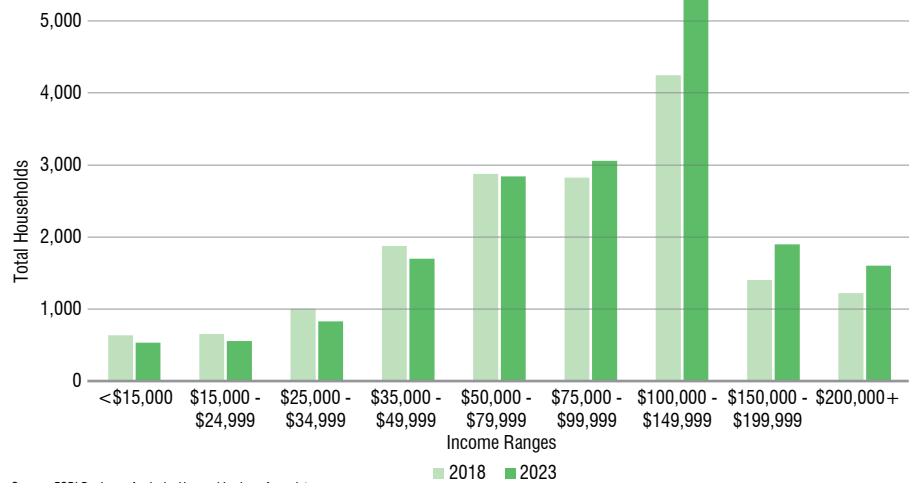
Furthermore, new households and increasing household income could create additional demand for retail goods and services. Higher income share in Brown and Lincoln Townships signifies there is growing purchasing power in the surrounding community to support the local Brownsburg economy.

Income Distribution by Households (2018 & 2023)
Town of Brownsburg



Source: ESRI Business Analysis, Houseal Lavigne Associates

Income Distribution by Households (2018 & 2023)
Brown/Lincoln Townships



Source: ESRI Business Analysis, Houseal Lavigne Associates

LABOR & EMPLOYMENT

Employment Projections

Employment projections for the Town of Brownsburg are used to identify general trends in employment growth over the next several years. The following table provides 2015 estimates and 2024 projections (the most current data available) for employment by industry within the Town.

- » Total employment in Brownsburg is projected to grow by nearly 1,000 jobs, or at a rate of 1.1% jobs per year, between 2015 and 2024.
- » It is estimated that the Transportation and Warehousing industry, which includes logistics businesses, will experience the most growth over this period, gaining almost 250 jobs, or a 21.3% total increase.
- » It is anticipated that the Health Care and Social Assistance sector and the Accommodation and Food Services sector will both grow by over 150 and 8230 jobs respectively.
- » Employment within the Administrative & Waste Management Services sector is projected to grow by 12.7% total between 2015 and 2024. Establishments in this sector specialize in performing routine support activities for the day-to-day operations of other organizations. Activities performed by these businesses include office administration, hiring and placing of personnel, document preparation and similar clerical services, solicitation, collection, security and surveillance services, cleaning, or waste disposal services.
- » The Retail Trade sector continues to employ the largest share of workers in the Town, with over 1,900 total jobs anticipated by 2024.

Motorsports

Motorsports related businesses are an established and increasingly important segment of Brownsburg's local economy. Lucas Oil Raceway is located in the Town limits and sits just three miles from downtown Brownsburg. As spectator venues, Lucas Oil and the nearby Indianapolis Motor Speedway generate thousands of visitors to the area each year. Reuters determined that more than 33,000 hotel rooms were reserved for the Indy 500 in 2016.

Motorsports-related businesses tend to be diverse and have a relationship with automotive industries and/or racing sports. Some of businesses may also cross over into traditional automotive-related uses. The motorsports industry thus comprises firms from over 40 different sectors defined in the North American Industrial Classification System (NAICS). This broad industry is rooted in the community with potential for growth. The Town should continue to build on local industry partnerships, develop and connect the motorsports business community, and focus on education and training opportunities to foster new employees for this market.

EMPLOYMENT BY INDUSTRY (2015-2024)							
Industry (NAICS Code)	2015		2024		Change		
	Employee Count	% Share	Employee Count	% Share	Jobs Change	% Change	CAGR
TOTAL	9,519	100.0%	9,730	100.0%	211	2.2%	0.2%
Retail Trade	1,935	20.3%	1,925	19.8%	-10	-0.5%	-0.1%
Accommodation & Food Services	1,579	16.6%	1,633	16.8%	54	3.4%	0.3%
Transportation & Warehousing	1,322	13.9%	1,402	14.4%	80	6.1%	0.6%
Health Care & Social Assistance	933	9.8%	964	9.9%	31	3.3%	0.3%
Educational Services	878	9.2%	862	8.9%	-16	-1.8%	-0.2%
Construction	487	5.1%	536	5.5%	49	10.1%	1.0%
Administrative & Support & Waste Management & Remediation Services	425	4.5%	453	4.7%	28	6.6%	0.6%
Finance & Insurance	330	3.5%	323	3.3%	-7	-2.1%	-0.2%
Professional, Scientific & Tech Services	287	3.0%	298	3.1%	11	3.8%	0.4%
Public Administration	269	2.8%	281	2.9%	12	4.5%	0.4%
Arts, Entertainment & Recreation	267	2.8%	274	2.8%	7	2.6%	0.3%
Wholesale Trade	248	2.6%	228	2.3%	-20	-8.1%	-0.8%
Other Services (except Public Administration)	225	2.4%	226	2.3%	1	0.4%	0.0%
Manufacturing	210	2.2%	205	2.1%	-5	-2.4%	-0.2%
Information	71	0.7%	62	0.6%	-9	-12.7%	-1.3%
Real Estate, Rental & Leasing	43	0.5%	48	0.5%	5	11.6%	1.1%
Agriculture, Forestry, Fishing & Hunting	7	0.1%	7	0.1%	0	0.0%	0.0%
Management of Companies & Enterprises	3	0.0%	3	0.0%	0	0.0%	0.0%

Source: ESRI Business Analyst; Houseal Lavigne Associates

HOUSING MARKET OVERVIEW

Detached single family homes are likely to remain the predominant housing type within Brownsburg and larger planning area. On average, single family homes within Brownsburg are priced slightly higher than those in the larger market area which may reflect both the significant number of new homes built in Brownsburg's over the last decade and its location along I-74. However, there has also been a shift in housing tenure with recent increases in rental-occupied housing as part of the total occupied units. Demographic and market data indicate that while single family homes will continue to lead the local housing economy, demand for duplex, triplex, and apartment housing, also referred to as "missing middle" housing will contribute to the form of new development in the Town in the future.

Comparison of incomes to rental rates in the Town indicate that there is unmet demand for multi-unit homes at both the highest and lowest ends of the rent spectrum. Housing affordability in Brownsburg can be addressed by permitting a diverse range of housing types and tenures.

Condominiums, rowhomes and townhomes are attractive housing options to first-time home buyers looking for a more affordable means of building equity, empty nester households looking to downsize and those individuals who want to own their own home without the maintenance responsibilities. These buyers are typically aged 25 to 34 or 55 and older; age groups which are projected to be the fastest growing within Brownsburg. The Brownsburg Housing Study Overview (2016) indicated that the senior housing market in Brownsburg is poised for strong growth.

RETAIL MARKET OVERVIEW

Due in part to its position along I-74 and Green Street, Brownsburg has emerged as a commercial destination for those in northeast Hendricks County. Market study indicates that Brownsburg has the potential to accommodate significant retail growth, and the community's existing commercial areas are well positioned to take advantage of projected growth in the western Indianapolis metro area. The completion of the Ronald Reagan Parkway, as a new regional arterial, may have the most significant impact on long-term commercial development within both the community and the larger area, as new opportunities open up for regional commercial development along this corridor.

While projections indicate that overall demand for retail services is increasing, there are several opportunities for retail development in the current market. The West Northfield Drive corridor may be the most likely area to experience near term commercial development based on the availability of large sites and the area's beneficial location near the I-74 interchange. In addition, the Brownsburg Station development, which continues to expand, has the potential to serve as a catalyst for further development in this area. The Main Street corridor also presents further opportunities for redevelopment, as new mixed-use district development with apartments adds new residents to the downtown.

Housing by Tenure, Type & Number of Bedrooms					
Total Housing Units	7,928	100.0%	Number of Bedrooms by Tenure		
Owner Occupied	6,023	76.0%	Owner Occupied	6,023	100.0%
Renter Occupied	1,645	20.7%	Studio	0	0.0%
Vacant	260	3.3%	One Bedroom	14	0.2%
Units in Structure by Tenure			Two Bedrooms	626	10.4%
Owner Occupied	6,023	100.0%	Three Bedrooms	3,360	55.8%
Single Family Detached	5,682	94.3%	Four Bedrooms	1,781	29.6%
Two Family	297	4.9%	Five+ Bedrooms	242	4.0%
Multi Family	44	0.7%	Renter Occupied	1,645	100.0%
Mobile Home or Other	0	0.0%	Studio	7	0.4%
Renter Occupied	1,645	100.0%	One Bedroom	438	26.6%
Single Family Detached	419	25.5%	Two Bedrooms	813	49.4%
Two Family	253	15.4%	Three Bedrooms	387	23.5%
Multi Family	973	59.1%	Four Bedrooms	0	0.0%
Mobile Home or Other	0	0.0%	Five+ Bedrooms	0	0.0%

Source: 2005 - 2009 Community Survey 5-Year Estimates

OFFICE MARKET OVERVIEW

The office market in the western Indianapolis metro area is stable and performing better than other areas with regard to overall vacancies. Declining vacancy rates and stable, positive net absorption indicate that demand for office space in the metro area is consistent, although the addition of new office spaces to the real estate market tends to be variable. The amount of Class A (high quality) office space is very low in the area, and demand for newer or better quality office space could prompt new office development in Brownsburg. Likely this growth will be in the form of a build-to-suit project for a specific end user.

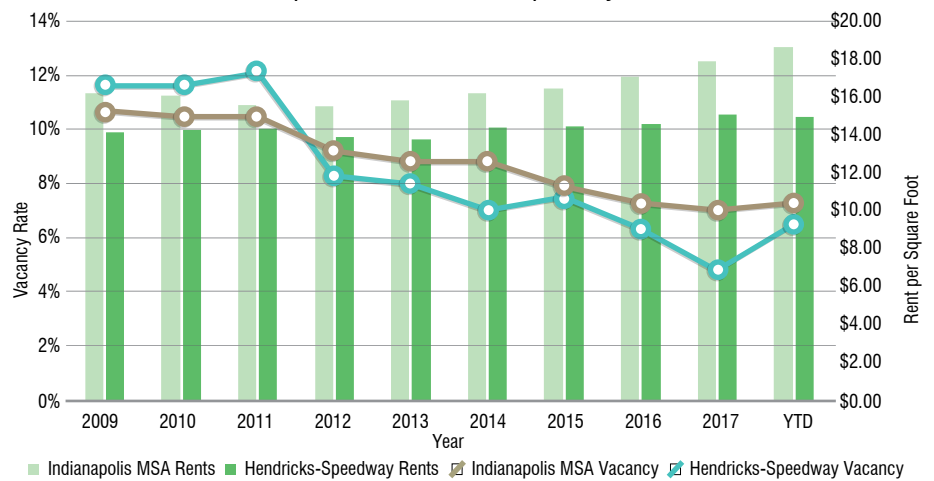
As with retail development, the newly completed Ronald Reagan Parkway may have the largest impact on long-term office development in Brownsburg. The area surrounding the Ronald Reagan Parkway interchange at I-74 is well situated for business park office uses that do not currently exist in the community. Given recent trends in employment, there may be demand for office space from users in the Health and Social Assistance industry. Health Care services is an industry that is seeing growing demand at a national level. These office jobs may also center development along the I-74 corridor, in proximity to the new Hendricks Regional Health Brownsburg Hospital.

INDUSTRIAL MARKET OVERVIEW

Overall, the industrial market in the Brownsburg area is faring well, with 2018 industrial vacancy rates falling far below the ten-year average of 6.5 percent, and rates have continued to decline since 2015. Industrial net absorption has consistently remained positive since 2009. New industrial developments, including near

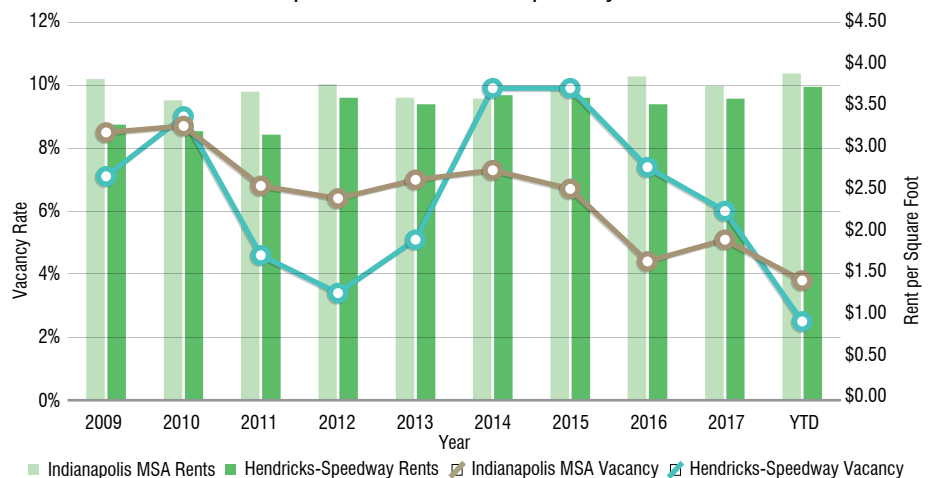
neighboring Whitestown and near Indianapolis International Airport, are likely to draw off some regional demand for new industrial spaces, however, industrial investment will continue to provide growth opportunities for the town, as new industrial are drawn to the area, and as existing industrial businesses grow and expand.

Office Rents & Vacancy (2009 - 2018)
Indianapolis MSA & Hendricks-Speedway Submarket



Source: CoStar, Houseal Lavigne Associates

Industrial Rents & Vacancy (2009 - 2018)
Indianapolis MSA & Hendricks-Speedway Submarket



Source: CoStar, Houseal Lavigne Associates

Transportation & Warehousing

Over the last decade, numerous retailers and logistics companies have chosen to locate distribution centers in the Indianapolis area to leverage its centralized location in the Midwest. As a result, Brownsburg and the larger region have experienced large growth in the transportation and warehousing sector, with projected employment in the Town expected to grow to 1,402 jobs by 2024. Transportation businesses can benefit from access to Ronald Reagan Parkway, which provides a new route that links Brownsburg to Interstate 70 and also results in a shorter trip distance and trip time to Indianapolis International Airport.

While industrial development in general should be encouraged as a positive contributor to the local economy, the success of Eaglepoint Business Park should be used as momentum to pursue additional development in the transportation and warehousing sector. The major tenants of this 400 acre park, with over 1.7 million square feet of industrial space, include TJX HomeGoods (805,000 square feet), Guitar Center (500,000 square feet), Sur la Table (198,000 square feet), and Snyder's of Hanover (176,000 square feet).

*Note: Office and Industrial Real Estate Market Statistics are compared in the tables for the Indianapolis Metropolitan Statistical Area, and the closest submarket to Brownsburg, which encompasses Hendricks County and Speedway (Hendricks-Speedway). The analysis is supported by data from CoStar, a provider of commercial real estate analytics.

EXISTING ZONING, LAND USE & DEVELOPMENT PATTERNS

A diverse mix of land uses collectively defines the Town of Brownsburg as a desirable place to live, work and relax. Inventorying existing land uses in Brownsburg provides insight into how the Town has grown and developed over time, and provides a base of understanding for what types of development will be appropriate in the future. For example, environmentally sensitive areas or established residential neighborhoods may be desirable to preserve in the future. Underperforming commercial areas, vacant sites or agricultural land may be appropriate areas for development or redevelopment.

Retaining an appropriate mix of land uses in the community is key to ensuring that the Town grows and maintains itself in an economically and environmentally sustainable manner. Moreover, planning for land use at a local level impacts the fiscal health of both municipal and county governments and the ability to provide utilities and services in a responsive and cost-effective manner.

This section of the Plan includes a review of current zoning and an inventory of the existing land uses and development patterns within the Town of Brownsburg and its planning jurisdiction. The inventory is intended to include each parcel within the planning area.

CURRENT ZONING

Following adoption of the Comprehensive Plan in 2012, the Town of Brownsburg's Zoning Ordinance and Subdivision Control Ordinances were rewritten and combined into one ordinance document and adopted in 2015 as the Town of Brownsburg Unified Development Ordinance (UDO). These ordinances were amended for the purpose of maintaining consistency, shortening the overall length of the ordinance regulations, and to improve user-friendliness for the end users. The UDO establishes which land uses and development standards are permitted in each of 23 different zoning districts. The location and boundaries of these districts is outlined in the Town Zoning Map. The zoning districts are described as follows.

Residential Zoning Districts

Residential land uses are classed into nine districts: RE, R1, R2, R3, TR, M1, M2, M3, and MP. These districts establish locations for housing in Brownsburg and provide the opportunity for a range of housing options, including single-family detached dwellings on large estate-sized lots, down to detached dwellings on very small lots (with 4,500 square foot minimums in Traditional Residential (TR) zones). A variety of multiple-family dwelling scales and types, including duplexes, triplexes, condos, townhouses, and apartment complexes, are permitted in M1, M2, and M3 districts, and manufactured home parks are accommodated in the MP zone. Residential districts typically accommodate residential accessory structures (such as storage buildings, garages, and gazebos), and in some cases, permit other residential-related uses such as assisted living or retirement facilities, or home businesses.

Business Zoning Districts

Business-related land uses in Brownsburg are categorized in commercial, employment center, motorsports and entertainment, and industrial zoning districts. Development standards for businesses are required in order to minimize the impact of business operations on adjacent properties, while encouraging economic vitality of the community.

Commercial Zoning Districts

Within commercial zoning, there are five districts: NC, UC, C1, C2, and HC. All districts include a wide array of permitted commercial uses that are limited by the intensity of the use, and require specified development standards, such as parking and lighting. The Neighborhood Commercial (NC) district is intended to accommodate small scale retail goods and services for convenience of nearby neighborhoods that do not notably exceed the size of surrounding residences and that also minimize impact on neighbors. The Urban Commercial (UC) district permits a mix of retail, commercial, entertainment, governmental, and professional uses in downtown or “village center” developments that are pedestrian friendly. Both NC and UC zones can permit compatible residential dwellings above businesses.

The two general commercial districts include the Moderate Intensity (C1) district and the High Intensity (C2) district. These zones provide the widest array of potential commercial uses based on intensity, such as auto-oriented businesses, hotels, retail stores, and offices, and require quality development standards to minimize impact of developments on adjacent properties.

The Highway Commercial (HC) District is intended for commercial uses related to the needs of the traveling public, particularly near interstate interchanges and areas accessed by high-volume capacity roadways. Development in these areas tends to be lot-specific and is more limited in the type of commercial uses permitted in comparison to general commercial districts.

Employment Center Zoning District

The Employment Center (EC) district is intended to support employment uses, such as research centers, offices, labs, or banks, in office, technology or business parks. Permitted uses are moderate in intensity, and unified and organized in arrangement of structures, parking, and lighting.

Industrial Zoning Districts

Within industrial zones, there are two districts: I1 and I2. Both districts are intended to accommodate industrial uses and manufacturing facilities, based on their level of intensity. The Low Intensity Industrial (I1) district permits low to moderate intensity industrial activities and some limited commercial uses. The High Intensity Industrial (I2) district permits moderate to high intensity industrial uses. The typical form of development is in business parks, distribution operations, and industrial parks that provide buffers between industrial uses and lower intensity districts.

Motor Sports and Entertainment Zoning Districts

Two other business zoning districts include: MS and RO. The Motor Sports (MS) district is intended for motorsports-related uses, including a assortment of permitted commercial and industrial uses that highlight the importance of the motorsports industry to the Town. The Regional Outdoor Entertainment (RO) district permits high intensity operations related to motor-racing or outdoor entertainment, such as race tracks or amusement parks.

Other Zoning Districts

Parks and Recreation (PR) District

The PR district is intended to be used for parks and recreational uses, including all types of passive and active recreation, farmers markets, golf courses, nature centers and preserves, and sports fields, among others.

General Agricultural (AG) District

The AG district is intended to support and protect agricultural operations, family farms, and existing traditional agricultural practices.

Institutional (IS) District

The IS district is intended to be used for public or semi-public institutional and office uses including governmental, hospital, educational, and religious institutions, among others.

High Impact (HI) District

The HI district is a unique zone that provides land for specific uses that have the potential to have a high impact to the community and surroundings. These uses may include certain commercial, industrial, or institutional uses, and any development in this zone is required to maintain large setbacks from property lines.

Planned Development (PD) District

The purpose of the PD district is to provide an opportunity for flexible development standards for medium to large scale developments that do not easily comply to zoning district standards due interest in an integrated mixed-use development, existence of unique geological or natural features, or interest in unique or innovative development design.

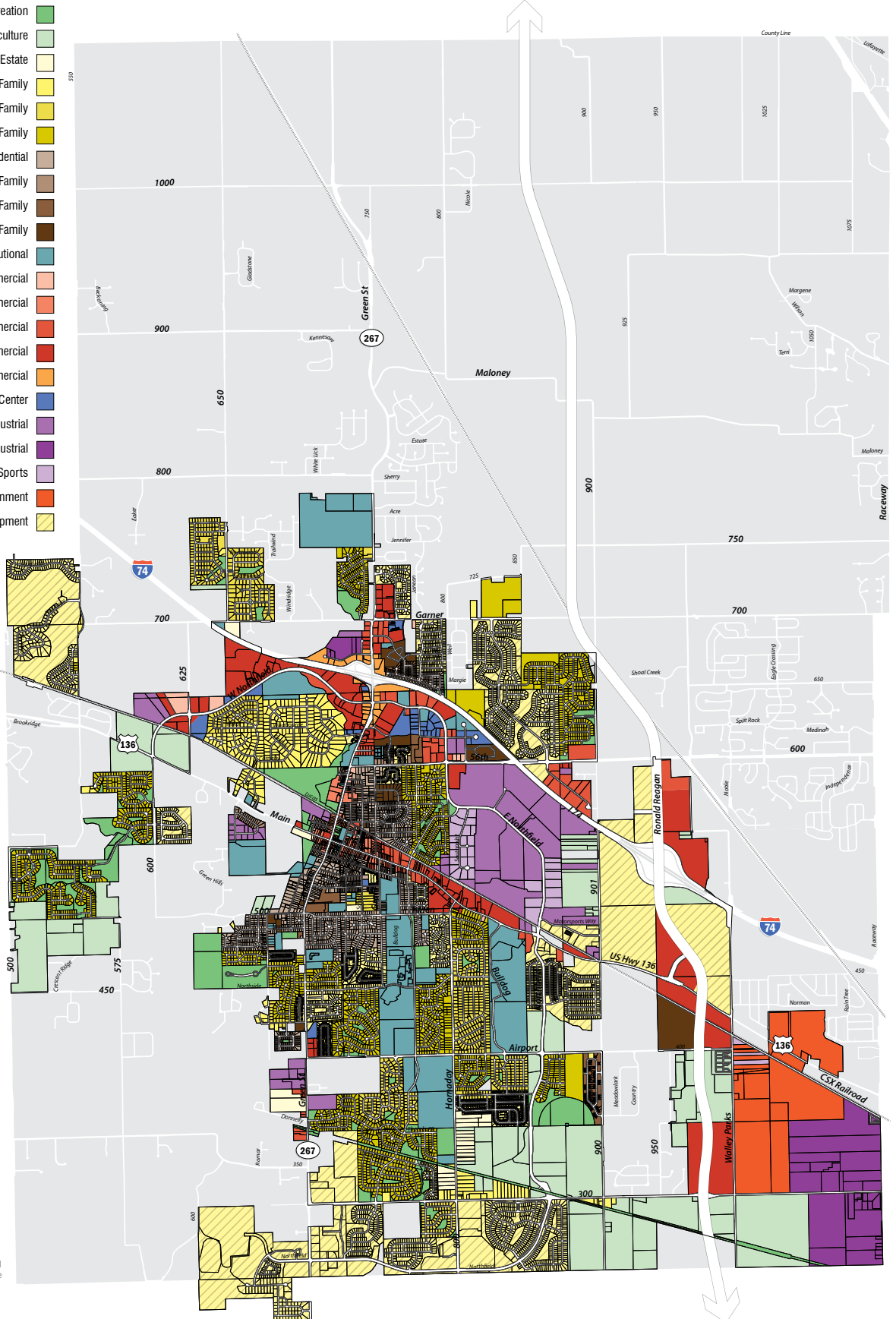
Current Zoning Regulations

District	Primary Purpose/Uses	Minimum Lot Area	Minimum Lot Width
Residential Districts			
RE Residential Estate	Single-family detached dwellings on estate sized lots	65,300 square feet (s.f.)	150 feet (ft.)
R1 Low Density Single-family	Single-family detached dwellings on large sized lots	20,000 s.f.	120 ft.
R2 Medium Density Single-family	Single-family detached dwellings on medium sized lots	12,500 s.f.	100 ft.
R3 High Density Single-family	Single-family detached dwellings on small sized lots	9,000 s.f.	80 ft.
TR Traditional Residential	Single-family detached dwellings on very small lots	4,500 s.f.	40 ft.
M1 Low Density Multiple-family	Single-family attached dwellings: duplexes, triplexes	21,800 s.f.	100 ft.
M2 Medium Density Multiple-family	Single-family attached dwellings: condos, townhouses, small apartment buildings	32,600 s.f.	120 ft.
M3 High Density Multiple-family	High density multiple-family dwellings: apartment complexes	1 acre	150 ft.
MP Manufactured Home Park	Leased-lot mobile or manufactured home parks	3 acres/Dwelling site 2,700 s.f.	250 ft./Dwelling site 30 ft.
Business Districts			
NC Neighborhood Commercial	Small scale retail goods and services for convenience of nearby neighborhoods	21,800 s.f. (Max. 2 acres)	100 ft.
UC Urban Commercial	Mix of retail, commercial, entertainment, governmental, and professional uses with appropriate upper floor uses	1,500 s.f. (Max. 4 acres)	15 ft.
C1 Moderate Intensity General Commercial	Retail, service, entertainment, and eating establishments that are small to medium in scale	15,000 s.f.	80 ft.
C2 High Intensity General Commercial	Retail, service, entertainment, and eating establishments that are medium to large in scale	20,000 s.f.	100 ft.
HC Highway Commercial	Commercial uses related to the needs of the traveling public and interstate commerce	15,000 s.f.	100 ft.
EC Employment Center	Office uses in a technology or business park setting	1 acre	100 ft.
I1 Low Intensity Industrial	Low intensity industrial uses and light manufacturing facilities	1 acre	100 ft.
I2 High Intensity Industrial	High intensity industrial uses and heavy manufacturing facilities	3 acres	250 ft.
MS Motor Sports	Racing teams and other motor sport related enterprises	1 acre	100 ft.
RO Regional Outdoor Entertainment	Large-scale regional entertainment facilities	25 acres	1,000 ft.
Other Districts			
PR Parks and Recreation	Active and passive recreational areas, parks, linear trails, nature preserves	no minimum	no minimum
AG General Agriculture	General agricultural purposes	5 acres	200 feet
IS Institutional	Institutional and office uses including governmental, hospital, educational, religious institutions	no minimum	no minimum
HI High Impact	Specific uses that may have a high impact to the community	20 acres	250 feet
PD Planned Development District	Provide flexible development standards for medium to large scale developments that do not easily comply to zoning district standards	varies based on PD standards	varies based on PD standards

CURRENT ZONING

Zoning Districts

- (PR) Parks and Recreation
- (AG) General Agriculture
- (RE) Residential Estate
- (R1) Low Density Single Family
- (R2) Medium Density Single Family
- (R3) High Density Single Family
- (TR) Traditional Residential
- (M1) Low Density Multiple Family
- (M2) Medium Density Multiple Family
- (M3) High Density Multiple Family
- (IS) Institutional
- (NC) Neighborhood Commercial
- (UC) Urban Commercial
- (C1) Moderate Intensity General Commercial
- (C2) High Intensity General Commercial
- (HC) Highway Commercial
- (EC) Employment Center
- (I1) Low Intensity Industrial
- (I2) High Intensity Industrial
- (MS) Motor Sports
- (RO) Regional Outdoor Entertainment
- (PD) Planned Development



EXISTING LAND USE

The following table highlights the existing land uses within the Town of Brownsburg and its planning jurisdiction.

AGRICULTURE

With regard to land area, agriculture is the predominant land use, comprising most of the planning area outside of the Town's boundary. Though some tracts of agricultural land remain within the Town's limits, the majority are located in unincorporated Brown and Lincoln Townships. Given recent growth patterns, it can reasonably be expected that development pressures will continue to increase for these areas, especially along the interstate and the Ronald Reagan Parkway corridor.

RESIDENTIAL

Residential land uses are one of the most predominate types of development within the Town of Brownsburg and its planning area. While the age, condition and style of residential neighborhoods vary, nearly 40 percent of the homes in the Town of Brownsburg were constructed since the year 2000. Residential uses include single family homes, townhomes, duplexes, condominiums and apartments.

Single Family Residential

Single-family detached homes are the predominant type of housing in the community, making up 86 percent of all homes in Brownsburg in 2017. The Town's older neighborhoods are concentrated near the downtown and the intersection of Main and Green Streets. Newer single family residential development is occurring in an outward manner, spreading to previously undeveloped areas in all directions.

Multi-Family Residential

Multi-family residential land use consists of townhomes and duplexes, condominiums, and apartments. The majority of multi-family housing in Brownsburg comprises large apartment buildings located along major roadways. There are also several residential subdivisions with townhome or duplex units interspersed throughout Brownsburg's single family neighborhoods. Multi-family units near downtown include new larger mixed-use apartment developments along Green Street.

Mobile Home Park

There are two small mobile home parks located in the areas to the north and east of the Lucas Oil Raceway.

COMMERCIAL

Commercial land uses include businesses that sell goods or services to consumers. These types of land uses are generally concentrated near the I-74/Green Street interchange and along the Green Street and Main Street corridors. These areas are the most heavily travelled in the planning area, allowing businesses to capitalize on high traffic counts and convenient accessibility.

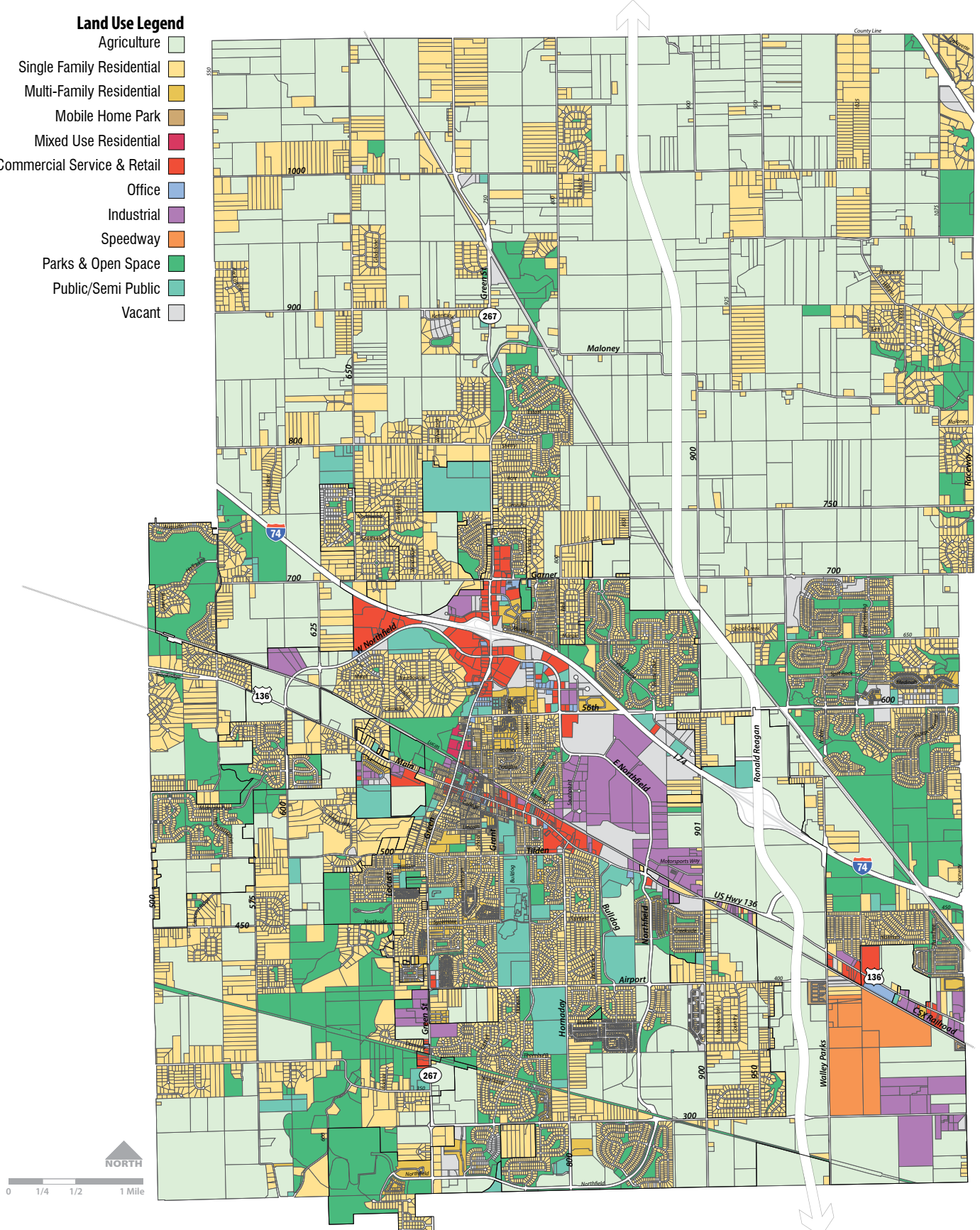
In general, commercial areas near the I-74/Green Street interchange are characterized by newer development with coordinated site plans, cross-access and contemporary designs. Large national and regional retailers have concentrated in this part of Brownsburg and serve both nearby residents and interstate travelers. This area, which has attracted more "destination" uses than the Town's other commercial areas, has a wide range of businesses in this area including: restaurants and breweries; lodging facilities; movie theaters; retail shops; and, service uses.

Commercial development along the Main Street corridor and portions of the Green Street corridor, is more convenience-oriented than commercial development near the interstate. Though newer development exists, these areas are generally characterized by aging, auto-oriented commercial buildings that have been developed in a piecemeal, parcel-by-parcel fashion.

Downtown Brownsburg, located at the intersection of Green and Main Streets, is the historic commercial core of the community. This area comprises a mix of traditional mixed-use buildings, contemporary auto-oriented commercial development, and aging commercial buildings. Recent redevelopment along the Green Street corridor indicates that commercial activity in the downtown area will continue to grow and change as residential density increases downtown.

EXISTING LAND USE

- Land Use Legend**
- Agriculture
 - Single Family Residential
 - Multi-Family Residential
 - Mobile Home Park
 - Mixed Use Residential
 - Commercial Service & Retail
 - Office
 - Industrial
 - Speedway
 - Parks & Open Space
 - Public/Semi Public
 - Vacant



OFFICE

Large scale office development is not typical for the Brownsburg area. The office land use category is largely composed of single-story office suites mixed within either a small business park setting or larger retail development.

INDUSTRIAL

Industrial uses include manufacturing, storage, logistics and warehousing. Currently, the most significant concentration of industrial uses is the Eaglepoint Business Park which is the location of several large distribution facilities as well as numerous motorsports related businesses. This land use also includes large areas dedicated to industrial tank farms in the south and southeast portions of the planning area.

PARKS & OPEN SPACE

Brownsburg Parks , private open spaces, and natural areas such as waterways and wooded areas are included in this category. While Brownsburg Parks maintains a high-quality inventory of parks, there is a need for additional parkland and public open space throughout the community and the larger planning area.

RACEWAY

Brownsburg is home to the Lucas Oil Raceway. This regional destination and surrounding related uses form the Raceway land use category within the Town and its planning area. The park hosts a wide variety of motorsports events including the NHRA Mac Tools U.S. Nationals, NASCAR Camping World Truck Series race, a NASCAR Nationwide Series event, midget car racing events, sprint car and silver crown events, and road racing. In addition the park itself, this land use includes large areas of open space dedicated to parking and camping during the racing season.

PUBLIC/SEMI-PUBLIC

All government buildings, properties and uses that are considered public such as Town Hall, Post Office, fire stations, public library, and water treatment plants are included in this land use category. Healthcare, schools and religious institutions are also included in this land use, including the new Hendricks Regional Health Brownsburg Hospital.

VACANT

There are currently several vacant parcels of land within Brownsburg and the surrounding area. This land use comprises undeveloped portions of residential subdivisions and business and industrial parks, as well as vacant commercial properties along the Main Street corridor.

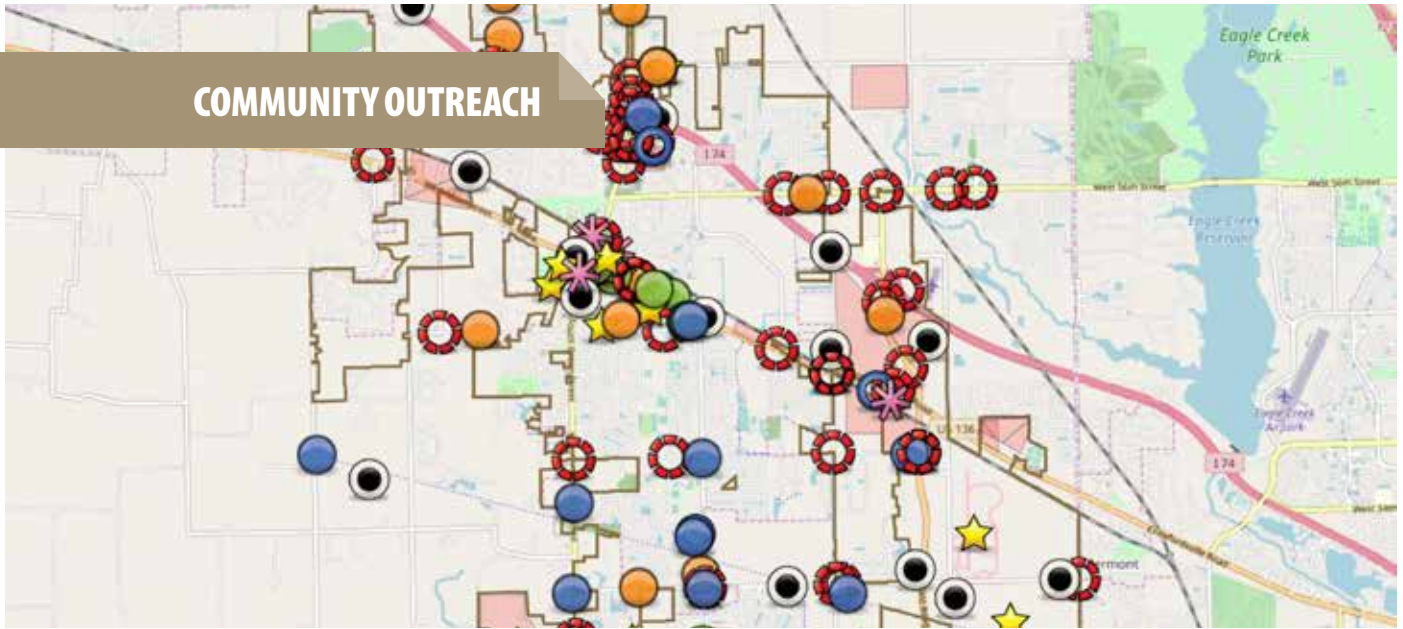
An aerial photograph of a suburban neighborhood. The image shows a dense arrangement of houses with green lawns and trees. A network of streets is visible, including a prominent road that runs diagonally from the top right towards the center. In the upper left, there is a large, open green area that appears to be a park or sports field. The overall scene is a typical residential area with a mix of greenery and built-up structures.

CHAPTER 2

COMMUNITY OUTREACH

A close-up aerial view of a residential street. The image shows several houses with green lawns and trees. The street is paved and has a clear lane. The houses are arranged in a row, and there are trees and bushes in front of them. The overall scene is a typical residential street with a mix of greenery and built-up structures.

COMMUNITY OUTREACH



The planning process for the Brownsburg Comprehensive Plan sought input from a broad spectrum of the community, including residents, business and property owners, community service providers, elected/appointed officials, and Town staff. A variety of outreach efforts were used to provide multiple avenues through which to gather feedback regarding existing conditions and local issues, needs and aspirations.

Outreach efforts were also used to promote a sense of community and foster stewardship for the plan by underscoring that participants' voices have been heard and that their ideas have influenced the final decisions.

In 2018, the community was re-engaged to gain an understanding of how the Town has changed since the original 2012 adoption. This section summarizes the community outreach efforts that were completed as part of the Plan update process.

- » Plan Update Kickoff Meeting
- » Community Workshop
- » Community Issues Mapping

PLAN UPDATE KICKOFF MEETING

On Tuesday, June 26, 2018, a meeting was held at Town Hall to kick off the most recent update to the Comprehensive Plan. The Brownsburg Advisory Plan Commission met to discuss the existing conditions of the town with project consultants. At the meeting, eight members of the commission shared their thoughts on pressing concerns and opportunities within the community, and the specific actions that could be taken to bring on needed improvements. The following includes a summary of the input received.

IDENTIFIED ISSUES OR CONCERNS FOR THE TOWN OF BROWNSBURG

A number of issues and concerns, covering a wide range of topics, were identified by the Plan Commission at the kickoff meeting. The list of identified issues can be consolidated into the following broad categories: (a) Transportation and Accessibility; (b) New Development and Commercial Uses; (c) Infrastructure and Utilities; (d) Community Building; and, (e) Environmental Concerns/Green Space. A summary of issues and concerns identified and discussed is provided for each specific category below.

Transportation & Accessibility

Traffic was a common issue expressed by Plan Commission members, particularly at intersections, on Country Road 700 and on Green Street. Members voiced the need for better traffic signals and widened roads. Group members stated the desire to incorporate Ronald Reagan Parkway as the gateway into the community.

New Development & Commercial Uses

The commission identified the need for new development and growth in the Town, particularly in the form of commercial retail options. The I-74 corridor and Main Street corridor were referenced as areas for development or redevelopment. The need for infill development and a plan for the vacant big-box retail stores were concerns mentioned. Other desired uses included, workforce housing, senior living options, grocery stores, technology, office, industrial and manufacturing, employment centers, business parks, recreational amenities like an aquatic center, and town facilities.

Infrastructure & Utilities

Streetscape and infrastructure improvements as well as water and sewer sustainability were major concerns shared by the group. Road rights of way require maintenance to keep up the Town's image. Water treatment, water supply to new home developments, and utilities recapture fees for water hookups were all stated as concerns. The Town should envision where infrastructure investments make sense.

Community Building

Brownsburg is a community where people want to live. The concern was stated that the Town needs to do more to build local connections, local culture, and a town brand. The need for historic preservation, such as to save the historic library, was voiced. Members felt that it is important to preserve Brownsburg's small-town feel and charm.

Environmental Concerns/Green Space

The commission noted that environmental sustainability and the preservation of greenways and open space were priorities. Support for parks and recreation, including recreation centers was mentioned.

DESIRED PROJECTS OR ACTIONS FOR THE TOWN

When asked to indicate specific projects or actions they would like to see undertaken within the Town, the Advisory Plan Commission generated a list of ideas. These ideas have been consolidated into the following list of projects and actions:

- » Provide quality parks and open space areas, including a Town recreation center or aquatics center;
- » Redevelop empty big box stores;
- » Attract new large-scale retail developments, such as a Costco or Meijer;
- » Widen County Road 700 due to residential growth;
- » Attract hospitality and entertainment businesses;
- » Encourage commercial retail redevelopment along Main Street;
- » Plan for growth and development along the Ronald Reagan corridor;
- » Rename Raceway Park to Brownsburg Raceway Park;
- » Consider annexation options to the north of Town;
- » Undertake a transportation survey to determine needs for improved walkability, use of bikes, alternative transportation, and ridesharing businesses;
- » Develop public transportation options; and
- » Take actions towards environmental sustainability, encouraging rain gardens, rain barrels, native plantings, and electric car charging stations.

PRIMARY ASSETS & STRENGTHS OF THE TOWN

Although most of the kickoff discussion dealt with issues and concerns that should be addressed in the Comprehensive Plan, the last question focused on the strengths and assets of the Town. The following strengths and assets of Brownsburg were mentioned by the group members:

- » Quality school districts;
- » Good housing quality and affordability;
- » Responsive local government and good community engagement;
- » Good public safety provision, including police, fire, and medical services;
- » Feels like a small-town with access to lots of amenities;
- » Excellent location, with proximity to Indianapolis, Chicago, the airport, and interstate connections;
- » Ronald Reagan Parkway is now open;
- » Business-friendly town, and Shop Small Saturdays have been a success;
- » Lots of redevelopment and development opportunity, with lands suitable for development and diverse uses;
- » Great motor sports community due to Lucas Oil Raceway.

COMMUNITY WORKSHOP

On Monday, August 20, 2018, the Community Workshop for the Comprehensive Plan Update project was held at Town Hall with participation of the Brownsburg community. At the workshop participants shared what they believe are the issues and concerns facing the Town, specific projects or actions they would like to see undertaken, and the strengths and assets of the community. The feedback from the workshop is summarized below.

IDENTIFIED ISSUES OR CONCERNS FOR THE TOWN OF BROWNSBURG

Several issues and concerns were generated by the group, covering a wide range of topics. The list of identified issues can be grouped into the following broad categories: (a) Managing New Development; (b) Economic Development; (c) Community Recreation; and (d) Traffic.

Managing New Development

Brownsburg's level of infrastructure and the ability to keep up with the pace of the development was the most commonly heard comment from the group. This included the condition of streets, and water, sewer, and stormwater infrastructure. Participants advocated for development or redevelopment in specific areas in Town, including along Main Street, Arbuckle Park, South Green Street, North Northfield Drive, and along Ronald Reagan Parkway. Reuse or repurposing of vacant buildings was also discussed.

The group agreed upon the importance of managing growth and development. The need for a balance between commercial and residential developments was identified, particularly with the accelerated housing growth in the area. Other concerns voiced, include the large range of housing zoning classifications and the need for more commercial services near residential uses.

Economic Development

Market leakage was identified as one of the top issues in Brownsburg since a lot of commerce is thought to be lost to shops in neighboring communities like Avon. It was agreed that more effective business and customer attraction tactics were needed in order to improve the local economy. A participant mentioned the influx of large, franchise businesses over small, local businesses as a concern. Another shared the need to draw and retain customers to Downtown Brownsburg.

Community Recreation Facilities

Other concerns included absence of community facilities or services, such as family activities, community centers, recreational facilities. A lack of parks, little league field infrastructure, and needed completion of trails were listed as other issues.

Traffic

Traffic was a major concern voiced during the workshop, including high traffic volume around stores, existing congestion, and traffic due to construction. Traffic along Green Street was noted as an issue. At the same time, the need for more traffic and development along the east side and on Main Street was expressed.

DESIRED PROJECTS OR ACTIONS FOR THE TOWN

Workshop participants identified a number of specific projects and actions they would like to see undertaken in the Town. Desired projects and actions included, but are not limited to, the following:

- » Attract new businesses to the east side;
- » Attract businesses to increase tax base;
- » Consider adding a new traffic route from northside to near east side;
- » Consider adding a third interchange at I-74;
- » Improve relationships between Brownsburg and other surrounding communities;
- » Attract grocery stores, including for specific locations along Main Street, the south side, Ronald Reagan Parkway, and at the old Marsh location;
- » Construct little league ball fields;
- » The Town should communicate to residents through texting, Facebook, and partnering with language organizations to translate messages;
- » Limit residential development;
- » Build a senior center;
- » Build an aquatic center with indoor and outdoor pool;
- » Construct a multi-generational community center;
- » Attract new upscale restaurants, like a steakhouse;
- » Bury utility lines along East Main Street;
- » Continue redevelopment of the Downtown area;
- » Continue to add more development out by Brownsburg Station;
- » Purchase more land such as farm fields for sale to designate as green space, woods and parks;
- » Preserve park land and expand trail system;
- » Increase connectivity of trail systems.

PRIMARY ASSETS & STRENGTHS OF THE TOWN

Although most of the workshop dealt with issues and concerns to be addressed as part of the Comprehensive Plan update, the group also focused on strengths and assets of the Town. The public comments were as follows.

- » Brownsburg has easy access to the interstate;
- » Parks Department;
- » The people;
- » Caring community;
- » Close to surrounding towns and Indianapolis;
- » Small town feel but close to big city;
- » Low traffic on the way to Indianapolis;
- » Low crime;
- » Safety;
- » Great schools;
- » Good police and fire service;
- » The quiet;
- » Small businesses;
- » Proximity of business districts to I-74; and
- » Development of trail system and aesthetics.

COMMUNITY ISSUES MAPPING

The Town provided access to an online community issues mapping tool to provide the opportunity for public participation in the Plan update process. The community issues mapping tool allowed residents to identify, map, and provide comments on specific, or general, areas of concern within the Town. Using a legend with “points of interest” categories, users were able to categorize locations in the Town that they viewed to be as opportunities, threats, or assets.

The “points of interest” provided included:

- » **Community Asset.** An asset to the community that should be maintained or enhanced.
- » **Problematic Intersection.** Intersections that are a safety concern or negatively impact the smooth flow of traffic.
- » **Key Transit Destination.** An area that should be better served by public transit.
- » **Development Priority Sites.** Sites that should be developed or redeveloped in the short term.
- » **Undesirable Use.** An existing use in the community that is undesirable.
- » **Public Safety Concern.** Areas that pose a concern to public safety and pedestrians.
- » **Desired Use/Development.** An area and/or use that should be developed or redeveloped.
- » **Poor Appearance.** Areas that are unsightly or could benefit from additional landscaping or aesthetic improvements.
- » **Other.** All other identified opportunities, threats or assets.

COMMUNITY ASSETS

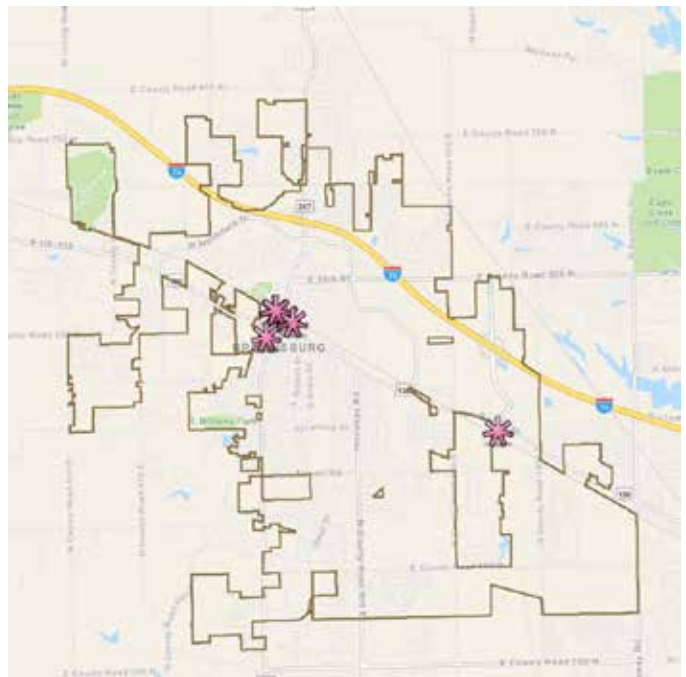
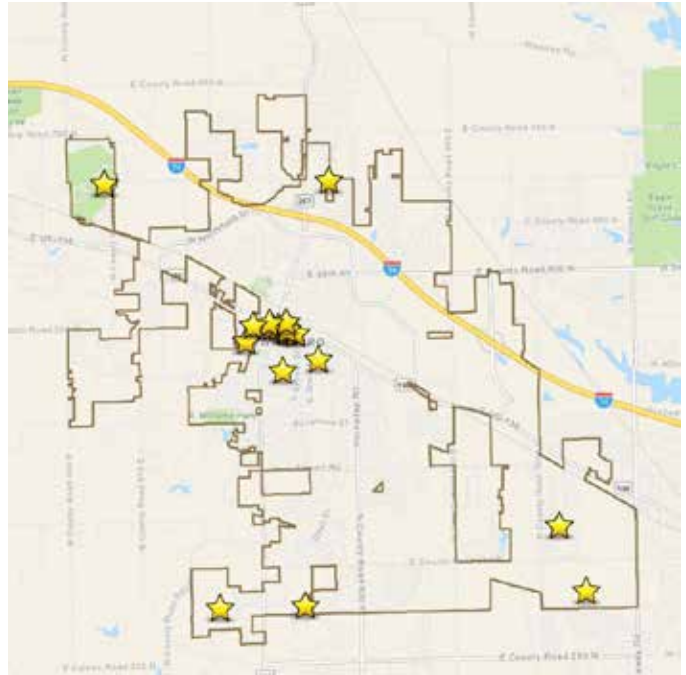
An asset is defined as something that is useful or desirable within the community. As it pertains to the Comprehensive Plan, an asset is something the community residents, business persons, and/or elected/appointed officials desire to maintain or enhance for the Town's long-term future. The following includes a variety of destinations and features identified as assets throughout the Town.

- » 111 East Main Street - Historic house
- » 27 West Main Street - Historic house dating from 1850s
- » Brownsburg Historical Preservation Society
- » Carnegie Library - Original 1917 public library structure
- » Fields and Natural Areas
- » Harris Tavern and Tollhouse
- » Lucas Oil Raceway
- » Nature Center and Trails
- » Northeast Corner Main/Green Streets - Circa-1900 commercial structures were part of original 6 blocks of Town of Brownsburg
- » Northfield Drive Pathway
- » Brownsburg Pubic Library
- » Tague Park & Amphitheater
- » Trinity Church - Historic church structure
- » Varsity Gym
- » West Chase Golf Club

KEY TRANSIT DESTINATIONS

The map was used to identify key locations where transit accessibility is desirable. Transit could include bus, rail, other transportation alternatives, or multimodal options (i.e. park and ride, bike and ride). The following list includes public ideas about key transit locations in Brownsburg:

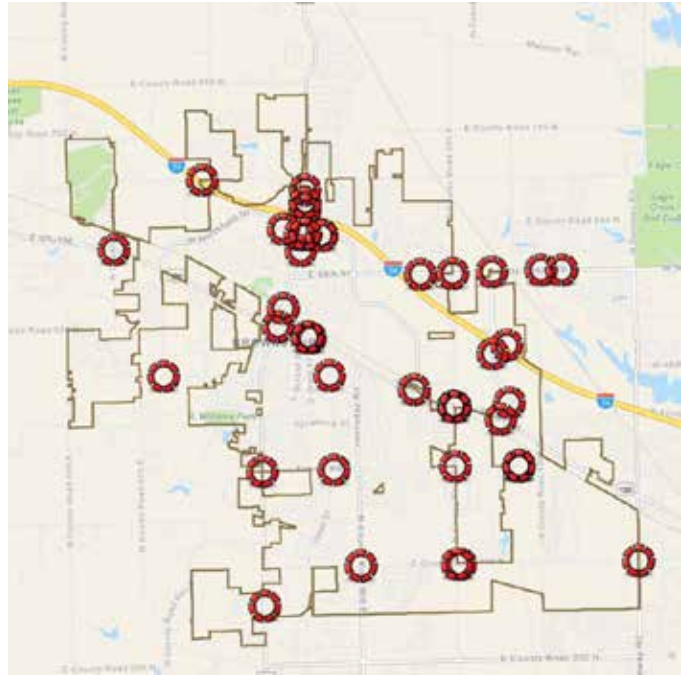
- » Downtown Transit / N Green Street & Railroad Street transit/rail station;
- » Suburban Transit / US 136 & Ronald Reagan Parkway transit/rail station; and
- » Transit-oriented development should occur at both locations.



PROBLEMATIC INTERSECTION

Problematic intersections are intersections within the Town that negatively impact the smooth, continuous flow of traffic, or pose a safety concerns for area residents and visitors. The following list identifies areas where traffic solutions may need further evaluation, based on public comment. (NOTE: The following intersections are based solely on community input and observations by on-line contributors and were not independently verified.)

- » 56th St & Ronald Reagan Parkway
- » Airport Road & Odell St
- » Airport Road & S Green St
- » Connector Road/Ronald Reagan Parkway & US 136
- » E County Road 300 N & Hornaday Rd
- » E County Road 300 N & North Raceway Rd
- » E County Road 400 N & Ronald Reagan Parkway
- » E County Road 500 N & N County Road 600 East
- » E County Road 600 N & Big Stone/Noble Dr
- » E County Road 600 N & Eagle Crossing Blvd
- » E County Road 600 N & Wild Ridge/Pit Rd
- » E County Road 700 N & Interstate 74 (Needs overpass)
- » E Tilden Road & Odell St
- » Grant Street & Main St/US 136
- » N County Road 550 E & US 136
- » N County Road 900 E & E County Road 300 N
- » N County Road 900 E & E County Road 400 N
- » N County Road 900 E & E County Road 600 N
- » N County Road 900 E & US 136 Railroad Crossing
- » N Green Street & Maplehurst Dr (Shell)
- » N Green Street & Lorraine Dr (Kroger)
- » N Green Street & Northfield Dr
- » N Green Street & Park Rd (Park Entrance)
- » N Green Street & Whittington Dr (Applebees/Dunkin Donuts area)
- » Northfield Drive & Avon Rd
- » Northfield Drive & Main St/US 136 (Signal light timing)
- » Northfield Drive & Walmart Entrance



DESIRED USE/DEVELOPMENT

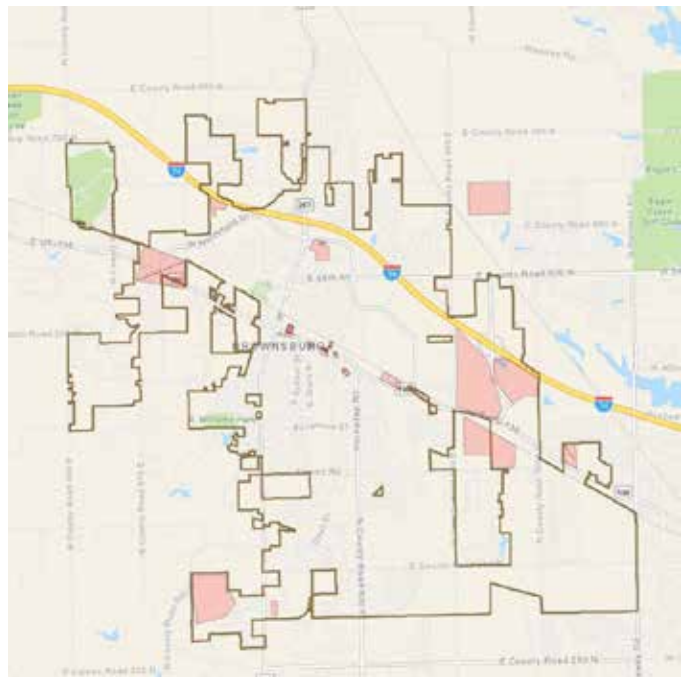
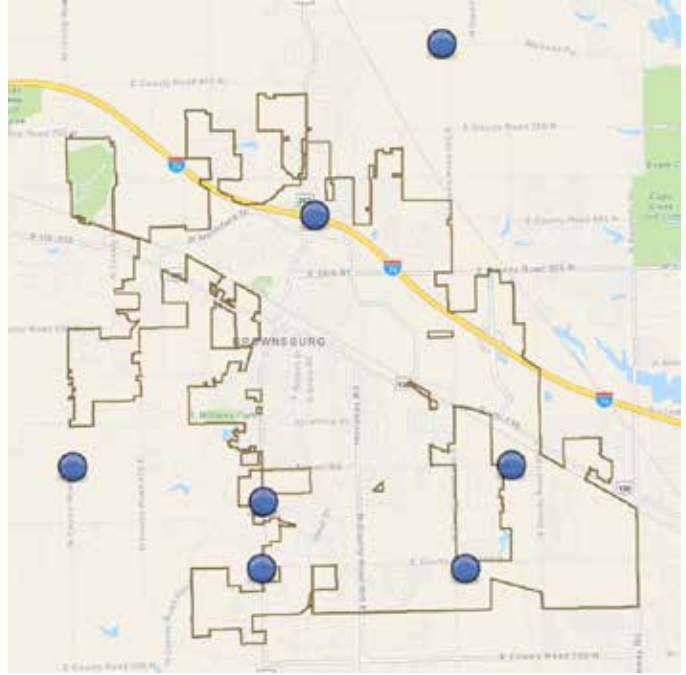
Desired uses /developments are areas in the community that residents felt should be developed or targeted for a specific land use. Community members identified a variety of existing uses and development that they deemed desirable and identified several desirable uses for potential development sites. Desired uses/developments were spread widely across the Town, with a focus on Ronald Reagan Parkway and further commercial development in this area. Several comments also identified parks or trails that were desired, such as connecting Downtown to the B&O Trail.

DEVELOPMENT PRIORITY SITES

A development priority site is a site that the community felt should be developed/ redeveloped in the near future, or that should take precedence over other sites in the Town and planning area. Oftentimes, these sites were identified as under-utilized or in poor condition and include sites that are currently for sale, are home to incompatible and/or undesirable uses, or consist of buildings that are dated or suffering from functional obsolescence. Still other comments highlighted future potential in undeveloped areas where new development is desired.

While numerous sites were identified as development priority sites, the majority of sites were in the following areas:

- » East Main Street corridor;
- » West Northfield Drive corridor;
- » Ronald Reagan Parkway corridor;
- » Former K-Mart property on N Green Street; and
- » Former drive-in theater on US 136.



UNDESIRABLE USE

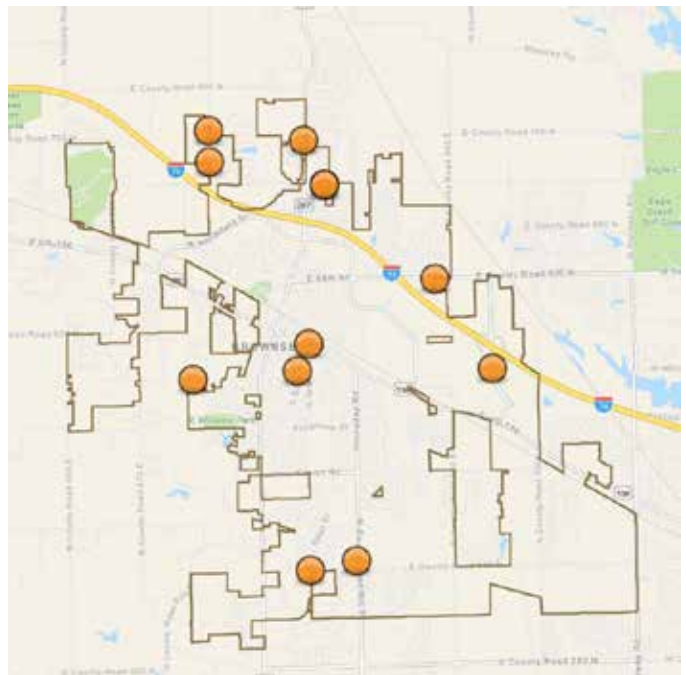
An undesirable use is a use that community members find undesirable or objectionable within Brownsburg. Two of the undesirable uses identified were empty retail stores, including the former Marsh store on Main Street, and the former K-Mart store on N Green Street. However, redevelopment of vacant retail spaces could eliminate their undesirability. Another participant identified Cardinal Park on the map, where they thought a splash pad was a less desirable use for this location and would prefer an outdoor swimming pool for the community.

A common type of undesirable use relates to industrial uses in areas where there is the potential for conflict with existing or future development. The salvage yard in the area near the future Ronald Reagan Parkway fits this description and was also identified as an undesirable use at its present location in the Town.

PUBLIC SAFETY CONCERN

Public safety concerns are areas that pose a concern to public safety and pedestrians throughout the community. Locations where community members observed these safety concerns are located throughout the community. The majority of comments, though site specific, related to common concerns related to public safety such as:

- » Potentially hazardous road conditions (i.e. bridge repairs, line painting, narrow roads);
- » Pedestrian safety crossing busy roadways, including in school zones;
- » Lack of sidewalks in busy commercial areas and along busy roadways; and
- » Lack of sidewalks connecting subdivision neighborhoods, and connections to trails and parks.



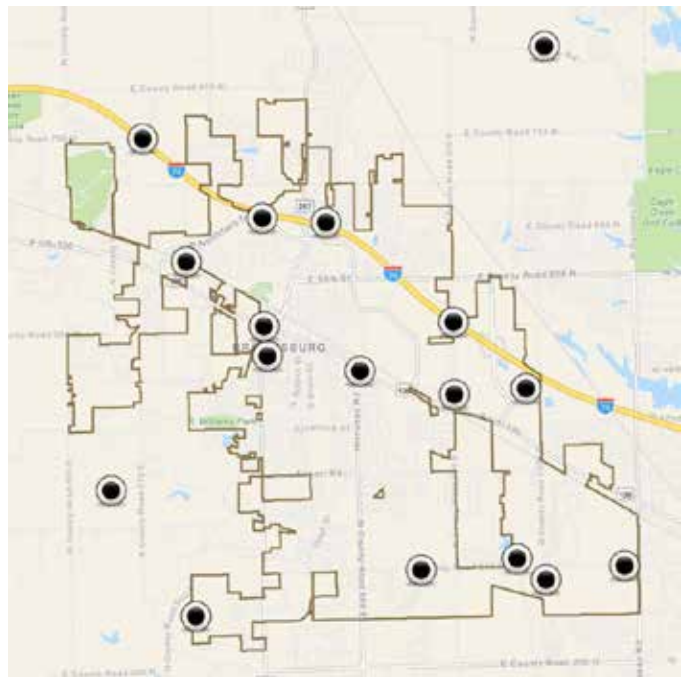
POOR APPEARANCE

Many of the locations noted for poor appearance also appear as locations for desirable redevelopment sites. Poor appearance indicates that an area is unsightly in its current state, or that it could benefit from additional landscaping or aesthetic improvements. Commonly identified issues regarding appearance include vacant lots and poorly maintained parking lots with limited landscaping.

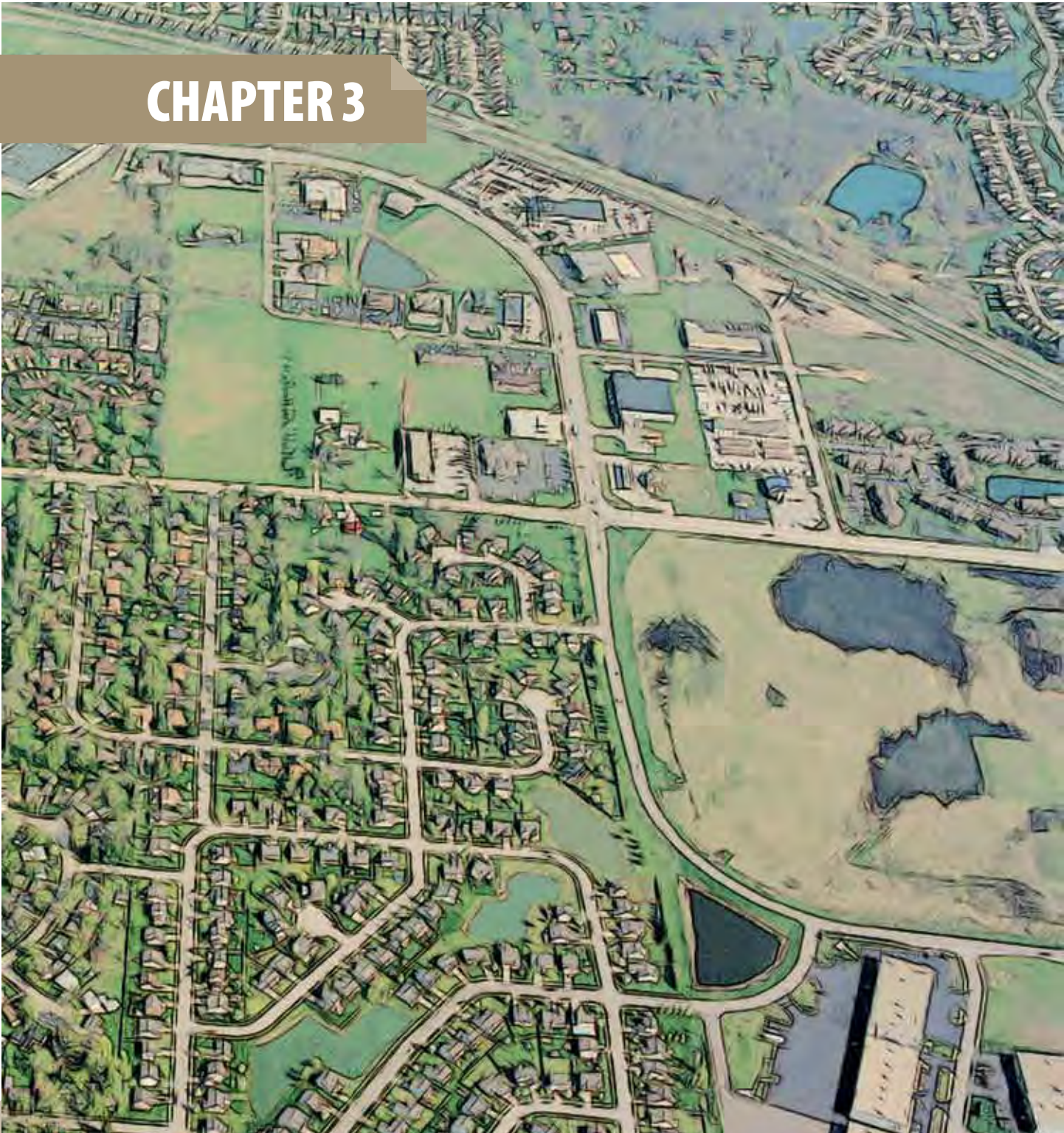
OTHER

Other points of interest created by participants identify a wide range of issues and potentials include:

- » Preservation of forests and natural areas, for parklands and natural buffers;
- » New parks, green space, and trails;
- » Addition of sound barriers along interstate and interstate ramps;
- » Improved truck routes to separate truck traffic; and
- » Improved road connectivity for both residential and commercial areas.



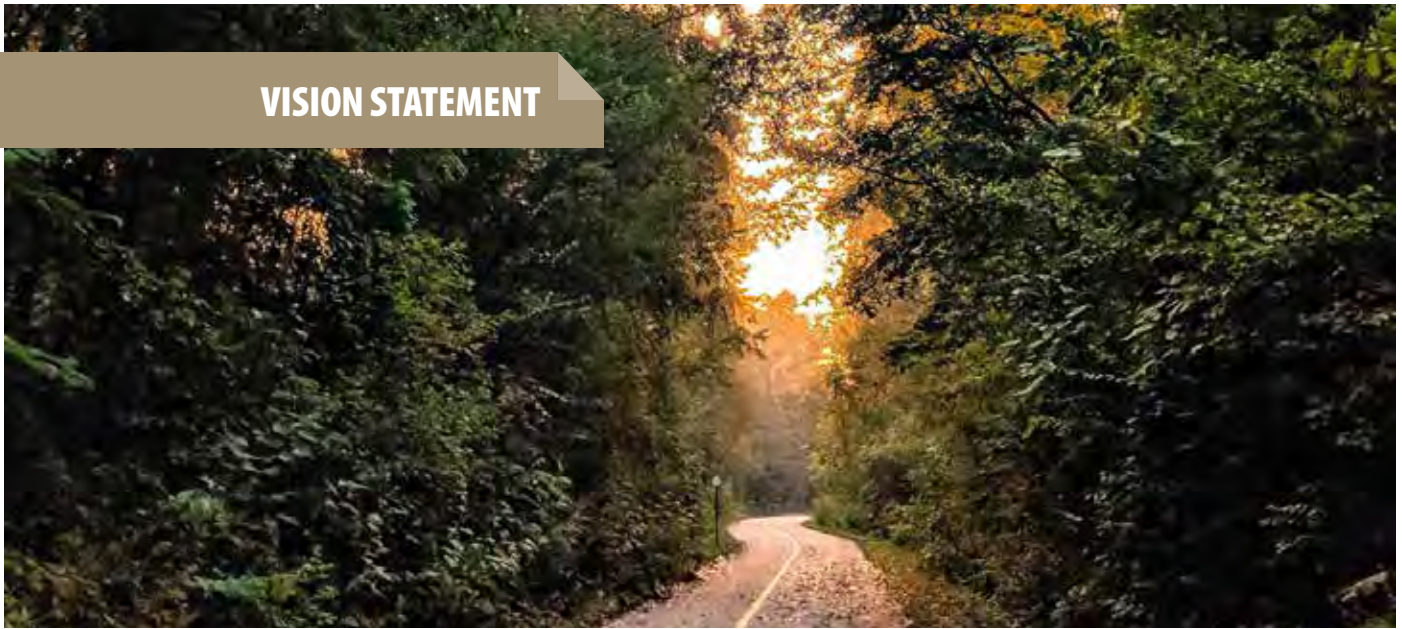
CHAPTER 3



VISION STATEMENT



VISION STATEMENT



The Vision is a retrospective narrative that chronicles the accomplishments and achievements that have occurred in the Town of Brownsburg since adopting the Comprehensive Plan in 2012, updating the Plan in 2019. The Vision incorporates the main ideas and recurring themes discussed throughout community outreach efforts, including key person interviews, community workshops, on-line questionnaires and community issues mapping, meetings with Town staff and officials, and the visioning workshop.

The Vision provides a foundation for the goals, objectives, policies, and recommendations contained in the new Comprehensive Plan. It is written as a retrospective in the year 2032 which tells the story of how life in Brownsburg has changed and improved over the last 20 years since the Comprehensive Plan was adopted.

IN THE YEAR 2032 . . .

The Town of Brownsburg has experienced considerable growth and reinvestment over the last two decades. Although much of this growth has consisted of new green field development in what once was considered the Town's growth areas, there has been significant improvement in Brownsburg's older areas, including a revitalized Main Street and Downtown.

The completion of the Ronald Reagan Parkway to Interstate 70 has further strengthened Brownsburg's position within the region. The Town of Brownsburg has emerged as a retail destination and employment center while maintaining its home town feel and high quality of life. The Town's first-class school system, wide range of high quality housing options, and balanced network of parks and trails make Brownsburg a sought after community in which to live.

Brownsburg has also become synonymous with motorsports drawing both visitors and jobs to the area. Thanks in part to the success of the local motorsports industry, Brownsburg has also become home to a new generation of employers and has continued its transformation from a "bedroom community" to an employment hub.

RESIDENTIAL

While Brownsburg continues to be a place for families living in predominantly single-family neighborhoods, the variety of housing options the community offers has continued to expand. High-quality senior housing, townhomes, and multi-family developments now allow the Town to provide housing options for all stages of life, from young professionals to seniors.

Infill development and the development of previously incomplete subdivisions have stabilized and strengthened Brownsburg's residential areas. Furthermore, the Town's new residential neighborhoods have been developed in areas already serviced by utilities and other infrastructure, or where those services could be readily extended. Development into the community's growth areas has been methodical, planned and is sensitive to the existing natural environment and unincorporated county subdivisions.

Ties to the community's agricultural and rural history have also been maintained. While some farmland has been developed, Brownsburg has been able to successfully balance new growth with agricultural preservation. Historic farmsteads have been preserved within the Town's newly developed areas and several areas surrounding Brownsburg are still actively farmed.



ECONOMIC DEVELOPMENT

The Town benefits from a diverse tax base bolstered by retail, service, office, and employment uses including a strong core of motorsports businesses. The fully-completed Ronald Reagan Parkway has proven to be a catalyst for development with a regional campus of offices, hotels, restaurants and shopping centered on the corridor and the results have eased the tax burden shouldered by residents and facilitated improvements throughout the community to further enhance neighborhoods and commercial areas.

Motorsports industries represent one of the largest employment sectors in the community. While incentives were used to attract the first businesses in this unique industry cluster, the Town's location within the Indianapolis region, close relationship with Lucas Oil Raceway, and expanding retail and housing offerings have helped maintain motorsports momentum within the community. In addition to employers, the Town has successfully branded itself as a destination for shopping, entertainment, recreation, and raising families.



In the year 2032...

The Ronald Reagan Parkway has connected I-74 with other regional routes, with growth and development occurring near the Interchange and along the corridor.

COMMERCIAL AREAS

Brownsburg's commercial areas are flourishing. From the smaller retail nodes that provide goods and services to Brownsburg's residential neighborhoods, to the large retail centers that draw from beyond the community, the residents of Brownsburg are well served, and the community's tax base is strong. The I-74 interchange areas at North Green Street and at Ronald Reagan Parkway offer an array of retail, dining, lodging and entertainment uses that attract visitors from throughout the larger region. The Ronald Reagan area has developed as a regional shopping destination – a lifestyle center with retail, entertainment and lodging. The area has been well planned and the careful scrutiny by the Town for architecture and building materials have fostered a high-quality development that has become an attractive entry to the Town.

Although smaller in size, the North Green Street and Northfield Drive area continues to serve as a commercial hub in the region and beautification efforts have enhanced the appearance of area, and it too is an attractive 'front door' for the community. Roadway improvements in the area have also enhanced circulation and access in the area for both pedestrians, bicycles, motorists, and transit, and the same may be said for Downtown and East Main Street.



Photo Credit: Kramer Companies

DOWNTOWN

Downtown Brownsburg has reemerged thanks to a dramatic transformation that reestablished the pedestrian friendly atmosphere of the area. Today, residents are proud of Downtown which functions as a unique shopping and dining destination as well as a community gathering place and focal point. New mixed-use buildings have integrated into the older historic development along Green and Main Streets, creating a vibrant commercial district with a new group of residents and businesses that call Downtown Brownsburg home.

In addition to new development, public improvements to streetscaping, wayfinding, landscaping, and parking have made Downtown Brownsburg a destination for visitors and residents alike, rivaling other historic downtowns in the region.

MAIN STREET (US 136)

While Downtown Brownsburg has been reinvigorated, the Main Street corridor has also witnessed a renaissance. Streetscaping and other improvements that were first concentrated in Downtown Brownsburg have been carried through the rest of the Main Street corridor. A continuous sidewalk network now stretches along both sides of the corridor, transforming the once auto-oriented corridor into a commercial district that is equally accommodating to cars, pedestrians, and bicycles.

New development and reinvestment have occurred throughout the Main Street corridor. Vacant sites have been redeveloped, aging commercial areas have been revitalized, and the corridor once again is a source of community pride and identity that reflects a positive image to visitors as well as locals.



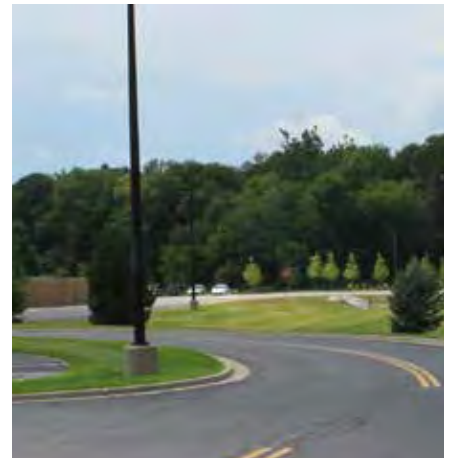
In the year 2032...

Downtown Brownsburg has reemerged thanks to a dramatic transformation that reestablished the pedestrian friendly atmosphere of the area.

TRANSPORTATION & TRANSIT

The Ronald Reagan Parkway has connected I-74 with other regional routes, providing a much needed north-south route of regional importance. In addition to serving as a catalyst for commercial and industrial uses, Ronald Reagan Parkway has become the preferred route for trucks travelling through Brownsburg. This new truck route, combined with other roadway improvements, has alleviated congestion in Downtown Brownsburg and along the Green Street corridor. New grade-separated crossings over I-74 and the CSX railroad have also helped improve connectivity between the northern and southern portions of Brownsburg. Northfield Drive loop has been completed and now encircles the central portions of Brownsburg.

Wayfinding and roadway realignments have helped form the southwest portion of Northfield Drive from previously existing routes. The Town also continues to develop new roadway segments as areas are developed. The Town has also continually upgraded and expanded upon the sidewalk and trail networks and residents can safely travel throughout the community on foot or on bike. One of the more noteworthy accomplishments in the last 20 years has been the introduction of public transit in the community. Today, CIRTA's Indy Express Bus service provides an easy commute into Indianapolis for Brownsburg residents, and a local bus circulator service operates on routes throughout the community that provide a sensible alternative to driving. Together these improvements have helped keep Brownsburg a cohesive community for vehicles and pedestrians.



PARKS, RECREATION, & OPEN SPACE

The residents of Brownsburg enjoy safe and easy access to an expanded and balanced park system that is interconnected by an extensive trail network. Trails have been created throughout the community, paralleling natural corridors like White Lick Creek and roadways like Northfield Drive. The B&O Trail also connects Brownsburg residents to other communities and natural areas throughout the region. Arbuckle Acres is the “crown jewel” of the park system. Over the past twenty years the park has been enlarged and expanded to include a recreation center and more recreation facilities.

Another community park has been built to provide for athletic leagues and other recreational opportunities to Brownsburg’s growing population to the north of I-74. Several new neighborhood parks secured through developer donation provide local, “walk-to” recreational opportunities, along with smaller neighborhood and pocket parks located throughout Brownsburg’s previously underserved neighborhoods. Today, almost every Brownsburg household is within short walking distance of parks and recreation amenities.



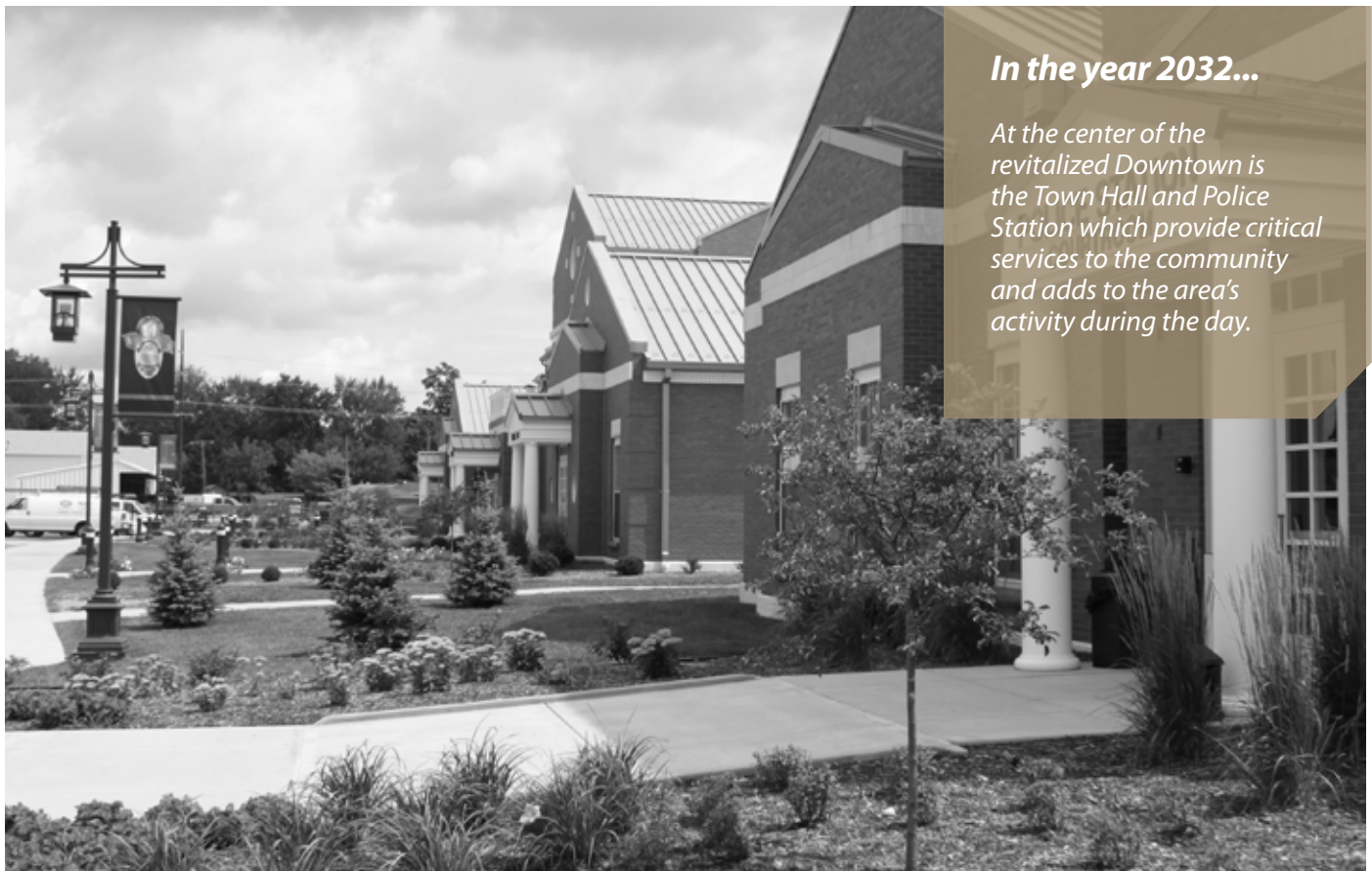
In the year 2032...

The Town benefits from a diverse tax base bolstered by retail, service, office, and employment uses including a strong core of motorsports businesses.

COMMUNITY FACILITIES

At the center of the revitalized Downtown is the Town Hall and Police Station which provide critical services to the community and adds to the area's activity during the day. Brownsburg Community School Corporation continues to be a very highly-regarded school system and is still a leading reason why families choose to move to Brownsburg. The south side remains well served by nearby schools, and school expansions to serve the community's north side provide education and recreation facilities to the growing population located north of I-74. New fire and police facilities and the addition of new crossings over I-74 have helped maintain excellent emergency response times throughout the community including Brownsburg's growth areas.

The Town's investment in detention areas and improving development practices has minimized flooding issues throughout the community, particularly in the previously flood-prone areas of south-central Brownsburg. The Town of Brownsburg, in conjunction with Citizens Energy Group water utility, has also continued to invest in its water treatment and distribution facilities and should have ample capacity to accommodate the community's needs for generations to come. Improvements to the Town's wastewater treatment plant have also been tied to growth and expansion within the Town, ensuring adequate levels of service throughout the community.



In the year 2032...

At the center of the revitalized Downtown is the Town Hall and Police Station which provide critical services to the community and adds to the area's activity during the day.

An aerial, top-down view of a suburban residential neighborhood. The houses are mostly single-story with dark roofs, interspersed with green lawns and trees. A central road runs vertically through the middle of the frame. The overall scene is a typical suburban street layout.

CHAPTER 4

GOALS & OBJECTIVES

GOALS & OBJECTIVES



The future described in the Vision Statement can only be achieved through the implementation of specific guidelines and recommendations within the Comprehensive Plan. The goals and objectives contained in this section bridge the gap between vision and policy. They provide the genesis for recommendations contained in the community-wide plans and key focus area plans and form the basis for future action.

Each planning goal and corresponding objective has a unique purpose within the Comprehensive Plan.

- » **Goals** describe desired outcomes toward which planning efforts should aspire to achieve.
- » **Objectives** describe the specific actions that need to be undertaken to advance larger planning goals. Objectives provide more precise and measurable guidelines for planning efforts and future policy and action.

Goals and objectives express many ideas and concepts that cannot be shown on maps or depicted in other sections of the plan. Together with the Vision Statement, the goals and objectives paint a picture of what the community desires to accomplish with its Comprehensive Plan and other development tools and ordinances.

The goals and objectives presented here are based on input received from Brownsburg residents, Brownsburg businesses, Town Staff, the Comprehensive Plan Steering Committee, and community leaders as well as a detailed analysis of the existing demographic, market, and physical conditions of the community.

Goals and Objectives have been established for the following areas:

- » Residential Neighborhoods;
- » Commercial Areas;
- » Downtown;
- » Community Image & Identity;
- » Transportation & Circulation;
- » Parks & Recreation
- » Community Facilities & Services;
- » Intergovernmental Coordination; and,
- » Plan Implementation.



RESIDENTIAL NEIGHBORHOODS

GOAL

Provide a wide variety of high-quality housing options to accommodate a wide range of ages and incomes and continue to attract families to the Brownsburg community.

Objectives

1. Promote the flexible application of Land Use Plan, accommodating a variety of residential development that is consistent with the Plan but mindful of housing market demands, existing inventory and larger residential trends.
2. Continue to encourage a mix of housing including owner- and renter-occupied single family detached homes, single family attached homes, and multi-family development.
3. Preserve sound existing housing through consistent, active code enforcement and preventative maintenance programs.
4. Consider the implementation of a residential improvement program to encourage upkeep and appearance of existing residential areas.
5. Protect residential areas from any potentially negative impacts of incompatible and more intense uses such as commercial and industrial uses.
6. Prioritize residential development in areas with existing public infrastructure.
7. Promote context sensitive infill development that reflects the scale and character of surrounding neighborhoods.
8. Ensure that the extension of Town services and infrastructure improvements and expansion are fully paid for by new residential development.
9. Continue to be design conscious and elevate the quality of Brownsburg's local housing stock through the use of architectural and design standards.
10. Continue to utilize multi-family design standards that require variation of building type and housing model variety within a single development.
11. Promote the development of senior housing to expand housing options and encourage older Brownsburg residents to age in place.
12. Promote multi-family residential units as a component of mixed-use development within Downtown.



COMMERCIAL AREAS

GOAL

Establish vibrant commercial areas that showcase Brownsburg as a regional shopping, dining, and entertainment destination while providing a well-balanced and diverse range of goods and services to meet the daily needs of residents.

Objectives

1. Enhance the appearance of the Town's commercial districts through a combination of public improvements and private investment.
2. Make improvements to vehicular and pedestrian connectivity between commercial areas and residential neighborhoods to enhance local access to goods and services while taking steps to minimize cut-through traffic.
3. Expand retail, dining, and lodging offerings along the Ronald Reagan Parkway, particularly surrounding the I-74 interchange.
4. Renovate or redevelop aging commercial properties along the East Main Street corridor, recognizing the importance of the corridor as a gateway to Brownsburg.
5. Continue to beautify streetscaping and pedestrian amenities along busy corridors while improving access management and traffic flow, while establishing North Green Street area as a regional retail destination distinct from the area surrounding the I-74 and Ronald Reagan interchange.
6. Implement additional streetscape enhancements along major roadways to improve upon and unify the appearance of commercial areas throughout the Town.
7. Continue to support local economic development efforts of the Town of Brownsburg's Economic Development department, the Brownsburg Chamber of Commerce, and the Hendricks County Economic Development Partnership to retain and expand businesses within the community and attract new businesses to Brownsburg.
8. Capitalize on Lucas Oil Raceway as a unique asset through compatible development along the Ronald Reagan Parkway, as provided in Key Focus Area Plans.
9. Consider the use of incentives such as property and sales tax rebates, tax increment finance, and economic improvement district funds to facilitate desired commercial development within Downtown, East Main Street, and other priority areas of the community.
10. Continue to encourage the development of transportation and warehousing uses in areas where these land-intensive employers can be appropriately accommodated.
11. Continue to promote office and employment uses in areas along Northfield Drive and the Ronald Reagan Parkway corridors.



DOWNTOWN

GOAL

Foster redevelopment of a pedestrian-friendly, multi-functional downtown that serves as a public gathering place, retail and dining destination, and home to residents.

Objectives

1. Continue to employ land use and development controls that encourage higher density, mixed-use development within the downtown.
2. Maintain a consistent street wall along the Main and Green Street corridors to help increase a sense of activity and pedestrian scale within the downtown through compatible infill and redevelopment.
3. Establish robust pedestrian connections throughout the Town and between retail areas, employment districts, residential areas, community facilities, and recreational assets.
4. Invest in streetscaping to beautify the area, establish a Downtown Brownsburg brand and identity, and strengthen the pedestrian realm.
5. Maintain gateway features along Main Street and Green Street, and Ronald Reagan Parkway, to signify entry into the Town and its unique downtown district.
6. Establish a site improvement fund to assist in improvements to aging commercial properties that the community desires to preserve.
7. Promote the comprehensive redevelopment of significant properties within the downtown and assist with property assembly where necessary and appropriate.
8. Establish a wayfinding program to direct pedestrians and vehicles to retail areas, public parking, parks, the public library, and other community assets within the downtown area.
9. Encourage historic preservation within Downtown Brownsburg and adjacent areas and promote development that reflects the historic character of the area.



COMMUNITY IMAGE & IDENTITY

GOAL

Strengthen the image of Brownsburg as a regional shopping destination and employment center with high quality residential neighborhoods and community facilities.

Objectives

1. Install gateway features at all key points of entry to the community including signage, landscaping, and hardscape features that communicate a desired Brownsburg 'brand' to visitors.
2. Encourage subdivision and business park monument signs to include the Town of Brownsburg's name and/or logo to promote the Town's identity.
3. Continue to upgrade major roadways with cost-effective, yet attractive streetscaping including lighting, landscaping, signage, and pedestrian amenities, to create a unified appearance and image throughout the community.
4. Maintain and enhance Town-owned parks and create additional parks that contribute to quality of life in Brownsburg's residential neighborhoods.
5. Continue to support and promote community events and festivals within Downtown Brownsburg and areas surrounding Lucas Oil Raceway.
6. Develop a marketing campaign to develop and promote a 'brand' for the Town of Brownsburg that highlights the benefits of living, working, and playing in Brownsburg and strengthens the link to motorsports as a source of entertainment and employment within the community.
7. Continue to promote desirable, high-quality development through the use of design and development guidelines.
8. Review and revise development controls to ensure that appropriate landscaping, parking, screening, and signage requirements are in place.
9. Work with INDOT and the business community to establish a Business Loop along Green and Main Streets between the Town's two I-74 interchanges and include in wayfinding markers.



TRANSPORTATION & CIRCULATION

GOAL

Provide a balanced transportation network that accommodates the safe and efficient circulation of vehicles, public transit, bicycles and pedestrians throughout the community.

Objectives

1. Work toward achievement of goals and objectives in the Town's Thoroughfare Plan and ensure the Thoroughfare Plan supports the future land use recommendations of the Comprehensive Plan.
2. Promote the development of a regional transit hub within Brownsburg and work to establish local transit service that connects residential neighborhoods with commercial areas and community assets.
3. Continue to implement the recommendations of the Greenways Master Plan and establish safe links for bicyclists and pedestrians between parks, schools and other community assets.
4. Improve access management along major corridors, namely the Green and Main Street corridors, and require new commercial and multi-family development to provide shared access points and cross access between adjacent properties.
5. Promote a "complete streets" approach to roadway design that accommodates a range of users including vehicular traffic, bicycles, pedestrians and potential future transit.
6. Improve pedestrian safety for all ages and abilities, with slower vehicular speeds in Downtown Brownsburg, and pedestrian-oriented roadway and sidewalk improvements, such as speed tables, safe crosswalks, pedestrian islands, bump-outs, and curb ramps.
7. Work with INDOT to improve traffic flow and safety along state routes travelling through Brownsburg including the support of intersection improvements, the widening of existing routes, and creation of new routes.
8. Endorse the construction of new crossings over I-74 along key north-south and east-west routes in the community including CR 700 N and CR 900 E.
9. Enhance existing railroad crossings and explore the feasibility of new grade-separated crossings over the CSX railroad at strategic points within the previously developed core of Brownsburg as well as within the community's growth areas.
10. Continue to support the completion of the remaining segment of the Ronald Reagan Parkway to a connection with Interstate 65.
11. Establish Ronald Reagan Parkway as the preferred north-south truck route through the community and develop weight limits for other truck routes in the community.
12. Determine the preferred route for the remaining southwest segment of Northfield Drive and take steps necessary, including securing right-of-way, to preserve the route encircling the core of Brownsburg for its future completion.
13. Create strategic connections between existing segments of the transportation network and establish new routes where appropriate to enhance connectivity between and amongst the Town's established areas and growth areas.
14. Work with CIRT and other appropriate agencies to establish Express Indy Bus Service between Brownsburg and Indianapolis and a bus circulator throughout the Town connecting the Town's residential neighborhoods to community destinations.



PARKS, RECREATION & OPEN SPACE

GOAL

Improve residents' access to an expanding system of quality parks and recreation areas while protecting and enhancing the Town's environmental features.

Objectives

1. Develop a well-balanced park system that consists of parks of all sizes with a variety of amenities to serve the community both broadly and close to home.
2. Continue to improve Arbuckle Acres by creating a recreation center at the park, further entrenching Arbuckle Acres as a destination within the community and serving as an anchor to the north side of Downtown Brownsburg.
3. Improve access to parks for residents in the growth areas to the north of I-74 by creating a new community park in the area near CR 700 N and CR 900 E with proximity to Ronald Reagan Parkway, possibly through coordination and partnership with Brown Township.
4. Strengthen links to Eagle Creek Park as a regional asset including the establishment of connections to trails along Maloney Road and 62nd Street (CR 700 N) and 56th Street (CR 600 N).
5. Identify underserved neighborhoods and strategies to acquire land and develop new neighborhood parks and greenways in established residential areas.
6. Develop new community parks and greenways in growth areas in concert with the effective use of open space requirements to incorporate parks throughout the Town's new residential neighborhoods.
7. Strive to provide parks within a maximum walking distance of 10 minutes of residential areas.
8. Integrate waterways and related natural areas as green corridors travelling within and between developed areas.
9. Build the White Lick Creek Greenway, initially connecting Arbuckle Acres Park to Northfield Commons shopping center, and ultimately connecting Brownsburg to Avon via a meandering trail along White Lick Creek.
10. Continue to partner with the Public Library, Brownsburg Fire Territory, and Brownsburg Community School Corporation to provide high quality recreation programming to Brownsburg residents of all ages.
11. Continue to expand the trail network throughout the community to better connect the Town's parks to one another and to the neighborhoods they serve, and grow the regional trail network, including along B&O Trail, White Lick Creek, and South Branch Creek corridors.
12. Promote the use of low-impact development (LID) practices and green infrastructure (GI) components to help protect and restore water quality and reduce the quantity of stormwater run-off throughout the Town.
13. Continue to identify grants and secure alternative funding for the acquisition and development of parks, open space, trail segments, trail connections, and other recreation amenities in the community.



COMMUNITY FACILITIES & SERVICES

GOAL

Provide adequate community facilities and effective and efficient Town services that add contribute to a high quality of life and enhance the Town's desirability as a place to live, work, and relax.

Objectives

1. Ensure adequate levels of fire and police protection throughout the Town and work with the police department and Brownsburg Fire Territory to ensure that emergency vehicles can effectively serve areas to the north and south of I-74 and the CSX railroad, exploring potential new station locations, if necessary, in the future.
2. Coordinate plans for annexation and development with community service and facility providers to ensure adequate and sustainable levels of service throughout the Town and its growth areas.
3. Maintain adequate sites for Town facilities; constructing, renovating, and relocating facilities when necessary and appropriate.
4. Consider pursuing LEED certification, or similar, for new or renovated Town facilities.
5. Work with the Brownsburg Community School Corporation to ensure proper buffering surrounding school facilities and to provide appropriate parking, ingress and egress, and safe and adequate access to all school sites.
6. Increase efforts to identify alternative sources of financing, such as grants or loans, to fund a wide range of public projects including, but not limited to: Town facilities, parks and recreation enhancements, transportation improvements, economic development-related projects, and other services.
7. Work with the Public Library to modernize and expand facilities within Downtown Brownsburg and establish satellite branches within the Town's growth areas as needed and appropriate.
8. Continue implementation of the Town's Wellhead Protection Plan to protect local water sources and engage with the Citizens Energy Group water utility to meet the drinking water needs of current and future Brownsburg residents.
9. Continue to evaluate and implement the Stormwater Capital Improvements Plan in light of the recommendations of the Comprehensive Plan and anticipated patterns of development.
10. Continue to evaluate and implement the Sanitary Sewer Master Plan and to renovate and expand wastewater infrastructure to maintain adequate capacity to accommodate Brownsburg's growing population.



INTERGOVERNMENTAL COORDINATION

GOAL

Continue to work with adjacent communities, Brown and Lincoln Townships, Hendricks County, and other groups and agencies to implement the goals and recommendations of the Comprehensive Plan.

Objectives

1. Continue to meet and communicate with adjacent communities regarding future plans for the Town and outlying areas.
2. Work with adjacent communities to establish, maintain, or renew formal boundary agreements that will protect each community and prevent future developers from creating 'bidding wars' between neighboring communities.
3. Coordinate with Hendricks County, Brown and Lincoln Townships, and adjacent communities to assist in realizing mutual objectives and addressing shared issues such as traffic that transcend municipal boundaries.
4. Work with adjacent communities and agencies to seek grants, loans, and other sources of funding for projects that address intergovernmental issues.
5. Continue to encourage communication and collaboration among government service providers to provide the most efficient and cost-effective services possible.
6. Maintain a positive channel of communication with agencies such as the Indianapolis MPO, Hendricks County, Indiana Department of Transportation (INDOT), and others for better coordination regarding projects on their properties or within their jurisdiction.
7. Coordinate the review and input of new development proposals with all affected public agencies and utilities such as the Brownsburg Fire Territory, Brownsburg Community School Corporation, and Citizens Energy Group water utility.
8. Work with the Brownsburg Chamber of Commerce, Hendricks County Economic Development Partnership, and other economic development organizations to promote and market the Town of Brownsburg, retain existing businesses, and attract new businesses.
9. Maintain and enhance the Town's relationship with the Lucas Oil Raceway regarding on-going operations and development of the areas surrounding the raceway.



PLAN IMPLEMENTATION

GOAL

Effective implementation of the Comprehensive Plan, including regular efforts to monitor progress and update Town policies.

Objectives

1. Continue to review the Comprehensive Plan on an annual basis and amend as needed, based on input and involvement of the Town Council, Advisory Plan Commission, Board of Zoning Appeals, various other commission and committees, local organizations, and individuals.
2. Continue to evaluate the Unified Development Ordinance and other land use and development regulations regularly to ensure compliance with Comprehensive Plan recommendations.
3. Establish and maintain a five-year action agenda regarding Comprehensive Plan implementation to prioritize objectives, list accomplishments of proceeding years, and incorporate within the Town's Capital Improvements Plan (CIP).
4. Dedicate existing financial resources and/or identify new funding sources to implement the Comprehensive Plan.
5. Conduct regular workshops with Town's officials, staff, boards, and commissions to ensure that the Comprehensive Plan is routinely utilized as a resource in decision making.
6. Identify and engage agencies and organizations willing to share in the responsibility for active implementation of the Plan.
7. Continue to work with the Brownsburg Economic Development Commission to prioritize economic development opportunities and evaluate strategies and funding mechanisms to foster redevelopment, recruit new businesses, and retain, enhance, and expand existing businesses.

An aerial photograph of a city street grid. A large, prominent green park area is located in the upper center, featuring a circular plaza and radiating paths. The surrounding area is filled with residential and commercial buildings, parking lots, and streets. The image is tilted slightly to the right.

CHAPTER 5

An aerial photograph of a residential neighborhood. The houses are arranged in a grid pattern, with green lawns and trees interspersed between them. The image is tilted slightly to the right.

LAND USE & DEVELOPMENT

LAND USE & DEVELOPMENT PLAN



The Land Use and Development Plan is based on several factors and influences, including the Vision, Goals, and Objectives identified for the Brownsburg community; market and demographic analysis; and an assessment of existing conditions, including the established developed areas and infrastructure of the Town and its planning jurisdiction. The Plan provides a general guide to land use and development needed to meet the needs of the community over the long-term.

The Land Use and Development Plan builds upon the existing land use pattern in the Town and its larger planning area. In general, the plan strives to promote a compatible land use pattern that prevents the premature conversion of agricultural land and open space, while focusing upon infill and redevelopment opportunities. The Plan also emphasizes the protection of residential neighborhoods, the provision of community facilities, the enhancement of existing commercial corridors, and the expansion of commercial and jobs-related development that leverages Brownsburg's regional position.

A goal of the Land Use and Development Plan is to assist elected and appointed officials, Town staff, residents, and businesses in making future land use and development-related policy decisions. While the Land Use and Development Plan is specific enough to provide guidance on land use decisions, it is also flexible enough to allow for individual negotiations and the consideration of creative approaches to land development that are consistent with the overall policies and guidelines included in the Comprehensive Plan.

The Land Use and Development Plan has three additional sections that follow this chapter: the Residential Areas Plan; Business Areas Plan; and Growth Areas Plan. In addition, identified focus areas for the Town and its future growth areas are further explored in Section 13 Key Focus Area Plans. Subsequent sections of the Plan will address land uses related to community facilities, parks and open space, and specific sub-areas of the community.

In total, thirteen (13) distinct land use classifications have been established, including:

- » Estate Residential/Agricultural
- » Single-Family Detached Residential
- » Single-Family Attached Residential
- » Multi-Family Residential
- » Neighborhood Commercial
- » Corridor Commercial
- » Regional Commercial
- » Mixed-Use Downtown
- » Flex/Light Industrial
- » Manufacturing
- » Corporate Campus
- » Parks and Open Space
- » Public/Semi-Public

RESIDENTIAL

Four types of residential land uses are classified on the Land Use and Development Plan: Estate Residential/Agricultural, Single-Family Detached, Single-Family Attached, and Multi-Family Residential. Each residential type is described below and presented in more detail in the Residential Areas section of the Comprehensive Plan.

ESTATE RESIDENTIAL/ AGRICULTURAL

Areas identified as estate residential/agricultural areas provide for low-density residential development that should strive to maintain the rural atmosphere that currently exists within the outlying areas of Brownsburg. Development in these areas should preserve open space and natural resources where possible, including agricultural lands removed from existing development, wooded areas, waterways and wetlands, natural topography, wildlife habitat/corridors, and view sheds. The clustering of homes should be promoted in areas where it can be used as a method of preserving environmental features and natural resources.

SINGLE-FAMILY DETACHED RESIDENTIAL

Areas designated as single-family detached provide for traditional single-family detached subdivisions with densities ranging up to 6 units per acre. Although it may be appropriate for these areas to include a small number of duplexes or other single-family attached dwelling as a component of a larger development, single-family detached dwellings should be the predominant housing type of these areas of the Town.

SINGLE-FAMILY ATTACHED RESIDENTIAL

Areas designated for single-family attached development include duplexes, townhomes and rowhomes. Attached dwelling types provide direct access to each unit and generally lack common interior spaces such as lobbies or shared hallways. Densities for single-family attached dwellings generally range from 6 to 12 dwelling units per acre.

MULTI-FAMILY RESIDENTIAL

Areas designated for multi-family residential development consist primarily of apartments and condominiums. The majority of multi-family residential areas in the Land Use and Development Plan reflect existing developments and infill opportunity sites in primarily developed areas of the Town. Multi-family residential development can typically range on the low end from 6 to 12 units per acre but can often include development of even higher densities. Areas designated for multi-family residential development can easily accommodate a variety of dwelling types, including senior housing and affordable housing.



Successful commercial and retail areas are important to the Town to provide property tax and sales tax revenue, while providing shopping, dining, service, office, and recreation opportunities for residents.



COMMERCIAL

Successful commercial and retail areas are important to the Town to provide property tax and sales tax revenue, while providing shopping, dining, service, office, and recreation opportunities for residents. The Land Use and Development Plan designates four types of commercial land uses: Neighborhood Commercial; Corridor Commercial; Regional Commercial; and Mixed-Use.

NEIGHBORHOOD COMMERCIAL

Areas designated as neighborhood commercial are intended for smaller-scale retail and services commercial areas geared toward providing for the daily shopping, service, and convenience needs of surrounding neighborhoods. A supermarket may be considered a typical tenant in neighborhood commercial areas. Uses should be of a scale and intensity to be considered generally compatible with adjacent and nearby residential uses. A reasonable maximum size for neighborhood commercial uses is 50,000 square feet, however, in practice, size may be dependent on the nature of a specific commercial use or location.

CORRIDOR COMMERCIAL

Corridor commercial land uses are typically organized in a linear fashion and include a blend of neighborhood-oriented commercial retail, offices, smaller regional commercial retail (such as auto dealers), service uses, and multi-family uses. The Land Use and Development Plan identifies areas appropriate for corridor commercial uses including areas along East Main Street and North Green Street.

REGIONAL COMMERCIAL

Areas designated as regional commercial are intended to accommodate larger commercial shopping centers and developments that serve a more regional function, drawing on a customer base that extends beyond the Town limits. These areas often have a mix of “big box” stores, national retailers, and a “critical mass” of multiple stores, and large shared parking areas. Areas designated for regional commercial are typically located in larger consolidated areas along major traffic corridors and intersections. Commercial service uses can also have an appropriate place in regional commercial areas if they are compatible with adjacent and nearby retail and commercial shopping areas and do not occupy prime retail locations.

MIXED-USE

Areas designated as mixed-use should primarily consist of commercial/retail uses on the ground floor with residential and/or office uses located on the upper floors. The primary objective is to provide an appropriate mix of uses by locating retail and restaurant uses on the ground floor to create a more interesting and engaging pedestrian experience, while accommodating service-oriented uses on upper floors. These areas should be characterized by uses and development patterns that provide a vibrant, safe, attractive, and “walkable” pedestrian environment.

INDUSTRIAL/ EMPLOYMENT

Having industrial/corporate campus/employment uses in a community is a tremendous asset. As a distinct land use, these areas can provide significant employment opportunities, tax revenue generation, and, if developed correctly, can help establish a positive community image. Gone are the days when “industrial” automatically conjured images of smoke-belching factories. Instead, industrial and business park areas are increasingly populated with research and office uses, light assembly, “tech” industries, and logistics distribution businesses. Although they typically require larger land areas, convenient transportation system access, and separation from residential areas, industrial/business park uses play a strong role in the Town. Logistics and motorsports-related uses are also important employers in the Town and should continue to be accommodated within the community with appropriate buffers in place.

FLEX/LIGHT INDUSTRIAL

Areas designated for flex/light industrial businesses are intended to accommodate a variety of uses ranging from light assembly, distribution facilities, low intensity fabrication operations, research and “tech” industry applications, intense commercial service uses, and more. Flexibility in the design and operation of light industrial buildings permits integration of office, showroom, and industrial space all-in-one and can allow businesses to modernize operations and be more agile. These areas are generally located along or near arterial roadways and exist primarily in the eastern areas of the Town, with new areas designated along N County Road 900 E and Northfield Drive.

MANUFACTURING

Manufacturing areas are major, regional employment areas of concentrated manufacturing and industrial land uses which cannot be easily mixed with other types of uses. Areas identified as manufacturing should be reserved for industry and related uses. The provision of adequate public facilities and services, including sufficient access to the region’s transportation system is critical to the success of manufacturing/industrial centers. Light industrial, business parks, offices, retail uses should be discouraged within these areas, however limited neighborhood commercial development providing convenient uses to employment centers may be appropriate in some locations.

CORPORATE CAMPUS

These areas are intended to provide for larger-scale office uses, which could include “stand alone” office buildings and complexes, or several buildings incorporated into a “campus like” setting. A hospital/medical park is an example of a use that fits well into Brownsburg’s corporate campus area. The Land Use and Development Plan identifies corporate campus uses in areas near the Ronald Reagan Parkway and I-74 interchange to maximize visibility and minimize potentially negative impacts on established residential areas. It is envisioned that these uses will play an increasingly important role within the Brownsburg economy in the future. As prominent features along major regional roadways, corporate campus developments should be of high quality and contribute positively to the character of the Town.

PARKS & OPEN SPACE

Parks, open space, and environmental features contribute significantly to the community’s overall quality of life and character. The Parks and Open Space designation in the Land Use and Development Plan includes parks, golf courses, natural areas, and other areas of open space. Recommendations for these areas and other environmental features (including wooded areas, wetlands, streams and water features) are identified and presented in more detail in Section 12: Parks, Open Space, and Sustainability Plan.

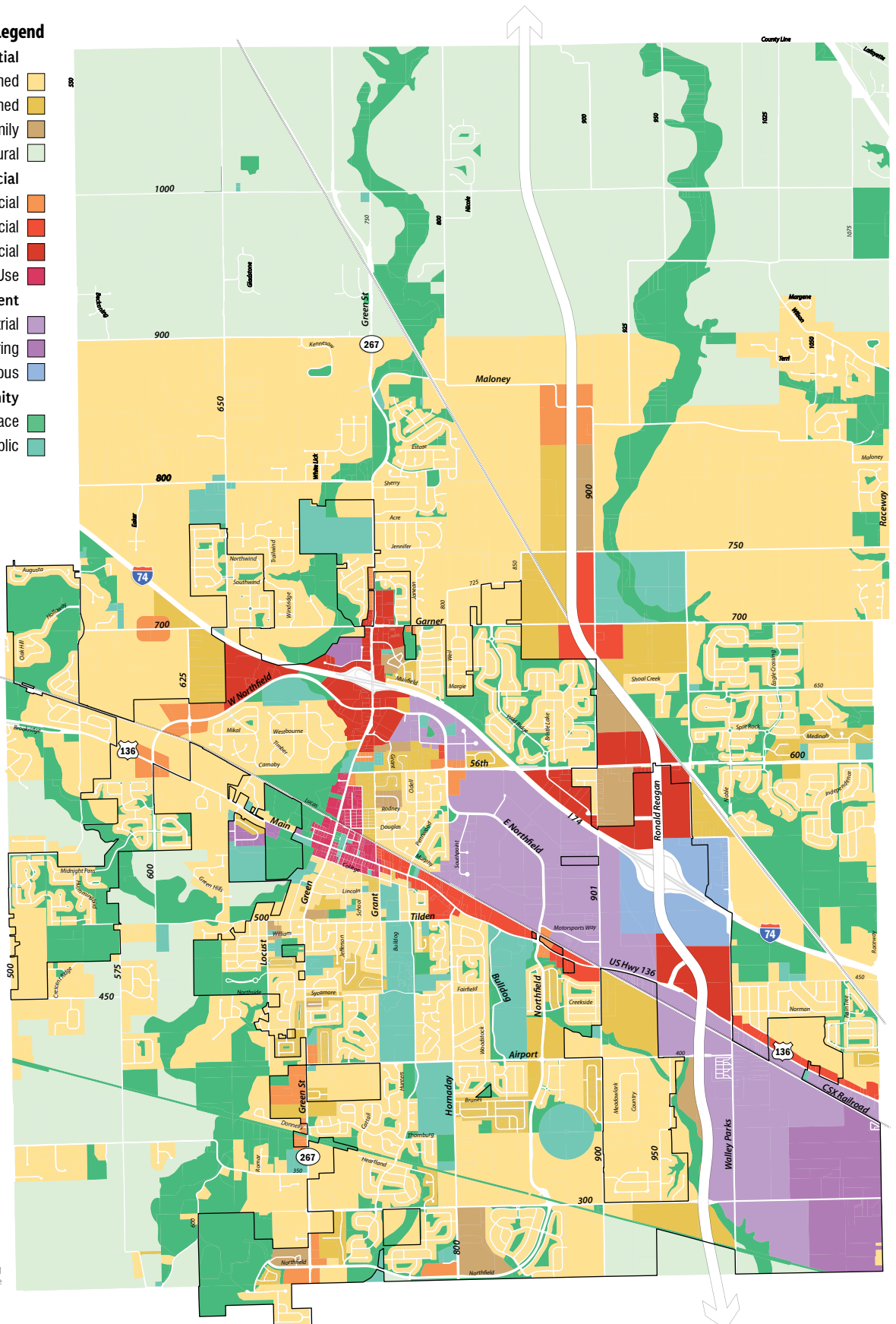
PUBLIC/SEMI-PUBLIC

This land use designation includes a variety of uses that are typically classified as public or semi-public, and include municipal facilities, other government facilities, schools, religious institutions, and more. These uses provide essential facilities and services to the community and are scattered throughout the Town. Many public and semi-public uses are compatible with residential areas, but some are more intense (such as a wastewater treatment plant) and may require location within or adjacent to commercial or industrial areas. These uses are generally shown on the Land Use and Development Plan and are presented in more detail in Section 11: Community Facilities Plan.

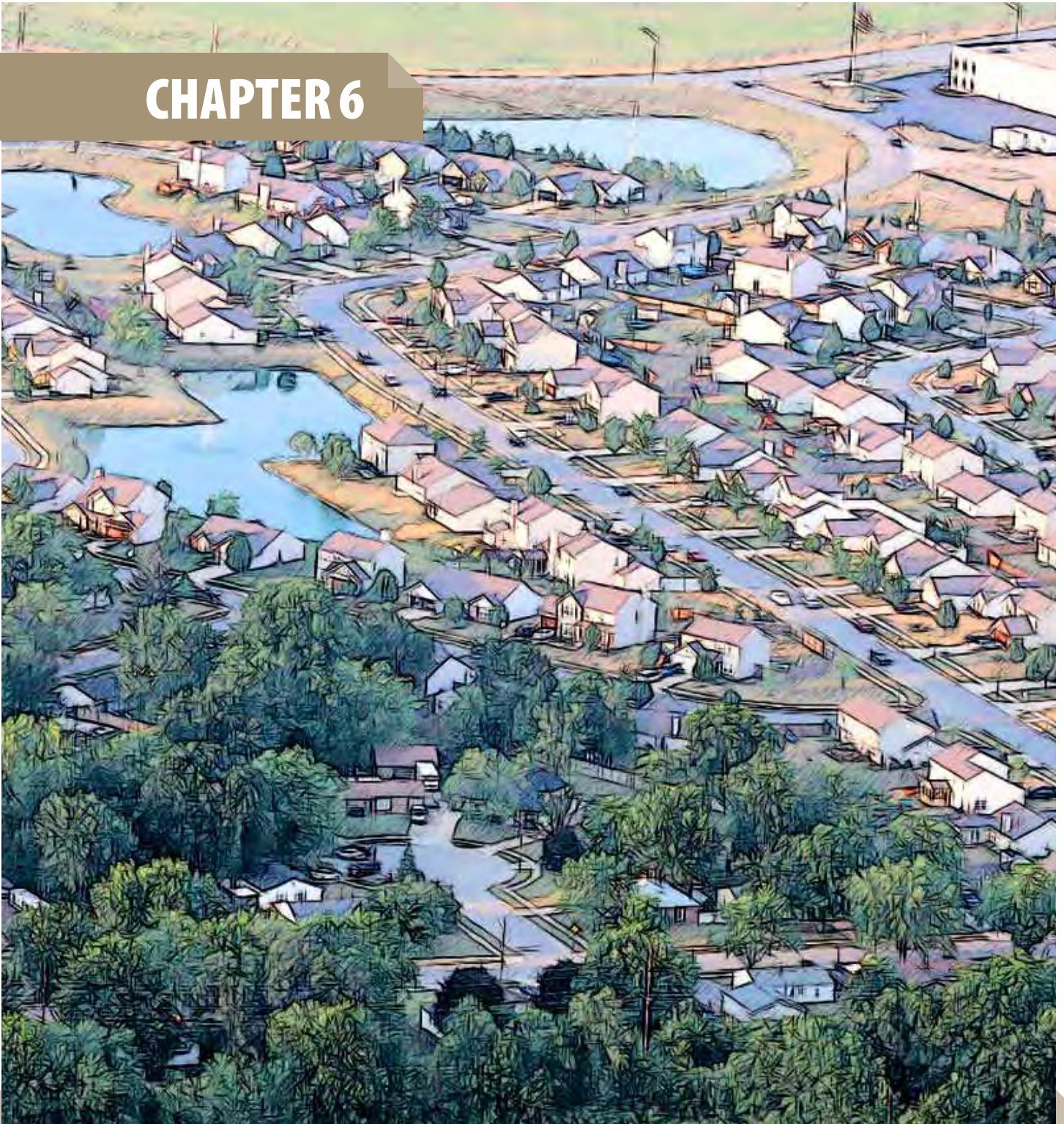
FUTURE LAND USE

Land Use Legend

- Residential**
 - Single-Family Detached
 - Single-Family Attached
 - Multi-Family
 - Estate/Large Lot/Agricultural
- Commercial**
 - Neighborhood Commercial
 - Corridor Commercial
 - Regional Commercial
 - Mixed-Use
- Business/Employment**
 - Flex/Light Industrial
 - Industrial/Manufacturing
 - Corporate Campus
- Community**
 - Parks & Open Space
 - Public/Semi Public



CHAPTER 6



RESIDENTIAL AREAS PLAN



RESIDENTIAL AREAS PLAN



The Residential Areas Plan builds upon the existing residential pattern of the community. An overall objective of the Plan is to provide a variety of quality housing options that serve residents in all stages of life. Brownsburg’s residential areas are composed of primarily single-family neighborhoods, but also include a variety of single-family attached and multi-family residential developments. The Residential Areas Plan strives to support existing residential neighborhoods while providing new housing options within the community.

RESIDENTIAL LAND USE & DEVELOPMENT POLICIES

The Residential Land Use Policies focus on enhancing the Town’s overall residential character by improving existing residential areas and promoting new high-quality residential development in appropriate locations. The following policies will assist the Town in future decision-making regarding residential land use throughout the Town.

- » Preserve the character of the Town’s single-family residential neighborhoods.
- » Locate new multi-family residential developments in appropriate locations within the Town, including mixed-use and transitional areas between single-family and business land uses.
- » Seek opportunities to provide senior housing in appropriate locations that provide proximity and easy access to Town amenities as well as essential goods and services.
- » Require the provision of high-quality neighborhood infrastructure, such as sidewalks, lighting, crosswalks, and street trees.
- » Consider the potential impacts of new residential development on service providers and municipal infrastructure
- » Ensure that new neighborhood parks are a component of larger residential developments within the Town’s growth areas.
- » Ensure that an interconnected sidewalk and multi-use trail system is incorporated into new residential development within the Town’s growth areas.
- » Encourage connectivity to surrounding neighborhoods through street, sidewalk, and trail networks.
- » Require the design of new residential development to appropriately incorporate existing high-quality/valued environmental areas and features
- » Prohibit monotonous housing development that provides no variation or local character.
- » Integrate where appropriate and/or necessary non-residential uses, such as local commercial, small office and services, and community facilities.
- » Encourage a mix of housing types within individual subdivisions that maximize access to parks and open space and provide variations in character and form.
- » Preserve the character of existing neighborhoods by requiring infill development that is context-sensitive in terms of lot size, scale, setback, and basic massing elements.
- » Promote mixed-use development, including multi-family residences, in Downtown Brownsburg.
- » Employ traffic calming measures to discourage “cut-through” traffic in residential neighborhoods as necessary.
- » Enforce property maintenance codes in residential areas.
- » Ensure residential areas are adequately screened/buffered from adjacent non-residential uses and activity.

SINGLE-FAMILY

Brownsburg's single-family neighborhoods are a large component of its overall development pattern and character. As additional growth occurs, it is anticipated that this use will create the bulk of the demand for land. It is therefore important to establish strategies that guide overall land use decisions, such as under what conditions new subdivisions should be permitted, and development-specific requirements, such as neighborhood design and character.

NEIGHBORHOOD CONNECTIVITY

All single-family neighborhoods, existing and future, should be held to the same expectations in terms of: connectivity to surrounding neighborhoods and vital commercial and employment areas; comprehensive sidewalk systems, street lighting, street trees, and localized parks that provide bike and pedestrian access to neighborhood residents and reduce traffic impacts related to parks access.

NEW SUBDIVISIONS

New subdivisions should be subject to development policies that:

- » Encourage stabilization and build-out of incomplete subdivisions prior to the platting and provision of services to new growth areas;
- » Encourage a variety of housing types that meet broader market demand and create variations in character and design;
- » Prohibit monotonous development that lacks a character representative of the Brownsburg community; and,
- » Provide the flexibility to respond to local site conditions and integrate non-residential land uses into a development plan.

For example, clustering housing units on one portion of a site in order to preserve a stream corridor both creates a local character and makes the natural feature an amenity for residents. Similarly, since the Comprehensive Plan does not aim to predict exact patterns of development and transportation, areas that are currently planned for residential development may actually be appropriate locations for neighborhood-serving retail, office, or community uses. Subdivision policy should recognize this and allow for the appropriate integration of these uses so that all residents are granted close access to basic goods and services.

SINGLE-FAMILY DETACHED RESIDENTIAL

An important objective of the Plan is to continue to protect and enhance the Town's single-family residential neighborhoods. Future development should be respectful and sensitive to existing homes while allowing reinvestment in the form of rehabilitation, additions, and new construction in existing neighborhoods. Wherever possible, single-family neighborhoods should be buffered and protected from adjacent incompatible uses. In single-family detached areas, the scattered development of attached residential dwellings (e.g. townhomes or duplexes) may occur on a limited scale, but the overall single-family character should be retained.

Infill development within existing neighborhoods and the completion of unfinished residential subdivisions should be prioritized over expansion into the Town's growth areas. In areas where future single-family residential neighborhoods are designated, necessary community facilities such as schools, parks and open space should be incorporated where appropriate. Infrastructure and basic services should be extended in a logical and cost-efficient manner to accommodate growth while preventing leap frog development and the premature conversion of farmland.

Single-family detached residential densities can approach up to 6 dwelling units per acre, ranging from medium- to small-lot development patterns. These density ranges are not exact, and exceptions can occur with unique areas or lots; however, these density ranges provide a sound characterization for the types of lot sizes anticipated throughout the Town and its growth areas. The residential densities are generally consistent with the densities of new residential development in Brownsburg in recent years..

SINGLE-FAMILY ATTACHED RESIDENTIAL

This land use consists of townhomes, rowhomes, and duplexes, and is intended to provide additional housing options within the community in a range of 6 to 12 dwelling units per acre. Single-family attached residences are typically used as a buffer between lower density single-family detached residential areas and more intense land use areas, such as commercial, industrial, multi-family residential, or as a buffer along the frontage of major traffic corridors. The Land Use and Development Plan supports existing and approved townhome and duplex developments already established within the Town and identifies transition areas surrounding more intense uses within Brownsburg's growth areas.

MULTI-FAMILY

Although the Plan designates the majority of residential areas in the Town as single-family, the Plan also recognizes the importance of providing multi-family developments in key locations. Multi-family residential typically includes condominium and apartments uses, but can contain components of townhomes, duplexes, and rowhomes. Multi-family developments are often designated for transitional areas that may serve to buffer single-family residential areas from non-residential uses, such as proposed commercial areas or areas generally fronting arterial streets. The Town's continued use of tools such as design standards is encouraged to ensure multi-family residential areas in the Town are well-maintained and attractive, reflecting of the Town's overall desired character.

Although mixed-use development is preferred within the Downtown area, "stand alone" multifamily development can also be appropriate, provided that residential development is not located on a prime commercial/retail location, and the design of the residential development is consistent with and contributes to the overall mixed-use character and function of the area.

ESTATE RESIDENTIAL/ AGRICULTURAL

The Land Use and Development Plan designates agricultural and undeveloped properties as suitable for new large-lot estate residential development in the future. These areas can generally be described as the areas along or near the environmental corridors that are recommended for preservation, and those agricultural areas far removed from existing development. These areas are often outside of the primary growth area for the Town.

RESIDENTIAL VISUAL PREFERENCE SURVEY

A Visual Preference Survey was conducted to solicit input from residents regarding residential development. The results of this survey and the desires of the community are reflected in the goals and objectives of the Plan. The top ranking images shown here highlight desired types of development, unit density, architectural details, landscaping quality, and other elements. These images serve as recommendations in and of themselves and should be used to provide direction to the development community.



More specifically, estate residential areas are proposed for in the northern and northwestern portions of Brown Township and the western portion of Lincoln Township, where protecting and preserving School Branch and White Lick Creek and associated wooded areas have been identified as community priorities. Estate residential areas should develop at an overall gross density of 1 dwelling unit, or more, per acre. Gross density calculations include the entire land area for a development, including open space requirements and adjacent right-of-way.

CONSERVATION DESIGN

While it is ideal to have 1 estate residential dwelling unit per acre, this may not always be possible due to open space requirements, environmental features, and site constraints. Conservation design is an approach to residential development that preserves contiguous areas of open space and natural areas by clustering smaller residential parcels on select areas of the site. The overall housing density remains the same, but the site design allows for larger areas of common open space that can be used as neighborhood or community parkland. This approach to development also provides for naturalized stormwater management while minimizing the amount of roadway and utility infrastructure needed to serve a given development.

Conservation design should be strongly encouraged within Brownsburg's estate residential areas to maximize open space and preserve natural areas as development occurs. Where appropriate, sensitive natural areas should be integrated within the development and the existing topography should be used to dictate the design of new development, preserving large tree stands, riparian corridors, and natural areas. The Town should consider open space requirements, the size and character of nearby existing and planned residential developments, and environmental conditions in the area in determining appropriate lot sizes that are proposed to be less than the desired 1-acre size.

GROWTH AREA

Substantial residential development in the unincorporated growth areas should be discouraged until vacant and/or under-utilized residential properties are developed within the Town's existing boundary. When residential development does occur in the unincorporated growth areas, it should occur in areas immediately adjacent to existing developed areas to prevent "leap frog" development, the premature conversion of agricultural areas, and the resulting costs and burdens of unnecessarily extending infrastructure systems in an inefficient manner.

The growth area, as represented by the shaded areas within the Residential Areas Plan, should be developed to include a mix of estate residential, single-family detached residential, and other uses that provided services or amenities to support future residents. These areas should also be planned in a manner that utilizes context-sensitive design practices that incorporate and protect natural open space and environmental features where appropriate. New development within the growth area should also be designed to provide necessary community facilities (including parks, schools, fire stations, police stations, infrastructure, well sites, etc.). Further discussion of growth area residential development can be found in Section 9: Growth Areas Plan.

SENIOR HOUSING

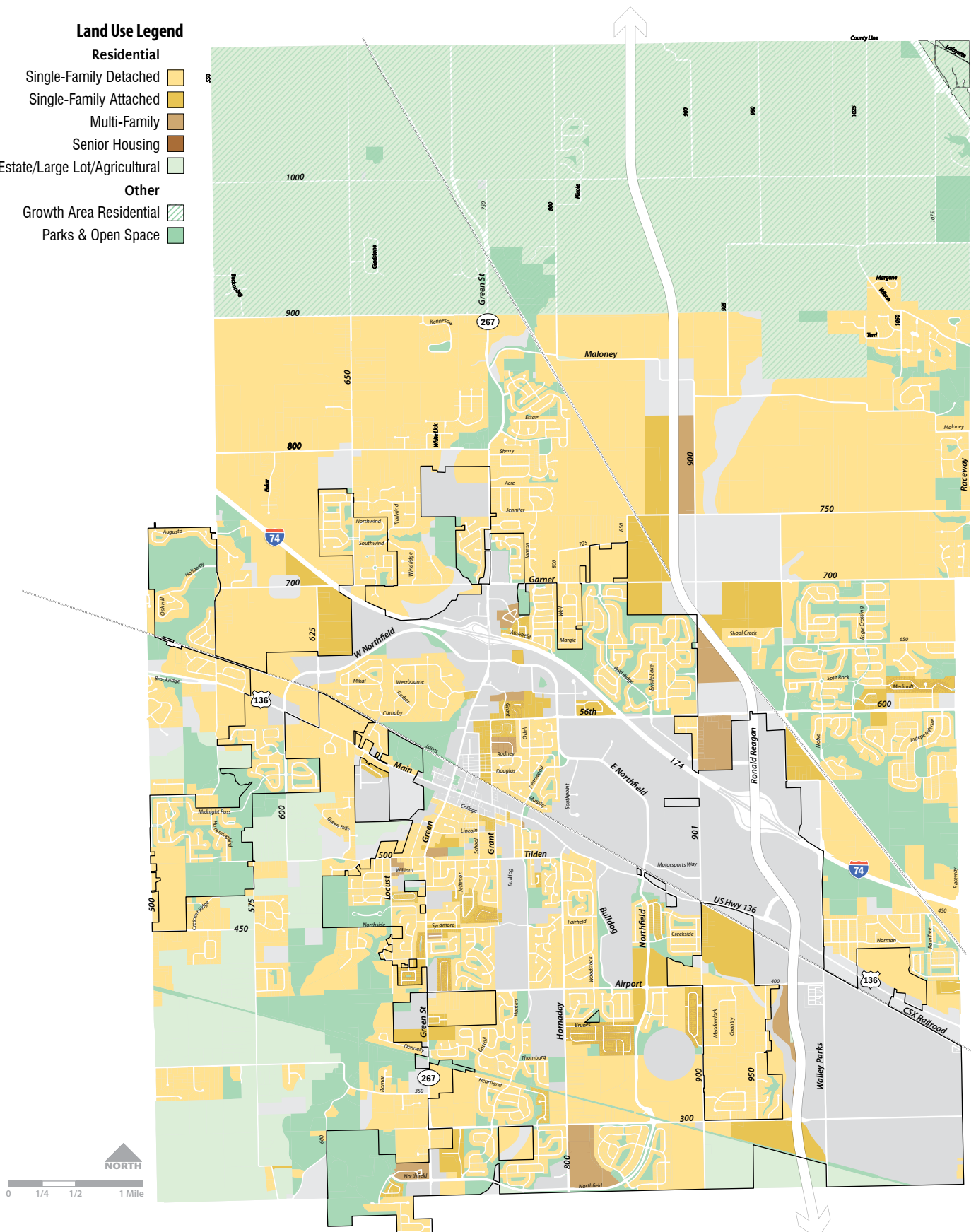
As shown in the Residential Areas Plan figure, the Town has several senior housing communities scattered throughout the community. Senior Housing is set to become an essential component of the Town's residential offerings and should be appropriately accommodated in select locations. The notion of "aging in place" is important, as it allows residents to remain in the Town as they progress through the different stages of life. The Plan underscores the importance of developing additional senior housing within the community to accommodate the Town's existing and future senior population.

In general, senior housing can be accommodated in various types of residential development including single-family detached, attached, or multi-family dwellings. As locations are considered for accommodating senior housing, preference should be given to proximity of community services and amenities, transit, goods, and services. The ability to walk to restaurants, shops, transit, entertainment, and facilities is often important to seniors as it reduces their dependence on the automobile for daily needs.

RESIDENTIAL AREAS PLAN

Land Use Legend

- Residential**
- Single-Family Detached
- Single-Family Attached
- Multi-Family
- Senior Housing
- Estate/Large Lot/Agricultural
- Other**
- Growth Area Residential
- Parks & Open Space



An aerial photograph of a large industrial or agricultural complex. The central feature is a large, circular, light-colored structure, possibly a water treatment tank or a large storage silo. To its left is a long, narrow building with a dark roof. The facility is surrounded by green fields and a network of roads and paths. In the bottom right corner, there are several large, white, cylindrical tanks. The overall scene is a mix of natural greenery and man-made structures.

CHAPTER 7

BUSINESS AREAS PLAN

BUSINESS AREAS PLAN



The Business Areas Plan provides guidance for the commercial districts and employment centers located throughout the Town. The Plan strives to designate the appropriate commercial types and activity levels needed to provide a range of commercial goods and services to Brownsburg residents and surrounding areas, to improve the overall character of the Town and its commercial areas, to diversify and expand the Town's tax base, and to strengthen the local employment base.

COMMERCIAL AREAS PLAN & POLICIES

A wide range of commercial uses exist in the Town, providing a variety of goods and services, and contributing significantly to the overall character, image, and appearance of the Town. Some commercial areas in Brownsburg are newer, well maintained, and well occupied, providing for an attractive shopping environment and desirable mix of uses. Other commercial areas and shopping centers are older and dated in appearance, suffer from deferred maintenance and obsolescence, and offer a less desirable mix of uses accompanied by higher vacancy rates.

An overall goal of the Comprehensive Plan is to improve the appearance and function of the existing commercial areas and attract new commercial development to under-performing or under-utilized "opportunity" sites. The Plan also identifies areas where new commercial development will be appropriate in the future. These opportunity areas represent high-profile properties that are capable of attracting visitors to the area, and therefore, could play a significant role in defining the image of the community. Each new commercial development should be considered an opportunity to incrementally improve upon the appearance and character of the community, ensuring that new development provides an overall high-quality design and appearance. New commercial development should incorporate quality building materials, provide attractive architecture as viewed from all sides, be well-landscaped, and integrate appropriate pedestrian amenities.

The Land Use and Development Plan designates four commercial land use categories: Neighborhood Commercial, Corridor Commercial, Regional Commercial, and Mixed-Use Commercial.

The following policies will assist the Town in future decision making regarding commercial land use areas throughout the Town:

- » Promote the appropriate mix and intensity of commercial uses in the various districts throughout the Town.
- » Strengthen the role, function, and “uniqueness” of each commercial district to maximize its competitive edge and market viability.
- » Utilize a commercial “node” approach to locating commercial uses within the Town and its growth areas, rather than simply maintaining or creating linear commercial development along the major corridors.
- » Connect commercial areas to surrounding residential neighborhoods via adequate roadway linkages, pedestrian circulation, and sufficient and conveniently located parking.
- » Work with existing property owners and businesses to improve the appearance of their building façades and sites.

- » Strive to create safe and attractive pedestrian environments on all commercial sites.
- » Encourage mixed-use commercial developments in appropriate areas of Downtown Brownsburg.
- » Leverage Lucas Oil Raceway as a regional attraction and anchor for tourism and commercial development in Brownsburg.
- » Establish a regional commercial district along with lodging and entertainment uses in the area surrounding the Ronald Reagan Parkway interchange.
- » Include landscaped islands, trees, pedestrian walkways, and perimeter landscaping and screening in all commercial parking areas.
- » Encourage the use of cross-access and development of shared parking areas between adjacent commercial uses.
- » Buffer and screen commercial uses from adjacent residential areas.
- » Encourage larger commercial developments to incorporate “green building” techniques and the use of best management practices.

NEIGHBORHOOD COMMERCIAL

Neighborhood commercial uses should be located along major corridors and at key intersections, along the edges of residential neighborhoods. Neighborhood commercial uses are limited within the Town, and the Land Use and Development Plan designates new neighborhood commercial nodes within areas currently underserved by retail as well as future growth area commercial nodes. Because neighborhood commercial areas are typically located adjacent to residential areas, buffering, screening, and setbacks should be used to protect nearby residential neighborhoods. Hours of operation and intensity of use may also become an important issue in some neighborhood commercial areas.

Neighborhood commercial areas are intended for smaller-scale retail and service commercial areas geared toward meeting the daily shopping, service, and convenience needs of surrounding neighborhoods.

While they may attract customers from outside the Town, they are intended to provide residents with convenient access to goods and services. Appropriate uses for neighborhood commercial nodes include gasoline service stations, pharmacies, branch banks, small office uses, small restaurants and other convenience uses. A larger neighborhood commercial node could develop more intensely, with a grocery store, other specialty retailers, and more intense office uses, but should still be cognizant of its impact on nearby residences.

Commercial service uses can also have an appropriate place in this land use designation by providing necessary services for nearby residents. Commercial service uses within the neighborhood commercial areas must be compatible with adjacent and nearby residential areas and be located so as not to occupy prime retail locations. Any outdoor activity or outdoor storage associated with commercial service uses must be appropriately screened and buffered to provide an attractive site and mitigate any negative impact on surrounding uses.



CORRIDOR COMMERCIAL

Corridor commercial areas within Brownsburg are characterized by a mix of standalone development and community-scale retail centers that are typically auto-oriented with limited pedestrian amenities and uncoordinated access. Corridor commercial properties also often have relatively shallow lots that back up to residential uses and present challenges for redevelopment with regard to layout and intensity. Within existing corridor commercial areas, adjacent smaller commercial properties should be considered for consolidation and comprehensive redevelopment, given the appropriate opportunity. Shared parking, unified/coordinated ingress and egress, and internal cross-access of adjacent properties is recommended.

The majority of Brownsburg's corridor commercial properties are located along the East Main Street corridor which has several vacant or under-utilized properties. Section 13: Key Focus Areas of the Comprehensive Plan discusses the East Main Street corridor in greater detail and provides recommendations for better access control and management, site improvements and beautification, and redevelopment scenarios.

It is important that the Town maintain flexibility when considering redevelopment proposals for the western portion of the East Main Street, adjacent to the downtown. Although designated as Corridor Commercial, its compatibility with adjacent uses is important. There are different land uses and development types that could be considered appropriate and complementary to surrounding development such as retail, office, commercial service, multi-family, or attached single-family residential. Emphasis should be placed on built form and not necessarily on land-use. Ideally, redevelopment in this part of the corridor will be compatible, coordinated, and high-quality.

COMMERCIAL VISUAL PREFERENCE SURVEY

A Visual Preference Survey was conducted to solicit input from residents regarding desirable commercial development. The results of this survey have been used to inform land use and development recommendations where appropriate. The top ranking images shown here highlight desired types of development, bulk and scale, architectural details, landscaping quality, and other elements. These images serve as recommendations in and of themselves and should be used to provide direction to the development community.



REGIONAL COMMERCIAL

Areas designated as regional commercial are intended to accommodate larger commercial shopping centers and developments that serve a more regional function, drawing on a customer base that extends beyond the Town limits. As a result, these commercial/retail areas need to be located on major streets with good visibility. The Land Use and Development Plan designates three primary locations for these larger commercial development areas: (1) the North Green Street corridor; (2) areas along the Ronald Reagan Parkway; and (3) the West Northfield Drive area.

North Green Street

While portions of the North Green Street corridor function well, other areas lack coordination between adjacent commercial properties, and there is a general need for improvement and/or redevelopment of some of the aging commercial uses and vacant big-box structures. Opportunities for outlot development exist in the areas surrounding the corridor's two main shopping centers (Brownsburg Square and Green Street Station). Redevelopment of under-utilized sites along the Green Street corridor is also to be encouraged to better leverage the area's potential for regional commercial development near the I-74 interchange.

As redevelopment occurs, coordination with the existing shopping centers is essential, and issues such as circulation and access, design cues, and complementary uses should be considered. This area is examined in greater detail in Section 13: Key Focus Areas of the Comprehensive Plan. The North Green Street key focus area plan deals with issues related to circulation, access control, redevelopment opportunities, and more.

Ronald Reagan Parkway Interchange

The area surrounding the Ronald Reagan Parkway interchange, and other key locations along the Ronald Reagan Parkway corridor, are ideally suited for a large-scale commercial/retail development. Proximity to I-74, access and visibility from I-74 and the parkway, and new connections to communities to the south, make these locations ideal for a more regional commercial draw. The Ronald Reagan Parkway will result in a significant amount of traffic volume passing through the area that could benefit a large regional commercial development. As this area develops, it must be maximized as a revenue generating development opportunity.

It is also important to recognize the importance of establishing a development near the interchange that serves as an attractive gateway into the Town and represents the desired quality and character. Other potential uses suitable for the large area surrounding the interchange could include hotels, a conference center, restaurants, and entertainment uses. Office and employment uses are also desired in this area as discussed in the Industrial Areas Plan. For additional discussion of the Ronald Reagan Parkway area, refer to Section 13: Key Focus Areas of the Comprehensive Plan.

Northfield Drive

The West Northfield Drive area, which includes Brownsburg Station, Northfield Commons, and the Wal-mart Supercenter, is representative of newer, more attractive commercial/retail development area. The Brownsburg Station and Northfield Commons shopping centers were built using updated design standards that ensure development contributes positively to the Town's character. New access routes and streetscaping have also improved the appearance and function of the Walmart Supercenter. While additional landscaping and pedestrian improvements are desired, overall this area espouses the quality and character of development desired of regional commercial areas.

West Northfield Drive Small Area Plan

The Town adopted the West Northfield Drive Small Area Plan in 2009 which includes recommendations regarding access, development, and open space. While the general spirit and planning principles guiding the small area plan still hold true, detailed land use recommendations for the West Northfield Drive Small Area Plan should be considered with respect to the land use and development recommendations contained in the Comprehensive Plan.

Land Use

With the exception of a mixed-use designation for areas along Northfield Drive, the land use recommendations contained within the West Northfield Drive Small Area plan are reflected in the Comprehensive Plan. As shown in the accompanying figure, key land use components within the study area include:

- » Small lot residential along the I-74 corridor;
- » Neighborhood commercial clustered at the intersection of CR 700 N and a new north-south route; and,
- » Single family residential development in the western portion of the study area.

Village Mixed-Use

The small area plan identifies the area surrounding the intersection of CR 625 E and Northfield Drive as a "Village mixed-use" area. As outlined in the small area plan, the Village mixed-use area should be developed with project-oriented mixed-use development that allows ground floor commercial retail or office uses with office or residential uses on the upper floors.

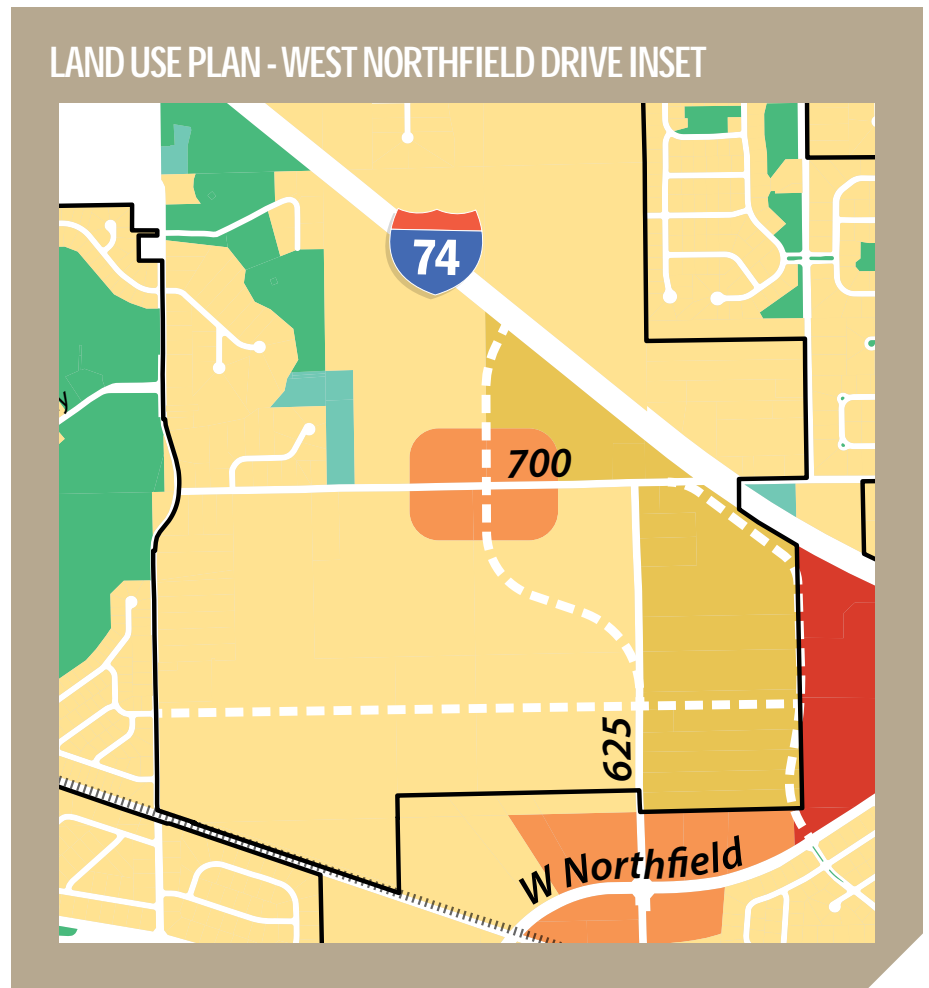
Given the rural nature of the West Northfield Drive area and the area's remote location, Comprehensive Plan recommendations focus on enhancing this portion of the Northfield Drive corridor as a neighborhood commercial district serving a mix of single-family detached and single-family attached residential uses to the north. While mixed-use development should not be discouraged in the West Northfield Drive area, this type of development is more appropriate for Downtown Brownsburg where a compact development pattern featuring mixed-use buildings is already established and growing.

Access & Circulation

The Transportation chapter of the Comprehensive Plan reflects the roadway configuration and access plan outlined in the small area plan. The Comprehensive Plan reinforces the importance of the small area plan’s recommendation to establish a north-south crossing over I-74 in the vicinity of CR 700 N/CR 625 E, a project that is now recommended by the Indianapolis MPO 2045 Long Range Transportation Plan (LRTP). The crossing facilitates connectivity between residential areas to the north of I-74 and regional commercial development along W Northfield Drive. CR 700 N should also extend to the southwest, forming a new intersection with Morningside Drive and W Northfield Drive.

Streetscape

The West Northfield Drive Small Area Plan also includes extensive discussion of desired streetscape treatments for local roadways. As with the Comprehensive Plan, the small area plan highlights the potential for streetscape and signage enhancements to help foster a sense of place.



DOWNTOWN VISUAL PREFERENCE SURVEY

A visual preference survey was conducted to solicit community feedback regarding the desired character for Downtown Brownsburg and gauge appropriateness of various development types, streetscape, and pedestrian realm amenities. The high ranking images shown here should provide guidance to the Town and the development community regarding future downtown initiatives and development projects.



COMMERCIAL SERVICE USES

Although the primary purpose of the regional commercial areas is to provide for larger retail shopping uses and destinations, commercial service uses can also have an appropriate place in this land use designation. Commercial service uses within the regional commercial areas must be compatible with adjacent and nearby retail and commercial shopping areas and be located so not to occupy prime retail locations, particularly those sites with prime visibility and frontage along major roadways and intersections. Any outdoor activity or outdoor storage associated with commercial service uses must be appropriately screened and buffered, so as to provide an attractive site and to mitigate any negative impact on surrounding uses. More intense, and less customer-oriented, commercial service uses should be located in more compatible areas such as those designated for light industrial.

MIXED-USE COMMERCIAL

The Town should encourage and support mixed-use developments with commercial uses on the ground floor in the Downtown area. Locating commercial uses within mixed-use developments in the Downtown is an important goal for continued redevelopment of the area and establishing a sense of activity within the district. Mixed-use developments in the Downtown area should be located at, or near, the front property lines fronting the street to create a "street wall" that encourages walkability and helps to establish a safe and attractive pedestrian environment. More detailed recommendations for commercial components of desired mixed-use development are provided in the Downtown Key Focus Area Plan (Section 13: Key Focus Area Plans).



INDUSTRIAL/ EMPLOYMENT AREAS PLAN

The Industrial Areas Plan strives to ensure a variety of light industrial and business park uses within the Town that can provide employment opportunities and needed goods and services. These areas are not intended to accommodate heavy manufacturing or intense/“dirty” industrial users. Rather, these areas within the Town are intended to accommodate research and office uses, light assembly and “tech” industries, logistics distribution businesses, commercial service uses, and other “employment use” opportunities in the Town. An overall goal is to support existing industrial/employment areas while locating additional expansion areas in strategic locations.

These areas should be developed as a mix of light industrial, business, commercial service, and office uses. The following are the policies of the Industrial Areas Plan:

- » Strengthen and promote light industrial, business park, and other employment generating uses in designated areas.
- » Relocate existing industrial uses from key opportunity sites in commercial areas into designated industrial/employment areas elsewhere in the community when opportunities arise.

- » To the extent possible, mitigate the negative effects of industrial uses on adjacent and nearby residential properties through use of setbacks, screening, buffers, orientation of activity, roadway and circulation improvements, and more.
- » Improve infrastructure, such as water, electric, and telecommunications services, in designated industrial/employment areas to attract further private investment and ensure adequate capacity.
- » Utilize development and improvement opportunities within the industrial/employment areas to strengthen and better establish a positive corporate/business image and identity for the Town. Attractive and prominent business park gateway signage and identification is encouraged.

FLEX/LIGHT INDUSTRIAL

Areas designated for flex/light industrial are intended to accommodate a variety of uses ranging from light assembly and logistics facilities, low intensity fabrication operations, research and “tech” industry applications, intense commercial service uses, and more. These areas are generally located along or near arterial roadways and exist primarily in the eastern areas of the Town, with new areas designated along portions of N CR 900 E and Northfield Drive.

As indicated on the Industrial/Employment Areas Plan, the flex/light industrial land uses are designated primarily in the: (1) existing light industrial areas located along Northfield Drive and in the Eaglepoint Business Park, (2) newly designated areas near the Ronald Reagan Parkway interchange, accessed via N CR 900 E, and (3) areas adjacent the Lucas Oil Raceway.

Economic development efforts within the existing areas along Northfield Drive should focus on infrastructure improvements, image and signage, attracting appropriate uses, development of vacant sites, re-use and upgrade of existing facilities, and redevelopment of select sites.

The larger industrial areas in and around Eaglepoint Business Park should be preserved for targeted employment uses such as motorsports or logistics and should not be converted to athletic, institutional, or other non-employment, non-tax generating uses. Over time, the intrusion of non-industrial/employment uses can reduce the desirability of an area as a new potential location or target for development. These other non-industrial/employment uses can have a home in some commercial areas, like those along the southern and western portions of the Northfield Drive corridor.

MOTORSPORTS

Motorsports related businesses are an important segment of Brownsburg's local economy. Motorsports businesses come from many sectors, from retail sales of motorsports products to racing teams and mechanics. The form of development may be suited to a commercial retail space, an office, or require large flex spaces that may feature loading docks or vehicle bays. These may be suited in either commercial or industrial/employment areas.

Working with the Hendricks County Economic Development Partnership, the motorsports industry should continue to be targeted as a growth sector as the Town builds upon their economic development initiatives

INDUSTRIAL/MANUFACTURING

The Industrial/Employment Areas Plan designates areas for manufacturing uses in the areas near the Ronald Reagan Parkway corridor along with the existing manufacturing uses and heavier industrial uses including Maplehurst Bakeries and Marathon Petroleum near Lucas Oil Raceway. Manufacturing areas are major, regional employment areas of intense, concentrated manufacturing and industrial land uses which cannot be easily mixed with other types of uses. Areas identified as Industrial/Manufacturing should be reserved for manufacturing, industry, and related uses. Light industrial, business parks, offices, retail uses should be discouraged within these areas.

The provision of adequate services and proximity and access to regional routes, such as I-74 and Ronald Reagan Parkway, is a significant asset to potential industrial users, but visibility from these routes is not necessary for most industrial uses. More land intensive uses, including larger logistics and warehousing, may be more appropriately located farther removed from major roadways, but still within easy drive of these routes. The Town should discourage industrial uses from occupying highly visible and accessible sites in prime commercial areas adjacent to major roadways, reserving these areas for uses that need or require access; can contribute positively to the community's appearance; and/or generate sales tax and revenue for the Town.

CORPORATE CAMPUS

As with retail development, the completion of the Ronald Reagan Parkway may have the largest impact on long-term office/research development in Brownsburg. The area surrounding the Ronald Reagan Parkway interchange at I-74 is well situated for corporate campus uses that do not currently exist in the community. Compatible corporate campus, office, research, and business uses would increase employment opportunities and enhance the local tax base.

Areas designated corporate campus use include the areas surrounding the Ronald Reagan Parkway interchange. While these areas can accommodate a wide variety of commercial and industrial/employment uses, preference should be given to establishing the area as a high-quality research/business park uses in a campus like setting. This area will be highly visible to passersby and can serve as an important gateway and employment base for the Town.

It is recommended that the Town promote development of portions of the Ronald Reagan Parkway corridor, generally areas near the interchange, as planned corporate campus uses, characterized by generous setbacks, well-landscaped sites, and prominent exposure onto the adjacent expressway. Corporate-campus developments should be guided by an overall site development plan to ensure the coordination of building sites, traffic access and circulation, and open space amenities. The corporate campuses should be screened and buffered from nearby neighborhoods and should be attractive when viewed from adjacent streets. The environmental corridors, wooded areas, and other natural features shown on the Land Use and development Plan should be preserved and protected as the corporate campus areas are developed in the future.

OFFICE

Office uses can be a complementary component of any neighborhood, corridor, or regional commercial area. When office uses are incorporated within a larger development such as a retail center, the character and scale of office development should mimic that of the surrounding commercial district. For example, office suite development along the North Green Street and East Main Street corridors should consist of one- and two-story structures organized around well-landscaped, shared parking areas. Conversely, within the downtown, office uses should occupy the upper floors of mixed-use buildings or single-story structures with limited setbacks.

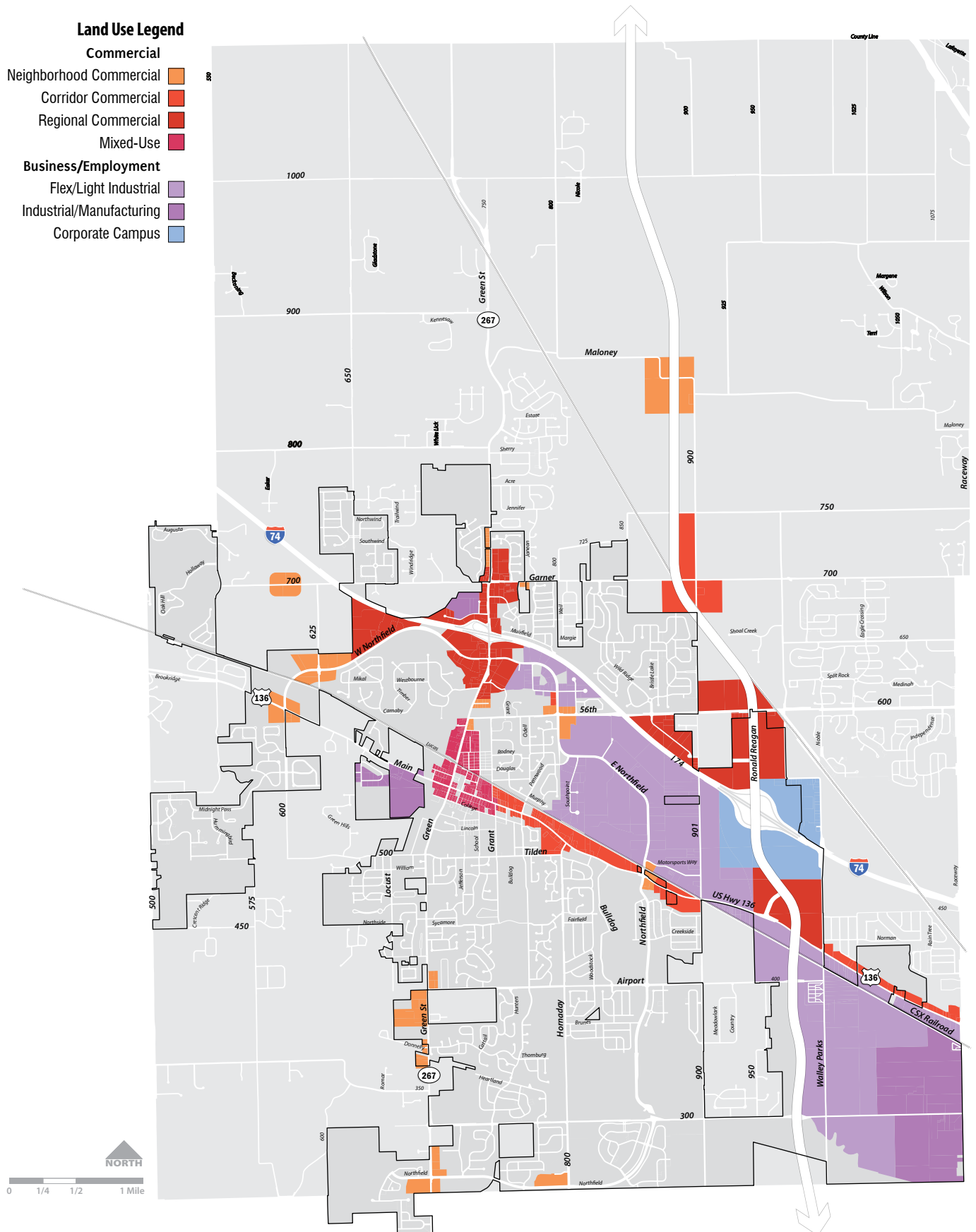
LUCAS OIL RACEWAY

Lucas Oil Raceway is an important regional attraction within Brownsburg and the Town should continue to work with its operators to expand events offered at the raceway. Activity in the area surrounding the raceway is sporadic and corresponds to the schedule of events at the raceway. However, completion of the Ronald Reagan Parkway has improved access to the larger region, making it easier for visitors to travel to the raceway and adjacent development. Potential also exists regional commercial development, and multi-family residential development along the parkway which will help establish a larger daytime population in the area. Nearby residential development, and employment-generating corporate campus and light industrial expansions, in concert with expanded event offerings at Lucas Oil Raceway, and access to the B&O Trail, may be capable of generating more consistent activity within the area and sufficient demand to support regional commercial uses such as restaurants, hotels, and retail. Additional discussion of the Lucas Oil Raceway area and nearby portion of the Ronald Reagan Parkway corridor is located in Chapter 13: Key Focus Area Plans.

BUSINESS AREAS PLAN

Land Use Legend

- Commercial**
- Neighborhood Commercial ■
- Corridor Commercial ■
- Regional Commercial ■
- Mixed-Use ■
- Business/Employment**
- Flex/Light Industrial ■
- Industrial/Manufacturing ■
- Corporate Campus ■





CHAPTER 8

GROWTH AREAS PLAN



GROWTH AREAS PLAN



The Town is surrounded to the north, east, and west by unincorporated portions of Brown and Lincoln Townships that represent possible areas for growth and development. While these areas predominantly consist of undeveloped agricultural land that could accommodate future development, the Town should be mindful of the potential costs associated with annexing and servicing these areas. The Town's ability to provide infrastructure and other municipal facilities in a cost-efficient manner should be carefully studied before land is annexed and developments are approved.

The Growth Areas Plan provides additional considerations and recommendations and promotes a long-range plan for orderly growth and development. The Plan builds upon community input, existing and proposed land use and development patterns, and anticipated future needs of various Town services and departments and community service providers. To this end, it is recommended that the Town promote strategic and appropriate growth and development within Brownsburg's growth areas as the Town expands beyond its current borders, discouraging leap-frog development and the premature conversion of farmland and being mindful of the cost of extending utilities and infrastructure and providing necessary community services.

GROWTH STRATEGY

As growth and development occurs, it should be well controlled and take place in an orderly fashion, expanding into areas where adequate public facilities and services already exist, or can be provided in the most cost-effective manner. This growth strategy provides policy recommendations that should be used as a general guide to assist the Town in planning and directing future growth and negotiating potential annexations and development proposals. Brownsburg's growth strategy can be characterized by three types or locations of development: Infill, Primary Growth Area, and Secondary Growth Area. Each is described below.

INFILL

Before growth occurs within the agricultural areas of Brownsburg's periphery, new growth should be focused within vacant and underutilized parcels within the Town's current limits. The majority of infill development will consist of the redevelopment of older underutilized properties and the completion of any partially completed subdivisions and commercial centers. Infill development should be encouraged in specific areas such as Downtown and the Town's commercial corridors. Infill development should be less of a burden on community services and benefit from proximity to existing development and municipal infrastructure.

PRIMARY GROWTH AREA

Within areas identified as Brownsburg's Primary Growth Area, the Town should encourage and promote adjacency and concurrency – meaning that the Town should grow outward from its existing corporate limits and discourage “leap-frog” development. Leap-frog development occurs when development jumps to outlying and isolated areas, bypassing areas adjacent to public facilities and services, typically occurs because the land is less expensive. However, the infrastructure costs (i.e. more streets and arterials, more pipe for sewer and water, etc.) and social costs (i.e. commuting times, school services, etc.) are much greater to serve these disconnected developments.

The Growth Areas Plan strives to support balanced growth that incorporates a variety of land uses within the Primary Growth Area. Although single-family detached residential uses are recommended as the predominant use, other land uses are appropriate in the growth areas, including neighborhood commercial, parks and open space, and community services and facilities, such as schools, lift stations, fire stations, etc. Single-family attached development, such as townhomes and rowhomes, should be considered appropriate as a transitional land use between single-family neighborhoods and non-residential uses.



Annexations

Annexations will be necessary for the Town to expand into the primary growth area. The Town should carefully consider each annexation, being mindful of costs associated with servicing the development. An analysis should be undertaken to provide an understanding of expected infrastructure costs, impact on municipal services and taxing districts, and location and proximity to adjacent communities.

Community Facilities

Community facilities include a range of land uses that provide residents and visitors with a variety of services such as schools, Town facilities, and utilities, including wireless communications towers. Although it may be difficult to foresee specific locations where utilities and public infrastructure will be needed, the Town should continue to work with other agencies and utility companies to ensure that necessary services can be provided in the community's growth areas.

A vital component of establishing community facilities, such as schools, parks, and emergency response facilities will be ensuring that land for future facilities is acquired and/or dedicated. Future community facilities should be located along arterials and collector streets. Wherever possible, pedestrian connections (sidewalks and/or trails) should connect residential areas with community facilities.

Parks and Environmental Features

Brownsburg Parks should work with other Town departments and agencies to plan for and acquire parks and open space within the growth areas. New parks and open space should be acquired through Parks acquisitions or developer dedications and developed as needed. Ideally parks should be centrally located and within a half-mile walk of all homes.

If needed, larger community parks should be located along arterials and collectors with pedestrian linkages. In addition to public parks and open space, existing environmental features should be preserved. Large wooded areas, creeks, and properties within floodplains should be preserved wherever feasible. Refer to Section 12: Parks and Open Space Plan for additional discussion on park land acquisition.

SECONDARY GROWTH AREA

The secondary growth area consists of the area located within Brown and Lincoln Townships, but extends beyond the primary growth area. Much of this area comprises active agricultural fields and the community has expressed difficulties in envisioning long-term development for this area. Given the secondary growth area's distant location relative to near term development opportunities, development in this area should be encouraged only after the infill and primary growth areas are substantially developed. This will discourage leap-frog development and reduce unnecessary Town infrastructure and service costs.

The secondary growth area should be developed similar to the primary growth area and include primarily single-family detached homes with commercial uses and community facilities that are necessary to support new residents and businesses in the area. As recommended in the primary growth area, careful analysis will also need to be undertaken to determine the costs and benefits of annexation. Growth in the secondary growth area may also be subject to potential annexation boundary agreements with neighboring municipalities, such as the agreements with Avon or Pittsboro.

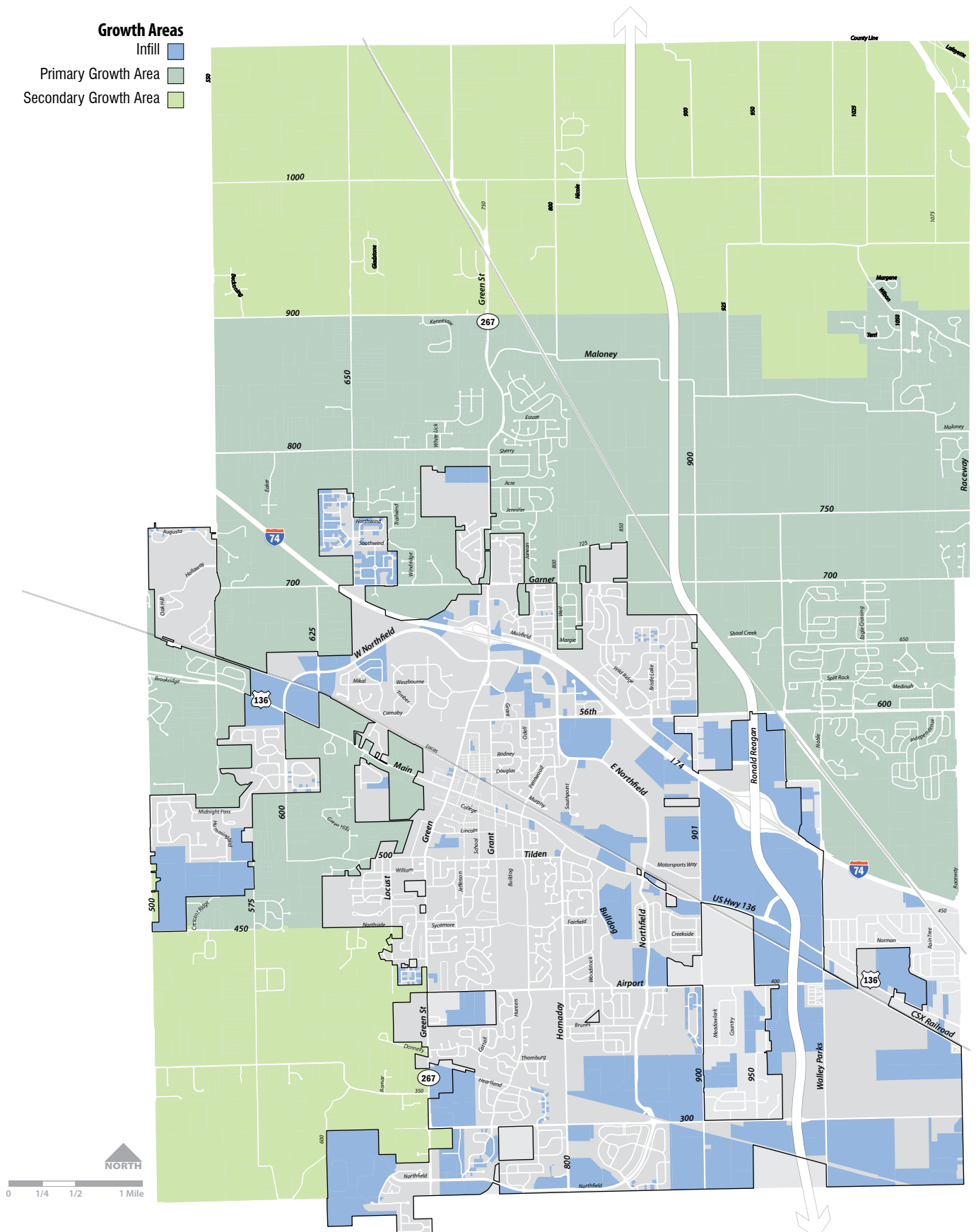
The precise locations of collector and arterial streets within this area are somewhat flexible; however, as development projects are presented, Town staff should ensure that an interconnected street system is constructed. In addition to vehicular improvements, future multi-use trails should be planned for and constructed throughout this area.

Context Sensitive Development

While the majority of the Town's growth areas consist of undeveloped farmland, there are several residential subdivisions located within unincorporated Brown and Lincoln Townships. Many of these residential neighborhoods can be characterized by large lot, estate-residential development. As the Town expands and growth occurs in these areas, new development must be sensitive to the quality of life that residents living in these established rural neighborhoods have come to value.

GROWTH AREAS PLAN

- Growth Areas**
- Infill
 - Primary Growth Area
 - Secondary Growth Area



Matching Lot Lines

Where higher-density development is planned or permitted adjacent to larger lot subdivision, consideration should be given to requiring the lot dimensions of new residential development to match the dimensions of adjacent existing residential neighborhoods for lots sharing a rear property line. This technique will assist in transitioning density from new adjoining development that is denser and less rural in character.

Buffering & Screening

Screening and buffering are also effective methods that are sensitive to existing development. Within rural areas, expanses of open space should be used to establish a buffer and horizontal separation between existing residential neighborhoods and new residential or commercial development. Landscaping elements can also be used to screen more intense residential and commercial uses from rural residential uses.

Sensitive Natural Areas

In areas located along or near sensitive environmental features, such as the White Lick Creek corridor, the Town should promote the use of conservation design techniques, including clustering and naturalized drainage, to maintain and preserve wetlands, floodplain, large wooded areas, or other natural resources. These techniques may reduce minimum lot areas but should not reduce the gross density of a development. These techniques will allow new development to minimize the impact on quality natural areas, preserving them for public enjoyment, while maintaining the rural character of the Town's growth areas.

BOUNDARY AGREEMENTS

Boundary and annexation agreements are important for municipal planning purposes and they inform private development entities of the local controls. When not in place, developers can create “bidding” wars between communities, damaging relationships, and often resulting in lower quality development.

The Town has a formal boundary agreement with the neighboring Town of Avon to the south which establishes a boundary along the Lincoln-Washington Township line between N 500 County Road E and Raceway Road. The Town also has an agreement with the Town of Pittsboro. Each community may annex any portion of the area on their respective side of the boundary.

The areas to the north and east that lie within Brownsburg's planning jurisdiction area do not overlap with the planning jurisdiction of any other community. The Town should continue to monitor development activity in the areas within proximity of agreed boundaries and maintain dialogue with neighboring communities. Boundary agreements should be revisited and renewed prior to their potential expiration.

TRANSPORTATION PLAN

The Growth Areas Plan promotes a well-balanced transportation system that connects to existing roads which provide the key framework. The Town should improve its growth areas with a hierarchical system of arterials, collectors, and local roads that organizes the Town's transportation system. A logical and organized system of roadways ensures that traffic is balanced among multiple streets and avoids concentrating a larger percentage of area traffic on a few key roadways. The combination of several road types will encourage the separation of through-traffic from local roadways and minimize the need for large multi-lane intersections that divide neighborhoods.

Local Street Systems

Future development should also encourage neighborhood design that allows for a higher number of access points to the local roadway network. Higher street connectivity in projects, narrower street standards for local roads, and well-integrated transportation alternatives can reduce impervious paving, discourage cut-through traffic in neighborhoods, and promote cross-access and pedestrian activity between commercial developments and residential neighborhoods.

An aerial sketch of a town, showing a network of roads, buildings, and green spaces. A prominent red dot is located at the intersection of a major road and a smaller street in the upper right quadrant. The sketch uses various shades of green, brown, and grey to represent different elements of the landscape and infrastructure.

CHAPTER 9

TRANSPORTATION & MOBILITY PLAN

A continuation of the aerial sketch from the top half of the page, showing more details of the town's layout, including roads, buildings, and green spaces.

TRANSPORTATION & MOBILITY PLAN



The existing roadway system within the Town is well established, but strategic improvements can improve overall circulation and connectivity within Brownsburg. The Transportation and Mobility Plan focuses on the coordination and optimization of all modes of travel within the Town, including vehicular, bicycle, walking, and transit. The Transportation and Mobility Plan includes specific recommendations for motorized and non-motorized travel, circulation, and linkages between key areas of the community.

There are many opportunities to improve Brownsburg's transportation infrastructure in the coming years with careful investments in roadway, pedestrian, and bicycle facilities.

In addition to improving pedestrian and bicycle access throughout the community, traffic congestion along Brownsburg's two main thoroughfares – Green Street and Main Street (US 136) – is also a primary issue. Planned improvements including road rehabilitation projects along Green Street and to Garner Road (CR 700 N), roundabouts construction along the Airport Road and CR 300 N corridors, and the completion of the Ronald Reagan Parkway between CR 600 N and I-65 will all have positive impacts on traffic circulation throughout the community. Managing congestion will continue to be key to maintaining the quality of life for Brownsburg residents and promoting economic development within the Town.

TRANSPORTATION & MOBILITY RECOMMENDATIONS

Transportation and mobility throughout the Town of Brownsburg will be enhanced over the long term through proper planning and engineering. The following recommendations will assist the Town in managing future growth and improving the overall quality of life of the Brownsburg community.

- » Utilize federally-funded programs such as Surface Transportation Block Grant (STBG), Congestion Mitigation and Air Quality (CMAQ), Highway Safety Improvement Program (HSIP), and Transportation Alternatives (TA) to maximize future investments in roadways and pedestrian/bicycle facilities within the Town.
- » The Complete Streets Concept is part of INDOT's 2045 Long Range Transportation Plan and the Town should consider development of their own policy. The policy must be adhered to in order to qualify for STBG or TA project funding, or seek exemption. In Central Indiana, projects must include a sidewalk, or multi-use path on one side of the street, or on-street bike lanes. The policy encourages provision of transportation facilities that serve all users.



- » Plan for long-term transportation solutions including all options for improving traffic flow, such as added travel lanes, signalization, roundabouts, etc.
- » Maintaining the ADA Transition Plan will enhance walkability and bikeability throughout Brownsburg and access to facilities within the Town.
- » Develop an Access Management Plan to assist in managing expectations of the Town, developers, and general public in regard to achieving a balance between safe traffic operations on Brownsburg’s roadways and adequate access of adjacent facilities. Integrate the plan and its’ concepts in future Thoroughfare Plan updates.
- » Continue to require engineered Traffic Impact Studies for proposed development when traffic generation has the potential to impact capacity.
- » At a minimum, monitor existing and future traffic volumes and patterns in areas anticipating higher growth, such as the Ronald Reagan Parkway interchange, Green Street, Main Street (US 136), and West Northfield Drive. An overall traffic data collection program would enable the Town to monitor and plan for growth throughout all portions of the community.
- » Consider the implementation of mass transit facilities in key areas throughout the Town as development and redevelopment occurs – specifically in the area of Ronald Reagan Parkway and the near the intersection of Green Street and Main Street (US 136), and the Green Street/I-74 interchange.
- » Focus on enhanced connectivity with each development or redevelopment project. Traffic congestion on the Town’s roadways can be managed through strategic improvements such as the use of cross-access between businesses and the addition of north-south, grade-separated crossings, such as CR 700 North over I-74.

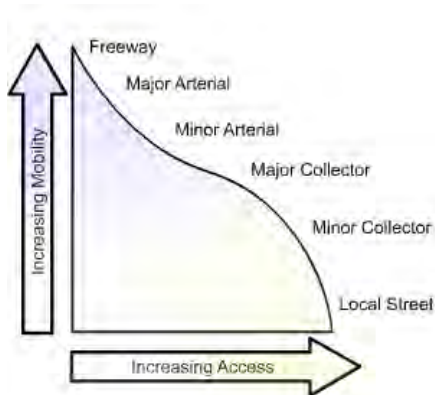
TOWN OF BROWNSBURG 2020 THOROUGHFARE PLAN

A thoroughfare plan is an important planning tool that outlines how short and long-term improvements to the transportation system will best support a community’s needs in the future

The thoroughfare plan was developed with five key goals in mind for the Town:

- » **Goal 1:** Improving safety for motorized and non-motorized traffic;
- » **Goal 2:** Improving capacity and congestion on the Town’s roadways;
- » **Goal 3:** Improving connectivity of the Town’s street network;
- » **Goal 4:** Promote both motorized and non-motorized modes of travel; and
- » **Goal 5:** Support a strong, healthy economy.

The Town of Brownsburg completed their 2020 Thoroughfare Plan in November of 2009, however this plan is slated for update in 2019. The Comprehensive Plan, and the land use and development policies it establishes, should serve as the basis for future Thoroughfare Plan recommendations. Conversely, where more detailed transportation analysis that is undertaken as part of the Thoroughfare Plan requires updates or changes, the Comprehensive Plan should be amended to ensure agreement between the two policy documents.



FUNCTIONAL CLASSIFICATION SYSTEM

The 2020 Thoroughfare Plan classifies all of the streets within the Town of Brownsburg and its growth areas according to a hierarchical system that is based on elements such as the number of travel lanes, traffic volumes, and the level of access. The functional classifications used includes Primary Arterials, Secondary Arterials, Collectors, and Neighborhood Collectors.

The Transportation & Mobility Plan figure presented in this section includes the future roadways classifications identified in the Thoroughfare Plan as well as additional linkages identified to support future growth in the community and improve overall traffic flow. Roadway hierarchy and placement has been modified in some areas to reflect the land use and development recommendations of the Comprehensive Plan.

ACCESS & CONTROL

Access management can be defined as the planning, design, and implementation of land use and transportation strategies that maintain a safe flow of traffic while accommodating the access needs of adjacent development. The goal is to achieve a balance between access and mobility. As the Town of Brownsburg continues to grow, traffic congestion will continue to increase. This will require proper planning and access management during times of new development and redevelopment in order to effectively reduce congestion and accidents, improve travel times, and preserve roadway capacity, while supporting economic activity and growth.

INDOT GUIDE

INDOT has a guide that outlines access management benefits, design criteria, and techniques to be implemented along state routes such as Main Street (US 136) within the Town of Brownsburg. Formerly INDOT managed State Road 267 through the community, however relinquished the jurisdiction to the Town, which now maintains it as Green Street (formerly SR 267)

Main Street has a series of closely spaced drives, with many operating as full-access. In some instances, multiple drives serve individual parcels where existing traffic volumes would not require more than one access point. During times of planning for new development, redevelopment, and/or future roadway improvements, it is critical that access points along Main Street be properly evaluated with respect to access management guidelines and traffic operations. The Town should continue to work with INDOT to alleviate traffic congestion, maintain traffic flow, and reduce crash rates.



Town Access Management Guide

Brownsburg currently has a Traffic Study Process in place to evaluate existing operational problems on the Town’s roadways along with the impact any new developments or redevelopments will have on existing traffic flow and capacity and continues to require Traffic Impact Studies where necessary. The Town would further benefit by having an Access Management Guide developed that would address items such as the following:

- » Purpose of the Access Management Guide
- » Benefits of Access Management
- » Basic Access Management Principles and Features
- » Intersection Spacing & Locations (Signalized and Unsignalized)
- » Driveway Spacing & Locations
- » Corner Clearance Requirements
- » Minimum Sight Distance Requirements
- » Number of Access Points
- » Cross Access & On-site Circulation
- » Turn-lane Warrants and Design

EMERGENCY RESPONSE

The Town of Brownsburg takes consistent action to improve safety for emergency response personnel and the traveling public. In 2011, the Town applied for Highway Safety Improvement Funding (HSIP) for the installation of emergency preemption equipment at traffic signals within Brownsburg, including outfitting approximately 60 police department vehicles with preemption emitters. As a result, Brownsburg was successfully awarded funding in excess of \$200,000 for design and construction of the safety improvements.

Traffic signal emergency preemption equipment minimizes delay due to conflicting traffic signal indications by yielding the right-of-way to emergency vehicles, improve emergency vehicle response times, and maximize safety for all vehicles as the emergency vehicles pass through the affected intersections. The Town has installed emergency preemption equipment at all signals within the Town limits, and preemption equipment is now required as a standard for future traffic signals in the Town.

IMPROVING INTERSECTIONS

NEW SIGNALS

Locations for new traffic signals are determined through the Town’s Traffic Study Process. Traffic operational studies and signal warrant analyses are completed as necessary to identify if a signal is warranted based on the appropriate INDOT and Manual on Uniform Traffic Control (MUTCD) Standards. Potential locations for future traffic signals as previously identified by the SR 267/Lorraine Drive Traffic Operational Analysis and the West Northfield Drive Small Area Plan include the following:

- » Green Street at Stonybrook Drive
- » West Northfield Drive at Morningside Drive
- » West Northfield Drive at North CR 625 E
- » US 136 at North CR 550 East

CR 900 E

INDOT is working with the Town of Brownsburg to address safety issues and access at the intersection of US 136 and CR 900 East, where the CSX railroad passes through the intersection. The proposed design for the intersection, and any other options for realignment, and/or rerouting of traffic patterns on US 136 or CR 900 East are being evaluated through a more detailed traffic engineering analysis and discussions with INDOT. INDOT is currently considering a double roundabout solution at the rail crossing.



ROUNABOUT FIRST

INDOT has indicated that when considering signal upgrades at intersections, that a “roundabout first” methodology will be implemented. Mainly, operations at an intersection will be evaluated to determine if a roundabout is the best long-term solution as the first option. The installation of signals and added turn or travel lanes where necessary will be the second option if roundabouts are not considered optimal based on geometric or operational conditions.

The Town of Brownsburg has successfully implemented roundabouts, like the one at Green Street and CR 300 North, and has further projects under design and in construction phases. Through the Traffic Study Process, the Town should continue to evaluate the potential for roundabouts to improve operations at intersections with existing capacity issues and in areas of new development to maintain traffic flow as volumes continue to increase. When designing a roundabout emphasis should be placed on slowing traffic and ensuring traffic safety.

LINKAGES & CONNECTIVITY

Brownsburg has a few connectivity issues, particularly in the commercial centers along US 136 and the various self-contained subdivisions within and on the outskirts of the Town. Along US 136 (and scattered throughout the Town) are a number of adjacent parking lots without available cross access. In these instances, providing a way for cars to drive between retail sites without needing to return to the main road helps to relieve traffic congestion and makes moving between businesses for shopping easy.

Additionally, suburban residential neighborhoods in Brownsburg can suffer from a lack of connectivity to the surrounding street grid, which creates unnecessary driving and eliminates alternative routes through the community should one route become blocked or congested. Disconnected grids can also serve to increase emergency response times both due to longer routes and a confusing street network.

NORTHFIELD DRIVE

Based on the Town’s Thoroughfare Plan, increased connectivity due to construction of the remaining unbuilt section of the Northfield Drive loop would enhance overall traffic flow and accessibility in Brownsburg. Although this project may exceed the timeframe of this long-range plan, the retention and preservation of this corridor for its ultimate construction should remain a priority.

RONALD REAGAN PARKWAY

Ronald Reagan Parkway is a north-south corridor that, as of December 2017, connected I-70 (just west of the Indianapolis International Airport) to I-74. The Parkway terminates north of I-74 at CR 600 North (56th Street), however when completed it will extend further north to I-65 in Boone County. Ronald Reagan Parkway now serves as a regional north-south corridor by providing connectivity between Plainfield, Avon, and Brownsburg.

Planning for additional connector roads as new development occurs around the Ronald Reagan Parkway interchange will also be important to ensure generated traffic can be accommodated in both the near future and long-term.



BUSINESS LOOP

With the opening of the Ronald Reagan Parkway interchange, the Town now has two prominent interchanges along I-74. Green Street and Main Street provide continuous roadway connections between Brownsburg's two interchanges, related regional commercial areas, and Downtown Brownsburg. This route possesses the potential to become a formal business loop within Brownsburg. Transportation improvements are needed to establish a seamless route between Brownsburg's commercial areas, helping to draw traffic from the Town's interchange areas and through the community to the benefit of local businesses, as wayfinding signage investments by the Town have made a great impact on navigation in the community. The Town should work with INDOT to identify improvements to Main Street (US 136) necessary to establish a business loop, including installation of the remaining wayfinding signs along this route.

GRADE-SEPARATED CROSSINGS

The Town is bisected by the CSX Railroad as well as I-74, constraining the local roadway network and segmenting the community. While it is necessary to limit the number of at-grade crossings for safety reasons, there may be opportunities to create additional grade separated crossings in select areas.

The Town currently has four grade-separated crossings to provide connectivity over I-74, which include the Green Street interchange, the Ronald Reagan Parkway interchange, the 56th Street (CR 600 N) crossing, and the CR 1000 E crossing. The Indianapolis MPO includes two planned crossings in the current Transportation Improvement Plan. The 2045 Long Range Transportation Plan (LRTP) recommended project list includes a new bridge crossing and road alignment project for CR 625 East over I-74. The other is a proposed bridge over I-74 connecting two segments of CR 900 E. Both projects will provide improved connectivity in the Town.

CSX Railroad

The Town of Brownsburg is divided by two segments of the CSX railroad. One segment travels in a northwesterly direction, bisecting the eastern and northern portions of the Town and its planning area. The other segment runs east-west through the core of the community, paralleling US 136 (Main Street) to the north.

North-South Connectivity

While there are numerous at-grade crossings within Brownsburg, the railroad segment that bisects the central portion of the community limits north-south connectivity.

East-West Connectivity

Given the limited population in the Town's agricultural areas, connectivity issues caused by the northwesterly segment are not as significant as in central Brownsburg. However, as development occurs, establishing east-west connections across this railroad will be an important consideration.

Additional opportunities for future connectivity are outlined in the Town's Thoroughfare Plan, however further studies may be necessary to define the optimum alignments, access points, and overall traffic impacts on the Town's existing road network.

TRANSPORTATION PLAN

- Transportation**
- Roadway Hierarchy**
- Interstate
 - Existing Primary Arterial
 - Proposed Primary Arterial
 - Existing Secondary Arterial
 - Proposed Secondary Arterial
 - Existing Collector Street
 - Proposed Collector Street
- Other**
- Proposed Signal
 - Existing Signal
 - Roundabout
 - Business Loop
 - Transit Hub
 - Railroad
 - Dead End
 - Proposed Roundabout
 - Road Rehabilitation Project
 - Proposed Overpass





EXISTING & FUTURE TRAFFIC VOLUMES

Monitoring existing and historical traffic count data can provide insight regarding areas experiencing growth in volumes and, subsequently, identify improvements necessary to accommodate such growth. Daily traffic counts were most recently taken in 2016 and 2017. Additional counts are taken as needed when traffic impact studies are completed for new developments within the Town or for isolated analyses on existing traffic operations. INDOT's traffic data collection program updates average daily traffic counts along Green Street and US 136 every 2-3 years.

Brownsburg would benefit from having a traffic data collection program in place. At a minimum, a program should be established to monitor volumes on roadways near areas of future development such as Ronald Reagan Parkway, Main Street, and West Northfield Drive. Counts obtained would begin to serve as a basis for estimating traffic growth rates and developing future projections as additional development or redevelopment occurs. This will allow the Town to identify areas of elevated traffic growth or changing traffic patterns in time to plan future roadway improvements accordingly.

PUBLIC TRANSPORTATION

Although there are not any public transportation services currently within Brownsburg, there will likely be a higher demand for such services as the Town continues to grow. Indy Connect, a central Indiana transportation initiative of which the Indianapolis MPO is a partner, has identified the intersection of US 136 and Green Street as a potential area for a regional transit hub. A circulator bus service has also been proposed for Brownsburg. Currently three modes of public transit are supported within the Central Indiana area: fixed-route bus, on-demand services, and vanpool services. Indy Connect's Central Indiana Transit Plan estimates that if transit referendums passed with 0.25% income tax being collected, the potential revenue for transit in Brown and Lincoln Townships per year could be \$3,161,535. In addition to Indy Connect long range plans, the new Ronald Reagan interchange at I-74 also presents an opportunity to incorporate public transportation services.

During times of development or redevelopment of these areas, mass transit facilities such as bus stops, bus pull-offs, parking, etc. should be considered at the planning and design stages. The Downtown Key Focus Area Plan contained within Section 13: Key Focus Area Plans features additional discussion regarding these recommendations.

The Trails and Transit Generators figure identifies various community facilities and popular destinations throughout the Town that are potential generators for transit ridership and should be taken into consideration when evaluating future transit service routes and scheduling.

BIKE & PEDESTRIAN FACILITIES

Bike and pedestrian facilities are important components of a vibrant community. Active modes of transportation such as walking and biking can help to promote healthy habits, reduce automobile congestion, and mitigate pollution levels. A healthy pedestrian environment is also an important component in place-making strategies. People attract people, and a welcoming street environment is a critical component in attracting those initial users and activating what would otherwise be a place reserved for cars and trucks.



There are a number of strategies a community can use to improve the existing bicycle and pedestrian facilities. Certainly, sidewalks are a prerequisite to any pedestrian realm, as are bike lanes, off street trails, frequent and highly visible crosswalks, and other pedestrian amenities. Section 12: Identity, and Community Character as well as the following Complete Streets section, gives more specific guidance on streetscape elements that can be integrated to create a pleasant pedestrian experience.

SIDEWALKS & ADA TRANSITION

The Town of Brownsburg adopted an ADA Transition Plan in 2013, in accordance with Section 504 of the Rehabilitation Act of 1973 and Title II of the Americans with Disabilities Act of 1990. The plan implements Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way (PROWAG) as the standard for assessment of ADA compliance and design for public streets and includes a sidewalk inventory for the Town. The ADA Transition Plan should be updated regularly to enable this resource to be applied as the Town grows, to identify and prioritize improvements necessary to enhance accessibility, and to ensure compliance with all federal regulations.

COMPLETE STREETS

Complete streets are designed to enable safe access for all users including pedestrians, bicyclists, motorists, and transit users of all ages and abilities. Complete streets are also designed and operated to allow safe movement along and across its right-of-way.

There is no one design prescription for complete streets, but common components of a complete street include: sidewalks, bike lanes (or wide paved shoulders), frequent crossing opportunities, median islands, accessible pedestrian signals, curb extensions, and more. A complete street in a rural area will look quite different from a complete street in a highly urban area, but both are designed to balance safety and convenience for everyone using the road.

Adopt Complete Streets Policy

The Town should continue to apply complete streets design to all project and consider adopting a complete streets policy as a formal recognition of Brownsburg's commitment to incorporating all transportation modes in the development of infrastructure. Regardless of a policy's form, the National Complete Streets Coalition has identified the following ten elements of a comprehensive complete streets policy.

- » States a vision for how and why the community wants complete streets.
- » States that "all users" includes all modes of travel including pedestrians, bicyclists, vehicles, public transit users of all ages and abilities.
- » Includes a statement that street connectivity aims to create a comprehensive, integrated network for all modes.
- » Is adoptable by all agencies to cover all roads in the community (i.e. Village, County, State).
- » States that the policy applies to both new and retrofit projects.
- » Makes any exceptions clear and specific and sets an easy to follow procedure for approval of any exceptions.
- » Directs the use of the most current design criteria and guidelines while recognizing the need for flexibility.
- » States that complete streets solutions will complement the context of the community.
- » Establishes performance standards with measurable outcomes.
- » Provides specific steps for implementing the complete streets policy.

TRAILS

Trails and greenways are important components of a parks and recreation system, providing valuable connections between park sites, community assets and natural areas. Prior to completion of this Comprehensive Plan, the Town has already invested significant resources in planning for and constructing trail and greenway segments throughout the Town and its planning area. As a result, Brownsburg Parks has over 13 miles of trails in their parks system. This section of the Comprehensive Plan presents an overview of recent planning efforts and underscores the need to continue to implement previous recommendations.

ACTIVE TRANSPORTATION PLAN

In 2014, the Town adopted the Brownsburg Active Transportation Plan, which provides a bicycle and pedestrian master plan for the Town. The plan sets out goals and objectives for the construction of a complete system of facilities, including trail systems, to connect people to neighborhoods, schools, shopping centers and parks without reliance on automobiles. The goals from this planning efforts are to increase both recreational and transportation opportunities, improve connectivity between neighborhoods and destinations, provide a safer walking and biking environment, increase property values through development of active transportation amenities, and to encourage biking and walking through education and outreach. The plan envisions a hub and spoke system of trail facilities that radiate outwards from Arbuckle Acres.

Facilities included in the system include:

- » Multi-use paths,
- » Sidewalks,
- » Greenways,
- » Trails Adjacent to Rail,
- » Bike Lanes,
- » Traffic Calming with Shared Lane Markings,
- » Signed Bike Routes, and
- » Trail Heads.

GREENWAYS MASTER PLAN

In 2008, the Town completed a Greenways Master Plan which inventoried the potential trail corridors and opportunity for connections of the network throughout the community. This plan will be updated as a component of the Brownsburg Park's forthcoming Strategic Master Plan (2019-2023).

Included in the inventory were natural corridors, transportation corridors (primary and secondary), civic and cultural connections and historical areas of interest. The study outlined various challenges and unique opportunities with regards to expansion of the Town's existing trail network that have implications for land use and development recommendations contained within the Comprehensive Plan that remain highly relevant.

- » As high-volume thoroughfares within Town, such as Green Street and US 136, are improved to accommodate additional vehicular capacity, multi-use trails should be incorporated into the design.
- » The CSX railroad presents challenges as the line bisects the Town and only a limited number of crossings are permitted due to safety concerns with at-grade crossings.

- » White Lick Creek, South Branch Creek and their respective tributaries provide natural corridors to support greenway trail development and should be preserved.
- » An emphasis should be placed on connecting parks, schools, commercial areas, and community facilities such as the library to encourage use of the trail system.

Future planning for trails should continue to reference former studies and draw from more recent experience in the community as new developments are constructed.

TRAIL FUNDING

The Town should continue to identify funding sources to implement the recommendations of the Brownsburg Parks Strategic Master Plan (2019-2023) and the Active Transportation Plan. The Town should continue to evaluate funding sources and agencies such as state or regional agencies and potential partner organizations such as the Indiana DNR, Indianapolis MPO, Indiana Trails Fund, and Hoosier Mountain Bike Association (HMBA) Trail Fund. Federal funding sources include Transportation Alternatives (TA), through FHWA (INDOT), which fund on- and off-road pedestrian and bicycle facilities.

TRAILS & TRANSIT PLAN

Trails & Transit

Trails

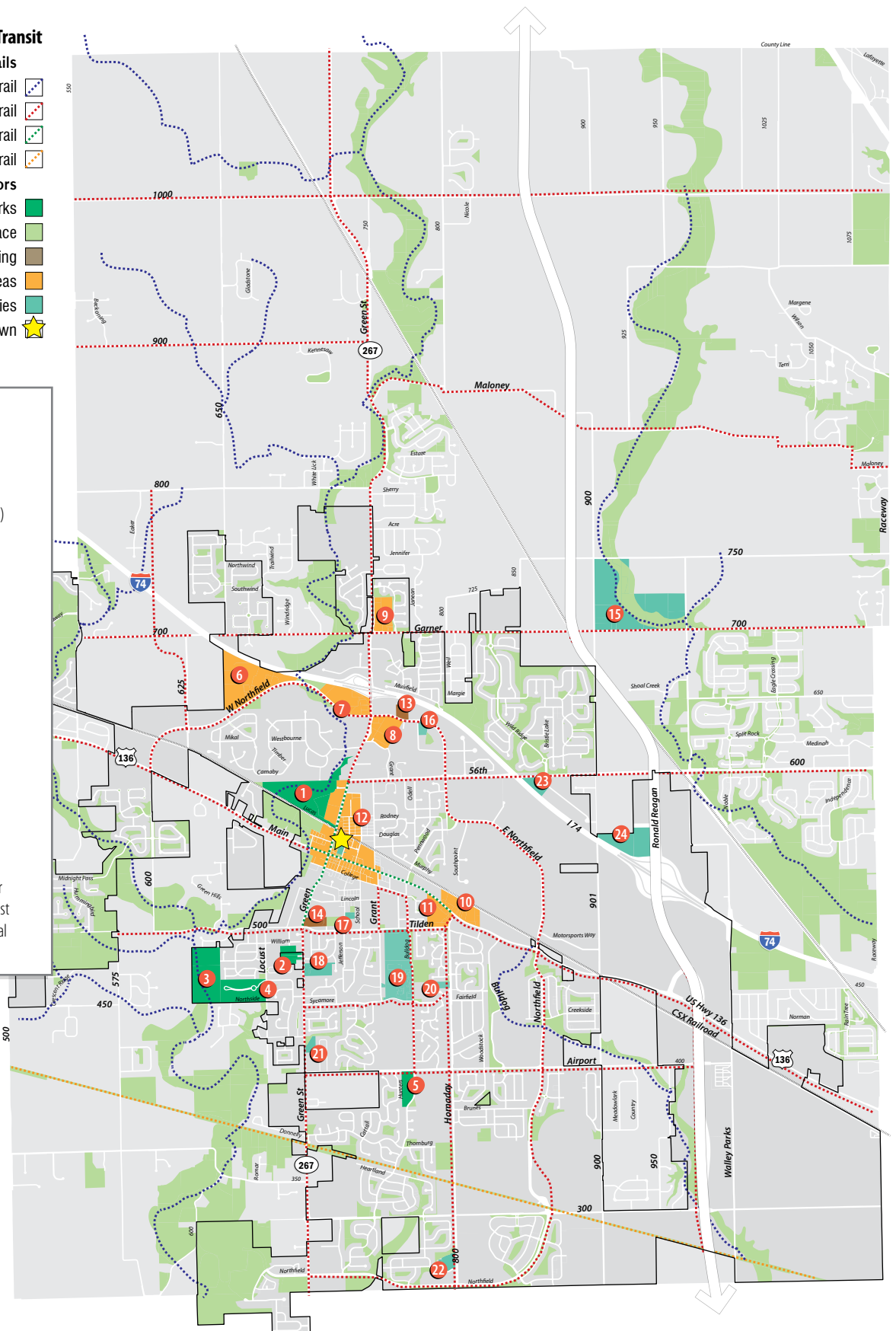
- Greenway Trail
- Multi-use Trail
- Urban Trail
- B&O Trail

Transit Generators

- Parks
- Open Space
- Senior Housing
- Retail Areas
- Key Facilities
- Downtown

Traffic Generators Key

- 1 - Arbuckle Acres Park
- 2 - Stephens Park
- 3 - Veterans Memorial Park
- 4 - Williams Park
- 5 - Cardinal Property (Future Park Site)
- 6 - Brownsburg Station
- 7 - Walmart Supercenter
- 8 - Brownsburg Square
- 9 - Green Street Station
- 10 - Brownsburg Shopping Center
- 11 - Former Marsh Shopping Center
- 12 - Downtown
- 13 - Club Roland Manor
- 14 - Brownsburg Meadows
- 15 - Brownsburg Community School Corporation Property
- 16 - US Post Office
- 17 - Brownsburg Public Library
- 18 - Challenger Learning Center
- 19 - Brownsburg High School
- 20 - Brownsburg Health Care Center
- 21 - Hendricks Regional Health Center
- 22 - Indiana Orthopaedic Hospital West
- 23 - St. Vincent Neighborhood Hospital
- 24 - HRH Brownsburg Hospital



OTHER JURISDICTIONAL TRANSPORTATION EFFORTS

There are a number of projects that are either currently in the process of being completed or are slated to begin over the next few years. These projects have been split up into their relevant jurisdictional entities. A brief description of these projects can be found below.

INDIANA DEPARTMENT OF TRANSPORTATION (INDOT)

INDOT administers the State Transportation Improvement Program (STIP), which includes investments in various transportation modes, such as transit, highways, and bicycle facilities, and is the means of implementing the goals and objectives identified in the Indianapolis MPO Long-Range Transportation Plan. The current Statewide Transportation Improvement Program outlines projects scheduled from year 2018 through year 2021. INDOT currently has intersection improvements planned at multiple locations in Brownsburg and will continue to monitor traffic at the intersection of N CR 900 E and US 136, due to safety concerns submitted a part of the STIP. No other projects are planned for the near term within the Town of Brownsburg.

INDOT Roadways

With important INDOT-managed thoroughfares like I-74 and US 136 running through the community, the Town should maintain active lines of communication with INDOT to ensure roadway improvements are coordinated with the growth and development of the community. Town staff and officials must make INDOT aware of the community's vision for the areas surrounding INDOT roadways and keep INDOT informed of new development that will have an impact on roadway service levels. While the Town does not desire to widen or expand roadways prematurely and contribute to sprawl, it is important that roadway capacity is expanded in a timely manner to minimize congestion as the Town's resident and day time populations increase.

INDIANAPOLIS METROPOLITAN PLANNING ORGANIZATION

The Indianapolis Metropolitan Planning Organization's (MPO) role is to assist local governments in creating a cohesive, coordinated transportation network within the regional planning area.

Short Term Improvement (2018-2021)

The following projects are identified in the 2018-2021 Indianapolis Regional Transportation Improvement Program (IRTIP), which serves as a schedule for implementing improvement projects, for the Town of Brownsburg.

- » East Northfield Drive – Realign from CR 300 N to CR 400 N (under construction);
- » North Green Street Rehabilitation from US 136 to 56th Street (under construction);
- » Hornaday Road and CR 300 N Roundabout;
- » Tilden Road and Odell Street Roundabout;

- » Airport Road and Hornaday Road Roundabout;
- » Airport Road and Green Street Roundabout;
- » East CR 700 N Road Reconstruction from Arbor Springs Drive to N CR 900 E;
- » South Green Street Reconstruction
- » 56th Street at Wild Ridge Boulevard Intersection Improvements;
- » B&O Trail Tunnel Crossing at CR 300 N;
- » Hornaday Road Trail (under construction);
- » Bicycle and Pedestrian Projects along O'Dell, Sycamore, Tilden, Jefferson Streets; and
- » Pedestrian Crosswalk Safety Around Schools.

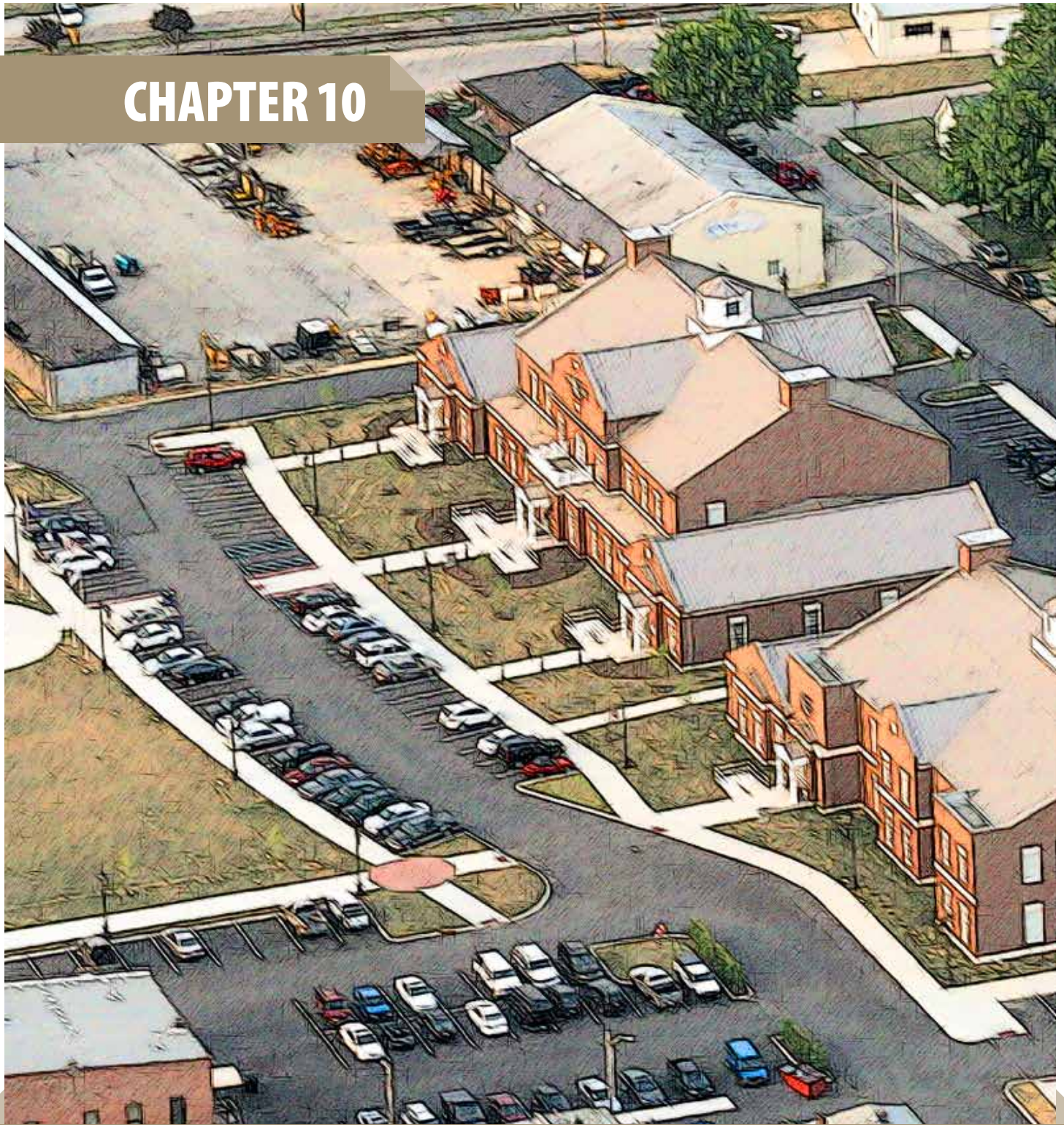
Long Term Planning

It is important that over the long-term, the Indianapolis MPO and Brownsburg continue to work together along with other adjacent communities and agencies within the planning area to ensure future transportation projects are effectively coordinated.

Brownsburg improvements within the MPO's long term plans include:

- » A new bridge crossing and road alignment project for CR 625 East over I-74, and
- » A new bridge over I-74 connecting two segments of CR 900 E.

CHAPTER 10



COMMUNITY FACILITIES PLAN



COMMUNITY FACILITIES PLAN



The Town of Brownsburg has a number of departments, organizations, and agencies that provide community services and facilities to residents and businesses. These community facilities and services are an essential piece to the overall quality of life for Brownsburg residents and the local business climate. This section of the Comprehensive Plan highlights key community facilities in the community and provides recommendations to ensure the community is well-served and illustrates their locations in the Town. Community facilities and services include those “public” uses provided by the municipality, other governmental agencies and districts, organizations, and religious institutions. While some recommendations for new facilities and improvements are provided, much of this section reflects existing facilities.

TOWN OF BROWNSBURG FACILITIES & SERVICES

BROWNSBURG WATER DEPARTMENT

The Brownsburg Water Department repairs, maintains and builds water lines, flushes fire hydrants, maintains and operates two water plants, tests water quality, and installs water meters as some of its primary functions.

Water Treatment Plant

The Town of Brownsburg currently operates two water treatment plants to treat and disinfect drinking water prior to distribution to customers. Water Treatment Plant No. 1 was constructed in 2013 and Water Treatment Plant No. 2 was built in 1987.

Plant No. 1, located in Arbuckle Acres Park, conveys 3.2 million gallons of water per day and was built in to replace a prior plant built in 1968. Plant No. 2 conveys about 900,000 gallons per day.

Future Needs

The Town should continue to regularly monitor its water treatment capacity and reevaluate its needs as development occurs within the Town and its growth areas. Moreover, while the Town has improved capacity since the new plant was constructed, the Town should continue to maintain a positive relationship with Citizens Water in the event that local treatment capacity reemerges as an issue in Brownsburg. In particular the Town should continue to evaluate water capacity in areas north of I-74, where both water and sewer infrastructure investment has the potential to limit or free up large areas of developable land within the primary growth area.

Water Distribution

As more growth occurs in the future, the availability of a sufficient water supply source will be the most critical component of Brownsburg’s water distribution system. The Town currently purchases water from the Citizens Energy Group water utility and is dependent upon the utility to provide up to 500,000 gallons of water per day. The remaining water demand within the Town is served by eight groundwater wells and water tower storage. To ensure that local ground water supplies can be utilized to their full potential, it is vital that the Town take steps to minimize the impacts of development on the recharging of local aquifers.



Protecting Water Quality

In addition to protecting the future availability of groundwater, these efforts would also help maintain the health of streams, rivers, and wetlands which can also be threatened as groundwater sources are depleted. Given the regional nature of water resources, the Town should work with other entities, such as Hendricks County and neighboring communities, to evaluate area-wide policies to land use and development that protect groundwater resources.

Policies could address a wide range of issues including aquifer recharge area protection, zoning controls in sensitive natural areas, wellhead siting and protection, greywater reuse, and water conservation. The Town should also continue to implement its Wellhead Protection Program, approved by the Indiana Department of Environmental Management in 2002.

BROWNSBURG WASTEWATER DEPARTMENT

Wastewater Plant Expansion

The Department has indicated that the plant it operates at 225 South Mardale Drive will continue to undergo various renovations and repairs over the next 15 years. Expansion of the plant ultimately depends on the type of growth Brownsburg experiences and is guided by the Wastewater Treatment Plant Expansion Master Plan 2012 Update. As growth occurs within the Town, the department should continue to monitor the intensities and types of land uses that develop to determine what level of wastewater service is needed, updating master plans on a regular basis. Infrastructure should be sized sufficiently and at the appropriate depths to allow for continued future growth.

Sanitary Sewer Improvements

Improvements to the sanitary sewer system are guided by the Sanitary Sewer Master Plan 2012 Update, and Brownsburg's sewer system includes both combined sanitary and storm water sewers, and separate sanitary sewers. Newer suburban subdivisions are served by separate sanitary sewers which typically outlet to sanitary lift stations. There are three regional sanitary lift stations, and additional lift stations and associated piping are in various stage of design and construction, as per the recommendations of the master plan. Industrial development has a major impact when discharging waste water to sanitary sewer, and the Wastewater Department should continue to monitor potential impacts of new industrial expansion on the sewer system. Also, sewer investment to areas north of I-74 will contribute to the community's development in primary growth areas for the Town.



BROWNSBURG STREET DEPARTMENT

The Town of Brownsburg is responsible for maintaining 250 miles of streets and roads, signs, storm sewers, and rights-of-way, and oversees engineering of new roads and construction projects. All projects must comply with the Town of Brownsburg's Construction Standards Specifications and Details, revised in January 2018 and should continue to evaluate construction standards on a regular basis to ensure the use of lower-cost, well-performing construction methods that can improve the Town's built infrastructure, including roadways. In addition, the Town should establish a method for prioritizing future roadway projects to better estimate costs for budgetary purposes and maximize the benefit of tax dollars spent on roadway maintenance and other capital improvements, rating existing roadway infrastructure conditions, and ranking improvements in a capital improvements plan.

POLICE DEPARTMENT

The Brownsburg Police Department operates a police station adjacent to the Town Hall as well as a training facility at 75 Whittington Drive. While there are no new facilities planned, the department is planning the renovation of the training facility to incorporate another classroom and storage areas. It is important that long-term growth and development policies ensure quality police protection services throughout all areas of the Town and its planning area. Currently, the hiring and retention of new officers are planned and spaced out over a six-year program, and the expansion of the recruitment and hiring program over the next 10-year period is a priority outlined in departments staffing plan.

When examining potential sites for new facilities within the Town's growth areas, the police department and fire territory should consider the benefits of establishing a joint public safety facility that houses members from both departments. Assuming a mutually beneficial site could be identified and secured, a joint facility would be an efficient and cost-effective approach when compared to renovating or constructing two separate facilities. A location near Lucas Oil Raceway could provide for service in Brownsburg's existing areas and planned development and assist in supporting events at the raceway.

BROWNSBURG FIRE TERRITORY

The Brownsburg Fire Territory provides Fire, Rescue, and EMS response to residents and visitors within the Town of Brownsburg, Brown Township, and Lincoln Township. Brownsburg Fire Territory currently has three fire stations and a headquarters/training facility. The Town's land use and development recommendations should include considerations regarding public safety response and ensure proper emergency vehicle access and water supply. As the community experiences growth and redevelopment, it is also important that potential impacts on staffing and equipment needs are considered. Providing emergency service to anticipated development along the Ronald Reagan corridor and in areas near the Town's northern limits are two areas that the Town and Brownsburg Fire Territory should work together to address.

Ronald Reagan Corridor

As the Ronald Reagan corridor experiences commercial and industrial development, the Town should work with the Brownsburg Fire Territory to identify potential sites for a future station in the area of County Road 300 N and County Road 900 E. In addition to improving response times to the area surrounding the Ronald Reagan Parkway and nearby Lucas Oil Raceway, this future station would also improve service to the expanding commercial and residential development occurring along the Northfield Drive corridor.

Fire Station #132

Fire territory officials have indicated that Fire Station #132 (7455 E County Road 1000 N) is currently located 1.5 to 2 miles too far north to be effective as a first line response facility. Growth is to be encouraged in areas to the Town's current limits and development near Fire Station #132 may be limited over the mid to long term. The Town should work with the Fire Territory in identifying sites closer to County Road 700 N. In addition to improving response times to portions of Brownsburg to the north of I-74, a station located in this area could also utilize the proposed crossing over I-74 at County Road 700 E to improve response times to western Lincoln Township.





BROWNSBURG COMMUNITY SCHOOL CORPORATION

The Brownsburg Community School Corporation (BCSC) currently operates thirteen facilities within the Town and had 9,023 students in preschool through 12th grade, in the 2017-2018 school year. In general, school officials believe the locations of the schools are excellent, and with growing enrollment BCSC opened a seventh elementary in August 2018 and is undergoing significant renovations and additions at Brownsburg High School through 2020. A 2015 demographic study commissioned by BCSC indicated that build-out or maximum growth for K-12 enrollment is likely to occur before 2035, when Brownsburg could have roughly 1,000 students in each grade. Brownsburg may need to expand from 7 to 9 elementary schools and make expansions to both middle schools and Brownsburg High School in order to maintain appropriate class sizes.

As the Brownsburg community experiences growth and redevelopment, there will be additional impacts on school facilities and their staffing. The Town should continue to work with the BCSC as growth occurs to ensure that land can be acquired and properly serviced as the school district expands and determines that new school sites are necessary.

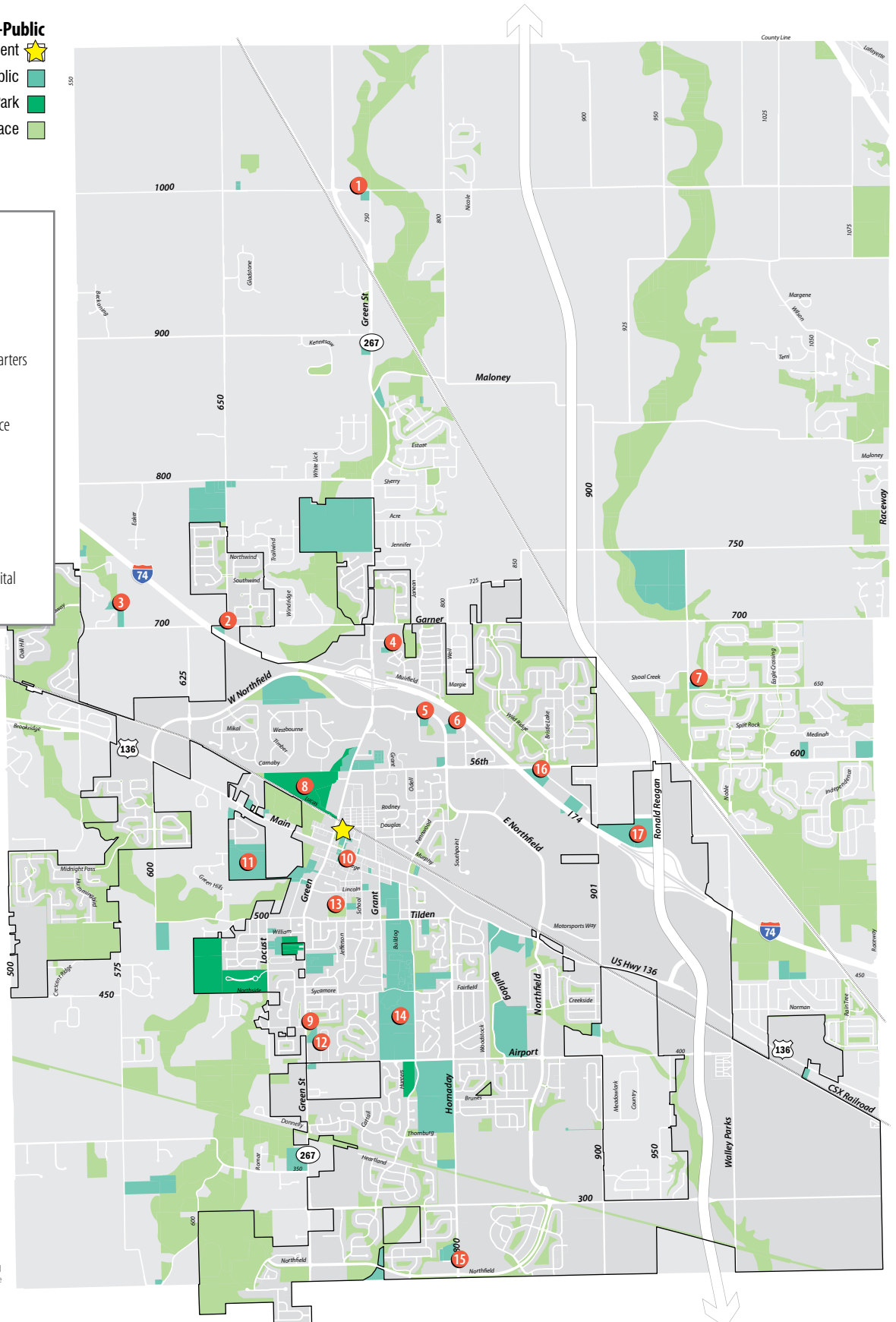


COMMUNITY FACILITIES: PUBLIC/SEMI-PUBLIC

- Public/Semi-Public**
- Town Hall/Police Department 
 - Public/Semi Public 
 - Park 
 - Other Open Space 

Public/Semi-Public Key

- 1 - Fire Station #132
- 2 - Water Tower (North Tank)
- 3 - Water Treatment Plant #2
- 4 - Police Training Facility
- 5 - US Post Office
- 6 - Brownsburg Fire Territory Headquarters
- 7 - Fire Station #133
- 8 - Water Treatment Plant #1
- 9 - Brownsburg Chamber of Commerce
- 10 - Fire Station #131
- 11 - Wastewater Treatment Plant
- 12 - Hendricks Regional Health
- 13 - Brownsburg Public Library
- 14 - Water Tower (South Tank)
- 15 - Ortholndy Hospital West
- 16 - St. Vincent's Neighborhood Hospital
- 17 - HRH Brownsburg Hospital





Growth Area School Campus

The Brownsburg Community School Corporation owns property in the area to the northeast of the intersection of County Road 700 N and County Road 900 E. While plans for the site have not been formalized, it is anticipated that this area would eventually accommodate a school campus with multiple grade levels from elementary to high school.

While this site will play a key role in serving Brownsburg's population to the north of I-74, it is also located approximately one-quarter to one-half mile east of the proposed route of the Ronald Reagan Parkway corridor.

As such, commercial or industrial/employment uses may locate near the school site along the Ronald Reagan Parkway corridor, creating the potential for traffic congestion in the area. While development of this final phase of the Ronald Reagan Parkway is likely more than 10 to 15 years away from completion, it is important that the Town work with BCSC to ensure that appropriate roadway and access improvements are in place to mitigate potential transportation conflicts with future uses in the area.

BROWNSBURG PUBLIC LIBRARY

The need for library services within Brownsburg has expanded as the community has experienced growth and redevelopment. In addition to demand on materials in circulation, the increasing popularity of Adult Education classes, English as a Second Language (ESL) classes, and computer training for senior citizens have also increased demands for meeting rooms and community rooms. The library has no current plans for expansion, but the library is to undergo a planned renovation of the current facility in 2019 to restructure its spaces and create more meeting room space.

RELIGIOUS INSTITUTIONS

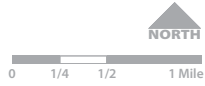
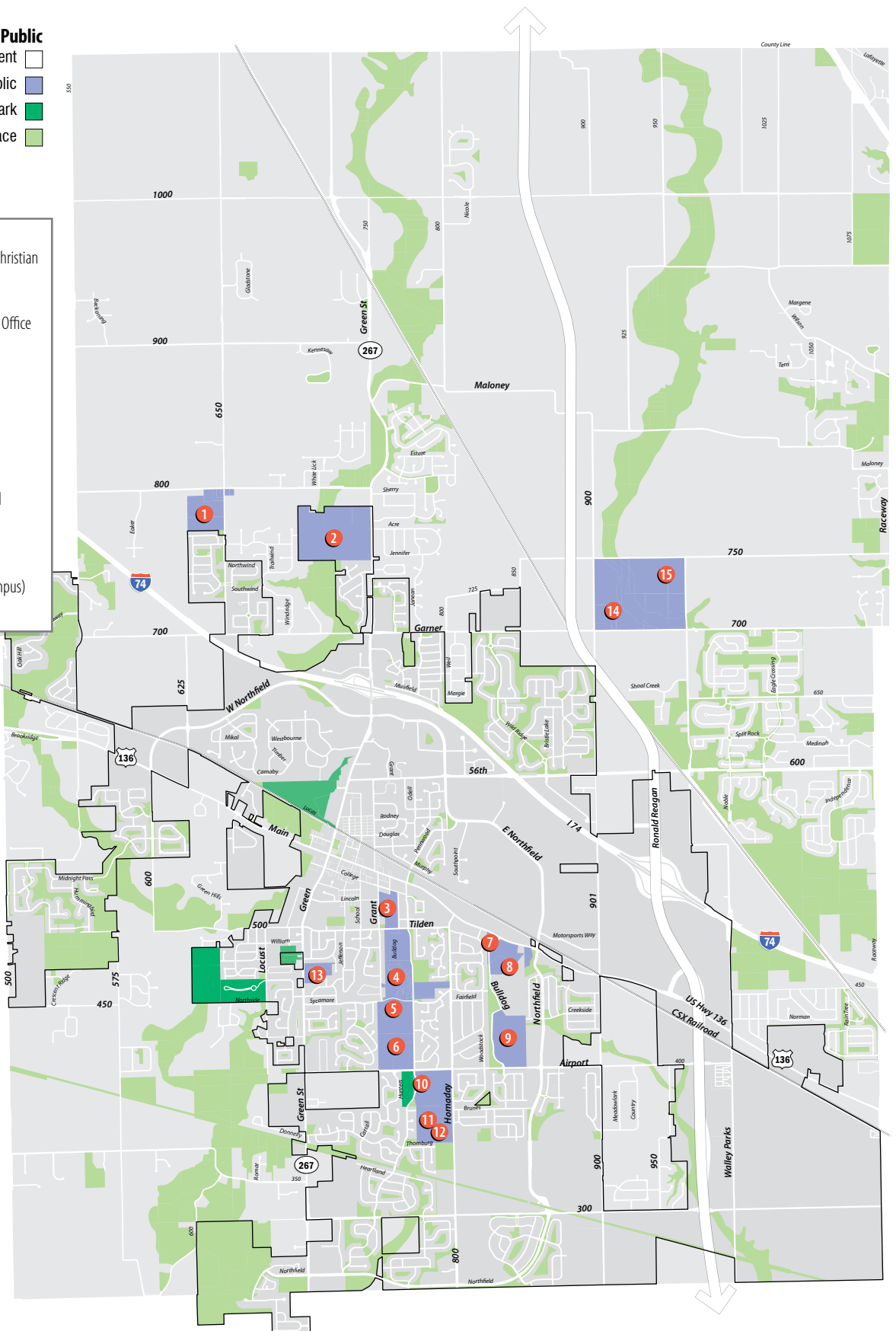
There are numerous religious institutions and denominations located throughout the Town of Brownsburg. Religious institutions are a valued component of the Town's land use and development that contribute positively to the community's character. The uncoordinated development of such uses can cause issues such as problematic parking and traffic within residential neighborhoods or the use of potentially significant commercial sites by a tax-exempt entity. The Town should work with new or existing institutions to ensure that any proposals are appropriate and to minimize potentially negative impacts of their growth and expansion.

COMMUNITY FACILITIES: SCHOOLS

- Public/Semi-Public**
- Town Hall/Police Department
 - Public/Semi Public
 - Park
 - Other Open Space

School Key

- 1 - Parkside Bible Church & Bethesda Christian Schools
- 2 - Connection Pointe Church
- 3 - Brown Elementary School/Central Office
- 4 - Brownsburg High School
- 5 - Eagle Elementary School
- 6 - White Lick Elementary School
- 7 - Reagan Elementary School
- 8 - Lincoln Elementary School
- 9 - East Middle School
- 10 - West Middle School
- 11 - Delaware Trail Elementary School
- 12 - Cardinal Elementary School
- 13 - Harris Academy
- 14 - Brownsburg Community School Corporation (Potential School Campus)
- 15 - St. Malachy Parish & School



An aerial photograph of a suburban neighborhood. The image shows a mix of residential buildings, green spaces, and a river. A prominent road runs diagonally across the middle. There are several large green areas, some of which appear to be parks or sports fields. The river is visible in the upper right and lower left corners. The overall scene is a typical suburban landscape with a focus on green spaces.

CHAPTER 11

PARKS, OPEN SPACE & SUSTAINABILITY PLAN

PARKS, OPEN SPACE & SUSTAINABILITY PLAN



Parks, areas of open space, and environmental features are all important components of the Town and contribute significantly to overall quality of life for Brownsburg residents. This Plan recognizes the value of these areas and seeks to protect and enhance them as vital community assets. In addition, the Plan addresses the issue of community sustainability and outlines strategic recommendations designed to ensure the long-term stability of the Town.

PARKS & RECREATION

BROWNSBURG PARKS

Brownsburg Parks is the Town department responsible for the provision of parks and recreation in the Town. Brownsburg Park's stated mission is to:

"To maximize resources in providing beautiful parks, recreation activities and quality facilities to the Brownsburg community that enhance residents' health and promote economic vitality for long-term sustainability."

Brownsburg Parks owns and maintains five park sites and facilities located in the central portion of Brownsburg. In addition to operating these facilities, Parks runs a number of community events and recreation programs in cooperation with partner organizations.

Parks and recreation are important contributors to the quality of life enjoyed by residents. This section of the Comprehensive Plan outlines various guiding principles to parks and recreation development that should serve as a general guide, however it is strongly recommended that more detailed planning efforts be conducted by Brownsburg Parks.

PARKS STRATEGIC MASTER PLAN

Brownsburg Parks is in the process of preparing a strategic master plan. The Parks, Open Space, and Sustainability Plan contained in this Comprehensive Plan should be used to assist Brownsburg Parks in its planning efforts. In turn, once new plans are adopted, the Comprehensive Plan should be kept current and amended to reflect changing strategies or future direction.

2017 Needs Assessment Survey

As part of the strategic planning process, Brownsburg Parks conducted a Needs Assessment Survey to establish priorities for improvements to parks and recreation facilities and programs in the Town. A total of 579 residents completed the survey. Some of the survey findings are summarized as follows:

» Seventy-six percent (76%) of respondents visited Arbuckle Acres Park during the year preceding the survey. Other Brownsburg parks/facilities used include: Williams Park (69%), B&O Trail (42%), and Town Hall Green (28%).

» The parks and facilities that respondents used most during the past year were Arbuckle Acres Park, Williams Park, and the B&O Trail.

» Thirty-seven percent (37%) of respondents indicated their household has used the Splash Pad at Williams Park during the past year.

» Walking and biking trails, outdoor swimming pools/water parks, nature centers and trails, and indoor fitness and exercise facilities are the items for which the highest number of residents has a need.

» The programs that were the most important to households were community special events, group fitness and wellness programs, and youth sports programs.

The survey concluded that Brownsburg Parks could focus on walking and biking trails, outdoor swimming pools/water parks, and group fitness and wellness programs to provide the greatest benefit for the largest number of residents within the Town. Also, the Town could sustain and improve performance in specified areas that were identified as "high priorities", including ranked facility and programming priorities.



PARK & RECREATION STANDARDS

For decades, the agreed upon standards for park and recreation facilities have been those established by the National Recreation and Park Association (NRPA). The NRPA recognized the importance of establishing and using park and recreation standards, particularly to provide a community with a recommended minimum number of facilities and land requirements for parks based upon population and geographic area. For simplicity and ease of use across the country, the accepted open space standard is 10-acres of parkland for every 1,000 people.

PARK LAND ACQUISITION

With approximately 152 acres of parkland and 27,000 residents as of 2018, a standards analysis would suggest the Town of Brownsburg has a parkland shortage of approximately 118 acres. Supporting this observation is the fact that, during the initial outreach process for the Comprehensive Plan, it was noted that while the recreation department performs well given its budget and the number of parks it oversees, some felt that the community is underserved by recreation, trails and open space.

Brownsburg's existing park land is concentrated in Arbuckle Acres (51.5 acres) and Williams Park (80.3 acres), Cardinal Park (15 acres), Stephens Park (3.2 acres), Arbuckle Commons (1.8 acres) and few neighborhood parks (either publicly or privately owned). It is recommended that the Town continue to promote the importance of parks and recreation, improve service in existing neighborhoods, and provide policies to ensure new growth areas are well served, which also depend on development ordinances and impact fee ordinances to ensure the adequate provision of park land and funds necessary to build and maintain parks and recreation infrastructure throughout the community.

Development Ordinances

The Town's Unified Development Ordinance contains open space requirements for Planned Developments that include single-family or multiple-family residential uses, requiring that 15% of all land being developed shall be open space, 25% of which must be for recreation purposes. As well, most forms of new subdivisions are required a minimum open space allotment to promote a positive aesthetic as well as provide recreation opportunities.

The UDO requirements are a key component to the future expansion of parks and open space in the undeveloped portions of Brownsburg and surrounding Brown and Lincoln Townships and should be periodically reviewed to ensure the retention of open space to meet the recreational needs of the community. When suitable, the Town Parks Board may consider purchasing or accepting dedication of any portion of the required areas of open space.

Impact Fee Ordinance

The Town has a Park and Recreation Impact Fee that requires a per-dwelling unit fee be paid for all residential development requiring a building permit within the Town limits. The impact fee is beneficial because future residents pay for the increased demand on parks services, and current residents do not end up bearing the burden of expansion due to population growth. It allows Brownsburg Parks to plan for and develop park sites throughout the Town and maintain the quality of the life of the Town as it grows. The Town should continue to evaluate the impact fee ordinance, update it where appropriate every 5 years as required, and extend the ordinance prior to its expiration.



UNDERSERVED NEIGHBORHOODS

In addition to facilitating park development in future neighborhoods, the Town should continue to strive to ensure that all existing residential areas have safe and convenient access to parks. The Town should identify and prioritize opportunities to purchase land in underserved areas of the community and develop small neighborhood “pocket parks” and “tot lots” in areas identified to have the greatest need for new park space. Nearby neighborhood parks should be centrally located within residential neighborhoods, ideally within a half-mile walk of all homes. If needed, larger parks should be located along arterials and collectors with pedestrian linkages.

Future Park Sites

While unique opportunities for park land acquisition will present themselves as subdivision development occurs and individual properties become available for purchase, the Parks and Open Space Plan figure identifies underserved residential areas where new park land would be desirable. The areas highlighted in blue in the figure indicate the service areas for the Town’s existing and future parks.

Future School Campus Site

The Brownsburg Community School Corporation owns property in the area to the northeast of the intersection of CR 700 N and CR 900 E, which is within the Town’s growth area. While plans for the site have not been formalized, it is anticipated that this area would eventually accommodate a school campus including outdoor recreation facilities. As residential development occurs in this area, the Town should work with the school corporation to identify opportunities for pedestrian and bicycle linkages to planned recreation facilities that could be utilized by the public. Moreover, Brownsburg Parks should take into consideration proximity to any parks and recreation amenities provided at the school site when identifying the location of future park sites.

ENHANCING EXISTING PARKS

While the creation of new parks is desired to better meet the needs of underserved areas of the community, opportunities to enhance or expand existing park properties should also be pursued.

Cardinal-Delaware Property

This property is located to the south of Cardinal & Delaware Trails Elementary Schools and was acquired through a land swap with the Brownsburg Community School Corporation for the Vic Overman Sportsfield Park in 2007. Phase I of Cardinal Park was completed in Fall 2018 with the installation of stormwater basins, a parking lot that accommodates 50 vehicles, the extension of Thornburg Parkway to Hornaday Road, and the creation of a Recreational Trails Program (RTP) trail that provides access from the B&O Trail north to Main Street. Phase II construction will begin in Spring 2019, adding a 2-acre dog park and a year-round restroom facility. Phase III is projected to begin in 2020 and will add a sensory playground and shelter/pavilion to the park.

Arbuckle Acres Park Expansion

Arbuckle Acres is a 51.5-acre park located west of Green Street at Park Road which has been the principal facility of the park system since 1958. The park has many amenities and is the location of several heavily attended community events throughout the year, serving as an important destination within downtown Brownsburg. Amenities in the park include a baseball fields, lighted basketball and tennis courts, trails, and playground area. White Lick Creek meanders through the park.

In 2018, a small portion of the park was redeveloped as part of the Arbuckle Commons development, although opportunity remains for improved access and the creation of additional recreation amenities such as a new community/recreation center. In addition to pursuing expansion opportunities to expand recreation offerings and community amenities at Arbuckle Acres, the Town should continue to strengthen pedestrian and trail connections to the park and future facilities to maximize potential spill over between the downtown and park.

Aquatic Center

In past and recent Needs Assessment Surveys conducted by the Town, the creation of a new aquatic center/outdoor swimming pool was the frequently cited as a top priority. Brownsburg Parks currently offers aquatics programs in cooperation with the Brownsburg School Corporation at the Bulldog Aquatic Center facility at Brownsburg High School. The Town should consider including the development of a public aquatic center in its future expansion plans.

Future Projects

Other future Brownsburg Park projects include the Trailhead Property and the site at 315 W. Main Street. The Trailhead Property is a 6.7 acres parcel in southeast Brownsburg intended to be developed as a trailhead for B&O Trail users, with parking, a small playground, shelter, and a restroom facility. The Town purchased the 51-acre property at 315 W Main Street from the Tague family in June 2018. Located west of the intersection of Green and Main Street, the large parcel has the potential to accommodate future park expansion needs for both active and passive recreation.

PROGRAMMING & PARTNERSHIPS

Brownsburg Parks coordinates its programming with several different municipal departments and service providers including but not limited to the Public Library, Brownsburg Fire Territory, and the Brownsburg Community School Corporation. For example, Brownsburg Parks conducts after school-programming for middle-schoolers at East Middle School, and utilizes a number of local schools for programs in before- and after-school enrichment. The Brownsburg High School Aquatics Center is also the location of the Brownsburg Parks Learn to Swim program. The Town should continue to partner with these and other agencies to provide high quality recreation programming to Brownsburg residents of all ages.

EAGLE CREEK PARK

Eagle Creek Park is a 5,200-acre park (including 1,300 acres of water) that is owned and maintained by the City of Indianapolis. While this large park is not within the Town's planning jurisdiction, it borders the eastern edge of Brown and Lincoln Townships and is a significant regional asset within close proximity to Brownsburg.

Areas adjacent to the Town of Brownsburg's planning area include:

- » Eagle Creek Golf Course, a 27-hole course that features a driving range and training facility;
- » A large natural area composed of a mix of open space (former farm land) and forested areas; and,
- » Two retreats (Eagle's Hide-A-Way and Eagle's Crest), that are used to host large groups and social events, can be accessed via Raceway Road and Fishback Road.

Eagle Creek Park is easily accessible via automobile, but pedestrian and bicycle linkages between Brownsburg and the park are limited. As proposed in the Town's Active Transportation Plan, trails should be established along the Maloney Road, 62nd Street (CR 700 N), CR 650 N, and 56th Street (CR 600 N) corridors.

The Town should prioritize the development of the 56th Street trail as entrances to many of the park's amenities are located along 56th Street which is a primary east-west corridor passing through some of the Town's most populated areas. A greenway trail should also be established along the South Branch of Eagle Creek, providing a scenic corridor between residential areas in the eastern portion of the Town's planning area and the southern portion of the Eagle Creek Reservoir.

PRIVATE OPEN SPACE

In addition to public parks and open space, private open space exists within the Town. Primarily, private open space is provided by private golf courses, private and public schools, homeowners associations, religious institutions, and private clubs such as the Brownsburg Conservation Club.

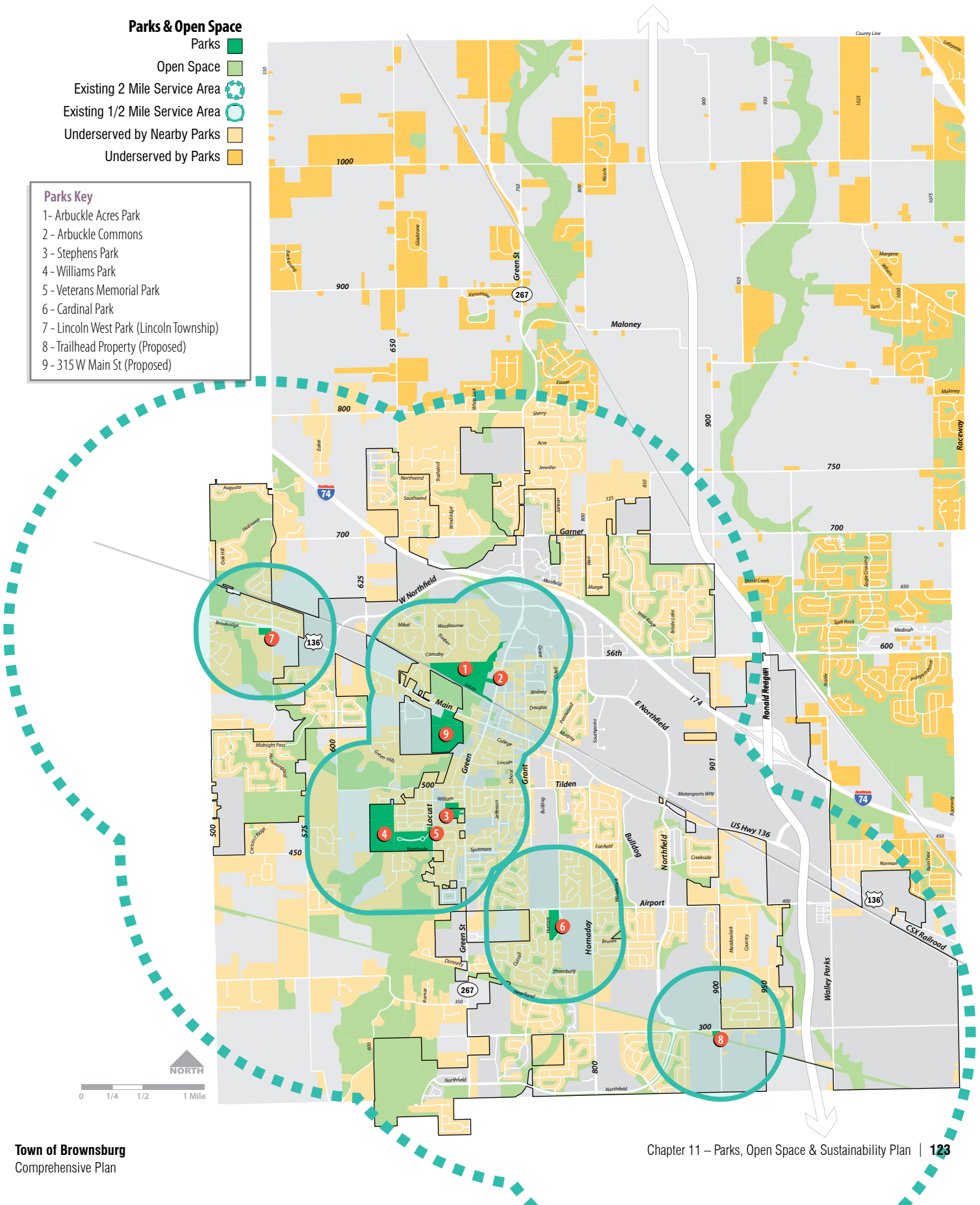
PARKS & OPEN SPACE PLAN

Parks & Open Space

- Parks ■
- Open Space ■
- Existing 2 Mile Service Area ⊙
- Existing 1/2 Mile Service Area ⊖
- Underserved by Nearby Parks ■
- Underserved by Parks ■

Parks Key

- 1 - Arbuckle Acres Park
- 2 - Arbuckle Commons
- 3 - Stephens Park
- 4 - Williams Park
- 5 - Veterans Memorial Park
- 6 - Cardinal Park
- 7 - Lincoln West Park (Lincoln Township)
- 8 - Trailhead Property (Proposed)
- 9 - 315 W Main St (Proposed)



ENVIRONMENTAL FEATURES

Wooded areas, rolling terrain, and streams and creeks characterize much of the undeveloped land in the Town's unincorporated growth areas. Local waterways such as White Lick Creek, the East and West Forks of White Lick Creek, the South Branch of Eagle Creek, related floodplains and wetlands, and other environmental features provide a scenic setting in the Town's environs that could be impacted by future growth and development.

WOODED AREAS

The Town of Brownsburg has been a Tree City USA community since 2015. Tree City USA celebrates the importance the tree canopy and emphasizes care of this vital resource. Several mature wooded areas are located throughout the Town and its planning area on both developed and undeveloped land. In some instances, the wooded areas are owned by public agencies such as the Brownsburg Parks, and many wooded areas are located throughout residential neighborhoods and within rural portions of unincorporated Brown and Lincoln Townships. White Lick Creek and the School Branch of Eagle Creek form continuous wooded corridors within the central and eastern portions of the planning area.

FLOODPLAINS & WETLANDS

The White Lick Creek corridor is the predominant natural feature within Brownsburg and the planning area. There are also several other creeks, tributaries and related wetland areas, and small lakes throughout Brown and Lincoln Townships. In addition to these sensitive natural areas, the Environmental Features figure illustrates FEMA designated floodways and areas within the 100-year floodplain that are to remain free of development.

The Town should continue to preserve, protect, and improve streams, wetlands, lakes, and water bodies within the community and ensure the health of its local waterways. Future developments should protect these environmental features, and wherever feasible, these features should be included in the overall design of the project.

Where wooded areas adjacent to waterways cannot be preserved, vegetated buffers should be established to protect local waterways from unmitigated stormwater run-off and the potentially damaging pollutants and erosion associated with run-off. Trail amenities should also be established within these greenway corridors to serve as an amenity to local residents while protecting local waterways.

SUSTAINABILITY FRAMEWORK PLAN








The Sustainability Framework Plan strives to strengthen the Town as a sustainable community by emphasizing the three "pillars" of sustainability:

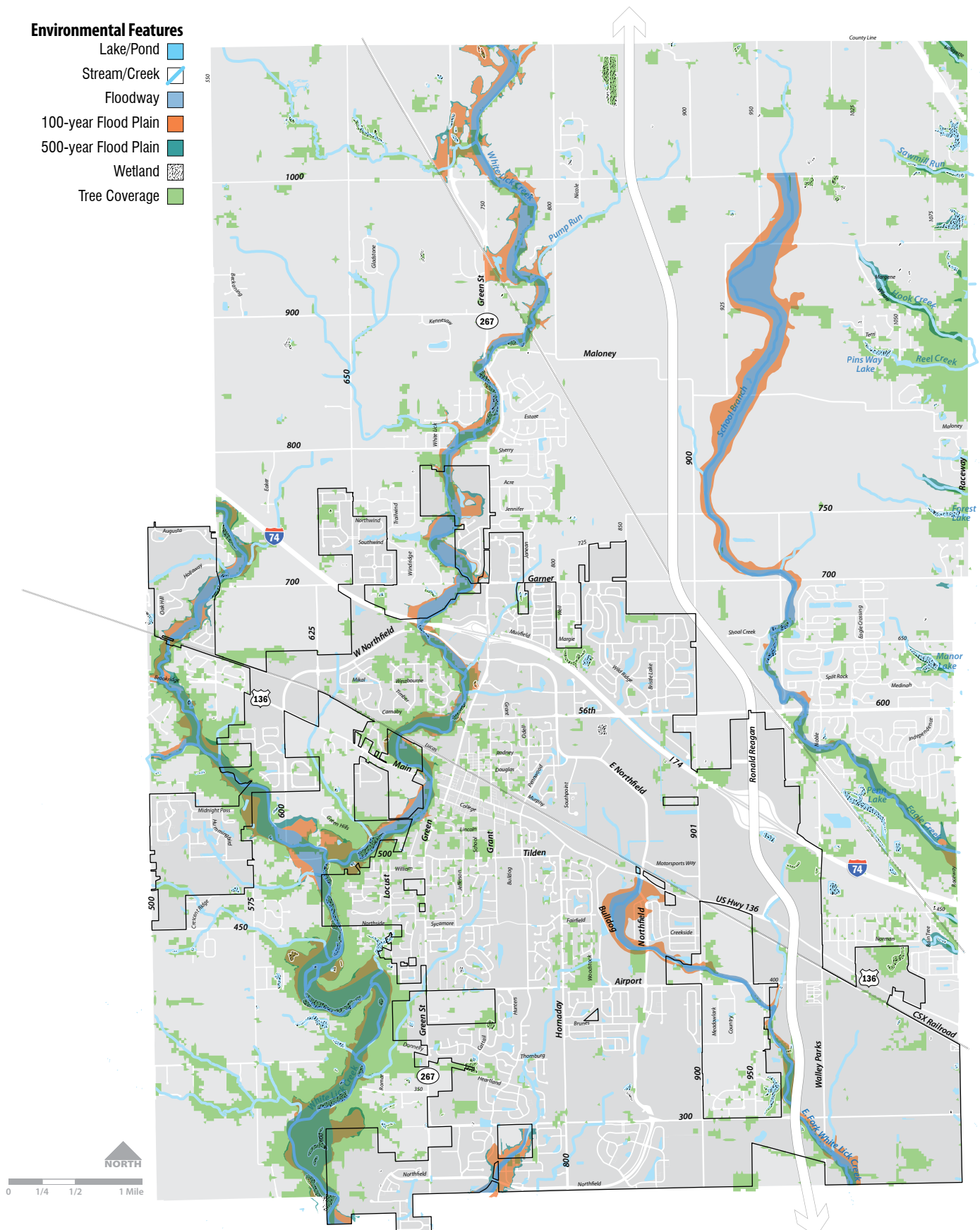
- » Environmental sustainability
- » Economic sustainability
- » Social sustainability

These pillars are not mutually exclusive, but rather mutually reinforcing. As development proposals are brought to the Town for consideration, decision-makers should identify how the proposed project is expected to affect these three pillars. The Town should work with the applicant to ensure that the project is environmentally, socially, and economically sustainable. The Sustainability Plan provides an overall approach for the Town's sustainability efforts and initiatives.

ENVIRONMENTAL FEATURES

Environmental Features

- Lake/Pond 
- Stream/Creek 
- Floodway 
- 100-year Flood Plain 
- 500-year Flood Plain 
- Wetland 
- Tree Coverage 





ENVIRONMENTAL

Protect Environmental Features

The Town of Brownsburg and Brown and Lincoln Townships have several significant environmental features, including creek corridors, related floodplains and wetlands, small lakes, and heavily wooded areas, that add significantly to the character of the community. The Town should work to preserve these areas and to improve them through ongoing maintenance programs. Brownsburg Parks is working towards the development of a Natural Resources Management Plan that will link the Town's urban forestry management plan with the protection of the natural environment. Environmental management integrates with Parks land and conservation easement acquisitions which enable the community to balance development in sensitive areas and retain natural areas. New developments along or within natural areas should also incorporate the environmental features into their design whenever feasible. As new developments occur in the potential growth areas, future developments should be designed to incorporate existing environmental features such as wooded areas and greenways into their site design.

Water Conservation/Reuse

The Town should promote development practices or techniques that lessen the amount of water used and wastewater generated by the community. The Town can take a leadership role in this effort by working with residents, businesses, and public agencies to design and implement programs and policies that reduce initial water use and encourage water reuse.

The Town should also continue to be proactive in addressing local stormwater quality and quantity issues through targeted stormwater infrastructure improvements and the incorporation of low-impact development (LID) and green infrastructure (GI) components into Town projects, such as the construction of new Town facilities. In addition to Town-led projects, the Town should also update its development regulations and controls to encourage the use of LID practices throughout the Town and Brown and Lincoln Townships. This topic is discussed further in smart growth technologies section of this plan.

ENERGY

Support Energy Efficiency

The Town and partner agencies are in the position to lead by example, using public buildings to showcase sustainable development techniques and best practices, including energy and resource saving construction, energy efficient design, and the integration of renewable energy sources. The construction of new community facilities and the renovation and expansion of existing structures provide an opportunity to promote the use of sustainable development practices.

For example, the Town might consider pursuing Leadership in Energy and Environmental Design (LEED) certification from the U.S. Green Building Council (USGBC) for a new project.

The Town should also consider the creation of an environmental policy which deals specifically with energy-efficient building design and construction. Such a policy should outline the need to upgrade the energy efficiency of existing buildings and assure energy efficiency in new construction.



Renewable Energy

The Town should encourage residents and businesses to use renewable energy sources, such as solar, wind, and geothermal energy. To encourage alternative energy use, the Town should work with partner agencies, such as the Brownsburg Community School Corporation, to educate the public regarding the benefits of alternative energy and work with the development community to incorporate renewable energy technologies into future projects. For instance, Brownsburg Parks has replaced old light fixtures with LED luminaries in Town parks, and as part of the commitment to a reduced carbon footprint, the Natural Resources Management Plan should include energy-efficiency standards for the Town. The Town's development regulations could also be revised to accommodate renewable energy technologies and infrastructure.

The following are examples of how the Town could utilize renewable energy for municipal services and equipment.

Hybrid Vehicles

The Town could purchase hybrid and/or electric vehicles to replace the fleet vehicles of various departments. Hybrid and electric vehicles have greater fuel economy and generate fewer air polluting emissions than vehicles powered by conventional gas engines. As the Town's fleet is expanded or existing vehicles need to be replaced, the Town could initiate a pilot program to evaluate the potential cost savings hybrid or electric vehicles offer the Town.

Solar Powered Traffic Control Signs

The Town could upgrade traffic control signs throughout its jurisdiction to solar powered traffic control signs. Solar powered systems are clean, silent and more cost-effective to operate than traditional signals. Solar powered pedestrian and bike crossing signals could also be installed at previously unsignalized intersections and crossings where traditional electricity infrastructure may be absent.

Led Signalized Intersections

The Town could upgrade its traffic signals to use light emitting diode (LED) technology. LED arrays are more energy-efficient and have a longer life than traditional light bulbs. In addition to upgrading local roadways, the Town should work with INDOT to convert all signalized intersections to LED arrays along state routes. The Town should be aware that these lights require snow removal since they do not produce as much heat as traditional bulbs.

Support Public Transportation

The Town of Brownsburg should continue to work with Indianapolis MPO and INDOT to encourage the development of public transit services within the community. Although there are not any public transportation services currently within Brownsburg, the community has expressed an interest in creating transit service in the area, and there will likely be a higher demand for such services as the Town continues to grow. The Indianapolis MPO has identified the intersection of Main Street (US 136) and Green Street in Downtown Brownsburg as a potential area for a regional transit hub.

Additionally, the area surrounding the Ronald Reagan Parkway interchange at I-74 represents an opportunity to incorporate public transportation infrastructure within an area of emerging regional importance. As the downtown, Ronald Reagan Parkway area and other significant districts are developed or redeveloped, mass transit infrastructure, technologies, and facilities, such as bus stops, bus pull-offs, transit signal priority, ridesharing stops, and commuter parking should be considered at the design stage. Future development near transit infrastructure should apply transit-oriented planning principles.

MONITOR & UPDATE DEVELOPMENT PRACTICES

Update Ordinances & Development Controls

Town ordinances and development controls, such as the Unified Development Ordinance, are important tools to promote sustainable development practices in the community. As the Town continues to update codes, ordinances, and other development controls, it should strive to ensure that “green building” and sustainable site design techniques are supported. The Town should continuously monitor its ordinances and development controls to ensure they include and support the most up-to-date development techniques and construction methods. For instance, the Town’s adoption of the Unified Development Ordinance prevents barriers to development, such as:

- » Requiring large lot sizes and setbacks that prevent a compact development pattern.
- » Requiring parking space minimums that exacerbate the footprint of commercial development.
- » Excluding innovative-site stormwater management features, such as raingardens or bioswales (a vegetated, shallow stormwater channel), from a list of acceptable stormwater improvements.
- » Excluding a vertical mix of uses (i.e. a mixed use building) within a defined list of permitted uses.

Use Best Management Practices & Low Impact Development

As development occurs, the Town should encourage developers to use Best Management Practices (BMPs) to preserve the watershed area and reduce runoff and soil erosion. BMPs aim to address two key challenges the Town is facing: 1) erosion and capacity issues related to increasing volumes of stormwater runoff, and 2) water quality issues related to pollutants contained in stormwater runoff. BMPs are a combination of conservation measures and management practices designed to minimize negative impacts on surface and groundwater flow and serve to minimize adverse impacts on neighboring land or water systems. The Town should also “lead by example” and utilize these strategies when renovating, adding to, or constructing new municipal facilities.

In encouraging the use BMPs, the Town should consider a low impact development (LID) approach to stormwater management. Simply put, the goal of LID is to make a developed site (complete with buildings, sidewalks, parking lots, and driveways) function like the natural environment by using low-cost, simple techniques to contain and use stormwater close to where it falls and allow the ground to absorb water and filter pollution as it would before development occurred.

Rather than disposing of stormwater by funneling it off site, LID advances the principle that stormwater is a natural resource that should be used to recharge natural systems at the site level. Allowing the natural processes of infiltration, filtering, storage and evaporation to occur on-site can reduce or eliminate the need for stormwater detention areas and drainage piping while improving overall water quality.

Examples of LID include the use of:

- » Pervious pavers and rain gardens that allow rainwater to infiltrate the ground surface;
- » Native plantings and vegetated buffers that minimize runoff and prevent erosion along waterways; and,
- » Bioswales that convey water to a naturalized channel where it can be partially treated and allowed to infiltrate the ground surface.

Collectively, BMPs and LID policies can help address stormwater management and quality to minimize stress on municipal infrastructure (e.g. treatment facilities or regionalized detention), mitigate damage related to erosion, flooding and water pollution, and maintain healthy natural groundwater resources.

ENCOURAGE LEADERSHIP IN ENERGY & ENVIRONMENTAL DESIGN (LEED)

In addition to encouraging developers to pursue LEED accreditation for their projects at the site level, the Town can also have an influence on the overall design and construction of larger districts and neighborhoods. LEED for Neighborhood Development (LEED-ND) is a USGBC system that integrates principles from traditional planning practices, new urbanism, smart growth, conservation design, green building technology, and other LEED rating systems into the first national standard for neighborhood design.

The following credit categories are included in the LEED-ND rating system:

- » Smart Location and Linkage encourages communities to consider location, transportation alternatives, and preservation of sensitive lands while also discouraging sprawl.
- » Neighborhood Pattern and Design emphasizes vibrant, equitable communities that are healthy, walkable, and mixed-use.
- » Green Infrastructure and Buildings promotes the design and construction of buildings and infrastructure that reduce energy and water use, while promoting more sustainable use of materials, reuse of existing and historic structures, and other sustainable best practices.
- » Innovation and Design Process recognizes exemplary and innovative performance reaching beyond the existing credits in the rating system, as well as the value of including an accredited professional on the design team.
- » Regional Priority Credit encourages projects to focus on earning credits of significance to the project's local environment.

(Source: U.S. Green Building Council)

Support Recycling

The Town should work to increase recycling opportunities for residents and businesses to lessen the amount of recyclable materials that go to landfills. The Town of Brownsburg hosts two One Stop Drop Offs, free recycling events, a year that are open to residents and businesses, providing residents and businesses with an opportunity to drop off appliances, electronics, and other hard to recycle items at the town's fleet maintenance facility. Curbside recycling is provided throughout the Town via private contractors. The Town should continue to explore opportunities to partner with recycling service providers to expand recycling participation throughout the community. The Town should also work with the school system to ensure that the benefits of recycling are taught to students.

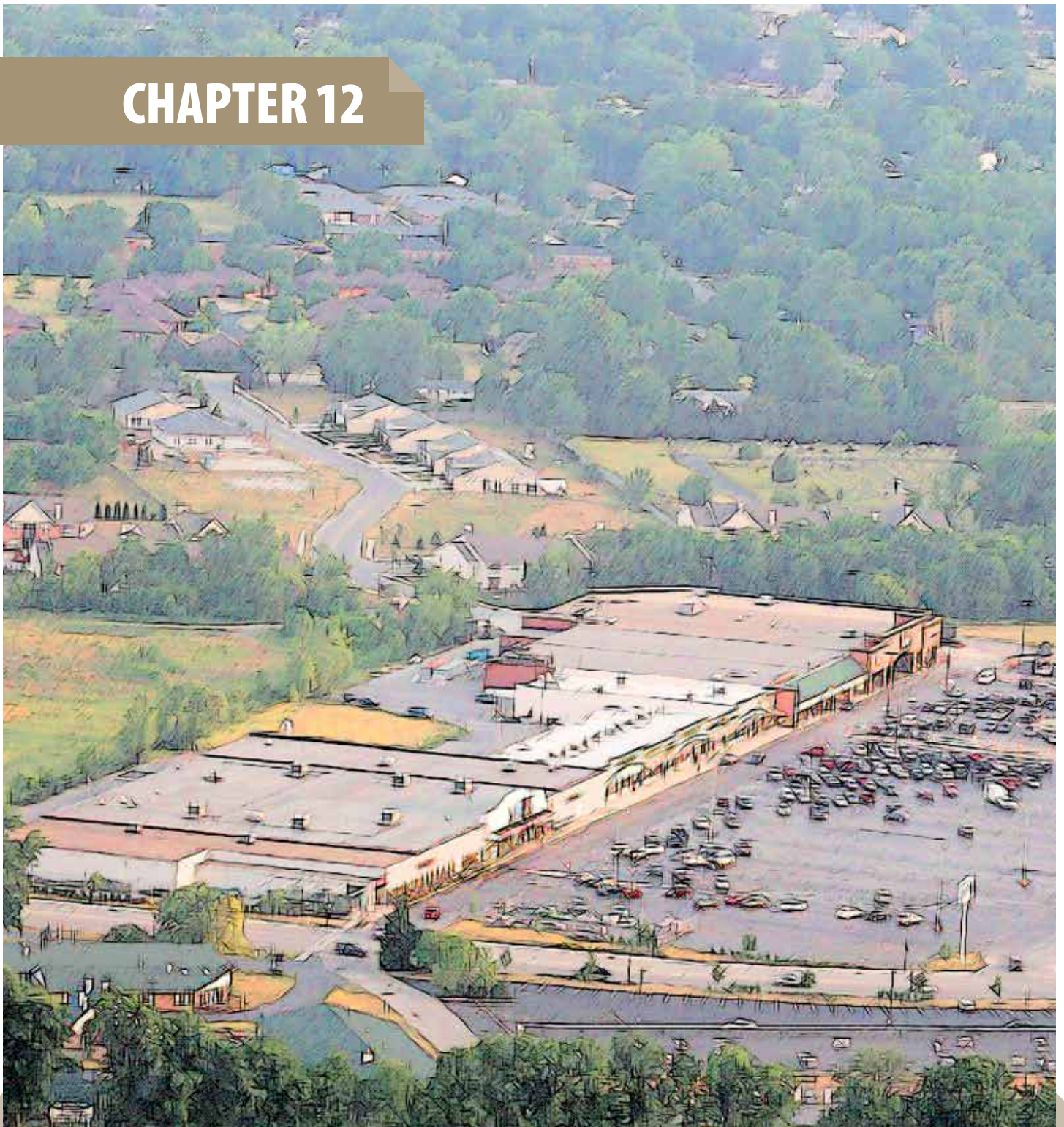


The Town should promote the economic benefits of recycling to the business community who can reduce their overall use of materials while increasing their reliance on recycled materials. Commercial, office, and industrial buildings could also be encouraged to provide an easily accessible area that serves the entire building and is dedicated to the collection and storage of non-hazardous materials for recycling.

Educate

The Town should take a leadership role in coordinating educational opportunities for the public, as well as elected and appointed officials about the importance of sustainability. In addition to working with partner organizations, such as the Brownsburg Community School Corporation, the Town has numerous tools at its disposal with which to educate the community. For example, the Town's website could be used to highlight sustainable practices (e.g. how to build a rain garden) and community-led efforts to improve the environment. The Town could also host educational sessions such as training seminars or workshops and provide educational materials. Keeping the public and officials current on the latest techniques used to create sustainability communities will assist the Town in future decision making.

CHAPTER 12



IMAGE, IDENTITY & COMMUNITY CHARACTER PLAN



IMAGE, IDENTITY & COMMUNITY CHARACTER PLAN



The Image, Identity, and Community Character Plan recognizes that the identity, appearance, and character of the Town of Brownsburg has far-reaching implications for the way in which the community is perceived by potential residents, businesses, patrons, and developers. Brownsburg can, through the implementation of a comprehensive Image, Identity, and Community Character Plan, create a unique brand for the Town which will help it attract new investment, tourism, employers, and residents.

While elements such as a logo and a town slogan can be important components of the Town's identity, physical elements such as streetscaping, pedestrian amenities, and overall appearance and attractiveness can speak louder than a symbolic brand or logo. This section serves as a foundation for the continued development of Brownsburg's unique identity through physical improvements as well as conventional branding efforts. This section provides steps that can be taken to craft an image for Brownsburg that sets it apart in the region and lays a foundation for healthy growth and a high quality of life for residents.

COMMUNITY CHARACTER & IMAGE

Brownsburg ranked among Money Magazine's 100 Best Places to Live twice in the past 10 years. Despite its positive attributes, including quality housing and neighborhoods, desirable schools, and proximity to Indianapolis, some feel that there is a lack of community identity and that, in general, there is no unifying community image or consensus for "who Brownsburg is." Others feel that Brownsburg is losing a small-town feel that it once had. This section of the Plan aims to assist the Town in fostering that unique sense of character and identity and to better define what makes Brownsburg, "Brownsburg".

The Image, Identity and Community Character Plan is organized under the following categories: (1) streetscaping, (2) establishing an image and identity, (3) gateways and wayfinding, and (4) image and appearance.

STREETSCAPING

An attractive streetscape can have a tremendous impact on the overall character, image, and identity of a community, and how the Town is viewed by visitors. The Town of Brownsburg should develop and implement a detailed streetscape plan that delineates such elements as street and sidewalk dimensions, uniformly-designed and adequately deployed street furniture, trash receptacles, lamp posts, railings, and street trees in sufficient bulk and quantity to provide shade on hot summer days.

The type and intensity of streetscape improvements will vary considerably from one portion of the community to the next, with the most frequented areas, such as the downtown, receiving the most streetscape attention. Greenfield development sites, such as the area surrounding the I-74 interchange at Ronald Reagan or portions of the Northfield Drive corridor, represent unique opportunities to integrate streetscaping elements into initial construction and establish a cohesive design that is not possible in previously developed areas where piecemeal streetscape implementation is required.



Downtown Streetscape

In addition to the community’s appearance, some feel that Brownsburg lacks a defining character or identifiable community focal point. The Downtown Subarea Plan, which is included in Section 13: Key Focus Area Plans, can help address this concern. As the historic core of Brownsburg, it is important that the downtown serve as unique community focal point and district with an identifiable character that can help shape positive perceptions of the Town as a whole.

The Downtown streetscape should be focused on a pedestrian scale, while also creating an attractive atmosphere for passing automobiles. Streetscape elements such as benches, bicycle racks, trash receptacles, planters, wayfinding, and more should be placed and well-maintained throughout the downtown to serve as amenities to pedestrians visiting the district. These elements should also be designed to complement one another and create a consistent aesthetic within the downtown.

Sense of Enclosure

Downtown Brownsburg has a small section of zero-lot-line, mixed use buildings that form a streetwall along the northeast corner of the intersection of Main and Green Streets. When buildings form a streetwall along both sides of a street, a sense of enclosure is created that makes a downtown area more inviting to pedestrians and yields a more friendly and intimate downtown experience. In portions of Downtown Brownsburg, however, a streetwall only exists along one side of the street and a new building on the opposite side of the street does not mirror a similar street wall.

While redevelopment of some areas of the downtown is desirable and could occur over the long term, in the interim, streetscaping elements including street trees could be used to “fill in” the other sides of the Main and Green Street corridors. Trees can be planted in a manner that mimics a street wall and provides a sense of enclosure otherwise absent in the downtown.

Pedestrian Traffic

Sidewalks within a downtown should foster a sense of safety and protection from passing traffic and allow visitors to walk comfortably side-by-side. Streetscaping elements such as planters can be used to buffer pedestrians from adjacent travel lanes but should not obstruct pedestrian flow. While not always possible, lane narrowing and sidewalk widening in a downtown area can slow traffic, increase safety, and encourage people to walk.

On-street parking offers a substantial buffer to traffic, in addition to the functional benefits it provides to downtown patrons and business owners. Where possible, on-street parking should be preserved. Continued maintenance of crosswalks, including the re-stripping of worn down or erased markers, can yield significant returns for pedestrian safety.

These simple enhancements serve as a reminder to automobiles that pedestrians are present and/or might be attempting to cross. In addition to enhancing pedestrian safety, crosswalk treatments such as lighted bollards or paving materials that contrast with the roadway, can also provide a visual element that adds to the character of the downtown as a unique district.



Street Lighting

Pedestrian scaled lighting should be installed to illuminate downtown sidewalks and public areas. Lampposts can serve a dual function of lighting both the roadway as well as pedestrian ways, but pedestrian lamps should be located at 10 to 12 feet in height. Streetlights should also be attractive in style and design to serve both a functional and aesthetic purpose. Ornamental, pedestrian scaled lighting complements streetscapes, and combination light standards (pedestrian and vehicular) may be the solution to best address street lighting along the Town's key commercial corridors. Banners that announce events or the change of seasons can be incorporated into lampposts. Street light canopies, or strings of lights across streets, are a decorative and impactful way to create a sense of enclosure on a busy street at night.

Ronald Reagan Parkway Interchange Area Streetscape

The area surrounding the Ronald Reagan Parkway represents an opportunity to implement a comprehensive streetscape treatment that welcomes visitors and residents as they enter the community. To the extent possible, major commercial developments should incorporate on-site streetscape elements that complement the overall character of the community. Commercial development sites should also create a welcoming pedestrian environment. As development within this area may include housing and a residential population, it is especially important that streets be designed to accommodate automobile, bicycle, and pedestrian traffic.

As a predominantly commercial area with a regional focus, the Ronald Reagan Parkway area may not require the same level of streetscape intensity as the other areas such as the downtown. For example, benches or trash receptacles might be less frequently spaced and pedestrian wayfinding may not be necessary due to commercial signage associated with development. However, the pedestrian environment should be well-designed, comfortable, and safe, with adequate lighting, shade trees, pavement treatments, crosswalks, plazas, and other pedestrian-scaled elements.

Corridor Streetscape

It is important that key corridors leading into and through the Town be improved with streetscaping to better reflect the desired image and character of the Town. For many traveling through the community, these corridors may be a person's only impression of the Town. Enhancements should include "complete streets" elements, such as sidewalks or multi-use trails, transit facilities, vehicular and pedestrian scaled lighting, street trees, wayfinding signage, landscaped medians, and attractive and welcoming building façade, wherever feasible.

Although streetscapes along major corridors require a scale that is different from areas in pedestrian areas such as downtown, similar designs and themed components should be utilized wherever possible. This consistency in design is important and will help achieve a more unified character and identity across all areas of the Town. Working cooperatively with INDOT is essential when considering streetscaping enhancements along INDOT roadways.

Undertake Intersection Improvements

The Town should identify key intersections in the community for streetscaping improvements. Many of these enhancements will require working with INDOT, utility companies, or current property owners and businesses. Potential improvements include additional landscaping, the burying of overhead utilities, repositioning/screening utility boxes, creating easily identifiable pedestrian crossings and holding areas, and installing bollard lighting to identify pedestrian areas and crossings. In addition to being safer for pedestrians, capturing these locations as visual enhancement opportunities can significantly improve the image of a community to passing motorists. Prominent intersections register more easily with motorists as they drive through an area, serving as a visual “landmark.”

Bury/Screen Utilities

The Town should work with utility companies to bury overhead utility lines. Overhead utility lines are common along many of the Town’s corridors, and burying overhead utilities is highly impactful to appearance and greatly improves the aesthetic of the Town. Although burying overhead utilities is an expensive undertaking, the Town should continue to coordinate with utility companies to include the burying of utilities into planned street or sewer work, right-of-way improvements, or other public or private construction projects. For instance, planned capital improvements to the right-of-way along Green Street allowed for the coincident removal, relocation, or undergrounding of overhead utilities along this important route. The Town should also require developers and utility companies to screen utility boxes from the street either through landscaping, fencing, or more strategic locations at the time of site development. The Town requires utilities to be buried as standard for new subdivision and should also consider requiring it as redevelopment or new development occurs.

ESTABLISHING AN IDENTITY AND BRAND

Establishing an identity and brand for a community can be challenging. While residents are proud to call Brownsburg their home, the Town’s brand or identity could be improved upon beyond its borders. Branding and signage are powerful tools in helping establish a stronger identity within the region. A branding strategy should draw on the history and character of the area and pull visual elements from the Town’s well-known institutions such as the Town Hall or Lucas Oil Raceway. The brand is integrated into gateways and wayfinding and should announce to visitors and residents alike what makes Brownsburg great.

THE BROWNSBURG “BRAND”

The Town has an updated logo and website, but more can be done to the physical environment to create a cohesive experience for residents and visitors. At a minimum, the image and identity strategy must include incorporation of the Town’s logo into banners, ads, events, signage, advertising, and other marketing efforts. Though there is no one project, item, or action that will singly establish an identity or brand for the Town. Instead, it will require the combination of the elements discussed in this section to create an identity that is uniquely Brownsburg. After these elements are put into place, an updated marketing campaign should be undertaken to help improve business attraction and retention, attract new residents and families to the area, and enhance the overall presence of the Town within the region.

Motorsports

The motorsports industry, as both a tourism draw and growing employment generator, has been recognized by Town staff, officials, and residents as a compelling anchor for Brownsburg’s shifting identity. The Town can use a number of strategies for crafting and bolstering this ‘motorsports’ identity. In addition to proximity to nearby Indianapolis and the presence of Lucas Oil Raceway, phrases often used by community members to describe Brownsburg like “small town character” and “friendly people” represent complementary themes. The Eaglepoint Business Park, which is a significant logistics hub and employer, is another potential component of a branding strategy.

As with streetscaping, the Ronald Reagan Parkway site offers a unique opportunity to integrate physical development character with a complementary comprehensive branding campaign. The new overpass signage along Ronald Reagan Parkway contributes greatly to this objective. Moving forward, the Town should continue to communicate with residents and businesses as the issue of branding development is further reviewed, revised, and kept current.



RESPECTING THE PAST

While the primary focus of the Comprehensive Plan is to look toward the future, the community has stressed the importance of remembering Brownsburg's past. The Town's should identify strategies for maintaining its ties to agriculture and preserving historic structures and elements that contribute positively to the Town's image and identity.

Agricultural Preservation

While the agricultural areas surrounding Brownsburg represent the Town's future growth areas, they also symbolize part of the Town's past. Like much of the State and Midwest, the Town of Brownsburg and its environs have a long agricultural history. Although agricultural preservation, which is a community priority, may appear to be a competing objective to that of growth and development, many communities throughout the country have successfully balanced these issues. As Brownsburg continues to experience growth pressure, there will come a time where farm implements can no longer safely travel on busy streets, and conflicts often will arise between farms and adjacent residential areas.

The recommendations of this Plan strive to prevent the premature conversion of agricultural land and open space and promote its continued agricultural use until farming is no longer feasible or desirable by the landowners. When this occurs the Land Use Plan presented in this section identifies the best use for these parcels. The Land Use and Development Plan includes a

growth strategy designed to limit the premature conversion of farmland, but additional steps can be taken to underscore the connection to Brownsburg's agricultural past.

Farmstead Preservation

The Town should encourage developers to preserve existing structures that reflect the rural history and heritage of Brownsburg when planning and designing new residential subdivisions. The Town should identify initiatives, such as incentives or development bonuses, which encourage the preservation of farmsteads, barns, homes, and sites of unique character or historical significance.

Historic Downtown Brownsburg

Anchored by the Town Hall and a node of commercial businesses, Downtown is considered by many to be an area of special importance and the symbolic heart of the community. The Downtown should attract the types of commercial development desired by the community who seek a traditional pedestrian oriented downtown area. New larger-scale, mixed-use residential development along the Green Street corridor provides a residential base to support a walkable retail environment.

The cluster of mixed-use buildings fronting the northeast corner of Main and Green Streets, as well as the former library building at Main and Adams Streets, reflect the past and enduring character of downtown.

The Town should make efforts to preserve these unique and desirable features, and require compatible infill to the greatest extent possible, in terms of both scale and appearance. Given the downtown's character, importance to the Town's history, and its role in portraying a favorable identity and image for Brownsburg, a detailed Downtown Key Focus Area Plan has been created and can be found in Section 13: Key Focus Areas.

Historic Register

The Town should undertake an inventory of historic structures and sites within the community. Working with property owners, those of significance should be considered for addition to the State or National Register of Historic Places. Within the downtown, potential candidates include the former Brownsburg Public Library building which is an original Carnegie library, the Brownsburg Methodist Episcopal Church, and the Doctor John Smith House at 111 E Main Street, all of which are listed as outstanding structures in the Indiana State Historic Architectural and Archaeological Research Database's Indiana Historic Sites and Structures Inventory..

The only Brownsburg-area structure currently on the state or national register is the Walker School building. Also known as Lincoln Township School #1, this one-room school house, located on the southwest corner of CR 600 N and CR 1000 E, was built in 1895. The building is an example of late nineteenth century rural school house architecture in the Romanesque Revival style.



GATEWAYS & WAYFINDING

Gateway features announce entry into the community and instantly communicate a sense of character and identity. These are strategically located throughout the community along key corridors and at intersections in locations that function as entry points into the Town. Gateway features should include high-quality and attractive signage, landscaping, and decorative lighting. It is important that gateways be of reasonable cost for both construction and ongoing maintenance. Common design elements or “themes” (e.g. Town logo, building materials, landscaping and hardscaping) should be consistently utilized as part of gateway features throughout the community to provide a sense of identity that is easily recognizable as “Brownsburg” and creates a connection to the larger community.

Wayfinding signage should be continually updated and maintained to effectively and attractively direct motorists, cyclists, and pedestrians to nearby points of interest throughout the community, though the size and scale of the signage will vary depending on the scale of the environment and speed of travel, with smaller pedestrian-oriented signage downtown and larger auto-oriented signage in larger corridor areas.

INSTALLING NEW TOWN GATEWAYS

The Town should work with property owners to acquire necessary easements and install new Town gateway signs in the areas recommended on the Image, Identity and Community Character Plan figure. Gateways should be placed and oriented to be easily visible for both motorists and pedestrians.

Durable, high-quality materials are important to ensure an attractive appearance over time. In addition to installing new gateways, the Town should also improve existing gateways to reflect the design and character of the new gateway design motif.

The plan identifies general areas where gateway signage would be desirable based on several factors including proximity to community assets and retail districts, adjacency to major roadways, and more. Additional discussion pertaining to specific gateway sign location can also be found in Section 13: Key Focus Areas Plans.

WAYFINDING SIGNAGE

In addition to gateway features that “announce” arrival into the Town and Downtown, wayfinding signage should also be installed to guide motorists and pedestrians to key destinations such as parks, event areas, the Town Hall, and other municipal facilities. These signs will help improve wayfinding and add to the community’s “sense of place”. Wayfinding signage is an essential component of an effective streetscape program and, if incorporated effectively, will significantly reinforce “community branding”.

BUSINESS LOOP

With the completion of the Ronald Reagan Parkway interchange, Brownsburg now has two prominent interchanges along I-74. This is an opportunity to establish a business loop (or commercial loop) that guides traffic from one interchange to the other via Main and Green Streets. While physical improvements to INDOT-controlled Main Street will be needed to fully implement the commercial loop concept, wayfinding signage is a significant component of this strategy.








Wayfinding signage should be installed at both interchanges indicating the presence of the commercial loop. Signage along the commercial loop route and at the intersection Main and Green Streets would also be needed. In addition to directional signage, wayfinding signage could include indicators for key businesses or shopping centers and community assets along the route.

STREET SIGNAGE

Place names are an important component of establishing a sense of place and community identity and the most common type of place name can be found on the street signs of local roadways. As the Town has expanded into previously unincorporated and less densely occupied portions of Brown and Lincoln Townships, the County road naming system has remained intact. While local roads often have local names, it is common for major roadways to be known only by their numeric address range (e.g. County Road 700 N).

The Town should initiate a roadway name dedication effort to rename county roads in honor of local figures, prominent geographic features, nearby communities, or other place-specific features that foster a sense of place. To assist with navigation for those unfamiliar with the local roads, and maintain references to local address ranges, the county road numbering system should remain in a less prominent position on the sign.

IMAGE & IDENTITY PLAN

- Image & Identity**
- Primary Gateway Signage 
 - Secondary Gateway Signage 
 - Downtown Entry Signage 
 - Mixed-use Core 
 - Business Loop 
 - Intersection Beautification 
 - Streetscaping Improvements 

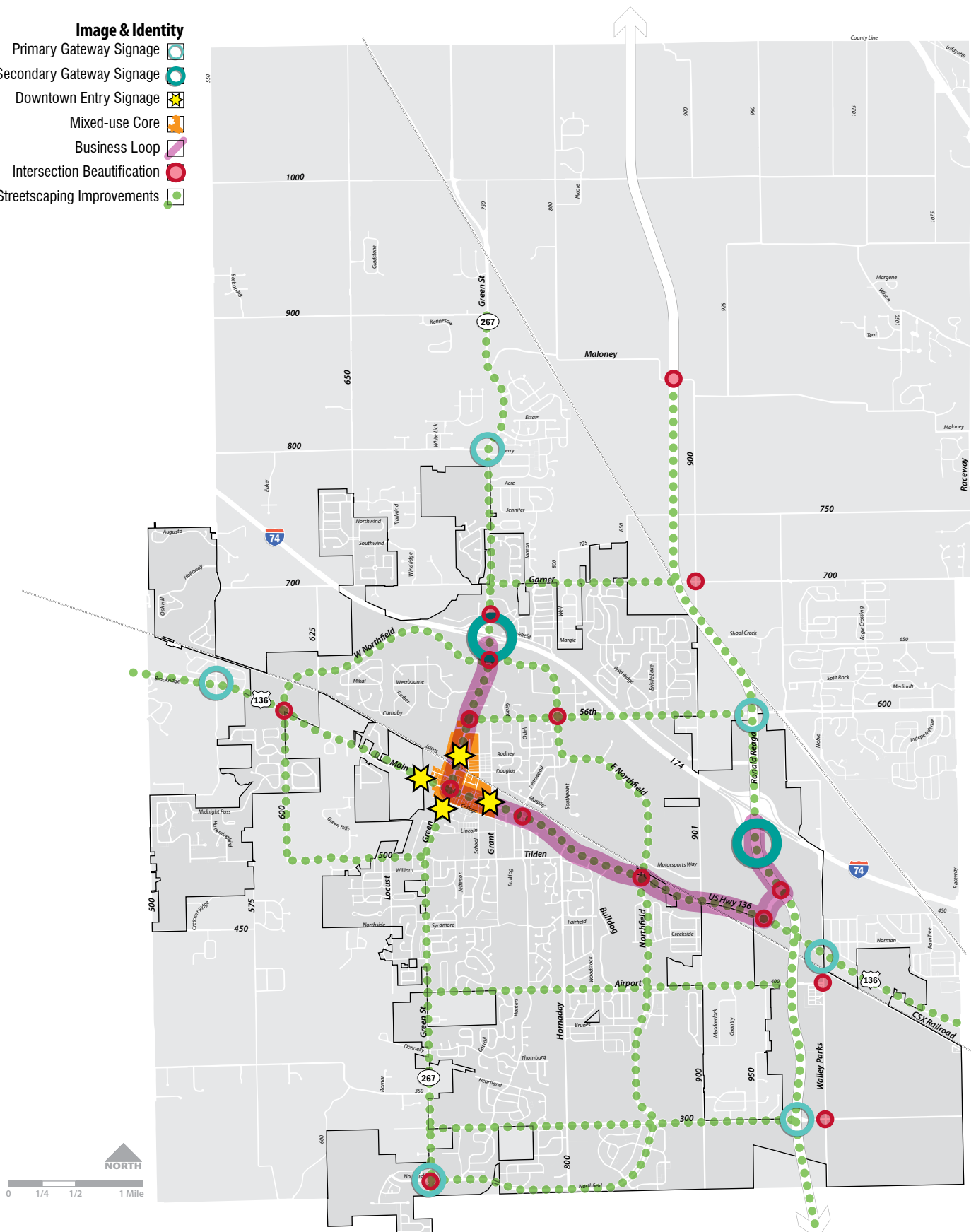


IMAGE & APPEARANCE

The physical appearance of development has a significant impact on the outer image of a community within the larger region. The use of various design guidelines and standards, as implemented through redevelopment requirements and community-wide incentive programs, will be an effective means of improving the physical appearance and related image of the Town.

ARCHITECTURAL STANDARDS

The Town should continue to utilize architectural standards that reflect the community's preferred elements and design features. The standards are not intended to dictate building design, but rather assist the Town in encouraging and guiding high-quality design and construction for all new developments. The Town's current architecture standards are incorporated within the Unified Development Ordinance and deal with a range of topics such as façade building materials, roof pitch, garages, entryways, and architectural variation in multi-family or subdivision developments.

In addition to these Town-wide standards, the use of additional requirements in targeted areas could help establish a unique sense of character and identity within special districts such as the downtown or Ronald Reagan Parkway corridor. For example, specific architectural elements could be required or prohibited, or specific plant varieties required in landscaping, helping to establish a common theme and sense of unification.

IMPROVE THE APPEARANCE OF STRUCTURES & PROPERTIES

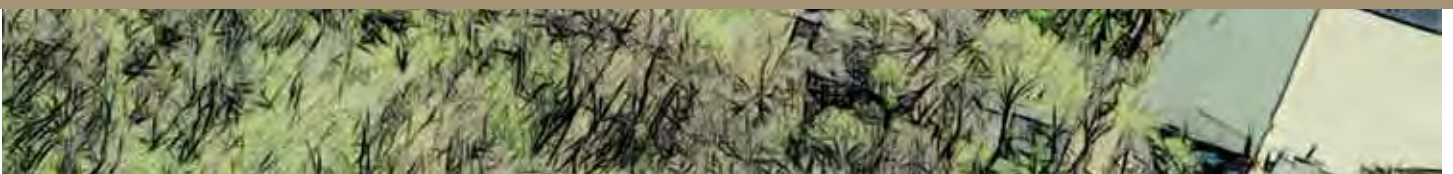
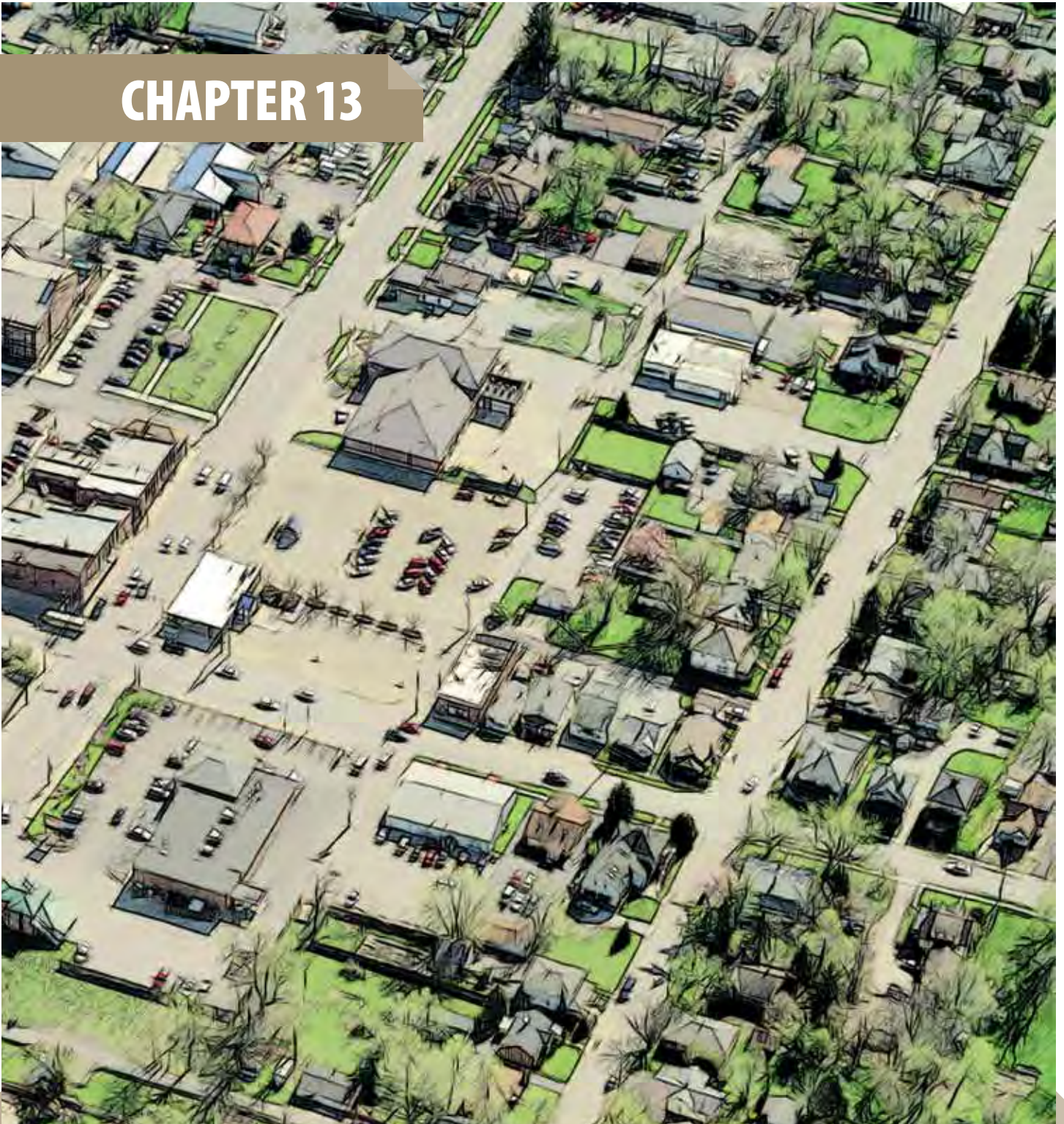
The Town should work with property owners along primary corridors to improve the appearance of buildings and properties. The overall image and appearance of the community will be elevated by combining public sector improvements within the public right-of-way, with private sector improvements for properties fronting these corridors. For many commercial and industrial businesses in the community, opportunities exist for additional parking lot landscaping, site landscaping, on-site pedestrian amenities, signage, and dumpster/loading area screening. In addition to assisting existing businesses, as new developments are presented to the Town for review, staff should work with petitioners to ensure that projects include high-quality construction materials and appropriate and attractive landscaping.

FAÇADE IMPROVEMENT PROGRAM

Improving the appearance of existing buildings significantly improves the overall appearance and character of the Town. The Town should continue to support Façade Improvement Grants, which assists property owners with building and site improvements. The program is funded through Tax Increment Financing (TIF) district funds, and the Town contributes up to half of the cost, up to a defined limit, for exterior improvements to commercial buildings within or connected to a TIF District. Many existing businesses along the Town's key corridors, such as along Main Street, have successfully used the program to renovate and create a better overall appearance. Section 15: Implementation discusses other programs and strategies in greater detail.

CHAPTER 13

KEY FOCUS AREAS



KEY FOCUS AREAS



This section presents recommendations regarding land use, development, and improvements for Key Focus Areas within Brownsburg and its growth areas. The Key Focus Area Plans build upon the generalized recommendations established in the Land Use and Development Plan and provide more detailed and site-specific recommendations for these unique and important parts of the Town.

IDENTIFICATION OF KEY FOCUS AREAS

Many factors informed the selection of the Key Focus Areas. They are economic generators for Brownsburg and include intensely developed portions of the community, and undeveloped tracts of land now accessible via the Ronald Reagan Parkway. They include important transportation connections that link Brownsburg to the surrounding region. These areas are highly visible to passing motorists which means they contribute greatly to the perception of Brownsburg by residents as well as visitors. Finally, each area has issues which, if addressed, could significantly improve their function and aesthetics or prevent development that conflicts with community standards.

ORGANIZATION OF KEY FOCUS AREA PLANS

Each of the Key Focus Areas is discussed in detail on the following pages including:

- » Identification of planning influences and existing conditions;
- » Concepts and recommendations for improvement and redevelopment;
- » Identification of catalyst redevelopment sites; and
- » Land use recommendations.

CATALYST SITES

EVALUATION CRITERIA

Catalyst sites are those parcels where development or redevelopment would have a multiplying impact on the surrounding area, for instance, generating public benefits, economic growth, and aesthetic improvements. In the identification of catalyst sites, certain criteria are considered.

Catalyst sites are determined based on the sites exhibiting any of the following characteristics:

- » Under-utilized buildings or land
- » Vacant buildings or land
- » Structural soundness of buildings
- » Size of property
- » Ownership (e.g., unified private ownership or Town-owned)
- » Visibility and access
- » Current zoning and adjacent zoning
- » Surrounding land uses

KEY FOCUS AREAS

The Key Focus Areas in Brownsburg are as follows:

North Green Street Corridor

This area comprises the commercial areas located along Green Street between Stonybrook Drive and Arbor Springs Drive. North Green Street contains the only existing regional commercial district within the Town and represents a significant gateway into the community from I-74.

Downtown Brownsburg

Downtown generally comprises commercial, residential, office, and civic uses and is the symbolic heart of Brownsburg. The community desire to revitalize the downtown emphasizes traditional pedestrian-oriented, mixed-use development.

East Main Street Corridor

Main Street contains one of the Town's earliest commercial districts and is firmly established as an auto-oriented corridor, however walkable, mixed-use development in the Downtown area has the potential to impact how the corridor is used by community members. Main Street, also known as US 136, serves as the Town's primary east-west corridor and contains a mix of neighborhood and community-wide serving retailers and service providers.

Ronald Reagan Parkway Corridor

The Ronald Reagan Parkway Corridor exceeds 4,300 acres and is divided into three individual sections for clarity of interpretation. The parkway provides access to an undeveloped part of the community and opportunities for new residential, commercial and employment-related uses.

North Section

The North Section of the Ronald Reagan Parkway Corridor includes planned extension areas for the parkway from its current terminus at E CR 600 N. The largely undeveloped area has the potential for future development spurred by new infrastructure investments. The corridor area extends from E CR 600 N to Maloney Road. N CR 800 E forms the western boundary, and N CR 900 E forms the eastern boundary of the section. South of E CR 750 N, the boundary of the section extends east to N CR 1000 E.

I-74 Interchange Section

The I-74 Interchange Section of the Ronald Reagan Parkway Corridor is a key focal point for Brownsburg with high visibility and proximity to the interchange. The corridor area extends from E CR 400 N to E CR 600 N in the north. N CR 900 E forms the western boundary and N CR 1000 E forms the eastern boundary of the section. North of the I-74 interchange the boundary extends west to include parcels accessed by Pitt Road.

Raceway Section

The Raceway Section of the corridor includes the Lucas Oil Raceway and accessible land with opportunities for compatible development. It is bordered by the B&O Trail corridor to the south and E CR 400 N in the north. The corridor area extends farther north to include parcels accessed along US 136. The boundary roughly aligns with 950 East to the west and extends one-half mile to the east of N CR 1000 E.

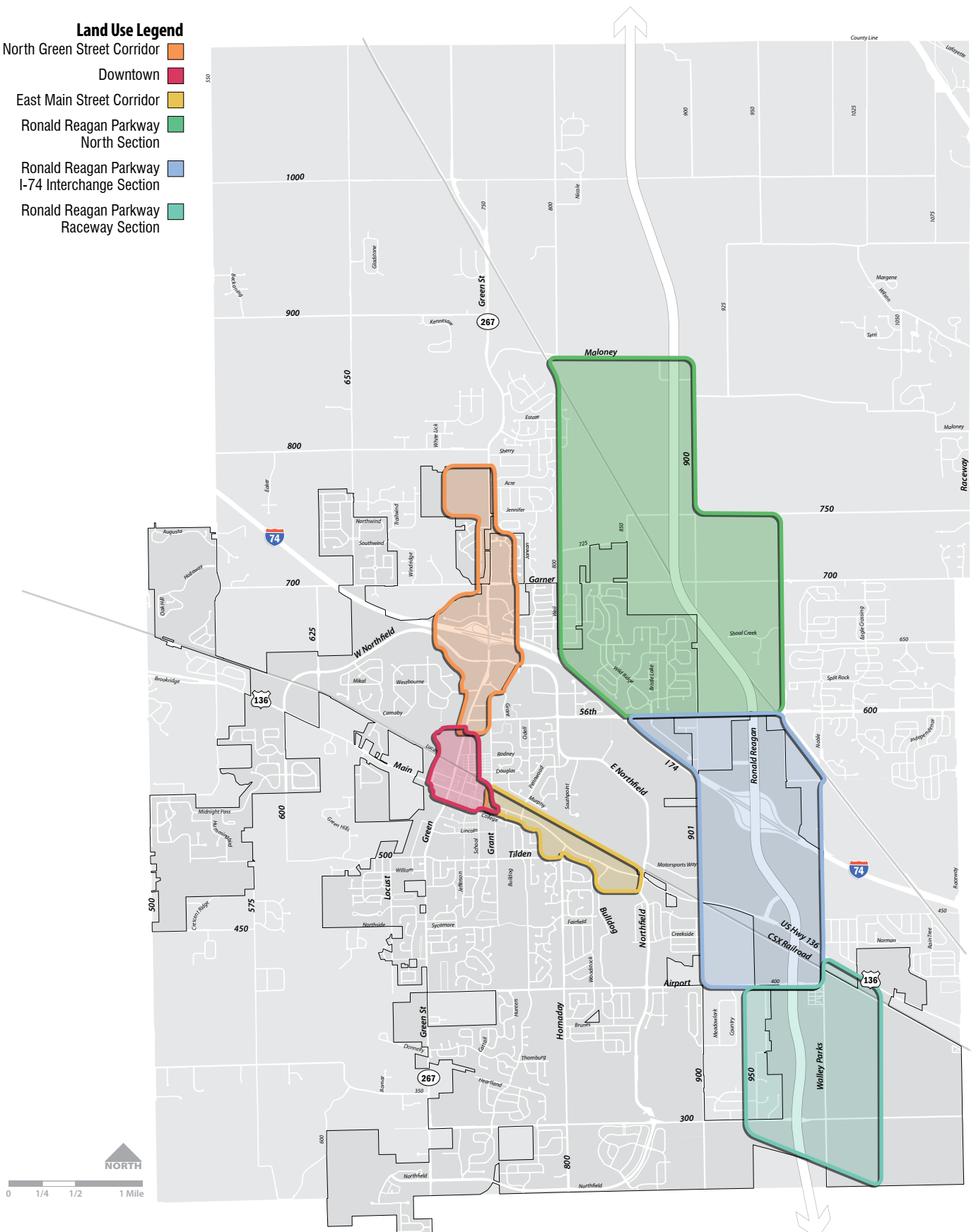
ECONOMIC DEVELOPMENT STRATEGIC PLAN

The Brownsburg Economic Development Strategic Plan contains additional detailed corridor studies including sketches, concepts, and market recommendations for strategic development or redevelopment specifically for the East Main Street and Ronald Reagan Parkway corridors. This economic development plan also identifies and illustrates how the Town's key market sectors can integrate into these areas.

KEY FOCUS AREAS

Land Use Legend

- North Green Street Corridor
- Downtown
- East Main Street Corridor
- Ronald Reagan Parkway North Section
- Ronald Reagan Parkway I-74 Interchange Section
- Ronald Reagan Parkway Raceway Section



NORTH GREEN STREET CORRIDOR

Green Street is the key north-south route through central Brownsburg, and the corridor's I-74 interchange serves as a primary gateway to the community. The Green Street corridor is a densely developed commercial corridor that has capitalized on its strategic location adjacent I-74, catering to both the day-to-day needs of Brownsburg residents and the commercial demands of the larger region. While the corridor is a busy commercial district, strategic improvements could enhance the function and appearance of existing development and better guide future development.

Opportunities exist throughout the corridor for future development including underutilized sites and parking areas and incompatible/outmoded land uses that should be transitioned to commercial development. Some existing centers can be improved or redeveloped to better leverage the area's potential for regional commercial development, provide a more attractive "front door" to the Brownsburg community, and most importantly, ensure long term health and vitality of this commercial district.

KEY FOCUS AREA PLAN FOR THE NORTH GREEN STREET CORRIDOR

Development Concepts & Recommendations

1. Extend or establish local streets or cross access drives where appropriate to break up the large super-block development pattern to improve circulation along the corridor for both vehicles and pedestrians, and to minimize traffic congestion along Green Street.
2. Provide internal cross access wherever possible between commercial properties, connecting independent and isolated commercial uses with one another. Depending on the existing development pattern of the subject properties, cross access could occur either in the front of or at the rear of the buildings but should be focused on directly connecting adjacent parking areas which would permit customers to travel between businesses on a parallel network and eliminate unnecessary trips onto Green Street.
3. Minimize curb cuts along Green Street and promote shared driveways between business to the extent possible, to further assist with mobility and traffic flow and safety throughout the North Green Street Corridor.
4. Parking lot screening and interior landscaping should be provided around and within all surface parking lots in the corridor to improve their appearance to provide summer shade to minimize the heat island affect associated with large areas of concrete and asphalt.
5. Buffer nearby residential areas from the impacts of commercial development, such as noise, light and traffic, through berming, fencing, landscaping, and screening.
6. Preserve and incorporate environmental features in new development as site amenities, including stormwater ponds, wetlands, wooded areas, and waterways.
7. Encourage outlot development, infill, and redevelopment along the North Green Street Corridor to provide a pedestrian-friendly environment, activate underutilized parking lot areas of existing retail centers, and improve the quality of built form along the corridor.
8. Keep gateway features along the public right-of-way well-maintained, well-lit, and prominently located for those visiting the Town and shopping in the area, adding additional gateway features along the corridor, such as near Interstate off-ramps.



NORTH GREEN STREET

Concepts & Recommendations



Properties should be permitted to remain residential, with the opportunity to convert to office or commercial land uses, consolidating curb cuts and using new cross access as adjacent properties convert to commercial uses.

The screening and buffering at the rear of this site is excellent and should serve as the standard to address other land use conflicts throughout the Town.

Consider eliminating this access point for vehicles but maintain pedestrian access to the shopping center and for emergency vehicles.

Extend Commerce Drive north to connect with CR 700 North/Garner Road, thus establishing a full connection between Maplehurst Drive and Whittington Drive.

The new gateway features at this location are a good example of how to do gateways at other locations in the community.

Explore utilizing the overpass as a gateway feature for the Town of Brownsburg and/or the North Green Street Corridor.

This site provides an example of appropriate and attractive landscaping that should be replicated elsewhere in the corridor.






Road widening along the cemetery may require graves to be moved carefully and respectfully.

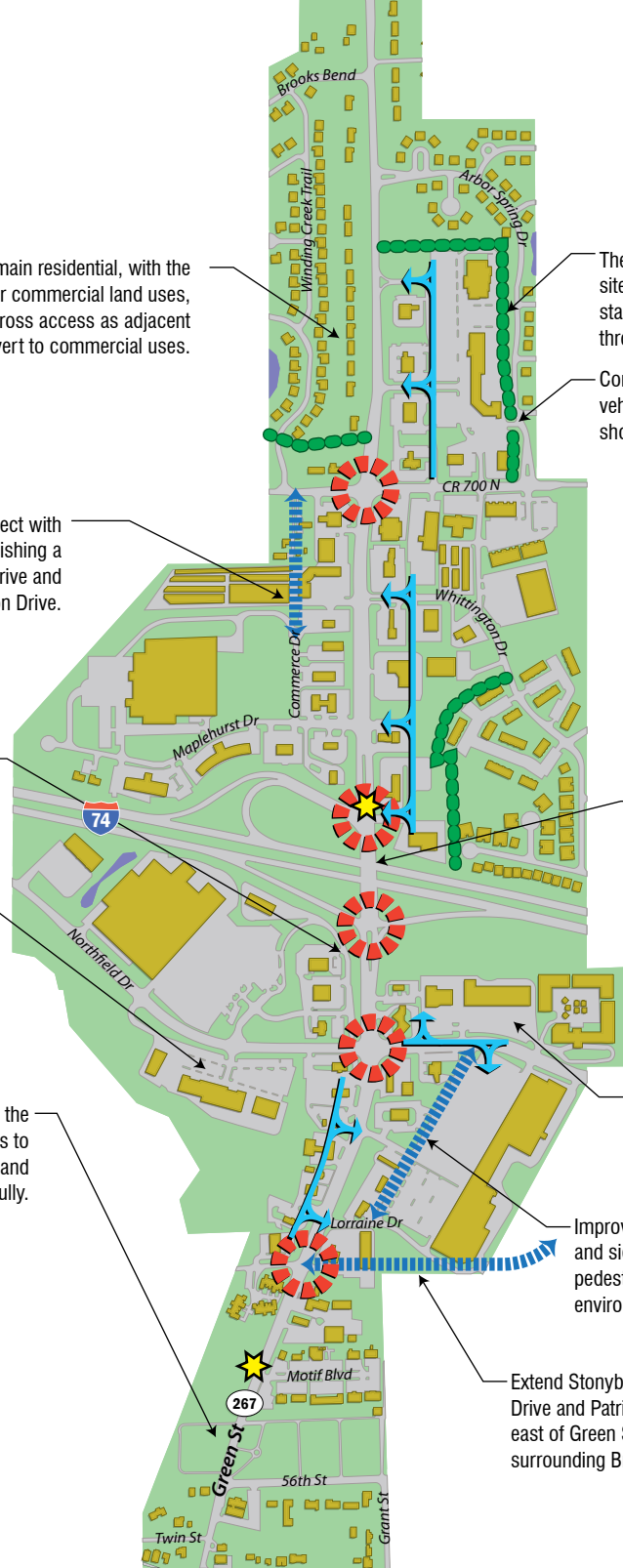
Several older commercial properties within the sub-area, such as Brownsburg Square, lack sufficient on-site landscaping and detract from the appearance of the corridor.

Improve this access drive with parkway landscaping and sidewalks, thus improving appearance and pedestrian circulation, and enhancing the environment for outlot development.

Extend Stonybrook Drive east to intersect with Lorraine Drive and Patricks Drive, improving circulation to the east of Green Street and facilitating future development surrounding Brownsburg Square.

Concepts & Recommendations

-  Gateway Opportunity
-  Key Intersection
-  Cross Access/Access Consolidation
-  Improve and/or Maintain Buffering
-  Street Grid Extensions & Connections



9. Require an increasing scale of landscaping and streetscaping requirements based on parking lot size to prevent unnecessarily large parking lots along the corridor.

10. Fill in sidewalk connection gaps and maintain an interconnected sidewalk network along Green Street, and through parking lots, to provide a means for residents to walk along Green Street and connect them to businesses.

11. Beautify the corridor by requiring and installing parkway trees and other landscaping within publicly owned right-of-way.

12. Permit the commercial conversion of single-family homes fronting, and accessed from, North Green Street. As the Town of Brownsburg experiences northern growth and Green Street traffic increases, the quality of life of residents in these areas will diminish due to noise, light, and air pollution, and the pressure to convert these residential uses to non-residential uses will also increase. Properties in this subarea should be permitted to remain residential, with the opportunity to convert to office or commercial land uses.

Catalyst Sites

Parking Lot Between Green Street Station & Brownsburg 8

The parking lot situated between the two existing buildings represents a unique infill opportunity that could connect the two buildings and move commercial activity away from the neighborhood to the east. Development should try to create synergies between the movie theater and the existing center, such as restaurants or cafes.

Whittington Drive Area

East of Green Street along Whittington Drive are three older commercial developments, including a car wash, a self-storage business, and an animal clinic, and a new office development next to these older uses is changing the context of the immediate area. With good access to Green Street, the site represents an opportunity for redevelopment for newer commercial uses.

Maplehurst Drive (West End)

At the west end of Maplehurst Drive a vacant triangular parcel could be assembled to accommodate a new development. Given its location and retail would likely not be financially sustainable, however a hotel, like those on adjacent properties, could be well suited for the site. Development on this site would need to be situated with sensitivity to the creek and wooded areas to the west.

East of Brownsburg Shoppes

The self-storage business located to the east of Brownsburg Shoppes and north of Maplehurst Bakeries represents a redevelopment opportunity with the potential to accommodate a variety of uses, including retail or hotel uses. Street improvements and connections to other retail businesses would further activate the site which exceeds 3.5 acres and is right next to White Lick Creek.

Northfield Drive/I-74 (South)

Presently under state-ownership (INDOT), the vacant parcel along the south side of I-74 on the east side of Green Street is highly visible and has the potential to accommodate a variety of uses, including retail, commercial service, hotel, and more. If this vacant area becomes available for development and can be assembled with the aging commercial development to the south, which fronts Northfield Drive, the development potential of the area significantly increases due to the larger parcel size, improved access, and increased visibility.

Brownsburg Square

Although a fully-developed shopping center, the loss of a major tenant (K-Mart) has advanced the redevelopment opportunity of the site at Brownsburg Square Shopping Center, with the potential to improve the appearance, function, and potential retail area. A new access drive or roadway improvements would create the potential for new outlot development at the north end of the site along Northfield Drive. Another development opportunity exists within the vacant site behind the shopping center, where office or commercial service uses may be more appropriate.

NORTH GREEN STREET

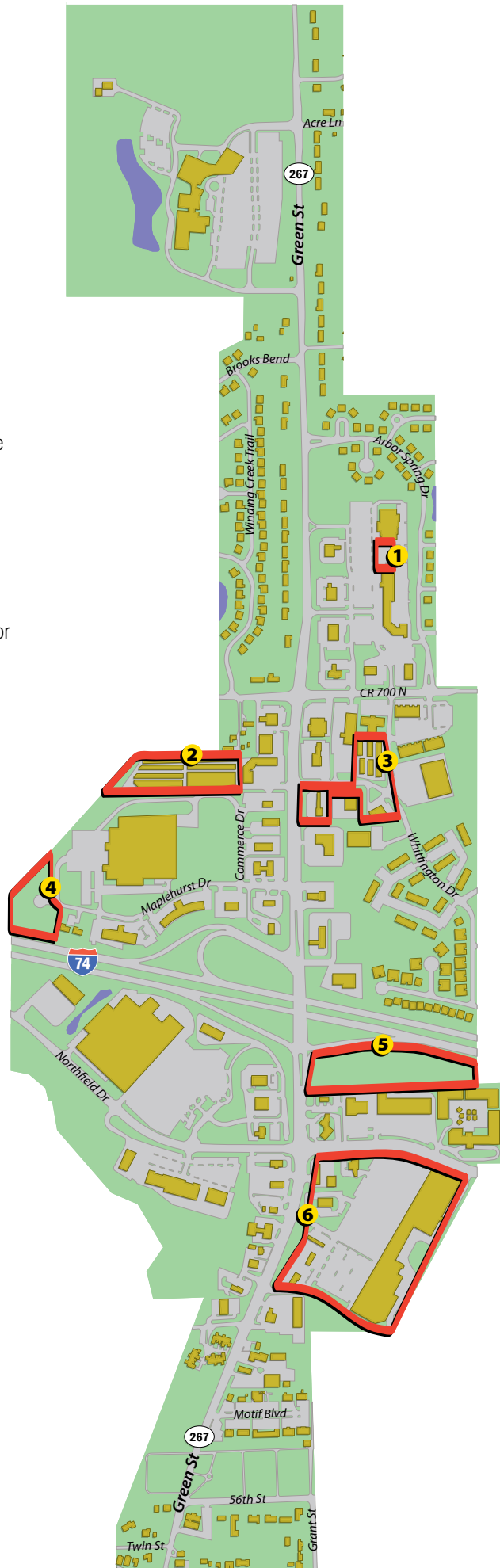
Catalyst Sites

Catalyst sites are those parcels where redevelopment would have a positive catalytic impact on the surrounding area. In the identification of catalyst sites, certain criteria are considered. Catalyst sites are determined based on the sites exhibiting some or all of the following characteristics:

- » Under utilized buildings or land
- » Vacant buildings or land
- » Structural soundness of buildings
- » Size of property
- » Ownership (e.g., unified private ownership or Town-owned)
- » Visibility and access
- » Current zoning and adjacent zoning
- » Surrounding land uses

Catalyst Sites

- 1 Parking Lot Between Green Street Station and Brownsburg 8
- 2 Whittington Drive Area
- 3 Maplehurst Drive (West End)
- 4 East of Brownsburg Shoppes
- 5 Northfield Drive/I-74 (South)
- 6 Brownsburg Square



DOWNTOWN BROWNSBURG

Downtown Brownsburg comprises a mix of commercial, residential, office, and civic uses and is notable as the historic center of Town and the symbolic heart of the community. With recent reinvestment in the form of residential mixed-use and commercial development, Downtown has regained its prominent status as the center of activity and civic functions. Reinvestment within the downtown with an emphasis on traditional pedestrian-oriented, mixed-use development should continue as new redevelopment opportunities become available in the core.

The boundaries of Downtown Brownsburg are difficult to define, as downtown blends into surrounding neighborhoods and adjacent commercial districts. Historically, the intersection of Main Street (US 136) and Green Street represents the center of town, although only the historic storefronts along the northeast corner remain intact. This corner essentially forms the core of existing commercial development within Downtown Brownsburg and continues to shape the community's desires and aspirations for the area, with ground-floor commercial options near or combined with residential living.

Recent large-scale residential mixed-use and commercial developments in Downtown, and infrastructure investments along the North Green Street Corridor and in new street connections, have substantially changed the context of the area. The Downtown is walkable, close to amenities, such as Arbuckle Acres park, and has evolved into a desirable place to live and work. The Town's municipal complex, including its Town Hall and Police Station, also reinforce Downtown as a community focal point. The growing and vibrant district should continue to build on these positive features, prioritizing pedestrian-oriented rather than auto-oriented development. Recommendations in this subarea plan take into consideration both the history of Downtown as well as recent developments.

KEY FOCUS AREA PLAN FOR DOWNTOWN BROWNSBURG

Development Concepts & Recommendations

1. A Downtown wayfinding system should be established, highlighting key destinations, public parking facilities, Town Hall, and Arbuckle Acres and recreation facilities. A tenant directory of Downtown retailers and service providers should also be considered.
2. Redevelopment opportunities near the existing core of downtown businesses, along both Green Street and Main Street in particular, should be a priority. Reinvestment should focus on infill development and the redevelopment of key sites in order to maximize downtown's potential while enhancing the climate for existing businesses.
3. Infill development and redevelopment should be pedestrian-oriented in order to complement the historic building pattern of Downtown and the pattern desired by the community. Architectural elements that inspire visual interest should be incorporated to encourage foot traffic, as well as engaging uses, such as retail shops with attractive display windows and restaurants with outdoor seating.
4. Prohibit new auto-oriented development, including drive-thru and service uses, within the Downtown. Efforts should also be made to relocate existing auto-oriented uses outside of Downtown to more appropriate sites within the Town.
5. Communicate with existing industrial users about the community's vision for the area and develop a long-term strategy to assist in relocating businesses to formalized industrial parks/areas where impact on adjacent non-industrial properties can be better mitigated.
6. Encourage mixed-use development within Downtown, consisting of office, commercial service and residential uses located above ground floor retailers and restaurants.
7. To maintain Downtown's unique identity and character, the Town should consider policies, programs, and tools to identify and facilitate the protection of historic buildings and sites and encourage adaptive reuse of historic structures.
8. The Town should continue its commitment to quality architecture through updated tools and guides for development that are specific to Downtown properties, such as design and development guidelines.
9. The importance of public uses (Town Hall, parks, churches, social services, etc.) cannot be overstated for the continued success of Downtown. Efforts should be made to ensure these important public uses are maintained in Downtown. Outdoor farmers' markets or craft fairs also contribute to the vibrancy of the Downtown area.
10. Surface parking lots should be consolidated and located behind buildings to facilitate a development pattern of a traditional downtown area, where buildings are located at the front property line to create a "streetwall". The streetwall is critical to creating a welcoming, interesting, and walkable pedestrian environment.
11. Within the downtown core, commercial uses should be the primary form of development with residential development discouraged for the ground floor.
12. Plan for a transit center in Downtown Brownsburg to serve as a hub for future Brownsburg regional bus or rail transit options.
13. Establish a Downtown Economic Improvement District to fund streetscaping improvements including lighting, banners, and wayfinding to improve the comfort and pedestrian experience of the downtown.
14. Beautify the Downtown by requiring and installing parkway trees and other landscaping within publicly owned right-of-way and burying overhead utilities as properties redevelop and in conjunction with public utility projects.
15. Promote a compact built form with buildings located at the front property line with parking in the rear. Incremental or comprehensive redevelopment along Main or Green Streets should form a traditional downtown streetwall.

DOWNTOWN

Concepts & Recommendations



Concepts & Recommendations

- Gateway/Wayfinding Opportunity
- Key Intersection
- Enhanced Pedestrian Connection
- Priority Streetscaping
- Comprehensive Redevelopment
- Update Sewer Mains

Catalyst Sites

Green & Railroad (West Side)

This industrial property located along Green Street, coupled with smaller residential parcels fronting on Green Street, presents a redevelopment opportunity that could foster more compatible uses with Downtown and help establish a prominent entry into this district. This opportunity site is best suited for commercial uses, but could also develop with mixed-use, single-family attached housing, or multi-family housing. The Town should work with the existing industrial owner to relocate to more appropriate areas within Brownsburg, such as the Eaglepoint Business Park and areas east towards Ronald Reagan Parkway.

North of Town Hall

The area directly north of Town Hall between Green and Jefferson Streets, and on both sides of the CSX railroad tracks, includes a variety of light industrial users or aging residential units of modest form and quality. Some of the industrial uses, such as equipment rental or auto repair, no longer complement the changing residential and commercial landscape of the Downtown. Property assembly should be encouraged to promote comprehensive redevelopment for high-quality commercial, multi-family or single-family attached, or mixed-use development that strikes a balance between new development to the north and the civic center of the Town.

College & Green (NE Corner)

This area comprises a mix of single-family homes (some of which have been converted to commercial use) and other small commercial buildings. Given its location at the southern gateway into downtown, commercial redevelopment should be encouraged that maximizes the area's potential.

The Town should encourage the assembly of parcels fronting Green Street along with the rear adjacent parcel to provide adequate depth to accommodate more significant development. A two- to three-story building with a high-quality of architecture would complement the scale of development on the opposite side of Green Street. Sanitary and storm sewer improvements along College Avenue would support this location as well as activate development options along Main Street in Downtown.

Main Street Parcels

The block fronting on the south side of Main Street between Adams and Jefferson Street includes contiguous parcels which should be assembled for redevelopment. The opportunity exists for residential mixed-use infill, with ground floor commercial development. Sanitary and storm sewer improvements along College Avenue would support this location as well as activate other development options along Main Street in Downtown. Efforts should be made to architecturally complement the historic structures along Main Street, to beautify the streetscape, and promote a pedestrian-friendly environment in this prominent area.



DOWNTOWN

Catalyst Sites

Catalyst sites are those parcels where redevelopment would have a positive catalytic impact on the surrounding area. In the identification of catalyst sites, certain criteria are considered. Catalyst sites are determined based on the sites exhibiting some or all of the following characteristics:

- » Under utilized buildings or land
- » Vacant buildings or land
- » Structural soundness of buildings
- » Size of property
- » Ownership (e.g., unified private ownership or Town-owned)
- » Visibility and access
- » Current zoning and adjacent zoning
- » Surrounding land uses



Catalyst Sites

- 1 Green & Railroad West
- 2 North of Town Hall
- 3 College & Green
- 4 Main Street Parcels

EAST MAIN STREET CORRIDOR

The East Main Street Corridor, which consists of the parcels fronting Main Street (US 136) between Grant Street and Northfield Drive, is an important commercial district that also functions as an eastern gateway for Brownsburg. As one of Brownsburg's first commercial districts, the area's development is characteristic of early suburban commercial corridors which prioritized the automobile over pedestrians and developed in a piecemeal fashion with little coordination and connection between adjacent uses. Some properties within this area are suffering from past planning decisions and disinvestment and a few key sites along the corridor are vacant, including the former Cowboy Bob's property.

Few adjacent properties are connected to each other through cross-access, thereby forcing customers onto Main Street to visit neighboring/adjacent commercial sites. Parcels in the western portion of the corridor are characterized by shallow lot depths and narrow widths, limiting redevelopment potential. Conversely, the eastern portion of the corridor is characterized by converted residences used as commercial businesses, some vacant sites, and older retail centers. A recent highlight of the corridor is façade reinvestment by several businesses, supported by the Town's Façade Improvement Program. Businesses including Mowery, Ace Hardware, and Wilkinson Insurance, to name a few, have improved their building exteriors, which adds a positive visual impact along Main Street.

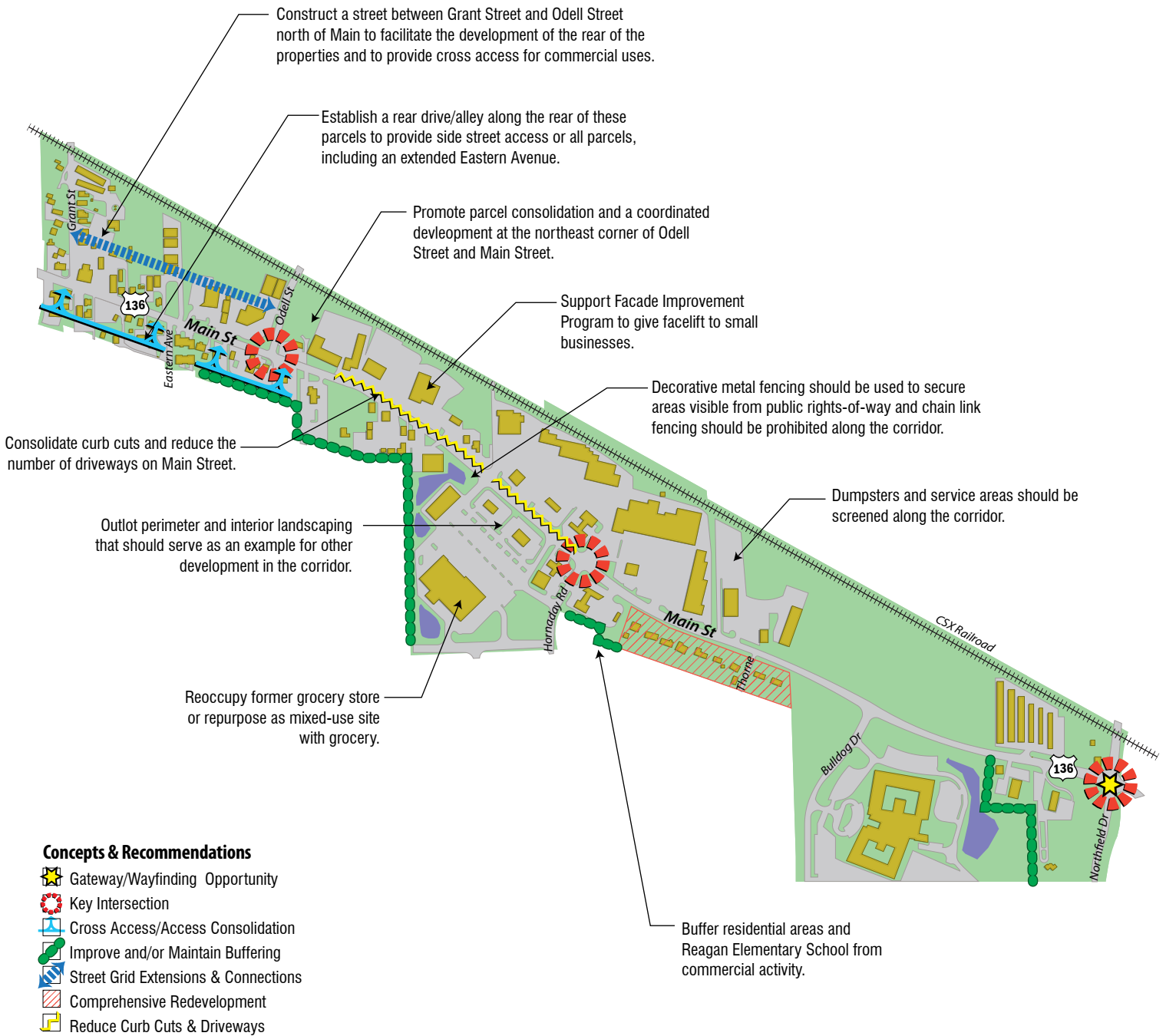
KEY FOCUS AREA PLAN FOR THE EAST MAIN STREET CORRIDOR

Development Concepts & Recommendations

1. Provide internal cross access wherever possible between commercial properties, connecting independent and isolated commercial uses with one another. Depending on the existing development pattern of the subject properties, cross access could occur either in the front of or at the rear of the buildings. Access should connect adjacent parking areas which would permit customers to travel between businesses on a parallel network and eliminate unnecessary trips onto Main Street.
2. Work with INDOT to minimize curb cuts along Main Street and promote shared driveways between business to the extent possible, to further assist with mobility and traffic flow and safety throughout the East Main Street Corridor.
3. Parking lot screening and interior landscaping should be provided around and within all surface parking lots in the corridor to improve their appearance to provide summer shade to minimize the heat island affect associated with large areas of concrete and asphalt.
4. Minimize the impacts of commercial development (such as noise, light and traffic) on nearby residential areas using buffering and screening.
5. Smaller commercial properties should be considered for consolidation and comprehensive redevelopment, given the appropriate opportunity.
6. Install gateway features such as signage and landscaping at key intersections (Main and Northfield) to "announce" entry into Brownsburg.
7. Require the screening of dumpsters, service areas, and other unsightly uses.
8. Require an increasing scale of landscaping and streetscaping requirements based on parking lot size to prevent unnecessarily large parking lots along the corridor.
9. Establish a fully connected sidewalk network along Main Street and through parking lots to provide a means for residents to walk along Main Street and connect them to businesses.
10. Further improve pedestrian mobility by connecting nearby residential areas to shopping and services by providing pedestrian and bicycle access along the corridor.
11. Incrementally acquire additional right-of-way as properties redevelop to accommodate additional traffic lanes, turn lanes, pedestrian amenities, and corridor beautification.
12. Ensure adequate setback and corner visual clearance to mitigate potentially hazardous turning movements on to major roadways.
13. Beautify the corridor by requiring and installing parkway trees and other landscaping within publicly owned right-of-way, and incrementally burying overhead utilities as properties redevelop.
14. Develop an amortization strategy to remove non-conforming business signage over a reasonable time period to reduce the visual clutter in the corridor.

EAST MAIN STREET CORRIDOR

Concepts & Recommendations



Catalyst Sites

Main Street & Grant Street

The block of properties on the south side of Main Street, between Grant Street and Eastern Avenue, contains roughly 2.0 acres of property with over 400 feet of frontage. Currently the properties include several homes that were converted to various commercial uses. Should adequate sewer and water capacity be established at this location, redevelopment potential of this area would be impactful. A mixed-use, ground-floor retail with pedestrian-oriented shopfronts, outdoor seating, and upper floor apartments would complement the form of development in the Downtown section of Main Street.

Main Street & Odell Street

The northeast corner of Main Street and Odell Street, just to the west of the American Legion includes over an acre of land, most of which is vacant, and an older automotive repair business. The site represents a redevelopment opportunity, with the potential for expanded building area, parking towards the rear, and improved visual appeal along the corridor.

Former Cowboy Bob's Property

This area consists of a 1.5-acre vacant site and an adjacent single-family home which has been converted into an office with vehicle storage for a towing service. If redeveloped, the combined depth and size (2.25 acres) of this site is ample enough to accommodate a standalone retailer or neighborhood retail center of approximately 20,000 square feet in size. Cross access should be established with adjacent restaurant uses to the east and west and new development should be appropriately buffered from residential uses to the south.

700 Block of Main Street (N Side)

The 700 block on the north side of Main Street, just east of Mowery, includes three small older retail buildings and a substantial vacant tract of land extending to the rail corridor to the north. The site represents a redevelopment opportunity, that if assembled, should dramatically change the nature of the East Main Street Corridor, including building forward to the street to create a pedestrian-friendly environment, parking at rear instead of along the corridor, eliminating up to four out of five existing driveway cuts, and improving the signage and visual appeal along Main Street.

Former Marsh Property

The closure of the Marsh grocery store generates a significant void in the commercial landscape along the East Main Street Corridor, however it also presents a large tract of land for potential redevelopment, with existing stormwater retention, and high visibility along both Main Street and Hornaday Road. At present, residents in Brownsburg have expressed the need for a wider variety of grocery options. Suitable alternatives for this site include reoccupation of the existing store by a grocery store, repurposing the existing structure for another commercial use, or redeveloping the site as a mixed-use development that complements existing outlet development and increases residential uses within the corridor.

Bulldog Drive & Main (N Side)

The area to the north of Main Street from Reagan Elementary School to the intersection of Northfield Drive includes a large vacant area and a self-storage business. As the largest under-developed portion of the corridor area, this site may represent a long-term redevelopment opportunity. However, commercial redevelopment of this site would symbolize reinvestment in and revitalization of the Main Street corridor and improve the overall health and appearance of the commercial district. Development alternatives, such as flex/employment space, mixed-use or multi-family residential development, should also be considerations given the site's size, access to major roadways, proximity to community facilities and retail.

EAST MAIN STREET CORRIDOR

Catalyst Sites

Catalyst sites are those parcels where redevelopment would have a positive catalytic impact on the surrounding area. In the identification of catalyst sites, certain criteria are considered. Catalyst sites are determined based on the sites exhibiting some or all of the characteristics on the right.

- » Under utilized buildings or land
- » Vacant buildings or land
- » Structural soundness of buildings
- » Size of property
- » Ownership (e.g., unified private ownership or Town-owned)
- » Visibility and access
- » Current zoning and adjacent zoning
- » Surrounding land uses



Catalyst Sites

- 1** Main Street & Grant Street
- 2** Main Street & Odell Street
- 3** Former Cowboy Bob's Property
- 4** 700 Block of Main Street
- 5** Former Marsh Property
- 6** Bulldog Drive & Main Street

RONALD REAGAN PARKWAY CORRIDOR

As of December 2017, the Ronald Reagan Parkway connected the Town of Brownsburg to Interstate 70, near the Indianapolis International Airport. Within the Town boundaries, the route extends north of Interstate 74 to 56th Street (E CR 600 N), and planning is currently underway for the next segment which will stretch to E CR 1000 N. The route should ultimately connect to Interstate 65 and provide Brownsburg with access to three US interstate highways, I-70, I-74, and I-65.

As a Key Focus Area, the sections along Ronald Reagan Parkway, and its expansion area, reflect the Town's strategic position to develop business and employment uses to serve the larger region and help diversify and expand the Town's tax base.

FUTURE LAND USE

Each of the three sections of the Ronald Reagan Parkway are assigned a range of land use categories by the Land Use Plan, allowing for a variety of future development options. The land use designations are intended to define the overall character of a given area and are not meant to be overly prescriptive in nature. The Key Focus Area Plan outlines the basis for land use plans for the Ronald Reagan Parkway Corridor and concepts and recommendations intended to drive future development.





North Section

The parkway along the North Section of the Ronald Reagan Parkway Corridor is yet unbuilt and is in the planning phase, however the future roadway has the potential to significantly impact and activate adjacent and nearby areas. The vision for the area is a vibrant, mixed-use district with commercial development transitioning from regional down to neighborhood scale as the Ronald Reagan Parkway extends from E CR 600 N. Multi-family and single-family attached dwellings provide workforce housing options that are well served by neighborhood services and community facilities, providing a transition between commercial areas and new or existing single-family detached developments.

Commercial Development

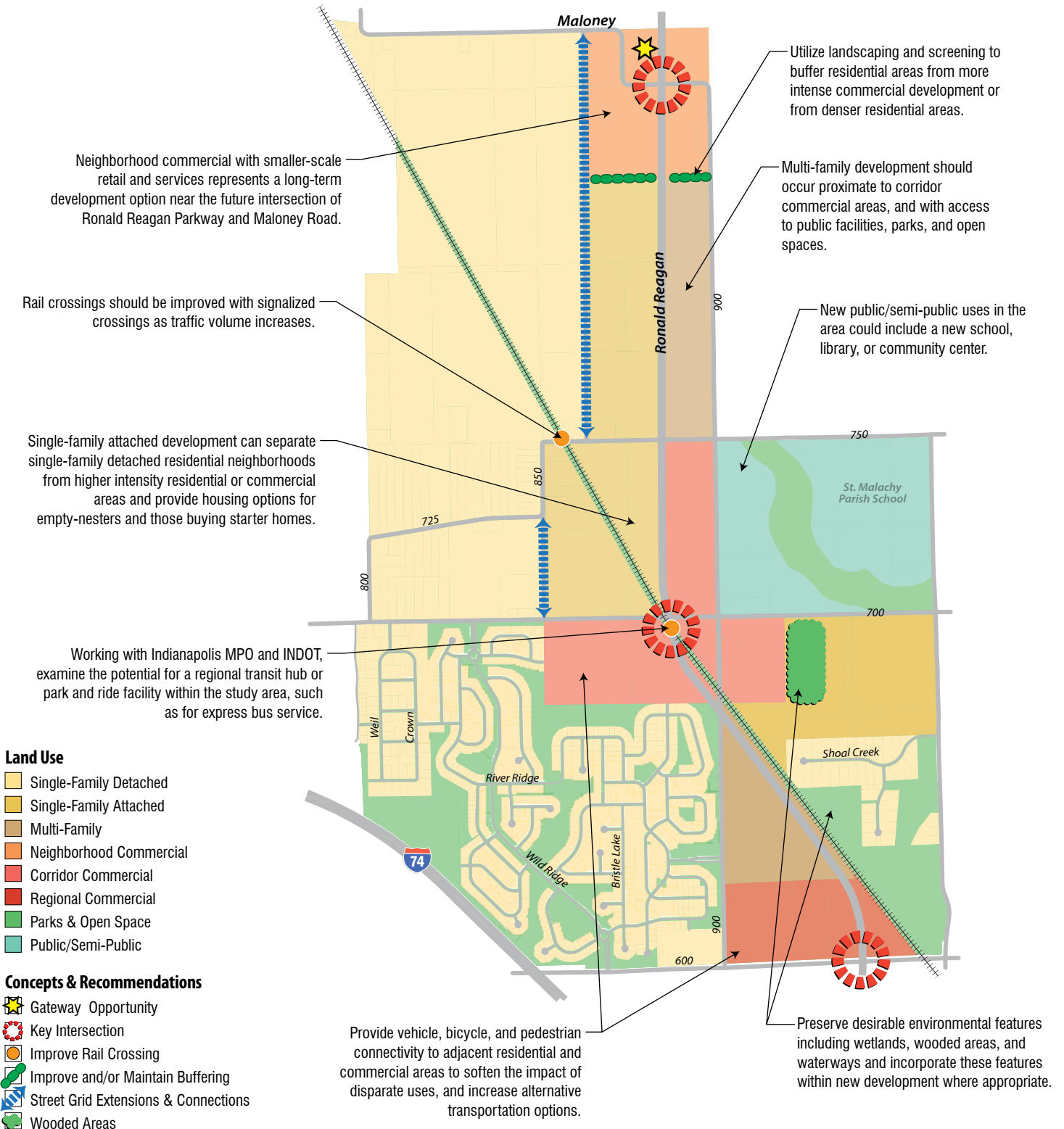
Like the areas surrounding completed segments of the parkway to the south, the north section includes land that will gain excellent access and visibility from the parkway. The Town will subsequently be able to establish new commercial areas, including *corridor commercial* development near the Ronald Reagan Parkway and 56th Street (E CR 600 N), and near Ronald Reagan Parkway, E CR 750 N and N CR 900 E. New *neighborhood commercial* development represents a long-term development option near the future intersection of Ronald Reagan Parkway and Maloney Road as surrounding areas experience residential development and demand for local goods and services grows. It is also anticipated that Maloney Road will be improved and connect the Ronald Reagan Parkway to I-65 to the east, resulting in increased traffic in the area that could benefit future commercial development.

Residential Development

The area that will be impacted by the construction of the parkway includes the future growth areas for Brownsburg. The Town can thus focus residential growth in this section to take advantage of the improved road networks, and plan infrastructure investments to the area, as appropriate. In addition to existing single-family neighborhoods to the east and west of the North Section, the areas closest to corridor commercial areas should permit *multi-family* and *single-family attached* development. The areas that are farther from the future parkway should retain their *single-family detached* designation.

RONALD REAGAN PARKWAY NORTH SECTION

Concepts & Recommendations



I-74 Interchange Section

The Key Focus Area Plan for this section establishes the primary function of the I-74 Interchange Section, from 56th Street to E CR 400 N, as a regional commercial and employment center. The area surrounding the interstate interchange is ideally suited for a mixture of uses which promote job growth and provide employer, resident, and visitor amenities including large-scale general commercial, office, institutional, healthcare, light industrial, restaurants, and hospitality. New development can also benefit from proximity to the new Hendricks Regional Health Brownsburg Hospital, which opened in January 2018. As this area develops, it must be maximized as an employment and revenue generating opportunity. The Land Use Plan establishes the variety of uses in this section of the Ronald Reagan Parkway.

Corporate Campus

Corporate campus development should be encouraged in the areas adjacent to the interstate. Although this area can accommodate a wide variety of commercial and industrial/employment uses, preference should be given to establishing high-quality research/business park uses in a campus like setting. Individual uses may vary, but corporate campus development should be guided by master development plan to ensure the coordination of building sites, traffic access and circulation, and open space amenities. Pedestrian and vehicular connections should also be provided to nearby regional commercial areas to promote use by the area's working population.

Flex/Light Industrial

Areas with frontage along N CR 900 E, adjacent to Eaglepoint Business Park, and to a limited extent along Crawfordsville Road (US 136), should focus on flex/light industrial

development, with an emphasis on research and development (R&D), light assembly, and motorsports. New development should be less visible from the parkway or interstate in comparison to corporate campus or regional commercial development. Existing industrial users, such as along US 136 should be required to improve the visual quality of development along this corridor, with smaller-scale flex development bringing new employers, workers, and entrepreneurs to this area north of Lucas Oil Raceway.

Regional Commercial

Regional commercial development, including large-scale retail development, entertainment, restaurants, and hotels, should be encouraged adjacent to Ronald Reagan Parkway. Regional retail uses should be designed to maximize access from roadways with connections to Ronald Reagan Parkway (i.e. Connector Road, Motorsports Way, Pitt Road, CR 600 N). Traffic volume passing through the area, both along I-74 and Ronald Reagan Parkway, should attract large national retailers that rely on a regional customer base. Extensive streetscaping, landscaping, and pedestrian amenities should be installed within regional commercial areas to establish a sense of character and identity. Although it is anticipated that retail uses would predominate, it is important to encourage and accommodate uses that will contribute to the vibrancy of this area, including entertainment and tourism related uses, such as a movie theatre or museum. These would provide added amenities to customers of businesses in the area and could be marketed as amenities to prospective corporate campus development nearby.

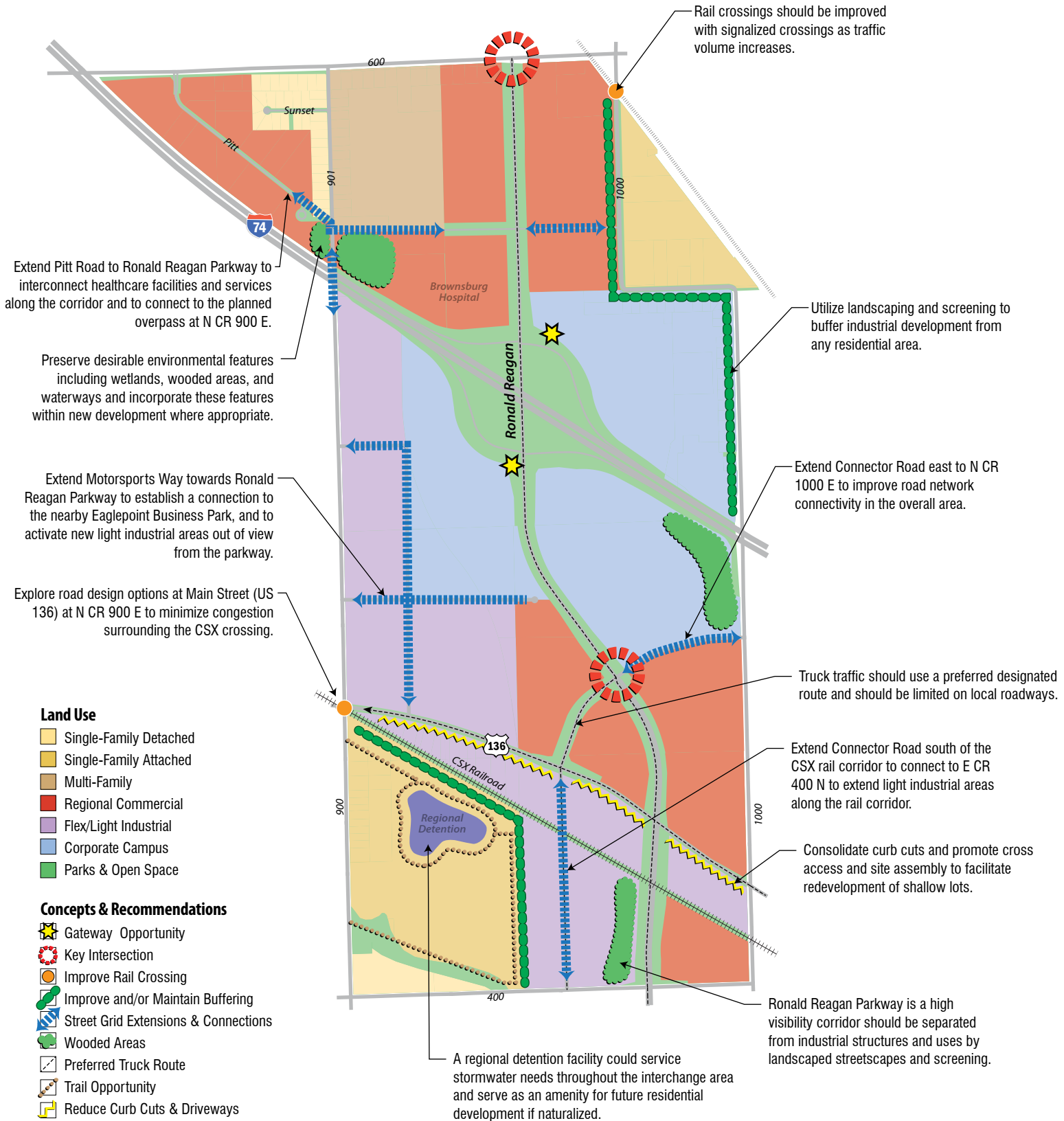
Residential Development

The I-74 Interchange Section of Ronald Reagan Parkway is very large and will likely

not develop entirely for regional commercial and employment uses. It is recommended that limited areas for *multi-family* and *single-family attached* development should be encouraged along sections of E CR 600 N, N CR 900 E, and N CR 1000 to transition toward existing residential areas. Residential areas should be well buffered and screened from adjacent non-residential uses. Residential development can also better leverage development opportunity for sites with limited or no frontage along major roadways or parcels suffering from site constraints, such as limited depth or the presence of sensitive environmental features.

RONALD REAGAN PARKWAY I-74 INTERCHANGE SECTION

Concepts & Recommendations



Raceway Section

The Raceway Section of the Ronald Reagan Parkway Corridor includes the important community asset that is the Lucas Oil Raceway. The B&O Trail runs along the southern boundary of the planned section. These two features inform the future development pattern of the area, and to the east of the raceway, the Marathon plant will continue to be a presence as an industrial/manufacturing occupant in the Town.

Much of the area adjacent the raceway is underutilized, comprising mostly unimproved parcels currently used as parking for visitors and recreational vehicles. The Town should encourage complementary development that better leverages the raceway as a regional attraction. An example of this vision may be found near the Indianapolis Motor Speedway, where the Main Street corridor, south of W 16th Street, includes new mixed-use development, restaurants, and entertainment uses. Portions of adjacent corridors along either N CR 1000 E or E CR 300 N can be designed in a similar manner that establishes a dining and entertainment district and attractions for use by raceway visitors and passing motorists. New development along the east side of Ronald Reagan Parkway may necessitate the relocation of parking areas to nearby Flex/Light Industrial land to the north or south of the raceway.

Flex/Light Industrial

The Lucas Oil Raceway and adjacent areas to the north and south are classified for flex/light industrial activity, including the long-term operation of the raceway as a sports tourism and visitor destination. The raceway has adjacent lands that may be suitable for expansion of operations, secondary uses (such as concessions, parking, and other compatible ventures). The opportunity exists for connection of the raceway, via E CR 1000 N, to the regional trail network (the B&O Trail has the objective to eventually connect into Indianapolis trail networks). Streetscape improvements, such as lighting, street trees, landscaping, and sidewalks should be priority development improvements along E CR 300 N, and E CR 1000 N near the raceway. These would improve the visual appeal of the area, which sees tens of thousands of visitors per year, and showcase the natural advantages of the Brownsburg area.

Along the properties fronting on Crawfordsville Road (US 136), flex/light industrial development, with an emphasis on research and development (R&D), light assembly, and motorsports, and should aim to improve the quality of development along this corridor.

Regional Commercial

Regional commercial development is encouraged along the east side of Ronald Reagan Parkway between E CR 300 N and Crawfordsville Road (US 136). Businesses should complement and add to the context of the adjacent Lucas Oil Raceway, such as providing additional entertainment, dining, and hotels options for visitors to the raceway. Where possible, the access for businesses along this corridor should be prioritized from E CR 1000 N to minimize driveway cuts onto the parkway. E CR 1000 N should be designed as a “main street” corridor to integrate new development with the raceway.

Residential Development

In the Raceway Section of the corridor, to the east of the parkway there are some physical limitations to development due to some existing floodplain and wooded areas. However, the proximity to community assets, like schools, the B&O Trail, and road access to the parkway, contributes an opportunity for multi-family development (near E CR 400 N) and single-family attached development (near E CR 300 N).

RONALD REAGAN PARKWAY RACEWAY SECTION

Concepts & Recommendations



Land Use

- Single-Family Detached
- Single-Family Attached
- Multi-Family
- Corridor Commercial
- Flex/Light Industrial
- Industrial/Manufacturing
- Parks & Open Space
- Public/Semi-Public

Concepts & Recommendations

- Key Intersection
- Improve Rail Crossing
- Improve and/or Maintain Buffering
- Wooded Areas
- Trail Opportunity
- Trail Head
- Reduce Curb Cuts & Driveways
- Street Grid Extensions & Connections

DEVELOPMENT CONCEPTS & RECOMMENDATIONS

1. Development near the interchange should capitalize on exposure to I-74 and serve as an attractive entry to the Town of Brownsburg, enticing visitors from the expressway and into the Town via Ronald Reagan Parkway.
2. Areas consisting of different land uses should have an integrated function and appearance, including a unified streetscape and high development quality resulting in a unified character of development for the area and encourage innovative building design.
3. Assess the Town's design standards regularly to ensure that new development incorporates modern, high-quality, innovative, and diverse architecture and building materials.
4. This is a large area that will likely take many years to develop. The Town should be mindful of the desires of the residents of this area, but also consider development costs, feasibility and absorption, being careful to balance long-term potential and current market conditions.
5. Promote the development of the area in a manner consistent with the Land Use Plan while maintaining flexibility to accommodate proposals that deviate from the Plan. Development should still be consistent with the larger community vision and broader goals and objectives given the geographic size of the area, the changing conditions of the market, and the development concepts and recommendations of this Plan for the area.
6. New development should provide for internal circulation through cross access to provide connectivity between adjacent developments and adjacent portions of the community. Final determination of the location and construction of access points will be evaluated at the time a development plan is proposed to the Town as part of its required development plan review process, using the Ronald Reagan Parkway Corridor Key Focus Area Plan as a general guide for future desired connections to surrounding areas.
7. Consider preservation and maintenance of extensive wooded areas including wood lots and creek corridors in the context of responsible development to serve as natural buffers between land uses, provide relief from the urban environment and preserve the Town's character.
8. Parking lot screening and interior landscaping should be provided around and within all surface parking lots in the corridor to improve their appearance to provide summer shade to minimize the heat island effect associated with large areas of concrete and asphalt.
9. Working with INDOT, the Town should evaluate improvements to the N CR 900 E crossing at the CSX railroad and US 136 intersection, such as a dual roundabout design, and prioritize this project due to public safety. All rail crossings in the Ronald Reagan Parkway Corridor should be evaluated and improved as traffic volume increases warrant new signalized crossings.
10. Truck traffic should be limited to a define truck routes through Town, and cut through traffic from Ronald Reagan Parkway should be discouraged. Connector Road and US 136 should be utilized as the preferred truck route to the Eaglepoint Business Park from Ronald Reagan Parkway.
11. Encourage development and redevelopment of the parcels located along Crawfordsville Road, and promote site assembly and comprehensive redevelopment to mitigate issues related to shallow lot depth. Smaller commercial properties along the Main Street Corridor should be considered for consolidation and comprehensive redevelopment, given the appropriate opportunity.
12. Install gateway features including signage and attractive landscaping at off-ramps and key intersections to "announce" entry into Brownsburg.
13. Promote research and development uses along the N CR 900 E corridor north of Crawfordsville Road (US 136), and along Crawfordsville Road.
14. Minimize the impacts of commercial development (such as noise, light and traffic) on nearby residential areas using buffering and screening.
15. The area to the south of the CSX railroad and southwest of the intersection of Main Street and N CR 900 E should be considered for the location of a regional detention facility that would serve development throughout the interchange area. Such a facility would eliminate or reduce the need for on-site stormwater detention and help maximize buildable area near the interchange. Regional stormwater detention facility could also be designed to serve as a parks and open space amenity and connect into the regional trail network.



CHAPTER 14

**IMPLEMENTATION
STRATEGY**



IMPLEMENTATION STRATEGY



The Comprehensive Plan sets forth an agreed-upon “road map” to guide growth and development within the Town of Brownsburg. It represents considerable effort on the part of the Town Council, the Comprehensive Plan Steering Committee, Town staff, the Plan Commission, and the Brownsburg community.

This section briefly highlights the next steps that should be undertaken to begin the process of plan implementation. These include:

- » Use the Comprehensive Plan on a day-to-day basis to guide Town policies and decision-making;
- » Continue to evaluate and update the Unified Development Ordinance to reflect policies presented in the Comprehensive Plan as needed;— Develop and utilize a Capital Improvements Program (CIP) to plan for recommended improvements;
- » Promote cooperation and participation among various agencies, organizations, community groups and individuals;
- » Prepare a 5-year action plan to prioritize objectives and list accomplishments of preceding years on an annual basis;
- » Explore funding sources and implementation techniques;
- » Enhance public communication about plans and decision-making; and
- » Update the Comprehensive Plan at regular intervals.

USE THE PLAN ON A DAY-TO-DAY BASIS

The Comprehensive Plan is Brownsburg’s official policy guide for improvement and development. It is essential that the Plan be used on a regular basis by Town staff, boards and commissions to review and evaluate all proposals for improvement and development within the community, prioritize public expenditures, and encourage private sector investment. Specifically, agencies and service providers should reference the Plan when assessing investment in new facilities, infrastructure, or programming. The Plan Commission and Town Council should refer to the Plan for guidance in making regulatory recommendations and actions that impact development.

EVALUATE THE UNIFIED DEVELOPMENT ORDINANCE

Zoning is an important regulatory tool for implementing planning policy. It establishes the types of uses to be allowed on specific properties and prescribes the overall character and intensity of permitted development, to guide the growth and development of the Town. An evaluation and update of the Town's Unified Development Ordinance and other related codes and ordinances should be conducted to ensure that all are consistent with and complement the Comprehensive Plan. The Comprehensive Plan sets forth objectives and policies regarding future land use and development, and policy for the development of public infrastructure and services within the Town, which informs any subsequent changes to zoning and development code regulations to reflect the unique needs and aspirations of the Brownsburg community.

CAPITAL IMPROVEMENTS PROGRAM (CIP)

As a critical tool for implementing the recommendations of the Comprehensive Plan, the Town should establish a Capital Improvements Program (CIP). A CIP is a comprehensive schedule of prioritized public improvement projects, typically extending over a five-year period. In creating a CIP the Town first prepares a list of all public improvements that will be required in the next five years from all departments and agencies. Then all projects are reviewed, priorities are assigned, cost estimates are prepared, and potential funding sources are identified.

The Capital Improvements Program typically schedules the implementation of a range of specific projects related to the Comprehensive Plan, particularly the restoration and upgrading of existing utilities and infrastructure facilities. Expansion or improvement of Town facilities would also be included in the Capital Improvements Program. The Capital Improvements Program would allow the Town of Brownsburg to provide the most desirable public improvements yet stay within the constraints of the Town budget.

Non-governmental entities frequently use a Capital Improvement Program to map out growth and investment in facilities and infrastructure. As the Town develops and monitors its own Capital Improvement Program, Town staff should coordinate with other community facilities providers to ensure that investment is occurring in a logical manner and synergies can be created between public, quasi-public, and private improvements.

PROMOTE COOPERATION & PARTICIPATION

The Town of Brownsburg should assume the leadership role in implementing the Comprehensive Plan. In addition to carrying out the administrative actions and many of the public improvement projects called for in the Plan, the Town may choose to administer a variety of programs made available to residents, businesses, and property owners.

However, for the Comprehensive Plan to continue to be applied successfully, it must be based on a strong partnership between the Town, other public agencies, various neighborhood groups and organizations, the local business community, and the private sector.

The Town should be the leader in promoting the cooperation and collaboration needed to implement the Comprehensive Plan. The Town's partners should include:

- » Other governmental and service districts, such as the Brownsburg Community School Corporation, the Brownsburg Fire Territory, Hendricks County, the Indiana Department of Transportation (INDOT), Brownsburg Parks, etc.;

- » Private and not-for-profit service providers, such as Hendricks Regional Health or private education entities, who are not directly under the purview of local government but provide critical community-based services and amenities;
- » The development community, which should be encouraged to undertake improvements and new construction that conforms to the Plan and enhances the overall quality and character of the community; and
- » The Brownsburg community. All residents and neighborhood groups should be encouraged to participate in the on-going planning process, and all should be given the opportunity to voice their opinions on improvement and development decisions within the Town.

CONTINUE TO WORK WITH NEIGHBORING COMMUNITIES

The Town's boundary agreement with Avon is a positive step in ensuring expectations relating to future development and planning for both communities. Brownsburg and Avon officials agree that continued growth of neighboring municipalities presents a unique set of challenges to overcome, and ongoing communication regarding those challenges and deliberate planning is mutually beneficial. The Town should continue to maintain open dialogue regarding future growth and development with neighboring communities and regional agencies.

PREPARE AN IMPLEMENTATION ACTION AGENDA

The Town should prepare an implementation "action agenda" which highlights improvement and development projects or activities to be undertaken during the next few years. For example, the "action agenda" might consist of:

- » A detailed description of the projects and activities to be undertaken;
- » The priority of each project or activity;
- » An indication of the public and private sector responsibilities for initiating and participating in each activity; and
- » A suggestion of the funding sources and assistance programs that might potentially be available for implementing each project or activity.

The Capital Improvement Program described earlier is one component of the Implementation Action Agenda. However, the "action agenda" must go beyond the Town's investments in capital in order to address programs or policies that may require the efforts of several stakeholders, including Town staff, local interests, or citizens of Brownsburg. In order to remain current, the agenda should be reviewed and updated regularly.

ENHANCE PUBLIC COMMUNICATION

The process undertaken to create the Comprehensive Plan and the subsequent 2019 update, represents an important step in educating the community about the relevance of planning and the Town's role in defining its future. Through the Comprehensive Plan Steering Committee, Plan update kickoff, community workshops, resident and business questionnaires, and interactive web-based engagement, the planning process creates positive momentum in the community. In order to build on this foundation, the Town should ensure that the Plan's major recommendations and "vision" for the future are conveyed to the entire community.

The Town should also consider additional techniques for responding quickly to public questions and concerns regarding planning and development. For example, the Town might prepare an interactive website on how to apply for zoning, building, subdivision, and respond to frequently raised questions and concerns regarding ongoing development projects and petitions.

UPDATE THE PLAN ON A REGULAR BASIS

It is important to emphasize that the Comprehensive Plan is not a static document. If community attitudes change or new issues arise which are beyond the scope of the current Plan, the Plan should be revised and updated accordingly, such as during the 2019 Plan update.

Although a proposal to amend the Plan can be brought forth by petition at any time, the Town should regularly undertake a systematic review of the Plan. Although an annual review is desirable, the Town should initiate review of the Plan at least every two to three years. Ideally, this review should coincide with the preparation of the annual budget and capital improvement program. In this manner, recommendations or changes relating to capital improvements or other programs can be considered as part of the upcoming commitments for the fiscal year. In turn, development regulations may need to be amended to most accurately reflect the intent of any modifications to the Comprehensive Plan. Routine examination of the Plan will help ensure that the planning program remains relevant to community needs and aspirations.

The Town should continue to:

- » Make the Plan available online for free, provide hard copies at the Town Hall available for purchase, and have a copy on file at the public library for reference;
- » Assist the public to clarify the Plan's content and purpose, and its relationship to private and public development projects and other proposals, as appropriate;
- » Assist the Town Council in the day-to-day administration, interpretation, and application of the Plan;
- » Maintain a list of current possible amendments, issues, or needs which may be a subject of change, addition, or deletion from the Comprehensive Plan; and
- » Coordinate with and assist the Plan Commission and Town Council in the Plan amendment process.

EXPLORE FUNDING SOURCES & IMPLEMENTATION TECHNIQUES

Many of the projects and improvements called for in the Comprehensive Plan can be implemented through administrative and policy decisions or traditionally-funded municipal programs. However, other projects may require special technical and/or financial assistance.

The Town should continue to explore and consider the wide range of local, state, and federal resources and programs that may be available to assist in the implementation of planning recommendations. For example, initiatives related to economic development, neighborhood stabilization and housing, or sustainability and environment can receive assistance from grant programs established for specific categories of actions or projects.

POTENTIAL FUNDING SOURCES

A description of potential funding sources is summarized below. It is important to note that the Town should continue to research and monitor grants, funding agencies and programs to identify new opportunities as they become available, or to update this list as sources change.

Tax Increment Financing (TIF)

Tax Increment Finance (TIF) utilizes future property tax revenues generated within a designated area or district to pay for improvements and incentivize further reinvestment. As the Equalized Assessed Value (EAV) of properties within a TIF District increases, the incremental growth in property tax over the base year that the TIF was established is invested in the area. Local officials may then issue bonds or undertake other financial obligations based on the growth in new tax revenue within the district.

The maximum life of a TIF district in the State of Indiana is 30 years. Over the life of a TIF district, the taxing bodies present within the district receive the same amount of tax revenue that was generated in the base year in which the TIF was established. There are provisions that allow for schools to receive additional revenue. In Indiana TIF Districts can be designated as either redevelopment areas or economic development areas, depending on factors related to alleviating blight or creating jobs and new investment.

North Beltway Economic Development Area

Tax increment finance is a powerful tool that the Town has utilized to fund right-of-way improvements to the Northfield Drive corridor. The TIF district was expanded at the end of 2010 to include rights-of-way along Northfield Drive, 56th Street, Tilden Road, Green Street, and Main Street (US 136), and again in 2012 to include 2,143 acres annexed into the Town along Ronald Reagan Parkway. Development in the expansion area will largely be driven by funding and construction of new infrastructure along the parkway. It is estimated that the TIF will generate close to \$2 million in revenues per year which the Town plans to use for capital infrastructure investment.

Potential Applications

As an economic development tool, TIF is well-suited to fund efforts to enhance the Downtown Brownsburg, reinvigorate the Main Street Corridor, and support new development along Ronald Reagan Parkway. TIF funds can be used for infrastructure, public improvements, land assemblage, and to offset the cost of development – including, but not limited to, engineering, stormwater management, and other site-related issues. Several of the Comprehensive Plan's recommendations could be funded through TIF. For example, the Town of Brownsburg could utilize TIF district funds to:

- » Facilitate site assembly of catalyst sites;
- » Implement further streetscape enhancements in the downtown;
- » Construct new trails and recreational amenities; or
- » Fund a site improvement grant to encourage landscaping and screening improvements.

Business Improvement District

A municipality may designate, after public hearings, an area of the municipality as a Business Improvement District (BID). While business district designation does not provide a funding source outside of BID fees, it empowers a municipality to carry out a business district development or redevelopment plan through the following actions:

- » Approve all development and redevelopment proposals;
- » Acquire, manage, convey, or otherwise dispose of real and personal property acquired pursuant to the provisions of a development or redevelopment plan;
- » Apply for and accept capital grants and loans for business district development and redevelopment;
- » Borrow funds as it may be deemed necessary for the purpose of business district development and redevelopment;
- » Sell, lease, trade, or improve property that may be acquired in connection with business district development and redevelopment plans;
- » Expend public funds as may be necessary for the planning, execution, and implementation of the business district plans;
- » Establish by ordinance or resolution procedures for the planning, execution, and implementation of business district plans; and
- » Create a Business District Development and Redevelopment Commission to act as an agent for the municipality for the purposes of business district development and redevelopment;

Economic Improvement District

An Economic Improvement District (EID) is designed to allow property owners in a given area to collect a fee, pool that money, and then use it to fund programs that might otherwise not happen through local government action. Because the fees in an EID are assessed equally and in a formal process, the possibility that some businesses will carry more financial burden for improvements than others is eliminated. The Town should consider establishing a Downtown Brownsburg EID to facilitate various improvements to the district such as:

- » Capital improvements for streetscaping and other physical improvements like lighting, street furniture, and landscape installation and maintenance;
- » A Downtown marketing and branding campaign;
- » Economic development activities that assist new and existing local businesses in a manner that is beneficial to the larger downtown district;
- » Joint maintenance services such as street and sidewalk maintenance, snow removal, trash collection, and other services;
- » Parking management and wayfinding program; or
- » On-site security where necessary.

Community Development Corporations

Many communities use Tax Increment Financing (as appropriate) to fund the startup and/or operation of a Community Development Corporation (CDC) that oversees a range of redevelopment activities for a specific geographic area, particularly commercial areas and central business districts. CDCs are often funded through public-private partnerships with financial commitments from local financial institutions or businesses and a public funding source such as TIF to provide for both operating expenses and programs.

Chamber of Commerce

CDCs may undertake traditional roles such as marketing, promotion, workforce development, information management, and technical assistance to small businesses, but may also administer loan programs or acquire and redevelop property in the community. Many communities create CDCs under the umbrella structure of an established chamber of commerce in the community so that missions are complementary and do not overlap. The Town should work with the Brownsburg Chamber of Commerce to evaluate the potential for a CDC within Brownsburg.

CDC Loan Program

An example of a distinctive CDC activity is the facilitation or administration of a revolving loan fund or a community lending pool supported by commitments from local financial institutions to provide low-interest/low-cost loans. Such funds typically target both new and expanding businesses for such redevelopment activities as interior improvements, façade and exterior enhancements, building additions, site improvements, etc. Some state and federal small business assistance programs are also structured to work in combination with CDC-administered loan programs.

INCENTIVES

The Town can use a variety of incentive programs to help the community achieve its goals. These incentives can be used to help attract new development to the area, to help improve existing development, and to encourage business owners to stay in the community and continue to help the local economy thrive.

While this list of possible incentive programs is not exhaustive, it is representative of the range of options that are available to help the town achieve its objectives. The Town of Brownsburg Economic Development Department should serve as a repository for information on incentive programming, including those contain herein and more. The Town's Economic Development Incentive Policy, last updated in 2016, contains available economic development incentives to qualified businesses seeking to start, relocate, and expand their business operations within the corporate limits of the Town.

Facade Improvement Grants

Brownsburg's Façade Improvement Grant program is funded through Tax Increment Financing (TIF) district funds. The Town will participate in up to half of the cost, up to a defined limit, for improving the exterior of commercial buildings within or connected to a TIF District. Improvements to the façade must also meet general requirements including adherence to the Town's Design Guidelines, with regards to appearance. Existing businesses have applied for and used the grant program with great results along the Main Street corridor. While the store owner certainly benefits from a façade improvement program, the Town benefits from economic stability in the community, and residents benefit as well, since a shopping district with an attractive appearance helps create a positive image for the community as a place to live, work, and shop.

Impact Fees

Impact fees are imposed on new development to offset the capital costs of maintenance, construction, or expansion of infrastructure such as roads, parks, sewers, etc. needed to serve development. Impact fees provide additional funds for capital improvements rather than imposing new taxes in an area. This is especially beneficial in growing communities. According to Indiana State Law, municipalities can enforce an impact fee on developers during the development approval process by adopting an Impact Fee Ordinance. An impact fee ordinance must include a schedule stipulating the amount of fees that may be imposed for each type of infrastructure and a formula stating how these fees are derived. The Town currently has an impact fee ordinance established to fund the acquisition and improvement of parkland throughout the community. The impact fee is beneficial because future residents pay for the increased demand on parks services, and current residents do not end up bearing the burden of expansion due to population growth. The Town should continue to evaluate the impact fee ordinance, alter it where appropriate, and extend the ordinance prior to its expiration. During this process, the Town should consider other improvements that could be funded through the impact fee ordinance.

Tax Abatement

Tax abatement is a tool used by municipalities to attract private investment and job creation by exempting taxes on all or a portion of the increased assessed value resulting from new investment. Real property, personal property, or vacant buildings, located outside of a TIF district, can be eligible for tax deductions or abatements for a period of 1 to 10 years. Unlike TIF, tax abatement is granted on a sliding scale so at least some level of new assessed value is added to the tax role as soon as the second year of the abatement period. Tax abatement is based on an applicant's ability to achieve development goals such as jobs and new investment. Tax abatement is one of the most commonly used local financial incentives in Indiana.

Payment in Lieu Of Taxes (PILOT)

Payment in Lieu of Taxes (PILOT) is a tool similar to tax abatements. The Town can use PILOTs to reduce the property tax burden of a desired business for a predetermined period. In this instance, a local taxing body and a property owner will agree to the annual payment of a set fee in place of the property taxes. Payments are typically made in the form of a fixed sum, but they may also be paid as a percentage of the income generated by a property. In addition, PILOT can also be a means of reducing the fiscal impact on the Town, of a nonprofit, institutional use or other non-taxpaying entity locating to a key site. While such uses can be desirable as activity generators, they can also negatively impact municipal services. Provisions can be made to offset that negative impact by allowing the Town to be compensated for at least a portion of the revenue that would otherwise be collected in the form of property tax.

Site Certified Program

The Indiana Office of Community and Rural Affairs' (OCRA) Site Certified Program is structured to reduce the potential costs of site development for businesses and enhance the marketability of designated sites.

The Site Certified Program certifies sites that are ready for economic development. Communities of any size can apply for designation of Silver, Gold, or Prime tiers of readiness, based on specific site criteria such as acreage, location, and utility capacity. The Indiana Site Certified Program has three main goals:

- » To mitigate risks;
- » To provide a marketing tool for sites; and
- » To illustrate the community's commitment to economic development.

The Town should utilize the Site Certified Program in marketing sites available for industrial development and other employment-related uses such as corporate campus and research and development parks.

Industrial Revenue Bonds

Industrial Revenue Bonds and Economic Development Bonds provide a financing method for economic development projects. Bonds can be issued by a Town and with proceeds loaned to a private company. The company then issues a promissory note and the bonds are payable from the payment on the note. A key aspect of Industrial Revenue Bonds is that the Town does not have any liability. The Town of Brownsburg's Business Loan Program can issue direct loans to users or developers for the cost of acquisition, construction, or installation of facilities, including land, machinery, or equipment with loans secured by bonds or other secured or unsecured debt obligations of the developers.

Industrial Development Grant Fund

The Indiana Economic Development Corporation (IEDC) provides financial support for infrastructure improvements for projects creating jobs and generating capital investment in Indiana. This grant provides money to local governments for infrastructure projects associated with an expansion of an existing Indiana company or the location of a new facility in Indiana. State funding through the IDGF program must be matched by a combination of local government and company financial support. Approval is based on the number and quality of jobs being created, the community's economic need, a local match of funding, and capital investment being made by the company. Typically, this grant does not exceed 50 percent of project costs. This may include: construction of airports, airport facilities and tourist attractions, construction, extension or completion of sanitary sewer lines, storm sewers and other related drainage facilities, waterlines, roads and streets, sidewalks, rail spurs and sidings, fiber-optic and other IT infrastructure, leasing, purchase, construction, or repair of real and personal property, and the preparation of surveys, plans and specifications for the construction of publicly owned and operated facilities, utilities, and services.

OTHER PROGRAMS

Incubator Programs

Business incubators provide low-cost space and specialized support services to small companies. Such services might include administrative consulting, access to office equipment and training, and assistance in accessing credit. Incubators are typically owned by public entities such as municipalities or economic development agencies who then subsidize rents and services with grants. In addition to job creation and generating activity, the goal is to have startup businesses grow and relocate to larger spaces within the Town.

OCRA Planning Grant

The State of Indiana Office of Community and Rural Affairs (OCRA) division provides planning grants to aid communities to shape their vision for economic development and encourage planning for long-term community development. Planning Grants are funded with Federal Community Development Block Grant (CDBG) dollars from the U.S. Department of Housing and Urban Development (HUD).

Main Street Revitalization Program

The goal of the Main Street Revitalization Program (MSRP), a grant program administered by OCRA, is to encourage communities to focus on long-term community development within the downtown area. A variety of projects are eligible to receive MSRP funding, but these grants are typically used to pay for downtown infrastructure, streetscape and façade improvements, promotional campaigns, program branding and other initiatives related to improving a downtown. As of 2019, a maximum grant award of \$600,000 is in effect for all Main Street Revitalization projects with a local match requirement of 20%.

Foundation & Specialized Grants

The successful implementation of the Plan requires realization of projects that range in scale and scope. One type of funding source that becomes increasingly significant when issue-specific projects or programs (tourism, performing arts, historic preservation, small business assistance, etc.) are considered is foundation grants. The Town should continue to dedicate resources to monitoring and exploring the foundation grant as a funding tool.

Industry Specific Programs

There are several state programs that can be used to incentivize development or relocation of business and industry within Brownsburg. A taxpayer is typically not eligible for more than one tax credit for the same project.

Among these programs are:

- » Economic Development for a Growing Economy (EDGE);
- » Certified Technology Parks;
- » Broadband Ready Communities;
- » Community Revitalization Enhancement District Tax Credit (CReED);
- » Industrial Recovery Tax Credit (DINO);
- » Hoosier Business Investment Tax Credit (HBI);
- » Enterprise Zone Investment Cost Credit; and
- » Venture Capital Investment Tax Credit (VCI).

TRANSPORTATION FUNDING SOURCES

Transportation Alternatives Program (TAP)

The Fixing America's Surface Transportation Act or FAST Act, enacted in 2015, combines Transportation Enhancements, Safe Routes to School, and the Recreational Trails Program (previously eligible under the expired Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)) under a new program entitled Transportation Alternatives

The Moving Ahead for Progress in the 21st Century Act (MAP-21), enacted in 2012, included provisions to address challenges facing the U.S. transportation system, including improving safety, maintaining infrastructure condition, reducing traffic congestion, improving efficiency of the system and freight movement, protecting the environment, and reducing delays in project delivery.. The FAST Act builds on changes made by MAP-21.

TAP funding primarily serves to fund non-motorized transportation modes. Project examples include:

- » Sidewalks;
- » On-street or off-street bicycle infrastructure;
- » Pedestrian and bicycle signals;
- » Maintenance or construction of recreational trail or trailhead facilities;
- » Traffic calming techniques;
- » Lighting and other infrastructure that improves bicycle and pedestrian safety; or
- » Safe Routes to School programming (Education, Encouragement, Enforcement, Evaluation).

Congestion Mitigation & Air Quality Improvement Program (CMAQ)

The CMAQ program focuses on projects that provide solutions to regional congestion and air quality problems. Eligible project types include transit improvements, bus purchases, traffic flow improvements like roundabouts, commuter parking lots, trails, bicycle/pedestrian projects, and projects that result in emissions reductions. The Federal share for most CMAQ projects, generally, has been 80 percent of project costs.

Surface Transportation Block Grant (STBG)

Formerly known as the Surface Transportation Program (STP), STBG funds can be used by states and localities for any type of transportation project to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects.

Highway Safety Improvement Program (HSIP)

HSIP funds can only be used for projects and plans that improve the safety of the transportation network, including roundabouts, signage projects, and safety studies.

PARKS & OPEN SPACE FUNDING SOURCES

Recreational Trails Program (RTP)

The FAST Act reauthorized the Recreational Trails Program (RTP), and each state administers its own RTP. This program provides funding assistance for acquisition, development, rehabilitation, and maintenance of both motorized and non-motorized recreation trails, including hiking, bicycling, equestrian use, off-road motorcycling, all-terrain vehicle riding, four-wheel driving, and more. Directed by the Indiana Department of Natural Resources (IDNR), the RTP will provide 80% matching reimbursement assistance for eligible projects, which receive grant amounts ranging from a minimum of \$10,000 up to a maximum of \$200,000. Eligible applicants include all units of government and agencies incorporated as not-for-profit corporations.

Land & Water Conservation Fund (LWCF)

Land and Water Conservation Fund grants are available through IDNR to park and recreation boards with a current 5-year master plan for parks on file. Projects require a 50% match. All funded projects are taken under perpetuity by the National Park Service and must only be used for outdoor recreational purposes. Examples of types of projects include:

- » Acquiring park or natural area;
- » Picnic areas;
- » Sports and playfields, such as playgrounds, ballfields, court facilities and golf courses;
- » Water oriented facilities for boating, swimming, and access to lakes, rivers and streams;
- » Natural areas and interpretive facilities;
- » Campgrounds;
- » Fishing and hunting areas;
- » Winter sports facilities;
- » Amphitheaters and bandstands;
- » Trails;
- » Outdoor natural habitat zoo facilities;
- » Roads, restrooms, utilities, park maintenance buildings; or
- » Nature centers.

ACTION AGENDA

The following Action Agenda presents a summary specific strategies and related actions necessary to implement the recommendations of the Comprehensive Plan. The Action Agenda also identifies potential participants in implementation and assigns a priority level to each item.

POTENTIAL PARTICIPANTS & PARTNER ORGANIZATIONS

Regarding those entities responsible for implementation, it should be noted that is anticipated that, as a policy, the Town Council and Town Manager will be included in the majority of these actions. The list of potential participants and partner organizations is not intended to be exhaustive, but rather serves as a starting point from which the Town can build. Action Agenda items, such as recommended technical studies and analyses that would likely benefit from outside expertise are also highlighted.

TIME FRAME

Each action agenda item has been assigned a value of 'S', 'M', or 'L' which indicates the time frame within which that item should be achieved. These values are defined as follows:

- » 'S' = Short Term (1-2 years)
- » 'M' = Mid-Term (3-5 years)
- » 'L' = Long Term (5+ years)

Where projects are likely to span several years, a time frame range (e.g. S-M) has been provided. Those items which represent a long-term policy stance or require immediate action with an on-going effort, such as the continued implementation of existing plans, have been assigned a value of 'S-L'.

STRATEGY	ACTION	TIME FRAME	POTENTIAL PARTICIPANTS & PARTNER ORGANIZATIONS
Residential Areas			
Enhance the character of existing residential areas and promote high-quality residential development in appropriate locations.	Consider the creation of a Residential Improvement Program to assist with improvements to housing structures.	S	Home Owners Associations, Local landlords/leasing agencies
	Review existing property maintenance codes and procedures to ensure consistent and active code enforcement.	S	Home Owners Associations, Development Community
	Continue to evaluate the Unified Development Ordinance and other land use and development regulations regularly to ensure alignment with Comprehensive Plan recommendations.	S-L	Home Owners Associations, Development Community
	Continue to encourage the development of a variety of housing types including non-single family development.	S-L	Home Owners Associations, Development Community
	Encourage conservation design within Brownsburg's estate residential areas to maximize open space and preserve natural areas as development occurs.	S-L	Development Community
Commercial Areas			
Expand and diversify the employment base through business attraction/retention efforts.	Use the Brownsburg Economic Development Strategic Plan as a resource for economic development policies and attraction/retention of key industries and businesses. Regularly identify key sectors using the latest market data .	S-L	Outside Consultant, Hendricks County Economic Development Partnership
	Inventory and market available commercial properties based on their unique characteristics and appeal to key sectors.	S-L	Brownsburg Chamber of Commerce, Hendricks County Economic Development Partnership, Outside Consultant
Enhance overall appearance and function of Brownsburg's existing commercial districts.	Evaluate the costs/benefits of establishing a TIF/EID for the Downtown and/or East Main Street corridor.	S	Brownsburg Chamber of Commerce, Outside Consultant
	Adopt an amortization schedule to eliminate nonconforming signs within commercial districts.	S	Business Community, Property Owners
	Pursue Main Street designation for Downtown Brownsburg and seek to procure related downtown enhancement grants.	S	Brownsburg Chamber of Commerce
	Working with the Town's Economic Development Commission, continue to evaluate various economic development incentives, updating the Economic Development Incentive Policy as required.	S-L	Property Owners, Business Community, Development Community
	Establish a City-wide streetscape program to improve key corridors and create a unified image and identity.	S-L	Property Owners, Business Community, Development Community
	Promote the façade improvement program to the owners of prominent commercial buildings that are in need of exterior renovation or rehabilitation.	S	Property Owners, Business Community, Development Community
	Evaluate the potential for forming a CDC to lead economic development efforts in the community.	M	Brownsburg Chamber of Commerce
	Relocate industrial uses in important commercial areas to other designated areas of the Town.	M-L	Business Community, Property Owners
Growth & Annexation			
Promote the controlled and orderly growth and development of the Town.	Establish incentives, such as expedited permitting, to encourage redevelopment of under-utilized parcels, infill, and revitalization of commercial centers.	S	Property Owners, Business Community, Development Community
	Inventory and market available redevelopment properties within already developed areas served by local infrastructure and services.	S-L	Property Owners, Business Community, Development Community
	Revise the zoning map as needed to reflect the updated land use designations in the Land Use Plan.	S-M	
	Establish a capital improvement program that prioritizes investment in redevelopment and infill projects, and in primary growth areas.	S-M	
	Adopt impact fees for new development based not only on the intensity of the development, but also the distance from existing infrastructure.	M	Property Owners, Business Community, Development Community

STRATEGY	ACTION	TIME FRAME	POTENTIAL PARTICIPANTS & PARTNER ORGANIZATIONS
Coordinate growth and development with adjacent communities.	Continue to revisit and renew formal boundary agreements with the Towns of Avon and Pittsboro prior to their expiration.	S-L	Neighboring Communities
	Establish a regional action plan and improvement program with municipalities and Hendricks County to collectively address issues such as transportation, water quality, and stormwater management.	M	Hendricks County, Adjacent Municipalities
Ensure the timely and efficient provision of community facilities.	Establish a formal protocol for communication between the Town and INDOT to better plan for the expansion and enhancement of state routes in conjunction with the Town's general planning or during the review and permitting process for specific developments.	S	INDOT
	Continue to require developers to set aside areas of open space for passive and active recreation.	S	Development Community
	Continue the use of development impact fees as a means for funding incremental capital improvements or services.	S-L	
	Work with partner agencies to identify sites and plan for new facilities within the Town's growth areas.	M	Brownsburg Public Library, Brownsburg Community School Corporation (BCSC), Brownsburg Fire Territory, Citizens Water
	Establish thresholds and standards for the provision of new services and facilities based on anticipated growth in specific geographic areas, and use these to inform the prioritization of projects in a Capital Improvement Program.	M	
	Partner with other service providers to coordinate the location and sizing of basic infrastructure with the long-term plans for new growth and development, allowing for incremental or phased improvements.	L	Hendricks County, INDOT, Citizens Water
Transportation			
Promote an integrated and balanced transportation network that accommodates motorists, bicyclists, pedestrians and transit.	Adhere to a Complete Streets policy in order to qualify for Surface Transportation Block Grant (STBG) or Transportation Alternatives Program (TAP) project funding for future investments in the transportation network	S	INDOT, Indianapolis MPO
	Identify and pursue grants through transportation funding sources to facilitate the installation of trail segments throughout the Town.	S-L	INDOT, IDNR, Hoosier Mountain Bike Association (HMBA) Trail Fund
	Implement the recommendations of the Brownsburg Parks Strategic Master Plan and the Brownsburg Active Transportation Plan with regards to trails and multi-modal transportation options.	S-L	INDOT, IDNR
	Continue to implement the recommendations of the Town of Brownsburg Thoroughfare Plan, and its updates.	S-L	INDOT, Indianapolis MPO
	Identify the location of a potential transit station in Downtown Brownsburg to serve as a hub for Express Indy Bus Service to Indianapolis and a circulator route throughout the community.	M-L	INDOT, Indianapolis MPO
	Manage congestion on local roadways through strategic investments in roadway, pedestrian and bicycle facilities.	Consider a comprehensive traffic data collection program to anticipate traffic needs and areas of growth.	S
Continue to require engineered Traffic Impact Studies for proposed development when traffic generation has the potential to impact capacity.		S	Development Community, INDOT
Adopt an Access Management Plan and standards to address traffic circulation issues along the primary corridors.		S-M	Outside Consultant, Business Community
Identify and pursue state and federal funding through programs, such as Highway Safety Improvement Program (HSIP), Transportation Alternatives Program (TAP), and Congestion Mitigation and Air Quality (CMAQ) grants, to implement the recommendations of the Transportation & Mobility Plan.		S-L	INDOT, Indianapolis MPO
Continue to work with the Indianapolis MPO, along with other adjacent communities, to ensure future transportation projects are effectively coordinated.		S-L	INDOT, Indianapolis MPO, Neighboring Communities

STRATEGY	ACTION	TIME FRAME	POTENTIAL PARTICIPANTS & PARTNER ORGANIZATIONS
Enhance the existing road network and establish new linkages to improve connectivity throughout the Town.	The ADA Transition Plan should be updated regularly to enhance accessibility and ensure compliance with federal regulations.	S-L	Outside Consultant
	Continue to require new development to appropriately connect to the existing road network and dedicate rights-of-way that can sufficiently accommodate planned streets.	S-L	Development Community
	Work with INDOT to plan for the northern extension of the Ronald Reagan Parkway and its connections into Brownsburg rights-of-way.	S-L	INDOT, Indianapolis MPO
	Continue to work with INDOT to implement intersection improvements for CR 900 E at the CSX railroad and Crawfordsville Road (US 136) intersection.	S-M	INDOT, CSX
Community Facilities			
Ensure that the community is adequately serviced by water, stormwater, and wastewater infrastructure.	Continue to regularly monitor its water treatment capacity and reevaluate its Capital Implementation Program as development occurs within the Town and its growth areas, especially north of I-74, where both water and sewer infrastructure investment has the potential to limit or free up large areas of developable land.	S-L	
	Maintain Citizens Water as a partner in addressing potential future service or treatment shortfalls if local water treatment capacity reemerges as an issue.	S-L	Citizens Water
	Develop an equivalent residential unit (ERU) system to monitor wastewater plant capacity, align anticipated growth and development with related wastewater service needs, and update plans for wastewater plant upgrades and expansion as needed.	S	
	Continue to monitor potential impacts of new industrial expansion on the sewer system, implementing a separated sanitary and storm water sewer system in new development.	S	
	Conduct a community-wide study to assess the need, possible location, and potential benefit of a regional detention facility as a means of better managing stormwater in areas prone to flooding, particularly within southern Lincoln Township.	M-L	Outside consultant
Continue to provide high-quality community services and adequate facilities to Brownsburg residents and businesses.	Ensure new roads projects comply with Brownsburg Construction Standards Specifications and Details	S	
	Regularly evaluate public safety staffing, equipment and facilities needs to ensure adequate emergency services are provided throughout the Town.	S-L	Brownsburg Fire Territory, Brownsburg Police Department
	Identify and secure a site for a future fire station near the Ronald Reagan Parkway/E CR 300 N intersection and evaluate the potential for a joint public safety facility that would also include police department facilities.	M-L	Brownsburg Police Department, Brownsburg Fire Territory, Adjacent public safety jurisdictions
	Evaluate the costs and benefits of relocating Fire Station #132 further south near E CR 700 N.	M-L	Brownsburg Fire Territory
	Work with BCSC to establish standards related to, and plan for, new school facilities to ensure appropriate transportation access, infrastructure, and connectivity to surrounding development.	S	Brownsburg Community School Corporation (BCSC)
	Regularly coordinate with various religious institutions/schools to discuss potential expansion needs based on anticipated social and demographic trends.	S	
	Monitor the needs and capacity of the Brownsburg Public Library and identify opportunities to expand facilities as needed and appropriate.	S-L	Brownsburg Public Library

STRATEGY	ACTION	TIME FRAME	POTENTIAL PARTICIPANTS & PARTNER ORGANIZATIONS	
Parks, Open Space, & Sustainability	Provide adequate parks and recreation amenities to the community.	Use the Brownsburg Parks Strategic Master Plan, and its updates, to guide the on-going development of the Town's open space and recreational system.	S	Property Owners, Development Community
		Continue to collect impact fees to create funding for additional parkland, trails, playgrounds, shelters, public restrooms, and recreational facilities.	S	Property Owners, Development Community
		Pursue opportunities to enhance or expand existing park properties, such as the Cardinal-Delaware Property, Arbuckle Acres Park Expansion, Trailhead Property, and Tague Property.	S-L	
		Continue to partner with other service providers and agencies to provide a range of high quality recreation programming to residents of all ages.	S	Brownsburg Public Library, Brownsburg Community School Corporation (BCSC), Brownsburg Fire Territory
		Identify and monitor the availability of potential new neighborhood park sites in underserved areas of the community.	M-L	Property Owners, Development Community
		Identify the alignment and facility type for a greenway connection between the Town's core, Ronald Reagan Parkway corridor area, and Eagle Creek Park.	M-L	Property Owners
Protect and enhance sensitive natural features including wooded areas, floodplains, and wetlands, streams and water bodies.	Develop a Natural Resources Management Plan that will link the Town's urban forestry management plan with the protection of the natural environment.	S		
	Adopt requirements for new development to mitigate impacts on highly sensitive environmental features and appropriately integrate them into site design.	S	Development Community	
	Reassess the Comprehensive Plan should infill and primary growth area opportunities become exhausted and extensive development begins to occur within the Town's secondary growth area, which includes several potentially significant natural features.	L		
Promote sustainable development practices and the use of green technologies.	Develop a Natural Resources Management Plan that includes energy-efficiency standards for Town-owned assets.	S-M		
	When considering neighborhood- or district-scale development, provide incentives for petitioners to follow the principles of LEED-ND and potentially pursue LEED-ND certification.	S	Development Community	
	Expand recycling programs and facilities in order to boost participation throughout the community.	S	Disposal Alternatives Organization (DAO)	
	In conjunction with other service providers and agencies, implement a comprehensive public education program to ensure that the community is educated on the benefits and importance of sustainability.	S	Brownsburg Community School Corporation (BCSC), Brownsburg Public Library	
	Revise the existing development ordinance and building code to permit and encourage the use of renewable energy technologies, green building technologies, and energy-efficient design and construction.	S-M	Property Owners, Development Community	
	Initiate a pilot program to replace the Town's fleet with hybrid or electric vehicles as vehicles age out.	M		
	Pursue LEED certification for Town-led projects.	L		

STRATEGY	ACTION	TIME FRAME	POTENTIAL PARTICIPANTS & PARTNER ORGANIZATIONS
Image & Identity			
	Establish a distinct image and identity for Brownsburg that reflects the Town's unique character and community strengths.	Execute a branding and marketing campaign to enhance the Town's image within the region and serve as a central component of business recruitment and tourism efforts.	S-M
	Incorporate the Town logo and related branding elements into a Town-wide streetscaping program that includes banner signs, directional signage, gateway features, etc.	M-L	Outside Consultant
Utilize streetscape improvements to enhance the overall appearance of the Town's key corridors and related commercial districts.	Adopt Downtown Design Guidelines that implement the community's desire to establish the downtown as a unique, pedestrian-friendly district.	S-M	Property Owners, Business Community, Development Community
	Establish a Town-wide streetscape design and funding program to identify and improve key corridors and create a unified image and identity.	M-L	Outside Consultant, Business Community
	Install downtown streetscaping with a focus on pedestrian amenities and creating a sense of enclosure.	M-L	Outside Consultant, Business Community
	Design and integrate into development a comprehensive streetscape treatment within the Ronald Reagan Parkway Interchange Area to ensure a welcoming environment to visitors of this important district.	M-L	Outside Consultant, Business Community, Development Community
	Install streetscaping enhancements at key intersections to maximize impact on passing motorists.	M-L	
Utilize Town gateways and signage to create a positive, first impression to visitors.	Require corner easements at key entry intersections to accommodate Town gateway features and signage.	S	Property Owners, Business Community
	Design and implement a 'Business Loop' signage program to direct motorists from interchanges at I-74 to the Main and Green Street corridors.	S	Outside Consultant, Business Community, INDOT
	Initiate a roadway name dedication program to rename county roads with local place names.	S	Business Community, Hendricks County
	Design and install gateway features including signage, landscaping, lighting and streetscaping elements at key points of entry to the Town.	M-L	Outside Consultant, Property Owners, Business Community
	Install wayfinding signage consistent with the appearance of gateway features to direct visitors to key destinations throughout the Town.	M-L	Property Owners, Business Community
Establish design and development regulations to improve the overall appearance and function of development throughout the community.	Continue to utilize Town-wide architectural standards to encourage high-quality design and construction, and explore creation of additional standards for specific target areas such as the downtown and Ronald Reagan Parkway interchange.	S	Business Community, Development Community
	Adopt regulations that require developers and utility companies to screen utility boxes from public rights-of-way using a combination of landscaping or fencing or by locating utility boxes in less visible areas.	S	Private Utility Companies, Development Community, Property Owners
	Create incentives to encourage the preservation of farmsteads and the integration of existing structures into new development.	S	Development Community
	Adopt an ordinance establishing a Design Review Commission charged with determining conformance with qualitative design requirements, and identifying how their review is integrated into the development approval and permitting process.	S	Property Owners, Business Community, Development Community
	Coordinate with utility companies in burying utility lines during street resurfacing, right-of-way improvements, and other significant capital improvements projects.	S-L	Private Utility Companies, Citizens Water, INDOT, Hendricks County